

A STUDY OF THE ATTITUDES HELD BY POLICE
AND FIRE CHIEFS AND CITY MANAGERS TOWARD
THE INTEGRATION OF POLICE AND FIRE SERVICES

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A STUDY OF THE ATTITUDES HELD BY POLICE AND FIRE CHIEFS
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OF POLICE AND FIRE SERVICES

by
RICHARD O. BERNITT

AN ABSTRACT


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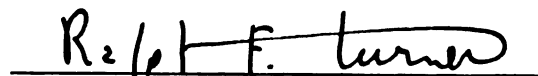
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ABSTRACT

A STUDY OF THE ATTITUDES HELD BY POLICE AND FIRE CHIEFS AND CITY MANAGERS TOWARD THE INTEGRATION OF POLICE AND FIRE SERVICES

by Richard O. Bernitt

This study, utilizing a survey questionnaire mailed to a random selected population, attempts to determine the attitudes of police and fire chiefs and city managers toward the subject of integrating the police and fire services into combined police-fire operations or departments of public safety.

The survey questionnaire contains questions relating to integration in a general manner to determine the respondents' attitudes relative to the ability of men to perform in a dual capacity, integration economics, career interest and public relations possibilities. In addition, questions were included to evaluate the respondents' attitudes toward the actual establishment of either a partial or complete integration program in the respondent's home city and in other cities. Further, and because partial integration can be accomplished by degrees or at various levels of operation, a question was inserted to determine what particular aspects

of a partially integrated program would be desirable to the respondent in his home community.

Inasmuch as survey questionnaire instruments are all too often deficient in reaching the depth of answer that a respondent may be desirous of expressing, a final question was provided to allow the person completing the questionnaire to comment freely upon the subject.

A response of 44.8 percent was received to the mailed questionnaires, which were sent to the public officials of 369 cities having populations ranging from 10,000 through 49,999. These responses were tabulated on the basis of the respondent's employment, the size city he represented and the geographic division of the United States wherein he resided.

As expected, the city manager group was much more liberal in their views regarding the subject. Approximately one-half of them believed that partial integration could be effected in their communities and one-fourth thought total integration could be implemented in the cities by which they were employed.

Fire chiefs were at the other extreme in their beliefs. Only two percent of these officials felt that total integration had possibilities in their home cities. With regard to

partial integration in their community, eight percent reported that such a program could be effected. It was significant, however, that the fire chiefs were much more liberal in their views relative to the implementation of police-fire integration in other cities. An unsuspected 40 percent of them indicated that such a program might be feasible on a partial basis in cities other than their own.

Police officials indicated that their attitudes on the subject were approximately twice as favorable toward integration as were those of the fire administrators.

Respondents generally selected those aspects of a partially integrated operation which were of a staff service nature as being desirable for their own cities. The one exception to this direction was the specific provision for equipping police patrol vehicles with fire fighting gear to permit the effective response to fire scenes by police officers.

Almost 200 of the respondents took the opportunity to submit comments. More than one-half of such comments provided expressions of opposition to integration. The remainder supported the possibility of combination services or provided some of the respondents' insights into the side issues surrounding the primary topic.

A STUDY OF THE ATTITUDES HELD BY POLICE AND FIRE CHIEFS
AND CITY MANAGERS TOWARD THE INTEGRATION
OF POLICE AND FIRE SERVICES

A THESIS
PRESENTED TO
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of the Requirements for the Degree
Master of Science

by
Richard Otto Bernitt
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PREFACE

The purpose of this study was to determine, if possible, the attitudes of public officials administering city governments and the police and fire services toward the combining of the police and fire functions of municipal service into a single organization. Such a practice has been commonly referred to as police and fire integration.

This study also sought to determine the attitude of these public officials toward the degree or partial integration levels they would support as being a desired or possible practice in their own departments or communities. This additional phase was included because of the continuing misunderstanding that prevails with regard to the term "integration."

The writer is indebted to a number of persons in addition to those city officials who were generous in responding to the questionnaire and thus providing the data for this paper. Among those who provided primary assistance were Professor James J. Brennan, School of Police Administration and Public Safety, Michigan State University, who served as the writer's faculty counselor and principal advisor during the greatest period of the writer's graduate

student status. In addition, former members of the school, Professor A. C. Germann and Professor Sanford Shoults, were also of material assistance.

Beyond the immediate confines of the School of Police Administration and Public Safety, two other individuals provided invaluable aid. One is Professor Carl Frost, a member of this university's Department of Psychology, who gave personal attention to the development of the survey questionnaire and cover letter. The other is my wife, Donna, who provided encouragement and gave of her personal time to assist in the mailing of survey instruments and the tabulation of responses.

To these and to many others who gave generously of their own time and knowledge the writer extends his grateful appreciation.

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CHAPTER I

INTRODUCTION AND PURPOSE OF STUDY

For many years the subject of integrating the police and fire functions of a single community into one service, most commonly denoted as "departments of public safety," has been argued pro and con. As a result, it appears to the interested student of government, that one can logically take a stand on either side of the issue or sit directly in the middle. In so doing he will have sufficient support from the "experts" to dominate any argument by quoting statistics or special interest organizations.

It becomes apparent to the inquiring student that there might be no one answer which can be broadly applied. At the same time such a person asks several questions with regard to the subject. One of these questions pertains to the attitude of police and fire service administrative officers and city management personnel toward integration. For example, do those who are directly involved believe that integration can be accomplished? If so, can it be done in their own community?

Granting that integration may exist as a "complete" or "partial" program, what is the attitude of the chiefs

and city administrators toward the level or degree of integration that might be feasible?

Further, one may inquire into the attitudes of municipal employees who represent communities of different size and character. Is there a difference of thinking on the subject between those persons working in a city of 15,000 as compared to those employed by the citizens in a community having a population of 35,000? Does it make a difference if the city is characterized by being predominately residential in nature or if it is one having a multitude of characteristics, including heavy industry?

The student might also inquire into the differences, if any, between the officials residing in the various geographical areas of this country. For example, do the fire chiefs in the New England states believe that a director of public safety is a more valuable city employee than do the fire chiefs from the Pacific Coast states?

With the belief that the answers to these and supporting questions would prove to be of value to those attempting to assess the subject, this study was undertaken. In so doing, it is recognized and stated without equivocation that such information cannot be construed as a final and overall evaluation. At best, the material gained can only

be considered a part of the information one should acquire when attempting to apply the potentiality of an integrated police and fire service to a single community and its individual characteristics.

CHAPTER II

DEFINITION OF TERMS

Policeman. A policeman is a paid public employee, who is sworn to enforce the law and preserve the peace. For the purpose of this study, the term will be limited to municipal employees.

Police chief. The police chief is that paid public employee, who is charged with the responsibility of administering the municipal law enforcement and crime prevention program.

Fireman. A fireman is either a paid or volunteer public employee, who extinguishes fires that are out of control and works toward the reduction of fire loss through preventive action. For the purpose of this study, the term fireman will be limited to paid municipal employees.

Fire chief. The fire chief is that specific paid public employee, who is charged by the municipality of administering its fire fighting and fire prevention operations.

City manager. This is a paid municipal employee, who generally is charged with the responsibility to manage the

several aspects of governmental operations. In most instances, he is the city official to whom the various department heads report. In turn, he is responsible to the elected public officials.

Police department. This is the total municipal organization having the assigned responsibility to generally enforce the local and state laws applicable within the community. In addition, its members function to preserve the public peace by preventing acts of criminality. Most often, the departments are semi-military in organization with an officially designated leader, one or more levels of command and supervisory personnel, necessary specialists and patrolmen to function at the operational level.

Fire department. Together with the police department, the fire department is the other primary area of municipal public safety service. It has the assigned responsibility to officially protect the lives and property of the community from the hazards of uncontrolled fire. Like the police department, it too is most often semi-military in organizational form.

Complete integration. This is the concept that the total functions of public safety, police responsibility and fire fighting, are welded together into one organization. It implies that the employees of the organization are generalists. These employees are most often known as public safety officers. As such, they are trained and equipped to fulfill any of the duties normally assigned to the separated police and fire services. In reality, complete integration exists to a limited degree since most integrated organizations utilize some specialist personnel, who function, primarily, in one capacity.

Partial integration. In practice, this is the most prevalent form of integration. As indicated, it implies that the integration of the public safety functions is less than complete. Under this concept, the form of integration may exist only at the administrative level or it may extend to most all of the operational level personnel. In between these two extremes, there can exist many forms of integration that are devised to meet the specific needs of the community.

Cooperative services. Communities having this form of public safety, like those utilizing partial integration,

can have a wide variety of possibilities to choose from. In its most common form, firemen assist the police in station-house duties when the firemen are not actually engaged in fire department activity. Likewise, the police patrolman responds to fire calls in his patrol district. If he arrives prior to the fire department, he attacks the fire with first-aid fire equipment carried in his patrol vehicle. Upon arrival of the regular fire fighting personnel, he continues to assist them in whatever manner is considered best by the fire officer in charge.

Department of public safety. This is the title most often taken by totally integrated or partially integrated public safety services. At the same time, however, it is also utilized by cities having cooperative services and occasionally even where the services are totally separated. For the purpose of this study, the term will be applied only to completely integrated or partially integrated functions.

Personal fire gear. This is generally the personal clothing assigned to or owned by a fireman. It consists, primarily, of such items as a helmet, a heavy rubberized raincoat and rubber hip boots. Other items, such as waterproof trousers and gloves and a smoke filter mask are often included.

CHAPTER III

HISTORY OF INTEGRATION

The beginning of the idea to integrate the police and fire services into one operation is unknown. We do know, however, that it must date to almost the middle of the nineteenth century or earlier. Evidence of such an early beginning is found in the records of the predecessor organization to the International Association of Fire Chiefs. This group, we are told, resolved more than 80 years ago to oppose the idea of integrated or combined fire-police departments.¹

Despite its age, the concept of integration has not been sweeping away the traditions of the separated services. In fact, according to one author, the most effective bar to integration is that it has seldom been tried.²

In the last decade, however, there has been some departure from the traditional. According to one survey completed in 1961, there are 73 known communities in the

¹John A. Neale, "Integration of Police and Fire Departments" (speech given to Fire Department Instructors Conference, Memphis, Tennessee, February 24, 1956).

²Charles S. James, A Frontier of Municipal Safety (New York: American Book-Stratford Press, Inc., 1955), p. 143.

United States and Canada with integrated operations.³

Twenty-seven of the cities listed in this report were from the province of Quebec. Of the states, Michigan and Illinois lead the way with 14 and eight, respectively. Dearborn, Michigan, is the largest city having such a program, and it has a population of more than 100,000 persons. Another source indicates that Sewickley Heights, Pennsylvania, with a population of 820, as also having an integrated police and fire operation. This is the smallest city known to be so served.⁴

In addition to those cities known to have integration in some form, another 15 have attempted such a program and have then abandoned the idea.⁵ This abandonment has been caused by several factors. Some of the more prominent reasons have been the difficulties of establishing integration in the face of existing state laws or municipal charters.⁶ There have been other reasons even including a

³"Police-Fire Integration--A Survey," A Report Prepared by the Cleveland Bureau of Governmental Research, Inc., Number 56 (Cleveland: November 15, 1961), p. 1.

⁴"Subject: Police-Fire Integration," The Police Chief (July, 1961), p. 12.

⁵"Police-Fire Integration--A Survey," op. cit., p. 2.

⁶James, op. cit., p. 146.

vote of the citizens in Buena Park, California, who voted to have separated services in 1956.⁷

The implementation of a system that opposes tradition, especially in such a conservative area as public safety, necessitates unusual fortitude and ability. Charles S. James, author of two books on the subject, indicates, that except for one rare instance, all of the problems of integration, save one, have been solved. This primary problem, as he expresses it, is the integration of two established full-time operations into one department. Elsewhere, complete integration has been instituted from the beginning of a city's existence as in the case of Grosse Pointe Woods, Michigan; or integration has involved the incorporation of a volunteer service with a full-paid operation.⁸

For the most part, integration, where tried, has been successful. In the area of economics this is particularly true. Savings, even in cities of 10,000 population, have been reported to be \$50,000 annually.⁹ Others have had similar experience after the initial expense of getting started.

⁷"Subject: Police-Fire Integration," op. cit.

⁸James, op. cit., p. 114.

⁹"Police-Fire Integration--A Survey," op. cit.

In general, unification or integration, has worked most satisfactorily for highly residential suburbs that have developed in metropolitan areas. No miracles were produced, however, there is evidence that a city can receive an adequate protective system at a lower unit cost. In addition, employees have received benefits through higher salaries and better working conditions.¹⁰

The experience of Oak Park, Michigan, in establishing such a program will be discussed in the next chapter. While this cannot be described as typical, it will provide an example of how one city evaluated its problems, and then took action to provide a public safety program.

¹⁰Ibid.

CHAPTER IV

A CASE STUDY: OAK PARK, MICHIGAN

It is suspected that the established integration program of any one city cannot be applied in total to another city. The singular characteristics and needs of communities vary widely. As such, they deserve evaluation on their own merits. Oak Park, Michigan, in formulating its program is a case in point.

In 1947, Oak Park had a population of 1,700, and by 1950 the city had grown to a size of 5,400 persons. By 1956, a tremendous population growth had taken place. At this time the population had become 30,000, and it was expected that by 1960 a saturated population of 45,000 would have been reached.

Most residences were of excellent quality and the 200 commercial and small industrial buildings presented no serious problem to the fire department. The building department with its five employees did an excellent job of insuring that the municipal master plan and building codes were adhered to.

Confronted with this tremendous growth problem and recognizing the advantage of an absence of serious fire

problems, the city, in 1953, adopted a new charter. This made integration possible through the legal establishment of a department of public safety. Such a program was initiated September 1, 1954.

After the groundwork was laid and before the program was initiated, many steps were taken to insure a proper beginning. Significant features included the employment of a director; annual salaries of all personnel were increased by \$700; and a training program was undertaken to prepare the police and firemen for their new responsibilities. This training was of particular importance.

Initially, training was conducted internally with well-trained firemen instructing the police officers with regard to basic fire fighting evolutions. Similarly, police instructors trained the firemen in the area of police responsibility. Further training was provided to the department's newly employed recruits by sending them to basic training schools at the Detroit Police Academy or to Michigan State University.

Training continues to play an integral role in the now functioning department. This is accomplished through daily roll-call sessions, rotation of assignments, equipment drills, intensive basic police and fire schools plus

several supervisory, command and specialist training courses offered through various mediums.

A significant portion of the total departmental budget is expended in the training area. Equally important, has been the organizational framework and scheduling program of shifts or platoons. This lends itself to regular group drills. In this way, teamwork is developed along with an esprit de corps that causes the men to try to outdo their traditional counterparts in either the police or fire service.

Organizationally, the department is established much like a typical police operation, except for the fire marshal's division. The fire marshal directs tactical operations at fires. In addition, he is responsible for fire prevention activity, fire inspections and fire training. When the director is absent, the fire marshal assumes the role of deputy director and is responsible for the department's operation.

The police activity of the department is the responsibility of the lieutenant. Sergeants are in charge of each platoon, and a detective sergeant directs the investigative function. In addition, there are specialists assigned to work with juveniles, records, driver licensing and dispatching. Altogether, there are a total of 49 employees in the department.

The Oak Park organization has seven pieces of motor vehicle equipment. Two of these are conventional fire trucks; a third is a pick-up unit used by the dog warden and for utility purposes; another is a station-wagon used for resuscitator calls and ambulance runs; and three are patrol vehicles. The latter are equipped with fire extinguishers, a hydrant wrench, collapsible stretcher, blankets, rubberized sheeting and a smoke mask. In addition, each man in the car has his personal fire gear.

Public safety in the form of the traditional separated services would require an additional 18 employees. However, the integrated department has met every challenge and the overall experience has been gratifying. All assignments have been handled with dispatch and this has included multiple fire alarms, bad accidents simultaneous with fire calls and all of the incidents which the opponents of integration could propose.

In the face of this, the organization has become more cohesive. As it progresses, comprehensive training, selective recruitment and competitive promotions will only make the program stronger.¹

¹Glenford S. Leonard, "Integrated Police and Fire Services in Oak Park, Mich.," FBI Law Enforcement Bulletin, Volume 25, Number 12, Federal Bureau of Investigation, United States Department of Justice (Washington: Government Printing Office, December, 1956), pp. 7-11 and 20.

The foregoing information was based upon the city's evaluation of its problems, its action and subsequent experience during the first two years of an integrated program. Four years later, the director's annual report to the city manager indicated that this concept of public safety continued to provide adequate service to the community.² Like any organization, confronted by changing conditions and growth, the Oak Park Department of Public Safety has adjusted to meet new needs. To do this some significant changes were instituted.

From its original complement of 49 employees, department strength has been increased to 68. This increase, except for five men employed in 1960, occurred prior to 1957. In addition, one more unit of fire apparatus and seven patrol vehicles have been added to the department's motor vehicle fleet.

Based upon a study and subsequent recommendations made by the Citizens Research Council in 1956, some organizational changes were adopted. Four functional divisions were established and the commanding officer of each is directly responsible to the director. These divisional

²Glenford S. Leonard, "Report of Sixth Year of Integrated Police and Fire Services" (Oak Park, Michigan, December 27, 1960.

functions are the Operations Division consisting of the uniformed police and fire fighting force; the Fire Marshal's Division; the Investigative Division; and the Special Services Division. The commanding officers of each have the titles of Captain, Fire Marshal, Lieutenant and Sergeant, respectively.

Financially, the program has provided a very strong argument for municipal administrators interested in reducing public safety costs. In 1960, the average national per capita cost for police and fire services amounted to \$20.55. In Oak Park, these services cost each resident only \$11.62. At the same time, this city's per capita fire loss, except for one year, was considerably less than the national average. Equally important to the taxpayer, is the improved fire insurance rate classification that was established in 1958.

Employee morale is high and there is no union membership even though some of the employees were members prior to integration. Enlightened personnel management practices such as regular department meetings to discuss policy changes and budget programs undoubtedly have played a significant role. Supporting factors are the suspected high caliber of personnel and the desire of integrated employees

to outperform the ordinary policeman or fireman.

In summary, one can speculate that integration has proven to be worthwhile in Oak Park. This success was earned, despite opposition, primarily because of excellent planning for its implementation, sound leadership, community support and the conscientious desire to make the program work by all levels of employees.

CHAPTER V

METHODOLOGY

Originally this study intended to compare only the attitudes of police and fire chiefs of municipal services. As such, a pilot four page questionnaire was devised and distributed to the administrators of both departments in twenty-two U.S. cities which were selected at random.

Thirteen responses were returned. Of these, eleven were from fire chiefs and two from police chiefs. The low response and the incompleteness of response to several questions immediately gave rise to several considerations.

The first was the desirability to include city managers in the survey for the purpose of obtaining and evaluating their attitude on such a program. Another, and quite apparent need, was to streamline the survey instrument so that reader interest could be maintained.

Permission to include the city manager group was requested and received, and with the assistance of more expert personnel a survey instrument and cover letter were designed for the study. Copies of each form used are included as Annex I and Annex II.

Arbitrarily, only those cities having populations from 10,000 to 49,999 were selected as the base for this

study. For comparison purposes these cities are then classified further into four groups. One group is those cities having populations of 10,000 - 19,999; the second group having populations of 20,000 - 29,999; the third having from 30,000 - 39,999 and the fourth having populations of 40,000 - 49,999.

The source used for this information was the 1960 Municipal Year Book¹ which carried in its listings the population of cities as determined by the 1950 census.

It was found that 633 cities had populations of from 10,000 - 19,999. Similarly 236 cities were listed in the 20,000 population group; 143 in the 30,000 group; and 69 in the 40,000 population category.

After attempting to determine what an appropriate sample size might be it was arbitrarily decided to select and survey 100 cities each from the three groups having more than 100 cities, in addition to all of the 69 cities in the 40,000 - 49,999 population size groups. The cities to be surveyed, except those in the 40,000 - 49,999 grouping, were then selected by random sampling methods based upon random number tables.²

¹Orin F. Nolting and David S. Arnold, The Municipal Year Book: 1960, 1960 edition (Chicago: The International City Manager's Association, 1960), pp. 497-526 and 529-562.

²Ronald A. Fisher and Frank Yates, Statistical Tables for Biological, Agriculture and Medical Research, Second and Enlarged Edition (New York: Hafner Publishing Co., 1942), pp. 92-93.

This process was done in such a manner to insure, wherever possible, that at least one representative city from every state would be surveyed in each population category.

This was not possible in every state because South Dakota, for example, according to the 1950 census did not have any cities in either the 30,000 - 39,999 or the 40,000-49,999 size classifications.

When the 369 cities to be surveyed were selected, personally addressed envelopes containing a stamped self-addressed return envelope, a cover letter and two copies of the survey questionnaire were mailed to the community's city manager, its fire chief and its police chief. A total of 1,107 such letters were mailed on June 1, 1961 and by August 31, 1961, 533 returns had been received.

Tabulations were based upon the information provided by the respondent and in accordance with a code number placed on the reverse side of the return envelope. This code consisted of three numbers. The first indicated the city size; the second denoted the state; and the third provided the employment category of the person responding. For example, the code number 2-17-3 would indicate that the response was from a city in the 20,000 - 29,999 size group, was located in Maine, and the respondent was a city manager.

No attempt was made to identify any individual by name or by state. The only purpose was to accurately place the response in the appropriate city size group, in the proper employment category and in the appropriate national regional group.

In this latter area the geographic division of states was taken from the Uniform Crime Reports published semi-annually by the FBI. These commonly known geographic divisions are the New England, Middle Atlantic, East North Central, West North Central, South Atlantic, East South Central, West South Central, Mountain and Pacific regions.³

The separate states are grouped as follows: and the number of cities contacted in each state and the total for the entire geographic area is as indicated:

New England states (6)		
Connecticut	17	cities
Maine	5	"
Massachusetts	22	"
New Hampshire	3	"
Rhode Island	5	"
Vermont	<u>2</u>	"
	54	cities

³Federal Bureau of Investigation, United States Department of Justice, Crime in the United States, Uniform Crime Reports--1960 (Washington: Government Printing Office, 1961), pp. 34-37.

Middle Atlantic states (3)	
New Jersey	18 cities
New York	18 "
Pennsylvania	<u>18</u> "
	54 cities
East North Central states (5)	
Illinois	27 cities
Indiana	12 "
Michigan	17 "
Ohio	16 "
Wisconsin	<u>12</u> "
	84 cities
West North Central states (7)	
Iowa	7 cities
Kansas	3 "
Minnesota	4 "
Missouri	6 "
Nebraska	3 "
North Dakota	3 "
South Dakota	<u>2</u> "
	28 cities
South Atlantic states (8)	
Delaware	0 cities
Florida	7 "
Georgia	7 "
Maryland	2 "
North Carolina	6 "
South Carolina	5 "
Virginia	5 "
West Virginia	<u>4</u> "
	36 cities
East South Central states (4)	
Alabama	8 cities
Kentucky	4 "
Mississippi	5 "
Tennessee	<u>4</u> "
	21 cities
West South Central states (4)	
Arkansas	3 cities
Louisiana	5 "
Oklahoma	4 "
Texas	<u>10</u> "
	22 cities

Mountain states (8)	
Arizona	2 cities
Colorado	4 "
Idaho	3 "
Montana	4 "
Nevada	2 "
New Mexico	3 "
Utah	2 "
Wyoming	<u>2</u> "
	22 cities
Pacific states (4)	
Alaska	1 city
California	33 cities
Oregon	3 "
Washington	<u>7</u> "
	44 cities

Examination of the responses during the tabulation process disclosed that 37 of them had been returned in one of several ways which did not permit their use in the final study. The remaining 496 or 44.8% of the questionnaires sent out were usable and they provide the information upon which the evaluation of this study is made. Specifically, 178 responses by the 369 fire chiefs contacted were received; 192 police chiefs responded; and 126 city managers returned usable instruments.

For the purpose of this study, the data received will be presented and evaluated in the following manner. Each question will be treated individually as responded to by all respondents according to their employment; and in

accord with the size city where they are employed; and finally by all respondents according to their employment and characterized according to the geographic region of the United States wherein they reside.

CHAPTER VI

EVALUATION OF QUESTIONS

I. I AM THE POLICE CHIEF, FIRE CHIEF, CITY MANAGER.

The purpose of this question was to identify the respondent with regard to his employment. In some instances the question was unanswered, but the response was considered usable if the code number applied to the return envelope had been left undisturbed.

In those instances where the code number on the return envelope had been mutilated or removed, the completed questionnaire was used if this question was completed and if the post-mark of the city, from which the return was mailed, was one of the cities contacted. When these conditions could not be met the returned questionnaire was not included in the tabulations.

Four hundred and ninety-six responses were utilized in the final tabulation. This represents 44.8 percent of the 1,107 questionnaires sent out.

Police chiefs returned 192 usable responses. This is a 52 percent return. Fifty-five of these were from chiefs employed in cities having populations of from 10,000 - 19,999 people; 44 from chiefs in the 20,000 - 29,999 size

cities; 54 from the 30,000 - 39,999 population group; and from the 40,000 - 49,999 size cities, 39 police officials responded.

A further breakdown according to the geographic division of states provided that 34 responses were returned by chiefs of the New England states; 23 from the Middle Atlantic states; 45 from the East North Central states; 18 from the West North Central states; 16 from the South Atlantic states; five from the East South Central states; 11 from the West South Central states; 13 from the Mountain states; and the Pacific states group provided the remainder, 27 responses.

Fire chiefs returned 178 usable responses. This represents a 48 percent response from the fire officials.

Included in this total were 44 from chiefs serving municipalities in the 10,000 - 19,999 population group; 49 from those in the 20,000 - 29,999 size category; 44 from the 30,000 - 39,999 group; and 41 from the largest size cities considered, 40,000 - 49,999.

From the breakdown of states according to geographic areas, there were 24 responses from the New England states; 19 from the Middle Atlantic states; 47 from the East North Central states; 14 from the West North Central states; 22

from the South Atlantic states; 10 from the East South Central states, 11 from the West South Central states; 14 from the Mountain states; and 17 from the Pacific states.

The city managers provided the smallest return as only 126 or 34 percent of those contacted submitted usable responses. Part of this can be attributed to a defect in the questionnaire which did not provide for a city official other than the city manager in those cities not having a city manager position. Questionnaires, in such instances, were sent to that city official considered to be most appropriate; however, responses were received from only two such alternates and these were not considered for final tabulation.

Usable responses were received from 32 city managers serving the 10,000 - 19,999 size cities; 34 from those cities having populations of from 20,000 - 29,999; 39 from the 30,000 - 39,999 population group; and 21 from city managers employed by cities having a population of 40,000 - 49,999.

According to the geographic division of states, city managers from the New England states submitted 15 usable responses; 13 from the Middle Atlantic states; 34 from the East North Central states; 11 from the West North Central

states; 15 from the South Atlantic states; three from the East South Central states; nine from the West South Central states; seven from the Mountain states; and 19 from the Pacific states group.

Fire chiefs employed in the largest city group considered, 40,000 - 49,999, returned 41 of the 69 questionnaires sent out. This was the best return from any group of employees in any city size category as 59 percent of the fire chiefs responded. Police chiefs from the same size cities provided a 58 percent response, and the next best response was also from the police officials who in the 10,000 - 19,999 size cities, returned 55 percent of their questionnaires in a usable form. The range for police and fire officials from all size groups was 44 percent usable response to 59 percent.

City manager response ranged from 30 percent usable questionnaires in the 40,000 - 49,999 category to 39 percent in the 30,000 - 39,999 size cities.

Table I, which follows on the next page, shows a regional distribution and return chart.

TABLE I

CHART SHOWING REGIONAL DISTRIBUTION OF QUESTIONNAIRES AND THE NUMBER AND PERCENTAGE
OF RESPONSE BY POLICE AND FIRE CHIEFS AND CITY MANAGERS

Area	Questionnaires sent	Questionnaires returned		
		Police	Fire	City managers
New England states	54	34/63%	24/44%	15/27%
Middle Atlantic states	54	23/43%	19/35%	13/24%
East North Central states	84	45/53%	47/56%	34/40%
West North Central states	28	18/64%	14/50%	11/39%
South Atlantic states	36	16/44%	22/61%	15/42%
East South Central states	21	5/24%	10/47%	3/14%
West South Central states	22	11/50%	11/50%	9/41%
Mountain states	22	13/59%	14/63%	7/32%
Pacific states	44	27/61%	17/39%	19/43%

II. I WOULD SAY THAT THIS COMMUNITY COULD BE DESCRIBED AS A: (CHECK ONE).

- a- Residential community
- b- Residential - retail business community
- c- Residential - light industrial community
- d- Residential - retail business - light industrial community
- e- Residential - retail business - heavy industrial community
- f- Residential - retail business - light industrial - heavy industrial community

TABLE II

RESPONSE BY POLICE AND FIRE CHIEFS AND CITY MANAGERS TO QUESTION 2

Respondent	Questionnaires returned	Type of city					
		A	B	C	D	E	F
Police chiefs	192	11	27	8	81	31	34
Fire chiefs	178	5	27	5	73	23	45
City managers	126	10	25	2	54	9	26

The purpose of this question was to determine if a satisfactory cross-section of the types of communities in the United States were contacted and responded. As indicated in Table II, a wide range of response resulted.

Considering the total response of 496 usable returns, 26 were from respondents who described their communities as only residential in nature, and seventy-nine respondents categorized their cities as being residential-retail

business in type. These two types, which would seemingly provide minimum problems to a police-fire integration program, provided 105 or 21 percent of the usable responses.

The more complex communities having the additional problems of light and/or heavy industrial facilities submitted the remainder.

III. I (DO) (DO NOT) BELIEVE THAT AN AVERAGE POLICEMAN OR FIREMAN COULD LEARN TO FUNCTION EFFECTIVELY AS BOTH A POLICEMAN AND FIREMAN.

The operating agency administrators indicate that their immediate subordinates are poorly qualified in general to learn to do both functions. On the other hand, city managers agree on an approximate two-to-one ratio that firemen and policemen can learn to do each other's work in an effective manner.

Only six percent of all fire chiefs responding believed such employees could learn both occupations. Particularly, however, 15 percent of the fire chiefs representing the largest cities indicated that men could do so. Such a difference in attitude might indicate that men recruited for the fire service in the larger communities may represent a more qualified employee than those recruited for the smaller size cities.

Geographically, the fire chiefs from five of the nine areas provided no positive response to this question. Only the fire officials from the Middle Atlantic states, East North Central states, South Atlantic states and Pacific states gave some positive response and these ranged from nine percent to 14 percent.

Police chiefs overall responded in such a manner to indicate that 20 percent of them believed that police and fire employees could learn to function effectively in both capacities. The strongest expression of belief on this question was from the chiefs in the 20,000 - 29,999 size cities where 25 percent believed that men could learn both jobs and function effectively.

Geographically, a wide range of favorable response was received. Only one area, the East South Central states, failed to give any favorable response, whereas, 50 percent of the chiefs from the West North Central states thought that men had sufficient mental capacity to accomplish both tasks.

As indicated earlier, city managers provided more favorable response to this question. There was little difference when considering city size.

Geographically, the response ranged from a low of 54 percent in the Middle Atlantic state group up to 100 percent from those in the East South Central and Mountain state areas.

No specific reasons can be advanced for this varying degree of favor indicated by the three separate groups contacted. Two assumptions might be advanced, however,

neither can be proven on the basis of the information gathered.

One is that police chiefs generally may be recruiting and staffing their agencies with more carefully screened personnel. As such, the police chiefs could develop a stronger belief that their employees could learn to do both functions.

The second assumption is that city managers generally represent a group of employees having had a higher level of formal education than the police and fire chiefs. As such, their formal training has shown them that man's capacity to learn is almost never reached and that the ultimate extent of man's ability often is most dependent upon his motivation rather than native intelligence.

Of the 70 comments provided, all but two were to the effect that police and fire service employees could not learn to do each other's job. The two comments not in accord with the majority relate that public safety agency applicants could learn to do both jobs; however, there was no comment to indicate that employees currently engaged in public safety work could learn an additional scope of responsibility.

TABLE III
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 3

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	20%	78%	2%
Fire chiefs	178	6%	92%	2%
City managers	126	68%	30%	2%

IV. I (DO) (DO NOT) BELIEVE THAT INTEGRATION OF THE POLICE AND FIRE SERVICES WOULD BE MORE ECONOMICAL THAN THE SEPARATED SERVICES.

When integration is discussed, two factors are generally presented to support its concept. One is economy and the other is that the employees will provide a higher level of service to the community.¹

Another factor which must be considered is the growing demand by fire service employees for shorter work weeks. Immediately after World War II, most fully-paid fire departments were staffed by employees scheduled to work primarily 63 to 72 hours per week. Today, many of the departments have reduced the work week to 56 hours and some are confronted with requests to shorten the week to 40 hours.

As the work week for firemen becomes increasingly shorter the economic aspect becomes more important. Municipal administrators must decide how to distribute the tax dollar. Basically, this is a decision of hiring more men or utilizing those already employed in a wider range of duties.

¹James, op. cit., p. 158.

Since 98 percent of the fire chiefs responding to the questionnaire answered the question as did 97 percent of the police officials and 95 percent of the city managers, it is evident that strong opinion is held by those responding. In addition, it is also evident that the nature of the opinion varies according to the employment and responsibility of the respondent.

City managers varied little according to the size classification of their cities. The range consisted of a low favorable response of 62 percent for the city managers in the 40,000 - 49,999 size cities to a high of 74 percent for those working for communities having populations of 20,000 - 29,999.

Geographically, there was a much wider dispersion of attitudes. Managers for the East South Central states and the West North Central states provided responses of 100 percent and 91 percent, respectively. On the other hand, city managers in the Middle Atlantic and New England state groups indicated that only 46 percent and 53 percent, respectively, thought integration to be more economical. In the Pacific Coast area there appeared to be considerable indecision since only 74 percent of the respondents answered this question.

Fire officials varied considerably in their belief according to the size cities they represented. No significant trend was established. Chiefs from both the smallest and largest size city groups gave 14 percent and 17 percent responses which indicated that they believed integration to be more economical. The fire administrators from the two intermediate size city groups indicated only a two percent and a six percent belief that such was the case.

Three of the geographic areas gave no indication that integration was more economical. The strongest response indicating that integration might be more economical came from the Pacific area chiefs where 18 percent responded in this manner.

Again the police chief group indicated more than twice as much support for the positive aspect of the question than do the fire chiefs. Overall, 23 percent of the police officials indicated that they believed integration to be more economical.

Police officials from the largest city group believed to the greatest degree that integration was more economical. Thirty-three percent of this group considered the item in a positive vein and they were closely matched by the chiefs

from the 20,000 - 29,999 size cities who provided a 32 percent response supporting the economy of integration.

No significant trend was established by considering the police chief response according to city size because the lowest support, 13 percent came from the police in the 30,000 - 39,999 size group.

The Pacific state group of police officials, like their counterparts from the fire service, thought integration to be more economical than separated services to a higher degree than all but one other geographic division. They were exceeded only by the West North Central state police chiefs.

The West South Central area indicated only a nine percent belief that economical considerations favored integration; and only slightly stronger favorable attitudes were held by the New England and Mountain state area chiefs who indicated that only 15 percent of them thought integration to be the most economical approach.

Response to the question by the employee groups provides no information that could be determined conclusive. Reactions vary without trend throughout the city size classification and there is no continuity disclosed when one compares the reactions by those responding from each

employment group in the geographical area breakdown. One finds both the strongest and weakest responses coming from the various officials in the same regional divisions.

Those city officials who responded and who chose to include comments provide some additional information. The expected type of comment, such as, "Uneconomical" or "Higher caliber of personnel needed" were in the majority as 43 of the 50 appropriate comments received fell into this category. Surprisingly, however, only one of them mentioned a possible rise of fire insurance rates which has been one of the strong arguments raised to oppose integration.

The most unusual and least expected response came from a city manager who stated that integration would mean a lessening of job opportunity and government should not contribute to the unemployment problem. Also surprising was the response of two fire chiefs who indicated that the issue of integration was primarily initiated by the poor administration of firemen, who had been allowed to appear publicly in an unproductive manner for long periods of time. Three police chiefs and two city managers submitted similar comments, but it was particularly significant to

have the fire chiefs point the finger of accusation at their own colleagues.

TABLE IV
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 4

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	23%	74%	3%
Fire chiefs	178	10%	88%	2%
City managers	126	66%	29%	5%

V. I (DO) (DO NOT) BELIEVE THAT AN INTEGRATED POLICE AND FIRE SERVICE WOULD BE A MORE INTERESTING CAREER TO POLICE AND FIRE SERVICE APPLICANTS.

TABLE V
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY MANAGERS TO QUESTION 5

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	15%	83%	2%
Fire chiefs	178	5%	93%	2%
City managers	126	64%	29%	7%

Fire chiefs, except for those from the 40,000 - 49,999 population size group of cities, expressed an exceptionally strong attitude that integration would not be a more interesting career to police-fire recruits. The chiefs from the larger sized cities provided a 15 percent response to support that integration would be a more interesting career, but their associates in the 10,000 - 19,999 size group provided only a five percent favoring response. In the 20,000 - 29,999 and 30,000 - 39,999 size categories chiefs were even more secure in their belief that an

integrated career would be less interesting by providing a zero and two percent response, respectively.

In the geographic area breakdown, the only exceptional positive indication was from the chiefs responding from the East North Central states where 11 percent of them believed that integration would be a more interesting career. Their colleagues from four areas provided complete negative responses.

The city manager group continued to provide a majority agreement. In addition, the range of opinion by comparing the four city size groups with the total city manager response varied only three percent above the 64 percent provided by all to two percent less than the 64 percent.

Geographically, there was a wider dispersion with a range of 40 percent provided by the New England group to a maximum of 100 percent as returned by the managers from the East South Central states.

The police chiefs again provided a response that would support the integration concept to a greater degree than the fire chiefs, but also again considerably less than the city managers. Significantly, although the difference was not great, the greatest support for this question was

given by the police from the larger cities. This trend was also noted in the other employment groups as the fire chiefs and city managers of the 40,000 - 49,999 population size cities gave this question the greatest support from the point of city size categories. In addition, the police officials also were consistent in their opinion when this question is considered on the basis of city size. The range here was but five percent when compared to the total police chief response.

A 25 percent response range exists when the police chief response is viewed from the geographic division of states. Ironically, this maximum range dispersion exists between two geographic areas that exist next to each other: the South Atlantic state group with a 25 percent "I do" response as compared with a zero "I do" response from the police chiefs from the East South Central states.

An unexpected type of response in the form of comments applicable to this question was received. Eleven responses; two from police chiefs, two from city managers and seven from fire chiefs, were submitted, which indicate that a policeman's and fireman's attitude was too dissimilar to permit the successful implementation of integration.

This is surprising because the stated objectives of each public safety agency have generally included that of rendering service to the public. It is not understood how one public servant can have a different attitude relative to serving the public than his counterpart in the other public safety agency. Seemingly the motivation to serve would be paramount and the product or service provided would be relatively insignificant.

VI. I (DO) (DO NOT) BELIEVE THAT AN INTEGRATED POLICE AND FIRE SERVICE WOULD BE A BETTER PUBLIC RELATIONS PROGRAM THAN THE SEPARATED POLICE AND FIRE SERVICES.

The placement of this question in the questionnaire was made on the premise that an integrated public safety program in municipalities would be more acceptable to the public than the traditional programs. Since the two primary reasons for developing integrated public safety programs are economy and improved service to the public, it would appear that either or both of these reasons would be strong motivations for improved public relations.

The response to the question and comments received do not support such a premise. Each of the employment groups provide their low, or nearly so to this point, favoring response to the question.

The comments received probably provide the reason for this attitude, because a high percentage of them could be applied in some degree to the premise and the question. Specifically, comments related directly to the aspects of economy and improved service or efficiency were received from 77 of the respondents who indicate that they believed integration to be "inefficient," "uneconomical," or "with

too dissimilar functions to permit manpower accomplishment." Thus, it becomes rather easy to presume that when so many have sufficiently strong attitudes to incorporate a special comment, many others share similar feelings and indicate their response only by circling the "do not" segment of the question.

City managers as a group gave a much greater favoring response to the question than did the police and fire chiefs. Police and fire chiefs from the 40,000 - 49,999 city size group continued to provide the greatest degree of support, but the city managers from these larger cities provided the lowest level of favor. Again the ranges of dispersion for all three types of respondents according to city size were not wide and there appears to be little significance in the statistics.

The regional areas, however, particularly for the city managers and to a lesser degree the police chiefs, indicate a wide dispersion range of favor toward the question. City manager beliefs for the item ranged from a low of 23 percent as given by those from the Middle Atlantic states to a high of 89 percent from the West South Central area. Police chiefs, who had a much lower overall favoring response, also indicated considerable difference of opinion

on an area basis. Here the high was 22 percent from the West North Central states to a low of zero from both the East South Central and the West South Central state groups.

TABLE VI
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 6

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	12%	84%	4%
Fire chiefs	178	6%	94%	--
City managers	126	54%	38%	8%

VII. I (DO) (DO NOT) BELIEVE THAT INTEGRATION COULD BE EFFECTED COMPLETELY IN SOME COMMUNITIES.

Up to this point the first two questions were non-specific with regard to the subject of integration and questions three through six were general in nature attempting to determine attitudes primarily.

This and the next question deal more specifically with the matter of integration itself and the attitude of the respondent to applying the concept to some community other than his own.

A premise was made that respondents who had any acceptance for integration might favor one or both of these questions. In general, this premise was borne out as the highest degree of favoring response was credited to questions seven and eight. Also, as expected, there was a higher degree of favoring response to question eight than there was to question seven.

Question seven was supported by 50 percent of the city managers, by 39 percent of the police chiefs and by 17 percent of the fire officials. Except for the city managers this is the highest level of response recorded by the respondents to this point. As such, the response could be

interpreted by those desiring to implement an integrated program as having at least tacit support from the non-effected chiefs and city managers. There is of course negative opinion, too, but at least the positive and negative opinions would tend to offset each other as far as the police chiefs and city managers are concerned.

The fire chief response of 17 percent favoring the question, while low, can also be interpreted favorably by the integration enthusiasts. This is because it indicates a break in the suspected almost unanimous opposition to integration that fire chiefs allegedly hold.

Comments offered by fire chiefs give some evidence to this increasing favorable attitude. For example, thirteen chiefs included comments in their responses supporting the concept that integration could be implemented in some situations.

City manager and police chief groups also provided a corresponding number of comments to the effect that integration could have application under circumstances to be considered by the individual community.

The range of favor as provided by the three groups of officials in general was narrow when considered on the basis of city size. The only real departure was by the fire

chiefs from the 40,000 - 49,999 size group where the response favoring the question was 34 percent which was twice as much as fire chiefs overall.

Regionally, the fire chiefs from the East North Central, West North Central, East South Central and Mountain state groups provided almost twice as much favor as do the fire chiefs overall. On the other hand, chiefs from the West South Central states continued their strong opposition to any aspect of integration by again providing no favoring response.

The police chief regional response was closely grouped with only the New England, Middle Atlantic and West North Central areas providing any significant departure. These groups responded with 29 percent, 26 percent and 50 percent votes favoring the question.

Geographically, the city managers, too, showed little dispersion except for the isolated examples of the East South Central and Mountain state areas. Both of these groups, which had very few individuals responding, provided 100 percent and 71 percent favorable returns.

Responses to this question again continue the trend established through most of the other questions. This has been the response from the officials of the large city group,

who favor integration concepts to a greater degree than do their colleagues from the lesser size cities.

TABLE VII
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 7

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	39%	46%	15%
Fire chiefs	178	17%	71%	12%
City managers	126	50%	44%	6%

VIII. I (DO) (DO NOT) BELIEVE THAT INTEGRATION
COULD BE EFFECTED IN PART IN SOME COMMUNITIES.

This question as stated earlier is a natural continuation of the one presented as question seven and which was just discussed. Total integration means, according to the Citizens Research Council of Michigan, the combination of all non-technical, non-specialist police and fire duties.² Under another definition, integration consists of a consolidation of fire and police functions justified by the physical and social factors and other conditions in a community.³

Under either of these definitions, partial integration would include any portion of a totally integrated operation. As such, partial integration can and does have many forms. In practice even those communities employing what they believe to be fully separated agencies would find upon close scrutiny that they might have a degree of partial integration without knowing it.

²Glenford S. Leonard, "On the Integration of Police and Fire Services" (paper presented to the Ohio Fire Chief's Convention, Springfield, Ohio, July 25, 1957).

³John D. Holstrom, "Current Trends in Fire-Police Integration" (paper given at the 85th Annual Conference of International Association of Fire Chiefs, Los Angeles, California, September, 1958).

Comments relevant to the question were received from 30 respondents and each of them indicated that integration, either full or partial, could be implemented. Four of them were so specific to indicate that the communication system serving the police and fire services should be integrated. Another stated that the integration concept should include the building inspection department of the city along with the fire-police services.

The attitude of the fire chiefs is particularly significant since their national organization, the International Association of Fire Chiefs, resolved at their Annual Conference in 1957 to oppose the concept of integration.⁴ In addition, the International Association of Firefighters has also fully opposed the movement.⁵ The results here could be likened to the long suspected effect that labor unions hold over their members when the members go in private to the polls to vote.

Once again the officials representing the larger city size group indicated the greatest or close to the greatest level of support. The range between city size groups in no instance was large and there is little significance in the city size breakdown.

⁴ Ibid.

⁵ Ibid.

Regionally, the fire chief response was strongest from the East North Central states and weakest in the Middle Atlantic area. Strongest police chief support also came from the East North Central states, but it was matched by the response from chiefs in the West North Central and Pacific areas. The Middle Atlantic states' chiefs, like their counterparts from the fire service, provided the lowest level of support.

For the city manager group the maximum support on a regional basis came from the East South Central states who unanimously elected to favor the question. Minimum support was indicated by those from the Mountain states area.

One interesting note is that the police and fire chiefs from the East North Central states gave the greatest level of support to the question, while the city managers from this area provided less than the overall percentage for their group.

TABLE VIII
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 8

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	53%	36%	11%
Fire chiefs	178	40%	50%	10%
City managers	126	75%	16%	9%

IX. I (DO) (DO NOT) BELIEVE THAT INTEGRATION COULD BE EFFECTED COMPLETELY IN THIS COMMUNITY.

This and the next two questions provide for the possibility of implementing an integration program in the city of the respondent. As such, it makes the response quite personal. Positive responses probably will indicate the degree of integration enthusiasm by police and fire chiefs and city managers throughout the United States.

As expected, since complete or total integration is quite specific and unusual, the overall favorable response to question nine was considerably less than that for questions seven and ten. It becomes evident from the response that total integration may work well for you in your situation, but not in mine. The tenor of the comments made relative to this question also support such a premise.

For example, fifteen respondents commented to the effect that integration could possibly work well in small cities. Of these, only two--one by a police chief and one by a city manager--were from respondents employed by the smallest city size group contacted.

The overall responses from city managers, who gave a 50 percent favorable response to the question for implementing

integration in other cities, fell to 25 percent support for total integration in their own city. Even more drastic was the decline of support for this question by the fire and police administrators. The fire chiefs, who gave question seven 17 percent support, fell to two percent in this item. Similarly, police chiefs decreased their support from 39 to five percent.

As expected, since complete integration is probably more complex in the larger size cities, support for the question was generally at its peak from the smaller size city respondents. Support declined gradually through the city size groups so that the respondents from the largest cities provided the lowest level of favoring response. The only exception to this trend was from the police chiefs of the 10,000 - 19,999 population groups who gave the lowest level of support for the question when the police chief response was considered on a population group basis.

Geographically, city managers from the New England area gave no support to this question while their colleagues from the West North Central states indicated that 45 percent of them would favor installing a total integration program in their own communities.

Seven of the regional areas from which the fire chiefs responded gave no support at all to the question. Only the chiefs from the East North Central states and the South Atlantic area provided some favorable response, which in each instance was very low.

Police chief attitudes, although more favorable to the question than that of the fire officials, were not so consistent. Peculiarly, the regions indicating minimum and maximum support were in direct opposition to the attitudes expressed by the fire chiefs from the same areas.

New England police chiefs indicated the greatest degree of support as compared to the New England fire chiefs who gave the question no support. Similarly, but in reverse order, South Atlantic fire chiefs, who supported the item to the greatest degree, were contradicted completely by the police chiefs from that area who indicated no support whatever.

TABLE IX
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 9

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	5%	92%	3%
Fire chiefs	178	2%	96%	2%
City managers	126	25%	72%	3%

X. I (DO) (DO NOT) BELIEVE THAT INTEGRATION COULD BE EFFECTED IN PART IN THIS COMMUNITY.

As indicated earlier, this question comes naturally into its place on the questionnaire form. It is also quite important since it assumes favorable response indicates a willing attitude to implement integration in the respondent's city.

Partial integration is a very inadequately understood term. This is true because there is so much middle ground between the extremes of fully-separated services to a fully-integrated public safety organization. Even in the extremes one can find exceptions which would indicate partial integration to be a much more common practice than it is suspected to be.

It is further suspected that the outcry of opposition to the application of integration of the public safety agencies is not based upon the already widespread practice of partial integration. Rather the opposition is pointed against full integration and the potential loss of identity on the part of either one or both of the agencies involved.

Comments submitted with the completed questionnaires were not too numerous with regard to this question. Those

received were primarily submitted by the fire chiefs who indicated that partial integration could be used in most cities. The essence of their statements was that integration could be used in some form in most cities and one even suggested that a policeman and a fireman could patrol together. Another comment suggested functional integration in the low fire risk area of the city.

These opinions tend to offset the adamant opinions of others who feel that integration in any form is impossible or ridiculous. Also offsetting each other are the contradictory opinions of two city managers. In one instance the respondent stated integration must be complete to be effective and in the other case another reported that integration could never be complete. Unfortunately both may be absolutely correct when they apply their concept of what integration means to their own precise set of circumstances.

Further evidence of a higher degree of acceptance toward partial integration for the respondents' home city is also gathered from a tabulation and evaluation of the individual responses.

City managers indicated that 50 percent of them believe that partial integration could be instituted in their

own programs. Such a response can be interpreted with the premise that one-half of the city managers working for the 10,000 - 49,999 population size cities in this nation agree that integration could be established in their cities.

Despite this substantial degree of acceptance it would be well for the city manager, who is considering such a program, to be aware of some of the attitudes and cautions expressed in the comments. Some of these as summarized are: (1) state laws may prohibit integration; (2) integration would take time and effort to implement; (3) police and fire personnel and organizations are too self-interested; (4) a higher caliber of men are needed to operationally and administratively staff an integrated program; and (5) the city's singular characteristics should determine if such a program is feasible.

Those city managers from each of the city size groups, except the 30,000 - 39,999 segment, provided approximately the same response to favor this question as did the entire group when considered overall. In the case of the city managers from the 30,000 - 39,999 size communities, theirs was the only size segment to indicate less than 50 percent support of the question.

Regionally the greatest support came from the West South Central, West North Central and Mountain areas. The lowest level of support was derived from the East South Central, Middle Atlantic and New England regions.

A peculiarity was noted in the response to question nine and question ten by the managers from the East South Central states. It is significant to note that the number of responses is very small and subject to radical change. Despite this there was some support for total integration in the respondent's home town while there was none for partial integration. From this it is apparent that one city manager at least believes that total integration is more feasible than integration on a partial basis. As such, it is consistent with a comment received from a city manager who stated that integration must be complete to be effective.

Four times as many fire chiefs overall supported the concept of partial integration in their home towns as did they support the implementation of complete integration. Despite this increase it is significant to note that only eight percent favored integration at some level less than total. This is important to the proponents of an integration plan. It points to one area of public service where the administrators must be assured and convinced that such

a plan will not lessen the degree of effectiveness and service they have spent their careers to establish and improve.

Such assurance might best be developed upon the premise that improved public service will be offered and that the decision is not based upon an evaluation of the dollar value arraigned against the potential loss of life and property.

Consideration of the fire chief response as viewed from the city size character finds that the greatest support comes from the fire administrators employed in the larger cities. The reason for this may be interpreted to mean that the larger city chiefs feel more secure in their positions.

Geographically, the fire chief response was generally in accord with their response to the previous question. The chiefs from the South Atlantic and East North Central regions provide the strongest support. The chiefs from the West North Central, East South Central and the West South Central areas continue to provide no support at all for any suggestion of integration in their community.

Approximately one-fourth of the police chiefs responding indicated that they believed integration could be implemented in their own communities. City size evaluation shows that uniform support for the question exists in three of the

four categories. The lone exception is the group from the third largest city size segment where the respondents provided a 34 percent favoring response.

A possible explanation for the higher degree of desire to implement partial integration by the police chiefs from the 20,000 - 29,999 population size cities may be their observation of potential manpower assistance from the fire service. In this size city it would take an unusual fire hazard condition to occupy the time of a full-paid and properly staffed fire fighting force. Without such a hazard a fire fighter's time could often be spent in a non-productive manner and therefore be the envy of a personnel-shortened police administrator.

Regionally, the police chiefs from the West South Central and the West North Central areas provided the strongest support. Their colleagues from the East North Central and New England regions did not present such a forceful attitude as they displayed only one-half as much favor.

TABLE X
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 10

Respondent	Questionnaires returned	Percent "do" response	Percent "do not" response	Percent no response
Police chiefs	192	24%	70%	6%
Fire chiefs	178	8%	88%	4%
City managers	126	50%	42%	8%

XI. PLEASE CHECK ASPECTS OF AN INTEGRATED PROGRAM
FROM THE FOLLOWING LIST THAT YOU WOULD FAVOR IN YOUR
COMMUNITY.

- a. Appointment of a director of public safety to direct both the police and fire operations.
- b. Recruitment by a single authority for both services.
- c. Recruit training by a single authority for both services.
- d. Purchasing of all supplies and equipment by a single authority for both services.
- e. Housing of both services in a single building or combined occupancy buildings.
- f. A single garage and maintenance facility for both services.
- g. A single records system control for both services.
- h. Traffic point control by on-duty firemen at regular points. (Example--Friday or Saturday shopping rushes or holiday parades).
- i. Equipping police patrol cars with sufficient first-aid fire equipment and protective clothing to permit an effective response to fire calls by police patrols.

TABLE XI

RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 11

Respondent	Question- naires returned	Number of integration phases selected								
		A	B	C	D	E	F	G	H	I
Police chiefs	192	42	56	37	76	51	85	29	34	56
Fire chiefs	178	41	34	13	43	21	36	13	4	30
City managers	126	69	80	61	96	60	85	63	57	96

The purpose of this question was to determine what specific aspects of a partially integrated service would be desired by the city officials asked to respond. As the comments indicated the examples listed in the question were an incomplete number of possibilities. Several respondents mentioned in their comments that communications could easily be integrated for the two services. City officials, of course, could easily add several more areas that would be worthy of consideration.

The overall response from all respondents indicated that purchasing of supplies and equipment by a single authority was their most popular choice. Individually both the fire chiefs and city managers selected this item more than any other. Police chiefs followed closely by making it their second ranked selection.

That aspect receiving the second highest number of selections was the provision for having a single garage and maintenance facility for both services. Police chiefs made this item their foremost choice and the city managers and fire administrators each installed it as their third choices.

It is interesting to note with regard to both of these that if installed neither would be of significant

effect to the separated departmental operations. Both are staff services and could be instituted without causing a loss of identity or operational function to either agency.

The next most popular selection, however, provides a degree of operational integration that borders closely upon the concept of total integration. As such, it represents a radical departure from the first two selections.

City managers as one of their two first choices indicated that they would favor equipping police patrol cars with sufficient fire fighting gear to permit an effective response to fire calls by police personnel. Police officials placed this as their third most desirable item.

Such an implementation is closely aligned to one of the foremost arguments for integration. Proponents of the program argue that it makes good sense to equip their public safety patrolmen with fire fighting equipment because when the fire alarms are sounded these men are often in the vicinity and can extinguish an incipient fire with first-aid equipment. The experience of one integrated department provides evidence to support this theory. Oak Park, Michigan, patrols extinguished more than twice as many fires during the four years, 1955-1959, than did the fire fighting

apparatus and crews.⁶

It is strange, however, that fire chiefs placed this item so low on their rank-order list of preferred actions. As indicated experience shows that most fires can be dealt with effectively if extinguishing action is taken without an undue loss of time. Therefore, it seems logical that improved public service provided in this manner would benefit all concerned. True, there might be favorable publicity accorded to the police department because of the action of patrol officers. However, the fire department would share in the benefits because their annual fire losses, which are often a gauge of efficiency, would be reduced and their ultimate labors would be lessened through the action of others.

Taken in their rank-order as indicated by all of the respondents it is found that the remaining items were placed as follows: (4) recruitment by a single authority; (5) appointment of a director of public safety to direct both operations; (6) housing of both services in a single building; (7) a single records system control; (8) recruit training by a single authority, and (9) traffic control by

⁶Glenford S. Leonard, "Report of Sixth Year of Integrated Police and Fire Services" (Oak Park, Michigan, December 27, 1960).

on-duty firemen during rush-hour periods.

An examination of each aspect and the order in which it was placed as desirable by the respondents indicates that except for the third, fifth and ninth choices, selections were of a staff or service function to the operating departments. Little fault can be found with such a selection because in those departments operating under the title of "integration" there are many specialist functions and integration exists primarily in the staff service and administrative levels.

Police chief response considered on a city size basis placed, in each instance, their choices in the same order as did their group as a whole. Fire chiefs, evaluated in a similar manner, generally held to the rank-order positions established by all fire chiefs, except that the chiefs from the two smaller size city areas placed equipping the police patrolman with fire fighting gear among their top three selections. City managers also, except for one item, followed the record developed by all city managers as a single group.

Geographically, the city managers from the various regions generally made selections in accord with the top four items as nominated by all city managers.

Evaluated on a regional basis, it is found from the police response that two aspects received rankings as first, second or third choices from all areas except one. Purchasing by a single authority, one of the two highly placed by all areas, failed to place in the top three positions only from the West North Central area. The other highly placed integration feature was the single garage and maintenance facility which was an unanimous selection by all area chiefs.

Fire chiefs' responses, considered on a regional basis followed, with little exception the rank-order placement of items by their colleagues considered as one group. Items receiving support but not enough to rank them in the top three were recruitment by a single authority and equipping police cars with fire fighting equipment. Both of these concepts were ranked among the first three by five of the geographical divisions. In addition, housing in a single building was high ranked by two areas, and a single records system and on-duty traffic control by firemen were each named a single time by one of the regional areas.

XII. THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE AND THE INTERNATIONAL ASSOCIATION OF FIRE CHIEFS (SHOULD) (SHOULD NOT) TAKE A RIGID AND UNCOMPROMISING STAND ON THE SUBJECT OF INTEGRATION.

National organizations, both because of their size and prestige, can do much to shape the thinking and attitudes of their members and the public. Controversial issues and matters needing clarification are often referred to such groups for the purpose of obtaining expert guidance.

Integration of the police and fire services has been such an issue and several of the foremost national and state organizations have deliberated at length over the matter. The official actions of four of them have been interesting and quite diverse.

The International Association of Chiefs of Police, which can be considered an official voice for the police administrators, has often been asked if it had a defined policy relative to integration. The Association's Executive Committee has indicated that is is the policy of the IACP to leave matters of local government structure to the elected officials of the community.⁷

⁷"Subject: Police-Fire Integration," The Police Chief (July, 1961), 4.

On the other hand, national fire organizations such as the International Association of Fire Chiefs and the International Association of Firefighters have formally resolved or fully opposed the concept of integration.⁸

The National Board of Fire Underwriters, also a strong voice for fire department interests, has not adamantly or formally opposed integration, but it has eloquently argued that such a plan has little hope for success.⁹

The International City Managers Association has not promoted the adoption of integration by any official action. However, the subject has been considered at length.¹⁰

On the strength of these actions and concerned with the possibility for cities desirous to research such a program without undue pressure from nationally organized groups, the question was inserted in the survey instrument. Responses generally followed organizational policy.

⁸ John D. Holstrom, "Trends in Police-Fire Integration," The Police Chief (July, 1961), 34.

⁹ "Combining of Fire and Police Departments," National Board of Fire Underwriters, Special Interest Bulletin No. 330, November 30, 1953.

¹⁰ Holstrom, op. cit.

Fire chiefs collectively provided a 79 percent response to indicate that the national groups should take strong stands on the issue. At the other extreme, city managers provided only a 20 percent support to such a position. Police officials, again standing somewhere in between the extremes, indicated by a slim majority that they too supported the idea for the national organizations to take a firm stand. While there was an almost complete response from fire department respondents it is interesting to note that 11 percent of the city managers and 13 percent of the police failed to provide any answer to the question. Apparently there was considerable indecision on the part of these respondents.

Viewed from the point of city size response, five administrators from the smallest city size group and those from the largest cities provided the lowest level of support to their associates on this question. Police chiefs and city managers from the 10,000 - 19,999 and 30,000 - 39,999 population groups indicated the lowest degree of support in their area.

It is significant to note that from each group of employees those from the smallest cities provided the lowest degree of favor. This might be interpreted to mean that the small city administrators would, to a greater degree, allow

such an issue as integration to be considered on its own merits and within the framework of the individual city's needs.

Comments received that were pertinent to the question tend to support such a theory. Several fire chiefs, police officials and city managers indicated in their comments that the cities should decide for themselves.

On a regional basis, the fire officials from the West North Central states continued to indicate their almost complete opposition to integration or any factor dealing with it by unanimously voting to have the national organizations take a rigid position on the issue. Chiefs from the East South Central and Pacific regions placed themselves at the other extreme where one-half of their representatives indicated a desire for the national associations to neither oppose or support the integration question.

There was a very narrow range of view expressed by the police chiefs when their responses were considered on a regional basis. Sixty-five percent of the police responding from the Middle Atlantic area were the strongest proponents of the idea that no official positions be taken. Those from the East South Central region were the least enthusiastic. Once again it is interesting to note that the chiefs

from the New England area, who are immediate neighbors to the Middle Atlantic area, gave only a 47 percent response to indicate that an official stand be taken.

South Atlantic area city managers gave no support at all for having the national organizations voice an official position. At the same time their immediate neighbors from the East South Central area and those from the New England states were the strongest supporters for official positions by the primary associations. Like the fire chiefs and unlike the police administrators, the city managers' viewpoint on this question indicated a wide range when considered on a regional basis. Peculiarly, however, the widest ranges occurred to almost the greatest degree between neighboring regions.

TABLE XII

RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 13

Respondent	Questionnaires returned	Percent "should" response	Percent "should not" response	Percent no response
Police chiefs	192	54%	33%	13%
Fire chiefs	178	79%	19%	2%
City managers	126	20%	69%	11%

XIII. I (HAVE) (HAVE NOT) PARTICIPATED IN A SURVEY ON THIS QUESTION BEFORE.

The purpose of this question was to determine to what extent this study may have duplicated other efforts to inquire into this issue. Surprisingly, it is found that the fire chiefs, who generally indicate little enthusiasm for the subject, report that 25 percent of them have been involved in other studies. Two premises might be established at this point. One is that the fire department operation is viewed by some proponents of integration as the source of manpower to make integration work. Therefore, fire department officials, to the greatest degree, have been surveyed at length to determine what pitfalls exist for the integrationist.

The second premise follows closely upon the first. People who are constantly queried about a particular topic soon develop a strong interest and more often a strong aversion to it. Is it possible that the fire administrators have developed their strong opposition for this reason?

The second premise does not stand up under the scrutiny of viewing the fire chief's responses on a city size

basis. Here it is noted that the chiefs from the small cities indicate they have responded to more surveys than has any other city size group. An examination of their responses to this and the other questions indicates they provide, in most instances, a higher level of support for the concepts of integration than do their colleagues as a whole.

Regionally, the western areas indicate that they more than any other group have participated in previous studies. Across the continent and arranged along the east coast, the New England and South Atlantic state areas report that they have the least previous experience with surveys on this question.

Police officials indicate that they have participated in similar studies before second only to the fire chiefs. With them, however, only 17 percent report that they have done so. The police from the largest cities contacted relate that 23 percent of them have been involved earlier and theirs is the only group to vary from the level established by all police responses.

When considered on a geographic basis, it is again noted that the highest level of response is from the police in the Mountain state region where 31 percent report that

they have contributed information such as this at an earlier time. This is of interest because the fire chiefs from this area report that they too have been more involved than have the other area fire chiefs. Those police officials from the East South Central, South Atlantic and Middle Atlantic areas report little or no previous contact with this type of study.

Strangely, the city managers relate the lowest level of previous study experience. Only 11 percent of the 126 city managers responding with completed questionnaires indicate prior opportunities to provide this or similar information. An additional oddity is that the two smallest size city groups report that only six percent of them in each instance were ever contacted before. This appears to be most unusual since the application of integration is most often suggested for use by the small cities.

Those city managers responding from four of the geographic areas indicate that none of them had ever before participated in such a study. This too is difficult to understand since one of the areas is the Mountain states where both the fire and police chiefs reported that 43 percent and 31 percent of them respectively had previous integration study experience. The other three areas from

which no earlier study participation was reported are the West South Central, East South Central and New England state groups. The Pacific region, on the other hand, relate that almost twice as many of them have been involved before as have the city managers considered overall.

TABLE XIII
RESPONSE BY POLICE AND FIRE CHIEFS AND CITY
MANAGERS TO QUESTION 14

Respondent	Questionnaires returned	Percent "have" response	Percent "have not" response	Percent no response
Police chiefs	192	17%	80%	3%
Fire chiefs	178	25%	75%	--
City managers	126	11%	89%	--

XIV. PLEASE MAKE AS MANY ADDITIONAL COMMENTS AS YOU WOULD CONSIDER HELPFUL IN THIS STUDY.

Recognition must be given to the fact that a study instrument such as a questionnaire, which generally provides for little depth of response, is at best an inadequate device. Much has been learned from the experiences gained in dealing with this one alone. However, in an attempt to provide some means for the respondent to clarify his responses this final question was employed.

The purpose was generally realized as many of the respondents made objective expressions of their attitudes on the subject. An examination of the comments provides qualitative responses which may have made this area of the questionnaire the most meaningful to the student of local government and its operations.

Some of the comments were so expressive that a few of them will be reproduced in some entirety within this section. In this way the users of this study will receive the total benefit of the respondents' beliefs.

For purposes of summarization, the comments will be grouped into three general categories: "Integration Can't Work," "Integration Might Work," and "Miscellaneous Information Regarding Integration."

First, are those expressions which indicate that integration can't work. The following is a list of such statements. The titles are general in nature to permit inclusion of comments that express one general theme.

- A. Training and work is too specialized and dissimilar (41).
- B. Integration is inefficient (20).
- C. Attitudes of police and fire personnel are too dissimilar (11).
- D. Existing state laws do not permit integration (9).
- E. Police and fire organizations are too self-interested to permit integration (8).
- F. Integration is not economical (7).
- G. Integrated departments cannot cope effectively with simultaneous emergency incidents (3).
- H. Integration has always failed whenever tried (3).
- I. Integration has academic appeal but is unrealistic (2).
- J. It would take too long to train personnel (2).
- K. Integration would cause fires to be set to detract attention from other criminal activity (1).
- L. Professionalization of the police-fire services would prohibit integration (1).
- M. Police-fire personnel are too busy now to take on additional responsibility (1).

The number in parentheses following the item denotes the number of comments received regarding that specific idea.

A total of 109 comments were received with almost 50 percent submitted by the fire officers. Police administrators submitted 36 comments and city managers provided 19.

The primary objection voiced by city managers was that existing state laws prevent consideration for integration. The existence of such prohibitions are found in the State of Massachusetts today and until only recently in the State of Ohio. Proposed legislation to prohibit integration in cities over 10,000 population in Illinois was stopped by the Governor's veto.¹¹ Conversely, too, state legislation can also be the cause for increased interest in and the establishment of police-fire integration forms. Such was the case in Illinois in 1957 where the legislature enacted a maximum work week law for policemen and firemen.¹²

In addition, the managers also indicated that the training and work of police and fire personnel were too

¹¹"Police-Fire Integration--A Survey," A Report Prepared by the Cleveland Bureau of Governmental Research, Inc., Number 56 (Cleveland: November 15, 1961), p. 3.

¹²"Subject: Police-Fire Integration," The Police Chief (July, 1961), p. 4.

dissimilar and that police-fire organizations were too self-interested for integration to be considered.

The police officials provided as their primary objection the idea that the work of the two agencies was too specialized to consider such a program. Fire chiefs, too, gave this as their main aversion to integration.

Both the fire and police officials were in agreement also with regard to the comment that integration is inefficient. Each group indicated that this was their second most critical reason for not implementing integration.

The second category of comments, "Integration might work," received a total of 34 comments and a list of them follow. The number in parentheses again indicates the number of times the particular comment was submitted.

- A. Integration is possible in small communities (15).
- B. Partial integration can exist in most cities (4).
- C. Communications should be integrated (4).
- D. Integration is possible in residential cities (3).
- E. Recruits can be trained as integrated officers (2).
- F. Police and firemen could patrol together (1).
- G. Integration can be instituted when volunteer fire service is ended (1).
- H. Functional integration is possible in low fire risk areas of the city (1).

- I. Institute integration by degrees and include the building inspection department (1).
- J. Integration is an efficient use of manpower (1).
- K. Integration is possible in new cities (1).

The police, fire and city manager groups were in complete accord with each other as they individually indicated that integration was feasible in small cities. Almost one-half of all comments made were to this point. The only other comments voiced more than once by a particular employment group were: (1) partial integration can be used in most cities which was mentioned by three fire chiefs; and (2) communications should be combined as named by two city managers. All other items were mentioned by no more than one person from each of the employment groups contacted.

Several established programs exist and support the comments received. For example, partial integration is in operation at Park Forest, Illinois, where policemen respond to assist firemen at fire and resuscitator calls and firemen assist their police colleagues in station-house duties.¹³ At Evanston, Illinois, a combined police-fire communication

¹³Milan N. Plavsic, "In Park Forest, Illinois," The Police Chief, (July, 1961), 10.

system was established in 1959 and this permitted the reassignment of more than three men to other and more critical duty.¹⁴

Supporting another comment is the actual practice of Winston-Salem, North Carolina, where a combined police-fire program was established for only a precise area of the community. In this particular instance the combination district includes high value occupancies such as a hospital, expensive residences, a college and places of public assembly.¹⁵

The last category, "Miscellaneous Information Regarding Integration," is compiled of comments that are neither pro nor con over the issue of integration. They do, however, provide significant insight into some of the side issues surrounding the primary subject. From them the student can glean important information which should be considered. This group received a total of 39 entries of which city managers submitted 14. Twelve were provided by police officials and the remaining 13 were transmitted by fire officers. A list of the comments follow with that

¹⁴Hubert G. Kelsh, "In Evanston, Illinois," The Police Chief (July, 1961), 42.

¹⁵James J. Waller, "In Winston-Salem, North Carolina," The Police Chief (July, 1961), 8.

number in parentheses indicating the number of times each item was received.

- A. Cities should decide for themselves (8).
- B. Firemen are forcing the issue over integration (7).
- C. A higher caliber of men are needed for an integrated operation (6).
- D. Integration would take time and effort to establish (5).
- E. Economy is the only reason for integration (3).
- F. This survey does not provide for depth of response (2).
- G. Integration means fewer jobs and government should not contribute to the employment problem (1).
- H. Integration must be complete to be effective (1).
- I. Integration can never be complete (1).
- J. Integration needs good building laws (1).
- K. Integration will cause insurance rates to be raised (1).
- L. Integration is not a cure-all for the ills of public safety (1).
- M. The national organizations should oppose integration (1).
- N. The national organizations should not oppose integration (1).

Five city managers indicated that an integrated program would take considerable time and effort to implement. These comments are supported by the examples of several cities now utilizing the integration concept. Lack of preparation could be the primary reason for some of the failures of integration efforts.

Police chiefs submitted four comments to suggest that an integrated program would necessitate a higher caliber of men than are now employed in the separated services. If this is true, integration may never become established because many police departments, now having rigid entrance requirements, are experiencing difficulty in recruiting sufficient qualified personnel to man their authorized tables of organization.

Three police chiefs, who were joined by two fire administrators and two city managers, commented with the statement that firemen were forcing the integration issue to exist. When they expanded upon this general statement, two primary issues were provided to illustrate their opinion. One is that fire administrators have permitted their subordinates to appear unproductively occupied during the major portion of the fireman's on-duty time. The other reason was that firemen through their continuing demands

for shorter work weeks had created a financial impasse. The cities, therefore, had to look into different means for providing public safety service.

Mr. C. H. Hebrand, Fire Chief, Monterey, California, took steps in 1958 to insure that the fire fighting personnel under his direction were kept sufficiently occupied to avoid the criticism noted earlier. The chief in this instance issued a departmental memorandum which includes a schedule applicable to all personnel.¹⁶ This schedule outlines a weekly program to provide for the maintenance of equipment and station-houses, training, fire prevention activity and non-scheduled time. Only the necessity for responding to fire alarms is allowed to interrupt this routine. In this way there can be little opportunity for Monterey firemen to incur criticism by being observed in an unproductive manner.

The only other item receiving comments from all groups of employees was that the cities should decide the direction of their efforts themselves. Such a comment is considered to be a "must" because every community has its

¹⁶C. H. Hebrand, "Information Relative to the New Daily Operational Procedure as Outlined in Attached Schedule" (Monterey, California: City of Monterey, July 1, 1958), pp. 1-11. (Mimeographed.)

own characteristics which must be evaluated on their individual merits. No attempt should be made to apply some mass produced plan that could easily fail to fit the local issues.

A number of comments were received which deserve to be included to some degree in their entirety to preserve the essence of the sender's thoughts.

One city manager writes,

Our fire department works on a schedule of 24 hours on and 48 hours off. Most have a part-time job on the side. I have tried for several years to have the firemen do other duties such as school guard crossings, parking meter patrol, cleaning windows outside on the city building and various other functions. Other city officials are reluctant to go along. (I believe because of political reasons.)

A police chief states,

Some communities have made this integration work because they wanted it to work. No doubt covering up certain flaws in the program. Under no conditions, can it be proven to me, that having integration would provide efficient police and fire protection. . . .

Another police chief from the East North Central states provides the following comment which presents a most unusual viewpoint into his own area,

I have failed to check the item concerning the economical savings that could be effected by such an integration. I do not know. I am a firm believer that economy is important but in Public Safety, effectiveness should not be throttled by economic efforts.

I have been a police officer for 25 years. I am trying to keep an open mind and be objective and fair on this subject. At present my police officers are not nearly as efficient as they should be. We have a basic recruit training school (6 weeks, 275 hours) and a continuous year round in-service training program. Yet we clear only 53% of our Class I and Class II cases. The result is an economic loss of close to \$75,000 last year to the community. This figure doesn't appear on the tax bill or anywhere else except hidden down in the increased insurance rates.

Our accidents have increased yearly from 400 in 1955 to 674 last year. We killed four people and put 275 in the hospital through motor vehicle accidents. Our traffic control program (and we were given an Outstanding Achievement Award by the IACP last year for Police Traffic Supervision) is inadequate to cope with the traffic situation.

Constantly, the citizens are making increasing demands on the police departments for services. We provide the service and get so involved we don't prevent crime or accidents--both resulting in great loss of life, injury and money to the community. Now something else is added.

The administration of this program is vitally important. There are evaluation problems involved. Our city operates on a merit system--salary increases are granted on merit. Who decides? Very touchy subject.

An intelligent approach, with both the police and fire people understanding--both willing to cooperate, both giving a little and taking a little, will work. But most communities don't have this. . . .

A city manager reports,

. . . essentially--though over-simplified--I feel that integration is the start but not the complete answer. Further re-alignment of municipal (and county, state and school) functions must be involved for a complete answer to the tax problem

A fire chief from the East North Central area writes,

. . . integration would be just about as desirable as having onteeee families along with their mothers-in-law living in one house or apartment. Don't you think that this would be a grand IDEA? . . .

Another fire chief from the same area states,

. . . our city would be wide open for robbers and gangsters, each time we would have a fire due to the fact that our law enforcement and policing force would be at the scene of a fire and fighting the fire

A city manager reports on the subject of citizen interest,

. . . taxpayers, local--state and national, do not seem to get quite so actively concerned about reducing expenditures as they did thirty or forty years ago, and this argument for integration might not be potent enough to offset the many arguments that are advanced, not too accurately, against integration.

A fire chief responds as follows,

This is the best news arsonists and burglars have heard in the history of our country. Pinched pennies have never helped any community

Commenting on the aspects of economy a fire chief writes as follows,

. . . In my humble estimation if savings are the prevailing factor, cut out the waste and frills in government and you won't have to sacrifice public protection.

A city manager makes this statement,

I sincerely believe integration will be one of the future important ways to give better service at reduced cost. I also think it is one of the answers we are seeking

A fire chief from the Middle Atlantic area submits these views,

. . . As a fire chief who came through the ranks I am aware of the pride firemen take in their chosen profession and, to them, integration with the police department would constitute, in part, a "loss of identity."

To quote a standard phrase among my own men, "If we'd wanted to be policemen we would have taken that test."

A city manager from the East South Central area provides the following comment,

. . . if we were extending fire service and police service in a new area tomorrow it might be possible to put in a combination police and fire service without too much difficulty. However, our local situation is such that one department has long established good public relations, whereas, the other has had public difficulties. This would make it slower coming to this community

A police chief from the Pacific area provides these views relative to the personnel aspect,

In my opinion I would think integration would be most difficult to establish in a city with an average of personnel above 35 years of age. A new city or a city hiring a large number, then I would think there could be a chance.

Another police chief comments upon the establishment of integration in a new city,

It would seem that integration might be tested in some of the newly formed communities which do not have the traditions of entrenched separated services to combat. Yet I know of no communities where this has been accomplished. . . .

Commenting upon the economics involved in the traditional police services this police chief observes,

. . . I think a more realistic approach to lessening the cost of police service is to raise standards, salaries, hire more qualified personnel and reduce the number of personnel, retaining those of the intelligence and drive to do the job. To do this we would have to re-evaluate the purpose of having a police force; and remove from the responsibility of the police the duties of dog catching, crossing guards, family fight arbitrators, court clerks, jailors, counselors, water and sewer maintenance, garbage regulation controls, licensing controls. Also parking meter enforcement. Messenger service. Escorts

CHAPTER VII

CONCLUSIONS

The combining of police and fire services into a single operation so that the public safety employee would be equally equipped and proficient in both fire fighting and police service functions is known as total integration. Except in very unusual circumstances, integration, as we know it to exist in actual operations, does not fulfill the total integration concept. Instead, as is generally recognized, some specialized positions most often exist to permit the employee to develop the necessary skill and art. In addition, specialists need uninterrupted periods of on-duty work hours to accomplish their assigned responsibilities. This latter concept is known as partial integration and is in effect to a greater degree than the total application.

Another approach that closely resembles the partial integration concept is the combining of staff or service functions to assist the separated operations. Such developments are primarily called cooperative services.¹ These

¹"Subject: Police-Fire Integration," The Police Chief (July, 1961), p. 12.

often include the operational device of having the policemen assist the firemen at fire scenes and firemen assisting the police in station-house duties.

All of the foregoing concepts and the possible combinations that might be contemplated have been viewed with suspicion by the administrators of our traditional separated police and fire organizations. At the same time, others have expressed an interest because these "radical" possibilities promised potential economy and improved overall public service. These same persons, however, must be made to realize that the philosophies upon which the traditional services have been built might have to be altered or even disregarded if integration is to become an operating possibility.

Since it was known that there was opposition to the integration development by fire department officials this study was implemented to determine their attitudes. Also it was believed that city managers and police chiefs could provide an equally valuable contribution.

To obtain the information necessary to assess the attitudes of the public officials a questionnaire instrument was employed. This method was utilized, despite the recognized deficiencies of questionnaires, because it provided

the most appropriate means for reaching a widespread population.

A total of 1,107 specific public officials in 369 cities were contacted and a surprisingly usable response of 44.8 percent was received. This group of 496 completed questionnaires provided the basis for the information developed.

As suspected, the city managers were much more favorable in their views toward the subject than were either the fire chiefs or police heads. Approximately one-half of the managers believed that some degree of integration could even be accomplished in their own communities.

Fire department administrators, however, were much less favorably inclined and less than one-tenth of them appear to be willing to accept any level of integration in their operations. Police chiefs expressed views more liberal than those of the fire chiefs, but they were considerably less inclined to accept integration in their cities than were the city managers.

When given the opportunity to select those aspects of a partial integration program that could be implemented in their cities all of the public officials were in close agreement. Except for the operational feature of equipping police

patrol vehicles with fire fighting gear to enable the patrolman to respond effectively to fire scenes, the administrators indicated that staff-service function combinations were most desirable.

While not necessarily conclusive because of methodology deficiencies and the lack of a total study of all persons involved, this study does provide information which can be of value. Some conclusions can be developed and certain cautions can be offered.

Despite the enthusiasm of city managers and the apprehension of police and fire leaders toward integration there exists an area of possibility. Local conditions must receive primary attention. Such aspects as community acceptance, employee attitude, crime and fire problems, the ability to develop mutual aid agreements with neighboring jurisdictions, the ability to discard or remold traditional concepts and the legal framework are mandatory for consideration. If the problems that arise through such areas cannot be answered it is hardly likely that integration in any form can succeed.

If the problems can be cleared, a program of integration or increased cooperation will probably be worthy of consideration and possible introduction.

The greatest potential for total or near-total integration appears to exist in the smaller and less complex cities. However, partially integrated or cooperative operations have application in most every city. Further, the less complex parts of existing cities can be served by combination services without disrupting the traditions that exist in the more complex or heavily industrialized centers.

The introduction of integration is not, as one city manager reported, a cure-all for the ills of public safety. It does, however, offer the potential of certain economies and a more complete use of already employed manpower. Unless the program is well organized, presented properly to all concerned and administered with intelligent leadership there is little hope for success.

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APPENDIX

709 Newton St.
Lansing 12, Mich.

June 1, 1961

Dear Administrator:

One of the most recent developments confronting the public today is the increasing interest to integrate the police and fire services. Much has been said and written by those favoring and those not favoring such a plan. Little, however, has been done scientifically to survey and record the judgement and attitudes of the administrators most directly concerned and informed.

The attached questionnaire is being sent to a carefully selected stratified sampling of police chiefs, fire chiefs and city managers throughout the United States. From your returns it is hoped that certain facts will be learned which will assist one to better understand the development toward integration.

The survey will be confidential and no administrator or city will be identified.

Two copies of the questionnaire are enclosed. One is for your personal use. Since you and your community were carefully selected, it would be gratefully appreciated if you will carefully complete the other copy of the questionnaire and return it by July 1, 1961, in the enclosed stamped, self-addressed return envelope.

Sincerely yours,

A handwritten signature in cursive script, reading "Richard O. Bernitt".

Richard O. Bernitt

ROB:mg

Enc.

PLEASE CIRCLE OR INSERT YOUR ANSWER.

1. I am the Police Chief, Fire Chief, City Manager.
2. I would say that this community could be described as a: (check one)
 - a. Residential community.
 - b. Residential-retail business community.
 - c. Residential-light industrial community.
 - d. Residential-retail business-light industrial community.
 - e. Residential-retail business-heavy industrial community.
 - f. Residential-retail business-light industrial-heavy industrial community.
3. I (do) (do not) believe that an average policeman or fireman could learn to function effectively as both a policeman and fireman.
4. I (do) (do not) believe that integration of the police and fire services would be more economical than the separated services.
5. I (do) (do not) believe that an integrated police and fire service would be a more interesting career to police and fire service applicants.
6. I (do) (do not) believe that an integrated police and fire service would be a better public relations program than the separated police and fire services.
7. I (do) (do not) believe that integration could be effected completely in some communities.
8. I (do) (do not) believe that integration could be effected in part in some communities.
9. I (do) (do not) believe that integration could be effected completely in this community.
10. I (do) (do not) believe that integration could be effected in part in this community.
11. Please check aspects of an integrated program from the following list that you would favor in your community.
 - a. Appointment of a Director of Public Safety to direct both the police and fire operations.
 - b. Recruitment by a single authority for both services.
 - c. Recruit training by a single authority for both services.
 - d. Purchasing of all supplies and equipment by a single authority for both services.
 - e. Housing of both services in a single building or combined occupancy buildings.
 - f. A single garage and maintenance facility for both services.
 - g. A single records system control for both services.
 - h. Traffic point control by on-duty firemen at regular points. (Example—Friday or Saturday shopping rushes, holiday parades, etc.)
 - i. Equipping police patrol cars with sufficient first aid fire equipment, protective clothing, etc., to permit an effective response to fire calls by police patrols.
13. The International Association of Chiefs of Police and The International Association of Fire Chiefs (should) (should not) take a rigid and uncompromising stand on the subject of integration.
14. I (have) (have not) participated in a survey on this question before.
15. Please make as many additional comments as you would consider helpful in this study. (Use reverse side)

TABLE XIV
PERCENTAGE OF RESPONSE TO ALL SURVEY QUESTIONS BY CITY MANAGERS REPRESENTED
AS A TOTAL GROUP, ON CITY SIZE AND REGIONAL AREAS

	2	3	4	5	6	7	8	9	10	11	12	13	14																						
		d	dn	d	dn	d	dn	d	dn	a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	p	q	r	s	t	u	v	w	x	y	z
Total city manager response	a-10; b-25; c-2; d-54; e-9; f-26	68 30	66 29	64 29	54 38	50 44	75 16	25 72	50 42	55 63	48 76	48 67	50 45	76 20	69 11	89																			
City managers, 10,000 size cities	a-6; b-9; c-1; d-13; f-3	66 34	63 34	66 28	53 38	59 38	66 28	31 63	56 41	53 69	50 84	56 75	59 53	78 16	75 6	94																			
City managers, 20,000 size cities	a-3; b-9; c-17; e-1; f-4	68 29	74 24	62 32	62 35	38 56	85 9	32 68	53 38	56 68	47 68	50 68	47 62	82 24	68 6	94																			
City managers, 30,000 size cities	a-1; b-5; c-1; d-14; e-7; f-11	72 26	69 26	64 26	51 38	49 38	72 15	18 79	38 46	54 51	38 72	41 64	41 26	67 15	69 18	82																			
City managers, 40,000 size cities	b-2; d-10; e-1; f-8	67 33	62 38	67 33	48 43	52 43	81 10	14 81	57 38	57 71	67 86	43 62	57 43	81 29	62 14	86																			
New England states	a-3; b-1; d-4; e-4; f-3	47 53	53 40	40 47	27 60	47 53	73 20	0 93	20 73	47 47	27 73	40 53	33 47	73 40	40 0	100																			
Middle Atlantic states	a-2; b-1; d-5; e-1; f-4	54 46	46 54	46 54	23 77	38 38	62 8	8 85	15 77	38 46	31 77	69 69	38 46	54 15	62 8	92																			
East North Central states	a-2; b-6; c-2; d-7; e-1; f-16	59 38	59 41	50 47	47 47	47 50	71 24	29 71	47 53	50 59	44 65	41 53	38 35	71 29	65 15	85																			
West North Central states	a-1; b-5; d-4; f-1	91 9	91 9	91 9	82 9	55 36	73 18	45 55	73 9	64 73	64 73	55 73	55 55	91 18	73 18	82																			
South Atlantic states	a-2; b-1; d-10; e-1; f-1	67 33	73 27	73 27	53 40	47 53	80 20	33 67	67 20	60 60	73 67	33 67	47 53	73 0	80 13	87																			
East South Central states	d-2; e-1	100 0	100 0	100 0	67 0	100 0	100 0	33 33	0 67	67 67	33 100	33 67	67 100	100 33	33 0	100																			
West South Central states	b-2; d-6; f-1	89 11	89 11	89 11	89 11	56 44	89 0	22 78	89 11	56 89	78 89	44 89	67 33	100 11	78 0	100																			
Mountain states	b-4; d-3	100 0	86 14	100 0	86 14	71 14	57 14	29 57	71 14	71 57	43 86	57 86	71 43	71 14	86 0	100																			
Pacific states	b-5; d-13; e-1	74 21	58 16	68 5	63 21	47 42	84 11	26 74	58 26	63 84	47 95	58 84	74 47	84 11	89 21	79																			

TABLE XV
PERCENTAGE OF RESPONSE TO ALL SURVEY QUESTIONS BY FIRE CHIEFS REPRESENTED
AS A TOTAL GROUP, ON CITY SIZE AND REGIONAL AREAS

	2	3	4	5	6	7	8	9	10	11	a	b	c	d	e	f	g	h	i	13	14
		d	dn	d	dn	d	dn	d	dn	d	dn	d	dn	d	dn	d	dn	d	dn	S	SN
Total fire chief response	a-5; b-27; c-5; d-73; e-23; f-45	6 92	10 88	5 93	6 94	17 71	40 50	2 96	8 88	23 19	7 24	12 20	17 2	17 79	19 25	75					
Fire chief 10,000 size cities	a-2; b-13; d-20; e-3; f-4	5 93	14 86	5 95	7 93	23 77	41 50	2 93	7 86	18 23	9 34	18 32	16 7	23 66	20 30	70					
Fire chief 20,000 size cities	a-2; b-9; c-1; d-23; e-6; f-8	2 98	6 94	0 98	4 96	18 75	37 57	0 100	4 96	27 16	6 18	10 18	2 0	18 80	12 22	78					
Fire chief 30,000 size cities	a-1; b-3; c-3; d-15; e-7; f-15	5 95	2 91	2 93	2 93	18 77	39 52	0 100	9 91	16 9	5 16	9 20	2 0	11 75	20 27	73					
Fire chief 40,000 size cities	b-2; c-1; d-15; e-5; f-10	15 80	17 76	15 85	10 90	34 56	46 39	5 88	15 78	32 29	10 29	15 10	2 15	71 24	20 78						
New England states	a-1; b-2; c-1; d-13; e-1; f-6	0 96	8 92	4 96	0 100	13 79	25 63	0 96	8 88	25 17	8 21	21 25	8 0	8 63	21 17	83					
Middle Atlantic states	a-2; b-1; d-4; e-3; f-9	11 84	5 84	5 95	5 95	16 79	21 63	0 95	5 95	32 21	5 26	21 16	21 0	5 79	16 26	68					
East North Central states	b-7; c-1; d-14; e-6; f-17	9 91	15 81	11 89	13 87	34 66	57 40	4 96	15 85	23 19	11 17	17 21	9 2	17 85	15 26	74					
West North Central states	b-5; d-5; e-2; f-2	0 100	0 100	0 100	0 100	36 50	29 50	0 100	0 100	21 0	0 7	0 0	0 7	7 100	0 21	79					
South Atlantic states	a-1; b-3; d-9; e-7; f-2	14 86	14 82	5 86	5 91	14 73	41 41	5 95	18 82	14 9	9 32	5 18	5 5	32 64	23 18	82					
East South Central states	b-1; d-2; e-2; f-5	0 90	0 90	0 90	10 90	30 50	30 60	0 90	0 90	70 20	20 10	0 40	10 0	50 50	30 20	70					
West South Central states	b-3; c-1; d-6; f-1	0 91	9 91	0 100	0 100	0 100	27 73	0 100	0 100	18 27	0 27	0 18	0 0	18 73	9 18	82					
Mountain states	b-3; d-11;	0 100	0 100	0 100	0 100	0 93	36 64	50 43	0 100	7 86	7 21	0 29	0 0	0 7	14 43	57					
Pacific states	a-1; b-2; c-2; d-3; f-3	12 88	18 82	6 94	6 94	18 82	53 41	0 88	6 76	12 41	6 53	18 41	6 6	18 53	47 41	59					

TABLE XVI
PERCENTAGE OF RESPONSE TO ALL SURVEY QUESTIONS BY POLICE CHIEFS REPRESENTED
AS A TOTAL GROUP, ON CITY SIZE AND REGIONAL AREAS

	2	3	4	5	6	7	8	9	10	11	13	14
		d dn	d dn	d dn	d dn	d dn	d dn	d dn	d dn	a b c d e f g h i	s sn h hn	
Total police chief response	a-1; b-27; c-8; d-1; e-31; f-34	20 78	23 74	15 83	12 84	39 46	53 46	5 92	24 70	22 29 17 40 27 44 15 18 29	54 33	17 80
Police chiefs 10,000 size cities	a-7; b-13; c-4; d-19; e-8; f-6	22 76	20 78	15 82	11 87	35 55	44 44	4 95	20 71	15 22 13 35 29 45 5 18 35	45 35	16 82
Police chiefs 20,000 size cities	a-4; b-7; c-2; d-19; e-9; f-3	25 73	32 66	14 86	9 86	41 55	57 34	7 89	34 59	25 34 18 36 23 36 20 18 23	68 20	14 84
Police chiefs 30,000 size cities	a-1; b-6; c-1; d-28; e-6; f-12	13 85	13 83	13 83	7 87	39 56	54 33	6 94	22 78	28 28 17 39 28 43 15 13 31	46 48	15 80
Police chiefs 40,000 size cities	a-1; b-1; c-1; d-15; e-8; f-13	23 74	33 64	18 82	23 74	44 51	62 33	5 90	23 72	21 36 21 51 26 54 23 23 26	62 26	23 72
New England states	a-4; b-2; c-2; d-13; e-8; f-5	18 82	15 85	15 85	9 85	29 50	50 35	12 85	18 71	9 18 15 21 32 44 12 6 15	47 41	15 82
Middle Atlantic states	a-3; b-2; d-7; e-2; f-9	17 78	26 74	17 78	17 83	26 65	30 57	4 91	22 74	22 22 17 48 35 43 9 26 39	65 22	9 83
East North Central states	a-2; b-7; c-2; d-13; e-9; f-12	9 87	20 76	9 91	4 93	47 49	67 29	2 98	16 84	20 29 11 36 9 31 7 11 18	58 31	22 76
West North Central states	b-6; c-1; d-8; e-2; f-1	50 50	39 61	17 83	22 72	50 50	67 33	6 94	39 61	39 39 17 39 50 50 39 39 44	61 28	22 78
South Atlantic states	b-1; c-1; d-10; e-4; f-0	31 69	25 75	25 75	19 75	44 50	38 50	0 100	19 69	19 31 31 35 25 44 19 19 44	50 31	6 88
East South Central states	d-3; e-1; f-1	0 100	20 80	0 100	0 100	40 40	20 40	0 100	20 60	20 40 0 40 20 60 0 20 20	40 60	0 100
West South Central states	b-1; c-1; d-5; e-3; f-1	9 91	9 82	9 91	0 91	45 45	45 45	0 91	45 55	9 9 9 27 9 27 0 18 27	45 36	18 73
Mountain states	a-1; b-3; c-1; d-8	31 69	15 85	9 91	15 85	38 62	46 46	9 91	23 62	23 23 9 46 23 46 9 15 15	54 31	31 69
Pacific states	a-1; b-5; d-14; e-2; f-5	22 74	37 56	22 67	19 78	33 67	67 19	7 85	37 59	37 52 30 67 37 67 33 22 48	52 41	15 81

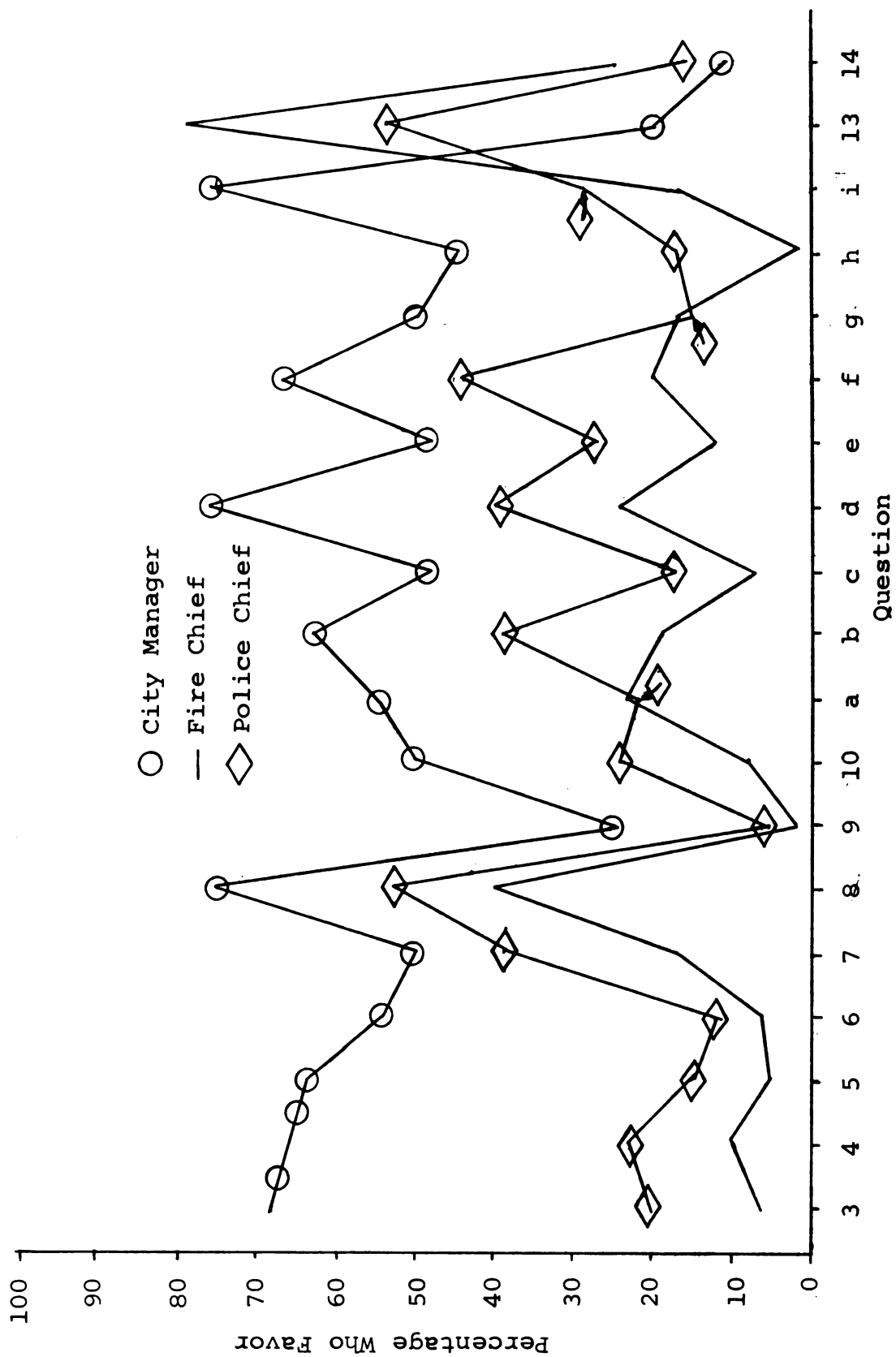


Figure 1. Total city manager, fire chief, police chief response favoring questions.

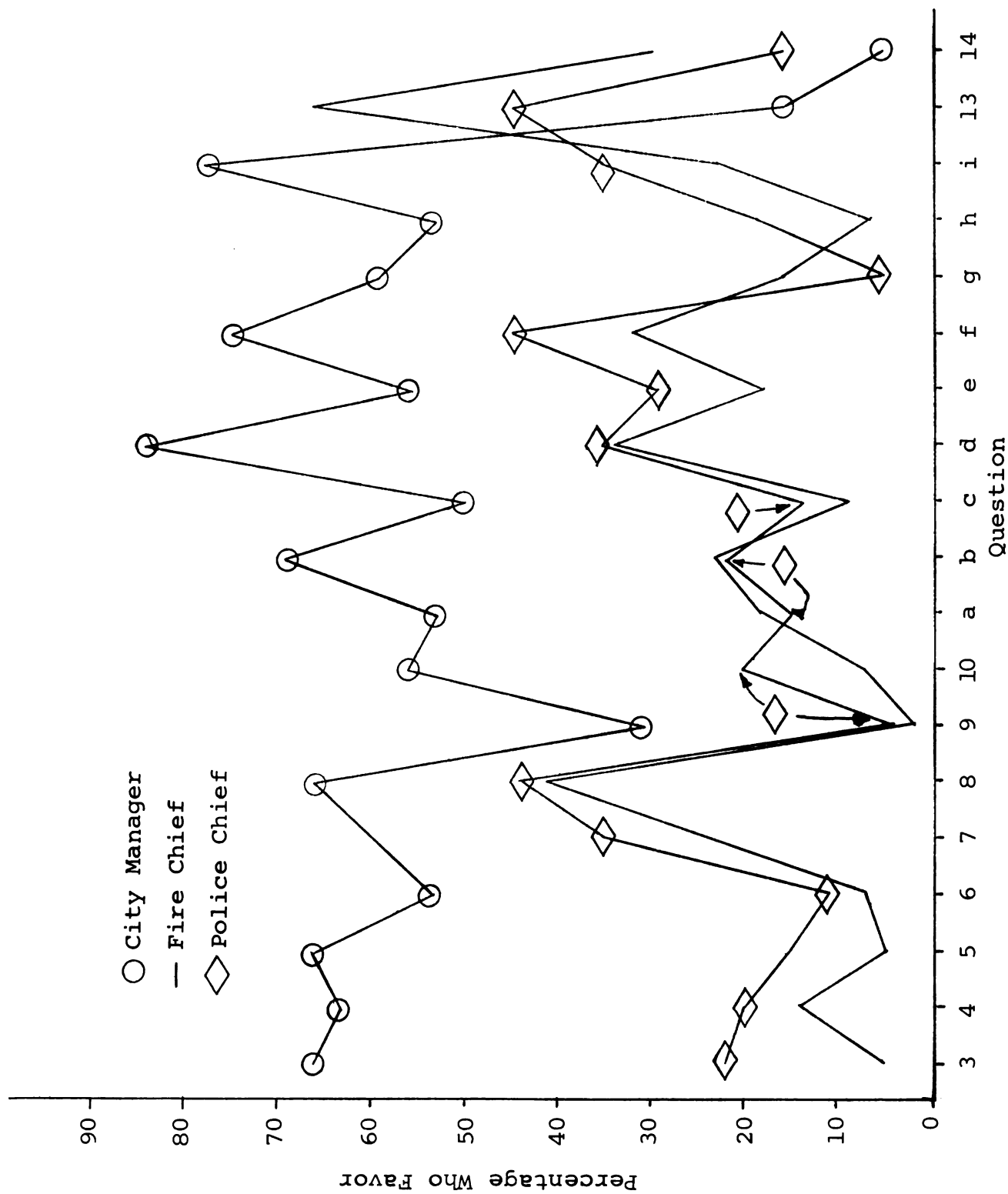


Figure 2. City manager, fire chief, police chief response from 10,000 - 19,999 population size cities who favor questions.

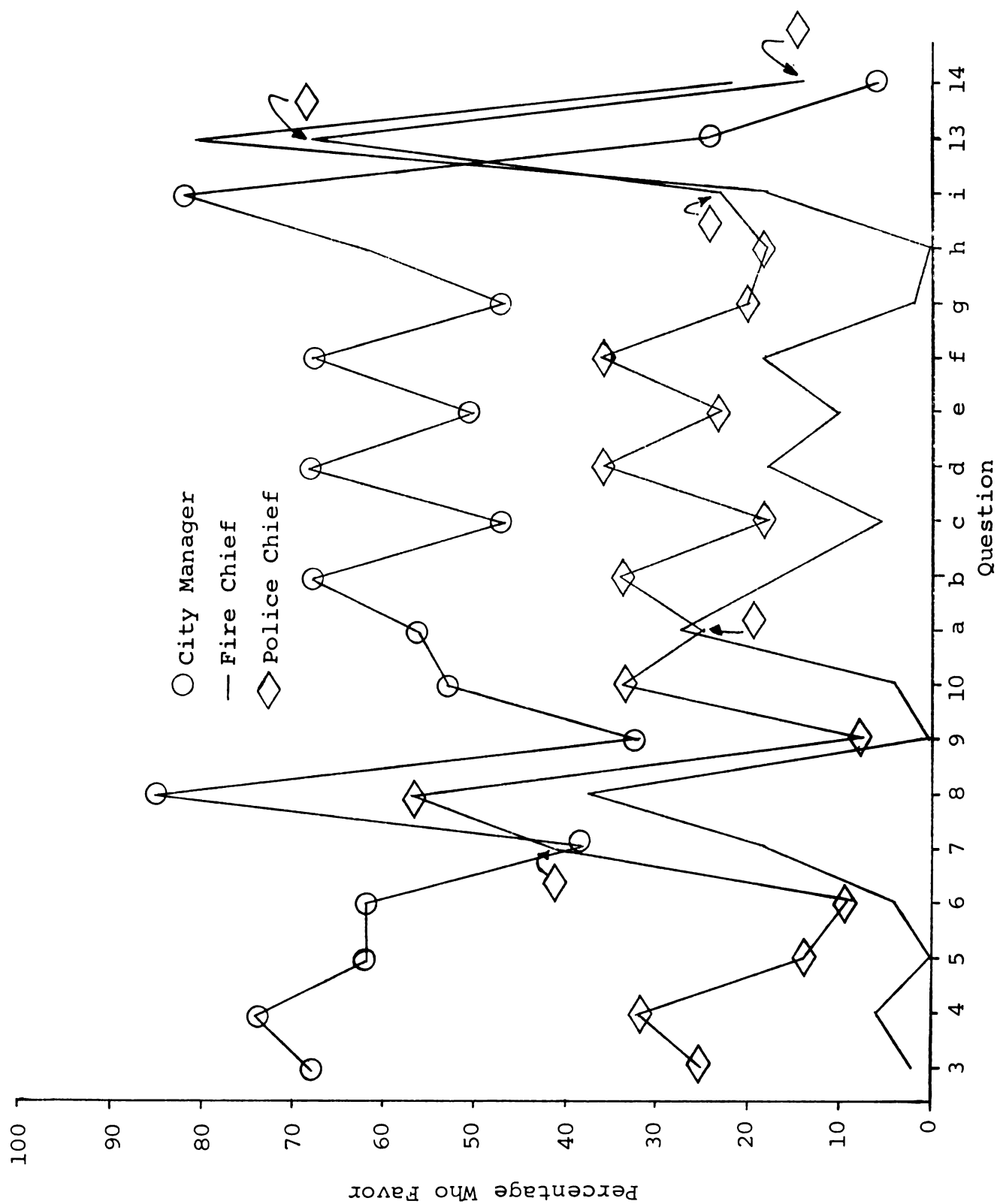


Figure 3. City manager, fire chief, police chief response from 20,000 - 29,999 population size cities who favor questions.

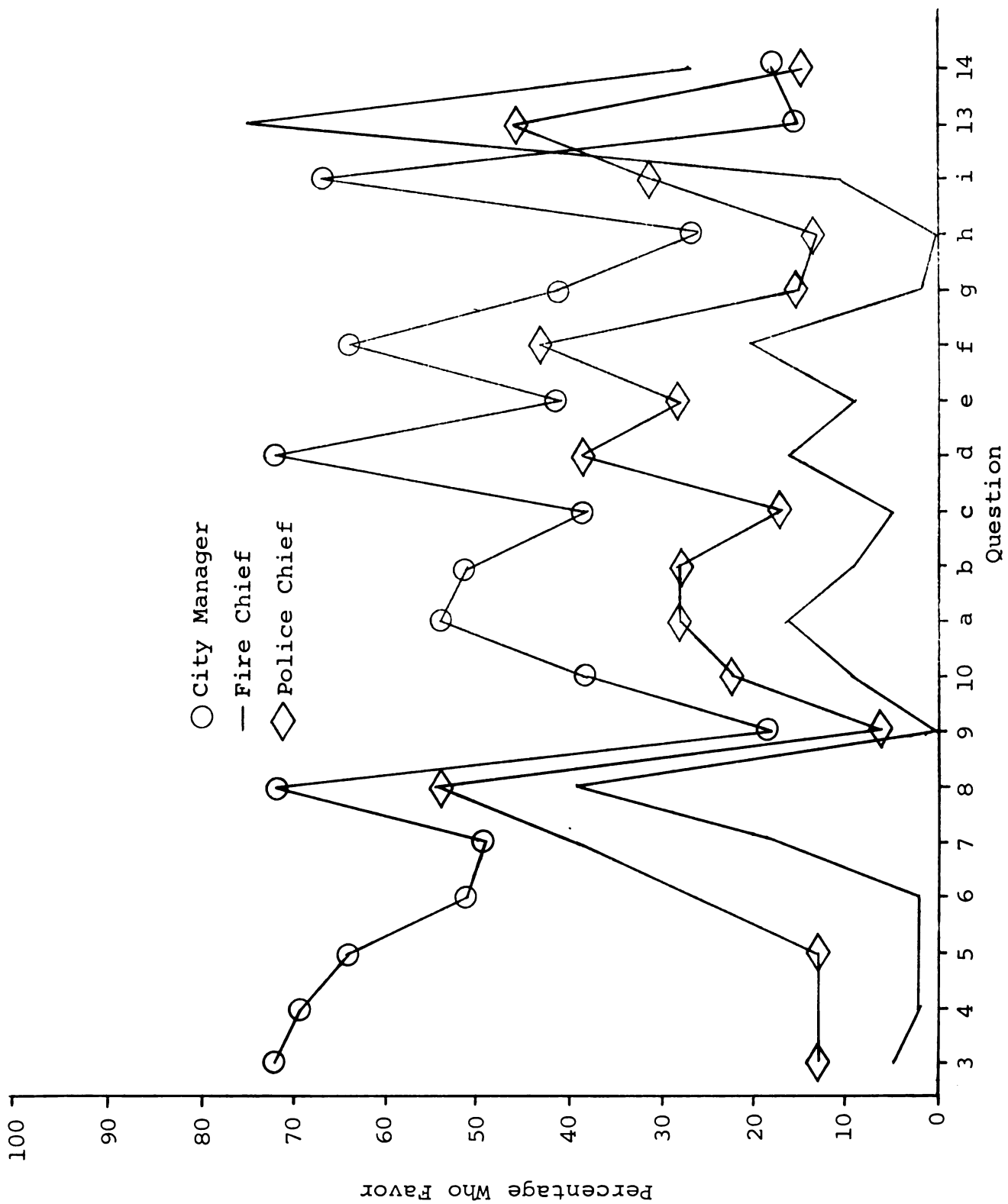


Figure 4. City manager, fire chief, police chief response from 30,000 - 39,999 population size cities who favor questions.

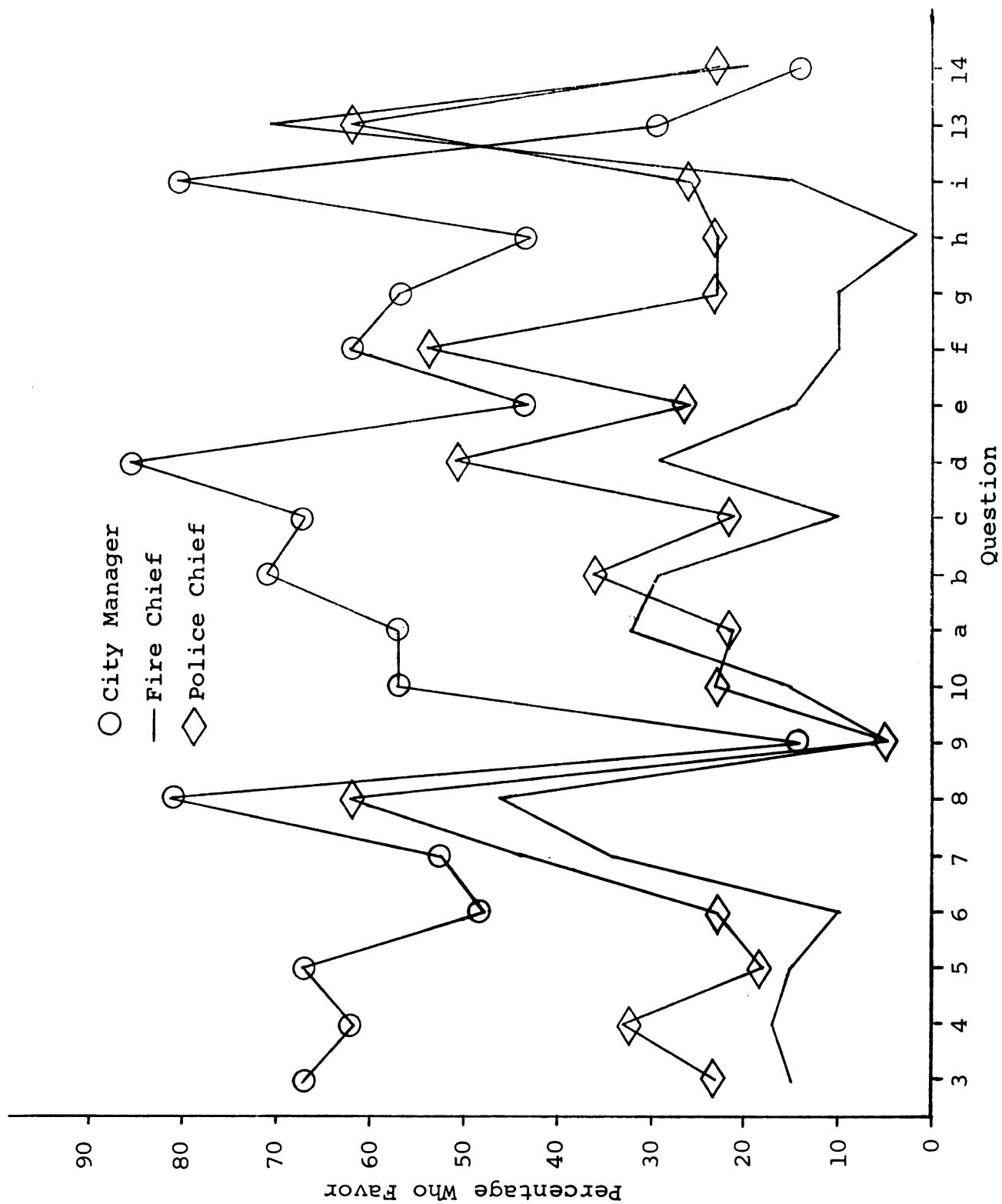


Figure 5. City manager, fire chief, police chief response from 40,000 - 49,999 population size cities who favor questions.

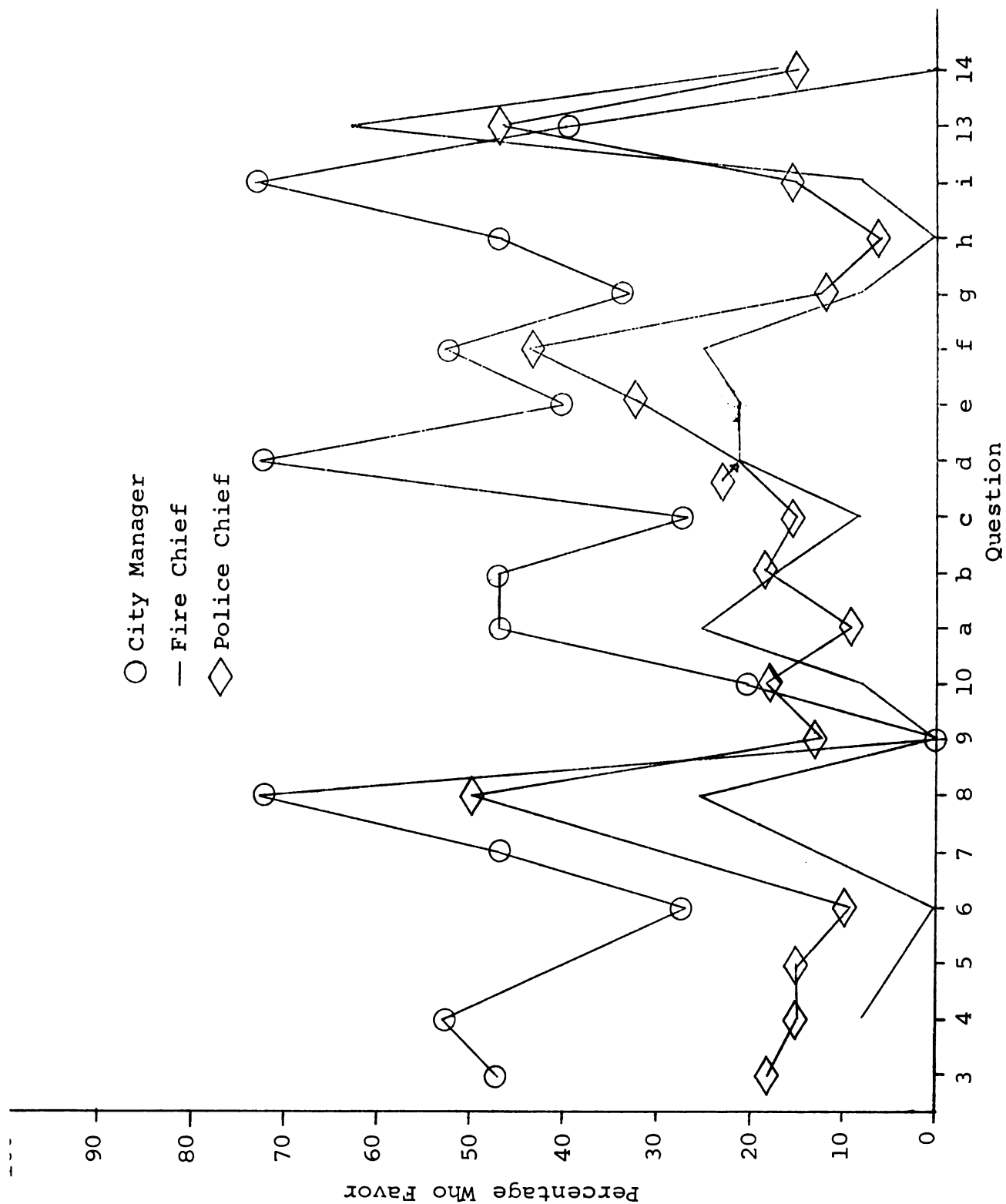


Figure 6. City manager, fire chief, police chief response from New England states who favor questions.

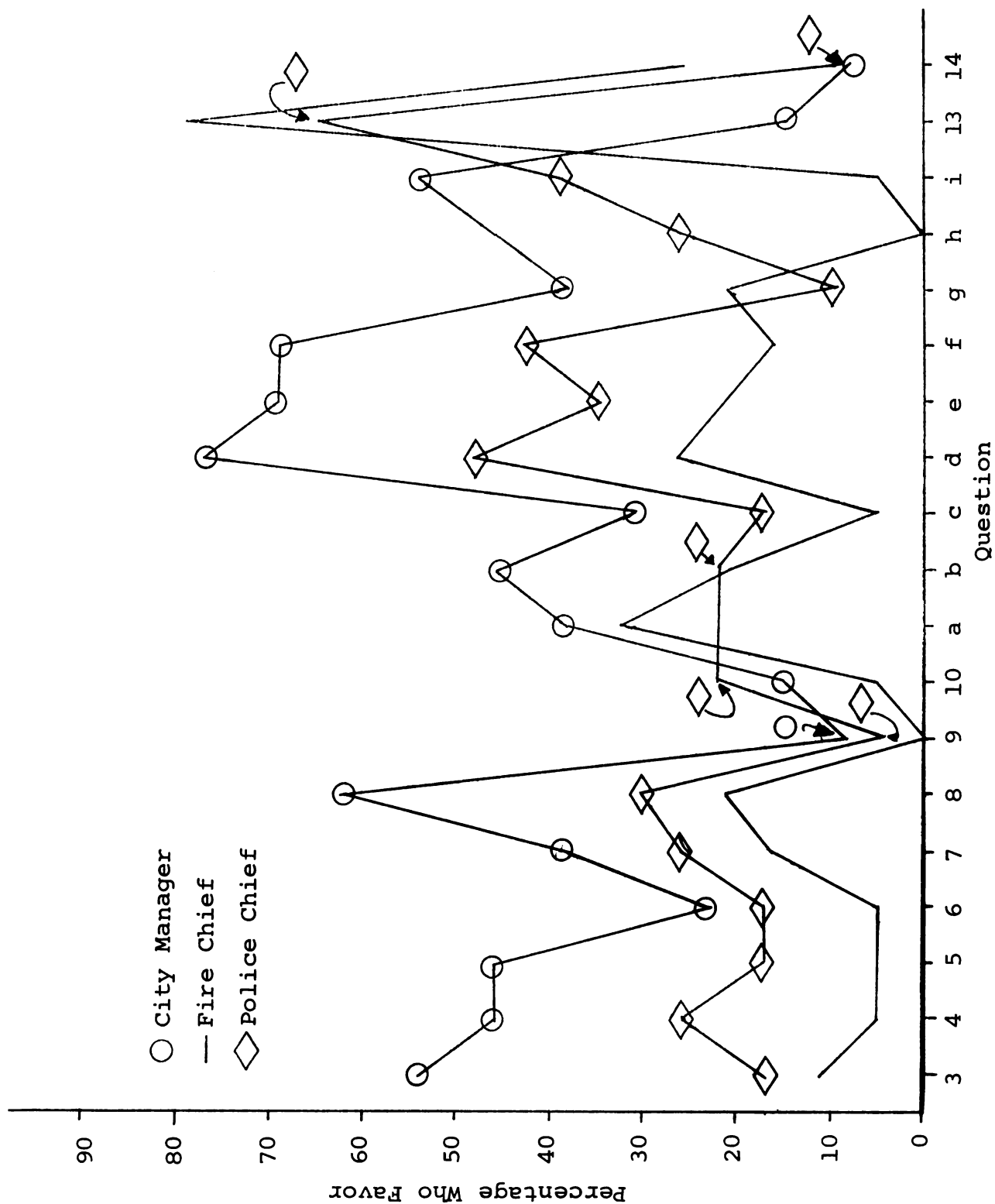


Figure 7. City manager, fire chief, police chief response from Middle Atlantic states who favor questions.

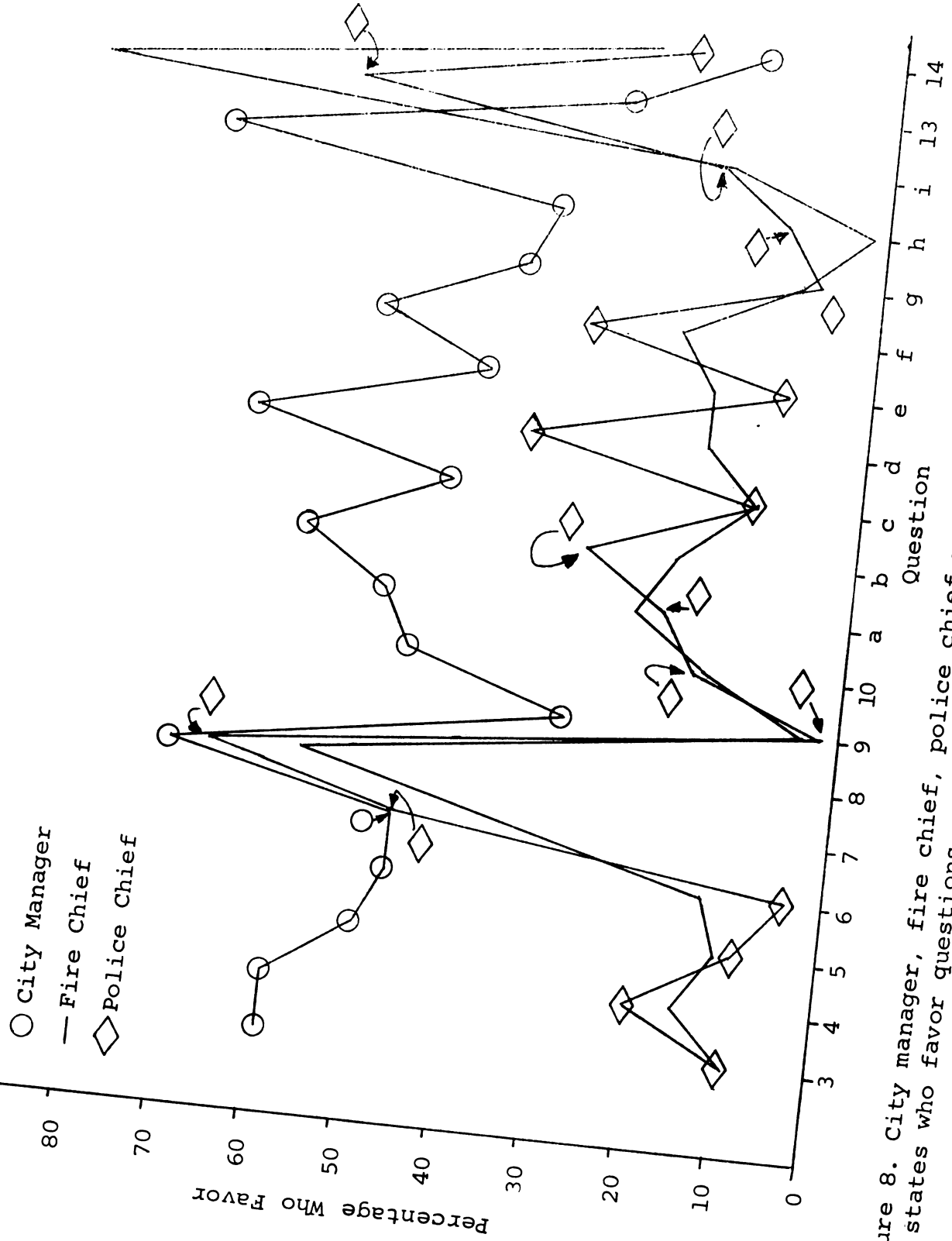


Figure 8. City manager, fire chief, police chief response from East North Central states who favor questions.

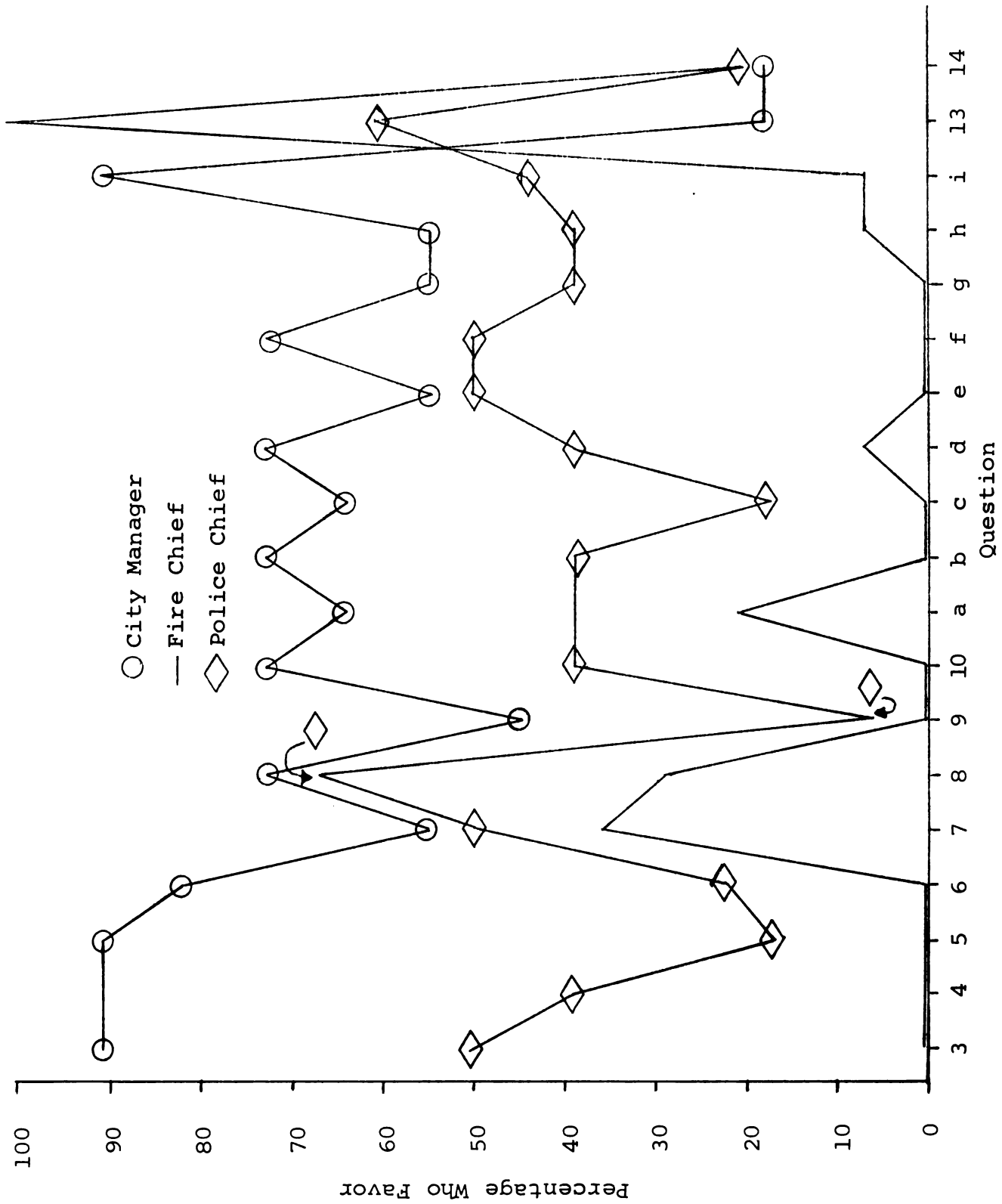


Figure 9. City manager, fire chief, police chief response from West North Central states who favor questions.

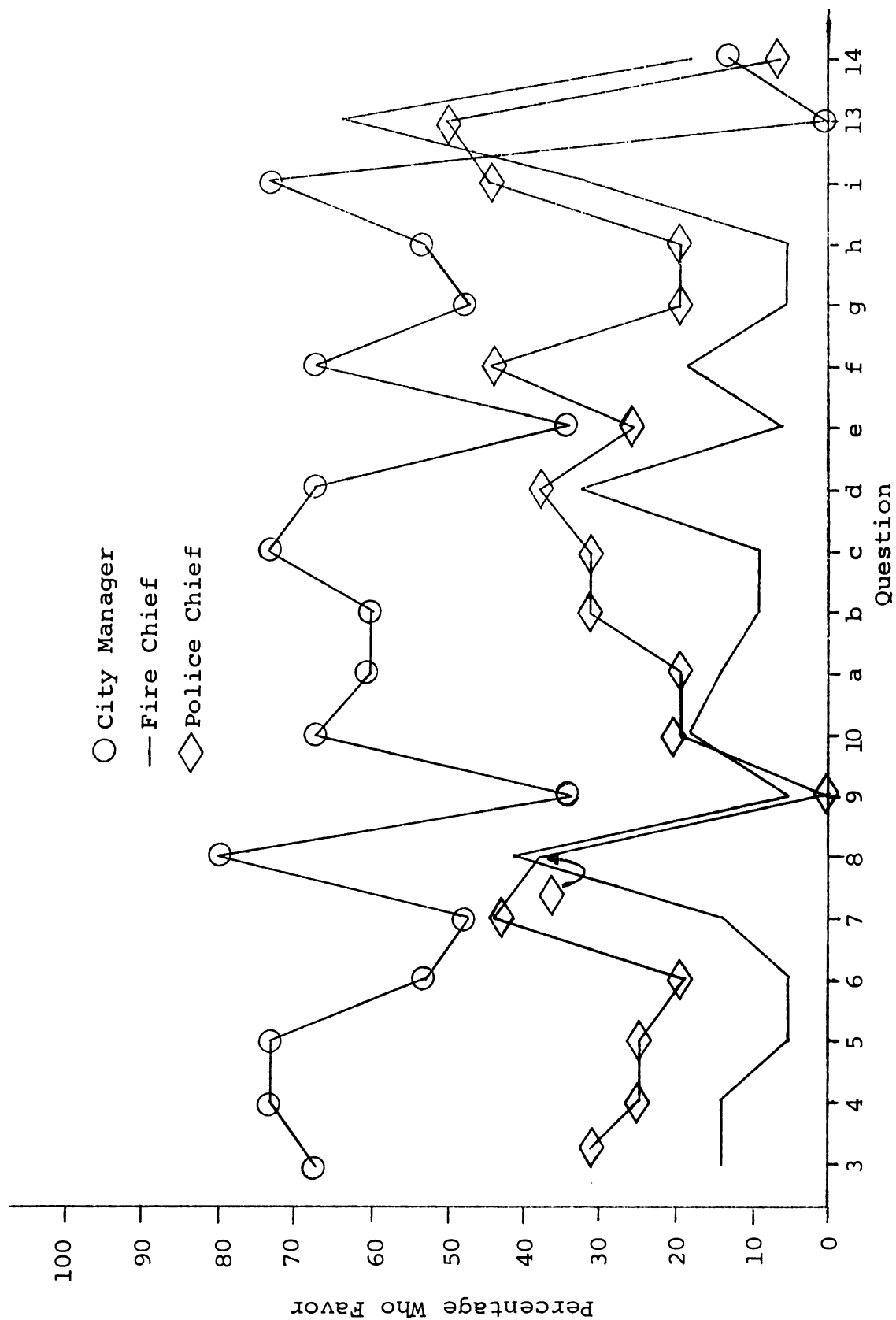


Figure 10. City manager, fire chief, police chief response from South Atlantic states who favor questions.

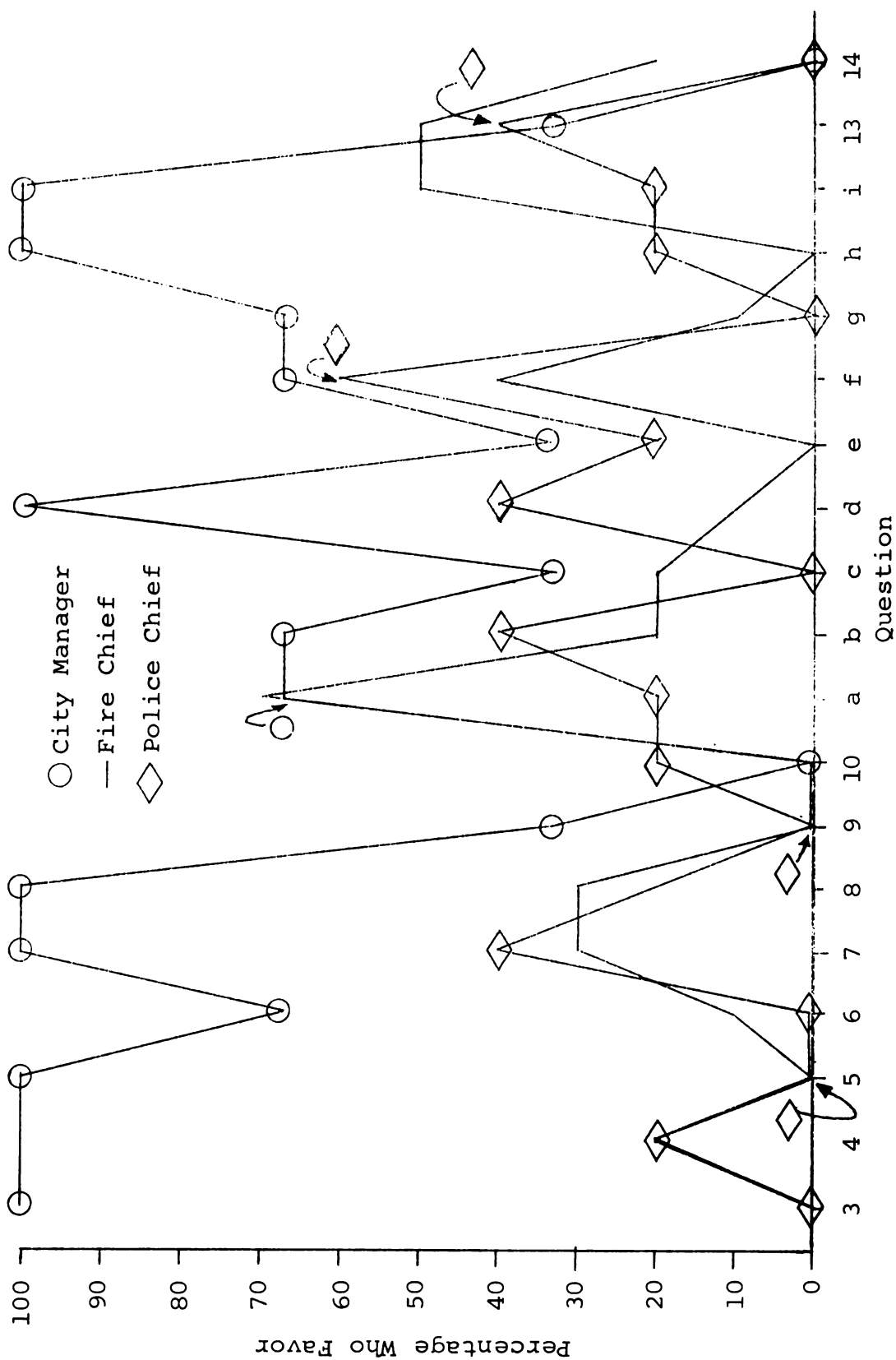


Figure 11. City manager, fire chief, police chief response from East South Central states who favor questions.

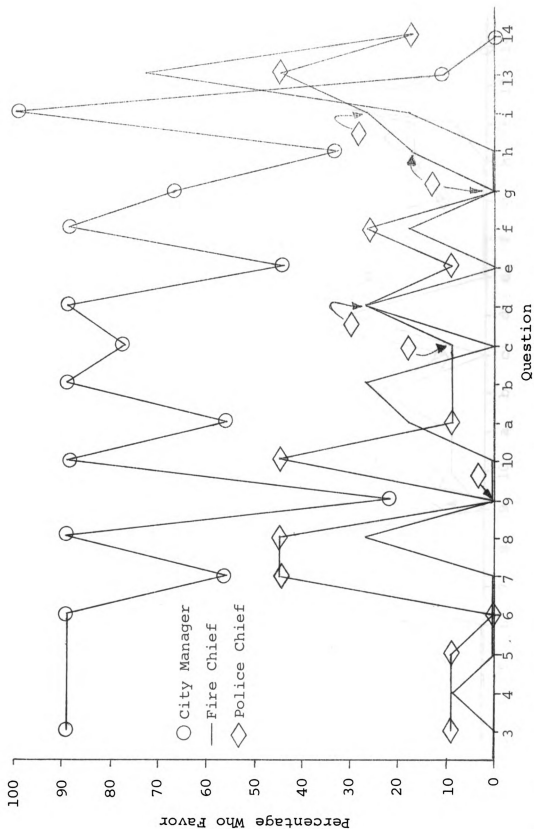


Figure 12. City manager, fire chief, police chief response from West South Central states who favor questions.

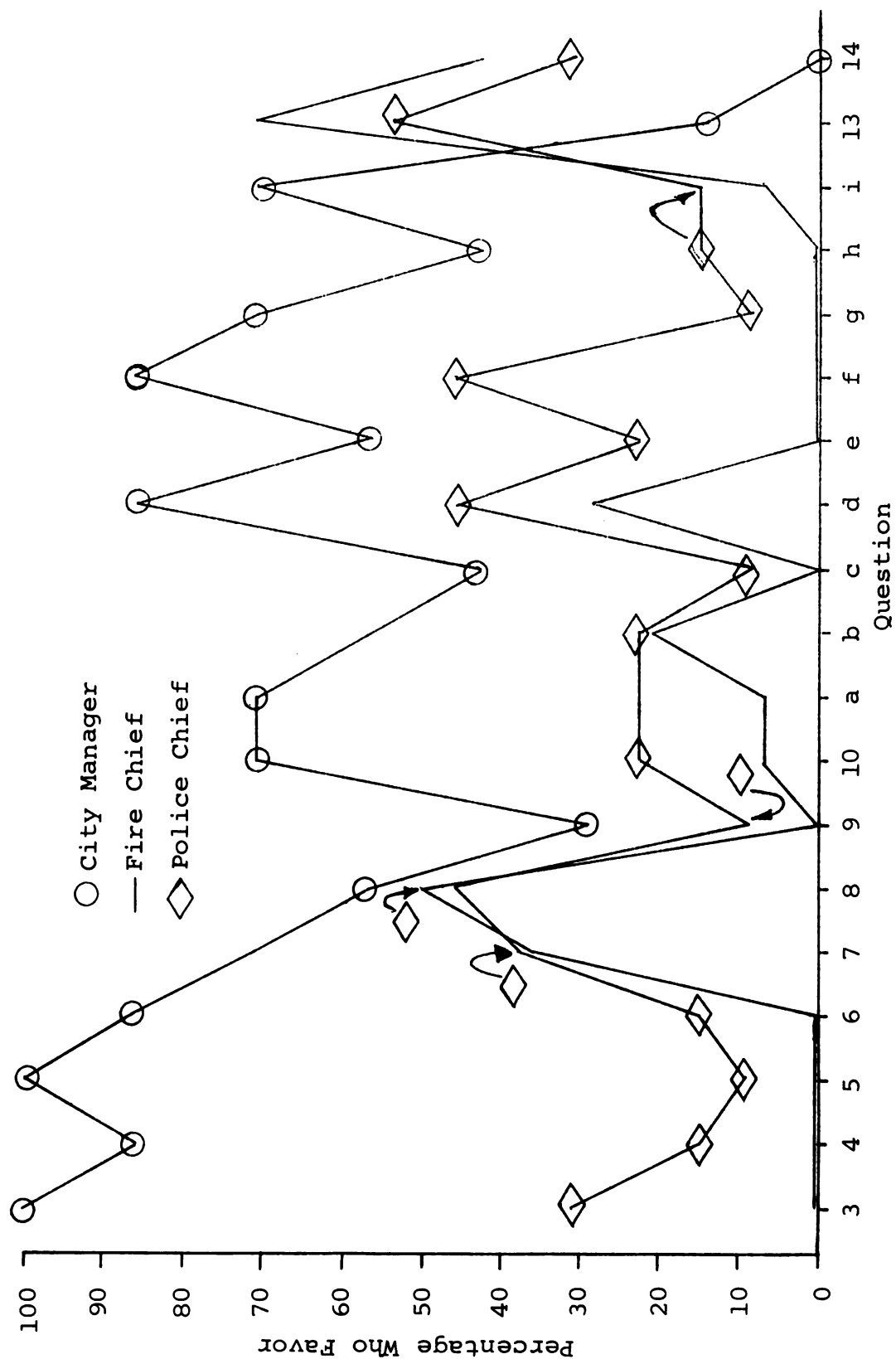


Figure 13. City manager, fire chief, police chief response from Mountain states who favor questions.

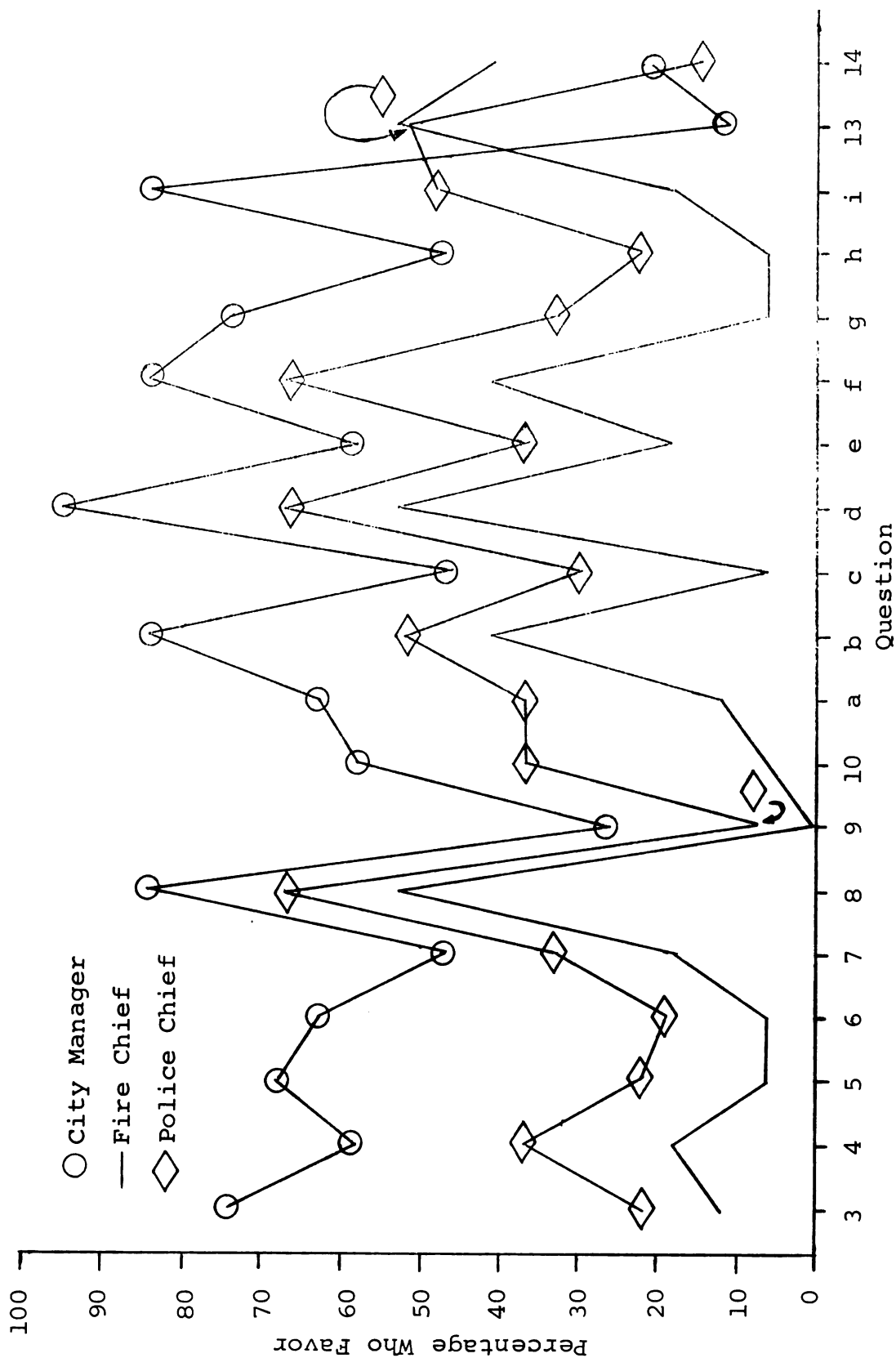


Figure 14. City manager, fire chief, police chief response from Pacific states who favor questions.

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