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# Labour-Management Relations Within the Fire Service: Building Trust and Respect

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**Labour – Management Relations**

**Within**

**The Fire Service**

**“BUILDING TRUST & RESPECT”**

**MPA Research Report**

**Submitted to**

**The Local Government Program  
Department of Political Science  
The University of Western Ontario**

**August 2001**

**John deHooge**

## **ACKNOWLEDGEMENTS:**

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## **INTRODUCTION:**

Arguably, there are an unacceptably high number of Ontario, Canadian and North American Fire Departments that needlessly and continually suffer through poor labour and management relations. Thomas Paine wrote, "A long habit of not thinking a thing wrong, gives it the superficial appearance of being right."<sup>1</sup>

For the astute labour or management leader, it is hard to imagine anything more important than relationships in the workplace. The way that these two groups interact, most often has a direct impact on the performance and quality of the organization. "There is not a creditable leader in labor or management who hasn't wished for something better, a process toward mutual trust, mutual respect, problem solving, and even planning."<sup>2</sup>

Serving in the capacity as a senior fire official for the past 4 years, this researcher has seen first hand, the inexcusable effect that poor labour and management relations can have, on a once vibrant and productive organization. Had academic and professional research not provided the opportunity to search for something better, this researcher could easily have fallen in the same rut as so many others, the assumption that the status quo is today's accepted norm.

<sup>1</sup> Thomas L. Siegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.1.

<sup>2</sup> Dennis Compton, When In Doubt Lead! The Leaders Guide To Enhanced Employee Relations In The Fire Service, (Oklahoma, Oklahoma State University, 1999), p.2.

The objective of this research project is to outline the conditions and characteristics for establishing and maintaining a successful labour/management relationship between fire chiefs and association presidents. The researcher hypothesises, when fire chiefs and association presidents trust and respect each other, share similar cultural appreciations and organizational values, their relationship and thus the organization at large, weather the negative influences of change, driven by government downloading, economic, legislative, technological, public and private expectations, much better than those labour and management leaders who do not share the same culture, relational values and norms.

To get there, we begin by exploring the culture and history of the fire service and its traditional labour and management roles. This overview will assist us in understanding and benchmarking the cause and effect relationship between the negative external/internal influences, and the organization's efficiency and effectiveness. Specifically, how these influences adversely impacted the fire service at large because labour and management leader relationships were not in sync.

Is a utopian co-existence between labour and management possible? Research will identify an American fire department that has been recognized internationally for achieving such notoriety. The research will further demonstrate the positive influences that such a relationship can have on the organizations ability to be proactive and not reactive in its operational thinking. A subsequent survey and

interview will also demonstrate that there is a local (Ontario) fire service, which shares similar conditions and characteristics for a successful labour and management relationship.

A comprehensive literature review will support the hypothesis; when fire chiefs and association presidents trust and respect each other, organization efficiency and effectiveness is most often optimized. Funk and Wagnall's New Encyclopaedia, defines culture as, "the sum total of all contributions of a group of people, in a designated area, within a given time. It represents, more specifically, the aesthetic or intellectual achievement or appreciation of an individual or society, and also the lifestyle of a society as passed on from generation to generation."<sup>3</sup> Organizational culture serves as a foundation and speaks to four cultural traits, which dominate organizational performance. They are, Involvement, Consistency, Adaptability and Mission.

A recent article titled, "Re-motivating the Public Service: the Leadership Challenge," speaks of the responsibilities of leadership as starting with people. "No organization can survive if their focus is on structure, process or profit. If organizations are about people, then in order for leaders to be effective, they must recognize the following three basic employee needs: something to believe in; someone to believe in; and someone to believe in them."<sup>4</sup>

<sup>3</sup> William J. Hewitt, Recreating the Fire Service, (Ontario, Canada, Kendall Publications, 1995), p.17.

<sup>4</sup> Paul H. Chapin, Re-motivating the Public Service: the leadership challenge, (Optimum, Winter 1995/96), p.40.

Fire service labour and management leaders can only achieve these objectives if trust and respect serve as the cornerstones of their relationship. Research proves that it can be done.

## **TRADITIONAL ROLES OF THE FIRE DEPARTMENT, FIRE CHIEF AND ASSOCIATION PRESIDENT**

Fire Departments are organizations that traditionally operate within the public sector and as a rule, form part of the services provided at the local government level. Observers have suggested that the unique business of fire departments, the characteristics of the job and widespread allegiance to the traditions of the service, produce an exclusivity that reduces the importance of more modern organizational approaches to managing a fire department.

They come in a variety of configurations and sizes. Career, volunteer or any combinations thereof, operating out of fire station(s), serve communities of proportional size and economic means. Services provided focus more on fire prevention and suppression, but also on the needs of the community such as medical response, motor vehicle collisions, rescues and hazardous materials response to name a few.



They're structure is traditionally, Para-military or one where a hierarchical management system is applied. This military model establishes clear lines of command and authority, which continue to be the preferred style when managing emergency situations. In some departments, respect was demanded, not earned. The organization has a preponderance of rules and regulations to maintain structure within the organization.

"Much of the success of the traditional organization was due to its simple function and structure. Because fire suppression was the primary service, it was relatively easy to organize resources and assign authority and responsibility. Efficient performance at the emergency scene was the criterion for success, and the organizational structure was designed to achieve it. Thus, the fire company became the basic building block of the fire service."<sup>5</sup>

Fire departments are often remembered in three ways. First, for their valiant efforts in protecting life and property during historic large loss fires, such as the Great Chicago Fire of 1871. Secondly, as the easy going rural or small town department, where firefighters sit around the station, playing cards, polishing fire trucks and rescuing cats from trees. Or lastly, as the modern urban fire department, which portrays an organization of highly skilled professionals performing extremely dangerous and exciting heroics while fighting conflagrations and catastrophic emergencies exploited through the movies, television and print media. Whatever your memory, these are the stories, myths and history that make up the culture of the fire service around the world.

<sup>5</sup> Ronny C. Coleman & John A. Granito, Managing Fire Services, Second Edition, (International City Management Association, Washington, D.C., 1988), p. 234.

Fire chiefs are responsible for the overall operations of the fire department. Often referred to as the 'Commander in Chief,' fire chiefs ensure that their staff are competent and equipped to save lives, protect property and the environment. Dependant on the size of the department or the size of the fire, fire chiefs can often be found directing fire ground operations. As a department head, fire chiefs are accountable to a Chief Administrative Officer or Municipal Manager and Council in planning and implementing programs which maintain organizational effectiveness and efficiency.

A 1968 survey of fire chiefs revealed the following key tasks incorporated in managing a fire department, "getting equipment, rating subordinates, getting men to drill, reducing bickering, setting up inspection, writing a rule book and pacifying the commissioners."<sup>6</sup>

Historically, fire chiefs were promoted from within their own organization. Rigid collective agreements often meant that promotions of subordinate positions were based more on seniority, than on academic and managerial experience. Fire chiefs who were selected from this basis, were often inexperienced and ill prepared to deal at the same level, as the rest of the municipalities senior management team. Where fire chiefs had offices located in a fire hall rather than in their municipal office, relationships with their council and senior municipal staff frequently became even more polarized.

<sup>6</sup> James F. Casey, ed., The Fire Chiefs Handbook, (3<sup>rd</sup> edition, New York, Case Shepperd-Mann, 1968), p.79.

Fire chiefs remain current with issues and trends in their affiliation with the Ontario Association of Fire Chiefs, (O AFC), the Canadian Association of Fire Chiefs (CAFC), and the International Association of Fire Chiefs (IAFC), who regularly host labour seminars and educational conferences. Although extremely valuable from a networking, issue and information sharing perspective, labour seminars have historically applied reactive as opposed to proactive approaches to dealing with labour and management issues.

In today's volatile labour-management environment, fire chiefs are constantly faced with the challenge of balancing the needs, wants and expectations of their political masters, peers and firefighters.

Not unlike the fire chiefs, association presidents ensure that, Union functions in the workplace include: "negotiating the level of wages and other benefits ... seeing that the workers are treated fairly by their employer ... ensuring that employees will have work from one day to the next."<sup>7</sup> Firefighter unions have been instrumental in lobbying for safety related legislation, equipment and practices.

Local firefighter unions operate under the auspices of the Ontario Professional Firefighters Association, (OPFFA), the Canadian Association of Fire Fighters (CAFF) and the International Association of Fire fighters (IAFF), whose function is

<sup>7</sup> Roy J. Adams and Bernard Adell, Unions Can Facilitate Real Change, (Policy Options, 1995), p.16.

to provide support and guidance to those locals. Solidarity is achieved by setting national-level goals, which are adopted, again at the local level. "Identified by some sources as one of the most well-organized unions in the country, the IAFF enjoys strong public support and recognition, which plays a considerable role in the strategies of its local operations."<sup>8</sup>

A recent OPFFA Intrepid article encouraged firefighters throughout the province to participate in the 'Political Action Committee', (PAC) states, "Firefighters must take a long hard look at what the future holds, we cannot just sit back and let municipal or provincial governments decide the course that the fire service will take in the future ... unless you can organize the public to add to your clout and give the politicians a reason to help you, there is no reason to think that the fire service will go untouched."<sup>9</sup> Similarly, the IAFF claims, "Political action is the backbone of a union's strength. Firefighters must respond with political action ... the goal of any politician after having been elected, is to get re-elected. Firefighters must be involved in ... lobbying and electing their political representatives."<sup>10</sup>

Essentially, North American fire departments throughout the past century have operated in a similar manner. Where they came from culturally, how they were structured organizationally (OFD Org. Chart attached as Appendix A), how they

<sup>8</sup> Ibid. p. 15.

<sup>9</sup> OPFFA, The Political Action Committee: Do or Die, (Intrepid, vol15-no3), p.3.

<sup>10</sup> IAFF, Lobbying Your Elected Representatives, (<http://www.iaff.org/iaff/GovAff/html/caletsgetpol.html>, 5/15/2000).

reported to their political masters, and the types and levels of service that they provided, has led many historians to refer to fire departments through the adage, *"One hundred years of tradition, unimpeded by progress."*

## **HISTORY – FIRE SERVICE LABOUR/MANAGEMENT RELATIONS**

Over the past ten years or more, local, provincial, national and international fire service management and labour association executives, have been ill prepared to cope with the onslaught of change driven by; volatile economic climates, widespread government downloading, uncompromising legislation, dramatic demographic shifts, technological change, higher public/private expectations, and increased accountability. Reactive fire service leaders most often implemented rapid and radical change, to an unsuspecting, unprepared and unwilling labour force. Neither anticipated or was prepared for the impending threat of organizational change and its subsequent impact on their relationship.

During an annual conference of the International City/County Management Association in Chicago, city managers were asked their views of the fire service as part of a seminar entitled, *New Challenges Facing Fire Departments*. Prior to participating in the two-part session, city managers completed a questionnaire to determine their perspective of the fire service. The first session, *Fire Service 2000 – The Forces of Change* was presented and followed by an overview of the *Fire Service Accreditation Program*. At the conclusion of both sessions, another

survey was completed. Without going into the details of the survey questions and specific responses, "one of the surprises that came out in the survey results is, that 77 percent of the managers did not feel that the fire chief was planning to meet the challenges ahead. Also there was a high percentage of negative response relating to the fire departments' goals and objectives being linked with the overall community plan and how the fire service (fire chief in particular) are linked into the overall management team."<sup>11</sup>

In an effort to change these perceptions and beliefs, many city managers and municipal councils recruited fire service leaders with stronger managerial skills and higher academic accreditation from outside the organization. "Unions seldom considered the entry of a newcomer as a positive sign."<sup>12</sup>

In an International Association of Fire Chiefs (IAFC) press release identifying future challenges faced by the fire service, Executive Director Garry Briese stated:

"Many times, when the public talks about the fire service, they think of the way the fire service was 10 years ago. The fire service leaders think of the fire service as it is today, or will be in 3-5 years. That's a perception gap of at least 15 years."<sup>13</sup>

<sup>11</sup> Gerald J. Hoetmer, ed., Fire Services Today: managing a changing role and mission, (International City Management Association, 1996), p.235 & 238.

<sup>12</sup> International Association of Fire Chiefs, Fire Chief Under Attack, Report on Labor – Management Conflict in the Fire Service, (1996), p.21.

<sup>13</sup> IAFC, Identifying Future Challenges Faced by The Fire Service, ([www.ichiefs.org/media/challenges](http://www.ichiefs.org/media/challenges), January 2001), p.2.

It is apparent that the fire service still has a way to go in informing and educating the public. Labour and management must be more accountable and allow for greater public consultation if they expect to narrow the gap.

1993 saw an unprecedented blitz of organized, often-unwarranted attacks on fire chiefs across North America. It wasn't long before the IAFC produced a booklet titled, 'Fire Chief Under Attack, Labor–Management Conflict in the Fire Service.' This booklet was designed to teach fire chiefs how to recognize, understand and react to the internationally supported barrage of personal attacks propagated by their local unions. Attacks organized by, "The International Association of Fire Fighters, (IAFF) which promoted the undermining of fire chiefs by encouraging and lauding votes of 'no confidence,' political pressure, negative media campaigns and the discrediting of administrators."<sup>14</sup> Historically, language such as adversarial, antagonistic or win-lose was used to describe the traditional relationship between labour and management in the fire service.

That same year, a survey conducted by a National Fire Academy's Executive Fire Officer Program participant concluded, of 200 randomly selected fire service labour and management representatives from across the United States, an overwhelming majority – 87.5 percent of the labour representatives and 82.1 percent of the management representatives – said "there was a strong correlation

<sup>14</sup> Richard M. Moreno, Fire Chiefs Under Attack, (International Association of Fire Chiefs, 1993), p. 4.

between the current labor/management relationship and the effectiveness and efficiency of their fire departments.”<sup>15</sup>

In Ontario, legislative and municipal restructuring further ‘fanned the flames’ of labour and management discord. At the cusp of a nationwide recession, 1993 was the year that the Ontario government led by the New Democratic Party, implemented a fairly radical strategy which became known as ‘Social Contract’. This initiative was designed in response to federal downloading, massive provincial and municipal debt. For public sector workers, this meant that over a three-year period, wages were frozen and in some cases employees were required to give up one or more days pay and/or, not report for work for several days. For Oakville firefighters, this meant no economical increase for three years while the cost of living continued to rise. Firefighters throughout the province rallied to Queens Park in protest.

May 1997 saw the implementation of Bill 84, the Fire Protection and Prevention Act, (FPPA). The FPPA modernized fifty-year-old legislation known as the Fire Department Act. In addition to many positive changes, the FPPA ventured into firefighter labour relations. Historically there were only two positions excluded from the bargaining unit – the fire chief and deputy fire chief.

<sup>15</sup> Thomas L. Siegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.2.



This disproportionate ratio existed whether the department had three or three thousand firefighters. The Act finally allowed municipalities to increase the ratio of non-union managers in one of two ways. First, based on a non-union manager/firefighter ratio, "an employer may, in its sole discretion, designate a person ... who shall for purposes of this Act be conclusively deemed to be exercising managerial functions or acting in a confidential capacity in matters relating to labour relations." Secondly, upon application to the Ontario Labour Relations Board, (OLRB), "the board on application of an employer has exclusive jurisdiction to determine any question as to whether a person exercises managerial functions or is employed in a confidential capacity in matters relating to labour relations."<sup>16</sup>

Arguably the legislation was not as clear on a 'means to an end' as either labour or management would have liked. Forced outcomes awarded through the OLRB, usually placed added stress on an already fragile labour – management relationship.

Under the leadership of today's Conservative Government, the threat of amalgamation is a real one for many municipalities and fire departments throughout the province. Certainly Toronto, Chatham Kent, Kingston Frontenac, Ottawa, Hamilton and Sudbury have experienced their share of labour issues throughout their restructuring process. Further threats of amalgamation within the

<sup>16</sup> Bill 84, Fire Protection and Prevention Act, (Printed by the Legislative Assembly of Ontario, 1997), p.44.

Greater Toronto Area, GTA, have sent many more unionized employees into a state of emotional turmoil. Identity, job security, wages, benefits and other hard won collective agreement articles are just a few issues for concern.

In his book "Merger Mania," Andrew Sancton wonders, "Is it true that some services – water supply and sewage treatment for example – are often more efficiently delivered over a large urban territory than a small one. But other services – recreational programs, fire suppression, and police patrol – suffer from diseconomies of scale. Why would we always want to amalgamate to accommodate some services rather than stay small to accommodate others?"<sup>17</sup>

"The process of restructuring...is one that has involved downsizing, changing the focus or 'business' of government, and shifts in the occupational skill and mix of workers...issues around morale loom large as survivors of cuts adapt to increased workloads, new demands, low or nonexistent pay increases, and public attitudes that reflect a view that government employees are expendable."<sup>18</sup>

"Labour leaders believe that restructuring of work and workplace relationships impose unreasonable costs and risks for workers and has serious implications for their organizational and bargaining strength. Unions fear that management's flexibility and efficiency agenda will fundamentally alter the nature and pace of work, the makeup of the workforce and the character of labour-management relationships."<sup>19</sup>

<sup>17</sup> Andrew Sancton, Merger mania. The Assault on Local government, (Montreal & Kingston, McGill – Queens University Press, 2000), p.167.

<sup>18</sup> Kathryn McMuffin, Restructuring Government: Human Resource Issues at the Workplace Level, (OECD PUMA Activity Meeting, Paris 1998), p.12.

<sup>19</sup> Pradeep Kumar, The Union Response to Workplace Change, (Policy Options, October 1995), p.12.

Closer to home, and at the urging of its fire fighters, 1999 saw the Oakville Fire Department in conjunction with the Oakville Professional Firefighters Association develop and conduct a 'Joint Employee Survey,' to determine the level of satisfaction among administrative, clerical and union staff, throughout the department.

A Steering Committee comprised of the Deputy Town Manager, Director of Human Resources, Fire Chief, Deputy Fire Chief, Association Executive members and the municipality's Employee Assistance Program (EAP) provider, collaborated in the development of the survey questions, structure and protocol to ensure credibility of the process. With the EAP provider being responsible for survey distribution, collection and analysis of survey results, respondent anonymity was ensured.

"Survey respondents recorded their ranking on a Likert scale of measurement. From a range of strongly agree (5) to strongly disagree (1). Of the 165 surveys distributed, 115 responses were submitted, equalling over 68 percent. In addition to the numerical scores, each question provided opportunity for personal comment. The submission of personal comments totalled an unprecedented 1600."<sup>20</sup> Once the numerical data and comments were processed and distributed to staff, volunteers were sought to participate in Working Groups, which would

<sup>20</sup> Ron Melish, Joint Oakville Fire Department and Oakville Professional Firefighters Association Employee Survey, (Halton Family Services 1999), p.2.

take one of the ten general areas and research and present staff's desired outcomes to the Steering Committee.

Ten general categories comprised of 109 questions, made up the survey.

1. Management of Change	2. Training
3. Equipment & Conditions	4. Communication
5. Department Relations	6. Work Performance
7. Public Relations	8. Stress/Job Pressure
9. Support Systems	10. General

A summary of the survey results confirmed what both staff and management feared. Whether perception or reality, the decay of staff morale could be attributed to staffing reductions, poor communications and the lack of mutual trust and respect. This conundrum certainly explains why the department's organizational effectiveness and efficiency was at an all time low. Without a doubt, this overwhelming response by staff indicated that the time for change was now.

In his 1995 submission to the Secretary of Labour's Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, IAFC President and Fire Chief Thomas Seigfried states,

"We believe that the fire department of the late 1990's and early part of the next century will be structured to allow our employees to think for themselves, to identify problems, solutions and opportunities.

The challenge for the fire service is that these solutions are beyond the experiences and education of our current officers and leaders. In fact, these solutions are also beyond the experiences and education of the local leadership of our fire fighters.

We believe that the greatest challenge of all for the fire service, is in the near total retraining in labor management relations for all our existing personnel, from fire fighter to fire chief.”

He goes on to say, “Unfortunately, we are only aware of a very few centers of excellence in fire service labor-management relations, that we can use as successful examples for others to follow. Perhaps the most progressive fire department in this area is the Phoenix Fire Department in Phoenix Arizona.”<sup>21</sup>

### **BEST OF THE BEST:**

As in mythical times where the Phoenix, fabled sacred bird of ancient Egyptians, was said to come out of Arabia every 500 years to Heliopolis, where it burned itself on an altar and rose again from its ashes young and beautiful; symbolizing immortality and peace, so too did the Phoenix Fire Department (PFD) rise from its ashes after 40 years of contentious and adversarial labour and management relations when, in 1978 a new fire chief and union president took office.

Having risen through the ranks together, Fire Chief Alan “Bruno” Brunacini and Local 493 Union President, Pat Cantelme relied on their longstanding friendship and respect for each other to help them navigate the often-turbulent waters of

<sup>21</sup> Thomas L. Siegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.4.

labour and management relations. From the beginning, both realized that positive change required outside and innovative solutions.

In 1984, Sam Franklin, a mediator with the Federal Mediation and Conciliation Service (FMCS), who had previously worked with the city during fire negotiations, recommended to the new management team, a program never tried before in the public sector: a program called Relationship By Objective, or RBO (attached as Appendix B). Sam was confident that the strength of Alan and Pat's relationship and their commitment to the RBO process, would set a new course in labour and management relations for the PFD.

"The goal of RBO is to establish a positive relationship, between labor and management, which is built upon trust and mutual respect. The process brings labor and management together to work on mutual objectives and to discuss areas of disagreement or conflict. This relationship is then used to create action plans designed to meet the needs of our internal customers (PFD members) and our external customers (those who receive our service). RBO does not take the place of the negotiating process between the City and the Union."<sup>22</sup>

RBO processes are facilitated during annual labour and management retreats held at a neutral site away from Phoenix and other distractions. Quarterly meetings are also held to review team progress, establish action plans and discuss current organizational issues, which are of mutual interest.

<sup>22</sup> Alan Brunacini, Developing a Progressive Labor/Management Environment, (Phoenix Fire Department, July 1995), p. 2.

Every action plan addresses whether to implement a solution that has been agreed to, or it sets up specific steps that both labour and management will take to reach agreement. For each action plan a committee is formed, co-chaired by one labour and one management representative. Relevant to the magnitude of the issue, the size of committee is made up of equal numbers from labour and management. Timelines, frequency of meetings, task assignments and reporting procedures are also established.

“The Relationships By Objectives system is a tool that allows labor and management to work through tough issues, deal with conflict, and reach agreement. It allows the PFD to be more effective as an organization by improving service delivery, customer service, and most importantly, improving the quality of the life for its members. It works because both sides respect each other as being credible participants who have value to offer, and because both sides are willing to understand another point of view. Those are the basic values that drive the organization-in other words, it's the Phoenix Fire Department Way.”<sup>23</sup>

Over the past fifteen years, the Phoenix Fire Department has developed a highly effective labour/management process. Current President of Local 493, Billy Shields continues the long-standing tradition of cooperation between labour and management. Their solid relational foundation enables the department to operate in a proactive and not a reactive mode, traits highly unusual by today's fire service standards. The RBO process facilitates this relationship regardless of who is at the helm.

<sup>23</sup> A. Brunacini, RBO, Relationship By Objective. Then and Now 2000, (Phoenix Fire Department, Corporate Communications, November 2000), p.6.

In the early 1990's, Alan gained further notoriety for his book, *Fire Command*. This popular text and training video, created a standard emergency incident management system by applying fundamental management principles, common language, practical operational strategies, tactics and tasks, which have been adopted by fire departments around the globe. The application of lessons learned to future fires is critical to the Fire Ground Commanders performance. Applying *Fire Command* principles "becomes a personal technique to integrate thinking and fire ground action (action without thinking = ineptness; thinking without action = impotency)."<sup>24</sup>

Supplementary kudos' were bestowed upon the City of Phoenix, Arizona as the 1993 winner of Germany's Carl Bertelsmann Prize for being the best-run city-government in the world. Based on the theme "Democracy and Efficiency in Municipalities," the judges looked for excellence in customer service, decentralized management, planning and financial controls, employee empowerment and administrative innovation. The Carl Bertelsmann Prize is an international competition. The prize has been awarded each year since 1981 for "innovative approaches and outstanding ideas that help shape and further develop democratic societies."<sup>25</sup> This was the first time that this award was presented to a local government.

<sup>24</sup> Alan Brunacini, *Fire Command*, (National Fire Protection Association, Quincy MA, 1985), p. xi.

<sup>25</sup> City of Phoenix Fire Department Web Site, ([www.ci.phoenix.az.us/bertelsm](http://www.ci.phoenix.az.us/bertelsm), June 2001).



Alan's second book, *Essentials of Fire Department Customer Service* was written in 1996. In this book he identifies the differences between hard and soft customer service. Since Ben Franklin founded the American fire service over 200 years ago, Alan identified that "most firefighters come from the factory with a strong action orientation and a natural inclination to focus more on the 'hard' (putting the wet stuff on the red stuff) technical-tactical part of the job, rather than on the 'soft' (what services we provide after the fire) human stuff." He further states, "I believe the customer should begin to play the central role in both our personal and professional mentality and in our organizational service delivery game plan."<sup>26</sup>

In 1997, I had the distinct pleasure and privilege of visiting the Phoenix Fire Department for the purposes of learning more about their culture, philosophy, organizational structure, operations and innovative programs. Having met firefighters, officers, administrative staff and union executive members throughout the organization, I was astounded that each and everyone that I spoke to, shared the same beliefs, philosophy and vision of the department. Was this a panacea? I think not. Remember, it was not that long ago that the Phoenix Fire Department shared the same obscurity that the majority of North American fire departments had, same culture, same organizational structure and...the same problems.

<sup>26</sup> Alan V. Brunacini, *Essentials of Fire Department Customer Service*, (Oklahoma: 1996), p.2.

"The Phoenix Fire Department serves a population of over 1.2 million citizens living in the 470 square miles that make up the City of Phoenix. The 1450 plus members of the department staff 45 fire stations, 50 engines, 12 ladders, 28 rescues, an assortment of specialized equipment, and administrative positions. Of the equipment, 35 engines (as of April, 1998) are "paramedic" companies, staffed with at least four members, of which any two members are paramedics; seven rescues are Advanced Life Support. During 1997, the Phoenix Fire Department responded to 117,344 emergencies, of which 77% were medical emergencies. The Department experiences more than 1,000 structural fires annually.<sup>27</sup>

In speaking with Chief Brunacini, I couldn't help but admire his many accomplishments. Alan Brunacini is a 1960 graduate of the Fire Protection Technology Program at Oklahoma State University and earned a degree in political science at Arizona State University in 1970. He graduated from the Urban Executives Program at the Massachusetts Institute of Technology in 1973, followed by a Master of Public Administration Degree from Arizona State in 1975. Notwithstanding his personal academic achievements, Alan's manner and communication style are directed to those who work in the street. On the numerous occasions that I have heard him speak at conferences and seminars, I have never tired of his humble demeanour and colourful commentary.

<sup>27</sup> Phoenix Fire Department Web Site, ([www.ci.phoenix.az.us/phxfire](http://www.ci.phoenix.az.us/phxfire), June 2001)

His philosophy of providing service to the external customer exemplifies that style.

"We can study and mosh around management, leadership and organizational behavior until the cows come home, grow old and get ground up into hamburger, and it don't mean beans if it doesn't somehow effectively support and assist a worker delivering standard service and added value directly to a customer. All the other fancy theory, academic mumbo jumbo and out-of-town consultant claptrap that doesn't connect Worker Smith to Mrs. Smith is basically expensive, distracting organizational moonshine."<sup>28</sup>

In March of 2000, I again had the privilege of listening to a presentation by Chief Brunacini, via a teleconference hosted by the IAFC, titled, Functional Boss Behaviors. Functional Boss Behaviors took his previous great work, Essentials of Fire Department Customer Service where added value service to the external customer (citizen) was practiced, and acknowledged that in order for his firefighters to truly provide this exceptional level of service, he not only needed to empower them, but he also needed to recognize them for who they were, internal customers (workers). Functional Boss Behaviors is based on the following ten principles:

- **Workers must take good care of customers.**
- **Bosses must take good care of workers.**
- **Build trust or go home**
- **Sweat the big stuff**
- **Set the workers free**
- **Play your position**
- **Keep fixin' the system**
- **Create "Loyal disobedience/Insubordination"**
- **All you got, is all you get (Anatomy & Physiology)**
- **Don't do dumb stuff**

<sup>28</sup> Alan V. Brunacini, Functional Boss Behaviors, (Phoenix Fire Department, January, 2000), p.3.

Brunacini goes on to say, "The basic long term job of a boss is to create organizational & worker:

<b>CAPABILITY</b>	The practical skill, knowledge and ability to effectively do your job & play your position
<b>TRUST</b>	The personal, professional, organizational belief that you can be depended upon
<b>RESPECT</b>	Receiving genuine admiration of your personal capabilities, characteristics and personality
<b>INCLUSION</b>	Being part of the team/group/organization
<b>INDEPENDENCE</b>	Having the personal resources to solve your own problems
<b>CONTROL</b>	Being able to responsibly do what you want in terms of your own best interest
<b>ACCOMPLISHMENT</b>	The results of your actual performance
<b>HOPE</b>	Having the belief that the future will be okay ... Those who have hope have everything." <sup>29</sup>

Their mission statement: "Prevent Harm, Survive, and Be Nice," say's it all.

In the winter of 2001, a significant milestone occurred within the Ontario fire service labour and management culture. Phoenix Fire Chief Alan Brunacini and Local 493 President Billy Shields, were asked speak about their unique working relationship and its impact on the department's efficiency and effectiveness, at the first ever Ontario Association of Fire Chiefs and Ontario Professional Fire Fighters

<sup>29</sup> *ibid.* p.14.

Association joint labour/management seminar. Not even a blinding snowstorm could keep fire chiefs and association presidents from attending this historic event. When asked how does it work, Alan and Billy both said, "they just work it out."

Alan explained,

"Some people refer to it as the "magic dust" and, in a sense, there is a little mystery involved. At the Phoenix Fire Department, things just happen. They get done. They get taken care of. Nobody gives an order. There is discussion but no argument, and there is no fighting. Nobody ends up filing a grievance. Around here, labor and management actually like each other."<sup>30</sup>

In speaking about the relationship and support that the department had with politicians at the local and state level, Alan made it very clear that the successes that they have experienced in changing legislation, acquiring funding and implementing programs, has to a great extent been because of the very effective and supportive role, that Billy and his association's played, in lobbying politicians at the local and state level.

In a statement made by Fire Chief Thomas L. Siegfried and former President of the IAFC during his address to the Secretary of Labor's Task Force on Excellence in State & Local Government Through Labor-Management Cooperation he states, "the importance of a supportive city, county or district government cannot be emphasized enough. In fact, this factor may be the single biggest determinant to

<sup>30</sup> A. Brunacini, RBO, Relationship By Objective, Then and Now 2000, (Phoenix Fire Department, Corporate Communications, November 2000), p.1.

the success or failure of any effort to fundamentally change the relationship between fire service labor-management."<sup>31</sup>

Is it any wonder that fire chiefs and union presidents from far and wide, flock to the City of Phoenix Arizona, to see for themselves a thriving and fruitful co-existence between labour, management, and local government? A relationship that has made the Phoenix Fire Department, the internationally recognized and respected innovators of external and internal customer focused fire service delivery.

As the PFD has so clearly exemplified, the promise of a new relationship between labour and management and the development of fire service partnerships, will test the maturity and commitment of fire chiefs and association presidents alike. Its time has come.

## **QUEST FOR THE BEST, LOCALLY:**

### **Survey Objective:**

If the Phoenix Fire Department is recognized internationally, for being one of the best centres of excellence in fire service labour-management relations, it begs the question as to whether similar recognition could be bestowed upon an Ontario fire

<sup>31</sup> Thomas L. Siegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.3.

department, and more importantly, what the conditions or characteristics for their success were.

Survey Process:

In order to make a determination, an independent telephone survey was conducted with the Presidents of the Ontario Association of Fire Chiefs and the Ontario Professional Fire fighters Association respectively. Each was asked, "Whether they could name three Ontario Fire Department's whose fire chief and association president have sustained and harmonious relations, regardless of political, legislative, economic, public or private influences over the last decade."

From their individual submissions, the Waterloo Fire Department (WFD) was selected as the single common denominator. Fire Chief Max Hussey and Association President John Dietrich were each asked to independently complete a faxed survey (attached as Appendix C) and return it to the researcher. An additional opportunity was taken to meet Max and John separately to conduct face-to-face interviews. Both respondents gave permission for their survey responses and comments to be published.

Survey Model:

The survey model follows the principles outlined in the Denison Organizational Culture Survey (DOCS), which is discussed in a subsequent section of this report. The DOCS takes four cultural traits, involvement, consistency, adaptability and

mission, and measures each of these in three indexes, which are articulated through 39 relevant questions. General background information is provided in response to 13 additional questions. Similar to the Oakville Fire Department's 1999 Joint Labour/Management Employee Survey, this survey records responses using a Likert Scale of measurement; where individual responses are recorded ranging from strongly agree (1), to strongly disagree (5).

**Survey Limitations:**

A possible limitation of the survey might be its very basic application and analysis, or, that the opinions expressed in selecting the single fire department were of the two respondents, and therefore not opinions indicative of their respective memberships at large. The researcher is optimistic however, that the results will show similar links between the conditions and characteristics of a good labour and management relationship as demonstrated by the PFD, and those expressed by the respondents to this survey.

**Survey Results:**

The Waterloo Fire Department (WFD), under the direction of Fire Chief Max Hussey, serves a population of over 96,000 citizens living in the 28 square miles that make up the City of Waterloo. The 125 members of the department staff 3 stations, 3 pumper rescues, 1 aerial, 1 telesquirt and an assortment of specialized equipment, administrative and bylaw positions. Of the almost 3000 responses in



2000, over one third were medical related. The WFD responded to 152 fire incidents with a dollar loss of \$1,687,680.

Spanning an almost thirty year career with the WFD, Max has served 8.5 years as Fire Chief, which includes 7 year's previous experience as the President of the WFD Association. He holds diplomas from the Ontario Fire College in Advanced Fire Administration and Prevention, and various Human Resource and Labour relations courses through community colleges. In the late 1990's, Max was seconded by the City of Edmonton Alberta, to assist with the re-organization of the Edmonton Fire Department following a long and embattled relationship between fire labour and management. Max has also sat on numerous hiring panels for fire chiefs throughout the country.

Having spent the last 6.5 of a 13-year fire service career as Association President, John Dietrich brings a strong labour relations background through personal experience and attendance at numerous labour relations seminars and conferences.

John's predecessor Chris Collins, had a long-standing relationship with Max, as association vice president when Max was the president, and while sitting across from the negotiating table when Max became the fire chief and he, the association president.

As there were only two respondents to the survey, the following symbol,

✘ will be used to record responses for Fire Chief Max Hussey, and,

● will be used to record responses for Association President John Dietrich.

Where the respondents answered questions similarly, the box will show both symbols. Results are recorded as follows:

## WATERLOO F. D. LABOUR/MANAGEMENT - SURVEY

Please check the appropriate box beside each question.

CATEGORY	QUESTIONS	Strongly Agree (1)	Agree (2)	Neither Agree nor Disagree (3)	Disagree (4)	Strongly Disagree (5)
<b>ADAPTABILITY</b>						
Creating Change	1. The way things are done is very flexible and easy to change.		●	✘		
	2. Attempts to create change usually meet with very little resistance.		●		✘	
	3. New and improved ways to do work are continually adopted.	✘●				
	4. Innovation and risk taking are encouraged and rewarded.		✘●			
Customer Focus	5. We respond well to the needs of our community.	✘	●			
	6. External input directly influences our decisions.		●	✘		
	7. The interests of the citizens we serve are not ignored in our decisions.	✘●				
Organizational Learning	8. There is continuous investment in developing the skills of employees.	✘	●			
	9. Learning is an important objective in our daily work.	✘●				
<b>MISSION</b>						
Strategic Direction & Intent	10. Strategic planning is ongoing and involves everyone in the process to some degree.	✘	●			
	11. There is long-term purpose and direction.	✘	●			
	12. There is a clear mission that gives meaning and direction to our work.	✘		●		
	13. Our strategic direction is clear to me.	✘	●			
Goals and Objectives	14. There is good alignment of goals across levels within the organization.		✘●			
	15. There is widespread agreement about the goals of our organization.		✘	●		
	16. We continuously track our progress against our stated goals.		✘●			

	17. Work goals and objectives are realistic.		X	○		
Vision	18. We have a shared vision of what the organization will be like in the future.	X		○		
	19. There is a clear and consistent set of values that governs the way we operate.		○	X		
	20. There is a code of ethics, either written or unwritten, that is well understood and which guides our behaviour on a daily basis.		○	X		
	21. Short-term thinking doesn't compromise our long-term vision.			X	○	
	22. Our vision creates interest and motivation for our employees.			X	○	
<b>CONSISTENCY</b>						
Core Values	23. People from across the organization share a common set of values and perspectives.			X		○
	24. There is widespread trust within the organization.			X	○	
Agreement	25. It is easy to reach consensus, even on difficult issues.				X	○
	26. We rarely have trouble reaching agreement on key issues.			X	○	
	27. When disagreement occurs, we work hard to achieve "win-win" solutions.	X	○			
Coordination and integration	28. Information is widely shared so that everyone can get the information he or she needs when it is needed.			X	○	
	29. It is easy and natural to work with someone from another part of this organization.			X		○
	30. We make sure that the "left hand knows what the right hand is doing".			X	○	
<b>INVOLVEMENT</b>						
Empowerment	31. Everyone believes that he or she can have a positive impact.	X				○
	32. Work accomplishments and successes are appropriately recognized.	X			○	
	33. Employees have the right tools to do their work effectively.			X	○	
Team Orientation	34. Cooperation across different parts of the organization is actively encouraged.	X	○			
	35. People work like they are part of a team.	X			○	
Capability Development	36. Work is organized so that each person can see the relationship between his or her job and the goals of the organization.			X	○	
	37. People's skills are well matched to their work.			X	○	
	38. Poor performance is handled sensitively.			X		○
	<b>TOTAL SCORE</b>	15 / X 7 / ○	19 / X 24 / ○	3 / X 7 / ○	1 / X	

39. Overall, how would you rate your current labour relations climate (relationship between the fire chief and the firefighters' association and its membership) (circle the number which best reflects your answer)?

Excellent	Good	Fair	Poor
.....1.....	.....2.....	.....3.....	.....4.....

---

✘

At first glance, one cannot help but notice how closely their responses are to each other. In fact, over 50% of their answers are recorded in the same box, shared between agree and strongly agree. Both rated the current relationship between labour and management as excellent.

Of the 39 questions, only 8 responses from either indicated that they neither agree nor disagree. If there was one response with a divergent opinion, it could only be question 2 where it asks, "Attempts to create change usually meet with very little resistance," the fire chief's response was disagree, and the association president's response was agree.

Overall, the survey responses clearly indicate that the Waterloo Fire Department's labour and management team are working together. Responses to creating change, customer focus, organizational learning, agreement and team orientation are strong indicators that the lines of communication and cooperation are there. These organizational achievements would not exist, were it not for a labour management relationship built on mutual trust and respect.

*Interview Results:*

During our subsequent face-to-face meetings, I met with Max and John individually and recorded the following comments:

In speaking of management style involving input and communications, Max related his own observation following his secondment to the Edmonton Fire Department. He states, "here was a perfect opportunity to see if we lived in isolation (Max was speaking of his relationship with his own association). I don't care how smart a fire chief is, ask them (firefighters) for their input, sometimes you can use it, sometimes you can't. If I don't use their input, I go back and tell them why. It's all about communication." His six-month secondment to Edmonton Fire Department resulted in a complete overhaul of their fire management structure. In addition to 4.5 million in fire management salary savings, the union dropped all 112 outstanding grievances.

When asked whether he was influenced in any way by Phoenix Fire Chief Alan Brunacini, Max indicated that yes, his books have helped to shape some of the operational practices of his department, particularly in the area of customer service. He further reflected on the first ever, joint O AFC, OPFFA seminar held in the winter 2000, where both Alan and his Union President Billy Shields spoke of their relational successes. He states, "excellent seminar last year, I thought, that is basically where you (labour & management) want to go, you look around

the room, some people in this room got to be embarrassed to listen to these people in how they operate.”

In regards to how his union background influences him today, Max responded, “big time, because I know the union movement, I know the way they think.

You’ve heard the old adage; unions get the type of management that they want. I really believe that. As the fire chief you can only meet them half way, if they do not want to meet you half way, you are not going to be successful. The number one criterion for being fire chief is, knowing your union and how they operate.”

I’ve always used the philosophy “that if I can’t convince the guys, I don’t do it. Usually we reach middle ground.” In terms of creating a cooperative relationship based on mutual trust and respect, “It’s my job to make the union president look good.”

Max makes it very clear, had the association executive not worked with fire management in dealing with tough issues like Social Contract (the 1993 New Democratic Party cost cutting initiative), and the Fire Protection and Prevention Act (management exclusions), the outcomes might have been very different than the mutually agreed upon resolves. During the Social Contract era, Max and the association were able to reorganize the staffing compliment resulting in no economic loss to the firefighter. Most other fire departments were not that lucky. The association plays a pivotal role in the recruitment and training of firefighter candidates. John or his designate have an equal vote in firefighter candidate

interviews in addition to instilling the department's mission, vision and values to the recruit firefighter. New association members are also charged with the responsibility of volunteering their time for any number of worthy causes.

Max's labour relations prowess has further aided the City in his role as a member of the "Partnership in Performance: Training Into The Next Century" project. The project is made up of, The City of Waterloo; the Waterloo Professional Firefighters Association; the City of Waterloo Staff Association and the Canadian Union of Public Employees, Local 1542. The project engages the participants in the development of a new partnership aimed at joint decision-making and the creation of cooperative labour and management work teams. Jointly, they would develop the in-house wherewithal to facilitate and monitor the progress of the field worker teams.

In speaking with John during his interview, he offered the following insight into whether there was any influence of the Phoenix Fire Department on him or the department. "I don't think it has, when I took over here I never really knew of the relationship within Phoenix, I read about it and appreciated what they have, that it's utopian, it could well be better than here, I don't know. I just think that we (Max and I) have a chemistry that works; we agree to disagree at times. When push comes to shove we'll come up with something, at the end of the day if we don't, we don't take it personal. Sometimes I bend and sometimes he bends. I like the way Max operates; he's above board with everybody. At the end of the day, you may not have gotten what you wanted, but you would have gotten what

was fair.” John feels that a contributing factor in their success is because he and Max both use common sense in their approach to problem solving.

When speaking of trust and respect as the cornerstone of a successful labour management relationship, John states, “ I have a lot of respect for Max. He has never forgotten where he has come from. I know you have to change as a fire chief, but I still think that he has a lot of say over at Council because they respect him as well. They let him run the department, and they should.”

“A relationship isn’t just myself and Max, we have a CAO and Council who are very good in working with Max and the department. There’s a relationship based on mutual respect. They involve me (the association) in everything. There is not a decision made...I don’t get the final say, but, I am there to give my input and I certainly appreciate that. We are very fortunate here in Waterloo; it is not a hostile environment. I’d be a lot more popular on the floor if we had a fire chief that we despised, there’s nothing that rallies better than a common denominator, that’s to hate one person and they all rally behind the president. I don’t know that I could work in that environment.” Historically, the association has also played an active role in lobbying for or against members of Council during local elections.

*Conclusions:*

Upon completion of both interviews, I left Max and John experiencing feelings and perceptions similar to those, which I experienced when I concluded my visits with



Phoenix Fire Chief Alan Brunacini and Union President Billy Shields. In a time where most fire service labour/management relationships are strained and fractured, a feeling of excitement and hope, that positive change is possible, even here in Ontario. It was encouraging to see another albeit rare example of a functional and effective fire service labour - management relationship.

Critics looking to refute the successes shared by Phoenix and Waterloo Fire Departments may identify differences in size and to a lesser degree, differences in governance, structure or operational achievements. The researcher did however; identify one subtle but potentially significant concern. If for some reason the working environment or labour and management leaders within the WFD were to change, they do not have a process in place to manage the change and its influences, as Phoenix Fire Department does through the RBO process.

Notwithstanding the pessimists view, the research determined three distinct and positive similarities between the two departments. First, based on both the survey and interview results, Max and John share a high regard for each other. The strong correlation of survey responses clearly indicates that both share the same organizational and relational philosophies, perceptions and vision for the department.

Second, Max and John respect and recognize that a successful labour and management relationship is not exclusive to two individuals. Fire chiefs and

association presidents require a strong relationship with the staff and council to whom the fire chief reports. Without their support, relational continuity remains unbalanced.

Lastly, and perhaps most importantly, Max and John through their surveys and subsequent interviews, unmistakably attribute the success of their labour - management relationship, to the mutual trust and respect that they have developed over the years for each other. This researcher wonders what conclusions would have been reached, had this survey been completed by fire chiefs and association president's provincially or nationally.

"Do you remember the 'good old days'? That expression has been used a lot in fire houses, usually by senior members of the organization when talking nostalgically about how much better things used to be before something happened in contemporary times."<sup>32</sup> Fire Services around the world are steeped in years of tradition. Those Departments, which have successfully weathered the forces of change among other things, attribute their success to remembering and respecting their organizational culture when facilitating the change process. Successfully navigating that change is about recognizing and learning from our past, understanding the need to change the way we've implemented change, and identifying key strategies and characteristics needed to foster and nurture a functional labour – management relationship into the 21<sup>st</sup> Century.

<sup>32</sup> Ronny J. Coleman, Going for Gold: Pursuing and Assuming the Job of the Fire Chief, (Delmar Publishers, 1998), p.4.

## ORGANIZATIONAL CULTURE AS A FOUNDATION

“The Denison Organizational Culture Survey, developed by Daniel Denison and William S. Neale, provides a way to link organizational culture to tangible bottom-line performance. Based on over 15 years of research involving over 1,000 organizations, Dr. Daniel Denison, formerly of the University of Michigan Business School, and currently Professor of Organizational Development at IMD - International Institute of Management Development in Lausanne, Switzerland, has studied the cultures of high and low-performing organizations. He has found that the following four culture traits can have a significant impact on organizational performance:

• Involvement	• Consistency
• Adaptability	• Mission

The survey measures each of these four cultural traits in three indexes which are defined below: <sup>33</sup> (in bold and italics)

**Involvement: Building human capability, ownership, and responsibility.**

***Empowerment.*** *Individuals have the authority, initiative, and ability to manage their own work. This creates a sense of ownership and responsibility toward the organization.*

<sup>33</sup> [www.denisonculture.com/culture/\\_main](http://www.denisonculture.com/culture/_main), (June 2000)

Significant debate and attention has occurred over the usefulness and application of empowerment. Approached with both cynicism and enlightenment, both managers and employees have questioned how empowerment will foster a productive work environment.

Bowen and Lawler have defined empowerment as, "sharing with frontline employees four organizational ingredients: (1) information about the organization's performance, (2) rewards based on the organization's performance, (3) knowledge that helps employees to understand/contribute to organizational performance, (4) power to make decisions that influence organizational direction and performance."<sup>34</sup>

Kenneth Kemaghan describes empowerment as:

"at its broadest level ... a growing phenomenon involving demands by people all over the world to be recognized, consulted and valued ... more narrowly, to describe a wide range of efforts to enhance the power and the efficiency of individuals, groups and organizations."<sup>35</sup>

***Team Orientation.*** Value is placed on working cooperatively toward common goals to which all employees feel mutually accountable. The organization relies on team effort to get work done.

<sup>34</sup> Robert E., Quinn, and Sue, R., Faerman, and Michael, P., Thompson, Becoming A Master Manager: A Competency Framework, (2<sup>nd</sup> edition, John Wiley & Sons, New York, 1996), p.255.

<sup>35</sup> Kenneth Kemaghan, Empowerment & Public Administration: Revolutionary Advance or Passing Fancy, (Canadian Public Administration, Volume 55, No. 2, 1992), p.195.

The fire service management style has been historically acquainted with the military style of management. "When we envision leading and following, we mistakenly assume that leading is moving out in front and following is bringing up the rear ... in reality, the act of leading is most effective when you get behind your followers. Your job is to create a workplace culture that is so safe and supportive that they do their best. To do this, you have to work for them."<sup>36</sup>

***Capability Development.*** *The organization continually invests in the development of employees' skills in order to stay competitive and meet on-going business needs.*

"Without increased training, workers and managers have insufficient means to develop the necessary skills and habits required to engage in cooperative and service-oriented relationships. Although training is often cut off when looking for cost savings, it is a critical ingredient for identifying and sustaining cost savings and service improvements and for producing a humane and effective workplace."<sup>37</sup>

**Consistency: Defining values/systems that are the basis of a strong culture.**

***Core values.*** *Members of the organization share a set of values which create a strong sense of identity and a clear set of expectations.*

<sup>36</sup> Newell, Charldean, The Effective Local Government Manager. (2<sup>nd</sup> edition, International City Management Association, Washington DC, 1993), p. 92.

<sup>37</sup> U.S. Secretary of Labor's Task Force on Excellence in State and Local Government Through Labour-Management Cooperation, Working Together For Public Service. U.S. Department of Labor, May 1996, p.75.

"The starting point for cooperation is mutual respect and common interest. That's it. Trust comes later as each party exhibits trustworthy behavior."<sup>38</sup>

"The traditional system is built on mutual distrust between labor and management which is endemic to the old system. That is why it relies on a hierarchical command-and-control regime. The new system, in contrast, can function effectively only if those deep suspicions are dispelled and replaced by mutual respect."<sup>39</sup>

***Agreement.*** *The organization is able to reach agreement on critical issues. This includes the underlying level of agreement and the ability to reconcile differences when they occur.*

The method of principled negotiations, sometimes "called mutual gains," "win-win" bargaining, was identified and developed at the Harvard Negotiation project as the most effective manner of negotiating. Roger Fisher and William Ury, in their influential book *Getting To Yes*; offer four basic principles they believe should guide any negotiation.

They are:

1. "Separate the People from the Problem
2. Focus on Interests, Not Positions
3. Invent Options for Mutual Gain
4. Insist on using Objective Criteria"<sup>40</sup>

The authors also developed the popular term BATNA, "Best Alternative to a Negotiated Agreement." In practice it requires three distinct operations:

<sup>38</sup> Edward Cohen – Rosenthal, and Cynthia, E., Burton, Mutual Gains; a guide to union management cooperation, 2<sup>nd</sup> edition, ILR Press, Ithaca, New York, 1993. p.4.

<sup>39</sup> Thomas L. Slegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.7.

<sup>40</sup> Roger Fisher, and William Ury, Getting to Yes: Negotiating Agreement Without Giving In, (2<sup>nd</sup> edition, Penguin Books, 1992), p.15.

5. "inventing a list of actions you might conceivably take if no agreement is reached;
6. improving some of the more promising ideas and converting them into practical alternatives; and
7. selecting, tentatively, the one alternative that seems best."<sup>41</sup>

"The most critical element in the success of a creative approach to collective bargaining is an attitude on the part of both parties which is characterized by mutual determination or commitment to find a more effective way to settle their own union-management differences."<sup>42</sup>

***Coordination & Integration.*** *Different functions and units of the organization are able to work well together to achieve common goals. Organizational boundaries do not interfere with getting work done.*

Many unions have come to recognize their role in working with management. "If unions are to become genuine partners in workplace change, they must be accorded legitimacy, a role in strategic decision making and be provided with adequate resources to build their members' skills, capabilities and understandings."<sup>43</sup>

"Where management treats employee representatives as partners rather than as pariahs, it commonly finds that the attitude of those representatives changes from one of intransigence to one of comprehension and accommodation."<sup>44</sup>

<sup>41</sup> Ibid. p.103.

<sup>42</sup> Bryan M. Downie, Union – Management Co – Operation in the 1980's and Beyond, (UWO Local Government Library, Chapter 11), p.270.

<sup>43</sup> Pradeep Kumar, The Union Response to Workplace Change, (Policy Options, October 1995), p.15.

<sup>44</sup> Roy J. Adams and Bernard Adell, Unions Can Facilitate Real Change, (Policy Options, 1995), p.17.

**Adaptability: Translating demands of the business environment into action.**

***Creating Change.*** *The organization is able to create adaptive change. The organization is able to read the business environment, quickly react to current changes, and anticipate future changes.*

Within today's modern fire service, there are many changes, technological, societal, economic and managerial change. When it came to change, bureaucratic fire departments operated for forty years with the philosophy of "ready, aim, fire." Today's motto of "ready, fire, aim," is more indicative of the leadership style required to stay ahead of advancing change brought about by globalization.<sup>45</sup>

***Customer Focus.*** *The organization understands and reacts to the customer, and anticipates their future needs. It reflects the degree to which the organization is driven by a concern to satisfy the customer.*

Customer service is added value service that all fire and emergency service leaders should be working towards within their own departments. It has become increasingly clear, that the public expects nothing less. If we are to be successful and highly regarded departments, we must ensure we are providing the types and quality of services that would make the private sector envious.

<sup>45</sup> William J. Hewitt, Recreating the Fire Service, (Ontario, Canada, Kendall Publications, 1995), p.8.



"True customer service means ensuring that we perform our core missions with excellence. When we are thinking about expanding our service, let's not forget the primary reasons we exist in the first place. We need to make sure that both our emergency and non-emergency operations are well-oiled machines. When we leave an emergency scene, the public should be thinking that they just witnessed the performance of a well-trained group of professionals who went about their business in an organized and well coordinated manner."<sup>46</sup>

***Organizational Learning.*** *The organization receives, translates, and interprets signals from the environment into opportunities for encouraging innovation, gaining knowledge, and developing capabilities.*

"Local government in a changing environment requires a local authority to respond to change with change"<sup>47</sup>. There is a need for "a significant shift and increase in the education and training"<sup>48</sup> of senior fire personnel. The Independent Task Force on the Amalgamation of Fire Services for the City of Toronto found that "there was a particularly serious need for advanced technical and administrative training for fire service officers in both middle and top ranks. At a time when business and government were rapidly making increasing use of people with post-graduate degrees in business and public administration, post-secondary school education was rare among Canadian Fire Chiefs."<sup>49</sup>

**Mission: Defining a meaningful long-term direction for the organization.**

<sup>46</sup> Richard "Smokey" Dyer, Priority 1: Customer Service, (On Scene, I Chiefs, June 2000), p.2.

<sup>47</sup> John Stewart, The New Management of Local Government, (London: Allen and Urwin, 1986), p. 46.

<sup>48</sup> *ibid*, p.47.

<sup>49</sup> W. Boytchuk, Working Paper on Fire Department Amalgamation. Report of the Independent Task Force on the Amalgamation of Fire Services (Toronto: 1987), p.10.

***Vision.** The organization has a shared view of a desired future state. It embodies core values and captures the hearts and minds of the organization, while providing guidance and direction.*

“Fire service leaders (fire chiefs and union presidents) can choose to lead through trust and truth, which focuses on cooperation or through strife and confrontation, which focuses on winning or losing.”<sup>50</sup> Effective visionary fire service leaders of modern fire departments must be credible and articulate if they are to lead their organization in stepping outside of the box. They must earn the trust and respect of their staff, their elected officials, and their community.

“Clearly articulate a re-created vision of multifaceted safety, fire protection and emergency response service. This needs to be in a manner that all can understand, empathize with, and embrace. Persuade their staff and the community to champion this re-created vision through a new style of management, which draws all stakeholders into the process. Prominent within the group must be politicians, fire officers, firefighters, and representatives from the community at large.”<sup>51</sup>

The development of a joint mission statement by labour and management is predicated on the foundation of four principles. “We as the driving force determine why we exist, who we serve, what we do and how we operate. It becomes the rallying cry of the organization.”<sup>52</sup>

<sup>50</sup> William J. Hewitt, Recreating the Fire Service, (Ontario, Canada, Kendal Publications, 1995), p.31.

<sup>51</sup> *ibid.* p.32.

<sup>52</sup> P. Below and G. Morrisery, and B. Acomb, Executive Guide to Strategic Planning, (Haines Internal Sun Co., 1979), p.23.

***Strategic Direction & Intent.*** *The organizations plan to “make their mark” in their industry. Clear strategic intentions convey the organization’s purpose and make it clear how everyone can contribute.*

Strategic Planning provides a framework that allows labour and management, internal and external stakeholders the opportunity to identify change issues, determine the organizations ability to deal with change and bring organizational unity as it moves through the change process. In our case it is the state of labour and management relations. In other organizations it could be identifying external threats such as a hostile takeover or economic crisis.

“Strategic Planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization (or other entity) is, what it does, and why it does it.”<sup>53</sup>

The appropriateness and application of strategic planning as a planning tool within the public sector, has met with both enthusiasm and criticism. Critics argue that a system developed in the private sector is less likely to succeed, based on the restraints of the public sector manager in implementing rapid and radical change. Public sector proponents of strategic planning argue, it is exactly their ability to adapt to a changing environment that enables them to apply the characteristics of strategic planning. It is the vastness of opinion that causes some concern regarding the value, process and outcomes of strategic planning.

<sup>53</sup> John M. Bryson, Strategic Planning for Public and Nonprofit Organizations: a Guide to Strengthening and Sustaining Organizational Achievement, (Jossey – Bass Publishers, San Francisco, California, 1998), p.4-5.

**Goals & Objectives.** *A clear set of goals and objectives can be linked to the mission, vision, and strategy, and provide everyone a clear direction in their work.*

“There is no more critical element for a successful joint union-management effort than having a definition of the common goals and objectives.” Goals tell us what we want and objectives tell us how to get there. “A common framework for this, is to develop **SMART** objectives: ones that are **S**pecific, **M**easurable, **A**ctionable, **R**ealistic and **T**ime-limited.”<sup>54</sup>

Many fire service labour and management collaborative successes have been chronicled over the past decade. In 1994, the IAFF and the IAFC conducted a pilot program with a number of fire departments in Massachusetts, to test the concept of “Developing the Fire Service Leadership Partnership.” This unique program was designed to assist the fire chief and the union president in establishing a new working relationship. Since its inception, many fire departments throughout the United States have benefited from this relationship building exercise. As of this writing, the first such program is being planned in Ontario. Participants of this highly successful program have unanimously stated, “the future fire service leader (labor and management) will be someone who:

- has developed a common vision for the organization
- understands and uses the power of communications
- is comfortable not knowing everything that is going on
- knows how to give authority away rather than how to give orders
- knows how to skilfully negotiate
- likes to participate, even when not in control
- doesn't harbor many fears
- will work to spark initiative and creativity

<sup>54</sup> Edward Cohen – Rosenthal, and Cynthia, E., Burton, Mutual Gains: A Guide to Union Management Cooperation, (2<sup>nd</sup> edition, ILR Press, Ithaca, New York, 1993), p.173.

- is comfortable with uncertainty
- is team oriented and people driven
- understands the importance of total quality management and total quality improvement

What this means is that the fire service management practices of the last 50 years must be completely revised. The old model adopted from the military must change to reflect the new work and workforce of the fire service. The promise of a new relationship between labor and management and the development of a Fire Service Leadership Partnership, will test the maturity and commitment of fire chiefs and labor leaders alike.”<sup>55</sup>

This first important step has led to several other positive joint initiatives which have further cemented relationships founded on trust and respect amongst fire service labour and management.

They include:

- Candidate Physical Ability Testing
- 90 Ways to Encourage a Firefighter
- Fitness & Wellness Initiative
- National Fire Protection Association (NFPA) 1710, A Standard for the Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments

Without question, the challenges facing the fire service can get an important assist from the application of significant employee participation and cooperative labour and management relations.

<sup>55</sup> Thomas L. Siegfried, President, International Association of Fire Chiefs, Statement before the Secretary of Labor Task Force on Excellence in State & Local Government Through Labour-Management Cooperation, (Washington DC, March 14, 1995), p.6.

**SUMMARY:**

History has shown that it is much easier to find examples of poor labour and management relations, and its subsequent impact on the organization's operations, than it is to find examples of organizations, which experience good labour and management relations.

Researching this project however, has provided the researcher with new hope. More-and-more fire departments throughout this province and North America are beginning to take the first steps towards relationship building. Fire service labour and management leaders are publicly declaring that there is a problem, expressing a mutual desire to make things better, and accepting that they can't do it on their own.

Although there are many sceptics who would argue that the successes and achievements experienced by Phoenix and Waterloo Fire Departments in managing their organizations through a collaborative and cooperative labour and management relationship are in fact, practitioners of "Management by Popularity," nothing could be further from the truth.

Whether they use the Phoenix Fire Department's "Relationship by Objective" success, or the joint International Association of Fire Fighters and the International Association of Fire Chiefs "Developing the Fire Service Leadership

Partnership,” process, the tools to create a lasting, productive and harmonious labour and management relationship are there.

Sometimes it’s hard to put your finger on the reasons for success. Whether it’s because Phoenix Fire Chief Alan Brunacini refers to it as “magic dust,” or Waterloo Fire’s Association President John Dietrich states as a matter of fact, “I don’t know...we just have a chemistry,” both unanimously and simply, contribute their relational success to “just working it out.” The truth is, that labour and management leaders in both the PFD and WFD recognize and value their culture and the importance of a collaborative and cooperative working relationship.

“Elected officials, administrative professionals, managers, union leaders and the organizations that support each of them, and which prepare them for and chronicle their interactions, all have an obligation to each other and to citizens to take up the unanimous challenge of breaking the traditional habits of hierarchy, bureaucracy, confrontation, and over-reliance on formalities, and begin now—even while protecting their capacity to exercise their responsibilities—to develop the cooperative and participative patterns in the public workplace and in labor-management relations that support innovation and mutual focus on excellence in public service.”<sup>56</sup>

If there is one thing that I have learned throughout this research project, it is...

<sup>56</sup> U.S. Secretary of Labor’s Task Force on Excellence in State and Local Government Through Labour-Management Cooperation, Working Together For Public Service, (Executive Summary, U.S. Department of Labor, May 1996), p.10.

those Fire Chiefs and Association Presidents who are committed to the long-term success of the fire service can take comfort in knowing that others before them have come from where they are, and have mapped out tried and tested methods for building strong labour and management relationships founded on mutual trust and respect.

Lastly, if the reader truly believes that the key to a successful labour management relationship is one founded on mutual trust and respect, then this researcher suggests the addition of one more relevant word, and that is passion. Passion for the people who make up the fire service. To be effective you must also have intense and persevering passion for the fire service. A leader with passion has tenacity and demonstrates a desire to work with firefighters to assist them in achieving their own personal successes. I know...that's what I believe.

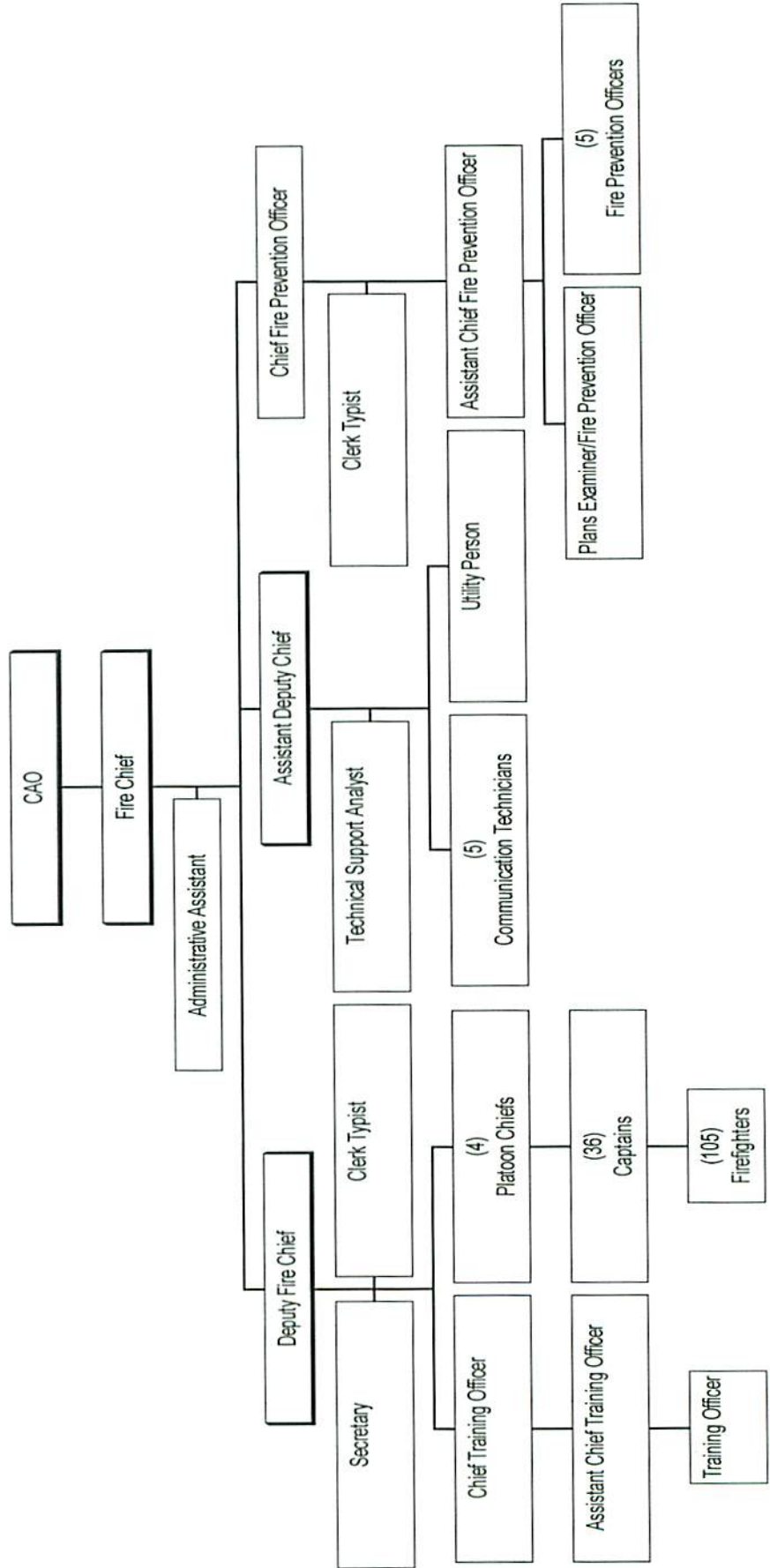
**AS ALAN BRUNACINI WOULD SAY, BUILD TRUST AND RESPECT OR GO HOME!**





# Oakville Fire Department

Organization Chart



## Appendix B

### Phoenix Fire Department RELATIONSHIP BY OBJECTIVES

#### **PURPOSE:**

The goal of RBO is to establish a positive relationship, between labor and management, which is built upon trust and mutual respect. The Phoenix Firefighters Association Local 493 and Phoenix Fire Department Management began using Relationship by Objectives (RBO) process in 1984. The process brings labor and management together to work on mutual objectives and to discuss areas of disagreement or conflict. This relationship is then used to create action plans designed to meet the needs of our internal customers (PFD members) and our external customers (those who receive our service). RBO does not take the place of the negotiating process between the City and the Union.

#### **ACTION PLANS:**

An annual labor/management retreat is held each year to develop the major RBO goals and objectives for the coming year. The participants, approximately 20 members from each side, express the goals and objectives in the form of action plans. The number of action plans usually ranges from five to eight. Each action plan includes an achievable goal statement and quarterly objectives, which can be measured and reviewed throughout the year. The action plans are then assigned to one or more of the RBO Teams to work on during the year.

A labor/management meeting is held each quarter during the year. 25 to 30 members attend the quarterly labor/management meetings from each side. The purpose of the meetings is to review the Team progress and to discuss current organizational issues, which are of mutual interest to both labor and management.

#### **RBO TEAMS:**

The Phoenix Fire Department RBO Teams model shows that the relationship between each of the Teams is not hierarchical, but relies upon integrated interdependency with overlapping roles and responsibilities, which change with each issue. RBO Teams create a "virtual" organization within the department, which is flexible and can respond quickly to solve organizational and service delivery problems.

There are six teams in the RBO Teams model. The **Correlating Team** provides oversight, coordinates Team assignments and monitors achievements and progress. The Correlating Team is co-chaired by the Fire Chief and Union President. The remaining

five teams, each representing a major area of the department, are: **Fire Protection, Human Resource, Physical Resource, Urban Service and Medical Services.** Each team is co-chaired by an Assistant Chief and an Executive Board Member of the Union. The co-chairs of these six RBO Teams make up the membership of the Correlating Team.

Members of the five Teams are selected by the co-chairs, each selecting members to represent labor or management respectively. These Teams have one or more sub-teams responsible for major functions, which are regular agenda items at RBO Team meetings, i.e., apparatus, health and fitness, urban survival, base hospital, etc. Each Team also has "standing agenda items" which are placed on each agenda. Teams deal with a wide variety of issues within their scope and many times will assign Task Groups to work on specific issues. Task Group membership is determined by the co-chairs and usually includes members who have special knowledge or skills.

Team meetings are usually held more often, but at least quarterly. Each Team sets its own meeting schedule and agenda to work on assigned action plans. Usually, Teams have other agenda items assigned to them during the year by the Correlation Team or they receive requests from members of the department. Meetings and meeting agendas are announced to the entire organization two weeks in advance of the meeting, and all meetings are open to anyone who wishes to attend. A labor /management operating procedure is used to provide more detail guidance to the co-chairs and Team members regarding meetings, announcements, and process issues.

### **RBO PROCESS:**

The RBO Process model graphs the way issues are processed. Issues enter the process from either labor or management and are assigned to a Team. The Team analyzes each issue before they decide on a specific action. The Team identifies the desired level of training, usually with the help from the training section before implementation, and then reviews the results after a reasonable period of time. They review either results in revision, or a decision is made by the Team that no additional action needs to be taken and the issue becomes part of the regular routine in the department. The process is considered out of balance when the co-chairs are not able to resolve a conflict within their Team. Out of balance issues are reviewed by the Fire Chief and the Union President, who determine what action is most appropriate to achieve the most desirable result. Most issues are then returned to the Team to be processed in accordance with the RBO Process model.

The following briefly describes what happens at each step in the process:

**Issue.** Issues enter the process in a variety of ways. Symbolically, each issue comes either from the side of labor or from the side of management. The issue may be identified by the Team, an individual member, the Correlating Team, Union leadership the management team, or come from an outside source.

**Team.** Issues are discussed and researched. Assignments are received by the Team co-chairs. The co-chairs are responsible for getting the issue on their agenda and involving the appropriate players, even if they are not on the Team.

**Analyze.** The issue is assigned to a Team. Consideration must be given to all of the factors and resources required to achieve a positive outcome. Some of the factors include, but are not limited to, departmental policy, state and federal law, city ordinances, and the M.O.U. (Memorandum Of Understanding). Research must be done on the resources required. Resources include the impact on the base or supplemental budget, personnel or staffing requirements, special equipment or supplies, and training requirements. Other considerations include the length of time it will take to complete the staff work, write specifications, develop and complete required training, or process the issue through the system. This part of the process requires a great deal of work and coordination between all members of the Team on both sides of the table. Alternatives are often developed and evaluated before the Team makes a decision.

**Decide.** Typically the Team makes the decision without going through any formal approval process. Teams work with the decisions-makers during the process so their decision will be acceptable to the division, which must manage the implementation phase.

**Educate.** Education follows the decision and includes classes on training necessary to carry out the decision. Sometimes the Team is responsible for the education phase and sometimes education becomes the responsibility of someone else. In either case, the Team is responsible for making sure the education step is completed before implementation and that the education meets the intent.

**Implementation.** The implementation phase of the process is similar to the education phase. Sometimes the Team will implement, but usually implementation is handed off to staff members of the department. Again, the Team retains a responsibility to make sure the implementation step is completed and meets the Team's objectives.

**Review.** After implementation, the Team reviews the effectiveness of the program or project that was implemented. The Team determines the length of time before it reviews the results. Their review will either indicate the need for a revision or that the process is complete.

**Revise.** The Team then takes the issue through the same process described above and makes the necessary modifications based on the input they receive and any additional research conducted. Most programs continue in this cycle on some regular basis.

**Complete.** The process is complete when the Team reviews the outcomes achieved and does not find it necessary to go through the revisions process. The issue becomes part of the regular routine and is managed and reviewed within the normal process.

**Out of Balance.** The process can “get out of balance” at any point. The dotted lines indicate that when the process gets out of balance, the issue is taken to the Fire Chief and the Union President. They may decide the issue needs to be handled by the Correlating Team, by the co-chairs of the Team, or through some other process. This is typically done very informally. The issue is returned to the Team. It may return in its original form with greater clarity, or may be modified so that the Team can effectively process it. The process continues either from the beginning or from the point at which it got out of balance.

### **SUMMARY:**

The RBO process works because the leadership on both sides want it to work. Everyone works hard to make it successful. The most important part of the process is the relationship between labor and management and the relationships established by each of the players. No single issue is worth destroying a relationship. Strong, effective relationships allow us to tackle and solve the most difficult problems.

RBO requires all participants to trust and respect one another and both sides must consider each other as legitimate players. As stated earlier, RBO does not replace negotiations between the City and the Union. Both sides maintain their autonomy and responsibility. However, both sides recognize the importance of providing a process for everyone to participate at the level they desire. Each member has his or her own unique point of view. The diversity of skills, talents, and viewpoints strengthens the problem-solving process and improves the quality of the service we provide for our customers, both inside and outside the department. RBO is a win-win process for everyone. The members win. The customers win. And the taxpayers win.

July 1995:CHK.

## Appendix C

June 15, 2001

Fire Chief  
Fire Department

Dear,

You have been selected to participate in a self-administered survey to understand **attitudes, beliefs, behaviours, and consequent trends surrounding the relationship between fire chiefs and professional firefighters' association presidents.** This valuable information will assist the writer in identifying trends in labour relations, which will become applied research towards completing a Masters In Public Administration. Further, your response will assist the writer in identifying key characteristics that demonstrate what most would regard as a "good" labour/management relationship.

Please take a few minutes to answer the attached survey. Your views are important to this survey, and it is hoped that you will consider each question carefully. Please use additional space to add information you feel may be important to the study. Also, if you could forward any documents or references in terms of policy, philosophy or culture, which demonstrates how your relationship began and/or has been sustained, would be greatly appreciated.

Please return your completed survey by June 30<sup>th</sup>, 2001, via fax, or email to:

**John deHooge**  
**Deputy Fire Chief**  
**Town of Oakville Fire Department**  
**125 Randall Street**  
**Oakville, ON. L6J 1P3**  
**Fax: (905) 338-4403**  
**Email: [jdehooge@town.oakville.on.ca](mailto:jdehooge@town.oakville.on.ca)**

If you have any questions, or would like to discuss this survey, please feel free to contact the author at (905) 338-4251. Thank you for your valued assistance.

**\*Please Note: Individual responses are held in strict confidence and only collective results will be shared.**

Sincerely,

John deHooge

June 15, 2001

President  
Professional Fire Fighters Association

Dear,

You have been selected to participate in a self-administered survey to understand **attitudes, beliefs, behaviours, and consequent trends surrounding the relationship between fire chiefs and professional firefighters' association presidents.** This valuable information will assist the writer in identifying trends in labour relations, which will become applied research towards completing a Masters In Public Administration. Further, your response will assist the writer in identifying key characteristics that demonstrate what most would regard as a "good" labour/management relationship.

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Sincerely,

John deHooge

## Appendix C

**LABOUR/MANAGEMENT - SURVEY**

Please check the appropriate box beside each question.

CATEGORY	QUESTIONS	Strongly Agree (1)	Agree (2)	Neither Agree nor Disagree (3)	Disagree (4)	Strongly Disagree (5)
<b>ADAPTABILITY</b>						
Creating Change	1. The way things are done is very flexible and easy to change.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2. Attempts to create change usually meet with very little resistance.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	3. New and improved ways to do work are continually adopted.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	4. Innovation and risk taking are encouraged and rewarded.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Customer Focus	5. We respond well to the needs of our community.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	6. External input directly influences our decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	7. The interests of the citizens we serve are not ignored in our decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Organizational Learning	8. There is continuous investment in developing the skills of employees.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9. Learning is an important objective in our daily work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>MISSION</b>						
Strategic Direction & Intent	10. Strategic planning is ongoing and involves everyone in the process to some degree.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	11. There is long-term purpose and direction.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	12. There is a clear mission that gives meaning and direction to our work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	13. Our strategic direction is clear to me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Goals and Objectives	14. There is good alignment of goals across levels within the organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	15. There is widespread agreement about the goals of our organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	16. We continuously track our progress against our stated goals.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	17. Work goals and objectives are realistic.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vision	18. We have a shared vision of what the organization will be like in the future.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	19. There is a clear and consistent set of values that governs the way we operate.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	20. There is a code of ethics, either written or unwritten, that is well understood and which guides our behaviour on a daily basis.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	21. Short-term thinking doesn't compromise our long-term vision.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	22. Our vision creates interest and motivation for our employees.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



<b>CONSISTENCY</b>						
Core Values	23. People from across the organization share a common set of values and perspectives.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	24. There is widespread trust within the organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Agreement	25. It is easy to reach consensus, even on difficult issues.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	26. We rarely have trouble reaching agreement on key issues.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	27. When disagreement occurs, we work hard to achieve "win-win" solutions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordination and integration	28. Information is widely shared so that everyone can get the information he or she needs when it is needed.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	29. It is easy and natural to work with someone from another part of this organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	30. We make sure that the "left hand knows what the right hand is doing".	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>INVOLVEMENT</b>						
Empowerment	31. Everyone believes that he or she can have a positive impact.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	32. Work accomplishments and successes are appropriately recognized.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	33. Employees have the right tools to do their work effectively.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Team Orientation	34. Cooperation across different parts of the organization is actively encouraged.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	35. People work like they are part of a team.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Capability Development	36. Work is organized so that each person can see the relationship between his or her job and the goals of the organization.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	37. People's skills are well matched to their work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	38. Poor performance is handled sensitively.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Total score</b>						

39. Overall, how would you rate your current labour relations climate (relationship between the fire chief and the firefighters' association and its membership) (circle the number which best reflects your answer)?

Excellent                      Good                      Fair                      Poor  
 ..... 1 ..... 2 ..... 3 ..... 4 .....

---

**BACKGROUND INFORMATION - this information is important to help categorize responses.**

1. What is your current position/title (check one)?
  - Fire Chief
  - Firefighters' Association President
2. How many years have you served in your current position (fire chief or association president)? (enter number) \_\_\_\_\_
3. Indicate the highest level of education you have completed: (check one)
  - High school
  - Community College
  - University
 Major area of study \_\_\_\_\_  
 Major area of study \_\_\_\_\_
4. Size of fire department - total number of regular full-time personnel belonging to the firefighters' association (enter number): \_\_\_\_\_
5. Population of municipality served by your fire department: (check one)
  - 0-50,000
  - 50,000-100,000
  - 100,000-150,000
  - 150,000-200,000
  - 200,000-250,000
  - 250,000-300,000
  - More than 300,000
6. Has your municipality undergone an amalgamation with one or more other municipalities in the past 2 years?
  - Yes
  - No
7. Is your municipality currently under consideration for amalgamation with another municipality?
  - Yes
  - No
  - Don't Know
8. a) What is the number of grievances your firefighter's association has filed in the past 2 years? (enter number) \_\_\_\_\_
9. How often in an average month do you meet formally with your management/association counterpart? (enter number) \_\_\_\_\_
10. Do you consider your labour negotiations (e.g. collective bargaining) to be primarily (check only one):
  - Positional
  - Interest-based
  - Combination
11. Do you have regular performance appraisals/reviews for all fire department employees?
  - Yes
  - No
  - Don't know
12. If you answered yes to Question 11, do the performance reviews include 360-degree feedback from subordinates and peers?
  - Yes
  - No
  - Don't Know
13. Are you available for either a telephone or face-to-face interview to discuss and expand on your response to this questionnaire?
  - Yes
  - No

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