

I. THE CITY OF WINSTON-SALEM

Winston-Salem, North Carolina, is located in the Piedmont section of the state. The 1950 census placed the population of the city at 88,000 inhabitants. Effective January 1, 1957, considerable territory and population were added as the result of annexation. The present population is estimated to be in excess of 110,000.

Winston-Salem is an industrial community - being recognized for its manufacture of tobacco products, electronic equipment, furniture and textile products, among many others.

As a consequence of annexation, a new fire company was planned - Fire Company No. 8. The territory assigned to the new company includes high-value residences, a college, places of public assembly, a hospital, suburban trading areas and a few small industries.

II. STUDY AND ORIGINAL RECOMMENDATIONS OF CITY MANAGER FOR FIRE-POLICE COOPERATION

After several months of intensive study the City Manager in January 1957 submitted his recommendations concerning fire-police cooperation to the Board of Aldermen - the governing body of the city. Included in this study were (1) contacts with officials in cities where fire and police services had been integrated, (2) visits to cities in which this plan had been inaugurated and apparently working successfully, and (3) a review of available information and data. During the several months the various facets of this program were being explored, many persons contributed a great deal of time and thought. Included in these were members of the Public Safety Committee of the Board of Aldermen, interested city officials and several of the city's leading business-men and industrialists. All worked together in harmony seeking new means of better serving the public at a lower cost.

The City Manager specifically recommended that the Fire Department be authorized to operate a fire-police patrol in connection with new Fire Company No. 8 on an experimental basis. The recommendations stipulated that fourteen men would be assigned to the company and four men would be on duty at a time. Two of the four would be on duty at the station ready to drive the pumper truck to a fire. The other two would patrol the assigned area in a passenger vehicle engaged in law enforcement duties but ready to proceed to a fire when notified by radio. Of the fourteen men assigned to the new company the hours of six would conform to the number of hours worked by regular firemen - namely, 66 hours per week. The other eight would be designated as members of the fire-police patrol. The fire-police patrolmen would work the same hours as personnel of the Police Department - a basic forty-four hour week. These patrolmen would work on eight hour shifts - working seven consecutive days followed by two days off. Eight patrolmen were believed necessary to assure continuity of services in view of days off, sick leave, vacations, etc.

As indicated in the City Manager's recommendations, the two-man patrol unit would be responsible for all aspects of public safety. It would endeavor to prevent public safety violations whenever possible and would take proper action when violations did occur. Traffic law enforcement would be an important responsibility of the fire-police patrolmen. Firemen assigned to patrol duty would be trained, equipped and legally empowered to discharge all normal police patrol duties as well as fire duties.

The City Manager's recommendations provided that the fire-police patrolmen would always remain within the primary territory of Fire Company No. 8; that is, they would patrol only within the territory of its particular fire company and would not be available for dispatch on police matters to other points in the city. The patrolmen, therefore, would always be available at close hand to answer a call with the fire truck.

According to the City Manager's recommendations, members of the fire-police patrol would be recognized primarily as fire fighters and secondarily as law enforcement officers. In other words, the fire-police patrolmen would have standing orders to drop whatever they might be doing at a given moment to respond to a fire call.

Members of the fire-police patrol would, like firemen on duty at the station, be under command of the company officer on duty. Their permanent superior officer would be the company Captain and above him the Assistant Fire Chief and Fire Chief.

The recommended pay for members of the fire-police patrolmen was that of regular police officers. The top police patrolmen receive \$30 per month more than the regular firemen.

The City Manager recognized the necessity for members of the fire-police patrol to be properly trained in law enforcement matters as well as fire fighting.

In submitting his recommendations the City Manager expressed the belief that the experiment would produce (1) a fire-fighting team just as efficient as the traditional station-based fire company, and (2) a fire-police patrol unit capable of performing almost as much police work as the traditional two-man police car restricted to a given territory.

In February 1957, the Board of Aldermen adopted the City Manager's recommendations and authorized the activation of Fire Company No. 8 on the basis of the foregoing data. The Fire Chief and Police Chief pledged their full cooperation in this new undertaking.

From the outset it was anticipated that six months after activation of Fire Company No. 8 a frank appraisal of the operation and efficiency of the fire-police patrol would be made. Thereafter recommendations would be made concerning the continuance of the fire-police patrol. It was understood that in the event the experiment was unsuccessful, undesirable or not feasible the fire-police patrol

would be disbanded and the eight patrolmen return to routine fire department duties. Fire Company No. 8 was activated on about September 9, 1957.

III. SELECTION OF PERSONNEL

After authorization was given by the Board of Aldermen, immediate steps were taken to secure necessary personnel for the fire-police patrol. Volunteers were carefully screened and eight men were selected. All eight came from within the ranks of the Fire Department. Those chosen expressed confidence and enthusiasm in the program and pledged their full support in giving the fire-police patrol a fair trial during the experimental period.

IV. TRAINING

The first phase of the formal training program for the fire-police patrolmen was commenced on April 15, 1957. For the next four weeks - forty-four hours per week - the fire-police selectees were given thorough and intensive training in law enforcement procedure, techniques, etc. Included in the curriculum were topics such as records, motor vehicle laws, police courtesy and discipline, city ordinances, state statutes, laws of arrest, searches and seizures, in addition to practical demonstrations, use and practice in firearms, defensive tactics and mechanics of arrest. Also, considerable time was devoted in the training school to traffic matters. Lecturers were ranking officers of the Police Department and personnel of cooperating law enforcement agencies. The police training school curriculum conformed to that of a basic school for police recruits. The Captain assigned to new Fire Company No. 8 volunteered to attend the training program relating to law enforcement in order that he might be better equipped to supervise the fire-police patrolmen.

Upon completion of the police training, those chosen as fire-police patrolmen immediately entered a training school to study and gain experience in fire-fighting. The training program consisted of 176 hours of instruction over a four week period. All phases of up-to-date fire-fighting were discussed during this comprehensive training program. The curriculum was planned to meet the needs of the trainees in the class.

It might be pointed out that three regular police patrolmen volunteered to attend the training program provided by the Fire Department. These police officers, after practical experience, will be in a position to fill in for one of the fire-police patrolmen when necessary. It was believed this action would provide a higher degree of efficiency and flexibility of operation.

Shortly after the formal training courses offered by the Fire and Police Departments four of the fire-police patrolmen were assigned to the Police Department for on-the-job training for a period of one month. During this time each was assigned to an experienced officer referred to as a training officer. The fire-police patrolman and the regular police officer worked closely together covering

all phases of police work exclusive of investigations of serious crimes and offenses handled by the Detective Division. They patrolled walking beats together. They patrolled beats in cars. They searched for liquor. They investigated traffic accidents and enforced traffic laws. The fire-police patrolmen were given every opportunity possible to prepare themselves for their future assignments. On August 1, 1957, the four who had been engaged in police work returned to the Fire Department for further experience and training. On that date the other four fire-police patrolmen were assigned to the Police Department for several weeks of on-the-job training.

It was anticipated that the fire-police patrolmen would be given further formal training in both police work and fire-fighting.

V. AUTHORITY

Members of the fire-police patrol were given the same authority as regular police officers and took the same oath of office.

VI. DISCIPLINE

The fire-police patrolmen are subject to the same disciplinary procedures as followed in the Police Department. The "Code of Ethics" of the Police Department applies en toto to the members of the fire-police patrol.

VII. EQUIPMENT

A station wagon, red in color, was purchased and members of the fire-police patrol utilize this piece of equipment in covering the territory assigned to Fire Company No. 8. This wagon carries the city seal and the words "Fire-Police Patrol" on each door.

The following pieces of equipment were purchased and are being carried in the station wagon:

- (1) 2 5-gallon water pump cans
- (2) 1 30 pound CO₂ extinguisher
- (3) 1 30 pound dry chemical extinguisher
- (4) 1 Hydrant wrench
- (5) 1 First-Aid Kit
- (6) 1 Electric hand light
- (7) 1 Salvage cover
- (8) 50 feet 3/4" hose with one spray and one straight nozzle.

In addition to the above items, the personal fire-fighting gear of the fire-police patrolmen is carried in the station wagon in order that they might be immediately prepared and equipped to respond to a fire call.

Each member of the patrol has been furnished the customary equipment provided regular police officers.

The station wagon is equipped with a siren and red light for emergency use.

The station wagon is also equipped with dual radio transmitters and dual radio receivers. There are a transmitter and receiver for the Fire Department frequency and a transmitter and receiver for the Police Department frequency. As a consequence, personnel in the station wagon have three-way radio communication with fire headquarters and other fire-fighting mobile equipment. Likewise, they have three-way radio communication with police headquarters and other police vehicles.

Badges and other insignia for the fire-police patrolmen were especially designed and upon sight immediate recognition is possible. The uniforms of the group conform to those of regular police officers.

VIII. ADMINISTRATION

As stated hereinbefore, the fire-police group is under the immediate supervision of the Captain of Fire Company No. 8. Ranking officers in the Police Department maintain close liaison with the Captain of the Fire Company and the individual members of the fire-police patrol.

IX. APPRAISAL OF PROGRAM

As stated in earlier paragraphs the program was commenced with the understanding that it would (1) be considered an experiment, and (2) be appraised after several months operation and concrete recommendations made concerning its continuance on a permanent basis. The following comments and observations are based on the operation of the fire-police patrol for the period September 9, 1957, to March 31, 1958.

A. OBSERVATIONS AND OPINIONS OF FIRE DEPARTMENT OFFICIALS

The comments and observations of the Fire Chief concerning fire-police cooperation are contained in a memorandum to the City Manager. The Fire Chief commented:

"After observing this combined fire-police service for the past seven months in one of our fire companies located in the northwest section of the city, I am pleased to report that there has been no indication that it has retarded the efficiency of this company as a fire-fighting unit. On the other hand, I have seen where it has been beneficial to the property owners, inasmuch as the patrol unit has discovered thirteen (13) fires out of a total of sixty-four (64) alarms, including one building fire just outside this patrol's area which had burned to the extent that it could be seen from a considerable distance. The patrol unit has extinguished thirteen (13) fires with the small tools and equipment carried in the patrol car, without the aid of a pumper which comes at a high price and is expensive to operate. Under normal conditions in the

district protected by conventional fire companies, two pumpers and the Assistant Chief's car would have been dispatched to these fire alarms. This results in quite a saving to the taxpayers, not to mention the liability of equipment and personnel and the congestion of traffic.

I have had a number of telephone calls from people living in the patrolled area stating they felt a sense of security just from seeing this patrol car passing their homes throughout the twenty-four hours.

In view of the above facts, it is my firm belief that this type service gives the people of this area better protection than the conventional type fire and police services. I would like to recommend that this combined fire-police operation in No. 8 Fire Company district be adopted as a permanent part of the City's fire-police operation.

Also, I would like to take this opportunity to thank you for permitting me to take a part in this combined service now being rendered the people of Winston-Salem along with our very capable Chief of Police and members of his department, and under the leadership of our very able Mayor, Board of Aldermen and yourself."

In addition to the foregoing the Fire Chief commented that it appears the fire-police patrol has produced certain gains for the City of Winston-Salem, including:

1. Arriving first affords the Patrol the opportunity to size up fires and then advise the company officer upon his arrival of the location of the seat of the fire and the extent and direction of spread.
2. Of the thirty-two (32) fires requiring controlling action, thirteen (13) have been controlled by the Patrol alone. This has left the truck available for call elsewhere.
3. On one occasion, the Patrol and truck extinguished two simultaneous fires at separate locations within their territory.
4. The Patrol has located thirteen (13) fires visually.
5. There appears to be public relations value for the Fire Department in having a red Fire Department vehicle constantly in evidence at work throughout the territory.
6. This combined fire-police organization requires five less men than the traditional separate fire and police organization.
7. To date, no situations have arisen where the personnel on this unit has not been available when needed for fire-protection. The separate dispatching and response of the patrol unit and the fire station personnel have not handicapped fire-fighting operations, nor the efficiency of the company.

The Captain of Fire Company No. 8 - the immediate superior officer of the fire-police patrolmen - in a memorandum to the Fire Chief has made the following salient comments in evaluating the program:

1. The Fire-Police organization has given the people of its designated territory better fire and police protection at less cost. Residents of the territory registered a feeling of assurance and safety by the presence of the fire-police patrolmen. The Fire-Police Patrol affords an excellent opportunity for both the Fire and Police Departments to enhance their public relations.
2. The Fire-Police Patrol plays a definite role in the field of fire prevention - patrolling on a 24 hour basis, checking homes and places of business.
3. The Fire-Police Patrol - with proper equipment - has observed and handled several small fires and smoke scares; thereby, alleviating the necessity of heavier equipment and additional personnel having to be dispatched.
4. The fire-police patrolmen - through their 24 hour patrol and checks - have an opportunity to get a complete knowledge of their territory, the water supply, hydrant locations and other valuable data which are carried back to the station personnel.
5. As a consequence of fire-police cooperation personnel of both the Fire and Police Departments have been brought closer together; thereby, making the public safety units stronger and more efficient.

B. OBSERVATIONS AND OPINIONS OF POLICE DEPARTMENT OFFICIALS

In evaluating the program - based on its operation since its inception - the Chief of Police is of the opinion:

1. The Fire-Police Patrol is affording better fire and police protection in the area covered by Fire Company No. 8 than heretofore afforded - at a much lower cost than is possible under the conventional system.
2. The fact members of the Fire-Police Patrol are primarily firemen and secondarily police officers has not to any degree militated against their efficiency as police officers in matters assigned them - it being understood that the fire-police patrolmen cannot fight fires and at the same time be actively engaged in law enforcement work.
3. Personnel of the Fire-Police Patrol are both enthusiastic firemen and police officers desiring to render a fine service in the field of public safety.
4. The mobility of the fire-police patrolmen increases.

their value to the Fire Department without a commensurate loss of efficiency as law enforcement officers.

5. A dedicated and intelligent person with proper application can absorb the training applicable to personnel in both the Fire Department and the Police Department.

6. The program has done a great deal to improve the relationship between members of the Fire and Police Departments.

7. In the Fire-Police Patrol neither the Fire Department nor the Police Department has lost its identity and the public at large appreciates the cooperative efforts of each department.

8. The officials of the Municipal Court and utilization of the Uniform Traffic Ticket have been of material assistance in producing effectiveness of the Fire-Police Patrol in traffic matters.

9. The Fire-Police Patrol has proved its effectiveness and usefulness because of the cooperation of all concerned.

10. The Fire-Police Patrol should be continued in the present form on a permanent basis and so recommends. The Captains of the Uniformed Divisions of the Police Department concur in the Chief's opinions and observations and recommend that the Fire-Police Patrol be made permanent.

C. STATISTICS REFLECTING FIRE-POLICE PATROL ACTIVITY
(September 9, 1957 - March 31, 1958)

Accurate records have been maintained by both the Fire and Police Departments pertaining to performance of duties by members of the Fire-Police Patrol. There is set forth hereinafter a resume of the main activities of Fire Company No. 8 since its activation. This resume is taken from Fire Department records.

Calls Answered by Fire Company No. 8

Fires:

Buildings - - - - -	10
Outdoor equipment, etc. - - - - -	9
Brush, grass and rubbish - - - - -	25
	44

Other than Fires:

Rescue and emergency - - - - -	5
Smoke scares, non-malicious alarms, etc.	5
Malicious false alarms - - - - -	10*
	20
	<u>64**</u>

Total

How Fires Were Controlled

Out before arrival - - - - -	4
No controlling action required - - - - -	8
Controlled by patrol unit alone - - - - -	13
Controlled by portable equipment - - - - -	5
Controlled by booster line - - - - -	14
Total number of fires	<u>44</u>

Arrival of Fire-Fighting Equipment at Scene

Instances in which fire-police patrolmen arrived first -	42
Instances in which fire truck arrived first - - - - -	13
Instances in which fire truck and fire-police patrolmen arrived simultaneously - - - - -	<u>9</u>
Total calls answered	<u>64</u>

Non-Emergency Work - Fire Company No. 8

Fire prevention inspections (semi-annual type) - - - - -	40
Fire prevention inspections (annual type) - - - - -	411
Fire hydrant inspections and tests (semi-annual) - - -	277

Break-down of Man-hours - Fire Company No. 8

Fire-fighting - - - - -	35 3/4
Fire classroom training - - - - -	168 1/2
Fire prevention inspections - - - - -	95
Clean-up detail - - - - -	16
Special duty- - - - -	140 1/4
General patrol (dual patrolling by fire-police patrol- men in fire detection and law enforce- ment)- - - - -	8759 1/2

* Persons responsible for these false alarms were apprehended by fire-police patrolmen and subsequently convicted.

** The Fire-Police Patrol handled 20 of these 64 situations without requiring assistance from the truck.

The following information has been taken from the records maintained by the Police Department and is applicable to the activities of work performed by the eight (8) fire-police patrolmen in the field of law enforcement:

Arrests made - - - - -	445
Cars tagged while parked illegally - - - - -	121
Street lights reported out - - - - -	471
Hours spent in Municipal Court - - - - -	376 1/2
Hours spent in Superior Court - - - - -	10 1/2
Homes checked (residents away from home)- - - - -	1489
Special duty (hours)- - - - -	82
Property recovered- - - - -	\$1501.98
Breakings found- - - - -	1
Doors and windows found open (business establishments)- - -	12
Speed check (hours) - - - - -	398
Driver's license checks (hours) - - - - -	9
Hours patrol duty - - - - -	8759 1/2
Police calls answered - - - - -	160

D. COMMENTS OF INSURANCE REPRESENTATIVE

During the month of April 1958 Mr. L. E. Shingledecker, Supervisor of Fire Safety, Nationwide Insurance (formerly Farm Bureau Insurance), Columbus, Ohio, visited Winston-Salem and discussed the operation of Fire Company No. 8 with the City Manager and personnel of the company. In addition he inspected the facilities and records of the company. After this visit Mr. Shingledecker directed the following letter to the City Manager and it is being quoted verbatim by permission:

"I would like to thank you and the Winston-Salem Fire Department for the courtesies that were extended to me during my visit in Winston-Salem. It was indeed a regret that it was not possible for us to meet and discuss Engine House #8 face to face. I would like to comment on this activity in the following manner:

1. You have a high caliber of personnel manning the fire patrol and fire house operations in this district. They seem to be dedicated to their job and have made up their minds to make the operation work.
2. They seem to be keeping up their fire prevention and fire training activities which is a very important factor in any fire operation. Checking their records I found that they had made over 400 home inspections, called the police patrol group in for one hour a day for training and evolution and have done a wonderful job in preplanning the larger residences, mercantile, and hospitals. Their preplanning cards were very complete and gave on them the necessary information needed if a fire should occur.

Also some time was spent riding with the fire patrol and I was very impressed with the manner with which they conduct themselves when cruising throughout the area. As you know my concern was the possibility of training and prevention activities being discontinued, but, of course, after seeing this one operation I realize that there is no worry concerning House #C in this field. The only thing I would like to emphasize is because of the success the operation is showing and the publicity that might come from outsiders requesting information concerning this type of operation, we must emphasize the importance of following the same pattern that has been established by your group or bad results could be experienced by those trying to install the same plan.

Two definite things that were cleared up in my mind because of my visit and the time spent with the group were:

1. When the fire patrol makes an arrest, too much time is not lost from their patrol work or from a fire call because another cruiser answers any requests within three minutes. Of course you can see why this was of concern to outsiders when you picture a patrol car making an arrest, taking the person downtown, booking him, etc.
2. The lapse of time between the arrival of the patrol car and fire department is not too great and actually has a lapse of time in which the patrol car can size up the fire and go to work with the fire department as a team rather than trying to be a one man operation of their own.

In closing may I congratulate you on the amount of preplanning that has gone into this project and your ability to select outstanding men to carry out the project. Thank you again for your cooperation, and looking forward to perhaps talking to you in person during my next visit to Winston-Salem, I remain

Yours for fire safety,

L. E. Shingledecker
Supervisor of Fire Safety"

E. OBSERVATIONS OF CITY MANAGER

From the time the Board of Aldermen approved in principle the Fire-Police Patrol the City Manager has followed closely the selection and training of the patrolmen as well as its day-to-day operation. Based on his observations during the experimental months the City Manager has concluded that the Fire-Police Patrol has produced (1) a fire-fighting team just as efficient as the traditional station-based fire company, and (2) a unit capable of performing almost as much police work as the traditional two-man police car restricted to a given territory. The City Manager has observed that the mobility of the

Fire-Police Patrol has certain advantages over a station-based company in that the unit not only answers fire calls but on a 24 hour basis is engaged in fire prevention work. The City Manager points out that members of the patrol have an excellent opportunity to collect much important data regarding location of fire hydrants, fire hazards in the area, construction of buildings and other information pertinent to fire-fighting.

The City Manager has concluded that the citizens in the territory covered by Fire Company No. 8 are today receiving better fire and police protection than heretofore - and at a lower cost. The City Manager points out that an amount in excess of \$20,000 is being saved. This is a direct savings to the taxpayers.

The City Manager has the highest praise for all who have assisted in any manner in the establishment and operation of the Fire-Police Patrol - including city officials, ranking officers of the Fire and Police Department, members of the patrol, regular police officers who are periodically assigned to assist the fire-police patrolmen and regular police officers and firemen - because of their excellent spirit of cooperation, their enthusiasm, and their devotion to duty during the experimental period. The City Manager feels the degree of success attained is directly attributal to the dedication of all in giving the program a fair trial.

The City Manager has every reason to believe that the operation of the Fire-Police Patrol has brought about a closer relationship between personnel of the Fire and Police Departments. Not only has there been a community of interest but a greater understanding of the problems of each other. The City Manager feels that each department has a higher respect and regard for the other. In addition he feels the working relationship between the departments has become much closer. The City Manager is of the opinion that the training afforded the fire-police patrolmen and the regular police patrolmen has gone far to create a wholesome attitude within both departments. As a consequence of better understanding and a closer working relationship the public at large will receive finer service in the field of public safety. The City Manager has taken cognizance of the fine job done in the selection and training of those in the Fire-Police Patrol and feels these matters have been very instrumental in producing an efficient unit.

The City Manager realizes that for a program of this type to succeed there must be complete cooperation between the Chief of the Fire Department and Chief of the Police Department. The City Manager has complimented each for his active support of the program since its inception. Complete harmony has existed at all times between these department heads - both seeking ways and means of better serving the public at less cost to the taxpayer.

The City Manager emphasizes that the program has been most worthwhile in Winston-Salem because of many factors. Its value in other localities is dependent upon local conditions and whether other local officials really want such an undertaking to succeed. He points out that at no time has any consideration been given to establishing

the fire-police cooperative program in the downtown or high value area of Winston-Salem.

X. RECOMMENDATIONS OF CITY MANAGER

The City Manager recommends:

1. The Fire-Police Patrol as it is now constituted be continued on a permanent basis in view of the apparent success of this cooperative effort in the field of public safety.
2. As new fire companies are activated comprehensive studies and surveys should be made in order to determine whether the Fire-Police Patrol as it has functioned as a component part of Fire Company No. 8 should be expanded.