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PUBLIC SAFETY



**SECOND
EDITION**
**REVISED
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THE DEVELOPMENT AND ADMINISTRATION OF CONSOLIDATED FIRE-POLICE DEPARTMENTS

106104,

106104

**U.S. Department of Justice
National Institute of Justice**

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DIRECTORY OF MICHIGAN PUBLIC SAFETY DIRECTORS

Following is a list of Michigan cities which are served by a Director who is the chief executive officer of the police and fire departments or a department of public safety.

They are in alphabetical order, and the number in parenthesis indicates the probable 1980 population. The number preceding the parenthesis is the year in which the unit created the position or consolidated the departments.

The name, rank, address and phone number are listed under the unit.

- | | |
|---|--|
| <p>(C) <u>Albion</u>, 1982 (11,000)
* <u>Jerry Baker</u>
Director of Public Safety
112 W. Cass Street
Albion, Michigan 49224
(517) 629-3933</p> | <p>(C) <u>Center Line</u>, 1980 (10,400)
<u>Mark Grobbel</u>
Director of Public Safety
7550 E. 10 Mile
Center Line, Michigan 48015
(313) 757-2206</p> |
| <p><u>Benton Harbor</u>, 1978 (14,700)
<u>Sam Watson, Jr.</u>
Director of Public Safety
P.O. Box 648
Benton, Harbor, Michigan 49022
(616) 927-8414</p> | <p>(C) <u>East Grand Rapids</u>, 1983 (11,000)
* <u>Peter Gallager</u>
Director of Public Safety
770 Lakeside Drive, S.E.
East Grand Rapids, Michigan 49506
(616) 949-7010</p> |
| <p>(C) <u>Berkley</u>, 1983 (19,000)
<u>Harry Anderson</u>
Director of Public Safety
3338 Coolidge
Berkley, Michigan 48072
(313) 541-9000</p> | <p><u>Emmett Township</u>, 1984 (11,500)
<u>Murray Switzer</u>
Director of Public Safety
620 Cliff Street
Battle Creek, Michigan 49017
(616) 964-9421</p> |
| <p>(C) <u>Beverly Hills</u>, 1958 (13,500)
<u>Thomas Good</u>
Director of Public Safety
18500 W. 13 Mile Road
Beverly Hills, Michigan 48012
(313) 646-6400</p> | <p>(C) <u>Escanaba</u>, 1975 (16,000)
<u>Dan Hekkala</u>
Director of Public Safety
1900 3rd Avenue, N.
Escanaba, Michigan 49829
(906) 786-5911</p> |
| <p>(C) <u>Blackman Township</u>, 1981 (17,000)
* <u>James Southworth</u>
Director of Public Safety
1996 W. Parnall Road
Jackson, Michigan 49201
(517) 788-4223</p> | <p>(C) <u>Essexville</u>, 1963 (4,600)
<u>Terrence Hugo</u>
Director of Public Safety
1107 Woodside Avenue
Essexville, Michigan 48732
(517) 892-2541</p> |
| <p>(C) <u>Bloomfield Hills</u>, 1957 (4,000)
<u>Robert Stadler</u>
Director of Public Safety
45 E. Long Lake Road
Bloomfield Hills, Michigan 48013
(313) 644-4200</p> | <p>(C) <u>Farmington</u>, 1956 (12,500)
* <u>Frank J. Lauhoff</u>
Director of Public Safety
23600 Liberty Street
Farmington, Michigan 48024
(313) 474-1661</p> |

- (C) - Indicates a department with some form of consolidation of operations
* - Indicates a member of the MACP Committee of Public Safety Directors

(C) Fraser, (Act 78) 1972 (14,000)
 Ronald V. Wolber
 Director of Public Safety
 33000 Garfield Road
 Fraser, Michigan 48026
 (313) 293-1425

Hazel Park, (Act 78) 1984 (26,000)
 James McGough
 Director of Public Safety
 111 East Nine Mile Rd
 Hazel Park, Michigan 48030
 (313) 542-6161

(C) Gladstone, 1978 (5,000)
 * Paul Dufresne
 Director of Public Safety
 1100 Delta Avenue
 Gladstone, Michigan 49837
 (906) 428-3131

(C) Huntington Woods, 1929 (8,500)
 James Y. Stewart
 Director of Public Safety
 12755 W. 11 Mile Road
 Huntington Woods, Michigan 48070
 (313) 541-1180

Gibraltar, 1960 (4,500)
 Jan Meyer
 Director of Public Safety
 29400 Munro Avenue
 Gibraltar, Michigan 48173
 (313) 676-1022

(C) Ironwood, 1982 (7,700)
 Leroy Johnson
 Director of Public Safety
 237 E. McLeod Avenue
 Ironwood, Michigan 49938
 (906) 932-1234

Grand Haven, 1984 (12,000)
 Joseph A. Bruneau
 Director of Community Safety
 525 Washington
 Grand Haven, Michigan 49417
 (616) 842-3460

(C) Kalamazoo, 1982 (79,700)
 * John E. Ross
 Chief of Public Safety
 215 W. Lovell
 Kalamazoo, Michigan 49007
 (616) 385-8123

(C) Greenville, 1982 (8,000)
 * Garry Duram
 Director of Public Safety
 401 S. Lafayette Street
 Greenville, Michigan 48838
 (616) 754-9161

(C) Kingsford, 1978 (5,000)
 Donald Secrist
 Director of Public Safety
 510 S. Westwood Avenue
 Kingsford, Michigan 49801
 (906) 774-2525

(C) Grosse Pointe, 1976 (6,000)
 Bruce Kennedy
 Director of Public Safety
 17147 Maumee Avenue
 Grosse Pointe, Michigan 48230
 (313) 886-3200

(C) Kinross Township, 1979 (2,500)
 Dale Postma
 Director of Public Safety
 Building 127, Tone Road
 Kinross, Michigan 49752
 (906) 495-5222

(C) Grosse Pointe Shores, 1911 (3,100)
 Joseph Vitale
 Director of Public Safety
 795 Lake Shore Road
 Grosse Pointe Shores, Michigan 48236
 (313) 881-5500

Leoni Township, 1983 (17,000)
 Kenneth J. Preston
 Director of Emergency Services
 Police Department
 913 Fifth Street
 Michigan Center, Michigan 49254
 (517) 764-3240

(C) Grosse Pointe Woods, 1944 (22,200)
 Jack Patterson
 Director of Public Safety
 20025 Mack Plaza
 Grosse Pointe Woods, Michigan 48236
 (313) 343-2400

Livonia, 1983 (105,000)
 Robert Turner
 Director of Public Safety
 15050 Farmington Road
 Livonia, Michigan 48154
 (313) 421-2900

- (C) - Indicates a department with some form of consolidation of operations
 * - Indicates a member of MACP Committee of Public Safety Directors

Manchester, 1980 (1,700)
 William P. Zsenyuk
 Director of Public Safety
 214 N. Macomb
 Manchester, Michigan 48158
 (313) 428-8505

Manistee, 1978 (8,000)
 John E. Willett
 Director of Public Safety
 70 Maple Street
 Manistee, Michigan 49660
 (616) 723-2533

(C) Manistique, 1960 (4,000)
 * James Q. St. Louis
 Director of Public Safety
 300 N. Maple
 Manistique, Michigan 49839
 (906) 341-2133

Mount Pleasant, 1980 (23,700)
 Martin Trombley
 Director of Public Safety
 120 S. University
 Mt. Pleasant, Michigan 48858
 (517) 773-5935

(C) Oak Park, 1954 (31,500)
 * G. Robert Seifert
 Director of Public Safety
 13600 Oak Park Boulevard
 Oak Park, Michigan 48237
 (313) 547-1337

* Glenford S. Leonard
 Director of Public Safety (ret.)
 23210 Eastwood
 Oak Park, Michigan 48237
 (313) 543-3999
 Chairman, Mich. Pub. Safety Dir. Comm.

Pennfield Township, 1981 (10,000)
 Robert L. Tessin
 Director of Public Safety
 20260 N.E. Capitol Ave.
 Battle Creek, Michigan 49017
 (616) 968-3389

* Pittsfield Township, 1984 (18,000)
 John R. Santomauro
 Director of Public Safety
 701 West Ellsworth Road
 Ann Arbor, Michigan 48104
 (313) 996-3009

* Royal Oak, (Act 78, Fire Dept.) 1979
 John H. Ball (71,000)
 Director of Public Safety
 221 E. Third Street
 Royal Oak, Michigan 48067
 (313) 546-1000

Shelby Township, (Act 78) 1984 (39,000)
 Robert Crider
 Public Safety Director
 Police Department
 52700 Van Dyke
 Utica, Michigan 48087
 (313) 731-2121

South Haven, 1980 (7,000)
 Thomas J. Allred
 Director of Public Safety
 250 Broadway
 South Haven, Michigan 49090
 (616) 637-5151

* Southfield, (Act 78) 1977, (76,000)
 Rollin G. Tobin
 Director of Public Safety
 26000 Evergreen
 Southfield, Michigan 48075
 (313) 354-4208

Taylor, (Act 78) 1984 (77,000)
 Lawrence A. Fields
 Director of Public Safety
 23651 Goddard
 Taylor, Michigan 48180
 (313) 287-2891

Wayne, 1975 (21,000)
 Raymond LeCornu
 Director of Public Safety
 34840 Sims
 Wayne, Michigan 48184
 (313) 721-1414

(C) Indicates a department with some form of consolidation of operations
 * Indicates a member of MACP Committee of Public Safety Directors

THE CONSOLIDATION OF POLICE AND FIRE SERVICES FOR THE CITY OF KALAMAZOO

INTRODUCTION

The Public Safety concept was first introduced to the Kalamazoo City Commission in 1977 by City Manager Robert C. Bobb. In December of 1980 the proposal was reconsidered and the City Commission approved the formation of a Committee to study the feasibility of consolidated police/fire services in greater detail. The recommendation by the City Administration to create the study committee was based upon several factors.

1. A 1980 Citizen/Business Survey conducted by the Western Michigan University Center for Sociological Research indicated that crime prevention and fire protection were among the highest priority of City services.
2. The cost of providing police and fire services had been increasing dramatically as a percentage of the general fund budget. In 1981 public safety expenses will exceed \$13 million while revenues from property taxes are expected to be \$11.3 million.

These factors are reflected by a report published by the Citizen's Research Council of Michigan in 1975 which explains the reason for the interest in and the trend towards public safety.

"Today, many cities are caught in a crunch between increasing public concern about the adequacy of police and fire protection services and the rapidly escalating salary and fringe benefits costs for police officers and firefighters.

The consolidation of municipal police and fire departments offers Michigan communities the opportunity to increase significantly police patrol strength and firefighting response, with little or no increase in cost, or, to reduce expenditures for public service salaries and wages while maintaining existing service levels.

Police-fire consolidation can increase the number of on-duty staff available for police patrol or response to fire alarms by as much as 50 percent. Police-fire consolidation makes available more on-duty personnel to fight fires and provides a larger group of trained public safety officers off-duty who can be recalled in the event of a major conflagration. Police-fire consolidation also makes it feasible to extend the 40 hour work week to all public safety personnel and tends to provide them a higher degree of professionalization and job satisfaction."¹

The Michigan Municipal League also conducted a survey of Public Safety Consolidation in Michigan in September 1980. This survey indicates that 21 Michigan communities are now operating with some form of consolidated police/fire services. While most of these cities are smaller than Kalamazoo, the report indicates that Public Safety is a viable system for some communities.

The Public Safety Committee, consisting of the following individuals, was appointed by the Kalamazoo City Commission to study the issue of police/fire consolidation.

1. Edward Annen, Jr., Mayor
2. Patricia Cayemberg, City Commissioner
3. Robert C. Bobb, City Manager
4. Deborah L. Berg, Personnel Director
5. John E. Ross, Police Chief

¹Saving Taxpayer Dollars Through Consolidated Police and Fire Service, Citizens Research Council of Michigan, Memorandum No. 227, October 1975.

6. George H. Danz, Fire Chief
7. Norman Fouts, KPOA Representative
8. Stephen Sarle, KPSA Representative
9. Tom Quake, IAFF Representative
10. Jack Keiser, IAFF Representative
11. Leroy Rawlinson, Firefighter
12. Raymond Hightower, Former City Commissioner
13. Joan VanZoeren, Citizen
14. Michael Buckner, Citizen

A subcommittee was also formed to research the police/fire consolidation issue and to prepare a draft report for the full committee. The subcommittee was chaired by the Personnel Director and included the Fire Chief, Police Chief, two IAFF representatives, one KPOA representative and one KPSA representative. The two original IAFF representatives withdrew from the committee in mid-March because of a directive from their union executive committee. However, they rejoined the committee one month later.

Members of the Public Safety Committee began their research by visiting communities which had implemented a form of police/fire consolidation. During these visits, committee members met with local officials and public safety staff to learn about the concept and to observe the various systems. The communities visited differed in their approaches to public safety and much was learned from them.

Oak Park, Michigan - population 36,762

This City has had completely consolidated police/fire services for 26 years.

Peoria, Illinois - population 123,571

Peoria implemented public safety but returned to the two separate police and fire departments. The consolidation decision resulted in layoffs and the program was unsuccessful due to lack of planning and labor relations problems.

Durham, North Carolina - population 105,000

Durham has experienced a phased consolidation since 1970. The City has only one separate unconsolidated fire station at this time.

Winston-Salem, North Carolina - population 144,000

Public Safety Officers are assigned to ten of 15 fire stations. This City administers a selective form of consolidation.

Sunnyvale, California - population 105,000

Sunnyvale has had a completely consolidated system for over 30 years. All Public Safety Officers are crosstrained and some rotate between police and fire duties.

PUBLIC SAFETY FOR THE CITY OF KALAMAZOO

The proposed Department of Public Safety has been designed specifically for the City of Kalamazoo. The plan has considered current service, future needs, the geographic make-up of the City and costs.

Public Safety Officers would be trained as professional police officers and firefighters. The system eliminates the traditional firefighters downtime spent in the station in readiness for a fire by substituting patrol duties.

The consolidation of police and fire services meets these two needs by increasing the productivity of current firefighting personnel by utilizing them in a patrol function. The total number of personnel is reduced, but a larger number of officers are available for both police and fire service.

Of major concern to the City of Kalamazoo is the need for improved fire response to the far west side of the City and to the growing Oakwood area. The proposed Public Safety system includes the establishment of new Public Safety Stations in each of these areas. These stations would be additional to the existing seven fire stations.

All nine stations would eventually provide both police and fire services to the neighborhoods, business and industrial areas of the City. While the police station will be the administrative center of the Public Safety Department, each of the fire stations will be a neighborhood precinct/fire station and will provide a full range of services to citizens of their area.

The Public Safety Stations will improve the concept of team firefighting and police work. A core group of personnel will be assigned to and work from each station. The patrol officers in each station will become thoroughly familiar with their district through their duties which will include regular patrol, directed patrol, crime and fire prevention. It is envisioned that due to the increased number of officers on patrol, they will perform many of the neighborhood patrol functions which include a personal response to and familiarity with citizens in their area.

The officers assigned to station duty will be available to citizens for the purpose of taking complaints or answering general questions on crime or fire prevention.

Public Safety is a community oriented system which maximizes productivity, reduces overall costs and provides improved police and fire services.

Public Safety - In Action:

There will be two to eight cars assigned to each of nine districts within the City or an average of 32 cars, 24 hours per day. These units (Patrol PSOs) will respond to all typical calls for police service within their districts. They will also carry fire gear in their cars and will be dispatched to fires with their corresponding fire company. A structure fire alarm currently generates the response of two stations or four pieces of equipment referred to as fire companies. To maintain the team concept, Patrol PSOs will be dispatched with the Fire PSOs within the same district.

Four fire companies would typically respond to a building alarm with four Fire PSO personnel. At least eight PSOs on patrol in the two responding districts would also respond if they were not involved in an "in progress" patrol call which is estimated at approximately 10% of patrol time. EMS units would also respond. This dispatch would provide a minimum of 12 to 14 personnel for firefighting duties. The command officer at the scene of the fire would be the PSO lieutenant.

Patrol PSOs would then be shifted from other districts to provide patrol coverage in place of the officers responding to the fire call. Since each district will be patrolled by two to eight cars, the shift of personnel would still provide for at least two patrol cars in each district.

In the case of a major fire, additional personnel would be available throughout the Public Safety Department. Detectives, traffic officers and command staff could be activated as firefighters during second and third shift and off-duty personnel could be recalled for emergencies occurring during the night shift.

A frequent concern that has been voiced in regard to Public Safety is that police officers are already too busy to take on firefighting responsibilities. The Public Safety system will respond to that concern in several ways.

- The Public Safety system provides for a greater number of patrol officers than currently assigned, thus there is increased availability.
- Patrol cars are currently "out of service" when the officers are: writing reports, following up on complaints, eating meals, training and taking breaks, as well as the time they spend with "in-progress" crimes. For purposes of responding to fire calls, Patrol PSOs will be "out of service" or unavailable only when dealing with "in-progress" matters. During all of the other above stated activities, they will be dispatched to fires.

This type of priority dispatching will greatly increase their availability.

The PSOs assigned to fire station duty (Fire PSOs) will continue to work 24 hour shifts - ten days a month.

As indicated in the staffing section below, there would be more officers assigned to any one district than there are police officers currently assigned. An efficient utilization of manpower is achieved by eliminating the firefighters' "down time" currently spent in the fire station in readiness for a fire call. Some of the traditional "housekeeping" duties which firefighters must perform in the stations would be assigned to a lower paid custodial crew. Rather than "waiting" at a single location for a fire call, Patrol PSOs will be on the streets patrolling in readiness for a fire call.

The proposed Public Safety system maintains and strengthens the concepts of "team" firefighting and police work. The same officers would work together in the same district and on the same shift. The traditional 24 hour fire shift and eight or ten hour police shift would be replaced by a 12 hour - four platoon shift for Patrol PSOs, while maintaining the 24 hour shift for Fire PSOs.

PSOs assigned to patrol will work a 12 hour shift which may "swing" for some officers. The 12 hour shift for patrol would include training activities during slow periods which would provide a break from street activities. Under the proposed schedule, a maximum of four consecutive days would be worked with a seven day break every 28 days.

The result of this schedule change would be to reduce the 56 hour fire work week to 42 hours for some PSOs. Under the current system, this reduction in hours would normally necessitate a 33% increase in staffing for the Fire Department. However, under the consolidated police/fire system, there will be an increased number of personnel available for firefighting duties while there will be a reduction in the total number of police officers and firefighter positions currently allocated. The reduced fire work week has been included in this report because it is a trend which is forecast for the future and is evidenced by the work weeks in larger departments throughout the country.

Public Safety Districts

The Public Safety Department is an entirely new department rather than a combination of the existing Fire and Police Departments. Therefore, in order to create a new level of Public Safety services, boundaries or districts were developed according to current and future community needs for service, population growth and the incidence of fires and crimes. It is planned that the existing seven fire stations will be converted to Public Safety Stations during a phased implementation and two new Public Safety Stations will be built or acquired.

The following is an explanation of services for each of the Public Safety Districts and maps in the Appendix compare current zones and service with Public Safety Districts and service.

Public Safety District #1 - Cedar Street Station: This district includes the central business area, the Vine Neighborhood, North Edison Neighborhood and the eastern side of the City between Vine Street and the Grand Trunk railroad tracks. District #1 is the oldest section of the City and includes two historic districts, South Street and Haymarket. During 1980 there were 34 building fires in this area and 4,270 crimes. This represents 20% of the building fires and 24% of the reported crime within the City during 1980. There are 4,283 housing units in District #1, 75% of which are rental properties. The population in this district is 8,438.

Central Station is the largest station and includes a Tele-squirt engine, a quad engine, one rescue squad and the 601 paramedic unit. Due to the high incidence of crime and fire in this district, there will be 14 officers assigned per shift. Seven PSOs and one sergeant will be patrol assigned and six officers will be assigned to station duty. The patrol officers would perform their duties in cruisers and also cover the downtown beats. Currently, there are two patrol cars and two to three beat officers assigned to this area. Station #1 serves as a back-up response to the other stations and the rescue squad responds to all structure fires in the City. The six fire assigned officers at this station would therefore provide extra staffing for fire services.

District #2 - Bryant and James Station: This district includes the Edison Neighborhood and Washington Square commercial area with 4,864 housing units and a population of 11,391. The east side includes heavy industry which is adjacent to residential areas. During 1980, there were 33 building fires and 2,939 reported crimes. This area has been served by one patrol car. Under the Public Safety system, three patrol cars will be assigned to the same geographic area. Station #2 is a single engine station and will be staffed by two fire assigned officers per shift who will also serve as precinct officers.

District #3 - Gull Road and Riverview Station: This district covers the northeast section of the City and includes the Eastside and Burke Acre Neighborhoods. Nazareth College, New Horizon Village and Borgess Hospital are also located within this district. The population is 7,370. The neighborhood associations are involved in a non-profit corporation for housing rehabilitation. The southern half of the district includes heavy industry which is separated from residential areas by the Kalamazoo River. The district is now served by one patrol car. Under Public Safety, there will be four patrol cars and one officer assigned to station duty. Station #3 is a single engine company. Last year this district experienced 15 building fires and 1,754 crimes were reported.

District #4 - North Rose Station: This district is a relatively small geographic area bordered by Westnedge on the west, the Grand Trunk railroad tracks to the east, West Michigan on the south side and the City limits to the north. During the last several years there have been attempts to close this station due to budget cutbacks and overlapping fire services provided by Station #5 and #1. However, there is strong community support for maintaining this station which the Public Safety Department recognizes. There are 1,483 housing units with a population of 4,134 in this district. There were 27 building fires and 2,208 reported crimes in 1980. Under Public Safety, three cars will patrol the district. Currently, only two officers are assigned. Station #4 houses one engine and one ladder truck and four PSOs will be assigned to station duty.

District #5 - Douglas Avenue Station: This single engine station has been the first response station for its immediate geographic area as well as the western "panhandle" area of the City. The fire response time to this far west section can approach eight minutes. There have been many discussions with Kalamazoo Township to shorten this response, but a service agreement has not been reached.

Under Public Safety, the "panhandle" area will be served by the new #8 station to be discussed later and #5 will cover the area bordered by the north City limits, West Michigan and Westnedge. This area includes 3,663 housing units in the West Douglas and Stuart Street Neighborhoods. There is some light industry in the area and a large senior citizen housing complex is under construction. There were 26 fires and 2,625 crimes in 1980. Four PSOs will cover this district, three are assigned to cars and one is station assigned. Currently one to two cars patrol this area and 9,099 citizens reside in District #5.

District #6 - Oakland and Howard Station: Under the current system, Station #6 covers the entire western corner of the City including Western Michigan University, the Kalamazoo Regional Psychiatric Hospital and almost 12,000 housing units. This same area is currently served by two police patrol cars. Station #6 also responds to the far southwest corner of the City which can require over 8 minutes.

Public Safety divides this area into three new districts, #6, #8 and #9. Public Safety District #6 will still include fire protection for the University and State Hospital, but the residential area coverage has been reduced to include half of the Oakland Drive Neighborhood, Crane Park and Westnedge Hill, and the central City area with 3,094 housing units. Winchell Way, an apartment/condominium complex, is under construction on the west side of the district.

Four patrol cars will be assigned to this district and four officers are assigned to fire duty. There is a relatively low incidence of both crime and fires, 1,307 and five respectively. However, sufficient staff has been allocated to the double engine station to provide fire coverage to the large institutions in this district. Population is 13,588 which includes residential and institutional housing.

District #7 - Airport Station: This Public Safety district covers the southeast section of the City and is bordered by Westnedge, Cork Street and the City limits. It includes an industrial park area near the airport and Loy Norrix High School. The station was relocated to the airport in 1980 and provides Crash/Fire/Rescue services for aircraft. District #7 also includes the Milwood Neighborhood. There are 2,864 housing units and during 1980 ten building fires occurred and 1,233 crimes were reported. There are 6,449 citizens residing in this area.

Two officers will be assigned to patrol District #7 and three officers station assigned to staff one engine company and two CFR units.

District #8 - City West Side Station: This is one of the two proposed new stations which will meet the fire protection needs of the residents in the "panhandle" area which includes senior citizen housing and planned apartment development. Station #8 will also provide for immediate fire response to apartment complexes in the West Main and Drake area as well as mobile home parks on Stadium Drive and West Michigan. A proposed location for this new station is the West Michigan and Drake Road area.

The Arcadia Neighborhood is part of this district and there are 3,848 housing units with a population of 8,179. Multiple family housing and apartment development is planned for the West Michigan area. Fire and crime statistics have been relatively low (seven and 1,021) in this area and District #8 is planned to be a single engine station with one fire assigned officer and two patrol cars.

District #9 - Oakwood Station: Station #9 proposed to be located near the Oakland and Whites Road intersection is the second of the new stations. This district is the southwest corner of the City which is currently covered by Station #6 at Oakland and Howard. Fire response time has been identified as a problem for areas within this district under the current system. District #9 includes 5,065 housing units in the Oakwood, Oakland, Bronson and Hill 'N Brook Neighborhoods and the Park-view Hills development. The new station will be staffed by one fire assigned PSO and two cars will patrol this area.

Department of Public Safety - Staffing

The proposed Department of Public Safety consists of 344 positions. The current Police and Fire Departments have a combined staff of 383. Of the 344 Public Safety Department positions, 291 are sworn officers and 53 are civilian.

The Operations Division with a staff of 277 will perform the primary public safety function. There will be 69 PSOs permanently assigned to station duty who will serve as equipment operators during fire service. There will also be 128 PSOs, sergeants and lieutenants assigned to the patrol function. The number of personnel assigned to each public safety district is reflective of the response necessary for police and fire service within each area of the City. In high fire service demand areas, additional officers were assigned to station duty to assure the necessary staffing at a fire scene. The system of layered response was also analyzed to provide for back-up at fire scenes. In areas of reduced fire service demand, only one PSO is station assigned; thus more officers are utilized for patrol. Seven of the nine districts will be commanded by sergeants. The two new stations #8 and #9 are commanded by sergeants from stations #6 and #7. One public safety lieutenant and one public safety captain will be assigned to each shift. The lieutenant will be on the street and serve as the commander for all major fire or crime scenes.

Absences in the fire or patrol ranks may be covered by personnel from the traffic unit. Staffing levels will also be maintained by call-back or overtime in the event of major crime or fire incidents. Since eventually all officers will be cross-trained, there is a possible recall of 142 off-duty PSOs who would be capable of providing either police or fire service. There also will be 93 sworn officers assigned to special units or command who would be available for a major disaster or emergency.

The current traffic or radar unit has been maintained in the proposed Public Safety Department. However, the PSO cars may be equipped with radar equipment in the future, thus eliminating the need for a special radar unit. If this were to occur, the proposed public safety radar unit could be changed to a public safety relief unit.

The proposed Public Safety Department provides the following level of service as compared to the separate police and fire departments.

	<u>Fire Dept.</u>	<u>Police Dept.</u>	<u>Public Safety</u>
Patrol Duty .	--	20 possible 9-17 actual	32
Fire Suppression	46	--	55
Off-Duty Recall	92	60	142

PUBLIC SAFETY - PHASED IMPLEMENTATION

The implementation plan is based upon three considerations:

1. Service to the Community during consolidation phases must, at a minimum, be maintained at current levels and should be increased as consolidation progresses.
2. Consolidation should not cause a lay-off of any current police officer or firefighter, rather it should be accomplished through attrition and volunteers.
3. Full consolidation will represent an increase in service with reduced costs to the community.

The implementation plan consists of eight phases. Phase I is the preparation and training phase. Phases II through VIII represent the consolidation of the existing and proposed fire stations into Public Safety Districts. The timetable for consolidation could range from four to ten or 12 years.

It is possible to complete two phases each year under training requirements and a maximum number of volunteers. However, depending upon attrition and cost considerations, full consolidation could require ten to 12 years. The consolidation of police/fire services should be viewed as a long term approach to reduce or contain costs while improving services.

Phase I

The first phase of the consolidation plan is a preparatory stage for Public Safety. It would include the consolidation of: administration, support services, communications and training functions of the Fire and Police Departments. The purpose is to establish a strong management and support base for the Public Safety concept before the onset of training the first Public Safety Officers. The consolidation of administrative services should improve the efficiency and maximize the Police Department and the EMS units within the Fire Department. The sworn personnel among these 97 positions would be cross-trained during the consolidation phases.

The objectives of Phase I are:

1. Appoint a Public Safety Director and Deputy Director.
2. Appoint Command Staff for the Public Safety Department.
3. Consolidate communications/dispatch functions.

4. Consolidate Police and Fire training functions and prepare training program for first PSO class.
5. Consolidate records and management information system.
6. Cross-train command staff in Public Safety.

When the above objectives have been met, the first class of Public Safety Officers should be recruited and their training begun.

Phases II - VIII

The implementation process assumes the transition of fire stations into Public Safety Districts. The staffing level charts consider the number of personnel necessary to staff existing fire stations and patrol districts during implementation while assigning a staff of Public Safety Officers to one district in each phase.

The management of police patrol, fire suppression and public safety is assigned to a Lieutenant Colonel/Public Safety. A Major/Public Safety position is also established in Phase I.

The implementation plan proposes the transition of the existing fire stations into Public Safety Districts in the following order:

Phase II	Station #2 - 1207 Bryant Street
Phase III	Station #7 - 2805 Fairfield (Airport)
Phase IV	Station #6 - 1414 Howard Street
Phase V	Station #9 - Oakwood
	Station #8 - City West Side
Phase VI	Station #1 - 116 West Cedar Street
Phase VII	Station #4 - 1028 North Rose Street
Phase VIII	Station #3 - 1005 Gull Road
	Station #5 - 625 Douglas Avenue

During consolidation, Public Safety Districts would respond to police and fire calls and would be "backed up" by either police patrol units of fire companies as is the case in current practice.

In practice, it may be necessary in Phase I for the Department of Public Safety to hire personnel above its allocated strength in order to provide training to new recruits to perform the Public Safety function. This possible temporary overstaffing is addressed in the financial section of the report.

FINANCIAL

Expenditures for police and fire services have increased by almost 125% during the last six years. In 1975 the Police and Fire Budgets totalled \$5.8 million; the 1981 Budgets for both departments is \$13 million. A significant factor is the percentage of the general fund budget which is devoted to police and fire services. In 1975, police and fire represented 34.1% of the \$17 million general fund budget. In 1981, police/fire expenditures represent 57.5% of the \$22.6 million general fund budget. Today, police/fire expenditures exceed the \$11.3 million generated by local property tax revenues.

The Financial Planning Model projects that police/fire expenditures will exceed \$20 million in 1986. This figure was generated by projecting general increases in operating expenses and it does not reflect an increase in personnel allocated to either the Police or Fire Departments.

PUBLIC SAFETY EXPENDITURES

	<u>PUBLIC SAFETY</u>	<u>GENERAL FUND</u> <u>BUDGET</u>	<u>% OF PUBLIC SAFETY</u> <u>TO GENERAL FUND</u>
1981	Fire 5.5 million Police 7.5 <u>13.0</u>	22.6	57.5%
1980	Fire 4.5 Police 6.8 <u>11.3</u>	21.4	52.8%
1979	Fire 4.5 Police 6.0 <u>10.5</u>	20.0	52.5%
1978	Fire 3.7 Police 5.1 <u>8.8</u>	19.7	44.6%
1977	Fire 3.7 Police 4.9 <u>8.6</u>	19.2	44.8%
1976	Fire 2.7 Police 3.9 <u>6.6</u>	18.0	36.6%
1975	Fire 2.5 Police 3.3 <u>5.8</u>	17.0	34.1%

Financial Analysis of Public Safety

The preceding sections of the report detail the improved services which will result from the consolidation of police and fire services. An analysis of the projected expenditures associated with the creation of a Public Safety Department should be considered in a two-fold manner.

1. The projected costs or budget of a Public Safety Department as compared to the costs or budgets of separate Police and Fire Departments in the future.
2. An identification of the projected cost to provide service to the community under separate Police and Fire Departments which is comparable to the services which will be provided under the proposed Department of Public Safety.

Each analysis will be addressed separately under the headings of cost comparison and cost avoidance.

Public Safety Cost Comparison

The cost projections for the proposed Department of Public Safety reflect:

1. The phased reduction of allocated positions from 383 in the current Police and Fire Departments to 344 in the fully consolidated Department of Public Safety.
2. Public Safety salaries have been estimated at 10% above the comparable police officer or police supervisor salary

and 10% to 15% above firefighter salaries. This wage improvement factor was estimated on the "high side". Actual wages would be determined by the collective bargaining process with technical input from Hay Associates, a management consultant firm, based upon job responsibilities and market equity. An estimated \$3,000 has been included as an expense of Phase I for this purpose.

3. Equipment costs include expenditures for firefighting equipment for police cruisers, fire protective clothing and police clothing and equipment for Public Safety Officers. The expenditures assume the utilization of current equipment and the purchase of new equipment which is above that projected for separate departmental use in the future. It is projected that the purchase of additional police vehicles will not be necessary until Phase VII and VIII. The vehicle cost is also projected as that which is above projected purchases for two separate departments.
4. Staffing costs have been estimated at 10% above the recommended allocated levels for PSOs during Phase II, III and IV to allow for overstaffing or dropouts during the training periods.

Cost Comparison

The chart entitled "Cost Comparison" in the Appendix indicates operating expenses which includes salaries and wages, fringe benefits, supplies, services and capital outlay for the Police Department, Fire Department and Public Safety Department.

The first column, Police and Fire Departments (projected annual budget) is a projection of total costs for two separate departments from January 1982 until December 1986. A 10% annual inflation factor was utilized.

The next column, Police and Fire Departments (amended) is an implementation projection of the costs of reducing these two departments while creating a Department of Public Safety over five years.

The Public Safety Department column is the cost of gradually creating a Public Safety Department. Expenses in this column increase as staff are added to the department.

The "Total" column reflects expenditures for the Police, Fire and Public Safety Departments during the implementation phases. This total column is then compared to the first column of Police and Fire Department expenditures to arrive at a projection of the savings which result from the consolidation of fire and police services during the implementation phases.

The charts (in Appendix) indicate that there will be a projected \$3.1 million savings during a five year phased implementation of the Public Safety concept. If consolidation occurred over a longer period of time, the savings would be realized more slowly. However, Public Safety will gradually improve services during implementation but will not result in any projected costs over separate Police and Fire Budgets.

The economy which results from the consolidation of police and fire services will be fully realized when implementation of the concept has been completed. The City's financial planning model was utilized to project the annual cost savings of a Public Safety Department as compared to separate Police and Fire Departments. The cost savings below assume full consolidation during 1986. The annual cost savings are projected

as follows:

1987	\$ 917,452
1988	1,009,197
1989	1,110,116
1990	1,221,128

Regardless of the time period analyzed, Public Safety as proposed will result in a significant cost savings when compared to the costs of maintaining separate and traditional Fire and Police Departments.

Public Safety Cost Avoidance

The major benefit of police/fire consolidation is the increased service to the community. If the City of Kalamazoo were to provide comparable levels of service with separate departments of police and fire, the costs would be substantial. In order to analyze the cost/benefit of a Public Safety system, the increased service levels must be studied in terms of their dollar value to the community.

Specifically, the proposed Public Safety system increases the number of police patrol cars "on the road" from the possible current level of 20 to 32 cars. The proposal also includes the development and staffing of two additional Public Safety Stations. These services are critical to the community and should be analyzed as to their current value and cost.

1. Increase police patrol from a possible current level of 20 cars to 32 cars
12 officers x 4 shifts = 48 additional police officers
48 x \$25,000 = \$1,200,000 per year.
2. Additional firefighters which would be necessary to staff two new stations (12 firefighters per station).
24 x \$25,000 = \$600,000.
3. Cost to build two new fire stations as compared to two new Public Safety Stations. A fire station requires 7,000 square feet while a Public Safety Station, without large dorms, showers or kitchen facilities requires 3,500 square feet. The estimated cost avoidance is \$231,000 per station.
2 x \$231,000 = \$462,000

TOTAL COST AVOIDANCE \$2,262,000

The \$2,262,000 is a projection of an annual cost which could be avoided through the implementation of a Public Safety Department.

The staffing costs (1 + 2) would reoccur and increase each year if the City chose to provide the increased services to the community under separate Police and Fire Departments. This \$1,800,000 cost would increase to approximately \$2.6 million five years in the future.

The financial analysis of the proposed Department of Public Safety indicates:

- A cost savings will be realized in excess of \$1 million per year after full consolidation when compared to the costs of maintaining separate Departments of Police and Fire.
- A cost avoidance in excess of \$2 million per year if the separate Departments of Police and Fire provided service

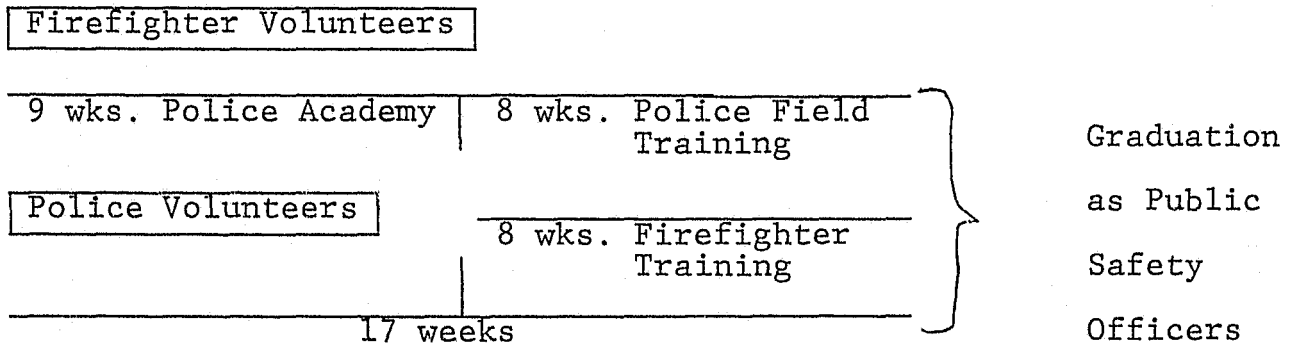
comparable to those proposed under a Department of Public Safety.

PUBLIC SAFETY TRAINING

Training has been identified as one of the most critical subjects in Police/Fire Consolidation. Therefore, this plan would serve to strengthen and improve current practices.

The current Fire Department training consists of 240 hours of combined classroom and field instruction. This is conducted by the Fire Department Training Officer and the Command staff at the fire stations. The police training consists of 346 hours of instruction at the regional recruit school and 320 hours of advanced field training. The classroom instruction is held at Kalamazoo Valley Community College and the advanced field training is conducted by the Police Department Training Officer and command staff.

It is proposed that the first Public Safety training class would begin with the current firefighters who volunteer assigned to the regional police recruit school for 9 weeks. At the completion of the school, they would be certified and sworn as police officers and they would begin the eight weeks of advanced in-house and field training. At this time the police officer volunteers would begin the 6 week firefighter training course and 2 week field training. Both groups would complete their training at the same time and would be sworn as the first Public Safety Officers.



The initial phase of consolidation assumes that the first class of Public Safety Officers would be comprised of volunteers from the Fire and Police Departments. These individuals would, therefore, already be trained in one of the occupations. A more detailed explanation of this is included in the "implementation" section of the report.

IN-SERVICE TRAINING

The ongoing training of Public Safety Officers is viewed as essential to maintain both the police and firefighting skills and abilities of an employee.

The Fire Department currently conducts two hours per day or twenty hours per month of in-service firefighters' training. This time is spent in field training at the fire practice tower, in self-study of streets and maps, or in classroom type instruction. The Police Department averages three hours per month of training on special subjects in a classroom setting.

The proposed Public Safety Officer in-service training program would consist of 28 hours per month per employee. This training would include both fire and police subjects as well as issues which might be specific

to public safety officers. The in-service training for Patrol PSOs would be conducted on duty during slow times in the shift. Fire PSOs would participate in the same training with the patrol officers in a team setting. As mentioned above, the training would include both fire and police subject matter.

It is important to note that under the current training systems the majority of the police training (666 hours) is conducted while an officer is a recruit. The majority of fire training is conducted on a continuing basis (240 hours per year).

The proposed Public Safety training program would combine and increase the training for both groups. A new recruit would undergo 906 hours of initial fire and police training and 336 hours of in-service training per year.

Following this section of the report is a list for training subjects.

COMMAND AND SPECIAL UNITS

The consolidation of police and fire duties by individual PSOs on the street is the major aspect of a public safety system. However, for the program to be successful all personnel in the Public Safety Department would undergo cross-training in police and fire duties. All command staff in the Department would be required to participate in public safety training. Specialized units or personnel would be maintained, such as the paramedic unit, laboratory staff, and police detective staff; however, all personnel would be cross-trained throughout the phased implementation.

The initial class would include 20 volunteer PSOs and 8 command staff. Each class would be a mixture of officers and command until all personnel were cross-trained. The Committee strongly recommends this approach because it is believed that training is the essential factor in the understanding and acceptance of the Public Safety system. The attachment following this section identifies the phases of training for all personnel.

TRAINING - ADMINISTRATION

The proposed Department of Public Safety would consolidate the current Fire Training and Police Training Divisions. There are seven employees assigned to training and prevention activities in the Fire and Police Departments. The Public Safety Training Division would consist of 10 staff members.

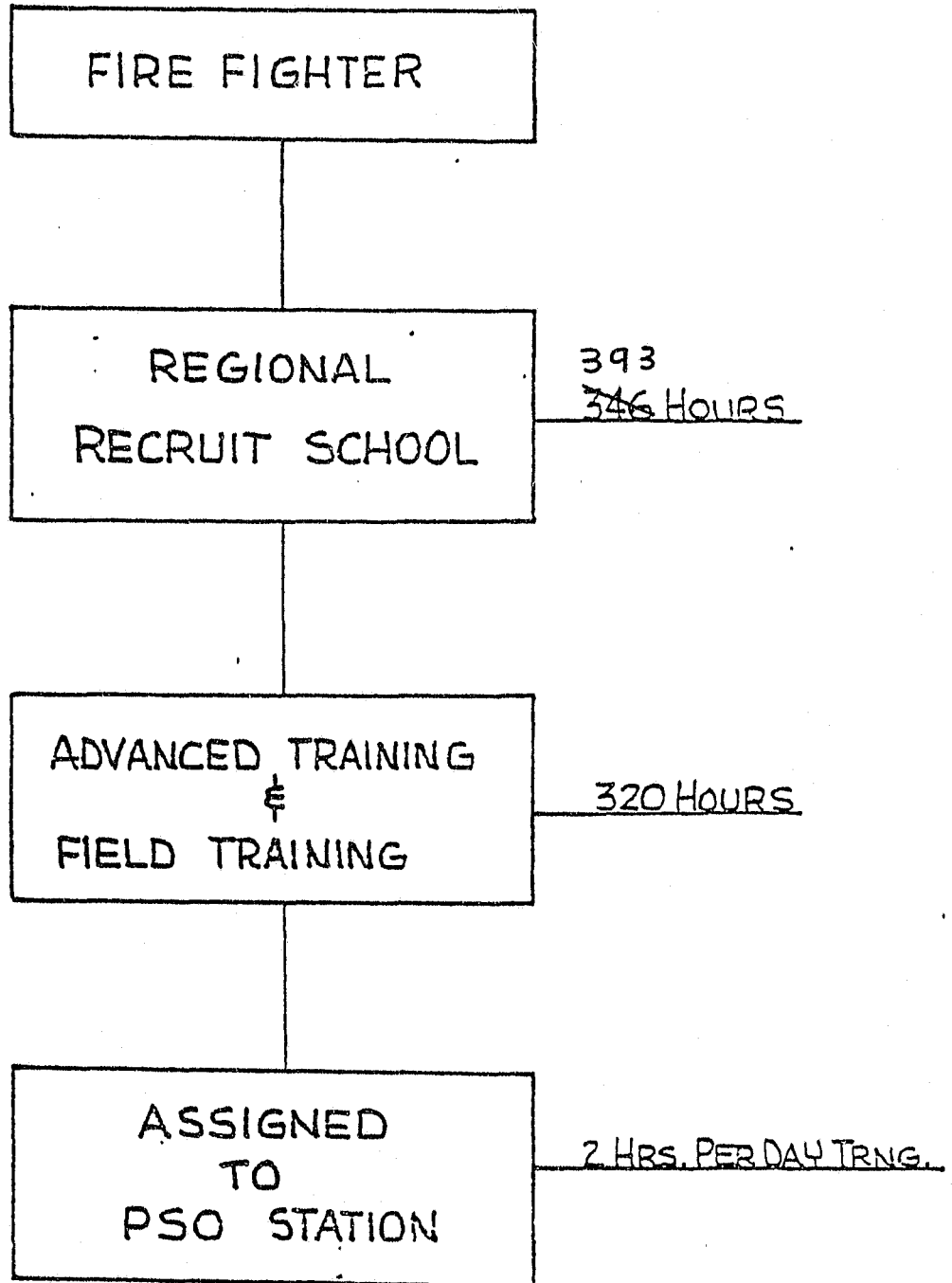
All current fire training (recruit and in-service) is conducted on duty time and therefore the cost of the program is the regular expense of wages. Police in-service training is conducted on an overtime basis. The 1981 budget for this overtime expense is \$61,000. The Public Safety training would be conducted on duty time and would eliminate the police overtime expense. The 12 hour shift of Public Safety Officers and the increased number of individuals on patrol would allow for on-duty training during slack time.

An additional \$25,000 is proposed for the training budget for outside consultants on special issues. All Public Safety Command staff would also be required to attend a week long session conducted by the
on advanced firefighting techniques.

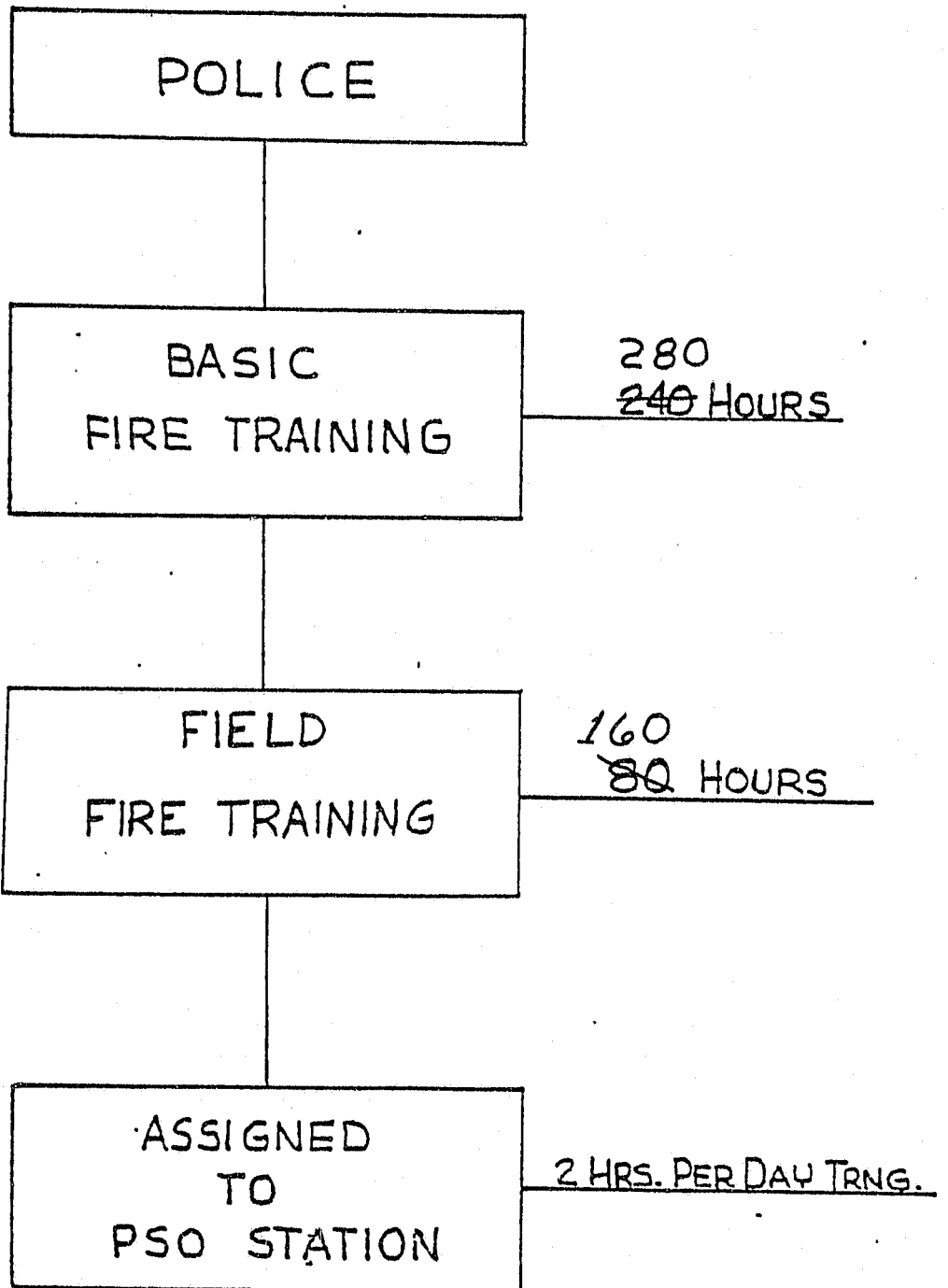
The savings in police overtime and the \$25,000 additional training expenditure would result in a \$36,000 savings over the current training budgets.

TRAINING FLOW CHART FOR POLICE SERVICE OFFICER

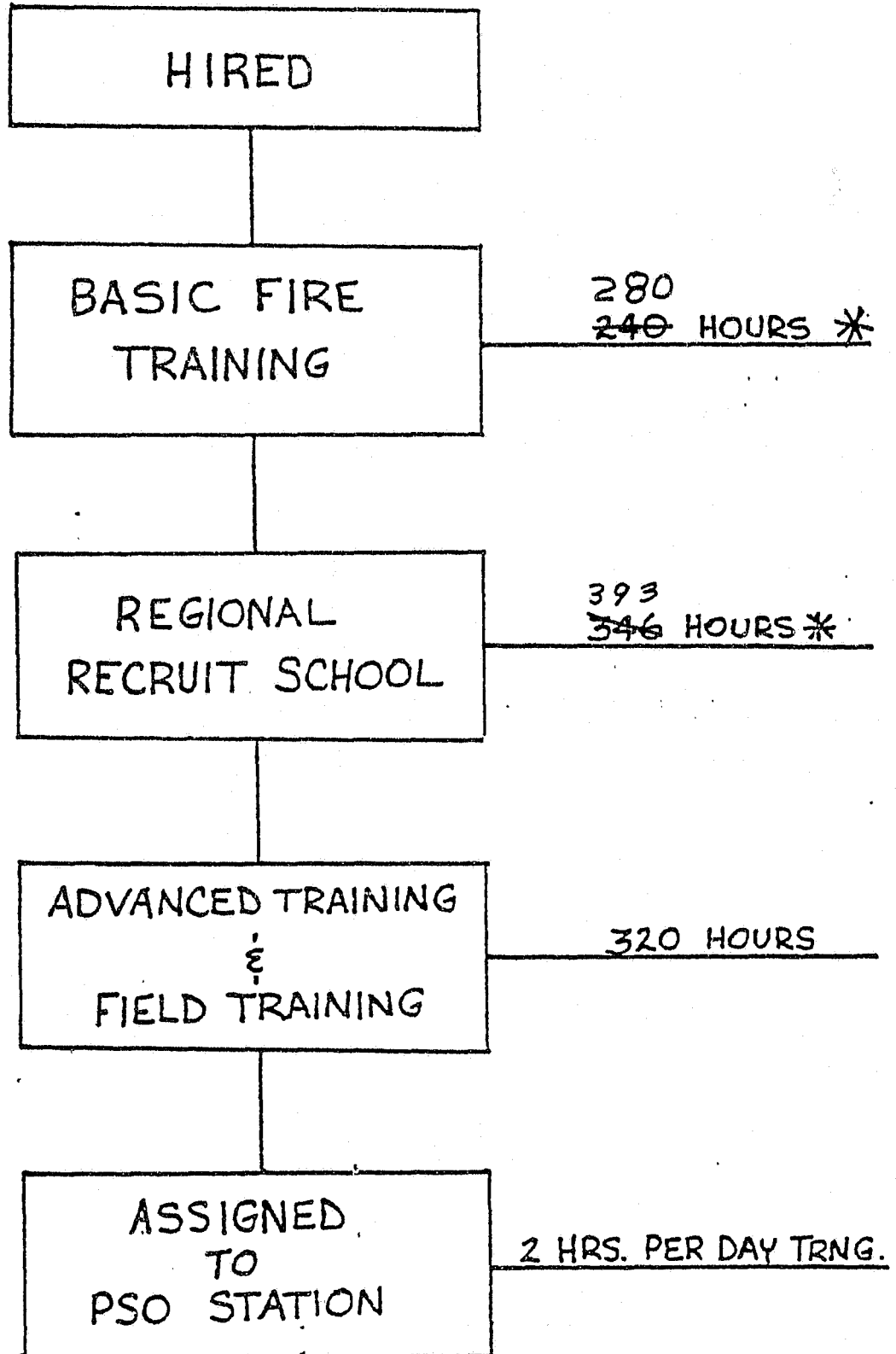
FIRE FIGHTER - POLICE TRAINING



POLICE OFFICER - FIRE TRAINING



NEW HIRE - PSO TRAINING



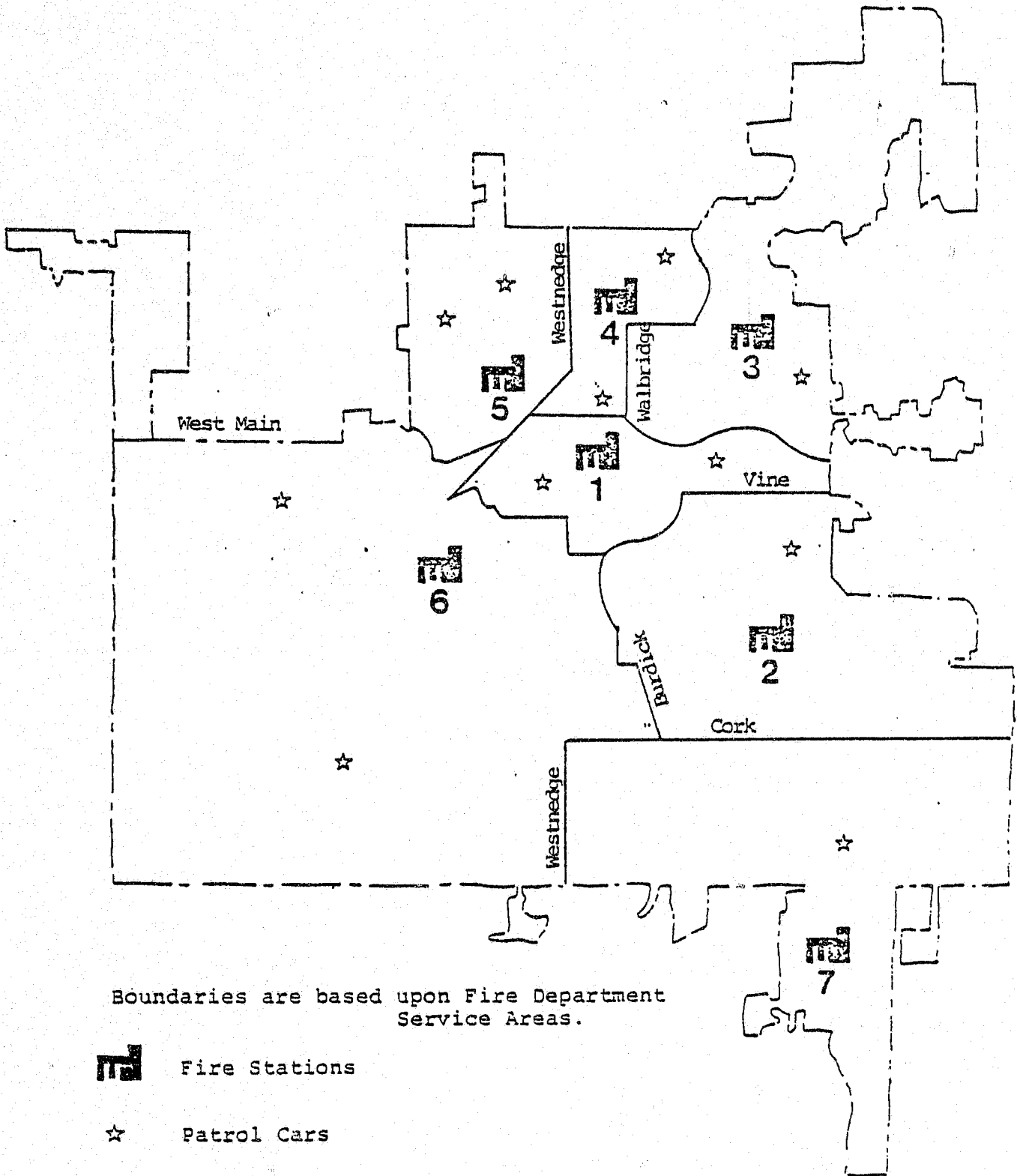
* WAIVED IF STATE CERTIFIED

PUBLIC SAFETY OFFICER - TRAINING SUBJECTS


Human Relations	General Orders
Radio Procedures	Fire Science
Rope	Mutual Aid Pacts
Portable Fire Extinguishers	Report Writing
Patrol Procedures	Streets and Boundaries
Divisional Orders	Ladder Practice
Salvage and Overhaul	Statement Taking
Water Supplies	Traffic Citations
Forcible Entry	DUIL Investigation
Fire Streams	Traffic Control and Direction
Rescue & Protective Breathing	Firearms Qualification
Sprinkler Systems	Crime Prevention
Arson Detection	Police/Fire Vehicle Maintenance
Utilities	Hose Practice
Inspection Practices	Evidence
Civil Disorder and Disaster	Fingerprints
Ventilation	Photography
Aircraft Fire Protection	Found Property
Alarm and Communications	City Ordinances
Field Training	Appearance Tickets
Road Blocks	Fire Apparatus
Rape Investigation	Bomb Threats
Precision Driving	

Report Prepared by the
Public Safety Committee
July 1981

CURRENT FIRE & POLICE SERVICE

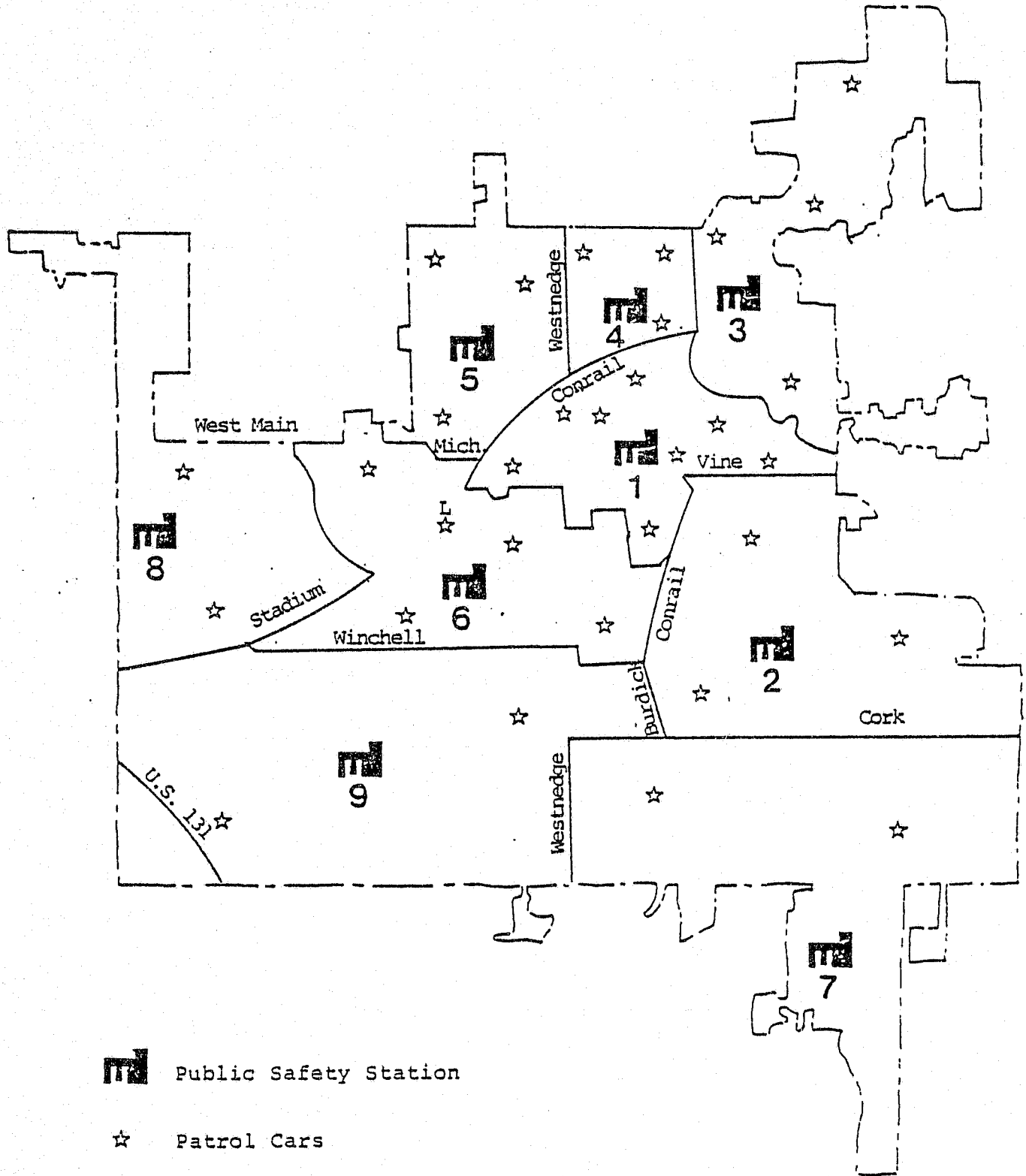



Boundaries are based upon Fire Department Service Areas.

 Fire Stations

☆ Patrol Cars

DEPARTMENT OF PUBLIC SAFETY



 Public Safety Station

☆ Patrol Cars

L Lieutenant

COST COMPARISON

PHASE		POLICE & FIRE PROJECTED ANNUAL BUDGET	POLICE & FIRE AMENDED ANNUAL BUDGET DURING PUBLIC SAFETY IMPLEMENTATION	PUBLIC SAFETY DEPARTMENT ANNUAL BUDGET	TOTAL 2 + 3	ANNUAL COST SAVINGS 4 - 3
I	1982	\$14,216,900	\$10,936,190	\$ 3,198,283	\$14,134,473	\$ 82,427
<u>II</u>						
III	1983 1983 ACTUAL	15,638,621 13,856,000	9,753,851	5,447,237	15,201,088 13,856,000	437,533 1,782,621 <i>ACTUAL</i>
<u>IV</u>						
V	1984 1984 Proposed	17,202,451 16,300,000	7,618,926	8,731,276	16,350,202 16,300,000	852,249 902,249
<u>VI</u>						
VII	1985	18,922,695	4,486,750	13,564,148	18,050,898	871,797
VIII	1986	20,814,965	1,316,030	18,664,878	19,908,918	<u>906,047</u>

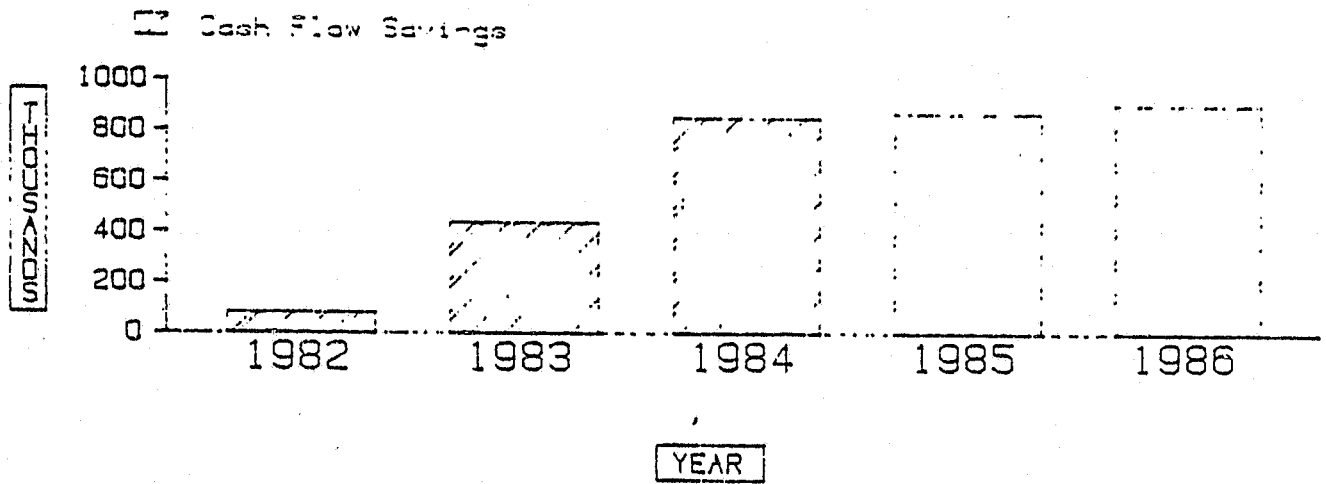
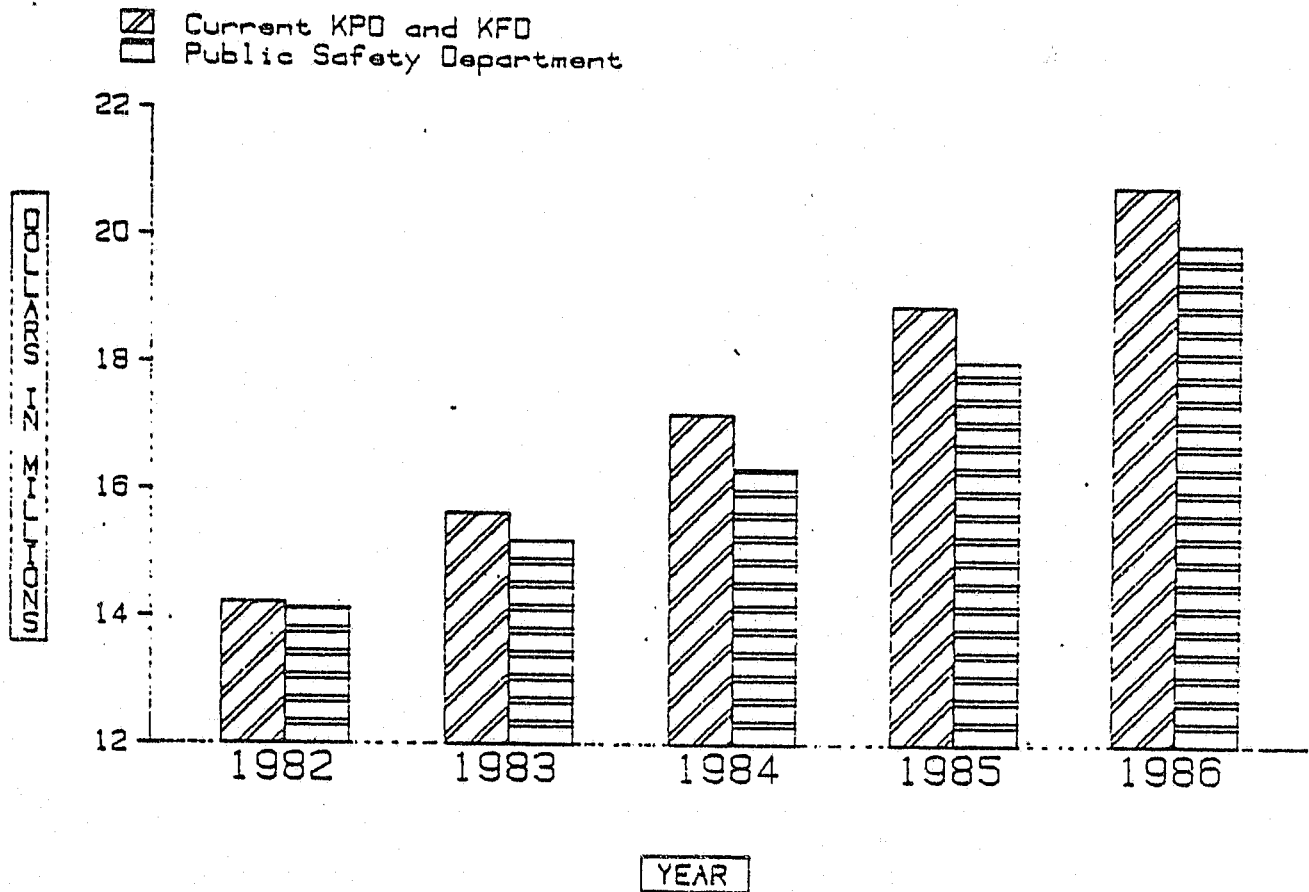
CUMULATIVE SAVINGS
1982-1986

\$3,150,053

The costs associated with the building and/or land for the two new stations are not included above. Staff costs for the two stations are included in the Public Safety Department column.

~ City of Kalamazoo ~
 Police and Fire Departments Consolidation
 Comparative Cost Analysis

Budget Analysis



STATE OF MICHIGAN
COURT OF APPEALS

KALAMAZOO POLICE SUPERVISORS' ASSOCIATION,
THE KALAMAZOO POLICE OFFICERS' ASSOCIATION,
and THE INTERNATIONAL ASSOCIATION OF
FIREFIGHTERS, LOCAL 394,

Plaintiffs-Appellees,

v

64699

THE CITY OF KALAMAZOO,
A Michigan municipal corporation,

Defendant-Appellant.

BEFORE: V.J. Brennan, P.J., J.H. Shepherd and E.A. Quinnell, JJ.
JOHN H. SHEPHERD, J.

The International Association of Firefighters (IAFF), Kalamazoo Police Supervisors' Association (KPSA), and the Kalamazoo Police Officers' Association (KPOA), voluntarily entered into negotiations with the City of Kalamazoo (City), pursuant to the Public Employment Relations Act (PERA), concerning the terms and conditions of employment that would apply to them if the City decided to eliminate its existing Fire Department and Police Department and establish a Department of Public Safety. It was understood from the beginning of the negotiations that the City was not considering maintaining separate police and fire departments or divisions with one public safety director overseeing the operations of both, but rather an integrated public safety department in which public safety officers would perform both firefighting and law enforcement functions.

Pursuant to the negotiated and ratified collective bargaining agreements, each police officer and firefighter, in accordance with seniority, may elect to be cross-trained and become a public safety officer. Those employees who elect not to be cross-trained will remain in their traditional firefighter or police officer functions. Specifically, each firefighter who does not become a public safety officer will remain on the current twenty-four hour duty cycle that clearly complies with the Fire Department Hours of Labor Act (Hours of Labor Act). MCL 123.841; MSA 5.3331.

At issue here is the hours of work provision negotiated for public safety officers. Pursuant to this provision, public safety officers will be scheduled for twelve hour work days and an average forty-two hour work week.

Following ratification of the agreements by a substantial majority of the membership of each Union, each employee was asked to sign a Notice of Intent to Enter The Public Safety Program. Of specific interest is the fact that almost half of the employees who responded in the Kalamazoo Fire Department stated that it was their intention to become public safety officers. The Notices Of Intent were executed with full knowledge of the negotiated forty-two hour work week and levels of compensation established for public safety officers.

The Unions and the City agreed to seek a declaratory judgment from the Kalamazoo County Circuit Court regarding the legality of the negotiated hours of work for public safety officers. The circuit court held that the Hours of Labor Act is applicable to the facts of this case and that the negotiated hours of work provision is in violation of the Act. From this decision all parties have joined in this appeal.

The first issue here involved is whether there exists a case or controversy such that the court may exercise its jurisdiction over this declaratory judgment action. GCR 1963, 521.1 grants circuit courts the power to declare the rights and other legal relations of any interested party seeking a declaratory judgment. It is the general rule of this state that a case or actual controversy exists where the parties seek to determine the applicability of a penal statute to the performance of their business or trade.

Because GCR 521 was intended to provide the broadest type of declaratory judgment procedure possible, and is remedial, it is to be liberally construed in order to make courts more accessible to interested parties. Commissioner of Revenue v Grand Trunk Western R Co, 326 Mich 371; 40 NW2d 188 (1949); Bloomfield Hills v Ziegelman, 110 Mich App 530; 313 NW2d 137 (1981), rev'd on other grounds, 413 Mich 911 (1982); Official Committee Comment to GCR 521.

In Strager v Wayne County Prosecuting Attorney, 10 Mich App 166, 170-171; 159 NW2d 175 (1965), it was held that a declaratory judgment is a proper remedy to test the validity of a criminal statute where that statute affects the trade or business of the interested parties.

The "trades or businesses" of all parties in this action are affected by the Act. As to the defendant, it is affected because it may be restricted in the hours it may schedule public safety officers to work and may be forced to hire additional employees if a new hours schedule must be implemented. As for the plaintiffs, the "trades or businesses" of their individual members are directly affected by the court's determination of whether the Act applies to the Kalamazoo Public Safety Department in that this decision will have an immediate impact upon their hours of work.

Further, Strager, at 171, states that affording businessmen declaratory relief in such situations without having first to be arrested is one of the functions of the declaratory judgment procedure. Defendant's City Manager and City Commissioners could be subject to fine and/or imprisonment should defendant be found to be in violation of the Act. Affording defendant some guidance so as to avoid this situation is, according to Strager, one of the functions of the declaratory judgment procedure.

Michigan courts have consistently upheld the right to seek declaratory relief where interested parties have sought the guidance of courts prior to there being an actual violation of a statute. See, Grocer's Dairy Co v Dept of Agriculture Director, 377 Mich 71; 138 NW2d 767 (1966); Arlan's Department Stores, Inc. v Attorney General, 374 Mich 70; 130 NW2d 892 (1964); Levy v Pontiac, 331 Mich 100; 49 NW2d 80 (1951); Carolene Products Co v Thomson, 276 Mich 172; 267 NW 608 (1936); National Amusement Co v Johnson, 270 Mich 613; 259 NW 342 (1935). The fact that no party is yet in violation of the Act does not deny the parties the right to declaratory relief. One test of the right to institute such proceedings is the necessity of present adjudication as a guide for interested parties' future conduct in order to preserve their legal rights. Bane v Pontiac Twp., 343 Mich 481; 73 NW2d 134 (1955); Village of Breedsville v Columbia Twp., 312 Mich 47; 19 NW2d 482 (1945); Updegraff v Attorney General, 298 Mich 48; 298 NW 400 (1941); Rott v Standard Accident Ins. Co., 299 Mich 384; 300 NW 134 (1941).

This is precisely why the parties seek declaratory relief; they seek guidance from this Court as to whether their proposed hours of work schedule would run afoul of the Act.

As a further basis for holding that there is a case or controversy ripe for decision, we point out that the Unions are willing at this time to have the agreement enforced, whereas, the City has taken the position that it will not enforce the agreement unless a court passes upon its

validity. The parties are therefore in disagreement on this vital point even though both parties wish to have the court reach the same result.

The next question relates to whether the fire department Hours of Labor Act applies to the Kalamazoo public safety department and to the hours of work established for public safety officers under the proposed collective bargaining agreement. Section 1 of the Hours of Labor Act provides as follows:

"It shall be unlawful for any municipality, or any officer or employee thereof, in municipalities which maintain or may hereafter maintain an organized paid or part-paid fire department, to require any person in the employ of the Fire Department who is engaged in firefighting or subject to the hazards thereof to be on duty in such employment more than 24 hours, or to be off duty less than 24 consecutive hours out of any 48 hour period. All persons in the employ of any organized paid or part-paid fire department who are engaged in firefighting or subject to the hazards thereof shall be entitled to an additional 24 consecutive hours off duty in every 12 day period; beginning July 1, 1966, thereby requiring firemen to work not more than an average of 63 hours per week, and effective July 1, 1967, an additional 24 consecutive hours off duty in every 6 day period, thereby requiring firemen to work not more than an average of 56 hours per week." (Emphasis supplied.) MCL 123.841; MSA 5.3331.

This Act was enacted in 1925, at a time when the concept of a public safety department was nonexistent. In 1947, this provision was amended to include the phrase "who is engaged in firefighting or subject to the hazards thereof", which amendment was clearly intended to limit or restrict the reach of this provision, in response to an opinion of the Attorney General stating that the act as then written would apply to dispatchers and clerical personnel employed by fire departments, as well as to firefighters. See OAG, 1943-1944, No. 24485, p. 76.

The hours of work provision here at issue does not violate the above-quoted statute because the Hours of Labor Act only applies to traditional fire departments, not to the hours of work of public safety officers in fully integrated public safety departments.

The Hours of Labor Act is restricted in scope to municipalities maintaining "an organized paid or part-paid fire department" and prohibits such municipalities from requiring "any person in the employ of the fire department" from working hours in excess of those prescribed in the statute. In 1925, when this statute was enacted, there was no entity such as a public safety department. Cities maintained separate police and fire departments whose functions were not intertwined. The chain of command in each department was kept completely separate, one being headed by a fire chief, the other by a police chief. Firefighters did not perform police functions and police officers did not engage in firefighting activities. The concept of a unified police/fire department was unheard of at the time.

In interpreting and applying the statute, the primary object of the court must be to give effect to the legislative intent behind the statute. Moore v Dept. of Military Affairs, 398 Mich. 324, 327; 247 NW2d 801(1976); Lee v MESAC, 346 Mich 171; 78 NW2d 309, 312 (1956); DAIIE v Comm'r of Insurance, 86 Mich App 473, 479-480; 272 NW2d 689 (1978). The legislative intent to be given effect is that of the Legislature at the time of the original passage of the act. Detroit Edison Co. v Dept. of Revenue, 320 Mich 506; 31 NW2d 809, 815 (1948); Harper v Progressive Casualty Ins. Co., 79 Mich App 764, 768; 263 NW2d 1 (1977).

The intent of the Michigan Legislature in passing this act in 1925 could have been no more than to have it apply to what are now considered

traditional fire departments since such departments were all that existed at the time. Since there were no public safety departments, the Hours of Labor Act certainly was not intended to regulate the work schedules of persons performing both police and fire functions. The statute as originally drafted, thus, must be held to apply only to traditional fire departments.

This is particularly true because the Hours of Labor Act is a penal statute, providing at MCL 123.843; MSA 5.3333, that any person violating the law is guilty of a misdemeanor punishable by fine and/or imprisonment. People v Crucible Steel Co. of America, 151 Mich 618, 619; 115 NW 705 (1908). As such, it must be strictly construed and, specifically, the term "fire department" must be strictly construed and applied. Arlan's Dept. Stores, Inc. v Attorney General, supra; Club Holding Co. v Flint Citizens Loan & Investment Co., 272 Mich 66; 72; 261 NW 133 (1925); Goetz v Black, 256 Mich 564, 573; 240 NW 94 (1932). Its meaning cannot be expanded to cover a public safety department where separate police and fire divisions are not maintained.

In 1947, the act was amended so as to limit its application only to persons in the employ of a fire department engaged in firefighting or subject to the hazards thereof. This was clearly meant to narrow the application of the statute in response to an attorney general's opinion (OAG, 1943-1944, No. 24485, p. 76), which indicated that the act as then written would apply not only to firefighting personnel but also to dispatchers and clerical employees of fire departments. This language in the act, therefore, was not intended to and does not expand the application of the statute to all persons engaged in firefighting activities but narrows the application of the statute to persons engaged in firefighting activities who are employed in traditional fire departments.

OAG, 1965, No. 4429, states that the Hours of Labor Act would apply to municipal employees engaged in firefighting activities even though the firefighting services are incorporated into a department known by a name other than "fire department or integrated with the police department and called a department of public safety, or police/fire department". For the reasons stated herein, the scope of this opinion of the Attorney General is narrower than at first appears. A careful reading of OAG, 1965, No. 4429 makes clear that the Attorney General's concern was to avoid the mere renaming of a fire department for the purpose of evading the obligations of the Hours of Labor Act. Such is not the case here, where the consolidation of the police and fire departments resulted in public safety officers performing both functions, greater protection to the citizenry, and was the result of a collectively bargained change in terms and conditions of employment.

Further, it must be noted that an opinion of the Attorney General does not have any precedential effect. Reinelt v Public School Employees' Retirement Board, 87 Mich App 769, 774; 276 NW2d 858 (1979).

The provisions of the Hours of Labor Act have been applied to a municipal public safety department in only one case, Flynn v City of Fraser, 45 Mich App 346; 206 NW2d 448 (1973). In Flynn, the act was applied only to employees assigned to the fire protection division of the city's department of public safety. Flynn, 348. Because these employees did not perform police functions, the situation in Flynn is distinguishable from the instant case, which involves public safety officers.

The holding in Flynn is therefore consistent with the interpretation of the Hours of Labor Act set forth above, that its application is limited only to employees of traditional fire departments. The employees in Flynn to whom the Hours of Labor Act was applied were employed by the fire division and performed solely firefighting functions. This is much different

from the situation in this case because the Kalamazoo public safety officers perform both police and fire functions and, further, are not employed by a separate fire division but are employed by a fully integrated department of public safety.

For the above stated reasons, the Hours of Labor Act does not apply to public safety officers employed in a fully integrated public safety department where such employees perform both police and fire functions.

The final issue in this case relates to the relationship between the above-cited Hours of Labor Act and the statute which granted public employees the right to form and join labor organizations and to negotiate in good faith with public employers regarding "wages, hours, and other terms and conditions of employment." MCL 423.215; MSA 17.1455(15). This act, commonly known as PERA, changed the framework of labor relations in this state since, prior to its enactment, public employees did not have the right to organize or to bargain collectively with respect to their working conditions.

In Local 1383, International Assoc. of Firefighters-AFL-CIO v City of Warren, 411 Mich 642; 311 NW2d 702 (1981), the Michigan Supreme Court held that PERA prevails over conflicting legislation, municipal charters, and ordinances, and that PERA must be regarded as the dominant law regarding labor relations in public employment. City of Warren decided the issue of whether a provision in a collective bargaining agreement concerning promotions, entered into under PERA, is valid and enforceable when it conflicts with provisions of a city charter and the Fire and Police Civil Service Act. MCL 38.501 et seq; MSA 5.3351 et seq; 1935 PA 78.

The Court's holding in City of Warren was that the provision in the collective bargaining agreement that conflicted with the Fire and Police Civil Service Act was valid because PERA is the dominant law in the field of public sector labor relations. This holding applies in the instant case. Michigan courts have repeatedly held that if there is a conflict between PERA and another statute, charter provision or constitutional provision affecting mandatory bargaining subjects, the provisions of PERA and Const 1963, Art 4, § 48, must dominate, permitting the public employer and employees the freedom to collectively bargain as contemplated by PERA. Central Michigan University Faculty Assoc. v Central Michigan University, 404 Mich 268; 273 NW2d 21 (1978); Pontiac Police Officers' Assoc. v Pontiac, 397 Mich 674; 246 NW2d 831 (1976); Rockwell v Crestwood School District Board of Education, 393 Mich 616; 227 NW2d 736 (1975); Wayne County Civil Service Comm. v Board of Supervisors, 384 Mich 363; 184 NW2d 201 (1971). In Central Michigan University at 279, the Supreme Court succinctly stated:

"PERA was intended by the Legislature to supersede conflicting laws * * * "

The basis for the Court's holding in City of Warren, as well as in other decisions involving the dominance of PERA, was that the Legislature in enacting the conflicting statute, prior to enactment of PERA, did not have in its mind the concept of public employee collective bargaining. See also Wayne County Civil Service Commission, supra; Rockwell, supra. The same principle that was applied to the Fire and Police Civil Service Act in City of Warren, the County Civil Service Act (MCL 38.401 et seq; MSA 15.119(1) et seq; 1941 PA 370) in Wayne County Civil Service Comm, and the Teachers Tenure Act (MCL 38.71 et seq; MSA 15.1971 et seq; 1937 PA 4) in Rockwell, applies with equal force in the instant case. In 1925 when the Hours of Labor Act was enacted, the Legislature could not possibly have contemplated collective bargaining for fire department employees.

PERA must be viewed as the dominant law regulating public employment relations because "the free administration of collective bargaining can only be achieved when all subjects of bargaining are included in the collective-negotiation process," City of Warren, 663. The hours of work for firefighters is clearly a mandatory subject of bargaining under PERA, MCL 423.15; MSA 17.455(15).

For the above reasons we hold that the collective bargaining agreement negotiated by the parties is not in violation of the Hours of Labor Act.

Reversed. No costs, a public question being involved.

/s/ Vincent J. Brennan

/s/ John H. Shepherd

/s/ Edward A. Quinnell

THE CONSOLIDATION OF
POLICE AND FIRE SERVICES
OAK PARK, MICHIGAN
1954 - 1984

Glenford S. Leonard
Director of Public Safety
December, 1983



CITY OF OAK PARK

"The City With A Future"

13600 Oak Park Boulevard

Oak Park, Michigan 48237

Telephone: (313) 547-1331

December, 1983

Mayor

Charlotte M. Rothstein

Mayor Pro Tem

Arthur Frohlich

Council

Louis Demas

Marshall C. Disner

Gerald E. Naftaly

City Manager

Aaron Marsh

City Clerk

Shirley M. Pinson

**Department of
Public Safety**

Glenford S. Leonard
Director

Enclosed is the information you requested. If you need any additional information, please feel free to contact us.

The degree of consolidation of the police and fire services in Oak Park is considered to be "complete" or "generalist" consolidation. All officers of the department receive virtually the same training in all aspects of the services. Therefore, all PSO I's are fire fighters and ambulance attendants as well as police officers. Twenty are emergency medical technicians and one is a paramedic.

The objective of consolidation in 1954, as now, was not to reduce public safety expenditures, but to improve productivity. The department has operated as a consolidated department since then and will continue to do so in the future because the system has proven to be extremely successful and efficient.

Our experience shows that the community strongly supports the organization. This has proven to be a problem in maintenance of department administration and operations because no controversy has arisen to heighten department visibility. Because of this, department needs usually have a lower priority than more visible social programs.

It is more difficult to operate and maintain a totally consolidated department than separate departments and in some areas of operation it is also more expensive. For example, we sent eleven commanders and supervisors to the National Fire Academy Cluster Program for Fire Incident Command in 1981. Most cities of our size would send only one or two officers. There are also substantial difficulties encountered when consolidating separate agencies, which arise in the collective bargaining process, the political environment and the community communications process.

Because of the dual-role functions, the city council, at that time of implementing the system in 1954, raised salaries to compensate for the work. The top salaries for members of the department on July 1, 1983 were:

PSO (Policewoman)	\$29,458
PSO I	\$31,200
PSO II Dispatcher	\$32,448
PSO II Detective	\$33,696
PS Sergeant	\$35,880
PS Lieutenant	\$39,200
PS Captain	\$42,120
PS Deputy Director	\$45,240

The above amounts do not include any fringe benefits, monetary or otherwise, such as \$365.00 hazardous duty pay, \$695.00 clothing allowance, longevity pay based on number of months of service multiplied by 8% of the annual wage divided by 252, cost of living, etc. In 1981 the longevity pay ranged from \$13.00 to \$4,185.00.

The Operations Division functions on a 4 platoon, 28 day cycle. Each platoon works 7 days of afternoon shift, has 2 days off; 7 days of day shift, has 1 day off; 7 days of midnight shift and then has 4 days off. Each officer receives an additional day off for each cycle so that the work week amounts to 40 hours. The enclosed copy of the public safety work schedule illustrates how the pattern of rotation provides 3 platoons for duty each day.

The Operations Division, the backbone of any service agency, consists of 4 platoons, each comprised of a lieutenant (station commander), a sergeant (patrol supervisor), a communications officer (dispatcher) and about 12 public safety officers. The minimum manning requirements are a commander, a dispatcher, and 3 officers in the station on all shifts to provide for emergency equipment response, and a patrol strength of at least 3 one-man patrol units on day shift and 5 patrol officers on the afternoon and midnight shifts.

Our 1980 population was 31,537. The City is 5 square miles in area and employs 69 officers and 7 civilians.

The 1983 occupancies of the buildings follow:

- 238 industrial buildings
- 217 other commercial and office buildings
- 9,587 single dwellings
- 144 multiple dwelling units containing 1,583 Units

Each commercial and industrial structure receives at least two fire prevention-crime prevention inspections each year. The inspection program also updates the emergency contact file at the dispatch center and checks for license compliance, i.e. merchant's license, liquor license, electronic games license, etc.

In November, 1959, the National Board of Fire Underwriters evaluated the Department and changed the insurance classification from 7 to 5. In July, 1970, the Michigan Inspection Bureau again evaluated the Department, and the classification remained a 5. Certain Bureau recommendations have been implemented in an effort to improve the classification. An evaluation by the Michigan Inspection Services Office in 1975 resulted in no change of status.

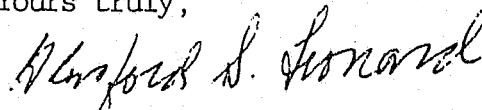
The department budget for fiscal year 1983-84 is:

Police function	\$3,897,201
Fire functions	\$ 295,245
Civil Defense functions	\$ 65,708
General Services functions (Service Officers)	<u>\$ 8,805</u>
TOTAL PUBLIC SAFETY	\$4,267,013

We have enclosed other material which will provide data, references and more detailed explanations of our operations.

We trust this information will be of service to you, and again, we extend an invitation to you and any interested individuals to visit our department and witness its operations.

Yours truly,

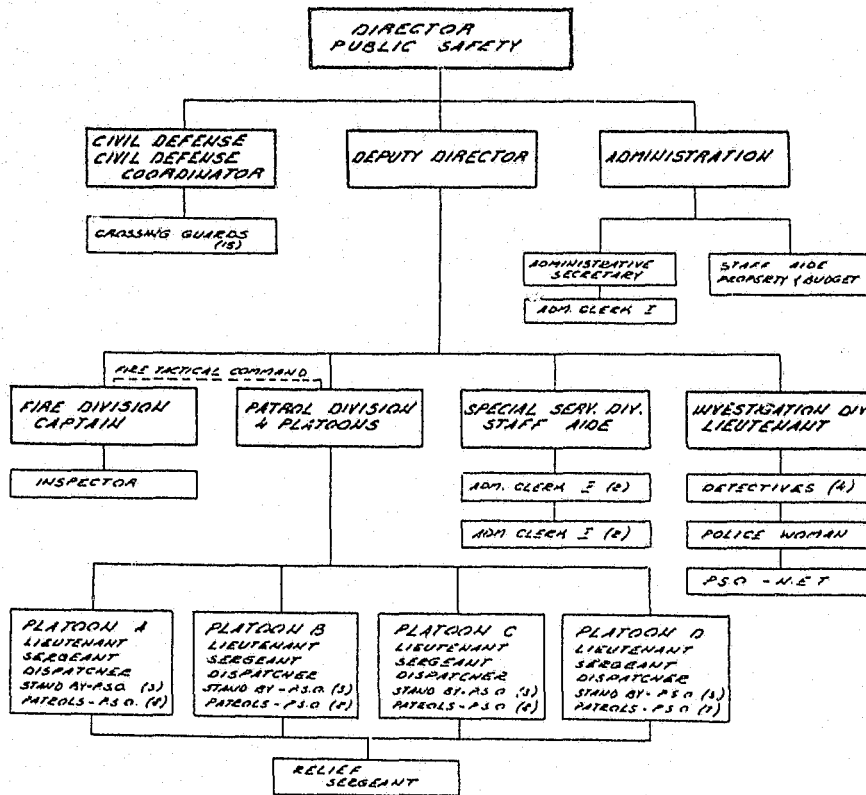


GLENFORD S. LEONARD
Director of Public Safety

GSL:jmt

Attachments:

Table of Organization
Table of Functions
Work Schedule
Calendar Year Summary
Fire-Crime Prevention Inspection Form
Bibliography Published by the Michigan Municipal League, Sept. 1980
List of Consolidated Cities
Law Enforcement Bulletin Reprint, August, 1965



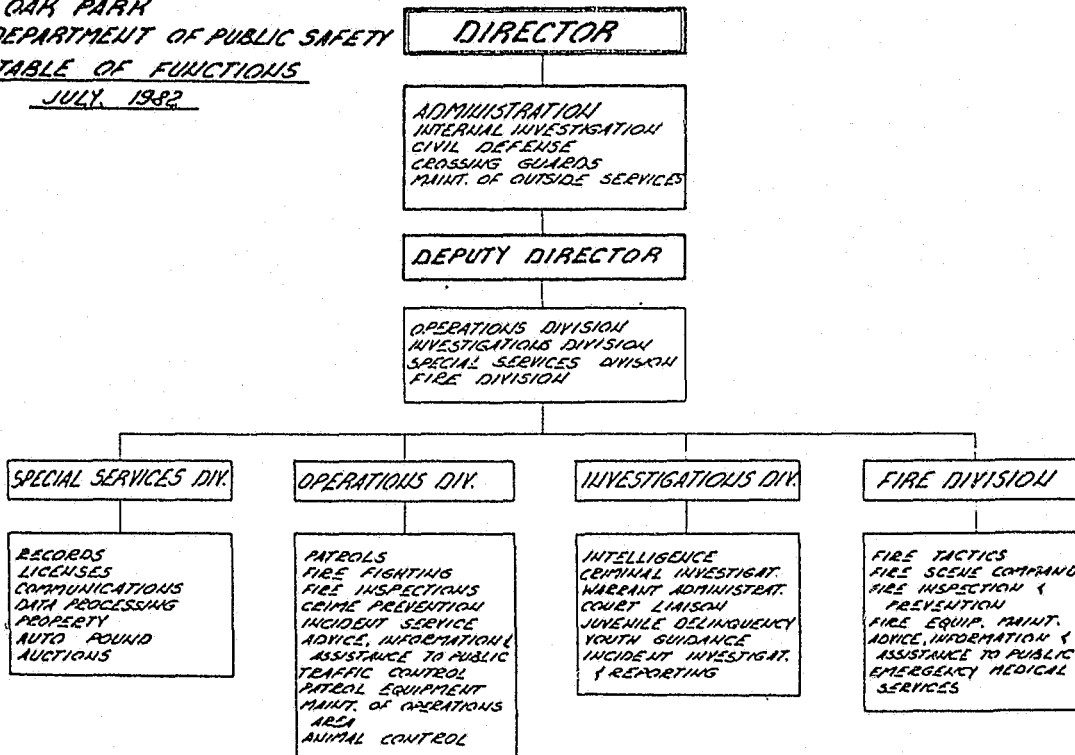
SWORN

DEPUTY	1
CAPTAIN	1
LIEUTENANT	5
SERGEANT	5
STAFF AIDE	3
DISPATCHER	4
STAND BY	12
PATROL	31
POLICE WOMAN	1
INVESTIGATOR	5
FIRE INSPECTOR	1
TOTAL	69

CIVILIAN

DIRECTOR	1
SECRETARY	1
CLERK	5
TOTAL	7

**OAK PARK
DEPARTMENT OF PUBLIC SAFETY
TABLE OF FUNCTIONS
JULY, 1982**



OAK PARK DEPARTMENT OF PUBLIC SAFETY WORK SCHEDULE MAY 9, 1983 TO JUNE 5, 1983

ADMINISTRATION

Director Leonard,
Dep. Dir. Ballou,

FIRE AND E.M.S. DIVISION

Captain Tice,

INVESTIGATIONS DIVISION

Lt. Dalton,
Sgt. Fairman,
Bolitho,
Wagner,
Ankofski,
Babbish,
Ordiway,

SECRETARY

Saylor,

EMERGENCY SERVICE COORDINATOR

Woodard,

ADMINISTRATIVE AIDE

Macka,

SPECIAL SERVICES DIVISION

Gloss,
Gross,
Freed,
Pausch,

PLATOON	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S
	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2	3	4	5
A			X	X	D	D	D	D	D	D	D	X	M	M	M	M	M	M	M	X	X	X	X	A	A	A	A	A
B						1	X	X	X	X	A	A	A	A	A	A	X	X	D	D	D	D	D	D	D	X	M	P
"C"	D	D	D	D	X	P									X	X	X	A	A	A	A	A	A	X	X	D	D	D
"D"	X	X	A	A	A	A	A	A	A	X	X	D	D	D	D	D	D	D	X	M	M	M	M	M	M	M	X	P

PLATOON "A"

Lt. Kurt,
Sgt. Bridwell,
#1. Atkinson(D),
2. Heenan,
3. Hayes,
#4. Cochran,
5. Blakeney,
6. Rubin,
*7. Krier,
8. Gundy,
9. Luxton,
10. Graustein,
11. McNeilance,
12. Bauer,

PLATOON "B"

Lt. Howell,
Sgt. Palmer,
*1. Thomas,
2. Bjornberg,
3. Heath,
4. Smith,
5. Jarchow,
6. Burns,
7. Machak,
8. Atkinson(S),
9. Gregory,
10. Karr,
11. Snavely,
12. Krizmanich,

PLATOON "C"

Lt. Bracco,
Sgt. Desimone,
1. Cain
2. Rantanen,
3. Jankowski,
4. Kraemer,
*5. Digby,
6. Grindem,
7. Strohmeyer,
8. Brackett,
*9. Cross
10. Loftis,

PLATOON "D"

Lt. Kowalski,
Sgt. Rance
1. Zielinski,
2. Gelios,
3. Hunter,
4. Carlow,
5. Butkus,
6. Hinson,
7. Rix,
9. Sh'worth,
9. Jenkins,
10. Rasschaert,
11. Skarjune,

UNASSIGNED

Florendo,

D - Days, A - Afternoons,
V - Vacations, SA - Time Off
S - School, X - Days Off,
P - 1200-2000 Hrs.,
M - Medical-Sick,

Date of Publication: April 26, 1983

OFFICERS TIME OFF SCHEDULE MAY 9, 1983 TO JUNE 5, 1983

	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	
	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	1	2	3	4	5	
Trinson(D)	V	H			H	H	H	H	H				H																
Uly					H	H	H	H	H	H	H														SA	SA	SA	SA	SA
auer																	V	V	V	V					SA	SA	SA	SA	SA
McNeilance		SA				SA							SA	SA	SA	SA	SA	SA	SA										
us										PL	PL	H																	
Trinson(S)															SA	SA			SA	SA	SA	SA	SA	H	H		SA		
Gregory	SA	SA	SA	H	H																								
a													H	SA			SA	SA	SA	H	H	H	H		H	H			
nely	H	H	H	H	H														SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	
racco						SA	SA					SA																	
emone																	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	
owski								H				SA				SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA	
ross				SA								H				H	H	H	H										
ance													SA	SA	SA				SA	SA	SA								
uffer												SA	SA	SA	SA	SA													
herinski													C	V	V	PL	PL			V	V	V	V						
utkus				H	H	H																							
i																	H	H			H	H							
h'worth						H						SA	SA	SA															
karjune		SA	SA				SA	SA	SA																				

OAK PARK DEPARTMENT OF PUBLIC SAFETY
CALENDAR YEAR

		*1953-54	1963-64	1974
Number Personnel:	Police	15	67	77
	Fire	7	0	0
	Civilian	2	4	6
	Cadet	0	3	0
Total Department Budget	*	161,375	570,437	1,591,825
Percent City Budget for Public Safety	*	22%	29.46%	27.57%
Percent Public Safety Budget for Personnel	*	79%	89%	91%
Number of Vehicles:	Police	4	11	13
	Fire	2	4	8
Offenses Part I	Homicide	0	1	1
	Robbery	3	7	59
	Rape	Unk	0	3
	Assault	4	109	205
	Burglary	67	147	367
	Larceny	222	808	1,130
	Auto Theft	8	49	163
	TOTAL	305	1,121	1,930
Percent Cleared		18%	(284) 25%	(320) 18%
Part II	TOTAL	631	1,719	3,342
Percent Cleared		62%	(1044) 60%	(1986) 60%
Motor Vehicle Accidents:	Fatal	0	1	1
	Injury	Unk	374	227
	Property Damage	Unk	864	696
	TOTAL	386	1,239	924
TOTAL POLICE INCIDENTS		2,777	9,649	15,412
	(Reported)			
Traffic Violations:	Moving	Unk	4,207	3,573
	Parking	Unk	2,315	2,579
	Miscellaneous	Unk	2,123	2,299
	TOTAL	2,093	8,645	8,451
Miscellaneous:	Operator's License	2,163	8,181	0
	Bike Licenses	Unk	1,336	1,087
	Dog License	564	1,791	2,112
Department Training Hours		Unk	1,861.30	2,825.25
Department Man Hours Training		Unk	8,151.35	9,813.75
Fires:	Building	54	193	169
	Miscellaneous	57	138	144
	False Alarms	7	1	28
	Unnecessary	7	47	41
	Resuscitator	10	141	199
	TOTAL ALARMS	128	520	581
Fires Out Before Arrival		27	162	130
Fires Out By Patrol		0	49	65
Fire Apparatus Used:	Building Fires	84	41	30
	Miscellaneous Fires		79	88
Number Times Volunteers Called		42	0	0
Number Times Off-Duty Regulars Called		Unk	5	11
Number Fire Inspections		Unk	2,181	2,974

*Fiscal Year

CALENDAR YEAR REPORT

	1953-54	1963-64	1974
Hours Fire Fighting	Unk	56.50	53:51
Population	20,000	38,000	36,700
(1) National Average Per Cap. Fire & Police Cost	10.68	19.18	(5) 50.81
Oak Park Ave. Per Cap. Public Safety Cost	8.07	13.70	43.37
(3) National Bldg. Fire/M Populations	4.5	4.1	* 5.9
Oak Park Bldg. Fires/M Population	2.7	4.97	4.6
Total Fire Loss	4,700	91,265	360,588
(3) National/Cap. Fire Loss	Unk	5.42	* 18.03
Oak Park/Cap. Fire Loss	.24	2.37	9.82
5 Year Ave. Per Cap. Fire Loss, National Including Current Year		4.64	12.58
5 Year Ave. Per Cap. Fire Loss, Oak Park Including Current Year		1.92	8.87
(1) National Ave. Police & Fire Personnel/M Pop.	2.81	2.85	(4) 3.67
Oak Park Ave. Public Safety Personnel/M Pop.	1.2	1.88	2.32
(2) No. Industrial Buildings	132	168	279
(2) Commercial Buildings	138	295	576
(2) Dwellings, Single	6,149	8,722	9,688
Dwellings, Duplex Units		256	265
Units in Apartments	8	1,152	1,464
Schools		15	14
Churches		13	13
Insurance Classification	7	5	5
(6) Assessed Valuation Total (In Millions)	21.548	54.533	195.129
Real	17.083	46.187	159.385
Personal Property	4.464	8.346	35.774
(7) Tax Rate	20.95	21.930	22.97
City Operation	14.20	20,100	19.00
City Debt	6.75	1,830	3.97

*Fiscal Year

(1) Figures from Municipal Year Book (Published Mid Year) Based on Pop. group of 25,000 to 49,999

(2) Figures based on estimate in July 1 during anniversary year

(3) Obtained from NFPA Fire Journal

(4) Based on suburban police and fire finances from Municipal Year Book (National Average 44.90)

(5) Based on population group of 25,000 to 49,999 cities reporting (Municipal Year Book)

(6) Based on population group of 25,000 to 49,999 cities reporting (Figures for 1974 and 1975 were changed to maintain consistency)

(7) Costs represents inclusion of fringe benefit package in department budget

* From Research Triangle Institute. NFPA no longer provides these rate estimates as of 1977 in Fire Journal

OAK PARK DEPARTMENT OF PUBLIC SAFETY
CALENDAR YEAR REPORT

		1978	1979	1980	1981	1982
Number Personnel:	Police	74	75	73	69	69
	Fire	0	0	0	0	0
	Civilian	7	5	5	7	7
	Cadet/Serv. Of	3	3	3	0	0
Total Department Budget		2,875,453	2,936,012	3,283,374	3,633,572	3,740,607
Percent City Budget for Public Safety		31.55%	31.64%	32.11%	20.6%	34.4%(+)
Percent Public Safety Budget for Personnel		67.45%	65.75%	72.92%	64.2%	66%
Number of Vehicles:	Police	16	16	16	16	13
	Fire	8	8	8	8	8
Offenses Part I	Homicide	4	4	1	0	0
	Robbery	64	69	114	99	112
	Rape	14	9	7	12	5
	Assault	193	257	61+	86	67
	Burglary	280	340	449	673	568
	Larceny	1,026	1,188	1,216	1,343	1,033
	Auto Theft	153	188	174	257	337
	Arson	0	0	0	0	7
	TOTAL	1,734	2,055	2,022	2,471	2,129
Percent Cleared	(362)	21%	(391)	19%	(306)	15%
Part II	TOTAL	3,299	2,221	2,462	2,584	2,023
Percent Cleared	(1,837)	56%	(641)	29%	(897)	36%
					1,019	39.4%
(As of 1980 includes only aggravated assaults)						(193)
Motor Vehicle Accidents:	Fatal	3	2	2	1	2
	Injury	232	246	223	241	187
	Property Damage	769	925	828	842	1,081
	TOTAL	1,004	1,173	1,053	1,084	1,270
TOTAL PUBLIC SAFETY INCIDENTS		17,679	16,841	16,969	17,660	14,511
(Reported)						
Traffic Violations:	Moving	3,426	3,424	3,823	2,662	2,728
	Parking	5,093	5,232	5,338	4,125	3,130
	Miscellaneous	2,799	3,214	4,386	3,009	3,203
	TOTAL	12,128	11,870	13,547	9,796	9,061
Miscellaneous:	Operator's License	0	0	0	0	0
	Bike Licenses	31	360	306	171	207
	Dog License	1,850	1,678	1,469	1,336	1,203
	Department Training Hours	2,566	2,836	2,631	3,025	3,493
	Department Man Hours Training	8,171	6,522	6,487	6,307	7,508
Fires: (Actual)	Building	72	71	69	76	91
	Miscellaneous	118	132	114	115	92
	False Alarms	11	9	5	7	3
	Unnecessary	144	161	166	157	129
	Resuscitator (EMS)	79	96	935*	956*	867*
	TOTAL ALARMS	414	469	354	355	315
	Fires Out Before Arrival	26	24	19	37	39
	Fires Out By Patrol	52	37	38	44	48
Fire Apparatus Used:	Building Fires	28	30	27	35	27
	Miscellaneous Fires	84	112	99	75	73
	Number Times Volunteers Called	0	0	0	0	0
	Number Times Off-Duty Regulars Called	7	14	13	11	13
	Number Fire Inspections	3,262	3,289	2,747	3,061	1,322

As of 1980 includes total injury requests for service/not included in fire alarms.
 *) - General Fund Budget Only

CALENDAR YEAR REPORT

	1978	1979	1980	1981	1982
Hours Fire Fighting	43	66	57	71	49
Population	32,800	32,800	31,600	31,600	31,537
(1) National Average Per Cap. Fire & Police Cost	97.14	(2) 87.13	(3) --	--	--
Oak Park Ave. Per Cap. Public Safety Cost	87.66	91.60	103.90	114.99	118.61
(2) National Bldg. Fire/M Population	5.56	5.10	(4) 4.70	--	--
Oak Park Bldg. Fires/M Population (Actual)	2.2	2.1	2.2	2.4	2.8
Total Fire Loss	359,711	705,610	517,513	1,284,050	419,750
(2) National/Cap. Fire Loss	23.15	24.42	(4) 24.08	--	--
Oak Park/Cap. Fire Loss	10.97	21.51	16.38	40.63	13.31
Year Ave. Per Cap. Fire Loss, National	18.51	19.78	(4) 20.53	--	--
Including Current Year				(669,488)	
5 Year Ave. Per Cap. Fire Loss, Oak Park	10.79	13.12	14.95	21.19	20.56
Including Current Year					
(2) National Ave. Police & Fire Personnel/M Pop.	4.21	4.32	(3) --	--	3.71
Oak Park Sworn Personnel/M Pop.	2.25	2.28	2.24	2.18	2.19
No. Industrial Buildings	295	301	312	(6) 312	238
Commercial Buildings	579	581	580	(6) 580	217
Dwellings, Single	9,671	9,671	9,671	(6) 9,671	9,587
Dwellings, Duplex Units	265	265	265	265	--
Units in Apartments	1,464	1,464	1,559	(5) 1,559	(5) 1,583
Schools	14	14	14	14	12
Churches	14	13	13	13	13
Insurance Classification	5	5	5	5	5
Assessed Valuation Total (In Millions)	195.133	205.086	234.135	291.128	277.5
Real	174.090	181.923	207.417	263.572	249.8
Personal Property	21.043	23.163	26.718	27.556	27.7
Tax Rate	26.46	26.28	26.40	24.611	24.6120
City Operation	20.00	20.00	20.00	20.00	20.00
City Debt	6.46	6.28	6.40	1.23	1.2989
Trash and Garbage Collection				2.9310	2.9310
Chapter 20 and 21 Drain Debt				.45	.3821

(1) Figures are from the Municipal Year Book, I.C.M.A.

(2) Figures questionable. Total costs rose more than the population did and yet per capita expenditures decreased.

(3) The Municipal Year Book 1981 failed to report this data.

(4) Figures obtained from Fire Journal, N.F.P.A.

(5) Includes units in duplex,

(6) May have included vacant parcel zoned for this use.

NOTE: In November, 1981, data for 1977 thru 1981 were corrected to reflect changes in source data, using All Cities. Municipal Year Book stopped providing personnel and cost data by population class in Year Book 1980.

ROUTINE FIRE INSPECTION

INSPECTION DATE: _____ TIME STARTED: _____ TIME COMPLETED: _____

OCCUPANT'S NAME: _____ ADDRESS: _____ PHONE: _____	EMERGENCY INFO: NAME: _____ PHONE: _____ ADDRESS: _____ NAME: _____ PHONE: _____ ADDRESS: _____
P.P. PERMITS _____	

LICENSE INFORMATION

MERCHANT'S LICENSE NUMBER : _____ NONE, PRECIOUS METALS LICENSE # _____

S.D.M. (Beer & Wine) # : _____ S.D.D. (Liquor) # : _____

MECHANICAL AMUSEMENT DEVICES YES NO, LICENSE # : _____

FIRE PREVENTION						CRIME PREVENTION									
EXTINGUISHERS						GOOD	POOR	UN- SAFE	YES	NO					
HOW MANY	GAUGE TYPE		GAUGE READ.		LAST DATE INSPECTED										
	YES	NO	CHARGED	DISCHG		DOORS									
CO2	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		ADEQUATE MODERN LOCKS: REAR	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
DRY CHEM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		ADEQUATE MODERN LOCKS: FRONT	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
WATER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		ADEQUATE MODERN LOCKS: SIDE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
FOAM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		WINDOWS									
ABC	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		SECURE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
OTHER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		ROOF ENTRY									
						ACCESSIBILITY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
						SECURITY	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
						VISIBILITY									
EXITS						INTERIOR LIGHTING	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
MARKED						EXTERIOR LIGHTING	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
ACCESSIBILITY OF EXT						IS INTERIOR VISIBLE FROM OUTSIDE				<input type="checkbox"/>	<input type="checkbox"/>				
VISIBILITY OF EXT						VISIBILITY OF SAFE	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
WORKING CONDITIONS						SAFE LIGHTED	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
BUILDING PROPER						VISIBILITY OF CASH REGISTER	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>						
AISLES						SECURITY									
AISLES CLEAR						NIGHT WATCHMAN				<input type="checkbox"/>	<input type="checkbox"/>				
HOUSEKEEPING						USES PRIVATE PATROL				<input type="checkbox"/>	<input type="checkbox"/>				
REMOVAL OF RUBBISH						ALARM SYSTEM									
WASTE CONTAINERS						COMMERCIAL COMPANY				<input type="checkbox"/>	<input type="checkbox"/>				
STORAGE						IN WORKING CONDITIONS				<input type="checkbox"/>	<input type="checkbox"/>				
STORAGE OF MATERIAL						NOTIFIED OF 911 USE				<input type="checkbox"/>	<input type="checkbox"/>				
STORAGE OF FLAMMABLE LIQUIDS						REMARKS: (ATTENTION FIRE MARSHAL)									
PROPER CONTAINERS															
HEATING															
HEATING PLANT PROTECTED															
HEATED BY: GAS <input type="checkbox"/> OIL <input type="checkbox"/>															
CONDITION OF EQUIPMENT															
ELECTRICAL															
ADEQUATE CIRCUITS															
PROPER TYPE & SIZE FUSES															
OUTSIDE															
EXITS CLEAR															
HOUSEKEEPING															
STORAGE OF RUBBISH															
NOTIFY CODE ENFORCEMENT: <input type="checkbox"/>															

APPROVED BY FIRE MARSHAL	INSPECTING OFFICER'S SIGNATURE	OCCUPANT'S SIGNATURE
--------------------------	--------------------------------	----------------------

MANAGING MUNICIPAL POLICE/FIRE SERVICES

Selected Bibliography On Public Safety Operations Michigan Municipal League

This Bibliography was prepared by Glenford S. Leonard, Director of Public Safety, City of Oak Park, Michigan, and noted authority on public safety management practices.

These references are designed to provide a starting point for those interested in researching the subject of alternative patterns for public safety operations. They range from the strong anti-consolidation position of the International Association of Firefighters to the idealistic models of political theorists. Careful study of these and other references on this subject is prerequisite to developing an effective action plan.

* * * * *

BOOKS:

A Frontier of Municipal Safety

Charles S. James. Public Administration Service, Chicago, Illinois, 1955. 169 p.

The New Era of Public Safety (Out of Print)

Harry W. More, Jr. Charles C. Thomas Publishing Company, 1970. 228 p.

Municipal Public Safety - A Guide for the Implementation of Consolidated Police - Fire Service.

Esai Berenbaum. Charles C. Thomas Publishing Company, 1977. 94 p.

REPORTS:

"Public Safety Departments: Combining the Police and Fire Functions", Management Information Service, International City Management Association, July 1976, Volume 8, No. 7.

Fire and Police Departments - Combining Of

Special Interest Bulletin No. 300, Revised March 1975, American Insurance Association, 85 John St., New York, N.Y. 10038.

Consolidation of Fire and Police Departments

International Association of Fire Fighters, 905 16th St., N.W., Washington D.C. 20006. This is a collection of reports, news clippings, letters, court decisions and position papers, published prior to 1977.

Richard L. Ulrich, Chief, DeKalb, Illinois Fire Department, "Public Safety in Durham", Fire Chief Magazine, a 3 part series in March, April and May, 1974.

Perry W. Scott, City Manager, Sunnyvale, California, "A Decade of Public Safety", Public Management, ICMA Journal, August, 1961.

Saving Taxpayer Dollars Through Consolidated Police and Fire Services, Citizens Research Council of Michigan, Memorandum No. 227, October, 1975. 500 Guardian Bldg. South, Detroit, Michigan 48226. 12 p.

STUDIES:

"Consolidation of Police and Fire Services in the City of Grosse Pointe, Michigan". Citizens Research Council of Michigan Report No. 250, July, 1976. 54 p.

"The Feasibility of Fire - Police Consolidation in Saginaw, Michigan". Public Administration Service, Chichago, Illinois, 1965.

"A Study and Report on the Economic and Operational Feasibility of Consolidation of the Madison Heights Police Department and the Madison Heights Fire Department". Ernest E. Fisher, City Manager, Madison Heights, Michigan, February, 1980. 133 p.

* * * * *

Also available is a series of six reports on "Alternatives to Traditional Public Safety Delivery Systems" prepared by the Institute for Local Self Government, Hotel Claremont Building, Berkeley, California 94705. Subjects include -

1. A Public Safety Employees Contractual System
2. Municipal Fire Insurance
3. Public Safety Inspection Consolidation
4. A Tale of Two Cities
5. Civilians in Public Safety Services
6. Alarm Systems Management

* * * * *

November 1983 Addendum

STUDIES:

"The Consolidation of Fire and Police Services - A Report on Public Safety for the City of Kalamazoo". The Kalamazoo, Michigan, Public Safety Committee, July 1981.

"The Feasibility of Police and Fire Department Consolidation in Canton Township, Michigan". Glenford S. Leonard and Robert F. Deadman, February 15, 1982.

LIST OF CITIES IN THE UNITED STATES AND CANADA
WHICH HAVE INTEGRATED POLICE AND FIRE SERVICES

List obtained through courtesy of J.J. Carrell, I.C.M.A., October 10, 1956, from "Integration of Fire and Police Services", C.S. James, P.A.S., Public Management, February, 1954.

1. Grosse Pointe Shores, Michigan (1980 - 3,100) 1911
2. Trois Rivieres, Quebec (57,000)
3. Huntington Woods, Michigan (1980 - 8,536) 1929
4. Sunnyvale, California (1980 - 108,000) 1950
5. Grosse Pointe Woods, Michigan (1980 - 22,233) 1944
6. Shawnigan Falls, Quebec (29,000)
7. Buena Park, California (Abandoned 1956)
8. Oakwood, Ohio (1980 - 9,000) 1927
9. Sewickly Heights, Pennsylvania (679)
10. Oak Park, Michigan (35,000) 1954
11. North Augusta, South Carolina (1980 - 16,000) 1972
12. Asbestos, Quebec (8,200)
13. Chicoutimi, Quebec (27,000)
14. Drummondville, Quebec (14,300)
15. Granby, Quebec (27,000)
16. Grand 'Mere, Quebec (11,000)
17. Foliette, Quebec (16,000)
18. Kenogami, Quebec (10,000)
19. La Tuque, Quebec (9,500)
20. Levic, Quebec (13,000)
21. Longuevil, Quebec (11,000)
22. Montreal-Est, Quebec (5,200)
23. Montreal-Nord, Quebec (14,600)
24. Rivere-du-Loup, Quebec (9,500)
25. Ste-Agatha-des-Monts, Quebec (5,000)
26. St. Jean, Quebec (19,000)
27. St. Jerome, Quebec (23,000) (Abandoned 1950 after 30 year operation)
28. St. Joseph d'Alma, Quebec (8,000)
29. St. Laurent, Quebec (20,000)
30. Salaberry-de-Valleyfield, Quebec
31. Sorel, Quebec (15,000)
32. Thetford Mines, Quebec (15,000)

Partial list of cities which have adopted some form of combined police - fire service since 1954, (Compiled by G. S. Leonard).

33. Dearborn, Michigan (112,000)
34. Evanston, Illinois (75,000)
35. Elgin, Illinois (48,000)
36. Laramie, Wyoming
37. Glencoe, Illinois (1980 - 10,675) 1954

38. Winston-Salem, North Carolina (1980 - 133,000) 1957
39. Lapeer, Michigan
40. East Kildonan, Manitoba (22,000)
41. Fort Lauderdale, Florida (63,000)
42. Fox Point, Wisconsin (1980 - 8,000) 1959
43. Milton-Freewater, Oregon (4,200)
44. Beverly Hills, Michigan (1980 - 13,508) 1958
45. Gibraltar, Michigan (1980 - 4,500) 1960

Following list, additional to above, obtained from "Combined Police and Fire Services for Medium-Sized and Small Cities", published by Missouri Public Expenditure Survey, February, 1960. Populations are recent official estimates.

46. Cap-de-la-Madeleine, Quebec (22,000)
47. Champaign, Illinois (46,000)
48. Chicago Heights, Illinois (29,000)
49. Edgewood, Pennsylvania (5,000)
50. Lake Alfred, Florida (1980 - 3,000)
51. Mount Royal, Quebec (16,000)
52. Nome, Alaska (1,800)
- * 53. Oregon City, Oregon (14,500)
54. Palmer, Alaska (1,800)
55. Park Forest, Illinois (28,000)
56. Rimouski, Quebec (15,000)
57. River Hills, Wisconsin (1,200)
58. St. James, Manitoba (27,000)
59. St. Lambert, Quebec (14,000)
60. Ste. Fay, Quebec (13,000)
- * 61. Shorewood, Wisconsin (1980 - 15,000) 1966
62. Franscona, Manitoba (10,000)
63. Valleyfield, Quebec (25,000)
64. Waukegan, Illinois (46,000)

* - 1960 research by Dale McNeil indicates that these cities have no form of integration

Following information obtained from Police-Fire Integration in Michigan, Michigan Municipal League Information Bulletin No. 95, December, 1960 (Cost \$2.50)

65. Boyne City, Michigan (2,800)
66. Centerline, Michigan (1980 - 10,379) 1953 and 1980
67. Fremont, California (27,000) (Abandoned May, 1958)

68. Essexville, Michigan (4,600)
69. Garden City, Michigan (38,000) (Abandoned, unknown date)
70. Manistique, Michigan (1980 - 4,500) 1960
71. Highland Park, Illinois (20,500)
72. Edina, Minnesota (25,000)
73. Spartanburg, South Carolina (41,600)
74. St. Laurent, Manitoba (300)
75. Hawthorne, California (31,504) (Abandoned, unknown date)
76. Monterey Park, California (31,000) (Abandoned, no start)
77. Sanger, California (7,733) (Abandoned, unknown date)
78. Melvindale, Michigan (13,000) (Abandoned, 1947)
79. West Miami, Florida (6,500) (Abandoned, no start)
80. Lincoln, Nebraska (99,000) (Abandoned, three months)
81. Sherbrooke, Quebec (62,000) (Abandoned, 1942)

Following list compiled by independent research by G.S. Leonard

82. Danville, Virginia
83. Hollywood, Florida (35,000) 1960 (Abandoned after three weeks)
84. Augusta, Kansas (1980 - 7,100) 1960
85. Aiken, South Carolina (1980 - 15,000) 1960
86. Des Peres, Missouri (1980 - 8,000) 1961
87. Peoria, Illinois (1970 - 127,000) (Later abandoned)
88. Durham, North Carolina (1980 - 102,000) 1971
89. Gladstone, Missouri (1980 - 30,000) 1968
90. Mexico, Missouri (1980 - 12,700) 1973
91. Escanaba, Michigan (1980 - 16,000) 1975
92. Flagstaff, Arizona (1982 - 34,600) (Terminated in 1976)
93. Clifton, New Jersey (83,000) 1968
- 94.. Chapel Hill, North Carolina (1980 - 25,537) 1975
95. Bayside, Wisconsin (1980 - 4,600) 1956
96. Rosemont, Illinois (5,000) May 1, 1975
97. Bloomfield Hills, Michigan (1980 - 4,000) 1957
98. Wayne, Michigan (21,054) July 12, 1975
99. Farmington, Michigan (1980 - 12,500) 1956
100. Grosse Pointe, Michigan (6,050) 1976
101. Fraser, Michigan (1980 - 13, 987) 1972
102. Blackman Township, Michigan (1980 - 17,000) 1981

1968 Research by J. Michael Dover, Institute of Government, University of Georgia, adds the following jurisdictions:

103. Ormono Beach Florida (11,000)
104. Cupertino, California (12,000)

- 105. El Dorado, Kansas (13,000) 1964
- 106. Mountain Brook, Alabama (15,000)
- 107. Maple Heights, Ohio (35,000)

The following municipalities were compiled by the Missouri Department of Public Safety in 1982. From Appendix F, Consolidated Departments; Letter of July 13, 1982 from Director Edward D. Daniel

- 108. Brown Deer, Wisconsin (1980 - 14,500) 1967
- 109. Burnsville, Minnesota (1980 - 35,000) 1967
- 110. Coyce, South Carolina (1980 - 12,000) 1973
- 111. Highland Park, Texas (1980 - 10,133) 1977
- 112. Lake Forest, Illinois (1980 - 15,600)
- 113. Maryville, Missouri (1980 - 11,000) 1969
- 114. Oakland Park, Florida (1980 - 22,500) 1974
- 115. Quincy, Florida (1980 - 8,400) 1956
- 116. Sikeston, Missouri (1980 - 16,500) 1976
- 117. Town & Country, Missouri (1980 - 4,000) 1963
- 118. Wisconsin Rapids, Wisconsin (1980 - 18,700)
- * 119. Alamogordo, New Mexico (1980 - 23,035) 1966
- * 120. Chesapeake, Virginia (1980 - 104,000) 1969
- * 121. North Little Rock, Arkansas (1980 - 60,040) 1976
- * 122. Ottawa, Kansas (1980 - 10,000) 1976
- * 123. Parsons, Kansas (1980 - 12,000) 1970
- * 124. Ritchfield, Minnesota (1980 - 43,000) 1973
- * 125. St. Louis Park, Minnesota (1980 - 47,000) 1964
- * 126. Texarkana, Arkansas (1980 - 21,000) 1975

* Indicates departments verified as consolidated from other sources

Independent research by G.S. Leonard, 1983 added the following:

- 127. Kalamazoo, Michigan (29,700) 1983, Management Information Service Report, Vol. 14, No. 11, November 1982, I.C.M.A.
- 128. Albion, Michigan (11,000) 1982
- 129. West Jordan, Utah (27,000) 1980
- 130. Berkley, Michigan (19,000) 1983
- 131. Kinross Township, Michigan () 1979
- 132. Kingsford, Michigan (5,000) 1978
- 133. Gladstone, Michigan (5,000) 1978

GLENFORD S. LEONARD
Director of Public Safety,
Oak Park, Mich.

The December 1956 issue of the FBI Law Enforcement Bulletin carried an article entitled "Integrated Police and Fire Services in Oak Park, Mich.," written by Director Leonard. The article concerned the consolidating of police and fire department functions of Oak Park into one agency. In the following article the author discusses the changes which were made and evaluates the effect of the consolidation on the police services in his community.



Police officer records instrument calibration in radiological exercise.

A REVIEW OF CONSOLIDATED POLICE-FIRE SERVICES

In the last 8 years, many changes have taken place in Oak Park. The city has matured, and the maturing process has refined many methods of operation. The refining process has also reinforced the concept of the consolidated services, and we have been able to identify the historical reasons for its success.

Oak Park is now a town of about 10,000 people. Its original character of fine homes and the social-ethnic-

economic composition of its population have remained unchanged. An appreciable increase in population is not expected in the immediate future, since the last surge of dwelling development is now being experienced. This development became possible with the alleviation of drainage problems in a 12-community area.

The business composition of the town has changed. We now have over 500 commercial and industrial

buildings, and the first structure over two stories in height has been completed. We anticipate the erection of several more high-rise buildings.

Interest and Anxiety

The consolidation of the public safety services still evokes a degree of curiosity from many municipalities. It also generates a great deal of anxiety, principally from agencies and institutions whose prime interest is

fire protection. Generally, both the interest and antagonism center on the resolution of three problems:

1. How much money is saved?
2. Will insurance rates increase?
3. What size city can consolidate?

These problems are largely academic. Even after observing the progress of consolidated services during the past 10 years, the question of how much money can be saved is unanswerable, and the development of a program of this nature for the sheer sake of saving money is untenable. Actually, we can determine the amount of money saved only by comparing the number of personnel assigned to strictly firefighting duties with the number for which we are given credit by the National Board of Fire Underwriters. We have the equivalent of 12 men who are assigned to engine operator duty on a four-platoon basis. The National Board of Fire Underwriters has given our department credit for a first-alarm response of seven men. On a three-platoon system, a 7-man response would require a 21-man cadre. Thus, there is a raw personnel saving of nine men, or a monetary saving of over \$50,000 annually.

Misconceptions

The question of insurance-rate increases only reveals many misconceptions concerning grading and rating by the State rating bureaus and the National Board of Fire Underwriters. It is alleged that the consolidation of the services will increase the insurance rates. Investigations fail to reveal a single jurisdiction in which this rate increase has been experienced as a result of consolidation. Actually, the city of Oak Park, as well as at least two other cities, has received improved deficiency gradings subsequent to consolidation, although this improvement could not be credited to the program of consolidation.

The third question as to what size city could consolidate is moot. We have found that consolidation is a matter of definition. The only common elements among the cities which have any type of consolidation are their relationship in concept and structure and the fact that they make every attempt to utilize all personnel and equipment to the greatest possible advantage. Many small communities are credited with having consolidated services when the extent of the organization is merely the equipping of patrol units with first aid firefighting equipment and the training of patrolmen in basic firefighting practices. The law in Michigan now requires certain police-patrol vehicles to carry a specific type of fire extinguisher. It is merely a matter of definition whether these police officers might be called the product of consolidated services.

Changes in Fire Protection

The purpose of this article is to outline the effect of consolidation on police services, but it would not be complete unless a brief explanation of changes in the fire-protection capacity is made.

The department has increased its equipment status from two engines to four engines and is considering the replacement of one of the engines with elevated platform apparatus.

In 1959 a special team of engineers from the National Board of Fire Underwriters inspected our city for regrading purposes. This in itself is an unusual practice, since towns of less than 40,000 population in Michigan are graded by the Michigan Inspection Bureau, a State grading agency. The city was regraded from a class 7 to a class 5 as a result of this inspection.

Our fire training program has been reinforced by the development of a training manual which includes pre-attack plans for all major buildings.

This training is given to each platoon for 2 hours each week, and officers who are called in to relieve the patrols during the training program are paid an hourly rate of \$3.30 for this extra time. Basic evolutions are repeated frequently. No fireman can gain enough experience by firefighting because too few of them respond to enough fires annually to give them any depth of knowledge of operations. Effective fire experience can be developed only through the training process of repetition and drill.

The inspection program has been improved by consolidation. Each patrol district officer must complete one fire inspection daily during the weekdays. This inspection is a combined burglary, crime, and fire prevention inspection. Recommendations are followed up by the public safety officer who is assigned to full-time inspection work, and subsequently by the fire marshal himself, if necessary. A byproduct of this inspection program is the development of a helpful public contact of the officer with a businessman, under better circumstances than those of the ordinary police contact. This inspection program results in 2,500 building inspections a year.

Problems of Municipal Finance

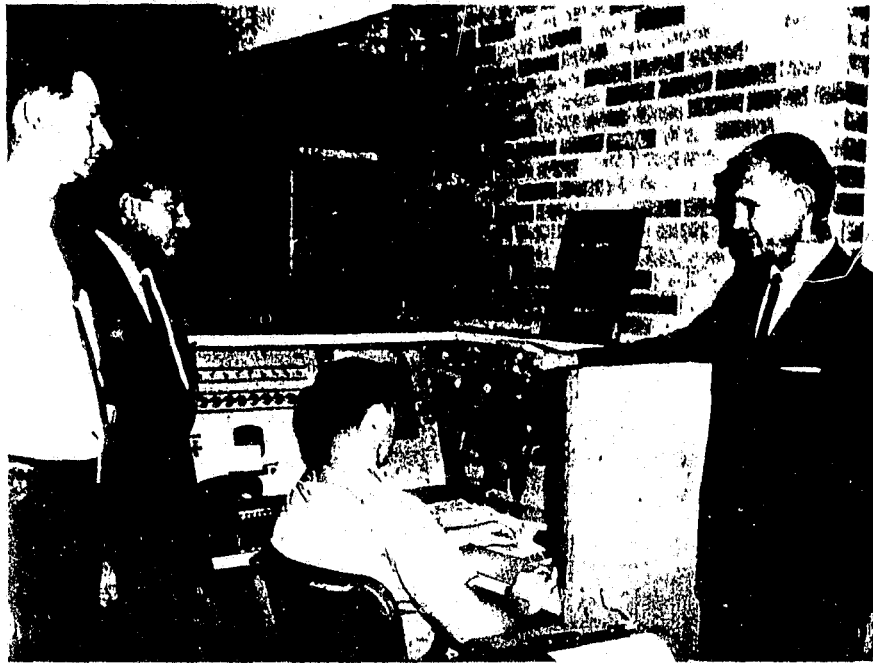
Many communities seek a program of consolidation to solve financial problems, and many administrators feel that consolidation is the only practical means of providing public safety services more effectively.

This is not necessarily the case. In Oak Park, we are just beginning to study the impact and the problems of federation of several small communities for the provision of the very special and necessary fire protection services. A preliminary study has shown that of the 14 contiguous communities, there are at least four in which fire departments are not necessary, if neighboring departments

would respond to their calls under a regional fire-fighting plan. The waste of apparatus in this area is considerable, and the shortage of manpower resulting from our independent organizations and our jealous retention of municipal authority is too great to go unexamined much longer. The assignment of present firemen to a regional organization would improve company manning of the necessary stations, and the elimination of excess engine companies would allow the regional organization to provide necessary specialized equipment, such as ladders and elevated platform apparatus. There is no rationale whatever for every community, no matter how small, in a metropolitan complex similar to our northwestern Detroit suburbs, to maintain separate and autonomous firefighting institutions.

A Pitfall

One possible weakness in the consolidation of police and fire services has never been exploited by the opponents of the concept. In my opinion, the very success of such a consolidation should be of utmost concern to each police and fire administrator involved. However, the successful administrative accomplishment of the merger is only half the battle. A real danger exists in the possibility of deterioration in the protective services. During the transition, leadership must be aggressive, and provisions must be made to keep training, morale, and operations at a peak. The public should be kept informed of the progress, and service to the community should not be delayed nor neglected. Too frequently, the police and fire services are the whipping boys for budget experts. Unless the administrators of these two services can prove the effectiveness of their operation and the validity of their existence and emphasize the prime historic role of these two services in the life of our democracy.



Officers of Oak Park Defense Council observe police cadet at alternate communications console. Director Leonard explains system.

Political interference can be more deadly in a program of consolidation than it has been demonstrated to be in traditional police and fire functions.

Efficiency and Economy

There are few valid measurements of consolidated police and fire protection efficiency. Comparisons with similar organizations do not meet the demands of logic. Measurements used by opponents to show that consolidation in Oak Park has failed are

derived from the same data we use to prove efficiency and economy. The opponents, unfortunately, recite the raw cost increases which have occurred in our budget in the past 10 years, which is now almost four times as much as it was when the program started. They never probe deeper.

An appropriate measure of efficiency and economy would be the examination of Oak Park trends per capita in cost of public safety services, manpower per thousand population, 5-year crime rate increases,

Oak Park tactical unit in close order drill. This unit is trained to handle civil disorders.



building fires per thousand population, and 5-year fire loss per capita, as compared to the national medians in the same population group over the past 10 years. I can think of no other manner in which such measurements can be made.

The cost per capita for police and fire services in Oak Park 10 years ago was \$8.07. Today, it is \$13.70. It has increased \$5.63 in a decade. The national median cost of police and fire protection in our population group 10 years ago, was \$10.68. In 1963, it was \$19.18. Thus, in the last 10 years the national cost per capita has increased \$8.50. This is an increase of \$2.87 per capita more than in Oak Park. Personnel per thousand population in Oak Park has increased from 1.2 to 1.88 in the last 10 years. The national median for cities in our population group has increased from 2.81 to 2.85 in the same period. Thus, the ratio of men per capita in Oak Park has increased more than the national figure but is still significantly lower.

The number of building fires per

thousand population has grown from 2.7 to 4.97 in the past 10 years in Oak Park. During the same period, the national median building fires per thousand population was 4.5, 10 years ago, and 4.1 at the end of 1963. The Oak Park per capita fire loss over the last 5 years was \$2.30, while the national average per capita fire loss was \$5.42 in 1963. A logical deduction from these statistics would be that while we are experiencing more fires per capita, we have been doing a very good job of reducing the fire loss. Actually, the increase of Oak Park building fires per thousand over the national figure could mean, of course, that our reporting standards are more rigid than those of the average town.

Effect of Consolidation

The police services have changed considerably in the past 8 years. It is doubtful that the changes can be attributed solely to consolidation, except as they may be affected by increased patrol strength. Many of them are the result of reductions of budget com-

petition between the police and fire department, more efficient use of administrative staff and facilities, and better public relations from positive action more commonly related to fire-fighting and fire prevention services. The latter includes first aid, rescue work, on-the-spot fire inspections, and the performance by officers of functions which are generally more publicly palatable than the repressive functions of law enforcement work.

This article will examine the changes in the two areas of administration and operations which are a byproduct of consolidation.

The office of the director is now administered by the director and two staff aids. One staff aid is responsible for the functions of personnel and training. Another is the civil defense coordinator, who is responsible for carrying out the municipal civil defense objectives under the direction of director of public safety and who is also designated as the director of civil defense by the city council. The city receives matching funds under Public

INVESTIGATORS' AIDS

YOUR SIDEARM

Keep your gun perfectly cleaned and oiled. Inspect its mechanism frequently to see that it is in serviceable condition. Make certain that your weapon is instantly available for use.

PRIVACY WHEN NEEDED

The large reception room on the ground floor of the new headquarters of the Eugene, Oreg., Police Department has the usual counter behind

which various complaints are received from the public. However, for persons who desire not to make their complaints in the main waiting room, there are two small private rooms with partitions and doors sealing them off from the public area.

This innovation has met with notable success in the community, and Chief of Police Harold A. Ellsworth states it has contributed to the receipt of many complaints which might otherwise never have been brought to the attention of his department.

LATENT IMPRESSIONS

The beam of a flashlight played over the surface of an object may frequently show the location of latent impressions, although this is not an infallible test for their presence.

WOOD EXAMINATIONS

Examination and comparison of wood specimens are handled by FBI wood technologists. A reference file of standard North American woods is maintained by the FBI Laboratory.



An officer demonstrates resuscitator to Chile National Police who toured the Oak Park Department while on official visit to the United States. Observing is Fire Marshal Edmund Nowak.

Act 85-606 for the staffing and administration of the municipal civil defense program.

Significant changes in the records system include the use of a Key-Sorter system for case report control, tabulation, and the development of small district data. The department has not yet been able to justify the acquisition of more sophisticated electronic data-processing equipment.

Changes in Table of Organization

The department has achieved its goal of having a lieutenant in command of each platoon, with a sergeant under his direction to supervise the field operations. The special services division is now headed by a lieutenant rather than a sergeant, and a lieutenantcy has been approved for command of the Youth Bureau.

The present table of organization is that which was conceived in 1956,

except that the Youth Bureau is now placed under the command of the operations division commander, rather than the Detective Bureau commander.

The department has 76 employees. This includes an administrative staff of three clerks, one secretary, and five cadets. The department also has three officers working under the command of a lieutenant in the investigations division. One of these is assigned to court liaison, service of warrants, and the final preparation of municipal court cases.

The Youth Bureau staff has been doubled by adding one officer. This bureau works closely with the Citizens Youth Guidance Board in referring predelinquent juveniles to appropriate agencies, rather than through the probate court.

The consolidation of services has also affected the training capacity of the department. The need for a well-

developed training program is obvious in a department whose operations are subject to closer scrutiny than the traditionally organized department. Thus, with the reduction of competition between police and fire department budgets, we are able to use about 1 percent of our annual budget for training. This percentage represents only the amount spent in actual registration, travel, and room and board during training programs. It does not include the actual performance budget cost of the program, which is more accurately represented by adding the cost of providing department instructors, the acquisition of equipment, the provision of utilities and the training rooms, other related costs, and the salaries of the students.

The department has cooperated with other south Oakland County departments in presenting a 176-hour course in criminal investigation tech-

niques. The program is implemented with the assistance of the Detroit Office of the FBI and is directed by two officers from departments using the service. It has been given in south Oakland County on three occasions and has been extended in practically identical format to the eastern and southwest Wayne County police departments. The presentation of this school is a fine example of the use of mutual resources to solve mutual problems. Attendance at the school is limited, and we serve as many as 15 communities in each of the schools.

Consolidation of the services also required us to provide a 5-week academy program within the department. This supplements the 6-week Metropolitan Police Academy recruit program and the 1-week firefighting program given at the University of Michigan.

Civil Defense Role

The assignment of the department as the agency for administering the municipal civil defense program in Oak Park has resulted in the development of training programs oriented to the civil defense role of police and firemen. All officers have been trained in a 16-hour course in radiological monitoring and defense. Radiological monitoring equipment is kept on a ready basis at the duty lieutenant's office for use in any industrial or transportation accidents involving radioactive materials.

Communications

The consolidation of police and fire services, with the subsequent assignment of the civil defense responsibility to the Department of Public Safety, has made it possible to fill the emergency role of the police and fire services more adequately. The new public safety building, completed in November 1961, included the development of an emergency operations center in the basement. This center has a fallout protection factor of 100

and is designated as a shelter by the Office of Civil Defense, Department of Defense. The basement is used primarily as a training area with a collateral use as an emergency operations center. Emergency decontamination areas and stations for the administration of the civil defense functions of all the city departments, as well as utilities, are furnished in this basement area. All of the municipal radio system transmitters and receivers are located here, and normal police, fire, utilities, and public works frequencies are operated by remote dispatch points from this area.

The central city telephone switch room provides prime telephone facilities for the city complex. A 12-trunkline alternate telephone system, including a switchboard and 30 telephone stations, is installed in the basement. With matching funds for the center and administration under PA 85-606, the city is able to provide this alternate service for only \$30 a month.

The salaries of the department personnel have been raised about 2½ percent annually. The starting salary now is \$5,486, with a top pay of \$6,838 in 42 months. This represents

a fairly competitive pay range for Michigan, although it is still not top pay in the State.

Officers now receive \$4.45 per hour when called back to duty in emergencies. Up to 1964, the practice was to give the man \$3 for the first hour and \$2 for every hour or fraction thereafter for emergencies. This was the same rate that the volunteers were paid.

Standards of Performance

Since the 1956 revision, the department has also established minimum standards of performance which are required of each officer before he is qualified for otherwise regularly scheduled merit pay increments. We require that each man fire a minimum score of 180 with his service revolver on the NRA pistol course. He is also required to qualify twice annually with a minimum score of 60 percent in the Camp Perry Practical Pistol Course. Officers who fail to qualify are ineligible to receive additional pay increments until they meet this standard.

The department has also established a system of semiannual evaluations during which platoon commanders



Oak Park officers work with local National Guard unit in radiological accident exercise.

August 1965



Members of south Oakland County police agencies work with medical personnel in disaster identification exercises in Birmingham, Mich.

and supervisors at each echelon evaluate the officers' work in the areas of judgment, ability to get along with other officers and citizens, quality of work, proficiency, personal appearance, emotional stability, interest, and production. This is a subjective rating and is only part of a total process by which merit performance may be judged. The supervisors' evaluation leaves a lot of room for purely subjective appraisals. This system has been supplemented by a performance index.

The performance index is obtained by assigning weighted values to a number of patrol functions which are performed frequently enough to provide statistical validity. The index is developed quarterly so that each officer, working the usual schedule of rotation, has an opportunity of exposure on all three shifts, during which the police problems differ greatly. The quarterly element also considers seasonal changes in the nature of the exposure to police functions. The index is obtained by multiplying the weighted values for each of the normal functions by the number of functions, and dividing the product by the patrol hours which the officer logs during the period. The result is the work index per patrol hour. This provides us with an objective appraisal of the amount of work produced as related to exposure, which is measured by patrol hours.

Since there is widespread opposition to the consolidation of the police and fire services, operations of departments using this system are closely watched by many factions. This pressure stimulates greater efforts to provide better service. To meet this pressure, our department has explored some operational innovations and has supplied emphasis on some which are not traditional police functions.

One of these operational responsibilities is the provision of an ambulance service. In the early days of consolidation, every patrol unit was a station wagon equipped with a stretcher. Now, the ambulance is kept at the station, except when work demands require additional patrol services, in which case the ambulance is put on the road in a patrol district. Officers responding to calls for ambulance service have complete authority to determine whether or not the department ambulance will be used to transport the victim. Where transportation does not seem advisable, professional ambulance services are called. The city makes no charge for these services.

Personnel Distribution

The department is also exploring the problems of personnel distribution in accordance with the needs which are demonstrated by our small district data records. Experience has shown that 50 percent of the man-

hours involved in handling police and fire incidents occur between 2 p.m. and 10 p.m. We have alleviated the workload of district officers during these hours by assigning one extra car for handling accidents and other incidents. The development of this data indicates that during certain hours of the day the demand for police assistance is at an absolute minimum. However, because of the consolidation of the services and the demand that a minimum number of firefighters be available at any time, the department has to maintain a fairly stable manning pattern.

We are now using the small district data, with a value weight assigned to incidents on the basis of average time of investigation and reporting, which we established during a time study in the summer of 1964 for the relocation of patrol district boundaries during different periods of the day.

The city and the department are actually quite small for the application of such data, but the increasing demands for manpower and equipment make it impossible for us, as well as other departments, to keep pace with our needs by merely adding men. Thus, we feel it is necessary, even in our small departments, to supply the manpower when and where the need is greatest.

First Aid Firefighting

Aside from the crime and fire inspections done by patrol district officers, one of the most unique features of the consolidated operation is that of first aid firefighting. In our 10 years of experience, we have discovered that of the actual fires, one-third are extinguished by the occupant or are out before the arrival of officers, one-third are extinguished by patrol officers using first aid equipment, and the remaining one-third are extinguished by fire apparatus.

I strongly suspect that this ratio might hold true in most cities of sim-

ilar structural composition. It is logical then to assume that most patrol officers, who are generally on the scene ahead of fire apparatus, could do a very effective job of controlling incipient fires and in making rescues if they were trained and equipped to know and exercise their capacities and limitations.

The department is not equipped to handle large fires, except on a mutual aid basis. However, neither is any other department in a city of comparable size and composition. The savings represented by good, early fire attack by trained patrol officers can only be estimated as very substantial.

There is considerable dialog occurring in the police service now as to the application of fire apparatus to mob incidents. Experience has shown that this is not always a wise application, but at times such application may become necessary. Many police administrators who are wrestling with this problem have found it impossible to coordinate their efforts with fire department commanders, and, in some cases, city administrators have refused the police the assistance of special fire equipment. This conflict does not occur in our department, and the decision as to whether to apply fire equipment in any incident is a decision which can be made by the tactical commander without delay.

The success of any department might be measured by the success of its officers. We have had a large percentage of turnover, probably greater than most departments of our size. In 3½ years we have lost 28 men for a variety of reasons. However, we must assert that the consolidation of our police and fire service and the success of the concept are apparent to many responsible city administrators, because of the positions held by young men who have worked with us. Five men have become department heads within a short time of leav-

ing our department, or left the department to become department heads elsewhere. All of these men have reached the top of their profession between the ages of 30 and 40 years.

These men, and others like them,

have been the key to the successful consolidation of services in our city. This achievement—gained under adverse conditions and circumstances—is a tribute to their dedication and loyalty.

August 1965

STATE OF MICHIGAN
EMPLOYMENT RELATIONS COMMISSION
LABOR RELATIONS DIVISION

In the Matter of:
CITY OF OAK PARK,
Respondent

-and-

Case No. C70 H-141

OAK PARK POLICE OFFICERS ASSOCIATION,
and PAUL McGEE, AN INDIVIDUAL
Charging Parties

DECISION AND ORDER

On December 15, 1970, Trial Examiner Shlomo Sperka issued his Decision and Recommended Order in the above-entitled matter, finding that the Respondent, City of Oak Park, had engaged in, and was engaging in, certain unfair labor practices and recommended that it cease and desist therefrom and take certain affirmative action as set forth in the Trial Examiner's Decision and Recommended Order attached hereto.

The Trial Examiner's Decision and Recommended Order was issued and served upon the interested parties in accordance with Section 16 (b) of Act 336 of the Public Acts of 1947, as amended. The parties have had an opportunity to review said Decision and Recommended Order for a period of at least twenty days from date of service on the parties, and no exceptions have been filed by any of the parties to the proceedings.

ORDER

Pursuant to Section 16 of the Act, the Commission hereby adopts as its Order, the Order recommended by the Trial Examiner.

MICHIGAN EMPLOYMENT RELATIONS COMMISSION
(formerly Labor Mediation Board)

/s/ Robert G. Howlett

Robert G. Howlett, Chairman

/s/ Leo W. Walsh

Leo W. Walsh, Commission Member

/s/ Morris Milmet

Morris Milmet, Commission Member

Dated: January 13, 1971

STATE OF MICHIGAN
EMPLOYMENT RELATIONS COMMISSION
LABOR RELATIONS DIVISION

In the Matter of:

CITY OF OAK PARK,
Respondent

- and -

Case No. C70 H-141

OAK PARK POLICE OFFICERS ASSOCIATION,
and PAUL McGEE, AN INDIVIDUAL,
Charging Parties

APPEARANCES

Nussbaum, Stacey & McEvoy, of Southfield, Michigan
by Walter S. Nussbaum, Esq. for the Charging Party

Burton R. Shifman, Esq., of Southfield, Michigan for Respondent

TRIAL EXAMINER'S DECISION AND RECOMMENDED ORDER

Pursuant to Section 16 of the Public Employment Relations Act (Act 336, Public Acts of 1947, as amended; M.C.L.A. 423.216, M.S.A. 17.455 (16)) herein referred to as PERA or the Act, this matter came on for hearing in Detroit, Michigan on September 22, 1970, before Shlomo Sperka, a Trial Examiner of the Michigan Employment Relations Commission, herein referred to as the Commission. The Charge in this case was filed on or about August 18, 1970 by the Oak Park Police Officers Association, and Paul McGee, an individual, the former herein referred to as the Charging Party, alleging that the City of Oak Park, herein referred to as Respondent, has engaged in and is engaging in unfair labor practices within the meaning of Section 10 of PERA. Complaint and Notice of Hearing by the Commission issued on August 18, 1970.

At the hearing on the complaint, both parties were represented by counsel and participated fully. All parties were afforded full opportunity to be heard, to examine and cross-examine witnesses and to present evidence and arguments on the issues raised. Upon the entire record of this proceeding, including the pleadings, testimony of witnesses and exhibits, and briefs filed by the Charging Party on August 28, 1970, by Respondent on November 17, 1970, and a reply brief by the Charging Party on November 27, 1970, the undersigned makes the following findings of fact, conclusions of law and recommended order.

The charge herein alleges, in essence, that the Respondent has violated Section 10(e) of PERA by refusing to recognize and bargain with the Charging Party as collective bargaining representative of the deputy director of Respondent's department of public safety. The Respondent takes the position that the deputy director of public safety should not be included in the appropriate bargaining unit. The charge, as filed, included an allegation that Respondent had also violated Section 10(a) of PERA by seeking to prevent the deputy director from seeking representation. This allegation was withdrawn at the hearing.

The Respondent is a public employer within the meaning of PERA and the Charging Party is a labor organization within the meaning of the same Act. During the month prior to July 1, 1970 Respondent recognized the Charging Party as the collective bargaining representative of all

non-civilian employees of the Oak Park Public Safety Department excluding the director of public safety and the deputy director of public safety. This collective bargaining agreement became effective on July 1, 1970 for a period ending June 30, 1971. The exclusion of the deputy director was agreed upon by the two parties to the contract either with the acquiescence of, or, at least, without any objection by the individual involved.

After the execution of the contract, the deputy director, Major Paul L. McGee, indicated that he wished to be included in the bargaining unit. The Charging Party thereupon demanded that Respondent bargain with it respecting wages, hours and working conditions of the deputy director in forthcoming negotiations. The Charging Party conceded in the Charge that it did not, and does not, seek to bargain during the term of the current contract. Respondent rejected this bargaining demand on the grounds that the deputy director is not properly included in the bargaining unit.

Respondent's department of public safety combines the traditional functions of a police department and a fire department within the one department of public safety. The collective bargaining unit agreed to by the parties includes all members of the department up to and including all officers with the exception of the director and the deputy director. The Charging Party contends that under the provisions of Section 13 of PERA (M.S.A. 17.455(13) M.C.L.A. 423.223) the deputy director must be included in the bargaining unit. The statute reads in pertinent part:

"Provided, That in any fire department, or any department in whole or in part engaged in, or having the responsibility of, fire fighting, no persons subordinate to a fire commission, fire commissioner, safety director, or other similar administrative agency or administrator, shall be deemed to be a supervisor."

Neither party disputes that the department of public safety of Respondent comes within the statutory proviso as a department in part engaged in fire fighting. This is in accord with the Commission's holdings. Township of Royal Oak, 1967 MERC Lab. Op. 537. Respondent, furthermore, admits in its brief and on the record that Major McGee is subordinate to the director. Respondent contends, however, that this subordinate relationship is "in name only." Respondent argues that the deputy director "is a shadow, or alter ego, of the director since he performs many of the same functions and when the eventuality should arise in replacing the director during his absence or inability to perform his duties, he would perform all of the functions of the director of public safety in the city of Oak Park."

The record shows that the deputy director is second in command only to the director of public safety. The deputy director has responsibility for maintaining discipline, reporting violations and recommending disciplinary measures in matters affecting members of the department. He authorizes leaves of absences as well as overtime payments. He engages in evaluation of members of the department for promotion and would have overall responsibility for investigation of allegations of corruption. The chain of command dictates that in the absence of the director he becomes the acting director. The same general orders provide that contingent responsibility as acting director shall fall to a series of progressively lower ranking officers in the absence of the higher officers.

Neither of the parties disputes that the deputy director performs supervisory functions. The issue which Respondent raises by its defenses

is whether the deputy director is "a subordinate" within the terms of Section 13. Respondent also raises a constitutional issue alleging that the statute impinges on certain constitutional rights of the Respondent.

Analysis and Conclusions of Law

Respondent raises two basic issues in response to the charge. One is an attack on the constitutionality of the statute, requiring inclusion of supervisors in a firefighting unit. The second is an attempt to demonstrate that within the terms of the statute, the deputy director should not be in the unit.

The constitutional issue may be summarily disposed of on two grounds. Firstly, the unfair labor practice charge before this Commission is not the proper forum to ultimately test the constitutionality of a statute. ^{1/} That is a matter not for this Commission but for the appropriate Courts. City of Detroit, Board of Fire Commissioners, 1968 MERC Lab. Op. 492; Nelles v. Superintendent of Public Instruction, 5 Mich. App. 47 (1966); Dation v. Ford Motor Co., 314 Mich. 152 (1946); Flanigan v. Reo Motors Inc., 300 Mich. 237 (1940); Public Utilities Commission v. United States, 355 U.S. 534 (1958); DuBois Clubs v. Clark, 389 U.S. 309 (1967). See also the discussion in the dissent in Summerfield School District 1969 MERC Lab. Op. 439, 449.

Nevertheless, it should be noted that the constitutionality of this section has been upheld by the Michigan Court of Appeals in a decision issued on February 25, 1970, in City of Detroit, Board of Fire Commissioners v. Detroit Firefighters Assn., Local 344, I.A.F.F., Mich. App. _____, which upheld a decision of this Commission involving the application of Section 13 of PERA.' It is also worthy of note that the Commission's decision affirmed by the Court in that case related to working conditions of an Executive Chief, Deputy Executive Chief, Assistant Chief and a Battalion Chief, all of whom were found to properly be included within a department-wide bargaining unit. It would appear that these officers had authority at least equal to that of the position in issue herein.

In its brief, Respondent contends that the relationship of the Deputy Director to the Director is not the "subordinate" relationship contemplated by the statute. The record contains some specifications of the breadth of duties of the Deputy Director. Most of this testimony points to the fact that he has responsible supervisory duties. However, this is not sufficient to avoid the clear intent of the statute. In order to avoid the "subordinate" relationship, it would appear to the undersigned that it would be necessary to show a collegial relationship, perhaps analogous to a commission whose members share collective responsibility. This is not shown by the record.

A principal argument advanced by Respondent is that in addition to his supervisory responsibilities, the Deputy Director may act in the stead of the Director. The Commission has held that the fact that a deputy officer may be empowered to perform the functions of a superior (excluded from a unit) is not grounds for excluding the deputy from a unit to which he would otherwise appropriately belong. Mackinaw County Board of Supervisors, 1969 MERC Lab. Op. 479; Ypsilanti Township, 1968 MERC Lab. Op. 811.

The undersigned also takes official notice of the 1959 Code of Ordinances of the City of Oak Park, Section 1.76, which states that in

^{1/} This is not to dispute the right, if not the duty, of Counsel to preserve this issue for ultimate judicial decision by asserting it as a defense to the unfair labor practice complaint.

the absence from the city of the Director of Public Safety or his inability for any reason to perform his duties, the City Manager shall designate "some other member of the Public Safety Department to act as Director." Although the record contains copies of general orders issued by the Director of the Department of Public Safety establishing the chain of command in the absence of higher officers, and these orders designate the Deputy Director as first in line after the Director, the undersigned must presume, in the absence of specific explanation in the record, that these general orders are issued with the acquiescence of the City Manager or, in any event, are not intended to conflict with the Code.

The facts in the record amply demonstrate the significant responsibilities assigned to the Deputy Director. The same facts do not demonstrate that the Deputy Director is other than "under the direction of the Director of Public Safety", as described in the official position description.

In the face of the clear language of Section 13 of PERA, it is the opinion of the undersigned that a compelling set of facts would have to be presented to overcome the clear and unambiguous language of Section 13. The Oak Park City Code makes it clear that the Department of Public Safety is headed by a single director. He is authorized to appoint such deputies and assistants as he deems necessary. Oak Park Code, Sec. 1.70 and 1.72, Code of 1959. The City Code chapter setting up the Department of Public Safety provides no basis whatsoever for contending that the Deputy Director is in any sense a coequal with the Director; nor does the record evidence support such a contention.

Based upon the discussion above, the undersigned reaches the conclusion that the Deputy Director must be found to be a member of the bargaining unit. Accordingly, it will be recommended that the Commission issue an order directing Respondent to recognize and bargain with the Charging Party as collective bargaining representative of the Deputy Director of Public Safety, within the recognized unit of Public Safety Department non-civilian employees.

RECOMMENDED ORDER

IT IS RECOMMENDED that the Commission issue an order that the Respondent City of Oak Park shall:

1. Cease and desist from:
 - (a) Failing and refusing to bargain in good faith with the Oak Park Police Officers Association as collective bargaining agent of the Deputy Director of Public Safety as part of the existing unit of Public Safety Department employees.
2. Take the following affirmative actions to effectuate the policies of the Act:
 - (a) Upon request, bargain in good faith with the recognized bargaining agent of its employees with regard to wages, hours and working conditions of the Deputy Director of Public Safety.

Since the record contains no independent evidence of any intent to interfere with the exercise of protected rights by its employees, beyond a derivative violation of Section 10(a), posting of a Notice to Employees will not be recommended.

MICHIGAN EMPLOYMENT RELATIONS COMMISSION

/s/ Shlomo Sperka

Shlomo Sperka, Trial Examiner

Dated: December 15, 1970

PUBLIC SAFETY SURVEY

Name of Unit of Government: Albion
Nature of Unit of Government: City
Year Founded/First Charter Adopted: 1916
Most Recent Major Charter Revision: 1982
Was a Charter Revision/Amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance Amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 11,059
Land area: 5 square miles
State Equalized Valuation: 55,227,532
Street Miles:
Interstate/Expressway: 2,283
Business route/State trunkline: 2
County road: .87
Major/local streets: 50
Land Use:
Single Family residential: 23.7%
Multi-Family residential: 6.25%
Institutional and Public: 12.5%
Industrial: 4.8%
Commercial: 6.25%
Agricultural: 10%
Vacant (undeveloped): 15%
Water: 1.8%
Water System: Locally owned and operated system
"ISO" Fire Rating: 6 (As of last evaluation/grading in 1932.
First Public Safety Director's background: Police (from within existing organization)
Public Safety Director's current salary: \$32,851 (subject to review on January 1, 1985)
Public Safety Director is appointed and serves: By the City/Township Manager/Supervisor subject to removal by the Council/Board.
"Public Safety" as it presently exists can best be described as: Fully consolidated (all full time personnel are cross trained and responsible for full range of police-fire duties).

Name of Unit of Government: Beverly Hills
Nature of Unit of Government: Village
Year Founded/First Charter Adopted: 1958
Most Recent Major Charter Revision: 1984
Was a Charter Revision/Amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 11,598
Land area: 4.5 square miles
State Equalized Valuation: 199,500,000

Street Miles:

Business route/State trunklines: 1 mile

County road: 3.4

Major/local streets: 10.99/44.27

Dwelling Units:

Single family: 3,786

Condominium: 44

Apartments: 212

Water system: Regional or cooperative supply system

"ISO" Fire Rating: 6 (as of last evaluation/grading in 1970).

First Public Service Director appointed: 1958

First Public Safety Director's background: Police
(from "outside" - other agency)

Public Safety Director's current salary: \$43,050
(subject to review 1985)

Public Safety Director is appointed and serves:

By the City/Township Manager/Supervisor subject to removal by the Council/Board

Public Safety as it presently exists in this jurisdiction can best be described as: Fully consolidated (all full time personnel are cross trained and responsible for full range of police-fire duties)

Name of Unit of Government: Blackman Township

Nature of Unit of Government: Charter Township - 1984

Year Founded/First Charter Adopted: 1857

Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes

Form of Government: Elected Supervisor (who serves as full time Administrator) - Board of Trustees

Population: 19,680

Land area: 32.5 square miles

State Equalized Valuation: \$165,976,344

Street Miles:

Interstate/Expressway: 11

Business route/State trunkline: 14

County roads: 60

Major/local streets: 30

Land Use:

Single Family residential: 35%

Multi-Family residential: 3%

Institutional and Public: 1%

Industrial: 21%

Commercial: 37%

Agricultural: 3%

Dwelling Units:

Single family: 5540

Condominium: 20

Apartments: 1,469

"ISO" Fire Rating: 8-9 (as of last evaluation/grading in 1977)

First Public Safety Director Appointed: 1980

First Public Safety Director's background: Police
(from within existing organization)

Public Safety Director's current salary: \$31,500
(subject to review on December 1, 1985)

Public Safety Director appointed and serves: By the city/township manager/supervisor subject to removal by the council/board

"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative with combined staff support services

Name of Unit of Government: Bloomfield Hills

Nature of Unit of Government: City

Year founded/First Charter adopted: 1932

Most recent major Charter revision: 1957

Was a Charter revision/amendment required to facilitate implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes

Form of Government: Manager - Council

Population: 3,985

Land area: 5 square miles

State Equalized Valuation: \$212,416,600

Street miles:

Business Route/State trunkline: 2 1/2

Major/local streets: 32.21

Land Use:

Single Family residential: 60%

Multi-Family residential: 10%

Institutional and Public: 15%

Commercial: 5%

Vacant (undeveloped): 10%

Dwelling Units:

Single family: 967

Condominium: 292

Apartments: 1

Water System: Purchased from another source - Detroit

"ISO" Fire rating: 6 (as of last evaluation/grading)

First Public Safety Director appointed: 1957

First Public Safety Director's background: Police (from within existing organization)

Public Safety Director's current salary: \$51,360 (subject to review on April 1, 1985)

Public Safety Director is appointed and serves: By the governing body at its pleasure

"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative with combined staff support services (Administration; Dispatch/communications; records; training; investigations)

Name of Unit of Government: Center Line

Nature of Unit of Government: City

Year founded/First Charter adopted: 1936

Was a Charter revision/amendment required to facilitate implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes

Form of Government: Manager - Council (Mayor)

Population: 9,293

Land area: 1.75 square miles

State Equalized Valuation: \$103,745,459

Street miles:

Interstate/expressway: 1.5
Business route/State trunkline: 1.5
County road: 2
Major/local streets: 24.70

Land Use:

Single Family residential: 45%
Multi-Family residential: 5%
Institutional and Public: 5%
Industrial: 18%
Commercial: 27%
Vacant: 1/2 of 1%

Dwelling Units:

Single family: 2456
Apartments: 1184

Water System: Purchased from another source - Detroit
"ISO" Fire rating: 6 (as of last evaluation/grading
in 1974

First Public Safety Director appointed: 1953
First Public Safety Director's background: Police
(from "Outside" - other agency)

Public Safety Director's current salary: \$34,353
(subject to review July 1, 1984)

Public Safety Director is appointed and serves: By
the governing body at its pleasure

"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consoli-
dated (all full time personnel are cross trained
and responsible for full range of police-fire duties.

Name of Unit of Government: Escanaba

Nature of Unit of Government: City

Year founded/First Charter adopted: 1921

Most recent major Charter revision: 1965

Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": Yes - 1975

Form of Government: Manager - Council

Population: 14,355

Land area: 11.5 square miles

State Equalized Valuation: \$102,357,800.00

Street miles:

Business route/State trunkline: 605
Major/local streets: 75.25

Land Use:

Single Family residential: 20%
Multi-Family residential: 2%
Institutional and Public: 25%
Industrial: 8%
Commercial: 2%
Vacant (undeveloped): 43%

Dwelling Units:

Single family: 3,681
Apartments: 1,942

Water system: Locally owned and operated

"ISO" Fire rating: 6 (as of last evaluation/grading
in 1977

First Public Safety Director appointed: 1975

First Public Safety Director's background: Police
(from "outside" - other agency)

Public Safety Director's current salary: \$36,220.00
(subject to review July 1, 1985)

Public Safety Director is appointed and serves:

By city manager and serves at his pleasure

"Public Safety" as it presently exists in this jurisdiction can best be described as: Fully consolidated (all full time personnel are cross trained and responsible for full range of police-fire duties)

Name of Unit of Government: Essexville

Nature of Unit of Government: City

Year founded/First Charter adopted: 1958

Was a Charter revision/amendment required to facilitate implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": No

Form of Government: Manager - Council

Population: 4900

Land area: 1.5 square miles

State Equalized Valuation: \$40,702,275.00

Street miles:

Major/local streets: 17

Land Use:

Single Family residential: 33.7%

Institutional and Public: 25.6

Industrial: 10.5%

Commercial: 2.3%

Vacant (undeveloped): 18.1%

Water: 9.8%

Dwelling Units:

Single family: 1497

Apartments: 17

Water System: Purchased from another source - Bay City

"ISO" Fire rating: 7 (as of last evaluation/grading in 1984)

First Public Safety Director's background: Police (from within existing organization)

Public Safety Director's current salary: \$27,996.80 (subject to review July 1, 1984)

Public Safety Director appointed and serves: By the City Manager and serves at his pleasure

Public Safety as it presently exists in this jurisdiction can best be described as: Fully consolidated supplemented with "Volunteer". "Reserve" "auxiliary" on-call personnel for fire duty only.

Name of Unit of Government: Farmington

Nature of Unit of Government: City

Year founded/First Charter adopted: 1867

Most recent major Charter revision: 1951

Was a Charter revision/amendment required to facilitate implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes

Form of Government: Manager - Council

Population: 11,022
Land area: 2.64 square miles
State Equalized Valuation: \$157,261,200.00
Street miles:
Interstate/Expressway: .3
Business route/State trunkline: 2.4
County road: 1.7
Major/local streets: 34.11

Land Use:
Single Family residential: 52%
Multi-Family residential: 1%
Institutional and Public: 12%
Industrial: 4%
Commercial: 8%
Vacant (undeveloped): 21%

Dwelling Units:
Condominiums: 446
Single family: 2687
Apartments: 1543

Water System: Regional or cooperative supply system
"ISO" Fire rating: 5 (as of last evaluation/grading in 1976)

First Public Safety Director appointed: 1957
First Public Safety Director's background: Police
(from within existing organization)

Public Safety Director's current salary: \$40,400.00
(subject to review January 1, 1985)

Public Safety Director is appointed and serves: By the City Manager and serves at his pleasure
"Public Safety" as it presently exists in this jurisdiction can best be described as: Fully consolidated supplemented with "volunteer", "Reserve" "auxiliary" on-call personnel for police and fire duty.

Name of Unit of Government: Fraser
Nature of Unit of Government: City
Year founded/First Charter adopted: 1956
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 14,558
Land area: 4.2 square miles
State Equalized Valuation: \$184,365,016
Street miles:

County road: 10.5
Business route/State trunkline: 2.2
Major/local streets: 33.8

Land Use:
Single Family residential: 37%
Multi-Family residential: 2%
Institutional and Public: 1%
Industrial: 30%
Commercial: 12%
Vacant (undeveloped): 18%

Dwelling Units:
Single family: 3750
Condominiums: 274
Apartments: 1010

Water System: Regional or cooperative supply system
"ISO" Fire rating: 6 (as of last evaluation/grading in
1968)

First Public Safety Director appointed: 1973
First Public Safety Director's background: Police
(from "outside" - other agency)

Public Safety Director's current salary: \$40,996.00
(subject to review July 1, 1984)

Public Safety Director is appointed and serves: By the
City Manager subject to removal provisions of contract.

"Public Safety" as it presently exists in this juris-
diction can best be described as: Partial Consoli-
dation - Integrated command, all "line" personnel
cross-trained but "specialists" retained which are
not required to perform police duties.

Name of Unit of Government: Gladstone

Nature of Unit of Government: City

Year founded/First Charter adopted: 1893

Most recent major Charter revision: 1923

Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": Yes

Form of Government: Manager - Council

Population: 4,533

Land area: 4.5 square miles

State Equalized Valuation: \$28,000,000

Street miles:

Business route/State trunkline: 4.5

Major/local streets: 4.5

Land use:

Single Family residential: 65%

Multi-Family residential: 2%

Institutional and Public: 2%

Industrial: 5%

Commercial: 6%

Vacant (undeveloped): 20%

Dwelling Units:

Single family: 1470

Apartments: 205

Water System: Locally owned and operated

"ISO" Fire rating: 7 (as of last evaluation/grading
in 1983)

First Public Safety Director appointed: 1976

First Public Safety Director's background: Police
(from within existing organization)

Public Safety Director's current salary: \$26,000
(subject to review on April 1, 1985)

Public Safety Director is appointed and serves: By
the City Manager and serves at his pleasure

"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consoli-
dated supplemented with "volunteer", "Reserve"
"auxiliary" on-call personnel for fire duty only.

Name of Unit of Government: Greenville
Nature of Unit of Government: City
Year founded/First Charter adopted: 1866
Most recent major Charter revision: 1979
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 8,019
Land area: 4.5 square miles
State Equalized Valuation: \$83,697,800
Street miles:
 Business route/State trunkline: 5
 Major/local streets: 50
Land Use:
 Single Family residential: 60%
 Multi-Family residential: 2%
 Institutional and Public: 3%
 Industrial: 9%
 Commercial: 8%
 Vacant (undeveloped): 14%
 Water: 4%
Dwelling Units:
 Single family: 3098
 Apartments: 592
Water System: Locally owned and operated system
"ISO" Fire rating: 7 (as of last evaluation/grading in 1982.
First Public Safety Director appointed: 1983
First Public Safety Director's background: Police (from within existing organization)
Public Safety Director's current salary: \$32,500 (subject to review July 1, 1984)
Public Safety Director is appointed and serves: By the City Manager subject to removal by the Council
"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative with combined staff support services (Administration; dispatch/communications; records; training; planning & research; investigations. Separate command structure and "line" personnel (police and fire).

Name of Unit of Government: Grosse Pointe
Nature of Unit of Government: City
Year founded/First Charter adopted: 1934
Most recent major Charter revision: 1955
Was a Charter revision/amendment required to facilitate implementation of Public Safety: Yes - 1976
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 5901
Land area: 1.1 square miles
State Equalized Valuation: \$123,643,440
Street miles:
 County road: 1
 Major/local streets: 7.05/11.35

Land Use:

Single Family residential: 87%
Multi-Family residential: 6%
Institutional and Public: 3%
Commercial: 1.6%
Vacant (undeveloped): 3.1%
Water (lakefront): 1

Dwelling Units

Single family: 153
Condominiums: 76
Apartments: 10

Water System: Purchased from another source - Grosse
Pointe Farms

"ISO" Fire rating: 5 (as of last evaluation/grading
1979)

First Public Safety Director appointed: 1977

First Public Safety Director's background: Police
(from "outside" - other agency)

Public Safety Director's current salary: \$36,100
(subject to review July 1, 1984)

Public Safety Director is appointed and serves: By
the City Manager subject to removal by the Council

"Public Safety" as it presently exists in this jurisdic-
tion can best be described as: Administrative with
combined staff support services (Administration; dis-
patch/communications; records; training; planning &
research; investigations.

Fully consolidated (all full time personnel are cross
trained and responsible for full range of police-
fire duties.

Name of Unit of Government: Grosse Pointe Woods

Nature of Unit of Government: City

Year founded/First Charter adopted: Home Rule Village
1927

Most recent major Charter revision: Home Rule City 1950

Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No

Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": Yes

Form of Government: Manager - Council

Population: 18,886

Land area: 3.28 square miles

State Equalized Valuation: (approx.) \$315,000,000

Street Miles:

County road: 2.1

Major/local streets: 53.95

Land Use:

Single Family residential: 75%
Multi-Family residential: 1%
Institutional and Public: 20%
Commercial: 3%
Vacant (undeveloped): 1%

Dwelling Units:

Single family: 6,736
Condominiums: 72
Apartments: 68

Water System: Purchased from another source - Detroit

"ISO" Fire rating: 5 (as of last evaluation/grading
in 1972)

First Public Safety Director appointed: 1952
First Public Safety Director's background: Police
(from "outside" - other agency)
Public Safety Director's current salary: \$36,902
(subject to review July 1, 1984)
Public Safety Director is appointed and serves: By
the City Manager subject to removal by the Council
"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consoli-
dated supplemented with "volunteer", "Reserve"
"auxiliary" on-call personnel for - police and
fire duty.

Name of Unit of Government: Huntington Woods
Nature of Unit of Government: City
Year founded/First Charter adopted: 1932
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": No
Form of Government: Manager - Commission
Population: 6,937
Land area: 1 1/4 square miles
State Equalized Valuation: 89,810,050
Street miles:
Business route/State trunkline: 1
County road: 1 1/4
Major/local streets: 25
Land Use:
Single Family residential: 92%
Institutional and Public: 4%
Commercial: 4%
Dwelling Units:
Single Family units: 2462
Water System: Regional or cooperative supply
"ISO" Fire rating: 5 (as of last evaluation/grading in
1976)

First Public Safety Director's Background: Police
(from existing organization)
Public Safety Director's current salary: \$36,055
(subject to review July 1, 1985)
Public Safety Director is appointed and serves: By
the governing body at its pleasure
"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consoli-
dated supplemented with "volunteer", "Reserve"
"auxiliary" on-call personnel for police and fire
duty.

Name of Unit of Government: Ironwood
Nature of Unit of Government: City
Year founded/First Charter adopted: 1887
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": Yes
Form of Government: Manager - Council

Population: 7,800
Land area: 5.79 square miles
State Equalized Valuation: 39,910,950
Street Miles:
 Business route/State trunkline: 4
 Major/local streets: 65.25
Land Use:
 Single Family residential: 26.2%
 Multi-Family residential: 3.1%
 Institutional and Public: 5.2%
 Industrial: 1.9%
 Commercial: 3.5%
 Agricultural: 7.1%
 Vacant (undeveloped): 31.1%
 Water: .1%
 Wooded: 4.9%
Dwelling Units:
 Single family: 3249
 Apartments: 255
Water System: Locally owned and operated
"ISO" Fire rating: 6 (as of last evaluation/grading
 in 1976)
First Public Safety Director appointed: 1981
First Public Safety Director's background: Police
 (from within existing organization)
Public Safety Director's current salary: \$23,000
 (subject to review April 1, 1985)
Public Safety Director is appointed and serves: By the
 governing body subject to removal provisions of local
 "Civil Service" or Act 78.
"Public Safety" as it presently exists in this jurisdic-
 tion can best be described as: Administrative with
 combined staff support services (Administration;
 Dispatch/communications; records; training;
 planning & research; investigations).

Name of Unit of Government: Kalamazoo
Nature of Unit of Government: City
Year founded/First Charter adopted: 1884
Most recent major Charter revision: 1983
Was a Charter revision/amendment required to facilitate
 implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
 quired to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 79,000
Land area: 25.8 square miles
State Equalized Valuation: \$725,280,565
Street miles:
 Business route/State trunkline: 14.2
 Major/local streets: 82.5/170.57
Land Use:
 Single Family residential: 30%
 Multi-Family residential: 16%
 Institutional and Public: 13%
 Industrial: 9%
 Commercial: 10%
 Vacant (undeveloped): 16%
 Water: 6%

Dwelling Units:
Single family: 14,283
Condominiums: 600
Apartments: 14,092
Water System: Locally owned and operated
"ISO" Fire rating: 3 (as of last evaluation/grading
in 1979.
First Public Safety Director appointed: 1982
First Public Safety Director's background: Police
(from within existing organization)
Public Safety Director's current salary: \$49,500
(subject to review FY 1985)
Public Safety Director is appointed and serves: By the
city manager and serves at his pleasure.
"Public Safety" as it presently exists in this juris-
diction can best be described as: Integrated com-
mand, all "line" personnel cross-trained but
"specialists" retained which are not required to
perform police and fire duties.

Name of Unit of Government: Kinross Township
Nature of Unit of Government: General Law Township
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": No
Form of Government: Elected Supervisor - Board of
Trustees
Population: 2,200
Land area: 50 square miles
State Equalized Valuation: 14,407,826
Street miles:
Interstate/Expressway: 8
County road: 60
Major/local streets: 5
Land Use:
Single Family residential: 10%
Multi-Family residential: 5%
Institutional and Public: 45%
Industrial: 5%
Commercial: 3%
Agricultural: 10%
Vacant (undeveloped): 20%
Water: 2%

Dwelling Units:
Single family: 600
Condominiums: 50
Water System: Locally owned and operated.
"ISO" Fire rating: varies between 5 and 8
First Public Safety Director appointed: 1982
First Public Safety Director's background: Police
(from "outside" - other agency)
Public Safety Director's current salary: \$19,750
(subject to review June 1, 1985)
Public Safety Director is appointed and serves: By
the governing body at its pleasure.
"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consolidated
supplemented with "volunteer", "Reserve" "auxiliary"
on-call personnel for police and fire duty.

Name of Unit of Government: Livonia
Nature of Unit of Government: City
Year founded/First Charter adopted: 1950
Most recent major Charter revision: 1978
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: "Strong Mayor" - Council
Population: 104,814
Land area: 36 square miles
State Equalized Valuation: \$1,359,400,210.00
Street miles:
Interstate/Expressway: 9.6
Business route/State trunkline: 6.6
County: 54
Major/local: 42.98
Land use: Single Family residential: 44.6%
Multi-Family residential: 1.0%
Institutional and Public: 20.8%
Industrial: 9.7%
Commercial: 4.6%
Vacant (undeveloped): 18.7%
Water: .6%

Dwelling Units:
Single Family: 30,220
Condominiums: 743
Apartments: 2,045
Water System: Purchased from another source - Detroit
"ISO" Fire rating: 4 (as of last evaluation/grading in 1974.
First Public Safety Director appointed: 1950
First Public Safety Director's background: Other, private sector.
Public Safety Director's current salary: \$49,290 (subject to review December 1984)
Public Safety Director is appointed and serves: By the City Manager and serves at his pleasure.
"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative with combined staff support services (dispatch/communications).

Name of Unit of Government: Manistique
Nature of Unit of Government: City
Year founded/First Charter adopted: 1901
Most recent major Charter revision: 1968
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council
Population: 5,000
Land area: 6 square miles
Street miles:
Business route/State trunkline: 6.04
Major/local streets: 29.7

Land Use:

Single Family residential: 90%
Multi-Family residential: 1%
Institutional and Public: 2%
Industrial: 1%
Commercial: 3%
Vacant (undeveloped): 3%

Dwelling Units:

Single family: 1.471
Apartments: 180

Water System: Locally owned and operated

"ISO" Fire rating: 7 (as of last evaluation/grading
in 1980.

First Public Safety Director appointed: 1960

First Public Safety Director's background: Police (from
within existing organization)

Public Safety Director's current salary: \$25,500
(subject to review January 1985)

Public Safety Director is appointed and serves: By the
City Manager and serves at his pleasure.

"Public Safety" as it presently exists in this jurisdic-
tion can best be described as: Fully consolidated
supplemented with "volunteer", "Reserve" "auxiliary"
on-call personnel for Fire duty only.

Name of Unit of Government: Oak Park

Nature of Unit of Government: City

Year founded/First Charter adopted: 1951

Most recent major Charter revision: 1974

Was a Charter revision/amendment required to facilitate
implementation of Public Safety: Yes - 1953

Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": Yes

Form of Government: Manager - Council

Population: 31,500

Land area: 9.0 square miles

State Equalized valuation: \$280,485,150

Street Miles:

Business route/State trunkline: 1.7

County road: 4.9

Major/local streets: 17/67

Land Use:

Single Family residential: 73%
Multi-Family residential: 5%
Institutional and Public: .5%
Industrial: 15%
Commercial: 5.5%
Agricultural: .6%
Vacant (undeveloped): .5%

Dwelling Units:

Single family: 9587
Multi-Family: 5%
Institutional and Public: .5%
Industrial: 15%
Commercial: 5.5%
Agricultural: .6%
Vacant: .5%

Dwelling Units:
Single family: 9587
Apartments: 1583
Water system: Purchased from another source - Detroit
"ISO" Fire rating: 5 (as of last evaluation/grading
in 1975
First Public Safety Director appointed: 1954
First Public Safety Director's background: Public
Safety
Public Safety Director's current salary: \$47,500
(subject to review July 1, 1984)
Public Safety Director is appointed and serves: By
the City Manager and serves at his pleasure.
"Public Safety" as it presently exists in this juris-
diction can best be described as: Fully consoli-
dated (all full time personnel are cross trained
and responsible for full range of police-fire
duties). Supplemented with "auxiliary" on-call
personnel for police and fire duty.

Name of Unit of Government: Pittsfield Charter Township
Nature of Unit of Government: Charter Township
Year founded/First Charter adopted: 1834
Most recent major Charter revision: 1972
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": No
Form of Government: Elected Supervisor - Board of
Trustees
Population: 12,997
Land area: 31 square miles
State Equalized Valuation: \$181,273,700.00
Street miles:
Interstate/Expressway: 12.02
Business route/State trunkline: 8.35
County road: 30.68
Major/local streets: 29.36
Land use:
Single Family residential: 10%
Multi-Family residential: 5%
Institutional and Public: 1%
Industrial: 5%
Commercial: 5%
Agricultural: 30%
Vacant (undeveloped): 42%
Water: 2%

Dwelling Units:
Single family: 7,980
Condominiums: 192
Apartments: 3,449
Water System: Purchased from another source - Ypsilanti
"ISO" Fire rating: 89 (as of last evaluation/grading
in 1981
First Public Safety Director appointed: 1984
First Public Safety Director's background: Public Safety
Public Safety Director's current salary: \$36,000
(subject to review December 31, 1985)
Public Safety Director is appointed and serves: By the
governing body subject to removal provisions of a
personal services agreement/contract.

"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative only--All police duties performed by full time personnel, all firefighting performed by "volunteer", "Reserve" "on-call" or "auxiliary" personnel.

Name of Unit of Government: Royal Oak
Nature of Unit of Government: City
Year founded/First Charter adopted: 1921
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": No
Form of Government: Manager - Council
Population: 71,400
Land area: 13 square miles
Street miles:
Interstate/Expressway: 2
Business route/State trunkline: 4
County road: 8.5
Major/local streets: 214
Land Use:
Single Family residential: 60%
Institutional and Public: 30%
Industrial: 5%
Commercial: 5%
Dwelling Units:
Single family: 68%
Condominiums: 11%
Apartments: 21%
Water System: Purchased from another source - Detroit
"ISO" Fire rating: 4 (as of last evaluation/grading in 1983)
First Public Safety Director appointed: 1979
First Public Safety Director's background: Police (from "outside" - other agency)
Public Safety Director's current salary: \$52,000 (subject to review May 31, 1985)
Public Safety Director is appointed and serves: By the city manager and serves at his pleasure.
"Public Safety" as it presently exists in this jurisdiction can best be described as: Administrative only

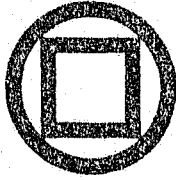
Name of Unit of Government: Southfield
Nature of Unit of Government: City
Year founded/First Charter adopted: 1958
Most recent major Charter revision: 1979
Was a Charter revision/amendment required to facilitate implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment required to facilitate "Public Safety": Yes
Form of Government: Manager - Council (part time mayor)
Population: 75,568
Land area: 26.6 square miles
State Equalized Valuation: \$1,400,000,000

Street miles:
Interstate/Expressway: 19
Business route/State trunkline: 19
County road: 22
Major/local streets: 184
Land Use:
Single Family residential: 4.2%
Multi-Family residential: 5.6%
Institutional and Public: 10.4%
Industrial: 1.8%
Commercial: 4.5%
Office: 6.3%
Vacant (undeveloped): 12%
Rights of Way: 17%
Water: .2%
Dwelling Units:
Single family and condominiums: 17,412
Apartments: 12,258
Water System: Purchased from another source - Detroit
"ISO" fire rating: 4 (as of last evaluation/grading in
1984
First Public Safety Director appointed: 1977
First Public Safety Director's background: Police
(from "outside" - other agency)
Public Safety Director's current salary: \$53,000
(subject to review July 1, 1985)
Public Safety Director is appointed and serves: By the
City Manager and serves at his pleasure
"Public Safety" as it presently exists in this juris-
diction can best be described as: Administrative
with combined staff support services (administra-
tion; dispatch/communications; records; planning
& research; arson team)

Name of Unit of Government: Taylor
Nature of Unit of Government: City
Year founded/First Charter adopted: 1968
Most recent major Charter revision: 1977
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No (will be
necessary for actual implementation)
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": No (Has been
no consolidation to date)
Form of Government: "Strong Mayor" - Council
Population: 77,000
Land area: 24 square miles
State Equalized Valuation: \$567,928,800
Street miles:
Interstate/Expressway: 4,766
Business route/State trunkline: 13,766
County road: 32
Major/local: 31.90/154.90
Land Use:
Single Family residential: --29.1%
Multi-Family residential: 4.6%
Institutional and Public: 10.8%
Industrial: 10.8%

Commercial: 2.8%
Vacant (undeveloped): 35%
Roads: 17.7%
Dwelling Units:
Single family: 17,364
Apartments: 7,170
Water System: Purchased from another source - Detroit.
"ISO" Fire rating: 5 (as of last evaluation/grading
in 1974.
First Public Safety Director appointed: 1958 (no
director between 1959 and 1984)
First Public Safety Director's background: Police
(from "outside" - other agency)
Public Safety Director's current salary: \$35,000
(subject to review July 1, 1984)
Public Safety Director is appointed and serves: By
the City Manager subject to removal provisions of
a personal services agreement/contract.
"Public Safety" as it presently exists in this juris-
diction can best be described as: Administrative
only

Name of Unit of Government: Wayne Department of Public
Safety
Nature of Unit of Government: City
Year founded/First Charter adopted: 1960
Most recent major Charter revision: 1978
Was a Charter revision/amendment required to facilitate
implementation of Public Safety: No
Was an Ordinance enacted or an Ordinance amendment re-
quired to facilitate "Public Safety": No
Form of Government: Manager - Council
Population: 21,159
Land area: 6 square miles
State Equalized Valuation: \$238,890,810.00
Street miles:
Business route/State trunkline: 5.63
County road: 11.08
Major/local streets: 14.52/41.85
Land Use:
Residential: 56%
Industrial: 24%
Commercial: 20%
Dwelling Units:
Renter Occupied: 2256
Owner Occupied: 4802
Vacant: 220
Water System: Purchased from another source - Detroit
"ISO" Fire rating: 5 (as of last evaluation/grading in
1976.
First Public Safety Director appointed: 1975
First Public Safety Director's background: Police
(from within existing organization)
Public Safety Director's current salary: \$41,046.72
(subject to review July 1, 1985)
Public Safety Director is appointed and serves: By the
City Manager subject to removal by the Council.
"Public Safety" as it presently exists in this jurisdic-
tion can best be described as: Administrative with
combined staff support services (dispatch/communica-
tions).

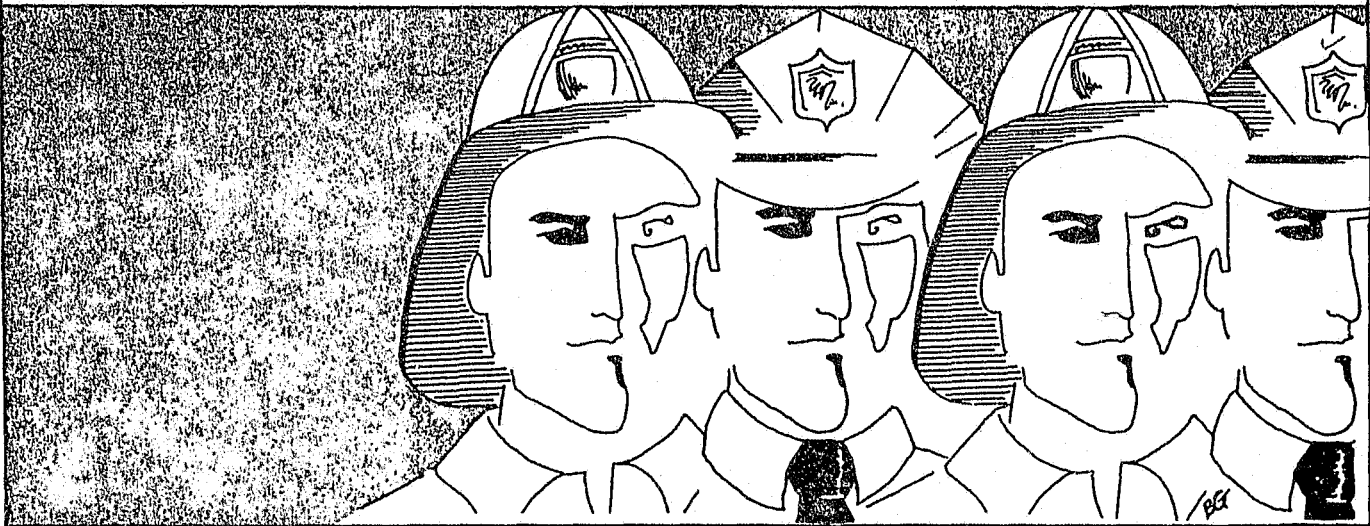


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REPORT

Update: public safety departments—combining the police and fire functions



REPORT AT A GLANCE

This month's report updates and re-examines the issue of consolidating police and fire departments into public safety departments—an issue that was explored in the July 1976 *MIS Report*, "Public Safety Departments: Combining the Police and Fire Functions." Consolidation, while meaning many things to different people, is a system that many local governments now use to put more public safety personnel out on the streets, to increase productivity, and to hold the line on expenditures for public protection.

The first important step in consolidation is a thorough planning and organizing process, which includes a critical examination of a community's needs, what type of consolidation is desired, building community support, and de-

termining the financial aspects of the proposed program. While there have been cases of strident opposition to consolidation plans from the personnel affected, this opposition can be changed to support and participation through education about the program, negotiations with personnel and unions involved, and guarantees of voluntary participation.

Two communities that have recently implemented public safety programs or are about to are examined here to determine why they were successful in the establishment of their programs. Both communities—Texarkana, Arkansas and Kalamazoo, Michigan—have thorough planning and implementation experiences that can demonstrate to other communities how to begin the consolidation process. Texarkana's program has been in place in partial since 1975 and in full since 1978. Since

consolidation began, response times have come down, fire losses have been reduced, and crime rates have decreased. Kalamazoo will implement consolidation on January 1, 1983 after performing a model planning and implementation process. Their experience with personnel unions is instructive for other communities faced with opposition from police and fire personnel.

Eight communities that had consolidation and were examined in the 1976 report are re-examined here to determine the success of their programs and to highlight the different forms that consolidation may take. Seven of the communities have retained their consolidated program, and by and large have strengthened or expanded it. The range of their populations—9,200 to 131,900—demonstrates the range of communities in which consolidation may be successful.

UPDATE: PUBLIC SAFETY DEPARTMENTS— COMBINING THE POLICE AND FIRE FUNCTIONS

Every community faces the challenge of providing police and fire services in an effective and efficient manner. This must be done despite the increasing demand these services are placing on the limited local government resources available. Communities can look forward to increasing expenditures for salaries and fringe benefits, shorter work weeks for employees, and pressure for additional police and fire protection.

Communities are forced to examine critically their expenditures to see where cuts can be made and revenues can be redistributed. More and more, communities are looking to the consolidation of police and fire departments as one way to meet these challenges without reducing service levels.

In communities across the country the consolidation of police and fire departments into public safety departments has been shown to maximize the utilization of personnel, while providing the same or higher level of service, in a financially efficient manner. The effectiveness of consolidation has been articulated in a report by the Citizens Research Council of Michigan:

...Police-Fire consolidation can increase the number of on-duty staff available for police patrol or response to fire alarms by as much as 50%. Police-fire consolidation makes available more on-duty personnel to fight fires and provides a larger group of trained public safety officers off-duty who can be recalled in the event of a major conflagration. Police-fire consolidation also makes it feasible to extend the 40 hour work week to all public safety personnel and tends to provide them with a higher degree of professionalization and job satisfaction.¹

What is the Public Safety Concept?

Public Safety is a system, with many variations, whereby an employee is trained to perform both police/patrol duties and fire suppression and prevention duties. A Public Safety Officer (PSO)

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would patrol a "district" in a police cruiser and perform all regular patrol functions such as responding to calls for service, traffic, accident investigation, etc. This patrol would also respond to all fire calls. The patrol vehicle would be equipped with complete firefighting tools.²

Public safety programs in 10 communities are described in this report. All but one presently have some form of consolidation of their police and fire departments. Eight of the communities were also described in a 1976 *MIS Report*.³ Our purpose in the second part of this report is to look at these eight public safety programs today and see how they have changed in the last 6 years.

The first part of this report looks at two communities for the first time. They are Kalamazoo, Michigan and Texarkana, Arkansas, and have been selected as examples of public safety programs that were well-planned. Texarkana's public safety program was first established in 1975 and continued to expand in stages through 1978 when full consolidation took place. Kalamazoo's public safety program will establish its first operational phase in January 1983. Although their final public safety systems differ in several ways, their planning process had several factors in common. In addition, both cities had to negotiate with police and fire personnel or unions; their experience with this process is instructive.

IMPORTANT ASPECTS IN PLANNING AND IMPLEMENTATION

Examining the planning, implementation, and operating process from successful consolidations reveals several factors that are very important in the successful establishment of a public safety program. These factors are:

1. *The formation of a study commission* to look at the concept of consolidation. The study commission should be comprised of representatives from the municipal administration, city council, police and fire departments, and the public.
2. *A detailed study of the community* that looks at the following characteristics:
 - Physical characteristics—land use patterns; residential, business, and industrial districts; structure of buildings and building and zoning codes.
 - Economic characteristics—the present business and industrial climate as well as projected growth should be known in order to plan for present and future public safety needs.
 - Population characteristics—expected increases or decreases in the number of residents. Age, education, income level, race, and cultural background have all been suggested as important factors.
3. *Visits to communities* where public safety programs presently are established and also communities where a program had existed but later failed.

4. Determine what type of consolidation program best suits the community. The different forms of consolidation are:⁴

Fully consolidated—a single unified force in which the police and fire services have been combined into a department of public safety. Officers perform both public safety functions and are usually identified as public safety officers (PSOs). A minimum number of PSOs is assigned to duty in the fire station while the remaining officers patrol, performing fire prevention activities and police patrol duties.

Partial consolidation—identity of the police and fire services is retained and a special patrol is created to perform combined police-fire duties. This special patrol is usually composed of personnel recruited from the police and fire departments. Such officers are also called PSOs and when not engaged in fire-fighting activities are under the control of police departments.

Selected area consolidation—the police and fire services function separately except for specially trained police-firefighters assigned to combined duties in a specific geographical area.

Functional consolidation—separate police and fire services are retained but one or more duties normally performed by one department are assigned to members of the other department. For example, firefighters may help with administrative tasks in the police station or police officers may prepare hydrants for hoses at the fire scene prior to the arrival of the apparatus.

Nominal consolidation—both services retain individual and distinct identity both operationally and administratively, but both are under one public safety director.

5. *Broad support* for a public safety program. Ideally, this should come from the municipal administration, city council, police and fire personnel, and citizens.

- Robert Morris, Village Manager of Glencoe, Illinois has suggested the following advantages of consolidation be stressed to the city council:⁵
 - a. More trained manpower will be available for either fire or police duty.
 - b. A single hierarchy of command will result, with less duplication and better planning, coordination, public relations, training, and communications.
 - c. It will provide faster and better fire and police services, including increased patrol and fire prevention activities.
 - d. It will result in more capable fire and police employees who have more interesting and challenging and higher level jobs.
 - e. It will eliminate unproductive time for fire-fighters.
 - f. It produces higher morale among police/fire employees.

- g. It provides long-range economy as a result of a higher standard of service at a lower unit of cost.

- Police and fire personnel should be kept informed on the progress of the program. Representatives from these departments should be members of the study commission. This is particularly important since many consolidation efforts have had to respond to antagonistic campaigns conducted to convince police and fire personnel that a consolidation program will lead to disaster. One way of combating the misinformation is through education of the personnel affected and by providing them first-hand observations of other communities' programs in action.
 - The public should be kept abreast of the proposed program. Stressing advantages of consolidation to the public can be done through press, radio, and TV coverage. Persons knowledgeable about the public safety concept should speak at neighborhood meetings and public forums.
6. *A financial report* should be produced on the projected costs of a public safety system in each of its stages. This cost analysis should be compared with the projected costs of keeping a traditional police and fire department structure at an equal service level, taking into account future needs.
7. There should be a *review of state statutes and local charters* to determine if they would prohibit the formation of a consolidated department or would slow the consolidation process. A detailed search should be made of the state constitution, pension regulations, statutes relating to pay, statutory definitions of police officers and firefighters, statutes regulating working conditions, the city charter, municipal ordinances, and civil service regulations. Some of these items may need to be amended for consolidation to proceed.⁶
8. *Appointment of a Director of Public Safety* with authority over all police and fire operations and related communications activities. Personnel procedures and organization should be reviewed before actual implementation of the program. New job classifications and descriptions should be developed. Eligibility requirements, hours and shifts, salary levels, fringe benefits, retirement regulations, and recruitment and promotion procedures should be described.
9. *Voluntary transfer* of personnel from the police and fire departments to the public safety program. Usually, all *new* recruits are required to train as PSOs. Conversion of the traditional personnel positions should be done through attrition.

10. *A revised pay scale* for PSOs, which should be higher than police or fire personnel salary levels to reflect the additional training requirements and additional responsibilities.
11. *Training* of all public safety personnel, including supervisors, should be done before implementation of the program. Initial cross-training of police and fire personnel to be assigned as PSOs should be sufficient to ensure that police officers learn firefighting techniques and firefighters learn police procedures. In-service training of all personnel should continue on a regularly scheduled basis after each person has completed his/her basic public safety training.
12. *Equal staffing:* An attempt should be made to have public safety departments equally staffed between police and fire personnel from top administration on down.
13. The public safety program should be *established in phases* in selected areas, thereby aiming for small initial success before expansion of the program.
14. *Adapt the program to community characteristics:* Every community is unique and therefore no public safety program should be adopted exactly as developed in another community. Consider your own community's characteristics, be flexible, and establish an on-going evaluation process.

TEXARKANA, ARKANSAS (23,000)

The information for this report came from several descriptive accounts of the Texarkana Public Safety Department and telephone conversations with city officials.⁷

Since 1975, when Texarkana's Public Safety program was first introduced, it has gained strong support from its citizens, employees, and elected officials. It has been a very effective program, as evidenced by a dramatic reduction in fire losses—significant because it shows the

**Table I.
CRIMINAL OFFENSES AND CLEARANCE
RATE, TEXARKANA, ARKANSAS**

Year	Number of Class I Offenses	% Increase or (Decrease)	Number of Class I Offenses cleared	% cleared
1976	2,668		676	25.3
1977	2,509	(6.33)	1,017	40.5
1978	2,398	(4.62)	817	34
1979	2,479	3.26	1,017	43.2
1980	2,046	(12.3)	813	40
1981	1,887	(14.0)	779	41.3

impact of quick response time to police/fire/ambulance emergencies and of an enhanced code enforcement program that is part of the public safety program. This in turn has helped to reduce the fire insurance rates to commercial and residential customers. In addition, the low fire rate allows a PSO to spend approximately 90% of his/her time on patrol functions. The increased numbers of personnel on patrol, their high visibility, plus faster response time, has led to a significant reduction in crime since 1975 when compared to national, state, and area increases. Furthermore, Texarkana's "clearance rate" (crimes solved) has averaged 39% over the 6 years since the public safety program was initiated, well above state and national norms. (See Table I.)

Texarkana operates under a council-manager form of government, and is a major shopping center for a four-state area (Texas, Arkansas, Oklahoma, and Louisiana). It is the only alcoholic beverage outlet within a 70 mile radius. Because of this unique situation, the Texarkana, Arkansas Department of Public Safety is required to police approximately 60,000-75,000 people during peak shopping periods and this places a heavy burden on a department geared for a smaller population.

Several reasons were given in 1975 for consideration of the public safety concept for Texarkana:

- A desire to provide efficient fire and police protection to the citizens of Texarkana.
- It was anticipated that the Fair Labor Standards Act would require the reduction of firefighters' hours from the current 56 hour work week.
- Infrequency of fires in Texarkana (less than one fire call per day on the average).
- A Texarkana's citizen advisory committee finding that there was a strong public demand for improved law enforcement patrol activity.
- Limited local funds due to the effects of inflation.

These and other reasons led to the formulation of a number of objectives from a public safety program:

Primary Objectives:

- Increase law enforcement patrol strength.
- More productive utilization of firefighters' hours.
- Reduce future personnel costs without a reduction in service level.

Secondary Objectives:

- Faster response time to fire calls from patrolling PSOs.
- Improve police/community relations with PSOs on patrol having more time to get to know the people in the neighborhood.
- Foster crime prevention, traffic accident prevention, and fire prevention by conducting programs at public meetings.
- Utilize night-time hours as well as day-time hours for training because of shorter shifts.

- Attract more competent personnel, retain existing personnel, and improve morale due to higher pay and a more interesting job.

Public Safety Study Committee

Texarkana city administrators felt that a moderate approach to consolidation, that is, a combination of selected area and partial consolidation would work best initially for Texarkana. This would allow for a slower transition to public safety to diminish the impact on the separate police and fire department organizations. A study group conducted a site visit in Durham, North Carolina, which had established this type of approach. The group consisted of the City Manager, the Assistant City Manager, the Finance Director, the Personnel Director, five of seven members of the city's Board of Directors, three of five civil service commissioners, the police chief, and a fire department lieutenant. The group was favorably impressed by the visit. This was followed by a second group visit to Durham of the Administrative Assistant to the Police Chief, the Fire Chief, and the Assistant Fire Chief to learn the nuts and bolts of the Durham public safety system.

Following this visit, a detailed evaluation of the Texarkana community was conducted. The evaluation included the physical, economic, and population characteristics of Texarkana and the anticipated administrative and public support existing for a consolidated program.

The committee gave serious attention to several issues but emphasis was placed on the legal, leadership, personnel, training, and financial factors of a public safety program.

Legal Issues. The 1973 Arkansas Home Rule Bill generally stated that if a law did not specifically prohibit a municipality from a certain action, then it is considered legal. While there was specific legislation that allowed police officers to fight fires, there was no legislation that prohibited firefighters from performing police duties.

A question of liability arose regarding which pension fund would be liable if a police officer was hurt fighting fires or a firefighter was injured performing a law enforcement duty. This problem was resolved by the purchase of a high-risk insurance policy by the city to cover public safety officers, a policy that would reimburse the pension system of an officer who was injured or killed while performing the opposite function. Since that time the state law has been amended so that all PSOs now are covered under the police pension plan.

Leadership and Personnel. The organizational structure was designed so that both fire and police services would come under the authority of the Director of Public Safety, who is under the administrative direction of the City Manager. In 1977, two Deputy Directors of Public Safety (one for Police and one for Fire) were appointed. The Deputy Director/Police plans, organizes, and directs all employees and activities of the police and public safety

divisions in the enforcement of laws and ordinances, the prevention of crime, the investigation of traffic matters and criminal cases, and the protection of life and property. The Deputy Director/Fire plans, organizes, and directs all employees and activities of the fire section in the prevention and suppression of fires, the investigation of fires, the inspection of structures for fire hazards, and training activities. PSOs on a fire call are under the supervision of the Deputy Director/Fire.

All commissioned personnel are governed by the civil service system, with higher standards established for personnel requesting to enter the public safety program. At the beginning of the program, selection of personnel was made on a competitive and voluntary basis. Selection of transfers from the police and fire departments was through competitive examination, oral interview, mandatory physical examination, and agility testing. In addition, new officers were required to pass a background investigation.

The pay scale of the PSOs was increased 15% due to their added responsibility. Police and fire department personnel were given the incentive of increased pay for taking PSO training even though they were not PSOs so that the city would have trained personnel to call upon for anticipated future need.

Training. The training program was designed to train firefighters in law enforcement, police officers in fire control, and new hires in both police and fire functions. This training was accomplished through the use of the respective service academies. The training period consisted of six weeks of basic police training, six weeks of basic fire training, and four weeks of on-the-job training as a team.

Financial Factors. The Texarkana program was designed to allow better utilization of manpower and funds—not necessarily to reduce the total budget. The Public Safety Department's budget increased during the first two phases of the program, mainly in the areas of personnel and capital outlay. However, the expansion of the program in another district required no increase in expenditure, only a reclassification and reassignment of personnel and equipment. Manpower and capital outlay requirements have stabilized and a large savings is projected over a five year span, as compared to separate police and fire departments.

Public Support

Texarkana city officials considered public support of the program essential and worked for it through community education and publicity. Media coverage was utilized to inform the public. Successes attributed to the public safety program were publicized and the media was very supportive. The public acceptance of the program during the first phase was largely responsible for the expansion of the program to other districts.

Police/Fire Personnel Support

Texarkana included the top police and fire administrators in the public safety planning process from the very beginning, but later had to proceed with the plan without the support of the Fire Chief and several firefighters. Nevertheless, the city was able to establish the plan because it had strong support from the city administration, the civil service commission, and the public.

Texarkana faced opposition from an unofficial local fire union that brought a suit that was later dropped, and a group of retired firefighters that tried to generate opposition within the community.

Top administrators of the police and fire departments served on the study committee and were also part of the delegation that visited Durham. Throughout the planning process, the personnel of the police and fire departments were kept abreast of the progress of the plan through meetings and one-on-one conversations. When the program was established, 5 of 45 firefighters resigned, but a substantial number volunteered to be trained as PSOs.

Implementation

Phase I of the public safety plan required the employment of nine additional officers (five police officers and four PSOs). Phase I was implemented as a test in one district of the city. The operational plan called for the assignment of one unit of 16 PSOs to that district, with the unit having full responsibility for providing fire and police service to that area. Officers worked 8 hour shifts with one officer assigned to the district substation to operate the fire truck, and the other officers assigned a patrol beat in specially equipped fire/police vehicles. Supervision of these officers came from the police commander except during fire situations at which time supervision came from the fire commander.

Phase I was so successful—measured by the fact that police and fire response time improved substantially, the patrols were more visible, and crime in that area “shut down”—that the citizens of another district of the city petitioned the city administration to extend the program to their area. In July 1976 Phase II was implemented. Personnel for this phase consisted of one unit with 21 members. They assumed full fire and police duties for this district in January 1977.

The program continued to be very effective and well accepted by the public. Citizens on the boundary of one of the consolidated districts requested that the program be expanded into their area and this was done in January 1978. The entire city was now under the public safety program—two years sooner than planned.

Phase III was implemented in early 1979. This was the reclassification of the remaining traditional police positions. Of the 60 commissioned officers (PSO and Patrol) there is only one traditional police officer remaining in the police division. No further changes are anticipated in the near future.

Implementation of the program had minimal impact

on the number of personnel, while markedly improving the quality of police/fire service to the community. Prior to the PSO program, there were 50 commissioned police officers and 46 fire officers (96 total). There was an average of 3 patrol vehicles on the streets at any given time and 15 personnel available for fire service. The response time for both police and fire requests was approximately 6 minutes. Presently, under the PSO program, there are 60 commissioned police PSOs and 37 Fire PSOs (97 total). This represents a reduction in PSOs in the last two years due to budget cutbacks. There is an average of 10.5 patrol vehicles in service at any given time and 20 personnel available for fire service. The response time is 2.8 minutes for police, 1.5 minutes for fire calls, and 3 minutes for ambulance calls. This record has been maintained despite cutbacks in personnel.

Structure of the Public Safety Department

Police Services Division. This division is divided into three subsections—Uniform/PSO Section, Criminal Investigation Section, and Special Services Section. The Uniform/PSO section has the responsibility of providing fire and police services to the community. The Criminal Investigation Section is responsible for initiating and conducting follow-up investigations made by the uniformed personnel and developing information to combat crime. In the very near future the Uniform/PSO section and the Criminal Investigation Section will be combined under the supervision of a Major. The Special Services Section provides administrative and management support to the other sections within this division. It also has the responsibility for budget preparation and control, planning and research, personnel, training, community relations, crime prevention, facility and equipment control, grant administration, records, communications, detention, and animal control.

Fire Division. The division is responsible for providing fire and ambulance service for Texarkana and emergency ambulance service for Miller County. This division consists of 37 commissioned officers and is divided into three sections (Administration, Fire Suppression, Emergency Medical Services). The Administration Section provides administration and management support to the other sections in this division. It is also responsible for budget preparation and control, planning and research, training, community relations, fire prevention, facility and equipment control, grant administration, and records. The Fire Suppression Section has responsibility to provide firefighting services to the community and maintaining and operating the main fire station and three substations. The fire personnel still work 24 hours on—48 hours off. This section consists of 27 officers and supervisors, and supervises all PSOs during firefighting situations. The Emergency Medical Services Section is responsible for providing all emergency ambulance service in the city of Texarkana and Miller County. It employs 6 paramedics

and one paramedic supervisor and is assigned one paramedic unit and two regular ambulance vans.

Conclusion

The most important factors in the establishment of Texarkana's public safety program were strong support of the governing body, support of the Civil Service Commission, and gaining public support with an incremental phase-in before expanding.

Other aspects that city officials believe should be followed for a public safety program to be effective are:

- Appointment of a Public Safety Director with full authority over police and fire services.
- Consolidation of communications and dispatching.
- High standards for personnel selected to be PSOs.
- Complete and thorough training of personnel in both fire and police duties before they are placed in the field.
- Detailed planning before implementation.
- Additional compensation for the increased responsibility.
- Thorough briefing of public officials and organizational personnel and public education.
- Voluntary participation by police and fire personnel.
- Develop appropriate legislation to allow for a public safety program.
- Have sufficient funds available.
- Strong public commitment by the city council.

Texarkana's Mayor Bobby Ferguson commented, "I don't believe I've ever seen a more popular program with local citizens. I'd encourage every city or county in Arkansas and other states to come look over our operation for themselves." Public Safety Director John Butler stated that "the citizens would not allow us to revert back to the traditional dual system if we wanted to."

KALAMAZOO, MICHIGAN (79,700)

The following information on Kalamazoo's Public Safety System includes a recap of the Public Safety Committee's report and interviews with city officials.⁸

Kalamazoo will implement the first operational phase of its public safety system on January 1, 1983. Kalamazoo was chosen as a case study for this report because of their thorough planning process. This consisted of careful assessment of the city's characteristics and future needs, on-site visits to other communities, analysis of different factors, and negotiations with three unions through the last stages of planning.

Public Safety Study Committee

The conflict existing between increasing public concern for personal safety and the increasing costs for maintaining that service led Robert C. Bobb, City Manager of Kalamazoo to first introduce the concept of a public

safety system to the City Commission in 1977. It was not until 1980, through efforts to familiarize the Commissioners and all parties involved with the merger concept, that it was finally recognized as a viable alternative to the traditional separate police and fire departments.

The Commission formed the Kalamazoo Public Safety Committee, which consisted of the Mayor, a City Commissioner, the City Manager, the Personnel Director, the Chiefs of the Fire and Police Departments, a Kalamazoo Police Officers Association (KPOA) representative, a Kalamazoo Police Supervisors Association (KPSA) representative, two International Association of Firefighters (IAFF) representatives, one firefighter, a former City Commissioner, and two citizens.

The committee members began their research by making on-site visits to five communities that had implemented a form of police/fire consolidation. During the initial phases of the study, the police and fire representatives traded jobs for one week in order to gain a better understanding of each other's occupations. It was generally agreed that each job carried different expectations and perceptions by the employees and by citizens and that not all of the current police officers or firefighters could be expected to perform the duties of a public safety officer.

The committee recommended that the following objectives be followed in the formation of the public safety system:

- The level of police and fire service to the community should remain at the same level or be increased under a successful public safety system.
- Future costs under a consolidated system should decrease or remain the same as a percentage of the general fund budget.
- The implementation of a public safety system should be completed via a phased approach. No current police officer or firefighter should suffer layoff as a result of the program. The implementation should be accomplished through volunteers and normal attrition.
- The training currently provided should be revised, improved upon, and increased.
- A centralized dispatch of all police and fire calls for service had to be implemented.
- Public hearings on the issue should be held prior to an implementation decision.

Following the completion of the consolidation plan, the city conducted an extensive public information and education campaign. Meetings were held to acquaint elected officials, affected employees, and citizens with the concept of the proposed police/fire merger plan and its projected impacts and benefits.

Union Negotiation

After a plan of implementation was presented to them, the City Commission authorized the city administration to voluntarily negotiate with the three unions involved:

the Kalamazoo Police Officers Association (KPOA), the Kalamazoo Police Supervisors Association (KPSA), and the International Association of Firefighters (IAFF).

When negotiations began, the unions were in the middle of three year contracts with wage reopeners coming up. The unions agreed to discuss the public safety system without a prior commitment of support. The unions wanted to discuss economics first because they believed that if they could not reach agreement here, then it would be futile to discuss other aspects of the program. After three months of talks, an economic agreement was reached. The agreement allowed for the PSO pay scale to be 10 percent higher than the police, and 23 percent higher than the firefighter's pay scale. It also included a greatly improved pension plan. The unions were now willing to bargain on non-economic issues.

The main operational issues were eligibility, hours and work schedules, promotional procedures, and providing for equal numbers of fire and police personnel, especially in the top administration of the Public Safety Department. The agreement allowed for present members of the police and fire department to be eligible to train as a public safety officer and to undergo the same strenuous physical—with the approval of a physician—and written examinations newly hired recruits need to undertake. The program would be completely voluntary. A non-binding letter of intent was sent to the police officers and firefighters and resulted in a 70 percent favorable response (personnel willing to volunteer). The percentage of volunteers has since increased. The stipulation concerning equal numbers of police and fire personnel in the top administration of the new Public Safety Department has also been met.

After final agreement was reached with the unions, the city asked the circuit court for a declaratory judgment on whether public safety officers fell under the terms of the Kelly Law. The Kelly Law calls for personnel who are subject to the hazards of firefighting to have 24 hours off between shifts or a 40 hour work week in any consecutive seven day period. The circuit court ruled that the Public Safety Officers would be covered by the Kelly Law. The city then established a 48-hour work week for public safety officers with an optional one day off a week without pay.

Final agreement with the unions was reached on June 16, 1982.

City Commission Support

After reaching an agreement with the unions, the next step was to get approval from the city commissioners to establish the public safety system. To that end, a day-long seminar was held for the commissioners and all points of view were presented. The seminar consisted of:

- A presentation of the public safety plan by the city staff.
- A presentation of the financial aspects of the public safety plan.

- A round-table discussion representing different viewpoints.

The City Commission subsequently voted 6-1 in support of the public safety plan.

Financial Aspects

A careful assessment of the present and projected costs of consolidated service versus separate police and fire departments was undertaken by the city staff.

Expenditures for police and fire services had increased by almost 125 percent in Kalamazoo during the past six years. In 1975, the police and fire budgets totaled \$5.8 million, 34.1 percent of the \$17 million general fund budget. The combined 1981 budgets for both departments was \$13 million, 57.5 percent of the \$22.6 million general fund budget. Kalamazoo's financial planning model projected that police and fire expenditures would exceed \$20 million in 1986. This figure was generated by projecting general increases in operational expenses and it does not reflect an increase in personnel allocated to either the police or fire departments.

The city's financial planning model was utilized to project the annual cost savings of a public safety department as compared to separate police and fire departments. The study indicated that there will be a projected \$3.1 million savings during a 5-year phased implementation of the public safety system. Following full consolidation (during 1986), the annual cost savings are projected as follows:

1987 - \$	917,452
1988 -	1,009,197
1989 -	1,110,116
1990 -	1,221,128

Therefore, regardless of the time period analyzed—either during phased implementation or full consolidation—the public safety system as proposed would result in a significant cost savings when compared to the costs of maintaining separate and traditional fire and police departments.

The financial analysis of the proposed department of public safety also indicates a cost avoidance in excess of \$2 million per year if the separate departments of police and fire provided service comparable to service attainable under a public safety department.

The Public Safety Plan

The public safety plan for Kalamazoo has considered current service, future needs, the geographic make-up of the city, and costs. The operational plan calls for PSOs to be trained as professional police officers and firefighters. The system eliminates the traditional downtime spent in the fire station by substituting patrol duties. Some of the traditional housekeeping duties that firefighters perform in the stations will be assigned to a lower paid custodial

crew. The total number of personnel is reduced, but a larger number of officers are available for both police and fire services.

Public safety districts were developed according to current and future community needs for service, population growth, and the incidence of fires and crimes. It is planned that the existing seven fire stations will be converted to public safety stations during a phased implementation and two new public safety stations will be acquired.

The number of personnel assigned to each public safety district reflects the response necessary for police and fire service within each area of the city:

- In high fire service demand areas, additional officers will be assigned to station duty to provide the necessary staffing at a fire scene.
- In areas of reduced fire service demand, only one PSO is station-assigned, with more officers on patrol.
- Absences in the fire or patrol ranks may be covered by personnel from the traffic unit.
- Staffing levels will also be maintained by call-back or overtime in the event of a major crime or fire incident.
- Eventually, all officers will be cross-trained, allowing for a possible call-back of 142 off-duty PSOs capable of providing either police or fire service. There also will be 93 sworn officers assigned to special units or command who would be available for a major disaster or emergency. Currently, there are 100 off-duty firefighters and slightly more than 100 off-duty police officers available for call back at any given time.

The proposed public safety system consists of 344 positions. The current police and fire departments have a combined staff of 383. Of the 344 public safety positions, 291 will be sworn officers, and 53 will be civilian. The operations division, with a staff of 277, will perform the primary public safety functions. The operations division reflects a reduction of 36 positions. Within this, the paramedic unit has remained unchanged, however, supervisory personnel above the current level of police officer or fire equipment operator will be reduced from 52 positions to 39 positions. There will be 69 PSOs permanently assigned to station duty who will serve as equipment operators during fire service and there will be 128 PSOs, sergeants, and lieutenants assigned to the patrol function.

The plan calls for the establishment of two new public safety stations in addition to the existing seven fire stations. All nine stations eventually will provide both police and fire services.

The plan calls for a core group of personnel to be assigned to and work from each public safety station. These individuals will work and train together on both police and fire duties. With a greater number of officers on patrol, officers should have more time to leave their cars to perform security checks and informally get to know the people of their districts, thereby promoting better police/community relations. The PSO on patrol will be able to acquire a knowledge of streets, hydrant location, and types of buildings and will identify hazardous

structures and fire problems during the regular course of his/her shift.

There will be two to eight patrol vehicles assigned to each of the nine districts within the city or an average of 32 cars, 24 hours a day. These PSO units will respond to all typical calls for police service within their district. They will also carry fire gear in the patrol vehicles and will be dispatched to fires with the fire PSOs within the same district. The first district to be converted to public safety presently has 4 people around the clock in the fire station and no more than one patrol car. After conversion to public safety there will be 2 personnel in the station and 3 patrol vehicles including a sergeant. Hence, 4-5 people would be available to respond to a fire call.

After fuller implementation, four fire companies would typically respond to a building alarm with four fire PSOs. At least eight PSOs on patrol in the two connecting districts would respond if they were not involved in an "in progress" patrol call, which is estimated to be approximately 10 percent of patrol time. Patrol PSOs would then be shifted from other districts to provide patrol coverage in place of the officers responding to the fire call. Since each district will be patrolled by two to eight cars, the shift of personnel would still provide for at least two patrol cars in each district. EMS units would also respond. This dispatch would provide a minimum of 12 to 14 personnel for firefighting duties.

The 8 to 10 hour police shift will be replaced by a 12-hour, 4-platoon shift for patrol PSOs, while maintaining the 24 hour shift for fire PSOs. The 12 hour shift for patrol will include training activities during slow periods. Under the proposed schedule, a maximum of four consecutive days will be worked, with a seven day break every 28 days. The result of this schedule change which averages out to a 42-hour work week, is a reduction of the traditional 56 hour work week. Under the current system this reduction in hours would normally necessitate a 33 percent increase in staffing for the fire department. However, under the consolidated police/fire system, there will be an increased number of personnel available for firefighting duties and patrol while at the same time there will be a reduction in the total number of police officers and firefighting positions currently allocated.

CONSOLIDATION UPDATE

There were eight communities listed in the July 1976 *MIS Report* as examples of local governments with successful consolidation programs. (The communities are: Winston-Salem, North Carolina; Sunnyside, California; Durham, North Carolina; Clifton, New Jersey; Oak Park, Michigan; Flagstaff, Arizona; El Dorado, Kansas; and Glencoe, Illinois.) Six years later, all but one of the communities (Flagstaff) continue to have some form of consolidation of their public safety functions, although some programs have undergone changes. Some are more fully consolidated, a larger geographic area is now covered, organizational changes have been made, or the

program has remained essentially the same but with fewer personnel.

All seven communities report satisfaction with their public safety programs, and several anticipate greater consolidation in the future as their traditional police officers and firefighters leave voluntarily and are replaced by Public Safety Officers. The general consensus is that the seven communities have attained their goals of greater efficiency, productivity, and effectiveness in their public safety functions.

The specific design of each community's program differs somewhat. The various organizational frameworks of the public safety programs in the communities are:

- A Public Safety Department administered by a Public Safety Director, with PSOs fully trained in both police and fire activities, and functioning in all areas of the community (Durham, Oak Park, Glencoe, Sunnyvale).
- PSOs are fully trained for both police and fire activities, but the program comes under the supervision of the Police Chief, except when PSO patrols are on fire calls (Winston-Salem).
- All personnel are cross-trained, and are under the jurisdiction of a Public Safety Director, but are employed as either firefighters or patrol officers (El Dorado).
- PSOs are firefighters who are cross-trained for patrol work, and are under the auspices of the Fire Department (Clifton).
- PSOs are fully cross-trained, and operate within a completely consolidated department, but rotate among the patrol, fire, and staff services divisions every one to three years (Sunnyvale).

What follows is a short summary of the important aspects of each community's consolidated program, with significant changes that have taken place since 1976.

Winston-Salem, North Carolina (131,900)

The 1976 *MIS Report* stated that Winston-Salem had instituted a consolidated program because of factors such as annexations, property tax inequities, excessive distances of some areas from fire stations, the need to reduce the working hours of firefighters, and a desire to better utilize personnel. After initial opposition, the Winston-Salem Firefighters Association voted to support the PSO concept when the city administration agreed that participation would be on a voluntary basis. The *Report* also stated that after consolidation, the city had reduced the available manpower at most of its fire stations, and had PSOs performing police and fire activities patrolling selected areas of the city. What had occurred in Winston-Salem, the *Report* said, was essentially a reallocation of personnel in selected areas for optimal usefulness.

Since then, Winston-Salem's program has grown. PSOs now patrol in all areas of the city and new recruits are trained as public safety officers.

The present goal of the public safety plan is to avoid

higher costs by reducing the number of personnel in the fire station and adding personnel to the patrol division, thereby adding to the police presence. PSOs are under the supervision of the Police Department, being either police officers cross-trained for fire duties or new recruits trained as PSOs. When involved in fighting fires, they are under the supervision of the Fire Chief.

Winston-Salem's Public Safety Program has undergone review and evaluation twice by study commissions since 1976. Some of the recommendations, adjustments, or changes that have been made include⁹:

- A stronger correlation between the PSO platoons or beats and fire district or company assignments was instituted.
- Lines of responsibility were clarified: the Police and Fire Chiefs report directly to the City Manager, the Police Chief supervises communications and legal affairs for both departments, and the Assistant City Manager oversees the Career Development Center.
- Training requirements are more strictly monitored and enforced.
- Emergency medical training for PSOs is more emphasized, and fire pumpers are not sent to personal injury accidents unless needed for fire suppression.
- Each PSO patrol vehicle has been provided with basic firefighting equipment and emergency medical equipment.

Staffing and Costs. In the 1971-1972 budget, 467 personnel were authorized. In the 1978-1979 budget, 481 PSO personnel were authorized. With a total personnel increase of only 3%, since 1971 three additional fire stations have opened and there are 68 more patrol officers on the street. To provide the same services with separate departments, the city estimates 45 additional firefighters, at a cost in today's dollars of \$623,000, would have had to be provided. To put a proportional 29% more police officers on the street would cost the city approximately \$1 million more per year.¹⁰

In the near future, some personnel shifting will take place. Several companies will be reduced, one company's complement will be increased, and two new stations will open, staffed with the personnel from companies that are having their complement reduced. It is also planned that PSOs will rotate through the fire service on one to two month assignments.

Program Effectiveness. Winston-Salem's consolidated program has enhanced the effectiveness of fire suppression and crime prevention activities. Dollar loss per \$1,000 of property has decreased from \$1.54 to \$1.12 from 1970 to 1977. Also, when compared to two North Carolina cities of similar size that have separate police and fire departments, Winston-Salem has an equal total dollar loss due to fires, but with 92 and 102 fewer fire personnel, respectively.

In law enforcement, it is difficult to compare individual communities based solely on population, as

population is only one of the factors that must be considered. However, when comparing other communities in the southeast for several years during the mid-1970s, Winston-Salem experienced a lesser increase in total crimes.¹¹

Winston-Salem plans to continue to employ Public Safety Officers to replace firefighters and police officers who leave through natural attrition.

Sunnyvale, California (107,200)

The Department of Public Safety was established in 1950. The public safety concept was adopted on the premise that training and equipping safety personnel to provide both police and fire services would avoid duplication of effort, be more flexible and responsive to community safety needs, and would achieve economies of operation.¹² With only a few minor program changes, Sunnyvale's program has remained unchanged since the 1976 *MIS Report*.

The total department personnel of 223 includes 35 Lieutenants and 150 PSOs. Personnel are not only trained to provide both police and fire services, but are reassigned from police to fire duties and vice versa every 1 to 3 years. Personnel assigned to police patrol respond to fire emergencies when required, thereby allowing the department to assign fewer personnel to the fire stations while still permitting shift response and an adequate force at the scene of a fire emergency.

In 1950, with a population of 9,290, and 23 employees in the Public Safety Department, the city had a ratio of 2.48 employees per 1,000 residents. The 1980 Sunnyvale population has increased to 107,200, with the ratio of total department personnel (223) per 1,000 falling to 2.08. In comparison, the national average for police alone is 2.1.¹³

Operation. Public Safety officers assigned to fire services work four-10 hour days on and three off per week. Officers on police duty, dispatchers, and certain clerical personnel work eight hour shifts. In February 1982, patrol personnel requested, through a "memo of understanding," to have a four day-10 hour schedule, and this is now being tried on an experimental basis.

Officers work in six teams, each commanded by a Captain. Three patrol teams and three fire teams deliver traditional police and fire services.

PSOs receive 48 hours of instruction in police science before appointment, and then complete a 320 hour Field Officer Training Program and 240 hours of fire orientation. Each officer assigned to Patrol Division receives 48 hours of refresher training and 40 hours of advanced training each year. All fire-based personnel receive 298 hours of refresher training per year during scheduled weekly drills.

Organization. Organizationally, the Public Safety Department is divided into Police Services, Fire Services, and Support Services.

Police Services. This section is under the direction of a Police Services Commander. PSOs assigned to patrol engage in crime prevention and suppression activities, respond to emergencies, and provide assistance upon public request. They are trained to investigate and collect evidence for all cases so far as possible prior to the case being assigned to detectives in the investigative unit.

The section also includes Neighborhood Resource Officers, whose primary responsibility is to address the special problems and needs of a designated area of the city.

Fire Services. Fire apparatus companies are manned around the clock with a minimum staff level, since patrol officers respond and supplement firefighting efforts. Fire control personnel are also responsible for inspection and enforcement of fire and life safety regulations applicable to commercial structures and multiple family dwellings in their districts. A fire prevention staff also checks building and development plans for fire and life safety features.

Fire Services recently established a toxic and hazardous waste section, with six officers presently being trained in a national training course to respond to chemical spills and toxic releases.

Support Services. This section consists of staff services, planning and research activities, emergency communications, and training.

Durham, North Carolina (100,800)

According to the 1976 *MIS Report*, Durham had been operating since 1971 with selected area consolidation of police and fire services. Primary factors for establishing the program included the necessity to reduce the firefighter work week from 72 to 56 hours, and to increase law enforcement patrol strength.¹⁴

To date these goals have been met. In addition, Durham has gone from a selected-area consolidation with two separate departments to a single Department of Public Safety functioning in every area of the city.

In 1977, six years after the public safety concept was introduced, a long-range plan was proposed and adopted in Durham that called for the formation, in stages, of a single Department of Public Safety. The plan called for a process of review and discussion involving the PSOs and police officers and firefighters who had long service records.¹⁵

The department is administered now by a Director of Public Safety. When the police chief retired, that position was abolished. When the Fire Chief retires within the next year, that position also will be abolished and replaced by a Public Safety Major. As new people are hired they are trained as PSOs. There remain a few traditional firefighters and police officers who work in specialized units, but as they retire or voluntarily leave their positions, they will be replaced by new PSOs.

The Department. The Department of Public Safety consists of the Fire Services Bureau, Operations Bureau,

Special Services Bureau, and the Auxiliary Services Bureau.

The city has 10 pumper companies—8 staffed by PSOs. The Central Station is fully staffed by firefighters and supported by patrol PSOs. The stations staffed by PSOs have a 4, 5, or 6 officer crew, depending on the requirements of the area. The officers work 12-hour shifts. The PSO patrol operates on a 4 platoon system, with 4 crews assigned to each station (for a total of 16-24 officers per station, plus relief.)

Each crew is headed by a Sergeant. PSOs and Sergeants are under the command of Lieutenants, who are experienced PSOs and in command of both police and fire operations. There are two Lieutenants on duty per shift, each responsible for roughly half the public safety stations in the city. Their responsibilities include personnel administration, fire and police training, station and equipment maintenance, crime prevention, and community relations programs.

The Sergeant based at each station is responsible for the patrol and fire suppression activities of the crew. At some stations one officer is left in the station with the fire truck, at others, two are left. The Sergeant and the remaining officers patrol the area covered by the station, performing routine police activities in one-officer patrol cars.

PSOs must complete combined fire and police basic training at the Durham Public Safety Academy. Training lasts 24 weeks. In-service training consists of approximately 40 hours per year of specialized law enforcement training and more than 40 hours of fire training. (PSOs actually spend less than 5% of their time on firefighting activities.)

Cost Advantage. The 1977 Long-Range Plan for Durham's PSO Program included the following analysis of the cost advantage of the public safety program.¹⁶ Durham had an authorized strength of 168 PSOs and supervisors. It was estimated that the number of traditional police officers and firefighters that would be needed to provide the service equivalent of the public safety program was 231. Further, it was estimated that if firefighters were on a 42 hour work week, the total number of people required would be 268.

Therefore, it was estimated that, based on a 56-hour work week, the cost advantage of the public safety plan was more than \$413,000 annually. Based on a 42-hour work week, the cost advantage was almost \$850,000 per year. (This does not include additional fringe benefits that firefighters typically have gained with a 42-hour work week.)

Level of Service. In January 1982, the Durham Budget and Management Office prepared a "Comparison of Expenditures and Levels of Service for Public Safety in Durham to Separate Police and Fire Operations" in two other North Carolina cities of comparable size. The results show that Durham spends 2.5% and 7.1% less, respectively, per resident, than the other two cities (iden-

tified here as City X and City Y). City X has 8.8% more protective service employees per 1,000 residents and City Y has 12.9% more employees per 1,000 residents. (The personnel costs show a lesser gap because of the higher salaries paid in Durham.)

The study includes a comparison of protective "coverage" given to the residents of each city, according to the number of fire and police personnel per 1,000 residents. Only personnel directly involved in protective activities were included. In Durham's case, most public safety positions were counted as both police and fire protection personnel. Adjustments for Durham were made as follows: five positions assigned to special enforcement were counted only as patrol personnel, eight positions were not counted as police personnel to account for time spent in firefighting and fire training, 48 positions were counted only as fire personnel, and only 75% of on-patrol personnel were counted as firefighters to adjust for the shorter shifts (42 vs. 56 hours) of public safety personnel.

Even with this discounting, Durham possesses a significant edge in protective services, with a 2% edge over City X and a 14% edge over City Y in police protection, and 12% better coverage than City X and 25% better coverage than City Y in fire protection.

The analysis also indicates a greater flexibility of a Public Safety Department in dealing with major emergency situations. In the event of a major emergency in either law enforcement or fire protection, Durham has more personnel per 1,000 residents trained to respond to either situation. Durham has 39% better coverage than City X and 56% better coverage than City Y in police protection. Durham's 199 Public Safety Officers combine with 74 firefighting personnel to give the city 41% better coverage than City X and 58% better coverage than City Y in a major fire emergency.¹⁷

Conclusion. The public safety plan was originally opposed very strongly by the Durham firefighters' organization. Opponents felt one officer couldn't do both jobs, and that public safety would suffer as a result.¹⁸ To gain their support, the then City Manager led discussions with police officers and firefighters, and key officials made visits to other communities that had a public safety program. Now, more than 10 years have passed since the establishment of Durham's program. The program has been successful, measured by the quality and level of service, the cost advantage, and the support it has received from the community.

Clifton, New Jersey (74,500)

The Clifton Fire-Police Patrol Program remains essentially the same as described in the 1976 *MIS Report*. It is a partial consolidation of the police and fire functions that requires firefighters to be trained in, and function on, patrol during slow periods. The program was originally initiated in 1968.

The program places firefighters on patrol during those periods—night hours, weekends, and holidays—when

they are not directly involved in their prime function of fire protection. Essentially, the Fire Patrol personnel serve as back-ups to police officers when necessary. In addition, their duties include inspections, firefighter training, related police patrol training, and building and equipment maintenance.

Chief Public Safety Officer Joseph S. Colca feels that the "PSOs get to know the community better when they are out on patrol... and not only assist the police as a back-up unit but can also spot fire and safety violations in the sector they patrol."¹⁹ He also feels they contribute to a deterrent presence.

Clifton records show that PSOs are able to respond faster to fires under this program. There are four persons assigned to each piece of fire equipment, with two in the fire house and two out on patrol. In at least half the fire calls, PSOs on patrol are at a fire before the firehouse personnel, and arrive at the same time in most of the other responses.

In addition to their standard fire training, all PSOs in Clifton attend a 14-week training course at the State Police Academy to be properly trained in all police functions.

The Clifton city administration believes the benefits derived from the Fire-Police patrol are many. It provides additional protection and additional eyes and ears for police patrol. For the citizens it provides a greater measure of safety and sense of well-being through greater surveillance and police presence activity.²⁰

Oak Park, Michigan (31,500)

The Oak Park Department of Public Safety was established in 1954 and is a full consolidation of the police and fire services. All officers receive the same training for all aspects of the services. Therefore, all PSO I's are firefighters and ambulance attendants as well as police officers, (and 16 are emergency medical technicians and 1 is a paramedic).²¹

Oak Park's objective in consolidating police and fire departments in 1954 was to improve productivity, not necessarily reduce Public Safety expenditures. Due to budget cutbacks the number of personnel have been reduced by about two per year, going from 76 in 1976 to 67 today. Oak Park accommodated the cutbacks by reducing the support staff and leaving the Operations Division intact.

The Operations Division has the responsibility for law enforcement and firefighting activities and functions on a 4 platoon, 28 day cycle. Each platoon works 7 days of afternoon shift, has 2 days off; 7 days of day shift, has one day off; 7 days of midnight shift, followed by 4 days off. Each officer receives an additional day off for each cycle so that the work week amounts to 40 hours. This pattern of rotation provides 3 platoons for duty each day.²²

Each platoon is comprised of a Lieutenant (station commander), a Sergeant (Patrol Supervisor), a Communications Officer (Dispatcher), and about 12 PSOs.

The minimum manning requirements are a commander, a dispatcher, and 3 officers in the station on all shifts to provide for emergency equipment response, and a patrol strength of at least 3 one-man patrol units on day shift and 5 patrol officers on the afternoon and midnight shifts.

The department's inspection program requires each commercial and industrial structure (892) to undergo at least 2 fire/crime prevention inspections each year. The inspection program also updates the emergency contact file at the dispatch center and checks for license compliance.

The Public Safety Department budget for fiscal year 1982/83 is \$3,740,000.

The Public Safety Director reports that their experience shows that the community strongly supports the public safety organization. The city will continue to operate a fully consolidated Department because the system has proven to be extremely successful and efficient.

Flagstaff, Arizona (34,600)

Flagstaff is the only community listed in the 1976 *MIS Report* to experience the termination of their Police/Fire Specialist (PFS) Program and return to traditional separate police and fire operations.

Several aspects of the PFS Program included:

- Cross-training volunteers from the police and fire departments, enabling them to perform duties of both services.
- Consolidating all dispatching services for public safety under the police department.
- Eliminating the 24 hour shift for firefighters.
- Putting all Police/Fire Specialists under the supervision of the Police Department.

Two PFS vehicles per shift were to engage in normal police patrol duties when not responding to or engaging in firefighting activities.²³

However, there was always strong opposition to the Police/Fire Specialist Program. The members of the firefighters local especially opposed reducing the work week from 56 hours based on 24 hour shifts. Only one firefighter volunteered to be cross-trained as a PFS and the rest of the volunteers came from the police department.

Failing a legal challenge to the program, the firefighters initiated a referendum on the issue. The citizens subsequently voted to return the firefighters to a 56 hour work week.

After this, a new City Manager was hired, and several new council members were elected. They did not have the same commitment to the program and voted to terminate the program. Of the 12 Police/Fire Specialists who had been cross-trained, one who had been a firefighter remained with the Police Department, and four who had been police officers joined the Fire Department.

The only remaining area of consolidation since the 1979 dissolution is combined dispatching.

El Dorado, Kansas (10,500)

The Department of Public Safety consists of a combined police and fire department, and also maintains an Emergency Preparedness Agency.

In 1975 the Public Safety Department was reorganized as a pilot project to use El Dorado's resources more effectively. It involved combining the patrol and firefighting divisions and applying the team policing concept to the new operation. The team concept groups police and fire personnel into a team under the supervision of a leader. These teams are then assigned to a permanent geographic area and are totally responsible for providing all public safety services to their assigned area. As it was designed at that time, all fire and patrol officers are under the command of the same lieutenant, have the same leave days and shift assignments, and perform patrol, traffic, fire, and other public safety functions.²⁴

The team concept program was in effect in El Dorado for several years, but then terminated in 1978 because of a number of factors. There was a forced, and unanticipated reduction in personnel, due to a state spending lid law, a reduction that worked against attempts to reduce firefighters' work week hours. These combined factors, and opposition to reducing the firefighters' hours, left reduced manpower in the stations and led to the termination of the team concept.

However, the public safety program is still operating, although not in the team concept form. The Director of Public Safety administers the department, supported by Division Commanders (Captains)—one each for the Fire Division, Patrol Division, and Service Division. Current authorized strength is 42—including 36 uniformed, sworn members (13 Fire Division PSOs, 14 Patrol Division PSOs, 6 civilian personnel)—aided by an auxiliary, non-paid reserve force.

Minimum on-duty personnel, 24 hours per day, consists of one communications officer, 7 regular officers, and 1 watch commander. The Patrol Division has 3 PSOs for patrol and investigation, the Fire Division has 4 PSOs in the fire station. All employees work a 40 hour week, except for Fire Division personnel and Watch Commanders (54 hour work week.)²⁵

Patrol Division. The patrol function includes the suppression and prevention of crime, traffic control, and fire combat support. The city is divided into three motor patrol beats, each normally patrolled by one officer in patrol vehicles equipped with basic firefighting equipment. Two patrol officers respond to a fire or other emergency, backed by an immediate recall of pre-determined, off-duty personnel and auxiliary reserves to assist in the emergency or cover other duties. Watch Commanders are responsible for all fire and patrol activities during their tour of duty.

Fire Division. The Fire Division's responsibilities include fire prevention activities, fire inspections, suppression, and response to related emergencies. In addition to fire

equipment maintenance, firefighters perform in-house activities that are traditionally police functions, such as:

- Booking and custody of prisoners.
- Acting as duty officers—taking reports of incidents, relieving dispatchers, etc.
- All photography work of the public safety department.

The Fire Division provides fire protection for 115 square miles, including two townships. The city is paid by the townships for this protection, with one-third of all fire calls per year, on average, originating from the townships.

The department operates a "911" emergency line, and also maintains a weather alert and civil defense system as part of a community emergency preparedness program.

Training. New officers are assigned initially to the Fire Division, and must complete 120 hours of basic training. They must then attend the State Police Academy and receive 320 hours of training to be certified. After one year of fire experience and one year of police experience they may apply for a position in either division as positions become available. In-service training is conducted for all personnel to maintain their proficiency in both divisions.

Glencoe, Illinois (9,200)

Glencoe has a fully consolidated public safety department and employs only public safety officers. The Department of Public Safety has 61 employees: the Director, 2 Captains, 5 Lieutenants, 21 PSOs, 5 Communications Operators, 1 Parking Control Officer, a Community Service Officer, Records Clerk, 20 part-time Officers, and 3 part-time school crossing guards.

The PSOs perform general public safety activities, law enforcement, fire prevention and suppression, and first-aid and paramedic services. They also perform standby police and fire station duty, including training, maintenance of equipment and quarters, and records work. PSOs perform patrol duty 8 hours a day, 5 days a week, and have standby duty for 24 hours on, 48 hours off.

Program in Action. All on-duty PSO respond to fire calls, dropping the police or fire station duties that they might be performing at the time of the alarm. Officers on patrol immediately respond if they are not involved in some other duty of greater importance. In the event of combined emergencies, it is possible to send 30 trained firefighters in response. Under the traditional separate department arrangement, only 8 officers could be dispatched.²⁶

All patrol cars are equipped with police and fire equipment. In one recent year, the patrol cars were responsible for controlling 37% of all fire service calls, and fire pumpers controlled 42% of the alarms (21% of all fires were put out upon arrival). Of the calls handled by the fire pumpers, 68% were controlled with minor equipment, and only 32% required major action and equipment. Therefore, 13% of all fires required the use of

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major equipment, while the remaining 87% of all fires required the use of minor equipment or personnel available in patrol cars.²⁷

The stand-by officers in the station do record work; handle communications, fingerprinting, and photographic work; count parking meter receipts; repair parking meters; and handle licenses and registrations.

Glencoe officials believe the training of PSOs to perform the dual functions is the most important requirement of a successfully combined department. Training includes attendance at a state-certified Police Academy (10 weeks) and Fire Academy (7 weeks) as well as continuous in-service training.

In addition to the regular police and fire duties, the Public Safety Department in 1974 began an emergency paramedic service. After extensive training, PSOs become state-certified Emergency Medical Technicians.

City officials report that the public safety program has proved successful from every standpoint: the Village Board, administration, public safety employees, and citizens are satisfied with the program. They feel this results from:

- Faster and better public safety service for residents.
- Improved morale, higher pay, and better working conditions for public safety employees.
- A more economical unit cost operation through better use of personnel.²⁸

CONCLUSION

Many communities have established some form of consolidation of their police and fire functions. It is anticipated that many more consolidations will be implemented in the future due to continued financial pressures and the need for higher levels of police and fire services.

As communities try to move away from the traditional, separate police and fire departments they may face strong opposition from the police and particularly the firefighters organizations. This opposition is based on many factors, and usually calls for serious negotiations. (MIS invited the International Association of Firefighters (IAFF), an organization traditionally opposed to consolidation, to submit information for this report on their present policy concerning consolidation. They declined to do so at this time.)

Communities have been successful in overcoming opposition to consolidation, even when there are strong unions involved. It should be noted that if opposition compromises a program's goals, then the program may fail. In a 1974 *MIS Report*, Esai Berenbaum, a former Direc-

tor of the Durham, N.C. Public Safety Department, related why some communities have tried consolidation and then later abandoned it: "In the programs that failed, many compromises were made with opponents of the program, resulting in a weak organization, weak leadership, uncoordinated operations, and inadequate training. This in turn led to operational errors that were used by the opposition to "prove" that the program couldn't work."²⁹

It is clear that the communities that were able to overcome the opposition successfully, and that eventually won the confidence of the police and fire personnel, did so because they had the strong support of the city administration and the public.

¹ The Consolidation of Fire and Police Services." Public Safety Study Committee, Kalamazoo, Michigan, July 1981, p. 2.

² *Ibid.*, p. 8.

³ Marie Hayman. "Public Safety Departments: Combining the Police and Fire Functions." Management Information Service Report. (Washington, D.C.: International City Management Association, July 1976) Vol. 8, No. 7.

⁴ *Ibid.*, p. 1.

⁵ Tom Holcombe. "Public Safety Departments: Theory and Practice." December 1976, pp. 6-7.

⁶ *Ibid.*, pp. 8-9.

⁷ Bob Mixon. "PSO Concept/Operational Progress Report, 1976-1981." Texarkana, Arkansas.

⁸ "The Consolidation of Fire and Police Services," *Op. Cit.*

⁹ "An Evaluation of the Public Safety Officer Concept in Winston-Salem, N.C., 1972-1977." Public Safety Study Commission, May 1978.

¹⁰ "A Report on the Public Safety Officer Concept as Requested by the Winston-Salem Board of Aldermen." November 1979.

¹¹ *Ibid.*

¹² "Public Safety Concepts and Practices." Sunnyvale, California, 1980, p. 1.

¹³ *Ibid.*, p. 1.

¹⁴ Hayman, *Op. Cit.*, p. 6.

¹⁵ "A Long-Range Plan for Strengthening Durham's Public Safety Officer Program." June 1977.

¹⁶ *Ibid.*, p. 5.

¹⁷ "Comparison of Expenditures and Levels of Service for Public Service in Durham to Police and Fire Operations." Memorandum to the City Manager from the Office of Budget and Management, Durham, North Carolina, January 1982.

¹⁸ Esai Berenbaum. "Police-Fire Consolidation: A Case Study." Management Information Service Report. (Washington D.C.: International City Management Association, March 1974.) Vol. 6, No. 3A.

¹⁹ Randolph Diamond. "Firemen Assist Policemen and It Works—Most of the Time." *The Jersey Journal*, No. 39, June 10, 1981.

²⁰ William Holster. "Clifton Tries a Fire-Police Patrol Program." *New Jersey Municipalities*, October 1969, p. 36.

²¹ Letter from Glenford S. Leonard, Director of Public Safety, Oak Park, Michigan, 1982.

²² *Ibid.*

²³ Hayman, *Op. Cit.*, pp. 9-10.

²⁴ Hayman, *Op. Cit.*, p. 10.

²⁵ "Introduction to the Department of Public Safety." City of El Dorado, Kansas.

²⁶ Robert Morris. "A Report Describing the Combined Police-Fire Service of Glencoe, Illinois." January 1981.

²⁷ *Ibid.*, p. 4.

²⁸ *Ibid.*, p. 4.

²⁹ Berenbaum, *Op. Cit.*, p. 4.