CHANGE MANAGEMENT FOR VOLUNTEER
FIRE AGENCIES

STRATEGIC MANAGEMENT OF CHANGE

BY:

Vern Losh, Chief
Sonoma County
Department of Emergency Services

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ABSTRACT

This applied research project explored the issue of Change Management for volunteer fire agencies. The fire service has not been spared from many catch phrases and buzzwords related to the latest management techniques.

The problem addressed was how do volunteer firefighters develop and maintain a positive model for change with all of the other requirements placed on their time?

The purpose of this applied research project was to develop methods for volunteer firefighters to create a model program to deal with the many changes passed down to them by government and management, taking into consideration the time constraints and other requirements placed on volunteer firefighters in today's society.

As a matter of procedure, descriptive research methodology, including the literature review, was used to investigate change management. Personal interviews were conducted as an additional procedure. These interviews were conducted with five Volunteer Fire Chiefs from the volunteer companies within the Sonoma County Department of Emergency Services. The research questions addressed were:

1.   What types of changes are being placed on volunteers today?

2.   Who is pushing change upon the volunteers?

3.   How do the volunteers respond to change?

4.   What is private industry doing to handle the change process?

5.   What problems are encountered from change?

The results identified that volunteer firefighters are significantly impacted by change. There are many factors and sources of change that are being placed on the volunteers and their available time.

Five specific recommendations were made for volunteer fire agencies to consider when dealing with change.

A summary of those recommendations is as follows:

1. Review the change process and past efforts with all members.

2. Develop a consensus that change management is needed.

3. Develop a change management process.

4. Develop change management guidelines for all members to use.

5. Implement the process and guideline.

TABLE OF CONTENTS

INTRODUCTION

The Sonoma County Department of Emergency Services operates three divisions: Fire, Hazardous Materials and Emergency Management. The Fire Division operates a full service fire department. We provide fire prevention, public education, code enforcement, training, and have 15 Volunteer Fire Companies. Each of the companies serves as the local community provider of fire and EMS services. Each company has an average of 20 volunteers. There are a total of 300 volunteers and 22 fire stations. The volunteers often face change including federal, state and local mandated programs. Many volunteers struggle just to keep up to date with the current requirements let alone the constant sea of change they go through.

The problem is that the fire service is constantly changing, and that these changes have a major impact on the volunteers and the time they have available to provide a valuable service to their communities. With all the time limitations volunteers have, change places another constraint on the job they volunteered to do in the first place. Further, are there change management programs available that would fit within the current operations and time constraints of a volunteer organization?

The purpose of this applied research project is to identify change management techniques for volunteer firefighters. The descriptive research methodology was utilized to answer the following research questions:

1.   What types of changes are being placed on volunteers today?

2.   Who is pushing change upon the volunteers?

3.   How do volunteers respond to change?

4.   What is private industry doing to handle the change process?

5.   What problems are encountered from change?

Consultants cause change. Then you need consultants to tell you how to handle the change. When you are done changing, you need consultants to tell you that the environment has changed and you'd better change again.

It's a neat little perpetual motion machine. That's the problem when you pay consultants by the hour. In some small towns there is a rule that consultants can not serve as volunteer firemen. The fear is that they would drive around setting the town on fire (Adams, 1996).

"I can't understand why people are frightened by new ideas. I'm frightened of old ones" John Cage (1912-1992).

BACKGROUND AND SIGNIFICANCE

The problem faced by volunteer firefighters today is that they have a limited amount of time to keep up with the necessary training to serve their community. Volunteering in the fire service is one of the most time-demanding volunteer activities. The surge in the number of two-income families since the early 1970's has meant that people have very little time to volunteer. Time is spent at work, with kids, and maintaining the house and household (FEMA 1998).

The sociological changes experienced by volunteer fire departments in growing areas, particularly around cities, have affected recruitment and retention. Unfortunately, larger populations usually do not translate into larger numbers of volunteers. Many of the factors which have fueled the sociological changes have been mentioned: less time to volunteer, the two-income family, and less of an interest in serving the community or volunteering by younger persons, in particular the "me" generation (FEMA 1998). On the other side of the equation is the fact that things change. Rules, regulations, procedures and laws are passed down almost daily. Currently there is a considerable amount of discussion regarding the changes included in the National Fire Protection Association's (NFPA) proposed standards 1710 and 1720. These changes have a direct impact on the volunteers that barely have enough time in their week to do basic skills training. These changes and the change process affect all volunteers and fulltime staff.

The current change process used in Sonoma County is a basic one. Call a meeting, discuss, and start the change. This involves all staff and volunteers and the changes can be originated from internal or external sources. With time constraints on volunteers, they may miss meetings and are unaware of the change that has been made.

Due to the size of our organization the current process for change is not working, as all impacted people are not in the loop. This creates further problems as some departments are adapting to the change and others are not aware of it yet. The way the change comes down to the volunteers can create great pain and problems within the organization. When this happens, tempers and personal attacks often flair up. As an example in 2000, there were some changes made to our workers compensation insurance program. These changes required that all volunteers would have to be registered as county volunteers. This change created a huge amount of turmoil and everybody had a different interpretation of how the change would impact their operations and recruitment efforts. In this case it came down to how it was communicated to the members. With this in mind when the author attended the Strategic Management of Change (SMOC) class in 2000, a new term was created called "communicate x 3". It translates into communicate the issue, communicate the issue and then communicate it again.

The fire service is currently battling for the ever shrinking tax dollar. We are constantly being asked to do more for less. Many areas of the fire service are becoming "all risk" emergency agencies. This includes fires, EMS, floods, earthquakes, and other natural disasters and emergencies. Volunteers are not only expected to turn out for incidents of all types and training but also for fundraising events. When you add in the change process this only adds to the impact of time that needs to be dedicated to the community.

For senior managers, change means opportunity--both for the business and for themselves. But for many employees, change is seen as disruptive and intrusive (Strebel, 1996).

Volunteer fire agencies could possibly be impacted the same way private business is impacted, as there are a tremendous number of programs and mandates already required of volunteers.

Currently fire jurisdictions across the nation, volunteer and paid, are acknowledging and trying to accept that change is a required component of the occupation.

Our essential mission and number one priority is to deliver the best possible service to our customers (Brunacini, 1996). If we are spending too much time struggling with change management it can take away time from our customers.

This applied research project was undertaken as a result of attending the Strategic Management of Change course of the Executive Fire Officer Program at the National Fire Academy. The research is related to the Strategic Management of Change text, particularly Module 2 and Appendix C.

LITERATURE REVIEW

The information compiled for this paper was gathered from the Learning Resource Center located at the National Fire Academy, the author's work library, and the author's local library system. The literature reviewed included professional journals, periodicals, Executive Fire Officer research projects, on-line information, and published books.

Historically, the fire service has responded to emergencies involving lives, property and the environment. By the very nature of the fire service, change has always been a part of the service. Any "old timer" around a firehouse will say that the fire service today "just isn't what it used to be". Fire departments have gone through many changes over the past 25 years to adapt to new requirements and demands (FEMA 1998).

Research Question 1. The review of literature indicates that there is a significant amount of requirements being placed on the fire service. This is especially true for volunteers. These changes include driving regulations, safety standards, fit testing, "two-in-two-out",

staffing, response, and deployment standards. Training for both volunteer and career firefighters has grown more formal and comprehensive in the past 30 years (FEMA 1998). Volunteers will be experiencing additional difficulties in the coming years.

Increased requirements for time, family, work, and the economic climate will challenge the leader who uses volunteers in their delivery system (Snook, Johnson, Olsen, Buckman 1998).

Research Question 2. The review of literature indicates that the changes are coming from the federal government, state government, local government, from within the organization and from nationally recognized standards such as NFPA. These changes are in the form of laws, regulations, rules, operating procedures and standards that are developed by committees. Again, managers of volunteer programs need to be aware of time constraints and all of the other requirements already in place. Prior to the "Fair Labor Standards Act", a person could choose to volunteer time for the department they worked for. Now in a combination paid and volunteer department, a firefighter can not volunteer any time to the organization without being paid. If for example they had training on nights for the volunteers, the regular paid firefighters could not attend if they were off duty without being compensated. For example in Baltimore County, Maryland, 200 paid firefighters and EMTs used to volunteer during their off duty hours at neighborhood fire stations. Today, none can volunteer while off duty because of the 1985 Supreme Court ruling and the 1993 Department of Labor interpretation (FEMA 1998). This is the law and there is no flexibility.

Fire organizations involvement in EMS has created its own set of issues. There are many changes underway in the field of EMS. Presently EMS has created a great demand for services. There is probably no single phenomenon that has a greater impact on volunteer/local government relations than EMS. EMS stands to have even more influence on governments, fire departments,

and EMS squads (Perkins, Benoit 1996). In many cases it was the fire service that elected to get

involved in EMS.

The Federal Occupational Safety and Health Administration issued an interpretation in

1995 of one of its long-standing standards to require fire departments to have four firefighters

assembled at a structure fire before entrance and an attack line could be made on the fire.

Unfortunately, however this ruling creates an additional burden on departments that are already

struggling with the sizes of their departments (FEMA 1998).

Included in Appendix A is a partial list of the training requirements that are imposed on

firefighters in California. This list serves as an example of the current impacts that are placed on

firefighters today. This list was put together by Jim Hunt of Hunt Research Corporation in

Solvang, California. This list is of required training, and does not include local requirements.

Research Question 3. As part of the information gathered for this applied research

project, five Fire Chiefs from separate Volunteer Companies were interviewed. This provided

information on how volunteers react and respond to change. Personal interviews were conducted

to identify the need for change management in the volunteer fire programs. Appendix B is a

sample of the interview questions, and Appendix C provides the answers to the interview

questions. The interviews indicate that change from any level or place impacts the ability to

recruit and maintain volunteers. Most volunteers are already burned out from mandates for their

time for training and calls for service. The need to work on changes places an additional

workload on the volunteer. Typically once a volunteer learns something, they do not want to go

back and relearn it because of a procedural change.

Research Question 4. Private industry has been dealing with change for many, many

years. They have also been writing about it. There are volumes of information on change,

change management, and reengineering. One of the things that the private sector has learned is that change involves numerous phases, and usually takes a long time. Skipping steps creates only the illusion of speed and never produces a satisfying result (Kotter 1995). Appendix D has a list of eight steps for transforming an organization. Kotter recommends that all steps be followed or failure will occur. The initial step is one of motivation. Without motivation, people will not help and the process goes nowhere (Kotter 1995). Another step in the process is the vision. Many projects have failed without a clear and communicated vision. A useful rule of thumb is that if you can not communicate the vision in five minutes or less, you are not done with that phase of the project (Kotter 1995).

Management needs to be involved in the process and keep all staff up to speed on the process. Even with sufficient breadth and depth, a reengineering project will fail without the full commitment of senior executive staff (Hall, Rosenthal, Wade 1993). Effective communication creates champions of the new design at all levels of the organization (Hall 1993). It helps to assign top level management to develop and implement an ongoing communications program (Hall 1993).

Included in Appendix "E" is a table of keys to success and ways to fail. The five ways to succeed are:

1. Set an aggressive reengineering performance target.

2. Commit 20% to 50% of the chief executives time to the project.

3. Conduct a comprehensive review of customer needs, economic leverage points, and market trends.

4. Assign an additional senior executive to be responsible for implementation.

5. Conduct a comprehensive pilot of the new design.

The four ways to fail are:

1. Assign average performers.

2. Measure only the plan.

3. Settle for the status quo.

4. Overlook communication.

Managers must give employees sound reasons for and explanations of the new design, a forum for voicing concerns, and feedback to show that the concerns are being addressed (Hall 1993).

Research Question 5. As discussed in other areas, change can have a significant impact on people in general. Certainly volunteer firefighters are people too, and go through the same significant impacts when change hits them. The main impact for volunteers is time constraints.

There are other problems encountered. Change can be hell. There is only one way to describe the transition--hell. From being on top and doing things very well, we had to go down to the pit to come out the other side (Champy 1995). We all need consistency in our lives. Wise managers spend a lot of their time finding new consistency in the midst of perpetually stormy commercial seas (Peters 1994). There is a fine line between heaven (the opportunities reengineering brings) and hell (the stress, strain, and fear of change) (Champy 1995).

At some point you need to have balance between change and stability in your organization. While change can be good, too much change can cause other problems. Continuous revolution failed Chairman Mao in the People's Republic of China, and it will fail corporate America. The solution is to balance change with stability (Freedman 2000).

PROCEDURES

Definition of Terms

Change. Any process or procedure that is new or different to the volunteers of Sonoma County and required for the volunteer to perform.

Communicate x 3. The process of communicating. Communicate, communicate and then communicate again. Make sure the person hears and understands what you are saying.

Customer. For the purpose of this research project, the customer is the taxpayer or the person served by the emergency response.

EMS. Emergency Medical Service or System. The job of providing medical care to customers. This could be basic or advanced care.

Volunteer Fire Company. Fire service organizations that serve unincorporated areas of the state of California. Companies are further defined in California Health and Safety Code #14815.

NFPA. The National Fire Protection Association. An association that provides public education material, codes and ordinances for the fire service and building trades to use as recognized standards.

NVFC. National Volunteer Fire Council. A national group that lobbies and supports the fire service, particularly the volunteers on a national level.

Research Methodology

The descriptive research methodology is utilized to examine the various types of change encountered in the fire service and business profession. The procedures used include a literature search, and review and interviews with Fire Chiefs of Volunteer Companies. This was followed by the experience and recommendations of the researcher. The literature search provided many

examples that show that change can have a significant impact in business and the fire service. The personal interview summary located in Appendix B is limited to Volunteer Chiefs in Sonoma County.

The summary does not represent a large database. The summary does indicate general types of issues relating to change provided by the Fire Chiefs of five Volunteer Companies in Sonoma County, California. These Volunteer Chiefs have between ten and thirty-eight years of experience dealing with the fire service and change.

Assumptions and Limitations

It was assumed that all fire agencies have encountered the term "change" and have given some thought and time into the need for and challenges of the change process.

The limitations that affected this research project included a limited amount of time by Volunteer Chiefs on the response to the survey. Many response requests were not returned. The personal interviews included in this research were limited to the five members of local Volunteer Fire Companies.

RESULTS

Answers to Research Questions

Research Question 1. The researcher found that there are many types of changes being placed on volunteers today. These changes include operational, training, administration, and procedural. These changes effect how they train, respond, recruit and maintain volunteers.

One recent change that impacted the volunteers was the "Two in Two Out" rule. This was mandated from federal law to require a minimum of 4 firefighters at the scene before making entry into a burning structure. The 4 firefighters would be split into two teams of two firefighters

each. Two would make entry and two would stay out as a safety measure. This standard also included new rules on fit testing face pieces of breathing apparatus and additional equipment to be available for the two firefighters on the outside of the structure. While no one was arguing the aspects of safety, these new rules impacted the training, equipment and operational procedures of the volunteers. These new rules in no way addressed the cost for the fit testing, medical exams and extra equipment that was needed. The cost was passed on to the volunteers.

Another potential change that is right around the corner is the NFPA 1710 and 1720 standards. Historically, though NFPA codes have been listed as "recognized standards", these standard place requirements on response time, number of firefighters at the scene and on the equipment. A fear is that these "recognized standards" will become law, and most volunteer as well as staffed agencies will not be able to meet the standards. Another fear is the threat of litigation for not meeting the "national standards".

Research Question 2. There are many sources pushing change on volunteers today. These changes are coming from all angles. Many changes are coming from within, as department populations grow and the number of incidents rise. This growth sometimes produces more revenue and more revenue equates to a higher level of service. This higher level of service brings change to the normal way of doing things. The increase in incidents brings about more demands on the volunteers. Many volunteers originally signed up to help their neighbors, should they have an emergency. Now with changing populations, this increased service is a hardship for the volunteers.

Research Question 3. The research indicates that volunteers respond to change in many different ways. Some choose not to change at all and leave the organization. Others stay and fight the change with the best of their ability before leaving. Some refuse to change and stay

within the organization and cause problems until they are confronted, while others flat out rebel

and refuse to change. When this happens, all other operations stop until the issue is resolved.

Research Question 4. The volunteers within the Sonoma County program are no different

than volunteers throughout the nation. Change has an impact on them. There is help available to

the volunteers. The research indicates that there is much written and discussed about change in

the private sector. Some of this change has other names, such as restructuring and reengineering.

The ideas discussed in the research can be molded to work for volunteers. The main theme in all

of the research was communication. If you are going to promote change, you shall communicate

if you want it to succeed.

Research Question 5. The researcher found that there can be many problems encountered

from volunteers when change is involved. These problems can range from emotional issues, such

as a low level of feeling of need to extreme anger. Again, in most cases where problems

developed from communication, or a lack of, was the root of the problem. The researcher went

through a process in his own organization to change the workers compensation insurance. This

process required all volunteers to become registered as County volunteers and not as local

volunteers. This created all kinds of emotional reactions. There were people that understood the

change and others that wanted the researcher to find other employment. The issue was resolved,

again, by the use of communication.

Interview Questions

The interview questions were designed to identify issues related to change with volunteer

firefighters. They further intended to discover whether the companies wanted to be involved in

the process, what type of process was needed and what process would best meet their needs. Appendix B lists the interview questions.

Appendix C summarizes the results of personal interviews conducted by the researcher. The researcher felt that conducting a personnel interview with a Chief from five different fire companies from throughout the county would represent a broad profile of customer change within the volunteer companies.

The information in Appendix C indicates that all of the fire companies represented have had some experience with the issues related to change.

Research Question 1. The answer to this question, based on the responses provided during the interviews, are detailed in Appendix C. It was obvious from the answers and discussion that there are many types of change being placed on volunteers today.

Research Question 2. The answer to this question, based on the responses provided during the interviews, are detailed in Appendix C. The interviews showed that change is being placed on the volunteers from many areas of government and from the citizens they serve.

Research Question 3. The answer to this question, based on the responses provided during the interviews, are detailed in Appendix C. The volunteers in general do not accept change with open arms. Currently there is no process for instituting change.

Research Question 4. This question was not asked of the volunteers.

Research Question 5. The answer to this question, based on the responses provided during the interviews, are detailed in Appendix C. During the interviews it was clear that many problems are caused from change. Some volunteers are so disturbed that they just quit.

DISCUSSION

The research indicates that fire agencies across the country are having concerns and raising issues about change and the impacts of change. Currently there is much discussion and division over NFPA 1710 and 1720 (NFPA 2000). Some fire agencies and associations are for it and others are against it. That is just a sample of change on a national level.

On a state level the volunteers are very interested in legislation that impacts their ability to serve. In California in 1992 the State decided to capture money from local fire agencies to pay for the state's obligation to schools. This has impacted the revenue that fire agencies previously received. This lack of revenue is impacting the level of service they can provide. In the researcher's own department, the State takes $224,000 every year from the budget.

The local level also goes through change. As revenues are decreasing and costs rising, managers look for ways to reduce costs. When managers make efforts to save money, it might impact volunteers in the way they do business or train.

Research Question 1. The researcher found that there are many types of changes impacting volunteers today. There are changes that come down from the federal government like the Fair Labor Standards Act, Two-in-Two-Out, and EPA burning regulations (FEMA 1998). These rules on laws impact how the volunteers perform their jobs on a daily basis. The two-in-two-out rule impacts how they fight fires today and in the future.

In California the State has decided to take money from local government to pay their own debts. This has impacted the volunteers and made them change how they acquire new equipment. The volunteers have had to search out new funding techniques like grants, lease purchase and donations.

On a local level, where the State has taken money from the local governments, the

counties have had to back fill revenue with charges for service. This has further impacted the volunteers and their ability to purchase equipment.

Research Question 2. While doing research for this project, the researcher found that change is being pushed on the volunteers from all levels of government and from the citizens living in their communities.

The consensus of Fire Chiefs from across the country indicate that the perception of the fire department is greater today than in the past (FEMA 1998). If people do not know whom to call, they call the fire department because they know firefighters will respond.

As funding gets tighter and tighter managers look for alternate ways of doing things to save money. This also impacts volunteers, as operations might also change.

Research Question 3. The survey conducted by the researcher found that volunteers generally have a hard time with change. From simple change to complex issues, change impacts what they do and how they do it. Volunteers have a real fear of the unknown and are concerned for the big picture. The sooner you get them involved the better their acceptance of change.

Research Question 4. The researcher found that there are volumes of books and literature written about change for the private business world. As many types of business that there are, there are that many change management thoughts and processes.

One thought process was to allow flexibility but have boundaries (Freedman 2000). In other words, set the overall guidelines and give employees flexibility to get the task done. This gives some freedom to tasks that have been changed and allows the volunteer to feel a part of the program. Continuous change or evolution is not a good thing either. While change can be good, too much can go the other way.

The researcher also found that if you want a change to fail, do not get the backing of key management staff. In real live fire station situations, if the mid-level managers are not supporting the change then it is doomed to fail. A redesign project will fail unless top-level managers are actively involved.

And the most important factor to successful change is communication. The researcher found that in his own personnel experience with the change in workers compensation insurance. Even when you think you have communicated, communicate again.

Research Question 5. The researcher found that there are many problems associated with change. The interview questions for this project demonstrated to the researcher that volunteers want to be left alone and do not care for change. Change causes volunteers a great amount of fear, and if they feel that the changes are too much, they may just leave.

Some companies assign mediocre performers to the change process (Hall 1993). Companies need to assign top performers and key executives if the change process is to work.

RECOMMENDATIONS

Based on the results of the research, the following recommendations are offered by the author:

Research Question 1. Change will always be a part of the fire service. Fire service managers need to get ahead of the curve as much as possible and make these changes work for them.

Research Question 2. Managers and Chiefs of fire service organizations need to get politically involved with those responsible for making changes to laws that impact volunteers. So many times laws get passed without input from the people or groups that are impacted the most.

Research Question 3. Change to a volunteer that has limited time, and is doing the job to help the community can be a major impact. Managers need to be aware of this and find procedures to soften the impact as much as possible. The volunteers need to be brought into the change process as soon as possible. They need to feel a part of the process.

Research Question 4. Managers and Chiefs need to embrace the private sectors' work on the change process. The private industries have been going through change on many levels since they have been in business. The fire service needs to learn from the private sector and review models of change that the private sector has been using for years.

Research Question 5. Change is very disruptive to volunteer fire agencies. The fire service in general is based on history and tradition. Some of the things we do today have not changed for 25 to 50 years or longer. Volunteers can become very emotional when you throw the word "change" their way. Volunteers need to be part of the big picture and be part of the long-term goals of the department.

Change management measures recommended for the Department of Emergency Services include the following:

1. Review how change is currently brought about within the organization.

2. Review past efforts of change to find common problems.

3. Develop consensus that a change management program is needed.

4. Develop a written change management procedure for the department (Appendix G).

5. Develop a flow chart for the change procedure (Appendix F).

6. Implement the plan and policy.

7. Provide workshops to develop goals and vision for the department. Insure that the volunteers have a large role in this process.

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APPENDIX A

MANDATES

OSHA

1.	General Duty Clause (employee safety & training)	29 USC 654(a)1, CCR T8 3203 (IAPP), Cal Labor Code Section 6317, 6400, 6401,6402, 6403
2.	Blood Borne Pathogens Communicable Disease	CCR T8-5193 (e), 3203; OSHA Policy P & P C-47, 29 CFR 910.130
3.	Sudden Infant Death Syndrome	H & S 1797,.192 & 1797.170 & 171
4.	Occupational Noise Exposure	29 CFR 1910.95 CCR T8 5097,5099
5.	Fork Lifts & Powered Industrial Trucks	CCR T8-3649,5110g, T8 3664 668
6.	Hazardous Communications Standard	29CFR 1910.1200, T8 5194
7.	Respiratory Protection/Fit Testing/ SCBA	CCR T8-3401,3409,5144, ANSI Z88.5&6, T8-5144, 29CFR 1910.134
8.	Training Records Management	CCR T8 3203 (b) (2)
9.	Personal Alarms	29CFR1910.165, CCR T8-3401
10.	PPE & Clothing	29 CFR 1910.132, CCR T8-3401
11.	Eye & Face Protection	CCR T8-3404, 3401, 29 CFR 1910.133
12.	Ear & Neck Protection	CCR T8-3405, 3401
13.	Body Protection	CCR 3401, T8-3406,7
14.	Hand & Wrist Protection	CCR 3401, T8-3407
15.	Foot & Head Protection	CCR 3401, T8-3408,3409, 3410
16.	Wildland Firefighter	CCR T8-3203 (a), 3401, 3410 6773 NWCG 301-1
17.	Heat Stress/Cold Stress/ Heat Stroke, etc.	CCR T8-3203 OSHA Technical Manual TEDI-O
18.	Structural Firefighting	CCR T8-3203 (a) T8- 3401

19.	Radioactivity Training	ISO, T8 3203
20.	Trench Rescue	CCR T8 3203 (a) 7
21.	Permit Required Confined Space Awareness/Operations	29CFR 1910.146, CCR T8-5156,5157, 5158
22.	Lock Out/Block Out (energy hazards)	9 CFR 1910.147, CCR T8 3314, 3320.4, 3203
23.	Two-In Two-Out (RIT)	CCR T8-5144, 5156, 5157 158, 3401 & 3409
24.	Swift Water Rescue	CCR T8-3203
25.	Repetitive Motion Injuries (ergonomics)	CCR T8-5110G, 3203
26.	Fire Apparatus/New Equipment	T8 3203 & CCR T8-6773
27.	Driver Training	DMV 15250.5,6, CCR T8-3203 49 CFR 383
28.	Basic Firefighter Skills/Procedures	CCR T8-3203a4b,g,c, CCR T8 6773
29.	New Identified Hazards	CCR T83203a4b
30.	Wildland Fire Shelters	CCR T8-3203, 3410, 3401
31.	Emergency Rescue Responder Safety	Cal Labor Code 6317
HAZARDOUS MATERIALS		CCR T19 2510, 29CFR1910, 120
Hazardous substances Emergency response training		Govt. Code 8574.20,21
32.	First Responder Awareness	29 CFR1926.65, T8 5192 29CFR 1910.120, CCR T8-5192 T19-2510
33.	First Responder Operations	29 CFR 1910.120 CCR T8-3401 5192, T19-2510
34.	HAZMAT Technician	29 CFR 1910.120, CCR T8-5192 T19-2510
35.	HAZMAT Specialist	29 CFR 1910.120, CCR T8-5192 T19-2510
36.	HAZMAT IC	29 CFR 1910.120, CCR T8-5192 t-19-2510I, T19-2510
37.	HAZMAT Instructor	CCR T-19-252Oh, CFR29 1910.120; T-19-2428 (cirriculum)

EMS   EMSA CCR T-22, H &S 1797,
                                                 1798

38.	EMT-1 Including D	CCR 10063(9), T22 CCR 100020, 100021, 100075, T8-Div1 ch4 EMSA (recert every 2 years)
39.	First Response Defib.	CCR t22 Div 9, Ch 1.5, (EMT-D) T-22-100021, 100064
40.	CPR	T22 CCR 100025, H & S 1797.182; CCR 22-100016, 100019
41.	First Aid	22 CCR 100025, 100016; H&S 1797.182, T-22 100019
42.	Vehicle Extrication (EMT)	CCR 22 100075 (EMT training)
43.	Pediatric Emergencies (in EMT training)	(part of EMT training)
44.	EMT Medic	CCR 22-100145 H&S 1797
45.	Accident Scene Management	H&S 1798.170 (protocol), 1798 600, 22 CCR 100075
46.	Multi Casualty Training	(part of EMT training) HS 1797.151, CCR 100075
47.	EMD Dispatcher	National Academy of EMD, EMSA
48.	Electronic Management of Patient Records & Privacy	(pending) EMSA & US Dept. Health Human Services (patient privacy laws)

AFFIRMATIVE ACTION/CIVIL RIGHTS

49.	Civil Rights Act	Title VIII; 1964 Civil Rights Act, CCR 51
50.	ADA	29 CFR 32, 29CFR1630, 42 USC 1971;12101
51.	Discrimination Against Employees	29 CFR 1977-1970, GC12900,etc
52.	Elder Abuse	22 CCR 100074 (EMT)
53.	Child Abuse	PC 11166, 22 CCR 100074 (EMT)

OTHER MANDATES

54.	PC 832, PC 830.31 Peace Officer Training	PC 832, CCR T8 5193

55.	ICS/SEMS	SB 1841, GC 8607, T19-2428, NWCG 310-1, NFPA 1561
56.	ICS Position Training	SB 1841 GC 8607, T19-2428, NWCG 310-1, NFPA 1561
57.	Wildland Fire Behavior	CCR T8, 3401, 3410, 3203
58.	Fire Inspector Training	H & S 13105.5, PC 832
59.	Instructor Training	H & S 13159 b
60.	Carcinogens (Fire Investigation)	H & S 13107, PC 832, H & S 1797.187
61.	Nuclear Emergency Response Training	HS 114680 (if within emergency planning zone)

TERRORISM

62.	Weapons of Mass Destruction	FEMA/DOD by contractual agreement
63.	Terrorism: Emergency Response	National Fire Academy

AIRCRAFT CRASH/FIRE RESCUE

64.	Live fire training	Title 14 CFR; 139.319 (FAA)
65.	Aircraft Rescue Firefighter Initial Training course	Title 14 CFR; 139.319, SFM 40 Hr
66.	Aircraft Crash Fire Rescue Vehicle Operator course	T14; CFR. FAA class at DFW irport
67.	Command and Control of Crash Fire Rescue Incidents	Title 14 CFR, FAR 139.319
68.	Basic EMS Care (crash fire rescue)	14 CFR 139.319

USAR

69.	Rescue Systems I	OES requirement for assignees to OES USAR units

MISC

70.	Workplace Violence	OSHA 3148
71.	Fall Protection	OSHA 1926.503 a (1) (2) (not mandated for firefighters)

NFPA Standards:

1.	Fire Service Prof. Quals Accreditation & Certification	NFPA 1000
2.	Firefighter Prof. Quals	NFPA 1001
3.	Driver/Operator Prof. Quals	NFPA 1002
4.	Rescue Tech. Prof. Quals	NFPA 1006
5.	Fire Officer Prof. Quals	NFPA 1021
6.	Fire Service Instructor Prof Quals	NFPA 1041
7.	Firefighting Initial Attack	NFPA 1410
8.	Wildfire Control	NFPA 295
9.	Responding to Hazmat Incidents	NFPA 471
10.	Competencies-Hazmat Responders	NFPA 472
11.	Competencies for EMS Personnel Hazardous Materials	NFPA 472, 473
12.	Airport Firefighter Prof. Quals	NFPA 1003
13.	Prof. Quals: Inspector/Plan Examiner	NFPA 1031
14.	Fire Investigator Prof. Quals	NFPA 1033
15.	Public Fire & Life Safety Educator Prof. Quals	NFPA 1035
16.	Wildland Firefighting Prof. Quals	NFPA 1051
17.	Public Safety Telecommunicator Quals.	NFPA 1061
18.	Live Fire Training	NFPA 1403
19.	Fire Department Safety Officer	NFPA 1521
20.	Fire Department OSHA Program	NFPA 1500
21.	Fire Service Vehicle Operations Training Program	NFPA 1451
22.	Operations & Training for Tech Rescue	NFPA 1670
23.	Medical Requirements for Firefighter	NFPA 1582

24.	Emergency Services Org. Risk Mgmt.	NFPA 1250
25.	Aircraft Rescue & Firefighting	NFPA 422
26.	Protective Ensemble for Structural Firefighting, Proximity Firefighting & Hazmat	NFPA 1971, 1976, 1991, 1992
27.	Std. On FD Infection Control	NFPA 1581
28.	Disaster Management	NFPA 1600
29.	Fire Protection Services for the Public	NFPA 1201
30.	DOT Compressed Gas Cylinders	49 CFR 178-C
31.	Std. On FD SCBA Program	NFPA 1401 ANSI Z-88 .5 & .6
32.	FD ICS	NFPA 1561
33.	Public Utility Training	P G & E

CALIFORNIA STATE FIRE SERVICE TRAINING

CERTIFICATION PROGRAM

34.	Firefighter 1 & 2	
35.	Fire Officer	SFST
36.	Chief Officer	SFST
37.	Fire Chief	SFST
38.	Fire Prevention 1–A, 1-B, 1-C	
39.	Fire Investigation 1-A, 1-B, 2-A, 2-B	SFST
40.	Pyrotechnic Stby/Inspector	

CSTI

41.	Safety for Fire Investigators	CSTI

POST

42.	Dispatcher/Public Safety/Advanced	Post

NFPA: Consenus Standards:

1.	Fire Service Prof. Quals Accreditation & Certification	NFPA 1000
2.	Firefighter Prof. Quals	NFPA 1001
3.	Driver/Operator Prof. Quals	NFPA 1002
4.	Fire Officer Prof. Quals	NFPA 1021
5.	Fire Service Instructor Prof. Quals	NFPA 1041
6.	Firefighting Initial Attack	NFPA 1410
7.	Wildfire Control	NFPA 295
8.	Responding to Hazmat Incidents	NFPA 471
9.	Competencies-Hazmat Responders	NFPA 472
10.	Competencies for EMS Personnel/ Hazardous Materials	NFPA 472/473
11.	Airport Firefighter Prof. Quals	NFPA 1003
12.	Prof. Quals: Inspector/Plan Examiner	NFPA 1031
13.	Fire Investigator Prof. Quals	NFPA 1033
14.	Public Fire & Life Safety Educator Prof. Quals	NFPA 1035
15.	Wildland Firefighting Prof. Quals	NFPA 1051
16.	Public Safety Telecommunicator Quals	NFPA 1061
17.	Live Fire Training	NFPA 1043
18.	Fire Dept. Safety Officer	NFPA 1521
19.	Fir Dept. OSHA Program	NFPA 1500
20.	Fire Service Vehicle Operation Training Program	NFPA 1451
21.	Operations & Training for Tech Rescue	NFPA 1670
22.	Medical Requirements for Firefighter	NFPA 1582

23.	Disaster Management	NFPA 1600
24.	Emergency Services Org. Risk Mgmt.	NFPA 1250
25.	Aircraft Rescue & Firefighting	NFPA 402/403
26.	Fire Protection Services for the Public	NFPA 1201
27.	Protective Ensemble for Structural Firefighting, Proximity Firefighting Hazardous Materials	NFPA 1971, 1976, 1991, 1992
28.	DOT Compressed Gas Cylinders	49CFR178
29.	Std. On FD Infection Control	NFPA 1581
30.	Std. On FD SCBA Programs	NFPA 1404
31.	FD Reports & Records	NFPA 1401
32.	FD ICS	NFPA 1561
33.	Calif. State Fire Service Training Firefighter 1 & 2	State FS Training
34.	Calif. State Fire Service Training Certification Program (all ranks)	State FS Training

Interview Questions

1.   What is your name, title/rank?

2.   How many volunteers in your company?

3.   What types of changes are being placed on volunteers today?

4.   Who is pushing change upon the volunteers?

5.   How do the volunteers respond to these change requests or orders?

6.   What have you as the Chief done in the past to help the change process?

7.   What problems are encountered from change?

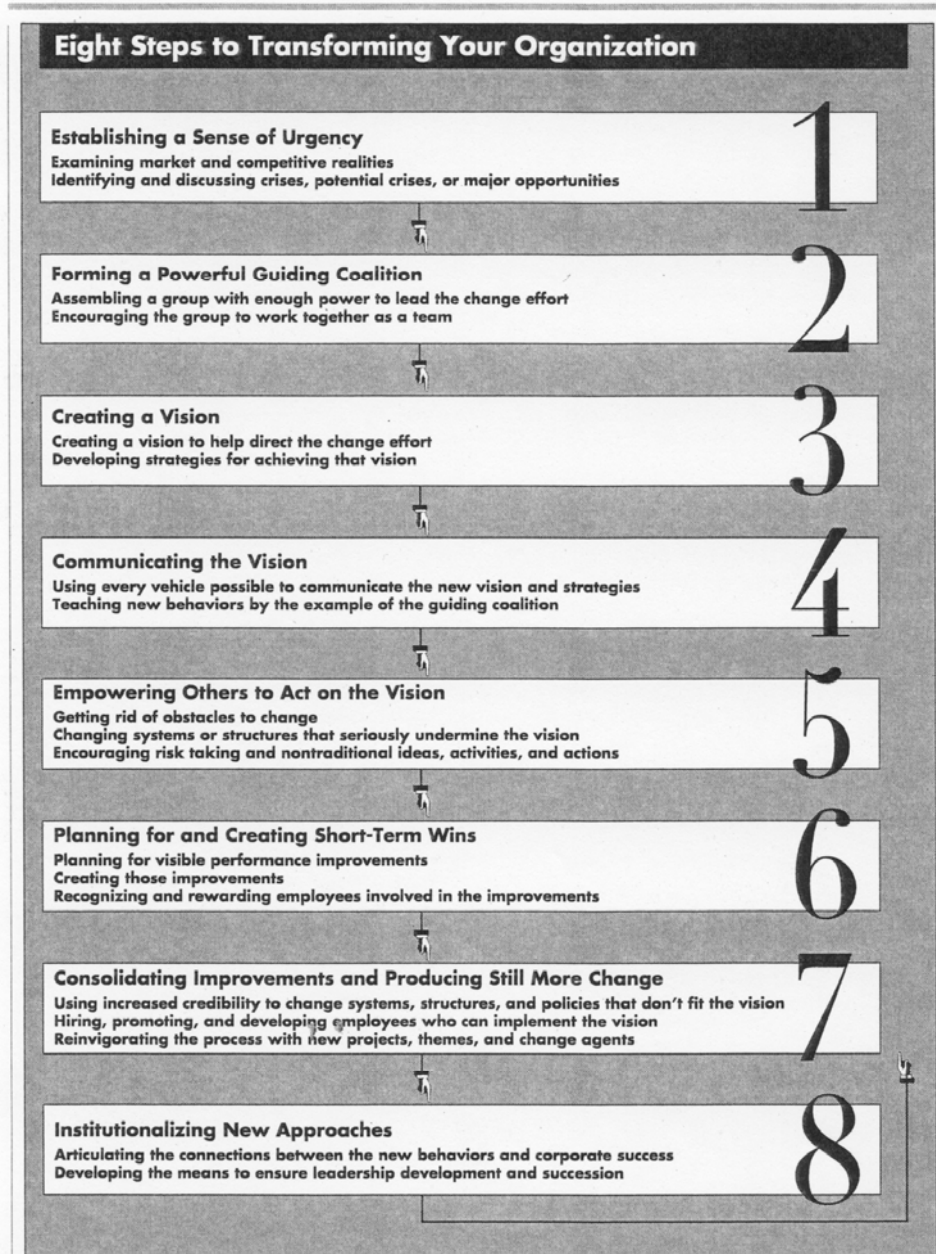8.   How would you make change more acceptable to your organization?

APPENDIX C

Interview Results

Fire Company	What type of Change placed on Volunteers today?	Who is pushing Change?	How do volunteers respond to change?	What has the Chief done to help with the Change process?
Wilmar	Equipment, operations and demands for service.	Citizens and management.	Not real well.	I am a new Chief and just learning how to deal with it.
San Antonio	Increase in demand for service.	Usually management.	They have a fear of the unknown.	No response.
Mayacamas	Increase in types of calls.	Federal and state government.	They feel like they have no input.	Do the best I can with the information I receive.
Mountain	No one is interested in helping with fundraising. We are all burned out.	County and State.	They get mad and bent out of shape.	Some change happens so fast there is not much to do.
Valley Ford	Procedures and policies.	Federal and local government.	They simply don't like it.	Not much. Just let it happen.
Camp Meeker	No Response.			
Sea Ranch	No Response.			

Fire Company	What problems are encountered from Change?	How to make Change more acceptable to volunteers?	Number of Volunteers?	Any additional information on Change
Wilmar	Fear and people leaving.	Get them involved.	25	Get us involved and communicate.
San Antonio	Resistance.	Involve the volunteers from the beginning.	24	Any change creates resistance so the change must be fully disclosed.
Mayacamas CA	People don't want things to change	Participation and communication	14	Communicate.
Mountain	We like things as they are. Change disrupts our lives.	The volunteers need to attend the meetings.	11	Tell us where we're going.
Valley Ford	Volunteers want to be left alone.	What is the big picture?	10	Improve communication as early as you can.
Camp Meeker	No Response.		17	
Sea Ranch	No Response.		25	

APPENDIX D

EIGHT STEPS

Eight Steps to Transforming Your Organization

Establishing a Sense of Urgency
Examining market and competitive realities
Identifying and discussing crises, potential crises, or major opportunities

1

Forming a Powerful Guiding Coalition
Assembling a group with enough power to lead the change effort
Encouraging the group to work together as a team

2

Creating a Vision
Creating a vision to help direct the change effort
Developing strategies for achieving that vision

3

Communicating the Vision
Using every vehicle possible to communicate the new vision and strategies
Teaching new behaviors by the example of the guiding coalition

4

Empowering Others to Act on the Vision
Getting rid of obstacles to change
Changing systems or structures that seriously undermine the vision
Encouraging risk taking and nontraditional ideas, activities, and actions

5

Planning for and Creating Short-Term Wins
Planning for visible performance improvements
Creating those improvements
Recognizing and rewarding employees involved in the improvements

6

Consolidating Improvements and Producing Still More Change
Using increased credibility to change systems, structures, and policies that don't fit the vision
Hiring, promoting, and developing employees who can implement the vision
Reinvigorating the process with new projects, themes, and change agents

7

Institutionalizing New Approaches
Articulating the connections between the new behaviors and corporate success
Developing the means to ensure leadership development and succession

8

APPENDIX E

KEYS TO SUCCESS AND WAYS TO FAIL
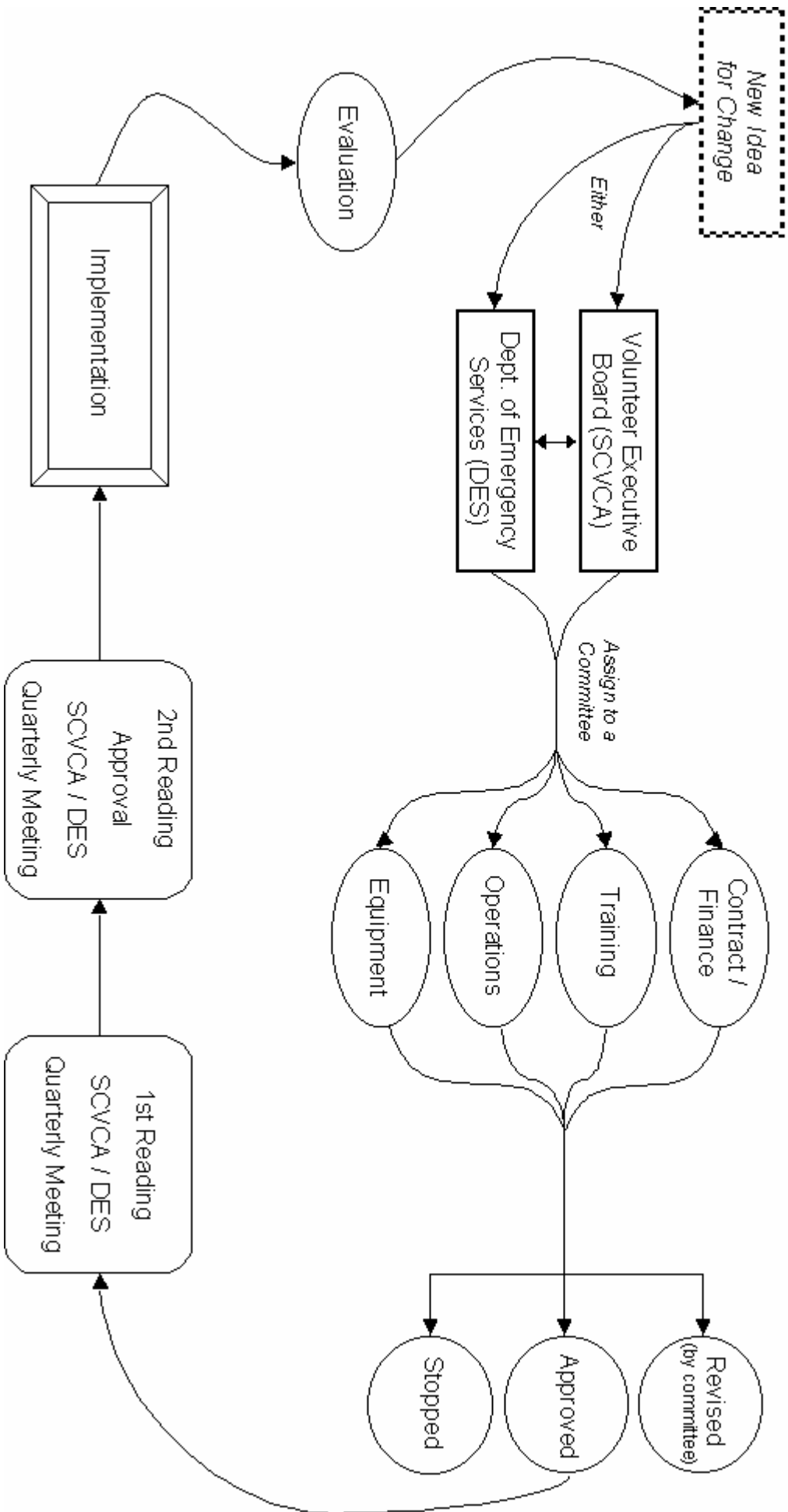
Successful Redesign

1.   Set an aggressive reengineering performance target.

2.   Commit 20% to 50% of the chief executive's time to the project.

3.   Conduct a comprehensive review of customer needs, economic leverage points,

         and market trends.

4.   Assign an additional senior executive to be responsible for implementation.

5.   Conduct a comprehensive pilot of the design.

Four ways to Fail

                    1. Assign average performers.

                    2. Measure only the plan.

                    3. Settle for the status quo.

                    4. Overlook communication.

APPENDIX F

Sonoma County Fire

Change Management Flow Chart

New Idea for Change

Either

Volunteer Executive Board (SCVCA)

Dept. of Emergency Services (DES)

Assign to a Committee

Equipment

Operations

Training

Contract / Finance

Stopped

Approved

Revised (by committee)

1st Reading
SCVCA / DES
Quarterly Meeting

2nd Reading
Approval
SCVCA / DES
Quarterly Meeting

Implementation

Evaluation

APPENDIX G

CHANGE MANAGEMENT POLICY

- Change can be initiated by anyone within the organization or by government.

- Step #1 is to come up with the idea.

- Step #2 is to take the idea either to the Volunteer Board or to the Department of Emergency Services.

- Step #3 is that the DES and SCVCA will discuss the idea.

- Step #4 is to assign it to a committee. The committee will review the idea and pass it on for approval, revision or stop it.

- Step #5 if approved by committee the change will then go to the full body of the SCVCA/DES quarterly meeting for first reading.

- Step #6 the change will be read a second time and voted on. The vote will only take place if it is not a mandated change by legislation. If not approved the change will be stopped.

- Step #7 is implementation.

- Step #8 is evaluation. The change will be evaluated for effectiveness.