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AN INQUIRY INTO THE FEASIBILITY
OF INTEGRATING THE POLICE AND FIRE SERVICES
OF AN AMERICAN MUNICIPALITY

By

DALE E. McNEIL

AN ABSTRACT

Submitted to the College of Business and Public Service
Michigan State University of Agriculture and
Applied Science in partial fulfillment of
the requirements for the degree of

MASTER OF SCIENCE

School of Police Administration and Public Safety

1960

Approved

Alfred C. Schauer

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INTEGRATING THE POLICE AND FIRE
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Thesis for the Degree of M. S.
MICHIGAN STATE UNIVERSITY

Dale E. McNeil

1960

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ABSTRACT

Integration, in regard to police and fire services, is defined as the merging, either completely or partially, of the functions or organizations of the police and fire departments of a municipality. At one extreme it means separate police and fire departments commanded by a single administrator, while at the other end it means that both police and fire duties are performed by the same individual, usually designated as a public safety officer, under a unified department of public safety.

Integration encounters problems of definition, tradition, and arguments advanced both for and against such organizations. Arguments against integration usually come from the fire service and associations connected with the service. Such arguments against integration are mostly without merit, but must be considered by any municipality which is seeking to determine the feasibility of integrating their own police and fire services.

Integration has had renewed interest in municipalities throughout the United States. This interest has developed as a result of rapidly growing populations within many municipalities, financial problems involving higher salaries, shorter work weeks, rising expenses of maintaining adequate public safety, and citizen demands for more effective public safety service.

DALE E. McNEIL

ABSTRACT

The material used in this report was gathered from various sources relating to the integration of police and fire services. The majority of the material came from publications, articles in periodicals, and personal letters from administrators describing either the success or failure of a particular municipality's experience with integration.

The conclusion of this report is that integration is feasible and practical, but the form or extent of integration must be based upon the conditions and circumstances in a particular municipality. Twenty-six municipalities in the United States presently have integrated departments in varying forms and extents. In addition, thirty-five municipalities in Canada presently have integration of their police and fire services. Many of the municipal administrators report that integration is very successful.

The foremost advantage of integration is that it provides a maximum of public safety protection with a reasonable expenditure. In many municipalities with integrated operations, the program has proven successful from the standpoint of the police and fire services, the municipal administrators, and the public. Integration represents a departure from the traditional, but not necessarily the practical, method of providing public safety protection.

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To the public safety officers and the Director of Public Safety, Glenford S. Leonard, of the Oak Park, Michigan Department of Public Safety, the writer expresses his gratitude for their co-operation in his study of the integration of their police and fire services. They and other pioneers, have created a new profession, that of public safety officer.

The guidance and assistance provided by Professors Samuel G. Chapman and Frank D. Day, his major advisors, are gratefully acknowledged by the writer.

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CHAPTER I

INTRODUCTION

Numerous municipal administrators in the public safety field have reappraised the organization of their police and fire services. This is true because the police and fire services receive approximately one-fourth of all municipal revenues. Several factors have caused this reappraisal. One of the main factors is the tremendous growth of the population of the United States. The 1960 federal census is expected to show nearly 180,000,000 American citizens, an increase of nearly 30,000,000 over the 1950 census.¹ This population increase has resulted in rapid growth of many villages, suburbs, and cities, and has brought about the necessity for more and better public service in the police and fire fields.

In the public safety field, administrators are also faced with several financial problems. The cost of police and fire equipment and buildings has increased. Police and fire personnel are demanding higher salaries and shorter work weeks. The average annual salary for firemen from cities

¹William J. Eaton, "179,918,794 in Census?" The (Lansing, Michigan) State Journal, April 10, 1960, p. 70.

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with populations from 25,000 to 50,000 increased from \$2,940 in 1950 to \$4,559 in May, 1959. During this same period, the firemen's average work week dropped from seventy-two to sixty-three hours.² Presently, great pressure is being exerted to further reduce the work week to fifty-six hours, a reduction which is already established by law in several states.

Similar changes have been made in the police service. The patrolmen's average salary in cities with populations between 25,000 and 50,000 increased from \$2,940 in 1950 to \$4,620 in May, 1959. During the same period the patrolmen's work week was reduced from forty-eight to forty hours.³

The revenues to meet the increased expenses for police and fire operations have generally been lacking. In many municipalities, the citizens have not voted for necessary tax increases to support properly the public safety services.

The financial problem has been intensified because many municipalities are now offering a variety of public services not offered in the past. For example, as a result of citizen desires and demands, revenues from municipal governments are directed to support recreation, forestry, and park maintenance programs for public betterment and pleasure.

²International City Managers Association, The Municipal Year Book (Chicago: International City Managers Association, 1950), pp. 363, 367 and 1959, p. 368.

³Ibid., 1950, p. 414 and 1959, pp. 410-411.

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Furthermore, pension, health, and vacation benefits have also increased for the public safety personnel adding greatly to the total budget.

The population growth, the overtaxing of revenue sources, and the need for more effective public safety services at a nominal expense has, therefore, caused municipal administrators to seek a feasible solution of these problems. One approach to the solution is to integrate the municipal police and fire services.

I. DEFINITION OF INTEGRATION

The word "integration," as used in regard to police and fire integration, usually refers to the amalgamation, combination, unification, consolidation, or merging of the functions or organizations of the police and fire departments. As used in this report, the term "police and fire integration" means the merging, either completely or partially, of the organizations or duties of police and fire departments. Integrated departments vary in characteristics, organization, needs, and resources; integration, as a result, has developed in various forms and extents. The form or extent in each municipality is an attempt to meet the needs with the available sources in a manner consistent with local conditions.⁴

⁴Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities (Jefferson City: Missouri Public Expenditure Survey, 1960), p. 2.

A definition of integration which may also encompass the various forms used is "the consolidation of police and fire functions justified by the physical and social factors and other conditions in a community."⁵ Integration is, therefore, the utilization of personnel and equipment dedicated to public services in a manner to obtain maximum service per unit of cost. Integration is generally developed in one of three forms: (1) complete or total integration; (2) partial integration; and (3) cooperative or functional integration. The form is identified by the organization of the departments, and the extent or degree is the number of men the departments use and the different functions these men perform.

Complete or Total Integration

Complete or total integration may be defined as "the combination of all non-technical, non-specialist police and fire duties."⁶ Under this form of integration, one department (usually called the department of public safety) replaces the former police and fire departments which, as identifiable entities, are abolished. It may also be that only one department is abolished and its functions and personnel

⁵John D. Holstrom, "Current Trends in Fire-Police Integration" (Speech given at the 85th Annual Conference of the International Association of Fire Chiefs, Los Angeles, California, September 18, 1958), p. 1. (Mimeographed.)

⁶Citizens Research Council of Michigan, A Study of the Integrated Police and Fire Operations of the Grosse Pointe Woods Department of Public Safety (Memorandum number 191. Detroit: Citizens Research Council of Michigan, June, 1957), p. 1.

transferred to the other department. The department head, generally the director of public safety, is responsible for all police and fire functions and training. The personnel of the department perform both police and fire duties and work out of the central headquarters structure and such services as communications and records are unified.

Under this system a minimum number of personnel are on stand-by duty at the headquarters or substation, performing administrative, communication, or maintenance duties for the department. They respond to fire alarms with the fire apparatus and are met at the scene of the fire by the patrol officers who change into fire fighting clothing and fight the fire. When not fighting a fire, the patrol officers perform police patrol duties and issue traffic citations, enforce traffic regulations, engage in rescue service, conduct crime and fire prevention investigations and perform inspection duties.

Total integration may or may not have specialization. In all except the very small departments there is need for specialization. The type and amount of specialization is governed by the size and make-up of the city and the department. Fire apparatus operators, detectives, juvenile officers, communications personnel, and fire supervisors are usually specialist positions formed in most integrated departments. Examples of total integration are found in Oak Park, Michigan; Grosse Pointe Woods, Michigan; and Sunnyvale, California.

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Partial Integration

Probably the most common form of partial integration is that in which the city retains the traditional police and fire departments; but as a means of improving service and making productive use of stand-by personnel, a group of public safety officers is recruited from either or both of the departments. These personnel are trained in both police and fire duties and are placed on police patrol performing police duties. However, when a fire occurs, they serve under the operational control of the fire department. Examples of this form of integration are found in Winston-Salem, North Carolina and Dearborn, Michigan.

The consolidation of police and fire communications is also a form of partial integration as is the case where entirely separate police and fire departments are administrated by a single director of public safety.

Functional or Cooperative Integration

Several cities have retained their traditional police and fire departments and have assigned in one department members of the other. This is functional or cooperative integration. Here, firemen may assist with administrative or communication tasks in the police department, or police officers may prepare hydrants for hoses at the fire scene before the fire trucks arrive. This form of integration is used in Glencoe, Illinois, and several other American cities.

II. THE PROBLEM

The integration of police and fire services of a municipality is not easily accomplished. Serious problems must be confronted and managed properly. The greatest problem that confronts integration of the police and fire services is tradition. The two services have different histories and traditionally have evolved over the years as separate departments each with definitive separation of duties. Each has developed into an enterprise with a large degree of pride and some degree of specialization. Tradition and pride are factors which are difficult to overcome.

Another problem is evaluating the arguments advanced both for and against integration. Opponents denounce integration as being unworkable, impractical, and undesirable. Proponents answer these arguments by saying that integration does work and is practical. Individuals arguing against integration cite examples of cities where it has been tried and has failed. The advocates cite examples of cities where integration is satisfactory. The arguments usually center around the question of whether or not police and fire functions have enough work that is common so that the same men can perform both functions efficiently.

It is the purpose of this study: (1) to examine the history of police and fire services; (2) to examine the operations of past and present integrated departments; (3) to determine the feasibility of integrating the police and

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fire services of a municipality; and (4) to present guides for any municipality deciding to integrate its own police and fire departments, as revealed through research of the related material, through visiting Oak Park, Michigan, Department of Public Safety, and through information gained by personal letters from administrators involved in integrated operations.

Previous Work on the Integration of Police and Fire Services

Libraries have many books describing the organization, equipment, training, and functions of police departments. Other books are available which cover these same topics as they relate to fire departments. Two publications authored by Charles S. James constitute the only basic references on the principles of police and fire integration. Police and Fire Integration in the Small City⁷ is a study of the police and fire services as they existed in 1955. It includes a forecast of public safety operations of tomorrow and presents a modern organizational structure to administer a modern program. A Frontier of Municipal Safety⁸ identifies municipal

⁷Charles S. James, Police and Fire Integration in the Small City (Chicago: Public Administration Service, 1955), p. 14.

⁸Charles S. James, A Frontier of Municipal Safety (Chicago: Public Administration Service, 1955), p. 2.

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hazards and, with the aid of an integrated public safety department, exemplifies methods that reduce hazards through preventive inspections and that apply coordinated remedial action when necessary.

Numerous pamphlets and periodicals have carried articles relating to the integration of police and fire services. Most of these articles are of restricted scope, generally describing either the success or failure of a particular city's experience with integration. In others, the writer defines his organization's position, which either praises the concept or condemns the practice of integration.

Importance of the Study

More effective and efficient public safety services at a reasonable monetary expense is the goal of municipal governments throughout the United States. If this can be accomplished through the integration of the police and fire services, it must be considered and evaluated by any municipality desiring to improve its public safety services.

The number of municipalities which have integrated their police and fire departments in the past few years indicates that many municipalities are interested in information concerning this subject. This study may be used as a guide for future municipalities desiring to integrate their police and fire services, or as a review showing what other municipalities have accomplished under integrated operations.

III. REMAINDER OF REPORT ORGANIZATION

The traditional type of police and fire department is discussed in Chapter II. Chapter III describes the history of integration. Included in this chapter is a description of integrated operations where integration has failed, as well as, a description of presently integrated police and fire operations. The pro and con of integration will be discussed in Chapter IV. Chapter V deals with the size of a municipality susceptible to integration. Chapter VI contains the discussion of the fundamental requisites of planning that a city should consider upon integrating the police and fire services. Chapter VII contains the summary and the conclusions drawn from it.

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CHAPTER II

HISTORY AND FUNCTIONS OF POLICE AND FIRE SERVICES

Traditionally, there has always been a division between the police and fire organizations.¹ This tradition has been long established, but is not surprising in the light of history. Police and fire services were derived from different antecedents; the work done was quite different, and even the objectives of the two services were not always the same. Police work has been largely a full-time occupation; fire fighting has been and is essentially a part-time occupation. The concept of police work has always been primarily preventive; the fire service historically has been to put out fires after they have started, which is a remedial act. Police work is essentially a social occupation; fire fighting is largely physical.² Police work usually requires only one or two men to handle emergency calls; therefore, the force can be widely deployed. Fire fighting usually requires several

¹Charles S. James, A Frontier of Municipal Safety (Chicago: Public Administration Service, 1955), p. xv.

²Ibid., p. xvi.

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personnel, and it is often supplemented by reserve groups.

I. THE POLICE SERVICE

The mission of the police service is to prevent crimes and to enforce laws. Thus, the protection of life and property against criminal attack and the preservation of the peace have always been primary purposes of the police departments. To accomplish their task, the police must control people and their environment in such a manner as to obtain compliance with laws and regulations.³ Police duties include the prevention and repression of criminal activities largely through patrol, the apprehension of violators of laws and ordinances, the regulation of people in their noncriminal activities, and the performance of a variety of nonregulatory services.

Our ancestors in Europe made the head of each family responsible to the village community for the good behavior of all the members of that family. The head-of-the-family system continued to work successfully as long as people could not get from one parish to another easily and as long as towns were too small to provide hiding places for those who broke the laws. The moment a person was wanted for some offense, hue and cry would be raised. All able-bodied men of the parish would chase him. As communities grew larger and

³O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, Inc., 1950), p. 2.

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travel became easier, police work became a full-time occupation. Each parish appointed a constable to keep order.⁴

The first real police force was organized in London, England, by Henry Fielding in approximately 1750.⁵ He was appointed magistrate of Bow Street, and he built up a small force of volunteers to keep the streets of that part of London safe. In 1752 the British government gave him money to establish a paid force, known as the Bow Street Police.⁶ He had three branches in the police organization; the horse patrol to escort travellers; the foot patrol to keep streets safe; and the Bow Street Runners, who were detectives.⁷

Some of the Runners were honest policemen, while others took bribes and became corrupt. The situation became worse; the police were opposed by organized bands of criminals, and the people opposed the police because they were considered bullies and tyrants.⁸

The starting point of the contemporary police service began in 1829 when Parliament passed the Metropolitan Police Act. Its purpose was to end the corrupt police practices

⁴Richard Harrison, The Story of the World's Police (London: Phoenix House Ltd., 1955), p. 12.

⁵Ibid., p. 13.

⁶Ibid.

⁷Ibid., p. 14.

⁸Ibid.

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that were prevalent. It set up a paid police force in London. The new force, known as the Metropolitan Police, numbered over 3,000 men. The men soon became known as the "Peelers" or "Bobbies" after Sir Robert Peel, the founder of the organization.⁹

The primary function of the Metropolitan Police was the prevention of crime. Then came detection. The Metropolitan District was divided into seventeen police divisions. Each division was divided into eight beats. There were four ranks of police; superintendent, inspector, sergeant, and constable.¹⁰

Today, the police organization in England is much the same as it was under the Metropolitan Police as set up by Sir Robert Peel. The larger police areas are divided into districts, divisions, subdivisions, and sections. The headquarters is normally organized in departments dealing with administration, criminal investigation, training, communications, and traffic and road safety.¹¹

The police systems of the United States were patterned after that of Britain. The first policemen to appear in the

⁹Ibid., p. 15.

¹⁰Charles Reith, A New Study of Police History (London: Oliver and Boyd, 1956), p. 136.

¹¹Central Office of Information, The Police Service in Britain, (London: Central Office of Information, November 1953), p. 13.

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United States were sheriff and constable.¹² The constable enforced the laws in New England, while the sheriff was common to the South and Southwest.

The municipal police began to be organized in the United States after 1800 in the larger cities. In 1833, New York City sent a delegation to Britain to study the police system in London. In 1844, the system was adopted in New York. The New York legislature passed a law creating "a day and night police," which formed the basis of modern police organization in America.¹³

The twentieth century brought about many changes in police methods. During the period from 1920 to 1940, police departments grew and developed in number and in strength. This era was characterized by drastic changes in technological, sociological, and scientific advances in urban and rural communities. All of these factors affected the police departments.¹⁴

The modern police force in an American municipality today usually consists of a chief, captains, lieutenants, sergeants, and patrolmen. The organization of the police

¹²Bruce Smith, Police Systems in the United States (New York: Harper and Brothers Publishers, 1940), p. 79.

¹³Raymond B. Fosdick, American Police Systems (New York: The Century Company, 1920), p. 66.

¹⁴Thomas M. Frost, A Forward Look in Police Education (Springfield: Charles C. Thomas, 1959), p. 4.

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force is divided by functions, according to the nature of the tasks to be performed. The headquarters in a modern police department may include divisions for vice, juveniles, detectives, patrol, traffic, administration, and communications. The divisions may be broken down into bureaus, sections, platoons, and squads.

II. THE FIRE SERVICE

Fire is one of the most destructive elements in modern life.¹⁵ Sweeping fires are not altogether modern plagues. Records show that Troy was razed by fire in 1184 B.C., and prior to the beginning of the Christian Era, Rome suffered six great fires. Its worst conflagration occurred in 64 A.D. under the hand of Nero. The conflagration lasted a week.¹⁶

In 1666, the great London fire occurred and made over 2,000 people homeless. The world's "worst" fire devastated San Francisco in 1906 causing \$350,000,000 loss. Chicago's great fire occurred in 1811 causing an estimated \$165,000,000 loss. In 1904, Baltimore was the scene of a \$50,000,000 conflagration.¹⁷

¹⁵National Board of Fire Underwriters, Safeguarding the Nation Against Fire (New York: National Board of Fire Underwriters, 1943), p. 20.

¹⁶Ibid., p. 21.

¹⁷Ibid.

Since the result of fire is devastation, protection is an important function. The first line of municipal defense against fire is the fire department which, as it is known today, contrasts strikingly with that of earlier times. It was not until after the occurrence of the great London conflagration of 1666 that organized fire fighting came into being. Prior to that time there was no organized protection against flames; but after two-thirds of London had burned, fire brigades were formed and made subject to call.¹⁸

Until the first quarter of the nineteenth century, London had five insurance companies that maintained private fire brigades. The members of these fire brigades were known as "Water Men." It was the custom for these brigades to fight only those fires originating in or spreading to property insured by their employers. Their fire equipment consisted of a few lengths of rope, a varied assortment of iron hooks, leather bags, and axes.¹⁹

The individual companies of fire fighters began merging, in 1825, into more efficient operations. In 1832, the combined companies formed the London Fire Engine Establishment, which continued in force until 1865. At this time the

¹⁸Ibid., p. 89.

¹⁹Ibid., p. 90.

organization was taken over by the municipal authorities.²⁰

One of the first records of community action in America in regard to fire fighting was in 1659. The Dutch Colony of Nieu Amsterdam purchased and distributed 250 leather buckets and a supply of ladders and hooks. The post of fire chief was inaugurated in 1689, with the appointment of a "Brent Master" to supervise the fighting of fires in the city now known as New York.²¹

The first public fire fighting organizations in America were known as "fire societies." They were volunteer organizations composed of friends and neighbors who combined to combat fires. Typical of these volunteer organizations was one known as the Phoenix Fire Society, founded in 1788 in Boston. The charter of this society fixed the membership at thirty. It arranged for quarterly meetings. Fines were imposed on absent members. Each member was required to keep two buckets, a pair of leather bags, and a rope to aid in fighting fires. Like the London brigades, the society confined its fire fighting to the property of members only. Upon arrival at a fire, each member placed himself under the immediate command of the individual whose property was burning. Toward the close of the eighteenth century, hand-drawn engines,

²⁰Ibid., pp. 90-91.

²¹Ibid., p. 91.

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manually pumped, became more extensively used; and the exclusive fire societies began to give way to unsalaried volunteer systems with companies of engines, hoses, and bucket man. In the larger cities, fire wardens were appointed to supervise fire fighting operations in each ward. Their organizations were charged with fighting fire wherever they found it without discrimination as to the ownership of the property.²²

The volunteer companies were antagonistic toward mechanical progress and improvements designed for extinguishing fire. They disapproved of the rubber hose and steam fire engine; they maintained that firemen should operate close to the flames.²³

The first successful steam engine for fire fighting was invented in 1853 in Cincinnati, Ohio. It was put into operation there by the first paid fire department, which was organized in the same year, because it was necessary to maintain a permanent force to keep up steam in the engine.²⁴

It was not until the middle of the nineteenth century that paid fire departments became numerous. The change, however, was inevitable. The country's fire loss mounted alarmingly, and it was soon demonstrated that the volunteers

²²Ibid., pp. 91-92.

²³Ibid., p. 93.

²⁴Ibid., p. 94.

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were not equal to the task of combating the many serious fires that occurred. Delay in getting water on the blaze became a common fault, confusion resulted in laying hoses, and arguments resulted between the members about their duties. After the paid department in Cincinnati appeared, other cities adopted the idea.²⁵ In smaller cities, the practice was to have a paid chief and driver of the apparatus, while other members were volunteers. This is still the system in many smaller municipalities today.

In recent years progress in fire fighting techniques, improvement of equipment and apparatus, and revised training methods have taken place. Fire engineering is a part of the curriculum in several colleges and universities. Modern transportation and communication have revolutionized the field of fire prevention.

The functions of the modern fire department include fire prevention through inspections, education, and suppression of fires once started. Rescue and ambulance service is provided in many fire departments today.

The modern fire department force may consist of the chief, captains, lieutenants, engineers, and firemen. The organization of the department may consist of districts, stations, battalions, and companies. The headquarters may be divided into divisions and bureaus of fire fighting, fire

²⁵Ibid., p. 95.

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prevention, fire alarms, communications, maintenance, administration, training, and arson investigation.

Summary

The customs, traditions, and duties of the police and fire services have kept them separated throughout history. However, recent developments have tended to reduce the essential differences between these public safety services. Technological advances in the transportation and communication fields have brought about new methods and procedures in both the police and fire services. Today, modern vehicles are used by patrolmen to reach any part of the city in matter of minutes, while three-way radio communication direct their movements. Likewise, the fireman is no longer required to stay in reserve in a fire station and wait for a fire to happen because transportation and communications promote fire prevention to its rightful place. The timeworn adage of an ounce of prevention being better than a pound of cure is most appropriate when the public safety is considered. Fire protection organizations continue to step up their campaigns and programs designed to prevent fire. The Municipal Year Book of 1958 reports that:

It is most encouraging to be able to say that the trend towards more adequate and comprehensive inspection of all types of properties by municipal fire departments continues undiminished. The campaign for regular inspection of all dwellings by fire departments fostered by the International Association of Fire Chiefs, and strongly supported by NFPA and other fire protection organizations, has made substantial progress. There

is ample evidence to show that this contribution by a local fire department materially reduces loss of life and fires in ordinary dwellings. This sort of work can be done at no extra expense to the taxpayer and with greatly improved public relations for the fire department so that all concerned benefit. It is hoped that in time all of the more than 20,000 organized fire departments will carry on dwelling inspections as a matter of routine.²⁶

Fire prevention is becoming more recognized as the primary responsibility of firemen, as crime and accident prevention have always been for policemen. With this, the duties of firemen and policemen have identical objectives: to assure the public safety. The integration of fire and police services presents one means of efficiently coordinating this endeavor.

²⁶International City Managers' Association, The Municipal Year Book 1958 (Chicago: The International City Managers' Association, 1958), p. 361.

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CHAPTER III

HISTORY OF INTEGRATION

The idea of combining the functions of the police and fire services is not new. Integrated departments date back to 1836 in England in such cities as Liverpool, Birmingham, and Manchester. During World War II, because of the extra duties involved in both services, integration was abandoned. Today there are no integrated departments in Britain.¹

Integration has been tried over the past eighty years in various municipalities in the United States and Canada. It has been very successful in most municipalities, while in some it has been tried and abandoned. The number of municipalities adopting some form of integrated operations has increased greatly over the past ten years. In 1950, many individuals in the public safety field thought that integration should be limited to small municipalities of less than 10,000 population. By 1958, several cities with populations of 100,000 had successful forms of partial integration of their police and fire services.

¹Letter from Margaret Ratcliffe, Reference Section, British Information Service, New York, May 6, 1960.

I. UNSUCCESSFUL INTEGRATED DEPARTMENTS

A number of cities including: Chico, Hawthorne, San Marino, Sanger, Monterey Park, Buena Park, and Fremont, California; and Lincoln, Nebraska have tried and subsequently abandoned the integration of the traditional police and fire operations.

Chico, California

Chico is a city with approximately 13,000 population in 1958; it is ninety miles north of Sacramento.² The city had partial integration from 1923 to 1947. A director of public safety was in charge of separate police and fire departments. In 1920, the population of Chico was 9,339; in 1940, it was 9,287; and in 1950, it was 12,272.³ The city is approximately four square miles in area.

The single administrator was the extent of integration. In 1947, to improve efficiency with the growth of the city, separate administrators for the police and fire departments were established.⁴

²Al Albertoni, The Facts About Fire and Police Integration in California (Federated Fire Fighters of California, September 15, 1958), p. 1.

³United States Department of Commerce, Census of Population: 1950, volume I (Washington: United States Printing Office 1952), p. 5-9.

⁴Albertoni, op. cit., p. 2.

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Hawthorne, California

Today Hawthorne is a city of 33,000 population within an area of six square miles. It is located in Los Angeles County. The city progressed from a volunteer fire department and a one-man police department in 1923 to a fully integrated police and fire department in 1937 consisting of a six-man public safety department, augmented by twenty-five volunteers. In 1937, the city had approximately 8,000 citizens.⁵

On January 1, 1946, when the city had approximately 16,000 residents, the public safety department was separated into police and fire departments with one administrator. The departments were separated because of the lack of fire budget under the single department.⁶

In 1953, both the police and fire departments were assigned a chief which destroyed the last vestige of integration. This action was taken by the City Council who stated it would be more efficient and would be better utilization of manpower.⁷

San Marino, California

San Marino is a city in Los Angeles County with a population of 13,000 in 1958; it has an area of four square

⁵Ibid.

⁶Ibid.

⁷Ibid.

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miles. In 1949, one administrator was in charge of separate police and fire departments. The population at the time was approximately 11,000.⁸ Partial integration was adopted because of internal strife in the fire department. The City Council was unable or unwilling to decide which of two fire captains who headed alternating shifts should be appointed fire chief. The council resolved the dilemma by appointing the chief of police as fire chief in addition to his police function.⁹

There was never any attempt to create a department of safety or to integrate the activities of the police and fire departments. The police chief was reputed to know very little about fire department operations and, after a five-year period in 1954, another fire chief was appointed to separate completely the two services.¹⁰

Sanger, California

Sanger, a city with a 1958 population of 9,000, is located in Fresno County. The city had partial integration with one administrator in charge of separate police and fire departments from 1950 to 1956. The police chief took charge of the fire department as a result of the retirement of the

⁸United States Department of Commerce, op. cit., p. 5-11.

⁹Albertoni, op. cit., p. 3.

¹⁰Ibid.

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fire chief. The city had approximately 6,400 residents in 1950. The police chief administered both departments until April 1, 1956, when another fire chief was appointed.¹¹

Monterey Park, California

Monterey Park is a city near Los Angeles with a 1958 population of 33,000 in an area of seven square miles. In 1953, when the city population was approximately 20,000, the City Council voted for total integration of the police and fire departments. There had been inadequate pay and low moral in both departments. A retired fire chief took command of the two departments as the public safety director. The men of each department went through a training period for the other department's duties. Integration never progressed beyond this point since the move was strongly opposed by the citizens because of the excessive cost. They even signed petitions against its installation! The City Council then voted out the integrated department and passed a city ordinance against further consideration of such proposals.¹²

Buena Park, California

Buena Park, a city with a 1958 population of 30,000, is located twenty miles southeast of Los Angeles. The public

¹¹Ibid., p. 3.

¹²Ibid.

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safety department was integrated with the incorporation of the city in July, 1953.¹³ The completely integrated police and fire departments consisted of a chief and four public safety officers for the 6,000 residents at that time.¹³

The integrated departments eventually increased to twenty-two public safety officers and twenty-four fire volunteers. The officers patrolled the streets and upon receipt of a fire alarm, one patrol vehicle would proceed to the scene of the fire while other officers returned to the station and responded with the fire apparatus. Off-duty officers and volunteers were called if necessary. Protective fire clothing was carried in the patrol vehicles and was kept in the homes after duty.¹⁴

Integration was abandoned in November, 1956, because of inefficiency resulting from neglect of the equipment and failure to operate the equipment properly. A citizens committee initiated a petition which resulted in voting out the integrated department in the general election. The city population was approximately 17,000 when separate departments were organized.¹⁵

Fremont, California

Fremont, a city with a 1958 population of 27,000, is

¹³Letter from Wilford S. Sparkes, Chief of Police, Buena Park, California, May 2, 1960.

¹⁴Ibid.

¹⁵Ibid.

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located on the southeast shore of San Francisco Bay. It consists of 96 square miles, generally rural, with about 75 per cent farm area. Prior to incorporation in January, 1956, the area consisted of five fire protection districts in the small communities. Police protection was provided by the Alameda County Sheriff's Department.¹⁶

On July 26, 1956, Fremont adopted a budget which included provisions for a partial integration program. It called for the purchase of three station wagons equipped for police, fire, and ambulance service. Fifteen firemen below the rank of officer were employed and trained as public safety officers. They patrolled the city six hours a day issuing traffic tickets and inspecting business licenses and building permits. The officers carried police weapons, although their primary duty was fire prevention and fire suppression. Additional police protection was still provided by the Alameda County Sheriff's Department.¹⁷

The arrangement of police protection with the sheriff's department was planned to terminate on July 1, 1958, with the appointment of twenty-five additional public safety officers. However, in the city election on April 8, 1958, the voters

¹⁶Albertoni, op. cit., p. 2.

¹⁷Roi B. Woolley, "Where Integration Failed," International Fire Fighter (January, 1960), p. 19.

elected two candidates to the City Council who had campaigned vigorously against integration, claiming that it was an insult to say that both policeman and fireman duties were not a full-time occupation. On May 13, 1958, the City Council voted to abolish the position of public safety officer in Fremont. Independent and separate police and fire departments were created on July 1, 1958, with the appointment of twenty-five police officers.¹⁸

Lincoln, Nebraska

Lincoln is the capital city of Nebraska with a 1957 population of 128,000.¹⁹

Partial integration was experimented with from January 1, 1957, to July 1, 1957, which was called the "Buddy Plan." The plan called for almost all of the 130 firemen of the city to accompany police officers on patrol duty. The firemen were trained in police work and scheduled to ride with the police officers. The firemen were armed with police weapons and had protective clothing and fire fighting equipment in the patrol vehicles.²⁰

The integration was confined to only the patrol division of the police department, which excluded the service,

¹⁸Ibid., pp. 19, 26.

¹⁹Letter from Joseph T. Carroll, Chief of Police, Lincoln, Nebraska, May 20, 1960.

²⁰Ibid.

criminal, and traffic divisions. Each team of one police officer and one fireman patrolled the streets performing police duties until a fire occurred. The police patrol districts were rezoned to conform to fire districts. The transmitter for radio calls for both police and fire departments was handled at police headquarters. The police officer was in charge of the patrol vehicle at all times except when fire alarms were received, at which time the fireman assumed charge of the call on all patrol vehicles detailed to the scene of fires. At the scene of a fire, the police officer directed traffic and in some cases handled the fire hydrant under the fireman's direction.²¹

Opposition to the integration program came from the firemen who were unionized and were opposed to additional duties without extra compensation. At the time, the firemen received \$20 less per month than police officers.²²

Public response was generally in favor of the plan because of the additional patrol coverage. The integrated operation placed nine patrol vehicles, each occupied by one police officer and one fireman, on the streets throughout the city instead of four which were formerly possible.²³

²¹Ibid.

²²Ibid.

²³Ibid.

The integrated plan was abandoned on July 4, 1957, because of the opposition from the firemen. A committee consisting of seven personnel from various organizations within the city, including the police and fire departments, recommended the experiment be discontinued. However, the committee was convinced that the plan gave considerable benefit to residents of Lincoln and suggested that further study be conducted to work out a practical plan of partial integration.²⁴

Other Unsuccessful Operations

Other cities which have had some form of integration, but later abandoned it, include Hinsdale, Illinois; Oregon City, Oregon; and Scottsville, Kentucky. West Miami, Florida, a city with a population of 6,500, adopted integration in 1955, but later abandoned it after a change of administration.²⁵

A number of other cities in several different states have also considered integration, but did not take any action toward its adoption. These cities include Port Huron,

²⁴ Report from the Committee on Police-Fire Integration presented to the City Council, Lincoln, Nebraska, July 1, 1957. (Typewritten.)

²⁵ International Association of Chiefs of Police, "Fact Sheet on Combined Police and Fire Service," (Washington: International Association of Chiefs of Police), 1958, p. 1. (Mimeographed.)

Michigan;²⁶ Lincoln Park, Michigan;²⁷ Peoria, Illinois;²⁸ Winter Park, Florida;²⁹ Shorewood, Wisconsin;³⁰ Long Beach, California;³¹ and, Seattle, Washington.³²

Evaluation of the Unsuccessful Integrated Departments

Most of the integrated departments that have failed have failed not in integration itself, but in their dealings with the total problem of public safety. Most of the cities where integration was abandoned, integrated their police and fire services because of the exigencies of various situations

²⁶Citizens Research Council of Michigan, Integration of Police and Fire Services in Port Huron, Michigan, (Report No. 188, Part I and II. Detroit: Citizens Research Council of Michigan, April, 1957).

²⁷Citizens Research Council of Michigan, Integration of Police and Fire Services in Lincoln Park, Michigan, (Report No. 195. Detroit: Citizens Research Council of Michigan, May, 1959).

²⁸International Association of Chiefs of Police, "Fact Sheet on Combined Police and Fire Service" (Washington: International Association of Chiefs of Police, 1958), p. 1. (Mimeographed.)

²⁹Public Administration Service, The Government of the City of Winter Park, Florida. (Chicago: Public Administration Service, March, 1957).

³⁰Public Administration Service, A Report on the Possible Integration of Public Safety Services in Shorewood, (Chicago: Public Administration Service, April, 1956).

³¹Albertoni, op. cit., pp. 6-7. .

³²"Police and Fire Integration," The American City, LXXII (July, 1958), p. 144.

without regard to important considerations and personalities within the city.

Several of the cities which abandoned integration had only the simplest form, consisting of one administrator commanding two separate police and fire organizations. These cities include Chico, San Marino, and Sanger, California. In San Marino and Sanger the administrator was selected only to fill a vacancy left in the fire department.

Buena Park and Hawthorne, California, are examples of total integration of the police and fire departments which was later abandoned. Both claimed to have abandoned integration because of inefficiency of the integrated program. The inefficiency in Buena Park certainly is not the result of integration but of organization and leadership. This is shown by the absence of stand-by personnel to drive the fire apparatus to any fire scene immediately. One patrolman had to drive to the fire station in his patrol vehicle before proceeding to a fire scene.

In the city of Fremont, politics and lack of public acceptance played the largest role in discrediting integration. Two members of the city council openly campaigned against integration and after their election, integration was voted out.

The residents of Lincoln, Nebraska, recognized benefits from integration, but the plan was opposed by firemen through the fire union and had to be abandoned.

Summarizing the reasons for abandoning integration in several cities, three important factors must be considered. The first factor is the lack of public acceptance. The second is the lack of acceptance on the part of the public safety personnel, especially the members of the fire service. The last factor causing the abandonment of the integrated departments is the indifference of the city administrators and department administrators who were not behind the program, did not support it, and did not give it a chance for success.

Integration will not correct deficiencies already inherent in the administration of any police and fire departments. Where integration has "failed," any separate police and fire department probably would have encountered similar difficulties or suffered from a variety of complex internal problems.

II. SUCCESSFUL INTEGRATED DEPARTMENTS

Integration has been tried, proven successful, and is in operation in twenty-six municipalities in the United States as of June, 1960. At least one other city, Iowa City, Iowa, will begin an integrated program in July, 1960.³³

³³Letter from S. W. McAllister, Jr., Administrative Assistant, Iowa City, Iowa, May 3, 1960.

Grosse Pointe Shores, Michigan

Grosse Pointe Shores is a suburb of Detroit with a 1960 population of 2,500. The city covers an area of one and one-half square miles. It is one of the most exclusive residential cities in the United States, the average home costing \$40,000.³⁴

The city has had a completely integrated public safety department, called the police department, since 1911 when it was incorporated. The city had 100 residents at the time.³⁵

The present police department, consisting of eighteen members supervised by a chief, is trained in both police and fire duties. The personnel of the department work a forty-hour week. There are two patrolmen in separate vehicles patrolling the streets at any one time performing police duties. The men also respond to all fire alarms. The city has no volunteer fire department. It has not been possible to organize any kind of volunteer fire service, because the individual citizens who would normally volunteer for fire duties are not in the community during the working hours and also a great many of the residents are retired. However, the majority of the public works employees are trained in fire

³⁴Thomas K. Jefferies, "Combined Police and Fire System of Grosse Pointe Shores, Michigan" (Grosse Pointe Shores: Office of the Village Manager, 1960), p. 1. (Mimeographed.)

³⁵Ibid.

fighting and answer all fire alarms.³⁶

Sewickley Heights, Pennsylvania

Sewickley Heights is an exclusive residential city of 800 population eleven miles northwest of Pittsburgh on the Ohio River. Its area covers seven square miles.³⁷

Like Grosse Pointe Shores, the city has no volunteer fire department. All city employees are combined into a fire department in order to provide necessary public safety protection.³⁸

From 1920 to 1935 the area used a private protective association for police protection. This organization consisted of six members and also carried out fire fighting functions. In 1935, the municipality was incorporated and continued the integrated public safety system.³⁹

At present there are eleven full-time city employees and all are part of the fire department. The Fire Department consists of the Police Department of six patrolmen and a Chief, the Street Department composed of two employees, and the Administration Department consisting of two employees.

³⁶Ibid.

³⁷Ernest Trimble, "Borough of Sewickley Heights Combined Police and Fire System" (Sewickley Heights: Office of the Borough Manager, Jan., 1960), p. 1. (Mimeographed.)

³⁸Ibid.

³⁹Ibid., p. 2.

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The administration employees man the communications desk. The police officers do routine police work and conduct building inspections. The men work in eight-hour shifts and respond to all fire alarms.⁴⁰

Oakwood, Ohio

Oakwood is a residential suburb of Dayton with a population of 11,000. Its area covers three square miles.⁴¹

The city began a gradual integration of its police and fire services on July 1, 1924, and by 1928 they were completely integrated and constituted a public safety department. Integration was decided upon because the cost of operating separate police and fire departments was prohibitive.

Before integration, the city employed two police officers and six firemen. The department presently has a complement of forty-three personnel.⁴²

The Attorney General of the state ruled on November 7, 1951, that police and fire departments in Ohio could not be merged because of certain limitations relating to civil service and pension statutes of the state.⁴³ To overcome

⁴⁰Ibid., p. 4.

⁴¹Letter from A. C. Bergman, City Manager, Oakwood, Ohio, May 4, 1960.

⁴²A. C. Bergman, "City of Oakwood, Police Department" (Oakwood: Office of the City Manager, Oct. 22, 1956), p. 1. (Mimeographed.)

⁴³C. William O'Neill, "Attorney General Opinion 900" (Columbus: Office of the Attorney General, Nov. 7, 1951), p. 9. (Mimeographed.)

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this and circumvent such discriminatory state legislation, the city passed an ordinance which eliminated the fire department and assigned fire fighting duties to a "Property Protection Crew" in the police department.⁴⁴

The present organization of the police department consists of a chief, three captains, four sergeants, and thirty patrolmen working under a three-platoon system. Five additional personnel operate the communication system for the department. Each platoon or "Property Protection Crew" works a twenty-four hour shift with two days off, averaging forty hours per week. The basic platoon strength is seven men, all of whom respond to fire alarms. The city also maintains a stand-by mutual aid contract with the neighboring city of Kettering for additional fire protection.⁴⁵

Huntington Woods, Michigan

Like Grosse Pointe Shores, Huntington Woods is an exclusive residential suburb of Detroit with 9,000 population. The public safety department was combined over twenty-five years ago as an economy move.⁴⁶

⁴⁴Bergman, "City of Oakwood, Police Department," op. cit., pp. 1-2.

⁴⁵Ibid., pp. 1-2.

⁴⁶John R. McQuater, "Department of Public Safety, Huntington Woods, Michigan" (Huntington Woods: Office of the Director of Public Safety, 1959), p. 1. (Mimeographed.)

The totally integrated department consists of fourteen members including a chief, two sergeants, eight patrolmen, a policewoman, and two night clerks. One of the patrolmen is a detective handling investigations and juvenile work. Four men work alternate twenty-four shifts in pairs. The men alternate six hours on patrol and six hours in the station on stand-by fire duty. The officers on patrol perform police duties and respond to all fire alarms. Protective clothing and minor fire equipment are carried in the patrol vehicles. The patrolmen are met at the scene of any fire by fire apparatus driven by stand-by personnel at the station.⁴⁷

Two forces--a volunteer fire company of fifteen members and an auxiliary police reserve of fifteen men--augment the department. The city also has mutual aid agreements with two nearby cities.⁴⁸

Grosse Pointe Woods, Michigan

Grosse Pointe Woods is a residential suburb of Detroit which also contains a number of small business establishments. Its 1960 population is 19,000 and covers an area of three square miles.⁴⁹

⁴⁷Ibid., p. 2.

⁴⁸Ibid., p. 3.

⁴⁹Letter from W. H. Lange, City Administrator, Grosse Pointe Woods, Michigan, May 19, 1960.

The city has had a totally integrated public safety department since 1944. Finances and the lack of manpower during World War II forced the city to combine the police and fire operations as it grew in population. Presently the department consists of thirty-four personnel including a director, three lieutenants, four sergeants, and twenty-six patrolmen. The personnel perform duties in law enforcement, fire fighting, rescue service, fire prevention, communications, and records work.⁵⁰

The department personnel work a forty-hour week under a three-platoon system. Two to four patrolmen are on the streets at any one time, performing police duties and responding to all fire alarms. The department has two fire trucks at the station which respond to fire alarms and are driven by station personnel.⁵¹

The department has three specialists in the department including two detectives and a dog warden, all of which perform fire duties as required. The city has an auxiliary fire force of twelve men. Mutual aid agreements are maintained with five surrounding cities for fire and police service.⁵²

⁵⁰Ibid.

⁵¹Ibid.

⁵²Citizens Research Council of Michigan, A Study of the Integrated Police and Fire Operations of the Grosse Pointe Woods Department of Public Safety (Memorandum No. 191. Detroit: Citizens Research Council of Michigan, June, 1957) p. 8.

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River Hills, Wisconsin

River Hills is a residential community eight miles north of Milwaukee with a 1960 population of 1,275. It covers an area of six square miles. Almost every home is on five acres of land.⁵³

The city has a partial integration program which began in 1945 at the time the volunteer fire department was organized. The population at the time was 500. The chief of police was also appointed fire chief. Presently the city has twelve police officers who are also volunteer firemen. However, the police officers report to fires only on their off-duty time. The volunteer fire department, commanded by the chief of fire and police departments, consists of thirty volunteers. Twelve of the volunteer firemen are the police officers, which only direct traffic at any fire scene.⁵⁴

Sunnyvale, California

Sunnyvale is a rapidly growing residential, commercial, and industrial city twenty-five miles southeast of San Francisco and eight miles northwest of San Jose. The 1950 population was 10,000 and has grown to its present 1960 population of 55,000.⁵⁵

⁵³Letter from Fred Secosh, Chief of Fire and Police Departments, River Hills, Wisconsin, June 21, 1960.

⁵⁴Ibid.

⁵⁵J. A. Jessup, "Ten Years of Sunnyvale's Combined Police and Fire Forces," The American City LXXV (April, 1960), p. 188.

The city integrated its public safety services on July 1, 1950 because of the anticipated population growth, limited revenues, and a need for better public safety service. Prior to integration, the police department consisted of sixteen personnel and the fire department had a paid chief and thirt volunteers. Upon integration, the chief of police and the fire chief were appointed to the rank of public safety captain. The integrated department was initially directed by a former Los Angeles Fire Department fire chief. After he organized the department, a former police chief became the director of the department.⁵⁶

The present department, which is totally integrated, consists of a director and eighty-five personnel. The department is organized into three primary divisions; communications, fire, and patrol. On a rotating basis, two or mor public safety officers are assigned fire stand-by duty on a sixty-three hour week, while the remainder of the personnel work forty hours per week. The personnel on stand-by duty are assigned administrative tasks, operate the jail, and drive fire equipment.⁵⁷

⁵⁶H. K. Hunter, "An Integrated Public Safety Department" Public Management (May, 1951), p. 106.

⁵⁷Jacob A. Jessup, "Department of Public Safety, Sunnyvale, California" (Sunnyvale: Office of Director of Public Safety, Nov. 13, 1959), p. 2. (Mimeographed.)

The personnel of the department work out of a single headquarters where communications, record, administrative offices, and classrooms are combined. Two stations also house the fire apparatus.⁵⁸

Oak Park, Michigan

Oak Park is a suburb just west of Detroit with a population of 35,000 and an area of six square miles.⁵⁹ The city is a residential community which also has a large number of small industrial and commercial establishments.

A city ordinance abolished the police and fire departments on February 1, 1954 and established the Department of Public Safety. The population at the time was 20,000 and integration was decided upon because of the tremendous population growth, to provide a more effective public safety service, and limited revenues. The personnel of the former police and fire departments were sworn in as public safety officers.⁶⁰

In 1960 the department consists of sixty-three personnel

⁵⁸Ibid., p. 4.

⁵⁹Personal interview with Glenford S. Leonard, Director of Public Safety, Oak Park, Michigan, April 4, 1960.

⁶⁰Glen Leonard, "Oak Park's Department of Public Safety--It Works!" Michigan Municipal Review (August, 1955), p. 145.

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commanded by a director.⁶¹ Divisions of operations, investigation, fire marshal, and special services are organized under the director. The Operations Division is divided into four platoons which rotate every week. One platoon provides relief for the other three. The basic platoon strength is ten men consisting of a lieutenant, field sergeant, communication's officer, three fire engineers, and four patrol officers. All personnel work a forty-hour week. The operations division is commanded by a captain who is also the first Deputy Director of Public Safety.⁶²

The Fire Marshal Division is commanded by the Fire Marshal who is the second Deputy Director of Public Safety. He is in command of all fire ground operations, fire prevention, inspection, and training programs.⁶³

The Special Services Division handles the administration of records, licenses, and traffic violations. The Investigative Division consists of a lieutenant and two detectives who engage in detective work.⁶⁴

⁶¹Glenford S. Leonard, "Report of Fifth Year of Integrated Police and Fire Services" (Oak Park: Office of Director of Public Safety, Nov. 16, 1959), p. 4. (Mimeographed.)

⁶²Ibid., pp. 2-3.

⁶³Ibid., p. 1.

⁶⁴Ibid., p. 2.

All personnel of the department are trained in fire duties. The specialists of the department perform such fire duties as necessary. The officers on patrol perform law enforcement functions, make building inspections, and respond to all fire alarms. They are met at the scene of a fire by the fire apparatus from the central headquarters driven by fire engineers. Protective clothing and minor fire fighting equipment are carried in the patrol vehicles.

The department has a volunteer fire reserve and has mutual aid agreements with five surrounding municipalities.⁶⁵

Glencoe, Illinois

Glencoe is a residential community of 10,000 population.⁶⁶ It covers an area of four square miles.

The city has functional or cooperative integration which it began in 1954. The police and fire services were integrated at the request of the police and fire personnel.

The city still has its policemen and firemen. They retain their identity with the separate departments, but the

⁶⁵Ibid., p. 3.

⁶⁶Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities (Jefferson City: Missouri Public Expenditure Survey, Feb., 1960), p. ii

⁶⁷Robert B. Morris, "A Report Describing the Combined Police-Fire Service of the Village of Glencoe, Illinois" (Glencoe: Office of the Village Manager, May 6, 1957), p. 6. (Mimeographed.)

men in each department perform some duties in the other. The policemen perform fire fighting duties and the firemen perform record work, communication duties, fingerprinting, and other duties which can be handled in the central police-fire headquarters building.⁶⁸

In September, 1953, the Chief of Police was appointed Director of Public Safety--Chief of Police, and the Fire Chief was appointed Assistant Director of Public Safety--Fire Chief. In February, 1954, a training program was initiated whereby the fifteen policemen and seven firemen received training in the other's duties. Presently, the police officers respond to all fire alarms. The policemen use station wagons for patrol which are equipped with fire fighting equipment to aid in extinguishing small fires.⁶⁹

Lake Alfred, Florida

Lake Alfred is a small residential community twelve miles east of Lakeland and forty-five miles east of Tampa with a 1960 population of 2,500.⁷⁰

The city has had a totally integrated public safety department since November 1, 1954. The population of the city at the time was 800. Integration was decided upon

⁶⁸Ibid., p. 4.

⁶⁹Ibid., p. 3.

⁷⁰Letter from George T. Costello, City Manager, Lake Alfred, Florida, June 23, 1960.

because of the economy of integrated operations and as a result of public complaints over the city firemen having nothing useful to do between fires. The public safety department is commanded by a chief. All personnel in the department perform both police and fire services. In addition, the city maintains a volunteer fire and police department. All members of the volunteer department also perform police and fire duties.⁷¹

Fort Lauderdale, Florida

Fort Lauderdale is a city of 100,000 population.⁷²

It has a partial integration system.

On November 17, 1955, the city instituted a "Security Patrol" consisting of specially trained police officers driving specially equipped station wagons. The officers carry protective clothing, fire fighting equipment, and rescue equipment in the patrol vehicles. The officers of the Security Patrol presently number eighteen men selected from the 177-man police department. The officers work forty hours per week in one-man patrols. The officers patrol in the station wagons performing police patrol duties and making fire inspections until such time as they are dispatched to a fire. At the receipt of a fire alarm the officers switch from the

⁷¹Ibid.

⁷²Letter from J. Lester Holt, Chief of Police, Fort Lauderdale, Florida, May 5, 1960.

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police radio circuit to the fire department circuit and become under the operational control of the fire department to combat the fire.⁷³

Winston-Salem, North Carolina

Winston-Salem is a city with an estimated population of 110,000. It covers an area of thirty-one square miles.⁷⁴

The city has a system of partial integration. It annexed an area containing 20,000 residents on January 1, 1957, and it was decided to experiment with integration since the costs of separate police and fire services were mounting. The Board of Aldermen authorized a fourteen-man fire company to serve the newly annexed area. Six of the men were regular firemen working sixty-six hours per week. The other eight were to be members of the "Fire-Police Patrol" working forty-four hours per week, the same as police officers of the city.⁷⁵

Volunteers from the fire department formed the fire-police patrol. The members received twelve weeks of training in both police and fire fighting duties. The fire station for the annexed area was completed in September, 1957, and

⁷³Ibid.

⁷⁴Letter from Peter L. Lydens, Assistant to the City Manager, Winston-Salem, North Carolina, May 3, 1960.

⁷⁵John M. Gold, "Report of Fire-Police Cooperation, Winston-Salem, North Carolina" (Winston-Salem: Office of the City Manager, July 21, 1959), p. 1. (Mimeographed.)

the new fire company was activated. Four men are now on duty at all times. Two men stay at the station and drive the fire apparatus to fires, while the other two patrol in the assigned district performing public safety responsibilities.⁷⁶

Based on the operation of the fire-police patrol from September, 1957, through March, 1958, the Board of Aldermen gave the system a permanent status.⁷⁷ In 1960 the city is planning to turn another fire station into a second fire-police station and eventually to convert other fire stations for the same purpose.⁷⁸

Milton-Freewater, Oregon

Milton-Freewater, a city of 5,000 population, in 1957, decided upon a long-range plan for total integration. The plan was brought about by the suggestion of the Oregon Inspection Bureau that the city maintain a full-time fire department. The two volunteer companies were inadequate to combat fires and the city could not finance a full-time department.⁷⁹

⁷⁶Ibid.

⁷⁷Ibid., p. 3.

⁷⁸Lydens, loc. cit.

⁷⁹"Consolidated Fire and Police Departments into Department of Public Safety" (City of Milton-Freewater, Oregon, 1958), p. 1. (Mimeographed.)

The police chief was appointed Director of Public Safety. The former chiefs of the two volunteer fire companies were appointed full-time fire captains. The five police officers were trained in fire duties.⁸⁰

The public safety officers presently patrol the city in station wagons carrying protective clothing and fire fighting equipment. The officers respond to all fire alarms and are met at the fire scene by fire apparatus driven by stand-by personnel at the fire station. Two officers are on patrol all the time. Volunteer firemen are still used at each fire.⁸¹

Fox Point, Wisconsin

Fox Point is a residential suburb of Milwaukee with a population in 1960 of 8,000.⁸² In January, 1957, the fire and police departments were integrated into a Department of Public Safety. The totally integrated department is commanded by a chief and is divided into a police and a fire section. The police section consists of lieutenants, patrolmen, and communication operators. The patrolmen perform law enforcement functions and fire duties. The personnel of the department were working a forty-hour per week schedule,

⁸⁰Ibid., p. 4.

⁸¹Ibid.

⁸²Letter from W. J. Blong, Village Manager, Fox Point, Wisconsin, May 5, 1960.

but a new ordinance effective January 1, 1960, put the firemen on a twenty-four on and twenty-four off schedule. To aid in fire fighting operations, a volunteer department is also maintained.⁸³

Dearborn, Michigan

Dearborn is a city bordering Detroit with a 1960 population of 112,000.⁸⁴ The city covers an area of twenty-five square miles.

In October, 1957, a partial integration program was begun when thirty volunteers from both the police and fire departments underwent special training in the other department's duties. Upon completion of the training program, the personnel patrolled the streets in specially equipped station wagons as public safety officers. The officers perform law enforcement duties under operational control of the police department until a fire alarm is received, at which time they serve under the operational control of the fire department to combat the fire.⁸⁵

Fuller integration is still in progress in the city. New members are recruited and trained for the integrated work

⁸³Ibid.

⁸⁴United States Bureau of Census, Preliminary 1960 Decennial Census Data.

⁸⁵William H. Petersen, "Integrated Police-Fire May Cut Costs" Michigan Municipal Review (Dec., 1958), p. 283.

Presently, the fire personnel work sixty-three hours per week, while the public safety officers work forty hours.⁸⁶

Elgin, Illinois

Elgin is a city with a 1960 population of 50,000.⁸⁷ The city decided upon a program of partial integration in 1958. The action came about for three reasons: forty-two additional policemen were recommended by the National Safety Council; forty-eight additional firemen were recommended by the National Board of Fire Underwriters; and, the work week for firemen was reduced by the Illinois Legislature in 1957 from seventy-two hours to fifty-six hours, which would have required an additional twenty-one firemen. Adopting all of these proposals would have increased city budget for 1958 \$468,000 or 89 per cent over the 1957 expenditures.⁸⁸

Instead, the City Council approved the recruiting of twenty-four personnel to be trained to serve the public in both police and fire services. The recruits were hired and placed in the fire department for thirty days of training and, thereafter, were given two weeks of training in the police department including formal classroom training programs

⁸⁶Ibid.

⁸⁷Missouri Public Expenditure Survey, loc. cit.

⁸⁸"Elgin, Illinois, Undertakes Joint Police-Fire Service" National Municipal Review (Mar., 1958), p. 121.

and experience in riding with the regular police patrols.⁸⁹

The public safety officers serve as policemen until a fire call is reported. At that time, the men report to the scene of the fire and come under the operational control of the fire department. Two officers in each patrol vehicle patrol in an assigned district. Station wagons are used for patrol. Fire fighting equipment and protective clothing are carried in the patrol vehicles for the officers to use when a fire occurs.⁹⁰

Other personnel within the police and fire department retain their identity and perform their traditional duties under the respective organization.

Evanston, Illinois

Evanston is a city with a 1960 population of approximately 79,000.⁹¹ It covers an area of eight square miles in the Chicago metropolitan area.

Evanston decided upon partial integration in 1957 when it was faced with the requirement to reduce the firemen's and policemen's work week by 17 per cent. The reduction would have required thirty new policemen and firemen. However, i

⁸⁹Raymond P. Botch, "How Elgin, Illinois Likes Joint Fire-Police Service" The American City LXXIII (Dec., 1958), p. 18.

⁹⁰Ibid.

⁹¹Letter from George Nashnis, Administrative Assistant, Evanston, Illinois, June 17, 1960.

was decided to hire only fourteen new policemen and no new firemen and to train the recruits to perform both police and fire duties.⁹²

In 1958, the City Council of Evanston decided to increase the number of policemen trained in fire fighting duties. And in 1960, there are over 100 policemen participating in fire fighting duties. Fifty of these policemen are in the Patrol Division assigned to patrolling the three districts in the city in station wagons equipped with fire fighting equipment. Twelve of these policemen are on duty at a time, and a minimum of two respond to each fire alarm to aid the firemen.⁹³

In addition to the Patrol Division personnel, officers in the Traffic and Detective Divisions proceed to fires and assist in fire fighting duties as required.⁹⁴

Champaign, Illinois

Champaign is a city with a 1960 population of 49,000. It has had a partial integration program since 1957, having decided upon integration because of the manpower shortage in both

⁹²Bert W. Johnson, "Questions and Answers Concerning Police-Fire Cooperative Program Experience to Date" (Evanston: Office of the City Manager, December 28, 1959), p. 1. (Mimeographed.)

⁹³Ibid.

⁹⁴Ibid.

the police and fire departments. The population at the time was 43,000.⁹⁵

Separate police and fire departments are still maintained. The integration program consists of police officers of the "Police and Fire Co-op Patrol" performing both police and fire duties. The patrol presently consists of fifteen police officers who patrol the streets in station wagons. Fire fighting equipment and protective clothing are carried in the patrol vehicles. The officers of the patrol perform police functions and are under the operational control of the police department until they are dispatched to a fire scene. At the fire scene the officers perform fire fighting duties and are under the operational control of the fire department.⁹⁶

Other Cities with Integration

Integration has been adopted in various other municipalities in the United States. However, information is not available on the exact form or extent of the integration. North Augusta, South Carolina, since 1954, has had a successful plan of integration where police officers are trained in fire fighting duties and respond to all fire alarms.⁹⁷

⁹⁵Letter from Harvey Shirley, Chief of Police, Champaign, Illinois, June 22, 1960.

⁹⁶Ibid.

⁹⁷"Two Cities Integrate Fire and Police Services" Public Management (January, 1954), p. 14.

Chicago Heights, Illinois passed an ordinance in 1957 to integrate the police and fire services. Policemen are assigned some firemen's duties at the scene of fires, such as attaching fire hoses and other less dangerous tasks ordinarily assigned to firemen. The action was taken because of the required reduction in the firemen's work week from seventy-two to fifty-six hours.⁹⁸

Nome and Palmer, Alaska; Waukegan, and Highland Park, Illinois are other cities which have integration.⁹⁹ Also, Park Forest, Illinois has partial integration which began in 1957. Separate police and fire departments, however, are still maintained. Recruits are assigned to either the police or fire department, but are trained in both police and fire duties. The firemen do police patrol duties and the police officers assist the firemen in fire fighting and rescue work.¹⁰⁰

Lapeer, Michigan began an integrated program in July, 1959. The city's twenty volunteer firemen resigned in protest to a proposal that policemen drive the fire truck to

⁹⁸"Plans Police-Fire Integration" Public Management (November, 1957), p. 256.

⁹⁹Missouri Public Expenditure Survey, loc. cit.

¹⁰⁰Robert T. James, "A Plan to Provide for More Adequate Police and Fire Protection in Park Forest" (Park Forest: Office of the City Manager, March 25, 1957), p. 1. (Mimeographed.)

fires occurring at night, on Sundays, and holidays. The proposal was made because of a shortage of fire truck drivers. Presently, the policemen perform both law enforcement functions and fire fighting duties.¹⁰¹

Various Canadian cities are also interested in integration. As of June, 1960, thirty-five cities in the Provinces of Quebec and Manitoba have integration in varying extents. Many of these cities have had successful operations for many years.¹⁰²

Summary

Integration is a departure from the traditional, but not necessarily practical, method of providing public safety protection.¹⁰³ Various forms of integration have proven successful throughout the United States and Canada. The different forms adopted have been based on the local circumstances and conditions. Each form adopted is usually suited to the particular municipality involved.

Where integration has been given a chance for proving

¹⁰¹"Lapeer Policemen Doubling as Firemen, Too" Detroit News, July 31, 1959, p. 34.

¹⁰²Glenford S. Leonard, "List of Cities in the U. S. and Canada which have Integrated Police and Fire Services" (Oak Park: Office of Director of Public Safety, Feb. 26, 1960), pp. 1-2. (Mimeographed.)

¹⁰³Public Administration Service, op. cit., p. 53.

its efficiency and effectiveness, it has succeeded. The citizens, municipal leaders, department administrators, and personnel of the police and fire services have made integration succeed in the presently integrated departments. Bert W. Johnson, City Manager, Evanston, Illinois summarizes the question of whether integration will succeed or not by stating that, "Whether the integration plan will succeed or not, depends upon the willingness of all concerned to give the program a fair trial."¹⁰⁴

¹⁰⁴Bert W. Johnson, "Police-Fire Cooperative Questions and Answers" (Evanston: Office of the City Manager, March 3, 1958), p. 5. (Mimeographed.)

CHAPTER IV

THE PRO AND CON OF POLICE-FIRE INTEGRATION

The question of integration is a serious one for any municipality to decide. It should be done only after careful unemotional and impartial study. When a municipality is studying the decision to integrate its public safety services, complex problems are likely to present themselves. Forces opposing integration have succeeded in discrediting the idea before the plan was fully considered or could be installed in many municipalities. In other municipalities, opposition has crept back in, asserted behind-the-scenes pressures, and caused the rejection of integration after an experimental period. The opposition to integration has come from uninformed citizens, individuals with vested interests, and administrators, as well as from ranks of the police and fire service. Most of the antagonism has been spearheaded by professional associations and organizations in the police and fire services, especially in the fire service.¹

The International Association of Fire Chiefs, in 1954,

¹International Association of Fire Fighters, Fight Back! The Case Against the Merger of Fire and Police Services (Washington: International Association of Fire Fighters, 1959), p. 11.

formally went on record as being opposed to the integrating of police and fire departments,² claiming "integration--when tried, falls down."³ The predecessor organization of the same association passed a resolution against it over eighty years ago.⁴ The International Association of Fire Fighters, at its 1956 convention, went on record as opposing such integration.⁵

The feasibility of integration is not so flatly discredited by other organizations. For example, the National Board of Fire Underwriters is not opposed to the idea of integration in itself. John Neale, Chief Engineer of the Board states:

Any arrangement or organization that will provide good fire protection to a community must necessarily be acceptable to us and if such an arrangement can cut the increasing costs of local government at the same time, so much the better.⁶

²International Association of Fire Fighters, *Why We Are Opposed to Integration of Fire and Police Departments* (Washington: International Association of Fire Fighters, 1957), p. 30.

³Ibid., p. 29.

⁴Ibid., p. 8.

⁵Ibid., p. 5.

⁶John Neale, "Integration of Fire and Police Departments" (Speech given before the Fire Department Instructors Conference, Memphis, Tennessee, February 24, 1956), p. 1. (Mimeographed.)

The International Association of Chiefs of Police has taken no official position on the subject.⁷ The subject, however, was discussed in a panel session at the Chicago Conference in 1956.⁸

Arguments both for and against integration are numerous. Each argument should be carefully weighed. The feasibility of integration should be viewed objectively and unemotionally in each community in the light of the local needs.

I. ARGUMENTS AGAINST INTEGRATION

Arguments against integration must be viewed and evaluated by each city desiring to integrate its police and fire services. The arguments may have merit in one municipality while not in another.

Traditionalism, which has already been mentioned, must be considered the argument which is the most difficult to overcome. The traditionalists simply state that integration has not been accomplished to any degree, and that the traditional police and fire organization is superior. Tradition is a problem which must be overcome before integration can

⁷John D. Holstrom, "Fire-Police Integration Current Trends," (Speech presented at the International Association of Fire Chiefs Conference, Los Angeles, September 18, 1958), p. 4. (Mimeographed.)

⁸Edward J. Allen, Moderator, "Shall Policemen Be Firemen Also?" The Police Yearbook. (Washington: International Association of Chiefs of Police, Inc., 1957), p. 27.

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take place, both from the standpoint of the community and the police and fire services.

The influence of tradition is profound. It is spun in the web of professionalization, personal and political alliances, special interests, and folklore.⁹ Presently, tradition is losing ground as a valid argument against integration. This has been caused mainly by the increasing number of successfully integrated public safety departments and a willingness on the part of enlightened administrators to recognize the horse-and-buggy characteristics of such an argument.

Police and Fire Duties are not Similar

Another main argument voiced against integration is that the duties of a policeman and fireman are so specialized that one man cannot be trained adequately to perform both functions. It is argued that one cannot make a policeman out of a fireman, and vice versa. It is claimed that the duties are dissimilar and the training activities of each are highly specialized, diversified, and different.¹⁰

It is stated that it is not reasonable to ask the policeman or fireman to take on an equally complex and difficult profession requiring a separate imposing list of

⁹Charles S. James, A Frontier of Municipal Safety (Chicago: Public Administration Service, 1955), p. 147.

¹⁰International Association of Fire Fighters, Why We are Opposed to Integration of Fire and Police Departments, op. cit., p. 5.

aptitudes and skills. The modern municipal fire service is extremely complex and technical and requires a lifetime of specialization to provide the degree of proficiency which the public has a right to expect.¹¹

Fire fighting is based on team function with repeated practice and training. Qualified fire fighters must be experts in regard to hundreds of items of highly specialized equipment. The fireman must be fully informed regarding the fire potential and fire behavior characteristics of a variety of combustible materials.

The fireman must be versed in an extensive body of literature in the fire field. Large volumes of fire codes of recommended good practices are published each year. Hydraulics, building construction, and water distribution system must be mastered by the fireman. Equipment maintenance must be kept at peak efficiency. It is argued that mastery of the above skills is impossible under integration.¹²

Other commentators point out that the police service is just as highly specialized as the fire service. It is argued that the services rendered to the public are different. Police work involves dealing with people and the handling of

¹¹Letter from Warren Y. Kimball, Manager of the Fire Service Division, National Fire Protection Association, Boston, Mass., April 8, 1960.

¹²Ibid.

situations which cannot be delayed.¹³ The policeman must be primarily concerned with the acts and omissions of human beings while the fireman is concerned with the chemical qualities and reaction of matter. The police must have knowledge of and apply federal and state laws and city ordinances of every kind. He must be proficient in crime prevention, rules of evidence, court procedures, criminal investigation and apprehension, and various traffic regulations.

In short, the opponents of integration ask one to point out the similarity between the two services.

Evaluation of this argument. The services provided by the two departments are not, in reality, so different. There are probably more differences in many phases of police work proper than between fire and police functions. Both services are responsible for the protection of life and property and with the great emphasis on prevention in both services, the duties involved become even more closely allied.

Agreement with the thinking that one individual cannot perform both police and fire duties would seriously undermine one's capabilities to do only a limited amount of work. Persons that agree with this argument contend that the capacity

¹³International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., p. 31.

of an individual to learn and perform is severely limited. Mr. Robert J. McNutt, City Administrator, Southfield, Michigan, stated in the June, 1959, issue of Mayor and Manager that:

The human mind is a wonderful mechanism. It is always capable of adding knowledge. If we reached the point that our policemen and firemen are unable to learn anything else other than strictly police or fire then we had better investigate our recruitment procedures because we certainly are not obtaining the proper type of personnel for our departments. A man trained solely for one job and capable of only doing this one job is not a man but merely a machine.¹⁴

By the very number and success of cities with integrated police and fire departments it has been shown there is adequate evidence that both police and fire duties can be learned by one individual. It is not, therefore, beyond one's capabilities. But the capacity for one individual to learn both police and fire duties should not be surprising to anyone. It is not uncommon for many individuals in these two services, as elsewhere, to have outside employment in a totally unrelated skill or occupation. For example, many firemen are painters, electricians, or salesmen in addition to their work in the fire department.

The highly technical and specialized duties performed

¹⁴Quoted by Perry Scott in a critique of "Leonard William's Report - 'A Study of Sunnyvale Public Safety Department'" A report submitted to the Sunnyvale Junior Chamber of Commerce. (Sunnyvale: Office of the City Manager, March 18, 1960), p. 10. (Mimeographed.)

in most police and fire departments are also successfully performed in an integrated department. Integration does not eliminate the specialized duties. A plan for integration is dependent upon the need for specialist personnel in either service.¹⁵ As the requirement for specialists increases, the degree of integration decreases. In the smaller department, the need for specialized activities is not great. As the size of the department increases, specialists are added in the integrated department as in any separate organization.

The highly technical and specialized nature of both the police and fire service, as advanced by certain individuals speaking against integration, is overemphasized in many cases. The pilot of a modern airplane need not acquire knowledge of every technical detail about flying, the atmosphere, aerodynamics, and every airplane. He requires only a general knowledge of flying with a special knowledge of the particular airplane he happens to be piloting at the time. And so it is with fire and police work in many cases. The fireman requires a general knowledge of fires and fire protection with a special knowledge of fire conditions, techniques, and equipment in regard to his particular city.

¹⁵Citizens Research Council of Michigan, A Study of the Integrated Police and Fire Operations of the Grosse Pointe Woods Department of Public Safety (Memorandum No. 191. Detroit: Citizens Research Council of Michigan, June, 1957), p. 1.

The essence of the theory of integration is that few police and fire duties are highly technical in nature in relation to the total personnel of the department. "It is at the patrolman-fireman level that integration finds its fullest, most efficient effects."¹⁶ Above this level the technical and specialized skills are provided as necessary in each city.

Response Time to Fires is Increased

Opponents of integration argue that a fire department must be in constant readiness to answer an alarm of fire and that 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 firemen are scattered about the city, it is argued there will be unnecessary delay in reaching the fire.¹⁷

Evaluation of this argument. Response time of fire apparatus or personnel is not lengthened under an integrated police and fire department. Within the successfully integrated department the fire apparatus is manned by the necessary personnel to drive the equipment to the fire scene. These drivers are on stand-by duty performing clerical duties

¹⁶
Ibid.

¹⁷International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., p. 6.

which they immediately drop at the sounding of a fire alarm, and proceed to the fire. Furthermore, at night an integrated department usually responds to fires faster than the traditional fire department. Contributing to this is the fact that the firemen in a traditionally structured fire department usually sleep at night and when a fire alarm is received it takes a few moments for the personnel to dress and respond to the alarm, whereas under integration the public safety officers are ready to respond immediately to all alarms at any time.¹⁸

In the various integrated departments, response time is actually cut when the men are on patrol for they are usually much closer to the fire. For example, in Winston-Salem over a twenty-month period from September 9, 1957, to March 31, 1959, the patrol officers arrived before the fire truck or at the same time 86.1 per cent of the time.¹⁹ Furthermore, during the first three years of integrated operations in Oak Park, from July, 1954, to July, 1957, the patrol officers arrived at the fire scene before or at the same time as the fire apparatus on all but two occasions.²⁰

¹⁸Personal interview with Fire Marshal Nowak, Oak Park, Michigan, June 21, 1960.

¹⁹John M. Gold, "Report of Fire-Police Cooperation, Winston-Salem, North Carolina" (Winston-Salem: Office of the City Manager, July 21, 1959), p. 4. (Mimeographed.)

²⁰Glenford S. Leonard, "A Critique of the Ontario Fire Marshal's Report on Oak Park Department of Public Safety" (Oak Park: Office of the Director of Public Safety, July 23, 1957), p. 1. (Mimeographed.)

The patrolmen in Glencoe also arrive at the scene of the fire before the fire apparatus in virtually every case.²¹

This argument is also answered when one considers that volunteer fire department personnel are usually always in various locations in the municipalities in which they are used.

The emphasis on fire prevention also refutes the long-response-time-to-fires argument. In growing numbers, entire fire companies are going out on inspection tours in their districts. They inspect commercial, residential, institutional, and industrial occupancies which take them away from their stations.²² In case of a fire, the personnel are easily reached by radio and respond to the alarms. Such a procedure, widely lauded by fire administrators, is precisely the same fashion in which public safety officers respond to calls!

Simultaneous Incidents and Emergencies Cannot Be Handled

Anti-integrationists argue that simultaneous incidents, such as a fire and a bank robbery or an emergency

²¹Robert B. Morris, "A Report Describing the Combined Police-Fire Service of the Village of Glencoe, Ill." (Glencoe: Office of the Village Manager, May 6, 1957), p. 3. (Mimeographed.)

²²Bruce Holmgren, "Fire and Police Integration--Improvement or Impairment?" Mayor and Managers, (April, 1958), p. 8.

requiring a large number of public safety personnel, cannot be handled effectively by integrated departments. They claim that the receipt of several alarms will strip the city of its police and fire protection.²³

Evaluation of the Argument. Simultaneous incidents are handled in integrated departments the same as in any separate department. There is an element of calculated risk in all public safety organizations that could be removed only by total prevention or total control of individual actions.²⁴ Few departments, integrated or not, are staffed to cope with maximum disasters; instead they are staffed in such a numerical fashion to deal with only the probable emergencies. However, an integrated department can deal more effectively with both the unusual and the probable.²⁵

While integration cannot reduce the number of men required to handle a specific incident, it will provide a more flexible force to deal with the unpredictable. For example, the personnel can be used in various duties as immediacy requires. City Manager Hunter of Sunnyvale, California,

²³International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., pp. 6-7.

²⁴Charles S. James, Police and Fire Integration in the Small City (Public Administration Service, 1955), p. 25.

²⁵Citizens Research Council of Michigan, Integration of Police and Fire Services in Port Huron, Michigan (Report No. 188, Part I. Detroit: CRC of Michigan, April, 1959), p. 4.

reported that the operation of the newly integrated public safety department during the emergency occasioned by a tornado in January, 1951, probably contributed more than any other single event to public acceptance of the combined department.²⁶ The tornado, causing over \$1,000,000 property damage and considerable personal injury, struck early in the morning. In order to cope with the multiple public safety demands concomitant with such a disaster, all department personnel were recalled to duty and performed both fire and police duties and other public safety functions as required throughout the day. The entire operation was a success and proved beyond doubt the value of utilizing personnel where needed by shifting men between fire and police assignments. It showed the full advantage of coordination and flexibility possible in an integrated department.²⁷

Simultaneous or double alarms are handled in Glencoe by the personnel performing their traditional police or fire duties. In the event of a double fire emergency, immediate response of well-trained fire fighters to both scenes is possible due to more trained personnel on duty at one time. Under the combined operation it is possible to send twenty-four experienced fire fighters to any fire, whereas under

²⁶H. K. Hunter, "An Integrated Public Safety Department," Public Management (May, 1951), p. 107.

²⁷Ibid.

the traditional arrangement only nine men could be dispatched.²⁸

Morale, Discipline, and Training Will Be Adversely Affected

Persons opposing integration claim that integration has a serious adverse affect on the morale and discipline of the personnel. Training and procedures for fire fighting present a complicated problem. To train and qualify a man to perform both police and fire duties will not make the man effective in either.²⁹

Evaluation of this Argument. This argument is in direct contradiction with the experience in the successfully integrated departments. In fact, morale and discipline have been enhanced in integrated departments.³⁰

While there are examples of unsuccessfully integrated departments in which the morale was inferior, such a state was not the result of integration.³¹ For example, Monterey Park, California, attempted to integrate their police and fire departments in 1953 because of political encroachment,

²⁸Morris, loc. cit.

²⁹International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., p. 7.

³⁰Glen Leonard, "Oak Park's Department of Public Safety--It Works!" Michigan Municipal Review (August, 1955), p. 147.

³¹International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., p. 28.

inadequate pay, and low morale. However, the results were further discouragement and further lowering of morale. Since defective morale was already inherent in the organizations before integration,³² it cannot be tagged as a direct product coming after integration.

Following the integration of public safety services in Oak Park, the morale of the department members was higher than it ever was in the past. This came as a result of higher salaries, shorter working hours, and the interest of the members being maintained while working in both police and fire duties.³³

Public Safety Will Deteriorate

Another argument advanced against integration is that the public safety will deteriorate. If the integrated department is commanded by an individual who is primarily a police officer, the fire service will suffer, and vice versa.³⁴

Opponents of integration claim that the constant care

³²Ibid.

³³Glenford S. Leonard, "On the Integration of Police and Fire Services" (Speech presented at the Ohio Fire Chief's Convention, Springfield, Ohio, July 25, 1957), p. 6. (Mimeographed.)

³⁴International Association of Fire Fighters, Fight Back! The case against the merger of fire and police services. (Washington: International Association of Fire Fighters, 1959), p. 7.

of apparatus and equipment would be neglected under integration and that police-oriented administrators would not maintain a high degree of training, which is required in any fire department.

Evaluation of this argument. Although this is a valid argument, it can be easily negated and eliminated by capable administration. This is a valid argument against integration because it is difficult to maintain a high degree of training.³⁵ If the administrator of the integrated department does not maintain a realistic outlook in both the police and fire functions, one service will suffer. The fire service is normally the one to be neglected.³⁶

However, if the organization is capably administered, the degree of public safety will be higher than in the traditional departments. For example, the Citizens Research Council of Michigan reported in May, 1956, to the City Manager of Oak Park, after a survey of the Oak Park Department of Public Safety that:

It is the opinion of the Research Council, as the result of this survey, that the citizens of Oak Park receive a substantially higher level of service from the integrated public safety department than

³⁵Glenford S. Leonard, in a lecture before the Police Administration 321 Class, Michigan State University, October 15, 1959.

³⁶Ibid.

would be possible for the same cost under the traditionally separate police and fire departments.³⁷

To further protect the community, the Oak Park Department of Public Safety places constant emphasis on its training program. A recruit is given four weeks of police and fire training in the department, and is sent to Michigan State University for four weeks of additional police training. The Fire and Disaster Training Center at the University of Michigan is used for special and advanced fire training. The department also sends its personnel to Michigan State University at East Lansing and Michigan State University, Oakland Branch, for special in-service police training in traffic, criminal investigation, command techniques, and juvenile work. Supervisors and selected officers are also sent to the Purdue University Arson Seminar, Lafayette, Indiana, as well as several national training centers for special training. To provide proficient training and to maintain an adequate level of patrol, the department pays off-duty officers to substitute for the regular patrol while the on-duty officers receive training in fire fighting evolutions.³⁸

³⁷Citizens Research Council of Michigan, Public Safety Services in Oak Park, Michigan (Detroit: Citizens Research Council of Michigan, May, 1956). In letter of transmittal.

³⁸Glenford S. Leonard, "Report of Fifth Year of Integrated Police and Fire Service" (Oak Park: Department of Public Safety, November 16, 1959), pp. 5-6.

Fire Insurance Rates Are Higher

The opponents of integration often claim that fire insurance rates are higher in municipalities with integrated police and fire departments.³⁹

Evaluation of This Argument. Fire insurance rates for cities under 25,000 population are determined by rating engineers of the state rating organization. For municipalities over 25,000 population, the fire insurance rates are determined by rating engineers from the National Board of Fire Underwriters.⁴⁰ The National Board of Fire Underwriters classifies communities on a grading schedule totaling a maximum of 5,000 deficiency points. The more deficiency points, the higher numerically the fire insurance class and fire insurance rates. Class 10 is the poorest grade, while Class 1 is the most desirable. The factors considered in arriving at the classification are the city's water supply, fire department, fire alarm system, police department, building laws, hazards, and structural conditions.⁴¹

³⁹Leon W. Millie, et al., "Report on the Amalgamated Police and Fire Departments in the City of Oak Park, A Suburb of Detroit, Michigan" (Toronto: Office of the Ontario Fire Marshal, January 3, 1957), p. 4. (Mimeographed.)

⁴⁰Glenn S. Leonard, "Oak Park Improves Fire Insurance Grade" Michigan Municipal Review (March, 1960), p. 57.

⁴¹Ibid., p. 59.

Evidence cannot be found that indicates fire insurance rates have increased in any city which had adopted integration.⁴² In fact, there are cases where the insurance rates have decreased after integration. For example, the rates in Sunnyvale were reduced $8\frac{1}{2}$ to 10 per cent after integration in 1950. The city was regraded from Class 6 to Class 5.⁴³ The National Board of Fire Underwriters regraded Oak Park in June, 1959, and the city was advanced from Class 7 to a Class 5 rating. The new rating resulted in a saving of 11 per cent for the residents in the city and even more for the industrial and commercial building owners.⁴⁴

Integration is not Economical

Certain individuals claim that comparisons of public safety expenditures before and after the adoption of integration reveal increased expenditures because integrated departments pay additional amounts for equipment, buildings, and salaries for additional personnel which is required in many cities after integration.⁴⁵

Evaluation of this argument. Certain initial (non-recurring) expenses are usually incurred when integration is

⁴²Ibid., p. 57.

⁴³Hunter, op. cit., p. 107.

⁴⁴Leonard, "Oak Park Improves Fire Insurance Grade" cp. cit., p. 60.

⁴⁵Millie, op. cit., p. 1.

first undertaken. These include financing the training program, higher salaries for the employees, additional equipment, and perhaps a new building. Additional personnel are often required at the time of integration for two reasons: (1) the former fire department was largely a volunteer organization; and (2) a reduction in the standard work week. However, after such initial expenses have been met, integration is an avenue to continuing economy.⁴⁶

The comparisons of public safety expenditures before and after integration fail to take into account the population increases in many municipalities which have adopted integration. Furthermore, the reduction in the work week is one of the compelling reasons some cities adopt integration in the first place. If integration had not been decided upon, the work week would likely have been reduced anyway with the requirement for additional personnel. For example, in Evanston, Illinois, the required reduction in working hours for firemen and police officers as a result of legislative action would have cost \$170,000 to \$180,000 annually in additional personnel if separate organizations had been maintained. Instead the partial integration plan adopted resulted in a saving from \$90,000 to \$100,000 annually.⁴⁷

⁴⁶Missouri Public Expenditure Survey, Combined Police and Fire Services for Medium-Sized and Small Cities (Jefferson City: Missouri Public Expenditure Survey, Feb., 1960), p. 7.

⁴⁷Bert W. Johnson, "Police-Fire Cooperative Questions and Answers" (Evanston: Office of the City Manager, March 3, 1958), p. 2. (Mimeographed.)

No Integrated Program Has Proven Practical and Feasible

It is argued that no community has yet developed a plan of integration which has proven feasible and practical.⁴⁸ Since integration has been around for eighty years, it should have already proved practical beyond a doubt. It is claimed that most cities that have experimented with integration have discarded it.⁴⁹

Evaluation of this argument. In June, 1960, there were sixty-one cities in the United States and Canada with integrated police and fire services.⁵⁰ A number of these municipalities have had a successful form of integration for many years. Several of the administrators in the cities with integration report that integration is practical and feasible. The integrated operations in Winston-Salem has been accepted very well "by the personnel involved, by the administrators of the police and fire departments, by the city leaders, and by the public served."⁵¹ Many times the public safety officers

⁴⁸National Board of Fire Underwriters, "Fire and Police Departments--Combining of" (New York: National Board of Fire Underwriters Special Bulletin No. 300, Nov. 30, 1953), p. 1.

⁴⁹Neale, op. cit., pp. 1-2.

⁵⁰Glenford S. Leonard, "List of Cities in the U. S. and Canada which have Integrated Police and Fire Services" (Oak Park: Office of Director of Public Safety, Feb. 26, 1960), pp. 1-2. (Mimeographed.)

⁵¹Letter from Peter F. Lydens, Assistant to the City Manager, Winston-Salem, N. C., May 3, 1960.

have discovered fires before the persons occupying the building have and were able to extinguish them without the need for calling the fire apparatus from the fire station.⁵² Also, on September 1, 1959, Oak Park completed its fifth year of successful operation under integration.⁵³

Integration has also proven practical in Sunnyvale. In 1959 Sunnyvale's public safety officer strength per capita was 1.6 compared with the national average for combined policemen and firemen of 3.17 for the same population group, yet the city's Part I crime rate was 25 per cent below the national crime rate and the city had 68 per cent fewer building fires than the average American city of similar size.⁵⁴

Integration Prohibits Outside Employment

Integration of police and fire services eliminates the chance for the officers to do additional work in an outside occupation. This is particularly true in the case of firemen.

Evaluation of this argument. This argument is true but has little merit since many leading police and fire administrators as well as authoritative municipal officials

⁵²Ibid.

⁵³Leonard, "Report of Fifth Year of Integrated Police and Fire Service" op. cit., p. 1.

⁵⁴Jacob A. Jessup, "Department of Public Safety, Sunnyvale, California" (Sunnyvale: Office of Director of Public Safety, November 13, 1959), pp. 5-6. (Mimeographed.)

strongly believe that the personnel of the two services should not engage in outside employment. Additional compensation is usually given personnel performing both police and fire duties which, theoretically, should off-set the need for other employment during their off-duty time.

State Statutes may Prohibit Integration

In some states, statutes and pensions plans are worded to prohibit or imply the prohibition of integration. For example, statutes in Ohio and Wisconsin indicate that separate departments are called for in several sections.⁵⁵ Also the provisions of the pension systems in Wisconsin clearly indicate that there be separate police and fire departments because of the difference in the pension systems.⁵⁶

Evaluation of this argument. Adoption of integration by cities in many parts of the United States indicates that this need not be an insurmountable obstacle. The action taken by the Oakwood, Ohio, city administration is an illustration of this.⁵⁷ Organization of municipal departments can be amended, state statutes can be altered, and local

⁵⁵International Association of Fire Fighters, op. cit., p. 17. Also see page 38, section describing Oakwood, Ohio.

⁵⁶Ibid., p. 16.

⁵⁷See page 38.

pension systems can be installed to allow for integration. Civil service laws can also be altered.

Union Organizations May Impede Integration

Unions may impede integration since most firemen belong to unions. Unions may publish political announcements to the disadvantage of the city and incite political change to discredit integration.

Evaluation of this argument. Unions and other professional organizations and associations are vigorous opponents to integration of the police and fire services.⁵⁸ In at least one case, Lincoln, Nebraska, the fire union was instrumental in forcing the abandonment of integration after a trial period.⁵⁹ Such activity on the part of an organization is very poor practice and probably no pressure organization should prove so powerful in determining whether a municipality is to have an integrated police and fire department or not. The decision is a policy matter of administration, not a political matter. Unions may rightfully strive to increase firemen's salaries where firemen are doing certain police duties in addition to their own, but this should be the extent of any union's indulgence in the question of integration.

⁵⁸For a list of articles against integration see, International Association of Fire Fighters, Fight Back! The case against the merger of fire and police departments. (Washington: International Association of Fire Fighters, 1959), pp. 13-16.

⁵⁹International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments, op. cit., pp. 48-50.

Police Professional Efforts will be Affected

It is considered that integration will adversely affect law enforcement's efforts toward professionalization.⁶⁰

Evaluation of this argument. What effect integration will have upon the police service probably will not be known for many years. However, integration can just as easily aid law enforcement's efforts toward professionalization as impede it. Integration can do this by demanding more effective public service from the traditional police departments if they want to keep from integrating in any particular city. However, integration is not a system that is designed to adversely effect any form of professionalization by either the police or fire callings. Indeed, it enhances professionalization by creating a new profession--that of public safety officer. An individual who is proud of his accomplishments as a professional police officer can have a more gratifying and broad experience as a public safety officer. As a public safety officer, one's knowledge can be greater, his duties more varied, his accomplishments more significant, and his contributions to the safety of the public more profound.

II. ADVANTAGES OF INTEGRATION

The advantages of integration, as reported by

⁶⁰"Complications in Combined Fire-Police" Personnel News Vol. 24, No. 1 (Jan., 1958), page unlisted.

administrators in municipalities having integrated public safety service, are summarized below. Some of the advantages are more significant in some cities than in others, depending upon the public safety situation in the city, the form or extent of integration adopted, and the results being sought through integration.

Integration has several virtues. It results in faster and more efficient police and fire service, patrol coverage is increased, police and fire emergency calls are answered faster, and there is a greater manpower resource available for emergency duty. For example, in Dearborn, Michigan, although the city is twenty-five square miles in area, a patrol car is always within one mile of the most distant point on its beat.⁶¹ Also, during the first five years of integrated operations in Oak Park, 322 or 46 per cent of the 695 fires extinguished by the Department of Public Safety were extinguished by patrolmen with fire equipment carried in the patrol vehicles.⁶² This effectiveness has contributed to the efficient use of manpower and an estimated 15 per cent increase in patrol coverage. Furthermore, the effectiveness of integrated operations is also shown in Sunnyvale where, in 1958, the Part I crime rate was 25 per cent below the

⁶¹Missouri Public Expenditure Survey, op. cit., p. 4.

⁶²Leonard, "Report of Fifth Year of Integrated Police and Fire Services," op. cit., p. 9.

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national crime rate. Compared with other cities in Santa Clara County in the same population group, Sunnyvale's crime rate was from 16.7 to 41 per cent lower.⁶³

The number of personnel in an integrated operation required to provide the same level of public safety protection is less because integration makes full productive use of on-duty time. Furthermore, the number of stand-by personnel required is reduced and the number of administrative and communication personnel required are less because of the single organization. The fireman's time particularly is more productive. Studies show that total time spent by firemen at and in transit to fires averages only about one per cent of their on-duty time.⁶⁴ The public safety personnel strength required is less as shown by Evanston,⁶⁵ Oak Park,⁶⁶ and Sunnyvale. By way of illustration, in 1958 Sunnyvale's public safety officer strength per capita was 1.60 compared to the national average for combined policemen and firemen of 3.17 for cities in the same population group. In addition to other accomplishments mentioned, Sunnyvale was awarded an "outstanding achievement certificate" for traffic supervision by the

⁶³Jessup, "Department of Public Safety, Sunnyvale, California," op. cit., pp. 5-6.

⁶⁴Missouri Public Expenditure Survey, op. cit., p. 7.

⁶⁵See page 54.

⁶⁶Leonard, "Report of Fifth Year of Integrated Police and Fire Services," op. cit., p. 10.

International Association of Chiefs of Police.⁶⁷

Integration eliminates duplication which occurs in separate departments. An integrated department requires only one communications system, one set of records, and one budget document. Operations can be directed from a single headquarters with one office staff.⁶⁸ The single headquarters results in uniform command and uniform communications which are invaluable when both services must act at the same time.

Integration results in economy from the fewer number of personnel required and through the lack of duplication. New equipment and buildings may off-set the initial savings, but the city may expect to save various sums after the non-recurring costs concomitant with the first few years of operation have been met. Examples of estimated yearly savings as a result of integration are: Oak Park, Michigan, \$56,000;⁶⁹ Winston-Salem, North Carolina, \$20,000;⁷⁰ and, Evanston, Illinois, \$70,000.⁷¹

⁶⁷Jessup, "Department of Public Safety, Sunnyvale, California," op. cit., p. 5.

⁶⁸H. K. Hunter, "Begins Fourth Year of Combined Fire and Police Service," Public Management (September, 1953), p. 207.

⁶⁹Glenford S. Leonard, "On the Integration of Police and Fire Services" (Speech presented at the Ohio Fire Chiefs Convention, Springfield, Ohio, July 25, 1957), p. 3.

⁷⁰Letter from Peter L. Lydens, Assistant to the City Manager, Winston-Salem, North Carolina, May 3, 1960.

⁷¹Bert W. Johnson, "Questions and Answers Concerning Police-Fire Cooperative Program Experience to Date," (Evanston: Office of the City Manager, December 28, 1959), p. 1. (Mimeographed.)

Mr. W. H. Lange, Grosse Pointe Woods City Administrator reported in May, 1960, that "the Department of Public Safety operates annually for \$100,000 less than adjacent cities of comparable size and risks which have separate departments."⁷² Perry Scott, City Manager of Sunnyvale, California, reported in the fall, 1959, that the "combined use of personnel and equipment resources reduces the cost of police and fire service by at least 25 per cent without affecting the level of performance."⁷³

Integration results in a shorter work week, especially in the case of firemen. The firemen in Oak Park before integration worked seventy-two hours per week and immediately after integration in 1954, their working hours were dropped to forty-four hours per week.⁷⁴ Many municipalities adopted integration to off-set the reduced work week imposed upon them by some form of legislation or other pressure. When the work week is reduced the number of personnel of the department must also be reduced or additional employees must be recruited. Integration makes possible an increase in productivity commensurate with a reduced work week so that neither of these alternatives take place.

⁷²Letter from W. H. Lange, City Administrator, Grosse Pointe Woods, Michigan, May 19, 1960.

⁷³Jessup, "Department of Public Safety, Sunnyvale, California," op. cit., p. 6.

⁷⁴Personal interview with Glenford S. Leonard, Director of Public Safety, Oak Park, Michigan, June 20, 1960.

Integration results in higher salaries for the public safety officers since cities can afford to pay the personnel more in integrated departments. For example, the personnel in the Oak Park Department of Public Safety received a \$700 annual salary increase under the integrated department.⁷⁵ Also, in 1958, the entrance and maximum salary for the public safety officers in Sunnyvale was \$5,296 and \$6,672 annually.⁷⁶ In the same year, the entrance and maximum salaries for firemen and policemen for the nearby city of San Jose were \$4,974 and \$6,036 annually⁷⁷ and for firemen and policemen in Palo Alto, the salaries were \$5,154 and \$6,264 annually.⁷⁸ It is of significance, too, that San Jose is over twice as populous as Sunnyvale!

The higher salaries and shorter working hours in integrated departments result in higher morale and more capable personnel. Morale is also enhanced because of the variety of duties and a feeling among the personnel that they are providing a higher level and broader scope of public protection.

⁷⁵Ibid.

⁷⁶Jessup, "Department of Public Safety, Sunnyvale, California," op. cit., p. 2.

⁷⁷International City Managers Association, The Municipal Year Book (Chicago: International City Managers Association, 1959), pp. 378, 416.

⁷⁸Ibid., pp. 387, 422.

The position of public safety officer is more interesting, challenging, and offers a higher social status than that of policeman or fireman. Proponents of integration, therefore, claim that such an organization attracts better qualified personnel.⁷⁹

Integration results in improved crime and fire prevention programs, which is directly related to placing more men on patrol and inspection duties.⁸⁰ The public safety officer is in a logical position to perform both crime and fire prevention duties. He normally visits or observes all premises in his district periodically. On routine patrol, he can promote public understanding and eliminate hazards before they give rise to incidents.⁸¹ In an illustrative sense, from September 9, 1957, to May 31, 1959, the Fire-Police Patrol in one district of Winston-Salem inspected 6,670 residences as part of its routine work in the fire prevention program.⁸² The success of the program has resulted in expansion of integration into other areas of the city.⁸³

⁷⁹William H. Petersen, "Integrated Police-Fire May Cut Costs," Michigan Municipal Review (December, 1958), p. 283.

⁸⁰International City Managers Association, Municipal Fire Administration (6th edition, Chicago: ICMA, 1956), p. 61.

⁸¹Charles S. James, Police and Fire Integration in the Small City (Chicago: Public Administration Service, 1955), p. 17.

⁸²Gold, loc. cit.

⁸³See page 49.

These inspections give the personnel an invaluable aid in understanding the hazards and problems in their districts. It provides a higher standard of fire protection for the community. The public safety officers plan in advance for specific fire fighting techniques. They study the occupancies, draw and study sketches, and decide in advance what to do if a fire should occur.

Summary

The advantages of integration, which far outweigh any of the alleged disadvantages, make integration of police and fire services a practical and feasible undertaking worthy of study by many cities. Integration is a system that may not necessarily work in or be beneficial to every city in the United States, but it is receiving renewed interest which is merited. Municipal administrators with significant public safety problems in their city would do well to study the feasibility of integration.

That integration has its virtues is shown by what several leading commentators on public safety administration say about the concept of integration and about integrated departments in the United States." Mr. O. W. Wilson, former Dean of the University of California School of Criminology, presently Superintendent of Police for the City of Chicago, after a field examination of the organizations and operations of the Sunnyvale Department of Public Safety on December 14,

1959, stated:

I came away strengthened in the conviction that I have had for many years that American police and fire services can be advantageously combined and that economic pressures will induce a substantial expansion of such programs throughout our country in the coming few decades.⁸⁴

After a survey of six integrated public safety departments in February, 1954, Mr. Charles S. James, formerly Staff Member, Public Administration Service of Chicago and currently a legislative researcher for the State of Hawaii, stated:

Combined police and fire operations pose no really new problems in municipal administration. A capable administrator, armed with sufficient facts and guided by sound advice, can give his community adequate service under almost any organization. He may find a possibility of better service by integrated public safety organizations, as exemplified by the experience of the cities which have tried them.⁸⁵

John D. Holstrom, who recently retired as Chief of Police of Berkely, California, spoke before the Conference of the International Association of Fire Chiefs in Los Angeles on September 18, 1958, and stated:

In speaking at Pasadena, nine years ago, I said to a large group of fire chiefs: "I submit to you that they [the proponents of total integration] are on the wrong track. I don't think it is practical." . . . I thought I was right then . . . In any event, I now

⁸⁴Reported by Perry Scott in a critique of "Leonard William's Report - 'A Study of Sunnyvale Public Safety Department'" (A report submitted to the Sunnyvale Junior Chamber of Commerce. Sunnyvale: Office of the City Manager, March 18, 1960), p. 6. (Mimeographed.)

⁸⁵Charles S. James, "The Integration of Fire and Police Services" Public Management (February, 1954), p. 29.

believe that my flat opposition to integration as expressed in 1949 was in error. Part of my difficulty then was with the word integration. It is now evident that in some localities in varying degrees it does work. . . . The Fire and Police services should recognize frankly that the current trend is toward integration in some degree, in an increasing number of places. We can no longer simply ignore it; nor take an unalterable position that we oppose it. We must be well informed, which unfortunately neither we nor local government officials are. We should view it objectively and recognize there will be a growing demand for economies in local government.⁸⁶

⁸⁶ John D. Holstrom, "Fire-Police Integration Current Trends" (Speech given before the Conference of International Association of Fire Chiefs, Los Angeles, California, September 18, 1958), pp. 1-4. (Mimeographed.)

CHAPTER V

INTEGRATION AND THE SIZE OF THE MUNICIPALITY

It is the treatise of Charles S. James that:

. . . there are two public safety activities: (1) prevention, which is the only way losses will ever be reduced in the long run, and can be a full time occupation in practically any city; and (2) emergency services, which are the means of minimizing losses and taking punitive action, but are undemanding in terms of time. A public safety program cannot be effective without the former; it cannot be said to exist without the latter. With the various preventions preventative and emergency tasks defined, it was apparent that, . . . there was only one employee who was able to do them all effectively--the man on the beat. The suggestion was made that if the patrolman is at once a public educator, an inspector, an investigator, and a general observer and conservator of the peace, all such jobs would get done, and knowledge of each would make him more effective in the others. At the same time, modern technology makes the beat officer constantly available for emergencies.¹

Integration brings these two public safety activities --prevention and emergency services--into a realm where they can be dealt with effectively in any size community. Integration of public safety forces, therefore, offers a real opportunity for improvement.

¹Charles S. James, Police and Fire Integration in the Small City (Chicago: Public Administration Service, 1955), p. 62.

Prevention and speed of response are the most important elements of fire protection. Prevention is the only way losses will ever be reduced, and that prevention is better performed by the man on the beat.

There is a direct relationship between the number of men on patrol and suppression of crime and prevention of accidents.² Both the police and fire services should therefore profit from a mingling of forces. Modern equipment can be put to full use and municipal public safety can be made a significantly acceptable and worthwhile profession. Whether the enemy be fire or crime makes no real difference--it must be forestalled before it strikes.³ This statement is equally applicable to a large municipality as it is for smaller ones.

I. INTEGRATION IN THE SMALL MUNICIPALITY

The small municipality usually refers to a municipality of under 10,000 population. Roughly one American in ten lives in this type community. Two-thirds of America's urban communities and over nine-tenths of its municipalities have populations under 10,000.⁴

²William H. Petersen, "Integrated Police-Fire May Cut Costs" Michigan Municipal Review (December, 1958), p. 278.

³James, op. cit., p. 10.

⁴Ibid., p. ii.

Every community is plagued to some degree by the threat of fires, crimes, accidents, and disturbances. The public safety problem in small cities is similar in kind to those in larger places, and in proportion to size, the problem is not greatly different in magnitude. A city of 5,000 might expect a building fire every three weeks, a traffic accident once a week, and two arrests a week. It might also expect to issue two citations for traffic violations and ten parking tickets each week.⁵

A survey of ninety-seven small cities conducted in 1955 by Mr. James revealed a ratio of 0.48 firemen per thousand population in contrast to median ratios ranging from 1.09 to 1.60 for cities in larger population groups. The same cities have police strength that is almost proportionate to that found in larger municipalities, reporting 1.33 policemen per thousand population.⁶ Integration of public safety services in these small cities, therefore, holds much promise. Most small city organizations are designed to take only remedial action against fire hazards, such as with a volunteer fire department. Under integration the small cities can use their limited resources to prevent incidents as well as to concentrate their resources when incidents occur. The

⁵Ibid., p. 4.

⁶Charles S. James, "Concepts of Fire-Police Integration" Public Management (September, 1955), pp. 194-195.

advantages of integration are plainly visible and more easily realized in small cities than elsewhere.⁷

Small municipal police and fire department personnel, for the most part, lack the training necessary for their occupations.⁸ They can't afford adequate training programs of their own, nor maintain modern facilities for training purposes. The integration of the departments can bring about adequate training facilities by directing resources from unnecessary duplication.

The growth of the small municipality is not presently equipped in either police or fire services to handle expanded populations.⁹ These cities are looking for a solution to the problem through the utilization of all available resources, and to an organization which may in the future, be expanded to provide specialized services in both the police and fire fields. Integration provides this feasible solution.

With the public safety force employed routinely in general prevention work and law enforcement, controlled by adequate communications and reinforced by volunteers when necessary, the full advantages of integration can be realized

⁷James, Police and Fire Integration in the Small City, op. cit., p. 13.

⁸George F. Eliot, "How Well is Your Community Policed?" The (Royal Oak, Michigan) Daily Tribune Suburbia Today, April 9, 1960, p. 10.

⁹Ibid.

in the small city.¹⁰ One central station with one communications system can be used making emergency response to both fire and police calls more rapid. Records and administrative services can be centralized and handled more efficiently. There will be more personnel with a single objective of repressing crime and fire through education, observation, and supervision.

Emergency scenes can be reached quicker and the situations dealt with more effectively under integration. In the cases of fire emergencies, the patrolman can, in many cases, extinguish the fires in their earliest stage with the fire equipment which is routinely carried in the patrol vehicle.

The organization of integrated departments for small municipalities is discussed by Mr. James in Police and Fire Integration in the Small City.¹¹ Organization, equipment, work week, training, and administrative requirements are elaborated upon. He demonstrates that an integrated public safety department is entirely practical and feasible in the small city.¹²

¹⁰James, Police and Fire Integration in the Small City, op. cit., p. 19.

¹¹Ibid., pp. 26-63.

¹²Ibid., p. 12.

II. INTEGRATION IN LARGER MUNICIPALITIES

Director Leonard of the Oak Park Department of Public Safety says "integration is not a function of size."¹³ Mr. W. H. Petersen has said that "the size of the city appears to have no effect on the feasibility of integration--only on the kind or degree of integration."¹⁴ This philosophy is also advanced by Mr. James who says "there seems to be no definite limitation on integration which is necessarily imposed by the nature or location of the community."¹⁵

The Citizens Research Council of Michigan would also agree with these statements. In 1957, a study of the police and fire operations was conducted in Port Huron, Michigan. Port Huron is a city of 40,000 population, located on an international boundary and is a port city to Lake Huron. It covers an area of 7.2 square miles, elliptical in shape, and is divided by the Black River. The two sections of the city are connected by three vehicular drawbridges and one stationary span bridge. The streets of the city are narrow. The city has an old business area, several large industrial plants, and a waterfront area. The residential area is generally old and of wood construction. The Bluewater International Bridge

¹³Glenford S. Leonard, "On the Integration of Police and Fire Services" (Speech given at the Ohio Fire Chief's Convention, Springfield, Ohio, July 25, 1957), p. 3. (Mimeographed.)

¹⁴Petersen, op. cit., p. 279.

¹⁵James, "The Integration of Fire and Police Services" op. cit., p. 27.

between the city and Canada has heavy flow of traffic at almost all times. The Citizens Research Council reported that:

. . . almost every obstacle to police and fire efficiency has been "built-in" to the city. The unusually long distances from north to south makes necessary at least three fire stations. The international bridge and its location in a resort area bring numbers of transients into and through the city. The great amount of river front increases accident and drowning potential; old buildings on small lots create a conflagration hazard. Railroad lines, drawbridges, short blocks with narrow streets, create obvious traffic hazards and result in slow response of emergency vehicles.¹⁶

A plan of integration was proposed for the city by the Citizens Research Council which would improve tremendously the public safety service. The plan would make possible increased patrol of the city without reducing the number of men available for fire fighting. It would provide faster response to fire alarms and distribute the emergency services and preventive duties over the maximum number of personnel. The plan was proposed for the city because "integration makes the maximum use of the total personnel of a public safety establishment and directs the activities of those men toward the total solution of the total problem."¹⁷

Until around 1954, the consensus of opinion among the supporters of integration was that integration should be

¹⁶Citizens Research Council of Michigan, Integration of Police and Fire Services in Port Huron, Michigan (Report No.188, Part I. Detroit: Citizens Research Council of Michigan, April, 1957), pp. 5, 21.

¹⁷Ibid., p. 21.

limited to municipalities of less than 10,000 population. This concept changed at this time because several municipalities had successfully integrated their police and fire departments in cities with over 10,000 population. The general concept from 1954 until 1957 held that integration was limited to municipalities up to 50,000 population. After 1957, this concept had to be discarded because of the success of partial integration in such cities as Dearborn, Michigan; Winston-Salem, North Carolina; and Fort Lauderdale, Florida, which are around or over 100,000 population.

It was the opinion of many individuals a few years ago that integration meant total integration of the police and fire services. However, it is now the consensus that integration does not necessarily mean the complete combination of duties or the full interchange of personnel in the police and fire departments. Integration is the most flexible use of all personnel in the departments for all situations in a given city. The extent of integration and combination of duties for individual officers is limited only by the necessity for specialized or special skills.¹⁸ The larger the city, the more specialists are required and the less the extent of integration. In those cities where total integration is not feasible, serious thought can be given to partial

¹⁸Petersen, op. cit., p. 278.

or cooperative integration.

The one-station city, with all men under a single command, is ideal for integrated operations. However, where local conditions warrant it, proper organization can make integration equally feasible in large municipalities. In the larger cities, each district can be treated in the same manner as a small municipality.

The organization of an integrated department in cities with several stations and districts can be a compromise between the usual fire and police systems. Integration in larger cities offers the possibility of meeting the problems of shorter work weeks and higher salary in a reasonable and efficient manner. The larger number of personnel in integrated departments makes feasible the three-or four-platoon system. At the same time, police patrols may be increased, giving more attention to fire, crime, and accident prevention, while still maintaining an adequate reserve for fire fighting. Fire companies can be reduced to a minimum number of personnel at the station where conditions and incidents warrant such reduction.

Specialized services such as fingerprint identification and scientific crime laboratory examinations can be expanded in the larger departments. Investigation, prevention, training, and inspection duties can be given specialized attention.

III. INTEGRATION ON MILITARY INSTALLATIONS

There is no integration of police and fire services at the present time on military installations. Police and fire services are handled by personnel under separate organizations. On many of the military installations civilian contract personnel are used for fire fighting functions. Many military vehicles do carry small fire extinguishers to combat any vehicle fire which may occur. However, partial integration is worthy of study on military bases and installations. The form that would be most desirable would be to have military policemen trained in fire fighting techniques and perform fire fighting duties. The military police vehicles can be equipped with fire fighting equipment and protective clothing for the personnel to use. The equipment carried could be used to control vehicle and building fires in their earliest stage.

The fire fighting functions should normally be limited to administrative buildings and the housing area of the installations. These areas would encompass the majority area of any installation, however, would exclude fire fighting involving aircraft, special weapons, and ammunition storage areas. Fires of the latter types would require different techniques and should be extinguished by specially trained fire department personnel. The military policemen will also have other duties to perform when the fire occurs in these special areas.

Summary

Integration is worthy of study in any size community. The form of integration, however, may vary with the size of the community. Total integration may prove more practical in the smaller municipalities, while in cities over 100,000 population partial integration may be considered for adoption. Integration and the form it takes must be based on local circumstances and must be suited to the needs of the particular city involved.

CHAPTER VI

PLANNING FOR THE INTEGRATION OF POLICE AND FIRE SERVICES IN AN AMERICAN MUNICIPALITY

I. THE DECISION TO ADOPT AN INTEGRATED PROGRAM

Integration of the police and fire services of a municipality is not a magic formula for the solution of problems, and it is not a method of reducing the overall community exposure to the hazards inherent in municipal living itself. However, in many cities integration has been an effective device for upholding the responsibilities and functions of public protection.

The integrated public safety plan has some features which can be used in a particular municipality and some which may not fit the individual city's requirements. In any case, its sole objective is the improvement of public safety services without undue increases in expenditures.¹

The decision on the part of municipal administrators to integrate their police and fire services is a serious one.²

¹Charles S. James, A Frontier of Municipality Safety (Chicago: Public Administration Service, 1955), p. 77.

²Citizens Research Council of Michigan, A Study of the Integrated Police and Fire Operations of the Grosse Pointe Woods Department of Public Safety (Memorandum No. 191. Detroit: Citizens Research Council of Michigan, June, 1957), p. 43.

Local decisions must be based on local conditions. The reasons for the great difference in integrated departments in operation stem largely from the differences in the cities themselves. Each city has somewhat varied problems of public safety. Just as separate departments are organized on the basis of area, population, hazards, and the level of protection desired, each city must evaluate and organize its integration department to fit its individual needs.

Local conditions which suggest that integration may prove advantageous for a municipality are: (1) the limited number and severity of fires, crimes, and accidents; (2) the rarity of major hazards involving police and fire functions; (3) demands for more efficient and effective public safety service; and (4) demands for better working conditions without unnecessary increased expenditures.³ Small municipalities do not have as much of a fire problem as larger cities. Nevertheless, both large and small municipalities must be concerned with the effectiveness of their public safety service. All municipalities must also be concerned with the increasing emphasis on shorter work weeks for their public safety personnel, especially their firemen.

Integration is not a step which can be undertaken

³Public Administration Service, A Report on the Possible Integration of Public Safety Services in Shorewood (Chicago: Public Administration Service, April, 1956), p. 21.

hastily or without adequate preparation and training.⁴ Any municipality thinking about integration should make a survey of its present organization, operations, needs, and conditions. The survey can be accomplished by members of the city, or it may request such a study from a state, national, or private consulting agency. In Michigan, such surveys are prepared by the Citizens Research Council with headquarters in Detroit. The Public Administration Service, with headquarters in Chicago, also conducts surveys of municipal governments for cities throughout the United States.

The survey of the municipality must include detailed plans for any proposed reorganizational changes. If integration is deemed advantageous, the best form for the municipality involved must be considered. The decision to integrate and operate the public safety services requires vision, initiative, competence, and resolution.⁵

Legal Provisions

The first thing to do before deciding upon integration is to seek limitations in statutory and charter provisions of the state and municipal government which might preclude integration. The examination should include a study

⁴Public Administration Service, The Government of the City of Winter Park, Florida (Chicago: Public Administration Service, March, 1957), p. 56.

⁵James, op. cit., p. 144.

of the provisions relating to personnel administration, position classification, pensions, and retirements of police and fire personnel. The police and fire personnel are usually covered under a variety of state and local statutes.

Civil service laws must be checked to see if they impede or preclude integration. In some cities, the civil service blocks integration by a special provision that there be a police and a fire department, commanded by a police chief and a fire chief, respectively.⁶

The statutes applicable to police and fire departments in Wisconsin disclose that legislation has provided separate departments. The state laws require that fire departments be organized into two platoons. The pension system also provides for separate funds for policemen and firemen.⁷

Since firemen are usually unionized, union approval should be obtained before integration. This may present complications when firemen are required to perform the functions of policemen.

Although the state statutes and charters must be closely examined, they are probably not absolute barriers to integration

⁶Public Administration Service, The Government of the City of Winter Park, Florida, op. cit., p. 25.

⁷International Association of Fire Fighters, Why We Are Opposed to Integration of Fire and Police Departments (Washington, D. C.: IAFF, November, 1957), p. 15.

in any of the states.⁸ State statutes can be amended, especially if enough municipalities in the state desire to integrate their police and fire services. Local pension laws can be installed and amended, and city ordinances or charters restricting integration can be revised or abolished.

The existing statutes, however, may dictate the form or extent of integration and a municipality may have to circumvent pension restrictions by designating its public safety officers as either policemen or firemen. A city may extend the functions of either or both the police and fire departments to include some or all of the functions usually performed by the other service.

Characteristics of the Municipality

Before integration is adopted, consideration must be given to the political, social, and economic conditions of the city. Citizen demands should be considered. Attention must be given to local crime, fire, and accident problems. The city building, planning, and zoning codes are important considerations. Examination of liability and insurance laws is necessary. The physical characteristics of the city, including construction, height of structures, and street planning must be studied.

⁸James, op. cit., p. 147.

The integrated program should have the backing of city leaders, department administration leaders, and members of the police and fire services. Integration disturbs the habits, traditions, and interests within a city.⁹ The influence of custom is profound. The existence of an unhealthy political atmosphere in the municipality can defeat integration.¹⁰ The integration program demands the understanding and support of the city leaders.

Public education prior to establishment of any integrated operation is required to gain public acceptance of the program. The public must be acquainted with the aims, advantages, and operations of integration.¹¹ Detailed plans can be presented to the public through the mass media, local meetings, and personal contacts. The public should be made aware of the fact that integration will provide maximum protection of life and property at the least expense.

Necessary to the successful operation of the integrated department are attitudes, adaptability, and training of personnel and a firm belief on the part of municipal and department administration in the practicability of integration.¹² A city would be unsuccessful with integration

⁹Ibid.

¹⁰Personal interview with Glenford S. Leonard, Director of Public Safety, Oak Park, Michigan, April 4, 1960

¹¹Public Administration Service, The Government of the City of Winter Park, Florida, op. cit., p. 56.

¹²J. A. Jessup, "Ten Years of Sunnyvale's Combined Police and Fire Forces" The American City, LXXV (April, 1960), p. 188.

if the personnel did not meet the challenge it presents. The attitudes and abilities of personnel in the police and fire services must be considered prior to integration. Their cooperation should be voluntary; they must be sold on the merits of integration. Salaries should be increased at the beginning of the operation under integration with a minimum increase of 10 to 15 per cent. Under partial or cooperative integration programs, the increase in salary can be used as an incentive to encourage participation.

In presenting any proposed integration program to the public safety personnel, they should be approached in a meeting as a unit. A member from the public safety department of a successfully integrated operation could be used as a speaker explaining the benefits of integration to the group.

Local crime and fire problem as well as the problem of meeting peak loads must be considered prior to integration. A priority of service for probable emergencies should be assigned.¹³ The number of personnel for the integrated department can be determined by computing a desirable size for the department as a whole and by estimating the number of personnel necessary to handle incidents at any given time.

¹³Glenford S. Leonard, "On the Integration of Police and Fire Services" (Speech given at the Ohio Fire Chief's Convention, Springfield, Ohio, July 25, 1957), p. 10. (Mimeographed.)

The chronological differences in police and fire incidents are similar among cities. Traffic accidents regularly reach morning and evening peaks; disturbances, fights, and several kinds of crime are most frequent in the evening; and other crimes occur most often in the early morning hours, such as breaking and entering.¹⁴ These incidents can be anticipated and dealt with effectively under integration.

Building and zoning plans are important factors to consider before integration. Building and zoning codes, such as for construction and height of buildings, and street patterns can be used to partially control public safety hazards that may arise. For example, in Oak Park the building codes restrict all buildings in the city to a maximum height of thirty-six feet. The height restrictions make the job of the fire fighter easier.

Cost of Integration

The fiscal implications of integration must be considered before deciding on the final form and extent of integration. In many cases there is an immediate increase in expenditures for equipment, buildings, and salaries when integration is adopted. The decision to integrate the services should be based on future economy instead of the cost of

¹⁴James, op. cit., pp. 92-93.

installation. Adequate building space must be provided for centralized offices, jail, fire apparatus, and other pertinent space-consuming items.

Additional personnel, if necessary, must be programmed for in advance as well as the remodeling of buildings for centralization of records, communications, and offices.

II. INSTALLATION AND OPERATION OF AN INTEGRATED PROGRAM

Once integration has been decided upon, with the proper budgetary support and backing of the public, municipal leaders, and public safety personnel, the next phase can take place. This phase is the installation and operation of the system where careful planning, leadership, and organization are put to the test.

Public Safety Director

Integration depends in a large measure upon the capabilities and personality of the administrator of the department as the success or failure of the program will fall on his shoulders. He must be carefully selected and capable to perform the demanding duties of both a police and a fire administrator. His training and experience must be carefully evaluated to see that he is properly orientated in both police and fire duties. He should have a background of formal schooling in both police and fire methods and administration.

It will be necessary for the director to exercise the administration of the department to the limits of his ability, and to have a free hand in the supervision and command of the department. By developing positive attitudes on the part of the department personnel, he can stimulate interest in the success of integration. However, he must have a sincere desire for the integrated department to work.

The administrator must never subordinate one service to the other; equal importance should be given to police and fire functions. It is essential that the administrator constantly evaluate the quality of public safety protection for his city and maintain it at the highest possible level. He must keep the service performing efficiently and effectively in every phase of operation.

Personnel Management

Personnel management is extremely important in integrated departments. Questions of recruitment, selection, classification, and pay administration need to be determined with regard to specific municipal conditions. Questions regarding classification, employee status, promotional opportunities and salary must be unequivocally settled. These should be published and made known to the personnel.

Total integration should be accompanied by a new classification system within the public safety department, using public safety officers.¹⁵ Under this system the

¹⁵Robert A. Earle, "Personnel Implications of Police-Fire Integration" Public Personnel Review (July, 1958), p. 194.

entrance level classification is that of Public Safety Officer. Thereafter, the men may advance through the grades of Public Safety Sergeant, Public Safety Lieutenant, Public Safety Captain, Assistant Director, and Director of Public Safety. Men who engage in specialized activities, such as fire engineer and detective, are assigned from the various classes. There should be no formalized class for these assignments.

Partially integrated department personnel retain separate identities but have duties in both services. Personnel in a cooperative department also retain their separate classifications. However, the duties for all personnel should be defined in broad position classification specifications.

Once the classification system is worked out, attention should be given to retirement and pension plans and any necessary adjustments made.

A careful revision of the examination processes and recruiting program is the next step in developing integrated operations. Applicants for membership in an integrated department should possess the same qualifications as any recruit within a good police or fire department. These standards should center around citizenship, age, education, height, weight, and physical agility.¹⁶ A personal background

¹⁶For a discussion of the qualification standards, see, Charles S. James, Police and Fire Integration in the Small City (Chicago: Public Administration Service, 1955), pp. 34-39.

investigation and fingerprint check should be conducted and examinations, including written, physical, and oral tests, should cover both police and fire activities.

The standards for selection must be high. It is necessary for the public safety officer to have the ability to react quickly and calmly under emergency conditions, to deal courteously and firmly with the public, to learn a variety of detailed tasks and a number of laws and regulations, and to perform difficult work under adverse circumstances.¹⁷ These required qualifications represent a healthy challenge to any intelligent, physically-qualified individual and are evidence that only top quality personnel should be recruited into the service.

Training

The training of police officers in firemen's duties and firemen in police officer's duties is one of the most important requirements of a successfully integrated public safety department. Required training, in the long-range plan of integration, is divided into several phases. The first phase consists of selecting qualified members in both departments for instructors. Each member receives formal instruction in the other's field and also receives several weeks of

¹⁷H. G. Pope, "Organization of Fire and Police Services in Small Cities," Public Management (May, 1951), p. 104.

on-the-job training in the other's department.

The second phase, which must be completed before starting operations under the integrated plan, is the re-training of present employees and training for new employees.¹⁸

The retraining of present employees should include basic police methods for the firemen with on-the-job training and elementary fire fighting procedures and techniques for policemen. The training should be conducted to extend to as many personnel as possible at a time consistent with a complete learning process, while still providing adequate public safety protection for the city. The retraining period may take several months to complete.

Another important decision is the question of what to do with personnel in either the police or fire department who, for any of a number of reasons, are untrainable. Some of the personnel may be unwilling to train for the additional duties while others may have some physical handicaps which would make new training impossible. Although these employees may cause inherent trouble in the integrated department, they should be retained.¹⁹ Specialized duties, such as driving the fire apparatus or doing maintenance, clerical, or communications duties, or a combination of such duties can be

¹⁸Earle, op. cit., p. 195.

¹⁹Personal interview with Glenford S. Leonard, Director of Public Safety, Oak Park, Michigan, April 4, 1960.

performed by these personnel.

Training of new employees should include work in both fire and police duties with regard to techniques, practice drills, fire evolutions training, formal police and fire instruction at a university or training center, plus on-the-job training.

At the completion of the second phase of retraining and recruit training, the two departments can be merged and begin operation under the integrated program. The third, fourth, and fifth phases of training described below are continued after integration.

The third phase of training includes advance training for selected personnel. The officers must be carefully screened so as to provide adequate leadership. The advanced training these officers receive within the department and in schools should include prevention and investigation of accidents, crimes, and fires; advanced patrol procedures; inspection procedures and drawing of attack plans for fire fighting; crowd control; use of specialized fire equipment; and legal and judicial procedures.²⁰

The fourth phase of training includes specialized administrative and supervisory training.²¹ Specialist and

²⁰James, Police and Fire Integration in the Small City, op. cit., p. 41.

²¹Earle, loc. cit.

supervisory training should not be given, however, until the officer becomes proficient in all phases of public safety operations.

The fifth phase of training is continuous in-service and refresher training. Local, state, and national training resources can be utilized and cooperative training agreements may also be arranged with neighboring municipalities. This refresher training should include practical and actual fire training.²² The city should provide a fire training center where the personnel can review their work by actually fighting fires in elaborate buildings and mock-ups.

Organization and Field Operations

The organization of the integrated operation will depend upon local conditions and size of the department. Several generalizations, however, can be made.

The administrator of the department should be directly under the municipal administrator and should serve at his pleasure. All of the principles of organization must be followed. Command must be clear-cut and unquestioned. The department should be organized with four or five divisions under the administrator, including operations, services, fire, and investigation; larger departments should also have

²²R. Bruce Holmgren, "Fire and Police Integration--Improvement or Impairment?" Mayor and Manager (April, 1958) p. 14.

a training division. Special bureaus can be included under the divisions where needed.

The operations division should include two, three, or four platoons, depending upon the number of personnel in the department. In larger departments, the fourth platoon would be for relief. The work week for all personnel should be forty hours.

The functions and procedures of each division must be clear. The operations division should normally include such line activities as routine investigation, traffic control, fire fighting, rescue, and inspection duties. The fire division should include supervision of fire inspection programs, fire prevention, fire equipment maintenance, and fire fighting. The investigation division should include investigation of crimes, control of vice, narcotics, and liquor, and fire fighting duties where necessary. The services division should handle such auxiliary duties as departmental records keeping and communications supervision.

The operations division should stress immediate response to emergency scenes, inspection duties, and routine patrol. A residential inspection program should be undertaken by every integrated department along with the commercial, industrial, and public building inspections. Each public safety officer should perform these inspection duties. The inspection program should have a three-fold purpose: (1) fire prevention; (2) preplanning and drawing of fire attack

plans; and (3) public relations and public education.

Supervision

The integrated department must have adequate supervision of its field personnel. The orders must be positive and authority unquestioned. The success of integration depends largely on the type of supervision of the field personnel.²³ The success at fire-ground operations is where integration will prove itself. Obedience to authority at the fire scene must be unquestioned. Teamwork must be stressed.

Problem Areas

There are several problem areas of which the administrator of an integrated department must be aware at all times. The first problem area is public relations. Positive public relations must be stressed at all times. The success of the public relations program will depend mostly upon the level of public protection attained. The public safety service must be superior to that of separate departments. In addition, a continuing public education program should be undertaken. This should include speeches before the various groups and organizations of the community, participation in the safety programs of the schools, and attractive news releases on the operations of the department. Attacks against an integrated

²³Leonard, "On the Integration of Police and Fire Services" op. cit., p. 8.

department can largely be eliminated through effective service and comprehensive public education.

The administrator must keep his organization operating smoothly. He must give the department proper guidance. The personnel must be kept informed. Morale must be maintained at a high level. Salary and working conditions should be somewhat superior to those in traditional departments in surrounding communities.

The administrator must seek to maintain police and fire service at the same high plane. One service must never be subordinated to the other.

Equipment maintenance must not become a problem. Fire apparatus and equipment must be inspected and maintained daily. The apparatus must be manned by proficient operators. If proficiency cannot be maintained through a system of rotating personnel, specialized operators must be used.

As the number of department personnel is increased, the specialization of the department must increase but yet not reach a point where specialists dominate the department. The administrator must use specialists and technicians where they are appropriate. Specialist positions in integrated departments may include fire engineers, communications personnel, detectives, juvenile officers, and fire prevention personnel.

Headquarters Organization

The headquarters building should be centrally located

and housed with a single communications system, single records system, and staff offices. Adequate space should be provided for the offices, kitchen, jail, fire apparatus, and facilities for maintenance.

The headquarters should be organized with a direct line of communication between each division and the administrator of the department. All personnel at the headquarters should be assigned to provide the most productive use of time. Stand-by fire engineers should be employed in maintenance work or in the records or communications section.

Apparatus and Equipment

The equipment of the integrated department must be sufficient to meet the needs of the municipality. The National Board of Fire Underwriters standards should be used in determining the number and type of fire apparatus on hand.

The patrol vehicles may be of two types. Some integrated departments use the four-door sedan, while others use station wagons. The station wagon has some advantages over the sedan and seems preferred in the majority of integrated departments. It is possible to carry a stretcher in them and use them as emergency ambulances.

The equipment carried in each of the patrol vehicles should include:²⁴

²⁴Equipment carried in patrol vehicles of Oak Park, Michigan.

dry powder fire extinguisher	all-purpose smoke mask
pressurized water extinguisher	flash light
carbon-dioxide extinguisher	first-aid kit
halligan tool	wrecking and prying tools
water proof sheet	spotlight
blankets	resuscitator tube
flares	inhalator
fire hydrant and spanner wrenches	rope
duffel bag containing protective	axe
coat, boots, gloves, and helmet	

All of the equipment is easily stored in the trunk of a sedan or the back of a station wagon. The cost of the equipment is approximately \$300 per vehicle.²⁵ In addition to the above equipment, one of the patrol vehicles should contain an explosimeter and carbon monoxide tester.²⁶

To supplement the normal police equipment of radio, siren, lights, and markings on each patrol vehicle, there should be call-selector recall devices.²⁷ These call selectors are electronic apparatus which allow the headquarters communications' officer to summon a particular vehicle when the officer is out of the vehicle on inspection or foot patrol. By dialing the vehicle, the communications dispatcher may cause the horn to sound or may cause a recall light to

²⁵Citizens Research Council of Michigan, op. cit., p. 40.

²⁶Glenford S. Leonard, "Report of Fifth Year of Integrated Police and Fire Services" (Oak Park: Office of Director of Public Safety, November 16, 1959), p. 4.

²⁷James, Police and Fire Integration in the Small City, op. cit., p. 59.

illuminate. Thus, the officer may be out of his vehicle but still be in immediate contact with his headquarters. An alternative device to keep the patrol officers in contact with their headquarters is a portable, pocket-size transistor radio receiver. These are small radios which are becoming popular among police officials. They are also being considered for use on military installations to keep military policemen on sentry duty in constant radio contact with their headquarters' unit.

Records

Records play as important a role in an integrated public safety operation as they do in almost any operation. The details of the department cannot be left to guesswork. All phases of operations must be based on an adequate system of records. Records are necessary to determine any high crime, fire, or accident areas in order to initiate proper preventive measures.

Records on all phases of an integrated operation must be maintained. The record system must be properly controlled and supervised. The extent of the systematization of records is usually a good indication of the standards of the department involved. A combination of the record systems as discussed by DeWayne E. Nolting in A Model Records and Reporting System for Fire Departments²⁸ and O. W. Wilson in Police

²⁸DeWayne E. Nolting, A Model Records and Reporting System for Fire Departments (Chicago: Public Administration Service, 1938).

Records²⁹ should serve the need of an integrated department.

²⁹O. W. Wilson, Police Records: Their Installation and Use (Chicago: Public Administration Service, 1951).

CHAPTER VII

SUMMARY AND CONCLUSIONS

Progress and growth of American municipalities have been rapid and accompanied by rising expenses, shorter work weeks, and a desire for more effective public safety service. These conditions have prompted concern among many municipal administrators. Three solutions are usually possible under these conditions: (1) reduce the number of personnel of the department to stay within the limited appropriations; (2) raise taxes and revenues to provide the necessary personnel and protection; and (3) make better use of the present personnel and equipment. The third solution is commonly known as police-fire integration (consolidation in the South) and is currently viewed with renewed interest among municipal administrators.

Integration is a system for improving public safety services through better utilization of resources of the police and fire departments. Integration is hard to define in general terms, principally because of the variance in the organization and operations of the integrated departments. It must be defined in reference to local circumstances. The term, as used in this report, means the merging, either completely or partially, of the organizations or duties of

police and fire departments.

Integration usually is found in one of three forms: (1) complete integration as found in smaller departments, where the former police and fire departments are replaced by a single department with all members performing both police and fire functions, (2) partial integration, where traditional police and fire departments are retained but certain personnel from one or both of the departments perform both police and fire duties, and (3) cooperative integration, where traditional departments are retained but where the firemen assist the police in some police duties and the policemen assist the firemen in certain fire duties.

The form and decision to integrate the public safety services of a municipality must be based upon local circumstances. In many cases, integration has proven feasible and practical.

Two advancements in the past generation have brought about the feasibility of integration. One of these is the development of the modern system of transportation and communications. The other is the increased emphasis upon prevention being the primary duty of both the fire and police services. Modern transportation and communications have helped promote the notion that the firemen no longer need be held in reserve merely to take remedial action against fires. The fire fighting complement of personnel can be on inspection or patrol duties and still be capable of

responding to all fire alarms, and usually respond speedier than when held in reserve.

Integration has been tried in the United States and Canada in over sixty municipalities in varying extents since 1900. It has become especially popular in the past ten years. Integration has been successful in the majority of municipalities where it has been adopted. It has been abandoned in several cities after a trial period, however, usually because of inadequate leadership or from lack of acceptance on the part of the public or police and fire services.

With the growing number of municipalities examining the feasibility of integration, arguments for and against it have been advanced from all sides. Yet only two of the arguments advanced against integration have merit. Certain statutes and laws may dictate the form or extent of integration that may be adopted. Also, administration of the integrated department must maintain the importance of police and fire service on the same plane, lest one be subordinated to the other so that the extent and quality of its services suffer.

Integration has several virtues which make it feasible. The foremost advantage of integration is that it results in maximum public safety protection at a nominal expense. However, the main emphasis is upon more effective prevention of crime, fires, and accidents through increased patrol coverage and better inspection procedures.

Integration can be credited with providing improved

fire protection, even in municipalities where an integrated program has not been adopted. It has caused fire protection personnel all across the country to reappraise their own departments for possible improved service. The fire service personnel and their union and social associations are the most vigorous opponents to integration. In order to keep integration out of many cities, individuals in the fire service have been looking for new means to prohibit or impede integration.

Integration is practical for many American municipalities and worthy of being considered to improve the level of public safety protection. It makes the maximum use of the total personnel of the public safety services and governs the activities of those personnel toward the total solution of the total public safety problem. It is a departure from the traditional, but not necessarily the practical, means of providing public safety protection.

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APPENDIX

Appendix A

AMERICAN CITIES WHICH HAVE TRIED AND LATER ABANDONED INTEGRATION

Cities	Date of integration	Population at time of integration*	Date integration was abandoned	Population at time of abandonment*
Buena Park, California . . .	1953	6,000	1956	17,000
Chico, California . . .	1923	10,000	1947	12,000
Fremont, California . . .	1956	25,000	1958	27,000
Hawthorne, California . . .	1937	8,000	1953	30,000
Hinsdale, Illinois . . .				
Lincoln, Nebraska . . .	1957	128,000	1957	128,000
Monterey Park, California . .	1953	20,000	1953	20,000
Oregon City, Oregon . . .				
Sanger, California . . .	1950	6,400	1956	9,000
San Marino, California . . .	1949	11,000	1954	13,000
Scottsville, Kentucky . . .	1947	1,785	1950	3,200
West Miami, Florida . . .	1955	6,500	1955	6,500

*Estimated Populations

Appendix B

AMERICAN CITIES WITH SUCCESSFUL INTEGRATED
POLICE AND FIRE SERVICES

Cities	Date of integration	Population at time of integration*	1960 population*	Number of public safety officers
Champaign, Illinois	1957	43,000	49,000	15
Chicago Heights, Illinois	1957		29,000	
Dearborn, Michigan	1957		112,000	
Elgin, Illinois	1958		50,000	24
Evanston, Illinois	1957	75,000	79,000	100
Fort Lauderdale, Florida	1955	63,000	100,000	18
Fox Point, Wisconsin	1957	6,000	8,000	
Glencoe, Illinois	1953	6,000	10,000	
Grosse Pointe Shores, Michigan	1911	100	2,500	18
Grosse Pointe Woods, Michigan	1944		19,000	34
Highland Park, Illinois	1957	24,000	25,400	
Huntington Woods, Michigan	over 25 yrs.		9,000	14
Lake Alfred, Florida	1954	800	2,500	
Lapeer, Michigan	1959			
Milton-Freewater, Oregon	1957	4,200	5,000	8
Nome, Alaska			1,800	
North Augusta, South Carolina	1954		9,500	
Oak Park, Michigan	1954	20,000	35,000	63
Oakwood, Ohio	1924		11,000	43
Palmer, Alaska			1,000	
Park Forest, Illinois	1957	28,000		
River Hills, Wisconsin	1945	500	1,275	11
Sewickley Heights, Pennsylvania	1920		800	85
Sunnyvale, California	1950	10,000	55,000	
Waukegan, Illinois	1957		47,000	
Winston-Salem, North Carolina	1957	88,000	110,000	8
				143

*Estimated Populations

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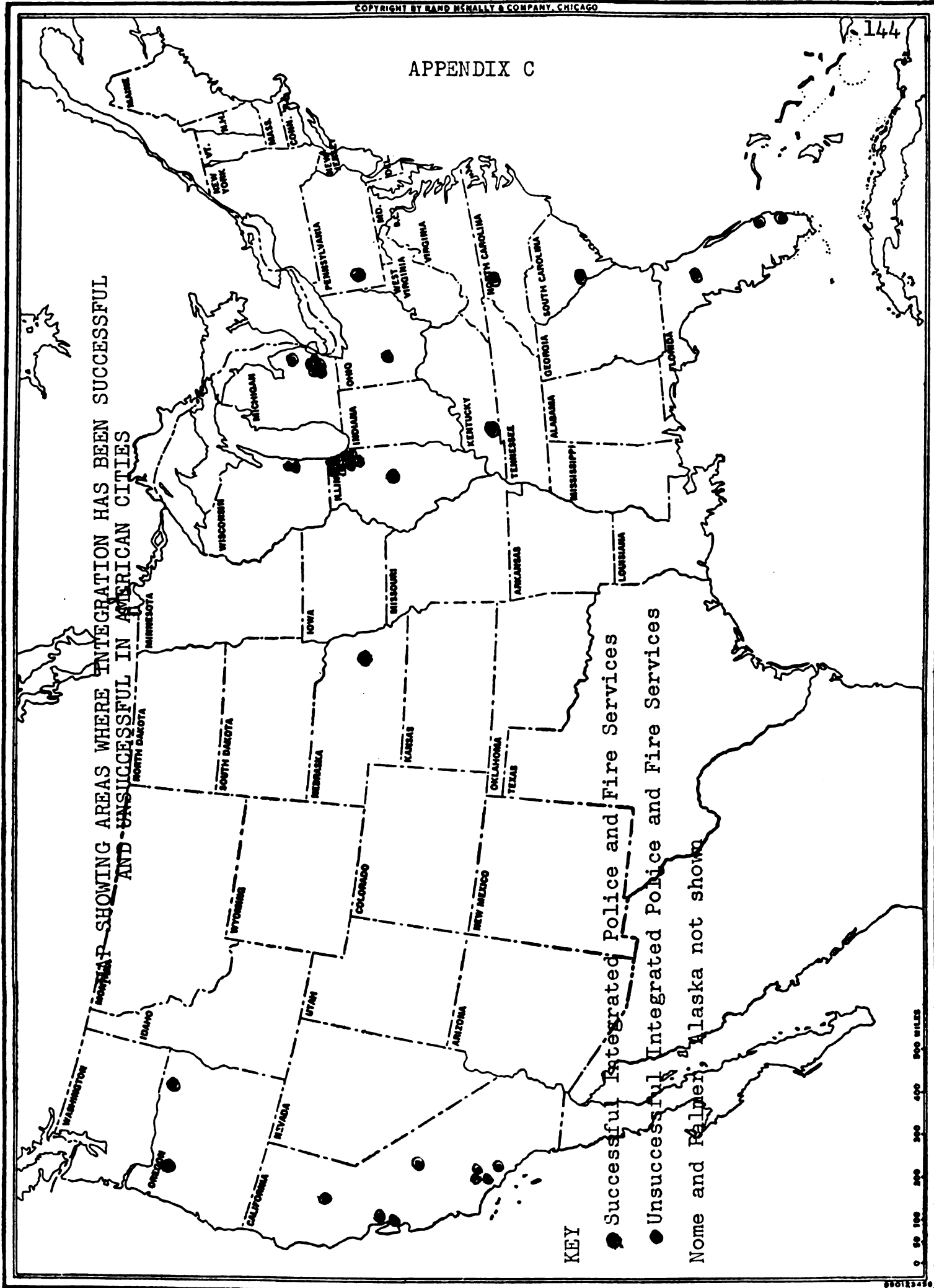
APPENDIX C

MAP SHOWING AREAS WHERE INTEGRATION HAS BEEN SUCCESSFUL
AND UNSUCCESSFUL IN AMERICAN CITIES

KEY

- Successful Integrated Police and Fire Services
 - Unsuccessful Integrated Police and Fire Services
- Nome and Palmer, Alaska not shown

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