

CONSOLIDATION – TRAINING ISSUES FOR VOLUNTEERS

EXECUTIVE DEVELOPMENT

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ABSTRACT

The problem that was faced by the Yuba City Fire Department was that it was merging with another organization and assimilating the volunteer staff from that organization, who did not meet current training requirements. The purpose of this applied research project was to develop program elements for the volunteers to meet minimum training requirements for the Yuba City Fire Department. This action was taken to ensure that the quality of service that the citizens received would remain the same. To accomplish this task, evaluative research was conducted to answer the following questions:

1. What are some of the challenges faced when two organizations consolidate services and become a combination fire department?
2. What is an acceptable minimum level of training for a volunteer firefighter?
3. What training program requirements can be implemented into the Yuba City Fire Department?

The procedures used in this endeavor included literature review, a survey, a focus group, and review of current state, federal and local training standards.

The results showed that there is not minimum training standards established as a general rule for the fire industry and that each state can mandate their own. Research provided a guide for what is mandated for all firefighters and then further reduced to be what was applicable to California and the Yuba City Fire Department.

Recommended by the research was guide for developing required training and a specific plan for implementing that training.

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INTRODUCTION

The Fire Service has become increasingly complex in the job functions that are performed by firefighters. New State and Federal mandates have made training of today's fire service professionals increasingly difficult. The training demands that are placed on volunteer firefighters are just as stringent as if they were paid professionals. Training is an integral part for the firefighter to act and respond safely to the ever-changing environment that is faced during an emergency incident. All personnel who participate in fire and life safety operations need to be trained to a minimum standard.

The problem is that the Yuba City Fire Department is consolidating with another fire department and their volunteers do not meet current minimum training standards for the Yuba City Fire Department. "Having different training requirements for volunteer and career personnel can lead to a protected class of non-performers on either side." (Carter, 1998, p.77)

The purpose of this research project is to develop program elements for the volunteers to meet minimum training requirements for the Yuba City Fire Department. The research method that will be used for this paper will be evaluative research.

The research questions that will be answered are:

4. What are some of the challenges faced when two organizations consolidate services and become a combination fire department?
5. What is an acceptable minimum level of training for a volunteer firefighter?

6. What training program requirements can be implemented into the Yuba City Fire Department?

BACKGROUND AND SIGNIFICANCE

In 1980, two reports were developed at the request of the Sutter County Local Agency Formation Committee (LAFCO) regarding the consolidation of the Yuba City Fire Department (YCFD) and the Walton Fire Protection District (WFPD). These reports were originally commissioned to develop a sphere of influence for the City of Yuba City as it grew out to the west. A by-product of these reports was to analyze the fire protection needs for this growth area. It was determined that some form of a Joint Powers Agreement (JPA) be established to provide such protection between YCFD and WFPD. Unfortunately, this agreement did not materialize and fire protection remained separate and was retained by each individual agency.

This issue of consolidation was again revisited in 1989 by the Yuba City Fire Department in the form of another report that updated the two previous reports completed in 1980. The recommendation was made for both agencies to join services and laid out a specific plan to accomplish the consolidation. This report was presented to the appropriate decision-makers, and again, no action was taken.

Consolidation issues were addressed again in 1995 by the Yuba City Fire Department and the fiscal impact was defined. The report, *Yuba City Urban Area Fire Service Analysis*, broke the urban sphere of influence into seven areas and defined costs over a 10 to 15 year period. Again the focus of this project was to provide information necessary for a full consolidation and to “achieve a consistent level of service, economy of scale, elimination of duplication of effort, and to increase the total depth of resources

available for deployment.” (Lavelock, 1995, p. 3) Like the previous reports, this one also made no significant impact in the political arena.

The issue of consolidation for these two agencies has remained on the forefront for the past 20 years and in 1999 a large piece of industrial property was annexed into the City that was formerly in the Walton service area. Previous annexations under a 1990 Master Tax Share agreement between the City and the County gave WFPD six percent of the revenue, however, this annexation was detached with no revenue provided to the District under a new tax share agreement signed in 1999. In 2000, 870 acres were annexed into the City, which included WFPD’s main station. This annexation under the 1999 agreement had a taxed based revenue source of approximately \$150,000 that was removed from Walton’s budget and transferred to the City. This amount of money being removed from the WFPD budget will have a significant impact in the District’s ability to provide service at its current level in the future. This annexation has led to specific action being taken in 2001 by the WFPD Board of Directors, the Yuba City City Council and the Sutter County Board of Supervisors to finally formalize the transition of services and the dissolution of the WFPD.

A final report was commissioned by all the involved parties and completed by CityGate Associates to address consolidation issues and to provide a guide to accomplish the transition of the two organizations. This document has laid the specific steps that need to be taken for the transition of services to form a combined organization between the YCFD and the WFPD. Specifically addressed in the report is the disparity of training levels that the two organizations have between them and a guide for addressing these issues is detailed in this report.

The implementation of the volunteer system and the training requirements for these individuals, however, is less clear from this report and therefore leads to the problem of defining minimum training standards for those wishing to transition into the new organization. The future success of this combined organization will depend on implementing a training system that is consistent and equitable for all those entering and for those already in the system. “The bottom line for all training should be that safety considerations are not negotiable.” (White, 1998, p. 12)

This project relates to the Executive Development course in several areas. In transitioning the two organizations together, a new organizational culture will be developed as discussed in chapter seven of the student manual. Also, this new combined organization will be faced with new challenges in providing quality service and again this concept was discussed in chapter ten of the student manual.

LITERATURE REVIEW

“As the remaining years of the 20th century fly into the pages of history, we in the fire service are faced with a growing problem. Who will provide the necessary fire protection and suppression component of our local community infrastructures?” (Carter, 1998, p. 76)

As the YCFD grows and becomes part of a larger service area that extends beyond the proposed General Plan for the City with the consolidation of WFPD, several important issues need to be addressed. Specifically, challenges faced with respect to combining a largely volunteer department with a career organization. Another issue that will play an important role is training. Last, but certainly as important, is the issue of implementation.

1. What are some of the challenges faced when two organizations consolidate services and become a combination fire department?

“Conflicts between career and volunteer firefighters are like dealing with an old eccentric relative—everyone is aware of the situation but nobody wants to talk about it.” (Sullivan, 1997, p.10)

The two greatest challenges that appear to be faced when two organizations combine are staffing and the rivalry between paid staff and volunteers. Buchanan and Dale (2000) state that most training is thought of as career oriented and therefore lead the volunteer to believe that his/her role is somehow diminished. The overriding factor is making the volunteer understand that their role is as important as that of the paid firefighter.

“There is no separation between firefighters who are paid and those who are not; the focus is on creating professionals capable of serving their community safely.” (Buchanan, Dale, 2000, p. 8) The emphasis needs to be placed on the community that is being served by both the volunteer and the paid firefighter. De-emphasizing the differences between the two helps not to create the perceived division. Ensuring equality between the two groups helps to form the cohesive team that needs to function on the emergency incident.

One of the main reasons fire departments choose to use combined staffing between volunteers and paid members is that communities simply cannot afford to have the numbers of personnel on duty for the major emergency event that may only occur

several times a year. “In many cases, an all-career or all-volunteer service can provide only minimum staffing for emergencies.” (Stern, 1997, p. 102)

The solution many departments are using to combat this is to use a combination of personnel. This allows for a fire department to remain economically competitive for the paid staff, but also allows for community involvement. “Combination departments can provide increased staffing levels beyond what may be available or affordable in an all-paid or all-volunteer service – not just at peak time but all the time.” (Stern, 1997, p. 102)

Stern also addresses the issue of how these two forces work together to obtain optimal performance. He again states that the forces should be complementary to each other and that one should not be in the shadow of another. “The important concept to remember is that paid and volunteer members are needed to *complement* each other. In this way, the best and most efficient public service can be provided.” (Stern, 1997, p. 102)

Carter (1998, p. 76) speaks of three different options when looking at what type of organization needs to be created in order to facilitate the staffing needs.

1. Career chief and apparatus operators and firefighters during the day. This type of operation has a volunteer backup force responding around the clock (career controlled).
2. Volunteer fire chief with career subordinate officers and career firefighters. This has a volunteer force responding around the clock (volunteer controlled).
3. Volunteer chief and volunteer force with supplemental force of career staff during the day (volunteer controlled).

The above scenarios for staffing patterns all fit the need for getting appropriate personnel to the scene of an emergency, however each comes with particular problems if not monitored properly. Carter presents two typical scenarios of what the possible outcomes maybe. In the first, volunteers begin to resent full time staff because they are not being paid to perform the same functions. In this type of situation, Carter suggests that the emphasis be placed on measurable performance and not on the dollars. Drills, training and fire ground operations should be conducted without bias to either side and teamwork should be emphasized. If problems do arise, then all involved parties should be encouraged to come together and talk out the issues.

The second scenario that can play out is for the full time staff to resent the volunteer staff. Volunteers are seen as non-professionals and unable to perform to the same level as the career staff. He again suggests the solution be the same, do not play favorites with either side. "Strict career rules and regulations; lax volunteer rules (or) strict volunteer rules and regulations; lax career rules. The rule for the game in your ballpark need to be consistent." (Carter, 1998, p. 77)

2. What is an acceptable minimum level of training for a volunteer firefighter?

The recruitment and retention of volunteer firefighters is becoming more difficult in today's changing society due to the time constraints that are placed on an individual's life. The National Volunteer Fire Counsel completed a report in 1998 and found that the major reason people do not volunteer is because of lack of time. Some of the contributing factors were due to the two-income family and increased training time demands. These factors were coupled with working multiple jobs and higher emergency call volume.

Since time becomes one of the major influencing factors with volunteers, identifying specific training standards becomes more crucial. The National Fire Protection Association (NFPA) has developed a set of standards for firefighters. NFPA 1001 defines the minimum qualifications that must be met for both volunteer and professional firefighters to be competent in structural fire fighting. The job performance requirements are broken down into three groups.

1. Firefighter Candidate
2. Firefighter I
3. Firefighter II

Each one of these categories has specific criteria to be met in order for the individual to qualify for these designations. It is also important to note that these standards are closely aligned with standards set forth by the California State Fire Marshal's (CSFM) office for certification as a Firefighter I and II. The CSFM's certification program is the industry standard for the State of California. In addition to the state industry standards, California is an Occupational Safety and Health Agency (OSHA) state. Cal OSHA has additional requirements that must be met for firefighters to be considered as competent. The majority of the standards that apply are found in 29 CFR 1910.

Identifying minimum training standards is not only critical due to time constraints placed on volunteers, but also becomes a safety issue. A report done by the United States Department of Labor during the period from 1992 through 1997 indicated that more than 40 firefighters died each year. This number was in dramatic contrast to non-fire related

industry deaths per 100,000 employed people. The average death rate for firefighters was 16.5 and for those outside of the industry, it was 4.5 deaths per 100,000. (Gabliks, 1999)

What this report indicates is that the job that is performed as a firefighter is dangerous and training is a critical aspect. It has been stated that the deaths for firefighters per year has not dramatically decreased, but the amount of structure fires per year has gone down by 30 percent. The reasoning behind the deaths not decreasing proportionally may be due to the fact that the fire services has taken on many new missions and does not have focused training. (Gabliks, 1999) These statistics alone emphasize the fact that today's volunteer and paid professional need to have specific guidelines to follow and minimum training standards established.

3. What training program requirements can be implemented into the Yuba City Fire Department?

CityGate Associates was commissioned by both YCFD and WFPD to perform a transition study and write a report, *Yuba City – Walton Fire Protection District Transition Study* (2001), detailing their findings. Specifically addressed in this study was the issue of training. The report concluded that both organizations did provide for fire training, however, the WFPD did not have an established program and their record keeping system was inadequate. It also made reference to California and Federal OSHA regulations that state “training commensurate with the required duties must be provided for all personnel before they engage in fire fighting activities”.

The report goes on to identify specific areas that need to be identified when developing the training program. These areas are:

1. Define OSHA and other mandated requirements needing compliance.

2. Acquire the WFPD training record and individual certifications.
3. Determine the levels of proficiency required, basic skills need, and expert skills need.
4. Define Yuba City Fire Department minimum firefighter certification requirements.
5. Define minimum State Fire Marshal's office requirements for Volunteer or Reserve firefighter certifications.
6. Establish the number of hours required to meet demands and competency compliance.
7. Develop an annual training program identifying training subjects and delivery of training and skills maintenance.
8. Provide for documentation of training in a single records management system.
9. Provide for cross training and familiarization of the merged department's equipment, apparatus, and stations.
10. Review standard operating procedures and train to critical task issues for emergency response.
11. Review and define safety procedures in emergency operations.
12. Define emergency medical certification requirements to include a minimum of CPR and EMT.
13. Define minimum apparatus driver certification requirements.

The study also went on to state that there would be unforeseen cultural differences between the two agencies. These differences will play out on emergency incidents due to

the fact that there are fire ground operations that both sides are not familiar with and this also needs to be addressed. In conclusion, the study pointed out that an employee development or career guide should be created and training established to facilitate individual's abilities to enhance their career.

When developing a training program that must fit not only organizational needs, but also those of the volunteers, special considerations must be made to accommodate these two groups. Clarence White (1998) states that the following areas must be addressed.

1. The training audience
2. Scheduling and frequency of training
3. Delivering training that is meaningful and relevant
4. Incorporating measurable results
5. Addressing regular and special training needs
6. Responding to imposed training requirements
7. Maintaining accurate records of training participation
8. Formal training vs. in-service training conducted in stations

A key point that is addressed is insuring that the training does not only meet the needs of a few individuals. Training must be conducted so that the needs of the organization are met. The use of training time and resources must be maximized so that all members of the organization benefit.

White continues that the department has to create an environment for training that people want to attend, not because they have to attend. The training has to be relevant and have practical application, it must provide current information and relate to the

individuals as well as the department. Training should also be kept specific, it is hard for volunteers to be proficient in all aspects of the fire service, so training should focus on the skills that are needed to accomplish the job. The most important factor for training is that it be planned, it should not be haphazard and unfocused, but should have clear definable goals.

In a related article Michael Finney (1999) states that a needs assessment of the organization has to take place prior to developing a program. He believes that too often programs are just assembled and there is not a proper planning process. Long-term and short-term goals should be established. Long-term goals should match what the organization expects to accomplish within a one to three year time frame and they should not go out further than that time frame. Short-term goals are those that put the game plan together on how the long-term goals are satisfied.

Finney continues to go on about developing an implementation guide and there are several components to this phase. The first is to develop a calendar of events. This calendar sets the schedule and minimizes conflicts because everyone knows in advance the expectations and time commitment. Second, strict learning objectives need to be so the student and instructor know what is to gain from attending the class. Lesson plans then play a major role in completing the learning cycle. The instructor must have a clear agenda for presenting the information. This allows the students to have their time maximized and a more effective learning environment develops.

The last two phases of the program are implementation and evaluation. Once all of the planning process is complete and the lesson plans are created, the program can begin with minimal changes to fit specific needs for the particular drill or training day.

The final and most important aspect is the evaluation process. The program needs to be evaluated regularly to ensure the program objectives are clearly being met. If changes need to occur and the program adjusted, this should occur shortly after the evaluation process to keep the program on track.

Literature Review Summary

The literature review identified several key components to making training in a combination fire department function effectively. Some of the initial problems that can occur happen with structure and personnel. The issue of equality is one that must be addressed immediately. This issue seems to be dependent upon levels of training that the volunteers receive and how the full time staff then perceives them.

Identification of required training is essential for the integration of both the paid staff and the volunteer staff. Identification of training should not only be based upon local considerations, but also be based on federal and state requirements. Through the identification of the required training, a program can be developed to implement the training.

There are several key components to develop the training program which include identifying the training needs of the organization, developing goals, developing a calendar of events, implementing the program, and then frequent evaluation of the program.

PROCEDURES

Evaluative research was utilized to gather information on what some of the issue that will arise when two organizations combine to form one. Information for this project was acquired through several different mediums. The process is as follows:

1. Conduct a literature review of materials available within the National Fire Academy (NFA), Learning Center. This included, but was not limited to, books, periodicals, Executive Fire Officer (EFO) Applied Research Projects, and codified reference materials.
2. Expand the search by use of the internet using the key words “Volunteer” and “Training”.
3. Develop and distribute a survey instrument. (Appendix A)
4. Identify the current level of training of employees’ transitioning based on Department and CSFM standards.
5. Form a committee to identify required training as defined by federal, state, and local requirements. (Appendix B)

Limitations and Assumptions

This is a preliminary study on how two organizations can merge together and identify required training and then develop a program to match. Actual development of this program will be the function of a joint training committee between the two organizations. The committee that identified required federal and state training utilized resources that were available through the Yuba City Fire Department.

It is assumed that all involved in the survey process answered truthfully. Survey results were limited to the individuals actually involved to try and address the specific challenges that will be faced with this merger.

Definition of Terms

Annexation: - the term used when a City adds property to its boundaries that previously belong to another entity.

Consolidating: - the term used when different organization join together to become on organization.

Dissolution: - the termination of all rights and powers of a public regulatory agency to the extent that it no longer exists.

General Plan: - the long-range plan for the growth of a City's boundary.

Joint Powers Agreement: - an agreement between agencies giving certain rights to each agency on a limited basis.

Transitioning: - the gradual merging of two organizations to form one.

RESULTS

This document is driven to identify the components of what are some of the main concerns when two fire service organizations combine, what is a minimum acceptable level of training, and what would be the training program elements. The two organizations currently have separate training programs that are inconsistent in context and scope. Therefore a new approach to training and the development of a cohesive group need to be explored.

Research Question #1: What are some of the challenges faced when two organizations consolidate services and become a combination fire department?

The evaluation of the process to combine two organizations into one began with a survey of the personnel involved in the transition. The purpose of this survey was to identify some of the major concerns of those individuals involved in the transition when coming into a new organization.

The survey was sent to 30 members of the WFPD, and 29 were received back giving this research a 95% confidence level in the results of the survey. (Executive Development Student Manual, 2001) The results of the survey are as follows:

Survey Question #1 - What are the major issues you feel your organization will face when transitioning to the Yuba City Fire Department? This question was designed to identify some of the concerns that new individuals coming into a new organization may have. All 29 of the participants responded to this question and of the responses, 24% (7) felt that loss of identity would play a major role, 17% (5) felt that they would be treated different. In addition, 28% (8) felt that loss of tradition was an important factor and another 14% (4) felt that they would not get the same training opportunities. Only 7% (2) of the individuals surveyed thought the union would play a major role and 10% (3) felt that the compensation would not remain the same.

Survey Question #2 - Do you feel that you will be accepted by the full time staff as an equal? The response to this question again came from all 29 of the members who returned surveys. The intent of this question was to determine what the general feeling of acceptance that the new group would feel when entering into the new organization. The majority of the respondents 79% (23) felt that they would not be accepted as equals while only 21% (6) felt that they would.

Survey Question #3 - Do you feel that the majority of the people in your organization are willing participants in the merger process? All 29 participants again answered this question and with the history of these two organizations, the answers appeared consistent. Of the 29 responses, 86% (25) felt that the majority of the members

are not willing participants in the merger process while only 14% (4) felt they were willing.

Survey Question #4 - If you answered no to question 3, what would help to make people feel like willing participants? Of the 25 responses to the previous question, only 18 individuals responded to question #4. These responses appeared to be derived from question #1 and 39% (7) reported that nothing could be done to make them feel as though they would be willing participants. While 33% (6) felt that some guarantee from the Union for support would make them feel more comfortable and the remaining 28% (5), felt that if they could continue to work vacation relief for the full time staff, that then they would feel comfortable with the transition.

Survey Question #5 - Do you feel that the level of training that you have received is sufficient for the job you perform? This next question was used in an attempt to determine what level of training that the WFPD members felt they had received thus far. All 29 (100%) of the respondents answered this question and felt they had received sufficient training for the job tasks that they perform.

Survey Question #6 - Do you feel that full time firefighters are better trained? Again all 29 of the respondents answered this question and 90% (26) felt that the full time firefighters were not better trained than they were. The remaining 10% (3) felt that the full time firefighters were better trained.

Survey Question #7 - If given the opportunity, would you participate in training offered outside of the fire department? All members of the WFPD answered this question and indicated that they would participate in training outside of the organization if given the opportunity.

Research Question #2 - What is an acceptable minimum level of training for a volunteer firefighter?

The design of this research question was to determine the exact level of training that the new members of the organization actually had received. The training standard that was used was based upon current YCFD minimum Firefighter I standards that are set both locally and by the state. The basic criteria that set forth is as follows:

1. Drivers License (Class B)
2. Firefighter I
3. Firefighter II
4. Cardio Pulmonary Recitation
5. Emergency Medical Technician – Defibrillator
6. Hazardous Materials First Responder Operational
7. Hazardous Materials – Decontamination
8. CSFM Confined Space Awareness
9. CSFM Driver/Operator 1A and 1B

All 30 of the potential members that would transition into the new organization had their training records analyzed for completion of these standards. After analyzing the record of the transitioning members, none had completed all of the minimum required training. The results of the analysis are depicted in figure 1.

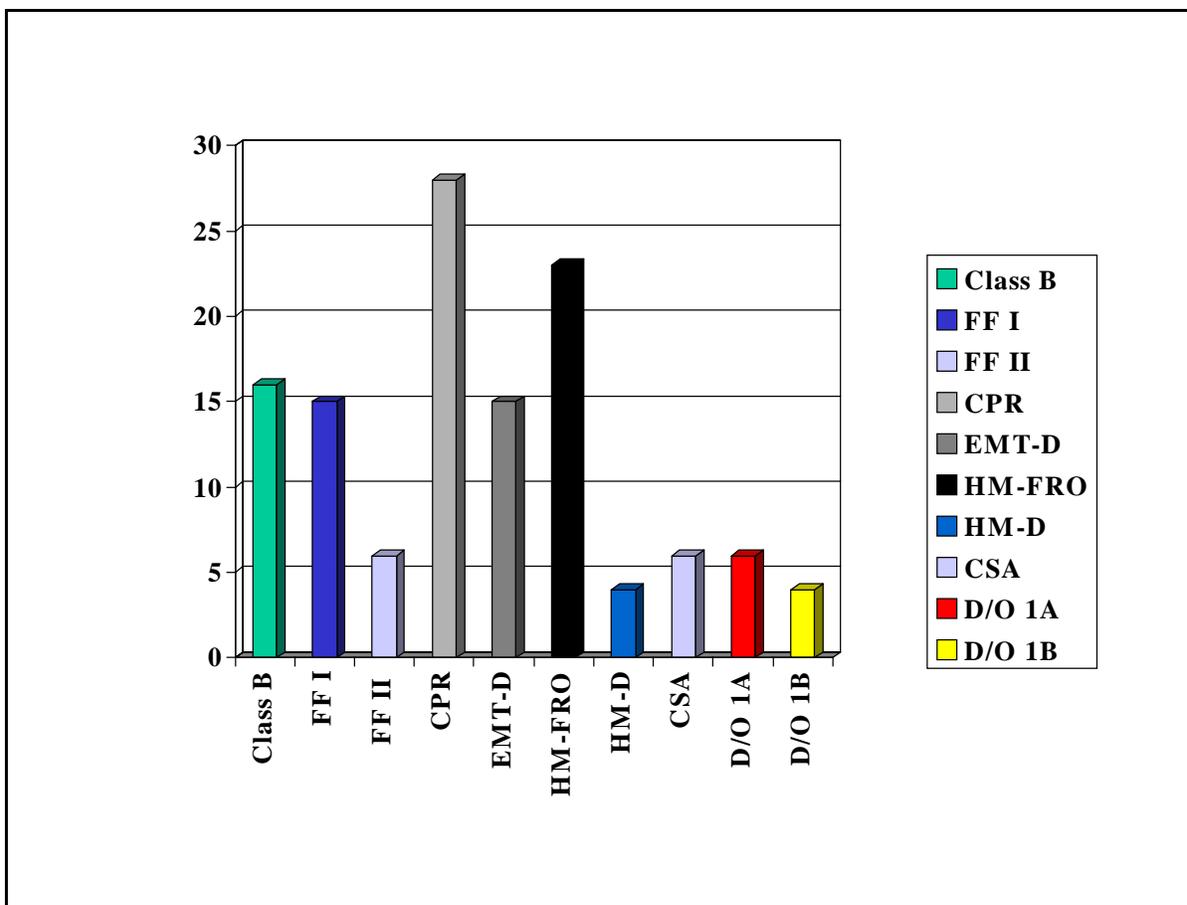


Figure 1. Members (n = 30) that completed required training for each topic.

Research Question #3 - What training program requirements can be implemented into the Yuba City Fire Department?

A committee was formed to determine what the actual required training consisted of from federal, state and local regulations. The committee consisted of one Chief Officer, one Fire Captain, and one Driver/Operator. The initial goal of the committee was to identify the pertinent agencies that governed training and then from within those agencies, identify training that applied to the Fire Service. (Appendix B) The committee then analyzed this data to determine what was applicable to the YCFD.

The training was broken into several categories that included Hazardous Materials, EMS, Fire Prevention, Apparatus Operator, Firefighter Basic Skills, Disaster Management, and Miscellaneous Work Place Training. Once the categories were established, the training was further broken down into components that indicated if it was mandatory (M), recommended (R), annual (A), semi-annual (SA), quarterly (1/4), and monthly (MO). Table 1 illustrates the categories and recommended frequency along with the recommended hours for each training session.

Topic	M	R	FREQ	HRS	INN/ANN. HRS
<i>HAZARDOUS MATERIALS</i>					
FRO	M		A	8	24 INN. 8 ANN.
FRO-D		R	1		8 INT.
HAZ MAT I.C.	M		1		24 INT.
RADIOACTIVE TRAINING	M		A	4	4
<i>EMS</i>					
BLOOD BORNE PATHOGEN	M		A	3	3
T.B	M		A	3	3
EXPOSURE CONTROL PLAN	M		A	3	3
ELDER ABUSE	M		A	1	1
CHID ABUSE	M		A	1	1
SIDS	M		A	1	1
EMS AUTHORITY	M		A	2	2
PEDIATRIC EMERGENCIES		R	A	3	3
MCI	M		SA	4	8
TRIAGE	M		A	1	1
DIFB. TRAINING	M		¼	1	8 INT. 4 ANN.
VEHICLE PATEINT EXTRICATION	M		A		3
EMT/EMS CE's	M		MO	3	124 INT. 36 ANN. (MIN. 24)
<i>FIRE PREVENTION</i>					
CODES/PROGRAMS		R	¼	3	12
BUILDING CONSTRUCT		R	S/A	2	4

Topic	M	R	FREQ	HRS	INN/ANN. HRS
FIRE PRE-PLAN		R	¼	3	12
<i>APPARATUS OPERATOR</i>					
DRIVING APPARATUS	M		¼	4	80 INT. 16 ANN.
TRUCK OPERATIONS		R	S/A	3	6
TENDER OPERATIONS		R	S/A	3	6
PUMP/OS HYDRAULICS		R	S/A	3	6
<i>FIREFIGHTER BASIC</i>					
SINGLE CO. DRILLS	M		2x1/4	3	24
MULTI-CO. DRILLS	M		¼	3	12
NIGHT DRILLS	M		S/A	3	6
POL & OPS SOG's		R	S/A	2	4
LANGUAGE LINE		R	S/A	1	2
EXTRICATION		R	S/A	3	6
PASSPORT SYSTEM		R	S/A	2	4
LADDERS		R	S/A	2	4
F.S. ORGANIZATION		R	A	2	2
2 IN 2 OUT		R	A	2	2
MONTHLY SAFETY		R	MO	1	12
PG&E TRAINING		R	A	2	2
FIRE BEHAVIOR		R	A	2	2
FOAM		R	A	3	3
FIRE PROTECTION		R	A	2	2
STREAMS AND NOZZLES		R	A	2	2
MASTER STREAMHANHELDS		R	A	2	2
APPLIANCES		R	A	2	2
ABOVE/BELOW GROUND		R	A	2	2
BUNDLES/SUPPLY		R	A	2	2
EYE AND FACE PROT.	M		A	1	1
EAR AND NECK PROT.	M		A	1	1
BODY PROTECTION	M		A	1	1
HAND AND WRIST PROT.	M		A	1	1
FOOT PROTECTION	M		A	1	1
RESPIRATORY PROT.	M		A	1	1
SCBA's		R	¼	1	1
PORTABLE EXTINGUISHERS		R	A	2	2
ROPES/KNOTS/HITCHES		R	A	2	2
FORCIBLE ENTRY		R	A	2	2
RESCUE		R	A	2	2

Topic	M	R	FREQ	HRS	INN/ANN. HRS
ELEVATORS		R	A	1	1
SEARCH AND RESCUE		R	A	2	2
VENTILATION		R	A	2	2
HVAC SYSTEMS		R	A	1	1
FIRE CONTROL		R	A	2	2
WILDLAND	M		A	16	16
CONCEPTS OF ICS		R	A	1	1
HAZ MAT		R	1/4	1	4
FIRE ALARM		R	A	1	1
VEHICLE EXTRICATION		R	A	2	2
SALVAGE/OVERHAUL		R	A	2	2
FIRE PROTECTION SYS.		R	A	2	2
FIRE INVESTIGATION		R	S/A	2	4
SKILLS EVALUATION		R	1/4	2	8
<i>DISASTER MANAGEMENT</i>					
ICS SIMULATOR		R	A	4	4
SEMS	M		1	4	4 INT.
FO TRAINING	M		¼	4	16
<i>MISC. WORKPLACE TRAINING</i>					
AFF. ACTION	M		A	.50	8 INT. .50 ANN.
WORPLACE VIOLENCE		R	A		.50
ERGONOMICS	M		A		.50
ACCIDENT INVEST.	M				SEE
ACCIDENT SCENE MGMT	M				MONTHLY
ASSESSMENT OF CIVIL PENALTIES	M				SAFETY

Figure 2. Required and recommended training chart developed for the YCFD.

The total amount of hours that were established as being mandatory was 168.5 hours annually. This did not include initial training in some areas, but contained the hours which would be required to maintain currency in those subjects. The amount of training that was recommended totaled 129.5 hours. This training was deemed appropriate to maintain skill levels in certain critical areas. If taken at face value the total number of training hours would be 298. However, it should be noted that this number is

not a true representation of actual hours needed. Training in some areas overlap and can be combined to meet both mandatory and recommended training hours.

DISCUSSION

After a thorough review of the literature, it is clear that many organizations have faced the same problems that are before the WFPD and the YCFD. The literature has shown that not only has the problem of consolidation existed for at least 20 years in the Yuba City area, a portion of the research shows that members of the WFPD are still not willing participants. The main emphasis seems to be centered on inequality. The volunteers feel as though the full time staff will treat them differently. Carter (1998, p. 77) warns: "Different standards of performance are allowed to develop for career and volunteer forces." This type of action is unacceptable while attempting to build a cohesive team. This feeling of inequality can be addressed through a consistent set of rules that applies to both the full time staff and volunteers.

Stern (1997) speaks about having respect between the full time staff and volunteers. Volunteers must understand that for paid personnel, this is their livelihood. The volunteer must understand that the financial decisions that are made concerning overtime and vacation can have a significant impact on those individuals that are paid. On the other hand, the paid staff needs to recognize that the volunteers are giving their own time and that they receive little or no compensation to perform the same duties. Another important aspect for the full time staff to recognize is the community involvement that the volunteers provide. This is one aspect that can play a critical role for the full time staff in how they are perceived by the community, especially during contract negotiations. The bottom line is that both groups need each other for a mutually

beneficial relationship and respect for the other is paramount in maintaining that relationship.

Sullivan (1997) believes that the relationship that needs to exist can be developed by having an avenue for successful team building. He believes that team cohesiveness can be established through scheduled joint training. If standard evolutions are used, drilling together develops mutual respect and will improve overall team effectiveness. Again he emphasizes that the training program must be quality the this to work.

Training appears to be the most significant obstacle in forming this relationship, but formulating a plan for standardized training is difficult due to the fact that there are no set standards for paid and volunteer firefighters. Gabliks (1999) applied research project found that some states have required training to meet NFPA 1001 and other states set a minimum standard for only full time firefighters. Other states do not even have standardized training and California is one of those states. This leads to the problem that was placed before our organization.

The research that was done identified federal, state, and local requirements that were in existence. The research was further reduced by a committee to identify what would be required for the YCFD. These core areas of study can now be utilized to form the basis of what a minimum standard of training would be for the YCFD.

The identified training took into considerations all aspects of the job tasks required. If the Driver/Operator tasks are removed from the training plan then the required amount of training can be reduced by 34 hours.

After the identification of these core areas of study, the plan to implement this training needs to be identified. Both Finney (1999) and White (1998) discuss plans for

implementing training programs, and each follow similar lines. Significant aspects of their writings indicate that a plan be developed. Finney states that short and long-term goals be identified and that this process is critical for the training program to function effectively. White goes on to further define specifically how the program should be implemented and a key component of the plan is to review the process to ensure its effectiveness.

RECOMMENDATIONS

The Yuba City Fire Department and the Walton Fire Protection District have a unique opportunity presented before them. These two organizations will be combined together to form one new organization. The decisions that are made now and the people involved in those decisions will have an everlasting effect on the direction that the new organization takes in the future.

The research completed during this research project indicates that a clear path needs to be defined for the integration of volunteer firefighters into the new organization for it to be successful. The first phase of development is the staffing patterns. Staffing should consist of a career chief, apparatus operators, and firefighters. The volunteer force should be used as a back up force and the organization be career controlled.

The training that was identified as mandatory and recommend needs to be adapted to meet the basic three levels for the NFPA standard 1001.

1. Firefighter Candidate
2. Firefighter I
3. Firefighter II

After the establishment of the training criteria, the training program needs to be based on specific criteria:

1. Define long-term goals.
2. Define short-term goals.
3. Determine the level of proficiency required, basic skills need, and expert skills need.
4. Determine minimum standard for volunteer firefighters.
5. Establish number of required hours to meet minimum standards.
6. Develop training package, including student and instructor information.
7. Develop accurate training record keeping system.
8. Establish skills review and testing procedures.
9. Establish review committee to determine effectiveness of program and focus on long and short term goals.

Future readers of this research have the appropriate ground work laid for the development and implementation of a training program based on the criteria suggested in this report.

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APPENDIX A

Survey Tool for Identifying Transitional Concerns

Dear (Name of Volunteer),

I am conducting a survey of the members of the Walton Fireman's Association to determine what you feel are some of the major concerns that need to be addressed when our two organizations combine. The purpose of this survey is identify your concerns and then attempt to address them prior to the consolidation date. The results of this survey will be used in conjunction with other material for a research paper that I am in the process of completing for the National Fire Academy's Executive Fire Officers Program.

Your assistance in gathering this information will greatly enhance our ability to provide for a transition of personnel that is as smooth as possible. Please return this questionnaire to me prior to July 15th, 2001. I appreciate your assistance in advance on this matter and I am looking forward to your response.

Sincerely,

Garland Garrisi
Emergency Services Manager
Yuba City Fire Department
(530) 822-4686

APPENDIX A

Survey Tool for Identifying Transition Concerns

Garland Garrisi
Yuba City Fire Department

Fire Department Survey to Identify Transition Concerns

Please answer the following question by circling the appropriate answer or by filling in the blanks.

1. What are the major issues you feel your organization will face when transitioning to the Yuba City Fire Department? Please rank in order.

<input type="checkbox"/> Loss of identity	<input type="checkbox"/> Not getting the same training
<input type="checkbox"/> Being treated different	<input type="checkbox"/> The Union
<input type="checkbox"/> Loss of tradition	<input type="checkbox"/> Loss of money

2. Do you feel that you will be accepted by the full time staff as an equal?

Yes	No
-----	----

3. Do you feel that the majority of the people in your organization are willing participants in the merger process?

Yes	No
-----	----

4. If you answered no to question 3, what would help to make people feel like willing participants?

5. Do you feel that the level of training that you have received is sufficient for the job you perform?

Yes	No
-----	----

6. Do you feel that full time firefighters are better trained?

Yes	No
-----	----

7. If given the opportunity, would you participate in training offered outside of the fire department?

Yes	No
-----	----

APPENDIX B

MANDATES

OSHA

- | | |
|--------------------------------------------------------|-----------------------------------------------------------------------------------------------|
| 1. General Duty Clause
(employee safety & training) | 29 USC 654(a)1, CCR T8 3203
(IAPP), Cal Labor Code Section
6317, 6400, 6401, 6402, 6403 |
| 2. Blood Borne Pathogens
Communicable Disease | CCR T8-5193 (e). 3203; OSHA
Policy P & P C-47, 29 CFR
1910.130 |
| 3. Sudden Infant Death
Syndrome | H & S 1797,.192 & 1797.170 & 171 |
| 4. Occupational Noise Exposure | 29 CFR 1910.95 CCR T8 5097,5099 |
| 5. Fork Lifts &
Powered Industrial Trucks | CCR T8-3649,5110g, T8 3664
3668 |
| 6. Hazardous Communications
Standard | 29CFR 1910.1200, T8 5194 |
| 7. Respiratory Protection/Fit
Testing/ SCBA | CCR T8-3401,3409,5144, ANSI
288.5&6, T8-5144, 29CFR
1910.134 |
| 8. Training Records Management | CCR T8 3203 (b) (2) |
| 9. Personal Alarms | 29CFR1910. 165, CCR T8-3401 |
| 10. PPE & Clothing | 29 CFR 1910. 132. CCR T8-3401 |
| 11. Eye & Face Protection | CCR '18-3404, 3401, 29 CFR
1910.133 |
| 12. Ear & Neck Protection | CCR T8-3405. 3401 |
| 13. Body Protection | CCR 3401, T8-3406,7 |
| 14. Hand g, Wrist Protection | CCR 3401, T8-3407 |
| 15. Foot & Head Protection | CCR 3401, T8-34083409,3410 |

APPENDIX B

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16. Wildland Firefighter	CCR T8-3203 (a), 3401, 3410 6773 NWCG 301-1
17. Heat Stress/Cold Stress/ Heat Stroke, etc.	CCR T8-3203 OSHA Technical Manual TEDI-O
18. Structural Fire fighting	CCR T8-3203 (a) T8- 3401
19. Radioactivity Training	ISO, T8 3203
20. Trench Rescue	CCR T8 3203 (a) 7
21. Permit Required Confined Space Awareness/Operations	29CFR 1910.146, CCR T8- 5156,5157, 5158
22. Lock Out/Block Out (energy hazards)	29 CFR 1910.147, CCR T8 3324, 3320.4, 3203
23. Two-In Two-Out (RIT)	CCR T8-5144, 5156, 5157 5158, 3401 & 3409
24. Swift Water Rescue	CCR T8-3203
25. Repetitive Motion Injuries (ergonomics)	CCR T8-5110G, 3203
26. Fire Apparatus/New Equipment	T8 3203 & CCR T8-6773
27. Driver Training	DMV 15250.5,6, CCR T8-3203 49 CFR 383
28. Basic Firefighter Skills/Procedures	CCR T8-3203a4b,g,c, CCR T8 6773
29. New Identified Hazards	CCR T83203a4b
30. Wild land Fire Shelters	CCR T8-3203, 3410, 3401
31. Emergency Rescue Responder Safety	Cal Labor Code 6317

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Hazardous Materials	CCR T19 2510, 29CFR 1910, 120
Hazardous substances	Govt. Code 8574.20,21
Emergency response training	29 CFR 1926.65, T8 5192
32. First responder Awareness	29CFR 1910. 120, CCR T8-5192 T19-2510
33. First Responder Operations	29 CFR 1910.120 CCR T8-3401 5192, T19-2510
34. HAZMAT Technician	29 CFR 1910.120, CCR T8-5192 T19-2510
35. HAZMAT Specialist	29 CFR 1910.120, CGR T8-5192 T19-2510
36. HAZMAT IC	29 CFR 1910.120, CCR T8-5192 t-19-2510I, T19-2510
37. HAZMAT instructor	CCR T-19-2520h, CFR29 1910.120; T-19-2428 (curriculum)
EMS	EMSA CCR T-22, H &S 1797, 1798
38. EMT-1 Including D	CCR 10063(9), T22 CCR 100020, 100021, 100075, T8-Div 1 ch4 EMSA (recert every 2 years)
39. First Response Defib.	CCR t22 Div 9, Ch 1.5, (EMT-D) T-22-100021, 100064
40. CPR	T22 CCR 100025, H & S 1797.182; CCR 22-100016, 100019
41. First Aid	22 CCR 100025, 100016; H&S 1797.182, T-22 100019

APPENDIX B

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|-----------------------------------------------------------|------------------------------------------------------------------------------|
| 42. Vehicle Extrication (EMT) | CCR 22 100075(EMT training) |
| 43. Pediatric Emergencies
(in EMT training) | (part of EMT training) |
| 44. FMT Medic | CCR 22-100145 H&S 1797 |
| 45. Accident Scene Management | H&S 1798.170(protocol), 1798
600, 22 CCR 100075 |
| 46. Multi Casualty Training | (part of EMT training) HS 1797. 151,
CCR 100075 |
| 47. EMD Dispatcher | National Academy of EMD, EMSA |
| 48. Electronic Management
of Patient Records & Privacy | (pending) EMSA & US Dept. Health
Human Services (patient privacy
laws) |

AEFIRMATIVE ACTION/CIVIL RIGHTS

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

OTHER MANDATES

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|---------------------------------------------------|---------------------|
| 54. PC 832, PC 830.31 (Peace Officer
Training) | PC 832, CCR T8 5193 |
|---------------------------------------------------|---------------------|

APPENDIX B

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

TERRORISM

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

AIRCRAFT CRASH/FIRE RESCUE

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

APPENDIX B**MANDATES****USAR**

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

MISC

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

NFPA Stds:

- | | |
|--------------------------------------------------------------|---------------|
| 1. Fire Service Prof. Quals
Accreditation & Certification | NFPA 1000 |
| 2. Firefighter Prof. Quals | NFPA 1001 |
| 3. Driver/Operator Prof. Quals | NFPA 1002 |
| 4. Rescue Tech. Prof. Quals | NFPA 1006 |
| 5. Fire Officer Prof. Quals | NFPA 1021 |
| 6. Fire Service Instructor Prof Quals | NFPA 1041 |
| 7. Fire fighting Initial Attack | NFPA 1410 |
| 8. Wildfire Control | NFPA 295 |
| 9. Responding to Hazmat Incidents | NFPA 471 |
| 10. Competencies-Hazmat Responders | NFPA 472 |
| 11. Competencies for EMS Personnel
Hazardous Materials | NFPA 472, 473 |
| 12. Airport Firefighter Prof. Quals | NFPA 1003 |
| 13. Prof. Quals: Inspector/Plan Examiner | NFPA 1031 |
| 14. Fire Investigator Prof. Quals | NFPA 1033 |

APPENDIX B

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| 15. | Public Fire & Life Safety Educator
Prof. Quals | NFPA 1035 |
| 16. | Wild land Fire fighting Prof. Quals | NFPA 1051 |
| 17. | Public Safety Telecommunicator
Quals. | NFPA 1061 |
| 18. | Live Fire Training | NFPA 1403 |
| 19. | Fire Department Safety Officer | NFPA 1521 |
| 20. | Fire Department OSHA Program | NFPA 1500 |
| 21. | Fire Service Vehicle Operations
Training Program | NFPA 1451 |
| 22. | Operations & Training for Tech
Rescue | NFPA 1670 |
| 23. | Medical Requirements for
Firefighter | NFPA 1582 |
| 24. | Emergency Services Org. Risk
Mgmt. | NFPA 1250 |
| 25. | Aircraft Rescue & Fire fighting | NFPA 422 |
| 26. | Protective Ensemble for Structural
Fire fighting, Proximity Fire fighting
& Hazmat | NFPA 1971,
1976, 1991, 1992 |
| 27. | Std. On FD Infection Control | NFPA 1581 |
| 28. | Disaster Management | NFPA 1600 |
| 29. | Fire Protection Services for
the Public | NFPA 1201 |
| 30. | DOT Compressed Gas Cylinders | 49 CFR 178-C |
| 31. | Std. On FD SCBA Program | NFPA 1401 ANSI 2-88 |

APPENDIX B

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|-----------------------------|-----------|
| 32. FD ICS | NFPA 1561 |
| 33. Public Utility Training | PG&E |

CALIFORNIA STATE FIRE SERVICE TRAINING CERTIFICATION PROGRAM

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

CSTI

- | | |
|-----------------------------------|------|
| 41. Safety for Fire Investigators | CSTI |
|-----------------------------------|------|

POST

- | | |
|---------------------------------------|------|
| 42. Dispatcher/Public Safety/Advanced | Post |
|---------------------------------------|------|

NFPA: Consensus Stds:

- | | |
|--------------------------------------------------------------|-----------|
| 1. Fire Service Prof. Quals
Accreditation & Certification | NFPA 1000 |
| 2. Firefighter Prof. Quals | NFPA 1001 |
| 3. Driver/Operator Prof. Quals | NFPA 1002 |
| 4. Fire Officer Prof. Quals | NFPA 1021 |
| 5. Fire Service Instructor Prof. Quals | NFPA 1041 |
| 6. Fire fighting Initial Attack | NFPA 1410 |

APPENDIX B**MANDATES**

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|------------------------------------------------------------|--------------|
| 7. Wildfire Control | NFPA 295 |
| 8. Responding to Hazmat Incidents | NFPA 471 |
| 9. Competencies-Hazmat Responders | NFPA 472 |
| 10. Competencies for EMS Personnel/
Hazardous Materials | NFPA 472/473 |
| 11. Airport Firefighter Prof. Quals | NFPA 1003 |
| 12. Prof. Quals: Inspector/Plan Examiner | NFPA 1031 |
| 13. Fire Investigator
Prof. Quals | NFPA 1033 |
| 14. Public Fire & Life Safety Educator
Prof. Quals | NFPA 1035 |
| 15. Wild land Fire fighting Prof. Quals | NFPA 1051 |
| 16. Public Safety Telecommunicator
Quals | NFPA 1061 |
| 17. Live Fire Training | NFPA 1043 |
| 18. Fire Dept, Safety Officer | NFPA 1521 |
| 19. Fire Dept. OSHA Program | NFPA 1500 |
| 20. Fire Service Vehicle Operation
Training Program | NFPA 1451 |
| 21. Operations & Training for Tech
Rescue | NFPA 1670 |
| 22. Medical Requirements for
Firefighter | NFPA 1582 |
| 23. Disaster Management | NFPA 1600 |

APPENDIX B

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

NATIONAL FIRE ACADEMY COURSES:

35. Executive Fire Officer
36. Management Science Curriculum
37. EMS Program Management
38. Fire Prevention Program
Management
39. Training Program Management
40. Fire Service Financial Management

APPENDIX B

MANDATES

41. Fire Service Information Management
42. Command & Control at Catastrophic Disasters
- | | |
|--------------------------------------------------------------------------------------------------------------|---------|
| Eight 3 hour drills per year | 580-A-2 |
| Four 3 hours multi-company drills per year (should be manipulative/wet) | 580-A-2 |
| Two 3 hour night drills per year | 580-A-2 |
| 20 hours company drill per member/ per month | 580-B |
| Two days per year officer training | 580-C |
| Four half day sessions/year driver/ operator training | 580-D |
| 40 hour training for new drivers/ operators | 580-E |
| Radio activity training- 1/2 day per member per year | 580-F |
| Recruit training: 240 hours per recruit | 580-G |
| Pre-fire planning inspections - all commercial, industrial: institutional and similar occupancies twice/year | 580-H |