SHAWNEE COUNTY GOVERNMENT AND CONSOLIDATION

AN OVERVIEW OF SHAWNEE COUNTY GOVERNMENT, ITS ELECTED OFFICIALS, DEPARTMENTS, AND FUNCTIONS, AND ISSUES FOR CONSIDERATION WHEN STUDYING CONSOLIDATION

MAY 2, 2005
INTRODUCTION

This report was created to assist the Commission and policymakers charged with the responsibility of studying the consolidation of the City of Topeka and Shawnee County governments and/or certain specific departments and functions of these entities. This report contains a compilation of specific reports addressing consolidation that have been recently prepared by the various Shawnee County elected officials and department heads and is meant to inform the reader regarding the functions of Shawnee County government and issues to consider when studying consolidation. Requests for additional specific information regarding any information contained in this report or consolidation generally should be addressed to: Richard V. Eckert, Shawnee County Counselor, 200 SE 7th Street, Room 100, Topeka, KS 66603; phone number (785) 233-8200, ext. 4042; email counselors@co.shawnee.ks.us

Note: Throughout this report, information in bold type is intended to highlight information relevant to the effects of consolidation.
BRIEF OVERVIEW OF SHAWNEE COUNTY GOVERNMENT

SHAWNEE COUNTY

Shawnee County is a municipal corporation and county government organized and operating pursuant to K.S.A. 19-101 et seq. Shawnee County possesses all of the customary powers of local government, including but not limited to, the power to sue and be sued, to purchase and hold real and personal property, to make contracts, and to enact local legislation by exercising its statutory home rule authority. K.S.A. 19-101. Additional general information regarding Shawnee County government can be found on its website: http://www.co.shawnee.ks.us.

THE BOARD OF COUNTY COMMISSIONERS

“The powers of a county as a body politic and corporate shall be exercised by a board of county commissioners.” K.S.A. 19-103. Like the Board of Directors for a private corporation, The Board of County Commissioners of the County of Shawnee, Kansas manages all of the affairs of Shawnee County government. Generally, the Board of County Commissioners holds public meetings every Monday and Thursday morning at 9:00 am, in the Shawnee County Courthouse to perform its executive and legislative functions. During these public meetings various County staff, including elected officials and non-elected department heads, bring forth various issues for public consideration and action by the Board of County Commissioners. There are three elected County Commissioners who each serve four-year terms; the current officeholders are Vic Miller, Chairman, Theodore D. Ensley, and Marice A. Kane. County Commissioners are elected by and represent all residents of Shawnee County, including those who live inside the City of Topeka and the other municipalities located within Shawnee County. The “powers and duties” of county commissioners are listed at K.S.A. 19-201 et seq.

SHAWNEE COUNTY ELECTED OFFICIALS

Certain functions of Shawnee County government are managed by elected officials, and certain functions of County government are managed by appointed department heads who serve at the pleasure of the Board of County Commissioners. Although County elected officials can and do receive direction from the Board of County Commissioners, they cannot be removed from office by the Board of County Commissioners. The Board of County Commissioners does review and approve the budgets of the elected officials during the County budgetary process. The following is a list of elected officials and one state appointed official that serve and function as part of the Shawnee County government:

1. County Clerk, Cynthia Beck. The County Clerk serves as the official secretary to the Board of County Commissioners. The Clerk attends all meetings of the Board, either in person or by deputy. The Clerk’s responsibilities include keeping the seal, recording the papers of the Board, signing the records of proceedings, and attesting the actions of the
Board with the seal of the County. The County Clerk is the repository for all Board records. The County Clerk is elected to four-year terms. The statutory duties and responsibilities of the County Clerk can be found at K.S.A. 19-301 et seq.

2. **County Treasurer, Larry Wilson.** The County Treasurer performs both County and State functions. On behalf of the County, the Treasurer generally receives and disburses funds under the direction of the Board of County Commissioners. On behalf of the State, the Treasurer registers motor vehicles and collects property taxes in Shawnee County. The County Treasurer is elected to four-year terms. The statutory duties and responsibilities of the County Treasurer can be found at K.S.A. 19-501 et seq.

3. **Sheriff, Richard Barta.** The Sheriff is the chief law enforcement officer for the County charged with the general responsibility to “keep and preserve the peace” and serve legal process in the County. Although in many counties the Sheriff operates the jail, in Shawnee County an appointed department head operates the jail—the Director of the Shawnee County Department of Corrections. The Sheriff is elected to four-year terms. The statutory duties and responsibilities of the Sheriff can be found at K.S.A. 19-801a et seq.

4. **Register of Deeds, Marilyn Nichols.** The Register of Deeds maintains the official custody of and is required to record deeds, maps, plats, mortgages, etc. related to all real estate located in the County. The Register of Deeds is elected to four-year terms. The statutory duties and responsibilities of the Register of Deeds can be found at K.S.A. 19-1201 et seq.

5. **District Attorney, Robert Hecht.** The District Attorney generally prosecutes in State district court violations of State criminal law that occur in Shawnee County. The District Attorney is essentially a State elected official elected to four-year terms by the citizens of Shawnee County. Although the District Attorney is generally a State officer or public official, the Board of County Commissioners does review and approve the District Attorney’s budget. The statutory duties and responsibilities of the District Attorney can be found at K.S.A. 22a-101 et seq.

6. **Election Commissioner, Elizabeth Ensley.** The Election Office generally administers and reports the results of all public elections in Shawnee County. The Election Commissioner is not elected, but rather, is appointed by the Secretary of State of the State of Kansas to four-year terms. The statutory duties and responsibilities of the Election Commissioner can be found at K.S.A. 19-3419 et seq.
SHAWNEE COUNTY OFFICES AND DEPARTMENTS

There are several Shawnee County offices and departments that are managed by appointed, non-classified department heads that serve at the pleasure of the Board of County Commissioners. There are also certain County officials who are appointed by the Board of County Commissioners pursuant to written contract. The following is a list of the various County offices and departments along with their department heads or managers:

1. Appraiser’s Office.  J. Mark Hixon, County Appraiser.
3. Consolidated Emergency Communications Center.  Bill Singer, Director.
6. Department of Corrections.  Elizabeth Gillespie, Director.
7. Health Agency.  Anne Freeze, Director.
13. Public Works.  Lynn Couch, County Engineer and Director.
17. Weed Department.  John Kabus, Director.
CONSOLIDATION REPORTS

The following pages contain a compilation of reports that have been prepared by the managers of the various Shawnee County elected offices or departments. The reports are intended to provide information concerning 1) the duties and functions of each office or department and 2) where applicable, some issues to explore when considering consolidation. Not all County elected offices and departments would be affected by a consolidation of the City of Topeka and Shawnee County governments, and in fact, many current County offices and departments are the result of previous successful consolidation efforts already undertaken by the City and the County.

The following is a list of Shawnee County departments that would be substantially affected by a consolidation of the City of Topeka and Shawnee County governments:

1. Audit Finance  Page 6
2. County Clerk  25
3. County Counselor  52
4. County Treasurer  58
5. Human Resources  59
6. Information Technology  73
7. Facilities Management  75
8. Parks and Recreation  78
9. Planning and Zoning  113
10. Public Works  120
11. Purchasing  126
12. Sheriff’s Office  129

The following is a list of Shawnee County offices and departments that would not generally be substantially affected by the consolidation of the City of Topeka and Shawnee County governments:

1. Appraiser’s Office  150
2. Shawnee County Community Corrections  151
3. Consolidated Emergency Communications Center  155
4. County Coroner  156
5. District Attorney  158
6. Department of Corrections  159
7. Election Commissioner  170
8. Health Agency  171
9. Recycling  191
10. Refuse  198
11. Register of Deeds  200
12. Weed Department  202

This document will first list the reports of the Shawnee County offices and departments that would be substantially affected by a consolidation.
AUDIT-FINANCE

Introduction

The Shawnee County Audit-Finance Department is charged with the duty of providing financial integrity and stability to Shawnee County government. This is achieved, in part, by setting and enforcing countywide financial policies. Financial policies provide internal control in the accounting of funds, as well as consistency in cash handling among the various departments within the County. These policies are monitored and enforced by Audit-Finance through the auditing function. Although everything that the Audit-Finance Department does is financial in nature, the core function of the department is auditing.

The duties of the Financial Administrator and the Audit-Finance Department have evolved over the years in a way that has strengthened the role of the department in terms of oversight and internal control. Two specific actions of the County Commission are significant due to their impact on the role of the Financial Administrator and Audit-Finance Department. The first occurred in 1989 when the Board of County Commissioners transferred several duties, including the tax distribution and the investment of idle funds, to Audit-Finance from the office of the County Treasurer. Since it was the statutory duty of the Financial Administrator to set and control the accounting procedures, this change was requested to improve internal control by the Financial Administrator at that time, Jean Schulte. Mr. Schulte said that one of the basics of internal control is that the same office should not perform all three cash functions of handling, disbursing, and making the accounting entries. The change moved the bookkeeping of the Treasurer’s Office to Audit-Finance to better manage the County’s accounting system. This was a significant change that transferred two positions from the Treasurer’s Office to Audit-Finance.

Another change was made in 1993 when the Board of County Commissioners exercised its power of charter resolution to exempt itself from K.S.A. 19-620 et seq. relating to the appointment of the County Auditor by the District Court. Shawnee County’s Charter Resolution No. 93-2 officially incorporated the duties of the County Auditor into the responsibilities of the Financial Administrator with the position being appointed by the Board of County Commissioners. The statutory responsibilities of the County Auditor were already being completed by the Financial Administrator before the positions were officially combined. The significant effect of Charter Resolution No. 93-2 was that the Board of County Commissioners was given authority over all functions of the Financial Administrator.

1 Item No. 9, “The Commission considered and approved transferring two positions from the Treasurer’s Office to Audit-Finance.” Excerpt, Board of County Commission meeting, February 16, 1989. The Treasurer’s Office would continue the “duties of collecting and receiving monies.” The Treasurer’s Office would also continue to balance cash each day to make a deposit.

2 At one time, the County Auditor was a separate position from the Financial Administrator. In the 1980’s, the positions were informally merged.
These actions by the Board of County Commissioners strengthened the ability of the Audit-Finance Department to both establish cash management policies and to enforce them, all under the direction of the County Commission.

**Organizational Structure**

The Audit-Finance Department is comprised of the Financial Administrator, who also acts as the County Auditor, an Accountant II, and three Accountant I positions. (See Organizational Chart - Attachment A.) Collectively, the Audit-Finance Department has 56 years of experience working for Shawnee County. In addition to Audit-Finance, the experience of the department includes service in the Treasurer’s Office, the Clerk’s Office, and Information Technology. This direct experience enables the Audit-Finance staff to have a better understanding of the County activities they are responsible for auditing and the software that they use to perform their accounting duties. The staff of Audit-Finance also has many years of experience outside the County in both tax accounting and banking. The diverse background and experience of the staff provides a tremendous resource for problem-solving and brainstorming skills, which are critical to the Audit-Finance Office.

The Financial Administrator is responsible for developing, implementing, and enforcing County fiscal policies and procedures. The Financial Administrator is also responsible for working with the external auditors on the annual audit and confers with bond counsel and other professionals as necessary. Additionally, the Financial Administrator directs the overall fiscal operations of the County, oversees the preparation of the budget, prepares and analyzes financial reports, performs the statutory duties of the County Auditor, and serves as the fiscal advisor for the Board of County Commissioners in matters relating to budget, investments, revenues, expenditures, and other financial areas.

The Financial Administrator also serves on the Finance Committee of the Joint Economic Development Organization (JEDO). JEDO is a separate legal entity created by Shawnee County and the City of Topeka. The objective of JEDO is to provide economic development programs countywide. This JEDO Finance Committee is charged with overseeing the one-half of one-cent sales tax that is being levied in Shawnee County from 2005 to 2016 for the purpose of economic development. Presently, the Financial Administrator serves as the Secretary of the Finance Committee and is one of two County employees authorized to disburse sales tax funds. The Financial Administrator also attends the monthly Kansas Expocentre Advisory Board meetings, the Ambulance Advisory Board meetings, and the monthly Shawnee County Health Agency FQHC Board meetings. The Financial Administrator is also a member on the Shawnee County’s FQHC Finance Committee which meets monthly.

The Financial Administrator also serves on the County’s health insurance committee and works with Human Resources and the County Clerk’s Office to provide insurance options

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3 See Attachment B for a detailed list of the experience of the department’s employees.
4 The other is the Public Works Director, Lynn Couch.
that are affordable for both the County and its employees.

The Accountant II position, currently held by Shelly Hall, supervises the three Accountant I positions and acts in the place of the Financial Administrator when needed. The three Accountant I positions held by Cheryl Wickersham, Roberta Bradford, and Sharlene Showalter, have rotating duties that are done daily, as well as permanently assigned responsibilities. The rotating duties provide extensive cross training among the accountants within Audit-Finance to provide stability and consistency to the department. Cross training is also done on the critical functions of the department.

Functions of the Audit-Finance Department

It would be impossible to explain, or even mention, all of the functions of the Audit-Finance Department. While some of the responsibilities of the office are clearly defined, there are many that are not. The staff of the Audit-Finance Department are problem-solvers. The staff works with other County departments to solve various issues that arise daily. The following is a non-exhaustive list of responsibilities of the Audit-Finance Department:

A. Daily Responsibilities

On a daily basis, the Audit-Finance Department does a bank reconciliation, balances cash with the Treasurer’s Office, and does a calendar projection of future expenses and revenues. These functions make sure that the Treasurer’s Office, the outstanding check system, the accounting system (SCARAB), and Commerce Bank, all balance. The calendar projection of revenues and expenditures is updated daily with real data and is used for investing purposes.

The following job duties are rotated on a weekly basis among the three Accountant I positions:

Bank Reconciliation

Every morning, the Audit-Finance Department receives a fax from Commerce Bank which states the County’s cash balance. Audit-Finance also receives the daily statement from the Treasurer’s Office, the detailed bank statement from Commerce, as well as the outstanding check and general ledger reports which come from Information Technology (IT). Figures from all of the items are entered into a spreadsheet for balancing. A separate spreadsheet (calendar projection) of all income and expense projections is updated daily with actual values and also balanced to the accounting system and the bank

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5 Commerce Bank and Trust has served as the County’s main depository since 1997. Commerce provides numerous services including online banking. The bank also provides an electronic file of County checks that cleared the previous day. The file is used by County computer programs to check the validity of the checks and then the data is posted to the County’s check files. This process is overseen by the Treasurer’s Office. As a result of this process, it would be virtually impossible for anyone to send a fraudulent or forged check through the County’s account without the County knowing about it the next day.
Calendar Projection

The Audit-Finance Department uses a spreadsheet to enter projected revenues and expenditures, thus providing a projection of cash flow. Available actual data is combined with future estimates of daily deposits, payrolls, voucher payables, temporary note and bond payments, allocations to be paid out, and tax distributions for the entire year. This allows the department to determine if idle funds are available for investment and if so, for how long.

Approve all Invoices and Wires for Payment

Each department receives their own invoices for services or supplies, which they code from their budget prior to forwarding them to the County Clerk’s Office for entry. The Clerk’s Office enters them onto the accounting system assigning them a payment date. They are then forwarded to Audit-Finance for auditing and approval. Amounts, vendors, invoice numbers, signatures, and compliance with purchasing rules are checked on each invoice. Audit-Finance also checks that the Clerk’s Office is keeping within the spending limits that are authorized to them for a particular pay date. The spending limits are crucial for predicting cash flow.

Proof and Approve all Receipts from the Treasurer’s Office

The head cashier of the Treasurer’s Office sends Audit-Finance the paperwork on all monetary transactions entered into the accounting system. Audit-Finance checks and approves the transactions. When all transactions are approved and the head cashier closes out for the day, Audit-Finance does a manual balance with the head cashier.

B. Monthly Responsibilities

Monthly Balancing

The Audit-Finance Department balances all revenue and expense accounts on a monthly basis. This is done on the first working day of the month. The office receives revenue, expenditure, outstanding encumbrances, interim balance sheets and vendor reports. The revenue and expenditure reports are balanced to the general ledger and the vendor report is balanced to the expenditures. The general ledger expenditures, encumbrances, prior year expenditures, and prior year encumbrances are all matched up to the expenditure report. Audit-Finance also balances the revenue reports back to the general ledger. The County Clerk’s Office balances the Interim Balance Sheets and the pending payables. This monthly balancing ensures that any accounting problems or discrepancies are caught in a timely manner.

Auditing of Fees

The fees collected from the Appraiser, Clerk of the District Court, County Clerk,
Elections, Weed Department, Parks and Recreation, Public Works, Refuse, Register of Deeds, Sheriff, and Planning Department are audited on a monthly basis per K.S.A. 19-625.

C. Annual Duties

Annual Closing of the Books

At the end of each calendar year, the Financial Administrator closes the accounting books on the accounting system and sets up the new year. The following tasks are part of this process:

- Calculate transfer of excess Public Works funds to Public Works administration if authorized by a County Resolution
- Calculate the carryover for debt service and make the journal entry
- Encumber remaining Sheriff Active Reserve funds
- Transfer excess Weed Department funds to the Weed Department’s capital outlay
- Rollover investments
- Check for balance in Expocentre account and send to Expocentre
- Transfer funds for Health Agency compliance officer
- Roll cash and fund balances
- Roll encumbrances
- Run interim balance sheets
- Re-establish temporary note balances
- Reset grant balances/carryover
- Transfer funds from all departments to provide funding for workers compensation and provide letter to State Division of Workers Compensation
- Calculate inventory profit/loss and do journal entry to reflect beginning inventory
- Allocate interest-to-interest earning accounts
- Reconcile payroll and do adjusting entries if needed to zero out fund
- Prepare abbreviated balance sheet for the County Commission
- Balance revenues and expenditures

The December books are balanced prior to the year-end closing. Most year-end tasks are fairly routine, but they are critical to starting the County’s fiscal year off correctly.

Other Key Responsibilities

Tax Distribution

A number of the duties performed by the Audit-Finance Department are statutory, including the responsibility for tax distributions, which are done six times a year. As I mentioned earlier, the tax distribution process was taken from the Treasurer’s Office and assigned to Audit-Finance in 1989 to provide better control over the accounting system by Audit-Finance.⁶

⁶ According to K.S.A. 19-623, the County Auditor “shall have the power to state in what manner fiscal and
The groundwork for the tax distribution process is set when the various taxing entities throughout the County create a budget and set their levies. The levies are entered into the County’s mill levy system by the County Clerk’s Office. Audit-Finance is then responsible for setting up holding and distribution accounts in the accounting system, which they also add to the mill levy table. This mill levy table is then used to calculate taxes when real estate and personal property tax statements are sent out in November and then again when taxes are distributed.

The Audit-Finance Department audits the process of collecting taxes. When the Treasurer’s Office receives tax payments, the funds are deposited into holding accounts. These funds are essentially held in trust for the various taxing entities until a tax distribution is done. The Audit-Finance Department is responsible for balancing tax deposits and refunds on a daily process. Any idle funds are invested by Audit-Finance.

At distribution time, the Audit-Finance Department is responsible for the distribution of the funds to the various taxing entities. This process includes verifying distribution accounts for accurate posting of the information to the accounting system (SCARAB). Funds are wired or checks are printed and then sent down to the Treasurer’s Office for mailing.

The distribution of motor vehicle and recreational vehicle taxes is similar except that the tax information comes from the State’s motor vehicle system (VIPS). Excise taxes, special assessments, and Neighborhood Revitalization Act (NRA) rebates are also distributed through the same process. The distribution process is depicted in Attachment C. This is a simplified diagram, but it accurately depicts the flow of the distribution process.

The diagram in Attachment C shows the numerous County computer systems involved in the distribution process. This process demonstrates the vast integration of the County’s various systems. Except for the State’s motor vehicle and CAMA systems, the remaining systems have been custom written for the various Shawnee County departments by the Information Technology Department. These systems were all written on the same mainframe platform, which enables an easy exchange of information between the systems. Although many of these systems were originally written in the 1980’s, they have been updated continually and new features have been added regularly. Updates to the tax system are common due to the frequent statutory changes made by the Kansas legislature. One recent change was the combination of the real estate tax statement and the tax information sheet onto one legal size form. This change has saved the County thousands of dollars in postage alone. Both the payroll checks and voucher checks have also been updated recently to make the process more efficient.

**Payroll Audits**

Audit-Finance is responsible for auditing all County payrolls. The County has a payroll

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(accounting records shall be kept, except those that are specifically outlined by statute.)"
officer in the County Clerk’s Office that is responsible for the County payroll and benefits. Another employee provides assistance as needed. The County’s payroll system is extremely efficient and requires minimal staff.

Each County department enters their department’s payroll onto the County’s computer payroll system and then the County Clerk’s Office is responsible for processing the payroll information entered for that pay period. Information Technology runs numerous payroll reports for the Clerk’s Office, including a dry register of the payroll. Audit-Finance receives the payroll worksheets, the past payroll book, the dry register, and a list of changes that have been made. This information is used to check the payroll prior to the Clerk’s Office printing the checks. Rate changes are verified and all special deductions are balanced. Any adjustments or problems are sent to the County Clerk’s Office for correction prior to final processing. This procedure demonstrates the basic checks and balances that occur daily at the County.

**Investments**

Audit-Finance is responsible for tracking cash and making investments when there are idle funds available. Once idle funds are identified, Audit-Finance contacts eligible local banking institutions for bids. The bids are logged and the institution with the best bid receives the funds for investment. Audit-Finance contacts the Treasurer’s Office and they initiate the process to wire the funds to the bank. The investment amount and term are determined by using a “calendar project” spreadsheet which projects future revenues and expenses based on known data and predictions of future activity which are based on past activity. The majority of the funds are invested with maturity dates that correspond to dates for distributions, bond payments, or allocations. This provides for a maximum investment term.

Even with low interest rates in 2004, interest earned on idle funds was $585,141.\(^7\) With interest rates rising in 2005, interest income should exceed 2004. As of the end of February, net income from interest was already at $197,477.\(^8\)

At the end of the month, Audit-Finance compiles an investment portfolio. The portfolio includes performance statistics including total investments, weighted yield, and interest income. The investment portfolio is supplied to the Treasurer’s Office on a monthly basis. The Treasurer’s Office reports this data to the Board of County Commissioners on a quarterly basis.

**Budget Preparation**

The Audit-Finance Department initiates, guides, and oversees the budgeting process. The process begins in early April when Audit-Finance sends budget preparation materials to all department heads. The budget packets include expenditure totals from the previous

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\(^7\) This does not include interest allocated to other funds. The total interest for 2004 was $796,826 with $209,485 interest allocated to other funds.

\(^8\) The total interest earned was $259,807 with $60,890 interest allocated to other funds.
year, the approved budget for the current year, first quarter payroll information, and other forms and instructions for preparing the budgets for the next year.

In June, the proposed departmental budgets are returned to Audit-Finance for compilation and then at the end of June, the Clerk’s Office runs the real estate and personal property abstracts and gives this information to the Financial Administrator. The abstract values are used by the Financial Administrator to calculate the levy needed by the County to generate enough revenue to find the proposed budget. After calculation of the levy, the proposed budget is presented to the Board of County Commissioners in July. In August, the budget is published and hearings are scheduled. After the hearing and any changes by the Board of County Commissioners, the budget is certified by August 25th. Once the budget is set and certified, the departments are sent a copy of their approved budget.

In September, Audit-Finance enters each department’s certified budget (expenditures and revenues) into the accounting system, SCARAB, for allocation of funds and monitoring of expenditures. With this budget information in the accounting system, departments are unable to enter expenditures into the accounting system when they exceed the certified budget of that department.

### Cash Count

By statute, Audit-Finance is required to perform cash counts of the County Treasurer’s Office throughout the year. This is a physical count of all of the funds in the County Treasurer’s Office, as well as the motor vehicle annex. It is a “surprise” cash count. On the day selected, one accountant goes to the motor vehicle annex and the other three go down to the Treasurer’s Office. All of the moneybags, cash drawers, and the vault money are counted. Audit-Finance has been given a count of the moneybags and cash drawers at each office. Every bill and coin is counted. The information is compiled and a letter is sent to the County Treasurer and Board of County Commissioners with the findings.

### Online Real Estate Data Search Contracts

Audit-Finance is responsible for processing the contracts for the County’s online real estate search service. This service allows paid members to access the County web site to search for information regarding Shawnee County real property.

Audit-Finance receives the membership application via fax, mail, or inter-office mail from the Appraiser’s Office. The applicant is sent an invoice along with a Service Agreement, which they are requested to sign and return with payment. When the money

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9 The abstracts contain property valuation information which is extracted from the County’s real estate, personal property, mobile home, special assessments, and state assessed computer systems. These estimated values aid the various taxing entities in determining their budgets and mill levies.

10 The annex has eleven cash bags with $50.00 each and one cash drawer with $1,950.00 for a total of $2,500.00. The Office in the Courthouse has four cash bags in the Treasurer’s end and ten cash bags in the motor vehicle end. They also have one cash drawer in each end. Their bags also have $50.00 each for a total of $700.00, one cash drawer with $2,050.00, and another with $1,250.00 for a total of $4,000.00.
and contract are received back, the funds are deposited and the contract is sent to the County Counselor’s Office for approval. Once approved, Audit-Finance sends the contract to the County Commission Office for consideration at the next available Commission meeting. Once approved, Audit-Finance contacts the Appraisers Office who completes the process by supplying the applicant with a user ID and a password to access the system.

**Grants**

The Audit-Finance Department administers the Juvenile Accountability Block Grant (JABG). This includes paying invoices and depositing funds received from the State of Kansas. The department also prepares a quarterly financial report for the State of Kansas regarding the activity of this account.

Audit-Finance also administers the Homeland Security grant and assists other offices in reporting grant expenditures and revenues. Audit-Finance works mainly with Community Corrections and the District Court. Community Corrections must report their grant expenditures on a quarterly basis. Audit-Finance collects the grant information, works with Community Corrections, and then fills out the quarterly report. The District Court must file reports on a monthly basis. Audit-Finance signs off on the report after auditing the information. Audit-Finance also receives and deposits payments from the State of Kansas for Health Agency grants and pays invoices from Mainstream for grants.

**Equipment Reserve Fund and Expocentre Capital Equipment Fund**

All funding for major equipment acquisitions comes from the Equipment Reserve Fund, which is monitored by the Audit-Finance Department. When departments submit their budget requests in June, major equipment acquisitions are designated as capital outlays. Audit-Finance pulls these items out of the individual departmental budgets and lists them as a capital outlay under the Equipment Reserve Fund budget item. Once the budget is approved, Audit-Finance tracks these items when the various departments put them on the agenda for approval by the Board of County Commissioners. Audit-Finance then makes sure that the funds are encumbered and the invoices paid.

This Expocentre Capital Equipment Fund is similar to the Equipment Reserve Fund, except that it is budgeted for the Expocentre. The Commission also approves purchases from this fund and Audit-Finance will periodically balance the account with the Expocentre staff to verify the outstanding requests and funds available.

**General Expense**

Only Audit-Finance and the County Clerk’s Office can sign off on general expense items such as water and energy bills and employee recognition bonuses. Audit-Finance also pays all of the expenses from the North Annex and Law Enforcement Center (LEC) properties from general expense. The general expense fund is also used for some expenses from the Maner Conference Center. A recent property purchase was also
funded from general expense.

911 Tax and Sales Tax

The department receives payments and pays invoices relating to the 911 tax. A spreadsheet of all income and expenses is balanced to the accounting system regularly. The same is also done for the 911 tax from cell phones. The cell phone tax also entails a semi-annual report to the State of Kansas reflecting the activity of this tax revenue. The taxes collected are used by the CECC Director to pay for any CECC related expenses, except payroll.

Audit-Finance keeps records for the ¼ and ½ cent sales tax that is designated for certain road and bridge projects. Although the new ½ cent sales tax is being administered by the JEDO Finance Committee, the County’s portion of the sales tax still comes to the County. Audit-Finance transfers the funds to the JEDO account at Commerce Bank. The County will be responsible for financial reporting of the JEDO account every other year. The first year, Jim Langford, from the City, is responsible for the account, but any disbursement of funds from the account will take authorization from two members of the JEDO Finance Committee. Audit-Finance also keeps records and billings on the money loaned to Go Topeka for the Commerce Park Project.

Chart of Accounts

Audit-Finance keeps a spreadsheet of all of the County’s funds. This Chart of Accounts consists of the General Fund, Special Revenue Funds, Capital Project Funds, and Enterprise Funds. All internal and payroll funds are also listed. All agency funds, which include special assessments and other distribution funds such as school districts and townships, are listed. Any holding accounts, such as tax holding accounts, are listed as well as grants. Also included on the document are general ledger codes, revenue codes, and other object codes needed for expenditures. This document is invaluable. It is updated frequently as funds are added and is also maintained on the Intraweb for easy access for County employees.

Preparation of Financial Reports

Audit-Finance is responsible for providing financial information to both internal and external individuals and agencies as needed. The Financial Administrator prepares a mini-balance sheet, Health Agency financial analysis, and investment portfolio on a monthly basis.

Annual Audit

The office gathers information from the Treasurer’s Office, Refuse Department, Clerk of

11 The JEDO Finance Committee consists of the Financial Administrator for the County, the Financial Administrator or City Manager, and the Public Works Directors of both entities. The current members are Jim Langford, Marti Leisinger, Neil Dobler, and Lynn Couch.
District Court, and the County Clerk’s Office for the annual audit conducted by external auditors. Audit-Finance also assists the auditors by getting information to them in a timely manner while they are on site preparing the audit. Various reports are done to assist the auditors in their task. Information is gathered from the accounting system and entered on spreadsheets to make their task easier. Some of the spreadsheets created are budget base, equity and operational transfers, special liability, capital projects, and tax information.

Audit-Finance also collects information for the indirect cost study, which is also done every year by Maximus. Maximus calculates the indirect costs for the County’s Enterprise and the special revenue accounts that generate revenue. This would include Refuse, Recycling, and the Health Agency. Maximus requests extensive breakdowns of expenses for their study. The information ranges from what specific funds were spent on, how much square footage we have in the various County buildings, and how much time the Counselor’s Office assisted each department. Information is generally emailed and larger documents are mailed.

**Fixed Assets**

The County, per Resolution No. 2002-204, tracks all assets valued at $1,000 or more. The County’s Fixed Assets computer system is used by the County Clerk’s Office which is responsible for tracking the assets. One clerk is specifically assigned to fixed assets and a yearly inventory.

A monthly balance of the Fixed Assets is done between the County Clerk’s Office and Audit-Finance. Audit-Finance pulls the list of expenditures for the different departments that have purchased “fixed assets” and balances it with a fixed assets report provided by the Information Technology Department (IT).

At the end of the year all transactions are balanced. The first step is to make sure that the first of the year numbers balance to the previous year’s ending balance. The next step is to verify that the new items are all accounted for, as well as the disposals and transferred items. Infrastructure assets, such as bridges and easements, also have to be tracked and depreciated at the end of the year. The Public Works Department is responsible for getting the information on the majority of the infrastructure assets to the Clerk’s Office for entry into the system.

Once all items are checked and balanced, the IT Department rolls the Fixed Assets system over for the start of the new year.

**Year-end Spending**

In mid-October, Audit-Finance sends out the year-end procedures to all County departments. This consists of the final dates for encumbering, ordering with purchasing assistance, and last day to pay bills. Then in November, a letter is sent to the department
heads and/or elected officials reminding them of the year-end procedures. This includes the procedure for encumbering funds from the current year budget to the next. Audit-Finance must verify the request before sending it to the County Clerk’s Office for encumbering or we submit it to the Commission for their approval.

**Miscellaneous Duties**

**Stock Orders** - Audit-Finance proofs and approves all department stock orders from Purchasing. This is done each Monday.

**Motor Vehicle Sales Tax** - The MV sales tax is balanced with the Motor Vehicle Department prior to wiring the sales tax to the State of Kansas.

**Back Tax/Berlin Wheeler** - Unpaid personal property tax is turned over to Berlin-Wheeler collection agency when the account remains unpaid in October of the next tax year. Audit-Finance tracks their collections and the fees that they are due.

**Outstanding Liabilities** - The outstanding liabilities are audited and the data is collected for the external auditors.

**Quarterly Statement of Expenditures Legal Notice** - The Audit-Finance Department is responsible for placing a notice in the official County newspaper at the end of each quarter stating expenditures and ending cash for each fund for the past quarter. This is in accordance with K.S.A. 19-228.

**Utilities** - The Audit-Finance Department is responsible for paying utility bills for the Courthouse and North Annex.

**Monitor AP’s (encumbrance of funds)** - Audit-Finance tracks encumbrances to verify that they are being used or cancelled in a timely manner. Year-end encumbrances are reviewed before being sent to the Commission for approval.

**Interest Allocation** - The interest earned from investments is allocated to the general fund as well as other County interest earning accounts.

**Workers Compensation** - Audit-Finance tracks and pays out all workers compensation claims. Since the County is self-insured, Audit-Finance is responsible for keeping the balance in the workers compensation at $1,000,000 or more at the start of every year. Necessary funds are expensed from all County departments annually to provide sufficient funds for the account.

**Aging and Social Service Contracts** - Audit-Finance is responsible for getting a

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12 These procedures are governed by Resolution No. 99-206.
13 The majority of interest earning funds are project funds, which includes streets and sewers. Other funds are 911 tax, workers compensation, risk management, federal forfeiture, special drug and alcohol, Sheriff forfeiture, solid waste reduction, health administration, and LLEBG 2003 adult detention grant.
contractual agreement and financial statements for the previous year from the various agencies before the social service funds are released to them.

**Employee Benefits Calculation** - The calculation of employee benefit costs is critical during the budgeting process. It is the responsibility of the Audit-Finance Department to calculate a percentage that is needed for different employee classifications in order to calculate employee benefits for their budgets.

**Administer Lease Purchases and Certificates of Participation (COPs)** - Audit-Finance tracks all leases and COPs, which include tracking the projects’ progress to make sure that it follows the timeline required. Audit-Finance also sends out the paperwork for all requests for payment from contractors. Currently, Shawnee County has a lease purchase with GE Capital for the Jail security system that is due to be completed this year and a COP for Expocentre projects.

**Bond Issues/Temporary Notes** - Audit-Finance is involved in all transactions for bonds or temporary notes. This information is crucial at budgeting time when setting the levy for repaying the debt and when projecting revenue and expenses for investments. Bond payments must be accurately included in projections to ensure that enough funds are available when payments are due so that investments won’t have to be called in early. As far as I know, this has never been required.

**Financial System**

A. The County’s SCARAB Committee

In January, I formed a committee to evaluate the future of the County’s financial system, SCARAB. This was done for many reasons, but the chief reason is the eventual elimination of our current mainframe computer. Other reasons include the need for some enhancements on the current system and the fact that we knew that the City was making plans to purchase a new financial system.

The base committee is comprised of representatives from the Clerk’s Office, Information Technology, and Audit-Finance. Both Human Resources and the Treasurer’s Office have also been invited to participate since they work on systems that are integrated with SCARAB.

The committee was aware that the City was looking at acquiring a new financial package. Mr. Singer, IT Director, had talked to me around the first of January after I had moved to Audit-Finance and requested that I keep an open mind in regards to joining the City in purchasing a new financial system. Joining the City is one of the options that the committee has discussed. Other options include having the IT Department write a new web-based system. This option is particularly desirable due to the State’s conversion to new computer assisted mass appraisal (CAMA) software called Orion which is being

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14 According to Bill Singer, Director of IT, there are plans to eliminate the County’s mainframe computer in seven years. He is currently doing an upgrade to the system which will be paid off in five years.
implemented in every Kansas county. Orion utilizes a web-friendly architecture, on a
client-server network platform that integrates Internet Explorer and MS Word. Ideally,
the County would have a tax and financial system that would be compatible with Orion.
In fact, it is not practical to discuss a new financial system without discussing the tax
system and other related systems. (See Attachment D.)

To understand the various issues, I will need to explain how our current CAMA system
works and how the new Orion system is different. The current system resides on the
mainframe and functions only as an appraisal system. This means that it does not handle
what we would call the assessment administration (AA). The assessment administration
is the information gathered and updated on the property owner, such as address, lending
institution, NRA information, and all other information needed for preparation of the tax
statements. A separate system, called APO1, is the County’s assessment administration
system that was written in-house and integrates with the current CAMA system. Most
people assume that this is a system for the Appraiser’s Office, but this is not the case.
The assessment administration system is actually a system that is maintained by the
County Clerk’s Office. The combining of the CAMA data and the assessment
administration data into one system does provide some problems. The assessment
administration part of the new Orion CAMA system is not required. Therefore, it is up to
the County Clerk, an elected official, to make a decision regarding that issue. At the
present time, the County Clerk, Cynthia Beck, is not happy with the new system. Her
concerns are legitimate. One of the most important of these concerns being that the State
will only convert owner name and address information from our APO1 system. This
means that a lot of valuable information including lending institution information will be
lost in the process. This information is critical for producing tax statements. If the
County Clerk does not convert to the new system, an interface of some sort will be
needed between our APO1 system and the new CAMA system. Although counties are
not required to use the assessment administration part of the Orion system, the State will
not provide the resources needed to provide an interface between the Orion CAMA
module and our APO1 system. The County would have to provide the interface.

If the County Clerk does convert, the State will provide the County with a tax interface at
no cost. This will basically just be a program to download information from the Orion
system in order to create the tax roll. If the County Clerk converts to Orion, this gets two
large systems (CAMA, APO1) off the mainframe with the possibility of getting the tax
system off at some point down the road. The company providing the Orion software also
has a tax package that they already have in place in another state. The package is on the
same platform as the new Orion system and was written to be integrated with it. There
has been some talk about several counties getting together to purchase a version of the
tax software that would accommodate Kansas laws. This would only work if we were
using the assessment administration portion of the Orion system. There is also the issue
that the Treasurer, an elected official, is responsible for the tax data and could veto the
move. But if the tax system was off the mainframe, then the accounting system also
needs to be off the mainframe to provide ease in sending information back and forth.
Unfortunately, the only thing we know for sure is that the current CAMA mainframe
system will be converted as dictated by the State.
This makes the task for me extremely difficult. The decisions that the County Clerk and the Treasurer make could have severe consequences for the financial system. Despite the powers I have as County Auditor, there is only so much that you can do when it involves elected officials. That is why I believe it is critical to get the various departments together and work as a group to plan for the future.

B. City of Topeka’s ERP

The City has been working on a plan to purchase a new financial system which they are referring to as an Environment Resource Planning (ERP) system. The City’s ERP system is fairly limited in scope. In this case, an ERP is just a fancy way of saying that it is a financial package with additional components. The City’s utility systems, police system, and risk management are not part of the system. In fact, I was told that the City just paid $300,000 for a risk management system. Components included are the basic financial modules including accounts payable, accounts receivable, general ledger, and budgeting. Other components include human resources, payroll, fixed assets, purchasing/inventory, projects and grants, and licensing.

A PowerPoint presentation by the City titled “ERP Costs and Benefits” was presented to the SCARAB committee on Wednesday, March 16, 2005 by Chris Gosser, Shawnee County Senior Programmer Analyst for the SCARAB accounting system. He had requested the City’s cost benefit analysis for the project and the PowerPoint presentation was what he received.

The presentation estimated the total cost at 3-5 million. For the first year the cost is estimated at 2.5 million and then .5 million for years two and three. There are no savings for the first year. For year two the savings are estimated at .5 million and in year three the savings are predicted at 1 million. Net savings for the project are not projected until year 4. (See Attachment E.)

The City’s presentation states that the “hard $ benefits” are to “plan down or repurpose net 30 positions = $1.5/year.” The full 1.5 million in savings is not predicted until year four. These savings would be hard for the County to duplicate. Due to the limited scope of the proposed package, the County employees that would benefit from the proposed City’s ERP would not even add up to 30. If you include the department directors and elected positions into the count, the County has 27 employees that would use the City’s proposed financial system. It is obvious that the County could not begin to approach the savings proposed by the City as we are already completing those same tasks with fewer staff members than the City intends to eliminate.

Another issue is the City’s philosophy on purchasing an ERP system. During a meeting at the City on March 1, 2005 to discuss the City’s efforts to purchase a financial management system, Jim Langford, City of Topeka Financial Administrator, explained that the plan for the City was to change the City’s business practices to conform to whatever financial software they purchase. This is quite unusual, but the City made it
clear to us that it is making a commitment to not spend money to have the software changed. Although I agree that the City needs to change the way it currently does business, I am not sure that letting the software you purchase dictate the way you do business is practical. This philosophy would not work for the County.

The City’s time line indicates that they will complete the RFP in March of this year and plan to select a vendor by May and start implementation in June. In March of 2006, the budgeting module will be operational and by April the system will be fully operational.

The City has already looked at various software alternatives. Software systems that have been looked at are Oracle, SAP, PeopleSoft, and Lawson. New World has also been mentioned.\(^{15}\) Lawson and New World are both AS400 systems. This is a logical choice for the City since their current financial system is on an AS400.

The City’s proposed ERP system is so limited, that any County conversion to the system would likely decrease the efficiency of several County departments. A conversion to any system that doesn’t provide an integrated tax and tax distribution systems would require additional programmer hours to build an interface between the two systems. It is likely that the County would lose some of the real time benefits of our current systems because any interface would most likely be batch process. A system on a network platform would be much more desirable than an AS400 system. An AS400 platform is fine for systems of a limited size, like what the City is looking at. This would not make sense for the County. Although the County has an AS400 for New World, an AS400 platform would not be able to support a financial system and all the various systems that the County needs to integrate with it.

I am doubtful that the City will actually realize the cost savings that they have predicted. I think that the bottom line is that they had to do something. According to the management study that the City had done in 2004, the City’s HTE financial management system is outdated software.\(^{16}\) The report noted that the City was also paying $243,774 for an enhancement to the software that has never been used and that the City “utilizes punch time cards and manual record keeping for payroll, an antiquated system.”\(^{17}\) The management report recommended that the City should work towards a common computer hardware and operating architecture.

The City clearly has to make some changes, but I am not sure that the County should follow its lead.

\(^{15}\) Oracle and PeopleSoft recently merged into one company.
\(^{16}\) City of Topeka Operational Assessment and Optimization Study, Management Partners, Inc. The study said that the system is 1970’s technology. D-6
\(^{17}\) The Finance Director acknowledged that the paper flow for payroll is problematic and necessitates more personnel in financial services as well as other departments. D-6, D-7
Effects of Consolidation\textsuperscript{19}

A. The City’s Financial Services Department

Understanding the way both the County and City currently work is fundamental to any comprehensive consolidation plan. I have already given some insight into the County’s Audit-Finance Department. I have had the opportunity to work with the City of Topeka’s Financial Services Department, and I have also done some research to learn more about how the City functions. I have found that the composition and operations of the City’s Financial Services Department is very different from the County’s Audit-Finance Department and these differences are significant.

The City’s Financial Services Department includes three divisions: City Controller, Cash Management, and Contracts and Procurement. Although budget preparation has been a function of the Mayor’s Office, the current director of Financial Services, Jim Langford, is also the budget director. (See Attachment F.)

The City Controller, Linda Wood, oversees eleven employees in three sections: Accounts Payable and Disbursements Accounting; Payroll Accounting and Separation Benefits Counseling; and Debt Management and Compliance Accounting and Reporting. The City Controller is responsible for maintaining accounting records, providing financial reports, monitoring and assisting with grants, managing payroll and benefits, managing bond indebtedness, and accounts payable. A large amount of these duties correspond to the responsibilities of the County Clerk. These include managing payroll and benefits including KPERS, managing bond indebtedness, and accounts payable.\textsuperscript{20}

The Cash Management Division is directed by City Treasurer, Curtis Cox. The City Treasurer is responsible for receiving and safeguarding all public monies belonging to the City. The City Treasurer also invests idle funds, monitors bank balances, and reconciles all bank accounts to the City’s accounting records. According to the City’s web site, 2.5 employees report to the City Treasurer.

The responsibilities of the Shawnee County Treasurer are significantly different from those of the City Treasurer. The County Treasurer does not do the investing, but has numerous responsibilities that the City Treasurer does not have including the statutory duty to collect motor vehicle taxes for the State of Kansas. The County Treasurer is also responsible for collecting real estate and personal property taxes. The County Treasurer receives and deposits all funds from all County departments. The County Treasurer has a staff of twenty-six in the motor vehicle section and another eight employees in the tax collection and cash balancing section.

\textsuperscript{19} The remaining sections of this report contain the recommendations and opinions of Marti Leisinger, Shawnee County Financial Administrator.

\textsuperscript{20} The County Clerk also maintains and preserves the official records of the County including the minutes of the County Commission meetings. The City Clerk performs similar record keeping duties.
Jay Oyler is the City’s Director of the Contracts and Procurement Division which employees eight full-time employees. The department, as the name indicates, is responsible for acquiring goods and services for the City. This department is similar to the County’s Purchasing Department. The County Purchasing Director, Charlene Mischke, provides similar services for the County and does so with the assistance of only one employee. For a comparison of how the responsibilities of the City’s Financial Services Department compares to the various County Departments, see Attachment G.

B. Recommendations

I do not believe that the positions of County Treasurer and County Clerk should continue as elected positions in a city-county consolidation. Both of these offices perform duties that are similar to duties performed at the City. It is common for city-county consolidations to eliminate some elected positions as was the case with the Unified Government of Wyandotte County/Kansas City, Kansas. After consolidation, only the Sheriff, Register of Deeds, and District Attorney remained as elected officials.²¹ The previously elected positions of County Clerk and County Treasurer became appointed positions, and their duties were consolidated with the City Clerk and City Treasurer.

Under a Shawnee County/Topeka, Kansas unified government, I would expect to see the City and County Treasurer and City and County Clerk positions consolidated. But unlike the Unified Government of Wyandotte County/Kansas City, Kansas, I would not recommend that the Treasurer’s Office be under the control of Audit-Finance.²² My primary concern deals with the fact that the Shawnee County Financial Administrator also serves as the County Auditor. The Unified Government of Wyandotte County/Kansas City, Kansas has a separate “County Auditor” position, which they call a “Legislative Auditor,” that is separate from Finance and Administrative Services. Although the Unified Government of Wyandotte County/Kansas City, Kansas has an auditing division in their finance department, I would be concerned that such an arrangement in a Shawnee County/Topeka, Kansas consolidated government would not allow the ethical and administrative independence necessary to provide the checks and balances that are critical.

My other concern is that bigger is not always better. The City is a good example. The City has many departments under the Financial Services Department, but the recent management study was critical of the department. The management report indicated that the three high level administrative positions of Director, City

²¹ Consolidation Study Recommendations, Chapter 3, page 27, 1/13/1997. According to the Wyandotte County/Kansas City, Kansas Consolidation Study Commission, the countywide positions of Sheriff, Register of Deeds, and District Attorney provided unique functions within the County as a whole and were not duplicated in the city structure.

²² www.wycokck.org/departments/finance/index.html
Controller, and City Treasurer have “overlapping and/or divided financial management and oversight responsibilities.” According to the study, the Administrative Policy on Cash Handling allows each department to develop their own procedures for handling cash and lacks clear direction on which department is the ultimate authority on cash handling. At the time of the report the City had six depository banks where daily deposits were made. For bank reconciliation and investment purposes, this just doesn’t make sense. The study went on to state that the City’s Cash Management Office has not been able to “mandate adherence” to cash handling policies such as the number of depository banks to be used for deposits.

The County’s internal controls set the County apart from the City of Topeka, which has struggled with cash policies that are hard to control. Having all cash functions under the same department substantially hinders the City’s ability to have checks and balances. I believe that we need to be cautious about putting all of the cash functions under one department.

I would recommend the formation of three consolidated departments from the County’s Purchasing Department, Treasurer’s Office, Clerk’s Office, Audit-Finance Department, and the City’s Financial Services and City Clerk’s Office. (See Attachment H.) This arrangement to create the three departments of Purchasing, Audit-Finance and Treasurer/Clerk allows for checks and balances while still obtaining the benefits of consolidating similar services.

As a final thought, any comprehensive consolidation plan will require sufficient time and adequate procedures to provide a smooth transition. The Wyandotte County/Kansas City, Kansas Consolidation Commission addressed this issue by creating a transition team with thee County and three City members. The committee included the Financial Administrators from both the City and County as well as the City Attorney and County Counselor. The City Administrator and County Auditor were assigned as the co-chairs. I would highly recommend a similar approach for a Shawnee County/Topeka, Kansas consolidation.

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23 D-4, City of Topeka Operational Assessment and Optimization Study, Management Partners, Inc. The study recommended that the functions should be “clarified and consolidated into no more than two high level positions performing the responsibilities currently assigned to three persons.” D-5
24 D-6 Comparable cities were surveyed. Out of the four cities surveyed, three had one bank, and one had three banks. The County has one main depository for all funds.
25 D-6
26 D-6
COUNTY CLERK

Duties and Functions

The official duties of the Shawnee County Clerk are wide and varied. Kansas Statutes Annotated (K.S.A.) reflect the specific official duties in Chapter 19, Article 3 and Chapter 79, but additional duties of the County Clerk can be found in all but one of the statute books. The Shawnee County Clerk is entrusted with the safekeeping of the official seal of the County and uses it to seal all the documents requiring attestations after being signed by the Commissioners. The County Clerk and all duly sworn deputies are also statutory notaries under Chapter 53, Article 5, and K.S.A.

The Shawnee County Clerk serves in the capacity of secretary to the Board of County Commissioners. This means attending two meetings every week, as well as any special meetings and serving as secretary to the Shawnee County Board of Canvassers. In Shawnee County the Clerk is also the Freedom of Information Officer. The County Clerk serves all the residents of Shawnee County, taxpayers and non-taxpayers, homeowners and renters.

Effects of Consolidation

The effects of consolidation would most impact three of the seven divisions of the office: Administrative, Accounting, and Payroll.

The Administrative Division is responsible for the retention of all documents approved by the Commission (i.e. contracts and resolutions), the minutes, working with our bond counsel on temporary notes/bond issues and much, much more. Processing the paperwork and maintaining the files for future research is very time consuming. There is currently an Administrative Supervisor, an Office Assistant III (secretary), and an Office Assistant I (secretary). The Clerk’s Office has initiated several time saving procedures within the last few years. One is the use of a new imaging system to scan minutes and other documents for easier retrieval. The Office also has a new micro-recording system for the Commission meetings. If an individual wants the minutes from a specific meeting, the Clerk’s Office will “burn” a CD for them for a cost of $5.00. Because this division works with so many different aspects of the County, its employees are very effective in answering questions from the public and, if they do not know the answer, they usually know where to direct them. The Office also uses email whenever possible to save time and cost to both the County and the taxpayer. The need for additional staff in the Administrative Division would depend on the type of consolidation (total or partial). Expansion of departments would require more Commission action and thereby, more paperwork processing, minutes, etc., for the Administrative staff.

The Accounting Division currently has four (4) staff members, the Accountant II, an

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27 The remaining sections of this report contain the recommendations and opinions of Cynthia Beck, Shawnee County Clerk.
Account Clerk II, an Account Clerk I, and an Office Assistant II (Fixed Assets Clerk). It processes all invoices for Shawnee County, which is a lot considering the County has approximately 22,000 vendors and pay about half of them each month. Each County department has its own departmental account clerks who verify and line code the invoices as part of their other duties. Once line coded by the department, the invoices are forwarded to the County Clerk’s Office for processing. This “funneling” of all invoices in the County through one source has been very cost and time efficient. Processing invoices is the major part of the daily duties of the Accounting Division employees so they can easily spot potential problems. They also work closely with the account clerks from the other departments to assist them in determining what budget line code to use and other questions they might have. Any type of consolidation would impact this division because with more employees comes a need for more supplies, computers, furniture, etc. and along with these purchases come invoices that require payment.

The last division in this office to realize any real impact would be Payroll. It currently has two employees, the Payroll Officer and an Assistant Payroll Officer. Shawnee County has approximately 1,100 full-time employees in comparison to 1,300 at the City. All County departments have their own payroll clerks who enter the employee timecards directly into the computerized payroll system as part of their duties. The Clerk’s Office Payroll staff then uses the information entered from other departments and continues processing the payroll. These two employees also handle health insurance, life insurance, KPERS/KP&F, workers compensation, and employee retirement among many other payroll related items. The process of “funneling” is also utilized here. Again, it is more time and cost effective to have employees whose only job is to process payroll and work on payroll related issues. Any increases to this division would also be directly related to whether it would be a total or partial consolidation.

Detailed Description of Personnel and Operations.

There are seven separate divisions that make up the Shawnee County Clerk’s Office and they are: Administrative; Real Estate/Fish and Game; Budgets/Economic Development; Accounting/Fixed Assets; Payroll; Mapping; and GIS. A detailed description of these divisions and the duties and responsibilities of current personnel follow:

**ADMINISTRATIVE:**

**Administrative Supervisor:**

**Personal Secretary to County Clerk** - Drafts and types all daily and confidential correspondence. She schedules meetings, appointments, and conferences and schedules and coordinates any meetings for the County Clerk. She also makes hotel reservations as needed for department heads/elected officials and County Clerk co-workers. She communicates with department heads/elected officials on a daily basis. She is the only person to type confidential payroll correspondence. She receives and signs for litigation
and payroll garnishments when presented by process servers. As a sworn Deputy Clerk, she assists with the swearing-in process of all Sheriff’s Deputies after the Sheriff has been elected and conducts any oaths necessary for members of other political entities. She prepares all in-office payroll change paperwork, i.e. status change forms, new employee forms, etc. These forms must be completed timely and accurately and distributed properly.

**Commission Meetings** - Attends and takes shorthand minutes at regular and special meetings and public hearings of the Board of Shawnee County Commissioners and Board of Canvassers. She transcribes minutes from the recorded meetings as well as from her shorthand minutes and edits it for the County Clerk’s review. Excellent spelling, sentence structure and grammar skills are required to draft minutes. She also attends Commission meetings in the absence of the County Clerk. Additionally, she processes the paperwork from the Commission meetings. This involves distributing signed contracts, agreements, resolutions, etc., to the correct departments or vendors. She also must prepare items for publication, items to be recorded by the Register of Deeds and file taxpayer appeals of Board of County Commission decisions with the Clerk of the District Court. She must communicate daily with the Commission Office staff, including filling in when they are short staffed. She must research old minutes, resolutions, contracts and other records for Commissioners, other County departments and taxpayers upon request.

**Street and Sewer Benefit Districts/Temporary Notes and Bond Issues** - Processes petitions from property developers for street and sewer benefit districts as required by statute and submits said petitions to the County Bond Counsel for review. She is then responsible for placing the appropriate documents on the County Commission agenda, Planning Commission agenda, getting the public notices and resolutions published, processing any required mailings to affected property owners, and certifying documents and filing said documents in the office of the Register of Deeds. She must also notify the Public Works Director of any public hearings scheduled before the Board of County Commissioners on street and sewer districts. She also assists the County Clerk to process the paperwork for temporary note financing and general obligation bond issues. She must be sure the schedule/calendar set by the Bond Counsel is followed and deadlines are met. She is solely responsible for the mass mailings required by law to notify all property owners of proposed and final special assessments on any street and sewer benefit districts. She also maintains the sewer and street benefit district files. She works closely with the County Bond Counsel during all temporary note financing, general bond issues and any other bond issues. She also works with the Director of Public Works on these issues.

**Sureties and Bond Documents** - County resolution requires sureties for all street and sewer benefit districts. She must communicate with petitioners or developers regarding their required sureties. She must verify the dollar amounts and place the sureties on the Board of County Commission agenda for approval. When the resolution requirements are met for release of the surety, she must prepare the correspondence to the petitioners/developers and process the releases after Board of County Commission approval.
Supervision of Office Assistant I and III - Assists in interviewing and hiring of secretarial/administrative staff (Office Assistant I (OAI) and III (OAIII)). As the supervisor, she must evaluate the OAI and OAIII and forward the evaluation to the County Clerk for her final review prior to signing their annual salary step increase. She delegates and reviews the work of the OAI and OAIII. She also is responsible for any day-to-day reprimands or small disciplinary issues of her staff. She proofs and edits the minutes of the OAI prior to submission to the County Clerk. She serves as backup for the OAIII on the issuance of cereal malt beverage licenses, transient merchant and peddlers’ licenses, self-insurance claim status and open records requests. She answers directly to the County Clerk.

Miscellaneous
Works through the County property insurance carrier to provide proof of insurance papers to departments and at taxpayers’ request.
Processes requests for County VISA cards when submitted by departments. These must be reviewed by the County Clerk and Audit Finance Director for recommendation, resolution must be prepared, submitted to the County Counselor for review, put before the Board of County Commissioners for final approval and sent to Commerce Bank. Is also responsible for additional communication and/or correspondence with Commerce Bank requesting increases/decreases to these VISA cards or when a credit card needs to be canceled.
Attends bid openings for County projects to record bids (per statute) received on street and sewer benefit district projects. Serves as backup to OAIII to attend bid openings for County bridge projects and occasionally for the Purchasing Director when needed.
Assists the public on the phone, at the counter and through email correspondence regarding real estate information, completion of homestead refund forms, fish/hunt/park/boat license sales. Assists the State Board of Tax Appeals (BOTA) in locating taxpayer appeal documents.
Performs a variety of clerical duties including typing, filing, operating a personal computer and other standard office machinery.
certifies documents such as County records, resolutions, minutes, and occasionally prepares certifications for individuals from other countries.

Office Assistant III:

Supervision - In the absence of the Administrative Supervisor, supervises the Office Assistant I (OAI). Trains her, reviews her work, and reports to the Office Administrative Supervisor.

Commission Meetings - Takes shorthand minutes at the County Commission meetings held each week. She alternates these weekly meetings with the Administrative Supervisor and must serve as Deputy County Clerk at her meetings when not attended by the County Clerk. Serves as secretary at public hearings (many held off-site and/or in the evenings) and special meetings such as the annual County budget hearing. Each meeting
is recorded and the shorthand minutes are used as backup to the recordings. The shorthand minutes prove very useful when preparing minutes. She maintains a list indicating the status of all meetings for quick reference. She has daily contact with the County Commission staff; occasionally filling in when they are short staffed. She distributes the paperwork (contracts, resolutions, deeds, agreements, etc.) from the meetings and answers questions relating to the meeting in the absence of the County Clerk.

**Animal Regulations** - As the office contact for any questions on animal regulations within Shawnee County, she has direct contact with the public, the Animal Control Officer of the Sheriff’s Office, and the County Counselor. She also receives many calls from other Kansas counties who are interested in the animal regulations in Shawnee County. Shawnee County has two specific regulations; one is on the Leash Law for control of roaming domesticated animals and the other on exotic animals.

**Leash Law:** She provides information to property owners who live in subdivisions outside the City limits who are interested in controlling the free roaming of domesticated animals. After the initial contact, she prepares a petition packet (petition, resolution, and map of the subdivision) for the taxpayer. Once the petition has been completed and returned, she verifies all the signatures and calculates whether the correct percentage of property owners had signed the petition. Once that is verified, she prepares the resolution and sends it, a map of the subdivision, and the petition to the County Counselor for review. She then prepares the information to be placed on the County Commission agenda. After approval by the Commission, a copy of the resolution and a map of the subdivision are given to the Sheriff’s Animal Control Officer. A copy of the resolution is also provided to the County Counselor and the original petitioner.

**Exotic Animals:** By current County resolution, all exotic animals are prohibited to reside within Shawnee County. However, she maintains a file with the permits of all exotic animals that were grandfathered into the County.

**Open Records** - Serves as the office contact for all open records requests sent to the County Clerk under the Kansas Open Records Act (KORA). The requests must be reviewed and forwarded to the correct department(s). In some cases, the intent of the request is not clear and she forwards it to the County Counselor for review and determination. After a response is received, she contacts the individual as to the costs, if any, that will be involved to receive the information and in what form they would want it (paper, fax, or email). She also maintains a list of the status of every request received since the KORA has specific timelines for responding to any open records request. She must be familiar with the KORA and the County copy resolution.

**Auto Insurance Claims** - She serves as contact liaison between the County and the County’s auto liability insurance carrier. The insurance card carried in each County-owned vehicle has the name and phone number of the County Clerk’s Office, and when and if a County vehicle is involved in an accident with another non-County vehicle, they must report to the OAIII. She maintains a file for these reports and must follow up with the department involved as well as the County insurance carrier and, often, the insurance carrier of the other party. She created a form for use by County departments to report
accidents involving County vehicles. This form is available on-line at the County Clerk’s web page.

**Claims Against the County** - She receives all claims against the County by the general public for damages and/or losses and forwards them to the County Counselor for investigation. These claim forms are available on the County Clerk web page (*see Auto Insurance Claims*) for use by the public. She must maintain a list of all claims and follow up on their status.

**County Notary Public** - Resolution No. 2002-136 states the intention of Shawnee County to act as approved surety for all County employees who must serve as notaries in the line of their jobs and instructed the County Clerk to keep the formal list of said notaries. The OAIII is the point contact between all departments and the Secretary of State for new and renewal notary publics. She maintains the list of all current notaries.

**Clubs-Occupational Tax Fee/Cereal Malt Beverage Licenses** - The County collects a fee from all private clubs and drinking establishments in the unincorporated areas of the County. The OAIII maintains a list of these establishments and sends reminder letters when their fee is due. She also receives applications and collects a fee from any individual interested in having a retail cereal malt beverage license in the unincorporated areas of the County. This requires working directly with the public, the County Counselor, the Sheriff, the Kansas Department of Health and Environment, the Kansas Department of Agriculture, and the township officials. She must be very familiar with County policy and Kansas State statutes for both of these items.

**Sends out RFP’s for County Projects/Bid Openings** - She sends out RFP’s on County projects and receives the responses whenever the County requires the services of an architect, engineer, or an appraiser. She maintains a current list of all eligible companies and works closely with the County departments in this process. She shares the duty of attending bid openings to record bids for various County projects with the Administrative Supervisor. She also maintains a list of and holds all bid bonds/surety’s received for the County projects as well as those for the Purchasing Department. She is also responsible for the return of the bid bonds/surety’s when they are no longer required.

**County Litigation** - When any summons is served on the County Clerk (for the County), the OAIII forwards it to the County Counselor and notifies the Board of County Commissioners by a memo on the Commission agenda. She is also responsible for maintaining a file on these cases.

**Miscellaneous** –

As part of the Administrative Section of the County Clerk’s Office, she prepares certifications of documents to verify they are true and correct.

She serves as secretary to JEDO (Joint Economic Development Organization) when the County Chairs the organization. This requires attendance at all their meetings as well as recording and taking shorthand minutes and preparing the minutes. She works with the County Commissioners and various County Department Heads as well as the
Mayor of Topeka, the City Council, Go Topeka, and the Chamber of Commerce staff.
She collects fees for Peddler and Transient Merchant Licenses.
She uses shorthand to take minutes of County Commission meetings and various other meetings as required. She also takes shorthand from the County Clerk when she needs correspondence drafted.
She scans all County Commission agendas and meeting packets which are put on the County website for public access. She does various other filing and scanning as required.
She is one of two authorized personnel in the office to whom all other employees must go whenever they have a request for the IT Help Desk.
She assists the public in person and over the telephone with real estate questions, Homestead filings, etc., when the Real Estate Division is busy. This position requires general knowledge of the entire office.
The Administrative Division frequently receives requests from various County Departments and the general public for research of records. As the County Clerk is the official records keeper for the County, the OAIII must be familiar with all aspects of those records, both present and past. This research can be very time consuming.

Office Assistant I:

**Commission Minutes** - The Office Assistant I (OAI) does not attend the County Commission meetings but still assists in preparation of the minutes. The minutes are done in a motion only format, however, it is necessary for her to listen to the entire meeting tape for any major details to be included in the minutes. She uses the recorded meeting, the County Clerk’s notes, and the shorthand notes of the OAIII and Administrative Supervisor. After completion of the initial rough draft, the minutes are given to the OAIII or Administrative Supervisor to edit. The minutes are then returned to the OAI to make any needed corrections and for presentation to the County Commission for approval.

**Consolidation of Rural Water Districts** - State law provides specific guidelines and timetables to be followed when consolidating Rural Water Districts (RWD). She must find the location of the RWD and have the Mapping Division print maps showing the Districts being consolidated. The letter requesting the consolidation, the Petition for Consolidation, the Order of Consolidation, the memorandum to the County Commissioners requesting the hearing date be set, and a copy of the map showing the districts involved must all be sent to the County Counselor for approval as to legality. After appearing before the Commission, if approved, she publishes a public hearing notice for two consecutive weeks and sends a notice to all interested parties. After the public hearing and Commission approval, the documents must be delivered to several County departments and all parties involved. From the receipt of the initial request for the consolidation, the OAI has exactly 30 days to get everything completed. Understanding Kansas State statutes and County resolutions is extremely important.

**Road Vacations** - When the OAI receives a request to vacate a road, she must first get the legal description, which many times involves going to the old Road Records kept in
the County Surveyor’s Office and then have the Mapping Division prepare a map. All the appropriate documents must be sent to the County Counselor for review as to form and legality and put before the County Commission to set a public hearing date. Notice must be published in the newspaper once as to the hearing date, as well as a copy of the notice of hearing and the legal description of the road to all adjoining landowners by certified mail. If it is within the three-mile limit, she must also notify the County Surveyor, the County Engineer, City Planning, any townships involved, and the City of Topeka. After the public hearing, she must be sure the resolution is in order and then record the road vacation in the Register of Deeds Office. After recording, a copy must be sent to all parties involved.

**Birth/Death/Marriage Record Requests** - The County Clerk’s Office receives many requests for birth, death, and marriage records. Upon receipt of such a request, the OAI will research the computer system for the records. If the record is located, she makes a copy and sends it out to the person making the request. If it cannot be found, she forwards them information about other State offices they could contact to search further.

**Contract/Resolution and Committee Lists** - Contracts and resolutions are presented for approval at almost every meeting of the County Commissioners. The County Clerk is responsible for maintaining a running list of contracts for each year. A list of each type of resolution is also kept for each year. These lists are stored in this Office’s computer database for ease of retrieval. After each Commission meeting, the OAI takes the pertinent information, i.e. approval date, document numbers, a brief description, and the department involved, and enters it into the running contract and/or resolution list. It is very important that key words and phrases are used when preparing the lists because the lists are used almost daily for research. The OAI is also responsible for maintaining an updated list of members of many different committees in the County. The information required is the name of the committee, the names of the members, the office (if applicable), the date of appointment, and date of termination.

**Imaging/Scanning** - The County Clerk’s Office has an imaging system, and the OAI is responsible for scanning the entire contents of each meeting folder. She reviews each folder before scanning to insure all documents are signed, dated, and in the same order as the agenda. After scanning, the item must be indexed for ease in retrieval.

**Miscellaneous** –
- Types correspondence as requested and memorandums for Commission agenda items.
- She assists the public in person and over the telephone and when the Real Estate Division is busy. She assists with real estate questions and with Homestead filings.
- Transfers tape recorded County Commission meetings to disk and computer.
- Conducts extensive research of documents and Commission minute records upon request.
- Files, photocopies, clips newspaper articles for meeting files and delivers inter-office mail.
REAL ESTATE:

Office Manager II, Office Assistant II, Account Clerk III, Office Assistant I:

Supervision –

The Office Manager II supervises the Office Assistant II, the Account Clerk III (partially shared with Budget Officer) and the Office Assistant I. She also serves as Chief Deputy to the County Clerk and acts on her behalf when she is absent. The Office Manager II is accountable for performance evaluations on these employees. She also approves of absences (sick and annual), disciplines the employees, and performs other personnel related functions as required.

The Real Estate Division is staffed by the Office Manager II (OMII), an Office Assistant II (OAII), an Account Clerk III (ACIII), and an Office Assistant I (OAI). Because of the scope of work they must do, it is easier to follow a calendar year to explain their duties.

January –

All property splits from deeds dated prior to January 1 must be completed to allow the County Appraiser to compile and mail out the Certificate of Valuation Notices (CVN). (OMII)
Balance and prepare the distribution for Motor Vehicle/RV tax by January 15th. (OAII)
Prepare year-end Motor Vehicle Report and transmit to Property Valuation Division (PVD) by January 15th. (OMII)
Tax Unit Maps due to PVD and state assessed utilities by January 15th. (OMII)
Prepare Fish and Game monthly report. (ACIII)
Prepare Fish and Game 4th quarter report. (ACIII)
Prepare Fish and Game annual report. (ACIII)
The Homestead Exemption filings begin. (OMII, OAII, ACIII, OAI)

February –

Real Estate splits/combinations can again be worked. (OMII, OAII)
Prepare Fish and Game monthly report. (ACIII)
Assist taxpayers with Homestead Exemption filings. (OMII, OAII, ACIII, OAI)

March –

Balance and prepare Motor Vehicle/RV tax distribution. (OAII)
Continue working on real estate splits/combinations dated January 1st and after. (OMII and OAII)
Prepare Fish and Game monthly report. (ACIII)
Assist taxpayers with Homestead Exemption filings. (OMII, OAII, ACIII, OAI)
April –

Prepare Fish and Game monthly report. (ACIII)
Prepare Fish and Game 1st quarter report. (ACIII)
If any annexations took place prior to April 1st, updated Tax Unit Maps must be sent to PVD and state assessed utilities. (OMII)
Preparations started for annual General Obligation Bond for street and sewer projects. (OMII)
April 15th is the final day for taxpayers to file for Homestead Exemption. (OMII, OAII, ACIII, OAI)

May –

Motor Vehicle estimate of value is due to the County Treasurer and taxing subdivisions by May 10th. (OMII)
Prepare Fish and Game monthly report. (ACIII)
Continue preparations for General Obligation Bond. (OMII)

June –

Balance and prepare Motor Vehicle/KY tax distribution. (OAI)
Neighborhood Revitalization Act applications are due from the County Appraiser before June 15th in preparation of the July Abstract for PVD. (OMII)
Prepare monthly Fish and Game report. (ACIII)
June 15th receive certification of State assessed values from PVD and put into computer. (OMII)
After June 15th, the County Appraiser cannot change property values without sending a Balance Back Value Sheet to the County Clerk who maintains the valuations until cut-off for the new property tax roll. (OMII, OAI)
June 15th the County Appraiser must certify all values to the County Clerk in preparation of the July abstract and the property tax roll. (OMII)
Continue preparations for General Obligation Bond. (OMII)

July –

Prepare monthly Fish and Game report. (ACIII)
Prepare 2nd quarter report for Fish and Game. (ACIII)
July abstract due to PVD by July 15th. (OMII)
Continue preparations for General Obligation Bond. (OMII)

August –

Prepare monthly report for Fish and Game. (ACIII)
Send out current property owner listings to affected mortgage companies for their update and return for the new tax roll. (OAI)
State Treasurer amortization schedule for new General Obligation Bond received, bond repayment schedule prepared by Accountant II and special assessment figures will be entered for the new tax roll. (OMII)
**September –**

- Prepare monthly report for Fish and Game. (ACIII)
- Balance and prepare Motor Vehicle/RV tax distribution. (OAII)
- Finish work on property splits/combinations in preparation of the new tax roll on all deeds filed prior to September 1st. (OMII, OAII)
- Prepare and balance final property values.
- After the County Clerk sets all countywide tax levies, they are entered into the computer and triple checked for accuracy. (OMII)
- Balance special assessments for the new tax year. (OMII)

**October –**

- Prepare monthly Fish and Game report. (ACIII)
- Prepare 3rd quarter Fish and Game report. (ACIII)
- Balance and prepare Motor Vehicle/RV tax distribution. (OAII)
- Any additional State assessed properties will be reported by PVD by October 15th to be added to the tax roll. (OMII)
- Tax statements will be run and provide the County Clerk, Treasurer, and Appraiser time to pull any statements that were requested or those that require changes, i.e. mailing addresses. (OMII, OAII)

**November –**

- Prepare monthly Fish and Game report. (ACIII)
- The November abstract is due to PVD by November 15th. (Extensive reports and balancing involved in the preparation.) (OMII)
- Homestead recipients come in starting November 1st for assistance in completion of their ELG (eligibility letter) from the State. They must use the credit toward their unpaid taxes. (OMII, OAII, ACIII, OAI)
- Resume work on property splits/combinations from September 1st to year end. (OMII, OAII)

**December –**

- Prepare monthly Fish and Game report. (ACIII)
- Balance and prepare Motor Vehicle/RV tax distribution. (OAII)
- New fish and game books arrive and must be readied for distribution to the vendors within two weeks of receipt. (We are supposed to go to an online licensing procedure in 2005 so this step will no longer be necessary.) (ACIII, OMII, OAII, OAI)

**Miscellaneous Jobs (completed every month) –**

- Receive deeds from the Register of Deeds, stamp with transfer number and Clerk’s signature, copy and return originals in a timely manner. (OAI)
Input name change information into computer from deeds, District Court documents, etc. and research any inconsistencies in the chain of title. (OAII)
Balance Motor Vehicle receipt reports to the reports of the Treasurer and Audit Finance. This includes entering any refunds and adjustments. (OAII)
Assist taxpayers/general public at the counter and on the phone. (OMII, OAII, ACIII, OAI)
Assist public with use of the GIS public access computers, if needed. (OMII, OAII, ACIII, OAI)
Sell fish and game licenses, park permits and register boats. (ACIII, OMII, OAII, OAI)
Balance cash drawer, have accountant verify amounts and take deposits to Treasurer’s Office daily. (ACIII, OMII)
Work Correction Orders and Added Tax Statements daily as received. (OMII, OAII)
January 1st through April 15th assist public in filing Homestead Exemption/Food Sales Tax Exemption papers. (OMII, OAII, ACIII, OAI)
Take and receipt any special assessment payouts on County General Obligation Bond street and sewer assessments prior to October 1st. (OMII)
Add all special assessments (weeds, nuisance, paving, sewer, etc.) sent over from the City to the tax roll for collection with property taxes. (OMII)
The PPO1 and PP90 (Personal Property) files are kept up daily for the Appraiser. This information determines if they are being taxed in the correct tax district. (OMII, OAII, ACIII, OAI)

BUDGETS/ECONOMIC DEVELOPMENT:

Budget Officer:

Supervision –

The Budget Officer maintains partial supervision of the Account Clerk III (ACIII) in the Real Estate Division. This employee is being trained by the Budget Officer to assist her in her duties. The Budget Officer answers directly to the County Clerk.

Annual Reports (Townships, Fire Districts, and Cemeteries) –

The Budget Officer sends the Annual Report forms to the Treasurers of the various districts for them to fill out and publish by January 31st. Upon the report forms being returned to the Clerk’s Office, the Budget Officer reconciles them by checking beginning balances on the Annual Reports with that of their budgets and the County trust transactions file. She created two Excel worksheets to aid in this reconciliation process. Once the Annual Reports are reviewed, they are presented to the County Commissioners for acceptance.
Tax Accounts –

The Budget Officer maintains the tax accounts on an Excel spreadsheet and enters each tax distribution as they are made. She orders printouts to compile the figures to be dropped into the spreadsheet. The amount of the original tax roll, plus any added taxes, minus any abated taxes should equal the total amount of tax dollars distributed over the year. The tax accounts are reconciled for the external auditors each year. The grand total should also match the Certification of Taxes given to the Treasurer in November of the preceding year.

Budgets –

The Budget Officer sends Budget Forms to all taxing districts in late May each year. Appointments are scheduled during the month of July for all entities (townships, fire districts, small cities, cemeteries, etc.) requesting assistance with their budgets. The Budget Officer uses the budget figures they provide and enters the information into a computer program specifically for budgets provided by the Department of Accounts and Reports of the State of Kansas. After the budget meetings, the Account Clerk III (ACIII) audits the budgets as to accuracy in calculations. They are then given to the County Clerk for final review. The Budget Officer forwards the Notice of Budget Hearing to the designated newspaper of each entity for publication. All budgets from every taxing entity in the County are to be certified to the County Clerk by August 25th. These budgets are again checked by the Budget Officer and re-checked by the County Clerk. Upon receipt of the November 1st final values from the State of Kansas (State Assessed Utilities) and the County Appraiser, the Office Manager II enters the State Assessed values and a printout of these values by district and tax unit is requested. These values are then certified to all the entities providing levies on districts they share with Shawnee County. We also receive values from surrounding counties to set levies for them. The County Clerk sets all the levies for every taxing district in Shawnee County. The Budget Officer and the ACIII then check the levies. The Office Manager II enters the levies into the computer. A printout is ordered, levy sheets and tax unit sheets prepared and, again, the figures are checked multiple times. After tax statements are run, all State Assessed statements and Industrial Revenue Bond (IRB) statements are checked by the Budget Officer and OMII.

July Valuations for Budget Estimates –

The Real Property, Personal Property, Motor Vehicle, Recreational Vehicle, 16/20M, Industrial Revenue Bonds (IRB), Neighborhood Revitalization Act (NRA) and delinquency information as well as the ad valorem tax amounts from the previous year are certified to all taxing districts in the County to use in their budget calculations. These values have to be sent out by July 1st. The Budget Officer has prepared a spreadsheet for comparison of values from July of the previous year to the current year July values. This assists in determining any obvious discrepancies or errors in the new values. The values are checked and compared and if any problems are found, the Appraiser’s Office is notified.
Economic Development and Industrial Revenue Bonds –

The Budget Officer receives and checks any applications for exemption of taxes. She prepares the Cost Benefit Analysis (CBA) (in an Access format) from the business requesting exemption. The County Commissioners are presented with the information on the exemption request and they appoint a review committee. The Budget Officer then prepares packets for the Review Committee. The Commissioners set a public hearing date and all affected entities, the applicant (or their representatives), and the general public can comment. She prepares all required publications and notifications and also prepares the packet to be sent the Kansas Board of Tax Appeals (BOTA). She maintains the exempt files and makes sure renewals are completed on time and the exempted values are correct. She also makes sure all Economic Development Exemption Claim Forms are sent to the State (BOTA) by July 1st each year. She will also compute and enter the tax amounts for Industrial Revenue Bonds (IRB) and Economic Development tax statements.

Miscellaneous –

Rural Water Districts - attachments and consolidations.
Works on road vacations for roads and highways that are not in platted subdivisions.
Keeps cemetery lists, maps and contact people and updates them as needed.
Answers questions from the general public about current and abandoned cemeteries.
Maintains a list of bonds for all Township Treasurers and checks to be sure they are current.
Maintains a list of all current officials and board members from: townships, fire districts, rural water districts, cemeteries, and drainage districts.
Maintains the tax levy, value, and tax unit book. (This is a permanent record.) Prepares forms and formulas for accounts kept in the County Clerk’s files.
Keeps a list of all Coroners’ reports in a computer format for easy access by all Administrative staff.
Assists Administrative Staff and general public in historic research.
Tracks all legislative bills that pertain to the County.
Assists the public at the counter and over the phone.
Answers questions about Homestead and Food Sales Tax Exemptions for staff and the general public, as well as assisting with the filings.
Prepares valuation information for other taxing districts when they are doing a bond issue.
Assists in the gathering of information for all County temporary note and bond issues. (Building permits data, valuations, taxes outstanding, etc.)

PAYROLL:

Payroll Officer, Assistant Payroll Officer:

The County Clerk is administrator of payroll, health insurance, life insurance and all
other employee benefits, as well as designated agent for the Kansas Public Employees Retirement System (KPERS). The Payroll Officer has the direct, day-to-day responsibility for these duties. The Assistant Payroll Officer assists in performing duties related to payroll, internal audit functions, and benefit plans.

**Supervision –**

As Payroll Officer she supervises the Payroll Assistant and, in the absence of the Accountant II, supervises the Accounting Division. The Assistant Payroll Officer is supervised with respect to accountability of performance and behavior, completion of tasks and assignment of duties. She approves absences to make sure they comply with personnel needs and County Personnel Rules and Regulations. She also recommends any necessary disciplinary action to the County Clerk. She recommends the need for staff development and training, completes the performance evaluation of the Assistant Payroll Officer and makes recommendations to the County Clerk. She participates in the screening and hiring process of the Assistant Payroll Officer. She answers directly to the County Clerk.

**New Employee Orientation –**

All new County employees are required to attend the New Employee Orientation, which is scheduled every Monday morning. The Payroll Officer and Assistant Payroll Officer assist each new employee in completion of all new hire documents, these include the W-5/W-4, I-9, oath of office, KPERS, direct deposit, applications for life insurance and the employee information form. They also inform them of the waiting period to get on the County health insurance. They also explain all health insurance, KPERS/KP&F, life insurance, and direct deposit information. If an employee is a KPERS/KP&F transfer, they are assisted in completion of the correct forms. The Payroll Officer and Assistant Payroll Officer work closely with the Deputy Director of Human Resources during the orientation.

**Computerized Payroll System –**

All necessary new employee information must be entered in the County Payroll System. There are four (4) payroll screens: the base screen, rate screen, time screen and extended base screen for direct deposits. Other changes to payroll that would require computer entry would include pay increases, promotions, Credit Union changes, union dues, marital status/exemption changes, retirement codes, and AFLAC and KPERS life. The Payroll Officer and Assistant Payroll Officer assist payroll clerks from all County departments. They conduct in-house training sessions on the computerized time card system. The Payroll Officer and Assistant Payroll Office have daily contact with County employees, department heads/elected officials, and representatives from various benefits companies. They work closely with the employees of the County Audit Finance Department who audit payroll worksheets, time cards, and KPERS/KP&F annual reports. The Payroll Officer and Assistant Payroll Officer calculate wage statements for City of Topeka Risk Management to determine the amount of benefit to be paid to County
employees on workers compensation.

Balancing Payroll –

The Payroll Officer and Assistant Payroll Officer check and verify departmental worksheets from each department as they are submitted to payroll. Corrections would include giving an employee incorrect hours worked or taking an incorrect number of sick/annual leave. They calculate pay for employees on workers compensation and notify the appropriate departments how much these employees should be paid. The Assistant Payroll Officer calculates all garnishments and student loan payments for each pay period and processes them in a timely manner. The Payroll Officer and Assistant Payroll Officer calculate withholding orders on Jail Trustees, as they often change from pay period to pay period. If an error is discovered on an employee paycheck after issuance, the Payroll Officer works together with the Accountant II on a reissue. Any memos pertaining to payroll are often given out with the paychecks as well as being sent by email. She maintains a current list of withholdings (in state and out of state), such as garnishments, bankruptcies and all other court ordered payments. Once payroll is balanced, the Payroll Officer prepares and the Assistant Payroll Officer reviews a list of all changes to payroll for the current pay period and provides the list to Audit Finance for verification and approval.

Payroll Checks –

Upon approval of payroll by Audit Finance, the Payroll Officer or the Assistant Payroll Officer request a direct deposit report and the check assign report from Information Technology (IT). They then contact the County bank, Commerce Bank & Trust Co., by fax, the number of direct deposits and the net amount of the deposits. All blank payroll checks are stored in the County Clerk’s Office in the locked vault. The Payroll Officer or the Assistant Payroll Officer verify the correct starting payroll check number and take the checks to IT for printing and folding. They stay the entire time the checks are being printed, for security purposes, and upon completion bring the paychecks and direct deposit forms back to the office. The checks and direct deposit forms are inter-filed by department. The same process of inter-filing is used for the check register, wage report, and annual leave/sick leave reports. These reports are given to each department on each payday. A memo signed by the department head and sent to the County Clerk must previously authorize any individuals who come to pick up payroll checks/direct deposit forms.

Health Insurance –

The County Clerk is the administrator of the self-insured health insurance plan of Shawnee County. The Payroll Officer administers and coordinates the day-to-day processes, with the help of the Assistant Payroll Officer. One month prior to eligibility for health insurance, new employees are sent a packet of information regarding the County’s health insurance plan and the rates. The employee must contact the Payroll Division to set up an appointment to complete the health insurance application and
cafeteria agreement. The original application is sent to Blue Cross/Blue Shield. They assist employees who need to make changes to their coverage, i.e. adding or deleting dependents. When an employee terminates employment, they complete and mail a COBRA form offering continuation of health insurance coverage. They also receive life insurance conversion forms for their optional group life insurance. The Payroll Officer, with assistance from the Assistant Payroll Officer, coordinates all necessary forms, meeting rooms, and other information for the annual health insurance open enrollment. This also incorporates open enrollment for cancer insurance and flexible spending accounts. The Payroll Officer and Assistant Payroll Officer spend an average of 40 hours away from their regular duties during the open enrollment period.

**KPERS/KP&F –**

The County Clerk, Payroll Officer, and Assistant Payroll Officer are all designated agents for KPERS/KP&F. The Payroll Officer and Assistant Payroll Officer complete employee enrollment forms when they become eligible. Because theft eligibility occurs one year after they are hired, they maintain a constantly updated list and send reminders to the employees when they need to come to the office to fill out the forms. They provide KPERS optional group life forms to those eligible and conversion forms upon the termination of an employee. They complete KPERS/KP&F withdrawal applications for terminated employees and complete disability forms when an employee becomes disabled. They also provide assistance when employees decide to retire as to the most beneficial time and calculate their potential benefits. They complete the KPERS/KP&F verification of the most recent contributions for the retired employees. The Payroll Officer and Assistant Payroll Officer are both responsible for completion of the KPERS/KP&F annual employee and employer contribution report and distribute the annual statements to all KPERS/KP&F employees.

**Garnishments - Assistant Payroll Officer –**

Prior to balancing payroll, the Assistant Payroll Officer calculates garnishment and student loan amounts to be deducted from employees’ checks as provided by court orders. These amounts are then entered into the payroll system. On Wednesday of pay week, she must encumber the garnishment/student loan finds to be paid out monthly to the correct attorney, etc. After two garnishments have been made, she combines the amounts withheld on each garnishment during the previous month. She then notifies each applicable employee and the attorney of record of the amount being held. She then enters the amount to be paid to the garnishment attorney into the accounting system on or before the 25th of the month. From this a check is generated and sent to the attorneys of record in each garnishment. The Assistant Payroll Officer has frequent contact with attorneys and their staff concerning the amounts owed and determining when the garnishment should be released. The Payroll Officer performs these duties in the absence of the Assistant Payroll Officer.
Payroll Vouchers –

Assistant Payroll Officer –

The Assistant Payroll Officer enters special deductions (child support payments, union dues, credit union payments, United Way payments, life insurance, bankruptcies and IRS levies) for payroll voucher checks on each Wednesday of pay week. She prepares an invoice for each of the special deductions including the vendor number, line code (from the appropriate account) and stamps the County Clerk’s signature on each. She then enters all the information into the accounting system and double checks for accuracy. The accounting system assigns a payment voucher (PV) number, which is written on each invoice along with the date it is to be paid. The invoices are then sent to Audit Finance for review and approval.

Filing - Assistant Payroll Officer –

The Assistant Payroll Officer maintains numerous types of files for the Payroll Division. The files must be kept current at all times. The file types include: current employees, terminated employees, intermittent employees, KPERS, credit unions and union dues. She updates these files upon completion of each payroll. She also files many forms only once a year, after open enrollment.

Miscellaneous - Payroll Officer –

She reconciles health insurance, life insurance, cancer insurance, AFLAC and KPERS/KP&F bills for payment.
She calculates and pays County provided life insurance premiums.
She creates and provides copies of the annual payroll schedules to all departments.
She completes any open records request on payroll related issues.
She verifies employment upon request (written and by phone) on current and terminated employees.
She maintains employee files.
As a member of the health insurance committee (appointed by the County Commissioners), she reviews proposals and makes recommendations regarding design and structure of the County health insurance plan.
She collects health, KPERS life insurance, and flexible spending premiums from employees on Family Medical Leave (FMLA), workers compensation, etc., when these premiums are not being deducted from their paychecks.
She collects monthly health insurance premiums from all eligible retirees. She completes current employment vital statistics reports monthly.

Miscellaneous Duties - Assistant Payroll Officer –

She interacts with employees and department heads/elected officials regarding payroll and benefits.
She verifies employment for current and terminated employees by mail, fax, and telephone.

In the absence of the Accountant II, she is solely responsible for all payroll wires, EFT payments, student loan payments, IRS payments, canceling PV’s, and issuing special checks.

In the absence of the Payroll Officer, she is solely responsible for all of her listed duties as well as reconciling the health insurance, life insurance, KPERS/KP&F, and cancer insurance payments.

MAPPING:

**Cartographer, GIS Technician, Real Estate Mapper, Office Assistant I:**

The Mapping Division of the County Clerk’s Office is responsible for maintaining, updating, and correcting parcel boundaries and ownership records for the County tax roll. They maintain the document log for deeds, affidavits, divorces, probates, death certificates, and other miscellaneous documents filed in the office of the Register of Deeds. They assist the public and other offices in land title searches and interpretations of County regulations and policies and State statutes, regulations, and policies. They assist taxpayers and other offices on the GIS public access computer housed in their office. They also create and maintain water district maps and property ownership maps for sale in the County Clerk’s Office. The Mapping Division also maintains the centerline and housepoint files. They create buffer areas and reports pertaining to those areas when needed. They assign parcel identification numbers when a new parcel is created and determine parcel identification numbers for new subdivision plats before they are recorded.

**Daily Work Duties –**

**The Office Assistant I (OAI)** receives the documents recorded the previous day in the office of the Register of Deeds. She checks each document for notary information, transfer information, recording information, etc. The ownership is verified and the legal description is checked for accuracy. The parcel identification number is written on the deed and it is then determined if the deed is simply a name change or a split to the existing parcel. If it is a split, a new parcel number is assigned. The documents are entered on the document log (DOCX) and given to the Cartographer.

**The Cartographer** verifies the information of the deeds, checks DOCX for accuracy and orders a report of the DOCX from Information Technology. Deeds with name changes are given to the Real Estate Division and the Cartographer keeps splits. Map work cards are pulled, worksheets printed, and the Cartographer completes the paperwork for splits. The paperwork is then given to the Real Estate Mapper and worked in GIS. It then comes back to the Cartographer and is verified for accuracy. Parcel identification numbers, lines, dimensions, acres, etc., are checked and sent back to the Mapper if corrections are needed. The OAI gets completed splits and makes copies for the
Subdivision Plats –

The legal descriptions of all new subdivisions are checked and parcel identification numbers determined before the subdivision can be recorded. A copy of the plat is returned to the Cartographer after recording and the process starts again with the deeds. Map work cards are pulled, worksheets printed, and new parcel identification numbers are assigned if necessary. The GIS Technician draws the plat in GIS and the Cartographer again verifies for accuracy. The paperwork is again copied and distributed to the Appraiser and Real Estate Division.

Supervision –

The Cartographer supervises the GIS Technician, the Real Estate Mapper, and the Office Assistant I. She is accountable for performance evaluations, approval of absences (sick and annual), discipline of employees, and other personnel related functions. She reports directly to the County Clerk.

Miscellaneous –

Has daily contact with the general public, surveyors, realtors, fee appraisers, and City and County departments.

Assists the public at the counter, over the phone, and by email.

Responds to open records requests for maps and returns them by fax, pick-up, or email.

GEOGRAPHIC INFORMATION SYSTEM (GIS):

GIS Administrator:

Supervision –

The GIS Administrator supervises the GIS Cartographer and is responsible for completion of her annual performance evaluation. She approves absences (sick and annual), disciplines the employee, and performs other personnel related functions as required. She answers directly to the County Clerk.

Duties - GIS Administrator and Cartographer –

GIS is “an organized collection of computer hardware, software, geographic data, and personnel designed to efficiently capture, store, update, manipulate, analyze, and cartographically display all forms of geographically referenced information.”

The GIS Division maintains and creates spatial data for multiple departments within
Shawnee County. Those departments are Planning, Public Works, Consolidated Emergency Communications Center (CECC), Elections, County Counselor, Appraiser, Register of Deeds, Homeland Security Division of Emergency Management, Health Agency, and the Weed Department. Some of these departments GIS for reference and tax purposes, such as the Appraiser, Register of Deeds, and the Real Estate Division of the County Clerk’s Office. Other departments use it for rapidly maneuvering personnel to an exact location, such as CECC. The CECC routes Sheriff and Police officers and/or other emergency personnel to find the fastest route in whatever emergency they may be facing. They also can verify if an address is located with City or County limits, and soon will be able to enter coordinates and be able to locate an individual using only Geographic Positioning Service (GPS) coordinates. The City Police Department uses the GIS data for crime analysis to show trends. The Weed Department uses it to locate attribute information about a parcel so they can contact a taxpayer who may be in violation. Emergency Management’s Homeland Security Division is one of the newest GIS partners to come on board. The GIS staff is helping them create their base maps and show them how to utilize current databases and how to create and maintain sensitive databases. The County has recently formed a partnership with Data Access and Support Center (DASC) to build and serve out GIS data for viewing nationwide through the County web site from six different URL addresses. The newest GIS project involves upgrades to the County users from Arcview to ArcMap 9. There will also be the incorporation of our new Spatial Database Engine (SDE) which will allow multiple users to edit and work on the same spatial reference information simultaneously, increases server space, and allows the databases to move more rapidly.

The GIS Division has been expanding and changing greatly, especially over the past year. They have upgraded and purchased new software and built new partnerships within the County. They spend many hours educating the users on how to use the software and databases through onsite instruction. At one time, GIS was a small piece of the overall County pie, but today because of forethought and through the use of hindsight, it is expanding beyond the boundaries of Shawnee County.

ACCOUNTING:

Accountant II:

Supervision –

The Accountant II is direct supervisor to the Account Clerk II, the Account Clerk I, and the Office Assistant II (Fixed Assets). She assists the County Clerk during the interview and hiring process for these positions. She trains, delegates duties, and instructs staff on proper completion of assignments. She also completes performance evaluation reports. Must have general knowledge of the duties of each employee under her supervision to be able to fill in when they are absent. The Accountant II also supervises the Assistant Payroll Officer in the absence of the Payroll Officer.
**Payroll**

The Accountant II receives all timesheets from County Clerk’s Office employees and enters the timecards into the payroll computer system. She calculates the hours worked (annual leave, sick time, comp time, and over time) to their hourly rate and balances it to the system. She then forwards the completed payroll to the County Clerk for final review and approval. In the absence of the County Clerk, the Accountant II and the Payroll Officer are the only other employees in the office authorized to approve payroll.

**Wires/ACH Debits/EFT**

She prepares all wires and ACH debits for Federal and State withholding, FICA, Medicare, Deferred Compensation, temporary note/bond, and KPERS/KP&F payments. The ACH debits must be telephoned in prior to payment. She enters all payroll wires and ACH debits into the accounting system on assigned payment dates, prepares the paperwork and delivers the forms to the Treasurer’s office for completion through the bank. Every Thursday the Blue Cross/Blue Shield wires are prepared in payment of the employee claims. ASI (flexible spending account) payments are wired on the 10th of each month.

**Quarterly/Annual Reports/W-2’s**

The Accountant II prepares and submits quarterly and annual reports for 941 (Employers Quarterly Federal Tax Return); Quarterly Wage Report & Unemployment Tax Return; Kansas Department of Labor Report; Social Security Administration Form 6559; Kansas Retailers’ Sales Tax Return; 1099 and 1099S report; and Kansas Annual Withholding Tax Return (Form KW-3E). The Accountant II is responsible for the balancing of the W-2’s by pay period, quarterly, and annually and then prints them for distribution to the employees before January 31st each year.

**Check Cancellation**

Whenever a check (voucher, payroll, or Treasurer’s check) is lost or issued incorrectly, the Accountant II submits a check cancellation resolution to the County Commissioners for approval. Upon approval, the check is canceled on the accounting system, a copy of the cancellation taken to the Treasurer’s office, and the check is re-issued. The individual who reported the check as missing must sign an affidavit prior to re-issuance of the check.

**Temporary Notes/General Obligation Bonds**

The Accountant II is responsible for the receipt of funds from Temporary Notes and Bonds as well as preparing the wires when paying off the Temporary Notes or making principal and interest payments on bonds. The incoming Temporary Note funds must be deposited into separate funds as determined by the project worksheets received from Public Works. She creates a spreadsheet of the projects and the costs of issuance are
broken down on a percentage of the whole basis and charged to each fund. On closing date she confirms the amount of wired funds received with the Treasurer’s Office and the Bond Counsel. She also enters the deposited amount into each project in the accounting computer system and delivers the printed deposit slip to the Treasurer’s Office. The project worksheets for bond issues must be balanced to the bond check sheets from the Public Works Director. The Accountant II must reconcile the figures on the bond check sheets against what was actually paid out of each project. After computation and completion of the project worksheets for the bond, they are forwarded to the Financial Administrator and Director of Public Works for review. The Accountant II works closely with the Office Manager II and the Administrative Supervisor during the bond issue preparation. After the bond closes, the Accountant II sets up a spreadsheet of the repayment schedule for the bond based on figures supplied by the State Treasurer. She also creates maturity schedules for each individual project. After every issue, whether Temporary Note or General Obligation Bond, the Accountant II prepares a Financial Statement outlining the outstanding long-term and short-term debt of the County.

**Statement of Indebtedness –**

In January, confirmation letters are sent to trustees for all Shawnee County Mortgage Revenue Bonds, Industrial Revenue Bonds, General Obligation Bonds, Temporary Notes, and Kansas Department of Health and Environment (KDHE) Loans. The Accountant II, upon return of the letters, confirms the balance for each. The confirmation letters are submitted to the external auditors. A Statement of Indebtedness spreadsheet is then prepared.

**State Treasurer’s Report –**

Under the statutory provisions of K.S.A. 10-1007a, the County Clerk is required to furnish a statement showing outstanding indebtedness of all taxing entities within the County to the State Treasurer as of June 30th. The Accountant II is responsible for the compilation and balancing of this report.

**Accounting –**

The Accountant II completes Form W-9 (Request for Taxpayer Identification Number and Certification) and tax-exempt exemption certificates for vendors upon request. She assists the Accounting staff with entering invoices as needed and is responsible for entering all Employee Assistance Program (EAP) invoices; the consolidated invoices for Southwestern Bell Corporation (SBC) Long Distance; Cingular Wireless; and utilities (City of Topeka and Westar Energy) invoices. She is authorized to change status and transaction dates on the Outstanding System. She reconciles and deposits all monies received from the Surplus Auctions held by the Purchasing Director; all health insurance premiums from employees and retirees; Landfill Surcharge, etc. She completes credit applications for hotels or sets up direct billings for the departments. She is responsible for the County credit cards, which are kept in the vault in the County Clerk’s Office. She submits requests for use of the credit cards to the County Clerk for approval; submits a
letter to the bank for issuance of a card; hands out the cards to the designated/approved employee and is the person to whom the card is returned upon their return; and reviews the monthly credit card statement and sends copies to departments for line coding. She is authorized to make corrections to invoices already entered on the system and re-enters the corrected invoice.

**Miscellaneous –**

She works with department heads/elected officials and their accounting staff on a daily basis.

She works with the external auditors to answer questions and provide requested documentation.

She is knowledgeable of County resolutions, Personnel Rules and Regulations, Teamsters Union contracts, state statutes, and office policies.

She works with other supervisors and employees in the County Clerk’s Office daily.

**Account Clerk II –**

The duties of the Account Clerk II (ACII) are the same as those of the Account Clerk I with several additional responsibilities. The ACII is personally responsible for processing invoices for twelve County departments. The processing is explained under Account Clerk I. The ACII sets up new vendors and makes address changes when needed. This person needs to be knowledgeable of Internal Revenue Service (IRS) rules and regulations concerning 1099’s. The ACII also enters encumbrances from all departments if bids were not taken through the Purchasing Department; is responsible for paying out all accounts payable (AP’s) unless they are directly related to fixed assets; is responsible for inter-departmental transfers (IT’s); is responsible for reconciling the juror and witness payments when they come from the Clerk of the District Court; in the absence of the Accountant II, she is responsible for the cancellation and re-entering of current PV’s that are on the system incorrectly; is responsible for the completion and entering of information on listing of tax exemption certificates; and is responsible for processing all stock orders. The Account Clerk II works closely with all County departments, vendors, and external auditors. She must be familiar with county rules, policies, and resolutions.

**Account Clerk I –**

**Invoices –**

The Account Clerk I (ACI) processes invoices for thirteen departments. The procedure includes: checking the invoice number and date; checking the items purchased; verifying the line code; applying discounts if applicable; making sure no tax has been added; making sure the dollar amount is within purchasing guidelines; put pay date on the invoice within 30 days unless otherwise specified; check for a bid sheet or County Commission approval; making sure the invoice has not already been paid; and post the
invoice to the accounting computer system. She also verifies the vendor name and address are correct. The payment vouchers (PV) are audited by the Audit Finance Department daily.

Balancing and Pay Dates –

Every Wednesday and Friday the ACI (assisting the ACII) prepares the final balancing of all invoices worked for presentation to the County Commission. The invoices are put in vendor number order, tapes run, and everything must balance with the accounting system, Data Query (DQRY). A separate tape is run noting wires and witness/juror fees. The voucher checks are approved twice weekly by the County Commissioners. A printout listing all vouchers by vendor with the total amount of voucher checks to be issued is provided to the Commissioners. After approval, the ACI (or ACII) personally takes the blank voucher checks up to Information Technology for printing/folding and stays until they are completed. All blank voucher checks are kept in the vault in the Clerk’s office for security reasons. Two different printouts are run by Information Technology, one being the Outstanding Update Voucher Check Register by Vendor Name and the other the Voucher Check Register by Check Number, are filed. One extra Voucher Check Register by Vendor Name printout is taken to the Treasurer’s Office. The ACI and ACII alternate pay dates. They then process the voucher checks, sort them, and take to the mailroom before 3:30 p.m. They also hand-deliver checks inside the courthouse and notify outlying departments of any checks.

First/Last of Month Transactions –

The ACI assists in checking the Pending Payable balance against the drawer total and the Interim Balance totals on the first of each month. These figures are then reported to Audit Finance as correct figures. Information Technology furnishes print outs of the following reports for filing: vendor list (alpha); vendor list (numeric); vendor list (temporary); interim balance sheets; general ledger; revenue report; summary revenue report; detailed revenue report; expenditure report; and outstanding liabilities report. Of these reports, four are distributed to each department: interim balance; detailed revenue report; expenditure report; and outstanding liabilities. On the last day of the month, all invoices must be put in vendor number order and tapes run on each pay date. These totals must balance to DQRY for each pay date. She then totals all pay dates and balances to the Pending Payable report.

Miscellaneous –

She interacts daily with department heads/elected officials, vendors, departments’ accounting staff and co-workers.
She assists the public by telephone and in person.
She compiles information upon request from other departments, the Accountant II, Audit Finance staff, and external auditors.
She files, disburses accounting documents, prepares new invoice folders, and assists in boxing and transferring old invoices to the sub-basement for storage.
She must be familiar with County resolutions (pertaining to accounting/purchasing), policies, and procedures.

**Office Assistant II (Fixed Assets Clerk) –**

**Fixed Assets –**

The Office Assistant II (OAII) maintains all fixed asset (FA) records. He reviews and enters all FA invoices and determines if the purchases fall under FA guidelines. He determines the FA Code, edits fields for length, clarity, and accuracy; balances dollar amounts to invoices, calculates purchase prices; assures discounts and trade-ins are included in the asset value. He also assigns Fixed Assets Inventory System (FAIN) numbers and property sticker to all inventories over $1,000. He goes out to all County locations to affix property stickers to assets. He works directly with every department in the County and performs a complete FA physical inventory at year-end and balances and prepares a complete FA report for presentation to the County Commissioners. Due to the adoption of Standard No. 34 by the General Accounting Standards Board, the OAII tracks the progress of infrastructure construction projects which are now included in the total FA of the County. He maintains a FA spreadsheet required by the County property insurance carrier.

**County Owned Vehicles –**

The OAII oversees the transfer of titles of County-owned vehicles and tracks the sales/trade-ins and purchases of vehicles for the County vehicle fleet. This tracking includes the need for access to confidential records of Sheriff’s vehicles used as undercover vehicles. He updates the computer system pertaining to fuel cards upon request from Information Technology. He maintains a County-owned vehicle spreadsheet required by the County auto liability carrier. He also processes vehicle safety recall notices, identifies the correct department, and routes the notice to the responsible individual.

**Invoices –**

The OAII is responsible for entering and balancing all invoices into the computer system for four departments. These invoices are reviewed for accuracy, and he contacts the accounting clerk from the department with any discrepancies. He serves as backup to the Account Clerk II and Account Clerk I in entering their invoices, data query balancing, and processing checks. He tracks daily cash available on the general ledger by fund and logs cash deficiencies. He also assists with the end of month balancing of pending payables.

**County Insurance –**

The OAII works closely with the County Clerk on the County insurance, which includes property, vehicle, crime, boiler and machinery, inland marine, auto and garage, and
excess workers compensation. He keeps the County insurance binder and answers questions from departments about their coverage. He works closely with the insurance agency representative to stay updated to any pending changes. In the case of a claim he works with the OAII from the Administrative Division when needed. He prepares proof of insurance cards yearly for the County vehicle fleet. He oversees the timely payment of all insurance premiums and breaks down the premiums for the specific departments.

Miscellaneous –

- Compiles records, spreadsheets, and reports for the County Clerk and Accountant II as needed.
- He types reports and drafts simple correspondence for the County Clerk and Accountant II.
- He copies reports and other documents, answers the telephone, and does filing.
- He types data from project worksheets into a formatted bond check worksheet and proofs for errors.
- He interacts daily with department heads/elected officials, department accounting clerks, vendors, and other County Clerk employees.
COUNTY COUNSELOR

Duties and Functions

The general statutory duties of the County Counselor are set forth in K.S.A. 19-247, which provides the following:


The county counselor shall:

(a) When requested by the board of county commissioners or when necessary, attend the meetings of such board;

(b) give advice upon all legal questions that arise and assist the board on all legal matters referred to the county counselor;

(c) commence, prosecute or defend, as the case requires, all civil suits or actions in which the county is interested and represent the county generally in matters of civil law;

(d) draw all contracts and other papers required by the board of county commissioners and furnish to the board, when requested by it, opinions in writing upon legal matters pending before the board;

(e) if applicable, perform the duties provided by K.S.A. 19-716 and amendments thereto; and

(f) perform all the duties in civil matters that have previously been required by law of the county attorney of the county.

These statutory duties will be described in more detail below.

I. Civil Litigation

One of the principle functions of the County Counselor’s office is to prosecute and defend all civil litigation involving the County. This litigation is diverse in nature and includes constitutional claims filed by inmates in the Shawnee County Jail, employment claims, zoning cases, contract cases, tort claims, litigation between governmental entities and other matters. Cases are filed in both the Shawnee County District Court and the United States District Court. Some actions involve mandatory arbitrations dictated by the terms of a collective bargaining agreement. Other types of matters require proceedings before an administrative body such as the Kansas Department of Health and Environment, SRS, or the Kansas Human Rights Commission.

In cases where the County is a defendant, the County Counselor’s Office investigates the
claims raised by the plaintiff(s), drafts an answer to the petition or complaint, conducts discovery, drafts dispositive motions and briefs and, if cases are not resolved by dismissal or settlement, conducts the trial of the matter in court. In cases where the County is the plaintiff, the office first submits a demand letter to the defendant(s) that outlines the legal authority supporting the County’s position and the relief sought. In cases that cannot be resolved amicably, the County Counselor’s Office seeks permission from the Board of County Commissioners to institute legal action by filing a petition or complaint against the defendant and prosecuting the action in court as set forth above. In many instances, the Counselor’s Office handles the appeal of a matter before the Kansas Court of Appeals or the Kansas Supreme Court.

II. Providing Legal Advice To Commissioners And Department Heads

Each day, the County Counselor’s Office receives requests for legal advice and assistance from County Commissioners and/or department heads. Some department heads and Commissioners prefer to come to the County Counselor’s Office in person to seek advice. Others choose to call or send their requests by memorandum or email. It must be made clear that the client is “Shawnee County,” the entity, and the primary attorney-client privilege is held by the County Commissioners. In the unlikely event of a conflict between the Commissioners or Shawnee County and another employee of the County, the Counselor’s office represents the interests of the Commissioners or the County only. Like any organizational attorney, the County Counselor works with and for the principals, employees, and representatives of Shawnee County so long as the interests of these individuals do not conflict with the interests of the County.

Some typical legal advice given by the Counselor’s Office includes fielding questions regarding health insurance, garnishment, and open records from the County Clerk’s Office. The Shawnee County Health Agency seeks legal assistance regarding patient privacy issues, public nuisances, billing, and contracts. Nuisance cases that cannot be resolved by the Environmental Health Division are forwarded to the County Counselor’s Office for legal action. The Planning Department often submits questions related to the interpretation of the Shawnee County Zoning Regulations to particular factual situations. Zoning violations that are not resolved by the Zoning Administrator are forwarded to the County Counselor’s Office for final action. The Public Works Department often submits legal questions relating to public rights of way, drainage districts, contracts, and the interaction of County and township roads as well as County and City sewers. In addition, the County Counselor’s Office is tasked with acquiring property for public improvements through eminent domain. The Shawnee County Jail regularly submits questions to ensure that its treatment of inmates conforms to federal and state laws and regulations. The Register of Deeds Office inquires about open records requests, recording, and deed issues. The Shawnee County Treasurer’s Office submits questions related to taxation and the impact of consumer and corporate bankruptcies on the collection of property taxes. The Parks and Recreation Department seeks legal advice and counseling regarding contract issues, disposition of County property and other issues. The Human Resources Department often submits questions related to worker’s compensation, questions involving the interpretation and application of the various labor agreements and the
interpretation of federal and state employment laws and unemployment claims. In
addition, the County Counselor’s Office assists the Human Resources Department with
labor contract negotiations and employee discipline issues. Other County departments
routinely submit requests for legal advice related to contracts and employment concerns.

Answering these inquiries requires the County Counselor’s Office to have a broad
understanding of many areas of the law, including government law, constitutional law,
employment law, administrative law, torts, contracts, constitutional law, bankruptcy law,
agency law, and property law. Some questions can be easily and immediately answered.
Others require significant legal research in order to arrive at the proper response. A few
questions have no clear legal precedent and require the County Counselor’s Office to
render opinions based upon what a court of law is likely to decide.

III. Drafting Contracts And Resolutions

Another primary function of the County Counselor’s Office is the drafting of County
resolutions and contracts. Many resolutions drafted by this office are specific to County
employees and the way the county operates from day to day. An example of this would
be the County’s personnel rules and regulations that are amended and updated from time
to time. Other resolutions implicate the use of the County’s home rule authority and
affect all residents of the unincorporated area of the County. A recent example of this
would be the County’s nuisance resolution that proscribes public nuisances on property
located in the unincorporated area. Finally, in recent years, the County Counselor’s
Office has drafted several charter resolutions whereby the County has chosen to “opt out”
of certain non-uniform acts of the legislature. For example, in 2004 the County
Counselor’s Office drafted the charter resolution permitting Sunday sales of liquor in the
unincorporated area of the County.

In addition to resolutions, the County Counselor’s Office is often called upon to draft
contracts. These range from simple liability releases to complex interlocal agreements
such as the recent agreement with the City of Topeka setting forth the procedure for the
collection and distribution of sales tax revenues. In addition to drafting contracts, each
year the County Counselor’s Office reviews literally hundreds of contracts from vendors
who provide goods and services to the County. Each contract must be reviewed for form
and legality. In many cases, the contract provided contains terms or conditions which are
not acceptable to the County, and the County Counselor’s Office is charged with
negotiating revisions to the contract with the vendor.

IV. Other Functions

There are other functions performed by the County Counselor’s Office that do not fit
easily within the above categories. Each year, the County Counselor’s Office conducts at
least two judicial tax foreclosure sales wherein properties with delinquent taxes are sold
at auction. The resulting proceeds are shared proportionally with all mill levy entities. In
this fashion, the office operates as the tax collector for all mill levy entities.
The County Counselor’s Office works closely with the Appraiser’s Office to handle tax grievances and appeals. Each year, subsequent to annual valuation, we experience a large “wave” of valuation appeals that are partially processed informally. We also experience another “wave” of sorts after the protests are filed when taxes become due in December and May/June. Approximately 60 to 80 cases go beyond the informal process and on into the formal hearing process before the Board of Tax Appeals.

Each month, the County receives several claims submitted by citizens or companies wherein the claimant asserts that the County, or one of its employee’s, negligently caused damage to the claimant or their property. Claims are forwarded to the County Counselor’s Office from the County Clerk and investigated with the assistance of the relevant County department. Ultimately, the County Counselor’s Office drafts a memorandum with a recommendation and places the same on the Commission agenda for final action. Claims that are denied by the Commission sometimes result in litigation against the County, which the County Counselor’s Office then manages as set forth above.

The County Counselor’s Office often becomes involved in labor negotiations and represents the County’s position in any administrative proceedings in the event of impasse between the parties.

The County Counselor’s Office investigates and manages claims of discrimination filed by current employees. Such claims can be based upon race, gender, religion, age or ethnicity. Each such allegation requires many hours of investigation, including interviewing the claimant(s), witnesses, supervisors, and other employees. Once the facts have been gathered, legal research of federal or state employment cases is required to formulate a legal opinion as to whether any actionable discrimination has occurred.

The County Counselor’s Office receives calls and inquiries daily from constituents and professionals in the community running a wide range of issues: zoning complaints, public nuisance reports, compliance with resolutions, educational requests, tax sale matters, collection of accounts, contractual matters, and more. Often constituent concerns can be immediately addressed over the phone. At times the constituent’s call requires the County Counselor’s Office to investigate the constituent’s concern by gathering information either in person or from the department involved. Many times, a phone call from a constituent serves as the impetus for a new or amended County resolution, a claim against the County, a lawsuit by or against the County, or other action with far reaching implications.

**Recommendations/Suggestions for Consolidation**

I. **The Office**

The County Counselor’s Office anticipates that substantial issues will arise from

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28 The remaining sections of this report contain the recommendations and opinions of Richard Eckert, Shawnee County Counselor.
any consolidation process in the legal services area. There is little doubt the City Attorney’s Office can be completely combined with the Counselor’s Office. In fact there may be substantial savings as there seems to be more attorneys in the City office serving about the same number of clients and needs. Part of this imbalance may be due to the City Council having nine members plus a mayor and chief administrative officer/city manager. The County Counselor’s Office simply responds to three County Commissioners. It can be speculated this increased staff time to respond to such a number of luminaries is duplicated across offices and departments of the City and may be an excellent argument for the consolidation committee to restrict the number of elected officials that will make up the unified government. There are currently 6.5 attorney positions in the City Office and 4.0 in the County that serve non-law enforcement needs (although civil actions against TPD and SNSO are handled by these attorneys). It is doubtful a consolidated entity would need 10.5 attorneys.

It should be noted that the Johnson County Commission legal department is actually bifurcated, with the Johnson County Commission having its own legal staff and then a separate legal division that handles all litigation and represents other department heads and elected officials. The reasons for the bifurcation are unclear, however, there seems to be little need for such a concept here in Shawnee County. If such a need arises in the future, a consolidated government can order such a change upon its own authority.

The City of Topeka Municipal Court raises several important issues to consider. The biggest advantage the Municipal Court has over the Shawnee County District Court is that all revenue generated by the Municipal Court stays with the City of Topeka while the corresponding revenue generated in the District Court flows to the State of Kansas. The Shawnee County Sheriff’s Office should have the ability to write municipal tickets in the entire geographical area of the County. This would add another 6,700 traffic violations and about 300 DUI’s to a consolidated Municipal Court (as compared to the City’s 50,000 speeding tickets and 800 DUI’s last year). This action alone could easily create over $700,000 of new revenue for a consolidated government that currently goes to the State of Kansas. Additionally, County zoning and nuisance cases should be filed with this Municipal Court as well. This would have the additional benefit of unclogging some labor of the overburdened District Courts.

There are currently five attorneys prosecuting City offenses and advising TPD. The Sheriff has one full time attorney. With the added County prosecutions, it would make sense to merely transfer this attorney to the prosecution team. There should be sufficient resources to continue to provide legal advice to the consolidated law enforcement office and prosecute all offenses.

Another savings could be the elimination of a safety officer. The Risk Management Office of the City is currently assigned to the City Attorney. This office includes one attorney, one nurse, and a safety officer. The County has one safety officer assigned
to the Human Resources Department. There would seem to be little need for two such positions.

II. **Urban Services Boundary**

There will be a need to keep some form of the City limits. It makes little sense to expand the Topeka Fire Department into township territories, and indeed, it could be argued that HB 2083 does not allow for that. Additionally, there are Topeka ordinances that should not be expanded into the County such as dogs-at-large, prohibition of shooting firearms or fireworks, and a multitude of other laws. These examples demonstrate that some boundary should still remain in place. This urban services boundary should be the City limits that are in place the day the consolidation takes effect. This would be a separate taxing entity since levies for such things as fire and code compliance would have a city at large jurisdiction. There can easily be one unified government that has jurisdiction over the citizens inside and outside the boundary. This concept works well with a variety of issues such as a single zoning and planning body, consolidated public works and parks and recreation departments, and law enforcement.
COUNTY TREASURER

Duties and Functions

The County Treasurer is elected to four-year terms by Shawnee County voters. The County Treasurer performs numerous functions on behalf of both Shawnee County and the State of Kansas. On behalf of the County, the Treasurer generally receives and disburses all County funds under the direction of the Board of County Commissioners. On behalf of the State, the Treasurer registers motor vehicles and collects property taxes in Shawnee County. The statutory duties and responsibilities of the County Treasurer can be found at K.S.A. 19-501 et seq.

Effects of Consolidation

The Shawnee County Treasurer, Larry Wilson, has not submitted a report regarding proposed consolidation, and his position is that he has no opinion on the subject. There are several functions of the County Treasurer, however, that could be substantially affected by consolidation of the City of Topeka and Shawnee County governments. Certainly, the statutory functions performed on behalf of the State of Kansas (collection of property taxes and administration of the Motor Vehicle Registration Act) are not duplicated by any office or department in the City of Topeka. On the other hand, the City Treasurer’s Office does perform functions on behalf of the City of Topeka that are similar to the County Treasurer. It also should be noted that the Financial Services Department of the City of Topeka, of which the City Treasurer is a part, performs functions that are similar to those performed on behalf of the County by the County Treasurer, the County Clerk, the County Audit Finance Department, and the County Purchasing Department.
HUMAN RESOURCES

Duties and Functions

Human Resources (HR) administers all the central personnel issues in an organization. In Shawnee County, HR advises department heads and elected officials on procedures to respond to internal and external requirements involved with recruiting and retaining qualified personnel. HR also supports County employees by providing information and consultation on their benefits, duties, rights, and responsibilities of their position.

In the most basic terms, HR has two primary purposes. First, it supports the County Commissioners, department heads, and elected officials in managing the employees. It also supports the employees by making sure the protections afforded by the County personnel policies and HR rules and regulations, as well as bargaining unit contracts, are adhered to by supervisors and managers. In many ways, HR might appear to have dual purposes that are at odds. Actually, HR functions as an intermediary trying to make sure both sides of any issue are aware of the applicable policy or contract language, and requiring both sides to perform as expected. HR accomplishes this dual support role through a variety of programs listed below. Some are required by law, some by County policy, some are a result of the functional purpose of human resource activities.

WORKFORCE MANAGEMENT

- Recruiting and Application Processing
- Labor Contract Negotiation and Administration
- Personnel Policy Administration
- Pay Plan Administration
- Personnel Records Management
- Civil Service Board Administration

STATE/FEDERAL WORKFORCE COMPLIANCE

- Fair Labor Standards Act
- Family and Medical Leave Act
- Americans with Disabilities Act
- Equal Employment Opportunity Act
- Kansas Human Rights Commission Complaints

SAFETY/WORKERS COMPENSATION COORDINATION

- Occupational Safety and Health Administration
- Federal Department of Transportation Drivers Requirements
- Kansas Workers Compensation Program
Current HR Staff

The HR department is composed of six employees, including the Director. It is a small department with a big impact on Shawnee County and its employees. One of its department employees is the Safety and Workers Compensation Coordinator. This position is not strictly a HR function, but is frequently associated with HR departments in many organizations. The organizational structure of our department is in the chart below:

The Role of the HR Department with a Typical Employee

One of the simplest ways to describe what a Human Resources Department does is to think about the employment life of a typical County employee. For this exercise let’s make our fictional employee a member of a bargaining unit so we can include the union activities involved. This will be a slightly glossed over picture of what we do on a daily basis, and as needed throughout an employee’s career for an overview of functions we perform and the support we provide to the departments and employees of Shawnee County. Let’s take a look at a typical potential employee I’ll call “Joe Schmoe.”

Joe Schmoe is looking for a job. He scans the classified ads in the local paper and sees an ad HR has placed for vacant Shawnee County positions. HR has previously coordinated with the department with the vacancy, in this case the Department of Corrections (DOC), to produce a position description that gives all the details about what a Corrections Specialist does, what the minimum requirements are, and any special requirements that are preferred. After the Board of County Commissioners (BCC) gives approval to the DOC to hire someone for the vacancy, the DOC sends HR a requisition to advertise the position. HR prepares a posting, which includes all the relevant information about the position, and it places the posting in the newspaper (among other places). Mr. Schmoe goes online to the HR department web page (or comes into the office) and completes our application form for the DOC position. HR checks his application to make sure he has all the minimum qualifications for the position, and then it forwards his approved application over to the DOC for consideration. The DOC takes Mr. Schmoe’s
application and processes it through its internal procedures. HR has already coordinated with the DOC to assure that its procedures meet all the requirements for a fair and unbiased hiring process. Mr. Schmoe was interviewed and, based on his qualifications, he was selected for the position. After the interview, the DOC sends back all the applications and the completed interview log showing that all applicants meeting the minimum qualifications were interviewed, and a brief note about the interview. The DOC submits a status change form to us showing Mr. Schmoe has been selected for the position, the exact position number, his wage rate, and several other details describing his status with the County. HR verifies the information, updates its records, and forwards the information to the payroll section of the County Clerks Office. The DOC has him contact HR, and HR schedules his required drug test and physical. If he passes both of them, HR contacts him and tells him to show up the next Monday morning for his new employee orientation briefing. On Monday morning, HR briefs him on several County personnel policies, explains his employee benefits, coordinates getting him on the payroll, gives him a safety briefing, and has him sign his name several times on various documents. Because he is going into a bargaining unit for a local labor union within the County, HR provides him a copy of the master contract with the union, and a copy of the addendum for the DOC. Both of which HR has previously negotiated with the union, including the wages he will be paid, and almost every other facet of his relationship with the County. HR also develops and administers the County personnel policies and regulations, which are approved by the BCC and apply to all County employees, including those in bargaining units. Since he is going to be a bargaining unit member, the union contract and any department addendum supplement the County regulations. The payroll section of the County Clerks Office enters him into the payroll system, and HR double checks the payroll records to make sure he is classified correctly and his pay is appropriate. HR establishes and is the official repository of his personnel file which contains a record of all significant events that occur in his employment life. HR also maintains a medical file for any medical information provided to it, a Workers Compensation file for any on-the-job injuries that he might receive, and a Family and Medical Leave Act file if he ever applies to use those benefits. After he successfully completes his probationary period, HR ensures that it changes his status to a permanent employee because he then begins to accrue several benefits, including vacation leave. In this particular addendum for the Department of Corrections (one of nine individual addendums spread over 4 major unions) he doesn’t get a raise in pay upon completion of his probation period, as in some contracts, but HR must keep track so his pay doesn’t get changed in error. At the end of his probationary period, HR processes the probationary performance evaluation his supervisor completed for Mr. Schmoe (which HR developed and implemented) and places it in his personnel record.

Several years go by and Mr. Schmoe has had annual performance evaluations completed each year by his supervisor and placed in his file. If Mr. Schmoe ever has an unacceptable rating on his performance evaluation, HR coordinates a Performance Improvement Plan (which HR developed) with his appointing authority and supervisor to attempt to improve his performance with remedial training. As the years go by, and assuming the funding is available and the BCC approves any increase in the contracted wages (which HR negotiated on behalf of the BCC), he has gotten raises in his wages in
one of two ways. He could have gotten cost of living adjustments to the wage scale, and he could also have gotten longevity wage increases for each of his additional years of service to the County. These wage increases are part of the overall compensation plan HR administers for the County. Periodically HR reviews comparable pay levels in the Shawnee County market and recommends needed adjustments to the BCC. In the case of a bargaining unit member, HR negotiates these adjustments with the union. The compensation plan is developed by HR based on local economic conditions, changes to the population base we recruit from, and a review of pay scales for each job classification in the regional labor market. Any changes to the plan are recommended by HR, and forwarded to the BCC for consideration and approval. This includes the wage scales in the union contracts. HR also administers several other benefits mandated by statutes or County policy such as the Family and Medical Leave Act, the Fair Labor Standards Act, the Americans with Disabilities Act, the County’s Shared Leave program, etc.

As Mr. Schmoe continues his career with the County, HR advises him about any opportunities for advancement or promotion, and assists him in applying for any openings. If he has any problems with his job or supervisor that can’t be worked out according to the contracted procedures, HR holds grievance hearings to enforce the personnel rules and/or contract provisions, and hopefully, to settle the issue. If HR cannot settle the issue at its level, it works with the employee’s department and the County Counselor’s Office to take the issue to binding arbitration. If at sometime during his employment Mr. Schmoe feels that he has been discriminated against, HR acts as a first step mediator to collect information and resolve issues. If HR is unable to resolve this type of complaint at our level, and if Mr. Schmoe files a Kansas Human Rights Commission complaint or a federal Equal Employment Opportunity Commission complaint, HR assists the County Counselor in responding to the complaint. Throughout his employment with the County, HR continues to deposit a record of all significant employment actions in Mr. Schmoe’s personnel file. HR also assists the DOC in keeping Mr. Schmoe’s workplace safe and him from harm through our County Safety Office programs. HR provides mandatory safety training classes, operational performance reviews and job site inspections to assure safety rules are being maintained. If something does happen to Mr. Schmoe, and he is injured on the job, HR sees that his medical needs are taken care of through its management of the Workers Compensation Program. If, after a long career, Mr. Schmoe retires from County service, or decides to leave County employment, HR maintains his official personnel record as required by state statute.

During all these years of Mr. Schmoe’s employment with Shawnee County, HR has worked with the Director and management of the Department of Corrections to make changes to its organization and individual positions in order to be responsive to its changing needs. HR has continued to provide various types of training to the DOC’s employees to include several types of supervisor training, workplace harassment briefings, ethics training, etc. If Mr. Schmoe or any of his family has personal problems, HR has maintained a 24-hour Employee Assistance Program to provide referral support in times of need for marital problems, family issues, and drug or alcohol dependence, etc. If Mr. Schmoe’s position had required that he drive a vehicle large enough to require a Commercial Drivers License, HR would administer the requirements to maintain his
The story of Joe Schmoe is simply a basic overview of what the HR department does. With a few exceptions, it could apply to just about any HR organization. In contemplating combining the two HR departments, most of these primary functions are the same, and will have to be maintained because they are mandated by either State or Federal law or included in standard HR processes. How the departments might combine to perform these functions more efficiently is the big question.

Effects of Consolidation

In any discussion concerning consolidating two separate organizations into a single organization, it is sometimes easy to lose sight of the primary reason for the consolidation in the first place. In our particular situation, the primary reason given for consolidating our two governmental entities, Shawnee County and the City of Topeka, is to conserve resources and increase efficiencies. In my particular area of interest, the Human Resources Department, we have already been working on several areas of our operation to improve our efficiencies. We have been researching ways to change our processes so it would allow us to make large increases in effectiveness. However, in working to change an existing organization, we are still tied to old processes and it is much harder to break out of those boundaries. However, the possibility of merging two different Human Resource entities into a new organization is an opportunity to start with a blank slate. An opportunity to design a totally new department that provides all the necessary Human Resource functions in support of the departments and employees that perform their jobs serving the citizens of Topeka and Shawnee County. Consolidation could be a chance to think out of the proverbial box. Consolidation could be a chance to organize a Human Resources department based on the functional needs of the departments and employees we serve rather than, “that’s the way we’ve always done it.” If a more streamlined, functionally improved Human Resource system could be developed, then the opportunity to realize savings from a consolidation would be greatly improved. It is with this thought in mind that I begin this part of my discussion.

At this point, I think it would be helpful to take a look at the two HR departments as they are right now, in order to get a better understanding of how they might be combined. The first step in this analysis should be to compare and contrast the two HR organizations. Shawnee County has the Safety/Workers Compensation Coordinator in the HR department. The City placed their Safety/Workers Compensation person in the City Attorney’s Office. The City has a Recreation Specialist in the HR department to operate their employee Wellness Center. Shawnee County does not have a Wellness Center. The City HR is responsible for administering employee health insurance benefits along with other benefits and has

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29 The remaining sections of this report contain the recommendations and opinions of Richard Davis, Shawnee County Human Resource Director.
a Benefits Coordinator on staff. The County HR does not administer employee health insurance benefits, and coordinates other benefits without an additional person on staff. The City’s HR department includes several contractual service costs in their budget that are not included in the County HR department. I have adjusted the numbers in the table for employees and budgets in both departments to reflect these differences and allow a direct comparison of basic Human Resource functions. Other basic Human Resource functions are the same. The following chart shows the differences in size, budgets, functions, employee populations served, etc., as adjusted for comparison. Dollar amounts are derived from published sources, or are extrapolated from other data.

<table>
<thead>
<tr>
<th>ITEM</th>
<th>Shawnee County</th>
<th>City of Topeka</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of HR Employees (adjusted)</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Base Employee Population (excluding seasonal)</td>
<td>1015</td>
<td>1290</td>
</tr>
<tr>
<td>HR 2005 Budget (adjusted)</td>
<td>$276,217</td>
<td>$538,840</td>
</tr>
<tr>
<td>HR Cost Per Employee in Organization</td>
<td>$272.14</td>
<td>$417.71</td>
</tr>
<tr>
<td>Ratio of HR Employees to Employees Served in Org.</td>
<td>1 to 203</td>
<td>1 to 161</td>
</tr>
<tr>
<td>Budgeted Average HR Employee Cost</td>
<td>$52,250</td>
<td>$64,955</td>
</tr>
</tbody>
</table>

An analysis of the data shows some striking differences between our two HR departments. They have 27% more employees than we do, but for the same basic HR services, it costs them 97% more to provide those services to their employees. This includes payroll, benefits, and office expenses. For the same 27% more employees in the City, their HR department has 60% more HR employees to accomplish the same tasks. We are servicing 21% more employees per County HR employee than the City. Yet, the average annual wage/salary for a City HR employee is 24% higher than a County HR employee. Actually, the 24% figure is understated because our average HR employee salary amount in the table is higher because our County department has significantly fewer employees than the City HR which makes the salaries of our Director and Deputy Director significantly distort our average salary upward.

What does all this mean? What about the two organizations, their structure, their leadership, their management, their approach to servicing their employees and solving problems that could possibly make such a difference? Could the 275 more City employees than County employees cause the workload to increase enough to cross some threshold that would result in the difference? If so, it is not apparent. Could the fact that the City has a large unionized workforce require more or higher paid personnel to deal with them? The County also has a large unionized workforce. Could the lack of a qualified, available labor pool in the City require their HR salaries to be that much higher than our HR salaries in order to attract and retain employees? The County attracts our employees from the same labor
pool as the City.

In my view, the answer lies in the difference in the overall leadership between Shawnee County and the City of Topeka. I believe Shawnee County departments are more free from the personal and political micro-management that we hear about so often from City employees. And, to be blunt about it, I think we do a better job of establishing goals, giving direction, and demanding accountability and responsibility from our employees. I think we are better organized, and we have a better vision of what a local government could and should be. In all fairness, I believe their HR staff are normal, competent employees. It just seems that based on a comparison of our two groups of people, we are able to produce excellent results for our departments with fewer people.

Now, that is not to say, that we don’t need any more HR staff or that I don’t want to improve wages. Actually, there are a lot of things we would like to be doing that we just can’t get to with the current staffing level. There are a lot of proactive measures that would help prevent future personnel issues and would benefit the County over the long run. But under current budgetary restrictions, that is out of the question. Comparing our program to normal HR activities and staffing levels, I believe that our County HR department is as much understaffed as the City HR department is over staffed. And based on regional salary comparisons, our County HR employees’ salaries are below the average for similar employee populations at just about the same amount that the City HR salaries are above the average. How does all this information relate back to the consolidation proposition? Keep in mind the stated primary purpose of consolidating the two governments is to increase efficiency and in-turn, save resources. If the two HR departments are combined, you will have roughly twice the number of employees to keep track of, twice the number of files to maintain, twice the number of job applicants to deal with, twice the number of qualification tests to administer, twice the number of union issues including grievances, to handle, etc. Add to that the actual cost of consolidating two staffs. We would need a much larger area to house the staff. We would need a much larger file storage area, preferably a vault. Then, there would be the actual changing of all the resolutions, regulations, rules, procedures, contracts, and the list goes on.

A Plan for the Future

Once a consolidated organization got past the initial startup costs of consolidation, there are only a couple ways to become more efficient and save resources. The first one is the most obvious – reorganize the department for greater effectiveness. When the HR staff is very small, individuals have to be a ‘jack of all trades’ and the result is too often the ‘master of none’. The smaller staff can be trained on their assigned tasks and be well organized to function properly as a whole. They just don’t have time to become the functional experts that we need them to be and they don’t have time to work on process improvement. A larger more specialized staff, properly organized and trained, can do each task better and still maintain the efficiencies we
have developed in the County.

I have a plan for organizing a consolidated HR office so that it functions around the three basic divisions of personnel management:

- Customer Service/Administration
- Employee and Labor Relations
- Program Management

These three divisions are the key parts of any human resource function. Each specific division must function smoothly not only internally, but externally between the other divisions in the office and with the customers we serve. I have included a proposed functional organization chart, below, detailing specific areas of responsibility and supervisory structure. Obviously, there are various component tasks that make up each functional position and are not shown. Following the functional chart is a proposed manning chart for the consolidated HR department. My staff and I have analyzed the level and volume of work for each function based on estimated employee numbers and we feel this is the minimum staffing level for the initial establishment of the consolidated department. I want to emphasize this is an initial staffing level that should be able to be reduced, as operational efficiencies and process refinements are achieved over time. During the consolidation process an extraordinary amount of work will have to be done in the actual merging of the two departments. This will include merging of files, processes, forms, etc., the list goes on and on. At the level of manning I have proposed, each of the positions are able to concentrate on a primary function or two to become expert at those tasks with the resulting efficiencies. Additionally, an aggressive program of cross-training will allow for a broadening of the knowledge base and fill-in for illness or absence. Please see the charts on the next two pages:
The second way to become more efficient is to take advantage of the economies of scale. If a particular task is going to be done a larger number of times or for a longer period of time, an investment can be made in the functions involved in that task to become more efficient. Such investments can involve the structure of the function, additional training of personnel, re-organizing tasks, technology enhancements, etc. I feel the biggest opportunity for efficiencies in any Human Resource Office is to take advantage of technology to automate as many functions as possible. Recently, I have been investigating options to improve our recruiting and application processing functions by taking advantage of a internet partnership currently in use by over 28 counties, cities, educational institutions, and fire departments in Kansas. It is called HRePartners, and uses a program originally developed in Sedgwick County four years ago to automate the job application process. It gives applicants web-based access to our position postings 24 hours a day, 365 days a year worldwide, and at no cost to Shawnee County. By joining the partnership and placing our job postings on HRePartners, we greatly expand our potential recruiting base and make the application process much easier for job seekers. We have also been working with our own Information Technology department to develop a computer program that helps us track our internal applicant processing to increase visibility, streamline functions, provide historical data and reduce manual processing as much as possible. All of these efforts are aimed at streamlining our processes and providing greater access to applicants. Every time we have to process paper applications it costs us time and money. We have significant process delays, we have to make paper copies of applications, paper copies are shipped all over the County via the intradepartmental mail system, then
returned to us, etc. We are working to reduce the use of paper in our process as much as possible. Perhaps, eventually, even transition to a paperless application process.

In the two years since I became the HR Director, we have continued to improve the relationships between our bargaining units and County management. Every year we have improved the language in bargaining units contracts to reduce misunderstandings and make them easier to administer for our supervisors. Each of the last two years we have reduced the length of time needed to negotiate each contract that not only shortened the amount of time the union negotiating teams were away from the job, but completed negotiations in time to provide the contracted salary information to management in time for use in submitting budgets. All of this in a time of zero to few salary increases. We have developed and instituted an entirely new employee performance evaluation system that is more fair to the employee, and is based on exactly what each department says are the tasks that make up the employees’ job. It takes less time for the supervisor to complete, provides feedback to the employee, highlights training needs, provides for performance improvement tracking and, if necessary, documentation for further actions. We are about to deploy a completely updated and revised Shawnee County Human Resource Policy Manual where the Board of County Commissioners’ policy guidance and direction on human resource issues is clear and concise, and easily interpreted by supervisors and employees alike. We are also developing an updated set of Human Resource Regulations to support and implement the County Commissioners policies. These regulations will define procedures, establish specific rules and provide the necessary forms to accomplish the required personnel actions. These new regulations will assist management and employees alike by reducing the confusion and uncertainty about personnel actions that have crept into the human resource arena over the years. I believe these concise, updated policies and regulations based on current laws and statutes can provide the basic workforce management structure needed by the proposed consolidated Shawnee County government, if it is recommended and approved.

At this time I would like to address the position of Safety/Workers Compensation Coordinator. I briefly spoke of this essential position earlier. In Shawnee County, the Safety Coordinator is also the Workers Compensation Coordinator. It is a dual role that works well because the primary safety function of decreasing on-the-job injuries also helps reduce costs involved in the Workers Compensation program. We have found it beneficial to contract out the actual administration of the program to a third party administrator, namely the City of Topeka. They have established a division of the City Attorneys Office called City Risk that we contract with to administer the risk management reporting functions involved in the Kansas Workers Compensation program. Our Safety Coordinator then is free to concentrate on safety education and prevention activities rather than the administrative details of complying with the Workers Compensation requirements. He still has to monitor the process, keep track of expenditures, and keep informed of injured employees progress, etc. He also maintains an active communication with
injured employees to make sure they are kept informed about the process, what is required of them, and what Shawnee County is doing to take care of them. This is key to reducing costs and getting the employee back to work as quickly as possible. I would like to retain the Safety Coordinator function within the HR department. Not only is safety a primary concern for management and employees alike, the maintenance of a safe workplace has come to be viewed by many as an employee benefit. It is written into most, if not all, bargaining unit contracts, and works well with other HR activities to improve the overall position of the County as the employer of choice in government.

I would split off the Workers Compensation Coordinator function from the Safety Coordinator and place it in the County Counselor’s Office. This would allow the Safety Coordinator to concentrate on safety issues and training, and the Workers Compensation Coordinator to concentrate on Workers Compensation issues with the inherent legal complications and requirements. The Safety Coordinator would still maintain communication with both the Workers Compensation administrators in the new “County Risk” office and the injured employees to address safety issues, but be able to provide more support to first line managers and supervisors in improving the safety of their operations. If the governments are consolidated, the size of the combined workforce and amount of infrastructure that needs safety oversight is going to require a second person in the Safety Office. One person can not provide the Safety support and training needed in an organization the size of a combined Shawnee County government. This second person would be used to help develop and present training programs, and provide additional inspection and review capability. The “County Risk” function would then probably need a field coordinator to perform the Workers Compensation Coordinator functions of working with supervisors on completion of forms, making investigations of incidents, and follow through on cases.

I would also split off the Recreation Specialist in charge of the Wellness Center, and reassign that position to the Parks and Recreation Department with all the rest of the Recreation Specialists. This would also provide better information exchange about current recreation programs and allow better integration and promotion potential for the individual in the Parks and Recreation Department.

What are the Speed Bumps?

What impediments exist that would have to be overcome for consolidation of the two HR departments to be successful? There are numerous steps to be taken and minor obstacles to be overcome for an HR consolidation to be successful. A lot of procedures, rules and regulations will have to be re-written, benefit programs aligned, employee vacation and sick leave accruals balanced, etc., but each of these steps can be addressed in the course of merging the operations. I do not see any that are show stoppers on the HR department level.

However, a few larger ones that affect the entire County-City unit and involve the
HR Department directly need to be considered well in advance of actual consolidation moves.

- Both the County and City have multiple major unions and bargaining units that will have to be merged. The changes to the union bargaining unit designations will have to be submitted to and approved by the Public Employees Relations Board (PERB). Currently, the County and City bargaining unit structure is overly fractured which has resulted in needless additional units and resulting additional contracts, addendums, etc., which complicates management actions and makes administration of the contracts more difficult and costly. The new units should be kept strictly to broad functional divisions rather than current narrow departmental delineations. I have some proposed functional bargaining unit divisions that I would be happy to present at the appropriated time.
- Union representation elections for the new bargaining units will have to be held and certified by PERB.
- New bargaining unit contracts will have to be negotiated based on the new bargaining units and approved by the new consolidated government.
- The disparity between current County – City compensation plans will have to be taken into consideration and a decision made on resolution.
- County – City employees benefits and health plans are very different and will need to be aligned.
- County – City Workers Compensation self-insurance will have to be established and approved.

Because of the central nature of Human Resource functions to workforce management in any organization, I believe the two HR departments would need to be consolidated early on in the process. Initially, the management structure will have to be decided and personnel selected. Then a merging of HR departments would occur as the functions were organized and policies and procedures developed to bring the two systems together. A timeline is very difficult to estimate because of the various steps to be taken that are not within our control. Once a consolidated government is in place, and a decision is made to merge the two HR departments, the Director of the new merged department could start a few consolidation initiatives immediately. Others will have to be in a phased plan. At that time, a timeline could be developed based on guidance from the new government.

Does Consolidation Make Sense?

The next big consideration in any proposed consolidation should be “Does the anticipated savings in resources and/or increases in operating efficiencies outweigh the projected disruptions and costs to consolidate?” Put in simpler terms, “What is the cost/benefit ratio?” or “Does this make sense?” Keeping my focus on just the HR department, I believe the answer is “yes.” But a qualified “yes.” The savings
are likely to be long term rather than short term savings. There won’t be any immediate reduction in expenses because of the initial costs to merge the two different organizations. Any savings in salaries will have to come in the future from process changes that allow more efficiencies as I indicated earlier. Actually, I believe this will be the case throughout the consolidated County – City organization. Some individuals both in and out of government have voiced estimations that large amounts of tax dollars will be saved immediately, because they anticipate large reductions in staff or large increases in efficiencies. I believe any savings that are eventually realized will only be due to incremental improvements in processes across the County. The other side of that question concerns improvements in efficiencies. I believe this is where the most savings will be realized in the long run. Picture this for a moment:

- A consolidated organization along the lines of the current Shawnee County government with it’s proven effectiveness.
- A clear mandate by all the citizens in the County, both Topeka and County residents to make changes and improvements.
- The combined resources of both County and City.
- Increased purchasing power to lower costs.
- Unified management providing clear direction, and responsibility with accountability.

If undertaken carefully, with realistic expectations, this could be the answer for a better, more efficient, government for all the citizens of Shawnee County. It won’t be easy. And there will be the inevitable displacements, retirements, and perhaps some layoffs. While we are involved in the process, it won’t be pretty to watch, and we have to expect some mistakes to happen. Our HR department is ready and willing to be there to help smooth out some of the rough spots and help our employees transition to a better consolidated Shawnee County government.

Change is never a comfortable situation for anyone, but I believe, like other living things, when an organization stops changing and growing it begins to die. Perhaps now is the time for Shawnee County and the City of Topeka to stretch and grow and take the next step for all our citizens. I believe it can work, and I would very much like the chance to be involved.
INFORMATION TECHNOLOGY

Duties and Functions

The Shawnee County Information Technology Department is responsible for maintaining Shawnee County’s technology infrastructure. This includes mainframe, mid range computer systems, application development, local area networks, telecommunications, imaging, websites, and desktop customer support. In addition to serving all Shawnee County offices, the department currently works with the Shawnee County District Court, the State of Kansas (VIPS Vehicle Registration) and the City of Topeka.

In addition to the networked systems located within the Shawnee County Courthouse, the Information Technology Department maintains electronic links with off site county offices including the Elections Office (911 SW 37th), Hillcrest Clinic (1800 SE 21st), Motor Vehicle Annex (White Lakes Center), Law Enforcement Center, Shawnee County North Annex, Shawnee County Health Agency, Weed Department (2044 SW Western), the Shawnee County Department of Corrections and Parks and Recreation (3137 SE 29th).

The Shawnee County Information Technology Department currently has thirty three employees and utilizes the following organizational structure:

Effects of Consolidation

Consolidation of the City of Topeka and Shawnee County Information Technology Departments has been discussed many times in the last several years. The two departments currently work in concert with one another on a myriad of programs
and projects. Because of the current working relationship between the existing City and County Departments:

- The infrastructure that supports the respective networks and telecommunications systems can be merged with minimal effort.
- Other programs that support similar functions, including, but not limited to, payroll, financial management, purchasing, human resources, accounts payable/receivable, budget preparation and execution can be merged over time utilizing a mid-range computer system.
- Existing joint City/County programs could be continued with minimal interruption.
- Experience and expertise within the City and County Departments would compliment one another and would be invaluable to ensuring a smooth transition.

Obviously, the ultimate goal of consolidation would be to recognize cost savings through a single management structure and the elimination of duplication. In order to identify specific areas of duplication and cost savings, a detailed side by side analysis of each department’s budget, personnel, and functions would be required.
FACILITIES MANAGEMENT

Duties and Functions

Facilities Maintenance (FM) is charged with the administration of an annual operating budget to fund the personnel, equipment, and supplies to operate and maintain the Shawnee County Courthouse and North Annex facilities in entirety. Daily and preventative maintenance, building modifications and improvements, janitorial and sanitation, and central mail services for both county and court departments is provided.

FM also works with all tenants of County-owned and leased facilities regarding repairs and maintenance, capital improvements, building modifications, capital repairs, remodeling, and space evaluations. FM works closely with Audit Finance in the management and tracking of special building maintenance funds. FM also works closely with the Expocentre Management Group on issues of facility maintenance and capital improvements and meets with Advisory Board to keep current on facility issues.

The function of FM is to operate and maintain buildings’ mechanical systems and grounds for the support of County and court departments and make available a positive environment for the departments to conduct the business of Shawnee County. FM plans for and performs routine and preventive maintenance on all building equipment and fixtures. FM dispatches technicians to respond to requests and work orders. FM works with departments and executes minor physical modifications to offices. FM provides neat, clean, safe parking, and grounds and monitors and addresses accessibility issues. FM complies with regulated issues and inspections with regard to underground storage tanks, x-ray equipment, fire protection, elevators, back flow prevention, steam vessels and indoor air quality. FM develops bid specifications and procures vendors and contractors for various contractual services and administers and monitors service agreements. FM manages and tracks specific department inventory of tools, equipment and furniture and purchases and accounts for materials and supplies necessary for operation. FM directs and manages central mail services for the processing of all county and court outgoing mail, keeping current with USPS rules and regulations. FM is also charged with building security, energy management, facility planning and needs assessments and archive file storage. FM is project manager on all major county building improvement projects and works with professional consultants in both design and construction phases.

Effects of Consolidation

The possible function of a consolidated Facilities Management department would be similar to the County’s current department; however, the new form might require the administrative structure tree to fork at a few locations. If the consolidated governing body implements conventional departmental structure, then a department head/division managers form might be in order. With a combined total

30 This section of this report contains the recommendations and opinions of Jon Forrestt, Shawnee County Facilities Maintenance Director.
of up to fifty facilities and seventy-five consolidated departments, I see the advent of facility based divisions determined by particular service type or possibly area or locale. Several division managers would execute the process of a specific group of responsibilities (i.e. Mechanical, electrical or remodeling, painting). Quite probably, the current number of support personnel at the respective jurisdictions would need to be maintained. Efficiencies would be best approached through skill/task specialization. Also, several current responsibilities of FM, when combined with the city, might necessitate the creation of another department or division (i.e. central mail services). The many aspects of FM would need to be examined and more definitively evaluated.

The benefits of a consolidated FM department would be most noticed in personnel efficiencies. The combination of expertise that exists in both jurisdictions would serve to diversify the work force and allow for more efficient use of resources. Also, a central service dispatch center could maximize efficiencies of specialized services possibly resulting in substantial operational cost savings. Combined inventories could be reduced and with better planning in renovation and modification, more standardized products and materials could be used thus further reducing inventory costs.

The impediments of a consolidated FM department could be most noticed in ownership. It is difficult to conceive how this aspect would be received. Would the city property be contracted to the consolidated government for management or would it become property of the consolidated government? The FM department has always taken a certain pride in ownership and it is hard to foresee the possible effect.

The timeline for implementation of a consolidated FM department is also difficult to predict. Much depends on the particulars of the current operation of city FM. It would be necessary to evaluate all facilities and all personnel and develop a comprehensive plan. All city facilities would need to be toured and inventoried and a thorough inspection of maintenance history records would be necessary. In addition, interviews with current FM personnel would be done and staffing evaluation would follow. I would expect a reasonable time line to create a consolidated FM department to a functional state would be six months and could adjust this timeline somewhat in order to synchronize with other consolidated departments in transition.

In summary, I see the issue of consolidated FM to be among the most complex of all consolidation issues. The combination of the logistical implications and personnel assignment planning make for a potentially problematic conversion period. Facility and personnel assignments will be complicated by the necessity of facility survey
and charting. Once the consolidated department/divisions are in place the operation can function; however, it is difficult to estimate the duration of the transitional period and as in all cases this transition period is best kept to minimum. The consolidation success is also dependent upon support departments and agencies. It is difficult to determine exactly, however, the total overall cost savings that could be realized.
PARKS AND RECREATION

Duties and Functions

The Shawnee County Parks & Recreation Department is made up of five (5) separate divisions. The divisions are: Administration, Park, Park Police, Recreation, and Golf Course. Following are brief overviews of these different divisions.

The Administration Division assists the Director in the management of all business aspects of the department, the Administration Supervisor and Account Clerk II’s maintain all financial records; take shelter house reservations and class registrations; sell fishing licenses and boat permits; compile payroll; track revenue; address public questions via telephone, written correspondence, and in person; greet public; maintain inventory records; and other secretarial, accounting, and general office operation duties. They prepare and author correspondence from administrative staff. Prepare reports for dissemination to the Board of County Commissioners and for public distribution. Arrange personnel recruitment including advertising, interviews, and pre-employment health screens.

The Park Division focuses on maintaining and developing three (3) regional parks; Lake Shawnee (1100 acres), Shawnee North Community Park (115 acres) and Shawnee South Community Park (175 acres). The Park Division also maintains Nana’s Park, Wakarusa Park, Lindbloom Park, and the grounds at the Shawnee North Annex, and the Kansas Expocentre. Lake Shawnee has attained the recognition as one of the finest, multi-purpose recreational areas in the Midwest for water sport activities, community events and other family recreation activities. Facilities and park activities are diverse in order to meet the interests and needs of the citizens of Shawnee County. The Park Division is currently responsible for assets with an estimated value of over $11,000,000, including, sixty-seven (67) facilities, and over 1400 acres of parkland. In 2005, the operating budget for the Park Division is $2,280,663.

The Shawnee County Parks are patrolled by the Park Police Division, who is certified law enforcement officers with full police power to enforce not only park rules but state and local laws as well. Park Police patrol the grounds from 8:00 am to 2:00 am, including evenings, weekends and holidays. The Park Police staff not only is responsible for law enforcement but also is an integral part in the development of the resolution governing the rules and regulations, the operation at the Lake Shawnee Campground, and the education and safe use of facilities and grounds of the park. Because our Park Police staff is deputized by the Shawnee County Sheriff’s Office, Park Police are available to respond to all calls of the Shawnee County Sheriff’s Office, and likewise deputies additionally patrol the Shawnee County Parks. The Park Police budget is a part of the Park Division Budget.

The Recreation Division focuses on providing recreational programs throughout the county with programs and special events offered at Lake Shawnee and community centers located in two (2) Community Parks, both North and South. Through cooperative
relationships, programs are offered in over forty (40) elementary schools in the seven (7) school districts in Shawnee County including; Auburn-Washburn #437, Seaman #345, Shawnee Heights #450 and Topeka #501 School Districts. Facilities are also used in the towns of Auburn, Berryton, Dover, Rossville, Silver Lake, and Tecumseh to provide a wide variety of recreational programs for Shawnee County residents of all ages. In 2005, the operating budget for the Recreation Division is $1,961,539.

The **Golf Course Division** maintains the 18 hole Lake Shawnee and 9 hole Forbes Golf Courses. A Long Range Master Improvement Plan was developed for the Lake Shawnee Golf Course in 1996. The final phase of construction was completed in August of 2001. The introduction of Zoysia fairways at Forbes began in 2000 and was completed in 2003. This improvement, after maturity, will make Forbes Golf Course one of the premier 9 hole courses around. The Golf Course Division is an “Enterprise Fund” that receives no tax support and is operated completely with user fees. The Golf Division in 2004 had expenditures in the amount of $637,293 and produced revenue in the amount of $669,150. The operation of the Golf Shops, are under the direction of an independent contractor who collects and deposits revenue from greens fees and annual pass sales and then additionally pays the County a percentage of revenues produced through his business operations.

**Budget Explanation**

**OPERATIONAL BUDGETS**
Shawnee County Parks & Recreation operational budgets are divided into three (3) budgets; two (2) General Fund budgets; **Parks** (100-523-2) and **Recreation** (100-513-2) and one (1) Enterprise Fund budget; **Golf Course** (410-531-1).

**SPECIAL/PROJECT BUDGETS**
The **Special Event Fund** (226) receives revenue generated from special events that operate from the parks for their event and corporate sponsorship of events. The department uses this fund for operation of our special events, i.e., Spirit of Kansas and for Lake Shawnee Trail projects. This fund receives no tax dollars.

The **Campground Improvement Fund** (311) uses a portion of each camper’s fees for capital improvements made to the campground. This fund receives no tax dollars.

The **Ensley Botanical Garden Fund** (320) is a fund that receives donations from private individuals and other private organizations and is used by the department to expand the Ensley Botanical Garden.

The **Shawnee North Family Aquatic Center Fund** (333) was established after Board of Commissioners approved $3,650,000 of General Obligation Bonds for the construction of the Shawnee North Family Aquatic Center at Shawnee North Community Park.

The **Beach Bathhouse Fund** (379) was established after the Board of Commissioners approved General Obligation Bonds for the replacement of the Bathhouse at the Lake
Shawnee Swimming Beach.

The **Parks & Recreation Building Fund** (397) uses a portion of all rentals and loan repayments from Girls Softball association to fund capital improvements to facilities.

The **Shawnee North Air Conditioning Fund** (336) was established after Board of Commissioners approved $400,000 of General Obligation Bonds for the upgrading of the mechanical systems at Shawnee North Community Center to allow for air-conditioning.

The **Lake Shawnee Sewer Projects Fund** (337) was established after Board of Commissioners approved $400,000 of General Obligation Bonds for the removal of septic systems and lateral fields and the connection to City of Topeka Wastewater Treatment System.

The **Lake Shawnee Trails Fund** (335) was established after Board of Commissioners approved $1,400,000 of General Obligation Bonds for the construction of the Lake Shawnee Trail, which will receive $1,000,000 in matching funds from the Transportation Enhancement Program Funding, administered by KDOT.

**Operations**

**ADMINISTRATION DIVISION**

The **Administration Division** is a year round operation that has many changing functions as the seasons change, daily public information is required for the special events and other activities of the department. Administration staff meets with other division heads and supervisors on their respective projects and the communication between the divisions. The Administration Office is open to the public Mondays through Fridays, for information on the department activities, rules and regulations, sale of state and lake fishing licenses, boat permits, recreation program registration, and shelter house reservations. All monies that are collected year round through the Parks & Recreation facilities, programs and golf courses are recorded, and verified through the administration office and deposited to the Shawnee County Treasurer’s Department. All payroll, personnel procedures, and records are maintained through the Administration Office for approximately sixty-five (65) permanent employees and approximately two hundred (200) seasonal and intermittent staff throughout the year. Accounts payable and a vast variety of clerical and accounting procedures are required to maintain the budgets, expenditures, and special funds for the divisions of the department. Staff must work with other county departments to insure county policies and procedures are followed.

**PARK DIVISION**

The work performed by the **Park Division** is significantly different than what the average person would perceive. The busiest most stressful periods of the year are spring and fall. The summer months, due to the hiring of summer temporary/seasonal employee’s free permanent staff to work on more complex and difficult tasks. The planning, performance and evaluation of projects and events is a year round operation for park staff. In order to
accomplish the myriad of duties within the park system the Park Division utilizes, full-
time park employees staggered shifts of five (5) days “on”, and two (2) days “off” in
order to cover weekend and holiday responsibilities. Approximately twenty-five (25)
temporary/seasonal workers are utilized for help in the upkeep and maintenance of
parklands and facilities.

During the spring, staff prepares and opens all seasonal facilities for the season, Lake
Shawnee Swimming Beach, Campground/RV Park, Marina, and open-sided public
Shelter Houses. Prepare and open public facilities, softball complexes, sand volleyball
courts, restrooms, tennis courts, and nine (9) public beaches. Prepare parks for increased
public use by distributing picnic tables, trashcans, trash dumpsters, paddleboats, and
canoes. Prepare flowerbeds, turf and trees, clean, mulch and replace landscapes plant
over 35,000 annuals and perennial flowers, begin spring spraying turf and trees, aerate
sports fields and seed bare areas, bring up irrigation systems at Lake Shawnee,
Expocentre grounds, SCABA, LSGSA, and Shawnee North Community Park. Daily
maintenance begins with twice daily cleaning of shelters, cleaning of restrooms, mowing,
trash removal, litter control and parking lot sweeping. Begin hiring part-time
maintenance staff. Tag and stock 7,000 pounds of Rainbow Trout into the lake,
coordinate other fish stockings with the Kansas Department of Wildlife and Parks.
Coordinate, set up/clean up and operation of spring Special Events. Vandalism repair.

The summer schedule changes due to the fact that summer temporary/seasonal
employees are hired and perform many of the general duties allowing permanent
employees to concentrate on the more difficult projects and tasks. Staff performs
mowing of general use parkland on a seven (7) day schedule, five (5) day schedule for
high use areas. Trimming of all park turf areas, as needed, usually adjacent to mowing
schedule. Staff plans and installs landscape projects in late summer. Shelter house and
restroom maintenance including: painting, cleaning, electrical, plumbing/HVAC, roofing
and all repairs. Inspect and maintain playgrounds to insure safety and for compliance
with NPSI (National Playground Safety Institute). Install new playground components.
Park trail improvements including trail system expansion, section repair and replacement,
bridge construction, and landscaping of comfort areas. Daily maintenance of the Lake
Shawnee Swimming Beach including: facility clean up, irrigation maintenance, pumping
station, landscape and beachfront. Daily maintenance of Shawnee North Family Aquatic
Center including facility management, water quality, clean up, inspection and
maintenance of pumps, filters, chemical treatment systems. Special event preparation,
clean up and tear down for following events: Topeka Tin man Triathlon, Sunflower
Games, Spirit of Kansas, Shawnee North 5K Run, Kansas Kids Day, Lake Shawnee
Water Ski Championships, Mighty Shunga Disc Golf Championships and Great Topeka
Duck Race. Irrigation maintenance and new installation in garden areas, sports fields,
landscaped areas and other selected turf areas. Expocentre ground maintenance including
mowing landscape, maintenance, trimmings, fertilization, irrigation and care of streets
and parking lots. Perform inspection, care, repair and construction of park roads, parking
lots, driveways and sidewalks.

Preparation of buildings and structures occur in the fall before the winter months set in.
Special event coordination, clean up and tear down for the following events: All Nations Inter-Tribal Pow Wow, Huff and Puff Hot Air Balloon Rally, Winter Wonderland and trout stocking. The winterization of the Shawnee North Family Aquatic Center, Lake Shawnee Marina and Lake Shawnee Swimming Beach is performed. Transplanting of trees from tree nursery, in excess of 100, to locations within the parks. Maintain turf areas through preparation, seeding, aeration, and fertilization. Removal of all seasonal park equipment and store. Planning and planting of landscape areas including: tulip bulbs, winter hardy plants and shrubs. Winterize all water lines, drinking fountains and irrigation systems. Close all outdoor recreation facilities including open shelters, campground and athletic facilities. Prepare maintenance vehicles for snow and ice removal. Meet with organizations that contract with the department for space lease; Shawnee Boat and Ski Club, Shawnee County Amateur Baseball Association, Lake Shawnee Girls Softball Association, Topeka Rowing Club and Yacht Club to discuss master plan, contract renewal and maintenance issues.

During the winter the following years budget is prepared including: annual maintenance budget, capital equipment, capital facilities, staffing and long range planning. During this time staff renovate and remodel existing facilities and structures. They also construct and perform work on trails, buildings, maintenance facilities, athletic facilities and gardens. The overhauling and rebuilding of park maintenance vehicles, mowers, construction equipment, boats and power equipment are performed to prepare for spring season. Major repair and maintenance of trash barrels, dumpsters, picnic tables, paddle boats and docks to make safer and more aesthetically pleasing. Remove and trim trees throughout the park system. Snow and ice removal and treatment of all park roads, parking lots, entrances, sidewalks and trails, including the Kansas Expocentre. Plan and schedule for upcoming year’s projects, special events and facility management.

RECREATION DIVISION
The Recreation Division has changed significantly over the years. The planning, implementing, conducting and evaluation of programs and events is a year round operation for all recreation staff. Programming remains a major portion of their duties, however, a great deal of time and effort goes into facility operation and into these other areas on a daily basis as well. In order to accomplish the duties within the recreation system, full-time recreation employees work flexible schedules in order to meet the evening, weekend and holiday responsibilities. Approximately 200 instructors and temporary/seasonal workers are utilized for help in the operation of programs and facilities.

The spring months involve; renewing the contract with the graphic design company for the three (3) activity brochures for the year. Prepare, develop and contract programs for the publication of the Summer Activity Brochure. Solicit businesses for sponsorship for special events such as: Lake Shawnee Trout Program, Spirit of Kansas, Kids Fishing Derby, Daddy Daughter Date Night, Golf 4 Life Golf Tournament, OK Kids Day and Tractors, Trucks and More. Prepare for the state-licensing surveyors to renew and maintain all the preschool and youth daycare licensing. Prepare and organize for the swim lesson, day camp and teen camp open houses. Meet with event coordinators to
prepare special event contracts for the National Rowing Championships, Sunflower State Games, Water Ski Championships, All Nations Pow Wow, Huff –n- Puff Balloon Rally and Winter Wonderland A Celebration of Lights. Prepare, organize, and facilitate the Spirit of Kansas meetings with the following organizations: Sheriff’s Department, Public Works, I.T., City of Topeka Police and Fire, Tecumseh Fire and Topeka Transit. Attend meetings to plan and coordinate special events with representatives from the Topeka Tinman Triathlon, Great Topeka Duck Race, Huff-n-Puff Balloon Rally and Winter Wonderland. Organize all youth soccer leagues by dividing registrants into teams and scheduling games at both Lake Shawnee and the Shawnee North Community Park. Prepare and layout the soccer field sand ball diamonds for the spring season. Advertise, interview, and hire approximately 200 seasonal employees for day camp, teen camp, aquatics, marina and athletics. Review all operation manuals for the seasonal facilities. Advertise, organize, and operate Easter Egg Hunts at Paris Community Center, Auburn, Lake Shawnee and North Community Center. Maintain the daily operation of all facilities including: daily cash, attendance, revenue, expenditures, data entry, maintenance, and customer service. Advertise, promote and implement over 400 recreational programs for all ages at all locations. Evaluate full-time and part-time employees. Plan and coordinate Senior Adult Trips. Prepare the operation budget for the division.

As seasonal programs kickoff in the summer staff are required to supervise and evaluate all seasonal programs and staff. Prepare and meet all state licensing requirements (inspection visits, violations and follow-ups through letters, phone calls and in person) for the licensed day camps. Operate and maintain all seasonal facilities including: Ball Diamonds, Marina and Aquatic Facilities. Organize all training and orientation sessions for full-time and seasonal staff. Advertise, promote and implement over 300 recreational programs for all ages at all locations. Contact and meet with school administrators to arrange the usage of their facilities for after school programs. Prepare, plan and organize the operation of the following special events: Topeka Tinman Triathlon, Spirit of Kansas and the Sunflower State Games. Maintain the daily operation of all facilities including: daily cash, attendance, revenue, data entry, expenditures, maintenance, and customer service. Prepare, develop and contract programs for the publication of the Fall Activity Brochure. Plan and coordinate Senior Adult trips. Evaluate full-time and part-time employees. Finalize the operational budget for the division.

During the fall staff are involved in projects like; preparation, development and contracting programs for the publication of the Winter/Spring Brochure. Develop an end of season seasonal reports for all seasonal facilities. Prepare and layout the youth soccer and flag football fields. Organize all youth soccer and flag football registrants by dividing them into teams and scheduling games at both Lake Shawnee and Shawnee North Community Park. Prepare, plan and organize the operation of the following special events: All Nations Pow Wow, Huff -n- Puff Balloon Rally, Great Topeka Duck Race, Memory Walk, Holiday Craft Festival and Winter Wonderland. Advertise, promote and implement over 400 recreational programs for all ages at all of the locations. Maintain the daily operation of all facilities including: daily cash, attendance, revenue, expenditures, data entry, maintenance, and customer service. Interview, hire and evaluate
all instructors and officials for all programs and leagues. Evaluate full-time and part-time employees. Contact and meet with school administrators to arrange the usage of their facilities for after school programs. Plan and coordinate Senior Trips. Solicit bids for the printing of the Activity Brochures for the following year.

During the **winter** staff maintain the daily operation of all facilities including: daily cash, attendance, revenue, expenditures, data entry, maintenance, and customer service. Attend the Kansas Recreation and Park Association’s annual conference to enhance our knowledge in the Parks and Recreation field. Begin the budgeting process by analyzing the previous year’s budget. Prepare project meetings to discuss improvements for all areas: Shawnee South Community Park, Shawnee North Community Park, and Lake Shawnee. Prepare information for job descriptions for all seasonal positions. Advertise, promote, and implement over 400 recreational programs for all ages at all locations. Prepare and conduct meetings with all Supervisors to discuss upcoming projects and area improvements. Evaluate full-time and part-time employees. Prepare, develop and contract programs for the publication of the Summer Activity Brochure. Meet with advertising associations to promote and advertise Shawnee County Parks and Recreation programs and facilities. Such organizations include: Topeka Convention & Visitors Bureau, Topeka Chamber of Commerce, Topeka Capital Journal and media outlets.

**GOLF COURSE DIVISION**

As with the Park Division, the maintenance and use of the Lake Shawnee and Forbes Golf Courses are year round. The **Golf Course Division** also utilizes temporary seasonal workers during the peak maintenance, use, and “growing “ seasons. In order to accomplish the duties within the golf course system, full-time golf course employees work seven (7) days a week with (5) five days “on”, two (2) days “off” in order to cover weekend and holiday responsibilities. Approximately ten (10) temporary/seasonal workers are utilized for help in the upkeep and maintenance of the golf course facilities.

In the **spring** the preparation of turf for the upcoming season, aerate greens, seed tees, roughs and bare areas as needed, fertilize turf frequently, apply pre-emerge and post-emerge herbicides, and replace Zoysia sod in May on damaged areas of fairways. Clean, mulch and replace landscape plantings in flowerbeds. Prepare and open all seasonal restroom facilities for the season. Daily maintenance begins with cleaning of restrooms, trash removal, litter control and parking lot sweeping. Begin daily maintenance with sand trap preparation, mowing schedule of greens daily, fairways three times weekly and roughs as needed. Trim, repair, adjust, and whatever else needs to be done. Begin hiring and training of seasonal employees.

Seasonal turf care in the **summer** includes, chemical application of fungicides and insecticides when and where needed. Begin hand watering of greens and new landscape plants, etc. Aerate Zoysia tees and fairways. Maintain and repair irrigation system. In late summer, start to aerate greens and tees and begin seeding of tees and roughs.

The **fall** months bring the beginning of mulching and removal of tree leaves from course. Project completion period; sand trap reconstruction, landscapes, etc. Begin tree planting
and pruning. Final mowing anticipated in middle to late November. Year-end evaluation of procedures.

During the winter months, the Golf Course Division begins to rebuild and repair all maintenance equipment including, mowers, tractors, and trucksters. Rebuild and repair all course accessories including, benches, signs, tee markers, etc. Begin building maintenance; repair, painting, cleaning, etc. Apply herbicide to dormant zoysia fairways. De-activate and winterize irrigation systems, winterize restrooms. Remove dead tree and brush. Provide for snow removal at Golf Shops. Comply with Safety Coordinator’s recommendations.

PARKLANDS & FACILITIES
The construction of Lake Shawnee and the surrounding park was a project of Shawnee County and the Water Conservation and Park Development Program of the Federal Works Progress Administration (WPA). The project of building the lake began November 3, 1935, was completed May 30, 1938, and employed an average of 400 workers for thirty months. The opportunity for employment in this project came as welcome relief in the community’s recovery from the Great Depression of the early 1930’s. Of the $1,047,359 spent in construction, nearly two-thirds of the price tag consisted of the cost of labor.

When construction was completed the county was in the middle of a mild drought. Fed by Deer Creek the lake filled slowly. The area did not open to fishermen until September 3, 1939; over 5,000 anglers celebrated the opening day of the new lake. At that time fishermen were restricted to only one pole each and could only fish between 6:00 a.m. and 6:00 p.m. These rules did not discourage a Topeka man who caught fourteen pounds of bass within forty-five minutes after the opening signal sounded on that day.

In 1939, there were only 100 surface acres of water. Today, Lake Shawnee has 410 surface acres of water. This represents about 2.75 billion gallons. Lake Shawnee is a game sanctuary for waterfowl and other animals. Picnic and observation areas are located along eight miles of shoreline. The 1,110 acre park is today one of the Midwest’s finest recreational centers. Facilities include:

Lake Shawnee Recreational Trail – The Master Plan was completed in 2002. The Master Plan calls for a primary loop developed around the entire park. The primary loop will be a minimum of ten (10) feet wide concrete and twelve (12) feet in higher use areas. Smaller and shorter secondary loops or spurs will be constructed from alternative materials and will take advantage of the unique park assets. The Lake Shawnee Trail is designed to connect to the proposed Deer Creek Trail and will include the development of the proposed regional trailhead and parking facility. This project is included in the Topeka-Shawnee County Regional Trails & Greenways Plan and the Topeka-Shawnee County Long Range Transportation Plan. Additionally the Lake Shawnee Trail will connect the many park amenities together. High usage areas i.e., Ensley Botanical Gardens and Pergola, Lake Shawnee Arboretum, Lake Shawnee Marina, Heated Fishing Dock, Shelter Houses #1, #2, & #3, Lake Shawnee Girls Softball Association, Garden
House, Yacht Club, Gazebos #1 and #2, ADA Fishing Dock, four (4) Comfort Stations/Restrooms, two (2) modular ADA accessible playground systems, Windsurf Beach, and Lake Shawnee Tennis Center, will become linked with implementation of this phase of trail construction. Construction of Phase I is scheduled to begin in the spring of 2005.

**Ensley Botanical Gardens**

*Arboretum* - The Lake Shawnee Arboretum was developed in 1995 through a public-private partnership. Frank Sabatini raised the necessary funds through local corporate donations and Parks & Recreation provided the design and construction. The Arboretum consists of over 397 trees of over 100 different varieties, landscape beds, and a water pond with bridge. This area is used extensively for educational purposes as well as community beautification. The final phase is being developed now, that includes a walking path, parking area and additional flowerbeds. This area will be linked to the Lake Shawnee Trail when completed.

**Golf Course** – Lake Shawnee provides a spectacular background for this challenging, par 70, 18-hole golf course. Constructed in 1971, Lake Shawnee Golf Course lies in a wooded, rolling area with many scenic views of Lake Shawnee. The full service PGA Golf Shop offers equipment, apparel, food and beverages. The course and Golf Shop are open daily, except Christmas Day, for public and special event play.

**Marina** - recreational paddleboat, kayak, and canoe rentals are available during the summer months. The Marina sells concessions, boat permits and fishing licenses.

**Campground** - year round R.V. camping along the wooded shores of Lake Shawnee. Restroom facilities, laundry, concessions, electrical and water hook-ups, dump station, showers, swimming beach, picnic tables, and boat dock slips are available to registered campers. A special Campground Improvement Fund was established in 1997. Since that time all new electrical and water upgrades, asphalt overlay of roads, concrete ADA sites and a new multi-purpose facility were constructed using the Campground Improvement Fund. Plans for 2005 include the construction of playground equipment, beachfront development, and improved boat dock availability.

**Swimming Beach and Waterslides** - the sandy beach is located in a protected cove on Lake Shawnee for recreational and instructional swimming. Concessions, dressing facilities, and restrooms are available. The complex offers shaded picnic areas, sand volleyball court, a suntan deck, and two (2) water slides; a 109’ waterslide was transported from the old pool at Shawnee North and erected along side the 65’ waterslide that was built in 1985-86 and is enjoyed by youth and adults alike.

**Shelters** – all nine (9) shelters are available for rental April through October with five (5) containing kitchen facilities. Shelters #1, #2, #4 and #5, the two (2) gazebos and the Pergola are available for rent April through October. Reynolds Lodge, The Garden House, Shelters #3 and #6 are available for rental year round. Restrooms and playground
equipment are adjacent to all shelters.

**Tennis Courts** - eight lighted courts for year-round use. Lesson programs are offered during the spring, summer and fall months. Court replacement was completed in the spring of 2002.

**Heated Fishing Dock** - metal flotation structure heated during the winter months for fishing in the well. This popular facility was replaced in 2003.

**Lake Recreation Building** - used for daily preschool, evening recreation programs, and summer day camp. A variety of recreational programs are also offered in the Lake Shawnee Golf Course Basement throughout the year.

**Windsurf Beach** - sandy beach on west shore south of Shelter #2 provides access to the lake for windsurfing enthusiasts.

**Disc Golf Course** - eighteen- (18) hole disc golf course along the eastern edge of Lake Shawnee has proven to be a popular attraction for people of all ages. The Dawn to Dusk Disc Club competes here and the course is host to several large tournaments each year.

**Associations - Facilities at Lake Shawnee**

*Through contracts the department works closely with the following associations for operation of these programs on Shawnee County parkland. These associations are responsible for program operations and work closely with the department for long range facility plans.*

- Topeka Rowing Association (TRA) – Association membership opportunity
- Shawnee Boat and Ski Club – Association membership opportunity
- Shawnee Yacht Club – Association membership opportunity
- Shawnee County Girl’s Softball Association (GSA) – Association membership opportunity.
- Shawnee County Amateur Baseball Association (SCABA) – Association membership opportunity.

**Shawnee North Community Park** is located north of the City of Topeka at 300 NE 43rd Street; 115 acres were acquired in 1975 by a transfer of title from the State of Kansas Social and Rehabilitation Services to Shawnee County. The building, currently in use as the Shawnee North Community Center, had housed the County Poor Farm for the elderly and homeless for over 50 years.

Between 1984-86, the building underwent major renovation in remodeling of space and structural improvements. Since 1975 other facilities have been added in developing this park into a regionally recognized multi-use park.

**Community Center** - programs in fitness, arts and crafts, preschool, dance, educational classes, senior adults, special events for youth and adults, and a licensed preschool are
offered on a year-round basis. Room space is available for rental by community groups.

**Tennis Courts** - a two court, lighted complex for open play. Lesson programs are offered during the spring, summer, and fall months. Replacement was completed in the spring of 2002.

**Sand Volleyball Courts** - two lighted courts are utilized for leagues in the spring, summer, and fall.

**Ball Diamonds** - fully equipped four diamonds, lighted complex. The department conducts adult leagues with the diamonds available for tournament play on weekends. Improvements to the facility currently under construction are; underground irrigation, dugout covers, and spectator shade structures.

**Aquatic Center** – (Under Construction) This “water park” designed for all ages and entire families features state of the art attractions. Three (3) separate pools will be included in the final construction. An 8-lane 25-meter competitive pool with diving well be able to host swim lessons, competitive swim meets and practices for the departments youth swim team. This main pool also has a zero-depth entry and shallow play area with floatable toys, an interactive play system and 1 and 3 meter diving boards and a drop slide. A 400’ Lazy River section with inner tubes also incorporates two (2) water features and two (2) slides. A youth pool, partially funded with funds from the LWCF (Land and Water Conservation Funds), incorporates inter-active water toys, slides and fountains.

**Shelter house** – which is adjacent to the nature trail and pool. Open sided with restrooms, grill and six (6) picnic tables. Open April 1 – October 31.

**Park Area** - athletic fields for soccer and football, a two-mile cross country trail, and a sledding hill are located in the park.

**Nature Trail** - this 2-mile trail winds through undeveloped parkland comprised of grasslands and wooded areas on the east side of the park. Walkers, runners, and cross country skiers use this trail. Nearly ¼ mile of the trail is asphalted to aid elderly, young children and handicapped users of the trail.

In 1975, the **Shawnee South Community Park** was acquired through cooperation with the federal government’s “Legacy of Parks” legislation, Shawnee County acquired 175 acres of land used previously by the United States Air Force at Forbes Field. The facilities have undergone numerous improvements since its acquisition.

**Velma K. Paris Community Center** - classes in fitness, arts and crafts, preschool, educational clinics, special events for youth and adults, open recreation, and a licensed preschool are offered on a year-round basis. Room space is available to community groups for reservation. In 2004 major renovation occurred with office additions, new ceiling in gym, new weight and fitness room, and the construction of a new preschool classroom. The center was dedicated in 1996 in honor of Velma K. Paris, Shawnee

**Ball Diamonds** - the two (2) diamonds complex offers department sponsored adult leagues during the spring and summer with diamonds available for tournament play on weekends. A restroom and ball diamond lights were added in 1996.

**Park Area** - athletic fields for soccer and football, a basketball court, and playground equipment are located in the park.

Associations –Facility at Shawnee South Community Park
Through a contract the department works closely with the following association for operation of the program on Shawnee County parkland. This association is responsible for program operations and works closely with the department for long-range facility plans.

Topeka, Kansas Quarter Midget Association (TKQMA) – Association membership opportunity. The Western Grand Nationals will be held here in summer of 2005.

**Forbes Public Golf Course** - the nine-hole course features bent grass greens with numerous sand traps and water hazards. Blue-Ryegrass fairways are currently being converted to Zoysia grass. The clubhouse contains a fully equipped pro shop, snack bar and meeting rooms.

**Wakarusa Park** covers three (3) acres and provides public access to the Wakarusa River.

**Lindbloom Park** is a fifteen (15) acre park located south of 45th street near the south end of Lake Shawnee (undeveloped).

**Nana's Park** covers approximately three (3) acres and is located on the SE corner of 37th and California. This neighborhood park has proven to be very popular with neighbors and includes play equipment and a walking trail. This park was developed through a public/private partnership with Frank and Alice Sabatini in 1999.

For all parks, Shawnee County signs maintenance and assurance statements each year for the following projects that have been funded through federal or state programs.

**LAND & WATER CONSERVATION (LWCF) PROJECTS**
(Currently operated and maintained by Shawnee County Parks & Recreation)

<table>
<thead>
<tr>
<th>Project #</th>
<th>Project Title</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-00074</td>
<td>Lake Shawnee Mobile Campground</td>
<td>1966</td>
</tr>
<tr>
<td>20-00123</td>
<td>Shawnee County Parks Development</td>
<td>1971</td>
</tr>
<tr>
<td>20-00293</td>
<td>Lake Shawnee Bathhouse &amp; Beach Development</td>
<td>1975</td>
</tr>
<tr>
<td>20-00394</td>
<td>North Park Pool Development</td>
<td>1979</td>
</tr>
<tr>
<td>Project #</td>
<td>Project Title</td>
<td>Year</td>
</tr>
<tr>
<td>-----------</td>
<td>------------------------------------------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>20-00433</td>
<td>Lake Shawnee Development</td>
<td>1980</td>
</tr>
<tr>
<td>20-00546</td>
<td>Comfort Station Development-Lake Shawnee Campground</td>
<td>1985</td>
</tr>
<tr>
<td>20-00684</td>
<td>Shawnee County Community Park Pool, Pool Replacement</td>
<td>2001</td>
</tr>
</tbody>
</table>

**NATIONAL RECREATIONAL TRAILS BOARD PROJECTS**
(Currently operated and maintained by Shawnee County Parks & Recreation)

<table>
<thead>
<tr>
<th>Project #</th>
<th>Project Title</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>NRT 199-9</td>
<td>Shawnee North Community Park Shelter and Trail Improvements</td>
<td>1999</td>
</tr>
</tbody>
</table>

**LOCAL GOVERNMENT OUTDOOR RECREATION GRANT PROGRAM**
(Currently operated and maintained by Shawnee County Parks & Recreation)

<table>
<thead>
<tr>
<th>Project #</th>
<th>Project Title</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>177</td>
<td>New playground construction</td>
<td>2000</td>
</tr>
</tbody>
</table>

**TRANSPORTATION ENHANCEMENT PROGRAM FUNDING**
(Currently under construction)

<table>
<thead>
<tr>
<th>Project #</th>
<th>Project Title</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>89TE022401</td>
<td>Lake Shawnee Trail-Phase I</td>
<td>2004/05</td>
</tr>
</tbody>
</table>
Personnel

The Director coordinates, supervises, and directs the total operation, management, and development of the department’s administration, parks, park police, recreation, and golf course divisions and is responsible for the facilities, programs, personnel and contracts within the policies, procedures, and framework developed and set forth by the Board of County Commissioners of Shawnee County, Kansas.

JOHN E. KNIGHT
Director, 2000 - present
Recreation Director, 1995 - 2000
Recreation Supervisor, 1993 - 1995
Community Center Director, 1989 - 1993
Recreation Specialist, 1987 - 1989
B.A. Physical Education & Health, Bethany College, Lindsborg, Kansas.

ADMINISTRATION DIVISION

The Administration Supervisor serves as the administrative assistant to the Director of Parks & Recreation and supervises the work of Clerical staff. They manage and oversee all revenues and all expenditures for the department grant, project, enterprise, and general fund budgets.

VACANT

The Account Clerk II’s are responsible for all aspects of the payroll, personnel forms, grant application and compliance, deposits, expenditures, inventory, registration and lease agreements.

GLORIA CORTEZ
Account Clerk II, 1999 – present
Account Clerk II, 1984 - 1999
Shawnee County Appraiser’s Department, 1982 – 1984

JEAN IRISH
Account Clerk II, 1999 – present
Account Clerk II, 1989 - 1999
Secretarial/Receptionist experience, 1982 – 1989
BOARD OF COMMISSIONERS  
Shawnee County  
Vic Miller, Marice Kane, and Ted Ensley

Parks & Recreation Director
John Knight

Park Director
John Kennedy

Park Maintenance Supervisor
Lyle Buech

Park Maintenance Leadworker
Mike Dudley

Maintenance Technician Leadworker
Jim Ditmer

Park Maintenance Leadworker
Jay Dodson

Vacant/Scott Peck

Park Main.
Keith Darby

Park Main.
James Rutledge

Park Main.
Randy Spencer

Park Main.
Robert Bevitt

Park Main.
David McEntire

Park Main.
Jason Shore

Park Main.
Dustin Hollenbeck

Park Main.
Ray Miller

Park Main.
Chad Collins

Park Main.
Dave Gustafson

Park Main.
Ron Griffith

Park Main.
Bernard Stewart

Park Main.
Bill Engleken

Updated: April 27, 2005
PARK DIVISION
The Park Director directs the operation, promotion and planning of the Park Division staff, facilities, revenue, expenditures, and cooperative agreements with community groups, quasi-public organizations and other county departments.

JOHN D. KENNEDY
Park Director, 2002 – present
- Parks & Recreation Director 1994-2002
- City of Pittsburg, KS
- Parks & Recreation Director 1988-1994
- City of Harrisonville, MO
- B.S. Park & Recreation Administration, University of Nebraska, Lincoln NE

The Park Supervisor’s direct the operation and planning of the Park Division staff, facilities, revenue, expenditures, maintenance, and improvements; works with other governmental entities.

LYLE BAUSCH
Park Maintenance Supervisor, 2002 – present
- Park Maintenance Superintendent, 1997 – 2002
- Foreman Kansas Expocentre Grounds, 1987 – 1993
- Twenty-Seven (27) years agriculture experience
- B.S. Agronomy, Fort Hays State University, Hays, Kansas

DAVE BARTELS
Park Facility/Landscape Supervisor, 2002 - present
- Park Facility/Landscape Superintendent, 1997 – 2002
- Forester, 1988 – 1997
- Fifteen (15) years horticulture experience

The Forester manages and establishes tree maintenance and landscape activities through knowledge of tree biology, tree management and landscaping.

BUTCH ROMICK
Forester, 2001 – present
- Shawnee County Noxious Weeds 2001
- Topeka Evergreen Nursery – manager 1975-1999
- Attended Washburn University, Kansas State University and Kaw Area Technical School

The Horticulturist’s perform horticulture, gardening, and landscaping activities in parks and garden areas.
JULIE TROWBRIDGE
Horticulturist, 1980 - present
Twenty-Five (25) years horticulture experience
B.S. - Horticulture, Kansas State University, Manhattan, Kansas

RACHELLE HUBBARD
Horticulturist, 2004 - present
Park Maintenance, 2001 – 2004
Kaw Area Technical School, certificate in Horticulture
McCook Community College, 1999-2000

The Park Maintenance Leadworker assists in the planning and participates in the maintenance, development and improvements of parklands.

MIKE HUTLEY
Park Maintenance Foreman, Lake Shawnee, 1999 - present
Park Maintenance II, 1996-1999
Fox Ceramic Tile, Inc., 1984-1996
Fifteen (15) years construction experience
Agriculture, welding and fabricating experience

The Building Maintenance Technician assists in the planning, and participates in the construction, maintenance, mechanical equipment operations and renovations of all Parks and Recreation buildings.

JIM DITTMER
Building Maintenance Technician, 1998 – present
Self-employed - home remodeling and maintenance, 1988-1998
Seventeen (17) years experience building maintenance and remodeling

The Mechanic Leadworker assists in the planning, and participates in the maintenance and service of the vehicle fleet and all equipment for the entire department.

DAVID ERICKSON
Mechanic, 2001- present
Seventeen (17) years experience in the Fleet Management and Mechanical field

The Park Maintenance Workers perform maintenance, repair, development, construction, and operation of heavy equipment within the Parks System.

KEITH DARBY
Maintenance Technician Assistant
Park Maintenance II, 1969 - present
Four (4) years in the United States Navy
DAVID GUSTAFSON
Park Maintenance, 1995 - present
Stratton Hardware and Repair, 1988-1995
Topeka Police Dept., 1976-1986
Two (2) years United States Army

BERNARD STEWART
Park Maintenance, 1998- present
KPL, 1984-1998

BILL ENGELKEN
Park Maintenance, 2000 – present
Self-employed, 1994 – 2000

RANDALL SPENCER
Park Maintenance, 2001 – present
Past work with printing companies and concrete form companies

RONALD GRIFFITHS
Park Maintenance 2002 – present
Lake Manager, City of Centralia 1993-2002

JAMES RUTLEDGE
Park Maintenance 2004 – present
Veteran Industries, 2001 – 2004
Dunn Construction, 1999 - 2000

JASON SHORE
Park Maintenance 2005 – present
Shawnee County Parks & Recreation, Part-Time, 2004

ROBERT BEVITT
Park Maintenance 2003 – present
Shawnee County Refuse Department, 2002 – 2003

SCOTT PECK (Currently serving in Iraq)
Park Maintenance 2004 – present
United States Army, 1994 - 2004

JAY DODSON
Park Maintenance 2004 – present
J & S Rentals, 1999 – 2004
Leprechaun Lawns, 1992 - 1999
DAVID MCENTIRE
Park Maintenance 2004 – present
Payless Distribution Center, 2002 – 2004
McEntire Brothers, 1971 - 2002

DUSTIN HOLLENBECK
Park Maintenance 2004 – present
Schmidt Builders Supply, 2003 – 2004
Graywolf Construction, 2002 - 2003

RAY MILLER
Park Maintenance 2004 – present
Shawnee County Parks & Recreation, Part-Time, 2002 – 2004
Goodyear Tire & Rubber Co., 1969 - 2002

CHAD COLLINS
Park Maintenance 2004 – present
Holton Lumber Company, 2003 - 2004
Hallmark Cards, 1998 – 2003

VACANT
Park Maintenance 200? – present

PARK POLICE DIVISION
The Park Police Supervisor provides law enforcement for parks, authors and maintains resolutions governing the rules and regulations, and supervises the operation of the Lake Shawnee Campground and the Park Police officers.

MIKE KILLION
Park Police Supervisor, 1989 – present
City of Silver Lake Police Dept., 1982-1989
Twenty-two (22) years law enforcement experience
A.A. - Criminal Justice, Washburn University, Topeka, Kansas
B.S. - Criminal Justice, Washburn University, Topeka, Kansas

The Park Police Officers provide law enforcement, meet and greet the public, and the education and safe use of facilities and grounds of the park.

GARY THOMAN
Park Police Officer, 1994 – present
Topeka Metropolitan Airport Authority, 1993-1994
City of Concordia Police Dept., 1986-1993
Fifteen (15) years law enforcement experience
ALAN TWIDWELL
Park Ranger, 1999 – present
Temporary/Seasonal Park Ranger, 1985 – 1999
Topeka Public Schools USD #501, 1968 - 2000
Thirty-Four (34) years law enforcement experience
RECREATION DIVISION
The Recreation Director directs the operation, promotion and planning of the Recreation Division staff, facilities, revenue, expenditures, and cooperative relationships with school and community groups and other county departments.

RANDY LUEBBE
Recreation Director, 2000 - present
SE Recreation Supervisor, 1995 - 2000
Lake Shawnee Recreation Specialist, 1991 - 1995
Rossville Recreation Specialist, 1986 – 1991
Recreation Leader, 1985 - 1986
B.S. Park & Recreation Management, Kansas State University, Manhattan, Kansas.

The Community Center Directors plan and direct a large and diversified schedule of programs, activities, classes, special events at each community center and works cooperatively with their respective school districts and use of school district buildings as needed.

SUSAN FOWLER-HENTZLER
Shawnee North Community Center Director, 1995 - present
Velma K. Paris Community Center Director, 1992 - 1995
Recreation Program Supervisor, 1992
Rossville/Silver Lake Recreation Specialist, 1991 - 1992
SW Shawnee County Recreation Specialist, 1989 - 1991
National Park Service - Army Corp of Engineers
Environmental Education
B.S. National Resource Management, Kansas State University, Manhattan, Kansas
M.S. Public Administration (continuing), University of Kansas, Lawrence, Kansas

JOSEPH WROBEL
Velma K. Paris Community Center Director, 2000 – present
Main Bank Cashier, Harrah’s Prairie Band Casino, 1998-2000
Parks & Recreation Director, Chesterfield, Michigan, 1985-1998
Recreation Program Supervisor, Hazel Park, Michigan, 1977-1985
B.S. Wayne State University, Detroit, Michigan
M.A. Central Michigan University, Mt. Pleasant, Michigan

The Athletic Program Supervisor plans, directs a large and diversified schedule of youth clinics and leagues, adult leagues/non traditional sports, and special events. Works cooperatively with school districts and use of school facilities.
BRAD PRICE  
**Athletic Supervisor, 2000 - present**  
Recreation Leader, 1995 – 1998  
Temporary/Seasonal in Athletic Division, 1991 – 1995  
B.S. in Recreation, Emporia State University, Emporia, KS  

The **Southeast Shawnee County Program Supervisor** plans, directs a large and diversified schedule of special events and programs in Southeast Shawnee County, USD #450, Lake Shawnee, and summer operation of the Lake Shawnee Swimming Beach. Works cooperatively with school districts for use of school facilities.

BRIAN TOBY  
**Southeast Shawnee County Supervisor, 2000 - present**  
Recreation Programmer, 1998 - 2000  
Recreation Specialist, 1995 – 1998  
Recreation Leader 1995  
Academic Intern, 1994  
B.S. Agriculture, emphasis in Park & Recreation Administration, Kansas State University, Manhattan, Kansas  

The **Recreation Programmer**’s plan, promote, organize and may instruct a wide variety of recreation classes and/or special programs throughout Shawnee County. Supervise seasonal and temporary part time employees. Supervises budgets for seasonal activities and program areas.

CHAD LADY  
**Recreation Programmer, 1999 - present**  
Recreation Leader, 1996 – 1999  
City of Marysville, Recreation Director, 1995 - 1996  
B.S. Agriculture, emphasis in Parks & Recreation Administration Kansas State University, Manhattan, Kansas  

JENNIFER WEGENER  
**Recreation Programmer, 2000 - present**  
Recreation Leader, 1999 – 2000  
B.S. Communications, Fort Hays State University, Hays, Kansas  

MITCH GROSS  
**Recreation Programmer, 2001 - present**  
Recreation Leader, 2000 – 2001  
Activities Supervisor, Hays Recreation Commission  
B.S. Physical Education, emphasis in Recreation Management
SHAWN OSBORNE
Recreation Programmer, 2001 – present
Recreation Program Asst, 2000 – 2001, Chanute Recreation Commission
B.S. in Recreation, Emporia State University

DARLENE STREETER
Recreation Programmer – 2001 - present
Recreation Specialist, 1999 – 2001
CLA Director, 1995 – 1999
Family Service & Guidance Center
Development Specialist II, 1995 – 1996
Development Specialist, 1994 – 1995
B.A. Psychology, Washburn University, Topeka, Kansas

The Recreation Leader’s organize and lead recreation activities; supervise community centers; develop and promote new classes, activities and special events; computer registration and revenue accountability.

KEVIN STONER
Recreation Leader, 1999 - present
B.S. Recreation, Bethany College, Lindsborg, Kansas

BARBARA RUMMEL
Recreation Leader, 1996 – present
Recreation Aide, 1996

OLIVIA MAYER
Recreation Leader, 2002 – present
B.S. Recreation, Emporia State University

KRISTIN GREIG
Recreation Leader, 2003 – present
B.S. Physical Education, emphasis in Sports & Recreation, Fort Hays State University

JESSICA WALTERS
Recreation Leader, 2003 – present
B.S. Sports and Recreation Management, Fort Hays State University

ELIZABETH MISCHKE
Recreation Leader, 2005 – present
Shawnee County Parks & Recreation, Part-Time, 2003 – 2005

KELLY WALTERS
Recreation Leader, 2005 – present
B.S. Recreation, Kansas State University
The **Preschool Director’s** organize and direct the Creative Learning Adventures Preschool; plan and prepare lessons; meet licensing requirements; supervision of children and staff; ordering and purchasing of supplies; instruction of other preschool programs.

**BETSY LITSCHER**  
Lake Shawnee CLA Preschool Director, 1998 - present

**PAT FEEKEN**  
Paris Community Center CLA Preschool Director, 1989 - present  
Preschool Assistant Teacher, 1986-89

The **Preschool Teacher’s** assist in organizing and leading of the Creative Learning Adventures Preschool; assist in lesson planning; teaching and instruction of children; meet licensing requirements; purchasing of supplies; instruction of other preschool programs.

**ASHLEY DOYLE**  
Preschool Teacher, 2004 - present

**PENNY STORMANN**  
Preschool Teacher, 1996 - present  
Para-professional, Unified School District #345, 1995 – 1996

**JILL WINTER**  
Preschool Teacher, 2000 – present  
Shawnee County Parks & Recreation, Summer Camp Manager, 2003 - present

**ANGELA FRIESEN**  
Preschool Teacher, 2000 - present  
Shawnee County Parks & Recreation, Summer Camp Manager, 2003 - present  
School Age Director, 2000 – 2003  
Preschool Assistant Teacher, 1997 – 2000
GOLF COURSE DIVISION
The Golf Course Superintendent is responsible for the supervision, management, operation, promotion, and planning of the Golf Course Division staff, facilities, revenue, and expenditures.

THOMAS OPAT
Golf Course Superintendent, 1977 - present
Leawood South Country Club, Leawood, Kansas
Assistant Golf Course Superintendent, 1977
Manhattan Country Club, Manhattan, Kansas
Maintenance Crew, 1975 - 1977
Certified Golf Course Superintendent, 1983 - present
Commercial Pesticide Applicator, 1985 - present
United States Army – Two (2) years
B.S. Agriculture, Kansas State University, Manhattan, Kansas
Instrument Rated Private Pilot

The Golf Course Maintenance Leadworker’s assist the Golf Course Superintendent and participate in the maintenance, development and improvements of the Golf Courses.

RANDY KEIL
Maintenance Leadworker (L.S.G.C), 1982 - present
Construction Laborer (L.S.G.C.)
Henderson County Recreation Complex
Superintendent, 1981
Elks Country Club
Superintendent, 1980
B.S. Agriculture, Kansas State University, Manhattan, Kansas
Four (4) years EMT

CLARENCE IRISH
Maintenance Leadworker (F.G.C.), 1998 - present
Golf Course Mechanic, 1984 - 1998
US Air Force Administrative Specialist
US Army
Over twenty (20) years automotive, hydraulic experience

The Golf Course Mechanic repairs and maintains light and heavy equipment, vehicles, mowers, trimmers and other machinery for the Lake Shawnee and Forbes Golf Courses.
BRADFORD PUFF (Currently serving in Iraq)
Mechanic, 1998 - present
Twenty-nine (29) years US Army National Guard
Twenty (20) years Mechanical Experience
Training Schools for: Echo, Kohler, Toro, Black & Decker, Milwaukee, Port-a-cable,
Engersol-Rand, and Peerless
Master Technician: Briggs & Stratton, Mobile Elect, and Generator School

SCOTT ROUSH
Mechanic, 2004 - present
Alvamar Inc., 1999 – 2003
JJJ Inception Golf Course, 1996 – 1999
Factory Trained Technician: Toro and Jacobsen Equipment

The Golf Course Maintenance Worker’s perform maintenance, repair, development, construction, and operate heavy equipment within the Golf Courses.

ARCHIE LARKINS
Golf Course Maintenance, 1978 - present

CARL MANIS
Golf Course Maintenance, 1994 - present
Construction, building maintenance, landscaping fifteen (15) years experience

JEFF HUFFMAN
Golf course Maintenance, 2003 – present
Scott Lawn Care, 2002 – 2004
Crider Elevator, 1999 – 2002
Apartment Management, 1993 – 1996
Hutchinson Junior College, Two (2) years
Fort Hays State University, Two (2) years

ROBERT SLEEP
Golf Course Maintenance, 1998 – present
Park Maintenance one (1) year, 1997-1998
Three (3) years concrete construction
Eight (8) years food production

KEITH ENGLER
Golf Course Maintenance, 2004 – present
Hardware Sales Experience, two (2) years experience

The Golf Course General Manager is an independent contractor under contractual agreement with Shawnee County; manages and operates pro shops, concession facilities, meeting rooms, and golf play at Lake Shawnee and Forbes Golf Courses.
Effects of Consolidation

Whether the consolidation of the respective Parks & Recreation departments of the City of Topeka and Shawnee County is a piece of the larger consolidation effort or a stand-alone consolidation will directly affect the level of complexity of the task of consolidating the two (2) existing agencies. As a piece of a complete consolidation, all support agencies will be actively consolidating the services they provide to the other agencies, including Parks & Recreation. However, as a stand-alone consolidation, the additional challenge of coordinating the services that are provided by other agencies; i.e., Information Technology, Clerks Office, Human Resources, etc., will be necessary. An important consideration is the development of any limiting restrictions that may be attached to the plan; i.e., plan must reduce a certain level of expenditures, or no loss of jobs for existing staff, etc. The consolidation of the respective Parks & Recreation departments would be relatively seamless and efficient with no limiting restrictions. Any plan for consolidation should be developed and implemented by maintaining focus on implementing the

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31 The remaining sections of this report contain the recommendations and opinions of John Knight, Shawnee County Parks and Recreation Director.
plan with little or no disruption of the existing services and the continuance or improvement of the quality and variety of the services currently being provided.

The vital functions performed by each agency are nearly identical. Merging what is generally accepted as two of the best, most diverse and most creative Parks & Recreation departments in the State of Kansas would provide citizens of Shawnee County improved services and potentially a system of Parks, Recreation facilities and a “quality of life” second to none in the Mid-West. The opportunity to start with a blank slate and construct a completely new department, designed and organized to provide parks and recreational facilities, programs and services for the current and future needs of the community will be a rare and exciting opportunity. The long-term benefits of blending the departments would far outweigh any short-term issues that arise during times of change.

Benefits
- A unified and coordinated Long Range Master Plan that would include current and future Park and Facility development would provide for a more effective and efficient future system of parks and facilities as communities develop and grow.
- A finely developed and comprehensive Long Range Master Plan will aid in the growth and development of the entire community as well.
- Unifying and coordinating the marketing efforts would improve the consolidated department the ability to provide services to the public, the delivery of recreational and leisure services, public satisfaction through a single centralized website, program brochure offerings, and a centralized phone inquiry capability designed to meet the desires and concerns of the entire community.
- Increased accessibility to a greater variety of diverse program offerings at times and locations that are convenient to the community.
- The current program offerings are similar in nature, and differ mainly in that current City programs are designed more to meet the needs of urban clientele, while current County programs are designed more to meet the needs of suburban and rural clientele.
- Athletics programs, both youth and adult are very similar in nature and would blend nicely together as the City programs currently emphasize adult athletic programming where the County currently emphasize youth athletic programming.
- A single consolidated department would realize increased purchasing power allowing for joint purchases of contractual services, chemicals, fertilizers, professional services, supplies, grounds maintenance equipment and playground equipment, etc.
- A consolidated fleet would provide for a more efficient use of specialized park and golf course maintenance equipment allowing for an increased flexibility for the shared use of this equipment in times of equipment failure or emergency.
- The increased flexibility provided by consolidated staffing would allow for the ability to assign staff to tasks according to changing circumstances and large events.
- The increased flexibility from consolidating specialized staff would benefit the department and the entire community. The shared specialized expertise of Golf Course Superintendents, Technicians, Mechanics, Horticulturists, and Foresters would be especially beneficial allowing for greater flexibility in fleet and equipment management, the identification and repair of mechanical systems in facilities, and the diagnosis of tree and turf problems and diseases, etc.

- Increased Special Event management abilities would be realized through a larger more diverse pool of resources; i.e., corporate underwriters, multiple facility opportunities, existing employees and volunteers.

**Challenges**

- The standardization of current operating policies and procedures, and education of all employees regarding differences and changes from previous practices and operating procedures.
- The review, standardization and modification of position classifications, job descriptions and compensation levels, and the need to then be followed by a plan to achieve compensation equity.
- The standardization and networking of Information Technology capabilities, for program registration, communication, etc.
- A plan for location of administrative staff offices and the most efficient use of existing office space.
- The evaluation of services not currently offered by the other agency and the determination of the delivery of those services on a county wide level, i.e., Helen Hocker Theatre, Park Police Division, Boating, Fishing and Camping services, Adaptive Recreation program and Forestry services. Comparable programs are not currently offered by the other agency.
- A plan for evaluation and standardization of the respective maintenance and clerical divisions collective bargaining unit (union) representation.
- Evaluation of the existing contractual obligations each individual agency currently has and the development of plan to standardize.
- Determine the existence and level of existing restrictions on gifted property and facilities and develop a plan that works within those restrictions through a consolidated department.
- Determination and evaluation of the distribution of the appropriate service levels between cities, towns and rural residents.
- The development of a plan to transfer the assets, i.e., real property and personal property to the consolidated department.
- The development of a plan to coordinate the different support agencies of both the City of Topeka and Shawnee County and how the different agencies will work together to provide the best possible service to the public.

Following is information related to issues that will need to be addressed under the possible consolidation of the operation of the respective parks and recreation departments of the City of Topeka, and Shawnee County. This document has been constructed through the preliminary analysis of the respective Division Heads; Parks, Recreation, Park Police, and Golf Course.
Issues that need to be addressed:

1. **Personnel**

   **Immediate**
   
a. Support Staffing from other Agencies,
   
   *Recommend:* Determine number of staff and costs that support agencies for the City of Topeka provide to the Parks & Recreation Department. Either transfer employees to corresponding agency in the County or reduce corresponding expenses equal to Counties increase to provide like services.

   **Secondary**
   
b. Job/Position Descriptions,
   
c. Policies and procedures,
   
d. Pay rate equity,
   
e. Benefits,
   
f. Seniority, and
   
g. Bargaining Unit Representation.
   
   *Recommend:* Through cooperation of the Human Resources Department, survey all positions by Position Description Questionnaire to consolidate position descriptions. Develop a plan to address any pay inequities through reduction, freeze, or increase in compensation. Develop a plan to address benefits, all new employees would receive county benefits, but will need to address, leave both sick and annual. City of Topeka could compensate the County for all existing balances of leave and the County takes up the responsibility thereafter. The Bargaining Unit Representation would be an issue for the Bargaining Units to address.

2. **Organizational Structure**

   **Immediate**

   **Secondary**
   
a. Examine common services currently provided by both departments for operational efficiencies,
   
b. Address City services that are not provided by the County,
   
   *Recommend:* This issue would be best addressed at the Division Head level and would be a secondary concern as to what programs and services the new department would operate. However, it should be made clear that any plan for consolidation should be developed
and implemented by maintaining focus on implementing the plan with little or no disruption of the existing services and the continuance or improvement of the quality and variety of the services currently being provided.

3. Transfer of Property

   Immediate

   a. Park Land,
   b. Facilities,
      
      Recommend: A Long-term lease or agreement should be developed that allows the City of Topeka to retain ownership of facilities and land and that allows for Shawnee County to manage the assets of the City.

   Secondary

   c. Furniture, and
   d. Equipment and Vehicles.
      
      Recommend: The City of Topeka transfers these assets to Shawnee County. The County would be responsible for tags, registration and insurance costs on this furniture and equipment.

4. Offices/Facilities

   Secondary

   a. Office Locations.
      
      Recommend: A plan for placement of administrative office personnel that would provide for operational efficiencies would need to be developed to insure prompt, reliable and accurate services to the public.

5. Contractual Obligations

   Immediate

      Recommend: All contractual agreements would need to be identified and reviewed by the Shawnee County Counselor’s Office for amendment, dissolution or continuance.

6. Financial Obligations

   Immediate
General Fund,
Enterprise Fund (s),
Liquor Tax,
TCVB subsidy,
Debt retirement,

Recommend: For a planned consolidation of January 1, 2006, a consolidated budget would need to be submitted in May to Audit-Finance and approved by the Board of County Commissioners in August, to begin operations in January of 2006. Additionally the funds distributed to the City of Topeka through Liquor Tax Revenues, should be distributed to Shawnee County. The retirement of existing debt should remain with the City of Topeka and all new debt should be the responsibility of Shawnee County.

Secondary

Project Budgets, and
Foundations.

Recommend: All separate designated funds, improvement, land acquisition, etc., should be transferred to the new department.

Planning

Secondary

Capital Improvements,
Equipment,
Parkland Acquisition, and
Long Range Master Plan.

Recommend: That a Long Range Comprehensive Master Plan be developed to address the current and future park and recreational needs of the entire county. The future capital improvements, equipment and land acquisition should be the responsibility of the County.
PLANNING AND ZONING

Duties and Functions

The Planning Department, under the authority and policy direction of the Shawnee County Board of Commissioners, is responsible for developing, implementing and enforcing County land use policies and regulations; processing and issuing building, zoning and other land use permits; and, carrying out long range community planning. The department provides staff support to the Shawnee County Planning Commission, Shawnee County Board of Zoning Appeals and the Shawnee County Board of Commissioners.

Organization Of The Department

The Planning Department consists of five (5), full-time equivalent positions including a Planning Director, Zoning Administrator, Planner, Administrative Assistant and Building Compliance Officer. Each position and its incumbent is listed below:

Planning Director - Barry T. Beagle, AICP
The planning director is responsible for the development and administration of the planning department and its function; provides for staff training and development, and personnel administration; serves as secretary to the planning commission; coordinates with other organizations, agencies and government entities to establish guidelines for the evaluation of land use proposals and the development of land use policies; and, sets the planning department budget and work program in consultation with the planning commission.

Zoning Administrator – Anna Hernandez
The zoning administrator coordinates the review and evaluation of building projects for compliance with zoning, subdivision, floodplain and other adopted codes and regulations. Investigates alleged zoning violations and enforces measures to obtain compliance. Assists the public, applicants, developers and their representatives with zoning inquiries, building projects, applications and addressing of parcels. Monitors application of zoning and other land use regulations and recommends changes to address problems, deficiencies and omissions. Consults with the public to interpret, analyze or explain applicable regulatory provisions and assist with other planning functions. The zoning administrator is also designated as the floodplain administrator for unincorporated Shawnee County and provides staff support to the Shawnee County Board of Zoning Appeals in the evaluation of variance requests.

Planner – Vacant
The planner performs a broad range of current and long-range duties. The more prevalent duties include: evaluation of land use proposals (e.g. rezonings, subdivisions, conditional use permits, etc.); assist the general public with an understanding of planning, zoning and development issues, regulations and policies; conduct surveys, collect, interpret and analyze information, and perform special studies; assist in the preparation
and maintenance of policies, goals and objectives based on identified needs and community trends; and, assist in the preparation and maintenance of a county comprehensive plan consistent with established community goals and objectives.

**Building Compliance Officer – Lucy Martinek**
The building compliance officer is responsible for the intake and processing of building permit applications, including residences, commercial structures, fences, signs, accessory structures; responds to questions regarding the application of regulations; and, process applications for home use occupations, fireworks stands and haunted houses. This position is responsible for coordinating permit review with other county, township or other governmental agencies.

**Administrative Assistant – Gloria Obregon**
The administrative assistant is responsible for providing administrative support to the department, including: intake and processing of land use applications (e.g. rezoning, conditional use permit, subdivision plat, etc.); maintenance of processing schedules and verification of compliance with all legal notification requirements; prepares and enters data from source documents, rough draft, copy or general instructions and creates forms, statistical reports and correspondence; assists public with questions about the department and refers phone calls to appropriate individuals for response; maintains filing and accounting system; prepares departmental payroll; supervises the Building Compliance Officer; coordinates with IT regarding updates to the Planning Department website; and, maintaining adequate levels of office supplies.

An organizational chart of the department follows:

![Organizational Chart](attachment:organizational_chart.png)
Specific Functions By Type

Land Use Planning: Land use planning activities of the department fall into two (2) broad functional categories: current planning and long-range planning. The goals of land use planning are to preserve and enhance community quality of life and the natural environment; promote the development of economic vitality and diversity; and promote the cost-effective delivery of public services. A description of each functional category follows:

Current Planning: Current planning is the most visible component of land use planning and involves the day-to-day activities related to zoning, subdivision and development of land in unincorporated Shawnee County. More specifically, current planning involves the administration and application of the Shawnee County Zoning and Subdivision Regulations which govern the use and development of land consistent with long range planning objectives and community goals. Common activities associated with current planning include:

- Providing public assistance including the provision of general planning information concerning zoning, subdivision, conditional use permits, long range planning policies, floodplain, and, general interpretation of the Shawnee County Zoning and Subdivision Regulations.
- Coordinate the review, processing and evaluation of request to rezone property. Rezoning is a formal process of review involving a public hearing before the Shawnee County Planning Commission and ultimate review and determination by the Shawnee County Commission. Staff coordinates the review of rezoning applications with all applicable reviewing entities (county, township, fire districts, water districts, etc.) and prepares and staff report and recommendation to the Planning Commission based on recognized planning principals, community goals and long range planning objectives.
- Coordinate the review, processing and evaluation of conditional use permit requests. Staff submit all requests to applicable reviewing agencies and service providers for review and response and prepares staff reports and recommendations for submission and presentation to the Planning Commission and County Commission.
- Coordinate the review, processing and evaluation of plats of subdivision. Platting is involved with the division of land into smaller lots, often involving the dedication and extension of public streets and utilities. Staff coordinate the review of plats of subdivision with applicable reviewing agencies and service providers and prepares a staff report and recommendation for submission to the Planning Commission.
- Coordinate the review, processing and evaluation of variance requests. A variance is a request to deviate from a requirement of the Zoning Regulations, such as a setback or height restriction, as applied to a specific property. Staff coordinates with all applicable reviewing agencies and service providers and prepares a staff report and recommendation to the Board of Zoning Appeals which makes the final determination.
- Coordinate the review, processing and evaluation of requests to vacate streets, alleys, easements or other public encumbrances. Staff prepares a staff report and
recommendation to the Planning Commission which conducts a public hearing and forwards a recommendation onto the County Commission for final determination.

- Evaluating the effectiveness of land use regulations in achieving long range planning objectives and community goals and in response to changing trends and identified needs in the community. Staff assumes responsibility to research and prepare new or amended land use regulations accordingly.
- Providing professional staff assistance to the Shawnee County Planning Commission, Shawnee County Board of Zoning Appeals and Shawnee County Commission.
- Coordinate with local, state, and federal officials regarding land use issues and projects.

Staff associated with current planning functions include the Planning Director, Planner and Administrative Assistant. The Zoning Administrator is also involved with respect to proposed regulatory changes to evaluate their effectiveness and application.

**Long Range Planning:**

Long range planning is involved with the development of plans, data, designs, studies and policy options related to growth, development, and environmental issues. A product of long range planning is the development of a comprehensive plan, which provides a future oriented vision of the community. The comprehensive plan becomes the foundation for daily decision-making and provides a basis or guide for public action to insure coordinated and harmonious development which will best promote the wise and efficient use of land, protection of natural resources and the wise and efficient expenditure of public funds. The comprehensive planning process emphasizes extensive public participation by employing meetings with individuals and groups, facilitating workshops and conducted formal public hearings. Staff also prepare data and analysis pertaining to land use for use by the public and other agencies. An objective of long range planning is also to foster intergovernmental coordination related to joint planning with other jurisdictions.

In addition to the establishment of policies, goals and objectives regarding the future course of growth and development; long range planning is also involved with conducting special projects and studies in response to specific community issues or identified need.

The Planning Director and Planner are involved with long range planning activities.

**Zoning Administration:** Zoning Administration is associated with the administration and enforcement of the Shawnee County Zoning Regulations, Shawnee County Subdivision Regulations, Shawnee County Floodplain Regulations, and, building and use permit regulations. More specific activities associated with zoning administration include:

- Assisting the public with inquiries concerning the application of adopted land use regulations, such as zoning, setbacks, legal non-conforming uses, sign requirements,
floodplain requirements, land division, home use occupations, building permit requirements, etc.

- Investigating alleged violations of adopted land use regulations and proposing enforcement solutions meeting compliance requirements within a reasonable timeframe. If voluntary compliance is not achieved, violation is submitted to the County Counselor’s Office for prosecution.

- Administration of the Shawnee County Floodplain Regulations. The Zoning Administrator is appointed as the Floodplain Administrator and responsible for making floodplain map determinations.

- Administering the Shawnee County addressing program and coordinating addressing with other county departments and the 911 system.

- Coordination, issuance and enforcement of temporary fireworks stands, haunted houses, and home use occupations.

The Zoning Administrator assumes primary responsibility for zoning administration functions.

**Permitting:** Permitting is a specific functional area of the Planning Department. Permit activities include building permits (structures, fences, signs, etc.), demolition permits, home use occupation permits, temporary fireworks stand permits, and haunted house permits. The Building Compliance Officer and Zoning Administrator work in concert to process, evaluate and issuance the various permit types attached to the Planning Department. More specifically, the permitting function includes the following activities:

- Intake and processing of building permit applications including coordination with the Shawnee County Public Works Department, Shawnee County Health Agency, and applicable township fire district to assure compliance with respect to access management, storm water drainage requirements, septic system installation, and fire protection compliance.

- The permitting processes involve extensive record keeping and permit tracking. Each application is reviewed for completeness at the time of submission and fees collected are recorded and submitted for deposit.

- The permit section provides the public with appropriate procedural and technical information concerning the permitting process and application of applicable codes and regulations.

- Intake and processing home use occupation permits. Home based businesses are allowed provided they are incidental and subordinate to the principal use of the property as a residence. Compliant home-based businesses are issued a home use occupation permit, renewable in one-year increments.

- Intake and processing of temporary fireworks stand permits. By County resolution, seasonal fireworks outlets are subject to issuance of annual temporary fireworks stand permits. Following an internal review by the Zoning Administrator, all temporary firework stands are submitted to the County Commission for adoption.

- Intake and processing of haunted house permits. Haunted houses are seasonal activities subject to an annual permit issued by the Zoning Administrator.
All of the above noted permits are catalogued and indexed for record keeping purposes.

It is the objective of the permitting process to respond to all permit requests in a timely fashion.

Staff associated with the permitting function include the Zoning Administrator and Building Compliance Officer.

**Support Services:** Support services not only provides front line public contact, but, provides administrative, clerical and technical support to the department. Support services consists of the following activities:

- Service as the first line point of contact with the general public whether by phone or walk-in. In this capacity, it is the responsibility of support services to assist the public with general questions about the functions of the department and refer people to the appropriate staff.
- Responsible for the intake and processing of planning related applications including reviewing same for completeness, collects fees and provide the public with appropriate procedural and technical information. Coordinates distribution of planning applications to appropriate agencies for review and response.
- Provide staff support to the Planning Commission and Board of Zoning Appeals through preparation of monthly agendas, taking and preparing minutes of regular meetings, and mailing of monthly Commission and Board agenda packets.
- Assembles and distributes monthly Planning Commission and Board of Zoning Appeals agenda packets. This task involves the preparation of the agenda, including minutes of the previous regular meeting, and assembling staff reports as submitted by staff.
- Responsible for preparing public hearing legal notices and property owner notification letters associated with items appearing on the Planning Commission and Board of Zoning Appeals agenda.
- Maintains and adheres to processing schedules which directs internal staff functions related to application deadlines, distribution timelines, submission of legal advertising and property owner notices, agenda preparation and completion of minutes, completion of staff reports, public hearing dates, etc.
- Maintain the department filing system including a catalogue and index system for file retrieval.
- Maintain and procure office supplies for the department.
- Coordinates with IT department regarding update of Planning Department website. Includes monthly posting of agenda’s and minutes for Planning Commission and board of Zoning Appeals meetings along with program descriptions and reference materials.
- Coordinates and schedules meetings with staff such as, pre-application conferences, general public inquiries and project reviews, etc.
- Maintains all department correspondence not associated with individual planning applications.
- Responsible for payroll records and entry.
- Responsible for maintaining and tracking the department budget.
Support services is the primary responsibility of the Administrative Assistant with back-up and additional support provided by the Building Compliance Officer.

Effects of Consolidation

Consolidation of City and County governments would present unique challenges and opportunities for the Planning Department. The Shawnee County Planning Department was created as a result of the withdrawal of the City of Topeka from the former Topeka-Shawnee County Metropolitan Planning Department in September 2003. Two (2) of the Planning Department’s five (5) staff members (Planning Director and Zoning Administrator) are former staff to the city/county planning department.

It is difficult to assess the implications of consolidated governments and/or departments. If the Planning Department’s are reintegrated, there would exist the opportunity for specialization. Since the planning area would once again be county wide, staff could be dedicated and focused in the area of environmental planning such as planning and natural resource management and conservation measures within the rural, non-growth areas. The principal focus of the former city/county Planning Department was the City of Topeka and its immediate environs. By reintegrating staff, it would give the opportunity to focus planning on the areas outside the planned growth areas and in cooperation with the other four (4) municipalities in Shawnee County.

There are many functional areas of planning in addition to planning philosophy. The consolidation of governments and/or planning departments will continue to present conflict without a concerted effort to establish a unifying set of goals and objectives as it relates to Shawnee County and the definition urban and rural areas. Consolidation will not in and off itself resolve the differences. People will continue to be sharply divided in their views of “their community“ depending on which side of a line they existed before consolidation. Consolidation, however, presents a new opportunity to discuss Shawnee County in its entirety as opposed to the current reinforced mentality of “this is county, that is city”.

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32 This section of this report contains the recommendations and opinions of Barry Beagle, Shawnee County Planning Director.
PUBLIC WORKS

Duties and Functions

DIVISION SUMMARIES.

The Public Works Department is organized into six divisions not including Department Administration.

ADMINISTRATION.

This division is responsible for providing the administration of the department and the overall administrative support for the department; to assist the director, division managers and the divisions according to their needs, and assist in providing coordination between the director and the divisions, the other County offices and departments, the community at large, and the general public. It is the responsibility of this section to oversee and direct the department’s policies, procedures, operating practices, and work programs and projects. This section has the overall administering, planning, organizing and training responsibilities of the department.

ENGINEERING.

This division is responsible for providing engineering services and program management for improvement and presentation of a safe and efficient county road network, storm water management, and sanitary sewer system. The division is responsible for project management for all capital construction projects undertaken by the county except building projects. Division personnel are responsible for all in-house engineering design, design consultant selection, right-of-way acquisition, utility relocation, bid letting, construction oversight and payment processing. This division also handles all street, sewer and storm sewer benefit district projects in the county. This responsibility includes review of the petition for the creation of a district, coordination with the County Clerk and Bond Counsel on formation of the district, review and presentation of the engineering services contract to the Board of County Commissioners, presentation of the invitation to bid, bid opening, preparation of the bid tabulation, review and presentation of the bid award and construction contract, oversight of construction, project acceptance, and payment processing.

The division is also responsible for the implementation and coordination of the U.S. Environmental Protection Agency’s Phase II Storm Water Regulations. This involves the establishment and implementation of county storm water regulations, coordination with townships through formation of a NPDES committee, and public education.

The division is responsible for the implementation of a bridge replacement program funded by the ½ cent sales tax approved by Shawnee County voters in August of 2004. Bridges to be replaced through 2016 have been selected based upon an anticipate income of 1.5 million dollars each year.
ROAD MAINTENANCE.

Shawnee County is under the county township system of road maintenance. This means that the county maintains the arterial and collector roads that provide cross county routes while the twelve townships maintain all local roads. The county has 297 miles of road on its system. The division is composed of four road maintenance areas and their associated shops. Supervision is provided by two district supervisors each of which supervises two areas. The division responsible for the maintenance of the county road system as well as maintenance of two township road systems which have been turned over to the Public Works Department in accordance with state law. The tax levy for the township road maintenance is set by the township board. Monies collected are deposited in a special account and are spent only for maintenance of the township’s roads.

The division is responsible for road maintenance, repair and minor construction of county and the two township’s roads. Maintenance services provided include snow and ice control, ditch maintenance, entrance culvert installation and maintenance, pothole patching and crack sealing, resurfacing roads, mowing and brush trimming, and gravel road maintenance. The division has its chip and seal roads on a three year cycle for resurfacing. Assistance is provided to the other ten townships on a request basis with reimbursement of costs to the county.

Special construction projects, which require heavy equipment and road construction knowledge, are done for other county departments on a time available basis.

TRAFFIC.

This division is responsible for the placement and maintenance of signs, school crossings and pavement marking on county roads, those township roads for which the county has maintenance and township roads for which we have a contract to maintain the signs. The division also supplies signs and materials at cost to those townships which maintain their own signs. The division maintains and operates a digital sign cutter for the production of signs. The division maintains a micro computer based sign inventory of all county signs which records location, service history and photograph of each sign on location. Location is defined by the sign’s GPS coordinates.

Sign maintenance personnel are on call at all times outside normal operating hours to repair or replace critical signs and barricades.

This division fabricates, installs and maintains signs for various county departments including Parks and Recreation, Exopocentre, Sheriff, and Corrections. Temporary signing is done each year for the national guard air show, go fourth, winter wonderland, and the tinman triathlon. Signing and barricades are placed for block parties upon application and payment of a fee.

Striping of county roads is done in house. Division personnel perform the measurements necessary to mark the beginning and end of solid yellow line segments to assure compliance with the Manual on Uniform Traffic Control Devices. Striping is done in the
late summer after the road maintenance chip and seal projects have been completed. This division also does the striping for capital bridge projects once the approach pavement is in place and before the bridge is open to traffic.

BRIDGE.

This division is responsible for the maintenance and minor repair of bridge structures. They do drift removal from channels, abutment repairs including undermining correction, steel stringer replacement, pier repair, deck patching on concrete decks, replacement of wood deck planks, and deck replacement. This division also installs and repairs guard rail on all bridges in the county and on county culverts as defined by state law. Guard rail on township culverts, all those on township roads not defined as county culverts, is maintained by the township.

This division installs and maintains all county culverts and those culverts on the township roads which have been turned over to the county for maintenance. The division has a digital inventory of all county maintained culverts. A program is underway to upgrade or replace those culverts that are functionally obsolete and/or structurally deficient.

Personnel in this division maintain and operate the department’s heavy equipment. Any work order requiring either a track loader or a track backhoe will require the assignment of bridge personnel to the task. This division also provides equipment transport services to the other divisions.

GARAGE.

This division provides mechanic services to all of the department. They do all routine service for all department vehicles and equipment. The division also provide mechanical, hydraulic and air conditioning repair for vehicles and equipment. They also do all small engine repair. Minor auto body work is also done within this division. The division also maintains vehicles for four other departments.

This division provides welding and fabrication services for all other divisions within the department. Cutting and welding is performed for bridge maintenance and sign maintenance throughout the county road system.

This division maintains supplies and parts for all field divisions within the department. They do all ordering of supplies and maintain inventory of parts, supplies and equipment for the department. This division also manages the 800 megahertz radio system for the department.

SURVEYOR.

This division provides survey services for the department. This division also does the work of the County Surveyor as set out in state statute. They provide layouts and elevations for cross road pipe replacements, topographic surveys for drainage design,
preliminary surveys for road and parking lot design, determination of right-of-way lines, and drafting services for county projects. Long range tasks include providing Geographical Positioning System coordinates for all section corners in the county outside the Topeka city limits.

Effects Of Consolidation

TRAFFIC.

The most effective consolidation of public works department functions would be in the traffic divisions. Both the city and county provide similar services and follow the same standards regarding the placement and maintenance of signs, striping and signals. These two operations could benefit from sharing labor and equipment as well as combining purchasing of necessary sign and marking (paint) supplies. Striping of roads would become more efficient since only one striping truck would be needed to cover both the city streets and county roads. Since the county currently contracts with the city for the maintenance of signals a combined operation would put all signals under one entity for maintenance, upgrade and replacement. Some savings could be achieved by a reduction in administrative personnel.

GARAGE.

Although this division could be combined with fleet management of the city it would not serve the department’s needs well. The centralized fleet maintenance at the city results in increased efficiency from the mechanic’s point of view, however, it results in extended down time for vehicles and equipment that is needed to complete the work of the department. Fleet maintenance within departments allows those responsible for the overall efficiency and effectiveness to prioritize repairs, rebuilds, and replacement.

ROAD MAINTENANCE.

The maintenance of roads in the county and city are in some ways similar. However, there are distinct differences in the roadway systems. County roads are rural sections with open ditch drainage and are for the most part chip and seal surfaces that have evolved over time from gravel surfaces. The roads are more narrow and have less right-of-way than city streets. There is also a matter of distance. Although the city street system has more miles of road than the county system it is further and takes longer to get to the various roads in the county. The county-township road system also throws some difficulty into consolidation of road maintenance activities. The county road system has 297 miles while townships have 560 miles excluding subdivisions. Of the 560 miles of township maintained roadways the county maintains 101 of these miles.

33 The remaining sections of this report contain the recommendations and opinions of Lynn Couch, Shawnee County Public Works Director and County Engineer.
Road maintenance operations are significantly different between the two entities. County road crews spend a considerable amount of time in ditch maintenance with very little spent on maintenance of storm sewer systems. Placing rock and grading of gravel roads is one of the major duties of those two districts maintaining township roads. There are fewer quarries than there have been in past years. This means that there is more time and equipment spent on material transport and consequently a need for more and heavier trucks on the county system. To accomplish ditch and gravel road maintenance the county forces require heavier equipment and considerably more motor graders. Personnel training is also considerably different. The county personnel must be accomplished at spreading rock from the back of a truck, operation of oil distributors and a chip spreader, operation of a motor grader in ditch cleaning and gravel road maintenance, operation of a motor grader for snow and ice control, operation of a back hoe for ditch maintenance and drainage tube installation, and operation of roadway mowers and brush cutters. City personnel operate street sweepers and sewer cleaning equipment that are not routinely used in county work. Both city and county do pothole patching and crack sealing.

BRIDGE.

The city does not have a bridge maintenance crew. All work is contracted out. Consolidation of this activity would require the county to outsource or the city to staff and equip a bridge maintenance division.

SURVEYOR.

The survey functions of both public works departments could be combined. The functions of the survey staff both city and county are quite similar. A licensed surveyor would need to take charge of the County Surveyors Office. Since County Surveyor is no longer an elected office in Shawnee County the surveyor would report to the County Engineer who is the official County Surveyor under state law. A unified survey office would serve both city and county well.

ENGINEERING.

There exists a distinctly different body of law that allow financing of capital projects in cities as opposed to counties. Any consolidation of engineering divisions would have to take this into account.

Consolidation would afford the coordinated sharing of technical expertise, experience and resources that are currently being provided separately by each agency with various degrees of success as related to services such as surveying,
right-of-way appraisal and acquisition, traffic engineering, construction inspection, GIS, in-house design, improvement district administration, records management and project administration. Access to these services are essential to both agencies in fulfilling their primary mission of providing quality professional services to all citizens living in Shawnee County whether inside or outside of the city.
PURCHASING

Duties and Functions

The Shawnee County Purchasing Department has two employees, the Director and the Purchasing Specialist. The Purchasing Department is generally responsible for acquiring and disposing of County Property. The following is a list of specific functions of the Department:

OFFICE SUPPLIES
Place orders from purchase requisitions received, either by e-mail or by fax. When supplies come in, they are checked to make sure order is correct. Deliver in-house supplies. Keep outside department’s supplies until they come to pick them up and help get them to their cars if needed. Assist departments for hard to find items, catalog orders, etc. Compare invoice to purchase requisition for accuracy. Send invoices for catalog orders to respective department. Return damaged items, or items the department decided they didn’t want.

STOCK
Keep stock room stocked. Fill purchase requisitions for stock items. Charge back departments for stock orders once a week.

PRINTING ORDERS
Fax printing orders to contracted vendors for letterhead, envelopes and business cards, or to the lowest bidder for other printing jobs. Receive proof, send to department for approval, call vendor with changes or “okay to print”.

COPY PAPER
Phone quote on pallets of paper. Coordinate delivery with the Sheriff’s office for the bomb dog to be available. Deliver copy paper to Courthouse departments.

COPY MACHINES
Collect copier counts from all departments and send to Century United. Distribute invoices, collect approved copies, and send to the County Clerk for payment.

VENDORS
Supply a bid application to anyone requesting it. These are available to pick up from our office, or supplied via e-mail or the County website. After vendors return the application, they are given a vendor number and commodity codes are entered which indicate goods and or services they can supply.
BIDS
Assist departments with bid specifications. Prepare bid, return to department for any adjustments.
Send request to I.T. for mailing labels
Copy bids, fold, stuff and mail.
Advertise on the Internet and the legal county newspaper.
Open bids on the set date-copies of bids to the respective department, assist with bid analysis.
Prepare bid award and place on the BCC agenda.
Encumber funds; send PO to vendor to order equipment or services.

VISA CHARGES
Try to limit a once a month trip to Sam’s, Best Buy, etc., for outside purchases.

TONER CARTRIDGES
Coordinate with Facilities Management the transportation of used toner cartridges to bidder offering the highest price to recycle. Deposit check.

SURPLUS
Collect Disposal forms from departments.
Coordinate the move of equipment with Facilities Maintenance.
Advertise to County departments the surplus available before conducting a sale.
Take digital pictures of sale items, coordinate the bid and pictures with Information Technology.
Advertise in the legal county newspaper, the Internet, and mail all other bids to customers requesting the bid.
Conduct an on-site inspection.
Receive bids.
Recommend the highest bidder to the BCC.
Notify bidders.
Collect money.
Arrange for removal of surplus.
Forward inventory items sold to the County Clerk for removal from the County inventory.

MISCELLANEOUS
Check on status of payments for vendors.
Reconcile statements.
Set up house charge accounts.
Large volume of phone calls.

Effects of Consolidation

Consolidation would increase buying power for a consolidated government—to put it simply—the greater the volume, the better the price. The City Purchasing Department has a much larger staff and performs similar functions. The duties and
functions performed by the Purchasing Departments of both the City and the County could be consolidated somewhat easily with positive results; there should be attainable savings if the Purchasing Departments are consolidated.
SHERIFF’S OFFICE

Duties and Functions

Shawnee County was one of the original thirty-three counties organized as the Kansas Territory in 1855. On August 25, 1855, the state legislature selected George Washington Berry, an early pioneer to the area, to become the first sheriff of Shawnee County. When notified, Berry declined, writing on the back of the commission... “my hair is too precious to be hazarded by holding the position.” Shawnee County had nine sheriffs in the next ten turbulent years, but the first sheriff to die in office, Sherman Bodwell, was killed not by a desperate criminal but by a drunken horseman.

History tells us that the Sheriff’s Office was based in Tecumseh, Kansas until 1858, when the voters of the county selected Topeka as the county seat. Since that time the Sheriff’s Office has performed the duties required by law and maintained offices in Topeka. It has been located in several different courthouses, jails, and other facilities, most recently in the Law Enforcement Center at 320 South Kansas Avenue. In the early 1980’s, a separate Shawnee County Department of Corrections was set up, separating the jail from the Sheriff’s Office. The jail facility is at 8th and Madison.

The introduction of “civil service” in 1973 ended the practice of replacing a large proportion of deputies each time a new sheriff took office, allowing the Sheriff’s Office to attract and keep career-minded law enforcement professionals. Many officers have post-secondary education, and those who show ability may receive extensive training.

STATUTORY MANDATE AND AUTHORITY

The elected Sheriff of Shawnee County has a broad mandate from the public to perform his duties. As the chief law enforcement officer of the county he has jurisdiction within the entire county, inside and outside any class of city.

The Shawnee County Sheriff is the sole law enforcement official for approximately 40,000 people and shares a concurrent jurisdiction with the Topeka Police Department over approximately 125,000 citizens.

KSA 19-805 et al establish the responsibilities of the Sheriff. Chief amongst them is KSA 19-812, concerning the service of civil process and criminal warrants, as well as other writs and orders. The other statute that directs the Sheriff’s efforts is KSA 19-813, the general “keep and preserve the peace” statute.

SHERIFF

Sheriff Richard W. Barta, who was first appointed Sheriff in 2000, and then twice elected, became the 40th Sheriff of Shawnee County. The Sheriff’s Office has grown during the past 150 years from a sheriff and a couple of deputies to the present staff of 115 sworn personnel, 35 civilian employees, 25 reserve officers, and 30 posse members.
Sheriff Barta, a graduate of Washburn University with a BA in criminal justice, served with the Kansas Highway Patrol from 1968 until 1997, retiring with the rank of Major. He then joined the Security Division of the Kansas Lottery and remained until he became Sheriff in 2000. Sheriff Barta graduated from the KHP Academy, the FBI National Academy, and Central Missouri State University Traffic Management Institute. He has also attended numerous supervisory and management seminars. Before completing his education at Washburn University, he received an AA degree from Barton County Community College in Great Bend. He is a US Navy veteran, 1964-1967.

The Shawnee County Sheriff’s Office, under the direction of Sheriff Barta, continues 150 years of tradition as a professional law enforcement agency for the citizens of Shawnee County.

UNDERSHERIFF

The position of Undersheriff is mandated by KSA 19-803.

The Undersheriff is responsible for the supervision and day-to-day oversight of the employees of the Sheriff’s Office in the absence of the sheriff, including all sworn personnel, as well as all civilian employees. This official also assists the Sheriff with administration and management of the Sheriff’s Office. At this level, a thorough knowledge of the Criminal Code of the State of Kansas is mandatory, as well as knowledge of employment laws, rules, and regulations. This position demands a high degree of self-discipline and accuracy and a level of executive ability consistent with agency goals and demands. An incorrect decision by the person in this position could easily lead to civil culpability for himself and/or the Shawnee County Sheriff and Shawnee County as a whole.

Undersheriff Donald E. Burns is a graduate of the Kansas Highway Patrol Academy, Kansas Bureau of Investigation Academy, Federal Bureau of investigation National Academy and Northwestern University School of Supervision. He has over 40 years of law enforcement experience. He served as a Kansas Highway Patrol Trooper for about 7 years and then was selected a Special Agent for the Kansas Bureau of Investigation, retiring as Special Agent in Charge of the KBI’s Western Region. He was appointed as Undersheriff in September 2001.

MAJOR

The Sheriff’s Office Major is the third-ranking officer in the agency, after the elected Sheriff and appointed Undersheriff. The Major is responsible for the overall operational efficiency of the agency. This officer reviews reports, authorizes changes to enhance effectiveness and efficiency, and troubleshoots areas of concern for the Sheriff.

Major Kenneth E. Pierce served in this position. He holds a BA and an MA in law enforcement administration. He has received the Medal of Valor twice in his career. He
has been nominated twice as the International Association of Chiefs of Police “National Lawman of the Year”. He was the lead crisis negotiator at the agency and has instructed crisis negotiation classes and seminars throughout the central states area. He is recognized as an expert witness in state and federal court.

GENERAL COUNSEL

The General Counsel is Mr. Michael George. He reports directly to Sheriff Richard Barta and is expected to address the concerns raised by the Sheriff, senior management, and other staff.

Mr. George is a graduate of the University of Kansas School of Law. He is licensed to practice law within State District Courts in the State of Kansas, United States District Court and the United States District Court of Appeals. Prior to his appointment with the Sheriff’s Office, he served as the General Counsel for the Kansas Juvenile Justice Authority, was the Chief of Litigation for the Kansas Department of Social and Rehabilitation Services, was Chief Civil Prosecutor for the Fraud and Recovery Unit of SRS, served as a Kansas Public Defender and was a law clerk for the Hearing Examiner of the Kansas Human Rights Commission.

The Sheriff’s General Counsel reviews, negotiates, drafts and approves all contracts entered into by the Shawnee County Sheriff Office. He also provides advice and training to staff on civil and criminal legal issues. The General Counsel further assists with internal investigation, reviews citizens’ complaints, and helps with the drafting of policies and procedures. Along with these duties, He also deals with claims against the sheriff and coordinates activities with the Shawnee County Counselor.

ADMINISTRATIVE ASSISTANT

Judy Forster is Administrative Assistant to Sheriff Barta. She is responsible for maintaining the Sheriff’s schedule, typing, organizing, and filing his correspondence, and performing a variety of administrative tasks or other duties assigned by the Sheriff. She is also responsible as the liaison between the agency supervisors and the County Clerk’s office for the agency payroll. Additionally she maintains the personnel files, attends staff meetings and records the minutes, produces the Sheriff’s Office newsletter, and works as office leader by coordinating work assignments among the senior staff. She also serves as secretary of Crime Stoppers. Ms. Forster was a sheriff’s deputy with the Shawnee County Sheriff’s Office for 29 years, retiring in 1999 as a sergeant. She became Administrative Assistant to Sheriff Barta in 2000.
ADMINISTRATIVE DIVISION
ACCREDITATION

The Accreditation Manager position is staffed by:
One lieutenant

The Accreditation Manager supervises the Training Unit and guides agency-wide compliance with the 446 standards of the Commission on Accreditation for Law Enforcement Agencies, Inc program. These duties include creating and modifying agency policies, orchestrating policy reviews, and maintaining policy archives and extensive accreditation records. Lt. Scott Gilchrist holds a BS in computer engineering. He is also approved by the Kansas Law Enforcement Training Center as an instructor in various law enforcement specialties, and therefore provides instruction during the Citizens’ Academy, Reserve Academy, and in-service training of officers.

The Administrative Division Lieutenant position is staffed by:
One lieutenant

The Administration Division Lieutenant conducts professional standards investigations for the agency. This is done when there is a citizen complaint or when there is other reason to believe an officer may be violating the law or our standards for the conduct of a deputy. The Administration Lieutenant assists in the agency’s hiring process. This includes recruiting, selection, and conducting background investigations of applicants for both deputy and civilian positions. The Administration Division Lieutenant supervises the Professional Standards Unit, the agency’s Public Information Officer, the Community Services Unit, the DARE officer and the School Resource Officers Unit. The Administration Lieutenant also conducts internal audits.

Lieutenant Scott Holladay is the Administration Division Lieutenant. He holds an AS degree from Kansas State University. He has worked in most all the divisions of the Sheriff’s Office in his 28-year career. He has received extensive training in internal investigation and personnel-related issues. He is the vice-president of the Kansas Association of Internal Affairs Investigators and serves as one of the agency’s crisis negotiators.

PUBLIC INFORMATION OFFICER

The position of Public Information Officer is staffed by:
One sergeant

The agency PIO fields questions from area media and provides information about agency activities. The PIO Sergeant also performs Community Services-related duties designed to further the agency’s goal of a partnership between citizens and the Sheriff’s Office to provide a safe living environment for the citizens of the county. The PIO Sergeant also acts as first-line supervisor for the agency DARE officer and the School Resource Officers.
The agency PIO is Sergeant Martha Lutz. She has been with the Sheriff’s Office 25 years. She taught DARE classes for nine years and has been the agency PIO for 4 years. She serves on several boards and is active in many community organizations.

DARE OFFICER

The position is staffed by:
One deputy

The agency DARE officer teaches Drug Resistance Education in 13 schools in Shawnee County. This involves over 600 sixth-grade students each school year. DARE training provides young citizens with information necessary to avoid the pitfalls of substance abuse and with decision-making skills that will be useful throughout their lives.

SCHOOL RESOURCE OFFICER

The School Resource Officer position is staffed by:
Five deputies

SRO’s serve six high schools in the Shawnee County area. The SRO’s act not only as law enforcement officers working directly in their assigned schools, but also as positive role models for young citizens and points of contact with law enforcement. Part of the duties of SRO’s include teaching student safety classes and acting as counselors for students and parents on life issues confronting the students.

TRAINING SERGEANT

The Training Sergeant position is staffed by:
One sergeant

The Training Sergeant coordinates the agency’s instructor development, in-service training, and recruit training programs. These duties include maintaining training records, coordinating external training sessions, and providing quality in-house training for agency members, including emergency driving, appropriate use of force, defensive tactics, CPR, community policing, and much more. Every certified law enforcement officer is required by statute to receive a minimum of forty hours of approved training per year. Sgt. Jack Morgan is the Training Sergeant, and also serves as the agency range master. He is a certified armorer. He is an instructor for Tasers, use of force, firearms, and various defensive tactics systems. He served as a military policeman in the United States Air Force.
CHAPLAIN SERVICES

The Chaplain Services position is staffed by:
One chaplain

The Chaplain is there to give aid, comfort, and assistance to all employees of the Shawnee County Sheriff's Office and help ease the stress and pain that accompany many tasks which individuals in law enforcement must perform. The Chaplain is also available to assist victims and to offer comfort and counsel to those in crisis. The Chaplain teaches classes, conducts various religious services, and assists deputies at crime scenes and in critical situations. The Chaplain is endorsed by his denomination, and is a member of the International Conference of Police Chaplains (ICPC). Chaplain Hansen holds a BA in Bible, a MDiv in teaching and counseling, Doctrinal Studies in Grief Management, Crisis Management, Counseling (marriage & family), and specialized studies in Critical Stress Debriefing, Death & Dying as it affects Law Enforcement.

CRIMINAL INVESTIGATIONS DIVISION

CRIMINAL INVESTIGATIONS DIVISION CAPTAIN

The Criminal Investigations Division Captain’s position is staffed by:
One captain

The Criminal Investigations Division captain oversees the four units that make up the division. These are the Detective Unit, The Crime Scene Investigation Unit, The Victims’ Assistance Unit, and the Illegal Drug Investigations Unit. This officer also oversees the distribution and record keeping of the special investigation fund and conducts audits of the property and evidence maintained by the agency. The division's operating budget is also planned, submitted for approval, and implemented by this captain.

Captain Kermit Crane is currently assigned to this position. Captain Crane has over thirty years of law enforcement experience, ninety percent of it with the Shawnee County Sheriff’s Office. He is the agency’s senior range master. He holds FAA flight instructor certification and provides flight services to the agency upon request. Captain Crane holds an AA in criminal justice and is a 2001 graduate of the FBI Central States Law Enforcement Executive Development Seminar. Governor Sibelius has recently appointed him to the Kansas Wireless Enhanced 911 Advisory Board.

CRIMINAL INVESTIGATIONS DIVISION LIEUTENANT

The Criminal Investigations Division Lieutenant position is staffed by:
One lieutenant

The Criminal Investigations Division lieutenant supervises the four units of the division. The Detective Unit investigates person and property crimes. The Illegal Drug Investigation Unit investigates violations of controlled substances. The Crime Scene
Investigations Unit is responsible for the collection of forensic evidence at crime scenes and severe accident scenes, and the operation of the Property Room, which takes in all evidence collected during criminal investigations as well as found property. The Victims’ Assistance Unit acts as a liaison between the victims of crime and the Detective Unit. This unit is also responsible for registration of sexual and violent offenders.

Lieutenant Phil Blume is the Criminal Investigations Division lieutenant. He holds a BA in criminal justice from Washburn University. He has worked in all of the agency’s divisions and is the only polygraph examiner at the agency. He has been a member of the FBI Violent Offender Task Force and was one of the original School Resource Officers at the Sheriff’s Office. He has been serving for 16 years.

CRIMINAL INVESTIGATIONS DIVISION SERGEANT

The Criminal Investigations Division Sergeant position is staffed by:

Four sergeants

The 1st Shift Criminal Investigations Division Sergeant is responsible for the supervision of four detectives working cases, one detective working criminal intelligence, and one detective assigned to a federal task force. This officer is responsible for assigning investigations, forwarding cases, when ready, to the District Attorney’s Office to be considered for charges, and returning cases to officers for further follow-up. In addition, this sergeant is responsible for the gathering and analysis of statistical information, which is submitted as a monthly report to the Sheriff’s staff. Sergeant Richard Mergen is the 1st Shift Criminal Investigations Division Sergeant. He holds a BA from Washburn University. He has been working in Criminal Investigations for nearly 20 years. He has been serving for 26 years.

The 2nd Shift Criminal Investigations Division Sergeant is responsible for the supervision of two detectives working cases and three deputies working illegal drug investigations. This sergeant is responsible for assigning cases to his subordinates for further investigation and works closely with the District Attorney’s Office and the United States Attorney’s Office. This sergeant also investigates cases; most of the process consists of interviewing suspects and witnesses, and working with confidential informants. Sergeant Phil Higdon is the 2nd Shift Criminal Investigations Division Sergeant. He holds a BA in administration of justice. He has been working illegal drug investigations for 12 years. He has worked cases not only in Kansas but also throughout the United States. He has worked both short and long-term undercover investigations. He has been serving 8 years.

The Victim Assistance Sergeant provides services to victims and witnesses of crime. These services are intended to establish a positive relationship with them early in the criminal justice process. This is essential for continued cooperation. If victims or witnesses are subjected to what they perceive as poor treatment, they can be expected to offer less than wholehearted cooperation with law enforcement and prosecution efforts. This sergeant also represents the Sheriff’s Office in a variety of community-sponsored
victims’ programs, such as the Adult Multidisciplinary Team, Topeka Adult Authority, Financial Abuse Team, and the Hoarding Task Force. Sergeant Marsha Baird is the Victim Assistance Sergeant. She attended Marymount College at Salina, Kansas with an emphasis in theatre arts. She then attended Washburn University and worked toward a degree in criminal justice. She has also received specialized training through the Joint Center on Violence and Victim Studies, with emphasis on victim assistance, through Washburn University. She has been serving for 28 years.

The **Crime Scene Investigations Unit Sergeant** supervises three deputies, two property clerks, and one office assistant. This sergeant’s duties include reviewing cases and reports, preparing initial budget proposals, developing and updating operating protocols and procedures, crime scene processing and lab work, maintaining supply inventories, overseeing the integrity of all seized evidence and property, and conducting audits of the evidence and property. This sergeant also coordinates with the District Attorney’s office and the courts for disposal of property and evidence. Sergeant Christopher Keys is the Crime Scene Investigations Unit Sergeant. He holds a BS in criminal justice from Washburn University and has 9 hours towards his master’s degree in administration law enforcement.

**DETECTIVE**

The Criminal Investigations Division is staffed by:
Eight detectives

The six detectives assigned to general casework receive daily assignments of either crimes against persons or crimes against property. The case detective is responsible for “case management” after receiving the initial reports. That management may include communicating with victim(s), witnesses and suspects, interviews, and location and preservation of any related evidence. Completed investigations are then prepared in written form and presented to the District Attorney or the United States Attorney for prosecution.

The Criminal Intelligence Detective is responsible for gathering and disseminating information obtained from a variety of sources. This detective also assists the general casework detectives on occasion. This person also has the option, in some special investigations, of making arrangements to ensure that a known criminal’s next crime is witnessed.

The detective assigned to the Federal Task Force is responsible for casework related to its investigations. This detective works with other area law enforcement and federal investigators. Otherwise this person’s duties are similar to those of the casework and intelligence detectives. This detective’s cases are sent to the United States Attorney for prosecution.
The detectives have a wide range of education. All of them have attended college and half of them have undergraduate degrees. One has completed his master’s degree. They have been serving from 10 to over 20 years.

CRIME SCENE INVESTIGATION UNIT DEPUTY

The Crime Scene Investigation Unit Deputy position is staffed by:
Three deputies

The Crime Scene Investigations Unit deputies require specialized training in crime scene processing, evidence processing and collection, photography, and use of a variety of specialized equipment. They assist other divisions and units when their skills, training, equipment, and knowledge are needed. They must pay meticulous attention to detail as they work and make very thorough reports. In addition to dealing with crime scenes in the field, these deputies process items in the unit’s laboratory for fingerprints, tool marks, trace evidence, evidence of sexual assault, and DNA. These specially trained deputies have been serving from 5 to 15 years.

ILLEGAL DRUG INVESTIGATION UNIT DEPUTY

The Illegal Drug Investigation Unit Deputy position is staffed by:
Three deputies

The Illegal Drug Investigation Unit deputies investigate cases based on information received from citizens, informants, and law enforcement officers. Investigation involves surveillance, obtaining probable cause by making undercover drug purchases themselves, and making controlled buys with informants. The Illegal Drug Investigation Unit deputies must also write affidavits for and execute search warrants, collect and process evidence, interview suspects and witnesses, write reports, and testify in court. Additional investigations include “knock and talks” (knocking on the door of a suspected drug dealer’s house and talking to him until he says something to give himself away) and working methamphetamine laboratory cases. The deputies in this unit have special training, knowledge and experience that go beyond the scope of most deputies, so they often assist deputies in other divisions and units when drugs are found during other types of cases. They use specialized techniques such as rolling and stationary surveillance, audio and video recordings, telephone PIN registers, Global Positioning Satellite monitoring equipment, night vision, and camouflage and concealment in both rural and urban settings. The deputies train with the SWAT Team and have hazardous material handling training and equipment. They are well thought of throughout the state and are often called upon to train officers at other agencies.

The lead officer in this unit has a BA and MA in police administration. The other officers in the unit have education ranging from some college to BA’s in criminal justice.
UNIFORMED OPERATIONS DIVISION

UNIFORMED OPERATIONS DIVISION CAPTAIN

The Uniformed Operations Division Captain’s position is staffed by:
One captain

The Uniformed Operations Division Captain oversees and directs the efforts and operation of the Patrol Unit, Criminal Interdiction Unit, and Animal Control Unit. This captain is responsible for the day-to-day operation of the division, as well as keeping abreast of current legislative and legal issues, budgetary considerations and planning, possible resource acquisition, and personnel management. Captain Donald Christie is the Uniformed Operations Division Captain. He is a lifelong resident of Kansas, attended school locally, and pursued his post-secondary education at the University of Kansas. For more than a decade he has been a member of the Capital Area Major Case Squad. In 2004 he completed the FBI Central States Executive Development Seminar. Before taking his present position, he supervised the duties of the Criminal Investigations Division. He has been serving for 25 years.

UNIFORMED OPERATIONS DIVISION LIEUTENANT

The Uniformed Operations Division Lieutenant position is staffed by:
Three lieutenants

The Uniformed Operations Division lieutenants serve as assistant division commanders in the Uniformed Operations Division. They supervise the field unit duties of the patrol supervisors and deputies. They oversee the Animal Control Unit, Criminal Interdiction Unit, and the traffic enforcement programs and collision statistics. They also deal with non-specified duties and assignments that may come up in the course of the day. This includes assisting citizens and other agencies, training, securing equipment, and similar administrative tasks.

Lieutenant Sam Leone is the 1st shift lieutenant. He is a defensive tactics instructor and has completed tactical operator and supervisory training. He previously served in the United States Army as a paratrooper. He has been serving for 10 years.

Lieutenant Shane Hoobler is the 2nd shift lieutenant. He is the Field Training Officer Program supervisor and the Mounted Posse liaison. He is currently attending the Kansas Certified Public Manager’s course through the University of Kansas Public Management Center. He is a veteran of the United States Air Force. He has been serving for 17 years.

Lieutenant Michael Kolbek is the 3rd shift lieutenant. He holds college senior status and is currently enrolled at Washburn University with 116 hours completed toward his BS degree. He is also currently attending the Kansas Certified Public Manager’s course through the University of Kansas Public Management Center. He is a graduate of the Drug Enforcement Administration’s Drug Unit Commander Academy. He is a 20-year
veteran of the United Stated Navy with training in submarine detection. He has been serving 11 years.

UNIFORMED OPERATIONS DIVISION SERGEANT

The Uniformed Operations Division sergeant position is staffed by:
Six sergeants

There are two Uniformed Operations Division sergeants assigned to each of the three shifts. Each oversees the daily operation of a squad of deputies and corporals. They allocate work assignments, conduct daily briefings, gather and disseminate criminal intelligence and officer safety bulletins, check paperwork, and review, accept, or reject reports submitted in writing and on mobile data computers. They provide counseling, assistance, direction, and career development to their subordinates. They also complete regular reports on each officer to identify any potential problems. Patrol sergeants also provide law enforcement services, including traffic and criminal enforcement, assistance to citizens, patrol activities, community policing, and attendance at community events.

Sergeant Buford Johnson is a 1st shift sergeant and the agency’s senior sergeant. He is a graduate of Washburn University with a BA in criminal justice. He has been an active member of the Capital Area Major Case Squad for several years and is a past chairman of that group. He has advanced training in traffic investigation and enforcement. He has been serving for 26 years.

Sergeant Thomas Bronaugh is a 1st shift sergeant. He has overseen the agency’s Forensic Mapping Team, which specializes in accident investigation, and served on the SWAT team. He previously served as a School Resource Officer at Washburn Rural High School. He graduated from Washburn University with a BA in chemistry. He has been serving for 10 years.

Sergeant George Salehar is a 2nd shift sergeant. He is a veteran of the United States Marine Corps and has completed more than half of the requirements towards his degree in criminal justice at Washburn University. He has been serving for 16 years.

Sergeant Brad Metz is a 2nd shift sergeant. He holds a BA in criminal justice from Washburn University. He is in charge of the agency’s canine program. He has been serving for 11 years.

Sergeant Dave Gowan is a 3rd shift sergeant. He holds a BA in criminal justice from Washburn University. He has been serving for 19 years.

Sergeant Steve Luttjohann is a 3rd shift sergeant. He has 112 hours toward a BA in criminal justice from Washburn University. He is a veteran of the United States Marine Corps. He has been serving for 12 years.
UNIFORMED OPERATIONS DIVISION CORPORAL

The Uniformed Operations Division corporal position is staffed by:
Six corporals

There are two Uniformed Operations Division corporals assigned to each of the three shifts. They assist the sergeants and act as first-line supervisors in the absence of a sergeant. The corporals’ primary duty is to provide law enforcement services, including traffic and criminal enforcement, assisting citizens, patrol activities, community policing, and attending community events. Several of the corporals have additional duties, including SWAT Team, canine handling, and as certified training instructors in specialized fields. They have a variety of educational backgrounds and training. They have been serving from 3 to 10 years.

UNIFORMED OPERATIONS DIVISION DEPUTY

The Uniformed Operations Division deputy position is staffed by:
Thirty-eight deputies

A newly hired Shawnee County deputy who has not previously been certified as a law enforcement officer is sent to the Kansas Law Enforcement Training Academy for 14 weeks of training. After successful completion of the academy course, the deputy must serve a probationary period of 18 months before being granted permanent status. Upon return from the academy the deputy is assigned to the Patrol Unit and begins a three-phase field-training program, which must be successfully completed before the deputy can begin working solo. Despite the fact that the qualification and selection process is rigorous, some new hires turn out not to be suited to police work, and it is during the solo phase that most problems and deficiencies in probationary deputies come to light. Supervisors monitor the deputy closely during this phase and work with him or her to correct any problems. If, after remedial measures are implemented, the behavior does not improve, the deputy is terminated.

The thirty-six deputies assigned to the unit are divided among the three shifts. The other two deputies work Criminal Interdiction. The deputies’ primary duty is to provide law enforcement services, including traffic and criminal enforcement, assisting citizens, patrol activities, community policing, and attending community events. Several of the deputies have additional duties. They have a variety of educational backgrounds and training. They have been serving from 1 to 11 years.

UNIFORMED OPERATIONS DIVISION ANIMAL CONTROL UNIT

The Uniformed Operations Division Animal Control Unit is staffed by:
Two non-sworn employees

The Animal Control Unit employees enforce state laws and county resolutions involving the care and control of animals in Shawnee County. Since the county includes urban,
suburban, and rural areas, animal control officers field a variety of calls involving domestic and wild animals. While their more “routine” calls involve dogs, cats, horses, cattle and native wild species, they also have experience dealing with bears, tigers, boa constrictors, and other exotic animals. Their goal is to make sure that all animals they come in contact with are treated safely and humanely. They are provided with a variety of equipment, supplies and training to help them achieve that goal.

SERVICES DIVISION

SERVICES DIVISION CAPTAIN

The Services Division Captain’s position is staffed by:
One captain

The Services Division Captain oversees and directs the efforts of Accounting, Process, Warrants, Records, Fleet Services, Purchasing, Inventory, Building Maintenance, Building Security, Computer Services, Court Security, and Reception units. This officer also applies for state and federal grants, provides oversight of grant compliance, and makes sure that all accounting and reporting follow the terms of the grants. Captain Rick Hladky also oversees and consults as needed with the SWAT team. He holds a BA in criminal justice, graduated from the 2002 FBI Central States Law Enforcement Executive Development Seminars, and is a 2004 graduate of the University of Kansas Certified Public Manager Program. He has been serving for 28 years.

SERVICES DIVISION LIEUTENANT

The Services Division Lieutenant position is staffed by:
One lieutenant

The Services Division Lieutenant supervises the efforts of Accounting, Process, Warrants, Records, Fleet Services, Purchasing, Inventory, Building Maintenance, Building Security, Computer Services, Court Security, and Reception units. This officer also handles the duties of NCIC Terminal Agency Coordinator, and is special project manager for the agency’s record management and in-car computer systems. Lieutenant Lance Royer holds a BA in criminal justice. He has been honored by being nominated by Sheriff Barta to attend the Federal Bureau of Investigation National Academy Course and is on the waiting list to attend. He is a certified crisis negotiator. He has been a member of the Capital Area Major Case Squad for over a decade and the treasurer for the last several years. He has been serving for 17 years.
SERVICES SERGEANT

The Services Sergeant position is staffed by:
One sergeant

The Services Sergeant supervises Fleet Maintenance and Reception, coordinates building maintenance and assists with building security, covering the duties of other sergeants in the Services Division when they are on vacation, sick, or in training. He creates and updates forms and brochures, and compiles and edits the agency’s annual report. This sergeant also assists the Services lieutenant with purchasing, inventory, and computer problems. Sergeant Pat McGuire’s specialty is handling tasks that do not fit into other job descriptions or assignments. He has been member of the Capital Area Major Case Squad for four years and is currently the co-chair. He has served as the regional chair for the Kansas Intelligence Association. He has fifty-five credit hours toward his criminal justice degree at Washburn University. He has been serving for 26 years.

ACCOUNTING UNIT

The Accounting unit is staffed by:
One Accountant
One Office Assistant (The office assistant works half time in this unit)

The Accounting Unit is responsible for the financial activity of the agency. They establish the yearly budget and monitor expenses against the budget throughout the year. The unit authorizes and processes payments for goods and services, forecast proposed expenses, and provide expense analysis reports to monitor budget activity. The unit is also responsible for receiving and applying the revenue for all incoming monies, wires, and ACH deposits.

The unit has multiple fund accounts, which include special revenue funds for agency related services such as the Active Reserves, the Cadet Program, the Mounted Posse, the Canine Program, and the DARE Program. They are also responsible for multiple forfeiture accounts, and adhering to the state and federal forfeiture statutes and reporting requirement.

The Accounting Unit handles the financial responsibilities for multiple on-going grants for the agency. This would include grant setup, reimbursement requests, quarterly reports, and yearly audits.

The Accountant for the unit is Diana Kobs. She has 48 hours of college accounting and management credits, and over 20 years of experience in accounting, including the private sector and for the government. She is the first professional accountant hired to handle the financial aspects of the agency. She has been with the agency for 5 years. The unit also has a part time Office Assistant, Linda Flowers, to help handle the day-to-day duties. Linda’s background also includes accounting experience.
COURT SECURITY UNIT

Court Security is staffed by:
One sergeant;
One corporal;
Seven deputies (including one K-9 handler);
One K-9 trained in the detection of explosives.

Court Security is a unit of the Services Division. It is charged with providing law enforcement and security functions for the Shawnee County Courthouse. The courthouse is home to the Third Judicial District and many county offices.

The Court Security Unit conducts security screening at the courthouse in much the same way it is carried out at major airports. The unit has available walk-through metal detectors, X-ray equipment and hand-held metal detectors. An important part of the overall security screening process is the unit’s explosives detection dog, Bett.

Security services provided by the unit are only part of its overall duties. Members of the unit also stand by in courtrooms to assure the orderly proceedings of the court, provide citizens with information about court and county offices, take reports of criminal acts and unusual occurrences, make arrests as required, and provide all other law enforcement services as needed.

The Court Security Sergeant is Michael Rafferty. He has been through Advanced Law Enforcement Readiness Training (ALERT). He is a Kansas Law Enforcement Training Center Certified Law Enforcement Firearms Instructor and a certified armorer for several weapon systems. Sgt. Rafferty has 12 college credit hours and has been serving 27 years.

The average Court Security deputy has 16.5 years of law enforcement experience.
One deputy has a college degree and the other deputies have a total of 130 college credit hours.
The Court Security Unit has officers with the following special skills or education:

Haz-Mat instructor
K-9 handler
Advanced Law Enforcement Readiness Training Seminar (X 2)
Mossberg Shotgun Armorer
Automated External Deliberator
FLEET MAINTENANCE

Fleet Maintenance is staffed by:
One mechanic/supervisor
Two mechanics

Fleet Maintenance oversees preventive maintenance, repairs, and support for all fleet vehicles used by the Sheriff’s Office. In addition, Fleet Maintenance provides support and maintenance for the vehicles used by Shawnee County Information & Technology, the Coroner’s Office, and Emergency Communications.

FUGITIVE WARRANT UNIT

Fugitive Warrant Unit is staffed by:
One sergeant;
Two corporals;
Seven deputies;
Five office assistants (4 full-time and 1 half time).

The Fugitive/Warrants Unit is a unit of the Services Division and is responsible for processing and serving arrest warrants, orders issued by the District Court, and any arrest warrants sent by outside agencies. The unit facilitates the transportation of people who have been arrested by agencies outside of Shawnee County to the Shawnee County Department of Corrections, and their transportation to detention and treatment facilities as ordered by the court.

The Fugitive/Warrant Sergeant, Scott Baker, supervises the everyday operations of the unit. This includes but is not limited to the following: assigning personnel to teams who execute warrants and other court orders, directing the work of the civilians assigned to the Fugitive/Warrants Unit, researching and assigning court orders, documentation and record keeping, and coordinating fugitive apprehension with various other law enforcement units. Sgt. Baker has twenty-eight years of experience in law enforcement and is the SWAT Team Commander. He has attended several specialized schools for tactical operations and leadership.

Deputies assigned to the Fugitive/Warrant Unit have an average of 10 years of service.

Two corporals are assigned to the Fugitive/Warrant Unit. One holds a BA in criminal justice with a minor in business administration.

A total of seven deputies are assigned to the Fugitive/Warrant Unit. Two have bachelor’s degrees.
INVENTORY CONTROL

Inventory Control is staffed by:
One inventory control specialist

The Inventory Control Specialist, Glenda Anderson, is a 25-year veteran employee of Shawnee County, having previously worked in the Treasures Office, Elections Office, and County Assessors Office prior to being hired by the Sheriff’s Office in October of 2001.

Inventory Control maintains the agency inventory including supplies, office equipment, furniture, vehicles, and other property. All equipment is accountable through our inventory system. The Inventory Control Specialist solicits bids and purchases equipment and supplies from various sources. She is responsible for the issuing of supplies and equipment arriving at the Sheriff’s Office and all items being issued, except those items that are considered consumable.

Prior to her employment, items were purchased mainly on an as-needed basis with very little inventory of supplies on hand. She has been given the task of setting up and maintaining an extensive inventory of items. This allows the Sheriff’s Office to buy in quantity and keep items on hand, which is a benefit to both employees and management.

PROCESS UNIT

The Process Unit is staffed by:
One sergeant;
One corporal;
Two deputies;
Six civilian servers;
Four office assistants.

The Sheriff is charged by state statute to serve all civil process papers issued by the District Court. The Process Unit handles this function and is a unit of the Services Division. The commissioned officers in the unit are responsible for serving restraining orders, tax warrants, and eviction orders. They also conduct foreclosure sales and seize property under court orders. The civilian process servers handle other types of civil process documents requiring personal service. The clerks in the office support the officers and servers. They are responsible for receiving and preparing documents from the courts, serving papers on citizens who appear at the Law Enforcement Center, and handling returns to the court after papers are served. They also enter information in the National Crime Information Center computer system detailing information related to domestic violence protection from abuse orders, restraining orders, and stalking orders.

The Process Sergeant, John Ostenson, is responsible for the service of court papers, evictions, foreclosure sales, civil tax warrants, and tax sales. Sgt. Ostenson holds a BA in criminal justice and is a certified crisis negotiator.
The other three officers in the unit average 10.3 years of law enforcement experience. One has a BA in criminal justice. One is retired from the United States Marines. One has extensive training in traffic enforcement and has coordinated state and federal grants.

RECORDS UNIT

The Records Unit is staffed by:
One senior office assistant
Nine office assistants (one available only on an on-call/as-needed basis)

Cecilia Craig was hired in September of 1983. She has served as Receptionist, and in the Process Unit, Tax Unit, Administrative Division, and is now the Senior Office Assistant.

The Records Unit is the retention center for all reports produced by Shawnee County Sheriff’s officers. A record is generated whenever a crime is reported to a Shawnee County officer and when he or she performs any law enforcement task needing documentation. The overall goal of the unit is to gather, store, correlate, and disseminate all records in a quick and professional manner while adhering to multiple state and federal laws and rules. This unit operates 24 hours a day, 7 days a week.

Consolidation-Issues to Consider

As the Sheriff of Shawnee County, an office elected by the people of Shawnee County, I would be remiss if I did not provide input on the consolidation proposal to this committee.

I realize the awesome responsibility you, the planning committee, have in formulating a consolidation plan for Topeka/Shawnee County. I’ve been visualizing law enforcement consolidation in my mind for the past several months. In my opinion it needs to be methodically thought out, as once a plan is adopted and implemented, it would be difficult to go back and change plans.

Before discussing the consolidation issue, I believe it is important for you to know that law enforcement and emergency services in Shawnee County enjoy a remarkable working relationship. We realize that no one agency (federal, state, or local) has all the resources/knowledge to take care of a given situation at any given time. It’s imperative that we all work together to provide quality service and protection to the citizens of Shawnee County.

I have been a law enforcement officer for over 36 years. During a rewarding career I have attended numerous law enforcement seminars, conferences and training classes with officers from all over the country. Networking with these officers is another benefit of attending these functions. Some (officers) come from consolidated agencies and in visiting with them, there is an on-going debate as to the

34 Remarks of Richard Barta, Shawnee County Sheriff.
purpose of consolidation.

Probably the most prevalent reason to consolidate law enforcement services has been the desire of government officials to improve the level of service without a substantial increase in costs. One of the strongest arguments for its creation is the belief that the standardization of police services would result in more effective and efficient service.

On the other hand, some say consolidations swell bureaucracies, do not necessarily save money, and often make the police less responsive to neighborhood problems.

I suspect the big question this commission has is how consolidated law enforcement would work in Topeka/Shawnee County. Certainly, it would be a challenge but is doable. There are policy issues that would need to be resolved at some point in time during the process. Following are some of the issues:

- Pay Disparaty/Benefits
- Uniforms
- Weaponry
- General Orders/Policies/Procedures
- Present Comp Time Liability
- Recruiting/Selection/Training/Career Opportunities
- City Ordinances/State Statutes
- Union Contracts (Both Teamsters and Fraternal Order of Police)
- Civil Service Rules and Regulations
- Staffing Levels/Organizational Structure
- Physical Changes in Law Enforcement Center
- Fleet Management/Maintenance Programs
- Reporting Formats
- Canine Program
- Air-Wing (Helicopter Program)
- Specialized Response Team
- Property Rooms
- Purchasing
- Accounting
- Inventory
- Crime Scene
- Records

Some of these issues could be easily accomplished, others will take time and money and yet others will take time. But, as I ponder this merger and the above issues, one also has to consider the agency values and traditions. Both the Topeka Police Department and the Shawnee County Sheriff's Office take a great deal of pride and comfort in their respective identities. If consolidation of the Sheriff’s Office and the
Topeka Police Department is implemented, activities must allow for an understanding of this initial loss of identity and suggest timeframes for officers to adopt and adjust to the new agency’s identity.

No two agencies share an identical law enforcement philosophy. While crime prevention and response are givens, one agency may focus on special programs and initiatives, while another may have a single community-oriented, problem-solving approach. The new agency must blend these into one overarching agency philosophy.

Law enforcement agencies also develop unique cultures: agency wide perspectives, attitudes and information coping mechanisms. The culture of each department must be assessed and respected during the consolidation study and implementation phase. It is reasonable to expect that each agency’s personnel will maintain a core of identity elements while relinquishing others to effectively assume the identity and culture of the new agency.

The philosophy of the Shawnee County Sheriff’s Office is that we realize before we can be effective we must have the faith, trust and confidence of the citizens that we serve. It’s a partnership. By working together and being responsive to the needs of our community we can better address these concerns.

As law enforcement officers we are held to a higher standard, as we should be. If we discipline others, we need to be disciplined ourselves. If we enforce the laws, we must set the example and obey the laws. Integrity is the key characteristic of a law enforcement officer and the law enforcement agency.

Back in the mid-90’s, the State of Kansas overhauled the statewide Criminal Justice Information System. MTG Management Consultants was selected as the Project Manager. After visiting with them recently, I learned they have directed several projects in Kansas. They have also been involved in consolidation projects. Although I am sure there are probably several other management firms procurable, I have included their information for review.

There are many law enforcement agencies that have consolidated throughout the United States. In Kansas, Riley County is the only consolidated law enforcement agency to my knowledge. Unlike Riley County, Wyandotte County has a unified government, however law enforcement is not consolidated. While some in Riley County believe that consolidated law enforcement is more efficient and effective, others would disagree. I suspect this is typical of any consolidation effort.

The office of Sheriff is rich in history of the United States as well as the State of Kansas. (This year the Shawnee County Sheriff’s Office is celebrating its 150th anniversary.) I believe the head of an important law enforcement agency would better serve the public by an official who is answerable to the people who elect him/her.
Regardless of your position or the direction in which you proceed with this issue, I assure you the Shawnee County Sheriff’s Office will cooperate fully in assisting you in any way we can in this endeavor.

This report is submitted for your review. Included in this report are other reports/information regarding SNSO personnel and activities. I would support community input, research and consulting before a law enforcement consolidation blueprint is finalized for Topeka/Shawnee County.

I look forward to meeting with you to further discuss this issue.
These following reports discuss the Shawnee County offices and departments that would not be substantially affected by a consolidation of the City of Topeka and Shawnee County governments.

**APPRAISER’S OFFICE**

**Duties and Functions**

The Appraiser’s Office is assigned the task of appraising (estimating the most probable selling price) real estate and personal property for tax purposes. The County Appraiser does not set or collect taxes. After the County Appraiser has valued all the property in the county, the values are certified and transferred to the County Clerk. Once all of the taxing units (schools, cities, townships, county, library, etc.) set their budgets, the County Clerk uses the budgets and valuations for each taxing unit to calculate mill levies. Then the individual tax statements are printed and the County Treasurer collects the property taxes.

The general statutory qualifications, duties, and responsibilities of the County Appraiser are set forth at K.S.A. 19-425 et seq. The Shawnee County Appraiser is appointed by the Board of County Commissioners and serves pursuant to a written contract with a four-year term.

**Effects of Consolidation**

The operations and functions of the Shawnee County Appraiser’s Office should not be substantially affected by consolidation. There is no equivalent department or services provided by the City of Topeka.
SHAWNEE COUNTY
COMMUNITY CORRECTIONS

Duties and Functions

Shawnee County Community Corrections is a county department funded by state grants from the Kansas Department of Corrections and Kansas Juvenile Justice Authority. The programs are mandated statewide to provide for supervision of offenders within the community.

The department benefits from services provided through other county departments, although the majority of funding comes from the state. Community Corrections benefits from the services of the County Clerk’s Office through employee payroll and processing invoices. Human Resources posts job openings, screens applications and provides the personnel rules and regulations and union contracts. Audit and Finance provides accounting oversight of the grant funds and provides reports to the state as needed. Information and Technology provides ongoing support to keep our telephone and computer systems up to date and to assist in the smooth operation of the many management information systems we deal with (TOADS, CASIMS, New World, Court).

Court Services is not a county department but is housed at the courthouse and works closely with Community Corrections on many issues concerning the offender population. Adult and juvenile offenders who are on standard probation with Court Services and fail that supervision are often transferred to Intensive Supervised Probation (ISP) operated by Community Corrections. The Court places juvenile offenders on probation, who are in need of additional services, in JJA Custody. Community Corrections provides case management for these youth. The two agencies share many resources including training.

The 2nd District counties of Jackson, Jefferson, Pottawatomie and Wabaunsee contract with Shawnee County for supervision of adult offenders on ISP. This arrangement has been working well since 1989.

History and Purpose

The Community Corrections Act, KSA 75-5290, was passed in 1978. Shawnee County was among the first counties to join in the Act and begin programming. Initially there were nine counties. In 1989 the Act was mandated for all counties. Juvenile services were included in 1994. The Juvenile Justice Reform Act of 1996 and amended in 1997, KSA 75-7001, transferred juvenile offender services from KDOC and SRS to the Juvenile Justice Authority.

An original purpose of community corrections’ programs was the diversion of prison-bound offenders from institutions to community-based intermediate sanction programs. With the changes brought on by sentencing guidelines, offenders are formally sentenced to probation pursuant to the guidelines’ computation of sentence. Currently, the Department of Community Corrections supervises chronic or violent offenders who remain in the community. Effective community-based programming involves intensive
supervision with solution-focused case management services that assist the offender to become a productive member of society.

Initially, Shawnee County Community Corrections was one of three units within the Shawnee County Department of Corrections. The Department of Corrections included the Jail, Juvenile Detention Center and Community Corrections. In 2000, Community Corrections became a separate department of Shawnee County.

**Goals**

Public Safety – maintain manageable caseloads allowing staff to closely supervise offenders in the community.

Enforce Court-Ordered Sanctions – develop supervision plans that meet the requirements of the court and provide structure, which will improve the offender’s ability to successfully complete the terms of probation.

Restore Crime Victims – oversee payment of restitution, court costs and community service work.

Assist Offender to Change – monitor the offender’s participation in services provided by community corrections or community resources on alcohol and drug treatment, job search and maintenance skills, literacy enhancement and life skills.

**Programs**

**Adult Intensive Supervised Probation**

Monitors a target population of felony offenders who have prison sentences set aside for an attempt at rehabilitation. Boot camp graduates are also assigned to ISP.

**Juvenile Intensive Supervised Probation**

Is an intensive monitoring program providing an intermediate sanction between standard probation and placement in a juvenile correctional facility for convicted juvenile offenders.

**Juvenile Offender Community Case Management**

Consists of services provided for juvenile offenders who have been placed, by the court, in the care and custody of the Juvenile Justice Authority. The court may order out-of-home placement for the juvenile offender after all other reasonable efforts have been made to address the problems causing the illegal behavior. Case management services are provided to assist the juvenile and their caregiver to find resources that will meet their needs.

**Juvenile Conditional Release Supervision**

Provides monitoring of juveniles released from one the four JJA operated juvenile correctional facilities and returned to the community. Community corrections officers monitor the juvenile in following the conditions of their release and assist the juvenile in
accomplishing their aftercare plan.

**Effects of Consolidation**

The functions and services provided by Community Corrections are not provided by any equivalent office in the City of Topeka and should be maintained in the event of any consolidation of City and County Governments. Current functions and services provided by the City of Topeka Probation Office could be consolidated into Community Corrections.

**SHAWNEE COUNTY COMMUNITY CORRECTIONS CLIENT POPULATION**

**01/05/05**

**JULY 1, 2003 – JUNE 30, 2004**

<table>
<thead>
<tr>
<th></th>
<th>AISP-3rd</th>
<th>AISP-2nd</th>
<th>JISP 3rd</th>
<th>CCM 3rd</th>
<th>CR 3rd</th>
<th>JCF 3rd</th>
<th>ADULT TOTAL</th>
<th>JUVENILE TOTAL</th>
</tr>
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<tbody>
<tr>
<td>Total # Served</td>
<td>776</td>
<td>108</td>
<td>144</td>
<td>125</td>
<td>19</td>
<td>24</td>
<td>884</td>
<td>312</td>
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<tr>
<td>ADP</td>
<td>260</td>
<td>49</td>
<td>73</td>
<td>53</td>
<td>19</td>
<td>29</td>
<td>309</td>
<td>174</td>
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</table>

Kansas Department of Corrections funds for 3rd and 2nd District AISP
Kansas Juvenile Justice Authority funds 3rd District JISP, CCMA, and CR

AISP – Adult Intensive Supervised Probation
JISP – Juvenile Intensive Supervised Probation
CCM – Community Case Management of Juvenile Offenders
CR – Conditional Release of Juveniles released from a Juvenile Correctional Facility
JCF – Juvenile Correctional Facility (TJCF-Topeka, BJCF-Beloit, AJCF-Atchison, LJCF-Larned)
### SHAWNEE COUNTY COMMUNITY CORRECTIONS
### FY05 Grants

<table>
<thead>
<tr>
<th>PROGRAM</th>
<th>A</th>
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<tbody>
<tr>
<td><strong>3rd District Juvenile Graduated Sanctions</strong></td>
<td></td>
</tr>
<tr>
<td>JIAS - Juvenile Intake and Assessment</td>
<td></td>
</tr>
<tr>
<td>801 (pass through funds)</td>
<td>$308,876</td>
</tr>
<tr>
<td>JISP - Juvenile Intensive Supervised Probation</td>
<td></td>
</tr>
<tr>
<td>842 000 1</td>
<td>220,582</td>
</tr>
<tr>
<td>CM - Juvenile Offender Case Management</td>
<td></td>
</tr>
<tr>
<td>842 000 2</td>
<td>304,870</td>
</tr>
<tr>
<td><strong>Total Graduated Sanctions Allocation</strong></td>
<td>$834,328</td>
</tr>
</tbody>
</table>

| Prevention                                       |   |
| 843 000 1 (pass through funds)                   |   |
| **Total Prevention Allocation**                  | $448,951 |

| JABG – Juvenile Accountability Block Grant        |   |
| 841 000 1                                         |   |
| Grant Funds                                       | 133,816 |
| Cash Match                                        | 14,869 |
| (pass through except JISP Officer)               | 148,685 |
| JISP Officer                                      |   |
| Juvenile Intensive Supervision Officer            |   |
| Grant Funds                                       | 36,109 |
| Cash Match                                        | 4,012 |
|                                                   | $40,121 |

| **3rd District Adult Services**                   |   |
| AISP - Adult Intensive Supervised Probation       |   |
| 210 200 1                                         | $765,669.51 |
| 210 200 2                                         |   |

| **2nd District Adult Services – Contract**        |   |
| AISP – Adult Intensive Supervised Probation       |   |
| 210 210 1                                         | $170,435.03 |
| 210 210 2                                         |   |
| **Total Funds Managed by County**                 | $2,368,068.54 |
| Community Corrections Portion                     | $1,501,677.54 |
CONSOLIDATED EMERGENCY COMMUNICATIONS CENTER

Duties and Functions

The Shawnee County Consolidated Emergency Communications Center (CECC) identifies, dispatches and supports calls for service to emergency response agencies.

More specifically, the CECC provides the following services:

- Handling of all County 911 and other emergency calls via the consolidated dispatch center located at the Law Enforcement Center (which also houses the City of Topeka Police and Shawnee County Sheriff’s Departments). The CECC utilizes the national dialing code "911" which allows citizens immediate access to all emergency response agencies dispatched through the communications center including law enforcement, fire and ambulance service. The system is an "Enhanced 911" (E-911) system that allows the display of the caller’s address and telephone number. The Communications center handles more than 102,000 “911” calls every year. The dispatch center currently has about 45 employees who work three shifts.
- Operates the Shawnee County Emergency Management division, which maintains the Emergency Operations Center (EOC) in the sub-basement of the Shawnee County Courthouse. The center is a fully self-contained and blast resistant facility designed to remain operational in all environments including tornado, earthquake and chemical/biological attack. The EOC can be activated at several levels and in the event of a major emergency it is the seat of local government. Elected and other agency officials can conduct not only emergency functions but also the necessary day-to-day business of city and county government from the EOC.
- Educating area children on 911 system and emergency responses.
- Coordination of emergency communications during disasters or other critical situations.
- Initiation of Telephone/radio warning systems during tornado warnings.
- Maintenance of paging systems for all emergency personnel.

Effects of Consolidation

The CECC is already a consolidated function of City and County governments. Consequently, consolidation of City and County governments would have minimal impact on the organization or day-to-day functioning of the CECC.
COUNTY CORONER

Duties and Functions

Each Judicial District in Kansas has a District Coroner appointed to a four-year term by the Board of Commissioners of the most populous County in the District. Since Shawnee County is a one County District, the Shawnee County Board of Commissioners appoints the District Coroner. In case of consolidation, the primary governmental body would assume responsibility for appointment of the Coroner and related duties. The District Coroner appoints Deputy Coroner’s and hires staff with the approval of the Board of County Commissioners.

The statutory mandates for the Coroner’s Office can be found primarily at K.S.A. 21a-215 through 246, but there is a considerably larger body of law dealing with specific requirements for the Office. Intrinsically, the Coroner’s Office is responsible for the investigation of all deaths where there is allegation, suspicion, or belief that a non-natural event contributed to the death, where there is public or public health interest, where there is inadequate medical history to allow a death certification, where the decedent is incarcerated, and all deaths age 17 and under.

The Coroner’s processes, procedures, and methods for an investigation are largely not defined by statute, but rather, by policies of the individual County Coroner’s Offices. Thus, there is considerable variation between Counties with respect to the extent of investigation in particular types of deaths. In addition, resources available vary between Counties and a particular County may contract for services with another County Coroner’s Office. By reason of resource availability, the Shawnee County Coroner’s Office is able to market forensic services to other Counties and, by providing services for a fee, reduce the total cost of operation while simultaneously expanding capacity for provision of forensic services. In other words, by marketing services, the Shawnee County Coroner’s Office is able to expand the scope of service to Shawnee County and to reduce total cost of operations, simultaneously. This goal is accomplished by creation of a private enterprise entity working with County Government, and physically within the walls of the Coroner’s Office.

Presently the County has the following staff at the Coroner’s Office:

- District Coroner – ½ FTE
- Deputy Coroner – ½ FTE
- Medical Office Coordinator – 1 FTE
- Chief Investigator – 1 FTE
- Half-time Assistant Investigator - ½ FTE to ¾ FTE
- Six part-time contract Investigators – 1 FTE total
- Morgue Supervisor – 1 FTE
- Morgue Technician - 1 FTE
- Two Part-time Morgue Technicians – ½ FTE total
The private enterprise function within the SCCO provides further staff and additional infrastructure support.

The private enterprise, incorporated as Frontier Forensics, PA provides the following staff:

- District Coroner – ½ FTE
- Deputy Coroner – ½ FTE
- Office Administrator – 1 FTE
- Part-time Morgue Technicians - ~1 FT
- Part-time Investigators - ~1/4 FTE
- Part-time Clerical - ~1/4 – to maximum of 1 FTE, depending on need.

Staff requirements and functions will not be altered by consolidation of County and City Governments. The Coroner’s Office will not absorb new duties or merge functions with other governmental Offices.

**Effects of Consolidation**

The Shawnee County Coroner’s Office (SCCO) is already responsible for death investigation throughout the County. The basic functions of the Office will not change with consolidation of County and City Government, unless new policies are instituted. The present independent Office, with a dedicated physical plant can be, theoretically, replaced in whole or in part by a contract service. However, the weaknesses of contract service for a County the size of Shawnee County did drive the conversion twelve years ago of the Office from a contractual arrangement with non-forensic pathologists to a permanent County Office. A return wholly to a private contract service would probably result in loss of the ability to attract Forensic Pathologists. In addition, local hospital pathologists do not appear to have interest in absorbing forensic work into their caseload.

The County could choose to shop out the Coroner services to another County, but there are limited resources available in Kansas and, as yet, no State Office to which the County might turn. Such issues also extend beyond the question of County-City consolidation and are generally independent of the consolidation question.

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35 This section of this report contains the recommendations and opinions of Dr. Erik Mitchell, Shawnee County Coroner.
DISTRICT ATTORNEY

Duties and Functions

Except for traffic offenses and some misdemeanors that occur within the limits of its incorporated cities, the District Attorney generally prosecutes in State district court violations of State criminal law that occur in Shawnee County. This includes the criminal prosecution of adult and juvenile offenders, and other statutory functions. The District Attorney is essentially a State elected official elected to four-year terms by the citizens of Shawnee County. Although the District Attorney is generally a State officer or public official performing “state” functions, the Board of County Commissioners does review and approve the District Attorney’s budget. The statutory duties and responsibilities of the District Attorney can be found at K.S.A. 22a-101 et seq.

Effects of Consolidation

Consolidation of the City of Topeka and Shawnee County governments will have little effect on the operations and functions of the District Attorney. The only possible effect would occur if the consolidated governing body chose to prosecute in its municipal court certain traffic offenses and misdemeanors arising in the unincorporated areas of the County that are currently prosecuted by the District Attorney. For a further discussion of this issue, please refer to the report submitted by the Shawnee County Counselor.
DEPARTMENT OF CORRECTIONS

Duties and Functions

The Department is responsible for the operation of Shawnee County’s Adult Detention Center, adult work release program, and the Juvenile Detention Center. This includes responsibility for the custody and care of adult and juvenile inmates/residents. The Department ensures that adults and juveniles placed in its custody remain safe and secure until released by proper authority. The Department must also provide appropriate meals, clothing, education, rehabilitation programming, mental health care, and medical care to adult inmates and juvenile residents.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Bed Capacity</th>
<th>Average Daily Population in 2004</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adult Detention Center</td>
<td>557</td>
<td>422</td>
</tr>
<tr>
<td>Juvenile Detention Center</td>
<td>70</td>
<td>30</td>
</tr>
<tr>
<td>Adult Work Release*</td>
<td>44*</td>
<td>30*</td>
</tr>
</tbody>
</table>

*Included in the amounts for the Adult Detention Center

How was the Shawnee County Department of Corrections formed?

In May 1978, the Shawnee County Commission decided to pursue funding made available through the Community Corrections Act by adopting Resolution 78-130. This set in motion the creation of a community corrections advisory board for the purpose of developing a comprehensive community corrections plan for Shawnee County.

The advisory board submitted the *Shawnee County Community Corrections Plan* to the Shawnee County Commission in 1979. The plan set forth several recommendations for programs and services that should be implemented. A major recommendation of the plan was that existing county-based correctional programs and facilities be incorporated into one county department of corrections.

At the time, the Shawnee County Youth Center (detention) was operating under the direction of an executive administrative board that reported to the County Commission. The elected sheriff operated the jail or adult detention center. The *Community Corrections Plan* also recommended the establishment of a county work release center, that would fall under the consolidated department, and community-based correctional supervision programs (intensive probation). The advisory board believed that there would be increased administrative efficiency and program effectiveness if all facilities and programs came under one agency.

In the mid-1970s, a class action lawsuit was filed on behalf of jail inmates against Shawnee County officials. The suit alleged the jail was overcrowded and was unable to meet the basic constitutional rights of the incarcerated adult inmate population. Interested parties working on these issues for the County recommended that the jail be
operated with a correctional philosophy by professional corrections personnel, rather than by law enforcement (the Sheriff’s Office). Further, the development of county-based departments of corrections was occurring in several medium to large communities in the nation to provide more stable correctional management of jails and to prevent the natural conflict of interest that exists when the persons that arrest inmates (sheriffs) are also the ones that take custody and care for the inmates. An additional local problem was a very high turnover rate of Sheriff’s deputies that were leaving jail operations for community law enforcement duties.

The advisory board recommended creation of the Shawnee County Department of Corrections that included the jail, youth center, the adult work release facility, and the county-based community corrections programs. The County Commission accepted the recommendations, and the Kansas Department of Corrections approved the plan for implementation.

The Shawnee County Department of Corrections (SNDOC) was formally established in October 1980. Immediate initiatives for the new county corrections department included the opening of a county adult work release center at Forbes Field, creation of community-based supervision programs, and development of a transition process for placing existing county adult detention and youth facilities under the management of the Shawnee County Department of Corrections.

The adult work release center became operational in 1981 and a few months later, the Shawnee County Youth Center became a division of the new Department. By May 1981, the Shawnee County Sheriff and the SNDOC had reached an agreement for the transition of the administration of the county jail from the Sheriff’s Office to the new corrections department. This agreement was formalized by county resolution, 81-42, on May 28, 1981. The resolution established July 1, 1981 as the date for the transfer of all operations, procedures, and functions of the jail from the Sheriff to the SNDOC.

In May 1983, the District Court issued a consent decree regarding the jail’s class action lawsuit that had been previously filed. A part of the agreement was that the County Commission would establish a jail advisory board for the purpose of developing a plan to address the jail’s overcrowded conditions. The advisory board recommended the construction of a new adult detention center. Following the approval of the County Commission, a new facility was designed and constructed. The new adult detention center was completed in 1987 at the present site of 501 S.E. 8th Street. The work release facility that had been operating at Forbes Field was moved to the newly constructed adult detention center.

In 1998, the County constructed two additions to the adult detention center, one for additional adult inmates and the other, a new youth facility called the Juvenile Detention Center (JDC). The construction of the new juvenile detention center adjacent to the adult center allowed for more consolidation of services such as food service, accounting/records, laundry, maintenance, and other support services.
In 2000, the County Commission separated Community Corrections from the SNDOC. Community Corrections was the only portion of the Department of Corrections that had not been moved to the 8th Street location. The Shawnee County Department of Corrections continues to manage adult detention, adult work release, and juvenile detention.

What statutes and/or resolutions authorize the Department of Corrections?

**County Resolution No. 81-42:**

County Resolution No. 81-42 authorized the consolidation of the adult jail with the County’s Department of Corrections. Through this resolution, pursuant to K.S.A. 12-3907, the County Commission established the Department of Corrections as “the successor in every way to the powers, duties, and functions now or hereafter granted to or imposed by law upon the office of the County Sheriff as it relates to the operations, procedures, and functions of the County Jail.”

**Home Rule Resolution No. 2000-2:**

This resolution separated Community Corrections from the Department of Corrections and established a new county department, the Shawnee County Department of Community Corrections.

**Kansas Statutes:**

The Kansas statutes that apply specifically to the operation of county jails are K.S.A. 19-811, 19-901 to 19-904, 19-1901, 19-1903 to 19-1917, 19-1919, 19-1923 to 19-1925, and 19-1927 to 1930.

**What does the Department of Corrections do?**

County adult and juvenile detention centers have distinctive roles in the criminal justice system. The facilities are responsible for the housing of individuals who have been arrested for violation of city, state, and federal laws. The adult inmates or juvenile residents are housed in the facility while pending further court action, serving a sentence, or waiting for transfer to a state correctional facility. The Shawnee County facilities also house inmates and juveniles for the Federal Marshal and for Immigration and Customs Enforcement.

Adult and juvenile detention centers are different than prisons. They are generally for the short-term housing of offenders. The average length of stay for an adult inmate is 10 days; for a juvenile resident it is 14 days. The Adult Detention Center (ADC) receives and processes approximately 14,000 adult offenders each year. The Juvenile Detention Center (JDC) receives and processes approximately 900 juvenile offenders each year.
Responsibilities of the Adult Detention Center: (include but are not limited to)

Booking
- Admit persons arrested by law enforcement agencies including Topeka Police Department, Shawnee County Sheriff’s Office, Kansas Highway Patrol, Kansas Bureau of Investigation, and other Shawnee County city and township police departments.
- Admit persons considered parole or probation violators by probation and parole staff.
- Book arrestees by taking each person’s identification information, by fingerprinting, by taking booking photographs (mug shots), and by assigning arrestees that cannot be released from custody to an Adult Detention Center (ADC) housing unit.
- Act as deputy court clerks by accepting Court bond payments and by completing appropriate release paperwork.
- Accept custody of adult inmates that have been arrested for alleged crimes, pending court action.
- Accept custody of adult inmates that have been sentenced to the Adult Detention Center by the District or Municipal Court.
- Accept inmates from other jurisdictions that are willing to pay ADC’s per diem rates for each inmate (courtesy holds for other counties, Federal Marshal, Immigration and Customs Enforcement, etc.).

Supervision
- Classify and assign inmates according to risk, needs, and gender.
- Supervise inmates assigned to ADC custody on a continuous basis (24-hour operation).
- Supervise inmates within fifteen (15) housing units.
- Search inmates and inmate cells for contraband.
- Select and monitor inmate trustees/workers for facility details.
- Ensure the sanitation of inmates and facilities.
- Supervise inmates during work details, programming, exercise, meals, and medical visits.
- Transport inmates to and from District Court and community medical appointments, as necessary.
- Supervise inmates during necessary hospital stays.
- Conduct frequent inmate headcounts and facility security checks.
- Establish and enforce inmate rules through the center’s disciplinary system.
- Monitor the whereabouts and activities of work release participants.
- Supervise minimum-security inmates on community work crews.
- Monitor inmates that are considered suicidal on a continuous basis.
- Write frequent reports regarding inmate activities.
- Seek assistance from community resources for mentally ill inmates, when necessary.
- Arrange for placements of inmates upon release to the community.
- Provide opportunities for inmates to visit with families and friends.
Responsibilities of the Juvenile Detention Center: (include but are not limited to)

Booking
- Determine each juvenile’s eligibility for placement in detention (arrest, JJA placement, CINC, etc).
- Book juveniles by taking each one’s identification information, by fingerprinting, by taking booking photographs, and by assigning each juvenile to an appropriate housing unit.
- Classify and assign juvenile residents according to age, type of admission, gender, and risk.
- Accept juveniles from other jurisdictions that are willing to pay JDC per diem rates (Federal Marshal, Immigration and Custody Enforcement, Courtesy Holds).

Supervision
- Supervise juveniles assigned to JDC custody on a continuous basis (24 hours).
- Supervise juveniles within four (4) juvenile housing units.
- Supervise juveniles during recreation, programming, and school classes.
- Transport juveniles to and from District Court and community medical appointments.
- Conduct frequent headcounts and facility security checks.
- Monitor juveniles needing more frequent observation and/or who are potentially suicidal.
- Establish and enforce behavior management system.
- Seek assistance from community resources as necessary.
- Communicate with relatives of juveniles.
- Provide opportunities for juveniles to visit with relatives.
- Comply with regulations for licensing set by the KS Dept. of Health and Environment.

Responsibilities of Consolidated Support Services for Both Detention Centers: (Include but are not limited to)

- Receive and manage inmate/juvenile funds and individual facility accounts.
- Operate an inmate/juvenile commissary.
- Collect fines, medical co-pays, work release per diem, and booking fees.
- Collect per diem payments from other jurisdictions.
- Prepare and serve inmate and staff meals, 3 times daily.
- Provide medical and mental health services to inmates and juveniles, as needed.
- Screen, interview, hire, and train new staff.
- Provide basic training for new staff.
- Provide annual in-service training for staff.
- Screen and train volunteers to conduct additional programming for inmates and juveniles.
- Monitor volunteer activities such as religious services, A.A., N.A., and numerous other volunteer programs.
- Order/purchase supplies, clothing, and equipment.
- Clean and repair inmate/juvenile clothing.
- Clean all areas of the facility (custodians).
- Conduct repairs throughout facilities (plumbing, electrical, construction, painting).
- Maintain outside grounds.
- Apply for grant funding for purchases of equipment and services.
- Negotiate and monitor contracts for services.
- Work with other community law enforcement – emergency personnel
- Operate law library and regular library for inmates and juveniles

**How is the Department of Corrections staffed?**

The Board of County Commissioners authorizes staff positions for the SNDOC. The Commissioners also authorize the status of each position as full-time, part-time, or intermittent and unclassified, classified, or union. The number of positions required within the Department is determined through completion of a staffing analysis. The staffing analysis is based upon posts and relief factors for each post. Authorized positions for the SNDOC are listed in the following chart:

**Authorized Department of Corrections Positions**

<table>
<thead>
<tr>
<th>Unclassified</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>1</td>
</tr>
<tr>
<td>Deputy Director</td>
<td>2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Classified</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Division Manager</td>
<td>6</td>
</tr>
<tr>
<td>Unit Supervisor</td>
<td>8</td>
</tr>
<tr>
<td>Line Supervisor</td>
<td>16</td>
</tr>
<tr>
<td>Accountant I</td>
<td>1</td>
</tr>
<tr>
<td>Social Worker Team Leader</td>
<td>1</td>
</tr>
<tr>
<td>Social Worker</td>
<td>2</td>
</tr>
<tr>
<td>Administration Supervisor</td>
<td>1</td>
</tr>
<tr>
<td>Psychologist</td>
<td>1</td>
</tr>
</tbody>
</table>

**Union (Teamsters)**

<table>
<thead>
<tr>
<th></th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Correction Specialist</td>
<td>194</td>
</tr>
<tr>
<td>Lead Corrections Specialists</td>
<td>2</td>
</tr>
<tr>
<td>Maintenance Tech II</td>
<td>2</td>
</tr>
<tr>
<td>Maintenance Tech I</td>
<td>5</td>
</tr>
<tr>
<td>Custodian</td>
<td>7</td>
</tr>
<tr>
<td>Acct. Clerk II</td>
<td>2</td>
</tr>
<tr>
<td>Acct. Clerk I</td>
<td>4</td>
</tr>
</tbody>
</table>
Office Assistant II  1
Office Assistant I   2

TOTAL       258

Description of Staff Positions

Director - This position is responsible for the overall administration of Adult Detention, Work Release, and Juvenile Detention programs. The Director plans and coordinates annual budgets, directs and approves the development and revision of policies and procedures, coordinates with other law enforcement agencies and county department heads as appropriate, directs the recruitment, hiring, and discipline of staff, and oversees the management of inmates, purchasing of supplies and equipment, security of the facilities, and maintenance of the physical plants.

Deputy Director - (Major) This position is responsible for one of two major sections of the department, Operations or Administrative and Support Services. Assists with the development of policies and procedures. Enforces compliance with the procedures. Ensures that the section is in compliance with federal, state, and local laws and nationally recognized correctional standards. Disciplines personnel as necessary. Develops and oversees staff training. Ensures the appropriate management of inmates and the security and safety of the facilities.

Division Manager – (Captain) This position manages the operations of one of six divisions of the department: adult operations, juvenile operations, staff training and policy development, administrative services, investigations and special services, or physical plant. Oversees the management of supervisors and line staff. Evaluates the functioning and progress of the division.

Unit Supervisor – (Lieutenant) This position plans, schedules, inspects, and supervises the work of subordinate personnel and the management of inmates within specific units of the department including shift operations in adult and juvenile detention (shift supervisor), special services, and inmate programming.

Line Supervisor – (Sergeant) This position supervises subordinate personnel on a shift or within a unit. Is also responsible for the management of inmates and direction to staff and inmates in emergency situations. Serves as the shift supervisor in the absence of a lieutenant.

Accountant I – This position manages the accounting and records functions for the department, including the payment of agency bills, the management of inmate accounts, the receipt of bond funds, management of the inmate commissary, and all other accounting functions.

Social Work Team Leader – This position serves as the supervisor of two agency social workers and one psychologist. Is also responsible for the appropriate placement and
treatment of inmates and juveniles that have mental problems. Determines when an
inmate or juvenile is ready to proceed from a higher level of suicide risk to a lower level.
Assists with the development and maintenance of mental health policies and procedures.

Social Worker – This position works directly with inmates and juveniles that are
determined to be most needy for mental health services. Conducts individual and group
counseling as appropriate. Determines when an inmate or juvenile is ready to proceed
from a high level of suicide risk to a lower level.

Administration Supervisor – This position is responsible for coordination of personnel
paperwork and payroll with the County’s Human Resources and Clerk’s Offices. Is also
responsible for supervision of the agency’s mail clerk. Serves as assistant to the Director,
deputy directors, and 3 captains.

Psychologist – This position works directly with inmates and juveniles that are
determined to be most needy for mental health services. Assesses inmates and juveniles
for mental illness. Conducts individual and group counseling as appropriate. Determines
when an inmate or juvenile is ready to proceed from a high level of suicide risk to a lower
level.

Corrections Specialist – This position monitors and supervises the activity of adult
inmates or juvenile residents. Books inmates and juveniles into and out of the centers.
Prepares and maintains records and reports. Enforces inmate and juvenile rules. Escorts
or transports inmates/juveniles off the grounds as necessary. Supervises inmate work
details. Conducts searches, security checks, headcounts, and other security-related
activities.

Lead Corrections Specialist – This position serves as a lead worker performing the same
duties that a Corrections Specialist performs. This classification is being deleted through
attrition since very little difference exists between this classification and the Corrections
Specialist classification.

Maintenance Technician II – This position supervises subordinate Maintenance
Technicians and inmates in skilled and semi-skilled tasks for the maintenance and repair
of equipment, machinery, and buildings. Performs hands-on carpentry, masonry,
painting, and plumbing as needed.

Maintenance Technician I - This position completes skilled and semi-skilled tasks in the
maintenance and repair of equipment, machinery, and buildings. Performs hands-on
carpentry, masonry, painting, and plumbing and supervises inmates in completion of
lesser skilled tasks.

Custodian – This position is responsible for the sanitation of an assigned section of the
physical plant of the agency. Sweeps, mops, dusts, waxes, polishes, empties trash, and
orders cleaning supplies. Cleans any area of the facility in which an inmate or juvenile
resident cannot enter.
**Account Clerk II** - This position performs more difficult accounting functions in the purchasing of supplies and payment of invoices. Posts receipts, disbursements, and journal entries, collects and deposits large sums of money, balances accounts and reports, computes encumbrances, expenditures, and available balances. Serves as a lead worker in the accounting office and monitors the management of inmate/juvenile accounts.

**Account Clerk I** – This position performs standard bookkeeping tasks in the accounting office. Receives, receipts, and records cash deposits. Checks and prepares invoices for payment. Manages the inmate commissary and deducts purchases from inmate accounts. Files inactive records of inmates.

**Office Assistant II** – This position assists with personnel paperwork and payroll processing for staff of the Juvenile Detention Center (JDC). Acts as receptionist for JDC administrative staff. Receives and distributes staff and juvenile mail. Orders and maintains office supplies.

**Office Assistant I** – This position serves as the front desk receptionist in the Juvenile Detention Center. Ensures that all visitors to the center are eligible for entrance. Answers and routes incoming telephone calls. Files correspondence and other documents for administrative staff.

Copies of the Department’s organizational charts may be reviewed in Appendix C.

**How is the Department of Corrections funded?**

The Department of Corrections is funded through the Shawnee County General Fund as authorized by the Board of County Commissioners. Additional expenditures are sometimes approved through special grants such as the Local Law Enforcement Block Grant (now called Justice Assistance Grant) and the Edward J. Byrne Grant. The DOC generally purchases security-related equipment with grant funds. The Department’s 2005 budget is categorized as follows:

<table>
<thead>
<tr>
<th></th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Annual Operating Budget</strong></td>
<td>$12,895,070</td>
</tr>
<tr>
<td>Personnel -</td>
<td>$11,335,470</td>
</tr>
<tr>
<td>Other</td>
<td>$1,559,600</td>
</tr>
<tr>
<td><strong>Contracted Health Services</strong></td>
<td>$1,833,275</td>
</tr>
<tr>
<td>Contracted Food Service</td>
<td>$807,232</td>
</tr>
<tr>
<td>Jail Trustee Services</td>
<td>$125,356</td>
</tr>
<tr>
<td><strong>DOC Total</strong></td>
<td>$15,660,933</td>
</tr>
</tbody>
</table>
SNDOC Revenues

The Department generates a significant amount of revenue for the County each year that is deposited to the General Fund. These revenues come from per diem payments for housing federal, state, and city inmates, work release per diem payments, inmate telephone commissions, and other miscellaneous sources. The amount of revenue generated by the DOC in 2004 was $1,780,870. Revenues averaged $2,307,033 for the three previous years.

Effects of Consolidation

The Department of Corrections is a result of previous consolidation initiatives involving both the County and City governments. As noted previously in this document, the reasons for consolidating the adult jail with the new Department of Corrections were:

1. To create a professionally managed correctional-based department. Correctional facilities have long been one of the environments for which public officials are the most vulnerable to liabilities if not professionally, ethically, and legally managed. It has been recognized that operating such facilities in accordance with nationally recognized correctional standards by administrators and officers trained in correctional philosophies and practices reduces liability;

2. To create efficiencies in the consolidation of management of all correctional facilities for which county government is statutorily responsible. Previous to the department, two correctional facilities operated with separate managers, staffing, and support services. Creation of one department brought about centralized management of like facilities and coordination of all related support services; and

3. To prevent the high turnover rate of Sheriff’s employees that formerly transferred to community law enforcement duties as soon as possible and to encourage the hiring of career correctional employees.

Prior to the creation of the Department of Corrections and construction of the new facilities, the Topeka Police Department maintained a separate booking and processing area and short-term detention holding cells within its department. In 1992, the City and County agreed that the corrections department would be responsible for the processing of police department arrests. Topeka Police then deleted its own detention holding.

These previous consolidation efforts have resulted in a unified corrections department serving both the City and County governments. There is only one adult

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36 This section of this report contains the recommendations and opinions of Elizabeth Gillespie, Director of Shawnee County Department of Corrections.
detention center, one work release program, and one juvenile detention center serving the city, county and townships of Shawnee County.

If the City of Topeka is consolidated with Shawnee County, the Shawnee County Department of Corrections should not be greatly affected. If, however, the City of Topeka and Shawnee County are fully consolidated, payments between the two entities for the housing of city prisoners would likely be affected. Currently, the City of Topeka pays the County for housing city prisoners in the adult detention center as required by K.S.A. 19-1930. SNDOC bills the city by the hour for the housing of any offender that is arrested or sentenced solely for a municipal offense(s). In 2004, the City of Topeka paid $981,700.76 to the County for this purpose. If the City of Topeka and Shawnee County are consolidated, the City should no longer need to pay for the housing of inmates in the ADC. Of course, the County would also no longer receive the revenue.

There is another possible scenario that would affect the SNDOC if implemented. Shawnee County’s recent purchase of the buildings located to the east of the Adult Detention Center (the former Mainline Printing buildings) at 818 S.E. Adams should provide enough space to operate a municipal or local court. The County plans to remodel the buildings to accommodate the housing of as many as 220 minimum-security inmates for work details and work release programming and for other purposes.

Currently, the County prosecutes violators of county ordinances in the District Court. A combined local court (City and County), prosecuting minor city/county offenses, could sentence violators directly to the new work release or minimum-security unit. There may even be enough space for city/local probation staff in the new buildings. The move of the municipal/local court to the 818 S.E. Adams location would also make it easier for law enforcement officers to take their arrestees to court. Currently, Topeka Police Officers must park on the street outside of the City Building and walk with their arrestees up several steps and into the building.
ELECTION COMMISSIONER

Duties and Functions

The Election Office generally administers and reports the results of all public elections in Shawnee County. The Election Commissioner is not elected, but rather, is appointed by the Secretary of State of the State of Kansas to four-year terms. The statutory duties and responsibilities of the Election Commissioner can be found at K.S.A. 19-3419 et seq.

Effects of Consolidation

Currently, the Election Office has no counterpart at the City level of government. At one time, the Election Commissioner was for the City of Topeka, and county elections were run by the County Clerk. According to the Wyandotte County Election Commissioner, Pat Rahija, there was not much change to her office other than complete reclassification of all employees and Human Resource policies changed. She did say that as changes occur, there is a lot of work to make sure that communication among the departments needs to be maintained such as: the computer system still needs to communicate with other departments, APO land addresses are needed to check street files, GIS is still needed for maps, payroll still needs to be able to cut board worker, polling place, and personnel checks. Ms. Rahija also mentioned that the statute on consolidation does not mention specific information about the election of the new County/City officers. A plan would be needed which would include a filing deadline, whether offices are to be partisan or nonpartisan, filing fees or a petition plan, dates for the Primary and for a General Election. A transition plan would also be needed. This must be addressed by the consolidation committee.

If Shawnee County follows the Wyandotte County plan, there would be two additional countywide elections in the fall in odd numbered years. The cost of an additional countywide election is approximately $145,000 each.
HEALTH AGENCY

Duties and Functions

The Shawnee County Health Agency provides health services to residents of Shawnee County in a wide variety of programs. The agency is divided into two main departments or functions:

**Community Health Center (federally qualified health center programs):**
Maternal & Infant Clinic  
Main Clinic  
Hillcrest Clinic  
Family Planning

**Public Health (local health department programs):**
Adult Field Services  
Environmental Health  
Communicable Diseases  
Immunizations  
Emergency Preparedness  
Maternal & Child Health  
WIC  
Administration

**Staff and Partnerships**

Over 170 FTE (full time equivalent employees) work in the programs of the Shawnee County Health Agency. In order to provide the most cost effective programs, staff work diligently in partnership with countless local coalitions, boards, and other service providers to not only provide the best resources available, but also to avoid duplication of services. Agency organizational charts are attached.

**COMMUNITY HEALTH CENTER**
**Program Information & Statistics**
**March 2005**

**Family Planning**

The mission continues to be to provide individuals with the information and the means to exercise personal choice in determining the number and spacing of their children. Services were enhanced with the Title X colposcopy agreement with the Kansas Department of Health and Environment (KDHE) until the program was suspended in October 2003. This program provided monetary assistance to qualifying clients to pay for their colposcopy and related lab fees. The Health Agency continues to see the clients on a sliding fee scale for these costly services.
The **Community Health Center** includes family planning services, primary care and prenatal care. A Community Health Center is a community based health care facility that offers prevention oriented primary care services in a medically underserved area. Underserved populations consist of people who face barriers to accessing services due to:

- difficulty paying for services
- language or cultural differences
- an insufficient number of health care professionals and/or resources available in the community
- being homeless; migratory, and/or seasonal farm workers; or residents of public housing

The Community Health Center encompasses all five of the life cycles (perinatal, pediatric, adolescent, adult, and geriatric) and consists of five major elements:

- accessibility
- comprehensive services
- coordinated and continuous care
- accountability
- health promotion and disease prevention

**Pregnancy Testing**
Pregnancy testing and counseling is offered three times weekly on a walk-in basis as well as when needed during clinic appointments.

<table>
<thead>
<tr>
<th></th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pregnancy Tests Administered</td>
<td>1,276</td>
<td>1,073</td>
<td>1,201</td>
</tr>
</tbody>
</table>

**Teen Group**
Teen group is a weekly walk-in clinic for adolescents. The clinic offers education, assessment, intervention, referrals and medical exams.

**It Takes Two**
*It Takes Two* is a nationally recognized adolescent pregnancy prevention program focusing on shared responsibility in healthy relationships A male and female team presents this classroom-based, coed program which is funded in part through a grant from KDHE. In 2002, three presentations were made to 31 teens. In 2003, 21 presentations were given to more than 300 local area teens. Of the 21 presentations, 18 were given to the freshman class at the local high schools.
Socioeconomic - Insurance Source
Medicaid 16%
Uninsured 67%
Medicare 5%
Other 12%

Health Access
Health Access, a community partnership led by the Shawnee County Medical Society (SCMS) has improved access to health care for low income, uninsured/underinsured Shawnee County residents. Health Access combines donated physician care, hospital services, and medication assistance to complement and enhance the work of existing low-income clinics and other community agencies. A Department of Social and Rehabilitation Services (SRS) representative is onsite at the Main Clinic to assess client eligibility, and to assist families with application for assistance programs including Medicaid and HealthWave. In 2002, the Health Agency’s Health Access program had 606 enrollees. In 2003, there were 356 new enrollees.

AmeriCorps Volunteers
Two college student AmeriCorps volunteers have each provided over 20 hours of assistance every week to the Health Agency and in turn received help with college tuition from the federal government. One student is also a Master’s level social work student at a local university. The other AmeriCorps volunteer is assisting with the Patient Prescription Assistance Program (PPAP) program. A third student is learning to become a social worker while providing direct services to Adult Field Services clients. The students help increase service provision and also exposes new professionals to the field of Public Health.

Social Work Services
A primary goal for social work services is to help clients identify and eliminate barriers that prevent them from obtaining needed health care. The Health Agency has nine staff social workers, three at the bachelor’s level and six at the master’s level. Three full-time social workers provide services to Adult Field Services clients, the equivalent of three social workers are assigned to the Maternal & Infant project (M&I) and 2.5 full time equivalent staff are assigned to Clinical Services. These staff members provide social casework services, short-term individual counseling, family and group work, assessment and referrals to community resources as well as health education. Two social workers are bilingual in Spanish.

Primary Care
Primary Care services are provided at the Hillcrest Clinic and at the Main Clinic.

Program highlights:
• Extended primary care nurse coverage by hiring one nurse to work 9 a.m. to 6 p.m.
• Purchased HIPAA compliant provider on-call carry case to provide better, more complete healthcare after hours.
• Flag system installed outside Primary Care exam room doors in an effort to enhance communication between nurses and providers.
• Brochure racks installed in exam rooms.
• Extended the clerical staff times available for client check out, bill payments and appointment scheduling.
• Resumed participation in the Diabetes Health Disparities.

1. Several Clinical Services staff attended a Diabetes Health Disparities workshop.
2. The PECS computer program was installed on several computers and staff were trained.
3. Diabetic clinics are offered twice a week.
4. Diabetes classes held on a quarterly basis for English and Spanish speaking clients.

• Altered appointment books to facilitate the utilization of interpreter services. Fail rates continue to be in the 30 to 40 percent range in most clinical services programs. An appointment reminder call system was initiated which has been noted to make some difference. However, more efforts are needed for further fail rate reduction to occur.

<table>
<thead>
<tr>
<th>Clients Served</th>
<th>2002</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults</td>
<td>5,583</td>
<td>6,055</td>
</tr>
<tr>
<td>Children</td>
<td>2,838</td>
<td>2,665</td>
</tr>
<tr>
<td><strong>Total Clients Served</strong></td>
<td><strong>9,412</strong></td>
<td><strong>8,720</strong></td>
</tr>
</tbody>
</table>

**Electronic Immunization Data Quality Assurance**

The Immunization Program received an award from the Kansas Immunization Program for its proactive approach to immunization data collection by utilizing CASA reports.

**Influenza**

The 2003 “flu” season was robust. Beginning in October, the Health Agency immunization staff offered vaccinations at three offsite locations in Shawnee County area and teamed with Adult Field Services nurses to provide vaccinations for the homebound and high-risk populations. By December 4, all 5,000 doses of vaccine the Health Agency ordered had been given. In mid-December, the Health Agency received an additional 300 doses of vaccine from KDHE and offered the vaccine to children at an evening clinic December 18. Nurses from every Health Agency department staffed the special infant/toddler clinic. A total of 225 infants and 67 toddlers under the age of 3 received the vaccine at the clinic.

**2 Be Healthy Medicaid Outreach Project**

The Health Agency partnered with the Kansas Immunization Program in the 2 Be Healthy project, aimed at increasing the immunization rates among Medicaid children 0-35 months of age. Incentives are given to families to entice them to immunize their children in a timely manner. All Vaccine for Children providers in Shawnee County are participating in this project with the Health Agency being the collection point for the information and the completion cards. The project is twofold. Phase 1 gives families a small gift each time the child receives immunizations. On September 17, 2004 a drawing
will be held for Phase 2 prizes. The prizes include:

- all-expense paid weekend trip to the Sedgwick County Zoo in Wichita with 2 nights lodging, all food, and transportation to and from their house by limousine
- $300 towards a utility bill of their choice
- $150 or 35 hours worth of free prepaid phone cards good for long distance phone calls or at pay phones.

**Communicable Disease Immunizations**

The Immunization program strives to assure that vaccines are provided to protect all citizens from those preventable diseases that threaten lives.

<table>
<thead>
<tr>
<th></th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immunizations Given</td>
<td>39,211</td>
<td>26,017</td>
<td>25,399</td>
</tr>
<tr>
<td>Flu Shots</td>
<td>7,020</td>
<td>5,626</td>
<td>5,300</td>
</tr>
</tbody>
</table>

**Disease Investigation and Containment**

Routine activities for the Communicable Disease nurses include tracking and containment of disease. The Health Agency, in collaboration with KDHE, was involved in quelling a Cryptosporidium outbreak within Shawnee County in the summer of 2003.

**Perinatal Hepatitis B Program**

This program is designed to assure that babies born to mothers with Hepatitis B get the follow-up care necessary to protect them from becoming carriers of Hepatitis B. This tracking program assures that babies are protected with the recommended vaccines. At present, 11 women and their children are enrolled in this program.

**Patient Prescription Assistance Program (PPAP)**

In response to the growing number of people in the Shawnee County community who do not have health insurance, and to help defray the cost of increasingly expensive medications, the social work staff has dedicated more time to the PPAP program. This program helps those clients who could not otherwise afford their medications by working with various pharmaceutical companies who offer various free medications. Four social workers assist in the labor intensive, but rewarding process. Having these medications translates into better client compliance with medical recommendation thereby improving the health of the clients. A prescription assistance software program was installed on several computers to assist with the PPAP program and staff training was held. During 2003, 250 primary care patients were served through the PPAP program, ordering a total of 1,098 prescriptions from the various pharmaceutical companies. In July 2003 alone, the total value of the medications Health Agency clients received was $15,611.

**Conclusion**

Much work has been done on the following projects with an anticipated 2004 completion date:
• Immunizations will be relocated to the second floor of the Main Clinic at the Health Agency. This will provide better WIC/Immunization interfacing.
• The Immunization waiting room is currently being redesigned as an educational play area so families will be able to enjoy their visit.
• All Family Planning services will be relocated back to the Main Clinic at the Health Agency. The Oakland Clinic will be closed.

<table>
<thead>
<tr>
<th>Disease</th>
<th>Confirmed</th>
<th>Investigated</th>
</tr>
</thead>
<tbody>
<tr>
<td>Campylobacter</td>
<td>24</td>
<td>34</td>
</tr>
<tr>
<td>E. Coli</td>
<td>157</td>
<td>703</td>
</tr>
<tr>
<td>Ehrlichiossis</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Giardiasis</td>
<td>18</td>
<td>19</td>
</tr>
<tr>
<td>Hepatitis A</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Hepatitis B acute</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Hepatitis B chronic</td>
<td>19</td>
<td>23</td>
</tr>
<tr>
<td>Hepatitis C acute</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Hepatitis C chronic</td>
<td>133</td>
<td>288</td>
</tr>
<tr>
<td>Lyme</td>
<td>0</td>
<td>16</td>
</tr>
<tr>
<td>Meningitis, Aseptic</td>
<td>8</td>
<td>14</td>
</tr>
<tr>
<td>Streptococcus Pneumoniae</td>
<td>29</td>
<td>38</td>
</tr>
<tr>
<td>Strept Pneum, Group A</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Pertussis (Whooping cough)</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Rubella</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Salmonella</td>
<td>19</td>
<td>27</td>
</tr>
<tr>
<td>RMSF</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td>Cryptosporidium</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Shigella</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>West Nile Virus, Mening.</td>
<td>2</td>
<td>16</td>
</tr>
<tr>
<td>Tularemia</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Nectorizing Fasciitis</td>
<td>0</td>
<td>2</td>
</tr>
</tbody>
</table>

**Communicable Disease Summary for Shawnee County Sexually Transmitted Disease**

The Sexually Transmitted Disease (STD) clinic works to assess and reduce the prevalence of STD’s and associated complications through education, screening, and treatment. The Shawnee County Disease Intervention Specialist (DIS) continues to follow-up with STD positive clients and their partners. The DIS also offers education presentations at schools, churches and other groups upon request.

**Rabies Incidents and Animal Bites**

Rabid Animals 2 (bats)
Animal Bites
Dogs 241
Cats 64
Bats 5
Opossum 3
Raccoon 2
Mouse 1
Iguana 1
Rabbit 1
Skunk 1
Total Animal Bites 319
Animals Quarantined 248

**Head Lice**
Patients Treated 214

**Tuberculosis Control**
In October, the Health Agency TB program received a grant from KDHE to provide testing and follow-up services for the indigent populations within Shawnee County. Those funds provided TB skin testing to high-risk populations within Shawnee County and to provide assistance in obtaining TB medication. The program was also helpful in searching for those people with active disease so that the disease can be identified and contained.

<table>
<thead>
<tr>
<th></th>
<th>2002</th>
<th>2003</th>
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</thead>
<tbody>
<tr>
<td>Active TB cases</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>TB infection cases</td>
<td>97</td>
<td>94</td>
</tr>
</tbody>
</table>

**Smallpox Vaccination Site Approval**
The Health Agency has been involved in getting approval as a Smallpox vaccination site for all first line responders in Shawnee County. With bioterrorism funding assistance, a new refrigerator was purchased to house all vaccines in one location. The Immunization program was given funds by the Kansas Immunization Program for the purchase of two new computers and a new refrigerator temperature monitor that will alert staff if the temperature in the refrigeration unit becomes unsafe for the storage of vaccines.

**Human Immunodeficiency Virus (HIV)**
The HIV program received two awards this past year: an award for outstanding accuracy on use of referral codes and outreach counseling activities and for outstanding accuracy with the use of referral codes for OraSure testing. The HIV program partnered with the Topeka AIDS project to provide avenues for people to be tested and given options for the management of their disease.

<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>Individuals tested</td>
<td>1,371</td>
</tr>
<tr>
<td>Positive test results</td>
<td>5</td>
</tr>
<tr>
<td>OraSure tests given</td>
<td>20</td>
</tr>
<tr>
<td>Case management patients</td>
<td>36</td>
</tr>
</tbody>
</table>
PUBLIC HEALTH
Local Health Department Program Information & Statistics, March 2005

The Adult Field Services division provides services to maintain or improve the health and quality of life for acutely or chronically ill adults in Shawnee County. The division is comprised of the Home Care Assistance Program, Project ACCESS, the Senior Companion Program, and the Shawnee County Home Health Agency. The Adult Field Services division provides services in the community ranging from care provided in the home to care provided in a community clinic setting.

Program Highlights
• The Home Care Assistance program saw its first fee increase since 1997. The cost for homemaking and personal care went from $19 per hour to $21 per hour, while continuing to provide a sliding fee scale based on the client’s income. All clients received written notification prior to implementing any changes. The program is pleased to announce that there were no cancellations of homemaking or personal care services due to the increase in fees.
• The Kansas Department of Health and Environment (KDHE) surveyed the Shawnee County Home Health Agency in April. Deficiencies were identified in a few areas resulting in the development of a plan of correction by the Agency. The plan of correction was approved by KDHE and a follow-up survey was made in June, at which time all deficiencies were found to be resolved.
• The Home Health Compare Web site was established for all home health agencies in the U.S. The Web site evaluates home health agencies in 11 different patient outcome areas then compares them against state and national averages of other home health providers. This Web site offers consumers a way to evaluate home health agencies in their area for specific patient outcomes. As a result, the Shawnee County Home Health Agency has revised quality improvement activities to incorporate the eleven patient outcome areas listed on the Web site. The current project for Home Health is the development of a care process in which client’s will report improvement in pain interfering with activity.
• The Project ACCESS manual was revised with particular emphasis placed on nursing services. The purpose of this revision was to clearly establish the role and scope of service for Project ACCESS nursing. This project began due to the closure of similar programs in the community and the resulting referrals that followed.
• Project ACCESS social workers continue to assist clients in obtaining free or reduced medications through the Patient Prescription Assistance Program. An informal survey was conducted which shows that Project ACCESS social workers assist clients in receiving $15,000 worth of medications each month.
• The Senior Companion Program underwent a grant compliance review in February. This was the first review of the program since it began receiving funding from the Corporation for National and Community Service in 2000. After correction of two minor issues, the program was found to be in compliance with all of the programmatic and legal requirements.
• The Senior Companion staff and volunteers participated in the National Day of Service. This is a highly anticipated event in which volunteers from across the state meet at the Kansas State Capitol for information sharing and networking. During the afternoon, participants provide.
Project ACCESS (Arranging Community Care for Elderly Self Support) targets the frail elderly, 60 years of age and older, needing case management services due to an accumulation of health, socioeconomic, environmental and functional conditions which threaten their independence. Nurses and social workers complete a comprehensive assessment of needs and resources, mobilize community services and provide long-term follow-up in the home. This program receives partial funding from the Shawnee County Aging Mill Levy.

Stroke Support Group assists individuals, of any age, who have had a stroke, as well as their family, friends and caregivers to develop and maintain a healthy lifestyle following a stroke through education, support and exercise.

Services Number of Contacts
Project ACCESS contacts 1,052
Social Work case management contacts 696
Community assessments 54
Nursing contacts 106
Stroke Support Group contacts 100
Social Work Clinic contacts 96

Community Involvement by Adult Field Service
Staff
Division Manager:
• Kansas Association for the Medically Underserved – Board of Directors, Clinical Representative
• Kansas Public Health Association – Board of Directors, Treasurer
• Shawnee County Advocacy Council on Aging – Associate Member
• Promoting Global Health: Sharing Visions and Strategies – Administrative Steering Committee
• Success For Life, Senior Action Team aka Senior Forum
• Washburn University School of Nursing – Advisory Council
• Service-Education Nursing Leadership Council
• Kansas Clinician’s Network - Steering Committee Team Leaders:
  • CARE Oversight
  • Success for Life, Shawnee County Adult Abuse Prevention Coalition
  • American Cancer Society, Shawnee County Patient Issues Committee
  • Kaw Area Technical School, Certified Nursing Assistant/Pre-Nursing Advisory Committee

Senior Companions
The Senior Companion program utilizes volunteers to assist adults that have mental, emotional, and/or physical impairments in delaying or preventing institutionalization. Senior Companions must be 60 years of age or older, serve 20 to 30 hours per week, and meet eligibility guidelines. They receive a stipend for their service along with other
benefits. The program receives partial funding from the Corporation for National and Community Service.

Services
Hours of service 11,767
Clients served 65 volunteer services at a variety of locations throughout Topeka. The day ends with activities for the volunteers and a dinner at Cedar Crest, the Governor’s residence.

The **Home Care Assistance** program provides support in the home by performing personal care and light homemaking, making it possible for those 60 years of age and older to remain independent in their homes. This program has multiple funding sources including Shawnee County Aging Mill Levy and the Kansas Department on Aging.

**Services Number of Contacts**

<table>
<thead>
<tr>
<th>Service</th>
<th>Contacts</th>
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</thead>
<tbody>
<tr>
<td>Home Care Assistance visits</td>
<td>8,241</td>
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<tr>
<td>Personal Care visits</td>
<td>5,811</td>
</tr>
<tr>
<td>Homemaking visits</td>
<td>1,065</td>
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<tr>
<td>Adult Health Clinic contacts</td>
<td>344</td>
</tr>
<tr>
<td>Foot Care Clinic contacts</td>
<td>1,021</td>
</tr>
</tbody>
</table>

**Home Health** provides skilled nursing; physical, occupational and speech therapies; social work and personal care under a physician directed plan of care. Reimbursement is received from Medicare, Medicaid and third party payers as well as private pay.

**Services Number of Contacts**

<table>
<thead>
<tr>
<th>Service</th>
<th>Contacts</th>
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</thead>
<tbody>
<tr>
<td>Home Health visits</td>
<td>3,074</td>
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<tr>
<td>Skilled Nursing</td>
<td>1,952</td>
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<tr>
<td>Physical Therapy</td>
<td>411</td>
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<tr>
<td>Occupational Therapy</td>
<td>79</td>
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<tr>
<td>Speech Therapy</td>
<td>1</td>
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<tr>
<td>Medical Social Service</td>
<td>75</td>
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<tr>
<td>Home Health Aide</td>
<td>556</td>
</tr>
</tbody>
</table>

**Women, Infants and Children (WIC) food supplement program**
The Kansas WIC program began converting all WIC programs statewide to an electronic records system. The Health Agency WIC program underwent a major transformation in reconfiguring the WIC space and reeducating and training staff to a significantly different flow for WIC consumers. The Health Agency conversion took place in November 2003 after a year of planning. This Web-based program created some challenges for staff that were uncomfortable with computers but the transition from a paper chart to an electronic file took place fairly smoothly because of the pre-planning. The new configuration added seven new computers to the WIC program and enhanced the capacity to deliver good customer service. The WIC caseload just before conversion was 4,871 participants – 1,219 women, 1,074 infants and 2,578 children. The Shawnee County program serves Shawnee, Osage and Wabaunsee Counties – at the end of 2003 only Shawnee and Osage
had converted to the new system. Once all data systems are on the new system, more accurate caseload can be confirmed.

Maternal & Infant Program

Significant Happenings

• 2003 has been a year for developing a new vision for the Maternal and Infant program. By December 31, 2003 the skeleton of the new M&I model was in place for the Health Agency to begin providing direct services to patients instead of community providers. The public/private partnership will continue with community providers serving the patients during late pregnancy and through delivery. The case management services will continue through the transition of the medical aspects of care.

• Significant staffing changes occurred including the retirement of Anita Epps MSW – one of the original M&I social workers who served the program since it began in 1975. Additionally, an LPN and a Certified Nurse Midwife (CNM) were hired to serve M&I mothers. The CNM will begin work January 1, 2004.

Maternal and Child Health Services strive for all pregnant women to receive early and continual prenatal care contributing to the birth of normal, health babies and for family members to be healthy and have the skills needed for children to experience a healthy development. Multiple services are provided in community and home settings.

• The Health Agency entered into collaboration with Marian Clinic-Dental and the United Methodist Health Ministry Fund to establish basic dental services (screening and cleaning) to underserved prenatal clients. Dr. Lopez began holding clinics at M&I in October 2003. The program screened 45 pregnant clients in 2003. The goal is to reach 200 women. Poor dental hygiene is implicated in preterm/low birth weight babies.

• M&I continued participation in a tobacco/ smoking cessation research project through the University of Kansas Medical Center. The Health Agency offers tobacco cessation group classes at the Main Clinic, but would like to develop a support group/class for tobacco users at M&I.

• Prenatal and childbirth classes continue to be offered monthly to both English and Spanish speaking clients through a collaborative agreement with the largest delivering community hospital. The Spanish classes are taught at the M&I site.

• The M&I program appreciates the collaborative efforts of the Shawnee County Expanded Family Nutrition Education Program (EFNEP). The EFNEP staff provides valuable nutrition information to patients and one of the staff is bilingual which helps our Spanish-speaking clients.

• All M&I RNs received the EPSDT/KBH basic training program for health assessment screenings.

• M&I social workers now complete a standardized psychosocial screening during the intake process. This screening dovetails into the universal screening process the community has implemented for Shawnee County newborns and their families that will help to reduce the incidence of child abuse and neglect by linking families to appropriate services.

• A total of 541 women and 369 infants were served in the M&I program in 2003.
M&I Clinic
Child Health/ MCH outreach Significant Happenings

• Shawnee County has several well-developed community collaborations that help connect families to needed services – both social and health. MCH outreach services are an important part of this on-going effort. There has been a collaborative community effort to establish universal screening for families when their infants are born. This screening helps link families to needed services that help reduce the incidence of child abuse and neglect. The Health Agency, as a part of the United Way, Success by 6 Home Visitation Action Team, continues to assess families carefully to determine the nature of their follow-up health and social service needs.

• The collaboration has an established training calendar that provides training in “best-practices” to enhance the quality of MCH care in our community. Much of this training was made possible by funding from the faith community.

• One Health Agency staff received certification as an NCAST instructor. This was a result of funding through the Success by 6 community collaboration. Our collaboration currently has the only two certified instructors in the State of Kansas. This valuable program tool is standardized and assesses the caregiver-child interaction.

• The method of offering KBHs (well child exams) to eligible Medicaid participants was changed in 2003. Trained PHNs, rather than an ARNP, now offer KBHs at the Juvenile Attention Center and the Family Resource Center. Children and youth in need of KBH exams are seen initially by one of the Health Agency’s Federally Qualified Health Center (FQHC) providers. After the initial assessment, successive KBHs will be scheduled with PHN staff at the Family Resource Center thus freeing up much needed providers and exam room space at the Main Clinic for FQHC functions.

• A total of 835 well child exams were completed in 2003.

• MCH outreach programs received a total of 1,976 referrals from other Health Agency programs and community partners. The result was 2,803 home/community visits.

• The MCH public health nurse team made 689 visits to families with newborns/young children in 2003.

• MCH community outreach team stationed at Family Resource Center served 140 families during 483 home visits for head lice eradication. In addition, referrals from FRC partners resulted in 74 general public health follow-up visits.

• Healthy Start Home Visitors served 523 women in 2003 – 287 pregnant women and 236 postpartum women. There were 117 follow-up home visits with a total of 3,125 referrals completed to services in the community.

• A dental varnish program has been initiated as a result of collaboration with the KanSmile coalition and funding from the United Methodist Health Ministry. A protocol has been established with varnish being applied during WIC certification clinics. Initial varnish applications are being offered from infancy (at first eruption of teeth) until 19 months of age. This age guideline assures that participants will remain WIC age for the duration of the 6 applications that are being provided under the grant. Since the beginning of the dental varnish program in March 2003, WIC staff have applied 436 applications of fluoride varnish to 364 children.

• The Health Agency has a Limited English Proficiency Policy in place and has implemented a language line that can be accessed by both clinic and field staff when bilingual staff are unavailable. The MCH cell phones used by field staff have been
upgraded so that speakerphone services are available thus making the language line more user friendly during home visits.

• The MCH division works actively with the new nurse case manager for the lead poisoning prevention program. This nurse was a former MCH team member and thus has excellent rapport with MCH staff.

• Bright Beginnings Healthy Futures — This intensive home visitation program serves pregnant families as well as children through age three. A total of 917 family visits were completed in 2003.

Emerging MCH issues

• Funding continues to be a challenge to sustain intensive home visitation services for at-risk families with infants and children younger than 3.

• The issue of how to manage drug-exposed children is being seriously addressed in this community with the formation of a community protocol for the management of drug-exposed children. Hospital and public health workers, community service workers, law enforcement officials and court representatives are coming together to establish a process for really keeping children safe in our community. This will be a long process but Health Agency staff from M&I, Healthy Start, General MCH and Intensive home visitation programs are actively participating and taking leadership roles on the task force. Funding for the activities of both the task force and the implementation of plans coming out of the task force will be challenging, but already we are searching for grants that will allow us to make a beginning.

• The challenge of accessing mental health services for caregivers of young children and mothers during pregnancy is becoming increasingly problematic. Mental health issues impact the capacity of families to provide appropriately for the social, emotional and economic needs of their families. Interventions by social service and health providers are limited when mental health issues are not addressed. The community began a planning taskforce that will address mental health service gaps. MCH staff actively participate in the following community activities/task forces/initiatives:
  • Success by 6 Home Visitation Action Team
  • Success by 6 Nutrition Action Team
  • Success by 6 Coalition
  • Shawnee County School Attendance Coalition
  • Shawnee County Multidisciplinary Child Protection Team
  • Family Resource Center Board (formerly called the Children, Youth and Family Resource Center)
  • Kaw Area Breastfeeding Coalition
  • KanSmile Taskforce
  • Shawnee County Infant-Toddler Co-coordinating Council
  • Drug Exposed Child Taskforce

MCH staff presented the following programs:

State presentations

• Kansas Public Health Spring training — “Faith Works thorough Collaboration” co-presented with Success by 6 staff
• State Wide Kansas Fatherhood Summit – “Involving Father’s in Health Care and Decision Making during Childbearing Years” co-presented with Stormont-Vail Staff
• Kansas Parents As Teachers Conference – “Environment and Maternal Mental Health in Pregnancy”
• Kansas Early Head Start Coordinators meeting “Introduction to NCAST” co-presented with Stormont-Vail staff

**Local presentations**

NCAST trainings
• “Keys to CareGiving” two session with three classes each
• “Parent-child interaction scales” four sessions each three days in length
• MCH managers continue to provide NCAST trainings to Health Agency staff as well as other community partners serving the MCH population. A training calendar is in place through the HVAT that is an ongoing effort to assure the quality preparation of home visitation and MCH staff.

The **Ambulance Contract Compliance** service is provided by the Health Agency for the Shawnee County Ambulance Advisory Board. The current 6-year contract ends December 31, 2006. Maximum average response times allowed are 6 minutes in the city and 12 minutes in the county.
• Average response time city: 5:44
• Average response time county: 10:59
• Emergency call volume: 9,681

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<tbody>
<tr>
<td>Ambulance Advisory Board Meetings</td>
<td>9</td>
<td>8</td>
<td>6</td>
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<tr>
<td>Ambulance Inspections</td>
<td>14</td>
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<td>13</td>
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<tr>
<td>Response Time Exemptions Reviewed</td>
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<td>323</td>
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<tr>
<td>Response Time Penalty Revenue</td>
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<tr>
<td></td>
<td>$3,160</td>
<td>$2,560</td>
<td>$2,470</td>
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**Public Health Education** provides primary and secondary prevention of disease through health counseling classes, workshops and video tapes on public health topics to promote wellness within the community.

**Significant Happenings**
• A total of 46 nursing students from Baker University, four students from Washburn University were hosted by the Health Agency to provide an educational experience in the public health setting.
• Smoking Cessation Workshops were offered with 22 individuals from the community participating. Workshops consist of eight sessions that provide information, support and motivation for teens and adults.
• Coordinated with Health Agency staff to provide 25 educational presentations to 280 individuals through the United Way Speakers Bureau.
• A Cultural Diversity program was presented at the June all staff meeting. The presenter was from the Stormont-Vail Hospital and she and her co-panelist have presented this valuable material across the community and state.

In 2003, local public health departments continued to increase their capacities to respond to bioterrorist attacks. While the emphasis has been shifting from bioterrorism to public health emergencies overall, the Health Agency continued to develop plans that will address events such as an influenza outbreak, an anthrax attack, or a large-scale food borne illness outbreak. By developing relationships with local and regional response partners and participating in training and exercises, local public health is better prepared to respond. The concept of regionalizing local health departments was something new in 2003. Across Kansas, local health departments were encouraged to regionalize with health departments that share county lines. The Kansas Association of Local Health Departments (KALHD) and the Kansas Department of Health and Environment (KDHE) directed this initiative. As a result, 14 regional health department groups were formed. The Health Agency became a member of the Northeast Corner Regionalization Initiative (NCRI). The health departments from Atchison, Brown, Doniphan, Jackson, Jefferson, Marshall and Nemaha counties are contracting with the Health Agency to coordinate NCRI. An outbreak will not stop at county lines therefore, the NCRI is developing plans similar in format and response ensuring personnel assisting in neighboring counties will be familiar with response plans regionally. The counties have also signed a Memorandum of Understanding to enable the sharing of equipment and personnel resources during a public health emergency. The Health Agency participated in KDHE’s plan to create smallpox response teams in Kansas. Ten staff members were vaccinated for smallpox.

These individuals could be involved in the early stages of investigating suspected smallpox cases. American Medical Response and Health Agency personnel teamed up to provide in-service training on Bioterrorism Basics for local law enforcement and fire personnel. Health Agency personnel continued to conduct information sessions to community groups and businesses. Training and exercising is an important part of being prepared.

The Health Agency conducted a tabletop exercise to orient and exercise the Public Health Emergency Response and Preparedness Plan for Shawnee County with participants from many local agencies and regional health departments. Health Agency personnel also participated in a two day regional exercise, Oktoberfest, sponsored by KDHE. This exercise allowed health departments, hospitals, law enforcement, emergency management and other response partners from the Northeast Kansas Hospital region to work together.

Shawnee County Medical Reserve Corps Volunteer Program

The Medical Reserve Corps (MRC) began in 2002 with a 3 year, $50,000 grant through the Office of the Surgeon General. MRC allows both medical and non-medical people to volunteer their expertise in times of need. MRC volunteers come from the local community and serve Shawnee County during local public health emergencies such as an
influenza epidemic or an act of terrorism. During times of non-emergency, volunteers will provide health education, prevention services and public health support for our community. The Shawnee County Medical Reserve Corps program continued to develop very rapidly in 2003. With the work of the MRC Coordinator, Tisha Sinclair, and the advisory committee, program issues were put in place such as:

- Policies
- Application procedure
- Training
- Emergency identification
- Recruitment strategies

MRC became part of the emergency response plan of the Health Agency, and an emergency activation plan for volunteers was created. Volunteer recruitment began in October 2003, with a kickoff at Blue Cross and Blue Shield of Kansas, where special “blue bag” lunch presentations were held for employees. Recruitment continues from medical organizations and professional associations in the community such as: Kansas Medical Society, Kansas Nurses Association, and Kansas Pharmacists Association. Approximately 50 volunteer applications were received in 2003 and plans for volunteer orientation and training began. Many non-emergency opportunities for MRC volunteers were identified with local organizations that help the medically underserved. Some places MRC volunteers support public health in the community include:

- Shawnee County Health Agency
- Marian Clinic
- Topeka Rescue Mission
- American Red Cross
- United Way
- Shawnee County Medical Society

In the upcoming year, the Shawnee County Medical Reserve Corps looks to recruit additional volunteers, provide important training, participate in a training exercise, and actively support public health in the community, for both emergency and non-emergency needs.

The Child Care Licensing program provides training and inspection services for child care providers and monitors facilities for compliance for safety and health issues for children who are in care outside of the home. In 2003, the program met its contract requirements for timeliness for annual inspections, which were conducted 4 to 6 weeks before a facility’s annual renewal date. There were approximately 409 homes and 80 centers/preschools and school-aged programs licensed to provide care in Shawnee County. Approximately 18 homes were registered with the State to provide home care and were inspected by the program under county home rule resolution requirements.
The **Nuisance Management** program monitors nuisance complaints related to unsanitary conditions in the outside environment which could create a health hazard. This includes: abandoned vehicles, weeds in excess of 18 inches high on private property, and trash. The county ordinances declare the following to be nuisances: accumulations of trash, conditions that provide harborage for vermin, items which produce obnoxious odors, dead animals, pollution of public water and stagnating water. The majority of complaints dealt with trash and garbage; 270 complaints were investigated, 57 abandoned vehicle notifications were given, 75 weed complaints and 89 general nuisance complaints.

The **Onsite Sewage Disposal** program manages the installation and repair of individual septic systems. Septic inspections are conducted at the request of lending institutions for the sale of existing homes. Five failed septic systems were found due to these loan inspections.

The **Air Quality** program monitors industries for adherence to pollution control standards and responds to air pollution complaints. It also is the approval authority in Shawnee County for open burning exemptions for municipal and commercial open burning operations.

A restaurant employee **Food Safety Education** training program was developed and implemented in 2002. However, in 2003, interest in that program was low and the Health Agency is rethinking its strategy. Four ServSafe management classes were held during the year and staff assisted the Shawnee County Research and Extension Office with its ServSafe course. Even without an inspection program, the Health Agency is dedicated to providing food safety training to those who need it.
The **Childhood Lead Poisoning Prevention** program is a coordinated effort between several Health Agency programs and community physicians to promote the awareness of lead poisoning as the number one preventable environmental hazard to children. More than 921 blood lead level tests were conducted by Health Agency staff under the guidance of the nurse assigned as the lead poisoning case manager in June 2003. From Health Agency testing, 24 children were identified as needing follow-up from their primary care physician for possible elevated blood lead levels. The case manager nurse followed many other children.

The **Environmental Health** division is primarily responsible for enforcement of pertinent city and county codes and state laws. This responsibility ranges from institutional sanitation, nuisance codes, and childcare facilities to overseeing installation of individual sewage systems. The program has expanded with the creation of many new community collaborations.

The **Solid Waste Disposal** program licenses refuse trucks and demolition landfills in the county. It also investigates solid waste complaints submitted by residents.

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<thead>
<tr>
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<tbody>
<tr>
<td>Refuse trucks licensed</td>
<td>104</td>
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<td>99</td>
</tr>
<tr>
<td>Solid waste complaints</td>
<td>189</td>
<td>148</td>
<td>139</td>
</tr>
<tr>
<td>Construction and demolition landfill inspections</td>
<td>47</td>
<td>62</td>
<td>50</td>
</tr>
<tr>
<td>Trash exemption assessments</td>
<td>2</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>Exemptions granted</td>
<td>1</td>
<td>2</td>
<td>6</td>
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</table>

The **Water Quality** program strives to promote public education on water quality issues. Water testing is done for local residents who are served by private water wells.

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Well water tests</td>
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<td>100</td>
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<tr>
<td>Sewage complaints</td>
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<td>4</td>
<td>10</td>
</tr>
<tr>
<td>New well permits</td>
<td>*</td>
<td>*</td>
<td>25</td>
</tr>
<tr>
<td>* Permits required in 2003</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Community Outreach** provides printed materials and media information related to public health issues to the community.

**Significant Happenings**
- Participated in annual Celebration of Service at State Capitol in April.
- Participated in Topeka Area Continuity of Care Resource Fair in March.
- Participated in Kansas Governor’s Conference on Aging in May and along with Washburn nursing students provided 100 blood pressure checks.
- At the Safety, Health & Tourism Expo, Health Agency staff provided 40 blood pressure checks and eight lead test screenings.
• Coordinated National Women’s Health Week activities including luncheon speaker, blood pressure checks and a wellness walk in cooperation with Stormont-Vail HealthCare and St. Francis Health Center in May.
• A total of 11 volunteers from Payless participated in the United Way Day of Caring On September 11 at the Health Agency. Volunteers made new client packets, stuffed client statements, assembled new baby charts and made flu information packets. Employees contributed donations for the following agencies: Topeka Rescue Mission, Doorstep, Crisis Pregnancy Outreach of Topeka and Storks Cradle. Employees who wore blue jeans for a $1 donation raised $64 for the Christmas Bureau adoption fund.
• In February, the Health Agency participated in Project Topeka, a community food drive. Health Agency employees collected 375 nonperishable food items and nearly $100 in donations.
• More than 1500 children received school supplies, immunization information and head lice education at the Back to School Fair in August. A total of 24 lead test screenings were provided.
• Participated in the Community Baby Shower in August to celebrate World Breastfeeding month.
• Participated with other local emergency personnel in a Homeland Security program. The program addressed how Topeka and Shawnee County are prepared to respond to a terrorist attack, natural disaster or other emergencies.
• Health Agency mascot Happy Healthy Harry participated in many church, school and community health fairs.
• Adopted six families for the holidays through the Christmas Bureau.

School Sanitation inspections were conducted in 61 schools. Equipment safety, general levels of sanitation and cleanliness were checked.

Significant Happenings

Maintenance
• Moved Environmental Health Division to the North Annex
• Updated Main Agency elevator to meet Americans with Disabilities Act (ADA) compliance
• Replaced roof on Main Agency
• Repaired and replaced all concrete surfaces which were deteriorating at the Main Agency
• Installed a new state of the art fire alarm system
• Installed a new state of the art environmental heating and air conditioning system
• Installed new carpet in the WIC clerical bay • Auditorium Remodel

The Health Agency auditorium received a much needed facelift in 2003. Included in the remodeling were reupholstering of the chairs, new carpet and improved lighting. A new computer was installed along with audiovisual equipment including a DVD player, VCR, document projector, and laptop computer hookup.

The Administrative Services division includes Information Technology, the Business Office, Maintenance and Compliance Programs.
Medical Records
2003
Total charts pulled 77,728
New charts were created for 4,379 patients - a six percent increase over 2002. The overall number of charts pulled for Health Agency providers was down 2,573 from 2002. This decrease resulted from the change in service delivery and change of patient flow in the WIC department. After a year of planning and training, a new electronic WIC record system was introduced in November 2003. Projections for 2004 are for continued decrease in demand on the Medical Record Division from WIC. By July 2004, all WIC paper records will have been converted to the electronic system and no more chart pulls will be needed.

Quality Improvement and Compliance Programs
• Hired a full time Quality Improvement Specialist
• Began implementation of a formalized Quality Improvement Program
• Began staff training of Quality Improvement initiatives and policies/procedures
• Instituted new policy and procedure for vendors to check in and out of the Main Agency
• Continued to implement policies and procedures for HIPAA compliance for privacy and transactions and code sets

Information Technology
• Completed conversion to Microsoft 2000 for entire Agency
• Assisted with installation of new computer and audiovisual equipment in the auditorium
• Education Support Specialist attended Health Pro Users Group Meeting in November in Las Vegas
• Continued to move toward HIPAA compliant electronic billing for Medicare, Railroad Medicare, First Guard, HealthWave and Medicaid

Business Office
• Hired a full time Assistant Administrative Services Manager to assist with billing and collections policies, procedures and monitoring.
• Began audit policies and procedures for billing

Effects of Consolidation

• The effects of consolidation should be minimal to the Health Agency. When the Health Agency came under Shawnee County governance in 1997, the City of Topeka retained the environmental code enforcement for city properties.
• The Health Agency is also involved in animal control related to potential rabies cases and currently works with both the City of Topeka and the Shawnee County Sheriff’s Office Animal Control Programs.

37 This section of this report contains the recommendations and opinions of Anne Freeze, Director of the Shawnee County Health Department.
RECYCLING

Duties and Functions

The Board of County Commissioners established the County-wide solid waste reduction and recycling program on October 23, 1990 by adopting Home Rule Resolution No. HR-90-10. This resolution assessed a surcharge on refuse/solid waste deposited in landfills in the County to fund the program. This resolution was amended by HR-91-3 on September 5, 1991; HR-92-6 on May 26, 1992; HR-92-11 on July 30, 1992; and HR-94-1 on January 25, 1994. Home Rule Resolution HR-97-1 repealed all surcharges. Shawnee County and Waste Management executed a contract in 1996, which provides a $1.50 per ton host fee.

HISTORY


County residents interested in waste reduction and recycling formed a Shawnee County Solid Waste Reduction/Recycling Task Force in November 1989. This was in response to a request from the Director of the Refuse Department, as authorized by the Board of County Commissioners. As a result of this effort, the task force presented recommendations concerning waste reduction and recycling to the Board of County Commissioners on July 9, 1990.

After the recommendations were presented, the Board of County Commissioners requested the chairperson to call together several members of the Task Force to prepare an implementation schedule for the recommendations. The implementation schedule was submitted to the Board in August of 1990.

Solid Waste Management Advisory Committee (1990-1993)

The Board of County Commissioners appointed nine persons to a Solid Waste Management Advisory Committee in October of 1990. The main purpose of the Solid Waste Management Advisory Committee was to help the Board of County Commissioners implement one of the recommendations (waste reduction and recycling program) made by the Shawnee County Waste Reduction and Recycling Task Force. Committee members represented the private waste industry, professional groups, business groups, and public interest organizations.

The Committee reported directly to the Board of County Commissioners. The Committee met during a 2-1/2 year period, and discussed and acted on several issues. It was out of this committee that the Recycling Coordinator position and Recycling Division was created and functioned as part of the Refuse Department.

SHAWNEE COUNTY RECYCLING DEPARTMENT

Organization

In 1997 the Recycling Department was totally separated from Refuse and made a stand-alone department. The department was established by and under control of the Board of
County Commissioners. The Recycling Department, is managed by the Director/Recycling Coordinator, and supervises five collector/drivers, one office assistant, one Household Hazardous Waste Facility Manager, and three temporary labor personnel. The collector/drivers are responsible for retrieving recyclable commodities deposited in the containers located at the County's drop-off locations and commercial businesses. The commodities are then sorted and stored until shipment. The office assistant helps in determining what stops the collector/drivers will service on a day-to-day basis and maintains a data base which contains all of our public and business account information. She is also responsible for payroll, billing, accounts receivable and generally keeps the office running smoothly. The temporary labors are hired from a local agency. Their primary function is sorting the commodities we receive from our program. They sort the different grades of plastic that come in and are responsible for getting the plastic bailed. They also sort the aluminum cans from the steel cans.

**Solid Waste Funds**

Two funds, within the County, have been established for the management of solid waste. The County Refuse Department Fund, which is for the operation of the general waste collection activities, and the Solid Waste Reduction and Recycling Program Fund, which is for the recycling activities and other programs provided by the Recycling Department, both of which are "enterprise funds". A separate budget for the Refuse Department and the Recycling Department is approved each year by the County Commission.

For several years, the Solid Waste Reduction and Recycling Program Fund received revenues from a $1.50 per ton surcharge for wastes disposed at the sanitary landfill and from the 25 cent per cubic yard surcharge for construction and demolition waste including clean rubble disposed at the sanitary landfill and at construction and demolition and clean rubble landfills. Home Rule Resolution No. HR 97-1 repealed all surcharges. Host fees in the amount of $1.50 per ton are now collected in accordance with Shawnee County Contract 148-96. No host fees are currently collected for construction and demolition waste disposal.

Revenue is also generated by the sale of the commodities received by the Recycling Department, as well as interest earned on accounts. These revenues vary from year to year due to the volatility of the commodity market.

The following demonstrates an 8-year average for revenues recovered from the host fee, commodity sales, and interest.

**REVENUE AVERAGE OVER AN 8-YEAR PERIOD**

<table>
<thead>
<tr>
<th>1997 - 2004</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Host Fee</td>
<td>$490,560.00</td>
</tr>
<tr>
<td>Commodity Sales</td>
<td>$189,004.00</td>
</tr>
<tr>
<td>Interest</td>
<td>$34,691.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$714,264.00</strong></td>
</tr>
</tbody>
</table>
The Solid Waste Reduction and Recycling Program Fund is used to pay the staff including the Director/Recycling Coordinator; for services the recycling program receives from the Refuse and Public Works Departments; other services, supplies, vehicles, and drop-off containers. A transfer of funds is made from the Solid Waste Recycling and Reduction Fund to the Refuse or Public Works Department Funds for the services provided. The following demonstrates an 8-year average for expenditures.

**EXPENSE AVERAGE OVER AN 8-YEAR PERIOD**

<table>
<thead>
<tr>
<th></th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997 - 2004</td>
<td></td>
</tr>
<tr>
<td>Salaries</td>
<td>$263,825.00</td>
</tr>
<tr>
<td>All other expenditures</td>
<td>$434,973.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$698,798.00</strong></td>
</tr>
</tbody>
</table>

The Director of the Recycling Department is authorized to approve expenditures up to $5,000 in accordance with County policy. Expenditures over $5,000 must be scheduled and approved by the County Commissioners. This limit is authorized for the first nine months of the year. During the latter three months, the maximum limit is $1,000.

**PROGRAMS**

*Recycling Program*

The Recycling Department's Recycling Program provides drop-off containers throughout the city of Topeka Shawnee County for recycling materials; operates an extensive commercial cardboard/paper recycling program; operates a household hazardous waste collection facility; administers a backyard-composting program; maintains a telephone hot-line information service and a web page and participates in numerous public education programs and activities.

In 2004, the Department had 18 unattended drop-off sites consisting of roll-off containers and drop-off bins accessible to the public 24 hours a day. The drop-off locations are as follows:

- Boyles Joyland Flea Market & Recycling Center, 2901 SE Adams.
- Topeka Parks & Recreation, 10th & Civitan
- Walmart’s Supercenter, 1501 SW Wanamaker
- Albert Neese Lodge, 45th & Shawnee Heights Road
- First Lutheran Church, 1234 Fairlawn
- Rossville, Under the water tower
- Auburn Community Center
- Shawnee County Public Works, District #4 Shop, 125 NE 46th Street
- Meadows Elementary School, 201 SW Clay
- Washburn Rural High School, 5900 SW 61st Street
- Silver Lake United Methodist Church
- Topeka Housing Authority, 21st & California
- Josten’s/American Yearbook, 4000 SE Adams
- Dover Federated Church, Dover
- Velma Paris Community Center, 6715 SW Westview Road

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• First Christian Church, 1880 SW Gage
• Brewster Place Retirement Community, 1205 SW 29th Street
• Galamba Metals, a.k.a. Kaw River Recycling, 1628 NW Gordon

The materials accepted at the County's drop-off locations are listed below:
• Glass, all three colors
• Cans, both aluminum and tin (mixed).
• All plastic bottles, jugs, and cups (no bags) designated No. 1 through No. 2 in the triangular recycling symbol usually stamped on the container's bottom.
• Newspapers, either loose or bundled in paper bags. No strings or plastic bags.
• Magazines, slick catalogues and office paper
• Cardboard

The containers and bins are emptied as needed. Materials are taken to the Recycling Center and sorted, before being processed for marketing.

The tables below show the difference in the amount of recyclable commodities received by the program in 1994 and 2004.

**Yard Waste Composting Program**
The County began a "backyard" composting program in March 1994. The Recycling Department provides the backyard composting bins and they are distributed through the local nurserymen. Persons interested in participating in the program can fill out an application at the Shawnee County Extension Office and pick up a compost bin at one of the local nurseries. Currently, there are plans for a County Centralized Compost Facility. The Shawnee County Recycling Department purchased 107 acres for this purpose in 2001. At this time, the Recycling Department has received a conditional use permit from the City of Topeka and is in the process of receiving a solid waste processing permit from the Kansas Department of Health and Environment. The Recycling Department is also currently undergoing negotiations with the City for a mutual agreement on how the facility will be run together, as a consolidated program.

All waste haulers, lawn care companies, and individual citizens will be strongly encouraged to take advantage of the facility. The yard waste will be taken to the new compost facility where it will be unloaded and readied for composting. The yard waste shall be mixed with other nutrient supplying materials and placed in windrows. The yard waste shall be kept damp and turned approximately once every week depending upon weather conditions for adequate biodegradation. All waste haulers and lawn care companies will be charged a fee per ton of yard debris they bring to the facility.

Once the yard debris has been composted, the final product shall be sold to the public and utilized by the City and County Parks Department's.

**Household Hazardous Waste Program**
The Recycling Department has a household hazardous waste facility located at 131 NE46th Street where household hazardous wastes are received and processed for further use or packaged for transportation and disposal at an approved disposal site.
The County's household hazardous waste (HHW) program was preceded and initiated by a pilot program conducted on May 4, 1991. This one-day event took in a total of 12,000 pounds of HHW. The County's permanent household hazardous waste (HHW) program began operating in February 1993. The total quantity of household hazardous waste collected for fiscal year 1993 was 49,290 pounds.

February 2000 saw the opening of a new, 4000 square foot, permanent HHW facility at 131 NE 46th Street, in north Topeka. Summarized information about the County HHW Program for the State's fiscal year 2003, which runs from July 1, 2003 to June 30, 2004 can be found at the end of the report.

The following wastes are currently accepted at the HHW Facility:

- Latex paints
- Oil-based paints
- Solvents
- Motor oil and automotive fluids
- Pesticides and herbicides
- Acids and bases
- Antifreeze
- Poisons
- Automobile batteries

The number of participants has dramatically increased from the start of the program in 1993. At the end of the 2003 - 2004 fiscal year the facility had catered to 1589 participants. The quantity of materials increased as well. 49,290 pounds were collected FY 1993 compared to 212,763 pounds in FY 2003 - 2004.

The tables below illustrate the operational costs for the program and the amount of hazardous waste taken into the facility for FY 2003 - 2004.

Effects of Consolidation

Consolidation of City and County government will affect the Recycling Department very little. The City does not have a comparable department. The only area that may be affected would be the Composting Program and Facility. However, as it was stated earlier, the City and County are already working on a mutual agreement to run the facility in tandem and splitting the revenue and expenses.
SHAWNEE CO. RECYCLING DEPARTMENT
QUANTITIES RECYCLED IN 1994

<table>
<thead>
<tr>
<th>Materials</th>
<th>Tons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old Newspaper (ONP)</td>
<td>1,664</td>
</tr>
<tr>
<td>Plastics (No. 1 and No. 2)</td>
<td>94</td>
</tr>
<tr>
<td>Old Corrugated Containers (OCC)</td>
<td>364</td>
</tr>
<tr>
<td>Steel and Aluminum Cans</td>
<td>96</td>
</tr>
<tr>
<td>Glass</td>
<td>266</td>
</tr>
<tr>
<td>Magazines and Catalogs</td>
<td>180</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2,664</strong></td>
</tr>
</tbody>
</table>

SHAWNEE CO. RECYCLING DEPARTMENT
QUANTITIES RECYCLED IN 2004

<table>
<thead>
<tr>
<th>Materials</th>
<th>Tons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corrugated Cardboard (OCC)</td>
<td>3,296</td>
</tr>
<tr>
<td>Newsprint (ONP)</td>
<td>1,886</td>
</tr>
<tr>
<td>Magazines</td>
<td>541</td>
</tr>
<tr>
<td>Office Paper</td>
<td>511</td>
</tr>
<tr>
<td>Glass</td>
<td>293</td>
</tr>
<tr>
<td>Plastic</td>
<td>148</td>
</tr>
<tr>
<td>Tin/steel Cans</td>
<td>92</td>
</tr>
<tr>
<td>Aluminum</td>
<td>31</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>6,798</strong></td>
</tr>
</tbody>
</table>

SHAWNEE COUNTY
HOUSEHOLD HAZARDOUS WASTE
Annual Operational Costs for the State Fiscal Year
July 1, 2003 – June 30, 2004

<table>
<thead>
<tr>
<th>Costs</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disposal Cost</td>
<td>$ 28,402.27</td>
</tr>
<tr>
<td>Salaries</td>
<td>$ 69,711.77</td>
</tr>
<tr>
<td>Equipment/Supplies</td>
<td>$ 8,646.34</td>
</tr>
<tr>
<td>Overhead (Admin. &amp; Util.)</td>
<td>$ 4,265.68</td>
</tr>
<tr>
<td>Public Education/Advertising</td>
<td>$ 3,429.69</td>
</tr>
<tr>
<td>Physicals</td>
<td>$ 3,583.84</td>
</tr>
<tr>
<td>Training</td>
<td>$ 690.00</td>
</tr>
<tr>
<td>Other</td>
<td>$ 222.00</td>
</tr>
<tr>
<td><strong>Total Annual Operational Cost</strong></td>
<td><strong>$118,951.59</strong></td>
</tr>
</tbody>
</table>
SHAWNEE COUNTY
HOUSEHOLD HAZARDOUS WASTE
Annual Operational Costs for the State Fiscal Year
July 1, 2003 – June 30, 2004

<table>
<thead>
<tr>
<th>Item</th>
<th>Pounds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Cost per Participant</td>
<td>$74.86</td>
</tr>
<tr>
<td>Total Disposal Cost per Participant</td>
<td>$17.87</td>
</tr>
<tr>
<td>Average Pound per Participant</td>
<td>134</td>
</tr>
<tr>
<td>Cost to Manage per Pound</td>
<td>$0.56</td>
</tr>
<tr>
<td>Average Disposal Cost per Pound</td>
<td>$0.59</td>
</tr>
</tbody>
</table>

SHAWNEE COUNTY
HOUSEHOLD HAZARDOUS WASTE PROGRAM SUMMARY
July 1, 2004 - June 30, 2004

<table>
<thead>
<tr>
<th>Item</th>
<th>Pounds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Waste in Storage at Close of Reporting Period</td>
<td>39,402</td>
</tr>
<tr>
<td>Wastes Distributed through a Reuse Waste Exchange Program</td>
<td>50,099</td>
</tr>
<tr>
<td>Hazardous Wastes Contracted or disposal at cost</td>
<td></td>
</tr>
<tr>
<td>Recycled</td>
<td>2,200</td>
</tr>
<tr>
<td>Energy Recovery</td>
<td>40,980</td>
</tr>
<tr>
<td>Treatment</td>
<td>86</td>
</tr>
<tr>
<td>Landfilled (in a hazardous waste landfill)</td>
<td>0</td>
</tr>
<tr>
<td>Incineration</td>
<td>4,602</td>
</tr>
<tr>
<td>Total</td>
<td>47,868</td>
</tr>
</tbody>
</table>

Wastes not Contracted as Hazardous Waste or disposal at no cost
Recycled                                                         | 63,598 |
Energy Recovery                                                  | 0      |
Treatment and/or disposal through sanitary sewer                 | 11,796 |
Landfilled at non-Haz MSWLF                                       | 0      |
Total                                                           | 75,394 |

Total Quantity Collected                                          | 212,763 |
REFUSE

Duties and Functions

The Shawnee County Refuse Department operates in part pursuant to Shawnee County Home Rule Resolution HR-89-10, and its amendments. The Refuse department ensures that all businesses and residences within the county are provided a minimum of once per week refuse removal service regardless of ability to pay. The department also acts as a fail safe to ensure the health and welfare of the citizens of Shawnee County by taking assignment from the Shawnee County Health Agency for those citizens that do not have refuse removal service.

Operations: Six-day operation: 15 Rear-load residential routes (Monday – Friday), 2 Front-load commercial routes (Monday – Saturday), 1 to 3 Roll-off construction/demolition routes (Monday – Friday).

Shop: Fully operational shop staffed with four diesel mechanics, one auto maintenance position, two welders, and one commercial container maintenance person. Shop personnel do most repairs while others are sent out due to type or lack of equipment.

Self-supporting: Enterprise funded department operating on income generated from refuse removal.

2004 Budget / Expenditures: Budgeted $6,701,970 – Expenses $6,072,297.

2005 Budget: $7,385,584

Overall staff: 77 Department employees:
Director (Unclassified)
Office Manager II (Classified)
Office Assistant II (2) (Union)
Account Clerk II (2) (Union)
Auto Mech. Supv. (Classified)
Diesel Mechanic (4) (Union)
Auto Maintenance (Union)
Welder (2) (Union)
Commercial Container Maint.(Union)
Residential Container Maint. (Union)
Route Collection Supv. (2) (Classified)
Truck Driver (19) (Union)
Commercial Truck Driver (4)(Union)
Collector (36) (Union)
Effects of Consolidation

The operations and functions of the Shawnee County Refuse Department should not be substantially affected by consolidation. There is no equivalent department or services provided by the City of Topeka.
REGISTER OF DEEDS

History and Responsibilities

The First Territorial Assembly established the Shawnee County Recorders Office in 1855 for recording deeds, mortgages, conveyances, commissions and bonds. It was later to be named the Register of Deeds Office in 1858. Since that time the Kansas Statutes have provided for the duties of the Register of Deeds for each county in Kansas to include having the custody of and solely be responsible for the preservation all the books, records, deeds, maps, and papers deposited or kept in the office. Today the duly elected Register of Deeds is responsible for those same historic records along with the current flow of recordings as well. The records preservation is reflected in the technological advancements that have taken place over the years. We preserve those records on paper, on microfilm, on compact disc, and on an electronic image system. Nearly all of the duties performed in this office are statutory in nature and others are mandated by the current county rules and regulations in place.

Personnel

1) Elected Official (Marilyn Nichols)
2) First Deputy and Office Administrator (Karen Collins)
3) Deputy and Office Assistant II (Jeri Ricketts)
4) Deputy and Office Assistant II (Diane Jacques)
5) Office Assistant II (Vonda Wilkerson)
6) Office Assistant I (Angela Ballinger)
7) Office Assistant I (LaDonna Emanuel)
8) Office Assistant I (Jeanne Layport)
9) Intermittent Office Assistant I
Ten-Year Recording Statistics

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Number</th>
<th>Fees Collected</th>
</tr>
</thead>
<tbody>
<tr>
<td>1994</td>
<td>42,610</td>
<td>1,417,900.92</td>
</tr>
<tr>
<td>1995</td>
<td>40,155</td>
<td>1,271,259.62</td>
</tr>
<tr>
<td>1996</td>
<td>41,781</td>
<td>1,514,349.34</td>
</tr>
<tr>
<td>1997</td>
<td>45,551</td>
<td>2,118,489.01</td>
</tr>
<tr>
<td>1998</td>
<td>48,855</td>
<td>2,353,797.65</td>
</tr>
<tr>
<td>1999</td>
<td>46,956</td>
<td>2,319,921.16</td>
</tr>
<tr>
<td>2000</td>
<td>40,665</td>
<td>1,982,842.71</td>
</tr>
<tr>
<td>2001</td>
<td>45,727</td>
<td>2,992,065.53</td>
</tr>
<tr>
<td>2002</td>
<td>56,883</td>
<td>3,149,304.40</td>
</tr>
<tr>
<td>2003</td>
<td>65,845</td>
<td>4,255,713.49</td>
</tr>
<tr>
<td>2004</td>
<td>56,995</td>
<td>3,682,352.35</td>
</tr>
</tbody>
</table>

• Documents Include: Deeds, Mortgages, Releases and Assignments of Mortgage, Affidavits, Death Certificates, Federal and State Tax Liens, Easements, Restrictions, Plats of Subdivision, Surveys, Resolutions, Ordinances, Liens, and Miscellaneous Documents.

Additional Services

The office serves as the Uniform Commercial Code (UCC) recording office for the County, which includes liens on goods and services, personal property, and fixture filings for real estate.

The office has the historic records of student attendance in county schools. Therefore, the Register of Deeds office has the title of County Superintendent of Public Instruction above its door.

The office files and preserves the DD 214 Military Discharge Forms for veterans in Shawnee County free of charge.

The office has the permission of the State Department to become a Passport Application Office and plans to move forward on training for this function in the summer of 2005.

Effects of Consolidation

Consolidation of the City of Topeka and Shawnee County would have little effect on the duties and responsibilities or the day-to-day operations of the Register of Deeds Office. There is no equivalent office or service provided by the City of Topeka.
WEED DEPARTMENT

Duties and Functions

The Shawnee County Weed Department enforces the Kansas Noxious Weed Law K.S.A. 2-1314 et seq. and the Nuisance Weed & Rank Grass Resolution H.R. 2005-3 for Shawnee County. The Shawnee County Weed Department is also directly responsible for the control of noxious weed infestations on all county owned property and right-of-way and contracts with local governmental entities to fulfill their responsibility in complying with the Kansas Noxious Weed Law.

The Shawnee County Weed Department is directly or indirectly responsible for the control of every noxious weed in Shawnee County. The Kansas Noxious Weed Law K.S.A. 2-1314 et seq. requires all persons who own or supervise land in Kansas to control and eradicate all weeds declared noxious by legislative action. The department’s primary role is to enforce the Kansas Noxious Weed Law and the Nuisance Weed & Rank Grass Resolution H.R. 2005-3 for Shawnee County. The department acts as a liaison between landowners to control these spreading noxious and nuisance weed infestations. As a regulatory agency, the Shawnee County Weed Department enforces weed control on private property and provides noxious weed control for most public properties in Shawnee County. Shawnee County uses a three-prong approach to encourage landowners to comply with the noxious weed statute and the county resolution. Those prongs are Education, Enforcement, and Control.

**Education:** The Shawnee County Weed Department strives to educate and provide information to landowners on the regulations and the benefits of weed control and property management in a professional and courteous manner.

The Weed Department maintains a website with program descriptions, control options and contact information.

Seven newsletters are mailed to a targeted population in Shawnee County listing program descriptions, control options and contact information.

Educational brochures and training materials for noxious weed control and pesticide use are on display at the warehouse and office.

The Shawnee County Weed Department sponsors an educational display booth at the Kansas Lawn & Garden Show and the Topeka Farm Show held at the Expocentre each year.

The department offers plant identification and control recommendations for non-noxious weeds (i.e., poison ivy, brush, lawn weeds) utilized by many Shawnee County residents.

The Shawnee County Weed Department has an excellent working relationship with other
governmental educational agencies such as the KSU Ag Extension Service and the Natural Resource Conservation Service.

The Shawnee County Weed Department conducts pesticide training seminars and other educational field days.

The department communicates the value of noxious weed control and weed management at garden clubs, extension programs and to FFA and 4-H youth at the Shawnee County Fair.

In conjunction with the Recycling Department, the Shawnee County Weed Department has sponsored waste agricultural pesticide collections and a continuous pesticide container recycling program.

**Enforcement: The Shawnee County Weed Department encourages compliance with the law by offering incentives for proper weed management. As required by the Kansas Noxious Weed Law, the Shawnee County Weed Department cost-shares chemical control to landowners. Landowners receive the controls at approximately 62% of their wholesale value.**

The Shawnee County Weed Department maintains a warehouse and sales counter to provide cost-shared herbicide controls and rental equipment to landowners. The rental sprayer program is a very popular service for property owners that do not own enough acreage to warrant purchasing their own sprayer.

Our department strives to take a proactive and deterrent role in performing our regulatory duties and therefore, out of literally thousands of noxious & nuisance weed investigations, the county weed department only forced action on fewer than 20 landowners.

The Shawnee County Weed Department is responsible for enforcing noxious weed control on private and public property in all areas of Shawnee County and acts as a liaison between neighbors with invasive noxious or nuisance weeds near property boundaries.

Landowners failing to control the noxious or nuisance weeds within the time period allowed may result in the county treating the weeds at the landowners expense and placing a lien on the property if the bill is not paid within 30 days or filing criminal charges for non-compliance.

The Shawnee County Weed Department routinely contacts salvage yards and construction equipment lot owners to utilize the cost-shared herbicide program to rid their properties of noxious and other nuisance weeds.
The Shawnee County Weed Department routinely contacts cemeteries, golf courses, and caretakers of large manicured grass areas to utilize the cost-shared herbicide program to rid their properties of noxious and other nuisance weeds.

**Control:** Government must be a good steward of land and just like private property owners is required to comply with the weed control laws. The Shawnee County Weed Department works diligently to keep the property and rights-of-way of the public in compliance with the Kansas Noxious Weed Law.

The Shawnee County Weed Department controls invasive and noxious weeds on county property and R-O-W; all state highway R-O-W in Shawnee County; City of Topeka Parks; Kansas Wildlife & Parks in Shawnee County; R-O-W in Auburn, Dover, Grove, Menoken, Mission, Monmouth, Rossville, Silver Lake, and Tecumseh Townships; Tri-County, Kaw River, North Topeka, and City of Topeka Drainage Districts; and the railroad ROW for Union Pacific Railroad.

Every city street and right-of-way in Shawnee County, including the City of Topeka, is inspected for noxious weeds at least once during the summer growing season.

Our weed control crews are directly working to control and curtail weed infestations any day the ground is not frozen and/or the air temperature is above 30 degrees. Normally, these conditions occur between March 1st and December 1st.

The Shawnee County Weed Department inspects real and personal property, feed and forage crops, and topsoil extraction sites in Shawnee County for noxious and nuisance weeds.

The Shawnee County Weed Department encourages the use of bio-control agents and holistic weed control practices. Bio-control agents to control Musk Thistle and Field Bindweed have been released within Shawnee County.

**ORGANIZATIONAL CHART - SHAWNEE COUNTY WEED DEPT.**

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Citizens of Shawnee County

Board of County Commissioners

Noxious Weed Director (FT)
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Field Supervisor (FT) – Warehouse Manager (¾T) – Account Clerk II (FT)

Pesticide Applicator (Full Time)
Welder/Mechanic (Intermittent 400 hours)
Pesticide Applicator (Intermittent 800 hours)

**Pesticide Applicator (Intermittent 800 hours)**

**Pesticide Applicator (Intermittent 600 hours)**

Pesticide Applicator (Intermittent 600 hours)
Field Intern (Intermittent 600 hours)

Office Assistant (Intermittent 350 hours)

- Five permanent and seven intermittent employees.

- The Weed Department periodically utilizes the Shawnee County Correction Department’s Inmate Work Crew.

**FACILITY AND MAJOR EQUIPMENT**

The Shawnee County Weed Department’s office, equipment shop, and warehouse is located at 2044 SW Western, Topeka, Ks. This is on the southwest corner of the Expocentre Fairgrounds. The office, warehouse and cost-share sales counter is available to the public Monday through Friday, 7:00 a.m. to 5:00 p.m. year around and 8:00 a.m. to 12:00 noon on Saturday in the months of May and June.

The following is a list of major equipment housed at 2044 SW Western and used by the Shawnee County Weed Department.

- 4 Pickup Trucks, ¾ ton, 4x4, with mounted roadside spraying units.
- 2 Sport Utility Vehicles, 4x4, with mounted roadside spraying units.
- 1 Truck, 2 ton, with roadside spraying unit and water storage tank.
- 1 Pickup Truck, ¾ ton, 4x4, non-compliant inspection vehicle.
- 1 Utility Truck, 1 ton, service and delivery vehicle.
- 2 ATVs, 4x4, with mounted spraying units.
(1) Tractor, 4x4, cab, 70 hp, with mounted mowing and spraying unit.
(15) Rental Sprayer Units, 200 gallon, self-contained, for public use.
(#) Various equipment trailers, mowers, forklift, sprayers, and weed control equipment.

FACTS & FIGURES

Noxious weeds can and will grow on any property without regard to size, location, or ownership.

There are 72,154 different landowner parcels, 545 square miles, or 348,800 acres in Shawnee County.

There are 12 plants listed as “Noxious Weeds” by the Kansas Noxious Weed Law. Four grow readily in Shawnee County, four are in small, localized infestations, and four are not known to exist in Shawnee County.

The Weed Department maintains a mailing/service list of over 5800 names of landowners, operators and businesses.

The Weed Department has an operating budget of $581,000 dollars, of which 55% is funded from property tax revenues. The remainder is funded by outside weed control contracts and reimbursable herbicide sales.

In 2004, 1583 landowners utilized cost-share herbicide controls partially funded by the Shawnee County Weed Department to treat 36,985 acres of noxious weed infestations.

In 2004, the Weed Department assisted over 4000 landowners through telephone inquires.

In 2004, the Weed Department controlled noxious and invasive weed infestations on 2300 miles of Township, City, County and State/Federal Right-of-Way, 55 miles of Railroad R-O-W, 45 miles of drainage levees, 40 acres of sewage treatment district property, 2500 acres of city, county and state parklands.

The National Roadside Vegetation Management Association selected the Shawnee County Weed Department as the recipient of NRVMA’s 2002 Roadside Excellence Award for county roadside vegetation management programs. This prestigious recognition is awarded annually to one county in the nation. The hard working employees of the Shawnee County Weed Department were greatly deserving of this recognition.
Effects of Consolidation

(1) The Shawnee County Weed Department maintains contracts with the City of Topeka for noxious and invasive weed control in city parks and the storm water utility drainage system. The county provides this service to the city on their many parklands and drainage levee system. Private business pesticide applicators have not shown an interest in these contracts or have not been able to fulfill the services needed. The County Weed Department charges an hourly labor and equipment rate when performing work for these contracts. In 2004, that labor & equipment total was $11,686.25 When performing weed control work for other county departments, the Shawnee County Weed Department does not charge for labor and equipment. After consolidation, either the Weed Department’s budget will need adjustment or the labor policy will need amended.

(2) Consolidation may improve purchasing efficiency and other internal service department functions.

(3) The Weed Department has the expertise and equipment to perform weed control and herbicide applications. Many county departments have utilized the Weed Department to perform their needed weed control. With the consolidation of the city departments, and if this practice continues, the Weed Department may need to increase staff or equipment resources to perform these weed control functions.

39 This section of this report contains the recommendations and opinions of John Kabus, Weed Director.