

NC Gaston Co. ✓
Consolidation
Gastonia, N.C.

1976

REPORT TO THE MANAGER: FEASIBILITY OF POLICE-FIRE
CONSOLIDATION IN THE CITY OF GASTONIA

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I. INTRODUCTION

A. Purpose

The purpose of this report is to provide a comprehensive examination of establishing a Consolidated Police-Fire Program in Gastonia. The function of such a program would be to establish a single mobile force charged with the responsibility of public safety in the areas of those police and fire activities performed by separate departments.

In order to provide a thorough understanding of such a program the various types of police-fire consolidation programs presently in existence are examined and a comparative analysis given to determine the feasibility for implementation in Gastonia. This report also examines the basic elements required within the city management process that are essential to successful implementation of consolidation.

The concept and implementation of a Police-Fire Consolidation program is often embroiled in controversy. Campaigns conducted against police-fire consolidation have been very effective in convincing most police and fire personnel as well as many municipal officials that the program will lead to disaster. If the City of Gastonia is seriously considering this program it is strongly urged to begin early the education of key personnel on the facts bearing on the issues. Opponents have spread false and misleading statements from city to city, and these exaggerations can only be offset by personal exposure to what is really happening. It would be highly desirable that key fire, police, and municipal policy making personnel see for themselves, if possible various cities that have implemented a successful police-fire consolidation program.

B. Population and Area Served

Gastonia was incorporated in 1877 with a population of 263. The first textile mill was soon built and has dominated the industrial base to the point where Gastonia is one of the leading textile manufacturers today. Major increases of population occurred between 1920 and 1930 where Gastonia doubled its population to 12,871. World War II created a considerable boom to the local economy and with improvements to the highway system the suburban area of the city was greatly expanded.

Between 1950 and 1960 Gastonia enlarged its city limits through annexations and recorded a 61.6 percent increase in population.

The service area presently covered by the police and fire departments consists of approximately 22.5 square miles with an estimated 1974 population of 49,630 permanent residents.¹

In terms of the basic composition of the city the appraised evaluation of the city's property provides a general outline of the service need of the community. Based on the Gastonia Finance Department's records for appraised evaluation of property the following figures illustrate the ratio of industry to residential use in the city as of August 18, 1975.

Real Property:	
Non-Commercial	\$204,785,435
Personal	<u>40,124,919</u>
	\$244,910,354
Commercial:	
Real Property	\$ 95,248,720
Personal	<u>\$139,731,710</u>
	\$234,980,430

As the figures indicate there is only approximately ten million dollars difference between Non-Commercial Property and Commercial Property. Thus it is clear that the city has a large industrial tax base that may help in defraying the cost of providing city services. The presence of a large industrial base within the community has benefited the Gastonia Fire Department. A large portion of these plants are well equipped to handle in-house fires. In a summary of fire calls for 1970-1974 only .5 percent of all fire calls were at industrial plants.² A large segment of these industrial plants have in-house sprinkler systems and trained fire brigades which can handle most small fires without the Gastonia Fire Department's assistance. This has greatly reduced demand for fire service by a large portion of the community.

C. Overview of the Police-Fire Consolidation Concept

The concept of police and fire consolidation is not new. The majority of literature on the subject appears to have been written in the late 1950's and early 1960's. The concept in the mid 1970's is again emerging and is gaining wide spread attention by city administrators. Even today, however, there is no universally accepted definition of the term "Public Safety Officer".

Since the term is ambiguously defined, the first thought of such an organization makes many people consider consolidation as representing total integration of all police and fire duties. This interpretation results in emotional responses from both fire and police because of the potential effects of such an approach on pay, pensions, and prestige. Individual and organizational arguments against total integration are basically sound, but they do not apply to all types of consolidation since public safety denotes various approaches in different cities.

Thus, a city that has a Public Safety Agency could conceivably have either totally integrated its fire and police services, merely changed the name of its police department to the department of public safety, or more likely adopted a "middle of the road" approach to integration. Any mention of public safety, however, normally connotes something has been done to police and fire operations. In order to refine the definition of "Public Safety" and to determine what form of Public Safety organization is feasible for the city, the following is a summary of the general forms of consolidation.

Types of Consolidation for Public Safety.

The organization of an integrated public safety department is, of course, different in various cities and depends on statutes, local conditions, and tradition. A recent study of consolidations³ has noted, however, that most consolidate police-fire services can be categorized into one of five types:

Consolidated Service
Partial Consolidation
Selected Area Consolidation
Function Consolidation
Nominal Consolidation

Consolidated Service.

Consolidated service represents a complete departure from conventional means of providing protective services. With the majority of the members functioning as "generalists" (by performing both police and fire duties), emphasis can be placed on intensified patrol and preventive activities. This degree of consolidation is best suited to small communities and can, in all probability, be implemented most easily in rapidly expanding or newly created communities.

Partial Consolidation.

Partial consolidation represents a method of using "generalists" as members of a special police-fire unit in an organizational relationship that retains the fidelity of the two services. Public Safety Officer positions are filled with men from the police or fire services (who have voluntarily taken the duty) or by newly recruited personnel. This method seems to enhance the potential outlook for currently employed personnel because they have the option of continuing to perform their customary duties, or they may accept the newly formed dual-duty positions. This type of consolidation can accommodate both the customary separation of the protective services and the assignment of selected personnel to positions where they can be more effectively used.

Selected Area Consolidation.

Selected area consolidation exemplifies a degree of unification whereby the two protective services can function separately except for the operation of specially trained police-firemen throughout a limited geographic area of the city. This system has the same advantages as those described for partial consolidation. It is a means of providing fire-police patrols in newly annexed areas and demonstrates the versatility that can be achieved in combining protective services to meet the needs of expanding municipalities. In this instance the consolidation application has no community-size limitation because its emphasis is placed on implementation in newly acquired territories.

Functional Consolidation.

Functional consolidation is 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. Of all the degrees of unification, functional consolidation merits the most serious consideration by city administrators, for this offers the closest alignment with the usual separation of police and fire services and, if implemented with care and prudence, can be inaugurated in any size city. It is especially adaptable to the smaller community with a population under 50,000.

Nominal Consolidation.

Nominal consolidation, as presently practiced, represents an attempt by city administrators to group into one agency a number of bureaus that perform functions related to safety. The more effective means of utilizing protective employees probably are exhibited better by any of the other four types. Nominal consolidation means a "department of public safety" (customarily so designated) that is administered by a single director and encompasses police, fire, and building and other safety codes. It would seem that there is a structural relationship between these protective services that could serve as a spring board toward unification, but experience does not show any movement in this direction.

In communities with long established police and fire departments, the creation of a unified public-safety service could be accomplished with a minimum of friction by organizing a functionally consolidated department. Then, after a period of proven successful operation, the program could be extended to partial consolidation or directly to consolidated services. This procedure would allow the organization, the personnel, and the community ample opportunity to adjust to the new system.

D. Justification for Adopting the Public Safety Concept

There is no single pervasive reason why a city should consider adopting some form of consolidated police-fire service. However, it is apparent that a number of elements will certainly encourage city officials and administrators to consider some form of unification.

First, public employees engaged in public safety activities (police and fire protection) constitute a major portion of all those employed in municipal operations; therefore, a large share of the average city budget is directed toward the support of public safety service. Since 1959, the average number of public safety employees in all cities nationally has increased by 2% annually, and from all indications this rate of growth will increase substantially in the years ahead.

From these facts it may be concluded that municipalities have already observed, and will continually encounter increasing expenditures for salaries, wages and fringe benefits, shorter work weeks for municipal employees, and a constantly pressing urgency for supplemental employees to provide adequate municipal services.

The public pressure for improved protective services and the increasing militancy of public safety employees are more evident today than at anytime in our history. The "blue flu", "work slowdowns", and state compulsory arbitration laws for public safety employees all contribute to greater expenditures for salaries and fringe benefits. North Carolina presently does not have a Compulsory Arbitration Law for Public Employees, but legislation has been introduced each General Assembly for the last few years and has been gaining some support. It may also be surmised that the trend for fire departments to request or be required to shorten their work weeks will continue, which will further increase personnel expenditures.

Second, during the past decade the hazards generated by criminal acts and fires have posed a serious threat to the well-being of many citizens, and the frequency of these hazardous occurrences has increased alarmingly. Today, crime and fire represent major social problems and analyses of all available statistics would seem to indicate their continuing upward trend. Certainly the underlying causes of crimes and fires are complex, thereby rendering them unamenable to simple solutions. It is also clear that the traditional means of efficiently and effectively regulating those special problems have proved to be, for the most part, fallible. Unification has merit as an alternative to the present method of providing protective services because it maximizes the utilization of personnel.

Third, before unification can be attained, a departure from the traditional principle of separate service groups must be made. While custom has been difficult to overcome, the historical gap between the two has slowly been closing as a result of improved communications systems, fire departments placing greater emphasis on prevention, and improvements in the more traditional areas of cooperation such as traffic, crowd control, and arson investigation. Accordingly, this barrier is no longer as significant as it has been.

Fourth, in recent years an indisputable reality has been that municipal officials throughout the nation have been confronted with an intensified clamor for improved public safety services. The public is demanding better protection, especially from criminal acts. Public officials are now being obliged to evaluate their total safety program, the goals of which are difficult to accomplish within the confines of progressively severe budgetary limits.

Because of these representative factors, police and fire budgets in many municipalities are being carefully scrutinized, particularly for personnel costs. While personnel costs should be considered, special emphasis should be given to the non-productive time of on-duty firemen in an effort to seek new means of effectively utilizing these municipal employees.

II. FEASIBILITY OF A PUBLIC SAFETY PROGRAM IN GASTONIA

Cities throughout the country are becoming well aware of the ever increasing demands for increased municipal services, both in quantity and quality. This increased demand coupled with the financial squeeze places great importance on maximum effectiveness and efficiency in the utilization of manpower and other resources by every city agency.

A complete analysis and evaluation of the existing conditions of the police and fire Departments is given in the following chapters. Based upon this analysis which includes projected population trends, future manpower needs in both departments, projected expenditures and the level of services in demand, the City should consider to establish a consolidated police and fire department based on present and projected needs.

The effectiveness and efficiency of any new program implemented by a city is usually affected by the presence or absence of certain management processes and procedures, the manner in which functional responsibilities are carried out and coordinated, and the overall goals guiding the daily actions of the various departments and by personnel.

The City of Gastonia has begun to address themselves to specific aspects of program effectiveness and efficiency due to the participation in the Housing and Community Development Act. This is a positive step toward improving the overall management process, but it should be noted that if implementation is limited to only complying with the prerequisites for the Community Development Program the process will be self-defeating in implementing future programs including consolidation of the police and fire departments.

In the examination of cities that have successfully implemented a police-fire consolidation program, a common element to all the cities is an ongoing management process that includes the following functions; comprehensive policy planning, budgeting, monitoring, and evaluation. Each of these functions is examined below, with recommendations provided concerning the implementation of each function in the Gastonia management process.

Comprehensive Policy Planning.

Presently there is no formal process in existence in Gastonia city government for Comprehensive Policy Planning encompassing all departments. Policy Planning is presently limited to specific programs. The basic elements of a policy planning process include the collection and analysis of data concerning the current needs and future needs of the community, technical guidance and advice from city department heads and other knowledgeable individuals and organizations; formal action by the Mayor, City Council, and City Manager to identify the goals and priorities city government will pursue, and input from the citizenry as to their perception of needs and of the effectiveness of all municipal services to be rendered.

The City of Gastonia is actively involved in the Housing and Community Development Program and has pursued the requirements of comprehensive policy planning as a prerequisite to be eligible for the program. Major city departments have been involved in the policy planning for this program and a transition to adopt the principles of this function city wide may be accomplished with moderate procedural and organizational change.

Recommendation.

The compilation and analysis of pertinent data concerning current and future needs of the community should be centralized in the office of the City Manager and should be directed and supervised from that level. Presently the City Manager is without adequate staff to take on these additional tasks. Presently the Personnel Director divides his time between the Personnel Department and the City Manager's office, however the functions of policy planning are not part of his role.

It is recommended that a new full-time position of Assistant City Manager for Budget and Operations be created. The individual engaged to fill this position should assist the city manager by supervising and coordinating the formulation of the operating budget and capital improvements program, and by supervising new activities assigned to the office of the city Manager, including data collection and coordination, monitoring expenditures and progress of budget capital improvements projects and evaluating selected projects and activities.

The City of Gastonia has actively been involved in planning but has been limited to primarily physical development. It has become increasingly clear, in the field of Urban Planning, that social and economic problems are directly linked with physical decay. The proposal of hiring a Community Development Planner should help eliminate this deficiency and assist the overall management process.

It should not be interpreted that an Assistant City Manager could or should do the tasks of both positions. The Community Planner's role and function will undoubtedly increase with the scope and tasks of the position whereas the Assistant City Manager's role will also increase in direct proportion to implementation of both existing and future programs.

Budgeting.

In previous reports, written by a National Loss Control Corporation in 1972, entitled City of Gastonia Fire Department Management and Fire Station Location Study⁴, and the Fire Management Plan, written for the Gastonia Fire Department in 1975 by the Division of Community Assistance, Department of Natural and Economic Resources, it was stressed that the Fire Department's top management did not emphasize the responsibility for establishing policy, procedures or change from within the depart-

ment and the budget should be the vehicle to reflect this. Furthermore, the budget tends to be "add on" -- a repetition of the past years' activities and expenditures with a few new costs added on for inflation and new or expanded activities. This situation exists largely because there has been little or no formal guidance given to the department heads as to the activities or services to be given priority attention in the coming fiscal year. Due to the absence of a formal evaluation system of departmental activities that stressed deleting or decreasing ineffective activities, budgets tend to reflect the same emphasis from year to year.

It should be noted that this situation has occurred based on accumulative effect not only related to past administrations, but also due to the growth of Gastonia. The city not only grew in population and industries, but also in demand for municipal services and emphasis was often placed on physical expenditures with little emphasis on staff or modern management principles to implement the services effectively or efficiently.

Recommendation.

A formal statement of goals and priorities should be recommended by the City Manager and adopted by the City Council and should be thoroughly discussed with the department heads. Primary responsibility for execution of all actions to meet the established goals should be placed upon the department heads and monitored by the Assistant City Manager.

Recommendation.

Working under the direction of the manager, the Assistant City Manager for budget and operations should have primary responsibility for assuring that the city's formal goals and priorities are considered in the budget review process. Since the City Manager would then be able to more closely monitor the performance of the various departments throughout the year to gauge their management capabilities and their level of performance, these factors should also be taken into consideration during the budget review. Through this form of process the City Manager and Personnel Director would also have a formal method of evaluating personnel for future promotions from within the administration.

Recommendation.

Budget proposals should be judged not solely on the basis of what the department is doing this year, but on the basis of how effectively it is doing it, to what extent it is meeting real community needs, and in what ways the department is pursuing the goals and priorities as formally enunciated by City Council. Departmental activities that are ineffective or unnecessary should be eliminated or reduced to the level possible.

Monitoring.

There are two general types of monitoring which should be conducted by city government. One is the monitoring of the city's financial status — the outgoing expenditures and the incoming revenue. The second concerns the monitoring of the performance of the various departments' ongoing operations and activities. The second type of monitoring must be implemented to improve the overall management of the City of Gastonia.

Recommendation.

Several steps should be taken to strengthen the performance monitoring of the departments.

1. The City Manager, relieved of duties assigned to the Assistant City Manager, should assume primary responsibility for performance monitoring.
2. The City Manager should establish a schedule of meetings every two weeks with department heads to disseminate information and monthly with each department head to discuss specific departmental problems. However, he should also require each department head to provide him with a monthly written report which briefly describes major activities and problems of the department during the past month and the major activities and problems envisioned in the coming month. The manager may wish to devise a form to be used by all department heads in preparing such reports, but must be reviewed and revised periodically to make certain that the desired information is being provided. (A proposed format for monthly reports is included in the Appendix.)
3. The City Manager should instruct appropriate department heads to initiate monthly meetings within their departments to include division heads and other supervisory personnel. Such meetings will ensure that department heads are more closely monitoring their internal activities. Such departmental meetings should be attended by the Assistant City Manager or a representative of the Manager's Office for information purposes.
4. The Assistant City Manager for Budget and Operations should assume responsibility for capital improvements project monitoring, both as to progress and rate of spending.
5. The system described herein will require close communication between the City Manager, the Assistant City Manager, and other appropriate staff members. It would be advisable for the City Manager to meet briefly with these members of his staff on a daily basis to exchange information and to give the manager the opportunity to assign tasks.

Evaluation.

The final step in the management process is evaluation -- the means by which management measures the effectiveness of its efforts to achieve its stated goals and priorities. The results of such evaluation should influence the setting of goals, the budgeting, and the project planning for the fiscal year. Evaluation of governmental services, programs and projects is not a precise science, and it requires trained personnel with a research background and a sound knowledge of government and the community. It is also an expensive undertaking, but an extremely important one which could save the city money in the long run. Because of these factors, a city should initially undertake to evaluate only a limited number of selected activities, mainly those which have a high risk factor, are in themselves expensive, and are highly visible to the community.

Recommendation.

The City of Gastonia should initially undertake the evaluation of the police and fire department as they are presently organized and staffed.

The combined budgets of the police and fire department total \$2,475,420 for fiscal year 1975-1976 and represents one of the highest expenditures for personnel in the city. Both departments represent a high visibility to the citizens of the community with a high risk factor for effectiveness. Also in terms of organization both departments operate under a form of quasi-military structure which should allow a cleaner delineation of authority and responsibility from which a monitoring and evaluation procedure could readily be established as compared to another department with a more diverse function.

III. ANALYSIS OF THE GASTONIA POLICE AND FIRE DEPARTMENTS

A. Gastonia Police Departments Existing Work Methods

The Gastonia Police Department operates on a three shift rotating basis with three stationary supplementary units all consisting of forty hour work weeks. The three shifts rotate at twenty-eight day intervals. There are presently seven road patrols covering the city.

The service area covered by the police force consists of approximately 22.5 square miles with an estimated 1974 population of 49,630 permanent residents.⁵

Chart 1 illustrates the present organizational structure and personnel allocations.

B. Workload

The following tables illustrates the existing workload of the Gastonia Police Department. Only Part I Serious Offense statistics are used for analysis. Part I Serious Offenses is the classification employed by the Federal Bureau of Investigation to evaluate and monitor those crimes that pose the most threat to life and property. They are also the most accurate records kept by local police departments. The Gastonia Police Departments Record Division is presently undergoing a change to update their reporting system for the purpose of monitoring all calls, but for the purpose of this report only Part I Offenses will be used due to the absence or incomplete records of all other calls.

Table 1

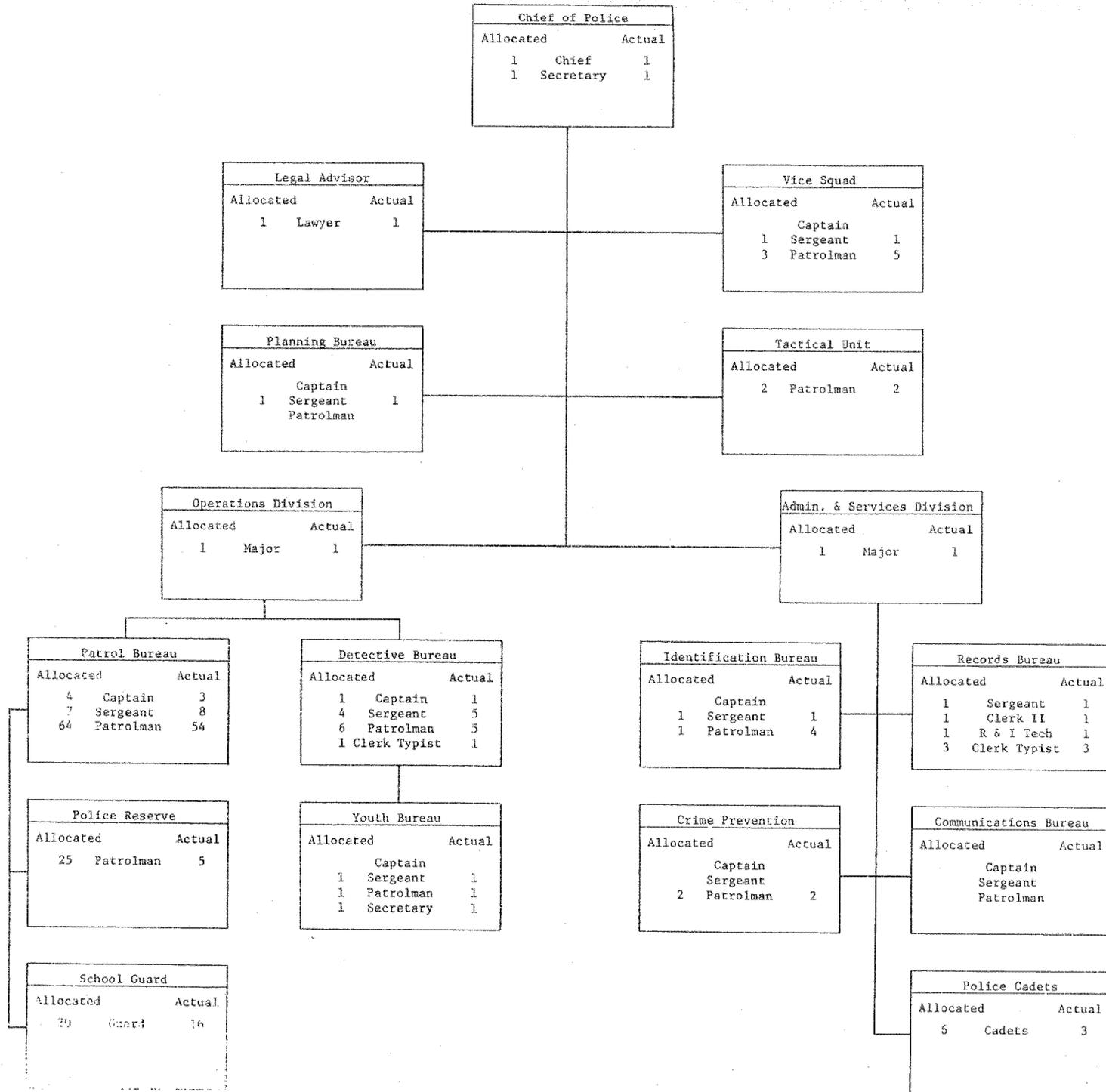
OVERVIEW OF 1974 PART I SERIOUS OFFENSES

	<u>Gastonia Rate</u>	<u>National Rate</u>	<u>N.C. Rate</u>	<u>Gastonia *Clearance %</u>	<u>National Clearance %</u>
Murder	15	9.7	11.7	93.3	80
Rape	3	26.1	16.1	100.0	51
Aggravated Assault	826	214.2	337.4	94.4	63
Robbery	115	208.8	71.4	19.1	27
Burglary	1,424	1,429.0	892.0	8.3	18
Larceny	2,107	2,473.0	1,308.0	14.1	20
Auto Theft	255	460.6	173.8	10.1	15

SOURCE: 1974 Federal Bureau of Investigation Crime Statistics

*The Clearance rate refers to crimes solved through the arrest of perpetrator of crime.

CANTONIA POLICE DEPARTMENT ORGANIZATION



Chief of Police			
Allocated		Actual	
1	Chief	1	
1	Secretary	1	

Legal Advisor			
Allocated		Actual	
1	Lawyer	1	

Vice Squad			
Allocated		Actual	
1	Captain		
3	Sergeant	1	
	Patrolman	5	

Planning Bureau			
Allocated		Actual	
1	Captain		
	Sergeant	1	
	Patrolman		

Tactical Unit			
Allocated		Actual	
2	Patrolman	2	

Operations Division			
Allocated		Actual	
1	Major	1	

Admin. & Services Division			
Allocated		Actual	
1	Major	1	

Patrol Bureau			
Allocated		Actual	
4	Captain	3	
7	Sergeant	8	
64	Patrolman	54	

Detective Bureau			
Allocated		Actual	
1	Captain	1	
4	Sergeant	5	
6	Patrolman	5	
1	Clerk Typist	1	

Identification Bureau			
Allocated		Actual	
1	Captain		
1	Sergeant	1	
1	Patrolman	4	

Records Bureau			
Allocated		Actual	
1	Sergeant	1	
1	Clerk II	1	
1	R & I Tech	1	
3	Clerk Typist	3	

Police Reserve			
Allocated		Actual	
25	Patrolman	5	

Youth Bureau			
Allocated		Actual	
1	Captain		
1	Sergeant	1	
1	Patrolman	1	
1	Secretary	1	

Crime Prevention			
Allocated		Actual	
2	Captain		
	Sergeant		
2	Patrolman	2	

Communications Bureau			
Allocated		Actual	
	Captain		
	Sergeant		
	Patrolman		

School Guard			
Allocated		Actual	
20	Guard	16	

Police Cadets			
Allocated		Actual	
6	Cadets	3	

Table 2

PERCENT OF INCREASE-DECREASE

The following table shows the percent of increase or decrease in PART I OFFENSES for the Year of 1975.

<u>Classification</u>	<u>Actual Offenses</u>		<u>Percent of Increase/Decrease</u>
	<u>1974</u>	<u>1975</u>	
Criminal Homicide	15	14	- 6.67
Forcible Rape	3	8	+ 166.67
Robbery	115	57	- 50.43
Assault	826	893	+ 8.11
Burglary	1,424	1,247	- 12.43
Larceny	2,107	2,550	+ 21.03
Auto Theft	255	219	- 14.12
TOTAL OFFENSES	4,745	4,988	
TOTAL PERCENT INCREASE/DECREASE			+ 5.12

SOURCE: Gastonia Police Department

The following statistics are drawn from the preceding Table for special attention:

Criminal Homicide declined by 6.67% in 1975.

Forcible Rape was 166.87% higher in 1975.

Robbery Decreased by 50.43% in 1975.

Burglary Decreased by 12.43% in 1975.

Auto Thefts Decreased by 14.12% in 1975.

The overall increase in Part I Offenses was 5.04% in 1975.

Table 3 shows rates comparing Crime Index Offenses in the State of North Carolina with those of Gastonia for the years of 1970, 1971, 1972, 1973, and 1974. Rates for North Carolina for 1975 were not available for comparison.

Table 3

ACTUAL RATE PER 100,000 POPULATION

	1970		1971		1972		1973		1974	
	N.C.	Gastonia	N.C.	Gastonia	N.C.	Gastonia	N.C.	Gastonia	N.C.	Gastonia
Murder	11.1	4	11.1	8	12.8	24	12.10	10.6	11.03	21.21
Rape	12.6	18	14.4	16	14.2	22	15.46	26	14.38	16.97
Robbery	49.2	100	52.0	94	62.3	160	69.01	116	88.69	120.91
Aggravate Assault	289.0	638	302.0	368	325.3	510	322.64	1,374	346.93	1,894.32
Larceny (\$50 & Over)	639.7	1,528	658.6	1,414	618.3	1,568	126.05	3,768	1,107.50	2,645.26
Burglary	708.6	1,364	752.3	1,390	752.0	1,548	812.28	1,500	1,561.69	5,409.31
Auto Theft	150.6	342	149.0	364	148.2	436	160.65	540	177.09	464.56

NOTE: Rate per 100,000 is based on the last census population 47,142.
The reciprocal method was used to compute the Actual Rate.

SOURCE: Gastonia Police Department and FBI Crime Statistics 1970-74.

C. Gastonia Police Department Expenditure and Budget Data

The following table reflects the total expenditures for the Gastonia Police Department. The Law Enforcement Administration Assistance (L.E.A.A.) Subgrants are included in the total amount.

Table 4

<u>FISCAL YEAR</u>	<u>EXPENDITURE</u>
1970 - 1971	\$ 697,847
1971 - 1972	815,523
1972 - 1973	872,580
1973 - 1974	1,062,059
1974 - 1975	1,347,367
1975 - 1976 (Estimated)	1,623,247

SOURCE: Gastonia Finance Department and Police Department

Since 1970 the population of Gastonia has increased from 47,162 to 49,630 or 5.3% in 1974. During this same period the number of reported Part I Serious Offenses increased from 3,628 to 4,745 per year up 30%. The Gastonia Police Department has been making significant gains in increasing their clearance rate, the following tables illustrates a crime comparison by offense and clearances for 1975.

Table 5

CRIME COMPARISONS BY OFFENSES AND CLEARANCES

	<u>1975 CRIME OFFENSES</u>	<u>1975 CRIME CLEARANCES</u>	<u>DIFFERENCE</u>	<u>PERCENT CLEARANCE</u>
Murder	14	14	-0-	100.00
Rape	8	6	- 2	75.00
Robbery	57	17	- 40	29.82
Aggravated Assault	893	678	- 215	75.92
Burglary - B & E	1,247	157	- 1,090	12.59
Larceny	2,550	359	- 2,191	14.08
Motor Vehicle Theft	219	47	- 172	21.46
TOTAL	4,984	1,273	- 3,711	25.54

NOTE: All clearance rate percentages are rounded.

SOURCE: Gastonia Police Department Records.

While the clearance rate has improved in 1975, compared with the 1974 rate, the total expenditures for the Police Department has also risen from \$697,847 in 1970-71 to the present budget of \$1,623,247 for fiscal year 1975-76. This represents an increase of 43% in expenditures over the past five years. This increase in expenditures also includes a number of L.E.A.A. subgrants in the past few years, it should also be noted what needs these grants were used to fulfill. In 1975 the Gastonia Police Department received six grants from L.E.A.A. The following is a budgetary breakdown of the grants and their use.

Table 6

BUDGET OUTLINE

<u>Budget Number</u>	<u>Use</u>	<u>Personnel Hired</u>	<u>Cost</u>
10-520	Computer Programming	Clerk/Typist	\$ 15,378
10-321	Cadet Program	6 Cadets	36,871
10-522	Crime Prevention	2 Patrolman	40,801
10-524	Police Planning Officer	1 Sergeant	13,671
10-523	Tactical Unit Drug Enforcement	2 Patrolman	67,383
10-526	Detective Squad	4 Detectives	49,640
	TOTAL L.E.A.A. FUNDS 1975-1976		223,744
	TOTAL POLICE BUDGET 1975-1976		1,623,247

SOURCE: The 1975-1976 Gastonia Police Departments Preliminary Budget

The L.E.A.A. subgrants represent 14% of the police department's budget, the primary focus of the grants were for additional personnel and equipment for police officers to combat the increasing crime rate. The police department has experienced a heavy workload in Part I Serious Offenses in the past five years and have been forced to shift duties and responsibilities of the force in order to maintain a rapid response time. The additional of occurrences of serious crimes has forced the more specialized departments to respond to daily patrol functions due to the increased workload of the patrolmand and the lack of adequate time to provide a thorough follow-up investigation. The results have been, by the police department's estimates, that 85% of the patrol force is spent "on call" due to the increased reporting of crimes. This leaves only a minimal patrol force for preventive crime patrol.

The patrol force is the backbone of the police department. It is the largest unit of the department distributed throughout the municipality and in continual contact with the citizens of the community. The work of the patrol force includes all police functions; therefore, the more effective the patrol division, the less need there is for the other, more specialized

operating divisions. Because it is impossible for the patrol force to be 100% effective in all police functions, the other operating divisions are necessary to the extent that the patrol division cannot meet this ideal. Therefore any efforts made to improve or strengthen the other divisions at the expense of the patrol division will result in a vicious circle as the weakening of the patrol only increases the burden of the special units.

With approximately 85% of the patrol officer's time being spent "on call", it appears that the effectiveness of the patrol is diminishing and that the deterrent force of a uniformed officer, on foot or in a clean, conspicuously marked car is gradually becoming minimized.

There are presently 103 allocated positions in the Gastonia Police Department with 98 sworn positions filled. This results in a ratio of 1.97 police officers per thousand population. The national ratio for cities with a population from 50,000 to 100,000 population in the Section IV South Atlantic states is 2.2 police officers per thousand population.

While there is a deficiency from the norm of police officers to population based on the average ratio for other South Atlantic cities, this should not be considered totally negative because there is presently no accurate index of how many officers are needed to maintain an acceptable level of police protection. The only acceptable index of a police/citizen ratio is if the crime rate is acceptable for the size of the police force and the total expenditures to maintain the present police force is acceptable to the citizens of the municipality.

The projected population for the City of Gastonia in 1980 is 54,039.⁶ If the present ratio of 1.97 officers is to be maintained this would result in increasing the sworn positions from 98 to 106 for a net increase of eight officers. However, if the city upgrades the police department to meet the average ratio of similar cities in the region in an attempt to reduce the crime rate then this would result in the hiring of an additional twenty officers for a sworn officer total of 118.

To maintain the present 1.97 ratio of officers to meet the projected population growth would result in eight additional officers at an approximate cost of \$80,000. This figure however does not include possible raises and additional costs for equipment. A conservative estimate would be approximately \$100,000. The additional officers and expenditures would only maintain the present level of police effectiveness and would not address the problem of increasing crime prevention patrol efficiency. If the department increases the police officer ratio to 2.2 officers per thousand population this would result in twenty additional officers at an estimated cost for personnel of \$200,000 with an additional expenditure of \$40,000 for equipment and personnel costs for a total expenditure of \$240,000. It should be noted these estimates are based only on manpower needed to meet the projected population and assumes other variables to remain constant. If the city annexes additional areas or experiences increases in crime the estimates will have to be changed.

The primary purpose for expressing the projected demand for police officers and the projected expenditures is to illustrate the growing need for additional manpower in the police department and also to show that the increased expenditures for public safety will not necessarily provide increased effective or efficient public protection.

D. Gastonia Fire Departments Existing Work Methods

The Gastonia Fire Department operates on a three shift basis during which a fireman is scheduled to be on duty for twenty-four hours with forty-eight hours off for an average fifty-six hour work week. This amounts to approximately 121 twenty-four hour duty periods a year.

There are three members of the Fire Prevention Bureau with a Captain as a supervisor, a lieutenant and a fireman as inspectors. This is the only specialized unit within the department that operates as a separate division. The personnel of the Fire Prevention Bureau operate on a forty hour work week and report directly to the Fire Chief.

Chart 2 presents the basic organization of the Gastonia Fire Department.

The Gastonia Fire Department presently maintains a fire fighting force consisting of 72 men of which 69 are line firemen and three are members of the Fire Prevention Bureau. This results in a ratio of 1.4 fireman per thousand population.

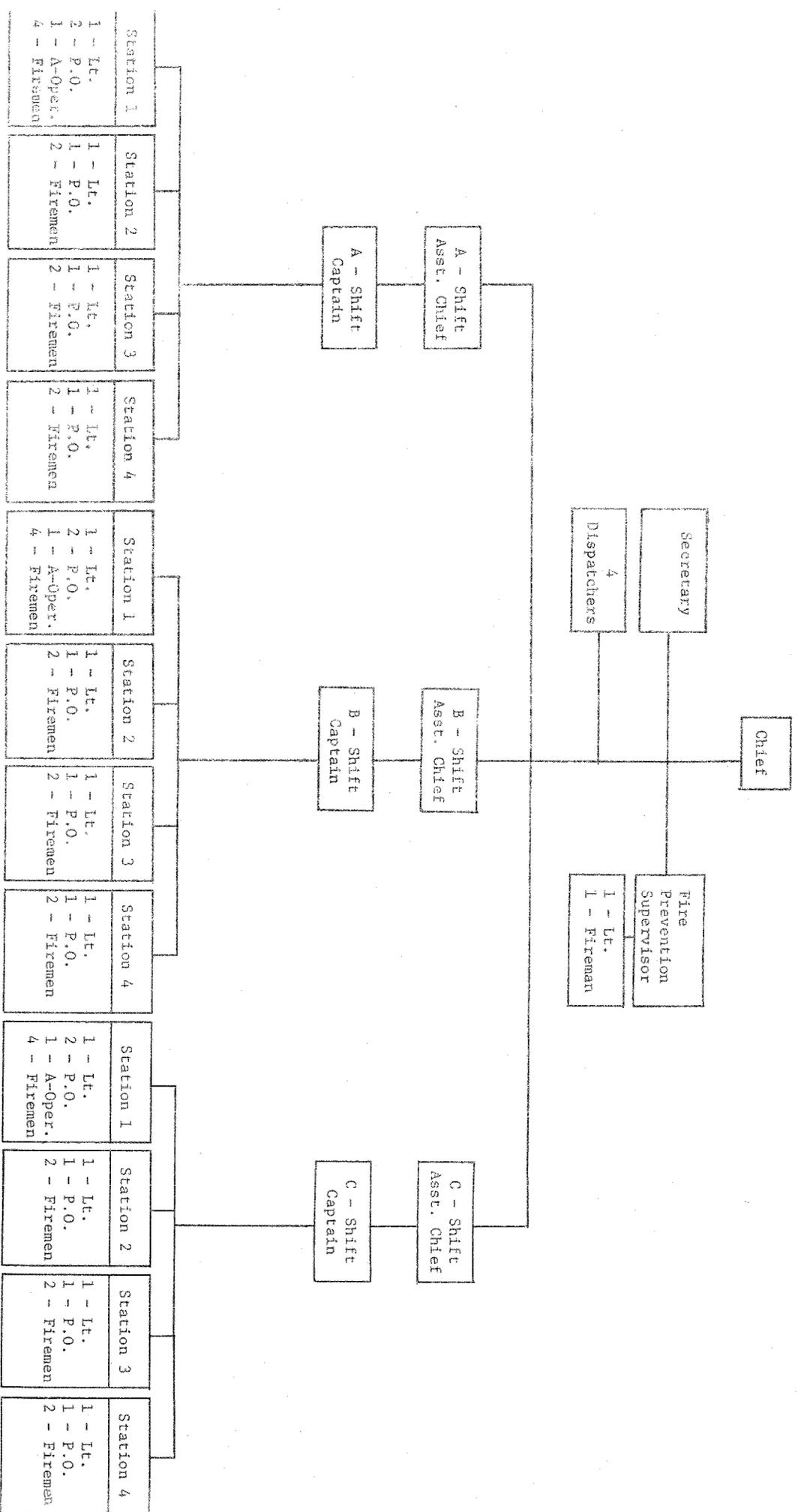
The total fire department budget for fiscal year 1975-76 amounted to \$852,173. Of this amount \$748,779 was allocated specifically for personnel services. The salaries equal approximately 88% of the total budget. With this budget expenditure for personnel it is imperative that accurate criteria be employed to determine the effectiveness of the personnel involved. The costs for such services as Fire Protection will undoubtedly continue to increase and the most efficient and effective utilization of manpower should be employed to provide the level of fire protection demanded by the community.

E. Effectiveness Standards

It appears the fire department relies upon the American Insurance Association's Grading Schedule as the key indicator to their effectiveness. The Grading Schedule is a means of classifying municipalities with references to their fire defenses and physical condition. It is not designed to measure the adequacy or efficiency of the municipal fire department, but rather the degree of hazard of conflagrations and possibility of large loss fires. Consequently, a city's insurance classification may bear little relationship to actual fire loss. Certain portions of the Grading Schedule can be used for new fire station construction and to the number and distribution of men and equipment, but should not be the only basis for fire administration.

GASTONIA FIRE DEPARTMENT ORGANIZATION

CHART 2



SOURCE: Gastonia Fire Department - Fire Prevention Bureau

The use of general accounting principals can also be applied to fire department administration. The administrator should have cost data classified by organizational unit and by object. Comparative analysis from year to year with other cities on the basis of "per capita cost of fire department operation" or "cost of operation per \$1,000 valuation" have practically no significance unless the results expressed in reduction of fire loss are considered.

Effort and performance can be measured in terms of men employed and units of equipment. The best unit of manpower is the number of men multiplied by the hours per week on duty. Equipment can be measured by the number of pieces of apparatus: (1) available for active duty, and (2) in reserve. Valuable aid to the administrator comes from the application of standards of the Grading Schedule. While they are rough and at times not comprehensive, they should be considered when measuring adequacy of personnel and equipment.

The most important of these standards are: (1) minimum pumping engine capacity based on an estimate of the rate at which it will be necessary to pump water to deal effectively with the kinds of fires that may be expected; (2) minimum number of companies, based on population; (3) minimum number of firemen needed to adequately man available equipment; and (4) distribution of companies, based on accessibility of various parts of the city. The standards should be used as guides, not answers. Operational needs of the department will emphasize the basic logic to be used.

The primary criteria in determining a fire department's adequacy and efficiency is considered to be fire loss. The measurement standards are: (1) loss compared to risk involved, i.e. loss per \$1,000 valuation of total burnable property; (2) loss per fire; and (3) number of fires per capita or per \$1,000 valuation.

Measures of service indicate efficiency of fire department administration only when the effort (men and equipment employed) or money expended is considered. One city may be satisfied to maintain a moderate fire loss with a low expenditure for the fire department while another, desiring a higher municipal safety factor, may work for a lower fire loss by spending larger sums for fire protection. The fire departments in two cities may be equally efficient although different standards are used. Loss must be carefully analyzed because of the numerous factors, independent of the fire department, which may affect it.

ANALYSIS OF FIRE ALARMS 1970 - 1974

Alarms that involved fires were 57.5% of all the alarms.

33.0% of the alarms did not have a fire.

17.0% were service calls.

9.0% were false alarms.

7.0% were still alarms.

First examined are those alarms that involved a fire. All analysis is based upon 1970 - 1974 fire data.

Residential Fires

Residential Fires have remained relatively constant for the last five years. Residential fires account for approximately 26.0% of all fires. This represents 1086 fires out of 4200 total fire calls from 1970 to 1974. The total fire loss in dollars is unavailable due to the lack of adequate fire records.

Non-Residential Fires

Non-residential fires comprise approximately 42% of the total fire calls for the five year period analyzed. While this is a significant amount of fires there is no accurate damage reports available in the present data collection system.

Woods and Grass Fires

Woods and grass fires usually account for a minimal amount of damage. The damage is not recorded in present data collection systems, yet they account for 13% of the fire alarms.

Automobile Fires

Automobile fires are 16% of the fire alarms and generally account for an insignificant portion of property damage overall, however, the Gastonia Fire Department does not keep an accurate record of damages and upon examination of the daily records the loss noted is often arbitrary and does not reflect actual fire damage.

Mercantile Fires and Industrial Fires

Mercantile fires and industrial fires account for 12% of the total fire calls in the last five years. While this is the smallest percentage of fires, it represents the most hazardous and costly of all the other calls. The breakdown of each is as follows:

Mercantile fires	7.5%
Industrial fires	5.0%

Table 7

SUMMARY OF FIRE CALLS 1970-1974

	<u>Total Number</u>	<u>% Of Total</u>
Dwelling Fires	1086	26.0
False Alarms	382	9.0
Still Alarms	304	7.0
Woods/Grass Fires	544	13.0
Auto Fires	671	16.0
Mercantile Fires (Commercial)	318	7.5
Industrial Fires	217	.5
Miscellaneous Calls	713	17.0
	<hr/>	<hr/>
TOTAL CALLS	4235	100.0

SOURCE: Gastonia Fire Management Plan, N. C. Department of Natural and Economic Resources, Division of Community Assistance, June 1975.

Observations.

Instilled in the members of every fire department should be the desire to provide the community with the best services possible. This involves more than just manpower and equipment; it involves rigorous standards for the selection of skilled men and equipment and the ability to put these two elements together as a team.

The Gastonia Fire Department cannot be accurately evaluated in its ability to perform in some form of consolidated police/fire program due to the lack of basic administrative practices. The performance standards of the Gastonia Fire Department cannot be evaluated primarily because their is little adherence to in-house evaluation or even minimal performance monitoring.

While the organizational chart of the department and the chain-of-command are defined and delegated the responsibilities for the previously discussed performance criteria there is little evidence that these functions are being carried out in establishing goals, objectives, plans, programs or in budget preparation.

The officers still view their jobs as primarily related to line duties defined by the traditional role of the firemen. The duties carried out do not effectively develop managerial or supervisory skills. Although some officers are attending a program for fire administration at a local college the classes lack specific emphasis for practical application to the Gastonia Fire Department. The Department's present administrative functions lack proper implementation whereas the outside training received by officers would be utilized within the department for self-improvement. The overall lack of administrative expertise is evident throughout the department and is reflected in the budget.

F. Projected Manpower

Presently the fire department operates four (4) stations with a fire fighting force of 69 officers. This is equivalent to a ratio of 1.4 fireman per thousand population. It is proposed in the 1976-77 budget that an additional fire station be constructed that will employ twelve additional firemen and would increase the total fire fighting force to 81 officers, which would raise the ratio to 1.63 officers per thousand population. With a projected city population of 54,639 in 1980, 88 officers will be needed to maintain the current ratio of manpower per thousand population. The total expenditures projected for an increase in personnel from the present combat force of 69 to 88 would equal approximately \$171,000 in additional salaries. This expense would be only for salaries and does not include equipment or additional fire stations and does not provide any assurances that with an increase in ratio of firemen to population that the additional manpower will maximize fire protection.

It is axiomatic that there must be enough men to put fire apparatus into effective use. Three firemen are needed to place a single line of 2½" hose in service.

One additional man is needed to operate a pump, plus a foreman, so pumper companies require a minimum of five men. In high-value districts where buildings are larger or the density higher it is recommended that the numerical and equipment strength of companies be further increased. The present operating procedure for a company of men at three of the outlying fire stations is to have a manned company consisting of four firemen. When a fireman is on vacation, on sick leave or absent from the normal shift, there is no back-up man to replace the absent fireman and, therefore, the company often operates with only three firemen. Additional back-up is provided by the Central Station to the outlying stations.

This problem of under manned fire stations is further compounded by the placement of new recruits at fire stations. The fire department has been operating without a Training Officer or a formal training program for the last four years. A new cadet is given only minimal training in Standard Operating Procedures with the remainder of his training being received on the job. It is not inconceivable that a man with no training is placed in an outlying station as a regular fireman on a four man company. This situation has existed and is presently being practiced in manning the outlying fire stations.

By comparison the Winston-Salem Public Safety Officer receives a comprehensive fire-police training program. The trainees are given 176 hours of police training. The curriculum stresses all aspects of police work including traffic, criminal law, arrest procedures, investigative techniques, firearms, defensive tactics and records. This training program conforms to that of the regular basic police school. On completion of the police training program, the trainees are then enrolled in a 176 hour fire school. This program emphasizes all aspects of modern fire fighting techniques. The formal classroom instruction is complemented by on-the-job training. The fire-policemen are assigned to assist a police training officer for one month. During this time they perform all phases of police work, which includes the investigation of minor criminal offenses, foot patrol, vehicle patrol, enforcement of traffic laws and investigation of traffic accidents. Upon completion of this program the trainees receive one month on-the-job training in the fire department. Following completion of training, and subsequent to their assignment to the fire-police patrol units, the officers are kept abreast of the latest techniques of police work and fire fighting through participation in a continuous in-service training program.

While the comparison of Winston-Salem (population 133,683) and Gastonia (population 49,630) may be considered unrelated, it is important to note the basic preparation the City of Winston-Salem undertook to develop a Public Safety Program. Winston-Salem was able to successfully implement a partial form of consolidation primarily because of their basic preparation, but also due to the City's management process which had the ability to adapt its organization. The City of Winston-Salem had continuously updated their management ability as they expanded their municipal services. The goals of a Public Safety Program were outlined and the city had the ability to monitor and evaluate the performance of an experimental unit. The results of the program were readily available and assisted in full implementation of the program once the trial period ended and the results justified the program.

IV. BASIC ELEMENTS AND ORGANIZATION REQUIRED

In reviewing the basic elements and organizational structure of urban cities, population 50,000 to 150,000, there emerge similar characteristics that have enabled these communities to implement some form of police-fire consolidation and achieve success in meeting the established goals for adopting the program.

The following is a partial list of the approximately 125 municipalities that have some form of Public Safety Program:⁸

Durham, NC
Winston-Salem, NC
Savannah, Georgia
Clifton, New Jersey
Evanston, Illinois
Boulder, Colorado
Oak Park, Michigan
Chicago Heights, Illinois
Elgin, Illinois
Barkely, Michigan

While a large majority of the communities operating a Public Safety Program are suburban and are dominated by residential land uses, an increasing number of municipalities that are urban in character with a large industrial base have adopted the program. In two of the states largest cities, Durham and Winston-Salem, public safety programs have been successfully implemented. This is noteworthy in that the successful implementation of the program in a large urban setting has neutralized many of the criticisms and misapprehensions that many officials have voiced.

The following is a summarized fact sheet used by median sized cities across the country for educating the public and city officials on the Public Safety Program concept (based on Durham's experiences).

The Durham public safety officer program has disproved certain fallacies:

Fallacy: Public safety officer programs are for small towns.

Fact: Durham's 1973 population is 100,000.

Fallacy: Public safety officer programs are for suburban communities.

Fact: Durham is a central city ringed by unincorporated urban areas.

Fallacy: Public safety officer programs are for affluent residential areas having low incidence of crime and fire.

Fact: Durham is a city of industry, commerce and education. It's population comprises citizens of all income levels including a large number of people of low and moderate income. Forty percent of the population is black. Durham's public safety officer program now has the primary responsibility for fire protection and law enforcement throughout 70% of the city's area. Most of the areas in which urban renewal programs are underway or scheduled (except for Downtown) are served by the public safety companies.

Fallacy: Public safety officer programs are for areas being annexed; this approach avoids upsetting firemen and policemen who have been serving the area within the previous city limits.

Fact: Durham's public safety officer program was not undertaken in conjunction with annexation. The separate fire and police programs serving the various areas in 1970 were gradually phased out as the combined public safety officer program was phased in. No policemen or firemen lost their jobs; and none were required to become public safety officers.

Fallacy: Public safety officers are either policemen who get a little fire training and then serve as auxiliary firemen or else firemen who get some police training and then do a form of auxiliary police work.

Fact: Durham's public safety officers are full-fledged firefighters and law enforcement officers. They aren't auxiliary anything. In their part of town they stand alone as the first line of defense against all infractions of the public safety.

Fallacy: Public safety officers can assist in fighting fires but they shouldn't supervise and they shouldn't try to operate the fire trucks.

Fact: In Durham each five-man public safety team is a self-contained unit: four public safety officers and a public safety supervisor who leads the team in firefighting and in all other activity during their eight-hour shift. One of the four public safety officers operates the fire truck.

The higher levels of supervision are specialized: An assistant fire chief is in command at major fires, and at other times the police captain is in general charge of all public safety supervisors on duty.

Fallacy: Public safety officers receive initial training but not much continuing training.

Fact: Durham's public safety officers (and firemen) follow a regular in-service training schedule prescribed by the Fire Training Supervisor of the Fire Department.

Fallacy: A public safety officer program cannot be initiated without the support of the rank-and-file of the Fire Department and the Police Department.

Fact: Durham City Council voted the public safety officer program into effect over the intense opposition of a large number of firemen and a considerable number of policemen. A law firm was engaged to fight the program, and outside experts were imported to testify against it.

(Firemen and policemen generally accepted the Council's decision in good grace although they disagreed with it. Subsequently most police patrolmen and some firemen volunteered to participate in the program.)

Fallacy: Since firemen generally have more doubts about the workability of public safety officer programs, it's safer to establish a public safety program in the Fire Department in order to make sure the fire-fighting mission of the public safety officers will be successfully carried out.

Fact: Durham's public safety officers are members of the Police Department. The program is interdepartmental with the Fire Chief and his assistants playing a vital role in the program's success.

V. THE CITY MANAGEMENT PROCESS AND IMPLEMENTING
A PUBLIC SAFETY PROGRAM

In evaluating the many cities that have an on-going successful Public Safety Program it becomes apparent that no two cities approach to implementation or operation is identical. Each city has taken the basic concept and modified it to meet their particular needs and objectives. This has often required bold and innovative actions that break from any traditional roles perceived by either police or fire personnel. Also in both successful programs and unsuccessful programs the key to implementing this program has been directly linked to the overall management process and the effectiveness of the administration.

Two cities that provide a vehicle for comparing the implementation of police-fire consolidation in successful and unsuccessful situations are Boulder, Colorado and Peoria, Illinois.

Peoria, Illinois, City Council authorized a Cooperative Patrol Program in 1962. The basic concept of the program was that a special force of highly trained personnel within the police department would respond to fire calls to complement the fire personnel at the scene. The basis of this concept is that the cooperative patrolman assigned to an engine company is equivalent of a fully trained, full time fireman.

The program was implemented by assigning cooperative patrolman to districts throughout the city. Ten firemen were transferred to the police department and policemen were invited to volunteer for fire fighting duties. ON March 12, the first cooperative patrolman went on duty. Weekly meetings of the leadership of the police and fire departments and the city manager and his staff were held to ease implementations and to iron out difficulties.

In 1971 a independent study by Public Safety Systems, Incorporated, recommended phasing out the cooperative patrol and returning to a traditional provision of public safety services through separate police and fire departments.

The P.S.S.I. evaluation pointed out that the patrol was not providing increased protection to Peoria residents. A survey of fire losses over the period of 1950 - 1969 utilizing a "moving average" to minimize the effects of large losses within a year on the comparison of losses over the whole period, indicated these losses had actually increased disproportionately during the existence of the patrol. Increased losses were related to the following factors:

1. First, patrol districts did not coincide with districts in which fire duties were assigned. This led to difficulties in establishing improved response times.

2. Second, the assignment of districts was not sufficiently regular to enable patrolmen to develop the team work necessary among members of a pumper crew at a fire incident.
3. Third, although the patrol was intended to be highly trained group of personnel receiving higher pay because of greater training and increased duties, virtually all policemen received nominal training and a consequent increase in pay. In short, the program was utilized for a thinly disguised pay increase to police personnel.
4. Fourth, the effect of all these factors was a decrease in morale of firemen.
5. Fifth, evaluation and monitoring of the program was minimal and the and the effectiveness of the program or weak areas were not emphasized.
6. Sixth, resentment by the firemen further increased when through the first few years of the program 24 firemen were discharged or retired without replacements.
7. Seventh, it became evident that the only concern by the City Council and management was to reduce cost and not to provide a higher level of service.

Boulder, Colorado. In August 1968 the city of Boulder proposed a police-fire cooperative plan titled the Public Safety Officers Program. Under this cooperative program, three firemen were to be retrained on major pieces of fire equipment and policemen were restricted to first-aid treatment to fire victims.

By March 1969 all police patrolmen had been trained in offering first aid to fire victims. This training stressed the use of large fire extinguishers and resuscitators, which were to be used until fire fighters and their apparatus arrived on the scene.

The program was officially initiated on May 1, 1969. The police role became one of quick response, location of the fire incident, first-aid fire fighting operations, and subsequent crowd and traffic control. Police officers returned to their normal patrol duties when the above duties were no longer required.

The program was continuously monitored by staff members of the city manager's office responsible for Operations Evaluation. Monthly staff meetings and program progress reports were required. Weakness or deviation from desired results were quickly analyzed and input from both police and fire department personnel assisted in developing alternatives to achieve the programs objectives. After two years, the program was evaluated. Results of the evaluation indicate that the City of Boulder has provided improved protection services. The improvement is noticeable in three areas.

1. First, response time has been reduced from a previous average of four to five minutes to an average of two and one half minutes. Following arrival at the scene, police officers have been able to extinguish smaller fires or aid in containing others until larger fire apparatus arrives. This type of function was performed in some degree in 25% of the fire incidents to which the police department responded. On at least 45 of such calls, the assistance of the police department was termed "indispensable".

2. Second, the program has resulted in better crowd and traffic control. While statistics are extremely difficult to develop in this area, the Boulder Fire Chief has stated that his department now enjoys better traffic control at fires than even before.

3. Third, and finally, the use of resuscitators by police personnel on the fire scene in aiding victims has resulted in better cure for the injured before the fire department and the ambulance arrive. The use of resuscitators has resulted in saving lives. In one example in July 1970, a baby was saved through rapid response to a call and effective operation of a resuscitator by a police officer.

Quicker response to fire calls, more effective traffic control and fire extinguishment, and more immediate attention to victims indicate that the residents of Boulder are receiving better public safety service through the Public Safety Officers Program. Both the police and fire chief agree that the program has assisted their departments in public relations and the community is more aware of public safety which has resulted in increased citizen cooperation. Other benefits resulting from the program have been through internal monitoring and evaluation — administrative effectiveness has been increased, budget preparation is based on established program need and training has become more comprehensive resulting in higher level of skilled personnel.

It should be noted that the Public Safety Concept in each case was different in terms of duties and responsibilities; however, the elements of the city management process should be emphasized.

In the case of Peoria the Public Safety Program was being used primarily as a means of upgrading the police service and cut costs through decreasing expenditures in both the police and fire department. The city administration lacked evaluation and monitoring abilities and also lacked the organizational structure to be flexible enough to adapt to new programs. This was further compounded by dealing with two professional groups that operate as a quasi-military organizations and resist change in their traditional roles.

In Boulder, the city administration is younger in nature due to the rapid growth of the city in the past two decades. Necessity forced change and the city administrators were more susceptible to more modern management principals. The rapid increase in population also strained the ability to provide necessary municipal services. The city manager's office was staffed to provide both monitoring and evaluation functions of all departments.

All departments actively took part in budget preparation with emphasis on program goals and performance standards. The accessibility to the management process must be considered a positive element in Boulder's success in implementing the Public Safety concept. The line personnel of both departments were given the opportunity to assist in formulating a program to maximize personnel and increase the level of public service by both departments. Compared to Peoria and other cities that have had unsuccessful Public Safety programs there was relatively little dissension among the line personnel in adopting the program, even at the initial phase of the program. This can be directly contributed to the overall accessible management process existing in Boulder.

VI. CONCLUSION

The success or failure of a Public Safety Program is often influenced by many complex and diverse variables, but the overriding influence is the basic organization of the city government and the effectiveness of the management process. Without judging causes, one conclusion that can be made is that the City of Gastonia has adopted a "passive" or custodial role in the development of the city. The net results of this approach has been a rigid structure of separate departments often operating independently of each other. In the case of the fire department, the lack of proper management over the past years had led to a breakdown of basic initiative in establishing policy, procedures, and any form of change that normally came from within the department. While administrative responsibility has changed in the department, the accumulative effect of years of neglect may change gradually. However, a comprehensive change will not take place without a major reform in the city's own management process that includes emphasis on comprehensive policy planning, budgeting, monitoring and evaluation.

The City of Gastonia has an excellent opportunity to initiate reform in the city's management process. The participation in the Community Development Program has laid the initial ground work to develop the principles outlined in the recommendation section of this report. Through the extension of these principles to all departments in the city, both short and long range efficiency and effectiveness of city services will be realized. It is also essential to maximize present and future municipal manpower to meet the ever increasing demand. The successful implementation of a Public Safety Program will also be directly linked to a city management process that can respond to the goals of the program.

APPENDIX A

(PROPOSED FORMAT FOR MONTHLY DEPARTMENTAL ACTIVITY REPORTS)

TO: City Manager
FROM: Name of Department Head, Title of Department
SUBJECT: Activity Report for Month of _____, Year
DATE: _____

A. SUMMARY (Briefly list those items which, in the department heads opinion, should be brought to the attention of the City Manager. Indicate in which section of this report additional information concerning each matter may be found.)

1. _____
2. _____
3. _____
4. _____

B. MAJOR DEPARTMENTAL ACTIVITIES OF PAST MONTH

1. _____
2. _____
3. _____
4. _____

C. PROBLEMS ENCOUNTERED AND THEIR STATUS

1. _____
2. _____
3. _____
4. _____

D. MAJOR ACTIVITIES PLANNED FOR NEXT MONTH

1. _____
2. _____
3. _____
4. _____

E. PROBLEMS ANTICIPATED NEXT MONTH AND THEIR STATUS

1. _____
2. _____
3. _____
4. _____

F. STATUS OF TASKS OR PROJECTS PREVIOUSLY ASSIGNED BY CITY MANAGER

1. _____
2. _____
3. _____
4. _____

FOOTNOTES

1. "Population Estimates for North Carolina Counties and Municipalities", Office of State Planning, N.C. Dept. of Administration, October 1975.
2. Gastonia Fire Management Plan, Division of Community Assistance, Dept. of Natural and Economic Resources, June, 1975.
3. More, Harry W., The New Era of Public Safety, Springfield, Illinois Charles C. Thomas, 1970.
4. City of Gastonia, North Carolina Fire Department Management and Fire Station Location Study, published by the National Loss Control Service Corporation, Long Grove, Illinois, July 1972.
5. "Population Estimates for North Carolina Counties and Municipalities", Office of State Planning, N. C. Dept. of Administration, October 1975.
6. Division of Community Assistance.
7. "History and Report of the Fire-Police Cooperation in Winston-Salem, N.C.", loc. cit., P. 10.
8. Management Information Service, International City Managers Association, 1140 Connecticut Ave., N.W., Washington, DC.