

**CONSOLIDATION OF POLICE AND FIRE SERVICES
IN THE
CITY OF GROSSE POINTE, MICHIGAN**

CITIZENS RESEARCH COUNCIL OF MICHIGAN

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LETTER OF TRANSMITTAL

July, 1976

The Honorable
Mayor and City Council
City of Grosse Pointe
Grosse Pointe, Michigan 48230

Dear Mayor and Council Members

Pursuant to your request, the Research Council is transmitting herewith the report of its study of the Consolidation of Police and Fire Services in the City of Grosse Pointe. The study examines the operations, services and costs of the existing police and fire departments and the feasibility of consolidating the two departments. The study does not address the efficiency or effectiveness of the personnel, equipment, operations or administration of the existing departments, except as improvements could be effected through consolidation.

The report concludes that consolidation of police and fire services is feasible in the City of Grosse Pointe and that a consolidated department can provide improved police and fire services to the citizens of the community at a significant reduction in costs. The report details the proposed organization and staffing of a consolidated department and the methods and procedures to be followed in implementing consolidation.

Mr. Glenford S. Leonard, Director of Public Safety, City of Oak Park, Michigan, served as consultant to the Research Council on this study. We wish to express our appreciation to the employees of the city who were most cooperative in providing information and assistance during the study.

If we can be of any further assistance, please contact us.

Sincerely

/S/ Robert E. Pickup

Executive Director

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INTRODUCTION

The City of Grosse Pointe is one of six suburbs which occupy the extreme northeast corner of Wayne County. They have a combined population of 78,950 people in an area of 14.8 square miles, according to the 1970 population data supplied by the Southeast Michigan Council of Governments. These six communities are participants in both police and fire mutual aid pacts and all operate from a common radio base station, with remote dispatch points at each police department, and all participate in a joint Youth Services Division which was originally funded with LEAA¹ funds.

The City of Grosse Pointe had a population of 6,637 people in an area of 1.3 square miles, according to the 1970 census. The city cannot expand in area, and its population change has been negligible since 1970.

It is a “bedroom” city, with no industry and only three distinct business neighborhoods. The fiscal problems facing the City of Grosse Pointe are typical of those which face most U.S. cities—a fixed or declining tax base, the rising cost of public services and an increasing demand for services.

As with most other U.S. cities, the City of Grosse Pointe faces a critical problem of change in the police and fire service which has been demonstrated by the increasing intrusion of the federal and state governments into the funding, management and control of local police and fire departments. The principal agencies by which these changes are dictated are the United States Law Enforcement Assistance Administration; the U.S. Department of Health, Education and Welfare; the United States Department of Labor, through the imposition of the National Fair Labor Standards Act; the Michigan Department of Mental Health, in the implementation of the Mental Health Code; the Michigan Department of Public Health, in the implementation of the Substance Abuse Act; the Michigan Office of Criminal Justice Program, in the enforcement of the Michigan Criminal Justice Goals and Standards; and the United States Fire Service Commission.

Subtle changes in the methods of delivering services and the quality of these services may be achieved as the consequence of these federal and state programs. The Law Enforcement Assistance Administration requires states to establish goals and standards to qualify for continuation of Federal Planning and Action Funds for Criminal Justice. State commissions such as the Michigan Office of Criminal Justice Programs have developed such standards, one of which provides that within five years no police department with less than twenty men shall be eligible for grants unless it participates in joint ventures for the delivery of services.

The U.S. Department of Health, Education and Welfare has established standards and guidelines for the implementation for Emergency Medical Service programs, with some funding provisions. The State Department of Public Health will follow, probably within the year, with additional legislation regulating the use of ambulances.

¹ Law Enforcement Assistance Administration, U.S. Department of Justice.

The U.S. Department of Labor has established minimum work week and pay standards, which affect local police and fire departments. By 1977, police and fire departments may be required to pay overtime for all hours by which their workweek exceeds that of a national average work week, which is to be determined in 1976.

The Michigan Mental Health Act now requires police officers to transport persons who are “unable to care for themselves” or who are homicidal or suicidal. It also requires police departments to pick up and transport to any mental health facility, those persons within the community whom the superintendent of the facility wants returned.

After January 1, 1977, police departments can no longer lock up drunks, but must deliver them to “service centers” or to their homes.

The National Commission on Fire Prevention and Control is developing national standards for fire service training and it is completing the plans for a national institute for training. This pattern will be followed by the various states, and the present Michigan standards may very well become more stringent because of federal guidelines.

It is difficult to predict the long-range impact of these federal and state actions. However, there can be no question that the actions will cause change. Proof of that change can be found in the impact which the Michigan Compulsory Arbitration Act had on the budgets of municipal police and fire departments.

These changes will have to be accomplished within municipal financial constraints that dictate that wherever possible improvements be made without additional costs. More of the same will not do.

This study will address the problem of providing municipal public safety services in Grosse Pointe in a manner in which the necessary changes are possible.

POLICE SERVICES

Normal Functions. The normal functions of the Grosse Pointe police department consist of the provision of patrol services; the investigation of criminal matters; the provision of special services, which consist principally of animal care, enforcement and maintenance of the parking meter system, and miscellaneous services such as bicycle licensing and property custody; and the provision of basic emergency medical service in the form of transportation by department ambulance.

Facilities. The department is housed in the northeast corner of the building which also contains the city hall, municipal court and fire department. It adjoins the fire department, but is separated from it by a solid wall through which two doors provide inter-department access. The dispatch center occupies space which also serves as a lobby, from which it is separated by a counter. This area also houses the secretarial desk and some file cabinets. Separate office space is provided for the chief and the detective lieutenant.

The department also has a small squad room and one-man cell which is accessible from the lobby through a larger room which is used as a booking area.

Parking meter maintenance is carried on in the DPW building.

Equipment. Major equipment consists of two distinctively marked patrol station wagons which double as ambulances, and two plain sedans. One sedan is used by the chief and another is used by the investigator.

All vehicles are equipped with three-way radio and the department has four portable transceivers.

Operations. The department is commanded by the director of public safety and police chief. His second in command is a detective lieutenant, who handles criminal investigation and prosecution. The shifts are commanded by three sergeants, who operate as desk sergeants. Field supervision is provided by three corporals, who are acting commanders in the absence of a sergeant, but who ordinarily patrol an assigned district.

A fourth corporal is assigned to animal control, parking meter regulation and maintenance and such other miscellaneous duties as may be assigned from time to time.

Juvenile services which may require more than action by a patrol officer are referred to an Inter-Community Youth Services Division. This division was originally funded by the Law Enforcement Assistance Administration, but is now wholly supported by the participating cities.

Ambulance service is provided by either of the two patrol station wagons, which carry stretchers. One of the patrol station wagons also carries a resuscitator. Only four officers are certified as ambulance attendants. Municipal ambulance services provided by police and fire departments usually adopt one of two current theories of emergency medical service. One holds that immediate transportation to a close hospital is most effective. The other holds that the need for stabilizing the patient, in the case of certain kinds of severe injury or illness, overrides the effectiveness of immediate transportation. The Grosse Pointe operation uses the immediate transportation theory. In 1975, there were 201 ambulance runs. The study team could not determine what percentage of these resulted in the reduction of trauma or represented necessary transportation. The resuscitator carried

by one patrol unit is not operated by the attendants. Whenever a resuscitator appears to be necessary, the fire department is called to operate it.

The patrol force of 15 officers, which includes three sergeants and three corporals (excluding the chief, lieutenant and special services corporal), is evenly divided between the day, afternoon, and midnight shifts. Vacation, sick-leave, and other authorized leaves reduce the normal manpower per shift to three men. On the day shift, special assignments may further reduce the available patrol strength to two men, although this shift is augmented by the presence of the police chief, the detective lieutenant and the special services corporal.

Patrol officers work a six-week cycle, during which each officer works two weeks on each shift. The day-off system is cycled in such a manner that each man has one four-day-off cycle in each six-week cycle.

On each shift, one man is assigned to dispatch and station duties. This detail is usually handled by the sergeant, or by the corporal when the sergeant is off duty. On each afternoon cycle, both the corporal and the sergeant are off on the same day, once every two weeks (see Table 1 for sample police work schedule).

The department is a member of a police mutual aid agreement, which includes Grosse Pointe Farms, Grosse Pointe Park, Grosse Pointe Woods, Village of Grosse Pointe Shores, Harper Woods, and Wayne County. The Grosse Pointe ordinance code gives officers of each of those units the powers of a peace officer in the City of Grosse Pointe, when they act in accordance with and under the provision of the agreement.

Personnel. The department is at its approved strength of 18 sworn officers and one civilian secretary. Nine of these 18 positions are supervisory in nature and nine are patrolmen. The table of organization (Table 2) follows. At full strength, not considering days off, vacation, illness, injury time and other special leaves, 15 men are assigned to patrol duty.

In the report of March, 1975,¹ the city manager finds that the average annual man-hours available per employee, deducting the average number of leave hours per employee from the total of 2,080, is 1,848 hours. These 15 officers are thus available for a total of 27,720 hours annually. Since each of these positions is filled 24 hours a day, 365 days a year, 8,760 man-hours are required to cover each one. The total average actual men available at any time is 3.16 (3.2) men (27,720 divided by 8,760).

Since one of these men is assigned to desk duty, it is unlikely that the city can provide more than two patrol officers on the street at any time.

Promotions are made by competitive examination, consisting of written and oral examinations. Selection is made from the top three names on the list.

¹ Police-Fire Consolidation City of Grosse Pointe, March, 1975, page 25.

Table 1

City of Grosse Pointe Police Department
Present Police Work Schedule

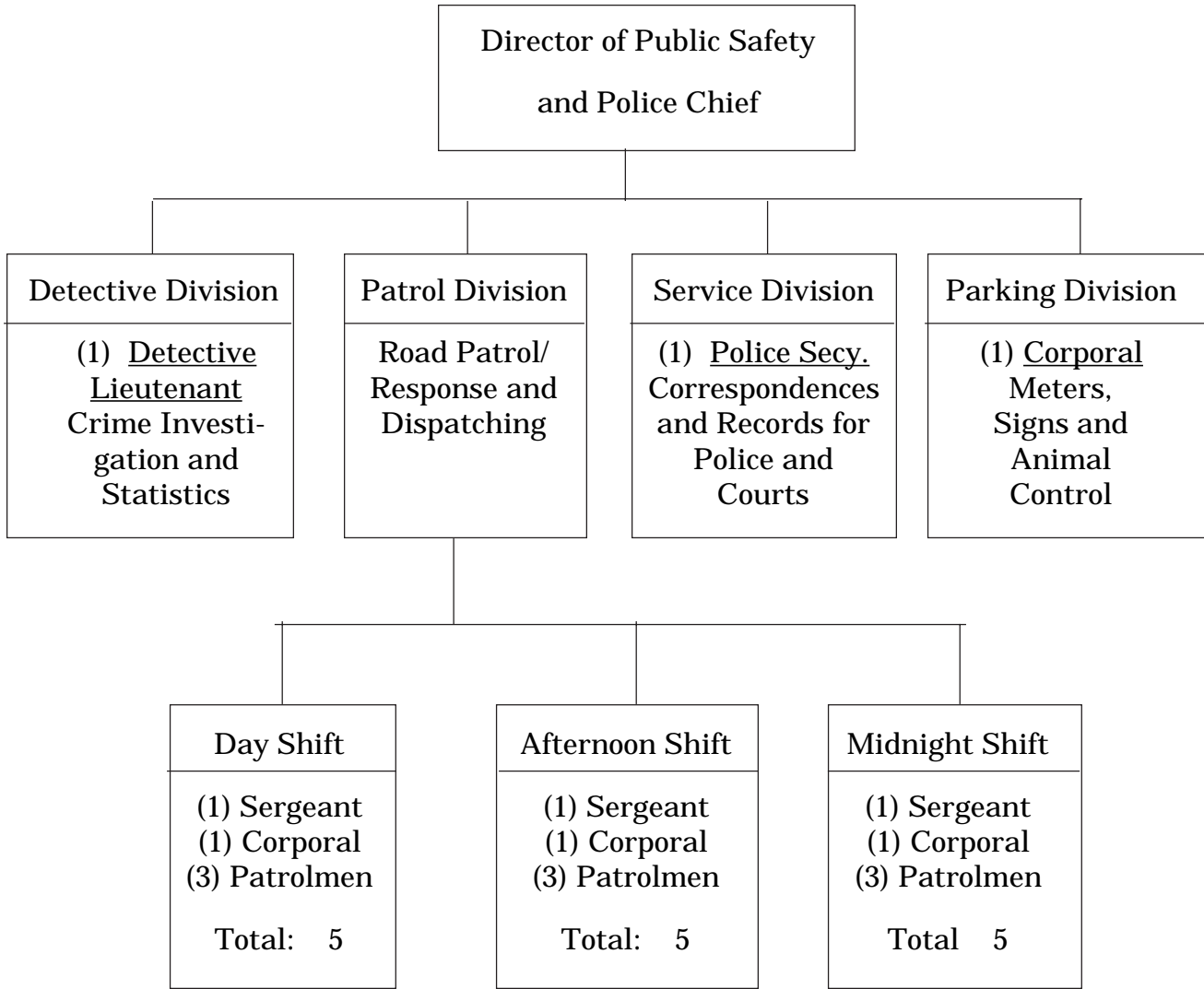
		M	T	W	T	F	S	S	M	T	W	T	F	S	S
<u>PLATOON A</u>	Sgt.	X	X	D	D	D	D	D	D	D	X	X	D	D	D
	Corp.	D	D	X	D	D	D	D	X	D	D	D	D	X	X
	Patrol.	D	D	D	D	X	D	D	D	D	D	X	X	D	D
	Patrol.	D	D	D	X	X	X	X	D	D	D	D	D	D	X
	Patrol.	X	D	D	D	D	D	X	X	X	X	D	D	D	D
		3	4	4	4	3	4	3	3	4	3	3	4	4	3

<u>PLATOON B</u>	Sgt.	A	X	A	A	A	A	A	X	A	A	A	A	X	X
	Corp.	A	A	A	A	X	X	X	X	A	A	A	A	A	A
	Patrol.	A	A	A	X	A	A	A	A	A	A	X	X	X	X
	Patrol.	X	X	X	A	A	A	A	A	A	X	A	A	A	A
	Patrol.	X	A	A	A	A	A	A	A	X	X	A	A	A	A
		3	3	4	4	4	4	4	3	4	3	4	4	3	3

<u>PLATOON C</u>	Sgt.	M	M	M	X	X	X	X	M	M	M	M	M	M	M
	Corp.	X	X	M	M	M	M	M	M	M	X	X	M	M	M
	Patrol.	M	M	M	M	M	M	X	X	X	X	M	M	M	M
	Patrol.	X	M	M	M	M	M	M	X	M	M	M	M	M	X
	Patrol.	M	M	X	M	M	M	M	M	M	M	M	X	X	X
		3	4	4	4	4	4	3	3	4	3	4	4	4	3

In the second two-week phase of the six-week cycle, Platoon A works shift 3, Platoon B works shift 1, and Platoon C works shift 2. In the third two-week phase, Platoon A works shift 2, Platoon B works shift 3, and Platoon C works shift 1.

Table 2
City of Grosse Pointe
Police Department
Present Organization



Personnel matters are not regulated by city personnel rules of department rules and regulations. All matters relating to administration and discipline are matters of past practice or are controlled by the police contract. Personnel turnover is minimum. Only two officers have less than seven years tenure.²

There is no restriction on outside work, and most officers are employed in other jobs. It is a usual practice for agencies involved in the delivery of public safety services to restrict the residence of personnel. A survey of the residence of police officers reveals that six lived within two miles of the station, ten lived within four miles and 13 lived within six miles. Only five police officers live more than six miles from the station and three of these live within eight-and-one-half miles. All officers live within thirty minutes driving time of the station.

Policemen and firemen are covered by the same pension system. Voluntary retirement is possible at age 55 and mandatory retirement occurs at age 60. A reduced pension is available for policemen and firemen who retire before the voluntary age if they have 30 years or more of service. The director of public safety-police chief is eligible for retirement now and plans to retire in June. Two other officers reach voluntary retirement age this calendar year. There is only one man who is subject to mandatory retirement in 1977 and no others will reach mandatory age until January, 1979.

Since the department has a history of low turnover, there is unlikely to be any more than minimal recruiting for a number of years. Present employees will continue to fill most positions in the department.

Vacations will account for 345 lost days in 1976 and about 337 days in 1977 and 1978. These projections are based on vacation benefits under the present contract. Unless there is a substantial change in the vacation benefits negotiated in the new contract and future contracts, the progression of benefits based on length of tenure should not increase radically.

The department presently employs a part-time officer for about 600 hours annually for vacation relief, and all vacations are scheduled during Thanksgiving and Christmas holidays and school summer vacations. The 345 vacation days in 1976 represent 2,760 man-hours. Thus, the department loses the equivalent of 1.5 men (2,760 divided by 1,848 net man-hours per employee) to vacations in 1976 and only a little less in subsequent years. Since the vacation relief man works only 600 man-hours, the deficit represents 2,160 man-hours or 1.2 men. The 2,760-hour vacation loss is compressed into a time frame where only 600 hours of relief are provided. Therefore, the department has fewer actual man-hours available during the time the relief man is employed than it would have if it restricted the number of men on vacation at one time and spread the vacations over the entire year. The existing police contract permits this type of scheduling.

The city does not regulate the use of employee's sick time. Table 3 depicts the history of sick time use in 1975 and in preceding years. Notwithstanding the fact that several of these illnesses were the result of serious injury or illness, the use of sick time appears to be increasing and in 1975 represented 0.8 men (1,536.5 man-hours divided by 1,848 net hours per employee).

A brief survey was made of training records. Only two officers have been hired since the Mandatory Training Act was passed.³ All other officers have been "grandfathered" into

² Police-Fire Consolidation City of Grosse Pointe, March, 1975, page 11.

³ Act 203, P.A. 1965, as amended by Act 187, P.A. 1970, made basic training mandatory.

Table 3

City of Grosse Pointe Police Department
Annual Sick Leave Comparison

<u>Year</u>	<u>No. of Officers Using Sick Leave</u>	<u>Total Hours Used</u>	<u>Avg. Hours Used Per Officer (@19)</u>
1971 ^a	14	445	23.42
1972 ^a	11	1,121	59.00
1973 ^a	16	1,213.25	63.86
1974 ^a	19	948	49.89
1975 ^b	18	1,536.5	80.84

^a Figures may include summer part-time officer and secretary.

^b Does not include sick leave used by secretary.

peace officer certification, but the department has been actively involved in basic police programs since the early 1950's and all officers have completed basic recruit training. Other training programs have consisted of short courses in communications, LIEN⁴, fire-arms, civil defense, computer technology and photography. No officers have completed the certified refresher police training which is available at the Criminal Justice Institute in Detroit, the Oakland Police Academy, or the Macomb County Criminal Justice Center.

Communications. The department participates in a joint radio system, shared with the other mutual aid cities. The base station transmitters and receivers for both police and fire departments are housed in a building in Grosse Pointe Farms and have emergency power sources. The police department has no auxiliary power source except portable generators from the fire department. Severe weather or accidents could cause great hardship in maintaining emergency public safety communications.

Crime and Calls for Police Services. The police department is called on to respond, investigate or otherwise make disposition of reports of crime and demands for other types of services. In most instances, crimes are reported some time after their occurrence, so very few of them represent a demand for immediate response. Those which do require immediate response are crimes in progress, crimes in which the victim has been injured and requires medical attention, and crimes wherein the offender is likely to be dangerous and has effected an escape.

The incidence of crime by time-of-day and day-of-week was tabulated for this study and is summarized in Table 4 (see Appendix A for a more detailed breakdown). These data were obtained by a technique of sampling 50 percent of the calls recorded in the Police Day Book and a tabulation of all of the motor vehicle accidents reported in 1975. They do not correlate closely with the crime data for 1975 which appears in Table 5. This may be due in small part to the sampling technique, but it is due in greater part to the lack of a case reporting and classification system which can be subjected to audit. Another small error

⁴ Law Enforcement Information Network. A computerized wanted, warrant, and property file operated by the Michigan State Police.

Table 4

Estimated Number of Police Incidents: 1/1/75 through 12/31/75^a

TYPE OF INCIDENT	TIME OF DAY:												DAY OF WEEK																				
	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	S	M	T	W	T	F	STOT.		
1. PART I: Index Offenses	4	4	4	2	6	4	2	2	10	8	20	18	28	22	24	18	30	24	36	12	8	18	6	10	12	40	32	56	56	36	50	58	328
2. PART II: Non-Index Offenses	20	20	24	18	6	4	0	10	14	26	14	30	20	22	26	24	40	28	30	48	38	38	46	32	74	70	78	64	76	104	112	578	
3. PART III: Lost & Found	6	4	0	2	0	6	4	0	2	6	6	0	6	6	4	8	12	4	2	6	8	4	2	4	16	14	20	6	14	10	18	98	
4. PART IV: Casualties	6	7	8	7	5	1	2	6	11	13	19	20	28	18	22	23	28	36	18	13	8	11	11	8	27	41	54	42	53	67	45	329	
5. PART V: Misc. Requests	100	64	54	24	28	20	16	22	60	94	84	46	80	72	120	82	100	94	74	98	126	132	126	106	222	198	224	244	300	312	322	1822	
6. Ambulance/ Resuscitator	4	4	4	0	2	0	0	2	10	6	14	6	14	6	14	6	2	14	4	4	2	12	8	6	18	16	24	22	16	24	24	144	
7. Animal Cases	4	4	4	2	6	2	6	8	18	22	16	28	26	22	8	10	34	14	14	10	10	12	8	2	38	44	40	30	48	54	36	290	
ESTIMATED TOTAL	144	107	96	59	51	35	30	58	123	187	171	158	196	168	216	187	232	224	158	189	206	213	211	170	435	415	496	464	543	621	6153	589	

^a Based on 50% sample. The estimates equal the sample results multiplied by two.

occurs because our study classified all incidents which were reported while the department annually reports only those which actually occurred. The staff used the uniform classification of incident adopted by the International Association of Chiefs of Police and the Federal Bureau of Investigation. Calls for services in casualties and miscellaneous incidents are also classified by the same system. These cannot be compared with department miscellaneous reports because that information is compiled on a random, unclassified basis. An incident is determined to be part of a workload if an officer was assigned to the call. The sample data is a more accurate measure of crime and miscellaneous services workload than the departmental annual report.

The survey shows that there were 906 offenses including 328 index offenses and 578 other offenses. Index offenses are those which are most likely to be consistently reported among the various reporting agencies and are a more accurate base for comparative crime loads than the total offenses data of offense rates. The total number of incidents requiring police service was about 3,589. Thus, the crime workload represents only 25 percent of the police department load.

There were 580 requests for all services between 12:00 midnight and 8:00 AM, or a shift average of 1.6 incidents. This represents 16 percent of the total department workload. One thousand, four hundred and six incidents, or 39 percent of the total incidents occurred between the hours of 8:00 AM and 4:00 PM, for a shift average of 3.9 incidents. One thousand, six hundred and three incidents, or 45 percent of the total number, occurred between the hours of 4:00 PM and 12:00 midnight. Almost half of the total police department workload (45 percent) occurs on the afternoon shift, and the daily average number of incidents for that shift is 4.4 (1,603 incidents divided by 365). The greatest demand for service occurs on Friday and Saturday.

Included in the total incident data are the Part IV incidents, which include motor vehicle accidents and other casualties such as suicides, suicide attempts, dog bites, and sick persons cared for. Two separate classifications are shown for ambulance or resuscitator calls and animal cases. Under uniform classification procedures, such matters would appear in casualty tabulation or miscellaneous public reports (Part V). The study carried them separately, however, because there was no way to determine in which instances the data were duplicated. Therefore, to give the data the statistical benefit of the maximum workload, the ambulance/resuscitator and animal cases were tabulated in separate classifications.

Motor vehicle accidents, other casualties, and ambulance/resuscitator responses represented 473 incidents or 13 percent of the total workload. These 473 incidents represent an average of 1.3 (473 divided by 365) per day.

A review of the police department annual reports for the past five years shows that there have been very slight changes in offense patterns in Grosse Pointe, except for consistent increases in vandalism and auto theft (see Table 5). The table also shows that the department reports significantly fewer index offenses than the survey found (253 as opposed to 328). Index offenses are those classified 01 through 07 in department reports. The same condition was found in non-index offenses (250 as opposed to 578). Non-index offenses include all of those in the department classification 08 through 26.

Table 5

Comparative Crimes as Reported to
Grosse Pointe Police Department

<u>Index Offenses</u>	<u>1975</u>	<u>1974</u>	<u>1973</u>	<u>1972</u>	<u>1971</u>
01 Criminal Homicide	0	0	0	0	0
02 Forcible Rape	0	0	0	0	0
03 Robbery	1	4	2	6	3
04 Aggravated Assault	0	14	5	7	14
05 Burglary, incl. attempts	27	44	16	28	40
06a Larceny, over \$200	20	39	147	97	42
06b Larceny, \$50 to \$200	108	123	83	121	250
07 Auto Theft	<u>19</u>	<u>8</u>	<u>6</u>	<u>7</u>	<u>9</u>
Total	253	329	259	266	358
 <u>Non-Index Offenses</u>					
08 Simple Assault	11	9	4	8	14
09 Arson	1	1	0	0	0
10 Forgery, Counterfeiting	2	6	5	2	5
11 Fraud	22	2	1	0	5
12 Embezzlement	0	0	0	0	0
13 Stolen Property	10	5	5	1	1
14 Vandalism	110	102	98	86	60
15 Weapons	4	1	2	3	3
16 Prostitution	0	0	0	0	0
17 Sex Offenses	12	9	7	9	10
18 Narcotics	15	17	19	23	18
19 Gambling	0	0	0	0	0
20 Offenses against family and children	0	0	0	0	0
21 DUI/L	17	12	17	9	14
22 Liquor Laws	5	3	6	7	7
23 Drunkenness	2	4	4	8	5
24 Disorderly Conduct	29	17	23	33	39
25 Vagrancy	0	1	3	4	1
26 All Other	<u>10</u>	<u>54</u>	<u>28</u>	<u>24</u>	<u>18</u>
Total	250	243	222	217	200
Grand Total	503	572	481	483	558

Source: Grosse Pointe Police Department Annual Report for 1975.

The number of index offenses per 100,000 people in Grosse Pointe in 1974 in comparison with other cities of similar population and area in Michigan is shown in Table 6.⁵ There are many factors which reduce the reliability of crime rate data as indicators of criminal activity, but there are no other indexes available. The crime load in Grosse Pointe is not significantly more severe than that of other cities of similar population and area in the southeast Michigan area.

When simultaneous incidents occur, the department has relied on and can continue to rely on assistance from the mutual aid cities. Since the likelihood of simultaneous demands for police service is small, and since the incidence of occurrences which require immediate response is a small percentage of the total demand, there is little likelihood of simultaneous incidents which require immediate police service.

Analysis of the number of crimes and calls for police service indicate the following:

1. The crime load in Grosse Pointe is relatively small.
2. The demands for immediate service are relatively small.
3. There is little likelihood of multiple incidents occurring within such a short span that they could not be handled with existing patrol units.
4. The assignment of police personnel to additional types of emergency incidents would not increase the workload to the point that existing personnel would be inadequate, if the department is prepared to use selective dispatching techniques on priority matters and utilize mutual aid resources when random extreme emergencies do occur.

⁵ 1974 Michigan Uniform Crime Reports, compiled by the Michigan State Police. 1975 reports are not yet available.

Table 6

Population, Area and Index Crime Rates
for Selected Michigan Cities

<u>City (Village)</u>	<u>1970 Population¹</u>	<u>1970 Area¹</u>	<u>1974 Index Crime Rate²</u>	<u>1974 Index Crimes Cleared by Arrest (%)</u>	<u>Fire Insurance Class³</u>
Grosse Pointe	6,637	1.3	4,745	28%	5
Grosse Pointe Shores*	2,907	1.7	3,518	12	6
Huntington Woods*	8,536	1.5	2,225	7	7
Lathrup Village	4,676	1.5	4,896	11	6
Marine City	4,564	1.8	7,093	21	7
Rochester	7,054	1.6	6,337	9	7
Plymouth	11,578	2.2	3,896	15	7

* City with consolidated police and fire departments.

¹ Southeast Michigan Council of Governments, Population and Occupied Dwellings in Southeast Michigan, 1973.

² Michigan State Police, 1974 Uniform Crime Reports.

³ Town Index, Listing Rated Towns in Michigan, July 1, 1974, published by Insurances Services Office of Michigan.

Appendix A: Table A-1 Detail of Crime by Time of Day and Day of Week--City of Grosse Pointe

TYPE OF INCIDENT	TIME OF DAY:												DAY OF WEEK															
	1	2	3	4	5	6	7	8	9	10	11	12	S	M	T	W	T	F	S	TOT.								
PART I OFFENSES																												
1. Criminal Homicides																					0							
2. Forcible Rape																					0							
3. Robbery								1				1				1					2							
4. Assault--Aggravated																					3							
5. Burglary									2	2	1										21							
6. Larceny-Theft	1																				124							
7. Auto Theft	1																				14							
TOTAL PART I:	2	2	1	3	2	1	1	5	4	10	9	14	11	12	9	15	12	18	6	4	20	16	28	18	25	29	164	
EST. TOTAL NUMBER OF CALLS (TOTAL X 2)	4	4	2	6	4	2	2	10	8	20	18	28	22	24	18	30	24	36	12	8	18	40	32	56	36	50	58	328

Appendix A: Table A-3: Detail of Crime by Time of Day and Day of Week--City of Grosse Pointe

TYPE OF INCIDENT	TIME OF DAY:							DAY OF WEEK																								
	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12								
PART III OFFENSES																																
Lost & Found (incl. 3 missing persons)	2	2	1	1	3	2	1	3	3	3	3	2	3	2	4	6	2	1	3	4	2	1	1	2	8	7	10	3	7	5	9	49
PART IV OFFENSES																																
1. Casualties--MVA*																																
A. Property Damage	2	1	5	4	2	1	2	1	3	9	8	16	11	10	14	16	15	10	6	3	4	5	2	15	21	16	23	29	30	16	(150)	
B. Personal Injury	2	2	3	1	1		2	2	4		4	3	1	4	5	6	9	2	3	3	1			2	5	12	3	12	13	9	(56)	
C. Fatality												1												1							(1)	
2. Casualties--Other	2	2	1	1	1	1	1	4	3	5	4	4	3	4	2	3	6	3	2	1	3	3	3	5	7	13	8	6	12	10	61	
PART V OFFENSES	0																															
1. Misc. Public Requests	10	6	3	2	2	2	2	3	5	8	1	7	1	7	5	8	2	7	8	9	26	20	23	13	13	22	25	26	37	20	166	
2. Misc. Private Requests	31	22	21	9	14	8	6	9	27	42	34	22	33	35	53	36	45	39	35	42	55	57	37	33	88	90	97	124	119	141	745	
Ambulance/Resuscitator	2	2	2	1	1	3	1	5	3	7	3	7	3	7	3	1	7	2	2	1	6	4	3	9	8	12	11	8	12	12	72	
Animal Cases Other than Lost & Found	2	2	2	1	3	1	3	4	9	11	8	14	13	11	4	5	17	7	5	5	6	4	1	19	22	20	15	24	27	18	145	
TOTAL PARTS III, IV-2* & V, Amb./Resus. & Animal Cases:	40	31	15	15	19	14	14	17	49	67	65	44	67	55	79	57	73	68	52	62	72	82	75	62	152	143	167	159	195	212	210	1238
ESTIMATED TOTAL NUMBER OF CALLS (TOTAL MULTIPLIED BY 2 PLUS PART IV-1):*120	83	70	35	41	29	28	38	101	141	139	100	154	122	172	133	168	160	116	133	150	169	155	126	321	313	362	344	431	467	445	2683	

* All MVAs were sampled. Therefore, that data was not doubled, but used as is.

THE FIRE SERVICE

Fire Department Functions. The principal functions of the fire department consist of firefighting and related duties, an inspection program, which includes the enforcement of the National Board of Fire Underwriters Fire Prevention Code of 1960, a home inspection program, boat in dry-dock inspections, fumigation inspections; and resuscitation.

Facilities. The fire department facilities consist of the chief's office, the apparatus room which houses the two quadruple combination pumpers, and a tool room. A kitchen and sleeping room housing 15 beds are on the second floor.

Fire Apparatus. The principal fire apparatus consists of a 1964 Ford 1000 GPM quadruple combination pumper, a 1957 Ford 750 GPM quadruple combination pumper and a 1972 station wagon which is used for a resuscitator and transportation of inspection personnel.

Personnel. The fire department presently consists of 14 men including the chief, a lieutenant, three sergeants and nine firefighters.

Members of the department are allowed a combination of duty days and holidays for vacation. Men with up to 15 years experience are entitled to ten duty days a year; men with from 15 to 20 years experience are entitled to 11 duty days and men with over 20 years experience are entitled to 12 duty days.

In 1976, the total number of duty days lost to vacation will amount to 149 days; in 1977 it will amount to 151 days, and in 1978 it will amount to 152 days. Thus, the department loses the equivalent of about a man and a half per year for vacations. Unless significant changes are adopted in the present contract, the progression of vacation days will not affect the personnel pattern for several years.

The three-platoon system operates on a unique 24-hour day schedule. (See Table 7.) The working-day cycle is 27 days in length during which time each officer works nine days. In a year, there are 13.5 schedules, so each officer has a duty schedule which requires him to work 122 days a year. Thus, the average duty week of each fireman consists of 56 hours, which is the maximum time permitted under Act 125, Public Acts 1925, as amended. Since firemen with up to 15 years of service are entitled to ten duty days vacation under the 1974-75 contract, the newest fireman with at least one year of experience works a maximum of 112 days annually.

Sick and injury time use is nominal, totaling 48 days in 1975. If firemen worked an eight-hour day, the annual average sick days per man would be 3.4.

Fourteen men working 122 days per year provide a potential work force of 1,708 man-days. When the vacations and sick and injury time are deducted, the total available man-days are 1,511 (1,708 minus 149 minus 48) or 108 days per man. The average shift strength then is 3.4 men (365 divided by 108). The occasional shortage which results from sick or injury time is met by calling in a firefighter who is compensated for overtime under the contract. This amounted to 72 hours in 1975.

Table 7
Firefighter's Duty Schedule
27-Day Cycle
Average 56 Duty Hours Per Week

Sun.	Mon.	Tue.	Wed.	Thur.	Fri.	Sat.	No. Days Per Week	
							ON	OFF
1	2	3	4	5	6	7	3	4
8	9	10	11	12	13	14	3	4
15	16	17	18	19	20	21	2	5
22	23	27	25	26	27	New Cycle Starts	1	5
Total							9	18

Shaded Area  Indicates Duty Day

Note: Firefighters Duty Day runs from 8:00 AM one day to 8:00 AM the following day.

There have been no new firefighters hired since July, 1973. If all officers currently employed remain until their normal retirement age of 60, there will be no retirements until 1981. The city can expect that turnover in this department will be minimal.

The firefighters' contract does not prohibit or limit the outside work of members, and most department members work at other jobs on days off.

The residence of firemen is not restricted by ordinance or contract. Six men live within two miles of the station; seven men live within four miles of the station; 12 men live within six miles of the station and the other two men live about 12 miles from the station. Aside from those two men, travel time for all personnel in response to a call-back should not exceed 30 minutes.

Two members of the department are certified instructors for the basic 66-hour course which is approved by the Michigan Fire Training Council for basic firefighting. All department firefighters have completed the basic program at the University of Michigan. Five firefighters have qualified as ambulance attendants, and several are enrolled in fire-related programs at Macomb County Community College.

Operations. The fire department command consists of a chief, who works a regular platoon and shares the same day-off sequence as other platoon members, two lieutenants and three sergeants. The table of organization is depicted in Table 8.

The department is divided into three platoons of five men each (at the time of the study, the department was short one authorized firefighter).

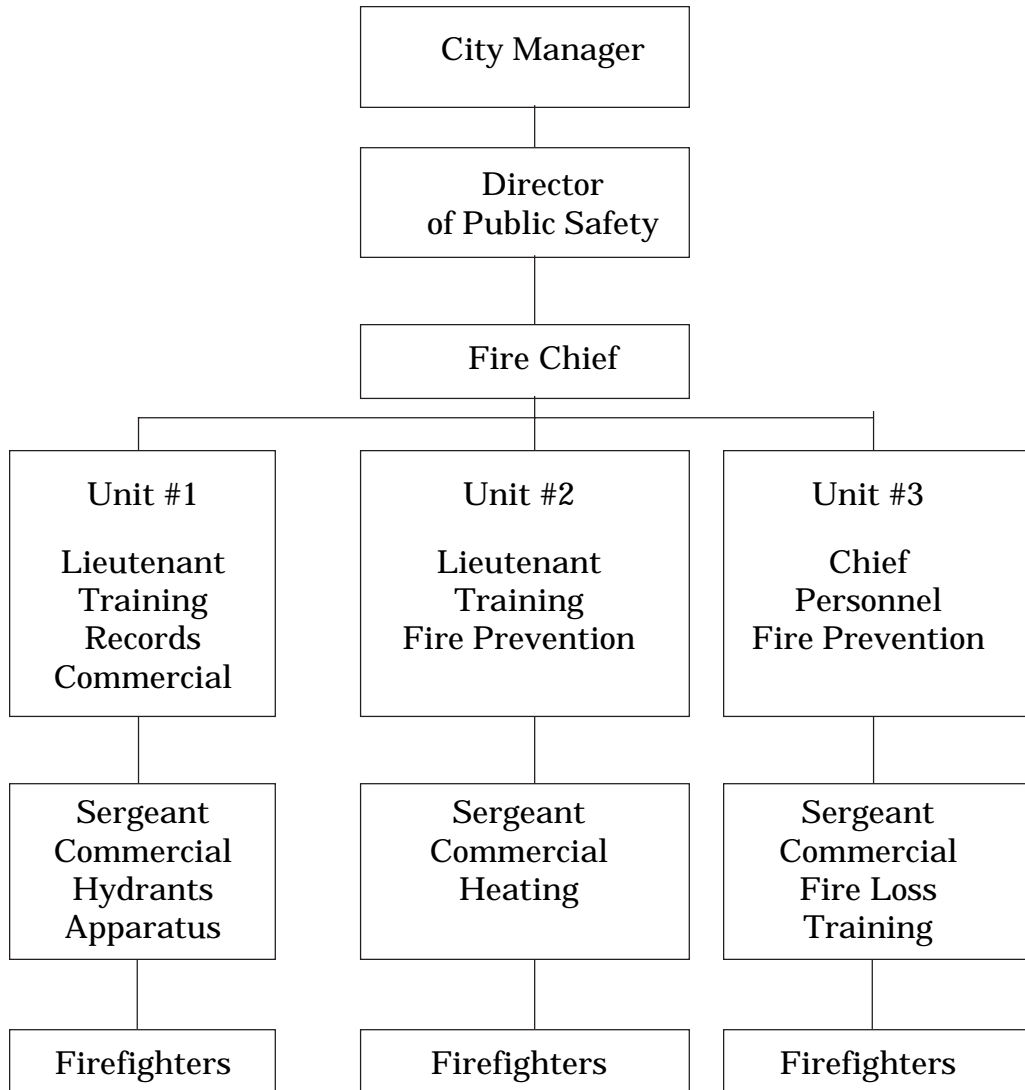
The department carries on an inspection program which resulted in 265 home inspections in 1975, 369 other miscellaneous inspections, and 532 heating plant inspections. The inspections are supervised by the chief and usually performed by the lieutenant or duty sergeant, although all firefighters also make inspections routinely.

The department is a participant in three mutual aid plans:

1. A Disaster Mutual Aid Plan with the city of Detroit, which is implemented only in the event of civil disorder, holocaust, conflagration or natural disaster. It has not been used since its execution in March, 1970.
2. An agreement with the other Pointes and Harper Woods, implemented only on direct request on a second or subsequent alarm.
3. An agreement known as the Pilot Program which includes only Grosse Pointe Farms, Grosse Pointe Park and Grosse Pointe City. The system is implemented automatically when any of the cities receives an alarm of fire at certain target occupancies, which include the hospitals, schools, nursing homes and some commercial establishments. In 1975, Grosse Pointe responded to 86 alarms from the other Pilot Program cities and received such a response in 18 instances. Of the 86 outside responses, 20 involved actual firefighting operations. There are only four instances in which responding cities assisted in actual firefighting operations in Grosse Pointe.

Table 8

City of Grosse Pointe
Fire Department
Present Organization



The ambulance service is handled by the police department, but in any incident in which a resuscitator is necessary the fire department is called. Although the fire department vehicle responding is a station wagon, it contains no other first aid apparatus.

Communications. All of the fire department vehicles are equipped with three-way transceivers and the department has one portable unit which is used principally by the fire inspector. The base station transmitter is located in Grosse Pointe Farms and the department uses the same fire frequency as other units in the fire mutual aid pact.

The Fire Problem. Cities of similar population and area in southeast Michigan were compared with Grosse Pointe on the basis of three-year average fire loss (see Table 9). Although fire defenses cannot be appraised by an average loss of three to five years without serious deviations caused by severe losses, the average loss can be some indication of the size of the fire problem in a municipality. The Grosse Pointe record does not indicate an unusual problem, even though it was affected by an unusually large loss of \$112,000 in 1972.

There were only five or six instances in which off-duty personnel were recalled for fire service during 1975, and none occurred while police were involved in emergency service.

A review of the record of alarms for the past five years indicates that the number of calls for fire alarms has not increased significantly, except in the responses to Pilot Program alarms (see Table 10).

A survey of calls for service by time-of-day and day-of-week is contained in Table 11—25 or 8% of the calls occurred between the hours of midnight and 8:00 AM. One hundred thirty-one or 43% occurred between the hours of 8:00 AM and 4:00 PM and 147 or 49% occurred between the hours of 4:00 PM and 12:00 midnight. This is a very close correlation to the demands of police service by time-of-day. The record for day-of-week indicates that Sunday is the least likely day on which calls for service would not occur.

The 1975 report of the city manager⁶ shows that the heavy use of manpower and equipment, which included the use of booster line, pumper holdup or hydrant hookup, occurred 26 times in 1974 or in about 19.5% of the 133 local alarms.

Each of the 303 calls for service in 1975 was reviewed. Table 12 shows the number of incidents and the type, the cumulative manpower responding, the total man-hours expended and the total time of firefighting.

With 303 calls for service occurring in 1975, there was slightly less than one fire per day.

The total number of man-hours available to the department in a year is 36,264 (1,511 available man-days x 24 hours). Since the department spent about 341 man-hours (see Table 12, Row C) responding to all calls for service and the total man-hours available was 36,264, the time responding to calls actually represented about 1% of the fire department's available time.

⁶ Police-Fire Consolidation City of Grosse Pointe, March, 1975, page 9.

Table 9

Fire Losses in Southeast Michigan Cities
in 1972, 1973 and 1974

	Fire Insurance Class ¹	1970 Pop ²	1970 Area ²	Fire Loss ³			Average
				1972	1973	1974	
Farmington*	7	10,329	1.9	48,605	58,862	148,463	85,310
Grosse Pointe	5	6,637	1.3	112,485	62,097	83,862	86,148
Grosse Pointe Shores*	6	2,907	1.7	8,145	3,179	39,259	16,861
Huntington Woods*	7	8,536	1.5	83,300	19,818	35,235	46,118
Marine City	7	4,564	1.8	55,350	126,185	93,950	91,828
Plymouth	7	11,758	2.2	4,721,013 ⁴	53,673	103,725	78,699

* Indicates consolidated police and fire department.

¹ Town Index, Listing Rated Towns in Michigan, July 1, 1974. Published by Insurances Services Office of Michigan.

² Southeast Michigan Council of Governments, Population and Occupied Dwellings in Southeast Michigan, 1973.

³ Michigan State Police, Annual Fire Loss Reports, 1972, 1973 and 1974.

⁴ Large annual loss not included in average because of substantial deviation.

Table 10
Fire Department
Summary of Comparative Fire Alarms
1971-1975

	<u>1975</u>	<u>1974</u>	<u>1973</u>	<u>1972</u>	<u>1971</u>
Number of Alarms Received	303	283	276	229	126
Structural: (Dwelling/ Commercial Building)	63**	23	25	34	17
Other: (Vehicles, Garage, Brush & Grass, Motor & Appliance, Misc.)	51	42	37	18	47
Total Number of Fire Calls	114	65	62	52	64
Structural Fires as a Percentage of Total Number of Fire Calls	55%	35%	40%	65%	26%
Calls Other than Fires: (Mutual Aid & Pilot Program, Rescue & Emergency, Smoke Scare, Resuscitator, Furnace, Misc. and False Alarms)	189	218	214	177*	62
Five-Year Average Fire Loss Figure 67,890	78,354	84,711	91,213	88,544	

* Mutual Aid Pilot Program—automatic mutual aid response to residential alarms started in April 1972. Responses are reflected in Alarms and Calls other than fires.

** Large increase in this class is result of change in reporting to Michigan State Police, required by statute. All building alarms are reported, where in previous years only the fires which resulted in damage were reported.

Appendix A: Table A-3: Detail of Crime by Time of Day and Day of Week--City of Grosse Pointe

TYPE OF INCIDENT	TIME OF DAY:												DAY OF WEEK																		
	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	S	M	T	W	T	F	STOT.
FIRE CALLS (A)																															
1. Single Dwelling	1			1			2	2	2	2	3	2	4	4	3	3	1	3	5	4	4	1	2	8	9	8	6	4	3	9	47
2. Multiple Dwelling							1			2	1	1	1	3	1	1	1	1	1	1	1	1	2	2	2	2	2	3	3	2	14
3. Commercial																															0
4. Brush & Grass																															0
5. Garage									1						1																2
6. Motor & Appliance																															2
7. Misc. (outdoors)	2	1	1				3	1	1	1	1	3	1	1	1	1	1	5	4	8	8	7	2	1	3	2	5	8	8	10	37
8. Vehicle								1		2	1	1	1	1	1	1	1	3	1	1	1	1	2	1	2	3	2	2	2	12	
OTHER CALLS (B)																															
1. Resuscitator						1	1	2					1	1	1				1	2	2	1	1	1	1	2	3	2	2	1	12
2. Rescue & Emergency			1			1		4	5	1	5	2	4	5	4	1	3	4			2	2	2	4	4	3	4	6	6	10	44
3. Furnace										1		1	1	1	1		1	1	1	1	1	1	1	1	1	1	1	2	2	5	
4. Smoke Scare															2	2	1	2												7	
5. False Alarms								2	1	1	1	2	1	2	1	2	3	4	4	4	2	2	2	2	2	7	6	2	3	29	
6. Misc.	1							3	2	2	4	4	5	7	6	7	13	3	8	5	5	4	1	5	16	14	16	10	11	86	
7. Mutual Aid	4	2	1	1		1																									
TOTAL	10	4	1	3	0	3	1	3	14	13	11	15	15	17	24	22	15	24	24	14	25	20	6	26	45	47	40	43	47	303	

Table 12

City of Grosse Pointe
Fire Incident Working Times
Calendar 1975

	TYPE OF INCIDENT			
	I	II	III	IV
	FIRE (A)	OTHER (ex- celpt mutual aid, B-B7)	MUTUAL AID (B7)	TOTAL
A. Number of Incidents	114	103	86	303
B. Total Number of Responding Personnel:	342	190	284	816
C. Total Man-Hours Expended	138 hrs 44 min	74 hrs 54 min	127 hrs 10 min	340 hrs 48 min
D. Average Hours per Man (@ 14.5 individuals):	9 hrs 32 min	5 hrs 12 min	8 hrs 46 min	23 hrs 30 min
E. Total Working Time:	40 hrs 40 min	34 hrs 12 min	29 hrs 0 min	103 hrs 52 min

Actual firefighting time on local fires consumed only about 139 man-hours (see Table 12, Column I).

The actual man-hours on local fires and on mutual aid fires was only 266 man-hours (138 hours, 44 minutes plus 127 hours, 10 minutes, see Table 12, Column I & III) or about 0.7% of available time.

The total working time in all calls for service was about 104 hours (see Table 12, Row E), or about 1% of a year (104 divided by (365 x 24)). Of the total, 41 hours were spent on local firefighting, 29 hours on mutual aid and 34 hours on miscellaneous calls.

The examination of the fire run reports revealed that the largest number of responses for any man during the year was 85. The smallest number of responses for any man, except the chief, was 32. The average number of responses per man for the year 1975 was 56.27. The average number of personnel on each response was 2.69 (see Table 13).

The fire run reports and day-book entries were analyzed to determine the number of instances in 1975 in which there were fire alarms when there were also emergency demands for police service during the fire operation.

There were only 28 instances (ambulance/resuscitator calls excluded) in which the police and fire departments were involved in responses of any nature at the same time. In ten instances, the police department call was in the nature of a lock-out, a traffic control assist to another department, a suspicious person check, boys on swings, barking dogs, minor property damage accidents or noisy motorcycles, none of which would constitute an incident or emergency which would require an immediate response. In five other instances, when both departments had units involved during the same period of time, the fires were smoke scares or false alarms and did not represent a commitment of manpower which would have disabled the department, and in none of the instances were more men than the number on duty required.

Table 13

City of Grosse Pointe Fire Department
Number of Responses Per Man for the Period 1/1/75 through 12/31/75

	Type of Run			<u>Total</u>
	<u>Fire A</u>	<u>Other (B-B7)</u>	<u>Mutual Aid (B7)</u>	
Average per Man	23.58	13.10	19.58	56.27
Total Responding Personnel	342	190	284	816
Number of Responses ¹	114	103	86	303
Average Number of Personnel per Response	3.00	1.84	3.30	2.69

¹ These figures are based on the fire department's classification of the fire incidents.

In two other instances, the police incident did not represent a call for service, but was generated by patrol action and it was not possible to determine if the police were actually out of service when the fire call was received.

The sequence of events in the 11 remaining instances follows:

1. April 19, 1975 – 11:02 PM—fire department responded with three men to a mutual aid call at Grosse Pointe Park for a house fire. They cleared at 11:15 PM.

11:10 PM—Police responded to a call of a person with a minor head cut.
2. April 28, 1975 – 10:21 PM—Police responded and transported an injured 70-year-old.

10:29 PM—Fire department provided resuscitation to an 80-year-old party with two men and they cleared at 10:50 PM.
3. June 16, 1975 – 2:15 PM—The police department handled two calls. One was a hospital run for a man who collapsed at home and the second was a personal injury accident involving a car and a bicycle in which the car drove off. This was apparently a late report.

2:25 PM—The police handled a juvenile shoplifter who was turned over to the mother.

2:35 PM—The fire department responded to a shorted light fixture fire with four men and they cleared at 3:00 PM.
4. July 2, 1975 – 12:35 PM—The fire department responded to a three-alarm mutual aid call in Grosse Pointe Park with five men. They cleared at 3:15 PM.

2:02 PM—One officer was assigned to handle a property damage accident involving a bus and a car. Time of involvement is unknown.
5. August 11, 1975 – 6:49 PM—The fire department responded with two men to a wire down call. They cleared at 9:29 PM.

8:57 PM—The police department reports show a response to a wire burning at a construction site, but there is no fire department record of the incident.

6. August 19, 1975 – 2:12 PM—The fire department responded with four men to a fire at Bon Secours Hospital and cleared at 2:35 PM.
- 2:18 PM—The police department handled a minor personal injury accident involving a car striking a parked vehicle.
7. September 17, 1975 – 9:51 PM—The police handled a hospital run for a boy with a head cut from a bicycle fall.
- 9:52 PM—The fire department handled a mutual aid call to Grosse Pointe Farms with three men and cleared at 10:04 PM.
8. October 23, 1975 – 10:03 PM—The fire department responded to a leaf fire with two men and cleared at 10:13 PM.
- 10:07 PM—Police responded to a false burglary alarm with two men.
9. November 15, 1975 – 7:16 PM—The fire department responded to three leaf fires with three men and cleared at 8:46 PM.
- 7:17 PM—The police department responded with two men to a family trouble call for peace keeping.
- 7:52 PM—The same two police officers responded to a minor personal injury two-car accident.
10. November 18, 1975 – 6:00 PM—Two police officers responded to a personal injury accident involving two motor vehicles. Time of clearance is unknown.
- 6:38 PM –The fire department responded to a trash fire with three men and cleared at 6:53 PM.
11. November 29, 1975 – 12:30 PM—A transformer in Grosse Pointe Park blew up and the police department received many calls of lights out. The transformer problem was cleared at 12:56 PM.

12:40 PM—Two cars collided at a controlled intersection whose signal was out because of the transformer problem. One car hit a hydrant and the gas tank broke loose. Four police officers were at the scene with four firemen to wash down the gasoline. All apparatus was cleared at 1:21 PM.

In these 11 incidents, there was no time when all calls for service in the city were not handled by on-duty personnel.

In every instance additional help would have been available in police incidents by activation of the police mutual aid plan. In any fire incident, call-back of off-duty personnel could have been initiated or the fire mutual aid plan could have been implemented. In those instances in which the city was involved in firefighting in a "pilot program" city, another "pilot program" department was available for response to Grosse Pointe alarms.

Analysis of the number and types of fires and of simultaneous police incidents indicates: There were not more than six instances in 1975 in which the fire department did not handle a called-for-service with on-duty personnel; and there were no instances when there were fire alarms or working fires during which emergency demands for police service also occurred, where those simultaneous demands could not have been handled by the implementation of a call-back system or mutual aid.

AMBULANCE SYSTEM

A previous section of this study stated that of the two theories of emergency medical service, Grosse Pointe follows that of rapid transportation to a nearby hospital. The area's emergency medical needs are well served by any of the three hospitals within a close traveling distance.

State law provides that a certified ambulance attendant be in any ambulance which is transporting a sick or injured person. The ambulances must also be certified by the Michigan State Police. The certification requirements are enumerated in Act 96, Public Acts of 1974, but these standards are being changed annually and it is certain that more stringent standards will be coming out of the present legislature. It is unlikely that station wagon vehicles will qualify for licensing under proposed legislation.

An examination of the calls in which the department transported persons shows that a large number of transportations are not necessary because of the nature of the injury. These unnecessary trips are probably the result of two factors:

1. The department uses the ambulance for many unnecessary trips because of its public relations value.
2. The public which calls for this service may expect it as a routine and important chore of the public safety service.

In the first instance, the department is risking liabilities it would not otherwise have if injuries occur during transportation or if a minor injury is aggravated by negligent treatment.

In the second case, it is quite likely that the public considers this a necessary and important service merely because it is available.

In either event, it is difficult to justify this service for the small number of necessary transportations when the general operation of the ambulance merely increases the city's liabilities and reduces the work force for 82 man-hours per year.⁷ (The transportation and delivery of injured persons is estimated to average 20 minutes per call.) The city's liability for providing a less-than-excellent ambulance service is heightened by the fact that there can be occasions when the operators of the ambulance are not certified attendants. The requirement that a firefighter respond with the fire department station wagon to any call in which a resuscitator is necessary is also wasteful. This involves two station wagons and officers from each department. If the firefighter who arrives at the scene in the station wagon must administer oxygen en route, he must also occupy the patrol station wagon.

It would appear most advantageous for Grosse Pointe City to join with other cities presently in the mutual aid pact to establish an effective emergency medical service, or contract for the service with another city. This is consistent with the developments in other municipalities which are responding to the increasing public demand for effective EMS.

⁷ There were 201 police ambulance runs in 1975, and 45 fire rescue calls, or a total of 246, at 1/3-hour each.

Although the study did not examine the data of all of the communities which would benefit from such a service, it is unlikely that each city can support or has a demand for the ambulance service it presently provides, and few of them can afford the motor vehicles, training and equipment that are necessary to meet new standards.

If a joint operation cannot be implemented, the emergency medical service offered by the Grosse Pointe City police department should be upgraded by providing for the training of all police officers and firemen in advanced first-aid and CPR (cardio-pulmonary resuscitation) and certification as ambulance attendants. Patrol units should be equipped with operable resuscitators and large dust-proof first-aid kits which contain large field dressings and bandages.

COMPARATIVE NUMBER OF PERSONNEL

The City of Grosse Pointe currently employs a relatively large number of sworn public safety personnel compared to other Southeast Michigan cities of generally comparable population. With total sworn personnel of 32 (18 police and 14 fire), Grosse Pointe has 4.8 full-time sworn public safety personnel per 1,000 population. Grosse Pointe has the highest number of personnel per 1,000 of the 22 cities shown in Table 14 with a population range of 3,500 to 13,500. The 4.8 employees per 1,000 in Grosse Pointe City is more than double the median of 2.0 employees per 1,000 population in the other 21 cities.

Compared to the 14 communities under 10,000 population, Grosse Pointe has the highest number of both police officers and firemen and is the only one of those cities with a fire department manned with full-time firemen.

Compared to all 22 cities included in Table 14, only two have more full-time firemen (Grosse Pointe Farms and Melvindale) than Grosse Pointe City and they have about double the population of Grosse Pointe City.

Table 14

Full-Time Personnel in Public Safety Agencies
in Southeast Michigan Units of Government
with Population from 3,000 to 14,000

	<u>1970 Population</u>	<u>Area</u>	<u>Sworn Police</u>	<u>Full- Time Firemen</u>	<u>Sworn PSOs</u>	<u>Full-Time Officers per 1,000 Population</u>
Utica	3,504	1.3	7.0	V ¹	—	2.0
Pleasant Ridge	3,807	0.6	9.0	K ²	—	2.4
Gibraltar	4,200	4.4	12.0	V	—	2.9
Holly	4,355	2.0	7.0	V	—	1.6
Marine City	4,564	1.8	8.0	V	—	1.8
Lathrup Village	4,676	1.5	7.0	K	—	1.5
Milford	4,699	2.5	9.0	V	—	1.9
St. Clair	4,770	2.6	6.0	V	—	1.3
Howell	5,224	3.2	11.0	V	—	2.1
Northville	5,603	3.3	13.0	V	—	2.3
Royal Oak Twp.	6,326	0.5	17.0	3	—	3.2
Grosse Pointe (Present)	6,637	1.3	18.0	14	—	4.8
Rochester	7,054	1.6	11.0	1	—	1.7
Huntington Woods*	8,000	1.5	—	—	15	1.9
Grosse Ile	8,306	10.4	14.0	1	—	1.8
Centerline	10,200	1.7	20.0	12	—	3.1
Plymouth	11,400	2.2	19.0	10	—	2.5
Grosse Pointe Farms	11,701	3.2	28.0	23	—	4.4
Farmington*	11,800	1.9	—	—	23	1.9
Beverly Hills*	12,900	6.0	—	—	25	1.9
Melvindale	13,100	2.7	27.0	17	—	3.4
Fraser*	13,500	4.1	5.0	8	27	3.0

*Consolidated police and fire departments.

¹ Voluntary fire department.

² City contracts for fire service.

Source: Telephone calls to departments.

THE FEASIBILITY OF POLICE-FIRE CONSOLIDATION

In a 1975 report the Research Council explained the basic concept of police-fire consolidation as follows:

Police-fire consolidation involves the performance of both police and fire protection duties by a group of public safety officers who are trained in both activities. The primary thrust of police-fire consolidation is to increase the number of officers on the street performing public safety duties and to reduce the number of officers standing by in the station. Fire apparatus is manned with the minimum number of officers required to drive equipment to fires, thereby reducing the number of persons whose time is principally occupied to stand by apparatus. Except for command and special assignment personnel, all other public safety officers are assigned to patrol vehicles outfitted with fire fighting equipment and protective clothing as well as police equipment. They engage in police patrol, fire fighting and fire prevention. Police-fire consolidation has proved to be a flexible concept adaptable to the varying needs and conditions of many cities or sections of cities.⁸

There are numerous arguments that have been advanced for and against consolidation. The principal arguments and the appropriate findings of this study and other studies are cited below.

Arguments Against Consolidated Public Safety Operations

1. The pressure of crime and simultaneous incidents will make deployment of public safety officers too difficult.

This argument surfaces in the question, "What happens if someone sets a fire to cover a robbery in another part of town?" The answer is that the number of incidents requiring either police or fire service is so low that simultaneous demands for service are unlikely to occur. When severe incidents demand sustained operations of either sort, thus increasing the likelihood of other calls, the agencies must rely on mutual aid assistance. The American Insurance Association does not give deficiencies for inability to handle simultaneous alarms until the graded city has a population of 200,000.

Previous sections of the report have examined the total service demands of both the police and the fire departments and have found that with rare exception, all incidents were handled adequately by the officers on duty. The excellent mutual aid planning for both police and fire incidents in the six communities provides substantial assurance that additional demands can be serviced without delay.

2. Consolidation would result in a delay in full mobilization time. Loss of life and property could result from the delay in mobilizing personnel in the fire house.

The material presented in preceding sections shows that all of the incidents in 1975 could have been handled by the men who would be the basic operational cadre of each

⁸ Saving Taxpayer Dollars Through Consolidated Police and Fire Services, Memorandum No. 227, October, 1975, Citizens Research Council of Michigan.

shift of public safety officers. The presence one or two additional officers on the street instead of standing by in the firehouse would enhance the mobilization capability.

3. Insurance rates will go up.

Reference to Tables 6 and 9 will show that the insurance class of the city does not depend on the existence of consolidated services. Fire department operations are only a part of the grading system, and the classification has little to do with the cost of home insurance. An investigation of owners insurance rates on April 28, 1976, reveals that the cost of insuring a \$50,000 single family residence in Detroit (Class 2) was \$256 per year; the same coverage in Beverly Hills (Class 7) was \$210 per year; the same coverage in the City of Grosse Pointe Woods, a consolidated city (Class 5), was \$237 per year; in Oak Park, a consolidated city (Class 5), the cost was \$187 per year; and in Grosse Pointe (Class 5) was \$237 per year.

4. You cannot teach one man to do two jobs.

This argument is rebutted by the great number of volunteer fire departments in the United States where professional men regularly act as firefighters in a very effective manner. It is further rebutted when the nature of the two jobs is closely examined to determine wherein their differences lie. Those differences are not clearly discernible when the array of practices among the police and fire departments is examined.

5. Service effectiveness will decrease because the police and fire professions provide vastly different and diversified services with specialized schooling and training necessary for each service and consolidation would decrease the level of expertise in one area or the other, or both.

The specialized services provided by the two departments in Grosse Pointe are not clearly identifiable, except in the areas of fire inspections and special services. Neither department has experienced the schooling and training which would allow all of its men to achieve the status of skilled personnel. The program proposed in a later section for public safety officers would allow each man to reach a higher level of professional development than he has yet obtained.

6. Conflict between police-oriented and fire-oriented individual personal requirements. The fireman is more mechanically inclined and primarily technical in orientation, while the policeman must be oriented to deal with individuals in situations on a psychological and personal basis.

To the extent that such testing is possible, the entrance examinations can examine for both of the aforementioned attributes. We seriously doubt that all officers in the police and fire service, if tested under valid procedures, would actually display those attributes with which they are credited as a "profession." The present personnel in any department display great differences in the number and quality of such attributes as they possess.

The functional display of such attributes may actually be more a product of training than of pre-disposition or existing skill.

7. Loss of teamwork concept. Firefighting actions require closely coordinated teamwork. For this reason, fire companies traditionally train together, live together and work together.

This characteristic is frequently identified as a special need in the fire service, but its existence is more likely to have been occasioned by the historical evolution of the fireman's work week than by its beneficial character. The police department also fields a "team" of the same nature as the fire department, except that the days-off rotate. The reduction in the work week of firemen has eroded the "team" concept to the point where it has no vitality today. However, although great virtue remains in the concept, its tattered remnants may be as easily exercised in consolidated departments as in separate departments.

Arguments In Favor of Consolidated Public Safety Operations

1. Increased manpower on initial response is available as a result of more effective utilization of the on-duty time of personnel.
2. Faster response. Studies in cities, specifically San Diego, California, and Boulder, Colorado, have shown that men on patrol nearly always reach the fire scene before equipment from the station. The experience of twenty-two years of consolidation in Oak Park, Michigan, indicates that one-third of the fires reported are extinguished by officers on patrol.
3. It results in a single chain of command, with better command and personnel resource allocation in emergencies.
4. With all personnel trained in both police and fire functions, it is possible to recall more personnel for severe emergencies of any kind.
5. Improved prevention programs are possible. With increased patrol coverage, inspection for both crime and fire prevention purposes can be emphasized to a greater degree than is usually possible with separate departments. Training programs can be developed to assure that every man on patrol makes a number of business, commercial or other target hazard inspections each time he works on the day shift.
6. A single records system, yielding total emergency data to a single management system, provides better control of manpower and better systems support.
7. A single personnel structure makes recruiting and selection less arduous and costly. It also gives more well-trained personnel for assignment in any emergency, regardless of their classifications. In this sense, it also provides a better career ladder for personnel.
8. Morale is improved in the long run. Individual capabilities are utilized more fully, minimizing boredom and resulting in a greater feeling of achievement. An important factor to the officer is that public safety pay rates are higher as a result of more diversified duties and the greater efficiencies obtained through continuous productive service.
9. It results in the formation of a single basic bargaining unit.
10. There will be fewer problems in implementing the National Fair Labor Standards Act for public safety employees.

A major issue in the feasibility of consolidation for Grosse Pointe City is whether the number of emergencies (crimes and fires) is so great that on-duty personnel will frequently be unable to respond with a resultant increase in the likelihood of loss of life or property. This study clearly shows that this is not the case in Grosse Pointe City:

1. Officers on patrol can handle more incidents.

When the 1,603 police incidents occurring in 1975 between 4:00 PM and midnight (the busiest shift) are added to the 147 fire alarms occurring on the same shift, average daily shift workload is increased from 4.4 to 4.8 incidents.

Only 25 percent of the police incidents (401) are offenses (and an even smaller number of those require immediate response) and only 41 percent of the fire alarms are actual fires (61). Only 52 ambulance/resuscitator runs occurred during that shift and 109 other casualties were reported. Therefore, the average daily number of emergencies occurring on that shift is 1.7 (623 divided by 365).

2. Firefighters can be assigned other duties outside of the station.

Only seven-tenths of one percent of fire department man-hours were spent responding to alarms.

3. Fire and crime prevention inspections can be executed by men on patrol.

The organization and staffing for a consolidated public safety department proposed in the next section of this report will achieve the following:

1. Reduce the total number of public safety employees from the present 33.3 to 29, a reduction of 4.3 positions.
2. The 29 recommended public safety positions will increase the average number of officers on street patrol and available to respond to police incidents from the present 2.2 police officers to 3.0 public safety officers, a 40 percent increase in effective strength.
3. The stand-by fire force in the station will be reduced from an average of 3.4 firefighters to 1.0 public safety officer, but the number of personnel available to respond to a fire will increase from the present average of 3.4 (actual average response is 2.7) to 4.0, which is about a 20 percent increase in fire response capability.
4. The proposed consolidated public safety operation will reduce the city's costs by about \$88,000 annually, while at the same time providing improved services and higher levels of compensation to employees in recognition of their additional responsibilities.

5. The proposed reduction of 4.3 positions and the replacement of five sworn officer positions currently assigned to dispatch and service duties with five civilian employees, will reduce the total number of sworn officers from the present 32.3 to 23.0. This will reduce the number of sworn officers per 1,000 population from the present 4.8 to 3.5 (see Table 14). However, Grosse Pointe City would still have more sworn officers per 1,000 population than all but one of the 21 other cities shown in Table 14.

It is recommended that the City of Grosse Pointe actively consider consolidation of police and fire services.

THE IMPLEMENTATION OF CONSOLIDATION

Legal Aspects. There appears to be no charter provision which would limit in any way any action the city of Grosse Pointe may take to combine the two departments. Part A, Section 15 provides that:

“. . . Council may, by Ordinance, create such additional offices as it deems necessary in the conduct of the City's business. . . any appointive office established by Charter or created by Ordinance may be combined in any manner the Council may see fit.”

The 1967 code of ordinances specifically enumerates certain departments into which the administrative service shall be divided and among those are the department of public safety, to be the responsibility of the director of public safety; the department of police, to be the responsibility of the chief of police; and the department of fire, to be the responsibility of the fire chief. The code also designates specific functions which shall be the responsibility of each department.

In order to accomplish the consolidation of the two departments,

It is recommended that the administrative code be amended to transfer all of the powers and responsibilities of the police and fire departments, whether enumerated in the statute, ordinance or rules and regulations, to the department of public safety and that all duties and responsibilities delegated to the police chief, fire chief or the director of public safety shall be transferred to the director of public safety.

The contracts of the police department and the fire department contain no provisions which would inhibit the city's management right to effect such a consolidation. The contracts presently being negotiated by the police department and recently arbitrated by the fire department cover the year 1975-76, and terminate on June 30, 1976. Therefore, the two departments will be without contracts from then until new negotiations have been completed. If consolidation is attempted, either or both of the bargaining units must be decertified and a single bargaining unit must be formed. That unit will most likely be a typical police unit, because the International Association of Firefighters prohibits membership by public safety officers. When a new unit is formed, every sworn employee with the exception of the director may join the basic bargaining unit. The Public Employee Relations Act provides that in departments whose duty involves firefighting, no employee shall be considered a supervisor, except the chief, director, or commissioner. Therefore, separate bargaining units representing command officers are probably not permitted under statute.

The firemen's work week is recited in the fire department contract and that contract refers to Act 125, P.A. 1925. In 1973, Section 2 of that Act was amended by Act 78, P.A. 1973. It states:

“The provisions of Section 1 shall not apply (e) to any municipality which by agreement with a collective bargaining agent representing affected employees, does not require its employees engaged in firefighting or subject to the hazards thereof, to be on duty more than 40 hours in any consecutive seven-day period.”

The work schedule of a number of consolidated departments violates the strict word of this Act, and that provision destroys the mythical “team” concept of fire platoon assignments wherever the 40-hour week is adopted in Michigan. The schedules proposed in this study

would permit an average 40-hour week to be scheduled in a 28-day cycle, even though more than 40 hours would be worked in some seven-day periods.

Organization. A suggested table of organization is contained in Table 15. This table of organization represents that of a fully consolidated public safety department. Other types of consolidation and organization have been thoroughly considered. Some would result in a greater saving than the one recommended. Examples of these are organizations in which those men assigned to the fire station are on duty in 24-hour shifts but are commanded by the public safety shift commander who is on an eight-hour shift. There are also organizations in which only police are cross-trained so that there are more men available on fires, or those in which the firefighters remain on a 24-hour shift but are assigned to patrol for four-hour periods during each duty-day. Another type of organization is that in which all of the officers, including those whose particular assignment is patrol, are on a 24-hour shift, with rotating patrol assignments. Probably the most rational of all of the methods is that in which all men are on a 24-hour shift similar to that which is presently used by the fire department. It is the most rational because men can be assigned from the fire station to handle accidents or other emergency police calls, with a minimal number of men on patrol. However, it is subject to the same infirmities which presently exist in the 24-hour fire shift system—there is too much idle time and the system is presently threatened by the National Fair Labor Standards Act.

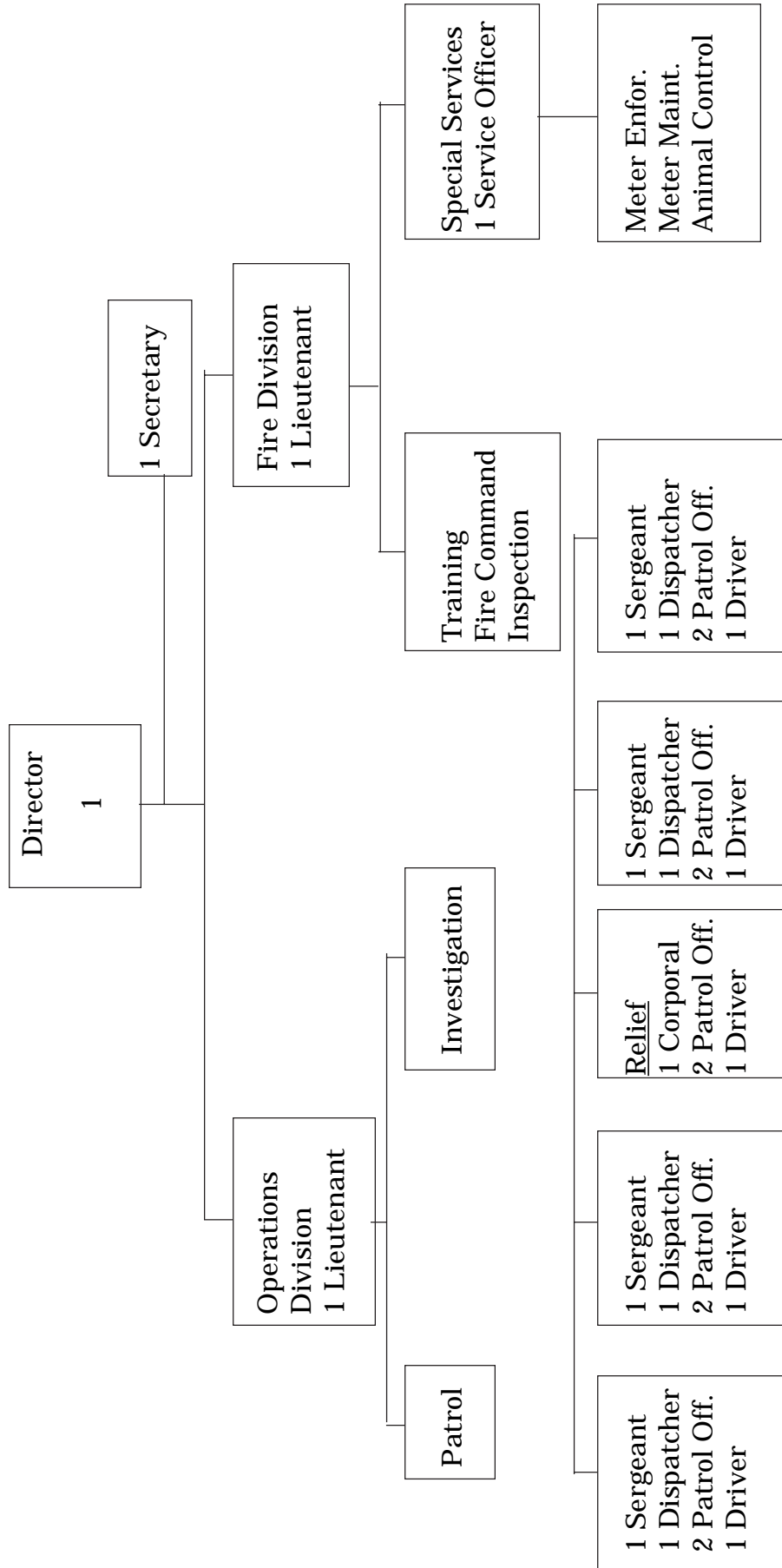
The other difficulties with these partial consolidations are that command becomes fragmented and uniform administration of operations is more difficult. The employees are responsible to more than one commander during a duty tour, and it is impossible to allocate responsibility for the complete public safety function where fire and police responsibilities may still be categorized as such. Because of these administrative and operational difficulties, the recommended organizational concept is based on a unitary theory of administration, command and operations, in which all traditional concepts of separate functions are erased. This does not reduce costs as much as some of the other alternatives, but provides more efficient and effective public safety services.

The operations division would be responsible for all patrol services, firefighting and investigations, and would be headed by an officer of the rank of lieutenant (or other rank which would be commensurate with the command nomenclature in the mutual aid units). The lieutenant would be responsible for undertaking major investigations and supervising routine investigations. He would be responsible to the director. The other of the two commanders responsible to the director would be in charge of the fire division and would be commanded by an officer of the same rank as the operations division head. This commander would be responsible for fire command and would be in charge of all fireground operations, the inspection program, and the total department training program. He would also be responsible for the administration of the special services functions which consist principally of parking meter enforcement and maintenance and animal control.

Shift commanders would hold the rank of sergeant and would become patrol and fireground supervisors. The single corporal would “float,” as relief for sergeants and dispatchers.

The department secretary would be responsible directly to the director of public safety. The secretary would be responsible for the maintenance of all records and for other secre-

Table 15
 City of Grosse Pointe
 Proposed Organization of a
 Consolidated Public Safety Department



tarial and clerical work as necessary. The secretary would continue to function as the clerk of the municipal court.

Personnel. The number of personnel recommended for the public safety department is 29, which is 4.3 less than presently employed. This recommendation is based on data which were developed after examining the number of positions which should be filled each day. This information is contained in Table 16. Variations in this total number of personnel can be achieved by scheduling strategies which allocate more personnel to the busier afternoon shift or by eliminating some dispatcher positions at some future date when central dispatching may become a fact. In addition to the substantial reduction in the total number of public safety personnel, there are substantial savings achieved through the use of civilian dispatchers and the reduction in the number of supervisory positions. The proposal yields four men for firefighting tactics, as opposed to the three or four men who are available now, and at the same time it eliminates the 24-hour shift and brings all personnel within a single responsible command structure.

Table 17 shows a comparison of present and proposed staffing. The salary levels used in Table 17 are those that were actually in effect in 1974-75 and the salary levels for public safety positions recommended in the city manager's report. It was proposed in the manager's report that public safety officers be paid \$900 per year more than patrolmen and firefighters in recognition of their increased responsibilities. The 1974-75 salary levels continued in effect in 1975-76 pending negotiation of new contracts. While the specific dollar amounts shown in Table 17 will be superseded by the 1975-76 and 1976-77 contracts, the relative salary levels for the present police and fire departments and the proposed public safety department illustrate the comparative costs and savings involved in consolidation.

The director should be a person who is experienced in public safety supervision or administration and he should be selected by open competitive examination.

The position of chief would be eliminated.

The number of lieutenant positions would be reduced from three to two. This would probably be accomplished best by attrition, unless the salaries of the sergeant positions were to be raised to the present rate of lieutenant.

The number of sergeants would be reduced from six to four.

The number of corporals would be reduced from four to one.

A platoon of the size conceived by this study does not require a field commander and a station commander. The present practice of assigning the platoon commander to the desk completely eliminates the supervisory capability which the rank is supposed to provide. A shift commander cannot command from the desk. The sergeant should be on patrol, supervising the operations of the patrol officers. He is available for recall to the station if problems which demand his expert assistance arise.

The number of corporals has been reduced from four to one. If a supervisor is necessary for road patrol, to which function the corporal is generally assigned, that supervision can be better provided by a sergeant. The single corporal recommended would "float" for the purpose of providing supervision when sergeants are off duty because of vacation and illness.

Table 16

Number of Operating Personnel Required
for the Proposed Consolidated Public Safety Department

<u>Administration and Support Services</u>	<u>Number Positions Required</u>	<u>Man-Hours Worked</u>	<u>Man-Hours Required</u>	<u>Number Persons Required</u>	<u>Number Recommended</u>
Director	1	1,848	1,848	1	1
Lieutenant	2	3,696	3,696	2	2
Secretary	1	1,848	1,848	1	1
Service Officer	<u>1</u>	<u>1,848</u>	<u>1,848</u>	<u>1</u>	<u>1</u>
Total	5	9,240	9,240	5	5

<u>Operations</u>	<u>Positions Per Shift</u>	<u>(times 8,760)</u>	<u>(divided by 1,848)</u>	
Sergeant	1	8,760	4.75	4
Corporal	—	1,848	1.0	1
Dispatcher	1	8,760	4.75	4
Public Safety Officer II	2	17,520	9.5	10
Public Safety Officer I	<u>1</u>	<u>8,760</u>	<u>4.75</u>	<u>5</u>
Operations Total	5	45,648	24.75	24
Department Total	—	54,888	29.75	29

Table 17

Staffing Pattern
Present and Recommended

<u>Position</u>	<u>Present</u>				<u>Proposed</u>	
	<u>Fire</u>	<u>Police</u>	<u>Total</u>	<u>Top Pay</u>	<u>Positions</u>	<u>Top Pay¹</u>
Director/Chief	0	1	1	\$ 22,160	1	\$ 23,000
Chief	1	0	1	\$ 17,410	0	—
Lieutenant	2	1	3	P \$ 17,410 F \$ 15,750	2	\$ 19,000
Sergeant	3	3	6	P \$ 16,090 F \$ 14,875	4	\$ 17,480
Corporal	0	4	4	\$ 15,195	1	\$ 16,340
Public Safety Officer II	0	0	0	—	10	\$ 15,200
Patrolman	0	9	9	\$ 14,300	0	—
Public Safety Officer I	0	0	0	—	5	\$ 14,900
Firefighter	8	0	8	\$ 14,000	0	—
Service Officer	0	0	0	—	1 (Civ.)	\$ 9,100
Secretary	0	1	1	\$ 8,390	1 (Civ.)	\$ 8,390
Dispatcher	0	0	0	—	4 (Civ.)	\$ 9,100
Relief Officer	<u>0</u>	<u>1/3</u>	<u>1/3</u>	<u>\$ 3,475</u>	<u>0</u>	—
Total	14	19-1/3			29	

<u>Sworn Positions</u>	<u>Present</u>	<u>Proposed</u>
(Including Firefighters)	32-1/3	23
Civilian	1	6

¹ See Police-Fire Consolidation City of Grosse Pointe, March, 1975, p. 36.

On the days on which there are no absences, he could relieve the civilian dispatchers or he could work the busier afternoon shift. It is important that a relief commander be provided because the responsibility for the entire public safety function must be fixed at all times.

The recommended staffing pattern reduces the number of supervising titles from the present 16 to eight. The ten public safety officer II's would be those policemen and firemen who show the highest degree of aptitude for the position which includes patrol responsibilities and firefighting.

The public safety officer I would be responsible solely for station duty and for driving fire trucks. It is recommended that five positions be classified public safety officer I. On those occasional days when the regularly assigned public safety officer I is absent from a shift, his position could be filled by a public safety officer II from patrol. On those days when two public safety officers I were assigned to the same shift, one could be assigned to inspection services. This position would be a lower classification and pay scale than public safety officer II, because this officer would not be exposed to the hazards of patrol duty and the principal function at a fire would be the operation of the pumper. The service officer would replace the corporal who is presently assigned to the meter and animal control function. The service officer could be an unsworn employee at a much lower pay scale than a public safety officer. There is no need for the service officer to have law enforcement powers in order to issue parking tickets and the other skills required of the job do not warrant the promotional rank of corporal.

The four dispatchers would replace the sergeants and corporals who are presently used for station duties. They would be civilians and, because of this, their classification and pay scale would be at a much lower rate than that of either public safety officer I or public safety officer II. Since 4.75 persons are required to fill this job full-time, and only four are recommended for this position, relief must be provided by other officers working the shift. It is recommended that this relief be either public safety officers II or the corporal.

The relief officer position would be eliminated. A previous section of this study reviewed the problems with this method of providing vacation relief. The number of regular officers allowed on vacation at any time should be restricted and vacations should be spread over the entire year.

The number of sworn positions, including firefighters, has been reduced by this proposal—from 32-1/3 to 23. The number of civilian positions has been increased from one to six. See Table 17.

Table 16 shows that at least 4.75 employees are required to fill every position on a 24-hour day.

The three-shift system presently used is an unrealistic exercise in covering each position and in providing a sound command structure. Where three sergeant positions are required each day, the department is actually short 1.75 sergeants over the year. This computation is true for every position. According to the present shift assignment on the 40-hour police schedule, several men from each shift are scheduled for days off every day. A more realistic platoon system which would be closer to the traditional "team" theory would be one in which four units were assigned to cover the three shifts. The 24 employees assigned to operations would be divided into four platoons of five employees each and a four-man relief

unit. Each platoon would include a sergeant, a civilian dispatcher, two public safety officers II and one public safety officer I. The corporal, two public safety officers II and one public safety officer I would “float” in a relief capacity.

The present six-week cycle of the police department in which each shift is scheduled for a two-week period would be changed to a four-week cycle during which each platoon would work each of the three shifts for seven days in a row. See sample schedule, Table 18.

Thus, each platoon would be on duty 21 days out of the 28-day cycle, and would average a work week of 42 hours in that cycle (seven days of the 28 would be days off. In a four-week period, the officers would lose one eight-hour day off). This additional two-hour per week average could be compensated for by 13 extra days off during the year (there are 13 four-week schedules in a 364-day year), or the officer could be scheduled one extra day off in each four-week cycle.

This system is in use in several consolidated departments in southeast Michigan. Its use provides for a more clearly identified “team” approach than that presently found in the fire service. Each member of the platoon would have the same day off and their sequence could be predicted each year. In addition, the day-off cycle and the rotation of shifts could be developed in such a way that the three day-off periods in each cycle can consist of any combination of days off which totals seven. Thus, in one cycle, officers could have two single days off and one five-day period off.

Operations. The strategy and tactics outlined in the city manager’s report of March, 1975⁹ on operations and service response are appropriate to the staffing pattern which is recommended in this report.

The department would also have the advantage of on-street supervision of a command officer during every incident, and the fire prevention activities could be increased by a minimum of ten occupancies each week if every patrol officer is required to make one inspection every day he is scheduled for the day shift.

Another operational resource which has not been tapped is the 14-man public works department. Except in severe weather or other emergencies, public works personnel work days only, which is the time during which most public safety personnel are available. Several cities, such as Scottsdale, Arizona and Huntington Woods, Michigan, have used DPW employees as firefighters on a call-back or volunteer basis. Of the 14 public works employees, 13 live within six miles of the station. Between the policemen, firemen and public works employees, 38 live within that six-mile radius.

The DPW employees could be recruited as on-call firefighters and could participate in the 66-hour basic fire training and routine refresher programs. A call-back system for regular public safety personnel and public works employees should be developed.

This could consist of a telephone sequence call system in which the desk would call one to three off-duty commanders who would telephone officers from their shifts. Or it could consist of one of several radio systems now in wide use. In these systems, the desk activates

⁹ Police-Fire Consolidation City of Grosse Pointe, March, 1975, Page 26, et. seq.

Table 18

Sample Shift Schedule
for Public Safety Operations

Public Safety Work Schedule, 3/22/76 to 4/18/76

Platoon	M 22	T 23	W 24	T 25	F 26	S 27	S 28	M 29	T 30	W 31	T 1	F 2	S 3	S 4	M 5	T 6	W 7	T 8	F 9	S 10	S 11	M 12	T 13	W 14	T 15	F 16	S 17	S 18
"A"	A	A	A	A	X	M	M	M	M	M	M	M	X	X	X	X	X	X	X	X	X	D	D	D	D	D	D	D
"B"	M	M	M	M	M	X	X	X	X	X	D	D	D	D	D	D	D	D	D	D	D	A	A	A	A	A	A	A
"C"	D	D	D	X	A	A	A	A	A	A	A	X	M	M	M	M	M	M	M	M	X	X	X	X	X	X	X	X
"D"	X	X	X	D	D	D	D	D	D	D	X	A	A	A	A	A	A	A	A	A	X	M	M	M	M	M	M	X

"A" Platoon

Sergeant
Dispatcher
Driver—PSO I
PSO II
PSO II

"B" Platoon

Sergeant
Dispatcher
Driver—PSO I
PSO II
PSO II

"C" Platoon

Sergeant
Dispatcher
Driver—PSO I
PSO II
PSO II

"D" Platoon

Sergeant
Dispatcher
Driver—PSO I
PSO II
PSO II

Relief Personnel

Corporal
PSO II
PSO II
Driver—PSO I

an encoder which will transmit a signal to one or all of the off-duty officers, or any combination of them. The encoder activates a loud signal in the appropriate receivers which can be carried by the officers when off-duty and a recorded instruction is given.

The approximate cost of the encoder and transmitter is \$200 - \$250, and the cost of each personal unit is \$110 - \$340. Twenty-three units would be required and the total outlay for the least expensive system, except for nominal installation costs of base station equipment, would be \$2,730.

Training. Each officer who is assigned from the fire department to the public safety service would be required to complete the mandatory 256-hour Basic Police Course. If the department used the facilities of the Macomb County Criminal Justice Center, the Detroit-Wayne County Criminal Justice Institute and the Oakland Police Academy, all 14 firemen could complete the program within a 12-month period. This is a task of some magnitude and requires some scheduling changes. The expense for completing the program may be higher than estimated in a subsequent section of this report, because of the need to schedule extra duty on an overtime basis to make up for manpower shortages.

The five officers that are identified as public safety officers I in the proposed staffing pattern and whose principal duty is that of driver should also undergo this training. This would provide them with some grasp of criminal law and police tactics which would make them functional in any emergency to which they might be assigned.

All of the present police officers should complete the 66-hour basic firefighting program. The fire department has two or more officers who are certified instructors in this program and they could be relied upon to provide that training which would make each of the police officers a functional firefighter. This program would be offered under the supervision of the fire chief.

The fire department should provide a structured program which would permit its instructors to offer a sequence of classes on Sundays, Tuesdays and Thursdays to the men of the police department day shift. Each class would consist of two sessions of two hours each, for a total of four hours on each training day.

This would result in each of the three shifts completing 24-hours of training in each six-week cycle. The entire police department could complete the basic fire course in three cycles or within 18 weeks of the time the program was initiated.

The facilities available do not represent the best in educational environments, but they are adequate for the necessary lecture programs to be given. The greater share of this program can be accomplished in the field with fire apparatus. The fire apparatus room and the district court room could be scheduled for lecture purposes.

Fire department instructors could be scheduled on their day-off whenever their class schedule required it. One or two police officers would be absent from each class because of the day-off schedule. Make-up classes could be scheduled in the third six-week cycle, when the regular classes have been completed, or officers could be required to attend the programs on the scheduled days at the overtime pay rate. When the initial thrust of basic training is over, the rigors of the scheduling and the cost of training will be reduced.

Thereafter, department plans should provide that each public safety officer complete the advanced police course at one of the regional academies within two years and the advanced fire school at an academy or within the department during the same period. Advance training programs in both the police and fire services consist of two-week in-residence programs. Refresher programs in police training consist of one-week schools.

Refresher training programs in police tactics can be provided best at a certified police academy and every officer should complete that program at least once every three years. When the state of the art in Michigan reaches the degree of perfection it must, the refresher training programs will be available on more frequent occasions and they can be scheduled every other year. The achievement of this goal will take several years. In the meantime, the department can perfect an in-service training program which will provide each man a refresher course or a special training program for four hours every week. This can be done by scheduling two-hour programs twice a week during a light workload period, such as between 10:00 AM and 12:00 noon or between 1:00 and 3:00 PM. All shift personnel would attend each program. During these sessions, the entire shift would be available for fire calls and necessary police incidents could be handled by assignment from the classroom.

If Grosse Pointe were to adopt the four-platoon 28-day cycle system, this schedule would provide four hours of refresher training every four weeks for each officer. Most of these programs would be in the form of drills for fire, rescue and first-aid emergencies. The implementation and continuation of this program would require a great deal of attention by the director of public safety and the officer to whom the training responsibility was delegated.

The Pilot Program. Some persons believe that the Pilot Program should be terminated because the resources used in responding to fires in the two other units of government far exceed the benefits the city has received. The survey shows that 28% of the time spent by the fire department on called-for services was on mutual aid response (29 out of 103 hours, Table 15, Row E). This represents a large portion of the workload and its elimination would make the task of a combined public safety department a little less critical.

This program should be given serious consideration before any move to eliminate it. The following matters should be considered:

1. During 1975, only 20 out of 86 responses, to Pilot Program calls involved firefighting operations, while the city received fire-fighting assistance in four instances out of 18 calls.
2. The Pilot Program responses, when combined with local fire calls, were not so numerous as to expose the city to any unwarranted risk. This is especially so since in each instance when the city was outside, another department was available to respond to Grosse Pointe fires.
3. The Pilot Program is an important source of apparatus and manpower for those incidents requiring much more capacity than Grosse Pointe can provide, and it assures a high-volume firefighting capacity for those target occupancies to which the Pilot Program response is automatic.

4. It provides a valuable training mechanism in communications and inter-community cooperation in emergencies; and it helps to relieve the potential boredom of long periods of inactivity in the fire hall.
5. Its cost is minimal when compared to the cost of providing additional apparatus and manpower on a call-back basis in those few incidents in which they would be necessary.
6. The Pilot Program "balance of payments" runs heavily in favor of Grosse Pointe (86 assists provided against 18 assists received). If the number of requests for Pilot Program assistance by Grosse Pointe City were doubled, the balance would still run heavily in Grosse Pointe's favor. The city is justified in using outside Pilot Program assistance more frequently.

Financial Aspects: The financial aspects of consolidation, as they compare with the present system, have been examined within the following parameters:

1. Salaries and fringe benefits are computed on the basis of the 1974-75 contract, which governed the scales which were still in effect on April 1, 1976.
2. Police department strength is 18 sworn officers, one secretary, and a relief officer equivalent to 1/3 man.
3. Fire department strength is 14 men. The lieutenant vacancy had been filled in April, but a new man had not been hired to fill the opening.
4. Salary scales for public safety positions are those proposed in Police-Fire Consolidation, March, 1975, Page 36.

The comparative salaries and fringe benefits for firefighter, patrolman and public safety officer follow:

	Present <u>Fire</u>	Present <u>Police</u>	Proposed <u>PSO</u>
Base Wage	\$ 14,000	\$ 14,300	\$ 15,200
Lump Sum Holiday Pay	386	404	409
Average Longevity	229	224	229
Uniform	145	225	225
Life Insurance	99	106	106
Training	70	86	86
Overtime	40	300	300
Workmen's Compensation (2.9%)	405	330	441
Pension Cost (20%)	2,607	2,846	3,025
Health Care Insurance	865	841	865
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Total	\$ 18,846	\$ 19,662	\$ 20,886
Fringe Benefits Equal	35%	37%	37%

The fringe benefits package will be higher for public safety officers because of the effect of equalizing some of the benefits, paying firefighter rates for workmen's compensation, and increasing the amount of workmen's compensation and pension costs because of the higher base wage.

The personnel costs of the existing departments and the proposed consolidated department at 1974-75 salary levels (see Table 11 for staffing patterns and salaries) are as follows:

	<u>Present</u>	<u>Proposed</u>	<u>Difference</u>
Salaries	\$ 494,810	\$427,650	\$ -67,160
Fringe Benefits:			
Fire 35%	71,937		
Police 37%	107,165		
Public Safety	—	158,230	-20,872
	_____	_____	_____
Total	\$673,912	\$585,880	\$ -88,032

Thus, the consolidation of police and fire services would result in net annual personnel savings of \$88,000 after providing increased compensation to the public safety officers to reflect their increased responsibilities and placing all personnel on a 40-hour week. The future savings under a consolidated department will tend to be even larger, as compared to costs of maintaining separate police and fire departments, if the firefighter work week is reduced from the present 56 hours a week to 48 or 40 hours either through collective bargaining or by application of the National Fair Labor Standards Act to fire department personnel.

While there will be initial start-up costs of approximately \$10,000 as detailed below, the \$88,000 reduction of personnel costs will represent a recurring savings to the city.

Other Costs. This proposal will require a call-back plan for public safety and public works personnel. In 1975, firefighters were recalled not more than six times, for a total of 26.5 hours. It is believed the number of call-backs may increase to ten. The present contract requires that officers called back be paid at time and one-half for a minimum of two hours. If four men were called back ten times, the cost would be:

$$10 \times 4 \text{ men} \times 2 \text{ hours} @ \$10.96 \text{ (} \underline{15,200} \text{ x 1.5) = } \$877.00$$

2,080

If the city elects to implement a call-back system using personal radios, the approximate cost will be:

Transmitter and encoder	\$ 200
23 Personal units @\$230	2,530
Installation (present contract should cover)	_____ 0
	\$2,730

Consolidation requires that first-aid firefighting equipment be carried in the two patrol units and that protective clothing be provided for the men.

The basic patrol car equipment and its cost would be:

1 – 20 lb. ABC extinguisher @\$550.00, 2 cars	\$ 100
1 – Halligan tool, or equivalent @\$550.00, 2 cars	100
1 – Hydrant wrench @\$10.00, 2 cars	20
1 – Air pack @\$500.00, 2 cars	<u>1,000</u>
	\$1,220

The 23 sworn officers must have protective turn-out garments. The fire department now has 15 sets of gear, so eight more sets are required.

The basic turn out garments and their costs will be:

8 – Pair boots @\$35.00	\$ 280
8 – Turn-out coats @\$85.00	680
8 – Pair gloves @ \$3.50	28
8 – Helmets @\$25.00	<u>200</u>
	\$1,188

All of the officers must have firearms, leather goods, handcuffs and badges. The police department presently supplies 19 sets of each, so four more are needed.

The basic equipment and its costs will be:

4 – Sets badges @\$15.00	\$ 60
4 – Revolvers @\$135.00	540
4 – Belt and Holster sets @ \$60.00	240
4 – Sets handcuffs and carriers @\$20.00	<u>80</u>
	\$920

The costs of the original cross-training program are estimated below. These costs are not definite because some of the programs are subsidized by the Michigan Law Enforcement Training Council and the Michigan Fire Training Council. The cost also depends on the location and policy of the school to which the employees are sent. The city should budget for such costs in any event because the continued subsidies of the two Councils are not certain. These estimates are based on the assumption that the basic training will be completed within the first year. The estimates also assume that all of the present firemen will complete basic police training.

These costs will be:

14 – Basic police recruit schools @\$150.00	\$ 2,100
18 – Basic firefighting schools: Instructor costs: two lieutenants and one sergeant teach one police schedule cycle each, consisting of 17 four-hour sessions, nine of which will be on overtime:	
Two lieutenants, nine classes of four hours @\$11.36 per hour	818
One sergeant, nine classes of four hours @\$10.73 per hour	<u>386</u>
	\$3,304

Total Other Costs:

Overtime	\$ 877
Call-back radios	2,730
Patrol car equipment	1,220
Turn-out garments	1,188
Police equipment, personal	920
Cross-training, basic	<u>3,304</u>
	\$10,239

THE SEQUENCE OF EVENTS

There is no uniform approach to phasing in consolidated operations. In each city there are unique circumstances which control the timing and the ability of the city to undertake certain elements. The recommendations that follow are general guidelines which will assure that the steps are undertaken in the proper sequence. When one step fails it may be of such critical importance that the plan would have to be aborted and reinitiated later. The act of following a planned sequence also permits the city to achieve short-range objectives which will lead logically to the long-range goal, and will give the city and its administrative staff the time necessary to communicate the process and its potential objectives with citizens, elected officials and affected personnel.

There have been attempts to implement consolidated systems by administrative fiat. These attempts have failed. Implementation is an arduous task, and it may require a long period of time to assure its sound development. In light of the increasing capacity of the employees to affect political decisions, it is more important today than ever to communicate with the entire community at each step. The city is fortunate in having had the position of director of public safety established by charter and in having executed one-year contracts which will expire on June 30 for each of the unions. It also is in a position to negotiate the contracts for the existing employees for a one-year period with full knowledge that the ground work for the personnel changes can be developed in an interim contract that can serve as an instrument of change. The coalescence of these events on June 30, 1976, was a fortuitous happening, and there may never again be a time in which the opportunity for change is so ripe.

It is recommended that the city implement the appropriate changes in the approximate sequence listed:

1. Hire a director of public safety. The charter provides for such a position and it is appropriate to fill it while the other basic foundations are being laid. This will give the director the opportunity to plan with the city administration and it will give the city administration the benefit of his counsel in achieving the additional objectives. It will also permit him to use his skill and intimate knowledge of the department and its personnel in modifying the recommendations and plans contained in this report in the light of the real life needs of the department and the city.
2. Amend the code of ordinances. This amendment should provide for the transfer of responsibilities and the delegation of duties from existing officers and departments to the director of public safety and the department of public safety.
3. Establish position classifications. The existing positions are not formally classified, but the establishment of the public safety classifications as they are finally determined is basic to future negotiation and the establishment of appropriate pay scales.
4. Establish an appropriate bargaining unit.
5. Arrange for election certification and recognition of a new unit.

6. Initiate negotiations with the new unit for a short-term contract. This contract should provide for the changing of the work week for the firemen, changes in the pay structure and computation of vacation and holiday pay.
7. Initiate the cross-training program for basic police and fire fighting. The fire training program should be started as quickly as possible so that police officers can provide fire fighting skills to alleviate the shortages of manpower occasioned by the assignment of the present firefighters to basic police training schools.
8. Purchase equipment. The acquisition of equipment is a continuing process which will start before the first policeman is assigned to firefighting while relieving a fireman during training.
9. Implement the new work schedule.

With this last event, the cycle of change is complete. During this change, the elected officials and the administration will have to carry a heavy responsibility for the success of the operation. There will be allegations of incompetence and complaints of ineffectiveness. Each official must remember that an error by a consolidated department can create great distress and can result in the destruction of the concept. Yet the same errors can and are made daily by separate departments who are sheltered by their mystique, their traditions and their "blue curtain."

The essential ingredient of success is the support of elected officials and their success in communicating the goals and objectives of the system to their constituents.