

DURHAM PUBLIC SAFETY DEPARTMENT

A COMPREHENSIVE ANALYSIS

March 1985

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March 30, 1985

Mr. Charles Markham  
Mayor  
City of Durham  
101 City Hall Plaza  
Durham, North Carolina 27701

Dear Mayor Markham:

We are pleased to submit the report of our comprehensive analysis of the Durham Public Safety Department. The study was conducted by Cresap, McCormick and Paget during a five month period in late 1984 and early 1985.

This study has been a complex one. We took extra care to ensure that we heard from members of the Public Safety Department and the general public who wanted to express their opinions, as well as from the persons we usually interview in a study of this scope.

We entered this project with no preconceived notions about its outcome. Our findings that Durham's police and fire protection could be improved and its costs lowered by establishing a modified Public Safety Department and eventually returning to traditionally separated Police and Fire Departments will come as a surprise to many. We believe firmly that this course of action is in the City's best interest and believe that it can be achieved in an orderly fashion and without disservice to existing employees.

We wish to acknowledge the excellent cooperation we received throughout the study from you, the City Council, the Public Safety Study/Oversight Committee, City management, and members of the Department.

It has been our pleasure to assist the City of Durham in conducting this important study. We would, of course, welcome opportunities to be of further service to the City.

Very truly yours,

*Cresap, McCormick and Paget*

CRESAP, MCCORMICK and PAGET

DURHAM PUBLIC SAFETY DEPARTMENT  
A COMPREHENSIVE ANALYSIS

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## I - INTRODUCTION

## I - INTRODUCTION

This report presents the findings, conclusions, and recommendations of a comprehensive analysis of the Durham Public Safety Department. The report documents the present public safety organization and functions and offers recommendations for improving police and fire services.

This introductory chapter briefly reviews the study's objectives and scope and the approach taken to conduct it. It also sets forth the arrangement of this report.

### OBJECTIVES AND SCOPE

The objectives of the study were to:

- Examine the need for police and fire services in Durham
- Evaluate the present level of patrol and fire suppression service considering the city's needs
- Assess the effectiveness of the currently configured Public Safety Department
- Evaluate present hiring and promotional practices of the Department
- Develop recommendations for improving public safety program operations and identify the staff and other resources needed
- Develop, for comparison purposes, the detailed organization and staffing required for separate Police and Fire Department operations
- Assess the impact on the police and fire function and determine the transitional costs and problems, as well as the advantages and disadvantages, that would be involved if the City returned to separate Police and Fire Departments
- Recommend changes to address the City's need for improved patrol and fire suppression services

- Document all study findings, conclusions, and recommendations in a formal study report, including a Plan of Action for implementing all recommendations
- Make an oral presentation of the results of the study to facilitate understanding of the implications of all recommendations.

The scope of the study included all activities of the Durham Public Safety Department. Particular focus was placed on the Field Operations Division, the unit most directly involved in public safety operations.

#### APPROACH

The study team used a range of quantitative and qualitative analytical methods in conducting the study. Interviews were held with the Public Safety Director, all Division heads, many of the other supervisors in the Department, and with a number of Public Safety Officers and fire specialists. In all, more than 120 Department employees and 30 individuals outside the Department were interviewed, including the Mayor, members of the City Council, the City Manager, and interested citizens.

The study team thoroughly reviewed Departmental records including budgets, annual reports, dispatch cards, fire and incident reports, and other patrol and fire data. Federal Uniform Crime Report statistics were analyzed. The team examined personnel policies, Departmental operating procedures, the City's population and development statistics, and previous studies that pertained to Departmental operations.

The study team directly observed the operations of the Department on all shifts while riding in patrol vehicles or meeting with fire personnel. All public safety/fire stations were visited. Communications and dispatching procedures were observed, and all internal procedures were examined. The information gathered during this fact-finding was analyzed, conclusions were drawn, and recommendations were then formulated on the basis of these conclusions.

#### ARRANGEMENT OF THIS REPORT

This report is arranged in eight chapters as follows:

- I - Introduction (this chapter).
- II - Executive Summary - outlines the major conclusions and recommendations of the study.

- III - Background - presents an overview of the City of Durham and the demand for public safety services, and describes the Public Safety Department's organization and operations.
- IV - Station Location And Apparatus Deployment - discusses the location and assignment of fire suppression apparatus and recommends an improved station location plan.
- V - Observations - outlines a number of opportunities for improving the public safety program, the Department's organization and management, and personnel function.
- VI - Public Safety Program Alternatives - discusses the organization, staffing, and operational features of modified public safety and separate police and fire operations, and evaluates the program alternatives.
- VII - Recommendations - recommends a preferred method and structure for providing police and fire services and outlines steps to improve management and personnel functions.
- VIII - Plan Of Action - sets forth the steps that should be taken to implement the recommendations contained in this study.
- Appendix - describes the rationale for the study's cost analysis and provides detailed budget comparisons of the present Public Safety program with a modified program and with separate Police and Fire Departments.

**II - EXECUTIVE SUMMARY**

## II - EXECUTIVE SUMMARY

This Executive Summary presents the major conclusions and recommendations resulting from the comprehensive analysis of the Durham Public Safety Department undertaken by Cresap, McCormick and Paget. Additional observations and supporting evidence are presented in the chapters that follow.

### BACKGROUND

When the City of Durham decided some years ago to embark on a program, unique among cities its size, to cross-train individuals to be deployed as both Police Officers and Firefighters, it apparently believed that this system would be more cost effective for the City than continued maintenance of separate Police and Fire Departments.

It apparently also believed that the new system would simultaneously allow the City to offer better police protection than it might otherwise be able to afford, while providing adequate fire protection.

An obvious appeal was that the system avoids having very many people on the payroll sitting around fire stations waiting for the next fire alarm - alarms that by their nature occur infrequently. Instead, those persons could ride in patrol cars, answer calls for police service, and protect the neighborhoods. Those framing the concept decided that paying the cross-trained Public Safety Officers 20 per cent more than traditionally deployed Police Officers or Firefighters would provide an incentive for existing Police Officers and Firefighters to make the transition and would attract personnel willing and able to be cross-trained in both fields. A popular notion is that even if Public Safety Officers cost 20 per cent more, each of them performs in two roles, so it is more cost effective for the City in the long run.

The essence of this study was to objectively examine Durham's needs for police and fire protection and the way services are provided under the Public Safety Officer concept, to see whether the City is better off than if it returned to separate Fire and Police Departments, as traditionally exist, and to determine whether immediate opportunities for improvement exist in any aspect of the present organization, administration, or operations of the Public Safety Department. This study was extremely complicated, and the results are complicated to explain.

## KEY CONCEPTS

Some very important general concepts must be understood before viewing the particular set of issues involved in this study:

- In almost all urban areas, the number of police officers needed is basically determined by the volume of activity requiring police response or involvement. This volume of activity varies considerably by hour of the day, by day of the week, and by geographic location. Efficient use of police manpower requires deployment of different numbers of officers at different hours of the day. Some geographic areas of cities have different volumes of activity requiring police attention, so effective deployment requires uneven geographic distribution to correspond with expected volume.
- Incidents of fire, on the other hand, are so infrequent that the need for firefighters is almost always determined by the geographic distances to be traversed by fire apparatus between the fire station and the scene of the fire incident. Firefighting is crew-work (as opposed to police calls, most of which are handled by individual officers); and the size of the crews required is not related to the frequency of demand for their services. In other words, if a city decides that four minutes is the desired maximum time for responding to fires, then it must have a sufficient number of fire stations - properly located to allow a "first-due" pumper to reach any fire incident within four minutes. This selected response standard - not the volume of expected fires - is the basic factor in determining the size, cost, and deployment of a fire department.
- It is common in the United States for firefighters to have a 56-hour workweek and to work 24-hour shifts, which is possible because of the infrequent number of alarms that occurs during normal sleeping hours, permitting Firefighters to sleep in the fire station during their 24-hour shifts. Though a 56-hour workweek may seem long, the 24 hour shift patterns mean that Firefighters report to work fewer than 10 days a month. Having 20 days a month free of obligation to the city allows Firefighters considerable flexibility to engage in second occupations, and, of course, many do so. The 56-hour week also means that the hourly cost to the City of having a Firefighter on duty is 21 per cent less than the hourly cost of a Police Officer or Public Safety Officer, even if annual salaries and fringe benefits are identical. (In Durham, because salaries and fringe benefits for Firefighters are 25 per cent less than for

Public Safety Officers, the per-hour on-duty cost of Firefighters is 41 per cent less than the cost of Public Safety Officers.)

- The most effective way to control crime is to create conditions that result in a high degree of probability that persons who commit crimes are caught and brought to justice. There is no evidence that patrolling in itself reduces crime. What is important is to have a sufficient number of patrol units, properly deployed so that response to the scene of a reported crime can be prompt, and that the officers responding take proper measures at the scene of a reported crime that can lead to identification and arrest of the perpetrators.
- Because of the infrequency of fires that are of sufficient gravity to require attaching hoses to a fire hydrant - a small minority of alarms in any city - it is particularly important that firefighters participate regularly in training, as teams, to fight fires. Training is probably the single most important activity in a fire department other than actually extinguishing fires.

#### FINDINGS AND CONCLUSIONS

In conducting this study, we have constructed two models; each is based on our developed understanding of Durham's unique need, discerned from historical data, for police and fire protection.

- The first model is for a Public Safety Department, deployed in the same stations envisioned by the other model, modified to take advantage of opportunities for improvement detected in the study; we believe these modifications will increase the current level of both fire and police protection and will also, when fully implemented, lower costs.
- The second model is for a separate Police Department, optimally deployed, and for a separate Fire Department, deployed in existing and some relocated stations.

Considering present pay and fringe benefit costs and the present 56-hour workweek for Firefighters and 42-hour workweek for Public Safety and Police Officers, the following cost comparisons are applicable, theoretically.

- The modified Department of Public Safety would cost \$13.7 million annually, about one million dollars annually less than the current Public Safety Department.

- The separate Police Department would cost \$8.4 million and the separate Fire Department \$4.5 million, for a total of \$12.9 million - about \$1.8 million less than the present cost of the Public Safety Department.

These reduced costs are attributable primarily to a reduced number of total employees, and a change in the "mix" of employees as follows

	<u>Present</u>	<u>Modified Public Safety Department</u>	<u>Separate Police And Fire Departments</u>
Public Safety	277	132	-
Police	67	154	226
Fire	74	115	170
Civilians	59	58	59
Total	477	459	455

These findings suggest that:

1. Durham has probably not saved money or enjoyed better police or fire protection by creating the Public Safety Department than if it had maintained separate Police and Fire Departments.
2. Managing a Public Safety Department with personnel cross-trained in both police work and fire protection is more difficult than managing separate Police and Fire Departments, creates problems of career development, and leads to inefficient scheduling and use of resources.
3. More effective police and fire protection can be achieved, and costs lowered, by eventually returning to separate Police and Fire Departments.
4. Durham has many well trained, able, and very dedicated Public Safety Officers, who have diligently provided the City with both police and fire services, and who have committed themselves to a career of public safety service. Most joined the Department and developed their skills with every expectation that Durham would continue to have a Public Safety Department using cross-trained personnel.
5. To abruptly return to separate Police and Fire Departments would be unfair to this group of dedicated Public Safety Officers, as well as very difficult and unnecessary.
6. Therefore, in much the same way Durham commenced a process some 14 years ago to evolve to a Public Safety Department; the City should now reverse direction and begin a process of evolution toward separate Police and Fire Departments.

7. An intermediate goal should be a restructured Public Safety Department described in Chapters VI and VII of this report.

- This concept envisions staffing four stations (1, 2, 3, and 4) full-time with Firefighters, and having separate Police Patrol units in the areas served by those central-city stations, where the volume of calls is the greatest.
- It also envisions maintaining the Public Safety Officer (PSO) concept at the six other stations, but converting the apparatus drivers who remain in the stations from PSO's to Firefighters.
- In addition, Police Patrol Officers in the four central station areas would be placed on 8-hour, rather than 12-hour days, to facilitate varying the number of units to correspond with varying call workloads at different times of day.
- Two stations would also be moved to better locations to improve coverage and response time.
- Other opportunities for improving administration and operations are also outlined in the report.

If the City adopts the recommendations in this report and seeks to implement the intermediate plan for a modified Public Safety Department, then:

- It will require 41 more Fire Specialists, 76 more Police Officers, and 132 fewer Public Safety Officers than it currently assigns to patrol and fire suppression duties.
- Recruiting and training of Public Safety Officers should be discontinued; as vacancies occur, Firefighters should be recruited, trained, and assigned to appropriate positions.
- Public Safety Officers should be assigned to Public Safety positions, to Police Officer positions, and to Firefighter positions in the organization until their number diminishes by attrition.
- Public Safety Officers should not suffer any reduction in pay, benefits, or career opportunities solely because of the City's decision to alter the way it provides police and fire protection to its citizens.

The organizational structure and operational concepts of the modified Public Safety Department should be placed in effect immediately even though it will take a number of years before the

proper "mix" of personnel is achieved by attrition. When that "mix" is achieved, the City should continue the evolutionary process toward separate Police and Fire Departments, employing Firefighters and Police Officers as required.

Other less important, but relevant changes and cost savings, will be attributable to reduced costs of training, some reduction in equipment, and reduced turnover. (Turnover in Fire Departments nationally has always been significantly lower than in Police Departments, owing, it is believed, to different work environments, including scheduling of workhours).

It is emphasized that these cost reductions are theoretical, and not immediately achievable, because immediate adoption of either of the models is not practical. Modifications and associated cost savings would be achieved during several years of transition.

III - BACKGROUND

### III - BACKGROUND

This chapter describes the principal characteristics of the City of Durham and the Public Safety Department. Included in this section is a discussion of the demand for public safety services and a description of the current organization and staffing of the Public Safety Department's patrol and fire operations, investigations and support units.

#### PRINCIPAL CITY CHARACTERISTICS

The City of Durham, located in central North Carolina, is part of the Research Triangle Park area of the State. The City has a land area of 49 square miles and a population, according to the most recent estimates, of 112,000. The population is 52 per cent white, 47 per cent black, and 1 per cent other ethnic minorities. The population grew approximately 5 per cent between 1970 and 1980.

The City's economy is influenced by a number of major educational, health, and business research organizations. Duke University and Medical Center is the largest single employer within the City limits, offering more than 13,000 jobs. Other major institutions located in and around Durham include: North Carolina Central University, Durham Technical Institute, North Carolina School of Science and Mathematics, Durham County General Hospital, Veterans Administration Medical Center, and Watts School of Nursing. The proximity of Research Triangle Park (RTP) in southeastern Durham County, a major source of future commercial growth, is expected to attract residents to Durham County and the City of Durham. Most of the growth anticipated in the next five years, both through continued annexations and commercial development, is projected to be in and beyond the southeastern borders of the City.

#### DEMAND FOR PUBLIC SAFETY SERVICES

In this section of the report, the nature of crime and fire incidence is reviewed to define the demand for public safety services in Durham. Specifically five issues are discussed: incidence of crime, clearance rate, calls for police service, incidence of emergency fire alarms, and fire loss trends.

### Incidence Of Crime

The number of serious crimes (called Part I crimes) in the City of Durham has remained relatively constant between 1979 and 1983, the last year for which full statistics are available. As shown in Exhibit III-1, the City of Durham experienced 10,199 serious offenses in 1983, a marginal decline of 2 per cent from 1979. Of these offenses, only 600 (or approximately 6 per cent) were the so called violent crimes (murder, rape, robbery, and assault). The vast majority of the crimes involved theft of property, especially larceny and burglary. This distribution or share of criminal incidents has remained relatively the same during the past five years. In addition to the Part I crimes, there were 61 cases of arson committed in 1983. The incidence of arson has declined 21 per cent during the past five years.

In order to assess the significance of Durham's criminal statistics, a comparative analysis was done of the incidence of Part I crimes per 100,000 inhabitants in Durham and five other North Carolina cities. The following table presents significant data:

<u>Jurisdiction</u>	<u>1983</u> <u>Part I Crimes</u> <u>Per 100,000 Population</u>
Fayetteville	10,821
Durham	9,826
Winston Salem	9,141
High Point	7,414
Raleigh	6,322
Greensboro	6,068
United States	5,159

Durham was above the average level of reported incidences in six out of seven categories. The relative number of total incidents, 9,826, is 19 per cent higher than the six city average of 8,265 and 90 per cent higher than the United States average.

### Clearance Rate

Durham's clearance rate, or the percentage of crimes solved through arrest and by exceptional means, is only slightly below national averages, 19.8 per cent versus 20.6 per cent. In Exhibit III-2 the Public Safety Department's clearance rate for Part I Crimes is compared to all U.S. jurisdictions. The Department's rate of clearance is slightly above the national average for four out of seven Part I crimes including larceny and theft (20 per cent versus 19.5 per cent). The burglary clearance rate is slightly below the national average at 13.2 per cent versus 14.8 per cent. The clearance rate for arson in 1983 was 13.2 per cent or lower than the national average of 17.3 per cent.

## Durham Public Safety Department

PART I CRIMES AND ARSON REPORTED IN DURHAM  
1979 Through 1983

<u>Offense</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Criminal Homicide	17	12	13	20	13
Forcible Rape	72	66	65	60	57
Robbery	255	270	245	264	271
Aggravated Assault	398	292	289	252	259
Burglary	2,773	2,857	2,764	2,751	2,597
Larceny-Theft	6,348	6,554	6,988	6,978	6,623
Motor Vehicle Theft	<u>529</u>	<u>481</u>	<u>382</u>	<u>410</u>	<u>379</u>
Total	10,392	10,532	10,746	10,735	10,199
Arson	77	90	83	69	61

Source: FBI Uniform Crime Reports.

## Durham Public Safety Department

PART I CRIMES AND ARSON CLEARANCE RATES  
FOR DURHAM AND UNITED STATES  
1983

<u>Offense</u>	<u>Clearance Rates</u>	
	<u>Durham</u>	<u>United States (All Jurisdictions)</u>
Criminal Homicide	64.3%	75.9%
Forcible Rape	53.2	52.1
Robbery	34.2	26.0
Aggravated Assault	55.2	60.9
Burglary	13.2	14.8
Larceny-Theft	20.1	19.5
Motor Vehicle Theft	17.8	14.7
Total	19.8%	20.6%
Arson	13.2%	17.3%

Source: FBI Uniform Crime Reports.

### Calls For Police Service

The main determinant of patrol workload is the number of calls for police service received from citizens requiring the dispatch of one or more patrol cars. A sample of 2,851 calls taken from two weeks in February and July of 1984 (from one of the least active and one of the most active months of the year) indicated that the Department received approximately 204 calls for police service per day, or about 75,000 calls per year.

As shown in Exhibit III-3, disturbances and breaches of peace accounted for 32 per cent of all calls for service requiring the dispatch of an officer. The second most frequent type of call, 25 per cent, was to report actual or suspected crime. Public service type calls, involving general requests for assistance, accounted for 18 per cent, traffic related calls involved 13 per cent, and alarms accounted for 8 per cent of all calls for service.

The number of calls for service varies widely by hour of day. Exhibit III-4 shows the call frequency by hour of day, as sampled in February and July 1984. The most active period of calls for service was from 5:00 p.m. to 1:00 a.m. when, on average, 12 calls per hour were received. The slowest period was from 1:00 a.m. until 10:00 a.m., when an average of five calls per hour were received.

The number of calls for service by day of week did not vary significantly. Friday and Saturday were the most active days, with approximately 16 per cent of all calls occurring on each of these days, while Thursday was the least active with 12 per cent of all calls occurring then.

### Incidence Of Emergency Alarms

The demand for fire service is defined in terms of the total number and type of emergency alarms received by the Department and the number of dispatches of fire apparatus and public safety personnel that are made in response to alarms.

The Public Safety Department received 3,437 emergency alarms in 1984 or roughly nine alarms per day. As shown in Exhibit III-5, only 359, or 10 per cent, of the alarms were structural fires, an average of less than one daily. Another 895 less serious fires were reported. Fires of all types represented a 36 per cent of all alarms. The second largest category of emergency calls in 1984 was first aid and rescue, which totalled 1,162 in 1984 or 34 per cent of all alarms. This type of alarm is handled primarily by the Department's rescue squad and does not involve Public Safety Officers.

## Durham Public Safety Department

CALLS FOR POLICE SERVICE  
BY TYPE OF CALL

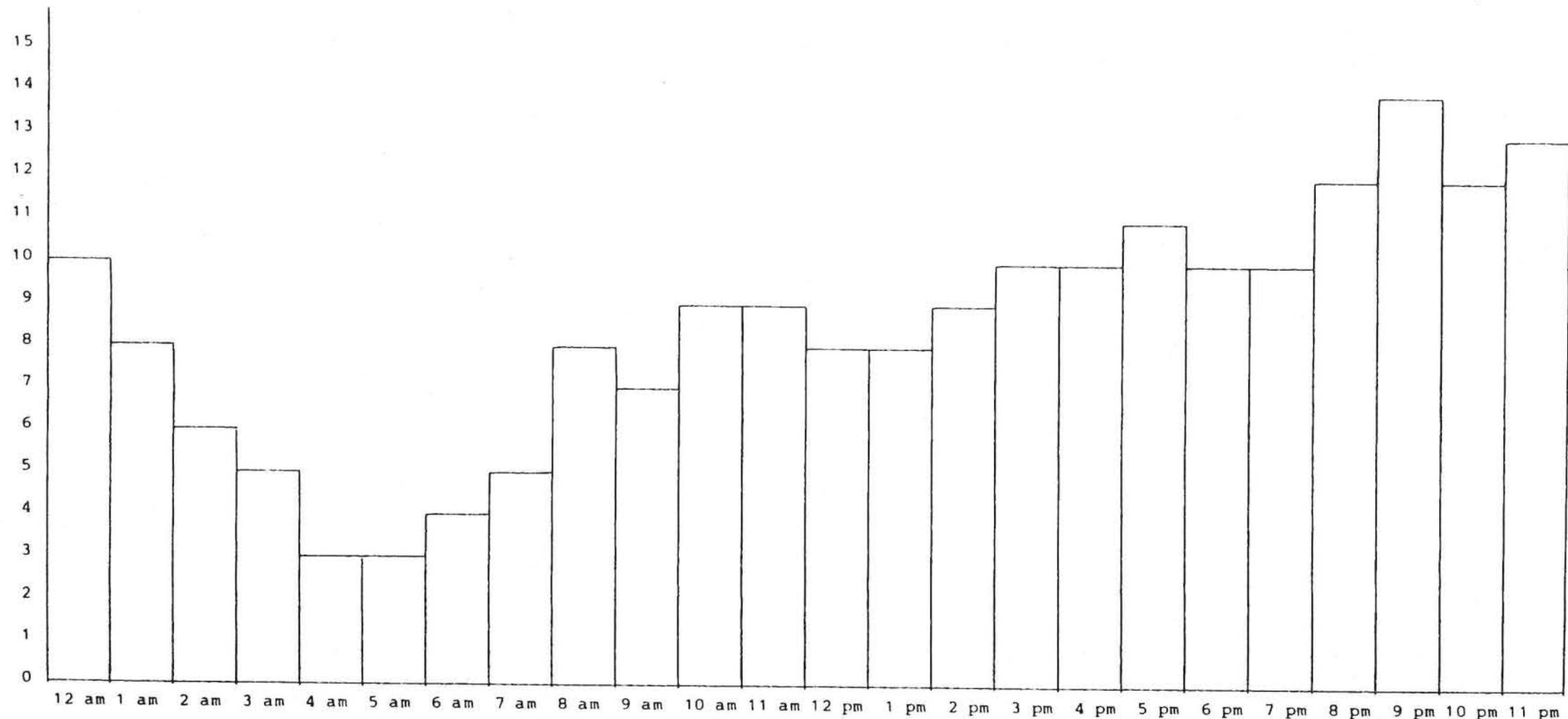
<u>Type Of Call</u>	<u>Number Of Calls</u>	<u>Per Cent</u>
Disturbance/Breach Of Peace	922	32%
Actual/Suspected Crime	712	25
Public Service	501	18
Traffic Related	378	13
Alarms	227	8
Other	<u>111</u>	<u>4</u>
Total	2,851	100%

Source: Data are from a sample of 2,851 calls for service received from February 12 through 18 and July 8 through 14, 1984.

Durham Public Safety Department

Average  
Number  
Of Calls

CALLS FOR POLICE SERVICE  
BY TIME OF DAY



Source: Data are from a sample of 2,851 calls for service received from February 12 through 18 and July 8 through 14, 1984.

## City of Durham

EMERGENCY ALARMS BY TYPE  
1984

<u>Type Of Alarm</u>	<u>Alarms</u>	<u>Per Cent Of Total Alarms</u>
Fires		
Structure Fires	359	10%
Vehicle Fires	355	10
Grass and Rubbish Fires	509	15
Miscellaneous	<u>31</u>	<u>1</u>
Total	1,254	36
First Aid and Rescue(a)	1,162	34
False and Accidental Alarms	314	9
Service Calls	<u>707</u>	<u>21</u>
Total Alarms	<u>3,437</u>	<u>100%</u>

(a)Includes 918 alarms responded to by the rescue vehicle and 244 alarms responded to by engines.

Source: Durham Fire Records, Annual Incident Summary.

As shown in Exhibit III-6, between 1980 and 1984 the number of structural fires has declined from 447 to 359, or nearly 20 per cent. Total fires have increased from 1,128 to 1,254, or 11 per cent. Structural fires have represented about 10 per cent of all emergency alarms during the five-year period reviewed.

The Department made a total of 10,253 responses to fire alarms during 1984. Of this total, the dispatch of fire apparatus accounted for 4,242 responses or an average of 11.6 runs a day. The dispatch of public safety vehicles accounted for 6,011 responses or an average of 16.5 runs a day.

#### Fire Loss Trends

The estimated dollar value of property fire loss totaled \$1,795,995 in 1983, the last year for which figures are available. This figure is up from the \$1,227,935 reported in 1982. The per cent of fire loss\*, however, was 2.4 per cent in 1983 or an improvement over the 4.5 per cent reported in 1982. The following table displays total building fire losses during the past five years and the per cent of fire loss.

<u>Year</u>	<u>Estimated Dollar Value Of Property Fire Loss</u>	<u>Per Cent Of Fire Loss</u>
1983	\$1,795,995	2.4%
1982	1,227,935	4.5
1981	1,764,810	2.0
1980	1,868,875	4.6
1979	3,247,200	8.2

In 1983 there were five fire fatalities and 28 injuries.

#### ORGANIZATION AND OPERATIONS

This section describes the current organization and operations of the Public Safety Department. Included is a discussion of the origin, mission and responsibilities, organization and staffing, and key operations of the public safety program.

#### Origin Of Public Safety Program

The Durham Public Safety Program was established in November 1970 with two primary objectives. The City wanted a way to reduce

\*The percentage of fire loss is defined by the dollar value of fire loss given as a per cent of the estimated total value of the property; only properties to which Department responses were made are used in the calculations.

## city of Durham

EMERGENCY ALARMS BY TYPE  
1980 Through 1984

<u>Type Of Alarm</u>	<u>Alarms</u>				
	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
<b>Fires</b>					
Structural Fires	447	395	314	375	359
All Other Fires	<u>681</u>	<u>694</u>	<u>615</u>	<u>704</u>	<u>895</u>
Total	1,128	1,089	929	1,079	1,254
<b>First Aid And Rescue(a)</b>					
False And Accidental Alarms	377	380	373	311	314
Service Calls	<u>619</u>	<u>540</u>	<u>548</u>	<u>739</u>	<u>707</u>
Total Alarms	<u>4,473</u>	<u>4,402</u>	<u>4,296</u>	<u>3,788</u>	<u>3,437</u>

(a)Includes alarms responded to by the rescue vehicle as well as engines.  
Source: Durham Fire Records, Annual Incident Summary.

the 72-hour workweek of Firefighters to 56 hours and address the perceived need to strengthen patrol resources by deploying more patrol officers.

It was determined that by creating a Public Safety Program and having one Officer perform both patrol and fire suppression duties that the City could achieve both objectives without having to hire as many personnel as would be required under separate Police and Fire Departments. By converting 94 existing, but separate police, and fire positions to Public Safety Officers and adding 26 new Public Safety Officer positions, the City could achieve its objectives without having to hire 47 additional Firefighters and 34 more Police Officers that would be required under separate departments.

Under the program, Public Safety Officers were to be paid more than Police Officers and Firefighters in recognition of the dual functions they were performing. Salaries of Public Safety Officers currently are 15 per cent more than Police Officers and 26 per cent more than Firefighters.

During the past 14 years, the Public Safety Program has continued to evolve with Public Safety Officers replacing police and fire personnel through attrition and assuming the dual role of providing patrol and fire suppression services.

#### Mission And Responsibilities

The Department provides both law enforcement and fire protection services to citizens of Durham. It is responsible for the protection of life and property and for the maintenance of law and order. Its specific law enforcement functions include 24-hour patrol, response to citizen calls for service, enforcement of traffic and parking violations, investigation of criminal offenses, and maintenance of intelligence operations. The Department also furnishes the primary response to emergency fire alarms and life threatening incidences. A number of support services are performed by Department employees including emergency communications dispatch, training of Public Safety Officers, education of the public on fire and crime prevention, and maintenance of fire and crime incidence records. The Department works cooperatively with Durham County, state and federal law enforcement, emergency rescue, and volunteer fire suppression organizations to furnish areas within and outside the city limits of Durham with Public Safety services.

#### Organization And Staffing

The Department has 485 authorized positions. Of this number, 344 are sworn officers, 82 are fire specialist positions and 59

are civilian support personnel. (Of 82 fire specialists, only 74 positions are funded in the FY 1985 budget.) The following table shows the distribution of authorized positions.

<u>Position</u>	<u>Number</u>
Director of Public Safety	1
Major	3
Captain	9
Lieutenant	14
Sergeant	52
Public Safety/Police Officers	225
Detectives	39
Fire Marshal	<u>1</u>
Total Sworn	344
Assistant Fire Chief	4
Battalion Chief	4
Fire Captain	17
Fire Driver	30
Firefighter	17
Firefighter-Inspector	4
Rescue Specialist	<u>6</u>
Total Fire Specialists	82
Civilian Support	59
	59
	<u>485</u>

The Department's operating budget for the fiscal year 1984-1985 is \$14,326,151. More than 84 per cent of Department budgeted expenditures are for salaries and fringe benefits. Operating expenditures, such as gasoline, fire hydrant rental, uniforms, and vehicle maintenance, account for 11 per cent of budgeted expenditures. Capital outlay, including patrol cars, fire engines, and mobile and portable radios, represent the remaining five per cent.

To fulfill its mission and responsibilities, the Department is arranged into six organizational units:

- Director's Office
- Field Operations
- Special Services
- Auxiliary Services

- Administrative Services
- Internal Affairs.

Exhibit III-7 presents the current plan of organization. The following paragraphs describe the organization, staffing, and key activities of each unit.

Director's Office. The Director of Public Safety is the chief executive of the Department. He is responsible for overall direction of the Department and establishes departmental policy. He reports directly to the senior assistant city manager. The Director is assisted by the four Bureau Commanders -- three Majors and a Police Records Superintendent -- as well as a Captain in charge of Internal Affairs, a Public Safety Attorney, an Assistant for Planning and Development, and a Management Assistant. The Public Safety Attorney furnishes the Director legal advice on personnel matters, keeps Field Operations and other Department employees apprised of pertinent changes in the law, and assists in the development and review of Department policies and procedures. The Assistant for Planning and Development develops recommendations to address specific problem areas and generally supports the director's efforts to develop Department plans and policies. The Management Assistant furnishes secretarial and clerical support to the Director, maintains Department personnel records, and administers aspects of the promotional process.

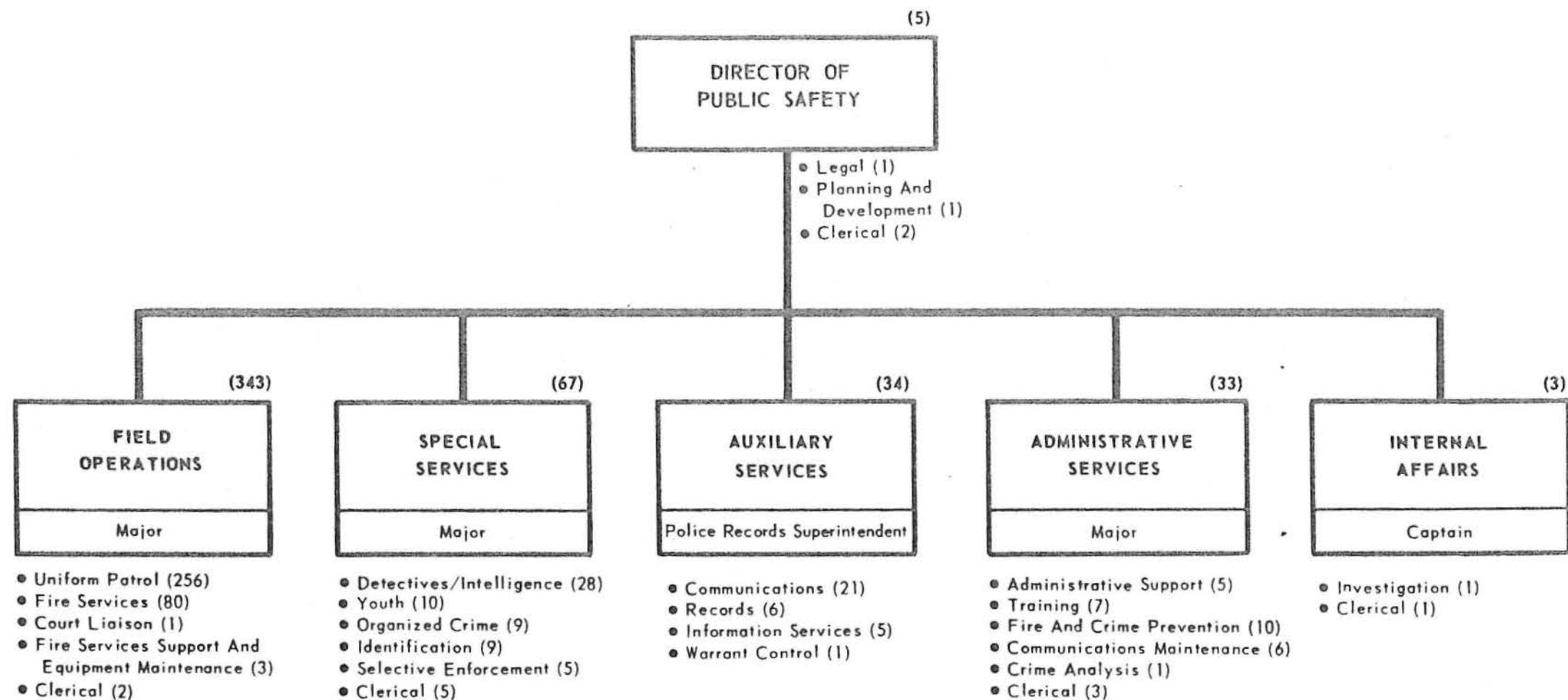
Field Operations. The largest single bureau, with 343 positions, is headed by a Major who reports to the Director. He oversees and manages the primary line operations of uniform patrol and fire suppression and the support functions of court liaison, fire services support, and equipment maintenance.

Patrol and fire suppression services are provided by 256 Public Safety Officers and 80 Fire Service Specialists positions, eight of which are not funded in the FY 1984-85 budget. In addition to routine patrol operations, the Department maintains a special downtown traffic unit consisting of ten police and public safety personnel responsible for law enforcement, traffic control, and security at municipal parking facilities. A special traffic accident control team (TACT), including two officers per shift, also patrols citywide.

An Assistant Fire Chief serves as administrative and technical aide to the Field Operations Major. He performs general administrative duties in support of fire suppression and emergency rescue operations and supervises fire equipment maintenance performed by two maintenance mechanics. The Court Liaison Officer is responsible for scheduling the appearance of officers in court and all liaison activities with the court system.

DURHAM PUBLIC SAFETY DEPARTMENT  
CURRENT PLAN OF ORGANIZATION(a)

OCTOBER 1984



(a) The number of authorized positions assigned to each Bureau is indicated on top of each Bureau box and for each functional area aside in parenthesis.

Special Services. The Bureau of Special Services is the primary investigations bureau of the Department and is directed by a Major who reports to the Director. The bureau consists of 67 personnel, including 5 clerical positions, assigned to five divisions and the Intelligence unit (part of Detectives); they are titled:

- Detectives
- Youth
- Organized Crime
- Identification
- Selective Enforcement Team (SET).

The Detectives division conducts follow-up investigations of major crimes against persons and property. It has an authorized strength of 28 plus two clerical positions although three positions are currently not filled. A Captain directs the division and oversees the efforts of four Detective Sergeants, a Public Safety Sergeant in charge of Intelligence, a detective in charge of the Crimestoppers program, and two clerical staff. The four Detective Sergeants supervise squads of two to six detectives and are responsible for assigning cases referred to the division by Uniform Patrol. Cases cleared, or which result in arrest, are forwarded to the District Attorney's office and prosecuted with continuing assistance of detectives. During 1984, 56 per cent of all cases referred to the Detectives division were assigned. On average, Detectives are assigned more than 120 cases per year. The Captain and Sergeants work from 8:00 a.m. to 4:30 p.m. Monday through Friday. Sergeants have rotating responsibility to be on call weekends and evenings. Detectives work a 10 1/2 hour shift from 8:00 a.m. to 6:30 p.m. four days a week. A detective is on call evenings and weekends on a rotating basis.

The Youth division investigates offenses believed to be perpetrated by juveniles and/or where a juvenile is the victim, such as child abuse. Directed by a Captain, the bureau has 11 authorized positions, including a Police Lieutenant, four Youth Investigators, four School Liaison Officers, and a secretary. The Lieutenant supervises personnel involved in both areas, assigns cases, reviews follow-up investigation reports and generally oversees youth operations. Between July 1983 and June 1984, the Youth division received and processed 1,011 juvenile complaints. Assaults, larceny and runaways represented 33 per cent of the total number of juvenile incidents. Cases are referred by Uniform Patrol, detectives, concerned citizens, and social service agencies. All cases referred are investigated and are closed through student and parent counseling, referral to social service

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agencies, and/or referral to court. The School Liaison Officers also conduct a school crime prevention program in Durham County public schools funded by the County.

The Organized Crime division consisting of nine positions (plus a secretary) identifies and arrests drug traffickers and enforces gambling, liquor, and prostitution laws. Cases are investigated upon receipt of information from informants, citizens, and Department intelligence operations. The division is headed by a Captain who supervises and participates in major trafficker arrests, stake-outs, surveillance and other investigative operations. The division is organized into two squads headed by Sergeants who assign and supervise case work. In 1983, there were 141 narcotics arrests, one major trafficking arrest, and 54 vice arrests.

Identification, consisting of nine positions (plus one clerical position), conducts crime scene investigations and criminal identification, collects evidence for further processing by state and federal identification laboratories, and maintains the Department's property room. The Police Identification Supervisor who manages the division and the Property Officer both work 8:00 a.m. to 4:30 p.m. shifts and are on call 24 hours daily. The Field Identification Officers work a rotating 12-hour shift for four weeks, followed by one week on an eight-hour shift. During 1983, Field Identification Officers received 1,578 calls for crime scene investigation, or 132 per month on average, in the City of Durham. An additional 217 calls for service were responded to in Durham County. Field Identification Officers process all murder scenes. Other crime scenes are processed at the discretion of the officer in charge of the investigation.

The Selective Enforcement Team (SET) is managed by a Sergeant and includes four other specially trained Public Safety Officers. The SET furnishes security for witnesses and visiting dignitaries, provides crowd control, and responds to hostage, sniper, and terrorism incidents. SET supports Uniform Patrol, Organized Crime and other law enforcement units in surveillance, stake-outs, drug and vice raids, and other undercover work as needed. A flexible shift schedule is observed; officers are on call 24 hours a day.

Auxiliary Services. Auxiliary Services, consisting of 34 personnel, is directed by a Police Records Superintendent who reports to the Director of Public Safety. The bureau includes four primary support divisions: Communications, Records, Information Services, and Warrant Control.

The Communications division is responsible for operating the countywide 911 emergency telephone and radio communications system, including city patrol, fire suppression, and rescue

operations. The division is headed by a Communications Supervisor and consists of 20 civilian telecommunicators who work the same schedule as Public Safety Officers.

The Records section, headed by a Lieutenant and staffed by five civilians, and the Information Services section, headed by a Supervisor and staffed by four civilians, are responsible for maintaining the Department's criminal, patrol, and fire incidence record system. In addition, a Warrant Control Officer is in charge of coordinating the serving of warrants.

Administrative Services. The Administrative Services bureau, with 33 staff (including clerical), is directed by a Major who reports to the Director of Public Safety. The bureau includes five divisions: Administrative Support, Crime Analysis, Training, Fire and Crime Prevention, and Communications Maintenance.

The Administrative Support unit provides a number of support services to the Department including the preparation of Department budgets and special reports; processing of recruitment, promotions, and other personnel procedures; purchasing; grants administration; and special projects, such as planning for staffing and equipment needs. In addition, the unit is responsible for taxi-cab and tow truck administration and supply room operation. The unit is headed by a Supervisor who is assisted by two administrative staff, a Police Specialist, a storekeeper, and an executive secretary.

The Training division reports to the Administrative Services Major. It is directed by a Captain and staffed by seven other positions, including a Lieutenant, a Battalion Fire Chief, three Public Safety Sergeants, a Recruitment Officer, and an executive secretary. The Public Safety Academy, which this division administers, is principally responsible for the basic training of all recruits. Recruits receive 26 weeks of Academy training followed by 14 weeks of on-the-job training under the supervision of trained field coaches. On average, two sessions are run each year. The average class size during the past five years is 25. In addition to instructing in the Academy, the Training division helps develop inservice training courses, executes drills and proficiency testing, conducts certifications in equipment usage, and maintains records on all inservice training. This division also assists in the identification and processing of applications for recruits.

The Fire and Crime Prevention division is headed by a Fire Marshal who reports to the Administrative Services Major. Fire and Crime Prevention has an authorized strength of 11, including the Fire Marshal, an Investigator Sergeant, eight fire and crime prevention investigators, and a secretary. In addition, three firefighter-inspectors conduct major building fire code inspections between 8:00 a.m. to 4:30 p.m. during their 24-hour shift.

The division enforces the Fire Prevention Code of the American Insurance Association through semiannual inspection of major buildings. Between July 1983 and June 1984, 2,062 building inspections were conducted; 965 violations of the fire code were identified. Fire and Crime Prevention investigators and firefighter-inspectors conduct all required major structural inspections. Public safety squads and Fire Service companies conduct fire inspections of small businesses and commercial properties in their fire districts under the supervision of the Fire and Crime Prevention division. Fire and Crime Prevention also is responsible for public school and general community education programs and for conducting preliminary arson investigations. In 1983, 68 arson investigations were conducted; 65 of which were referred to detectives for follow-up investigation. All personnel work from 8:00 a.m. to 4:30 p.m. on weekdays. Investigators work evening hours as needed to conduct community prevention programs and rotate responsibility for call back duty.

The Communications Maintenance division consists of six positions with responsibilities to design, install, and repair the Department's communications facilities and equipment, including the communications consoles used in fire and crime dispatch, mobile radios, portable radios, sirens, and speakers. A preventive maintenance program is observed as time permits. Although the majority of the division's time is spent in service of the Public Safety Department, it also maintains the communications equipment of all other City of Durham departments and on a fee basis provides services to the County's volunteer fire departments and hospital. The Supervisor and five technicians work a 7:30 a.m. to 4:00 p.m. shift during the work week with one technician on call on a rotating basis 24 hours a day.

Internal Affairs. Internal Affairs is managed by a Captain who reports to the Director of Public Safety. The Captain is assisted by a Lieutenant. This unit receives and investigates complaints against sworn Public Safety Officers initiated by the Director or concerned citizens. Complaints may cover alleged violations of state, local, or federal law and/or departmental rules and regulations.

#### Public Safety Program Operations

This section describes how the public safety program operates and discusses PSO and fire specialist deployment, emergency response, command structure, and daily routine.

Patrol and Fire Deployment. The City is divided geographically into 25 patrol zones and 12 fire districts served by 10 fire stations. As shown in Exhibit III-8, the Department currently operates and staffs 18 fire apparatus assigned to the ten stations. Public safety companies have patrol responsibilities throughout the City and fire suppression responsibilities in

## Durham Public Safety Department

LOCATION OF MAJOR FIRE AND EMERGENCY VEHICLES BY STATION

<u>Station</u>	<u>Location</u>	Vehicle Number					<u>Total</u>
		<u>Pumper</u>	<u>Tanker</u>	<u>Snorkel</u>	<u>Aerial</u>	<u>Rescue</u>	
1	139 East Morgan Street	13(a) 15	16(a)	1		11(a)	5
2	1001 Ninth Street	20 22			21		3
3	101 South Driver Avenue	30			31		2
4	2010 Fayetteville Street	40					1
5	2212 Chapel Hill Road	50					1
6	3704 Swarthmore Drive	60					1
7	4717 North Duke Street	70 71					2
8	2725 Holloway Street	80					1
9	2012 East Club Boulevard	90					1
10	1805 Cole Mill Road	<u>100</u>	-	-	-	-	<u>1</u>
	Total	13	1	1	2	1	18

(a)County-funded vehicles.

11 fire districts, while fire service companies are assigned to stations one, two, and three along with public safety companies.

Pumpers located at stations three through ten and engine 22 at station two are staffed entirely by PSO drivers and by two to four PSC's and a Public Safety Sergeant who routinely patrol the fire district area. In addition, two PSO's are presently assigned to engine 15 at station one along with two fire specialists. Engine 71, located at Station 7, is staffed by one PSO driver. Cars that respond with engine 70 also respond with engine 71 as needed. In the event engines 70 and 71 are dispatched together, an additional PSO from another station district is also dispatched. The City's two aerials and snorkel are operated by fire specialists including two fire drivers and a fire commander - either a Fire Captain, Battalion Fire Chief or an Assistant Fire Chief. Fire specialists also staff engines 13 and 20, each with four personnel, and the tanker with one fire driver. The rescue vehicle is operated by two rescue specialists.

Emergency response. Two pumpers are dispatched to respond to all structural fires. An aerial is dispatched to all large commercial and institutional structural fires and to residential fires where structures are two or more stories. The rescue vehicle is dispatched to all working fires. It is automatically dispatched to all structural fire calls after 10:00 p.m. and is dispatched to respond to life-threatening emergencies in a district around station 1. It also furnishes primary response to all heavy rescue calls throughout the City and in parts of the County. Tanker 16, a County funded vehicle, responds to outlying areas without adequate water service, principally the newly annexed areas in Durham County. Engine 13, located in station number one, funded by Durham County, responds to fire emergencies outside of the City, supplementing volunteer fire companies. It also provides second engine support in engine 15's fire district and is housed at the same station.

In 1983, the average response time to patrol calls for service was 4.3 minutes. The reported average response time to fire alarms was 2.97 minutes for Public Safety units and 3.71 minutes for all fire apparatus. However, our observations showed the effective response time of PSO's is from 4.0 to 5.0 minutes when Departmental standard allowances for PSO's to change into fire gear at the fire scene are included.

Shift Schedule And Command Structure. The Uniform Patrol division is divided into four squads, which on a rotating basis operate two 12-hour shifts daily, with shift changes occurring at 7:00 a.m. and 7:00 p.m. Each squad includes 47 to 48 PSO's and 9 Public Safety Sergeants, commanded by a Captain and two Lieutenants. One PSO is assigned to each of the City's 25 patrol zones while 12 PSO's serve as drivers of public safety pumpers,

assigned to the stations. One PSO serves as desk officer at Headquarters. The remaining PSO's serve as shift relief and may operate extra patrol cars as staffing permits.

Four Captains are responsible for general supervision of Uniform Patrol squads and Fire Service companies assigned to their shifts, which includes reviewing crime and fire incident reports, reviewing and completing performance evaluation reports, recommending disciplinary action for officers, and authorizing overtime to maintain minimum staffing. Captains also perform a community relations function for a defined geographic area of the City and other administrative duties as required by the Director of Public Safety.

Captains and Lieutenants are responsible for inservice training programs for personnel under their command on the basis of needs identified in periodic proficiency testing. Sergeants and Fire Service Officers ensure that personnel under their command undertake the relevant inservice training program.

Two Lieutenants serve on each shift as the primary Field Operations Commanders for law enforcement and firefighting activities. Each Lieutenant has responsibility for one-half of the City, divided into east and west sectors. Lieutenants rotate with their companies and are responsible for the safety, training and development of all public safety and fire personnel stationed within their sector of the City.

Sergeants report to the Lieutenants and directly supervise public safety drivers and patrol officers. They also serve as acting lieutenant as needed. Public Safety Officers are paid on the basis of a 42-hour workweek, or 14 12-hour days per 28-day cycle. This works out to 183 days per year before sick leave, vacations and holidays are subtracted.

Fire Service operations are divided into three shifts, with 26 to 27 fire specialists (including rescue specialists) authorized on each shift. Assistant Fire Chiefs supervise the station activities of fire and emergency rescue personnel. In these and other administrative duties, they report to one of the four shift Captains. The Assistant Fire Chiefs, Battalion Chiefs, and Fire Captains are assigned as company officers to fire apparatus, supervising fire personnel and overseeing the operation of the pumper and aerials to which they are assigned. At the fire scene, Assistant Fire Chiefs, Battalion Chiefs, Fire Captains, and all firefighters report to the Public Safety Lieutenant. Battalion Fire Chiefs and Fire Captains report to the Assistant Fire Chiefs for administrative and training duties.

Firefighters work 24-hour shifts and are paid on the basis of a 56-hour week. They work approximately ten 24-hour shifts per

month or 120 days per year before vacations, sick leave and holidays are subtracted. Between 8:00 a.m. to 4:30 p.m. during the workweek, firefighter-inspectors receive direction from the Fire Marshal who manages the Fire and Crime Prevention division. At all other hours during the 24-hour shift, they report up the normal fire command. They respond to fire scenes while on duty as firefighters.

Daily Routine. Public Safety and firefighter units spend little actual time responding to emergency alarms and fighting fires. The majority of public safety officers' time is spent on law enforcement activities such as patrol, serving warrants, conducting property checks, and testifying in court. Firefighters and public safety drivers' station activities include cleaning the station, performing minor maintenance, testing vehicles and equipment, and preparing meals. Public Safety squads and firefighter companies are also expected to conduct building fire code inspections for small, nearby commercial properties, develop pre-fire plans and train for fire and other emergency situations.

Mutual Aid. The Department has verbal mutual aid agreements with Durham County volunteer fire departments. The agreements provide for mutual assistance between neighboring jurisdictions. These agreements mean that the Durham Public Safety Department can call the nearest County Fire Commander and request assistance in fighting a major fire. Written mutual aid agreements are maintained with the County Sheriff's office, the cities of Greensboro and Raleigh, and other state and federal law enforcement agencies for assistance with organized crime investigations.

IV - STATION LOCATION AND APPARATUS DEPLOYMENT

#### IV - STATION LOCATION AND APPARATUS DEPLOYMENT

This chapter reviews the current location of public safety/fire stations and the deployment of apparatus throughout the City and evaluates the coverage provided Durham citizens. Observations and recommendations to improve the current situation follow the review.

##### CURRENT SITUATION

The Public Safety Department maintains, operates, and staffs ten stations. Exhibit IV-1 describes the current configuration of station locations. Stations number one, two and three provide service to the downtown, west and east Durham sections and are assigned both fire service and public safety companies. Stations four through ten are staffed entirely by public safety personnel. Stations nine and ten are the newest stations and serve recently annexed areas in the northeast and northwest of the City. Only stations one through seven have facilities for sleeping. All of the stations are in good operating condition.

The Department has as its objective the maintenance of a "first due" engine response time of four minutes. This standard was generally observed during 1983, the last year complete response time data is available. Pumpers serving the City responded to emergency alarms within 3.68 minutes on average. The two aerials, located at stations two and three and the snorkel, located at station one, recorded an overall average response time of 4.20 minutes.

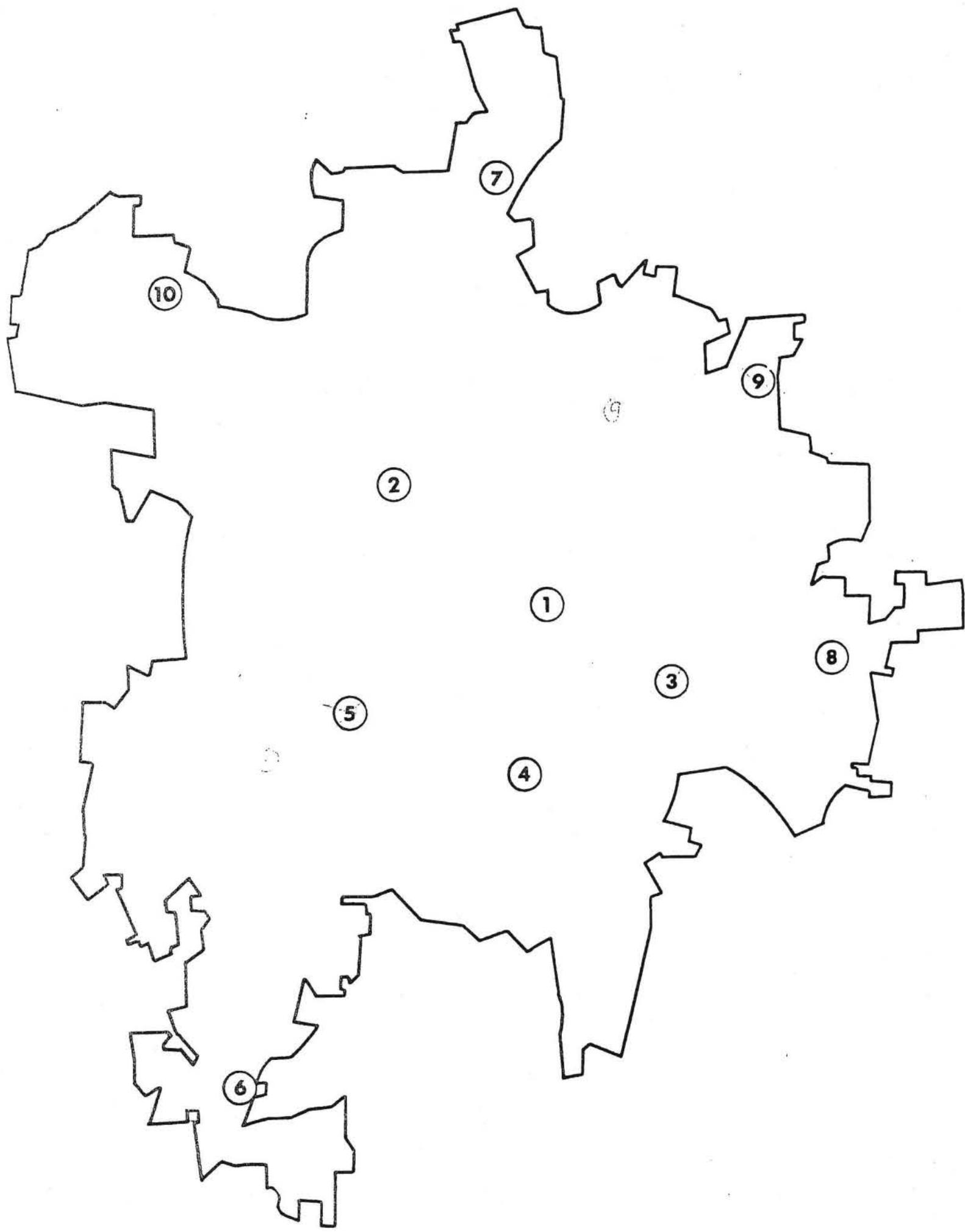
##### OBSERVATIONS

###### Two Principal Shortcomings Have Resulted From The Current Station Location Plan

A review of the current station configuration identified two primary shortcomings.

Underserved areas. A number of areas within the city limits are not presently served within the standard four minute response time as shown in Exhibit IV-2. The specific areas are located: west of station 9, west of station number 5 (a newly annexed area), northwest of station number 2, and southeast of station 4.

DURHAM PUBLIC SAFETY DEPARTMENT  
CURRENT PLAN OF STATION LOCATIONS, OCTOBER 1984

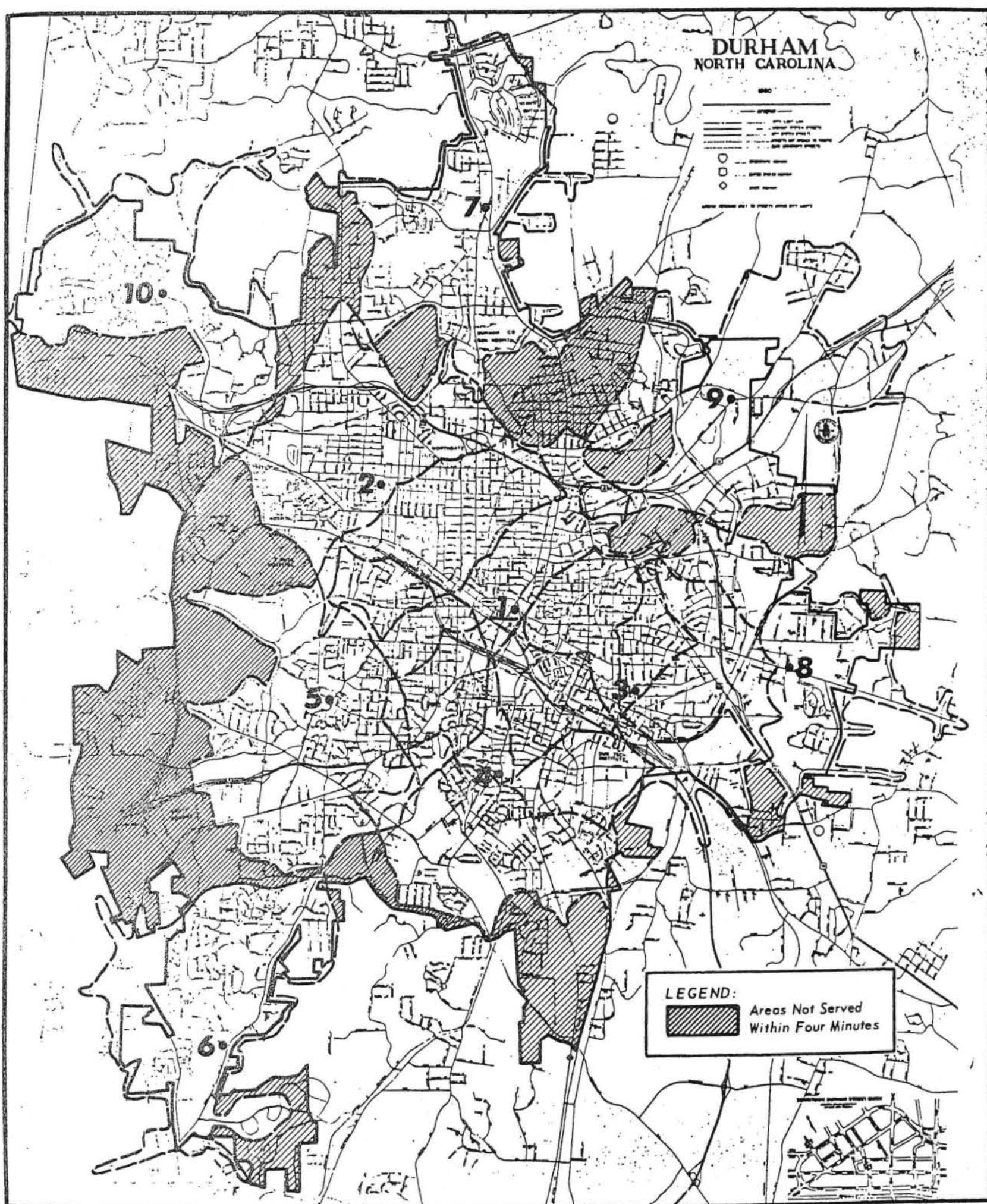


DURHAM PUBLIC SAFETY DEPARTMENT

EXHIBIT IV-2

STATION LOCATIONS AND AREAS NOT SERVED WITHIN FOUR MINUTES

OCTOBER 1984



Overlapping coverage. The present location of the ten stations results in considerable overlap. Overlap occurs when engines from two or more different stations can respond to a fire scene in less than the standard response time. For Durham, overlap is concentrated in the downtown, west and east Durham sections, as indicated in Exhibit IV-3. Six stations currently provide overlapping coverage of these areas.

Such extensive coverage of some areas, while other parts of Durham are underserved, results in an inefficient deployment of firefighting resources.

#### Fire Incidence And Resulting Engine Runs Are Low

The Department's 1984 average of 7 fire alarms per day is not high; and, in fact, the number of emergency (fire) vehicles currently operated by the City of Durham is more than adequate to meet the present demand for service. The 13 pumbers active during 1984 made an average of only 248 emergency runs, or less than one per day, as shown in Exhibit IV-4. The number of runs varied widely from a low of 47, or less than one run every three days, for the six months Engine 100 at Station Ten was in service during 1984, to a high of 500, or an average of 1.4 per day, for Engine 15 at Station One. The two aerials and snorkel had a total of 1,000 emergency runs for 1984, or an average of less than one daily per apparatus. Because of the low number of emergency runs made by pumbers, no Durham public safety/fire station justifies more than one pumper exclusively assigned as a fire response vehicle.

#### RECOMMENDATIONS

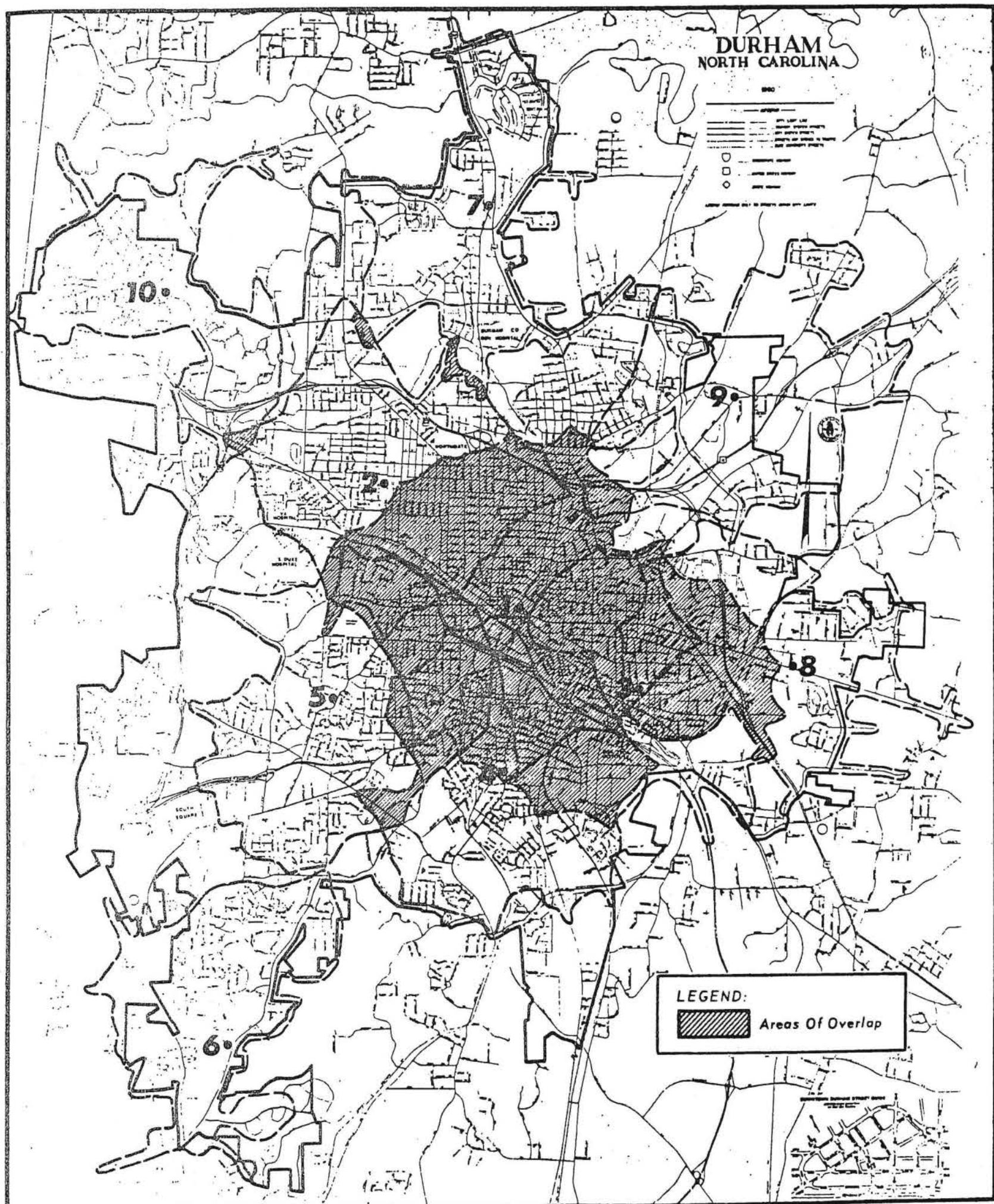
##### Durham Should Revise Its Station Location And Vehicle Deployment Plan

The City should make a number of modifications in its station location and vehicle deployment plan in order to improve fire response coverage and the utilization of fire apparatus. Two of Durham's ten stations should be relocated to distribute pumbers near areas with high response times. Given the relatively low number of alarms and vehicle runs per day, the City should also assign only one fire response pumper to each station, with the exception of Station Three, which should not be assigned a pumper. The City should continue to operate the two aerials, snorkel, and tanker in their present locations. Consistent with plans developed by the City, the present rescue vehicle and County pumper should be replaced by a pumper, designated as a hazardous materials response unit. The Department should operate with 14 emergency vehicles deployed as summarized in Exhibit IV-5.

The following paragraphs detail changes in station location and vehicle deployment.

DURHAM PUBLIC SAFETY DEPARTMENT  
STATION LOCATIONS AND AREAS OF OVERLAP  
OCTOBER 1984

EXHIBIT IV-3



Durham Public Safety Department  
TOTAL EMERGENCY FIRE RUNS, 1984

Station(a)	Number Of Runs Per Year					Average Runs Per Day				
	Pumper	Tanker	Snorkel	Aerial	Rescue(b)	Pumper	Tanker	Snorkel	Aerial	Rescue
1	500 (#15) 173 (#13)	23	468	-	316	1.4 (#15) 0.5 (#13)	0.06	1.3	-	0.9
2	316 (#20) 383 (#22)	-	-	361	-	0.9 (#20) 1.1 (#22)	-	-	1.0	-
3	332	-	-	171	-	0.9	-	-	0.5	-
4	389	-	-	-	-	1.1	-	-	-	-
5	299	-	-	-	-	0.8	-	-	-	-
6	137	-	-	-	-	0.4	-	-	-	-
7	183 (#70) 139 (#71)	-	-	-	-	0.5 0.4	-	-	-	-
8	160	-	-	-	-	0.4	-	-	-	-
9	160	-	-	-	-	0.4	-	-	-	-
10	<u>47</u>	-	-	-	-	0.3				
Total Runs	3,218	23	468	532	316					
Average Runs	248	23	468	266	316	0.7	0.06	1.3	0.7	0.9

Source: Durham Fire Records, Annual Incident Summary.

(a) Engine 100 located at Station Ten was placed in service in July 1984.

(b) Includes all emergency fire dispatches; total including nonfire emergency medical in 1984 was 918.

## Durham Public Safety Department

PROPOSED VEHICLE REDEPLOYMENT BY STATION

<u>Station</u>	<u>Pumper</u>	Hazardous Material/ <u>Rescue Pumper</u>	<u>Tanker</u>	<u>Snorkel</u>	<u>Aerial</u>	<u>Total</u>	<u>Net Vehicle Addition (Reduction)</u>
1	1	1	1	1		4	(1)(a)
2	1				1	2	(1)
3					1	1	(1)
4	1					1	-
5	1					1	-
6	1					1	-
7	1					1	(1)
8	1					1	-
9	1					1	-
10	<u>1</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>1</u>	<u>—</u>
<b>Total</b>	<b>9</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>14</b>	<b>(4)</b>

(a) Rescue vehicle and county pumper are eliminated, engine 71 replaces the rescue vehicle for a net decrease of one vehicle.

Station One. Station One has traditionally operated County and special emergency rescue vehicles. Plans to revise the current deployment of vehicles prompted by the withdrawal of County funding for Engine 13 and the rescue vehicle should be implemented and include the following changes. Engine 71, now located at Station Seven, should replace the emergency rescue truck. The tanker should continue to be operated by the Department to meet the needs of outlying and newly annexed areas currently not adequately served by the city water system. Engine 71 and the tanker should compose the planned hazardous materials response unit and also be available to respond to fire alarms, along with Engine 15 which should continue to be assigned to Station One. Under this arrangement, Station One should include four emergency vehicles; two pumper (one used primarily as a rescue unit and for hazardous materials incidents), a snorkel, and a tanker.

Station Two. This station should be assigned only one pumper since the average number of daily runs for both pumpers at this station is only two. Adjoining stations are able to provide adequate back-up for Station Two.

Station Three. Engine 30 assigned to Station Three should be eliminated. Fire district three is a small district and is experiencing considerable overlapping coverage with neighboring stations. The aerial now located in Station Three should remain and serve as secondary response for the downtown area and east Durham.

Station Five. Station five should be moved southwest approximately two miles to better serve the newly annexed area and to alleviate the overlap that now exists among Stations Five, Four, One and Two.

Station Seven. This station should have only one pumper assigned to it because District Seven's fire incidence is low. Engine 71 should be reassigned to Station One as a hazzardous material response unit, while Engine 70 should remain at Station Seven.

Station Nine. The City should move Station Nine to the vicinity of Roxboro Street. By moving this station west, a heavily populated area currently not adequately served will be served within a four-minute response time. The most northeastern part of Station Nine's present response area, which is less densely populated, could still be served within five minutes after the move. Engine 90 should continue to be assigned to Station Nine.

The revisions in station location and vehicle deployment should be considered high priority actions and undertaken soon.

For the long-term, depending on the distribution of growth patterns, other modifications in station location should be considered. To improve coverage and reduce overlap, Station Four should be moved south and Station Two west.

**V - OBSERVATIONS**

## V - OBSERVATIONS

This chapter identifies opportunities to improve the public safety program, the Department's overall organization and management, and the personnel function.

### PUBLIC SAFETY PROGRAM OPERATIONS

#### The Present Public Safety Program Is Inflexible In Meeting The City's Varying Demands For Patrol And Fire Service

The deployment of Public Safety Officers is currently determined by the staffing requirements of the City's ten public safety/fire stations located throughout the City to provide an adequate level of fire response service. Public Safety Program operations, however, are constrained by this staffing requirement and cannot be responsive to the varying demands for patrol and fire service. The demand for patrol and fire service varies by area of the city (or fire district) and by time of day, and these variables are not accounted for by the staffing requirements.

Demand by area of City. As shown in Exhibit V-1, the calls for patrol and fire service vary by area of the City. The combined number of patrol and fire calls occurring in Fire Station Areas One through Four (primarily the downtown and east Durham areas), account for more than 50 per cent of the City's total demand for patrol and fire service. This area also accounts for 60 per cent of all structural fires and has more frequent fire alarms than other parts of the City. Forming a fire team with PSO's assigned to these fire districts can be more difficult because of the increased probability that they are unavailable. Moreover, the average number of patrol calls received by each assigned PSO varies widely in each fire district, as indicated in Exhibit V-2. The number of patrol calls for service that a PSO can expect to receive during a 12-hour shift ranges from 1.5 in District 10 to 9.25 in District 1. This is a significant variance from the range of from 4.5 to 7.5 calls for patrol service (in a 12-hour period) found in other urban jurisdictions.

Demand by time of day. As discussed earlier in Chapter III and shown in Exhibit III-4, the number of calls for patrol service varies by time of day. Nearly 50 per cent of the calls for patrol service occur in the eight-hour period from 4:00 p.m. to 12 midnight. Moreover, a review of all fire alarms received during

Durham Public Safety Department

DAILY CALLS FOR PATROL AND FIRE SERVICE  
BY AREA OF CITY

<u>Fire Station Area</u>	<u>Average Number Of Fire Calls Per Day</u>	<u>Average Number Of Patrol Calls Per Day</u>	<u>Percentage Of Combined Patrol And Fire Calls</u>
	<u>Number</u>	<u>Per Cent</u>	
1	1.1	7%	17%
2	2.9	17	11
3	2.1	13	12
4	2.9	18	14
5	2.3	14	9
6	.9	6	5
7	1.6	9	9
8	1.1	7	9
9	1.2	7	11
10	<u>.4</u>	<u>2</u>	<u>3</u>
<b>Total</b>	<b>16.5</b>	<b>100%</b>	<b>100%</b>

Source: The number of fire calls is based on the City of Durham's Fire Incident Report for 1984. It reflects the average number of daily PSO unit responses for 1984. The average number of patrol calls is based on a sample of 2,851 calls for service received from February 12 through 18 and July 8 through 14, 1984.

## Durham Public Safety Department

AVERAGE DAILY PATROL CALLS FOR SERVICE  
BY OFFICER

<u>Station Area</u>	<u>Average Daily Number Of Patrol Calls</u>	<u>Average Daily Number Of Units Assigned</u>	<u>Average Number Of Calls Per PSO</u>
1	37	4	9.25
2	22	6	3.7
3	26	4	6.5
4	28	8	3.5
5	18	8	2.3
6	10	4	2.5
7	18	4	4.5
8	19	4	4.8
9	23	4	5.8
10	<u>6</u>	<u>4</u>	1.5
Total	207	50	4.14

Source: The average number of patrol calls per PSO is based on a sample of 2,851 calls for service received from February 12 through 18 and July 8 through 14, 1984, and the number of PSO's typically assigned to each station area during a 24-hour period.

1983 (the last year for which this data was available) indicated that 45 per cent of fire incidents occur during this same time period. From 12:00 a.m. to 8:00 a.m., however, only 22 per cent of patrol calls and 17 per cent of fire incidents occur. With the same number of PSO's on duty at all hours, the Department either has too many or too few personnel to respond to the varying demands for service.

The Public Safety Program Has A Number Of Operational Problems

In its effort to provide both patrol and fire services, the Public Safety Program experiences a number of operational problems. These problems are exacerbated in those areas of the City and during the time of the day when demand for patrol and fire service is greatest.

Fire team response. Although the reported average response time of PSO's to a fire scene is 2.97 minutes, the time necessary for the officers to dress and fully equip themselves to attack a fire is not included. Time for dressing and gathering equipment is not systematically recorded, but is estimated by Department field operations personnel to range from one to two minutes, making the fire attack team response time closer to four to five minutes. Further, public safety fire attack team members arrive at different times in different states of readiness. The PSO engine driver arrives fully dressed, while responding PSO's in patrol units arrive separately and dress at the scene. Finally, in those areas of the City where patrol and fire demand is highest, it is more likely, according to our observations, that officers from adjoining fire districts will be assigned to respond. Therefore, the advantages normally present in having the same fire team respond to alarms occurring in its district cannot be supported consistently by the present public safety operation.

Fire ground command. Public Safety Sergeants and Lieutenants, who are charged with the command of the fire scene, voice a number of concerns about the effectiveness of fire ground command. Although Academy training is viewed as being very thorough in developing firefighting skills, the maintenance of these skills is very weak, considering the low number of working fires actually experienced and the relatively low emphasis placed on inservice training. In addition, command at the fire scene is more difficult to organize, because PSO's (including the Sergeant and Lieutenant) arrive at different times. Finally, the present fire scene chain of command makes limited use of the most experienced fire specialists, particularly the Assistant and Battalion Fire Chiefs who, on average, have 24 years of active experience in firefighting.

Patrol coverage. Patrol coverage of the City is weakest when a structural fire occurs, which happens more frequently in Districts One through Four and during the late afternoon and early evening hours of the day. Response to structural fires may require as many as 12 to 15 PSO's to fully staff fire apparatus, leaving as few as ten officers to cover the City during peak demand times. Moreover, PSO's are under excessive pressure to complete their patrol calls for service, so they can be available for fire emergencies. This situation can hinder the quality of patrol services, particularly preliminary field investigations, which currently are not thoroughly conducted.

PSO fire readiness. Given the low overall incidence of structural fires throughout the City (there were 359 in 1984), it is imperative that PSO's receive ongoing inservice training to maintain their fire readiness. However, a review of available records and discussions with numerous PSO's reveal that inservice training efforts are minimal. This is due primarily to the competing demands on the PSO's time to respond to fire alarms and calls for patrol service. In addition, emphasis has recently been placed on conducting special building checks in an effort to control the number of break-ins. This new policy, however, has resulted in less time for in-service training. In-service training is infrequently and inconsistently conducted.

PSO driver rotation. The present policy of assigning PSO's as drivers requires that all PSO's rotate in and out of the station house on a biweekly or monthly cycle. Although to a limited extent, this rotation policy develops the pumper operating skills of all PSO's, it also assigns PSO's to drive who are not as familiar with the entire fire district and apparatus as full-time drivers would be.

#### Public Safety Operations Are Complicated To Manage

The Public Safety Program, as currently organized, is difficult to manage effectively. First, the program has a complex command structure of both public safety and fire specialist personnel. The reporting relationships between public safety personnel and fire specialists are not clearly understood. Second, continuity of leadership is absent because fire specialists have a 24-hour work schedule and Public Safety Officers are on 12-hour shifts. This situation hinders effective communication. Finally, personnel management is more difficult in a public safety program due to the dual skill requirements. Recruitment of qualified personnel, training, performance evaluation, and promotion require increased administrative attention under public safety operations; these issues are discussed separately in this report.

## ORGANIZATION AND MANAGEMENT

### The Present Organization Has Four Shortcomings

While a number of the bureaus appear to be well managed and effective, the overall organizational structure is deficient in four areas. First, the present organization greatly limits the career opportunities of Department specialists. In fact, few promotional opportunities beyond the rank of Sergeant or its equivalent now exist for non-PSO uniformed personnel. As a result, it is difficult to attract Public Safety Officers to serve in Fire Service positions. Moreover, few remain in Special Services units after a few years. Service in investigation divisions is now considered valuable only to round out experience; few Public Safety Officers elect this service to master specialized law enforcement skills.

Second, few formal avenues exist for Department plans, policies, and major decisions to be informed by the fire expertise now concentrated in the Fire Services division. The three Assistant Fire Chiefs who continue to have day-to-day firefighting responsibilities do not serve as members of the top management team. They report five organizational layers below the Director of Public Safety to Lieutenants for purposes of firefighting operations. Without meaningful contact with the Director's office, senior Fire Services officers can have little impact on Department decision-making and operations. As these officers retire, since few opportunities exist for fire specialists to participate in senior management roles, the quality and depth of fire expertise available to the Department will diminish even more.

Thirdly, a number of Department functions lack coordination and direction due to their organizational placement in the Administrative Services bureau. Training, for example, which requires considerable coordination with Field Operations, reports separately to Administrative Services. Similarly, Fire and Crime Prevention, which directs Uniform Patrol and Fire Services divisions in fire code inspection activities reports separately to Administrative Services. Crime Analysis activities are not aligned with Records or Information Services. Communications Maintenance is not aligned with the Communications unit. Under the present situation, accountability for these important Department functions is diffused.

Finally, staff involved in Intelligence operations in Special Services spends 60 per cent of dedicated time developing leads and other undercover activities in support of the Organized Crime division. Only 40 per cent of staff time spent is devoted to working in areas pursued by the Detectives division to which Intelligence now reports. The coordination of these activities needs direction.

The Special Services Division Is Generally Well Managed And Appropriately Staffed

An effective case management system is observed in key investigative units. Results, as defined by Department clearance rates, approximate national averages. Workload is not excessive, even though several divisions are currently not staffed at authorized levels. Shift schedules observed by personnel are sufficiently flexible to be responsive to demands of individual job responsibilities. Arrangements are made through the Public Safety Academy for investigators and other Special Services personnel to receive special training as needed.

Pre-Fire Planning And Post-Fire Critique Are Not Effectively Managed

No standard pre-fire plan format has been adopted by the Department. Subsequently, individual public safety and fire-fighter companies develop and rely on different pre-fire plan documents making it difficult for personnel to easily reference fire plans. In addition, pre-fire plans are not updated with any regularity, but rather are revised at the initiative of individual Lieutenants, Sergeants and Fire Service Officers.

Formal critiques of major fires are generally conducted when there is loss of life, considerable property damage, or significant citizen complaint. Guidelines for post-fire review, drafted in 1982, have not yet been finalized and adopted. Since each fire situation is different, considerable judgment is required of the first arriving officer and the fire commander. Current formal evaluation of the performance of the fire commander and crew on the scene appears to focus narrowly on assigning responsibility for errors of judgment. Opportunities to objectively review the fire suppression operation, identify problems, and learn from the experience are not fully exploited.

Fire Service Companies Are Not Effectively Used To Conduct Fire Inspections

Fire code inspections of small businesses and other commercial structures are not systematically performed by firefighter companies. Few avenues exist for the Fire Marshal to enforce and direct this activity because of his present separate reporting arrangement. Field Supervisors must be relied on to enforce guidelines and ensure planned inspections are completed semi-annually. To keep the Fire Marshal apprised of inspection activity, companies are supposed to file inspection reports with the Fire and Crime Prevention division; however, no inspection reports were actually filed in 1984. In fact, the number of inspections actually conducted are thought to be few. This lack

of communication and compliance with Department goals results from the lack of accountability and follow-up regarding the inspection program.

#### The Department Lacks An Adequate Inservice Training Program

While basic training of recruits appears well managed, inservice training, critical to the maintenance of officer readiness to fight fires and to properly conduct law enforcement activities, lacks overall direction and coordination. Responsibility for the establishment of inservice program objectives and program design is fragmented. Shift Captains, their Lieutenants and the Public Safety Academy have varying levels of authority and responsibility in this area. Accountability for implementation is difficult to assign. Competing training and operational objectives are difficult to balance and achieve; conflicts must now be arbitrated by the Director. Enforcement of accurate recordkeeping is also absent.

#### The Communications And Information Management System Does Not Adequately Meet The Department's Needs

Although serving one of the largest jurisdictions in North Carolina, the Durham Public Safety Department does not have an adequate communications and information management system. Even though the communications equipment has been updated in recent years, call taking and radio dispatching is still performed manually by preparing a handwritten call card and physically reviewing the status and availability of officers before effecting an appropriate call assignment and dispatch. The manual system precludes the Department from routinely and efficiently collecting call data information that would enable management to more effectively use existing resources. For example, call data routinely entered on a computer aided dispatch system would provide Department managers with information concerning the type, the time of day, and the day of week calls were received; response and service times; the resources dispatched; and the location of incidents. Such data, periodically analyzed, would allow the Department to design its fire districts and patrol zone boundaries and deploy its personnel more effectively. In addition, an automated system with call data information entered by the dispatcher would permit a reduction in personnel now assigned to the Information Services section. Although the Department recognizes the importance of improving its communications and management information systems, the City has delayed action because of the anticipated one-time cost of installing such a system.

The System For Scheduling Officers To Appear In Court Is Inefficient

The present court scheduling system requires all officers to appear in court on their assigned day at the beginning of court session when the docket is called. Since the court docket is arranged by the Court staff on the basis of an alphabetical listing of defendants, an officer may not hear all of his or her cases at one time, therefore requiring the officer to be out of service from one to four hours depending on the size of the court docket. With as many as eight officers scheduled to appear in court on one day, a significant loss in patrol time results.

PERSONNEL  
FUNCTION

Management Of Affirmative Action, Career Development, And Compensation Lacks Direction And Coordination

Initiatives taken to address important objectives in affirmative action, career development, and compensation have lacked direction and coordination. Not surprisingly, results have been limited. Responsibility for the direction of personnel is diffused, because several City Personnel and Department staff units manage discrete parts of major processes. As a result, accountability for the administration of personnel is lacking. Procedures have not been consistently administered, resulting in grievances. Finally the Director's considerable discretionary powers has given rise to a lack of faith in the fairness and objectivity of Department personnel decisions. More specific observations on these issues are given in the following paragraphs.

Affirmative Action. Affirmative Action demands more focus. While progress has been made since the 1978 Affirmative Action Plan was approved, female and minority participation in the Public Safety Department remains low when contrasted to their availability in the Raleigh/Durham labor market. Recent statistics used by the Office of Revenue Sharing indicate that the labor force availability of females is 48 per cent and of blacks is 35 per cent. As of September 30, 1984, participation of females in the Department was 11 per cent; for blacks the number was 25 per cent. Black female participation is particularly low. Senior public safety and management positions are largely held by white males. Women are not active in fire specialist roles. Law enforcement specialist positions are filled exclusively by males.

Steps taken to address these problems have not been adequate. A review of recruitment applicant tracking performed for Public Safety Academy Class 21 by the City Personnel Department uncovered

inaccuracies in the numbers reported, a lack of written conclusions on where females and blacks leave the recruitment process, and few written recommendations to address problems observed. A review of the recruitment statistics for Public Safety Academy Class 21 also revealed significant differences between the progression of blacks and whites and females and males through the process. For example, a greater percentage of black applicants withdrew from the process after the initial filing of an application and review of an oral presentation conducted by City Personnel and/or Department staff. Sixty-three per cent and 69 per cent of black males and black females respectively withdrew at this stage compared with 58 per cent and 53 per cent of white males and females respectively. A greater percentage of black applicants failed the written test than did white applicants (16 per cent of black males and 13 per cent of black female applicants compared with 3 per cent of white males and 4 per cent of white females). Women, and particularly white women, found the agility test an obstacle.

A tracking of promotional candidates from application to announcement of the list of promotions is not systematically performed, although the number of minorities and females ultimately promoted is analyzed. This analysis is performed by the Department's Administrative Services division.

Career Development And Compensation. Steps currently being taken by the City Personnel Department and the Department to develop a Department career progression plan are narrowly focused on issues of compensation. The career paths of specialized law enforcement and fire personnel are not being addressed.

Recruitment. The application process consisting of the review of applications submitted, Public Safety Academy and other testing, background investigations, interviews by the Recruitment Oral Review Board, and final selection generally takes five months. Considerable staff time is expended in recruitment processing, because the Department attracts a large pool of applicants. For Academy Class 21, for example, 772 applicants were attracted; for Academy 20, 565. The initial eligibility screen is so general that a considerable number of applicants who lack sufficient interest, are processed through many recruitment steps, such as physical and eye exams and finger printing, before withdrawal. All steps are manually administered making the elaborate process cumbersome, subject to inaccuracies, and time consuming.

Promotions. Promotional procedures are not consistently administered. For example, to become acting Sergeants, the promotional process, announced November 1983, stipulated that a maximum of nine would be selected for placement on the promotion list.

Fifteen were ultimately promoted; the 15th resulted from a successful appeal of that promotional process. This particular promotional process required eight months from the deadline for applications to be received by Personnel to the date the first promotions were announced. In another instance, the Lieutenants' promotional process in 1983 had to be dissolved and redone when the objectivity of Oral Review Board evaluators and immediate supervisors was cast into doubt. Use of the most recent performance evaluation as screening criteria subjected that process to questions concerning the appropriate use of performance evaluations by immediate supervisors. This promotional process also required eight months to complete.

Because the point system is manually administered, the process is subject to inaccuracies as was the case in a 1979 Sergeant promotional process. In a number of instances, eligibility requirements have been poorly defined in announcements necessitating subsequent readvertising, which occurred in 1982 in advertising for the Battalion Fire Chief and Police Major. The tests used may not be sufficiently tailored to public safety job requirements. These and other problems with the promotional process have resulted in 13 grievances and 14 EEO complaints since June 1980. Of these complaints, five grievances and three EEO charges have been resolved through Department settlements and/or changes in Department promotional policies.

Performance evaluation. The evaluation process places inadequate emphasis on the assessment of technical law enforcement and fire suppression job skills and performance. Formal evaluation feedback, considered part of the process, has been limited.

**VI - PUBLIC SAFETY PROGRAM ALTERNATIVES**

## VI - PUBLIC SAFETY PROGRAM ALTERNATIVES

This chapter discusses alternatives to the current public safety program that will address opportunities for improving patrol and fire suppression operations. Two models are presented: the first model describes a modified Public Safety Program while the second model describes operations under separate Police and Fire Departments. Finally, the advantages and disadvantages of the program alternatives are discussed.

### MODIFIED PUBLIC SAFETY PROGRAM

Under a modified Public Safety Program, operations and staffing of field operations would be revised significantly to enable the Department to be more responsive to the varying demand for patrol and fire service throughout the City and to address current operational problems. Specialized police officers and fire personnel would provide patrol and fire suppression services, respectively, for the downtown and East Durham areas (Station Areas One through Four) where the demand for patrol and fire services is greatest. Public safety personnel would continue to provide both patrol and fire suppression services for the remaining areas of the City (Station Areas Five through Ten).

#### Revised Patrol Deployment

To better accommodate the significant patrol workload occurring in Station Areas One through Four, the Department would assign specialized patrol officers on an eight-hour (three shift) work schedule. The officers would perform only patrol related duties. Moreover, the Department would adopt the concept of flexible nonoverlapping patrol zone patterns, changing them from shift to shift according to workload demands. On the basis of the analyses of average calls for service occurring in Station Areas One through Four, the Department would initially establish ten patrol zones on the day shift, 13 on the evening shift, and 7 on the midnight shift staffing them with one officer per zone. The number of patrol zones recommended would provide adequate coverage on all shifts with each officer assigned an average of 3.5 calls during an 8-hour shift. In addition, a desk officer would be assigned to headquarters on the 8-hour shift work schedule. Patrol supervision would be provided by two Sergeants on both the day and night shifts and three Sergeants on the evening shift. The modified Public Safety deployment plan is shown in Exhibit VI-1.

## Durham Public Safety Department

MODIFIED PUBLIC SAFETY PROGRAM -  
PROPOSED PATROL DEPLOYMENT  
BY STATION AREA AND SHIFTStation Areas 1 - 4 (Specialized Police Patrol)

	Number Of Patrol Cars Assigned			
	<u>Day</u>	<u>Evening</u>	<u>Night</u>	<u>Total</u>
Police Officer	10	13	7	30
Desk Officer	1	1	1	3
Police Sergeant	<u>2</u>	<u>3</u>	<u>2</u>	<u>7</u>
Total	13	17	10	40

Station Areas 5 - 10 (Public Safety Patrol)

	Number Of Patrol Cars Assigned		
	<u>Day</u>	<u>Evening</u>	<u>Total</u>
Public Safety Officer	14	14	28
Public Safety Sergeant	6	6	<u>12</u>
Total			40

Public safety officers would continue to provide patrol and fire services for Station Areas Five through Ten on the basis of the Department's present deployment plan, as shown in Exhibit VI-1. Station Area Five would have four Public Safety Officers and one Sergeant assigned on each of the two 12-hour shifts. The remaining five station areas would each have two Public Safety Officers and one Sergeant assigned to each shift. The Public Safety Officers assigned to each station area would continue to respond with fire apparatus to the scene of fire alarms and maintain patrol operations at all other times.

To provide adequate staff to maintain the deployment plan for specialized police patrol operations (Station Areas One through Four) and allow for vacation, illness, holidays, non-patrol activities, and other time off, a total of 57 police officers supervised by nine Police Sergeants are required. A staffing factor of 1.65 officers per patrol officer position is needed to keep one patrol position filled on each shift for the entire year. For public safety field operations (Station Areas Five through Ten), a total of 72 Public Safety Officers and 32 Public Safety Sergeants are required. A staffing factor of 2.55 officers per patrol officer and sergeant position is needed to maintain the present deployment plan for patrol and fire services. The number of Officers and Sergeants assigned to each shift is indicated in Exhibit VI-2.

Each of the four Public Safety squads would consist of 18 Public Safety Officers and 8 Public Safety Sergeants. A three squad system of 19 Police Officers and 3 Police Sergeants should be established to staff the recommended number of field and desk assignments for specialized police patrol operations. The present specialized squads of 8 officers assigned to selective traffic enforcement and 10 officers assigned to downtown traffic patrol would be staffed entirely by police officers.

Overall supervision of patrol operations would continue to be provided by two Public Safety Lieutenants assigned to each shift for fire ground command in areas 5-10 and patrol throughout the City. A captain would continue to serve as shift commander and work the same schedule as his assigned squad. Total staffing for patrol operations would consist of 200 sworn officers as shown in Exhibit VI-3.

#### Revised Fire Deployment

To improve the fire response capability of the Department and to accommodate the significant demand for fire suppression services in the downtown and east Durham areas, all apparatus assigned to Station Areas One through Four would be staffed entirely by fire specialist crews. In addition, fire specialists would be assigned to the remaining six stations to drive the six engines assigned to these stations.

## Durham Public Safety Department

MODIFIED PUBLIC SAFETY PROGRAM -  
PROPOSED PATROL STAFFING  
BY STATION AREA AND SHIFTStation Areas 1 - 4 (Specialized Police Patrol)

	Number Of Officers Assigned			<u>Total</u>
	<u>Day</u>	<u>Evening</u>	<u>Night</u>	
Police Officer	17	22	12	51
Desk Officer	2	2	2	6
Police Sergeant	<u>3</u>	<u>4</u>	<u>2</u>	<u>9</u>
Total	22	28	16	66

Station Areas 5 - 10 (Public Safety Patrol)

	Number Of Officers Assigned			<u>Total</u>
	<u>Day</u>	<u>Evening</u>	<u>Total</u>	
Public Safety Officer	36	36	72	
Public Safety Sergeant	16	16	<u>32</u>	
Total			104	

Durham Public Safety Department  
**MODIFIED PUBLIC SAFETY OPERATIONS  
 PROPOSED FIELD OPERATIONS STAFFING**

Assignment	Number Of Personnel
<b><u>Patrol Operations</u></b>	
• Station Areas 1 - 4	
- Patrol	51
- Road Supervision (Sergeant)	9
• Station Areas 5 - 10	
- Patrol (And Fire)	72
- Road Supervision (Sergeant)	32
• Overall Supervision	
- Patrol and Fire Ground Command (Lieutenant)	8
- Shift Commander (Captain)	4
• Desk/Headquarters	6
• Traffic Patrol (TACT)	8
• Downtown Traffic	<u>10</u>
Subtotal	200
<b><u>Fire Operations</u></b>	
• Station Areas 1 - 4	
- Fire Suppression/Rescue	84
- Fire Command	5
• Station Areas 5 - 10	
- Apparatus Operation Only	<u>25</u>
Subtotal	114
<b><u>Field Operations Supervision</u></b>	
• Major	1
Total	315

On the basis of the revised fire station location and apparatus plan discussed in Chapter IV, the three pumbers, one Hazmat/Rescue pumper, two aerials, one snorkel, and one tanker located at Stations One through Four would be staffed by 20 fire specialist personnel, including four Captains, six drivers, six firefighters, and four rescue specialists as shown in Exhibit VI-4. Each of the remaining six pumbers at Stations Five through Ten would be provided one fire driver, a total of six drivers.

Each of the three shifts would require the assignment of five Captains, 16 drivers, and 8 firefighters, and five rescue specialists, with a central relief squad of two Captains, two drivers, one firefighter, and two rescue specialists. These staffing assignments would ensure that each pumper has a minimum crew of three, the Hazmat/Rescue pumper and tanker a crew of five, each aerial a crew of two, and each of the six pumbers (assigned to Stations Five through Ten) one driver. In addition, four Battalion Chiefs would be assigned to provide ground command of the fire team whenever it consists of fire specialist personnel. With the assignment of a Fire Chief to command the Fire Specialist division, the total proposed staffing would consist of 114 fire specialist personnel.

#### Staffing And Cost Implications

Implementation of the modified deployment plan for Public Safety Police and Fire Specialists would improve the Department's capability to respond more effectively to the demand for patrol and fire services throughout the City. Where the demand for patrol and fire services is especially high, the Department would have specialized patrol and fire resources unhindered by the demands of simultaneous patrol and fire work now encountered by Public Safety Officers. Fire team response and fire ground command would be strengthened by assigning specialized fire personnel to areas of the City where fire incidence is highest. At the same time, patrol coverage of these areas would not be diminished when a major fire occurs, because specialized police patrols would also be assigned here. Finally, having permanent fire drivers operate all apparatus would ensure that drivers are more familiar with equipment and fire districts, than is currently possible with rotating Public Safety Officers.

Implementation of the proposed staffing plan summarized in Exhibit VI-5 would result in reduction of 132 Public Safety personnel. At the same time, 76 Police personnel and 41 Fire Specialists, a total of 117 specialized personnel, would be added causing a net reduction of 15 positions. These staffing changes in patrol and fire operations would result in reduced salary and benefits costs of approximately \$900,000, compared to present costs. These savings reflect the pay differential (including benefits) between Public Safety Officers and Police Officers of 14 per cent and between Public Safety Officers and Firefighters of 34 per cent.

Durham Public Safety Department

MODIFIED PUBLIC SAFETY PROGRAM -  
PROPOSED FIRE SUPPRESSION DEPLOYMENT

<u>Station</u>	<u>Apparatus</u>	<u>Number Of Fire Personnel Assigned</u>				<u>Rescue Specialist</u>	<u>Total</u>
		<u>Captain</u>	<u>Driver</u>	<u>Firefighter</u>			
1	Engine 15	1	1	1		-	3
	Hazmat Engine	1	-	-		3	4
	Snorkel	-	1	1		-	2
	Tanker	-	-	-		1	1
2	Engine 20	1	1	1		-	3
	Aerial 21	-	1	1		-	2
3	Aerial 31	-	1	1		-	2
4	Engine 40	1	1	1		-	3
5	Engine 50	-	1	-		-	1
6	Engine 60	-	1	-		-	1
7	Engine 70	-	1	-		-	1
8	Engine 80	-	1	-		-	1
9	Engine 90	-	1	-		-	1
10	Engine 100	-	1	-		-	1
<b>Total</b>		<b>4</b>	<b>12</b>	<b>6</b>		<b>4</b>	<b>26</b>

## Durham Public Safety Department

MODIFIED PUBLIC SAFETY PROGRAM -  
PATROL AND FIRE SUPPRESSION  
STAFFING CHANGES

<u>Position</u>	<u>Present</u>	<u>Proposed</u>	<u>Change From Current</u>
<u><b>Patrol</b></u>			
• Public Safety Officer	200	72	(128)
Sergeant	36	32	(4)
Lieutenant	8	8	-
Captain	4	4	-
Subtotal	248	116	(132)
• Police Officer	5	72	67
Sergeant	2	11	9
Lieutenant	1	1	-
Subtotal	8	84	76
Subtotal	256	200	(56)
<u><b>Fire Specialist</b></u>			
Fire Chief	-	1	1
Assistant Fire Chief	4*	-	(4)
Battalion Fire Chief	3	4	1
Fire Captain	15	17	2
Fire Driver	30	50	20
Firefighter	12	25	13
Firefighter-Inspector	3	-	(3)
Rescue Specialist	6	17	11
Subtotal	73*	114	41
<u><b>Field Operations Supervision</b></u>			
Major	1	1	-
Total	330	315	(15)

\*Includes Assistant Chief currently assigned to Field Operations Major.

Other cost implications of modifying the present public safety operation include costs for training and for construction work on fire stations. The cost of training recruits for public safety, police, and fire assignments would be reduced, because personnel would not need to be cross-trained and training time would be shortened. A one-time expenditure would be required to modify Stations Eight and Ten to provide sleeping facilities for the fire drivers who would be assigned to these and all other stations. Station Nine would be rebuilt with sleeping facilities when it is relocated; all others stations have sleeping facilities.

#### SEPARATE PATROL AND FIRE OPERATIONS

Under the model of separate Police and Fire Departments, patrol and fire operations would be organized and staffed to meet the specific demands for patrol and fire services. Police officers would patrol all areas of the City, while fire personnel would be responsible for fire suppression operations for all areas of the City.

#### Revised Patrol Deployment

To be more responsive to the varying patrol workload described in Chapter V, a separate Police Department would adopt an eight-hour, three-shift work schedule for patrol operations and the concept of flexible, nonoverlapping patrol post patterns, changing them from shift to shift to respond to workload demands. In addition, the staffing of patrol operations would be revised to reflect actual workload requirements. On the basis of the analysis of average calls for service, 20 patrol zones would be established on the day shift, 27 on the evening shift, and 13 on the midnight shift, and staffed with one officer per zone. This number of patrol zones would provide more than adequate coverage on all shifts to respond to the demand for patrol service. Each officer would respond to an average of 3.5 calls during an eight-hour shift.

The selection of actual patrol patterns and boundary definitions would be made by top police management. General criteria that should be followed in establishing new zone boundaries include the following:

- Zone boundaries should coincide with City planning unit or census tract boundaries to permit continuous monitoring and evaluation of population patterns and patrol zone data.

- Patrol zones should be determined primarily by anticipated workload and response time as established through analysis of actual call experience and response time. Data regarding zone activity by time of day and day of week should be collected continuously and used by the Department for semiannual reviews of deployment strategy.
- Due consideration should be given to geographic obstacles and other factors that could impede rapid response.
- All patrol zones should be nonoverlapping and patrolled by one patrol car.

In addition to the patrol officers, a desk officer would be assigned to Headquarters to respond to citizen requests. Patrol supervision would be provided by four Sergeants on the day shift, six on the evening shift, and three on the midnight shift. A Lieutenant assigned to each shift would supervise all field operations and respond to serious calls for service as back-up for Patrol Sergeants and Officers. The proposed deployment plan for separate patrol operations is shown in the following table:

	Number Of Patrol Cars Assigned			
	<u>Day</u>	<u>Evening</u>	<u>Night</u>	<u>Total</u>
Police Officer	20	27	13	60
Desk Officer	1	1	1	3
Police Sergeant	4	6	3	13
Police Lieutenant	1	1	1	3
<b>Total</b>	<b>26</b>	<b>35</b>	<b>18</b>	<b>79</b>

To provide adequate staffing to maintain the deployment plan and allow for vacation, illness, holidays, non-patrol activities and other time off, a total of 106 Police Officers supervised by 17 Sergeants and 3 Lieutenants are required. A staffing factor of 1.65 officers per patrol officer position is needed to determine the required staffing. The number of Officers, Sergeants, and Lieutenants assigned to each shift is indicated in the following table:

	Number Of Officers Assigned			
	<u>Day</u>	<u>Evening</u>	<u>Night</u>	<u>Total</u>
Police Officer	33	45	22	100
Desk Officer	2	2	2	6
Police Sergeant	5	8	4	17
Police Lieutenant	1	1	1	3
<b>Total</b>	<b>41</b>	<b>56</b>	<b>29</b>	<b>126</b>

A three-squad system of 35 to 36 Officers, five to six Sergeants, and one Lieutenant would be established to staff the recommended number of field and desk assignments for uniform patrol. The present specialized squads of eight Officers assigned to selective enforcement and ten Officers assigned to downtown traffic patrol would maintain their existing deployment plan. Overall supervision of uniform operations would be provided by a Captain assigned to each shift as Shift Commander reporting to a Major of patrol operations on all patrol related matters. Total staffing for the patrol operations would consist of 148 positions as shown in Exhibit VI-6.

#### Revised Fire Deployment

The deployment of fire suppression staff under a separate Fire Department would be based on the proposed station location and apparatus plan discussed in Chapter IV, which is summarized in Exhibit VI-7. The Department's nine pumbers, one Hazmat/Rescue pumper, three aerials, and one tanker would be staffed by 38 fire suppression personnel, including 10 Captains, 12 drivers, 12 firefighters, and four rescue specialists on any given shift. Each fire pumper would be staffed by a minimum crew of three, the Hazmat/Rescue pumper and tanker by a crew of five, and each aerial by a crew of two.

Three platoons would be required to provide the necessary staffing for the present 56-hour workweek schedule. Each platoon would require the assignment of 13 Captains, 16 drivers, 16 firefighters, and five rescue specialists, with a central relief squad of two Captains, two drivers, two firefighters, and two rescue specialists to ensure minimum staffing on each apparatus. A Battalion Chief would be assigned to each shift to provide fire ground command of the fire team and report to an Assistant Chief for Fire Suppression. Total staffing of fire suppression operations would consist of 163 positions, as shown in Exhibit VI-6.

#### Staffing And Cost Implications

A return to separate police patrol and fire suppression operations would have a significant impact on the staffing and costs of the police and fire function in Durham. As shown in Exhibit VI-8, implementation of the proposed staffing plan for patrol and fire services would result in the reduction of 236 Public Safety Officer and Sergeant positions. In addition, one Captain and five Lieutenant positions would be discontinued due to the diminished need for this level of supervision under a separate Police Department. At the same time, 116 Police Officer and 17 Police Sergeant positions would be added to the Police Department. A net decrease of 109 patrol positions would result from a return to a separate Police Department. The creation of a

Durham Public Safety Department  
 SEPARATE PATROL AND FIRE OPERATIONS  
PROPOSED STAFFING

Assignment	Number Of Personnel
<u><b>Patrol Operations</b></u>	
• Patrol Zones	
- Patrol	100
- Road Supervision	17
• Overall Supervision	
- Patrol (Lieutenant)	3
- Shift Commander (Captain)	3
- Patrol Commander (Major)	1
• Desk/Headquarters	6
• Traffic Patrol (TACT)	8
• Downtown Traffic	<u>10</u>
Subtotal	148
<u><b>Fire Operations</b></u>	
• Stations 1 - 10	158
• Fire Command	<u>5</u>
Subtotal	<u>163</u>
Total	<u>311</u>

## Durham Public Safety Department

SEPARATE FIRE OPERATIONS -  
PROPOSED FIRE SUPPRESSION DEPLOYMENT

<u>Station</u>	<u>Apparatus</u>	<u>Number Of Fire Personnel Assigned</u>				<u>Rescue Specialist</u>	<u>Total</u>
		<u>Captain</u>	<u>Driver</u>	<u>Firefighter</u>	<u>-</u>		
1	Engine 15	1	1	1	-	-	3
	Hazmat Pumper	1	-	-	-	3	4
	Snorkel 1	-	1	1	-	-	2
	Tanker	-	-	-	-	1	1
2	Engine 20	1	1	1	-	-	3
	Aerial 21	-	1	1	-	-	2
3	Aerial 31	-	1	1	-	-	2
4	Engine 40	1	1	1	-	-	3
5	Engine 50	1	1	1	-	-	3
6	Engine 60	1	1	1	-	-	3
7	Engine 70	1	1	1	-	-	3
8	Engine 80	1	1	1	-	-	3
9	Engine 90	1	1	1	-	-	3
10	Engine 100	<u>1</u>	<u>1</u>	<u>1</u>	<u>-</u>	<u>-</u>	<u>3</u>
<b>Total</b>		<b>10</b>	<b>12</b>	<b>12</b>	<b>4</b>	<b>38</b>	

## Durham Public Safety Department

PATROL AND FIRE SUPPRESSION  
STAFFING IMPACT OF SEPARATE DEPARTMENTS

<u>Position</u>	<u>Present</u>	<u>Proposed</u>	<u>Change From Present</u>
<u>Patrol</u>			
Major	1	1	-
Captain	4	3	(1)
Lieutenant	9	4	(5)
Public Safety Sergeant	36	0	(36)
Police Sergeant	2	19	17
Public Safety Officer	200	0	(200)
Police Officer	5	121	116
Subtotal	257	148	(109)
<u>Fire Suppression</u>			
Assistant Fire Chief	4*	1	(3)
Battalion Fire Chief	3	4	1
Fire Captain	15	41	26
Fire Driver	30	50	20
Firefighter	12	50	38
Firefighter-Inspector	3	0	(3)
Rescue Specialist	6	17	11
Subtotal	73*	163	90
Total	330	311	(19)

\*Includes Assistant Fire Chief assigned to Field Operations Major.

separate Fire Department would require the addition of 90 Fire Specialist positions. The net change in combined fire suppression and patrol staffing positions would be a decrease of 19 positions. These staffing reductions in patrol and fire suppression would result in lower salary and benefit costs of approximately \$1.7 million, compared to current public safety costs. These savings reflect the pay differential (including benefits) between Public Safety Officers and Police Officers of 14 per cent and between Public Safety Officers and Firefighters of 34 per cent.

Other cost implications in returning to separate patrol and fire operations center on training requirements and expenditures for clothing, equipment, and capital projects. First, substantially less time would be required to train separate police and fire recruits than Public Safety Officers; PSO's complete a 40-week period of instruction and field training before assignments. With separate departments, since cross-training would not be required, training police and fire personnel to effectively perform their duties would take less time. Therefore, training costs would be reduced substantially and police and fire recruits would be available for field assignments much sooner than under the current situation.

Second, annual expenditures on clothing and equipment would be reduced by approximately \$20,000, because equipment requirements of separate police and fire personnel would not be as great as those of Public Safety Officers.

Third, a one-time capital expenditure would be required to modify fire Stations Eight and Ten to provide sleeping facilities for fire personnel who would be assigned to these stations under separate departments. The other stations currently have sleeping facilities, with the exception of Station Nine which should be rebuilt with sleeping facilities when it is relocated to Roxboro Road. Moreover, all fire pumbers purchased in the future should have crew cabs capable of accommodating at least three firefighters.

#### EVALUATION OF PROGRAM ALTERNATIVES

As described in Chapter V, a number of opportunities exist for improving the operations and management of the current Public Safety Program. The following paragraphs describe how the various program alternatives would address these issues, as well as these alternatives' overall cost effectiveness.

##### Responsiveness

The modified Public Safety Program would allow the Department to respond more effectively to the demand for patrol and fire services by deploying specialized patrol and fire personnel in

those areas of the City where the overall demand and incidence of simultaneous calls are greatest. However, this flexibility would be limited to those areas of the City where specialists would be assigned. Only a return to separate Police and Fire Departments would give the City total flexibility in organizing and deploying resources to provide patrol and fire services.

#### Operational Effectiveness

The modified Public Safety Program would address the operational problems of fire ground command and fire team response only in those areas of the City where the demand for patrol and fire services was highest and where specialized operations were organized. The overall quality of patrol coverage for these areas would improve, because there would be no competing demands on the activities of Patrol Officers. Assigning a permanent Fire Driver to each apparatus would result in a driver who was more familiar with his equipment and station area. However, assigning a single driver to equipment would do little to improve total fire team readiness that would exist if each apparatus were fully staffed by assigned specialists who could arrive at the fire scene intact and be prepared to respond immediately.

The operational problems encountered in the existing or modified Public Safety Program would be either non-existent or addressed more effectively through separate departments. Fire team responsiveness would be improved, because the fire team would arrive intact at the scene of a fire fully prepared to respond. Patrol coverage would not be compromised by competing demands for providing response to fires and maintaining fire training readiness. The fire ground command would be clearly established and maintained by having a Fire Team Captain responding with the fire apparatus. The benefits of improved operations would be available for all areas of the City under separate departments rather than limited to the high demand areas under a modified Public Safety Program.

#### Manageability

Although a modified Public Safety Program would address some of the operational problems of the existing program, little improvement in overall manageability would result. In fact, with the introduction of specialized Patrol Officers in the downtown area and a strengthening of the Department's Fire Specialist ranks, the existing program would become more complicated to manage.

The manageability of police and fire services, would, however, be improved under separate Police and Fire Departments. Command structures would not be as complex as currently exist under two different work schedules. Unity of command, continuity of

leadership, and improved communications would result from separate departments. The administrative requirements for personnel systems (recruiting, training, evaluation, promotions) would not be as demanding. Recruit training of separate functions would not be as exacting and costly. Finally, opportunities for personnel development would be improved, because separate departments could develop more specific career paths for their personnel.

#### Cost Effectiveness

The field operations of the modified Public Safety Program would cost approximately \$900,000 less annually than the current program; however, a return to separate departments would allow the City to realize approximately \$1.7 million in yearly cost savings for field operations. This is true primarily because Public Safety Officers are paid 34 per cent more in salaries and benefits than are firefighters and yet work 25 per cent fewer hours. A one-time expenditure would be required to modify stations for sleeping facilities. Otherwise, implementation expenses associated with a return to separate departments would be minimal.

**VII - RECOMMENDATIONS**

## VII - RECOMMENDATIONS

This chapter presents the recommended course of action for improving police and fire services for the City of Durham as well as the management and personnel functions.

### OPERATIONS, ORGANIZATION, AND MANAGEMENT

#### The City Should Return To Separate Police And Fire Departments

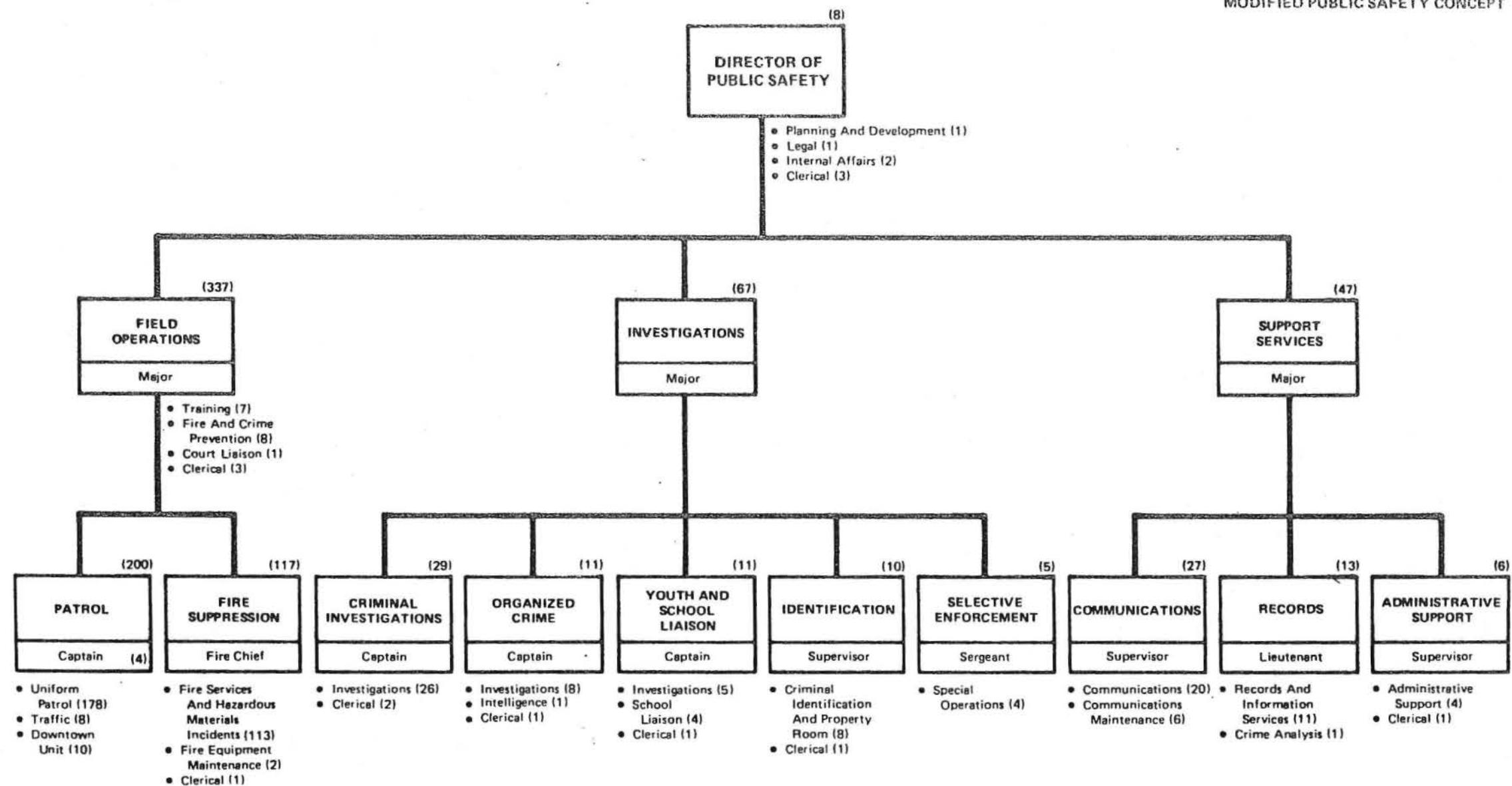
The City of Durham should adopt a course of action that would return the City to separate Police and Fire Departments to more effectively meet the demand for police and fire services. Separate departments would permit maximum flexibility in organizing, staffing, and providing police and fire services. Operational problems would be minimized and separate departments would be far more manageable than is possible under the current Public Safety Program. After implementation, separate departments would be more cost-effective than the Public Safety Department.

In returning to separate departments, the City should use a two-phased plan to ensure a smooth transition and to maintain effective services. Phase I would modify current public safety operations; Police and Fire Specialists initially would be assigned to Station Areas One through Four of the City and Public Safety Officers to Areas Five through Ten. Additional areas of the City would be assigned to Police and Fire Specialists as attrition of Public Safety Officers permitted. Phase II would create separate Police and Fire Departments; all areas of the City would be provided police and fire services by separate organizations. A detailed description of the two phases is presented in the following paragraphs.

#### Phase I (Interim Plan)

Under Phase I, the Department should revise its organization as presented in Exhibit VII-1. The four bureaus should be reorganized into three: Field Operations, Investigations and Support Services. Internal Affairs should report as a staff function to the Director's office. These modifications, discussed separately in the paragraphs that follow, are designed to improve the overall effectiveness of the Public Safety Department and provide improved support for the key field operations of patrol and fire suppression. In addition, the proposed structure should enhance accountability for a number of major Departmental

## DURHAM PUBLIC SAFETY DEPARTMENT

PROPOSED PLAN OF ORGANIZATION:  
MODIFIED PUBLIC SAFETY CONCEPT

functions by aligning these functions with the resources needed to meet objectives and by designating clear responsibility. Finally, the revised organization recognizes the importance of specialized skills and personnel in providing police and fire protection to the citizens of Durham. Career paths that provide for the development and maintenance of specialized personnel should be designed to ensure that the Department has the necessary resources to meet its mission.

Director's Office. The Director of Public Safety should continue to provide overall direction of the Department and supervise the three Majors responsible for the main operating bureaus of Field Operations, Investigations, and Support Services. The Director's staff should continue to consist of the Legal Adviser, Planning and Development Assistant, and clerical support. The Internal Affairs unit should be a staff unit reporting to the Director. The Director's Office should consist of eight positions.

Field Operations. The Field Operations bureau should be reorganized to support the modified deployment plan of patrol and fire suppression resources, described in Chapter VI. It should consist of Patrol and Fire Suppression divisions and the staff support functions of Training, Crime and Fire Prevention, and Court Liaison.

The Patrol division should be responsible for all patrol activities throughout the City and fire suppression activities in Station Areas Five through Ten. The Division should also consist of the present specialized units of selective traffic enforcement and the downtown traffic unit. The four shift Captains should continue to serve as field commanders for all patrol activities and report directly to the Major of Field Operations. Total staffing of the division should include 200 sworn specialized Police and Public Safety Officers.

The Fire Suppression division should be responsible for providing the primary fire response in the downtown and East Durham areas covered by Station Areas One through Four. It would also be responsible for providing drivers for all fire apparatus and furnishing emergency rescue and hazardous situation responses throughout the City. A Fire Chief should direct the activities of the division and report directly to the Major of Field Operations. This position would replace the Assistant Chief that currently reports to the Major in a staff capacity. Total staffing of the Division, including the fire equipment maintenance staff of two and clerical support for the Chief, should consist of 117 personnel.

The Field Operations Major should have three support units: Training, Fire and Crime Prevention, and Court Liaison. Training and Fire Prevention, formerly part of the Bureau of Administrative

Services, should now report to the Major to ensure that these activities are coordinated more effectively with Department field operations. Responsibility for the development and direction of recruit and in-service training should be assigned to the Captain in charge of training, who should report to the Major. The Captain should be charged especially with improving the scheduling and execution of in-service training programs to strengthen the fire readiness and skills of patrol and fire personnel. The training section should continue to be staffed by eight positions including a secretary. A Fire and Crime Prevention unit, headed by the Fire Marshal, should also report to the Major of Field Operations to improve the coordination and completion of fire inspections as well as crime prevention programs. With the increased fire suppression staff now available to assist fire inspections, two investigator positions assigned to Fire and Crime Prevention should be discontinued. The revised staffing should consist of nine positions including a secretary. Finally, the Court Liaison Officer should continue to report to the Major and coordinate the court scheduling of patrol officers. The total staff assigned to the Field Operations bureau should consist of 337 positions.

Investigations. An Investigations bureau should be created and include all activities now performed by the Bureau of Special Services. It should continue to be headed by a Major. The current staffing plan should be maintained; however, the Organized Crime division should now include the Intelligence function that is primarily involved in organized crime investigations. One detective position now assigned to the Detectives division should be transferred to the Organized Crime division. Total staffing of the bureau should continue to consist of 67 positions.

Support Services. With the planned retirement of the Police Records Superintendent, the Auxiliary Services and Administrative Services bureaus should be combined into a single Support Services bureau, headed by a Major. It should include three divisions: Communications, Records, and Administrative Services. Communications should be headed by a Supervisor and should include the Communications Dispatch operations as well as the Communications Maintenance function which reported formerly to Major of Administrative Services. The Records division should be headed by the Lieutenant now active in this area and include Crime and Fire Data Files, Information Services, Crime Analysis, formerly part of Administrative Services, and Warrant Control. The Administrative Support unit should include budget, procurement, personnel, and other general administrative duties; it should continue to be headed by a Supervisor position. Total staffing of the Support Services bureau should consist of 47 positions.

\* \* \* \* \*

The total staffing of the Department, reflecting the modifications of the Public Safety operations and the proposed Phase I reorganization, should be 459 positions, a decrease of 18 from the present 477 budgeted positions. These staffing changes are summarized in Exhibit VII-2. Total annual savings in salaries and benefits of approximately \$1 million (compared to current expenditures) can result by implementing the interim improvements to the Public Safety Program and reorganizing the Department.

#### Phase II (Separate Departments)

In Phase II, the City should establish separate Police and Fire Departments. A description of the two departments follows:

##### Police Department

A separate Police Department for the City of Durham should be organized as shown in Exhibit VII-3 and consist of three bureaus: Uniform Patrol, Investigations, and Support Services. Total staffing of the Department should consist of 280 positions. The Department should be directed by a Chief of Police whose staff should consist of a Legal Adviser, an Internal Affairs Office, and clerical support, a total of seven positions. The following paragraphs describe each of the major operating bureaus of the Department.

Uniform Patrol. Responsibility for the major field operations of patrol should be assigned to the Uniform Patrol bureau, headed by a Major. The bureau should consist of a uniform patrol division responsible for 24-hour patrol coverage of the City on the basis of the deployment plan for separate patrol operations described in Chapter VI. The Uniform Patrol bureau should also consist of specialized patrol units for selective enforcement and downtown traffic control and staff support for court liaison and administrative activities, as shown in Exhibit VII-3.

Investigations. Under a separate Police Department, the investigations function should be assigned to an Investigations bureau, supervised by a Major and consisting of all activities now performed by the Special Services bureau of Public Safety, including Criminal Investigations, Organized Crime, Youth and School Liaison, Identification, and Selective Enforcement. The Organized Crime Division should assume responsibility for all intelligence activities, which would require the transfer of one position from Criminal Investigations to Organized Crime.

In addition, responsibility for all crime prevention programs and activities should be assumed by the present Youth and School Liaison division. An Investigator Sergeant, two Investigators, and one secretary from the existing Fire and Crime Prevention division should be transferred to the Investigations bureau and

## Durham Public Safety Department

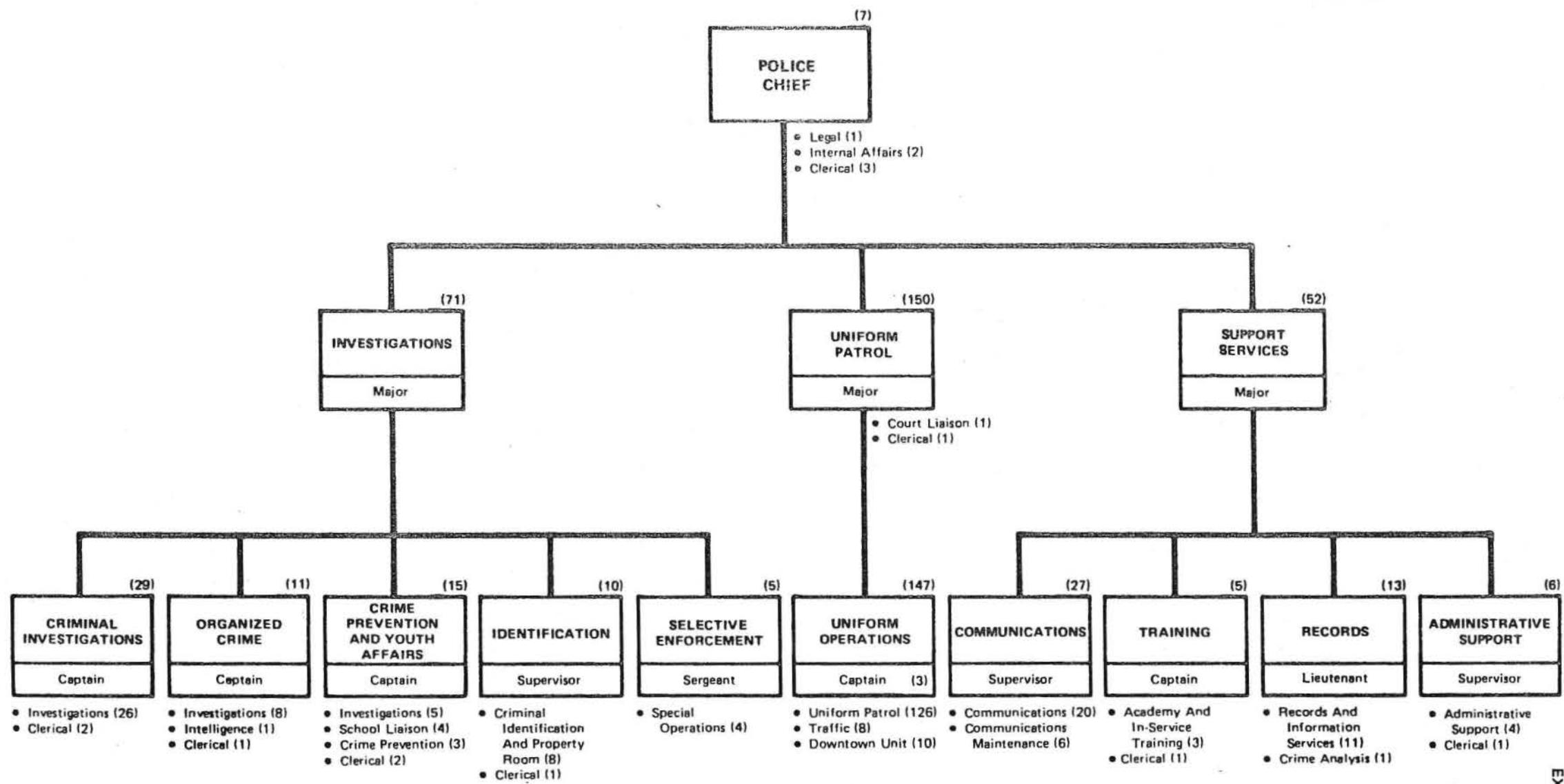
PROPOSED STAFFING PLAN -  
MODIFIED PUBLIC SAFETY (PHASE I)

<u>Position</u>	<u>Number Of Personnel Assigned</u>		
	<u>Present</u>	<u>Proposed</u>	<u>Change</u>
<u>Director's Office</u>			
• Director And Staff	5	5	-
• Internal Affairs	<u>3</u>	<u>3</u>	-
Subtotal	8	8	-
<u>Field Operations</u>			
• Patrol	256	200	(56)
• Fire Suppression	72	113	41
• Fire Equipment Maintenance	2	2	-
• Training*	8	8	-
• Fire/Crime Prevention*	11	9	(2)
• Supervision/Administration**	<u>5</u>	<u>5</u>	-
Subtotal	354	337	(17)
<u>Investigations</u>			
• Detectives/Intelligence	30	29	(1)
• Youth/School Liaison	11	11	-
• Organized Crime	10	11	1
• Identification	10	10	-
• Selective Enforcement	5	5	-
• Supervision	<u>1</u>	<u>1</u>	-
Subtotal	67	67	-
<u>Support Services</u>			
• Administrative Support	7	6	(1)
• Records	12	13	1
• Communication Center And Maintenance	27	27	-
• Supervision (Administrative and Auxiliary Services)	<u>2</u>	<u>1</u>	(1)
Subtotal	48	47	(1)
Total	<u>477</u>	<u>459</u>	<u>(18)</u>

\*Currently assigned to Administrative Services.

\*\*Includes Assistant Chief currently assigned to Field

DURHAM PUBLIC SAFETY DEPARTMENT  
 PROPOSED PLAN OF ORGANIZATION:  
 SEPARATE POLICE DEPARTMENT



assigned to a reorganized Crime Prevention and Youth Affairs division, which should include 15 positions. The combined staff of Youth and Crime Prevention should be cross-trained and organized to respond to the variable demands for youth investigations, school liaison, and crime prevention programs. Total staffing of the Investigations bureau should be 71 positions, as shown in Exhibit VII-3, to reflect the increased responsibilities of all crime prevention programs.

Support Services. Activities in support of the Department's patrol and investigation operations should be assigned to a Support Services bureau, headed by a Major. The bureau should include four divisions: Communications, Records, Training, and Administrative Support. The Communications division should be headed by a Supervisor and include the Communications Dispatch operation and the Communications Maintenance function, currently reporting to Auxiliary Services and Administrative Services, respectively. The combined functions should maintain their current staffing of 27 positions.

The Records division, currently assigned to Auxiliary Services, should be headed by the Lieutenant now assigned to Records. The division should continue to maintain all police files and fire data records. In addition, Warrant Control and Crime Analysis should be part of the division; total staffing should be 13 positions.

A Training division responsible for Police Academy and in-service training should be headed by a Captain and assigned to the Support Services bureau. It should be staffed by five positions: the Captain, a Lieutenant, two Sergeants, and a secretary.

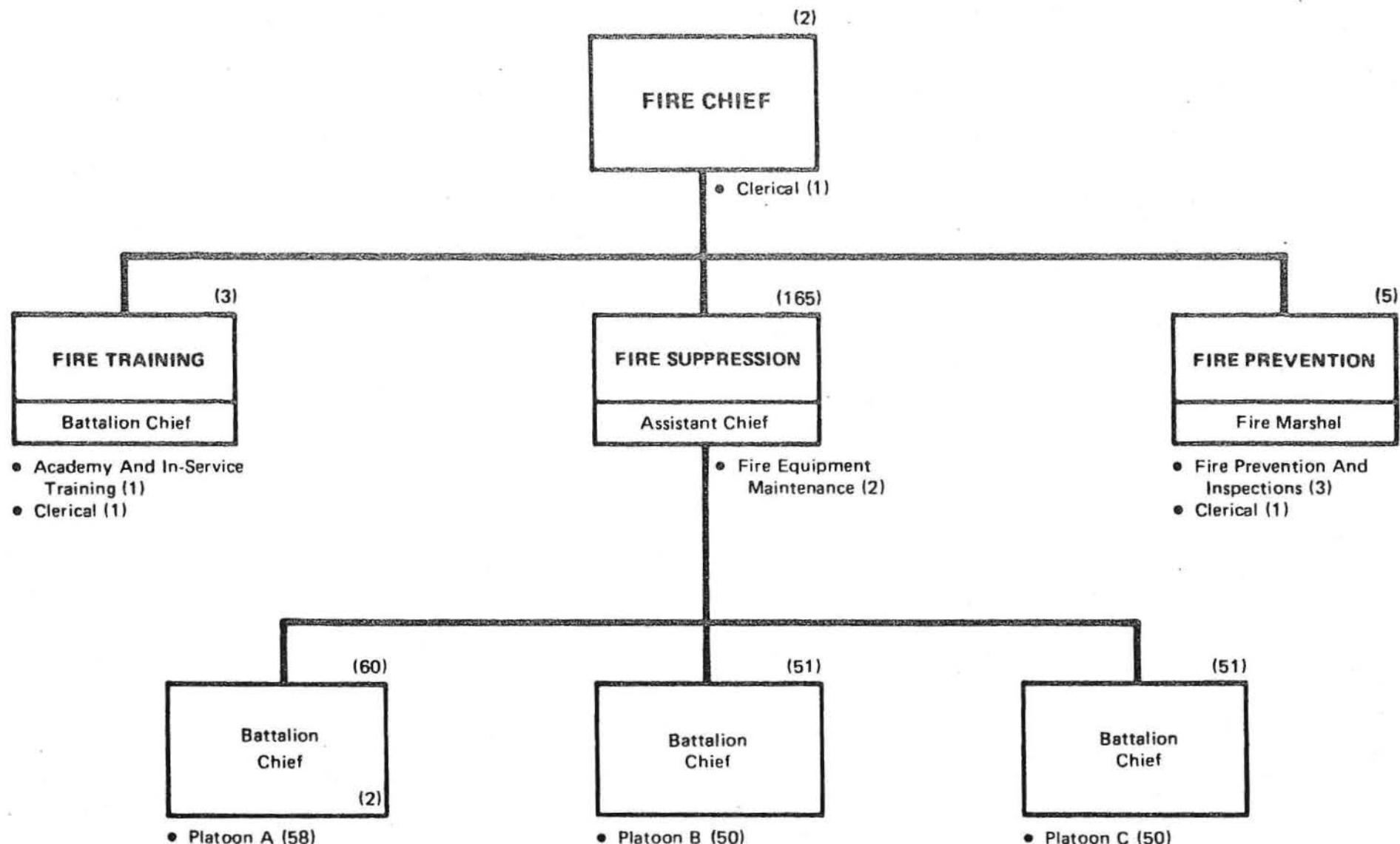
Finally, Administrative Support division activities involving budget preparation and control, purchasing, and personnel should be headed by a Supervisor with staff support from five administrative and clerical personnel. Total staffing of the Bureau of Support Services should be 52 positions, as shown in Exhibit VII-3.

#### Fire Department

A separate fire department for the City of Durham should be organized as shown in Exhibit VII-4. It should be directed by a Fire Chief and consist of three bureaus - Fire Suppression, Fire Training, and Fire Prevention. Total staffing of the Department should consist of 175 positions. The following paragraphs describe each of the three operating bureaus of the Department.

DURHAM PUBLIC SAFETY DEPARTMENT

PROPOSED PLAN OF ORGANIZATION:  
SEPARATE FIRE DEPARTMENT



Fire Suppression. The Fire Suppression bureau should be headed by an Assistant Fire Chief who should supervise four Battalion Fire Chiefs in charge of the fire suppression staff of 158 fire and rescue personnel, and the two positions in Fire Equipment Maintenance. The fire suppression staff should be deployed as described in Chapter VI for separate fire operations. Total staff of the Fire Suppression bureau should consist of 165 positions.

Fire Training. A Fire Training bureau should be established and assigned responsibility for training recruit firefighters and for planning and scheduling in-service training and proficiency testing programs for fire suppression personnel. The bureau should be headed by a Battalion Fire Chief and staffed by a Fire Captain and a clerk. The Battalion Chief should report to the Fire Chief but should coordinate all in-service training programs through the Assistant Chief for Fire Suppression.

Fire Prevention. A Fire Prevention bureau should be established and assigned responsibility for all fire prevention programs, fire inspections, and pre-fire planning for the Department. The bureau should be supervised by a Fire Marshal and assigned three Captains and a secretary. The bureau should schedule and coordinate fire inspections with fire suppression companies in their respective fire districts. Similarly, pre-fire plans should be developed jointly by the Bureau of Fire Prevention and fire companies, but the bureau should ensure that the plans are prepared, updated periodically, and made available for use by fire companies.

\* \* \* \*

The total staffing of the combined Police and Fire Departments, reflecting the revisions made during Phase II, should include 455 positions, a decrease of 22 from the present 477 budgeted positions now assigned to Public Safety. These staffing changes are summarized in Exhibit VII-5. Total annual savings in salaries and benefits of approximately \$1.8 million, compared to current costs, can result by returning to separate departments.

It should be recognized that a return to separate Police and Fire Departments would have a major impact on the number of patrol and fire personnel required to perform the more traditional, separate, and specialized functions. A net decrease of 109 patrol positions and an increase to 91 fire positions would require time to ensure a smooth transition to improved police and fire services. Considerations on making the transition are addressed in Chapter VIII.

## Durham Public Safety Department

PROPOSED STAFFING PLAN  
OF POLICE AND FIRE DEPARTMENT

	Number Of Personnel Assigned			Change From Present
	Present	Police	Fire	
<u>Chief's Office</u>				
• Chief and Staff	5	4	2	6
• Internal Affairs	3	3	-	3
Subtotal	<u>8</u>	<u>7</u>	<u>2</u>	<u>9</u>
<u>Field Operations</u>				
• Patrol	256	147	147	(109)
• Fire Suppression/Rescue	72	163*	163*	91
• Fire Equipment Maintenance	2	2	2	-
• Supervision/Administration	5*	3	3	(2)
Subtotal	<u>335</u>	<u>150</u>	<u>165</u>	<u>315</u>
Subtotal	<u>343</u>	<u>157</u>	<u>167</u>	<u>324</u>
<u>Training</u>				
	8	5	3	8
<u>Fire And Crime Prevention</u>				
	11	4	5	9
<u>Investigations</u>				
• Detectives	30	29	-	29
• Youth/School Liaison	11	11	-	11
• Organized Crime	10	11	-	11
• Identification	10	10	-	10
• Selective Enforcement	5	5	-	5
• Supervision	1	1	-	1
Subtotal	<u>67</u>	<u>67</u>	<u>-</u>	<u>67</u>
<u>Support Services</u>				
• Administrative Support	7	6	6	(1)
• Records	12	13	13	1
• Communications Center and Maintenance	27	27	27	-
• Supervision	2	1	1	(1)
Subtotal	<u>48</u>	<u>47</u>	<u>47</u>	<u>(1)</u>
Total	<u>477</u>	<u>280</u>	<u>175</u>	<u>455</u>
	<u>=====</u>	<u>=====</u>	<u>=====</u>	<u>=====</u>

\*Includes Assistant Fire Chief, who currently reports to the Field Operations Major

### An Operations Committee Should Be Established

During Phase I, an Operations Committee should be created comprised of the Field Operations Major, one shift Captain and the Fire Chief to represent command of Patrol and Fire Suppression divisions, and the Commanders of Training and Fire and Crime Prevention. The Operations Committee should be chaired by the Field Operations Bureau Commander and report to the Director of Public Safety.

The committee should act as a senior-level operations policy body. In establishing and revising operations policy, the committee should oversee the development and adoption of specific plans and establish procedures to ensure approved policies are followed. Moreover, the committee should facilitate the coordination of primary field operations activities with in-service training, fire inspections, and emergency equipment maintenance. When problems arise requiring coordination with Investigations and Support Services bureaus, the Operations Committee should be a forum where these issues can be addressed. The committee should ensure that critical operations decisions are informed by those with expertise in fire and public safety. The committee should serve as a vehicle to inform the Director of Public Safety of major operational issues facing the Department and provide a forum for discussions to resolve them. The Director's staff -- Internal Affairs, Legal, and Planning and Development -- should furnish counsel and staff support as needed by the Operations Committee.

### Modifications Should Be Made In The Pre-Fire Plan And Post Fire Critique Processes

A standard pre-fire plan should be developed and adopted by the Department. The Operations Committee should review and refine the policy and procedures for pre-fire planning to reflect the recommended Department reorganization and operations. In addition, the committee should outline a format and plan or schedule for periodic updating of pre-fire plans for all major City structures.

The Operations Committee should review the 1982 draft and formally establish the Department's policy and procedures for the conduct of post-fire formal critiques of Officer performance. Reviews should be performed after all fires requiring the use of water from a hydrant and should focus on aiding Public Safety Officers and Firefighters to improve their fire-fighting knowledge and skills. The evaluations should be viewed as an in-service training opportunity. The review should be conducted by a permanent Post-Fire Review Committee comprised of the Training Captain, the Field Operations Major, and Public Safety and Fire Suppression Officers. The Captain in charge of Training should

use these review sessions to identify subjects for future in-service training programs. Where possible, all Public Safety Officers and Firefighters who furnish first and second fire response at the fire scene in question should attend the critique to provide input as needed.

The In-service Training Program Should Be Strengthened

The assignment of the Training division to Field Operations should result in the establishment of clear accountability and responsibility for the quality of in-service training. The Captain of Training should develop objectives, plans, and program elements. A schedule for in-service training should be developed annually, reviewed by Field Commanders, and approved by the Field Operations Major.

The Department Should Implement A Computer Aided Dispatch Communications System

The Department should take immediate steps to implement a computer aided dispatch communications and information management system. The system should provide for automated assistance in call taking and radio dispatching as well as the routine collection and analysis of call data to assist in deploying the Department's resources. Specifications for such a system should be developed and appropriate procurement actions taken. Approximately \$500,000, a one-time capital expenditure, would be required to fully implement a computer aided dispatch system. Costs associated with the elimination of the present means of data entry are likely to amortize the costs of the CAD system within a few years.

The Court Scheduling System Should Be Revised

The Department and other appropriate City officials should work with the Court staff to revise the present Court scheduling system to minimize the time spent in Court by Patrol Officers. Instead of scheduling the appearance of Officers on the basis of the alphabetical listing of defendants, City and Court officials should consider scheduling the appearance of defendants on the basis of the scheduled appearance of each Patrol Officer. This would permit each Officer to hear all of his or her cases during a specific time period, reduce the amount of time spent in court waiting to hear cases, resulting in a more efficient use of patrol time.

## PERSONNEL FUNCTION

### Personnel Administration Should Be Strengthened

To provide greater direction and accountability for the implementation of personnel processes, the Program Administrator assigned to Administrative Support for Personnel should devote most of his or her time to being the Department's Personnel Officer. Other duties now performed by this position should be assumed by other Administrative Support staff. The Personnel Officer should also serve as the principal staff support to the Director of Public Safety, implement modifications to existing policies and procedures determined necessary, and lead in the administration of all personnel processes. Staff projections, definition of performance standards, drafting of job descriptions, redesign of Department promotional and recruitment tests, career development plans should be undertaken by this administrator. Department employees in Training and Internal Affairs who now assist in recruitment, promotion, and other personnel areas; and the Management Assistant who is active in promotions administration and personnel record keeping should perform these duties under the direction of the Personnel Officer.

This office should also serve as a liaison between the Public Safety Department and the City Personnel Department. It should develop annual and five-year plans for personnel management, which should project staff needs and identify problems with existing personnel policies and procedures. These plans should be reviewed by the Director of Public Safety and by the City's Director of Personnel and should serve as vehicles for the Department to communicate objectives and principal needs to the City Personnel Department.

### The Director Of Public Safety's Role In Personnel Matters Should Be Altered

The Director's principal role in personnel matters should be one of policy formulation and review as well as oversight of the administration of key processes to ensure they are fairly and objectively administered. He should ensure the Department's personnel actions are in compliance with federal, state and local guidelines, that the Department is adequately staffed, and that the Department attracts and maintains well qualified and effective employees.

The Director of Public Safety should have considerable authority to determine procedures for personnel selection and to choose all individuals who report directly to this office. In these areas he should be supported by the Legal, Internal Affairs and Administrative Support Division responsible for personnel administration.

The Director should not, however, be directly involved in the selection of staff to fill other Department positions. He should review the recruitment and promotion lists resulting from personnel procedures to ensure fairness and equity and should recommend approval of these lists to the Senior Assistant City Manager. Changes in recruitment and promotion lists should be made on an exception basis to protect the integrity of the respective processes.

Certain Steps Should Be Taken To Strengthen Affirmative Action Efforts

To strengthen efforts on Affirmative Action, first, applicant tracking through recruitment and promotion processes should be improved. The Personnel Officer should take responsibility for the conduct of applicant tracking analysis for both processes. These should be performed for every recruitment and promotion process and should be used to identify ways to eliminate aspects of both processes which may discriminate against selected population groups. Conclusions drawn from these analyses should be written after each process and included in a report to the Director of Public Safety. Summaries of major conclusions should be submitted in an annual plan for personnel management, along with recommendations to address identified problems. These recommendations should be reviewed and approved by the Director of Public Safety, the City's Personnel Director, and the Affirmative Action Officer. Implementation of these recommendations should provide the Department with a systematic way to monitor and improve recruitment and promotion.

Second, tests used for recruitment and promotion screening should be reviewed to determine whether aspects of the testing disqualify specific employee groups. Modifications should be made as needed to eliminate any problems observed. Modifications should also be made to enhance the tests' reliability as predictors of performance. Tests for promotion particularly should be more tailored to specific Department job requirements.

The Recruitment Process Should Be Streamlined

The Department should develop more specific performance expectations for all entry level positions. These should more directly communicate the nature and requirements of the job and the qualifications desired in an applicant. Once developed, these standards should be communicated in all oral recruitment presentations, all recruitment advertisements, and other printed materials designed for applicants.

The recruitment process should also be revised, so that fingerprinting and physical and eye exams are only completed for those applicants who appear for scheduled testing. The physical and written tests should be performed first, followed by the

agility test. These modifications should limit applicant processing to only those applicants who, after learning about the nature of the job through printed materials and oral presentations, exhibit a sincere desire to serve in the Department.

The Promotional Process Should Be Revised To Emphasize Job Knowledge And Performance

A number of changes should be made in the promotional process to enhance its objectivity and to streamline applicant processing. The weighting of the point system should be revised: candidates should receive 40 per cent for achievement on the job related test, 35 per cent for results from their past three performance evaluations, 15 per cent for results from an oral interview and 10 per cent for education. Seniority should only be used as one eligibility requirement, which should include existing tenure requirements as well as specific job performance standards. Eligibility requirements should also stipulate that an individual receiving an unsatisfactory rating and/or a serious disciplinary action during the previous three evaluation periods should not be eligible to take the exam. The pool of applicants to be processed for possible promotions should be limited further to those who receive the highest test scores. This group should not exceed twice the maximum number to be selected for the promotional list; that is, if the maximum is five, only the top ten test scorers would be reviewed further for performance evaluations and educational backgrounds.

The oral interview before a Promotional Review Board should only be conducted if the total number of applicants after the test, performance evaluation, and education screen still exceeds the maximum to be hired. Scores received in the oral interview should serve as additional input, but should not count for more than 15 per cent of the overall rating. Finally, applicants should be selected and ranked on the promotional list by their overall score for the three or all four factors. The resulting promotional list should be reviewed by the Director of Public Safety under the conditions specified earlier. The approved list should be presented to the Senior Assistant City Manager for review and approval.

Under this arrangement, applicants' job knowledge and performance in their present jobs will be a clearer determinant of promotional opportunity. Since more than the last performance evaluation are reviewed, opportunities for immediate supervisors to manipulate or bias results is minimized. The role of the Oral Review Board is also diminished to further limit the opportunity for subjective judgments to affect an individual's promotional opportunity. The weighting for education also has been reduced from 22 per cent to 10 per cent to permit greater emphasis on actual job performance.

Higher eligibility standards at each review point should greatly streamline the processing of applicants. Consideration should be given, however, for the long-term, to automating the process of scoring and recording test and evaluation data to minimize the risk of inaccuracies and to reduce the number of staff necessary to complete the candidate review and rating calculations.

#### The Performance Evaluation Process Should Be Strengthened

Three principal changes should be made in the performance evaluation process to increase its reliability as a promotional screen and to enhance its objectivity and potential for training. First, a more detailed job skills section should be added to the evaluation forms to support the recommended increased emphasis on job performance for promotional consideration, and a section should be added to the forms to give the evaluator an opportunity to recommend specific training activities the employee should pursue to improve performance. Completed forms should be signed by the employee, the immediate supervisor, and one other officer who has had an opportunity to observe the employee's job performance. The former appraisal form used by the Department before adoption of the current City Personnel form should be reviewed to determine whether it could serve as a basis for the new sections.

Secondly, training for evaluators should be strengthened. The Captain of Training should develop plans to improve the level and quality of training furnished to Department staff who are responsible for performance evaluation. This training should cover: ways to evaluate performance, what constitutes outstanding, acceptable, and unsatisfactory performance, techniques to identify subordinate training needs, and ways to furnish oral feedback to evaluatees.

VIII - PLAN OF ACTION

## VIII - PLAN OF ACTION

This chapter suggests steps the City of Durham should take as a result of the findings, conclusions, and recommendations in this report.

### UNDERSTANDING THE REPORT

To facilitate understanding of the report, the City Council should invite the consultants to make an oral presentation of the study's results and to answer their questions about the report and its implications.

Copies of the report should be provided the City Manager, the Director of Public Safety, other members of the City staff, and members of the Public Safety Department.

- Copies should also be made available to the print and broadcast media and to the general public.
- The report should be placed in all public libraries.

### OBTAINING REACTION TO THE REPORT

The City Council should instruct the City Manager to obtain the views of the Director of Public Safety and other appropriate City staff officials and to formulate his own views concerning the report's recommendations for presentation to City Council.

Opportunities should be provided for organized groups and the general public to provide their reactions to the City government, preferably by written comment.

### ACTION BY CITY COUNCIL

After learning the views of the City administration and of the general public, the City Council should adopt the recommendations in the report, in principle, specifically endorsing:

- The concept of a modified Public Safety Department as an intermediate goal to be achieved by an orderly redeployment of forces

- Eventual return to separate Police and Fire Departments as a desirable long-range goal
- Protection of existing Public Safety Officers from reductions in pay, benefits, or career opportunities solely because of the City's conceptual changes in police and fire services.

The City Council should also direct the City Manager to develop a detailed plan of implementation to achieve the adopted intermediate and long-range goals with broad time frames for accomplishment of each of the steps.

- This plan should be presented to the Council for review and approval.
- Semi-annual progress reports should be presented to the Council by the City Manager indicating progress made in carrying out the plan of implementation and any problems encountered in doing so; these reports should continue at least until the modified Public Safety Department configuration is in place.

FOLLOW-UP

ACTION BY THE  
CITY MANAGER

Following the City Council's adoption, in principle, of the report's recommendations the City Manager should:

- Direct discontinuance of the recruiting, hiring, and training of Public Safety Officers
- Develop a detailed plan of implementation, showing steps necessary for achieving the intermediate goal of a modified Public Safety Department and present it to the City Council for review and approval
- Direct the City staff to take necessary steps to place the implementation plan into effect and to report progress semi-annually to the Council
- Create a public and an employee information program to make all affected employees and the public aware of the City's change in direction in the manner in which it provides police and fire protection; the reasons for the change in direction, and the implications in doing so.

**APPENDIX**  
**RATIONALE FOR COST COMPARISON**

RATIONALE FOR COST COMPARISON

Our cost analysis of the existing Public Safety Program, modified program, and separate Police and Fire Departments focused on operating costs, including personnel and operating expenses. These on-going costs represent the most appropriate indicator of the relative costs of various means of providing police and fire services. The following paragraphs outline key assumptions that formed the basis of our cost analysis and that had the most significant impact on the results.

PERSONNEL COSTS

Our analysis of personnel costs was based on the current salary schedule for Department personnel as described in the City's compensation plan and fiscal year 1985 budget. To ensure consistency in our comparison of patrol and fire suppression costs, however, the salary range for public safety, police, and fire personnel in effect at the end of five years of service was used in developing each model. These salary levels are shown in Exhibit A-1. The salary levels for Public Safety Officer, Police Officer, and Firefighter reflect the differential in pay currently in effect. The salary for a PSO is 15 per cent more than a Police Officer and 26 per cent more than a Firefighter.

Moreover, fringe benefit costs that will be effective on July 1, 1985, were used in all of our cost comparisons to reflect a more valid description of total personnel costs. Fringe benefit costs effective July 1 are summarized below.

<u>Public Safety/Police</u>	<u>Fire</u>
FICA	7.1%
Retirement	6.63%
Life Insurance	.38%
Hospitalization	\$1,219
FICA	Not applicable
Retirement	5.1%
Life Insurance	.38%
Hospitalization	\$1,219

Considering the salary of a Public Safety Officer and a Police Officer, the effective fringe benefit rate is 19.35 per cent and 20.1 per cent of salary respectively, while the rate for a Firefighter is 12.1 per cent. The total salary and benefit costs of a PSO, a Police Officer, and a Firefighter follow:

PSO	\$27,749
Police Officer	24,311
Firefighter	20,688

Therefore, the differential in total personnel costs between a PSO and Police Officer changes slightly to 14 per cent, while the differential between a PSO and a Firefighter widens to approximately 34 per cent. The differential in personnel costs for this level is even more evident when converted to hourly expense. On the basis of the present 42-hour workweek for a PSO, 56-hour workweek for a Firefighter, and a 40-hour workweek for a Police Officer, the following hourly costs (adjusted for actual hours worked) highlight the disparity in costs.

<u>Position</u>	<u>Hourly Cost</u>
PSO	\$16.17
Police Officer	13.81
Firefighter	9.58

When the differential in salary, benefits, and work hours is considered, a Firefighter earns \$6.59/hour or 41 per cent less than a PSO.

Finally, the mix in type of personnel changes significantly under each model as the following table indicates.

<u>Model</u>	<u>PSO</u>	<u>Police</u>	<u>Fire</u>	<u>Civilian</u>	<u>Total</u>
Current Public Safety	277	67	74	59	477
Modified Public Safety	132	154	115	58	459
Separate Police/Fire	-	226	170	59	455

The changing mix of total personnel and the differential in pay for patrol and fire suppression personnel are the primary factors accounting for the differences in cost of the various programs. The modified program would cost approximately \$1 million less than the current program, while a separate Police and Fire Department would cost approximately \$1.8 million less than the current program. Detailed budget data and staffing plans for each model are provided in Exhibits A-2 thorough A-7.

#### OTHER COSTS

For the purposes of our cost analysis and comparison of models, it was assumed that total operating expenses would remain essentially the same under each model. Some reallocation of operating expense would be required to reflect the transfer of various functions within each model. The fiscal year 1985 operating expense budget of \$1.5 million was used in each of our models.

Salary Levels By Position

<u>Position</u>	<u>Salary*</u>
<u>Patrol</u>	
Public Safety Officer	\$23,250
Police Officer	20,236
Public Safety Sergeant	26,741
Police Sergeant	25,520
Lieutenant	30,780
Captain	33,823
Major	38,979
<u>Fire</u>	
Firefighter	18,458
Firefighter Inspector	19,326
Fire Driver	20,236
Rescue Specialist	21,192
Fire Captain	24,357
Battalion Fire Chief	28,022
Assistant Fire Chief	33,823

\*At end of five years of service.

Source: City of Durham Compensation Plan

**Operating Budget**  
**Current Public Safety Department**

<u>Area</u>	<u>Personnel</u>	<u>Operating</u>	<u>Total</u>
<b><u>Field Operations</u></b>			
• Patrol	\$ 7,358,282	\$ 654,154	\$ 8,012,436
• Fire Suppression/Rescue	1,738,103	213,860	1,951,963
• Fire Equipment Maintenance	56,521	99,698	156,219
• Supervision/Administration	150,815	-	150,815
Subtotal	<u>\$ 9,303,721</u>	<u>\$ 967,712</u>	<u>\$10,271,433</u>
<b><u>Director's Office</u></b>			
• Director/Staff	\$ 174,144	\$ 8,460	\$ 182,604
• Internal Affairs	92,348	-	92,348
Subtotal	<u>\$ 266,492</u>	<u>\$ 8,460</u>	<u>\$ 274,952</u>
<b><u>Support Services</u></b>			
• Administrative Support	\$ 243,622	\$ 71,258	\$ 314,880
• Auxiliary Services	281,525	18,963	300,488
• Communications Center	543,027	99,438	642,465
• Communications Maintenance	169,685	8,995	178,680
Subtotal	<u>\$ 1,237,859</u>	<u>\$ 198,654</u>	<u>\$ 1,436,513</u>
<b><u>Training</u></b>	\$ 249,337	\$ 176,864	\$ 426,201
<b><u>Fire And Crime Prevention</u></b>	\$ 311,105	\$ 11,410	\$ 322,515
<b><u>Special Services</u></b>			
• Supervision/Administration	\$ 45,697	\$ 13,471	\$ 59,168
• Detectives/Intelligence	828,374	22,670	851,044
• Youth/School Liaison	307,102	11,811	318,913
• Organized Crime	281,572	62,575	344,147
• Identification	272,476	25,185	297,661
• Special Enforcement	110,579	16,434	127,013
Subtotal	<u>\$ 1,845,800</u>	<u>\$ 152,146</u>	<u>\$ 1,997,946</u>
<b>Total</b>	<b><u>\$13,214,314</u></b>	<b><u>\$1,515,246</u></b>	<b><u>\$14,729,560</u></b>

Operating Budget  
Modified Public Safety Department

<u>Area</u>	<u>Personnel</u>	<u>Operating</u>	<u>Total</u>
<u>Field Operations</u>			
• Patrol	\$ 5,581,246	\$ 654,154	\$ 6,235,400
• Fire Suppression/Rescue	2,663,539	213,860	2,877,399
• Fire Equipment Maintenance	56,521	99,698	156,219
• Supervision/Administration	115,561	-	115,561
Subtotal	<u>\$ 8,416,867</u>	<u>\$ 967,712</u>	<u>\$ 9,384,579</u>
<u>Director's Office</u>			
• Director/Staff	\$ 174,144	\$ 8,460	\$ 182,604
• Internal Affairs	92,348	-	92,348
Subtotal	<u>\$ 266,492</u>	<u>\$ 8,460</u>	<u>\$ 274,952</u>
<u>Support Services</u>			
• Administrative Support	\$ 243,622	\$ 71,258	\$ 314,880
• Records	236,389	18,963	255,352
• Communications Center	543,027	99,438	642,465
• Communications Maintenance	169,685	8,995	178,680
Subtotal	<u>\$ 1,192,723</u>	<u>\$ 198,654</u>	<u>\$ 1,391,377</u>
<u>Training</u>	\$ 249,337	\$ 176,864	\$ 426,201
<u>Fire And Crime Prevention</u>	\$ 255,607	\$ 11,410	\$ 267,017
<u>Special Services</u>			
• Supervision/Administration	\$ 45,697	\$ 13,471	\$ 59,168
• Detectives/Intelligence	828,374	22,670	851,044
• Youth/School Liaison	307,102	11,811	318,913
• Organized Crime	281,572	62,575	344,147
• Identification	272,476	25,185	297,661
• Special Enforcement	110,579	16,434	127,013
Subtotal	<u>\$ 1,845,800</u>	<u>\$ 152,146</u>	<u>\$ 1,997,946</u>
<b>Total</b>	<b><u>\$12,226,826</u></b>	<b><u>\$1,515,246</u></b>	<b><u>\$13,742,072</u></b>

**Operating Budget  
Separate Police And Fire Departments**

<u>Area</u>	<u>Personnel</u>	<u>Operating</u>	<u>Total</u>
<b>POLICE</b>			
<b>Patrol Operations</b>			
• Patrol	\$ 3,663,735	\$ 654,154	\$ 4,317,889
• Supervision/Administration	96,220	-	96,220
Subtotal	<u>\$ 3,759,955</u>	<u>\$ 654,154</u>	<u>\$ 4,414,109</u>
<b>Chief's Office</b>			
• Chief/Staff	\$ 142,819	\$ 8,460	\$ 151,279
• Internal Affairs	92,348	-	92,348
Subtotal	<u>\$ 235,167</u>	<u>\$ 8,460</u>	<u>\$ 243,627</u>
<b>Support Services</b>			
• Administrative Support	\$ 243,622	\$ 61,258	\$ 304,880
• Records	236,389	18,963	255,352
• Communications Center	543,027	99,438	642,465
• Communications Maintenance	169,685	8,995	178,680
• Training	159,077	141,490	300,567
Subtotal	<u>\$ 1,351,800</u>	<u>\$ 330,144</u>	<u>\$ 1,681,944</u>
<b>Special Services</b>			
• Supervision/Administration	\$ 45,697	\$ 13,471	\$ 59,168
• Detectives/Intelligence	828,374	22,670	851,044
• Youth/School Liaison/ Crime Prevention	413,673	17,516	431,189
• Organized Crime	281,572	62,575	344,147
• Identification	272,476	25,185	297,661
• Special Enforcement	110,579	16,434	127,013
Subtotal	<u>\$ 1,952,371</u>	<u>\$ 157,851</u>	<u>\$ 2,110,222</u>
Total Police	<u>\$ 7,299,293</u>	<u>\$ 1,150,609</u>	<u>\$ 8,449,902</u>
<b>FIRE</b>			
<b>Fire Suppression</b>			
• Fire Suppression/Rescue	\$ 3,826,694	\$ 213,860	\$ 4,040,554
• Fire Equipment/Maintenance	56,521	99,698	156,219
Subtotal	<u>\$ 3,883,215</u>	<u>\$ 313,558</u>	<u>\$ 4,196,773</u>
<b>Fire Training</b>			
	\$ 77,027	\$ 35,374	\$ 112,401
<b>Fire Prevention/Inspections</b>			
	\$ 135,325	\$ 5,705	\$ 141,030
<b>Chief's Office</b>			
	\$ 62,517	\$ 10,000	\$ 72,517
Total Fire	<u>\$ 4,158,084</u>	<u>\$ 364,637</u>	<u>\$ 4,522,721</u>
Total Police And Fire	<u>\$11,457,377</u>	<u>\$1,515,246</u>	<u>\$12,972,623</u>

Staffing Plan  
Current Public Safety Department

<u>Director's Office</u>	<u>Number Of Positions</u>
• Director/Staff	
Public Safety Director	1
Public Safety Attorney	1
Assistant, Planning and Development	1
Management Assistant	1
Executive Secretary	1
Subtotal	5
• Internal Affairs	
Captain	1
Lieutenant	1
Secretary II	1
Subtotal	3
Total	8
	=

Field Operations

• Patrol Operations	
- Patrol and Fire Services	
Captain	4
Public Safety Lieutenant	8
Public Safety Sergeant	36
Public Safety Officer	190
- TACT (Selective Traffic Enforcement)	
Public Safety Officer	8
- Downtown Unit	
Lieutenant	1
Police Sergeant	1
Police Specialist	1
Public Safety Officer	2
Police Officer	5
Subtotal	256
• Fire Suppression/Rescue	
Assistant Fire Chief	3
Battalion Fire Chief	3
Fire Captain	15
Fire Driver	30
Firefighter-Inspector	3
Firefighter	12
Rescue Specialist	6
Subtotal	72

<u>Field Operations (Cont'd)</u>	<u>Number Of Positions</u>
• Fire Equipment Maintenance	
Supervisor	1
Mechanic	1
Subtotal	<u>2</u>
• Supervision/Administration	
Major	1
Assistant Fire Chief	1
Police Sergeant (Court Liaison)	1
Executive Secretary	1
Secretary II	1
Subtotal	<u>5</u>
Total	335

Administrative Services

• Administrative Support	
Supervisor	1
Administrative Assistant	1
Program Assistant	1
Storekeeper	1
Police Specialist	1
Executive Secretary	1
Subtotal	<u>6</u>
• Crime Analysis	
Police Sergeant	1
Subtotal	<u>1</u>
• Training	
Captain	1
Public Safety Lieutenant	1
Battalion Chief	1
Public Safety Sergeant	3
Public Safety Officer	1
Executive Secretary	1
Subtotal	<u>8</u>
• Fire and Crime Prevention	
Fire Marshal	1
Investigator Sergeant	1
Investigator	8
Secretary II	1
Subtotal	<u>11</u>

Administrative Services (Cont'd)

Number Of Positions

● Communications Maintenance		
Supervisor		1
Technician		5
Subtotal		6
● Supervision		
Major		1
Subtotal		1
	Total	33
		==

Auxilliary Services

● Records And Information Services		
Superintendent		1
Police Lieutenant		1
Records Supervisor		1
Technician		1
Microphotographer		1
Records Clerk		4
Clerk Typist		3
Police Specialist		1
Subtotal		13
● Communications Center		
Supervisor		1
Telecommunicator		20
Subtotal		21
	Total	34
		==

Special Services

● Detective Division		
Captain		1
Detective Sergeant		5
Public Safety Sergeant		1
Detective		21
Executive Secretary		1
Secretary II		1
Subtotal		30
● Youth/School Liaison		
Captain		1
Lieutenant		1
Investigator		4
Public Safety Officer		4
Secretary II		1
Subtotal		11

Special Services (Cont'd)

Number Of  
Positions

• Organized Crime		
Captain		1
Investigator Sergeant		2
Investigator		6
Secretary II		1
Subtotal		<u>10</u>
• Identification		
Supervisor		1
Police Specialist		8
Secretary II		1
Subtotal		<u>10</u>
• Selective Enforcement		
Public Safety Sergeant		1
Public Safety Officer		4
Subtotal		<u>5</u>
• Supervision/Administration		
Major		1
Subtotal		<u>1</u>
Total		67
GRAND TOTAL		<u>477*</u>

\*Total includes current budgeted positions.

Staffing Plan  
Modified Public Safety Department

<u>Number Of Positions</u>	
• Director/Staff	
Public Safety Director	1
Public Safety Attorney	1
Assistant, Planning & Development	1
Management Assistant	1
Executive Secretary	1
Subtotal	<u>5</u>
• Internal Affairs	
Captain	1
Lieutenant	1
Secretary II	1
Subtotal	<u>3</u>
Total	<u>8</u>
=	
<u>Field Operations</u>	
• Patrol Operations	
- Patrol and Desk	
Police Sergeant	9
Police Officer	57
- Patrol and Fire Service	
Captain	4
Public Safety Lieutenant	8
Public Safety Sergeant	32
Public Safety Officer	72
- TACT (Selective Traffic Enforcement)	
Police Officer	8
- Downtown Unit	
Lieutenant	1
Police Sergeant	1
Police Specialist	1
Police Officer	7
Subtotal	<u>200</u>

Field Operations (Cont'd)

Number Of Positions

● Fire Suppression		
Fire Chief	1	
Battalion Fire Chief	4	
Fire Captain	17	
Fire Driver	50	
Firefighter	25	
Rescue Specialist	17	
Secretary II	1	
	Subtotal	115
● Fire Equipment Maintenance		
Supervisor	1	
Mechanic	1	
	Subtotal	2
● Supervision/Administration		
Major	1	
Police Sergeant (Court Liaison)	1	
Executive Secretary	1	
	Subtotal	3
● Training		
Captain	1	
Public Safety Lieutenant	1	
Battalion Chief	1	
Public Safety Sergeant	3	
Public Safety Officer	1	
Executive Secretary	1	
	Subtotal	8
● Fire and Crime Prevention		
Fire Marshal	1	
Investigator Sergeant	1	
Investigator	6	
Secretary II	1	
	Subtotal	9
	Total	337
		=====

Support Services

● Administrative Support		
Supervisor	1	
Administrative Assistant	1	
Program Assistant	1	
Storekeeper	1	
Police Specialist	1	
Executive Secretary	1	
	Subtotal	6

<u>Support Services (Cont'd)</u>	<u>Number Of Positions</u>
• Records	
Police Records Lieutenant	
Records Supervisor	1
Technician	1
Microphotographer	1
Records Clerk	4
Clerk Typist	3
Police Specialist	1
Police Sergeant (Crime Analyst)	1
Subtotal	<u>13</u>
• Communications	
Supervisor	1
Telecommunicator	20
Maintenance Supervisor	1
Technician	5
Subtotal	<u>27</u>
• Supervision	
Major	<u>1</u>
Subtotal	<u>1</u>
Total	<u>47</u>

### Investigations

• Detective Division	
Captain	1
Detective Sergeant	5
Detective	21
Executive Secretary	1
Secretary II	1
Subtotal	<u>29</u>
• Youth/School Liaison	
Captain	1
Lieutenant	1
Investigator	4
Police Officer	4
Secretary II	1
Subtotal	<u>11</u>
• Organized Crime	
Captain	1
Investigator Sergeant	3
Investigator	6
Secretary II	1
Subtotal	<u>11</u>

Investigations (Cont'd)

	<u>Number Of Positions</u>
● Identification	
Supervisor	1
Police Specialist	8
Secretary II	1
Subtotal	<u>10</u>
● Selective Enforcement	
Police Sergeant	1
Police Officer	4
Subtotal	<u>5</u>
● Supervision/Administration	
Major	1
Subtotal	<u>1</u>
Total	<u>67</u>
GRAND TOTAL	<u>459</u>

Staffing Plan  
Separate Police And Fire Departments

Police Department

<u>Chief's Office</u>	<u>Number Of Positions</u>
• Chief/Staff	
Police Chief	1
Police Attorney	1
Management Assistant	1
Executive Secretary	1
Subtotal	<u>4</u>
• Internal Affairs	
Captain	1
Lieutenant	1
Secretary II	1
Subtotal	<u>3</u>
Total	<u>7</u>

Uniform Patrol

• Patrol Operations	
- Patrol	
Captain	3
Lieutenant	3
Police Patrol Sergeant	17
Police Officer	106
- TACT (Selective Traffic Enforcement)	
Police Officer	8
- Downtown Unit	
Lieutenant	1
Police Sergeant	1
Police Specialist	1
Police Officer	7
Subtotal	<u>147</u>
• Supervision/Administration	
Major	1
Police Sergeant (Court Liaison)	1
Executive Secretary	1
Subtotal	<u>3</u>
Total	<u>150</u>

Police Department (Cont'd)

<u>Support Services</u>	<u>Number Of Positions</u>
• Administrative Support	
Supervisor	1
Administrative Assistant	1
Program Assistant	1
Storekeeper	1
Police Specialist	1
Executive Secretary	1
Subtotal	<u>6</u>
• Records	
Police Lieutenant	1
Records Supervisor	1
Technician	1
Microphotographer	1
Records Clerk	4
Clerk Typist	3
Police Specialist	1
Police Sergeant (Crime Analyst)	1
Subtotal	<u>13</u>
• Training	
Captain	1
Lieutenant	1
Sergeant	2
Executive Secretary	1
Subtotal	<u>5</u>
• Communications	
Supervisor	1
Telecommunicator	20
Maintenance Supervisor	1
Technician	5
Subtotal	<u>27</u>
• Supervision	
Major	1
Subtotal	<u>1</u>
Total	52

Police Department (Cont'd)

<u>Investigations</u>	<u>Number Of Positions</u>
• Detective Division	
Captain	1
Detective Sergeant	5
Detective	21
Executive Secretary	1
Secretary II	1
Subtotal	<u>29</u>
• Youth/School Liaison	
Captain	1
Lieutenant	1
Investigator	4
Police Officer	4
Secretary II	1
Subtotal	<u>11</u>
• Crime Prevention	
Investigator Sergeant	1
Investigator	2
Secretary II	1
Subtotal	<u>4</u>
• Organized Crime	
Captain	1
Investigator Sergeant	3
Investigator	6
Secretary II	1
Subtotal	<u>11</u>
• Identification	
Supervisor	1
Police Specialist	8
Secretary II	1
Subtotal	<u>10</u>

Police Department (Cont'd)

<u>Investigations (Cont'd)</u>	<u>Number Of Positions</u>
● Selective Enforcement	
Police Sergeant	1
Police Officer	4
Subtotal	5
● Supervision/Administration	
Major	1
Subtotal	1
Total	71
GRAND TOTAL	280

Fire Department

<u>Chief's Office</u>	<u>Number Of Positions</u>
Fire Chief	1
Executive Secretary	1
Total	2
	=
<u>Fire Suppression</u>	
• Suppression	
Assistant Fire Chief	1
Battalion Fire Chief	4
Fire Captain	41
Fire Driver	50
Firefighter	50
Rescue Specialist	17
Subtotal	163
• Fire Equipment Maintenance	
Supervisor	1
Mechanic	1
Subtotal	2
Total	165
	=
<u>Fire Training</u>	
Battalion Fire Chief	1
Fire Captain	1
Secretary II	1
Total	3
	=

Fire Department (Cont'd)

	<u>Number Of Positions</u>
<u>Fire Prevention/Inspection</u>	
Fire Marshal	1
Fire Captain	3
Secretary II	<u>1</u>
Total	5
GRAND TOTAL	<u>175</u>