

For Information Only

Introduction Session – Emergency Services Department

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Recommendation

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Executive Summary

In late June 2011, the City of Greater Sudbury amalgamated its Fire and Emergency Services Divisions into the Emergency Services Department. The Emergency Services Department is responsible for the provision of Fire Services, Emergency Medical Services, and Emergency Management.

Within Emergency Services there is also a small administrative group which is responsible for the administration of the Department's finances, for the provision of business and quality management support, administrative oversight of the Centre Lionel E. Lalonde Protective Service Centre. The operational governance of the Department resides with the Chief of Emergency Services, whose principal responsibility is to provide strategic leadership.

In September 2011, with the support of the IBI Consulting Group, the Office of the Chief of Emergency Services Department undertook a strategic (high level) review of the City's emergency services needs and capabilities. The City's decision to undertake a review was driven by a commitment to public safety, which is paramount, and the perception that the delivery of emergency services may be inherently inefficient, particularly when considered in the following context:

- Organizational changes in June 2011 that resulted in administrative amalgamation of the City's emergency services into a single department, albeit the services continue to operate separately and independently,
- Overlap of Fire Services and EMS responsibilities frequently resulting in deployment of resources from both Services when they may not be required e.g., medical aid calls,
- Provincial expectations of municipally delivered Emergency Management services, which are on the rise,
- Involvement of multiple agencies in dispatch of municipal emergency services. Greater Sudbury Police Services provide 9-1-1 and dispatch for the City's Police and Fire services. MOHLTC dispatches the City's EMS. The two agencies operate independently from separate locations, using different staff, CAD/COM systems, operating protocols, standards, etc.
- Lack of interoperability of communications among the public safety dispatch agencies, which impedes

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information sharing and contributes to operational inefficiency and occasional delay in deployment of the correct resource,

- More streamlined models for public safety dispatch that other jurisdictions have implemented, ranging from physical co-location of dispatch services, to partial consolidation of functions, to complete integration, and
- Taxpayer fatigue with property tax increases, and pressure for City officials to contain both capital and operating expenditures pertaining to public sector service delivery.

The scope of the review was defined as a strategic (high level) review and the work plan consisted of the following tasks:

- Assembly of available documentation relevant to the delivery of Fire, EMS and Emergency Management services, including information on organizational structure, capital and operating budgets, business plans, internal documentation, and reports published by the City and others e.g., OMBI and MPMP.
- Interviews with key City personnel, including Emergency Services management, labour representatives for both Fire and EMS, and City executives responsible for the provision of corporate administration, Finance and HR support.
- An interview with personnel having management responsibility for the Greater Sudbury Police Services Communications Centre (i.e., the centre responsible for dispatching the City's Fire Services, in addition to its role as provider of 9-1-1 and dispatcher of Police Services).
- Review and synthesis of the assembled information, drawing as necessary from professional experience and knowledge of industry Best Practices, to identify and recommend options for improving delivery of the City's emergency services.

In addition, this review had a particular focus on potential opportunities that may be afforded by the recent departmental integration of the services, for example to:

- Enhance the effectiveness and efficiency of the services,
- Increase service coordination, and
- Improve the strategic administration of the services.

The office of the Chief of Emergency Services will serve as overall Lead for all recommendations in consultation with Department senior management, taking into account the availability of Departmental resources. Overall, there was a wide range of recommendations having potential to improve delivery of the City's emergency services, or to make service delivery more cost-effective. The availability of Department resources, which operate 24-7, 365 days per year will be a critical and necessary element for the success of each undertaking. Further when required, the use of third party expertise to augment in-house resources will be considered based on the assessment of the Chief's office.

In as much as the findings are based on information specific to the City of Greater Sudbury and on industry Best Practices, this was a strategic (high level) review and as such, some options will require further validation prior to outright implementation across the City. For example, where appropriate, consideration can be given to one or more pilot (demonstration) projects, or further research (e.g., by way of a feasibility study or business case analysis).

Given the wide range of recommendations, it is appropriate that this document include a suggested 'going forward' work plan, time table and recommendations for resourcing. This section of the report presents such a plan. Further, recommendations requiring City Council approval may be subject to further validation before being presented to the **Community Services Committee** by way of future Committee presentations and reports.

SUGGESTED GOING FORWARD WORK PLAN – February 14, 2012

RECOMMENDATION	RESOURCING	TARGET START	APPROVAL
RECOMMENDATIONS SPECIFIC TO FIRE SERVICES			
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
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
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 2013
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 2012
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
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
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
Investigate potential to re-establish Platoon Training program	Fire Chief & Chief Training Officer	Q4 2012	Departmental Senior Management Q2 2013
Review internal processes, and RMS and	Fire Chief, Deputy Chiefs &	Q2 2012	Departmental

RECOMMENDATION	RESOURCING	TARGET START	APPROVAL
technology requirements for Fire Fleet, Fire Training & Fire Prevention sections	senior section officers working with other Departmental personnel under the direction of the Chief of Emergency Services		Senior Management Q4 2012
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
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
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 Q3 2012
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
RECOMMENDATIONS SPECIFIC TO FIRE DISPATCH			
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
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
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
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
RECOMMENDATIONS SPECIFIC TO EMERGENCY MEDICAL SERVICES			
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	External consultant working under the direction of a Steering Committee consisting of Departmental Senior Management	Q4 2012	Community Services Committee Q2 2013

RECOMMENDATION	RESOURCING	TARGET START	APPROVAL
resource requirements and cost projections (both capital and operating).			
In accordance with amended Regulation 257/00 of the Ambulance Act, 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
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	Community Services Committee Q3 2012
RECOMMENDATIONS SPECIFIC TO FIRE & EMS			
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
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
RECOMMENDATIONS SPECIFIC TO EMERGENCY MANAGEMENT			
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	Community Services Committee Q4 2012
Secure Corporate support for Business Continuity Planning	Chief of Emergency Services & Community Emergency Management Coordinator	Q2 2012	Departmental Senior Management Q4 2012
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
CONSOLIDATION OF EMERGENCY SERVICES ADMINISTRATION			
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	Chief of Emergency Services in consultation with Departmental senior management.	Q2 2012	Departmental Senior Management Q4 2012

RECOMMENDATION	RESOURCING	TARGET START	APPROVAL
management			
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	Departmental Senior Management Q4 2012
CONSOLIDATION OF FIRE AND EMS OPERATIONS SUPPORT			
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	Departmental Senior Management Q1 2013
FULL INTEGRATION OF EMERGENCY COMMUNICATIONS SERVICES			
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	Community Services Committee Q3 2012
COMPLETE INTEGRATION OF THE CITY'S EMERGENCY SERVICES			
Implement a Pilot Project intended to trial one or more specific initiatives by which to 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	Working Group consisting of Fire and EMS personnel working under the direction of Departmental senior management	Q2 2012	Departmental Senior Management Q4 2012
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	Under Review
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

RECOMMENDATION	RESOURCING	TARGET START	APPROVAL
TRAINING TOWER & CLELC			
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
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
SUCCESSION PLANNING / MANAGEMENT TALENT			
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	Departmental Senior Management Q4 2012
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 Emergency Services staff at the District / Platoon Chief level and above should be required to attend	Q2 2012	Departmental Senior Management ongoing
BUSINESS AND QUALITY MANAGEMENT SUPPORT			
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
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	Departmental Senior Management Q4 2012