

**"PUBLIC SAFETY SERVICES
in the
CITY OF GRAND FORKS
NORTH DAKOTA"**

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November 5, 1962

Mr. Alan Webster
City Manager
City of Grand Forks
Grand Forks, North Dakota

Dear Mr. Webster:

We are pleased to transmit herewith our report, Public Safety Services in the City of Grand Forks, North Dakota. This report has been prepared in keeping with our proposal dated October 27, 1961, acceptance of which by the City Council was reported through your letter of May 23, 1962.

The study was carried out and the report prepared by George D. Eastman of the School of Police Administration and Public Safety of Michigan State University, who has served Public Administration Service on a number of occasions as a special consultant in police and public safety surveys and installations. He was assisted by James E. Bale, Chief of Police in Sheridan, Wyoming, and the work was performed under the general direction of G. M. Morris, Associate Director of Public Administration Service, who also reviewed the report.

We wish to express our appreciation for the cooperation and assistance extended to our work by officials and employees of the City, as well as for this opportunity to be of service to Grand Forks.

Very truly yours,

G. M. Morris

G. M. Morris
Associate Director

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TABLE OF CONTENTS

	<u>Page</u>
I. THE CITY OF GRAND FORKS	1
II. THE POLICE AND FIRE DEPARTMENTS	3
Organization, Manpower and Deployment	4
The Police Department	4
The Fire Department	13
Housing, Automotive Equipment, and Materiel	16
The Police Department	16
The Fire Department	17
Personnel Management	19
The Police Department	19
The Fire Department	23
The Police and Fire Service Record	24
The Police Department	24
The Fire Department	27
Conclusion	29
III. POLICE AND FIRE INTEGRATION - A PHILOSOPHY OF SERVICE	31
IV. PROPOSAL FOR A DEPARTMENT OF PUBLIC SAFETY	35
Management and Organization	39
Operations Division	42
Fire Specialist Division	44
Staff and Services Division	44
Investigation Unit	45
Juvenile Unit	45
Manpower, Deployment and Scheduling	46
Training	50
Records and Identification	51
Planning and Research	53
Communications	54
Internal Inspections	54
Public Information Service	54
The Relief Pool	55
Personnel and Financial Management	55
Personnel Management	56
Financial Management	57

	<u>Page</u>
Housing, Automotive Equipment, and Materiel	57
Housing	57
Automotive Equipment	58
Materiel	59
Program Implementation	60
Summary and Conclusion	64

EXHIBITS

Charts

I. APPARENT ORGANIZATION, GRAND FORKS POLICE DEPARTMENT	8
II. CHANGE IN POLICE PERSONNEL STRENGTH, POPULATION AND POLICE MAN DAYS PER YEAR, 1950 - 1962	11
III. PROPOSED ORGANIZATION AND MANNING OF THE DEPARTMENT OF PUBLIC SAFETY	41

Tables

1. VACATION DAYS GRANTED POLICE PERSONNEL, 1961	6
2. DISTRIBUTION OF POLICE PERSONNEL BY RANK	12
3. VACATION DAYS GRANTED FIRE DEPARTMENT PERSONNEL, 1961	15
4. GRAND FORKS POLICE DEPARTMENT PERSONNEL SEPARATIONS, ALL REASONS, January 1, 1952 - June 30, 1962	21
5. 1961 PATROLMAN'S ANNUAL SALARY IN TEN SELECTED CITIES OF MINNESOTA, NORTH DAKOTA AND SOUTH DAKOTA	23
6. PART I OFFENSE CLEARANCE RATE, GRAND FORKS, 1957 - 1961	26
7. ANNUAL TRAFFIC ACCIDENT RECORD, GRAND FORKS, 1957 - 1961	27
8. GROSS AND PER CAPITA FIRE LOSS AND NUMBER OF FIRE RESPONSES, 1952 - 1961	28
9. AGE OF SWORN PERSONNEL BY RANK, Grand Forks Police Department	36
10. AGE OF SWORN PERSONNEL BY RANK, Grand Forks Fire Department	36
11. PROPOSED DISTRIBUTION OF PERSONNEL	47
12. SAMPLE ROTATION OF PLATOONS - FOUR PLATOON SYSTEM	49
13. PROPOSED SALARY SCHEDULE FOR THE DEPARTMENT OF PUBLIC SAFETY	65
14. PRESENT SALARY SCHEDULES FOR THE POLICE AND FIRE DEPARTMENTS	65

I. THE CITY OF GRAND FORKS

Grand Forks, North Dakota is located at the confluence of the Red River of the North and the Red Lake River and is in the center of a vast and productive farming area. Locally, the Red River Valley is described as the richest valley in North America, and second only to the Valley of the Nile throughout the world.

Although trapping and hunting were the earliest commercial ventures of the area, almost one hundred years ago a sawmill and boatyard became important industries in a colorful and progressive community.

A village government was formed in 1878, and the Legislature for the Dakota Territory, at Yankton, incorporated the City of Grand Forks three years later. The present governing body is a city council of fourteen, two representing each of seven wards and a mayor. Professional management of the city is the province of a city manager who is appointed by the city council. The present city manager was appointed in 1957, the third manager since this form of government was placed in effect in 1947. The municipal government can be characterized as stable and progressive. Advances in all phases of municipal operation are sought and adopted when demonstrable gain accrues to the city commensurate with required expenditures.

Grand Forks has an estimated population of 37,000^{1/} within its corporate limits which enclose 5.77 square miles of area. This reflects a substantial population growth from the 1950 census figure of 26,836. No major annexations have been made nor are any presently contemplated. Small areas, however, are occasionally added.

A significant change in the complexion of the population can be found in the 63.4 percent increase in the school census from 1951 to 1961.

^{1/} Estimate of City Manager, July 10, 1962.

Very important to the city presently, and to its future, is the Grand Forks Air Base which lies fourteen miles to the west. It is the sixth largest community in the State of North Dakota and ranks second only to agriculture as a primary factor in the city's economy. It will play a major part in the city's growth for many years.

Located in the city is the rapidly growing University of North Dakota. With its excellent and diversified program and its student body of 4,000, it tends further to make Grand Forks a regional center of activity and interest.

Grand Forks is served by two major railroads, two airlines and four bus companies. Its newspaper has been published in the community for eighty-five years and has the largest circulation for any city of comparable size in the United States.

Proud of its history, as well it should be, Grand Forks, nonetheless, both dreams and works for a bright and solid future - a product of fine citizen and official cooperation.

II. THE POLICE AND FIRE DEPARTMENTS

Police and fire responsibilities are handled by separate and independent departments in Grand Forks and the chief of each reports directly to the city manager. Police and fire departments traditionally have been considered agencies that provide emergency services; policemen arrest persons after they have committed criminal acts and recover property after it has been stolen; and firemen put out fires.

A recognition has been growing nationally for many years that "after the act" action by both police and fire departments was not enough - it did not promote public safety, it simply attempted to minimize the loss from criminal depredations and fires. The police, early in the development of their service, however, did accept repression of criminal activity as a responsibility. They carried this out by patrol and observation and by making their presence so well felt by persons who would commit crimes that the likelihood of successful criminal acts was diminished and thus, to some extent, the would-be criminal was deterred from attempting such acts.

Fortunately, and this has been going on for many years, both services are adopting the concept of prevention. The police are increasingly interested in the prevention of criminality, especially in youngsters, in counselling merchants on burglary and larceny prevention measures, and in teaching traffic safety. The fire service is interesting itself in fire hazard inspection programs and in fire prevention education.

Neither service in Grand Forks is making a serious directed effort at prevention except for the inspection program of the fire department.

Organization, Manpower and Deployment

How effectively the two departments fulfill their mission of optimum public safety and service for the community they serve depends in large measure upon the manner in which they are organized. Organization, however, is only the structure through which administration functions. It naturally follows that the best organization possible can serve no meaningful purpose without good administration, even though a good administrator can do a fair job with a poor organization. A good organization is essential, nonetheless, to maximum utilization of the available resources of personnel and materiel. Adequacy of manning, effective deployment and many other factors are also vital to successful and economical operations. Among the latter, and always important in attempting evaluation of municipal operations, is the level of political maturity of a community and the degree of freedom of department heads to operate on professional bases. In Grand Forks, it is important to recognize that non-political relationships exist between the council, the manager and the two chiefs and, without qualification, both chiefs have adequate authority to fully discharge their responsibilities.

The Police Department

It is traditional in the American municipal police service, with an increasing number of important exceptions, that police chiefs are promoted policemen, but not necessarily skilled administrators. Thus, many have not brought to their positions of responsibility, nor since developed, the business and personnel administration skills vital to their success. In this respect, Grand Forks is no exception.

The Grand Forks Police Department, relatively small though it is, should be considered as a business engaged in providing a safety and security service to its community at reasonable cost. It is, in fact, big business. Its 1962-1963 budget contemplates an expenditure of \$281,675. In more significant terms, perhaps, this means an

annual citizen per capita cost of approximately \$6.72,^{2/} or a gross daily expenditure of more than \$770. To these figures should be added several items not reflected in the police budget: the police share of \$37,542 allocated for social security payments, \$16,500 for group insurance, and a percentage of the cost of utilities and maintenance of City Hall based on proportionate use.

The misuse of only one patrolman per day through poor scheduling or improper assignment represents an actual loss per year well in excess of \$8,000. This can be multiplied many times through inefficient partial use of several men. It is obvious that great skill must be employed to achieve maximum returns from budget dollars. Incomplete use of each man's time through stand-by assignments, or assignment to duties of a part-time nature with extra time not fully utilized, cannot be tolerated.

Inadequate attention is given to personnel scheduling. A serious disruption to proper maintenance of manning schedules is found in the use of vacation time. Ninety percent of all 1961 vacation time was taken in the five month period of May 16 to October 15. Thus, only ten percent was taken in the other seven months, all but two days of which was in December. Proper planning would allow an average of about four percent of the force on vacation during any period. In 1961, almost eleven percent were off for approximately two weeks, and seven percent were off for more than a month. See Table 1, on the following page.

Further complication of scheduling lies in the method of payment for overtime work. Men now receive compensatory time off on a time-for-time basis. From July 1, 1961 to June 30, 1962, one thousand, seven hundred ninety-seven hours of time off accrued to men

^{2/} This is in sharp contrast to the 1961 national average of \$9.11 in cities of 25,000 to 50,000 population. The Municipal Yearbook, 1962, International City Managers' Association, Chicago.

Table 1

VACATION DAYS GRANTED POLICE PERSONNEL, 1961

An x identifies one vacation day for one man. Some regular days off may be included in the tabulation because they are not recorded separately in personnel vacation files.

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
1	x					xxx	xxx	xxx	xxx	xxx		
2	x					xxx	xxx	xxx	x	xxx		
3	x					xx	xxx	xxx		xxx		
4						x	xxx	xx		xxx		
5						x	xxx	x	x	xxx		
6						x	xxx	xx	x	xxx		
7						x	xxx	xx	xx	xxx		
8						x	x	xx	xx	xx		
9						x	xxx	xx	xx	xx		
10						x	xxx	xx	xxx	xx		
11						xxx	xxx	xx	xxx	xx		
12						xxx	xxx	x	xxx	xx		
13						xx	xxx	x	xxx	xx		
14					x	xx	xxx	x	xxx			
15					x	xx		x	xxx			
16					x	xx	xxxx	x	xxx			
17					x	xx	xxxx	x	xxxx			x
18					x	xxx	xxxx	x	xxx			x
19		x			x	xxx	xxxx		xxx			x
20		x			x	xxx		x	xx			x
21		x			xx	xxx	xxxx	xxx	xx			x
22		x			xx	xxx		xxx	xx	x		x
23		x			xx	xxx	xx	xxx	x	x		x
24		x			xx	x	xx	xxx	xx	x		xxxx
25		x			xx	xxx	xx	xxx	xx	x		xxxx
26		x			xx	xxx	xx	xxx	xxx	x		xxxx
27		x			xx	xxx	xx	xxxx	xxx	x		xxxx
28		x			xxx	xxx	xx	xxx	xxx	x		xxxx
29		x			xxx	xxx	xxx	xxxx	xxx			xxxx
30		x			xxx	xxx	xxx	xxxx	xx			xxx
31		x			xx		xxx	xxxx				xxx

for overtime work. This amounts to two hundred twenty-five days or, in effect, the loss of one full man for regular assignments. Unwise use of compensatory days off is demonstrated when two of seven men scheduled for duty on one shift are granted such time off on the same day.

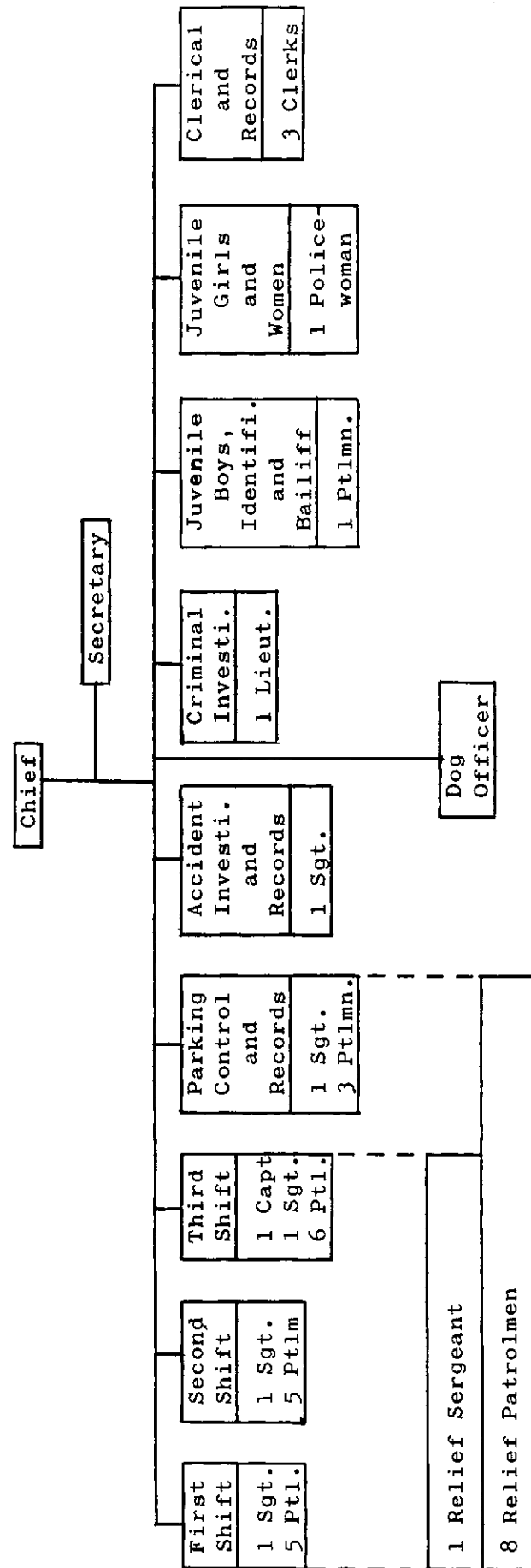
Careful study of present records and interviews with responsible persons do not disclose any identifiable organization for the department. If a pattern does exist, in practice, it would approximate that shown on Chart I, following page. The result is virtually no established lines of command or communications, no functional division of responsibility, no provision for supervision, and no means of control. The inevitable product is inefficiency and poor morale.

One person holds the rank of captain and he is assumed to be second in command of the department; however, he is not second in command in fact, as indicated by his duties, and his rank only provides succession to command in the chief's absence. He regularly works the evening shift, ie, from four in the afternoon to midnight. It is not possible to specifically pinpoint his responsibilities, except supervision of evening shift personnel on the days when he works, preparation of platoon schedules, and apparently some participation in training. He works Tuesday through Saturday to strengthen weekend command. He does not go to the day shift in the absence of the chief unless the chief is off for several days.

One person holds the rank of lieutenant and he is assumed to be third in command of the department. He is by assignment, however, a specialist and almost solely concerns himself with criminal investigation; his rank only provides succession to department command in the absence of both the chief and the captain. He occasionally relieves the dispatcher and performs several special but minor duties. His duties, as nearly as could be determined, would in nowise change during the absence of both the chief and the captain.

One sergeant has nominal direct and functional responsibility

Chart I

APPARENT ORGANIZATION, GRAND FORKS POLICE DEPARTMENT ^{2/}

^{2/} From information gained through interviews of personnel. Structural and functional charts have not been devised formally. There are no written definitions of duties, responsibilities, and command relationships.

for traffic in the areas of accident investigation and moving hazardous violation enforcement. He, however, works the 4:00 P.M. to midnight shift, and during other shifts and his own time off his responsibilities are not assumed specifically by another person. Another sergeant is responsible for daytime prohibited and time-zone parking enforcement and some traffic records. Three patrolmen report to him.

Two shifts, midnight to 8:00 A.M. and 8:00 A.M. to 4:00 P.M., are under the nominal command of sergeants who serve primarily, however, as dispatchers and desk men. They provide no direct field supervision which is the primary reason for the rank of sergeant or lieutenant in an operations division. Except for one tour each week, plus vacations, sick leave and compensatory time off, they are relieved by another sergeant; otherwise they are relieved by senior patrolmen.

The chief describes the department as a one man operation and this is largely confirmed by subordinate personnel who frequently say, "Everyone reports to the chief." This is a natural result of failure to properly organize.

It must be stated categorically that there are (1) no standards for optimum police staffing for cities of various sizes and (2) no precise formulae available for determining personnel needs. This is true largely because there is no standard city and perhaps no two so alike that the staffing pattern of one would precisely meet the needs of the other. Variances in the degree of industrialization, ethnic composition, and traditions are all conditioning factors. Citizen and official interest in the police product of service, the quality of the courts and prosecuting agencies, recruiting and training practices, and conditions of employment all introduce variables. Likewise, whether the city is far distant from others or part of a vast metropolitan complex will greatly influence police needs and program.

The average number of employees per thousand population in three hundred thirty-six cities in the 25,000 to 50,000 population

group in the United States in 1961 was 1.5.^{4/} In ten cities in this group in Minnesota, North Dakota and South Dakota, the average was approximately 1.24.^{5/} In this population group in the West North Central States^{6/} the figure was 1.1. Grand Forks had a 1961 ratio of 1.16 police employees per 1,000 persons.

It is significant to note that Grand Forks, in 1950, had a population of 26,000 and at that time had twenty-eight police employees or a ratio of 1.08. By 1962, three important factors emerged. One, the population of Grand Forks had increased by 11,000 persons, or forty-two percent. Two, the police force had increased from twenty-eight to forty-three employees, or fifty-three and six-tenths percent. Three, however, because the policeman's work week was reduced during this period from forty-eight to forty hours, the effective strength of the department - man days available per year - had risen only twenty-five percent. Therefore, in spite of the addition of fifteen police personnel, man days available, in ratio to population, had increased at a lower rate than had the population. See Chart II, on following page. Meanwhile, no significant technological advances had been made to partially offset the effective loss of manpower in relation to population.

The above is set forth only for the purpose of understanding and not to argue a case for more manpower. It suggests, however, that there may be a need for critical review of manpower requirements. Distribution of personnel according to rank is found in Table 2,

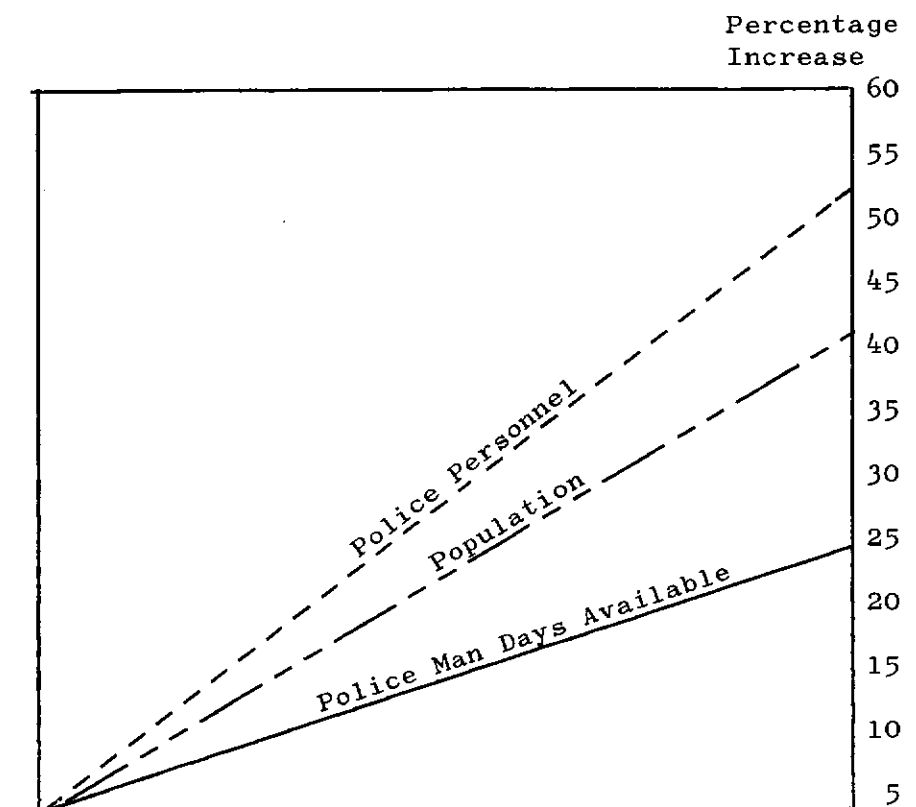
^{4/} Uniform Crime Report - 1961, Federal Bureau of Investigation: prepared for release on July 12, 1962.

^{5/} Minnesota (Austin, Edina, Richfield, Rochester, and St. Cloud), North Dakota (Bismarck, Fargo, Grand Forks, and Minot), and South Dakota (Rapid City). Minnetonka and St. Louis Park, Minnesota were not included because of incomplete figures.

^{6/} Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, and South Dakota.

Chart II

CHANGE IN POLICE PERSONNEL STRENGTH, POPULATION,
AND POLICE MAN DAYS PER YEAR, 1950 - 1962



page 12.

It is axiomatic in the police service that available manpower must be deployed in accordance with need by hour of day and by area. This has specific reference to field forces whose primary responsibilities are crime repression and accident prevention. In Grand Forks this refers to the uniform men who are assigned to patrol cars or walking beats.

No discernable effort has been made to so assign them. Patrol-car beats, as a matter of fact, are nowhere defined. Interviews of sergeants and patrolmen disclosed only general agreement on

Table 2

DISTRIBUTION OF POLICE PERSONNEL BY RANK

	Administration	Patrol Shifts	Parking Control	Accident Investigation	Dog Warden	Criminal Investigation	Juvenile Boys	Juvenile Girls and Women	Clerical and Records	Total
Chief	1									1
Captain		1								1
Lieutenant						1				1
Sergeants		4	1	1						6
Patrolmen		23	3		1		1			28
Policewoman								1		1
Clerical	1								3	4
Total	2	28	4	1	1	1	1	1	3	42

Note: The authorized complement for 1962 - 1963 is 43; however, one position of sergeant is not filled.

approximate beat outlines. Likewise, it was found that patrol-car beat areas, even though ill-defined, are not varied in number or size among the three shifts. This can only result in unequal work loads and consequently unequal service by both time and area.

Foot patrolmen are assigned seven days per week; two work from 10:00 A.M. to 6:00 P.M., and three work from 4:00 P.M. to midnight. Inasmuch as there is only one fixed position recall light, on DeMers, one patrolman stands by the light while the other patrolman

or two walk the beats. This means that on the day shift, one officer is patrolling and one standing by for the light, to give information, and to occasionally direct traffic. On the evening shift, one stands by and the other two walk the beats. Between 11:00 A.M. and 1:00 P.M. and again from 4:00 P.M. to 6:00 P.M. the officers expedite the traffic movement on DeMers (U.S. Route 2). Inasmuch as it takes 1.6 men to cover one tour seven days per week in Grand Forks, these assignments require approximately the full time of eight men or twenty-eight percent of the annual available man days of the patrolmen complement. It appears that this is an unwarranted use of personnel.

No effort is made to apply enforcement selectively against hazardous moving traffic violations so that the enforcement effort will be most effective.

The Fire Department

Fire departments are usually of less concern to citizens than are police departments, primarily because they do not engage to the same extent as the police in restrictive and regulatory actions which directly and immediately affect them. The development of the fire service has been carried out more conservatively than has been the police service, principally, it may be assumed, because the scope of responsibility has not enlarged so dramatically as has that of the police service.

Critical evaluation indicates that the Grand Forks fire department is superior to the police department in organization, management, and training.

The fire department also should be considered as a business engaged in providing a safety service at reasonable cost to its community. Its 1962 - 1963 budget contemplates an expenditure of \$226,293 which represents a per capita cost of \$6.11^{7/} and a daily

^{7/} This is in contrast to the 1961 national average of \$8.15 in cities of 25,000 to 50,000 population. The Municipal Year Book, 1962, International City Managers' Association, Chicago, Illinois.

expenditure of six hundred twenty dollars. As in the police department, costs for social security, group insurance, and utilities and maintenance should be added.

Although the chief, assistant chief, inspector, and assistant inspector work a forty-hour week, the mechanic and assistant mechanic work a fifty-four hour week and the firemen a sixty hour week.

The fire week, for drivers and firemen, actually consists of fifty-six hours of scheduled duty in the fire house and four hours in training. Therefore, while the first four above work five eight-hour days per week, the firemen work twenty-four hours on and twenty-four hours off, with their schedule so adjusted that they work approximately ten twenty-four hour days each four weeks.

Although the fire service probably has had better guides to the determination of manpower needs than have the police, the guides are not precise. Computation of manpower requirements has been geared largely to available equipment and the length of the work week.

The department now has forty-two total personnel which is a ratio of 1.14 per 1,000 population. The national average for all cities in the 25,000 - 50,000 population group is 1.31.^{8/} The number of fire personnel appears to be reasonable in relation to the equipment available. Additional equipment, for which logical argument is presented, or further shortening of the work week, will require more personnel. The fire department, like the police department, but to a lesser extent, has fewer man days available per year in relation to population than it had in 1950.

Vacation scheduling is as disruptive in the fire department as it is in the police department; the same concentration of vacation days off reduces daily manning below fire department determined effective minimums. See Table 3, on following page.

Departmental organization follows fairly common fire force

^{8/}The Municipal Year Book, 1962, International City Managers' Association, Chicago, Illinois.

Table 3

VACATION DAYS GRANTED FIRE DEPARTMENT PERSONNEL, 1961

An x identifies one vacation day for one man. Some regular days off may be included in the tabulations because they are not recorded separately in personnel vacation files.

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
1				XX	XX	XX	XXXX	XXXX	XXX	XXX		
2				XX	XX	X	XXXX	XXXX	XXX	XX		
3				X	XX	XX	XX	XXXX	XXX	X		
4				X	XX	XX	XX	XXXX	XXXX	X		
5				X	XX	XX	X	XXXX	XXXX	X		
6					XX	XX	XX	XXXX	XXXX			
7					XX	XX	XX	XXX	XXXX	X		
8					XX	XX	XX	XXX	XXX	X		
9					XX	XX	XXX	XXX	XXX	X		
10					XX	XX	XXX	XX	XXX	XX		
11					XX	XX	XXX	XX	XXX	XX		
12					X	XX	XXXX	XX	XX	XX		
13					XX	XX	XXXX	XX	XX	XX		
14					XX	XXX	XXXX	XXX	XX	XX		
15					X	XX	XXXX	XX	X	X		
16					XX	XX	XXXX	XX	XX	X		
17					XX	X	XXXXX	XXX	XX	X		
18				X	XX	XX	XXXXX	XXX	XX	X		
19				X	XXX	XXX	XXXXX	XXX	XXX	X		
20			X	X	XXX	XXX	XXXX	XXX	XXX	X		
21			X	X	XXX	XXXX	XXXX	XXX	XXX	X		
22			X	X	XXX	XXXX	XXX	XXX	XXXX	X		X
23			XX	X	XXX	XXXX	XX	XXX	XXXX	XX		X
24			XX	X	XXX	XXXXX	XXX	XXX	XXXX	X		X
25			XX	XX	XXX	XXXXX	XXX	XXXX	XXXX	X		X
26			XX	XX	XXX	XXXXX	XX	XXXX	XXXX	X		X
27			XX	X	XX	XXXX	XXX	XXXX	XXXX	X		X
28			XX	XX	XX	XXXX	XXX	XX	XXXX	X		X
29			XX	XX	XX	XXXX	XXX	XXX	XXXX	X		X
30			XX	XX	X	XXXX	XXXX	XXX	XXX			X
31			XX		XX							

practice. Although both the chief and his assistant work a day shift, provision is made for supervision at all fire incidents. The chief, and in his absence, the assistant chief, remains on call and responds to potentially serious incidents according to a schedule.

Observation of field training periods and conduct of station activities demonstrates acceptance of responsibility by supervisory and command personnel. Fixed routes to principal points of conflagration hazard have not been established nor have detailed plans for fire attack for high hazard and high value buildings and locations been made for training and operational purposes.

Hazard inspection, although personally supported by the chief and assistant chief, is almost solely the responsibility of the two inspectors. Companies are not used for expanding the inspection program. Inspections in 1961 totalled 2921, short of a desirable minimum.

Housing, Automotive Equipment, and Materiel

In considerable measure, quarters, automotive equipment and materiel all influence the level of police and fire service.

The Police Department

The police department is located in the basement of City Hall at 404 Second Avenue North and has two public entrances. The chief's office and the traffic violations bureau are adjacent to the main building entrance and the second, at the rear of the building, opens into a small lobby and hallway and the communications center. Traffic congestion and confusion are natural results of office layout.

The detention facilities occupy a substantial amount of space along the north and west walls of the building and consist of a main block and several single cells. Their layout is awkward and they fall short of an adequate level of security: wires carrying electric current are within easy reach of inmates and can be used as garrotes;

glass panels can be broken and used for self-destruction or as offensive weapons; and door latches can be stuffed with matches and other articles to make them inoperative - a dangerous situation if a fire broke out or if one prisoner were assaulting another. Regulations do not exist or are not enforced to adequately protect the prisoners; recently, a prisoner was found hanging himself with his belt, which he should not have had in his possession.

Reasonable standards of cleanliness and maintenance have no adherence. Conditions generally are poor and those of the jail are very poor.

Within recent years some alteration of space was made to provide two small rooms for interrogation and other special work; both are now used for storage.

The department leases four automobiles, for patrol and other use, which are in excellent condition. In addition, there are five other department owned vehicles, an old panel truck used as a dog-wagon, three 3-wheel motorcycles (servi-cars) and one 2-wheel (solo) motorcycle. The department has a new polygraph but no one trained to use it, and two speed timers (one radar and one electric) which receive but little use. Armament, consisting of one hand tear gas gun, one 30-30 rifle, one 12 gauge shotgun, and one submachine gun, is considered inadequate. Photographic equipment is generally adequate. Files are generally suitable for present uses but would not suffice for an effective records system.

The Fire Department

Grand Forks has two station houses, Station 1, or the North Station is located on Second Avenue North next to City Hall and Station 2, or the South Station at 215 South Fourth. Station locations are dictated by the need to be near the high hazard, high value downtown area and the crossing of the business section by grade-level railroad tracks which, when in use, would require a detour to the Washington underpass to reach a location only blocks from either

station.

Both stations are kept in immaculate condition by the firemen who also do minor construction and repairs, including recent additions to the North station. While the South station is reasonably adequate to house its equipment, the North station is quite inadequate. Crowded quarters do not allow space, for example, to properly dry hose after use.

The North station houses (1) a 1945 Seagrave 85 foot ladder truck with no radio, (2) a 1951 FWD 750 gallon Class "A" pumper, and (3) a 1960 Ford pickup truck, with four-wheel drive, used for general utility purposes but specially equipped with a public address system, water pump tanks, smoke masks, resuscitators and 400 feet of 2½ inch hose.

The South station houses (1) two 1945 American LaFrance, Class "A" 1,000 gallon pumpers, (2) a sixteen foot outboard powered, aluminum rescue boat, and (3) a 1928 American LaFrance 1,000 gallon Class "B" pumper, with no radio, in a standby capacity but carrying 400 feet of 2½ inch hose, powder and other necessary items. The 1928 truck is slow and considered to be unsafe under modern-day traffic conditions.

On a call for water rescue, Station 2 is notified by radio to roll out the boat and trailer and the pickup truck from Station 1 is sent for it.

The rolling stock is kept in excellent condition by the two mechanics who do their work in the station.

Basic and central communications facilities are maintained at the North station including the alarm system and radio dispatching facilities. If both the ladder and pumper are called out of Station 1, all personnel respond and dispatch responsibility must be taken over by the police dispatcher. With all personnel out of Station 1, the alarm system loses its primary value of immediate notification; when an alarm is recorded a bell rings in the police dispatch office and a policeman must go in person to the fire station

to identify the source of the alarm and, only then, can the information get to the units in the field or to the other fire station.

There is an intercommunication system between the two fire stations.

The North station schedules a daily complement of seven men and the South station, a complement of five available for fire calls.

Personnel Management

Personnel of all ranks in police and fire departments need supervision. This extends from that nominally exercised by the manager over the two chiefs to the very direct supervision required of police sergeants over patrolmen and fire captains over firemen. Conditions of employment must be evaluated constantly in relation to their effect on morale and efficiency. Recruiting, selection and training must produce personnel suited to and competent in their work. In superior personnel management is found the key to superior department and individual performance.

The Police Department

Within the police department effective supervision is virtually non-existent. Maximum performance cannot be expected when each employee goes his own way largely unregulated and unsupervised. Inefficiency arising from poor supervision is compounded by deteriorating morale, and a cycle of decreasing effectiveness becomes self-feeding.

The department provides its men with all required uniform and equipment items except shirts, sidearms, whistles and flashlights. Condition of dress, however, is apparently an individual responsibility; some men are always immaculate, others leave much to be desired and wear ill-fitting and ill-kept apparel. Because of the absence of proper controls, medical and supervisory, some men are grossly overweight, which poses problems of health and public respect.

Subjective evaluation indicates that morale is neither at an acceptable nor desirable level.

Lack of a pension plan, other than social security, is a serious morale depressant and is partially responsible for an unusually high number of voluntary separations. During the past ten and one half years, fifty-two men have left the department for the United States Post Office, the Border Patrol, the State Police, other agencies and private employment. See Table 4, on following page. Voluntary separations, not including retirement, have averaged more than fourteen percent of the force per year.

The City of Grand Forks follows normal practice in providing group life and health insurance, and pays one half of its cost; and provides workmen's compensation benefits. Policemen injured on duty, however, only receive salary until their accumulated sick-days allowance has been used, and this money is partially returned to the city through workmen's compensation which is not personally received by the employee until his sick-leave reserve is exhausted. This unfortunate situation results from the absence of any municipal pension program. Police personnel can accumulate sick-leave days against future illness at the rate of fourteen days per year to a maximum of one hundred twenty days. Any accumulation of days is wiped out on retirement.

Policemen work a forty hour week, five days on and two off, and those who work around-the-clock change tours on the first and sixteenth of each month. Overtime may be accumulated to a maximum of eighty hours, or ten days, and personnel are granted repayment in time off almost entirely at their own convenience. Vacations total ten working days per year, and accumulation of days begins in the seventh month of employment. It is required that vacation time be taken during the year it was earned, although exceptions are provided for in the civil service ordinance (1032). Eight holidays are authorized per year, although any holiday that falls on regular days off or during a vacation period is lost; no credit is received for it.

Table 4

GRAND FORKS POLICE DEPARTMENT PERSONNEL SEPARATIONS, ALL REASONS
JANUARY 1, 1952 - JUNE 30, 1962

	State Highway Patrol	Other Municipal Police Departments	Other Government Agencies	Private Employment	Involuntary	Unknown
1952	1		1	3		1
1953			3	3		2
1954	1		2	1	1	
1955	1		1	1	2	
1956		2		5		
1957	1	3	2			1
1958	1		1	1		
1959	1	3		1		
1960						
1961			2	1		
1962			2			1
Total	6	8	14	16	3	5

Grand Total, 52.^{9/}

Police salaries everywhere are a vital concern to city administrators and to police personnel. Cities are concerned primarily with gross police expenditures, in particular reference to total

^{9/} Plus two retirements.

municipal budgets. Unfortunately, the concern lies principally with the tax burden and too infrequently with maximum return from the police budget allocation for personal services. There can be no doubt that greater returns must be sought, indeed demanded, if cities are to remain solvent and still have reasonable police protection and service. Nonetheless, adequate salaries are a major inducement for recruiting to the police service of desirable candidates.

Police salaries not only affect recruiting, they are a major component of the factors which influence morale and efficiency and, in the final analysis, may form the basis for a decision to remain in the service or to seek other employment.

Among the ten cities compared previously, the average salary for patrolmen in 1961 was \$5,223. Top patrolman's salary in Grand Forks was \$4,644.^{10/} See Table 5, on the following page.

The Civil Service Commission is responsible for standards of recruitment and promotion, and the examining process is established by the city auditor, who is the commission's secretary, and approved by the commission. Acceptable selection procedures are used except for the omission of psychiatric examinations. The police department, as it should, assumes responsibility for background and character investigations. Fortunately, there are no residence restrictions.

Service rating forms are provided by the commission and are used by the department as required.

Training has been accorded certain specialists; two sergeants and a captain have attended short courses at the Northwestern University Traffic Institute, and one patrolman has attended the delinquency control course at the University of Minnesota. The chief has completed the training program of the FBI National Academy. One patrolman is soon to be sent to a school for polygraph operators.

^{10/} The 1962 - 1963 salary schedule for Grand Forks is \$4,920. Both figures include cost-of-living bonuses, \$156 in 1961 - 1962 and \$204 in 1962 - 1963.

Table 5

1961 PATROLMAN'S ANNUAL SALARY IN TEN SELECTED CITIES
OF MINNESOTA, NORTH DAKOTA AND SOUTH DAKOTA ^{11/}

	1960 Population	1961 Salary
Edina, Minnesota	29,000	\$6,444
Richfield, Minnesota	43,000	6,300
Austin, Minnesota	28,000	5,453
Fargo, North Dakota	47,000	5,436
Rochester, Minnesota	41,000	5,350
St. Cloud, Minnesota	34,000	4,980
Minot, North Dakota	31,000	4,800
Bismarck, North Dakota	28,000	4,740
GRAND FORKS	34,000	4,644
Rapid City, South Dakota	42,000	4,080 ^{12/}

Although three patrolmen attended the State Police conducted recruit school in Grafton in 1962, formal recruit, supervisory, and command training is not given to department personnel. For some years, however, a one hour session, attended by most personnel, has been held weekly during the Fall, Winter and Spring. Critical evaluation indicates that these sessions are of only nominal value. Police personnel are not encouraged to take classes at the University of North Dakota, and none are in attendance.

It is fair to say that the department is poorly trained.

The Fire Department

Excellent supervision in a fire department assumes a special urgency in view of the team operation required whenever response is

^{11/} Source: The Municipal Yearbook, 1962, International City Managers' Association, Chicago, Illinois.

^{12/} This is a 1960 figure, and probably lowers the average figure.

made to an incident of any seriousness. In the Grand Forks department a good quality of supervision, an acceptable esprit de corps, and a somewhat better than average training program all combine to provide effective and efficient fire fighting service.

Morale depressants consist of the lack of a municipal pension program and the levels of salaries.

Firemen are also provided the benefits of group life, and health insurance and are covered by workmen's compensation with the same limiting factors applying to police personnel. Provision is made for repayment by time off for overtime, and time off for vacation allowances works out to the equivalent of that granted policemen.

The Civil Service Commission provides the same service for the fire department as it does the police department.

In-service or out-of-city training has not been provided fire force specialists or supervisory and command personnel; however, forty-four (four-hour) training sessions are held for all personnel annually, and additional training is carried out routinely in the station houses. During clement weather, they are held outside at or near the training tower.

The Police and Fire Service Record

As a community located in relative isolation, Grand Forks is more nearly a small counterpart of the large city than it is a suburb of a large city. It has, therefore, the problems of seasonal and migrant workers, small but definable depressed areas, and buildings of different types, occupancy and construction in close proximity. It does not have, however, the heterogeneous population of the large center with its concomitant problems.

The Police Department

The department commendably participates in the Uniform Crime Reports program conducted by the Federal Bureau of Investigation and

the Annual Inventory of the National Safety Council. In spite of this, however, great care must be used in attempting inter-city comparisons in the incidence of crime and traffic accidents. This is so primarily because of (1) the great differences among cities and (2) varying degrees of completeness, accuracy and conformance to accepted reporting standards. Comparisons, of course, can be made if conclusions as to their meanings are not hastily made, especially without proper consideration of their frailties.

The Crime Index^{13/} is frequently used as a basis for comparing the incidence of major crime in one city to that of another. It is figured on the basis of crimes per 100,000 population. Grand Fork's rate for 1961 was 761.4. If this figure were to be accepted as valid, it could be said that Grand Forks compares favorably with the national average and unfavorably with the average for North Dakota. Specific comparisons are not made, however, because of the inadequacy of police reporting of major offenses. For example, while only three aggravated assaults were reported in the past five years by the department, a superficial review of files for the first six months of 1962 disclosed several which had not been reported in the monthly uniform crime reports. Nonetheless, index crimes reported by Grand Forks increased forty-one percent from 1957 to 1961.

In spite of serious under-reporting of the incidence of crime, the clearance-by-arrest rate for Part I Offenses^{14/} for Grand Forks is at an unacceptable level. The national clearance average in 1961, for all cities of all classes, was twenty-six and seven tenths percent. The Grand Fork's clearance rate was nine and eight-tenths

^{13/}The index contains murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary - breaking or entering, larceny \$50.00 and over, and auto theft.

^{14/}Those crimes listed in footnote 13, plus manslaughter by negligence and larcenies under \$50.00.

percent, and the average annual clearance rate for the city for the last five years was nine and two-tenths percent. See Table 6, below. In Grand Forks, a criminal can operate with such a measure of impunity that he has but few restrictions on his activities.

Table 6

PART I OFFENSE CLEARANCE RATE, GRAND FORKS, 1957 - 1961

Year	Number of Offenses	Cleared	Percent Cleared
1961	889	87	9.8
1960	997	94	9.5
1959	856	66	7.7
1958	803	89	11.8
1957	788	63	8.0
Total	4,333	389	9.2

A superior small department should have a clearance rate in excess of thirty-five percent.

Over the past five years, all traffic accidents have increased thirty-five and six tenths percent, from 1,220 in 1957 to 1,656 in 1961. More significant, however, is the forty-nine percent increase in fatal and non-fatal personal injury accidents from one hundred fourteen in 1957 to one hundred seventy in 1961. See Table 7, on the following page. Two serious weaknesses can be considered to be the cause of this undesirable increase in the incidence of traffic accidents. One is that the gross enforcement effort is too low to affect the incidence at all and the other is that the minimal effort now applied is not selective. As nearly as can be determined from available figures, the enforcement index^{15/} is about six.

^{15/} The enforcement index is the quotient of the division of the number of fatal and non-fatal personal injury accidents into the number of convictions with penalty for hazardous moving violations.

Table 7

ANNUAL TRAFFIC ACCIDENT RECORD, GRAND FORKS, 1957 - 1961

Year	Total Accidents	Property Damage Accidents	Personnel Injury Accidents	
			Fatal	Non-Fatal
1961	1,656	1,527	2	170
1960	1,720	1,573	-	145
1959	1,601	1,469	2	130
1958	1,259	1,104	-	155
1957	1,220	1,105	1	114

The minimum index considered to be effective by the International Association of Chiefs of Police and the National Safety Council is twenty. Selective enforcement^{16/} is essential to obtain the maximum results from any level of gross enforcement.

The Fire Department

In a city as small as Grand Forks, where fire responses of all kinds average less than one per day (361 in 1961 and 308 in 1960), a single serious fire materially affects the gross and per capita fire loss for the year in which it occurred. Therefore, fire losses should be compared over a long period to give full understanding. During the past ten years, Grand Forks per capita fire loss has ranged from \$.85 in 1952 to \$11.12 in 1957 - the 1961 loss was \$9.62. Table 8, page 28, shows the gross and per capita loss and the number of fire responses for each of the last ten years.

In 1961, the median per capita fire loss in cities of the

^{16/} Selective enforcement is the application of the enforcement effort against those violations which are causing accidents at the times and places when and where they are occurring.

Table 8

GROSS AND PER CAPITA FIRE LOSS
AND
NUMBER OF FIRE RESPONSES, 1952 - 1961

Year	Gross Loss	Per Capita Loss	Number of Responses
1961	\$356,052	\$9.62	361
1960	38,012	1.11	308
1959	153,928	5.13	283
1958	94,335	2.94	318
1957	357,640	11.12	257
1956	56,000	1.93	277
1955	49,616	1.77	248
1954	34,000	1.22	204
1953	85,895	3.07	333
1952	22,207	.85	263

25,000 - 50,000 population group was \$6.84,^{17/} substantially below the per capita loss of \$9.62 for Grand Forks. However, it should be pointed out that Grand Fork's average per capita loss over the past ten years was only \$3.88.

The median number of building fires per 1,000 population for cities in the 25,000 to 50,000 population group in 1961 was 3.3 and the lower quartile was 2.1. Grand Forks, in 1961, reported ninety-six building fires for a ratio of 2.6.

The two department inspectors conducted 2,921 inspections of buildings and premises in 1961, and the chief and assistant chief made eighty-seven inspections of existing and proposed service stations.

It should be mentioned that the department handles the bicycle licensing program of the city and in the fourteen months

^{17/} Source: The Municipal Yearbook, 1962, International City Managers' Association, Chicago, Illinois.

beginning with November 1960, it licensed 3,808 bicycles. During 1961, the department returned to owners one hundred sixty lost and stolen bicycles.

Official Grand Fork's appraisal of its fire department is one of excellence and this opinion was expressed in a formal resolution of the city council on March 21, 1961.

Conclusion

To be the effective police agency that it should be, the Grand Fork's Police Department needs a complete overhauling in the important areas of training, supervision, organization, operations, and management. The citizens simply are not receiving an adequate return from their financial support. It also needs additional motorized equipment, other materiel and improved housing.

The fire department is superior to the police department in all respects but one. It has better training, supervision, organization, operations and management; in potential of present personnel, the two departments are nearly equal. Inspection and prevention activities, in spite of the current inspection program, need new goals and new programming.

III. POLICE AND FIRE INTEGRATION - A PHILOSOPHY OF SERVICE

Thoughtful municipal administrators, particularly of the smaller cities, are critically evaluating their police and fire services. Quite aside from normal interests in efficient municipal protective services, there is a growing recognition of ultimate financing limits beyond which cities will be unable to go in providing such services. Many executives believe that these limits are now being stretched to the breaking point. Only two inevitable outcomes are apparent: (1) services will be substandard, or at least below what is desired, or (2) new approaches to organization and management will be devised and implemented.

Although the police service generally is now on the forty-hour week, the fire service has only recently flexed its muscles in its attempt to reduce its work week to the same level. From the eighty-four hour week for firemen which was common only a few years ago, there has been a gradual reduction to the present median, nationwide, in all cities over 10,000 population, of sixty-three hours. The longest work week remains at ninety-six hours in only a few of the smaller cities (below 25,000); however, the shortest work week in some cities of 10,000 to 100,000 is already forty hours, and forty-two hour weeks are found in cities of each population grouping over 100,000.

At present salaries, the fifty percent increase in manpower that would be required in the Grand Forks Fire Department to achieve the forty hour week would amount to approximately \$100,000 annually. Yet, it must be assumed, the forty hour week will one day be standard for municipal fire departments. If, as many firemen anticipate, the twenty-four hour duty day remained, firemen would only be on duty 6.7 days each four weeks instead of the present ten.

Significantly striking home is the fact that policemen are on the street and are routinely engaged in preventive, repressive and service activities when not responding to incidents - to which they

may be sent individually, in pairs, or in groups as the need warrants. Firemen on the other hand are mobilized in the fire house where they stand by, almost idle, waiting for infrequent incidents that, in Grand Forks, occupy only about one percent of their time. Less than one run per day for the department, from both houses, is the record of the last five years. It is this great reservoir of available service time which is now being critically examined to see if good use cannot be made of it.

There is, quite obviously, a good use for it - routine preventive patrol and inspection and correction of hazards.

The use of one-man patrol cars is becoming increasingly widespread. Although many emotional arguments have been advanced against their adoption, a principal one always is that it is an economy measure. While in a sense this is true, the basic one is improved service with present available personnel, with only the nominal additional cost of motorized equipment and additional required supervision.

The same identical reason, maximum effective use of available personnel, is advanced now as the compelling reason for integration of the police and fire services. Cities can no longer afford the luxury of idle time for a substantial group of its employees.

The term integration, itself, is frequently misunderstood and needs explanation. There are three kinds of organization and operation to which the term is often applied: (1) the very simple consolidation of independent police and fire departments into a department of public safety as police and fire divisions, (2) partial operational and staff consolidation of the two services with the integration affecting only a portion of the two forces, and (3) complete integration where the police and fire identities virtually disappear and a new public safety service is, in fact, created.

The simple consolidation is found in cities small and large. In this case, the chiefs of the two divisions report to a director of public safety who, in turn, reports to the city executive, a mayor or manager. Two possible advantages may lie in this consolidation:

(1) a reduction in the span of control of the busy municipal executive, and (2) more effective coordination of the two divisions in over-lapping activities. These are tenuous advantages and may not prove themselves.

Partial operational and staff consolidation can be a workable and effective program and can begin to gain the primary objective of effective manpower utilization. In this type operation both departments maintain not only their identities but their autonomy. The usual specialist, supervisory and command positions are retained and consolidation occurs primarily at the level of execution - firefighting and, perhaps, inspection.

This takes many firemen except specialists, including drivers, out of the station houses and into routine patrol after, of course, adequate training in their new responsibilities.

This kind of integration, involving virtually independent divisions, requires extensive training, flexible deployment, and skilled supervision and command. Level of execution, or operating personnel - the patrolman-fireman, specially trained for diverse duties, would be in a special personnel classification; they would be designated as public safety officers, or by some other appropriate term, and would receive extra compensation while so assigned.

Partial integration has the advantage, in older and larger departments, of permitting men not qualified to do the combined jobs because of physical, emotional, or intellectual reasons to remain in service as policemen or firemen without additional training and compensation. In this very situation, apparently an advantage over full integration, lies a built-in morale problem developed through the creation of an elite and higher paid segment of the forces.

Complete integration offers the greatest potential for effective service. It means, in effect, the abandonment of the police and fire departments, though not their functions or responsibilities, and the creation of a single department of public safety which reassembles, and in different form under singular leadership, the various

components of the two formerly autonomous departments. Thus the term integration may be a misnomer because a new agency in fact is formed.

The new agency has broad responsibilities among which are quickly identified (1) community-wide prevention services directed toward citizen interest and cooperation in fire prevention, prevention of criminality, and traffic safety; (2) formal and continuous inspection, followed by corrective action, of fire and crime hazards; (3) crime repression through augmented and intensified street patrol; (4) rapid fire extinguishment to minimize injury, loss of life, and property damage and destruction; (5) recovery of stolen property; (6) apprehension of criminals; and (7) enforcement of numerous regulatory measures.

No municipal endeavor would probably require greater administrative skill than the efficient and effective management of a department of public safety embracing the responsibilities listed above. With competent administration, however, it may well be the only immediately available answer to the ever more serious dilemma involved in reconciling rising municipal costs, improving service, raising salaries, and providing the forty hour week to a large group of employees.

IV. PROPOSAL FOR A DEPARTMENT OF PUBLIC SAFETY

It is more difficult and challenging, admittedly, to build a department of public safety from the established police and fire departments of a city than it is to create one in a newly incorporated area. However, the detailed study, from which this report was prepared, indicates this to be a propitious time for the job to be done:

1. The present chiefs of both departments must soon retire because of municipal personnel requirements. With the executive head of each department gone, reorganization and management are simplified and the transition can be more easily accomplished. The fire chief has graciously offered to continue on a contract basis for training and technical assistance and consideration should be given to retaining his services for these purposes.
2. The virtually unorganized, untrained, and unsupervised police department needs complete rebuilding. The department is composed, largely, of men with good potential and its future need contain but few traces of the present.
3. The fire department needs to place substantially more emphasis on unspectacular but important inspection programming in fire prevention. Disproportionate stress is now applied to the obvious and simple need for fire extinguishment and control.
4. Both departments now or soon must substantially improve housing and other facilities. Consolidation will provide the means for greatly diminishing capital outlay.
5. The personnel complements of both departments are made up of men of an unusually low average age. See Tables 9 and 10, on the following page. The average age of police personnel, excluding the chief and policewoman, is 34.5, and of fire personnel, excluding the chief, 34.3. This factor should indicate ease in indoctrination and training in and for the new service

Table 9

AGE OF SWORN PERSONNEL BY RANK
Grand Forks Police Department
(As of September 30, 1962. Ages are inclusive).

	21 - 25	26 - 30	31 - 35	36 - 40	41 - 45	46 - 50	51 - 55	56 - 60
Captain						1		
Lieutenant								1
Sergeants			2	1	1		1	1
Patrolmen	7	10	4	4	2	1	1	
Total	7	10	6	5	3	2	2	2

Table 10

AGE OF SWORN PERSONNEL BY RANK
Grand Forks Fire Department
(As of September 30, 1962. Ages are inclusive).

	21 - 25	26 - 30	31 - 35	36 - 40	41 - 45	46 - 50	51 - 55	56 - 60
Assistant Chief						1		
Captains				1		2		
Inspectors						1	1	
Mechanics			1	1				
Drivers		1	3	3	2			
Firemen	6	10	3	5				
Total	6	11	7	10	2	4	1	

and a minimum number, if any, of persons not qualified to be a part of the new program.

- The ratio of man-days available per year to population for each department is gradually being lowered because of population increments not accompanied by proportional employment of additional personnel. It can be assumed that population growth will increase at a rapid rate for many years and that, unless substantial personnel additions are made in the next few years, the two departments will become impotent to effectively discharge their responsibilities. Inevitably, to further aggravate this problem, there will be improvements in working conditions: a shorter work week for fire personnel and additional holiday and vacation time for both fire and police personnel.

- Neither department has a pension program. Although one for the department of public safety is proposed, the problems of independent pension plans that would require consolidation or adjustment, and perhaps changes in state laws, are not present.

Arguments are mustered against integration and need discussion at this time:

- It is not practical to train personnel in the procedures of both services. The kernel of truth in this argument is well nurtured by those who oppose such programs. In any complex undertaking there is a need for specialists and, assuming their use, the work that must be done by the generalists is not at all beyond the capabilities of intelligent men.
- Men deliberately chose their careers because of deep and special interests in them and thus the new service would be destructive of their chosen careers. This is often true of men who spend five to eight years in college preparing for professional careers. This is occasionally true of men who enter other employment including the skilled trades. Interviews of Grand Forks personnel, however, indicate that entrance to the police and fire service was

largely because it was available employment. This in no way denies the devotion to duty that police and fire personnel develop but largely negates the premise of opposition.

3. Men must respond to fire incidents from a fixed location and in a group. It is true that individual response to a group action requires superior training and leadership but it should be pointed out that (a) companies are usually assembled groups of men trained in required procedures but not necessarily groups that have trained as teams, and (b) first response to fire incidents is delayed by holding men in station houses.

The important advantages that would accrue to Grand Forks through consolidation deserve serious consideration.

1. The rate of growth of the new department would be perceptibly slower than that which can be expected with the two present departments. In the new program, each man added would be expected to give full-time service to productive activities. Time required of him for fire fighting would be minimal and all other time could be used effectively.
2. Police and fire service each would be improved through (a) more rapid response to fire incidents and a resultant faster fire extinguishment and avoidance of runaway fires, (b) a much more effective and continuous fire hazard inspection and prevention program, (c) more widespread and effective repressive pressure on criminal activities and (d) quicker response to the multitudinous calls for service from citizens.
3. Minimum possible manpower and cost in relation to any determined standard of service.
4. Immediate solution of the vexing problem of the fire service work week by placing all present fire personnel on a forty-hour week.
5. Avoidance of competition between independent

departments for budgetary considerations.

6. More effective and efficient operation of auxiliary services such as communications at minimum cost, and consolidation of statistical information for superior operational planning.
7. Elimination of substantial capital outlays for building construction in the development of an adequate headquarters and in fire equipment housing.
8. An ability to recruit and retain real professional leadership.

Direct advantages also accrue to personnel of the two present departments:

1. Salaries should be adjusted upward commensurate with the additional responsibilities accepted by most personnel.
2. Work for generalist personnel will be more varied and thus more interesting and rewarding.
3. Present fire personnel would immediately have a forty four week.
4. Clear-cut lines of responsibility and improved supervision should improve pride in service and morale.

Management and Organization

No tradition, other than the goals of optimum public service found in police and fire forces, brings any influence to bear on organization of a public safety department. Basic principles of organization must be governing factors, even though any such department located in an established community must be tailored to meet its specific needs. In this proposal, careful consideration has been given to legal questions, budget limitations, existing salaries, present department organizations, quality of personnel, levels of

training, and housing.

State statutes apparently provide no barrier to the creation of a department of public safety. According to the city attorney, "In my opinion the State of North Dakota looks upon the establishment and management of fire and police departments as a purely local matter, and that the city is empowered thereby to integrate the departments where it determines that such would be in the public interest." ^{18/} Certain questions no doubt will arise; for instance, over application of the present firemen's relief state statutes. It is believed that all such questions are susceptible to simple resolution.

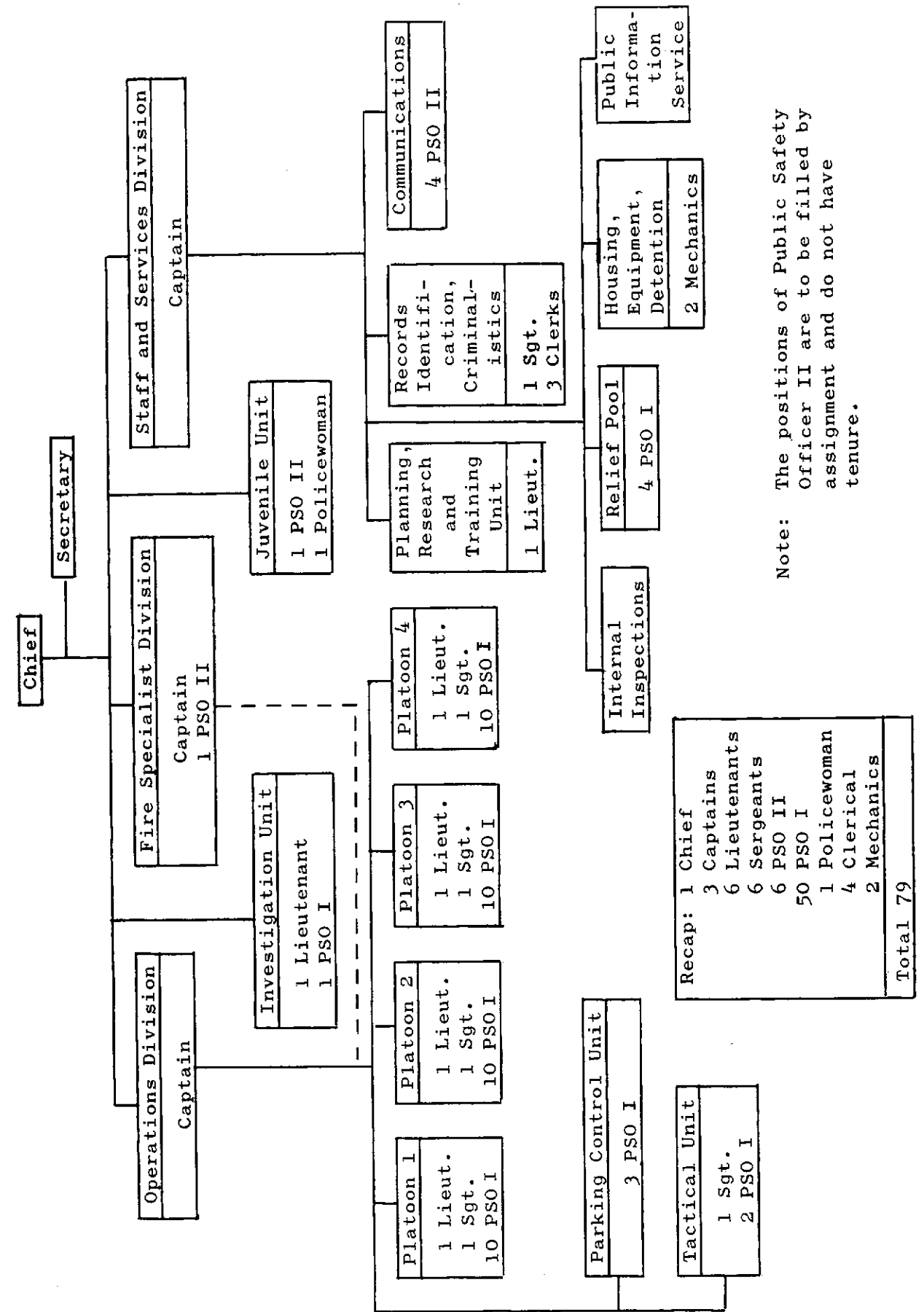
It is proposed that the organization structure and staffing pattern shown in Chart III, on the following page, be adopted. The organization, as charted, is designed for effective and efficient management and administration and provides a clear-cut chain of command, a proper grouping of functions, adequate specialization, and ease of coordination.

Although final responsibility for the effective operation of all city departments lies ultimately with the city manager, he first fulfills his obligation by carefully selecting and appointing a person to operate or manage each department. He then, in each case, should fully spell out each department head's responsibility and give him adequate authority to carry it out. For some departments, this is almost as easily done as said. With a small and traditional fire department this is largely true. Grand Fork's less than one fire response per day is subject to leisurely and complete review and appraisal; its fire inspections are done entirely by two persons and are also subject to easy review. On the other hand, the police department is involved annually in thousands of enforcement actions, including summary arrests, and additional thousands of restrictive

^{18/} Letter of Gordon Caldis, city attorney, to Allen Webster, city manager, on May 22, 1958.

CHART III

PROPOSED ORGANIZATION AND MANNING OF THE DEPARTMENT OF PUBLIC SAFETY



actions, eg, in the control of moving traffic; almost a thousand major offenses and 1,700 traffic accidents are reported to the police annually; and interpersonal police and citizen contacts multiply into tens of thousands each year. Police management is a complex problem beyond the average citizen's understanding. Although combined police-fire service management is obviously, thus, not simple, it can be most rewarding to the community.

It is clearly indicated that the person selected as the chief of the department of public safety must be an administrator of proven competence. He must, in effect, be an expert in organization and personnel and financial management. If his background is not a combined police-fire service it probably should be in the police service because (1) of the complexities of that service and (2) the local availability of competent technical fire assistance. He will be, and should be, principally an administrator concerned with organization, personnel, finance, research, planning, and public relations. If he has skills in these areas, he will operate effectively through the proposed organization.

Operations Division

The operations division would be responsible for all normally accepted police field responsibilities of crime repression, criminal and traffic investigation, traffic enforcement, and public calls for service; and for the normally accepted fire field responsibilities of fire fighting and rescue plus extensive fire hazard inspection service. The division would be headed by a captain who would be second in command of the department and the first in succession to command in the chief's absence. Reporting directly to him would be four platoon lieutenants. The present rate of fire inspections would be stepped-up greatly by the use of public safety officers^{19/} in a carefully

^{19/} Public safety officers is suggested as a title to replace fireman and policeman, and will be so used in the balance of this report.

scheduled and intensive inspection program under the direct supervision of the operations division commander but also under the functional supervision of the captain in command of the fire specialist division.

Foot patrol, as a regularly scheduled assignment should be abandoned; it is grossly wasteful of manpower and, thus, of public funds. Its value is fully realized, however, when foot patrol becomes part of motorized patrol as recommended elsewhere in this report.

Tactical Unit. The tactical unit, under the supervision of a sergeant, provides the means for applying selective and strong pressure on serious crime and traffic problems. Its sergeant should report directly to the operations division captain and its assignments may vary day to day as special needs are disclosed by daily analysis of crime and traffic reports. No other device can so effectively provide flexibility in response to serious needs. Men work singly in cars but as a team. The men may be uniformed or not as circumstances dictate. Their hours of work will vary as will their days of work. Normally the assignment would be late at night and from Tuesday through Saturday. This unit may be bolstered by additional men when they are available and can, itself, if the need is urgent, provide relief to other units.^{20/}

Parking Enforcement Unit. This unit is left at its present strength of three men but without its own supervisor. The men's work is routine and can be strictly scheduled and easily supervised. The unit should be the responsibility of the day tour sergeant for supervision although the operations division commander should arrange

^{20/} The Flexible Unit - A Unique Striking Force, George D. Eastman; Police, July - August, 1960.

its program and scheduling.

Fire Specialist Division

The fire specialist division would be the responsibility of a captain who would be third in command of the department and second in succession to command in the chief's absence. Although he will have only one subordinate officer, at least immediately, his responsibilities will be demanding. He will be in direct command of all fire ground operations. In addition to directly supervising his subordinate officer^{21/} in fire inspections, follow-up activities and enforcement of fire ordinance, he will himself engage to a limited extent in the more important inspections. Very importantly he will have clearly defined and complete functional responsibility for the field inspection program of the operations division. He will also have functional responsibility for the fire training and research and planning work of the planning, research, and training unit of the staff and services division. This implies, too, his direct participation in the latter activities.

Staff and Services Division

This division would be headed by a captain who would be fourth in command of the department and third in succession to its command. His responsibilities are important and varied. He will be responsible for all research, planning and training in close coordination with the commanding officers of the operations and fire specialist divisions. In addition, he will handle communications and its maintenance, even though dispatchers are directly supervised in his absence by platoon lieutenants; records and identification; housing and equipment maintenance, and detention; public information and education service; internal inspections; and the relief pool.

^{21/}The fireman now assigned as inspector.

Investigation Unit

The investigation unit would be commanded by a lieutenant who would be responsible for all criminal investigation not completed by operations division officers, and for vice investigations. Basic responsibility for criminal investigation must remain with the operations division; nonetheless, this unit is proposed to provide the special skills and freedom of time and area not available to regular officers. The lieutenant should be helpful to the regular officers by field assistance and training and should participate in the training program in his special area of competence.

Juvenile Unit

The juvenile unit would be commanded by a public safety officer (II). The unit would be primarily concerned with women not involved in commercialized vice, missing persons, and with delinquent children: with the crimes they commit; with remedial measures to correct poor community and home conditions; and with steps to rehabilitate youngsters who are seeking or drifting into improper patterns of conduct. The juvenile officer should have special training and should assist the staff and services division in preparing department procedures on the handling of juveniles for review and adoption by the chief, and should work closely with the juvenile court and other agencies concerned with youth and their problems.

Nearly all adult offenders begin their criminal careers during their adolescent years and it is primarily during this period when lasting corrective measures can be taken. Although failure to take such action can be charged to the community as a whole, the police have an important and continuing role to play. Nationally, in 1961, persons under the age of eighteen were involved in fifty-nine percent of all auto theft arrests, forty-seven percent of the burglaries, forty-eight percent of the larcenies, twenty-two percent of the robberies, seventeen percent of the forcible rapes, twenty-two percent of the aggravated assaults, and eight percent of the

murders. ^{22/}

Manpower, Deployment and Scheduling

Inherent in effective deployment and scheduling is great potential for maximum service return from allocated budget. Deployment must be so planned that available personnel are distributed by time of day and by area so as to give nearly equal protection to persons and property throughout the city around-the-clock.

In a police department a minimum of three shifts of varying strength is required. With such changes in personnel strength, beat sizes must change to equalize work loads and service. For the Grand Fork's public safety service, with relatively limited manpower, it will not be practical to have shifts of different strengths because of the fixed demands for fire equipment manning at all times. Variations of strength involving specialized personnel will naturally exist but this does not affect the basic manning problem.

Precise distribution of personnel by area is not entirely practical, either, because of the artificial barrier of the railroad, and consequently the need to maintain sufficient readily available strength to immediately man the fire equipment of both stations. Nonetheless, within the limitations imposed by this problem, distribution should be as nearly equalized as possible. This will require a detailed beat study. ^{23/} Present manning of the two stations is assumed to be proper and necessary. Therefore, there is a need to have a strength of twelve firemen (including drivers and supervisory officers) available at all times.

^{22/} Uniform Crime Report - 1961, Federal Bureau of Investigation, Washington, D.C., prepared for release on July 12, 1962.

^{23/} For information on beat studies, see Police Administration, O.W. Wilson: McGraw-Hill, New York, pp. 473 - 512.

It is proposed that the total complement of the present police and fire departments of eighty-five be reduced to seventy-nine and distributed according to Table 11, below. Reduction in strength should be accomplished through normal attrition within a reasonable period of time - no summary separations should be considered.

Table 11

PROPOSED DISTRIBUTION OF PERSONNEL

	Chief's Office	Operations Division	Fire Specialist Division	Staff and Services Division	Investigative Unit	Juvenile Unit	Totals
Chief	1						1
Captains		1	1	1			3
Lieutenants		4		1	1		6
Sergeants		4	1	1			6
Public Safety Officers II			1	4		1	6
Public Safety Officers I		45		4	1		50
Policewoman						1	1
Clerical	1			3			4
Mechanics				2			2
Total	2	54	3	16	2	2	79

At the public safety officer level, scheduled strength must be maintained at all times for proper performance in the platoons and communications. At the command level, strength must be built in depth through training and supervisory experience so that, on a "move-up" basis, essential positions can be filled on a day-to-day basis. Staff, service and specialized positions, except in the fire-specialist division, do not need rigidly established replacement schedules.

Weekly day-off relief for platoon lieutenants, sergeants and officers in the operations division is provided by a fourth platoon. Sick, vacation and unusual relief for officers can be provided by the relief pool in the staff and services division. In addition, sergeants and officers in other units can be "pulled" whenever an emergency exists in the platoons or in communications.

In order to work a four platoon system effectively, and such a system allows for platoon training and team coordination, men should be assigned to them on a forty-two hour a week basis. This means two hours a week overtime which can be compensated for by allowing an additional thirteen working days off per year on a scheduled or limited personal choice basis.

Rotation of platoons, "swings," can be handled in several ways and the wishes of the men should be considered in establishing schedules. Table 13, on the following page, is satisfactory for weekly changes.

It is suggested, with the proposed platoon strength of one lieutenant, one sergeant and ten officers, that (1) one supervisor be in the field each tour of duty, (2) two officers remain on the equipment in each station, and (3) six officers patrol specified areas of the city. This will have the effect (1) of more than doubling street patrol, which is highly desirable, and (2) still maintaining full fire response strength, which is not possible under present scheduling. No provision has been made to schedule so that at least one officer will remain on the street in the event of a fire of major proportions. To do so would be wasteful of manpower because of the

Table 12
SAMPLE ROTATION OF PLATOONS - FOUR PLATOON SYSTEM

Platoon	Days of Week														S
	S	M	T	W	T	F	S	S	M	T	W	T	F	S	
One	X	X	X	X	A	A	X	X	D	D	D	D	D	X	M
Two	D	D	D	D	M	M	M	M	X	X	X	A	A	A	D
Three	A	A	A	A	D	D	D	D	X	M	M	M	M	X	A
Four	M	M	M	M	X	X	A	A	A	A	A	X	X	D	X

Legend: "M" for the midnight tour, "D" for the day tour, and "A" for the evening tour (midnight to 8:00 A.M., 8:00 A.M. to 4:00 P.M., and 4:00 P.M. to midnight). "X" stands for day off for the indicated platoon.

Note: A regular forty hour per week schedule can be worked out simply if training and supervision is of such high quality that no essential value remains to maintaining a four platoon system. In this case platoon strengths would remain the same and no scheduled overtime would accrue; however, some changes would occur daily in the personnel composition of each working platoon.

infrequency of such circumstances. There were only two such occasions in 1961. Safeguards are provided, however; six day-tours per week have 3-wheeler men available and five night-tours per week have tactical unit personnel working from approximately 8:00 P.M. to 4:00 A.M. A regular "call back" schedule should be established to provide necessary relief to fire fighting personnel or for patrol units in the event of an "all out" emergency situation.

Training

Superior training, along with sound organization and competent and responsible management, is one of the keys to successful operations. It is important for recruits, as a continuing career-long in-service process, for specialists, and for supervisory and command officers. It can be assumed that present fire personnel are at an acceptable level of fire fighting competence. For the non-specialist, in the public safety officer position, present firemen need training as police patrolmen and in fire hazard inspection activity. It is also believed that police personnel do not have a level of competence which now allows for adequate discharge of their duties. Thus, for them, there is a need for training in police procedures, fire hazard inspection, and fire fighting. A minimum training program of one hundred ninety hours is suggested in police procedure and fire hazard inspection for all public safety officers and a minimum course of eighty hours in fire fighting is suggested for present policemen.

Out-of-city, on-the-job training in selected departments^{24/} will probably be the best means of providing specialist training,

^{24/} On-the-job training in records, criminal investigation and jail management may be had without cost in the Berkeley, California Police Department; patrol responsibility for criminal investigation in Berkeley or Oakland, California; tactical force operation in Oakland, or St. Louis, Missouri; fire hazard inspection process and training for public safety officers in Oak Park, Michigan.

unless an unusually competent person is retained as the chief of the new department who will be able, himself, to provide at least part of it.

Command and supervisory training and study of police and fire organization and administration is essential to all persons who will hold positions of supervisory responsibility. All of this can be handled by extension service from the International City Managers' Association, particularly if competent instructors can be obtained locally or near-by.^{25/}

Records and Identification

Records have been called, and the statement may be accepted as correct, the nerve center of a police department - the same applies to a lesser degree, perhaps, to a fire department but with equal force to a department of public safety.

For administration, records provide a basis for analysis of past and current events from which manpower, training, deployment, budget and other needs may be determined; and a measure of control of program, personnel and materiel that can be effected in no other way. For command, records can determine the selectivity of the traffic enforcement effort and whether it is applied in sufficient volume; it can determine if investigators, or the entire investigation unit, are performing well in the solution of crimes and the recovery of stolen property; and it will assist in scheduling fire hazard inspections and in their evaluation. For personnel at the level of execution, ie., public safety officers, including investigators, it provides innumerable leads to better general performance and investigation, identifies suspects and stolen property, and helps their work

^{25/} Arrangements, perhaps, could be made with the University of North Dakota to handle the command and supervisory training.

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^{25/} Arrangements, perhaps, could be made with the University of North Dakota to handle the command and supervisory training.

in many other ways.

Therefore, a central records program should be established under the control of a commanding officer of equivalent rank to the operations and fire specialist divisions. Basic files, standardized in 3x5, 5x8, and 8x10 inch sizes must include:

1. A master name file (3x5) in which are included the names and personal descriptions of all arrestees, complainants, correspondents, drivers (both cited and involved in accidents), licensees, missing persons, persons injured or killed, suspects, victims and wanted persons. Name cards in this file should carry case and identification numbers, aliases, and fingerprint classification; this provides a complete cross reference.
2. A case report (or complaint) file (5x8) in which are included all case reports in an uninterrupted number series. All follow-up or supplementary reports must be "hooked-up" to original reports.
3. An identification file should be established in an uninterrupted number series. Persons arrested should be assigned an identification number which should be used again on each subsequent arrest.
4. Type of crime and location indices should be established.
5. Adequate stolen property indices should be established to effect the return of lost and stolen property to owner and to provide assistance to investigators.
6. A field interrogation file should be established.
7. A fire hazard inspection location file should be established. All inspections made subsequent to the original one and all enforcement actions should be "hooked-up" to the original.

A running and continuous bulletin should be typed by the dispatcher and should include reference to all case reports and special notices. Copies should be available to all personnel.

It is essential that a report review process be established in the staff and services division to assure completeness and accuracy of all reports, proper follow-up, and correct classification, indexing and filing.

As many criminal and traffic records as possible should be keyed to use by the newly installed mechanical tabulation equipment for ease in obtaining statistics and summaries and for planning and research.

Planning and Research

Planning and research is a seriously neglected staff process in police and fire departments almost everywhere. Unless it is carried out adequately, maximum efficiency, effectiveness and economy are not possible. Police and fire service is no longer a "seat of the pants" operation; planning and not expediency must control program and activities. As a staff function and a responsibility of the staff and services division, planning must be carried out in close coordination with the chief and each of the operating divisions and units. Early assignments of the planning and research units should include (1) manuals covering responsibilities, rules of conduct, field procedures, and records, (2) tactical plans for major points of criminal attack and major fire hazards, (3) beat studies to provide for effective deployment of manpower, (4) personnel scheduling to provide maximum utilization of personnel at minimum personal inconvenience, (5) crime and traffic accident analyses to provide more effective deployment and instructions to field personnel, and (6) crime, traffic accident, and fire analyses to provide bases for public education efforts in crime, accident, and fire prevention. Manuals are particularly important immediately because they provide performance guides to all members of the department and tools of control to supervisory and command personnel.

Communications

In the context of this report, communications refers only to the mechanical processes which are the means by which information can flow efficiently and meaningfully to and from public safety headquarters whether initiated by or directed to the department or citizens of the community. Four processes are included: (1) citizen or member use of street "call" boxes, (2) automatic alarms, both police and fire, (3) telephone, and (4) radio.

All communications facilities should be centralized to (1) avoid duplication of effort, (2) assure continuous manning, and (3) standardize procedures. Because of the need for strict control, communications are assigned to the staff and services division even though day-to-day supervision will be an operations division responsibility.

Internal Inspections

A process of staff inspection should be established to continuously review program, policies, operations, and procedures in order to (1) keep the chief fully informed of conditions and (2) make recommendations for improvements.^{26/} Staff inspections are the responsibility of the commanding officer of the staff and services division.

Public Information Service

A continuing public information or public relations program should be established to gain public interest and support for crime,

^{26/} The Development and Use of Inspection in Modern Police Administration, George D. Eastman: 63rd Annual Conference of the International Association of Chiefs of Police, Chicago, 1956.

accident and fire prevention. The level of community security and safety can be raised immeasurably by informing business people of safeguards against burglary, larceny and fraudulent checks; parents concerning child molestation and traffic safety; and business people and home owners of fire prevention programs. Community security must be a joint effort of the entire community and cannot be left simply and entirely to a municipal department.

The Relief Pool

A group of four officers has been assigned to the staff and services division to provide personnel relief throughout the department but primarily to the operations division. These officers will seldom be directly supervised by the staff and services division but will be constantly "on loan." They provide, however, only one part of the personnel relief and utilization program. Temporary transfers, even day-to-day, must be made whenever manpower surpluses and shortages can be erased by reassignment. By this process, service according to need and full manpower utilization can be accomplished.

Personnel and Financial Management

Although technological improvements are increasingly important to effective police and fire operations, the greatest gains yet to be made in improved service lie in better personnel management practices. These include effective selection processes, high standards of training related directly to needs and objectives, excellence in supervision, command and administration and provision of adequate salaries and working conditions. The product is well qualified personnel, of high morale and esprit d'corps, competent and eager to do more than required work; dedicated leadership; and effective assignment and deployment to produce optimum results with available personnel resources. Inextricably involved with personnel

management is financial management; programs for each must be worked out in relation to the other.

Personnel Management

Training, an essential part of personnel management, has already been discussed. Other areas should be discussed also. The recruit selection process should include (1) an age range of twenty-one to twenty-nine inclusive, (2) an intelligence quotient of one hundred twelve, as determined by standard tests, (3) psychiatric examinations and (4) a detailed and exhaustive background (character) investigation. A high school education and superior medical and physical standards are assumed. Original appointments should be to civilian status and recruits should not be sworn until maximum training is completed.

A higher level of discipline should be attained through standardizing procedures, use of manuals, training, and improved supervision. This will answer a basic problem of the present morale situation. Also to be given consideration should be a municipal pension program that will be actuarially sound, participated in by the city and the employees, and with provisions for early voluntary and involuntary retirement. It is suggested that an employee, when he retires, should be paid for one-half of his accumulated and unused sick leave. More adequate provision should be made for uniform supply and maintenance because almost all men will be uniformed at all times and may occasionally damage or destroy a uniform in the course of their duties. A program of rotation of personnel assignments should be established to better qualify personnel for varied duties. Overtime provisions should be restricted to ranks below captain and cash payment should be provided in the budget to avoid schedule disruption inevitably involved in compensatory time repayment provisions.

Financial Management

Budget preparation and control must be a continuing process and budget planning should extend five years beyond the current year. Budgeting should be considered as a part of the department's long range planning so that orderly growth and development is the rule rather than crisis and expediency. Budgeting, as well as other planning, should originate largely in operational units even though the staff and services division has specific responsibility for it. Materiel specifications should only be drawn after careful study, and rigid control through inspection must be effected. Salaries and other conditions of employment must be studied constantly for their effect on recruiting, career development, morale and separations.

Housing, Automotive Equipment, and Materiel

In a large measure, the effectiveness of a police and fire service is dependent upon the tools with which it works.

Housing

Ideally, all present housing facilities should be replaced by new construction. If, however, the present city hall is to be retained for several years, consideration could be given to remodeling its entire basement area (except the courtroom) as a public safety headquarters. This assumes availability of the present furnace room for inclusion in the public safety quarters. Although it is not the province of this report to prepare detailed plans for remodeling, it is suggested that they include:

1. A single public entrance to a reception, business and complaint center, with ready access provided to all offices and maximum convenience to the public and officers.
2. An officers' assembly, report writing, study and locker room. The second floor of the North fire station could be used as a classroom.

3. Individual offices for the chief, his secretary, the three captains, the investigators and clerical staff. Offices should be of modular construction with solid walls only to the height of normal wainscoting and finished to a height of seven or eight feet with glass.
4. A communication center in a soundproofed room, available for public contact after normal office hours and in close proximity to the detention facilities for easy supervision.
5. An open central records area located adjacent to the communications center and the office of the commanding officer of the staff and services division.
6. Rehabilitated detention facilities with adequate provisions for improved security and safety.
7. A small darkroom (now provided) and laboratory should be located for maximum convenience and utility.
8. An interrogation room, wired for recording.
9. A polygraph examining room, also wired for recording.

Automotive Equipment

No changes are presently proposed in the fire fighting rolling equipment except for the replacement of the 1928 LaFrance pumper. Additional equipment involves substantially more personnel and should not be considered until a need is demonstrated after lengthy experience under the new program.

Other vehicle needs are susceptible to quick and accurate determination. There should be a total of thirteen automobiles available and nine of these should be marked. Of the latter, two should be fully equipped station wagons for use by operations division supervisors; and seven should be sedans for use as squad, beat, or patrol cars and for the commanding officer of the fire specialist division. Five should be unmarked sedans for use by the chief, the public safety officer II inspector, the investigators (including

the juvenile officer), and one as a spare for general assignment and temporary replacement needs. Multiple use will be made of some automobiles, eg, the investigators' and the spare will be used at night by the tactical unit and the chief's will be available days for general use. The chief and the commanding officer of the fire specialist division should take their cars home when off duty.

The three 3-wheel motorcycles should be retained but the solo motorcycle sold.

Servicing, maintenance and minor repairs of all vehicles of the department should be handled by the department itself. Even with the two mechanics on a forty-hour week, their available time should be adequate for lubrications, tune-ups, tire service, and other minor maintenance. After some experience, consideration should be given to handling most mechanical work, but not body repairs. All vehicles should be included in a scheduled preventive maintenance program.

Materiel

All aspects of materiel needs cannot be offered in this report; nonetheless, the following suggestions are made:

1. New files and forms should be provided for the central records program.
2. Recording equipment should be provided for the interrogation and polygraph rooms and designed for multiple uses.
3. Monitoring devices should be installed in the detention facilities to simplify supervision.
4. Patrol cars should be equipped with fully transistorized two-way mobile radios, a red 360° revolving light, portable or fixed spot light, siren, shotgun and electrically controlled rack, stretchers where applicable, first aid equipment, Halligan or similar tool, broom, fire clothes and fire extinguishing equipment. The latter should include one CO₂ extinguisher in each vehicle and, at a minimum, one powder extinguisher in one half

of the vehicles. The automobiles should be clearly marked as public safety department equipment. Other marked cars need only the regular police equipment plus fire clothes and some investigative equipment including a camera, tape, and sketching material. Three inhalators should be placed in service. Two could be used in the station wagons and one held in reserve at the North station.

5. Some general office equipment including desks and chairs may be needed in addition to that presently available.
6. Pocket radio receivers and transmitters should be available for all officers who may be away from their automobiles to provide immediate recall to other service. This equipment is expensive but provides for quick recall, allows the patrol car officer more mobility, and is invaluable for surveillance activity by the tactical unit and the criminal investigators.

Program Implementation

Once the decision has been made to create a department of public safety, an orderly process of implementation should be devised. The job of building will at first appear formidable, but once the process is underway the front of progress will broaden and the rate of advance increase. Competent and enthused leadership is the key to success. A general step-by-step proposal is set forth below:

1. Ordinances should be drawn that would abolish the police and fire departments and create the new department of public safety. The ordinance creating the department of public safety should be adopted immediately as an official decision of city government but provision should be made for its implementation over the period of time discussed later in this report.
2. A general meeting of all present police and fire personnel should be called by the manager in which the new program is outlined. This

report can be used as a guide and emphasis should be given to Chapters III and IV. The manager should not attempt a technical discussion but should elaborate fully on advantages of the new program to the city and the men of the two present departments; and he should briefly sketch the implementation process and schedule.

3. The chief of the new department should be selected and appointed as soon as possible. His character should be impeccable, his background of experience adequate, and his knowledge of organization and personnel management outstanding. He is more likely to be found in the police than in the fire service and more than likely should be recruited from another department.
4. The new chief should also hold a meeting of all personnel so that he may present himself and his background, again discuss the program, and become acquainted generally with his new personnel.
5. All personnel should take detailed examinations to (a) determine general levels of job knowledge, (b) identify those most likely qualified, and (c) provide a basis for determining new training needs. Three examinations are necessary: (1) one for present firemen to evaluate their competence, (2) one for policemen to evaluate their competence, and (3) one for all supervisory and commanding officers to evaluate their knowledge of supervision, command, organization, and management. In the latter group, police and fire personnel should also take the applicable (1) or (2) above.
6. The three captains should be selected and appointed provisionally, on a probationary basis or in an acting capacity. It is most important that these positions not be filled permanently until the chief and the manager are fully convinced of the competency of those to be appointed. The operations division captain should have a police background, the fire specialist division captain should have a fire service background and the staff and services division

captain may come from either service.^{27/} It may be possible that no one is presently available to assume command of the staff and services division. In this event the chief may have to assume these duties temporarily, with staff help, until a man is selected and trained for the position, or until a person may be recruited from outside the department.

7. The chief, regardless of his background, and the three captains should be sent to selected departments for study. The chief and the commanding officers of the operations and fire specialist divisions should each spend one week in the Oak Park, Michigan Department of Public Safety. The commanding officer of the staff and services division should spend one week (or longer) in the Berkeley, California Police Department studying records and training, and one additional week in the Oakland, California or St. Louis, Missouri Police Departments studying training and planning and research. The commanding officer of the operations and fire specialist divisions should also attend the next available class at Oklahoma A & M University's fire college.
8. The chief, his three captains, and the lieutenant in charge of training should meet daily as a staff to plan and to evaluate progress.
9. Personnel training should be planned and scheduled:
 - a. All fire personnel should be given a one hundred ninety hour course of police recruit training and fire hazard inspection. This can be accomplished within present scheduling on an eight hour per day basis by moving all equipment to the North station (railroad schedules should be checked to assure free access to the southside of the tracks). This training, if

^{27/} The captains may also be designated as assistant chiefs in charge of the operations, fire specialist, and staff and services divisions. In the event that the fire assistant chief gains one of the appointments he would, thus, retain his title.

carried on seven days per week, could be accomplished in about three months.

- b. All police personnel should receive the same one hundred ninety hour police recruit and fire hazard inspection training. This will be more difficult to accomplish. It can be done by assigning one half of the day tour personnel and one half of the off-duty afternoon and midnight personnel daily on an overtime basis for four hour classes. This process would take about six months and may cost as much as \$2,550 in payment for overtime. Police personnel, however, are untrained in their own duties and the present loss of effectiveness looms large against the training cost. The three patrolmen who recently completed a recruit training program could be eliminated from all but selected phases of the proposed training. Analysis of examination results (item 4, above) may, but probably would not, allow elimination of some of the other men from some of the training.
- c. All police personnel should have eighty hours of course work in fire fighting. This can be carried out on the same scheduling as "b" above.
- d. Police sergeants now serving as dispatchers should be replaced by public safety officers
- e. All supervisory and command personnel should have an eighty hour course in organization, supervision and command.
- f. By this point of the process, headquarters should have been readied and necessary automotive equipment and materiel purchased (including uniforms).
- g. A final meeting of the chief and city manager should be held with all personnel to review progress and to outline future expectations.
- h. All promotional decisions and appointments should be made. The suggested manning schedule calls for a lieutenant and a sergeant on each platoon; one of these on each platoon should be

from the fire service and one from the police service. It is suggested that all promotions be available to all personnel below the rank of the position to be filled and that no position be filled unless a competent person is available. It is better, by far, to delay appointment pending additional opportunities to study and a new examination.

i. The new organization and operation should be placed in effect and a new salary schedule adopted. A proposed salary schedule is found in Table 13, on the following page. Present salary schedules are found in Table 14, on the same page.

Reasonable provision should be made for those who cannot qualify for the public safety officer position. This might be the creation of a lower grade of public safety officer, which would carry present patrolman or driver salary. Men, so rated, if any, could be assigned to 3-wheelers, as drivers (those presently qualified), or to some other duty. This would somewhat damage desirable flexibility of assignment but may have to be considered. If a supervisory officer, in either the police or fire service, cannot meet the new standards, he should retain his title honorarily but should serve in a "working" capacity, until the salary of the next lower grade matched his own. It is hoped that this situation would not develop - adequate attention to training should avoid it.

Summary and Conclusion

This study and report was undertaken to objectively evaluate present police and fire services in Grand Forks; to identify and evaluate obstacles to police-fire integration; to determine if integration is feasible in full or in part; and, finally, if integration is feasible, to recommend a plan for accomplishing it.

Except for general personnel, the fire department was found

Table 13

PROPOSED SALARY SCHEDULE FOR THE DEPARTMENT OF PUBLIC SAFETY ^{28/} (Maximum Annual Salary for each Position)

<u>Position</u>	<u>Salary</u>
Chief	\$9,996
Captain	8,256
Lieutenant	7,164
Sergeant	6,216
Public Safety Officer II	5,688
Public Safety Officer I	5,412

Table 14

PRESENT SALARY SCHEDULES FOR THE POLICE AND FIRE DEPARTMENTS ^{28/} (Maximum Annual Salary for each Position)

<u>Police Salary</u>	<u>Police Position</u>	<u>Fire Position</u>	<u>Fire Salary</u>
\$8,664	Chief	Chief	\$8,208
7,164	Captain	Assistant Chief	6,828
6,420	Lieutenant		
5,688	Sergeant	Captain or Inspector	5,688
		Driver or Ass't Inspector	5,160
4,920	Patrolman	Fireman	4,920

^{28/} Does not include the policewoman, mechanics, and clerical help.

to be superior in all ways to the police department - in organization, training, operations, supervision, and management. The fire department, nonetheless, is seriously weak in inspection and educational activity. Over the next few years, pressure will be applied, no doubt, to greatly shorten the work week and to improve vacation and holiday allowances. Reduction of the work week to forty hours plus only a reasonable change in time-off benefits would require the addition of more than fifty percent more personnel to maintain present services. Salary improvements and fringe benefits would then apply to a substantially larger force.

The police department is inadequate in all respects except gross manpower. Organization, management, training, and supervision are all deficient and the result is a poor product of public service. Its crime and traffic accident rates are rising beyond what should be expected in a well policed city and records searches indicate that many major crimes do not find their way into statistical reports. Police performance, as measured by the crime clearance rate and the traffic enforcement index, is startlingly low. While the fire department needs improvement, the police department needs complete rebuilding.

There has been general concurrence between the State Attorney General and the City Attorney that there are no legal obstacles to integration, and study by the survey staff confirms this position.

These findings, coupled with the imminent retirement of the chiefs of the two departments, lead inescapably to the conclusion that not only is integration feasible, but that this is a propitious time to adopt it.

Viewed conservatively, integration, under competent leadership, can substantially improve fire service through better field observation, faster fire response, a new public education program, and an improved and more widespread inspection service. It could easily triple police protective services by having more men, better trained and better supervised, on the street to carry out a crime repressive

and accident prevention program.

No attempt is made to identify costs except for salaries. If all present personnel of both departments were at top salary grade and all proposed personnel for the new department were at top salary grade (as proposed), the new department's annual budget allocations for personal services would be about \$10,360 higher than at present. In addition, there would be an outlay for motorized and other equipment. Housing, if fully adequate, would cost heavily. It should be pointed out, however, that many of the costs will be incurred before long in any event and that present implementation of the proposed program will provide substantially better service than would necessary improvements in both departments and at a lower cost. Even more significant is the fact that the new department will need to grow at a slower rate than would the two independent departments. The two keys to successful implementation of the integration program lie in full municipal official support and the employment of a highly qualified chief. The program should not be undertaken unless these two conditions are met!

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