Training Program Management

TPM-Student Manual

2nd Edition, 8th Printing-January 2014

FEMA

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U.S. DEPARTMENT OF HOMELAND SECURITY

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

FOREWORD

The U.S. Fire Administration (USFA), an important component of the Department of Homeland Security (DHS), serves the leadership of this Nation as the DHS's fire protection and emergency response expert. The USFA is located at the National Emergency Training Center (NETC) in Emmitsburg, Maryland, and includes the National Fire Academy (NFA), National Fire Data Center (NFDC), and the National Fire Programs (NFP). The USFA also provides oversight and management of the Noble Training Center in Anniston, Alabama. The mission of the USFA is to save lives and reduce economic losses due to fire and related emergencies through training, research, data collection and analysis, public education, and coordination with other Federal agencies and fire protection and emergency service personnel.

The USFA's National Fire Academy offers a diverse course delivery system, combining resident courses, off-campus deliveries in cooperation with State training organizations, weekend instruction, and online courses. The USFA maintains a blended learning approach to its course selections and course development. Resident courses are delivered at both the Emmitsburg campus and the Noble facility. Off-campus courses are delivered in cooperation with State and local fire training organizations to ensure this Nation's firefighters are prepared for the hazards they face.

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Glossary

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COURSE GOAL

To apply a leadership philosophy to the training division.

SCOPE OF THE COURSE

The course is designed to provide the student with the essential tools and skills to lead and manage an **entire** training program. It is not specifically designed to enhance development or presentations skills, nor is it related to the public education discipline.

TARGET AUDIENCE

Individuals currently responsible for the overall administration, management, and supervision of the organization's training function. This typically includes responsibility for obtaining and managing resource personnel, fiscal and facility management, and program planning and delivery. These individuals coordinate the training schedule and manage training records. They also are responsible for recruiting, assigning, supervising, and evaluating instructors and program impact.

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COURSE SCHEDULE

Unit 1:	Leadership in Training
Unit 2:	Learning Alternatives
Unit 3:	Legal Issues
Unit 4:	Managing the Needs Assessment Process
Unit 5:	Financial Management
Unit 6:	Evaluation
Unit 7:	Personnel Management
Unit 8:	Managing Design and Development
Unit 9:	Managing Delivery
Unit 10:	Marketing for Training
Unit 11:	Individual Project Presentation

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FIREFIGHTER CODE OF ETHICS

Background

The Fire Service is a noble calling, one which is founded on mutual respect and trust between firefighters and the citizens they serve. To ensure the continuing integrity of the Fire Service, the highest standards of ethical conduct must be maintained at all times.

Developed in response to the publication of the Fire Service Reputation Management White Paper, the purpose of this National Firefighter Code of Ethics is to establish criteria that encourages fire service personnel to promote a culture of ethical integrity and high standards of professionalism in our field. The broad scope of this recommended Code of Ethics is intended to mitigate and negate situations that may result in embarrassment and waning of public support for what has historically been a highly respected profession.

Ethics comes from the Greek word ethos, meaning character. Character is not necessarily defined by how a person behaves when conditions are optimal and life is good. It is easy to take the high road when the path is paved and obstacles are few or non-existent. Character is also defined by decisions made under pressure, when no one is looking, when the road contains land mines, and the way is obscured. As members of the Fire Service, we share a responsibility to project an ethical character of professionalism, integrity, compassion, loyalty and honesty in all that we do, all of the time.

We need to accept this ethics challenge and be truly willing to maintain a culture that is consistent with the expectations outlined in this document. By doing so, we can create a legacy that validates and sustains the distinguished Fire Service institution, and at the same time ensure that we leave the Fire Service in better condition than when we arrived.

FIREFIGHTER CODE OF ETHICS

I understand that I have the responsibility to conduct myself in a manner that reflects proper ethical behavior and integrity. In so doing, I will help foster a continuing positive public perception of the fire service. Therefore, I pledge the following…

- Always conduct myself, on and off duty, in a manner that reflects positively on myself, my department and the fire service in general.
- Accept responsibility for my actions and for the consequences of my actions.
- Support the concept of fairness and the value of diverse thoughts and opinions.
- Avoid situations that would adversely affect the credibility or public perception of the fire service profession.
- Be truthful and honest at all times and report instances of cheating or other dishonest acts that compromise the integrity of the fire service.
- Conduct my personal affairs in a manner that does not improperly influence the performance of my duties, or bring discredit to my organization.
- Be respectful and conscious of each member's safety and welfare.
- Recognize that I serve in a position of public trust that requires stewardship in the honest and efficient use of publicly owned resources, including uniforms, facilities, vehicles and equipment and that these are protected from misuse and theft.
- Exercise professionalism, competence, respect and loyalty in the performance of my duties and use information, confidential or otherwise, gained by virtue of my position, only to benefit those I am entrusted to serve.
- Avoid financial investments, outside employment, outside business interests or activities that conflict with or are enhanced by my official position or have the potential to create the perception of impropriety.
- Never propose or accept personal rewards, special privileges, benefits, advancement, honors or gifts that may create a conflict of interest, or the appearance thereof.
- Never engage in activities involving alcohol or other substance use or abuse that can impair my mental state or the performance of my duties and compromise safety.
- Never discriminate on the basis of race, religion, color, creed, age, marital status, national origin, ancestry, gender, sexual preference, medical condition or handicap.
- Never harass, intimidate or threaten fellow members of the service or the public and stop or report the actions of other firefighters who engage in such behaviors.
- Responsibly use social networking, electronic communications, or other media technology opportunities in a manner that does not discredit, dishonor or embarrass my organization, the fire service and the public. I also understand that failure to resolve or report inappropriate use of this media equates to condoning this behavior.

Developed by the National Society of Executive Fire Officers

A Student Guide to End-of-course Evaluations

Ten Things You Can Do to Improve the National Fire Academy

The National Fire Academy takes its course evaluations very seriously. Your comments and suggestions enable us to improve your learning experience.

Unfortunately, we often get end-of-course comments like these that are vague and, therefore, not actionable. We know you are trying to keep your answers short, but the more specific you can be, the better we can respond.

Actual quotes from student evaluations:	Examples of specific, actionable comments that would help us improve the course:
1 "Update the materials."	• The (ABC) fire video is out-of-date because of the dangerous tactics it demonstrates. The available (XYZ) video shows current practices. • The student manual references building codes that are 12 years old.
2 "We want an advanced class in (fill in the blank)."	• We would like a class that enables us to calculate energy transfer rates resulting from exposure fires. • We would like a class that provides one-on-one workplace harassment counseling practice exercises.
3 "More activities."	• An activity where students can physically measure the area of sprinkler coverage would improve understanding of the concept. • Not all students were able to fill all ICS positions in the exercises. Add more exercises so all students can participate.
4 "A longer course."	• The class should be increased by one hour per day to enable all students to participate in exercises. • The class should be increased by two days so that all group presentations can be peer evaluated and have written abstracts.
5 "Readable plans."	• The plans should be enlarged to 11 by 17 and provided with an accurate scale. • My plan set was blurry, which caused the dotted lines to be interpreted as solid lines.
6 "Better student guide organization," "manual did not coincide with slides."	• The slide sequence in Unit 4 did not align with the content in the student manual from slides 4-16 through 4-21. • The instructor added slides in Unit 4 that were not in my student manual.
7 "Dry in spots."	• The instructor/activity should have used student group activities rather than lecture to explain Maslow's Hierarchy. • Create a pre-course reading on symbiotic personal relationships rather than trying to lecture on them in class.
8 "More visual aids."	• The text description of V-patterns did not provide three-dimensional views. More photographs or drawings would help me imagine the pattern. • There was a video clip on NBC News (date) that summarized the topic very well.
9 "Re-evaluate pre-course assignments."	• The pre-course assignments were not discussed or referenced in class. Either connect them to the course content or delete them. • The pre-course assignments on ICS could be reduced to a one-page job aid rather than a 25-page reading.
10 "A better understanding of NIMS."	• The instructor did not explain the connection between NIMS and ICS. • The student manual needs an illustrated guide to NIMS.

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UNIT 1:
LEADERSHIP IN TRAINING

GOAL

Through a systematic process, to fulfill the role of the Training Program Manager by influencing others to achieve organizational goals and to facilitate change.

TERMINAL OBJECTIVE

Upon completion of this unit, the students will be familiar with the course, other students, the characteristics of leaders, and the change process.

ENABLING OBJECTIVES

The students will:

1. *Discuss overall course content.*
2. *Describe the roles and responsibilities of the fire service Training Program Manager.*
3. *Describe and differentiate characteristics of leaders.*
4. *Analyze the change process.*

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COURSE OVERVIEW

A comparison of the *Fire Service Instructional Methodology* (FSIM) course, the *Fire Service Course Design* (FSCD) course, and this course follows.

OVERVIEW OF COURSES		
Fire Service Instructional Methodology	**Fire Service Course Design**	**Training Program Management**
The effective instructor--overview	Instructional design overview	Leadership in training
Communications	Needs assessment	Learning alternatives
Instructional objectives	Task analysis	Legal issues
Lesson plan development	Goals and objectives	Managing the needs assessment process
Evaluation techniques	Developing content outline	Financial management
Instructional methods	Determining course evaluation plan	Evaluation
Instructional activities	Instructional methods	Personnel management
Instructional media	Developing media	Managing design and development
Adult learning	Course manuals	Managing delivery
Managing learning environments	Administering and marketing a training program	Marketing for training

COURSE PHILOSOPHY

Just as good course developers base their efforts on an Instructional Systems Design (ISD) model, good training officers also use the systems approach philosophy for training program decisionmaking and control.

We already know that the ISD process is valued for instructional development in today's fire service training organizations because it benefits these organizations by:

- making training experiences meaningful for learners;
- producing appropriate and necessary training;
- saving the organization time and money; and
- providing support to fire service instructors.

The ISD process works systematically through stages of development:

- needs assessment;
- task analysis;
- learning objectives;

- assessment;
- development;
- evaluation and review; and
- implementation.

A similar systems approach ensures that the Training Program Manager can control the outcomes or intended objectives of the training program. The *Training Program Management* (TPM) course was developed using the ISD process, and will introduce the Training Program Manager to a similar systems process for managing training.

ISD establishes procedures for design and development of training courses. This often includes procedures for assigning trainees to courses, acquisition versus development of courses, and/or methodology for content presentation. The Training Program Manager can apply a systems approach to the management and everyday operations of the training program.

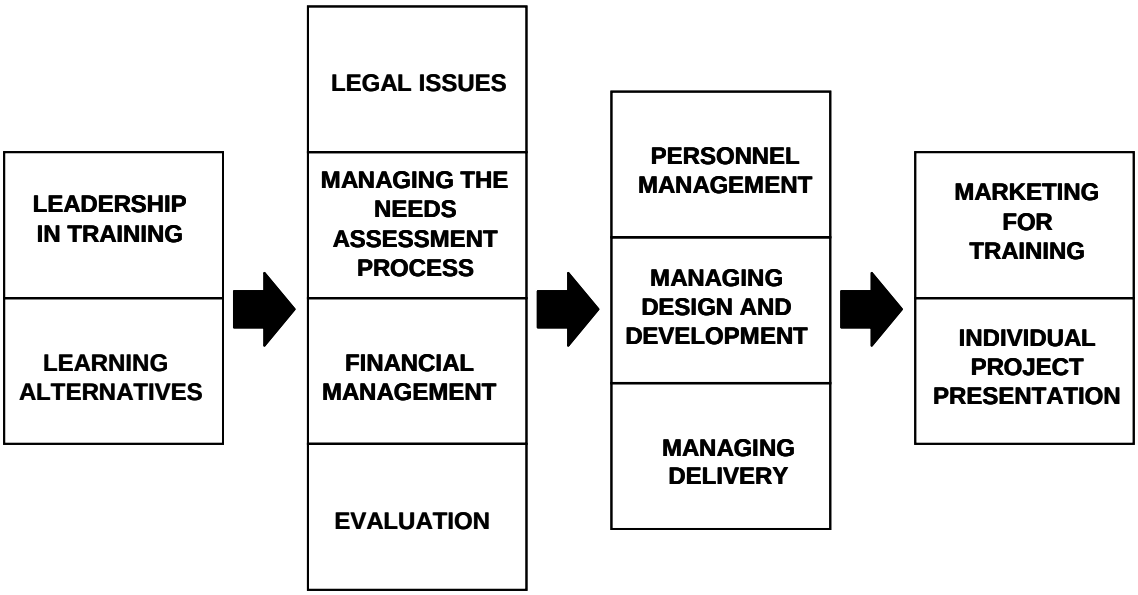
Understanding how a systems approach to training program management can benefit the Training Program Manager will pay dividends when you are faced with budgeting constraints and requisites for program delivery. Knowledge of how to analyze your needs for specific kinds of training and how to establish partnerships with other fire departments, training organizations, and/or educational institutions in your area to pool resources for program delivery will enhance your chances of meeting your goals. By using your knowledge of developing measurable performance objectives and of testing for competency, you can use training acquired externally or training developed internally equally well because you can maintain control of the quality. Or, you can use external organizations to help you produce your training materials.

Likewise, training delivery is done systematically. Your role is to identify, select, train, and supervise instructors. You will match learners to courses and coordinate training schedules and resources, all aimed at meeting training needs and goals.

Finally, you will evaluate the training outcomes. You will assess the effectiveness of training courses to meet training goals. You will decide if courses need modification due to changing needs or due to faulty course design--as you learned in FSCD.

This course is designed to provide you with an understanding of how to manage training in the fire service in much the same way that you now approach training design for the fire service--logically and systematically.

COURSE MAP



Unit 1: Leadership in Training.

- Covers the information a Training Program Manager will need to develop leadership skills.
- Provides an overall understanding of why and how Training Program Managers must be catalysts for change and personal motivators within the fire department.
- Provides skills and knowledge in facilitating training program leadership within the framework of the systems model.

Unit 2: Learning Alternatives.

- Covers new and emerging technologies for managing, delivering, and evaluating learning.
- Describes links between learning objectives and the application of new approaches to learning events.
- Covers the various ways in which people learn.

Unit 3: Legal Issues.

- Identifies the legal issues affecting the training division.

- Provides skills and knowledge to develop a documentation plan.

- Identifies the risk assessment process as part of the increasing emphasis on firefighter safety and accountability.

Unit 4: Managing the Needs Assessment Process.

In this unit you will learn how to bring together the sources of data necessary to design and to develop training based on the concepts of mission and goals, and to make decisions about conducting training programs. This might include

- Where are our firefighters not doing the job properly?

- Where are injuries occurring?

- What new equipment are we buying?

- What new regulations are on the horizon?

Unit 5: Financial Management.

- Describes how maintaining a feedback loop becomes important when a Training Program Manager strives to account for people and resources in training.

- The necessity of a feedback loop between program outcomes and needs assessment within the context of budgeting.

Unit 6: Evaluation.

- Provides both formative and summative evaluation skills as applied to tests, instructors, and courses.

- Long-term impact as a loop to marketing, needs assessment, and financial management will be stressed.

Unit 7: Personnel Management.

- Presents fundamental concepts of human resource development.

- Personnel functions, like all other training organization functions, should be approached systematically in order to ensure that all of the details of decisionmaking are addressed carefully.

Unit 8: Managing Design and Development.

The issues and considerations involved in making decisions about training program acquisition and development.

Unit 9: Managing Delivery.

- This unit provides skills in training scheduling, workload management, supervision of people, and logistics coordination.
- Introduces the processes of facility design, construction, and maintenance.

Unit 10: Marketing for Training.

- Here you will learn how to market your training organization internally and externally.
- You will learn about cost-benefit analysis and the feedback loop.
- You will come away with strategies for marketing success and, ultimately, for training program survival.

Unit 11: Individual Project Presentation.

Each student will share the work he/she has completed on individual projects.

The units in this course constitute the elements of a model for managing training systematically.

LEADERSHIP FOR THE TRAINING DIVISION

What is leadership? It is a process of influencing others toward the achievement of organizational goals. These goals start with the fire department goals and have to be filtered down to the goals of the training division.

Successful organizations have dynamic, effective leadership. What is dynamic and what is effective? **Dynamic** is being responsive to the changing needs of the followers, and **effective** means accomplishing organizational goals through competent and committed followers.

Effective Leaders

For leaders to be effective, it is important that they recognize the value of employees and empower them to become successful. You should use resources in the most effective manner to obtain the best possible outcome, and motivate employees to support mission goals and objectives. Effective leaders expect little for themselves, but expect a lot for their followers.

Dynamic and effective leaders create an environment for success. Leaders promote risk-taking, new programs, new methodologies, and new and unusual instructional methods. Effective leaders listen to employees.

Leaders are motivators. The Training Program Manager should use motivational skills to assist employees and staff to stay motivated and focused on the organization's mission and goals.

Leaders are not ordinary people. It is often said that leaders are the visionaries for tomorrow's fire service. They work in the frontier where tomorrow is taking shape. They are able to guide followers to new horizons. They use their knowledge and leadership skills to guide employees to change their knowledge, skills, and abilities. Leaders are change makers.

Leaders are a catalyst for change. The training division, with effective leadership, is the change agent for the department.

MANAGING CHANGE

The Training Program Manager is a major component of making changes in an organization. The need for change can be influenced by many factors from within and outside the organization. The training division is the change-making body for the organization.

Personnel can perform only as well as they are trained and prepared to perform. Most departments do not have the luxury of hiring career staff or recruiting volunteers who are experts in all aspects of the fire service.

Remember a successful response organization always will have a successful training division.

We are all subjected to change in our lives and must find a method to adjust to changes. Many happenings have occurred in your lifetimes that required a change. Oftentimes changes are met with resistance; many stories have been reported of changes within the fire service that were not well received.

Changes can be affected by outside sources. Changes in national standards or regulations can result in the need for organizational change that usually will be incorporated through training:

- implementation of a two-in and two-out operational procedure;
- introduction of new technology, such as compressed-air Class A foam system technology; and
- acquisition of new equipment.

What changes in training are likely to result from the implementation of these changes in national standards?

- new or revised Standard Operating Procedures (SOPs) or Standard Operating Guidelines (SOGs); and
- training on suppression technology of how Class A foam works, when to use it, etc.

Changes in procedures and concepts, or new technologies being implemented in fire department operations will require operational change brought about by appropriate training procedures.

As the department Training Program Manager you can expect that change frequently will be met with resistance. A common question asked is, "if it's not broken, why should we change?" We have never had a firefighter fall out of a fire apparatus, why do we need to wear seatbelts? In order to be able to address anticipated obstacles it is necessary that the Training Program Manager consider what resistance will be met, and identify measures to overcome those obstacles.

SUMMARY

Leadership is a critical element in being a successful Training Program Manager. Leadership traits can be developed and improved upon. Change is constant and will affect the role of the training division as the department's change maker.

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Activity 1.1

Training Officer Challenges

Purpose

To identify the top 10 items you are responsible for in the management and delivery of your training programs.

Directions

1. You will be divided into four groups.

2. Select a spokesperson for your group.

3. As a group, identify and list on an easel pad the top 10 functions you are responsible for or perform in your role as a Training Program Manager. If there are more than 10 items, you will need to come to agreement on 10 items. A collective answer should be sought with a list of 10 items that group members can come together on.

4. There is no need to prioritize the items in any particular order.

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Activity 1.2

Prioritizing Challenges

Purpose

To evaluate the challenges and degree of difficulty of each of the items identified in Activity 1.1.

Directions

1. Using the list of 10 training challenges identified in Activity 1.1, evaluate the challenges and degree of difficulty associated with each of the 10 items.

2. Discuss and evaluate each of the 10 items and assign a degree of difficulty associated with that task.

    a. Use a "1" for the lowest level of difficulty or challenge and a "10" for the highest level of difficulty or challenge.

    b. At the conclusion of this activity, the list of 10 items identified in Activity 1.1 should be numbered 1 through 10, with 1 being the lowest level of challenge and 10 being the highest.

3. As the instructor processes the activity be prepared to discuss your list, the degree of difficulty you associated with the task, and anything that makes this task unique.

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Activity 1.3

Leadership

Purpose

To identify individuals whom you feel provided and demonstrated critical leadership characteristics.

Directions

1. Identify individuals whom you feel have demonstrated favorable leadership traits:

    a. Industry.

    b. Military.

    c. Government.

    d. Fire department.

2. As you identify such individuals, the class will discuss the leadership traits and characteristics each person demonstrated.

3. There are no clear-cut answers to this activity. The critical part of the activity is to identify what you feel are the leadership traits associated with this individual.

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Activity 1.4

Leadership Traits

Purpose

To identify those traits or characteristics associated with effective leadership and to define how we measure those characteristics.

Directions

Often it is easier to describe the traits or characteristics of leadership than it is to define exactly what it is.

1. Working in your groups, read the scenario.

2. As a group, identify what characteristics you would want the potential candidates to possess for the training position.

3. Have a member list the characteristics on an easel pad, and select a spokesperson to report your group's findings.

4. After a list is made, consider how you would measure those characteristics once the résumé arrived on your desk.

Scenario

Your fire department will be hiring a new Training Program Manager in the near future to oversee all functions of the training division. You want to make sure that the candidate selected will possess strong leadership characteristics.

Your department is a combination career (35 members) and volunteer (75 members). You provide fire, EMS, and hazardous materials services.

Identify what strong and effective leadership characteristics you would list in the "Help Wanted" ad that will be distributed nationwide, see in the candidate's résumé, and have the candidate exhibit.

After you have identified the characteristics or traits, determine the best method to measure them.

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Activity 1.5

Managing Change

Purpose

To evaluate the need for change, who may support or resist change, and obstacles the Training Program Manager may face when trying to implement change.

Directions

1. The instructor will assign a scenario to each group. Read the assigned scenario.

2. As a group, discuss and answer the questions on the SAW as they relate to the scenario.

3. Select a group spokesperson to report the results of your discussion and answers selected.

Scenario 1

Your fire department recently purchased a new high-volume, positive-pressure fan to be used for positive-pressure ventilation. During the meeting when the chief proposed purchasing the fan, there was heated discussion involving two senior members who said it would cause the department to lose buildings. The decision to purchase the fan passed by only 2 votes (18 yes and 16 no) and it now has arrived. The chief called and asked you to conduct training this month on the use of the new fan because he/she intends to put it into service the first of next month. You have read several articles on the concept of positive-pressure ventilation, and the fan manufacturer has furnished a short video on its use. When you posted the notice of the scheduled drill, several messages were left on it, none of them kind to the concept of positive-pressure ventilation. This project seems to be the major topic of discussion at the station. You have read about the positive aspects of the concept, but also learned from some students at the National Fire Academy (NFA) that some of the ways the fans were used in their departments did not work well.

Scenario 2

Your fire department recently finished writing specifications for a new pumper, a project that was very controversial because of a debate about whether the apparatus should have an automatic transmission, a chrome bell, air conditioning, and a Class "A" foam system. Ultimately, the discussion focused on cost, and the automatic transmission, chrome bell, and air conditioning were dropped in lieu of the Class "A" foam system. The chief convinced the board of directors that this would be a good long-term investment and that bells and whistles could always be added later. The apparatus now has been delivered and you have developed a plan and timetable to instruct your membership in the operation and driving of the apparatus. With 30

members to train, you decided to delay training on the Class "A" foam system. The chief has said that this is unacceptable because the foam system is just as important as pump operations. He/She directed you to revise your work plan to include the foam system training. Most of the members were opposed to the foam system and are angry not to have the bell, air conditioning, and automatic transmission. They have threatened to grind the gears out of the truck and bring them back to the chief on a plate.

Scenario 3

The chief and assistant chiefs just returned from a conference that included a class on using straight-stream, smooth bore nozzles for water application instead of the standard fog nozzles you currently use. They purchased four 15/16-inch smooth bore nozzles for your four 1-3/4-inch attack lines (two on each of your two pumpers) and asked you to conduct training on their use. The members already are saying that they won't use the nozzles and are threatening to boycott next week's training session on the nozzles. In basic firefighter training the application of water from various nozzles is discussed, yet the smooth bore nozzle has never been used for interior fire attack in your department. The 1-1/2-inch or 2-1/2-inch fog nozzle has always been the nozzle of choice and is attached to the attack lines. You have been refreshing your knowledge on the use of smooth bore water application and have experimented with one of the new nozzles. At last week's pump drill, you placed a smooth bore and a fog nozzle side by side at their designated pressure; their reach appeared to be about the same. In general discussion the firefighters were not interested in droplet size and how the small droplets from the fog nozzle would turn to steam before they reached the seat of the fire. One old timer kept saying "I thought the intent was to make steam" and they took the smooth bore nozzles off the 1947 pumper years ago and sold them in a garage sale.

Scenario 4

You have observed two auto extrications in the past week during which the entire operation focused on power cutters and spreaders. At one point, the power tool had mechanical problems and the entire extrication stopped while a sparkplug was changed in the power plant. No one wanted to use the hand tools which, in both rescues, would have worked just as quickly and efficiently as the power tool. A certain group makes most of the rescue calls and feels power tools are the answer. When you taught auto extrication, you focused on how vital hand tools, such as hacksaws, sheet metal cutters, and pry bars were and had several application opportunities to demonstrate their applicability. You even ran a demonstration during which one team had a power cutter and the other had hacksaws. The object was to cut the "A" and "B" posts of a four-door sedan and roll the roof back. The hacksaws won the contest and you used that to emphasize your point. The captain of the rescue squad made several comments and excuses for the power tool team and said he/she would choose a power tool any day over the hand tools. Your drill next week is on the use of hand tools and you do not intend to use any power tools. The chief supports your concern and stated that he/she has spoken to the rescue captain several times about this issue.

Activity 1.5 (cont'd)

Scenario Responses

1. Who may oppose your next training class as it is proposed?

_____

_____

_____

_____

2. What type of objections might be raised?

_____

_____

_____

_____

3. Who may support your training plan?

_____

_____

_____

_____

4. What suggestions would you have to overcome the obstacles to your training plan and/or meet the needs of those opposed?

_____

_____

_____

_____

5. Do you believe the proposed training to bring about change is worth the resistance to change you may expect to find?

_____

_____

_____

_____

6. What would you do to prepare for this training challenge and the resistance you anticipate will occur?

_____

_____

_____

_____

Homework Assignment 1

Goal Setting and Technology Survey

Purpose

To begin to set goals for when you return to your home departments, and to list unique technology and programs already in use.

Directions

1. Start filling out the Goal-Setting Worksheet found in the Appendix of this unit.

2. Each of you was asked to being something unique to class that involves technology or unique programs you were using. Fill out the Technology Survey form found in the Appendix.

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APPENDIX

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Goal-Setting Worksheet

Name: _____ Date: _____

A. List 10 goals/dreams you have. These can be professional, career, or personal goals.

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

B. Select 4 of the 10 goals that you hope to achieve.

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

C. Set a deadline for each of your goals.

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

D. List the obstacles that you need to overcome to meet the goals.

E. Identify the people or groups that you will need to work with to reach your goals.

F. List the skills and knowledge needed to reach your goals.

G. Briefly state your Action Plan for each of your goals.

Technology Survey

Name: _____

One of the high points of the course is that students are willing to share materials and information about programs that are being used in their departments with interested class members. Because student background in technology varies a great deal, we are providing optional opportunities for students to improve their knowledge. As part of class on Tuesday afternoon of the first week, we will provide time for students to share innovative experiences being carried out within their departments. On Thursday evening of the first week a hands-on program on Web Research will be presented. On Monday of week two, Presentations and PowerPoint® will be offered. Each student will develop a simple presentation. A Software Show 'n' Tell will be held on Tuesday evening. Software brought by students and instructors, and software available from the FEMA Publications office will be loaded on computers for students to try. It will be removed from the computers at the end of the evening. The programs will take 1 to 1-1/2 hour and will be scheduled at a time convenient to students. Most students, even those who are knowledgeable in the subjects, will be able to gain from them. Please answer the following questions or statements to help the instructors plan for these events.

1. I have brought the following software with me and am willing to show it to class members:

   _____

   _____

   _____

2. I am willing to talk about the following technology innovation:

   _____

   _____

   _____

3. I have special knowledge in the following technology area and would be willing to share it with the class members:

   _____

   _____

   _____

4. I am interested in attending "Introduction to Internet Research." (circle one)

   YES NO MAYBE

5. I am interested in attending "Presentations and PowerPoint." (circle one)

YES NO MAYBE

PROJECT MANAGEMENT CHART

Individual Project

STUDENT NAME:			COURSE DATE:
PROBLEM:			
Background and Significance	Date Due:	Initial:	Nature of problem clearly stated.
			Does the problem address the questions under "Selection of Project Problems"?
			Impact of the problem in the organization.
			How the problem relates to the subject matter covered in TPM.
Source Review	Date Due:	Initial:	Sufficiently comprehensive.
			Recommendations through resources or materials reviewed.
			Short summary of recommendations from other people.
Recommendations for Solving the Problem	Date Due:	Initial:	Evaluate recommendations as being positive or negative.
			Synthesize and integrate recommendations.
			Address recommendations from an implementation viewpoint.
References	Date Due:	Initial:	Written materials referenced.
			Sources from interviews/conversations referenced.

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TRAINING PROGRAM MANAGEMENT INDIVIDUAL PROJECT GUIDELINES

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INTRODUCTION

This guide is designed to assist students enrolled in the National Fire Academy's (NFA) *Training Program Management* (TPM) course in fulfilling the individual project requirements of the program. The primary objective of the guide is to describe what is expected of students as they engage in the project process. In addition, it provides guidelines for students to follow in the preparation of their papers.

The guide also includes the criteria used in the evaluation of individual projects. The instructors are responsible for reviewing and evaluating each class project according to the stated criteria.

Students must successfully complete the Individual Project as part of the course requirements. Upon completion of the project and other course requirements, a certificate will be issued.

WHAT IS AN INDIVIDUAL PROJECT?

The individual project in TPM is designed to allow students to investigate a key issue or problem that has been identified as being important to their fire service organizations in the area of training. Upon completing this project, students will be able to reach some conclusions and make or even implement recommendations (upon returning to their organizations) that will contribute to the improvement of their organizations in the field of training.

This project is expected to generate a creative cognitive process. Through this course and particularly in this project, students will learn to create new ideas or procedures for their own training organizations' problems. Specific recommendations may come from a variety of sources--the instructors, students in the class, staff members, or materials from the Learning Resource Center (LRC). Student suggestions should be based upon their own existing knowledge and other elements that they have never seen combined before. Through this project, students will be able to judge the value or worth of a variety of recommendations from contemporary materials in the LRC, and recommendations from their colleagues or instructors.

Overall, the project is designed for students to have an opportunity to translate what they have learned in TPM into real-world applications upon returning to their organizations.

SELECTION OF PROJECT PROBLEMS

Students are required to identify a problem in their own training divisions of their organizations. Problems should be selected on the basis of organizational need and the ability of the student to apply recommendations upon return. Care should be taken to select a problem or issue that can be researched, written, and presented according to the deadlines within the 9-day course. The problem must be one in which the Training Program Manager or training officer has responsibility and is in a position to recommend, solve, and eventually implement.

The following questions should assist you in selecting your paper topic:

1. Does the problem relate to TPM and to your position as a manager?

2. Is the topic worth researching and coming to a conclusion/sharing results? (Will it contribute to the training function in your organization?)

3. Will it be possible to implement the conclusions and possible solution upon returning?

4. Will there be sufficient sources (including interviews, LRC materials, research papers) in order for you to obtain recommendations during the course?

5. Do you have sufficient time (within the 9-day timeframe) to complete adequately the requirements of the project?

REPORT FORMAT

All reports submitted must be typed double-spaced and submitted according to the required elements below. The students should make every attempt to use contemporary principles and procedures. The information should be as up-to-date as possible.

The paper must be typed double-spaced with proper headings noted. Students are urged to use the computer spelling and grammar programs to assure a well-written paper. All required sections of the paper must be included as outlined below. Students are expected to select a title that reflects the nature of the study and to use correct title page format.

Required Elements of Paper (In Order)

1. Title page (cover page of document)

   Title of Project--Stating the Problem
   Student Name, Organization Name, City, and State
   Title of Course
   Dates of Course Attended

2. Table of Contents (separate page which shows page numbers for each item)

   I. Problem Statement
   II. Background and Significance
   III. Source Review
   IV. Recommendations
   V. Reference Source List

3. Main body of paper, including the following sections:

   I. Problem Statement
   II. Background and Significance
   III. Source Review
   IV. Recommendations
   V. Reference Source List

GENERAL SUBMISSION CONSIDERATIONS FOR EVALUATION

In order to complete the project within the 2-week timeframe, milestones will be established to assure that the student gets the proper feedback from the instructors and so that all of the work may be completed at the end of the class. The student's final paper will be in **final form**; that is, the report will be a finished product, meeting the criteria as stated below.

The NFA expects all students to take their work seriously. The written Individual Project should be organized according to the following guidelines. Reports may range between 7 and 15 typed pages (double-spaced), excluding the Reference List. The NFA expects students in TPM to be capable of expressing themselves in a correct and effective manner. It is important that the papers demonstrate professional quality because each may serve as a major contribution to other fire service personnel.

One hard copy of the completed project must be submitted to the instructors and will not be returned. Be sure to make a copy for yourself.

SPECIFIC EVALUATION CRITERIA

Reports will be evaluated on four separate components as noted below. Please note that each component has specific criteria by which it will be measured.

I. Problem Statement

This section will be a short statement that defines and describes the problem that is to be addressed. This item should be considered carefully as it will be the engine that drives the rest of the project. The project should be limited to one specific item that can be researched and addressed during your course dates. As an example, one student may list the lack of Company Officer (CO) training in developing strategic goals and tactical objectives at emergency scenes produces fire ground activities that are unsafe and unproductive. The next student may state the problem is lack of officer training. This statement does not describe the scope of the problem, the specific items that need to be addressed, and why it is a problem. Producing a clearly defined problem will help to get you on the right track to come up with a recommendation for a solution.

II. Background and Significance

This section sets the stage for the project to be completed by the student. After reading this section, the reader should clearly understand the nature of the problem that led to the project and the purpose of the study. In this section the student must also explain the background of the problem being researched, the impact of the problem on the organization, and how the problem is related to the specific TPM course being completed.

Evaluation Criteria for Background and Significance of the Problem

1. Nature of the training problem or issue precisely and clearly stated.

2. Does the problem address the questions under "Selection of Project Problems"?

3. Impact of the problem on the organization.

4. How the problem relates to subject matter covered TPM.

III. Source Review

This section summarizes critical findings or recommendations of other knowledgeable people or materials that may suggest solutions. It must include recommendations from published materials, surveys, other supporting documents, or from the TPM Student Manual (SM). Information found in the Learning Resource Center (LRC) will be a significant part of your research and ultimately materials used in your recommendations. It must include recommendations from published documents such as suggestions from the TPM Student Manual (SM) and/or any literature found at the LRC. The student must also obtain recommendations from persons i.e., students, instructors, or staff. This section must include a short summary of any interviews the author conducted with people on campus and of recommendations found through research.

Evaluation Criteria for Source Review

1. Sufficiently comprehensive.

2. Critical information contained in the resources or materials reviewed.

3. Short summary of ideas or recommendations from other people interviewed.

IV. Recommendations

This section should contain each student's own recommendations as to how best to solve his/her own problem or issue. First the student should analyze the recommendations he/she has received

by looking at each recommendation as having a positive or negative effect. Then the student must synthesize or integrate recommendations that are seen as positive and helpful to him/her upon returning to his/her organization.

Students may compare and contrast ideas, and look at the merits of several ideas, even in combination with one another. Recommendations should include methods for implementation as well as an explanation of how they represent positive change or potential improvement. Students do not have to accept recommendations that they obtained for this project. Upon evaluation, they may generate their own different recommendations, but must comment on those recommendations that they researched and justify their own.

Evaluation Criteria for Recommendations

1. The report should evaluate recommendations as being positive or negative. These positives or negatives should be written in the student's own words within this section, and it need not be extensive.

2. The report should synthesize and integrate recommendations or see how they work together, particularly if students believe recommendations to be positive.

3. Finally, in this section the students should address their recommendations from an implementation viewpoint.

V. Reference Source List

Sample Format for Written Materials

American Psychological Association. (2001). *Publications manual.* (5th ed.) Washington, DC: American Psychological Association.

Becker, B., Barfield, D., Christensen, R., Dunn, N., Robins, S., & Shankle, R. (1988). *Executive fire officer guidelines*. (Executive Development Research Paper). Emmitsburg, MD: National Fire Academy.

Isaac, S., & Michael, W. (1981). *Handbook in research and evaluation*. San Diego, CA: Edits Publishers.

Sample Format for Sources from Interviews/Conversations

Martin, R. (1997). Interview dialogue. Emmitsburg, Maryland.

Walls, R. (1997). Interview dialogue. Emmitsburg, Maryland.

Sample Format for Sources from Internet Sites

Maryland Fire and Rescue Institute. *MFRI's IAFC Stand Down for Safety Presentation*. Retrieved July 7, 2005 from: http://www.mfri.org/announcements/200506standdown/200506safetystanddown.ppt

National Fallen Firefighters Foundation. *About Everyone Goes Home*. Retrieved July 7, 2005 from: http://www.everyonegoeshome.com/about.asp

UNIT 2: LEARNING ALTERNATIVES

GOAL

To implement appropriate new approaches to managing, delivering, and evaluating learning.

TERMINAL OBJECTIVE

Upon completion of this unit, the students will be able to discuss the benefits of implementing appropriate new approaches for managing, delivering, and evaluating learning.

ENABLING OBJECTIVES

The students will:

1. *Describe the critical link between learning objectives and the application of new approaches to learning events.*
2. *Define accelerated learning.*
3. *List three ways people take in new learning.*
4. *Contrast the traditional view of intelligence with Gardner's view of multiple intelligences.*
5. *List and define each of Gardner's multiple intelligences.*
6. *Describe teaching techniques appropriate to each of the multiple intelligences.*
7. *Demonstrate how the use of different technologies appeals to people who have different intelligence strengths.*
8. *Share technology innovations with which they are familiar.*
9. *Develop a plan for implementing appropriate new approaches in their organizations.*

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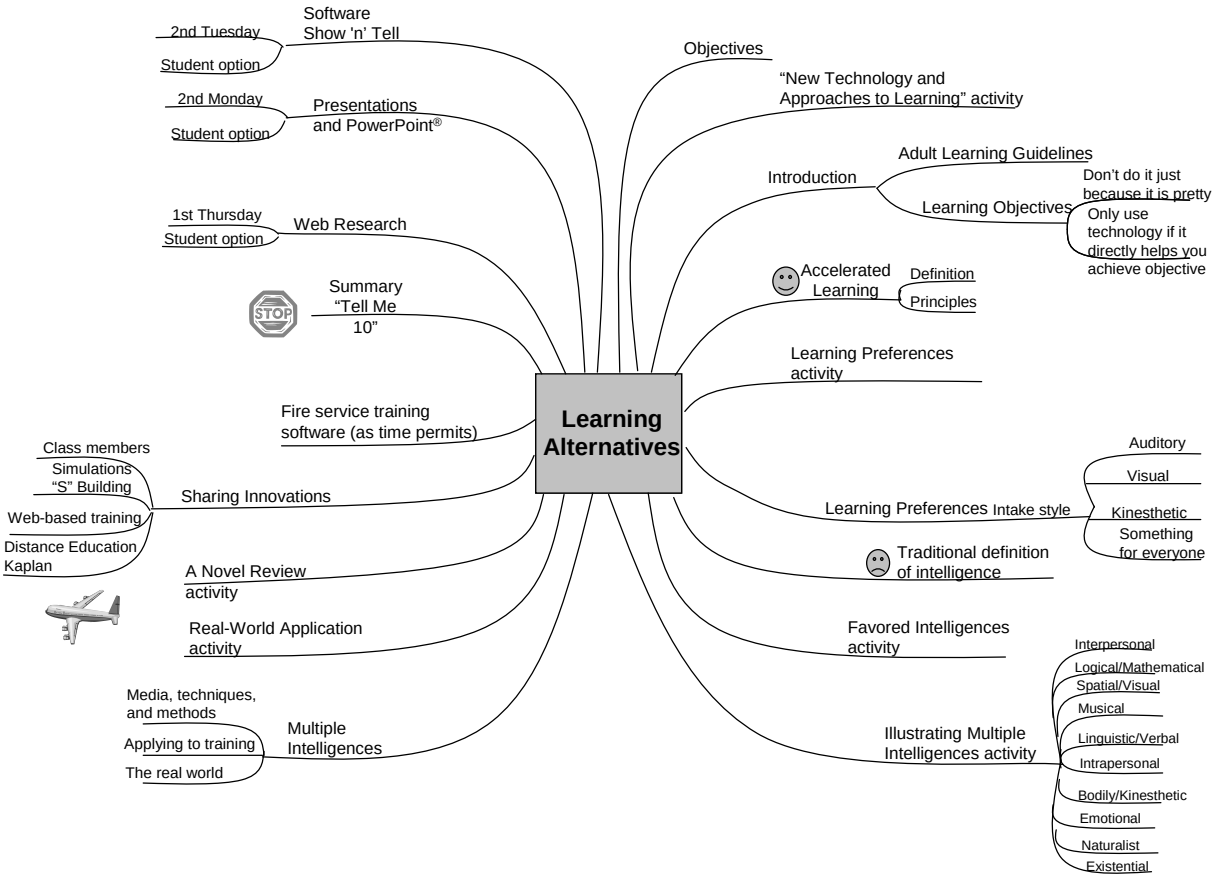
Learning Alternatives



INTRODUCTION

The material in this unit has been adapted from *The Accelerated Learning Fieldbook* by Lou Russell, published by Jossey-Bass Pfeiffer, San Francisco, 1999. It provides a different approach to technology training and challenges you to consider a new way of looking at training. What may have worked for us when we began fire service training may not meet the needs of today's trainees. Any approach to learning, including the use of technology, must be used to appeal to the different ways people learn.

Too often we use technology because it looks "pretty" or is "entertaining," rather than because it enhances our program. All use of technology must relate directly to the learning objectives for the unit you are preparing. We must modify our instructional techniques often, even to the extent of doing things that are uncomfortable to us, to best meet the needs of the learner.

ADULT LEARNING GUIDELINES

Instructors tend to teach in the way that they have been taught and to ignore sound principles of adult learning. We should allow for some self-direction on the part of students, value their experience, and build upon it. Adults are largely internally motivated and their readiness to learn is dependent on what they perceive they need for practical application to their own situation. They are problem solvers and enjoy the challenge of material presented in this format. Research has shown that more effective learning results from collaboration than from competition.

LEARNING OBJECTIVES

The importance of learning objectives cannot be overemphasized. Everything in a learning event must map to a learning objective. Learner and instructor both must understand clearly why they are doing each activity and how each use of technology relates to a specific objective. If technology does not directly help you achieve your objectives, it should not be used.

ACCELERATED LEARNING

Accelerated learning is defined as "quickly creating learning that is of benefit, with long-term retention, by paying attention to the different learning preferences of each individual." This definition suggests we can be more efficient and achieve better long-term retention by recognizing that individuals have different learning preferences based on the way they prefer to take in information and on their strongest intelligences.

Colin Rose, who wrote the book *Accelerated Learning in the 21st Century*, proposed the Six Stage **M-A-S-T-E-R** Model of Learning to promote these ideas.

Motivating the mind--being relaxed, prepared for learning, and motivated by creating buy-in and tapping into learner's life.

Acquiring the information--presenting information in different ways for visual, auditory, and kinesthetic learners. Provides input through key-words, concepts, formulas, and strategies.

Searching out the meaning--using the concept of multiple intelligences to explore the implications and significance of material so you understand it.

Triggering the memory--transfer of learning into long-term memory.

Exhibiting what you know--testing yourself to show you really understand the material.

Reflecting on how you learned--examine how you learned (what worked well and what could be improved) and adjust learning plans for the future.

LEARNING PREFERENCES

Individuals prefer to take in new learning in one or more of the following ways: visually (by seeing), auditorily (by hearing), or kinesthetically (by doing). We recognize that no style is better than another; nor is any one good or bad. Further, learning styles are not related to intelligence in the way we normally think of the word.

Visual intake is preferred alone or in combination by 60 percent of the U.S. public. Auditory intake is preferred alone or in combination by 15 percent of the U.S. public, and kinesthetic intake is preferred alone or in combination by 25 percent of the U.S. public. An individual's preferred style is dependent upon a supportive environment. The atmosphere created by the instructor and the surroundings contribute to this environment. Developing rapport, giving students a sense of belonging, modeling desirable behaviors, providing choices to students, having a purpose for everything you do and sharing the purpose with learners, and conveying that you are enjoying what you are doing are contributions the instructor makes to the learning atmosphere. An attractive room, appropriate lighting and temperature, and seating that fits the current activity create pleasant surroundings.

An instructor meets the needs of all class members by honoring all three preferences. It is important not to judge others by comparing how you would behave under the same conditions because people learn in different ways. You must modify your own behavior to best meet the needs of the learner.

To Appeal to the Visual Learner

- describe what things look like;
- draw pictures to illustrate points;
- use color;
- write things down;
- consider using charts; and
- prepare formal presentation.

To Appeal to the Auditory Learner

- make eye contact;
- slow down speech;
- control body language;
- resist urge to draw or write;
- pause;
- don't interrupt; and
- use variation in inflection, pace, and volume in voice.

To Appeal to the Kinesthetic Learner

- ask learner to talk;
- talk quickly and with hands;
- interrupt to move faster;
- give them something to take with them;
- don't turn out the lights; and
- ask about and talk about emotions.

When trying to satisfy the intake preferences of all learners, you are faced with a dilemma. As you look at the three lists, it appears that there are some direct contradictions. The key is to provide opportunities for each type of learner to learn by his/her preferred style some of the time. To improve learning, you should present new information so learners can:

- see it (easel pad, overheads, posters, etc.);
- feel it and experience it (simulations, note taking, laughter); and
- hear it (lecture, review, time to process).

TRADITIONAL AND MULTIPLE INTELLIGENCES

Traditional view of intelligence was first presented by Alfred Binet in 1900. He felt that intelligence was fixed at birth and based on math and verbal ability. Howard Gardner presented the idea of multiple intelligences. In 1983, he proposed seven different intelligences and he added an eighth in 1997. An intelligence is defined as a skill to solve problems or that leads to a product that is valued in culture or community. IQ is not fixed. People have different aptitudes and ways of processing information internally. There are eight intelligences and they have equal importance. Most people are strong in three or four and have a need to use them. The core idea is that people have different aptitudes and ways of processing information internally.

MULTIPLE INTELLIGENCES

Linguistic/Verbal--Thinking in Words

Characteristics

- Ability to read, write, and communicate in words and use words effectively.
- Sensitivity to the meaning and order of words.
- Key skills are writing, listening, reading, and speaking.

Activated by the spoken word as well as various kinds of humor, such as puns and twists of language.

Teaching Techniques

- write;
- read;
- tell stories;
- journal for reflection;
- play word games; and
- involve students in class discussions.

Logical/Mathematical--Thinking by Reasoning

Characteristics

- ability to use numbers effectively;
- discerning relationships and connections;
- ability to think things through in logical, systematic way; and
- ability to recognize abstract patterns.

Activated by situations requiring problem-solving and meeting new challenges.

Teaching Techniques

- use checklists;
- detail pros and cons;
- include numerical summaries and research results;
- assign logic problems;
- draw cause and effect flowcharts; and
- experimenting, classifying, categorizing, and analyzing.

Spatial/Visual--Thinking in Images and Pictures

Characteristics

- ability to form mental models of the world and change them in your mind;
- ability to think in pictures or visual images;
- ability to represent spatial ideas graphically;
- accurately understand visual world;
- ability to visualize future results; and
- active imagination.

Activated by presenting the mind with designs, patterns, shapes, and pictures and engaging in active imagination.

Teaching Techniques

- illustrate with charts and diagrams;
- mind map;
- use agendas;
- use posters;
- use visualization and imagery; and
- use color to highlight and emphasize.

Musical/Rhythmic--Thinking in Rhythms and Melodies

Characteristics

- ability to understand and appreciate music;
- ability to express oneself through music;
- sensitivity to pitch, melody, rhythm, and tone; and
- creating melody and rhythm.

Activated by the rhythm effect on the brain.

Teaching Techniques

- play music during class;
- create a rap, poem, or song;
- perform choral reading; and
- sing new terminology to common melodies.

Bodily/Kinesthetic--Thinking Through Physical Sensations and Movements

Characteristics

- ability to control one's body movements to express ideas and feelings;
- ability to handle objects skillfully, using gross and fine motor movements;
- ability to learn by movement, interaction, and participation; and
- ability to develop mind/body connections.

Activated through physical movement.

Teaching Techniques

- role play and other activities that involve physical movement;
- simulate through games;
- move seating often;
- use action- and emotion-packed stories; and
- pass out laminated cards.

Interpersonal (Social)--Thinking by Communicating with Other People

Characteristics

- working cooperatively in a group;
- ability to focus outward to other individuals and display empathy and understanding;
- ability to sense the mood, temperament, motivation, and intentions of others; and
- ability to communicate, cooperate, and collaborate with others.

Activated by person-to-person encounters.

Teaching Techniques

- maintain an accepting, supportive environment;
- work in teams or pairs;
- ground rules that emphasize collaboration;
- change leadership roles frequently;
- change teams frequently;
- assign mixed groups; and
- perform role plays.

Intrapersonal--Thinking Reflectively

Characteristics

- ability to look inward and examine one's own thoughts and feelings;
- ability to control one's emotions; and
- ability to use own thoughts and feelings to control own behavior.

Activated by situations that cause introspection and require knowledge of the internal aspects of self.

Teaching Techniques

- promote self-esteem;
- provide quiet time and private place to work;
- ask learner to set objectives and prioritize individually;
- journal for reflection;
- use guided imagery;
- debrief with individual reflection before team discussion; and
- balance time alone with team time.

Naturalist--Thinking in Reference to Nature

Characteristics

- affinity with nature;
- see connections and patterns in natural world;
- strength in categorization; and
- interacting with living creatures.

Activated by immersing the learner in the full sensory experience of the natural world.

Teaching Techniques

- do activities outdoors; and
- open blinds and let the outside in.

ACCESSING MULTIPLE INTELLIGENCES

All training must start with the right ingredients: well-researched content adjusted to meet the needs of the learners and the realities of the organization as defined by specific objectives. Once

these ingredients are in place, then (and only then) the media, techniques, and methods for accessing the eight intelligences are added.

The course schedule does not permit detailed discussion of media, techniques, and methods that emphasize ways of accessing each of the intelligences. The Bibliography lists books and Web sites that contain many appropriate suggestions for media, techniques, and methods. Particularly good sources of strategies and tools for incorporating multiple intelligences into your training are Lazear's *Eight Ways of Knowing*, Meier's *The Accelerated Learning Handbook*, and Rylatt and Lohan's *Creating Training Miracles*. The "Multiple Intelligences Toolbox" contains a specific listing of techniques, methods, and activities drawn from Lazear's *Eight Ways of Knowing*. The details may be found in that excellent reference, and the "Toolbox" diagram is shown on the following page.

APPLYING MULTIPLE INTELLIGENCES TO YOUR TRAINING

Flexibility is essential. Expand your training to address the entire range of intelligences. Students can grow from activities that are not directed at their dominant intelligences. Younger students are continually being subjected to stimuli that address their multiple intelligences in all areas of their lives. Is there any question about why they rebel when they do not have the same stimulus in their fire service training?

NEW APPROACHES AND THE REAL WORLD

Most people return from training enthusiastic and eager to implement the things they have learned. However, enthusiasm turns to disillusionment because leaders and peers are locked into traditional ways of training, and conservative learners view new approaches as time wasters and "kid stuff." In addition, they are given dry and uninspiring content to deliver, and they feel pressure to do more training in less time. In response to this disillusionment, they fall back on traditional approaches because they feel it is safe to do so, even though the end result of their efforts might be unsatisfactory.

The ideas in this unit have been tested and do improve the quality of learning, but they require effort and a commitment on your part.

SOME SURVIVAL TIPS

- Don't plunge in. Conservative learners need time to "warm up" to new approaches.

- Make sure the techniques, methods, and activities relate to your objectives and are not just used to present "new" things in your training.

- Use games and other activities that you feel might be unacceptable sparingly at first and rely more heavily on case studies, small group discussions, debates, mock trials, and in-class projects with presentations. As these approaches gain acceptance, introduce other techniques.

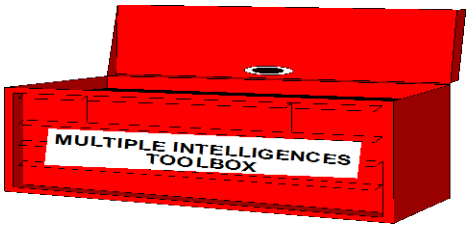
- Go slowly in using music with training. Talk about the research on how music can improve long-term retention.

- It is always important to link everything you do to the objectives you hope to accomplish. Leave out fluff and filler.

Logical/Mathematical
- Abstract Symbols/ Formulas
- Calculation
- Deciphering Codes
- Forcing Relationships
- Graphic/Cognitive Organizers
- Logic/Pattern Games
- Number Sequences/ Patterns
- Outlining
- Problem Solving
- Syllogisms

Verbal/Linguistic
- Creative Writing
- Formal Speaking
- Humor/Jokes
- Impromptu Speaking
- Journal/Diary Keeping
- Poetry
- Reading
- Storytelling/Story Creation
- Verbal Debate
- Vocabulary

Visual/Spatial
- Active Imagination
- Color/Texture Schemes
- Drawing
- Guided Imagery/Visualizing
- Mind Mapping
- Montage/Collage
- Painting
- Patterns/Designs
- Pretending/Fantasy
- Sculpting



Musical/Rhythmic
- Environmental Sounds
- Instrumental Sounds
- Music Composition/ Creation
- Music Performance
- Percussion Vibrations
- Rapping
- Rhythmic Patterns
- Singing/Humming
- Tonal Patterns
- Vocal Sounds/Tones

Bodily/Kinesthetic
- Body Language/Physical Gestures
- Body Sculpture/Tableaus
- Dramatic Enactment
- Folk/Creative Dance
- Gymnastic Routines
- Human Graph
- Inventing
- Physical Exercise/Martial Arts
- Role Playing/Mime
- Sports Games

Interpersonal
- Collaborative Skills Teaching
- Cooperative Learning Strategies
- Empathy Practices
- Giving Feedback
- Group Projects
- Intuiting Others' Feelings
- Jigsaw
- Person-to-Person Communication
- Receiving Feedback
- Sensing Others' Motives

Intrapersonal
- Altered States of Consciousness Practices
- Emotional Processing
- Focusing/Concentration Skills
- Higher-Order Reasoning
- Independent Studies/ Projects
- Know Thyself Procedures
- Metacognition Techniques
- Mindfulness Practices
- Silent Reflection Methods
- Thinking Strategies

Naturalist
- Archetypal Pattern Recognition
- Caring for Plants/Animals
- Conservation Practices
- Environment Feedback
- Hands-On Labs
- Nature Encounters/Field Trips
- Nature Observation
- Natural World Simulations
- Species Classification (organic/inorganic)
- Sensory Stimulation Exercises

(Note: For a more detailed description of the tools, see Appendix B.)

From *Eight Ways of Knowing: Teaching Multiple Intelligences*, 3rd ed. by David Lazear. ©1991, 1999 by SkyLight Training and Publishing, Inc. Reprinted by permission of SkyLight Professional Development. www.skylightedu.com

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Activity 2.1

New Technologies and Approaches to Learning

Purpose

To develop examples of positive and negative experiences with "new approaches to learning and technologies."

Directions

1. Think about the best and worst of all of your experiences with "new" technologies and/or approaches to learning.

2. Briefly describe one of each of these experiences and describe what made each of the experiences good or bad. Make enough notes so that you will be able to describe one of the incidents to the class.

   a. Best "new technologies or approach" experience and what made it the best.

   _____

   _____

   _____

   _____

   _____

   _____

   b. Worst "new technologies or approach" experience and what made it the worst.

   _____

   _____

   _____

   _____

   _____

   _____

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Activity 2.2

Multiple Intelligences Survey

Purpose

To determine your learning preferences after taking the Multiple Intelligences Survey.

Directions

1. The Multiple Intelligences Survey is a snapshot in time of each of the intelligences for one person. Everyone has all the intelligences, and they can be strengthened. Multiple Intelligences is meant to empower, not to label.

2. You will have 15 minutes to take the Multiple Intelligences Survey. Follow the directions, and score your answers at the end of the survey. When you have finished, turn your paper over.

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Activity 2.2 (cont'd)

Multiple Intelligences Survey

Part I

Complete each section by placing a "1" next to each statement you feel accurately describes you. If you do not identify with a statement, leave the space provided blank. Then total the column in each section.

Section 1

_____ I enjoy categorizing things by common traits
_____ Ecological issues are important to me
_____ Hiking and camping are enjoyable activities
_____ I enjoy working on a garden
_____ I believe preserving our National Parks is important
_____ Putting things in hierarchies makes sense to me
_____ Animals are important in my life
_____ My home has a recycling system in place
_____ I enjoy studying biology, botany and/or zoology
_____ I spend a great deal of time outdoors

_____ TOTAL for Section 1

Section 2

_____ I easily pick up on patterns
_____ I focus in on noise and sounds
_____ Moving to a beat is easy for me
_____ I've always been interested in playing an instrument
_____ The cadence of poetry intrigues me
_____ I remember things by putting them in a rhyme
_____ Concentration is difficult while listening to a radio or television
_____ I enjoy many kinds of music
_____ Musicals are more interesting than dramatic plays
_____ Remembering song lyrics is easy for me

_____ TOTAL for Section 2

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Section 3

_____ I keep my things neat and orderly
_____ Step-by-step directions are a big help
_____ Solving problems comes easily to me
_____ I get easily frustrated with disorganized people
_____ I can complete calculations quickly in my head
_____ Puzzles requiring reasoning are fun
_____ I can't begin an assignment until all my questions are answered
_____ Structure helps me be successful
_____ I find working on a computer spreadsheet or database rewarding
_____ Things have to make sense to me or I am dissatisfied

_____ TOTAL for Section 3

Section 4

_____ It is important to see my role in the "big picture" of things
_____ I enjoy discussing questions about life
_____ Religion is important to me
_____ I enjoy viewing art masterpieces
_____ Relaxation and meditation exercises are rewarding
_____ I like visiting breathtaking sites in nature
_____ I enjoy reading ancient and modern philosophers
_____ Learning new things is easier when I understand their value
_____ I wonder if there are other forms of intelligent life in the universe
_____ Studying history and ancient culture helps give me perspective

_____ TOTAL for Section 4

Section 5

_____ I learn best interacting with others
_____ The more the merrier
_____ Study groups are very productive for me
_____ I enjoy chat rooms
_____ Participating in politics is important
_____ Television and radio talk shows are enjoyable
_____ I am a "team player"
_____ I dislike working alone
_____ Clubs and extracurricular activities are fun
_____ I pay attention to social issues and causes

_____ TOTAL for Section 5

Section 6

_____ I enjoy making things with my hands
_____ Sitting still for long periods of time is difficult for me
_____ I enjoy outdoor games and sports
_____ I value non-verbal communication such as sign language
_____ A fit body is important for a fit mind
_____ Arts and crafts are enjoyable pastimes
_____ Expression through dance is beautiful
_____ I like working with tools
_____ I live an active lifestyle
_____ I learn by doing

_____ TOTAL for Section 6

Section 7

_____ I enjoy reading all kinds of materials
_____ Taking notes helps me remember and understand
_____ I faithfully contact friends through letters and/or e-mail
_____ It is easy for me to explain my ideas to others
_____ I keep a journal
_____ Word puzzles like crosswords and jumbles are fun
_____ I write for pleasure
_____ I enjoy playing with words like puns, anagrams and spoonerisms
_____ Foreign languages interest me
_____ Debates and public speaking are activities I like to participate in

_____ TOTAL for Section 7

Section 8

_____ I am keenly aware of my moral beliefs
_____ I learn best when I have an emotional attachment to the subject
_____ Fairness is important to me
_____ My attitude affects how I learn
_____ Social justice issues concern me
_____ Working alone can be just a productive as working in a group
_____ I need to know why I should do something before I agree to do it
_____ When I believe in something I will give 100% effort to it
_____ I like to be involved in causes that help others
_____ I am willing to protest or sign a petition to right a wrong

_____ TOTAL for Section 8

Section 9

_____ I can imagine ideas in my head
_____ Rearranging a room is fun for me
_____ I enjoy creating art using varied media
_____ I remember well using graphic organizers
_____ Performance art can be very gratifying
_____ Spreadsheets are great for making charts, graphs and tables
_____ Three dimensional puzzles bring me much enjoyment
_____ Music videos are very stimulating
_____ I can recall things in mental pictures
_____ I am good at reading maps and blueprints

_____ TOTAL for Section 9

Part II

Now carry forward your total from each section and multiply by 10 below:

Section	Total Forward	Multiply	Score
1		X10	
2		X10	
3		X10	
4		X10	
5		X10	
6		X10	
7		X10	
8		X10	
9		X10	

Part III

Now plot your scores on the bar graph provided:

100									
90									
80									
70									
60									
50									
40									
30									
20									
10									
0	**Sec 1**	**Sec 2**	**Sec 3**	**Sec 4**	**Sec 5**	**Sec 6**	**Sec 7**	**Sec 8**	**Sec 9**

Part IV

Now determine your intelligence profile

Key:

Section 1--This reflects your Naturalist strength
Section 2--This suggests your Musical strength
Section 3--This indicates your Logical strength
Section 4--This illustrates your Existential strength
Section 5--This shows your Interpersonal strength
Section 6--This tells your Kinesthetic strength
Section 7--This indicates your Verbal strength
Section 8--This reflects your Intrapersonal strength
Section 9--This suggests your Visual strength

Remember:

- Everyone has all the intelligences!
- You can strengthen an intelligence!
- This inventory is meant as a snapshot in time--it can change!
- M.I. is meant to empower, not label people!

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Activity 2.3

Favored Intelligences

Purpose

To gain an indication of your intelligence strengths within the context of the multiple intelligences model.

Directions

1. As you watch the video, look for answers to the following questions. They will form the basis of the postvideo discussion.

   a. Give examples of how you have seen these intelligences in adults.

   _____

   _____

   b. Have you ever been judged or classified by anyone (peer, parent, or superior) with regard to your abilities or lack thereof (e.g., chosen last for a team, told to sing softly because your voice is terrible)?

   _____

   _____

   c. How did you feel about it?

   _____

   _____

   d. What are the implications of the multiple intelligences model for recruit training?

   _____

   _____

e. What are the implications of the multiple intelligences model for in-service training?

_____

_____

f. What are the implications of the multiple intelligences model for officer training?

_____

_____

2. After the postvideo discussion, list the intelligences that you feel are personal strengths and weaknesses and share your intelligence strengths and the reasons for choosing them with a partner.

_____

_____

_____

_____

_____

_____

Activity 2.4

Illustrating Multiple Intelligences

Purpose

To develop and present a brief skit that would explain the assigned intelligence and appeal to a group that has strength in that intelligence.

Directions

1. You will be assigned to one of the groups:

    a. Group 1: Linguistic/Verbal.

    b. Group 2: Logical/Mathematical.

    c. Group 3: Spatial/Visual.

    d. Group 4: Musical/Rhythmic.

    e. Group 5: Bodily/Kinesthetic.

    f. Group 6: Interpersonal.

    g. Group 7: Intrapersonal.

    h. Group 8: Naturalist.

2. Your group will develop and present a 3- to 4-minute skit that would explain the assigned intelligence and appeal to a group that has strength in that intelligence. To develop the skit, you might want to read the appropriate text in your Student Manual (SM). List some learning activities that would appeal to a learner who is strong in your assigned intelligence. Select one and develop a brief illustrative skit.

3. Your group will present your role play or demonstration to the class.

4. You should be prepared to discuss what you learned from the activity and how you felt about it.

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Activity 2.5

Real-World Application

Purpose

To identify unit content that has application to your own organization and describe specifically how you plan to use it.

Directions

1. Look back through the unit and jot down your thoughts, insights, things you want to do, things you want to remember, etc.

2. Questions to get you started (only use them if you don't know where to begin). A good place to start might be the unit learning objectives.

    a. What personal beliefs do you have that might block your students' learning?

    b. Does the way you process new learning in terms of multiple intelligences interfere with the way your students learn?

    c. How effectively do your students learn?

    d. How could you improve this effectiveness?

    e. Do you honor the diversity in your learners?

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Activity 2.6

Cases in Multiple Intelligences

Purpose

To apply various training strategies based on specific case studies that will illuminate aspects of multiple intelligences.

Directions

1. You will be divided into five groups.

2. Read the scenario and, in your group, begin to discuss the questions at the end. Be prepared to share with the class your reactions and response.

Scenario 1

You are the training officer for the Salem Fire Department, which consists of 75 career people, covering the broad range of fire and emergency services personnel. Salem is an old industrial city of 75,000 people with a lower socioeconomic living standard.

Station One in Salem Township has a hazardous materials response unit. Your training office provides local refresher courses in hazardous materials response. The courses are very technical, and are all paper based with an objective exam at the end. Eight people form the team of hazardous materials responders. They are all older personnel. Five of them have a high school degree and no college, two were high school dropouts, and one has an associate's degree from the local community college.

These hazardous materials responders always have complained that the courses are boring and the tests are too hard. Most of them are not motivated to do what is required. After one recent course and exam, they all complained that the course was not realistic enough. Many of the responders typically do not pass the written test on the first or second try. Each person felt that he/she can perform his/her job well, but never get to prove that to anyone. The unit has put the training office on notice that they will not take any more training that is not relevant to their performance.

Questions:

1. Which one of the multiple intelligences is this group asking for in their future training?

_____

_____

2. As the training officer, what steps can you take to meet these responders' training needs?

_____

_____

Scenario 2

Sam Davis is a fire officer (level 3) in the Lowell Fire Department. Sam is a 24-year veteran of the department, and presents one of the training division's biggest challenges. Sam is a free-spirited person who likes to talk. He has developed a wonderful relationship with everyone in the department, and is well respected by his peers. Sam however is very free-spirited, and some even say he is the department's best actor. He can ad lib with the best of them.

Through the years, Sam has not done well in training. He had been one of training's "problem children." He refuses to attend training, does poorly on exams, and has managed to convince people in his stations that training is useless. It seems that Sam can do a good job in talking about skills, and loves situations where he can express himself. Sam, like many senior personnel, did not finish high school, and finds training to be hard and useless.

Sam has given the training office an "edict." Sam says to change the type of training to be more suitable to him or he will speak directly to the mayor of Lowell, who happens to be Sam's neighbor. Sam is scheduled for some refresher courses in 3 months. You are the training officer in the Lowell Fire Department.

Questions:

1. What type of intelligence does Sam exhibit?

_____

_____

2. Provide a plan for how your training will bring Sam into the fold before he does something drastic.

_____

_____

Scenario 3

Four new young recruit firefighters have recently finished their basic training and are assigned to work in Station 5 in the Dover Fire Department. These young recruits represent the new generation. They are all around 20 years old; they carry iPods, Blackberries, and are all computer geeks. The young firefighters do no reading; they get their news from the computer, and seem to be disconnected from people and surroundings.

The Dover Fire Department is too small to conduct basic training, so all recruit training is done in cooperation with a larger neighboring fire department (Hanover). You received a call from the training officer in Hanover to warn you about these recruits. The training officer said that the recruits all struggled with training. He said that they are "so weird" that nothing seemed to fit them.

The training officer also said that they are all smart and could do the written parts well, but in actual hands-on, they are very weak. They are all studious, yet funky and full of rhythm. The firefighters all seem nice and approachable, but you discover that their personalities and orientation to training seem so different that you are not sure how to connect.

As the training officer in the Dover Fire Department, you are concerned about how to deal with them with respect to training requirements. They are scheduled for some refresher training in 3 months.

Questions:

1. What type of intelligences do these young firefighters exhibit?

_____

_____

2. What is your plan to bring them into required training sponsored by your office?

_____

_____

Scenario 4

You are the new training officer in the Hampton Fire Department. You have been told by many people that there are distinctly two types of people that come to you for training--the senior personnel and the young personnel. These two groups do not work well together.

The senior personnel love the hands-on training and do well, but have a tendency to appear better, and on more than one occasion harass the younger firefighters. The younger firefighters do well on all written exams, but do not do well on the cooperative hands-on work. They may feel intimidated.

While there is some hands-on training available, most of the training is traditional, and includes lecture and test. The young firefighters do not seem to pay attention much in class but score high on tests. Senior firefighters do not believe that they should even come to training, and simply do not perform as well. The senior firefighters have approached you with suggestions that you conduct hands-on training, but you know that you do not have enough equipment to do this.

Your challenge as the training officer is to try to bring these two groups together and provide training that they want and will respect.

Questions:

1. What types of multiple intelligences are apparent with these two groups?

   _____

   _____

2. What is your plan to be able to reach both groups and have them work more together in training?

   _____

   _____

Homework Assignment 2

Legislation Related to Personnel Management

Directions

Tomorrow's unit will focus on legal issues. In preparation for that unit, your group will need to conduct appropriate research to prepare a short presentation (5 to 10 minutes) on a particular legal issue. Special attention and emphasis should be placed on how this legal issue could affect the training division of a fire department.

Your instructor will assign each group a legal issue to research and present a brief explanation of what it involves, who it affects, any case law that may be critical to the issue, and any supporting information that would be beneficial to the other participants to better understand the issue.

1. Fair Labor Standards Act (FLSA).

2. Discrimination against the disabled--Americans with Disabilities Act (ADA).

3. Copyright/Plagiarism.

4. Vicarious liability.

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BIBLIOGRAPHY

The suitability of references is dependent upon the learning style of the individual using them. The author has suggested references that he found useful while writing this unit and that are representative of those available. If you are interested in further information on any of the topics discussed in the unit, browse through the appropriate section in a library, computer, or general bookstore to find those that you feel fit your learning style and appeal to you.

Accelerated Learning and Multiple Intelligences

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Informative Internet Sites on Unit Topics

Accelerated Learning and Multiple Intelligences

www.acceleratedlearningnetwork.com
www.learnativity.com
www.learnfast.co.uk
www.learningforum.com
www3.sympatico.ca/thetrainingoasis/
www.zephyrpress.com

Presentations

www.presentations.com
www.presentersonline.com

www.presentingsolutions.com
www.3m.com/meetingnetwork/sitemap.html
www.trainingsupersite.com

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UNIT 3: LEGAL ISSUES

GOALS

1. *To identify legal issues affecting the training division.*

2. *To develop a training documentation plan that assures compliance with legal, liability, and certification documentation requirements.*

3. *To identify the risk assessment process as part of the increasing emphasis on firefighter safety and accountability.*

TERMINAL OBJECTIVES

The students will be able to:

1. *Analyze the degree of compliance in their own departments with respect to legislation and Federal regulations.*

2. *Design a training documentation management plan suitable for use in their own departments.*

ENABLING OBJECTIVES

The students will:

1. *List and describe major legislation affecting the personnel function within the training program.*

2. *List and describe Federal regulations that affect the training program.*

3. *From the list of Federal regulations and the students' knowledge of State regulations, prioritize the types of training that their departments might need to accomplish their missions.*

4. *List the requirements for a sound documentation plan.*

5. *Describe the advantages and disadvantages of computer and manual documentation systems.*

6. *Develop a list of desired elements of a training information system.*

7, *Identify the importance of an awareness of the significant risk management issues related to firefighter safety and accountability.*

LEGAL ISSUES IN TRAINING

No one is immune from liability. However, you can take steps to ensure that your conduct will be found to be reasonable and proper. One of the ways to minimize legal liability is to provide training.

Four broad areas of legal issues are of concern for the Training Program Manager:

1. Legislation related to personnel management.

2. Federal regulations.

3. State regulations.

4. Standard of care.

In addition to any coverage provided by the department or local government, it is prudent for each person involved in training to provide personal liability protection:

- through his/her personal homeowner's or renter's policy;
- by being named as an additional insured on the department's or the city's policy; or
- by purchasing a special instructor policy.

Check to make sure you have the insurance coverage you think you have.

LEGISLATION RELATED TO PERSONNEL MANAGEMENT

This section provides a brief overview of each area. For more details, you should do further reading and/or seek competent professional advice.

Compensation Issues

The Fair Labor Standards Act (FLSA) was passed to set minimum wage and maximum hours without overtime compensation. In general, overtime must be paid for all hours in excess of 40 per week. An exemption applies to firefighters. Other employees of the fire department must be paid overtime. FLSA does not permit an individual to perform hours of volunteer service for the same public agency when such hours involve the same type of services that the individual is employed to perform for the same public agency.

Equal Pay

The Equal Pay Act of 1963 requires equal pay for substantially equal work done under similar conditions. Equal work requires about the same level of skill, effort, and responsibility. Different pay can be based on a valid seniority system or merit system.

Discrimination Issues

Discrimination occurs when people or groups of people are treated differently because of some characteristic (e.g., age, race, sex, religion, marital status, national origin). Most employers will not practice overt discrimination in violation of the law, but subtle discrimination often exists.

There are two bases for nondiscrimination. There is the obvious legal basis for nondiscrimination and the tangible and intangible penalties for discrimination. We also should recognize the benefits of a culturally diverse organization in sharing ideas, perceptions, and experiences and in strengthening the organization.

Disparate treatment occurs when an employer treats a specific individual differently from the way he/she treats other employees. Adverse impact takes place when a policy or practice affects an entire protected group (of which the employee is a member) differently from the way it affects other groups. Some policies may appear to be impartial, but may have a greater effect on a protected group. An employer may be discriminating if he/she fails to accommodate a particular need of an employee who is a member of a specific protected group. The courts are continually changing the list of protected groups. It is important to note that employers and supervisors are responsible for the actions of their subordinates, even though they may not be discriminating themselves.

The selection process may not be biased against persons because of race or national origin. Offensive racial and ethnic comments are not permitted in the workplace.

Sexual discrimination occurs when employment decisions are based on an employee's gender instead of his or her qualifications. Sexual harassment occurs when an employee is subjected to unwelcome behavior from an employer (or someone under the employer's control) that happens only because of the employee's gender.

Maternity and Family and Medical Leave

The Pregnancy Discrimination Act states that women who are pregnant must be treated the same as other applicants or employees on the basis of their ability or inability to work. The Family Medical Leave Act requires up to 12 weeks of unpaid leave in any 12-month period for childbirth, adoption, care of a child, spouse, or parent with a serious health problem, or for an employee's own serious health problem.

Discrimination Against the Disabled

A disabled person is one who has a physical or mental impairment that limits one or more major life activities, has a record of such impairment (i.e., recovered from previous condition), or is perceived to have an impairment (i.e., people think the individual has one). The Americans With Disabilities Act (ADA) prohibits discrimination against qualified disabled people by requiring employers to make reasonable accommodation for those who can perform the essential functions of the job, unless the accommodation would cause undue hardship to the employer.

Age Discrimination

The Age Discrimination in Employment Act protects employees from discrimination because of age.

Religious Discrimination

The employer must reasonably accommodate religious practices in light of business circumstances.

Equal Employment Opportunity

Equal Employment Opportunity (EEO) refers to the right of all individuals to compete on an equal basis for a job without regard to race, creed, national origin, religion, disability, gender, or age. Originally, equal employment laws were written to eradicate intentional and unethical acts of discrimination. However, many practices continue to discriminate unintentionally against minorities and women.

Both court decisions and laws have said that minorities and women not only will be employed, but will be recruited actively and selected appropriately. Action to the contrary is only permitted if a particular person is incapable of performing valid job-related tasks.

Affirmative Action

Affirmative action is a voluntary and deliberate action on the part of an employer to ensure that personnel practices meet EEO requirements. A prerequisite to successful affirmative action is commitment. It must begin at the top and work down. Since it is difficult to change attitudes, the initial efforts should be directed at changing nonsupportive behavior. We should be concerned not only with liability issues associated with discrimination, but also recognize the benefits of a diverse organization in the sharing of ideas, perceptions, and experiences.

Health and Safety Issues

Because of limited enforcement capabilities, the responsibility for compliance rests with employers to do the right thing, and with employees to report them if they don't.

Occupational Safety and Health Act

The Occupational Safety and Health Act requires employers to comply with general safety standards that apply to all workplaces, as well as to specific standards that apply to specific work environments. The employer has a general duty to provide a workplace that is free from recognized hazards that are likely to cause death or serious physical harm.

Other Legislation

Access to Personnel Files

Personnel records should be job related and based on business necessity. Only those people who have a "need to know" should have access; employees are permitted access to their own files. Medical records are considered to be confidential under ADA.

Drug and Alcohol Testing

Drug and alcohol testing is very controversial, and difficult to do without being discriminatory.

Family Education Rights and Privacy Act of 1974

Mandates that an individual's records are confidential, and that information contained in them may not be released without the individual's prior written consent.

An outside training agency may require written consent from the individual to release a transcript to the sponsoring department.

Copyright/Plagiarism

Copyright is a form of protection provided by Federal law to the authors of original works. It gives the owner the exclusive right to reproduce the work, to prepare derivative works, and to perform or display the copyrighted work publicly; it is illegal for anyone to violate these rights.

Sections 107 through 118 of the Copyright Act of 1976 establish some limitations to these rights. The major limitation of concern to trainers is the doctrine of "fair use," which allows limited use. A single copy of a chapter of a book, an article from a periodical, a short essay or poem, a chart,

graph, diagram, drawing, cartoon, or a picture from a book may be made for scholarly research or for use in teaching or preparing to teach a class. Multiple copies for classroom use may be made as long as they do not exceed more than one copy per student in a course. The copying must meet the tests of brevity, spontaneity, and cumulative effect, and must include a notice of copyright. Brevity places numerical limits for each type of work. Spontaneity requires that the copying is at the instance and inspiration of the individual teacher and the inspiration and decision to use the work and the moment of its use for maximum effectiveness are so close in time that it would be unreasonable to expect a timely reply to a request for permission. Cumulative effect means that the copying is for one course in the institution in which the copies are made.

Copyright infringement carries heavy penalties, with the normal penalty from $250 to $10,000 for each violation, and up to $50,000 for willful violation. If a question exists as to whether an act of copying would be a violation of copyright law, the safest approach is to seek permission.

Plagiarism is representing the ideas or words of another as one's own without crediting the originator.

Two excellent publications on copyright law:

1. Circular 1--*Copyright Basics*.

2. Circular 21--*Reproduction of Copyrighted Works by Educators and Librarians*.

These Copyright Office publications may be ordered by writing to:

Publications Section, LM-455
Copyright Office
Library of Congress
Washington, DC 20559-6000

Publications also may be ordered by calling the Forms and Circulars Hotline (202-707-9100). Orders are recorded automatically and filled as soon as possible.

Jury Duty, Witness Duty, and Voting Time

An employer can't discipline an employee for serving jury duty (Federal Jury System Improvement Act of 1978). Some States have laws requiring that the employee be paid for jury duty. An employee cannot be disciplined for being summoned to court as a witness. Some States have laws dealing with whether employees have to be paid. There is no Federal law requiring an employer to give time off to vote. Some States require time off if the employee does not have enough time outside working hours to vote.

Immigration Reform and Control Act

The Immigration Reform and Control Act requires employees to prove their identity and eligibility for employment. An employer must verify the employment eligibility of everyone hired so as not to give the appearance of discrimination against any class of employees.

FEDERAL REGULATIONS

We provide a wide range of services that are subject to Federal regulation. It is our responsibility to train all personnel to the minimum level of competency required by applicable regulations. The trainer has a responsibility to train to minimum competency using safe practices and assumes the liability for failure to do so.

Specific Regulations

Occupational Safety and Health Administration (OSHA) regulations are established to protect employees from accidental injury or harm that might occur in the work environment. If you are in an OSHA State, you have State OSHA enforcement. If you are not in an OSHA State, the Environmental Protection Agency (EPA) enforces some rules, and the specific standards tend to define accepted practice. If you violate OSHA regulations, legal action can be taken by the enforcement agency.

OSHA Regulations

29 CFR 1910.120--Hazardous Waste Operations and Emergency Response (HAZWOPER). Requires first responders to have training in hazardous materials emergencies to the operations level for those who respond in defensive mode to contain release and to prevent exposures.

29 CFR 1910.134--Respiratory Protection. Requires users of respiratory equipment to be trained in use and maintenance.

29 CFR 1910.146--Confined Space. Requires that rescue teams must be trained in use of personal protective and rescue equipment, procedures to accomplish rescue duties, and first-aid training. They also must complete practice rescues at least once a year.

29 CFR 1910.156--Fire Brigade. States that employees must be trained in all duties that they may be assigned to complete. Firefighters must be trained to be firefighters, officers to be officers, instructors to be instructors, etc.

29 CFR 1910.1030--Bloodborne Pathogens. Requires that employees be trained in precautions against acquiring diseases through contact with body fluids. It requires an annual refresher.

29 CFR 1910.1200--Hazard Communication. States that all employees must be trained in how to recognize hazards in the workplace and how to obtain information about those hazards.

29 CFR 1910.1035--Airborne Pathogens (Tuberculosis). Requires training in use of respirators and precautions to avoid diseases from airborne pathogens.

NFPA Standards

Although not mandated unless adopted by the Authority Having Jurisdiction (AHJ), regulatory agencies are beginning to require compliance to certain National Fire Protection Association (NFPA) Standards. NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program,* is not law (unless adopted by the AHJ with enforcement authority), but it does represent a consensus standard--a standard by which a reasonable person would operate a fire department. NFPA 1500 is a planning document and every department should have an implementation plan.

NFPA 1500 references training in the following Standards:

- NFPA 472, *Standard for Professional Competence of Responders to Hazardous Materials Incidents*;
- NFPA 473, *Standard for Competencies of EMS Personnel Responding to Hazardous Materials Incidents*;
- NFPA 1001, *Standard for Fire Fighter Professional Qualifications*;
- NFPA 1002, *Standard for Fire Apparatus Driver/Operator Professional Qualifications*;
- NFPA 1003, *Standard for Airport Fire Fighter Professional Qualifications*;
- NFPA 1021, *Standard for Fire Officer Professional Qualifications*;
- NFPA 1031, *Standard for Professional Qualifications for Fire Inspector and Plan Examiner*;
- NFPA 1035, *Standard for Professional Qualifications for Public Fire and Life Safety Educator*;
- NFPA 1041, *Standard for Fire Service Instructor Professional Qualifications*;
- NFPA 1521, *Standard for Fire Department Safety Officer*; and
- NFPA 1561, *Standard on Emergency Services Incident Management System*.

NFPA 1403, *Standard on Live Fire Training Evolutions,* sets standards in an area where many firefighters have been injured and killed in recent years. Training also is required in apparatus training and driver certification, Emergency Medical Services (EMS), and Incident Command System (ICS).

Compliance

Fire departments are mandated to deliver and to certify adequate and timely training based on the applicable standards. They may be cited and fined for lack of training, documentation, or compliance with specific sections of the law. If your agency adopts a standard, it can be

enforced. Even if you don't adopt a standard, it still can be cited in a civil negligence suit by an expert witness hired by a plaintiff attempting to establish a standard of care that should have been used. At the least, every department should be working toward voluntary compliance. It is important to have a realistic view of your department's capabilities, to make sure that your customers understand those capabilities, and to make sure they do not have unrealistic expectations. In developing a compliance plan, you should focus on those elements that deal with your department's greatest needs. Don't train people for things that they should not be doing. Your Standard Operating Procedures (SOPs) form the basis for training. Make sure that members can do what you expect them to do.

There are some alternatives to assist with compliance:

- regionalize training course offerings and facilities;
- share courses and instructor expertise;
- develop and use existing train-the-trainer programs;
- use mobile training facilities;
- use new technologies such as satellite programming, video, and computer-based training;
- foster industry/fire department partnerships; and
- form college/fire department partnerships.

Citations for noncompliance with mandates have potential civil and/or criminal liability implications. If someone has been injured or killed as a result of an OSHA violation, civil suits are almost certain to follow.

LIABILITY

Liability results from a failure of duty. To prove liability, the injured party first must prove negligence. Negligence is the failure to do something that a reasonable and prudent person would do, or doing something that a reasonable and prudent person would not do.

There are four elements of negligence. First, there must be a duty--owed or assumed. Once you have a legal duty, as established by internal customs or policy or by statutory standards, you must act reasonably in carrying out that duty. The reasonableness of your actions should take into consideration your training and experience and the conditions under which the care is rendered. For example, generally, in emergency services, we have an implied duty to act. If we initiate emergency action, such as starting to respond with emergency equipment, we clearly have assumed a duty.

Second, there must be a breach of that duty. A breach of duty occurs when you fail to complete that duty properly (i.e., you failed to conform to a standard of care). This can happen through the improper performance of an act or a failure to act. As an example, we improperly carry out a primary patient survey and fail to discover and to treat an injury.

Third, there must be causation. Causation requires that, as a result of that breach of duty, an individual (or organization) is harmed in some way. They claim that what you did had a direct

relationship to what happened to them. For example, because we fail to treat the injury, the patient suffers further physical damage.

Fourth, damage must have been suffered by the plaintiff.

Everyone is responsible and liable for their actions. You can be sued for anything at any time, even when you are acting in the best interest of a victim. You also can be sued if your customers do not get the level of service they expect and have been promised.

As long as you perform your duties within reasonable guidelines or established standards, and you document what you do, you are laying the groundwork for a defense. There are two legal defenses against liability:

- You did not do it--documentation forms the basis of proof of what happened.
- You did it, but governmental immunity protects you.

Training Liability Issues

Vincent Brannigan (*Fire Chief*, January 1995) identified a number of liability problems unique to training:

- Because students are being taught the unfamiliar, instructors must train themselves to teach step by step.
- Instructors compromise safety to make training more realistic.
- Liability defenses that apply in emergency situations do not necessarily apply to training.
- Disputes arise over responsibility for injuries when one department trains another.
- Because training is supposed to be under total control, events that might be accepted at actual fires are likely to be considered negligent in training.

Brannigan makes the following suggestions to reduce exposure to liability in training situations:

- Make sure trainees are physically fit.
- Get legal clearance before training underage firefighters.
- Permit no horseplay.
- Liability releases might not be valid.
- Have appropriate backup and support for hazardous training.

- Training Program Managers must be trained properly.
- Comply with standards.
- Investigate all injuries.
- Consider environmental liability.

DOCUMENTATION

Introduction

Case Study

At about 3:30 a.m. on September 16, 1991, a tractor-trailer traveling on an interstate highway in Connecticut hit construction barriers and overturned. About 5 minutes after the arrival of the first fire department units, an unidentified product was discovered to be leaking from the tanker down the ramp. The fire chief established a safety perimeter and a Command Post (CP). The product was identified as formaldehyde, and appropriate notifications were made. The injured driver was transported from the scene within 15 minutes. Cleanup was completed within the next 20 hours.

Does this sound like an appropriate reaction to the incident on the part of the fire department?

CONN-OSHA, the State agency responsible for enforcement of Federal OSHA regulations, subsequently investigated the incident and cited the department for not conducting air monitoring and for failure to train all members to the first responder-operations level. The citations were based on an examination of training records, SOPs, and personnel training levels.

Given the circumstances, would your department have handled the incident in a similar manner?

This case study is an example of an incident that was handled appropriately--the victim received prompt care, and there were no firefighter injuries. And yet, the fire department was subjected to the stress of dealing with OSHA citations that thorough documentation might have prevented.

Does your department have the required documentation to show appropriate training levels for the types of incidents to which you respond?

Why Document?

Information management is a skill, not "busy work." Fire departments document to satisfy State and Federal legal requirements, to reduce liability exposure, to verify certification, and to justify additional personnel and equipment.

The Gordon Graham video "Fire Department Civil Liability--The True Story" suggests three types of incidents that should be documented.

1. Any injury to person, damage to property, or damage to interest in property (an action on our part that damages another economically).

2. Any major injury (requiring hospitalization) in which we have people on the scene, or where the department's property is involved.

3. Any time someone threatens you with litigation.

Personnel Records

The personnel file for every member of the department should contain an employment history file, training and certification records, payroll, medical, and safety records. Employment history records should contain information about hiring, promotions or demotions, disciplinary actions, commendations, and termination.

Training Records and Reports System

A training records and reporting system must document all training and education completed by the individual. It also should document all training activities of the training division.

Training records should include schedules for all training; daily training records, including instructor, subject, and hours; company training; individual training; monthly and yearly summaries; and certification results. Signed lesson plans should be kept to verify the training that actually took place.

These may be computer programs. They may run on CD-ROM.

Documentation Attributes

All training documentation should be

- complete--contains all necessary information;
- pertinent--does not contain unnecessary information;
- accurate--reflects what really happened;
- timely--completed according to "usual practice"; and
- neat--legible, correct spelling, etc.

Recordkeeping System for Training

A training record system can be kept manually or electronically. With a manual system, a series of forms must be filled out and filed. Almost every department finds that it is useful to maintain some manual records. They are transportable, cheap, can be used during power failures, and they do not require great expertise to use.

An electronic (computer) system can use off-the-shelf or custom-developed programs. The program selected must be fitted to department needs. Computer systems retrieve data easily, are cost effective and more accurate, and can produce comprehensive reports for decisionmaking. An important issue is to decide what records and reports must be stored in hard copy. Not everything needs to go in a computer. Putting information into a computer and getting it out requires time and money. The computer should be used when timely, accessible, summary information is required. Hard copy should accompany computer records where records require a signature.

Developing and Managing a Documentation System

System Design

It is desirable to minimize elements of a system; standardize forms and procedures for input and output, make them simple; and decide how data input will take place.

Planning a Recordkeeping System

Planning includes carrying out a needs assessment, developing a plan that outlines the entire documentation system, and obtaining a commitment to use the system as intended.

Retention of Records

Decisions need to be made about how long to keep records. Check your State law. Legal requirements vary, and different laws may specify different retention periods.

Organizing an Information System

The system must be well organized to avoid overwhelming users. The designer must meet with staff to develop policies regarding the type of records to be kept, how long to keep them, and who will have access to them. Other issues are the selection of hardware, developing system documentation, arranging training for users, and arranging for technical support.

Evaluation of information and recordkeeping systems should be done annually.

RISK MANAGEMENT

Introduction

Fire department operations can be very risky, and there is a need for adequate protection for the organization and the individual members. It is important to protect both, because the interests of the organization and its members can differ.

Risk management is the process of analyzing the risks that might be faced by an organization and developing a plan to limit the adverse effect. Adverse effect is limited by eliminating exposure to risk, limiting probability of loss, or reducing cost if loss occurs. The goal is to protect the organization and its members from potential loss.

Risk management is especially important when the Training Program Manager or a division member is assigned as the department Safety Officer.

Areas of Risk Exposure

Two elements of training exposure are those things that can occur while training is taking place, and those things that result from a trainee doing improper things and failing to do proper things in the normal course of firefighting duties as a result of lack of training or improper training. Areas of greatest potential exposure are professional liability, motor vehicle operations, and emergency or training scene incidents, either through workers' compensation claims or through liability related to interactions with citizens.

Managing Risk

The first step in risk management is risk identification. It is necessary to establish procedures and a communication system to allow for a complete inventory and a discovery of potential risks.

Next, a risk evaluation must take place. Its purpose is to determine potential losses associated with risks by looking at probability or chance of risk (frequency), and the impact of the occurrence on the organization (severity).

The third step is risk control. Risk is controlled by avoiding the risk, controlling the loss by reducing either the frequency or severity of the risk, transferring the risk to another party (e.g., insurance company or municipality), or retaining or bearing the risk internally (self-insurance).

Training Risk Management

- Emphasize safety and train firefighters to appropriate competency levels.
- Prioritize training to meet identified needs (those that provide solutions to existing or potential problems) with highest priority to areas involving human life or safety.

- Train to performance outcomes and make students aware of potential risks.
- Evaluation should be competency based.
- Content should be developed from instructional goals, which are to prepare the individual to perform as a firefighter.

Firefighter Safety and Accountability

Statistical data compiled by the U.S. Fire Administration (USFA) and the NFPA indicate that as many as 10 percent of annual firefighter fatalities occur during some form of training activity. These situations may include a fatal vehicle accident while traveling to a training site in a personal vehicle, doing physical fitness training, injuries as a result of burns from a fire training evolution, an accident involving the operation of fire apparatus, or other training functions.

The USFA and the National Fallen Firefighters Foundation (NFFF) have entered into an "Everyone Goes Home" 10-year effort to reduce fire service deaths and injuries. The safety culture that is developed in the firefighter results from the importance and emphasis placed on safety in his or her initial training programs.

The NFFF has a 16-point agenda that has application to the knowledge and skill training of firefighters in order to develop a culture that is founded in safety and risk management:

1. Define and advocate the need for a cultural change within the fire service relating to safety; incorporating leadership, management, supervision, accountability, and personal responsibility.
2. Enhance the personal and organizational accountability for health and safety throughout the fire service.
3. Focus greater attention on the integration of risk management with incident management at all levels, including strategic, tactical, and planning responsibilities.
4. All firefighters must be empowered to stop unsafe practices.
5. Develop and implement national standards for training, qualifications, and certification (including regular recertification) that are equally applicable to all firefighters based on the duties they are expected to perform.
6. Develop and implement national medical and physical fitness standards that are equally applicable to all firefighters, based on the duties they are expected to perform.
7. Create a national research agenda and data collection system that relates to the initiatives.
8. Use available technology wherever it can produce higher levels of health and safety.

9. Thoroughly investigate all firefighter fatalities, injuries, and near misses.

10. Grant programs should support the implementation of safe practices and/or mandate safe practices as an eligibility requirement.

11. National standards for emergency response policies and procedures should be developed and championed.

12. National protocols for response to violent incidents should be developed and championed.

13. Firefighters and their families must have access to counseling and psychological support.

14. Public education must receive more resources and be championed as a critical fire and life safety program.

15. Advocacy must be strengthened for the enforcement of codes and the installation of home fire sprinklers.

16. Safety must be a primary consideration in the design of apparatus and equipment.

SUMMARY

Human resources are the most valuable part of an organization. Human resource development and training functions are closely linked.

Legislation and government regulations increase exposure to liability. Performing training within reasonable guidelines or established standards reduces this exposure. Documentation also can reduce exposure by proving what happened.

Training Program Managers have a responsibility to develop themselves and the people who work for them.

Safety and risk management are cultural issues that have their base in the training process.

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Activity 3.1

Developing a Training Information System

Purpose

To devise a training information system appropriate to the type and size of your department.

Directions

1. You will be divided into groups according to type and size (large career, small career, combination, volunteer) of your department.

2. Your group should discuss the needs and issues that relate to developing a training information system for your size and type of department. The following questions should be used to get the discussion going, but these questions are not intended to limit the topics considered by the group.

    a. What are the general training information system needs for your size and type of department?

    b. What specific information do you need in a training system database?

    c. How should this database information be structured into training records?

    d. What specific training reports should be generated?

    e. Are there any other topics that relate to documentation and training information systems that are of interest to the group?

3. A spokesperson from your group will be asked to make a brief presentation of some interesting aspect of your group discussion.

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Homework Assignment 2

Legal Issues

Purpose

To analyze the degree of compliance in your own department with respect to legislation and to Federal and State regulations; design a training documentation management plan suitable for use in your own department.

Directions

Select one of the two options most applicable to your department and complete the activity as described.

1. Compliance with legislation and Federal and State regulations.

    a. Based upon the analysis of compliance with Federal legislation and Federal and State regulations, identify priorities for your department, list areas of weakness, and describe what you, as a Training Program Manager, can do to bring about compliance in your division and in your department.

    b. List any alternatives for assisting with compliance that you feel might be appropriate to your situation.

2. Training documentation management plan.

    a. Using the list of training records and reports developed in Activity 3.1, indicate which might be useful to your department and which are currently being used or maintained.

    b. For those that are not being used or maintained, what steps can you take to encourage their development and use?

    c. You might find additional useful information in NFPA 1401, *Recommended Practice for Fire Service Training Reports and Records*.

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APPENDIX

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Video Highlights

"Fire Department Civil Liability--The True Story," Part II
Gordon Graham

I. Nature and scope of problem.

A. We live in an extremely litigious society.

B. There is growing distrust of governmental services.

C. People are less willing to accept responsibility for their own actions.

D. There is gradual erosion of governmental immunity.

E. Joint and several liability is still alive and well.

F. Attorneys are looking for someone to sue.

G. Well-informed, well-educated public your best ally.

H. Currently, we have neither a well-informed nor a well-educated public.

II. Vast majority of incidents that end in litigation are because of well-meaning people who make mistakes, or something out of their control goes wrong.

III. Primary reasons for losing litigation.

A. Selection.

B. Training.

C. Proof.

IV. Key to elimination of fire department civil liability.

A. Do your job right.

B. Take the time, after the fact, to prove that you did your job right.

V. Key to fire department success: SROVT (solid, realistic, ongoing, verifiable training).

A. Identification of critical tasks.

1. All of the tasks you are required to do.

2. Subtract the tasks you already know how to do through experience.

3. Subtract the tasks that don't count.

4. What you have left are the critical tasks.

B. Identify law, policy of how to achieve proper conduct in critical tasks.

C. Make sure you really know how to do them.

D. Develop programs that emphasize the ongoing, verifiable nature of the training.

VI. Genesis of a lawsuit.

A. Someone suffers damages and gets lawyer.

B. Lawyer must show that someone with deep pockets acted improperly or failed to act properly.

VII. Defense against lawsuit.

A. We didn't do it.

B. We did it, but governmental immunity protects us.

VIII. Proof comes through documentation.

A. Documentation is writing down what happened so you can, later on, prove what happened.

B. You don't have time to document all incidents thoroughly, so you document incidents that have a high probability of ending in litigation (threshold incidents).

IX. Three families of incidents that regularly end in litigation (threshold incidents). Any time one of these threshold incidents occurs, take the time to prove you did things right by documenting.

A. Any incident resulting in injury to person, damage to property, or damage to interest in property.

B. Any major incident, requiring hospitalization, in which you are on scene, or where there is city, state, or employer property involved.

C. Any time someone tells you, "I'll sue!" or any derivation thereof.

X. Documentation factors.

A. Complete.

B. Pertinent.

C. Accurate.

D. Timely.

E. Neat.

XI. Requirements for good incident documentation (to prove proper conduct).

A. Reports.

B. Witnesses.

C. Evidence.

D. Photographs.

E. Tapes (radio, audio, and video).

XII. Report factors.

A. Complete.

B. Consistent with policy, other reports.

C. Within policy.

XIII. Jurors follow the 90-70-50 rule.

A. 90 percent of their knowledge of life they get from TV.

B. 70 percent of jurors make up their minds on the first day.

C. 50 percent of jurors think you are lying.

XIV. Lawyers use three techniques to prove you are lying.

A. Compare your testimony to what another onscene person says.

B. Compare trial statements to what you've said in reports--be consistent.

C. Compare trial statements to what you've said in past.

XV. Vicarious liability--liability for actions of subordinates.

XVI. Core critical tasks to focus on.

A. Vehicular operations.

B. Emergency Medical Services (EMS) operations.

C. Special relationships--public has the right to expect you to do your job right. If you don't and someone gets hurt it violates special relationships doctrine.

D. Job-based harassment.

XVII. Summary.

A. Get and keep good people.

B. Make sure they are adequately trained.

C. Do job right--prove it on the day of the incident by writing good reports.

UNIT 4: MANAGING THE NEEDS ASSESSMENT PROCESS

GOAL

To implement an ongoing proactive process to identify departmental training needs.

TERMINAL OBJECTIVES

The students will be able to:

1. *Use their fire department's mission or vision statement to establish goals and objectives for the training division.*
2. *Apply a needs assessment process to identify the gap and prioritize training needs.*

ENABLING OBJECTIVES

The students will:

1. *Demonstrate the relationship between the department's mission or vision statement and training program management.*
2. *Describe a process to determine training needs.*
3. *List possible future internal and external influences that will affect fire departments.*
4. *Identify whether the solution to a problem/need is training.*
5. *Describe the Accomplishment-Based Curriculum Development (ABCD) process.*
6. *Use a master plan to determine training needs.*

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A STARTING POINT

The department's mission statement is the starting point for the needs assessment process. Most departments today have a mission or vision statement in place, supported by a strategic plan with goals, objectives, and assigned tasks. The process of developing the goals, objectives, and tasks from the mission statement depends on the needs assessment.

The mission statement should identify what, where, and when. These three basic components identify the purpose of the organization. Many departments have developed a more involved vision statement. The vision statement adds the concepts of how the department will conduct its relationships with members, employees, the general public, other agencies, etc. The values of the department are added to the basic mission. Many current mission statements have added elements of the "how" component.

DETERMINING NEEDS

Sam McCelland (1992) described a seven-step system for conducting a needs assessment, which is usable in the fire service:

1. Determine whether to use internal or external resources.

2. Define the goals of the assessment.

3. Gain management commitment.

4. Select the most appropriate methodology for data collection.

5. Administer and control the assessment.

6. Analyze the data.

7. Present upper management with the results and recommendations.

Needs assessment sets the foundation for determining the direction taken by a fire service training organization. It is through needs assessment that specific goals and objectives for training are established. Therefore, be careful to ensure that the outcomes of the needs assessment accurately reflect the current needs of the fire department organization. The seven steps are described in more detail below.

Risk Analysis Using Frequency and Consequence

Low-frequency/High-risk events need to be evaluated as part of the needs assessment process for Training Officers. Mr. Gordon Graham is a lecturer nationwide that specializes in risk management. Mr. Graham concludes that the potential events that we could experience that may

be a low-frequency event (seldom happens), but carries a high degree of risk potential for both first responders and civilians should be addressed with a serious training program.

Training Officers typically identify those training issues that are considered routine in nature. Every agency needs firefighter training on ropes, knots, water application procedures, personal protective equipment (PPE), and so on. Every fire apparatus driver/engineer needs a specific training program detailing his/her duties and responsibilities. Every officer needs training in command and control skills such as leadership, developing strategic goals and tactical objectives, training in Incident Command structures and responsibilities, and other skills. It is more challenging for the Training Officers to determine what the low-frequency/high-risk events may be for their community and then develop an appropriate training program to address those issues.

Those issues that are considered low-risk events are most often high-frequency events. As such the risks have been continually evaluated, training programs adjusted, and handled in a safe and successful manner. There are events that may have activities that are considered routine, but due to the limited time to think them through and develop a comprehensive action plan, the responders are put in the high-risk situation. As an example, an Engine Company arrives first at a dwelling fire at 3 a.m. with a fire showing on the first floor. A mother meets the officer at the street and informs that her 7-year-old is trapped on the second floor and just stopped calling for help. An immediate primary search could be an appropriate action for the engine company to implement if staffing permits. This tactical objective has many critical safety issues to consider in just a few seconds. This is obviously one of the events that Mr. Graham refers to that requires a serious training program.

Industry uses a five step risk management process to reduce losses and manage risks. The five steps include the following:

1. Identification of risk or safety issues.

2. Determine why this issue poses a safety or risk management consideration.

3. Prioritize the risk or safety issue in one of the four categories:

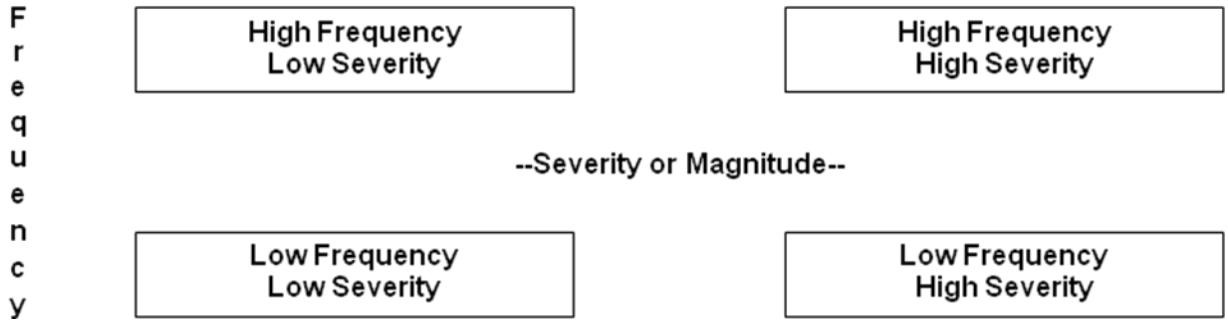
    a. Low frequency/Low severity.
    b. Low frequency/High severity.
    c. High frequency/Low severity.
    d. High frequency/High severity.

4. Develop risk control measures--including training.

5. Evaluate and monitor risk for frequency or severity changes.

Using the Risk Frequency/Severity Matrix assists in evaluating a specific risk and its frequency of occurrence. Based on the risk evaluation it can be placed in the appropriate box of the Risk/Frequency Matrix.

Frequency is an estimate of how often an event or incident involving the risk is likely to occur as a result of the risk determined during the needs assessment process. The severity, which constitutes the second half of the evaluation phase and estimates the potential losses of damages to the first responders, civilians, and organization.



Most events that are high-frequency/high-risk events have been dealt with and in many cases have legislative or regulatory requirements that govern the risk. The U.S. Department of Labor's Office of Occupational Safety and Health Administration (OSHA) develops several regulations that provide guidance and direction regarding risk management. OSHA standards such as 1910.124 Respiratory Protection and 1910.120 Hazardous Materials Waste Operations and Emergency Response contain very specific training and risk management requirements. Many components of the standards have resulted from specific incidents where first responders were injured or killed.

The incidents often below the Training Officers' radar screen are the low-frequency/high-risk events that would seldom happen, but if it should occur it may carry a high level of risk to the first responders.

Mr. Graham's presentation on risk management emphasizes that once Training Officers completed a needs assessment and identified those events that may be low-frequency/high-risk events that we need to develop a serious training program to help manage those risks. He points out that on the low-risk events if something goes wrong the chance of a serious consequence is limited, while a high-risk event with a low frequency of activity the mental database is empty and we have limited or no prior experiences to draw from. There are some typical fire department response activities that are high risk, but provide limited time to think it through. An immediate primary search for a known person missing is an example. Mr. Graham points out that a hazardous materials response team will spend considerable time evaluating all aspects of the incident and risk management principles before it allows team members to enter. Even when it does make its entry, it has a backup team, emergency medical team, and other support activities standing by ready to assist.

While as Training Officers we need to focus on all aspects of our training mission, we must also look at the potential for low-frequency/high-risk events that our responders may come in contact with and the training provided for this event. One important aspect of this training is to develop a mental database from which the responders may draw from at a high-risk event that they may experience only once in their career.

The Risk/Frequency Matrix can be used for all activities that your responders encounter. Those items or aspects of the response should be placed on the Risk/Frequency Matrix for evaluation to make sure we are providing the appropriate level of safety and risk management in our training program. As an example, when all the elements associated with performing an autoextrication are evaluated, some items will be placed in the low-frequency /low-risk category while others may be placed in the low-frequency/high-risk category. Pushing a seat backwards 6 inches may not pose a lot of risks, while moving a steering wheel 6 inches toward the dash when the air bag is still active poses a great deal of risk. Using a prying tool to force a door open may not pose a great deal of risk, but placing your arm between the jaws of a hydraulic rescue tool that is closing poses a high degree of risk. Using a prying tool to force a door open may not pose a great deal of risk, but placing your arm between the jaws of a hydraulic recue tool that is closing poses a high degree of risk. Fire suppression in the bedroom of a single-family dwelling may pose minimal risks while fire suppression in a big box store when the sprinkler system fails is a low-frequency/high-risk event. It is critical that as training managers, we consider the risks associated with all aspects of responses, including the potential for those low-frequency events, and make sure we have appropriately addressed those safety issues in our training program.

Internal Versus External Resources

To do a needs assessment a Training Program Manager will need certain resources. Internally, these resources include personnel to develop questionnaires and conduct interviews with staff and others; to review documents, retrieve records, and process data; and to write reports. Resources also include access to a personal computer to ease the process.

Externally, the Training Program Manager will need access to factual information (data) from other community-based organizations (county offices, schools, hospitals, airports, business establishments, etc.).

Defining the Goals of the Assessment

To direct the needs assessment, the Training Program Manager will need to specify a direction. This means you will need to make an initial decision regarding the depth and areas of the organization to analyze for needs indications. For instance, some of the possible areas for consideration would include

- community development;
- transportation;
- hazardous materials;
- water supply;
- departmental organization;
- facilities;
- staffing; and
- management commitment.

Gaining Management Commitment

Without management commitment the Training Program Manager will not have the resources to analyze needs. Recommendations that result from the needs assessment require management support for implementation.

Selecting an Appropriate Methodology

The Training Program Manager will need to match the methodology for collecting and analyzing the needs assessment data to the goals and objectives of the needs assessment. Such methodologies might include

- interviews using questionnaires;
- review of fire department records (incident reports, personnel records, inspection reports); and
- other records, including such things as minutes of zoning commission meetings.

Divisional personnel should be trained in carrying out these tasks.

Administering and Controlling the Assessment

The Training Program Manager is the single point of contact for administering and controlling the needs assessment. He/She must maintain an overall perspective on the goals and objectives of the needs assessment. He/She must allocate resources for carrying it out. He/She must ensure that it gets done by establishing milestone dates for completion of the various tasks associated with the needs assessment.

Remember needs assessment should be an ongoing activity. The tasks described herein should be viewed as continuous and ongoing. If this is not the case, training in the fire service cannot be proactive.

Analyzing the Results of the Needs Assessment

The Training Program Manager will supervise the data analysis and report generation. This will include identifying someone either within or outside of the organization who can process data and assist in drawing logical conclusions.

Presenting Results and Recommendations

Finally, the Training Program Manager will present the needs assessment findings to upper management. Here a Training Program Manager is marketing for training. He/She is making an argument for the kinds of training that need to be done in order to ensure that fire department personnel are ready to do their jobs. This will be discussed in Unit 10: Marketing for Training.

Performance Indicators

General Performance Indicators

General performance indicators include the following:

- **Internal validity** ensures that the needs assessment process and data collection tools provide the information they are intended to provide.

- **External validity** ensures that the process and tools produce findings that can be generalized across time, environment, and human involvement.

- **Reliability** ensures that the process and tools collect accurate and consistent information.

- **Objectivity** ensures that the process and tools collect information and make judgments in the same way that they would be collected and made by any informed and skilled person under the same conditions.

- **Relevance** ensures that the data relate to the objectives of the needs assessment.
- **Importance**. Given a set of constraints on the design of the needs assessment project, what priorities are placed on the information to be collected, or program components being analyzed?

- **Scope**. How comprehensive is the design of the needs assessment?

- **Credibility**. Is the needs assessment evaluator accepted by the audience, and is the audience predisposed to act upon the evaluator's recommendations?

- **Timeliness**. Will the report of the needs assessment be available when it is actually needed?

- **Pervasiveness**. How widely are the results of the needs assessment disseminated across the fire department and training division?

- **Efficiency**. What are the cost-benefits of the needs assessment?

Specific Performance Indicators

A specific performance indicator is a measurable and recognizable fire-related entity that provides insights into the overall functioning of the organization.

Specific performance indicators for the fire service can include

- numbers of runs made this year versus last; or numbers of runs into a specific community;
- property losses in dollars within a community;

- life loss;
- firefighter competency in a specific technical area; and
- equipment usability or maintenance.

Training programs can be instituted for the general public as well as for the fire department, based on data collected from death and injury statistics. The community might need more education in fire safety if the stats show that fire deaths or injuries have occurred during certain hours. The educational process should include benefits of smoke detectors, having a safety plan, and general rules for fire safety in the home.

Criteria for Assessing Performance Indicators

To determine if a performance indicator will work, a Training Program Manager would consider it in terms of:

- **Technical adequacy**. Does the performance indicator provide usable information, considering the technical specifications related to that area of concern?
- **Practicality**. Is it reasonably easy and practical to collect data to address that performance indicator?

- **Usefulness**. Is the information provided by that performance indicator useful for establishing needs for training?

Tools for Collecting and Processing Information

There are several methods, each with its own advantages and limitations, for identifying the training need gaps of an organization.

Interviews, questionnaires, tests, group problem analysis, job analysis and performance review, and records and reports studies all are methods of needs determination.

Interview

- Advantages.

  - Reveals feelings, causes, and possible solutions as well as facts.

  - Affords maximum opportunity for free expression of opinion, giving of suggestions.

- Limitations--is time-consuming; can reach relatively few people; results may be difficult to quantify; can make subject feel he/she is "on the spot."

Form a training committee with members from all divisions, and interview these divisions separately to determine where they are now in their training and performance and where they are falling short. Allow each member of the committee to express himself/herself freely. One method of doing this may be to use brainstorming.

Questionnaire

- Advantages--can reach many people in a short time; is relatively inexpensive; gives opportunity for expression without fear of embarrassment; yields data that can be summarized and reported easily.

- Limitations--little provision for free expression of unanticipated response; may be difficult to construct; has limited effect in targeting causes of problems and possible solutions.

A sample questionnaire follows.

SAMPLE QUESTIONNAIRE FOR ROOKIE FIREFIGHTERS

Based on the emergency responses you have encountered in the past year, please answer the following questions.

1. Has your initial training been adequate?

   Yes No

2. If you answered no to the first question, which of the following would you like to see improved?

   - Course content.
   - Hands-on experience.
   - Method.
   - Case studies.
   - Relationship of training to actual duties.
   - Training on administrative paperwork.

3. Has your company school helped you to improve your job performance?

   Yes No

4. If you answered no to Question 3, how can your company school be improved?

5. Has the training division been helpful in your career development since leaving the academy?

   Yes No

6. If you answered no to Question 5, how can the training division assist you?

Tests

- Advantages--useful as a diagnostic tool to identify specific areas of deficiencies; helpful in selecting from among potential trainees (those who can most profitably be trained); results are easy to compare and report.

- Limitations--tests validated for many specific situations often are not available; tests validated elsewhere may prove invalid in new situations; results give clues, not conclusions; tests are second-best evidence in relation to job performance.

Group Problem Analysis

- Advantages--same as for interview method, plus it permits synthesis of different viewpoints; promotes general understanding and agreement; builds support for needed training.

- Limitations--time-consuming and initially expensive; supervisors and executives may feel too busy to participate; want work done for them; results may be difficult to quantify.

Group problem analysis can be enhanced by the use of postincident analysis (PIA).

Job Analysis and Performance Review

- Advantages--produce specific and precise information about jobs and performance; are directly tied to actual jobs and on-the-job performance; break job into segments manageable both for training and for appraisal purposes.

- Limitations--time-consuming; difficult for people not specifically trained in job analysis techniques; supervisors often dislike reviewing employees' inadequacies with them; reveal training needs of individuals but not those based on needs of organization.

Job analysis can be evaluated by supervisors of each member in each division. The data generated about each division member can be tabulated and the results forwarded to the training division. The training division then analyzes the data and sets training priorities for each division.

Records and Reports Study

- Advantages--provides excellent clues to trouble spots; provides best objective evidence of results of problems; usually of concern to and easily understood by operating officials.

- Limitations--does not show causes of problems or possible solutions; may not provide enough cases to be meaningful; may not reflect current situation or recent changes.

Records of injuries, accidents, and reports from postincident analysis can be used to prioritize training needs from all the divisions. Copies of incomplete fire inspection and fire incident reports can determine problems that possibly can be corrected by training.

PROCESS

Identify a Gap, or What Should We Be Doing That We Don't Do Now?

A need is a gap between what our goal is and what we actually are doing; the gap is where we are falling short. When there is a gap, a change must be made. To determine the nature of that change, we should ask the following questions:

- Are we performing efficiently? Are we "doing things right"?

- Are we performing effectively? Are we "doing the right things"?

- Discrepancy analysis. The discrepancy analysis process consists of a comparison of performance (P) against standard (S), which yields discrepancy (D) information. Discrepancy information then serves as the basis on which judgments are made. Each stage of the program goes through a series of SPD cycles. Look for:

  - Discrepancies between the community's needs and the fire department's goals and objectives.

  - Discrepancies between the fire department's and the training division's goals and objectives.

Determining Training Needs

It is the responsibility of the training division to find solutions to problems within an organization. One of the most critical things the training officer needs to do is to discover what the organization really needs to improve its performance. When these needs have been identified correctly, it is much easier to find solutions. An assessment of training needs establishes the foundation for the unit.

In determining training needs, your objective is to ensure that you are working on the right problem and that the problem is appropriate for training. The following four-step process is recommended in determining needs, specifically the training needs of the organization:

1. What is the problem?

2. Identify the gap between the way things are and the way things should be.

3. Assess the gap. Will training help? Is there a motivational problem? Are there uncontrollable environmental factors?

4. Make recommendations as to how to solve the problem. It is possible that training may not be part of this solution.

As a leader, one of your jobs is to decide what the problem really is and whether training should be part of the solution to that problem. You want to be sure not to use training to solve the wrong problem. To help you focus on the real issues, follow this guidance:

- Watch for the symptoms. Fire service emergency medical employees use the term "chief complaint" to describe a patient's obvious problem. Often a complaint is a symptom of a deeper problem. Like an Emergency Medical Technician (EMT), you as a trainer should be aware that the chief complaint may be only a symptom that something else is wrong. Use the complaint as a starting point.

- Look for root causes. Talk to your members to gain insight and their perspectives and thereby gain a more complete picture of the problem.

- Whenever possible, observe work activities. Showing is more efficient and effective than telling.

- Always ask why. People often will tell you what they want rather than what they need. When an explanation is given as to the why of something, the real, underlying need often surfaces.

Assessing the Gap

It is easy to fall into the trap of solving the wrong problem or of providing the wrong solution. Training is only one of several possible solutions to an organization's problems; it solves some but not all problems. To ensure that training is the appropriate solution to a given problem, carefully assess the gap identified.

Training Problem/Need

When people don't know how to do their job, training can be the solution. Sometimes the employee knows the job but needs practice to become proficient.

Motivational Problem/Need

Do employees lack motivation? To phrase it another way, could the employee do the given job if his/her life depended on it? If the answer is yes, but they are not doing the job day to day, there is a motivational problem. This motivational problem probably cannot be changed by

training. It may be a problem with the organization that can be adjusted by changing the rewards, punishments, and acknowledgments of different behaviors.

Environmental Problem/Need

Outside forces can keep employees from doing what they know how to do. These outside forces (or environmental problems) are either obstacles (things that can be changed), or constraints (things that can't be changed).

Based on the preceding information you now are ready to make recommendations. These should address the needs that have been identified and should cover all aspects of the problem and the proposed solutions.

Training can be all or part of the solution. In these latter cases, it is important to develop an overall strategy that combines training and organizational changes.

INFORMATION NEEDED TO COMPLETE A NEEDS ASSESSMENT

Department Organization

The training needs survey is the most frequently used approach to determining training needs. It is quick, but the results are based on opinion. The key to using this approach effectively is the quality of the opinions received.

To gather these data it must be decided whose opinion will be sought. A questionnaire that solicits opinions must be written. Interview the following sources, using the questionnaire as a guide.

- Company Officers (COs), to gather data on what knowledge and skills are required for company members.
- Fire suppression chief officers, to determine what knowledge and skills are required by COs.
- Administrative chief officers, to determine what skills are needed by suppression chiefs.
- To be all-inclusive, interview the company members to determine what knowledge and skills they need to do their jobs.

One system you could use is Accomplishment-Based Curriculum Development (ABCD):

Accomplishment-Based Curriculum Development

Joe Harless, a trainer and educator, uses the terms performance technology and Accomplishment-Based Curriculum Development. The purpose of performance technology is to

assist humans to do and accomplish things that are compatible with worthy societal, business, and personal goals. Below is an oversimplification of his rationale.

- Clarify the basic goal of the organization (profits, safe environment, fire suppression, Emergency Medical Services (EMS), customer satisfaction, etc.).

- Determine if the accomplishments (A of the ABCD) of people and the behaviors they engage in are as compatible with those goals (listed above as goals of the organization).

- Analyze the desired and then the deficient (or new) performance relevant to the goal.

- What assistance (Harless uses the term "intervention") is relevant to the present situation? Intervention can be

  - Personnel selection or assignment--i.e., better hiring.

  - Motivation/Incentive--rewards, feedback, recognition systems, compensation.

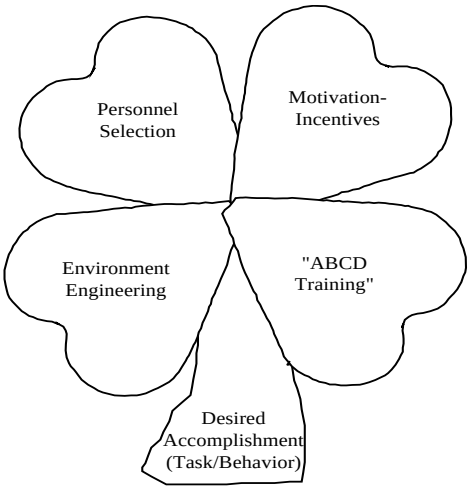
  - Environmental assistance/engineering--tools, better inputs, work design, facilities.

  - Information assistance (ABCD training)--coaching, job aids, traditional formal training.

- Design, develop, test, implement, and evaluate the intervention used to "influence" the behavior/job task.

Harless Performance Technology

Influences on Accomplishments



METHODS OF DECIDING ON A SOLUTION

A problem exists if there is a gap (difference) between what is desired and what actually exists. After a problem has been identified, you must decide whether resources should be committed to attempt a solution. This decision is based on the urgency and importance of the problem and whether you have the authority to act.

The CO also must select an appropriate level of participation for others in carrying out problem-solving activities. There are three general levels of involvement: 1) none; 2) some input from the group; and 3) the group working together. Different levels may be used in different parts of the problem-solving process. The effectiveness of problem-solving depends on both the selection of the right level of participation and on the process used. Who is involved depends upon the importance and complexity of the problem, the required degree of acceptance by the group, time available, whose values should be considered, and what weight they should be given.

The nominal group technique (NGT) is an effective process for identifying and prioritizing problems.

Priority problem-solving efforts should be given to those problems that have a direct or indirect impact on quality of service, cost of operations, and company performance.

Data Analysis

There are four methods of solving problems: 1) **intuitive,** which is based on hunches; 2) **minimum effort,** which involves forming a judgment based on a limited number of alternatives and choosing an alternative that is "good enough"--not necessarily the best; 3) **political**, the problem is diagnosed in terms of preferences and power of other parties, and 4) **systematic,** which is a rational process with a fixed number of steps. This process is time-consuming, exploring all possible alternatives and choosing the alternatives that maximize the attainment of the goal. The key to selecting the proper method is to select the one that takes the least time and resources to arrive at a satisfactory solution to the problem.

POLITICAL REALITIES AND EXTERNAL LEGISLATION

Political realities and external legislation are facts that we must deal with. The unfunded mandates put upon us by local, State, and Federal governments have to be included in our training priorities. The latest mandate, on confined-space rescue, has the fire service in a spin. The cost of equipment is taxing already-strapped budgets. The initial investment of approximately $25,000 to $30,000 for equipment is only the tip of the iceberg. The legislation only gives a vague description of the knowledge and skill levels necessary to enter and perform rescues from confined spaces. Either a program will have to be developed by members of the training division for these tasks, or the added expense of bringing in outside consultants to train rescue personnel will be incurred.

Legislation, regulations, or a change in a standard of care may provide opportunities for an emergency response organization to evaluate the impact of such changes on the organization and determine if this change is an endeavor the organization wishes to become involved with. With OSHA simply promulgating 29 CFR 1910.140 Confined Spaces safety regulation, many private-sector organizations performing work-related functions that involved confined spaces elected not to comply with the standards and indicated they would simply call 9-1-1 for their rescue needs. There is no special duty or obligation for the fire department to undertake this new function at an advanced level. The same can be said about 29 CFR 1910.120 Hazardous Waste Operations and Emergency Response. Simply because a new regulation came online, there was no requirement that fire departments develop a hazardous materials response team. In this instance the fire department was required to train its personnel to the First Responder Operations Level (29 CFR 1910.120 (q)(6)(ii)). A responsible fire response organization will look seriously at the level of activity at which it wishes to participate, and train and equip its responders to that level. As an example, with "Confined Space" the fire department management may decide to prepare and train the membership to respond only at an awareness level, and perhaps be trained to support a specialized confined space rescue team. The program would prohibit entry into the confined space area, with activities limited to what can be accomplished from a safe area without entering the actual space. Most fire departments have used this same concept for hazardous materials. They have developed their mission statements and employers' emergency response plans to reflect that they will respond and operate only to the "First Responder Operations Level" and to support a hazardous materials response team in activities deemed appropriate for responders trained and equipped to the "Operations Level." The fire department has many options in the level of service it provides. Simply because a new program has come along does not necessarily dictate that the fire department must adopt it and provide a new service above and beyond its normal service provided.

Prioritize the Training Needs

As part of the needs assessment and training material prioritization, consideration should include those activities that are low frequency, but could be high-risk strategic goals or tactical objectives. While is important to identify basic skill training needs and use questionnaires to identify training needs, it is also important to examine your response area and consider situations where your responders may be required to provide services and determine the level of preparedness. Often these areas can be identified as low frequency but pose a high risk. That risk may be to the first responders themselves or to the customers they are providing services. Response to automobile fires may be a routine response while a fire on the upper floors of a highrise may be a rare occurrence. While responders have a well-established knowledge base to implement their activities from, they may not have the same level of prerequisite knowledge for highrise operations. Those activities that may be low frequency with little time to think through and develop an incident action plan for, such as a primary search in a structure with an active fire and known victim, may have little time to develop a plan and immediate actions must be initiated. This will require a strong knowledge base to develop appropriate immediate response actions.

Prioritizing is difficult to do with this approach to determining training needs because there are no data on the relationship of the knowledge and skill to critical job performance. However, prioritization might be accomplished by

- considering the frequency with which various knowledge and skill subjects were mentioned by the participants (the design of the questionnaire can facilitate this); or
- discerning some pattern or logic in the categories that suggests that, for example, the CO should be trained in basic technical knowledge and skills, then in interpersonal skills, and finally in advanced technical skills.

Present the findings in the form of a proposed training plan. This could be as straightforward as a list of training that should be provided during the next year, or could be as comprehensive as a proposed multiyear curriculum.

Distribute an abbreviated summary of the survey findings to the parties who participated in the survey, along with an indication of what action will be taken as a result.

ORGANIZATION OF YOUR JURISDICTION

Does your master planning indicate to you that new risks are developing within your jurisdiction? The training division must take a look at the master planning of the community and be aware of any new risks that have been or are being developed.

Are there plans to construct highrise buildings in your community? Training for highrise incidents needs to be assessed and planned for, including training in the components of highrises and their fire protection systems. Does this new risk also include elevators? If so, these types of potential emergencies must be planned for, and training provided.

Priorities in training are based on the needs assessment of the entire organization and the community that it protects. When the training division assesses the training for the organization, all available resources should be used and sound decisions made, based on all data gathered.

See the Appendix for the Mission Statements.

SUMMARY

It is the training division's responsibility to provide training designed to maximize the efficiency of the fire service organization as well as to reduce risk and increase safety. To accomplish this enormous task, the training division must complete assessments and evaluations to keep ongoing training proactive. The type of assessment used depends on where the members work and what they do. Different processes can be used for different divisions. The fire service must train to maintain, update, and comply with new regulations continually.

The emergency response agency's mission will dictate its broad responsibility, but the measurable specifics will come from the training division through its ongoing analysis of training needs.

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Activity 4.1

Training Needs Assessment

Purpose

To consider the events and response to incidents that may be managed by using Recognition Prime Decision Making and those incidents that may use the Classical Decision Making Process. You will identify potential response activities within your communities that could fall into high risk/low frequency that may require a specific training initiative.

Directions

Part One: High-Frequency/Low-Risk Event

1. In your group, develop a list of operational procedures to follow in order to extinguish the car fire and check all compartments for fire extension. List these steps on the following worksheet for Part One.

2. Select a spokesperson to report your actions and findings.

Part Two: Low-Frequency/High-Risk Event

3. In your group, develop a list of the considerations that must be made before an Incident Action Plan (IAP) can be developed with your strategic goals and tactical objectives,

4. Select a spokesperson to report your actions and findings.

Part Three: Needs Assessment of Low-Frequency/High-Risk Events That May Impact Your Community and Response Area

5. In your group, each student should identify one or more potential low-frequency/high-risk event that could occur in their community or response area.

6. Record each group's list on the easel pad.

7. Select a spokesperson to report your actions and findings.

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Activity 4.1 (cont'd)

Part One
High Frequency/Low Risk Events

Recognition Prime Decision Making Process (been there before and have the t-shirt)

You are the Engine Company Officer who has been dispatched to a vehicle accident with a fire. An ambulance has also been dispatched along with a heavy rescue company to the incident. Upon arrival you determine that the only wires attached to the nearby utility pole that the vehicle collided with are fiber optic communication and cable TV lines. The single person in the vehicle self-extricated and is being evaluated by the EMS personnel from the ambulance. The only action needed is to extinguish a fire in the engine compartment of the vehicle. The car is an older model vehicle (approximately a 1998 model). You have directed the rescue company to deal with traffic and protect your engine crew from traffic with their apparatus. You direct your two firefighters to extinguish the fire, driver/operator to charge the line and monitor the water supply, and you will monitor safety issues.

Part One
Recognition Prime Decision Making Event Questions

List the steps you would take to resolve this incident that would have not been completed at this point:

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

You will be asked to share with the class a few of your events involving Recognition Prime Decision Making.

Activity 4.1

Part Two
Low-Frequency/High-Risk Event

Classical Decision Making Process (need to think this through before actions can be taken)

List the steps you would take to resolve this incident that would have not been completed at this point:

Your engine company has been dispatched to a call from a truck repair facility reporting an explosion and fire in the underside valve area of a Liquefied Petroleum Gas (LPG) tank trailer (MC 331). The caller states that there were six persons in the garage and five have been evacuated with the sixth (an office worker) unaccounted for. The caller further stated that the company brought a tractor and LPG trailer in the garage for a routine change of the fire valve in the bottom of the tank for testing. The tank trailer was supposed to have been emptied and purged before being sent for service, but obviously it was not empty of propane.

The mechanic states that as he was removing the final bolt holding the excess flow/fire valve in place, propane gas started coming out under high pressure. As he scampered away from the truck he tripped over the work light which apparently caused the bulb to explode, a significant explosion occurred, and a fire was started. He reports that the roof appeared to lift off the building and came back down. There are also numerous cracks in the block walls. There are four additional trucks in the repair facility, including a gasoline delivery truck that was brought in for engine repairs. It is unknown how full the gasoline delivery truck is. It was towed in from a roadside breakdown soon after it left the tank farm so there is presumably some product in the tank.

The structure is used as a noncombustible truck repair garage, parts storage, and office building. The building is about 3 years old. They use natural gas for heating units mounted from the ceiling over the work areas.

Sides A and B

Sides B and C

Part Two
Classical Decision Making Process Questions

What are the major concerns or issues that would you need to evaluate and consider before making any decisions regarding your strategic goals. **This is not a strategy and tactics assignment--identify critical aspects of the incident that must be evaluated before an IAP can be developed.** Below list the major issues you would need to evaluate and consider before you can start developing your Incident Action Plan (strategy and tactics).

Using the list of concerns and issues identified, consider and identify what training would need to be conducted for a safe and successful outcome of the incident.

Concern or Issue Identified	Training Needed for a Safe and Successful Response
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.
6.	6.
7.	7.
8.	8.
9.	9.
10.	10.

At the conclusion of this activity, each group will be asked to share a few of its concerns and related proposed training.

Activity 4.1 (cont'd)

Part Three
Low-Frequency/High-Risk Events

Purpose

To identify high-risk/low-frequency events that would occur in each student's community.

Directions

As a group, prepare a list of high-risk/low-frequency events that could occur in your community. This would include those events that may seldom happen, but if they do occur they could result in risks to responders and the public. They could also include activities that must be completed with little time to think them through, but have a potential for a high degree of risk to first responders and civilians. Record the list on the easel pad.

Group examples:

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

Summary

Have each group summarize quickly just a few of the events listed. Summarize the importance of the training officer to propose training for low frequency/high risk events.

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Activity 4.2

Forecasting the Future

Purpose

To consider both internal and external influences that may affect your training program. As the needs of the community and of members change, so must your training program. Often these changes are influenced by issues out of the Training Program Manager's control.

Directions

1. In groups, develop a list of both internal and external influences that may affect your training program. Identify both the positive and the negative issues that may be associated with the influence.

2. Decide which of the influences listed could affect a member of your group, and attempt to predict possible effects on the training program as a result of the change.

3. Select any of the items identified and determine how best to manage this change. As the Training Program Manager, how will you manage the change?

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Activity 4.2 (cont'd)

Worksheet

1. List internal influences that are likely to affect your training program over the next 12 months.

_____

_____

_____

2. List external influences that are likely to affect your training program over the next 12 months.

_____

_____

_____

3. From the group's listing, select one internal influence and one external influence that is likely to occur and predict what impact this influence will have on the department's training program. Do not select both internal and external from the same group member. They should come from two different members.

4. As the Training Program Manager, what can you do to manage this process so that it occurs in a smooth manner?

Internal influence:

_____

_____

External influence:

_____

_____

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Activity 4.3

Needs Assessment and Task Analysis

Purpose

To apply a needs assessment process to one aspect of an emergency response organization. A task analysis will determine what training elements need to be prepared for and delivered to emergency response personnel.

Directions

This is a two-part exercise. Part One needs to be completed fully before starting Part Two.

Part One: Needs Assessment Process

1. In your group perform a needs assessment for all aspects of accident victim extrication from all aspects of transportation, including different vehicles, different forms of transportation, and different configurations of transportation vehicles, or different fuel systems, within your group's jurisdictions.

    a. If there is no agency that has an airport, do not consider aircraft.

    b. If there is no agency that has a subway system, do not consider subway extrication.

    c. All other types of transportation and the variety of vehicles that may use the transportation system within your jurisdiction should be considered.

2. Make a list on the easel pad of all aspects of transportation and various types of vehicles, different fuel systems, different restraint devices, or transportation modes that may require an extrication should an unanticipated emergency occur.

Part Two: Task Analysis

1. The instructor will assign your group one of the items identified in your needs assessment. Using the item assigned develop a task analysis.

    a. Prepare a list of all the major issues that will need to be incorporated into a training program to address this need.

    b. At this point there is need to prioritize the list of tasks needed for a responder to perform the rescue initiative successfully.

2. Evaluate each of the tasks and identify the tasks that may pose a critical safety issue for the emergency response personnel. The high level of risk may be a result of the vehicle, fuel or propulsion system, occupant restraint system, etc.

3. For each task identified as a critical safety issue for the responder, identify appropriate risk management actions, equipment, procedures, or other components that could be incorporated in the training program to help manage the risk.

Homework Assignment 3

Training Division Vision Statement and Division Goals and Objectives

Purpose

To develop a vision statement for the training division to support the mission statement of the organization.

Directions

Part One: Individual Work

1. Working individually, write a vision statement for the training division from your organizational mission statement. If your organization does not have a mission or vision statement, use one of those in the Appendix. Remember that mission and vision statements are written in broad terms.

2. From the vision statement you have written for the training division, write two goals for the division; remember that goals also are broad statements. These goals will give you a road map to where your program is going.

3. Write two objectives for each of the two goals that you have written. Ensure that your objectives are specific and measurable.

4. Be prepared to discuss what you want to achieve in a year. Areas to be addressed:

    a. Development.

    b. Delivery.

    c. Fiscal.

    d. Facilities.

Part Two: Group Work

1. Meet as a group and compare the vision, mission, goals, and objectives that each individual generated.

2. Be prepared to discuss the impact meaningful visions, missions, goals, and objectives for the training division have on employees and on financial planning.

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APPENDIX

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MISSION STATEMENTS

FARMINGTON HILLS, MICHIGAN

The Farmington Hills Fire Department, utilizing a combination of career and part-paid personnel in an efficient manner, has the responsibility to preserve the resources of the community through fire prevention and suppression; to reduce the adverse effects of injury or sudden illness through quality emergency medical service as first responders; to provide the necessary services during natural or manmade disasters; and to respond to the community as requested in the spirit of the fire service.

CITY OF HOWELL, MICHIGAN

The mission of the City of Howell Fire Department is to protect lives, health, and property in the Howell Fire Department response area from the outcomes of fire, medical, structural, and environmental emergencies through education, prevention, mitigation, and control.

JACKSON, MICHIGAN

The mission of the Jackson Fire Department is to serve and protect the public from loss of life and property from fire and other natural and manmade disasters as efficiently and effectively as possible, through fire prevention, public education, and fire suppression.

AUBURN, MAINE, TRAINING DIVISION ANNUAL WORK STATEMENT

The mission of the training division is to provide the vision, knowledge, skills, and opportunity to allow every employee to enjoy working safely and efficiently while performing a myriad of services for the public.

Goal #1

During the next fiscal year build on the Auburn Fire Department's ability to initiate an aggressive interior attack to quickly control rooms involved by fire, by reinforcing the command and control processes of the fire command system. The measure of the effectiveness of this goal will be the use of standard operating procedures (SOPs) that provide for the safe and efficient use of the firefighters at emergency operations.

Goal #2

During the current negotiations develop and implement a process that will reduce the union management's resistance regarding the use of qualified firefighters and fire officers to revise and initiate SOPs.

Goal #3

Develop and implement a process of establishing accepted written minimum company standards for use by company and platoon officers in their ongoing training. The minimum company standards initially identified are evolutions involving: a) hydrant; b) ladder pipe; c) ventilation; d) initial attack lines; e) foam; and f) initial fire attack.

AUBURN, MAINE, HAZARDOUS MATERIALS DIVISION ANNUAL WORK STATEMENT

The mission of the hazardous materials division is to provide training, resources, and technical expertise and information to emergency responders and local industry regarding the use, storage, shipment, disposal, leak, spill, or fire involving chemicals and hazardous materials.

Goal #1

The department Hazardous Materials Specialist will continue to maintain records and information from all shippers and users of hazardous materials in and through Auburn as required by state and federal mandates through the next fiscal year. Measurement of success in record accrual shall be easy access to emergency plans and Material Safety Data Sheets in the event of an emergency or inspection by state or federal agencies.

Goal #2

The Deputy Chief in charge of hazardous materials shall ensure all firefighters maintain certification or are not allowed to operate at a level higher than they are trained at hazardous materials incidents as required by state and federal mandates during the next fiscal year.

Goal #3

The Deputy Chief in charge of hazardous materials shall ensure all firefighters maintain hazardous materials awareness qualification as mandated by state and federal regulations through the next fiscal year.

Goal #4

The Deputy Chief in charge of hazardous materials shall ensure all firefighters maintain hazardous materials operations qualifications or not be allowed to perform at the operations level as mandated by state and federal regulations through the next fiscal year.

Goal #5

The Hazardous Materials Standard Operating Procedures Committee shall develop, review, and implement SOPs and equipment regarding fuel spills and emergency field decontamination during the next fiscal year.

AUBURN, MAINE, ANNUAL WORK STATEMENT FOR PUBLIC FIRE EDUCATION DIVISION

The mission of the Pub-Ed Division is to increase the public's awareness of fire safety issues, thereby reducing loss of life and property.

Goal #1

Support any Auburn school teacher interested in using the NFPA's "Learn Not to Burn" program in any Auburn school by providing curriculum, videotapes, and personnel when requested.

Goal #2

Determine what public fire education services our constituents expect us to provide, assess our ability to provide the service, and either develop our program to meet those expectations or identify other resources capable of delivering the service.

AUBURN, MAINE, EMS DIVISION ANNUAL WORK STATEMENT

The mission of the Auburn Fire Rescue EMS Division is to safely provide paramedic level services to the many groups requiring emergency medical treatment or various specialized rescue services.

Goal #1

Develop an operational plan for the delivery of EMS services for the city of Auburn into the 21st century that can be supported by our constituents, City Council, City Manager, and firefighters before budget deliberations by the City Council in two years.

Goal #2

Select areas of greatest training need, develop personnel, equipment, and procedures to improve job satisfaction and service delivery. Areas of greatest training need identified in the next fiscal year are CPR qualification, first responder qualification, recognition and maintenance of current highly skilled EMS providers.

Goal #3

The EMS Division Chief, EMS Chief of Service, and EMS Assistant Chief of Service shall, in coordination with the Firefighter/EMS, Chief of Department, Deputy Chief in charge of equipment, and the Purchasing Agent, purchase and place a new rescue vehicle in operation within 18 months of new fiscal year.

Goal #4

Develop and implement a process within 9 months to provide all firefighters the opportunity to become qualified to perform cardiopulmonary resuscitation in order to protect themselves, their families, and members of the community in the event of an emergency.

Goal #5

Develop and implement a process before the next fiscal year begins to provide all firefighters the opportunity to become qualified to perform life saving measures at the first responder level in order to protect themselves, their families, and members of the community in the event of an emergency.

Goal #6

During current contract negotiations, develop and implement a process to provide those firefighters desiring to perform life saving emergency medical care at a level higher than first responder, the opportunity to attend the training necessary and to retain the skilled providers of advanced emergency care we now have.

Goal #7

Annually, before the first of July each year, to provide feedback, seek direction, give support, and set short, mid- and long-range goals with: 1. Chief of Service; 2. Assistant Chief of Service; and 3. Firefighters with responsibility for: a) rope and high angle rescue; b) extrication equipment; c) water rescue; d) CPR instructor coordination; and e) below grade and confined space operations.

Goal #8

Reinforce positive effects of ongoing team building and work group participation by developing a process to provide the training, authority, and moral support for firefighters/EMTs taking on additional responsibility. Measurement of successful completion will be increased participation by other firefighters and continued involvement in self-directing work groups.

PHILADELPHIA, PENNSYLVANIA, FIRE ACADEMY TRAINING DIVISION

The mission of the Philadelphia Fire Academy is to provide, coordinate, and support the department's current and projected training and educational initiatives in an effort to maintain or improve all aspects of organizational effectiveness.

The Training Division, located at the Philadelphia Fire Academy, is under the supervision of a deputy chief who serves as the Director of the Fire Academy. The full-time staff is comprised of one battalion chief (Deputy Director), one captain (Operations Officer), and five lieutenants (Staff Instructors). The training mission is supported by nearly three dozen adjunct instructors who significantly contribute to the success of the Outreach Program, special training projects, and cadet and fire service paramedic classes.

Working closely with the Training Division is a Field Forces Training Committee that is comprised of members representing all four platoons, the Hazardous Materials Administrative Unit, and the Airport/Marine Division.

One of the major training endeavors came in the challenge of restructuring the cadet classes to more accurately reflect staffing limitations and the increased responsibilities of all firefighters. At every opportunity, cadets were taught how to cope with the "real world" limitations that they would encounter on the street.

In addition to the required firefighting skills, a strong emphasis was placed on emergency medical services, community involvement, hazardous materials, interpersonal skills, personal responsibility, organizational history, and departmental values.

The Training Division graduated two cadet classes. The 164th Cadet Class produced 98 new firefighters after a 12-week training period. For the 165th Cadet Class the curriculum was expanded to 13 weeks. This class provided the firefighting force with 76 more firefighters.

One of the most significant changes to the cadet curriculum was in increased commitment to physical fitness. Designing a program to fit particular Philadelphia firefighters' needs, the Training Division developed an 11-station Skills Proficiency Course. This course requires that all evolutions be completed in a satisfactory and safe manner while wearing full protective clothing and self-contained breathing apparatus. Cadets unable to initially perform the job-related tasks are given remedial training until their skill levels and physical conditioning are acceptable.

This creative program, coupled with mandatory calisthenics, jogging requirements, and the Teamwork Training Center (obstacle course), provided the department with the two most physically fit classes in its history. Currently, the entire Skills Proficiency Program is being reviewed by the Law Department with the intent of making the program's satisfactory completion a bona fide occupational qualification (BFOQ).

The curriculum restructuring for the cadets also led to many new and creative concepts. Among these innovations were changes in the testing system to give written and practical aspects equal weight, increased off-campus training experiences, the development of a Cadet Guide Booklet, a series of guest speakers each Wednesday, and significant changes to the curriculum content.

In addition, special initiatives such as the Cadet Adjustment Program (CAP) and Female Firefighter Orientation Program were developed and implemented. Several Total Quality Management (TQM) techniques (student of the week, increased recognition/awards, customer input, etc.) were extremely successful in enhancing the training experience of the new firefighters.

During this past year, the Training Division developed all new written and practical six-month examinations to replace the outdated system. This initiative paid huge dividends in requiring recently graduated firefighters to make a much greater commitment to continued study. Plans call for the same initiative to occur next year for the written one-year examination.

In a continued intradepartmental cooperative effort, each of the two cadet classes graduated two sergeants from prisons.

At various times throughout the year, industrial fire brigade training was held for private sector organizations with which the Training Division has had a long-standing relationship. During 1992, this training was provided for 307 non-PFD employees and resulted in well-trained industrial fire brigades and enhanced department/private sector relations.

As a result of these relationships, the Training Division was provided with diesel fuel for training "burns," four overhead slide projectors, and slide reproduction. This cost containment, in cooperation with the Mayor's Five-Year Plan, will continue next year, when repairs to the sprinkler system on the pits will be performed by one of these private sector organizations.

The Training Division placed its Outreach Program on line with its initial six-month training opportunities booklet. For several years, the Fire Academy has been offering selected training courses on an intermittent basis to selected audiences. The Outreach Program concept was a

bold step to attempt to gain prominence as a Regional Training Leader for a wide variety of audiences (career firefighters, volunteer firefighters, other city agencies, industrial brigades, commercial organizations, etc.).

The program was an immediate success. During its initial semester, the Training Division provided high quality instruction to 459 students from 16 different organizations.

The Outreach Program offers two specific tracks with a total of 18 different programs available:

Hazardous Materials Track

- Chemistry of Hazardous Materials for Firefighters
- Environmental Law and the Fire Service
- Field Inspection of Hazardous Materials Facilities
- Fundamentals for Radiological Response Teams
- Hazardous Materials Level III Technician (EPA)
- Hazardous Materials: The Pesticide Challenge
- Initial Response to Hazardous Materials Incidents: Basic Concepts

General Study Track

- Building Collapse/Building Construction
- Cocaine/Crack Phenomenon
- Fire/Arson Detection
- Fire Department Operations at Natural Gas Emergencies
- Firefighter Health and Safety: Program Implementation and Management
- Firefighter Safety and Survival: The Company Officer's Responsibility
- Incident Command System
- Managing Company Tactical Operations: Command Decision-Making
- Refinery Firefighting Operations
- Shipboard Firefighting
- Vehicle Extrication Techniques

Outreach Program goals for the next fiscal year call for the addition of ten new courses, increased enrollment, wider marketing of the product, and improved networking with other tri-state fire service organizations.

In the aftermath of the Meridian Plaza highrise fire, the Training Division reacted on multiple training fronts. In an outstanding example of public/private partnership, the National Fire Sprinkler Association retrofitted the standpipe system in the Fire Academy's five-story drill tower with a variety of pressure reducing valves (PRVs). This enabled firefighting units to gain hands-on training experience under optimal conditions. Also, a "PRV Training Tree," a hands-on training aid on wheels, was donated to the Fire Academy, along with two guest speakers to

present greater insight into technical operations. These training enhancements were provided free of charge to the Fire Department.

Special attention was given by the Training Division to developing a PRV training module to be utilized for continuing in-service education. The lead role in the development of a revised Highrise Procedure/Operational Procedure #33 was given to the Training Division. A "Lobby Control Company" training module is also projected for next year's highrise training initiative.

As in past years, routine In-Service Training continued to play an important role in maintaining the department's combat readiness. This continuing program, which requires engine and ladder companies to report to the Fire Academy at unannounced intervals, serves as the organization's training foundation. Reporting units undergo classroom activities, drill ground evolutions, and then demonstrate skill levels via the department's Performance Standards System. During this past year, 156 different platoon complements received In-Service Training.

In an aggressive effort to make non-PFD training available to all members of the department, the Training Division served as Educational Liaison with the National Fire Academy (52 applications), the Pennsylvania State Fire Academy Weekend (38 applications), and the city's Training and Development Center, at 1234 Market Street (43 applications).

The Training Division demonstrated public/private sector creativity when it was awarded two one-week Training Scholarships from SUN Refinery to Texas A&M University. Taking an interest in fire service training at the national level, the Training Division was instrumental in changing the National Fire Academy's restrictive guidelines for its Executive Fire Officer Program.

LAWRENCE, KANSAS, FIRE DEPARTMENT MISSION STATEMENT

The mission of the Lawrence Fire Department is to protect lives and conserve property by minimizing the frequency and effect of fires, hazardous materials incidents, disasters, and other like occurrences. The methods used to accomplish this mission are prevention, control, training, and public education. We are committed to utilize, to maximum efficiency and effectiveness, all resources provided by the citizens of Lawrence and all applicable innovations.

Suppression Division Mission Statement

The mission of the Lawrence Fire Department's Suppression Division is to protect lives and conserve property by minimizing the frequency and effect of fires, hazardous materials incidents, medical emergencies, water/ice rescue, high angle rescue, trench and confined space rescue, and like emergencies. The methods used to accomplish this mission are participation in prevention, control, training, and public education. We are committed to utilize, to maximum efficiency and effectiveness, all resources provided and all applicable innovations.

Technical Services Mission Statement

The mission of the Lawrence Fire Department's Technical Services Division is to plan, direct, and administer quality comprehensive fire training, equipment maintenance, safety and health programs, through the most efficient use of the resources available, in order to provide for the needs of Lawrence firefighters and support the Department's mission, so that lives and property may be saved more safely and effectively.

Prevention Division Mission Statement

The mission of the Lawrence Fire Department's Prevention Division is to reduce the effect and frequency of fires within the City of Lawrence through the promotion of fire safety education, determination of fire cause and origin, and enforcement of the fire codes. The effective delivery of these programs is accomplished through public education presentations, fire investigations, routine fire inspections, and plan reviews.

Administrative Division Mission Statement

The mission of the Lawrence Fire Department's Administrative Division is to provide support services to all other aspects of the Lawrence Fire Department. The means to accomplish this mission are planning, research, program development, and implementation, data processing capabilities, coordination of divisions, financial planning, records maintenance, periodic report production, and assisting in the daily administration of the department.

Emergency Medical Technician Mission Statement

The mission of the Lawrence Fire Department's Emergency Medical Technicians is to provide rapid and effective patient care to any ill or injured person when called upon to do so. The means to accomplish this is through periodic training, safety program implementation, and use of available equipment.

High Angle Rescue Team Mission Statement

The mission of the Lawrence Fire Department's High Angle Rescue Team is to protect and rescue all people endangered in a high angle incident. The successful mitigation of these situations will be accomplished by utilizing all rope rescue equipment, training, and knowledge in the most efficient and effective manner.

Confined Spaces Rescue Team Mission Statement

The mission of the Lawrence Fire Department's Confined Spaces Rescue Team is to eliminate the hazards and safely effect the rescue of endangered persons due to collapse, cave-in, confinement, and like emergencies. The safe and effective management of these operations is accomplished through training, innovation, and commitment.

Water/Ice Rescue Team Mission Statement

The mission of the Lawrence Fire Department's Water/Ice Rescue Team is to respond to water surface incidents and, with available resources, effect rescue or recovery to the best of its abilities. The Water Rescue Team will, when possible, provide support, assistance, and aid for the Douglas County Dive Team subsurface activity.

Hazardous Materials Response Team Mission Statement

The mission of the Lawrence Fire Department's Hazardous Materials Response Team is to mitigate the effects of any sudden or unexpected release of hazardous toxic material on the lives, health, property, and natural environment of the residents of the City of Lawrence and Douglas County. The methods used to accomplish this mission are training, hazard identification, and preplanning, as well as the use of applicable local, state, and federal regulations.

VISION STATEMENTS

CHULA VISTA FIRE DEPARTMENT MISSION STATEMENT, VALUE STATEMENT & VISION

Our Mission Statement

Our Mission is to serve and safeguard our diverse community through a professional, efficient and effective system of services, which protect life, environment, and property.

Our Value Statement

Service and Protection with Pride, Respect, Teamwork and Safety.

Our Vision

We will strive to be role models in the community and leaders in our profession.

We will be accountable to those we serve, each other and any fire service organizations we interact with.

We are committed to providing the best public service through innovative training, education and equipment.

We will take the fire department into the future through productive teamwork, open and honest communications and participative decision-making throughout the organization.

We are committed to our values, mission, and dedicated to our fire service profession.

Our organization is driven to provide a cost effective and efficient fire department while honoring our values, accomplishing our mission and achieving our goals.

CITY OF MONROE, LOUISIANA

Our Mission Statement

We are committed to providing professional fire and emergency services by focusing on public education, quality public service and a well trained emergency response team.

Our Vision Statement

It is the vision of the Monroe Fire Department to continue as leaders in providing the highest quality and cost effective fire suppression, EMS care, and public education.

By meeting the ever growing and changing needs of the community, the Monroe Fire Department will become the benchmark by which all others are measured.

ALAMEDA, CALIFORNIA

Mission Statement

The mission of the Alameda Fire Department is to provide a range of programs designed to protect the lives and property of the inhabitants of the City of Alameda from the adverse effects of fires, medical emergencies, and exposure to other dangerous conditions.

Vision Statement

We are committed to maintaining and enhancing the quality of life for all Alameda Citizens.

We dedicate ourselves to the safety of the community by providing the highest level of service possible.

We will strive to create a partnership with the community in a responsive, proactive manner.

We will achieve our highest potential by creating a positive work environment through effective internal relationships.

Our organization stresses attainable goals, achieved through shared responsibility and accountability.

We will nurture these relationships with respect, honesty and integrity.

Our future depends on our environment to shared leadership, employee empowerment, and responsiveness to the community.

UNIT 5: FINANCIAL MANAGEMENT

GOAL

To develop and justify the training budget for a fire department.

TERMINAL OBJECTIVES

The students will be able to:

l. Compare program cost as one basis for evaluating solutions to training problems.

2. Apply cost-benefit principles to a training problem.

3. Design a plan for developing a new revenue source.

ENABLING OBJECTIVES

The students will:

1. Recognize the relationship between financial management issues and overall department planning.

2. Develop a plan to apply cost-benefit analysis to a proposed solution.

3. Recognize opportunities to secure funding for training activities.

4. Devise a plan to develop and share alternative revenue sources.

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THE TRAINING PROGRAM MANAGER'S ROLE IN FINANCIAL MANAGEMENT

Introduction

One of the fundamental tasks facing fire service managers involves control of resources. A knowledge of financial management is essential to managing resources. Fire departments are no longer "sacred cows" for which citizens are willing to provide revenue without understanding needs. In these days of limited funds and taxpayer revolt, we have to make more effective use of existing resources.

Financial Management

Financial management is the art of directing the wise use of money to accomplish a purpose. The challenge of the financial manager is to provide the level of services demanded by the community with limited resources. Usually the organization's ability to get enough money depends on the perceptions of outsiders (the public, elected officials, etc.) of its financial management credibility, the ability to manage finances in a proactive way, and knowing the rules of the game. In reality, effective financial management requires a shared participation throughout the department.

FINANCIAL MANAGEMENT CYCLE

There are four components to the financial management cycle:

1. **Financial planning** identifies trends, determines organizational goals and objectives, organizes for effectiveness, makes financial projections, and evaluates alternative services.

2. **Budget preparation** involves examining and choosing a budget type and developing and using a budget preparation process.

3. **Budget justification and adoption** requires a marketing plan, preparing adequately, making the presentation, and making sure your presentation fits in with the political system.

4. **Budget administration** involves accounting, reporting financial condition, managing cash flow, developing internal controls, and arranging for audits, financing, and investing.

FINANCIAL PLANNING

An organization's budget document is an expression of organizational plans in financial terms. The budget process is only as good as your planning process and your analysis of future trends. The planning process clarifies desired results and required resources. The budget is the link between resources and services provided. The budget process provides the mechanism for justifying requests, allocating resources, and controlling resource usage. Results are based on how effectively resources are used. The budget process shapes and directs resources toward achievement of desired results.

The planning process has two components. Long-term planning involves identifying both professional and financial objectives for the department and forecasting the conditions that will affect those objectives. Short-term planning and budgeting include planning cash flow, controlling it, and evaluating the results.

Financial projections are an important element of financial planning. Projecting resources required to accomplish identified goals and objectives, determining capital expenditures for equipment/apparatus replacement, and additional service requirements are long-range considerations. Analyzing the need for long-term debt obligations to fund bond financing for capital purchases, mortgage retirement for training facilities, retirement benefits, and sick leave and/or disability benefits is an important matter. New programs mandated by external agencies, additional personnel required, maintenance requirements, and changes in revenue also need to be considered. The timeframe will vary, depending on the size of the department and the complexity of the budget. One to 10 years is a reasonable range, and yearly updates are required.

Short-range projections are required to prepare the budget for the next year. Well-planned task analyses assure effective budget control.

The last planning step is to evaluate alternative services and delivery methods to decide which services to add or eliminate. Services to eliminate might include those duplicated, inefficient, or inconsistent with the department's mission.

BUDGET PREPARATION

A budget is a plan for the future expressed in financial terms. It matches anticipated resources with projected expenditures.

Elements of Budget Preparation

There are three elements of budget preparation. The mechanical element includes making sure figures add up, using the right forms, and presenting it on time. The analytical element ensures that effective and efficient alternatives are chosen. The political realities also must be considered. Some managers will say that a fire department should not be involved in politics. In these days of tight budgets, the person who does not understand the political process will not get

a fair share of resources. There are internal (fire department) and external (community) political influences. There is a difference between political sensitivity and partisan politics.

Principles of Effective Budgeting

The forward-looking approach to budgeting is proactive, using previous budgets as a guide rather than basing plans completely on past practice. A budget system should be planned and should be part of the overall planning process. Management must support the process. There must be a clear organizational structure to define responsibility and accountability for the budget. The system should be as simple as possible and should not be too restrictive. All levels of the organization should participate in development and use of the budget.

Budget Types

The **line-item budget** emphasizes control. In addition, its attributes are that it:

- is understandable;
- makes decisionmaking easy;
- is effective for financial control;
- is readily linked to the accounting system; and
- is practical to implement.

Its disadvantages are that:

- there is no indication of what programs cost or what will be accomplished;
- it does not facilitate good decisionmaking;
- it makes management evaluation a hit-or-miss affair;
- it views budgeting as a technical function; and
- its control and accountability are too tight.

The **line-item budget** is the most frequently used format. Some of the other methods can be more effective, but they require an unreasonably large management time commitment.

The **program budget** describes outcomes, how their achievement will be measured, and puts a total cost on delivery of each program. However, it is difficult to apportion overhead. In concept, it is the best method. In reality, it is too difficult and time-consuming for most departments. There is a common misconception that program budgets produce technically correct, rational decisions in the political environment. Politics always win over rationality.

An **integrative budget** is a program budget process that yields a final line-item format. It is based on management by objectives, which is time-consuming and threatening to many managers.

Developing a Budget Preparation Process

An approach to training division budgeting uses an integrative process. Look at programs first and then convert them to the format required by your jurisdiction. This focuses resource allocation decisions on departmental goals and objectives and provides accountability.

- Develop a training division mission statement that is consistent with the departmental mission statement.

- Determine program goals that will enable you to carry out your mission by defining the level of training that currently exists, determining whether you are satisfied with that level of achievement, and deciding whether new training is required and whether these programs will save time and/or money and improve efficiency and effectiveness.

- Develop measurable objectives that will enable you to provide the programs needed by the department to meet its goals.

- Determine the resources needed to meet program objectives and consider whether the program should be handled internally or externally. The direct operating expenses, capital costs, and indirect overhead costs should be estimated in order to make this determination.

- Evaluate all proposed programs to see which should be retained, eliminated, added, expanded, or diminished.

- Prioritize the programs after determining which programs are appropriate and at what level.

- Convert the program budget components into the format required by the department or the local jurisdiction.

COST-BENEFIT ANALYSIS

Introduction

The greatest benefit of a cost-benefit analysis of training is to use it to justify and market training. Improve accountability in training by focusing on areas that need improvement, comparing existing programs and external competition, and determining whether training is based on a genuine organizational need or simply continuing past practices. Much of the training that is done has little transfer to the job. Typically the evaluation of program benefits and costs is after-the-fact, informal, and superficial. Cost-benefit analysis can be useful in setting departmental priorities and avoiding political pressures. It can force answers to questions of how the program changes individual behavior. It also can increase management's understanding of training and what it can do for the organization.

Return on Investment

Return on investment is a measure of management's efficiency in using available resources. It is a ratio of output to input. The difficulty with using quantitative ratios is in knowing what the meaningful and valid ratio is and in knowing how to make comparisons that measure relative efficiency.

Evaluating Training Costs

Direct costs are expenses that can be traced directly to specific projects or activities. There are three areas of concern:

1. Development of programs includes training division overhead, staff salaries, the use of outside consultants, and the cost of materials and equipment.

2. Delivery costs include facility costs and those for instructors.

3. Participant costs include salaries, benefits, and other overhead because attendee is unproductive when at training.

Indirect costs are expenses that cannot be associated directly with specific projects or activities, but which are necessary for the organization to function.

Total costs are what it actually costs to deliver a training service and include the total of all direct and indirect costs.

Administration, research, analysis, design, development, delivery, evaluation, and marketing are areas where training can incur expense.

Evaluating Benefits to Department

The benefit of training programs may be tangible or intangible. Improved effectiveness, improved efficiency, increased revenue, and decreased or avoided expenses are tangible. Programs or activities that have a value that is extremely hard to measure, and the potential risk of not having training are intangible benefits.

Qualitative Benefits

- increased safety;
- increased quality of work and faster performance;
- reduced task problems;
- reduced absenteeism;
- less turnover;

- greater job satisfaction;
- higher motivation; and
- potential risk of not having training.

Quantitative Benefits

Employee actions that affect the mission of the department and the "dollar value" of the training are the difference between value before and after training, assuming a criterion can be developed and measured. The worth of any productivity measurement is its ability to focus on specific risks and then document steps that were taken to minimize adverse effects.

Evaluating Benefits to Students

Gather trainee reaction through interviews or questionnaires to determine if trainees liked the program and whether they thought it was worthwhile.

Learning achieved is measured by the knowledge or skills participants gained from the program. Pre- and posttesting and skills evaluations are measures.

Behavior transferred to job is determined by the positive changes in participants' job behaviors that came from the training program. Specific methods are self-reports, performance appraisals, job performance questionnaires, and observations of employees performing tasks.

Observable results are the training program's effects on the organization in terms of reduced costs, improved quality of work, increased quantity of work, etc.

Conducting Cost-Benefit Analysis

Quantitative methods are more desirable than qualitative; sometimes, the only way to evaluate success is by the "gut feeling" of the manager. If we cannot be quantitative, we should ask if what we are teaching contributes to our effectiveness or efficiency, rather than if we are teaching the right things.

Quantitative

Cost Effectiveness

Cost effectiveness is the analysis of training costs in monetary units compared to the benefit in monetary units, and instructional cost (cost/participant) compared to level of learning outcomes. If learning level is satisfactory and cost is in line, it is cost effective.

Cost Efficiency

Relates instructional costs to efficiency factors (time investment of learners, staff time required, use of facilities). If efficiency is acceptable with reasonable cost, the program is cost efficient.

Cost Benefit

Cost benefit is the analysis of the ratio of training costs in monetary units to benefit in nonmonetary units. Relate the instructional cost to the benefits the department derives from personnel who complete training. If benefits are high and the costs are acceptable, the program is justified.

A discussion of meaningful training statistics that can be used to make quantitative judgments is found in Unit 6: Evaluation.

JUSTIFICATION AND ADOPTION

When justifying the budget you should focus on mission and how the budget will accomplish the mission efficiently and effectively. Emphasize programs and activities to be accomplished, rather than cost. Justify needs based on past experience, or show how expenditures will result in operational savings in the future.

Develop a Marketing Strategy and Plan

Before presenting a budget, you must develop a marketing strategy by identifying your customers, defining what your organization stands for, developing a platform that describes why the public should support your organization, selling benefits rather than organizational features, and setting a friendly, helpful, caring, professional tone.

When you develop your marketing plan you should list the positive effects if training is conducted and the adverse effects of not providing training. The plan contains a general description of content, time allotment, design, staff responsibilities, resource constraints, and estimated cost.

Prepare for the Presentation

To prepare for the presentation, you should identify all conditions applying to your budget and unique to your program. Include documentation from outside sources to support requests (e.g., hazard analysis, standards, codes, etc.). Become familiar with every item in the budget. Be able to support each proposed expenditure clearly and effectively, and review the political and economic climate.

You should identify both allies and adversaries in the audience. Consider the budget decisionmakers and how your requests take their interests and needs into consideration. Finally, prepare an honest budget. Don't overestimate revenue or underestimate expenditures.

Make the Presentation

Focus on the division's mission and show how your budget will help accomplish the mission effectively and efficiently. Organize material so the main message is given as part of the opening statement. Establish credibility by including explanation of budget, description of important features, reasons for major changes, implications on social and economic conditions, and summary. Maintain sensitivity to audience and lead it to the desired conclusion.

Fit in With the Political System

Know as much as possible about the jurisdiction's entire budget and know the mechanics of the budget review process. Be responsible and logical under pressure and recognize political realities.

Typically, not all information on every form is reviewed. Reviewers tend to look at items with the following priorities:

- discretionary expenditures rather than mandatory;
- large rather than small;
- increasing rather than stable or decreasing;
- remote possibilities rather than immediate concerns; and
- strange and abstract ideas rather than familiar, concrete items.

Anticipate and prepare to respond to all questions. Consider the importance of special-interest groups.

ADMINISTRATION

Competent administration of a budget requires that allotted money be spent according to the guidelines defined in the budget. Accounting, managing cash flow, developing controls, financing, and investing are the areas of budget administration. A mechanism for making funds available and degree of discretion in spending should be determined.

The manager must be alert to comingling funds. When funds are received from some alternative sources, a restriction is placed that those funds are kept physically separate from other funds of the organization. It is not enough to separate them in the accounting system.

Audits take two forms. Financial audits determine whether the funds were expended legally. Performance audits determine whether the programs achieved goals that directly affect the mission of the department.

ALTERNATIVE FUNDING

Introduction

Budget pressures have forced fire departments to consider reducing services, increasing efficiency, or finding alternative funding sources.

Fundseekers must be salespersons, educators, and lobbyists. They must have connections with political and private sectors, the media, and civic groups, and must be able to determine who the "movers and shakers" in the community are (they are not necessarily the most highly visible people).

There are three ways of increasing available funds. You can secure more funds, make better use of available funds, or reduce expenditures.

Potential Revenue Sources

Local Sources for Funding

Tax revenue is the major source of financing for many departments. Examples are property, personal property, sales, local and State income, franchise tax for using city facilities, rights of way, consumption tax on liquor, cigarettes, hotel occupancy, insurance premium tax, and fire taxes.

A second alternative is a benefits assessment. It is a charge for service based upon the estimated benefit attributed to the potential user as opposed to a cost-of-service fee. Another alternative is to incur debt through bond issues, or other forms, such as mortgages. Leasing and lease/purchase also are possibilities. The advantage of bond issues is that they allow the city to borrow from sources outside the city and they provide large sums of money. The disadvantage is that they have a high and long-term cost.

The next alternative is cost recovery fees for services such as suppression and rescue, standby and fire watch, hazardous materials responses, special services, training, inspections, plans review, and emergency medical services (EMS).

Another source is subscription fees for fire protection, where subscribers are not charged and nonsubscribers are charged, and EMS service, with a flat fee, or fee to cover charges not paid by insurance.

Development impact fees are based on costs of capital resources needed to provide services in new areas. Fines and citations are another source.

Less traditional sources are cost sharing of facilities with neighboring jurisdictions, contracting out services to other jurisdictions, and consolidation to provide more cost effective and efficient service. Other sources are 9-1-1 telephone surcharges, privatization, and seized assets if illegal activities have caused increased demand for fire department services.

Government Sources

Federal programs:

- grants;
- cooperative agreements;
- loans and insurance;
- training and technical assistance; and
- sales, exchanges, or donations.

State funding sources:

- low-interest loans;
- insurance surcharge;
- driving-related fees and fines;
- surplus vehicles and equipment;
- special purpose grants; and
- apprenticeship programs.

Private Sources

Cost avoidance is a method of obtaining donations of volunteer services (emergency and nonemergency) or donated equipment and supplies so that departmental resources can be reallocated to other areas.

Private grants are usually one-time gifts. They are useful for starting new programs and for capital purchases. They free money from routine sources and permit purchases that otherwise would not be funded. Large foundations may make donations specifically for supporting health and safety and other public-service activities. Local foundations' and community service clubs' grants are usually smaller, but they are oriented more toward community concerns. Corporations make cash donations as well as those of in-kind services and equipment.

Published Guides to Grants

- *Federal Register*;
- *Commerce Business Daily;*
- *Foundation Grants to Individuals;*
- *Guide to Federal Funding for Governments and Nonprofits;*
- *Annual Register of Grant Support: A Directory of Funding Sources; and*
- *The Foundation Directory*.

Private/Public partnerships codevelop properties, share resources and research and development efforts (help manufacturers develop and test new products), and make fire protection cost tradeoffs (to reduce need for public fire protection services). Some fire departments are setting up tax-exempt educational foundations as a channel for funding. Interns from colleges and work-release inmates are additional sources of personnel.

Volunteer fundraising efforts include direct mail, special events, sale of products and services, and promoting honorary memberships.

Evaluating New Revenue Sources

There are several considerations when deciding whether to undertake a new fundraising activity or to seek a new source of revenue. The first issue is legality. You should find out if the organization has the legal right to use a particular source (e.g., the authority to levy taxes, to issue bonds, or to charge for services) and if it is legal (e.g., gambling). Second, the mood of the community will determine acceptability. The community can be influenced by such things as the feeling of community leaders, recent trends, and the age of residents.

Questions of ethics must be resolved. The right of the public sector to compete with the private sector and the effect on lower income groups, who traditionally use the services most, are two examples of ethical questions. Finally, accurate revenue projections must be made. The method of determining rate, the stability of the source and economic conditions, and the ability and cost of collection must be projected.

Developing New Sources

Successful fundraising depends on three things. Common sense tells you that people are not anxiously waiting to give you money. The success of your efforts is based on realistic goals and a detailed plan. Your goals should be reasonable in terms of the money needed, the time you have to raise it, and the funds you have available to support the plan. A detailed plan defines organizational needs, identifies organizational strengths and weaknesses (fiscal situation, community awareness and support, success or failure of previous efforts), and identifies the objectives of the campaign, and specific potential donors who relate to the organization's goals.

Planning a Campaign

When planning a campaign you need to develop a convincing case statement to tell people why they should support you. It should include a brief statement of mission, an overview of programs that need financial support, and an estimate of program costs. You should look at the history of past efforts in order to target successful sources, set reasonable goals, and start well in advance of the time when you need the money.

Applying for Funding

- Research your needs and define your objectives.
- Make sure you have tax-exempt status from the Internal Revenue Service (IRS).
- Research potential target foundations or service clubs that may be interested in your subject area or geographic area. (Factory Mutual has arson prevention grants and Sam's Club (Wal-Mart) has a grants program for local area use.)
- Letters of inquiry should be sent to targeted organizations.
- Apply for funding if there is interest as result of inquiry.

  - Clarify your problems or needs.

  - Develop sound approaches to solving problems/meeting needs.

  - Clarify strengths and capabilities of your program.

  - Identify funding sources.

  - Evaluate and select sources.

  - Contact sources.

  - Establish strategy to secure support.

What Project Review Committees Look For

Project review committees want a clear definition of the purpose of a project that solves real problems. They also want to verify that the applicant organization is qualified, demonstrates knowledge, and has community support.

Personal Contact With Prospective Donor

When making personal contact with donors, you should establish the purpose of the visit and the general mission of the department and division, explore the prospect's personal experience with the department, and begin to focus on the department's needs. Identify the benefits to the community. You then should restate the need and watch the reaction; if positive, ask for a donation; if not, explain the consequences of not meeting the need. Whether successful or not, thank the person for his/her time and/or donation. You want to leave a positive impression for the future.

Getting Internal Support for New Funding Sources

New sources of revenue have to be marketed by getting management support, convincing the firefighters of the value of participating, and telling your story to local government and the public.

SUMMARY

One of the fundamental tasks facing fire service managers involves control of resources. A knowledge of financial management is essential to managing resources. The financial management cycle involves planning, budget preparation, budget justification, and adoption. A budget is a plan, expressed in financial terms, that defines the goals of an organization and how it intends to achieve them. Cost-benefit analysis is useful when determining whether management is using resources well. Community financial pressures have forced fire departments to consider methods of increasing their efficiency, reducing services, and finding alternative funding sources.

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Activity 5.1

A Training Officer's Wish List

Purpose

To explore technology, training tools, and equipment, and to decide what would be appropriate resources to conduct state-of-the-art training operations, if budget funds allowed.

Directions

1. As a group, make a list of training equipment, facilities, tools, or equipment that you feel would create a state-of-the-art training facility and allow you to deliver state-of-the-art training programs.

2. You must be able to justify the items placed on your list as legitimate training needs and tools. A helicopter to travel to work from home is not a viable option. A state-of-the-art burn structure is.

3. Place your items on the easel pad and select a spokesperson to report the results.

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Activity 5.2

Budget Preparation, Planning, and Justification

Purpose

To practice the financial management cycle.

Directions

A confined space activity will be used. The activity will have multiple components dealing with budget planning, budget preparation, cost-benefit analysis, and budget justification.

Part One: Budget Planning

1. The instructor will assign each member of the group a position that he/she will represent during the committee meeting.

2. In your group, conduct a 15-minute committee meeting to determine if a consensus can be reached by the committee members as to what level of response they want to propose, and how many instructors they feel are needed for the training initiative.

3. At the conclusion of the meeting it should be clear that the city council has directed the request for a proposal and will rely on your judgment on what level to develop and best method of training this team. Remember you will be asked to justify this decision.

4. If the group cannot reach a consensus, the instructor will assign a level of response that the team proposal will be based on.

Part Two: Budget Preparation

1. Use the budget form provided to develop your budget proposal.

2. Consider the most cost-effective method to accomplish the objective.

3. Complete the budget summary form.

4. Place the financial information captured on the budget summary form that follows.

Part Three: Cost-Benefit Analysis

1. Select a group spokesperson to explain your budget preparation process and explain the cost-per-student number.

2. After completing your budget worksheet, complete this budget summary sheet as Part Three of the activity, titled Cost-Benefit Analysis.

3. The instructor will ask a group spokesperson to place the information on the cost-benefit matrix.

4. The group spokesperson should be prepared to explain the budget process and the budget numbers generated during the budget preparation process.

Part Four: Budget Justification

1. As a group, develop a budget justification for your confined space rescue training project.

2. Discuss the members of the budget committee to make sure you are addressing their needs and are able to explain your proposal adequately in terms they can understand.

3. Budget committee members expected to be in attendance:

    a. Mayor.

    b. City finance director.

    c. City public works director.

    d. Council member who owns an excavation company.

    e. Citizen at large (homemaker, mother, and works as a secretary at City Hall).

    f. Former fire chief (10 years out of office).

Part Five: Budget Presentation

1. The instructor will assign the members of one group to play the roles of the budget committee for the presentation.

2. Select a spokesperson to make the proposal to the budget committee.

3. Budget committee members may ask questions in the role they have been assigned to represent.

4. Members from the group making the presentation may assist the spokesperson in answering specific questions if asked by the spokesperson for assistance.

Scenario

The governing body of your city has voted to implement a confined space rescue team. This team will be developed in conjunction with a neighboring fire department. A memorandum of understanding (MOU) has been approved that states the neighboring department will provide, house, and maintain the specialized apparatus; the MOU awaits signatures. The other department also will provide 15 members to serve on the team. Your city will provide 25 members for the team and provide the training for all 40 team members.

The members (firefighters) to be trained in confined space rescue are currently trained to NFPA 1001, *Standard for Fire Fighter Professional Qualifications*, Level II firefighter level, but have no confined space rescue training. Your department has 10 instructors available who could be assigned to assist with this project if you deem appropriate. While the instructors have been trained to NFPA 1041, *Standard for Fire Service Instructor Professional Qualifications*, Level II standards, they have no confined space rescue training. Each instructor you decide to assign to this project will need to be trained before delivering the specialized rescue training.

The city council has not determined which level of response is needed or appropriate (basic, intermediate, or advanced) and are awaiting your proposal. They have contacted a private training company and asked for a proposal to train 40 members to each of the three levels.

The committee first must decide what level of response is appropriate, and then decide on the most cost-effective method to deliver this training.

Rescue capacities for each level:

- basic level: open trench and excavation rescue--includes shoring;
- intermediate level: basic level plus confined spaces underground such as vaults; and
- advanced level: basic and intermediate as well as inside aboveground tanks.

Any personnel cost such as salaries, benefits, or any overtime incurred is not part of this proposal. Remember the council wants 40 members trained to some level of confined space rescue services, including 15 from a neighboring department. In addition the deal has already been made for the other department to provide the rescue truck, with your department providing the training. These items are not negotiable.

Confined Space Rescue Training

Confined space rescue training for instructors

Basic level $500 each Intermediate level $1,250 each Advanced level $2,250 each

Instructional media (videos, DVDs, lesson plans, and one camera-ready Student Manual)

Basic level $500 total Intermediate level $1,000 total Advanced level $2,000 total

Miscellaneous materials (tripods, ropes, harnesses, etc.)

Basic level $5,000 total Intermediate level $10,000 total Advanced level $20,000 total

Student Manual printing

Basic level $10 total Intermediate level $20 total Advanced level $40 total

Note: Any cost above the basic level contains the costs of the basic or intermediate level. If advanced levels are planned the total cost for the basic and intermediate is included in the amount shown.

Activity 5.2 (cont'd)

Training Committee Roles

1. Your position is that this may be a one-time shot to move your fire department forward and into the rescue spotlight, and you feel the committee should move at lightning speed. You advocate that all 10 instructors be trained to the highest level, buy the best equipment you can, and go for all the bells and whistles while the city is in the buying mood. You also would like to suggest that the committee consider a proposal for a new training classroom, new audiovisual equipment with PowerPoint® software, and a digital projector for the training program. You also want to have a rescue truck for your department.

2. You feel this is a passing fad and want to spend as little as possible on this training initiative. In addition, you feel funds spent on this project will affect the overall training budget and eliminate your planned trip to the fire department Instructors Conference. You have seen fads come and go and feel this is just another fad. Let's just do the basic-level stuff with as little cost as possible.

3. You support the concept of a confined space rescue team but want to take it slowly starting with a basic-level team. If it works out and there is a demonstrated need for a higher level of service we can move to an intermediate-level team and perhaps to an advanced level. You feel only a limited number of instructors should be assigned to this project, but we do need to get started as soon as possible.

4. Your cousin is a firefighter in another State and is on an intermediate-level confined space rescue team. They perform all functions except working in aboveground cylinders and tanks. Your district does not have any large cylinders or tanks that anyone could enter. You are convinced that there is no need to train past the intermediate level.

5. You feel the governing body has lost its marbles and cannot understand why they would want to even consider a confined space rescue team since there is a basic team in the next county only 60 miles away. Last year you proposed a dive rescue team and were turned down without any discussion or consideration and now they want to create a confined space rescue team. You feel they have their priorities wrong and should reconsider the dive rescue team. There is a definite need for the dive rescue team as we are surrounded by water and have had many water rescue calls, while we have never had a confined space rescue call.

6. You feel the instructional staff of your department is overworked as it is, and has all the work it can handle. You have contacted your brother-in-law who operates a confined space rescue school. He informs you he can probably train 40 firefighters to the basic level for $30,000, train them to the intermediate level for $50,000, and advanced level for $70,000. He also will hire you to assist with the training and states he may very well have some work for two or three of your friends.

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Activity 5.2 (cont'd)

Budget Estimate

Element	Cost
Direct Operating Costs	
Personnel (uniformed, clerical, outside sources, participant salaries)	
Facilities (rental)	
Materials (presentation supplies, student handouts/tests, reference books, media, office supplies)	
Other, (repairs, development costs)	
Direct Capital Costs	
New facilities	
Equipment, media	
Other	
Indirect Costs	
Administrative	
Other overhead (utilities, share of cost of already available equipment and facilities)	
Total Program Cost	

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Activity 5.2 (cont'd)

Cost-Benefit-Analysis Worksheet

Level of Response selected: _____

Instructor cost $ _____

Instructional media cost $ _____

Training material cost $ _____

Printing cost $ _____

Total cost $ _____

Number of instructors and students to be trained: _____

Cost per student $ _____

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Activity 5.3

Alternative Funding

Purpose

To consider alternative funding methods to accomplish a training objective.

Directions

1. Your instructor will assign each group a training initiative for which you are to consider alternative funding.

    a. Group One: CPR training for 1,000 citizens.

    b. Group Two: Swift-water training for 40 firefighters.

    c. Group Three: Hazardous Materials Technician-Level training (40 hours) for 40 firefighters who are already trained to the First Responder Operations Level

    d. Group Four: Wilderness and rugged terrain search-and-rescue training for a proposed team of 40 members from various disciplines.

2. Consider alternative funding or other in-kind services you may solicit to assist with the assigned project. Some initiatives may include financial considerations, some may be in-kind services, and other considerations may be facilities or equipment.

3. Discuss alternative funding initiatives that may be considered, discuss the best method to sell your idea, and whether there would be any special considerations as to any special group or funding source you may submit your proposal to.

4. List your considerations on an easel pad.

5. Select a spokesperson to report the group's findings.

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APPENDIX

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Financial Management Job Aid

BUDGET PREPARATION PROCESS

This is an example of a procedure for preparing and adopting a line-item budget, including forms that can be used. It should be modified to meet the specific needs of your department.

Step 1--Develop a Budget Calendar

Each step of budget preparation and adoption should be planned. The budget calendar reflects the details of what must be done, when it must be completed, and who has the responsibility for each activity.

Activity	Completion Date	Responsible Person

Step 2--Assign Responsibility for Each Budget Category to One Person

This person may be a committee chairperson, an officer, or a person who has knowledge of that area. Your accounting categories should be used.

Step 3--Prepare Budget Package, Including Historical Data

The package should include the budget calendar, definitions of terms used, and current expenditure detail forms for each category with completed data for previous years. One current detail form is for normal operating expenses and the other is for supplemental operating expenses. There also is a form for planned capital expenditures over the next 5 years.

Definitions

Normal operating expenses recur each year and are, for the most part, noncontrollable, must-have items.

Supplemental operating expenses are less than 5 percent of the budget individually, and are not every-year expenses.

Planned capital expenses are nonrecurring, and individually are greater than 5 percent of the budget. Because of the cost, it is necessary to develop a 5-year timetable and to establish priorities in each category.

Carryover expenses have been incurred but not paid. Budgeted items from the current year's budget that have not been purchased should be requested again in next year's budget.

Emergency expenses are exceptional, one-time-only expenses that are critical to the mission of the department and must be made. Generally they are not budgeted, and the money must be allocated from reserves, if available, or by deletion of other budget items.

The budget coordinator develops a budget package and historical data, receives detailed requests from responsible persons, and consolidates the data for presentation to decisionmakers.

Decisionmakers implement, modify, or eliminate proposed expenditures and establish priorities. They balance income to expenditures and balance the budget. They also are responsible for monitoring adherence to the budget throughout the year.

Sample Forms

Proposed Expenditure Detail
Normal Operating Expenses

Category Subcategory	Actual 2 years ago	Actual last year	Budget this year	Estimated this year	Budget next year

The responsible committee or person will fill out this sheet for each category and subcategory for which there are normal operating expenses. Data are supplied when there have been expenses in the past 2 years. If there are new categories or subcategories, add them. Estimated expenses for the current year are prorated for the entire year based on year-to-date expenses on the date the package is prepared.

Proposed Expenditure Detail
Supplemental Operating Expenses

Category	Request (Give details of request)	Budget next year	Priority
Carryover to next year			
Emergency			

The responsible committee or person will fill out this sheet for each category for which there are supplemental operating expenses. Carryover and emergency items also should be listed by category on this sheet. Priority codes are 1 (absolutely necessary), 2 (high), and 3 (low).

Planned Capital Expenditures

Category	Item (Give details of request)	Next year	Year 2	Year 3	Year 4	Year 5

The responsible committee or person will fill out this sheet for each category for which you anticipate major expenses within the next 5 years. The decisionmakers then will reach a final decision based on available resources and overall priorities.

Step 4--Develop Expenditure Detail

The person responsible for each category will develop the expenditure detail based on the following guidelines:

1. Begin with previous budget.

    a. Look at last year's results.

    b. Have available records showing expenditures for last year.

    c. Compare actual with budgeted.

2. Look at programs for the coming year, considering inflation, cost of living, anticipated revenues, liability issues, and national trends.

    a. Changing goals and objectives.

    b. Additional programs.

    c. Additional resources.

    d. Decrease in demand.

    e. Efficiency and effectiveness.

3. Inventory physical needs, supplies, utilities, services, repairs to stations, equipment, and vehicles.

4. Determine need for capital outlays: vehicles, large equipment, new buildings.

5. Calculate the incremental costs--added costs of meeting goals and objectives.

    a. Increased personnel costs.

    b. Additional personnel needs.

    c. Additional supplies or materials.

    d. Contracted services, internal and external.

    e. Training costs.

    f. Capital needs.

6. Establish priorities.

   a. Mandated programs.

   b. Current-level programs.

   c. Replacement needs to maintain current level of services.

   d. New programs.

   e. Expanded programs.

Some items will be estimates and some can be determined fairly accurately.

Step 5--Prepare Preliminary Budget

Anticipated Income Summary

The budget coordinator will gather historical data and complete the income estimate for next year.

Anticipated Income

Category Subcategory	Actual 2 years ago	Actual last year	Budget this year	Estimated this year	Budget next year

Proposed Expenditures Summary

The budget coordinator will summarize normal and supplementary operating, carryover, emergency, and planned capital expenditures by category and total the expenditure requests for all categories.

Proposed Expenditures Summary

Category	Carryover	Emergency	Normal Operating Expense	Supp. Operating Expense	Capital Expense Next year	Total Budget Request

Difference Between Income and Expenditures

Find the difference between income and expenditures. This is the amount that the decisionmakers will have to adjust to zero.

Step 6--Submit to Decisionmakers for Adjustment and Approval

The decisionmakers balance income to expenditures by implementing, modifying, or eliminating expense items and adjusting income realistically. Overestimating income and/or underestimating expenditures to balance the budget simply postpones the inevitable. The decisionmakers must then take any formal steps necessary to adopt the budget as required by the organization or State law.

Step 7--Monitor Adherence to the Budget Throughout the Year

Proposal Preparation Job Aid

Elements of a Proposal

- Identifies a problem.
- Requests aid or permission to implement a solution.

Proposal-Link Format

- States the problem.
- States the proposed solution.
- Describes resources available.
- Describes resources needed.
- States benefits of the proposed solution.
- Outlines budget (if applicable).

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UNIT 6: EVALUATION

GOAL

To develop a comprehensive evaluation plan for the training division.

TERMINAL OBJECTIVE

The students will be able to develop an evaluation plan for the training division.

ENABLING OBJECTIVES

The students will:

1. *Identify at least two training program evaluation instruments.*
2. *Develop instruments to evaluate the training division.*
3. *Identify long-term impact (on-the-job studies) instruments.*

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EVALUATING THE TRAINING DIVISION AND INDIVIDUAL PROGRAMS

Benchmarking

How can we measure the success of our efforts? One way is to measure the effectiveness of the overall protection efforts. We might end up comparing our loss records with another jurisdiction's to see how effective a job we are doing. If saving lives is part of our organizational mission, then an evaluation plan will help us to identify whether that has been accomplished. However, it is difficult to compare different departments because of the variety of factors that can affect losses.

Measuring Goals and Objectives

Each goal and related objective(s) has its own evaluation plan. Each would be measured for success in terms of achievement. Tying them all together in some cohesive fashion is the essence of a good evaluation plan. This is true whether you are evaluating the success of training courses, the reduction of lives lost to fire in your community, the increased support from citizens for the fire department, or the maintained support from elected officials. Each of these goals and objectives, and the achievement of them, is tied directly to the needs assessment plan.

You must tie your needs to goals and objectives, and then formulate workable strategies for implementation, regardless of whether an internal or an external group is the target of the objective. The entire process reflects the model for this course (Instructional Systems Design (ISD)) and needs to be followed from the original needs assessment through evaluation of both internal and external efforts.

Relationship of Evaluation to Needs Assessment

Unit 4: Managing the Needs Assessment Process, included two objectives that focus on identifying division training needs and on establishing training priorities from identified mandates. This unit focuses on determining whether or not the identified needs have been met.

This takes place through a process of evaluation. We must think of evaluation as having two components, just as we will be evaluating two levels within the division--the division and the individual programs (including instructors).

Formative and Summative Evaluation

A summative evaluation will examine the results of the entire program to determine if the desired outcome of information was exchanged and was the appropriate knowledge, skills, or abilities achieved. This process is also referred to as the “impact or outcome evaluation”.

A formative evaluation will focus on the conduct of the program such as scheduling, delivery, equipment availability to conduct the training initiative and so on. This component is also commonly referred to as the "process evaluation."

The Training Program Manager should be concerned with both evaluation instruments to examine the instructional products and the process in which it was delivered. Should students not perform as expected during or after a training program the manager must examine both the summative and formative process to determine where a problem may exist. The challenges may have been the curriculum itself of could have been a deficiency in the course delivery process (formative).

The Training Program Manager must have the tools to manage the entire training process. Simply recording the number of student completions and number of hours trained may look good in a report, but provide little information about the impact or outcome of the training (what can the first responders actually do).

A successful product evaluation (summative or impact evaluation) uses procedures that determine:

- the extent to which the program has achieved its stated objectives (how did we validate that the information was transferred and participants can perform to the established level; and
- the extent to which the accomplishment of objectives can be attributed to the program, and may be conducted after each unit, after a series of units, or at the end of the course.

A successful process evaluation (formative evaluation) examines how the program was conducted. Its procedures will determine:

- whether the program scheduled appropriately, training materials available for the class, appropriate records kept, safety procedures followed, and
- were the course activities and scenarios completed within the time frames allotted and objectives met?

The Training Program Manager must be involved directly in the management of the evaluation process. The reasons include

- Designing a product evaluation forces you to examine the clarity of your objectives, the ease with which they can be measured, and the possibility of their being achieved. For this reason, the Training Program Manager needs to consider the concept of program evaluation at the beginning and throughout the process.

- Process evaluation may allow the Training Program Manger to achieve economies in the conduct of programs and courses as he/she examines the costs and benefits of its different aspects.

- Evaluation can provide the Training Program Manager and the division with data on which to base program decisions.

  - Process evaluation allows the Training Program Manager to redirect efforts as he/she determines which elements of the methodology have or do not have the desired results.

- Evaluation can provide the Training Program Manager with data to reinforce efforts, or to recommend new directions in which to move.

- Evaluation can be used by policymakers as a tool in directing the division into productive channels.

- Evaluation, when it shows evidence of the strengths of your programs (both internal and external), can provide motivation to internal and external customers and to potential customers of the division.

- Evidence of the evaluation of prior efforts reassures current and future funding sources as to the diligence and the sincerity of the Training Program Manager and the training division.

- Where the Training Program Manager and the division have relationships with other divisions, evaluations can help others in training to anticipate problems in implementing similar programs, and can provide yardsticks against which they may measure their success.

Managing the Evaluation Process

The Training Program Manager must manage the evaluation of courses/programs. The following criteria, along with any items that will allow you to personalize the evaluation of courses/programs for your division, must be considered during this evaluation.

- The proper method of evaluation of courses is by applying the ISD model to course evaluation.

- Both formative and summative measures are included in the model, and each individual step is articulated.

- The evaluation of any course, and therefore of the larger program, depends on information gathered about the following:

  - Were the needs of the organization and the audience analyses conducted? Did they yield correct data?

  - Was a task analysis performed? Were they the correct tasks?

  - Were measurable objectives written?

  - Was the correct content chosen?

  - Were the evaluation instruments and designs appropriate for the content, and did they match the objectives?

  - Were proper instructional strategies selected/designed, and did they help learners accomplish the objectives of the course?

- Were instructional activities used, and were they the appropriate practice steps of the learning/teaching cycle?

- Were media and other audiovisual resources properly selected?

- Were course materials such as handouts, student manuals, etc., useful?

- Are the proper people involved in evaluating the course? These people include the course developer, the training manager, the content experts, students, industry experts, etc.

EVALUATING INSTRUCTORS

The Training Program Manager also must manage the evaluation of instructors. The following criteria should be considered when conducting instructor evaluation, recognizing that it is important to "personalize" the evaluation of instructors by incorporating criteria that are unique/specific to the instructional staff of your division.

- Most important in this process is to evaluate the right things. Did the instructor/designer choose the correct material to teach? Is the instructor a good performer or a good facilitator of learning?

- The questions listed above point out the characteristics of a good learning situation: accountability, feedback, and involvement. We can judge the worth of an instructor best by the extent to which these things are present in the classroom.

The specifics of instructor evaluation include a variety of issues.

- Was the training delivered professionally?

- Were the learning objectives met?

- Was the original need met?

- Was the training valuable?

- What is the quality of the instructor's presentation?

- What is the quality of the information presented?

- Was there enough time to practice new material?

- What was the amount and the quality of the feedback on your performance during training?

- What is the quality of the training environment?

- How useful is the course content to your job?

- Was attending the training program a good use of your time?

Many questions can be asked about the performance of an instructor, but the best questions are those developed for each instructor for each course. Although there are many standard questions, it is important to personalize any instructor evaluation. Also remember, it is not always easy to get rid of a bad instructor.

EVALUATION LEVELS

Evaluation of Training Division

- Product evaluation--development and piloting of a new course. The pilot test becomes the product evaluation.

- Process evaluation--an evaluation that ties outcomes to the marketing plan objectives is an example of process evaluation.

- Impact evaluation--evaluation of courses/programs after they have been modified, or the extent of the "transfer of learning" to the workplace are examples of impact evaluation.

Evaluation of Programs and Personnel

- Product evaluation--course and program evaluation are primary examples.

- Process evaluation--evaluation of student performance and instructional effectiveness are examples.

- Impact evaluation--an example is evaluation of the overall effect of the division on meeting department goals.

Although the Training Program Manager may not do the evaluation of programs or instructors, he/she should be involved in the design of the evaluation, promoting the use of both quantitative and qualitative measurement instruments.

MANAGEMENT ISSUES

Who Will Conduct Evaluation?

The Training Program Manager also must deal with the issue of who should conduct the evaluation.

- Should the evaluation be performed by staff, or should it be conducted by some outside firm or individual consultant?

- Involving an objective "outsider" with no vested interest in your program's success may improve both the planning and the evaluation of your program. If done outside:

  - What will it cost?

  - Will the evaluator assist in the design of the program? An experienced evaluator might avoid a program already set in concrete.

  - Does the evaluator have a reputation that is recognized positively?

  - Will the evaluator be likely to align himself/herself, for better or for worse, with the management that is paying the bill, or with the staff whose work is being assessed?

- One caution is that the evaluator may be compromised by trying to please the client in hopes of gaining future contracts.

- Evaluation by an insider, who may know more about the real issues in the program, may suffer from an awareness of the potential effect of an evaluation on the performance of staff and the reputation of the agency. If done internally:

  - What will it cost?

  - Is anyone on the staff competent in the area of evaluation?

  - Will their responsibilities for evaluation detract from the staff's ability to perform other required duties?

  - Will the evaluation threaten staff and reduce the accuracy of the evaluation?

The decision of the Training Program Manager will depend on resources and philosophy. Whichever way is chosen, the critical issue is the development of valid information that can benefit the division and its internal and external customers.

Evaluation Design

When the Training Program Manager begins to make decisions about how the evaluation will be designed, the following steps must be involved.

Clarify Program Objectives

Product evaluation requires objectives that are clear and measurable. If an evaluation expert is to be involved in the process, use this person to re-examine the objectives, and consider the rewriting of objectives to ensure that a product evaluation can be performed.

If the purpose of your program is well defined, and if the objectives have been stated with clarity, then certain questions must be asked in its evaluation. If the purpose of your program is to train students at a preservice academy and to place them in jobs, you would need to ask such questions as these in your evaluation:

- What percentage of the new students were placed in jobs after completion of training?
- How many of the recruits who were placed in jobs retained those jobs for a specified time period after placement?
- To what extent did the program, as implemented, resemble the program as planned?
- Were there aspects of the program that were more related to program success than others?

Determine the Potential Audience for the Evaluation

People inside and outside your division may have a variety of questions that they want answered. Specific evaluation questions thus can come from a consideration of who will be looking at your evaluation.

- Will you conduct a process evaluation, a product evaluation, or both?

  It is a good idea to include both types of evaluation in your plan. Distinguish between the two and show how they relate to each other.

- Who will conduct the evaluation?

  The basic consideration, as stated earlier, is that of "in-house" or "out-of-house" evaluation. Financial constraints may limit your ability to employ outside persons.

- Should the evaluation include an analysis of cost benefit or cost effectiveness?

  As stated previously, cost-benefit analysis is an attempt to relate the costs of a program to its social benefits. Cost effectiveness assumes that, of two programs with approximately the same social benefits, the one that costs less is more cost effective. With increasing public concern about dollars spent for social programs, an analysis of costs and benefits, where possible, would be appropriate.

- How will evaluation data be collected?

  Your selection of a data collection mechanism will depend on the nature of your program, the state of evaluation in the fire service, the degree of rigor you wish to achieve, and your resources. Some of the ways of doing this are outlined briefly in a later section of this unit. (See section on Test Development and Administration on page SM 6-14.)

- How will the evaluation data be analyzed?

  If data are to be analyzed statistically, the techniques to be applied must be considered in planning the evaluation. Different statistical techniques require different methods of data collection. If the appropriate data cannot be collected in the appropriate way, analysis may be useless.

- How will the Training Program Manager report the evaluation information?

  How and when will evaluation information be fed back to staff to allow for program change and improvement? Should the actual report be prepared in more than one version for presentation to the several audiences that may be interested?

The following example incorporates all of the information presented thus far above regarding the design of an evaluation, and relates it to a fire department plan to expand its fire prevention program.

A local fire department plans to expand its fire prevention program. The objective is to "reduce losses to persons and property by reducing the number of fires in the community." More specifically, the department wishes to reduce the number of preventable fires by increasing the frequency of fire department inspections of homes and businesses. In the past, there has been no satisfactory method of separating the impact of some major fire prevention programs, such as prefire inspections from the effects of other factors. It has been hard to determine whether increased resources devoted to inspection would indeed reduce the rate of fires.

The procedure that will be introduced in this program is the collection of data on the percentage and rate of fires deemed relatively preventable by inspection.

As the department plans its evaluation process, it considers "the number of fires that are relatively preventable by inspection, per 1,000 occupancies, or 1,000 residences." Changes in this rate, over time, may indicate the impact of their inspections; a decrease presumably would demonstrate their value. The program's benefits also might be demonstrated by the number of fires deemed preventable by inspection and by a reduction in the number of fires in homes and businesses that have been inspected, compared to those that were not inspected.

The department also is concerned about process. For example, the ability to identify "relatively preventable fires" depends on the fire-cause categories used and on the reliability of inspectors in identifying and recording those causes. Identifying "preventable" fires would be easier if fire-cause categories were defined with that purpose in mind. For example, rather than reporting only that a mechanical defect caused a fire, as is typically done, it would be useful to know whether the defect was one that could be seen or otherwise easily detected during an inspection.

In this way, the department fashions both its product and process evaluation. The department then produces a chart listing the aspects of the problem to be examined, the specific measures to be employed, and the means to be used in gathering data. Such an example chart is shown in Table 6-1.

Table 6-1

Objective	Data to be Gathered	Specific Measure	Data Collection Procedure
Reducing the number of fires	Reported fire incidence rate	Number of reported fires per 1,000 population: total, and by type of residential occupancy	Evaluator obtains data generally available from department records.
Training	Reported building fire incidence rate	Number of building fires per 1,000 occupancy types (e.g., single-family dwellings, duplexes, apartments, mobile homes, small stores, etc.) and by fire size	Number of occupancies by type may be estimated from planning department data (for residences), or from prefire inspection records for commercial/industrial occupancies; fire size estimated by officer at scene.
	Reported plus unreported building fire incidence rate	Number of unreported plus reported building fires per 1,000 households (or businesses by type of occupancy)	Evaluator surveys a representative sample of citizens and fire incident reports; reasons for under-reporting also would be solicited.
	Preventability of fires	Percentage and rate of fires that are relatively preventable by inspection or education	Intended for internal fire department analysis based on judgments as to the relative preventability of various types of fires.
	Prefire inspection effectiveness	Rate of fires in inspected versus uninspected (or frequently inspected) occupancies, by type of occupancy and risk class	Data obtained by linking fire incident reports to fire inspection files.

(Norton J. Korits, *Program Planning and Proposal Writing*. Los Angeles: The Grantsmanship Center, 1980.)

TRAINING RESULTS

Training managers need ways of demonstrating their contributions to their department, and ways of showing efficient management practices. There are a variety of ways this can be done, including the following methods:

- client satisfaction surveys;
- focus groups;
- training statistics; and
- organizational audits.

These are not traditional methods in the fire service, but have proved to be successful in a number of other organizations.

All four focus on the organization, not on individual programs.

The first two techniques look at the training organization from the client's perspective. The third approach deals mostly with the internal functioning or efficiency of the training organization. The last is a combination of internal and external measures for a broad analysis of the training organization.

Client Satisfaction Surveys

This approach focuses on designing a brief survey administered by mail or telephone to managers who send people to training. Questions deal with how the client managers perceive the training organization, usually focusing on satisfaction with particular services or functions. Questions tend to be brief and close-ended.

This technique can be used with both internal and external customers/ clients to determine in a quantitative way their level of satisfaction with the services provided by the division. These kinds of data relate directly to the mission of the division in providing services to the public.

The value of the technique is that it provides a lot of information quickly about potential problems. The emphasis is on problem detection or identification rather than on analysis. As a result, another data collection effort is required to determine the causes of any problem detected by the survey.

Focus Groups

A focus group is an ad hoc group convened to discuss an issue. Focus groups have been used for brainstorming a problem and for market research in determining image of courses or of the training department. This technique can be adapted for examining the training organization and its relationship to its clients. Focus groups can be organized for one occasion, or they may meet periodically. In leading focus group meetings, it is crucial to probe for the reasons or the critical events that have shaped people's impressions. On the other hand, the facilitator must take care not to bias opinions by encouraging or discouraging certain types of comments.

The value of this technique is in the involvement of a cross-section of customers, both those who have taken training programs within the division, and those who are outside the division (elected officials, vendors, community, etc.), and evaluating their experiences and suggestions from a qualitative perspective. As in the previous section, this technique gathers data that relate directly to the stated mission of the division. The involvement of critical groups/individuals in the process relates back to the needs assessment that was conducted and the goals and objectives identified in the marketing plan.

Training Statistics

This approach describes some characteristic of an organization's internal operations or external services. It is time-bound, meaning that it portrays the organization for a specific period of time (e.g., monthly, quarterly). Statistics may deal with such functions as program development, delivery, and scheduling. Statistics may represent such dimensions as volume (frequency, amount), cost, efficiency, timeliness, or quality. Examples include average cost to train one employee for one day, percent of students successfully completing training, and total percent of department members receiving training in one calendar year. Training statistics serve as problem indicators. They are a warning system that should trigger further data collection to determine the causes of negative trends.

Training statistics can be maintained for measuring many aspects of the training division. These can include relevance, effectiveness, delivery cost per trainee, courses developed, projects completed on time, student-instructor ratio, followup evaluation completed, developmental cost, and number of hours to deliver training.

Organizational Audits

An audit is an intensive study of an organization for the purpose of finding ways to improve how the organization operates. Individual programs are evaluated, but only as samples of the organization's work. Audits employ a variety of data collection techniques and usually require a substantial investment of time and people. Audits usually are staffed by people from outside the audited organization. Audits generate much information, but at great cost. Examples of the variables studied include scheduling processes, timeliness of training, curriculum planning, classroom use, instructor performance, procedures for evaluating instructors, testing and grading, delivery expenses, relevance of course content, and preparation time.

An organizational audit is an internal marketing tool. Maintaining an effective program depends on continuously monitoring current procedures and making the necessary changes. Changing elements of the internal or external environment of a division may require changes in the design and/or implementation of a program.

The Training Program Manager will find that the criteria for monitoring and evaluating the program will stem from the specific purposes/goals/objectives of the division. Furthermore, an overall evaluation has a number of steps, each of which is a potential source of problems and should, therefore, be subject to monitoring. At the most basic level, the evaluation of a system

must stem from its basic objectives. An assessment of the basic objectives should yield the overall criteria by which division/program effectiveness is judged, as well as the data needed to assess effectiveness.

The following are examples of criteria for auditing both internal and external programs:

- overall assessment of costs versus benefits for the program;
- users' perceptions of satisfaction with equity, utility, and accuracy;
- accuracy of measurement and control for errors;
- attitude and/or behavioral change in users; and
- changes in the efficiency or effectiveness of related programs.

TEST DEVELOPMENT AND ADMINISTRATION

Training managers must know how to develop tests or have that expertise available within the division. The development of evaluation instruments is critical to measuring the success of the training effort. An evaluation instrument is a device for collecting vital information about the training effort and the effort of the training department. Evaluation is conducted at appropriate stages throughout the training process. Instruments come in a variety of forms and usually are divided into the following categories: questionnaires, attitude surveys, interviews, observation, and performance records.

- Questionnaires--most common form of program evaluation instrument. Used to obtain objective information about participants' feelings as well as to document measurable results.

- Attitude surveys--they represent a specific type of questionnaire with several applications for measuring the results of the training department program. "Before and after" program measurements are required to show changes in attitude.

  - It is impossible to measure an attitude precisely since the responses may not represent true feelings.

  - Guidelines similar to those used for questionnaire design are used to develop the attitude survey.

    --An attitude survey also must determine precisely the attitudes that must be measured.

    --Survey statements should be as simple as possible and participant responses need to be anonymous.

    --Determine survey comparisons (before and after), and collect data for easy tabulation.

- Norm-referenced test--compares participants with each other, rather than to specific instructional objectives.

- Criterion-referenced test--an objective test with a predetermined cutoff score. The criterion-referenced test is measured against carefully written objectives for the training program. The importance is whether or not participants met the desired minimum standards, not how the participants rank with others.

- Performance testing--allows the participant to exhibit a skill (and occasionally knowledge or attitudes) that has been learned in a training program. Performance testing is used frequently in job-related training where the participants are allowed to demonstrate what they have learned.

- Oral examinations and essays--these types of examinations have limited use in the training program evaluation. They are probably more useful in an academic setting. The oral test and essay are too imprecise, and are not easily applied to programs that use measurable objectives.

- Interviews--can be conducted by the training staff, the participant's supervisor, or an outside third party. Interviews can gather data that are not easily secured from performance records, and can uncover changes in behavior, reaction, and results. A major disadvantage of the interview is that it is time-consuming. It also can require training or preparation of interviewers to ensure that the process is conducted in an effective manner.

  The unstructured interview allows probing for more information. More use of general questions leads into more detailed information as data are uncovered. Typical probing questions include

  - Can you explain that in more detail?

  - Can you give me an example of what you are saying?

  - Can you explain the difficulty that you say you encountered?

  The basic ingredients for designing an interview:

  - develop questions to be asked;
  - try out the interview;
  - train the interviewers;
  - give clear instructions to the interviewers; and
  - administer the interview according to a scheduled plan.

- Observation--involves observing the participant either before, during, or after a training program. The most common observer is a member of the training staff, although the supervisor, a member of the peer group, or an outside party can be used.

Guidelines for effective observation:

- be fully prepared--know what to look for;
- observations should be systematic;
- observers should know how to interpret and report what they see; and
- observers' influence should be minimized.

When planning a systematic observation, determine what behavior will be observed, prepare the forms for the observer to use, select the observers to be used, prepare a schedule of observations, train observers in what to observe and what not to observe, inform participants of the planned observations with explanations, conduct observations, and summarize the observation data.

- Performance records--they are available for every employee, and are useful in measuring performance. In using records in evaluation of training programs, the first consideration is given to existing records. In most organizations there will be records suitable for measuring the improvement resulting from a training program.

  The following types of records are useful: absenteeism reports, accident costs, downtime, efficiency, grievances, overtime, work backlog, and training received.

Questions that need to be asked by the Training Program Manager when thinking about evaluation include

- How will the data be used?
- How will the data be analyzed?
- Who will use the information?
- What facts are needed?
- Should the instruments be tested?
- Is there a standard instrument?

Characteristics of Good Evaluation Instruments

In addition to asking the right questions about evaluation, it is important to make certain that the instruments chosen have the proper characteristics that make them good evaluation instruments. Regardless of the type of instrument, there are basic design principles that can lead to a more effective instrument. The most common include

- Validity--measures what the person using the instrument wishes to measure.

- Content validity--the extent to which the instrument represents content of the program.

- Construct validity--the extent to which an instrument represents the skill, attitude, or ability that the instrument is intended to measure.

- Reliability--a reliable instrument is one that is consistent enough that subsequent measurements of an item give approximately the same results. For example, an attitude survey is administered to an employee, and then administered again 2 days later. The results should be the same, assuming that nothing is done in the interim to change the attitude of the employee.

- Ease of administration--an instrument should be easy to administer. Directions and instructions should be easy to read and understand.

- Simplicity and brevity--the level of readability should be appropriate for the participant's knowledge, ability, and background. Short, objective responses should be sought.

- Economical--a good instrument is economical for its planned use. Economics should be a factor when designing, developing, or purchasing an instrument.

Test Administration

The Training Program Manager is responsible for overall test administration. This includes

- Securing tests. All written tests and related test materials must be kept secure, and access be limited only to those who have responsibility for administering and/or proctoring tests. The number of copies of each test must be known and checked periodically to ensure there is no loss or theft.

- Securing test site. The same caution must be used in securing the test site. If paper and pencil tests are used, then access to the test site must be restricted until the time of the test. Various ways of contaminating a test site have been used, and new ways are being invented all the time.

- Test administration. Instructions for administering tests must be written and used in a consistent and uniform manner. This will help ensure the validity of the administration and ensure fairness to students. The same is true for performance testing. In addition, standard policies must be enforced for performance testing (e.g., one proctor for each four test takers).

- Recordkeeping. As noted in the *Fire Service Course Design* (FSCD) course, recordkeeping is important for many reasons, including safety, liability, and matriculation with colleges and universities for credit recognition of courses taken.

- Proctoring. Proctors must be trained in most aspects of test administration. They must be aware of security of both test materials and test site, able to administer tests according to instructions, and able to keep accurate records.

- Privacy. This is a most important aspect of test administration. Privacy of student grades and records is absolute and must be kept according to law. Whenever privacy is related to testing, Training Program Managers must ensure that proctors are aware of privacy needs, and Training Program Managers must model similar behavior.

MEASUREMENT OF LONG-TERM IMPACT OF TRAINING AND THE TRAINING DIVISION

The best way to ensure the positive, long-term impact of training and the training division is to conduct studies aimed at analyzing what is going on, what you want to go on, and how you want it to happen. In academia, this is called institutional research. It is the same idea in the fire service.

A variety of measurement options have been mentioned in the preceding sections of this unit, and are appropriate for use in determining the long-term impact of training and the training division. The measurement is affected by asking questions such as:

- Does training help the individual to make better decisions?

- Does training aid in achieving self-development and self-confidence?

- Does training develop a sense of growth in learning?

- Does training lead to job knowledge and skills at all levels of the organization?

- Does it help to improve the morale of the work force?

- Does it help employees to adjust to change?

- Does it improve the relationship between the boss and the subordinate?

- Does it help a person to handle stress, tension, frustration, and conflict?

- Does it provide information for future needs for all areas of the organization?

- Does it help to create a better department image?

SUMMARY

- Assess the need for measuring the success of training and the training division.
- Identify the appropriate tests for determining desired results from training.
- The evaluation of instruction is an integral component of ensuring a successful training effort.
- Evaluate the usefulness of courses and their relationship to the larger training effort and philosophy.
- Use institutional research practices to determine the long-term impact of training and the training division.

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Activity 6.1

Evaluating Process and Product

Purpose

To evaluate whether courses/programs are meeting the stated objectives, and whether personnel are capable of doing what they are supposed to do.

Directions

1. Your group will be assigned one of the following topics:

    a. You are evaluating a newly developed course. What should be included in the evaluation plan?

    b. You are evaluating a course offered currently. What should be included in the evaluation plan?

2. In your small group, determine the following:

    a. Is your topic "process" or "product" evaluation?

    b. Which characteristics distinguish product/process evaluation?

    c. List at least 10 criteria that you would evaluate.

3. Be prepared to report to the class.

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Activity 6.2

Measuring the Training Organization

Purpose

To use one of the approaches to measure the impact of the training organization.

Directions

1. You will be divided into four groups. Two groups will use the "Client Satisfaction Survey" approach, while two groups will use the "Focus Group" approach.

2. "Survey" groups will list questions to be included on a satisfaction survey.

3. "Focus" groups will list and discuss at least five ways of using focus groups in their departments.

4. Be prepared to report to the class.

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Activity 6.3

Designing an Evaluation Plan

Purpose

To evaluate your products based on the process used for development. In addition, it allows you to identify the major elements of an evaluation plan, and to decide which elements will be included in your plan.

Directions

1. Your group will be assigned one of these scenarios:

   Scenario 1: Design a system that can gather together instructor evaluations and program evaluations to provide management information for the Training Program Manager.

   Scenario 2: Design an evaluation plan to measure the impact of the training division.

2. In your small group, answer each of these questions as it applies to your group's scenario:

   a. What elements do you need to evaluate?

   b. How do you evaluate each element?

   c. What decisions emanate from the evaluation of each element?

   d. How do you know when and where change is indicated within the process?

3. Be prepared to present your results to the class.

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UNIT 7: PERSONNEL MANAGEMENT

GOALS

1. *To develop human resources to meet the present and future needs of the training division.*

2. *To promote career development.*

TERMINAL OBJECTIVE

The students will be able to design a framework for a professional and career development process for the members of the training division.

ENABLING OBJECTIVES

The students will:

1. *Describe the components of a comprehensive human resource development program.*

2. *Identify management considerations to be applied to the administration of each component of the human resource development program.*

3. *Develop interview questions to elicit information that will enable a manager to make judgments about the quality of a candidate for a position in the training division of a fire department.*

4. *List possible future internal and external influences that will affect fire departments and their training divisions.*

5. *Differentiate between training program service as a career and as an avenue to promotion.*

6. *Outline a career development plan.*

7. *Describe how participative management can be integrated into the training division.*

8. *Use the knowledge for more effective communication with upper management and staff.*

9. *Select proactive motivational strategies for training personnel.*

10. *Evaluate ethical behaviors within the training division.*

11. *Use conflict resolution principles to solve problems common to training programs.*

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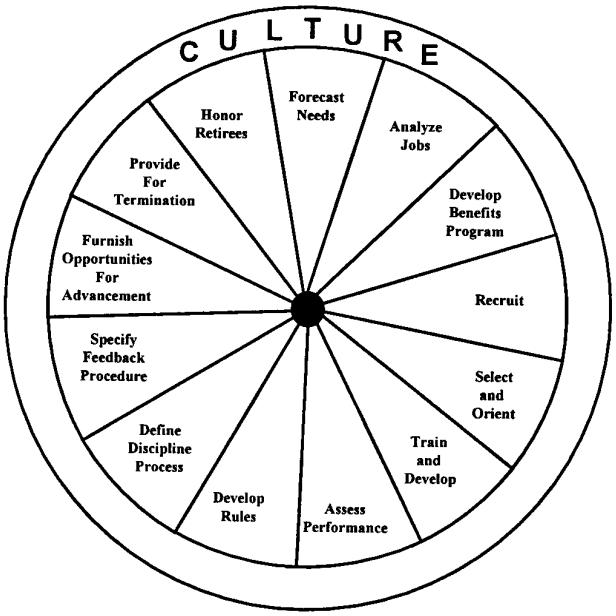
DEVELOPING HUMAN RESOURCES

Personnel are the most important resource of any organization, and because managers are judged by what their people accomplish, good managers put people first. A diverse membership provides a broad range of valuable skills and abilities that contribute to the effectiveness of the organization. Fire service managers attract the best people by creating a work environment that welcomes the participation of all and satisfies the physical, mental, and emotional needs of all employees.

Human resource development is a comprehensive program for developing human resources to meet present and future personnel needs of an organization.

HUMAN RESOURCE DEVELOPMENT



ORGANIZATIONAL CULTURE

Human resource development takes place within the cultural framework of the organization. A culture is comprised of a group of people who share common beliefs, values, and ways of doing things. Such commonalities include dialect, religion, age, gender, physical condition, or national origin. Culture is not restricted to people of the same nationality. Culture can be seen in how people talk about themselves and about cultural groups different from their own. Just as societies have cultural elements, each organization has its own culture. Some elements of organizational culture include

- management philosophy;
- organizational structure;
- composition of department;
- communication patterns;
- reaction to change;
- breadth of training;
- cultural diversity; and
- values and rewards.

Individuals are affected by the organizational culture, and the organization is affected by the cultural influences of the individual.

Human Resource Development Program Functions

Forecast Needs

The first step in forecasting needs is to analyze external conditions such as:

- economic, social, and political factors;
- government laws and regulations;
- population and workforce trends; and
- new technology that might influence the human resource development process.

Next, future personnel needs are determined. There is a need for emergency responders to provide the desired type and level of service. There also is a need for support people to free emergency responders for emergency-related tasks. The manager should examine the departmental profile to see if there is a need for an affirmative action program.

Once needs are determined, future availability of personnel should be studied by taking inventory of current talent and forecasting movement, development, and retirement. Finally, immediate and long-term plans must be developed to meet human resource needs. These plans might be for improved use of existing personnel or for employment of additional personnel.

Analyze Jobs

Individual jobs are the building blocks necessary to achieve organizational goals. Job analysis defines each job in terms of behaviors necessary to perform it. Job analysis has two elements:

1. Job descriptions: specific physical and environmental characteristics of the work to be done.

2. Job specifications: personal characteristics necessary to do the work.

Many of the legal problems associated with personnel come from incomplete understanding of the requirements of specific jobs, and they could be avoided by comprehensive job analyses and by developing sensitivity to the cultural diversity of potential members.

Develop Benefits Program

Compensation consists of both tangible and intangible benefits provided by the organization. People work for rewards that they value and consider fair in exchange for their efforts. The key to recruitment and retention of personnel is determining how the benefits of organizational membership can meet needs of desirable and available candidates. Both material and psychological rewards can contribute to the morale of the member.

Recruit

For a recruiting effort to be successful there must be thorough advance planning. Planning involves determining personnel needs and analyzing potential sources of members. After carrying out the plan, its success should be evaluated. The department should recruit candidates actively without regard to race, gender, age, religion, or national origin. All qualified people should be considered.

Select and Orient

Because of the cost in time and money of developing new members, prospects should be screened before selection, and only those whose needs match those of the organization should be selected. New members should be thoroughly oriented to what the organization has to offer and what the organization expects in return. The first few days a person spends in an organization are critical in the formation of positive or negative attitudes about the job and the organization. Employee handbooks reinforce information presented during orientation.

Train and Develop

The department should plan training opportunities to improve the individual's knowledge, skills, and attitudes permanently. The training should focus on meeting the individual's needs as well as those of the organization.

Assess Performance

Systematic assessment of the performance of the individual points out job-related strengths and weaknesses. Assessments should be based on observation and judgment. The appraisal conference defines goals for the individual and action steps for future improvement.

Develop Rules on Matters of Concern and Benefit

Most people function best when they know what the organization expects of them. Carefully written rules define these expectations. They also promote positive team interactions and self-discipline. Rules must reflect the culture of the organization, but behavior cannot be prescribed by inflexible rules.

Define the Disciplinary Process and a Feedback (Grievance) Procedure

Good discipline leads to professionalism in an organization. The organization must define, in writing, a disciplinary process that is fair and uniform. All members must have a mechanism for providing management with input about personal concerns, and management must respond to these concerns.

Furnish Opportunities for Promotion and Advancement

Individual satisfaction can be provided in a variety of ways. Members can experience new challenges through:

- specialized training to broaden knowledge and skills;
- achieving rank and/or additional responsibility; and
- working in new areas (prevention, training, etc.).

Achieving rank is not the only measure of success.

Provide for Demotion/Termination

There are times when a member must be separated from the organization due to cutbacks or because of inadequate job performance. A mechanism that causes minimum pain and disruption should be developed. Termination is a last resort because of the investment of time and money that the organization has made in developing its members.

Honor Retirees

It is important to recognize and honor those people who have served the organization for long periods of time. Not only is it important to the retiree, but it serves as a strong motivator to newer members of the organization. Using retirees as consultants may be feasible; it takes advantage of their wealth of knowledge, and extends their sense of worth.

HUMAN RESOURCE DEVELOPMENT ISSUES IN THE TRAINING DIVISION

Centralization

An important local government and organizational decision is the degree of centralization of the human resource development function. Some communities choose to concentrate the human resource development function within a city-wide personnel department. Others allow each operating department to administer its own personnel. In some cases the function is further decentralized into individual parts of the operating departments. Centralization assures consistent personnel practices, avoids arbitrary actions, and eliminates duplication of personnel activities. Even though the function may be centralized in a personnel department, there is a need for fire department division managers to have a thorough understanding of the overall human resource development functions, and to have input in personnel decisions that affect their area of responsibility.

Personnel Needs Analysis

The manager must project position needs, based on current departmental training needs and projected expansion or contraction imposed externally (e.g., mandates, community development, available community resources, etc.). Position descriptions based on the general nature of the job and qualifications necessary to carry out its duties and responsibilities, and applicant specifications to define the kind of individual needed to fill the position must be developed.

Types of Training Services and Sources of Personnel

The training manager must decide on the types of services that resources will allow and whether these services will be provided by internal or external personnel. The following are representative of general service areas:

- analysis of training needs;
- design of training programs;
- preparation of instructional materials;
- instructing; and
- evaluation of programs.

Sources of training personnel may be internal or external. Internally, the manager can look at the organization for existing employees who can be transferred, promoted, or temporarily assigned to a different position. Selection must be based on the ability to perform the job. Advantages of internal candidates include familiarity with the department, knowledge of personnel, knowledge of internal politics, and familiarity with the community. Internal recruitment can be very cost effective and can provide many of the same services as external sources, but it can be discriminatory.

The manager also can use outside sources to find applicants for positions within the organization. Outside packages as well as people may be used. Consultants are used when:

- there is a need to expand capability;
- specialized expertise or facilities are needed;
- neutrality and/or credibility are issues;
- time is of the essence;
- budgets are tight;
- targeted skills or knowledge are general, and functional topics and generic programming will work;
- program needs are short term; and
- an available program will meet a specific need.

Selecting Internal Staff

When selecting internal staff, the manager must match employees' skills with the demands of the job. The selection process needs to be precise, uncovering skills that indicate probable success as a trainer. If a training division assignment is to be used to provide broad experience for those climbing the ladder, programs must be developed to stimulate their growth. Systematic procedures for reentry into line positions at the conclusion of a successful tour must be available. Escape routes must be provided for those who perform badly in their early assignments, without jeopardizing their careers.

There are traps to avoid when selecting internally:

- Good worker trap: good workers do not necessarily make good instructors.

- Job knowledge trap: subject matter experts cannot always teach.

- Replicating great teachers: person making selection selects clones of great instructors from the past, and this creates a one-dimensional staff.

- Wants out, not in: person who wants out of current position and will say and do anything to escape.

- Narrow role trap: person who excels in one role, but has mediocre skills in other areas.

- Personality trap: selection based on personality traits desired by selector. Problem is that traits are hard to spot in others.

Contracting for Training, Development, and Support

- Needs assessment: A study to see if the demand for resources exceeds internal supply.

- Precontract planning: Study available facilities, personnel, funding; develop a statement of work, list of deliverables, and proposal evaluation criteria. Select a source and conduct initial meetings, monitor progress and potential problems, and accept deliverables. It is important to make provision for termination for inadequate contractor performance or for convenience of department.

- Consider reputation, references, professional background, unique contribution that can be made to department, and evaluation of effectiveness. Make sure that costs are clearly understood and competitive.

Screening and Selection

Screening and selection starts with a resume or personnel file, and is followed by an interview. Critical skills required by the interviewer are to

- know job requirements;
- have good questioning and probing techniques;
- have active listening abilities;
- have good knowledge of personnel management legal issues; and
- make sure interview questions meet legal requirements.

Training/Development Within the Training Division

The focus of a training division is to train and develop the members of the organization. It must be concerned with and committed to employees' growth and development so that organizational and personnel goals can be met. Training emphasizes changing behavior, and development is concerned with activities designed to broaden knowledge and skills. There are times when the training division fails to provide the same training and development for its own members!

Performance Appraisal

Appraisal provides motivational and developmental feedback to an employee about how well he or she is doing on the job and helps the employee grow and develop. Employees should be rewarded frequently for good behaviors on the job. It is important to separate salary review from performance appraisal.

Promotion/Transfer

Opportunities for promotion and transfer help a person to gain recognition and achieve professional goals. However, people sometimes are promoted or transferred into the wrong job. They need an escape route to a more suitable position. Promoting from within provides the opportunity for advancement and to learn new skills, and is cost effective; internal candidates know the organization and may know the job. The disadvantages are that managers may be

reluctant to give up top performers, and it may promote complacency and stagnation; if there are insufficient promotional opportunities, it provides alternatives for self-fulfillment and intrinsic rewards.

Employee involvement plans present an alternative to promotion. They give employees meaningful responsibilities with corresponding authority. The manager must know the talents available and correlate talents with departmental goals. These plans may include group participation for initial involvement, task forces to work in specific areas of interest and expertise, quality circles, and work on special projects that puts the best personnel from various areas together to solve problems of major importance.

Summary

A comprehensive human resource development program functions within the framework of the organizational culture. Even though human resource development functions might be centralized in your department, it is important to be aware of those functions so you can support the system and augment it where appropriate.

PROFESSIONAL CAREER DEVELOPMENT

Professional development is a short-term process by which individuals increase their knowledge, skills, and abilities in order to improve their current job performance and/or prepare themselves for future positions to which they realistically can aspire. Career development is a process of setting long-term individual career objectives and devising a plan for achieving them.

Training Program Managers have an obligation to develop themselves as an example to others and to assist subordinates with their professional and career planning. Before planning for professional development, individuals must understand where they are presently and must make predictions about influences that will affect their department and division in the future.

Professional Development

Professional development is short term, practical, and results-oriented. Before a person begins professional development, it is necessary for that person to make a realistic evaluation of where he/she is in terms of available opportunities, present competencies, and available avenues for personal development.

Opportunities in training:

- instructor
- designer
- manager
- consultant

Guidelines for a professional development plan (adapted from Craig, 1987):

- limit your objectives;
- have at least one easy objective (success builds on success);
- include some actions you can take now;
- look for real-world learning opportunities;
- ask others for feedback; and
- define how you will determine success.

Career Development

Career development is a personal process of planning the future direction of a person's job. Individuals are primarily responsible for their own career development. The role of the department and division is to provide information and support.

Career development involves decisions regarding:

- broad life plans (choice of occupation);
- development plans (job assignments, specialization); and
- performance plans (on current job).

Career development is a comprehensive process of needs analysis, development of resources, implementation, and evaluation. It does not always mean upward mobility. Rather, it is a course of action established by an individual, with the assistance of the organization that is realistic in terms of the individual and the environment of the organization.

Career development issues vary with life stages.

In Stage 1, Apprenticeship, one follows directions and learns, with little responsibility. "Apprenticeship" is used here in the context of a beginner or novice, rather than as a participant in a formal program.

In Stage 2, Independent Contributor, one is competent, able to assume responsibility.

In Stage 3, Helper, one assists others in their development.

In Stage 4, Sponsor (mentor), one influences organizational policies and goals, and develops people for the organization's future.

Not all people pass beyond Stage 2, and some remain at Stage 1 for their entire career. If people are to maintain performance effectiveness, it is critical that they pass to Stages 3 or 4.

Training as a Career Path in the 21st Century

There will be fewer opportunities for promotion because of downsizing and the elimination of mid-management positions. This will eliminate one of the greatest motivators to job satisfaction, which is challenge. Training, as a career path, is an alternative that can provide that challenge.

Career Development Process

The career development concept can apply to managers and to their subordinates. For managers, it is what they do to position themselves for the future. For the subordinate, it is what managers do to provide opportunities for them to develop.

Characteristics of a good career development program:

- joint responsibility of managers and subordinates;
- ongoing process;
- based on subordinates' performance and potential;
- addresses all subordinates;
- bases development steps on instructor's performance, potential, and aspirations;
- is realistic;
- recognizes that up is not the only way;
- recognizes differences in people and their values; and
- is documented in a development plan.

The steps in the process:

- determine where you are and where you want to be;
- identify, in terms of your current level of expertise, goals that will help you achieve your desired job;
- establish priorities for goal achievement;
- analyze available resources;
- identify obstacles;
- develop specific objectives and an action plan;
- seek people who can support your efforts; and
- evaluate periodically.

Networking as an Agent for Career Development

A network is an individual's personal creation and is a process of building long-term relationships. Networking, which involves mutual exchange of benefit to both parties, is a very important aspect of career development.

Internal networks help to bypass bottlenecks in an organization and build support for projects and proposals. They provide an informal view of what is going on in an organization and enhance communication.

External networks create awareness of advancements made by other departments and other organizations. They provide ideas and motivation for change and show that common problems exist. Contacts developed in external networks may lead to job opportunities.

EMPOWERMENT

Participative Management

Part of being an effective leader is using dynamic management theories, such as the use of participative management. Participative management is a philosophy that demands that organizational decisionmaking be made in such a way that input and responsibility are extended to the lowest level appropriate to the decision being made.

The purpose of participative management is to ensure that effective decisions are made by the right people. Empowerment is a means to achieve participative management. It is the mechanism by which responsibility is vested in teams and individuals. Involvement, on the other hand, is the mechanism for ensuring appropriate input to decisionmaking. Thus, empowerment and involvement become the building blocks for a participative management philosophy.

In their book *Participative Management, Implementing Empowerment*, Plunkett and Fournier state that although teams are critical for participative management, they are not participative managers by themselves. If a team is created but not consulted or empowered, participative management will not exist.

Why use a form of participative management? Every organization moves to participative management for its own reasons. However, two recurring themes always seem to surface: sharing success rather than hoarding failure, and the emergence of the knowledge worker.

Peter F. Drucker was born in Vienna in 1909, and was educated in Austria and England. Beginning in 1929 he worked as a newspaper correspondent abroad and as an economist for an international bank in London. He came to the United States in 1937, working first as an economist for a group of British banks and insurance companies, and later as a management consultant to several of the country's largest companies, as well as leading companies abroad. From 1942 to 1949, Mr. Drucker was a professor of philosophy and politics at Bennington College; since 1950 he has been a professor of management at New York University's graduate school of business. His books include *The New Society*, *The Effective Executive*, *The Practice of Management*, *America's Next Twenty Years*, *Landmarks of Tomorrow*, *Managing Results*, and *The Age of Discontinuity*. He has written many articles for professional magazines and journals.

The knowledge worker is a phrase coined by Peter Drucker in the late 1970s. He described the change occurring in the technology of companies that caused a switch from manual labor to

technical knowledge and analytical thinking skills. With the change in workers' roles and expectations comes a realization that today's average worker represents a valuable resource in terms of business. In the 1950s and 1960s, the value of workers was measured in terms of dependability, physical strength, experience, and loyalty. Today we want innovation, acceptance of responsibility, and customer focus. Participative management becomes a way of using this changed resource for the organization. It unleashes the knowledge and skills of those people who do the job.

The participative approach asks whether we should use this management philosophy or not. Ask yourself and your employees whether you would rather work as part of an outstanding group or be part of a group of outstanding individuals? This may be a key question in thinking about the premises behind participation.

Communication

Communication must be upward through the employee to the division manager, and upward again to upper-level management. We all learn in school that management is supposed to link levels vertically and departments horizontally through planning, leadership, organizing, and controlling. In practice, these things cannot be done without constant attention to good communication. It isn't an adjunct to the manager's job; it **is** the manager's job. Effective leaders are effective communicators. Their communication skills can affect the satisfaction of those who work for them, the effectiveness of the work unit, and their subordinates' understanding of their duties.

The nature of communication: The leader or manager first must understand the process of communication before he/she can successfully address any problems that result from poor communications. Communication is a process in which a sender and receiver of a message interact in order to give the message meaning. This complex process often has been oversimplified in traditional communication models; that is, a sender delivers the message that is captured by a receiver, who in turn provides feedback to the sender indicating that the message has been received. This implicit model of communication ignores communication difficulties created by an interactive process that relies on individual perceptions of complex verbal and nonverbal messages. The traditional description of communication also creates false expectations about what a manager/leader must do to communicate effectively.

Communicating with symbols: We are able to communicate with one another because we can manipulate a broad range of verbal and nonverbal symbols that stand for objects and abstractions. For example, if we tell someone to "lay the pen on the table," selecting symbols (i.e., words) such as "table" and "pen" to communicate our message, we only have to agree with that person on the general meaning of the symbols for the communication to succeed. However, in the complex world of organizational communication, a variety of words can be used to refer to the same object, practice, or idea, so the choice of a particular word often implies bias in communicators' evaluation and perceptions. For example, managers/leaders may choose to call those who report to them subordinates, workers, supervisees, staff, crew, the gang, my people, hired hands, etc. Employees will perceive a certain kind of relationship with their manager/leader depending on which word is used to describe them. Therefore, managers/leaders

face the challenge of choosing the right words to communicate with employees, since this choice can have a significant influence on their relationships.

Furthermore, the words a manager/leader chooses when communicating convey a message themselves--about the manager/leader, about the person the manager/leader is communicating with, and about the situation. One linguist describes words as loaded weapons; that is, when used improperly, they can be dangerous. For example, certain words can convey racial or sexual bias on the part of the communicator, and managers/leaders must recognize this danger if they are to communicate effectively with diverse groups of employees.

Active listening: All of us have a natural tendency to judge, to evaluate, to approve, or to disapprove. Sometimes we engage in these judgments prematurely, based on our preconceived assumptions, thereby reducing our ability to communicate effectively. One way to limit these premature judgments is through a counseling technique called active listening. As a means of reducing assumptions that interfere with day-to-day communications, active listening depends on allowing others to explain their perspective more fully. Active listening is most appropriate in the following circumstances: when we do not understand how the other person feels, but we need to understand the person's perspective; when we believe that what is being said is not as important as what is not being said; and when the other person is so confused that a clear message cannot be communicated.

Downward communication systems: To be effective communicators the manager/leader has the responsibility to develop a communication system for the organization, many of which are designed to convey information from upper management to employees. This type of communication is referred to as downward communication. Downward communication systems are one way organizations maintain links between management and employees. The success of downward communication is affected by the general communication philosophy and policy of the organization.

Some methods used for downward communication are employee handbooks and policy manuals, department newsletters, bulletin boards, safety purposes, benefit reports, and, most of all, timely informational notices.

Upward communication: Through upward communication, organizations obtain useful ideas, resolve problems, and motivate and encourage organizational commitment. Fortunately, both managers and employees agree that upward flow of information is important for organizational success. Unfortunately, they often disagree on how much opportunity there is for this type of communication.

One survey (Valorie A. McClelland. "Upward Communication: Is Anyone Listening?" *Personnel Journal 67*, No. 6, June 1988) of employees found that 40 percent believed they had no opportunity for upward communication. However, these same employees identified three ways that managers/leaders can promote upward communication.

First, managers/leaders should venture out and meet employees to give employees the opportunity to communicate face-to-face. Second, management can give employees the opportunity to participate in decisions that affect their jobs. Third, managers/leaders can use

feedback systems so that employees know their messages are being heard. These systems can include a forum for questions and answers in the department newsletter, and/or special meetings in which employees ask questions and managers/leaders respond. Furthermore, employees must feel free from reprisal for communicating negative information.

An effective leader should have in place a method for communication for the employee, upward and downward.

Leadership and Motivation

Leaders often ask themselves the following questions on motivation: Can people be motivated? Can I motivate people? Is it my job to motivate people? The question to ask yourself is "What would motivate me to peak performance?" This question was asked of 10 top managers in manufacturing firms that employ more than 200 people. Their answers are listed below:

- additional responsibility;
- acknowledgment;
- a sense of achievement;
- meaningful challenges;
- recognition from peers;
- ownership (running my own area);
- a sense of self-worth;
- proper tools;
- a sense of fulfillment;
- completed effort;
- money;
- a sense of teamwork; and
- recognition as being the best (feeling like a winner).

Another question to ask yourself is "What do I think would motivate my team to peak performance?" A light should come on, that is, you should realize that your employees want the same things you want for yourself: autonomy, authority, responsibility, permission to be creative and innovative, and room to explore new ways to solve problems and improve processes. It is true that motivation--a reason for movement--comes from within. Our job as empowering leaders is to get out of the way and create an environment in which people's natural inclination to move forward is stimulated and results are actualized.

How about you? Do you inspire, motivate, support, and uplift? Or do you block, hold back, discourage, and disempower others? If so, find a way, today, to be encouraging, to be a positive force for good in the lives of all of your team members. Do not forget to say "thank you."

ETHICS FOR THE TRAINING DIVISION

A Code of Ethics for the Training Division

- seek and share truth;
- govern behavior by ethically sound principles;
- maintain high standards of professional integrity;
- recognize unique human personalities and strive to help each learner reach full potential;
- deal impartially with all learners;
- strive to broaden understanding and knowledge to become a better manager and instructor;
- contribute to and loyally support the organization and its missions and standards; and
- be conscious of the privilege and responsibility to preserve and strengthen the integrity of the organization

Jeffrey A. Cantor. *Delivering Instruction to Adult Learners.* Toronto: Wall & Emerson, 1992.

Many articles have been written on ethics in the fire service. Retired Fire Chief Ann Springer, of Bodega, California, wrote in the January 1988 issue of *Fire Chief* magazine an article titled "Is Your Ethical Compass Working?" Our society and technology keep changing, as do human concerns for the fire service. We have new roles, responsibilities, accountabilities, and liabilities. Fire service executives and managers perceive many conflicting road signs to the future.

The well-trodden, familiar bridges between right and wrong, good and bad, our job and someone else's job are getting shaky. Public values and standards have changed, and so have the ethics that guide the day-to-day decisions that take us to our future.

The promotion and support of ethical behavior is the responsibility of the training manager. Use of department documents can and should provide guidance for the ethical behaviors of employees. The documents, including the department's mission statement, goals, master plan, Standard Operating Procedures (SOPs), job descriptions, and critical-action lists, can explicitly guide and support ethical/legal behaviors.

In addition to these documents, departmental values, cultures, past practices, interpretations of standards, management, and decisionmaking styles, if examined, clarified, and communicated, can establish a healthy, supportive climate for ethical behavior. Often, these internal cultural norms and practices are contradictory and confusing, leaving a concerned department member hesitant to voice issues and take needed risks.

The employee's most basic tool for ethical behavior is his/her personal standards and beliefs. The more a person examines and reaffirms his/her own values, past learning, awareness of the multiple facets of every issue, and the priority stakeholders in each situation, the more keenly he/she will have an accurate ethical path to follow.

The Five Basic Principles of Ethics for Organizations

1. **Purpose**: The mission of our organization is communicated from the top. Our organization is guided by values, hopes, and a vision that helps us to determine what is acceptable and unacceptable behavior.

2. **Pride**: We feel proud of ourselves and of our organization. We know that, when we feel this way, we can resist temptations to behave unethically.

3. **Patience**: We believe that holding to our ethical values will lead us to success in the long term. This involves maintaining a balance between obtaining results and caring how we achieve these results.

4. **Persistence**: We have a commitment to live by ethical principles. We are committed to our commitment. We make sure our actions are consistent with our purpose.

5. **Perspective**: Our manager and employees take time to pause and reflect, take stock of where we are and where we are going, and determine how we are going to get there.

(Kenneth Blanchard and Norman Vincent Peale. *The Power of Ethical Management*. Ballantine Books, 1988.)

Providing this Leadership

To be an effective leader of the training division, you must recognize that the public especially trusts the fire service, and your employees need to make the proper decisions; then you must set the tone for ethical and legal decisions. You must model the expected behaviors and actively lead through the mine fields. How do you individually provide this leadership? Use self-education resources, learn the laws, read professional journals, take classes on ethical issues, develop a code for the training division, and if your department values honesty and integrity, the code should encourage and reward employees to tell the truth, produce accurate and timely records, and accept responsibility for communicating uncomfortable information.

Your bottom-line intent is to create a climate in your organization that encourages employees to do the right thing in every instance, but to use judgment about whether to do the same thing each time. They must have a clear enough picture of what is valued and why, and what behaviors are expected, so they can situationally make proper decisions. No value statement or code of ethics can spell out every contingency. They can only encourage employees to pay attention to tricky situations and attempt to do the right thing.

CONFLICT RESOLUTION

Introduction

Conflict is normal and natural, and it may be productive because it suggests that a problem exists. Resolution of a conflict should meet needs of parties involved and improve the relationship among involved parties. In any conflict, the person attempting to resolve it should be sensitive to each person's perception of facts and the emotional issues of involved parties (power, defensiveness).

Some of the sources of conflict within the department and division are the old versus the young, line functions versus staff functions, resource competition, communication failures, unresolved past differences among individuals, differences in goals, and disagreement over performance standards.

Types of Conflicts

You must identify the type of conflict in order to know how to deal with it. There are four types:

1. Conflict over facts or data where parties have different information. Resolution involves validating information.

2. Conflict over methods or policy where there is disagreement over the best way to achieve a goal or solve a problem. Resolution seeks to clarify and develop clear understanding.

3. Conflict over goals or purposes where there is disagreement over what the goal or purpose should be. The approach is to seek a goal that both parties can accept.

4. Conflict over values and philosophies where there is disagreement over the basic principles that apply to the situation. The approach is to seek shared values or acceptance of differing values.

Conflict Resolution Strategies

Avoiding

Refusing to deal with conflict by postponing or withdrawing. Appropriate uses: Minor issue; you have no power; excessive damage to relationships.

Accommodating

Sacrificing your own interests to try to satisfy the other person's interests. Appropriate uses: Your side of issue is wrong; issue is more important to other person; other person has more power.

Compromising

Partially satisfying both parties. Appropriate uses: Opponents have mutually exclusive goals; to gain temporary settlement; both people have equal power.

Competing

Pursuing your interests at expense of other party. Appropriate uses: You have more power; rapid decision must be made; decisions that are important to you; you are sure you are right.

Collaborating

Working to find a solution that meets primary needs of both parties. Appropriate uses: Concerns of each side are important to them; commitment is important.

There is no single strategy that is always appropriate.

Principles of Conflict Resolution

Separate the People from the Problem

Show respect for people on the other side. Recognize that legitimate differences of opinion can exist.

Focus on Interests, Not Positions

Don't get locked into a definite position. It forces the other side to take a position. Explain your interests and concerns and listen carefully to those of the other side. Example: A need for additional money to carry out programs is an interest. A demand for nothing less than a 10-percent increase in your budget is a position.

Invent Options for Mutual Gain

Use brainstorming. Focus on mutual gain, not criticism.

Use Objective Criteria that Both can Accept to Resolve the Issues

Look for objective criteria as a standard for resolution. Criteria must satisfy needs of both sides.

Practicing Conflict Resolution: A Collaborative Strategy

Assert Common Interests

Develops cooperative spirit. Agreeing on areas of common interest promotes positive attitude.

Express Each Side's Concerns and Interests (Interests, Not Positions)

Listen carefully to the interests of the other side. Think of how you can meet those needs.

Develop Criteria for a Good Solution

Define ideal solution, considering interests of both sides. Make sure stated interests are not really positions.

Generate Action Ideas

Clearly define the problem (symptoms, causes, barriers, etc.). Generate broad approaches to solutions. Suggest specific action steps to address problem.

Develop the Ideas

Develop detailed action steps. Make sure other side agrees with concepts.

Implement Best Suggestion

Communicate and realize that modifications will take place.

Evaluate Results

Check to see that results agree with solution criteria. Verify that both sides are satisfied with progress and end result.

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Activity 7.1

Ethics in the Training Division

Purpose

To apply ethical principles to a situation in order to determine if the actions taken were ethical and to recommend ethical behavior for a situation.

Directions

1. The instructor will assign each group a scenario.

2. As a group, read the scenario and discuss the ethical issues involved with the scenario.

3. Determine if the actions taken in the scenario were ethical and, if not, what your group would recommend instead.

Scenario 1

You are the chief of training in a large metro department. You have the luxury of having four computers for your staff. The programs that are installed on your computer also have been installed on the other three computers. The department bought these programs, but they are licensed only for your computer. You have chosen to ignore this because your budget has been cut by 20 percent.

Are these actions ethical or unethical? Why?

_____

_____

_____

Scenario 2

One of your adjunct instructors is scheduled to conduct a class on the Incident Command System (ICS) at Engine 50. The class was to begin at 1900 hours. The captain was the first to come into the class at 1905 hours. The rest of the crew arrived at 1915 hours and began to complain about having to attend class because it was Stanley Cup playoff time. The captain and the crew stated that the system won't work and suggested that the instructor just sign them off and go home for the night. The instructor agreed and signed the engine crew off.

Are these actions ethical or unethical? Why

Scenario 3

You have two instructors who are scheduled to go out-of-state for training. The instructors each have subcompact fire department cars, but each drives a larger fire department vehicle to the training class. The reason given for taking the larger vehicles was that they are golfers and wanted to take their clubs for after-class activity. The subcompact vehicles would not hold two sets of clubs and personal items needed for the class. Upon returning from the class, each submitted vouchers for payment for gas. The policy of the fire department is that out-of-state travel should be done by the most economical means.

Are these actions ethical or unethical? Why?

Scenario 4

During a final exam for a hazardous materials class you are giving at the Academy, you are called out of the room for a telephone call. It concerns a personal matter of some complexity. Consequently, you don't return to the classroom for almost 20 minutes. When you walk into the room everyone looks extremely tense. Later, when you grade the papers, you note an amazing similarity in all of the answers. Also, this class (when compared to others) has an incredible average of 96 percent. The ball is in your court.

How do you handle this ethical question?

Activity 7.2

Types of Conflict Resolution

Purpose

To apply the five methods of conflict resolution to an appropriate conflict.

Directions

1. Read the five scenarios.

2. As a group, determine which method of conflict resolution would best suit the conflict presented in each of the five scenarios shown below. Each scenario should have only one method of conflict resolution suggested.

    a. Avoiding.

    b. Accommodating.

    c. Compromising.

    d. Competing.

    e. Collaborating.

3. Select a spokesperson to report your findings.

Scenario 1

The fire prevention division has asked to use your only available classroom for 3 days next week for a special codes program they will be hosting. You also have 3 days of training that must be delivered in the next 2 weeks and would like to deliver the training next week to get it out of the way; however, you could do all of it or some of it in the week after if you needed to.

Scenario 2

The training division bowling team is going to purchase new bowling shirts. You and the Training Program Manager believe the most appropriate color would be lime yellow since this is the most visible color under a variety of lighting conditions. The team wants fire-engine red shirts. At the end of the day, you don't really care what color the shirts are as long as they are tastefully done.

Scenario 3

You, as the Training Program Manager, have identified the need for several thousand dollars' worth of hazardous materials training equipment. This includes new Multi-Rae air monitoring devices, Ph meters, and "Level A" training suits. The haz mat captain also has identified the need for similar instruments. You are both considering a request in your budget for the equipment and are unsure how it will be received by the finance office. Your concern is that the requests will be viewed as competing interests or duplicate requests. Your other concern is that your justification states that you only need the equipment a few times a year to train the hazardous materials team members.

Scenario 4

You, as the Training Program Manager, have submitted a proposal for a 200-hour annual in-service training program that will be conducted by Company Officers (COs) while on duty. This training is also required to meet the night-time training component of the Insurance Services Office as part of the fire department insurance rating requirements. Failure to comply will result in the loss of credit when the fire department is evaluated to establish what the communities' insurance rates will be, based upon the level of fire protection provided by the fire department. The COs have agreed to the need for in-service training, but suggest the subject areas, depth of knowledge proposed, and content can be accomplished in 100 hours instead of the 200 you proposed. The COs have requested that, as a starting point, you adjust the program to 100 hours. If 100 hours does not accomplish the goals and objectives that you and the chief have established, then they would consider adjusting the number of hours accordingly.

Scenario 5

You, as the Training Program Manager, feel very strongly about the need to conduct two evening training sessions annually. This also is required to meet the night training component of the Incident Safety Officer (ISO) program. The COs have raised objections to the evening training and have offered 101 reasons why it is not needed. While the chief supports your concerns and needs for the training, he/she also is listening to the membership. You feel very strongly that this training is needed and have offered to adjust your work schedule so that it will not result in overtime. You have decided to strengthen your justification to the chief and go the extra mile to make this happen. The COs have agreed only to watch training videos at night, along with using self-study materials.

Activity 7.3

Conflict Resolution

Purpose

To practice effective conflict resolution techniques.

Directions

1. You have been placed in one of these four groups:

    a. Group 1: Training Program Manager.

    b. Group 2: Observers of Group 1.

    c. Group 3: COs and firefighters.

    d. Group 4: Observers of Group 3.

2. Groups 1 and 2 will meet in one breakout room, and Groups 3 and 4 will meet in another. Read the scenario.

3. The role-playing groups will meet for 10 minutes and complete questions 1, 2, 3, and 4 on the Worksheet. The observers will look for signs of conflict resolution strategies in the groups. Group 1 will select a spokesperson (the training chief), and Group 3 will select a spokesperson (a senior instructor).

4. The groups will return to the classroom for 10 minutes, and the spokespersons for the two groups will attempt to resolve the conflict. No one else can participate in the negotiation, but the spokespersons may consult with their respective groups for advice. The observers will look for signs of conflict resolution strategies in the resolution process.

5. The individual groups and observers will return to the breakout rooms for 10 minutes and consider modifications in their approach to the conflict resolution. The observers will look for signs of conflict resolution strategies in the groups.

6. As the final step in the role play, the groups will return to the classroom for 10 minutes and the spokespersons for the two groups will attempt again to resolve the conflict. No one else can participate in the negotiation, but the spokespersons may consult with their respective groups for advice. The observers will look for signs of conflict resolution strategies in the resolution process.

Scenario

As the Training Program Manager you decided to use the COs to assist you in delivering the daily in-service training for your department. You develop a schedule 3 months at a time and prepare weekly training materials. The training materials provided to each of your five stations include a PowerPoint® presentation, a facilitator guide for the officer, and often include visual materials such as a short DVD, and an evaluation instrument for the officer to administer. As a result of the new training initiative, you have been able to report over 30,000 hours of in-service training for the department. The preparation of the training materials typically takes you 2 days a week to develop a new in-service drill and now that you are starting the second year of the program you spend about 3 hours each week updating last year's materials. Last month you were named "Fire Officer of the Year" by a local civic group and given a gift (weekend at a resort) for your dedication. By having a formal in-service program you now have time to dedicate to other activities such as attending meetings of the State Instructors Association, attending conferences, and even taking a college course with the blessing of the chief on department time.

The fire officers had a meeting last week and have informed the chief that they intend to file a formal complaint regarding the additional work generated by the in-service training. They told the chief that they feel they are doing your job for no additional pay or thanks. The groups feels that all they do is training, testing, and reports for you as the training officer. They stated that you bless them occasionally with your presence and all you want to do when you get there is test the members. They are suggesting that the chief change your title from training chief to testing chief. The training chief is getting all the credit and the officers are the ones doing the work. There has been no training for the officers and they feel they are not adequately being prepared for their responsibilities. They can't remember the last time they had any training at a level higher than firefighter I. It appears that they don't mind helping deliver training, but do not want to do it all. They have informed the chief that if there is not a change they will do something about it.

The chief called you into his/her office. The chief appreciates your effort and the additional training being accomplished, but told you that it is up to you to resolve this problem. The chief has asked you to set up a meeting with the fire officers and try to reach a resolution to this problem.

Activity 7.3 (cont'd)

Worksheet

1. Common interests for both parties.

_____

_____

_____

2. Concerns/Interests of top Training Program Managers.

_____

_____

_____

3. Concerns/Interests of COs and firefighters.

_____

_____

_____

4. Criteria for a good solution (one that satisfies legitimate concerns/interests of both groups).

_____

_____

_____

5. Generate action ideas.

   a. Clearly define the problem (symptoms, causes, barriers, etc.).

   _____

   _____

   _____

b. Generate broad approaches to solutions.

_____

_____

_____

c. Specific action steps to address problems.

_____

_____

_____

6. Develop the ideas.

_____

_____

_____

7. Implement best suggestion.

_____

_____

_____

8. Evaluate results.

_____

_____

_____

Activity 7.3 (cont'd)

Observer Worksheet

For each of the segments of the role play, write specific examples of each of the conflict resolution strategies being used.

Initial Group Meeting

Avoiding

Accommodating

Compromising

Competing

Collaborating

Initial Negotiation Session

Avoiding

Accommodating

Compromising

Competing

Collaborating

Second Group Meeting

Avoiding

Accommodating

Compromising

Competing

Collaborating

Second Negotiation Session

Avoiding

Accommodating

Compromising

Competing

Collaborating

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APPENDIX A

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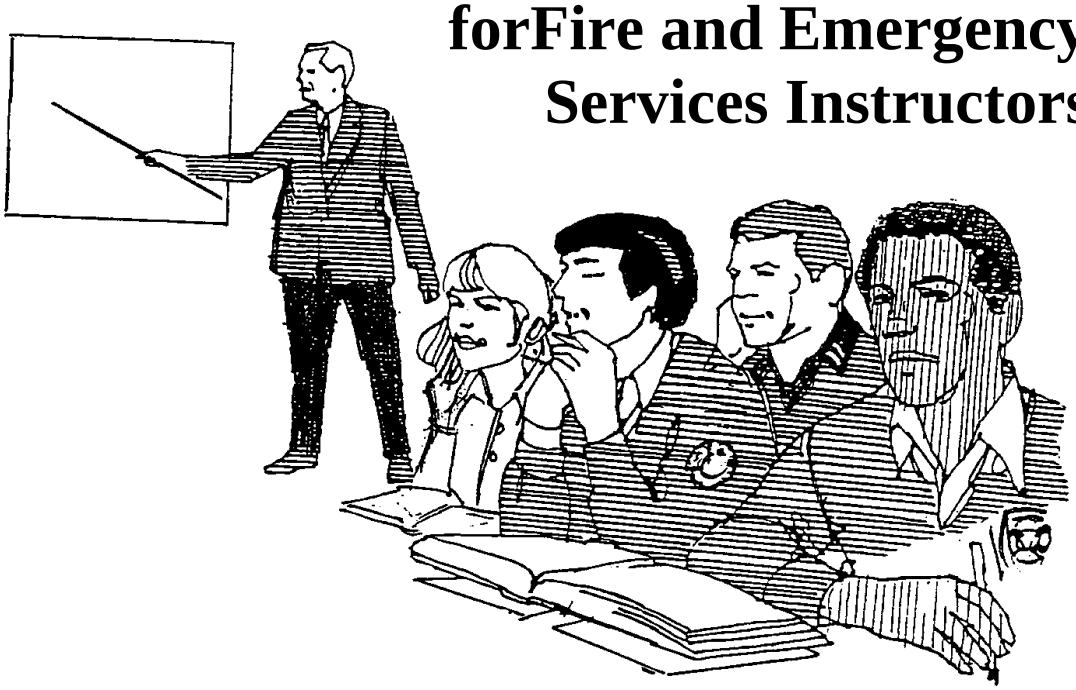
CULTURAL DIVERSITY

forFire and Emergency Services Instructors



Federal Emergency Management Agency
U.S. Fire Administration
National Fire Academy

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Unit 7
Managing Cultural Diversity in the Classroom

> **"The demographics have changed, both in lifestyle and in ethnicity and gender. Those changes are creating new agenda challenges to what people used to think of as a "normal work setting."**[1]
>
> - Steve Hanamura

Managing Critical Incidents

An instructor may have to manage situations in the training environment that arise due to differences in the cultural backgrounds of people. There are no actions that the instructor can take that are sure to be effective. What the instructor needs to do is to try to approach the situation by recognizing the points of view of all parties involved. Then the instructor needs to take action based on the information gathered in acknowledging people's points of view.

In this unit, you will be presented with 18 situations (the first two were presented in Unit 5) related to diversity issues that could occur in the training environment. Using the information and guidelines that have been presented in this course, formulate responses or solutions to these training problems. Recommended solutions follow each situation. The situation responses along with the guidelines presented in Unit 6 are to be used as a resource and job aid. Each situation that you face in the classroom is unique and requires your professional judgment, experience and discretion.

Diversity in the Training Environment - Responses to Situations

Two factors contribute to an instructor's success in managing situations that arise due to differences in backgrounds of the people in the training environment.

1. The responsibility the instructor takes to communicate and monitor expectations with regard to how students behave with each other.

2. The actions that the instructor takes to handle situations as they arise.

Communicating Expectations

Principles of instructional effectiveness require that the instructor analyze the training target audience, set or refine instructional objectives, design instructional material and activities leading to accomplishment of the instructional objectives, and evaluate overall course effectiveness. Within that context the instructor defines expectations for student behavior required for the successful accomplishment of learning objectives. To the extent that the instructor deviates from these instructional principles there is a greater likelihood that difficulties may arise in the training environment due to the differences in the backgrounds of the people involved.

In a positive and objective manner it is important for the instructor to communicate to students the expectations that their behavior in the training environment be related to and contribute to accomplishment of the learning objectives for themselves and other students. Any behavior that the instructor determines is not related to the accomplishment of learning objectives needs to be examined for its potential harmful effects on student learning. Students showing behavior determined to be disruptive to the learning process should be asked to stop the behavior. If the students choose not to stop the behavior, then this action needs to be considered in the evaluation of overall student course performance or it needs to be the justification for a request that the student leave the course. This communication with students does not have to be made as a rigid policy statement but, rather, can be presented in language and format that are helpful to the students while getting a message across.

As a followup to communicating expectations it is important for the instructor to create activities within the context of the course objectives that require students to interact significantly with each other on a positive, equal basis in order to extend the learning for all students. During these activities the instructor needs to support and promote positive interactions between students from different backgrounds.

Handling Situations

To handle situations that may arise due to differences in the backgrounds of the people in the training environment, the instructor needs to work from a positive, objective approach. This includes determining the information needed by listing questions in order to get a clear picture of the situation. To collect this information, the instructor needs to review his or her own instructional practices, including the communication of student expectations as well as talking with the people involved in the situation. As the instructor talks with the people involved, he or she needs to take the time to obtain the point of view of others and attempt to clarify understanding of that point of view. As the instructor collects information and clarifies the picture, he or she can take necessary action.

Situation Responses

The following responses are presented as sample approaches for handling the situations that you have reviewed. The responses are based on the rationale presented above. These responses can be used for feedback and guidance as you think about how you would handle these situations.

The responses include

- Possible questions to be answered to clarify the situation; and
- Actions to obtain information and to resolve the situation.

The responses are only suggestions intended to expand your thinking about approaches to these and similar situations. They are actions that give you the greatest likelihood of success. The responses do not guarantee success. They are not "right answers." There are no "right answers" for situations involving conflict among people. You may disagree with the responses for what you feel are good reasons. To handle these situations successfully we must try to get the clearest possible picture and take what we see to be effective action. Then we need to evaluate our actions to see what adjustments are necessary.

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SITUATION #1

You are an instructor teaching a course off campus at a State Fire Academy. Half of the students are from a large metropolitan fire department (career/paid personnel), and the other half are volunteers from smaller fire departments in the area.

While you are instructing, the career firefighters make frequent derogatory remarks about volunteers and their firefighting skills. During a small group exercise where firefighting techniques are displayed, some of the career personnel are very critical of the volunteer firefighters and their perceived errors on the fireground. They also comment that the volunteers' judgment is not as good as theirs would be in similar situations.

You've overheard the remarks and can tell that the volunteers are bothered by these remarks. How would you handle this situation?

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RESPONSE TO SITUATION #1

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the relationship between the derogatory remarks about the volunteers' firefighting skills and the course objectives?

4. How valid are the career personnels' observations of the volunteers' firefighting skills? Do the two groups actually differ in level of skill?

5. How do the career personnel view the situation?

6. How do the volunteers view the situation?

Suggested Actions

Review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

During a break in the class arrange a later time and a place to meet with the career firefighters. Also arrange a time and place to meet with the volunteers.

In meeting with the career firefighters start by presenting your concerns about some of their behavior. Ask an open-ended question like, "What is your reaction to my comments?," to help the students express their point of view. They might say, "We need to keep them in their place so they don't forget who they are." Be sure to acknowledge and clarify their point of view.

After the career firefighters have expressed their point of view, give your thoughts about the validity of their comments on the judgment and skills of the volunteers within the scope of the objectives of the course. If you see no validity to their observations, then communicate to them that their behavior is not related to the objectives of the course and that it is interfering with the learning of other students. Tell them that the behavior needs to stop or it will be considered in the evaluation of their course performance or as a reason to request that they leave the course.

If there is some validity to the career firefighters' observations of the volunteers in the context of the course objectives, explain that there may be something accurate in their observations but that their manner of expressing their thoughts is disruptive to the learning process. Explain that you want to work with them to find ways, within the course activities, for them to provide constructive feedback to the volunteers that will support their accomplishment of the course

objectives. Ask the career firefighters for ideas about how they might provide specific positive feedback. Plan with them how to build the ideas into upcoming course activities.

In meeting with the volunteers start with an open-ended question for them to share their views of the interactions with the career firefighters. Be sure to acknowledge and clarify their point of view. Be sure to find out whether the volunteers see any validity to the comments of the career firefighters with relation to the course objectives. For example, the volunteers may feel that the career firefighters have a lot of good ideas to give them but that they are going about it in the wrong way. Check with the volunteers to see if there might be some value to using some of the course activities to obtain constructive feedback from the career firefighters. Ask for any suggestions they might have for the upcoming course activities.

Having met with the two groups, reassess whether there is any merit to the observations made by the career firefighters. If there is, think through the suggestions from both groups and the upcoming course activities to build in some steps for positive interaction and feedback.

At the start of the next class present your view of the situation and what you are planning to do. If you determine that the behavior on the part of the career firefighters is simply unrelated to the course objectives and therefore disruptive to the learning process for all students, restate the expectations for student behavior and tell the career firefighters that their behavior will no longer be tolerated.

If you determine that there is some validity to the career firefighters' observations with regard to the course objectives, explain that you have reviewed student suggestions and have put steps into the upcoming course activities to increase positive, specific, **two-way** feedback and learning between students.

SITUATION #2

There are 31 students participating in a NFA two-day course. There are 29 males and 2 females in the audience. During the first morning break, a male student proceeds to tell a sexist joke, condemning "women in the fire service." The male students roar with laughter and cheer after the joke is told. The two women ignore the whole situation and continue with their own conversation. Immediately following the incident, the instructor calls both females out of class to apologize. The male student who told the joke also was called out of class and asked not to tell any more jokes. The class continues and during the next break another student tells another similar or inappropriate joke in the classroom.

How would you, as the instructor, handle this situation? Should the student who told the joke be disciplined in a different manner?

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RESPONSE TO SITUATION #2

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. Is a class break a time during which students are not required to be sensitive to the effects of their behavior on others?

4. What is a "sexist joke?"

5. How do the male students view the telling of sexist jokes?

6. How do the two female students view sexist jokes?

Suggested Actions

As the instructor, continuing to handle one incident at a time and apologizing to the female students for the behavior of other students may not be the most effective approach for you to manage the situation. What may be more important than apologies are direct actions to handle the situation.

Review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

Arrange with the male students to meet at the end of the day's class. Also arrange for a place and time after class to meet with the two female students.

At the meeting with the male students use an open-ended question such as, "What are your thoughts about the jokes that have been told?," to have the students give their view. Use open-ended questions and be sure to acknowledge and clarify their point of view. Be sure to ask the students for their thoughts about the effects of the jokes on the female students.

The male students may say that the jokes were not meant to be harmful and that the female students are being "overly sensitive." Also the students may say that the jokes were told during a class break which is a time for students to express themselves as they desire. They might add that if the female students are that bothered about the jokes they should spend their break time where they will not hear the jokes.

If expectations about student behavior were not communicated at the start of the course you should communicate them to the students at this point. Explain to the male students that even though no harm was intended, the jokes are considered "sexist" or biased and are offensive to

women. State that these jokes will not be allowed in the learning environment because they are disruptive to the learning process both for female and male students. As the instructor explain that you define the learning environment to include class break times within and around the classroom.

Point out to the male students that you have created positive course activities that allow all students to exchange ideas with each other and that you encourage all students to take advantage of these opportunities.

Meet with the female students to have them give their point of view of the situation. Ask an open-ended question to allow them to share their views without making any assumptions as to their reaction to the jokes. Use additional open-ended questions and responses to acknowledge and clarify their point of view. Ask the students what actions they would consider to be appropriate to resolve the situation.

Point out that the behavior of the male students will not be allowed in the class environment. Describe the action that you have taken with the male students. Even if the female students stated that they were not offended by the jokes, explain that in your judgment as the instructor such behavior is disruptive to the learning process. Consider any additional requests they might have such as asking for apologies from the male students.

Follow up as necessary with the male students to ask them to apologize to the female students. The male students may or may not comply with the request. However, any further telling of sexist jokes or related behavior is justification for requiring that they withdraw from the course.

SITUATION #3

You are an instructor teaching a two-day field course for the National Fire Academy. The course requires that all students make a presentation to the entire class. The presentation must be on something they learned from the course. The course has 28 males and 2 females. One group picks the topic of "Labor Relations" to develop and work into a presentation. As the group prepares to deliver its presentation, one member puts a videotape into the VCR. This tape is a very explicit tape on labor and childbirth. Both women appear to be offended.

As an instructor, how would you handle this situation?

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RESPONSE TO SITUATION #3

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. Were the student group presentations and related materials reviewed by the instructor prior to the presentation?

4. What is the relationship between the videotape and the objective of the group presentation or the objectives of the course?

5. How does the group that showed the videotape view the situation?

6. How do the female students, who apparently were offended by the videotape, view the situation?

Suggested Actions

Review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

Have the group suspend the presentation immediately. Explain to the group and to the class that the presentation has to be reviewed before it can continue. Have another group makes its presentation. At the first convenient break in the class, arrange with the group that was to make the presentation a place and time after class to discuss the situation. Also arrange a place and time after class to meet with the two female students.

At the meeting with the group use an open-ended question such as "What are your thoughts about the situation?," to have the group give its views. Use open-ended questions and responses to acknowledge and clarify their point of view. Be sure to have the group explain how the videotape was related to the objective of the presentation, anticipating answers such as, for example, "It was nothing more than trying to have a good laugh."

If there is no information to the contrary, communicate to the group that the showing of the videotape had no valid relationship to the objective of the group presentation or to the overall course and that the behavior has served to disrupt the learning process of other students. If expectations were not communicated at the start of the course they should be communicated to the group and it should be stated that behavior such as the showing of the videotape will not be tolerated in the class. Explain to the group that you will have them apologize to the class in the event anyone was offended by the videotape.

Meet with the female students to have them give their point of view of the situation. Ask an open-ended question to allow them to share their views without making any assumptions as to their reaction to the playing of the videotape. Use additional open-ended questions and responses to acknowledge and clarify their point of view. Ask the students what actions they would consider to be appropriate to resolve the situation. Try to link any suggestions they have to your action of restating to the class the expectations for student behavior and that you are insisting that behavior such as showing the videotape be stopped.

At the beginning of the next class ask the group to apologize for showing the videotape and restate the expectations regarding student behavior. Provide the group with another opportunity to make its presentation on "Labor Relations."

Examine the upcoming course activities to identify an opportunity for the members of the "Labor Relations" group and the female students to work together.

SITUATION #4

John was attending a Leadership course. He was the only black participant. On the second day, after the lunch break, handouts were distributed. As John received a copy he saw immediately that it was literature expressing hate toward blacks and other groups.

As Gary, the course manager, was preparing to introduce the next session he was called aside by John, who appeared upset and was holding a stack of papers. John asked if Gary had authorized this handout and wanted to know the relevance of such distasteful material. Gary glanced at the materials and quickly assured John that these materials were not authorized as handouts. Without interrupting the class schedule Gary introduced the next session and noticed John leaving the room. Gary followed John. John stated that there was no place for such literature in this course and that passing it out to the class constituted harassment of him as a black and was a violation of his civil rights. Gary apologized and stated that he had no idea that the handout was passed out, but that he would find the sources and deal with them according to policy.

Having observed the exchange between Gary and John, Mike, a student in the class, approached John and apologized. Mike stated that he received the material locally and felt it was a good illustration of a point made in an earlier session. He further explained that he took it upon himself to prepare handouts for the class. Expressing his regret, Mike told John that he never intended to hurt anyone.

What might be the difficulty here?

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RESPONSE TO SITUATION #4

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. Was a requirement established and communicated that all handouts be reviewed by the course manager before distribution to students?

4. How might the controversial material be used constructively in the class?

5. What is John's view of the situation?

6. What is Mike's view of the situation?

Suggested Actions

The course manager, Gary, might need to act more quickly in this type of situation. Upon learning about the material, Gary acted correctly to reassure John that the material was not authorized as a course handout. However, it might have helped if Gary had explained that he would take immediate action to handle the problem and that he wanted to arrange a time to meet with John and discuss the situation.

At the start of the next session, Gary should explain to the students that unofficial handouts had been circulated to students. He should point out that no material should be distributed to students without being reviewed by or coordinated with the course manager to ensure that all handout material contributes to accomplishment of course objectives. Also, Gary should explain that the material was harmful to one of the students and disruptive to his learning even though that might not have been the purpose of distributing the material. Gary should collect all of the material immediately. If the student, Mike, who distributed the material identifies himself in class, Gary should arrange to discuss the situation at a time and place after the class session. If Mike does not identify himself immediately, Gary should ask that the student identify himself on the next break to arrange a discussion of the situation.

If expectations about student behavior were not communicated at the start of the course, Gary should explain the importance of all students examining their behavior for the negative effects it might have on the learning experiences of other students.

At the meeting with Mike, who distributed the material, Gary should use open-ended questions and responses to acknowledge and clarify Mike's point of view, including any desire he might have to apologize to John. Gary should be sure that Mike understands the impact of his actions and the need to coordinate the distribution of the course material with the course manager. Gary

should acknowledge any suggestions that Mike might have about using material as a part of the course. Gary should point out that he will review these suggestions when he meets with John, the student who was offended by the material.

At the meeting with John, Gary should use open-ended questions and responses to acknowledge and clarify John's point of view. Gary should review the steps he has taken so far and any indications that Mike wishes to apologize to John. Gary should ask if John thinks any additional actions are necessary. Also, Gary should ask for John's reactions to Mike's suggestions about how the material might be used to increase the learning for all the students. If John is agreeable, Gary should discuss possible activities and suggest that Gary, John and Mike meet to plan an activity using the material.

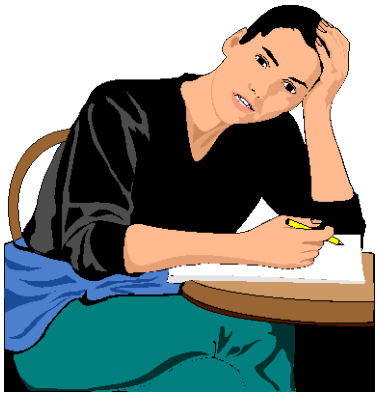
SITUATION #5

Instructor Green teaches a Fire Inspection Class with 25 students--24 males and 1 female. The class opening is typical, with a short orientation, and administrative matters, followed by student and instructor introductions. It is a warm summer day and the female student is wearing tights with a revealing, low-cut shirt. During the first break, a group of students were talking in the hall with the female student about how much they like the color green, which is the color that the woman was wearing. Later when the class convenes, it decides to order their class shirts in green, in honor of female student's great looking attire.

The class continues to make comments throughout the first week of class about the female student's dress, looks, and youthful personality in front of the class. The woman begins to defend herself after comments are made by saying things like "you all are mean." The class continues to pick on the female student, trying to keep everything on a humorous note.

After class one evening one male student says to the female, "Why don't you wear some clothes that are less sexy so you don't get picked on?" At this point, she feels she has tolerated enough. She goes to the class president to tell him how much she is offended by the remarks made by the class, and asks him to say a few words to some of those students with the idea of having their comments stopped.

While the president of the class claims he did speak to some students, sexist overtones continue to be made in class, with each remark getting more laughter. The instructors do not do anything about this and continue to play along with the class. Later, the student writes a letter to the Academy complaining about how much she had been harassed, and that no one, students or instructor, did anything to stop it.



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RESPONSE TO SITUATION #5

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What role does the female student's attire play in this situation?

4. How do the male students view the situation?

5. How does the female student view the situation?

Suggested Actions

A major difficulty in this situation is the lack of action from the instructors. When this situation begins the instructors need to review their own instructional practices to see if expectations of student behavior were communicated and if course activities involved student interaction on a positive, equal basis.

The instructors should arrange a meeting with the male students at the end of the class. Also, the instructors should arrange for a place and time after class to meet with the female student.

At the meeting with the male students the instructors should use an open-ended question such as, "What are your thoughts about the situation with the female student?," to have the students give their view. The instructors should use open-ended questions and responses to acknowledge and clarify the male students' point of view. The instructors should be sure to ask the students about their reaction to the female student's dress and the effects of their comments on the female student.

The male students may express the view that the comments were not meant to be harmful, but rather are a way to keep some humor in the course. They might state that the female student should think twice about how she dresses and that certain clothes will invite reactions from male students.

If expectations about student behavior were not communicated at the start of the course, the instructors should communicate the expectations at this time. The instructors should point out that even though no harm is intended, their comments have been harmful to the female student and disruptive to her learning. The instructors should explain that the view of the male participants that the dress of the female participant is inappropriate for the classroom and that it might get her "picked on," is no justification for the jokes and comments directed at her. Therefore, the instructors should insist that the disruptive behavior cease if the course is to continue.

At the meeting with the female student the instructors should ask for her point of view of the situation. The instructors should use open-ended questions and responses to acknowledge and clarify her point of view. The instructors should be sure to ask the student her view of the role of her dress in the situation. The instructors should describe the actions they have taken with the male students and ask the female what additional actions she might request. Also, the instructors should explain that how the female student chooses to dress is her judgment. Her dress should not be seen as a disruptive factor to anyone's learning because the students are all adults and her dress is no justification for any harmful jokes or comments directed at her. It should be pointed out that just as there are inappropriate behavior and language for the classroom, there can be instances of inappropriate dress; although not the case in this situation, it is a potential situation for both genders. Whether the clothes do not cover all that they should or if offensive messages are being broadcasted via a T-shirt, it cannot be tolerated and must be dealt with.

SITUATION #6

A student in a Strategic Analysis class was from Massachusetts and spoke with a New England accent. During the first day of class, he told the students he had to pick up his registration form which he had left in his car in the parking lot. The second after he said that, students in the class mimicked his pronunciation of form and car. From that point on, the student was ridiculed by his classmates who mimicked his accent. The class never took the student's comments seriously throughout the entire class. Although he learned a lot in class, his accent became the constant source of jokes and amusement. The student went to the Program Chair at the end of the session to indicate how much he felt needlessly harassed. The Program Chair asked the student if the instructors of the class knew about this and the student said he thought the instructors exacerbated this throughout the class. What should the instructors have done?

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RESPONSE TO SITUATION #6

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the role of humor in the classroom and what are the potential effects on students?

4. How does the class view the situation?

5. How does the student view the situation?

Suggested Actions

When this situation begins the instructors need to review their own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

The instructors should arrange a meeting with the students at the end of the class. Also, the instructors should arrange for a place and time after class to meet with the student from Massachusetts.

At the meeting with the class the instructors should use an open-ended question such as, "What are your thoughts about the situation with the student from Massachusetts?," to have the students give their view. The instructors should use open-ended questions and responses to acknowledge and clarify the students' point of view. The instructors should be sure to ask the students about their reaction to the student's New England accent and the effects of their comments on the student.

The students may express the view that the comments were not meant to be harmful but rather are a way to keep some humor in the course. They might state that the student is overreacting and that he should not let it bother him.
If expectations about student behavior were not communicated at the start of the course, the instructors should communicate the expectations at this time. The instructors should point out that even though no harm is intended, the student comments and other behavior have been harmful to the student from Massachusetts and disruptive of his learning. The instructors should explain that, certainly, there is a place for humor in the classroom but not when it negatively affects any student and his or her learning. Therefore, the instructors should insist that the disruptive behavior cease.

At the meeting with the student from Massachusetts, the instructors should ask for his point of view. The instructors should use open-ended questions and responses to acknowledge and

clarify his point of view. The instructors should describe the actions they have taken with the class and ask the student what additional action he might request. Also, the instructors should explain that humor is certainly acceptable in a learning environment but not when it is harmful to students and interferes with their learning.

SITUATION #7

Linda, a member of your Arson class, has come to you and said that she is being harassed by Sam, another student in the class, and is contemplating filing a sexual harassment charge. Sam, a 52-old-veteran, stated that all he did was say, "Hey, doll, you look pretty hot in that turnout gear." Sam continued, "she didn't seem to care, didn't say nothing to me."

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #7

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. Is commenting on the dress of a female student a form of sexual harassment?

4. How does Sam view the situation?

5. How does Linda view the situation?

Suggested Actions

You need to review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

You should arrange separate meetings with Sam and Linda at a time and place after class.

At the meeting with Sam you should use an open-ended question such as, "What are your thoughts about the situation with Linda?," to have Sam give his view. You should use open-ended questions and responses to acknowledge and clarify Sam's point of view. You should be sure to ask Sam about the possible harmful effects of his comment to Linda.

Sam may express the view that he meant no harm in his comment on Linda's dress and that he actually saw his statement as a compliment. He will likely restate that Linda did not seem to be bothered by the comment. In addition he might say that he has commented in that fashion to other women and they did not seem to mind. He also may express some frustration about women being so "touchy" these days and that you have to watch everything that you say.
If expectations about student behavior were not communicated at the start of the course, you should communicate the expectations at this time to Sam. Point out that even though he meant no harm he has to put aside his view of his comment and realize that for Linda it was harmful. Explain that even though she did not seem bothered by the comment when he made it, once he find outs that she does not like that kind of comment, he needs to accept that feedback and go no further. To continue to comment on her dress may or may not be sexual harassment, but what is more important is that the comments are seen by Linda as harmful to her and her learning and Sam must respect that. Sam's not being able to comment on Linda's dress is certainly not an obstacle to his learning, which is the major reason for his taking the course. Point out that Sam may wish to apologize to her but what is more important is that he not comment again on her dress.

At the meeting with Linda, you should ask for her point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify her point of view. You should describe the actions you have taken with Sam and ask Linda what additional action she might request. Point out that whether or not comments such as Sam's are defined as sexual harassment, Linda does not have to be the object of behavior that she perceives as harmful to her.

SITUATION #8

Two female firefighters, Jane and Diane, were taking a Command and Control course with ten men. Before each session, Bill, a co-instructor, opened by telling a few jokes, several of which had sexual references. Jane and Diane were offended by the jokes and at the end of one session asked Bill if he would stop the jokes. Bill told them that they were getting a little too sensitive but he would stop. Before the next session Bill informed the group that there would be no telling of jokes at the start of the module. As he looked in the direction of Jane and Diane he said that some participants were getting "pretty sensitive about their humor."

As the class progressed Jane and Diane felt that they were not being included as full members of the class. Bill ignored them and acknowledged their questions only after Jane and Diane persisted in raising their hands. In addition, it was becoming apparent to the female participants that the male participants were being influenced by the instructor's attitude.

Also, Jane and Diane learned that Bill had a special after-class pre-examination review meeting with the male participants. At that time Bill reviewed important information for the examination and answered questions. When Jane and Diane asked Bill why they were not informed of the meeting, he indicated that he must have arranged the meeting when they were on a coffee break and forgot to tell them.

What might be the difficulty here?

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RESPONSE TO SITUATION #8

Question

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the potential impact on students of the instructor's use of humor?

4. What is the instructor's view of the situation?

5. How do the two female firefighters view the situation?

Suggested Actions

The concern with the instructor, Bill, is with the actions that he has or has not taken. Bill needs to review his own instructional practices to see if expectations of student behavior were communicated, if his behavior as an instructor reflects those expectations, and if course activities involve student interaction on a positive, equal basis.

From Bill's point of view as the co-instructor, he may have been attempting to use humor to increase student interest and participation in the course. He probably felt that the sexual references added to the humor and that they would not offend anyone. He probably would point out that in previous classes of male and female students that he taught, such humor was not offensive and that maybe Jane and Diane need to "loosen up a bit."

The use of humor as an instructional tool is growing. What is at issue is whether or not the humor is at anyone's expense. And if it is at someone's expense, is that a reason to stop the humor? If the humor is at someone's expense they have a right to object to it on the basis that it is harmful to them and that it interferes with their learning, which is the purpose of their participation in a course. It is the instructor's responsibility to respect that point of view. It is possible for instructors to find humor that is not offensive to someone.

In this situation it appears that additional actions on the part of the Bill that seem to exclude Jane and Diane are linked to their reactions to Bill's use of humor. Whatever the basis for Bill's actions, he certainly needs to correct them and make every effort to include all students in course activities.

It is important that Bill meet with Jane and Diane to discuss the situation. He should start by getting their point of view. He should use open-ended questions and responses to acknowledge and clarify Jane's and Diane's points of view. He needs to acknowledge that from their point of view the jokes were harmful.

Bill also should explain that he was attempting to use humor as an instructional tool to increase student interest in the course and that he in no way intended the jokes to be harmful. He also should state that he would try to find other ways to use humor and he might ask if they have any suggestions. Maybe they know a few good jokes he could use to start the classes or Bill might ask for jokes from other students. With this exchange Bill would be able establish a positive relationship with Jane and Diane and work toward accomplishing the course objectives with all the students.

SITUATION #9

Roger, a student in your Emergency Medical Services class, has an earring in his right ear. During a break you overhear other class members joking that Roger is gay, especially since he is from California. After the break you notice that many class members are whispering to themselves and staring at Roger.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #9

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What role does student attire play in this situation?

4. At what point does an instructor need to take action with regard to student behavior?

Suggested Actions

The instructor may have to use judgment as to when to take action in this situation. At this time there may not be enough reason to take action. The instructor may have to be vigilant to see what develops. As the class continues the students' behavior may stop.

The instructor needs to immediately ensure that he or she reviews his or her instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis. These actions on the part of the instructor may prevent the situation from worsening.

If a situation develops where the behavior toward Roger is direct and harmful, then the instructor will need to take action. He or she should first meet with the class to get their point of view of the situation, being sure to use open-ended questions and responses to acknowledge and clarify their point of view. Having given the students the opportunity to share their views, the instructor then should restate the expectations regarding student behavior and ask that the behavior stop.

Also, the instructor should be sure to meet with Roger to get his view of the situation. The instructor should use open-ended questions and responses to acknowledge and clarify Roger's view. The instructor should explain the actions that he has taken with the class and ask Roger if there are any other actions that he thinks should be taken.

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SITUATION #10

You are an instructor for a Fire Prevention class which has 27 students. Two of them are black and often talk with each other in "Black English." You notice that a group of white students are starting to talk that way to each other, mocking the black students.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #10

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the role of dialect in the classroom and what are the potential effects on students?

4. How does the group of white students view the situation?

5. How do the black students view the situation?

Suggested Actions

You need to review your instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

You should arrange a meeting with the white students at the end of the class. You also should arrange for a place and time after class to meet with the two black students.

At the meeting with the white students you should use an open-ended question such as, "What are your thoughts about using 'Black English'?" to have the students give their view. You should use open-ended questions and responses to acknowledge and clarify the white students' point of view. The instructors should be sure to ask the students about the effects of their use of "Black English" on the black students.

The students may express the view that they meant no harm with their actions. They might say that they don't understand how their actions might be harmful because the black students seem to use the "Black English" when they want to, almost like it is "a game."

If expectations about student behavior were not communicated at the start of the course, you should communicate the expectations at this time. You should point out that even though no harm is intended, the behavior of the white students is inappropriate and it may be harmful to the black students. Explain that the "Black English" is a part of the black students' communication pattern and they are free to use it in communicating with each other as long as they fully participate in the course along with all the other students. Therefore, you should ask that the behavior of the white students stop.

At the meeting with the two black students you should ask for their point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify the black students' point of view. You should describe the actions you have taken with the white students and ask the black students for any comments. Point out that your concern is that all students participate together fully to achieve course objectives.

SITUATION #11

You are an instructor for an EMS class. There are 30 students in the course. Twenty-seven of them are between the ages of 25 and 40, and the other 3 are between 52 and 58. Though the older students have not had any problems with the course materials, the younger students are constantly referring to them as Grandpa, and saying, "that's not the way it is done anymore."

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #11

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What might be the impact of the age of students on instructional practices and student learning?

4. How do the students view the situation?

5. How do the older students view the situation?

Suggested Actions

Review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

Arrange a time and place to meet with the younger students after class. Also, arrange a time and place to meet with the older students after class.

In meeting with the younger students, start by presenting your concerns about some of their behavior toward the older students. Ask an open-ended question like, "What is your reaction to my comments?," to help the students express their point of view. Acknowledge and clarify their point of view. Be sure to ask what specific learning problems the students have seen with the older students.

If expectations about student behavior were not communicated at the start of the course they should be communicated to the students at this point. Give your thoughts about the validity of their comments on the learning of the older students. Point out that the older students have not had problems with course materials and that their classroom participation has not interfered with the learning of other students. Ask the students for any suggestions they might have for establishing positive interaction between the younger and older students. Where possible try to include their ideas in course activities.

In meeting with the older students start with an open-ended question for them to share their views of the situation. Acknowledge and clarify the older students' point of view. The older students might state that they see the behavior of the other students as an indication that there is nothing to be learned from older students. Ask the older students what suggestions they might have for establishing positive interactions between the older and younger students. Where possible try to include their ideas in the course activities.

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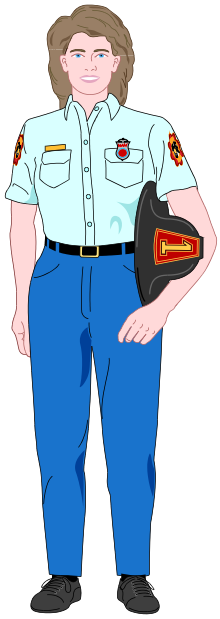
SITUATION #12

A male student is spreading the word that the two women enrolled in your Plans Review course are lesbians and that all women firefighters are too. The women are offended by the rumors. Most of the male members of the class begin to exclude the women from the group. You find out that the person spreading the rumors has been making advances toward his female classmates and they have repeatedly told him they are not interested in him.

What actions might you take to manage this situation?



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RESPONSE TO SITUATION #12

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the impact of student social behavior on student experience in the classroom?

4. How does the male student view the situation?

5. How do the female students view the situation?

Suggested Actions

You need to review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis. If expectations about student behavior were not communicated at the start of the course they should be communicated to the students.

You should arrange a meeting with the male student and a separate meeting with the female students at a time after class.

At the meeting with the male student you should explain that there is some concern that he has made some statements about the female students and that his behavior has disturbed them. Use an open-ended question such as, "What are your thoughts about this?," to have the student give his view. You should use open-ended questions and responses to acknowledge and clarify the student's point of view.

The male student may express the view that he has not harmed anyone, that what he says and does outside of the class is his business, and that, as an adult, he is not accountable to the course instructor. He may say that any concerns that arise are to be handled by him and the people involved.
Point out to the male student that what he does on his time is his business, but when his behavior is harmful to students and is disruptive to the learning process of students, then there is a concern that must be addressed. Explain to him that he needs to use judgment in his relations with other students and see that his behavior is appropriate. He needs to stop any of his behavior that is seen as harmful to other students.

At the meeting with the female students, you should ask for their point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify their point of view. You should describe the actions you have taken with the male student and ask the female students what additional action they might request. Point out that student social behavior is a

matter of personal business, but when it is harmful to other students and interferes with their learning, the behavior must be stopped. Also, point out to the students that you wish to fully involve all students in meaningful interaction with each other to help accomplish the course objectives. Be sure to ask for whatever suggestions they might have for more fully involving students and try to include the ideas in course activities.

SITUATION #13

A member of your course development class speaks with a thick southern accent. He is doing fine in the class and is very competent and well prepared. The other students in his group, on their own initiative, are treating him as if he didn't understand the information and are purposely going slow. This group is falling behind.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #13

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the impact of the student's accent on classroom learning?

4. How does the student group view the situation?

5. How does the student view the situation?

Suggested Actions

You need to review your instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

You should arrange a meeting with the student group at the end of the class. Also, you should arrange for a place and time after class to meet with the student with the southern accent.

At the meeting with the student group you should use an open-ended question such as, "What are your thoughts about the situation with the student with the southern accent?," to have the students give their view. You should use open-ended questions and responses to acknowledge and clarify the students' point of view. You should be sure to ask the students about how they think the student is performing.

The students may express the view that they thought it would be helpful to go more slowly because of the difference in communication style for the student with the southern accent.

You should point out to the student group that even though they may be concerned with the communication style of the student with the southern accent, the indications are that the student's performance is fine. Also in their efforts to adjust to the student with the southern accent, the group's progress is falling behind. Say to them that they should not be too concerned and that they should move ahead to complete the group's work.

At the meeting with the student with the southern accent, you should ask for the student's point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify his point of view. You should describe the actions you have taken with the student group and ask the student for any additional suggestions. Explain to the student that his course performance is fine and that his work will be a contribution to his group.

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SITUATION #14

You are teaching a State Weekend course that has a large number (about 25 percent) of participants for whom English is a second language. Most of these participants read and speak English well, but prefer to use Spanish among themselves. They also have chosen to sit together on one side of the room.

As the course progresses you become concerned about the lack of interaction between the small group and yourself, as instructor, or the other participants. It also is apparent that the two "groups" are keeping more to themselves; however, nobody has complained or remarked about the situation. You also are concerned because an upcoming segment of the course requires small group discussion and oral group reports.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #14

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. What is the impact of language differences on student classroom learning?

3. What is the impact on classroom learning of students' preferences for relating to other students with whom they are comfortable?

4. How do the English-speaking students view the situation?

5. How do the Spanish-speaking students view the situation?

Suggested Actions

You need to review your instructional practices to see if course activities involve student interaction on a positive, equal basis. You may need to modify your course activities to provide opportunities for the English-speaking and Spanish-speaking students to begin to talk with each other before moving to small group discussion and oral group reports.

Arrange for separate meetings after class with the English- and Spanish-speaking students.

At the meeting with the English-speaking students explain your concern about the separate student groups. Use an open-ended question such as, "What are your thoughts about this?," to have the students give their view. You should use open-ended questions and responses to acknowledge and clarify the English-speaking students' point of view.

The students may express the view that the Spanish-speaking students are just tending to sit with "their own kind" and that there is really nothing negative about it. In addition, they might say that the Spanish-speaking students prefer to stay with each other and speak Spanish when they want to.

Point out to the group that one of your instructional requirements is to involve all students in interactions with each other to achieve course objectives. Explain that this means that students are encouraged to relate to other students whose background might be different. The Spanish-speaking students' use of Spanish when talking with each other is not an obstacle to all students talking with each other. Ask the English-speaking students for any suggestions for increasing student interaction.

At the meeting with the Spanish-speaking students you should ask for their point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify the point of view of the Spanish-speaking students.

The Spanish-speaking students might say that they sit with each other and speak Spanish because it makes them comfortable. Also, they might say that they really do not feel a part of the total class.

Explain that you do not have a concern with their use of Spanish in talking with each other. Point out that you want to increase the communication between the Spanish-speaking and the English-speaking students. Tell them that their participation is important to the success of the course. Ask them for their suggestions on how to increase the exchange between the Spanish-speaking and English-speaking students.

SITUATION #15

A student in your class uses derogatory jokes and terms in his everyday speech to describe almost every ethnic and religious group. During a presentation to the class he insults the abilities of blacks and women, describing these groups with sexist and racial slurs. Your co-instructor and a few class members appear offended.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #15

Questions:

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the impact on learning when students express their personal views regarding groups of people?

4. How does the student view the situation?

Suggested Actions

You need to review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis. If expectations about student behavior were not communicated at the start of the course they should be communicated to the students.

You should arrange a meeting with the student at a time after class.

At the meeting with the male student you should explain that there is some concern about statements that he has made in class. Use an open-ended question such as, "What are your thoughts about this?," to have the student give his view. You should use open-ended questions and responses to acknowledge and clarify the student's point of view. Be sure to clarify with the student whether he sees his comments as having any harmful effects on course participants.

The student may express the view that his statements are an expression of how he sees things and that he has every right to speak his thoughts.

Point out to the student that he certainly has a right to express his opinions but the way that he has expressed them has included unnecessary and offensive language. In addition, his raising issues about the competence of certain groups goes far beyond the scope of the course objectives. Explain that if he is to continue with the offensive language and raise such issues he will be a disruption to the course. For those reasons you are asking him to restrict his comments to the immediate issues of the course and to phrase his comments in objective, nonoffensive language. Explain that if he feels that these conditions limit his course participation, he should consider withdrawing from the course.

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SITUATION #16

A minority student in your Leadership class talks with you at a break and says that he is constantly giving input to his group, but that every time there is a group presentation his ideas are never shared with the class. You have a chance to talk with the other members of his group and they say, "Come on, you know his kind doesn't know anything about this and any way, his input was all wrong."

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #16

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the impact of student evaluation of other students on classroom learning?

4. How does the student group view the situation?

5. How does the minority student view the situation?

Suggested Actions

You need to review your instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis.

You should arrange to meet with the minority student at the end of the class. You also should arrange a meeting with the student group at a time after the class.

At the meeting with the minority student, you should ask for the student's point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify his point of view. Be sure to obtain specific information about the actions of the minority student's group. Ask the minority student for suggestions for handling the group situation.

At the meeting with the student group you should use an open-ended question such as, "What are your thoughts about the situation with the minority student?," to have the students give their view. You should use open-ended questions and responses to acknowledge and clarify the students' point of view. Be sure to specify any assessments about the adequacy of the minority student's contributions to the group work.

You should point out to the student group that even though they may doubt the ability of the minority student and others of his background, as the instructor for the course you make the final assessment of student performance. Explain that to this point in the course there is nothing to indicate that the minority student cannot make a contribution to the group's work. Point out that the group's overall performance as determined by your evaluation as the instructor is based on the full participation of all members of the group. Therefore, it is important that the group be positive and develop ways to include the contributions of all of its members.

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SITUATION #17

You are an instructor in a management field course. One of your students must use a wheelchair. There have not been any problems, but many of the class members are constantly fussing around the gentleman with the disability and this is interfering with the flow of the class.

What actions might you take to manage this situation?

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RESPONSE TO SITUATION #17

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. What are the requirements for instructors and students to ensure the full participation in course activities for people with disabilities?

3. What is the point of view of the student with the disability?

Suggested Actions

You need to review your instructional practices to see if course activities involve student interaction on a positive, equal basis.

You should arrange to meet with the disabled student at the end of the class.

At the meeting with the disabled student, you should ask for his point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify his point of view. Be sure to identify the actions that you as the instructor and the students can take to be supportive of him.

Explain to the student that you want to be sure that you, as the instructor, and the students understand what is important to help him to be a full participant in course activities. Ask him for any suggestions he has for the instructor. You might suggest to him that if it is comfortable for him, you and he might present the situation to the students and point out what might be helpful for them to do to be supportive. At that time you and the disabled student might clarify for the other students any confusion they have about what will be helpful to him.

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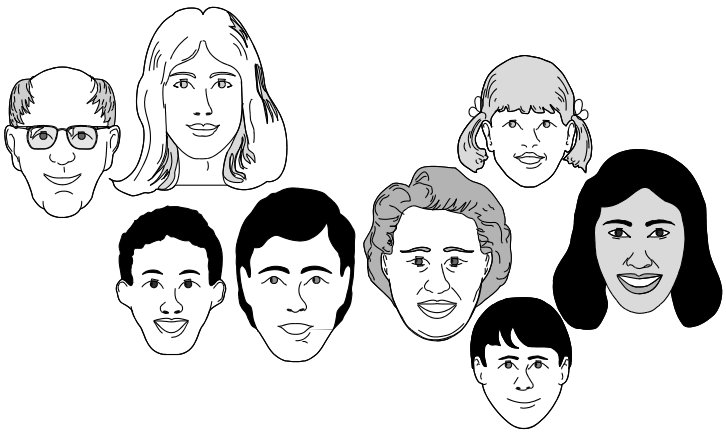
SITUATION #18

Frank is a participant in your Arson Investigation course. Since Spanish is his primary language, he speaks English with a heavy accent. When he asks a question he mispronounces some English words. As a result, the other students have difficulty understanding what he is saying. Sometimes a few of the participants smile at each other and seem to lower their heads to chuckle about how Frank sounds. Frank is aware of these reactions and appears irritated, but he has said nothing.

During a discussion a participant stated that awareness by fire service personnel of difficulties for people with language differences will increase in importance. Frank raises his hand to comment further and, as he talks, several of the participants began to smile at each other. Frank quickly reacted and said, "I think more awareness and sensitivity are needed right here in this class." Harry, one of the participants who had been smiling, responded to Frank by saying, "I don't know if sensitivity is needed. I think maybe you and some of these people need to take some English classes. You know the old saying, 'When in Rome do as the Romans do.'" With Frank and Harry looking disturbed with each other you move the discussion to another topic.

What actions might you take to manage this situation?



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RESPONSE TO SITUATION #18

Questions

1. Have you communicated to the students that their individual behavior can affect the learning process of the class?

2. Have activities been planned in which students interact on a positive, equal basis?

3. What is the impact of language differences on student classroom learning?

4. How do Harry and some of the other students view the situation?

5. How does Frank view the situation?

Suggested Actions

You need to review your own instructional practices to see if expectations of student behavior were communicated and if course activities involve student interaction on a positive, equal basis. If expectations about student behavior were not communicated at the start of the course they should be communicated to the students.

Arrange for separate meetings after class with Harry and some of the other students and with Frank.

At the meeting with Harry and some of the other students use an open-ended question such as, "What are your thoughts about this?," to have the students give their view. You should use open-ended questions and responses to acknowledge and clarify the students' point of view. Be sure to pinpoint how Frank's accent is a problem for Harry and the other students.

Harry and the students may express the view that Frank and people like him need to understand that they are in the United States now and they need to learn to communicate just like everybody else. They might say that if Frank is going to be able help anybody he had better learn to speak better, and they don't want the course to slow down because of Frank's problem with English.

Point out to the students that in our country there is an increase in the number of people who speak languages other than English and that there are issues and various points of view about this variety of languages. Explain to Harry and the other students that they are expressing one point of view. Point out that for the present we are working together in a course to increase our competence. Therefore, the question is how might we best work together. Ask the students for specific suggestions about what might be done to improve communication between Frank and the other students.

At the meeting with Frank you should ask for his point of view of the situation. You should use open-ended questions and responses to acknowledge and clarify his point of view.

Explain to Frank the steps that you have taken with Harry and the other students. Point out the importance of all the students working together to support each other's learning. Ask Frank for suggestions regarding course activities or the actions of other students that might help with the situation.

APPENDIX B

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Ethics and the fire service

Fire personnel face ethical quandaries frequently, but often with little training or other guidance. A survey of more than 500 National Fire Academy students suggests the extent of these problems.

By Ann Murphy Springer, Consultant
and
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It's taken for granted that to get their jobs done, fire service personnel need resources, whether those resources are turnouts, training or trucks.

So why, in a world that is increasingly fraught with legal and ethical complexities, do so few fire officers receive training or even basic guidance in handling the potentially dicey decisions they make every day? That many fire officers are well aware of this lack and want more and better tools to help them with their ethical and legal responsibilities was made obvious in a study by the authors at the National Fire Academy.

This article is based on a "Curriculum Needs Assessment on Ethics and the Fire Service," requested and supported by the National Fire Academy and used for discussion at a briefing at the NFA

The needs assessment arose out of perceived need by NFA class members to have answers to ethical dilemmas and legal traps. The assessment, a collaboration among NFA students and managers and the authors, reflects the complexity and importance of issues that fire service officers encounter day to day.

In a recent discussion, the authors agreed that the issues raised in this assessment are still current and even unavoidable. None has ceased to be a challenge, and newer, more complex issues are waiting in the wings for serious discussion throughout the fire service.

A simple example is the ethical leadership role of fire service executives in such situations as eliminating discriminatory practices and promoting diversity within the fire service, and ensuring the health and safety of department members.

At the other end of a long continuum of increasingly complex issues is the ethics of continuing to maintain — at a high cost — certain levels of service that we know may not now be needed and that are increasingly difficult to justify, such as 24-hour shifts.

As fire protection technology improves and we (hopefully) are increasing our efforts in prevention, sprinklers, ordinances, building construction changes and other systems, are fewer personnel perhaps needed, some places, some times, to "wait for the big one"? Are we suggesting downsizing our budgets, especially personnel? Should we? Who are the "stakeholders" in such decisions, and which of them should get the priority?

When we compound such questions with the legal ramifications, are we prepared? What dialogue and decisions do we need collectively, and are there ethical or legal "signposts" to follow?

There were five premises underlying the needs assessment:

1. Ethics is a complex issue, one that is not easy to grasp.
2. New ethical questions are arising, some of which can be answered by existing department standards, and some of which cannot.
3. There is a new population of fire service executives who might not have had formal training in ethics.
4. There are many ethical traps that may not be recognized until it is too late, and some of these could increase the legal liability of the fire officer and the department.
5. Some frequent activities occurring in the fire service might be both unethical and illegal.

The assessment had five major goals:

1. Determine the degree of agreement among fire service executives about ethical decisions, given specific scenarios.
2. Determine the prevalence of incidents similar to 12 given scenarios, especially those judged "unethical" by respondents.
3. Elicit examples of actual ethical challenges and the tools that fire service executives need to cope with current ethical dilemmas.
4. Match selected scenarios to legal/liability issues, and judge the vulnerability of the fire officer and department to suits.
5. Prioritize possible curriculum choices according to potential impact on departments and fire service executives.

Methodology

Questionnaires were distributed to 23 resident classes at the NFA A total of 567 students responded. The classes included a wide range of fire service executives, from chief officers in Strategic Analysis of Executive Leadership and Fire Executive Development, to specialists in educa-

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tion, information, hazardous materials, finance, fire prevention, EMS and arson investigation, in their respective classes.

Each class was presented with 12 actual fire service scenarios. Students were asked to express opinions about the scenarios and to write specific examples of actual ethics issues they were experiencing or dealing with at their own departments. (Almost 300 were submitted — see Goal #3.)

Without their knowledge, each half of the class received slightly different questionnaires. The left half of each class (as seen from the front of the classroom) was asked to review the scenarios and judge whether the decision made was "Clearly ethical," "Ethically questionable" or "Clearly unethical."

The right half of each class was asked to assess how often the 12 scenarios occurred in their departments: "Never done in the department," "Occasionally done in the department" or "Often done in the department."

Both groups were also asked to decide if the decisions made in the scenarios were, according to their understanding, "Clearly legal," "Questionable" or "Clearly illegal." The 12 scenarios were then reviewed by one of the authors (Stittleburg), who is both a fire chief and an attorney specializing in fire service liability issues. (See Goal #4.)

He reviewed the scenarios, current law and precedents and recommended specific curriculum choices. He based his recommendations on the potential legal impact on fire departments and fire service executives. (See Goal #5.) The students' judgments on the scenarios' legality, and Stittleburg's evaluations, will appear in Part 2 of this article.

Situation #1

You go to dinner with your spouse and four close friends. After you have been seated and ordered your dinner, you walk through the restaurant to use the phone. On the way, you notice a serious fire code violation: An exit door is chained and locked, and a display table has been placed in front of it.

You decide that since you are on personal time, you'll do nothing.

Left side of classes

Is your action: *(choose one)*

____ 1a. Clearly ethical?
____ 1b. Ethically questionable?
____ 1c. Clearly unethical?

Is your action: *(choose one)*

____ 1d. Clearly legal?
____ 1e. Legally questionable?
____ 1f. Clearly illegal?

Right side of classes

Is your action: *(choose one)*

____ 1a. Never done in the fire department?
____ 1b. Occasionally done in the fire department?
____ 1c. Often done in the fire department?

Is your action: *(choose one)*

____ 1d. Clearly legal?
____ 1e. Legally questionable?
____ 1f. Clearly illegal?

Situation #2

You are the chief of a fairly large combination department — mostly volunteer, but partly paid. You recently acquired new OSHA-approved turnouts for your personnel — state of the art for safety and comfort. You also have replaced your older SCBA with new ones.

For many reasons, including space limitations, you want to get the older equipment out of the station. A smaller local all-volunteer department has requested your older turnouts and SCBA. They are desperately in need of both. You know that your old equipment is no longer OSHA safety-approved or reliable, but you remember what it was like to try to equip a group of volunteers with extremely limited funds.

You decide to throw the equipment out in the dumpster, but let the other chief know when and where, so they can make a "midnight raid" and recover it.

Situation #3

You are a fire instructor who uses copyrighted material in your seminars. You have been contacted by a rural volunteer fire company for help in your special area of expertise. This company is extremely underfunded due to economic conditions. There are no funds available to purchase any of the standard materials that you use for training.

You are willing and desirous of helping this organization. You decide to go ahead and photocopy the materials anyway and accept the responsibility for violating the copyright laws.

Situation #4

You have inherited an engineer on your shift who has been in the department 18 years. He is known as a couch potato and says "I'll fight fire until I retire." He is just barely competent in the skills of an engineer, resists training and refuses to do inspections. He borders on insubordination most of the time and causes turmoil constantly among crew members.

You have counseled him, but no changes have taken place. He bluntly stated that he's biding his time until he retires in two years and will do only enough to get by. Last week, he made a major error at the pump panel during a drill, cutting off water supply to one of the attack lines. His annual performance review is overdue, and you should complete it this week. You give him an acceptable rating, but tell him you expect changes in his performance.

Situation #5

You are a lieutenant in charge of a three-person crew at your station. Things are going well for you — the crew has accepted your leadership and usually functions well as a team.

Recently, things have started "disappearing" at the station. Food disappears out of personal food lockers in the kitchen and out of the refrigerator. Videotapes on loan from headquarters aren't there when you need them for training. An expensive training manual, brand new, has also disappeared. The captain tells you bluntly that the thefts appear to be happening mostly on your shift, and that you must solve the problem. After thinking about the problem for a few days, you call your crew together and tell them thefts will not be tolerated, and that you expect everyone to respect the property and rights of others. You further tell them that you will immediately discipline thieves with a suspension without pay.

Situation #6

While you are off duty, you injure your back lifting something in your garage. You do not have disability

insurance. The first few minutes after reporting to duty on one of your shifts, you have a working fire, and although you were not hurt, you were involved in a lot of heavy work. You file a compensation claim based on the fact that the fire aggravated your injury.

Situation #7

A few hours ago, there was a collision at a major intersection between a piece of fire apparatus and a civilian vehicle, with minor injuries in both vehicles.

You were assigned to investigate the accident, and you asked the fire engineer/driver the color of the traffic light. The driver stated that it was green when the engine entered the intersection. You also interviewed three bystanders who told you that they believed it was red. For a number of practical reasons which you can justify, you decide to omit any references to the traffic light in your report.

Situation #8

Your fire chief has been quoted in the media, saying that fire prevention, including an aggressive fire inspection program, is the department's highest priority. You did a careful review of all the public assembly and commercial buildings within your stations' boundaries and developed a prioritized annual inspection plan.

You gave the highest priority to some older low-income apartment buildings, businesses with stored hazardous materials, several old church properties used to bingo and dances (as well as religious services) and an old warehouse converted into an artists' cooperative.

You began the inspections after training your crew. You discover that it's slow going, because you are finding numerous serious violations, and it takes time to do a thorough job.

Yesterday, your battalion chief called you in and said, "I know you're taking the inspection plan seriously, but you'll have to put your action plan on hold. For the next six months, we'll only be doing *revenue-producing*, low-hazard, 'quick-and-dirty' inspections. The city manager gave the word to the chief!"

You rewrite your inspection plan, targeting low-hazard but revenue-producing occupancies, as suggested by the battalion chief.

Situation #9

While off duty, you stop at the scene of an accident. You notice that a victim who needs CPR has obvious purple facial spots, possibly Kaposi's sarcoma (an AIDS indicator) and is severely jaundiced (a hepatitis indicator). An ambulance has just been called — ETA seven minutes — and you appear to be the only trained person on scene.

You take command, ask if anyone knows CPR and then direct two CPR-trained bystanders to work on the victim.

Situation #10

You are the chief of a volunteer department that is struggling financially. The equipment needs replacement, and insurance and other costs are going up. Your board of directors has made it clear that it wants you to do "creative financing" to improve the financial picture.

A major wildland fire broke out last night, and you were contacted by both state and federal fire agencies requesting your equipment and personnel. They are both offering cash payments to the short-term lease of your department's resources. You realize that they are even in a bidding war, both eager to get you to commit your equipment and people.

If you do take advantage of their need, you could really get the department out of the hole financially.

If you do allow the requested equipment (water tender/tanker and pumper) to go out of town, you *risk leaving the town unprotected for all but the smallest fires*; a quick- attack vehicle is all that would be left.

You would rather that the board of directors make the final decision, but it's all yours since four of the seven directors are out of town together on a hunting trip. You go with the highest bidder and lease out both pieces of equipment with two crews for a one-week period, knowing that the department will profit by at least $60,000.

Situation #11

You are the chief in a volunteer fire department who has been re-elected by the members for the past five years. You really enjoy both the challenge of the job and the confidence your neighbors show in you.

A recent incident has put you in a dilemma: A member of the police department recently had a serious driving accident while on duty, injuring a citizen. It has been proved that the officer had two beers with lunch, just before the accident. The town, the police chief and the officer have all been sued by the victim's family. At a recent town meeting, many groups and individuals made it clear that drunk driving would not be tolerated by any public servant.

You realize that in the fire department, a keg of beer has always been in a special cooler in the back room. Volunteers gather there socially and often respond to emergencies after having had "a few beers." You know that the department has been lucky not to have had accidents caused by drunk driving, but that your luck could run out at any time.

Your gut reaction is that the beer should go — no more drinking at or around the station. However, you know that the vast majority of members, who re-elect you every year, would greatly resist efforts to eliminate the traditional keg of beer. You want to be re-elected, but you don't want to be in legal jeopardy, either. You cross your fingers, hope for continued good luck and decide to ask the board to make a decision.

Situation #12

As fire marshal, you have recently completed a fire inspection on a local factory. You and your staff found a number of violations. Yesterday, the chief told you to "write 'em up" and proceed with the normal enforcement steps.

Today, the chief received a call from the mayor, who said, off the record, that the factory is in bad financial trouble, and the major work needed to come up to code would bankrupt the factory's owners. The factory is the major employer in town, providing work for over 700 people.

The mayor also mentioned that the owners are in final negotiations with a large foreign investment company to sell out, which will guarantee that jobs will continue. The deal is supposed to be completed in less than a month.

You decide to wait 60 days before taking any action.

Goal #1: Determine the degree of agreement

among fire service executives about ethical decisions, given specific scenarios.

An overview of the scores shows strong agreement among all students, whether they are chief officers or technical specialists. The following scenarios had the strongest responses toward a "Clearly ethical" or "Clearly unethical" answer: 1, 4, 5, 6, 7 and 11. The remaining six scenarios have a strong "Uncertain" response. In those scenarios having strong clear opinions, there did not appear to be any significant difference between chief officer classes and technician classes.

An attempt to determine the general geographic location of the respondents (Northeast, Southeast, Central, Northwest or Southwest) and the possible difference of opinion about the scenarios proved totally inconclusive. There appeared to be no regional differences in the responses.

Goal #2: Determine the prevalence of incidents similar to 12 given scenarios.

Table 1 lists the 12 real-life situations with the percentages of respondents rating them "Clearly ethical," "Ethically questionable" or "Clearly unethical," as well as "Never occurs," "Occasionally occurs" or "Occurs often." The situations are ranked by frequency of occurrence.

Table 1 — Respondents' Judgments of scenarios' ethics and frequency

	ETHICAL?			OCCURS?		
	Yes	Quest.	No	Never	Occas.	Often
Situation #3	11.0%	42.9%	46.1%	5.3%	37.4%	57.3%
		89.0%			94.7%	
Situation #1	6.9%	38.2%	54.9%	8.5%	47.5%	44.0%
		93.1%			91.5%	
Situation #4	8.5%	23.9%	67.6%	11.3%	45.2%	43.5%
		91.5%			88.7%	
Situation #6	10.5%	24.5%	65.0%	7.8%	53.7%	38.5%
		89.5%			92.2%	
Situation #5	73.4%	18.3%	8.3%	8.9%	55.7%	35.4%
		26.6%			91.1%	
Situation #8	24.8%	43.2%	32.0%	21.4%	48.4%	30.2%
		75.2%			78.6%	
Situation #12	14.1%	47.3%	38.6%	11.7%	61.0%	27.3%
		85.9%			88.3%	
Situation #2	13.7%	45.0%	41.3%	37.9%	37.2%	24.9%
		86.3%			62.1%	
Situation #11	19.7%	30.8%	49.5%	31.6%	44.4%	24.0%
		80.3%			68.4%	
Situation #7	4.0%	24.3%	71.7%	33.2%	57.9%	8.9%
		96.0%			66.8%	
Situation #9	15.2%	36.6%	48.2%	36.4%	54.9%	8.7%
		84.8%			63.6%	
Situation #10	13.4%	44.9%	41.7%	41.0%	51.8%	7.2%
		86.6%			59.0%	

Goal #3: Elicit examples of actual ethical challenges and the tools fire service executives need to cope with current ethical dilemmas.

Of the 567 questionnaire respondents, 291 gave anonymous confidential statements of an ethical or legal problem they had observed or experienced in a fire department. This is a surprisingly high percentage (51%) of responses. The incidents are categorized as follows:

	Problems submitted
1. Building permits/plan checks	4
2. Code enforcement/inspections	56
3. EMS issues	12
4. Fiscal issues	18
5. Hiring/firing/promotion/demotion	46
6. Employee performance/policies	54
7. Suppression issues	21
8. Theft by employees	9
9. Vendor relationships	15
10. Miscellaneous	56
Total	291

Not all of the statements involve unsolved problems. Some relate how a problem was recognized, and either standard policies were invoked or a creative solution was found. A large majority of the statements, however, tell of long-standing unremedied and unsatisfying conditions.

A most interesting discovery was that more than 9% of the reported problems involved interference in code enforcement by non-fire department people: mayor, city manager, council member, influential citizen. The usual arguments are that the business owner having a code problem is an important taxpayer, employer or citizen, or that the business should just be "left alone."

Some respondents said they were able to work out reasonable compromises in these cases. In other instances the fire department held its ground, explained its reasons and enforced the codes.

Apparently, however, in a majority of cases, the fire departments yielded to political pressure. Fire department executives who are not skilled in negotiating with business people and elected officials may be at a great disadvantage. Further discussion of the tools needed to deal with ethical dilemmas will be found at the end of this section.

Table 2 lists some of the problems cited by the respondents. The right-hand column shows the number of problems in that category.

Tools

In reviewing the 291 problems submitted by the participants, it appears that the fire departments represented lack specific guidelines, policies, procedures and/or instructions to their officers and members. Because of the extensive detail of some of the problems submitted, it was obvious that very few tools are available to help personnel avoid falling into ethical/legal traps, or to guide their actions once an issue needs to be resolved.

There are some specific tools easily created or adapted within all departments to head off potentially

Table 2 — Examples of ethical/legal problems submitted by respondents

Building permits/plan checks	
Priority to high-revenue projects	1
Developers try for special exemptions	1
Special consideration to powerful people or friends	1
New fire station violates codes	1
Code enforcement	
Special consideration to powerful people, friends	27
Uneven application/interpretation of codes	5
Merchants want to give you price breaks, favors	4
Poor quality of inspections	2
Fire stations not up to code/not inspected/misused	2
Emergency medical system issues	
Minimized contact with hepatitis victim	1
Doctor on scene lied about our response time	1
Paramedic calls in false alarm in order to leave station	1
Mayor wants extra service for friends	1
Kept money found at wreck. Eventually fired	1
Employees take second job with private ambulance co.	1
Controlled substances missing, no follow-up. Paramedic goes berserk, kills wife	1
Fiscal issues	
Misallocation of budgeted funds	3
City manager or chief orders misuse of dept. resources	2
Misappropriation of fees collected	1
Overcharging hazmat administration fees	1
Hiring/firing/promotion/demotion	
Nepotism/favoritism/politics	12
Affirmative action program favors less qualified, underqualified	10
Cheating on exams	2
Bypass civil service rules for fast-track employee	1
Officer caught stealing, promoted twice	1
Directed to keep blacks, females out of department	1
Union opposes promotion of fast-track employee	1
Suspensions for not participating in social activities (volunteer)	1
Entrance test designed to fail women	1
Employee performance/policies	
Employee shows up for work drunk or on drugs	9
Drinking or drugs on-duty/off-duty	6
Uneven application of employee policies/discipline	6
Older employees don't care, lazy, lie about work done; are protected by co-workers	3
Alcohol in stations	3
Sexual harassment	2
Off-duty fighting, intoxication, arrests	1
Firefighter dismissed — arson	1
Use of badge to obtain discounts	1
Paid leave for training, leaves a day early, stays home	1
Suppression issues	
Unequal response to minority or wealthy areas	3
Speed laws/speeding	2
Vehicle accidents not reviewed or disciplined	1
Theft by employees	
Fire crews steal from fire scenes	7
Vendor relationships	
Chief or other employee is officer or representative of a supply company	5
Chief bought, accepted deficient apparatus (face-saving)	1
Miscellaneous	
Philandering on duty/affairs with "groupies"	5
Training standards lowered to pass minorities or volunteers	2
Certification/recertification given without actual training	2
Conflict of interest due to second job	2
Broken hip at volunteer fund-raiser — workers compensation?	1
Confidential drug-use study made public	1
Chief intoxicated, wrecks car. Covered up	1
City illegally disposes of hazardous materials	1
Dept. publicity too optimistic, misleads public	1
City manager forbids fire dept. contacts with media	1
Upon retirement, chief removed derogatory material from employees' personnel files	1

damaging situations. This does not suggest that every specific situation can be either anticipated or solved by formula, but rather that all departments can prepare their members to be alert to "red flags" and know how to deal with them.

For example, there are numerous classic departmental documents that can and should provide guidance. Documents as general as the mission statement, goals and master plan, and as specific as SOPs, job descriptions and critical-action lists can explicitly guide and support ethical/legal behaviors.

In addition to these documents, departmental values, culture and past practices, interpretations of standards, management and decision-making styles — if examined, clarified and communicated — can establish a healthy, supportive climate for ethical legal behavior. Often, these internal cultural norms and practices are contradictory and confusing, leaving a concerned department member hesitant to voice issues and take needed risks.

Finally, the most basic "tool" is the individual's personal standards and ethics. The more a person examines and reaffirms his or her own values, past learning, awareness of the multiple facets of every issue and the priority stakeholders in each situation, the more keenly he or she will have an accurate "ethical compass" to follow.

Some of the more important tools suggested above will be discussed in more detail in Part 2 of this article, with an emphasis on practical local resources available to every fire chief. When combined with national, state, regional and local education and training resources, such as classes on ethics and legal issues, such tools greatly increase the likelihood of avoiding ethical traps. □

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PART II

Ethics and the fire service

The conclusion of our two-part look at ethical and legal issues facing the fire service examines both legal liability and the resources chiefs can bring to bear on ethical and legal problems.

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Goal #4: Match selected scenarios to legal/liability issues.
The first part of this section comprises expert legal opinion on the 12 scenarios, provided by Stittleburg. Following his evaluation is Table 3, showing how the respondents rated the scenarios (legal, questionable, illegal).

While determining a scenario's legality is complex, note that the respondents' opinions were very often contrary to expert opinion. Specifically, in only three of the 12 scenarios did 50% or more of the respondents' answers agree with the legal expert.

Legal opinion
"Legal" is a broader term than "liability." The latter term usually deals with whether the action in question falls within the boundaries of permissible behavior as defined by the civil law. The term "legal," on the other hand, involves the additional consideration of whether the questioned behavior runs afoul of criminal law. It is possible for the very same behavior to violate neither, either one, or both the civil and the criminal law.

We have attempted to evaluate each of the scenarios from the standpoint of the broader term, that is, considering the effects of both civil and criminal law. The reader should bear in mind that both of these branches of law differ substantially from state to state. Accordingly, this survey must serve only as a general guide. Application to specific instances should not be attempted without first determining the law in your state. Refer to Table 3 for summaries of the 12 situations, which were given in full in the September FIRE CHIEF.

Situation #1: Clearly legal
Since you are not on duty, you probably owe no obligation to your employer to take any code enforcement action. This of course, assumes that your contract of employment does not impose any requirement of code enforcement during your off-duty hours. Even if there is such an obligation to take action, it is unlikely that failure to act would form the basis of a claim against you.

Most states take the position that inspection and code enforcement duties are obligations owed to the public at large, rather than to any specific individual. This duty-to-all/duty-to-none approach usually means that a person injured by your failure to take enforcement action would not have a valid claim against you, because you had no specific obligation to the injured person to take action.

For these reasons, you have little exposure to civil liability. It is equally likely that you have violated no criminal statute.

Situation #2: Clearly legal
You have made no representation of equipment worthiness to the all-volunteer fire department. You have entered into no contract to supply this department with any equipment. That department is under no obligation to salvage the equipment you will be discarding. Since there have been no representations and there is no contract, there is little basis for civil liability. Neither is there much likelihood of exposure to criminal sanctions.

Situation #3: Clearly illegal
Copyright laws are enacted for a purpose: to prevent the unauthorized reproduction of copyrighted material. The theory to copyright is that only by protecting the right to reproduce the materials can the copyright owners be compensated for their efforts in creating the materials.

The fact that your efforts were well intentioned and that you may have personally realized no gain from the reproduction is not a defense. You simply have no authorization to reproduce the copyrighted materials. While discovery of copyright violations is rare, defense of such a violation under these circumstances would be very difficult.

Your actions will probably make you personally liable for civil damages to the copyright owner. The extent of these damages may be difficult to determine, and ultimately may end up being decided by a jury.

Additionally, in many cases, violations of the copyright law may be a criminal offense. In other words, not only may you be liable to the copyright owner, but you also might find yourself facing criminal prosecution, which can result in a fine, jail time or both.

Situation #4: Questionable legality
If the engineer makes an error that causes an injury to a fellow worker, it is possible that this fellow worker may

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attempt to make a claim against you for his injuries based on your failure to properly supervise the engineer. However, in many states, such a suit would be precluded, because the Worker's Compensation law frequently provides that Worker's Compensation benefits are the exclusive remedy and that suits against co-employees are prohibited.

If, on the other hand, the mistake by the engineer causes injury to a member of the general public, the situation may be more serious. Once more, the injured person would be likely to bring an action against you based upon your failure to properly supervise the engineer.

However, in this instance, you would not have the possible protection of the Worker's Compensation laws. Instead, you would have to rely for your protection, if any, on such defense and indemnification as the laws of your individual state might require your employer to provide. If there is no such requirement, you may have to provide your own defense, hopefully successfully.

All of the foregoing considerations relate to civil liability. Exposure to criminal sanctions is unlikely, but

Table 3 — Students' and expert opinions on legality of scenarios

	LEGAL? Yes	Quest.	No	Expert Opinion (Stittleburg)
Situation #1 Off duty at a restaurant, you notice a serious fire code violation. You do nothing.	21.9%	51.5%	26.6%	Clearly legal
Situation #2 Chief "gives" used, non-OSHA approved turnouts to local volunteer department by letting them know when they'll be left in the dumpster.	21.5%	49.8%	28.7%	Clearly legal
Situation #3 Fire instructor photocopies copyrighted material for use by volunteer company that can't afford to buy copies from publisher.	3.9%	25.1%	71.0%	Clearly illegal
Situation #4 Company officer gives "acceptable" performance rating to an engineer who has poor performance but is nearing retirement.	22.1%	55.0%	22.9%	Questionable
Situation #5 Lieutenant tells crew that thefts from personal lockers will result in suspension without pay for the thieves if caught.	63.4%	24.7%	11.9%	Questionable
Situation #6 You injure your back while off duty. Soon after, you do heavy work while on duty. You file an injury claim saying that on-duty work aggravated your injury.	11.5%	24.2%	64.3%	Questionable
Situation #7 You investigate an accident involving fire apparatus and a civilian vehicle. Three bystanders say the apparatus ran a red light, but the fire driver insists that it was green. You omit references to the light in your report.	9.4%	34.5%	56.1%	Clearly legal
Situation #8 While you have given highest priority to inspecting high-risk buildings, your superior tells you to concentrate on revenue-producing inspections. You comply with the order.	36.0%	46.4%	17.6%	Clearly legal
Situation #9 While off duty, you happen across a person needing CPR. The victim shows signs of possibly having AIDS and hepatitis. You take command and enlist two trained civilians to perform CPR.	27.5%	51.2%	21.3%	Questionable
Situation #10 The board of directors has told you, a volunteer chief, to do "creative financing" to help solve a budget crisis. When a large wildland fire breaks out in your state, you lease all of your equipment and people (except for a skeleton crew and quick-attack vehicle) for one week for $60,000.	22.6%	49.6%	27.8%	Clearly illegal
Situation #11 A police officer in town recently had an injury accident after having had two beers with lunch. At a town meeting, citizens made it clear that drunk driving by public servants would not be tolerated. As elected fire chief, you decide to not close down the traditonal keg of beer in the volunteer fire hall.	27.5%	34.5%	38.0%	Questionable
Situation #12 As fire marshal, you and your staff found numerous violations at a factory. At first, the chief said "write 'em up," but later said off the record that the mayor had intervened and asked for a 60-day delay because the factory was negotiating its sale with a foreign buyer. You agree to wait.	14.8%	47.6%	37.6%	Questionable

not impossible. Criminal prosecutions for criminal negligence under aggravated circumstances are not unheard of.

Situation #5: Questionable legality

It is quite likely that your department has an employment-practices manual that deals with such a situation. If so, this manual will probably indicate the type of discipline to be imposed in various situations.

Such discipline is typically of a progressive nature, with the first steps being informal discipline. Suspension without pay is typically a form of discipline imposed only in a severe instance or when there have been prior infractions. The manual must govern your actions, and if you do not follow it, you may have violated your subordinate's rights.

If your department does not have guidelines such as these, your situation is not improved. You are now faced with determining the appropriate type of punishment to impose without the benefit of past practice or direction from your employer. In such an instance, a unilateral decision on your part to suspend the guilty party without pay may not be upheld by your employer and may leave you in a very difficult position.

There is not much likelihood of criminal action here. However, if your disciplinary action is based on suspect criteria, such as race or religious persuasion, you may be susceptible to a civil rights action, which can include quasi-criminal sanctions.

Situation #6: Questionable legality

Worker's Compensation laws provide that workers are entitled to be compensated for job-related injuries. The question here is, of course, the relationship of your injury to your job duties. If you disclose in your Worker's Compensation claim that you had a pre-existing back injury, then you have taken the appropriate action. The issue will then become whether that injury has been aggravated by your firefighting duties, and if so, to what degree.

If, on the other hand, you neglect to disclose the pre-existing injury, your action will put you in a position of a high likelihood of liability. At some point in the proceedings, you will probably be required to testify or provide information that your injury is solely the result of the proper discharge of your firefighting duties. Your failure to disclose the pre-existing injury will clearly be untruthful and depending upon the circumstances, may constitute perjury.

In this instance, you could be liable to a civil action for the recovery of any benefits paid to you to which you were not entitled. Additionally, if you did give a false statement or false testimony under oath, you may be subject to a criminal prosecution for false swearing or perjury.

Situation #7: Clearly legal

This assumes that you do not testify falsely under oath as to the fact that you interviewed the three bystanders and as to what they told you, and further, that you did not sign any false statements under oath in that regard. As mentioned in Situation 6, perjury and false swearing are crimes.

However, the fact that your likelihood of civil and criminal liability is low does not mean that your action is appropriate or that it has assisted the engineer/driver. If you are called upon to testify in a trial relating to this matter, it is extremely likely that the opposing attorney will already know of the existence of the three bystanders. It is very likely that he or she will also know of the fact that you interviewed these bystanders and that no reference to the interview appears in your report.

At that point, it becomes a rather simple matter for the opposing attorney to seriously impeach your credibility by showing that you uncovered information unfavorable to your department and neglected to include it in your report in an apparent attempt to suppress important facts. While you probably have not done anything illegal, you certainly have not done yourself, your co-worker or your department any good.

Situation #8: Clearly legal

First of all, you have received a specific directive from your immediate superior as to how to proceed. You do not have the authority to make the final determination regarding the implementation or execution of your department's fire inspection program. Since you are not the decision-making authority here, you are not in a position to do otherwise than as directed.

> It is possible for the very same behavior to violate neither the civil nor the criminal law, either one, or both.

Furthermore, as mentioned in Situation 1, faulty inspections frequently do not give rise to claims for compensation by injured parties. Additionally, you are unlikely to run afoul of the criminal law for the same reasons.

Situation #9: Questionable legality

The answer to this question depends on who is the injured party. If the person to whom you have administered CPR is the injured party, there is probably a low likelihood of civil liability. Most states have Good Samaritan laws, which provide that gratuitous rescuers are not to be held liable for their negligent acts. The protection afforded by these laws depends, of course, on the fact that you had no duty to undertake the rescue.

If your department has some sort of provision that you are required to take rescue action in your protection area even when off duty, the Good Samaritan Act probably will not apply. However, in that situation, you would be acting within the scope of your employment and would probably enjoy the benefit of some sort of defense and indemnification furnished by your employer.

If it turns out instead that the injured party actually is one or both of the CPR-trained bystanders whom you requested to work on the victim, the situation becomes more complicated. Once more, there is the issue of whether you are under a duty to take any action whatsoever. This will depend again on whether your employer has any sort of policy requiring you to act in this situation.

If there is no such policy, you still may be able to avail yourself of the protection of the Good Samaritan laws. However, this case is not nearly as strong as the preceding one, because many Good Samaritan laws are directed toward treatment of the injured party. Since this claim is not based on your treatment of the injured

party, but rather on your direction of others to assist with the treatment of an injured party, the application of the Good Samaritan law is much more questionable.

If there is a policy requiring you to take action, you may be in a somewhat better position. You may then be able to argue that you were acting within the scope of your employment and take advantage of whatever protection your employer may be able to offer.

Regardless of the identity of the injured party, it is unlikely that your action, if undertaken in good faith, has violated any criminal statutes.

Situation #10: Clearly illegal

If the board of directors has not given you specific authority to make this decision, you are in a very bad position. The fact that the board of directors has indicated to you that it wants you to do "creative financing" will not serve as adequate authorization.

If there is a fire loss during the absence of your equipment from the town, it is extremely likely that there will be a claim against you by the aggrieved party. It is also quite likely that the municipality will take the position that you acted outside the scope of your employment and without authority in making the decision to dispatch the requested equipment out of your district.

Unless you are able to establish some definite authorization giving you the authority to make this decision, the likelihood of a recovery against you is very great. It is equally likely that you will not share any benefit of defense or indemnification from your employer because of the scope-of-employment problem you have created. In other words, it is extremely possible that you would simply be accused of freelancing in this situation.

You would have made a decision that you were without authority to make and must now pay the consequences of the undesirable outcome of that decision.

In regard to the criminal law, exposure to criminal sanctions is not very likely.

Situation #11: Questionable legality

There are a number of issues here. Does your department sell the beer to its members? If so, does it have a license to do so? Does it police the premises so that the beer is not available to minors? Does it meet all other applicable laws relating to the sale of intoxicating beverages?

Allowing a policy to continue that permits response to emergency situations by persons who have been drinking alcoholic beverages certainly raises the potential of civil liability. While it is not possible for the chief to determine whether or not each and every member responding to a call has been drinking alcoholic beverages, the existence of a policy prohibiting such responses is certainly helpful in your defense. If an intoxicated driver of fire equipment were to cause an accident, there is a distinct likelihood of a civil suit against you based on your failure to properly supervise your firefighters.

There is also a myriad of criminal laws relating to the selling, giving away or otherwise dispensing of intoxicating beverages. In most jurisdictions, these laws are vigorously enforced. Unless you are in strict compliance with these laws, there is a distinct likelihood of exposure to criminal sanctions.

Situation #12: Questionable legality

In Situations #1 and #8, we have already noted that there is usually a low likelihood of civil liability for failure to properly perform fire inspection duties. This situation, however, differs from the preceding ones. In the earlier situations, your non-action was based on either the fact that you were off duty and under no obligation to act, or the fact that you had specifically been advised not to act by your superior.

In the earlier situations, we also discussed the duty-to-all/duty-to-none concept, which basically says that failure to properly perform a duty to the general public does not give rise to a claim by an individual who has been harmed by this failure.

This situation differs in that there is a specific and deliberate decision made to disregard the law. You have been motivated in this instance not to pursue enforcement activity because of monetary considerations. A situation such as this can deprive you of the duty-to-all/duty-to-none protection and result in possible civil liability.

> The legal landscape is not just a minefield, it is a minefield whose boundaries constantly change. Constant attention is required to navigate safely through it.

If there are no other factors involved, your action probably is not criminal. However, if you are receiving some sort of personal benefit as a result of this nonenforcement, you may be putting yourself at risk of violating criminal statutes relating to the bribery of public officials.

Goal #5: Curriculum choices prioritized according to potential (legal) impact on fire departments and fire service executives.

This was the final goal for the original Curriculum Needs Assessment. For the sake of this article, and to generalize the recommendations for all chiefs (rather than administrators and faculty of the National Fire Academy), we have broadened the conclusions.

A brief review of the assessment's results indicates that we may be quite vulnerable to falling into ethical traps. For example, in Scenario #6, 89.5% thought the action was not ethical or questionably ethical, and 88.5% thought it was illegal or questionably legal, but respondents reported that the situation occurs occasionally or often in over 92% of their departments. No wonder serious fire service officers are frustrated, fearful and confused by mixed signals in their departments.

Recommendations:
A. Legal

The legal landscape is not just a minefield, it is a minefield whose boundaries constantly change. Constant attention is required to navigate safely through it. The challenge is finding enough time to learn all that we need to know. One answer has to be improving the efficiency with which we acquire and use information.

The National Fire Academy and various state, regional and even city fire academies address some of these legal areas and concerns. Attendance at the appropriate classes is helpful, but must be coupled with

a sharing by the student after completing the course. The information learned, to be really efficient, should be communicated in a formal way throughout the department within two weeks of return from the class.

To increase the class's benefit to the individual officer, and therefore the department, specific questions and issues should be carried to the classes for discussion, input, recommendations and, where possible, analysis by legal experts. In this way, a department can tailor specific learning as a payoff for sending the person to training.

Since this is such a dynamic, changing area, it is essential to constantly review and update SOPs. Developments such as the Americans with Disabilities Act may not only instantly change the way we have been operating for years, but expose us to severe penalties if we fail to make these changes.

For instance, we may no longer ask a job applicant whether he or she is disabled or about the nature or severity of a disability, nor may we require the applicant to take a medical examination before making a job offer. This alone is an area where expert assistance will be required, and sometimes the experts won't know the answer either, until the law is tested.

Disseminating information through national, state and local organizations can also be a good way to both get the word, and get the word out about legal issues. Almost all chiefs belong to numerous professional organizations such as county/regional fire chiefs' associations. At this local level, specific agenda items about legal issues should be routine, as should the inclusion of guest speakers to inform and alert us about emerging legal issues, such as the ADA.

Newsletters, electronic bulletin boards and special seminars also help to educate. It is an especially good idea to detail one department member to keep abreast of the latest developments in the legal arena.

That person (who could be an administrative support person/secretary, a trainer, someone on limited duty, a line person or a board member) would specifically review journals, newspapers, general-interest magazines or local college catalogs to identify trends. Any trend noted could be better prepared for if this key person also attends seminars or local extended education courses, and "translates" the principles for the department. Volunteers from within or outside the department can fill this role.

Local bar associations often sponsor general-interest sessions to update interested people about new mines in the legal minefields, and may even agree to do a training session in-house. Local attorneys, especially those with an interest and specialty in public administration, may agree to provide or coordinate a hotline for you if a crisis develops.

Even in the absence of attorneys, a group of fire chiefs and their public administration counterparts can meet regularly for brown bag lunches and discuss specific legal or ethical issues such as "What if . . .?" or "What would you do if . . .?" This provides a confidential sounding board and an opportunity to examine various options.

B. Other resources and tools

If we start with the premise that most fire service personnel, both volunteer and paid, recognize their special public trust, and want to make proper decisions, the chief must establish the tone for ethical and legal decisions. He or she must model the expected behaviors and actively, publicly lead through the minefields. So how do you individually provide that leadership?

1) Use self-education resources such as those identified in legal recommendations above. It is not necessary to become a student of law or philosophy to learn; numerous public administration and other professional journals routinely publish timely articles that directly relate to fire service business.

For example, you might refer to a January 1988 FIRE CHIEF article titled "Is your ethical compass working?" Also, Western City, published by the League of California Cities, features articles about legal and ethical issues. The August 1992 issue of the American Association for Training and Development's journal, Training and Development, has a thought-provoking article titled "Doing the Right Thing." It provides a four-step process for developing an organizational code of ethics. A more extensive bibliography is given at the end of this article.

2) Take classes in ethics. One of the National Fire Academy's Field Programs in leadership has a four-hour module in ethics. Check with your state fire training director for dates and places in your state where it may be offered. Go to other local seminars on ethical or legal issues and adapt the information for your department. Try to influence the development of ethical and legal courses locally, including at local fire academies.

> Your intent is to create a climate that encourages people to do the right thing in every instance, but to use judgment about whether to do the same thing each time.

3) Develop both a code of ethics and a value statement, using a participatory style, but make it clear that you are initiating and supporting the process. Most chiefs are familiar with codes of ethics, despite their surprising lack throughout the fire service.

Ethics are usually regarded as general moral rules or principles, but in fact are based on individual and organizational values or action guides. To have a code of ethics, you must first examine and state what you value enough to reward if it happens, or penalize if it doesn't happen.

For instance, if the department values "honesty and integrity," the code of ethics would encourage and reward people to tell the truth, produce accurate and timely records, and accept responsibility for communicating "uncomfortable" information.

Or if the department values following the law, fairness and, hopefully, diversity, the ethics code would allow zero tolerance for sexual, racial or ethnic harassment or discrimination, because such behaviors would break laws, be unfair and counteract the benefits of diversity. (Some of you may have a value conflict over the idea of rewarding people through positive feedback, increased authority or promotions for doing what they should do anyway, but that may be a subject for another article.)

Your bottom-line intent is to create a climate in the organization that encourages people to do the right thing in every instance, but to use judgment about whether

to do the same thing each time. They must have a clear enough picture of what is valued and why, and what behaviors are expected, so that they can situationally make proper decisions. No value statement or code of ethics can spell out every contingency. They can only encourage people to pay attention to tricky situations and attempt to do the right things.

Everyone should be trained to consider the possible affect of their decisions on all of the potential "stakeholders" (those who would be directly affected by a decision) in any given situation, and be aware of the relative priority of each stakeholder. As a minimum, department members must learn to recognize when a "red flag" should be raised.

4) Review, and if needed, revise or refine departmental documents so they provide guidance in ethical and legal areas as well as routine internal operations. Each document should be examined with the following questions in mind:

a) Does the document give guidance to our members in their decision-making? Is it specific?

b) Are there any gaps or areas of confusion or contradiction? How can we revise them so that they are complete and clear?

c) Are there any assumptions that might confuse or trap us ethically or legally? Let's test our assumptions through discussion, and amend the document.

As a minimum, the following documents should be reviewed:

- Mission statement.
- Value statement/code of ethics.
- Master plan, risk management.
- Goals/objectives.
- Priorities/critical actions (high-priority actions).
- Policies.
- Standard operating procedures.
- Codes/laws/ordinances/regulations that we generate.
- Schedules/work programs.
- Chain of command/organizational structure.
- Job descriptions, including both authorities and accountabilities.
- Team assignments/special projects.
- Monitoring and evaluation system.
- Performance standards.
- Formal training program.

The Curriculum Needs Assessment taught us that many people in the fire service feel trapped by outmoded documents, unclear or inconsistent leadership, or by a lack of direction in ethical or legal areas. People recognize that things which are known to be unethical or illegal occur often, and this recognition distracts and disturbs them.

Even worse, people become immobilized and resist taking action that might lead them and/or the department into troubled waters. It is the chief's role to light the beacon and keep it lit while guiding department members.

C. Practical how-tos

1) As an individual decision-maker, make decisions that:

- "Feel right" in your gut because they match your personal standards and values.
- Are based on formal department documents and decisions.

■ Are acceptable to the community's values and standards.
■ You can justify and defend to yourself and others.
■ Protect the rights of prioritized stakeholders, that is, reflect the interests of all parties as much as possible.
Test each decision. Can you answer "yes" to each of these questions?
■ Do I feel unembarrassed, unashamed, not guilty, not defensive?
■ Do I object to my decision being published openly?
■ Am I willing to risk criticism for my decision? (Can I live with it?)
■ Could I justify and defend my decision to my greatest critics and enemies?
■ Have I considered all who would be affected by the decision and given them proper priority and weight?
■ Does it feel right in my gut? Is my conscience clear?
3) As a leader, ensure that under your leadership in the department:
■ Senior management defines and clarifies standards, values and ethics.
■ Senior management demonstrates a commitment to those ethics and expects a similar commitment of all members.
■ The organization supports and rewards ethical behavior and ethical solutions to problems.
■ The organization as a whole prides itself on its ideals and on striving toward them.
4) As a leader, make sure that you:
■ Obey the law.
■ Tell the truth.
■ Respect others and their property.
■ Follow the "Golden Rule."
■ Do not abuse power.
■ Above all, do no harm ("primum non nocere").
■ Know your values and communicate them.
■ Live and model your values.
■ Set an example, even in small things.
■ Reward ethical behavior and decisions, integrity, and courage.
5) Take action to enhance your ability to make ethical decisions:
■ Evaluate yourself and your department. What guidelines and standards exist?
■ Identify current and potential strengths and weaknesses in ethical guidelines, professional and unprofessional behaviors, ethical and unethical behaviors, and liability/legal traps.
■ Identify those you can deal with now, and take action.
■ Develop an action plan to head off future problems. Prioritize goals, develop strategies and resources, and act, then monitor, evaluate and replan as needed.

D. Some philosophy

Ideals are like stars, we never reach them. But, like mariners at sea, we chart our course by them.

Author unknown

The way to gain a good reputation is to endeavor to be what you desire to appear.

Socrates

Men often stumble over the truth, and most manage to pick themselves up and hurry off as if nothing had happened.

Winston Churchill

No man has a memory long enough to be a successful liar.

Abraham Lincoln

It is discouraging how many people are shocked by honesty, and how few by deceit.

Noel Coward

Truth or tact? You have to choose. Most times they are not compatible.

Eddie Cantor

Whoever tells the truth is chased out of nine villages.

Turkish proverb

Many people overestimate the costs of being ethical, and underestimate the cost of compromising ethical values.

Michael Josephson □

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UNIT 8: MANAGING DESIGN AND DEVELOPMENT

GOAL

To manage the design and development of training courses and programs systematically.

TERMINAL OBJECTIVE

Based on the task analysis and design data, the students will be able to determine whether or not a course should be developed, purchased, or modified.

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MANAGING JOB/TASK ANALYSIS

The process begins when you, as the Training Program Manager, compile information from as many sources as possible. This includes, but is not limited to, reviewing personnel performances of firefighters, supervisors, and other workers, and from documentary information such as job descriptions, International Fire Service Training Association (IFSTA) and National Fire Protection Association (NFPA) standards, run reports, and technical manuals.

As Training Program Manager you should develop an ongoing process or system to "plug into" these information sources. This might include attending regular Company Officer (CO) briefings, getting on the distribution list for reviews of various kinds of department reports, or attending the chief's senior staff meetings. It is advisable to develop a central process for collecting and compiling these data into a computer-interactive database so that you can easily review them and use them as needed to make training decisions. You might purchase already developed training management programs or you may develop your own task analysis database using a spreadsheet or database program.

For management purposes you, as Training Program Manager, must be able to:

- list all knowledge, skills, and abilities by job title (e.g., Firefighter I);
- identify a necessary standard of performance for each behavior;
- identify tools, equipment, or special gear necessary for each behavior to be performed;
- track changes in task analysis data as either standards, Standard Operating Procedures (SOPs), or equipment acquisition changes;
- track personnel certifications against task analysis data; and
- track problems in personnel performances against task analysis data and personnel.

Methods for Task Analysis Data Collection

For this database to be useful, you, as Training Program Manager, must develop ongoing procedures to update it. This should include developing an administrative process to identify

- areas where firefighters need new or refresher training;
- areas where personnel need new training due to acquisition of new tools or equipment, initiation of new procedures, or newly promulgated regulations; and
- areas where certifications need to be updated.

You will need to develop reporting formats to collect these data, and also should make these needs known throughout the organization.

Run report analysis. Many fire departments use the run reports as a source of good information regarding firefighter performance. These reports, when properly completed, can indicate

- the kinds of skills performed often;
- the skills needing refresher training;

- the tools and equipment to be trained upon; and
- areas of concern for training of personnel in general.

Additionally, where run reports are automated, these data can be interfaced easily with the task analysis database.

Sources of Information on Training Needs

Meeting attendance. A good source of task analysis information comes from attendance at chiefs' meetings. Here you will hear from other officers about problems they are experiencing, new techniques or equipment acquisitions about to happen, or procedures or regulations about to be imposed.

Borrow other officers. You also can interface with these people to borrow firefighters or officers for course design input (subject matter experts), to schedule training, or to borrow equipment for training.

Networking. Through memberships in various organizations, you will be able to network to identify sources of information for use in designing training programs. Strategies used elsewhere often can be adapted for use in your department.

Outside agencies and organizations. Link to schools and the community for data collection. Find out what kinds of needs exist in the community. Is the planning council about to approve a building permit for a structure that will necessitate equipment acquisition (e.g., a ladder truck), which translates to new training?

Likewise, such linkages work to facilitate partnerships for development of materials. The local school system is rich with equipment and talents to assist you in developing your materials and training your instructors.

Available literature. Be sure to use the information available from:

- standards and documents;
- NFPA and IFSTA standards;
- State and Federal laws; and
- equipment specs.

The process you select or devise must be capable of sorting the data in such a manner as to make it easy for you to:

- identify personnel who either possess or need certain kinds of training;
- track certification levels to individual personnel;
- track recertification dates and requirements;
- identify tasks by courses in which they are taught; and
- identify tasks and equipment by job titles where they are used.

Other Applications

This database also can be used to:

- organize data by job title;
- comply with Affirmative Action/Equal Employment Opportunity (EEO);
- assist in developing job descriptions;
- track certification by job titles and name;
- evaluate personnel; and
- influence your position in the department.

DESIGN DATA

Design Plans Guide Course Development or Acquisition

Components of a design plan. The Instructional Systems Design (ISD) model prescribes the entire course development process. Before the ISD system can be implemented, however, the developer must have a plan of action, i.e., a design plan. A design plan enables you to do the preliminary work for a course before you actually develop the course manual. To generate a design plan, gather all the relevant facts and resources, which in turn lets you see the course's "big picture." The advantage of this comprehensive, big-picture viewpoint is twofold:

- Politically, a comprehensive plan can sell your supervisors on the need for a course; this can save effort later.

- Organizationally, a strong design plan can give you a framework to follow; this will keep you from getting sidetracked.

A plan should include the following:

- needs assessment (i.e., a description of the audience and its needs);
- task analysis;
- goals and objectives;
- content outline;
- evaluation strategy (both formative and summative);
- methods and activities (general strategies);
- media and materials;
- course overview and schedule;
- references;
- budgetary requirements; and
- administrative details (timelines, staffing, production of materials, and logistics).

Most of these items ultimately are included in the Instructor Guide (IG), the Student Manual (SM), or both.

Develop Objectives and Test Items and Methods

When the Training Program Manager decides on the design of a new lesson or course, the next step in the process is to determine performance objectives, test items, and instructional methods. The input to this process phase is the verified and approved job/task listing which precisely describes what jobs and tasks students must master.

It is best for you to work with others who are subject matter experts in the subject areas to be developed into instruction. Here you will be grouping jobs and tasks into clusters of information for logical training. The clustering process provides a cost-effective approach to instructional design by avoiding unnecessary duplication and also ensures logical and efficient instruction. Once the clustering is completed, the Training Program Manager, functioning with or as an instructional designer, develops performance objectives based upon the criteria gathered about performance standards.

DETERMINE WHETHER THE COURSE SHOULD BE DEVELOPED, PURCHASED, OR MODIFIED

This task is accomplished based on the task analysis and design data. Use the following criteria:

- Availability of training personnel with course development expertise within your department or community.

  - Do you have enough people in-house to dedicate to a course development project? Or, can you use people in other agencies (e.g., community college or schools) to assist with such an effort?

  - Can you team with other departments that need similar training to pool available personnel resources?

  - Does the State fire commission assist local departments with these kinds of efforts? Which of these avenues is/are most feasible and cost effective?

- Availability of equipment and software resources for course development within your reach. Keep copyright requirements in mind.

  - The hardware and software resources must be available for development. Will these assets need to be taken off-line for course development purposes?

  - Often this is where departments team with other local agencies to develop materials for training. Or they acquire such resources as donations from local businesses, insurance companies, or the like.

- Time and monetary resources are on hand for course development or purchasing. Make no mistake, course development is expensive. And, in tight money times, very little is available from State agencies for training program development.

  - It is for this reason that many departments make do with training materials available from their State fire agencies, other larger departments, or the National Fire Academy (NFA).

  - Or, they turn to local educational agencies for help with training materials development.

- Availability of programs at the State or local levels that can be used or easily modified to suit your needs.

By looking carefully at materials already in print, and determining the magnitude of revisions necessary to make these materials "fit the bill," time and money can be maximized.

- Size of audience (numbers of personnel to be trained and number of times training will need to be done).

  To weigh your options properly, you need to determine

  - How many trainees need the training in question?

  - How often will this training need to take place?

  - Is there an advantage to cooperating with other local agencies to deliver this training?

  - Are individualized materials (for small numbers of trainees who will be trained infrequently) the better way to go?

The next instructional design phase is developing the instruction. In this phase the previously developed learning objectives, test items, and strategies are expanded into a draft content instructional design to be used as a framework for the development of instructional materials.

STEPS TO FOLLOW TO MANAGE DEVELOPMENT OF MATERIALS

Now you plan the material. Planning consists of conferring with technical personnel, instructors, etc., to make decisions about whether manipulative skills and/or knowledge elements are to be taught. Additionally, the instructional coordinator determines whether the task is to be taught under actual or simulated conditions, and if production and instructional resources are available. Here the Training Program Manager gains information about the students' characteristics and formulates the best learning style for that targeted student audience.

If a decision is made to develop materials, a draft of each module (e.g., unit or lesson plan) is produced from the data provided. You will work with other production personnel (writers,

audiovisual personnel, instructors) to produce a first draft. You also will schedule the design, development, and reviews of these modules with other program participants. It is suggested that a one-on-one formative evaluation of the module be conducted on the first draft to refine it, using actual students. Problems of readability, format, content accuracy (via subject-matter experts) and presentation style can be addressed at this point.

An in-house development team will need to include, at a minimum, the following kinds of personnel talents: (1) an instructional developer; (2) content experts in all of the subject matter areas; (3) graphic artists and desktop publishers; and (4) typists and clerical support.

The team will need to be coordinated by you. You will need to establish a timetable and schedule of milestones for your team to work towards. You will need to work closely with your instructional designer to ensure that the materials come together as a cohesive course of instruction.

Developing materials in-house takes time, and therefore is an expense in terms of people's labor hours. A basic rule-of-thumb is that it takes approximately 7 hours of development time for every hour of "platform" instructional time. The advantage to spending this time and money is that your materials probably will better meet your audience and its needs.

STEPS TO FOLLOW TO OVERSEE MODIFICATION OF EXISTING MATERIALS

- Make sure to have written objectives in hand to guide material modification.
- Develop a matrix to guide in analyzing existing materials against your desired objectives.
- Cut sections of the existing materials that do not meet objectives and cannot be modified to meet objectives. You should discard these sections.
- Develop text of supporting materials to bring existing and remaining sections of the materials to meet your objectives' requirements.
- Be aware of copyright requirements.

STEPS TO FOLLOW TO OVERSEE PURCHASING OF MATERIALS

If you choose to purchase materials, apply the same criteria for them as if you had developed them in-house. You undoubtedly have a goal and objectives for your training needs. Develop a checklist for the specific criteria you wish to see reflected in the commercial materials. Compare the materials to the task analysis when buying materials. This goal and the objectives must be met by the materials you purchase, or you will be wasting money.

Not all elements of a design plan are necessary to make decisions about whether to buy or to modify materials.

- have your objectives in hand when you review a potential purchase;
- establish a matrix of sections of the potential material to objectives;
- review each section independently and rate it according to the objectives;
- consider overall ratings when deciding if a potential purchase fits the bill;
- consider what additional development and/or other materials modifications would be necessary to meet your overall objective requirements; and
- when considering "off-the-shelf" material, contact publishers for review copies prior to purchase.

CONSIDERATIONS REGARDLESS OF OPTION CHOSEN

Whether production is to be done in-house or outside the fire department by other agencies, the Training Program Manager takes the reviewed drafts and incorporates appropriate changes. The Training Program Manager also schedules audiovisual and other production personnel to receive the module draft and produce a limited run of the materials for piloting. Piloting is done to "road-test" all materials under actual instructional conditions, using actual students.

Piloting includes

- teaching or using the materials under the actual conditions for which they were developed;
- noting any problems instructor and students have in using the materials; and
- going back into the design and development process and correcting the problems.

The Training Program Manager, and possibly other design team personnel such as subject matter experts, will observe an instructor using the materials. It is important to note that the instructor must have adequate orientation to the course materials by the design team to ensure that the instruction is carried out as it was intended. You will note any problems with the materials as the course is delivered or as the students use the materials. Debriefing both students and instructors is an important part of a pilot.

Implementing New Training

Once changes are made based on a pilot of the instructional materials, the schedule for course implementation is made up. It is suggested that you assign one specific instructor to be the course manager for a course put on line. In this way one person can track all concerns about a course (e.g., newly found problems; testing of data collection; training other instructors to use the materials; and distributing change sheets to materials). Whenever changes occur (in policy, technology, equipment, etc.) that affect doing the job, then the training course or program should reflect these changes. A single course manager then can coordinate with the Training Program Manager on dates for revisions, etc.

Training Evaluation

The last phase of the ISD model is evaluating the training. Evaluation takes place early in the design phase, and again in this phase. Evaluation commences at the design stage, with both a content review for technical accuracy and a formative technical teachability review. This review is conducted initially one-on-one with a subject matter expert (instructor and/or instructional coordinator) and a typical student. Such evaluation identifies major problems in either content or teachability. The instructional coordinator, together with the technical instructor, expands the evaluation review to include a small group sample for further analysis. This process continues with reviews of content and technical accuracy. As a life-cycle evaluation, this process assesses how well the module delivers the desired training under long-term operational conditions, and provides for periodic reviews to assess appropriateness, given changes in technology and job requirements.

Technical content changes as processes, procedures, and technology change; therefore, it is necessary to update the materials in the module. Once the module is released for general use, the life-cycle evaluation will continue. The instructional coordinator reviews incoming data to ensure that the material layout, learning strategy, and presentation methodologies are working satisfactorily.

Activity 8.1

Acquiring Training

Purpose

To develop training programs to meet specific training needs.

Directions

Read the scenario and work in your small groups to answer the following questions.

1. For each training problem, consider if you could

    a. Develop an in-house training program.

    b. Exchange (and possibly modify) training from another agency or fire department.

    c. Purchase programs commercially.

2. How would you go about each of the three possibilities above? How would you elicit assistance from within or outside the fire department to carry out each of the above options?

3. Groups will discuss what options they would choose and which are most feasible (purchase, modify, or develop). Share your decisions with the class.

Scenario

Recently you have been appointed as the Training Chief for a small traditional fire department located in a neighboring State.

When you arrive for your first day of work, the fire chief provides you with a recent consultant study on improvements needed in the fire department. When you read the report, you find that there are several training requirements that have not been met.

As the Training Program Manager you are tasked with the responsibility to schedule and conduct the training identified.

In a discussion with the two training division employees you find that there are no programs currently developed in the organization. Two of the required programs are confined space awareness and hazardous materials annual training. Current department instructors are not certified to teach these two subjects. There are train-the-trainer classes available for these two.

The fire chief has requested that you evaluate alternatives and provide a recommended solution that will assure that this situation does not happen again.

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UNIT 9: MANAGING DELIVERY

GOAL

To develop a master training schedule with built-in flexibility, and to apply techniques for managing environmental issues.

TERMINAL OBJECTIVE

The students will be able to develop possible solutions to logistical problems, scheduling, workload, and facility problems.

ENABLING OBJECTIVES

The students will:

l. *Given materials, identify and describe all components of a training schedule.*

2. *Given course materials, coordinate and supervise course logistics.*

3. *Given a scenario, correctly develop a contingency plan.*

4. *List at least two problems associated with time constraints.*

5. *Given course materials, list two strategies for negotiating workload.*

6. *Identify facility management issues that affect training program management.*

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PROBLEMS AND ISSUES WITH TRAINING DELIVERY

A variety of problems and issues always occur with training delivery. The Training Program Manager needs to develop strategies for dealing with these problems and issues, which can include staff use, professional issues, time management, logistics, workload, and facility management.

This unit is designed to help you focus on the need to manage time, to understand and use delegation as a management tool, to prepare for any and all contingencies, to develop flexible schedules, and to use staff appropriately. Together, the information in this unit, in the entire Student Manual (SM), and your experience will help you to accomplish this goal.

CONSIDERATIONS IN DEVELOPING MASTER TRAINING SCHEDULES

Developing Master Training Schedules

Given forecasts of training needs for the coming year and data pertaining to the availability of space, facilities, equipment, and instructors, and in accordance with the standards and procedures defined and presented in the following sections, the training manager must be able to develop realistic and workable annual and weekly training schedules.

Nature and Need for Schedules

A schedule is a type of plan. Goals and objectives define the "what" of planning, and schedules describe the "when." Smooth operation of a training and development activity demands careful scheduling. The first type of schedule is used to develop and monitor the progress of studies and projects of all kinds. Examples are the development, validation, and installation of a new training system; the procurement, installation, and testing of operational equipment for training; and the development of plans and specifications for a new training facility.

Selection of Proper Type of Schedule

For simple projects, a straightforward listing of critical steps and their completion dates will suffice as a schedule. This section will deal with only the two types of schedules that are more or less unique to training and development: the annual detailed schedule of classes and the weekly class schedule. Both are essential if the right kind of training facilities, with the proper equipment and materials, and with qualified instructors, are to be available for the conduct of instruction for specific groups of trainees.

However, it must be kept in mind that duty versus off-duty issues must be factored into contingency planning. Depending on the size of the department and the timing of the training, various instructional strategies must be employed to include those trainees who will be missing from time to time. Individualized instruction, homework assignments, and prepared audiovisual materials could be used to deal effectively with issues of shift problems and leaving class for runs.

Obviously, in larger training organizations, greater numbers of training programs are operated. As a result, the scheduling problem becomes more complex. In smaller training departments, the annual detailed schedule of classes and the weekly class schedule can easily be produced manually. But in larger training departments, the scheduling becomes so involved that automatic data processing equipment often is used to produce schedules.

ANNUAL DETAILED SCHEDULE OF CLASSES

The first scheduling requirement is the production of an annual detailed schedule of classes. The basic data needed to produce the schedule and the sources of the data are shown in Table 9-1.

Table 9-1
Data and Data Sources for Annual Schedule

Data	Sources
Titles of training courses or training systems to be operated.	Training forecast.
Number of personnel to be trained in each course (output).	Training forecast.
Number of personnel to be enrolled in each course (input).	Training forecast and attrition percentages.
Maximum trainee capacity per class for each course.	Training resources listings: space, facilities, equipment, and instructors.
Minimum trainee capacity per class for each course.	Training department policy statement.
Length of each course in weeks, days, or hours.	Program of instruction.
Number of classes of each type to be conducted	Total input divided by maximum capacity (for each course).
Days not available for class scheduling.	Company calendar of holidays and special events.
Starting and closing dates for each course.	Course lengths in weeks, days, or hours.

Components of a Detailed Annual Schedule

Figure 9-l illustrates one format for a detailed annual schedule of classes, while Figure 9-2 is a useful supplementary chart to show overlapping classes and fiscal years.

Schedule of Classes
Fiscal Year 200-
Midcity Fire Department
Midregion, Midstate

Executive Fire Officer Seminar

F.S.E.S. 100	3 weeks	0 days	Max cap 15	Min cap 10
Class	Report date	Start date	Close date	Location
01	23 Jul 0-	24 Jul 0-	11 Aug 0-	Midcity Fire
02	07 Jan 0-	08 Jan 0-	26 Jan 0-	Department

Fire Service Middle Management Seminar

F.S.M.M. l00	4 weeks	0 days	Max cap l5	Min cap l0
Class	Report date	Start date	Close date	Location
01	16 Jul 0-	17 Jul 0-	11 Aug 0-	Midcity Fire
02	14 Jan 0-	15 Jan 0-	09 Feb 0-	Department

Orientation for Recruit Firefighters

F.S.O. l00	0 weeks	3 days	Max cap 35	Min cap l0
Class	Report date	Start date	Close date	Location
01	28 Aug 0-	29 Aug 0-	31 Aug 0-	Midcity Fire
02	02 Oct 0-	03 Oct 0-	05 Oct 0-	Department

Hazardous Materials

F.S.H.M.	3 weeks	0 days	Max cap l2	Min cap 8
Class	Report date	Start date	Close date	Location
01	13 Aug 0-	14 Aug 0-	01 Sept 0-	Midcity Fire
02	02 Sept 0-	04 Sept 0-	22 Sept 0-	Department

Figure 9-1
Detailed Annual Schedule of Classes

Calendar year 200- Calendar year 200-
Ap Ma Jun Jul Au Se Oc No De Ja Fe Ma Ap Ma Jun Jul Aug
FY 200- FY 200- FY 200-

Courses
F.S.O.

04-200- l3_____09

01-200- 08_____03

F.S.H.M.

09-200- 11_____22

10-200- 01_____10

01-200- 11_____21

02-200- 22_____29

03-200- 26_____20

04-200- 07_____01

05-200- 02_____11

06-200- 6_____16

Figure 9-2
Annual Schedule of Classes Showing Overlap of Fiscal Years

In summary, the detailed annual schedule of classes is an essential planning document. It should contain the following information as a minimum:

- name and location of the training department;
- course titles, numbers, and other identification;
- course lengths in weeks, days, or hours;
- maximum and minimum trainee capacities per course;
- report, start, and stop dates for each class; and
- location of the training.

Weekly Class Schedules

Weekly class schedules may be produced for an entire course before the course is started. However, when lengthy training (four or more weeks) is involved, it is usually more advantageous to publish the schedule weekly and to issue it the week before its effective date. That permits the training department to make changes and adjustments required by unforeseen problems. In any event, the class schedule should be in the hands of supervisors, instructors, and trainees not later than the Friday preceding its implementation, or not later than the day preceding its implementation.

An adequate weekly class schedule ensures that training output requirements are met, and that instructor and trainee workloads are maintained at an even level. It also ensures that instructors and trainees are at the right place at the right time.

Components of a Weekly Training Schedule

The basic data needed to produce a weekly class schedule, and the sources of the data are shown in Table 9-2.

Table 9-2
Data and Data Sources for Weekly Schedule

Data	Sources
Course title and number.	Detailed schedule of classes.
Week number.	Self-evident.
Inclusive dates.	Self-evident.
Subject and number in correct sequence.	Program of instruction.
Duration of each subject in hours.	Program of instruction or lesson plan.
Building or room number.	Instructional element.
Name of instructor.	Instructional element.

Figure 9-3 shows a sample weekly class schedule for an instructor training course. In sum, weekly class schedules are important planning documents. As a minimum, each schedule should contain the following information:

- name and location of the training department;
- class and course identification;
- week number;
- inclusive dates covered by the schedule; and
- for each hour of instruction, each day of the week: starting time, building and room number, lesson plan number, lesson title, and name of the instructor.

The following standards should be applied in developing weekly schedules:

- Instructor qualifications should be used optimally.

- The schedule should make it possible for instructors to know trainees well enough to provide individualized instruction.

- The schedule should equalize instructor load, consistent with instructor capabilities, and should consider all factors that contribute to instructional load.

- The schedule should provide for variety and alternating trainee activities to reduce fatigue.

- The schedule should maximize the use of available space, facilities, and equipment.

Training Department
Midcity Fire Department
Weekly Schedule

Week No: 2

Class: Instructor Training Dates: l2-l6 June, 200-

Hour	Place	Lesson Plan #	Subject	Instructor
0730	Room 1	W032	l0 min. Present	Dawes
0830	Room 1	"	"	"
0930	Room 1	"	"	Foley
1030	Room 4	W114	Methodology	Green
1130	Room 4	W114	Media	Green
1230	Room 1	W144	Evaluation	Mouly
0130	Room 6	T44	Lecture/Demo	Woods
0230	Room l4	S99	Lesson Planning	Porter
0330	Room l4	"	"	"
0430	Room 1	W994	Objectives	Knopf
0530	Room 2	W993	Activities	Green

Figure 9-3
Weekly Training Schedule

BUILDING FLEXIBILITY INTO TRAINING SCHEDULES THROUGH CONTINGENCY PLANNING: FOCUS ON LOGISTICS

The old expression "if something can go wrong, it will go wrong" requires us to build flexibility into our training schedules. The following are logistical details that need to be anticipated and arranged. These challenges must be met and conquered through contingency planning:

- Publicity/Notification and transportation: Have presenters or trainers, participants, and others involved in the training been told when and where the training will be held?
- Have registration procedures been developed?
- Has transportation been arranged?
- Have you anticipated individuals with disabilities and their transportation needs?
- Have arrangements been made for food service?
- Have safety precautions been considered?
  - Are there adequate exits from the training room?
  - Are they clearly marked?
  - Are sprinklers and extinguishers visible and nearby?
  - Do hazards exist (e.g., narrow aisles, sharp corners or edges on tables, loose wires)?
- Is the training room ready to be used?
  - Is it clean and well lighted?
  - Is there enough space to work?
  - Are all training materials (e.g., pencils, paper, and handouts) ready?
- Is equipment ready to use and in place?
- Are instructor materials ready?

TIME CONSTRAINTS AND WORKLOAD

Managing time and workload are critical skills for the training manager. Most activities relating to the management of training are time sensitive and require an ability to handle many responsibilities at the same time. Time constraints relate to many of the duties performed by the training manager, including managing the needs assessment; planning for delivery; managing personnel; financial management; and marketing and evaluation.

Workload relates to all of the above issues, and incorporates additional responsibilities. These include proper delegation of functions, duties, and tasks, and effective time management. Both delegation and time management, if used properly, can assist the training manager in dealing effectively with workload issues and time constraints. Of course, delegation is one form of time management.

Training managers must learn how to plan for delegation, how to identify tasks that should be delegated, how to select the right person for each delegated task, and how to train people before delegating. Once this is accomplished, issues of workload and time constraints are managed more easily.

Delegation as a Management Technique

Delegation is a traditional tool used in managing an organization. It derives its strength from the concept of empowerment mentioned in Unit 1: Leadership in Training. By empowering employees/subordinates, you are fostering participative management. This allows input and feedback from every level of the organization. Empowerment means placing responsibility with teams and individuals; it encourages input into decisionmaking, and it stimulates people to move forward to achieve results. Delegation is one proven way to empower employees.

Delegation is the technique of assigning functions, duties, and tasks to subordinates along with sufficient authority to complete the assignment. Delegation has three elements:

1. Assignment of functions, duties, and tasks.

2. Allocation of sufficient authority to command the resources needed to accomplish the delegated assignment.

3. Creation of an obligation to complete the assignment satisfactorily.

The steps in delegation:

- Accept the need for delegation.
- Develop a detailed plan for delegation.
- Get your supervisor's approval of your plans to delegate.
- Establish the proper climate for delegation; remove the elements of fear and lack of trust, and replace them with mutual confidence and trust.
- Train your subordinate managers and supervisors in the delegation process; you must set the example.

- Select the functions, duties, and tasks to be delegated, and assign them to individual managers and supervisors.
- Establish clear lines of authority and responsibility, and ensure that they are understood by all subordinates.
- Adopt a constructive managerial attitude; demonstrate patience and forbearance when subordinates make mistakes.
- Monitor performance and provide frequent feedback.
- Reward effective delegation.
- Periodically review and evaluate delegation efforts.
- Improve the delegation process.

Delegation and Lead Versus Subordinate Instructors

If the training division is large enough, and a distinction is made between lead and subordinate instructors, then delegation becomes a useful technique for the lead instructor. The kinds of tasks that could be delegated:

- room setup;
- setting meeting times;
- previewing audiovisual aids for accuracy;
- securing feedback on performance;
- assisting with student evaluation; and
- developing a mentoring relationship with subordinate instructors/ new instructors.

FACILITIES MANAGEMENT

In order for a fire service training program to function it must have, or have access to, facilities and facility support personnel. Facilities may include classroom buildings, administrative offices, structural burn buildings, flammable gas props, flammable liquid props, ladder towers, confined space props, ventilation props, hazardous materials props, maze props, fire extinguisher props, and many other training support structures.

The Training Program Manager will find that much of his or her schedule is dedicated to obtaining and supporting facilities, equipment, and vehicles. The National Fire Protection Association (NFPA) Standard 1001, *Standard for Fire Fighter Professional Qualifications*, refers to buildings and props that support practical skills testing and evaluation. The Training Program Manager coordinating the design of a new training facility must develop a complete needs assessment to determine what type of training, how much training, and what other activities the department will expect the academy to support.

The development of a fire service training academy has a set of challenges that is similar to heavy industry, power plants, and solid waste facilities. The site must be large enough or isolated so that the noise, smoke, and around-the-clock activities are not a challenge for the neighbors. In locating a training academy the department must be conscious of current and potential land use surrounding the site. The Training Program Manager must be cautious of recommending the acceptance of donated land regarding environmental, access, and use issues.

Many experienced consultants and architects are available to assist in the planning of a fire training facility. The fee for the assistance is normally a good investment for a department that is not experienced in constructing a training facility. There are air and water discharge issues with training academy facilities similar to those of heavy industry. Most modern facilities have the ability to recycle water for fire suppression use on site, and may have water reclamation systems on site. A single site may have compliance issues with the U.S. Environmental Protection Agency (EPA) as well as State environmental agencies and other Federal agencies such as the Army Corps of Engineers. Environmental regulatory compliance will begin with development and construction and may continue into an operational discharge permit that includes regular water quality testing. The selection of a competent construction firm with experience in similar construction also is important.

Early in the design process the department must identify through the needs assessment process what props and training evolutions will be done on the site. This process determines the size of site, utility service, complexity of the infrastructure, and eventually the number of personnel necessary to operate and maintain the facility.

Structural burn buildings are only one type of prop or practical skills training system. These training facilities normally burn either Class A (wood products) or Class B (flammable gas), and sometimes both. The quality of the construction, the quality of the linings, and the replacement costs are issues that challenge the Training Program Manager in selecting linings for the facility, choosing the type of construction, and determining the size and complexity of the structure. A similar challenge facing the Training Program Manager is recommending a flammable liquids pit or a flammable liquids simulation prop (using propane or natural gas). Environmental restrictions, operational costs, and life expectancy of the prop are all part of the selection process. Each type of prop necessary for the operation of the training center will have a similar set of issues and challenges.

Classroom size and design also are dictated by the expected uses and department needs assessment. The increase in the use of computer technology in the classroom for support of learning and to simulate operations has increased the cost and complexity of the fire training facility.

Another important aspect of the training academy is the level of staffing. In addition to the staffing requirements for instructors there are requirements for operation and maintenance. As props become computer assisted and mechanically more complicated there is a need for technically competent support not only for operating the props but also for maintaining the systems. The assignment of instructors from the operations section of the department to support training will assist with the instructional duties but rarely does it facilitate quality operation and maintenance of the facility and training systems.

Finally the facility should have an operations manual that sets standard operational methods and safe operations, including fuel limits for burn props, weight limits for rope anchor points, extreme weather policies, safety officer requirements, equipment standards, and other operational regulations. Many departments require a member of the training academy staff to be onsite during any training operations to guarantee standard operating guidelines and procedures.

The cost of a modern fire training academy will run into the millions of dollars. The size of the investment calls for careful planning, quality construction, excellence in operation and maintenance, and efficiency of use. Many departments are exploring joint training facilities with other disciplines such as police, corrections, or public works; or exploring regional training facility development with surrounding departments. Joint training facilities not only spread the design and development costs but allow for reasonable operating costs for the individual departments. Staffing for regional or joint facilities should reflect the amount of use and resources of each department.

SUMMARY

In this unit, you have learned the various aspects of planning for delivery. The major points include

- problems and issues in training;
- schedules;
- contingency planning;
- managing training schedules;
- time constraints and workload;
- delegation and time management; and
- facilities management issues.

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Activity 9.1

Managing Training and the Training Schedule

Purpose

To develop strategies for training related issues.

Directions

1. Your group will be assigned one of the following scenarios.

2. Read your assigned scenario and become familiar with the problem.

3. Discuss the issues of managing the training issues and answer the questions for your scenario.

4. Each group will report its findings and suggested solutions for the management of the training issue.

Scenario 1: Annual Training Schedule

Develop an annual in-service training schedule to help retain the knowledge, skills, and abilities covered in NFPA 1001, *Standard for Fire Fighters Professional Qualifications,* Level II for firefighters. Company Officers (COs) will be delivering the company-level training. Additionally develop a training schedule of subjects to be presented at the monthly fire officer training program. Our department conducts company-level training daily in each station facilitated by the CO. Companies travel to the training station twice monthly for training, evaluation, and updates on critical issues. Officer training is conducted on the first Monday of each month at the training station from 9 a.m. to 1 p.m. Officers on duty Monday morning are offered the same training on Tuesday. Officers are compensated for their hours of training. Company-level training is done during the normal shift.

l. List all of the steps necessary to develop a training schedule for the CO training program as well as the officer training program.

_____

_____

2. Identify potential problems of managing the proposed schedules.

_____

_____

3. Identify an evaluation instrument to determine if the new programs are successful.

_____

_____

Scenario 2: Training of Trainers Program

Our fire department has been conducting in-house training daily by using COs to facilitate the training session. Officers are given a list of subject areas each 6 months that they can select from for their training sessions. The list typically covers about 20 subject areas ranging from nozzle selection and usage to conducting primary searches. The results of training surveys show moderate results with some officers sufficiently covering all subject areas while others repeatedly cover those subjects they are most comfortable discussing. The department has decided to formalize the training plan, but are unsure how to do this. How would you recommend we better manager scheduling and delivery to ensure training is consistent, comprehensive, and covers all subject areas felt to be critical skill areas using COs to deliver the training? How would you prepare the COs for this training challenge?

1. Identify strategies that can be used to formalize the training.

_____

_____

2. Select one strategy that will be used to prepare your COs for the new challenge.

_____

_____

3. How will you formalize the training plan?

_____

_____

4. What will be the advantages of having all COs trained to Instructor Level I or II?

_____

_____

Scenario 3: Dealing with Cultural Diversity

Our community has seen several changes over the past several years including industrial development, senior citizen housing communities, and an increase in tourism. The changes have resulted in persons with different cultures settling in our community. Several groups practice their traditional customs, speak different languages, and wear clothing that looks different than the fire department uniform. We have decided that we need to initiate a program for fire departments members to receive information about the new cultures we are experiencing. We have contacted several groups in our community who have volunteered to provide some time sharing information on their culture and traditions. How would you schedule such training, who would your audience be, and to what depth would you want the training to go?

1. How will you determine the problem or challenges?

_____

_____

2. How will your fire department staff accept the cultural diversity training?

_____

_____

3. Would sensitivity training be needed before the persons from the different groups arrive to present their information to the fire department members?

_____

_____

4. What could the impact be on the next recruit class?

_____

_____

Scenario 4: Managing Facilities

Your department has a dedicated training center with two classrooms, a three-bay garage where training can be conducted, a training prop room with pumps, sprinkler valves, and so on, as well as a drill field with a live fire burn building. Your community is located in an area where freezing temperatures are common from about mid-November through March. The burn building was used last winter for a recruit class causing the concrete walls and ceilings to deteriorate. Additionally the floors with cracks were damaged when water froze causing the cracks to open further. Due to the damage the burn facility has been taken out of service for live fires. With a new recruit class starting in 6 weeks, which will be geared to Level II with several live burns, you will need to determine alternate methods or the use of a neighboring county burn facility (15 miles away) for the live fire exercise. Determine what alternatives can be arranged and scheduled. Could the existing building be used with cold smoke drills? How would you maximize the trips to the county facility?

1. What impact will the loss of your live fire training facility have on meeting the performance objectives found in NFPA 1001?

_____

_____

2. What issues would you need to manage using the county facility?

_____

_____

3. Can other training props be used to simulate training options needed to be carried out?

_____

_____

4. What could the impact be on the next recruit class?

_____

_____

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UNIT 10: MARKETING FOR TRAINING

GOAL

To apply a marketing plan for the training division.

TERMINAL OBJECTIVE

The students will be able to develop a marketing plan with internal (top management) and external (local government) components.

ENABLING OBJECTIVES

The students will:

l. *List and discuss the key elements of marketing.*

2. *Design a plan for internal marketing, with identified audiences.*

3. *Design a plan for external marketing, with identified audiences.*

4. *Develop specific strategies and marketing objectives.*

5. *Use cost-benefit analysis as it applies to marketing.*

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THE BASIC COMPONENTS OF MARKETING

Definition of Marketing

Marketing is the creation and delivery of a standard of living. Marketing involves finding out what consumers want; planning and developing a product or service that will satisfy those wants; and determining the best way to price, promote, and distribute that product or service.

Stated more formally, marketing is a total system of business activities designed to plan, price, promote, and distribute want-satisfying goods and services to present and potential customers.

This definition has several significant implications.

- It is a managerial systems definition.
- The entire system of business action should be market- or customer-oriented. Customers' wants must be recognized and satisfied effectively.
- Marketing is a dynamic business process--a total, integrated process--rather than a fragmented assortment of institutions and functions. Marketing is the interaction of many activities. Those activities will be presented in a systematic way throughout this unit.
- The marketing program starts with the germ of a product or service idea and does not end until the customer's wants are completely satisfied, which may be some time after the service or product is delivered (William J. Stanton, 1988).

Terms Related to Marketing

The following terms are generic to the marketing process, but are defined operationally for the fire service.

- Customer: Anyone who is or could be a trainee.
- Trainees: Fire service personnel, government employees, citizens, prospective trainers.
- Organization: The organization refers to the fire department/division.
- Competitors: Other training agencies, training academies, community and 4-year colleges, universities, private companies (vendors), and State and Federal agencies.
- Relevant data: Generally refers to the needs expressed by prospective trainees, evaluations of previous training experiences, and demographic and quantitative data gathered from the local community, the State, region, and Nation that affect your training effort. It is also very important to gather "transfer of learning/ training" data from each of the departments/constituencies that requested training.

- The market: The market is similar to the customer. The market refers to potential buyers/consumers of your services. This includes, but is not limited to, new recruits, all levels of personnel, other departments/divisions, other public service agencies, and those who are going to approve and fund the training program (management and external funding sources).

WHY MARKET TRAINING?

Internal Marketing

In order to have a successful training program the Training Program Manager must focus on the need to market the training programs to the membership (internal marketing). Even if training is mandated, it will enhance the members' reception of the training initiative if they seek out the training and look forward to the opportunity. Instead of the **Oh no, not training again! Can I fake a sudden illness?** It could be, **I'm looking forward to going to training.**

Marketing could include items such as closing today's lesson with a brief overview of what tomorrow's lesson will cover, it could be posting the training schedule with a brief summary of what each lesson will cover, or sending an email designed to motivate members to attend.

If I pay to watch a movie at the local theater I am subjected in the first 20 minutes to coming attractions. This marketing tool is intended to motivate me to pay once again to visit their establishment. If I am considering the purchase of a book I am likely to read the inside jacket cover, which provides me with an overview of what is in the book. We are subjected to marketing hundreds of times a day with ads, billboards, and all forms of media advertisement. Marketing our product (training) to our customers (firefighters and officers) will help get willing customers into our classroom. Many instructors say that, if you get the participants in the classroom, the program and delivery are so good they will not want to leave. In volunteer organizations it is especially critical that training is well marketed to get the customers into the training classroom, since they have many options on how to allocate their time. The use of computers, instant messaging, and other communication mediums makes our task to get the message out easier. Internal marketing concepts will be explained further in this unit.

External Marketing

External marketing could help to increase revenue to the division through expanded training for external markets. Your marketing plan will determine whether or not you will be able to compete with other agencies (State, regional, and Federal training academies and the private sector) in delivering training and in attracting existing and new markets. Additional revenue from training programs strengthens the marketing budget for the following year, and strengthens the training programs. Increased revenues reflect successful training programs and add prestige--thereby "carrying their own weight."

The following are descriptions of successful programs and practices from around the country.

Littleton, Colorado, Fire Department

Littleton has a slightly different governing system from many other departments. It contracts with three different jurisdictions to provide a number of services, including a joint training system. One city and two special districts are part of Littleton's training system. While that presents some unique marketing problems, it also presents an opportunity to its leadership.

Recognizing how marketing could help its department, Littleton established a special marketing team within its fire organization in 1989. That group produced an outline of a marketing strategy for the department. The members identified a number of steps that needed to be taken in order to enhance the department's image and gain the added support of community members.

Among the programs Littleton developed was a special videotape that promotes its department and highlights the professionalism of its firefighters. An interesting note here is that it was produced by the local firefighters' union. Recognizing that promotion benefited the department and the union, both make use of the tape to increase the awareness their community has of department operations.

To cover its political base, the department must use different strategies, which forces the three jurisdictions to hang together. Any marketing or strategic directions must be sold to each managing agency. It is often difficult, because what one does affects the others. Part of Littleton's marketing strategy includes regular communications with governing bodies and constant attempts to keep them informed about common issues (*Marketing for Survival in the 90's*, Crawford).

In an article in the September 1994 issue of *Firehouse*, Susan St. John presented the following 10 ideas generated by firefighters who participated in a 2-day marketing workshop.

1. A refrigerator magnet with fold-out medical information to help a rescue worker. Distribution through phone book deliveries, with possible funding by phone company or bank.

2. A video about the local fire department, produced through public access television (TCI, VIACOM) or college communications classes. The video would be used for recruitment, and also be placed on the shelf next to movies like "Backdraft" in local video stores.

3. "Firefighter for a Day." This monthly program would invite a community business leader to learn what it's really like to be a firefighter. Publicity would include press releases and invitations to the local media for coverage. Participants would receive pictures and a plaque to hang prominently in their businesses.

4. Offer to write short articles for local trade magazines, Chamber of Commerce, Parent-Teachers' Association (PTA) newsletters, and company newsletters to reach audiences other than newspaper readers.

5. Form a partnership with local movie theaters to show a fire safety message (could be in the form of trivia) on the screen between movies and before the show starts.

6. Create survey cards to be given out after every call. Post the results. Follow up with a phone call if comments are negative. Use positive results in press releases.

7. For department callers on hold, play a message that lists events and fire safety tips.

8. Distribute press releases on internal news that can turn into a positive public image, such as how donations are used, how awards are received, or when new training is implemented.

9. Form a partnership with libraries to create a fire safety book/video section and have a permanent display.

10. Approach the newspaper about a monthly column on interesting fire safety stories.

ELEMENTS OF AN EFFECTIVE MARKETING PLAN

There are key elements to consider in approaching both the internal and external markets that are critical to the success of the training manager-marketer. While these elements may present broader applications and implications for external marketing efforts, many elements have value in improving internal marketing of training programs. Specifically, internal target audiences could include the chief, union-labor management, trainees, fire department staff, etc.

External target audiences could include taxpayers, citizens from a particular neighborhood who have a problem, and local government officials. Marketing is done in five phases:

- Needs assessment:
  - Objectives, and
  - Performance goals;

- Design:
  - Market opportunities,
  - Competitive environment,
  - Capabilities, and
  - Projections;

- Develop and administer:
  - Confirm objectives/goals,
  - Business plan, and
  - Marketing mix;

- Evaluate:
  - Results, and
  - Causes; and

- Market.

Needs Assessment

The training manager must establish at the outset, in conjunction with top management, the purpose and objectives of the internal and external marketing efforts. At this stage, the organization would consider these questions: Why enter this market? What benefits are desired? What impact could there be on the primary business of the training department? What secondary benefits are anticipated? What target markets are proposed?

What are the performance goals? What level of profitability/success is needed? What measures of success will be monitored? The performance goals are translated into measurable objectives.

Specific objectives must be developed for the marketing plan. These objectives are no different from the objectives that you would use to develop a training program or course. Examples of marketing objectives include

- "The training manager will identify potential markets for in-house training programs and services."

- "The training manager must be able to develop supportable training budgets."

Marketing objectives, like course objectives, should be measurable and focused on the needs of the organization. First, identify the in-house and external training requirements. Ask the question: What must the department member or member of the public be able to do, under what conditions, and to what standard following the training? This is answered by standard task analysis procedures, used to define the behavioral objectives to be achieved by the training program. The standard task analysis procedures come from *Fire Service Course Design* (FSCD). The ABCD approach presented in the *Fire Service Instructional Methodology* (FSIM) course could serve as a system for the development of marketing objectives.

Design

Before proceeding into the internal or external markets, the observant training manager will conduct indepth research about the opportunities, risks, and feasibility of the venture. After careful review of the data, the organization may reevaluate the purpose of the marketing endeavor, abandon the proposed venture, or develop a detailed marketing plan and launch the product/program. The first step is to research the proposed venture/program carefully.

Look for market opportunities. Which markets could be served by product/course benefits? Possible sources of data for determining this include

- focus groups with target audiences;
- informal discussions with potential users and distributors/trainers/ marketers;
- surveys (direct mail, telephone, face-to-face);
- test marketing (pilot test); and

- other sources of market data, such as government and related trade associations, publications, internal data (e.g., studies, reports).

What are the trends that indicate a marketing opportunity? The training manager must look at technological innovation, economic conditions, regulatory climate/policies, social changes, and shifts in cultural norms.

What are the various capabilities, both human and material, within the training department? The following questions help form the basis of designing a marketing plan: What resources and capabilities exist internally? What is the availability of marketing resources or expertise? What is the availability of people who can sell programs? What is the availability of graphic and design expertise and support equipment to create program and marketing materials? What is the availability of training department staff to support internal and external market demands? What is the capability to design training and produce nonprint components (e.g., videotapes, audiotapes, computer software, evaluation and assessment instrumentation)? What is the organization's ability or willingness to absorb losses? What is the organization's ability or willingness to respond quickly to market changes? What is the organization's commitment to funding the training program?

Finally, the training manager must be able to make projections for the training program, both internal and external. The following questions would be appropriate when planning projections: What pricing will be set for the training program? What volume of business is projected? What are anticipated revenues, costs, and profits (if applicable)? What secondary benefits will be targeted (e.g., recognition of need for training, improved attitudes toward training)? What support services and materials are required? What expansion and growth opportunities for the training program are anticipated in the future?

Develop and Administer

After thorough analysis of all relevant data, a go/no-go decision must be made by the training manager and top management. If the plan is to go ahead, then a business plan and a marketing plan must be designed. These plans serve as the blueprint for the launch and ongoing marketing management of the training program.

- Confirm objectives and goals: Once an analysis of the marketing data and other factors important to the go/no-go decision is made, it may be necessary to revise the objectives and performance goals initially proposed. For example, additional benefits might become apparent, or other target markets might be more appropriate.

- Business plan: A comprehensive business and marketing plan incorporates key components that clarify the training objectives and environment in which the training will function. These components would include, at a minimum, detailing the specific objectives, an overview of the training environment, a review of any applicable regulatory constraints, and a budget.

- Marketing mix: The specific marketing strategies and vehicles to be used in the external marketing effort comprise the marketing mix. There are basic elements to be employed in marketing a training program or service:

  - Advertising: Options include publications, in-house communication devices, and public support. Success of the advertising effort is affected by many technical factors, such as design of materials, targeted copy content, and placement in appropriate media.

  - Direct mail: A well-executed direct mail campaign can be an important component of your marketing strategy. When you need to inform specific groups among the public, targeted direct mail can help increase the numbers of people you need to be at your training sessions.

  - Public relations: Public relations must be approached with skill. If the expertise does not exist within the organization, it is wise to obtain help from an external specialist. Among the various public relations strategies, news releases and published articles are useful. Finally, additional public relations strategies the training manager should consider are speeches and conference presentations. This will help target markets.

Evaluate

Evaluation of the executed marketing plan will provide the data to confirm attainment of objectives and to identify any plan deviations. This assessment is necessary to implement corrections to either the marketing objectives or the marketing strategy to ensure future success. In evaluating marketing results, consider the following:

- Were target audiences determined?
- Were costs within budget?
- Were response rates to marketing strategies on target?
- Are customers satisfied?
- Is the organization different in a positive way?

Market

Once the marketing plan has been put in place, the steps involved in marketing a training program include

- identifying the in-house and external training requirements;
- determining the potential market for any training package that might be developed by the training department to meet in-house training needs and external needs;
- the design, development, and validation of the training package; and
- advertising the product.

APPLYING THE FIVE ELEMENTS OF THE MARKETING PLAN

The following is an example of the application of the five elements of effective marketing. The elements are applied to improving the attitudes (morale) of trainees toward training.

- Needs assessment.

  - Goal: To improve training attitudes.

  - Objective: To improve the rate of trainee participation by 25 percent within 6 months.

- Design: Present opportunities to upwardly mobile firefighters.

- Develop and administer: What career development plan will you use?

- Evaluate: How will you evaluate success? The objective is to increase training attendance by 25 percent. Therefore, the success of the marketing plan will be to measure this year's success against the statistics for last year.

- Marketing a training program: Promote it through in-house communication vehicles.

EXAMPLES OF SUCCESSFUL MARKETING PLANS

Littleton, Colorado, Fire Department

Littleton's creative marketing plan includes contracting with three other jurisdictions to provide various services.

Oklahoma City, Oklahoma, Fire Department

As part of its marketing plan, Oklahoma City passed a special sales tax levy devoted to police and fire. The plan included "door-to-door" selling of the plan, a public opinion poll before any work on the levy was done, a special preschool education package, and additional market research. The department was able to work with a coalition that increased its operating budget almost 20 million dollars annually.

Vancouver, British Columbia, Fire Department

Vancouver's approach to marketing was to improve the efficiency of the department by enacting a city-wide sprinkler ordinance for all new construction, including all family residences. Passing this legislation was difficult, but the approach was based in a primary foundation of marketing the product. It was believed that the real product was safety (and still is). This program was pushed through despite significant pressure from the builders' association.

CONSIDERATIONS FOR INTERNAL MARKETING

The training manager has many important reasons to expand his/her role to encompass a marketing perspective. Failure to do so potentially compromises the credibility of the training manager and/or the training department, the impact of the training department on the organization, the cost effectiveness of programs and services offered by the training department, and the responsiveness of the training department in meeting customer/trainee needs.

The support of top management is essential for the training department to be credible and effective. There are several prerequisites for the success of the internal marketing of training programs.

- Internal marketing must be considered an integral part of the strategic plan.
- The internal marketing program cannot be counteracted by organizational structure or lack of management support.
- Top management must demonstrate active support for internal marketing of programs.

Visibility

If the training manager functions with a marketing bias, his or her department certainly will be more visible in the organization. Increased visibility will result in significant advantages.

- Internal customers must be made aware of services available through the training department.
- Increased awareness will result in increased use, resulting in greater return on investment in training programs.

Customer Service

The training manager must approach the training function with an emphasis on marketing. This positions the training department to be service oriented. With this perspective, identifying and meeting customer needs become driving forces. As a result, the training department strives to understand thoroughly the main-line need for training and related issues. This develops a level of expertise that has a very favorable impact on the development and delivery of training programs. A natural extension of this emphasis on customer satisfaction results in the establishment of quality standards and monitoring of effectiveness.

Competition

Internal suppliers of training services frequently compete with external providers of similar programs and services. Very few of the external providers operate without a strong emphasis on

marketing! Therefore, in the most fundamental sense, a marketing mindset can be a matter of survival to the training department.

CONSIDERATIONS FOR EXTERNAL MARKETING

Why market internal training to external customers? There are several reasons. First, for fire departments, much of the training that goes on with the department is useful to various groups of the public. Stop, Drop, and Roll for children; the use of smoke detectors for seniors; and family escape plans are but a few examples. Fire departments have a variety of external publics, including local and State government agencies, related public services (e.g., hospitals, law enforcement agencies), children, senior citizens, and the general public.

External marketing is not a course of action to be considered lightly, because the risks and implications can be significant. Dealing with external clients places the training department, as well as the entire fire department, in the public eye. The following are some of the risks involved:

- poor presentations;
- legal entanglements;
- offensive behavior; and
- being misunderstood by the public.

Organizational Support

Without the full support of top management, the external marketing of training programs has little chance of success. The training manager must recognize and approach marketing as a new venture. This task requires the full attention that management would give to any other venture. The philosophical rationale for any inconsistency with the primary business (internal training) should be understood clearly by both management and the training manager. This issue will be a factor in determining marketing internally and externally, and the perceptions of the products (services and training) offered.

Capability

Is there internal capability to be a successful external supplier of training programs? Desire and determination alone are insufficient; knowledge and skill are also essential ingredients. Although the training staff may possess the technical expertise to be credible in their specific areas of training, appropriate levels of marketing skill and customer service savvy may be lacking for an external marketing thrust. Thorough analysis of such internal capabilities is imperative.

Customer service has both external and internal implications. It is a critical factor in successful marketing performance. The training department must be equipped to respond to the key components of customer satisfaction. This includes business expertise and image, dedication to

customer, client sensitivity and guidance, consistent performance and quality, support from the home department, and confirmation of capabilities. If an appropriate service orientation is achieved, there can be significant rewards for a well-planned external marketing endeavor. For example, additional services may be identified, training department image could be enhanced, and internal consumers of training programs may be better served because "producing programs good enough for the outside customers improves the quality of training."

DEVELOPING SKILLS TO IMPLEMENT YOUR MARKETING PLAN

Motivation and Interest

Aside from all the specific management skills required of the training manager/marketer, certain innate desires are essential if the marketing program is to be successful and the experience a satisfactory one for the manager. Attributes such as a propensity for action, initiative, service orientation, long-range thinking, flexibility, and persistence would serve the training manager/marketer well. Since such characteristics are relatively untrainable, the training manager must evaluate carefully whether the fundamental desire exists to fulfill a marketing role successfully. If there is not an appropriate fit between the interests of the training manager and the requirements of the marketer role, the marketing endeavor will be significantly compromised and have little chance to flourish.

Applying Cost-Benefit Analysis to Marketing

This approach is used to determine the cost/benefit ratio of a training program, and follows the procedures outlined in Unit 5: Financial Management. The cost-benefit analysis will help you determine if the program justifies the cost. This evaluative technique compares the cost of a program to its usefulness or value. For example, a training program is conducted for the entire department on the importance of safety procedures in the firehouse. After a period of time, safety before and after the training program is assessed. The resulting benefit or value of the program can be approximated. This value, in turn, is compared to the cost of the program to calculate a cost-benefit analysis ratio over that predetermined period of time. Overall, this evaluation provides management with data to eliminate an unproductive program, to increase support for programs that yield a high payoff, or to make adjustments in a program to increase benefits.

SUMMARY

- Training managers must function with a marketing mindset.
- Focus on both internal and external audiences.
- Acquire necessary marketing skills to manage such a training department successfully.

- Demonstrate marketing skill, business thinking, and service orientation.
- Design a marketing plan suited to the organization's needs and objectives. This is key to success.

Activity 10.1

Marketing Plans

Purpose

To develop a training program marketing plan for a specific audience.

Directions

1. Refer to Activity 5.2 Intermediate Confined Space Initiative.

2. Your instructor will assign class members to a specific group assignment.

3. Your group will be assigned a target audience to develop a marketing plan for. Consider your audience when you develop a marketing plan.

    a. Group One: Totally volunteer fire department with 50 members.

    b. Group Two: Combination fire department with 20 career and 40 volunteer members.

    c. Group Three: Career fire department with 125 members.

    d. Group Four: Combined team with 15 members from career fire department and 15 members from municipal public works department.

4. Using this information, develop a marketing plan, which should include:

    a. Purpose and objectives of the marketing plan.

    b. Summary of the opportunities, risks, and feasibility of the venture (what's in it for me).

    c. Develop a brief overview of what the program consists of (why is this important for our customers).

    d. How would you sell this new initiative to your target audience?

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APPENDIX A

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MARKETING FOR SURVIVAL IN THE 90'S

Jim Crawford
Assistant Fire Marshal
Portland Bureau of Fire,
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July 26, 1993

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There are many people who contributed in special ways to this report. The various fire departments and their Chiefs who took the time to respond to the survey are listed in *Appendix A* of the report.

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A special thanks for those who provided their thoughts and expertise, including:

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There were many others who contributed to this report during the last year. Many thanks to all who shed light on the topic of marketing for the fire service.

EXECUTIVE SUMMARY

Perhaps like never before, there is a need for marketing within the fire service today. To thrive in the 1990's, the fire service will need a solid understanding of marketing and how it can help during tough economic times. There is no question fire departments will survive. The question is--in what form?

The economy of our nation is still sluggish, and government is in a downsizing mode. Competition for tax dollars will continue to be intense, and in many parts of the country the tax revolt is still very much alive.

Another factor that will determine how fire departments will survive is this: citizens are assuming control of local government in a very aggressive fashion. This movement within our country is not bad, but it does forbode changes in how local fire departments will operate.

What Marketing Is--And What It's Not

Many do not understand the difference between marketing and advertising. Some in the fire service assume that advertising or promotion of their services will result in more budget support. However, there may be little connection between marketing efforts and the size of a fire department.

To illustrate what marketing is--one marketing professional describes it in this fashion: "advertising is selling drill bits; marketing is selling holes." Gary Blackton of Market Research, Inc. points out that marketing is the process where customer needs are identified through market research. It is after needs are identified that products are developed or positioned to meet the needs of the customer.

He says, "If someone produces a better way of making holes, the person selling drill bits will be out of business. And no amount of advertising will help."

Therefore, marketing is a process of identifying needs and delivering products to meet them. It is not a product, a promotion campaign or advertising. Those are only components of the overall marketing process.

Marketing For The Fire Service

For the fire service, the key will be in identifying which needs our customers require, and meeting them in the most efficient manner possible. But for us (as for the person selling drill bits) fire engines and emergency response are only the products we offer to meet a more basic need. Public safety is the *real* product we provide, and there are a number of ways to meet that need. However, for the sake of clarity, "products" for the fire service will refer to the services we provide.

Other parts of the marketing mix are also important to consider. These components showed up repeatedly in the research for this project. Among the most important are:

- Customer Satisfaction

Keeping customers satisfied is critical today. Competition in the private sector is extreme, and customers are expecting excellence in products and service. Tax payers will expect no less of government services.

- Internal/External Customers

Efforts to market cannot really succeed without the participation of internal customers. Employees must be a part of the process that helps direct the flow of services to the customer in an efficient manner.

At the same time, the fire service must devote attention to all its external customers. They include those who receive our services and those who do not. For example, elected officials may not receive direct service, but they are part of our external customer base. And they control our budgets.

- Cost/Benefit Analysis

No product will survive the market place without value. The fire service must analyze all its products for cost/benefit to see which are most effective in meeting the basic need for public safety. And each jurisdiction may have a different idea about what constitutes value. Decisions of this nature will be made locally.

- Coalition Building

Community based government is increasing as citizens strive to take control of their own environment. Coalitions of other agencies, businesses and citizens are proving to be an effective tool for developing political clout. They also improve the chances of success by increasing the scope of stakeholders in problem solving for public safety issues.

- Evaluating Success

The term "successful marketing" automatically implies some method to measure success. Benchmarking is an effective way to measure results, and can be based on individual marketing goals. The key for marketing in the fire service, is in realizing that we must be "results oriented" to thrive during tough economic times.

Tools For Marketing

There are tools of the marketing profession that can guide the fire service through the market planning process. They include these four broad steps which are designed to achieve results.

- Research

The first step in the market planning process is to research what the customer's need. As previously stated, the general need is one for safety. The methods we use to meet that need are discussed later.

The next step is to conduct an analysis of what products are already available to meet customer needs. New technologies should be examined to see if there are more efficient or cost effective ways to meet customer demands. Finally, a situation analysis for local economies and political environments will round out the research portion of the marketing plan.

- Establishing Direction

For the fire service, strategic directions will usually fall into one of these four categories: 1. Emergency Response--the capability to mitigate emergencies after they occur; 2. Engineering--the use of technological solutions to prevent problems, or mitigate them after they occur. This could included sprinklerization, detection systems, bicycle helmets or any number of engineered solutions that result in greater public safety; 3. Enforcement--the ability to legislate actions or technological solutions, which implies an obligation to enforce the mandates; and 4. Education--the effort to prevent unsafe behaviors by teaching people how to avoid them, or to educate them about technological solutions they may wish to use voluntarily.

According to marketing professionals, segmenting and targeting specific markets with specific products will usually provide the best chance of success.

These strategic directions are generally the form our products (services) will take to meet the customer need for safety.

- Implementation

How the products we provide will be positioned, advertised and provided to our customers are important parts of implementation planning. Many would jump directly to these steps, assuming they were marketing their products.

However, implementation steps (such as advertising) should not begin until the entire market planning process is complete.

- Evaluation

Specific evaluation tools for our marketing efforts in the fire service include: 1. Benchmarking--measuring our success by the achievement of specific goals, and comparing them to others; 2. Increased Education--measuring the impact of educational efforts by testing or survey instruments; 3. Reduced Risk--measuring the levels of risk by surveying the number and types of hazards existing in our communities; attempting to reduce them; 4. Reduced Loss--measuring our efforts against the trend of our own loss records for property, injuries or deaths.

There are a number of success stories provided in the body of this report. As previously mentioned, success can be defined in a number of ways. However, they are all measured in one form or another. Successful marketing efforts are driven toward specific results.

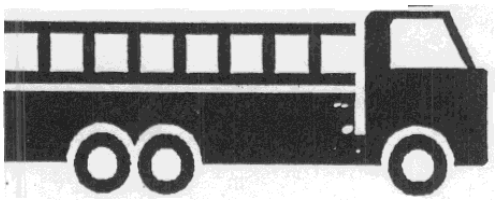
The fire service should keep in mind that marketing is a process--not a product. It is not just advertising or promotion. After all the professional jargon is removed--the relationship marketing has to our strategic planning efforts is critical, and should be evident.

We do not sell specific products. We identify real customer needs and develop marketing strategies (including products) to meet those needs. For the fire service, this means avoiding traps like saying we are in the fire suppression business. Proper use of marketing will help us to stay in focus with our public safety mission. And it will help us to realize that there is more than one way to meet a customer need.

INTRODUCTION

The reason for marketing the fire service has never been greater. The future of all government agencies is anything but clear. But we do have a background of information from which to project our future directions.

Our nation has a four trillion dollar debt which continues to rise. Our annual deficit spending has passed the 300 billion dollar mark. We have crises in Savings and Loan Institutions with the Banking Industry reportedly soon to follow. Corporations nationwide are "downsizing" their operations to create "leaner and meaner" organizations that can maintain their competitive edge. It is estimated that one American in ten is living on food stamps or some other assistance. Household incomes are much the same as they were in the 1970's, but largely because both spouses are working.



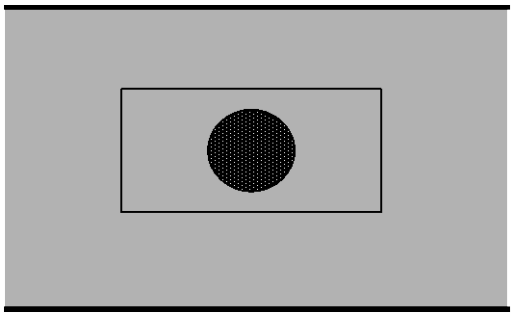
In the book *Reinventing Government*, the authors have this to say about the future of government:

> "Our public schools are the worst in the developed world. Our health care system is out of control. Our courts and prisons are so overcrowded that convicted felons walk free. And many of our proudest cities and states are virtually bankrupt.
>
> "Since the first tax revolt swept the nation in 1978, the American people have demanded, in election after election and on issue after issue, more performance for less money. And yet, during the recession of 1990 and 1991, their leaders debated the same old options: fewer services or higher taxes."

The fire service is feeling the pinch too. A flyer from the Nevada Fire Chiefs Association, advertising their Fire Officer Development school for 1992, describes the situation best. It's titled *Doing More With Less in the 1990's.*

In New Hampshire, Chief John Dionne of the Concord Fire Department has recently faced a three million dollar shortfall in budget, forcing reductions in personnel.

There are many more examples occurring all over the country. As Chief Brunacini of Phoenix describes it, "the economy is our Japan." It is forcing us to think competitively and in new ways. It is a primary reason the fire service is looking at marketing solutions for their woes.



An other issue seems to be developing in our nation which will have an impact on all local governments. Local citizens are taking control of their governments in more aggressive fashions. An article recently published in the Portland Oregonian speaks about this tend--and how voters are no longer willing to stand idly by while others decide their fate. California recently passed an amendment to their State Constitution outlining the limits of control that elected officials would have over regular citizens. If not a new megatrend--then at least this concept represents a factor the fire service must recognize: *the future could mean more demands and less control*.

RATIONALE FOR THE RESEARCH

This research project was proposed because of the lean times projected for local government. Some Departments may be experiencing growth, but many are facing cuts, with no end in sight. Many Fire Departments feel that a proper marketing campaign can somehow translate their good public image into some kind of budget support. Marketing will help that effort, but not in the way many would think.

The purpose of this research project was to try and define "successful" marketing; to provide some working guidelines for how a marketing process could be developed for local jurisdictions; and, to provide some evidence of successful marketing efforts in the field.

There is very little consensus about what marketing means for the fire service. For example, Chief Brunacini said "If *Tide* were marketed well enough, even someone without a washing machine would probably buy it. But, almost no one would..."-- implying that marketing won't sell a product that has little or no value to the customer. His words display an instinctive knowledge of marketing that is substantiated by marketing professionals. The relationship between value and marketing has ramifications for the fire service.

To understand how marketing can help the fire service, we must first understand what it is… and what it is not. For example, we will need to understand more clearly the difference between advertising and marketing. And as we look at how marketing can help the fire service, we should also keep in mind what the Florida Speaker's Advisory Committee on the Future has said about government in general:

> ***"Strangely enough, in the midst of change, the present course may often be the most risky one. It may only serve to perpetuate irrelevancy."***

RESEARCH AND PRELIMINARY FINDINGS

The research that was conducted for this project could only be described as qualitative. Though approximately 100 fire departments were selected nationally for a survey--the selection process was not entirely random. Some were chosen because of their known experience with marketing. No attempt was made to try and validate the data from a total of 46 responses that were received.

The conclusions of this report are qualitative. Their validity will be determined over time--through the experience of the readers.

One purpose in conducting the survey was to try and ascertain what "successful" marketing meant to the fire service. Questions were asked about defining "successful" marketing as public relations, budget support or some other quality. The results of the survey were inconclusive in that there was no clear consensus on what constituted "success.

Some thought "successful" marketing meant good public relations. Many Fire Departments have very good public relations campaigns. Portland, (OR) for example, has an excellent image with the public. In public opinion polls, we consistently rate as the most appreciated and respected organization in the City. But converting that image to budget support has been difficult. Our Department has lost more than 180 positions in the past five years.

It was hoped that a survey of other departments might reveal some tie between marketing efforts and budget support. It didn't. There was nothing to indicate any department could show a cause and effect relationship between their marketing efforts and their financial condition.

In fact, some had the opinion that just the opposite could occur. For example, Chief Dave Hilton of Cobb County Georgia said "If you're *supposed* to be a smaller organization, then the success of marketing can not be determined by the level of funding your department receives."

It was also hoped that the survey would provide some means of comparison between different types of fire departments and their level of support. For example it has often been thought that special fire districts received more financial support than their counterparts in municipal government. No such conclusions could be drawn from the responses to the survey.

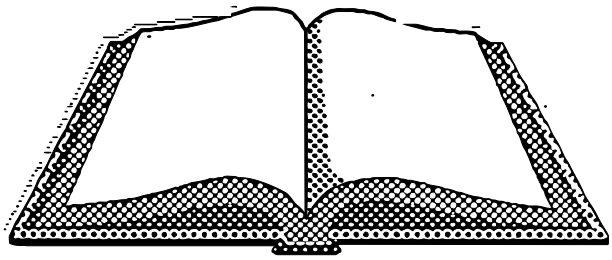
There was some thought that Community Involvement might be the key to successfully marketing a department to its constituents. A local *Oregonian* newspaper article spoke to the

groundswell of community based government sweeping the nation. Citizens of California have amended their constitution to let elected officials know who is really calling the shots.

But without being able to define successful marketing as increased support--there was no way to establish a relationship between community involvement and success.

The best things to come out of the survey were the personal contacts--the phone conversations and some personal visits that provided great perspective on marketing for the fire service. Equally important, several books were recommended that might help define "successful" marketing for the fire service.

A list of the various books and articles are found in Appendix C of this report. This portion of the research proved to be invaluable in answering the basic questions posed in the survey.



Through background research and interviews, it soon became evident that successful marketing attempts for any fire department would have more to do with the process of marketing, than with any specific goal that might be shared by *all* the fire service.

Many of us confuse advertising with marketing. We think that promotion of our product is the essence of successful "sales." Even when our product is service, we tend to orient ourselves toward promotion (advertising) of that service in order to garner financial support. But the real essence of marketing is research and strategy development.

In interviews with marketing professionals and fire service leaders across the nation, this view became even more solidly substantiated.

Gary Blackton of Market Research, Inc. explains it this way:

> *"Advertising is selling drill bits. Marketing is selling holes. You see, drill bits are the product being sold, but the customer need that's being met is the desire to make a hole. If someone comes along and develops a better way to make holes, no amount of advertising will help to sell drill bits…"*

In other words, marketing is the process used to identify customer needs. Once the product is developed to meet those needs, advertising is used to position the product before the customers.

Philip Kotler* had this to say about marketing for non-profit organizations:

> "The most important tasks in marketing have to do with studying the market, segmenting it, targeting the groups you want to service, positioning yourself in the market, and creating a service that meets needs out there. Advertising and selling are afterthoughts. I

don't want to minimize their importance. …(but) the aim of marketing is to make selling unnecessary."

**Philip Kotler teaches at the J.L. Kellog Graduate School of Management for Northwestern University in Evanston, Illinois. He is the publisher of "Strategic Marketing for Non-Profit Institutions." The quotes here are taken from an interview with Peter Drucker in "Managing the Non-Profit Organization.*

About hospitals wasting money on advertising Mr. Kotler said:

"My analysis is that these hospitals have often put their budgets to the wrong use. They've gone into heavy advertising before they had a character to their hospital. Before they had a true patient focus in their hospital. And they haven't really gone into marketing in the right order. The order being: first, do some customer research to understand the market you want to serve and its needs. Second, develop segmentation and be aware of different groups that you're going to be interacting with. Third, develop policies, practices, and programs that are targeted to satisfy those groups. And then the last step is to communicate these programs. Too many hospitals and other non-profit organizations go right into advertising before they've gone into the other three steps, and that's really doing things backwards.

"Marketing in a non-profit organization becomes effective when the organization is very clear about what it wants to accomplish, has motivated everyone in the organization to agree to that goal and to see the worthwhileness of that goal, and when the organization has taken the steps to implement this vision in a way which is cost-effective, in a way which brings about that result."

"Marketing is a way to harmonize the needs and wants of the outside world with the purposes and the resources and the objectives of the institution."

There were many other examples and opinions that really lead to this conclusion: *Marketing is really the process we use to develop our own products. It is impossible to separate our marketing plan from our strategic plan. It is later, once we've conducted our complete market planning process, that we implement the advertising (promotion) which will help support that plan.*

After reading several books and conducting personal interviews with fire service leaders, I reached another conclusion: *there are varying degrees of what people in the fire service know about marketing. But everyone is conducting different parts of the marketing process--consciously or not.*

Though they may be inconclusive--the results of the survey are included in Appendix A. The raw answers from respondents to two key questions are also included. In retrospect, the questions were misleading--but the responses provide some very good insight, some great ideas and a list of contacts for follow up.

DISCUSSION OF FINDINGS

DEFINING "SUCCESSFUL" MARKETING

The most difficult aspect of this project was coming up with a definition of what "successful" marketing would mean to the fire service. The nature of this research project involved conversations with a number of people to come up with a working definition. According to Professor Rita Laxton of the Atkinson Graduate School of Management, *"marketing is the performance of business activity that directs the flow of goods and services*; *the producer to the consumer or user."*

THERE IS NO SINGLE WAY TO DEFINE SUCCESSFUL MARKETING FOR THE FIRE SERVICE.

Public image and public relations have a great deal to do with the ability of any organization to market its products successfully. But Professor Laxton emphasized *performance* and *activity*. She also adds that in today's global economy--success to the business community does not necessarily translate into jobs. Increased productivity is part of the marketing plan to keep the cost of the product low, and there- fore competitive.
That aspect of marketing has ramifications for the fire service.

In the public sector, the marketing process could mean figuring out how to hang on to a share of the shrinking market. With increased competition for available tax dollars--those who market themselves most effectively will survive. But that does not necessarily mean reductions won't occur.

Proper marketing has been described by many as a solution to budget woes for the fire service. But not everyone looks at it in the same way. Chief Brunacini of Phoenix asks, "Why would a monopolist want to market for survival? A business can go broke--but a fire department will always be there in some form." Which begs the next question… in what form will the fire service survive?

There is no single standard for what a fire department should look like today. There aren't any standards that outline (quantifiably) what a fire department is supposed to accomplish. Saving lives and fighting fires is a noble mission. But how many are we supposed to save? Within that context, there is no *single* way to define successful marketing for the fire service--other than perhaps the way Chief Rich Gonzales of Denver has:

"Marketing for the fire service is not just PR--it's not just image. It's a concerted effort to produce a specific response from a specific audience.

The questions each fire department will have to answer for itself are: Who are our audiences? What are we trying to "sell" them? What are we trying to accomplish as an organization?

Many departments may be marketing quite successfully. But all are marketing in one sense or another. And, there seem to be a number of common marketing issues that show up in department after department.

One basic fact about marketing is that we cannot separate the success of our ability to market, from the success of our mission. If our product is service, then the success of that service will be measured in terms of its impact in the community we serve. And, being successful may have some troubling ramifications for some.

As Chief Ron Colemen describes it, there is a relationship between demand for a product and the level of anxiety the customer has about its lack. The reason police agencies are getting so much budget support is simple--the demand from the customer is very high. When we are successful in reducing fires, the demand for protection is diminished. This basic supply and demand rule of marketing cannot be ignored.

Another fact facing fire departments is this: without the support of the public and elected officials, we cannot achieve our mission.

Those departments who appear to be marketing successfully are striving toward their missions well, and are receiving support from their communities to do so. But there are lots of different ways to get that job done.

Chief John Angel, of RFD #3 in Russel County, Kansas, says things astutely, but simply: successful marketing is "Showing off fire trucks and equipment to school children. Quick response to all fires in the District." In this case, he's captured the ideas of advertising and performance as parts of the marketing process.

MARKETING IS A PROCESS--NOT A PRODUCT

Chief John Buckman of the German Township Volunteer FD, Inc. measures successful marketing in a very business like fashion. His department in Evansville, Indiana is a non-profit corporation that receives 30% of its revenue from public donations. They mail out twice a year to each constituent and solicit contributions for their operating expenses.

Chief Bobby Williams of the Spokane, Washington Fire Department measures success in the 70% passing rate of a recent bond election. The reason? "Excellent service delivery of both emergency and non-emergency functions." Chief Russell Sanders of the Louisville, Kentucky Fire Department also measures the success of marketing as something that is "related to performance."

But with so many ways to look at marketing, how can we tell if we're doing well? Though effective performance is a key, there is no profit and loss statement for the fire service that provides a standard bottom line.

> The answer to successful marketing for the fire service is this: *marketing is* a *process--not* a *product.* It is the process we use to identify our customer needs (research). It is the way we create products (services) to meet those needs. It is the way we structure our departments to deliver the products. It is the way we position those products before our customers (advertising). And the success of our marketing efforts will be determined by what we're trying to achieve.
>
> For example, we can compare our loss rates to other departments to provide some measure of our success. But that kind of success will be affected by so many variables that a realistic picture of its meaning must be much more localized.
>
> To paraphrase Chief Gonzales of Denver--we must measure the success of our marketing efforts against what we're trying to accomplish. The key is to establish specific goals--and measure ourselves against their achievement.

So, the true definition of marketing for the fire service will be defined uniquely for each department. It will depend on the market planning process, and the goals identified for each jurisdiction. It will depend on the needs of the customer, and the products developed to meet those needs.

COMMON MARKETING ISSUES

There were several common marketing issues that came up again and again during the interviews for this project. Noting these issues might help fire service managers keep on track as they attempt to put their own marketing efforts together. They are interrelated and listed in no particular order.

- Customer Satisfaction

Satisfied customers are the foundation of any successful organization. The business community is fanatical about pleasing customers--and no less effort can be accepted from modern government agencies. Providing excellent services is a key to keeping customers satisfied. The latest management books on "excellence" say it sufficiently. The fire service cannot afford to ignore this phenomenon of our society.

THE BUSINESS COMMUNITY IS FANATICAL ABOUT CUSTOMER SERVICE--AND NO LESS CAN BE ACCEPTED FROM MODERN GOVERNMENT AGENCIES.

The fire service must also understand that most complaints are never expressed to the organization. Beyond looking for a positive image--any organization must make conscious efforts to obtain the true picture of how customers perceive their operation. Those perceptions will not be volunteered in most cases--and must be solicited.

The fire service must also consider another element of customer satisfaction: how many customers are we reaching? If only a small percentage of our citizens are actually receiving service--then our true customer base is severely limited. The ones who receive our services may think we're great. But, the rest of the tax-paying public may approve of our operation--and see little value in it for themselves.

- Different "Markets"--Internal and External Customers

Each department must recognize that they have different customers to serve in order to be successful. Internal customers may be as important in the grand scheme of things as our external customers.

Internal Customers

If one of our basic goals is to develop a customer oriented management philosophy, it will be useless unless our internal customers carry forward that message. The mission and goals of the organization must be communicated effectively to every member of the organization if a true effort at customer satisfaction is to be made. Communication can be a complex task, especially in large organizations. And if labor unions are involved they cannot be ignored. They represent a unique perspective regarding the needs of some of our internal customers.

Mike McNeill, 9th District V.P. for the IAFF, outlined the union position well. There are workload issues that the union cannot ignore when fire departments try to take on new tasks. If there are no economic gains for the employees--then changes in workload are usually met with resistance. He explains that communication between management and labor is critical during times of change. But he also said, "...our fates are joined at the hip…"--implying that both labor and management have a stake in the success of the organization.

There are no easy answers in dealing with internal customers. Sometimes, nothing seems to work well. But modern management principles are calling for increased communication and empowerment of employees. Some in the fire service are recognizing this issue and taking steps to deal with it. For example, Phoenix Fire Department has initiated a Total Quality Management system within their department. They see this effort as a way to accomplish their department objectives in the most efficient way possible.

In any event, if successful marketing means succeeding in our mission--then dealing with internal customers is a marketing issue the fire service will have to address.

External Customers

External customers fall into two groups. First are the customers who receive our service. Achieving customer satisfaction with this group usually means providing excellent service at a reasonable price. The problem each department will have is defining "excellent service" in their own terms. More will be said about this issue later.

The second group of customers are the "shareholders," or elected officials who are instrumental in deciding our strategic directions. Neither can be ignored. Looking at each of these issues from a local perspective will help to achieve a high level of customer satisfaction.

Showing value is a key ingredient for achieving customer satisfaction. They have many needs, and the value of our products must be demonstrated. The following points are critical in showing the value of our efforts to all of our customers.

- Cost/Benefit Analysis

The common expectation for governments today is "doing more with less." The taxpayer revolt has produced an environment where even "sacred cows" are being gored. For the fire service, establishing credibility with our customers will hinge on our ability to accurately show the cost and benefit of our services.

Explaining the cost and benefit of fire service operations is not as simple as it once was. In the past, comparisons could be made between the cost of protection and the cost for insurance. Today, insurance rates are driven by such a variety of forces (such as interest rates) that accurate cost/benefit comparisons are very difficult.

Still, many are looking at the costs for providing traditional services--against other technologies that may achieve the same goal. Fire sprinklers, alarms and other engineering solutions to our emergency incidents are being looked at more closely than ever before. And elected officials are looking for the most cost-effective solutions possible. They want to know how many personnel are required for firefighting, and why. They want to know if we are less, or more cost effective than our neighbors.

As previously mentioned, there are no specific standards the fire service can use to show what a modern fire department should look like. In order to achieve our goals in the most cost-efficient manner possible, most departments will be working their way through a process designed to balance their overall protection strategies between emergency response and prevention.

To further complicate the cost/benefit picture, those departments providing more than one service will also have to balance their efforts between them. For example, emergency medical and hazardous material services are increasing for many departments. Managers will have to look at the resources required for these and other services, and the costs and benefits of each.

Our credibility with all our customers will depend on our ability to define and explain our costs and benefits without the comparison tools we used to have. As with other issues that affect our marketing strategies--defining costs and benefits will take on different meanings in different communities.

What one community accepts as a benefit, another might not. What one is willing to pay, another might find too expensive. Each must have the value expressed in terms they can accept.

- Coalition Building

One of the principal forces in our society today is the push for more local control of government. As mentioned elsewhere in this report, citizens are taking more control of their own management. Citizen based government is becoming more prevalent throughout the nation.

Many departments are finding that putting coalitions together can help them achieve their goals in two ways. First, it provides access to resources beyond the normal scope of the fire service. Working with different coalitions means being able to make use of their resources--as well as our own--for common purposes.

Use of coalitions can also provide leverage with elected officials. Mary Lou Downing, formerly of Ogilvy & Mather Advertising, describes coalitions this way: *"We need to get our "buddies" together and join forces. If fire is not a significant problem, then all the more reason to be working with other groups to increase our effectiveness and standing within the*

community." She suggests working with police, hospitals and others to increase our effectiveness, and our ability to leverage resources.

- Evaluating Effectiveness--Benchmarking

How can we measure the success of our marketing efforts? As previously mentioned--one way is to measure the effectiveness of our overall protection efforts. We might end up comparing our loss records with another jurisdiction to see how effective a job we're doing. If saving lives is part of our organizational mission, then a market plan will help us to identify how that should be accomplished. But, it's difficult to compare different departments because of the variety of factors that can affect losses.

The market planning process can be used to work toward a number of objectives. That's why marketing success is defined by the goals one is trying to achieve. For example, if a goal of a department is to achieve increased support from elected officials--then the success of any marketing effort along that line would be measured in terms of how much support was received.

BENCHMARKING IS... MEASURING OUR SUCCESS BY THE ACHIEVEMENT OF THE GOALS WE IDENTIFY FOR OURSELVES.

Stating that we wish to reduce the number of lives lost to fire in our community would be one way to express a marketing goal. Increasing the support of citizens for the fire department would be another. Maintaining our support from elected officials would be still another.

Each goal would have its own action plan. Each would be measured for success in terms of achievement. And, tying them all together in some cohesive fashion is the essence of market planning.

Evaluating our success in these terms is referred to by many as "benchmarking." It means measuring our success by the achievement of the goals we identify for ourselves. But, comparisons between departments about overall success is still a problem--and one that is not totally resolved to date.

Bill Gay, of the Public Management Group in Virginia, has developed a number of benchmarking tools to compare the effectiveness of department operations. He offers a number of categories to evaluate--like the cost of service units--that can help most departments measure their efforts more effectively. There is also plenty of room for developing localized "benchmarks" to take local conditions into account.

The final picture of "benchmarking" for the fire service has not been achieved. We may compare ourselves with European standards of loss. We might look to the Japanese for examples of how effective our efforts *might* be. We might look at another jurisdiction to see what is possible. And, all of these things would be healthy for the organization.

But ultimately, we must evaluate the success of our efforts against ourselves. We must not become confused about the difference between advertising and marketing. For the fire service, it is the services we provide that are the products (drill bits). The real customer demand we must meet, is a need for public safety. Not just fire engines. Not just sprinklers. Any mechanism or combination that fills the need of safety. And just like meeting the need for holes, those who develop the most effective products to meet the need will be the most successful--by any measure.

TOOLS FOR THE MARKETING PROCESS

Depending on the source used, there are many different steps to the marketing process. No attempt is made to provide an outline that encompasses all aspects of the market planning process. However, there are some guidelines that will help a fire service manager deal with this issue.

As mentioned previously, there can be no real separation of strategic planning--and market planning. Our marketing efforts are so closely tied to the process we use for development and delivery of our products, that they become one and the same. And we must keep in mind the difference between marketing and advertising. Our advertising strategies would only be a part of our overall market plan.

With these things in mind, we may consider the broad steps involved in putting a market plan in place for the fire service.

RESEARCH AND ANALYSIS

During this portion of the marketing process, an organization is attempting to build the background pieces of information that will help guide the directions it must take to be successful. It includes a number of categories which must be researched and analyzed, including:

- Customer Needs

  The fire service should be looking into each of its customer groups (internal and external) to identify what needs they have. In the pure sense of marketing--these are the "holes" that products are designed to fill. This might include demographics, a statistical history of previous requests for service, and as much information about the "buying" habits of the customer that can be uncovered. We should know where they shop, and for what. Some call this the "psychographics" of the customer.

  For the fire service--it means finding out everything we can about our customers, and what motivates them to "buy" a particular product. In our case--that would mean the services we have to offer.

- Products

  In this portion of the process we must ask ourselves several questions. What products are already available that meet these customer needs? Who is the competition and what do they have to offer?

- Technologies

  Futurist Joel Barker describes this part of the process as a "paradigm shift." He asks: "What one thing is not possible today…but if it were, would fundamentally change the way you conduct business?" Shifting the paradigm means looking at the world after we've removed our information filters.

  Managers must always be looking for new technologies to solve old problems. The fire service does not have the same pressure that is provided by competition in the business community. But the continued pressure for cost effectiveness drives us to look at new ways to meet the needs of our customers.

- Situation Analysis

  This portion of the research process examines the internal and external forces that can affect the planning process--or the outcome of objectives. Common areas to look at include the economy, local politics, or any other force that can undermine the marketing strategies.

Further, as part of this research, experts recommend comparisons with other companies (read fire departments) to see how our efforts measure up. The research process is constant and is used to continually update the market plan. It can be accomplished with surveys, focus groups, interviews and background reading. In any event, it is important to enlist the advice of professionals for this portion of the market planning process.

DEVELOPING STRATEGIC DIRECTIONS

After the research for customer needs is completed, the market planning process will require the development of products to meet those needs. The products will take the form of services we provide. Because we do not have unlimited resources, we must think strategically to meet customer demands in an efficient manner. For the fire service, strategic directions and services we provide will take one of several forms or become combinations thereof. The major strategies include:

- Emergency Response

  With all the concerns that arise out of our ability to provide adequate response to emergencies, planning for this portion could command nearly all of our attention. But the fire service must also consider the other strategies that will help us to achieve our public safety goals. Still we must always have the capability to mitigate emergency incidents when other efforts fail.

- Engineering

  There are a variety of technological, or engineering solutions to the problems we face on a regular basis. One example would include compartmentalization of building construction. Automatic sprinkler and alarm systems are also a part of our arsenal. Seat belts, air bags, and bicycle helmets are also representative of engineering solutions to problems our customers face.

- Enforcement

  Legislation may be necessary to mitigate certain problems. We might mandate certain behaviors--like elimination of smoking in certain areas. We might mandate some engineering solutions, like sprinklers. Passing legislation can become a marketing strategy of its own. But, any legislation also carries an obligation to enforce the law.

- Education

  Public education is one of the least expensive ways to mitigate problems. There are a number of ways education may be used as a strategy in our marketing process. For example, we could educate people to change hazardous behaviors. We could teach them about the availability for certain technologies (such as smoke detectors or residential sprinklers).

  Education does not always have to work alone--and may be combined with other strategies to be effective. For example, passing legislation usually means educating a target population (lawmakers) about the necessity of certain laws.

  However it is used, there are enough examples of successful public education efforts to show that it should be included in our deliberation of strategic directions.

- Segmenting and Targeting

  Experts agree that our most successful marketing efforts occur when we identify specific audiences, and target our efforts toward them. An overall marketing plan might involve several different segments of the community--each with a separate strategy designed to fit into the whole.

  Especially when cost effectiveness is a consideration, targeting is critical to obtain the most result for the least amount of money.

It is in this portion of the market planning process that decisions are made, and goals established. Many recommend the involvement of the community in developing these goals because it helps them buy into the success of the efforts. Citizens who have a stake in the outcome of our strategic directions (our marketing efforts) will help to see the resources provided that makes achieving them possible.

IMPLEMENTATION ACTIVITIES

During this part of the market plan process, managers must develop action plans that meet the previously identified goals. Obtaining resources, scheduling, monitoring progress are all part of this portion of the plan. It should be noted that these items are all planned **before** any actual activity takes place. No plan is perfect, and adaptations will no doubt be necessary. But in this area we may take a lesson from the Japanese. Putting more effort into planning up front will usually mean a smoother and much quicker implementation of our strategies.

- Communication Strategies

  For this part of the process, we must identify how our goals will be communicated to all of our customers. How will our "products" be positioned? How will we convince our target audiences to "buy" them? How will we obtain the support of our elected officials? Which mix of our available media (T.V., radio, newspapers, neighborhood newsletters, etc.) will be the most cost effective in reaching our audiences?

  This portion of the plan is where we develop our *advertising* strategies. Many are confused about how important this portion of the process is to our success. While all would agree it is very important--no communication strategy will really sell a worthless product. If someone else develops a better way to make holes, then drill bits will become obsolete--and no amount of advertising will help.

EVALUATION MEASURES

Most local governments are now looking at evaluation in terms of outcome. Elected officials want to see the results of our efforts in tangible terms. This can present some problems for the fire service, but there are some tools that can be used.

- Benchmarking

  As previously mentioned, benchmarking can be an effective tool to show the results of our efforts. Providing specific goals and measuring their achievement may be the most important and valid part of our evaluation efforts. Finding ways to compare our benchmarks with others can help us to examine the cost effectiveness of our efforts as well.

- Measuring Education

  If public education is part of our marketing mix, then we can evaluate its impact by looking for measures of increased education. Pre and post testing or surveys can provide evidence that our audiences are actually learning from our efforts. As a means of showing results, documenting educational gains will imply a certain amount of reduced risk for those who learn proper safety procedures.

- Measuring Risk

  The key difference between measuring risk and education, is that documenting risk reductions means showing behavior changes--not just cognitive gain.

  There are a number of ways to measure the risk our community faces from a variety of sources. But one way to measure our success is to show reductions in that risk. For example, a code inspection program can be shown to document reductions in hazardous behaviors that contribute to the overall risk in the community. Public education programs can also be measured in this way through surveys of the community. Some departments in southern California have documented the success for public education efforts aimed at reducing the behaviors which contribute to kitchen grease fires.

  Many have been successful in documenting changes in behavior that reduce the risks for citizens. Less risk may not necessarily translate into less loss--but it is a worthwhile evaluation tool which can accurately measure the success for a portion of our efforts.

- Measuring Loss

  It is obvious to most that measuring losses, and comparing them to other jurisdictions can be difficult and misleading. So many variables affect the outcome--that cause and effect is often impossible to tell. For example, are reductions in wild fire incidents a result of education, enforcement activities or the weather?

Still, looking at loss is a valid way to measure our effectiveness. It should be done over time, and it should involve looking at trends to avoid normal fluctuations of incident rates.

There may be many other ways to measure the effectiveness of our efforts. Marketing and strategic planning are so intertwined it is often hard to tell the difference between them. Without attempting to resolve the problems with definition, the fact that evaluation must occur cannot be ignored. The programs that demonstrate results will have the best chance of obtaining financial support, as the competition for available funding increases.

SIMPLE CASE STUDIES

Throughout the course of this project, many examples of successful marketing efforts were discovered. Only a few are covered here--mainly because they each offer some different perspective about the marketing mix. It isn't possible to go into any real depth about these, or the many other fine programs discovered during the research for this project. The examples shown here should not be construed to represent all a particular department has to offer. Hopefully, enough information is provided to shed some light on different aspects of the marketing process, offer some positive advertising and marketing ideas, and list some additional resources for future reference.

LLTTLETON FIRE DEPARTMENT--COLORADO

Chief Mike Doyle
2255 West Berry Avenue
Littleton, CO 80165
303/795-3800

Littleton has a slightly different governing system from many other departments. It contracts with three different jurisdictions to provide a number of services, including a joint training system. One city and two special districts are part of Littleton's customers. While that presents some unique marketing problems--it also presents an opportunity to its Chief.

City of Littleton

Recognizing how marketing could help their department, Littleton established a special marketing team within their fire organization in 1989. That group produced an outline of a marketing strategy for their department. They identified a number of steps that needed to be taken in order to enhance their image and gain added support of community members.

Among other programs, Littleton developed a special videotape that promotes its department and the professionalism of its firefighters. An interesting note here is that it was produced by its local firefighter's union.

Recognizing that promotion benefited the department and the union--both make use of the tape to increase the awareness their community has of department operations.

To cover their political base, the department must use different strategies--which forces the three jurisdictions to hang together, according to Chief Doyle. Any marketing or strategic directions must be sold to each managing agency. It is often difficult--because what one does affects the others.

But, if one wishes to bow out of an agreement--the other two have a stake in applying pressure to resolve problems to keep the third party on board. Part of Littleton's marketing strategy includes regular communication among governing bodies--and constant attempts to keep them informed about common issues.

OKLAHOMA CITY FIRE DEPARTMENT
Chief Gary Marrs
820 N.W. 5th
Oklahoma City, OK 73106
405/297-3314

The OKC Fire Department has many very good programs in place. But two different pieces of their marketing mix seemed especially important to mention.

The first is that OKC recently passed a special sales tax levy devoted to police and fire. In a part of the country that is experiencing heavy pressure on local taxes, they were able to work with a coalition that increased their operating budget almost 20 million dollars annually--from about 35 million to 54 million this year.

According to Sam Oruch of the Retired Firefighters Association, their retired firefighters had a key role as part of the grassroots organization that went door to door and marched in the streets to help pass the special levy.

A sophisticated marketing plan was developed, including a public opinion poll before any work on the levy was begun. Some of the items identified in their market research included several issues that would need to be addressed before any acceptance by the voters could be expected. For example:

- It had to be a joint police & fire effort--citizens wouldn't support one exclusively over the other.
- The funds had to be devoted specifically for police and fire operations.
- A watch dog group would be needed to keep an eye on the funds. A special group was formed including the District Attorney's Office, the local Unions, the Neighborhood Alliances and one member appointed at large by the Mayor.

Another aspect of Oklahoma City's programs included a special pre-school education package. Pre-schoolers represented a specific target group that experienced a high fire death rate. Developed before NFPA had completed their own pre-school curriculum, the Kid Safe project can only be called a tremendous success.

THEY WERE ABLE TO WORK WITH A COALITION THAT INCREASED THEIR OPERATING BUDGET ALMOST 20 MILLION DOLLARS ANNUALLY

The results have been impressive. According to Deputy Chief Sherman Carthen, 82% of their pre-schools are participating on a voluntary basis. Of those, some 75.6% are participating in home enrichment activities. And for the past three years there have been no fire deaths for this target population.

This program was a wonderful example of coalition building as well. Among the many parts of this project, corporate sponsorship was provided from AT&T--grant funds were received from the U.S. Fire Administration and some materials for the project were produced by local prisoners.

If part of any departments marketing success is measured by performance, then OKC has done an excellent job.

VANCOUVER FIRE DEPARTMENT--B.C., CANADA

Chief Don Pamplin (retired)
Protection Engineering, Inc.
501-40 Powell Street
Vancouver, BC V6A 1E7
604/682-0388

Chief Pamplin has spoken extensively about marketing the fire service. He refers to a history of tradition, and resistance to changes. But he recognized the need to "do more with less," like most governments these days. His approach to marketing was to improve the efficiency of his department by enacting a city wide sprinkler ordinance for all new construction, including all family residences.

The passage of this "by-law" for his city has not been without struggle or controversy. Vancouver already has many excellent public relations programs. Among other things, they hold public music festivals at local fire stations. The effort they put into maintaining a positive relationship with the community is extensive.

But Chief Pamplin's approach was based in a primary foundation of marketing--the product. He believed that the real product was (and still is) public safety. He came to the conclusion that automatic sprinkler's were the most effective means of *meeting the community fire safety needs of the future.*

He pushed this program through Vancouver despite significant pressure from the builders associations. And he did so by explaining how it would keep costs down as the city continued to grow. He projects the payoff for the citizens of Vancouver will come when they don't have to add fire stations or personnel to meet additional growth.

Whatever the debate about sprinklerization, the example here shows that developing a marketing strategy may provide a different kind of product. Chief Pamplin has a simple policy: "Organize for the department and the citizens like it was your money." He also notes that when you reside within the jurisdiction… it *is* your money that's being spent.

DENVER FIRE DEPARTMENT--COLORADO Chief
Richard L. Gonzales
745 W. Colfax Ave.
Fire Department Headquarters
Denver, CO 80206
303/640-3435

Denver Fire Department has the most aggressive marketing strategy of any encountered during this project. Their Chief understands marketing well, and its difference from advertising. Their basic premise is to *position* the services that meet public needs and bring those needs to their attention. Not just an advertising campaign, Denver has made this marketing effort part of their basic strategic plan.

Chief Gonzales is the first to admit that not all of the efforts to market their department have been received favorably. He has received some criticism for his attempts to advance the new image of his department. But he measures his success by the increased efforts of his department to provide quality service, and the budget support he is receiving from the City.

Denver began their marketing process as part of their basic strategic planning. By starting with their basic mission statement--they changed the entire focus of their approach to serving the public. From a reactive approach--they expanded their mission to include this statement: "*Seeking Opportunities to Serve*." S.O.S. has become the cornerstone of a customer service orientation for their entire department. Recognizing that the demand for fire suppressing services may diminish, they are looking for other ways to service the community.

It has become part of their basic mission. For example, the Chief now recognizes contributors to their S.O.S. program with awards and medals--as they still do for heroic acts. Neighborhood meetings occur regularly at local fire stations. One engine house even feeds local families in need. Some participate in cultural events within the City.

Every new fire station is built with a community room. Oversize poster cards are printed with the messages about how Denver Fire Department is serving the community in new ways--and how they're looking for more. Even the phones are answered with the phrase--"Seeking Opportunities to Serve--May I Help?

Chief Gonzales is the first to recognize that there is much to do where the internal customers are concerned in this type of marketing plan. He regularly communicates with the local Union. While there is always some convincing to do on the political and budget fronts, the pieces of their marketing mix are quite impressive.

As their budget has been increased by about 15 million dollars since their marketing program began--the Chief is satisfied that their efforts to provide quality service are being recognized.

APPENDIX A

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Survey

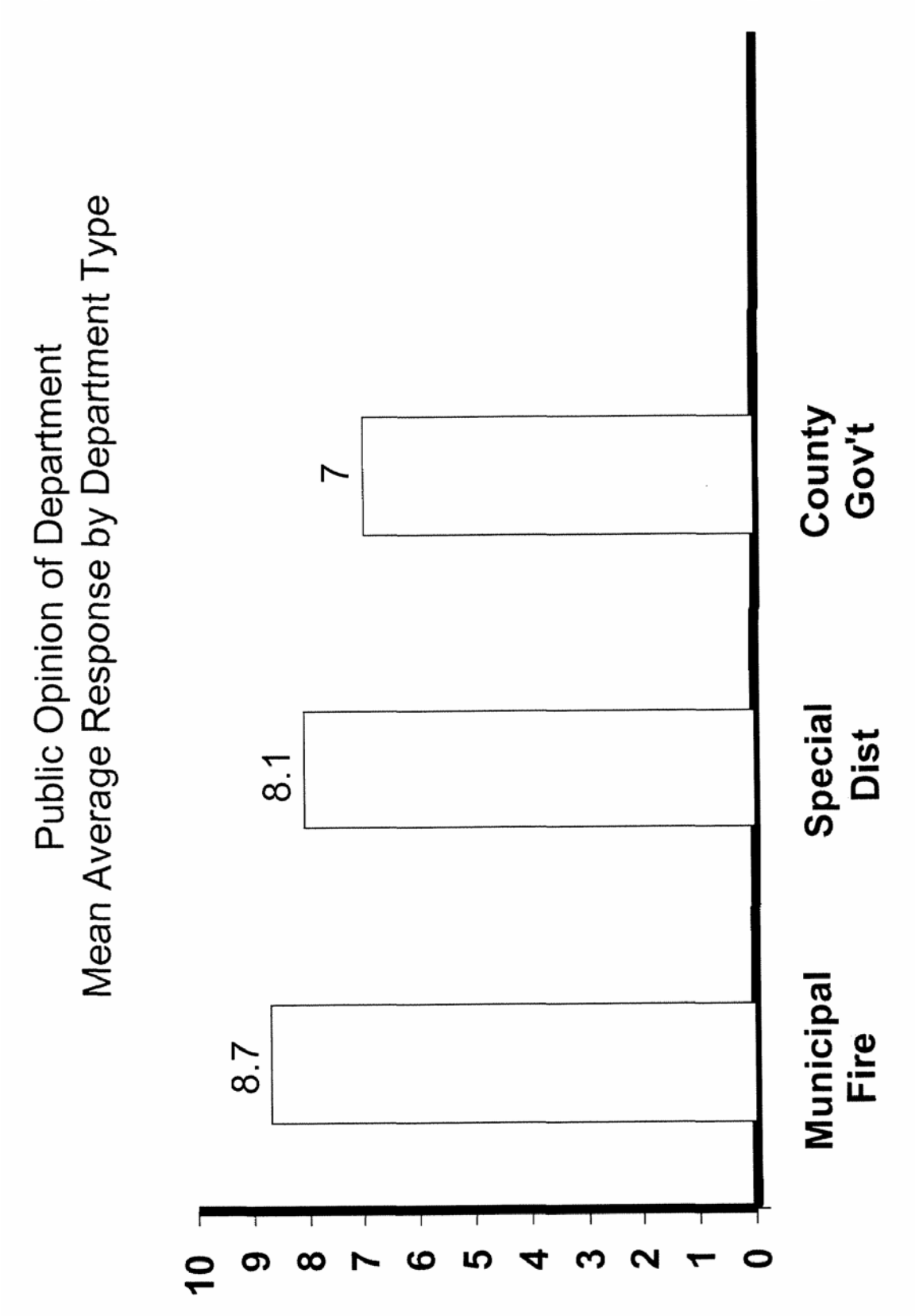
MARKETING SURVEY RESULTS
As of April 28, 1993

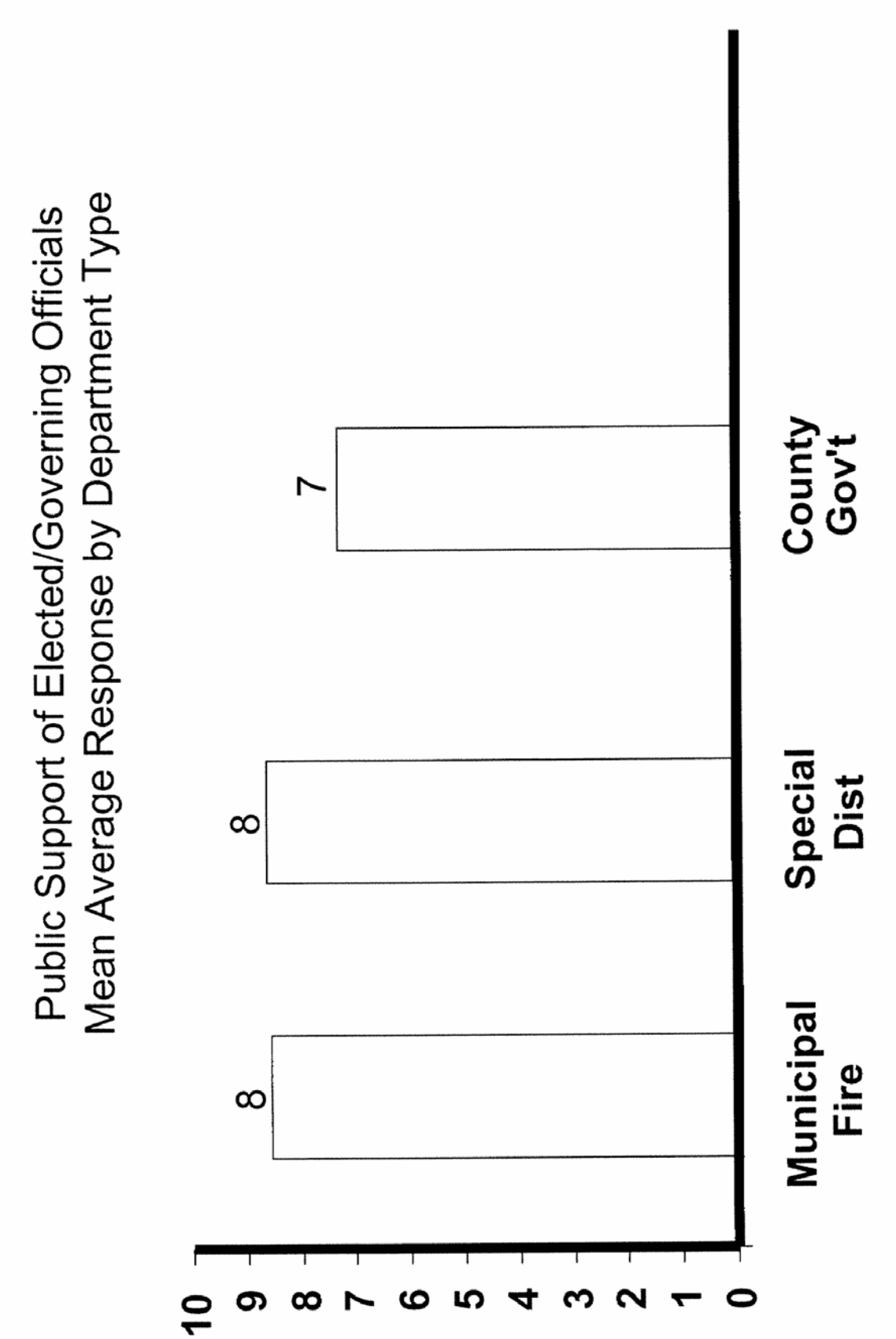
Categories	Special Service District 8	County Government 3	Part of Municipal Govt 32	Other 3
Public Opinion	8.1	7	8.7	0
Public Support	8.6	6.7	7.9	0
Support of Officials	8.0	7.0	8.0	0
Define Successful Marketing	PR	PR	PR	Other
Community Involvement	N = 6; Y = 2	*N = 2	Y =21; N =11	Y = 3

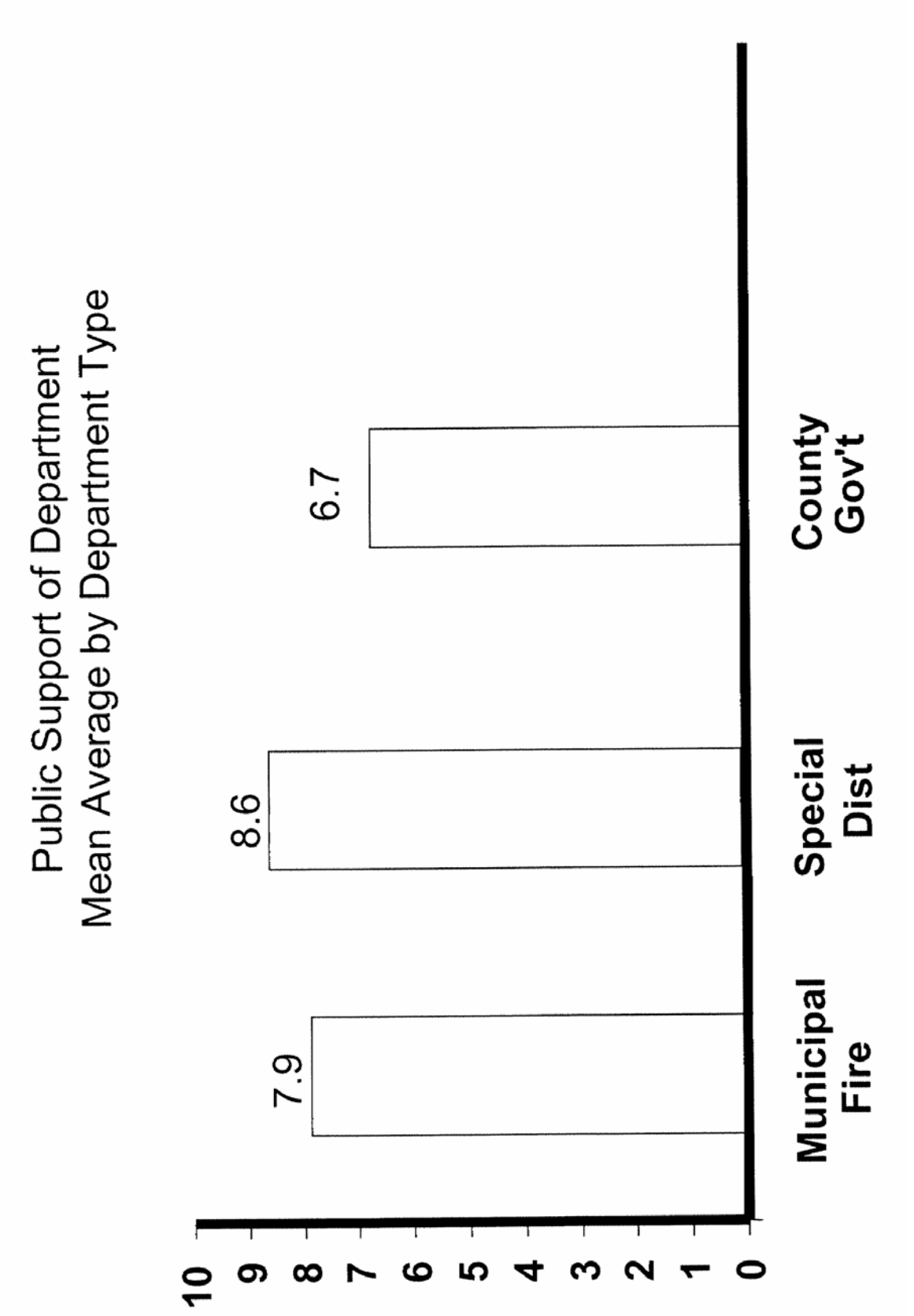
Note: Actual number of respondents is 46. Two of those respondents did not answer questions 2 through 4 and 7. Their answers for question No. 5 were "Other" with brief explanations.

*One respondent (Under Special Service Dist) did not leave a name or return address.

Public Opinion = Perception respondent feels the public has of their department.
Public Support = Level of support respondent feels the public gives their department.
Support of Officials = Level of support respondent feels their elected officials provide their department.


Public Opinion of Department
Mean Average Response by Department Type
10
9
8
7
6
5
4
3
2
1
0
8.7
8.1
7
Municipal Fire
Special Dist
County Gov't


Public Support of Elected/Governing Officials
Mean Average Response by Department Type
10
9
8
7
6
5
4
3
2
1
0
8
8
7
Municipal Fire
Special Dist
County Gov't


Public Support of Department
Mean Average by Department Type
10
9
8
7
6
5
4
3
2
1
0
7.9
8.6
6.7
Municipal Fire
Special Dist
County Gov't

DEFINE "SUCCESSFUL" MARKETING

Percentage of Mean Average Responses by Category of Department

Municipal	Public Relations	-	69%
	Budget Support	-	31%
	Other	-	38%
	Combined	-	28%
Special District	Public Relations	-	75%
	Budget Support	-	50%
	Other	-	50%
	Combined	-	50%
County Government	Public Relations	-	67%
	Budget Support	-	33%
	Other	-	33%
	Combined	-	33%

Percentages do not equal 100 because more than one response was allowed.

"Combined" represents those who thought "successful" marketing was a combination of public relations, budget support and other factors.

SURVEY RESPONSE

Chiefs names are listed--in many cases, someone else in the department actually provided responses to questions on the survey that had to do with perception of "successful" marketing and whether community involvement was a key factor.

Questions:

6. WOULD YOU LIST EXAMPLES OF SUCCESSFUL "MARKETING" IN YOUR DEPARTMENT?

9. CAN YOU LIST EXAMPLES OF COMMUNITY INVOLVEMENT?

Chief Oneil Gallant
Birmingham Fire & Rescue Svc
1808 7th Ave. North
Birmingham, Alabama 35203
(205) 254-2563

6. CPR training for the public; fire safety education presentation in schools; public safety spots on the news when possible.

9. No answer.

Fire Marshal Michael Dobson
Sacramento Co. Fire Prot Dist.
3012 Gold Canal Dr.
Rancho Cordova, CA 95670
(916) 636-1816

6. Day-in-day service and employee contact with citizens.

9. No answer.

Chief Rayfield Alfred
Govt of the Dist. of Columbia
Fire Department
1923 Vermont Avenue, NW
Washington, D.C. 20001
(202) 673-3320

6. We have an active community relations unit, which handles public fire safety education; the business community supports the Junior Fire Marshal program; Newspaper survey showing support for the department as the best city agency.

9. Active community, business, and government involvement; active public education; take part in emergency preparedness on a large scale.

Chief Tom Siegfried
Altamonte Springs Fire Dept
225 Newburyport Avenue
Altamonte Springs, FL 32701
(407) 830-3846

6. Marketing included in dept.'s strategic plans; active participation on related citizen activity boards, professional display boards rotated throughout high visibility targets in community; routing press releases, PSA's and special advertisements for smoke detectors, child safety, etc., in partnership with local law firms' marketing strategy; 18 minutes audio slide program of dept. intro and services provided; safety brochure within hotels/motels.

9. Utilize floor space within malls, theaters and schools; corporate sponsors for offsetting all or portion of costs to develop public service announcements; local community college authorization for recruitment drives (slide presentation); citizen surveys to evaluate services and needs.

Chief John Delotch
San Diego Fire Dept.
525 "B" St., Suite 805
San Diego, California 92101
(619) 533-4301

6. Service enhancement program for FPB; audit of services delivered, i.e., community satisfied with services but feel access is not clearly defined or shared with community as a whole.

9. Joint agreements of major displays in malls, at fairs involving public/private participation.

W.D. Hilton
Cobb Fire & Emergency Services
1596 County Farm Rd.
Marietta, GA 30060
(404) 528-8000

6. Inviting media to all our events including emergencies.

9. Publicizing I.S.O. Reduction Plan.

Chief Raymond Barnes
Aurora Fire Dept.
1470 S. Havana St.
Aurora, Colorado 80012
(303) 695-7198

6. Smoke detector program; learn not to burn; fire prevention week; victim assistance; adopt a school; PR and city events, self-inspection program; Haz Mat, high angle rescue team, emergency medical dispatch.

9. Financial support, donations of supplies for public and fire safety and arson support.

Chief N. James Preuss
Bolton, Volunteer Fire Dept.
168 Bolton Center Rd.
Bolton, CT 06043
(203) 646-8639

6. Professional service to community is first; educational programs, i.e., CPR courses; fire prevention activities; participation in other civil groups' activities; sponsoring a scholarship for students going into medical or public safety.

9. Sponsoring "Desert Storm" parade and ceremony.

Chief Jerry Kerley
Largo Fire Dept.
P.O. Box 296
Largo, Florida 34649
(813) 587-6737

6. Free smoke detector program; a list of programs available for public from all departments with the city; video programs put together by local televisions to show all services of the city.

9. No answer.

Chief Phillip Heiner
Burley Fire Dept.
1235 Miller Ave.
Burley, Idaho 83318
(208) 678-7371

6. Inspection program, health fairs, smoke detector campaigns, tours of schools and youth groups, visiting schools.

9. No Answer.

Chuck Burkell
National Fire Academy
16825 S. Seton Avenue
Emmitsburg, Maryland 21727
(301) 447-1072

6. Continuing polls, surveys, focus groups; using a multi-media strategy/campaigns to inform and educate (year round-continuously); customer relations; adequate distribution of available product (services) to satisfy demand and serve public.

9. Involve elected officials, other public officials, dept heads in programs that will build fire dept support (i.e., ride along program); create citizen advisory board for fire protection/life safety issues.

Chief John Buckman
German Township Vol. FD, Inc.
5220 Kasson Dr.
Evansville, IN 47720
(812) 963-9077

6. Public events, displays, brochures, newsletters mailed to home owners.

9. We continually send 2 mailers to every resident in our protection area. It gives them facts and pictures about the fire department and ask them for donations. Addition-ally, at "summer socials" at the local churches, we set up displays with information and fire safety facts. At these events, we also offer free blood pressure testing.

Chief Joseph Kimbrew
Indianapolis Fire Dept
555 N. New Jersey St.
Indianapolis, Indiana 46204
(317) 327-6049

6. Participation in "Operation Cool Down" to setup programs and activities for children in summer to prevent illegal use of fire hydrants; inspection programs, public education; community involvement.

9. No answer.

Chef Lawrence Garcia
Wichita Fire Department
455 N. Main, 11th Fl.
Wichita, KS 67202
(316) 268-4441

6. Our involvement with the local school district as well as efforts directed to early childhood fire safety behavior.

9. No answer.

Chief Joseph Donovan
Jackson Fire Dept.
P.O. Box 17
Jackson, Mississippi 39201
(601) 960-1392

6. Utility shutoff program in conjunction with the two utilities who have also provided JFD with a cache of smoke detectors; involve community groups to assist in delivering fire safety education; excellent relationship with media (TV and Print).

9. Neighborhood groups assisting us address fire program where we have a fire problem; Council just approve (8/18/92) the purchase of an old Goodyear building to be converted into a working fire station.

Chief Russell Sanders
Louisville Fire Dept.
1135 W. Jefferson St.
Louisville, Kentucky 40203
(502) 625-3701

6. Media invitation to view/participate in training exercises, i.e., Haz Mat, scuba dives, all training. They get to see you and ultimately the public sees you doing your job.

9. Great Louisville Fire Drill -annual event held in a city park each fire prevention week (18,000 present last year); smoke detector giveaway program in conjunction with home inspection program; partnership with junior achievement to teach classes in city schools; annual award/retirement banquet--award to FF's, civilians, media, businesses, etc; quarterly "Firehouse Chats" at the fire station with Louisville Mayor Jerry Abramson--this is an educational forum for the community to learn about key fire safety behaviors (smoke detectors, home escape planning and practice, "Stop, Drop and Roll," etc.) and enjoy chili prepared by Louisville fire fighters, often served with the assistance of local Boy and Girl Scout troops. These "Firehouse Chats" typically attract 200-300 residents. The program won the IAFC Fire Service Award for Excellence in 1991.

Chief T. Dickerson
Minneapolis Fire Department
350 S. 5th St., Rm. 230
Minneapolis, Minnesota 55415
(612) 673-3285

6. Fire personnel with rigs participate in neighborhood block parties; educational focus of S.E. Asian communities; station relocation meetings with community.

9. Input from community neighborhood during station relocation project; requests from neighborhoods for block party participation.

Don Manno
National Fire Academy
16825 S. Seton Avenue
Emmitsburg, Maryland 21727

6. Willingness to accept community's views; gaining and maintaining community concerns which can build support and goodwill.

Phil McGouldrick
Cape Elizabeth Fire Dept.
325 Ocean House Rd.
Cape Elizabeth, Maine 04107
(207) 799-6409

6. Smoke trailer educating school children; sprinkler trailer educating adults and business people; educating public on our I.S.O. rating of 2; working with schools on Learn Not to Burn Program; public awareness of our command post during emergencies; annually sponsor household hazardous waste pickup; Council orientation of fire dept's operations; civic groups (clubs) participation in fundraisers.

9. Fire dept. leadership in annual spring festival; home inspection program; having clubs raise money for advanced EMS equipment.

Chief Harry Guinn
Joplin Fire Dept.
P.O. Box 1355
Joplin, Missouri 64802
(417) 623-0403

6. Home alarm systems; EMT--"D" responses; "Elwood" the fire duck.

9. No answer.

Chief Steve Paulsell
Boone County Fire Prot. Dist.
1520 Business Loop 70 W.
Columbia, Missouri 65202
(314) 874-7455

6. Aggressive media relations--very open and cooperative; active involvement in non-emergency county issues.

9. No answer.

Chief John M. Dionne
Concord Fire Dept
35 Green St.
Concord, New Hampshire 03301
(603) 225-8650

6. High profile paramedic level EMS Service, 2 rescue units; positive firefighters union and sincere effort of firefighters to work at public image; booth at Kiwanis Trade Fair; "Vial of Life" program for the elderly.

9. No answer.

Bob Schwagler, Ch. Administrator
New Salem Fire Dept.
3rd Street N.
New Salem, ND 58563
(701) 843-7426

6. Keeping people informed.

9. No Answer.

Chief Lorren Ballard
Billings Fire Dept.
2305 8th Avenue, North
Billings, Montana 59101
(406) 657-8423

6. Community access television programs; MDA, Easter Seals, pancake breakfast, service club talks.

9. Media ride along programs, media cooperation.

Chief Michael Merwick
Lincoln Fire Dept.
1801 Q. St. NE
Lincoln, Nebraska 68508
(402) 471-8350

6. Firefighter for a day for elected officials & media; news coverage at least weekly on an activity; high visibility of men and equipment--do not spend time **inside** fire station; use radio, TV, movie theater **spots** about Lincoln Fire Department.

9. Latest is working with Police Neighborhood Watch program to check all homes for smoke detector and working battery.

Jeffrey D. Johnson
Director of Comm. Services
Tualatin Valley Fire & Rescue
20665 SW Blanton
Aloha, OR 97007
(503) 649-8577

6. Interaction in civic groups; partnership with organizations; direct interaction with public; annual program (Toy & Joy, EMS fairs, state and county fairs); public information; internal relations (annual reports, awards to employees, statistical guide, cable TV productions, pocket calendar, photo documentation of all incidents/functions; produce promotional video tapes for department; newsletter.

9. No answer.

Chief Tony Kelly
P.O. Box Drawer 339
Kinston, North Carolina 28502
(919) 559-4203

6. A smoke detector program for residential occupancies; good public education program within the local school system.

9. The Council of Aging provides the names of residents who need smoke detectors; engine companies are assigned by districts for the installation of these detectors; smoke detectors are provided by local businesses.

Chief Robert A. Anderson, Sr.
Appalachia Fire Dept.
104 Powell St.
Appalachia, Virginia 24216
(703) 565-0732

6. Good personal relationship; doing jobs for citizens outside fire dept. matters; good press releases.

9. Having community concerts, ball games, etc.

Chief David Clark
Brentwood Fire Dept.
P.O. Box 788
Brentwood, Tennessee 37024
(615) 371-0170

6. Promotion of department by Public Education's PR. As Fire Chief, before budget time I develop a non-routine work plan for the following year and tie the goals and programs to the budget.

9. Chili cook off; "Learn Not to Burn" in schools; PR video, Flash the Fire Dog; birthday parties.

Chief Gerald Buckley
Beloit Fire Dept.
542 Pleasant St.
Beloit, Wisconsin 53511-6240
(608) 364-2900

6. Public fire education; quality improvement program in EMS.

9. Support of school administrators; teachers involved in course developments.

Chief F.C. (Fred) Windisch
Ponderosa Vol. Fire Dept.
1603 Ash Meadow
Houston, Texas 77290
(713) 493-8085

6. Continual local media coverage, attendance at civic assoc. meetings on an irregular basis, video coverage as the norm (pager provided to free lance videographer); we have a volunteer videographer; very active Public Education Coordinator.

9. No answer.

Chief Bill Strickland
P.O. Box 231
Arlington, Texas 76004
(817) 459-5538

6. Participation in community events, everything from trade shows to crime watch group carnivals; award-winning programs such as our "Partners in Health & Safety Program" for elementary students and "D.W.I. Awareness Program" for high school students as well as the general public.

9. D.W.I. Awareness & Partners in Health and Safety Program--A.I.S.D. Crime Watch--Police Dept. and citizens and businesses; Riverfest, cardboard boat regatta, and fire safety house, Junior League; Glaucoma screening and blood pressure checks at malls, businesses and community groups; first aid stations--American Heart Association and River Legacy Foundation.

Chief James A. Field
Fairfax Fire Dept.
Box 1650 RFD1
Fairfax, Vermont 05454
(802) 524-3340 after 5:30 ET

6. New station approved by a 4-1 margin by voters (volunteer dept with larger than needed roster and a waiting list of potential members); budget is up 10% this year, passed with not a single no vote.

9. Merchants and business donated over $3000 of corporate money to the dept so far this year; Rod and Gun Club is holding a raffle to raise money for the fire dept. They are doing all of it. Ladies auxiliary is doing a craft show for our benefit. We don't have to participate in any of these areas for additional revenue.

Chief Glenn Gaines
Fairfax Co. Fire & Rescue
4100 Chainbridge Rd. Fl. 7
Fairfax, Virginia 22030
(703) 246-3801

6. Positive press coverage of emergency incidents; positive press coverage of non-emergency events, i.e., training and fire prevention.

9. No answer.

Chief Dennis Sargent
Salt Lake City Fire Dept.
315 E. 200 South, Ste 700
Salt Lake City, Utah 84111
(801) 799-4152

6. A firefighter produced a translation guide in 8 languages for medical assessment questions; weekly feature articles highlight positive features of fire department operations; utilizing a "coproduction approach" to include citizens in emergency planning.

9. A chemical leak in November '91 caused some alarm among residents. The local emergency planning committee was reorganized to include a community council resident as co-chair. Department officials attend city and community council meetings as part of a customer approach based on total quality management.

Assistant Chief Mary B. Muhir
Montgomery County Government
Depart. of Fire & Rescue Svc
101 Monroe St., 12th Fl.
Rockville, MD 20850
(301) 217-2099

6. Conduct public fire education program and have large display at annual county fair. Many of us feel we should be involved in marketing, especially with tight economy.

9. No answer.

Chief Harry Diezel
Virginia Beach Fire Dept.
Municipal Center
Princess Anne Executive Park
Virginia Beach, VA 23456
(804) 427-4228

6. Safety and education, prevention, engine company school adoption program, tours, lectures, safety classes.

9. No answer.

Chief John Angel
Waldo-Paradise-Natoma-RFD #3
P.O. Box 67
Paradise, Kansas 67659
(913) 998-4339

6. Showing off fire trucks and equipment to school children; quick response to all fires in different district.

9. No answer.

Chief Dean Rossing
Hudson Fire Dept.
222 Walnut St.
Hudson, Wisconsin 54016
(715) 386-5861

6. Open house, public safety day, bingo and raffle prizes, door prizes, fire and rescue dance, parades, good inspection program, good public education program in and out of schools with lots of printed material.

9. No answer.

Chief Gary Wise
Orem Public Safety
56 N. State
Orem, Utah 84057
(801) 224-7021

6. Marketing to city officials and other departments; maintain and extend P.R. with the public; visibility, press interaction.

9. lst aid and CPR classes; citizen's academy; station family tours; Boy Scout merit badges & tours; baby sitting courses; Learn Not to Burn (K- 3rd grade); Safety City with Pluggie.

Chief Richard Ryan
Concord Fire Dept.
209 Walden St.
Concord, Massachusetts 01742
(508) 369-9773

6. Ambulance scene; fire prevention in the public school system; blood pressure clinic at each station.

9. No answer.

Chief Don Wise
Moundsville Fire Dept
804 6th St.
Moundsville, WV 26041
(304) 845-2050

6. By appeasing local merchants and organizations to water their trees, flowers and grass in dry periods, hose down their parking lots, playgrounds, boat ramps, etc., and put up flags and rope on flag poles.

9. No answer.

Chief Bobby Williams
Spokane Fire Dept.
W. 44 Riverside
Spokane, Washington 99201
(509) 625-7030

6. Bond election and EMS levy results 70± passage; high marks in city citizen survey; active citizen CPR participation.

9. No answer.

Chief Tom Smith
Oklahoma City Fire Dept.
820 NW 5th
Oklahoma City, OK 73106
(405) 297-3314

6. No answer.

9. We go to schools and teach teachers, we teach day care operators, we go to neighborhood meetings.

Paula Peterson
St. Paul Fire Department
100 E 11th St.
St. Paul, MN 55101
(612) 228-6203

6. Public Fire Education programs; FD involvement in community-wide programs; block clubs and community council programs; follow up letters sent to public after service delivery; county-wide involvement--Chiefs Association, Juvenile Firesetters Task Force.

9. County-wide juvenile firesetters task force; Juvenile Crime Prevention Advisory Council; Coalition for fire safety education (target specific neighborhood); committees set up to deal with specific addresses, problems; task force in senior fire safety.

CITY OF

PORTLAND, OREGON

FIRE PREVENTION DIVISION

Dick Bogle
Commissioner of Public Safety
Lynn C. Davis, Fire Marshal
55 S.W. Ash Street
Portland, Oregon, 97204-3590
(503)823-3700

July 30, 1992

XXXXXXXXXXXXXXX
XXXXXXXXXXXXXXXXXXXX
XXXXXXXXXXXX

Dear XXXXXXXXXX:

I'm writing to ask your help as part of a research project being conducted for the National Fire Protection Association. The project is entitled "Marketing Your Department in the 1990's." The purpose is twofold. First, to identify as many ideas as possible for "marketing" fire departments to their community during tight economic times. The second, is to try and determine what successful marketing really means.

For example, to some "marketing" means maintaining a positive relationship with the community. To others, it means getting adequate financial support from taxpayers. In both cases, I hope to uncover some information that will benefit my own department, and yours too. Your help can make that goal a reality.

Would you either fill this questionnaire out - or assign it to a responsible person in your department. This questionnaire and any accompanying material you send back, will help me to put together a report that can help many of us. Your participation will make the report more valuable, and assure that you receive a copy when it is complete In May of 1993.

By surveying 100 departments across the country, I hope to gather a number of good ideas that can help all the fire service. Please direct all correspondence and questions to:

Jim Crawford, Asst. Fire Marshal
Portland Bureau of Fire, Rescue and Emergency Services
55 S.W. Ash St.
Portland, OR 97204
503/823-3800

Thanks in advance for any consideration you can give.

Sincerely,

Jim Crawford

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"MARKETING" SURVEY

1. Is your department part of a:

   A. Special Service District
   B. County government
   C. Part of municipal government
   D. Other (Please Explain) _____

2. On a scale of 1-10 (10 being highest) how would you rate public opinion of you department:

   1, 2, 3, 4, 5, 6, 7, 8, 9, 10

3. On a scale of 1-10 (10 being highest) how would you rate public support of your department (eg. Community actively supports department budget).

   1, 2, 3, 4, 5, 6, 7, 8, 9, 10

4. On a scale of 1-10 (10 being highest) how high would you rate support of your governing officials for the fire department?

   1, 2, 3, 4, 5, 6, 7, 8, 9, 10

5. Examples of "marketing" efforts could include a wide variety of public education or public relations activities. It could also include offering services that are new to the fire department--in order to obtain more community support.

   How would you define successful "marketing" of your department?

   1. Good public relations
   2. Budget support
   3. Other (Please Explain) _____

   _____

   _____

6. Would you list examples of successful "marketing" programs in your department?

7. Does your "marketing" strategy involve active participation of the community?

   Yes No (If "No" skip to 10)

8. How do you involve the community in these services?

   A. In planning them
   B. In Implementing them
   C. Other (Please Explain) _____
   _____

9. Can you list examples?

   _____
   _____
   _____
   _____
   _____
   _____
   _____

10. How do you evaluate the success of these "marketing" efforts or Community type services?

If we wish to contact you again for additional information, who could we contact:

NAME_____
TITLE_____
AGENCY_____
PHONE #_____

Please return your survey (and any additional materials) to:

Jim Crawford, Assistant Fire Marshal
Portland Bureau of Fire, Rescue & Emergency Services
55 SW Ash Street
Portland, Oregon 97204-3590

THANK YOU VERY MUCH FOR YOUR TIME AND EFFORT. WE WOULD APPRECIATE ANY COPIES OF WRITTEN MATERIALS, PROGRAM DESCRIPTIONS, AUDIO OR VIDEO TAPES YOU MIGHT SEND. WE DO NOT HAVE THE ABILITY TO REPLACE TAPES, BUT WE CAN SEND THEM BACK.

APPENDIX B

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LITTLETON FIRE DEPARTMENT--MARKETING TEAM

Common sense indicates that bad word-of-mouth advertising is harmful, but now research of the Technical Assistance Research Program, Inc., has measured the effect. According to the Wall Street Journal, the company studied a sample of 175,000 inquiries and complaints the Coca Cola Co. received from consumers in 1980. Persons who complained and got no response or an unsatisfactory response were found to relate the complaint to 9 or 10 other people (who might tell others). In 12 percent of the cases, a complainer told more than 20 friends and associates about the problem. If the complaint to Coca Cola was resolved satisfactorily, the average person shared the good news with three or four people.

Public complaints should never be ignored. No matter who is right or wrong or what the issue; they should be answered. The complainant may become an influential supporter or a dedicated enemy, depending on how he/she is treated. We must keep in mind the old adage that "bad news travels fast, the worse the news, the faster it travels."

Many things can happen when a breakdown of meaningful communication occurs. Fears grow because they are not answered. Tension mounts because assumptions are made. The citizen perceives good or adequate service is not being received for his tax dollar.

Recommendations:

- A post-fire visit by the fire officer should be made to answer any questions or concerns.
- A post-incident questionnaire should be given to customers, seeking information on:
    - Did the fire fighters handle your emergency efficiently?
    - Was the response time adequate?
    - Did the fire fighters perform the basic salvage and cleanup operations you would expect?
    - Were the firefighters courteous in performance of their duty?
- Provide the owner with the time of call, at scene, and in service. This could be incorporated with the "After the Fire" packet, which should be given by the Fire Prevention Inspector at the time of the investigation.
- Increased awarness by Department personnel of the emphasis that must be made towards public relations. The "customers".

- Any possible public relation problem needs to be routed to a specific individual for review, and action. A report should then be forwarded to C-1, C-2, and BC's.
    - Keep calm.
    - Do not say something just to say something.
    - Do not take offense at persistent questioning.
    - Do not try to hide unfavorable information, or mislead in any way.
    - Never say "no comment."
    - Meeting individual person to person may reduce confrontational situation, as it is easier to be mad and hostile while talking on telephone than when talking face to face.
    - Obtain name and address, and follow-up all complaints with a letter of thanks for their interest.
    - Get back with complainant if information is not immediately available.
    - Complaint resolution must be given highest priority.
    - If a conflict situation is perceived by department personnel prior to receiving complaint, consideration should be given to have Risk Management Officer contact individual first rather than waiting for them to contact us.

He's buried under a 50-ton train. The equipment you need to get him out is being used across town.

LAST YEAR, THE DENVER FIRE DEPARTMENT RESPONDED TO OVER 2,000 CALLS REQUIRING SPECIAL EQUIPMENT. IT'S WHAT WE CALL HEAVY DUTY RESCUE. ONE SUCH CALL WAS RECEIVED ON JULY 4TH, 1989. A MAN WAS BURIED UNDER A 50-TON TRAIN. IF WE DIDN'T GET HIM OUT SOON, HE WOULD HAVE BEEN BURIED FOR GOOD JUST A FEW DAYS LATER.

FORTUNATELY, WE HAD THE EQUIPMENT WE NEEDED, AND IT WASN'T BEING USED, ACROSS TOWN. WORKING FEVERISHLY FOR TWO HOURS, WE WERE ABLE TO SAVE HIS LIFE, BUT HE WAS LUCKY.

IN HEAVY DUTY RESCUE, A MATTER OF MINUTES CAN BE THE DIFFERENCE BETWEEN LIFE AND DEATH. OUR GOAL IS TO PLACE ADDITIONAL HEAVY DUTY RESCUE EQUIPMENT THROUGHOUT THE CITY. IF NEW EQUIPMENT MEANS WE CAN SAVE JUST ONE MORE LIFE, IT IS WORTH IT.

The Denver Fire Department
MORE THAN A FIRE DEPARTMENT

It's still the best way we know how to fight a fire. Before it starts.

NOW DON'T GET US WRONG, WE LOVE BEING FIREFIGHTERS AT THE DENVER FIRE DEPARTMENT. BUT IF THERE WERE NEVER A FIRE AGAIN, IT WOULD BE OKAY WITH US. EVERY YEAR, FIRES ARE RESPONSIBLE FOR DEVASTATING LOSSES IN LIVES AND PROPERTY. AND THAT'S WHAT OUR FIRE PREVENTION PROGRAM IS DESIGNED TO STOP.

LAST YEAR ALONE THE DENVER FIRE DEPARTMENT GAVE OVER 800 CLASSES ON FIRE SAFETY & PREVENTION TO DENVER PUBLIC SCHOOL CHILDREN. WE PERFORMED OVER 36,000 IN-SERVICE FIRE INSPECTIONS FOR BUSINESSES ALL OVER THE CITY. WE CONDUCTED OVER 12,000 CLASSES IN EMERGENCY EVACUATION FOR HIGH-RISE OFFICE WORKERS. AND THAT'S ONLY THE BEGINNING.

BUT IT'S NOT ENOUGH. PREVENTION IS THE BEST WAY TO FIGHT A FIRE. WITH ENHANCED PROGRAMS, COMPUTERIZED SYSTEMS, AND MORE EDUCATIONAL MATERIALS, WE WILL FIGHT EVEN HARDER.

The Denver Fire Department
MORE THAN A FIRE DEPARTMENT

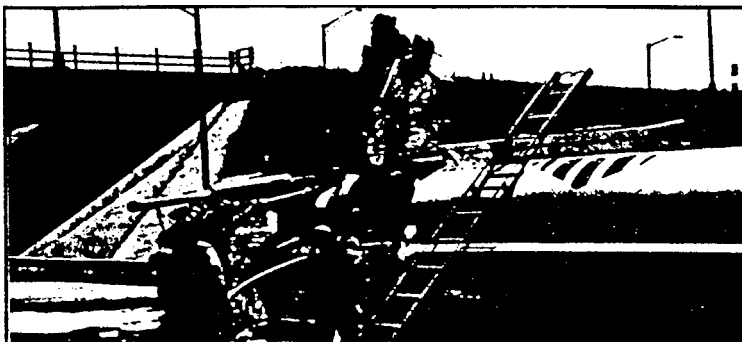
Chances are the first person to treat a heart attack victim won't even look like a doctor.

HE OR SHE WILL LOOK LIKE A FIREFIGHTER, BECAUSE, CHANCES ARE, HE OR SHE WILL BE A FIREFIGHTER. BECAUSE OF THE DISTRIBUTION OF FIRE STATIONS AROUND THE CITY AND COUNTY OF DENVER, THE FIRST PERSON TO RESPOND TO A SERIOUS INJURY OR MEDICAL EMERGENCY WILL, IN ALL LIKELIHOOD, BE A TRAINED AND EQUIPPED FIREFIGHTER FROM YOUR NEIGHBORHOOD FIRE STATION. TRAINED IS THE KEY WORD HERE. TRAINING IS HOW WE CAN SAVE LIVES.

WITH A RAPID RESPONSE AND TRAINED AS AN EMERGENCY MEDICAL TECHNICAN, THE FIREFIGHTER MAY WELL BE THE VICTIM'S FIRST AND BEST HOPE FOR SURVIVAL.

OUR GOAL IS MORE ADVANCED EMERGENCY MEDICAL SERVICE TRAINING. THE MORE WE GET THE MORE LIVES WE WILL SAVE.

The Denver Fire Department
MORE THAN A FIRE DEPARTMENT

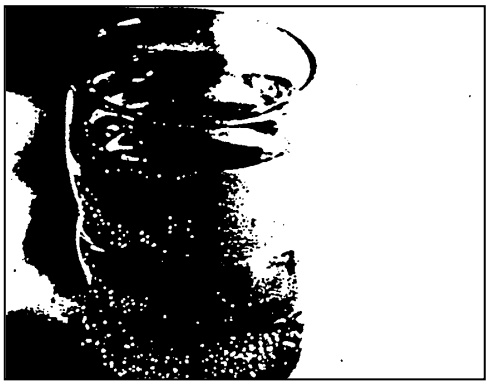


And you thought fire fighting was the only hazardous part of our job

THE DENVER FIRE DEPARTMENT RESPONDED TO 2,300 "HAZARDOUS" CALLS LAST YEAR THAT HAD NOTHING TO DO WITH FIRE. BECAUSE WHENEVER THERE IS AN INCIDENT IN THE CITY AND COUNTY OF DENVER WHERE A HAZARDOUS MATERIAL IS INVOLVED, WE'RE THE ONES WHO ARE CALLED IN TO TAKE CARE OF IT. FOR EXAMPLE, WHEN AN OIL TRUCK DID ITS IMITATION OF THE EXXON VALDEZ LAST YEAR, THE DENVER FIRE DEPARTMENT WAS IMMEDIATELY ON THE SCENE GETTING THE SITUATION CLEANED UP.

WE UTILIZE A THREE-TIERED SYSTEM OF RESPONSE TO ENSURE THE UTMOST IN SAFETY, AND TO MAKE SURE THAT WE CAN RESPOND WITH ALARMING SPEED. THROUGHT FUTURE PROGRAMS, WE WILL MAKE SURE THIS "HAZARDOUS" DUTY NEVER BECOMES A HAZARD TO OUR COMMUNITY.

The Denver Fire Department
MORE THAN A FIRE DEPARTMENT



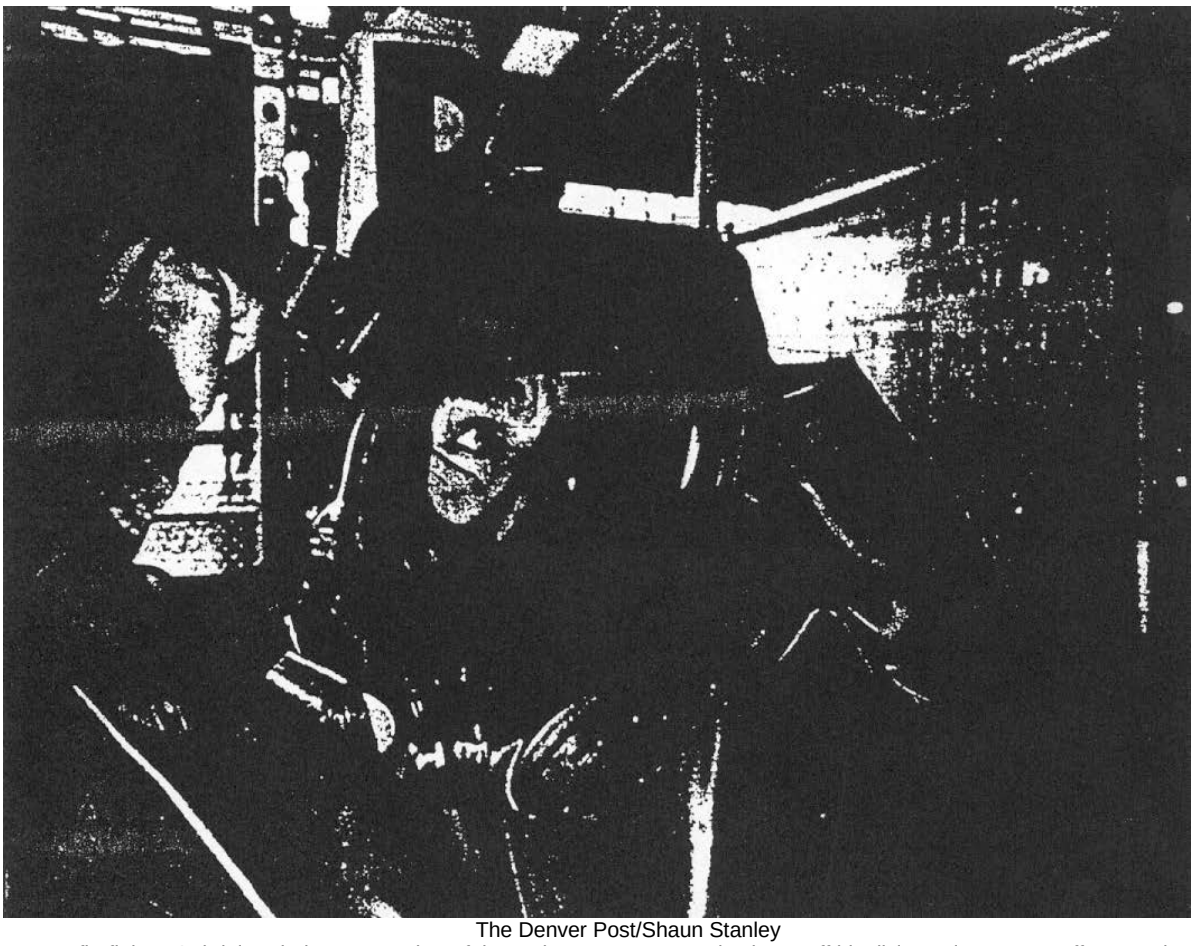
This safe glass of water is brought to you by the fire department

USUALLY, WHEN YOU THINK OF WATER AND THE DENVER FIRE DEPARTMENT, YOU THINK OF US PUMPING GALLONS OF IT ONTO SOME BURNING BUILDING. BUT THE NEXT TIME YOU PICK UP A GLASS OF WATER, THINK OF US, TOO, BECAUSE WE WERE RESPONSIBLE FOR MAKING SURE THAT WATER IS CLEAN.

EVERY DAY WE'RE ACTIVELY INVOLVED IN ENVIRONMENTAL PROTECTION. SOMETIMES IT MIGHT BE CREATING A DIKE TO KEEP A HAZARDOUS SPILL FROM REACHING YOUR WATER SOURCE. OTHER TIMES WE'RE TRANSPORTING BARRELS OF HAZARDOUS MATERIAL FOR SAFE DISPOSAL. AND YET OTHER TIMES, THROUGH THE SUPER FUND REAUTHORIZATION ACT, WE'RE SURVEYING BUSINESSES TO BE SURE THEIR CHEMICAL STORAGE COMPLIES WITH ESTABLISHED SAFETY PRACTICES.

ENVIRONMENTAL PROTECTION, THAT'S PARAMOUNT IN OUR MINDS WHENEVER WE ARE CALLED FOR HELP.

The Denver Fire Department
MORE THAN A FIRE DEPARTMENT



The Denver Post/Shaun Stanley

Denver firefighter Gabriel Archuleta, a member of the underwater rescue unit, shows off his diving suit. Rescue efforts are just one facet of what the department sees as its expanded role of duties in the '90's.

Fire chief tries to sell new image

Marketing blitz aimed at promoting department to council, others

By Bill Briggs
Denver Post Staff Writer

Move over, Madison Avenue.

Denver Fire Chief Rich Gonzales has a hot product to hawk--his department--and the city's purse-string holders are about to feel the brunt of his slick marketing blitz.

Mail boxes at city council chambers, the budget office and key civic organizations will be stuffed this week with the first wave of the unorthodox public-sector sales pitch--4-by-11-inch cards displaying some of the six essential services provided by the department.

That's just the beginning.

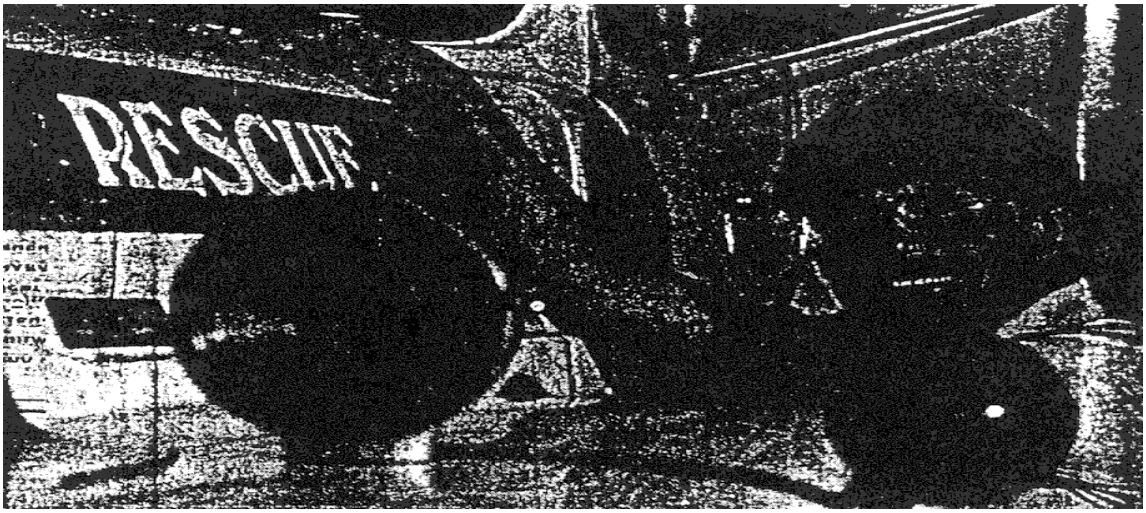
Soon, city officials will begin receiving cards, issued by the department, with comments from citizens it has helped. Then, pithy slogans like "More Than a Fire Department" may be etched onto fire trucks and the department could even undergo a name change.

Gonzales wants Denver residents and political and financial heavyweights to get the work: His department is breaking from its traditional role as firefighters and moving more into other areas like emergency medical situations and hazard-ous material spills.

"The (marketing) strategy is to use the public's (positive) thoughts about us and our thoughts about ourselves to make (city officials) more aware of what we do," Gonzales said.

"So when they make de-cisions about the fire service,

Please see FIRE on 9C



The Denver Post/Shaun Stanley

NEW TACTICS: Fire Chief Rich Gonzales is using marketing techniques to sell his department.

Two council members question fire department's sales pitch

FIRE from Page 1C

about whether we should be cut, whether we should grow or whether we need new equipment, they have a basis for making that decision," he said.

Gonzales doesn't yet have a cost estimate for the plan, but said it will be "very minimal." "We're not talking thousands of dollars here." Raffles and donations will pay for some of the mailing and printing. A Denver marketing firm, Henry-Gill Inc., is coordinating the effort for free.

But two of the peddling program's prime targets, city council members Mary DeGroot and Ted Hackworth, don't think a public agency should spend staff time or money to sell itself.

"We don't have the firemen to keep all of our equipment staffed, and with those limited resources, (marketing) shouldn't be the priority," Hackworth said.

"It's the same thing (the city is) pulling on the airport," Hackworth said. "We're finding out these (new airport status) let special interest group, lobbying for an increased budget and bringing pressure to bear on the city council. It starts to distort the decisionmaking process."

One point Gonzales hopes his program will drive home is that his 828 firefighters spend only 3 percent of their time battling building or house blazes, while nearly half their work hours are now devoted to emergency medical runs, car accidents and rescues.

"The old jokes that we just sit around with the spotted dog playing cribbage all day go out the window," Gonzales said.

A business major working on his bachelor's degree at Regis College, Gonzales has piqued national interest in his sales pitch.

He has been asked to speak to fire officials in San Jose and Vancouver, and the National Fire Protection Association backs the program.

"I think all the city agencies ought to be doing it, "Gonzales said.

"The parks department should let people know it.

Just last week, for example, DeGroot received a small piece of the marketing program--a coffee mug inscribed with the red trademark slogan "More Than a Fire Department."

Recalled DeGroot: "When I got that cup, I said, 'They must want more money.'"

FIRE DEPARTMENT WORK
(By percentage for 1989)

WEED, TRASH 62
FIRES

Fire chief all wet with new name idea

So kid, what do you want to be when you grow up?

A cowboy or…uh…an emergency services department man.

This is no false alarm.

Chief Rich Gonzales intends to change the name of the Denver Fire Department by 1991.

How about calling it Vern?

Tommy Smothers once fell in a vat of chocolate and started yelling "Fire."

"Why did you scream 'Fire'"? asked brother Dick.

"Because no one would have come to save me if I had yelled 'Chocolate.'"

When somebody has a fire in Denver, will they have to say: "Hurry, call the fire de…no, it's fire services, or is it emergency department? What?" Meanwhile the house is burning down.

Doesn't Chief Running Mouth have anything better to do than rattle around in his office and contemplate new names for his department?

Go slide down a pole. Rich. Do something useful.

Actually, during his two-year term in the fire…er…emergency services department's highest position, Gonzales has been a productive, progressive chief. But maybe he should be spending less time worrying about titles and marketing and new stovepipe hats and more time trying to recruit minorities.

"We have to give the message to the membership that this is not the fire department any more. It's bigger and better. Once we can convince the people inside in a year or two, that may be a good time to draft a name change," Gonzales said.

Gonzales believes that a new name would help citizens become more cognizant of all the duties of Denver firefighters. The chief claims that answering fire calls is no longer the primary function of the department. Emphasis has shifted to rescue operations, first aid, education and fire prevention.

HOW ABOUT, THEN, DEPARTMENT OF Fighting-Cat Saving-Jerry Lewis Telethon Helping-Chill Cooking-Building Code Inspecting-CPR Giving Suspender-Wearing Department?

It just doesn't have that special ring.

If Gonzales is determined to change and update his department's name, he should take a hint from the college bowl games and professional golf tournaments.

Why not have the fire department sponsored? With the economy in Denver continuing to stagnate and the funds tight for all city services, the department could consider selling itself to corporate bidders and become partially subsidized. Federal Express paid millions of dollars to be involved in the Orange Bowl name, and how about the AT&T Pebble Beach National Pro-Am, the K mart Greater Greensboro Open and the Independent Insurance Agent Open?

The Martin-Marietta Denver Fire Department.

Coors Silver Bullet Denver Fire Department.

Taco Bell & Bud's Bait Shop Denver Fire Department.

Or The Firemen's Fund Denver Fire Department.

Gonzales could be sponsored, too.

Texaco Fire Chief Rich Gonzales.

SHOULD THAT IDEA not suit the chief, he could think about naming the department after someone famous to give it a unique identity.

The Mrs. O'Leary's Cow Denver Fire Department.

The John Elway Denver Fire Department.

Gonzales could go for a short, snappy TV-type name.

FIRE BRIGADE!

EMERGENCY!

Or Stout Street Blues.

Doesn't Gonzales believe we've sophisticated enough to realize that the members of the department do much more than fight fires? Besides, why does the department suddenly need an image fix?

Who's anti-firefighter?

People may not like journalists or politicians or quarterbacks or even policemen, but everybody loves a fireman, and a firewoman. When we were young we all wanted to wear the boots and the cap and carry the hose and ride the truck and pet the Dalmatian and push the button for the siren and climb the ladder and put out the blaze. Nobody wants to grow up to be an emergency services department person.

What's in a name?

Denver Fire Department is a good, proud, solid name.

Let it be.

Gonzales should stop shouting Chocolate.

Woody Paige's column appears in Denver & The West on Sunday, Monday, Wednesday and Friday.

APPENDIX C

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REFERENCES AND RECOMMENDED READING

BOOKS:

Albrecht, Karl, and Ron Zemke. *Service America.*

Bell, Martin L. *How To Prepare a Results Driven Marketing Plan.*

Drucker, Peter F. *Managing the Non-Profit Organization.*

Laric, Michael V., and Ronald Stiff. *Marketing Management Analysis Using Spreadsheets.*

Osboren, David, and Ted Gaebler. *Reinventing Government.*

Whitely, Richard C. *The Customer Driven Company.*

Benchmarking: A Method For Achieving Superior Performance in Fire and Emergency Services

William G. Gay
Public Management Group
12015 Sugarland Valley Dr.
Herndon, VA 22070-2604

ARTICLES:

Coleman, Ron. "Chief's Clipboard: Marketing Concepts." *Fire Chief*, May 1990.

Ruiz, Bobby. "Total Quality." *Phoenix Fireworks*, Mar./May 1992.

Schumacher, Joe, and Ron Quinsey. "How To Market A Fire Department." *CFE*, Jan./Feb. 1990.

"The Community Fire Station." *Am. Fire Journal Editorial*, Feb. 1992.

Thompson, Justin J. "Recruitment & Retention of Volunteer Firefighters." NFPA Fellowship Paper 1992.

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UNIT 11:
INDIVIDUAL PROJECT PRESENTATION

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Activity 11.1

Individual Project

Purpose

To provide an opportunity for you to present and share the information regarding the project you have worked on throughout this course, titled "Individual Project." Your training challenge or problem may be of interest and value to other students in your class. While this project was intended to be of primarily a value to you and your organization, the opportunity to present the elements of your project will be of interest to other students as well.

Directions

1. You will use the final version of your individual project to prepare for your presentation.

2. While not required, it is highly recommended that you use a PowerPoint® to support your presentation.

3. The presentation should be planned to be about 5 to 10 minutes in length.

4. Your presentation should follow the project development format starting with the problem statement, background significance of the problem, sources you use to develop your recommendations, and finally your recommendations of how you plan to resolve your initial problem upon returning home.

5. You will provide a final typed copy of your individual project to the instructors which will not be returned.

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GLOSSARY

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GLOSSARY

Action Verbs	Help pinpoint the desired level of learning.
Affective	Feeling (attitude).
Affirmative Action	Voluntary action on part of employer to ensure personnel practices meet Equal Employment Opportunity (EEO) requirements.
Application Program	Software that performs relatively complex tasks and that lets you create and modify documents. Some common types of applications are word processors, spreadsheets, databases, graphics programs, page layout software, and telecommunications programs.
ASCII (Ask-ee)	The American Standard Code for Information Interchange. Commonly used by computers to exchange information with other computers (e.g., ASCII text files).
Audience Analysis	The process of gathering relevant information about the target audience.
Baud Rate	A measure of how fast data are transmitted by modem. Most common transmission rates are 2,400, 9,600, 14,400, 28,800, and 33,600.
BBS	Short for Bulletin Board System.
Bitmap Graphic	An image made up of dots rather than objects. Typically produced by paint applications.
Budgeting	A plan for the future expressed in financial terms. It matches anticipated revenue with projected expenditures.
Bulletin Board System	A computer dedicated to maintaining messages and software, making them available over phone lines at little or no charge.
CD-ROM	A compact disk (Read-Only Memory) that allows the user to access large amounts of information. You cannot save files on a CD-ROM, you can only access them.
Central Processing Unit (CPU)	The working electronics of the computer built around the CPU chip.
Cognitive	Knowing (knowledge).

Copyright	The exclusive legal right to reproduce, publish, and sell the matter and form of a literary, musical, or artistic work.
Course Goal	The desired outcome of the instruction.
Crash	A noun or a verb, either of which means that your computer system has suddenly stopped working.
Criterion-Referenced Tests	Test performance is evaluated based on mastery of specific skills and instructional objectives.
Culture	Any group of people who share common beliefs, values, and ways of doing things.
Default	The standard setting (e.g., the predefined sound level until changed by the user).
Design Plan	Plan of action for course development.
Discrimination	Different treatment given to people or groups of people because of some characteristic (e.g., age, race, sex, religion, marital status, national origin).
Disk	A round platter that stores information inside your computer. This information can include files, applications, system software, and more. Expressed in megabytes (MB). Most common types: hard drive and floppy drive (e.g., a 1.6 or 1.7 gigabyte hard drive or 1.44 MB floppy disk).
Document	What you create and modify using an application (e.g., a letter, mailing list, or drawing).
Domain of Learning	Describes the type of learning (cognitive, affective, psychomotor) to take place.
Downloading	Retrieving a file from another computer.
Encapsulated Postscript (EPS)	A standard graphics format that tells a postscript printer how to print an image.
Email	An electronic message sent from computer to computer.
Enabling Objectives	The building blocks needed to achieve the terminal objectives.
Ethics	Principles of moral conduct.

Fair Use	A portion of the Copyright Law that allows for "fair use" of a copyrighted work "…without the need for specific permission as long as your usage is noncommercial for purposes of criticism, scholarship, or research…" (Lester, 141).
File Transfer Protocol (ftp)	Files that can be downloaded, e.g., the latest shareware and public domain games, utilities, and applications.
Financial Management	The art of directing the wise use of money to accomplish an end.
Floppy Disk	A removable disk that is flexible (sometimes stored in a case of hard, nonflexible plastic). Available in 3.5-inch and 5.25-inch formats. Sizes range to 1.44K and sometimes more. CD-ROM is rapidly replacing floppy disks. Floppy drives are being phased out.
Flowchart	A representation using symbols of tasks.
Formative Evaluation	The process used to detect deficiencies and weaknesses in an instructional design that is still being developed and tested.
Four-Step Process	Used to determine training needs: (1) Find a focus. (2) Identify the gap. (3) Assess the gap. (4) Make recommendations.
Gigabyte	A billion bytes of computer memory.
Goals	Describe the desired outcome.
Gopher	By moving through menus, you can access files that can be viewed or downloaded.
Hard Disk	A rigid, nonremovable drive in a computer. It stores large amounts of information that the computer can access.
Human Resource Development	A comprehensive program for developing human resources to meet present and future personnel needs of an organization.
Icon	A graphic symbol or picture usually representing a file, folder, application, disk, or tool on a Macintosh® computer or in Microsoft Windows® software.
Instructional Systems Design (ISD)	The process of systematic and planned course development.
Instructor Guide	The device that gives the instructor all tools and directions necessary to teach a course successfully.

Level of Domain	Refers to the type of behavior the participant has to display to achieve the objective.
Mail Merge	The process of merging database information (like names and addresses) into a letter template in order to create personalized letters.
Manual	A book capable of being handled conveniently.
Media	Materials or objects used to assist the instructor in the teaching/learning process.
Megabyte (MB)	A measure of computer memory and disk space that is equal to approximately 175,000 words.
Methods	Systematic plans or procedures.
Modem	A device that allows computers to talk to each other over phone lines.
Multimedia	Presenting information via a variety of media, including sound animation, video, text, and graphics.
Needs Assessment	Determining the gap between what is being done and what needs to be done.
Negligence	Failure to do something that a reasonable and prudent person would do, or doing something that a reasonable and prudent person would not do.
Network	Two or more computers and/or other devices connected in order to share information.
Object-Oriented Graphic	A picture or other graphic where each object is treated as a unit rather than a group of dots.
Occupational Analysis	An analysis of a particular occupation to determine the knowledge, skills, and abilities that it requires.
Online Service	A large commercial timesharing computer that gives users a wide variety of services, information, and capabilities (e.g., America Online, Compuserve, and Prodigy).
Operating System	The basic software that controls how a computer operates (e.g., System 7, MS-DOS, Microsoft Windows®).
Optical Character Recognition (OCR)	The ability of software to read text from plain paper and to create an editable text file.

Paint Program	A graphics program that creates bitmapped images.
Plagiarism	Using material as one's own without crediting the source.
Psychomotor	Doing (skill).
Random Access Memory (RAM)	The part of a computer's memory used for short-term retention of information. Programs and documents are stored in RAM as you use them.
Risk Management	The process of analyzing the risks that might be faced by an organization and developing a plan to limit the adverse effects.
Sans Serif	A font that has no **serifs** (e.g., Arial).
Scanner	A device that converts images into digital form so they can be stored and used with computers.
Serif	A little hook, line, or blob added to the basic form of a font, e.g., the hook at the end of the letter "y" in Times New Roman, a font with serifs.
Service Bureau	A business that takes material produced on your personal computer and prints it out on an imagesetter or laser printer.
Shareware	Software distributed on the honor system, usually through BBS or online information services. You are allowed to try the software but are required, by honor, to pay for it if you continue using it.
Skill	Ability developed or acquired through training.
Style	A grouping of formats to describe a certain look (e.g., 12 pt., bold, small caps, Helvetica).
Summative Evaluation	The process used to measure the degree to which objectives were met at the end of instruction.
Sysop (System Operator)	A person who runs a BBS.
Tagged Image File Format (TIFF)	A standard for high resolution, bitmapped graphics (greater than 72 dpi).
Task Analysis	The process of dividing a task into smaller parts. The elements of the task analysis become the basis for instruction.

Terminal Objectives	Describe the end results of training in terms of participant performance.
Test Reliability	The degree to which a test consistently measures what it is supposed to measure.
Test Validity	The degree to which a test measures what is supposed to be measured.
Training Division	The fire agency's administrative organization for personnel training and development.
Training Program Manager	The person in the fire agency most responsible for management and operation of the training division and its programs.
Uploading	Sending a file to another computer.
Usenet	A collection of discussion areas, each of which focuses on specific subjects.
Video RAM (VRAM)	VRAM is dedicated to handling images on monitors.
Virus	A program that functions on your computer without your consent. A virus may do little harm or it may destroy data.
Wide Area Information Servers (WAIS)	A system that lets you search for documents that contain the information for which you are looking.
World Wide Web (www)	Hypertext links on a Web page (screen pages filled with text and graphics) that can lead you to other pages, sites storing files for downloading, sound bites, or even video clips.