

POLICE AND FIRE CONSOLIDATION:  
AN ALTERNATIVE PUBLIC SAFETY  
DELIVERY SYSTEM

THESIS

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James B. Baugh  
San Marcos, 1976

## CHAPTER I

### INTRODUCTION

#### Historical Antecedents

Safety was among the considerations that inspired prehistoric man to move to a collective existence. Man was singularly ill-equipped to protect himself against the perils of life. In comparison to other creatures in his environment, man had neither the speed, strength, or size to compete for survival. However, man had superior reasoning and thought capacities, which he began employing in the development of primitive organizations that enhanced his chances of survival through collective efforts. These early organizations, though constantly changing, carried man safely through the millennia of time. However, as man moved through time, he began to confront new dangers which were a direct result of his earlier efforts to survive. Nations of men were pitted against other nations; individuals within nations preyed upon each other in pursuit of property rights; fire, once a friend, became a mortal enemy to man in his densely populated cities; plague was an additional threat to these crowded urban areas. Thus, as man's organizations changed, changing the nature of the dangers threatening his safety, so also did his requirements for protection change.



Of these new threats, fire, infliction of bodily harm (such as assault, murder, and rape), and infringement on property rights (such as robbery) became the concern and responsibility of residents in urban areas. Thus we see the beginnings of what today is characterized as fire and police protection provided to the community by the community through the municipal government.

Police protection and fire protection have developed along quite different lines. The police delivery system has evolved from the old watch and ward system, the London thief catchers, and the vigilantes into a professional police force. Early in this evolution, it became evident that in order to adequately protect the lives and properties of a city's citizens a highly visible trained force was needed. Thus the concept of prevention through visible patrol and surveillance developed. The fire protection delivery system, which also began with volunteers, was organized around an event, a conflagration, at which point maximum response was needed. This response could be adequately provided by volunteers until the communities grew too large and the sophistication of equipment advanced beyond the ready grasp of the layman volunteer. Hence, from these antecedents, two very distinctive philosophies have come into being. This philosophic difference is explored by Harry W. More, Jr., Chairman of the Department of Law Enforcement Administration, San Jose State College, San

Jose, California, in his book, The New Era of Public Safety, in which he writes:

Basically, then, police work has emphasized factors of social control while fire protection has stressed the physical factors. In fulfilling their objectives, the average police department has dispersed its personnel on beats throughout the municipality, while the average fire service has retained its personnel in fire stations in order that they might respond as a team to a fire scene.<sup>1</sup>

From this basic philosophic difference, police and fire departments have maintained a position of autonomy in relation to each other and the rest of the municipal organization. This philosophy is also employed as a road block to any effort to more efficiently organize and utilize existing manpower in these two departments.

This dogmatic attachment to the different historical antecedents and the attendant philosophical differences, while once valid, fails to consider technological changes which have had significant impact on public safety delivery systems. Assessing the impact of technological changes on the traditional fire and police department philosophies, Dr. More notes:

Through the use of three-way radios in vehicles, and pocket-size receivers carried by police officers and firemen, it has been proving less necessary to maintain a reserve at either police or fire stations. Within minutes, officers can respond to emergency locations.<sup>2</sup>

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<sup>1</sup>Harry W. More, Jr., The New Era of Public Safety, (Springfield, Ill.: Charles C. Thomas, 1970), p. 40.

<sup>2</sup>Ibid.

With the use of technically superior communications systems, the need to hold a large contingency of men at a central point until the conflagration or other emergency strikes is no longer of such basic importance as it was prior to such communication capability. Further, this communication ability has enabled the total force to be more mobile. This is noted by Charles S. James as he indicates that:

Apparatus has always been considered as much a part of a company as men, but one important reason for so considering it, namely to make transportation available to the men, is gone. Men in automobiles can go faster, and, if dispatched by radio, as surely as though they were hanging on the back of a pumper.<sup>3</sup>

Continuing this logic, he writes that " . . . with modern communication, automatic response is neither necessary nor even always desirable."<sup>4</sup>

In addition to technological changes, both fire and police personnel are placing more emphasis on prevention efforts.<sup>5</sup> This type of program places both firemen and police officers in the field, in essentially the same areas, educating the same citizenry in their respective concerns of fire and crime prevention. Such programs suggest a cooperative effort and an accompanying modification of the

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<sup>3</sup>Charles S. James, A Frontier of Municipal Safety, (Chicago, Ill.: Public Administration Service, 1955), p. 68.

<sup>4</sup>Ibid., p. 69.

<sup>5</sup>More, The New Era of Public Safety, p. 40.

philosophies of both departments.

While a gap has existed historically between the fire and police departments, that gap is closing in the face of technological innovations, the emphasis in both departments on preventive programs, and the underlying mission of both functions to provide public safety services to the general public. Given these influencing factors, Dr. More has concluded, "It has clearly been observed in numerous instances that the work of both services has gradually become more similar."<sup>6</sup>

#### Statement of the Problem

Municipalities, large and small, throughout the nation are caught between the proverbial "rock and a hard place." The cost of providing municipal services has escalated and will continue to escalate at an alarming rate. This notwithstanding, citizens are also demanding that the scope of municipal services be widened to include services unheard of several years ago. However, these escalating costs and expanding services alone do not create the problem. The problem begins to come into focus as it becomes evident that there has not been a corresponding increase in revenue to adequately accomodate the higher costs or the new service demands. As could be expected, public safety is one of the highest priced services provided by

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<sup>6</sup>Ibid., p. 42.

municipalities, comprising from 25 to 50 percent of the municipalities' operating budgets.<sup>7</sup> The large monetary commitment made by municipalities to provide fire and police protection seems to demand examination of existing fire and police delivery systems to insure that the public is receiving services commensurate with the tax dollar paid.

Nevertheless, under the traditional fire and police delivery systems, the general public does not and cannot expect in the future to receive more efficient and economic public safety protection for the money spent. As H. G. Pope, formerly the Executive Director of the Public Administration Service, Chicago, observes, "The reasons that dictated the original establishment of separate departments for providing police and fire services are historic and largely irrelevant to the present situation."<sup>8</sup> It seems logical to speculate that police and fire officers' functions could be combined so that both jobs could be handled by one public safety officer. Admittedly, the consolidation of fire and police functions into one public safety function is iconoclastic and as such has been difficult to implement. Further, the inertia of the public safety system

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<sup>7</sup>Cleveland Bureau of Governmental Research, Inc., Police-Fire Integration--A Survey, No. 56 (Cleveland, Ohio: Cleveland Governmental Research, Inc., 1961), p. 1.

<sup>8</sup>H. G. Pope, "Police-Fire Integration--A Modern Development," Texas Town and City 46 (February 1959): 20.

is great, and consolidation requires innovation. With its roots in historical philosophies, this inertia does much to slow down any change in traditional police and fire administration. In response to this distinct inertia, Dr. More speculates that "Innovation is imperative if we are to keep abreast of the problem and not be submerged by acts of violence, crime, or arson."<sup>9</sup> This same note is struck by Charles James as he observes, "These forward-looking individuals frankly fear the day when public safety administration alone among municipal functions might not be able to meet the challenge of the future simply because it is so immutably rooted in the past."<sup>10</sup>

#### Statement of the Purpose

There exist several possible alternatives to the traditional public safety delivery system. One of these alternatives is the consolidation of the police and fire departments. This work will explore the feasibility of implementing this non-traditional public safety delivery system. To accomplish this end, this study is divided into five chapters. Chapter II reviews the literature pertinent to the public safety concept in an effort to provide the reader with an overview of the public safety concept. Chapter III presents the hypotheses to be addressed and an

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<sup>9</sup>More, The New Era of Public Safety, p. 6.

<sup>10</sup>James, A Frontier of Municipal Safety, xviii.

analysis and description of the test instrument. Chapter IV is the evaluation and analysis of the data, and the presentation of findings and recommendations developed through the operational test of the hypotheses. Chapter V concludes the study and presents limitations, as well as suggestions for further research into this topic.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

This chapter will acquaint the reader with terms endemic to the public safety organization, and will develop through an examination of the literature a model of fire and police consolidation, also illustrating deviations that have evolved from the basic concept. In addition, attention will be given to the external and internal stimuli which have led some municipalities to explore and implement some form of consolidation. Further, this chapter will explore some of the stated benefits derived from this non-traditional public safety delivery system. This chapter will conclude with an analysis of the objections and oppositions to this type of organization for the delivery of fire and police services.

#### Definition of Selected Terms

While the concept of joint utilization of fire and police personnel has existed in theory and practice for some years, it has not been widely accepted by citizens, city councils, or fire and police department personnel.<sup>1</sup>

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<sup>1</sup>See Harry W. More, Jr., The New Era of Public Safety (Springfield, Ill.: Charles C. Thomas, 1970), pp. 28-29; and Charles S. James, A Frontier of Municipal Safety (Chicago, Ill.: Public Administrative Service, 1955), p. 77.



The reasons for this lack of widespread acceptance will be explored later in this chapter. At this time, however, it is sufficient to note that the controversial nature of this concept has stimulated its proponents to change nomenclature in an effort to introduce the concept without the negative connotations of earlier terms. This phenomenon is recognized by Ned L. Wall, former staff member of the International City Management Association, as he observes, "Most cities with some degree of police-fire integration, however, have substituted such terms as 'coordination', 'cooperation', and 'consolidation', because the word 'integration' itself has become so controversial and highly charged with emotion."<sup>2</sup> Because of this camouflaging process, one of the early objectives in reviewing the literature was to develop the operational definitions in a manner that would encourage continuity of thought. Accordingly, the following definitions, despite the continuous alternation of terms, will have uniform application throughout the literature.

Consolidation. The term consolidation describes a delivery system for fire and police services where the two traditional departments " . . . have been combined into a department of public safety."<sup>3</sup> "Specialization in this

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<sup>2</sup>Ned L. Wall, "A Survey of Public Safety Integration," Public Management 43 (August 1961): 170.

<sup>3</sup>More, The New Era of Public Safety, vii.

type of organization is kept to a minimum."<sup>4</sup> The administration is consolidated into a superior department head usually carrying the title of Director of Public Safety. It is further characterized by " . . . a single staff for ancillary services such as personnel, training, budget, records, and communications; and the organization of line function into fire, patrol, and detective divisions."<sup>5</sup> Personnel assigned to fire and patrol functions are trained in both areas before assuming active duty.

Partial Consolidation. "Under this system the public safety department combines the operation of the police and fire departments, but retains them as separate organizations."<sup>6</sup> In its analysis of partial consolidation, the Citizens Research Council of Michigan observed, "Its unique characteristic, however, is the development of a unit of officers who perform regular patrol duties in addition to responding to fire alarms in patrol vehicles outfitted with protective clothing, a portable fire extinguisher, and a hand ax."<sup>7</sup> These officers usually carry the title of

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<sup>4</sup>"A Survey of Fire and Police Integration," Management Information Service Bulletin No. 165 (October 1957): 2.

<sup>5</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services (Detroit, Mich.: Citizens Research Council of Michigan, 1972), p. 1.

<sup>6</sup>"A Survey of Fire and Police Integration," p. 3.

<sup>7</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services, p. 3.

public safety officers. Normally, the administration of these services is vested in the traditional fire and police chiefs, respectively. The public safety unit is under the administrative control of the chief of police and his subordinates while on patrol. However, this chain of command shifts to the fire chief when the public safety officer responds to a fire call. "This type of consolidation can accomodate both the customary separation of the protective services and the assignment of selected personnel to positions where they can be more effectively used."<sup>8</sup>

Selected Area Consolidation. "Selected area consolidation exemplifies a degree of unification whereby the two protective services can function separately except for the operation of specially trained police-firemen throughout a limited geographic area of the city."<sup>9</sup> The specially trained officers, as in the previous examples, are usually called public safety officers. Also, the administration and chain of command are the same as in a partially consolidated system. The single most significant attribute of selected area consolidation is the flexibility it affords in providing police and fire protection to newly annexed areas or areas with a historically low crime and

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<sup>8</sup>Walter L. Webb and Eric A. Anderson, "Unified Public Safety Operations," Management Information Service 4 (April 1972): 2.

<sup>9</sup>Ibid.

conflagration index.

Functional Consolidation. "Functional consolidation is interpreted as a degree of consolidation in which separate police and fire services are retained, but one or more duties normally performed by one department have been assigned to members of the other department."<sup>10</sup> In this organization police and firemen normally retain their traditional titles; thus, there is not a public safety officer as in the previous cases. Administration follows the traditional separate structure of totally distinct departments. The most prominent advantage of this type of consolidation is the ability to use personnel in one service to perform functions traditionally associated with the other. However, the extent and nature of these tasks are limited and are not a major element in the job specifications of either firemen or policemen.

Nominal Consolidation. "Nominal consolidation means a department of public safety (customarily so designated), administered by a single director and encompassing police, fire and building and other safety codes."<sup>11</sup> "Each service reserves its individual and distinct identity, both operationally and administratively."<sup>12</sup> Essentially the emphasis

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<sup>10</sup>More, The New Era of Public Safety, viii.

<sup>11</sup>Webb and Anderson, "Unified Public Safety Operations," p. 3.

<sup>12</sup>More, The New Era of Public Safety, viii.

is on administrative consolidation, and little change is to be made in the operational department. Each department retains an administrative head with more or less the same functions as the traditional chief. However, under this form of consolidation, the operation is consolidated above the department head to facilitate a better degree of public safety planning. Under this system, personnel retain traditional titles, there being no public safety officer, as previously discussed.

Public Safety Officer. "An individual who performs both police and fire duties is designated a 'public safety officer.'"<sup>13</sup> The role of this officer varies from that of the traditional fireman or policeman in that the performance of dual duties seems to establish this position as one of a nonspecialist, out of the traditional mode. However, in reality, the job has been expanded to include expertise in both the firefighting and police disciplines. Generally the public safety officer is assigned to patrol until a fire call, at which point he assumes his firefighting functions in response. During this portion of his assignment, the public safety officer is responsible to the fire administration.

#### Types of Consolidated Public Safety Organizations

As indicated by the previous definitions,

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<sup>13</sup>Ibid.

consolidated public safety organizations are not restricted to a single organizational form. "Integration can include a varying degree of organizations--from a central organization controlling separate fire and police divisions to a completely unified department operated by public safety officers."<sup>14</sup> However, in order to evaluate the various types of police and fire consolidation, it will be helpful to first develop a model indicative of the public safety organization when total consolidation is effected.

#### Consolidation

In developing this model it must be reiterated that each application of the public safety concept will vary from the model. John D. Holstrom, Professor of Criminology at the University of California at Berkeley, recognizes this as he notes " . . . local circumstances should have much to do with local practices."<sup>15</sup> "There is no fixed pattern for unification, and each community must evolve a pattern suited particularly to its own requirements and circumstances."<sup>16</sup> Thus, the discussion of the model is not meant to be categorical, but rather to assist in isolating some traits which the literature suggests are present in varying

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<sup>14</sup>"A Survey of Fire and Police Integration," p. 1.

<sup>15</sup>John D. Holstrom, "Trends in Police-Fire Integration," The Police Chief 28 (July 1961): 34.

<sup>16</sup>H. G. Pope, "Police-Fire Integration--A Modern Development," Texas Town and City 46 (February 1959): 22.

degrees in municipalities which have totally consolidated their fire and police delivery systems.

The totally consolidated fire and police delivery system literally dissolves the traditional fire and police departments and creates in their stead a new Department of Public Safety. "Consolidated service represents a complete departure from the conventional means of providing police and fire protection."<sup>17</sup> "In the majority of such departments, the men are identified as public safety officers."<sup>18</sup> "This combines all the functions of both departments into one force under a single administrator."<sup>19</sup>

In reviewing the literature, several traits of a totally consolidated department become apparent, and they are to be included in the model development. The first is the similarity in size of the municipalities adopting the totally consolidated organization. Harry W. More, Jr., notes that " . . . the preponderance of these departments serve municipalities in which less than 10,000 persons reside. There are eighteen (18) communities in this population grouping, or seventy-five percent (75%) of all

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<sup>17</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection (Baton Rouge, La.: Public Affairs Research Council of Louisiana, Inc., 1974), p. 2.

<sup>18</sup>More, The New Era of Public Safety, p. 53.

<sup>19</sup>Cleveland Bureau of Governmental Research, Inc., Police-Fire Integration--A Survey, No. 56, p. 2.

consolidated departments."<sup>20</sup> The most notable exception to this generality is Sunnyvale, California, with a 1970 population of 94,000. However, when Sunnyvale first adopted the consolidated delivery system in 1950, it was a residential community of less than 10,000 people. Therefore, due to factors resulting from their size, smaller communities are apparently most suited to consolidation. First, in most small communities the fire suppression function has historically been vested in a voluntary fire department. Thus, the move to consolidation replaces a volunteer with a trained full-time public safety officer, thereby affording more professional fire service. "In addition, as residential suburbs, they do not have the same crime problems as urban areas; hence, the absence of patrolmen during the course of a fire is less hazardous than it would be in a large or more urbanized city."<sup>21</sup> Further, smaller communities have not developed highly specialized functions within their fire and police services. This absence of specialization makes it easier to develop a workable, consolidated structure. "Thus, consolidated departments appear to be reasonably well-suited to small, urban residential towns."<sup>22</sup>

Organizationally, the totally consolidated public

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<sup>20</sup>More, The New Era of Public Safety, p. 55.

<sup>21</sup>Gordon K. Zenk, "Police-Fire Consolidation," Nation's Cities 10 (June 1972): 27.

<sup>22</sup>Ibid.



safety department is characterized by the combination of both police and fire services. This combined department is administered by a Director of Public Safety and as many functional heads as necessary. The public safety organization, totally consolidated, is represented by Figure 1. The most significant point about the organization represented in Figure 1 is that all public safety services are under one organizational structure.

Operationally, the heart of the totally consolidated public safety department is the public safety officer. In fact, the " . . . consolidation theory rests on the basic assumption that many police and fire functions have sufficient similarities to make it practicable to train an officer to perform both."<sup>23</sup> Thus, total consolidation is a viable alternative only if the public safety officer can respond to police as well as fire calls. "All public safety officers would be used on police patrol during their tour of duty at which time they would be responsible for normal police activities, fire prevention and inspection, and all fire calls within a particular jurisdiction."<sup>24</sup>

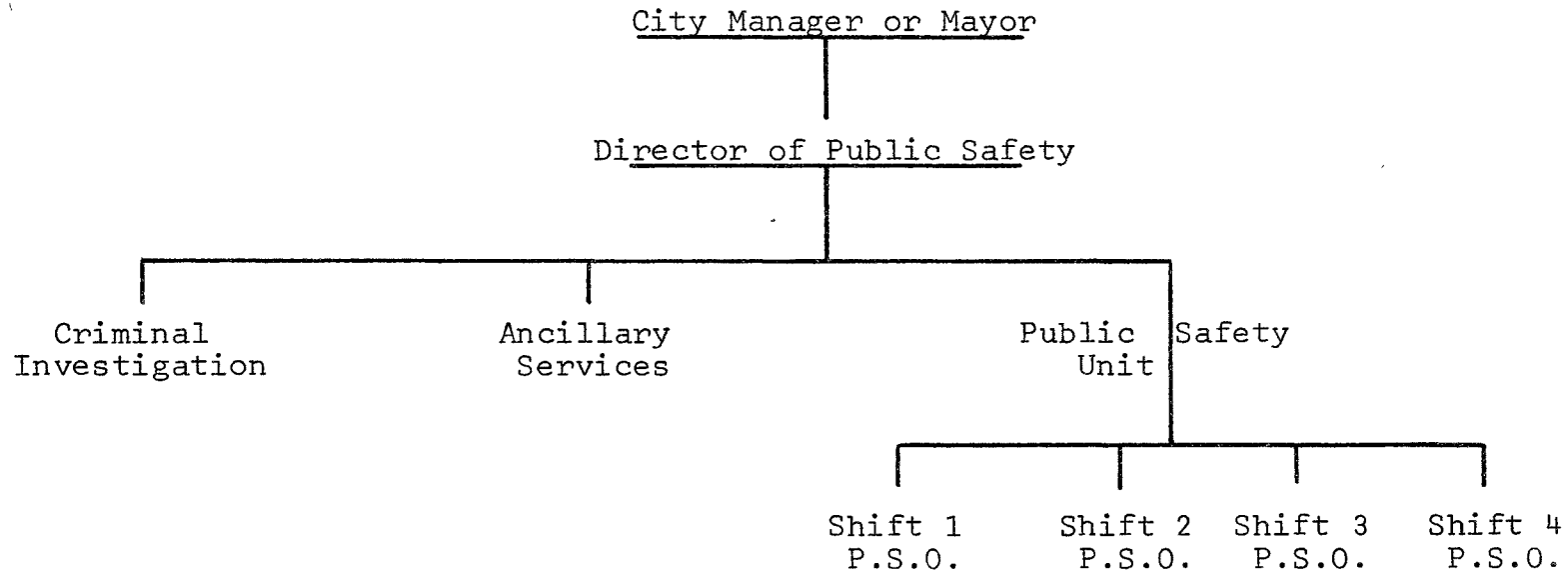
It is significant at this point to note the value of training in the consolidated public safety model. Because the public safety officer is required to perform

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<sup>23</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection, p. 4.

<sup>24</sup>"A Survey of Fire and Police Integration," p. 2.

FIGURE 1<sup>a</sup>  
TOTAL CONSOLIDATION



<sup>a</sup>Organizational Chart does not purport to represent completeness of larger departments, but rather the relationship of the Public Safety Unit and the Public Safety Officer.

functions traditionally assigned to either policemen or firemen, it is imperative that they be well-trained in both disciplines. A report from the Glencoe, Illinois, consolidation indicates that " . . . the program's success centers around the training these twenty-four police-fire officers received."<sup>25</sup> "Personnel must be trained as public safety officers well-prepared in both functions."<sup>26</sup> As suggested by the following four-part training guide, continuing training, as well as the initial preparation, must be emphasized.

The training program usually is divided into four phases. The first phase is the indoctrination program. . . .

The second phase of the training program is familiarization of policemen and firemen with duties of public safety officers. . . .

The third stage in the training program is preparing public safety officers for specialized work in police and fire. . . .

The fourth phase is continuous in-service and on-the-job training which can be found in any well-operated police and fire department.<sup>27</sup>

The significance of training in a successfully consolidated system places it as a prime element in the consolidation model. This point is emphatically made by Robert A. Earle who concludes: "The quality of the training program developed to meet the needs of an integrated service is

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<sup>25</sup>"Public Safety--Combined Services Saves \$35,000 A Year," The American City 80 (August 1965): 47.

<sup>26</sup>"A Survey of Fire and Police Integration," p. 5.

<sup>27</sup>Ibid.

probably the biggest single factor contributing to the effectiveness of the combined operation."<sup>28</sup> Ironically, a viable training program is one of the most difficult elements to develop in a small municipality, which as previously stated is most suited for total consolidation.

Functionally, the public safety consolidation concept is based on the most effective utilization of available manpower. This premise is supported by Harry W. More, Jr., who notes:

The maximum utilization of fire manpower requires a reduction of officers at the fire station to the number that are needed to drive the fire apparatus to the fire scene. The additional manpower has been employed on patrol, in conducting fire inspections or in performing other related duties, and they are able to respond to fire alarms in patrol vehicles.<sup>29</sup>

In theory, then, the public safety officer is on police patrol during 90 to 95 percent of on-duty time. Thus the police patrol function is strengthened in available manpower. At the same time this public safety officer responds to fire calls in his area, thereby providing immediate fire personnel at the scene of a reported conflagration. In theory and practice, the public safety officer is the first to arrive at the fire scene in 80 to 90 percent

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<sup>28</sup>Robert A. Earle, "Personnel Implications of Police-Fire Integration," Public Personnel Review 19 (July 1958): 195.

<sup>29</sup>More, The New Era of Public Safety, p. 52.

of the incidents. Further, in more than half the cases reported, this officer is able to put out the fire without equipment or manpower backup. In addition to police patrol and fire suppression, the public safety officer would be engaged in crime and fire prevention. This activity is accomplished by on-site inspection, noting areas of concern which are potential crime or fire hazards. In addition to the aforementioned field activities, the public safety officer's in-station activities," . . . would include desk duty, communication operations, record keeping, building and equipment maintenance, training . . ." <sup>30</sup> and other functions necessary to the smooth operation of a public safety system. During public safety emergency situations, all public safety officers respond. This total response places on standby status a larger number of trained personnel than would be available under the traditional public safety delivery system.

In summary, the totally consolidated model has certain attributes, listed below. It has been more successfully implemented by smaller residential communities. The totally consolidated public safety delivery system is organized under the administrative supervision of the public safety director. The traditional fire and police identities are dissolved into a public safety officer. This officer

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<sup>30</sup>H. G. Pope, "Organization of Fire and Police Services in Small Cities," Public Management 33 (May 1951): 101.

is cross-trained in both disciplines, enabling response to fire alarms from patrol functions. Training thus becomes a significant element in the consolidated model. Further, emphasis is placed on crime and fire prevention which is achieved during routine patrol duties. By using the public safety officer in this dual capacity, more trained manpower is available to respond to emergency conditions.

#### Partial Consolidation

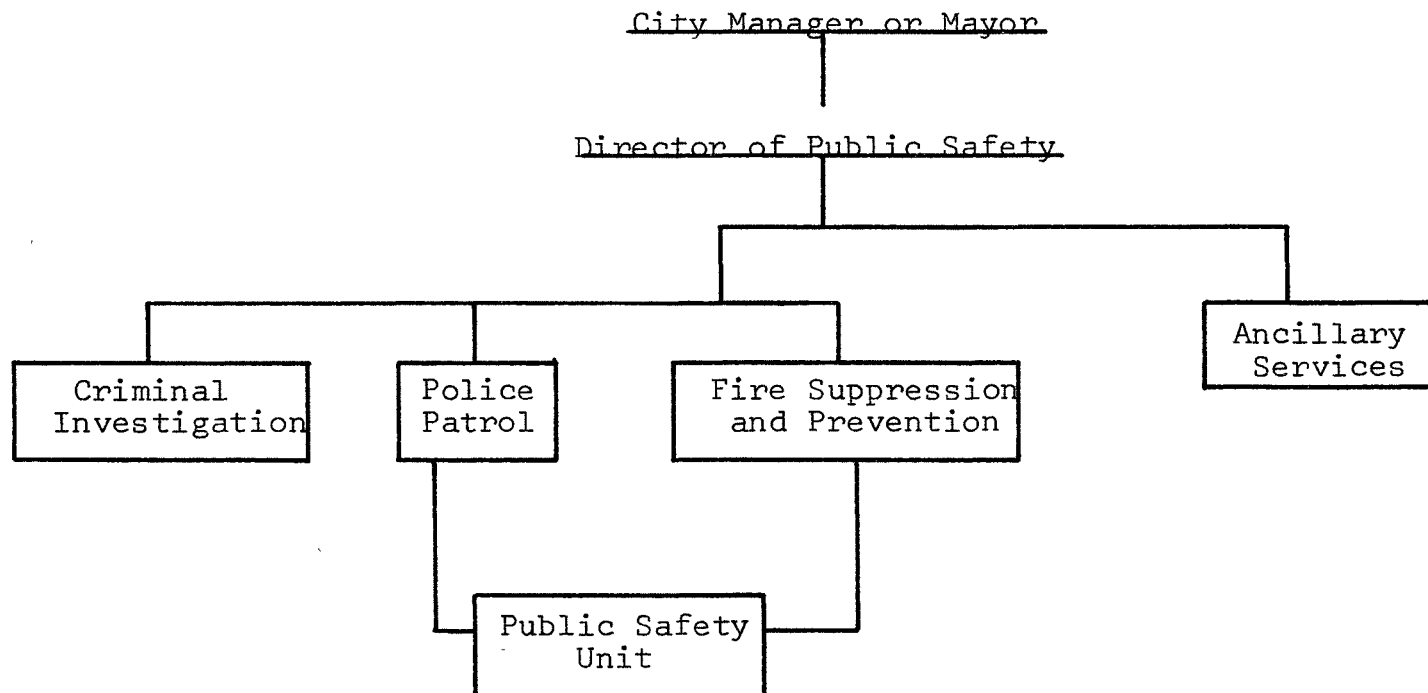
Partial consolidation exhibits many of the characteristics of the consolidated model. The most notable deviation is in the organizational make-up of the public safety delivery system. "A city having this type of integration still retains regular firemen who perform only fire duties and regular policemen who perform only police duties."<sup>31</sup> To these positions, partial consolidation adds a third type of job description, that of a public safety officer. The organization of this type of consolidation could be represented by Figure 2 or Figure 3. The basic difference in these two organizational representations is the existence or absence of the public safety director. Both organizations, however, differ from the consolidated department by virtue of the identifiable nature of traditional fire and police

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<sup>31</sup>Gordon L. Schrader, Police and Fire Integration in El Dorado, Kansas (Chicago, Ill.: International City Management Association, 1965), p. 9.

FIGURE 2<sup>a</sup>

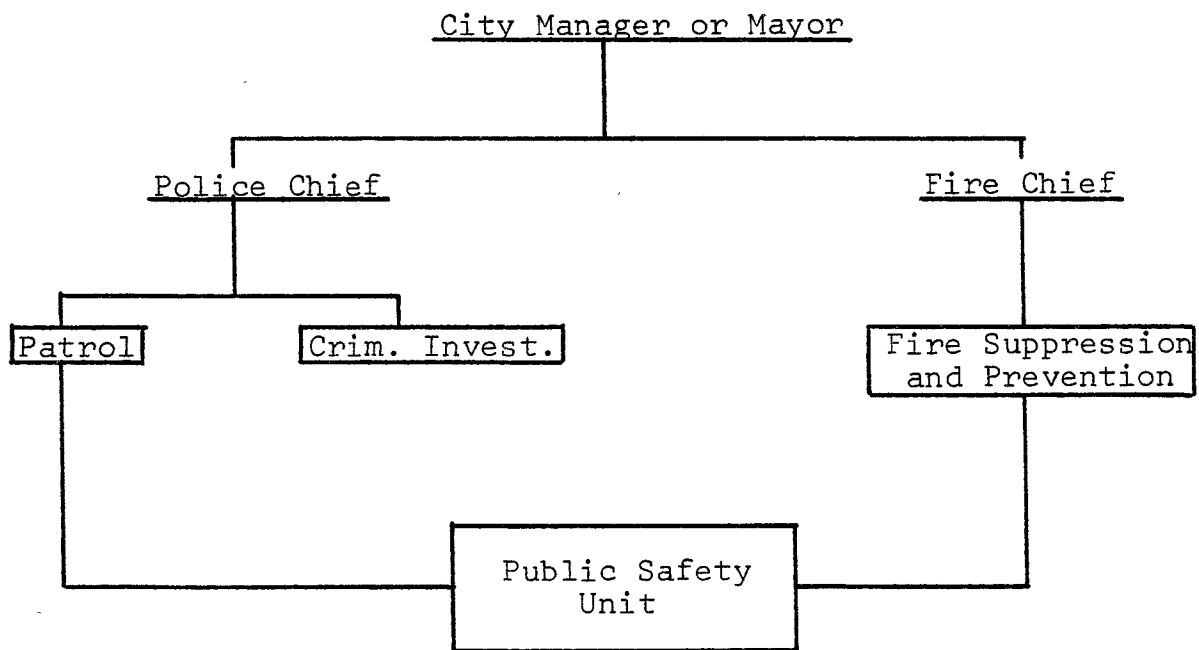
PARTIAL CONSOLIDATION  
Sample One



<sup>a</sup>Supra, note "a", Figure 1, p. 19.

FIGURE 3<sup>a</sup>

PARTIAL CONSOLIDATION  
Sample Two



<sup>a</sup>Supra, note "a", Figure 1, p. 19.



functions. The public safety officers are usually separated into a special patrol unit assigned to the police department patrol division. At a fire scene the public safety officer is under the chain of command of the fire department. An additional variation is in the marked reduction of personnel capable of handling both fire and police functions in the face of emergency situations. Further, partially consolidated services maintain separate staffs in the police and fire departments to perform the functions of personnel, training, budget, records, communications, crime prevention, and fire inspection.<sup>32</sup> This is contrasted with the single staff under the consolidated model. Unlike the consolidated model, the partial consolidation concept has been implemented in municipalities both large and small with no apparent affinity for any particular category of community. Significantly, partial consolidation has been adopted by municipalities as a step in the direction of total consolidation. Throughout, the literature suggests that from partial consolidation a municipality can move with little organizational difficulty to total consolidation. Vacancies resulting from normal personnel attrition in the fire and police departments can be filled with dual-trained public safety officers.

Thus, partial consolidation involves the use of

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<sup>32</sup>More, The New Era of Public Safety, p. 30. .

elite officers, cross-trained in police and fire disciplines to supplement the existing traditional departments of police and fire. These elite officers, generally described as public safety officers, function within the public safety unit, usually under the police department. They respond to fire alarms in their districts, serving as first attack until the regular fire department personnel arrive, at which time they support fire suppression activities or return to routine patrol as the need and circumstances dictate. The partial consolidation model does not disrupt traditional and existing organizational patterns. Further, traditional identities and specializations are preserved. Yet, improved manpower utilization and flexibility can be derived from partial consolidation via the public safety officer.

#### Selected Area Consolidation

Selected area consolidation, like partial consolidation, displays many of the characteristics of the consolidated model. In fact, it appears that selected area consolidation is identical to partial consolidation in its organizational development. The basic difference is in the actual, spatial application of the public safety officer in the field. As in partial consolidation, the selected area consolidation model maintains the autonomy of the traditional fire and police departments. However, given the manner in which public safety officers are used under the selected area model, the organization is necessarily administered

by a public safety director. The public safety officers are assigned to special units under direct administrative control of the police or fire department, depending on the function in which they are engaged. Given the organizational similarity to partial consolidation, Figure 2 on page 24 will serve to represent selected area consolidation.

Thus the most significant trait of the selected area model is the rationale and method of utilizing the public safety officer. "The theory of 'selected area consolidation' requires that the number of stand-by personnel be kept at a minimum at selected fire stations, and that related personnel be assigned to special patrol duty in the geographic area immediately adjacent to the fire station."<sup>33</sup> Through the traditional fire and police departments, the majority of the community is provided with fire and police services via the traditional delivery system. However, with the utilization of selected area consolidation, the municipality has the additional option of servicing newly annexed areas or areas with low crime and conflagration indexes with the public safety delivery system. This theoretical conclusion has been supported by actual practice in Durham, North Carolina. In the area so designated, public safety officers man substations, providing all first line fire and police services there. These

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<sup>33</sup>Ibid., p. 96.

services, as in total and partial consolidation, would include police patrol, fire inspection, crime prevention, fire suppression, as well as ancillary functions such as records and communications. The application of the public safety delivery system to areas recently annexed or with low crime and conflagration indexes makes selected area consolidation particularly well-suited for municipalities in the 100,000 or larger population category. Unlike partial consolidation, selected area consolidation is viewed as a final solution and not an interim step leading to the future implementation of the totally consolidated model.<sup>34</sup>

#### Functional Consolidation

Functional consolidation is the derivation from the consolidated model that is the most difficult with which to deal. Given the broad nature of the definition of functional consolidation, one may maintain that some degree of functional consolidation exists in almost every municipality. Certainly, this type of consolidation " . . . category contains the largest number of communities that have any type of merged services."<sup>35</sup> The organizational structure of a functional consolidation model maintains the traditional fire and police departments as autonomous units. Depending on the degree of functional consolidation, there may be a

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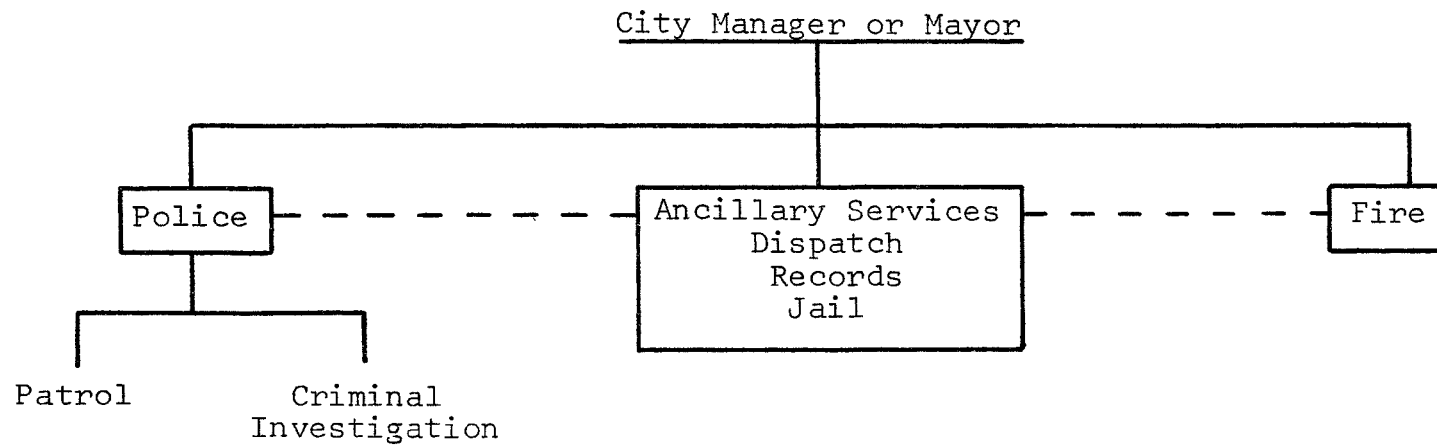
<sup>34</sup>Ibid.

<sup>35</sup>Ibid., p. 111.

public safety director as the administrative head. Figure 4 depicts the organizational structure of the functionally consolidated model.

The major deviation from the consolidated model is the absence of the public safety officer. In the functional consolidation model, cross-training in the major functions performed by policemen and firemen is not needed because the functional application is in job areas of a tangential nature. For example, it is noted that firemen on stand-by assist the police officers in the booking of prisoners. This assistance would involve fingerprinting, preparation of mug shots, manning the holding facility, and other prisoner retention duties. In addition, firemen can assist in the area of records and communications. Similarly, policemen can often respond to the fire alarm first and in so doing locate fire hydrants, clear traffic for the approaching fire apparatus, perform first aid and rescue functions. Thus, the cross-trained public safety officer who plays such an important role in the consolidated model and in the derivations previously mentioned is not present in the functional consolidation model. Further, the absence of the public safety officer and the attendant training requirements, coupled with the unaltered organizational structure, may render the functional consolidation concept the easiest to implement with almost immediate benefits. In addressing the concept of functional consolidation, Walter Webb confirms

FIGURE 4<sup>a</sup>  
FUNCTIONAL CONSOLIDATION



<sup>a</sup>Supra, note "a", Figure 1, p. 17.

this point, contending that:

Of all the degrees of unification, functional consolidation merits the most serious consideration by city administrators, for this offers the closest alignment with the usual separation of police and fire services and, if implemented with care and prudence, can be integrated in any size of city.<sup>36</sup>

In addition, functional consolidation, unlike selected area consolidation, is regarded as an interim step in the direction of the total consolidation model.

#### Nominal Consolidation

Of all the derivations from the total consolidation model, nominal consolidation represents the most interesting from a conceptual viewpoint. In theory and practice, nominal consolidation maintains the traditional organizational structure which insures the autonomy of the police and fire departments. Despite this appearance of organizational status quo, the nominal consolidation model does move away from the traditional structure. "All nominally consolidated services have one common characteristic: that of being unified into one agency identified as a 'department of public safety.'"<sup>37</sup> The chief administrator of the public safety department is the director of public safety, who in turn is responsible to the chief administrator, whether the mayor or the city manager. Ancillary functions such as

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<sup>36</sup>Webb and Anderson, "Unified Public Safety Operations," p. 2.

<sup>37</sup>More, The New Era of Public Safety, p. 125.

training, personnel, budget, fire marshal, records and communications are relegated to staff functions performed out of the office of the director of public safety. Further, as in functional consolidation, the nominal consolidation model does not involve a public safety officer. This absence accentuates the autonomous nature of the traditional fire and police delivery systems. Unlike the consolidated model, then, no effort is made under the nominal model to establish a system for the initial and continuing training of the dual officer. Therefore, nominal consolidation represents a significant derivation from the consolidated model because it represents a gradual change that begins by altering the administrative philosophy before making radical and overt changes from the traditional fire and police delivery systems.

The nominal consolidation model allows a municipality the opportunity to develop administrative systems akin to those which must be developed under the consolidated model. Traditionally established lines of authority are remolded and shaped to be compatible with the public safety concept. In addition, nominal consolidations have facilitated unity of programs and missions as represented by a budget centrally developed, reviewed, and approved by the director of public safety.

Nominal consolidation, then, is based on the theory of combining, under a centralized administrative structure,



departments or agencies whose functions are public safety delivery, thus facilitating closer harmony of goals and missions. Theoretically, nominal consolidation, like functional and partial consolidation, is viewed as an interim step to consolidation. "It would seem that there is a structural relationship between these protective services that could serve as a springboard toward unification, but experience does not show any movement in this direction."<sup>38</sup>

Internal and External Stimuli Leading To The Development of a Consolidated Public Safety Delivery System

Irrespective of the type of consolidation a municipality implements, there are certain motivating factors of both internal and external nature that stimulate municipalities to explore and implement consolidation or one of its derivations.

Cost Consideration

Focusing on perhaps the most notable stimulus, the Missouri Public Expenditure Survey reports that "rising municipal costs are causing an increasing number of cities to turn to integration."<sup>39</sup> The late George Bean, while City Manager of San Diego, California, noted in a report to the

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<sup>38</sup>Webb and Anderson, "Unified Public Safety Operations," p. 3.

<sup>39</sup>Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities (Jefferson City: Missouri Public Expenditure Survey, 1960), p. 2.

City Council:

It is the shock of this increased financial burden which has forced those responsible for costs of government to re-examine the organization and operating procedures of the fire department. This re-examination has led to the obvious conclusion that there should be a change in the traditional method of assembly of trained men, and that this should be done at the incident rather than in the fire house.<sup>40</sup>

He concludes:

The waste in manpower resulting from the assembling and holding of firemen in the station can only be justified if no other effective use can be made of this time without jeopardizing the primary function of protection of lives and property.<sup>41</sup>

The cost of service is also considered by the Public Affairs Research Council of Louisiana, Inc., as it notes:

With the ever-increasing costs attendant upon protecting public safety and the severe budgetary limitations faced by most municipalities, police and fire services are being scrutinized to improve efficiency, effectiveness, and productivity.<sup>42</sup>

The report continues:

Consolidating the functional responsibilities of police and fire departments, at least to some degree, is one alternative that has been advocated for governments faced with the choice of reduced services or higher taxes.<sup>43</sup>

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<sup>40</sup>George E. Bean, "The Case for Better Utilization of Fire Manpower," Office of the City Manager, San Diego, Calif., 1 June 1961, p. 7.

<sup>41</sup>Ibid.

<sup>42</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection, p. 5.

<sup>43</sup>Ibid.

The Citizens Research Council of Michigan observes:

Today, many cities are caught in a crunch between increased public concern about the adequacy of police and fire protection services and the rapidly escalating salary and fringe benefits cost for police officers and fire fighters.<sup>44</sup>

As a possible solution to this service-cost dilemma, the report notes:

The consolidation of municipal police and fire departments offers Michigan communities the opportunity to increase significantly police patrol strength and fire-fighting response, with little or no increase in cost, or to reduce expenditures for public service salaries and wages while maintaining existing service level.<sup>45</sup>

H. G. Pope perceptively concludes

. . . that the cost of providing adequate protection for the urban citizen's person and property, a service financed almost completely out of local revenues, can become so expensive that it may impair the municipal capability to operate other services at equally desirable standards.<sup>46</sup>

Addressing the cost benefits of consolidation, Robert A. Earle concludes, "Municipalities, therefore, are interested in police and fire integration as a logical means of expanding and improving these basic services at the least cost."<sup>47</sup> Management Information Service Bulletin Number 165

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<sup>44</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services, p. 1.

<sup>45</sup>Ibid.

<sup>46</sup>Pope, "Organization of Fire and Police Services in Small Cities," p. 99.

<sup>47</sup>Earle, "Personnel Implications of Police-Fire Integration," p. 192.

addresses the cost of service problem by establishing that "The primary reason for interest in an integrated public safety department is the achievement of better police and fire services at no substantial increase in costs."<sup>48</sup>

An article in the National Civic Review recognizes this cost-of-service stimulus, noting, "The increasing cost of municipal fire and police services has resulted in increased interest in the combining of the two public safety functions into a single department."<sup>49</sup> Assessing the stimuli which led to the consolidation of police and fire functions in Sunnyvale, California, City Manager Perry W. Scott states that "Economic reward and solid performance are the compelling incentives which will produce a community compulsion of sufficient strength to outweigh such opposition."<sup>50</sup>

#### Additional Internal Stimuli

The literature treats the continuously escalating cost of service as the basic and most important element in stimulating cities to examine and implement the consolidated concept. However, while the cost factor certainly stands as a major influence in a municipality's move toward consolidation, and while the cost element is evident in

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<sup>48</sup>"A Survey of Fire and Police Integration," p. 1.

<sup>49</sup>"Police-Fire Merger Stirs Controversy," National Civic Review 51 (January 1962): 43.

<sup>50</sup>Perry W. Scott, "A Decade of Police-Fire Service," Public Management 43 (August 1961): 175.

varying degrees in other stimulating factors, the literature suggests that other stimuli also exist. Robert B. Morris, commenting on the stimuli leading to consideration of consolidation, states:

Many municipal officials are faced with five police and fire problems: (1) how to attract qualified police and fire applicants; (2) how to justify paying higher salaries to police and fire personnel; (3) how to improve police and fire working conditions, including reducing work weeks; (4) how to improve police and fire services at nominal costs; and (5) how to better utilize the time and capabilities of police and firemen.<sup>51</sup>

Upon close examination it becomes apparent that Mr. Morris has touched on factors of an internal as well as external nature as they relate to the municipal organization. An example of internal stimuli is the desire for increased professionalization in the fire and police service, better pay and working conditions, more efficient utilization of man-hours, and improved communications. The City Council of Durham, North Carolina, also noted these stimuli as they developed their justifications for the application of the consolidated concept. As a result of this effort, they recorded the following as the major reasons for consolidation:

- A. A desire on the part of the City Council to reduce the average work week for firemen from 72 to 56 hours, and
- B. To increase law enforcement strength at less

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<sup>51</sup>Robert B. Morris, "On Fire-Police Integration," The American City 74 (October 1959): 122.

expense in the long run than through the traditional approach of separate services.<sup>52</sup>

Robert A. Earle, in citing internal stimuli, notes improved organizational structure and better manpower utilization as he observes:

The inherent economic loss due to the idle time of standby emergency personnel coupled with the evidence that traditional set-up of separate operations is no longer in tune with the times, has prompted the municipalities to investigate the possibilities of obtaining better manpower utilization through improved organization.<sup>53</sup>

This improved organization and better manpower utilization through consolidation is even more enticing when the total operation is considered. Management Information Service Report Number 165 reports:

The wasteful competition of two separate departments seeking favorable support of their programs at budget time can be eliminated. Separated clerical functions can be combined and in some instances separate records can be consolidated. Duplication of functional office space, equipment, furniture, training aids, and so on can be reduced or eliminated.<sup>54</sup>

### External Stimuli

Among the external stimuli, Mr. Morris includes the ability to provide a better level of public safety service to the community. With the effort to provide a higher level

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<sup>52</sup>"Police-Fire Consolidation Studied in North Carolina," National Civic Review 63 (September 1974): 448.

<sup>53</sup>Earle, "Personnel Implications of Police-Fire Integration," p. 192.

<sup>54</sup>"A Survey of Fire and Police Integration," p. 2.

of service, economy of resources becomes necessary in light of the aforementioned cost-of-service stimulus. Also involved in a better level of service is inclusion of programs previously not included as ongoing services, such as crime prevention and fire inspection of residential as well as commercial structures. The importance of expanding service to include inspections is strongly urged by Harry W. More, Jr., as he observes, "The successful operation of a public safety department is contingent upon a strong inspection program."<sup>55</sup> Such expanded service fills the dual role of providing visible response to the external stimuli demanding service, while providing an atmosphere in line with the internal stimulus of more professionalization. Esai Berenbaum, Public Safety Director of Durham, North Carolina, echoes this benefit of professionalization as he notes, "The public safety job is more interesting and far more challenging than the traditional fire or police role."<sup>56</sup> In addition to inspections, other expanded services made possible through fire and police consolidation would include the following: faster response to fire calls, more man hours spent in patrol, increased neighborhood visibility, and larger reserve of trained officers to respond to emergency situations.

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<sup>55</sup>More, The New Era of Public Safety, p. 193.

<sup>56</sup>Esai Berenbaum, "Police-Fire Consolidation: A Case Study," Management Information Service 6 (March 1974): 4.

One can conclude from a review of the literature that municipalities are compelled by internal and external stimuli to review the cost and level of fire and police service currently received by the general public via the traditional delivery system of separate fire and police departments. Consolidation or a derivation thereof offers a viable alternative, with the prospect of addressing a large percentage of the internal and external stimuli herein listed.

#### Benefits Derived from Fire and Police Consolidation

When reviewing the stated benefits derived from a consolidated delivery system, one must keep two facts in mind. First, benefits derived from consolidation should be in close relationship to the internal and external stimuli. Second, logically, the extent and impact of these benefits are in proportion to the extent consolidation is implemented.

#### Cost

In reviewing and analyzing the benefits, we must begin with the consideration of cost, which is the first concern of city councils and citizens. The Missouri Public Expenditure Survey concludes:

After the initial increased expenses have been met, integration is an avenue to continuing economy. The normal experience of cities which have integrated their fire and police services is a lower cost than would otherwise have been required. Examples of estimated yearly savings reported as a result of integrating public safety services: Evanston, Illinois,



\$70,000; Oak Park, Michigan \$56,000; Winston-Salem, North Carolina, \$20,000 (in one district); Chicago Heights, Illinois, \$70,000; and Oakwood, Ohio, \$50,000.<sup>57</sup>

Commenting on the cost savings, H. K. Hunter states that in Sunnyvale, California, " . . . the cost of operating the integrated fire-police department, now known as the Public Safety Department, is approximately 20% less than if the city had separate fire and police departments."<sup>58</sup> Not only do Sunnyvale citizens save in the operational cost of providing fire and police services, they also save in fire insurance. Mr. Hunter notes that because of integration " . . . the Pacific Coast Board of Fire Underwriters regraded the city's fire defenses and put the city into a better classification which will result in a savings to property owners of \$30,000 a year in reduced fire insurance premiums."<sup>59</sup> In further commenting on the Sunnyvale experience, Perry W. Scott notes, "The annual economic return to Sunnyvale taxpayers has been an operating savings which has increased from approximately \$16,000 in 1950 to \$136,000 in 1959, or the equivalent of 35¢ in the base tax rate."<sup>60</sup> Bert W. Johnson, City Manager of Evanston, Illinois,

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<sup>57</sup>Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities, p. 7.

<sup>58</sup>H. K. Hunter, "An Integrated Public Safety Department," Public Management 33 (May 1951): 105.

<sup>59</sup>Ibid.

<sup>60</sup>Scott, "A Decade of Police-Fire Service," p. 176.

reported in 1960 that the consolidated program saved the city \$65,000 per year.<sup>61</sup> An August, 1965, article in American City on the consolidation of Glencoe, Illinois, reports that "According to Village Manager Robert B. Morris, the integrated system saves Glencoe taxpayers at least \$35,000 a year."<sup>62</sup> City Manager John M. Gold writes in "The History of Fire-Police Cooperation in the City of Winston-Salem, North Carolina, 1957-1972," that the City of Winston-Salem has experienced an annual operating savings in excess of \$70,000.<sup>63</sup> A report from the City Manager's Office of San Diego, California, which addresses facts about consolidation, notes that "Five Illinois communities provide police and fire service and at the same time save \$293,000 annually through coordinating or combining their police and fire operations."<sup>64</sup> In Peoria, Illinois, Bernard J. Kennedy, Director of Public Safety, relates that " . . . from 1962 to 1964, personnel economies exceeded \$200,000 annually. From 1964, when the city annexed a large portion

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<sup>61</sup>Bert W. Johnson, "Evanston's Fire-Police Cooperation," The American City 75 (September 1961): 174.

<sup>62</sup>"Public Safety--Combined Service Saves \$35,000 A Year," The American City 80 (August 1965): 47.

<sup>63</sup>John M. Gold, "The History of Fire-Police Cooperation in the City of Winston-Salem, N. C., 1957-1972," p. 6. (Mimeographed.)

<sup>64</sup>George E. Bean, "Police and Fire Fact Sheet," Report presented to the City Council, San Diego, Calif., 26 June 1961, p. 3. (Typewritten.)

of unincorporated area, to present this savings has exceeded \$370,000 each year."<sup>65</sup> James R. Hawkins, Mayor of Durham, North Carolina, commenting on the relative cost of the consolidated concept, has stated, "I am also convinced that the cost of this program is far less than it would be under the conventional set-up."<sup>66</sup> In providing support documentation for implementation of the consolidated system in San Diego, California, City Manager George Bean estimates that San Diego's potential annual cost savings under the consolidated system will run as high as one million dollars.<sup>67</sup>

In each instance in which consolidation or a derivation has been successfully implemented, the municipality reports a savings in operating costs associated with the public safety service. The literature advises, however, that while there are cost benefits inherent in the consolidation concept, a move in this direction solely on the basis of cost would be shortsighted indeed. A report on public safety in St. Petersburg, Florida, argues that, "Although some cost reductions may be possible, the real value of consolidation is in improving the level of services

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<sup>65</sup>Bernard J. Kennedy and Henry W. Holling, "Police-Fire Mergers," Nation's Cities 7 (January 1969): 26.

<sup>66</sup>James R. Hawkins, Mayor of Durham, N. C. to Max Kruger, Mayor of Wichita Falls, Tex., 7 February 1975.

<sup>67</sup>Bean, "The Case for Better Utilization of Fire Manpower," p. 37.

rendered to the community."<sup>68</sup>

### Level of Service

On that observation, we may turn to the question of the service levels provided under consolidation or a derivation thereof. As indicated in the St. Petersburg report, public administrators are as enthusiastic about the opportunity to provide better service as they are about the operational cost benefit. Generally, then, many variables are involved in an improved level of service. In the area of public safety these variables would include more man hours of patrol, accelerated response to calls for fire or police assistance, greater potential for more trained officers at the emergency scene, more highly trained officers, intensified prevention programs, and a higher visibility to the general public.

Addressing the variable of better manpower utilization, H. G. Pope hypothesizes, "The greatest benefit to be derived from the combination of police and fire departments would be in the more effective utilization of manpower for these purposes."<sup>69</sup> As an example of this utilization, he suggests that "Such integration would provide at least one additional full-time paid position, the approximate equivalent of three men, in addition to those provided by normal

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<sup>68</sup>"Public Safety: St. Petersburg Style," 1973, p. 4. (Mimeographed.)

<sup>69</sup>Pope, "Organization of Fire and Police Services in Small Cities," p. 101.

schedules."<sup>70</sup> Citing the benefits to be derived from the Durham, North Carolina, consolidation, analysis by the Public Affairs Research Council of Louisiana, Inc., finds that "When the system is fully installed, the level of service by public safety officers will be increased to a point that equivalent service by separate police and firemen would require 153 persons, or 42% more personnel."<sup>71</sup> However, substantial manpower savings are possible short of consolidation. The Citizens Research Council of Michigan, analyzing the Durham effort while it is still less than totally consolidated, observes, "The Durham partially consolidated police-fire department requires about 20% fewer operating personnel than traditional police-fire departments to provide an equivalent level of service."<sup>72</sup> The literature and the experience of municipalities clearly reflect better utilization of manpower under consolidation. However, in no case is it suggested that personnel be reduced below the level necessary to provide fire and police protection. Rather it appears that consolidation offers a means to provide more police and fire coverage with the same or fewer

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<sup>70</sup>Ibid., p. 102.

<sup>71</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection, p. 11.

<sup>72</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services, p. 8.

personnel. This effective utilization of manpower is made possible by fully developing available personnel at the incident rather than at the fire station.

Charles James, in his analysis of consolidation, postulates that "The distribution of the majority of this force over the city, however, cuts the average response time materially and thereby tends to increase the effectiveness of consolidation in Evanston, Illinois, City Manager Bert W. Johnson reports:

During the five-month period ending May 31, 1960, Fire Marshal James J. Geishecker reports there were 183 calls where cooperative help might be needed. In 45 cases, cooperative police officers arrived before the first fire apparatus; in 68 cases they arrived at approximately the same time; in 44 cases they arrived within two minutes; in 24 cases they arrived after two minutes of the arrival of the fire apparatus, but in close proximity; in only two cases where cooperative police officers were supposed to arrive and which were false alarms, they did not arrive before the fire department's departure from the scene.<sup>74</sup>

Addressing the response time question, the St. Petersburg, Florida, study observes:

He must always be geographically located so that his response will insure arrival at the fire scene before or simultaneous to his later company. (The former has been the case in well over 90% of the

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<sup>73</sup>Charles S. James, A Frontier of Municipal Safety, p. 87.

<sup>74</sup>Johnson, "Evanston's Fire-Police Cooperation," p. 176.

time during the first ninety days of the program.)<sup>75</sup>

Gordon K. Zenk, in his analysis of the Winston-Salem consolidation notes, "Ninety percent of the time the station wagon arrives first at fires in its district, and one-third of the time its patrolmen are able to handle the fire unassisted."<sup>76</sup> In Boulder, Colorado, after two years under a consolidated system, an evaluation revealed that " . . . response time has been reduced from a previous average of four to five minutes to an average of two and one-half minutes."<sup>77</sup>

Commenting on the results of the Durham consolidation effort, Esai Berenbaum reports:

There appears to be significant improvement in the fire suppression function with police-fire consolidation. With public safety patrol cars responding to fires, fire response time from the first-arriving fire-trained officer has been reduced from 25% to 48% depending on the sector. Since the great bulk of calls involve no fire at all or very small fires, rapid response by public safety officers results in fire trucks being given a 10-19 (return to station) on most of their dispatches.<sup>78</sup>

Regarding response time of public safety officers in Clifton, New Jersey, Fire Chief Steven Lendl reports:

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<sup>75</sup>"Public Safety: St. Petersburg Style," p. 12.

<sup>76</sup>Zenk, "Police-Fire Consolidation," p. 28.

<sup>77</sup>Webb and Anderson, "Unified Public Safety Operations," p. 12.

<sup>78</sup>Berenbaum, "Police-Fire Consolidation: A Case Study," p. 6.

Fire patrol cars are radio dispatched in all situations and at this early stage of operation have answered 213 coordinated patrol car - fire company alarms. In all cases, the response was such that resolving the incident was normally accomplished; in fact, patrol cars are, in many cases, arriving at the fire scene before the fire apparatus. This fact, of course, offers numerous possibilities in the area of lifesaving, reporting to incoming fire companies the condition of alarm and taking initial fire-fighting steps.<sup>79</sup>

Significantly, in Clifton, as in other municipalities, public safety officers responding quickly to an alarm are able, in many cases, to handle the assistance call, obviating the need for additional manpower and equipment. In the event that the assistance call requires more personnel, the early arriving public safety officer is instrumental in preparation work which saves critical time when the additional personnel and equipment arrive.

The literature clearly indicates that consolidation enhances the ability of the municipality to respond quickly with trained personnel to public safety calls. This response is empirically faster than under the traditional public safety delivery system. Mr. James' postulate regarding improved response time under consolidation has, then, proven to be correct in light of the actual experience of municipalities currently engaged in some form of consolidation.

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<sup>79</sup>William Holster, Stephen Lendl and Joseph A. Nee, "Clifton Tries a Fire-Police Patrol Program," New Jersey Municipalities 44 (October 1969): 9.



### Additional Benefits

After reviewing the two major elements involved in improved public safety services, more efficient manpower utilization and rapid response to public safety calls, we now turn to the virtual cornucopia of benefits derived from consolidation. The literature suggests that perhaps the most significant benefit, outside those previously mentioned, is the emphasis placed on preventive efforts in a consolidated delivery system. Commenting on these preventive efforts, Mr. L. E. Shingledecker, Supervisor of Fire Safety, Nationwide Insurance, Columbus, Ohio, reported his observations to the City Manager of Winston-Salem after a 1958 inspection of that city:

Checking their records I found that they (public safety officers) had made over 400 home inspections, called the police patrol group in for one hour a day for training and evaluation and have done a wonderful job in preplanning the larger residences, mercantile, and hospitals. Their preplanning cards were very complete and gave on them the necessary information needed if a fire should occur.<sup>80</sup>

In his analysis of the consolidated effort in Winston-Salem over a fifteen-year time span, City Manager John M. Gold observes that "Possibly the most important and far-reaching effect the public safety program will have is in the area of fire, crime and accident prevention."<sup>81</sup>

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<sup>80</sup>Gold, "The History of Fire-Police Cooperation in the City of Winston-Salem, N. C., 1957-1972," p. 10.

<sup>81</sup>Ibid., p. 21.

Enumerating the benefits of consolidation, the Missouri Public Expenditure Survey observes:

Improved prevention programs, the result of placing more men on patrol and inspection duties, are cited by a number of cities as an important advantage. The public safety officer is in a logical position to perform both fire and crime prevention duties. He normally visits or observes all premises in his area periodically. On his visits, he can promote public understanding and eliminate hazards before they give rise to incident.<sup>82</sup>

In addition to preventive programs for fire, crime, and accident, improved morale is associated with a consolidated delivery system. Again, the Missouri Public Expenditure Survey notes:

In cities that have integrated departments, administrators report that morale is higher than before integration. They attribute this to increased pay, shorter hours, a greater variety of duties, and a feeling among the men that they are providing better protection.<sup>83</sup>

This conclusion was also reached by the Citizens Research Council of Michigan. "The reclassification of positions and additional training which accompanied police-fire consolidation present the public safety officer with greater prestige and a more diverse challenge."<sup>84</sup> The suggestion follows that the personnel delivering the public safety

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<sup>82</sup>Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities, p. 8.

<sup>83</sup>Ibid.

<sup>84</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services, p. 8.

services find more job satisfaction under the consolidated system and are therefore more enthusiastic in the performance of their jobs. The result is a better quality of service for the general public.

Closely associated with improved morale, more professionalization in fire and police services can result from consolidation. In addressing the benefits, the Public Affairs Research Council of Louisiana, Inc., concludes that consolidated departments " . . . offer a higher degree of professionalization and job satisfaction with higher pay to public safety personnel."<sup>85</sup> The Cleveland Bureau of Governmental Research reported that "Experience indicates that the integrated department requires fewer men than the more conventional dual force. This results from utilizing the individual's capabilities and time to the fullest extent."<sup>86</sup> This total personnel utilization has led to a more professional attitude in the public safety officer. Further, this officer, by virtue of his dual training, handles a broader range of emergencies than the traditional fireman or policeman, thus becoming a more valuable municipal employee.

Concentration of the work force at the point of emergency, flexibility of the work force, more logical

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<sup>85</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection, p. 12.

<sup>86</sup>Cleveland Bureau of Governmental Research, Police-Fire Integration--A Survey, p. 2.

distribution of manpower and equipment, shorter work week for public safety personnel, and increased number of trained employees performing the patrol function are additional benefits enumerated in the literature. Reviewing these additional types of benefits to be derived from a consolidated service, Charles S. James notes the following purposes:

1. To enable the force to concentrate on prevention work as much of the time as possible, consonant with emergency requirements.
2. To distribute personnel and equipment in such a fashion that service rendered will be in proportion to the need therefor and the workload of the men will be as nearly equalized as possible.
3. To permit such flexibility in operations that routine protective services can be maintained at all times and any combination of incidents successfully opposed, save only a great conflagration, a natural disaster, war, or insurrection.
4. To provide sufficient manpower to combat incidents that arise, to enable that manpower to be brought to bear upon any incident in the least possible time, and to put the responding force always under the command of a superior officer at the scene.
5. To fix immediate responsibility on each individual officer and each supervisor for conditions in the area that he patrols or commands.
6. To vest ultimate authority at all times, and immediate authority most of the time, in a central headquarters staff that is generally responsible for all actions of the field force.<sup>87</sup>

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<sup>87</sup>James, A Frontier of Municipal Safety, p. 90-91.

George Bean in his report to the City Council of San Diego, California, suggests:

All available evidence supports the feasibility of such a plan involving a relatively minor change in staffing for fire manpower requirements, but which would produce the following advantages:

- . An increase in the number of trained fire fighters on duty at any given time.
- . An increase in the number of trained patrol officers on duty at any given time.
- . Improved life, safety, and property protection potential to faster initial response of patrol.
- . A reduction in the total number of public safety personnel required with consequent reduction in total cost.
- . A higher degree of professionalization and job satisfaction with higher pay to the participating personnel.
- . Extension of the forty-hour work week to a larger group of employees.<sup>88</sup>

Addressing the public relations aspect of the consolidated system, Mr. Berenbaum offers the following observation:

There was a time in the not-too-distant past when police officers were not welcomed in certain parts of the city. The image of the law enforcement officer had hit a new low. Today, when a citizen reports a fire in these sections of the city, the men who appear first on the scent to fight the fire arrive in patrol cars and are dressed in police uniforms. A few seconds later these same men are dressed in firefighters' gear and are fighting to save the citizen's life or property. The community relations aspect of this for law enforcement has been found to be quite

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<sup>88</sup>Bean, "The Case for Better Utilization of Fire Manpower," p. 27.

significant.<sup>89</sup>

In addition to the foregoing, unification of communications, records, budgets, and administrative structure are noted as benefits of consolidation. The St. Petersburg, Florida, consolidated effort has resulted in savings in this area. "The administrative and service functions of police and fire have generally merged until the duplication of effort within these functions has been eliminated."<sup>90</sup> Public administrator, Gordon L. Schrader, addressing the benefits of a unified organizational structure, perceptively observes:

Better planning, more coordination, improved public relations, better training, and more effective communications are realized as a result of the single hierarchy of command. Both of these closely related public safety services may be coordinated by one man with the end result being that of increased cooperation and elimination of duplication.<sup>91</sup>

The consolidated public safety delivery system can provide a municipality with many benefits that cannot be provided under the traditional delivery system. To reiterate, these benefits would include the following: cost savings; more available manpower; better response time; more professional employees delivering public safety services;

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<sup>89</sup>Berenbaum, "Police-Fire Consolidation: A Case Study," p. 4.

<sup>90</sup>"Public Safety: St. Petersburg Style," p. 4.

<sup>91</sup>Schrader, Police and Fire Integration in El Dorado, Kansas, p. 7.

better organizational morale; better public relations; improved administrative structures; reduction of duplication of efforts; stronger emphasis on preventive crime, fire and accident programs; unification of ancillary services such as communications and records; shorter work weeks in the fire department; and higher pay for public safety officers. While this list is not complete, it does reflect the advantages listed in this work and the major benefits named in the literature. While reviewing this impressive list of advantages resulting from a municipality's move to consolidation, attention should be given to the guarded conclusion reached by the Missouri Public Expenditure Survey:

Integration should not be considered a gimmick or a panacea, but rather an administrative approach to one or more municipal problems. Experienced administrators warn that it should not be adopted without a thorough study of the needs, resources, and goals of the specific city or without a sound plan.<sup>92</sup>

While the consolidated system offers the possibility for many things that are good, it also has stimulated controversy in every municipality in which it was implemented. The potential for this controversy caused the Missouri Public Expenditure Survey to caution careful study before consolidation or a derivation is implemented.

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<sup>92</sup> Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities, p. 8.

### Arguments Against Consolidation

Consolidation represents, as previously indicated, an almost complete departure from the traditional public safety delivery system. This movement away from accepted behavior patterns has plunged this concept into controversy. "Recent studies examining actual efforts to consolidate or even to consider the possibility report that there was immediate opposition."<sup>93</sup> This opposition is in the name of organizations to which firemen or policemen belong, as well as of individuals within each organization.<sup>94</sup> The Citizens Research Council of Michigan observes that " . . . opposition among the firefighters is usually greater than that of police officers perhaps because the change is more dramatic in relation to their duties, responsibilities and work schedules."<sup>95</sup> The impact of this opposition is significant, as it has succeeded in discrediting the idea before the plan could be installed or precipitating the rejection of the plan as unworkable after only a short experimental

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<sup>93</sup>Public Affairs Research Council of Louisiana, Inc., The Public Safety Officer: An Alternate Approach to Police and Fire Protection, p. 8.

<sup>94</sup>Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities, p. 8.

<sup>95</sup>Citizens Research Council of Michigan, Saving Taxpayers Dollars Through Consolidated Police and Fire Services, p. 9.



period.<sup>96</sup> Given the potential effect of the organized opposition, the literature devotes substantial attention to its discussion.

The Missouri Public Expenditure Survey, in its 1960 publication, lists eight of the arguments found to be most often presented against integration.<sup>97</sup> These arguments have been capsulized from an International Association of Fire-Fighters, AFL-CIO, publication, Why We Are Opposed to Integration of Fire and Police Departments, and the National Board of Fire Underwriters' publication, "Fire and Police Departments, Combining of," Special Interest Bulletin Number 300:

1. The duties of a police officer and a fire fighter are so specialized that one man cannot be trained adequately to perform both functions.
2. Fire apparatus must be manned at all times with enough personnel to respond to an alarm quickly and extinguish the fire. If some of the men are scattered about the city, they may be delayed in reaching the fire scene.
3. Because there may be a smaller total force on duty in an integrated city, a fire or police emergency requiring the presence of a large number of public safety officers would strip the city of one service or the other. For example, a large fire would necessitate calling all men in patrol vehicles, thus removing all police

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<sup>96</sup>Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities, p. 8.

<sup>97</sup>Ibid., p. 8-12.

protection from the city.

4. Integration has a serious adverse effect upon the morale, discipline, and efficiency of the men.
5. Integration is not economical. Comparisons of public safety expenditures in some cities before and after adoption of integration reveal increased expenditures.
6. Fire insurance rates are higher in cities with police-fire integration.
7. No community has yet developed a plan of integrated police-fire service that has proven practicable and feasible.
8. State statutes and local pension plans may prohibit integration.<sup>98</sup>

Other arguments have been recorded in opposition to the consolidation concept. The San Diego Firefighters' Association newsletter, The Union, in a June 19, 1961, edition warns that "A combined police-fire force would completely re-evaluate modern firefighting methods and would eliminate the teamwork which they (firemen) consider 'absolutely essential' to efficient fire protection."<sup>99</sup> Gordon L. Schrader indicates from his research that the following additional arguments seem prevalent:

- . If a fireman's so-called 'inactive' time is utilized in some other service, the activities of building inspection, care of stations, equipment, record keeping, training at the drill ground, and classroom work will suffer.
- . Men in police uniforms cannot be expected to

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<sup>98</sup> Ibid.

<sup>99</sup> Bean, "Police and Fire Fact Sheet," p. 1.

fight fires since fire-fighting requires special clothing, apparatus, and equipment. To change into proper fire-fighting attire takes time; this delay may result in heavy loss of property or loss of life.

- . Securing proper leadership is a serious problem. Supervisors seldom have similar or equal training and/or interest in both services. Therefore, either the police or fire service is slighted.
- . Either or both jobs done right leave no time for the other. If a fireman or policeman must utilize a part of his time to train for or provide one activity, then the other activity suffers.<sup>100</sup>

Charles S. James advises that, in light of the recent effort exerted by both the fire and police departments toward specialization and professionalism, a predictable argument against consolidation might be that it renders both departments less professional and tends to subordinate one service to another.<sup>101</sup>

These arguments and many other variations have been introduced by organizations such as the International Association of Fire Chiefs, National Fire Protection Association, Canadian Fire Marshals, Dominion Board of Insurance Underwriters, National Board of Fire Underwriters, International Association of Fire Fighters--AFL-CIO, and numerous local fire and police department associations for as long as the concept of consolidation has existed. However,

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<sup>100</sup>Schrader, Police and Fire Integration in El Dorado, Kansas, p. 7-8.

<sup>101</sup>James, A Frontier of Municipal Safety, p. 148.

municipalities undertaking consolidation have experienced none of these problems to an extent which would cause the consolidated effort to collapse or which has left the citizens of the municipality with reduced public safety services. Further, the literature indicates that the benefits experienced by municipalities utilizing some form of consolidation have effectively neutralized the negative arguments set out.

### CHAPTER III

#### GENERAL AND OPERATIONAL STATEMENTS OF THE HYPOTHESES AND THE METHODOLOGY

This chapter is designed to introduce the hypotheses to be tested in the remainder of this work and to develop the methodology employed. Accordingly, the chapter is divided into two principal sections: first, the general and operational statement of the principal hypothesis and the sub-hypotheses; second, a description of the methodology including a discussion of the respondents, the test instrument, and the statistical technique and data processing used to assist in the analysis of the data.

##### General and Operational Statement of the Hypotheses

The following are the principal hypothesis and the sub-hypotheses which have been derived from the survey of the literature and which have been tested in this work through empirical survey research.

##### Hypothesis

Police and fire consolidation can provide a municipality with a viable alternative to the traditional public safety delivery system.

Sub-Hypothesis I

The consolidated delivery system enables more efficient personnel utilization.

Sub-Hypothesis II

The consolidated delivery system enables economy in the cost of fire and police services.

Sub-Hypothesis III

The consolidated delivery system does not endanger the safety of the community by leading to increased crime or higher incidence of conflagration.

Sub-Hypothesis IV

It is possible to cross-train existing law enforcement and firefighting personnel in the knowledge and skills of each other's profession, leading to a new professional designation of Public Safety Officer, and this cross-training is a key element in a successful consolidated delivery system.

Sub-Hypothesis V

Gradual implementation with public safety officers being recruited predominately from the police department on a volunteer basis is the most successful approach to developing a consolidated delivery system.

### Methodology

In an effort to test the aforementioned hypothesis and sub-hypotheses, empirical survey research was employed. The foregoing will acquaint the reader with the scope and parameters of this research methodology.

### Respondents

As noted in Chapter II, the literature reveals that the concept of a consolidated delivery system for fire and police services has not received universal acceptance or application by municipalities in the United States. This fact poses an immediate problem of to whom to send the questionnaires and how to support these respondents. A random sample was immediately ruled out on the basis of limited time and money as well as the specific nature of the concepts to be explored. Because someone totally unfamiliar with consolidation could not effectively respond to attitudinal questions on consolidation, the choice of respondents was limited to those administrators or mayors of cities which had some familiarity with the concept of consolidation. Such a panel was developed by utilizing the list of municipalities with various types of public safety services contained in Harry W. More, Jr.'s work, The New Era of Public Safety. In addition, the survey of the literature revealed sixteen municipalities involved in some form of consolidation that did not appear in the More group. Thus, from these two sources, 142 cities were selected to which

questionnaires were sent. However, eleven were returned unopened for reasons of improper address or other deficiencies which rendered them undeliverable. Therefore, for the purpose of this survey, the number of respondents to whom were mailed questionnaires is 131. Of the 131, 78 returned the completed questionnaire, representing a 60 percent response.

Table 1 describes the biodata profile attributes of the survey respondents. It is noted that 51.20 percent (n=40) municipalities reported having some form of consolidation. However, only 32.1 percent (n=25) were consolidated to the level of utilizing public safety officers. This should not affect the survey results, however, as all respondents are reported in the literature to have had or to now have experience with the concept.

#### Test Instrument

In order to explore the concept of organizational consolidation of fire and police delivery systems and to test the previously stated hypotheses through empirical survey research, a questionnaire was developed which would render data of a quantifiable form against which the hypotheses could be tested. Appendix A of this thesis, which begins on page 113, contains a copy of the test instrument distributed to the previously discussed municipalities.

While the format of the questionnaire seems to divide



TABLE 1  
BIODATA CHARACTERISTICS OF RESPONDENT CITIES (N=78)

Measure	Characteristic	% of Total <sup>a</sup>
Population. . . . .	0-2,000. . . . .	2.6
	2,000-10,000 . . . . .	28.2
	10,000-25,000. . . . .	19.2
	25,000-50,000. . . . .	21.8
	50,000-100,000 . . . . .	7.7
	Over 100,000 . . . . .	12.8
Type of Municipal Government . . . . .	Strong Mayor . . . . .	10.3
	Commissioner . . . . .	2.6
	City Manager . . . . .	76.9
	Other. . . . .	2.6
Type of Community . .	Metropolitan . . . . .	17.9
	Suburban . . . . .	47.4
	Independent. . . . .	26.9
Community Political Philosophy . . . . .	Conservative . . . . .	39.7
	Moderate . . . . .	39.7
	Liberal. . . . .	11.5
Number of Fire- fighters . . . . .	0 . . . . .	35.9
	1-15 . . . . .	11.5
	16-35. . . . .	14.1
	36-50. . . . .	2.6
	Over 50. . . . .	24.4
Number of Volunteer Firefighters . . . . .	0 . . . . .	39.7
	1-20 . . . . .	12.8
	Over 20. . . . .	34.6
Number of Full-time Paid Police Officers . . . . .	0 . . . . .	16.7
	1-15 . . . . .	24.4
	16-35. . . . .	11.5
	36-50. . . . .	9.0
	Over 50. . . . .	26.9

TABLE 1-Continued

Measure	Characteristic	% of Total <sup>a</sup>
Number of Public Safety Officers. . . . .	0 . . . . .	57.7
	Over 1 . . . . .	32.1
Existence of Fire and/or Police Associations . . . . .	Yes. . . . .	71.8
	No . . . . .	19.2
Existence of Fire and/or Police Unions . . . . .	Yes. . . . .	43.6
	No . . . . .	43.6
Existence of Unions In Other City Departments. . . . .	Yes. . . . .	48.7
	No . . . . .	38.5
Municipality's Public Safety Organization . . . . .	Totally Separate . . . . .	39.7
	Separate Departments But Centralized Administration. . . . .	6.4
	Centralized Administration with Department Cooperation in Ancillary Areas. . . . .	12.8
	Partial Consolidation. . . . .	11.5
	Area Consolidation . . . . .	0
	Total Consolidation. . . . .	20.5

<sup>a</sup>Percentages will not total 100 because of no response in the category.

it into two parts, biodata and attitudinal, it is, from an analytical perspective, divided into six major segments:

(1) a biodata profile section, (2) a sequence on personnel utilization, (3) questions on cost consideration, (4) a sequence of questions dealing with reduction of public safety protection, (5) a series of questions dealing with the element of training, and (6) the implementation of the public safety concept. Each of these six major segments will be given definitive treatment.

#### Biodata Profile

The biodata portion of the questionnaire is developed in Questions 1 through 12. These questions can be reviewed on page 115 in the Appendix of this thesis. Further, a summary of the biodata responses can be found in Table 1 on pages 66 and 67.

The biodata reveals that the single largest response, 28.2 percent, was from municipalities in the 2,000 to 10,000 population range. Further, 69.2 percent of the municipalities responding are under 50,000. The data generated is therefore representative of small to medium-sized municipalities. Those respondents operating under a city manager form of government comprised 76.9 percent of the total. Most of the municipalities responding are suburban at 47.4 percent. Independent was second with 26.9 percent. Metropolitan cities made up 17.9 percent. This is not surprising in

light of earlier observations regarding population categories. In the area of political philosophy, the responding municipalities recorded 39.7 percent conservative and 39.7 percent moderate. Interestingly, only 11.5 percent indicated a liberally oriented municipality. Apparently consolidation has elements which are attractive to the moderate to conservative suburban citizen.<sup>1</sup>

It was found that 35.9 percent of the respondents reported no paid firefighters, with 52.6 percent reporting the presence of paid firemen. The largest percentage reporting paid firemen was 24.4 in the category of over 50 firemen. There were 39.7 percent reporting no volunteer fire force and 47.4 percent indicating more than 21 volunteers. Responses revealed 26.9 percent having a police force larger than 50 members. There were 71.8 percent who indicated the existence of paid policemen with 16.7 percent indicating no police force at all. Reporting no public safety officers were 57.7 percent, with 32.1 percent indicating utilization of public safety officers. Police and fire associations were present in 71.8 percent of the municipalities responding. On the question of unions, an even split exists with 43.6 percent having unions and 43.6 percent without. The majority of the respondents have unions in other areas of municipal operation with a response of 48.7 percent, 38.5

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<sup>1</sup>Note should be taken of the economic benefits as well as the more efficient utilization of manpower for rapidly developing areas.

percent having no unions. There is no public safety consolidation in 39.7 percent of the cases with 51.2 percent having some form of consolidation. Total consolidation accounted for the highest percentage, 20.5.

From the foregoing, the composite respondent in this study would be a moderate to conservative suburban municipality under fifty thousand population with a city manager form of government. It would employ over fifty firemen and policemen and would have no volunteers and no public safety officers, although it would be involved in some form of consolidation and would have unions representing the total work force. While such a composite is only a generality and does not affect the hypothesis, it does serve as a point of reference as the balance of the questionnaire unfolds.

#### Personnel Utilization

Items 24, 25, 27, 28, 29, 31, 35, 41, and 42 were designed to ascertain the effectiveness of consolidation vis-à-vis personnel utilization. Table 2, page 71, depicts those questions. Note should be taken that some of the questions are presented in both a negative and positive fashion as a check against unstudied responses. Also, questions are presented that deal with the spatial relationship of the public safety force, the emergency standby force, and fulfillment of routine tasks, as well as the broad question of utilization. Further, questions regarding personnel utilization have been scattered throughout the questionnaire

TABLE 2  
PERSONNEL UTILIZATION

Questionnaire Item Number	Item
24. . . . .	Consolidation does not effectively utilize manpower.
25. . . . .	Consolidation, in contrast to the traditional system, provides for a larger number of trained personnel on call for a potential catastrophe.
27. . . . .	The public safety concept has led to better utilization of fire and police personnel.
28. . . . .	Consolidation can be viewed as a workable alternative for fire and police delivery systems.
29. . . . .	Under consolidation, the distribution of manpower throughout the municipality decreases the effectiveness of the force.
31. . . . .	Under the consolidated system, team work in fire suppression activities is not evident.
35. . . . .	Equipment and facility maintenance, a long-established job responsibility of firemen under the traditional system, suffers under the consolidated approach.
41. . . . .	An immediate result of consolidation is the placing of more personnel on patrol.
42. . . . .	Growth in the municipality's service area is a major element in considering consolidation.

at random to guard against patterned responses.

#### Cost Consideration

In order to test Sub-Hypothesis II, questions were developed that would quantify the relationship between the cost of service and the benefit derived under the consolidated model. These questions are Items 18, 19, 26, 30, and 37 and are reflected in Table 3. Again, the precaution has been taken to scatter questions throughout the questionnaire to avoid patterned responses. Items 18 and 26 are virtually the same question, the only modification being the change in phraseology. Because of the significance of this question, these items were purposely designed in this manner as a check against unstudied answers or misinterpretation.

#### Crime Rate and Incidence of Conflagration

One of the arguments espoused by opponents of consolidation is that with consolidation comes the pestilence of increased crime and incidence of conflagration. Further, it is axiomatic that such charges, whether visceral or rooted in fact, cause the public alarm and concern. Understanding these facts, items were developed for inclusion in the questionnaire which would test the veracity of these cries of alarm, validating or invalidating Sub-Hypothesis III. Because of the importance of this hypothesis to the implementation of a consolidated delivery system, care was

TABLE 3  
COST CONSIDERATION

Questionnaire Item Number	Item
18 . . . . .	.The consolidated system provides a higher level of benefits for lower costs.
19 . . . . .	.Under consolidation, firefighters have shorter work weeks.
26 . . . . .	.Better police and fire services, at no substantial increase in cost, is a significant reason for moving to the consolidated delivery system.
30 . . . . .	.Under consolidation, administrative costs are increased.
37 . . . . .	.Through administrative consolidation program development at the operating level is more meaningful and effective.



taken in developing these items for the questionnaire. The questions dealing with crime and fire incidence are presented in both a negative and positive mode to insure the accuracy of the response. Items 14, 20, 21, 34, and 40, represented in Table 4, deal with this topic.

### Training

Frequently the question of training was raised in the literature. Basically, the questions were made up of two components. First, is it possible to cross-train an individual in both fire and police disciplines, enabling him to perform credibly both jobs in actual practice? Second, what is the importance of this training in the process of implementing a consolidated delivery system? Items 13, 22, and 23 are designed to facilitate quantitative analysis of these queries raised in the literature. As in earlier cases, the questions were distributed at random through the questionnaire to prevent patterned responses. Table 5 examines the data collected on these items.

### Implementation and Acceptance

Sub-Hypothesis V, unlike the other Sub-Hypotheses, does not stand to support or reject the major hypothesis. Rather it serves to define the most acceptable method or approach in implementing a consolidated public safety delivery system. Thus, if the major hypothesis is disproved,

TABLE 4  
CRIME RATE AND INCIDENCE OF CONFLAGRATION

Questionnaire Item Number	Item
14 . . . . .	The cross-trained public safety officer arrives at the scene of a fire too slowly to be effective in the effort to put out the fire.
20 . . . . .	Consolidation has a detrimental impact on fire insurance.
21 . . . . .	Crime rates decrease under the consolidated system.
34 . . . . .	Immediately after consolidation, a municipality should anticipate heavy fire losses.
40 . . . . .	Immediately after consolidation a municipality should expect an increase in crime.

TABLE 5  
TRAINING

Questionnaire	
Item Number	Item
13 . . . . .	Existing fire and police personnel can be effectively cross-trained to perform dual duties.
22 . . . . .	It is more difficult to hire and train supervisors under the consolidated system than under the traditional system.
23 . . . . .	Training is the key to successful implementation of the consolidated concept.

this hypothesis would serve little use. However, affirmation of the major hypothesis would highlight implementation, and thus this sub-hypothesis would be central in the effort to implement. Throughout, the literature intimates that consolidation is most successfully implemented under a gradual phasing. Further, voluntary service is seen to be the most successful approach, with most volunteers coming from the police department. In an effort to validate these assertions, Items 15, 16, 17, 32, 33, 36, 38, 39, and 43 were developed. As in previous areas, the items were scattered throughout the questionnaire and presented from both a negative and positive side to insure the thoughtful quality of the response. Table 6 reviews these items.

#### Statistical Technique and Data Processing

The questionnaire developed to test the hypothesis and sub-hypotheses generated a large amount of data. To facilitate quick and accurate analysis, the data processing techniques of coding, keypunching, verifying, and computer-based statistical analysis were employed. The major statistical procedure for compiling the data on fire and police consolidation involved utilization of the Statistical Package for the Social Sciences, SPSS, a "canned" program developed for use with such data. The specific subprogram used was FREQUENCIES. "Subprogram FREQUENCIES computes and presents one-way frequency distribution tables, i. e.,

TABLE 6  
IMPLEMENTATION AND ACCEPTANCE

Questionnaire Item Number	Item
15 . . . . .	The public safety officer presents a more professional image than the traditional firefighter or police officer.
16 . . . . .	Consolidation in any form improves fire personnel morale.
17 . . . . .	Consolidation in any form improves police personnel morale.
32 . . . . .	The success or failure of the consolidated system is contingent upon the acceptance of the concept in the fire and police department.
33 . . . . .	Initial staffing of public safety officer positions should be on a volunteer basis.
36 . . . . .	Public safety consolidation subordinates the fire function to the police function.
38 . . . . .	Fire department personnel are the most likely to reject any efforts to consolidate public safety functions.
39 . . . . .	Gradual phasing into the consolidated organization is the most successful approach.
43 . . . . .	Under a volunteer basis, most public safety officers would come from the police department.

marginals, for what are termed discrete or categorical variables, i.e., variables classified into a limited number of values or categories."<sup>2</sup> Through the application of SPSS, rapid and accurate examination of the data was accomplished. The raw analysis can be reviewed in Appendix A of this thesis. Additionally, all of Chapter IV is devoted to the definitive analysis of these results.

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<sup>2</sup>Norman H. Nie, C. Hadlai Hull, Jean G. Jenkins, Karin Steinbrenner, and Dale H. Brent, Statistical Package for the Social Sciences (New York, N. Y.: McGraw Hill, 1975), p. 194.

## CHAPTER IV

### FINDINGS

The purpose of this chapter is to examine individually the hypothesis and sub-hypotheses in light of the data generated by the questionnaire. In the previous chapter, the segments of the questionnaire were discussed. It may be helpful, therefore, to return to the tables previously presented covering the areas of personnel utilization, cost consideration, crime rate and incidence of conflagration, training and implementation, and acceptance. Additional attention will be given to questionnaire Items 44, 45, 46, and 47, which represent "open-ended responses" and to further comments by respondents. Finally, very cursory treatment will be given the additional respondent comments transmitted outside the formal questionnaire.

#### Sub-Hypothesis I

The consolidated delivery system enables more efficient personnel utilization.

#### Analysis I

Table 7 on page 81 represents a summary of the analysis conducted on those items in the questionnaire which

TABLE 7  
SUMMARY OF ANALYSIS OF PERSONNEL UTILIZATION ITEMS  
FOR THE RESPONDENT MUNICIPALITIES (N=78)

Questionnaire Item Number	Rank	Item Mean <sup>a</sup>	% Agree <sup>b</sup>	Strongly Agree
24	9	2.692	9	0
25	2	1.372	67.9	34.6
27	1	1.359	65.4	33.3
28	3	1.385	69.9	28.2
29	8	2.551	9	2.6
31	7	2.359	9	0
35	6	2.295	16.7	1.3
41	4	1.577	56.5	10.3
42	5	1.603	48.7	7.7

<sup>a</sup>Total respondent mean score = 1.910.

<sup>b</sup>% Agree is a composite of the two "Agree" categories.



address the question of efficiency in personnel utilization. To facilitate analysis, scores were assigned to the responses ranging from a "strongly agree" response of 1.0 to 4.0 for "strongly disagree".

The four items registering the highest mean score indicate disagreement with these questionnaire items. These four strong negative responses are:

- 24. Consolidation does not effectively utilize manpower.
- 29. Under consolidation, the distribution of manpower throughout the municipality decreases the effectiveness of the force.
- 31. Under the consolidated system, team work in fire suppression activities is not evident.
- 35. Equipment and facility maintenance, a long-established job responsibility of firemen under the traditional system, suffers under the consolidated approach.

The item means are respectively 2.692 (#24), 2.551 (#29), 2.359 (#31), and 2.295 (#35). These negative responses suggest that consolidation can enhance personnel utilization spatially during standby periods (as suggested in Items 24 and 29) and during active and routine periods (as evidenced in Items 31 and 35). Further note is taken that 71.8 percent of the responding municipalities disagreed or strongly disagreed with the assertion that consolidation does not effectively utilize manpower. Significantly, this was the strongest response to any of the items in the personnel utilization sequence. More than 65 percent

of the responding cities agreed or strongly agreed with Items 25, 27, and 28, which deal directly with the concept of maximization of personnel utilization. On Item 41 regarding enhancing patrol strength, 56.5 percent agreed or strongly agreed. Initial review demonstrates that increasing patrol strength is not clearly possible in the respondents' minds. However, only 18 percent disagreed or strongly disagreed, while 25.6 percent made no response to this item. Possibly the high percentage of no response is more nearly related to lack of experience with advanced forms of consolidation than an attitude of disagreement. A similar phenomenon exists in responses to Item 42, where 48.7 percent agreed or strongly agreed, 23.1 percent disagreed or strongly disagreed, and 28.2 percent made no response.

One may conclude from the foregoing data analysis that more efficient personnel utilization is possible under the consolidated public safety delivery system. On Items 24, 29, 31, and 35 a response of disagreement indicated a positive regard for consolidation vis-à-vis personnel efficiency. The mean score of these four items is 2.474. The mean score on the balance is 1.455. The respondents clearly agree that a consolidated delivery system will provide more efficient personnel utilization.

#### Sub-Hypothesis II

The consolidated delivery system enables economy in

the cost of fire and police services.

### Analysis II

Table 8 on page 85 represents a summary of the analysis conducted on those items which address the concept of economy of service. Items 18 and 26 of the questionnaire deal directly with the issue of economy of service under consolidation. These two items rank first and second in mean score and register the highest percentage of agreement. Attention is directed to the high percentage of "strongly agree" on these two items. They are:

18. The consolidated system provides a higher level of benefits for lower costs.
26. Better police and fire service, at no substantial increase in cost, is a significant reason for moving to the consolidated delivery system.

The item means are respectively 1.462 (#26) and 1.474 (#18). On Item 18, 66.7 percent agreed that higher levels of benefits at lower costs were possible under consolidation. Additionally, 32.1 percent strongly concurred with this item. Agreeing with Item 26 were 65.4 percent with 24.4 percent in strong agreement. These two items are viewed as the most significant in the sequence dealing with cost efficiency because they directly concern the cost-of-service/benefit relationship.

The balance of the items on cost-of-service address ancillary issues such as administrative cost, reduced hours

TABLE 8  
SUMMARY OF ANALYSIS OF COST CONSIDERATION ITEMS  
FOR THE RESPONDENT MUNICIPALITIES (N=78)

Questionnaire Item Number	Rank	Item Mean <sup>a</sup>	% Agree <sup>b</sup>	Strongly Agree
18	2	1.474	66.7	32.1
19	4	1.564	44.9	14.1
26	1	1.462	65.4	24.4
30	5	2.564	6.4	0
37	3	1.385	57.7	7.7

<sup>a</sup>Total sample respondent mean score = 1.6898.

<sup>b</sup>Supra, note "b", Table 7, p. 81.

for fire department personnel and more effective program development at the operation level. The item means for these items are 1.385 (#37--program development), 1.564 (#19--shorter fire department hours) and 2.564 (#30--increased administrative costs). Item 37 registered 57.7 percent agreement with 7.7 percent in strong agreement. On Item 19, 44.9 percent registered agreement with 14.1 percent in strong agreement. Attention is directed to the fact that 32.1 percent of the respondents did not express an opinion on Item 37 and 28.2 percent on Item 19. Apparently, the lack of response is due to unfamiliarity with the impact of consolidation on these items. This unfamiliarity could be related to the respondents' dearth of experience with the more advanced forms of consolidation. Finally, attention is directed to the response registered on Item 30: only 6.4 percent agreed with this item with none in strong agreement. Accordingly, 73.1 percent disagree that administrative costs are increased under consolidation, with 24.4 percent strongly disagreeing.

Thus, the conclusion is drawn that under the consolidated system, fire and police services can be provided to the municipality at less cost for equal service or equal cost for more service. Consolidation is a cost-efficient delivery system. This conclusion is further supported by shorter work weeks, more cost-efficient administration,

and better program implementation at the operational level.

### Sub-Hypothesis III

The consolidated delivery system does not endanger the safety of the community by leading to increased crime or higher incidence of conflagration.

### Analysis III

Table 9 on page 88 represents the analysis of the questionnaire items dealing with the question of community endangerment as a result of consolidation. Note should be taken at the outset of this analysis that all items in this sequence were presented from a negative position vis-à-vis the concept of consolidation. Accordingly the table reflects disagreement with the item, as opposed to agreement reflected in the other analysis tables. The three strongest disagreement items are:

14. The cross-trained public safety officer arrives at the scene of a fire too slowly to be effective in the effort to put out the fire.
34. Immediately after consolidation, a municipality should anticipate heavy fire losses.
40. Immediately after consolidation, a municipality should expect an increase in crime.

The item means are respectively 2.808 (#14), 2.731 (#34), and 2.603 (#40). There were 75.6 percent who disagreed that the public safety officer arrives at the scene of a conflagration too late to be effective in the fire

TABLE 9  
SUMMARY ANALYSIS OF CRIME RATE AND INCIDENCE OF  
CONFLAGRATION ITEMS FOR THE RESPONDENT  
MUNICIPALITIES (N=78)

Questionnaire Item Number	Rank	Item Mean <sup>a</sup>	% Disagree <sup>b</sup>	Strongly Disagree
14	1	2.808	75.6	41.0
20	4	2.295	66.6	19.2
21	5	1.731	39.8	1.3
34	2	2.731	79.5	34.6
40	3	2.603	78.2	23.1

<sup>a</sup>Total sample respondent mean score = 2.4336.

<sup>b</sup>% Disagree is a composite of the two "Disagree" categories.

suppression effort. Further, 40 percent strongly disagreed. Notably, no respondent registered strong agreement, and only 17.9 percent failed to indicate any response. These strong responses indicate that the public safety officer can be effective in the actual effort to suppress conflagration. Special note is made of this item as it was revealed in the literature as a major argument against consolidation. The analysis of Item 34 also reveals somewhat surprising results. Special note is taken that none agreed with this item. Also, only 20.5 percent failed to indicate a response. Thus 79.5 percent of the respondents disagreed with the corollary that consolidation is responsible for increased fire losses. This item and the one previously discussed are keystones to the argument against consolidation. Item 40, the sequel to Item 34 in the area of crime, shows similar results. While only 1.3 percent of the respondents agreed, 78.2 percent disagreed. Also 20.5 percent did not respond to this item.

Item 20 also deals with a negative effect of consolidation on the municipality's fire status--namely, the increase in fire insurance. However, only 5.1 percent agreed and none agreed strongly. There were 66.6 percent in disagreement with 19.2 percent in strong disagreement. On Item 34, only 20.5 percent failed to respond. This increase in non-response may be attributed to the inability to relate consolidation to fire insurance.



Item 21 also presents a departure from the clear position established by the respondents on this sequence. The response on this issue ran almost a perfect bell curve with 1.3 percent strongly agreeing, 25.6 percent agreeing, 38.5 percent disagreeing, and 1.3 percent strongly disagreeing. Further, 33.3 percent did not respond to this item, representing the largest percentage of non-response in this sequence. The results of this item have caused this researcher difficulty in that no readily apparent explanation exists for these results. However, the following explanation is offered: the respondents could see no clear relationship, either of a positive or negative nature, between a descriptive statistic, crime rate, and consolidation. This explanation would seem to be supported by the response to Item 40 which makes no reference to the term 'crime rate', but rather deals with crime as an act. Further evidence of the existence of some confusion in the response to this item is found in the high percentage of non-response.

Item 21 notwithstanding, the conclusion that consolidation does not endanger the community by contributing to increased crime and incidence of conflagration seems apparent. In support of this conclusion, special note should be taken of the high percentage of respondents in disagreement with Items 14, 20, 34, and 40. No evidence could be found to refute Sub-Hypothesis III.

Sub-Hypothesis IV

It is possible to cross-train existing law enforcement and firefighting personnel in the knowledge and skills of each other's profession, leading to a new professional designation of Public Safety Officer, and this cross-training is a key element in a successful consolidation delivery system.

Analysis IV

Table 10 on page 92 represents the results of the data analysis on the training issue. Items 13, 22, and 23 deal with training. These items are:

13. Existing fire and police personnel can be effectively cross-trained to perform dual duties.
22. It is more difficult to hire and train supervisors under the consolidated system than under the traditional system.
23. Training is the key to successful implementation of the consolidated concept.

The item means are respectively 1.372 (#23), 1.678 (#13) and 2.154 (#22). On Item 23, 71.8 percent agreed with 33.3 percent indicating strong agreement. This strong agreement suggests concurrence with that portion of Sub-Hypothesis IV which establishes training as a key ingredient to successful consolidation. Item 13 addresses directly the feasibility of cross-training existing fire and police personnel to perform actively in the other discipline and reflects 64.2 percent agreement, with 32.1 percent in strong agreement. This positive response suggests feasibility. Item

TABLE 10  
SUMMARY ANALYSIS OF TRAINING ITEMS FOR THE  
RESPONDENT MUNICIPALITIES (N=78)

Questionnaire Item Number	Rank	Item Mean <sup>a</sup>	% Agree <sup>b</sup>	Strongly Agree
13	2	1.628	64.2	32.1
22	3	2.154	26.9	6.4
23	1	1.372	71.8	33.3

<sup>a</sup>Total sample respondent mean score = 1.718.

<sup>b</sup>Supra, note "b", Table 7, p. 81.

22 reflects the disagreement of 52.6 percent, of which 10.3 percent are in strong disagreement. While the 52.6 percent disagreement tends to imply lack of clear attitude, it is suggested that this item, as others previously discussed, would reflect active involvement in some advanced form of consolidation. Since the total response to this item was 62, and since the biodata indicates that 45 respondents have some form of consolidation, a negative response by 41 cities indicates a significant response despite the marginal 52.6 percent demarcation.

The conclusion is that training is a significant factor in the successful implementation of a consolidated public safety delivery system. Further, from the data analysis and the literature, it is clearly possible to adequately cross-train existing firemen and policemen to actively perform the function of the other service. Additionally, such cross-trained personnel are available or can be trained to function in the capacity of supervisor. Thus, it is maintained from the foregoing that the feasibility and importance of training in the consolidated concept is supported.

#### Sub-Hypothesis V

Gradual implementation with public safety officers being recruited predominately from the police department on a volunteer basis is the most successful approach to developing a consolidated delivery system.

Analysis V

Sub-Hypothesis V, unlike the previous statements, does not have a direct effect on the substantiation of the general hypothesis. However, it was included in the questionnaire to provide additional insight into the consolidated concept and to contribute to the development of an operational model for implementation. Table 11 on page 95 represents a summary of the questionnaire items involving the concept of acceptance and implementation. Three items in this sequence received over 50 percent agreement. These items are:

- 32. The success or failure of the consolidated system is contingent upon the acceptance of the concept in the fire and police departments.
- 38. Fire department personnel are the most likely to reject any efforts to consolidate public safety functions.
- 39. Gradual phasing into the consolidated organization is the most successful approach.

The mean averages are respectively 1.474 (#32), 1.526 (#38) and 1.590 (#39). The strongest item of agreement is on Item 32, with 70.5 percent agreeing and 21.8 percent in strong agreement. Item 38 reflects agreement by 56.5 percent with 24.4 percent in strong agreement. On Item 39, 56.4 percent responded in agreement, but only 6.4 percent were in strong agreement.

The data analysis of Items 32, 38, and 39 indicate that an implementation model would contain elements that

TABLE 11  
SUMMARY ANALYSIS OF IMPLEMENTATION AND ACCEPTANCE  
ITEMS FOR THE TOTAL SAMPLE POPULATION (N=78)

Questionnaire Item Number	Rank	Item Mean <sup>a</sup>	% Agree <sup>b</sup>	Strongly Agree
15	5	1.821	46.1	17.9
16	9	2.282	19.2	3.8
17	7	2.205	20.5	5.1
32	1	1.474	70.5	21.8
33	6	1.859	42.3	7.7
36	8	2.244	20.5	0
38	2	1.526	56.5	24.4
39	3	1.590	56.4	6.4
43	4	1.654	38.4	3.8

<sup>a</sup>Total respondent mean score = 1.8505.

<sup>b</sup>% Agree is a composite of the two "Agree" categories.

would gain fire and police department support. Further, such a model would develop the process along a gradual phasing mode, recognizing that the strongest opposition would come from the fire department.

Significantly, in the analysis of the items in this sequence, three items received extremely low agreement response. These items are:

16. Consolidation in any form improves fire personnel morale.
17. Consolidation in any form improves police personnel morale.
36. Public safety consolidation subordinates the fire function to the police function.

The item mean averages are respectively 2.282 (#16), 2.205 (#17), and 2.244 (#36). Only 19.2 percent of the respondents viewed consolidation as having a positive impact on morale in the fire department. This figure is contrasted with the 70.2 percent in disagreement. This attitude is continued in Item 17 which deals with morale in the police department. On this item, 20.5 percent indicated agreement. Again, this low percentage of agreement is contrasted with the 59 percent in disagreement. It is suggested that the difference in the percentage of disagreement between Items 16 and 17 is in the respondents' perception of stronger opposition among fire personnel than police personnel. This assessment is supported by Item 38, previously discussed. Further, analysis of Items 16 and 17 reveals a

conflict between the literature, which maintains that improved morale is a benefit of consolidation, and the respondents' perceptions. No resolution of this conflict, however, is proposed in this present work. Such would be an appropriate topic for additional research in the area of consolidation. It is sufficient at this time to note the existence of uncertainty in the relationship between consolidation and the morale of fire and police department personnel.

Analysis of Item 36 reveals that 20.5 percent agree with 66.4 percent disagreeing. Particular attention is directed to this strong disagreement because a prevalent argument against the consolidated concept is that it all but eliminates the fire department in favor of the police department. The respondents, however, suggest that such is not the case in actual application.

Finally, attention is directed to the analysis of the final three items in this sequence. The results were so indefinite as to render a definitive statement impossible.

These three items are:

15. The public safety officer presents a more professional image than the traditional firefighter or police officer.
33. Initial staffing of public safety officer positions should be on a volunteer basis.
43. Under a volunteer basis, most public safety officers would come from the police department.



The mean averages are respectively 1.654 (#43), 1.821 (#15), and 1.859 (#33). On Item 15, 46.1 percent of the respondents agreed, with 17.9 percent offering strong agreement. Item 33 reflects 42.3 percent in agreement with only 7.7 percent showing strong agreement. Finally, Item 43 shows 38.4 percent agreeing with only 3.8 percent strongly agreeing. Additionally, 30.8 percent expressed no response, and 30.8 percent stood in disagreement. The analysis of the data on Items 15, 33, and 43 indicates that no clear consensus of attitude exists. Further, the observation is made that each of these items implies experience with the implementation of a consolidated public safety delivery system. However, the biodata indicates that just over half the respondents have had this kind of experience. A reasonable assumption is that these elements should be considered in the implementation model, but only after additional research further testing the concepts represented by these items.

An overview of the data analysis germane to Sub-Hypothesis V seems to reveal certain elements as desirable in an implementation and acceptance model. Among these would be efforts to gain departmental approval, gradual phasing-in approach, and stronger attention to the fire department in allaying fears of domination by the police function. These items are supported through the literature

and the data generated through empirical survey research. However, analysis of the balance of the items in this sequence failed to produce results upon which any more definitive implementation model could be developed.

#### Additional Treatment of Data Relevant to Sub-Hypothesis V

In addition to the aforementioned items on acceptance and implementation, open-ended questions were presented in Items 44, 45, and 46. These items are:

44. Rank the following from most to least important in the defeat of public safety consolidation:
  - \_\_\_\_\_ economic
  - \_\_\_\_\_ politics
  - \_\_\_\_\_ unions
  - \_\_\_\_\_ department rejection
  - \_\_\_\_\_ lack of community acceptance
  - \_\_\_\_\_ lack of performance
  - \_\_\_\_\_ inadequate training
  - \_\_\_\_\_ other (specify)
45. In descending order of importance, the three major problems with public safety consolidation are: \_\_\_\_\_.
46. In descending order of importance, the three major positive attributes of public safety consolidation are: \_\_\_\_\_.

These items were not reviewed through data processing but rather were processed by hand. On Item 44, respondents were requested to note from most to least important the stated elements' contributions to the defeat of public safety consolidation. The elements were derived from treatment in the literature as real or potential roadblocks to consolidation. Of the 78 respondents, 59

completed this questionnaire item. Accordingly, each of the seven elements received a gross score derived from the aggregate of all responses to that element. Table 12 on page 101 depicts the result of this analysis. The reader must remember that the higher the average score, the less important the element in the defeat of public safety consolidation. Conversely, the lower the average score, the more important it was. From reviewing the results, it appears that departmental rejection, unions, and politics received the lowest average scores. The scores respectively are 2.3338 (departmental rejection), 2.9661 (unions), and 3.0677 (politics). These items were associated with unsuccessful consolidation. This fact is also supported in the literature.<sup>1</sup> Further, economics (5.0508) and lack of performance (4.3389) were both rated highly, indicating relative unimportance as elements contributing to consolidation failure. The conclusion is also reached in Analysis II on page 84 and Analysis I on page 80.

Given the open-ended nature of Items 44 and 45, statistical analysis techniques were not even attempted. Rather, this researcher reviewed the responses and related the concepts or remarks most prevalent. In part, the

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<sup>1</sup>See Chapter X and XI of The New Era of Public Safety, by Harry W. More, Jr. Also, see the publication by the Citizens Research Council of Michigan entitled Saving Taxpayers Dollars Through Consolidated Police and Fire Services.

TABLE 12  
ELEMENTS CONTRIBUTING TO THE DEFEAT  
OF CONSOLIDATION (N=59)

Element	Gross Score <sup>a</sup>	Average Score <sup>b</sup>
Economic	298	5.0508
Lack of Performance	256	4.3389
Inadequate Training	234	3.9661
Lack of Community Acceptance	230	3.8983
Politics	181	3.0677
Unions	175	2.9661
Departmental Rejection	138	2.3338

<sup>a</sup>Highest Gross 392; Lowest Gross 59.

<sup>b</sup>Highest Average Score 7; Lowest Average Score 1.

respondents' comments suggest that departmental rejection, cost of cross-training, politics, tradition, unions, emotions, and the potential for inadequate administration are major obstacles to public safety consolidation. These responses, it is noted, are in concert with previous discussions in this work.

A further review of Item 46 reveals that the respondents' comments name as advantages economy, efficiency of personnel utilization, greater catastrophe capacity, improved level of service, higher degree of coordination in public safety services, and addition of more highly trained personnel. These have been previously revealed in the discussion of the literature.<sup>2</sup>

Additional Comments and Opinions  
Expressed by Respondents

The following is a compilation of comments solicited by Item 47 of the questionnaire, or provided by the respondent outside the formal structure of the questionnaire. Basically, respondent comments fell into two categories. The first category includes statements testifying to the success of the consolidated system. An example is noted when one community states:

Our community has always had a combined police and fire arrangement. So we have not had the problems that one encounters in making the change. It

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<sup>2</sup>These attributes of consolidation have been discussed on pages 34-57 inclusive in this work.

has worked well for us.

An additional example is noted as another municipality observes:

Our plans are to totally consolidate our public safety department this year (September 1, 1976). We believe our partial consolidation has prepared us over the past four years to move now into a total public safety consolidation. We know the difficulties are not over, but we believe strongly in our objective.

Other such comments state that "We are very enthusiastic about our department," and "Our community has an excellent source of public service-minded residents. We have extended the public safety concept to cross-training police/firemen in EMT and emergency services."

The second category involves the potential difficulties of implementing the consolidated system. One example is seen in the following comment:

The firefighters can be expected to receive help from the national level to defeat the program. They will also start a strong media campaign to stop consolidation. The council and manager can expect a lot of flack because of the fire department efforts.

Another respondent notes:

The basic problems encountered with the program centered around manpower control, vertical and horizontal information flow, and communications, both of an internal and external nature.

Finally, a respondent identifying potential difficulties observes:

The reasons for our "failure" to implement are the obvious--strong opposition from local and regional police and fire unions, vested pension rights,

Civil Service protection, veterans' job rights, state laws regulating firemen's work weeks, etc.

#### Conclusions Derived on Major Hypothesis

The following represents a composite of the conclusions reached in this study vis-à-vis public safety consolidation.

1. Police and fire consolidation can facilitate better utilization of fire and police personnel. In addition, more trained officers are available for catastrophic events.

2. Police and fire consolidation can lead to economy in the cost of fire and police services.

3. No identifiable community danger results from consolidation.

4. It is not only possible, but highly desirable to cross-train fire and police personnel. The success of consolidation relies, in part, on this cross-training.

5. No definitive implementation model can be developed from this study. Although certain trends and difficulties in implementation have been noted, no effort has been made to further develop these items.

6. The major hypothesis, that police and fire consolidation can provide a municipality with a viable alternative to the traditional public safety delivery system, was only in part proven. Clearly, if the major hypothesis

is approached in its least restrictive sense, then this work has substantiated that consolidation is a viable system on the strength of Sub-Hypotheses I-IV. However, this hypothesis should now be explored from other directions, developing new insights into advantages and benefits. More attention will be given this approach in Chapter V.



## CHAPTER V

### SUMMARY AND CONCLUSIONS

The final chapter will be divided into four major considerations: (1) limitations of the study, (2) suggestions for further research, (3) observations derived from the research regarding the future of consolidated public safety delivery systems, and (4) summary of the present research effort.

#### Limitations of the Study

##### Literature

The review of the literature pertinent to the concept of public safety consolidation reveals the first major limitation of a study focusing on consolidation. While there has been considerable material generated on the concept, it lacks any logic of development, thoroughness, or conceptual development. The literature, for the most part, has been developed by the practitioner and is in the form of memoranda, unpublished reports, articles in professional journals or other professional publications, and newsletters. The major works on consolidation have been developed by Charles James and Harry W. More, Jr. However, the James

work was published in 1955 and the More work in 1970. Nothing of a definitive nature exists on the state of the concept today. Accordingly, the type and nature of the literature made a review very difficult. However, effort was made to pull together many varied sources to develop the concept and its ancillary issues, such as benefits derived, motivation, and opposition.

#### Questionnaire Test Instrument

Because of the visceral nature of many statements found in the literature, an effort was made, through the questionnaire, to establish support or rejection of these concepts. However, the present work does not purport to examine all such statements; rather, only those concepts considered by this researcher to be of key importance to consolidation were tested. This leaves a broad list of concepts untested in this present effort.

Besides the limited number of concepts tested, the questionnaire was drafted from the assumption that respondents would be familiar with terms and concepts germane to public safety consolidation.<sup>1</sup> However, it is felt by this researcher that terms and concepts contained in the questionnaire caused some respondents difficulty. This observation is derived, in part, from the analysis of the data which

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<sup>1</sup>More, A New Era of Public Safety, p. 31-37.

consistently reflected from 15 to 20 percent non-response.<sup>2</sup>

### Respondents

Closely related to those literature and questionnaire limitations previously acknowledged is the problem of respondents. One of the difficulties resulting from an undeveloped body of literature is the inability to determine what municipalities have, in fact, instituted consolidation. The respondent list, which was derived from the literature, is incomplete. Moreover, it contains municipalities with very limited exposure to consolidation. While the data generated from these respondents is of sufficient veracity for this work, as additional studies begin to probe in depth particular aspects of this concept, a more accurate and complete list will be necessary.

### Further Research

As suggested by the study limitations, this effort certainly is not presented as a final statement on consolidation. Rather, it seems appropriate to suggest that many areas within the concept remain in the darkness of unanswered questions. A comprehensive effort should be made to identify and catalogue those municipalities which are engaged in some form of consolidated public safety delivery system. Further effort is needed in the direction of establishing a

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<sup>2</sup>See Appendix A for the analysis worksheets.

definitive acceptance and implementation model. In addition, traits of consolidated municipalities could be examined to support the implementation model. A case study methodology could be used to examine municipalities as they move through the consolidation effort. The impact of such variables as unions, community, political predisposition, size, geographic features, and other similar items should be explored. Additionally, it is suggested that even some of the concepts dealt with in this work, economy and efficiency of personnel utilization, taken as singular topics, could be more definitively examined. Efforts in the directions mentioned will serve to further the major thesis of this work--that consolidation is a viable alternative public safety delivery system.

#### Observations on the Future of Consolidation

In assessing the future of the consolidated public safety delivery system, one is attracted to a prophetic statement made by Robert A. Earle as he observes:

Growing recognition of the unity of purpose of modern police and fire activities has led an increasing number of municipalities to consider ways and means of integrating their police and fire services into a single operation. Spurred on by the need for more and improved services, the cities are taking a long hard look at these traditionally separate activities. The inherent economic loss due to the idle time of standby emergency personnel, coupled with evidence that the traditional setup of separate operations is no longer in tune with the times, has prompted the municipalities

to investigate the possibilities of obtaining better manpower utilization through improved organization.<sup>3</sup>

This study indicates that consolidated public safety is a viable organizational structure for the delivery of police and fire services. However, the concept is still shrouded in suspicion and unanswered questions. Additionally, there is not even unity among proponents of the concept.

These facts notwithstanding, the consolidated concept, or a derivation thereof, is here to stay. More and more municipalities will investigate this concept with design toward implementation. Further, this movement will intensify as the public's demand for service outstrips the municipalities' ability to fund such services. However, much study and pre-planning is necessary before successful implementation can be accomplished. Clearly the consolidated public safety delivery system will play a vital role in the future of municipalities.

#### Summary

It has been the intention of this work to explore one non-traditional public safety delivery system, consolidation, to determine its feasibility. This task was undertaken through an examination of the literature on consolidation. From this literature, a major hypothesis was

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<sup>3</sup>Robert A. Earle, "Personnel Implications of Police-Fire Integration," Public Personnel Review 19 (July 1958): 192.

developed as well as five sub-hypotheses. The major hypothesis holds that police and fire consolidation can provide a municipality with a viable alternative to the traditional public safety delivery system. This major hypothesis and the sub-hypotheses were tested through empirical survey research. The data was collected via questionnaires sent to municipalities which the literature indicated had experience with consolidation. Data processing techniques were employed to assist in analysis of the questionnaires returned. Additional examination was performed via more traditional approaches. The results affirmed the major hypothesis and four of the five sub-hypotheses. The fifth hypothesis, aimed at a model for acceptance and implementation, was not, in this researcher's opinion, validated. However, it did validate certain elements of such a model, and suggest an area for further research.

While this effort is only a single step in a journey, it is felt that the intent of this work was fulfilled. While the consolidation concept needs much more study, it is a viable approach and worthy of additional research efforts.

## APPENDIXES

APPENDIX A  
QUESTIONNAIRE  
PRINTOUT OF ANALYSIS



## QUESTIONNAIRE TRANSMITTAL LETTER

The City Council of the City of San Marcos, Texas, has expressed a desire to become more familiar with efforts of other municipalities to consolidate, in some degree, police and fire services. Additionally, it is their wish to determine the effectiveness of such consolidation approaches.

In an effort to respond to these questions, I have developed a questionnaire. You will note the questionnaire is divided into two parts. The first part will provide demographic information regarding your community. The second portion deals with your impression of the effectiveness of consolidation. Since I am concerned with the overall impact and not specific municipalities, the information received from you will be used only in a collective form and not by individual municipality.

Because of the time frame imposed on me by the City Council, it will be necessary for me to receive the attached questionnaire by Monday, July 26, 1976. Let me take this opportunity in advance to thank you for the time and thought on your part to complete and return the enclosed questionnaire. The more information we can share as managers, the better and more effective job we do for our communities. Again, your assistance in this matter is greatly appreciated.

Very truly yours,

James B. Baugh  
City Manager

## BACKGROUND INFORMATION

11. Have there been attempts in the last five years to establish unions in other municipal departments? (Check one) Yes\_\_\_ No\_\_\_. If "Yes" please explain:
- 
- 

12. Which best describes your city's public safety organization? (Circle one)
- a) totally separate fire and police departments
  - b) separate departments with centralized administration
  - c) centralized administration with fire and police cooperation in ancillary areas
  - d) partial consolidation
  - e) area consolidation
  - f) total consolidation

Instructions: Please react to the following statements by circling the response which you feel is most appropriate, on the scale to the right of each statement. In order to save space, I have abbreviated the possible responses as follows: Strongly Agree (SA), Agree (A), Disagree (D), Strongly Disagree (SD).

13. Existing fire and police personnel can be effectively cross-trained to perform dual duties . . . . . SA A D SD
14. The cross-trained public safety officer arrives at the scene of a fire too slowly to be effective in the effort to put out the fire. . . . . SA A D SD
15. The public safety officer presents a more professional image than the traditional firefighter or police officer. . SA A D SD
16. Consolidation in any form improves fire personnel morale. . . . . SA A D SD
17. Consolidation in any form improves police personnel morale . . . . . SA A D SD
18. The consolidated system provides a higher level of benefits for lower costs . . . . . SA A D SD
19. Under consolidation firefighters have shorter workweeks . . . . . SA A D SD
20. Consolidation has a detrimental impact on fire insurance . . . . . SA A D SD

21. Crime rates decrease under the consolidated system. . . . . SA A D SD
22. It is more difficult to hire and train supervisors under the consolidated system than under the traditional system . . . SA A D SD
23. Training is the key to successful implementation of the consolidated concept . SA A D SD
24. Consolidation does not effectively utilize manpower . . . . . SA A D SD
25. Consolidation, in contrast to the traditional system, provides for a larger number of trained personnel on call for a potential catastrophe . . . . . SA A D SD
26. Better police and fire services, at no substantial increase in cost, is a significant reason for moving to the consolidated delivery system . . . . . SA A D SD
27. The public safety concept has led to better utilization of fire and police personnel . . . . . SA A D SD
28. Consolidation can be viewed as a workable alternative for fire and police delivery systems. . . . . SA A D SD
29. Under consolidation, the distribution of manpower throughout the municipality decreases the effectiveness of the force . . . . . SA A D SD
30. Under consolidation, administrative costs are increased . . . . . SA A D SD
31. Under the consolidated system, team work in fire suppression activities is not evident . . . . . SA A D SD
32. The success or failure of the consolidated system is contingent upon the acceptance of the concept in the fire and police department . . . . . SA A D SD
33. Initial staffing of public safety officer positions should be done on a volunteer basis. . . . . SA A D SD

34. Immediately after consolidation, a municipality should anticipate heavy fire losses. . . . . SA A D SD
35. Equipment and facility maintenance, a long-established job responsibility of firemen under the traditional system, suffers under the consolidated approach. . . . . SA A D SD
36. Public safety consolidation subordinates the fire function to the police function. . . . . SA A D SD
37. Through administrative consolidation program development at the operating level is more meaningful and effective. . . . . SA A D SD
38. Fire department personnel are the most likely to reject any efforts to consolidate public safety functions. . . . SA A D SD
39. Gradual phasing into the consolidated organization is the most successful approach. . . . . SA A D SD
40. Immediately after consolidation a municipality should expect an increase in crime . . . . . SA A D SD
41. An immediate result of consolidation is the placing of more personnel on patrol. . . . . SA A D SD
42. Growth in the municipality's service area is a major element in considering consolidation . . . . . SA A D SD
43. Under a volunteer basis, most public safety officers would come from the police department . . . . . SA A D SD
44. Rank the following from most to least important in the defeat of public safety consolidation:
 

— economic	— lack of community acceptance
— politics	— lack of performance
— unions	— inadequate training
— departmental	— other (specify) _____
— rejection	

45. In descending order of importance, the three major problems with public safety consolidation are
- a) \_\_\_\_\_
  - b) \_\_\_\_\_
  - c) \_\_\_\_\_
46. In descending order of importance, the three major positive attributes of public safety consolidation are
- a) \_\_\_\_\_
  - b) \_\_\_\_\_
  - c) \_\_\_\_\_
47. Comments

VARIABLE 1: Population category in which your city falls. (Circle one)

a) 0-2,000                      c) 10,000-25,000                      e) 50,000-100,000  
b) 2,000-10,000                      d) 25,000-50,000                      f) above 100,000

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	6	7.7	7.7	7.7
	1.	2	2.6	2.6	10.3
	2.	22	28.2	28.2	38.5
	3.	15	19.2	19.2	57.7
	4.	17	21.8	21.8	79.5
	5.	6	7.7	7.7	87.2
MEAN      3.192	6.	<u>10</u>	<u>12.8</u>	<u>12.8</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 2: Type of municipal government. (Circle one)

a) strong mayor                      c) city manager  
b) commissioner                      d) other (specify) \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	6	7.7	7.7	7.7
	1.	8	10.3	10.3	17.9
	2.	2	2.6	2.6	20.5
	3.	60	76.9	76.9	97.4
MEAN      2.564	4.	<u>2</u>	<u>2.6</u>	<u>2.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 3: Which category would best describe your community? (Circle one)  
a) metropolitan                      b) suburban                      c) independent

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	6	7.7	7.7	7.7
	1.	14	17.9	17.9	25.6
	2.	37	47.4	47.4	73.1
MEAN      1.936	3.	<u>21</u>	<u>26.9</u>	<u>26.9</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 4: In looking at the broad spectrum of political issues, would you  
say your community can best be described as \_\_\_\_ (Circle one)  
a) conservative                      b) moderate                      c) liberal

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	7	9.0	9.0	9.0
	1.	31	39.7	39.7	48.7
	2.	31	39.7	39.7	88.5
MEAN      1.538	3.	<u>9</u>	<u>11.5</u>	<u>11.5</u>	100.0
	TOTAL	78	100.0	100.0	



VARIABLE 5: Number of full-time paid firefighters. \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	9	11.5	11.5	11.5
	1.	28	35.9	35.9	47.4
	2.	9	11.5	11.5	59.0
	3.	11	14.1	14.1	73.1
	4.	2	2.6	2.6	75.6
MEAN 2.333	5.	<u>19</u>	<u>24.4</u>	<u>24.4</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 6: Number of volunteer firefighters. \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	10	12.8	12.8	12.8
	1.	31	39.7	39.7	52.6
	2.	10	12.8	12.8	65.4
MEAN 1.692	3.	<u>27</u>	<u>34.6</u>	<u>34.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 7: Number of full-time paid police officers. \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	9	11.5	11.5	11.5
	1.	13	16.7	16.7	28.2
	2.	19	24.4	24.4	52.6
	3.	9	11.5	11.5	64.1
	4.	7	9.0	9.0	73.1
MEAN 2.705	5.	<u>21</u>	<u>26.9</u>	<u>26.9</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 8: Number of public safety officers. \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	8	10.3	10.3	10.3
	1.	45	57.7	57.7	67.9
MEAN 1.218	2.	<u>25</u>	<u>32.1</u>	<u>32.1</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 9: Are there associations functioning in the fire and/or police department? (Check one) Yes\_\_\_ No\_\_\_. If "Yes please explain: \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	7	9.0	9.0	9.0
	1.	56	71.8	71.8	80.8
MEAN 1.103	2.	<u>15</u>	<u>19.2</u>	<u>19.2</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 10: Have there been attempts in the last five years to establish unions in the fire and/or police department? (Check one) Yes \_\_\_ No \_\_\_. If "Yes" please explain: \_\_\_\_\_

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	10	12.8	12.8	12.8
	1.	34	43.6	43.6	56.4
MEAN 1.308	2.	<u>34</u>	<u>43.6</u>	<u>43.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 11: Have there been attempts in the last five years to establish unions in other municipal departments? (Check one) Yes \_\_\_\_  
No \_\_\_\_\_. If "Yes" please explain: \_\_\_\_\_

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CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	10	12.8	12.8	12.8
	1.	38	48.7	48.7	61.5
MEAN 1.256	2.	<u>30</u>	<u>38.5</u>	<u>38.5</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 12: Which best describes your city's public safety organization? (Circle one) a) totally separate fire and police department; b) separate departments with centralized administration; c) centralized administration with fire and police cooperation in ancillary areas; d) partial consolidation; e) area consolidation; f) total consolidation

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	7	9.0	9.0	9.0
	1.	31	39.7	39.7	48.7
	2.	5	6.4	6.4	55.1
	3.	10	12.8	12.8	57.9
	4.	9	11.5	11.5	79.5
MEAN 2.603	6.	<u>16</u>	<u>20.5</u>	<u>20.5</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 13: Existing fire and police personnel can be effectively cross-trained to perform dual duties. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	12	15.4	15.4	15.4
	1.	25	32.1	32.1	47.4
	2.	25	32.1	32.1	79.5
	3.	12	15.4	15.4	94.9
MEAN 1.628	4.	<u>4</u>	<u>5.1</u>	<u>5.1</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 14: The cross-trained public safety officer arrives at the scene of a fire too slowly to be effective in the effort to put out the fire. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	14	17.9	17.9	17.9
	2.	5	6.4	6.4	24.4
	3.	27	34.6	34.6	59.0
MEAN 2.808	4.	<u>32</u>	<u>41.0</u>	<u>41.0</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 15: The public safety officer presents a more professional image  
than the traditional firefighter or police officer. . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	15	19.2	19.2	19.2
	1.	14	17.9	17.9	37.2
	2.	22	28.2	28.2	65.4
	3.	24	30.8	30.8	96.2
MEAN 1.821	4.	<u>3</u>	<u>3.8</u>	<u>3.8</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 16: Consolidation in any form improves fire personnel morale  
. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	1.	3	3.8	3.8	24.4
	2.	12	15.4	15.4	39.7
	3.	37	47.4	47.4	87.2
MEAN 2.282	4.	<u>10</u>	<u>12.8</u>	<u>12.8</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 17: Consolidation in any form improves police personnel morale  
 . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	1.	4	5.1	5.1	25.6
	2.	12	15.4	15.4	41.0
	3.	40	51.3	51.3	92.3
MEAN 2.205	4.	<u>6</u>	<u>7.7</u>	<u>7.7</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 18: The consolidated system provides a higher level of benefits  
 for lower costs . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	14	17.9	17.9	17.9
	1.	25	32.1	32.1	50.0
	2.	27	34.6	34.6	84.6
MEAN 1.474	3.	<u>12</u>	<u>15.4</u>	<u>15.4</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 19: Under consolidation firefighters have shorter workweeks  
 . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	22	28.2	28.2	28.2
	1.	11	14.1	14.1	42.3
	2.	24	30.8	30.8	73.1
MEAN 1.564	3.	<u>21</u>	<u>26.9</u>	<u>26.9</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 20: Consolidation has a detrimental impact on fire  
 insurance . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	22	28.2	28.2	28.2
	2.	4	5.1	5.1	33.3
	3.	37	47.4	47.4	80.8
MEAN 2.295	4.	<u>15</u>	<u>19.2</u>	<u>19.2</u>	100.0
	TOTAL	78	100.0	100.0	



VARIABLE 21: Crime rates decrease under the consolidated system . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	26	33.3	33.3	33.3
	1.	1	1.3	1.3	34.6
	2.	20	25.6	25.6	60.3
	3.	30	38.5	38.5	98.7
MEAN 1.731	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 22: It is more difficult to hire and train supervisors under  
the consolidated system than under the traditional  
system . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	1.	5	6.4	6.4	26.9
	2.	16	20.5	20.5	47.4
	3.	33	42.3	42.3	89.7
MEAN 2.154	4.	<u>8</u>	<u>10.3</u>	<u>10.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 23: Training is the key to successful implementation of  
the consolidated concept . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	15	19.2	19.2	19.2
	1.	26	33.3	33.3	52.6
	2.	30	38.5	38.5	91.0
MEAN 1.372	3.	<u>7</u>	<u>9.0</u>	<u>9.0</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 24: Consolidation does not effectively utilize manpower  
. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	15	19.2	19.2	19.2
	2.	7	9.0	9.0	28.2
	3.	28	35.9	35.9	64.1
MEAN 2.692	4.	<u>28</u>	<u>35.9</u>	<u>35.9</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 25: Consolidation, in contrast to the traditional system,  
 provides for a larger number of trained personnel on  
 call for a potential catastrophe . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	1.	27	34.6	34.6	55.1
	2.	26	33.3	33.3	88.5
	3.	8	10.3	10.3	98.7
MEAN 1.372	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 26: Better police and fire services, at no substantial  
 increase in cost, is a significant reason for mov-  
 ing to the consolidated delivery system. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	17	21.8	21.8	21.8
	1.	19	24.4	24.4	46.2
	2.	32	41.0	41.0	87.2
	3.	9	11.5	11.5	98.7
MEAN 1.462	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 27: The public safety concept has led to better utilization  
of fire and police personnel . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	17	21.8	21.8	21.8
	1.	26	33.3	33.3	55.1
	2.	25	32.1	32.1	87.2
MEAN 1.359	3.	<u>10</u>	<u>12.8</u>	<u>12.8</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 28: Consolidation can be viewed as a workable alternative  
for fire and police delivery systems . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	17	21.8	21.8	21.8
	1.	22	28.2	28.2	50.0
	2.	31	39.7	39.7	89.7
MEAN 1.385	3.	<u>8</u>	<u>10.3</u>	<u>10.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 29: Under consolidation, the distribution of manpower  
throughout the municipality decreases the effec-  
tiveness of the force . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	17	21.8	21.8	21.8
	1.	2	2.6	2.6	24.4
	2.	5	6.4	6.4	30.8
	3.	29	37.2	37.2	67.9
MEAN 2.551	4.	<u>25</u>	<u>32.1</u>	<u>32.1</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 30: Under consolidation, administrative costs are  
increased . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	2.	5	6.4	6.4	26.9
	3.	38	48.7	48.7	75.6
MEAN 2.564	4.	<u>19</u>	<u>24.4</u>	<u>24.4</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 31: Under the consolidated system, team work in fire  
suppression activities is not evident . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	19	24.4	24.4	24.4
	2.	9	11.5	11.5	35.9
	3.	34	43.6	43.6	79.5
MEAN 2.359	4.	<u>16</u>	<u>20.5</u>	<u>20.5</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 32: The success or failure of the consolidated system  
is contingent upon the acceptance of the concept  
in the fire and police department . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	1.	17	21.8	21.8	42.3
	2.	38	48.7	48.7	91.0
	3.	6	7.7	7.7	98.7
MEAN 1.474	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 33: Initial staffing of public safety officer positions  
should be done on a volunteer basis . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	18	23.1	23.1	23.1
	1.	6	7.7	7.7	30.8
	2.	27	34.6	34.6	65.4
	3.	23	29.5	29.5	94.9
MEAN 1.859	4.	<u>4</u>	<u>5.1</u>	<u>5.1</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 34: Immediately after consolidation a municipality  
should anticipate heavy fire losses . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	3.	35	44.9	44.9	65.4
MEAN 2.731	4.	<u>27</u>	<u>34.6</u>	<u>34.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 35: Equipment and facility maintenance, a long established  
 job responsibility of firemen under the traditional  
 system, suffers under the consolidated approach. . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	17	21.8	21.8	21.8
	1.	1	1.3	1.3	23.1
	2.	12	15.4	15.4	38.5
	3.	38	48.7	48.7	87.2
MEAN 2.295	4.	<u>10</u>	<u>12.8</u>	<u>12.8</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 36: Public safety consolidation subordinates the fire  
 function to the police function. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	18	23.1	23.1	23.1
	2.	16	20.5	20.5	43.6
	3.	33	42.3	42.3	85.9
MEAN 2.244	4.	<u>11</u>	<u>14.1</u>	<u>14.1</u>	100.0
	TOTAL	78	100.0	100.0	



VARIABLE 37: Through administrative consolidation program development  
at the operating level is more meaningful and  
effective . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	25	32.1	32.1	32.1
	1.	6	7.7	7.7	39.7
	2.	39	50.0	50.0	89.7
MEAN 1.385	3.	<u>8</u>	<u>10.3</u>	<u>10.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 38: Fire department personnel are the most likely to  
reject any efforts to consolidate public safety  
functions . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	18	23.1	23.1	23.1
	1.	19	24.4	24.4	47.4
	2.	25	32.1	32.1	79.5
	3.	14	17.9	17.9	97.4
MEAN 1.526	4.	<u>2</u>	<u>2.6</u>	<u>2.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 39: Gradual phasing into the consolidated organization  
is the most successful approach . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	21	26.9	26.9	26.9
	1.	5	6.4	6.4	33.3
	2.	39	50.0	50.0	83.3
	3.	11	14.1	14.1	97.4
MEAN 1.590	4.	<u>2</u>	<u>2.6</u>	<u>2.6</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 40: Immediately after consolidation a municipality should  
expect an increase in crime . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	16	20.5	20.5	20.5
	2.	1	1.3	1.3	21.8
	3.	43	55.1	55.1	76.9
MEAN 2.603	4.	<u>18</u>	<u>23.1</u>	<u>23.1</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 41: An immediate result of consolidation is the placing  
of more personnel on patrol . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	20	25.6	25.6	25.6
	1.	8	10.3	10.3	35.9
	2.	36	46.2	46.2	82.1
	3.	13	16.7	16.7	98.7
MEAN 1.577	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 42: Growth in the municipality's service area is a  
major element in considering consolidation. . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	22	28.2	28.2	28.2
	1.	6	7.7	7.7	35.9
	2.	32	41.0	41.0	76.9
	3.	17	21.8	21.8	98.7
MEAN 1.603	4.	<u>1</u>	<u>1.3</u>	<u>1.3</u>	100.0
	TOTAL	78	100.0	100.0	

VARIABLE 43: Under a volunteer basis, most public safety officers  
would come from the police department . . . . . SA A D SD

CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)
	0.	24	30.8	30.8	30.8
	1.	3	3.8	3.8	34.6
	2.	27	34.6	34.6	69.2
MEAN 1.654	3.	<u>24</u>	<u>30.8</u>	<u>30.8</u>	100.0
	TOTAL	78	100.0	100.0	

APPENDIX B  
LIST OF CITIES TO WHICH  
QUESTIONNAIRES WERE MAILED

# CITIES TO WHICH QUESTIONNAIRES WERE MAILED

<u>Community</u>	<u>State</u>	<u>Population</u>
Kodiak	Alaska	4,000
Flagstaff	Arizona	26,000
Foster City	California	9,000
Fremont	California	101,000
La Palma	California	10,000
Salinas	California	59,000
San Diego	California	697,000
Sunnyvale	California	95,000
Uplands	California	33,000
Boulder	Colorado	67,000
Fort Lauderdale	Florida	140,000
Green Cove Springs	Florida	4,233
Jacksonville	Florida	529,000
Lake Alfred	Florida	3,000
North Palm Beach	Florida	9,000
Quincy	Florida	8,874
Safety Harbor	Florida	3,000
St. Petersburg	Florida	216,000
Americus	Georgia	16,000
Cordele	Georgia	11,000
Jerome	Idaho	4,761
Champaign	Illinois	57,000
Chicago Heights	Illinois	41,000
Elgin	Illinois	56,000
Eureka	Illinois	3,000
Evanston	Illinois	80,000
Glencoe	Illinois	11,000
Highland Park	Illinois	32,000
Napperville	Illinois	28,000
Northfield	Illinois	5,000
Park Forest	Illinois	31,000
Peoria	Illinois	127,000
Rock Falls	Illinois	10,261
Rosemont	Illinois	4,000
Villa Park	Illinois	26,000
Zion	Illinois	17,000
Bedford	Indiana	13,024
Iowa City	Iowa	47,000
Washington	Iowa	6,037
Augusta	Kansas	6,434
El Dorado	Kansas	12,523
Garden City	Kansas	15,000

<u>Community</u>	<u>State</u>	<u>Population</u>
Parsons	Kansas	13,929
Jackson	Louisiana	5,000
Rayne	Louisiana	10,000
Brunswick	Maine	16,000
Oxford	Massachusetts	10,000
Berkeley	Michigan	23,275
Beverly Hills	Michigan	14,000
Caro	Michigan	4,000
Center Line	Michigan	10,164
Dearborn	Michigan	104,000
East Grand Rapids	Michigan	13,000
Essexville	Michigan	5,000
Farmington	Michigan	13,000
Garden City	Michigan	42,000
Gibraltar	Michigan	3,000
Grosse Pointe Shores	Michigan	3,000
Grosse Pointe Woods	Michigan	22,000
Huntington Woods	Michigan	9,000
Manistique	Michigan	4,875
Oak Park	Michigan	36,732
Edina	Minnesota	44,000
Burnsville	Minnesota	20,000
Moorhead	Minnesota	30,000
New Prague	Minnesota	3,000
Des Peres	Missouri	5,000
Gladstone	Missouri	23,000
Marshall	Missouri	12,000
Town and Country	Missouri	3,000
Kearney	Nebraska	19,000
Allendale	New Jersey	6,000
Clifton	New Jersey	82,000
Cranford	New Jersey	27,000
Cresskill	New Jersey	7,290
Margate City	New Jersey	11,000
Neptune City	New Jersey	6,000
Norwood	New Jersey	4,000
Passiac	New Jersey	55,000
Riverside	New Jersey	9,000
South Brunswick	New Jersey	14,000
Tenafly	New Jersey	15,000
Wildwood	New Jersey	4,690
Glen Cove	New York	26,000
Johnstown	New York	10,390
Ogdensburg	New York	15,000
White Plains	New York	50,485
Boone	North Carolina	9,000
Durham	North Carolina	95,000
King's Mountain	North Carolina	8,008
Mooreville	North Carolina	9,000
Scotland Neck	North Carolina	2,974
Wake Forest	North Carolina	3,000

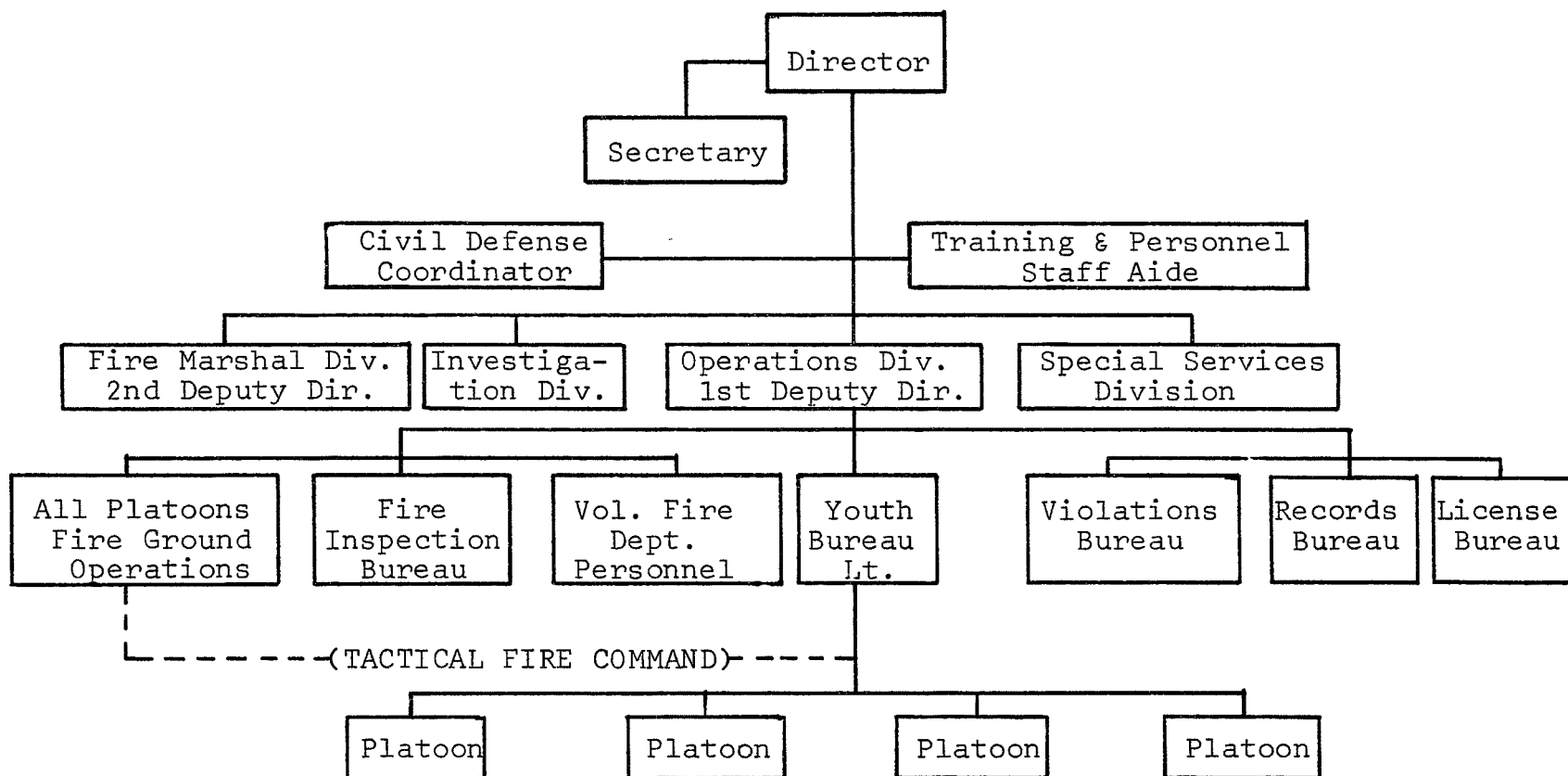
<u>Community</u>	<u>State</u>	<u>Population</u>
Winston-Salem	North Carolina	133,000
Breckville	Ohio	9,000
Cincinnati	Ohio	453,000
Deer Park	Ohio	7,000
Fairport Harbor	Ohio	4,267
Middletown	Ohio	49,000
Oakwood	Ohio	10,493
Oberlin	Ohio	9,000
Salem	Ohio	13,854
Milton-Freewater	Oregon	4,000
Woodburn	Oregon	7,000
Ashland	Pennsylvania	5,237
Bedford	Pennsylvania	3,698
Carnegie	Pennsylvania	11,885
Curwensville	Pennsylvania	3,321
Edgewood	Pennsylvania	5,124
Ford City	Pennsylvania	5,440
Huntingdon	Pennsylvania	7,234
Mount Penn	Pennsylvania	3,574
Northampton	Pennsylvania	8,866
Pittsburgh	Pennsylvania	520,000
Sewickley Heights	Pennsylvania	931
Sharpsville	Pennsylvania	6,601
Westmont	Pennsylvania	7,000
Wilkins Township	Pennsylvania	9,000
Woonsocket	Rhode Island	47,080
Aiken	South Carolina	13,000
North Augusta	South Carolina	14,000
Spartanburg	South Carolina	45,000
Abilene	Texas	90,368
Dallas-Ft. Worth In- ternational Airport	Texas	-
Hearne	Texas	5,072
Highland Park	Texas	10,411
Richmond	Texas	6,000
San Marcos	Texas	23,000
Stanford	Texas	5,259
University Park	Texas	23,202
Wichita Falls	Texas	98,000
Park City	Utah	1,366
Windsor	Vermont	4,000
Richmond	Virginia	250,000
Colville	Washington	4,000
Bridgeport	West Virginia	5,000
Fox Point	Wisconsin	8,000
Janesville	Wisconsin	46,000
River Falls	Wisconsin	2,000
Shawano	Wisconsin	6,103
Shorewood	Wisconsin	15,990
Rawlins	Wyoming	8,968



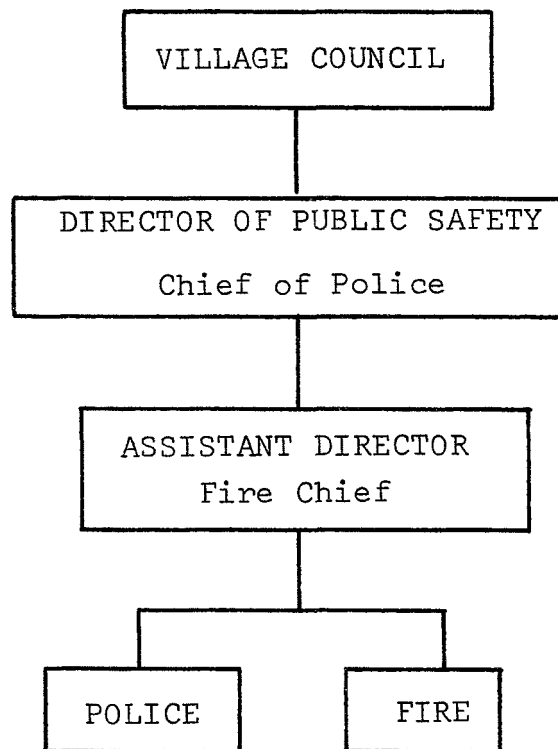
APPENDIX C  
ORGANIZATIONAL CHARTS GERMANE TO  
PUBLIC SAFETY CONSOLIDATION

PUBLIC SAFETY DEPARTMENT

OAK PARK, MICHIGAN

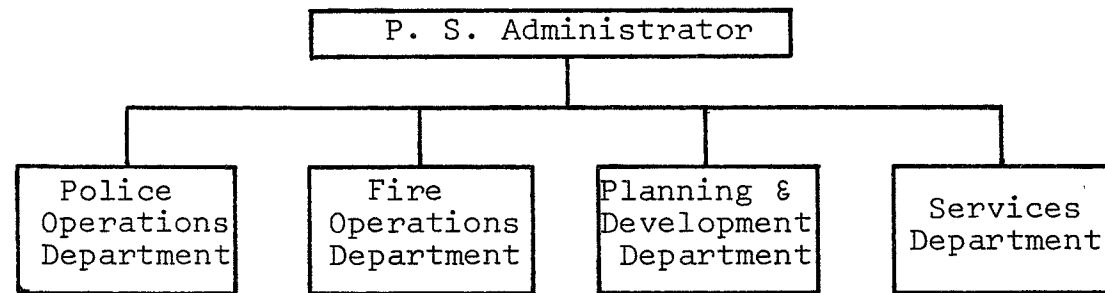


PUBLIC SAFETY ORGANIZATION  
GLENCOE, ILLINOIS



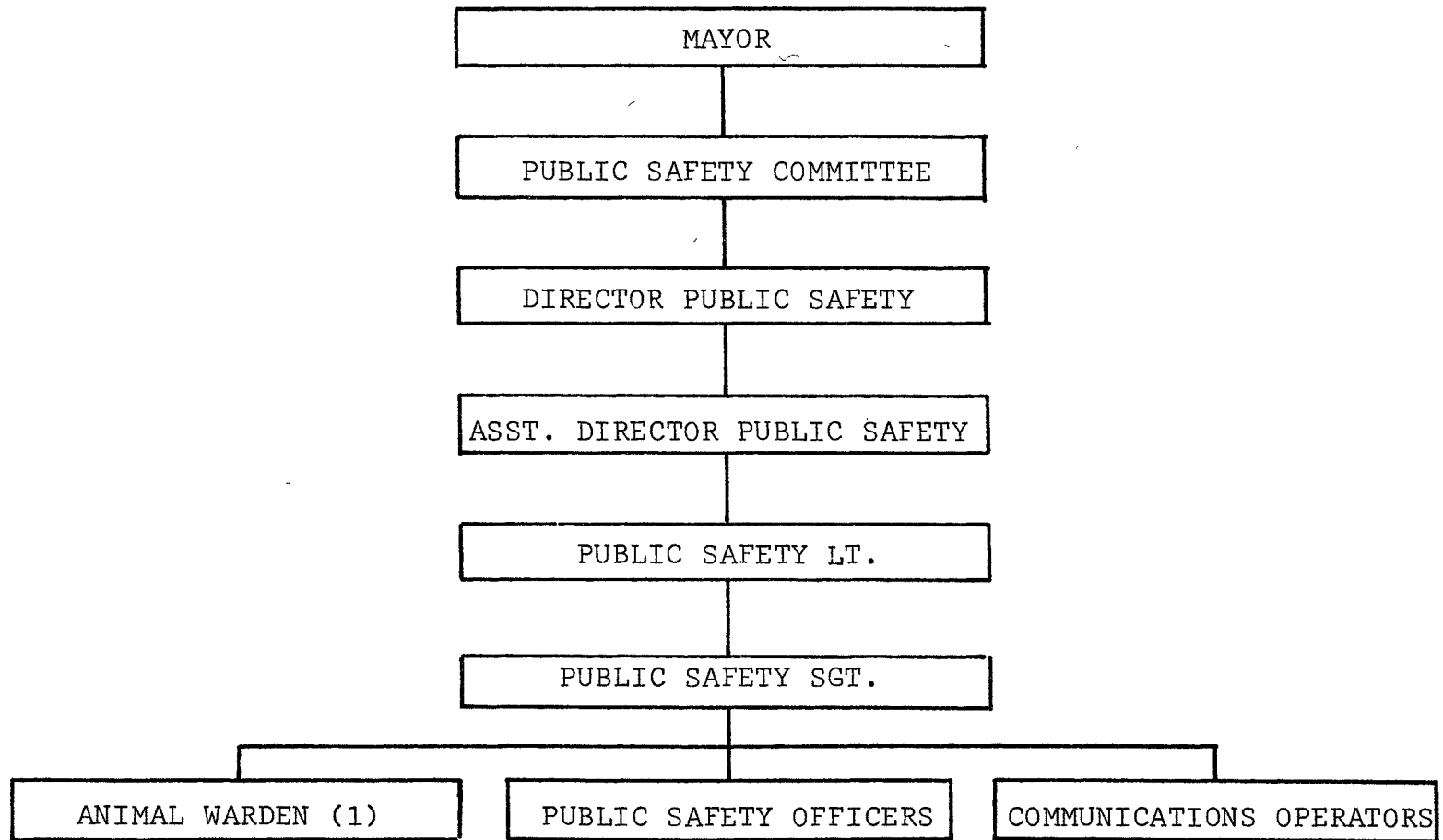
PUBLIC SAFETY ORGANIZATION

ST. PETERSBURG, FLORIDA

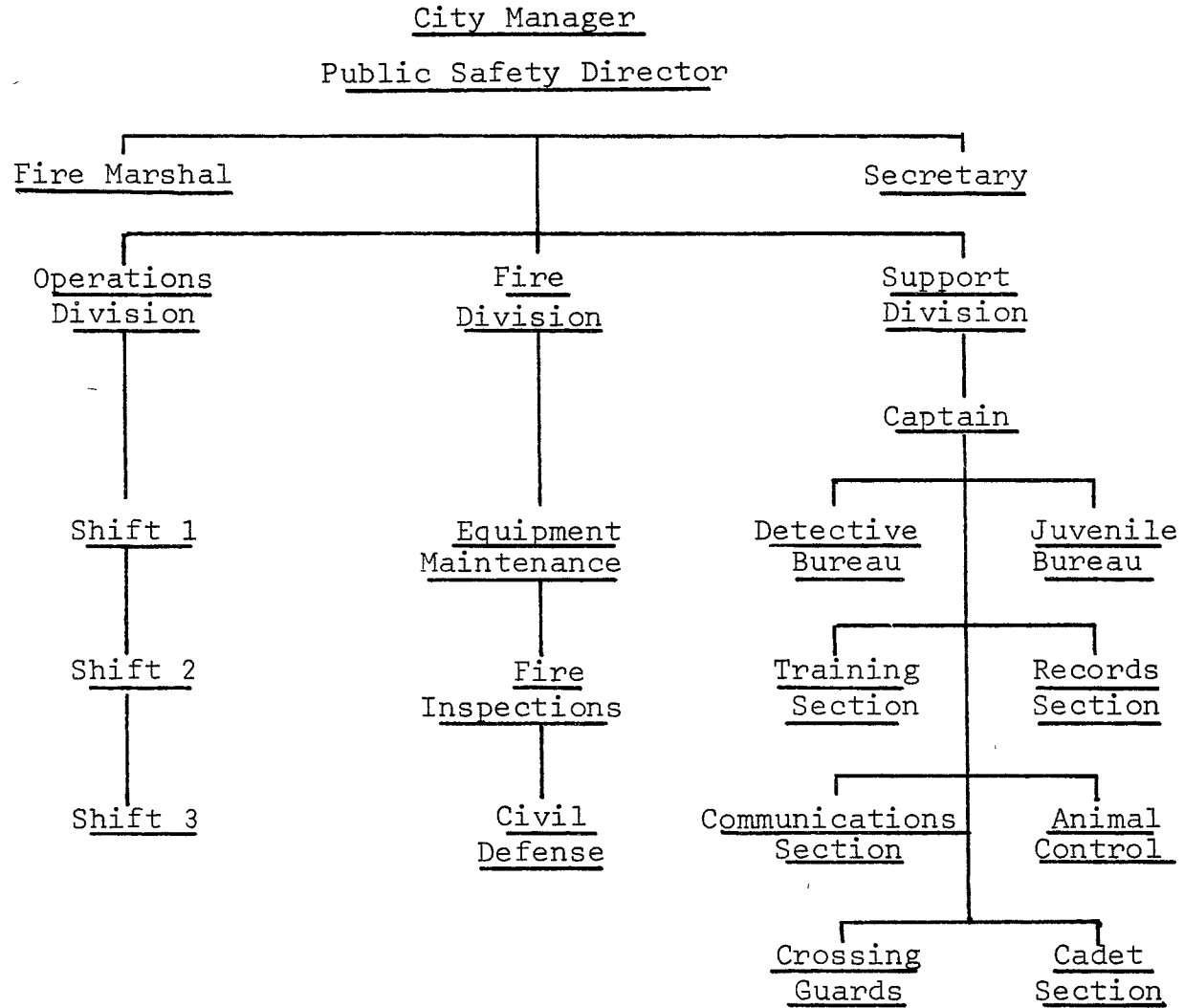


PUBLIC SAFETY ORGANIZATION

AMERICUS, GEORGIA



PUBLIC SAFETY ORGANIZATION: BERKLEY, MICHIGAN



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