

## Request for Decision

### Emergency Services Department Strategic Direction and 'Suggested Going Forward Work Plan' Status Update

Presented To:	Community Services Committee
Presented:	Monday, Dec 03, 2012
Report Date	Wednesday, Nov 21, 2012
Type:	Presentations

### Recommendation

THAT the Community Services Committee receive this report from the Chief of Emergency Services regarding the status of the strategic direction and 'Suggested Going Forward Work Plan' for the Emergency Service Department; and,

THAT the Community Services Committee endorse the Chief of Emergency Services' pilot project staffing proposal 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; and,

THAT the end of the two year period, if the pilot project is deemed to be successful, a report will be brought to City Council regarding the permanent funding of the training officers.

#### Signed By

**Report Prepared By**

Tim Beadman  
Chief of Emergency Services  
*Digitally Signed Nov 21, 12*

**Recommended by the Department**

Tim Beadman  
Chief of Emergency Services  
*Digitally Signed Nov 21, 12*

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

Doug Nadorozny  
Chief Administrative Officer  
*Digitally Signed Nov 28, 12*

### 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 2 year period.

At the end of the pilot project, if it was 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 2 employees and continue with the mandatory training days.

## Background

At its Community Services Committee 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 a 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. These recommendations spoke to a wide range of undertakings specific to Fire, Emergency Medical Services, Dispatch Services, integration of services, and succession planning.

Attached you will find an updated version of the '*Suggested Going Forward Work Plan*' dated September 17, 2012 which has been shared with all employees in the Emergency Services Department.

For the purpose of this report, there are two recommendations (*Comprehensive Review of Fire Services*, and the *Feasibility Study – Integrated Emergency Communications System*) that will require a brief update and one recommendation (*Resolve Fire Staffing Shortages – Fire Fleet and the Training and Prevention Sections*) that will seek the direction of the Community Services Committee.

**Recommendation #3 (update)** — To undertake a *Comprehensive Review of the City's Fire Services* was authorized by Committee/Council on February 27, 2012 and now includes *Recommendation #4 — Capital Financial Model*; *#10 — Capital Replacement Program*; and *#13 — Review of Volunteer Firefighter Operations*; within its scope of work to be completed.

This work assignment is well underway with the use of internal staff resources in combination with third party oversight; anticipating the findings sometime in the second or third quarter of 2013.

**Recommendation #20 (update)** — To undertake a feasibility study to achieve a fully integrated Emergency Communications System was authorized by Committee/Council on March 26, 2012 is well underway with the use of internal staff resources in combination with third party support. Anticipated completion of this task and a submission of a business case for Committee/Council consideration will be in the second quarter of 2013.

**Recommendation #2 (direction)** — Resolve current staffing shortages in Fire Fleet, Training, and Prevention Sections. Status of work to date:

- Fleet, Facilities and Apparatus Section – internal review supported the need for additional personnel resources for the positions of administrative clerk support, SCBA Technician, and Equipment Vehicle Technician. A realignment of clerical support functions was authorized by the Chief's Office to support the Fire Fleet, Facilities and Apparatus Section within the Department's 2012 budget and approved staffing complement. Regarding the remaining positions within this section, there is a business case to secure the additional personnel; however, further analysis will be undertaken with the feasibility of consolidating Fire Services and EMS Operations support functions. Until this work is completed, there will be no recommendation of a permanent nature forthcoming on this front.
- Fire Prevention Section – at the Community Services Committee meeting of September 17, 2012 the Chief of Emergency Services recommended that a hybrid model of staffing enhancement (career and volunteer) be established in partnership with the City's Building Services Section for a five year period without any impact to the municipal levy. This request will be part of the Department's 2013 budget cycle for consideration of the Finance Committee of Council.
- Fire Training Section (direction) – 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.

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 (2) additional training staff, clerical support, and a Records Management System.

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.

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 have exchanged 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. If approved, this opportunity will not only enhance career/volunteer firefighters' training experiences through measureable matrix throughout the pilot project; but, stay within the Emergency Services Department's operating budget.

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.

**SUGGESTED GOING FORWARD WORK PLAN – February 14, 2012, updated September 17, 2012**

#	RECOMMENDATION	RESOURCING	TARGET START	APPROVAL	STATUS
<b>RECOMMENDATIONS SPECIFIC TO FIRE SERVICES</b>					
1	The City's Fire Regulating By-Law should be revised and updated to accurately represent the response capability of the City's Fire Services	Chief of Emergency Services, Fire Chief & Deputy Fire Chiefs	Q1 2012	Community Services Committee Q2 2012	Completed
2	Resolve current staffing shortages in Fire Fleet, Fire Training & Fire Prevention sections	Chief of Emergency Services & Fire Chief	Q2 2012	Community Services Committee Q4 2012	Work underway
3	Undertake a comprehensive review of the City's Fire Services with the following as principal scope: Fire needs (risks) and trends, including needs specific to essential services (hospital, long term care, Sudbury airport, etc); operational performance, including station locations and utilization of resources; operating cost comparisons to other municipalities; options for containing costs (capital and operating) including User Fees; options for improving operational effectiveness, including potential to rationalize infrastructure (stations), resources and operating protocols; and investigate whether fire area rating is impacting the service delivery, and provide any recommendations for improvement.	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Q2 2012	Community Services Committee Q2 2012 Q2 2013	Project planning underway
4	Emergency Services Department should develop a program for long term capital replacement of Fire vehicles, apparatus, systems et al. The objective of such a program is to create a financial model that will predict the cost implications for replacement of Fire capital, as well as a due diligence approach and reliable response capability – also, to address a forecasted capital shortfall for Fire Services of about \$4.6 million over the next five years (2012 to 2016).	Chief of Emergency Services & Chief Financial Officer	Q1 2012	Community Services Committee Q2 2013	Financial model to be completed in conjunction with Fire Capital Replacement Management Program – Recommendation #10
5	Office of the Fire Marshal should be asked to conduct an external review of the current Fire Prevention program to satisfy any concerns pertaining to potential risks and regulatory compliance	Chief of Emergency Services	Q1 2012	Community Services Committee Q2 2012	Completed
6	Develop a building inspection strategy, work plan and inspection schedule for Fire Prevention. Concurrently review Fire Suppression staff's involvement in Fire Prevention	Fire Chief & Deputy Chief Fire Prevention	Q2 2012	Departmental Senior Management Q3 2012	On-going
7	Review capability of the Corporate Fleet Maintenance Facility to accommodate Fire Fleet needs	Fire Chief & Chief Mechanical Officer	Q1 2012	Departmental Senior Management Q4 2012	On-going
8	Investigate potential to re-establish Platoon Training program	Fire Chief & Chief Training Officer	Q4 2012	Departmental Senior Management Q2 2013	On target

#	RECOMMENDATION	RESOURCING	TARGET START	APPROVAL	STATUS
9	Review internal processes, and RMS and technology requirements for Fire Fleet, Fire Training & Fire Prevention sections	Fire Chief, Deputy Chiefs & senior section officers working with other Departmental personnel under the direction of the Chief of Emergency Services	Q2 2012	Departmental Senior Management Q4 2012	Work underway, funding subject to 2013 Capital approval for 2013/2014 implementation
10	Develop a Fire Capital Replacement program for replacement of Fire vehicles, apparatus, systems et al. Develop a similar initiative for capital improvement / replacement of Fire facilities	Fire Chief, Deputy Chiefs & senior section officers working with other Departmental personnel under the direction of the Chief of Emergency Services	Q1 2012 (to be undertaken in tandem with the Fire Comprehensive Review)	Community Services Committee Q1 2013 Q2 2013	Work to be completed in conjunction with the Comprehensive Fire Services Review – Recommendation #3
11	Update Fire SOP / SOG: Step 1– develop a TOR defining the SOP / SOG that need to be addressed, priority sequencing, and a work plan including recommendations for resourcing, time line, and process for review and approval	Working Group consisting of Fire Chief, Deputy Chiefs & senior section officers working under the direction of the Chief of Emergency Services	Q2 2012	Departmental Senior Management Q4 2012	Work underway
12	Update the Volunteer Fire Fighters Accord	Chief of Emergency Services and Fire Chief, in consultation with Corporate HR and Corporate Finance	Q2 2012	Community Services Committee Council Q3 2012 Q4 2012	Work underway
13	Undertake a review of Volunteer Fire Fighter operations, including alternative volunteer deployment models, alternative volunteer in-the-field oversight models, and alternative approaches to volunteer retention and recruitment	Fire Chief, Deputy Chiefs & senior section officers working with other Departmental personnel under the direction of the Chief of Emergency Services	Q1 2012 (potential to incorporate this into the Fire Comprehensive Review)	Community Services Committee Q2 2013	Work to be completed in conjunction with Comprehensive Fire Review – Recommendation #3
<b>RECOMMENDATIONS SPECIFIC TO FIRE DISPATCH</b>					
14	Designate a senior Emergency Services representative to serve as Communications Services Liaison Officer	Chief of Emergency Services in consultation with Fire Chief and Police Services	Q2 2012	Departmental Senior Management Q4 2012	Best Practices of Fire Dispatch Services Project underway  • recommendations 14, 15, 16, & 17 will be part of the work to be completed 2012/2013
15	Re-establish Fire Communications Operations Committee	Chief of Emergency Services working with Fire Chief, the Police Chief and the City's CAO	Q2 2012	Departmental Senior Management Q4 2012	
16	Review and update the agreement governing Fire dispatch services	Staff from Emergency Services and Police Services working under the direction of the Fire Communications Operations Committee	Q2 2012	Departmental Senior Management Q4 2012	

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17	Review and update the CAD data base pertaining to Fire dispatch. Develop a process for enacting future CAD updates	External resource (e.g., TriTech) working with the Communications Services Liaison Officer and other Fire Services personnel under the direction of a Steering Committee consisting of Departmental Senior Management and Police Services	Q2 2012	Departmental Senior Management Q4 2012	Best Practices of Fire Dispatch Services Project underway  • recommendations 14, 15, 16, & 17 will be part of the work to be completed 2012/2013
<b>RECOMMENDATIONS SPECIFIC TO EMERGENCY MEDICAL SERVICES</b>					
18	Undertake a comprehensive operational review of the City's EMS system, with the following as principal objective - to define a preferred long term direction for the EMS Division (within the context of the Emergency Service Department), as well as associated resource requirements and cost projections (both capital and operating).	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Q4-2012 Q2 2013	Community Services Committee Q2-2013 Q4 2013	Status change
19	In accordance with amended Regulation 257/00 of the <i>Ambulance Act</i> , undertake development of a Response Time Performance Plan – targeting submission of said plan to the Director of Emergency Health Services MOHLTC by October 31, 2012	EMS senior management working under the direction of the Chief of Emergency Services	Q2 2012	Community Services Committee Q3 2012	Completed
20	Investigate feasibility to integrate EMS dispatch with the City's current dispatch system for 9-1-1, Police and Fire, as described in Section 4.4 under the heading 'Full Integration of Emergency Communications Services'. This should include development of a 'phased' implementation plan. Phase 1 of the implementation plan may be the City's assumption of operational governance for ambulance dispatch services	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management, Police Services and the City's CAO	Q1-2012 Q2 2012	Community Services Committee Q3-2012 Q1 2013	Consolidated with full integration Recommendation #29 Work underway
<b>RECOMMENDATIONS SPECIFIC TO FIRE &amp; EMS</b>					
21	The December 2010 draft Protocol pertaining to medical tiered response should be advanced for final review and implementation early in 2012	Committee represented by Emergency Services, Police Services, MOHLTC CACC and Fire Services Medical Director (i.e., the authors of the draft Protocol)	Q1 2012	Departmental Senior Management Q2 2012	Completed
22	Establish a standing Committee consisting of Fire and EMS personnel to investigate and manage issues arising from variations in practices among career and volunteer fire fighters, and from Fire and EMS cultural differences	Fire and EMS personnel working with Departmental senior management and Corporate HR	Q4 2012	Departmental Senior Management Q4 2012	On target
<b>RECOMMENDATIONS SPECIFIC TO EMERGENCY MANAGEMENT</b>					
23	Investigate CSA-Z1600 Canadian Standard criteria as a go forward strategy for the City's Emergency Management and Business Continuity Program.	Chief of Emergency Services & Community Emergency Management Coordinator	Q2-2012 Q1 2013	Community Services Committee Q4-2012 Q4 2013	Status change

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24	Secure Corporate support for Business Continuity Planning	Chief of Emergency Services & Community Emergency Management Coordinator	Q2 2012 Q4 2012	Departmental Senior Management Q4 2012 Q4 2013	Status change
25	Investigate means for increasing Emergency Management profile	Community Emergency Management Coordinator in consultation with the Chief of Emergency Services & other Departmental senior managers	Q2 2012	Departmental Senior Management Q4 2012	Closed
<b>CONSOLIDATION OF EMERGENCY SERVICES ADMINISTRATION</b>					
26	Fire and EMS administrative support functions should be aligned to a common area, potentially the Office of the Chief of Emergency Services. The Chief's Office currently provides strategic leadership, communications with City Council, and financial and other planning support. The recommendation is to expand the administrative role to include service planning, recruitment, purchasing, capital replacement, and facilities, records and performance management	Chief of Emergency Services in consultation with Departmental senior management.	Q2 2012 Q3 2012	Departmental Senior Management Q4 2012 Q2 2013	Work underway
27	In conjunction with the above, investigate opportunity to: (a) share resources for administrative functions in-common to both Fire and EMS, and for ongoing management of capital; (b) establish a common storage area, shared inventory and record keeping for Departmental supplies; and (c) promote and develop management (leadership) talent within the Emergency Services Department	Emergency Services Administration under the supervision of the Chief of Emergency Services	Q2 2012 Q3 2012	Departmental Senior Management Q4 2012 Q2 2013	Work underway
<b>CONSOLIDATION OF FIRE AND EMS OPERATIONS SUPPORT</b>					
28	Investigate feasibility of consolidating Fire and EMS Operations Support. Project scope should include a review of alternative jurisdictional delivery models, including potential benefits, disadvantages, costs, implementation challenges and risks	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Q3 2012 Q4 2012	Departmental Senior Management Q1 2013	Work underway
<b>FULL INTEGRATION OF EMERGENCY COMMUNICATIONS SERVICES</b>					
29	Investigate feasibility to integrate EMS dispatch with the City's current dispatch system for 9-1-1, Police and Fire, to achieve a fully integrated Emergency Communications Services system for the Greater City. This should include development of a 'phased' implementation plan (inclusive of capital and operating costs) and a Business Case for City Council's consideration and submission to the Ontario MOHLTC. Phase 1 of the implementation plan may be the City's assumption of operational governance for ambulance dispatch services	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management, Police Services and the City's CAO	Q1 2012 Q2 2012	Community Services Committee Q3 2012 Q1 2013	Status change, work underway — Recommendations #20
<b>COMPLETE INTEGRATION OF THE CITY'S EMERGENCY SERVICES</b>					
30	Implement a Pilot Project intended to trial one or more specific initiatives by which to	Working Group consisting of Fire and	Q3 2012	Departmental Senior	Status change

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	integrate Fire and EMS. As a starting point, we recommend that the Pilot Project trial alternative working arrangements involving assignment of fire fighters and paramedics to the same squad, emergency response vehicle, etc. The design of the Pilot Project should be undertaken in consultation with Corporate HR and key stakeholders	EMS personnel working under the direction of Departmental senior management	Q4 2012	Management Q4-2012 Q1 2013	
31	In tandem with the above, undertake a study to investigate alternative approaches to complete integration of Fire and EMS. The scope of the investigation should review models adopted by other North American jurisdictions (e.g., Winnipeg) and it should assess: potential benefits and advantages, lessons learned, unique opportunities afforded by the respective approaches, key success factors, implementation challenges, and means by which to manage risks.	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Under review Q1 2013	Under-review Departmental Senior Management Q4 2013	Status change
32	While the above two initiatives are underway, the Emergency Services Department should not entertain any changes that would impede or detract from the Department's ability to achieve an improved operating outcome	Chief of Emergency Services in consultation with Departmental senior management.	Q1 2012	Departmental Senior Management Ongoing	On-going
<b>TRAINING TOWER &amp; CLELC</b>					
33	Develop a future strategy for the Training Tower (in the context of the overall CLELC complex), including services and programs; governance, funding and cost sharing arrangements; and facility management. This should include development of a Business Plan for City Council's approval	'Think Tank' consisting of potential stakeholders working with the Chief of Emergency Services	Q1 2012	Community Services Committee Q4-2012 Q1 2013	Status change, work underway
34	Undertake a structural assessment to determine the Training Tower's current physical condition and safety for ongoing use as a training facility	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Q1 2012	Departmental Senior Management Q2 2012	Completed
<b>SUCCESSION PLANNING / MANAGEMENT TALENT</b>					
35	Investigate and recommend strategies for promoting and developing management (leadership) talent within the Emergency Services Department, including career advancement and succession planning. This should include investigating opportunities to expand the number of management exclusions – as a potentially necessary means for developing management talent	Emergency Services Administration working with Corporate HR and a standing Committee consisting of Fire and EMS personnel	Q2-2012 Q4 2012	Departmental Senior Management Q4-2012 Q1 2013	Status change
36	Establish a senior officers 'Forum' as means by which to promote Succession Planning / Management Talent and also, to further Divisional integration (at any level whether it be in administration, operations support or at the front line)	Forum to be established by Emergency Services Administration under the direction of the Chief of Emergency Services. All ES staff at the District / Platoon Chief level and above should be required to attend	Q2-2012 Q3 2012	Departmental Senior Management ongoing	Status change



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	<b><i>BUSINESS AND QUALITY MANAGEMENT SUPPORT</i></b>				
37	In consideration of current pressures and needs pertaining to data management, and that such pressures will intensify over time, it is recommended that a long term strategy for comprehensive management of data (that will accommodate the needs of the entire Department) be developed	Emergency Services Administration working with Emergency Services senior management. Corporate IT to be enlisted to assist with this work	Q2 2012	Departmental Senior Management  Q4 2012	Work underway – Recommendation #9
38	Support the Emergency Services Department's initiative to establish a 'Risk and Quality Management' program as a fundamental business principle within the Emergency Services organization.	Emergency Services Administration working with Emergency Services senior management. Corporate HR to be enlisted to assist with this work	Q2 2012 Q4 2012	Departmental Senior Management  Q4 2012  Q2 2013	On-going