

***MANAGING IN A
CHANGING
ENVIRONMENT***

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NOTICE:

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FEDERAL EMERGENCY MANAGEMENT AGENCY

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

FOREWORD

The Federal Emergency Management Agency (FEMA) was established in 1979. FEMA's mission is to focus federal effort on preparedness for, mitigation of, response to, and recovery from emergencies encompassing the full range of natural and manmade disasters.

FEMA's National Emergency Training Center (NETC) in Emmitsburg, Maryland, includes the United States Fire Administration (USFA), its National Fire Academy (NFA), and the Emergency Management Institute (EMI).

To achieve the Academy's legislated mandate (under Public Law 93-498, October 29, 1974), "to advance the professional development of fire service personnel and of other persons engaged in fire prevention and control activities," the National Fire Academy has developed an effective program linkage with established fire training systems which exist at the state and local levels. It is the responsibility of this division to support and strengthen these delivery systems. Academy field courses have been sponsored by the respective state fire training systems in every state.

In further support of linkage with established professional fire service organizations, the NFA has agreed to develop field training in cooperation with the Training Resource Analysis and Data Exchange Program (TRADE).

One such cooperative project recommended to the NFA by TRADE is to develop training in the subject area of mid-level management for the fire service. TRADE has requested that the Academy develop two 2-day courses for field delivery.

The purpose of this training is to provide students with an understanding of concepts, functions, and responsibilities at the intermediate management level, as well as issues affecting mid-level management personnel in the fire service.

The first course, *Shaping the Future*, will focus on the skills and techniques that a mid-level manager will need to provide leadership and direction for his or her fire department.

This course, *Managing in a Changing Environment*, will focus on the four major areas having an impact on the future of the fire service. Economic, social, political, and technological influences on the world, nation, and community in which the fire service operates will be identified, and their impacts on the fire service will be discussed. The students will identify the specific impacts, both for them personally and for their own fire service organization. Finally, in each of the modules, the students will discuss and then practice strategies for managing the changes brought about by those influences.

The staff of the National Fire Academy is proud to join with state and local fire agencies in providing educational opportunities to the members of the nation's fire services.

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COURSE GOALS

At the completion of this course, the students will be able to:

1. Develop effective strategies for managing within a changing economic environment.
2. Recognize and manage the cultural factors found within the modern fire department.
3. Develop effective strategies for managing within a changing political environment.
4. Develop effective strategies for managing within a changing technological environment.
5. Identify the specific impacts of economic, social, political, and technological changes and develop effective strategies for managing those changes within their fire departments.

TARGET AUDIENCE

Individuals presently assigned to management positions, e.g., chief officers who supervise company officers.

Individuals presently assigned to top-level management positions with limited opportunity for managerial development through formalized course work.

Company officers who are upwardly mobile within their organizations and whose chiefs of department wish to prepare them for increased managerial responsibility.

Administrative officers responsible for significant staff functions within the organization and who report directly to top management.

Firefighters assigned to positions with decisionmaking responsibilities.

COURSE SCHEDULE

MODULE

Module 1: Economic Impacts on the Fire Service

Module 2: Social Impacts on the Fire Service

Module 3: Political Impacts on the Fire Service

Module 4: Technological Impacts on the Fire Service

Module 5: Course Conclusion

***MODULE 0:
WELCOME AND
INTRODUCTION***

POINTS FOR THE INSTRUCTOR

This module is optional and should be used the first time you teach any of the modules or when the entire course is taught. Its purpose is to introduce the course and provide a structure into which the course materials will fit. The modules in this course can be taught in any order.

Also described here is the final exam. If you do not use this module, explain that the course contains a 20-question final exam, which students must pass if required by the state system. The state will determine the percentage of questions that must be answered correctly to pass.

METHODOLOGY

This module uses lecture, discussion, and introductions.

(Total Time: 40 min.)

40 min.	Lecture/Discussion	
	Welcome and Introductions	IG 0-3
	Course Overview	IG 0-3
	Administrative Details	IG 0-7
	Course Materials	IG 0-9

AUDIOVISUAL

OHTs 0.1 to 0.7

OHT 0.1
40 min.
Lecture/
Discussion

I. WELCOME AND INTRODUCTIONS (15 min.)

A. Instructor introduction and welcome.

Welcome students to class and briefly introduce yourself.

B. Student introductions.

Allow each student to introduce himself/herself briefly by stating

- name;
- department; and
- position/responsibilities.

Obviously, if everyone is already acquainted you can skip formal student introductions and substitute a less formal "icebreaker" activity of your choice.

II. COURSE OVERVIEW (5 min.)

OHT 0.2

A. Course goals.

At the completion of this course, the students will be able to:

1. Develop effective strategies for managing within a changing economic environment.
2. Recognize and manage the cultural factors found within the modern fire department.
3. Develop effective strategies for managing within a changing political environment.

OHT 0.3

4. Develop effective strategies for managing within a changing technological environment.
5. Identify the specific impacts of economic, social, political, and technological changes and develop effective strategies for managing those changes within their fire departments.

OHT 0.4

B. Target audiences.

1. Individuals presently assigned to management positions, e.g., chief officers who supervise company officers (COs).
2. Individuals presently assigned to top-level management positions with limited opportunity for managerial development through formalized course work.
3. COs who are upwardly mobile within their organizations and whose chiefs of department wish to prepare them for increased managerial responsibility.
4. Administrative officers responsible for significant staff functions within the organization and who report directly to top management.
5. Firefighters assigned to positions with decisionmaking responsibilities.

OHT 0.5

C. Course modules.

Point out that each module of the course addresses the impact of one of the four areas on the world, the nation, the state, the local community, and the fire service. After exploring the impacts, the student will analyze those impacts on a personal and departmental level. Each module begins by identifying the impacts, and also includes suggestions for managing the effects of those impacts.

OHT 0.6

1. Module 1: Economic Impacts on the Fire Service.
 2. Module 2: Social Impacts on the Fire Service.
 3. Module 3: Political Impacts on the Fire Service.
 4. Module 4: Technological Impacts on the Fire Service.
 5. Module 5: Course Conclusion.
- D. Final exam.

Point out that a 20-question final exam has been included with the course. If students will be taking a final exam, forewarn them at this point and briefly explain the "pass/fail" requirements.

III. ADMINISTRATIVE DETAILS (15 min.)

Review any relevant administrative matters. Possible items to cover are listed below.

- A. Presentation schedule (days and times).
- B. Required paperwork.
- C. Coffee breaks.
- D. Location of phones, restrooms, vending machines, and fire exits.

OHT 0.7

IV. COURSE MATERIALS (5 min.)

SM p. 1-1

Acquaint students with the Student Manual format by asking them to turn to the appropriate page in the Student Manual as you describe it.

Each module includes

- SM p. 1-1
- SM p. 1-1
- SM p. 1-3
- SM p. 1-15
- SM p. 1-25
- SM p. 2-33
- A. Objectives.
 - 1. Terminal objectives describe what students should be able to do "on the job" after completing the module.
 - 2. Enabling objectives describe what will be accomplished during the module presentation.
 - B. Narrative.
 - 1. Each module includes a detailed narrative summary of **all** material covered in the module.
 - 2. This is intended to be used as a postcourse review.
 - C. Activity worksheets.
 - D. Bibliographies.
 - 1. The annotated bibliography is limited to books and articles discussed in the module.
 - 2. The general bibliography includes general reference materials.

E. Videotapes.

Discuss this section only if you plan to use the videotapes to deliver the lecture portions of the course.

1. The NFA has included a videotape of the lecture portion of the modules.
2. The tapes are a result of the course being taught through a two-way fiber optic instructional system, in cooperation with the Iowa Fire Service Institute.
3. The lecturers were members of the course development team.
4. We will turn off the tapes at the activity cues and conduct each activity, then process the activity before returning to the tape.

If the videotapes are available for additional distribution, please inform the students how the tapes may be obtained.

Ask if students have any questions about the course. When all questions have been addressed, proceed to the delivery of the course (or appropriate module).

MODULE 1: ECONOMIC IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

The students will be able to develop effective strategies for managing within a changing economic environment.

ENABLING OBJECTIVES

The students will:

- 1. Identify specific economic influences on the changing fire service work environment.*
 - 2. Analyze how changing economic conditions affect the fire service.*
 - 3. Evaluate the economic trends and conditions in their own community and their effect on day-to-day fire department operations.*
 - 4. Develop strategies for effectively managing problems arising from the economic impacts in the community.*
-

POINTS FOR THE INSTRUCTOR

This module broadens students' perspective about the larger economic issues which have a direct impact on their departments. The challenge is to have students not lose sight of the importance of tying this conceptual framework back to practical steps they should be taking to manage these impacts more effectively. This is a delicate balance, especially since departments will be subject to very different economic conditions because of local conditions and circumstances.

The emphasis must first be on understanding the conceptual foundations of economic theory and economic relationships. However, the instructor must move quickly to overlay the theory with a practical methodology for analyzing how economic trends and conditions are affecting the student's department, and how he/she can develop specific strategies to cope with the effects.

The information in this module reflects a number of current economic trends, and therefore is very time sensitive. The instructor must be prepared to answer questions regarding changes that occur in the years following the publication of this material. Note that the trends in this module are long-term trends. Economics are filled with short-term effects, and it is important to point out to students that what has happened over the previous year or two may not have any significant effect on long-term trends, which extend over decades.

METHODOLOGY

This module uses lecture, discussion, and individual and small group activities.

(Total Time: 3 hr.)

20 min.	Lecture/Discussion	
	Objectives	IG 1-5
	Global Economics Has Local Impacts	IG 1-5
20 min.	Small Group Activity 1.1	
	How Events Have Affected the Economy in the Community	IG 1-19
40 min.	Lecture/Discussion	
	Decline of the Economy Has Reduced Government Funding Available For Fire Services	IG 1-23
	Growth of Government Spending Has Created Resistance to Increasing Resources For the Fire Service	IG 1-27
	Economic Impacts on Volunteer Organizations	IG 1-33
	Impact of the Economy on the Paid Fire Service	IG 1-37
25 min.	Individual/Small Group Activity 1.2	
	How Economic Changes Have Affected the Fire Department	IG 1-41

ECONOMIC IMPACTS ON THE FIRE SERVICE

30 min.	Lecture/Discussion Alternative Funding Sources in the Fire Service	IG 1-45
	Strategies to Counteract Economic Pressures	IG 1-55
40 min.	Individual/Small Group Activity 1.3 Formulating Strategies for Economic Issues	IG 1-63
5 min.	Lecture Summary	IG 1-71
	Annotated Bibliography	IG 1-73

AUDIOVISUAL

OHTs 1.1 to 1.30

Video: "Economic Impacts" (optional)

INSTRUCTOR PREPARATION

Review all course materials. In preparation for your lecture, review videotape 1, "Economic Impacts," or use the tape to deliver the lecture.

NATIONAL STANDARD

The following section of NFPA 1021 (1992) is addressed in whole or in part in this module: 4-4.1.

OHT 1.1
20 min.
Lecture/
Discussion

I. OBJECTIVES (5 min.)

OHT 1.2

A. Terminal Objective.

The students will be able to develop effective strategies for managing within a changing economic environment.

OHT 1.3

B. Enabling Objectives.

The students will:

1. Identify specific economic influences on the changing fire service work environment.
2. Analyze how changing economic conditions affect the fire service.
3. Evaluate the economic trends and conditions in their own community and their effect on day-to-day fire department operations.
4. Develop strategies for effectively managing problems arising from the economic impacts in the community.

II. GLOBAL ECONOMICS HAS LOCAL IMPACTS (15 min.)

OHT 1.4

A. American goods and services are no longer as competitive in a global economy as in past years.

1. In 1970, imports represented 6.1 percent of the Gross National Product (GNP), and exports 6.8 percent.
2. By 1993:
 - a. Exports had risen to 14.3 percent of the Gross National Product.

OHT 1.5

- b. Imports had more than doubled to 17.2 percent.
- 3. Recent trade accords will open U.S. markets to even more competition.
 - a. General Agreement on Tariffs and Trade (GATT).
 - b. North American Free Trade Agreement (NAFTA).

B. The share of the world market is shrinking for U.S. goods and services.

- 1. The United States' share of the world economy shrank from 35 percent in 1960 to 24 percent in 1994.

- 2. The balance of trade shifted in 1976.

Declined with current annual deficits in excess of \$200 billion.

- 3. The U.S. is the world's largest debtor nation.

OHT 1.6

C. Reasons for the economic decline.

- 1. Growth of the European economy and the Pacific Rim (Japan, Korea, Taiwan, Hong Kong, etc.).

Ask the class how many U.S. companies manufacture televisions and VCRs in the United States.

- 2. Loss of the lead in technology in many vital consumer goods markets.
 - a. There is currently no domestic manufacturer of televisions or VCRs.

OHT 1.7

- b. More than 60 percent of small appliance manufacturing is done overseas.
 - c. More than 80 percent of low-end semiconductor chip manufacturing is done overseas.
3. Dramatic decline of productivity over the past 30 years.
- a. U.S. productivity increased at an average rate greater than 4 percent from 1940 to 1965, which accounted for our phenomenal quality of life.
 - b. The value-added benefits of increased productivity raised the U.S. standard of living to the highest in the world.
 - c. Productivity increased at a rate of 1 percent or less from 1966 to 1988. In 1989 it declined nearly 1 percent for the first time.
 - d. Current economic problems.
 - Attributable to declines in productivity.
 - Harm our ability to be competitive in the world market.

Ask the class where the majority of job losses have occurred in the past decade.

It is hoped that the class will answer "manufacturing."

OHT 1.8

4. Loss of good-paying jobs in the manufacturing sector.

- a. High labor costs in manufacturing made change inevitable.
- b. High labor costs made automation economically feasible. General Motors closed dozens of plants in the 1970s and rebuilt them using automation.
- c. Cheaper labor rates overseas.
 - Made the shift to lower skilled manufacturing jobs viable.
 - Even with increased transportation costs.

Emphasize on this next point that the decline in manufacturing jobs is a natural economic evolution. The labor market shifts in manufacturing are similar to those which took place in agriculture during the early part of this century. Automation replaced most agricultural workers, and where it could not, migrant workers were imported to do the nonautomated jobs more cheaply. This same thing is happening in manufacturing, and there is no way to stop those changes by government mandate or tariffs without fueling hyperinflation.

- d. Manufacturing decline is a natural economic evolutionary process.
- e. The changes are a result of:
 - A free market economy, which produces benefits to broad consumer markets in the economy.

Ask the class's opinion of the U.S. educational system. Out of the top 15 industrialized nations of Europe and Asia, where do U.S. students rank on standardized tests?

OHT 1.9

5. Declining educational system.
 - a. High-end educational and training requirements are essential.
 - b. U.S. educational system is failing.
 - c. U.S. workers are less educated and have lower skills than those of other developed nations.
 - d. U.S. ranks in the bottom third in achievement among top 15 developed countries.
 - e. The U.S. spends a third less of the Gross National Product on education compared to most of the top 15 developed nations.
 - f. Gets less for its investment.

Give the class an example of the failure of the American educational system from your experience or use the following example:

Sumitomo, a Japanese company which is located in Durham, North Carolina, hired high school graduates to serve as quality control technicians, just as they do in their Japanese facilities. They could not master the statistical analysis required in the job. So they upgraded the job educational requirements to a college degree. Newly hired college graduates still could not perform the job to standard because of the statistical requirements. They finally had to hire graduate students and statistics majors to meet the job standards for a job performed by a Japanese high school graduate.

- D. Declining standard of living.

Real wages are wages indexed against general measures of consumer power, such as the consumer price index. This allows the comparison of wages from year to year based upon what they actually can buy. Comparing wages on the pure dollar amount is impossible because it drives up numbers without indicating the effect of inflation on other costs. Real wages are an indication of the standard of living.

OHT 1.10

1. Decline in real wages (adjusted for inflation).

The average middle income family's postfederal tax earnings:

- a. \$30,900 in 1980.
- b. \$29,500 in 1992, adjusted for inflation.

OHT 1.11

2. Decline in benefits.

- a. The percentage of workers covered by a pension plan continues to decline:

- 55.7 percent in 1979.

- 49 percent in 1990.

- 48 percent in 1994.

Explain that defined-benefit pensions are pensions which pay a guaranteed minimum benefit for the life of the recipient. These are the traditional fire department retirement plans which guarantee a percentage of final wages as a pension payment. These must be funded following specific government rules.

- b. Defined-benefit pension plans have been shutting down at an alarming rate.
- c. Employee cost sharing of both retirement and health insurance has increased by 32 percent from 1988 to 1992.

Ask how many of the class own their own homes. Calculate the approximate percentage.

OHT 1.12

- 3. Decline in home ownership.
 - a. Home ownership in 1980s declined from 65.6 percent to 63.9 percent.
 - b. Forty-eight percent of U.S. households cannot afford a modestly priced home.
 - c. Home ownership has declined consistently in all three age categories.
 - 21 to 35.
 - 36 to 55.
 - 56 to 75.
 - d. This trend affects the local tax base.

20 min.
Small Group
Activity 1.1

Activity 1.1

How Events Have Affected the Economy in the Community

Purpose

To identify the most significant economic events in a community.

Directions to Students

SM p. 1-15

1. Divide the class into five groups, and instruct the students to take 10 minutes to brainstorm their list of as many economic impacts as they can.
2. Students should be encouraged to be as broad as possible in their thinking.
3. This typically would include a broad spectrum of events, ranging from plant closings of major regional employers, to layoffs, to government actions such as hiring or pay freezes.
4. Remind students that in brainstorming there should be no censorship of ideas, nor any negative comments or debates about what someone suggests.
5. The idea is to generate as many examples as possible of economic events that eventually may affect your community in either a positive or a negative way.
6. Ask students to place their events on a flipchart, select a spokesperson to present their choices, and be prepared to discuss the impacts.

Flipchart

STUDENT ACTIVITY WORKSHEET

Activity 1.1

How Events Have Affected the Economy in the Community

Purpose

To identify the most significant economic events in your community.

Directions

1. Break into five groups to brainstorm a list of as many economic impacts as possible for the private or public sector.
2. Be as broad in your thinking as possible. In brainstorming there should be no censorship of ideas, nor any negative comments or debates about what someone suggests. The idea is to generate as many examples as possible of economic events that eventually may affect your community in either a positive or a negative way.
3. Place the events on a flipchart and select a spokesperson to present choices and discuss the impacts.

40 min.
Lecture/
Discussion

III. DECLINE OF THE ECONOMY HAS REDUCED GOVERNMENT FUNDING AVAILABLE FOR FIRE SERVICES (10 min.)

- A. Local budgets shrink in jurisdictions experiencing an economic recession.

This is a particularly important point, so emphasize the fact that the U.S. economy is highly regionalized. The Southeast, except for Louisiana, suffered little from the recent recession, as compared to California or New England.

The economy is regionalized heavily by the type of industries that predominate, and by the global economy, which means that market impacts often originate in other countries. The net effect is fragmentation in the economy and industries.

The U.S. economy is highly regionalized.

1. Some regions experienced serious recessions.
2. Other regions experienced expansion.

Two current examples to use: the state of North Carolina produced a surprising \$250,000,000-revenue surplus for 1994; at the same time, the state of California continued to suffer through its worst recession in recent memory. Examples like these should be updated each year, and should be drawn from regional examples close to the class delivery, where possible, to make the points more relevant.

OHT 1.13

- B. Downsizing is going on throughout the U.S. economy.

OHT 1.14

1. Most U.S. manufacturing companies have reduced the work force by 20 to 50 percent from what it was only 25 years ago.

a. The number of job losses over the past 5 years has averaged more than 2,000,000 annually.

b. Recent industry job reductions:

General Motors	74,000
IBM	60,000
Sears	50,000
Boeing	30,000
AT&T	14,000
Hughes Aircraft	13,500
Proctor & Gamble	13,000
DuPont	10,000

2. Most of the reductions have come in the middle management ranks.

3. Business organizations have cut costs by cutting personnel.

Operating "leaner and meaner."

4. This philosophy corresponds with the trend to team management.

C. Reduction of fringe benefits.

If the class contains a large number of volunteers, either shorten the time spent on this next section, or skip it entirely, since it is more relevant to paid firefighters. The section that follows focuses on economic impacts on volunteer organizations, and if the majority of the class is volunteer, you may want to spend extra time there instead of here.

Whichever section you choose to emphasize, use this section to make this information relevant and meaningful to them. Ask questions to solicit participation.

IV. GROWTH OF GOVERNMENT SPENDING HAS CREATED RESISTANCE TO INCREASING RESOURCES FOR THE FIRE SERVICE (15 min.)

Ask how many of the class think they pay too much in taxes. Calculate the percentage and make the point that an average poll of the community would reflect the same level of dissatisfaction.

OHT 1.15

- A. Taxes have increased significantly as a percentage of gross income.
1. In the 1890s, taxes accounted for approximately seven percent of gross personal income.
 2. By 1927, with the addition of federal income tax during WWI, approximately 15 percent of personal income was spent in taxes.
 3. By 1990, 43 percent of personal income was spent in local, state, and federal taxes of all kinds, and each year it continues to increase.

OHT 1.16

4. In 1994, the Tax Foundation reported that Tax Freedom Day (the day through which average Americans have to work just to pay all local, state, and federal taxes before earning any money for themselves) was May 15, the latest date ever.
5. Overall federal tax burden increased.
 - a. Increases in Social Security.
 - b. Other taxes and fees.
6. Federal government cut funding to state and local governments drastically.
7. Shifted the burden to state and local taxes.

Ask the class for examples of federal mandates from their own area to introduce the next point. Examples which should arise should be funding for the Americans With Disabilities Act, especially in the field of education; EPA clean air and water mandates; immigrant rights to welfare programs in the border states of Florida and California; OSHA mandates on government agencies; and prison caps and mandates. Be careful not to allow this discussion to degenerate into a gripe session. Keep jumping around the class to elicit specific examples of programs which have contributed to the increase in state and local taxes, and the resentment that it has spurred.

8. Instituted federal mandates.
 - a. Without federal funding.
 - b. Increased pressure on local government.
 - c. Caused increases in state and local taxes.

OHT 1.17

- B. State and local government employment has outpaced growth in the private sector.

State and local employment expanded by 15 percent during the 1980s compared to general population growth of 2.8 percent.

OHT 1.18

- C. Government employees' increases in real income greater than private sector.
 1. State and local public sector wages increased 62 percent from 1981 to 1991.

Note the increase of 62 percent is in actual dollars, not real income, if students should object that they did not increase their income by 62 percent. Note that these are national figures and will vary from typical regional patterns.

The key point of this section is that growth of salaries in the public sector has significantly outstripped growth in the private sector in nearly every community, both in prosperity and recession. This means that public sector wages have caught up to and in some communities have surpassed private sector wages, depending on the basis in private industry for comparison. Point out that much of the job growth in the 1980s did not come from traditional high-wage manufacturing jobs, but rather from low-paying service industry jobs.

OHT 1.19

2. This outpaced inflation by nearly 50 percent (32 percent).
 3. Outstripped private sector wage increases by nearly 50 percent (34 percent).
 4. The government is the only area in which unions still have a lot of clout.
- D. Public sector employment has had serious problems establishing a positive record in productivity.
1. Government improved productivity from 1970 to 1985, as compared to the previous 15 years.
 2. But it is still at -.7 percent average after that improvement.
 3. The fire service is positioned to demonstrate improvements in productivity.
 - a. EMS.
 - b. First responder.
 - c. Rescue and extrication.
 - d. Haz mat.

- e. Confined space rescue.
- 4. However, the fire service has done little to:
 - a. Measure and quantify its productive output.
 - b. Demonstrate these gains to the public.
- 5. Communities are getting more from their fire service than from other local government agencies, but the fire departments do not show it.

Mention Module 3: Justifying Decisions from the course *Shaping the Future* and point out that many of the tools presented in that module are well suited to solve the problem of measuring and improving productivity. Stress that proving productivity improvements will go a long way in distancing the fire service from the general government service and the hostility that government engenders.

- E. These factors have created an attitude of extreme hostility toward government in general.
- F. Potential tax revolts, echoing those of the 1970s, are brewing across the country.

V. ECONOMIC IMPACTS ON VOLUNTEER ORGANIZATIONS (5 min.)

OHT 1.20

- A. Economic pressures reduce volunteer availability because of second jobs and overtime.

Ask students what their department's experience has been. Do these factors affect the availability of personnel and time? Volunteer experience varies widely according to local conditions. If the personnel in the class come from one of the areas where there is a surplus of membership, make the point that on a national basis that is more the exception than the rule.

OHT 1.21

1. Working hours have gotten longer.

Between 1979 and 1987, the average U.S. worker put in 95 more hours annually than in the previous decades.
 2. Employers, especially in the past five years, have been reluctant to add workers.
 - a. Fringe benefit costs.
 - b. Fear of economic volatility.
 3. Created high overtime requirements to meet peak demands.
 4. Reduced time available for volunteer fire service.
- B. Dual-income families prevent spouses from being active because of increased child and home care responsibilities.
1. Changing social values have meant that more men share child-rearing responsibilities.
 2. Longer work hours for both spouses.
 - a. Take-home work responsibilities reduce the opportunities for both spouses to participate in volunteer organizations.

b. Forces compensatory time from other spouse for domestic responsibilities.

C. Reduced contributions.

Declining disposable incomes in the community means less in the way of contributions.

D. Limits on tax rates.

1. Some communities have specific restrictions on the limits of fire district taxes.

2. Political limits as to how much of an increase the community will approve through the budget process.

VI. IMPACT OF THE ECONOMY ON THE PAID FIRE SERVICE (10 min.)

OHT 1.22

A. Reductions in work and retirement benefits.

1. Fire departments will have to follow the trends of private industry.

2. Public unions are unlikely to exert the same leverage in the coming decades.

a. Drop in union membership in the private sector work force.

b. Public support for unions declining.

3. Public agencies already have asked public employees to pay larger proportions of health insurance.

4. Employees are asked to shoulder a larger portion of the retirement system, or to take reductions in those benefits.

5. The growth of 401(k) plans has provided alternative retirement vehicles.

6. More cities are turning to 401(k) as an alternative to traditionally funded plans.
 7. Some retirement plans are underfunded.
 - a. Insufficient financial resources to provide coverage when the baby boomer generation begins to retire in large numbers.
 - b. Less of a problem in the public sector.
- B. Reductions in annual budgets.
1. Annual budget reductions are based on the health of local economies.
 2. Most reductions are across the board rather than program specific.
- C. Reductions in staffing.
1. Many smaller paid California departments currently run two-person engine companies.
 2. Staffing levels will remain a highly localized phenomenon, based much more on local political and economic conditions than on scientific assessments of needs.
- D. Reductions in the number of stations.
1. Decisions to close or open stations, like staffing decisions, are local issues.
 2. Relate primarily to the local political environment.
 3. The fire service has discovered that most communities are willing to accept station closings as a trade-off in tax relief.

25 min.
Individual/
Small Group
Activity 1.2

Activity 1.2

How Economic Changes Have Affected the Fire Department

Purpose

To identify the most important economic changes in the community that have affected the fire department, and to list the impact in terms of how it has affected fire department resources, benefits, and employment levels.

Directions to Students

SM p. 1-17

1. Work individually to identify which economic changes have had the most significant impact in your own department.
2. Draw up a list of the specific areas in which economic conditions have affected the department, such as direct wages, benefits, staffing levels or practices, station closings, equipment purchases, reductions in personnel, etc.
3. Students will have 10 minutes to develop the list.
4. At the end of the 10-minute period, or earlier if they have finished their lists, ask students to return to the same work groups as in Activity 1.1, and present their list to the group.
5. The group will select three examples to list on a flipchart and present to the class.
6. Groups will choose a different group spokesperson than in Activity 1.1.

Flipchart

STUDENT ACTIVITY WORKSHEET

Activity 1.2

How Economic Changes Have Affected the Fire Department

Purpose

To identify the most important economic changes in the community that have affected the fire department, and to list the impact in terms of how it has affected fire department resources, benefits, and employment levels.

Directions

1. Work individually to identify which economic changes have had the most significant impact in your own department.
2. Draw up a list of the specific areas in which economic conditions have affected the department, such as direct wages, benefits, staffing levels or practices, station closings, equipment purchases, reductions in personnel, etc.
3. When you have finished your list, return to the same work groups as in Activity 1.1, and present your list to the group.
4. The group will select three examples to list on a flipchart and present to the class.
5. Choose a different group spokesperson than in Activity 1.1.

30 min.
Lecture/
Discussion

VII. ALTERNATIVE FUNDING SOURCES IN THE FIRE SERVICE (20 min.)

OHT 1.23

- A. Traditional taxation systems.
 - 1. Local property taxes.
 - a. Most traditional system.
 - b. Most likely to result in tax revolt because of market saturation.
 - c. Generally, in rural areas, fire protection districts' property taxes are assessed specifically to support fire/EMS departments.
 - 2. Local sales taxes.

Distribute tax burden more evenly in jurisdictions where many of the services are consumed by nonresidents, such as commuter work forces or tourist populations.
 - 3. Special taxes.

Valuable because they circumvent property tax control legislation in some jurisdictions. These taxes still are based primarily upon the assessed value.

OHT 1.24

- B. Direct taxes.
 - 1. Fire flow assessments.

Based upon formulae using actual fire flow numbers for the type of construction and square footage of the building in question, rather than on the basis of assessed value.

2. Benefit assessments.

This system bases the fees assessed on the benefits derived. One example is differential rates based upon the response time of a location.

OHT 1.25

C. Fee systems.

1. Direct cost recovery for fire response.

- a. Still relatively rare because most fire departments with a tax system regard the system as counterproductive.
- b. Redistributes burden to the users, not the taxpayers.

2. Direct cost recovery for EMS response.

- a. Emergency response fees.
 - Most common source of revenue for EMS.
 - Is generally predicated on cost recovery from medical insurance.
 - Noninsured clients seldom pay.
- b. Nonemergency transport fees.
 - Revenue and service opportunity.
 - Often prevented from offering this service if private ambulance services exist in the market.

3. Subscription programs.

- a. Most frequently used in EMS.

- b. Similar to insurance, in that a flat annual subscription will guarantee no additional charges that year, regardless of how often the service is used.
 - c. Generally exempts recoverable costs provided under insurance from this protection.
4. Direct cost recovery for haz mat or specialized services response.
- a. Cost recovery for these specialized responses has been a common practice from the beginning of the offering of these services.
 - b. Cost recovery includes supplies and equipment used, as well as all labor costs for the amount of time on scene.
 - c. Cost recovery for confined space rescue, trench rescue, and other services which are aimed primarily at the business sector.
5. Risk fee systems.
- a. Also pioneered in the field of haz mat.
 - b. Considered preferable to fee recovery systems because of the consistent revenue.
 - c. Fees set on cost of developing and maintaining special response capability for the assessed risks in the community.
 - d. Develop around business needs mandated by OSHA, such as haz mat response and confined space rescue.

OHT 1.26

6. Inspection fees.
 - a. This was the first area in which the fire service pioneered the use of fees.
 - b. First used in the 1970s in the wake of the first property tax revolts, they have gained widespread acceptance in the fire service.
 - c. Because mandated inspections are done on commercial properties, a fee system was a logical reallocation of costs.
 - d. The ethical imperative is to ensure that the cost recovery is accurate and limited to actual expenditures, not to create "profits" to spend elsewhere for other activities or equipment.
 - e. Many departments are setting reinspection fees higher than actual costs to replace fines as the economic incentive for maintaining compliance.
 - f. Fees can be collected more inexpensively through property liens by the tax office than through the citation process.
 - g. Some communities charge fees for reviewing plans and blueprints in preparation for buildings/developments being constructed.

Use a personal example to illustrate the point, or use the following:

The Benicia Department in California is reallocating costs to provide an incentive to companies to maintain compliance with the fire code. Companies which have no violations are not charged an inspection fee. Companies in violation, which must be reinspected, bear the cost of offsetting the bulk of the inspection program.

- h. Example of ideal cost allocation.
 - i. Costs of the program are assessed to the businesses which require inspections.
7. Development impact fees.
- a. Allocates costs to provide service for new development.
 - b. Trend to prevent current citizens and business from having to bear cost of new development.
 - c. Generally, impact fees are intended to pay for capital improvements, such as new stations, but not the costs of staffing those stations.
8. Fines, citations, and penalties.
- a. False alarm penalties.
 - Technically not a fee, since it is difficult to measure the actual costs incurred in responding to a false alarm.
 - There are costs in the additional risks of making an unnecessary emergency response.

OHT 1.27

- Financial penalties are set more typically at levels to encourage making corrections to faulty alarm systems.

b. Fire code violations.

- Citations are an inefficient means of ensuring compliance because of the cost of court time for fire, court, and business personnel.

- Citations engender hostility toward the fire department.

- Last resort to compel compliance with recalcitrant property owners who flout the law.

Point out that one of the best sources of detailed information on this topic is the USFA publication, *A Guide to Funding Alternatives for Fire and Emergency Medical Services Departments*. It is described in the bibliography and can be obtained from the USFA publications office.

OHT 1.28

VIII. STRATEGIES TO COUNTERACT ECONOMIC PRESSURES (10 min.)

Point out that these strategies bring the theory of economics back to address the practical skills needed to manage effectively in a cut-back economy. Encourage discussion and examples from the class on a number of these points. While discussing the first point, ask the class how they assess their political climate.

A. Assess the local political attitudes.

1. Analyze local political climate.

2. Maintain close contact with local political pundits.

Ask the class for examples of the types of data and facts that would be of interest and importance in developing an economic strategy. Refer to Module 3: Justifying Decisions in *Shaping the Future*, for further information on important categories of data.

- B. Analyze local needs and assemble the data.
 1. Find out the facts.
 2. Analyze the data to find the truth.
 3. Classify, categorize, and prioritize the information.
- C. Identify the benefits to the community of current or new services.
 1. Analyze the specific benefits of the service.
 2. Determine the highest priority items.

Ask how the cost of providing services should be allocated. Ask for specific examples from the class in their communities, and ask what resistance was created by fee systems proposed or implemented.

- D. Demonstrate ethical responsibility in choosing the most fair allocation of cost.
 1. Evaluate potential funding mechanisms.
 2. Determine the most equitable means of matching the funding to the primary beneficiaries.

OHT 1.29

- E. Build political alliances and sell the proposal to the key political players.
 - 1. Determine the most likely allies for a proposal.
 - 2. Determine who the key power brokers are for the issue.

Ask the class for examples of how they promoted new services proposed or implemented by the fire department to the public.

- F. Sell the proposal to the general public.
 - 1. Once politically approved, formulate a strategy for generating public support.
 - 2. Implement a long-term public support effort for the program.
- G. Implement the program fairly and efficiently, with an emphasis on worker productivity and accountability.
 - 1. Set clear objectives for the program and implement it with an emphasis on productivity.
 - 2. Evaluate the program on a periodic basis to ensure that it meets the objectives.

Stress this point. Spend a reasonable amount of time in making these points on the need for long-term evaluation of programs. This information is essential if managers are going to have sufficient information to make decisions in difficult economic times.

- H. Evaluate and account for cost allocation over the long run to maintain public trust and confidence.
 - 1. Evaluate program results against other programs for future economic prioritization.
 - 2. Exhibit stewardship of public resources.
 - a. Make tough choices to fund the most effective programs.
 - b. Eliminate inefficient and low productivity programs.

40 min.
Individual/
Small Group
Activity 1.3

Activity 1.3

Formulating Strategies for Economic Issues

Purpose

To develop the ability to formulate sound strategies to counter changing economic conditions.

Directions to Students

SM p. 1-19

Flipchart

SM p. 1-21

1. Divide students into the same groups of five to seven in which they already have worked.
2. Have the students select one of the department impacts developed in Activity 1.2 and work on developing a solution.
3. Students should use the Strategic Planning Worksheet in their Student Manual to develop a countermeasure to an economic impact.
4. Students will have 20 minutes to develop the strategies and select a group spokesperson.
5. Groups will have 5 minutes to report their findings.

STUDENT ACTIVITY WORKSHEET

Activity 1.3

Formulating Strategies for Economic Issues

Purpose

To develop the ability to formulate sound strategies to counter changing economic conditions.

Directions

1. Form groups of five to seven.
2. Select one of the department economic impacts your group developed in Activity 1.2 and work on developing a solution.
3. Use the Strategic Planning Worksheet on the next page to develop a countermeasure to an economic impact.
4. Develop applicable strategies. Do not attempt to answer every question on the worksheet. It is designed ultimately to assist you in implementing this approach at home. Document why your group is selecting the combination of strategies you chose. The process of selecting the strategy is the whole point of this exercise, and it is important to explain why you are selecting the strategies.
5. Take 20 minutes to develop your strategies and select a group spokesperson.

STUDENT ACTIVITY WORKSHEET

Activity 1.3 (cont'd)

Strategic Planning Worksheet

Community Economic Impact:

Department Impacts:

Strategic Plan:

1. How will you assess local political attitudes?
 - a. Who are the prime players in the issue?
 - b. How will you determine what their attitudes are?
 - c. How do you determine what the public's attitude is?

2. How do you analyze local needs and assemble data?
 - a. How do you plan to identify the needs?
 - b. Which information must be collected and analyzed?
 - c. Where is the information available?

STUDENT ACTIVITY WORKSHEET

3. What are the prime benefits of the service to the community?
 - a. Whom does it benefit?
 - b. How can it be measured?
 - c. How can it be documented?

4. What is the fairest means of allocating costs?
 - a. Who are the primary beneficiaries?
 - b. Which funding mechanism makes the best fit?

5. Who are the prime candidates for political alliances on these issues?
 - a. What are their critical interests?
 - b. How can you address their interests?

6. What strategy will be used to sell the political decision?
 - a. What are the target populations you seek to influence?
 - b. What is the most effective medium to use?

STUDENT ACTIVITY WORKSHEET

7. What are the key issues in implementing the program?
 - a. Who will be involved in planning and managing the implementation?
 - b. What quality control procedures will be used?
 - c. Who will be responsible for implementation evaluation?
 - d. What criteria will be measured and used for evaluation?

8. How will costs be allocated?
 - a. Will costs be short term or long term?
 - b. Will funding strategies require financing with payback over a period of years?
 - c. Will the expenditures continue to benefit new residents moving to the community in the future?

5 min.
Lecture

OHT 1.30

IX. SUMMARY (5 min.)

- A. To plan for the economic survival of your fire department:
 - 1. Recognize the impact of local, regional, national, and global economic events.
 - 2. Scan the environment to remain aware of these events.
- B. Use the Strategic Planning Process to prepare for economic impacts.

ANNOTATED BIBLIOGRAPHY

Carr, D.K., and I.D. Littman. *Excellence in Government: Total Quality Management in the 1990s*. Arlington, VA: Coopers and Lybrand, 1990.

One of the bibles of quality assurance in the government environment. This volume is one of the most widely used blueprints for implementing quality control in government today.

Donahue, J.D. *The Privatization Decision*. New York: Basic Books, 1989.

Still one of the most useful books on the subject, it presents a simplified methodology for evaluating privatization options and making a decision.

Ferlegar, Louis, and Jay Mandle. *No Pain, No Gain*. Washington, DC: The Brookings Institute, 1993.

A very valuable short monograph on the impact of taxation and productivity decline on the American economy and its future.

Finley, L.K., ed. *Public Sector Privatization: Alternative Approaches to Service Delivery*. New York: Quorum Books, 1989.

An interesting collection of articles which covers a wide range of privatized governmental services across the country and in Europe. It includes an interesting article by John Turner entitled "Privatization of Fire Protection and Beyond" by Rural/Metro.

International City/County Management Association. *Impact Fee: Issues and Case Studies*. ICMA, December 1991, MIS.

This is part of the ICMA MIS series published on a monthly basis, and is likely available in the city or county manager's office. This is a valuable overview on the subject of impact fees, not just for the fire department, but as used throughout local government. If the city or county manager has not subscribed to the MIS series, urge him/her to do so, or order it directly for the fire department. If it is available, be sure to request that it be circulated each month to the department for review. At least half of the studies done each year have some benefit for some area of the department.

Johnson, W.B., and A.E. Parker. *Workforce 2000: Work and Workers for the 21st Century*. Indianapolis: Hudson Institute, 1987.

This is the executive summary of the massive government study of the 1980s. While it would benefit from updating, the trends forecast in this study remain for the most part valid, and much of the historical data presented are still essential knowledge for the informed manager today.

Jost, Kenneth. "Downward Mobility." *Congressional Quarterly Researcher*, Vol. 3, Number 27, July 23, 1993.

An excellent summary of recent trends, statistics, research, and publications on the subject of the declining standard of living and reduced expectations for Americans.

Krugman, Paul. *The Age of Diminished Expectations*. New York: 1990.

An excellent overview of the decline of the American economy and its impact on the standard of living, and the expectations which flow from that.

Levitan, Donald. *User Fees*. Washington, DC: ICMA, December, 1992. MIS.

Excellent analysis of current programs across the country on user fee programs.

Levy, Frank, and Richard Michel. *The Economic Future of American Families: Income and Wealth Trends*. The Urban Institute Press, 1991.

Levy, an economist at MIT, presents evidence that families today are faring worse than their parents in many important respects. The book contains more than 40 tables and charts and an 8-page list of references.

Mishel, Lawrence, and Jared Bernstein. *The State of Working America, 1992-93*. M.E. Sharpe, 1993.

This is the third biennial report by the liberal Economic Policy Institute, compiled by Mishel, the research director, and Bernstein, a research economist at the institute. Even considering the liberal biases of this Washington think tank, the evidence presented here offers some compelling arguments that most Americans find themselves worse off than they were a decade ago.

National Commission on the State and Local Public Service. *Hard Truths/Tough Choices*. Albany: The Nelson Rockefeller Institute of Government, State University of New York, 1993.

Phillips, Kevin. *Boiling Point: Democrats, Republicans, and the Decline of Middle-Class Prosperity*. Random House, 1993.

Phillips, a political analyst and commentator for more than two decades, analyzes the impact of economic forces on the American middle classes over the past 50 years, and draws some pessimistic conclusions. This is a detailed analysis of the multitude of economic and political forces which have reduced the standard of living for the middle class over the past half century.

United States Department of Commerce. *Statistical Abstract of the United States, 1993: National Data Book*. Washington, DC: U.S. Government Printing Office.

The bible for economic policy wonks. You should have a copy in your office if you are truly interested in environmental scanning and national economic trend analysis.

United States Fire Administration. *A Guide to Funding Alternatives for Fire and Emergency Medical Services Departments*. Emmitsburg, MD: United States Fire Administration, 1994.

MODULE 2: SOCIAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

The students will be able to recognize and manage the cultural factors found within the modern fire department.

ENABLING OBJECTIVES

The students will:

- 1. Identify five influential social factors which affect fire officers.*
 - 2. List four legal areas which have an impact on the functioning of the social organizations of the fire department.*
 - 3. Discuss their actions, as supervisors, as they analyze social and cultural scenarios in the work environment.*
 - 4. Analyze three strategies which they may employ to work effectively within the changing social identity of their fire department.*
-

POINTS FOR THE INSTRUCTOR

This module will acquaint the students with the social factors which confront the modern fire department. Those factors are gender, race, age, physical disability, and other cultural areas which, in many cases, are based on laws. The instructor should be aware that many of these issues are controversial. Thus, delivery of this module will require facilitation skills which will promote positive dialogue and understanding of the issues.

This module will review a brief history of the subject, emphasizing the *Workforce 2000* report and the expected changes in the social work culture well into the next century. Activities in the module will allow the students to analyze their own perspectives on the subject. The students also will, through activities, discuss the prominent issues facing their departments now and in the future.

The students will be introduced to the positive aspects of cultural diversity and its contributions to the fire service. Within that context, the students will be introduced to techniques which should be employed to resolve cultural conflicts in the workplace, as well as actions which should be undertaken to discipline employees who violate the constitutional rights of others. Particular emphasis is placed on sexual harassment because of its currency in the fire service.

Finally, the module will conclude with an evaluation of today's fire service and the expectations for the future as it undergoes social change.

ATTITUDES TO FOSTER

1. The students should appreciate the value which social and cultural diversity bring to the modern fire department.
2. Legal aspects of cultural issues should be clarified in such a way that the students understand why the laws are written as they are, even though they may disagree with them.
3. Ultimately, the students should be committed to ensuring a cooperative cultural environment.

METHODOLOGY

This module uses lecture, discussion, and individual and small group activities.

(Total Time: 3 hr.)

50 min.	Lecture/Discussion	
	Objectives	IG 2-5
	Culture and Diversity	IG 2-7
	A Changing Social Perspective	IG 2-19
35 min.	Small Group Activity 2.1	
	Social Changes--Now and the Future	IG 2-33
25 min.	Lecture/Discussion	
	Legislative Mandates	IG 2-37
35 min.	Individual Activity 2.2	
	What Would You Do?	IG 2-63
35 min.	Lecture/Discussion	
	Impacts and Challenges to the Fire Service	IG 2-71
	Strategies for Social Success in the Fire Service	IG 2-73
	Summary	IG 2-81
	Annotated Reference List	IG 2-85
	Bibliography	IG 2-93
	Appendix	IG 2-97

AUDIOVISUAL

OHTs 2.1 to 2.39

Video: "Social Impacts" (optional)

INSTRUCTOR PREPARATION

Review the course materials. In preparation for your lecture, review videotape 2, "Social Impacts," or use the tape to deliver the lecture.

NATIONAL STANDARD

The following sections of NFPA 1021 (1992) are addressed in whole or in part in this module:

Fire Officer I	2-3.1
Fire Officer II	3-2.1, 3-2.3
Fire Officer III	4-5.1
Fire Officer IV	None

OHT 2.1
50 min.
Lecture/
Discussion

I. OBJECTIVES (5 min.)

OHT 2.2

A. Terminal Objective.

The students will be able to recognize and manage the cultural factors found within the modern fire department.

OHT 2.3

B. Enabling Objectives.

The students will:

1. Identify five influential social factors which affect fire officers.
2. List four legal areas which have an impact on the functioning of the social organizations of the fire department.
3. Discuss their actions, as supervisors, as they analyze social and cultural scenarios in the work environment.
4. Analyze three strategies which they may employ to work effectively within the changing social identity of their fire department.

CAUTION

The subject matter in this module involves controversial and emotionally charged factors. As the instructor, you must maintain control of:

- your own behavior and demeanor; and
- the behavior, comments, and demeanor of students.

Ensure, throughout the module, that your own behavior reflects an appreciation for diversity and cultures. The tendency for light-hearted portrayal of the issues **must** be avoided. Such portrayals usually surface during these discussions because of our personal embarrassment with these issues.

Advise the class of the difficulty surrounding the discussion of cultural issues. The students should be made aware that their discomfort and emotion related to these issues are normal, but must be controlled. Consider establishing the following rules to guide the class during this module:

- Light-hearted comments or jokes will not be made about cultural issues.
- Discussion will be kept at a professional level--anger and angry words do not clarify anything.
- Generalizations about a race, culture, etc., will not be made.
- Serious attempts will be made by all students to listen, discuss, and learn about the importance of understanding diverse cultures.

Above all else, maintain control of the classroom and class discussions, facilitating the understanding of students as they explore these difficult issues.

II. CULTURE AND DIVERSITY (20 min.)

OHT 2.4

A. The changing composition of the United States.

Flipchart

Tell the students to think back to the early years of our history--to the late 1700s and early 1800s.

Ask if they can describe the types of people who were found in the U.S.--the different races and their roles in society.

Ensure that the following points are made.

1. 1770 to 1870.
 - a. White, Anglo-Saxon settlers.
 - b. Traditional white-male-dominated power structures evolved in:
 - Business.
 - Society.
 - Government.
 - Laws.

Flipchart

Tell the students to think back to the timeframe from just after the Civil War to the late 1960s.

Ask if they can describe how American culture and society changed during those 100 years. Name some of the significant events which affected culture and society.

Solicit examples of historical contributions of different cultures. Doing so allows members of diverse cultures to input their ideas.

Ensure that the following points are made.

2. 1870 to 1970.
 - a. Social power structures slowly shifted.
 - Influx of immigrants.
 - Industrial Revolution.
 - American opportunity.
 - Stimulated by immigration laws.

- Immigrants formed neighborhood enclaves.
 - Provided cultural alliances.
 - Provided common support for emotional, physical needs.
- Former slaves gained full citizen status (four million freed).
- Women gained right to vote.
- Women assumed larger work responsibilities during World War II.
- Civil Rights movement evolved.
 - National Association for the Advancement of Colored People (NAACP) founded in 1909.
 - "Harlem Renaissance" in 1920s--flowering of African-American talent in literature, music, and the arts.
- Traditional values questioned by the younger generations.
- b. Judicial and legislative influences.
 - Constitutional amendments extend rights.
 - Immigration laws--hindered and encouraged.
 - Northern Europeans encouraged.
 - Hispanics and Orientals hindered.

- Civil Rights Act of 1964 passed.
- Court rulings.
 - Voting rights secured.
 - Civil rights protected.
- Court orders/consent decrees issued.
- Guidelines for nondiscriminatory hiring developed.

Tell the students to think about the past 25 years and then about the next 10 years.

Ask what their experience has been, culturally and socially, during that period. What do they believe will be their experience during the next decade?

Ensure that the following points are made.

3. 1970 and beyond.
 - a. Power struggles emerge.
 - Civil disturbances occur over racial issues.
 - Supreme Court rulings.
 - Racial discrimination.
 - Sexual discrimination.
 - Age discrimination.
 - Religious discrimination.

- Emergence of coalition groups.
 - NAACP.
 - National Organization for Women (NOW).
 - Gay and lesbian groups.
 - Education demands.
 - Alternative languages.
 - Single-culture study programs.
- OHT 2.5
- b. Shifting social expectations. (National Fire Academy, 1993)
 - Diversity should be accepted.
 - Different cultures can coexist peacefully.
 - Workplace should reflect society.
 - Diversity provides a broader perspective in organizational problem-solving.
 - The key to capitalizing on diversity is to accept it.
- OHT 2.6
- Diversity defined.
 - Characteristics that make people distinct.
 - Race, skin color, sex, age, national origin, disability, and religion.
- OHT 2.7
- Culture defined.
 - Learned behavior patterns of people.

-- What people think, say, do,
and make.

-- What people believe,
value, and feel.

An interesting example of recent fire service culture is found in a community which required a residential developer to furnish land, build a fire station, and supply funds for a fire truck--a \$1,000,000 effort. The developer could have sprinklered every home in the development for that price. Think about it.

A 68-year-old African-American man was shot and killed by two white police officers. Before the shooting the man had wielded a gun to try to get some youths who had thrown rocks at his house to leave. Police arrived and ordered him to "put the gun down." He laid the gun on a dumpster and put his hands on the dumpster. Police yelled for him to "get down--get down." (They meant that he should get down on the ground.) The man thought they meant to put the gun down on the ground. He picked the gun up to carry out the order and police, sensing a threat, shot him nine times.

OHT 2.8

B. Fire service obligations toward diversity.

1. Adopt an open, supportive environment toward diversity.
2. Develop policies to ensure consistent organizational compliance.
3. Understand the laws--local, state, federal.
4. Be aware of changing social influences and their impacts on the fire service.

III. A CHANGING SOCIAL PERSPECTIVE (25 min.)

OHT 2.9

Point out that the fire service must be keenly aware of the social factors which directly influence the work force and our employees. Ask the students to examine their most recent history to gain a perspective of how social changes may influence our organizations in the future.

OHT 2.10

- A. Changing cultural roles in the workplace.
 - 1. Fire service--emphasis on service.
 - a. Employee empowerment.
 - Giving employees the power to make decisions at their level of service delivery.
 - Trusting employees to make the right decisions.
 - b. Total Quality Management (TQM).
 - The process of allowing employees to continuously plan-do-check-act.
 - Plan--a change or test in their jobs.
 - Do--the change on a small scale.
 - Check--the effects of the change.
 - Act--on what was learned; modify and try again.

Ask the students how many of their organizations have initiated programs in TQM or empowerment. How are they working?

2. Traditional power structures crumbling.
 - a. Percentage of white males in the work force is declining. (Hudson Institute, 1987)
 - Fewer white males apply for fire service jobs now.
 - In 1990, white males were 61 percent of work force.
 - By 2000, white males will be approximately 50 percent of the work force.
 - Some white males now choose not to compete.
 - Legal mandates have had an impact.
 - b. Expectations of community representation.
 - Relevant labor market--percent of qualified labor, by race, age, educational level, and sex.
 - Citizens expect, as a minimum, that the labor market will be representative of the mix in the community.

Ask the students how the racial and gender composition of their respective departments has changed during the past 10 to 20 years.

OHT 2.11

- B. Demographic shifts.
 1. Changing face of the community. (U.S. Bureau of the Census, 1993)

- a. Mobile population.
 - People change their residence on average every five years.
 - Businesses force relocation.
 - Neighborhoods are in transition.
 - Minority incomes are rising.
 - Minorities choose to move into higher income housing.
 - Government revitalization programs offer housing to underprivileged.
- b. Urbanized rural development.
 - Fleeing urban settings--to country.
 - Lengthy commute--no problem.

Ask the students how the population has changed in their communities in the past 10 to 20 years.

- 2. Changing face of the family.
 - a. Family has the single most important impact on values. (Massey, 1993)
 - b. Twenty-four percent of children in the U.S. live with a single parent.
 - c. Roughly, 50 percent of American children live in a nontraditional home arrangement--single parent, relatives, nonrelative. (U.S. Bureau of the Census, 1994)

- d. Almost half of American marriages end in divorce. (U.S. Bureau of the Census, 1993)
- e. Employers must now reconcile
 - Complex employee demands created by dynamic family needs.
 - Psychological trauma caused by family problems and situations.
 - Needs of employees who are single parents.
 - Paternity/Maternity leave in departments.

OHT 2.12

- C. Labor force--*Workforce 2000* and the fire service.
 - 1. Study by the Hudson Institute (1987).
 - 2. Department of Labor study for the year 2000.
 - 3. By the year 2000:
 - a. Work force population--slowest growth since 1930s.
 - b. Average age of workers--39.
 - c. One third of work force will be over 65 years of age.
 - d. Women will comprise 47 percent of work force.
 - Sixty-one percent of all U.S. women will be employed.
 - e. Nonwhite--29 percent of new entrants.

OHT 2.13

D. Differing values.

1. Baby Boomers versus Synthesizers.
(Massey, 1993)

Explain that Baby Boomers, born 1946 to 1965, typically reflect values of strong work ethic, the integrity of family, trust of government, and devoted career employment to the same employer. Synthesizers, born after the 1970s, may value leisure, accept divorce more readily, tend to distrust government, and change jobs more frequently. This clash of values provides the forum for misunderstanding and a lack of mutual appreciation between these two generations.

The following outcomes of social interaction are a direct result of the clash of values between Baby Boomers and Synthesizers.

- a. Group commitments versus individualistic desires.
- b. Authority and obedience versus participation and democratic rule.
- c. Melting pot of cultures and races versus diversity and appreciation for differences.
- d. Materialism and compiling of wealth versus experiences and the value gained through new approaches and experimentation.

Ask if any of the students have experienced the clashing of values recently, for instance, with their children, with the younger generation, or with the older generation.

2. Concept of age and values. (Massey, 1993)
 - a. Values imprinted by age seven.
 - b. Influences on values.
 - Family, religion, school, and friends.
 - c. Values reinforced through modeling.
 - d. Socialization complete by age 20.
 - Altered only by significant emotional events.

OHT 2.14

- E. Changing education levels.
 1. Increased interpersonal skills needed due to service orientations.
 2. By the year 2000.
 - a. One third of jobs will be filled by college graduates.
 - Now--22 percent.
 - b. High wage/Low skill jobs--not likely.
 3. Entrants into the fire service.

Ask what percentage of new fire recruits have college degrees. How many of your departments require higher education for hiring or promotion?

- a. Higher education levels.
 - Fifty percent have some college.

- b. Lower technical skills.
 - For some it is their first job.
 - For most--no military experience or trade background.
- c. Twenty years ago, entrants to the fire service had
 - Higher technical skills in construction, mechanics, and vocational areas.
 - Military experience.
 - Limited college experience.

Ask the students how the differences in education levels have affected their organizations in recent years.

Explain that many of the issues discussed so far have been codified into law. Tell the students that they will examine the laws later in this module.

In preparation for Activity 2.1 explain that all of us, whether we realize it or not, have been affected by cultural and social changes in our organizations during the past few years, and there are factors that we will likely face during the coming decade.

The following activity will allow us to examine those issues.

35 min.
Small Group
Activity 2.1

Activity 2.1

Social Changes--Now and the Future

Purpose

To identify the social changes in students' organizations and to predict the trends they see occurring within the next ten years.

Directions to Students

1. Form four groups of four to five students.
2. Read the activity instructions.
3. Clarify questions about the activity.
4. Assign one topic to each group.
5. Have the groups break out and ask them to return in 20 minutes.
6. Ask the first group to report its findings using flipcharts. Potential responses are listed on the following Student Activity Worksheet.
7. Allow subsequent groups to build upon or add to previous facts.

Summary

Summarize the activity by illustrating that there are many varied social factors which are affecting and will affect the fire service. Fire officers must be prepared to meet the challenges, and not be surprised by them.

SM p. 2-21

Flipchart
IG p. 2-35

STUDENT ACTIVITY WORKSHEET

Activity 2.1

Social Changes--Now and the Future

Purpose

To identify the social changes in your organization and predict the trends you see occurring within the next ten years.

Directions

1. You will break into small groups as directed by your instructor and be assigned one of the following four topics.
2. Discuss and list practices, procedures, policies, and accommodations that have changed in your department as a result of social shifting in your work force regarding that topic.
3. Identify the changes, related to social shifting, that you anticipate within the next ten years.
4. Combine the major points raised by your group and record them on flipcharts.
5. Select a spokesperson to report your group's findings to the class.

Gender Issues:

Suggested response:

- *Women--hiring, promotion, accommodations, behaviors, policies.*

Changes you expect because of gender issues:

Nationality Issues (Race):

Suggested responses:

- *Consent decrees, court orders.*
- *Reverse discrimination.*
- *Affirmative action.*

Changes you expect because of nationality (race) issues:

STUDENT ACTIVITY WORKSHEET

Age Issues:

Suggested response:

- *Job-related performance--people cannot be excluded from jobs for other than job-related criteria.*

Changes you expect because of age issues:

Cultural Issues:

Suggested responses:

- *Various languages.*
- *Earrings.*

Changes you expect because of cultural issues:

25 min.
Lecture/
Discussion
OHT 2.15

IV. LEGISLATIVE MANDATES (25 min.)

Legal issues form an important part of this course. Many students will develop an emotional resistance to the materials. It is the legal mandates which, regardless of emotion, form the basis from which fire officers must view diversity. The legal mandates are designed to stimulate equality and fairness among cultures in the workplace. (Material compiled February, 1995, so you may need to update this section.)

OHT 2.16

- A. The Civil Rights Act (1964).
1. Definition of discrimination: The process of distinguishing on the basis of a perceived feature or characteristic, one item or person from a group of items or persons.
 2. Definition of illegal discrimination: Conduct which unjustifiably distinguishes among similarly situated people on a basis prohibited by law. These bases are race, color, religion, national origin, sex, age, and handicap.

Point out that sexual preference may be the next addition to the list of discriminatory bases.

3. Title VII of the Civil Rights Act.
 - a. Cornerstone of equal opportunity.
 - b. Provided first comprehensive legislation to ensure equal opportunity.

OHT 2.17

B. Equal employment opportunity.

Definition of equal opportunity: The right of all persons without regard to race, color, national origin, religion, gender, age, or handicap to apply for and receive benefits and services. (Title VII--Civil Rights Act of 1964)

1. Originally covered federal programs only.
2. Expanded to include all public sector through federal and state laws.

Ask how many students are from volunteer fire departments.

3. Volunteers may not be covered under Title VII. (USFA, 1993)
4. Title VII applies to "employees."
5. Many states, however, consider volunteers as employees for purposes of antidiscrimination law.

Explain that volunteers should check their local and state laws to determine if they are considered "employees" under those state laws.

6. State law may cover volunteers if Title VII does not.
7. Volunteers could be covered under the Civil Rights Act of 1971.

OHT 2.18

C. Equal Employment Opportunity Commission (1972).

1. Enforced the Civil Rights Act--ensures that state and local governments are no longer exempt from Civil Rights Act.

Make a transition by saying: "Now, we are going to look, in some depth, at the issue of sexual harassment. Sexual harassment is a relevant topic, particularly because of the increasing numbers of women now working in the fire service."

2. 1974--EEOC rules sexual harassment unlawful.

Place considerable importance on this section because of the current challenges posed to the fire department. While you can expect a lively discussion, coupled with emotion, you must maintain control of the classroom. At all costs, clarify the law and attempt to explain why the laws, case law, and rules are written the way they are.

OHT 2.19

- a. Definition by the EEOC.

- Harassment on the basis of sex is a violation of the law. Unwelcome sexual advances, requests for sexual favors and other verbal or physical conduct of a sexual nature constitute sexual harassment when:

-- Submission to such conduct is made a condition of employment.

-- Submission to/Rejection of such conduct is the basis for an employment decision.

-- Such conduct affects performance or creates a hostile work environment.

OHT 2.20

b. Sexual harassment--a problem in the fire service. (USFA, 1993)

- Fire service women surveyed (1990).

These figures were compiled in 1990. There may be figures available that are more recent. If so, use them.

- Women make up one percent of fire service.

- 57 percent have been harassed.

- 41 percent reported the incident to supervisors.

- 12.5 percent received no reply.

- 35.4 percent of perpetrators disciplined.

- 8.4 percent were disciplined because of the complaint.

- 10.4 percent told to ignore incident.

- 37.5 percent handled the incident another way.

OHT 2.21

c. Underlying causes of sexual harassment. (USFA, 1993)

- Changing work environment--more women in the fire service.

- Changing roles of women in workplace--movement into leadership positions.

- Increasing violence between men and women--increasing spousal abuse.
 - Low self-esteem and lack of role models, possibly created through broken homes.
 - Discrimination used as "workplace control" to keep men and women in their place.
- OHT 2.22
- d. Types of sexual harassment.
 - *Quid pro quo*.
 - Performance in return for favor: sex for promotion, sex for fair treatment, sex for no discipline, sex for special consideration, etc.
 - Hostile work environment.
 - Treatment, conversation, insinuations, comments, pictures, videos, cartoons, or any behavior which degrades or condemns women because of their sex.
- OHT 2.23
- e. Supervisor's responsibility.
 - Vigilant administration of policy.
 - Prompt processing of complaints.
 - Strict accountability (documented).
- OHT 2.24
- f. Organizational liability.
 - The organization faces strict responsibility for mishandling sexual harassment.

- *Quid pro quo*.

-- Organization is strictly liable.

-- Supervisor is viewed as the employer, regardless of position.

- Hostile environment.

-- Supervisor judged by "knew or should have known" rule.

-- Did the supervisor know about the violation, or should the supervisor have known?

-- Did supervisor fail to correct or act?

OHT 2.25

g. Legal standards.

Numerous court cases reinforce sexual harassment guidelines. The following cases established major principles of legal standing.

You should know that an employee can file a sexual harassment complaint directly through the local Equal Employment Opportunity office--without informing the employer or supervisor.

Supervisors must act promptly when discrimination occurs.

- *Meritor Savings Bank v. Vinson* (1986).

-- Ms. Vinson was invited to dinner by her supervisor. The supervisor suggested that they go to a motel for sex. Initially she said "no" but eventually agreed. During the next four years she had sex with her boss more than 40 times. Ms. Vinson was eventually fired for abuse of sick leave. She filed suit.

-- Supreme Court found that Bank was guilty. Ms. Vinson had originally said "no" to the relationship.

-- No means no.

- *Ellison v. Brady* (1991).

-- This hostile-environment California case was decided by the 9th District Court. In the case, the plaintiff worked in a predominantly male environment. She was subjected to nude and seminude pictures, sexually oriented stories, and language. The defendants claimed that the woman was not visibly offended by the work atmosphere and that her actions never indicated a problem with the work site.

-- The woman won the case; the employer was held liable for sexual harassment.

-- The ruling established the "reasonable woman rule."

-- Hostile environment issues are considered harassment if a reasonable woman would find them offensive.

-- The work environment should be managed in a way that would be acceptable to a reasonable woman.

- *Robinson v. Jacksonville Shipyards* (1991).

-- This case, another hostile-environment case, reinforced the "reasonable woman" standard.

-- Ms. Robinson worked at the shipyards and was continually exposed to nude pictures of women, sexual comments, and jokes by males about women.

-- Ms. Robinson won the case.

OHT 2.26

- Common-sense supervision.

-- Listen to your gut feelings.

If it seems odd, it probably is wrong.

-- Would I be comfortable if my mother were present?

If it would offend Mom, it is probably wrong.

-- Would I want it done to me?

-- Would I want it on the front page of the paper?

Point out that sexual harassment cases involving female supervisors are increasing. In 1994, a group of men filed suit against their female bosses in a nationally known weight-loss business. Hollywood has recognized the trend by producing movies about it (*Disclosure*, 1994).

OHT 2.27

- Four tips to deal with sexual harassment (PALS).

-- **Plan.**

Establish employee relations officer (ERO).

Ensure private access to ERO.

-- **Aware.**

Teach employees what constitutes sexual harassment.

Be aware of federal/state legislation.

-- **Learn.**

Learn about others' mistakes.

Review court cases.

-- **Supervisor.**

Supervisor sets the tone.

Supervisors must act promptly and surely.

Ask the students if any departments represented here have been involved in sexual harassment cases. What were the outcomes?

Discuss them if time allows.

OHT 2.28

D. The Americans With Disabilities Act (ADA) (1990).

1. Provides civil rights protection to persons with disabilities... Guarantees equal opportunity in employment, public accommodations, transportation, government services, and telecommunications.
2. Five sections of the act.
 - a. Employment regulations.
 - Applies to organizations with more than 15 employees.
 - Prehiring disability inquiries prohibited.

SM p. 2-15

Refer students to the five sections of the Act.

- Job offer must be made prior to testing or inquiry about disability.
- b. Public service regulations (transportation).
- c. Public accommodations (catering to public).
- d. Telecommunications services (hearing-speech impaired).

- e. Miscellaneous (exclusions, drugs, and disability).
3. Reasonable accommodation means:
- a. Hire if qualified, and no undue hardship to accommodate.
 - b. No hire if direct threat, risk, or harm to public or employees.
 - Must relate to job function, not cost of accommodation.
4. AIDS-HIV: laws and case law.
- a. AIDS not specifically mentioned in ADA Act.
 - b. Recent cases have viewed AIDS as a disability.
5. Many issues have yet to be resolved.
- a. Some issues not yet tested in court.
 - b. Physical fitness programs in the fire service may come under scrutiny, if not job related.

Explain that the existence of an NFPA standard does not mean that it is job-related--in terms of your job. It must be documented through a job analysis.

- c. Physical fitness programs in the fire service may be required to ensure that disabilities do not arise later in careers.

OHT 2.29

- E. Local and state antidiscrimination laws.
 - 1. State legislation has been passed to ensure equal rights where federal laws were not delineated.
 - a. Gay and lesbian--laws to extend rights to sexual preference are being introduced in some states.
 - b. Stricter laws, in some cases, to extend rights beyond limits imposed under federal law.
 - c. As mentioned, volunteer firefighters may be "legislated" as employees.

Ask the students if any come from states that have passed legislation to extend equal rights beyond federal protections.

- 2. All of us must be aware of our state and local laws which mandate our supervisory responsibilities regarding social issues.

OHT 2.30

- F. The Age Discrimination Act (1975).
 - 1. Definition: No person shall, on the basis of age, be excluded from participation in, be denied benefits of, or be subjected to discrimination under any program or activity.
 - 2. Eliminates age-mandatory retirement unless shown to be job-related.
 - 3. Most fire departments have no basis for enforcing mandatory retirement rules.

4. Each position in the fire department has to be evaluated to determine if an age requirement directly benefits or hinders the position.
5. An age requirement may be definable for firefighters (because of physical demands), but may not apply for chief officer.
6. Age requirement **must** be shown to be legally related to performance of the job.

Ask the students if many departments represented here have mandatory retirement policies. How many departments represented here have dropped such policies?

Discuss these situations if time allows.

35 min.
Individual
Activity 2.2

Activity 2.2

What Would You Do?

Purpose

To respond as supervisors to actual examples of social and cultural situations in the fire service work environment.

Directions to Students

SM p. 2-25

1. Have students turn to the Student Activity Worksheet in their Student Manual.
2. Read each example aloud.
3. Allow students 2 to 3 minutes to write on the worksheet their individual responses to the example from the perspective of a supervisor who must respond to the situation.
4. Solicit answers from students.
5. Facilitate class discussion on each example to ensure students' understanding regarding proper handling of each example.
6. The situations and suggested responses for each are on the following Student Activity Worksheet.

IG p. 2-67

Students' responses will vary according to their responsibilities within their organizations. The key is to illustrate to students that definite, decisive action must be taken in response to racial discrimination and sexual harassment.

Summary

Reassure students that the handling of discrimination issues is not nearly as complex as we often perceive it. Actions between men and women and between different races in the workplace should be maintained at a professional, yet friendly level. A good rule is, "don't do anything in the workplace that you would not do in the presence of your mother or the clergy."

STUDENT ACTIVITY WORKSHEET

Activity 2.2

What Would You Do?

Purpose

To respond as supervisors to actual examples of social and cultural situations in the fire service work environment.

Directions

1. Review the Worksheet below and on the next few pages.
2. The instructor will read each example aloud.
3. You will be given a few minutes to write on your worksheet your individual response as a supervisor who must respond to the situation.
4. Be ready to share your response with the class and to state why you chose those actions.

Example 1 (dirty joke--women present)

You are the supervisor. Your mixed work group is enjoying the day when an employee tells a joke. The joke does not sound sexual until the punch line. Everyone laughs, including the two women in the group. However, you sense that they probably were offended.

What would you do? _____

Suggested responses: Privately speak with the women present and apologize. Inform them that you will speak with the perpetrator and warn the employee not to do it again. Ask the women if that will be sufficient. If so, warn the employee. If not, initiate full investigation with written statements. In any case, document the results to all parties. Ensure that policies are clear to employees.

STUDENT ACTIVITY WORKSHEET

Example 2 (let me see...)

You are a supervisor. Just after shift change, an off-duty female firefighter is going to her car in the parking lot. She is wearing a jacket which extends past her waist. An on-duty male firefighter is walking in the parking lot. He says, "Hey Jane, lift up that coat and let me see your butt. I like women with a full figure." Jane refuses his request. She returns to your office and makes her complaint. There were, apparently, no witnesses to the incident.

What would you do? _____

Suggested responses: This is a very blatant act. Initiate a full investigation. Secure written statements from all parties. Take severe disciplinary actions if the offense can be reasonably proved. Ensure that policies are clear to all employees.

Example 3 (nude pictures--no women present)

You are a supervisor. You are walking through the fire station and you notice that a nude centerfold picture of a female is hanging on a wall in the locker room. There are no women assigned at this work site.

What would you do? _____

Suggested responses: Nude pictures are not allowed at the work site in open view to the public and/or other employees. Have the pictures removed and document the case. Ensure that policies are clear to all employees. If the employee responsible can be determined, then document a stern warning.

STUDENT ACTIVITY WORKSHEET

Example 4 (racial comment)

You are a supervisor. During some leisure time at work, you overhear one of your employees state, "I think that the real problem with this job is all the minorities that we hire. It would be a good job if it were not for them." There is a minority employee present in the room who also hears the comment.

What would you do? _____

***Suggested responses:** This violation is likely blatant. Initiate a full investigation; require written statements from employees. Privately speak with the minority employee and apologize for the comment. Assure the employee that you will handle the situation. Privately speak with the perpetrator, and clarify why the comment was made. Clarify department policy which forbids it. Warn the employee not to do it again. Request that the employee apologize. If the perpetrator refuses, consider additional disciplinary action. Ensure that the results of your actions are told to the minority employee, and documented.*

Example 5 (dirty joke--no action--women present)

You are a mid-level supervisor who supervises other officers. You receive word that a sexual joke was told at one of your work sites and that the supervisor there did nothing about it. The work site has both males and females present. Apparently, the joke was pretty risqué and the females were embarrassed.

What would you do? _____

***Suggested responses:** Speak with the supervisor and clarify why no action was taken. If avoidance was the issue, then initiate a full investigation on the supervisor. Clarify to the supervisor that the organization expects strict compliance and action with cultural policies. Document everything.*

STUDENT ACTIVITY WORKSHEET

Example 6 (inspection--nude pictures)

You are a mid-level supervisor who supervises other officers. You are conducting a scheduled inspection at a work site. You notice that a nude male centerfold picture is displayed on the wall of the weight room. This work site has a large number of women assigned to it. You ask your subordinate supervisor about it and she says that she just didn't see it as a problem, especially since a number of the women are competitive body builders.

What would you do? _____

***Suggested responses:** Determine whether the supervisor was aware of departmental policy regarding sexual harassment. If so, determine why the picture was not removed before now. Initiate full investigation, if required. Document.*

35 min.
Lecture/
Discussion
OHT 2.31

V. IMPACTS AND CHALLENGES TO THE FIRE SERVICE (15 min.)

Point out that the diverse work force is a reality in the fire service. The fire service must see that entry-level requirements are nondiscriminatory and that policies exist within the department to protect equal opportunity. Without that commitment, the fire department will face litigation, as well as suffer from the unfortunate, uncomfortable work atmosphere created by a hostile cultural environment.

Point out that this section will examine some impacts and challenges posed to the fire service.

- A. The diverse work force--our responsibility.
 - 1. Diversity is a growing fact of the 1990s and beyond.
 - 2. We need to ensure equality in the workplace.
 - 3. We need to develop and enforce policies.
- B. Why we need to learn to relate to others.
 - 1. Officers should appreciate the contributions of a diverse work force.
 - 2. Acceptance leads to compassion, appreciation.
 - 3. Trust results in a constructive workplace.
 - a. Life safety objectives can be developed with awareness of differing perspectives and needs of the community.

- b. Focus can be on providing quality public services for the whole community.
- 4. Diversity in the fire service is an example to our community.
 - a. Children look up to their respective fire service examples (race, gender).

Use this example: All of you have seen the fire truck on the streets and have watched people on the sidewalks stare as it rolls by. Just watch the young girls when they see a female firefighter, or young African-Americans when they see a black firefighter, or a young Hispanic when he/she sees an Hispanic firefighter. Look at the faces of the children and see the hope and expectations in their expressions as they realize that they, too, can make it as a firefighter.

- b. Young girls look up to female firefighters.
- c. Young African-Americans and young Hispanics look up to their social peers who have achieved in the fire service.

OHT 2.32

VI. STRATEGIES FOR SOCIAL SUCCESS IN THE FIRE SERVICE (15 min.)

Provide transition to this section by saying: Now that we have seen the impacts and challenges which diversity present to the fire service, let's examine some strategies which can assist us in being successful.

OHT 2.33

- A. Recognize the benefits of a diverse environment.

1. See different viewpoints on issues.
 - a. Differing views give better assurance that problems can be clearly defined.
 - b. Differing views offer a greater number of creative solutions to problems.

Remind students of the discussion about the need for different viewpoints when solving problems from the course, *Shaping the Future*, if they have taken the course.

2. Appreciate differing perspectives.
 - a. Understand why someone different from me thinks the way he/she does.
 - b. I may not agree, but if I see another point of view, I understand.
3. Recognize opportunity to develop interpersonal skills through diversity.
 - a. The opportunities to understand yourself and others come through interaction with those different from yourself.
 - b. Conflict resolution skills are developed through application of techniques and experiences with different people.
4. Accept others regardless of ideas.
 - a. Cooperation among people is essential for peace and trust.
 - b. Organizational success is dependent on cooperation among workers.

- c. Cooperation among workers leads to a greater possibility of cooperation within a community.
- 5. Realize that diversity represents democracy.
 - a. The fire service can become a truly professional organization through a social and cultural representation of the community.
 - b. Progressive organizations do not require legal mandates to dictate their direction.

Ask the students to ask themselves where their fire department stands relative to the social and cultural issues discussed in this module.

OHT 2.34

- B. Search out organizations that are succeeding in diversity.
 - 1. Identify fire departments that accept diversity.

Ask the students if they can name some fire departments that are doing a good job in creating a positive, diverse work force.

List them on a flipchart.

Flipchart

- 2. Contact those departments.
 - a. Get copies of their policies.
 - b. Examine their approaches to officer training in diversity.

- c. If the policy or idea represents a "benchmark" process, then adopt it.
- d. Use the I-Chiefs computer network to request sample policies (available through the International Association of Fire Chiefs).

Refer students to the discussion on benchmarking in the course, *Shaping the Future*.

OHT 2.35

- C. Plan for diversity.
 - 1. Review current policies.
 - a. Do they exist?
 - b. Are they accurate and comprehensive?
 - 2. Ensure job-related selection.
 - a. Hiring, promotion.
 - b. Job analysis.

Point out that job analysis determines the job elements that are most important and most frequently performed. Those job elements are considered critical to success in the job and are, thus, used in selection procedures (tests, hiring).

- Compliant with Federal Uniform Guidelines.

Explain that the Federal Uniform Guidelines on employee selection are the "bible" of legal, job-related criteria for ensuring fair employee selection. If the fire department is not abiding by the Uniform Guidelines, then the department may not be using testing and selection methods which would withstand a court test, if challenged.

OHT 2.36

- D. Establish organizational policies.
 - 1. Policies are needed to ensure diversity.
 - 2. Train all employees in those policies.
 - 3. Explain "why" policies are adopted.
 - 4. Enforce diversity policies strictly.

OHT 2.37

- E. Treat the community equally as you respond, do inspections, or transport for medical emergencies.
 - 1. Value low-income property.
 - 2. Value the feelings of others who are different from you.

OHT 2.38
SM p. 2-35

Refer students to copies of sample policies in their Student Manuals. If time permits, read through them and answer any questions that students may have.

OHT 2.39

VII. SUMMARY (5 min.)

- A. The United States is no longer a melting pot.
- B. It is a culture of diverse peoples.
 - 1. Changing emphasis of quality service and the decline of traditional power structures.
 - 2. Demographic shifts.

3. Changing family structure.
 4. Changing labor force.
 5. Differing values.
 6. Changing education levels.
- C. Legal mandates stimulate acceptance of diversity.
1. The Civil Rights Act of 1964.
 2. The Equal Employment Opportunity Act--1972.
 3. The Americans With Disabilities Act--1990.
 4. Local and state antidiscrimination laws.
 5. The Age Discrimination Act--1975.
- D. Diversity contributes to value in service delivery.
- E. The future success of the fire service requires acceptance of diversity.
1. Recognize the benefits of a diverse work force.
 2. Benchmark diversity.
 3. Plan for diversity--hiring, promotion.
 4. Establish clear diversity policies.

ANNOTATED REFERENCE LIST

BNA Communications, Inc. *Sexual Harassment in the Workplace: Addressing the New Realities of the 1990s*. Rockville, MD: BNA Communications, Inc., 1992.

This handy book provides a comprehensive look at the issue of sexual harassment. The book gives an overview of the legal history of sexual harassment and opinions of some leading experts. Sample organizational policies are found at the end of the book.

Johnson, W.B., and A.H. Packer. *Workforce 2000: Work and Workers for the 21st Century*. Indianapolis: Hudson Institute, 1987.

This book is the most comprehensive recent study evaluating the changing work force in America. The predictions from this 1987 study are proving to be very accurate as the last decade of the 20th century comes to a close.

National Fire Academy. *Cultural Diversity for Fire and Emergency Services Instructors*. Emmitsburg, MD: National Fire Academy, 1993.

This is a Student Manual developed for NFA instructors. It is designed to make the reader aware of the challenges of diversity. Contained in the last section of the manual are approximately 30 classroom scenarios which challenge the reader. The scenarios test the reader's ability to apply diversity to the classroom and to enforce legal responsibilities.

U.S. Bureau of the Census. *Report on Children and Families: 1994*. Washington, DC, 1994.

This report was issued during the development of this NFA course. It contains interesting information concerning the family life of children in America. It reports only about single-parent families and nonnuclear family situations, but general conclusions can be reached by the reader about this modern societal phenomenon.

U.S. Bureau of the Census. *Statistical Abstract of the United States: 1993*, 112th Ed. Washington, DC, 1993.

This book contains a vast collection of statistical information about life in the U.S. An index at the back of the book aids readers in their search for usable information.

U.S. Fire Administration. *The Changing Face of the Fire Service: A Handbook on Women in Firefighting*. Emmitsburg, MD, 1993.

This book is written by women, and for women. It addresses the major issues facing women as they slowly become a larger part of the nation's fire service. Particular emphasis is placed on the legal aspects associated with the workplace, and on tips to women on how they may function more effectively within the challenging, male-dominated fire service.

PERIODICALS

Buonocore, Anthony J. "Older & Wiser: Senior Employees Offer Untapped Capabilities." *Management Review*, July 1992, pp. 49-52.

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Fox, John C. "Will the Americans With Disabilities Act Change Fire Service Hiring Standards?" *Fire Engineering*, August 1991, pp. 47-48.

This article examines the possibilities the fire service could face as it adapts hiring and testing procedures to comply with the ADA. According to the author, the fire service will have to be more accountable regarding its selection procedures-- assuring that processes are job-related.

Keene, Katy. "What Is It Like To Be a Female Firefighter?" *Fire Chief*, September 1991, pp. 72-74.

This is an interesting article written from the personal perspective of a woman in the fire service. The author examines some of the key issues facing women and addresses the timely subject of sexual harassment. The article was written prior to the Senate hearings which examined the candidacy of Supreme Court Justice Clarence Thomas.

Lee, Randall. "The ADA and You." *American Fire Journal*, July 1993, pp. 16-19.

This article outlines the likely major impacts on the fire service of the Americans With Disabilities Act. It is a good starting point if the reader desires an overview of the act.

Licata, Betty Jo, and Paul M. Popovich. "Preventing Sexual Harassment: A Proactive Approach." *Training and Development Journal*, May 1987, pp. 34-38.

This article outlines the important practical approaches to establishing clear policies in the workplace in order to prevent and act upon sexual harassment.

Rakestraw, Russell M. "Workforce 2000." *Fire Chief*, January 1991.

This article gives an overview of *Workforce 2000*; the author discusses fire service implications for future hiring and personnel management.

Schrader, George. "Avoid Sexual Harassment Hassles." *Fire Chief*, June 1990, pp. 47-52.

This is a user-friendly article that gives key pointers to fire service managers as they strive to avoid sexual harassment complaints.

Shouldis, William. "Sexual Harassment." *Fire Engineering*, September 1992, pp. 101-107.

This is an interesting article which looks at the challenges presented to the fire service by sexual harassment issues. It outlines some key points that the fire service must consider.

FILMS/VIDEOS

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Video Marketing Resources, Inc., 1993.

An entertaining video that expands on the research for which Dr. Massey is so widely known. In this latest edition, Dr. Massey looks at the current generation and contrasts their values with those of earlier generations. In his humorous style, Dr. Massey details how values are formed and how they affect behavior.

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Osby, Robert E. "Guidelines for Effective Fire Service Affirmative Action." *Fire Chief*, September 1991, pp. 50-54.

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Robinson v. Jacksonville Shipyards (760 Fsupp 1486 (DC Fla. 1991))

APPENDIX

SAMPLE POLICIES

MODULE 3: POLITICAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

The students will be able to develop effective strategies for managing within a changing political environment.

ENABLING OBJECTIVES

The students will:

- 1. Identify specific political influences on the changing fire service work environment.*
 - 2. Analyze how the political environment affects a fire service organization.*
 - 3. Analyze the political environment in their own community and its effect on day-to-day fire department operations.*
-

POINTS FOR THE INSTRUCTOR

Often, emergency service workers have an extremely negative view of politics and they routinely "blame" the political environment for everything wrong in the organization. The primary intent of this module is to change this negative perspective into a more realistic assessment of the political arena.

It is hoped that students will discover that "politics" and the political process are the very foundations on which our democratic form of government stands. The challenge presented is to understand the political process, recognize its legitimacy, and develop strategies for working effectively within a political environment.

METHODOLOGY

This module uses lecture, discussion, and small group and individual activities.

(Total Time: 3 hr.)

25 min.	Lecture/Discussion	
	Objectives	IG 3-5
	The Political Environment	IG 3-7
20 min.	Small Group Activity 3.1	
	Expected Impacts	IG 3-15
35 min.	Lecture/Discussion	
	The Challenge	IG 3-19
	Stakeholder Positions	IG 3-21
50 min.	Small Group Activity 3.2	
	Developing Coping Strategies	IG 3-31
30 min.	Lecture/Discussion	
	Marketing the Organization	IG 3-35
15 min.	Individual Activity 3.3	
	Self-Assessment and Future Plans	IG 3-45
5 min.	Lecture	
	Summary	IG 3-49
	Annotated Reference List	IG 3-51
	Bibliography	IG 3-53

AUDIOVISUAL

OHTs 3.1 to 3.23

Video: "Political Impacts" (optional)

INSTRUCTOR PREPARATION

Review the course materials. In preparation for your lecture, review videotape 3, "Political Impacts," or use the tape to deliver the lecture.

NATIONAL STANDARD

The following sections of NFPA 1021 (1992) are addressed in whole or in part in this module: 3-7.2; 5-7.

OHT 3.1
25 min.
Lecture/
Discussion

I. OBJECTIVES (5 min.)

OHT 3.2

A. Terminal Objective.

The students will be able to develop effective strategies for managing within a changing political environment.

OHT 3.3

B. Enabling Objectives.

The students will:

1. Identify specific political influences on the changing fire service work environment.
2. Analyze how the political environment affects a fire service organization.
3. Analyze the political environment in their own community and its effect on day-to-day fire department operations.

Flipchart

Before beginning the formal lesson plan, ask students how they feel, in general, about "politics" and how politics affects public sector organizations.

Expect some fairly negative comments, but don't try to respond to them. List key points on a flipchart.

Conclude the discussion with a comment that, although there are some decidedly negative aspects to working within a political environment, the challenge is to understand the political process and make it work for you: that's the purpose of this module.

II. THE POLITICAL ENVIRONMENT (20 min.)

A. Politics defined.

Ask students how they would define the word **politics**. Allow a few volunteers to respond, then review the following dictionary definitions.

OHT 3.4

1. The science or art of government.
2. The practice or profession of conducting governmental affairs.

Ask students to compare these definitions of politics to their own feelings about the political process.

Point out that the political process, i.e., **politics**, often suffers unwarranted criticism. In fact, politics is the foundation of a democratic form of government:

- It's how things get done.
- It's the process by which individuals have a **voice** in government decisions.
- Without the political process, there would be no democracy as we know it.

Stress that although some individual politicians may abuse the power entrusted to them, this does not at all detract from the **legitimacy** of the political process.

OHT 3.5

B. Political factors that influence public sector organizations.

Flipchart

The purpose of this section is to create an awareness of the political environment. Encourage students to analyze their own political arenas and cite specific examples from their local environment.

A suggested technique is to create and post a flipchart for each of the five categories listed below. As students suggest specific examples for each category, note them on the appropriate chart.

Thus, students will have a useful reference to assist them in identifying impacts later in this module.

1. External sources of formal authority.

Ask for specific examples of formal external authorities. Make sure each item listed below is covered.

- a. The legislative branch--elected officials.
 - b. The executive branch--appointed officials.
 - c. The judicial branch--the courts.
 - d. Other agencies with oversight responsibilities.
2. External sources of informal power and influence.

Ask for specific examples of informal external power sources. Make sure the following items are covered.

- a. Special interest groups.
 - b. The media.
 - c. Professional associations.
 - d. Business and industry.
 - e. Homeowners' groups.
 - f. Social clubs.
 - g. Religious organizations.
3. Citizen expectations based on the "public trust."

Ask for examples.

- a. Fairness.
 - b. Honesty.
 - c. Responsiveness.
 - d. Openness.
 - e. Accountability.
4. Institutional constraints.

Ask for examples of institutional constraints built into most public sector organizations. Make sure the following items have been covered.

- a. Civil service personnel systems create constraints on hiring, firing, promotions, discipline, etc.

- b. Purchasing and procurement systems.
 - c. Prohibitions against nepotism.
 - d. State/Local training and certification standards.
 - e. Salary levels.
 - f. Limits on political activities.
5. The political arena.

Ask for characteristics or trends in the political arena that pose special challenges to public sector management. Make sure all of the items listed below have been included.

- a. Who's in control now? (Liberal versus conservative environments.)
- b. Short-term versus long-term thinking.
- c. Changing players.
- d. Single-issue candidates.
- e. At-large versus ward representatives.
- f. Taxpayer revolt.
- g. Need to be "politically correct."
- h. "Pay-back" mentality (who you know and what you owe).

20 min.
Small Group
Activity 3.1

Activity 3.1

Expected Impacts

Purpose

To identify ways in which various political factors affect organizational management.

Directions to Students

1. Divide class into five small groups. Assign one of the political factors to each group.
2. Refer students to Student Activity Worksheet in their manuals.
3. Have students brainstorm and list on a flipchart how the items on their list influence personal and/or organizational behavior in their agencies. How are behaviors or attitudes different from what they might be if the listed constraints did not exist?
4. Allow about 10 minutes for small group work.
5. Reconvene class. Allow each group to report. Suggested responses are found on the following Student Activity Worksheet.

SM p. 3-9

Flipchart
IG p. 3-17

Summary

Conclude the activity by emphasizing that the listed impacts may make public sector management more difficult, but we have a responsibility to make the system work. Section III expands on the concept.

STUDENT ACTIVITY WORKSHEET

Activity 3.1

Expected Impacts

Purpose

To identify ways in which various political factors affect organizational management.

Directions

1. The class will be divided into five small groups.
2. Each group will be assigned **one** of the five political factors discussed in the previous section.
3. Review the posted list(s) related to your assigned political factor.
4. Then, as a group, brainstorm and list on a flipchart how the items on your assigned list influence personal and/or organizational behaviors in your agencies. For example, how are behaviors or attitudes **different** from what they might be if the listed constraints did not exist?

Suggested responses:

- *Less decisionmaking autonomy within the organization.*
- *Conflicting demands from multiple constituencies create conflicting organizational goals.*
- *Tendency toward "crisis management."*
- *Emphasis on the "quick fix" versus the "permanent cure."*
- *Low risk-taking culture stifles innovation and creativity.*
- *No real incentive to reduce costs.*
- *Not enough attention to proportioning supply and demand.*
- *Bureaucratic mentality: high control, lots of rules, top-down management, closed communication, red tape, etc.*
- *Mistrust of elected officials, the media, and (perhaps) even the citizens.*
- *Relative priority of the department in city government appears to depend on who's in office.*
- *Development of a sense of competition among agencies.*
- *Tendency to tell "white lies."*
 - *Understating bad news.*
 - *Padding good news.*
 - *Not saying what we really mean.*

35 min.
Lecture/
Discussion
OHT 3.6

III. THE CHALLENGE (5 min.)

- A. We must not allow the unique constraints of the political environment to trap us into mediocrity.
- B. Peter Block (1987) says that we must choose between:

As you cover items 1 through 3 below, ask students to explain what's implied by each option. A brief explanation has been provided below each item for the instructor's benefit.

Also ask them to assess themselves and their own organizations in each area.

OHT 3.7

- 1. Maintenance versus greatness.

Just doing what you have to do versus going the extra mile.

OHT 3.8

- 2. Caution versus courage.

Always taking the "safe" path and insisting on having all the answers before making a decision versus seeking a new frontier and thriving on the unpredictability of the future.

OHT 3.9

- 3. Dependency versus autonomy.

Allowing unexpected changes to push us into a "crisis management" mode versus taking responsibility by anticipating future challenges and creating proactive solutions.

OHT 3.10

- C. The necessary skills.

- 1. Accepting and understanding the **legitimacy** of politics.

OHT 3.11

2. Understanding the structure and process of politics and government.
3. Building political alliances.
4. Mobilizing special interest groups.
5. Garnering public support through effective marketing techniques.

Specific marketing techniques will be discussed in Section V.

OHT 3.12

6. Practicing open and honest communication with employees, citizens, the media, and appointed and elected officials.
7. Using conflict resolution, negotiation, and bargaining techniques.
8. Identifying the various stakeholders in the organization.
9. Recognizing where various stakeholders are "coming from" and developing effective strategies for enlisting their support.

This topic will be covered in detail in Section IV.

OHT 3.13

IV. STAKEHOLDER POSITIONS (30 min.)

- A. Who are the stakeholders?
 1. Any individual or group who has an interest in, or will be affected by, organizational decisions.

2. In private businesses, limited to owners (possibly stockholders), managers, and employees.
3. In the public sector, they include a range of categories from elected officials to employees to citizens to special interest groups.
4. Such diverse constituencies create multiple conflicting demands on the organization.
5. It's critical to figure out "where they're coming from" in order to develop effective coping strategies.

B. A political model. (Block 1987)

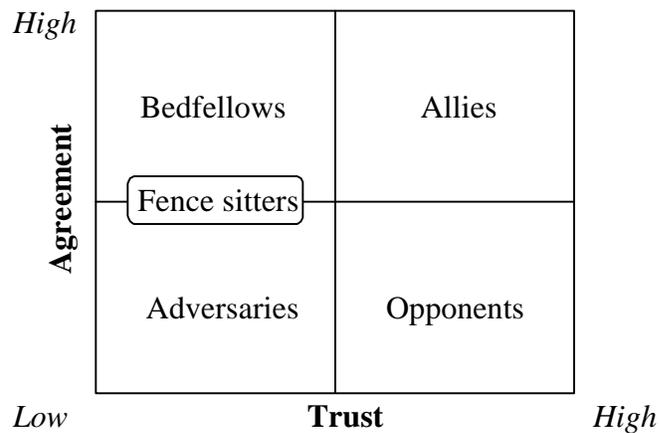
Refer students to Peter Block's *The Empowered Manager: Positive Political Skills at Work* for a more indepth analysis of the model.

OHT 3.14

1. Stakeholders, i.e., anyone we need to influence, become our allies or adversaries on the basis of two dimensions: agreement and trust.
 - a. We either agree or disagree about where we're headed (either immediately or long term).
 - b. We either trust or mistrust each other about the way we operate in pursuit of that future.

SM p. 3-5
OHT 3.15

2. This translates into the following model.



3. Once we figure out where they fit, we can develop strategies.

Explain and discuss the specific characteristics of each of the five types of stakeholders.

As you cover each one, encourage students to reflect on their own political environment and to identify individuals or groups which fall into each category.

C. Types of stakeholders.

1. Allies.

- a. High agreement, high trust.
- b. They're our **friends**.
- c. The challenge is to mobilize their active support.

2. Opponents.
 - a. High trust, low agreement.
 - b. Those who openly and honestly disagree with our direction/goals but who basically respect us.
 - c. The challenge is to win them over, i.e., convert them to allies.
3. Bedfellows.
 - a. High agreement, low trust.
 - b. They agree with us, but for their own self-interest.

Discuss the source and meaning of the phrase: "Politics makes strange bedfellows."

- c. The challenge is to work together toward common interests.
4. Fence sitters.
 - a. Low trust, unknown agreement.
 - b. Will not take a stand.
 - c. The challenge is to convert them to allies, or at the very least keep them neutral.
5. Adversaries.
 - a. Low agreement, low trust.
 - b. Actively engaged in putting us down/holding us back.

- c. The challenge is to convert them to opponents, or reach détente and neutralize them.

Emphasize that individual stakeholders and groups of stakeholders will move from one box/position to another depending on the issue involved.

50 min.
Small Group
Activity 3.2

Activity 3.2

Developing Coping Strategies

Purpose

To develop strategies for positively influencing the outcome of interactions with various types of stakeholders.

Directions to Students

1. Divide class into five groups. Assign a "type" to each group (Bedfellows, Allies, Fence Sitters, Adversaries, or Opponents).
2. Refer students to Student Activity Worksheet. Read through instructions and answer any questions. Have a flipchart for each of the five groups.
3. Allow groups to work for about 30 minutes, then reconvene class and solicit reports from each group.

Summary

Emphasize the importance of effectively influencing the outcomes of our interactions with various types of stakeholders.

SM p. 3-11

Flipchart

STUDENT ACTIVITY WORKSHEET

Activity 3.2

Developing Coping Strategies

Purpose

To develop strategies for positively influencing the outcome of interactions with various types of stakeholders.

Scenario

Assume that your department wants to convince citizens to enact residential sprinkler legislation which would require all new single-family structures to have automatic sprinklers throughout the building.

Directions

Based on the category assigned to your group by the instructor, assume you have identified a person or group who fits into that category. In your small group, answer the following questions: (Document responses on a flipchart.)

1. Type assigned to our group: _____
2. On this issue, which individuals or groups in the community would probably fall into this type of stakeholder?
3. What is our ultimate "best case" outcome in dealing with the individual/group?
4. If we can't accomplish this, is there a "fallback" outcome we can live with?
5. List specific strategies we might consider in attempting to reach the desired outcomes.

30 min.
Lecture/
Discussion

V. MARKETING THE ORGANIZATION (30 min.)

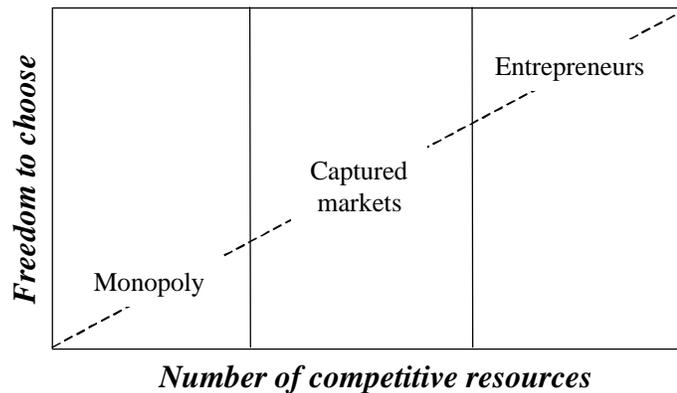
Refer students to Ronny Coleman's "Chief's Clipboard" column entitled "Marketing Concepts" in the April 1990 issue of *Fire Chief* for a detailed discussion of the material covered in this section.

OHT 3.16

A. Positioning.

1. Definition: identifying one's place in the market.
2. Based on evaluating the demand for one's service and the number of competitive resources.
3. A positioning model.

OHT 3.17
SM p. 3-6



- a. The vertical axis measures how many choices are offered to the consumer.
- b. The horizontal axis measures the number of resources which are competing for a piece of the market.

- c. If no delivery options are offered and no competition is present, it's a monopoly.
- d. If there's some freedom of choice but the options are limited (either due to a technologically specialized product/service and/or a highly expensive product/service), you have a "captured market."
- e. If many delivery options are offered and there are a lot of organizations competing for a share of the market, it's moved into an "entrepreneur" category.

Ask students where most emergency service organizations fit into the model, and why.

- 4. Most emergency service organizations have a monopoly on service provision in their community.

Ask if this means we don't have to worry about potential competition.

Obviously not! Privatization is increasing in popularity across the nation, particularly in EMS delivery.

And, even if privatization is not an imminent threat, all public sector agencies must compete with each other for a slice of the budget "pie"!

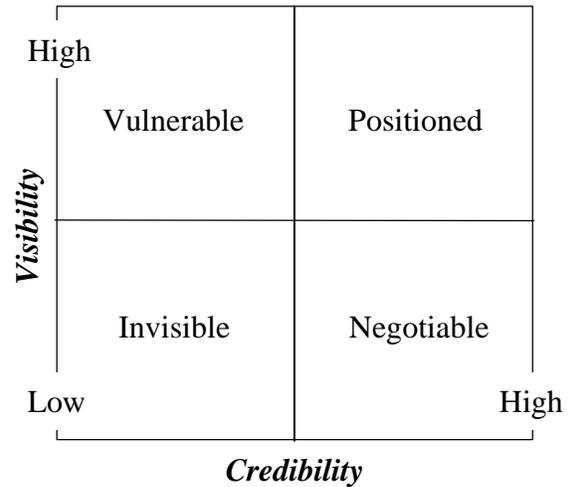
OHT 3.18

B. Enhancing our position.

- 1. Our image in the eyes of our customers translates directly into funding support or rejection.

2. Our image is a function of our visibility and perceived credibility.
3. This determines our "position" in the competitive market.

OHT 3.19
SM p. 3-7



Ask students to explain the model. Make sure the following points have been covered.

4. Possible positions.
 - a. The organization is "invisible" when there is little concern for either visibility or proving one's credibility.
 - b. The organization moves into a "vulnerable" position when there is a lot of public visibility, but for negative reasons.

- c. When an organization has a good reputation which has evolved over time (high credibility), but does little to cultivate community relations (low visibility), it finds itself in a "negotiable" position. This usually means it spends a great deal of time justifying its existence.
- d. When an organization achieves high visibility combined with high credibility it has attained an effective strategic position.

Ask students to assess their own agency's present position. Allow a few to share their analysis with the class.

OHT 3.20

- C. Developing a customer focus.
 - 1. Our image also is dependent on how much our services are needed (demand) and the level of satisfaction on the part of the customer.
 - 2. The relationship between these two factors determines how the public feels about our agency.

OHT 3.21

SM p. 3-8

3. For example:

<i>Demand</i>	High	Let's get 'em	We can't get along without 'em
	Low	Who needs 'em	Call 'em when you want 'em
		Low	High

Level of satisfaction

4. Everything we do should help move us into the "we can't get along without 'em" category.

Point out that your image also is directly related to the "position" you're in. An "invisible" organization will be in the "who needs 'em" category; a "vulnerable" organization will be in the "let's get 'em" category; a "negotiable" organization will be in the "call 'em when you want 'em" category; and a "positioned" organization will be in the "we can't get along without 'em" category.

15 min.
Individual
Activity 3.3

Activity 3.3

Self-Assessment and Future Plans

Purpose

To reflect on the material covered in the module and to identify future actions needed to improve organizational and/or personal effectiveness.

Directions to Students

1. Refer students to the Student Activity Worksheet in their Student Manual.
2. Allow about 10 minutes for individual reflection/planning.

Summary

To conclude the activity, ask for volunteers to share their documented needs/plans.

SM p. 3-13

STUDENT ACTIVITY WORKSHEET

Activity 3.3

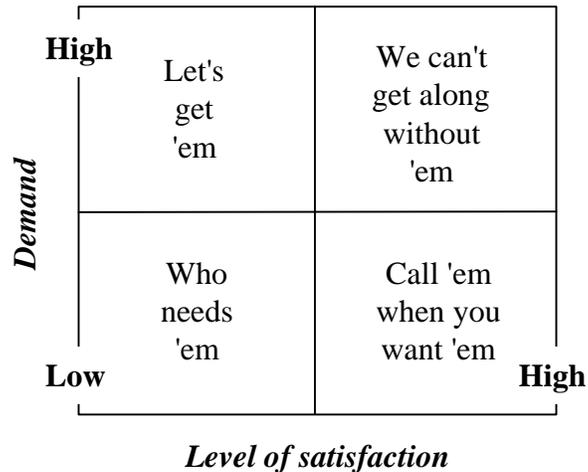
Self-Assessment and Future Plans

Purpose

To reflect on the material covered in the module and to identify future actions needed to improve organizational and/or personal effectiveness.

Directions

1. Working individually, list specific areas in which your organization has used the political arena as an excuse for mediocrity. What needs to be done?
2. Identify a major change presently under consideration in your department. In what ways might Block's model on various types of stakeholders help accomplish the desired change?
3. Which category in Coleman's model best describes your agency? What do you need to do to improve your present image?



5 min.
Lecture
OHT 3.22

VI. SUMMARY (5 min.)

- A. Various political factors have a direct impact on public sector organizations.
- B. The challenge is to understand the political process and make it work for you.
- C. Political success depends on identifying critical stakeholders and developing effective strategies for coping with them.
- D. Political survival depends on your ability to market your organization effectively.

OHT 3.23

ANNOTATED REFERENCE LIST

Block, Peter. *The Empowered Manager: Positive Political Skills at Work*. San Francisco: Jossey-Bass, 1987.

A fascinating, easy-to-follow book on developing positive political skills through empowerment of self and others.

Coleman, Ronny. "Chief's Clipboard: Marketing Concepts." *Fire Chief*, April 1990, pp. 30-40.

In Coleman's typical reader-friendly manner, this article focuses on how to improve the organization by implementing various private sector marketing techniques.

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MODULE 4: TECHNOLOGICAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

The students will be able to develop effective strategies for managing within a changing technological environment.

ENABLING OBJECTIVES

The students will:

- 1. Review examples of the technological changes affecting the fire service today and discuss their impacts on the future.*
 - 2. List strategies to successfully introduce new technology into their own organizations.*
 - 3. Define the empowerment triad and apply its principles to given scenarios.*
-

POINTS FOR THE INSTRUCTOR

The intent of this module is to acquaint the student with the myriad technological changes that are affecting the fire service on a daily basis. To keep pace with the future, fire service managers will need to become innovators, and fully embrace the traits of adaptability and flexibility.

The major management tool that the student should gain from this module is an understanding of the concept of employee empowerment. The empowerment triad involves the individual, the team, and the organization, interconnected to produce the truly empowered organization. Given the incredible technological changes facing us in the future, employee empowerment offers both managers and organizations the opportunity to self-actualize for success.

METHODOLOGY

This module uses lecture and group discussion, supported by individual and small group activities.

(Total Time: 3 hr.)

15 min.	Lecture/Discussion Objectives	IG 4-5
	Introduction	IG 4-5
20 min.	Small Group Activity 4.1 The Effects of Technology on the Fire Service	IG 4-9
50 min.	Lecture/Discussion Changing Technology in the Fire Service	IG 4-17
	Impacts of New Technology on the Fire Service Manager	IG 4-21
	Strategy for Managing Changing Technology	IG 4-29
20 min.	Individual Activity 4.2 Employee Empowerment	IG 4-31
25 min.	Lecture/Discussion The Empowerment Triad	IG 4-37
45 min.	Individual/Small Group Activity 4.3 Managing Technological Change	IG 4-49
5 min.	Lecture Summary	IG 4-55
	Annotated Bibliography	IG 4-57

AUDIOVISUAL

OHTs 4.1 to 4.19

Video: "Technological Impacts" (optional)

INSTRUCTOR PREPARATION

Review the course materials. In preparation for your lecture, review videotape 4, "Technological Impacts," or use the tape to deliver the lecture.

NATIONAL STANDARD

The following sections of NFPA 1021 (1992) are addressed in whole or in part in this module: 2-4.3, 3-2.1, and 3-2.2.

OHT 4.1
15 min.
Lecture/
Discussion

I. OBJECTIVES (5 min.)

OHT 4.2

A. Terminal Objective.

The students will be able to develop effective strategies for managing within a changing technological environment.

OHT 4.3

B. Enabling Objectives.

The students will:

1. Review examples of the technological changes affecting the fire service today and discuss their impacts on the future.
2. List strategies to successfully introduce new technology into their own organizations.
3. Define the empowerment triad and apply its principles to given scenarios.

II. INTRODUCTION (10 min.)

A. The world's knowledge is growing at an ever-increasing rate.

1. Between 1500 and 1800, the world's collective knowledge doubled.
2. Between 1800 and 1900 it doubled again.
3. Between 1900 and 1960 it doubled again.
4. From 1960 to 1990 it doubled again.
5. Scientists have predicted that by the year 2000 our collective knowledge will be doubling at 5- to 10-year intervals.

Ask why this is so.

- B. The implications of research are that change will be with us forever at an ever-increasing rate as we travel down the "information superhighway" toward the future.
- C. Change is coming from every arena.
- D. A rapidly changing technology is forcing the fire service to change the way it does business.

Examples:

The Federal fire focus, i.e., U.S. Fire Administration and the National Fire Academy, is only 20 years old.

"The term 'innovation' encompasses anything that is perceived as new, regardless of its objective newness. Innovation includes the use of new technology, but it also includes the use of new ideas, new concepts, and new methods."

Joseph N. Baker
Managing Innovation

- E. Previous modules (if already covered) have addressed changes produced by political, social, and economic factors. Technological impacts result from improvements in processes that increase productivity of tools and machines and reduce the need for manual operations.

Examples:

1. 1-3/4-inch hose.
2. Positive-pressure fans.
3. Automatic defibrillators.

OHT 4.4

20 min.
Small Group
Activity 4.1

Activity 4.1

The Effects of Technology on the Fire Service

Purpose

To realize the extent to which changing technology is affecting students' lives in the fire service on a daily basis.

Stress that fire service managers will be confronted with changing technology throughout their careers and therefore must be able to manage the associated changes.

Directions to Students

1. Divide the class into groups of four to six students. Try to mix students from different departments, stations, or shifts in each group, if possible.
2. Direct students to use the Student Activity Worksheet in their Student Manual and individually list five (or as many as they can think of) substantial innovations that their organization has adopted over the past five years. They will have 5 minutes to develop this list.
3. Then have each group work for 5 to 10 minutes to share its list and develop a "best" combined listing of five major changes in technology/innovations.
4. Direct each group to select a spokesperson to present the findings of the group to the rest of the class.

SM p. 4-13

Summary

Summarize by stressing that we will be confronted by changing technology throughout our lives, both in and out of the fire service. Our ability to function effectively--both now and in the future--will depend on how adaptable we are in terms of embracing innovation, improvement, and change.

STUDENT ACTIVITY WORKSHEET

Activity 4.1

The Effects of Technology on the Fire Service

Purpose

To realize the extent to which changing technology is affecting your lives in the fire service on a daily basis.

Directions

1. Your class will be divided into groups of four to six students per group.
2. As the instructor directs, use the following Worksheet and individually list five (or as many as you can think of) substantial innovations that your organization has adopted over the past five years.
3. As a member of your assigned group, share your list with the group and develop a "best" combined listing of five major changes/innovations in technology.
4. Each group will select a spokesperson to present the findings of the group to the rest of the class.

STUDENT ACTIVITY WORKSHEET

Activity 4.1 (cont'd)

Worksheet

A. Individually, list five "substantial" innovations and/or new technological developments that have been adopted by your fire service organization over the past five years.

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

B. Working as a member of your assigned group, develop a consensus list of the five "best" innovations from all representative departments.

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

50 min.
Lecture/
Discussion

**III. CHANGING TECHNOLOGY IN THE FIRE SERVICE
(20 min.)**

Flipchart

Ask students to brainstorm some other examples of technological changes that are affecting the way we do business now or will in the very near future. Record them on a flipchart.

Potential answers include the information superhighway, digital radios, geomapping, 3-D computer training, vector location finders, cable television technology, laptop computers/powerbooks/notebooks, modular sprinkler systems, national response teams, and replacement of wood with metal in new building construction.

Discuss a few of the above developments that you may be familiar with and draw on students' expertise to develop and provide information on other developing technologies. Point out the relevance to technological awareness as a tie-in with environmental scanning.

A. Technology is bringing change to the fire service.

Encourage interaction here. For each of the three (B, C, and D) categories below, solicit input from students on changes currently taking place prior to reviewing listed materials. Use listed support materials to support and supplement student discussion.

OHT 4.5

B. Lightweight building construction.

1. Most roofs today are supported by lightweight trusses which collapse very quickly in fires. Even floors are now supported by trusses.
2. Laminated beams are assembled from wood scraps and glue; their behavior in a fire situation is unpredictable.
3. Concrete material called "drive-it" is being used to cover the exteriors of walls in many parts of the country, hiding the true construction of buildings; "veneer walls of the 90s."
4. Poly materials used for finishes, furniture, etc., have reduced the time until flashover in a given room from 30 minutes 10 or 15 years ago to less than 5 minutes in many situations today.

C. Emergency medical services.

1. The EMS system has modified the entire value system of the fire service. Funding usually is available for EMS, and (in many areas) EMS is more than 60 percent of the total emergency response.
2. Between the end of America's involvement in Vietnam and today, EMS training requirements have increased from 28 hours of Red Cross First Aid to more than 1,000 hours of training for paramedics.

Wars, in general, cause great upheavals in technology.
3. Equipment has advanced from tourniquets, 4 X 4s, and oxygen inhalators, to automatic defibrillators, heart monitors, and sophisticated drugs.

4. Service delivery systems continue to develop, with first responder programs, paramedic engines, "Rapid Zap" (automatic defibrillation) programs, and a major push by private companies to take over the field.

D. Toxic and biological substances.

1. Technology is producing literally thousands of new chemical compounds each year, many of which are hazardous and/or flammable.
2. Biological concerns for such diseases as AIDS and Hepatitis B have forced the fire service to redesign protective clothing, change (or adopt) procedures, and spend significant amounts of scarce public funds to protect personnel, with no end in sight.
3. The entire nature of toxic substance emergencies has changed over the past 20 years; concern not only with our own personal safety, but with the environment. Remember when a "wash-down" really meant what it implied?

IV. IMPACTS OF NEW TECHNOLOGY ON THE FIRE SERVICE MANAGER (20 min.)

OHT 4.6

"In a change-oriented environment the fire chief will devote more time and will direct a substantial part of the organization's effort toward adjusting to rapidly evolving technologies."

Joseph N. Baker
Managing Innovation

OHT 4.7

- A. Increasing need for specialists.
1. Today's fire service manager often is no longer the person with the most knowledge about all aspects of the job. Others may have more expertise in specific areas:

- a. Computers.
 - b. Hazardous materials.
 - c. EMS.
2. The need for specialists is, in large part, driving the need for organizations to "empower" their managers and work teams. This will be discussed more fully later in this module.
3. Training requirements.
- a. Entry level; higher education requirements--specialized training can be invaluable (e.g., computers).
 - b. Ongoing in-service training, new SOPs, equipment.
 - c. Specialized training to help supervisory personnel understand and be able to use new technology.

Examples:

- Computer knowledge.
 - Paramedic/EMS.
 - Fire protection engineer.
 - Supervisory skills training.
- d. Make sure all personnel have a precise understanding of the standards of performance they will be expected to achieve.
 - e. Meet with employees to redefine job responsibilities as needed for new tasks; put it in writing if necessary.

OHT 4.8

B. Stress on the manager.

Studies repeatedly show that organizational change dramatically increases the level of stress for employees; they fear the unknown.

1. As a supervisor, you're in a position to help this problem, or to make it worse.
2. Give people advance warning about changes and minimize surprises as much as possible.
3. Maintain a sense of humor; poke fun at normal frustrations.

OHT 4.9

C. Need for flexibility and adaptability.

1. If the rate of change in your organization exceeds your own rate of change as a supervisor, you're going to have problems!
2. New developments in the way work is conducted call for new behaviors, from you; keep up with what's happening around you by changing your approach and emphasis.

Examples: minorities and women in the fire service.

3. Flexibility and adaptability.
 - a. **Flexibility** means the capability to adapt to new, different, or changing requirements.
 - b. **Adaptability** means the capability to adjust to environmental conditions.
 - c. The secret is not to brace yourself for change, but rather to loosen up and go with the flow; flexibility is one of the keys to being able to manage changes in technology.

D. Red tape and mistakes.

Eliminating red tape and developing a tolerance for mistakes are necessary if we are to manage people successfully in the year 2000 and beyond.

OHT 4.10

1. The manager's job is to set the boundaries; the employee's responsibility is to find the best way to perform the job within that space.
 - a. Freedom of command: the ability to manage and make decisions without undue interference from upper management.
 - b. Stress value of valid position descriptions.
2. Remember that most boundaries result from past experiences; just because "it's always been done that way" doesn't mean it should continue that way.
3. If you, the manager, want to know how to do a job better and improve the operations, ask the expert: the person actually doing the job!

Relate the following story to the students about IBM. When finished, add your own fire-service-related story about lessons learned from mistakes, and/or solicit stories from members of the class.

When Tom Watson was Chairman and CEO of IBM, he once allowed a junior executive to pursue a project that Watson thought would fail. In fact, the project failed in grand fashion, and IBM lost \$8 million as a result. Chagrined, the junior executive prepared a letter of resignation and delivered it to Watson. Watson refused to accept the resignation; his reasoning was that IBM couldn't afford to fire someone it had just spent so much money training.

V. STRATEGY FOR MANAGING CHANGING TECHNOLOGY (10 min.)

A. More organizations today are making employees responsible for their own work in response to changing international trends. This is known as employee empowerment.

OHT 4.11

1. Getting employees to commit their best efforts, rather than simply putting in time, is what the term "employee empowerment" means.

2. Authoritarian management styles produce movement, but real commitment comes from motivation, i.e., doing it because they want to.

OHT 4.12

3. "Managers need to help themselves and their employees find a sense of purpose in their work and integrate it into their entire life experience."

Judith F. Vogt and
Kenneth Murrell

B. Employees become empowered within certain given parameters:

Example: The company officer is given the authority to try new hose loads on an engine company.

Parameters: The company officer will gain approval from other shift officers before changing hose loads.

C. Technology--especially information technology--empowers employees.

Examples:

1. E-mail.
2. Video conferencing.
3. Computer network billboards.
4. Fax machines.

20 min.
Individual
Activity 4.2

Activity 4.2

Employee Empowerment

Purpose

To determine whether individuals and organizations are likely candidates for empowerment.

Directions to Students

SM p. 4-17

IG p. 4-35

1. Three mutually supportive spheres interact to achieve empowerment: the individual, the team and its supervisor, and the organization.
2. The checklist on the following Student Activity Worksheet will help you determine whether individuals and organizations are likely candidates for empowerment. Take 10 minutes to place checkmarks on the appropriate lines next to the individual traits when considering empowering individuals.
3. For the purpose of this activity, prepare this form for an employee who works directly for you, or with you on a regular basis.

Summary

Summarize empowerment by stressing that the involvement of managers needs to begin as soon as a decision to empower workers is made by administration. Areas not checked should be focused on in employee/supervisor development training.

Forming work groups to define their roles under the new system is a powerful tool in gaining management and supervisory support. The more checks a student is able to place on the form, the more empowered the individual or organization can be said to be.

Provide a transition into the discussion on empowerment by stressing that **all** employees and supervisors currently have the ability to exercise some power. If necessary, employees should be pushed to exercise their existing power: Example: don't wait for computer training, instead, turn your machine on and begin to learn.

STUDENT ACTIVITY WORKSHEET

Activity 4.2

Employee Empowerment

Purpose

To determine whether individuals and organizations are likely candidates for empowerment.

Directions

1. Three mutually supportive spheres interact to achieve empowerment: the individual, the team and its supervisor, and the organization.
2. The following checklist will help you determine whether individuals and organizations are likely candidates for empowerment. Place checkmarks on the appropriate lines next to the individual traits when considering empowering individuals.
3. For the purpose of this activity, prepare this form for an employee who works directly for you, or with you on a regular basis.

The empowered individual

- Does the individual seek and accept responsibility?
- Does he/she take risks?
- Does he/she "own" his/her work?

The empowered team

- Does the team gather and share information?
- Does the team recognize the expertise of subordinates?
- Does the team's supervisor facilitate, train, and coach his/ her subordinates?

The empowered organization

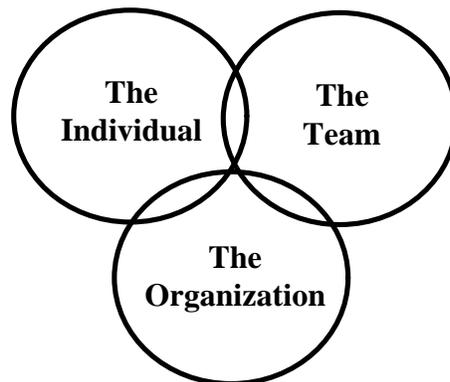
- Do procedures recognize and reward risk taking and ownership?
- Does it support facilitation and coaching?
- Has it established boundaries within which supervisors and employees operate?
- Does it foster climate-changing activities by altering administrative processes?

25 min.
Lecture/
Discussion
OHT 4.13

VI. THE EMPOWERMENT TRIAD (25 min.)

- A. Three interconnected parts form the empowerment concept.

THE EMPOWERMENT TRIAD



1. **The individual** is the major contributor, as a person with commitment both to the job and to making the system work.
2. **The team** or informal work group shares everything from work goals to work environment. The team creates its own norms that work for or against empowerment.
3. **The organization** must exhibit consistent commitment for the best use of human resources. This commitment is demonstrated by the philosophy of top management and in shared concern and decisionmaking by both management and employees on a wide range of issues.

OHT 4.14

B. The individual.

1. The first ring in the employee empowerment triad is the individual employee; he/she is responsible for taking the first step in empowerment.
2. In their book *Empowerment in Organizations: How to Spark Exceptional Performance*, Judith Vogt and Kenneth Murrell list characteristics of people capable of becoming empowered.
 - a. Self-awareness (about their position in the organization and the "big picture").
 - b. A willingness to become empowered.
 - c. A willingness to take risks.
 - d. Openness, both personal and interpersonal.
 - e. Commitment.
 - f. Clear ethical base.
 - g. Patience.
 - h. Trust.
 - i. High self-esteem.
 - j. Self-motivation.
 - k. Assumption of responsibility.

OHT 4.15

3. The first key for a manager seeking to implement employee empowerment is to identify those persons in his/her organization with the above traits, and coach them in the empowerment concept.

OHT 4.16

C. The team.

1. Good teamwork within an organization is the second ring of the empowerment triad. The team ultimately will decide the success or failure of the empowerment triad concept.

2. Research has identified four transition stages that work teams go through during the implementation of employee empowerment programs.

a. Suspicion, uncertainty, and resistance.

- Many work teams and their supervisors feel threatened and resentful about the change. They reported that the change somehow involved punishment for past personal failings, and professed disbelief that the workers would be able to do their jobs without direct supervision.

b. Gradual realization of the "positive possibilities."

- The work teams gradually came to realize that "line authority" over employees did not necessarily equate with behavioral control. Supervisors gradually assumed the role of "resource" to their teams and formed teams of their own.

c. Defining the new role.

- Managers formed self-directed work teams to define the roles they would play in the new climate. This generated ownership and understanding among the managers.

- d. Learning the language.
 - During training, managers and teams participated in role plays to rehearse appropriate new behaviors. They outlined and practiced their new approaches to their workers, from studying the effects of certain words to how others in the group would react to the situation.

- 3. Recognizing these transition stages and guiding the work teams through the change accordingly is the second key to successful implementation of employee empowerment.

OHT 4.17

D. The organization.

- 1. The final ring of the empowerment triad is the organization.
- 2. In her book, *The Changemasters*, Rosabeth Kanter notes three broad aspects that assist organizations seeking to become empowered.
 - a. Open communication system: The empowered organization recognizes the need and makes it easy for enterprising employees to locate needed information.

Ask what needs to be kept a "secret" from employees.

- Open staff/management team meetings.
- Databased management system.

- b. Network-forming arrangements:
Networks help managers to get into position to build a coalition of supportive "experts." Job mobility-- both in and out of the organization-- facilitates networking.
 - Neighboring training officer is an expert on the Incident Command System.
 - Local university professor has a good knowledge of computer networking.
 - Professional acquaintances met through NFA and other national programs.
- c. Decentralization of resources:
Allowing managers to control their respective areas of the budget enables them to gather the resources necessary to mobilize for action. "Tin-cupping" allows managers to prowl around for available funds for pet projects.
 - Two or more communities combining resources to purchase emergency vehicles.
 - EMS officer convincing local hospitals to fund automatic defibrillators for fire department.

OHT 4.18

- E. Common roadblocks for innovative managers to overcome when seeking to implement empowerment.
 - 1. Poor communication with other departments/divisions, both inside and outside the organization.

2. Communication underload: people often fail to circulate information out of ignorance as to its value for other parts of the organization.
3. Communication overload: managers become overburdened by reams of nonessential communication.

45 min.
Individual/
Small Group
Activity 4.3

Activity 4.3

Managing Technological Change

Purpose

To pull the material together by enabling students to use the tools they have acquired from this module in a group activity.

Directions to Students

1. Divide students into groups of six to eight. To the extent possible, mix students from different departments, stations, and/or shifts. The intent here is to obtain different perspectives in developing solutions for the given scenarios.
2. Assign one scenario to each group, as appropriate.
3. Have students read their assigned scenarios individually.
4. Have groups work for 30 minutes to develop collective solutions for the scenarios using the Worksheets in their Student Manual.
5. Have each group select a spokesperson to present its results to the rest of the class.

SM p. 4-19

Summary

Summarize by reviewing the solutions provided by each group. Stress that there are really no "right or wrong" answers; real-world solutions will depend on what is "doable" financially, politically, and in each student's cultural environment.

STUDENT ACTIVITY WORKSHEET

Activity 4.3

Managing Technological Change

Purpose

To pull the material together by enabling you to use the tools you have acquired from this module in a group activity.

Directions

1. You will be divided into groups.
2. One scenario will be assigned to each group, as appropriate.
3. Individually read your assigned scenario.
4. Then, as a member of your assigned group, develop collective solutions for the scenario using the Worksheet.
5. Select a spokesperson to present the findings of the group to the rest of the class.

Scenario 1

The Girard Fire Department is a fully paid department of 60 members serving a city of 40,000 residents. The department provides a full range of services out of four fire stations. Personnel in the department generally have limited education past the high school level, although some younger members have college degrees; the average age of members is 42.

The fire chief has convinced the city manager that the department needs to computerize its operations, and has obtained \$35,000 in funding to accomplish this. As assistant chief, you have been placed in charge of a task group established for this purpose. In your task group you have the following members:

- Chief of training;
- Fire marshal;
- Union president;
- A fire captain;
- A firefighter who has computer expertise;
- A data analyst from the city's data processing section; and
- The department's administrative secretary.

Your task is to develop a plan for acquiring and implementing a computer system for the Girard Fire Department.

STUDENT ACTIVITY WORKSHEET

Scenario 2

You are the assistant chief for the Zalma Volunteer Fire Department. The department is composed of 25 volunteer members working out of two stations and serving a population of 3,500 residents in a mostly rural area.

As assistant chief for a rural department, you know the capabilities and limitations of your department and its small, all-volunteer staff. The department has recently learned that the Disney Corporation is planning to locate a large, family-oriented amusement park facility in your community. In addition to the park facility, several hundred new single- and multifamily homes are planned within the next five years.

The fire chief has asked you to chair a task group with the goal of developing recommendations for fire code and safety regulations that will be needed to cope with the new development. The following personnel have been assigned to the task group:

- Department training officer;
- County planner;
- Disney corporate planning representative;
- Chair of the Chamber of Commerce;
- Representative of the local home builders association;
- Volunteer firefighter who works for a local plumbing company;
- Volunteer firefighter with knowledge of computers and data processing; and
- Representative of the state fire marshal's office.

Your task is to develop a plan for reviewing, developing, and adopting comprehensive fire and safety code regulations for the new park and its related support facilities.

STUDENT ACTIVITY WORKSHEET

Activity 4.3 (cont'd)

Worksheet

1. How will the change in technology as proposed in the scenario change the way we do business?

2. Will the proposed change save time, effort, and/or money?

3. What individual and departmental skills are present in your organization (or available to it) that will assist you in developing and implementing the proposed change?

4. Whom would you empower to help develop this project within the department and why would you make this choice?

5 min.
Lecture
OHT 4.19

VII. SUMMARY (5 min.)

- A. The technical knowledge of the world as well as in the U.S. fire service is expanding at an ever-increasing rate, often forcing us to change the way we must do business.
- B. Today's fire service manager is no longer the person with the most knowledge about all aspects of the job. The profession now requires considerable use of specialists with expertise in specific areas of program development and delivery.
- C. Fire service managers will need to develop and maintain both flexibility and adaptability in the future if they are to deal effectively with changes in technology.
- D. Getting employees to give their best efforts is what the term "employee empowerment" is all about.
- E. A successful employee empowerment program combines the best efforts of the individual, the work team, and the organization to provide the best possible services to the public.

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Outstanding text dealing with management and administration in the fire service environment. Joe Baker's chapter contains valuable and down-to-earth information for mid- and upper-level managers.

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Well-written pamphlet that defines empowerment, outlines the four transitional stages managers go through when implementing empowerment programs, and lists roadblocks to employee empowerment.

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Trade journal article noting the concept of flexibility as a key to the manager becoming a change agent, and the necessity to redefine employee job responsibilities in a changing environment.

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University Associates' instrument provides a measuring device for individuals and organizations to gauge their propensity to adopt the concepts of employee empowerment.

MODULE 5: COURSE CONCLUSION

TERMINAL OBJECTIVE

The students will be able to identify the specific impacts of economic, social, political, and technological changes and develop effective strategies for managing those changes within their fire departments.

ENABLING OBJECTIVES

The students will:

- 1. List major points learned during the training course.*
 - 2. Pass the 20-question final examination.*
-

COURSE CONCLUSION

POINTS FOR THE INSTRUCTOR

The purpose of this module is to excite the students about what they have learned during the course and to encourage them to use the information when they return to their jobs. While the final examination is given during this module, do not allow it to become a nerve-wracking experience for the students. Your state or department will provide criteria for passing the final exam. Provide a comprehensive review of the course materials, especially if students have taken the modules at various times.

METHODOLOGY

This module uses lecture and a test.

(Total Time: 1 hr.)

60 min.	Lecture	
	Objectives	IG 5-3
	Taking Advantage of Change--Course Review	IG 5-3
	Final Examination	IG 5-5
	Graduation	IG 5-7

AUDIOVISUAL

OHTs 5.1 to 5.8

HANDOUT

Handout 5-1: Final Examination

OHT 5.1
60 min.
Lecture

I. OBJECTIVES (5 min.)

OHT 5.2

A. Terminal Objective.

The students will be able to identify the specific impacts of economic, social, political, and technological changes and develop effective strategies for managing those changes within their fire departments.

OHT 5.3

B. Enabling Objectives.

The students will:

1. List major points learned during the training course.
2. Pass the 20-question final examination.

OHT 5.4

II. TAKING ADVANTAGE OF CHANGE--COURSE REVIEW (10 min.)

SM p. 5-3

Ask students to take notes in their Student Manual as you review and discuss each of the four course goals (the terminal objectives for Modules 1 through 4). Ask students to discuss the most important points they remember about each of the modules. Then they should write specifics of what they plan to accomplish when they return to their jobs.

OHT 5.5

A. Module 1: Economic Impacts on the Fire Service.

Terminal Objective: The students will be able to develop effective strategies for managing within a changing economic environment.

OHT 5.6

B. Module 2: Social Impacts on the Fire Service.

Terminal Objective: The students will be able to recognize and manage the cultural factors found within the modern fire department.

OHT 5.7

C. Module 3: Political Impacts on the Fire Service.

Terminal Objective: The students will be able to develop effective strategies for managing within a changing political environment.

OHT 5.8

D. Module 4: Technological Impacts on the Fire Service.

Terminal Objective: The students will be able to develop effective strategies for managing within a changing technological environment.

III. FINAL EXAMINATION (30 min.)

Handout 5-1

A. Taking the exam.

1. We will have a 20-question multiple choice test.
2. They will be graded as you turn in your answer sheet so we will have time to review the answers and discuss any points that need clarification.
3. Hand in your copy of the exam with your answer sheet.

B. Reviewing the answers.

Go over the answer to each question, clarifying any points about which students have concerns.

IV. GRADUATION (15 min.)

Congratulate students on taking the course and encourage them to become agents of change within their own organizations. Point out the importance of leading and being able to manage in a changing environment, no matter what level of the department they currently occupy.

Award Certificates.