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CONSOLIDATION OF POLICE AND FIRE  
FUNCTIONS IN MORGANTON, N. C.

A CASE STUDY

by

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Thesis

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## CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
II. MORGANTON	4
III. PUBLIC SAFETY CONCEPT	13
IV. HISTORY OF CONSOLIDATION	20
V. RATIONALE FOR THE STUDY	26
VI. ACTORS INVOLVED	34
VII. THE STUDY	41
VIII. FINDINGS	49
IX. ADOPTION	57
X. SUMMARY	63
XI. EPILOGUE	65
APPENDICES	
A. MEMORANDA FROM POLICE AND FIRE CHIEFS	70
B. MAPS	73
C. CITY COUNCIL ADOPTION	76
D. ORIGINAL PROPOSAL	77
E. PUBLICITY	89
F. EXPANSION	96
G. EXPANSION	99
FOOTNOTES	101
BIBLIOGRAPHY	102

## TABLES

I.	POPULATION PROJECTIONS	5
II.	INCOME DISTRIBUTION	6
III.	POPULATION CHARACTERISTICS	8
IV.	CIVILIAN LABOR FORCE	9
V.	SPACE REQUIREMENTS	11
VI.	CONSOLIDATED SERVICES BY POPULATION GROUPING	22
VII.	CONSOLIDATED SERVICES BY GEOGRAPHICAL AREA	23
VIII.	DEGREE OF CONSOLIDATION	24
IX.	BUDGET ANALYSIS	27
X.	FIRE ACTIVITY DISTRIBUTION	29
XI.	AVERAGE POLICE AND FIRE OFFICER AGES	31
XII.	EDUCATIONAL LEVELS OF THE POLICE DEPARTMENT	33
XIII.	SALARY COMPARISONS	55
XIV.	MANPOWER	58
XV.	PUBLIC SAFETY OFFICERS' PROFILES	61
XVI.	MANPOWER	68

## CHAPTER I

### INTRODUCTION

During preparation of the annual budget in the spring of 1974, the City of Morganton's Finance and Personnel Committee mentioned a new concept they had heard of as an alternative to the traditional method of delivering public safety services. The new concept was one which would cross-train police and fire personnel to perform both types of public safety services. The discussion concerned means for reducing the rising costs which the committee was then faced with in the preparation of police and fire budgets.

No further discussions of reorganizing the police and fire departments were conducted until September of 1975. The topic resurfaced at another Finance and Personnel Committee meeting where educational incentive pay was being discussed. The committee believed that police and fire personnel should be encouraged to pursue courses which would provide cross-training in all areas of public safety. The committee also expressed its interest in a staff study of a possible police-fire reorganization or cross-training program. This interest by the committee was formalized at the October 3, 1975 City Council meeting when the Council passed a resolution directing the City Manager and staff to conduct a comprehensive study of the city's public safety services and report back to the Council with recommendations.

After ten months of study, the City Council adopted a Public Safety Officer Program and appropriated the necessary funds. The Council hoped that the program would provide for a higher level of public safety services

at a lower cost. The Council realized that expenditures could not continue to rise year after year without some attempts at improving productivity. At this time the Fair Labor Standards Act was also still facing local governments with its provisions for reducing hours worked by police and fire personnel. These factors plus some additional unique characteristics of Morganton's police and fire departments and their personnel were the impetus for the public safety study and the Public Safety Officer Program.

During the ten-months study, which was primarily conducted by the author, it became evident that a documentary should be written on this experience for three primary reasons. First, the body of written work on the subject of police-fire consolidation is quite small. The sources and methods which were used for the City of Morganton's study could certainly be of some use to other local governments desiring to study their public safety delivery system. This document can give an indication of what types of research and data are necessary for such a study.

A second objective of this document is to provide data on a public safety officer program in a small city. It was a frustration faced by the author that in the course of conducting the study there were no nearby cities of a comparable size to Morganton which had a public safety officer program which we could observe. Programs in much larger communities were the only programs which could be observed and on which much data could be found, therefore posing the problem of not knowing if the concept could work in a situation which was not analagous to the cities conducting combined public safety services. It is hoped that this document will provide other small cities with information on conducting a study in the area of public safety in a city of comparable size.

A third reason for developing this document is to provide any local government with a case study which demonstrates both the method of conducting such a study and the interaction of the actors involved. While this report is not based on quantitative data, personal observations certainly can serve to provide the reader with an idea of what was involved in the development of the City of Morganton's program as it relates to the individuals involved and their interactions.

## CHAPTER II

### MORGANTON

The City of Morganton, N. C. was incorporated in 1784. Located at the foot of the Blue Ridge Mountains in the Catawba Valley, Morganton has grown to a population of approximately 16,000 and ten square miles in area. Morganton has been a growing city mainly because of textile and furniture industries located within the city, the presence and growth of State institutions, and the progressive attitude of the City Council toward expansion through annexation. Being the county seat of Burke County has certainly been a contributing factor for its strong business and professional development.

In 1970 the population of Morganton was 13,625. Future population projections indicate that the city is expected to grow to a size of 19,300 by the year 1990 (Table I). The projected 42% increase in population was calculated on past trends and the annexation on June 11, 1972 of 2,375 in population and 1,964 acres southwest of town.

Morganton can be termed a fairly high income area in comparison to the remainder of Burke County and to the State of North Carolina (Table II). Over one half (51%) of the households in Morganton in 1971 had annual incomes in excess of \$8,000 while only 28% had incomes of less than \$5,000 annually. Morganton had 37.4% of its households in the income bracket of \$10,000 and over while Burke County had 29.2% and the State of North Carolina, 28.6%. While textiles and furniture dominate the economy, the presence of a

TABLE I

1970 TO 1990 POPULATION PROJECTIONS FOR  
THE CITY OF MORGANTON AND SELECTED AREAS

LOCATION	1970	1972*	1980	1990
City of Morganton	13,625	16,000	17,500	19,300
Morganton Planning Area	16,720	17,100	18,800	21,000
Burke County	60,364	61,770	67,400	74,400

\* ESTIMATED: (Figures include additional citizens added to City and Planning Area due to recent annexations)  
SOURCE: 1970 U. S. Census of Population  
1980 and 1990, Traffic and Planning Associates, June, 1972.

TABLE II

## INCOME DISTRIBUTION - 1971

INCOME BRACKET	PERCENTAGE OF HOUSEHOLDS		
	Morganton	Burke County	North Carolina
\$ 0 - 2,999	15.9	15.6	21.8
\$3,000 - 4,999	12.1	13.8	14.8
\$5,000 - 7,999	20.6	26.1	22.1
\$8,000 - 9,999	13.9	15.3	12.7
10,000 and over	37.4	29.2	28.6

SOURCE: Sales Management Magazine, July 10, 1971.

large professional community is a significant factor in these income statistics.

In 1970, 14% of Morganton's total population was non-white (Table III). In comparison to the remainder of Burke County, this figure is high, therefore indicating that the majority of minority population in the county settled in Morganton. This non-white segment is almost totally made up of blacks with no other appreciable population of other minorities. The City of Morganton has not had a history of strained race relations, and therefore it can be said that the community is somewhat homogeneous.

Civilian Labor Force statistics give an indication of the general economy in Burke County. These statistics indicate the dependence of Morganton and Burke County to two important industries. Fifty-eight percent (58%) of all the jobs in Burke County are in manufacturing. Seventy percent (70%) of this employment is in the textiles and furniture industries (Table IV). The City of Morganton has a large number of these industries within the city and within its utility service area. One attraction of Morganton to industries is the presence of a municipally owned electrical distribution system which has rates on the average 10% lower than Duke Power Company. Another attraction of Morganton, especially to textiles, is the water system which has low rates, an ample supply of water, well-maintained lines, and an ultra modern treatment plant which is capable of taking on many other industrial customers.

Characteristic also of Morganton's labor force is the large number of individuals employed in government work. Of the 42% of Burke County workers not employed in manufacturing, 47% are engaged in governmental work. This large number can be attributed to the fact that Morganton is the county

TABLE III

POPULATION IN SELECTED AGE GROUPS BY  
SEX AND RACE -- MORGANTON 1970

Age Group	<u>NON-WHITE</u>		<u>WHITE</u>		Total
	Male	Female	Male	Female	
Under 5	65	94	374	328	861
5-14	150	157	936	880	2,135
15-24	170	163	804	981	2,118
25-34	102	107	691	675	1,575
35-44	100	115	721	767	1,703
45-54	109	110	759	816	1,794
55-64	102	112	679	803	1,696
65 & Over	77	140	570	956	1,743
Total	875	998	5,534	6,206	13,625

SOURCE: 1970 U. S. Census, First Census County, July 28, 1971

CIVILIAN LABOR FORCE 1/  
Morganton Labor Area  
Burke County  
May, 1976

ITEM	NUMBER OF WORKERS			CHANGE TO CURRENT MONTH FROM			
	May 1976	March* 1976	May* 1975	March, 1976		May, 1975	
				Net	%	Net	%
CIVILIAN LABOR FORCE <u>2/</u>	30,400	30,380	31,860	+ 20	+ 0.1	- 1,460	- 4.6
EMPLOYMENT, TOTAL	1,960	2,350	3,050	-390	-16.6	- 1,090	-35.7
Percent of Civilian Labor Force	6.4	7.7	9.6	-1.3	XXX	- 3.2	XXX
EMPLOYMENT, TOTAL	28,440	28,030	28,810	+410	+ 1.5	- 370	- 1.3
Agricultural	460	330	410	+130	+39.4	+ 50	+12.2
Nonagricultural Wage & Salary	25,660	25,460	25,980	+200	+ 0.8	- 320	- 1.2
All other Nonagricultural <u>3/</u>	2,320	2,240	2,420	+ 80	+ 3.6	- 100	- 4.1

INDUSTRY EMPLOYMENT BY PLACE OF WORK 4/

Manufacturing	15,710	15,570	15,980	+140	+ 0.9	- 270	- 1.7
Durable Goods	6,590	6,470	6,190	+120	+ 1.9	+ 400	+ 6.5
Lumber & Wood	170	170	170	0	0	0	0
Furniture	4,580	4,490	4,290	+ 90	+ 2.0	+ 290	+ 6.8
Stone, Clay & Glass	160	160	150	0	0	+ 10	+ 6.7
Machinery, Nonelec. & Elec.	1,450	1,410	1,470	+ 40	+ 2.8	- 20	- 1.4
Other Durables <u>5/</u>	230	240	110	- 10	- 4.2	+ 120	+109.1
Nondurable Goods	9,120	9,100	9,790	+ 20	+ 0.2	- 670	- 6.8
Textiles	6,490	6,470	7,270	+ 20	+ 0.3	- 780	- 10.7
Apparel	1,340	1,330	1,290	+ 10	+ 0.8	+ 50	+ 3.9
Printing	60	60	60	0	0	0	0
Other Nondurables <u>6/</u>	1,230	1,240	1,170	- 10	- 0.8	+ 60	+ 5.1
Nonmanufacturing	11,540	11,450	11,490	+ 90	+ 0.8	+ 50	+ 0.4
Construction	610	610	600	0	0	+ 10	+ 1.7
Trans., Comm. & Pub.Util.	460	450	450	+ 10	+ 2.2	+ 10	+ 2.2
Trade	2,470	2,450	2,400	+ 20	+ 0.8	+ 70	+ 2.9
Fin., Ins., & Real Estate	400	390	390	+ 10	+ 2.6	+ 10	+ 2.6
Service, Except Domestic	2,100	2,080	1,980	+ 20	+ 1.0	+ 120	+ 6.1
Government	5,410	5,380	5,580	+ 30	+ 0.6	- 170	- 3.0
Other Manufacturing <u>7/</u>	90	90	90	0	0	0	0

seat and is also the home of North Carolina School for the Deaf and Broughton Hospital, which are both State institutions. Lying just outside of Morganton's corporate limits are two additional State institutions, Western Correctional Center and Western Carolina Center. The large number of government employees in Morganton provides a base of professional workers in the community. When this is combined with the force of corporate executives and management in the furniture and textile industries, it provides a somewhat progressive population with incomes higher than the average for North Carolina.

Because of the attractiveness of Morganton to industry and because of the projected growth in population, space requirements for the city will also need to be increased in the next fifteen to twenty years (Table V).

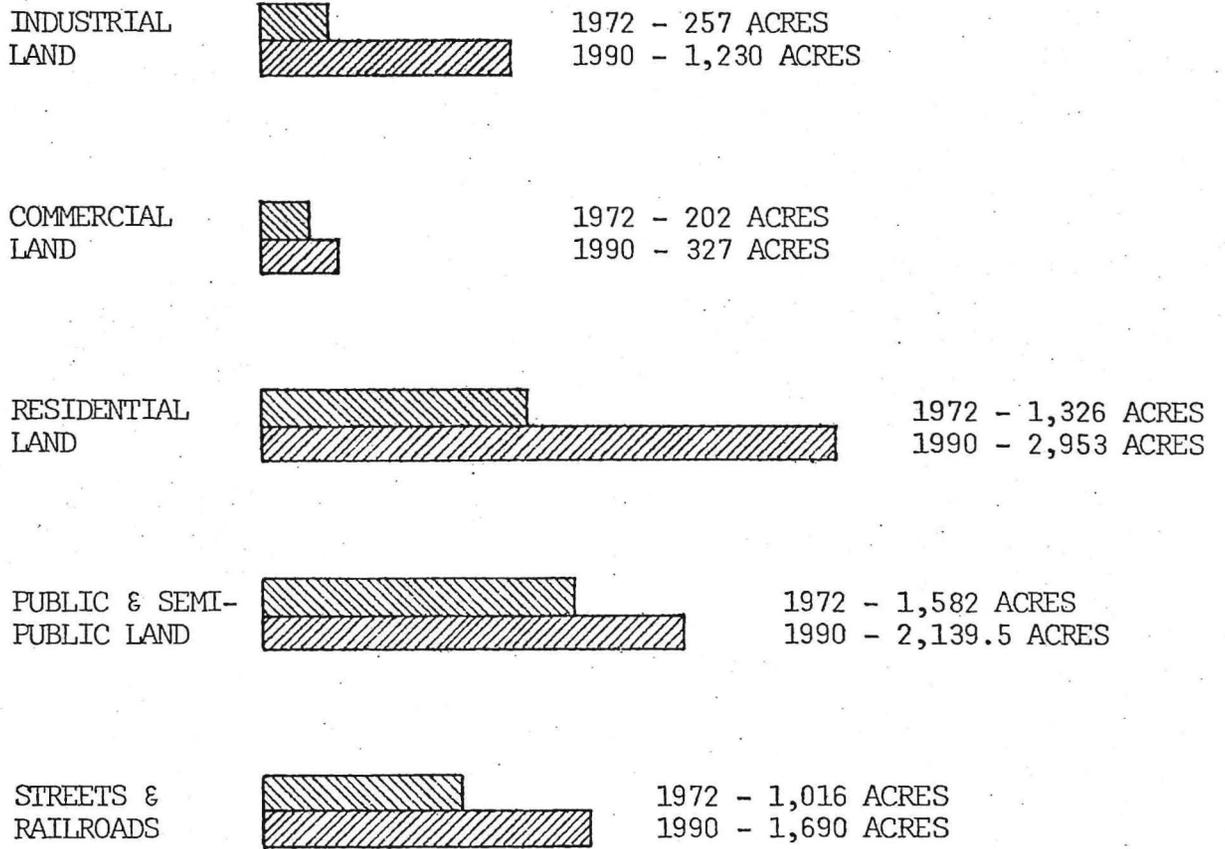
Industrial development has recently become an important issue with local government and with the Chamber of Commerce. If future projections prove to be accurate, the City will need to have a 378% increase in available industrial land in the period from 1972 to 1990. The Morganton City Council has taken a progressive attitude toward annexation which would prove to be an aid in meeting future space requirements. In 1972 an area to the southwest of town was annexed, which meant an addition of 1,964 acres to the city. The City Council is constantly reviewing possible annexations and upgrading and extending all city utilities to make future expansions more feasible. It has been the general posture of the city to look favorably upon annexations of contiguous areas when such annexations will bring into the corporate limits areas of future population growth and especially areas having large utility users.

City government in Morganton is organized as a Council-Manager system.

TABLE V

SPACE REQUIREMENTS

MORGANTON PLANNING AREA



Scale: 1" = 1,000 Acres

There is a long history of support for the system. The City Council consists of a mayor and four councilmen. The Councilmen must live within one of the four wards in the city, but, like the Mayor, are elected at large. The Councilmen are elected for four-year overlapping terms, and the Mayor for a two-year term. All elections are on a nonpartisan basis. The City Manager is appointed by the Council; however, the appointment has traditionally not been along political lines. Because of the structure of government and methods of electing the governing body, there is a marked absence of political dealings. Both council and staff have traditionally kept the entire interest of the city in mind and have taken bold uniform stands on some very difficult and controversial issues.

## CHAPTER III

### PUBLIC SAFETY CONCEPT

Local government units have been experiencing increased demands by citizens for services while at the same time experiencing severe economic constraints. Often conflicting goals are involved in that citizens desire higher levels of service but without any increase in taxes. It has become necessary for local officials and administrators to think in terms of increased productivity in order to provide higher levels of public services at the lowest possible costs.

One area where demands have been extremely high is public safety. As the city limits and population grow, so does the need for public safety services. Along with modern growth patterns come larger buildings which require more sophisticated firefighting equipment and techniques. Growth in today's environment has also inherently caused crime rates to increase not only in absolute numbers but also on a per capita basis. The costs of increased services, the costs for more sophisticated equipment, and the costs to train more qualified and specialized personnel have been spiraling upward. Local governments were also faced in 1975 with the extension of the Fair Labor Standards Act to public employees with its provisions to substantially reduce hours of policemen and firemen. These regulations would have had an especially harsh impact on the costs of fire services since firemen traditionally work a 24-hour shift and then are off 48 hours. To change to eight-hour shifts and forty-hour weeks would mean a large

increase in personnel would be necessary to avoid paying huge sums of overtime pay. This requirement has since been eliminated, but it was a real concern at the time public safety was under consideration in Morganton.

It is in this type of environment that administrators need to develop innovative approaches to deliver public safety services. One such approach has been to consolidate the police and fire functions in order to avoid duplication of like duties and to increase productivity of personnel. The rationale for consolidation can be found in many different areas. One is the fact that of a twenty-four shift worked by the traditional fire department, less than 2% of the time is spent in actual firefighting activities. Combine this with the fact that only eight of the twenty-four hours of duty are spent for any productive work, such as training, house-cleaning, and equipment maintenance, and it becomes obvious that fire personnel are productive for only one-third of their time. If these employees can be placed out in patrol cars and then respond to fires when they occur, productivity can be greatly increased.

Another area in which one can find rationale for consolidated services is the area of duplicated duties. Oftentimes in police and fire departments, separate communications, records, training, inspections, and prevention functions are present. Many of these functions could be combined with a resultant reduction in personnel without any loss of effectiveness.

The truth is that both police and fire functions are involved in many like activities and in fact are in existence for the same reason. Police and fire departments are formed to protect the public. Both work under emergency conditions with the objective of protecting life and property. Both are

paramilitary organizations. Many emergencies now necessitate both departments working close together. A fire scene may need traffic control; traffic accidents oftentimes necessitate firefighting; and arson investigation involves criminal activity.

Consolidation of police and fire departments in its ultimate stage would mean the existence of one public safety department with public safety officers patrolling as police officers who respond to and fight fires. Only enough public safety officers to drive firefighting apparatus to a fire would remain in the fire station. All support functions, such as communications, records, training, etc. would be combined. The effects of this ultimate type of consolidation would be the elimination of duplicate services, the elimination of unproductive time, more effective delivery of services, and more men available for both police and fire duties at a much lower cost due to cross-training than through the traditional separate police and fire departments. The city of Sunnyvale, California has had a unified public safety department since 1957, and in a 1961 study, estimated cost savings of \$300,000, which was equivalent to 30 cents on its tax<sup>1</sup> rate.

Although greatest cost savings will take place through total consolidation, there have been many other forms of consolidation. Harry W. More, Jr., in his book The New Era of Public Safety, outlines the five forms of consolidation which he has found in operation.

#### CONSOLIDATED SERVICES

.....the term 'consolidates services' describes a single unified force in which the police and fire services have been combined into a department of public safety. Officers perform both functions and have usually been identified as public safety officers.

#### PARTIAL CONSOLIDATION

A situation in which the positive identity of the fire and police services has been retained and a special patrol created to perform combined police-fire duties is defined as 'partial consolidation'. Officers assigned to the special patrol are usually designated as 'public safety officers'.

#### SELECTED AREA CONSOLIDATION

'Selected area consolidation' describes a circumstance in which the two services function separately except for the creation of specially trained police-firemen assigned to combined duties in a specific geographical area.

#### FUNCTIONAL CONSOLIDATION

'Functional consolidation' is interpreted as a degree of consolidation in which separate police and fire services are retained, but one or more duties normally performed by one department have been assigned to members of the other department.

#### NOMINAL CONSOLIDATION

A term that describes a public-safety department in which the police and fire services have been placed under the direction of a safety director is 'nominal consolidation'. Each service reserves its individual and distinct identity, both operationally and administratively.<sup>2</sup>

In all of these forms of consolidation the intention is to reduce costs through reductions of nonproductive personnel time and through greater cooperation and coordination between police and fire functions. For the purposes of this study, consolidation will be used to mean a program which has public safety officers trained and working as both patrolmen and firefighters.

Even though the main impetus for consolidation has been efficiency, any administrator who does not look at the effectiveness of his program is shortsighted, to say the least. In a consolidation program which involves personnel patrolling to respond as either a police or fire officer, a case can be made on effectiveness measures alone. A public safety officer in such a system would be fully trained as a policeman and fireman. The public safety officer would operate as a patrolman undertaking all

normal police duties until a fire alarm is sounded. At this time the public safety officer immediately responds to the fire in his patrol car which is equipped with his turnout gear, fire extinguishers, breathing apparatus, wrenches, and other miscellaneous equipment. Since the public safety officer is out patrolling, he normally will arrive on the scene before the fire apparatus, which has to come out of the fire station and which is not as maneuverable as a patrol car. By arriving on the scene first, the public safety officer may put out a small fire with his extinguisher, begin lifesaving activities, prepare a hydrant, or radio the fire apparatus as to the disposition of the fire.

Since a consolidation having public safety officers requires an individual to be highly trained and proficient in both police and fire duties, the pay should be higher than the pay for either patrolman or firefighters. Local governments can thus attract more qualified and highly motivated individuals.

In summation, the following advantages of consolidating police and fire functions are likely to accrue:

- . Reduced costs
  - one employee can perform the duties of two and therefore provide an effective tool for increasing available personnel in both functions for almost half the cost
  - eliminates duplication of support functions
  - eliminates unproductive time of firefighters in a fire station
- . More effective services
  - public safety officers normally arrive on the fire scene before the fire apparatus
  - public safety officers are patrolling and therefore become more familiar with the physical characteristics of the area
- . Morale
  - employees feel they have more responsible work and are not idle

- pay is commensurate with duties and responsibilities and therefore higher than a firefighter's or patrolman's pay
- the program generally attracts highly motivated personnel

Consolidation has not gone without criticism. The criticism leveled at consolidation has mainly come from the fire service and its professional organizations. There has been some concern, however, among police organizations that by taking patrolmen off duty to fight a fire, there will be an increased possibility of crimes occurring. Police groups generally, however, are not opposed to cross-training since a minimal amount of time is spent in answering fire calls and training in fire service. In many cases, cross-training means higher pay for policemen and more patrolmen on the road patrolling since firemen are taken out of the station. The situation is different, however, in fire departments. Firemen traditionally work twenty-four hour shifts with one shift on and two off. This schedule allows firemen to work a second job and supplement their income. Consolidation, utilizing eight-hour shifts, would eliminate this situation. They also perceive consolidation to be a direct attack to their professionalism and have opposed plans almost universally when they have been proposed. Fire organizations defend their professionalism and don't believe that an individual can be a professional firefighter on a part-time basis. Firemen will often state that firefighting is a highly technical job which takes continuous training. The most vocal organization opposing consolidation is the International Association of Fire Chiefs. This organization has continuously passed resolutions opposing any consolidation and in a bulletin published by the American Insurance Association and distributed by the IAEC, the following concerns were expressed:

- Fire department activities, as well as those of the police department, are highly specialized and the services they perform are vastly different.
- Not enough training can be given since continuous schooling is necessary to maintain and develop additional proficiency.
- Fire apparatus must be constantly ready to respond with sufficient personnel for immediate and effective action. Such conditions generally cannot be met when personnel are performing police duties.
- Fire personnel must be properly equipped with protective clothing, and the necessity for donning such clothing upon arrival will result in some delay in getting into operation.
- In the event of major fire emergencies, police services will be seriously weakened and in the event of major police emergencies, fire services will be seriously weakened.
- Securing proper leadership for a combined department presents a difficult problem.
- Any number of operational problems will accrue.
- Fire rating engineers may give a lower fire rating to a city with consolidated services.<sup>3</sup>

In the majority of cities which have combined police and fire functions and in studies of various programs, the hazards expressed by the International Association of Fire Chiefs have been unfounded. Programs have failed in localities where fire associations have been able to bring about enough political pressure to change the system or defeat a proposal. Abandonment of a program with combined services has rarely been caused by inherent structural problems of consolidation. The opposition by fire personnel can be characterized, and has often been expressed, as traditionalism. A desire to continue with traditional methods and an unwillingness to take an objective look at modern public safety concepts has been the prevalent issue in fire personnel's opposition.

## CHAPTER IV

### HISTORY OF CONSOLIDATION

While the concept of consolidated police and fire functions was new to the City of Morganton and to this area of North Carolina, consolidation does have a long history in other areas in one form or another. The first known effort of consolidation came about in approximately 27 B. C. when the first emperor of Rome, Augustus, created a group of men called the vigils who were responsible for both keeping the peace and fighting fires. There were seven thousand vigils stationed throughout Rome. These units were non-military in nature and were made up of all civilians.<sup>4</sup>

Consolidation was implemented in France, Germany and England at the beginning of the nineteenth century. In all three instances acts were passed which gave the responsibility of keeping the peace and fighting fires to a single unit. In some instances the units were divided into police and fire divisions with single supervision of both. In most cases, however, one group of men performed both functions along with added peripheral tasks. These systems flourished in Europe until World War II when the events of the war dictated a change in the traditional structure.<sup>5</sup>

In North America, consolidated police and fire services were first established in Trois-Rivieres, Quebec when the city was incorporated in 1857.<sup>6</sup> Canada, and Quebec in particular, has been a leader in consolidation programs ever since the Trois-Rivieres program began. The strong ties that Canadians had to both England and France probably were an influence on

their widespread adoption of consolidation programs. The programs also tended to be in terms of operating public safety officers and not in terms of functional or nominal consolidation.

The United States was not as early to undertake consolidation efforts as was Canada. In 1911 Grosse Pointe Shores, Michigan became the first U. S. city to adopt such a plan followed by Sewickley Heights, Pennsylvania in 1920, Oakwood, Ohio in 1921, Shorewood, Wisconsin in 1928, and Huntington Woods, Michigan in 1935. These cities in the United States were pioneers in the field of public safety given the fact that the majority of unified departments have been developed since 1944.<sup>7</sup>

Harry W. More, Jr. undertook a study in 1965 to determine the extent of police-fire consolidation in the United States at that time. Based on a questionnaire sent to every tenth police department in the United States (361), and a review of available literature, Mr. More found 129 consolidated departments and further concluded that at the 95 percent confidence interval there were between 672 to 962 departments having some form of police-fire consolidation.<sup>8</sup>

Of these consolidated departments the largest number were found in cities with populations under 50,000 (Table VI). In terms of geographic distribution, the heaviest concentration was in the north central area of the United States where 41.8 percent of the cities having consolidated departments were located (Table VII). The most widespread form of consolidation, according to More's study, was functional consolidation with 59.6 percent of the cities surveyed having this particular structure (Table VIII).

In any discussion of consolidation in North Carolina, the belief is expressed that cross-training is a new concept that not many municipalities

TABLE VI  
 DISTRIBUTION OF MUNICIPALITIES WITH  
 CONSOLIDATED POLICE-FIRE SERVICES  
 BY POPULATION GROUPINGS AND  
 PERCENTAGE OF POPULATION\*

Population Group	No. of Cities	Percentage of Cities	Population	Percentage of Population
Group I (Over 250,000)	2	1.5	1,106,882	33
Group II (100,000 to 250,000)	4	3.7	546,262	19
Group III (50,000 to 100,000)	5	5.2	329,681	10
Group IV (25,000 to 50,000)	12	11.1	428,993	13
Group V (10,000 to 25,000)	30	22.2	445,992	13
Group VI (Under 10,000)	76	56.3	339,791	12
Total	129	100.0	3,197,601	100

\*U.S. Bureau of the census: U.S. Census of Population: 1960, Volume 1, Characteristics of the Population, Part A, Number of Inhabitants. Washington, D. C., U. S. Government Printing Office, 1961. More, Harry W., Jr., The New Era of Public Safety, 1970, p. 37.

TABLE VII

DISTRIBUTION OF MUNICIPALITIES WITH  
CONSOLIDATED POLICE-FIRE SERVICES  
BY GEOGRAPHICAL AREA AND  
PERCENTAGE OF POPULATION\*

Geographical Division	No. of Cities	Percentage of Cities	Population	Percentage of Population
New England	2	3.3	66,765	2.1
Middle Atlantic	32	24.8	922,758	27.1
East North Central	40	31.0	1,463,700	40.0
West North Central	14	10.8	166,420	4.9
South Atlantic	18	13.9	457,786	16.3
East South Central				
West South Central	8	6.2	162,442	4.8
Mountain	5	3.8	60,839	1.8
Pacific	8	6.2	104,207	3.0
<b>Total</b>	<b>129</b>	<b>100</b>	<b>3,404,917</b>	<b>100</b>

\*U. S. Bureau of the Census: U. S. Census of Population: 1960, Volume 1, Characteristics of the Population, Part A, Number of Inhabitants. Washington, D. C., U. S. Government Printing Office, 1961. More, Harry W., Jr., The New Era of Public Safety, 1970, p. 38.

TABLE VIII

DISTRIBUTION OF MUNICIPALITIES  
BY DEGREE OF CONSOLIDATION AND  
PERCENTAGE OF POPULATION

Degree of Consolidation	No. of Cities	Percentage of Cities	Population	Percentage of Population
Consolidated	24	18.6	228,044	6.7
Partial Consolidation	10	7.7	476,877	14.8
Selected Area Consolidation	2	1.6	155,487	4.5
Functional Consolidation	77	59.6	822,237	27.5
Nominal Consolidation	16	12.5	1,492,346	46.5
Total	129	100	3,174,991	100

\* U. S. Bureau of the Census: U. S. Census of Population: 1960, Volume 1, Characteristics of the Population, Part A. Number of Inhabitants, Washington, D. C., U. S. Government Printing Office, 1961. More, Harry W., Jr., The New Era of Public Safety, 1970, p. 39.

are undertaking and that it is a program for large cities only. After reviewing the literature on public safety departments and, in particular, Mr. More's research, it can easily be seen that the concept is not a new concept, and it has a long history of success. Many municipalities in the United States do have public safety departments, and although there are only two programs operating in large North Carolina municipalities, the concept is most prevalent in small to medium-sized cities.

## CHAPTER V

### RATIONALE FOR THE STUDY

In September of 1975, cross-trained public safety officers were first discussed by the City of Morganton's Finance-Personnel Committee when a request was made to provide educational incentive pay for fire officers completing courses in fire science at the local community college. This committee felt that it might be a good idea to encourage these men also to train in areas other than fire science. Police training and first aid training would enable them to act as support personnel to the police department. As this idea was discussed during the weeks following the Finance Committee meeting, it became evident that the issue involved was not just educational incentive pay. In the discussions leading up to the City Council's authorization of a study in October the real issues which emerged were costs and services with the emphasis on costs.

In 1975 the City of Morganton was still feeling the effects of a general downtrend in the economy and constant pressures to upgrade city services. The demands of the public had caused dramatic increases on the city's budget over the past seven years. During this period, the city's general fund budget increased 83% while the police and fire departments' total budgets were increasing by 89% and 209% respectively (Table IX).

As expenditures increased, personnel was also increasing. The police department realized a 30% increase while the fire department increased personnel by 121%. The impact of personnel expenditures on budgets is quite

TABLE IX

BUDGET ANALYSIS

	<u>1970/71</u>	<u>1976/77</u>	<u>PERCENT INCREASE</u>
GENERAL FUND	1,465,837	2,683,695	83%
TOTAL	4,263,239	10,050,003	135%

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POLICE

Operating	271,063	512,881	89%
Capital	12,550	39,360	213%
Total	283,613	552,241	95%
Personnel	33	43	30%

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FIRE

Operating	103,221	314,293	204%
Capital	2,625	12,471	375%
Total	105,846	326,764	209%
Personnel	14	31	121%

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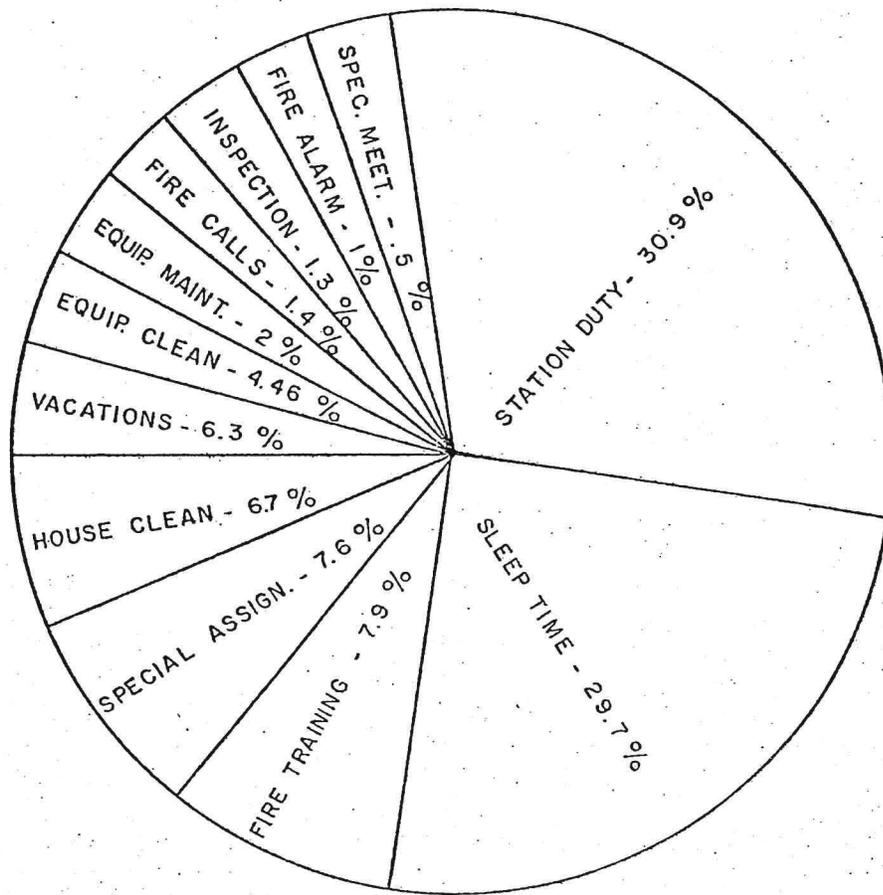
substantial. Since fiscal year 1970-71, the Morganton police department has expended 83% of its total budget on salaries and the Morganton fire department has expended 77% of its total budget on salaries.

The dramatic increases in the fire department's budget reflect a transitional period from an organization heavily dependent on volunteers to a paid professional organization. Because of the dramatic increases experienced by the fire department and in light of the fact that more growth was anticipated, this department was one which could be looked to more critically in an attempt to save costs.

Additional cost considerations which were evident were costs of lost productivity. Fire departments traditionally work twenty-four hour shifts of which on an average only eight are considered productive. The remainder of the time is usually spent waiting for fires to occur. National averages show that less than 2% of a fireman's time is actually spent in fire suppression activities. Actual statistics for the City of Morganton showed that only 1.4% of a fireman's time is spent answering fire calls (Table X). This particular area of fire service costs could be saved if one man were able to perform police and fire functions.

At the time that a study of public safety concepts and alternatives was authorized in 1975, local governments were faced with the 1974 amendments to the Fair Labor Standards Act which extended minimum wage and overtime provisions to State and local employees. The provisions of the Fair Labor Standards Act, which applied to public safety, were the provisions which called for a gradual reduction in the work week. Although the regulations only specified a reduction to fifty-four hour weeks, in 1977 it was feared that eventually a forty-hour week limit would be imposed and all time over

TABLE X



<u>ACTIVITY</u>	<u>TIME SPENT</u>
STATION DUTY	30.9%
SLEEP TIME	29.7%
FIRE SERVICE TRAINING	7.9%
SPECIAL ASSIGNMENT	7.6%
HOUSE CLEANING	6.7%
VACATIONS	6.3%
EQUIPMENT CLEANING	4.46%
EQUIPMENT MAINTENANCE	2.0%
FIRE CALLS	1.4%
INSPECTIONS	1.3%
FIRE ALARM TIME	1.0%
SPECIAL MEETINGS	.5%

Based on 1974 statistics for 24-hour shifts

forty hours would be compensated for either through pay at time and a half or the taking of compensatory time. Fire and police work weeks had been gradually decreasing to the point that the Morganton police department worked a 42-hour week, and the Morganton fire department worked a 56-hour week. In order to meet the anticipated requirements of the Fair Labor Standards Act, however, the city would have to either pay out substantial sums in overtime pay or hire more employees, both being very costly alternatives. Faced with this situation, the City Council was looking for other alternatives to the traditional methods of delivering police and fire functions.

From the very beginning of discussions about public safety, it was hoped that a comprehensive study would also provide policy alternatives for improved services through an organization which cross-trains its personnel. The United States Supreme Court on June 24, 1976 in the case of National League of Cities vs. Usery, Secretary of Labor, struck down the extension of the Fair Labor Standards Act to municipalities. This did not eliminate the consideration of public safety in Morganton. The study was continued in the belief that service advantages could accrue through a consolidated department. The City Council of the City of Morganton has had a history of innovative programs and hoped that an innovative approach to public safety could greatly improve the delivery of public safety services.

One final area emerged as a catalyst for a study of consolidation. This area was that of the characteristics of employees in the city's police and fire departments. The average ages for members of both departments was very low (Table XI). The youthfulness of the departments was not just in the patrolman and firefighter ranks, but extended up into the

TABLE XI

## AVERAGE AGES OF POLICEMEN - 1976

POSITION	NUMBER	AVG. AGE
OFFICERS	12	34.33
PATROLMAN II	10	29.70
PATROLMAN I	9	26.33
DETECTIVES	2	30.00
DISPATCHERS	4	35.75
TOTAL	37	31.08

## AVERAGE AGES OF FIREMEN - 1976

POSITION	NUMBER	AVG. AGE
OFFICERS	9	34.66
FIREFIGHTER II	10	30.01
FIREFIGHTER I	9	26.55
TOTAL	28	30.43

officer ranks. Due to this situation of young officers, the patrolmen and firefighters were faced with the frustrating aspect of seeing virtually no chance for advancement in the foreseeable future. Along with the youthfulness of the fire and police departments, a high level of educational attainment was characteristic of the police department in particular (Table XII). The City of Morganton provided educational incentive pay, and 89% of the employees in the police department either had or were working on a college degree. Even though money may have been the inducement to education, college work did provide for highly educated and motivated policemen who were anxiously looking for new challenges and advancement. During the past few years competition for promotions to officer ranks has been particularly fierce.

It was in the atmosphere of hopes for reduced costs of public safety services combined with more effective delivery of services that the City Council of Morganton authorized a study to be conducted by the city staff. The rationale was that given the fact that Morganton's work force was young, well-educated, and highly motivated, employees would not have already developed inherent biases to one department and therefore could be cross-trained in both police and fire services. The study was to determine the feasibility and possible development of such a plan which would accrue certain advantages in police and fire service delivery systems in terms of costs, effectiveness, and optimum utilization of available personnel.

TABLE XII

EDUCATIONAL LEVELS OF THE POLICE DEPARTMENT - 1976

	No.	High School	Working on Associate of Applied Science	Associate of Applied Science	Bachelor of Science
OFFICERS	12	1 ( 8%)	2 (17%)	8 (67%)	1 ( 8%)
PATROLMEN	21	1 ( 5%)	11 (52%)	9 (43%)	0 ( 0%)
DISPATCH	4	2 (50%)	0 ( 0%)	1 (25%)	1 (25%)
<b>TOTAL</b>	<b>37</b>	<b>4 (11%)</b>	<b>13 (35%)</b>	<b>18 (49%)</b>	<b>2 ( 5%)</b>

## CHAPTER VI

### ACTORS INVOLVED

In the development of any study and policy recommendations for restructuring long established fire-police service delivery systems, the actors involved in the study and their subsequent policy decisions play an extremely important role. The actors influence the direction the study takes and their interactions will often affect the implementation of any resultant proposals. Personalities were as important in the process of policy analysis in the City of Morganton as were the tangible issues of costs and effectiveness.

The City Council of the City of Morganton has traditionally been characterized as an innovator in delivery of urban services. The structure of the Council and its method of selection is probably a contributing factor to its progressive nature. Elections are on a non-partisan basis, thereby eliminating party labels. Nominations are from districts, but councilmen are voted on by the entire population. All elected representatives, therefore, represent a district but are accountable to all the citizens. Morganton is looked to generally as a progressive city with an intense amount of pride exhibited by its citizens. The City Council is a reflection of this civic pride in the progressive nature of the city. Two examples serve to illustrate this point. First, in 1972, after much deliberation, the City Council authorized the implementation of a motorized back-door pickup of residential solid waste.

The key element in this program was the purchase of seven three-wheeled vehicles with a dumpster on the back. Two of these vehicles work with a large rear-end packer in the collection system. The initial capital outlay for this program was large for a city of 16,000; however, over the three years the program has been operating, five positions have been eliminated from the sanitation department, and the City of Morganton's collection system has become a model for the State.

A second example which illustrates the progressive nature of the Morganton City Council was the construction of a new eight million gallons per day water pollution control facility. This facility was constructed with a new method of treating waste water through the use of a pure oxygen system which had just been developed by Union Carbide Corporation. At the time this facility was built, it was the first of its kind in North Carolina and the third in the United States.

Given this past history of a willingness to adopt new innovative programs, it is reasonable to assume that the City Council would be interested in alternative ways of delivering public safety services to save money and improve service. A City Council is not, however, an object in itself but is rather a collection of individuals. It is necessary to take a closer look at these individuals to gain a better understanding of the Council's role and the strategy which was used to adopt a new program. Morganton's mayor at the time the study was authorized was nearing the end of his first two-year term in office. He did not feel any political pressures and in the 1975 election, he ran unopposed. The Mayor is a well-to-do individual who runs a local insurance business and comes from one of the most prominent families in town. A major characteristic of the Mayor

is his enthusiasm and total support for any new programs which he can be convinced are in the best interest of the city. The public safety study and subsequent proposal was a program which excited him and therefore gained his unequivocal support. Oftentimes the Mayor's opinions are shaped, however, by the most powerful individual on the Council, the Mayor Pro Tem. This individual usually exercises enough power on issues to have them shaped in a manner which is acceptable to him. The Mayor Pro Tem runs a private business but has a lot of time to devote to civic matters. The Mayor Pro Tem is an individual who is extremely active in state and local organizations. It was this individual who first initiated the discussion on police-fire consolidation at the September, 1975 Finance Committee meeting which led to the authorization of a study. His support was essential due to his influence over the majority of the Council.

Two of the remaining three councilmen were "lame ducks" at the initiation of the study. Both were business executives who felt no political pressures due to their lame duck status. Both also had been involved in the initiation of other progressive programs and saw the opportunity for the City of Morganton once again to be a leader in innovative programs. Before the proposal for a Public Safety Officer Program was brought to the Council in September of 1976, two new councilmen had taken office. One new councilman was a retired businessman who had run, not on any particular issue, but mainly for something to do in his retirement since he had some general interest in municipal government. Being new, his participation was limited and he was expected to go along with the staff's recommendation. The second new councilman was very important to the study since he served with the Mayor Pro Tem on the important Finance-Personnel Committee which would review the

recommendations prior to presentation to the entire council. This councilman was a stockbroker who also ran not on particular issues but on general civic interest. Being a stockbroker, the idea of investing in a potential cost saving program was to his liking. Factual data was of utmost importance to him since he was not oriented to irrational arguments or political rhetoric.

The fifth member of the City Council, although not a part of the study, was constantly on the minds of the other actors due to his orientation to police and fire services. This particular member of the council had been a member of the Morganton fire department for thirteen years until he was not promoted to the position of fire chief to which he had aspired for many years. Because the position was denied him, the individual resigned from his job and ran for City Council on the platform of "cleaning out City Hall." Since that time a new city manager had come to the city and much of this person's bitterness toward the city organization had dissipated. The unknown factor to the actors more directly involved in the consolidation study was the reaction of a longtime fireman to a proposal which has historically been opposed by fire organizations. Even though this councilman had become a member of the governing body, he still prided himself as being a "buddy" of the working firemen and policemen, and it was feared that if the study was opposed by any employee groups, they could find a sympathetic supporter in this councilman who would be willing to take up their cause.

The City Manager of Morganton had been in his position for only two years prior to the authorization of a study. He had previous managerial experience in a small eastern North Carolina town before coming to

Morganton. Even though the City Manager was only thirty-four years old, he had been through some tough political fights. The City Manager is an extremely aggressive and highly career-motivated individual who aspires to higher goals in his profession. In the past, the City Manager had experienced problems with the Fire Chief in terms of efficiency in the operations of the fire department and in terms of a conflict of personalities due to differing managerial styles. Over two years the City Manager had developed an excellent working relationship with the City Council which was a definite advantage when it came to working on new programs. Due to the fact that the City Manager wanted to see something done with the fire department and because of his aggressive and career-motivated outlook, he was more than willing to undertake a study which could have serious political and practical problems.

In order to conduct a comprehensive public safety study within the city's own organization, the City Manager designated an administrative assistant (the author of this report) to act as the staff employee responsible for conducting and coordinating the study and to make recommendations as to possible alternatives for service delivery. This administrative assistant had been working with the City of Morganton for only three months since coming out of a Masters Program in Public Administration. Having an opportunity to take on such a project was looked on as a tremendous opportunity for a young employee who hoped that such a study would provide an excellent learning experience for future career development. Prior to completion of the study, the Administrative Assistant was promoted to Assistant City Manager. The new designation was a help in the remainder of the study and subsequent proposals since it provided for more access to the

department heads and City Council.

An individual whose favorable attitude toward a public safety study and whose support of a proposal was essential was the Chief of Police. The Chief was a native of Burke County who had been a member of the Morganton police department for twelve years working his way through the ranks until he accepted a position as an instructor at the local community college in 1967. After a ten-month stay at the college, this individual accepted the position of chief of police in 1967. During his eight years as chief of police, this young (43 years old) individual had built a professional police department with well-trained, educated personnel using modern equipment. He had been able to develop many programs by being aggressive in pursuit of Federal Grants. The Chief viewed public safety as a program which could work as long as the emphasis was on recruiting only the most qualified individuals and as long as there would not be any reductions in the level of police services. The Police Chief was not overly enthusiastic about public safety but did see some possible advantages, especially in salary adjustments for public safety officers, and was willing to work on a proposal and its subsequent implementation. With the Police Chief's high community visibility and relatively long tenure as Chief, it was essential that his support be gained for any possible policy recommendations.

While the Chief of Police took the attitude that he could make the program work if the Council should authorize it, the Fire Chief's attitude was different. The forty-seven year old Fire Chief had worked most of his life in fire service. This individual had been employed for fifteen years in a neighboring fire department while working his way through the ranks. Leaving the municipal fire service, he became a Fire Service Area Consultant

for the North Carolina Community College System. In 1970 he was appointed as fire chief for the City of Morganton. Since the Fire Chief had been involved in fire service for such a long period of time, it is easy to see why his view toward police-fire consolidation was the negative one common among firefighters. The Chief did not see how a public safety plan could work and wanted the status quo to be maintained. While opposing consolidation, he did admit to some advantages, however, and agreed to participate in the study and agreed to do all he could to make any new program work. It was much to the Fire Chief's credit that although he was personally opposed to the concept, he at no time tried to use any pressures to undermine the study. Once the plan was adopted, he was one of the more enthusiastic supporters of the new system.

Throughout the entire public safety study, rumors of what was happening and what possible proposals would be adopted floated through the rank and file of the police and fire departments. As the rumors went around, it was surprising that the greatest amount of interest came from the fire departments where a core of young firefighters were most interested in the possibility of becoming public safety officers. The greatest amount of skepticism arose among policemen. There was an attitude that they wanted to be policemen and had no desire to fight fires, unless of course, there was enough money involved.

The peculiar characteristics of all the actors involved and their interactions were without a doubt integral aspects which shaped the course of the public safety study. These actors throughout the study and implementation, while having diverse orientations, generally worked toward the development of a consolidation proposal without any organized or major attempts to undermine the process.

## CHAPTER VII

### THE STUDY

On October 9, 1975, a public safety study was authorized by the Morganton City Council. The following discussion and motion is found in the City Council's Minutes:

Public Safety Officer Program - Councilman Paschall stated that the Personnel Committee had discussed the trend to a public safety officer rather than a policeman and fireman. Other cities have such a program, whereby when new personnel are hired, they are qualified to do both police and firefighting work. They have had good results with this program. The program is good because it would allow us to pay a higher salary for a better trained man and we would be able to better utilize our personnel. He stated that he was not suggesting that the City adopt a program that would eliminate a fireman or policeman employed with the City who is not qualified for a public safety officer. The program would have to be phased in over a number of years.

Councilman Paschall moved that the City Manager be authorized to utilize the staff and his time to study the public safety officer program, and that the City Manager direct members of his staff to visit other cities that have tried this program, and report back to the City Council. It would then be up to the Council as to whether we would want to begin such a program. 9  
Upon second by Councilman Saunders, the motion passed unanimously.

Immediately following the October 9 City Council meeting, informal discussions began between the City Manager, Fire Chief, Police Chief, and the Administrative Assistant as to how they should proceed. In a memo on October 16 to the Police and Fire Chiefs, the City Manager formally asked for the cooperation of the two chiefs and also designated the Administrative Assistant as the resource person for the project. The study was outlined to

be a gathering of available information and on-site observations of existing public safety programs. The memo concluded with the City Manager expressing his hopes that the study would be handled professionally and with a positive attitude.

In late October the North Carolina League of Municipalities held its annual convention in Winston-Salem. At this convention there was a session on public safety consolidation programs currently operating in North Carolina. The panel consisted of representatives from the two cities in the state which had viable programs, Durham and Winston-Salem. In attendance at this meeting from the City of Morganton were the Mayor, three Councilmen, the City Manager and the Administrative Assistant. This program provided an orientation of the possibilities for consolidated services to the Mayor and Councilmen, and in fact, acted as a catalyst for their enthusiasm. The City of Durham also had a public safety officer and his equipment at the League meeting, and the members of the Morganton delegation spent a great deal of time with this officer ascertaining the opinions of a working officer concerning the public safety program. The timeliness of the League of Municipalities meeting, which provided the Morganton delegation with an overview of public safety programs, was definitely a positive factor when policy recommendations were made to the City Council.

During the North Carolina League of Municipalities Conference, the Administrative Assistant made arrangements with the City Manager of Winston-Salem to observe firsthand the operations of Winston's consolidated public safety department. On October 21, 1975 the Administrative Assistant spent most of a day talking with administrators of the Winston program and with actual public safety officers. Close observation was obtained by patrolling

with the officers and by talking individually to men in the fire stations. It was evident after this visit that visits to other municipalities would be most helpful in conducting a consolidation study due to the insight and information which could be gained by going into the field and discussing programs with the individuals who must make these programs work.

After returning from Winston-Salem, plans were made for a delegation from Morganton to spend two days in Durham gathering information and observing their public safety officer program. It was planned to include in this trip the City Manager, Administrative Assistant, Fire Chief, Police Chief, City Planner, and Police Planning Officer. During the two days in Durham information was obtained from the administration of their public safety program, the fire department, and the police department. A great amount of time was spent in Durham's training division where much was learned about the type of individual who could perform as a public safety officer, the amount of necessary rookie training and the amount of in-service training which was needed to develop the skills of individuals to be able to proficiently perform dual police-fire functions. The remainder of the time in Durham was spent by riding with public safety officers and observing firsthand their operations while soliciting their candid opinions of Durham's program.

The two trips to Winston-Salem and Durham had provided valuable information on how consolidated departments could function and it also provided information on possible pitfalls of such programs. It was then necessary to begin taking a hard look at Morganton's situation and developing policy recommendations. Since input from both the police and fire chiefs was believed to be a necessity due to their technical expertise and their

importance in implementation, the City Manager wanted to encourage their participation. On November 19, 1975 the City Manager wrote a memo to the two chiefs asking for their cooperation and outlining his desires for their professional input. This memo was very important in that it was to set the mood of the study with its twofold purpose. One purpose was to subtly express the importance of the study while trying to develop a positive attitude of the chiefs. The memo read as follows:

.....I am very pleased with your interest and positive attitude in this regard. You are well acquainted with the City Council's broad interest. I am certain that their interest can be implemented by a truly meaningful program. It is indeed refreshing that your views transcend traditional lines of fire and police services. It has become quite apparent in recent years, and will be even more so in the future, that a new approach is desirable from an economic and effectiveness standpoint.....

10

The second purpose of the City Manager's memo was to give some assumptions to be used and certain perimeters to be worked within, which he did by saying:

.....please assume that all personnel in both departments are willing to participate in the program. One of the major emphasis should be with the fire suppression capability as opposed to our fire rating. I feel confident from preliminary information that this poses no real threat to jeopardize our rating.....

Please do not initially overconcern yourself with finances. Even though initial outlay may appear to be sizable, by and large it is a capital outlay and does not recur with the frequency of operating costs.....

11

At present no additional personnel should be considered.

Even with encouragement and many attempts at persuasion the role of the two chiefs evolved into positions of delineating, what came to be known as "what ifs" or all the possible problems and negative aspects of consolidation (Appendix A). It must be said, however, that many problems which were articulated by the chiefs needed to be addressed and that even with their

less than positive attitude they at no time tried to use any pressure to undermine the study. It did remain, however, with other city staff to gather data and develop a proposal for a public safety officer program.

With the police and fire chiefs working on their individual studies and position papers, it was necessary to begin reviewing other sources of information. The first such area of research was a review of the available literature on consolidated police-fire functions. It was in this one area where a great amount of frustration was experienced due to the general absence of any literature on public safety. Much had been written on the individual functions and especially in the area of police services, but there was little to be found on consolidation (See Bibliography). The one definitive source which did prove to be useful was a 1970 work, The New Era of Public Safety by Harry W. More, Jr. The only other literature which could be found was in the form of Management Information Service Reports of the International City Management Association. These works, however, usually took the form of general case studies of larger cities. After reviewing the available literature it became evident that even though More's work was extremely valuable, other sources of information had to be tapped in order to provide background information for Morganton's study.

On November 16, 1975 a request for information was sent to various municipalities outside of North Carolina which were believed to have some form of consolidated police-fire services. It was hoped that the City of Morganton could benefit from the experiences of other cities across the United States. Visits to North Carolina cities had proved to be of great value in beginning the public safety study but visits to other cities some distance from Morganton were prohibitive due to the costs involved. Any information

which these municipalities could provide was requested. Seven municipalities responded (See Bibliography) mostly with brief letters containing a general overview of how their departments were organized. The cities of Oak Park, Michigan, and Sunnyvale, California, however, provided in-depth studies of their particular public safety departments. Both cities are large cities (approximately 50,000 and 100,000 population) and their situations were not particularly analogous to Morganton's situation. It can be said that no particular policy recommendations came directly from literature provided by other cities. However, this input stimulated thought on possible organizational arrangements which Morganton could utilize. In general, most information provided by other cities was information on organizational structures and not on operations, costs, implementation problems, and other issues which were essential to Morganton's study.

Consultations were important elements in arriving at policy recommendations in Morganton. Internal consultations among all the actors, excepting the rank and file in the police and fire departments, were conducted throughout the study. However, of great value to Morganton were consultations among city staff and outside experts in the field of public safety. While Morganton had decided to conduct a study using city staff instead of contracting with a consulting firm, it was believed that discussions were needed with individuals who had some experience in consolidated services. Assistance was given by city managers, public safety directors, the staff of the North Carolina League of Municipalities, the staff of the Institute of Government, members of the Political Science Department of the University of North Carolina and the staff of the International City Management Association (See Bibliography). These discussions were utilized as sources of

new information and as sounding boards for initial program concepts. All individuals consulted added much to Morganton's final program through their years of experience and expertise in the field of municipal government and public safety services.

A considerable amount of background information had been assembled at this point in the study, but it mainly dealt with either general concepts or particular programs of other cities. It was necessary at this time to take a close look at Morganton's situation in order to prepare final policy recommendations. The first area which would be examined was the area of police and fire operations. These operational reviews took the form initially of attempting to determine exactly how police officers and firemen spent their time. In police work, since employees work eight-hour shifts, and the majority of time is spent on preventive patrol, it was difficult to ascertain accurate time utilization studies. In the fire department, however, these operational studies were very significant since firemen work twenty-four hour shifts and have a large amount of unproductive time. Statistics of the time of day when fires and police calls occurred were gathered in order to help determine possible times of heavy work load for both functions. Finally, in the operational study, maps of the city of Morganton were utilized to pinpoint the locations of fires, and police calls in order to better deploy public safety officers.

Any program developed for police-fire consolidation cannot be instituted with data but must be instituted by available personnel. The city of Morganton's work force was the next area of study. Information had to be obtained as to the number of personnel per shift, the number of personnel needed to drive fire trucks to a fire scene, the number of police officers

needed to patrol the city during a major fire, and many other areas of manpower concerns. There was also a much needed analysis of Morganton's work force of an intangible nature. Given that a proposal could not include any additional personnel, it had to be anticipated how existing personnel would react to consolidation functions, how many volunteers could be expected, and what type of incentives would be necessary to encourage volunteering.

To begin with, the public safety study was conducted without any considerations of initial costs. It was anticipated, however, that over the long term, cost savings were possible and also that at the initiation of the program, large amounts of funds would be necessary for salaries, equipment, training, etc. As time passed, cost savings was not the primary reason for consolidated services but rather service advantages, making firemen more productive, and fully utilizing employees' abilities became primary considerations. There was a cost consideration, however, for the initial proposal, in that a certain sum of money had been found which could be allocated to the implementation of a new program. The final proposal, therefore, had to be worked within given cost limitations.

## CHAPTER VIII

### FINDINGS

After reviewing the available literature on police-fire consolidation, studying other cities' programs, and consulting with experts in the field, one crucial finding came about; consolidation could work. In this regard it was found that a public safety officer could be proficient in both police and fire duties. It became apparent that it was often all too easy to underestimate the abilities of municipalities' personnel. Most of the "what ifs" which opponents of consolidation fear never come about. Rarely, if ever, do a major crime and a major fire occur at the same time. Departments are also able to find adequate training time. These reviews further emphasized that the basic concept of a public safety officer was sound. Most cities that had such a program had never abandoned the program due to serious flaws in the concept. The lesson to be learned from other cities was that opposition could be expected especially from the fire department since consolidation was such a radical departure from the traditional structure. Almost universally where a consolidation proposal was defeated or a program abandoned in a municipality, it was due to pressure from organized employee groups and politicians being influenced enough to voice their opposition. If Morganton was to learn anything from this portion of the study, it was that consolidation was a structurally sound program but that the implementation plan was extremely important. It would be necessary to gain support from employees and not to cause organized opposition. The

final proposal could not be threatening to the employees, but must be attractive by using tangible incentives and assurances that no employee would be forced into the program or would lose employment with the city due to the adoption of a consolidation program.

The findings of the study in the area of operations revealed the available time for additional duties and the general areas of deployment of manpower. It was discovered that approximately one-third of a police officer's time was actually being spent answering calls for service. The great majority of officers' time was spent on preventive patrol where an officer could become cognizant of fire hazards and be prepared to fight fires. It was already routine to dispatch patrol cars to fire scenes. In the fire department less than 2% of firemen's time was found to be spent actually fighting fires and in fact approximately 60% of their time could be classified as unproductive (Table X). If a program could be developed to better utilize the time of employees in public safety, a distinct advantage would accrue.

Fire operations were analyzed in other areas and this proved to be revealing. It was determined that 49% of the calls answered by the fire department were either false alarm, standby, or nonfire rescue.<sup>12</sup> Further data revealed 42% of all calls were for either grass or car fires.<sup>13</sup>

These calls combined with smoke scares, and other small fires, accounted for approximately 98% of all calls which were being taken care of by a single pumper truck. In the fiscal year 1975-1976 only fifteen fires out of 285 calls in the city of Morganton had over \$500 worth of damages, and four of these were car fires.<sup>14</sup> These findings indicated that certain advantages could accrue by having a public safety officer patrolling in a specific area in a car equipped for firefighting. It was reasonable to assume that

many of the car, grass, and other small fires could be put out by the extinguishers each patrol car was equipped with. In those cases where a false alarm had been sounded a public safety officer could alert the fire apparatus therefore saving the running of a heavy piece of equipment.

Maps of the City of Morganton were used to plot fire and police calls in order to facilitate effective utilization of personnel (Appendix B).

It was known that there would be a limited number of public safety officers initially so their deployment was essential to effect the hoped-for service advantages. This plotting of calls showed that most calls for public safety services were in the central portion of town. Based on this data it was decided to create an expanded central business district beat to be patrolled by a public safety officer. Additional public safety officers would be patrolling the remainder of the city which was divided in half into east and west side district beats.

Organizational studies of other municipalities showed that most consolidated public safety programs had a public safety director. This director was responsible for both fire and police departments and normally had a chief or other ranking officer working for him in each functional area. After reviewing Morganton's organizational needs, it was decided to maintain dual supervision through the police and fire chiefs for two primary reasons. First, Morganton is a small city with much smaller police and fire departments than other cities studied. It was believed that a "super department head" was not needed due to size and monetary considerations. Since Morganton currently had two chiefs, it would be expensive and unnecessary to create an additional costly position when the operations of a small number of men could be supervised by police and fire personnel.

A second consideration for maintaining dual supervision was morale. It was felt that by hiring a director to supervise two existing chiefs or by promoting one of them, morale problems would certainly arise. The Public Safety Officer Program was new and needed all the possible support it could receive and did not need any actions which could prove to be divisive. The alternative was to make both chiefs feel the program was their program and that it was their responsibility to supervise the public safety officers when they were assigned to either the police or fire department.

On an operational basis, supervision was retained with the police sergeants and lieutenants and the fire lieutenants and captains. When public safety officers are performing police functions, they are responsible to police supervisors and when performing fire functions, they are responsible to fire supervisors. This arrangement was utilized to take advantage of experienced supervisors in both departments who were not interested in becoming public safety officers. Additionally, by maintaining a cadre of firemen on twenty-four hour shifts, supervision was needed in both police and fire functions.

The findings of the manpower study provided for the most discussion during completion of the proposal. Fire fighting requires that enough men remain in the station to drive the apparatus, direct the fire fighting, and at least on the first pumper have a fire fighter present. Shifts had two officers, five drivers and two to three fire fighters. It was decided that since officers and drivers needed to remain in the fire station, existing fire fighters would be encouraged to apply for public safety officer positions. These officers would therefore be the fire department's

fire fighters when a call for service was received.

A determination had to be made in the course of the study as to whether or not twenty-four hour shifts would be maintained in the fire department. It was decided that twenty-hour shifts should be maintained since a public safety officer program itself was a controversial concept with firemen; therefore, changing from their preferred twenty-four hour shifts to eight-hour shifts could possibly cause an uprising in the fire department. Further study of this issue revealed that parity in pay with the police department would have to be given to firemen should eight-hour shifts be adopted. This would have taken a considerable amount of money without any noticeable benefits such as increased productivity or training.

The police department's need was simply to have ample public safety officers on duty so that if a large fire should occur enough officers would remain on non-fire duties to provide police protection for the remainder of the city. The police department therefore desired a large number of public safety officer recruits to come from the fire department. The key for meeting the needs of both departments was to find the proper mix of fire and police volunteers which would keep an adequate number of personnel in the fire station while at the same time deploying a large enough contingent of public safety officers working eight-hour shifts to be able to fight fires and to cover the city with police protection. All of this had to be done with existing personnel.

Manpower studies further showed that the possibilities of support for a new public safety program by the employees of Morganton was excellent. As alluded to earlier (Tables XI and XII), members of the police and fire

departments were young and well-educated. These factors would, it was hoped, preclude any organized opposition which usually comes against consolidation from "old timers" who have nowhere to go in a department. Recent competition for promotions had been fierce and a means for career development was badly needed. As is usually the case, this type of individual also is constantly looking for more compensation for his services and monetary inducements were believed to be extremely effective in obtaining volunteers.

Throughout the study, employees learned of the possibility of consolidation. Surprisingly, the employees, especially young firemen, began talking very favorably of such a program. Rumors floated around the city organization that many firemen were ready to volunteer. This informal information was crucial in trying to determine the possible number of volunteers, and it was crucial to the final adoption since this point could be conveyed to the City Council's Finance Committee who had the responsibility of reviewing and recommending action to the entire City Council.

Cost estimates revealed that a substantial amount of money (\$35,000) would have to be spent to begin a Public Safety Officer Program. The majority of the funds would have to be expended on equipment and salary increases (Table XIII) while the remainder of the funds would be expended on such items as training and uniforms. There was a potential, however, for long term cost savings in that population increases or annexations would dictate increases in personnel. Under a consolidation plan one employee could be hired instead of two for police and fire duties. The need for more fire fighters was expected to increase because the City Council had prohibited the addition of any new volunteer firemen. As a

TABLE XIII

## SALARY COMPARISONS

Grade	Salary Range		Classification
	Minimum	Maximum	
8	\$ 7,120	\$ 9,086	Firefighter I
10	\$ 7,840	\$10,002	Firefighter II Police Officer I
12	\$ 8,649	11,029	Police Officer II Public Safety Officer

number of volunteers would leave, full time paid personnel were being hired. A public safety officer could be hired, thereby additionally benefiting police services. Even with the short term costs it was believed that if nothing else, simply increasing the productive time of police and fire personnel would provide a cost advantage over the present service delivery system.

## CHAPTER IX

### ADOPTION

At a meeting of the Morganton City Council on August 2, 1976, a Public Safety Officer Program was formally adopted on a three to one vote (Appendix C). This program provided for six positions from the fire department and six positions from the police department being reclassified as public safety officer positions. These positions would be filled by existing personnel with six employees coming from each department. Total available police personnel on each of the four police shifts would therefore increase from 4.75 men per shift to 6.25 men per shift. Total available fire personnel would likewise increase on each of the three fire shifts from 7.33 men per shift to 9.33 men per shift (Table XIV). All public safety officers would be extensively trained in both police and fire services and would work the regular police eight-hour shift. Additional compensation was granted on a sliding scale equal to that of Patrolman II with the exact salary determined by number of years worked with the city. The total budget called for an initial expenditure of \$35,000 (Appendix D).

The adoption of the Public Safety Officer Program came about after much strategy had been employed. It was felt that due to the volatile situation which might occur, the study needed to be conducted as unobtrusively as possible. Information was not made public or shared with city employees other than those conducting the study. Due to the relationship of one councilman to the police and fire departments, it was important not to share

## TABLE XIV

## MANPOWER

## REALLOCATION OF POSITIONS

	<u>Police Department</u>		<u>Fire Department</u>	
	<u>Patrolmen</u>	<u>P.S.O.'s</u>	<u>Firefighters</u>	<u>P.S.O.'s</u>
Prior to P.S.O. Program	19	-	22	-
Initial Program (Aug. 1976)	13	6	16	6

## AVAILABLE PERSONNEL

	<u>Police Department</u>		<u>Fire Department</u>		
	<u>Total</u>	<u>Per Shift</u>	<u>Total</u>	<u>In Station</u>	<u>Per Shift</u> <u>Total</u>
Prior to P.S.O. Program	19	4.75	22	7.33	7.33
Initial Program (Aug. 1976)	25	6.25	28	5.33	9.33

information even with the entire council until it was absolutely necessary. The City of Morganton generally receives good press from the local media, but participants were not sure how a radical departure from the status quo which necessitated a large sum of money would strike the press. Too often political rhetoric had defeated proposals in other municipalities before the program was given a chance and, therefore, there was an attempt in Morganton to avert such a damaging situation.

Unfortunately, finalization of the consolidation study and its consideration was postponed numerous times due to the fact that it coincided with preparation of the 1976-77 annual budget. It took from October of 1975 to August of 1976 to have a proposal adopted. The timing of the final passage was significant, however, since there were three vacancies in the fire department. Turnover in this department was practically nonexistent so vacancies were rare. It could not be accurately anticipated as to how many qualified recruits would come from the fire department, but with vacancies, if there were not six qualified recruits, new employees could be hired for public safety positions. With these recent vacancies the fire department was short of personnel and therefore the timing of passage was crucial.

A final strategy in passage was the belief that once the proposal was made public, it was necessary to act quickly to implement a program. If a program was introduced and postponed, there was the chance of some form of organized political opposition arising. In order to expedite the political process, copies of the proposal were presented to each member of the entire council following the Personnel-Finance Committee's approval. City staff then individually discussed the program and the necessity of

passage on first reading with all but one councilman. The one councilman who did not make himself available was the one who possibly could take opposition to the program because of his past relationship with the fire department. In the individual discussions with all of the other councilmen their support was given and an understanding was reached as to the importance of passage at the next City Council meeting. It was generally agreed that although they did not like split votes, they would bring the issue to a vote and pass it regardless of the disposition of the one uncertain councilman.

Immediately following adoption, all personnel in the police and fire departments were brought together to explain fully the program and to allow for all questions which employees had to be answered. Assurances were given that no employee would lose his job or would be forced into the program and any employee selected as a public safety officer could move into a supervisor's position in either department. After these meetings, applications were taken. One assumption of the study held true. There was a great amount of interest within the police and fire departments. There were thirteen applications from the fire department for the six positions allotted to that department and fourteen applications from the police department for their six positions.

Selection of the twelve public safety officers was done by the Police Chief, Fire Chief, and Assistant City Manager acting as a selection committee. Evaluations, training, recommendations of supervisors, and personal interviews were the tools used by the selection committee to make their choices. The twelve who were promoted to public safety officers proved to be the young, well-educated employees (Table XV). They were most certainly influenced into becoming public safety officers by salary

TABLE XV

PUBLIC SAFETY OFFICERS PROFILES

AVERAGE AGE: 27.33

EDUCATION:

<u>Level</u>	<u>Number</u>
High School	5
Working on Associate of Applied Science	3
Associate of Applied Science	3
Bachelor of Science	1

AVERAGE YEARS OF PRIOR SERVICE

<u>Department</u>	<u>Average Years of Service</u>
Patrolman I	1.81
Patrolman II	4.14
Firefighter I	1.74
Firefighter II	5.42
Total	2.66

PRIOR POSITIONS:

<u>Position</u>	<u>Number</u>
Patrolman I	3
Patrolman II	3
Firefighter I	5
Firefighter II	1
Total	12

SALARY INCREASES:

<u>Prior Position</u>	<u>Average Percent Increase</u>
Patrolman I	10.16%
Patrolman II	11.92%
Firefighter I	28.13%
Firefighter II	21.73%
Total	19.08%

increases; however, they were enthusiastic about beginning their new duties. Recruits from the fire department were enrolled in a week basic school at Western Piedmont Community College. Recruits from the police department received one week of training at the Morganton fire department followed by two weeks at a fire school in Wilson, North Carolina. Following this training, in which all new recruits excelled, Morganton's Public Safety Officer Program officially began operations on October 25, 1976.

## CHAPTER X

### SUMMARY

Many factors were involved within the organization of the City of Morganton and within its rationale for a public safety study. The progressive nature of the Morganton City Council and the youthful and well-educated police and fire departments were characteristics which facilitated a partial consolidation of public safety services. Service advantages were emphasized more than cost savings as a rationale for change. Because of this attitude the program was much easier to sell with the public and with existing employees. Several other lessons were also learned in Morganton.

Any study of service consolidation in a municipality should begin with reviews of the literature and with a look at what other municipalities have done or are doing. This portion of a study is needed but is very limited and is not the most critical area. A comprehensive study of the municipalities' own operations, manpower, costs, and political environment is essential.

A final characteristic of the Morganton plan was that it implemented a Public Safety Officer Program and not a plan for complete consolidation of the two departments. The proposal was short-range and did not have such features as five-year goals or plans. It was also a broad general proposal which allowed for administrative details to be worked out by the actors involved as the program was to progress. In the final analysis, the

proposal for a Public Safety Officer Program which was adopted by the City of Morganton may be the type other municipalities need to look to, in that it is a flexible and dynamic program much like the very nature of our modern cities.

## CHAPTER XI

### EPILOGUE

In the year and a half since the initial consolidation program was adopted, at least one basic assumption of the study has proved to be correct. Morganton's Public Safety Officer Program has been dynamic and flexible as evidenced by two expansions of the program with one coming about as the result of a City Council study.

Shortly after public safety officers became operational in October of 1976, it became apparent that it would be desirable to expand the program. Three officers per shift simply were not enough to cover the entire city, given that vacation, sick leave, and court time had to be taken. Morale began to be a problem from the standpoint that many individuals in each department were very anxious to become public safety officers. All indications were that the program had been successful through its first two months, and no major opposition had arisen. The program was well received by the public due mainly to initial performance of public safety personnel and the excellent exposure given the program by the press (Appendix E).

In January of 1977, a recommendation was formulated by staff and discussed with the City Council's Finance and Personnel Committee. The recommendation was to increase the number of public safety officers from twelve to twenty with seven positions being reallocated from existing police positions and one position being reallocated from the fire department.

This recommendation justified the expansion by delineating the success of the program and the necessity of moving forward at that point in time (Appendix F). It was unfortunate that the proposal only allowed for one additional fire position; however, it was felt all other fire personnel needed to remain in the station to drive trucks to the fire.

At the February 7, 1977 City Council meeting, the staff's proposal was adopted unanimously and the program was expanded. In much the same nature as in the initial recruiting process, ample applications were received from existing fire and police personnel. Fourteen applications were received for the one fire position and thirteen applications were received for the seven police positions. Following a selection process similar to the process used at the onset of the program, eight new public safety officers were selected with one being the first female in the program.

No major problems occurred, with the possible exception of not enough training time, until June of 1977 when a city councilman, who had originally voted against consolidation, called for a City Council investigation of the program due to morale problems he had heard of. The Mayor referred the matter to the Finance and Personnel Committee for study. This committee undertook an intensive study. It interviewed public safety officers, policemen, firemen, and the councilman who called for the investigation. The findings of the committee were that the program did work and that it should not be abandoned. They did suggest returning two dissatisfied public safety officers to the fire department, more direct involvement by the City Manager, and the creation of three additional positions. The three new positions would allow the public safety officers who were formerly firemen and were

dissatisfied with working rotating eight-hour shifts to return to the fire department. This would provide for more personnel in the fire station at all times. This recommendation came about due to the efforts of the fire chief who said he could not operate with only drivers and officers, but also needed a tailboard man on the first piece of apparatus out of the station.

Following presentation of their findings, the Finance and Personnel Committee worked closely with city staff in developing specific recommendations for improving the program and presented them at the October 3, 1977 City Council meeting (Appendix G). The City Council unanimously approved the Finance and Personnel Committee's recommendations with even the city councilman who called for the investigation voting for the new expansion.

As implemented these changes involved creating two new fire fighter positions and one public safety officer position. In addition, one existing fire fighter position and two existing police officer positions were reallocated as public safety officers thereby bringing the total number of public safety officers to twenty-four (Table XVI). Fire department manpower in the station was also supplemented with four public safety officers. Four public safety officers are now rotated into the station each month to work on regular fire department twenty-four hour shifts. This schedule means that once every six months a public safety officer spends a month training and working side by side with firemen at the station. It is hoped that this arrangement will provide for more training time and help develop some esprit de corps with the fire personnel. The latter has been a problem since the majority of public safety officer's time is spent in police work.

In accordance with the original premise that Morganton's program would be flexible, meetings were held periodically with all employees affected by

TABLE XVI

## MANPOWER

## REALLOCATION OF POSITIONS

	<u>Police Department</u>		<u>Fire Department</u>	
	<u>Patrolmen</u>	<u>P.S.O.'s</u>	<u>Firefighters</u>	<u>P.S.O.'s</u>
Prior to P.S.O. Program	19	-	22	-
Initial Program (Aug. 1976)	13	6	16	6
January, 1977 Expansion	6	13	15	7
October, 1977 Expansion	4	15	16 (1 new position)	9 (2 new positions)

## AVAILABLE PERSONNEL

	<u>Police Department</u>		<u>Fire Department</u>		
	<u>Total</u>	<u>Per Shift</u>	<u>Total</u>	<u>In Station</u>	<u>Per Shift Total</u>
Prior to P.S.O. Program	19	4.75	22	7.33	7.33
Initial Program (Aug. 1976)	25	6.25	28	5.33	9.33
January, 1977 Expansion	26	6.50	35	5.00	11.66
October, 1977 Expansion	28	7.00	40	5.33	13.33
January, 1978 Rotation and Training	28	6.00	40	6.66	13.33

consolidation. These meetings proved to be of great value in Morganton since working public safety officers could provide much information on deployment patterns, needed equipment and desirable policy. Supervisors in the police and fire departments meeting together were able to work out many problems before they occurred in the field. Because much has been accomplished in joint work sessions, we plan to continue them.

At this point there appear to be no major obstacles in our path and public safety should continue to improve in operation. As has been evidenced in the past year and a half, consolidated services do work in a small community. As problems occur, the City of Morganton will take the necessary steps to insure continued success of this program.

MEMORANDUM

TO: Assistant City Manager

FROM: Chief of Police

SUBJECT: Public Safety

As we approach a decision on whether or not to implement public safety officers, I am concerned about the following:

1. Will public safety officers be as efficient as the present system? At present we have one of the lowest crime rates of any city of comparable size in North Carolina. I am aware that we must look at both economy and efficiency as this decision is made.
2. Dual supervision of public safety officers could present a problem. In addition to who the officer is responsible to at a specific time, vacation, days off, and training will have to be very closely coordinated among police, fire and public safety officers.
3. Can we afford to train public safety officers enough to keep them efficient in both fields?
4. How will police safety be provided during a serious fire? Will public safety officers be required to answer fire alarms and if so, how will you handle people on night shifts, etc.?
5. First line supervisors will not be public safety officers. When disciplinary action is required, evaluations, or merit raises, how will a supervisor, not trained in public safety, evaluate and discipline these people?
6. It is my opinion that if this program is going to work, we must have enough experienced people to volunteer for the program to start. If experienced volunteers are not available, we could find ourselves with all rookie public safety officers.
7. Some firemen who volunteer for the program might not be able to pass state standards for police officers which will be required.
8. Fire contracts with industries and institutions outside the city could take public safety officers out of the city for an extended period of time.
9. Would public safety officers be required to respond in a situation where the Morganton Fire Department was requested to give needed aid to another fire department?

## APPENDIX A

MEMORANDUM

TO: Assistant City Manager

FROM: Fire Chief

SUBJECT: Public Safety

I have looked at every possible aspect to make the P.S.O. concept work with the existing personnel. There are fifty-three men in both the police and fire departments that could be considered. However, the fifty-three would have to be divided into four shifts, mainly the twenty-seven that are firemen, which would give us only thirteen men per shift to cover both departments. The very minimum that the fire department could get by with would be six per shift, and likewise with the police department, which would take twelve men per shift for the two departments with one swing man. In order to keep one man on duty around the clock, it will take five men, so by this alone you can see that it would take sixty men to keep twelve men on duty around the clock. We have only fifty-three to work with at present, so you can readily see that we do not have adequate manpower to put such a program into operation at the present time.

I have looked at the P.S.O. concept from the angle of putting six of our men on eight-hour shifts, which would give us one man per eight-hour shift with two swing men. This concept would allow trained drivers to be on duty , working twenty-four on and forty-eight off, with the six working eight-hour shifts. With this concept, however, the drivers could not take vacations and holidays, and if they did, we would have to pull a P.S.O. off the street. As you know, we have five first line pumpers that must be manned at all times. With the five drivers, I would want one officer to be stationed at headquarters. There would be no officer for the Carbon City Station, only two drivers.

Another aspect we must consider is would all the men that would be eligible for P.S.O. be trainable to handle a fire truck, to pump the right pressures, to shift the gears, etc.? There is no comparison with a car versus truck. We have men now who do not have the coordination to function under emergency conditions as a pump operator, but they make good fire fighters. The morale of this department is good, the turnover has been low, and I would not want to interrupt the team efforts for change sake alone.

Another problem we would be faced with is the outside fire protection we are responsible for. These P.S.O.s would be required to respond. This would take car and driver out of town, and I am afraid this would cause

## APPENDIX A (Continued)

problems because four of the P.S.O.s would respond, leaving only two to cover the City, which, I am sure you would agree, would not be adequate.

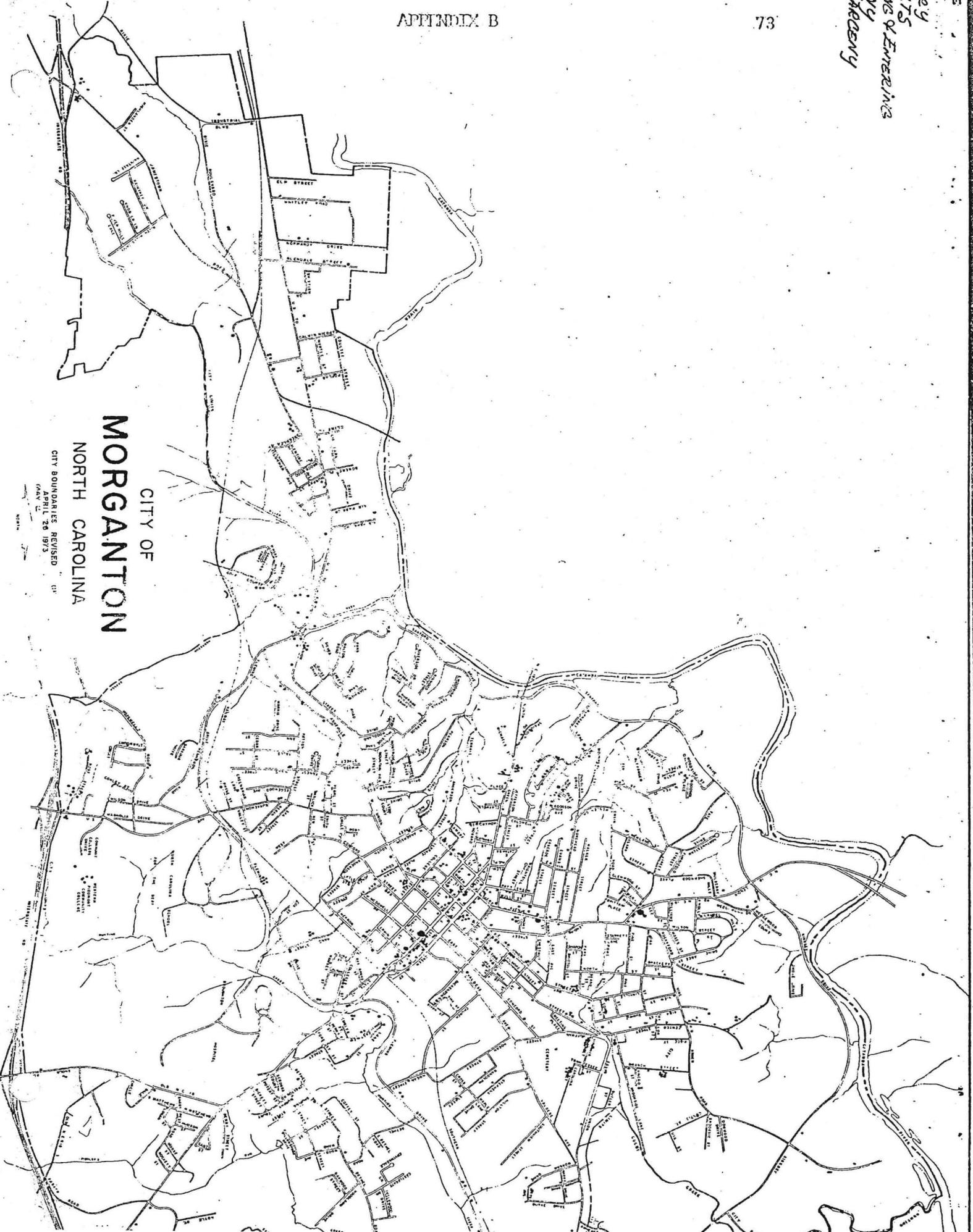
If in 1977 the law is passed, we will be required to reduce the working hours from 216 hours in a 27-day work period to 200 hours. This we can handle with no sweat. This could be done by letting a man off each day at 4:00 p.m. This way no overtime would accumulate. We have the resources to make a program work, but with no more men than we have, there is too much left to chance. I am trying to build - not tear down.

To hire nine men for an additional shift would cost the taxpayer some \$67,000 at the rate of pay for P.S.O., not counting equipment, training, and uniforms. As we are now, and if there was overtime to pay, the cost to the taxpayer would be somewhere around \$68,000. Now these are all ball park figures and could be more or less. We now depend on the firemen working on their off time to compensate their salary, and with an eight-hour shift, this could not be done.

Should you and the Council desire to initiate the P.S.O. we would make it work some way. It would be my recommendation to have each department as they are now, and as we hire new people, train them to be P.S.O.s along with those we could spare who are now on the force. In this way we could work into the program without breaking the team effect, which we now have, and keep the morale high and the turnover low.

3820 y  
RAULTS  
TRADING & ENTERPRISES  
AGENCY  
O'LEARNY

APPENDIX B



**MORGANTON**

CITY OF

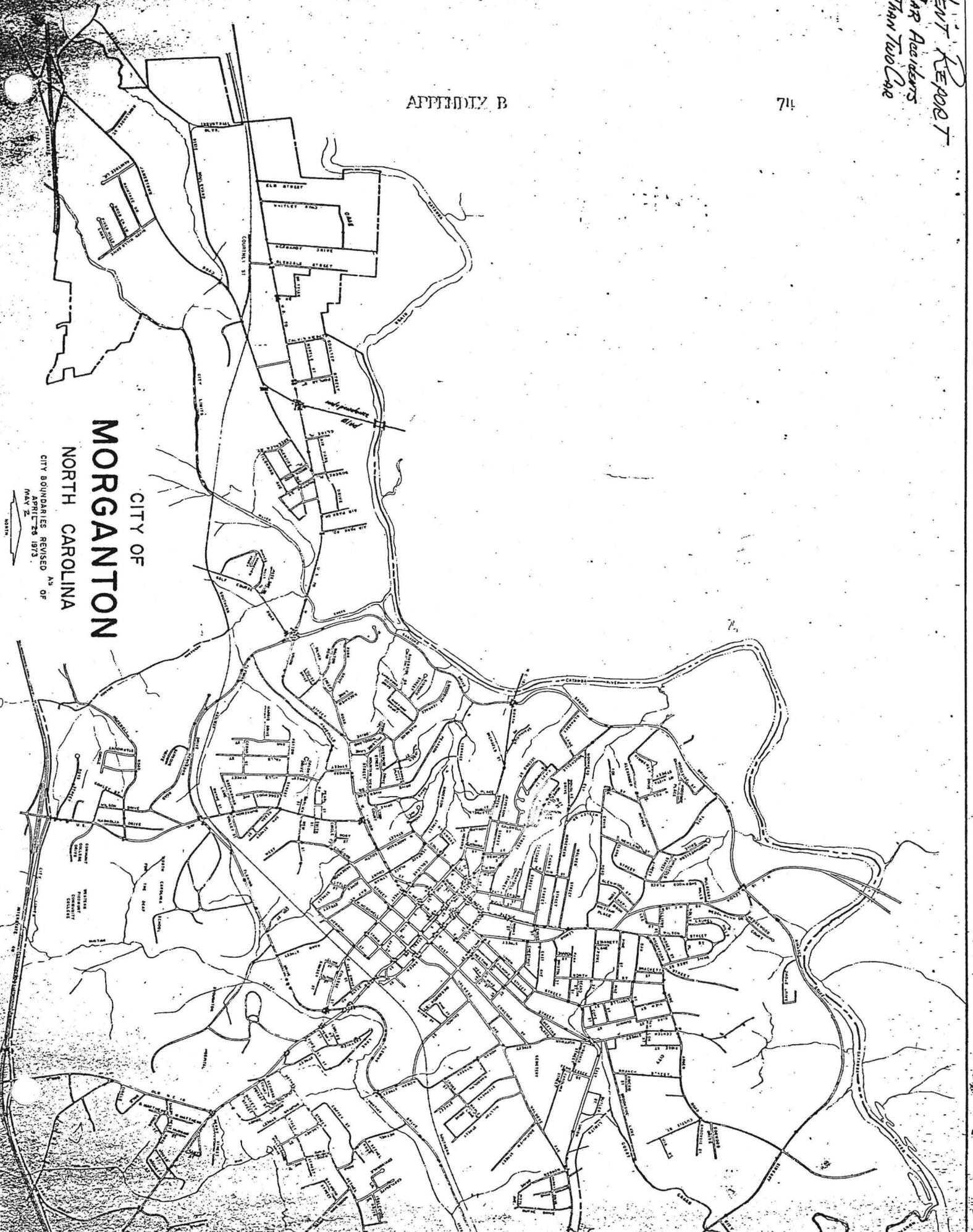
NORTH CAROLINA

CITY BOUNDARIES REVISED  
APRIL 20 1973

MAY 1973

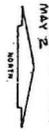
*IDENT REPORT  
12 CAR Accidents  
see than two case*

APPENDIX B



**CITY OF  
MORGANTON  
NORTH CAROLINA**

CITY BOUNDARIES REVISED AS OF  
MAY 2, 1973



REPLACES OLD VERSION

# MORGANTON

CITY OF NORTH CAROLINA

CITY OF

CITY BOUNDARIES REVISED

APRIL 26 1973

MAY 22

SCALE



ADOPTION OF PUBLIC SAFETY OFFICER PROGRAM  
AUGUST 2, 1976

(B) Report on Public Safety Officer Program - The Manager stated that Doug Bean had prepared a report on the Public Safety Officer Program. The program will offer better public safety service to the citizens, particularly in regard to long-range planning. It is most economical from a service standpoint, especially with future cost in mind. This will take advantage of the talented personnel we have in both Police and Fire Departments. As the community grows, this program can address itself to needs for services. In the fall of 1975, the City Council directed that this program be reviewed. It is now recommended by the Personnel and Finance Committees, the Assistant City Manager, the Fire and Police Chiefs, and the City Manager. The program would be a joint venture of both Fire and Police Departments. The report is an overall plan, with the program to be implemented and details to be worked out administratively. The program is flexible and will be implemented based on needs and City personnel.

Doug Bean stated that he visited Durham, which has a Public Safety Officer Program. He rode with a Public Safety Officer and talked with new recruits and other people. He found from contacts with public safety officers that they have a lot of pride in the program and are big advocates of the program. They are proud of their ability to handle both jobs successfully.

Councilman Saunders stated that he only received the report on Thursday. He read it last night. He had not studied it and did not know enough about this program to vote on it tonight.

Councilman Lambeth stated that it is important that we proceed tonight in order to give both chiefs an opportunity to begin staffing for the program.

The Mayor stated that the proposal calls for 12 men - 6 from the Police Department and 6 from the Fire Department, and one car for the program for this fiscal year.

The City Manager stated that funds are available in this fiscal year for the additional capital outlay for the program.

Councilman Lambeth moved that the City Council adopt the concept of the Public Safety Officer Program and instruct the City Manager to proceed with carrying out the program immediately. Councilman Turner seconded the motion, and it carried, with Councilman Saunders voting no.

PROPOSAL FOR A PUBLIC SAFETY PROGRAM  
FOR THE CITY OF MORGANTON

Pressures on a modern city like Morganton for municipal services will normally take two primary forms. The function of public safety is no different than any other function within a city in that these pressures of, one, maintaining a high quality of service and, two, holding costs to a reasonable level are present. It is the task of city officials to develop programs which will deal with these pressures which often are contradictory in nature.

It is in the spirit of developing programs to maintain quality services at reasonable costs that we present herewith our program for a partial consolidation of police and fire duties into a Public Safety Officer Program. Our specific program is as follows:

1. Six positions from the Fire Department and six positions from the Police Department will be redesignated as Public Safety Officer I.
2. These positions will be filled by:
  - a. Competitive selection from fire and police volunteers.
  - b. New hires from the five current vacancies in the Fire and Police Departments.
  - c. An equal number of six volunteers and/or new hires from each department.
3. The twelve Public Safety Officers will be trained extensively in both fire and police duties and minimally in first aid. (See Appendix A)
4. Public Safety Officers will work regular eight-hour police shifts under the direction of the Chief of Police and will operate on police patrol until a fire alarm is sounded and then will immediately proceed to the fire and undertake firefighting duties under the direction of the Fire Chief.
5. Training time will be provided for extensive in-service fire and police training.

6. For approximately one year, Public Safety Officers will ride two to a car so that an experienced firefighter and an experienced patrolman can be "teamed" together, thereby providing an opportunity for additional on the job training.
7. An initial capital outlay will have to be made for salary increases, one additional patrol car, miscellaneous equipment, training, etc. (See Appendix B for Cost Analysis.)
8. Civilian employees will voluntarily be trained in traffic control and communications to augment existing forces on an emergency basis.
9. The program will be a pilot program and may be expanded or reduced as slowly or rapidly as we see fit.

The primary objectives of the proposed Public Safety Program are to provide for better public safety services at economical costs and to provide our personnel with an opportunity for professional development.

Better service, we believe, can be delivered through this Public Safety Program since on duty strength of both police and fire will be increased. With twelve men on the P.S.O. (Public Safety Officer) program, three men will be assigned to each of four shifts. The Police Department will have additional patrol coverage for each fireman who is now a P.S.O. on a particular shift. The Fire Department will have additional firefighters for each police officer who is now a P.S.O. on a particular shift. Under our existing departments, in order to increase manpower around the clock by one, it would be necessary to hire three men in the Fire Department and four men in the Police Department.

With a twelve man force of P.S.O.'s there would still be enough firemen remaining in their traditional roles to drive all necessary apparatus to a fire, have a fire officer in command, and have one firefighter on the first truck responding. Enough traditional policemen will remain to handle all police

functions during a fire when P.S.O.'s would be under the direction of the Fire Chief.

Better public safety services will be delivered also by P.S.O.'s responding to fires in police cars more rapidly than fire apparatus due to the fact that they are more maneuverable than fire trucks in town, and they may be patrolling in the immediate vicinity of a fire when the alarm is sounded. By being on the scene earlier with extinguishers and firefighting gear carried in a patrol car's trunk, the P.S.O. may be able to extinguish a small fire, conduct lifesaving operations, send back the trucks on a false alarm, prepare the hydrants for the trucks, and any number of other duties to expedite the proper handling of a situation.

A P.S.O. program is a program which will meet another objective in that it will be an economical way of increasing city services. Economies can be realized in the fact that initial costs are mainly capital items and not recurring expenses. With each P.S.O. who is put on duty there is in essence an increase of one man for each department without the cost of salaries for two men. Time studies indicate that less than 2% of a fireman's work is spent fighting fires, and approximately 25% of a policeman's time is spent answering calls. A P.S.O. program would make more efficient use of personnel time and therefore provide more output without additional expenditures for new personnel.

Initial costs savings may not be realized; however, long term savings will come about given the framework developed in this proposal. In the coming years with population growth, industrial growth, and should there be any annexation, there will be a need for additional personnel in both the Fire and Police Departments. With a P.S.O. program, one man can be hired to work in both areas whereas in our existing structure, two men would need to be hired, thereby saving money without sacrificing quality services.

The City of Morganton has a unique and envious situation which further leads us to this proposal for a P.S.O. program. That situation is the youth, education, motivation and general quality of our personnel in the Police and Fire Departments. In both departments, it can be seen that our men are young, well-educated and trained, and are career-motivated. It is important that the city continue to compensate these men highly in order to keep them, but even more importantly, to provide for career development and meet their personal needs to grow in a job. Many young men in the existing Fire and Police Departments see promotion as virtually impossible since even the officers are extremely young.

A P.S.O. program is especially suited for the City of Morganton's envious personnel situation. P.S.O.'s would be highly trained and therefore be a challenge to our young personnel and meet their motivational needs. The P.S.O. concept is relatively new in this area of the country and is likely to excite and further motivate the personnel involved. A promotional system in the future would be provided within the P.S.O. companies and thereby give personnel an opportunity for further career advancement. The initial salary scale (See Appendix A) is one that would serve as an incentive for existing personnel to apply for P.S.O. duty and attract high quality recruits. Existing firemen stand to gain the most in terms of percent of salary increase since in general their salary is lower than that of police officers. By going to a P.S.O. a fireman's salary would be equal to a policeman's salary who goes to a P.S.O. since initial pay would be based on years of service with the city.

The concept of training one man to perform police and fire duties is not a new concept. The first P.S.O. program of cross-trained personnel was introduced in the United States with the consolidation in 1911 of the Fire and Police Departments of Grosse Pointe Shores, Michigan. Today, over one hundred municipalities of all sizes throughout the United States have some form of

consolidated public safety effort.

The proposal for a P.S.O. program in the City of Morganton is based specifically on Morganton's needs. Much research, however, has gone into the study of other cities' P.S.O. programs. Firsthand information was obtained from the two North Carolina cities having P.S.O. programs, Winston-Salem and Durham. In these cities many advantages have come about through cross-training of personnel.

It is our hope in making this proposal that the needs of the citizens of Morganton can be better met. We believe that our personnel are extremely capable and are so motivated by an interest in their professional development that we can deliver Public Safety services in a truly outstanding manner. Now is the time to lay the groundwork which will relieve pressures placed on a modern city and which will achieve our objectives of quality services at reasonable costs.

GENERAL STATEMENT OF DUTIES

Performs general duty police and fire control work as a member of a combined fire-police unit; does related work as required.

DISTINGUISHING FEATURES OF THE CLASS

A Public Safety Officer is responsible for the rapid and efficient performance of specialized duties under emergency conditions involving personal hazard. Work is normally performed under the supervision of a superior officer, but the Public Safety Officer may frequently have to use independent discretion in emergencies.

ILLUSTRATIVE EXAMPLES OF WORK

Enforces laws and ordinances of the City of Morganton and laws of the State of North Carolina.

Promotes favorable public relations in public contact situations.

Patrols an assigned area during a specific period in a patrol car which contains equipment for rescue and for fighting small fires.

Investigates suspicious conditions and complaints; makes arrests of persons who violate laws and ordinances.

Checks doors, windows, and premises of unoccupied buildings or residences in order to detect any suspicious conditions.

Issues citations to traffic violators.

Reports to fires or accidents in assigned area; administers first aid when necessary; gives all possible assistance and prepares necessary reports.

Fights grass and small fires with hand equipment available in patrol car; uses two-way radio to call for additional manpower and equipment if needed.

Combats fires with public safety company; conducts rescue and salvage operations.

Drives firetruck on rotating basis; operates pumps; and uses ladders, axes, shovels, extinguishers, and other firefighting equipment; helps maintain equipment.

Conducts fire prevention inspections.

Provides public with general information pertaining to public safety and crime and fire prevention.

Participates in comprehensive in-service fire-police training.

Performs related duties as assigned or required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Good social and general intelligence; ability to understand and carry out complex written and oral instructions; ability to analyze situations and adopt a quick and efficient course of action; good mechanical and technical aptitude; some skill in the use of firearms; ability to deal courteously but firmly with the public; excellent moral character, excellent physical condition, strength and agility.

ACCEPTABLE TRAINING AND EXPERIENCE

Completion of a standard high school course or equivalent; possession of a valid North Carolina driver's license.

SPECIAL REQUIREMENT

Refer to the North Carolina Criminal Justice Training and Standards Council Act and the North Carolina Criminal Justice Training and Standards Council for employment, education and training standards for law enforcement officers.

July 19, 1976

INITIAL PSO COSTS

Car	-	\$ 5500
Radio	-	1600
Blue light, Siren and Shotgun	-	600
Scott Air Pack	-	515
First Aid Kit	-	40
Ten Lb. Dry Chemical Extinghisher	-	35
Ten Lb. Co2 Extinguisher	-	65
Water Extinguisher	-	50
One Car	-	\$ 8405
Police Gear and Training - Six (6) Men	-	\$ 5004
Fire Gear and Training - Six (6) Men	-	\$ 4200
Equipment Total	-	\$ 17609
Salary Increases - Twelve (12) Men	-	\$ 15092
Miscellaneous	-	\$ 2299
TOTAL	-	<u>\$35,000</u>

July 19, 1976

FUNDING SOURCES FOR PSO PROGRAM

CETA funds are available at least until January 1, 1976. Not knowing the availability of these funds, existing CETA positions which we will continue were funded in the 1976-77 budget. One half a year of these funds could be allocated to the P.S.O. program so long as 10% of the amount would remain in the budget to pay for supplements, benefits, etc. The balance of revenues for the program can come from the approximate \$45,000 of unappropriated surpluses.

<u>Department</u>	<u>Position</u>	<u>Funded</u>	<u>50%</u>	<u>90%</u>
Executive	Secretary	6931	3465	3118
Planning	Administrative Asst.	9090	4545	4090
Utility-Tax	Clerk	5304	2652	2386
Police	Meter Maids (2)	11688	5844	5259
Beautification	Laborer	5574	2787	2508
Garage	Apprentice Mechanic	6448	3224	2901
		<u>45035</u>	<u>22517</u>	<u>20262</u>

Reappropriated Salary Funds	-	20262
Unappropriated Surplus	-	<u>14738</u>
		<u><u>35000</u></u>

July 19, 1976

CITY OF MORGANTON  
PUBLIC SAFETY OFFICER COMPENSATION

SALARY SCALE

Salary Grade	Salary Steps					
	1	2	3	4	5	6
12	8649	9073	9527	10003	10503	11029
Years of Service	0-1	1-3	3-5	5-7	7-9	9 -

EDUCATIONAL INCENTIVE PAY

Police Science

Completion of 40 quarter hours-\$ 6 per pay day - \$156 Annual  
 Completion of 75 quarter hours-\$14 per pay day - 364 Annual  
 Completion of two year degree -\$30 per pay day - 780 Annual

Fire Science

Completion of 40 quarter hours-\$ 6 per pay day - \$156 Annual  
 Completion of 75 quarter hours-\$14 per pay day - 364 Annual  
 Completion of two year degree -\$30 per pay day - 780 Annual

July 19, 1976

ANALYSIS OF SALARY COSTS

In order to provide data on the initial costs for starting a P.S.O. program it was necessary to develop a pay plan which would provide an incentive for existing personnel to enter the program, and to provide for equal pay for equal work. Several assumptions and computations were completed in regard to average salary of existing police and fire personnel, average years of service, and projections of which personnel would volunteer.

Pay Plan - A classification and pay plan was assigned to a PSO at a level equal to that of a Police Officer II. This classification is two grades above a Police Officer I and a Firefighter II. With a pay plan, a man from one department volunteering would receive the same pay as a man from another department. The pay plan was then divided into six steps with approximately 5% separating each step. A volunteer would begin on one of the six steps based on the number of years he had been working with the city. For instance, a Firefighter and a Police Officer both with four years of experience with the city, would receive a starting salary in the PSO program of \$9527.

Incentive - The most advantageous way to implement a P.S.O. program is to man the first implement with all volunteers from our existing Police and Fire Departments. In order to attain this goal, the Classification Pay Plan has to be set high enough so that an immediate salary increase would be given in a sufficient amount to encourage Police Officers to take on Fire-fighting duties, and for Firefighters to give up second jobs to take on Police duties. Since the Firefighters will be giving up the most, the greatest incentive needs to be given in that area, and automatically will be if salaries are equalized since their current pay is below that of Police Officers. Based on average salaries and average years of service, these approximate percentage increases would be given to place existing personnel on the PSO pay plan:

Police Officer I	-	10%
Police Officer II	-	9.5%
Firefighter I	-	26%
Firefighter II	-	16%

Although the percentage increases range from 9.5% to 26%, the importance of providing enough incentive to recruit volunteers out of our existing departments cannot be emphasized enough. The percentage increases provide the greatest incentive to firefighters where recruits are normally hard to attain.

Total Costs for Salary Increases - To arrive at a total cost for salary adjustments which meet the above mentioned objectives, additional data was attained. The average pay and years of service for the existing personnel in the positions of Firefighter and Police Officer were computed as follows:

<u>Position</u>	<u>Avg. Salary</u>	<u>Avg. Yrs. of Service</u>
Police Officer I	\$ 8250	1.5
Police Officer II	8700	4.5
Firefighter I	7200	1.5
Firefighter II	8200	4.5

Using these averages and one further assumption which was if six volunteers are requested out of each department, four of them will be at the "I" level and two at the "II" since they are younger, have not been in the department as long, and have a greater salary and promotional incentive.

The anticipated number of recruits were placed on the pay scale according to their years of service. After finding the difference in a position's average pay and the new pay scale a total amount of funds necessary for salary increases was arrived at.

Educational Incentive Pay - Members of the Police Department who take courses in Police Science are paid an educational incentive pay. It is believed that this program should continue in some form with P.S.O.'s and be extended to P.S.O.'s completing courses in Fire Science. The administration of this pay may be full incentive pay for both curricula, a reduced rate for work on a second degree, pay for one degree chosen by the employee, or pay for one degree approved or chosen by management. Educational pay would provide another incentive for existing personnel to volunteer plus provide much needed training for a person undertaking two complex tasks.

July 20, 1976

APPENDIX E

Publicity

# PSO program to merge policeman, fireman roles

By EDNA MAE HERMAN  
News Herald Staff Writer

Applicants are showing a high degree of interest in the Public Safety Officer (PSO) program, according to the City of Morganton.

Participants in the program, which was approved by the city council at its Aug. 2 meeting, will perform some of the duties of both policemen and firemen.

The program provides for 12 PSO positions. When the deadline for applications arrived Friday night, a total of 27 personnel from the fire and police departments had applied.

"We have a pleasant problem," Douglas O. Bean, assistant city manager, said. "We didn't know when we started if we would have enough applications."

The PSO program does not mean that 12

additional persons will be hired. Instead, six positions from the fire department and six from the police department will be redesignated as Public Safety Officer I.

Of the 27 persons who applied, 14 were from the police department and 13 from the fire department.

"The primary objectives of the program are to provide for better public safety services at economical costs and to provide our personnel with an opportunity for professional development," Bean explained.

The 12 PSOs will be trained extensively in both fire and police duties and minimally in first aid. The men chosen from among the fire department applicants will receive training in police duties and must meet police requirements. Likewise, men selected from the police

department will be given training in firefighting and must meet fire department requirements.

Fire Chief Carroll Sullivan has been interviewing the applicants from the police department and Police Chief B. J. Hamrick has been interviewing the applicants from the fire department.

The 12 chosen for the program will be selected by a special committee made up of the two chiefs, Bean, and City Manager Ed Wyatt. The selection will be made on the basis of recommendations of the chiefs, the interviews the chiefs have with the applicants and a review of their past performances.

Bean said it is hoped that phasing-in of the program can begin in September, but it will depend upon the delivery of equipment



news herald  
close-up

and availability of training schools for the men.

"The public safety officers will work regular eight-hour police shifts under the direction of the chief of police and will operate on police patrol until a fire alarm is sounded and then will immediately proceed to the fire and undertake firefighting duties under the direction of the fire chief," Bean said.

They will wear police uniforms, but these will probably have a different patch and different badge to designate them as public safety officers, according to Bean.

"We will take the 12 recruits and let them help us decide how they will be distinguished as public safety officers," he says. "Their cars will probably be designated, and may have a light with both red and blue lens." The cars will be equipped with both fire and police frequency radio units.

Bean listed three reasons for undertaking the PSO program.

"First, we can provide better fire and police service," he said. "This can be done in the fire service area through quicker response time. The public safety officers patrolling in a car may be only a block away from a fire and can get there sooner

than the fire truck. They can begin life-saving operations and pull someone from a burning house if needed."

The officers will have fire extinguishers and other firefighting equipment, as well as first-aid equipment, turnout gear, breathing apparatus and resuscitators in the trunk of their cars.

"Often they can extinguish a small fire, a car fire, or grass fire before the truck gets there," Bean said. "By getting there before the fire truck and, if no life-saving is needed and the fire extinguisher is too small to put out the fire, they can prepare hydrants for the hookup hose from the truck."

From the police standpoint, the program will give increased manpower for patrolling the city streets and answering

calls for service and assistance. It also can act as a deterrent to crime.

Bean explained that all this can be done with existing personnel, with the only money factor being the initial capital outlay for salary increases, one additional patrol car, miscellaneous equipment and training. The initial cost is estimated to be about \$35,000.

He listed as a second reason for beginning the PSO program in Morganton the quality of the men in the fire and police departments and providing them with opportunities for professional development.

"We have a unique situation of having probably the youngest, most qualified and best educated group of policemen and firemen you can find anywhere in the state," Bean said. "Because of this we have people who can be trained easily to do both duties as has been done in other cities, plus provide these young men an opportunity for their professional development in learning new skills. This is a promotion for them."

He cited as a third reason the demand for increased services in the future. "As the population of Morganton increases, there will always be a demand for more services. By creating this program we will have laid the foundation for an economical way to increase manpower if it should be necessary," he said.

"Under this program we will only need to hire four men to increase the manpower in each department around the clock by one," Bean explained. "Under our existing departments it would be necessary to hire seven men, three in the fire department and four in the police department."

With a 12-man force of PSOs, sufficient firemen will still remain in their traditional roles to drive all necessary apparatus to a fire, have a fire officer in command and have one firefighter on the first truck responding.

Enough traditional policemen will remain to handle all police functions during a fire when PSOs would be under the direction of the fire chief, according to the city.

As the program is proposed now, the public safety officers will ride two to a car for about one year so that an experienced firefighter and an experienced patrolman can be teamed together, providing an opportunity for additional on-the-job training. An extensive in-service training program is planned for the PSOs.

Both Fire Chief Sullivan and Police Hamrick are looking forward to implementation of the program. They accompanied Bean and City Manager Ed Wyatt on a trip to Durham to observe its PSO program. The only other Tar Heel city with a PSO program is Winston-Salem, which Bean also visited in preparing his study and proposal which was approved by the council.

"We are looking forward to it and hope it will be a very gratifying program," Chief Sullivan said. "In the fire department we hope that the public safety officers will be on the scene early enough to give the incoming fire company information pertaining to the nature of the fire so they can gear up for the needed equipment. The officers also can make ready for the incoming company to start immediate attack on the fire."

Chief Hamrick said: "We think it can be very successful. I am sure that as with any new program, some adjustments will have to be made as we go along. I am looking forward to working with it. I am pleased with the enthusiasm shown by the men."

"Under the design we're using, we can put more people in the field in the police department," he said. "This will give us a better coverage of the city as far as our patrol force is concerned."

The assistant city manager said that the local PSO program proposed is based specifically on Morganton's needs.

"It is also a flexible program which is

different from others who have laid out a grand plan for years down the road," Bean said. "We will make any needed changes in the program to meet the demands of citizens for public safety services."

What do some of the members of the departments think about the PSO program?

Alvin Webb, public relations and crime prevention officer for the police department, spoke of the feeling of the men in the Fraternal Order of Police, which he serves as president. The FOP has 28 members in the police department.

"Most are really enthused," Webb said. "We all think it will work from what Chief Hamrick and Doug Bean have told us. The biggest thing the officers like about it is the salary. Their pay will increase."

Webb said he didn't know how it would affect the membership in the FOP, noting that it may cause conflict with the police members also having firefighting duties. He said he was going to check with the state FOP president to see if the FOP members selected as public safety officers can remain and also if the firemen who will be selected and will do police work can be members. "But I don't see any conflict," he said.

The starting salary will range from \$8,649 to \$10,003, depending on an officer's years of experience in his department, Bean said.

City Manager Wyatt pointed out that "One of the major aspects of going into the program was from a long-range economical standpoint."

"It is inevitable there will be internal growth in the community and the possibility of some expansion and the general demands from the public for increased service," he said. "I am particularly pleased that the council chose to approve the program and feel it will be greatly beneficial to the city, especially in the future."



These Public Safety Officers, on duty last Thursday, rushed to the scene of a fire call on Vine Arden Road. There, PSOs found an overheated furnace but no fire. From left, in

full gear, are Jerry McCall, Bobby Joe Johnson and Johnny Wehunt. The PSO car is in the foreground. (Staff photo by Andy Hern)

## PSOs off to good start

By KEN GARFIELD  
News Herald Staff Writer

Morganton's Public Safety Officers (PSOs), trained to perform the duties of both policeman and fire fighter, began work Oct. 25, and everyone connected with the new and progressive program says it has been a success in its inaugural four weeks.

"It seems to be getting off to a good start. The men have taken a real interest," says Morganton Police Chief B. J. Hamrick.

Fire Chief Carroll Sullivan says, "The men are tickled to death."

PSO Steve Deal says simply, "I think it's a really good program."

Six men from the Morganton Fire Department and six from the Police Department were chosen earlier this fall to become PSOs. The firemen received police training at Western Piedmont Community College, the policemen received firefighting training in Wilson. All received a minimal amount of first aid training.

The PSOs work regular eight-hour shifts (three PSOs are on at any one time) and are under the direction of the chief of police and operate on police patrol until a fire alarm sounds. Then they proceed im-

mediately to the fire and begin work as fire fighters under the direction of the fire chief.

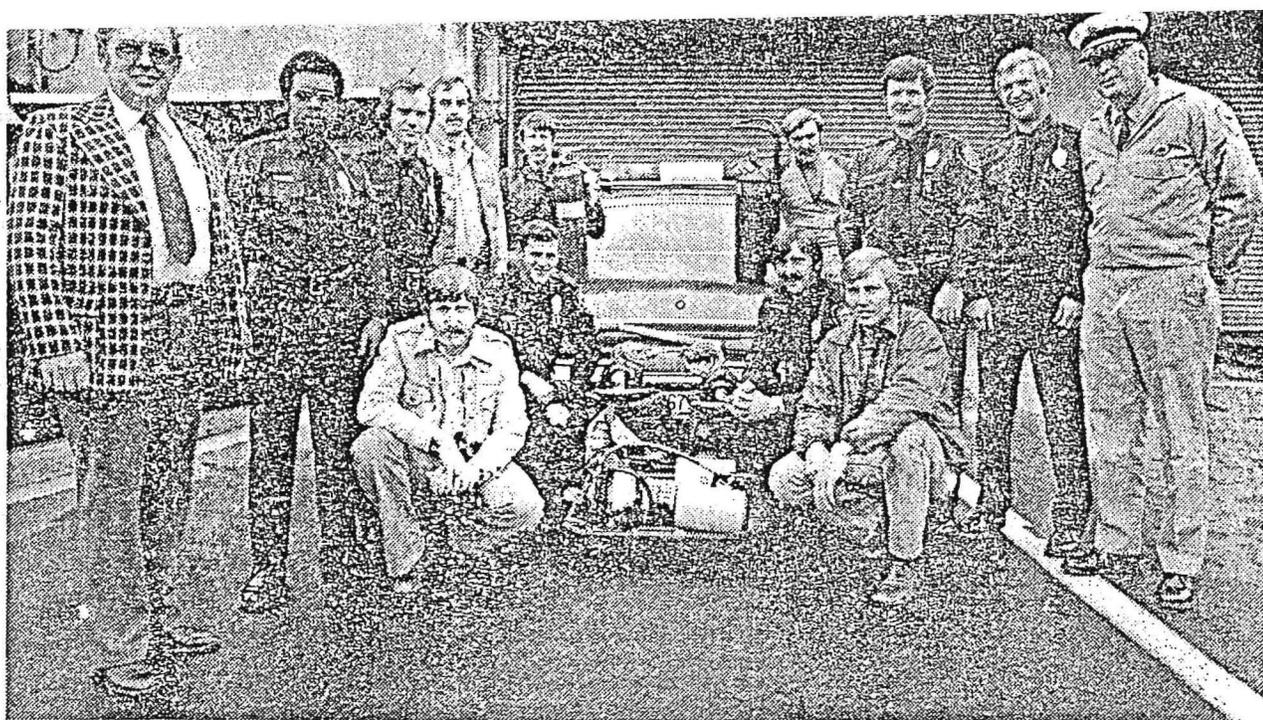
On Oct. 25, the first day for the PSOs, the first call came at 10:37 a.m. An apartment at 407D Center St. was ablaze. Steve Deal and Glen Taylor were first at the scene, arriving about a minute ahead of the fire trucks.

"We first sized up the fire," said Taylor.

"They (Deal and Taylor) confirmed to the incoming trucks that they did have a working fire," said Fire Chief Sullivan.

Taylor said no one was in the apartment

★ Please turn to page 8



Morganton Public Safety Officers (PSOs) began work Oct. 25, performing the duties of both firefighter and policeman. Posing with their car and equipment are (standing l-r) Police Chief B.J. Hamrick, Bobby Joe Johnson, Jerry McCall, Gary Causby, James

Kelly, Richard Bruder, Johnny Wehunt, Gary Bishop and Fire Chief Carrol Sullivan. Kneeling (l-r) are Steven Deal, Michael Carlisle, Sam Buckner and Glen Taylor. Not pictured is PSO James Deaton. (Staff photo by Andrew J. Corpening)

MONDAY - NOVEMBER 22, 1976

## PSO program off to good start

★ from page one

at the time. "We just went and got the water lines," he said, and began fighting the fire.

The blaze resulted in about \$6,400 worth of damage but no injuries. A 22-year-old Morganton man has been charged with arson and trespass in connection with the fire.

Deal, 26, and Taylor, 23 were the first PSOs in action.

Chief Sullivan said their work at that fire was "beautiful, wonderful." Assistant City Manager Douglas O. Bean said, "Deal and Taylor were pioneers in a new era of public services for the city."

James L. Kelly, 32, began work as a firefighter in Morganton three years ago. He hit the streets as a PSO last month and he says, "It's working out real fine . . . I really enjoy it. You're not doing the same thing every day." In his duties so far as a PSO, Kelly says he has investigated wrecks and handled drunk drivers and public drunks.

Kelly explains that he hasn't had adjustment problems and even finds his training as a fire fighter helps him in mowing the city streets. Thus he can patrol and respond to calls quicker.

Taylor, trained first as a fireman, says PSOs can respond swiftly to fires because they are already out patrolling: "We can size up the fire and see what we're going to need . . . If there is anyone in the house we can get them out."

Richard A. Bruder, 26, is a policeman turned PSO. His first action came Halloween night at the Carolina Shoe Company, where a truckful of trash and glue and leather products were in flames. "That first one you get, you learn quite a bit off that," he recalls.

Bean has kept figures on the first month's work of the PSOs. Since Oct. 25, there have been 29 fire calls. A total of 21 times, the PSOs who were on duty arrived at the scene ahead of the trucks. Two times they arrived at the same time, and six times afterwards.

"A total of 79 per cent of the time they were there either before or at the same time as the fire trucks," notes Bean.

The PSOs are now using one fully equipped car, according to Bean. That car contains a Scott Airpak (portable breathing apparatus), a CO2 fire extinguisher and a dry chemical fire extinguisher, two sets of turn-out gear, a fire ax, crowbar, hydrant wrench, 50-foot lifeline, first aid kit, and a special communication system that can tune in both fire and police frequencies. The car also has mounted blue (police) and red (fire) flashing lights.

Bean explains that plans are under way to equip a second car and then all patrol cars with all the necessary equipment so that, eventually, PSOs can "jump right in any car."

Bean, Chief Hamrick and Chief Sullivan are involved as the program enters its second month in mapping out strategies to upgrade the program. They are also

monitoring the program to make sure it progresses on a steady course.

Bean says, "There will be continuous training" for the men, including additional first aid training. "We're going to get into it even more," he adds.

Chief Sullivan says the two major areas to monitor are the running of routes by PSOs, and the procedure involved in smoothly responding to calls.

Right now, then, everyone appears happy. PSOs are participating in a progressive program that only two other North Carolina cities, Durham and Winston-Salem have adopted. And they are making a bit more money (about \$900 a man more on the average, according to one PSO).

The administrators of the program are satisfied with its start and are determined to see to it that it gets even better. "I'm sure it will work. It has got to. I have the highest hopes of it working," says Chief Sullivan.

"As we see things we're going to make changes as we go . . . We'll do what we have to do to make it work," says a determined Bean.

Morganton's Public Safety Officers are Richard A. Bruder, 26; Sam D. Buckner, 30; Steven A. Deal, 26; James Deaton, 25; Jerry McCall, 27; Johnny L. Wehunt, 29; Gary R. Bishop, 28; Michael A. Carlisle, 25; Gary W. Causby, 30; Bobby Joe Johnson, 27; James L. Kelly, 32; and Glen H. Taylor 23.

# PSO program expanded; officer praised

By EDNA MAE HERMAN  
News Herald Staff Writer

Expansion of the city's Public Safety Officer (PSO) program was approved by the Morganton City Council at its regular meeting Monday night.

The PSO program went into effect Oct. 25 with 12 men selected from volunteers from the fire department and the police department. The council action will expand the program to 20 PSO's.

Of the eight new positions to be designated as PSO's, one will come from the fire department and one from the police department. Public Safety Officers are trained in both fire and police duties. Antirecession Title II Public Works Funds will be used for salaries and other capital expenses in connection with the PSO ex-

pansion. The estimated additional cost is \$15,221.

Doug Bean, assistant city manager, said in his report to the council that now there are only three PSO's per shift and more are needed. Also other men in the fire and police departments who would qualify for the PSO program are anxious for the opportunity, he advised.

Councilman Richard M. H. Stock made the motion to implement the expansion of the PSO program. This was unanimously approved by the other councilmen, Cecil J. Saunders, Lloyd W. Turner and Don C. Lambeth.

Mayor Andrew M. Kistler II presided at the meeting and spoke of the success of the PSO program as he presented a certificate of appreciation to Public Safety Officer Michael Allen Carlisle.

The certificate was presented to Carlisle on behalf of the city in appreciation for his saving the life of Mrs. Dorothy Bradshaw on Jan. 10 in the performance of his duty as a PSO. Mrs. Bradshaw was reportedly overcome by smoke in a fire at her home at 109 Oak St. but was revived by mouth-to-mouth resuscitation by Carlisle.

"This is what makes the PSO worthwhile," Mayor Kistler said in making the presentation.

Carlisle is a fireman who became a PSO. He is a graduate of Oak Hill High School and lives in the Oak Hill section. He is married and has two children.

In other action, the council approved the final plat for Section 2 of urban renewal project area. This section is the Second and Third Street area off Bouchelle Street and includes 30 lots.

Approval of the final plat will allow the Morganton Redevelopment Commission to get the property appraised and come up with a minimum price for each lot, then advertise the lots for bids, according to Harold Campbell, executive director of the Redevelopment Commission. The council requested that he present council members a copy of the disposition package which includes restrictions, contracts and other pertinent documents involving the property.

The council also approved a preliminary plat for Section 3, which is E, F and G Streets of the urban renewal project area. This involves about 20 lots.

Two public hearings, one on annexation and one on rezoning, were held at the council meeting. No opposition was voiced to either of the two petitions.

The council approved the petition of Bethel Road Associates to annex 53.7 acres on the north side of Bethel Road. Following the public hearing on this long-standing matter, Councilman Saunders made the motion to approve the annexation petition and it was unanimously approved by the other council members. It became effective at 12:01 a.m. today.

Hickory Attorney Murray Tate spoke briefly to the council on behalf of Bethel Road Associates, saying they were anxious to get the property annexed and get started with the proposed development. He said that financing had been arranged and about 100 new homes will be built there.

The second public hearing was on the  
★ Please turn to page 12



Michael Carlisle

# PSO program expanded

TUESDAY - FEBRUARY 8th

★ from page one

petition of Dennis Byrd and Jerry Norvell to rezone from RA-15 to highway business property located south of Fleming Drive, east of East Prong Creek and west of Sandy Run Creek. This petition also was approved by the council.

The public hearing on the petition of Burke County to annex about 28 acres on Parker Road was continued until the council's March 7 meeting.

Other action by the council included okaying a city code revision changing the terms of the members of the Cemetery Advisory Commission from six years to three years. The new terms will become effective April 1.

The six members of the commission and the new dates for their terms to expire are: Bob K. Hogan and Mrs. Fred V. Black, April 1, 1978; Mrs. J. E. Butler and Gordon Newton, April 1, 1979; and Mrs. Ann W. Vernon and Moses L. Adler, April 1, 1980.

In other matters the council:

—Set a public hearing for March 7 on the petition of Jerry Norvell and Clinton Lytle as agents to rezone from RA-6, highway business and flood plain to general industrial 63.2 acres located south of U. S. 64-70 and west of Fleming Drive.

—Approved the appointment of Max Lowery to the Redevelopment Commission, the term to expire Feb. 10, 1980.

—Adopted an ordinance designating the Morganton Planning and Zoning Commission as the city's Historic Properties Commission.

—Okayed the renewal of 41 taxicab franchises for 1977.

—Formally accepted an Environmental Protection Agency grant of \$1,212,000 and a state clean water funds grant of \$202,000 for the Silver Creek outfall.

—Awarded bids on four projects as follows: a six feet high chain link fence for Forest Hill cemetery to Fence Builders at \$2.97 per foot, not to exceed 1,500 feet; to Millpower Supply at \$15,941.55 for

miscellaneous electrical hardware; a six-months lease on a memory typewriter to the IBM Corporation at \$180 per month, with half of this going toward the purchase price if the typewriter is bought later; to Neill Grading and Construction Company at \$123,997.94 for water and sewer work in College and Howard Street areas of urban renewal, Emerywood water line loop, water loop at Bethel Street and Bethel Road and extension of eight inch water line on Bethel Road to serve a new subdivision.

—Approved removal of loading zone in front of Central Grocery on Vine Arden Road and establishment of parking.

—Gave approval of sale by negotiation of tape recorder to the Redevelopment Commission.

—Okayed tax releases for 1976 as presented by Tax Collector Jack Russ.

Mayor Kistler appointed William E. Roberson to the Downtown Revitalization Commission.

MEMORANDUM

TO: Edward A. Wyatt, City Manager

FROM: Douglas O. Bean, Assistant City Manager

SUBJECT: Public Safety Officer Program Expansion

DATE: January 7, 1977

The City's Public Safety Officer Program has been in effect since October 25th and so far has proved to be successful in terms of increased services. I believe that we are now at a point where expansion of the program is a necessity as can be determined by the following considerations:

1. Successes of the P.S.O. Program:

- A. From October 25th until January 1, there were 56 fire calls of which P.S.O.'s arrived on the scene either before or at the same time as the fire apparatus 82% of the time. Of the ten calls in which P.S.O.'s arrived after the fire apparatus, five (5) calls were false alarms, one (1) grass fire, and one (1) truck fire.
- B. In the 57% of time P.S.O.'s arrived on the fire scene before the fire apparatus, their service has proved invaluable in radioing the fire captain as to the disposition of the fire, being prepared to hook on to a hydrant, and, in general, beginning fire suppression activities.
- C. Six (6) new P.S.O.'s who came from the fire department have progressed rapidly and are now becoming productive police officers, which gives more police coverage for the entire City.
- D. All of our twelve (12) new P.S.O.'s finished at the top of their recruit schools and have been above average in learning their new duties.
- E. Having more trained P.S.O.'s on the street means more qualified men available to answer a call and a decreased need for reliance on volunteer response.
- F. Morale of P.S.O.'s is extremely high.

2. Deployment

- A. There are currently three P.S.O.'s per shift, which means that only one P.S.O. at a time can be off since we are trying to provide coverage for the entire City.

Edward A. Wyatt

- B. By increasing the P.S.O.'s on each shift, cars can be assigned to districts throughout the City and provide quicker response time.

3. Staffing

- A. There are currently men in both the Police and Fire Departments who, we believe, would qualify for P.S.O. and are anxious for the opportunity.
- B. Currently both departments are having to work all their operations around the P.S.O. Program because of the shortage of P.S.O.'s to schedule for different assignments.
- C. The first group of recruits are now at a point that they can begin training new recruits.

Because of the above considerations, I would recommend the following expansion:

1. Eight (8) positions be designated as Public Safety with one (1) coming from Fire and seven (7) from Police.
2. Antirecession Title II Public Works Funds can be appropriated for salary increases and other capital expenses.
3. Starting salaries for new recruits would be on the same sliding scale, which is based on seniority, as was used at the beginning of the program.



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Douglas O. Bean

DOB/pd

Attachment

COST ANALYSIS

Salaries - - - - -	\$ 4500
(Based on one half year's increase)	
Uniforms & Accessories - - - - -	2800
Training - - - - -	650
Gas, Oil, Tires - - - - -	3000
Maintenance Repair Autos - - - - -	1000
Equipment - - - - -	<u>3571</u>
Total	<u>\$15521</u>

Salaries - Based on one-half year for salary increases. Recurring expense, which annualized will cost approximately \$9000.

Uniforms and Accessories - Uniforms, turnout gear, weapons, etc., which is basically a nonrecurring expense.

Training - Basic recruit school. Nonrecurring.

Gas, Oil, Tires and Maintenance and Repair - Needed to maintain two (2) P.S.O. vehicles. Will be recurring expenses.

Equipment - Does not include purchase of new vehicles but does allow for equipping all patrol cars. Nonrecurring.

MEMORANDUM

TO: Members of the City Council

FROM: The Finance and Personnel Committees

SUBJECT: Public Safety Officer Program

DATE: September 30, 1977

Pursuant to our study of the P.S.O. program completed last month and in conjunction with the staff, we submit to the Council the following recommendations and feel that they should be implemented as rapidly as possible:

1. It is recommended that three new positions be created. Two of these positions would be firefighters assigned on a regular basis to the Fire Department and filled by two P.S.O.'s requesting transfer. The third position would be a P.S.O. position.
2. Currently there is one vacancy for a firefighter and it is proposed that this position be reclassified as a P.S.O.
3. It is recommended that two of the seven (7) remaining patrolman positions be reclassified as P.S.O.
4. Currently there are twenty (20) allocated P.S.O. positions. With the above proposals there would be a total of twenty-four (24) allocated P.S.O. positions.
5. With twenty-four (24) P.S.O.'s it would be possible to assign four (4) officers a month to work in the Fire Department on a regular fire shift. Every six months all P.S.O.'s would serve one month of duty. This arrangement would allow for:
  - a. Training time
  - b. A supplement of manpower for the Fire Department
  - c. P.S.O.'s to obtain an appreciation of the fire service
  - d. P.S.O.'s to develop a rapport with the fire personnel since currently they only work together at a fire scene.

These considerations become even more important given the fact that with a new police station the Police and Fire Departments will be even more physically separated. Since the P.S.O.'s work a regular police shift, there needs to be a means for allowing them to work more with fire personnel.

6. All new P.S.O. positions will be filled if possible by promoting existing employees.

## EXHIBIT A. Firefighter Positions by Shift

	<u>Shift</u>			<u>Total</u>
	<u>A</u>	<u>B</u>	<u>C</u>	
Current	7	7	7	21
Proposal with Two New Positions and One Vacancy	8	7	7	22
Proposal Utilizing P.S.O.'s	9	8	9	26

## EXHIBIT B. Costs

	<u>Annualized Cost</u>	
- Three New Positions	\$ 30,440	
- Reclassifying one firefighter position as P.S.O.	2,000	
- Reclassifying two patrolmen as P.S.O.'s	2,150	
Total	\$ 34,590	(32,765 - Salaries)

Cost for 1977-1978 Beginning October 1

- Salaries for 19 Paydays	\$ 23,943
- Uniforms, etc.	1,825
Total	\$ 25,768

Funding

First Quarter Anti-Recession Funds	-	\$ 17,028
Second Quarter Anti-Recession Funds	-	13,000
Total		\$ 30,028

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 Donald C. Lambeth

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 Richard M. H. Stock

## FOOTNOTES

### CHAPTER III

- 1  
Mitchell Gordon, Sick Cities, Baltimore, Maryland, Penquin Books, 1969, p. 212
- 2  
Harry W. More, Jr., The New Era of Public Safety, Springfield, Illinois, Charles C. Thomas, Publisher, 1970, pp. vii-viii.
- 3  
Special Interest Bulletin, No. 300, March 1975. American Insurance Association-Engineering and Safety Service. Distributed by the International Association of Fire Chiefs by Special Arrangement.

### CHAPTER IV

- 4  
Harry W. More, Jr., The New Era of Public Safety, Springfield, Illinois, Charles C. Thomas, Publisher, 1970, p. 28.
- 5  
Ibid., p. 29.
- 6  
Ibid., p. 30.
- 7  
Ibid., p. 30.
- 8  
Ibid., pp. 31, 32.

### CHAPTER VII

- 9  
Minute Book of the City Council of the City of Morganton, Number 14, p. 141.
- 10  
Memorandum from the City Manager to the Fire Chief and Police Chief, "Public Safety Program," November 1975.
- 11  
Ibid.

## CHAPTER VIII

12  
Annual Report, Morganton Fire Department, 1975-1976, p. 10.

13  
Ibid., p. 8.

14  
Ibid., p. 12.

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- More, Harry W., Jr., The New Era of Public Safety. Charles C. Thomas, Springfield, Illinois, 1970.

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- Annual Report, Morganton Fire Department, 1975-1976.
- Minute Book of the City Council of the City of Morganton. No. 14.
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Louthan, William T., Director, Department of Public Safety, North Palm Beach, Florida.

Lynch, Ron, Institute of Government, University of North Carolina, Chapel Hill.

Pickard, Sherman, N. C. League of Municipalities, Raleigh, N. C.

Pomrenke, Norman E., Assistant City Manager - Public Safety, Winston-Salem, N. C.

Spano, Louis L., Director, Department of Public Safety, Ocean Ridge, Florida.

Upton, Ken, Director of Public Safety, Muskogee, Oklahoma.

Whitaker, Gordon, Department of Political Science, University of North Carolina, Chapel Hill.

Wille, Richard P., Director, Department of Public Safety, North Palm Beach, Florida.

