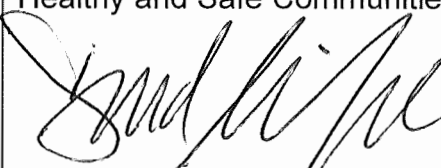




CITY OF HAMILTON
HEALTHY AND SAFE COMMUNITIES DEPARTMENT
Hamilton Fire Department

TO:	Chair and Members Emergency and Community Services Committee
COMMITTEE DATE:	June 6, 2019
SUBJECT/REPORT NO:	Hamilton Fire Department Service Delivery Plan (2019 – 2028) (HSC19026) (City Wide) (Outstanding Business List Item)
WARD(S) AFFECTED:	City Wide
PREPARED BY:	Linda Button (905) 546-2424 Ext. 3104
SUBMITTED BY:	David Cunliffe Chief, Hamilton Fire Department Healthy and Safe Communities Department
SIGNATURE:	

RECOMMENDATION(S)

- (a) That the Hamilton Fire Department Service Delivery Plan (2019 – 2028) attached as Appendix “A” to Report HSC19026, with no financial impact to the 2019 budget, be approved;
- (b) That staff be directed to submit capital and/or operating budget requirements, to support the Hamilton Fire Department Service Delivery Plan (2019 – 2028) to the appropriate budget process(es) for consideration, as required; and,
- (c) That the item respecting the Hamilton Fire Department Service Delivery Plan be removed from the Outstanding Business List.

EXECUTIVE SUMMARY

The Hamilton Fire Department Service Delivery Plan (2019 – 2028) provides direction for delivering fire protection and rescue services over the coming decade. The Plan serves as a road map for the Hamilton Fire Department (HFD) to navigate through challenges and capitalize on opportunities. It outlines the critical initiatives and actions that the HFD will implement in the coming years in order to achieve its twelve objectives. It is a living document that will continually evolve and improve as new

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information is gathered and analysed beyond the ten-year period identified. As each year is complete and the Plan is reviewed and revised, an additional year of objectives and initiatives will be included. Therefore, the Plan will remain a perpetual ten-year plan.

The Plan describes the current level of service delivered by the HFD and discusses challenges faced by the HFD both present and future. These challenges relate to the significant growth that has occurred and continues to occur in rural/suburban areas such as Waterdown, Binbrook, Upper and Lower Stoney Creek. In addition, the Community Risk Assessment (2018), included in the Plan, identifies potential risks that pose challenges for the HFD including: Assembly Occupancies such as schools and restaurants with high seating capacity; Institutional Occupancies including group homes, retirement homes, health care facilities and correctional facilities; Residential Occupancies such as detached homes, attached high density, high-rise and multi-unit dwellings; and Industrial Occupancies that house highly hazardous materials. The Community Risk Assessment also identified risks related to severe weather, increased traffic and congestion, narrower streets and the topography of Hamilton that is attracting more people to waterfalls, bodies of water and heavily wooded trails along the escarpment.

In areas where the increasing risk profile due to growth exhausts current resources, even after optimization, the HFD is looking to progressively manage growth. This will be achieved by addressing the highest risks first and strategically transitioning in enhancements or additional resources. Growth areas of the city present an opportunity for the HFD to further utilize the composite model (career and volunteer fire fighters). The Plan proposes to increase the level of composite operations in high growth areas of the city to maintain service delivery through the addition of daytime crews from the career response and an increase in volunteer response. These changes will result in a requirement to change service delivery boundaries with the potential to impact area rating. The Plan also identifies a requirement to construct two new fire stations in the growth areas of Waterdown and Upper Stoney Creek.

There are operational challenges in some areas of service delivery that need to be addressed immediately. In other areas, where future growth is planned, the HFD will analyse situations to determine when further actions are required to address service levels and mitigate risk.

The Plan identifies the importance of building and cultivating meaningful partnerships within the City and outside of the organization. As such the Plan outlines initiatives to be undertaken to coordinate with City Departments and Divisions and expand external partnerships with educational institutions, community agencies, cultural organizations, businesses and industries to develop and disseminate public safety information.

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Finally, the Plan outlines the need to enhance performance metrics for each Division in the HFD and communicate these both internally and externally. This will enable the HFD to monitor, evaluate and improve performance, utilizing a results-based accountability approach. Demonstrating the level of service delivery through performance metrics will enhance the value for money proposition of the services being delivered to the citizens of Hamilton.

Alternatives for Consideration – Not Applicable

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: Preliminary costs have been estimated based on identified actions with known/anticipated financial impacts. These are outlined in the Financial Forecast Section 6.0 of the Service Delivery Plan. However, all funding requests will be further defined and integrated into the City's annual capital and operating budget processes for approval within the applicable year.

Service delivery boundary changes may have the potential to impact area rating.

Staffing: Business cases for staffing enhancements will be provided to Council for consideration and approval during the annual budget cycle.

Legal: N/A

HISTORICAL BACKGROUND

In the fall of 2016, Hamilton's City Council authorized the Chief of the HFD to develop a ten-year plan for the delivery of fire and rescue services to address current challenges based on Hamilton's risk profile and past growth and to plan for future growth.

The HFD is an all-hazards operation that serves a city of over half a million people through three levels of service: Career emergency response services in urban areas, volunteer (paid on call) emergency response services in rural areas and a Composite emergency response service with a mix of career and volunteer for suburban areas of the city. Hamilton is a city with a complex risk profile based on its diverse geography, growth and development, industrial sector, transportation network, demographics and climate among other factors.

The HFD delivers a wide range of services through 26 stations utilizing over 850 personnel. These services support the three lines of defence set out by the Office of the Fire Marshal and Emergency Management (OFMEM):

- Line 1: Public safety education
- Line 2: Safety standards and enforcement
- Line 3: Emergency Response

The first line of defence relates to prevention and emergency preparedness through public education and planning, while the second line of defence ensures Code compliance and safety standards through inspections, drills, monitoring and permits. Failing the first two lines of defence, response is the last line of defence against emergencies which includes suppression activities, rescue operations, disaster response, medical services, hazardous materials operations and emergency training and exercises. However, the goal of any Fire Department is to reduce the need for emergency response by focusing activities on the first two lines of defence, public safety education and safety standards and enforcement. The HFD's Service Delivery Plan includes initiatives and actions that address the three lines of defence with an emphasis on the first two lines of defence.

Prior to the amalgamation of Hamilton, the five neighbouring municipalities effectively structured and resourced their own fire services to meet the needs of their communities. The consolidation of these fire services under the amalgamated City of Hamilton initially sustained effective levels of response. However, as the rural areas have transitioned to suburban areas and the suburban areas have transitioned to urban areas and with continued growth expected, the HFD now faces challenges in providing required service levels and achieving an effective firefighting and rescue response.

An effective firefighting and rescue force (EFRF) consists of a minimum of four apparatus each staffed with four firefighters (minimum of 16 firefighters). It is critical that a convergence of an EFRF is achieved in a timely manner to initiate the required operational functions at a single-family residential structure fire or at a rescue scene to safely start to mitigate the situation.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS

- *Fire Protection and Prevention Act, 1997*
- Establishing and Regulating By-Law 19-034

RELEVANT CONSULTATION

Engagement was a key component in developing the Service Delivery Plan, both internally and externally. The HFD engaged with residents, community partners, City Departments, HFD frontline personnel, HFD leadership and City Councillors through various methods including surveys, meetings, consultations, emails and workshops. Consultations led to the formation of many of the Plan's objectives as well as the four Guiding Principles that framed the objectives.

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ANALYSIS AND RATIONALE FOR RECOMMENDATION(S)

Following amalgamation, areas of the city have experienced significant growth and continue to experience growth. Such growth has changed the risk profile of these areas resulting in a level of service delivery being provided that no longer matches the level of service now required.

The Service Delivery Plan is the result of a comprehensive analysis of current and historical data including a Community Risk Assessment, predictive analytics, internal operations review, an enterprise risk management audit and consultations with stakeholders

Through consultations conducted by staff and in alignment with the City's Corporate Culture, four principles were identified to guide the development of the Plan:

- Optimized Service Delivery
- Exceptional People and Performance
- Robust Collaboration and Integration
- Reduced Risks for a Healthier and Safer Community

Staff conducted a detailed comprehensive analysis to develop the Plan that included:

- Updating and expanding the Community Risk Assessment
- Supporting the development of diagnostic and predictive analytics tools
- Analysing current and historical response data
- Review of internal operations including consultations with HFD Division staff and detailed analysis of Division data
- Participation in an enterprise risk management audit led by Audit Services
- Scan of relevant internal and external strategic plans and legislation
- Engagement of City Councillors, City leaders and key community stakeholders through an online survey
- Consultations with HFD leadership team
- Engagement of residents through a telephone and online survey

Twelve objectives were identified as a result of the development process. These objectives and corresponding initiatives and actions support the City's Strategic Plan Priority of ensuring Hamilton is a Healthy and Safe Community. The objectives align with the Plan's Guiding Principles as follows:

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Optimized Service Delivery	Exceptional People and Performance	Robust Collaboration and Integration	Reduced Risk for a Safer Community
Innovative and effective use of technology	Skilled and diverse workforce	Coordination with City Departments/ Divisions/HFD	Community Risk Assessment response
Revenue generation opportunities	Healthy, inclusive and engaged workplace culture	Collaboration with external partners	Resourcing community growth demands
Existing resources efficiently utilized to maximum potential	Professional development opportunities		Code Red response
Enhanced customer value proposition			

The initiatives and actions required to achieve the above objectives are presented in Section 5.0 of the Service Delivery Plan along with timeframes for implementation.

The Enterprise Risk Management Audit along with an internal review of operations and consultations with staff and HFD leadership identified internal challenges such as lean staffing levels, inexperience of new personnel, utilizing and modernizing technology, budgetary pressures, potential legislative changes and insufficient space in some facilities and stations.

The approach to implement the initiatives and actions is designed to progressively manage these challenges through three steps:

- First, optimize existing resources
- Second, identify necessary resources to fill current gaps in service delivery
- Third, identify resources required for future growth

Through defining the current level of service delivery and identifying gaps in services and resources, the Plan explores opportunities for optimizing existing resources to mitigate risks in the community. For example, the Plan will seek to maximize apparatus functionality, ensure the optimal use of facilities and conduct a strategic review of some Divisions. The Plan also identifies opportunities to create a multi-functional workforce through cross-training of personnel. The Plan will help to maximize the potential of personnel by supporting their professional development and promoting a healthy, inclusive and engaged workforce. Furthermore, the Plan presents strategies for effective use of technology, generating revenue and enhancing partnerships.

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ALTERNATIVES FOR CONSIDERATION

None

ALIGNMENT TO THE 2016 – 2025 STRATEGIC PLAN

Community Engagement and Participation

Hamilton has an open, transparent and accessible approach to City government that engages with and empowers all citizens to be involved in their community.

Healthy and Safe Communities

Hamilton is a safe and supportive City where people are active, healthy, and have a high quality of life.

Our People and Performance

Hamiltonians have a high level of trust and confidence in their City government.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report HSC19026: Hamilton Fire Department Service Delivery Plan
(2019 – 2028)