

Managing in a Changing Environment

MCE-Student Manual

1st Edition, 1st Printing-September 1995



Homeland
Security

FEMA/USFA/NFA
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U.S. DEPARTMENT OF HOMELAND SECURITY

PREPAREDNESS DIRECTORATE

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

FOREWORD

The U.S. Fire Administration (USFA), an important component of the Department of Homeland Security (DHS) Preparedness Directorate, 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), National Fire Programs (NFP), and the National Preparedness Network (PREPnet). 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 its 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.

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

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

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

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

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

ACKNOWLEDGMENTS

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COURSE GOALS

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

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

TARGET AUDIENCE

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

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

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

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

Firefighters assigned to positions with decisionmaking responsibilities.

COURSE SCHEDULE

MODULE

Module 1: Economic Impacts on the Fire Service

Module 2: Social Impacts on the Fire Service

Module 3: Political Impacts on the Fire Service

Module 4: Technological Impacts on the Fire Service

Module 5: Course Conclusion

MODULE 1: ECONOMIC IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

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

ENABLING OBJECTIVES

The students will:

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

NATIONAL STANDARD

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

GLOBAL ECONOMICS HAS LOCAL IMPACTS

Imports Exceed Exports

U.S. goods and services are no longer as competitive in the global economy as in past years. In 1970 imports represented 6.1 percent of the Gross National Product (GNP), and exports 6.8 percent. The GNP is the total value of all goods and services produced and consumed annually. By 1986, exports had risen to 10.1 percent of the GNP, but imports had more than doubled to 13.1 percent. Recent trade accords such as GATT (General Agreement on Tariffs and Trade) and NAFTA (North American Free Trade Agreement) will open U.S. markets to even more competition. The share of the world market is shrinking for U.S. goods and services.

U.S. Share of World Economy Shrinking

The U.S. share of the world economy shrank from 35 percent in 1960 to 24 percent in 1994. The balance of trade shifted in 1976 from a positive balance and started a precipitous slide to current deficits in excess of \$200 billion annually. Because of this the United States has become the world's largest debtor nation.

Reasons for the Economic Decline

- Growth of other economies.

The growth of the European economy and the Pacific Rim countries (Japan, Korea, Taiwan, Hong Kong, etc.) has been phenomenal. After World War II, America survived as the only world leader with its industrial base fully intact. While this led to incredible export advantages during the 1940s, 1950s, and 1960s, it proved to be a disadvantage starting in the 1970s when our aging industrial infrastructure became a liability compared to those of Japan and Germany, which had retooled theirs with the latest technology.

- Loss of technological leadership.

Foremost among the key areas of economic decline was the loss to other countries of the technological lead in many vital consumer goods markets. For example, currently there is no domestic manufacturer of televisions or VCRs in the U.S. More than 60 percent of the small appliance manufacturing is done overseas. More than 80 percent of the low-end semiconductor chip manufacturing is done overseas.

- Decline of U.S. productivity.
 - 1940 to 1965--4 percent average annual increase.
 - 1966 to 1988--1 percent average annual increase.

There has been a dramatic decline in U.S. productivity over the past 30 years; it increased at an average rate greater than 4 percent during the late 1940s and 1950s, and the value-added benefits of increased productivity raised the U.S. standard of living to the highest in the world. But starting in the 1960s, U.S. industry went into a productivity decline that slumped to an increase rate of one percent or less through most of the next three decades.

Current economic woes are attributable largely to these declines in productivity which have crippled the U.S.'s capability to be competitive in the world market (including the domestic market). Since 1989, U.S. productivity has increased each year, and by 1994 it had risen to 2.2 percent. However, it is important to understand that much of this is attributable to the downsizing of U.S. companies during the period 1990 to 1994. Productivity is calculated on the basis of the dollar value of inputs (labor costs, material costs, production costs) compared to outputs (value of the finished goods or services). As the labor costs go down because of layoffs, the productivity naturally goes up.

While this is certainly a positive sign of economic adjustment, it is not a dramatic reversal of the overall trends of economic decline. It signals that companies and workers who are willing to accept the new leaner and meaner philosophy will survive into the 21st century.

- Decline of manufacturing jobs.
 - High wages.
 - Automation.
 - Foreign labor competition.
 - Natural economic evolution.

The loss of good-paying jobs in the manufacturing sector has changed our economy and society. High labor costs in manufacturing made change inevitable and automation economically feasible. Cheaper labor rates overseas made shifts in lower skilled manufacturing jobs viable, even with the increased transportation costs of importing the finished goods.

The labor market shifts in manufacturing are similar to those which took place in agriculture during the early part of this century. Automation replaced most agricultural workers, and where it could not, migrant

workers were imported to do the nonautomated jobs more cheaply. The changes are a result of the free market economy, which produces benefits to broad consumer markets in the economy. It would be impossible to prevent this natural economic shift without closing American trade borders, which would send the cost of manufactured goods through the ceiling.

- Declining educational system.

At a time when high-end educational and training requirements are essential to success in the global economy, the U.S. educational system is failing. U.S. workers are less educated and have lower skills than ever before compared to other developed nations. In surveys of the top 15 developed countries, the U.S. consistently places in the bottom third in achievement. The United States consistently spends a third less of its GNP for education, compared to most of the top 15 developed nations, and gets less for its investment.

Declining Standard of Living

- \$30,900 in 1980.
- \$29,500 in 1992.

There was a decline in real wages (adjusted for inflation) in the 1970s and 1980s. The average middle-income family's postfederal tax earnings dropped from \$30,900 in 1980 to \$29,500 in 1992 when adjusted for inflation (Congressional Budget Office).

Decline in Benefits

- 1979--55.7 percent.
- 1994--48 percent.

There has been an even more dramatic decline in fringe benefits for workers. The percentage of workers covered by a defined pension plan continues to decline, from 55.7 percent in 1979 to 48 percent in 1994. Defined-benefit pension plans have been shutting down at an alarming rate. Defined pension plans are the traditional pensions which guarantee a specific pension payment, such as 75 percent of top pay. Many are being replaced by such plans as the 401K, which yield results that depend on how much is put in and how well it is invested. In addition, employee cost-sharing of both retirement and health insurance increased by 32 percent from 1988 to 1992.

Decline in Home Ownership

- 65.6 percent to 63.9 percent.
- 48 percent cannot afford modestly priced homes.

Another important indicator of the standard of living is home ownership. In the 1980s, home ownership declined from 65.6 percent to 63.9 percent. Of the remaining families not owning homes, a recent Census Bureau survey showed that 48 percent could not afford a modestly priced home, which is defined as a home cheaper than 75 percent of the homes in the local market. Home ownership has declined consistently throughout the decade in all three age categories used by the Census Bureau (21 to 35, 36 to 55, and 56 to 75).

DECLINE OF THE ECONOMY HAS REDUCED GOVERNMENT FUNDING AVAILABLE FOR FIRE SERVICES

Regionalized Economy

Local budgets have shrunk in jurisdictions having economic recessions. The U.S. economy is highly regionalized. Some regions have experienced serious recessions while other regions experienced expansion.

Downsizing

- U.S. manufacturers reduced their work force by 20 to 50 percent over past years.
- Job losses in manufacturing averaged over 2,000,000 annually over the past 5 years.

Downsizing is going on throughout the economy. Most major manufacturing companies have reduced their work force by 20 to 50 percent from what it was only 25 years ago. The number of manufacturing jobs lost over the past 5 years has averaged more than 2,000,000 annually. Some examples of recent job reductions in well-known industries are

Recent Job Reductions

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

Most of the reductions have come in the middle management ranks. Business organizations have cut costs by cutting personnel: operating "leaner and meaner." This philosophy corresponds well with the trend toward team management and employee empowerment.

GROWTH OF GOVERNMENT SPENDING HAS CREATED RESISTANCE TO INCREASING RESOURCES FOR THE FIRE SERVICE

Taxes Have Increased Significantly as a Percentage of Gross Income

- In the 1890s, taxes accounted for approximately seven percent of gross personal income.
- By 1927, with the addition of the federal income tax during WWI, approximately 15 percent of personal income was spent in taxes.
- By 1990, 43 percent of personal income was spent in local, state, and federal taxes of all kinds, and each year it continues to increase.

In 1994, the Tax Foundation reported that Tax Freedom Day (the day through which average Americans have to work just to pay all local, state, and federal taxes before earning any money for themselves) was May 15, the latest ever. While federal income tax rates have fallen, the actual overall federal tax burden increased because of increasing Social Security, and other taxes and fees.

At the same time the federal government was cutting funding to state and local governments drastically, shifting the burden to state and local taxes. During this same period the federal government instituted a number of federal mandates without providing funding to implement them,

increasing the budget pressure on local government, and causing dramatic increases in state and local taxes.

State and Local Government Employment has Outpaced Growth in the Private Sector

- Expanded 15 percent during the 1980s.
- Public sector wages increased 62 percent from 1981 to 1991.
- Outpaced inflation by nearly 50 percent.
- Outstripped private sector wage increases.

State and local government employment expanded by 15 percent during the 1980s. Government employees' increases in real income have been greater as compared to private sector employees' increases. State and local public sector wages increased 62 percent from 1981 to 1991. This outpaced inflation by nearly 50 percent, and outstripped private sector wage increases by nearly 55 percent.

Government Productivity

Public sector employment has had serious problems establishing a positive record in productivity. While government improved its productivity from 1970 to 1985 over the average productivity figures of the previous 15 years, it is still at a -.7 percent average for the period.

The fire service is positioned better than most public agencies to demonstrate the improvements in productivity it has made in EMS, first response, rescue and extrication, haz mat, and confined space rescue. However, it has done little to measure and quantify its productive output to demonstrate these gains to the public.

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

ECONOMIC IMPACTS ON VOLUNTEER ORGANIZATIONS

- Second jobs and overtime.

Economic pressures have reduced volunteer availability because of second jobs and overtime. Working hours have gotten longer. Between 1979 and 1987, the average American worker put in 95 more hours annually than in the previous decade. Employers, especially in the past five years, have been reluctant to add workers even in periods of business expansion because of the costs of fringe benefits and fear of economic volatility. This has resulted in large volumes of overtime requirements for current workers to meet peak demands. The net effect has been to reduce the number of hours available to the volunteer fire service.

- Increased family responsibilities.

Dual-income families prevent spouses from being active because of increased child and home care responsibilities. Changing social values place more emphasis on the role of men in sharing childrearing responsibilities. Longer work hours for both spouses, including take-home work, reduce both spouses' opportunities to participate in volunteer organizations, especially if children are in the home.

- Reduced contribution.

Declining disposable income in communities has meant less in the way of contributions in many parts of the country hurt by the recession of the early 1990s.

- Limits on tax rates.

Some communities have specific restrictions on the limits of fire district taxes, while in other cases there are political limits on how much of an increase the community will approve through the budget process. Many volunteer departments are feeling the pinch.

IMPACT OF THE ECONOMY ON THE PAID FIRE SERVICE

- Reductions in benefits.

The paid fire service has been following the trends of private industry in reducing fringe benefits, as well as wage increases. Public unions are unlikely to exert the same leverage in coming decades because of the precipitous drop in union membership in the private sector work force. There will be a smaller unionized work force in the private sector to support public union demands, and more and more backlash caused by the faster rise in public employment income versus private sector income.

Many public agencies already have asked public employees to pay larger proportions of health insurance, and to shoulder a larger portion of the retirement system, or to take reductions in those benefits. The growth of 401(k) plans has provided alternative retirement vehicles, and more cities are turning to them as an alternative to traditionally funded plans. Some retirement plans are underfunded and simply will not have the financial resources to provide coverage when the baby boomer generation begins to retire in large numbers, although this will be less of a problem in the public sector.

- Reductions in annual budgets.

Annual budget reductions depend on the health of the regional and local economy in our fragmented economy. Some areas of the country have shown quite strong growth, even in the past few years of recession, while other areas are in the throes of downsizing to survive.

In the first of two current examples, the state of North Carolina produced a surprising \$250-million revenue surplus for 1994; at the same time the state of California continued to suffer through its worst recession in recent memory. Budgets for some fire departments are likely to see very sharp reductions, while other departments may see little change.

- Reductions in staffing.

Many smaller paid California departments currently run two-person engine companies. Staffing levels will remain a highly localized phenomenon, based much more on local political and economic conditions than on scientific assessments of needs.

- Reductions in stations.

Decisions to close or open stations, like staffing decisions, are local issues, and relate primarily to the local political environment. The fire service has discovered that most communities are willing to accept station closings as a trade-off in tax relief, if even on a temporary basis.

ALTERNATIVE FUNDING SOURCES IN THE FIRE SERVICE

Traditional Taxation Systems

- Local property taxes.

The most traditional system for funding fire departments, but most subject to tax revolt because of market saturation.

- Local sales taxes.

Distributes tax burden across nonresidents in jurisdictions where much of the services are consumed by nonresidents, such as commuter work forces, or tourist populations.

- Special taxes.

They are valuable because they circumvent property tax control legislation in some jurisdictions. These taxes are still based primarily on assessed values.

Direct Taxes

- Fire flow assessments.

These are based on formulae that use actual fire flow numbers for the type of construction and square footage of the building in question, rather than on the basis of assessed value.

- Benefit assessments.

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

Fee Systems

- Direct cost recovery for fire response.

Cost recovery for fire response is still relatively rare because most fire departments with a tax system regard the system as counterproductive.

- Direct cost recovery for EMS response.

Emergency response fees are the most common source of revenue for EMS; these generally are predicated on cost recovery from medical insurance. Noninsured clients seldom pay.

Nonemergency transport fees are a revenue and service opportunity which some departments have promoted aggressively. Departments often are prevented from offering this service if private ambulance services exist in the market.

- Subscription programs.

These are most frequently used in EMS, but sometimes used in fire protection as well. Similar to insurance, in that a flat annual subscription will guarantee no additional charges that year, regardless of how often the service is used. Generally exempts recoverable costs provided under insurance from this protection.

- Direct cost recovery for haz mat or specialized services response.

Unlike normal fire response calls, cost recovery for these specialized responses has been a common practice from the beginning of the offering of these services. Cost recovery includes supplies and equipment used, as well as all labor costs for the amount of time on scene. The cost recovery system for haz mat has been extended to confined space rescue, trench rescue, and other services aimed primarily at the business sector.

- Risk fee systems.

Also pioneered in the field of haz mat, it is often considered preferable to fee recovery systems because of the consistent revenue. Fees are set according to the cost of developing and maintaining the special response capability for the assessed risks in the community. These systems tend to develop around business needs mandated by OSHA, such as haz mat and confined space rescue.

- Inspection fees.

This was the first area in which the fire service pioneered the use of fees. First used in the 1970s in the wake of the first property tax revolts, they have gained widespread acceptance in the fire service. Because mandated inspections are done on commercial properties, a fee system was a logical reallocation of costs. The ethical imperative is to ensure that the cost recovery is accurate and limited to actual expenditures, not to create "profits" to spend elsewhere on other activities or equipment.

Many departments are setting reinspection fees higher than actual costs to replace fines as the economic incentive for maintaining compliance. Fees can be collected more inexpensively through property liens by the tax office than through the citation process, which ties an officer up in court for hours. The Benicia Fire Department in California is reallocating costs to provide an incentive to companies to maintain compliance with the fire code. Companies which have no violations are not charged an inspection fee. Companies in violation, which must be reinspected, bear the cost of offsetting the bulk of the inspection program.

This is a perfect example of ideal cost allocation, because the costs of the program are assessed to the businesses which necessitate the existence of an inspection program in the first place--businesses which have conditions unsafe to their employees and the public.

- Development impact fees.

This is an allocation of costs to provide service for new development to those segments of the community which will be the primary beneficiaries of that development. This is part of an overall trend to prevent current citizens and businesses from having to bear the cost of creating the infrastructure which is only necessitated by the new development. The impact fees are limited to the initial property and equipment costs for new stations, and not the far more expensive recurring costs of staffing that station.

Fines, Citations, and Penalties

- False alarm penalties.

False alarm penalties are not a fee, since it is difficult to measure the actual costs incurred in responding to a false alarm. There are costs in the additional risks in making an unnecessary emergency response, and the disruptions it causes to other vital activities. Financial penalties are set more typically at levels to encourage making corrections to faulty alarm systems by making it more expensive to allow false alarms than to correct the technical problems.

- Alternative financial incentives.

Citations are an inefficient means of ensuring compliance because of the cost of court time for fire, court, and business personnel. Citations engender hostility toward the fire department while other alternatives may bring about corrections. They may be essential as the last resort to compel compliance from recalcitrant and callous property owners who flout the law, if property seizure through tax liens is not available because of local legal restrictions.

One of the best sources of detailed information on all these funding options is the USFA publication, *A Guide to Funding Alternatives for Fire and Emergency Medical Services Departments*. It is described in the bibliography and can be obtained from the USFA publications office.

STRATEGIES TO COUNTERACT ECONOMIC PRESSURES

A number of steps can be taken to develop the right combination of strategies to meet local needs and problems. There are eight steps that should be taken to develop a comprehensive strategy which would address this.

1. Assess local political attitudes.
2. Analyze local needs and assemble data.
3. Identify the benefits to the community of current or new services.
4. Choose the fairest allocation of cost.
5. Build political alliances and sell the proposal to the key players.
6. Sell the proposal to the general public.
7. Implement the program fairly and efficiently, with an emphasis on worker productivity and accountability.
8. Evaluate and account for cost allocation over the long run to maintain public trust and confidence.

Activity 1.1

How Events Have Affected the Economy in the Community

Purpose

To identify the most significant economic events in your community.

Directions

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

Activity 1.2

How Economic Changes Have Affected the Fire Department

Purpose

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

Directions

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

Activity 1.3

Formulating Strategies for Economic Issues

Purpose

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

Directions

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

Activity 1.3 (cont'd)

Strategic Planning Worksheet

Community Economic Impact:

Department Impacts:

Strategic Plan:

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

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

- c. Where is the information available?

- 3. What are the prime benefits of the service to the community?
 - a. Whom does it benefit?

 - b. How can it be measured?

 - c. How can it be documented?

- 4. What is the fairest means of allocating costs?
 - a. Who are the primary beneficiaries?

 - b. Which funding mechanism makes the best fit?

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

 - b. How can you address their interests?

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

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

8. How will costs be allocated?
 - a. Will costs be short term or long term?
 - b. Will funding strategies require financing with payback over a period of years?

- c. Will the expenditures continue to benefit new residents moving to the community in the future?

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

MODULE 2: SOCIAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

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

ENABLING OBJECTIVES

The students will:

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

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

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

INTRODUCTION

The social environment of the fire service is changing. In fact, it probably always has been changing. But today, the social factors affecting the fire service seem to be changing more rapidly than ever. In this module, we will examine these social factors.

We will look at the history of our country and the events that have affected our culture. We will look at recent social development and examine why we need to be alert for changes during the coming decade. In doing so, we will begin to see the beneficial challenges we face as we build a multicultural work force. We will review the prominent legal factors which have come into play and that affect our responsibilities as fire officers.

The module contains a set of workplace scenarios which will assist us in learning something about our abilities to work with cultural and social issues. Finally, we will discover strategies that can be employed as we seek to deal effectively with the changing social environment of the fire service.

CULTURE AND DIVERSITY

The Changing Composition of the United States

The composition of our population is changing. When we look at our society today, it is vastly different from the society that existed when the country was founded.

1770 to 1870

In the late 1700s, American society was made up of predominantly white, Anglo-Saxon settlers struggling to establish livelihoods, businesses, and families. The government was made up of white males. That was the way society functioned. Virtually all of the laws that were made and the businesses that were founded were founded and owned by white men. African-Americans were present during the early years of the country, but they were slaves.

The new United States of America evolved slowly during its first century. The Civil War demonstrated that this organization of states would, indeed, remain united; it was the Civil War which, once and for all, helped to settle the question about Negroes. They were no longer slaves to a white society. They were "freemen."

1870 to 1970

The next 100 years saw dramatic change. Between 1870 and 1970, the power structure of society began to shift. Former slaves gained full citizen status. The early Civil Rights movement began. African Americans began to demand their full civil rights and, in 1909, the National Association for the Advancement of Colored People (NAACP) was founded. In the 1920s, Marcus Garvey, founder of the Universal Negro Improvement Association, was responsible for the flowering of African American creative talent in literature, music, and the arts. The movement came to be known as the Harlem Renaissance and resulted in a rise in race consciousness among blacks in the New York area (Compton's 1994). The Industrial Revolution ignited a fire of enthusiasm among Americans and those who wished to become Americans. Immigrants, primarily from Northern Europe, poured into the country. They saw, in America, an opportunity to excel and achieve. Immigrants by the thousands settled in the big cities, forming neighborhood enclaves, and establishing common support for one another--churches, food stores, clothing outlets, and social clubs. Shortly after the turn of the century, women secured the right to vote. Women also played a prominent role in the massive work effort undertaken during World War II. In that war, women moved out of the home and into the factory, taking on responsibilities that had previously belonged only to men.

The 100 years following the Civil War saw significant changes wrought through judicial and legislative initiatives. Ten amendments to the Constitution were passed during this period, many of which dealt with provision of rights to women and minorities. During the later part of that period, the modern Civil Rights movement was born. The Civil Rights Act of 1957, the first federal civil rights legislation to be passed since 1875, authorized the federal government to take legal measures to prevent a citizen from being denied voting rights (Compton's 1994). The Civil Rights Act of 1964 was passed and the age of equal opportunity was introduced. In 1964, the 24th Amendment to the Constitution banned the poll tax, and in 1965, the Voting Rights Act eliminated all discriminatory qualifying tests for voter registrants (Compton's). During the 1960s and early 1970s, guidelines for nondiscriminatory hiring were developed and court orders and consent decrees combined to assure affirmative action.

1970 and Beyond

Since the early 1970s, the nation has seen new power struggles in American society. African-Americans, Hispanics, Native Americans, and women all have emerged to demand their rightful places as citizens and workers. Civil disturbances have erupted in the large cities as they

strain to grow under a new, diverse challenge. Judicial cases have seen the courts issue major rulings in regard to racial, sexual, age, and religious discrimination. Special interest groups have emerged as powerful voting blocks--the National Association for the Advancement of Colored People (NAACP) and the National Organization for Women (NOW) among them. Education has seen the demand for alternative language courses in schools, and the design of single-culture study programs such as Afro-centric and Judaic studies. Figures released by the United States Census Bureau in 1992 indicated that Americans claimed dozens of different ancestries. More than 30 different ethnic designations were each named by more than 100,000 persons, and numerous others were listed by smaller numbers of respondents. Among the largest groups were German, 58 million; Irish, 38.8 million; English, 32.7 million; African American, 30.2 million; Hispanic, 22.4 million; Italian, 14.7 million; United States, or American, 13 million; French, 10.3 million; and Polish, 9.3 million (Compton's, 1994).

Diversity Defined

The result of this historic social evolution is that we now find a country seeking to accept the differences among our peoples and to realize a kaleidoscope of diversity, in the workplace, and in society. What does this mean? It means that we are of the belief that people can maintain their cultural characteristics while cooperatively working, living, and sharing mutual goals. Diversity is defined as the characteristics which make people distinct--race, skin color, sex, age, national origin, disability, and religion.

Culture Defined

Culture is defined as learned behavior patterns of people--what they think, what they say, what they do, the things they make, what they believe, what they value, and what they feel.

It is now acceptable that the workplace should reflect the society in which it operates. That is no different for the fire service. In fact, the fire service has a larger obligation to reflect society because it functions as an element of a democratic society. Representation is a critical component of democracy. Thus, the fire service must represent the diversity of the community it serves.

Fire Service Obligations

The fire service should adopt an open, supportive environment toward diversity. Organizational policies should reflect that commitment. Fire officers should understand and enforce the laws which assure equality. Finally, the fire service constantly must remain aware of changing social influences and their potential impacts on the organization.

A CHANGING SOCIAL PERSPECTIVE

To understand the changing social environment of the fire service, we first must look to the historical record to see what has brought us to this place of change. The following list of social factors will illustrate why we must recognize our changing culture and the challenges presented in forming our future fire service.

Changing Cultural Roles in the Workplace

The fire service is faced with some unique challenges. Just as the private sector has been drawn into a competitive world market during the past three decades, the fire service now is confronted with the need to compete. The public-funded fire service is scrambling to gain a diminishing share of citizen dollars--through taxation or donation. The volunteer fire service faces the same critical competitive demands as the career fire service. Drawn into the midst of these issues is the mid-level manager, who forms the lynch pin between fire department leadership and the groups who directly deliver services to the community and to fellow employees.

Employee Empowerment

Today, the fire service must empower its employees, a concept alien to management structures in many fire departments. Empowering employees means allowing employees, at their respective levels of responsibility, to make decisions, without hierarchical permission, regarding service delivery initiatives. Empowerment means autonomy for the service-level employee--the firefighter, the inspector, the public educator, the paramedic, the apparatus mechanic, the driver/engineer. Most fire department managers are not ready to relinquish that kind of power. Empowerment requires managers to establish boundaries within which subordinates can make decisions. Boundary setting is complex and time consuming to managers, but nothing is simple in this modern age. If the fire service is to remain competitive, it must move forward with empowered employees.

Total Quality Management

Closely tied to empowerment is the whole concept of Total Quality Management (TQM). Again, the fire service has lagged behind the private sector in adopting this creative approach to management. With TQM, groups of employees work to overcome the daily problems that confront them in their jobs.

They use a process called Plan-Do-Check-Act to solve problems, increase service quality, and save money. The whole process is centered in employee empowerment. Employees **Plan** a change or a test in the way they currently are performing the job. Then, they implement (**Do**) the change on a small scale to see if it might work. They **Check** to see if the change worked or if it needs modification. Finally, they **Act** on what was learned, modify it, improve it, and try again.

Without empowerment the process grinds to a halt. Getting permission through a hierarchical chain of command causes the process to fail. The process is built upon autonomy of the work group to make its own decisions. In the TQM process, mid-level managers become facilitators and suppliers to the decision groups. Such a role is far different from being a supervisor, telling others what to do, how to do it, and when to do it. But, the mid-level manager, under TQM, has a far more challenging job. Under TQM, the mid-level manager must facilitate decision groups: groups comprised of different races, different sexes, and people with differing values. The real challenges for mid-level managers under these new management concepts are those of managing diversity and instilling motivation.

Traditional Power Structures are Crumbling

Another change confronting the fire service culture is the crumbling traditional power structures that many organizations have used. White males are no longer the primary group from which department leadership is drawn. Fire department entrants now contain fewer white males, partly because of legal mandates that have opened more entry-level positions to minorities and women. White males, in greater numbers, choose to enter other professions rather than the fire service.

In 1990, white males comprised only 61 percent of the work force. By the year 2000, white males will comprise about 50 percent of the total work force. (Johnson, 1987) Communities expect that the fire service will be representative of the local labor market. In fact, most consent decree and court orders base racial and sexual hiring goals on the distribution of those groups within the community--the relevant labor market.

Demographic Shifts

Changing Face of the Community

A social factor affecting the modern fire department is the demographic shifts of people in the community. Most individuals move to a different location every four to five years, according to U.S. Census figures. For many years, urban areas have seen the abandonment of the inner city by the middle class. Middle-class families have sought the quiet refuge of the suburbs and have chosen to commute to work (in some cases, a long commute). Because of this movement to the suburbs, neighborhoods have seen dramatic transformations which, in some cases, have changed a neighborhood from one ethnic or racial group to another. These transformations sometimes have been stimulated by government-funded programs to revitalize the inner city.

Changing Face of the Family

Another demographic factor which has an impact on modern society is the changing concept of family. Recent events have drawn attention to the societal impact of broken families. Single-parent and divorced-parent families now comprise the vast majority of homes. Morris Massey (1993) states that the family is the single most important factor in the way values are formed and the resulting behaviors. Recent figures show that 24 percent of children in America now live with a single parent. Roughly 50 percent of U.S. children live in a nontraditional home arrangement in which one or both of their biological parents are missing. (U.S. Census, 1994) Societal problems such as these add to the challenges which the fire service faces in managing a diverse work force. In many cases, the fire officer now must assume the task of accommodating nontraditional parents in their daily work demands.

Labor Force--*Workforce 2000* and the Fire Service

The changing labor force is a significant social factor affecting the fire service. In 1987, the Department of Labor sponsored a study of the labor issues confronting the United States as it moves into the 21st century. The report, titled *Workforce 2000*, was created by the Hudson Institute of Indianapolis. The researchers found some interesting results which will have a direct impact on the fire service during the coming decades.

Among those findings were that during the 1990s, the work force population would grow at its slowest rate since the 1930s. By the year 2000, the average age of workers will be 39; the current age is 33. One-third of all workers will be at least 65 years old. Women will comprise 47

percent of the work force, up from the current 43 percent. In the year 2000, 61 percent of all women in the U.S. will be working. By the year 2000, 29 percent of all new entrants to the job market will be nonwhite. (Johnson, 1987) The figures generated from the *Workforce 2000* report illustrate the need for the fire service to plan for and implement a multicultural approach to labor acquisition.

Differing Values

Another important social factor which poses a challenge for fire officers is the issue of conflicting values. Depending on circumstances, age differences of 10 to 20 years present significantly different perspectives on the way problems are viewed and solved. Value conflicts easily arise between the "now" generation and older generations. We all have experienced it. The modern fire officer must understand the elements which combine to cause the conflicts.

Morris Massey (1993) differentiates between those he calls Baby Boomers and Synthesizers. Baby Boomers, born from 1946 to 1965, typically reflect values of strong work ethic, the maintenance of the family, a trust of government, and a career devotion to a single employer. Synthesizers, born during and after the 1970s, on the other hand, may value leisure, accept divorce more readily, tend to distrust government, and change jobs more frequently. This clash of values provides the forum for misunderstanding and lack of mutual appreciation between these two generations. The clashes are usually manifested as a conflict between extremely opposite perspectives.

For example, Baby Boomers tend to value group commitments, respect authority through obedience, believe in a melting pot of cultures, and desire materialism with resulting wealth. Synthesizers tend to value individualism, yet expect participation in decisions. They view culture through diversity with appreciation of differences and seek new experiences and artistic freedom in their career choices. It is easy to see, through these descriptions, how different generations can see the same things from vastly different perspectives.

Values are imprinted in us by the age of seven. Those values are influenced by our families, our religion, our school, our friends, and our experiences. Once imprinted, the values are reinforced to us through the modeling behaviors of those around us. Finally, the values are completely socialized within us by the age of 20. Those values do not change except under the most extreme and trying of circumstances, which we call "significant emotional events." Even then, our values are rarely altered totally. (Massey, 1993)

What does this mean to the fire officer? It means that to understand others from different cultures and at different ages, we must seek to understand where they gained their values. It means that we have to walk in their shoes to see where they have been to hold the values they do. (Massey, 1993)

Changing Education Levels

The final social factor which we will consider is the changing educational background of those who will comprise the fire service in the coming decades. The fire service, because of diversity, will require officers with higher interpersonal skills. Remember the officer's role within Total Quality Management, that of facilitator? The future fire officer will possess a higher level of education. By the year 2000, one-third of the jobs in this country will be filled by college graduates. The current figure is 22 percent. (Johnson, 1987)

The educational challenge for the fire service is two-fold. First, we now see entrants with higher education levels. In most fire departments, 50 percent of the new employees or volunteers now have some college education. On the other hand, many entrants have few technical or hand-eye coordination skills. Few possess military experience or trade backgrounds. (Rakestraw, 1991) Thus, the fire service must meet the challenge of dealing with a higher intellectually talented group of employees, but that same group will require extensive training to gain the necessary firefighting skills.

LEGISLATIVE MANDATES

One of the driving forces which compels the fire service toward acceptance of diversity is the body of laws that has evolved over the past 30 years. These laws have sought to provide equal opportunities to the groups that have been deprived of those freedoms in the past. The following list will chronicle those laws, with a special emphasis on sexual harassment and disabilities.

The Civil Rights Act (1964)

The Civil Rights Act of 1964 arose from the cries of citizens and politicians who recognized the inequalities still existing in American society, 100 years after the Civil War. The act made common the term "illegal discrimination" and opened the door to subsequent legislation

which would seek to guarantee the rights of the oppressed. The term "discrimination" is defined as the process of distinguishing on the basis of a perceived feature or characteristic, one item or person from a group of items or persons. Discrimination, in and of itself, is not wrong. It is the primary means we use to mentally differentiate between things. (National, 1993)

"Illegal discrimination," however, is defined by the Civil Rights Act as conduct which unjustifiably distinguishes among similarly situated people on a basis prohibited by law. These bases are race, color, religion, national origin, sex, age, and handicap. Title VII of the Civil Rights Act formed the cornerstone of equal opportunity as we know it today. From Title VII has flowed a multitude of policies and rules which seek to provide equal opportunity. Equal opportunity is defined as the right of all persons without regard to race, color, national origin, religion, gender, age, or handicap to apply for and receive benefits and services. (National, 1993) Originally, equal opportunity was guaranteed only in programs involving federal funds. Since then, we have seen the expansion of equal opportunity to virtually all local and state programs.

Equal Employment Opportunity

State and local governments have, since 1964, passed laws and adopted policies which ensure equal opportunity for citizens and employees. In 1972, the Equal Employment Opportunity Commission (EEOC) was formed for the purpose of issuing rules and monitoring the intent of the Civil Rights Act.

Volunteer firefighters, it appears, may be affected by an unfortunate liability concerning their civil rights as volunteers. Courts have ruled that volunteers are not "employees" and therefore are not entitled to civil rights protection under Title VII. This is particularly troublesome for men and women in sexual harassment cases. Some states have passed legislation which classifies volunteers as employees of the state when they are acting on behalf of the state or local government; it is advisable for volunteers to verify their legal position under these conditions. (USFA, 1993)

Sexual Harassment

In 1974, the EEOC issued rules which made sexual harassment unlawful. It defined sexual harassment:

Harassment on the basis of sex is a violation of the law.
Unwelcome sexual advances, requests for sexual favors and

other verbal or physical conduct of a sexual nature constitute sexual harassment when:

- submission to such conduct is made... a condition of employment;
- submission/rejection of such conduct is the basis for employment decisions; and/or
- such conduct affects performance... or creates a hostile work environment.

Is sexual harassment a problem for the fire service? A study was conducted in 1990 surveying female firefighters across the U.S. Women comprise approximately one percent of the nation's fire service. The study found that 57 percent of the females reported being sexually harassed. Of that number, 41 percent had reported the incident to their supervisor, and 12.5 percent of them received no reply to their report, while 35.4 percent saw the perpetrator disciplined. Remarkably, 8.4 percent of the female complainants were disciplined; 10.4 percent of the complainants were told to ignore the incident, and 37.5 percent said that their incidents were handled in another manner. (Keene, 1991) The results indicate that, like much of the rest of the U.S., sexual harassment is a problem in the fire service.

What are the underlying causes of sexual harassment? First, the work environment is changing. It now has more diversity, including women. Second, the role of women in the workplace is changing. Women now can ascend to supervisory and managerial levels, areas previously denied them. Third, only now is the problem of gender violence and negative self-perception surfacing. Anger and violence between men and women likely will be the emerging topic of the 1990s. Women are overcoming the compulsion to see themselves as below the worth of men. In many cases, this stigma came as a result of broken homes or inappropriate or absent role models. As they do move ahead, however, women are achieving for themselves and their organizations in ways never before seen. The fourth area of sexual harassment is that of workplace control. Men who view their declining power role in relation to women will use harassment as a means of controlling women, in the hope of maintaining their organizational positioning. (BNA, 1992)

Types of Sexual Harassment

There are two types of sexual harassment, *quid pro quo* and hostile environment. *Quid pro quo* is a Latin term which means "the granting of a

benefit in return for favor." It is the "you scratch my back, and I will scratch yours" principle. It was the *quid pro quo* charge of sexual harassment which Anita Hill brought against Supreme Court nominee Clarence Thomas. Hostile environment is defined as those conditions which cause the employee's performance to suffer because of sexually related pressures: language, pictures, jokes, comments, etc.

Supervisor's Responsibility

The supervisor's responsibilities regarding sexual harassment incidents are not that complex. It is fairly easy to detect sexual harassment. The supervisor usually can rely on the "gut feeling" that the incident was wrong. In fact, that gut feeling is usually the best indicator that the supervisor should take some action to stop the behavior or correct it. Nonetheless, supervisors are expected to administer department policies with vigilance. (See the Appendix for a sample policy regarding sexual harassment. Other sample personnel policies also are included.)

When a complaint is made, the supervisor is expected to act promptly and decisively. Once action is determined, the supervisor is expected to document the incident and the actions taken. Anything short of prompt and decisive action by a supervisor in sexual harassment complaints places the organization and supervisor at legal risk.

Organizational Liability

Organizational liability varies with the type of sexual harassment. *Quid pro quo* cases tend to subject the organization to strict liability. In such cases, the supervisor is viewed legally as the employer, even though he/she is only a supervisor. In hostile environment cases, the courts typically want to know if the supervisor knew of the hostile conditions, and whether the supervisor acted to correct them. This "knew or should have known" rule is used frequently in court cases.

Court Cases on Sexual Harassment

Some prominent court cases have formed the basis by which courts view and rule on sexual harassment. A 1986 case, *Meritor Savings Bank v. Vinson*, set a standard for determining a *quid pro quo* situation. Ms. Vinson worked for the Meritor Savings Bank. She was asked to dinner by her supervisor to discuss business. During dinner, the supervisor suggested that Ms. Vinson accompany him to a motel for sexual intercourse. Ms. Vinson refused, but after additional prompting, finally

agreed to go. Subsequently, Ms. Vinson had sexual intercourse with her supervisor over 40 times in 4 years. Finally, Ms. Vinson was terminated for violation of sick leave policies. She filed suit against the bank and her supervisor and won. The court stated that Ms. Vinson's initial refusal to enter into a sexual relationship was indicative of her opposition to the relationship. The answer "no" meant no! Ms. Vinson felt compelled to agree to the relationship because of the continued pressures brought to bear by her supervisor. (*Vinson v. Meritor Savings Bank*, 1986)

In another case, this time in California, the case involved a hostile work environment: the existence of nude pictures. The court determined that the standard by which the environment would be judged would be "what a reasonable woman would think about the conditions of the workplace." Thus, if a reasonable woman would have found the workplace objectionable, then a hostile environment would be said to exist. This "reasonable woman" rule led to the notion that you should not say or do anything at work that you would not do with your mother present. (*Ellison v. Brady*, 1991)

Another "reasonable woman" case was decided by a Florida District Court in 1991. Ms. Robinson worked for the Jacksonville Shipyards. In her job, she was exposed to nude pictures of women. She also was exposed to sexual comments by her predominantly male coworkers. She complained, but the problems were never corrected. She eventually filed suit and won. (*Robinson v. Jacksonville Shipyards*, 1991)

What does all this mean for the modern fire officer? Supervisors have a strict responsibility to maintain a work environment free from discriminatory behavior. Should that behavior occur, the supervisor must act quickly and thoroughly to correct the problem.

Use Common-Sense Supervision to Detect Discrimination

Detecting sexual harassment or any form of illegal discrimination in the workplace is not a difficult task. The supervisor can use some very common-sense approaches to guide him/her. First, listen to that gut feeling which tells you that the situation is odd. Second, ask yourself, "Would I be comfortable with this situation if my mother were present?" Third, ask yourself, "Would I like these actions if they were directed at me?" And finally, ask yourself, "Would I like it if this situation were printed on the front page of the newspaper?" The answers to these questions can serve you well in determining whether illegal discrimination, in any form, is occurring.

Four Tips to Deal with Sexual Harassment

The Philadelphia Fire Department (Shouldis, 1994) has developed a sexual harassment prevention program called PALS. The program uses the PALS acronym to guide employees in avoiding sexual harassment situations--PLAN, AWARE, LEARN, and SUPERVISOR. First, the organization should **plan** for preventing sexual harassment by establishing an employee relations officer (ERO). Employees who have a complaint can go directly to the ERO, file their complaint, and have their complaint handled promptly, apart from their direct supervisor, if necessary. Second, the organization should make all employees **aware** of discrimination policies and guidelines through good training programs. Third, employees should **learn** from others' mistakes by reviewing legal cases and rulings. Finally, **supervisors** must set the proper tone for a nondiscriminatory workplace. Should illegal discrimination occur, the supervisor must act quickly and decisively to correct it.

The Americans With Disabilities Act

The Americans With Disabilities Act (ADA) of 1990 provides civil rights protection to persons with disabilities and guarantees equal opportunity in employment, public accommodations, transportation, government services, and telecommunications. There are five sections of the act: (1) employment regulations apply to employers of more than 15 employees. It prohibits pre-hiring inquiries in the following areas: any disability (visual, speech, hearing), diseases (epilepsy, muscular dystrophy, multiple sclerosis, AIDS, cancer, heart disease, diabetes, mental retardation, high blood pressure, and others), glasses or contact lenses, color blindness, prescriptions or medications, and treatment for substance abuse, or smoking. Job offers must be made prior to testing or inquiry about any disability; (2) public sector regulations primarily related to transportation; (3) public accommodations which require accessibility for all people; (4) telecommunications services to ensure accommodation for the hearing and speech impaired; and (5) miscellaneous to include medication reliance and disabilities. (Fox, 1991)

The issue of AIDS/HIV protections usually is contained within the ADA. Recent court cases have treated the AIDS issue as one of sickness and, therefore, disability.

For the fire service, the ADA means that reasonable accommodation must be made to assist qualified disabled employees. It also means that a person does not have to be hired or retained in employment if his/her condition presents a direct threat, risk, or harm to the public or to other employees. However, such rejection must be based upon job-related criteria which can be clearly documented and sustained under legal

scrutiny. Clearly, rejection of an employee cannot be related to the fact that the accommodation merely costs the department more money. (Fox, 1991)

Local and State Antidiscrimination Laws

Local and state laws generally have replicated those of the federal government. The passage of these laws has assured virtually universal protection of civil rights to all individuals, thus overcoming the shortfalls of federal legislation, which could have limits. As mentioned before, civil rights coverage to volunteer firefighters may not exist if the state does not classify them as "employees." Volunteers should check their state laws to determine their rights.

Sexual preference rights have not yet been extended by federal legislation. Gay and lesbian issues are certainly popular topics, but the only rights extended in this area are to be found at the state or local level. The possibility exists that the federal government could extend sexual preference rights under civil rights laws within the next decade.

The Age Discrimination Act

The Age Discrimination Act (1975) provides that no person shall, on the basis of age, be excluded from participation in, be denied benefits of, or be subjected to discrimination under any program or activity. The act essentially extends civil rights benefits to age. The act and subsequent rules issued from it effectively eliminated age-mandatory retirement policies. Employers, particularly the fire service, still can require retirement at a specific age, but only under proof generated through job-related studies or job analysis. The job studies must be completed for each position in the organization for which a mandatory retirement age is required. Such studies are expensive and open to challenge in the courts. Thus, most fire departments have totally removed the mandatory retirement age from their policies.

IMPACTS AND CHALLENGES TO THE FIRE SERVICE

The diverse work force is a fact of the 1990s and beyond. The challenge for the fire service is to train employees to accept diversity and work together to realize its benefits. Experience has shown that diverse people can learn to work and live with one another. However, such arrangements do not come without some effort. One important way to make diversity work is by developing and enforcing organizational policies that support diversity.

Coincidentally, it is our need to relate to one another that can result in the benefits derived from a multicultural work force. A small effort to accept the differences in culture can result in compassion and acceptance of people who are different from us. With acceptance comes trust in the workplace so we can concentrate on development of life-safety objectives which are responsive to the whole community we serve. All one has to do is to look at the faces of the people on the street as our fire trucks pass by in the performance of their duties. The young girls on the street stare with excitement when they see a female firefighter. Young black children see hope in their ambitions when they see an African-American firefighter. When that Hispanic firefighter rolls by on that huge piece of apparatus, young Hispanic boys and girls realize that their future in America is within their control.

Acceptance of diversity will do much to generate the trust and acceptance that we need in the modern fire service. It is diversity that will enlighten us to the needs and expectations of the public we serve. It is diversity that will contribute to creative ways of problem-solving and the formulation of strategies to overcome our community life-safety problems. Without it, we cannot form empowered teams capable of service delivery in a dynamic environment which demands total quality.

STRATEGIES FOR SOCIAL SUCCESS IN THE FIRE SERVICE

Various strategies can be employed to attain service quality through a diverse work force. First, the fire service should recognize the benefits of building diversity. Officers should be educated to appreciate the benefits of diversity, as well as trained to facilitate the contributions of all fire department employees. Officers, it is hoped, will be able to promote the positive gains found through differing viewpoints, differing perspectives of culture, and the opportunities presented by diverse work teams. Interpersonal skills can be strengthened by the process of diversity. Above all, a diverse work force is representative of the democracy in which we live. Different peoples, different views of thinking, coming together to make an organization greater than the sum of its parts: a synergistic organization through diversity.

Second, we should look to those fire departments that are making positive strides in incorporating diversity in their delivery of services. Typically, fire departments in Southern California, South Florida, and Arizona are comprised of the most diverse work forces in the country. Using the I-Chiefs computer network, available from the International Association of Fire Chiefs, is a way to find answers about other fire departments. There, we can find some benchmark programs on the cutting edge of

multicultural efforts to promote representative community services. The process of benchmarking diversity holds a great deal of promise for those departments that wish to explore it.

Third, fire departments should plan for diversity. Review current policies. Look at the demographic trends. Project work force representation for the next 10 to 20 years. Fire department leaders should ensure that entry-level and promotional selection procedures are in compliance with the Federal Uniform Guidelines on Employee Selection issued by the Department of Labor. Compliance with the guidelines assures that selection procedures are fair and nondiscriminatory.

Fourth, the fire service should adopt clear, firm policies which specify the intent of the employer and the philosophy of the employer's commitment to a diverse work force (see policy examples in the Appendix). Fire officers must receive thorough training in the new policies, and understand why the policies were adopted within the organization. Policies must be strictly enforced. Violators must be promptly and firmly disciplined.

Finally, we must treat our diverse communities equally. How many times have we responded to low-income homes and treated the property of those who live there as though it is not valuable? We must remain conscious that all people we serve represent our organizational constituency--the citizen customer. We should treat all property and people in the same manner as we would like to be treated.

SUMMARY

The United States is no longer a melting pot in which people are expected to unilaterally adopt a single approach to living, way of speaking, way of thinking, or way of acting. It is a collection of diverse cultures, each contributing a unique view of life, filled with values and experiences, to what becomes a new and exciting way of life.

Diversity in the fire service contributes final value to the delivery of services to the public. True concern for citizens arises from the shared views of employees who represent a cross section of the community, a microcosm.

Legal mandates stimulate the acceptance of diversity. Civil rights are protected and equal opportunity is ensured. It is incumbent upon officers to assure that the law is obeyed.

The future success of the fire service is dependent upon our ability to accept the fact that together our diverse work force possesses the talent to

improve our level of services continuously; it can meet the demands of an ever-demanding public. Together, our diverse work force can exemplify the true, multicultural unity of Americans and of the United States.

Activity 2.1

Social Changes--Now and the Future

Purpose

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

Directions

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

Gender Issues: _____

Changes you expect because of gender issues: _____

SOCIAL IMPACTS ON THE FIRE SERVICE

Nationality Issues (Race): _____

Changes you expect because of nationality (race) issues: _____

Age Issues: _____

Changes you expect because of age issues: _____

SOCIAL IMPACTS ON THE FIRE SERVICE

Cultural Issues: _____

Changes you expect because of cultural issues: _____

Activity 2.2

What Would You Do?

Purpose

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

Directions

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

Example 1 (dirty joke--women present)

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

What would you do? _____

Example 2 (let me see...)

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

What would you do? _____

Example 3 (nude pictures--no women present)

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

What would you do? _____

Example 4 (racial comment)

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

What would you do? _____

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

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

What would you do? _____

Example 6 (inspection--nude pictures)

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

What would you do? _____

ANNOTATED REFERENCE LIST

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

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

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

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

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

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

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

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

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

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

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

This book is written by women, and for women. It addresses the major issues facing women as they slowly become a larger part of the nation's fire service.

Particular emphasis is placed on the legal aspects associated with the workplace, and on tips to women on how they may function more effectively within the challenging, male-dominated fire service.

PERIODICALS

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

This article illustrates the advantages in using older workers and gaining from their expertise and experiences. Many organizations are seeking to retain senior employees and to use them in various organizational areas that are less strenuous, but require strong intellectual decisionmaking skills.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

FILMS/VIDEOS

Massey, Morris. "Flashpoint: When Values Collide." Video Marketing Resources, Inc., 1993.

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

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Jamieson, David, and Julie O'Mara. *Managing Workforce 2000: Gaining the Diversity Advantage*. San Francisco: Jossey-Bass, 1991.

Kogod, S. Kanu. *A Workshop for Managing Diversity in the Workplace*. San Diego: Pfeiffer & Company, 1991.

Loden, Marilyn, and Judy B. Rosener. *Workforce America! Managing Employee Diversity as a Vital Resource*. Homewood, IL: Business One-Irwin, 1991.

Roosevelt, Thomas R. *Beyond Race and Gender: Unleashing the Power of Your Total Workforce by Managing Diversity*. New York: AMACOM, 1991.

Shouldis, William. *PALS*. A Philadelphia Fire Department program on sexual harassment. Emmitsburg, MD: National Fire Academy. November 1994.

PERIODICALS

Baron, Donna. "Men, Women, and Harassment." *Emergency*, July 1988.

Bennett-Alexander, Dawn. "Sexual Harassment in the Office." *Personnel Administrator*, June 1988, pp. 174-188.

Carbonell, Joyce Lynn, *et al.* "Sexual Harassment of Women in the Workplace: Managerial Strategies for Understanding, Preventing, and Limiting Liability." *The 1990 Annual: Developing Human Resources*. Pfeiffer and Company, San Diego: University Associates, 1990, pp. 225-237.

Ettorre, Barbara. "Breaking the Glass...Or Just Window Dressing?" *Management Review*, March 1992, pp. 16-22.

"How Do You Manage a Diverse Workforce?" *Training and Development Journal*, February 1989, pp. 13-21.

Kogod, S. Kanu. "Managing Diversity in the Workplace." *The 1992 Annual: Developing Human Resources*. Pfeiffer and Company, San Diego: University Associates, 1992, pp. 241-249.

Levi, Jerilyn, and Kimberly Brandel. "Workforce Diversity: A Mosaic for the Future." *Fire Management Notes*, 1989, Vol. 50, Number 3.

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

Roosevelt, Thomas R. "From Affirmative Action to Affirming Diversity." *Harvard Business Review*, March/April 1990, pp. 107-117.

Silvani, Dave L. "AIDS in the Fire Service: Setting Department Policy." *Fire Engineering*, May 1991, pp. 65-74.

Solomon, Charlene M. "Keeping Hate Out of the Workplace." *Personnel Journal*, July 1992, pp. 30-36.

Steinburg, Craig. "Diversity Training Goes to Court." *Training & Development*, November 1991, pp. 11-12.

FILMS/VIDEOS

"Valuing Diversity: You Make the Difference." San Francisco: Copeland-Griggs Productions.

"Valuing Diversity: Champions of Diversity." San Francisco: Copeland-Griggs Productions.

LEGAL CASES CITED

Meritor Savings Bank v. Vinson (477 US 57 at 69 1986)

Ellison v. Brady (934 F2d 872 (CA-9 1991))

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

APPENDIX

SAMPLE POLICIES



PERSONNEL
MANUAL
Policy

Section 30-00
EQUAL EMPLOYMENT COMPLIANCE
Subject
SEXUAL HARASSMENT

All employees, regardless of their sex, must be allowed to work in an environment free from the negative influence of sexual harassment. It is the policy of the City of Memphis that sexual harassment shall not be condoned or tolerated among its employees.

The Equal Employment Opportunity Commission's Guidelines On Discrimination Because Of Sex provides that sexual harassment is an unlawful employment practice in violation of Title VII of the Civil Rights Act of 1964, as amended. Sexual harassment is defined as unwelcomed sexual advances, requests for sexual favors, and other verbal and physical conduct of a sexual nature when:

1. Submission to such contact is made either explicitly or implicitly a term or condition of an individual's employment.
2. Submission to or rejection of such conduct by an individual is used as the basis of employment decisions affecting such individuals.
3. Such conduct has the purpose or effect of unreasonably interfering with an individual's work performance or creating an intimidating, hostile, or offensive working environment.

The City also forbids other sexual harassment conduct by any employee in any workplace which includes, but is not limited to:

1. Sexual flirtations, advances, or propositions.
2. Verbal abuse of a sexual nature.
3. Gestures or verbal comments about an individual's body.
4. Sexually degrading words used to describe an individual.
5. The display of sexually suggestive objects or pictures in the workplace.

Any employee of the City who behaves in a manner described above, while conducting City business or representing the City of Memphis, is engaging in sexual harassment which is illegal and a violation of City policy. The violator shall be subject to disciplinary action that could result in termination and/or legal action.

PM- 30-03

Section EQUAL EMPLOYMENT COMPLIANCE	Subject SEXUAL HARASSMENT
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In accordance with federal law and City policy, the City requires its managers and/or supervisors to:

1. Discuss this policy and the procedure for reporting an alleged violation with their employees.
2. Take all necessary steps to prevent sexual harassment from occurring.
3. Take immediate and appropriate corrective action to all complaints of sexual harassment.
4. Report all complaints of sexual harassment to higher Divisional management and to the City of Memphis Equal Employment Opportunity Office.

Employees who consider themselves victims of sexual harassment should make a complaint to the immediate supervisor at once. If the immediate supervisor is viewed as the source of the sexual harassment, the matter should be reported to the next higher level of supervision or management. Complaints may also be made to the City of Memphis Equal Employment Opportunity Office, Division of Personnel Services, City Hall, or, if an employee chooses, charges may be filed with the Equal Employment Opportunity Commission or with the Tennessee Human Rights Commission.

Individuals who wish to file charges with the Equal Employment Opportunity Commission or the Tennessee Human Rights Commission must do so within 300 days of the date of the alleged harassment or the date they become aware the alleged harassment occurred. Complaints filed with the City's Equal Employment Opportunity Office must likewise be filed within the same 300-day period.

Unwelcomed sexual advances, requests for sexual favors, and other verbal and physical conduct of a sexual nature engaged in by non-employee visitors, vendors, etc., to City facilities or work sites can also constitute sexual harassment of City employees. Employees subject to or aware of such harassment should promptly report in the same manner they are to report any incident of sexual harassment. The City will take appropriate action to prevent future incidents of such harassment in order to assure employees have a work environment free of sexual harassment.



**PERSONNEL
MANUAL**
Policy

Section 30-00
EQUAL EMPLOYMENT COMPLIANCE
Subject
EMPLOYMENT OF THE DISABLED

For purposes of this policy, a "disabled individual" is any individual who:

1. Has a physical or mental impairment which substantially limits one or more of such person's major life activities, including ability to work.
2. Has a record of such an impairment.
3. Is regarded as having such an impairment.

The term "disabled individual" does not include:

1. Individuals currently engaged in illegal drug use.
2. Sexual behavior disorders.
3. Compulsive gambling, kleptomania, or pyromania.
4. Psychoactive substance use disorders resulting from current illegal use of drugs.

All City of Memphis employment, within the civil service merit system, is based on the qualifications of the applicant as those qualifications meet the requirements of the position for which the applicant is applying.

It is the policy of the City of Memphis that it shall NOT:

1. Discriminate against any otherwise qualified disabled individual with respect to hire, compensation, hours worked, or other terms and conditions of employment solely on the basis of that individual's disability.
2. Limit, segregate, or classify disabled individuals in any way which deprives or tends to deprive them of employment opportunities or otherwise affects employee status; unless such limitation, segregation, or classification is because of exceptions as provided by law.
3. Discharge any disabled individual because of their disability. However, this policy does not prohibit the discharge of a disabled individual.

The City shall, on a case by case basis, make or consider making accommodations which would permit an otherwise qualified, disabled individual to perform the essential functions of a specific position

PM- 30-02

Section

EQUAL EMPLOYMENT COMPLIANCE

Subject

EMPLOYMENT OF THE DISABLED

AUTHORITY:

AMERICANS WITH DISABILITIES ACT OF 1990
42 U.S.C. SEC. 12101 et. seq.

REHABILITATION ACT OF 1973
29 U.S.C. SEC. 791 et. seq.

(STATE OF TENNESSEE) EMPLOYMENT OF THE HANDICAPPED-DISCRIMINATION PROHIBITED
T.C.A. SEC. 8-50-103



PERSONNEL
MANUAL
Policy

Section 30-00
EQUAL EMPLOYMENT COMPLIANCE
Subject EQUAL EMPLOYMENT
OPPORTUNITY POLICY AND PROCEDURES

The City of Memphis is an equal employment opportunity employer, and shall not unlawfully discriminate against applicants or employees because of race, color, religion, sex, national origin, age, disability, or political affiliation. This policy prohibiting discrimination applies to employment or hiring decisions, compensation, discipline, promotions, training, and all other terms and conditions of employment. The City shall not limit, segregate, or classify employees or applicants for employment in any way which will deprive or tend to deprive any individual of employment opportunities or otherwise affect an individual's status as an employee because of the individual's race, color, religion, sex, national origin, age, disability, or political affiliation.

The intent and purpose of this policy is to assure that the City complies with all applicable federal and state laws and regulations regarding employment discrimination. Every employee is required to cooperate in this effort.

Employees or applicants for employment who consider themselves victims of discrimination may file a complaint with the City of Memphis Equal Employment Opportunity Office, Division of Personnel Services, or the Equal Employment Opportunity Commission, or the Tennessee Human Rights Commission.

Individuals who wish to file a complaint with the Equal Employment Opportunity Commission or the Tennessee Human Rights Commission must do so within 300 days of the date of the alleged discrimination or the date they become aware the discrimination occurred. This time limitation also applies to complaints individual's wish to file with the City Equal Employment Opportunity Office.

AUTHORITY:

THE CIVIL RIGHTS ACT OF 1964 (AS AMENDED)
TITLE VII 42 U.S.C. SEC. 2000e

AMERICANS WITH DISABILITIES ACT OF 1990
42 U.S.C. SEC. 12101 et. seq.

REHABILITATION ACT OF 1973
29 U.S.C. SEC. 791 et. seq.

SOCIAL IMPACTS ON THE FIRE SERVICE

PM- 30-01

Section

EQUAL EMPLOYMENT COMPLIANCE

Subject EQUAL EMPLOYMENT

OPPORTUNITY POLICY AND PROCEDURES

AUTHORITY (Cont.):

THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967 (AS AMENDED)
29 U.S.C. SEC. 621 et. seq.

THE EQUAL PAY ACT OF 1963
29 U.S.C. SEC. 206(d) (1976)

TENNESSEE ANTI-DISCRIMINATION ACT
T.C.A. SEC. 4-21-101 et. seq.

(STATE OF TENNESSEE) EMPLOYMENT OF THE HANDICAPPED-DISCRIMINATION PROHIBITED
T.C.A. SEC. 8-50-103

Date Revised 2/1/93

Page 2 of 2



**PERSONNEL
MANUAL
POLICY**

Section 66-00
EMPLOYEE STATUS

Subject
FAMILY AND MEDICAL LEAVE ACT
POLICY

I. PURPOSE AND SCOPE

In compliance with Public Law 103-3, the Family and Medical Leave Act of 1993, effective August 5, 1993, leave is available in accordance with the Act to all City of Memphis employees with the exception of employees who work less than 1250 hours during a 12-month period of time. This policy is issued to ensure that City employees receive, as a minimum, the leave time provided them by the provisions of the Family and Medical Leave Act.

II. POLICY STATEMENT

It is the policy of the City of Memphis to ensure that the guidelines of the Family and Medical Leave Act are followed.

III. ENTITLEMENT

A. CRITERIA:

Eligible employees shall be entitled to a total of 12 workweeks of leave during any 12-month period of time for one or more of the following:

1. because of the birth of a child of the employee and in order to care for the child.
2. because of the placement of the child with the employee for adoption or for foster care.
3. in order to care for the spouse, child, or parent of the employee, if such spouse, child, or parent has a serious health condition.
4. because of a serious health condition that makes the employee unable to perform the functions of the position of such employee.

Section EMPLOYEE STATUS	Subject FAMILY AND MEDICAL LEAVE ACT POLICY
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B. TIME PERIOD USED TO DETERMINE LEAVE ENTITLEMENT:

1. The entitlement to leave for a birth or placement of a child shall expire at the end of the 12-month period beginning on the date of such birth or placement.
2. The 12-month period in which 12 weeks of leave entitlement occurs is a "rolling" 12-month period measured backward from the date an employee uses any FMLA leave (may not extend back before August 5, 1993).

NOTES:

- ▶ A serious health condition is defined by the law as an illness, injury impairment, or physical or mental condition that involves (1) inpatient care in a hospital, hospice, or residential medical care facility or (2) continuing treatment by a health care provider. (Specific documentation is required.)
- ▶ The law does not require paid family or health leave.
- ▶ The City requires that the employee exhaust all unused vacation, bonus days, and other available paid leave as part of their 12-week leave. The employee may use up to 10 work days of their sick leave benefit after other paid leave has been exhausted (or up to 120 hours for a 56-hour employee of the Fire Services Division).
- ▶ Once authorized paid leave has been exhausted, the remainder of the 12 weeks of leave will be unpaid.
- ▶ Maternity leave shall be counted as part of the 12 weeks of FMLA leave.
- ▶ A copy of the entire Family and Medical Leave Act regulations is available in all Divisions.

IV. EMPLOYEE BENEFITS

- A. Leave taken under the Act can be taken "intermittently or on a reduced leave schedule" in certain cases.
- B. Employer will maintain employee's group health coverage during the period of family leave on the same conditions as coverage would have been provided if the employee had been continuously employed during the entire leave period.
- C. Upon return from leave, an employee is entitled to be restored to the same position the employee held when the leave began, or to an equivalent position under most circumstances.

PM-66-06

Section
EMPLOYEE STATUS

Subject
FAMILY AND MEDICAL LEAVE ACT POLICY

V. PROCEDURE

- A. Submission of written request for leave. (City of Memphis, Request For and Report of Leave/Absence - F-1120.136)
- B. Appropriate documentation supporting request. (Certification of Physician or Practitioner, Form WH-380, June 1993)
- C. Approval by the employee's Division Director and the Director of Personnel or designee.

VI. RESPONSIBILITY

- A. It is the responsibility of each employee to adhere to the guidelines and practices of the Family and Medical Leave Act. Also, the employee is responsible for proper documentation concerning leave.
- B. The employee's Division Director shall be responsible for receiving proper documentation and submitting such documentation to the Director of Personnel expeditiously. Records relating to FMLA leave are required to be retained for a period of three years.
- C. It is the responsibility of each Division to ensure that the Family and Medical Leave Act guidelines are appropriately followed through the approval process.
- D. All questions concerning the administration of this policy shall be addressed to the Director of Personnel or designee.

REFERENCE CORRESPONDING POLICIES:

SECTION, 46-00, LEAVE WITH PAY
SECTION, 50-00, LEAVE WITHOUT PAY
PM-66-01, SENIORITY RIGHTS/ADJUSTED DATE OF EMPLOYMENT
PM-66-02, MATERNITY LEAVE
PM-46-03, SICK LEAVE

AUTHORITY:

PUBLIC LAW 103-3, FAMILY LEAVE ACT

MODULE 3: POLITICAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

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

ENABLING OBJECTIVES

The students will:

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

NATIONAL STANDARD

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

THE POLITICAL ENVIRONMENT

The traditional view of organizations is that they are controlled by legitimate internal authorities who set goals, design the structure, manage employees, and make effective decisions which are in the best interests of the stated mission. Things are not so simple in the political arena. The political perspective suggests that goals, structures, policies, and decisions emerge from an ongoing process of conflict and negotiation.

Often, the mere mention of the word "politics" engenders a series of negative reactions. Being "political" carries a pejorative image which implies abuse of power, shady deals, manipulation, etc.

In fact, such criticism often is unwarranted; politics and the political process are the foundations on which our democratic form of government depends. The *Random House Dictionary* defines politics as (1) "the science or art of government," and (2) "the practice or profession of conducting governmental affairs."

The point here is that individual politicians may abuse the power entrusted to them but this should in no way detract from the absolute legitimacy of the political process. Without politics, there would be no democracy as we now know it!

Political Factors That Influence Public Sector Organizations

Certain unavoidable characteristics of the political environment inevitably affect the ease with which public sector managers perform. First, unlike most private-sector businesses, public sector agencies are subject to many external sources of formal authority. The legislative branch (our elected officials) enacts laws and regulations which govern our internal actions. The executive branch (political advisors and appointed officials) implements and enforces the laws. The judicial system (the courts) settles disputes among and between the various factions--often in ways which dramatically affect the organization. Other agencies, such as EPA, OSHA, etc., have oversight responsibilities and routinely alter daily operations.

Second, public sector organizations must respond to many diverse external sources of informal power and influence. These multiple and wide-ranging constituencies make vocal and persistent demands which sometimes are unrealistic and often are in conflict.

Third, public sector employees and managers often are held to a higher ethical standard by their community. Because of the fiduciary relationship between citizens and their "public servants," citizens expect, at a minimum, assurance of fairness, honesty, accountability, openness, and responsiveness from their public agencies.

Fourth, certain institutional constraints are built into most public sector organizations in one form or another. For example, the civil service system creates constraints on personnel management. Financial regulations restrict and constrain purchasing and procurement. State and local certification requirements influence training programs. Budget allocations and bargaining agreements dictate salary levels. Often, local "accepted practice" limits the political activism.

Finally, the political arena, in and of itself, poses multiple challenges, such as who's in office, whose interests do they represent, what promises did they make in order to get elected, etc.

Expected Impacts

Often these factors affect the organization in negative ways. Indeed, sometimes we allow the unique constraints of the political environment to trap us into mediocrity.

THE CHALLENGE

The challenge, as stated by Peter Block (1987), is to recognize our ability to opt for

- greatness instead of maintenance;
- courage instead of caution; and
- autonomy instead of dependency.

Necessary Skills

Steering employees and the organization toward greatness, courage, and autonomy will require positive political skills:

- Accepting and understanding the **legitimacy** of politics.
- Understanding the structure and process of politics and government.
- Building political alliances.
- Mobilizing special interest groups.
- Garnering community support through effective marketing techniques.

- Communicating openly and honestly with employees, citizens, the media, and appointed and elected officials.
- Using conflict resolution, negotiation, and bargaining techniques.
- Identifying all individuals and groups that might be considered stakeholders.
- Recognizing stakeholders' positions and developing effective response/interaction strategies.

STAKEHOLDER POSITIONS

Stakeholders are any individuals or groups that have an interest in and/or will be affected by organizational activities. Public sector stakeholders constitute diverse constituencies that place multiple conflicting demands on the organization. This creates confusion, indecision, and reduced effectiveness unless we develop realistic strategies for responding to and influencing the various stakeholders.

Block (1987) suggests that we categorize stakeholders by asking

- Do they agree or disagree with us regarding where we're going?
- Do we trust each other?

Block presents the following model to categorize the five most common stakeholder positions based on these two dimensions.

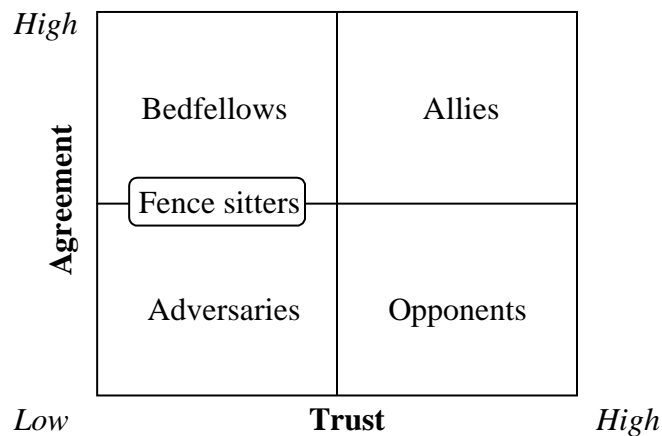


Figure 3-1

Obviously, the challenge lies in developing strategies to mobilize our allies, convert opponents, work out common interests with bedfellows, placate the fence sitters, and neutralize our adversaries.

MARKETING THE ORGANIZATION

One of the primary weapons in the arsenal of positive political skills is being able to apply private-sector marketing techniques to public sector organization? Although the time limitations of this module allow only a cursory introduction to this topic, you are encouraged to pursue a more indepth study independently.

Positioning

Positioning is the process by which an organization identifies its "position" in the market. Generally, it is based on a comparison between the demand for one's product/service and the number of competitive resources.

Coleman (1990) suggests the following model and emphasizes that even organizations which appear to fit into a "monopoly" category still need to compete in the marketplace.

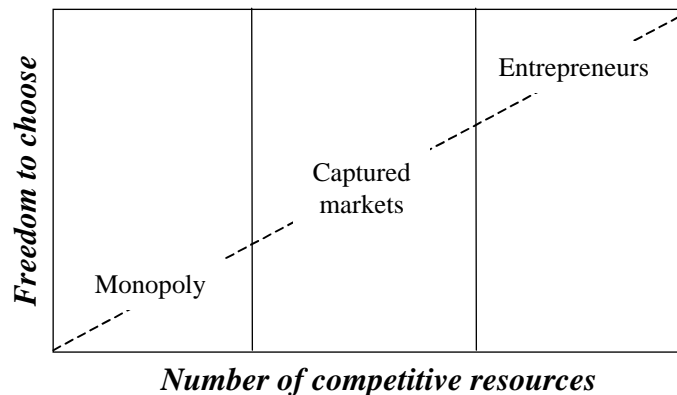


Figure 3-2

Enhancing Our Position

The image we present to the voters is a critical factor in our ultimate organizational survival, for our image translates directly into funding support and/or rejection.

Coleman (1990) sees image as a function of visibility and perceived credibility. How our customers evaluate us in these areas will determine how well we are "positioned" in the competitive political arena. (See Figure 3-3 below.)

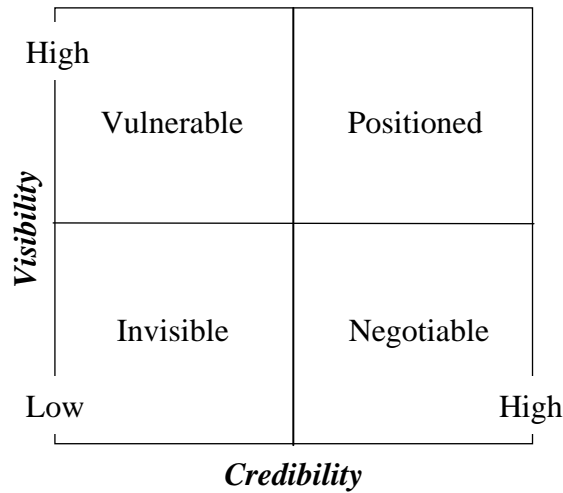


Figure 3-3

Developing a Customer Focus

Successful organizations are meticulous about putting the customer first and keeping the customer satisfied. The public sector marketplace creates an unusual "spin" on customer satisfaction in that the customer's opinion is often based merely on a **perception** of the organization, not actual personal experience.

Coleman (1990) proposes that the customers categorize our organizations based on how much they want/value the service we provide and how satisfied they are with the final result. (See Figure 3-4 below.)

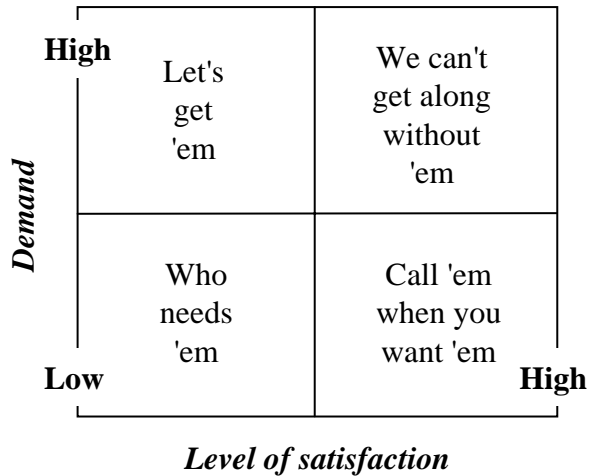


Figure 3-4

SUMMARY

Certain unavoidable characteristics of a political environment have various effects on public sector organizations. The challenge is to understand the political process, accept its legitimacy, and make it work for you.

Political success depends on our ability to identify critical stakeholders, figure out where they're coming from, and develop effective coping strategies.

Similarly, political survival often is dependent on our ability to adapt private-sector marketing techniques to our public sector organizations.

Activity 3.1

Expected Impacts

Purpose

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

Directions

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

Activity 3.2

Developing Coping Strategies

Purpose

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

Scenario

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

Directions

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

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

Activity 3.3

Self-Assessment and Future Plans

Purpose

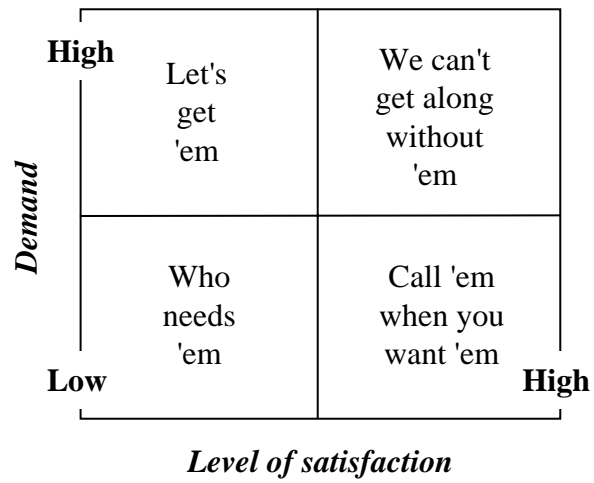
To reflect on the material covered in the module and to identify future actions needed to improve organizational and/or personal effectiveness.

Directions

1. Working individually, list specific areas in which your organization has used the political arena as an excuse for mediocrity. What needs to be done?

2. Identify a major change presently under consideration in your department. In what ways might Block's model on various types of stakeholders help accomplish the desired change?

3. Which category in Coleman's model best describes your agency? What do you need to do to improve your present image?



ANNOTATED REFERENCE LIST

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

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

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

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

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MODULE 4: TECHNOLOGICAL IMPACTS ON THE FIRE SERVICE

TERMINAL OBJECTIVE

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

ENABLING OBJECTIVES

The students will:

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

NATIONAL STANDARD

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

INTRODUCTION

Technical knowledge is growing worldwide at an ever-increasing rate. The implications of research are that change will continue at an ever-increasing rate as we travel down the "information superhighway" toward the future. For example, between 1500 and 1800 the world's collective knowledge doubled; between 1800 and 1900 it doubled again. From 1900 to 1960 it doubled again, and from 1960 to 1990 it doubled again. Scientists have predicted that by the year 2000 our collective knowledge will be doubling at five- to ten-year intervals.

To keep pace with changing technology, fire service managers of the future will need to become innovators. The term "innovation" may be defined as something "that is perceived as new, regardless of its objective newness. Innovation includes the use of new technology, but it also includes the use of new ideas and methods." (Baker, 1988)

CHANGING TECHNOLOGY IN THE FIRE SERVICE

Changing technology is having a tremendous effect on the fire service, and forcing it to begin to change the way it does business. For example, lightweight building construction materials have radically changed the way we determine strategy and tactics during fire situations.

Lightweight Building Construction

Most roof construction today is supported by lightweight trusses, affording little time until collapse; even floors are now supported by trusses. Laminated beams used for both decoration and structural support in new structures are assembled from wood scraps and glue, making their behavior in a fire situation wildly unpredictable.

A concrete-based material called "drive-it" is being used to cover the exteriors of walls in many parts of the country, often hiding the true construction of buildings and producing a whole new generation of what amounts to veneer walls. Plastics and hydrocarbon-based materials used for interior finishes and furniture have reduced the time until flashover in a room from 30 minutes to less than 5 minutes.

Emergency Medical Services

The growth of the Emergency Medical Services (EMS) system has changed the entire value system of the fire service. Funding usually is available for EMS, and (in many areas) comprises more than 60 percent of the total emergency response. Between the end of America's involvement in Vietnam and today, the requirements for EMS training and knowledge have grown from a maximum of 28 hours of Red Cross First Aid to 1,000 hours of training for advanced life support/paramedic service. Wars, in general, cause great upheavals in technology.

EMS equipment has advanced from tourniquets, 4 X 4s, and oxygen inhalators to automatic defibrillators, heart monitors, and sophisticated drugs. Service delivery systems continue to develop and make advancements, with fire department "first responder" programs, paramedic engines, "Rapid Zap" (automatic defibrillation) programs, and a major push by private EMS providers to take over the field.

Toxic and Biological Substances

Another area that is seeing tremendous technological advances is the field of biological and hazardous materials. Technology is producing literally thousands of new chemical compounds each year, many of which are hazardous or pose a biological threat to fire service personnel.

Biological concerns for such diseases as AIDS and Hepatitis B have forced the fire service and medical response personnel to redesign protective clothing, change or develop new procedures, and spend significant amounts of scarce public funds in order to protect themselves, with no end in sight.

The entire nature of toxic substance emergencies has changed over the past 20 years. Today's fire service personnel must be concerned not only with their own personal safety but with environmental concerns as well. Remember when a simple "wash-down" really meant what it implied?

Other Examples of Technological Changes

Other technological changes that now, or soon will, affect the way we do business include the information superhighway; digital radios; geomapping; 3-D computer training; vector location finders; cable television technology; laptop computers/powerbooks/notebooks; modular sprinkler systems; national response teams; and replacement of wood with metal in new building construction.

IMPACTS OF NEW TECHNOLOGY ON THE FIRE SERVICE MANAGER

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

Joseph N. Baker
Managing Innovation

Increasing Need for Specialists

Today's fire service manager often is no longer the person with the most knowledge about all aspects of the job; others may have more expertise in specific areas. For example, indepth knowledge of computers and data processing, hazardous materials, and emergency medical services require highly technical training and education not commonly possessed by the "average" fire officer. The need for specialists is, in large part, driving the need for organizations to "empower" their managers and work teams.

To deal with the need for increased specialization in the fire service, entry-level education and training requirements will need to be increased. Persons who have specialized training (in computers, for example) can be invaluable to an organization seeking to cope with technological innovations. Existing personnel can receive ongoing in-service training, new SOPs, and related equipment.

Specialized training also can be used to help supervisory personnel understand and be able to use new technology. Department administrations will need to ensure that all personnel have a precise understanding of the standards of performance they will be expected to achieve when implementing technological improvements. To accomplish this, management should meet with employees to redefine job responsibilities as needed for new tasks; put the new and additional responsibilities in writing if necessary.

Stress on the Manager

An additional problem facing fire service managers seeking to implement technological change is the imposition of personal stress brought about by the change. Studies repeatedly show that organizational change dramatically increases the level of stress for employees; they fear the unknown. The fire service supervisor is in a position either to help this problem or to make it worse.

To reduce stress levels, managers should give their employees advance warning about changes and minimize "surprises" as much as possible. It also helps to maintain a sense of humor, and to be able to poke fun at normal frustrations.

If the rate of change in a given organization exceeds the rate of acceptance of the change by its supervisors, major problems with implementing changing technology can occur. New developments in the way work is conducted call for new personal behaviors. In order to keep up with what's happening around us, we may have to rethink our approach and areas of emphasis. The influx of women and minorities into the fire service over the past several years serves as an example of how we may have to change our way of thinking and doing business.

Need for Flexibility and Adaptability

Surviving in rapidly changing technology will require us to exhibit a great deal of flexibility and adaptability. Flexibility is defined as the capability to accept and learn new, different, or changing requirements. Adaptability means that an individual is capable of adjusting to changing environmental conditions. The secret in dealing with technological change is not to brace yourself for change, but rather to loosen up and go with the flow. Thus, flexibility and adaptability are the keys to being able to deal with future changes necessitated by technology.

Red Tape and Mistakes

If fire service managers are to manage people successfully in the year 2000 and beyond, they will need to eliminate a lot of red tape and develop a tolerance for mistakes. In general, people will perform better on the job when they are allowed input into the decisionmaking process and the latitude to do the job without undue interference from management.

While it is the manager's job to set the boundaries, it is the employee's responsibility to find the best way to perform the job within that space. Most existing boundaries result from past experiences, good or bad. In short, just because "it's always been done that way" doesn't mean it should continue that way.

While the following example concerns IBM, there are clear implications that can be drawn for the fire service. Can you think of examples from your own experience or from others within your organization that may offer similar analogies for the fire service manager?

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

STRATEGY FOR MANAGING CHANGING TECHNOLOGY

More and more, organizations today are making employees responsible for their own work in response to changing international trends. Getting employees to commit their best efforts, rather than simply put in time, is the basic definition of the term "employee empowerment." While authoritarian management styles produce movement, real commitment comes from motivation (i.e., doing it because they want to).

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

Judith F. Vogt and
Kenneth Murrell

Technology, especially information technology, empowers employees. Examples include E-mail, video conferencing, computer network billboards, and fax machines.

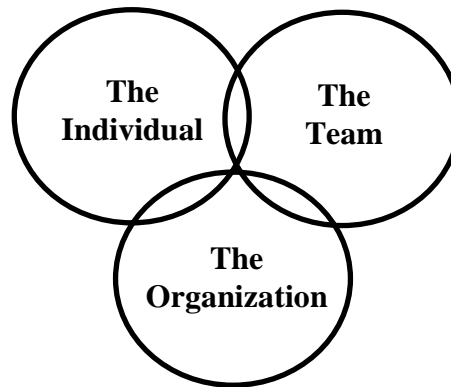
Employees become empowered within certain given parameters:

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

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

Three interconnected parts form the empowerment concept: the individual, the team, and the organization.

THE EMPOWERMENT TRIAD



The Individual

The first ring in the employee empowerment triad is the individual employee. The individual is the major contributor, with commitment both to the job and to making the system work. He/She must take the first step in empowerment. In their book *Empowerment in Organizations: How to Spark Exceptional Performance*, Judith Vogt and Kenneth Murrell list characteristics of people capable of becoming empowered:

- self-awareness;
- a willingness to become empowered;
- a willingness to take risks;
- openness: both personal and interpersonal;
- commitment;
- clear ethical base;
- patience;
- trust;
- high self-esteem;
- self-motivation; and
- assumption of responsibility.

The first key for managers seeking to implement employee empowerment is to identify those persons in their organization who have the traits and coach them in the empowerment concept.

The Team

Good teamwork within an organization is the second ring of the empowerment triad. The team ultimately will decide the success or failure of the empowerment concept. The team or informal work group shares everything from work goals to work environment. The team creates its own norms that work for or against empowerment. Research has

identified four transition stages that work teams go through during the implementation of employee empowerment programs:

1. Suspicion, uncertainty, and resistance. Many work teams and their supervisors feel threatened and resentful about the change. They reported that the change somehow involved punishment for past personal failings, and professed disbelief that the workers would be able to do their jobs without direct supervision.
2. Gradual realization of the "positive possibilities." The work teams gradually came to realize that "line authority" over employees did not necessarily equate with behavioral control. Supervisors gradually assumed the role of "resource" to their teams and formed teams of their own.
3. Defining the new role. Managers formed self-directed work teams to define the roles they would play in the new climate. This generated ownership and understanding among the managers.
4. Learning the language. During training, managers and work teams participated in role plays to rehearse appropriate new behaviors. They outlined and practiced their new approaches to their workers, from studying the effects of certain words to how others in the group would react to the situation.

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

The Organization

The final ring of the empowerment triad is the organization. The organization must exhibit consistent commitment for the best use of human resources. This commitment is demonstrated by the philosophy of top management and in shared concern and decisionmaking by both management and employees on a wide range of issues.

In her book, *The Changemasters*, Rosabeth Kanter notes three broad aspects that assist organizations seeking to become empowered:

1. Open communication system:

The empowered organization recognizes the need and makes it easy for enterprising employees to locate needed information.

Examples:

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

2. Network-forming arrangements:

Networks help managers to position themselves to build a coalition of supportive "experts." Job mobility--both in and out of the organization--facilitates networking.

Examples:

- Neighboring training officer is an expert on the Incident Command System.
- Local university professor has good knowledge of computer networking.
- Professional acquaintances met through NFA and other national programs.

3. Decentralization of resources:

Allowing managers to control their respective areas of the budget enables them to gather the resources necessary to mobilize for action. "Tin-cupping" allows managers to prowl around for available funds for pet projects.

Examples:

- Two or more communities pooling resources to purchase vehicles.
- EMS officer convincing local hospitals to fund automatic defibrillators for the fire department.

Common Roadblocks for Innovative Managers to Overcome

Several common roadblocks must be overcome when innovative managers seek to implement empowerment within their respective organizations. These include

- Poor communication with other departments/divisions, both inside and outside the organization.

- Communication underload. People often fail to circulate information because they fail to understand its value for other parts of the organization.
- Communication overload. Managers become over-burdened by reams of nonessential information.

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

SUMMARY

Technical knowledge is growing worldwide, as well as in the U.S. fire service, often forcing us to change the way we must do business.

Today's fire service manager is no longer the person with the most knowledge about all aspects of the job. Our profession now requires considerable use of specialists with expertise in specific areas of program development and delivery.

Fire service managers will need to develop and maintain both flexibility and adaptability in the future if they are to deal effectively with changes in technology.

Getting employees to give their best efforts is what the term "employee empowerment" is all about. A successful employee empowerment program combines the best efforts of the individual, the work team, and the organization in order to provide the best possible services to the public.

Activity 4.1

The Effects of Technology on the Fire Service

Purpose

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

Directions

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

Activity 4.1 (cont'd)

Worksheet

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

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

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

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

Activity 4.2

Employee Empowerment

Purpose

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

Directions

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

The empowered individual

_____ Does the individual seek and accept responsibility?

_____ Does he/she take risks?

_____ Does he/she "own" his/her work?

The empowered team

_____ Does the team gather and share information?

_____ Does the team recognize the expertise of subordinates?

_____ Does the team's supervisor facilitate, train, and coach his/her subordinates?

The empowered organization

_____ Do procedures recognize and reward risk taking and ownership?

_____ Does it support facilitation and coaching?

_____ Has it established boundaries within which supervisors and employees operate?

_____ Does it foster climate-changing activities by altering administrative processes?

Activity 4.3

Managing Technological Change

Purpose

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

Directions

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

Scenario 1

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

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

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

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

Scenario 2

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

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

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

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

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

Activity 4.3 (cont'd)

Worksheet

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

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

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

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

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

Basics of Employee Empowerment. Alexandria, VA: American Society for Training and Development, May 1991.

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

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Kanter, Rosabeth Ross. *The Changemasters*. New York: Simon & Schuster, Inc., 1983.

One of the best books written on the wave of technological changes for the future and on their general impact on American business and industry.

Manz, Charles C., David E. Keating, and Anne Donnellon. "Preparing For an Organizational Change to Employee Self-Management: The Managerial Transformation." *Organizational Dynamics*, Vol. 19, No. 2, Autumn 1990.

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

Vogt, Judith F., and Kenneth L. Murrell. *Empowerment in Organizations: How to Spark Exceptional Performance*. San Diego, CA: University Associates, Inc., 1990.

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

MODULE 5: COURSE CONCLUSION

TERMINAL OBJECTIVE

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

ENABLING OBJECTIVES

The students will:

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

TAKING ADVANTAGE OF CHANGE--COURSE REVIEW

As we review and discuss each of the four course goals (the terminal objectives for Modules 1 through 4), take notes on the specifics of what you plan to accomplish when you return to your jobs.

Module 1: Economic Impacts on the Fire Service

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

Important points about this module:

Specific actions I will take to use this information:

Module 2: Social Impacts on the Fire Service

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

Important points about this module:

Specific actions I will take to use this information:

Module 3: Political Impacts on the Fire Service

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

Important points about this module:

Specific actions I will take to use this information:

Module 4: Technological Impacts on the Fire Service

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

Important points about this module:

Specific actions I will take to use this information:
