

× **COMPREHENSIVE EVALUATION  
OF  
COUNTYWIDE LAW ENFORCEMENT**

× **RILEY COUNTY, KANSAS**

*March, 1979*

**Public  
Administration  
Service**

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March 14, 1979

Mr. Alvan D. Johnson  
Director  
Riley County Police Department  
610 Colorado Street  
Manhattan, Kansas 66502

NCJRS

SEP 4 1979

Dear Mr. Johnson:

**ACQUISITIONS**

It is with great pleasure that I submit this final report on the evaluation of the Riley County Police Department. The study was supervised by Mr. Robert A. Doran of our staff who also prepared the final report. Mr. Doran was assisted in the study by Mr. Jeffrey S. Slovak of our staff and Ms. Linda Mitchell who served as a special consultant during the study.

We wish to acknowledge the high degree of cooperation and assistance extended to our staff by yourself and members of the Riley County Police Department whose efforts made our work considerably easier and more enjoyable.

We are pleased to have been able to assist the Riley County Police Department in this important undertaking and hope that our efforts will prove to be of substantial benefit to the Department well into the future.

Sincerely,

Howard W. Edwards  
Associate Director

## TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
Purpose of Study	1
Scope and Nature of Study	2
Study Methodology	2
II. BACKGROUND INFORMATION	5
General Overview	5
Population Trends	6
Economic Indicators	6
Future Trends and Resources	7
Riley County Police Department	8
III. COST AND EFFECTIVENESS OF CONSOLIDATED LAW ENFORCEMENT	11
Cost of Consolidated Law Enforcement	11
Budget Analysis	13
Effectiveness of Consolidated Services	19
Police Traffic Services	20
Analysis of Crime	24
Crime Clearances	27
Property Recovered	28
Personal Interviews	28
IV. CITIZEN ATTITUDE SURVEY	31
Analysis of Results	31
Background Characteristics	31
General Attitudes Toward RCPD	32
Citizen Evaluation of Law Enforcement Services	33
Perception of Crime	34
Support for Property Tax Increases	36
V. EMPLOYEE ATTITUDE SURVEY	37
Sworn and Civilian Personnel Responses	37
Sworn Officer Responses	40
VI. PERSONNEL MANAGEMENT	47
Employee Attrition	47
Educational Qualifications and Incentives	54
Education Requirements	54
College Incentive Program	54
Training Practices	56
Basic Training	58
In-Service Training Analysis	58
Specialized Trainings	60
Supervisory Training	63
Executive/Command Training	65
Training Expenditures	66
Sworn Personnel Compensation	67

## TABLE OF CONTENTS (continued)

	<u>Page</u>
VII. FINDINGS AND CONCLUSIONS	69
General Findings	69
Department Effectiveness	70
Findings	70
Conclusions	72
Personnel Issues	72
Findings	72
Conclusions	74
Cost Comparisons and the Future of Consolidation	75
Findings	75
Conclusions	77

## EXHIBITS

Tables

1. Budget and Inflationary Impact, Riley County Police Department	16
2. Law Enforcement Budgets for Selected Kansas Cities	18
3. Traffic Deaths: Kansas Cities 25-50,000 Population	21
4. Riley County Traffic Accidents	22
5. Crime and Crime Rates for Selected Kansas Cities	25
6. Crime Trends, 1972-1977	26
7. Comparison of Crime Clearances: Riley County and Cities of 50-10,000 Population	27
8. Employee Responses to Questions on Internal Communications	39
9. Police Officer Job Satisfaction	42
10. Police Officer Responses: Adequacy of Interpersonal Communications	43
11. Department Efforts in Functional Areas	44
12. Police Officer Cohort Attrition Analysis: 1974-1978	49
13. Reasons for Attrition from Initial Cohort	51
14. Cohort Groups Mean Length of Service	53

## TABLE OF CONTENTS (continued)

	<u>Page</u>
15. Police Officer Attrition	55
16. General In-Service Training: 1971-1978	59
17. Specialized Training: 1971-1978	61
18. Total General In-Service and Specialized Training: 1971-1978	62
19. Supervisory Training: 1971-1978	64
20. Executive/Command Training: 1971-1978	65
21. Salary Comparisons for Police Officers in Selected Kansas Law Enforcement Agencies	68

Figures

I. Current Organization: Riley County Police Department (follows page)	8
II. Per Capita Law Enforcement Expenditures, 1972-1978 Riley County	14

## APPENDICES

- A. Criminal Justice and Municipal Officials Interviewed
- B. Citizen Attitude Questionnaire
- C. Employee Attitude Questionnaire

## I. INTRODUCTION

### Purpose of Study

This study was commissioned by the Riley County Police Department as an evaluation of the consolidated law enforcement department that was implemented in January, 1974, as a result of a referendum in November, 1972.

With the consolidation of law enforcement services in Riley County, the Riley County Sheriff's Department and the Manhattan and Ogden City Police Departments were abolished and their law enforcement powers, duties and responsibilities, records, equipment, and property turned over to the newly created countywide law enforcement agency.<sup>1/</sup>

Since the County Police Department has been operating for nearly five years, the Department's leadership concluded that a thorough evaluation of the efficiency and effectiveness of the consolidated agency would be beneficial in identifying both the strengths and any weaknesses of the program in relationship to traditional types of law enforcement operations in the State of Kansas.

From the start of the consolidated department in January, 1974, there have been a number of controversial issues regarding the cost and effectiveness of the new department in providing law enforcement services to the residents of the County as well as issues internal to the Department regarding salary, training, career mobility, and other personnel related matters. In 1974, the voters of Riley County requested that the referendum to establish the consolidated police department be reconsidered pursuant to Kansas Statutes,<sup>2/</sup> and a referendum to consider the abandonment of the consolidation and abolition of the Department was held. This referendum resulted in a significant vote of approval for the consolidated department. The ballots cast were four to one in favor of retaining consolidated law enforcement services.

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<sup>1/</sup> Kansas Annotated Statutes (K.S.A.) 19-4434 and 4435.

<sup>2/</sup> K.S.A. 19-4445.

Due to a relative lack of comparative data by which to evaluate the operations of the Riley County Police Department, this study was commissioned to collect and develop the necessary data for analysis and an objective comparison of consolidated law enforcement services with those services offered by the individual departments prior to the consolidation.

This report represents the information collected and conclusions relating to the provision of law enforcement services as well as pertinent recommendations that would assist the Department in addressing any problem areas identified.

#### Scope and Nature of Study

The intent of this study is to cover the broad range of internal policies, practices, and procedures that have a bearing upon the manner in which law enforcement services are, and can be, provided to the residents of Riley County. Included within the scope of this study are the operations, budgetary, and personnel issues that influence the efficiency of the Department. Areas examined include cost comparisons and cost analysis of police consolidation, employee attrition, pay and benefit comparisons, educational attainment of sworn personnel, training practices, and employee grievances.

External considerations such as the attitudes of citizens and local criminal justice officials toward the consolidated department, citizen evaluation of police services, and the ability of the concept of consolidated law enforcement to meet the long-term requirements of the area are addressed.

In some cases the original objectives of the study had to be slightly modified due to the absence of or difficulty in attaining specific information. This limitation was imposed upon the study effort as a result of differences in records-keeping practices by the various police/sheriff's departments prior to the consolidation and the unavailability of some of these records subsequent to consolidation.

#### Study Methodology

Data for the study were collected during on-site visits by the consultant on October 30 and 31, 1978, November 13-17, 1978, and again on December 11-13, 1978.

Data collection efforts included a complete review of all department personnel files, for both present and past employees, the collection of criminal and traffic-related data for the consolidated department from 1974 to the present, and for the City of Manhattan and the unincorporated area previously under the jurisdiction of the Sheriff's Office. Budget data were collected for the consolidated department from 1974 to the present. Budget data for the Ogden and Manhattan Police Departments for 1972 and 1973 were also collected. Riley County Police Department Annual Reports, financial audits, work schedules, organization charts, and Policy and Procedures Manuals were reviewed and pertinent information collected for analysis. Socio-economic and demographic information on the City and County was obtained from the Manhattan Chamber of Commerce.

A citizen attitude survey of 350 residents was conducted using a Random Digit Dialing technique. Through the use of a computerized random number generator, a list of 3,600, four-digit numbers representing telephone numbers was obtained. The telephone exchange prefixes in the Manhattan/Riley County area were randomly assigned to these numbers in proportion to the telephone numbers that are served by that telephone exchange in the Manhattan/Riley County area. The majority of the telephone interviews were conducted by University students hired on a temporary, part-time basis. The interviewers were given a short orientation session on the study and the questionnaire itself. It was emphasized that the attitude survey results were to be analyzed and reported in such a manner as to insure respondent anonymity. Immediately before the interviews were to commence, a young Manhattan housewife was found murdered in her home. Due to the nature of the crime, and the fact that her husband is a prominent local figure, there was a great deal of newspaper, radio, and television coverage of this crime in Manhattan and across the nation. It was decided to postpone the telephone survey for a short time in order to reduce the effects of this incident upon residents' attitudes toward the Riley County Police Department. Fourteen days after the murder it was decided to commence the telephone survey even though there was residual newspaper coverage at the time.

A written questionnaire designed to measure work attitudes and job satisfaction was developed and distributed to all departmental personnel. This



was primarily a closed-ended questionnaire which was to be completed by each sworn and civilian member of the Department and returned to the consultant in a pre-addressed and stamped envelope attached to the questionnaire. A cover letter attached to the questionnaire assured respondents that their answers would not be divulged and briefly explained the purpose of the questionnaire and the overall study.

Personal interviews were held between the consultant and various members of the Police Department as well as with a number of officials currently working in other elements of the criminal justice system at the county and state levels. A structured interview approach was used to ascertain the attitudes of these criminal justice administrators toward the Police Department as well as determine representative examples of situations that formulated these attitudes and opinions.

It was originally planned that two evaluation techniques would be primarily used to conduct this study: a pre- and post-consolidation comparison and a time series analysis of certain post-consolidation data. However, due to the unavailability of certain information, the designs had to be modified slightly in order to accommodate the information that was available. This modification in design incorporated a comparative technique which compares department process or output with generally accepted standards of performance. This method was used, in part, to analyze traffic enforcement activities and the types and amount of in-service training provided to department personnel. In these cases department performance was compared to a Traffic Enforcement Index which allows comparative ratings to be made. Department training efforts were compared to the National Advisory Commission's standard of 40 hours in-service training per officer per year.<sup>3/</sup>

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<sup>3/</sup> National Advisory Commission on Criminal Justice Standards and Goals, Police, Standard 16.5 (Washington, D.C., 1967), p. 404.

## II. BACKGROUND INFORMATION

### General Overview

Riley County is located in the geographic center of the United States, 100 miles to the west of Kansas City and 56 miles west of Topeka, the state capital. The County has a total population of 41,825<sup>4/</sup> which does not include the students at Kansas State University, approximately 18,000 during the school term, nor the 4,406 military personnel and dependents residing in Manhattan, the county seat.

There are five incorporated municipalities in the County, all of which are relatively small with the exception of Manhattan. These include: Randolph, population 138; Leonardville, 463; Riley, 724; Ogden, 2,212; and Manhattan, 30,047. Again, these population figures do not include college or military personnel or dependents which add an additional 22,406 residents to the Manhattan population.

The general economy of the area include agriculture, industry, commerce, Fort Riley, and Kansas State University. An industrial park, with approximately 150 acres of available land, has been set aside for diversified light industrial, research, and commercial uses. Presently Manhattan has a number of major employers. These include Fort Riley, Kansas State University, McCall Pattern Company, Farm Bureau, Inc., St. Mary's Hospital, and Memorial Hospital, which employ over 10,600 local residents or about 57 percent of the total labor force. The City has an additional 50 businesses that employ approximately 2,900 additional workers. Unemployment rates have gone down in recent years. In June, 1976, the County had an unemployment rate of 4.1 percent and in June, 1977, the latest data available, the rate was 3.5 percent.<sup>5/</sup>

Manhattan serves as a commercial center for approximately 109,000 residents within the immediate area and a total of 175,000 residents within a 40-mile radius. In 1976, sales taxes in excess of \$4 million were collected in the Manhattan trade area<sup>6/</sup> with anticipated increases in 1977.

<sup>4/</sup> Riley County Assessor's Office, Riley County Government Census, 1978.

<sup>5/</sup> Manhattan Chamber of Commerce, Manhattan, Kansas (undated mimeo).

<sup>6/</sup> Ibid.

Recreational and leisure time opportunities are abundant and draw large numbers of people to the area.

Tuttle Creek Lake, about three miles from Manhattan, has 16,000 acres and is 25 miles long. This area has facilities for boating, fishing, and camping. In 1977, there were approximately one million visitors to the Lake. Milford Lake, approximately 18 miles west of Manhattan, has in excess of 16,000 acres and 163 miles of shoreline. This lake is known to have some of the best fishing in the State and is open to the public for hunting during season. The lake area has facilities for camping and boating, and also attracted over one million visitors in 1977.

The University draws large crowds for football and basketball games since Kansas State is in the Big 8 Conference. A major football game will attract 20,000 to 40,000 people, many from out of town. The University also offers professional and student theater and opera productions and symphony concerts.

#### Population Trends

Riley County. During the period 1960 to 1970 the Riley County population increased by 25 percent (from 29,985 to 37,451). From 1970 to 1975 there was an increase of almost 10 percent and from 1975 to 1976, a 2 percent increase. While the county population has not increased dramatically (approximately 2 percent per year), it has been a steady increase.

City of Manhattan. During the 1960 to 1970 period, the City's population increased from 19,370 to 26,087--a 34.7 percent increase. From 1970 to 1975 there was a 12 percent increase and from 1975 to 1976 a 2.8 percent increase. Similar to the County the City's growth, while not dramatic, has increased about 2 to 3 percent per year<sup>7/</sup> during the 16-year period 1960-1976.

#### Economic Indicators

There are several indicators of economic viability of an area that are useful in assessing the past growth, present condition, and future potential of a geographic area. These indicators include bank deposits, assessed valuation of real estate, and total water customers.

Manhattan has four locally owned banks and four Savings and Loan Associations with 1976 deposits totalling \$184.5 million. This represents an increase of \$66 million (56.4 percent) during the five-year period 1972 to 1976.

<sup>7/</sup>Ibid.

The total assessed valuation for Manhattan and Riley County have risen steadily from 1972 to 1976. During this period Manhattan increased from \$53.4 million to \$67.8 million, and the County rose from \$75.7 million to \$95.6 million--increases of 26.9 and 26.3 percent, respectively.

In the five-year period 1972 to 1976, a total of 1,981 construction permits totalling \$59.4 million were issued, an average of \$30,000 per construction permit. With the exception of 1974, each year has demonstrated a significance in total valuation of issued permits.

Total water customers, as measured by water meters in service, is an indication of the number of new buildings constructed and places building permit issuance into proper perspective.<sup>8/</sup> During the period 1972 to 1976, 1,599 new water meters were put into service, an increase of 24.5 per cent. The difference between building permits issued and new water meters in service (approximately 382) can be attributed, in whole or in part, to remodeling or improvements to existing structures. This in itself would indicate that the existing housing stock and commercial/retail buildings are being appreciably upgraded.

#### Future Trends and Resources

While the figures cited above do not take into account inflation or other general economic factors, the past trends of population and economic growth in Manhattan and the general area would indicate that the current viability of the area is not a major issue in any problematic sense. The issue then becomes one of the potential for maintaining past growth or sustaining new residential, commercial, and industrial growth.

According to figures compiled by the Chamber of Commerce, the potential for future growth exists, at least in the sense of the future availability of the resources and services required, given the absence of any major economic crisis.

Vacant land, both improved and unimproved, is available in the general area for residential and industrial construction. The large acreage available for industrial sites and the vacant land undergoing development for single family dwellings should add to the area's economic and tax base.

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<sup>8/</sup> Generally, many building permits are issued for remodeling and major repairs to existing structures or the installation of amenities such as patios, air conditioning systems, driveways, etc.

The water treatment facilities are operating well below capacity and vast amounts of water are thought to be available from wells situated adjacent to the Kansas River. The waste water treatment plant's daily rates are about one-third of the maximum volume and electricity and natural gas are thought to be adequate for residential and industrial growth.

The availability of air transportation, bus service, trucking companies, rail lines, and the proximity to the Interstate Highway are all positive factors and should also contribute to the area.

A diversified economy exists as a result of the industrial, educational, and defense facilities in the area. Tourism, as a result of the Tuttle Creek Lake area, should also help in maintaining the local economy and add to the sales tax revenue.

#### Riley County Police Department

The Riley County Police Department currently consists of 92 full-time employees, including 71 sworn officers and 21 civilian personnel. In addition, there are 31 part-time personnel which include 11 school crossing guards, 18 police reserves, an animal warden, and a patrol officer. Executive leadership is provided by a Director and Assistant Director.

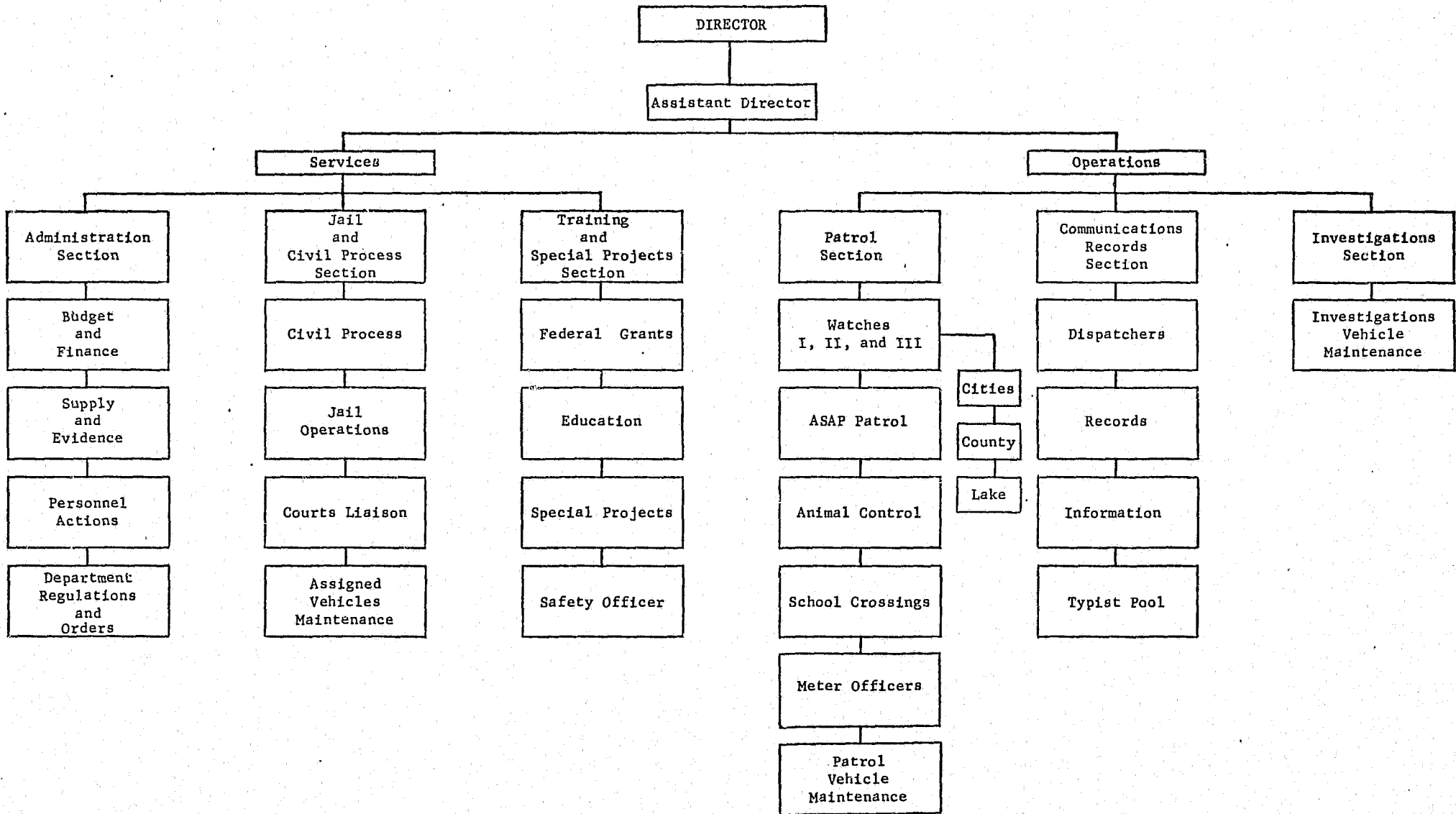
The Department has been organized into two divisions, Services and Operations, which are directed by officers holding the rank of Inspector III, a rank commensurate with that of captain.

The Services Division has three operating sections, each commanded by an Inspector II. These sections are primarily responsible for administrative activities but do include a Jail and Civil Process Section.

The Operations Division also has three sections, each commanded by an Inspector II. This Division includes the Patrol, Communications and Records, and Investigations Sections.

The Department is housed in two buildings which are adjacent to one another and have a total area of 10,000 square feet. The county jail building contains the jail and detention facilities and serves as the offices for the Services Division.

Figure I  
 CURRENT ORGANIZATION  
 RILEY COUNTY POLICE DEPARTMENT



The Operations Division is housed in a single-story building which appears to be somewhat crowded. Because of these crowded conditions some office space is used for dual purposes, particularly in the jail building where an office doubles as a visiting area for those persons visiting prisoners.

The Department provides 24-hour, 7-day-a-week police services including (in order of percentage of department activity): noncriminal service calls, patrol, initial investigation, traffic accident investigation, criminal follow-up investigations, vehicle inspections, and traffic control. Youth services are performed by the juvenile court staff and are not identified as a primary function of the Department.

Specialists--photography, breathalyzer, investigators--are available on each of the three shifts.

The Department has 21 patrol cars, 2 station wagons, 3 motorcycles, 3 pickup trucks, and 1 motorscooter. These vehicles are acquired through purchase and traded in on the basis of mileage. All appeared to be in good condition. Specialized equipment includes: a breathalyzer, polygraph, six radar sets, and a firearms identification kit. A number of Polaroid and 35 mm cameras are available. The Department has a radio dispatch capability and radio communication links with ambulance, fire, city and county highway departments, civil defense, and various state and local law enforcement agencies. In late 1975, a 911 emergency telephone system became operational and serves city and county residents.

### III. COST AND EFFECTIVENESS OF CONSOLIDATED LAW ENFORCEMENT

This chapter is an analysis of the pre- and post-consolidation costs of law enforcement services in Riley County and the relative effectiveness of the Riley County Police Department in providing these law enforcement services.

The pre- and post-consolidation analysis includes a review of the yearly appropriations by each of the participating jurisdictions and a comparative analysis with other selected law enforcement agencies in Kansas. In addition, the impact of economic inflation on these budgets is addressed.

The effectiveness of the law enforcement services provided by the RCPD will be addressed and measured by the results of traffic, crime prevention, and criminal investigation activities. In addition, the results of interviews with a number of individuals associated with the local criminal justice system and elected and appointed governmental officials are presented.

#### Cost of Consolidated Law Enforcement

The experience in Riley County, as in other locales throughout the nation, has been the realization that consolidation does not necessarily reduce the costs of law enforcement. To the contrary it is often necessary to increase appropriations in order to bring law enforcement services up to a minimally acceptable level. Very often this requires the acquisition of new equipment, additional training, and increases in salary and fringe benefits. In those cases where law enforcement services were not offered on a full-time basis (24 hours a day, 7 days a week), it is necessary to hire additional personnel and acquire additional equipment to provide full-time services. Such was the case in Riley County since additional equipment, facilities, training, and salary increases were necessary to implement consolidated police services.

Subsequent to the consolidation a number of factors have influenced the budget of the RCPD and should be considered when reviewing the annual appropriations. The first of these factors is the state-mandated pre-service basic training for police officers. In 1968, the State established a standard of 120 hours



of basic training before an officer could be certified. At the time of the consolidation the state standard was 160 hours of classroom training and remained at that level until 1975 when it was increased to 200 hours. In July, 1979, this standard will again be raised: to a 400-training hour minimum.

A second factor is the increased efforts by the State to upgrade local lock-up and jail facilities: Again, minimum standards have been established and those jurisdictions not meeting these standards have had to either upgrade their secure facilities or cease using them.

It is unknown exactly what financial impact these standards would have had on the law enforcement agencies that existed prior to consolidation, but these factors should be considered in weighing the increased law enforcement costs under the consolidated arrangement:

An additional factor to be considered is the management responsibilities that were acquired by the RCPD upon consolidation and which were formerly the responsibility of the County and cities. Personnel management activities are now the responsibility of the RCPD, relieving the County and cities of these tasks. Financial accounting for the operating capital and police pension budgets is now under the control of the Department and requires a full-time accountant. These tasks were formerly the responsibility of the County and cities and, it can be assumed, required the expenditure of time and other resources which were not necessarily accounted for in their individual law enforcement budgets prior to consolidation. The purchasing and control of property are similar examples. Again, these factors should also be considered in weighing the costs of consolidated law enforcement.

This section of the report analyzes the budgets of the consolidated department with respect to pre-consolidation law enforcement expenditures and with other comparable law enforcement agencies in the State. The total amount of funds required to operate and administer any organization is dependent upon a number of factors, some of which may be unique to one organization and have little or no influence on another. This is certainly the case for law enforcement expenditures since workloads vary with the nature and demands of the community served. In some cases law enforcement is given a very high priority for any number of reasons. This would then have an effect upon elected and appointed government officials' decisions regarding the appropriation of funds. In summary, the expenditures for

law enforcement in Riley County must be viewed with the thought of what level of police service is required and desired, and the willingness and ability of residents to pay for these services.

#### Budget Analysis

The state legislation enabling the consolidation of law enforcement agencies in Riley County provided for the establishment of the first operating budget.<sup>9/</sup> The legislation provided that the percentage of law enforcement funds expended by a local government prior to consolidation, in relationship to total funds expended, would determine that jurisdiction's assessment of costs for the operation of the consolidated department.

Based upon 1972 expenditures for law enforcement, the assessment to each jurisdiction is: Riley County, 15.86 percent; City of Ogden, 3.59 percent; and the City of Manhattan, 80.55 percent.

Budgets, and the appropriations to sustain them, can be analyzed in a number of ways. For the purposes of this study per capita costs, the impact of inflation and comparison with other law enforcement agency budgets were felt to be the most meaningful. These types of analyses will give the reader insights into the cost of law enforcement services for each citizen residing within each of the three jurisdictions--Manhattan, Ogden, and the county area--and how inflation has reduced the purchasing power of the Department. In addition, an analysis of other law enforcement agency budgets allows a moderate degree of reliable comparison to be made between the Riley County budget and other agencies in terms of personnel costs, capital outlay, and per capita expenditures.

Figure II graphically portrays the rise in per capita expenditures of each of the three jurisdictions before and after consolidation. Since the trend lines reflect both expenditures and population, the slopes of the trend lines are sensitive to any changes in population as well as the amounts assessed each of the three jurisdictions. It is readily apparent that per capita costs have risen significantly over the five years since consolidation. This is particularly true for Manhattan which experienced a very perceptible increase in 1974.

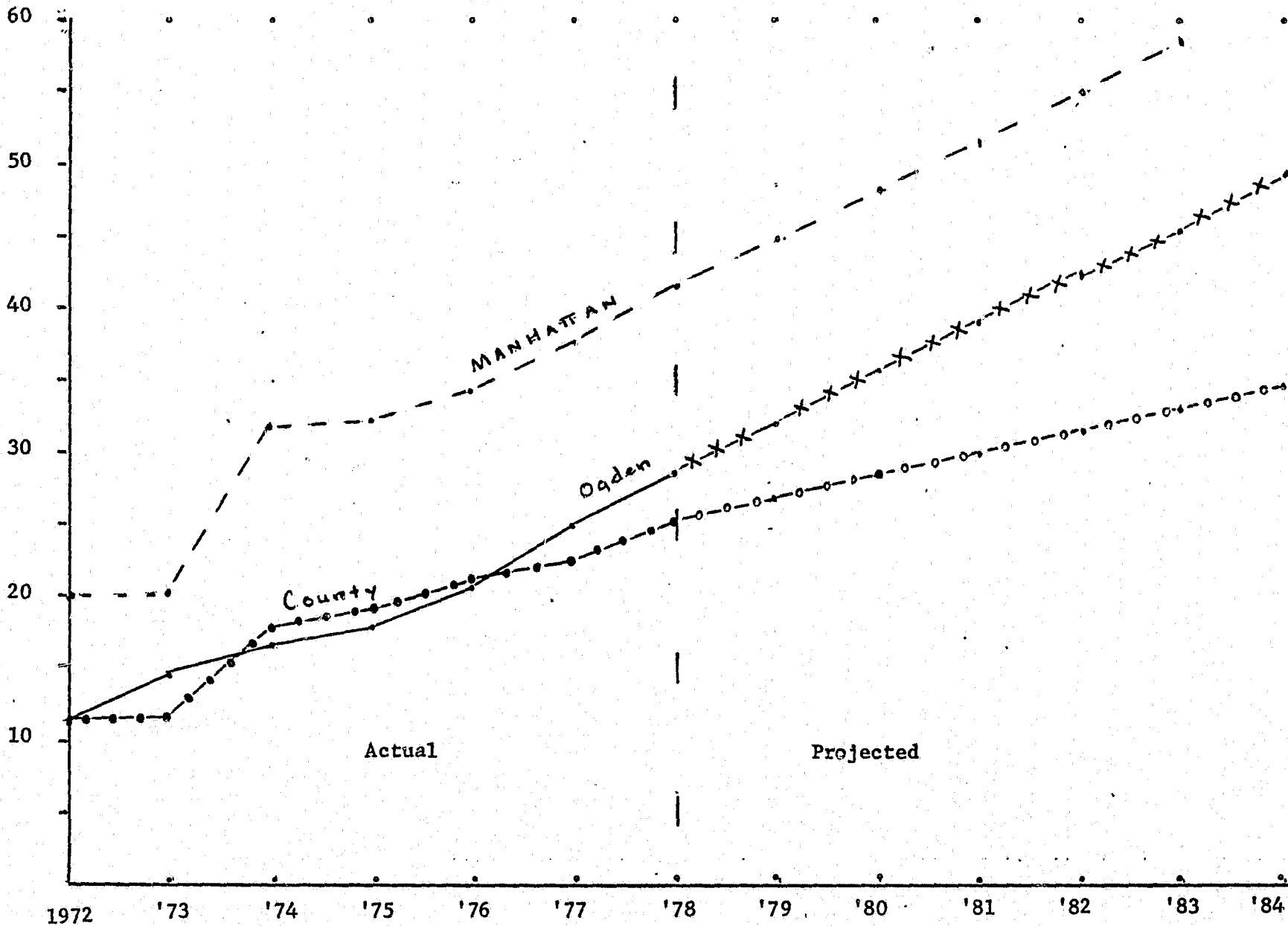
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<sup>9/</sup>K.S.A. 19-4443.

Figure II

PER CAPITA LAW ENFORCEMENT EXPENDITURES:  
RILEY COUNTY, 1972-1978

Dollars/Per Capita



While the rates for Manhattan and Ogden have paralleled each other since 1975, the slope of the line representing the county per capita expenditure fell below the line representing the Ogden per capita expenditure. Since the year-to-year percentage increases in the Department's budget are passed on to the three jurisdictions, it is evident that Ogden is losing population and therefore experiencing a relatively higher increase in per capita expenditures. From 1976 to 1978, Ogden lost 273 residents (a 12 percent decrease) while its assessment increased by 21 percent. During the same time the county area gained 193 residents (a 2 percent increase), its assessment was also increased by approximately 21 percent. A simple straight line projection of the past two years gives some indication of the future per capita costs to each of the jurisdictions if population changes continue as they have in the recent past.

It is already evident that there is a growing disparity between per capita costs for the county residents and those of Manhattan and Ogden. This disparity and the effect of inflation may well have an impact on the future financing of the Department.

Since inflation is one cause of increased governmental expenditures, it is difficult to accurately assess the real costs of budgetary increases, and attempts to impose budgetary controls, without adjusting for the effect of inflation.

The state legislature has imposed "budgetary lids" upon the Department's budget from year to year to prevent any major increases in expenditures after consolidated law enforcement is implemented. While the Department's budget has risen significantly since 1974, the impact of inflation has actually decreased the Department's purchasing power over the past five years. Table 1 presents data relating to the impact of inflation upon the Department's budget.

An analysis was conducted through the use of the Consumer Price Index (CPI) which measures average changes in the price of goods and services generally purchased by urban workers. The 1967 CPI of 100 (the base year) was adjusted to reflect 1974 as the base year for the purposes of this analysis. The budget figures for 1975 and subsequent years were then adjusted to reflect purchasing power in terms of constant 1974 dollars.

From the table it is clear that the Department lost purchasing power in 1975 and 1976 due to inflation. In 1977 and 1978, the Department regained some purchasing power and lost an insignificant .04 percent in purchasing power in the 1979 budget.

Table 1  
 BUDGET AND INFLATIONARY IMPACT  
 RILEY COUNTY POLICE DEPARTMENT

<u>Fiscal Year</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978<sup>a/</sup></u>	<u>1979<sup>b/</sup></u>
Actual Budget <sup>c/</sup>	\$1,137,379	\$1,185,894	\$1,291,881	\$1,446,848	\$1,548,174	\$1,691,175
CPI Adjusted to 1974 Dollars	Base Year	1.107	1.225	1.308	1.397	1.532
Budget In Constant 1974 Dollars	\$1,137,379	\$1,071,268	\$1,054,596	\$1,106,152	\$1,108,213	\$1,103,900

<sup>a/</sup> 1974-1977 actual expenditures; 1978 budgeted expenditures.

<sup>b/</sup> Budget request.

<sup>c/</sup> Includes all revenues: tax appropriations, reimbursements, and grant funds.

Source: Consumer Price Index based upon U. S. Department of Labor Statistics, 1975-1978.

Table 2 presents data relating to the budgets of several law enforcement agencies in Kansas. The populations of these jurisdictions range from a high of 81,000 for Overland Park to a low of 22,675 for Shawnee. To maintain consistency, 1975 Bureau of the Census population data were used.

A review of the data presented in the table reflects the fact that the RCPD is budgeting and expending its funds in approximately the same proportions as these other agencies. All are expending approximately 81 to 88 percent of their budgets on personnel. This generally holds true for the majority of law enforcement agencies throughout the United States. The percent of budget spent on capital outlay in Riley County is at the upper end of the range for the departments included in the table. The 1976 average capital expenditure (excluding Overland Park) is approximately 3.7 percent while the 1977 average is 3.8 percent. While this is based upon incomplete 1977 data, Riley County does not appear to be spending a disproportionate amount on capital outlay, although it is the upper end of the range.

Riley County has the lowest per capita expenditure for law enforcement among the selected cities. This is the amount each resident in the County would pay for these services if they were to be individually assessed. The average for all the cities represented is \$27.50 per capita and, excluding Riley County, the average is approximately \$29 per capita. It should be noted that the Riley County per capita cost includes amounts budgeted for the administration and operation of the county jail as well as warrant and subpoena service. If these costs were to be deleted from the total budget the per capita cost would be further reduced.

The effect of the legislative "budget lid" placed upon consolidated law enforcement budget increases is evident when one calculates the percentage increase in budgets from 1976 to 1977. The Riley County budget increased by 10 percent from 1976 to 1977 while the budget for Lawrence increased 15.3 percent; Hutchinson, 18.2 percent; and Shawnee, 21.9 percent. Excluding Riley County the average of these budget increases was 17.6 percent. Had the Riley County budget increased correspondingly, the 1977 budget would have totalled \$1,505,280; about \$97,000 higher than it actually was.

Table 2

## LAW ENFORCEMENT BUDGETS FOR SELECTED KANSAS CITIES

	Total Budget (\$000)		Personnel Costs as Percent of Budget		Capital Outlay Percent of Budget		Per Capita <sup>a/</sup> Expenditures	
	1976	1977	1976	1977	1976	1977	1976	1977
Riley County <sup>b/</sup>	\$1,280	\$1,408	81	81	4.4	5.8	\$20.94	\$23.04
Overland Park	3,490	N/A	47	N/A	39.2	N/A	43.09	N/A
Lawrence	1,325	1,527	88	87	4.5	5.6	26.08	30.06
Hutchinson	947	1,119	81	83	1.5	.54	23.15	27.36
Prairie Village	727	N/A	86	N/A	4.5	N/A	27.33	N/A
Shawnee	574	700	85	81	3.7	3.3	25.29	30.84

Source: International City Management Association, Municipal Yearbook, 1977, 1978.

<sup>a/</sup> Population based on Bureau of Census, July, 1975.

<sup>b/</sup> Includes tax appropriations and Manhattan Meter Maid contract funds only.

N/A - Not available.

### Effectiveness of Consolidated Services

The effectiveness of a police department is generally measured by the outputs, or results, of the department's activities. These results should contribute to the department's goals of maintaining order and protecting the lives and property of those within the jurisdiction of the department.

Any measurement of effectiveness of public services should consider the differences, if any, between the level and quality of services provided and the citizens' perception of those services. This is especially true in the case of law enforcement since police services are the most highly visible governmental service provided and generate the majority of contacts that a citizen will have with local government. Citizen perception of these services is also important; their perception is the ultimate assessment of services. While service levels may be high, and of a professional nature, the manner in which the citizen perceives these services will determine their support for, and cooperation with, the police agency. Studies have shown that one of the major factors that shapes an individual's decision to report a suspected or actual offense to the police is the citizen's perception of police effectiveness. In those cases where the citizen feels that the police would not, or could not, be effective in solving the crime, the citizen decision becomes one of not reporting the incident to the police. While such decisions, made by a number of witnesses and victims over a long period of time, have an effect upon crime statistics (creating the appearance of less criminality than actually exists), they also compound the problem of crime since the offense and the offender never become known to the police. This creates a potential situation in which the offender is free to commit subsequent offenses, which may also go unreported, and add to the cyclical nature of the problem--all of which shapes the citizen perception of police effectiveness.

Since police response to traffic and criminal incidents are to citizens the two most highly visible services (both observed and reported through the news media), they will be analyzed to determine actual levels of service and police effectiveness in preventing or controlling these incidents.



### Police Traffic Services

In order to place Riley County into a statewide perspective, traffic fatality data for comparable jurisdictions in Kansas were collected. Since police enforcement and education techniques will never totally eliminate traffic accidents, and since the number of accidents is to a great extent dependent upon numerous local roadway, weather, and driver characteristics, the severity of accidents (i.e., fatalities) is a better indicator of accident experience and a factor which the police can exert more control over through enforcement techniques.

Table 3 presents the number and rates of traffic deaths for the first eight months of 1976, 1977, and 1978 for Kansas cities in the 25-50,000 population group.

Compared with other cities, Manhattan has a relatively low incidence of traffic-related deaths. Even in those years when there were deaths they did not exceed the number in other comparable cities, with the exception of Prairie Village.

A number of factors play important roles in traffic accidents and fatalities, making it difficult to ascribe traffic fatalities, or the absence of fatalities, to any one factor. Influences such as the design and maintenance of roadways, traffic controls, land-use planning and development, and the characteristics of the driving population, in addition to the enforcement and education activities of a police department, all play major roles in the incidence of traffic collisions and fatalities.

It should be noted, however, that throughout the State fatalities have remained almost constant during the three-year period while cities in this population group are experiencing an increase in fatalities, with the exception of Manhattan and Prairie Village.

Table 4 presents traffic accident and enforcement data for the City of Manhattan and the County for the period 1973 to 1977. While enforcement data (citations issued) for 1973 were not readily available, the accident data were included in an attempt to show the pre-consolidation traffic accident experience.

City Accident Analysis. It should be noted that in the City the number of traffic fatalities has decreased each year in relationship to the number of accidents. The number of injury accidents in the City is decreasing in proportion

Table 3

## TRAFFIC DEATHS: KANSAS CITIES 25-50,000 POPULATION

	First Eight Months of:			'78 Vehicle Registration <sup>a/</sup> Death Rate	'78 Population <sup>b/</sup> Death Rate
	'78	'77	'76		
Manhattan	0	2	1	0	0
Prairie Village	0	1	1	0	0
Hutchinson	5	2	2	2.0	18.4
Lawrence	4	2	0	2.0	12.9
Shawnee	2	1	3	2.1	11.9
State of Kansas	358	359	354	--	23.2

<sup>a/</sup>Deaths per 10,000 registered motor vehicles, 1977.

<sup>b/</sup>Deaths for 100,000 population. Population based on 1970 census or from later censuses taken by the U.S. Bureau of Census or state estimate of population.

Source: National Safety Council, Traffic Safety, "Traffic Deaths--City Records" Vol. 78, No. 11 (November, 1978) pp. 24-26.

Table 4  
RILEY COUNTY TRAFFIC ACCIDENTS

Manhattan

	<u>Total Accidents</u>	<u>Fatalities</u>	<u>Injury</u>	<u>Property Damage</u>	<u>Citations</u>	<u>Enforcement Index</u>
1973	600	3	213	384	NA	NA
1974	613	0	175	438	3,380	19.3
1975	765	2	199	564	4,482	22.3
1976	797	2	255	540	4,432	17.2
1977	<u>958</u>	<u>2</u>	<u>255</u>	<u>701</u>	<u>5,220</u>	<u>20.3</u>
'74-'77 Total	<u>3,133</u>	<u>6</u>	<u>884</u>	<u>2,243</u>	<u>17,514</u>	<u>19.7</u>

County (excludes Manhattan)

1973	804 <sup>a/</sup>	NA	NA	NA	NA	NA
1974	242	7	92	144	3,091	31.2
1975	251	3	107	141	2,730	24.8
1976	251	2	99	150	3,473	34.4
1977	<u>257</u>	<u>3</u>	<u>94</u>	<u>160</u>	<u>2,806</u>	<u>28.9</u>
'74-'77 Total	<u>1,001</u>	<u>15</u>	<u>392</u>	<u>595</u>	<u>12,100</u>	<u>29.7</u>

<sup>a/</sup> Includes accidents of less than \$200 damage.

to total accidents. This can be interpreted as meaning that, while the total number of accidents is increasing from year to year, the severity of these accidents is decreasing. In 1973, injury accidents represented about 35 percent of all accidents in the City. This proportion declines to 28 percent in 1974, 26 percent in 1975, 31 percent in 1976, and 26 percent in 1977.

At the same time, the number of traffic citations has risen although not in direct relationship to the number of fatal and injury accidents. This relationship is shown in the last column as the Enforcement Index. This index represents the proportion of fatal and injury accidents to the number of hazardous moving traffic citations issued each year which result in a conviction. This index is based upon the theoretical assumption that the maintenance of a specific enforcement index will have the effect of reducing serious accidents. One author in the field of police administration recommends that an Enforcement Index of 10 should be accepted as a minimal level.<sup>10/</sup> Since data relating to the number of convictions for the citations issued (as required by the formula) are not available, it is not possible to accurately state the effectiveness of the police in citation issuance. However, if a conviction rate as low as 50 percent existed, the Department would meet this index standard. Experience indicates that 85 to 90 percent of traffic citations result in conviction, which would give the Department a very high Enforcement Index.

County Accident Analysis. The lower half of Table 4 presents the accident and enforcement data for all locations outside the city limits. Since 1974 the number of traffic accidents has remained relatively stable while the number of fatalities has decreased and then remained stable. While the number of injury accidents has decreased slightly, these accidents represent a significantly higher proportion of total accidents than was the case in the City. In 1974, 38 percent of the accidents in the County resulted in injuries. In 1975, 1976, and 1977, this proportion was 42 percent, 39 percent, and 36 percent, respectively. This is to be expected, however, since speed limits are generally higher in rural areas and increased speeds contribute to the severity of accidents.

<sup>10/</sup> O. W. Wilson and Roy C. McLaren, Police Administration, 3d. ed. (McGraw-Hill Book Company, New York, 1972), p. 466. It should be noted, however, that the use of Enforcement Indices is the subject of considerable controversy regarding their reliability and validity.

The number of traffic citations written has fluctuated over the years which is reflected in the annual Enforcement Indexes. The Enforcement Index in the county areas is significantly higher than in the City however. Applying a conviction rate of 80 percent to the citations issued during the four-year period 1974-1977 would result in an average index of 24.0.

It should be noted that in 1977 registered motor vehicles in the County increased by 31 percent over 1976. This represents a very substantial increase, not only in the number of vehicles but, more importantly, the increased driving hazard and the potential for more accidents. In comparison, total accidents in the City and County increased by 15.9 percent in 1977.

#### Analysis of Crime

As stated earlier, the incidence of criminal offenses within a jurisdiction is highly visible to the residents of a jurisdiction and brings considerable attention to the police both during and after their efforts to investigate the offense, apprehend the offender, and participate in any subsequent prosecution.

Data relating to Index Crimes and crime rates for selected Kansas cities are presented in Table 5. It is clearly evident that the Manhattan/Riley County area enjoys a very low crime rate not only in terms of these selected cities but also with respect to crime rates in areas that lie within areas termed "other cities" by the Uniform Crime Report (UCR). This is defined as nonmetropolitan, nonrural areas. In 1977, this "other cities" area had a nationwide average crime rate of 419.8/10,000 inhabitants. In the same year, Kansas had a statewide crime rate of 456.4/10,000 inhabitants.

Table 6 is an analysis of trends for the seven Index Crimes. The table shows that prior to the consolidation in 1974 the number of offenses dropped by 8.9 percent and increased in 1974 by 61.4 percent. Further analysis of the table reflects the fact that there was an overwhelming increase in larcenies reported in 1974. It is highly unlikely that this was an actual increase and in all probability can be attributed to a change in crime reporting and recordkeeping practices.<sup>11/</sup> Omitting larcenies from the 1973 and 1974 offense totals would change

<sup>11/</sup> Prior to 1973 the FBI Uniform Crime Reports counted only larcenies \$50 and over. In 1973 and subsequent years, Uniform Crime Reports were changed to include all larcenies regardless of dollar amount.

Table 5

## CRIME AND CRIME RATES FOR SELECTED KANSAS CITIES

<u>Jurisdiction</u>	<u>Population<sup>a/</sup></u>	<u>1977 Index Crime Rate Per 10,000 Population</u>	<u>Index Crimes<sup>b/</sup></u>		<u>Violent Crimes<sup>c/</sup></u>		<u>Property Crimes<sup>d/</sup></u>	
			<u>1977</u>	<u>1976</u>	<u>1977</u>	<u>1976</u>	<u>1977</u>	<u>1976</u>
Riley County	61,093	316.6	1,931	2,269	70	64	1,861	2,205
Overland Park	81,013	474.4	3,843	3,982	173	123	3,670	3,860
Lawrence	50,887	625.6	3,178	3,059	198	200	2,980	2,859
Hutchinson	40,925	667.9	2,732	2,875	92	79	2,640	2,796
Salina	38,960	492.3	1,915	2,094	40	40	1,875	2,054
Prairie Village	26,631	251.5	669	823	21	35	648	788
Leavenworth	25,333	662.8	1,677	1,717	164	182	1,513	1,535
Shawnee	22,675	626.1	1,415	1,299	67	69	1,348	1,230

a/ Population: Estimates of Bureau of Census July, 1975.

b/ Offenses known to police.

c/ Includes Murder, Rape, Robbery, and Aggravated Assault.

d/ Burglary, Larceny, and Motor Vehicle Theft.

Table 6  
CRIME TRENDS  
1972-1977

	Pre-Consolidation City-County Combined			Post-Consolidation Total County						1973-1977, % Change		
	1972	1973	% + or (-)	1974	%	1975	%	1976	%		1977	%
Murder	0	4	400.0	1	(75.0)	2	100.0	1	50.0	3	200.0	(25.0)
Rape	7	8	--	8	--	16	100.0	10	(37.5)	8	(20.0)	--
Robbery	34	51	50.0	43	(15.7)	22	(48.9)	28	27.3	14	(50.0)	(72.6)
Aggravated Assault	70	61	(12.9)	70	14.8	64	(8.6)	25	(60.9)	45	80.0	(26.2)
Burglary	528	548	3.8	547	--	540	(1.3)	461	(14.6)	558	21.0	1.8
Larceny	740	583	(21.2)	1,395	139.3	1,380	(1.1)	1,678	(21.6)	1,214	(27.7)	108.2
Auto Theft	<u>97</u>	<u>89</u>	<u>(8.3)</u>	<u>105</u>	<u>17.9</u>	<u>79</u>	<u>(24.8)</u>	<u>66</u>	<u>(16.5)</u>	<u>89</u>	<u>34.9</u>	<u>--</u>
Total	<u>1,476</u>	<u>1,344</u>	<u>(8.9)</u>	<u>2,169</u>	61.4	<u>2,103</u>	<u>(2.8)</u>	<u>2,269</u>	7.9	<u>1,931</u>	<u>(14.9)</u>	43.7

the 1974 percentage increase to 1.7 percent. Therefore, it could be concluded that the actual 1974 change would be approximately 3 to 4 percent above the 1973 level. This conclusion is supported by the post-1974 crime total changes. In 1975, crime was down 2.8 percent and rose 7.9 percent in 1976. By omitting larcenies from the analysis of the 1973 to 1977 crime change, the percentage figure is altered from a 43.7 percent increase to a 5.8 percent decrease.

#### Crime Clearances

In 1977 the Department cleared an average of 27.9 percent of the Index Crimes by the arrest of the offender(s). This compares favorably with the national average of all cities--21.0 percent, and all cities in the 50-100,000 population group--21.3 percent.

In terms of specific index offenses the Department was considerably higher in solving some offenses than cities in a comparable population group.

Table 7

COMPARISON OF CRIME CLEARANCES:  
RILEY COUNTY AND CITIES OF 50-10,000 POPULATION

	Percent	
	<u>National Average - 1977</u>	<u>Riley County - 1977</u>
Murder	83.6	66.7
Rape	46.4	62.5
Robbery	29.1	50.0
Assault	59.0	65.6
Burglary	16.6	29.9
Larceny	20.7	21.8
Motor Vehicle Theft	16.1	22.5

It should be noted that there were three murders and eight rapes reported in 1977. Two of the murders and five rapes were solved. Since these numbers are relatively small, in comparison to the total number which were reported in the 50-100,000 population group (1,061 murders and 4,783 rapes), a difference of one crime clearance has a much greater impact on the percentage figure. Thus, it is difficult to assess the Department's effectiveness in solving these two offenses without analyzing multi-year trends.



### Property Recovered

A total of \$588,529 was stolen, damaged, or destroyed in the commission of criminal offenses in 1977. Of this, \$175,054 (29.7 percent) was recovered by the Department. In 1976, the total was \$591,247, of which \$94,084 (15.9 percent) was recovered. Thus, while property loss was reduced slightly in 1977 the amount recovered increased by almost 100 percent.

### Personal Interviews

A number of interviews were held with elected and appointed criminal justice and governmental officials to determine their perception of the efficiency and effectiveness of the consolidated law enforcement agency. Those interviewed included the prosecuting attorney, a criminal defense lawyer in private practice, the administrative judge of the district court, parole and probation officers, and the FBI resident agent. Municipal officials included the Mayor and City Manager of Manhattan, and the City Clerk and a Councilman from the City of Ogden. (Appendix A contains list of interviewees.)

Six of the 10 individuals interviewed have been employed in the area prior to the consolidation, several for a significant period of time prior to the consolidation. These individuals were able to provide a great deal of insight into the operations and administration of the law enforcement agencies that previously existed.

All of those interviewed stated that they perceived an improvement in law enforcement since the consolidation. Typical comments were that training and innovative management techniques increased significantly and the investigation and prosecution of criminal offenses had improved. In general, the level and quality of police services were markedly improved and the members of the Police Department were sensitive to community needs. Several interviewees stated that the police were very sensitive to defendants' Fourth Amendment rights (protection against unreasonable search and seizures) and in many cases go out of their way to protect an individual's constitutional rights relating to accessibility to legal counsel and self-incrimination. The elimination of jurisdictional issues regarding the investigation and coordination of criminal offenses and offenders was also cited as an advantage.

Problem areas associated with the consolidated department, as expressed by those interviewed, were primarily the need for additional training for the less experienced officers. This included the need for an increased awareness of the laws and procedures relating to the handling and storage of evidence.

Of primary concern to municipal officials is the method of financing the consolidated department. While there was complete agreement among those that were present prior to the consolidation that police services have been upgraded considerably, those interviewed felt that a more equitable method of financing the countywide law enforcement services is needed.

Since Manhattan, Ogden, and the County were the only jurisdictions within Riley County to have a law enforcement operation, these units of government are sharing in the RCPD budget to the extent that their law enforcement expenditures were in proportion to total pre-consolidation law enforcement expenditures. Since there has been growth in population and assessed valuation in the other incorporated areas, persons interviewed suggested that the financing formula should be amended to insure a more equitable sharing of costs by all residents of the County.

#### IV. CITIZEN ATTITUDE SURVEY

During the course of the study a telephone survey questionnaire was developed (Appendix B) and a survey conducted to determine citizen attitudes toward the RCPD and the services it provides. Telephone company records reflected the fact that there are 18,301 telephones served by five telephone exchanges in the Manhattan/Riley County area. Based upon past experience in conducting these surveys and the population size in the Manhattan area, it was determined that a sampling of 350 telephone numbers would produce a statistically reliable sample of attitudes. To further refine the representativeness of the sample, telephone company records were checked to determine the proportion of total telephone numbers served by each of the five exchanges. That information was used to determine sample sizes for each of the exchanges in order to assure geographic representation within the total sample.

A total of 353 questionnaires were completed by the interviewers. Survey results were coded, keypunched, and analyzed using the Statistical Package for Social Sciences (SPSS) computer program.

#### Analysis of Results

Included in the questionnaire were sections pertaining to the background characteristics of the respondents, their general attitudes toward the RCPD, evaluation of specific law enforcement services, attitudes toward crime, support for property tax increases, and their position on the question of law enforcement consolidation if they were local residents prior to the consolidation. This section will present the analysis of these responses and an overall interpretation of their practical meaning.

#### Background Characteristics

Approximately 60 percent of the respondents have lived in Manhattan or Riley County for more than four years and were able to assess law enforcement

services prior to and after the consolidation. Residency ranged from 2.8 percent of respondents (10) who had lived in the area for less than one year to .06 percent (2) who had lived in the area for 80 years. The median length of residency is about 6.5 years.

The largest group of respondents live in Manhattan (82 percent) while the remaining 18 percent live in the unincorporated areas or one of the smaller municipalities.

The typical respondent was White (95 percent), female (57 percent), and in the 30-35 year age bracket. A majority of the respondents lived in their own home (59 percent) as opposed to renting or some other living arrangement. The length of time in current residence ranged from less than one year (12 percent) to 65 years (.03 percent) with a median of a little over 3 years. In terms of family income and education, the largest single group earned \$10,000-\$15,000 per year (25 percent) and had completed high school (29 percent).

Of those respondents that had lived in the area when the consolidation occurred, 44 percent stated that they supported the consolidation, 15 percent were opposed, and 41 percent were undecided at the time. This same group of respondents was asked about the overall quality of police services in the County since consolidation. Slightly fewer respondents provided an answer to this question. However, of those that did, 49 percent said the overall quality of services had increased, 40 percent felt that police services were about the same, and 11 percent felt that services had gone down.

The position a respondent took regarding support for or opposition to the consolidation appears to be related to their perception of the quality and effectiveness of police services since the consolidation. This issue will be addressed later in this section of the report.

#### General Attitudes Toward RCPD

In terms of general attitudes toward the Department on questions such as adequacy of patrolling, courteousness, and promptness of police response, survey responses were strongest to the question of police courtesy to citizens. Overall, 83 percent of respondents agreed that the police were courteous with 12 percent of those stating that they strongly agreed.

Responses to other general attitudinal questions, in rank order, are:

	<u>Agreed (Percent)</u>
Police are Honest	81
Police Response is Quick	75
Neighborhood Patrol is Adequate	74
News Coverage of Department is Fair	72
Police Treat all Citizens Equally	59

Respondent attitudes toward adequacy of patrol were found to be moderately correlated with their position on the issue of police consolidation. Of those respondents that strongly disagreed with the statement that patrol was adequate, 64 percent initially opposed the consolidation. The converse was also true. Of those who strongly agreed that patrol was adequate, 61 percent initially supported consolidation. No significant relationships were found between citizens' initial position on consolidation and their responses to the other general attitude questions. This would suggest that the responses to questions, other than those relating to patrol adequacy, were significantly less biased by the respondents' position on consolidation.

The questions relating to the Department and the University showed favorable responses. In response to the statement that there was no cooperation between the RCPD and the University police, 19 percent agreed, while 48 percent "did not know," and 33 percent disagreed. The Department fared slightly better in citizen attitudes toward police understanding of special law enforcement problems in a university community. Only 16 percent stated that they felt that the police did not understand these special problems.

The responses to the question that the "police are too easy on youth offenders" appear to be the most problematic. While 25 percent stated they "did not know," 34 percent agreed that the police are too easy, and 41 percent disagreed with the statement.

#### Citizen Evaluation of Law Enforcement Services

Respondents were read a list of specific law enforcement services and asked to evaluate the Department in terms of doing an excellent, good, fair, or poor job in providing these services. Their responses are presented below, listed in rank order:

	<u>Good-Excellent (Percent)</u>
Response to Calls for Service	77
Sponsoring Crime Prevention Programs	53
Solving Crimes Against Persons	52
Preventing Prostitution/Sex Offenses	51
Handling Youth Problems and Crime	50
Enforcing Drug Laws	47
Solving Crimes Against Property	45

A further analysis of the responses to the question of solving crimes against property showed that 43 percent thought a fair job was being done and 12 percent stated poor.

The overall quality rating of police service was high with 11 percent stating service was excellent, 64 percent good, 22 percent fair, and 3 percent poor.

#### Perception of Crime

During the course of the survey respondents were asked about their perceptions of crime in Riley County and in their neighborhood and how safe they would feel while walking alone at night.

Most of the respondents felt that crime is up in Riley County while it had remained the same in their own neighborhood. The responses to each of these crime-related questions are presented below:

"Would you say that crime in Riley County is . . . ?"

<u>Increasing</u>	<u>Steady</u>	<u>Decreasing</u>
51%	41%	8%

"Would you say that crime in your neighborhood or area is . . . ?"

<u>Increasing</u>	<u>Steady</u>	<u>Decreasing</u>
26%	57%	17%

On the surface it would appear that more residents feel that crime is steady or decreasing in their own neighborhoods if we accept the assumption that they are better able to judge the incidence of crime in their immediate environment as opposed to some distant neighborhood or area within the County. However, respondents' answers to these two questions were found to have a strong relationship. Over 70 percent of those who felt that crime was down in the County also felt that crime was down in their neighborhood. Slightly more than 69 percent who felt that crime was the same in the County felt the same way about crime in their neighborhood. The interesting exception here is that most of those who felt that crime was up in the County felt that it had remained the same in their neighborhood (52 percent).

No significant relationships were found between a respondent's initial position on police consolidation and his perception of crime.

In response to questions regarding citizens' feelings of safety while walking alone at night, the following results were obtained:

"How safe would you feel walking alone at night in downtown Manhattan . . . ?"

<u>Very Safe</u>	<u>Somewhat Safe</u>	<u>Somewhat Unsafe</u>	<u>Very Unsafe</u>
21%	38%	23%	18%

"How safe would you feel walking alone at night in your own neighborhood . . . ?"

<u>Very Safe</u>	<u>Somewhat Safe</u>	<u>Somewhat Unsafe</u>	<u>Very Unsafe</u>
33%	33%	19%	15%

An interesting finding is that many more residents feel "very safe" in their own neighborhood than in downtown while slightly more felt "somewhat safe" in the downtown area than in their neighborhood.

It was found that a feeling of safety in downtown Manhattan was moderately related to citizen feelings about crime in the County. Those that felt that crime in the County was down tended to feel safest in the downtown area while those who felt crime was steady or up felt less safe. The same relationship was not evident when analyzing perceptions of crime in a neighborhood and feelings of safety in the downtown area.

Support for Property Tax Increases

Survey respondents were read a list of seven public programs and asked if they would support a property tax increase if such an increase was the only way the program could be funded.

<u>Program</u>	<u>Yes (Percent)</u>
Special programs for senior citizens	76
Street lights	69
Additional law enforcement services	68
Better fire protection	67
A public transportation service	55
New parks and recreation facilities	50
Sidewalk construction	42

A citizen's position on the consolidation issue did not appear to influence responses to any significant extent. It was found that 55 percent of those who had initially opposed the consolidation stated that they would support an increase in property tax for additional law enforcement services. Approximately 65 percent of those opposed to consolidation would, at the same time, support special programs for senior citizens or street lights. Fifty-eight percent would support better fire protection, 48 percent public transportation, 45 percent new parks, and 30 percent sidewalk construction. Thus, it can be concluded that respondents were relatively unbiased in their support for additional law enforcement services regardless of their feelings about the consolidation. It was also found that females were significantly more in favor of increased property taxes for additional law enforcement services than were males. This is in all probability due to the very high correlation found between females and their feeling of safety in downtown and in their neighborhood. Females felt very unsafe in downtown Manhattan at night and somewhat unsafe in their own neighborhood. It would not be fair to imply that this is a long-term feeling, however, considering the recent homicide of a young housewife in Manhattan.



## V. EMPLOYEE ATTITUDE SURVEY

During the course of the study a questionnaire (Appendix C) was distributed to all sworn and civilian personnel in the Department. This was a self-administered questionnaire designed to elicit information on employees' perceptions of and attitudes toward their job and the Police Department. Respondents were assured of the confidentiality of their response and given a self-addressed, stamped envelope and asked to mail their completed questionnaire to the project supervisor in Chicago.

Of the total 92 questionnaires, 71 were distributed to sworn personnel and 21 to civilian employees. After two weeks a total of 68 (73.9 percent) completed questionnaires were received from sworn and civilian personnel. The response rate for sworn personnel was 77.5 percent (55) and 61.9 percent (13) for civilian employees. The responses were coded and keypunched by PAS staff and analyzed using the Statistical Package for Social Sciences (SPSS) computer program.

The questionnaires were coded in such a manner to allow the completed responses to be analyzed as two distinct groups: all employees and sworn personnel only. The section immediately following compares civilian and sworn employees attitudes and a later section analyzes sworn officer attitudes only.

### Sworn and Civilian Personnel Responses

Background Information. The background information supplied by respondents did not show any unexpected results. In general, the civilian employees that responded have a slightly higher educational attainment level than do the sworn officers. Civilian employees are predominately female (84.6 percent) while sworn officers are predominately male (94.2 percent).

Civilian employees responded that they have fewer best friends that are department employees than did sworn officers. While civilian employees stated they had less than two best friends (0 or 1) on the Department at a rate of 61.6 percent, sworn officers with less than two best friends constituted only 28.3 percent. Those with two to five best friends constituted 71.7 percent of sworn officers and 38.4 percent of civilians. This is probably due to civilian personnel having a much shorter tenure of employment than sworn officers and fewer civilian friends to choose from.

Civilian employees tend to be younger than sworn personnel. Approximately 92 percent are 22 to 27 years old while only 25 percent of the sworn officers are in the same age bracket.

Significant Attitudes. An analysis of the questionnaire responses revealed that there are some significant differences of opinion between sworn and civilian personnel regarding their job, internal communications, and department efforts in functional areas.

In response to the question "working for Riley County is more satisfying than working for private industry," 76 percent of sworn personnel "agreed" or "strongly agreed" while 46 percent of civilians felt the same way.

The question, "I receive too much direction from my supervisor," was agreed with by 31 percent of officers and 23 percent of civilians.

Civilians were more likely to agree that their duties and responsibilities were clearly defined (84 percent) than officers (63 percent).

Sworn personnel felt more like a member of a team (69 percent) than did civilians (46 percent).

Sworn personnel were more likely to be asked their opinion by their boss (49 percent) than civilian personnel (39 percent).

In terms of satisfaction with salaries, 33 percent of officers and 15 percent of civilians were satisfied. Sworn and civilian personnel were almost equal in dissatisfaction (58 and 61 percent respectively) with salaries, while 9.0 of officers and 23 percent of civilians were neutral on the question. Fringe benefits are satisfactory to 63 percent of both groups.

Promotional opportunities showed one of the greatest disparities in job aspects. While 25 percent of officers were satisfied only 8 percent of civilians felt so. More officers were neutral (24 percent) than civilians (8 percent). Civilians were more "dissatisfied" (31 percent) and "very dissatisfied" (54 percent) than were officers (27 percent and 24 percent).

About 45 percent of all personnel are satisfied with facilities while 33 percent of officers and 23 percent of civilians are dissatisfied.

Policies and procedures satisfied 51 percent of sworn and only 23 percent of civilian personnel. Civilians tended to be more neutral (46 to 20 percent) and about 30 percent of both groups dissatisfied with this aspect of their job.

Relationships with fellow employees showed a large disparity between the groups. Sworn personnel were "very satisfied" (35 percent) while only 15 percent of civilian personnel felt the same way. Both groups were almost equal on neutrality but 30 percent of civilian personnel were dissatisfied while no officers felt dissatisfaction.

Immediate supervision was another area of significant disagreement. Sworn personnel stated satisfaction in 69 percent of their responses while civilian personnel were much lower at 46 percent. Both groups were equally neutral on the question but 13 percent of officers were "dissatisfied" and 8 percent of civilians were dissatisfied. While none of the officers were "very dissatisfied" almost 31 percent of civilian personnel stated this opinion. Civilian employees are more likely to be satisfied with training than are sworn personnel. While 54 percent of civilian employees are satisfied with training, only 38 percent of sworn personnel are satisfied.

Responses to Question 4 relating to internal communications were analyzed and are presented in the table below.

Table 8

## EMPLOYEE RESPONSES TO QUESTIONS ON INTERNAL COMMUNICATIONS

"Best describe communication between you and:"

	Percent					
	Less Than Adequate		Adequate		More Than Adequate	
	Civilian	Sworn	Civilian	Sworn	Civilian	Sworn
Fellow Employee	2	0	66	77	33	23
Immediate Supervisor	15	39	62	46	24	15
Shift Commander	26	8	59	75	15	17
Division Commander	32	33	56	58	13	8
Department Head	41	46	44	46	15	8
People of County	9	8	69	69	22	23

From the table above it is clear that sworn personnel perceive greater adequacy in communications with their immediate supervisor than do civilian personnel who feel communication with their shift commander is more adequate. Reduction in percentages on the adequacy scales as the Department's hierarchy increases is evident from the table. This observation is addressed in the next section dealing with the analysis of sworn personnel responses.

Sworn Officer Responses

Respondent Characteristics. A total of 55 questionnaires were returned by police officers, all of which were usable: a response rate of 55 percent. Respondent characteristics are presented below:

<u>Sex</u>	<u>Percent</u>
Male	89
Female	5
No Response	5

<u>Age</u>	<u>Percent</u>
23-27	25
28-32	25
33-37	12
38-42	13
43-47	6
48-52	9
53-57	8
58-61	2
No Response	3
Mean =	35.9 years

<u>Years of Service with RCPP</u>	<u>Percent</u>
0- 3	32
3- 6	62
7-11	0
12-23	6
No Response	5
Mean =	4.5 years

Employed as Police Officer  
Prior to Consolidation

Yes	56
No	38
No Response	6

Educational Level

Graduated High School	35
Two Years College	25
Four Years College	33
Four Years Plus	2
No Response	5

Note: Not all percentages equal 100 percent due to "rounding" and missing values.

Job Satisfaction. Table 9 is a summary of police officers responses to the question, ". . . best describe how you feel about each of the following aspects of your job."

An analysis of these responses does not identify any aspect that is of critical importance. However, due to the significant number that responded "very dissatisfied" and "dissatisfied" with promotional opportunities, this aspect of the job should be given some future attention by the Department. The second lowest averages, salary (2.6) and internal communications (2.6), are midway between "dissatisfied" and "neutral" and do not appear to present any unusual problems.

Adequacy of Communications. Table 10 presents the responses relating to interpersonal communications. It should be noted that the averages descend in magnitude as the Department's hierarchical structure increases. In essence, what this signifies is that the respondents feel that the adequacy of communications with higher ranking personnel is less adequate than communication with those in the lower ranks. This is not indicative of any internal problem and, in fact, was expected. Since the majority of the respondents were in all probability patrol officers, they have much less opportunity for communications with command and executive personnel than do those who hold higher ranks.

Statistical tests of correlation performed on these data show that the assessment of adequacy of communication with residents of the County is totally independent of any internal communication adequacy assessment. This signifies that regardless of how a department member perceives communication within the Department, it does not directly affect their perception of communication with county residents.

Department Efforts. Table 11 presents the responses to the question relating to the efforts of the Department in various functional areas. Analysis of the responses to this section of the questionnaire showed that those who felt that efforts toward prevention of crimes against persons was less than adequate also felt the same way toward the efforts of the Department in preventing crimes against property. A strong relationship between vice and drug enforcement efforts was evident and a moderate relationship was found between the assessment of efforts in juvenile delinquency and prevention of property crimes. Traffic enforcement does not appear to correlate with the assessment of effort of any other functional

Table 9  
POLICE OFFICER JOB SATISFACTION

	<u>Very Dissatisfied (1.0)</u>	<u>Dissatisfied (2.0)</u>	<u>Neutral (3-0)</u>	<u>Satisfied (4.0)</u>	<u>Very Satisfied (5.0)</u>	<u>Average</u>
Salary	7	25	5	17	1	2.6
Fringe Benefits	0	9	10	30	6	3.6
Promotional Opportunity	13	15	13	12	2	2.5
Facility <sup>a/</sup>	4	14	12	19	5	3.1
Equipment <sup>a/</sup>	5	13	7	23	6	3.2
Policies and Procedures	2	14	11	27	1	3.2
Morale	5	15	14	19	2	2.9
Discipline	5	11	12	26	1	3.1
Relationships with Fellow Employees	0	0	7	29	19	4.2
Supervision	0	7	10	25	13	3.8
Internal Communications	8	21	10	15	1	2.6
Training	7	16	11	20	1	2.8
Executive Leadership	9	9	11	19	7	3.1

<sup>a/</sup> One respondent did not answer this question.

Table 10

POLICE OFFICER RESPONSES:  
ADEQUACY OF INTERPERSONAL COMMUNICATIONS

<u>Officer Communication With:</u>	<u>Less Than Adequate (1.0)</u>	<u>Adequate (2.0)</u>	<u>More Than Adequate (3.0)</u>	<u>Average</u>
Fellow Employees	1	36	18	2.3
Supervisors	8	34	13	2.1
Shift Commander <sup>a/</sup>	14	31	8	1.9
Division Commander <sup>b/</sup>	17	30	7	1.8
Department Head	22	24	8	1.7
Residents of County	5	38	12	2.1

<sup>a/</sup>Two respondents did not answer this question.

<sup>b/</sup>One respondent did not answer this question.

Table 11  
DEPARTMENT EFFORTS IN FUNCTIONAL AREAS

	<u>Less Than Adequate (1.0)</u>	<u>Adequate (2.0)</u>	<u>More Than Adequate (3.0)</u>	<u>Average</u>
Traffic Enforcement	11	34	10	1.9
Juvenile Delinquency	15	37	2	1.8
Prevention of Crimes <sup>a/</sup> Against Persons	9	39	6	1.9
Prevention of Crimes <sup>a/</sup> Against Property	13	34	7	1.9
Public Services <sup>a/</sup>	3	18	33	2.6
Drug Enforcement <sup>a/</sup>	15	38	1	1.7
Police Community Relations	11	32	11	2.0
Vice Control <sup>a/</sup>	19	33	2	1.7

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<sup>a/</sup>One respondent did not answer these questions.



area. It is also interesting to note that no relationship exists between assessments of police-community relations and narcotics control efforts. In summary, this correlation analysis showed that there are no groups of officers who feel that the Department is either a total success or a total failure.

Officers' Backgrounds. The questionnaire asked the respondents to provide information on their personal and professional background in order to determine what background characteristics shaped their responses to the earlier questions. For ease of presentation these background questions have been labeled: Tenure, years of service with RCPD; Pre-Consolidation Officer, employed by a police/sheriff department in Riley County prior to 1974; Education, last grade in school completed; Age, self-explanatory; and Friends, the number of "best friends" that are police department employees.

In terms of tenure it was found that this factor was moderately correlated with salary and communication with immediate supervisor but was negatively correlated with department efforts in the area of juvenile delinquency. In other words, older officers were more satisfied with salary and communications than younger officers but less satisfied with the manner in which the Department handles delinquency and other youth problems.

Pre-consolidation officers tended to be more satisfied with fringe benefits, policies and procedures, internal communications, and communications with the residents of the County. No significant negative correlations were found.

Education produced a number of correlations. It was observed that, generally, the greater an individual's educational level the less satisfied the person was with department policies and procedures, salary, internal communications, and executive leadership--the latter two showing relatively low correlations. A significantly higher relationship was found between education level and communications with immediate supervisors. As educational level increased, respondents became more dissatisfied with the adequacy of communication.

Age shows positive relationships with every satisfaction statement. That is, older officers tended to be more satisfied with these job aspects. Strong correlations were found between (in rank order) age and satisfaction with internal communications, salaries, equipment, executive leadership, policies and procedures, training, fringe benefits, and discipline. Moderate correlations were found between (in rank order) age and satisfaction with facilities, relationships with fellow employees, morale, advancement/promotional opportunities, and immediate supervision.

The variable labeled Friends was found to be unrelated to other background characteristics. It was found that the more friends one had in the Department the more satisfied the officer was working for the Department than for private industry. Friends also had a strong correlation with the adequacy of communication with immediate supervisor. Moderate correlations were found between the variable and adequacy of communication with the shift commander and division commander.

## VI. PERSONNEL MANAGEMENT

This section of the evaluation report will address the characteristics of the personnel currently employed by the Riley County Police Department and a number of issues that are of concern to the Department's administrative and line staffs. Included in this analysis are employee attrition, pay and benefit schedules, educational attainment of officers, personnel training practices, and grievances.

Data for this section of the report were collected primarily through a review of individual personnel files: a total of 141 current and past employees. In addition, the Department's Policy and Procedures Manual was reviewed to determine the extent to which personnel related policies are made known, in writing, to employees.

### Employee Attrition

Employee attrition can pose a potential problem to any organization. While some attrition is expected, and desired, in organizations, an abnormally high attrition rate can have serious consequences. These would include an adverse affect upon the organization's ability to provide quality services by trained and experienced personnel on a continuing basis and excessive personnel costs for recruiting, testing, training, and equipping employees to perform their duties. This is particularly true in police departments since these organizations are labor intensive, spending between 75 to 90 percent of their budget for personnel costs. When attrition rates are excessive, personnel costs begin to account for a disproportionate share of the financial resources, and productivity generally declines.

As mentioned earlier some degree of attrition can normally be expected in any police organization and, in fact, is healthy for the agency. Organizations which do not experience attrition find themselves stagnating without the infusion and development of new skills, knowledge, and ideas. In addition, personnel

mobility through promotion and transfer to other positions are the basic means by which employees can realize job satisfaction and a sense of long-term accomplishment. Without expanding or creating new positions in the organization, attrition is generally the only means of providing mobility within the organization.

A number of factors contribute to attrition, among them, deaths, retirement, disability, involuntary termination, and resignation. Of these factors, the last one, resignation, is the most critical to any police administrator. Since this is the factor over which the administrator has the most control, and is the greatest contributor to the attrition rate, it should be given a significant amount of study and attention. In addition, if qualified individuals are hired by a police agency and remain only long enough to obtain basic training and some level of experience before leaving to accept positions with other law enforcement agencies, then it can be safely assumed that a problem exists within the agency itself and must be resolved in order to attain a healthy work environment and reduce personnel costs.

In order to determine employee attrition rates and the reasons for termination of employment, a "police cohort attrition analysis" was conducted. This type of analysis does not attempt to deal with departmental personnel as a whole but, rather, attempts to trace the attrition histories of groups of employees who were employed by the Department at or about the same time. The benefits of such an analysis, beyond providing an analysis simply of attrition rates, are that it allows the administrator to review the hiring practices-- recruitment, testing, selection, and training that were employed during specific time periods, if they changed over time--and relate these practices and policies to the attrition of employees hired while those practices and policies were in effect.

Table 12 reflects the attrition rates for RCPD police personnel since its inception in January, 1974. Those referred to in the "pre-calendar 74" column are police personnel that were employed by the law enforcement agencies in Riley County prior to the consolidation and who transferred to the RCPD at the time of consolidation.

Table 12  
 POLICE OFFICER COHORT ATTRITION ANALYSIS  
 1974 - 1978

All Officers Starting Service:	Starting Cohort	All Officers in Service at End of:					Percent of Starting Still in Service
		1974	1975	1976	1977	1978	
Pre-Calendar 1974	59	51	51	45	38	38	64.5
Calendar 1974	9	7	7	5	5	5	55.5
Calendar 1975	1	--	1	0	0	0	0.0
Calendar 1976	5	--	--	5	5	4	80.0
Calendar 1977	13	--	--	--	11	8	61.5
Calendar 1978	10	--	--	--	--	8	80.0

Analyzing the table we see that of the 59 officers starting in "pre-calendar 1974," 51 of them were still employed through 1974 and at the end of calendar year 1975. At the end of calendar year 1976, 45 of the officers remained in the employ of the RCPD while 38 remained at the end of 1977 and 1978 (as of November 17, 1978). Thus, as of the date this information was collected, 64.5 percent of the police officers transferring from one of the pre-consolidation law enforcement agencies were still employed by the RCPD.

During the calendar year 1974, an additional nine officers were hired by the Department. At the end of that year seven of these officers remained and, at the time of the study in 1978, five or 55.5 percent were still employed. Assuming that the potential attrition of any group of cohorts increases with the passage of time,<sup>12/</sup> the percentage figures in the right-hand column should increase in value as one reads from the top to the bottom of the column. This is not the case, however, since the 1974 percentage is a decrease to 55.5 percent, the 1975 figure is 0 percent (although it involves only one officer), and the 1977 percentage decreases to 61.5 percent. Thus, it can be concluded that one or several factors influenced a greater percentage of officers employed in 1974 and 1977 to leave the Department.

Table 13 presents the reasons for attrition among the groups of cohorts presented in Table 12. Of the 59 officers transferring to the RCPD in January, 1974, a total of 21 have left the Department for various reasons: retirement, 5; involuntary termination, 1; and of the total of 14 that resigned (columns 3, 4, and 5), 3 resigned for employment with another law enforcement agency, 7 for employment with nonlaw enforcement agency, and 4 resigned without formally stating their employment plans. One officer terminated employment (column 6) but no reason was found in personnel files for this termination, whether it was retirement, involuntary, or a voluntary resignation.

Further analysis of Table 13 reflects the fact that the two greatest reasons for resignations from 1974 to 1978 were for employment with another law enforcement agency (9 or 26.5 percent), and those for nonlaw enforcement agency employment (8 or 23.5 percent). It is entirely possible that those in the

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<sup>12/</sup> Greater potential for retirement, death, disability, etc.

Table 13

## REASONS FOR ATTRITION FROM INITIAL COHORT

	<u>(1)</u>	<u>(2)</u>	<u>(3)</u>	<u>(4)</u>	<u>(5)</u>	<u>(6)</u>	
			Resignation				
	<u>Retirement</u>	<u>Involuntary Termination</u>	<u>For Other L.E. Agency</u>	<u>For Non-L.E. Agency</u>	<u>Employment Plans Unknown</u>	<u>Unknown</u>	<u>Total</u>
Pre-1974 Cohort	5	1	3	7	4	1	21
Calendar 1974	0	1	3	0	0	0	4
Calendar 1975	0	0	0	0	0	1	1
Calendar 1976	0	0	0	0	1	0	1
Calendar 1977	0	0	3	1	1	0	5
Calendar 1978	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>2</u>	<u>0</u>	<u>2</u>
Total	<u>5</u>	<u>2</u>	<u>9</u>	<u>8</u>	<u>8</u>	<u>2</u>	<u>34</u>

"Employment Plans Unknown" group did in fact seek other law enforcement employment. If this were the case, it can be concluded that the RCPD is serving as a training position for individuals who desire to enter law enforcement and are simply using the Department to gain training and experience while awaiting a position opening in another agency. It is known from personnel records that six officers (24 percent) resigning since 1974 did so in order to accept employment with the Kansas Highway Patrol.

Table 14 presents an analysis of the mean length of service, in months, for all sworn officers and for police officers only. A comparison of the "All Sworn" and "Police Officers" columns reveals that police officers, analyzed apart from correctional officers, have a slightly longer tenure of employment before leaving. As one reads down the two columns, the mean length of service is expected to decrease since there are fewer months that an individual could have held the position. The mean length of service for the 1975 cohort group is not as problematic as it appears since this involved one officer who left after six months. The third column, "Expected Value," is the mean length of service that could be expected if the members of the cohort group were to remain with the Department. This value is based upon the assumption that individuals were hired mid-year and that 11 months of service were possible during 1978. The 1974 group, for example, would have six months' service in 1974, 12 months each in 1975, 1976, and 1977, and 11 months in 1978--a total of 53 months had they remained employed. Again, the 1975 group should not receive undue attention since this involved only one individual. The problem year seems to be 1974 when nine new officers were hired and they quickly terminated employment. The 1976 and 1977 cohort groups are slightly below expected values. The 1978 cohort group is also slightly below expected value considering many were hired in the early part of the year. This group should be given additional attention after another six months to determine if its drop-off rate exceeds or improves upon past experience.

The bottom lines of the table show that the mean length of service for all sworn personnel is 31 months (about 2½ years) and for police officers alone, 41 months (about 3½ years) excluding the tenure of those that have retired. Assuming that it takes two years of experience and training to develop a productive police officer, the RCPD is realizing, on the average, about one and one-half years of productive work from those police officers who do not remain until eligible for retirement.



Table 14  
COHORT GROUPS MEAN LENGTH OF SERVICE

	<u>In Months</u>		<u>Expected Value</u>
	<u>All Sworn</u>	<u>Police Officers</u>	
Dropouts from Pre-1974 Cohort (excluding retirement)	59	62	--
1974 Cohort	14	19	53
1975 Cohort	6	6	41
1976 Cohort	13	21	29
1977 Cohort	10	11	17
1978 Cohort	2	2	6
All Dropouts	52	69	--
All Dropouts (excluding retirement)	31	41	--

Table 15 presents the annual attrition rates for RCPD since January, 1974. The information contained in this table tends to confirm the cohort attrition analysis presented earlier. The reader will recall that it was stated that the 1975 cohort attrition was not problematic since it involved only one individual. The annual attrition rate for calendar year 1975 was only 3.3 percent. Again, referring to the cohort attrition analysis, it was concluded that calendar year 1977 was a problem. This again is confirmed by the attrition rate of 12.3 percent for that year.

### Educational Qualifications and Incentives

#### Education Requirements

The RCPD has a written policy requiring a high school degree or GED certificate as the minimum educational qualification for employment. After employment sworn officers are required to have a minimum of 12 college semester hours within two years from their date of appointment.

#### College Incentive Program

A college incentive program was implemented by General Order, effective July 1, 1974, to encourage officers to take advantage of the educational opportunities available through local universities and colleges. Upon completion of 30 credit hours of college courses, an officer is qualified to receive an additional \$30 per month in salary. Upon completion of a bachelor's degree program, an additional \$30 per month is paid to the officer.

At the present time 58 police and correctional officers are participating in the incentive program. This represents 94 percent of those sworn employees eligible to participate in the program. To date RCPD personnel have compiled a rather impressive list of educational attainments. A breakdown of college credit hours and degrees includes:

Table 15  
POLICE OFFICER ATTRITION

<u>Time Period</u>	<u>Number of Officers At Start of Period</u>	<u>Of Those Present At Start, Number of Officers Remaining At Close of Period</u>	<u>Annual Attrition Rate</u>
1/74 - 12/74	62	56	9.7
1/75 - 12/75	61	59	3.3
1/76 - 12/76	60	53	11.7
1/77 - 12/77	57	50	12.3
1/78 - 11/78	59	54	8.5/9.3 <sup>a/</sup>

<sup>a/</sup> The 8.5 percent rate is based upon an 11-month period. A projected annual rate (1/78-12/78) would be 9.3 percent.

<u>College Credit Hours/Degree</u>	<u>Number of Personnel</u>
0 - 29 hours	7
A.A. Degree	3
30 - 60 hours	26
60 - 120 hours	5
B.S./B.A. Degree	11
120+ hours	5
Master's Degree	1
Law Degree	1 <sup>a/</sup>

<sup>a/</sup>The individual with Master's Degree also holds a law degree.

#### Training Practices

The provision of training to sworn and civilian personnel is essential to an effective law enforcement agency. While basic training provides the new officers or civilian employees with the essential knowledge and skills required of their positions and allows them to perform their duties efficiently, additional training is necessary throughout their careers. Practically every modern text and national study on police administration or operations recommends at least 40 hours of in-service training per year for each sworn employee. The National Advisory Commission report Police states that every police agency should provide 40 hours "of formal in-service training annually to sworn police employees up to and including captain or its equivalent. This training should be designed to maintain, update, and improve necessary knowledge and skills."<sup>13/</sup>

In planning, implementing, and assessing the training efforts of a police department, it is generally found helpful to distinguish between the types of training that are required to "maintain and update necessary knowledge and skills." Training can be broken down into basic classifications according to content and the personnel to whom it is directed. These classifications include:

<sup>13/</sup> National Advisory Commission on Criminal Justice Standards and Goals, Police, Standard 16.5 (Washington, D.C., 1967), p. 404.

1. Basic Training. This is directed toward the pre-service employee who has no fundamental knowledge of or skills in the position to which they aspire. In the case of sworn officers, this training is generally received by attending a multi-week training course at an established training academy followed by a short field training period with an experienced officer.

Civilian employees holding semi-technical or service positions are generally trained within the organization for several weeks and assigned to work with an experienced employee.

Communications dispatchers receive two to four weeks of training in the communications room which includes one week in the field in a patrol unit.

2. In-Service Training (General). This training is directed toward those presently employed with the objective of maintaining or upgrading the basic knowledge and skills required of those in police or civilian positions. General in-service training can be accomplished through roll-call training sessions, training bulletins, attendance at training programs sponsored by the police department, professional organizations, commercial firms, universities and colleges, etc. Generally, this training is of a nontechnical nature and is an extension of the knowledge and skills acquired during basic training.
3. Specialized Training. This training is of a technical or highly specialized nature. It is generally acquired outside the department through attendance at seminars, workshops, and/or temporary assignment to another law enforcement agency where practical experience is gained in addition to the specialized knowledge. Examples of technical or specialized training would include fingerprint classification, breathalyzer operator training, crime scene or evidence technician courses, and specialized field operations such as homicide or burglary investigation, juvenile investigations and counseling, tactical patrol operations, and crime analysis.
4. Supervisory/Middle Management Training. This would include supervisory personnel or nonsupervisory personnel who demonstrate the potential for advancement in the near future. This training is usually received by attending a supervisor's course at a regional or national police training academy or one of the courses offered by Northwestern University Traffic Institute or the Southern Police Institute in Louisville, Kentucky.

5. Executive/Command Training. This training is directed to those personnel holding executive positions: chiefs and captains and possibly lieutenants with substantial administrative command authority. This training is offered by professional associations, universities and colleges, and the FBI through its National Academy in Quantico, Virginia. The courses are primarily concerned with administrative and management techniques and knowledge relating to planning, budgeting, personnel administration, police unions and unionism, etc.

In analyzing the training courses attended by members of the RCPD, the five classifications presented above were used. Data were obtained from personnel files and yearly reports to determine the number and nature of training courses offered to sworn personnel. Since most civilian personnel training was conducted "in-house," it was somewhat more difficult to determine the exact types of courses attended and the number of civilian personnel attending.

#### Basic Training

The State of Kansas requires that all police officers, within one year of their date of employment, become certified by the State as a police officer by attending an accredited Police Training Academy. The RCPD is one of five police departments in the State to be certified as an accredited Police Training Academy.

Department policy requires all police recruits to attend a 240-hour course given by the RCPD.

In 1974, 12 officers attended this academy: 4 from RCPD and 8 from other area police departments. In 1975, 1 officer attended a basic law enforcement course at the Hutchinson, Kansas, Training Academy and in 1977 two basic courses were conducted for a total of 25 officers.

A review of the RCPD Academy's curriculum shows a well-balanced program. Included were introductory courses in criminal justice; constitutional, procedural, and substantive law; patrol, traffic, investigative, and juvenile procedures; skills proficiency training; community relations-field training; and department orientation.

#### In-Service Training Analysis

A review of individual personnel files for all current and past sworn personnel, in addition to Annual Reports prepared by the Department, was undertaken

to determine the type of training offered to department personnel, training hours, and number of officers attending for each calendar year commencing with 1971. All training courses recorded in the personnel files and contained in the Annual Reports were recorded on a master list by year, nature of the course, number of training hours for each course, and classified according to the four classifications presented earlier.<sup>14/</sup>

The analysis is based upon the best information available to the evaluator and is only as reliable as the information contained in the individual personnel files. It should be pointed out that the reporting and recording of training course completion is on a voluntary basis. Each officer is expected to notify the training officer and have this information entered in his or her training record. As a result, many training courses are never formally entered in the record. The reader should also be aware that the analysis that follows does not consider training received during any roll-call training sessions, field training with another officer, or any training bulletins or pamphlets that may have been distributed to department personnel.

In-Service Training (General). The table below presents the total training manhours, courses, and number of officers attending such training since 1971.

Table 16  
GENERAL IN-SERVICE TRAINING  
1971-1978

<u>Year</u>	<u>Total Training Manhours</u>	<u>Number of Officers Attending</u>	<u>Number of Training Courses</u>
1971	N/A	N/A	N/A
1972	N/A	N/A	N/A
1973	N/A	N/A	N/A
1974	104	5	3
1975	1,776	180	12
1976	290	19	2
1977	248	82	4
1978	<u>36</u>	<u>8</u>	<u>3</u>
Total	<u>2,454</u>	<u>294</u>	<u>24</u>

N/A: Information not available.

<sup>14/</sup>This analysis excluded basic training.

Referring to the National Advisory Commission standard of 40 hours in-service training per officer per year, it is evident that this standard is not being attained in the case of General In-Service Training alone. This conclusion is based upon the following assumptions:

1. In each year since 1974 there were a total of 52 sworn personnel who would benefit from this type of training (excludes supervisory and command staff).
2. One-half of the 40-hour training standard (20 hours) was met through in-house roll-call training or other formal in-house training sessions.
3. Based upon (1) and (2) above, the In-Service Training standard is reduced to 1,040 manhours per year (52 personnel x 20 hours per year: 1,040 manhours).

Table 16 shows that 1975 was the only year in which the 1,040 hour standard was achieved. In 1975, all personnel (75) attended a Fish and Game Law Seminar which accounted for 600 manhours. The remainder of the training manhours was the result of 11 other training courses. Illustrative examples of training courses included in the total of 24 courses are:

Police Patrol	Airport Security
Accident Investigation	Drug Abuse
Search and Seizure	First Aid
Court Procedures	Criminal Investigation
Water Safety	Human Relations
Defensive Driving	Fingerprinting

### Specialized Training

The table below depicts the total training manhours, courses, and number of officers attending specialized training since 1971.

It is evident that the number of specialized training courses has increased significantly since the consolidation in 1974. This apparent increase can be attributed to several factors. As stated earlier, these training data were obtained, in part, from personnel files. Since the pre-consolidation personnel files were not available, it was not possible to assess the accuracy to which training information was recorded. The second factor is that training actually did increase after the consolidation of departments. Based upon the



Table 17  
 SPECIALIZED TRAINING  
 1971-1978

<u>Year</u>	<u>Total Training Manhours</u>	<u>Number of Officers Attending</u>	<u>Number of Training Courses</u>
1971	N/A	N/A	N/A
1972	120	2	2
1973	88	2	2
1974	8	1	3
1975	978	15	5
1976	362	22	9
1977	96	6	3
1978	<u>762</u>	<u>12</u>	<u>10</u>
Total	<u>2,414</u>	<u>60</u>	<u>34</u>

significantly higher number of training manhours and number of courses attended since the consolidation, it would appear that the most feasible explanation is that the training effort has in fact increased since consolidation.

Illustrative examples of specialized training courses attended since 1974 include:

Crime Prevention	Special Weapons and Tactics (SWAT)
Firearms Instructor	Crash Injury Management
Breath Alcohol Operator	Advanced Explosive Devices
Accident Analysis	Hazardous Materials
Polygraph Operator	Death Investigation
Drug Enforcement	Advanced Fingerprinting

Adding the data from Tables 16 and 17 together will give some indication of the total training manhours, officers, and courses attended since 1971 in relationship to the 40-hour per year standard.

Table 18  
TOTAL GENERAL IN-SERVICE AND SPECIALIZED TRAINING  
1971-1978

<u>Year</u>	<u>Total Training Manhours</u>	<u>Number of Officers Attending</u>	<u>Number of Training Courses</u>
1971	N/A	N/A	N/A
1972	120	2	2
1973	88	2	2
1974	112	6	6
1975	2,754	195	17
1976	652	41	11
1977	344	88	7
1978	<u>798</u>	<u>20</u>	<u>13</u>
Total 1974-1978	4,660	350	54
Total 1971-1978	4,868	354	58

**CONTINUED**

**1 OF 2**

From the combined table (Table 18), it can be seen that training has significantly increased since consolidation. While there has been an increase in sworn officers since the consolidation,<sup>15/</sup> this increase in officers is not large enough to account for all of the difference between the pre- and post-consolidation training manhours.

Viewing the combined table again, the post-consolidation (1974-1978) training manhours average is 932 training manhours per year. Conclusions can be drawn from these data based upon the following assumptions:

1. In each year since 1974 there were a total of 65 sworn personnel who would benefit from General In-Service and Specialized Training (excludes Inspector III's, the Assistant Director, and Director);
2. One-half of the 40-hour training standard was met through in-house roll-call training or other formal in-house training sessions; and
3. Based upon items 1 and 2 above, the combined training standard is reduced to 1,300 manhours per year (65 personnel x 20 manhours per year = 1,300 manhours).

The average of 932 manhours for the five-year period is an average of 368 manhours per year less than would be expected if the training standard were attained. Restated, this 368 manhours per year would represent, in a statistical sense, 18 officers per year not receiving any formal out-of-house training. The review of personnel files did reflect that several officers had no training hours entered in their records since completing basic training or had attended only several short in-house training sessions conducted by departmental personnel.

#### Supervisory Training

Table 19 presents the training data for supervisory personnel from 1971-1978.

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<sup>15/</sup>The Manhattan Police Department had 40 sworn officers, the Sheriff's Department had 9 sworn deputies (excluding sheriff), and the Ogden Police Department had 2 full-time officers--a total of 51 full-time sworn officers. This total does include supervisory and command staff of the Manhattan Police Department.

Table 19  
 SUPERVISORY TRAINING  
 1971 - 1978

<u>Year</u>	<u>Total Training Manhours</u>	<u>Number of Officers Attending</u>	<u>Number of Training Courses</u>
1971	160	1	1
1972	N/A	N/A	N/A
1973	N/A	N/A	N/A
1974	40	1	1
1975	70	5	3
1976	30	1	1
1977	144	2	4
1978	80	2	1
Total 1974-1978	364	11	10
Total	524	12	11

Illustrative examples of supervisory training courses attended since the consolidation include:

Educational Officers Seminar  
 Police Supervision (FBI)  
 First Line Supervisor  
 Legal Advisor

Again, training appears to have increased significantly since consolidation, based upon available records. Based upon the following assumptions, conclusions can be drawn from these data regarding supervisory training.

1. In each year since 1974 there were a total of 14 sworn personnel who would benefit from supervisory training (excludes Inspector III's, the Assistant Director, and Director and includes one patrol officer identified as having supervisory potential).
2. All of the 40-hour training standard was met through outside, formal supervisory training courses and seminars or through attendance at Specialized Training Courses (20 hours supervisory and 20 hours specialized training).

3. Based upon items 1 and 2 above, the supervisory training standard is 280 manhours per year (14 personnel x 20 hours supervisory training per year = 280 manhours).

Averaging the total supervisory training manhours for the five-year period since the consolidation results in an average annual training effort of 73 hours. This is well below the training standard developed through the assumptive statements above.

#### Executive/Command Training

Table 20 presents the training data for the period 1971-1978.

Table 20  
EXECUTIVE/COMMAND TRAINING  
1971 - 1978

<u>Year</u>	<u>Total Training Manhours</u>	<u>Number of Officers Attending</u>	<u>Number of Training Courses</u>
1971	N/A	N/A	N/A
1972	N/A	N/A	N/A
1973	440	2	2
1974	160	2	1
1975	432	4	3
1976	--	--	--
1977	480	2	2
1978	140	1	1
Total 1974-1978	1,112	9	7
Total	1,552	11	9

Illustrative example of Executive/Command Training Courses attended since 1974 include:

Traffic Administration	(440-hour course)
Health Care in Jails	(40-hour course)
Police Discretion	(40-hour course)
Police Supervision and Management	(320-hour course)
Law Enforcement Personnel Administration	(32-hour course)

This training effort was analyzed using the following assumptions:

1. In each year since 1974 there were a total of six sworn personnel who would benefit from this type of training (includes Director, Assistant Director, Inspector III's, and two Inspector II's).
2. All of the 40-hour training standard was met through outside courses and seminars by the Inspector III's and II's and at least 16-hours of outside training per year was attained by the Director and Assistant Director.
3. Based upon items 1 and 2 above the training standard would be 192 manhours per year (4 personnel x 40 hours per year and 2 personnel x 16 hours per year = 192 manhours).

Averaging the training manhours from 1974 through 1978 results in an average of 223 hours per year. While this average is significantly above the standard of 192 hours, it does not necessarily mean that executive and command personnel are receiving training at the expense of other personnel. Because of the relatively long duration of this type of training (the 320 and 440 hour courses), the yearly averages are overstated. Considering the fact that seven courses were attended since the consolidation, it would then appear that this training standard is being met.

#### Training Expenditures

Since 1974 the RCPD has received a total of nine grants, totalling \$7,463, to pay for various training courses. In addition to these grants, the Department has expended an average of \$3,126 per year for education and training purposes. This ranges from a low of \$1,192 in 1974 to a high of \$5,812 in 1977, an average of .33 percent of the total department expenditures.

These expenditures were for a variety of purposes including the purchase or lease of training films, purchase of ammunition and targets for range practice, training books and materials, and costs associated with the attendance at training courses and seminars.

### Sworn Personnel Compensation

The salary offered by a law enforcement agency goes beyond the costs that are reflected in yearly budgets. An equitable pay plan is necessary to attract new employees and retain those in which the organization has invested time and money for recruitment, training, and equipment. Retention of experienced personnel has other implications to the organization. Whenever an experienced officer leaves the Department another individual must be recruited, trained, and equipped to fill that vacancy. In addition, an organization composed of experienced and knowledgeable officers is more likely to have a greater degree of effectiveness in handling both routine and unusual situations, and with less expenditure of supervisory time. An understanding of the wage market in which the Riley County Police Department competes for new personnel and influences its ability to retain experienced officers is important to both the near- and long-term future of the Department.

The Department has a formal pay plan, written job descriptions, and has published qualifications and procedures for advancement through the sworn ranks. The salaries offered to patrol officers, both entering and at maximum salary, are significantly below the salaries offered by other law enforcement agencies in Kansas. In 1977 the Riley County Police Department was 4.7 percent below the next lowest starting salary (Prairie Village), 13 percent below the median salary (Lawrence), and 24 percent below the highest patrol officer's salary, paid by the Kansas Highway Patrol. Table 21 lists the starting and maximum patrol officers salaries for selected Kansas law enforcement agencies. Even with the 9.3 percent increase in 1978, Riley County salaries are still appreciably lower than these other agencies. This would explain, at least in part, the number of officers resigning to accept positions with the Highway Patrol.

In 1977 only one department (Hutchinson) had a longevity pay plan<sup>16/</sup> which paid \$11,916 after 29 years' service. Effective January, 1978, Riley County implemented a longevity plan which offers \$3 per month for each year after five years of service. The effect of this policy on attrition rates will not be known for several years.

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<sup>16/</sup> Information was not available for Prairie Village, Overland Park, or Kansas Highway Patrol for 1977. However, in 1976 neither Prairie Village nor Overland Park had a longevity plan.



Table 21

SALARY COMPARISONS FOR POLICE OFFICERS  
IN SELECTED KANSAS LAW ENFORCEMENT AGENCIES

	1974		1975		1976		1977		1978	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
RILEY COUNTY	\$ 7,140	\$ 8,580	\$ 7,572	\$ 9,096	\$ 8,038	\$ 9,645	\$ 8,520	\$ 10,224	\$ 9,312	\$ 11,208
Overland Park	8,964	11,412	9,696	12,994	10,423	13,303	N/A		N/A	
Lawrence	7,962	9,924	8,299	10,629	9,048	11,585	9,588	12,272	N/A	
Hutchinson	N/A		7,596	9,240	8,352	10,164	8,940	10,872	N/A	
Prairie Village	N/A		9,444	12,276	9,912	12,888	8,916	14,856	N/A	
Shawnee	8,064	10,272	9,000	10,860	10,170	12,636	10,524	13,392	N/A	
Kansas Highway Patrol	N/A		9,360	11,952	N/A		10,596	16,188	N/A	

Source: International City Management Association, Municipal Yearbook, 1975, 1976, 1977, 1978.

N/A: Not available.

## VII. FINDINGS AND CONCLUSIONS

Based upon the data analysis included in the previous chapters, a number of points can be made regarding the Riley County Police Department--its operations, administration, and effectiveness. This chapter will draw together the information analyzed in the preceding chapters and present it as the overall findings and conclusions of the evaluation study.

This chapter will include sections on department effectiveness in providing law enforcement services, personnel issues, a comparison with traditional law enforcement organization, and the potential of consolidated services to meet the future police service needs in Riley County.

### General Findings

During the course of the study the consultants found that a great deal of data has been regularly collected and, to some extent, analyzed by the administration. Much of these data have been presented in the Annual Reports submitted to the Law Board. It became apparent, however, that no formal objectives had been established for the new department while the consolidation was in its planning phase. As a result, the data collection efforts of the Department have not been directed toward any eventual evaluation of consolidation. Necessary steps should be taken to continue the impetus for evaluation that was generated with the decision by the department administration to pursue this study.

While the Department has done a better than average job in providing services and developing internal administrative policies and procedures, it is suggested that these policies and practices can be maintained and improved with periodic mini-evaluations conducted on an in-house basis by department personnel. This is particularly true in those areas where the study suggests that some future analysis should be conducted.

## Department Effectiveness

### Findings

An analysis of traffic and crime data for the Manhattan and Riley County area, with similar data for other jurisdictions in the State of Kansas, shows that the Riley County Police Department has a better than average record in traffic fatalities and Index Crime rates.

Within the City the number of traffic fatalities, in relationship to the total number of traffic accidents, has been decreasing each year since 1973 while traffic citations have increased moderately. Based upon the number of fatal and injury accidents and the number of traffic citations written each year, the Department has a very high Enforcement Index.

Since 1974, the number of traffic accidents outside of Manhattan has remained relatively stable although traffic fatalities have decreased. Traffic fatalities do represent a greater proportion of total accidents in the County, however. The Enforcement Index in the county area is significantly higher than in the City.

Considering the fact that there was a large increase (31 percent) in registered motor vehicles in the County in 1977 and a corresponding increase in accidents of only 16 percent, it can be concluded that the Department is having some significant impact upon the traffic safety problem.

In comparison, sworn personnel responding to the question relating to the Department's efforts in the area of traffic enforcement felt that the Department is "adequate" in this area. While most officers would not have access to the data presented above, it appears as though they have accurately perceived the efforts and results of the Department in the area of traffic law enforcement.

The Manhattan/Riley County area has a significantly lower crime rate than other Kansas cities of comparable population. The crime rate is also significantly lower than other comparable cities in other areas of the United States. The Department reported a crime rate of 316.6/10,000 population in 1977 which compares favorably with the statewide crime rate (456.4/10,000). Omitting larcenies, the number of index crimes decreased by 5.8 percent from 1973 to 1977. Property losses due to criminal offenses were down slightly in 1977 compared to 1976. However, the property recovery rate (dollar value recovered) in 1977 was almost 100 percent greater than in 1976.

Citizen perception of crime in the County does not correspond with the slight increases, and several yearly decreases in crime over the recent past years. From the 1975 to 1977 crime totals for the County, crime could be characterized as "steady" or possibly even "decreasing." Those citizens responding to the question about crime in the County felt that it is "increasing" (51 percent) or "steady" (41 percent) while most felt that crime in their neighborhood was "steady" (57 percent) or "increasing" (26 percent). Thus, citizen perception of crime in their own neighborhood most accurately reflects the actual incidence of reported crime in Riley County.

The 1977 clearance rate for criminal cases is significantly higher than the national average as well as that of cities of a comparable size. Overall, the clearance rate for crimes against persons well exceeded that of other cities in the 50,000-100,000 population category with robbery clearances showing the greatest difference. Crimes against property clearances also exceed those of cities in the 50,000-100,000 population category but to a lesser extent.

A review of citizen and sworn personnel attitudes and evaluation of the Department's crime prevention and investigative efforts show that a majority of citizens (53 percent) evaluated the Department's efforts in crime prevention as "good to excellent." The majority of sworn personnel rated both prevention of property and personal crimes as "adequate." By collapsing the two responses (adequate and more than adequate) into one response, we find that 83 percent of sworn personnel feel that efforts in preventing crimes against persons are "adequate to more than adequate." In terms of preventing crimes against property, 75 percent of the responses would fall into that category.

One interesting result is that a majority of citizen respondents (52 percent) evaluated the Department as "good to excellent" in solving crimes against persons. As previously noted, the Department's clearance rate for these offenses is well above that of comparable cities. It would appear then that there is a degree of agreement here between actual performance and citizen perception of the Department's efforts. On the other hand, the Department's clearance rate for crimes against property exceeded that of comparable cities to a lesser extent. On this question, 45 percent of citizen respondents evaluated the Department as "good to excellent"--a somewhat lower response.

The remarks of the criminal justice officials interviewed during the study appear to support many of the above findings. Statements were made several

times to the effect that the investigation and prosecution of criminal offenses had improved since the consolidation.

No clear-cut division of citizen attitudes is evident with respect to juvenile crime and youth problems--only 41 percent of citizen respondents disagreed that the police were "too easy" on juvenile offenders and 50 percent felt that the Department was doing a "good to excellent" job in handling youth problems and crime (only two police services were ranked lower). It should be noted that the Department does not have a juvenile investigation or youth bureau. The juvenile court staff provides all youth service with the exception of juvenile detention and wayward youth which are performed by the Department.

#### Conclusions

Overall, the effectiveness of the Department can be characterized as above average based upon crime rates and other statistics, and citizen evaluation of the Department's efforts. No significant recommendations are evident from the analysis of department effectiveness.

#### Personnel Issues

#### Findings

During the course of the study the subject of in-service training surfaced a number of times. A review of the personnel files of those officers that had left the Department revealed that several of them made rather pointed statements regarding a lack of in-service training. This subject was also raised by several interviewees during discussions with current personnel and again during interviews with local criminal justice officials. In terms of employee satisfaction with training, 54 percent of civilian personnel were satisfied while only 38 percent of sworn personnel have the same attitude. Dissatisfaction with training ranked fourth out of 13 job satisfaction variables.

Since this issue surfaced a number of times, an in-depth analysis of training practices was undertaken during the study.

A review of the basic training curriculum offered by the Riley County Police Department Training Academy reflected a well-balanced program which includes the technical and procedural courses necessary for state certification.

Based upon certain assumptions contained in the section on training, it was found that the Department has not met the minimum 40-hour standard in-service training of a general and specialized nature. The same also holds true for supervisory training. It does appear that executive/command training efforts are sufficient and meet the training standard. This analysis presupposes that there is an availability of solid training programs in the state and local areas. It is beyond the scope of this study to make such a determination. The quality of available training programs must also be taken into account in order to fully assess this issue. It does little or no good to send an officer to a training course if the individual and the Department do not benefit from it.

The Department's college incentive program has attracted a very large number of participants with approximately 94 percent of eligible personnel participating in the program. The level of academic attainment is impressive but seems to be having a deleterious affect upon the Department.

The measure of employee attitudes produced some significant differences between sworn and civilian personnel.

Sworn personnel are significantly more likely to feel that working for the Department is more rewarding than are civilian personnel.

While both groups were fairly well satisfied with fringe benefits, a majority of both were equally dissatisfied with salaries. It was found that older officers tended to be more satisfied with salaries while those officers with higher educational levels were less likely to be satisfied.

An analysis of the salary schedules for selected Kansas law enforcement agencies showed that Riley County pays its sworn personnel significantly less. In 1977, it paid \$420 a year less than the next lowest starting salary, \$1,068 below the median starting salary (Lawrence), and over \$2,500 less than the starting salary offered by the Kansas Highway Patrol.

Promotional opportunities generate the least amount of satisfaction among sworn and civilian personnel. Civilians were overwhelmingly concerned about the lack of promotional opportunity with 85 percent stating some degree of dissatisfaction. Sworn personnel were also dissatisfied, but to a far lesser extent (51 percent).

An analysis of the Department's attrition rates since 1974 showed a high rate of attrition during calendar year 1977. It was also found that police

officers have a longer length of service than do correctional officers. However, the mean length of service for police officers is 41 months (about 3½ years) which means the Department is realizing about 1½ years of productive work from these officers after they have been trained and have gained a minimum amount of experience. It appears as if officers are leaving the Department for employment with other higher paying police departments.

Citizen attitudes reflected the fact that a majority (81 percent) of respondents felt that the police are honest and treat all citizens equally (59 percent).

### Conclusions

The Department's training program should be restructured and formalized. This should include the centralization of planning for, and assignment of, personnel to attend training courses. Since information pertaining to attendance at training courses is now voluntarily reported by each individual officer, training records are incomplete and require that several sources be checked in order to determine exact courses attended by individual officers.

As noted in the study, officers with higher educational levels tend to be more dissatisfied than do those with less education. In terms of future policy development and decisions, this general issue should be further addressed by the Department. There are two specific issues related to education that should be addressed. The first is the relationship between education and officer productivity and performance. Do officers with higher educational levels tend to be more productive? In addition, further attention should be directed toward those job aspects that create greatest dissatisfaction among college educated officers.

While salary comparisons have been made by the Department over past years, and efforts have been taken to decrease the disparity in salaries paid to Riley County officers, this issue should be given additional attention. While attrition rates are not seriously high, salary levels do appear to have some bearing on the problem.

Some attention should be given to increasing promotional opportunities within the Department for both sworn and civilian personnel. Several alternatives that could be considered are a career development program and job rotation.

## Cost Comparisons and the Future of Consolidation

### Findings

Because the present costs of the Riley County Police Department are so closely related to the subject of the future of the consolidated policing program, these two issues will be presented together in this one section.

In a previous section of this chapter it was concluded that Riley County and Manhattan have significantly lower crime and traffic fatality rates than comparable municipalities in Kansas and the criminal clearance rate is significantly higher than that of cities of a comparable size. At the same time the Riley County Police Department expended considerably less funds per capita than did the other municipal police departments with which it was compared. This lower per capita cost is being maintained while the Department's budget sustains some activities and costs that are generally not found in municipal police budgets. Examples of these activities and costs would include the operation and administration of the County Jail and the civil process, activities not generally associated with municipal law enforcement. The Department's budget also includes pension and disability line items which are generally included in the municipal general fund and not in the police budget. Finally, the Department has its own staff accountant which imposes costs usually borne by a municipal general operating fund.

While the cost per capita is considerably less than comparable police departments, there is evidence of a growing disparity in the sharing of law enforcement expenses among the three jurisdictions that are assessed. Figure II, contained in the body of the study on page 14, reflects the fact that the unincorporated areas and the smaller municipalities are paying less per capita than are Manhattan and Ogden. The Manhattan per capita cost is naturally higher due to the meter maid contract. However, since Ogden is losing population and the unincorporated county areas are gaining in population, the residents in these unincorporated areas are gaining an "economy of scale" while receiving basically the same level of professional law enforcement services.

This phenomenon serves to point out one of the deficiencies of the method used to finance consolidated law enforcement. The formula used to distribute the costs of consolidated law enforcement among the participating



jurisdictions is based upon several implicit assumptions. The first of these assumptions is that pre-consolidation per capita costs for law enforcement in the jurisdictions approximate each other and there is an equal ability among the jurisdictions to pay for these services. This was not the case in Riley County. Prior to consolidation the County and Ogden were expending less per capita than was Manhattan.

This formula also implicitly assumes that the population in each of the jurisdictions, and indirectly the demand for police services, will remain constant or will change equally and at the same time in these jurisdictions. Again, this has not been the experience in Riley County during the past five years.

The legislature's attempts to keep law enforcement costs down through the "budgetary lids" imposed have helped in maintaining the low per capita costs mentioned above and have kept budget increases down to what would appear to be a reasonable level. While the average budget increase for law enforcement in comparable municipalities was 17.6 percent in 1977, the Riley County Police Department's budget increased by 10 percent. At the same time, however, the Department has been barely maintaining, and in some years losing, its purchasing power to economic inflation. Based upon an adjusted Consumer Price Index (CPI) multiplier it was determined that the Department had regained some purchasing power in 1977 and 1978 and will lose a very small portion of that purchasing power during fiscal year 1979.

An additional administrative problem that is inherent in the consolidation concept is the lack of financial flexibility that other governmental units enjoy. Since the Department is financed and operates independent of any other governmental budget, it does not have the flexibility of seeking transfer of funds from one department or program account into the law enforcement budget. This increases fiscal accountability and requires close monitoring of expenditures during the fiscal year. Considering the constraints placed upon the Department in terms of financial management, credit is due to the department administration and the Law Board.

The future of consolidation, in addition to the issues identified above, is also related to the economic viability of the area and citizen support of the Department and its program.

A general overview of the Manhattan/Riley County area shows that it has a diversified economic base composed of government, industry, commerce, and agriculture. In addition, it has significant recreational opportunities which draw very large numbers of vacationers and sport fans. The area has a comparatively low unemployment rate. Other economic indicators reflect past growth in the area in terms of both real and personal property. The present and future availability of residential and industrial land, water and waste treatment resources, electricity and natural gas, and the proximity of major land and air transportation facilities would appear to be adequate to sustain growth and increase the assessed valuation of the area.

Based upon data collected through the citizen attitude survey, it was found that 68 percent of the respondents would support an increase in property taxes for additional law enforcement services. Overall, this ranked third out of the seven public programs about which respondents were asked.

#### Conclusions

Based upon the study findings there is little doubt that the Department is being administered in an efficient and effective manner. The economic viability of the area is not an issue and, based upon the potential for future residential, industrial, and commercial growth, the area should prosper absent any major economic crises.

The most significant issue to be addressed in terms of the future of consolidated policing is the manner by which the participating jurisdictions are assessed for their share of the law enforcement budget.

The base year proportion method of deriving future assessments is equitable during the first years of consolidation but loses its equity as population and assessed values change during later years. It is recommended that a new method of assessing the participating jurisdictions be developed to more adequately take into account population changes, service demands, and the ability of a jurisdiction to pay for law enforcement services. Based upon the development of a new financing formula, changes in the state statutes should be recommended.

A P P E N D I C E S

Appendix A

CRIMINAL JUSTICE AND MUNICIPAL OFFICIALS INTERVIEWED

Mr. Dennis Sauter  
Riley County Attorney

Mr. John Conderman  
Private Defense Attorney

Honorable Ronald Innes  
Administrative Judge, District Court

Mr. Earl Dreher  
State Parole and Probation Agent

Mr. Mark Bonjour  
State Parole and Probation Agent

Mr. Tom Connally  
Resident Agent  
Federal Bureau of Investigation

Honorable Robert Linder  
Mayor  
City of Manhattan

Mr. Donald Harmon  
City Manager  
City of Manhattan

Ms. Pearl Harris  
City Clerk  
Ogden

Mr. John Estes  
Councilman  
Ogden

Appendix B

PHONE NUMBER \_\_\_\_\_

INTERVIEWER \_\_\_\_\_

Hello. My name is \_\_\_\_\_ and I'm conducting an official survey of citizen attitudes sponsored by the Riley County Police Department. Our Survey will take only about 15 minutes, and your responses will remain anonymous. May I read you our first questions?

First of all, are you a resident of Riley County?

[ If Yes ]

[ If No ]



I'm sorry. We must have gotten your telephone number by mistake. Our survey is only for residents of Riley County. Thank you and good night.

For each of the statements I'm going to read you, please tell me whether you strongly agree, agree, disagree, or strongly disagree.

	<u>SA</u>	<u>A</u>	<u>DK</u>	<u>D</u>	<u>SD</u>
• The patrolling of my neighborhood by the county police is adequate.	5	4	3	2	1
• The county police are courteous in their dealings with citizens.	5	4	3	2	1
• The county police are honest.	5	4	3	2	1
• It seems like there's no cooperation between the county police and the university police.	5	4	3	2	1
• The county police don't understand the special problems of law enforcement in a university community.	5	4	3	2	1
• The county police treat all citizens of Riley County equally.	5	4	3	2	1
• The county police respond to citizen calls for service very quickly.	5	4	3	2	1
• The news coverage given the county police department is fair.	5	4	3	2	1
• The Riley County police are too easy on youth offenders.	5	4	3	2	1

Now, I'm going to read you a list of law enforcement activities. For each, please indicate whether you think the job the Riley County police are doing in that activity is excellent, good, fair, or poor.

	<u>E</u>	<u>G</u>	<u>F</u>	<u>P</u>	<u>DK</u> <u>or</u> <u>NR</u>
• Responding to citizens' requests for service.	4	3	2	1	9
• Solving crimes committed against persons.	4	3	2	1	9
• Solving crimes committed against property.	4	3	2	1	9
• Enforcing drug laws.	4	3	2	1	9
• Sponsoring crime prevention programs in the community.	4	3	2	1	9
• Handling problems or crimes involving youth.	4	3	2	1	9
• Preventing prostitution or other sex offenses.	4	3	2	1	9
• Overall, how would you rate the quality of police service in Riley County? As excellent, good, fair, or poor?	4	3	2	1	9

I now have a few question to ask you about crime.

	<u>Increasing</u>	<u>Steady</u>	<u>Decreasing</u>
• Would you say that crime in Riley County is .....	3	2	1
• Would you say that crime in your neighborhood or area is .....	3	2	1

	<u>Very Safe</u>	<u>Somewhat Safe</u>	<u>Somewhat Unsafe</u>	<u>Very Unsafe</u>
• How safe would you feel walking alone at night in downtown Manhattan?	4	3	2	1
• How safe would you feel walking alone at night in your own neighborhood or area?	4	3	2	1

If a property tax increase were the only way public projects or programs could be supported in Riley County, would you support such an increase for:

	<u>Yes</u>	<u>No</u>	<u>DK</u>
• Better fire protection.	1	0	9
• New parks and recreation facilities.	1	0	9
• Additional law enforcement services.	1	0	9
• More frequent trash pickup.	1	0	9
• Sidewalk construction.	1	0	9
• A public transportation service.	1	0	9
• Street lights.	1	0	9
• Special programs for senior citizens.	1	0	9

Were you a resident of Riley County in 1974 when the consolidation of county and city police forces occurred?

[ 0 - No ]

[ 1 - Yes ]

• When it was being proposed, did you support or oppose consolidation or were you undecided.

Supported ..... 3  
Undecided ..... 2  
Opposed ..... 1

• Since the consolidation occurred, would you say that the overall quality of police service in Riley County has:

Increased ..... 3  
Stayed the Same ..... 2  
or  
Decreased ..... 1  
Don't Know ..... 9

[ TO BACKGROUND ]

Our last few questions are about a few of your background characteristics.

- How long have you lived in Riley County? \_\_\_\_\_ years.
- Is your present residence in the City of Manhattan or in some other part of the county?

City ..... 1                      County ..... 2

- How long have you lived at your present residence? \_\_\_\_\_ years.

- Do you own or rent that residence?

Own ..... 1                      Rent ..... 2                      Other ..... 3

- What was the last grade in school you completed? \_\_\_\_\_
- What is your occupation? \_\_\_\_\_
- In what year were you born? \_\_\_\_\_
- Into which of the following categories did your family income fall last year?

- 1 ..... L.T. \$5,000
- 2 ..... \$ 5,000 - \$10,000
- 3 ..... \$10,000 - \$15,000
- 4 ..... \$15,000 - \$20,000
- 5 ..... \$20,000 - \$25,000
- 6 ..... \$25,000 +

[ Code without asking only if there is no doubt in your mind ]

- Are you male or female?    1 ..... Male                      2 ..... Female
- What race are you?            1 ..... White (Caucasian)
- 2 ..... Black (Negro)
- 3 ..... Other \_\_\_\_\_

Thank you for completing our survey. We appreciate your assistance.



APPENDIX C

DIAL 947-2000 AREA CODE 312 · CABLE ADDRESS: PASHQ

PUBLIC ADMINISTRATION SERVICE



1313 EAST SIXTIETH STREET · CHICAGO, ILLINOIS · 60637

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November 27, 1978

Dear Police Officer:

As you probably know, Public Administration Service has been employed to conduct an evaluation study of the Riley County Police Department. This study is intended to provide meaningful suggestions which will result in improved police services to the community and better organizational relationships and operational procedures within the Department.

This study will include intensive on-site observations and evaluation of policies and procedures as well as personal interviews with many members of the Department. In addition, we will be conducting a comprehensive countywide attitude survey in which we will be soliciting opinions and suggestions of community residents regarding police services.

An important part of this study involves you, the individual police officer. Chances are, one of the project staff will have the opportunity to visit with you during the course of the study. In addition, we would like to ask you to complete the enclosed questionnaire and mail it back to us in the attached envelope.

We encourage you to be honest and candid in your responses to the enclosed questions. Your answers will be kept strictly confidential and will be seen only by members of the project staff. The results of this survey will be analyzed and summarized in our final reports, but the responses and identities of individuals will not be divulged in any way.

We view this project as being a cooperative effort between members of the project staff and members of the Police Department. In this respect, the quality of our work depends directly upon the support and assistance we receive from you. We thank you in advance for your cooperation.

Sincerely,

Robert A. Doran  
PAS Project Supervisor

Enclosure

SURVEY OF WORK ATTITUDES AND JOB SATISFACTION  
POLICE PERSONNEL  
RILEY COUNTY, KANSAS

1. Please circle the response that best indicates your opinion on each of the following statements.

	<u>Strongly Agree</u>	<u>Agree</u>	<u>Don't Know</u>	<u>Disagree</u>	<u>Strongly Disagree</u>
A. Working for Riley County is more satisfying than working for private industry.	5	4	3	2	1
B. My job, in general, is very satisfying and rewarding.	5	4	3	2	1
C. I receive too much direction from my supervisor.	5	4	3	2	1
D. My duties and responsibilities are very clearly defined.	5	4	3	2	1
E. The working conditions here are quite favorable compared to other places I have worked.	5	4	3	2	1
F. In my job, I feel more like a member of the team, rather than just an employee.	5	4	3	2	1
G. I feel there needs to be much more communication between my department and county staff.	5	4	3	2	1
H. My job is complicated by a lack of central control and authority.	5	4	3	2	1
I. In my department, I clearly know who is in charge.	5	4	3	2	1
J. The citizens of Riley County seem to appreciate the work of county employees on their behalf.	5	4	3	2	1
K. My boss very frequently asks my opinion on matters concerning my job.	5	4	3	2	1
L. The citizens of Riley County seem to appreciate the work of my department on their behalf.	5	4	3	2	1
M. Getting ahead in my department depends on who you know, not what you know.	5	4	3	2	1

2. Please circle the response that best describes how you feel about each of the following aspects of your job.

	Very Dissatis- fied	Dissatis- fied	Neutral	Satis- fied	Very Satis- fied
A. Salaries	1	2	3	4	5
B. Fringe Benefits	1	2	3	4	5
C. Advancement/Promotional Opportunities	1	2	3	4	5
D. Facilities	1	2	3	4	5
E. Equipment	1	2	3	4	5
F. Policies and Procedures	1	2	3	4	5
G. Morale	1	2	3	4	5
H. Discipline	1	2	3	4	5
I. Relationships with Fellow Employees	1	2	3	4	5
J. Immediate Supervision	1	2	3	4	5
K. Internal Communications	1	2	3	4	5
L. Training	1	2	3	4	5
M. Executive Leadership	1	2	3	4	5

3.A What, in your opinion, are the best aspects of your department and/or your job?

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B. What, in your opinion, are the biggest problems in your department and/or with your job?

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4. Please circle the response that best describes communications between you and:

	<u>Less Than Adequate</u>	<u>Adequate</u>	<u>More Than Adequate</u>
• Your fellow employees	1	2	3
• Your immediate supervisor	1	2	3
• Your shift commander	1	2	3
• Your division commander	1	2	3
• Your department head	1	2	3
• The people of the county	1	2	3

5. Please circle the response that best describes the efforts of the police department in the area of:

	<u>Less Than Adequate</u>	<u>Adequate</u>	<u>More Than Adequate</u>
• Traffic enforcement	1	2	3
• Juvenile delinquency	1	2	3
• Prevention of crimes against persons	1	2	3
• Prevention of crimes against property	1	2	3
• Public services	1	2	3
• Narcotics control	1	2	3
• Police-community relations	1	2	3
• Vice control	1	2	3

6. Background questions:

- A. For how many years have you been a full-time employee of the Riley County Police Department? \_\_\_\_\_
- B. Were you previously employed by a police/sheriff department in Riley County prior to the consolidation in 1974?  Yes  No
- C. How many years were you employed by that department? \_\_\_\_\_
- D. What was the last grade in school which you completed? \_\_\_\_\_
- E. Are you:  Male  Female
- F. In what year were you born? \_\_\_\_\_
- G. Of the five people you could call your best friends, the number that are police department employees? \_\_\_\_\_

**END**