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The Consolidation of FIRE and POLICE Services

a report
on **Public Safety** for the
City of Kalamazoo

PREPARED BY
PUBLIC SAFETY COMMITTEE
JULY 1981

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INTRODUCTION

The Public Safety concept was first introduced to the Kalamazoo City Commission in 1977 by City Manager Robert C. Bobb. In December of 1980 the proposal was reconsidered and the City Commission approved the formation of a Committee to study the feasibility of consolidated police/fire services in greater detail. The recommendation by the City Administration to create the study committee was based upon several factors.

1. A 1980 Citizen/Business Survey conducted by the Western Michigan University Center for Sociological Research indicated that crime prevention and fire protection were among the highest priority of City services.
2. The cost of providing police and fire services had been increasing dramatically as a percentage of the general fund budget. In 1981 public safety expenses will exceed $13 million while revenues from property taxes are expected to be $11.3 million.

These factors are reflected by a report published by the Citizen's Research Council of Michigan in 1975 which explains the reason for the interest in and the trend towards public safety.

> "Today, many cities are caught in a crunch between increasing public concern about the adequacy of police and fire protection services and the rapidly escalating

salary and fringe benefits costs for police officers and firefighters.

The consolidation of municipal police and fire departments offers Michigan communities the opportunity to increase significantly police patrol strength and firefighting response, with little or no increase in cost, or, to reduce expenditures for public service salaries and wages while maintaining existing service levels.

Police-fire consolidation can increase the number of on-duty staff available for police patrol or response to fire alarms by as much as 50 percent. Police-fire consolidation makes available more on-duty personnel to fight fires and provides a larger group of trained public safety officers off-duty who can be recalled in the event of a major conflagration. Police-fire consolidation also makes it feasible to extend the 40 hour work week to all public safety personnel and tends to provide them a higher degree of professionalization and job satisfaction."[1]

The Michigan Municipal League also conducted a survey of Public Safety Consolidation in Michigan in September, 1980. This survey indicates that 21 Michigan communities are now operating with some form of consolidated police/fire services. While most of these cities are smaller than Kalamazoo, the report indicates that Public Safety is a viable system for some communities.

The Public Safety Committee, consisting of the following individuals, was appointed by the Kalamazoo City Commission to study the issue of police/fire consolidation.

1. Edward Annen, Jr., Mayor
2. Patricia Cayemberg, City Commissioner
3. Robert C. Bobb, City Manager
4. Deborah L. Berg, Personnel Director
5. John E. Ross, Police Chief

[1]Saving Taxpayer Dollars Through Consolidated Police and Fire Service, Citizens Research Council of Michigan, Memorandum No. 227, October, 1975.

6. George H. Danz, Fire Chief
7. Norman Fouts, KPOA Representative
8. Stephen Sarle, KPSA Representative
9. Tom Quake, IAFF Representative
10. Jack Keiser, IAFF Representative
11. Leroy Rawlinson, Firefighter
12. Raymond Hightower, Former City Commissioner
13. Joan VanZoeren, Citizen
14. Michael Buckner, Citizen

A subcommittee was also formed to research the police/fire consolidation issue and to prepare a draft report for the full committee. The subcommittee was chaired by the Personnel Director and included the Fire Chief, Police Chief, two IAFF representatives, one KPOA representative and one KPSA representative. The two original IAFF representatives withdrew from the committee in mid-March because of a directive from their union executive committee. However, they rejoined the committee one month later.

Members of the Public Safety Committee began their research by visiting communities which had implemented a form of police/fire consolidation. During these visits, committee members met with local officials and public safety staff to learn about the concept and to observe the various systems. The communities visited differed in their approaches to public safety and much was learned from them.

Oak Park, Michigan - population 36,762

This City has had completely consolidated police/fire services for 26 years.

Peoria, Illinois - population 123,571

Peoria implemented public safety but returned to the two separate police and fire departments. The consolidation decision resulted in layoffs and the program was unsuccessful due to lack of planning and labor relations problems.

Durham, North Carolina - population 105,000

Durham has experienced a phased consolidation since 1970. The City has only one separate unconsolidated fire station at this time.

Winston-Salem, North Carolina - population 144,000

Public Safety Officers are assigned to ten of 15 fire stations. This City administers a selective form of consolidation.

Sunnyvale, California - population 105,000

Sunnyvale has had a completely consolidated system for over 30 years. All Public Safety Officers are crosstrained and some rotate between police and fire duties.

Crime and fire statistics for Durham, Winston-Salem and Sunnyvale follow:

1980 FIRE STATISTICS FOR PUBLIC SAFETY COMMUNITIES

AND THE CITY OF KALAMAZOO

	Kalamazoo Fire Dept.	Sunnyvale Public Safety Dept.	Winston-Salem Public Safety Dept.	Durham Public Safety Dept.
Building Fires	166	246	511	106
Other Fires	873	462	1,064	456
Rescue Services	2,930	2,460	1,079	2,492
Other Calls	1,215	767	2,489	1,890 (approx.)
Fire Loss	$2,900,000*	$3,521,286	$5,241,998	$1,868,875
Citizens Killed by Fire	3	1	5	5
Population	80,000	105,000	144,000	105,000

*includes $1.5 million American Cyanamid Loss

1980 PART I CRIME STATISTICS FOR PUBLIC SAFETY COMMUNITIES

AND THE CITY OF KALAMAZOO

	Kalamazoo Police Dept.		Sunnvale Public Safety Dept.		Winston-Salem Public Safety Dept.		Durham Public Safety Dept.	
	Reported	Cleared	Reported	Cleared	Reported	Cleared	Reported	Cleared
Murder & Non-Negligent Homicide	5	60%	5	100%	17	88%	12	92%
Forcible Rape	62	92%	29	59%	84	63%	66	59%
Robbery	245	27%	120	35%	323	33%	269	39%
Aggravated Assault	929	84%	130	68%	1,105	83%	293	63%
Burglary	2,545	13%	1,157	40%	3,479	15.8%	2,842	18%
Larceny-Theft	5,300	23%	4,873	17%	7,370	20%	6,541	18%
Auto-Theft	222	23%	462	13%	651	32%	480	25%
Arson	57	25%					65	9%
TOTAL	9,365	27%	6,776	22%	13,029	26%	10,568	20.6%
Population	80,000		105,000		144,000		105,000	

During the initial phases of the study, the police and fire committee representatives "traded" jobs for a week in order to better understand both occupations. It was generally agreed that each job carried different expectations and perceptions by the employees themselves and by citizens and that not all of the current police officers or firefighters could be expected to perform the duties of a public safety officer. However, certainly new recruits and many current employees would be interested in being trained in both occupations.

As the Committee members' understanding of police/fire consolidation increased, several issues were identified as critical to the success of a public safety system. These issues will be discussed in greater detail throughout the report and they are listed here for emphasis. The Committee designed the public safety system for the City of Kalamazoo with the following objectives considered:

1. The level of police and fire service to the community should remain the same or be increased under a successful public safety system.
2. Future costs under a consolidated system should decrease or remain the same as a percentage of the general fund budget.
3. The implementation of a public safety system should be completed via a phased approach. No current police officer or firefighter should be laid off as a result of public safety. The implementation should be

accomplished through volunteers and normal attrition.

4. Training of the public safety officers is critical. The training currently provided should be revised, improved upon and increased.
5. A centralized dispatch of all police and fire calls for service is essential to the success of the system.
6. Hearings on the public safety issue should be held prior to an implementation decision.

The following explains police/fire consolidation -- its benefits and costs in detail.

Public Safety - Defined

Public Safety is a system, with many variations, whereby an employee is trained to perform both police/patrol duties and fire suppression and prevention duties. A Public Safety Officer (PSO) would patrol a "district" in a police cruiser and perform all regular patrol functions such as responding to calls for service, traffic, accident investigation, etc. This Patrol PSO would also respond to all fire calls. The cruiser would be equipped with complete firefighting gear, scott air pack, a fire extinguisher and other firefighting tools.

The fire stations would be staffed at all times by one to several officers, Public Safety Officer/Fire Assigned. At the time of a fire alarm, the Fire PSO would respond immediately by driving the fire apparatus to the scene of the fire. In

many instances one of the Public Safety cruisers would be first on the scene. In this case, if it were a minor fire, the Patrol PSO would handle it with the fire extinguisher and radio the truck and other units to cancel the alarm. If a Patrol PSO arrived at a major "working fire" first, he/she would prepare the hydrant for the arrival of the other units and apparatus, assess the situation and radio for assistance if necessary.

In the proposed Public Safety System, it is likely that the response time for a single PSO unit will oftentimes be less than the current response time by a full fire company. In other communities it has been reported that 80% of the time, a PSO is first on the scene and extinguishes the fire. Since 90% of fire calls for service are non-building fire runs, many of the fire services will be performed quickly and with the most efficient utilization of equipment and manpower.

Since all Public Safety units are involved in patrol activities, priorities are established for the dispatch of units from patrol to fire calls. In general practice, all units not involved with a crime "in progress" would respond immediately to fire calls.

CURRENT FIRE AND POLICE DEPARTMENTS

In order to explain the operation of a proposed Department of Public Safety, an explanation of the current services and staffing levels of the Police and Fire Departments is necessary.

Fire Department Services

There are currently 164 allocated positions within the Fire Department, of these, 141*employees are involved in firefighting duties. The firefighters work ten 24-hour days per month and average a 56 hour work week. They work under a three platoon system with 46 employees assigned to the stations each day. The "46 assigned" are actually reduced by vacancies and absences due to vacation or illness. For purposes of this report, "assigned" staff levels will be discussed. The staffing level of 46 does not include the paramedic unit, even though these individuals are trained firefighters. Each of the fire stations is commanded by a captain or lieutenant, depending upon the number of companies at the station. An equipment operator and two firefighters per shift are generally assigned to each piece of equipment.

In the case of an alarm for a house fire or an ADT alarm, two engines, one ladder truck, the squad and paramedic units respond from two to three different stations. The response involves eight firefighters, four equipment operators, four

*includes 3 Assistant Chiefs

command staff and two paramedics who are assigned to these companies. If there is a commercial, industrial or downtown fire alarm, an additional engine company responds. Class "C" alarms (grass or car fires) are handled by one engine company comprised of one equipment operator, two firefighters and one command officer. The Rescue Squad responds to vehicle accidents with the EMS unit.

The Fire Department also responds to "special" calls with one engine company. Special calls are requests from citizens for assistance with such things as bats, raccoons, or lock-outs.

The firefighter's shift begins and ends at 7:00 a.m. During the morning they perform housekeeping duties within the fire station, if they are not responding to a fire call. Several hours each day are set aside for training activities which are coordinated by the training lieutenant and conducted by the station commander. After 3:00 p.m. the fire personnel may study or relax as long as they remain within the station. At the time of an alarm, they respond immediately and the company is generally "on the street" within 45 seconds of an alarm sounding.

After a fire response, personnel must prepare the truck or engine for the next run. This includes a thorough cleaning of all of the apparatus, drying hoses and restocking all supplies.

Fire personnel perform fire inspections of commercial and rental buildings within their district. The inspections are performed during the day and the firefighters work within

a short distance of the truck or engine so they are able to respond quickly to calls for service.

There are several different responsibilities within the Fire Department. As indicated, fire suppression is performed by the engine and ladder companies. The squad responds to all fire calls and many vehicle accidents for the purpose of rescuing or extracting people in life threatening situations. The squad also provides additional manpower at a fire scene if rescue activities are not required. EMS provides emergency medical services at a fire scene, accident or anywhere within the City. There are also two Crash/Fire/Rescue (CFR) trucks stationed at the airport which are especially equipped to handle aircraft fire and rescue operations.

Forty-seven firefighting personnel are assigned to each shift. Personnel are often transferred among stations on a daily basis so that each piece of equipment is staffed by a minimum of one equipment operator and one firefighter. Occasionally, a piece of apparatus may be taken "out of service" if personnel are not available.

The Fire Department also employs four dispatchers, one for each of the three shifts with one off duty. In the event of unscheduled absences, firefighting personnel may substitute for one of the dispatchers in Central Station.

The 141 firefighting positions include:

3	Assistant Chiefs
12	Captains
18	Lieutenants
36	Equipment Operators
72	Firefighters
141	

Other personnel include:

1	Fire Chief
2	Fire Marshalls
1	Paramedic Lieutenant
1	Training Lieutenant
12	Paramedics
1	Administrative Assistant
1	Secretary
4	Dispatcher
23	

Police Department Services

As of January 1, 1981 there were 219 positions allocated to the Police Department; 90 of these positions are involved in the Community Oriented Patrol System (C.O.P.S.) program, or traditional patrol functions. There are 81 police officers and sergeants assigned to cruisers and they work a ten hour shift which averages 40 hours per week. If they worked a 12 hour shift, there would be approximately 20 cars per shift. However, the 4/10 schedule* provides maximum strength on weekends and in the evening so that the actual number of "cars on the street" is nine to 17 per shift. The patrol ranks are depleted not only by scheduled days off, vacancies and absences, but also by the inherent relief functions of this unit. When there are vacancies or absences in Dispatch, the Information Center (I.C.), the Jail, Court or warrant service, officers must be taken off their patrol duties and transferred to these

*4/10 schedule is a four day work week of ten hours per day.

functions. Court appearances which are required of patrol officers also lessen the strength "on the street".

The current shift schedule allows for an overlap of two shifts for four hours each night between 10:30 p.m. and 2:30 a.m. During this period, which is the busiest in terms of "calls for service", there are two shifts of patrol officers on duty. The average overlap provides 19 to 25 cars on the road between 10:30 p.m. and 2:30 a.m. The following chart indicates the number of assigned personnel per shift and the number of cars actually on patrol for two periods studied during July 1980 and March 1981. The time periods indicated were selected as being the slowest and most active for "calls for service" and also the lowest and highest months for vacation and military leave time requests among patrol officers. During July 1980 there was an average of 9.3 cars on the road per shift. In March 1981 the average was 11.7 per shift.

POLICE OFFICERS SCHEDULED AND WORKING
March 1981

DP = Directed Patrol
() = Sergeant

	Scheduled	Actually on Duty	Working Street	Sick, Vacation, Holiday, Trainin
3-13-Fri				
Shift 1	16(2)	14(2)	11(2)	1 =3 DP
2	14(2)	10½(2)	8½(1½)	4½
3	16(3)	16(3)	16(3)	0
Total	46(7)	40½(7)	35½(6½)	5½
3-14-Sat				
Shift 1	15(1)	12(1)	11(1)	1
2	13(1)	9(1)	9	4
3	17(2)	16(2)	16(2)	1
Total	45(4)	37(4)	36(3)	6
3-15-Sun				
Shift 1	17(2)	14(2)	13(2)	0
2	13(2)	11(1)	10	1
3	18(3)	15½(2)	15½(2)	1½
Total	48(7)	40½(5)	38½(4)	2½
3-16-Mon				
Shift 1	15(2)	12(2)	12(2)	1
2	14(2)	11½(2)	10½(1)	2½
3	17(2)	17(2)*	17(2)	1
Total	46(6)	40½(6)	39½(5)	4½
3-17-Tues				
Shift 1	13(1)	14(1)*	14(1)	0
2	13(1)	12½(1)	11½	1½
3	18(2)	16(1)	16(1)	2
Total	44(4)	42½(3)	41½(2)	3½
3-18-Wed				
Shift 1	14(2)	14(2)	12(1)	0
2	14(2)	13(2)	11(1)	1
3	16(2)	16(1)*	14	1
Total	44(6)	43(5)	37(2)	2
3-19-Thur				
Shift 1	15(2)	13½(2)	11½(1)	1½
2	15(2)	15(2)	13(1)	0
3	16(3)	13½(1)*	11½	1½
Total	46(7)	42(5)	36(2)	3
3-20-Fri				
Shift 1	17(2)	14(2)*	14(2)	2
2	14(2)	13(2)	12(1)	0
3	13(2)	15(2)*	15(2)	1
Total	44(6)	42(6)	41(5)	3
3-21-Sat				
Shift 1	16(2)	11(2)	9(2)	3
2	14(2)	12(2)	11(1)	2
3	16(3)	11(3)	11(3)	5
Total	46(7)	34(7)	31(6)	10
3-22-Sun				
Shift 1	15(1)	12(1)	9(1)	1
2	12(1)	9(1)	8	2
3	16(2)	14(2)	14(2)	1
Total	43(4)	35(4)	31(3)	4

*Increase over scheduled overtime pay or change in work schedule

POLICE OFFICERS SCHEDULED AND WORKING
July 1980

	Scheduled	Actually on Duty	Working Street	Sick, Vacation, Holiday, Trainin
7-12-Sat				
Shift 1	12(1)	12(1)	8	2
2	9(2)	10(2)*	9(1)	3
3	15(2)	13(2)*	9(1)	7
Total	36(5)	35(5)	26(2)	12
7-13-Sun				
Shift 1	14(1)	12(1)	8	1
2	9(2)	10½(2)*	8½(1)	3½
3	13(2)	10(1)*	8	5
Total	36(5)	32½(4)	24½(1)	9½
7-14-Mon				
Shift 1	14(1)	13(1)*	8	5
2	10(2)	10(1)*	8(1)	7
3	16(3)	13(2)*	11(2)	6
Total	40(6)	36(4)	27(3)	18
7-15-Tues				
Shift 1	15(1)	12(1)*	7	5
2	11(1)	11(1)*	9(1)	5
3	16(2)	14(2)*	11(2)	5
Total	42(4)	37(4)	27(3)	15
7-16-Wed				
Shift 1	17(2)	14(2)	9(1)	2
2	11(1)	13(1)*	10(1)	3
3	19(3)	16(3)	12(3)	3
Total	47(6)	43(6)	31(5)	8
7-17-Thur				
Shift 1	14(1)	12(1)	8	1
2	11(1)	11(2)*	10(2)	4
3	21(2)	19(2)	15(2)	3
Total	46(4)	42(5)	33(4)	8
7-18-Fri				
Shift 1	13(1)	12(1)*	8	1
2	10(2)	10½(2*	8½(2)	1½
3	18(2)	16(1)	11(1)	4
Total	41(5)	38½(4)	27½(3)	6½
7-19-Sat				
Shift 1	10(1)	11(1)*	8	2
2	9(2)	11½(2)*	9½(1)	2½
3	18(2)	13(1)	8	3
Total	37(5)	35½(4)	25½(1)	7½
7-20-Sun				
Shift 1	13(2)	12(2)*	8(1)	3
2	9(2)	12(2)*	9(1)	5
3	15(2)	12(2)	8	3
Total	37(6)	36(6)	25(2)	11
7-21-Mon				
Shift 1	14(1)	11(1)*	7	3
2	13(2)	10(2)*	7(1)	1
3	16(2)	13(2)	9(1)	3
Total	43(5)	34(5)	23(2)	7

*Increase over scheduled-overtime pay or change in work schedule

There are numerous functions of a police department not involved with the traditional patrol function. Each of these will be explained by division.

Operations Division:

This division includes the Uniform Bureau and Detective Bureau. The Uniform Bureau includes the patrol function, traffic and neighborhood patrol, as well as command personnel. The breakdown by position is:

1	Deputy Chief (Supervises Uniform and Criminal Investigation Division)
1	Captain - Patrol
4	Lieutenants - Patrol
11	Sergeants - Patrol
1	Sergeant - Traffic
1	Sergeant - Neighborhood Patrol Officer
9	Police Officers - Neighborhood Patrol
9	Police Officers - Traffic
80	Police Officers - Patrol
1	Community Service Officer*
3	Clerical
121	

*Police Service Officer

The officers assigned to "Traffic" are typically radar-unit personnel and even though they are in police cruisers, they are not available for calls unless there is an emergency or there are no other cars "clear".

The NPO staff are beat officers who walk and patrol neighborhoods within the City. These positions are funded by the Community Development Block Grant (CDBG). They respond to calls only if they are in the immediate vicinity of a crime.

The Operations Division with 121 personnel is the largest unit of the Police Department.

The Criminal Investigation Bureau (C.I.B.) unit includes the Detective Unit, Youth Unit and Special Investigations Unit. The function of this Bureau is to follow-up and investigate crimes reported by the Patrol Bureau and to perform special investigations. Undercover detective and youth crime prevention activities are included in the C.I.B. Special assigned detectives perform liquor, vice, polygraph and youth investigations as well as general criminal follow-up. The staffing levels are as follows:

1	Captain
1	Lieutenant
3	Sergeants
2	Polygraph Operators
15	Detectives
6	Police Officers-Criminal Investigation Division
5	Youth Officers
2	Parity Officers
1	Community Service Officer*
3	Clerical
39	

*Police Service Officer

Support Services Division:

This division is comprised of all of the services which support the patrol and C.I.B. functions. It includes a large records unit, criminal laboratory, communications, administrative positions for payroll, accounting, and purchasing as well as the computer services and management information system. The allocated positions are:

1	Deputy Chief
1	Lieutenant
1	Sergeant
11	Clerical
1	Records Supervisor
5	Police Officers
6	Lab Technicians
1	Systems Analyst
1	Maintenance Worker
3	Community Service Officers
1	Lab Aide
32	

Fire Department Activity - 1980

During 1980, the Fire Department responded to 5,184 calls for service. These calls included:

Fires - Buildings	166
Fires - Non-Buildings (car, grass, other)	873
False Alarms	618
Special Services	597
Rescue/EMS	2,930
	5,184

These calls are divided according to the following stations. The numbers indicate apparatus responding to alarms.

#1 Central	1,842	
#2 Bryant Street	779	
#3 Gull Road	503	
#4 North Rose	1,176	
#5 Douglas	720	
#6 Howard & Oakland	1,114	
#7 Airport	732	
601 - #1 - EMS	3,194	
602 - #2 - EMS	73	(Began operation December 1980)
	10,133	

The difference between the alarm total and apparatus assigned is due to the fact that several companies typically respond to the same alarm.

In 1980 there were 166 building and content fires. Property loss as a result of these fires is estimated at $2,900,000*.

"Out of service time" is an indicator of the amount of time spent by the Fire Department responding to emergency situations. A piece of equipment is considered out-of-service or involved in a run from the time an alarm sounds until the time they leave a fire or rescue scene.

During 1980, the Fire Department responded to 5,184 calls for service for a total of 1,524 hours out-of-service. The "out-of-service" time is reported for the one piece of fire or rescue apparatus which is "out-of-service" for the longest period of time. There are 13 pieces of apparatus, therefore the average time out of service per engine, truck or squad is 117 hours per year which is 13% of the time. The "out-of-service" time also represents an average of 18 minutes multiplied by 5,184 calls resulting in an annual out of service percentage of 1.7%**. While the above statistics represent approximate averages, they are reflective of the assumption that time spent fighting fires or in rescue operations is relatively low.

*Includes $1.5 million American Cyanamid loss.

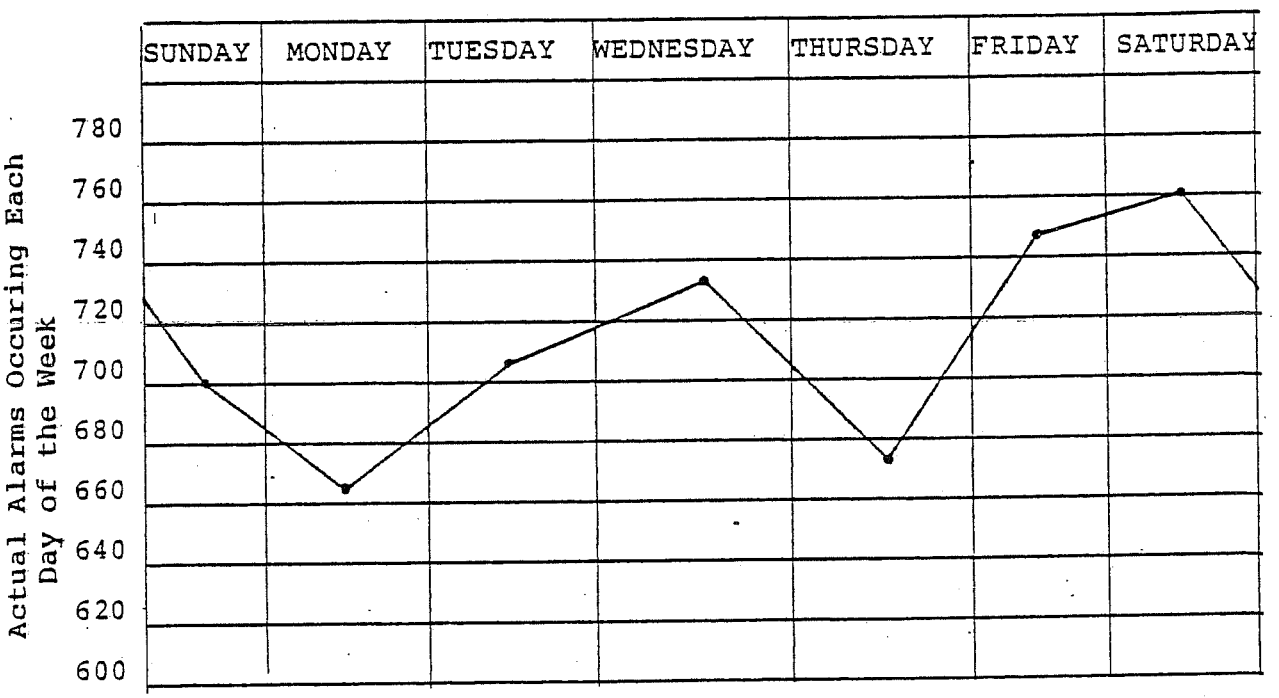
**Not included is the time spent reloading hose, refilling air tanks and water tanks, etc. Statistics are not maintained for these activities.

The charts following this section depict the frequency of fire calls by month, day or week, time of day and district. The most active times for calls for service correlate very closely to the calls for police service.

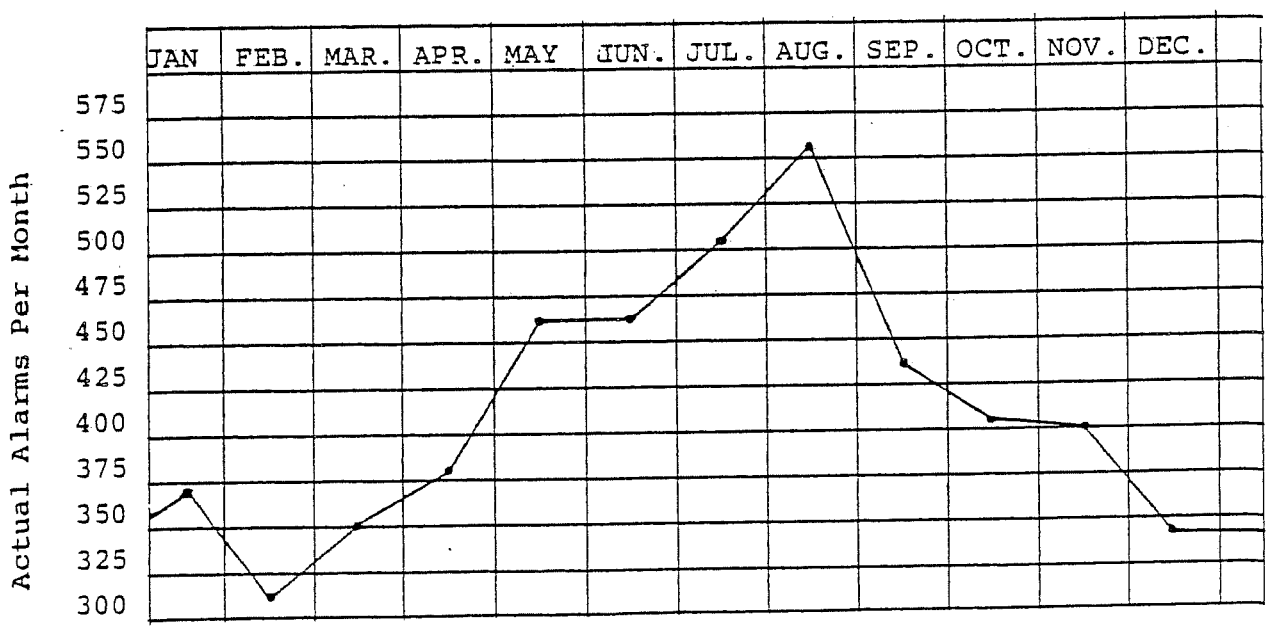
1980 FIRE ALARM GRAPH

BASED ON A TOTAL OF 5,104 ALARMS

WEEKLY

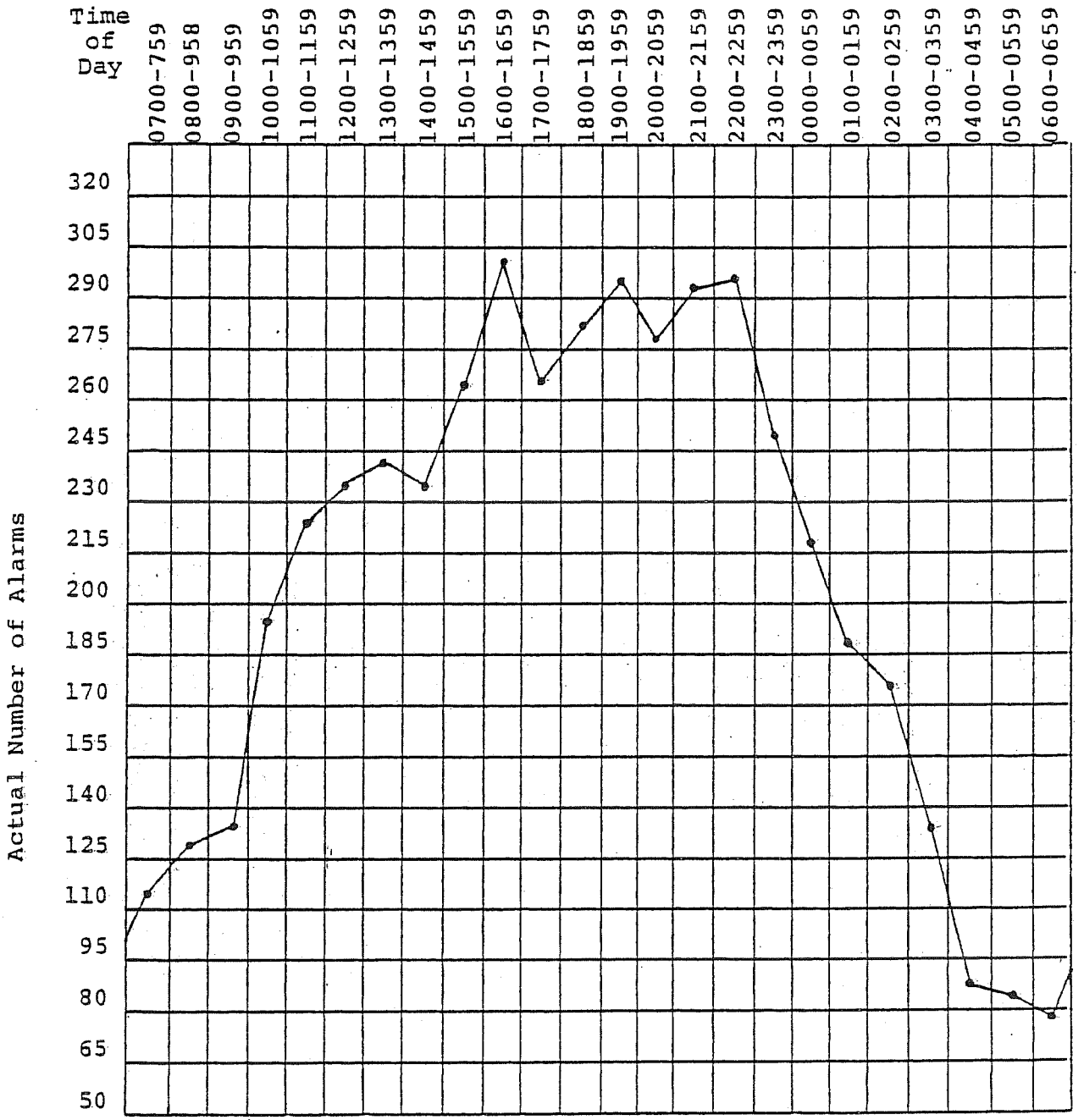


MONTHLY



FIRE ALARMS

HOURLY BREAKDOWN OR TOTAL ALARMS ANSWERED - 1980



1980 CALLS FOR FIRE SERVICE
BY INITIAL RESPONSE STATION

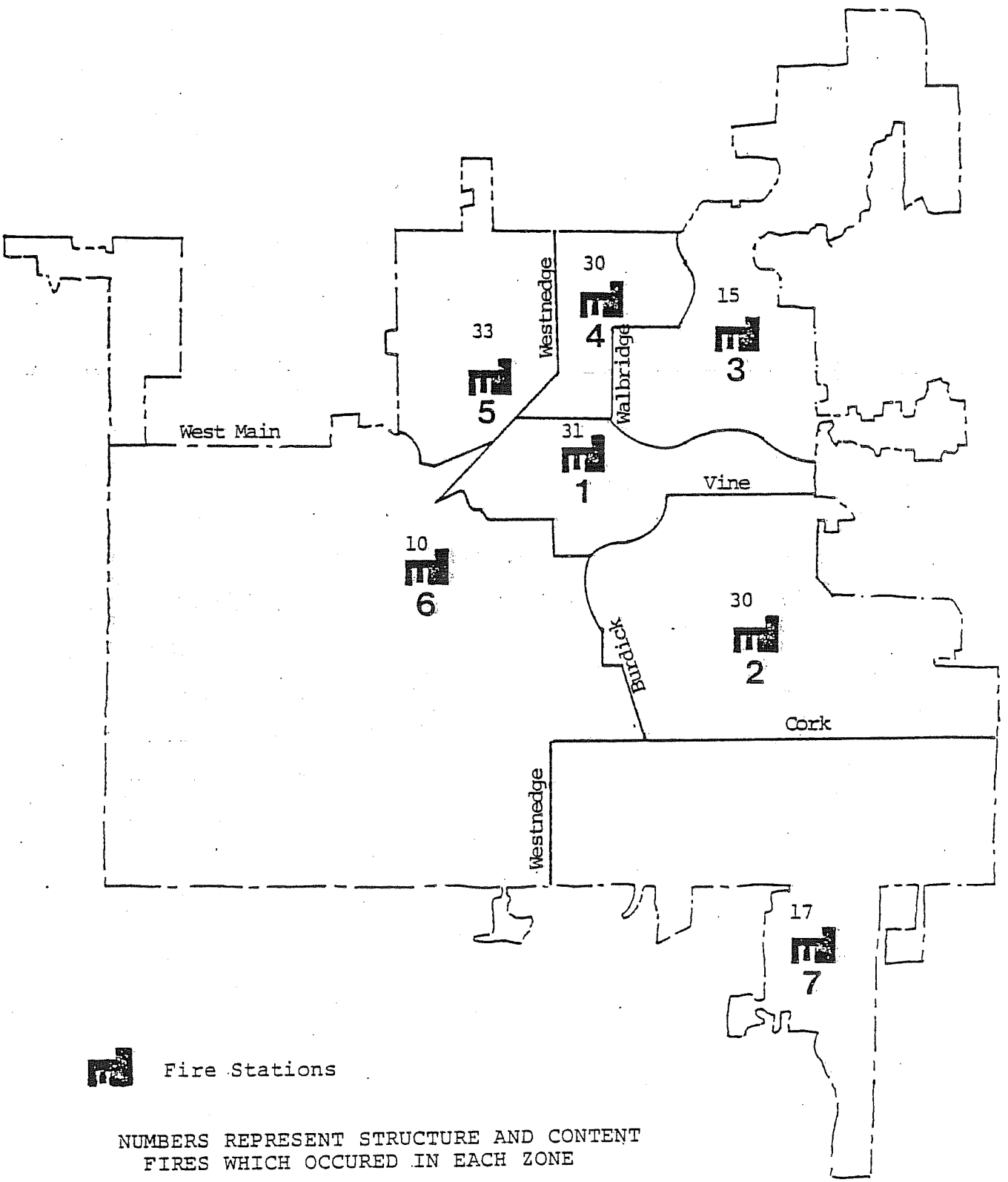
	Structure Fires	Still Alarms	EMS *	False Alarms	Special Service	TOTAL
#1 Central	31	169	579	139	112	1,030
#2 Bryant Street	30	126	345	76	72	649
#3 Gull Road	15	109	261	65	48	498
#4 North Rose	30	92	576	126	91	915
#5 Douglas	33	167	518	69	119	906
#6 Howard	10	96	302	41	61	510
#7 Airport	17	114	349	102	94	676
TOTAL	166	873	2,930	618	597	5,184

*indicates location of EMS call, EMS units respond from Stations #1 and #2.

The above categores reflect the type of situation identified after a unit or units arrived at the scene. Dispatch statistics reflect that the Fire Department received 808 calls for service which caused "regular alarms" to be sounded or the dispatch of three to four pieces of apparatus for anticipated life or property threatening emergencies.

1980 STRUCTURE & CONTENT FIRE CALLS

BY INITIAL RESPONSE STATION



NUMBERS REPRESENT STRUCTURE AND CONTENT FIRES WHICH OCCURED IN EACH ZONE

Police Department Activity - 1980

During 1980, the Patrol Division of the Police Department responded to 53,580 calls for service.

The activity generated by these calls was:

Total calls for service	53,380
Back-up dispatches (additional units)	21,352
Voided dispatches	(3,011)
Tele-serve dispatches	4,632
Total dispatched units and backup	73,353

One of the highest priority dispatches is a call for an "in-progress" crime. Units responding to in-progress crimes totalled 12,565 and 5,026 units were dispatched as back-ups for a total of 17,591 units involved with in-progress crimes.

The Police Department responds to many calls for service which do not result in "reported crime" figures. Among these calls are lost/found property, abandoned autos, suspicious subject, disturbances from parties or trouble with a person, etc. As a result of these, the 76,353 dispatches resulted in 18,409 crimes actually being reported during 1980; 9,365 of these were Part I* offenses or serious crimes.

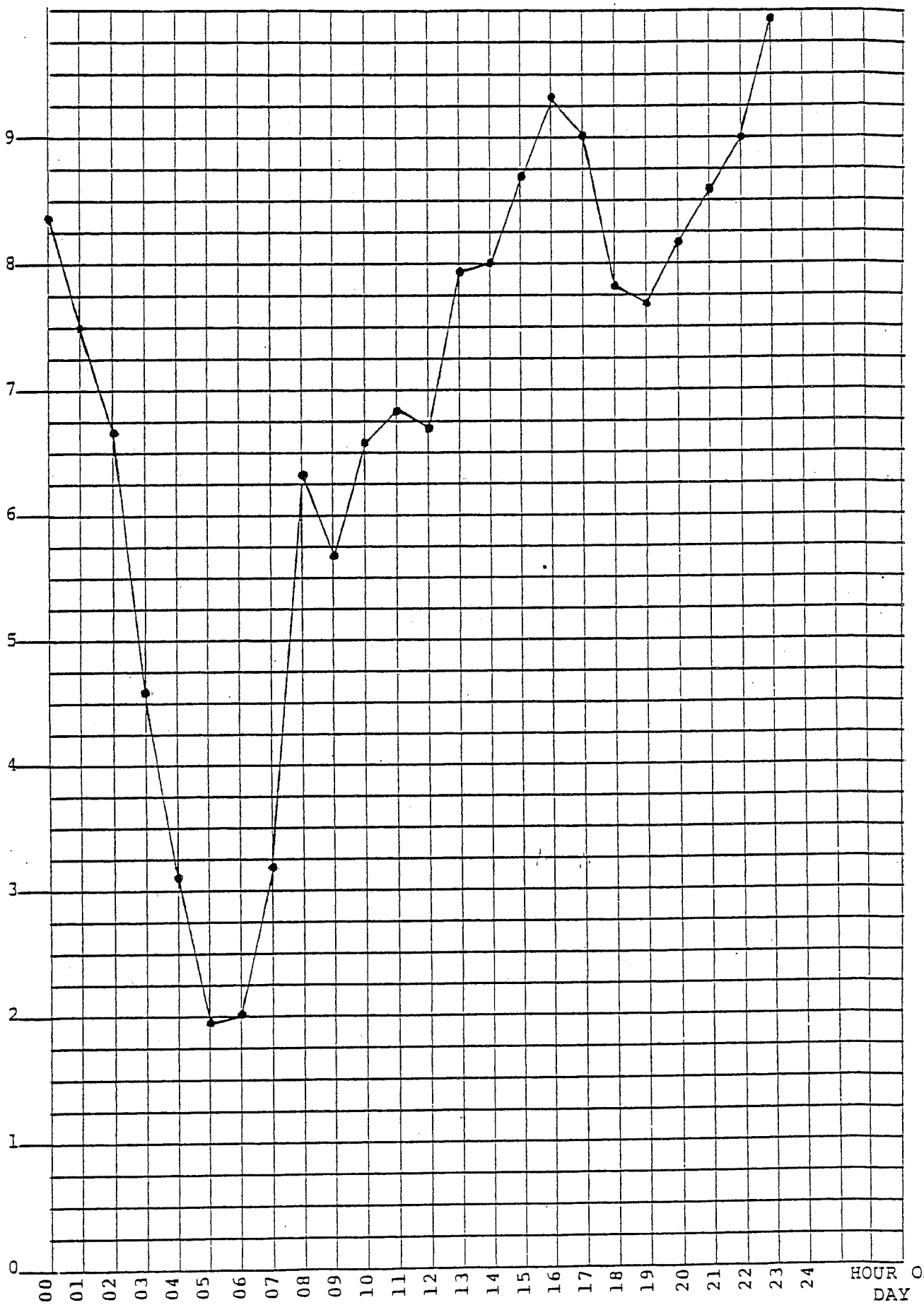
The 80 patrol officers responded to the 76,353 dispatches and performed routine patrol work as well. Routine patrol includes traffic violations, directed patrol, field investigation

*Part I offenses include murder and non-negligent homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft, auto theft and arson. Part II offenses are all other less serious or less common crimes.

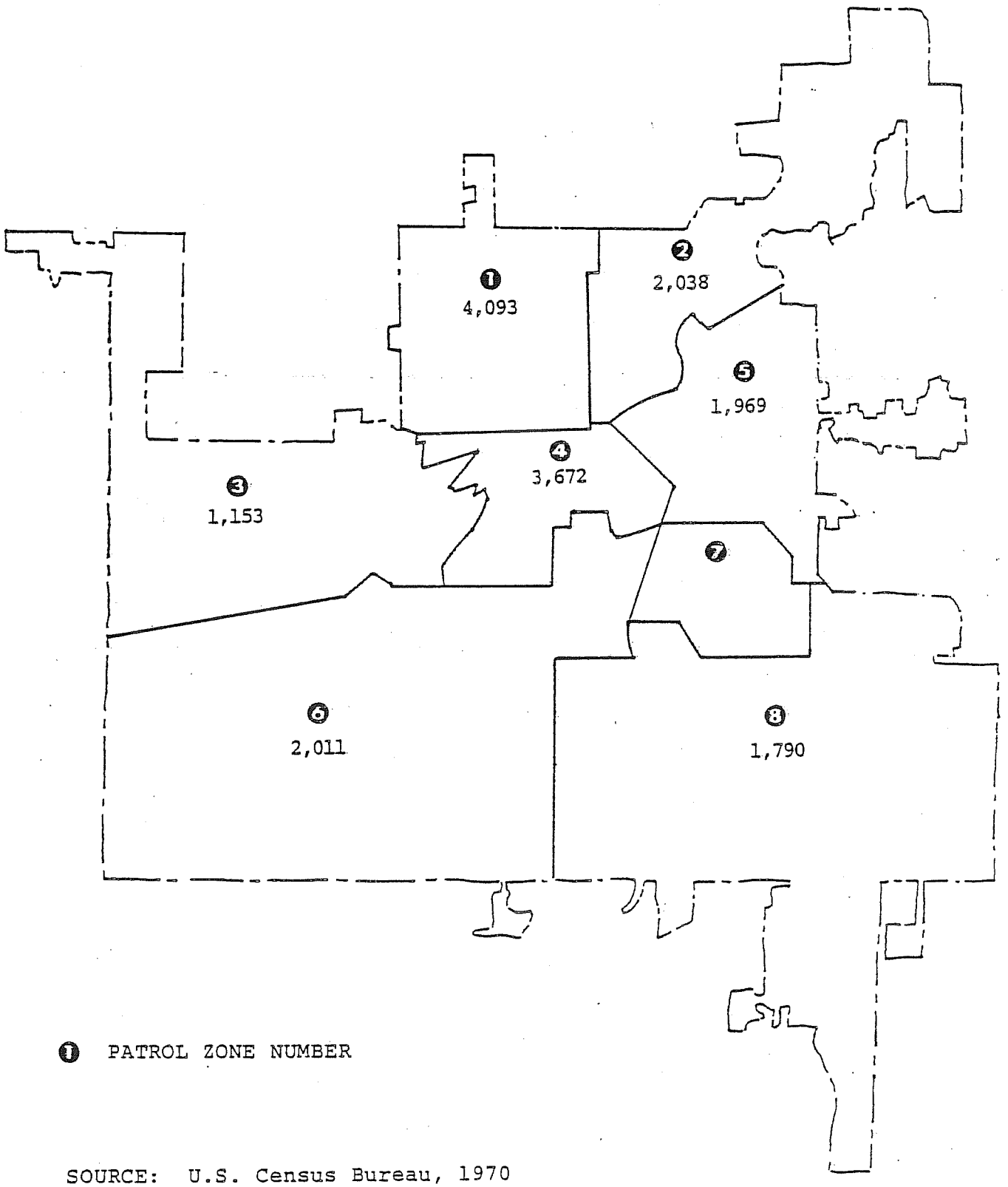
reports (FIR), bar checks, and premise checks. The results of the Patrol Division activity becomes the starting point for other Police Department activities such as records, criminal investigations and special investigations.

The charts following provide a more detailed analysis of the patrol activity by time or day, zone and census tract.

AVERAGE POLICE DISPATCHES PER DAY PER HOUR -1980



1980 REPORTED CRIMES BY PATROL ZONES



1 PATROL ZONE NUMBER

SOURCE: U.S. Census Bureau, 1970

KALAMAZOO POLICE DEPARTMENT

PATROL ZONE - 1980

ALL CRIMES REPORTED*

PATROL ZONE	ALL REPORTED CRIMES	% OF TOTAL
1	= 4,093	22.2
2	= 2,038	11.0
3	= 1,153	6.2
4	= 3,672	19.9
5	= 1,969	10.7
6	= 2,011	10.9
7	= 1,740	9.4
8	= 1,790	9.7
	18,466	100.

*About 90% of all crimes reported are coded by location and includes cases subsequently unfounded.

KALAMAZOO POLICE DEPARTMENT

PATROL ZONE - 1980

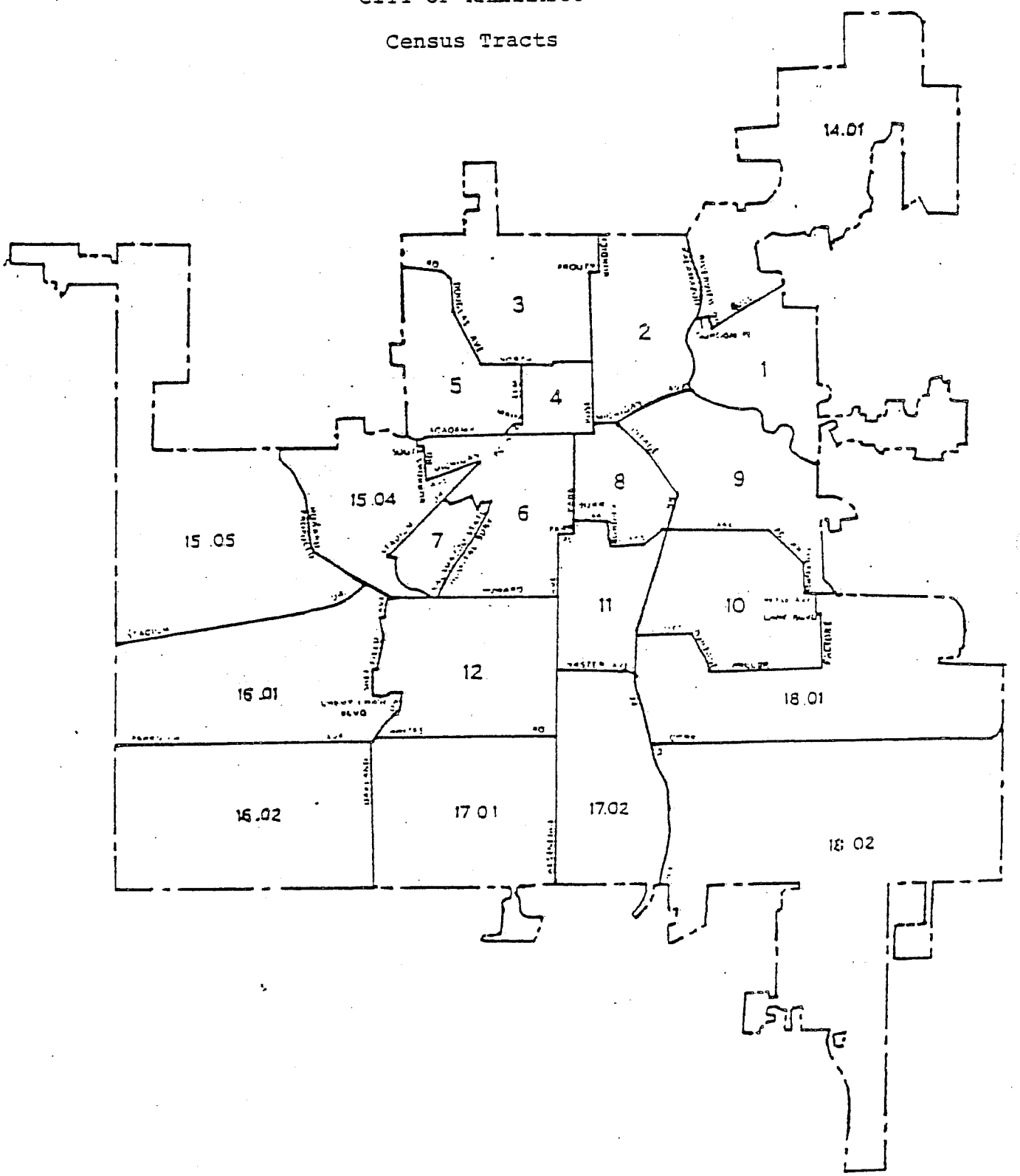
PART I CRIMES*

PATROL ZONE	PART I REPORTED CRIMES	% OF TOTAL
1	= 2,336	24.4
2	= 1,065	11.1
3	= 611	6.4
4	= 1,913	20.0
5	= 1,000	10.4
6	= 970	10.1
7	= 783	8.2
8	= 905	9.4
	9,583	100.0

*About 90% of all crimes reported are coded by location and includes cases subsequently unfounded.

CITY OF KALAMAZOO

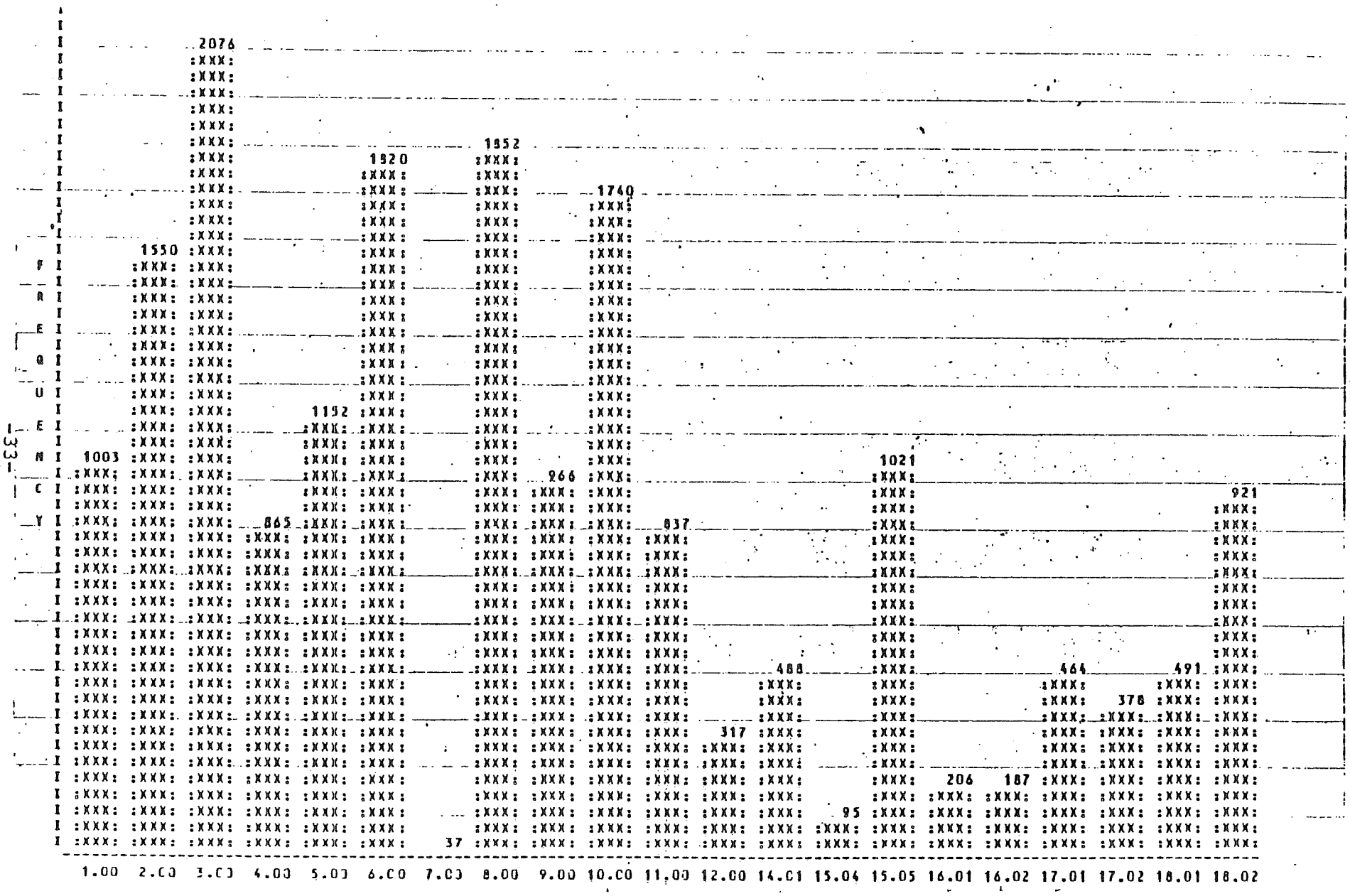
Census Tracts



SOURCE: U.S. Census Bureau, 1970

CRIMINAL OFFENSES

REPORTED BY CENSUS TRACT



KALAMAZOO POLICE DEPARTMENT

PATROL ZONE - 1980

CENSUS TRACT CONVERSION

PATROL ZONE	CENSUS TRACT
1	3, 4, 5
2	2, 14.1
3	7, 15.4, 15.5
4	6, 8
5	1, 9
6	11, 12, 16.1, 16.2, 17.1
7	10
8	18.1, 18.2, 17.2

PUBLIC SAFETY FOR THE CITY OF KALAMAZOO

The proposed Department of Public Safety has been designed specifically for the City of Kalamazoo. The plan has considered current service, future needs, the geographic make-up of the City and costs.

The operational plan is basically as described on page eight. Public Safety Officers would be trained as professional police officers and firefighters. The system eliminates the traditional firefighters downtime spent in the station in readiness for a fire by substituting patrol duties.

The consolidation of police and fire services meets these two needs by increasing the productivity of current firefighting personnel by utilizing them in a patrol function. The total number of personnel is reduced, but a larger number of officers are available for both police and fire service.

Of major concern to the City of Kalamazoo is the need for improved fire response to the far west side of the City and to the growing Oakwood area. The proposed Public Safety system includes the establishment of new Public Safety Stations in each of these areas. These stations would be additional to the existing seven fire stations.

All nine stations would eventually provide both police and fire services to the neighborhoods, business and industrial areas of the City. While the police station will be the administrative center of the Public Safety Department, each

of the fire stations will be a neighborhood precinct/fire station and will provide a full range of services to citizens of their area.

The Public Safety Stations will improve the concept of team firefighting and police work. A core group of personnel will be assigned to and work from each station. The patrol officers in each station will become thoroughly familiar with their district through their duties which will include regular patrol, directed patrol, crime and fire prevention. It is envisioned that due to the increased number of officers on patrol they will perform many of the neighborhood patrol functions which include a personal response to and familiarity with citizens in their area.

The officers assigned to station duty will be available to citizens for the purpose of taking complaints or answering general questions on crime or fire prevention.

Public Safety is a community oriented system which maximizes productivity, reduces overall costs and provides improved police and fire services.

Public Safety - In Action:

There will be two to eight cars assigned to each of nine districts within the City or an average of 32 cars, 24 hours per day. These units (Patrol PSOs) will respond to all typical calls for police service within their districts. They will also carry fire gear in their cars and will be dispatched to fires with their corresponding fire company. A structure fire alarm currently generates the response of two stations or four pieces of equipment referred to as fire

companies. To maintain the team concept, Patrol PSOs will be dispatched with the Fire PSOs within the same district.

Four fire companies would typically respond to a building alarm with four Fire PSO personnel. At least eight PSOs on patrol in the two responding districts would also respond if they were not involved in an "in progress" patrol call which is estimated at approximately 10% of patrol time. EMS units would also respond. This dispatch would provide a minimum of 12 to 14 personnel for firefighting duties. The command officer at the scene of the fire would be the PSO lieutenant.

Patrol PSOs would then be shifted from other districts to provide patrol coverage in place of the officers responding to the fire call. Since each district will be patrolled by two to eight cars, the shift of personnel would still provide for at least two patrol cars in each district.

In the case of a major fire, additional personnel would be available throughout the Public Safety Department. Detectives, traffic officers and command staff could be activated as firefighters during second and third shift and off-duty personnel could be recalled for emergencies occurring during the night shift.

A frequent concern that has been voiced in regard to Public Safety is that police officers are already too busy to take on firefighting responsibilities. The Public Safety system will respond to that concern in several ways.

- The Public Safety system provides for a greater number of patrol officers than currently assigned, thus there is increased availability.

- Patrol cars are currently "out of service" when the officers are: writing reports, following up on complaints, eating meals, training and taking breaks as well as the time they spend with "in-progress" crimes. For purposes of responding to fire calls, Patrol PSOs will be "out of service" or unavailable only when dealing with "in-progress" matters. During all of the other above stated activities, they will be dispatched to fires.

This type of priority dispatching will greatly increase their availability.

The PSOs assigned to fire station duty (Fire PSOs) will continue to work 24 hour shifts - ten days a month.

As indicated in the staffing section below, there would be more officers assigned to any one district than there are police officers currently assigned. An efficient utilization of manpower is achieved by eliminating the firefighters' "down time" currently spent in the fire station in readiness for a fire call. Some of the traditional "housekeeping" duties which firefighters must perform in the stations would be assigned to a lower paid custodial crew. Rather than "waiting" at a single location for a fire call, Patrol PSOs will be on the streets patrolling in readiness for a fire call.

The proposed Public Safety system maintains and strengthens the concepts of "team" firefighting and police work. The same officers would work together in the same district and on the same shift. The traditional 24 hour fire shift and eight or ten hour police shift would be replaced by a 12 hour -

four platoon shift for Patrol PSOs, while maintaining the 24 hour shift for Fire PSOs.

PSOs assigned to patrol will work a 12 hour shift which may "swing" for some officers. The 12 hour shift for patrol would include training activities during slow periods which would provide a break from street activities. Under the proposed schedule, a maximum of four consecutive days would be worked with a seven day break every 28 days.

The result of this schedule change would be to reduce the 56 hour fire work week to 42 hours for some PSOs. Under the current system, this reduction in hours would normally necessitate a 33% increase in staffing for the Fire Department. However, under the consolidated police/fire system, there will be an increased number of personnel available for firefighting duties while there will be a reduction in the total number of police officers and firefighter positions currently allocated. The reduced fire work week has been included in this report because it is a trend which is forecast for the future and is evidenced by the work weeks in larger departments throughout the country.

Public Safety Districts

The Public Safety Department is an entirely new department rather than a combination of the existing Fire and Police Departments. Therefore, in order to create a new level of Public Safety services, boundaries or districts were developed

according to current and future community needs for service, population growth and the incidence of fires and crimes. It is planned that the existing seven fire stations will be converted to Public Safety Stations during a phased implementation and two new Public Safety Stations will be built or acquired.

The following is an explanation of services for each of the Public Safety Districts and maps on pages 46 and 47 compare current zones and service with Public Safety Districts and service.

Public Safety District #1 - Cedar Street Station: This district includes the central business area, the Vine Neighborhood, North Edison Neighborhood and the eastern side of the City between Vine Street and the Grand Trunk railroad tracks. District #1 is the oldest section of the City and includes two historic districts, South Street and Haymarket. During 1980 there were 34 building fires in this area and 4,270 crimes. This represents 20% of the building fires and 24% of the reported crime within the City during 1980. There are 4,283 housing units in District #1, 75% of which are rental properties. The population in this district is 8,438.

Central Station is the largest station and includes a Tele-squirt engine, a quad engine, one rescue squad and the 601 paramedic unit. Due to the high incidence of crime and fire in this district, there will be 14 officers assigned per shift. Seven PSOs and one sergeant will be patrol assigned and six officers will be assigned to station duty. The patrol

officers would perform their duties in cruisers and also cover the downtown beats. Currently there are two patrol cars and two to three beat officers assigned to this area. Station #1 serves as a back-up response to the other stations and the rescue squad responds to all structure fires in the City. The six fire assigned officers at this station would therefore provide extra staffing for fire services.

District #2 - Bryant and James Station: This district includes the Edison Neighborhood and Washington Square commercial area with 4,864 housing units and a population of 11,391. The east side includes heavy industry which is adjacent to residential areas. During 1980 there were 33 building fires and 2,939 reported crimes. This area has been served by one patrol car. Under the Public Safety system, three patrol cars will be assigned to the same geographic area. Station #2 is a single engine station and will be staffed by two fire assigned officers per shift who will also serve as precinct officers.

District #3 - Gull Road and Riverview Station: This district covers the northeast section of the City and includes the Eastside and Burke Acre Neighborhoods. Nazareth College, New Horizon Village and Borgess Hospital are also located within this district. The population is 7,370. The neighborhood associations are involved in a non-profit corporation for housing rehabilitation. The southern half of the district includes heavy industry which is separated from residential

areas by the Kalamazoo River. The district is now served by one patrol car. Under Public Safety, there will be four patrol cars and one officer assigned to station duty. Station #3 is a single engine company. Last year this district experienced 15 building fires and 1,754 crimes were reported.

District #4 - North Rose Station: This district is a relatively small geographic area bordered by Westnedge on the west, the Grand Trunk railroad tracks to the east, West Michigan on the south side and the City limits to the north. During the last several years there have been attempts to close this station due to budget cutbacks and overlapping fire services provided by Station #5 and #1. However, there is strong community support for maintaining this station which the Public Safety Department recognizes. There are 1,483 housing units with a population of 4,134 in this district. There were 27 building fires and 2,208 reported crimes in 1980. Under Public Safety, three cars will patrol the district. Currently only two officers are assigned. Station #4 houses one engine and one ladder truck and four PSOs will be assigned to station duty.

District #5 - Douglas Avenue Station: This single engine station has been the first response station for its immediate geographic area as well as the western "panhandle" area of the City. The fire response time to this far west section

can approach eight minutes. There have been many discussions with Kalamazoo Township to shorten this reponse, but a service agreement has not been reached.

Under Public Safety, the "panhandle" area will be served by the new #8 station to be discussed later and #5 will cover the area bordered by the north City limits, West Michigan and Westnedge. This area includes 3,663 housing units in the West Douglas and Stuart Street Neighborhoods. There is some light industry in the area and a large senior citizen housing complex is under construction. There were 26 fires and 2,625 crimes in 1980. Four PSOs will cover this district, three are assigned to cars and one is station assigned. Currently one to two cars patrol this area and 9,099 citizens reside in District #5.

District #6 - Oakland and Howard Station: Under the current system, Station #6 covers the entire western corner of the City including Western Michigan University, the Kalamazoo Regional Psychiatric Hospital and almost 12,000 housing units. This same area is currently served by two police patrol cars. Station #6 also responds to the far southwest corner of the City which can require over 8 minutes.

Public Safety divides this area into three new districts, #6, #8 and #9. Public Safety District #6 will still include fire protection for the University and State Hospital, but the residential area coverage has been reduced to include half of the Oakland Drive Neighborhood, Crane Park and Westnedge

Hill, and the central City area with 3,094 housing units. Winchell Way, an apartment/condominium complex, is under construction on the west side of the distirct.

Four patrol cars will be assigned to this district and four officers are assigned to fire duty. There is a relatively low incidence of both crime and fires, 1,307 and five respectively. However, sufficient staff has been allocated to the double engine station to provide fire coverage to the large institutions in this district. Population is 13,588 which includes residential and institutional housing.

District #7 - Airport Station: This Public Safety district covers the southeast section of the City and is bordered by Westnedge, Cork Street and the City limits. It includes an industrial park area near the airport and Loy Norrix High School. The station was relocated to the airport in 1980 and provides Crash/Fire/Rescue services for aircraft. District #7 also includes the Milwood Neighborhood. There are 2,864 housing units and during 1980 ten building fires occurred and 1,233 crimes were reported. There are 6,449 citizens residing in this area.

Two officers will be assigned to patrol District #7 and three officers station assigned to staff one engine company and two CFR units.

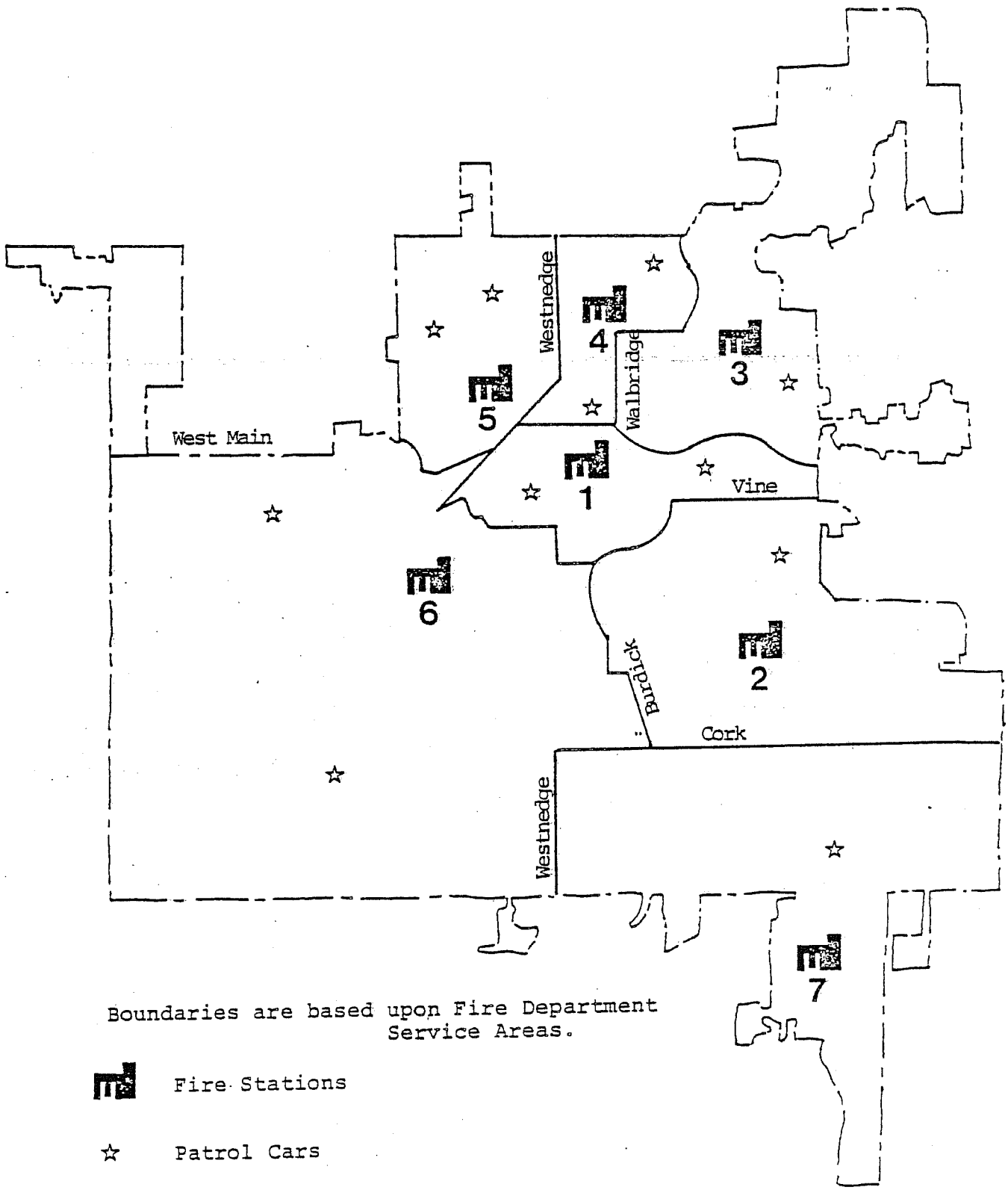
District #8 - City West Side Station: This is one of the two proposed new stations which will meet the fire protection needs of the residents in the "panhandle" area which includes

senior citizen housing and planned apartment development. Station #8 will also provide for immediate fire response to apartment complexes in the West Main and Drake area as well as mobile home parks on Stadium Drive and West Michigan. A proposed location for this new station is the West Michigan and Drake Road area.

The Arcadia Neighborhood is part of this district and there are 3,848 housing units with a population of 8,179. Multiple family housing and apartment development is planned for the West Michigan area. Fire and crime statistics have been relatively low (seven and 1,021) in this area and District #8 is planned to be a single engine station with one fire assigned officer and two patrol cars.

District #9 - Oakwood Station: Station #9 proposed to be located near the Oakland and Whites Road intersection is the second of the new stations. This district is the southwest corner of the City which is currently covered by Station #6 at Oakland and Howard. Fire response time has been identified as a problem for areas within this district under the current system. District #9 includes 5,065 housing units in the Oakwood, Oakland, Bronson and Hill 'N Brook Neighborhoods and the Parkview Hills development. The new station will be staffed by one fire assigned PSO and two cars will patrol this area.

CURRENT FIRE & POLICE SERVICE

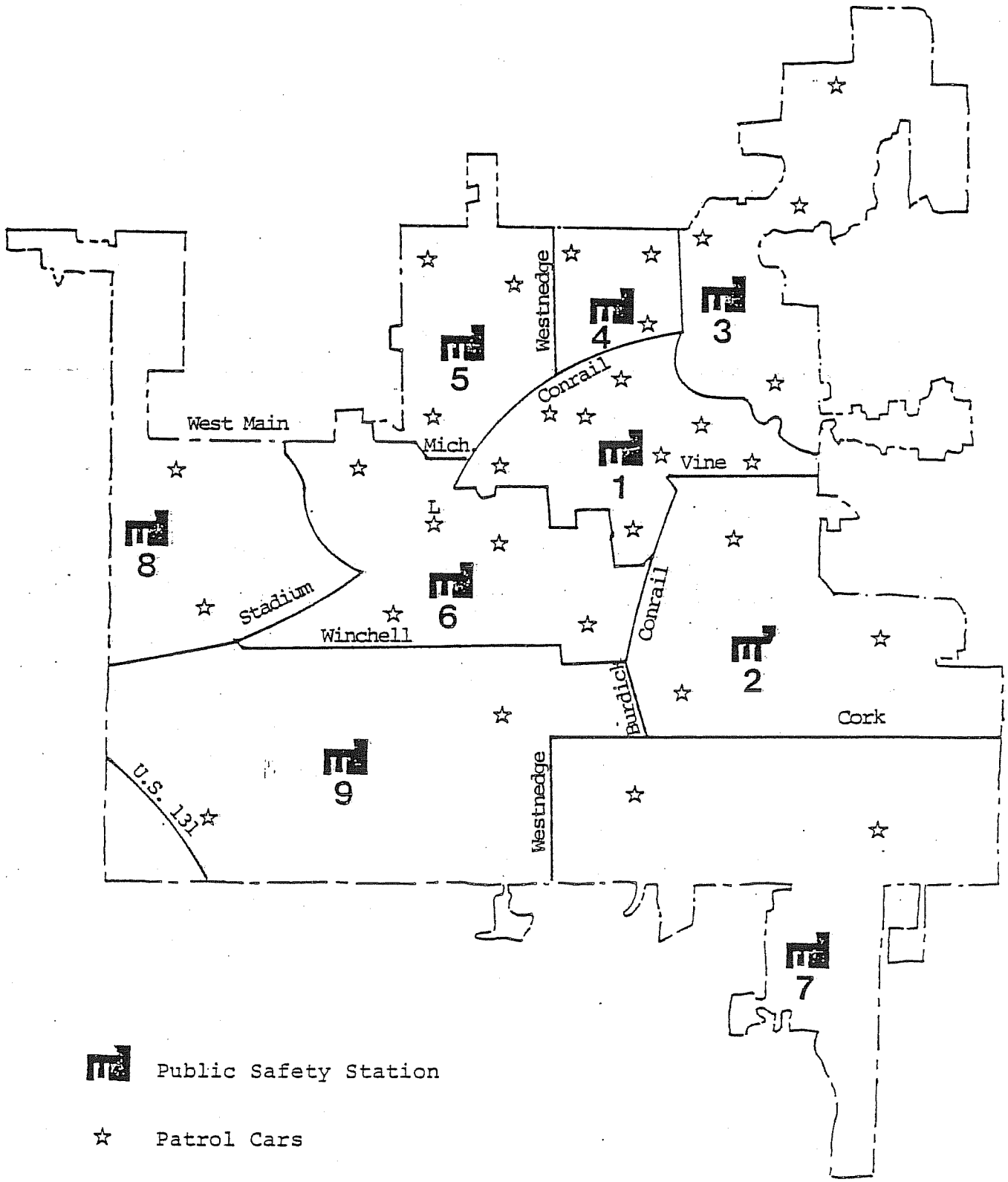


Boundaries are based upon Fire Department Service Areas.

Fire Stations

☆ Patrol Cars

DEPARTMENT OF PUBLIC SAFETY



Public Safety Station

☆ Patrol Cars

L Lieutenant

Department of Public Safety - Staffing

The proposed Department of Public Safety consists of 344 positions. The current Police and Fire Departments have a combined staff of 383. Of the 344 Public Safety Department positions, 291 are sworn officers and 53 are civilian.

The Operations Division with a staff of 277 will perform the primary public safety function. There will be 69 PSOs permanently assigned to station duty who will serve as equipment operators during fire service. There will also be 128 PSOs, sergeants and lieutenants assigned to the patrol function. The number of personnel assigned to each public safety district is reflective of the response necessary for police and fire service within each area of the City. In high fire service demand areas, additional officers were assigned to station duty to assure the necessary staffing at a fire scene. The system of layered response was also analyzed to provide for back-up at fire scenes. In areas of reduced fire service demand, only one PSO is station assigned; thus more officers are utilized for patrol. Seven of the nine districts will be commanded by sergeants. The two new stations #8 and #9 are commanded by sergeants from stations #6 and #7. One public safety lieutenant and one public safety captain will be assigned to each shift. The lieutenant will be on the street and serve as the commander for all major fire or crime scenes.

Absences in the fire or patrol ranks may be covered by personnel from the traffic unit. Staffing levels will also be maintained by call-back or overtime in the event of major

crime or fire incidents. Since eventually all officers will be cross- trained, there is a possible recall of 142 off-duty PSOs who would be capable of providing either police or fire service. There also will be 93 sworn officers assigned to special units or command who would be available for a major disaster or emergency.

The current traffic or radar unit has been maintained in the proposed Public Safety Department. However, the PSO cars may be equipped with radar equipment in the future, thus eliminating the need for a special radar unit. If this were to occur, the proposed public safety radar unit could be changed to a public safety relief unit.

The proposed Public Safety Department provides the following level of service as compared to the separate police and fire departments.

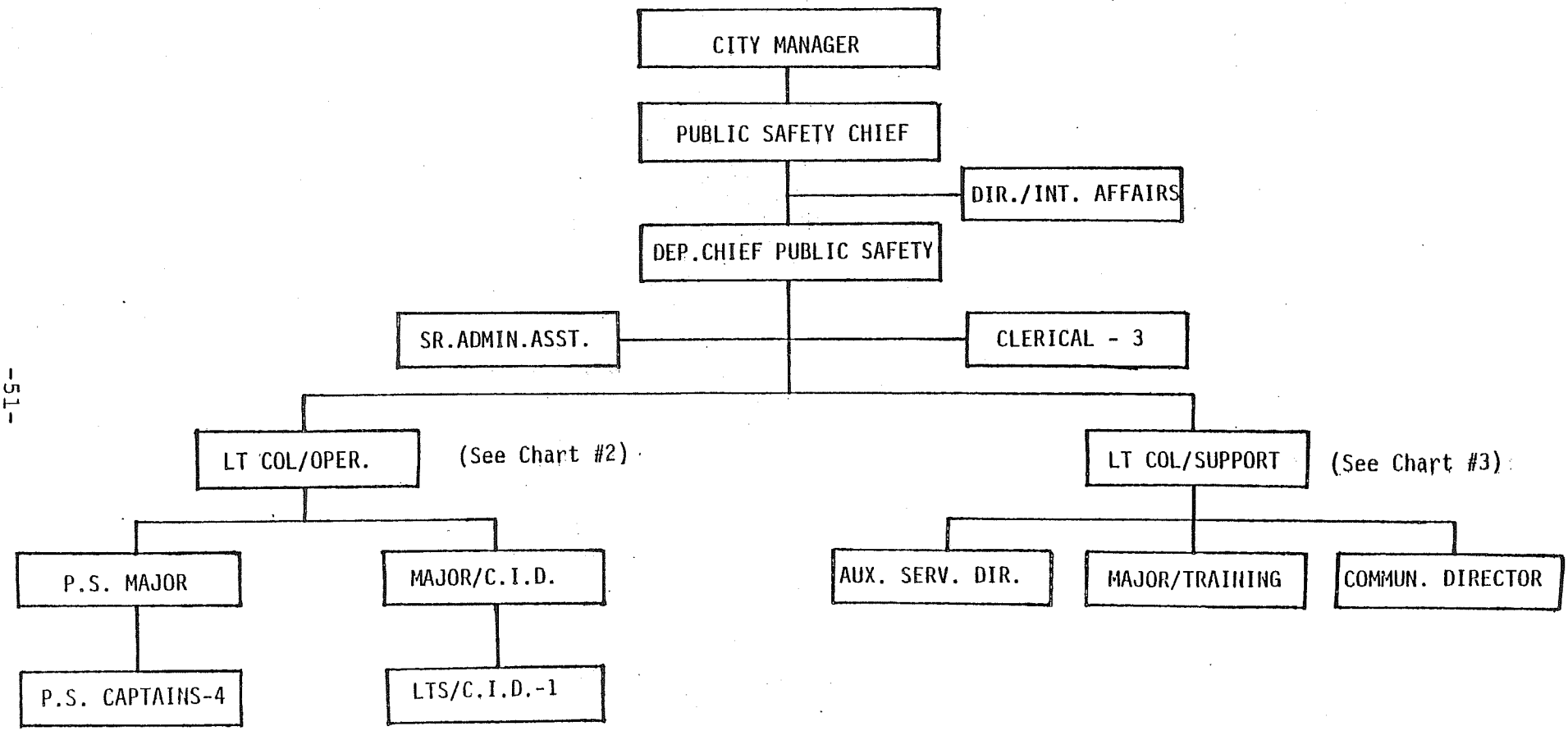
	Fire Dept.	Police Dept.	Public Safety
Patrol Duty	--	20 possible 9-17 actual	32
Fire Suppression	46	--	55
Off-Duty Recall	92	60	142

The charts on pages 54 through 56 compare the staffing levels of the current Police and Fire Departments and the proposed Public Safety Department. For purposes of emphasis, the following points should be noted:

- A consolidated dispatch or communications system results in a reduction of four positions, but provides increased staff levels and continuous supervision on a 12 hour shift.
- The top departmental administration has been decreased by two positions.
- There is a net increase of two positions in Support Services. This is a result of the addition of one computer programmer to handle the management information system. Two maintenance positions have been added to assist in station duties previously assigned to fire-fighters. The two new positions and the existing maintenance worker would rotate between stations. One community service officer has also been eliminated.
- The Operations Division reflects a reduction of 36 positions. Within this, the paramedic unit has remained unchanged. However, supervisory personnel above the current level of police officer or fire equipment operator have been reduced from 52 positions to 39 positions. This provides a one to five "span of control" or a more than adequate supervisory ratio.

PROPOSED DEPARTMENT OF PUBLIC SAFETY

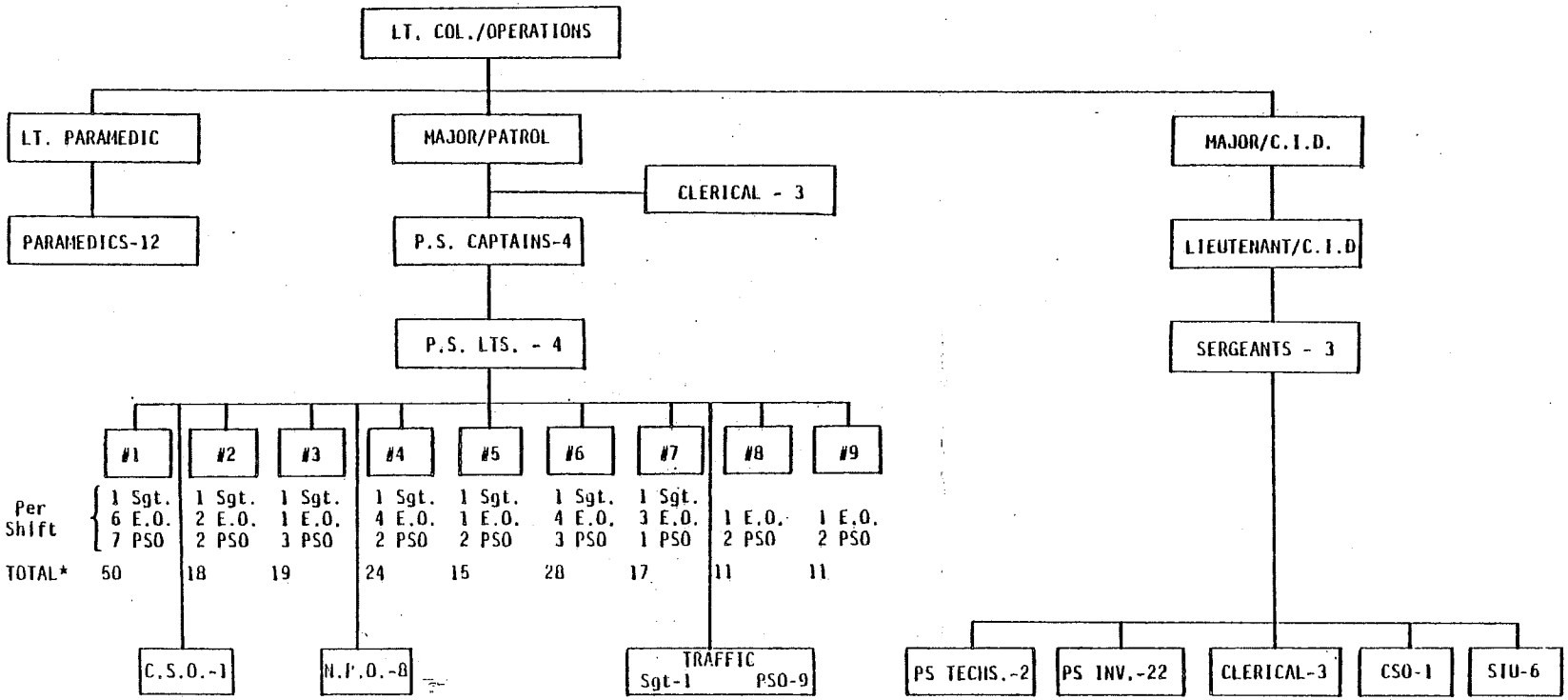
CHART 1



PROPOSED DEPARTMENT OF PUBLIC SAFETY

CHART 2

PUBLIC SAFETY OPERATIONS DIVISION



69 PSO/Equipment Operators - 23 per shift - station assigned
128 PSO, Sgt. and Lieutenants - 32 per shift - on the road

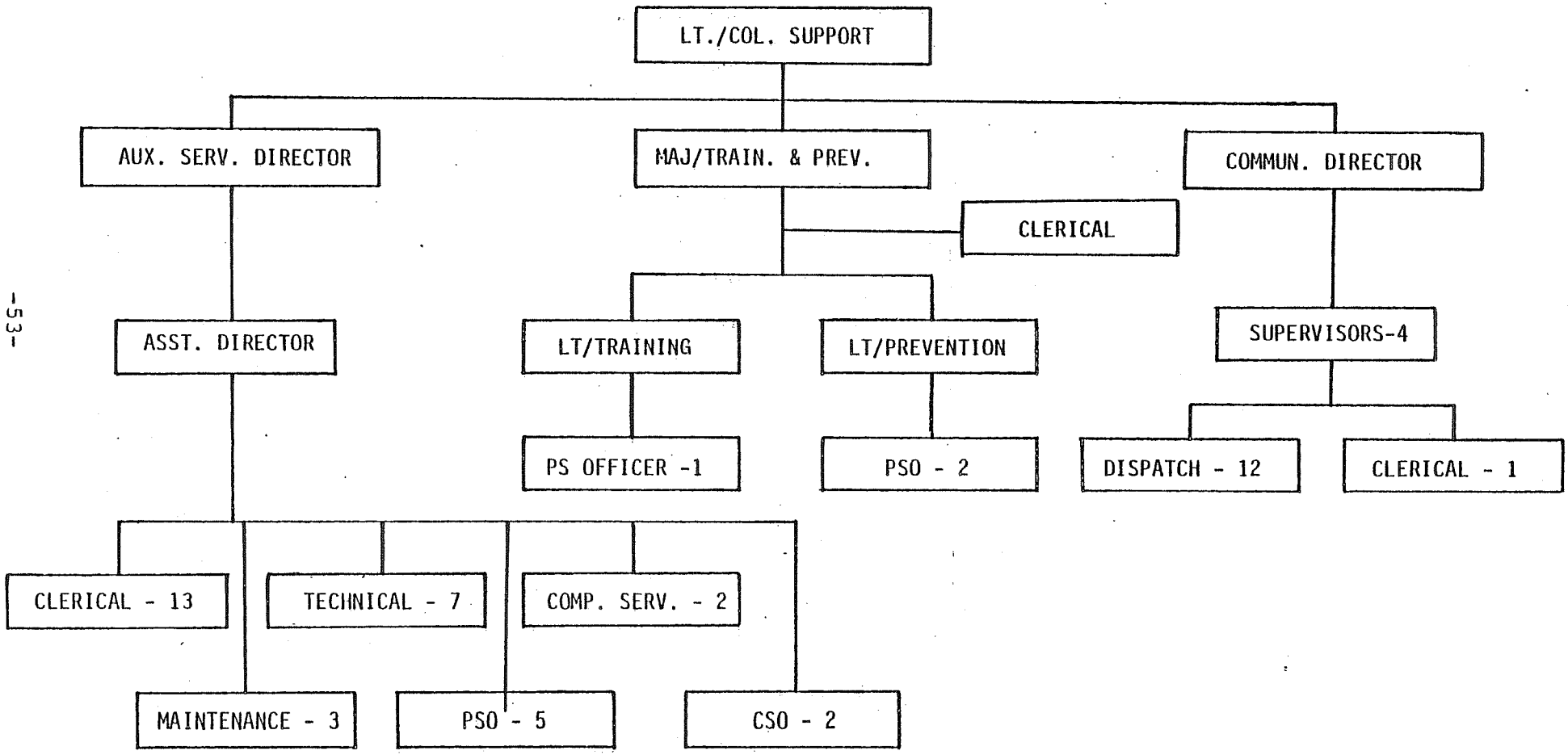
277 Positions
269 Sworn
8 Civilian

*Totals reflect Equipment Operator positions multiplied by 3 shifts and patrol multiplied by 4.

PROPOSED DEPARTMENT OF PUBLIC SAFETY

CHART 3

PUBLIC SAFETY SUPPORT DIVISION



COMPARISON OF STAFFING LEVELS

PROPOSED DEPARTMENT OF PUBLIC SAFETY		CURRENT POLICE DEPARTMENT		CURRENT FIRE DEPARTMENT	
Administrative		**Administrative**		**Administrative**	
Dir./Chief of Pub. Safety	1	Police Chief	1	Fire Chief	1
Deputy Chief/Pub. Safety	1				
Sr. Admin. Assistant	1	Admin. Assistant-Sr	1	Admin. Assist.Sr.	1
Clerical	3	Clerical	3	Secretary	1
Director/Internal Affairs	1	Capt./Int. Affairs	1		—
	7		6		3
Support Services Division					
Lt. Col. Support Services	1	Deputy Chief	1		
Director/Auxiliary Svcs.	1	Lieutenant	1		
Asst. Dir./Aux. Services	1	Sergeant	1		
Clerical	11	Clerical	11		
Rec. Supervisor	1	Rec. Supervisor	1		
P.S.O. Technicians	6	Police Officer	5		
P.S.O.	5	Tech I	1		
Systems Analyst	1	Tech II	5		
Programmer	1	Systems Analyst	1		
Maintenance Supervisor	1				
Maintenance Worker	2	Maintenance Worker	1		
C.S.O.	3	C.S.O.	4		
Lab Aide	1	Lab Aide	1		
	35		33		

PUBLIC SAFETY		POLICE DEPARTMENT		FIRE DEPARTMENT	
Major/Training	1	Sergeant/Training	1	Fire Marshall	2
Lieutenant/Training	1	Police Officer	2	Lt./Training	1
Lieutenant/Prevention	1	Clerical	1		3
P.S.O.	3		4		
Clerical	1				
	7				
Director/Commun.-Civ.	1			Clerk/Dispatch	4
Supervisor/Communications	4	Police Officer	1		4
Communications Oper.	12	Dispatchers	16		
Clerical	1		17		
	18				
Operations Division					
P.S. Commander Lt. Col.	1	Deputy Chief	1	Asst. Fire Chief	3
P.S. Major	1	Lieutenants	4	Lieutenants	18
Lieutenant/Paramedic	1			Paramedic Lt.	1
Paramedics	12			Paramedics	12
Clerical	3	Clerical	3		
Public Safety Captains	4	Captain	1	Captains	12
Public Safety Lieutenants	4				
Public Safety Sergeants	28	Sergeants	10		
		N.P.O. Sergeant	1		
Public Safety Traffic/Sgt.	1	Traffic Sergeant	1		
P.S.O./Patrol	96	Police Officers	80		

PUBLIC SAFETY		POLICE DEPARTMENT		FIRE DEPARTMENT	
Operations Division (continued)					
P.S.O./Traffic	9	Traffic P.O.	9		
P.S.O./Fire	69			Firefighters	72
				Equip. Oprs.	36
C.S.O.	1	C.S.O.	1		
N.P.O.	8	N.P.O.	9		
	238		120		154
Criminal Investigation					
P.S. Major/C.I.D.	1	Captain	1		
P.S. Lieutenant	1	Lieutenant	1		
Sergeants	3	Sergeants	3		
P.S. Polygrapher	2	Polygraph Operator	2		
P.S. Investigators	22	Detectives	15		
P.S.O.	6	Police Officers	6		
C.S.O.	1	Youth Officers	5		
Clerical	3	Clerical	3		
	39	Parity Officers	2		
		C.S.O.	1		
			39		
	344		219		164
					383

PUBLIC SAFETY STAFFING BY STATION

	Per Shift	Total*
Station #2	1 PSO Sgt.	
	2 Equip. Op.	18
1 Engine	2 PSO	
	5	
Station #7	1 PSO Sgt.	
	3 Equip. Op.	17
2 CFR	1 PSO	
1 Engine		
	5	
Station #6	1 PSO Sgt.	
	4 Equip. Op.	28
1 Engine	3 PSO	
1 Truck		
	8	
Station #9 - Oakwood	1 Equip. Op.	
	2 PSO	11
1 Engine		
	3	
Station #8 - Westwood/ City	1 Equip. Op.	
	2 PSO	11
1 Engine		
	3	
Station #1 - Central	1 Sgt.	
	6 Equip. Op.	50
Squad	7 PSO	
2 Engines		
	14	
Station #4	1 Sgt.	
	4 Equip. Op.	24
1 Engine	2 PSO	
1 Ladder		
	7	
Station #3	1 Sgt.	
	1 Equip. Op.	19
1 Engine	3 PSO	
	5	
Station #5	1 Sgt.	
	1 Equip. Op.	15
1 Engine	2 PSO	
	4	
Shift Commander	1 Lieutenant	4
		197

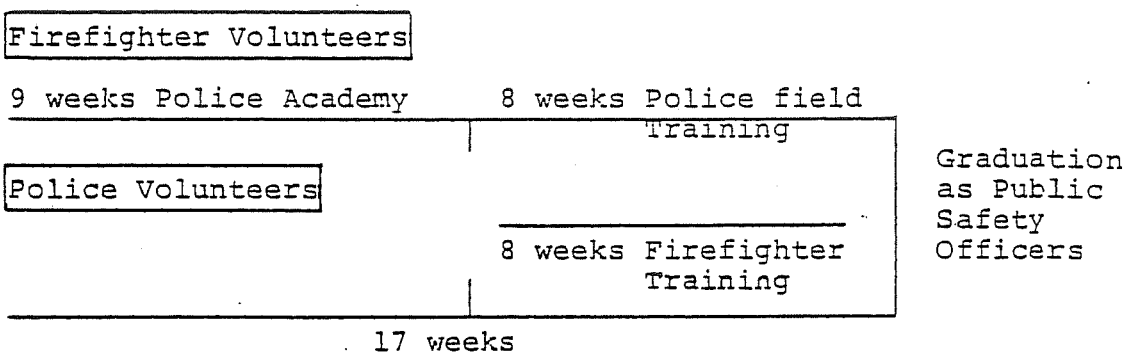
*Totals reflect PSOs and Sergeants multiplied by four shifts and Equipment Operators multiplied by three shifts.

PUBLIC SAFETY TRAINING

Training has been identified as one of the most critical subjects in Police/Fire Consolidation. Therefore, this plan would serve to strengthen and improve current practices.

The current Fire Department training consists of 240 hours of combined classroom and field instruction. This is conducted by the Fire Department training officer and the command staff at the fire stations. The police training consists of 346 hours of instruction at the regional recruit school and 320 hours of advanced field training. The classroom instruction is held at Kalamazoo Valley Community College and the advanced field training is conducted by the Police Department training officer and command staff.

It is proposed that the first public safety training class would begin with the current firefighters who volunteer being assigned to the regional police recruit school for nine weeks. At the completion of the school, they would be certified and sworn as police officers and they would begin the eight weeks of advanced in-house and field training. At this time, the police officer volunteers would begin the six week firefighter training course and two week field training. Both groups would complete their training at the same time and would be sworn as the first Public Safety Officers.



The initial phase of consolidation assumes that the first class of Public Safety Officers would be comprised of volunteers from the Fire and Police Departments. These individuals would, therefore, already be trained in one of the occupations. A more detailed explanation of this is included in the "implementation" section of the report.

In-Service Training

The ongoing training of Public Safety Officers is viewed as essential to maintain both the police and firefighting skills and abilities of an employee.

The Fire Department currently conducts two hours per day or 20 hours per month of in-service firefighters' training. This time is spent in field training at the fire practice tower, in self-study of streets and maps or in classroom type instruction. The Police Department averages three hours per month of training on special subjects in a classroom setting.

The proposed Public Safety Officer in-service training program would approximate 28 hours per month per employee. This training would include both fire and police subjects as

well as issues which might be specific to public safety officers. The in-service training for Patrol PSOs would be conducted on duty during slow times in the shift. Fire PSOs would participate in the same training with the patrol officers in a team setting. As mentioned above, the training would include both fire and police subject matter.

It is important to note that under the current training systems, the majority of the police training (666 hours) is conducted while an officer is a recruit. The majority of fire training is conducted in a six weeks basic training program, 80 hours of field training and training on a weekly basis.

The proposed Public Safety training program would combine and increase the training for both groups. A new recruit would undergo 906 hours of initial fire and police training and 336 hours of in-service training per year.

Following this section of the report, on page 66, is a list of training subjects.

Command and Special Units

The consolidation of police and fire duties by individual PSOs on the street is the major aspect of a public safety system. However, for the program to be successful, all personnel in the Public Safety Department would undergo cross-training in police and fire duties. All command staff in the Department would be required to participate in public safety training. Specialized units or personnel would be

maintained, such as laboratory staff and police detective staff; however, all personnel would be cross-trained throughout the phased implementation.

The initial class would include · · volunteer PSOs and command staff. Each class would be a mixture of officers and command until all personnel were cross-trained. The Committee strongly recommends this approach because it is believed that training is the essential factor in the understanding and acceptance of the Public Safety system. The attachment following this section identifies the phases of training for all personnel.

Training - Administration

The proposed Department of Public Safety would consolidate the current fire training and police training divisions. There are seven employees assigned to training and prevention activities in the Fire and Police Departments. The Public Safety Training Division would consist of seven staff members.

All current fire training (recruit and in-service) is conducted on duty time and therefore the cost of the program is the regular expense of wages. Police in-service training is conducted on an overtime basis. The 1981 budget for this overtime expense is $61,000. The Public Safety training would be conducted on duty time and would eliminate the police overtime expense. The 12 hour shift of Public Safety Officers and the increased number of individuals on patrol would allow for on-duty training during slack time.

An additional $25,000 is proposed for the training budget for outside consultants on special issues. All Public Safety command staff would also be required to attend selective executive development programs conducted by the National Fire Academy on advanced firefighting techniques.

The savings in police overtime and the $25,000 additional training expenditure would result in an anticipated $36,000 savings over the current training budgets.

TRAINING FLOW CHART FOR THE **Public Safety Officer**

■ Fire Training for the **POLICE OFFICER**

1 basic fire training — **240 hrs.**

2 field fire training — **80 hrs.**

3 assigned to PSO station — **2 hrs./day training**

TRAINING FLOW CHART FOR THE **Public Safety Officer**

- Police Training for the **FIRE FIGHTER**

1 regional police recruit school — 346 hrs.

2 advanced training field training — 320 hrs.

3 assigned to PSO station — 2 hrs./day training

TRAINING FLOW CHART FOR THE **Public Safety Officer**

■ PSO Training for the **NEW HIRE**

1 basic fire training — 240 hrs.

2 regional police recruit school — 346 hrs.

3 advanced training field training — 320 hrs.

4 assigned to PSO station — 2 hrs./day training

PUBLIC SAFETY OFFICER - TRAINING SUBJECTS

1. Human Relations
2. Radio Procedures
3. Rope
4. Portable Fire Extinquishers
5. Patrol Procedures
6. Divisional Orders
7. Salvage and Overhaul
8. Water Supplies
9. Forcible Entry
10. Fire Streams
11. Rescue and Protective Breathing
12. Sprinkler Systems
13. Arson Detection
14. Utilities
15. Inspection Practices
16. Civil Disorder and Disaster
17. Ventilation
18. Aircraft Fire Protection
19. Alarm and Communications
20. Field Training
21. Road Blocks
22. Rape Investigation
23. Precision Driving
24. General Orders
25. Fire Science
26. Mutual Aid Pacts
27. Report Writing
28. Streets and Boundaries
29. Ladder Practice
30. Statement Taking
31. Traffic Citations
32. Duil Investigation *
33. Traffic Control and Direction
34. Firearms Qualification
35. Crime Prevention
36. Police/Fire Vehicle Maintenance
37. Hose Practice
38. Evidence
39. Fingerprints
40. Photography
41. Found Property
42. City Ordinances
43. Appearance Tickets
44. Fire Apparatus
45. Bomb Threats

*DUIL - Driving Under the Influence of Liquor

COMMUNICATIONS

A centralized communication and dispatch system has been identified as one of the critical elements of a successful Public Safety system. Centralized dispatch or a 911 emergency system has also been studied by a special County-wide task force for several years. Much of the following information has been compiled as a result of the task force activity and is of interest when considering the concept of Public Safety. The 911 system has been approved and the following information is presented to enable the reader to understand how it could relate to Public Safety.

Fire Dispatch

The current fire dispatch equipment consists of a radio console, telephone PBX console, ten track recorder and a card file of street indexes. The dispatch center also has the following Bell System components:

1. Centrex lines
2. Fire reporting lines
3. Station intercom and paging
4. Secured alarms
5. Secured ambulance lines
6. Fire call boxes - 72 lines

The Fire Department employes four civilian dispatchers. To handle the 24 hour duty, dispatchers are used on an overtime basis to fill in for vacancies; however, firefighting personnel also "fill-in" for absent dispatchers.

The Fire Dispatch Center is located at the Central Fire Station on Cedar Street. The January 1981 cost for the Fire Dispatch Center was $144,390 which includes personnel, supplies, services and capital amortization. In addition to the actual dispatch function, fire dispatchers perform miscellaneous and clerical functions within the Fire Department.

Police Dispatch

The Police Dispatch Center includes three radio consoles, CPB alarms, LEIN terminal, 20 track recorder, time clocks, weather terminal, electronic status board, maps and warrant files.

The Dispatch Center also has the following Bell System components:

1. Emergency/Non-emergency centrex lines
2. Bank alarm lines
3. Direct secured lines
4. Call box tie lines
5. Local loop lines
6. Weather reporting direct line
7. LEIN terminal direct line

There are currently 16 police service officers assigned to three consoles in the Dispatch Center and one police officer assigned to the Information Center. All three consoles are staffed from 7:00 a.m. to 11:00 p.m.; generally only two consoles are staffed from 11:00 p.m. to 7:00 a.m. A communications officer also works on the day shift. The disparity between required staffing and assigned personnel is accomplished through the transfer of sworn police officers from the Patrol Division.

The January 1981 costs for the Police Dispatch System was $465,139. This includes personnel, supplies, services, indirect costs and capital.

Proposed Public Safety Communications System

As part of the 911 study, a new concept for Enhanced 911 (E-911) was provided by Michigan Bell. E-911 is a selective routing system whereby all phone lines within Kalamazoo County would be pre-programmed through a Bell computer to be automatically routed to the appropriate Public Safety Answering Point (PSAP) depending on the geographic location of the telephone.

The initiation of a 911 System does not change the delivery or service pattern after the call is received in the Dispatch Center. The value of a 911 System is that the citizen access to the Center is easier and more efficient. The 911 System would also eliminate the majority of fire call boxes currently located throughout the City since every phone would become an

emergency reporting instrument. Fire call boxes would remain at each of the Public Safety Stations.

Public Safety Communications

Several different alternatives were considered in the recommendation for a Public Safety Dispatch Center. Among them were:

1. No change
2. Transfer Fire Dispatch equipment to the Police Dispatch Center.
3. Move all equipment to a new larger area created in the Police Headquarters through renovation.

Option #3 is recommended because it provides the best utilization of staff and equipment now and in the future.

Under the consolidated dispatch system, both police and fire equipment would be moved to a remodeled north wing of the current Police Station. This location would expand the available area from 416 square feet to 700 square feet.

New console equipment would be necessary to meet the current and future needs of the Fire and Police Departments. The current equipment is reaching the end of its life expectancy. Much of the hardware is badly worn and does not easily lend itself to replacement or repair.

By consolidating the dispatch systems of both departments, a reduction of four positions would result leaving a total of 12 dispatchers and four supervisors. Additionally, the Communications Unit would have 24 hour per day supervision.

It is estimated that the current police dispatchers would require 16 hours of fire dispatch training. The fire dispatchers would need approximately 240 hours of training due to the complexity of police dispatching procedures.

An essential consideration in the event of police/fire consolidation is the institution of a Computer Aided Dispatch System (C.A.D.). A Computer Aided Dispatch System would represent an enhancement in utilization of space, resource and total efficiency and is essential in the future to keep pace with service requests and the increasing complexity of dispatching functions.

PUBLIC SAFETY - PHASED IMPLEMENTATION

The implementation plan is based upon three considerations:

1. Service to the Community during consolidation phases must, at a minimum, be maintained at current levels and should be increased as consolidation progresses.
2. Consolidation should not cause a lay-off of any current police officer or firefighter, rather it should be accomplished through attrition and volunteers.
3. Full consolidation will represent an increase in service with reduced costs to the community.

The implementation plan consists of eight phases. Phase I is the preparation and training phase. Phases II through VIII represent the consolidation of the existing and proposed fire stations into Public Safety Districts. The timetable for consolidation could range from four to ten or 12 years.

It is possible to complete two phases each year under training requirements and a maximum number of volunteers. However, depending upon attrition and cost considerations, full consolidation could require ten to 12 years. The consolidation of police/fire services should be viewed as a long term approach to reduce or contain costs while improving services.

Phase I

The first phase of the consolidation plan is a preparatory stage for Public Safety. It would include the consolidation of: administration, support services, communications and training functions of the Fire and Police Departments. The purpose is to establish a strong management and support base for the Public Safety concept before the onset of training the first Public Safety Officers. The consolidation of administrative services should improve the efficiency and maximize the Police Department and the EMS units within the Fire Department. The sworn personnel among these 97 positions would be cross-trained during the consolidation phases.

The objectives of Phase I are:

1. Appoint a Public Safety Director and Deputy Director.
2. Appoint Command Staff for the Public Safety Department.
3. Consolidate communications/dispatch functions.
4. Consolidate Police and Fire training functions and prepare training program for first PSO class.
5. Consolidate records and management information system.
6. Cross-train command staff in Public Safety.

When the above objectives have been met, the first class of Public Safety Officers should be recruited and their training begun.

Phases II - VIII

The implementation process assumes the transition of fire stations into Public Safety Districts. The staffing level charts consider the number of personnel necessary to staff existing fire stations and patrol districts during implementation while assigning a staff of Public Safety Officers to one district in each phase.

The management of police patrol, fire suppression and public safety is assigned to a Lieutenant Colonel/Public Safety. A Major/Public Safety position is also established in Phase I.

The implementation plan proposes the transition of the existing fire stations into Public Safety Districts in the following order:

Phase II	Station #2 - 1207 Bryant Street
Phase III	Station #7 - 2805 Fairfield (Airport)
Phase IV	Station #6 - 1414 Howard Street
Phase V	Station #9 - Oakwood
	Station #8 - City West Side
Phase VI	Station #1 - 116 West Cedar Street
Phase VII	Station #4 - 1028 North Rose Street
Phase VIII	Station #3 - 1005 Gull Road
	Station #5 - 625 Douglas Avenue

During consolidation, Public Safety Districts would respond to police and fire calls and would be "backed up" by either police patrol units or fire companies as is the case in current practice.

The charts on pages 82 through 89 depict the organization and staffing changes which would occur during implementation. For ease of understanding, they indicate a corresponding reduction of police and fire positions as the Public Safety positions are created.

In practice, it may be necessary in Phase I for the Department of Public Safety to hire personnel above its allocated strength in order to provide training to new recruits to perform the Public Safety function. This possible temporary overstaffing is addressed in the financial section of the report.

POSITIONS TRANSFERRED FROM FIRE AND POLICE TO PUBLIC SAFETY DEPARTMENT DURING PHASE I OF IMPLEMENTATION

Senior Administrative Assistant/Police	1
Clerical/Administrative/Police	3
Director of Internal Affairs	1
Clerical/Support	11
Records Supervisor	1
CSO/Support	3
Police Officer/Support	5
Systems Analyst	1
Lab Aide	1
Lieutenant/Paramedic	1
Paramedics	12
Clerical/Operations	3
Traffic Sergeant	1
Police Officer/Traffic	8
CSO Officer/Operations	1
NPO Officer/Operations	9
Technichians - Polygraph	2
Investigators	22
S.I.U. Investigators	6
CSO Investigator/C.I.D.	1
Clerical/C.I.D.	3
Maintenance Worker	1
Clerical/Training	1
	98

PUBLIC SAFETY POSITION ALLOCATION CHANGES BY PHASES

This chart indicates the proposed phased elimination of positions in the Fire and Police Department as positions are created in the proposed Department of Public Safety. Ninety-eight positions, as enumerated on preceding page, would be transferred to the Department of Public Safety from the Fire and Police Departments during Phase I. It should be recognized that during implementation, flexibility within allocated levels will be necessary.

Create Public Safety Positions		Eliminate Police Positions		Eliminate Fire Positions	
Phase I					
Public Safety Director	1	Police Chief	1	Fire Chief	1
Deputy Public Safety Director	1				
Lt. Colonel	2	Lt. Colonel	2		
Major/Operations	1				
Major/Training	1	Sgt/Training	1	Lt/Training	1
Lt/Training	1				
PSO/Training	2	Police Officers	2		
Director/ Communications	1				
Supervisor/ Communications	4	Police Officer	1		
Communications Operator	12	Dispatcher	16	Dispatcher	4
Clerical/ Communications	1				
	27		23		6

Create Public Safety Positions		Eliminate Police Positions		Eliminate Fire Positions	
Phase II #2					
Director/Auxilary Services	1	Lt/Support	1		
Assistant Director	1	Sgt/Support	1		
Programmer	1	Police Officer/ Training	1		
PSO/Training	1			FF/Support	3
PSO/Fire	6	Police Officers	12	Firefighters	9
PSO/Patrol	8				
Public Safety Sergeants	4		—		—
	22		15		12
Phase III #7					
Public Safety Technicians (LAB)	6	Technicians	6	Assistant Chief	1
Public Safety Captain	1	Sergeants	2	FF/Support	3
Public Safety Lieutenant	1			Firefighters	18
Public Safety Sergeants	4	Police Officers	12		
PSO/Fire	9				
PSO/Patrol	4		—		—
	25		20		22

Create Public Safety Positions		Eliminate Police Positions		Eliminate Fire Positions	
Phase IV #6					
		Captain	1		
Public Safety Captain	1	Lieuteants	2		
Public Safety Lieutenant	1				
Public Safety Sergeants	4	Sergeants	3	FF/Support	3
PSO/Fire	12	Police Officers	13	Firefighters	18
PSO/Patrol	12	CSO	1		
Maintenance Supervisor	1				
Maintenance Worker	1				
	32		20		21
Phase V #8 and #9					
Major/C.I.D.	1	Captain/C.I.D.	1	Administrative Assistant	1
Lieutenant/C.I.D.	1	Lieutenant/C.I.D.	1		
Sergeant/C.I.D.	3	Sergeant/C.I.D.	3	Marshalls	2
Lts/Prevention	1	Sergeants	2		
Public Safety Captain	1				
Public Safety Lieutenant	1	Lieutenants	2		
PSO/Fire	6	Police Officers	14		
PSO/Patrol	16				
	30		23		3

Create Public Safety Positions		Eliminate Police Positions		Eliminate Fire Positions	
Phase VI #1					
Public Safety Captain	1	Sergeants	4	Assistant Chief	1
Public Safety Lieutenant	1			FF/Support	9
Public Safety Sergeants	4	Police Officers	14	Firefighters	27
PSO/Fire	18				
PSO/Patrol	28		—		—
	52		18		37
Phase VII #4					
Sergeants	4			Secretary	1
PSO/Fire	12	Police Officers	9	Assistant Chief	1
PSO/Patrol	12			FF/Support	6
	—		—	Firefighters	18
	28		9		26
Phase VIII #3 and #5					
Sergeants	8				
PSO/Fire	6	Police Officers	6	FF/Support	6
PSO/Patrol	16		—	Firefighters	18
	30		6		24
	246		134		151
	+ 98	Transferred Positions	+ 85	Transferred Positions	+ 13
	344		219		164

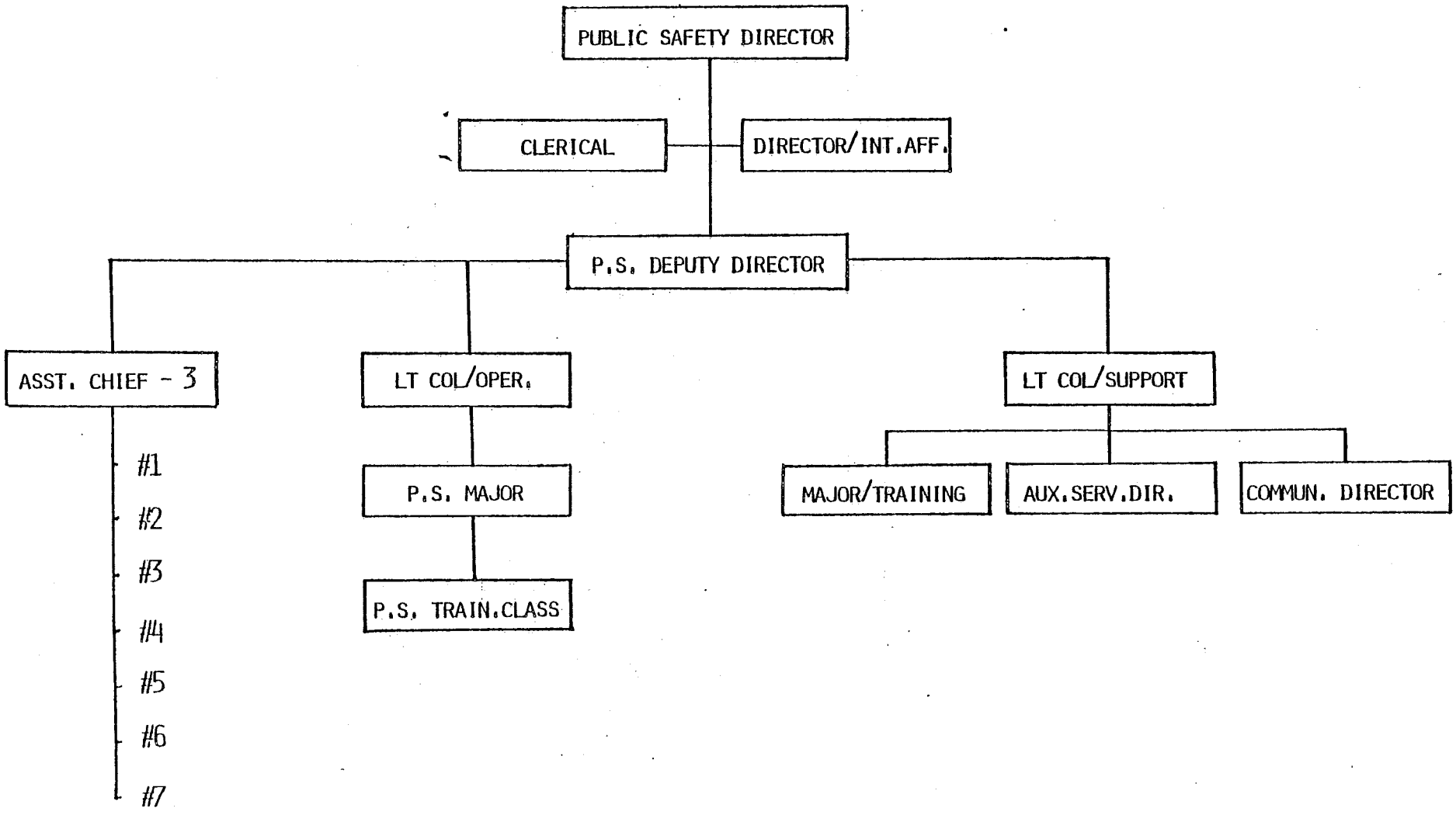
STAFF LEVELS OF DEPARTMENTS DURING IMPLEMENTATION

This chart indicates the number of allocated positions within each department during the phases of implementation. Decreased staffing levels in the Fire and Police Departments are coordinated with increased staffing levels in the Department of Public Safety. The "total" column reflects the phased reduction of staff from the 383 currently in the Fire and Police Departments to the 344 positions proposed for the Department of Public Safety. It is the total number of allocated positions for all three departments during implementation.

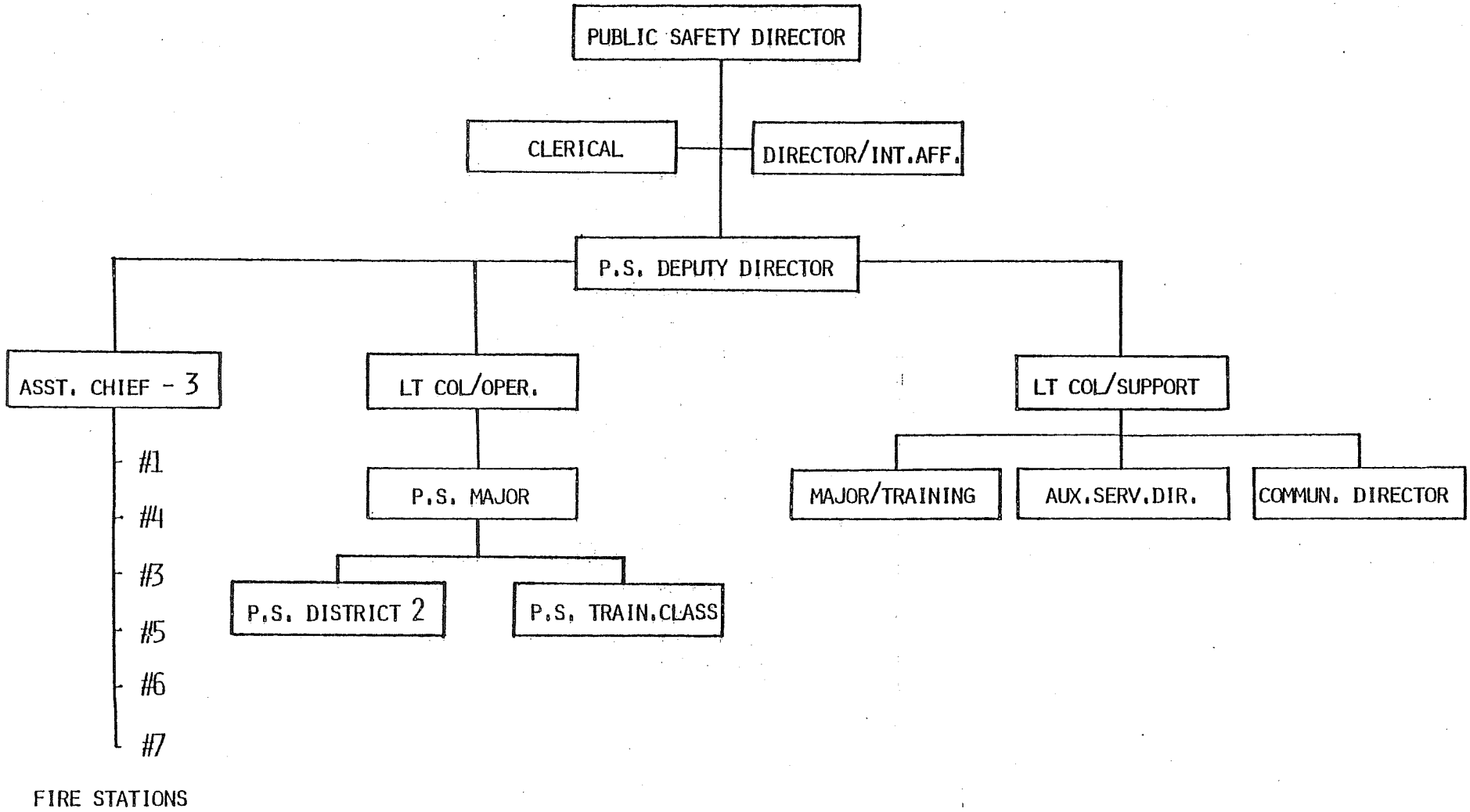
	Public Safety Department	Police Department	Fire Department	TOTAL
Current		219	164	383
Phase I	125 (98 transfer & 27 new)	107	151	383
Phase I	125	111	145	381
Phase II	147	96	133	376
Phase III	172	76	111	359
Phase IV	204	56	90	350
Phase V	234	33	87	354
Phase VI	286	15	50	351
Phase VII	314	6	24	344
Phase VIII	344	-	-	344

TRAINING & PREPARATION-COMPLETED

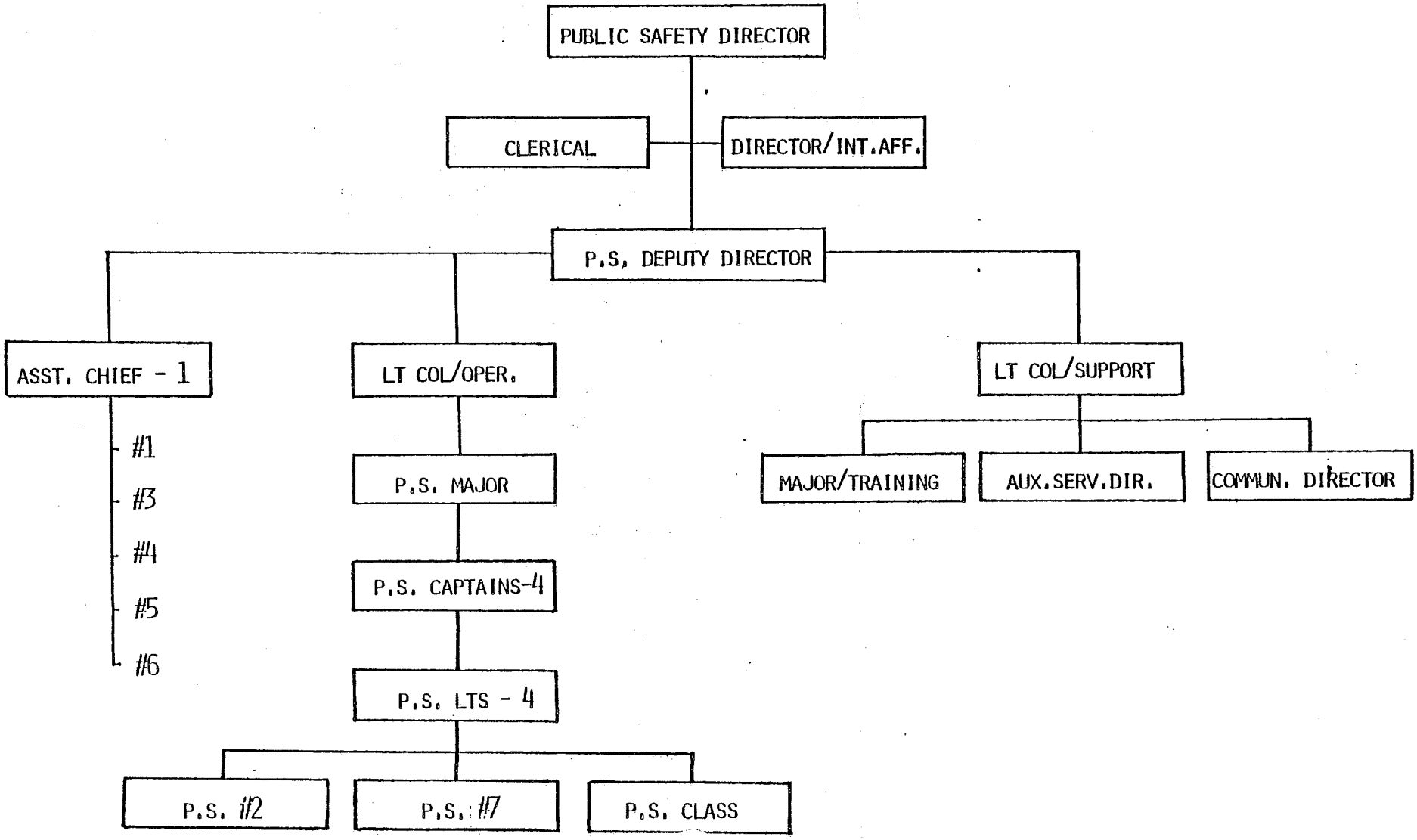
PHASE I



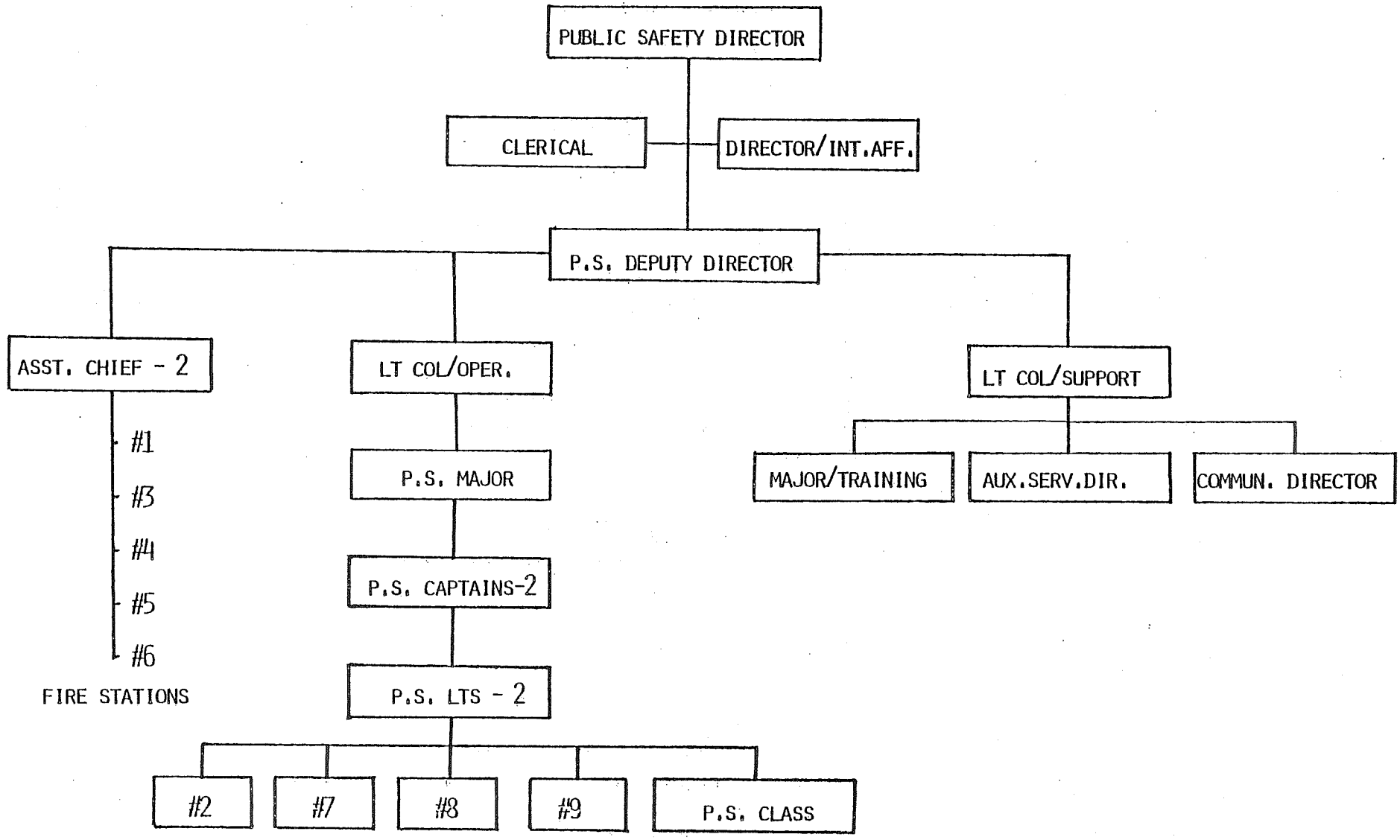
PHASE II


PUBLIC SAFETY DIRECTOR
CLERICAL
DIRECTOR/INT.AFF.
P.S. DEPUTY DIRECTOR
ASST. CHIEF - 3
#1
#4
#3
#5
#6
#7
FIRE STATIONS
LT COL/OPER.
P.S. MAJOR
P.S. DISTRICT 2
P.S. TRAIN.CLASS
LT COL/SUPPORT
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR

PHASE III


PUBLIC SAFETY DIRECTOR
CLERICAL
DIRECTOR/INT.AFF.
P.S. DEPUTY DIRECTOR
ASST. CHIEF - 1
#1
#3
#4
#5
#6
LT COL/OPER.
P.S. MAJOR
P.S. CAPTAINS-4
P.S. LTS - 4
P.S. #2
P.S. #7
P.S. CLASS
LT COL/SUPPORT
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR

PHASE IV


PUBLIC SAFETY DIRECTOR
CLERICAL
DIRECTOR/INT.AFF.
P.S. DEPUTY DIRECTOR
ASST. CHIEF - 2
#1
#3
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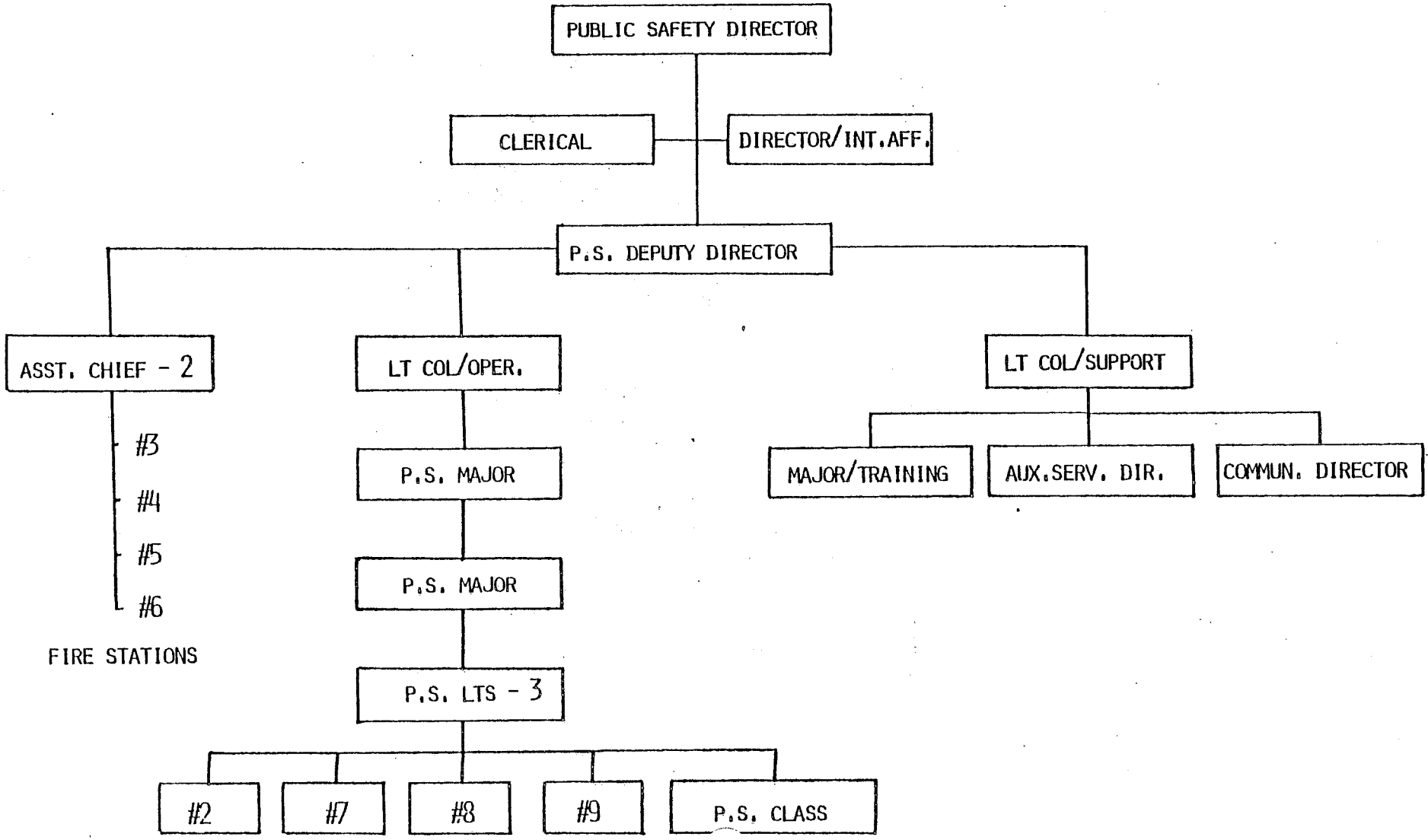
#5
#6
FIRE STATIONS
LT COL/OPER.
P.S. MAJOR
P.S. CAPTAINS-2
P.S. LTS - 2
#2
#7
#8
#9
P.S. CLASS
LT COL/SUPPORT
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR

PHASE V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P.S. DEPUTY DIRECTOR
ASST. CHIEF - 2
#3
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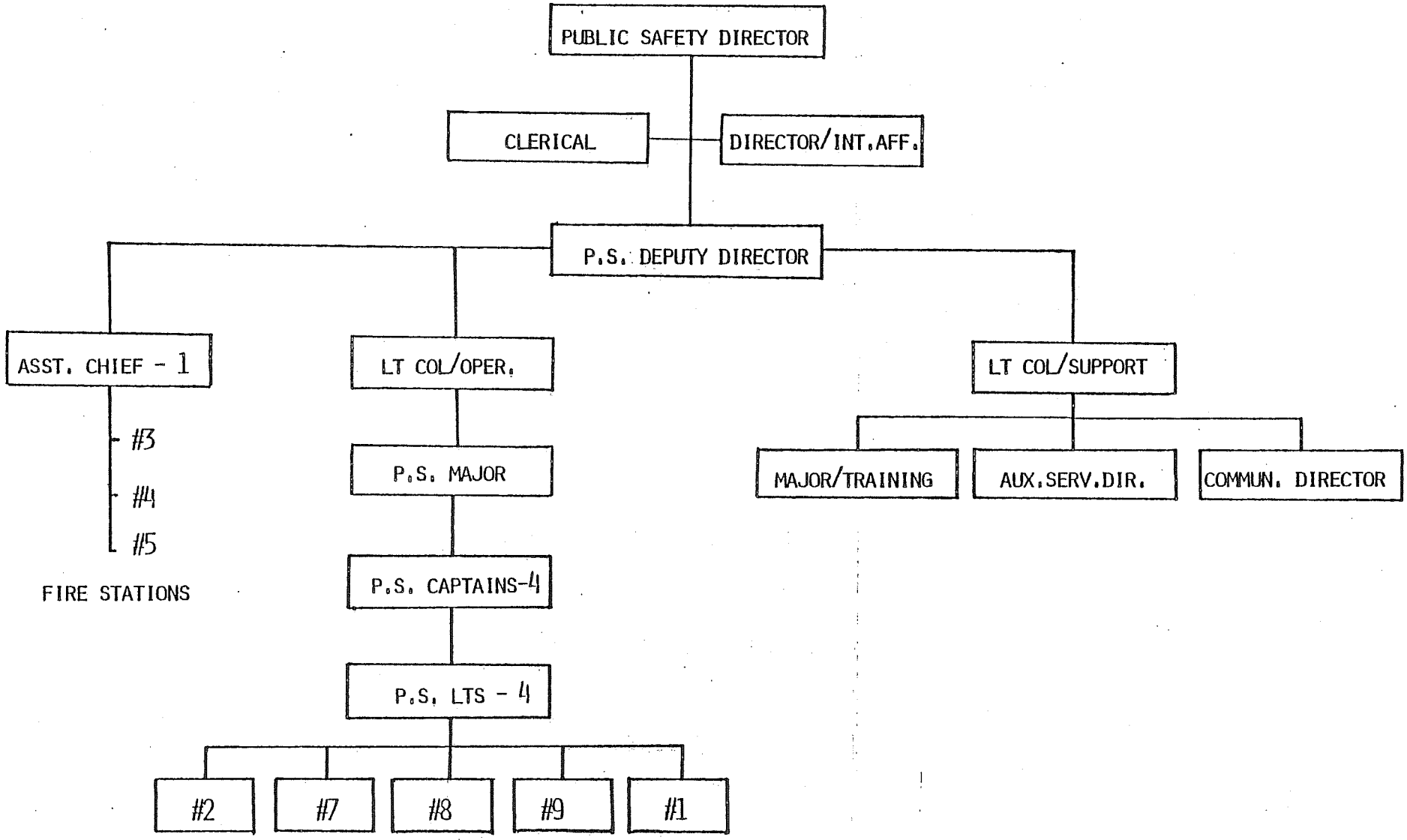
#5
#6
FIRE STATIONS
LT COL/OPER.
P.S. MAJOR
P.S. MAJOR
P.S. LTS - 3
#2
#7
#8
#9
P.S. CLASS
LT COL/SUPPORT
MAJOR/TRAINING
AUX.SERV. DIR.
COMMUN. DIRECTOR

PHASE VI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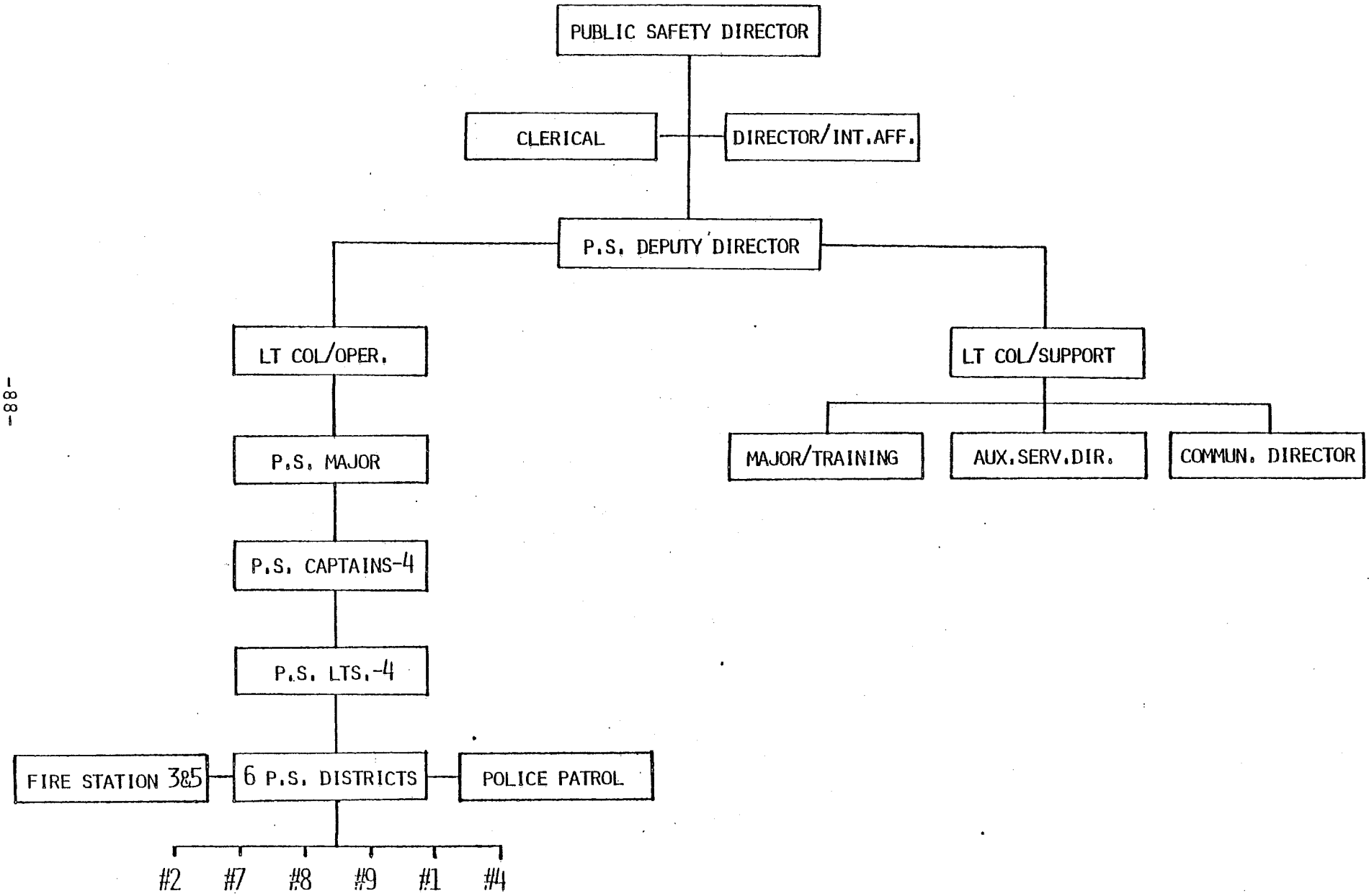
CLERICAL
DIRECTOR/INT.AFF.
P.S. DEPUTY DIRECTOR
ASST. CHIEF - 1
#3
#4
#5
FIRE STATIONS
LT COL/OPER.
P.S. MAJOR
P.S. CAPTAINS-4
P.S. LTS - 4
#2
#7
#8
#9
#1
LT COL/SUPPORT
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR

PHASE VII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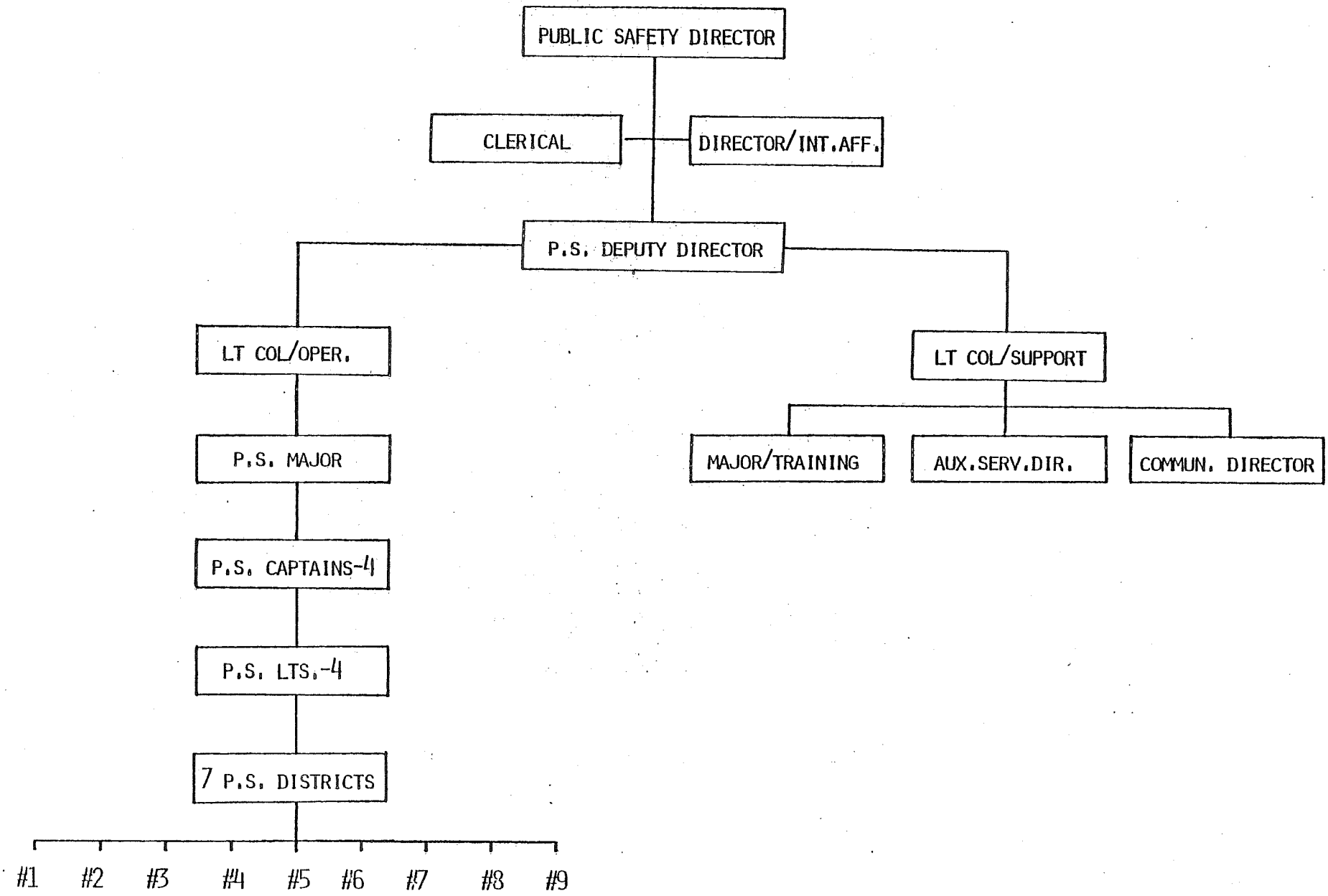
P.S. DEPUTY DIRECTOR
LT COL/OPER.
LT COL/SUPPORT
P.S. MAJOR
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR
P.S. CAPTAINS-4
P.S. LTS.-4
FIRE STATION 3&5
6 P.S. DISTRICTS
POLICE PATROL
#2
#7
#8
#9
#1
#4

PHASE VIII


PUBLIC SAFETY DIRECTOR
CLERICAL
DIRECTOR/INT.AFF.
P.S. DEPUTY DIRECTOR
LT COL/OPER.
LT COL/SUPPORT
P.S. MAJOR
MAJOR/TRAINING
AUX.SERV.DIR.
COMMUN. DIRECTOR
P.S. CAPTAINS-4
P.S. LTS.-4
7 P.S. DISTRICTS
#1
#2
#3
#4
#5
#6
#7
#8
#9

LEGAL ISSUES

There are two types of legal issues which must be addressed if a decision to consolidate police/fire services is made. The City Attorney has provided an opinion on the City Charter as it relates to Public Safety:

> Section 14j(i) of the Home Rule Cities Act permits a City to establish departments as it deems necessary for the protection of the public health, safety and welfare. Section 44 of the City Charter establishes a Department of Public Safety and Section 46 of the Charter permits the City Commission by ordinance to prescribe the functions of each department, create new departments and establish temporary departments when it would be required for the proper administration of the City.
>
> Section 2-3 of the Kalamazoo City Code establishes the Police and Fire Departments as divisions of the Department of Public Safety. It also states that the operation, management, control of the Department of Public Safety shall be under the jurisdiction of the Director of Public Safety (presently the City Manager). Sections 15-17 through 15-28 of the Kalamazoo City Code set forth the Fire Department functions, duties and the administration of the Fire Department by the Fire Chief. Section 26-1 through 26-19 of the Kalamazoo City Code set forth the Police Department functions, duties and the administration of the Department by the Police Chief.
>
> In summary, the City Charter established the Department of Public Safety and by ordinance the City Commission established the Police Department and the Fire Department as divisions of the Department of Public Safety. The City Manager is the Director of Public Safety and has the overall responsibility for the functioning of that department. Any combination of, or change in, the operations or procedures of the Police and Fire Departments would be made by amending the ordinances mentioned. At this time I see no particular problem in an amendment to the ordinances to combine the operation of the Police and Fire Departments (which presently are divisions of the Department of Public Safety) into one division or Department of Public Safety.

Labor relations and the existing collective bargaining agreements represent the second major legal issue. There are currently three contracts in effect which cover employees in the Police and Fire Departments. The International Association of Firefighters (IAFF) Local #394, represents all firefighting personnel up to and including the position of Assistant Chief. This agreement expires on December 31, 1982. The Kalamazoo Police Officers Association (KPOA) represents non-supervisory police personnel. This agreement expires on December 31, 1983. Supervisory personnel up to and including the rank of Captain are represented by the Kalamazoo Police Supervisors Association (KPSA). The expiration date of this contract is December 31, 1981.

The City's Labor Attorney has provided an opinion on the legal ramifications of consolidating job responsibilities which are covered by different collective bargaining agreements.

> "If a Public Safety Officer position is created, it will cover work currently performed by members of each bargaining unit... The City Commission could make a decision to implement a Public Safety Program and then create the job classifications that would be necessary for implementing the program. The City would then file a Unit Clarification Petition with the Michigan Employment Relations Commission to determine which, if any, of the existing collective bargaining agents would have representation rights. If one of the unions desired, it could attempt to block this petition...
>
> In the alternative, we (the City) could establish the positions and determine which unit they would be added to and then offer to bargain with that union concerning the terms and conditions of employment that would be applicable. The other union would probably file an Unfair Labor Practice Charge...
>
> If it were the desire of the City to initiate the program as quickly as possible, the filing of a Unit Clarification Petition would accomplish this task.

> However, there is a risk that the processing of a Petition could be successfully blocked... Each of the unions should be approached and asked to join with the City in filing the Petition. If a joint Petition were filed, it would avoid a lot of potential problems."

The alternative to the above process would be to coordinate the expiration dates of the three collective bargaining agreements in the future. At least 150 days prior to that date a Unit Clarification Petition could be filed. A final decision by the City Commission to implement the program could be preceded by a period of training for volunteers. The labor attorney has also provided an opinion of the general issue of consolidation.

> "The actual decision to consolidate the police and fire functions is a managerial decision that lies at the core of the entrepreneurial control by the City and is fundamental to the basic direction of the City. Accordingly, the decision is not a mandatory subject of bargaining, but the effects of the decision on the individual bargaining units, in terms of implementing the decision would be a bargainable item."

The exact legal process could be complicated by many variables. Obviously the most simple approach would be for all three associations to join voluntarily in the bargaining process involving Public Safety Officers. It is possible for all three unions to exist during the implementation phases as long as firefighters, police officer or police supervisor positions still exist.

The City Attorney and City Labor Counsel will provide opinions on specific questions as they are raised.

FINANCIAL

Expenditures for police and fire services have increased by almost 125% during the last six years. In 1975 the Police and Fire Budgets totalled $5.8 million; the 1981 Budgets for both departments is $13 million. A significant factor is the percentage of the general fund budget which is devoted to police and fire services. In 1975, police and fire represented 34.1% of the $17 million general fund budget. In 1981, police/fire expenditures represent 57.5% of the $22.6 million general fund budget. Today, police/fire expenditures exceed the $11.3 million generated by local property tax revenues.

The Financial Planning Model projects that police/fire expenditures will exceed $20 million in 1986. This figure was generated by projecting general increases in operating expenses and it does not reflect an increase in personnel allocated to either the Police or Fire Departments.

PUBLIC SAFETY EXPENDITURES

	PUBLIC SAFETY	GENERAL FUND BUDGET	% of PUBLIC SAFETY TO GENERAL FUND
1981	Fire 5.5 million		
	Police 7.5		
	13.0	22.6	57.5%
1980	Fire 4.5		
	Police 6.8		
	11.3	21.4	52.8%
1979	Fire 4.5		
	Police 6.0		
	10.5	20.0	52.5%
1978	Fire 3.7		
	Police 5.1		
	8.8	19.7	44.6%
1977	Fire 3.7		
	Police 4.9		
	8.6	19.2	44.8%
1976	Fire 2.7		
	Police 3.9		
	6.6	18.0	36.6%
1975	Fire 2.5		
	Police 3.3		
	5.8	17.0	34.1%

Financial Analysis of Public Safety

The preceding sections of the report detail the improved services which will result from the consolidation of police and fire services. An analysis of the projected expenditures associated with the creation of a Public Safety Department should be considered in a two-fold manner.

1. The projected costs or budget of a Public Safety Department as compared to the costs or budgets of separate Police and Fire Departments in the future.
2. An identification of the projected cost to provide service to the community under separate Police and Fire Departments which is comparable to the services which will be provided under the proposed Department of Public Safety.

Each analysis will be addressed separately under the headings of cost comparison and cost avoidance.

Public Safety Cost Comparison

The cost projectsions for the proposed Department of Public Safety reflect:

1. The phased reduction of allocated positions from 383 in the current Police and Fire Departments to 344 in the fully consolidated Department of Public Safety.
2. Public Safety salaries have been estimated at 10% above the comparable police officer or police

supervisor salary and 10% to 15% above firefighter salaries. This wage immprovement factor was estimated on the "high side". Actual wages would be determined by the collective bargaining process with technical input from Hay Associates, a management consultant firm, based upon job responsibilities and market equity. An estimated $3,000 has been included as an expense of Phase I for this purpose.

3. Equipment costs include expenditures for firefighting equipment for police cruisers, fire protective clothing and police clothing and equipment for Public Safety Officers. The expenditures assume the utilization of current equipment and the purchase of new equipment which is above that projected for separate departmental use in the future. It is projected that the purchase of additional police vehicles will not be necessary until Phase VII and VIII. The vehicle cost is also projected as that which is above projected purchases for two separate departments.

4. Staffing costs have been estimated at 10% above the recommended allocated levels for PSOs during Phase II, III and IV to allow for overstaffing or dropouts during the training periods.

Cost Comparison

The chart on page 99 indicates operating expenses which includes salaries and wages, fringe benefits, supplies, services and capital outlay for the Police Department, Fire Department and Public Safety Department.

The first column, Police and Fire Departments (projected annual budget) is a projection of total costs for two separate departments from January 1982 until December 1986. A 10% annual inflation factor was utilized.

The next column, Police and Fire Departments (amended) is an implementation projection of the costs of reducing these two departments while creating a Department of Public Safety over five years.

The Public Safety Department column is the cost of gradually creating a Public Safety Department. Expenses in this column increase as staff are added to the department.

The "Total" column reflects expenditures for the Police, Fire and Public Safety Departments during the implementation phases. This total column is then compared to the first column of Police and Fire Department expenditures to arrive at a projection of the savings which result from the consolidation of fire and police services during the implementation phases.

The top chart on page 100 is a graphic computerized cost analysis of the projected budgets of the Police and Fire Departments as compared to the projected budget of the Public Safety Department.

The lower chart on the same page represents projected cash flow savings during implementation.

COST COMPARISON

PHASE		POLICE & FIRE PROJECTED ANNUAL BUDGET	POLICE & FIRE AMENDED ANNUAL BUDGET DURING PUBLIC SAFETY IMPLEMENTATION	PUBLIC SAFETY DEPARTMENT ANNUAL BUDGET	TOTAL 2 + 3	ANNUAL COST SAVINGS 4 - 3
I	1982	$14,216,900	$10,936,190	$ 3,198,283	$14,134,473	$ 82,427
II						
III	1983	15,638,621	9,753,851	5,447,237	15,201,088	437,533
IV						
V	1984	17,202,451	7,618,926	8,731,276	16,350,202	852,249
VI						
VII	1985	18,922,695	4,486,750	13,564,148	18,050,898	871,797
VIII	1986	20,814,965	1,316,030	18,664,878	19,908,918	906,047
			CUMULATIVE SAVINGS 1982-1986			$3,150,053

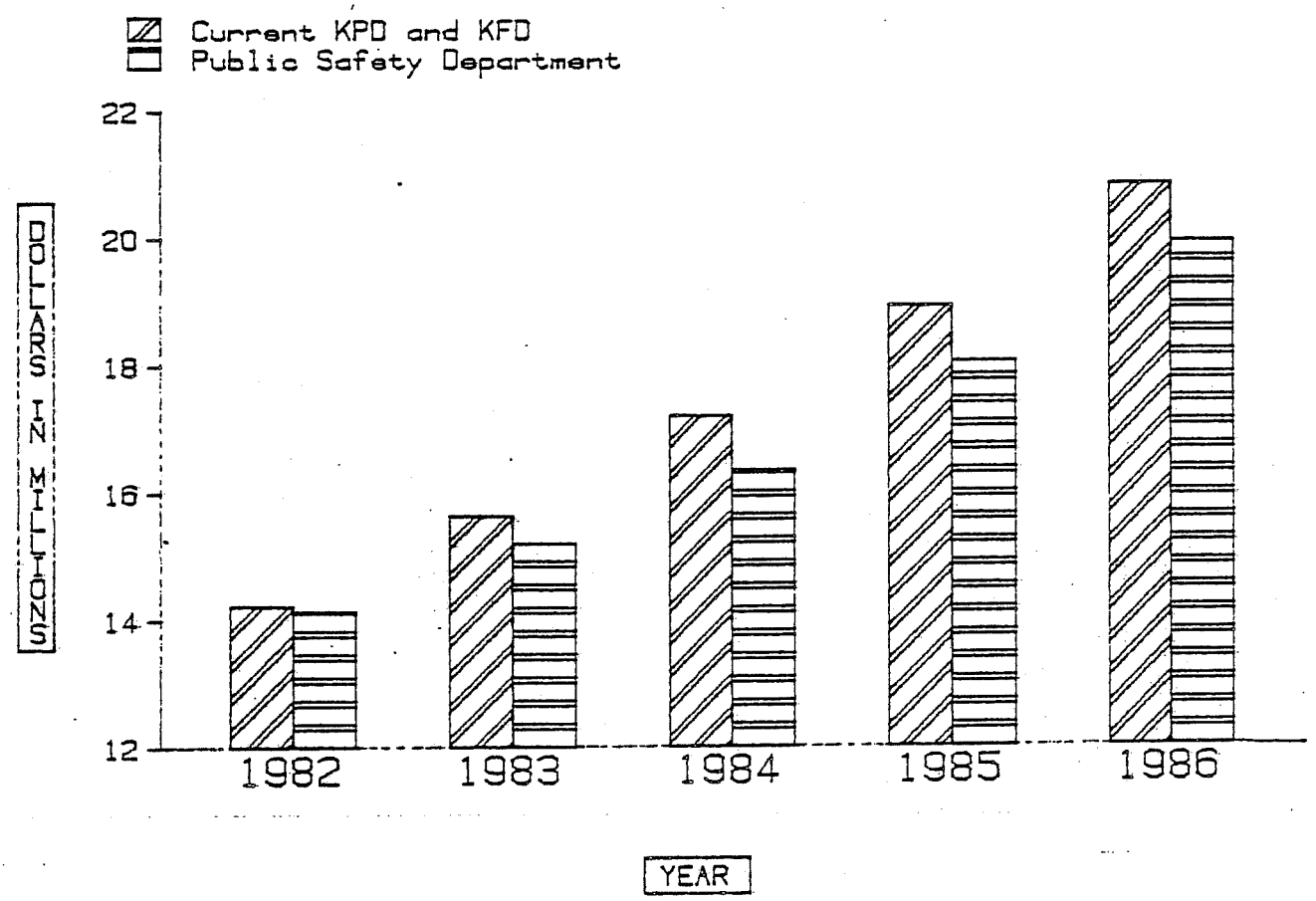
The costs associated with the building and/or land for the two new stations are not included above. Staff costs for the two stations are included in the Public Safety Department column.

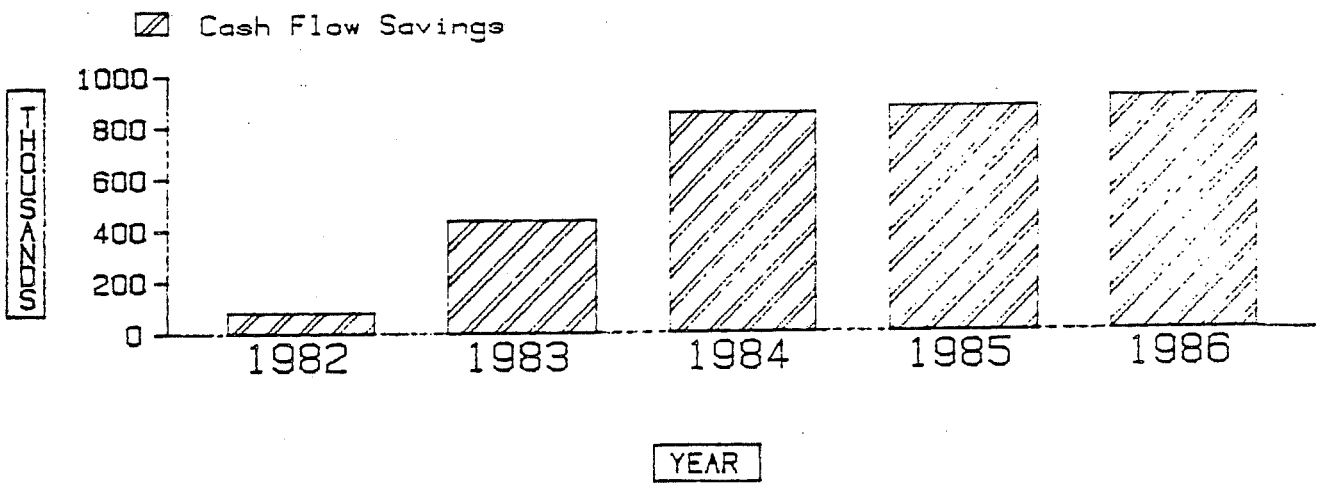
~ City of Kalamazoo ~

Police and Fire Departments Consolidation

Comparative Cost Analysis

Budget Analysis





Cost Comparison

The preceding charts indicate that there will be a projected $3.1 million savings during a five year phased implementation of the Public Safety concept. If consolidation occurred over a longer period of time, the savings would be realized more slowly. However, Public Safety will gradually improve services during implementation but will not result in any projected costs over separate Police and Fire Budgets.

The economy which results from the consolidation of police and fire services will be fully realized when implementation of the concept has been completed. The City's financial planning model was utilized to project the annual cost savings of a Public Safety Department as compared to separate Police and Fire Departments. The cost savings below assume full consolidation during 1986. The annual cost savings are projected as follows:

1987	$ 917,452
1988	1,009,197
1989	1,110,116
1990	1,221,128

Regardless of the time period analyzed, Public Safety as proposed will result in a significant cost savings when compared to the costs of maintaining separate and traditional Fire and Police Departments.

Public Safety Cost Avoidance

The major benefit of police/fire consolidation is the increased service to the community. If the City of Kalamazoo were to provide comparable levels of service with separate departments of police and fire, the costs would be substantial. In order to analyze the cost/benefit of a Public Safety system, the increased service levels must be studied in terms of their dollar value to the community.

Specifically, the proposed Public Safety system increases the number of police patrol cars "on the road" from the possible current level of 20 to 32 cars. The proposal also includes the development and staffing of two additional Public Safety Stations. These services are critical to the community and should be analyzed as to their current value and cost.

1. Increase police patrol from a possible current level of 20 cars to 32 cars
   12 officers x 4 shifts = 48 additional police officers
   48 x $25,000 = $1,200,000 per year.
2. Additional firefighters which would be necessary to staff two new stations (12 firefighters per station).
   24 x $25,000 = $600,000
3. Cost to build two new fire stations as compared to two new Public Safety Stations. A fire station requires 7,000 square feet while a Public Safety Station, without large dorms, showers or kitchen facilities requires 3,500 square feet. The estimated cost avoidance

is $231,000 per station.

2 x $231,000 - $462,000

TOTAL COST AVOIDANCE $2,262,000

The $2,262,000 is a projection of an annual cost which could be avoided through the implementation of a Public Safety Department.

The staffing costs (1 + 2) would reoccur and increase each year if the City chose to provide the increased services to the community under separate Police and Fire Departments. This $1,800,000 cost would increase to approximately $2.6 million five years in the future.

The financial analysis of the proposed Department of Public Safety indicates:

-A cost savings will be realized in excess of $1 million per year after full consolidation when compared to the costs of maintaining separate Departments of Police and Fire.

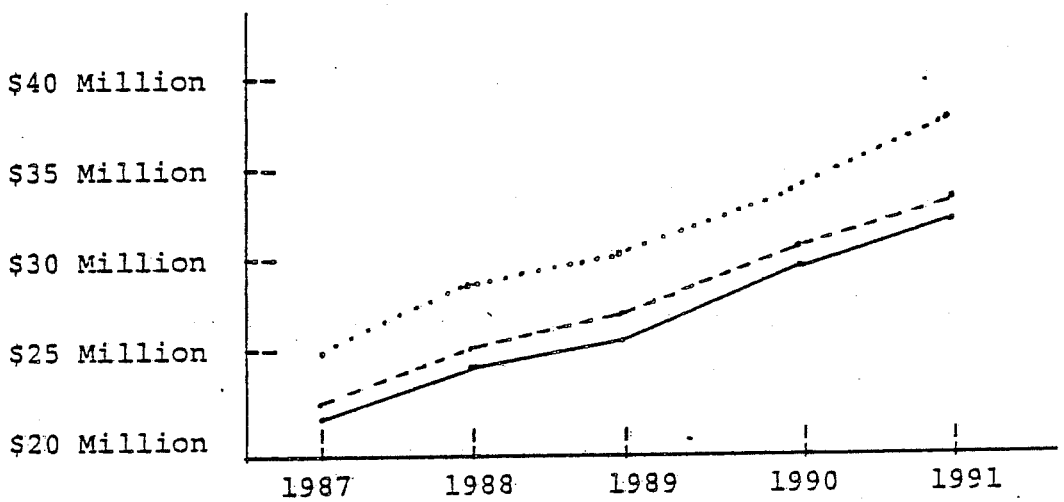
-A cost avoidance in excess of $2 million per year if the separate Departments of Police and Fire provided service comparable to those proposed under a Department of Public Safety.

The cost savings and cost avoidance are projected through 1991 or five years after full consolidation on the following graph.

COMPARISON OF COST SAVINGS

AND COST AVOIDANCE BETWEEN

PUBLIC SAFETY AND POLICE AND FIRE DEPARTMENTS



———— Public Safety projected costs after full implementation

- - - - - - - - - Police and Fire Departments projected future costs to provide current level of service

. . . . . Police and Fire Departments projected costs to provide services comparable to Public Safety services.

PUBLIC SAFETY COMMITTEE RECOMMENDATION

This Public Safety report indicates that the consolidation of police and fire services in the City of Kalamazoo will result in improved service at a reduced cost. The analysis of this report by the Committee leads to the conclusion that the improved and expanded services to the community is the most important or primary result of the consolidation of police and fire services. Cost reduction is an important but secondary benefit of a Public Safety system.

The proposed plan for Public Safety should not be viewed as a combination of the two existing Departments of Fire and Police. Rather, Public Safety is the creation of an entirely new department which will provide all police and fire services to the community in a non-traditional manner. It is a productivity-oriented and cost effective concept in local government which is a viable alternative for the City of Kalamazoo.

Since Public Safety is a new non-traditional system to provide police and fire services to the community, citizen education, input, and support is important. It is a long term plan which deserves careful consideration by the City Commission and citizens of Kalamazoo. Therefore, it is recommended that the City Commission review the plan for Public Safety and authorize the City Administration to conduct public hearings within all of the City Neighborhoods to gain the essential citizen input. It is recommended that formal adoption or rejection of this plan should be deferred until the completion of all public hearings.

Advantages of Police/Fire Consolidation

Increased Patrol Strength and Reduced Costs:

Public Safety increases the number of officers available for regular patrol functions by 50%. The cost to provide an additional 48 police officers for patrol in a separate police department in today's dollars is approximately $1.2 million. This $1.2 million would increase to $1.8 million in five years. Public Safety proposes to do this while reducing current expenditures. Cost savings should be viewed not only in terms of costs that are being avoided by separate departments but also be viewing the expenses which would be incurred to provide a comparable level of service.

Reduced Work Week:

A Public Safety system will reduce the average work week from 56 hours to 42 hours for approximately 100 positions. Under a separate Fire Department, it would require the creation of an additional 33 positions to provide the same staffing levels. The annual cost of these 33 positions in today's dollars is $825,000. The cost would increase to $1.2 million in five years. Public Safety provides the reduced work week while reducing current expenditures.

Emergency Recall:

A Public Safety Department increases the number of off-duty personnel available for recall in the event of either a police or fire emergency. The proposed Public Safety Department includes 290 sworn positions. Of these, approximately 55 would be on duty in either patrol or fire assigned functions on each shift. This leaves 235 sworn personnel either off-duty or on-duty and police station assigned who would be available for recall in the event of a major police or fire emergency. Currently, there are approximately 100 off-duty fire-fighters available for fire emergency and slightly over 100 sworn police officers available for police recall.

Public Safety Stations:

The establishment of nine Public Safety Precinct Stations or Districts will provide improved service to the community by easy access to a PSO within City Neighborhoods. This PSO assigned to the fire station or precinct will perform the work of a Tele-Serve Officer currently stationed downtown, which includes taking reports, complaints and answering citizen questions.

The presence of a PSO at a neighborhood fire station will also improve public relations with citizens similar to the results noted with the Neighborhood Patrol Officer Program. The precinct station also can serve as a home base for those officers involved in the NPO Program.

The PSO assigned to patrol will also report in and out of the Neighbrohood Public Safety Stations thus eliminating the time which is currently spent by patrol officers driving back and forth to their downtown station for paperwork, breaks, meals, etc. which is now lost patrol time.

Availability of Public Safety Personnel:

Under a Public Safety system the total number of police and fire personnel is reduced while the number of personnel available for either police or fire services remains relatively constant. In addition to this, police patrol is increased by as much as 50% over separate departments. Fewer persons are needed to provide police and fire service because full use is made of each person's working hours.

Administration:

Consolidation eliminates duplication in the areas of communication/dispatch, records systems, purchasing, office staff, training costs and in budgetary and financial monitoring activities.

Authority:

Consolidation establishes a single line of command and accomplishes more effective cooperation between departments and a common public safety effort.

Police/Community Relations:

With a greater number of officers on the street, police have more time to leave their cars to perform security checks and informally get to know the citizens of the community thereby promoting better police/ community relations.

Increased Morale:

Consolidation offers more interesting, challenging employment with improved salaries.

Efficiency:

Officers on patrol almost always reach the fire scene before fire apparatus from the station and oftentimes are able to contain a fire. Constant patrolling also familiarizes PSOs with all sections of the City and those physical characteristics which could prove helpful in fire or other emergencies.

Patrol Fatigue:

Police officers typically spend most of their time responding to calls and writing reports. Training and administrative duties must often be accomplished after a full day's work on an overtime basis. With the 50% increase in patrol strength, PSOs will be able to "break up" their shift with training and administration as well as having more time for directed patrol.

Future Public Safety Stations:

Public Safety provides future cost savings in planning for new or remodeled fire stations. A Public Safety Station will not require large dorms or kitchen facilities because they will house only one or two PSOs rather than four or five firefighters. It is estimated that a Public Safety Station will cost approximately $230,000 -- roughly half the cost of a regular station.

Arson:

Public Safety will provide one investigative unit and command structure to handle arson cases and related criminal matters. Currently arson investigation staffs in the Police and Fire Departments work together.

Improved Productivity:

Public Safety provides for a more efficient utilization of staff. Police/Fire consolidation eliminates the firefighters' "down time" spent in the station in readiness for a fire. Productivity is increased by the Public Safety Officer assigned to patrol duties while awaiting a fire call.

Consolidated Dispatch:

Under Public Safety, all communication and dispatch functions are centralized. All calls for service are received in a single location and determinations can be made whether to dispatch a fire company or a single PSO unit. The 911 system also provides easy access to all police and fire services for citizens.

Team Concept:

The concept of team firefighting and team police work is strengthened by the Public Safety system. A core group of officers are assigned to each of nine Public Safety Stations. These individuals will work and train together on both fire and police duties. They will plan and execute directed patrol and fire and crime prevention together as a team.

Crime Prevention:

The basic purpose of having adequate firefighting crews and police officers is to respond quickly to either a fire call or to a police call for service. It would be missing an important part of the whole idea, however, to conclude that striking more effectively after the fire has broken or after a crime has occurred is the only purpose. Probably a more important result in the long run will be the preventative aspects of the Public Safety system. When there are a high number of police cars on the road the patrol officer has the time to get out of the car and do many things ranging from security checks of isolated business buildings to conversations with residents. Equipped with a hand radio, the PSO can accomplish much while remaining available for emergency fire or police calls.

Increased numbers of officers on the streets will have additional time for routine patrol duties as well as special directed patrol functions. In other cities, this increased patrol time has resulted in decreased crime figures due to a greater amount of prevention work and an increased visibility of police officers.

Fire Prevention and Fire Training:

An important part of a firefighter's skills and training is the study of streets, hydrant location and types of buildings within the City. The PSO receives firsthand knowledge of these factors while on patrol. The PSO will identify hazardous structures and fire problems during the regular course of his/her shift.

False Fire Alarms and Special Fire Services:

A high percentage of Fire Department calls for service are false alarms or are calls for assistance with lockouts or animals. If a PSO was the first to respond to a false alarm, the officer would radio the fire apparatus to return to the station. A single PSO may also provide special services without the assistance of a fire truck.

CONCLUSION

Public Safety is a system which has proven to be successful in other communities where civic leaders have striven to be innovative in their approach to local government services. It is a non-traditional concept which is a response to citizens' requests for improved public services and reduced costs.

The consolidation of police and fire services represents a strong management direction toward improved productivity and job enrichment. It emphasizes service and focuses directly on community and neighborhood needs.

GLOSSARY

ADT	- American District Telegraph Company -- an automatic fire alarm.
Back-Up	- A second police car sent on a single call for service.
C.A.D.	- Computer Aided Dispatch -- a computer system which automatically identifies the units which should be dispatched to a crime or fire scene.
Call-Back	- A system of recalling off-duty officers to duty.
C.I.B.	- Criminal Investigations Bureau or Detective Bureau.
Cost Avoidance	- The dollars it would cost to provide a level of service under traditional Police and Fire Departments as compared to Public Safety.
Cost Savings	- The actual dollar savings which result from comparing costs of a Public Safety Department with Police and Fire Departments.
CSO	- Community Service Officer or Police Service Officer, a non-sworn officer.
Directed Patrol	- Patrol of a specified area for crime prevention or apprehension of a suspect.
EMS	- Emergency Medical Service
False Alarm	- As used in this report, a call for fire service which results in a response of fire apparatus. However, upon arriving at the scene, no action is necessary by the Fire Department. The term used generally includes the malfunction of automatic alarms, malicious calls, and calls for service which upon arrival may have been resolved by the citizen who called. Used very strictly, the term includes only false calls with malicious intent.

Field-Training	- Training provided to new officers after they have completed the formal education and training requirements. It is time spent with a veteran officer in on-the-job training.
FIR	- Field Investigation Report
Fire Company	- One engine or truck
4/10 Schedule	- The current schedule for police officers in the Uniform Bureau who work ten hour shifts, four days a week.
IAFF	- International Association of Firefighters - Local #394; the union which represents all firefighters up to the level of Fire Chief.
In-Progress Call	- A call for police service which indicates that a crime is currently in-progress or a suspect is at the scene.
In-Service Training	- Regular on-going education provided to officers in order to maintain their expertise.
KFD	- Kalamazoo Fire Department
KPD	- Kalamazoo Police Department
KPOA	- Kalamazoo Police Officers Association; the union which represents all non-command police officers.
KPSA	- Kalamazoo Police Supervisors Association; the union which represents police command staff up to the level of Deputy Chief.
LEIN	- A computer system which enables an officer to check drivers' licenses, license plates, arrest warrants, etc.
NPO	- Neighborhood Patrol Officer
Out-Of-Service/Fire	- Time spent by a fire company responding to a call. Time when a company is unavailable for another fire call.

Out-Of-Service/Police	- Time spent by police officers writing reports, taking breaks, etc. They are still available for emergency calls.
Parity Officer	- Youth Crime Prevention Officer
Part I Offense	- The Uniform Crime Reporting category for murder and non-negligent homicide, forcible rape, robbery, aggravated assault, burglary, larceny, auto theft and arson.
Part II Offense	- All other less serious or less common crimes.
PSD	- Public Safety Department
PSO	- Public Safety Officer
PSO/Fire	- Public Safety Officer assigned to station duty.
PSO/Patrol	- Public Safety Officer assigned to a police cruiser.
SIU	- Special Investigation Unit or Undercover Police Unit.
Special Services	- Fire call to investigate or to assist a citizen when there is no fire.
Still Fire	- Any fire outside of a building such as a trash can, car or grass fire.
Structure Fire	- Any fire occurring within a building.
Tele-Serve	- Police officer who takes complaints or reports from citizens over the phone.