

## Request for Decision

### Fire Services 2016 Budget Enhancements

Presented To: Community Services Committee

Presented: Monday, Nov 16, 2015

Report Date: Wednesday, Oct 21, 2015

Type: Managers' Reports

### Recommendation

THAT the City of Greater Sudbury considers permanently increasing Fire Services staffing by two (2) additional full time Training Officers, and one (1) Assistant Deputy Chief, and directs staff to prepare budget options for consideration during the 2016 budget deliberations.

### Finance Implications

If approved, budget options for additional funding of \$105,063 for 2 permanent training officers and \$111,402 for an assistant deputy chief position will be prepared for consideration of the Finance and Administration Committee during the 2016 budget deliberations.

## Health Impact Assessment

This recommendation has been reviewed using the Health Impact Assessment Tool and the results are as follows:

The addition of two (2) full time Training Officers will enhance the one city one service delivery model as per the approved Emergency Services Strategic Plan. Training is the basis for all safe and effective response performed by the Fire Service, and the additional two training officers will significantly improve the level and consistency of training throughout the department. This measureable improvement in training will also enhance citizen safety by ensuring rapid and consistent emergency response throughout the City by all Fire Service personnel in a seamless manner.

The addition of the Assistant Deputy Chief will serve to ensure consistent and thorough employee development and support in the areas of PTSD, mental health and overall employee health and wellness. With a membership of over 400 firefighters, the Assistant Deputy Chief full time equivalency will be able to address members' health needs in a more timely and consistent fashion.

### Signed By

#### Report Prepared By

Darrel McAloney  
Deputy Fire Chief  
*Digitally Signed Oct 21, 15*

#### Health Impact Review

Trevor Bain  
Chief of Fire and Paramedic Services  
*Digitally Signed Oct 21, 15*

#### Division Review

Trevor Bain  
Chief of Fire and Paramedic Services  
*Digitally Signed Oct 21, 15*

#### Recommended by the Department

Tim P. Beadman  
General Manager of Health, Social and  
Emergency Services  
*Digitally Signed Oct 22, 15*

#### Recommended by the C.A.O.

Kevin Fowke  
Acting Chief Administrative Officer  
*Digitally Signed Nov 8, 15*

## **Executive Summary**

At the February 4, 2013 Community Services Committee meeting, Fire Services was given direction to enter into a two year trial, using existing budget, for two additional Training Officers. This would bring the total Training Officer complement to four. The trial is ending in May 2016, and has been found to be successful. The enhancement will secure the gains achieved by the trial and enable further measureable alignment with the priorities set out in the Strategic Plan.

In 2015, Fire Services leveraged the vacancies of two part time District Chief positions, and replaced them with one full time Assistant Deputy Chief (ADC). This change has been very successful, with the current ADC streamlining both Fire Services Information Technology and fire communications. The recommended new position is required to continue to increase efficiency, primarily in the areas of employee development, health and wellness, PTSD, attendance management, and succession planning.

## **Background – Two (2) Additional Training Officers**

On February 4, 2013, as a result of the Comprehensive Fire Services Review by the IBI Group, the fire service presented to the Community Services Committee a Request for Decision to address the reported shortage of staffing in the Training Division.

The Resolution was as follows:

THAT the City of Greater Sudbury endorse the Chief of Emergency Services – Pilot Project Proposal to Improve Effectiveness and Efficiency of Fire Services Training Section for the addition of two full time Training Officers for a two-year period to be funded within the Department's existing budget allocation;

AND THAT the Chief Fire Training Officer report annually to the Community Services Committee on the results of the key performance factors designed to measure the impact of enhanced training resources that support all firefighters (volunteer/career);

AND THAT, at the end of the two-year period, if the pilot project is deemed to be successful, a report will be brought to Committee/Council regarding the permanent funding of these Training Officer positions.

As a result of the approval of this resolution, and the subsequent negotiations with the Sudbury Professional Fire Fighters Association (SPFFA), Fire Services entered into the pilot program in June of 2014. The stated goal of the pilot program was to address the inconsistencies in training for both career and volunteer firefighters. Additionally, the pilot was to enhance Fire Services training to align with the stated priorities identified in the Strategic Plan: Value for Money, One City-One Service, and One Team.

The Chief Training Officer has monitored the program during its operation, and has identified several key performance indicators which speak to the impact of the pilot;

### **Attendance at Volunteer Training Nights**

Prior to the pilot project, there were insufficient Training Officers to attend Training nights in the four Volunteer Districts on a scheduled basis, and as such, doing so would have incurred overtime. Prior to the pilot project, Training Officers attended less than 10% of Volunteer training nights. Having a Training Officer assigned to each District has allowed each to oversee their District, and ensure consistent training across Greater Sudbury Fire Services. A consistent and familiar presence of a full time Training Officer has greatly enhanced communication and cooperation between the Career and Volunteer staff. In 2014, Training Officers attended over 95% of the Volunteer training nights with minimal overtime. For 2015, we are tracking close to the same percentage for attendance.

## **Live Fire Program**

Prior to the pilot project, Live Fire training was not regularly offered as it was not possible to deliver it to all Fire Service personnel with only two Training Officers. As a result of the availability of four Training Officers, Greater Sudbury Fire Services developed a mandatory Live Fire Program in 2014 in an effort to enhance the safety of firefighters and the service to the public. In 2014, 98 Career firefighters and 261 Volunteer firefighters attended live fire training. For 2015, a new, more inclusive Live Fire Training Program has been developed. The program is designed to have Volunteer and Career firefighters train in a composite response. This reflects the Optimized Tiered Response Procedure the Fire Administration implemented in 2014.

## **Morale of Training Division Employees**

Although there have been many additional projects that the Training Division has taken on, having the additional two Training Officers has allowed each to take on different roles, and specialize in different training topics. This has allowed the Training Officers to flex their schedule based on the type of training being delivered, and reduce employee burnout due to work overload.

## **40-Hour Volunteer Recruit**

The Volunteer Recruit Program was significantly improved in 2014 as more components were able to be included due to the added Training Officers. The program was increased to 40 hours and was based on the Job Performance Requirements (JPR) from National Fire Protection Association 1001 - Standard for Fire Fighter Professional Qualifications – Fire Fighter I. As such, volunteer firefighters are now trained to better align with the training of the career members of the fire service.

## **Fire Administration Assessment**

Further analysis of the Pilot Program by Fire Services Administration has found additional departmental improvements due to the increase in the Training Division staffing. With the Career segment of the service operating with four platoons, and the Volunteer segment having four districts, it is natural to have a single Training Officer assigned both to a single platoon, and a single district. This aligns each Training Officer with a single Platoon Chief, who also administers a single district and single platoon. The resultant relationships have proven to be very powerful, enhancing the Training Division, Career suppression, and Volunteer suppression in each district.

The Chief Training Officer has the responsibility for not only managing the Training Division, but also to oversee employee development (both Career and Volunteer), oversee Operating Procedures and implement and administer a Continuous Improvement Plan for the entire Greater Sudbury Fire Service. Fire Administration is currently separating out some of the duties in these following four categories: fire, medical, HAZMat, and technical rescue and assigning them to the four Training Officers as a natural separation of duties.

With the natural separation of Fire Services responses into the four noted segments, there exists an opportunity to align the four Training Officers, one each to the identified segment. With the additional oversight provided by the Platoon Chief aligned to each Training Officer, this structure would provide natural champions for the noted evolutions. This would ensure due diligence for the implementation and maintenance of the programs from a health and safety perspective, and an industry best-practice from a continuous improvement perspective. This serves to align the ongoing training of all Career and Volunteer GSFS employees fully with the three stated goals of the Strategic Plan: Value for Money, One City-One Service, and One Team.

## Background

On March 3, 2014, the IBI Group presented the Comprehensive Fire Services Review which contained a series of recommendations for departmental improvement. As a result, the Greater Sudbury Fire and Paramedic Services developed a Strategic Plan and a Tactical Plan aimed at achieving the suggested improvements in a measureable and timely fashion. The Strategic Plan identifies Value for Money, One City-One Service, and One Team as the three primary business principles for the future of the Service.

As part of an ongoing optimization plan, the Fire Service has assessed barriers to these principles and identified the current District Chief structure as satisfying none of them.

In early 2015, as a result of two District Chief vacancies, Fire Services initiated a pilot program replacing the two vacancies with a single, full time, Assistant Deputy Chief (ADC). This position was designed to address two significant challenges facing the Service; internal IT, and radio and pager communications. The Division has recently implemented a long awaited Records Management System (RMS), and is in the final stages of a radio system upgrade with Police Services handling dispatch of Volunteers and radio communications for all responding personnel. The hiring process specifically identified the talents needed for the identified challenges, and considered fire services experience as secondary. The ADC hired as a result has proven the success of this strategy, and improved the implementation of the two identified challenges. In addition, this position also satisfies the above noted business principles in that the ADC now offers value for money, and is an integral member of the one team approach to offering services across the City, to all members of the Fire Service.

The Greater Sudbury Fire Service has identified further challenges in internal operations which do not align with the primary business principles in the Strategic Plan. Currently, employee development is done in an inconsistent fashion in the career and volunteer areas. Also, PTSD, mental health and overall employee health and wellness are difficult to apply throughout the Division with our current structure. This results in employee disengagement and labour relations issues throughout the Department, a high turnover rate in the Volunteer areas, and attendance management issues in the Career area. The Division also currently has an inconsistent series of processes in place for promotion, advancement and succession planning. This has consequences for employee health and safety, Division liability, and general incident response. These noted deficiencies must be addressed to optimize the Division in keeping with the priorities identified in the Strategic Plan.

The Division currently operates with four managerial positions for approximately 129 Career and 310 Volunteer employees operating out of 24 stations. This translates to a ratio of one (1) manager for approximately 146 employees.

As a result of the success of the current Assistant Deputy Chief trial, and the identified challenges, the Fire Service is recommending the creation of a second permanent full time ADC position.

In closing, Fire Services recommends that the City of Greater Sudbury consider permanently increasing Fire Services staffing by two (2) additional full time Training Officers and one Assistant Deputy Chief, and direct staff to prepare a budget option for consideration during the 2016 budget deliberations.

## Request for Decision

### Emergency Services Department, Fire Services Division, Training Officers Staffing Proposal Pilot Project

Presented To: Community Services  
Committee

Presented: Monday, Feb 04, 2013

Report Date Thursday, Jan 24, 2013

Type: Referred & Deferred  
Matters

### Recommendation

THAT the Community Services Committee endorse the Chief of Emergency Services – Pilot Project Proposal to Improve Effectiveness and Efficiency of Fire Services Training Section for the addition of two full time Training Officers for a two year period to be funded within the Department's existing budget allocation; and,

THAT the Chief Fire Training Officer will report annually to the Community Services Committee on the results of key performance factors designed to measure the impact of enhanced training resources that support all firefighters (volunteer/career); and,

THAT at the end of the two-year period, if the pilot project is deemed to be successful, a report will be brought to Committee/Council regarding the permanent funding of these Training Officer positions.

#### Signed By

**Report Prepared By**

Danny Stack  
Fire Chief  
*Digitally Signed Jan 24, 13*

**Recommended by the Department**

Tim Beadman  
Chief of Emergency Services  
*Digitally Signed Jan 24, 13*

**Recommended by the C.A.O.**

Doug Nadorozny  
Chief Administrative Officer  
*Digitally Signed Jan 27, 13*

### Finance Implications

If approved, the two Training Officers for the pilot project will be funded from the allocation of the four mandatory training days for fire fighters over a two-year period.

At the end of the pilot project, if it is deemed to be successful, a report will be brought to Council outlining the permanent funding for these two Training Officers. If the pilot project does not prove to be successful, Fire Services will reduce its complement by two employees and continue with the mandatory training days.

#### Update:

At its Community Services Committee meeting of December 03, 2012, the Committee endorsed the Chief of Emergency Services' pilot project staffing proposal. The proposal called for the addition of two full-time Training Officers for the Fire Training Section for a two-year period to be funded within the Department's existing budget allocation. At its Council meeting of December 11, 2012, the Request for Decision report that authorized this pilot project proposal was withdrawn and deferred back to the Community Services

Committee for further clarification.

## Background

At its Community Services meeting of February 27, 2012, the Chief of Emergency Services outlined the results of a strategic (high level) review of the City's emergency services needs and capabilities. As a result, an Information Report and document entitled 'Suggested Going Forward Work Plan' dated February 14, 2012 was submitted and presented to Committee/Council.

This strategic review contained 38 recommendations having the potential to improve delivery of the City's emergency services or to make service delivery more cost-effective.

**Recommendation #2** which was recommended by the IBI Group (January 16, 2012) outlined the need for the Chief of Emergency Services and Fire Chief to jointly resolve current staffing shortages in Fire Fleet, Fire Training and Fire Prevention Sections.

This report outlines the strategy developed by Emergency Services Senior Administration which has the support of the Chief Administrative Officer, Director of Human Resources, and seeks the cooperation of IAFF Local 527 to support a Pilot Project proposal to resolve the current staffing shortages in the Fire Training Section.

Fire Training's mandate is to develop, coordinate and deliver programs aligned to firefighters (career and volunteer) with knowledge and skills necessary to safely operate fire services equipment, perform firefighting and respond to emergencies involving medical aid, rescue and hazardous materials operations.

It is noted that with all past firefighter deaths in Ontario, a lack of documented, coordinated and consistent training for both volunteer and career firefighters has been found to be a major contributor to these tragedies. In recent years, serious injuries and deaths of fire service personnel have occurred in the communities of Listowel, Meaford, Point Edward and Nipissing. In all cases, the training of the fire service overall is a matter of great concern to the Ministry of Labour and other regulators. It cannot be overlooked that in all cases, municipal council as the employer regardless of career or volunteer members, is responsible for ensuring an effective and efficient training program is provided to meet the needs of all fire service personnel commensurate with the levels of fire protection as determined by the municipality.

The Fire Training Section has undergone a high turnover rate of both leadership and training officer positions; ten individuals in the past ten years. One of the main reasons for this turnover rate can be attributed to the challenges of providing training to a large group of firefighters with limited staff resources. A review identified the current principal challenge is a need for at least two additional training staff, clerical support, and a Records Management System of which the latter two have been addressed.

The current staffing complement of a Chief Training Officer and two Training Officers cannot sustain the responsibilities of the Fire Services requisite training program as defined by the needs of 108 career firefighters and approximately 340 volunteer firefighters operating out of 24 stations over 3,627 square kilometers – even with the assistance of Fire Captains who participate in the delivery of in-service firefighter training.

Given the current fiscal economic realities, and rising costs of emergency services (Police, EMS, and Fire), administration took the view that seeking two additional Fire Training Officer positions on the municipal levy was a worst case scenario. Securing a partnership with the IAFF Local 527 was viewed as an important opportunity for exploring what efficiencies (within the existing language in the current collective agreement) could support a mutual goal of increasing fire training resources without increasing the cost to the taxpayer.

The current collective agreement with the IAFF Local 527 contains a provision at Article 21.01 which permits the Employer to schedule up to four, ten-hour mandatory training days on days off at straight time. In recent collective agreement negotiations, the IAFF wanted to remove the mandatory training days and CGS resisted. We are prepared to exchange the addition of two trainers for a two-year trial period using the monies set aside for these mandatory days. While both parties can see the benefits of added training officers, if the trial proves unsuccessful, we would return those resources to the training budget and CGS's mandatory training right remains in the CBA. This partnership will be accomplished through targeted flexibility in existing career stations deployment levels during periods of time associated with the mandatory career firefighters' training days outlined in the collective agreement.

Given the complexity of this strategy, there needs to be a clear understanding as to what can be accomplished, and how these additional training resources would improve the overall training requirements for the delivering of Fire Services to the community. Understanding that both parties (labour/management) were entering new territory; it was felt that a pilot project concept would be beneficial and provide an opportunity to measure the challenges, benefits, successes and accomplishments within a two-year time period.

If approved,

- Administration and IAFF Local 527 will establish the targeted flexibility in existing career stations deployment levels during periods of time associated with the mandatory career firefighters' training days outlined in the collective agreement.
- The training currently being performed by third parties to the Employment relationship between IAFF Local 527 and CGS will continue (e.g. OEM training, volunteer orientation and training etc., etc.). There is ample work for the two additional trainers and there is no intent to move training duties that, in the current practice are not performed by Training Officers.
- The Fire Training Section will develop key performance factors designed to measure the impact of enhance training resources that support all firefighters (volunteer/career), and report annually to Community Services Committee on its results.
- Prior to implementation, the Chief Fire Training Officer will target Fire stations hosting training sessions to communicate Fire Training Section's one to three year work plan (including elements of pilot project; its key performance factors) for all firefighters.
- Given that the 2013 fire training program is well underway; and the work required prior to; the implementation of the pilot project would begin in the third or fourth quarter of 2013.
- This opportunity will not only enhance career/volunteer firefighters' training experiences through measurable matrix throughout the pilot project; but, stay within the Emergency Services Department's operating budget.
- In the third quarter of the second year of the pilot project, Emergency Services will undertake a third party review of its Fire Training Section to determine if the pilot project is deemed to be successful. Further, this review will seek to determine that all relevant standard operating guidelines are linked with all facets of training to ensure all fire personnel have received training applicable to their roles and responsibilities. By ensuring that all personnel have received and are signed off as having received and performed training as required, success for a specific task is achieved.
- Upon the cessation of the pilot project, the Department's staffing level will be adjusted to reflect its approved full-time staffing complement, unless prior approval has been given by Council.