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WHAT WILL BE THE FUTURE FOR JOINT POLICE AND  
FIRE TRAINING PROGRAMS/FACILITIES IN THE YEAR 1998?

An Independent Study Project

NCJRS

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by

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This Command College Independent Study Project is a FUTURES study on a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Studying the future differs from studying the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future – creating it, constraining it, adapting to it. A futures study points the way.

## WHAT WILL BE THE FUTURE FOR JOINT POLICE AND FIRE TRAINING PROGRAMS/FACILITIES IN THE YEAR 1998?

### Executive Summary

Since the passage of Proposition 13, officials have found it increasingly difficult to fund public safety programs. The increased litigation directed toward public safety agencies has highlighted the importance of adequate training in order to reduce risk liability and insure productive personnel. This paper explores the potential for reducing costs by combining police and fire training.

A literature search indicated that even agencies that have combined police and fire functions into a "public safety" concept have continued to provide separate training in the two disciplines. A scanning of California Academies reinforced this literature search by indicating that combined training is not practiced and it is not anticipated that it will occur. A few areas were identified as having potential for joint training, however these were in the management/supervisory area as few line functions were felt to be similar.

A group of professionals from the police, fire, education and city management professions was formed. This group completed several processes to define the future of this topic. Decreases in available funds and demands for quality training programs to off-set risk liability exposure were identified as continuing trends. Events with a high probability of occurrence that could impact the present funding format were identified.

A cross-impact evaluation of projected trends and events indicated the group does not anticipate an improved funding situation unless action is taken.

Scenarios based on this information were developed. Several policy considerations were considered and a strategic planning session completed a present capability analysis. The analysis indicated strong management and statewide organizations in both professions. It was felt that proper actions could persuade important stakeholders, taxpayers and legislators, to support a program that would provide increased public safety, if funded by a new revenue source.

To insure implementation of change, the Commission on Peace Officers Standards and Training (P.O.S.T.) and the state fire marshal must be assured that their present control will be maintained and that P.O.S.T.'s funding sources will not be threatened. If P.O.S.T. and the fire marshal can be persuaded to "make change happen," then the professions strengths of strong management and statewide organizations will be of assistance.

A project manager jointly funded by P.O.S.T. and the state fire marshal should implement a course of action by utilizing the strengths of the two professions statewide. Public and legislative support for a state fire fund generated by a levy on fire insurance policies must be approved based on improved public safety programs. The project manager will then assist in development and identification of appropriate courses for joint training.

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WHAT WILL BE THE FUTURE FOR JOINT POLICE AND  
FIRE TRAINING PROGRAMS/FACILITIES IN THE YEAR 1998?

Background

Elected officials and public agency managers are all painfully aware of the growing difficulty involved in funding public service programs. An ever increasing amount of our time is spent in this area and it is an area that is closely monitored by the public we serve.

The continuing fiscal restraints placed on public agencies require that constant review is conducted to locate potential areas for cost savings. Additionally, the police and fire agencies have found an increasing number of responsibilities, mandated into their joint areas, such as hazardous materials incidents. This research project will focus on the viability of designing coordinated police and fire training programs/facilities.

The pros and cons of coordinated programs have been reviewed by soliciting the opinions of professionals from both fields, educators involved in training, and public figures involved in funding. Areas of overlapping curriculum and facilities which may have the potential for adaptation to dual use have been identified.

The study hopes to identify areas that professionals in the field will be able to move into to assist in a more efficient and fiscally sound program.

The findings of this project will be of interest to police and fire offi-

cials, and also to college training professionals and public managers concerned with funding.

While this topic is frequently discussed, available research suggests there has been very little documentation of its value. As Lee Iacocca in Iacocca An Autobiography stated "there's something about putting your thoughts on paper that forces you to get down to specifics. That way, it's harder to deceive yourself - or anybody else." It is the hope of this research project that any deception or illusions that this proposal may hold will be answered.

#### Development of an Issue

A group of professionals placed "professional organization" at the center of a futures wheel. They used the wheel to systematically evolve the different components that are required to insure a sound professional organization. Once the various components were identified, the group looked for areas that could be impacted financially in the future and may not have been fully explored presently. The area of review was narrowed to the training function.

The training function is perceived as particularly important in light of the fact that personnel are our most important asset and also the most expensive. Additionally, in light of the rising cost of liability, it is essential that management does everything possible to insure adequate and capable employees for the future. As Tom Peters and Nancy Austin wrote in A Passion for Excellence, "management gets exactly the work force it deserves, not one iota more and not one iota less." The future wheel (see appendix #1) clearly shows the importance of training to the health of our organization.

In order to impact the cost of training within our organizations, it was felt by the group that a method to share our costs would be needed. The topic of "will there be a future for joint police and fire training programs and/or facilities in the future?" was identified. It was felt that this is an area that has not been fully explored and could have potential for a strong financial impact.

The group stressed the fact that we must not restrict ourselves to entry level training only. As John Naisbitt wrote in Megatrends, "In education we are moving from the short-term considerations of completing our education at the end of high school or college to lifelong education and retraining." This is particularly true of the safety services, as training or schooling is an on-going process.

The group then identified the following related issues from the past:

1. Competition between police and fire agencies for scarce public funds has existed.
2. Police and fire management personnel have protected their own areas of control.
3. Separate state agencies have mandated class content and requirements for individual professions.

The group then identified related issues that they felt are emerging in the present. The issues were subjected to a preliminary screening so that my research could begin with a clearer understanding of the general problem. The

group chose five issues that they felt would assist in providing me with direction to start my research.

1. Separate training staffs are coordinated by the schools where the academies are located.
2. There exists a lack of understanding between the professions in regard to training needs.
3. There is an increase of incidents that require a mutual response, i.e., hazardous material incidents.
4. There is presently a duplication of costs occurring in administration and facilities.
5. There is competition for funds and these funds are presently being reduced.

#### Literature Research

The search for literature on my specific topic, reinforced the groups initial premise that little had been done in this area. A computer search through the National Criminal Justice Reference Service (NCJRS) proved futile for articles on this specific topic, however, I was provided with a topical search on police/fire consolidation (see appendix #2). This topic focuses on the "public safety officer" concept, rather than on joint or combined training of the independent professions.

There was, however, some very interesting observations to come out of the

police/fire consolidation literature. Bobby C. Mixon, Deputy Director of Public Safety in Texarkana, Arkansas indicated in an article entitled "Texarkana's Public Safety Program," that their public safety officer program had been very successful. However, in the area of training, Director Mixon wrote "A training program was designed to teach law enforcement to firemen, fire control to policemen and fire and police functions to those recently hired. This training period consisted, of six weeks of basic police training, six weeks of basic fire training and four weeks of on-the-job training as a team." Although, the job duties were combined, the training remained separate.

This same theme appeared in a commission study conducted by the state of New York. The study, Public Safety Services - A choice for Local Government, May 1977, cited several cities that had implemented the public safety officer concept. Brown Deer, Wisconsin was identified as starting this program, and reported that "to be a cooperative patrol officer, one must complete 12 weeks of required basic police training, 80 hours of in-service fire training, and monthly brush-up sessions." The New York report identified Sunnyvale, California as "famous for it is the largest city in the country with a completely integrated public safety department." Sunnyvale was contacted and it was found that their new employees were still sent to a regional police academy and then attended an in-house fire academy. Many of these programs have been successful, however, there appears to be a consistent theme of specializing the training by having police and fire classes remain separate.

The groups original premise that, in the area of training, police and fire groups have maintained and protected their specific areas is verified by the

literature that could be located. The Bakersfield, California police and fire departments, as well as others, have conducted joint classes on management principles and incident command systems so it would not be accurate to assume that police and fire personnel never attend combined classes. However, the literature indicated that in the majority of cases, training remains separate and specialized.

Georgia Public Safety Training Center

The literature scan by itself, would leave the impression that little is being done in the area of joint police and fire training facilities. Discussion with numerous people involved in training frequently ended with the suggestion that a visit to the Georgia Public Safety Training Center should be a part of any study on police and fire training, as they have developed a reputation of being innovative in the field.

This facility, which is located in Monroe County, near the city of Forsyth, Georgia is situated on 560 acres. The original request for funding for a centralized state facility was made in the mid 1970's, with funding for a feasibility study approved in 1978. The intended funds to develop and provide for on-going programs is to be derived from fines and forfeiture collected in criminal actions.

In an overview of the program, director C. David Saye, writes that:

The Georgia Public Safety Center is a comprehensive training facility unique with respect to its scope of training, in that programs in criminal justice and public safety are included. Economics will be realized, through the consolidation of facilities, equipment, administrative functions, and support functions. And, duplication in these functions will be eliminated.

The facility will consist of six interrelated training complexes:

- A. Academic
- B. Driver Training
- C. Corrections
- D. Firefighter
- E. Practical Exercise
- F. Firearms

According to Bill Dean, Director of the Instructional Services Division, the construction on the facility started in 1981 and the estimated cost is approximately fifty million dollars. Classes were started in late summer of 1987 and much of the facility is still under construction.

The facility is under a director with administrative, support and instructional divisions. Presently, there are several other state agencies, such as the Georgia State Police, Georgia Police Academies, corrections and fire groups that have administrative staffs coordinating their separate programs but using the centers facilities. The state still has several regional academies and

there is not a plan at this time to eliminate these programs.

The Georgia Public Safety Training Center is without question a unique and excellent facility that will make it possible for different safety services to share and thus maximize the use of the training complexes. Due to the newness of the program and the present existence of separately run programs within the facility, it is too early to determine the success or potential for combining police and fire classes. The political problems inherent in combining these courses are still being addressed and they presently maintain their autonomy.

#### Scanning of Regional Academies

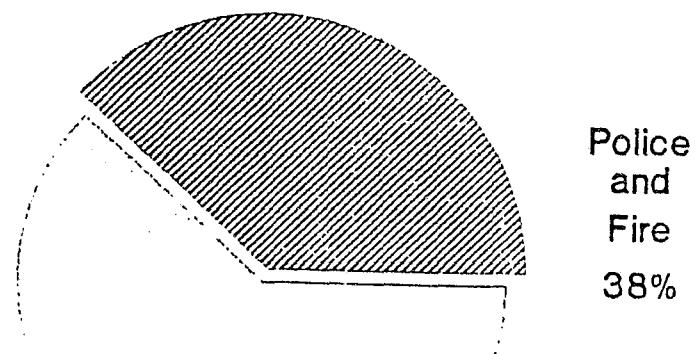
The literature scan and on-site visit to the Georgia Training Center failed to clearly depict the existing state of combined police and fire training classes. Although, the Georgia site provided an excellent example of a facility that could be used by various disciplines, its costs would be clearly prohibitive for most public agencies. Also, it has not been in existence long enough to assess combined training.

In order to get a clearer picture of the topics present environment, a questionnaire was developed. This questionnaire was deliberately kept short, concise and formulated so that the recipient would not be required to do research prior to completing it. It was felt that a questionnaire that would take less than ten minutes to complete would insure a higher percentage rate of return. (see appendix #3.)

The questionnaire was sent to thirty-two California regional academies. Twenty-six academies returned the questionnaire for a return rate of over 81%.

The questionnaire provided some very interesting data regarding the present state of combined police and fire training in California. Only ten academies or 38% of those reporting presently offer training to both police and fire professions (see graph 1). In addition, of these ten academies, only three have a director who is coordinating both programs and in fact five of the programs hold police and fire training at separate sites.

Number of academies providing training  
to both police and fire personnel.



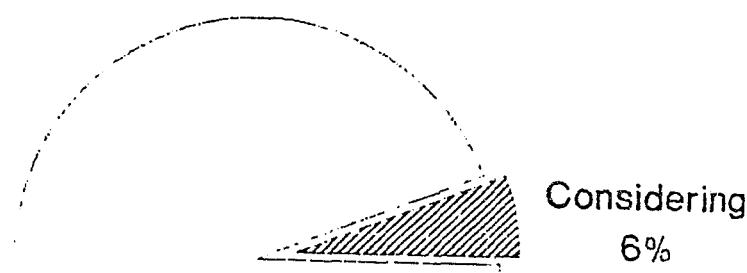
Graph # 1

Ten out of twenty-six

What was even more surprising when focusing upon our topic is the fact that all ten academies indicate "no" to the question "Do the police and fire personnel attend combined classes?"

The sixteen academies that indicated that they do not presently provide training to police and fire personnel were asked if they were considering providing this service. Fifteen of the sixteen indicated that they were not considering it, (see graph #2) and six indicated that it had been considered in the past and rejected.

Academies not providing service  
to both professions,  
who are now considering it.



Graph #2

One out of sixteen

The participants were queried as to why they do not provide this service or why it has been rejected and the following points were identified:

1. Conflict exists between police and fire over the availability of state funding for police and lack of funding for fire services.
2. Some academies are agency controlled and do not want to be involved in training outside personnel.
3. The fields have become so specialized that the training is not compatible.
4. Too much time is spent trying to settle the political battles over control of the school.

The participants identified several aspects of the physical plant that may be suitable for both professions.

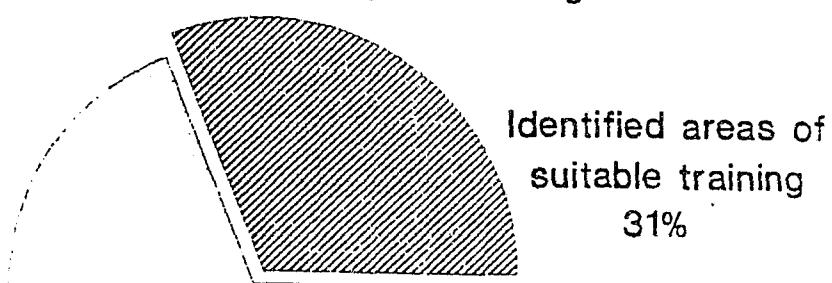
1. Tower for search and rescue
2. Obstacle course
3. Restrooms/showers
4. Classrooms
5. Driving course
6. Dorms
7. Labs
8. Library

The questionnaire participants identified the following classes as having potential for joint training if the other problems identified could be alleviated.

1. Management course
2. Specialized investigations (i.e., arson)
3. Para-medical training
4. Rescue operations
5. Community relations
6. News media relations
7. Communications (written)
8. Stress management
9. Chemical agents
10. Civil liability
11. Incident command system
12. Hazardous materials
13. Disaster management
14. Physical training

It is important to note that, although several classes were identified as having potential for combined police and fire, only eight of the returned questionnaires listed any suggested classes. The remaining eighteen answered none or failed to respond to this question. (see graph #3)

List areas of training that you  
feel may be suitable for joint training



Graph #3

Eight out of twenty-six

It was clear from this survey that the California regional academies have not found it to be beneficial to move into the area of combining police and fire personnel in a combined academy.

#### Defining the Future

The literature review, on-site visit and scan of regional academies have provided a review and documentation of our present posture in relation to joint police and fire training programs/facilities.

In order to achieve a perspective on the future of joint training programs/facilities a group was formed to provide opinions based upon a wealth of experience, education and formal training. To insure a broad range of views, police and fire officials from the ranks of chief to senior patrolman were asked to participate representing cities from 60,000 to 160,000 population. In addition, academy directors from both fire and police academies as well as an assistant city manager were present to inject their perspectives. (See Appendix #4)

This group was provided with the topic, as well as past and present issues that were earlier identified by the group which assisted in the original development of this issue.

### Emerging Trends

A general discussion was initiated among the group regarding the history of the chosen issue. The group then held a brain-storming session and compiled the following list of potential trends. It was emphasized to the group to identify as many trends as possible in our limited time and not to feel restricted to what might be considered to be major trends.

1. There will be a reduction in the availability of funds that public agencies are competing for.
2. An increase in the availability and types of hi-tech training equipment.
3. A continuing increase in demand for all of the services presently provided.
4. There will be even more specialization occurring in both professions.
5. Training programs for profit will be developed.
6. An increasing service base will be developed.
7. Agencies will continue to strive to civilianize the presently sworn positions.
8. Increasing demand and production of public education programs.
9. State and federal government will increasingly mandate training.
10. There will be increasing concern over liability exposure due to poor training.

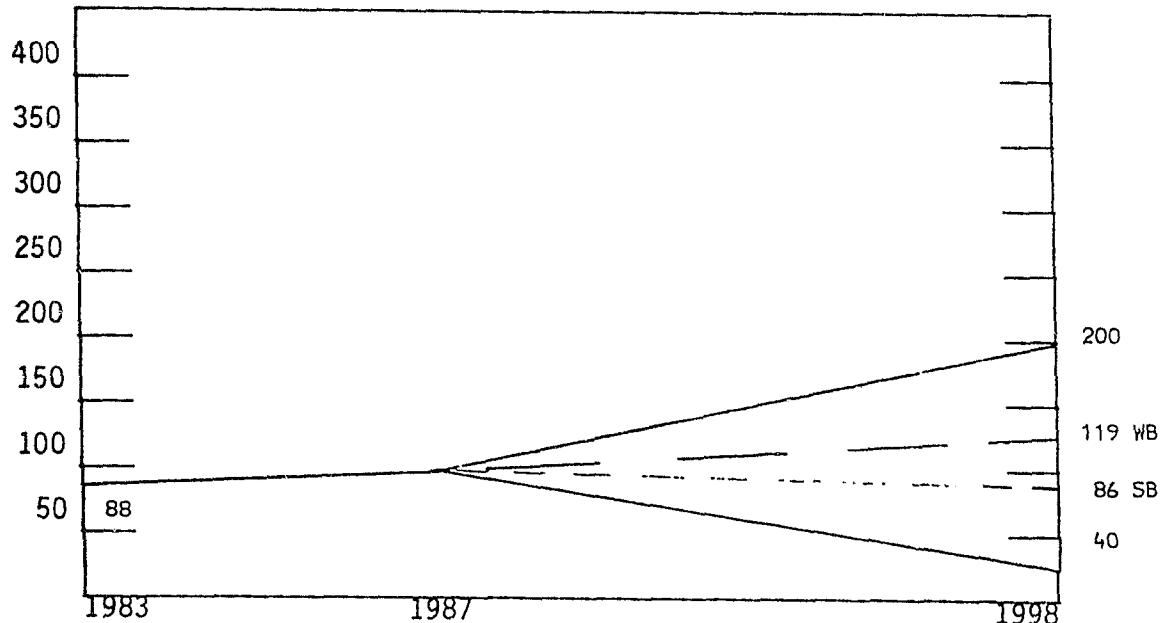
11. New hi-tech developments will present new training requirements.
12. There will be increasing strain placed on labor/management relations.
13. Outside agencies will become more actively involved in regulating the professions.
14. A increased emphasis on affirmative action programs.
15. Fire and police will experience additional areas of dual responsibility.
16. There will be a constant change in our work force.
17. Cost/time restraints will be impacted by the increased workload.
18. There will be a shifting public emphasis away from public safety.
19. The two professions will start standardizing their management techniques.
20. Police and fire will be confronted with increasing competition toward privatization.
21. The communities populations will experience a change in ethnicity.
22. Employees will experience an increased social awareness.
23. An increase in the number of public safety agencies.
24. An emphasis on quality training.
25. New and innovative training methods will be developed.
26. There will be an increase in productivity through training.
27. Continued maintenance of separate training facilities.
28. Increasing requirements to have training courses accredited.
29. Increasing use of the existing facilities.

By use of the Nominal Group Technique (NGT), the group identified the five trends that they felt would be the most valuable for the purpose of top-level strategic planning in a long-range forecast.

1. There will be a reduction in the availability of funds that public agencies are competing for.
2. There will be increasing concern over liability exposure due to poor training.
3. State and federal government will increasingly mandate training.
4. New hi-tech developments will present new training requirements.
5. There will be an emphasis on quality training.

The group was then asked to evaluate the five trends and to estimate what their levels were five years ago based on todays level being 100. Projections were then made on what the levels will be (WB) in the year 1998 if no corrective action is taken. The group was also asked to estimate what the trend levels should be (SB) in 1998 if the world behaved responsibly. The following five graphs depict the estimated "will be" and "should be" levels as well as the extreme ranges as identified by the group.

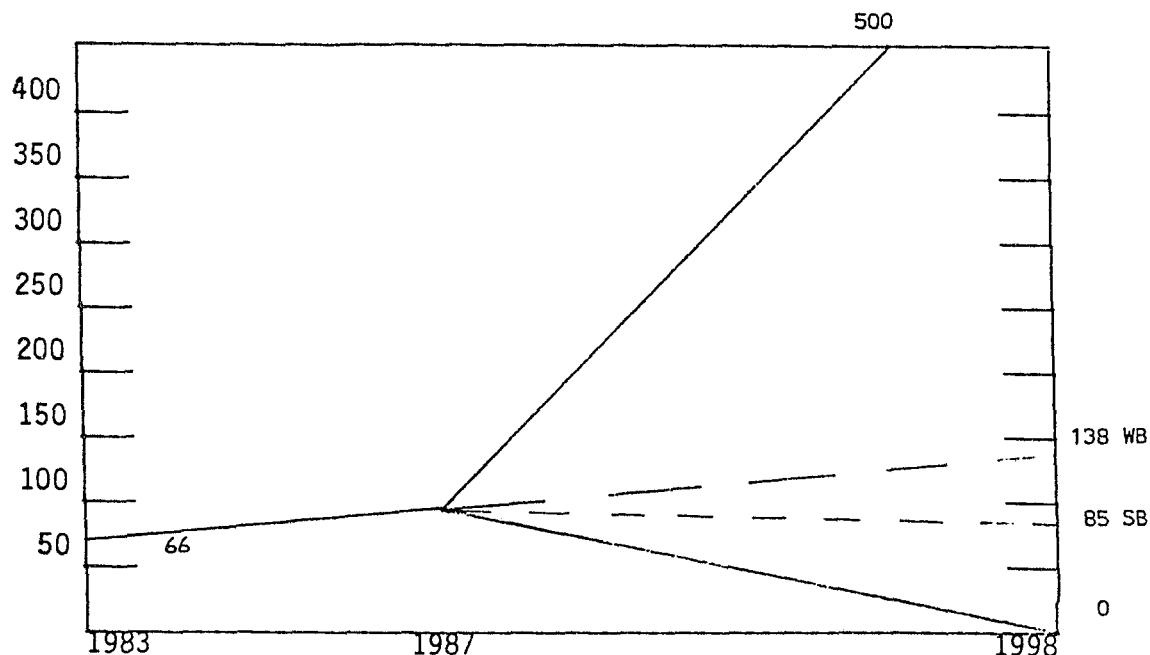
1. Since the passage of Proposition 13, California Public Safety agencies have been faced with the necessity to perform their myriad of tasks without the expectation of regularly generated additional funds. The group felt that this trend to reduce available per capita funds has existed for the past five years and will continue during the next ten years. The group felt that this trend should be reduced back to below the 1983 level.



Graph #4  
Reduction of Available Funds

2. There has been a dramatic increase in the litigation that has been directed at public agencies. Due to the fact that the public safety agencies are dealing in incidents in which death or injury may occur as well as personal freedoms restricted, it is clear that they will be the prime focus of much of this litiga-

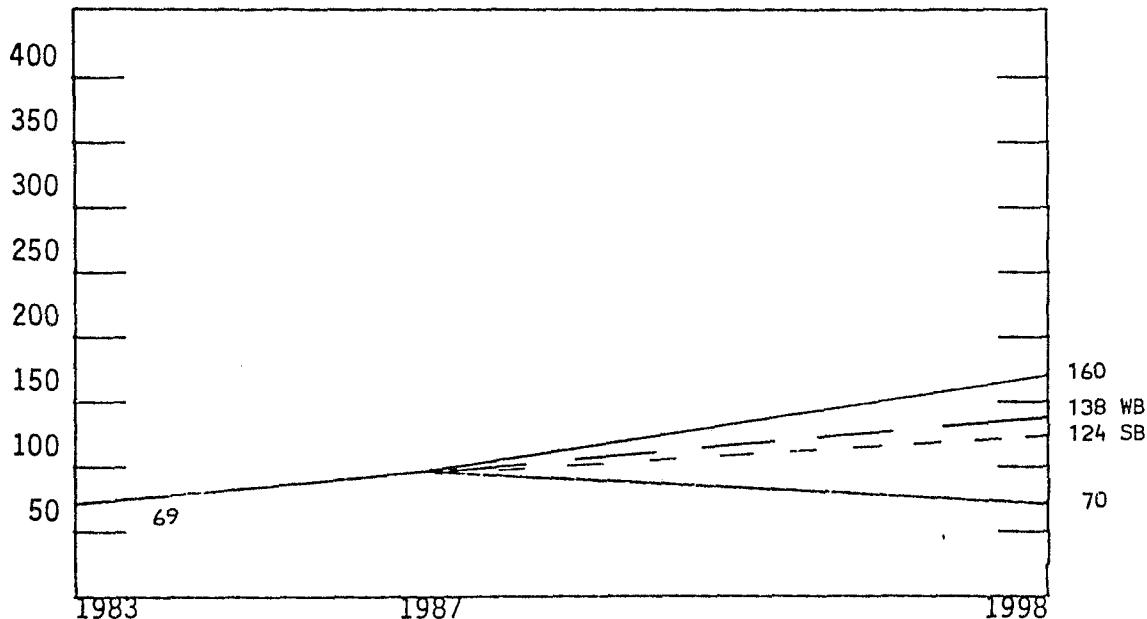
gation. The group has perceived a trend and are very concerned that it will continue, that training will be identified as an area in which public agencies will be vulnerable. The group identified a significant increase in the past five years and anticipate escalation, however feel that steps could be taken to bring the "should be" level below today, however not back to the 1983 level. This category showed a wide spread on the extremes based on the participants beliefs that significant events could occur in this area.



Graph #5  
Increased Liability Due to Poor Training

3. The state and federal governments have increasingly mandated training classes for law enforcement and fire services. The group felt that in some cases, it's necessary in order to insure a high level of professionalism. It is

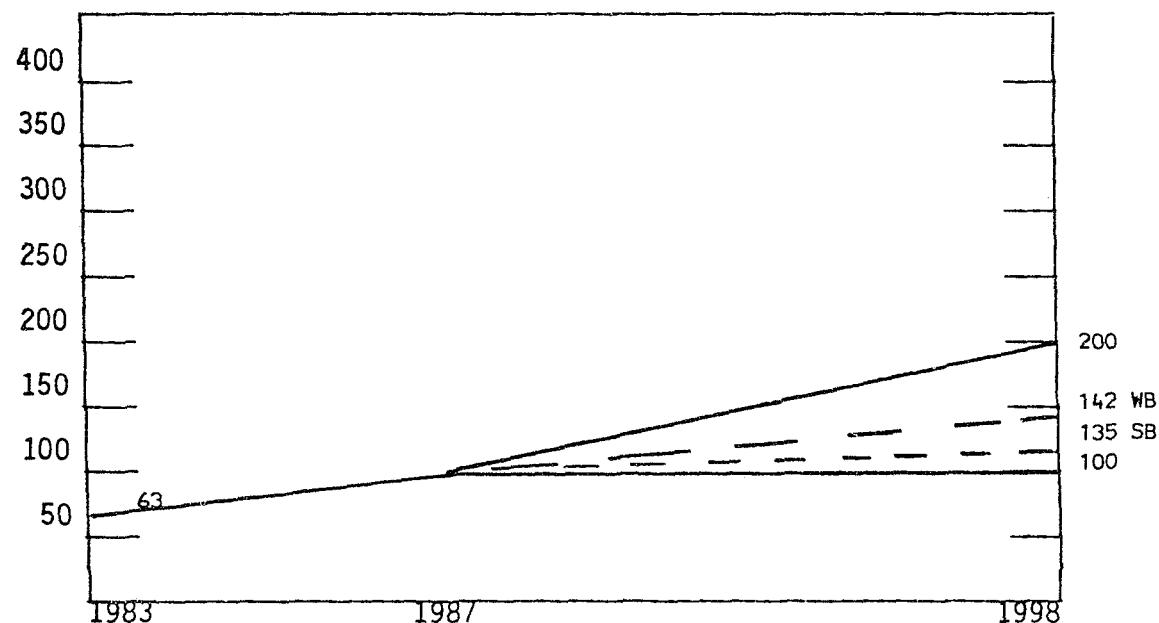
for this reason that the group felt that the "should be" area deserves to be even higher in 1998. There are however times when the mandated classes are merely political in nature and thus are unnecessary. It is for this reason that the "will be" category is still defined as being higher than the "should be."



Graph #6  
Increased Mandated Training

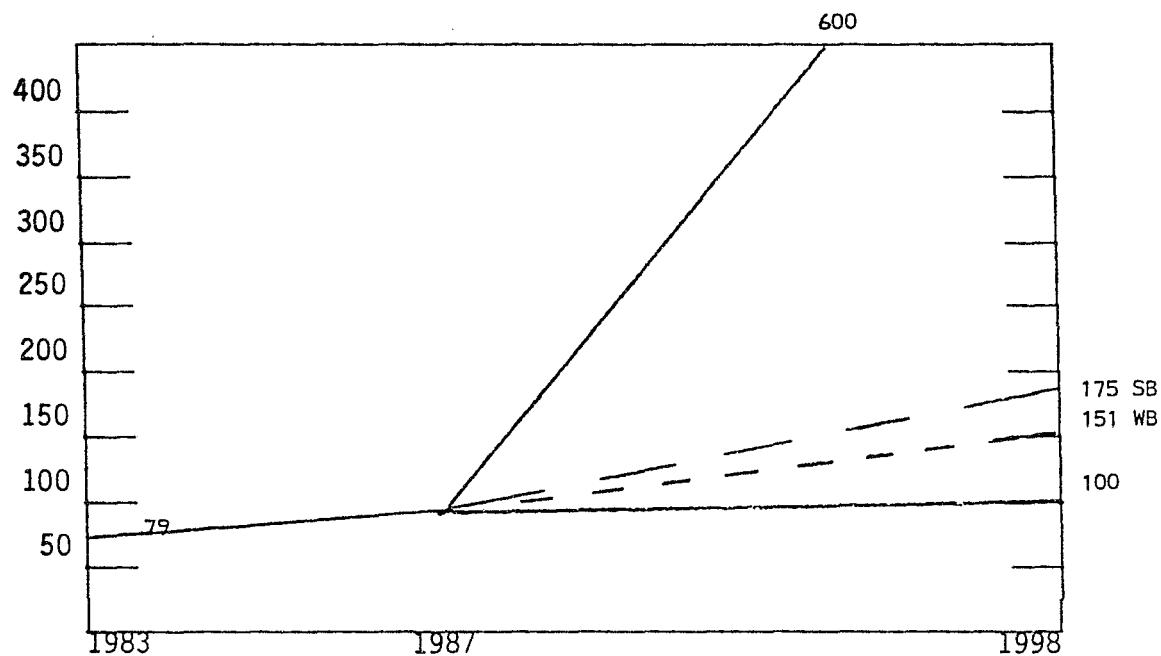
4. The rapidly changing available technology and information systems are taxing law enforcement and fire services ability to handle the new problems that these developments create. Whether its computer crime or new hazardous waste materials that did not previously exist, the safety services must constantly train their personnel to be prepared. The group identified a drastic increase in this

area in the past five years and are anticipating that this will continue during the next ten years. The group anticipates minimal difference between what "will be" and "should be."



Graph #7  
Training Required Due to Hi-tech Problems

5. The item that showed the smallest increase in the past year, but has been identified as having the highest "should be" increase over the next ten years is the trend towards an emphasis on quality training. The group felt that the desire for uniform training statewide as well as train-the-trainer classes are a direct result of the concern to have classes that are of a high degree of quality. A tremendous amount of resources are being expended to train personnel and the group felt that this expenditure makes it imperative that we have continued and increased movement towards higher quality.



Graph #8  
Emphasis on Quality Training

Critical Events

The group was given the question, "What events, if they were to occur would significantly impact one or more of the trends forecasted?" The group was asked to individually generate several ideas in writing and then a round robin exercise was conducted. The group generated the following list of twenty-one events.

1. The election of a new liberal party.
2. The bankruptcy of a government agency.
3. A severe stockmarket crash.
4. Negative litigation that impacts the training field.
5. Positive litigation that impacts the training field
6. Major health threat.
7. New "Gann" type initiative
8. Legislation restricting the use of public funds for training.
9. Major earthquake.
10. National policy that impacts on revenues.
11. Legislation restricting public liability.
12. Out of state laterals allowed.
13. Elimination of Peace Officers Standards and Training (P.O.S.T.) funding.
14. Court decision impacting "exclusionary rule"
15. Bond issue to fund regional hi-tech training facility.
16. Creation of law enforcement education program.
17. Accreditation for law enforcement mandated.
18. College graduation required to enter law enforcement.
19. State mandated police/fire tactical teams.
20. Legislation mandating specific responsibilities to different agencies.
21. Private funding for training academies (for profit).

These were then voted on and reduced to the following five events:

1. A new "Gann" type initiative is passed that restricts government spending on training.
2. The P.O.S.T. funding is eliminated and the money is diverted to other government programs.
3. A new political party is elected that strongly supports personal freedom issues and places a low priority on law enforcement.
4. A major earthquake occurs that seriously impact local and state finances.
5. Litigation occurs that provides agencies with specific civil immunities when training programs are in place.

The group then assigned their estimate of the probability that each event would occur by the year 1993 and by the year 1998. A numerical figure was also assigned estimating the events impact on our issue based on a scale from -10 to +10. The below table indicates the group averages.

EVENT EVALUATION FORM

Graph #9

EVENT STATEMENT	PROBABILITY			NET IMPACT ON THE ISSUE AREA ( ± 10 )	NET IMPACT ON LAW ENFORCEMENT ( ± 10 )
	Year that Prob. First Exceeds zero	BY 1993 (0-100)	BY 1998 (0-100)		
A new "Gann" type initiative is passed that restricts government spending on training.	90	17%	25%	+5	- 9
The P.O.S.T. Funding is eliminated and the money is diverted to other government programs.	91	22%	30%	+6	-10
A new political party is elected that strongly supports personal freedom issues and places a low priority on law enforcement.	90	32%	50%	-6	- 6
A major earthquake occurs that seriously impacts local and state finances.	87	30%	53%	-2	- 6
Litigation occurs that provides agencies with specific civil immunities when training programs are in place.	90	20%	50%	+8	+ 6

The group predicted that all of the events had the potential to occur, however the highest was a probability of 53%. Of particular significance is the fact that the two events that were predicted to be most threatening to law enforcement were perceived to be very positive for the topic of joint academies. The loss of P.O.S.T. funding and a "Gann" initiative to restrict training funds would damage law enforcement, but the group felt that it would force a serious look at joint academies since funding would become the over-riding issue.

#### Cross-Impact Evaluation

The group now completed a cross-impact evaluation process in order to project how the occurrence of one of these events would effect the probability of the other events occurring, and what impact it would have on the trends.

If passage of a "Gann" type initiative occurs, the probability of . . .

P.O.S.T. funding eliminated	30% increases to 40%
Liberal political party	50% decreases to 40%
Major earthquake	53% no change
Litigation required training	50% increases to 70%
Reduction of funds	increases by 50%
Hi-tech training	decreases by 30%
Liability for poor training	increases by 70%
Emphasis on quality training	decreases by 20%
Increased mandated training	decreases by 20%

A "Gann" type initiative is viewed as being very negative since it increases the probability of events occurring that would decrease funds and increase litigation so as to force training with reduced funds. It would also escalate the reduction of funds trend while reducing new and quality training.

If P.O.S.T. funding is eliminated, the probability of . . .

"Gann" type initiative	25% decreases to 10%
Liberal political party	50% no change
Major earthquake	53% no change
Litigation required training	50% increases to 70%
Reduction of funds	Increase by 80%
Hi-tech training	Decrease by 50%
Liability for poor training	Increase by 80%
Emphasis on quality training	Decrease by 40%
Increased mandated training	Decrease by 50%

The group felt that the effect on our topic of a "Gann" type initiative to restrict training funds would be very similar to the elimination of P.O.S.T. funds. They did however estimate the changes to be much higher as a result of the fact that the initiative would reflect community feelings while the cut in P.O.S.T. funding may have been administrative or political and may not have been an indication of public sentiment.

The topic of joint training programs may benefit as a result of the fact that police would lose their independent funding source.

If a liberal political party is elected, the probability of . . .

"Gann" type initiative	25% increase to 35%
P.O.S.T. funding eliminated	30% increase to 60%
Major earthquake	53% no change
Litigation of required training	50% increase to 70%
Reduction of funds	Increase by 25%
Hi-tech training	Decrease by 20%
Liability for poor training	Increase by 20%
Emphasis on quality training	No charge
Increase mandatory training	Increase by 40%

The election of a liberal political party is viewed as a real threat to public safety training. It was felt that the public safety services would have a lower priority for the liberal party as they would prefer to divert funds to social programs. Additionally, it was felt that this group, while reducing funds from public safety, would increase the mandatory training programs to meet their social agenda.

If a major earthquake were to occur, the probability of . . .

"Gann" type initiative	25% increase to 40%
------------------------	---------------------

P.O.S.T. Funding eliminated	30% increase to 40%
Liberal political party	50% decrease to 20%
Litigation of required training	50% increase to 60%
Reduction of funds	Increase by 50%
Hi-tech training	Decrease by 20%
Liability for poor training	Increase by 20%
Emphasis on quality training	Decrease by 30%
Increase mandatory training	Decrease by 10%

The previous events were shown to have no impact on the probability of a major earthquake occurring for the obvious reason that it's a natural occurrence. However, an earthquake had ramifications for all of the events and trends due to the sudden unexpected drain on service, there would be increased competition for all available funds. Additionally, increased litigation could be anticipated based on the performance of the public safety services during the disaster.

If litigation occurs that mandates training, the probability of . . .

"Gann" type initiative	25% increase to 30%
P.O.S.T. funding eliminated	30% decrease to 20%
Liberal political party	50% decrease to 40%
Major earthquake	53% no change
Reduction of funds	Decrease by 20%
Hi-tech training	Increase by 20%

Liability for poor training	Decrease by 20%
Emphasis on quality training	Increase by 30%
Increase mandatory training	Increase by 50%

Litigation that would mandate increased training to gain civil immunity was viewed as generally positive for training since it would reduce the budget battles due to the court imposed mandates. The group was divided as to whether this affects the joint training concept. This was based on the fact that if the mandated classes are concentrated in one profession, it may encourage the separation and specialization. The "Gann" type initiative showed an increased potential for occurrence due to the possibility that the public felt the litigation went too far or was too expensive.

The above cross impact evaluation identifies numerous interesting relationships between the events and trends. The effects caused by the individual events have been summarized above. Of particular note, is the fact that with the exception of litigation requiring training, the events have all been identified as increasing the reduction of funds and the liability due to poor training. The same events are viewed as decreasing the hi-tech classes, emphasis on quality and increased mandatory classes. This analysis indicates that the group is not anticipating an improvement in the programs based on these trends and events unless mandated by court decisions. This would also imply that the future for creating joint facilities would be dependent, on a belief that economic benefits would occur from the consolidation. Expenditure of large funds, such as required for the Georgia center, can not be expected.

## Scenarios

In order to gain a clearer insight into what these trends and events may look like in the future, three scenarios will be developed. It's hoped that through the development of scenarios, we will be able to view the previous data organized in different but plausible configurations. The scenarios will span from nominal, in which we merely allow present trends to play out, to the hypothetical in which we explore the potential "what if" possibilities.

### Scenario #1

The passage of the Proposition 13 initiative was the beginning of the restricting of funds that were available to local governments. The message that the citizens sent was that they expected a limit to be placed on the size of government.

This proved to be particularly difficult for the safety services, as police and fire agencies found themselves competing for the reduced available funds. At the same time, both professions were facing new problems caused by technology, i.e. hazardous spills and computer crimes, which required new and expensive training courses.

The training system that existed was primarily based in the junior college system and the professions benefited by the funds that the college could gener-

ate from the increased average daily attendance caused by the police and fire classes. Additionally, the police benefited from funds that were generated through the P.O.S.T system.

The professions were also experiencing an increase of incidents in which both agencies would respond on an incident, however they had not been trained to work together. During the late 1980's and early 1990's, the agencies were experiencing numerous incidents in which they were being held civilly liable due to this inadequate training. As a response, legislators were increasingly mandating specific training courses in this area.

The agencies repeatedly discussed the idea of establishing joint training programs to address this problem. A few experimental programs were attempted, however these took place in small academies that had excess capacity. The major academies and agency academies did not feel that it would be cost effective to expand their facilities to include other professions.

In order to address the need for joint training, while still protecting their autonomy and projected funding sources, the two professions have periodically developed classes to meet the court and legislated mandates. They however have maintained these classes as specialized courses and not as a part of the normal academy course of instruction.

#### Scenario #2

The police and fire officials are preparing to attend the sixth in an eight

part management seminar series on public safety issues and tactics - year 2000. This seminar is jointly sponsored and funded through the local junior college with financial assistance from the Peace Officers Standards and Training (P.O.S.T.) and Fire Standards and Training (F.S.T.) statewide funds.

This seminar is the third edition of this annual statewide training. The reduction of available funds for training in the late 1980's as well as numerous lawsuits adjudicated against public agencies due to poor training were the impetus for this series.

The event that brought all of the separate groups into action for the same cause was a civil court case. This case involved the handling of a major health risk incident and questioned the training and response of the various public safety agencies. The court found that the public safety agencies were immune from civil damages as long as they could prove that adequate training and procedures were in place and had been implemented.

Politicians saw this as an excellent justification for mandating some specialized joint training and removing some local authority. The fire services felt that this would be an appropriate time to recommend the creation of F.S.T., to be funded by a statewide assessment on fire insurance policies.

The combining of these special interest groups with a common goal, although possibly with different motives, made possible the joint statewide training of police and fire personnel in specialized courses of study.

Each profession still maintains its separate basic schooling functions and funding sources, however are now capable of joint training under certain circumstances.

### Scenario #3

In 1990, the Progressive, Liberal, Socialist Party of America (PLSPA) was elected into office at the state level. This group rode on the wave of concern for the homeless that was started in 1987, just prior to the stock market crash.

The group is very concerned with increasing the availability of social programs, as well as reducing the prestige of the police and fire services that was developed during the 1980's.

The P.L.S.P.A. felt that one means to accomplish both objectives was to reduce the appearance of the public safety agencies as being professional. The party chose to reduce the funds available to P.O.S.T. and by 1996 to totally eliminate these funds.

Secondly, the party committee chose to legislatively mandate a large number of courses for both police and fire, thus forcing them to use all of their available training funds. This would reduce their ability to put on elective courses and impact the public's view of these professions as having specialized skills.

In response to this reduction of funds and mandated requirements, the police and fire services created joint public safety academies. This consolidation was made possible due to the fact that there was no longer a desire to protect funding sources, as they have been eliminated. In addition, the reduction of funds for other than the mandated classes, provided the various academies with excess capacity to provide joint training.

#### Policy Considerations

The literature scan, on-site visit and questionnaire provided the present state of combined training as well as identifying several considerations that must be addressed. Additionally, the trends and events identified by the group as well as the projections demonstrated in the scenarios have all combined to suggest the following policy considerations.

1. The methods for funding police and fire training courses are not presently compatible. Funding for fire training is currently a local responsibility, while a large portion of the police funding is state supplied.
2. Many of the present training facilities are presently at or near capacity or are agency affiliated and thus not suitable for additional joint training.
3. Though there are presently several classes that have the potential for

combined training, they are a distinct minority of the present curriculum.

4. Many of the potential combined classes are of the specialized nature, i.e., hazardous materials, or of a management nature, i.e. incident command system.
5. The size of the state population and area makes a statewide facility cost prohibitive for other than specialized training.
6. Each profession is very concerned with their risk and/or liability exposure and thus devote their training funds towards their own specific problems.
7. The workload and hours for police officers requires that the majority of their advanced training takes place when they are relieved from their shift assignment and assigned to a training block. Fire personnel can be trained while on duty during smaller time blocks due to their 24 or 48 hour work schedules.

#### Strategic Planning

The previous material has provided us with a view of the environment within which the topic of, the future of police and fire training programs/facilities exists. This information will be used to draw up a set of guidelines from which

we can lead our agencies in the future to reach a desired or preferred result.

#### Trends - Threats and Opportunities

The following trends were identified as having a significant impact on the future need for combining police and fire training programs/facilities. The impact of these trends on the topic will now be reviewed in an attempt to identify what threats and opportunities that they will provide.

1. There will be a reduction in the availability of funds that public agencies are competing for.

The competition that has existed between law enforcement and the fire services will merely be intensified due to the lack of funds. This will result in an attitude that is opposed to combining programs and sharing of funds.

Agencies will attempt to maximize the use of the scarce funds by developing programs unique to their specialty and will try to relieve their responsibility in the joint incidents by giving the duties to the other profession.

A continued reduction in funds could potentially influence the separate professions to look for programs that can be combined so that they can share the cost of training.

2. There will be increasing concern over liability exposure due to poor training.

The fact that each profession experiences risk exposure that is unique to it will over-shadow the areas in which they face similar problems. They will continue to put on separate liability programs due to the competitive belief that their programs are unique.

Each profession will be concerned about the possibility that joint training programs will increase their risk exposure into the other professions area.

Future litigation involving incidents that require the response of both professions will point out areas in which joint training is mandatory in order to reduce exposure.

### 3. State and federal government will increasingly mandate training.

The increasing practice of mandating courses by regulatory or legislative bodies will continue to place a strain on training budgets. This placement of mandatory requirements restricts the agencies flexibility and thus reduces the opportunity to design appropriate classes that the professions may combine.

Special interest groups will continue to be able to use their influence to identify which classes will be mandated by political bodies. These courses are frequently very specialized or limited in scope and often are unsuitable as joint ventures.

The outside entities will be able to use their ability to mandate classes as

a tool to force reluctant agencies into joint ventures. Their lack of concern over local battles for control will enable them to make decisions regardless of local politics.

4. New Hi-tech developments will present new training requirements.

The advances of hi-tech research will continue to improve certain aspects of society, however will also present the public safety new and presently unidentified problems. Many of these new developments will be unique to the specific profession and thus divert funds from potential joint ventures.

The development of hi-tech simulators that can be placed in regional locations or made mobile will reduce the need to expend large sums on joint facilities.

Many hi-tech training mediums will have high initial costs that will encourage the joint participation in purchasing.

5. An emphasis on quality training

The legislative and court mandated emphasis on training during a period of reduced funding will require a close inspection of all training that is provided. This review will result in an increased concern for quality.

The professions may come into increased conflict due to questioning the others ability to provide quality instruction. Each profession may hold a vested

interest in who they perceive to be capable of providing quality training.

### Capability Analysis Overview

An analysis form was provided to the committee in order to judge our "present position" for resource capability. A second form was provided to judge the police, fire and educational professions adaptability to change. An average was computed from these returns and noted on the following master copies.

#### PRESENT CAPABILITY

<u>Strengths</u>	<u>Weaknesses</u>
Management skills	Manpower
Line employee skills	Money
Supervisory skills	
Training	
Image	
Management flexibility	
Pay scale	
Turnover	

## CAPABILITY ANALYSIS - PRESENT CAPABILITY

### Instructions

Evaluate for each item, as appropriate, on the basis of the following criteria:

- I Superior. Better than anyone else. Beyond present need.
- II Better than average. Suitable performance. No problems.
- III Average. Acceptable. Equal to competition. Not good, not bad.
- IV Problems here. Not as good as it should be. Deteriorating. Must be improved.
- V Real cause for concern. Situation bad. Crisis. Must take action to improve.

Category	I	II	III	IV	V
manpower					X
technology			X		
equipment			X		
facility			X		
money				X	
supplies			X		
management skills		X			
line employee skills		X			
supervisory skills		X			
training		X			
attitudes			X		
image		X			
Council support				X	
C.E.O/C.M. support				X	
growth potential			X		
specialties			X		
management flexibility		X			
pay scale			X		
benefits				X	
turnover		X			
community support			X		
morale				X	

Graph #10

### Organizational Adaptability

This analysis was intended to test the departments adaptability. It indicates, in most areas, a marketing strategy. The areas of being proactive or reactive to change each were identified in two categories. The personality of management was identified as marketing, however the skills/talents and knowledge/education were both identified as strategic or proactive in the area of change. This would indicate that the managers may be coming from an experience base that was less receptive to change and new ideas, however, their newly developed skills and education were making them more receptive to change.

The organizational climate as it relates to rewards/incentives and the organization structure, were both classified as production oriented, thus more reactive to change than pushing for implementation. This would imply a reward system that, due to monetary restrictions, is still slow to change and may be cautious about the costs involved. Additionally, the structure was designed in the past and is consistent with the fact that the management personality is seen as still influenced by the past. The difference between management mentality and organizational structure vs. management skills and educational would indicate a capability that is in transition. It is willing to explore change, however, it has built in internal restrictions that will slow this change.

It was also of particular importance to note that the line and middle management personnel were perceived as being in the marketing mode. This may be due to some discomfort or threat that they perceive when change occurs that is not fully explained.

## CAPABILITY ANALYSIS - PRESENT CAPABILITY

### Instructions

Evaluate Each Item for your AGENCY as to what type of activity it encourages:

- |     |            |                           |
|-----|------------|---------------------------|
| I   | Custodial  | - Rejects Change          |
| II  | Production | - Adapts to Minor Changes |
| III | Marketing  | - Seeks Familiar Change   |
| IV  | Strategic  | - Seeks Related Change    |
| V   | Flexible   | - Seeks Novel Change      |

### Category

TOP MANAGERS:	I	II	III	IV	V
Mentality Personality	-----	-----	X	-----	-----
Skills/Talents	-----	-----	-----	X	-----
Knowledge/Education	-----	-----	-----	X	-----
ORGANIZATION CLIMATE:					
Culture/Norms	-----	-----	X	-----	-----
Rewards/Incentives	-----	X	-----	-----	-----
Power Structure	-----	-----	X	-----	-----
ORGANIZATION COMPETENCE:					
Structure	-----	X	-----	-----	-----
Resources	-----	-----	X	-----	-----
Middle Management	-----	-----	X	-----	-----
Line Personnel	-----	-----	X	-----	-----

Graph #11

## Mission Statement

### Training Programs

The primary function of the police and fire training programs is to provide to these professions the highest level of professional training available. The programs must insure that the training is current, of high quality and cost effective, while being provided in a manner that does not disrupt the police and fire services ability to carry out their mission of providing public protection.

## Stakeholders

A stakeholder is defined as any vested special interest group whose behavior affects the issue. The group was advised of the fact that there are sometimes hidden stakeholders (snail darters), that should not be ignored. The group used a brainstorming technique to generate the following stakeholders:

### Stakeholders

1. Uniform retailers
2. Equipment salesman
3. Taxpayers
4. Employee associations

5. Courts
6. Insurance companies
7. Safety employers
8. Legislative governing bodies
9. Lawyers
10. Schools
11. Private consultants
12. Management
13. Safety employees
14. Peace Officers Standards and Training (P.O.S.T.)
15. Employee families
16. News media
17. State fire marshall
18. Computer vendors
19. National fire academy
20. National police academy
21. Criminal elements

The group then discussed these stakeholders to insure an understanding of the list. The group was asked to choose the eight stakeholders with the greatest impact on our topic. The following list was agreed upon:

1. Taxpayers
2. Employee associations
3. Safety employers
4. State fire marshal

5. Legislative governing bodies
6. Schools
7. Managers
8. Peace Officers Standards and Training

#### Assumptions

The group now compiled a list of assumptions for each of these stakeholders. The group frequently determined that a stakeholder may have assumptions that are both positive and negative toward our program. If it appears that the positive outweighs the negative a (+) sign is indicated. If the stakeholder appears more negative then a (-) sign is noted.

#### 1. Taxpayers (+)

- A. Potential cost savings based on a reduction in the duplication of services and facilities.
- B. Look favorably on any attempt to streamline and reduce the size of government.
- C. Potential increase in taxes or need for bonds to build new facilities suitable for both professions.

#### 2. Employee Associations (-)

- A. May feel threatened by the possibility that employees being trained together would desire a joint union, thus eliminating one union.
- B. May threaten job specialization and what is perceived as their members unique position.

C. May be viewed by association as an opportunity to be exposed to new potential members.

3. Safety Employees (-)

- A. A strong tendency to resist change and protect the individual group identities.
- B. The combined classes are perceived as requiring increased workload and additional stress due to the different nature of job goals.
- C. The joint effort may result in an improvement in the training program and quality of personnel.

4. State Fire Marshal (-)

- A. Concern for the quality of instruction and fear of the "Public Safety Employee" concept.
- B. The combined classes would result in a more generic program that would reduce the desired specialization that is required.
- C. The combined classes may reduce costs and provide a broader range of instruction and experience.

5. Legislative Governing Bodies (+)

- A. Would support the concept as it could possibly result in revenue savings.
- B. The elimination of one facility and the public perception of elimination of duplication may "look good" politically.
- C. The elected officials will take a serious look at the position of employees and their associations for any political fall-out.

6. Schools (+)

- A. Would be supportive of any program that would insure the continued participation of a large number of students, thus potential revenue.
- B. Potential reduction of costs due to the dual use of facilities, instructors and administrators.
- C. May be reluctant to become involved as a partner or potential mediator in any turf battles resulting from consolidation.

7. Managers (+)

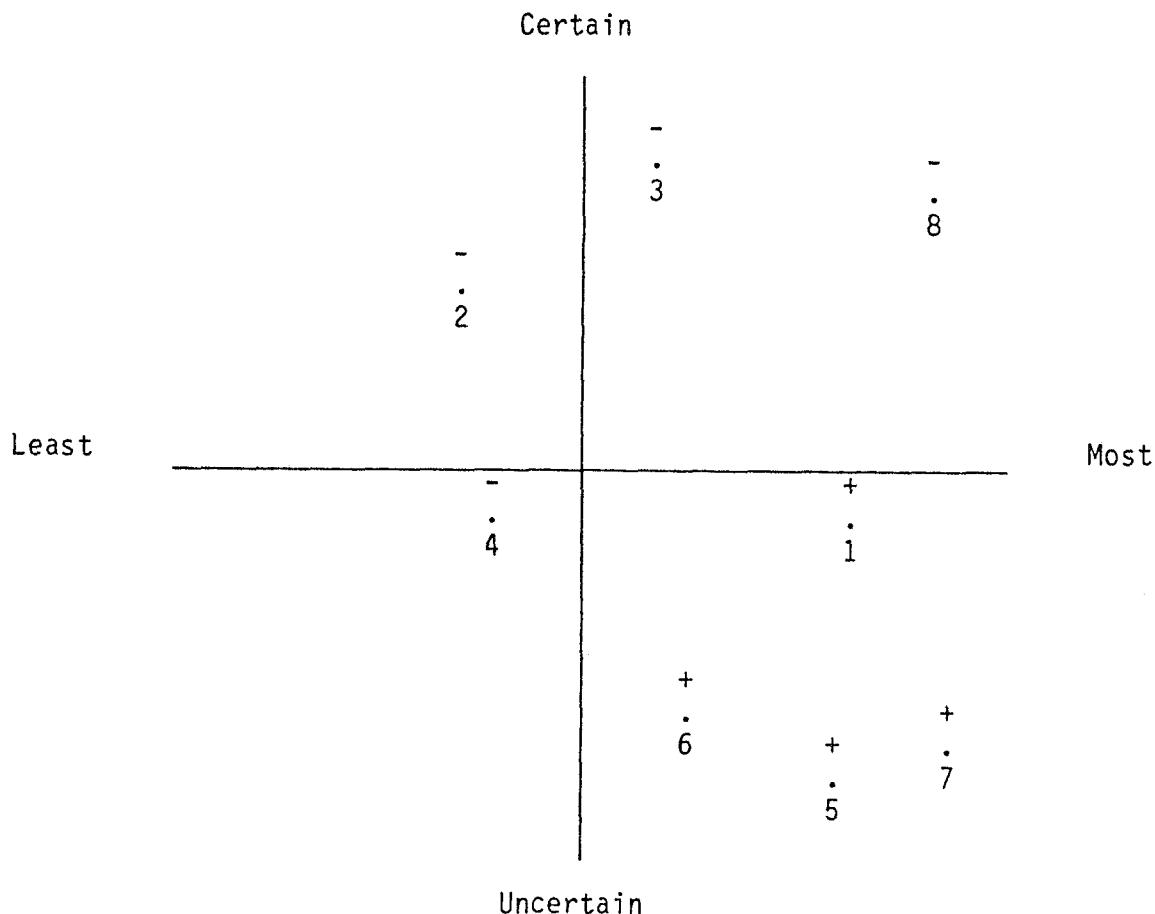
- A. Agencies would benefit from a better working relationship and understanding of the other profession.
- B. A potential cost savings due to the reduction in required staff and equipment.
- C. Concern over losing control of curriculum and expenditure of time in training sessions that are not truly relevant.

8. P.O.S.T. (-)

- A. Reluctance to yield exclusive jurisdiction over the setting of standards and certification of course content.
- B. Fear that the combined facilities would eventually result in the sharing of their funding base with the fire services.
- C. An opportunity to broaden their power base by gaining access to the setting of standards within the fire courses.

### Certainty of Assumptions

The group made projections on how confident they were in a particular stakeholders position. By use of the following graph, the group plotted the certainty or uncertainty of each stakeholders as well as how important the stakeholders position is to our topic.



1. Taxpayers
2. Employee associations
3. Safety employees
4. State fire marshals
5. Legislative governing bodies
6. Schools
7. Managers
8. P.O.S.T.

Graph #12

The above graph dramatically points out the dilemma that is faced in the consideration of creating joint police and fire training academies. Four of the most important stakeholders, taxpayers, schools, managers, and legislative bodies may view the proposal as positive, however they are identified as extremely uncertain in their position. All four stakeholders support the concept for economic reasons, however question whether it's truly the most efficient means to provide training and whether the two professions can be transitioned into the concept. The cost figures are not clear as many large urban areas may have to build new larger facilities to handle the joint concept and thus put off any cost savings for several years. It is felt that any substantial up-front cost could easily persuade all four of these stakeholders into a negative position.

The two stakeholders identified as certain and important, safety employees and P.O.S.T., are felt to be concerned with giving up their present positions. Safety employees take pride in their positions of having specialized skills and the capability analysis indicated a reluctance to change. In addition, they may perceive the combining of classes as merely adding to their present workload. P.O.S.T. is viewed as being protective of its funding sources and reluctant to risk the danger of being required to share this source or release their course certification control.

#### Policy/Strategy

The group was requested to formulate various courses of action (strategy)

that they would recommend to direct the training of police and fire personnel in the future.

The following policy statements were derived from this process:

1. P.O.S.T. should be required to provide funding for joint police and fire training programs.
2. Fire agencies should lobby for legislation that would mandate a levy on all fire policies issued in the state and restrict the use of those funds to training purposes.
3. A separate state agency should be created that will certify police and fire training courses for specific types of incidents.
4. All training should be placed under the state education department and let them determine in which cases it would be economical to combine courses.
5. The present system for basic training and advanced courses should be maintained, however a series of courses meeting joint needs should be created.
6. The present system should be maintained without any corrective measures being taken.
7. Private providers should be encouraged to develop curriculum that would provide joint training on a for profit basis.
8. A review of the areas in which joint training is feasible should be documented and the users of those services should be made to pay for the expenses.

A policy delphi rating was accomplished on the eight proposed strategies. (See table below.) Policies two and five were identified as being preferred, as they were both rated in the positive area for feasibility and desirability. The remaining six strategies were all found to have been rated as either undesirable or infeasible.

Alternatives one and eight in which funding will be obtained from either P.O.S.T. or users fees were felt to face political obstacles that could not be overcome and thus impractical.

Alternatives three and four called for placing responsibility for control of training under either the education department or a new agency. Again, it was felt that the political opposition would prevent these plans from being practical. The police and fire professions would be unwilling to give up the power base that they feel now exists. Alternatives seven would involve indirectly turning over control to private providers which would also be unacceptable to many public agencies.

Alternative six suggests maintaining the status quo. This alternative was appealing to some members of the discussion, however the consensus was that we must attempt to improve the present system.

Alternatives two and five were both found to be realistic and of value to this topic. The suggestion to develop legislation that would insure funding for fire training would be invaluable and though difficult, it was felt that either through legislation or initiative, it is possible. Maintaining our present sys-

tem for basic training and advanced courses for the separate system would be easy politically and not incur new expenses as the programs are in place. The development of a series of new, relevant joint classes would address the joint problems facing the agencies. Many of these classes are management or supervisory in nature and thus would not require capital funding. Those that are technical could be conducted at the presently existing sites without permanently combining the training programs.

#### POLICY DELPHI

Alternative 1: P.O.S.T. should be required to provide funding for joint police and fire training programs.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 1
-------------	-----------	-----------	-----------	-----------	-----------

Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE = 2
--------------	-----------	----------	----------	-----------	-----------

2

Alternative 2: Fire agencies should lobby for legislation that would mandate a levy on all fire policies issued in the state and restrict it to training purposes.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 2
-------------	-----------	-----------	-----------	-----------	-----------

5

Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE = 3
--------------	-----------	----------	----------	-----------	-----------

Alternative 3: A separate state agency should be created that will certify police and fire training courses for specific types of incidents.

Feasibility	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 2
-------------	-----------	-----------	-----------	-----------	-----------

3

Desirability	VD (3)	D (2)	U (1)	VU (0)	SCORE = 1
--------------	-----------	----------	----------	-----------	-----------

Alternative 4: All training should be placed under the state education department and let them determine in which cases it would be economical to combine courses.

<b>Feasibility</b>	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 1
--------------------	-----------	-----------	-----------	-----------	-----------

<b>Desirability</b>	VD (3)	D (2)	U (1)	VU (0)	SCORE = 1
---------------------	-----------	----------	----------	-----------	-----------

2

**Alternative 5:** The present system for basic training and advanced courses should be maintained, however a series of courses meeting joint needs should be created.

<b>Feasibility</b>	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 3
--------------------	-----------	-----------	-----------	-----------	-----------

<b>Desirability</b>	VD (3)	D (2)	U (1)	VU (0)	SCORE = 2
---------------------	-----------	----------	----------	-----------	-----------

5

**Alternative 6:** The present system should be maintained without any corrective measures being taken.

<b>Feasibility</b>	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 2
--------------------	-----------	-----------	-----------	-----------	-----------

<b>Desirability</b>	VD (3)	D (2)	U (1)	VU (0)	SCORE = 1
---------------------	-----------	----------	----------	-----------	-----------

3

**Alternative 7:** Private providers should be encouraged to develop curriculum that would provide joint training on a for profit basis.

<b>Feasibility</b>	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 2
--------------------	-----------	-----------	-----------	-----------	-----------

<b>Desirability</b>	VD (3)	D (2)	U (1)	VU (0)	SCORE = 1
---------------------	-----------	----------	----------	-----------	-----------

3

**Alternative 8:** A review of the areas in which joint training is feasible should be documented and the users of those services should be made to pay for the expenses.

<b>Feasibility</b>	DF (3)	PF (2)	PI (1)	DI (0)	SCORE = 1
--------------------	-----------	-----------	-----------	-----------	-----------

<b>Desirability</b>	VD (3)	D (2)	U (1)	VU (0)	SCORE = 1
---------------------	-----------	----------	----------	-----------	-----------

2

#### Feasibility

DF - Definitely Feasible  
 PF - Possibly Feasible  
 PI - Possibly Infeasible  
 DI - Definitely Infeasible

#### Desirability

VD - Very Desirable  
 D - Desirable  
 U - Undesirable  
 VU - Very Undesirable

### Course of Action

In the development of our strategy, we must review not only our present resource and management capabilities, but also the trends and political philosophies of the public.

The professions involved appear to be most suited to gradual change which is not resource intensive. The fact that management is considered to be one of the strengths lends itself to a management intensive rather than line intensive program. We have also identified in our trends a fact that funding is limited, however there is impetus for change in our environment and a desire for quality training.

It would appear that both alternatives two and five are well suited to our present strengths. The management teams appear capable of supporting a program that will provide quality joint training as long as basic control is not lost.

Management should use their present position of leadership in communities statewide to educate the public on the cost effectiveness of quality training in light of public safety concerns and risk liability. Additionally, the case must be made for development of a secure statewide funding source for fire.

Task forces made up of professionals from the agencies concerned should identify the specific courses that should be taught on a combined class basis.

The majority of classes to be taught in a combined setting will be classroom in nature or joint disaster exercises. In either case, existing facilities will be utilized and thus larger capital outlays should not be needed. This will be very compatible with our trends that indicated that we cannot anticipate increasing funds.

#### Administration and Logistics

The regional academies are already in place and capable of reviewing local needs. These organizations should be able to develop courses for certification using the procedures that have already been established by P.O.S.T. The academies that are affiliated with junior colleges should be able to off set some of the costs through average daily attendance.

The state fire marshal and local fire associations will be able to lobby and educate local legislators to establish the permanent funds necessary to put them on an equal funding with P.O.S.T. for establishing certain combined classes. P.O.S.T. will be able to assist in the establishment of standards and funding procedures.

The size of staff required by the fire marshal will be dependent on the funding established and whether this would be independent or contracted through P.O.S.T.

### Planning System

The planning cycle for the development of combined police and fire courses will be broken into two separate time lines.

Initially, the topic will require "issue planning" since it will be necessary to form task forces to identify the issue and coordinate the dissemination of the information to the concerned groups, i.e., public safety, education, legislators and insurance companies. This may involve several task forces with a mixed network for communication.

The "issue planning" stage will need to be successful in the securing of a funding source to insure the long term success of the combined courses. If this stage is successful, then we will move into a "periodic planning" mode in which a semi-autonomous staff with a hierarchical network will actively strive to institute the program. This staff will be difficult to assemble, if we fail in our first stage of "issue planning."

### Implementation Plan

It is often said that plans are merely tools used to identify problems, and are then bound in report form and placed on the shelf.

In order to insure that a plan serves a useful purpose, we must insure that it is capable of being implemented. This can only be accomplished if the people/stakeholders that will be impacted feel a need to implement the program.

Gerald Nierenberg, in his book, The Art of Negotiating, states "needs and the satisfaction are the common denominator in negotiation." It is for this reason that we must strive to identify the needs and desires of our primary stakeholders, and through negotiations, attempt to satisfy them. This will insure that the stakeholders will strive for implementation of our plan.

### Organizational Strategy

In order to clearly understand our organizational position and goals, we must first identify the issues in our plan that are negotiable and those that are non-negotiable.

#### Negotiable Issues:

1. A new staff can be created to implement the fire reimbursal fund or the program can be contracted to P.O.S.T.
2. Fire and police will determine the classes to be combined locally, if any.
3. P.O.S.T. and the state fire marshal will review classes to be funded on a statewide basis.
4. The classes can be developed by private providers if certified by the state agencies.

Non-negotiable Issues:

1. The basic academies and advanced classes will remain exclusively under the control of the respective professions.
2. The funding for the fire fund must be independent and not be derived from P.O.S.T. funds.

Primary Stakeholders - Points of Negotiation

The professional group previously constructed a certainty of assumptions graph, which identified four groups that were particularly important, however were uncertain in their support. Additionally, two groups were identified as important, yet negative towards the total implementation of combined police and fire programs.

The groups targeted for action were taxpayers, safety employees, legislative governing bodies, schools, managers and P.O.S.T.

I. Taxpayers:

Taxpayers are aware of and supportive of many of the needs of the public safety services. They are also very concerned about cost effective government and are quick to support programs that will reduce the drain on tax dollars. It's for these reasons that the taxpayer would initially support combining classes and facilities if it would provide a cost savings.

The taxpayer would be reluctant to support any program that might require substantial initial outlays. They would also be sensitive to any resistance expressed by safety employees especially if it was implied that services related to their safety might be impacted.

The course of action regarding establishment of a fire training fund through fire insurance may be acceptable, if the cost were kept minimal and they are educated regarding the potential for improved service.

The taxpayer is aware of the course of actions advantages and would be agreeable to negotiate in the following areas:

1. A minimal assessment on fire insurance policies that goes toward training costs.
2. Training that is relevant to improving the public safety.

The following areas would not be negotiable:

1. An assessment that contained an unlimited escalation clause.
2. Use of the training funds to increase personnel salaries of local employees.
3. A commitment to long-term debt to fund major new facilities.

## II. Safety Employees

Safety employees are felt to be resistant to change and very protective of their individual group identities. They may perceive any change in the present system as threatening and an attempt to add to their workload.

Although the employees may resist major change, they would become neutral to any minor changes, such as joint training in very specific areas. They may even view this as positive and an improvement in the quality of training.

Employees would be willing to negotiate in the following areas:

1. Joint training exercises between fire and police to handle major emergencies in which their separate functions are clearly defined.
2. Joint management or supervisory classes in which generic techniques are taught.

Employees would not be willing to negotiate in the following areas:

1. The large scale combining of classes in which their group identity is eliminated.
2. The sharing of any funding sources that were previously exclusive to one group.

### III. Legislative Governing Bodies

Legislative governing bodies are sensitive to any programs that would increase the public safety, particularly if they would also appear to be cost effective to the public.

Legislators would also find it appealing if the funding can be derived from previously unused sources.

Legislators will be willing to negotiate the following topics:

1. Increased programs that appear to provide the citizens with improved service.
2. Creation of a new funding source if an adequate need is established and community support is documented.

Legislators would not be willing to negotiate the following topics:

1. The creation of a new funding source without an overview or general control of its use.
2. The legislative bodies will not release any of the local control that they presently possess.

#### IV. Schools

The schools have been identified by the group as positive for combining classes based on cost effectiveness and having larger classes with the same staff costs. The group felt that the schools were very uncertain as their support would change if the combined classes resulted in capital expenditure for new facilities or if the programs were taken out of the school system.

The proposal to generate new funds for fire and selection of specific management and supervisory classes would be very acceptable to the schools as it would not require capital expenditures.

The schools would be willing to negotiate the following topics:

1. The expansion of joint classes serving both professions.
2. A cooperative effort between fire officials and schools to set up

the statewide certification programs.

The schools would not be willing to negotiate in the following areas:

1. The use of school funds to build major new facilities for joint use.
2. The establishment of joint facilities that operate separately from the school system.

#### V. Managers

The public safety managers desire a program that will increase the quality of training and improve the working relationship and understanding between the professions.

The potential for cost savings is always attractive, however the managers will only support a program whose scope doesn't infringe upon their control and independent professional integrity.

The managers would be willing to negotiate in the following areas:

1. The types and curriculum of the classes that will be combined.
2. The location and administrative structure of the schools.

The managers would not be willing to negotiate in the following areas:

1. The release of control of their particular area to any outside authority.
2. The control of funds presently assigned to a specific profession, to be used by others.

## VI. P.O.S.T.

The P.O.S.T. structure is not presently designed to fund training for both professions without additional funding sources, there is only minimal justification for P.O.S.T. to become involved in the use of large scale joint programs.

P.O.S.T. is supportive of quality training for public safety and thus may support joint training in specific areas that would be beneficial for law enforcement.

P.O.S.T. would be willing to negotiate in the following areas:

1. A study to identify areas that joint training would be beneficial, if additional funding is available.
2. Assisting the fire services in establishing a system similar to P.O.S.T.

P.O.S.T. would not be willing to negotiate in the following areas:

1. The sharing of P.O.S.T.'s present funding source with the fire profession.
2. The release of certification control for joint classes that would be partially funded by P.O.S.T.

### Negotiation Strategy

As Nierenberg stated in the previous quotation, the needs and their satisfaction are the important denominators for negotiations. We have now identified

the needs of our primary stakeholders by highlighting the areas of negotiation and non-negotiation. We must now move to implement our plan by insuring that the needs of our stakeholders can be addressed.

#### Taxpayers

A program on the local and state level must be designed to inform the citizens of the proposed program. This group will have virtually no impact or input into the course content or selection, however an educational program to describe the program will be beneficial.

By using the existing public relation programs to describe the new concept, the public's awareness of this program's impact on public safety will be raised. Once the public perceives these selected joint classes as being a matter of improving public safety, it will reduce and possibly eliminate the resistance to a fire insurance levy.

The strategy used during negotiation with taxpayers will be participative as we will strive to enlist others to assist us.

#### Safety Employees

As John Naisbitt stated in Megatrends, "people must feel that they have 'ownership' in a decision if they are to support it with any enthusiasm." This will be particularly true if we wish the line personnel to support the program.

The specific areas in which combined training will take place and the advantages that it will provide to the profession must be identified. The employees

must be made aware of the fact that this will not add to the workload, but make us more efficient at what we do.

In order to assure this group's support, we will utilize the participation and crossroads strategy. The participation strategy will involve various groups such as the public safety management, line officers and educators. This approach will identify a variety of advantages that the individual employees may not be aware of.

The crossroads strategy will be used to define a variety of shapes this program could possibly take. It is designed to encourage the officers to become active in the program to insure that concessions will be made on aspects of particular programs that the officers would find unacceptable. Both sides will then feel that it has been a win situation and can support the proposal.

#### Legislative Governing Bodies

We must now emphasize the advantages of this program that are already obvious to the legislators. Since the legislators are the final decision making body, due to budget control, it will be the final group that we must negotiate with. It's at this point that the other stakeholders may potentially express disagreement and for this reason, we will attempt to complete our negotiations with some of the other groups prior to final negotiations with the governing bodies.

The strategy used during negotiation will be participation and association. We will enlist the aid of the other stakeholders that are known to be certain in their support for our project. By showing the legislators a strong cross section

of community support, it will reinforce their belief in the concept.

It will also be important to enlist an association strategy to help dispel the negative concerns. The legislators experience with the P.O.S.T. format should reduce the fear of implementing a fire program to handle funding.

#### Schools

The school groups are generally supportive of the combining of classes, especially when it involves increasing average daily attendance without increasing expenditures. A proposal to select only specific classes, primarily supervisory/management will not require capital expenditures.

By use of a participative approach, the schools will feel that it's possible to influence curriculum and thus be an important part of the process.

#### Managers

A participative and crossroads strategy will be used to negotiate with this group. In order for our proposed changes to occur, this group must be brought in immediately. This group will be responsible for insuring that the documentation of costs and needs is provided. Without this and the coordination this group provides, our proposal will stagnate. The various interested groups must participate with managers to develop our course of action.

The use of the crossroads strategy will make managers aware of the various forms this program could take. In order to insure that control is maintained, the managers will realize that they must negotiate and compromise to insure that

the final product is acceptable.

P.O.S.T.

The P.O.S.T. staff will be an essential component of this implementation team. P.O.S.T. will be in a position to serve as advisor or contractor for the new fund, as well as coordinator for the combined programs.

The strategy to involve P.O.S.T. will be similar to managers as we will use the participative and crossroads technique.

Numerous different groups including local agencies, academic advisers and legislators will be including P.O.S.T. in their discussions and planning sessions. At the same time, some of these groups will be using a crossroads technique that will require the participation of P.O.S.T.

P.O.S.T. will be concerned with maintaining control of its funding source as well as insuring the quality of its programs.

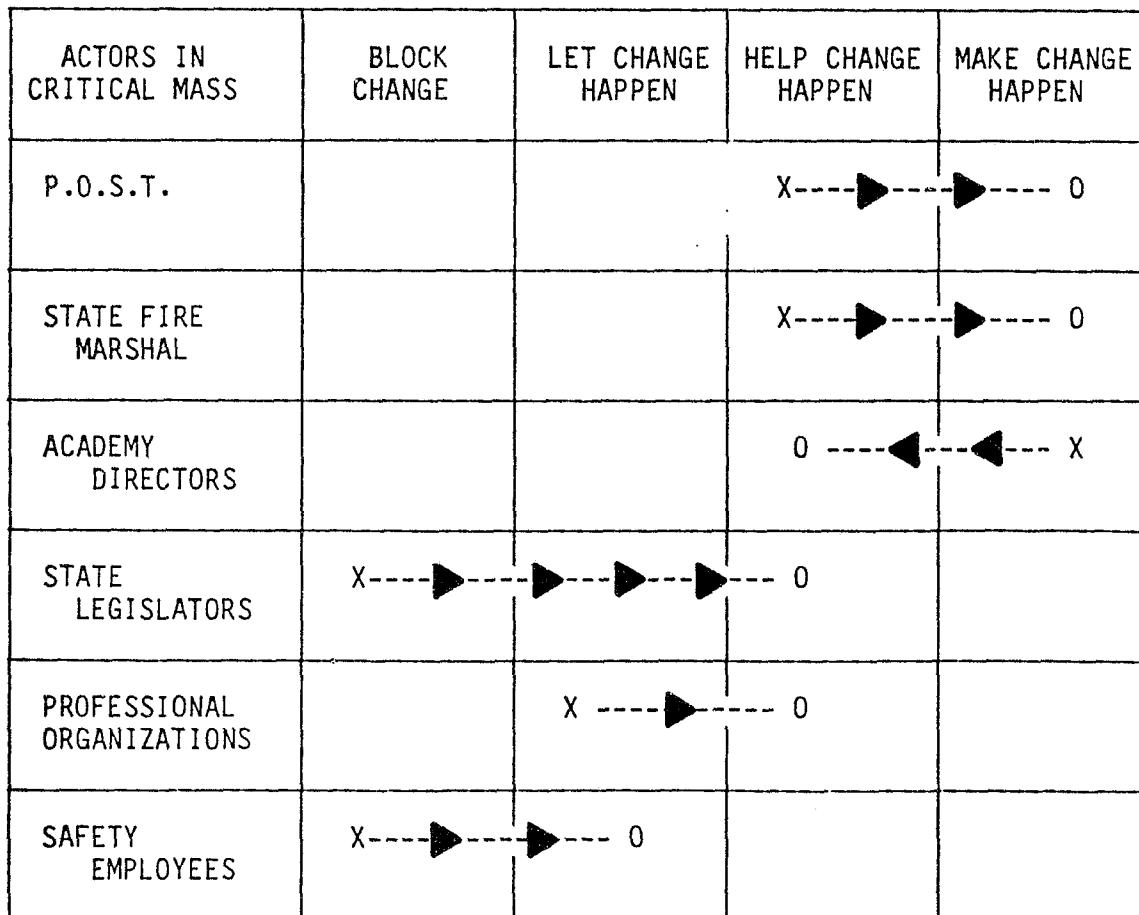
The Critical Mass

The following groups have been identified as being the "critical mass." Their support or willingness to allow it to happen is essential to the implementation of our program.

1. P.O.S.T.
2. State Fire Marshal

3. Academy Directors
4. State Legislators
5. Professional Organizations
6. Safety Employees

The following graph identifies where each member of the critical mass presently stands regarding commitment to change. The graph also indicates the direction in which we hope to influence members of the critical mass to move if their present positions are unacceptable.



Graph #13

### Individual Assessments

P.O.S.T.: P.O.S.T. has established a proven record in the certification of courses and disbursement of funds. They have also developed the experience to deal with the legislature and to present proposals. They are presently in a position to help change happen.

Due to the strengths that P.O.S.T. possesses it's essential for it to move into partnership with the state fire marshal's office to develop and coordinate the new program. A funding source must be located to enable the fire profession to move into partnership with police in presenting a selected group of courses.

State Fire Marshal: The state fire marshal is in a position of being able to provide direction to fire departments statewide if there were funds available that could be used to insure a local desire to assist.

These funds would make it possible to create a P.O.S.T. type commission and organization for the fire profession. The state fire marshal is presently in a "help change happen" position.

Thought it's generally preferred to have one person or group moved into the "make change happen" function, this will not be successful for our proposal. The two pronged program of police/fire courses and a fire funding source will require coordination between P.O.S.T. and the fire marshal in order to insure that both prongs of our proposal are successful. In essence, they must work as

one to insure progress.

Academy Directors: The academy directors from both professions are presently in the position of "make change happen." In order to combine classes on a local level, they must agree to do so with little or no encouragement on a statewide level.

In order to make our proposal successful statewide, the academy directors will be moved into a "help change happen" category. The program must be moved to the state level.

State Legislators: The legislators are presently in a position to block our proposal by merely failing to act. They must be moved into a "help change happen" category by a coordinated effort to educate them to the benefits of the new program.

Professional Organizations: The professional organizations must be educated to the advantages of the program. They can then help change happen by serving to educate their membership and lobbying legislators.

The need for supervisory and management classes is well documented. An awareness that fire and police managers work in similar environments will make it clear that both would benefit from sharing experiences and costs.

Safety Employees: The safety employees could use their legislative influence to block our proposal if they perceive it as threatening. We must allay their

fears by identifying the training benefits and the fact that it will not increase their workload.

Once the employees are moved out of the "block change" category, we should merely anticipate their movement into a "let change happen" category. They will not perceive this program as being so personally beneficial, that they would expend energy to insure its implementation.

#### Management Structure

In order to make the transition into statewide funding for specified professional training for police and fire personnel, it is apparent that P.O.S.T. and the state fire marshal must make it happen. It is also obvious that though important, they cannot devote the majority of their time to this area, and thus, will develop a "project manager" form of structure to insure the transition. The two parties should jointly fund the position of "project manager," possibly as a fellowship to a member of one of the professions. Though the agencies will not perform the hands-on work, they will review the progress and provide the project manager with the power of the executive office.

The project manager will draw on a cross section of the agencies for input on the programs development. He will also be in contact with the outside groups for their input and recommendations. Much of the work with the outside groups will be facilitated by the previous contacts developed by the two agencies. The project manager may frequently require the attendance of agency directors at

meetings as it is essential that others realize that this program is important to the two agencies.

When the project manager feels that the program has reached critical points such as presentations before the legislators, agency heads will join the process and be present to endorse the presentation. The agency heads may even choose to make the final presentations if they feel it will add positively to the process.

#### Technologies

In order to insure that both agencies are aware of the direction this transition is expected to take and their expected participation, a series of meetings will be scheduled. The agency heads will emphasize their positions and desires as well as making the appointment of the project manager.

The first meetings will be announced as educational and training meetings. All groups and department that have been identified as being impacted by this program will be invited. The presentations will consist of an explanation of our present programs, as well as the possible future program. Input will be solicited from these groups, as well as identification of the representatives from these groups that can be expected to participate in our program.

After the data from the first meeting is reviewed and interpreted, a second meeting will be called. This meeting will be of a team development nature. Participants will be invited who have been identified as performing functions

that are necessary in order to insure that the members of the critical mass are moved in the desired direction. It is anticipated that a degree of confusion will exist regarding the responsibilities of each participant. In order to address this problem, the group will be asked to participate in development of a responsibility chart. It is felt that this exercise will not only identify the participants responsible for specific functions, but will also address the problems inherent in working within two separate agencies. By identifying early those actors with approval authority over this specific project, it is hoped that we will eliminate future command structure conflicts.

These first meetings are expected to identify our participants and their future direction. At this time, the agency heads will be able to reduce their participation and allow the project manager to move the participants in the desired direction. Frequent action and review meetings will be held between the agency heads and the project manager will request the agency heads to actively rejoin the project at the appropriate time to make the program happen.

#### Conclusions

Beckhard and Harris wrote in Organizational Transitions: Managing Complex Change, that "for an effective change strategy to be developed, it is first essential to adequately diagnose the need for change." The original premise of this study was to review the potential for combining police and fire training facilities and/or programs.

The scanning of literature, interviews, on-site visits and questionnaires quickly identified numerous problems with making major change in this area. Conflicting funding sources for police and fire and the differences in their basic training formats, fire work hours are well suited for constantly scheduled daily blocks of training, while police must make re-assessments and teach in periodic blocks, will inhibit joint classes.

Many academies are agency controlled, while others are regional and connected to junior college facilities. The academies connected to the colleges do not have large investments in plant facilities and thus would merely be incurring new costs by jointly funding combined facilities.

A preferred future scenario was developed. This scenario envisioned a system in which fire and police each had independent funding on a statewide basis from independent sources. A P.O.S.T. type structure for fire services that is funded from a levy assessed against fire insurance policies was created. This new agency would be in a position to cooperate with P.O.S.T. in identifying the courses that would be beneficial for joint training and assist in the funding.

There is presently a clear recognition by many in our society of the potential for litigation. This recognition can be utilized to increase the awareness of the importance of quality training to reduce liability exposure. We can use our identified strengths of a strong management structure and organizations statewide to educate the necessary stakeholders. The justification for a fire training fund and a description of the new combined classes must be developed. The various stakeholders must be educated to the fact that the combined classes

will not impact their present programs and are in fact an enhancement.

The state fire marshal and P.O.S.T. will need to coordinate by jointly funding a project manager who will help direct the agencies through this transition period. His will be a position of coordinating and arbitrating any potential areas of concern.

The initial premise of this study was based on some generally held, though possibly incorrectly held, beliefs that unification of classes and administration would result in economic benefits. The review of our present condition showed a much different picture. The large academies may have reached their optimum operating level and any large scale joint conversion would require new and costly facilities. The assumed savings to smaller academies may be realized, if the director can handle both, but not if a new coordinator oversees the work of independent academy directors. This merely creates a new level of administration.

There was also very little compatible training of basics. Even in the area of first aid, the two professions teach at a different level and any attempts to coordinate the separate schedules of two academies in order to combine a few selected classes would seldom be possible. The obvious concerns of joint problems such as hazardous material spills must be addressed, but once reviewed it's apparent that our functions at these scenes are considerably different. These common problems will be better served through joint exercises and the joint training of selected supervisory and management classes.

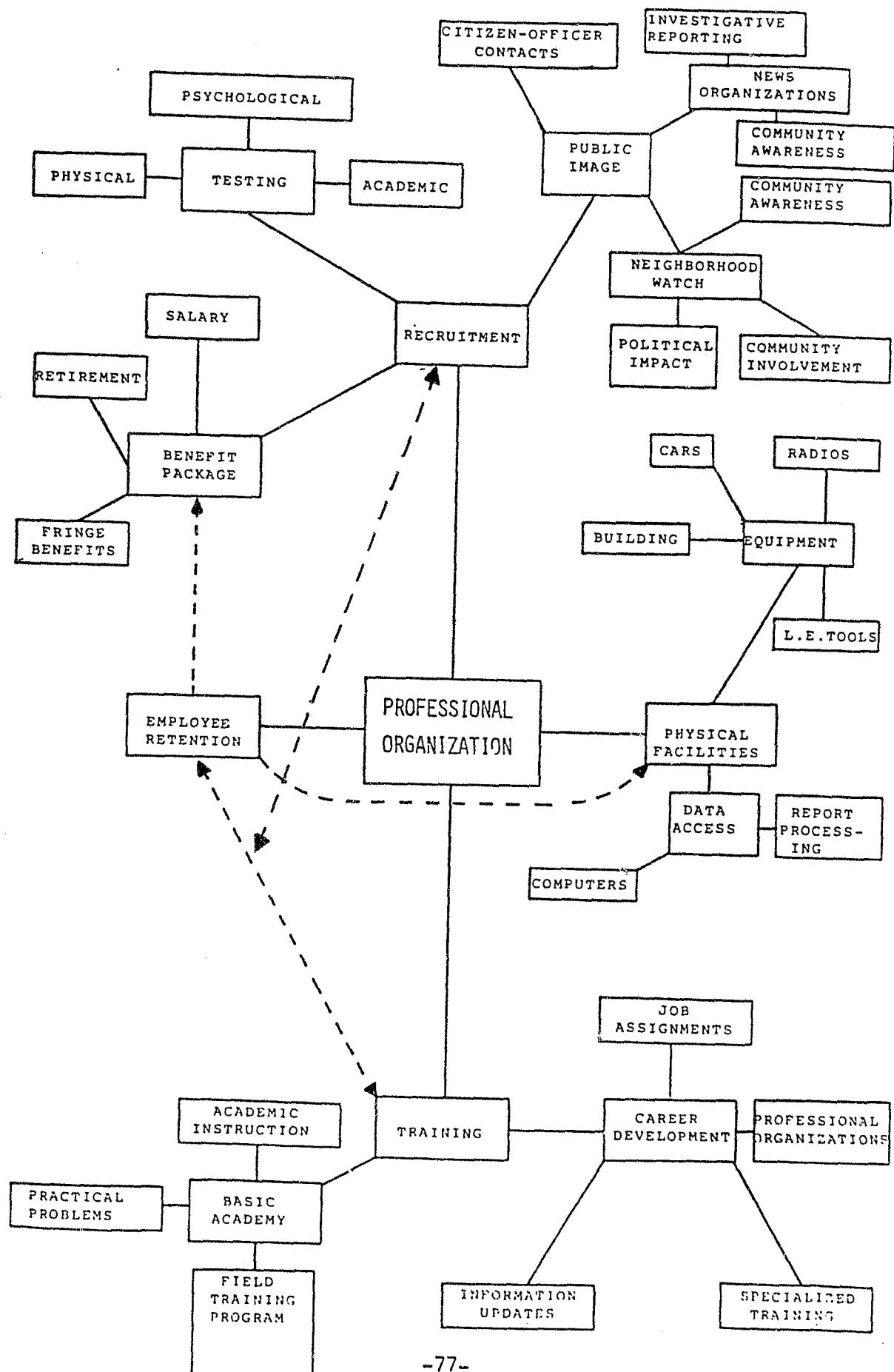
The fire and police services are frequently discussed as being similar due to the fact that they make up a large part of what can be identified as the "public safety service." However, it is like a story told by Lee Iacocca in Iacocca - An Autobiography, when he says:

To me, it's like a guy who plays the saxophone in a band. One day the conductor says to him "you're a good musician. Why don't you switch over to the piano?" He says: "Wait a minute, I've been playing the sax for twenty years! I don't know beans about the piano."

It may be that police and fire in the public safety profession are like the sax and piano players in a band. We must perform our functions well together to be successful, however our basic skills are learned independently, with little knowledge about how the other team members perform their duties.

The fact that these are very different professions dictates the continuance of the present basic training format. We can however improve in our coordination within the larger format of "public safety" by implementation of the above identified courses of action.

Appendix #1



Appendix #2

Topical Search - Police/Fire Consolidation

1. Consolidation of the Police and Fire Services, R.S. Rubin. (1984)

N.C.J.R.S. Account: 94153

2. Implementing Consolidation of Public Safety Services in A Municipality - A Successful Community Profile, D.D. Maxon. N.C.J.R.S. Account: 92486

3. Communications Study - Dakota County Law Enforcement Association, B. A. Kellner. (1979) N.C.J.R.S. Account: 87026

4. Consolidation Dispatch Center 24 Hour Operation - Owen County Owenton City, Kentucky, V. Logothetis. N.C.J.R.S. Account: 87014

5. Public Safety Services - A Choice for Local Government, New York State Commission. (1977) N.C.J.R.S. Account: 81719

6. Sunnyvale (CA) Department of Public Safety - Statistical Annual Report 1980, M. Rodriguez. (1981) N.C.J.R.S. Account: 77132

7. Police and Fire Consolidation in the Public Sector, Midwest Monitor. (March/April 1981), N.C.J.R.S. Account: 76697

8. Public Safety Programs - Consolidating Police and Fire Services, R.G. Lynch and V. Lord. (1979) N.C.J.R.S. Account: 66250

9. Texarkana's (Ark) Public Safety Program, B.C. Mixon. (1979) N.C.J.R.S. Account: 61630

10. Police and Fire Consolidation - In the Interest of Public Safety, Uptown.  
(Feb., 1978) N.C.J.R.S. Account: 60036
11. Design and Implementation of an Integrated Public Safety System - Prototype EPS (Emergency Protection Service) Design Report, U.S. Department of Housing and Urban Development. (1977) N.C.J.R.S. Account: 58646
12. Out of the Firing Line and Into the Fire - Public Safety Officers Face Dual Dangers, S. Luxenberg. (1979) N.C.J.R.S. Account: 54489
13. Valdese (NC) - Review of Proposed Communications Center Police Technical Assistance Report, R.J. Evans. (1978) N.C.J.R.S. Account: 45753
14. Police/Fire Consolidation in Municipalities 10,000 and Over, L.S. Frankel.  
(1977) N.C.J.R.S. Account: 44100
15. Clifton's Fire/Police Patrols - An Eight Year Evaluation, K.M. Marion.  
(1977) N.C.J.R.S. Account 42650
16. Saving Taxpayer Dollars Through Consolidated Police and Fire Services,  
Citizens Research Council of Michigan. (1975) N.C.J.R.S. Account: 42452
17. Municipal Public Safety - A Guide for the Implementation of Consolidated Police - Fire Services, E. Berenbaum. (1977) N.C.J.R.S. Account: 40944
18. Clifton (AZ) - Police Department - A Feasibility Study for the Adoption of Public Safety Services Department Police Technical Assistance, C.D. Hale.  
(1977) N.C.J.R.S. Account: 40409

19. Pay Parity for Police and Fire Fighters, J. Adler, M. Bird, and T. Robinson. (1975) N.C.J.R.S. Account 39363
20. Trindad (CO) - Police Department - Establishment of Public Safety Department - Police Technical Assistance Report, G.D. Eastman. (1973) N.C.J.R.S. Account: 37849
21. Public Safety Departments - Combining the Police and Fire Functions, Management Informations Service Report. (July, 1976) N.C.J.R.S. Account: 37783
22. Kearry (AZ) - Assessment of Current Organization, Manpower and Operations, and Feasibility of Consolidating Police and Fire Services - Police Technical Assistance Report, C.O. Hale. (1976) N.C.J.R.S. Account: 35028
23. Renton (WA) - Police/Fire Dispatching System - Final Report - Police Technical Assistance Report, M.W. Kincheloe and C.R. Connery. (1973) N.C.J.R.S. Account: 35011
24. Virgin Islands - Department of Public Safety - Central Records, Planning and Research, Crime Analysis - Police Technical Assistance Report, F.A. Newton. (1976) N.C.J.R.S. Account 34012
25. Toward a Model for Police Organization, J.L. Munro. (1975) N.C.J.R.S. Account: 31893
26. Police/Fire Consolidation - a Case Study, Management Information Service Report. (March, 1974) N.C.J.R.S. Account: 18443

27. Study of Police and Fire Department Integration in Selected Cities of North America, J.H. Barnett. (1973) N.C.J.R.S. Account: 17502
28. Public Safety - St. Petersburg Style, St. Petersburg Public Safety Agency. (1973) N.C.J.R.S. Account: 13533
29. New Era of Public Safety, H.W. More, Jr. (1970) N.C.J.R.S.  
Account: 11800
30. Information System Integrates Police, Fire and Emergency Data - At City of Long Beach, CA, J.R. Mansell. (1973) N.C.J.R.S. Account: 10655

APPENDIX #3

POLICE/FIRE TRAINING  
QUESTIONNAIRE

1. Does your facility presently provide training to both police and fire personnel?

YES \_\_\_\_\_ \*NO \_\_\_\_\_

\*If NO, skip to question #6.

2. Are the programs coordinated by the same director?

YES \_\_\_\_\_ NO \_\_\_\_\_

3. Do the police and fire personnel attend combined classes?

YES \_\_\_\_\_ NO \_\_\_\_\_

If YES, please list classes \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

4. Is the physical plant designed so that it provides dual use for both professions?

YES \_\_\_\_\_ NO \_\_\_\_\_

If YES, please list components of physical plant suitable for dual use  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

5. Have you experienced resistance from organized labor in either profession in regards to the combined classes?

YES \_\_\_\_\_ NO \_\_\_\_\_

SKIP TO QUESTION #9

6. Are you presently considering providing service to both professions?

YES \_\_\_\_\_ NO \_\_\_\_\_

7. Has the proposal to combine the training facilities been considered and rejected by your center?

YES \_\_\_\_\_ NO \_\_\_\_\_

If YES, can you provide specific reasons? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Do you feel that the number of personnel presently trained prevents you from considering a joint facility?

YES \_\_\_\_\_ NO \_\_\_\_\_

9. Please list any areas of training that you feel may be suitable for joint training that have not been previously addressed. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

THANK YOU FOR YOUR ASSISTANCE!

## APPENDIX #4

### MEMBERS OF NOMINAL GROUP

Robert Price, Chief of Police	- Bakersfield Police Department
Dennis Needham, Fire Chief	- Bakersfield Fire Department
Ken Pulskamp, Asst. City Manager	- City of Bakersfield
Owen McCarthy, Asst. Fire Chief	- Bakersfield Fire Department
Peggy De Stefano, Director	- Kern Co. Regional Crim. Justice Trng. Cntr.
Jackie Fisher, Director	- Kern County Fire Academy
Bruce McDermott, Lieutenant	- Visalia Police Department
Allen Anderson, Asst. Police Chief	- Bakersfield Police Department
Steve Brummer, Lieutenant	- Bakersfield Police Department
Kevin Stokes, Detective	- Bakersfield Police Department

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1. Lee Iacocca, Iacocca an Autobiography, (New York, New York: Bantian Books - 1984). Page 141
2. Tom Peters and Nancy Austin, A Passion for Excellence, (New York, New York: Random House - 1985). Page 247
3. John Naisbitt, Megatrends, (New York, New York: Warner Books - 1982). Page 93
4. Bobby C. Mixon, Texarkana's Public Safety Program, (F.B.I. Law Enforcement Bulletin V.48 - September 1979). Page 28
5. New York State Commission, Public Safety Services - A Choice for Local Government, (1977). Page D1
6. IBID. Page D11
7. C. David Saye, Georgia Public Safety Training Center, Page 13
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9. Richard Beckhard and Reuben T. Harris, Organizational Transitions: Managing Complex Change, (Reading, Massachusetts: Addison - Wesley Publishing - 1977). Page 27
10. Lee Iacocca, Iacocca An Autobiography, (New York, New York: Bantian Books - 1984). Page 141