



Report To:	Manitoulin-Sudbury District Services Board
From:	Robert Smith, Chief of Paramedic Services
Date:	Sept. 27, 2017
Re:	Paramedic Services Reorganization – Issue Report

## **Recommendation**

That this report be accepted by the Manitoulin-Sudbury District Service Board as direction for an evolutionary change to the Paramedic Services management structure, recognizing the progression of both strategic and tactical requirements, and accepting the goal of effectiveness through appropriate roles and responsibilities for specific positions within the department. This direction would see a move to 24/7 on-site Superintendent coverage from the current 17.5-hour on-site coverage with 6.5 hours of daily on-call coverage. Additionally, the direction would see the elimination of the Commander of Training position, with an associated addition of a second Deputy Chief position, the intent is to make the above stated changes within the existing budget envelope through reallocation of current dollars from budget lines that would no longer be required.

## **Background**

Paramedic Services is the largest department within the Manitoulin-Sudbury DSB, operating as an emergency service on a 24/7 basis. Responding to approximately 8,400 calls for service per year out of 12 stations, with a compliment that is approaching 150 full and part time Paramedics, this service is essential to the communities we serve. Paramedic Services includes 72% of the DSB employees, 37.5% of the physical infrastructure and 80% of the DSB vehicles, while the department accounts for only 47% of the overall gross DSB budget and 61% of the DSB net Municipal budget.

## **History**

In assessing the efficiency and effectiveness of Paramedic Service staffing in this submission, there are many factors that must be considered. Changes to the service model, specifically related to the management team evolution is an important consideration. Manitoulin-Sudbury DSB Paramedic Service has undergone significant changes since the 2004 service assumption.

Throughout the period since inception, a series of strategically directed management personnel changes have been made in effort to address emerging needs. The two original Superintendents worked Monday to Friday from 8:30 a.m. to 4:30 p.m., while taking on-call coverage for the remaining hours each week. In 2005, the DSB brought on a Deputy Chief position resulting in a management team of four with one administrative support position.

In 2007, the two Superintendents were moved to a rotational design, allowing for on-site coverage from 7:00 a.m. through 11:00 p.m., with on-call coverage during all remaining hours. In late summer of 2010, a third Superintendent was added to the management team. This corresponded with a move to scheduled on-site work 17.5 hours of Superintendent weekday onsite coverage, and 12 hours of weekend onsite coverage.

In 2010, the Commander of Training position was added to the management team. This position has continued to evolve, and now includes management of Paramedic certification compliance, Community Paramedicine and the ongoing Non-Urgent Patient Transfer Pilot Project, in addition to the development and delivery of mandated training programs.

In late 2014, the DSB Board approved a request to migrate the Manager of Quality Assurance to a 4th Superintendent position, resulting in 17.5 hours of onsite coverage 7 days per week. Additionally, a second Administrative Assistant position was added to address increasing administrative demands. The Superintendent schedule has remained stagnant since March of 2015.

While the management team structure has evolved as set out herein, Manitoulin-Sudbury DSB Paramedic Service has also amended the Paramedic staffing profile as a measure to address increasing call volumes and stakeholder expectations. Progressive deployment model changes, historically identified as “5 year plans”, have resulted in a 97.5% increase in staffing since assumption in January of 2004. It must be noted that this number includes the integration of Wikwemikong in May of 2004. If the Wikwemikong assumption were to be excluded, the increase would be 64% since 2004.

In the spring of 2016 the Manitoulin-Sudbury DSB, Paramedic Service was subject to a tri-annually scheduled MOHLTC Ambulance Service Review. Every aspect of legislative responsibility and compliance was reviewed and the service performed extremely well, however 8 recommendations for improvement were received. A general review of these recommendations has revealed that some of the areas for improvement revolved around our diminished on-site Supervision and lack of adequate senior administrative depth. A review of supervisory, management and senior administrative structures of other comparable paramedic services have confirmed that opportunities for improvement in our structure exist.

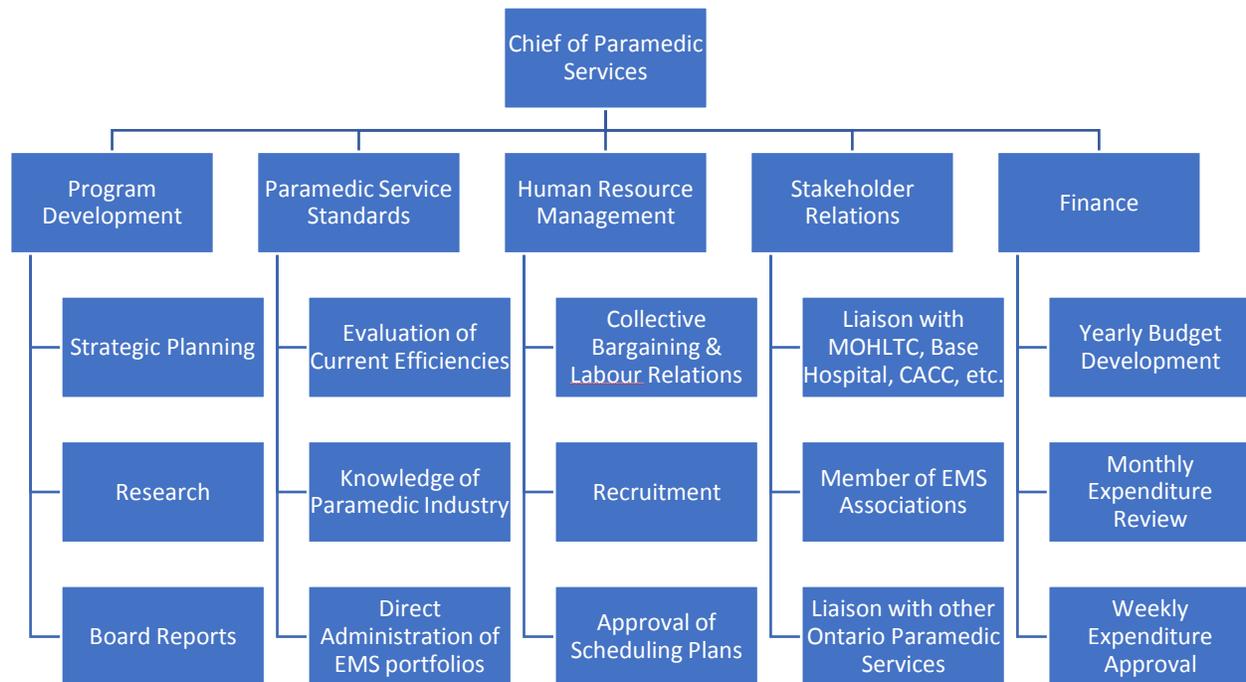
Operational effectiveness of Paramedic Services requires significant integration by front line supervisors. Such involvement results in an optimal environment for overall success, while lack of supervisory oversight will often result in decreased workplace satisfaction and increased level of complacency, something detrimental in any Emergency Service. While Paramedics generally work unsupervised, there must be supervisory capacity that addresses the impact from loss in staffing, mitigates deployment compliance challenges, and ensures legislative responsibility for the health and safety of staff. The Superintendent also serves as the liaison to allied agencies and the incident command for all major events. The Paramedic Service is a 24/7 emergency services with 72% supervisory coverage (meaning that a supervisor is on-duty 72% of the time).

### **Current Structure**

The current Paramedic Service administrative structure has been consistent for the past number of years with established roles and responsibilities designed upon needs that have evolved commensurate to the that of the industry at a Provincial level. The following is a brief description of each of the positions and proposed positions within the Paramedic Service management team. Following each description is a graphical breakdown of generalized tasks involved within that positions portfolio. These tasks are not all encompassing but provide general requirements needed to operate an ambulance service within the province of Ontario. As with any progressive organization, tasks are very fluid and can be reassigned or shared by multiple personnel dependent on timeframes and significance of the requirement. There is some collaboration and crossover between certain portfolios. It is important to confirm that the Deputy Chief portfolios are being proposed in a manner that will ensure skill development and potentially succession capacity by rotating the Deputy Chief portfolios every two years, creating improved managerial oversight and capacity to a more appropriate level while fostering teamwork within the management structure. With respect to the Superintendent portfolio, it must be noted that historic design was based upon geographic assignment of work, while the proposed changes will be premised on a platooning of staff reports and thus a human resource based workload.

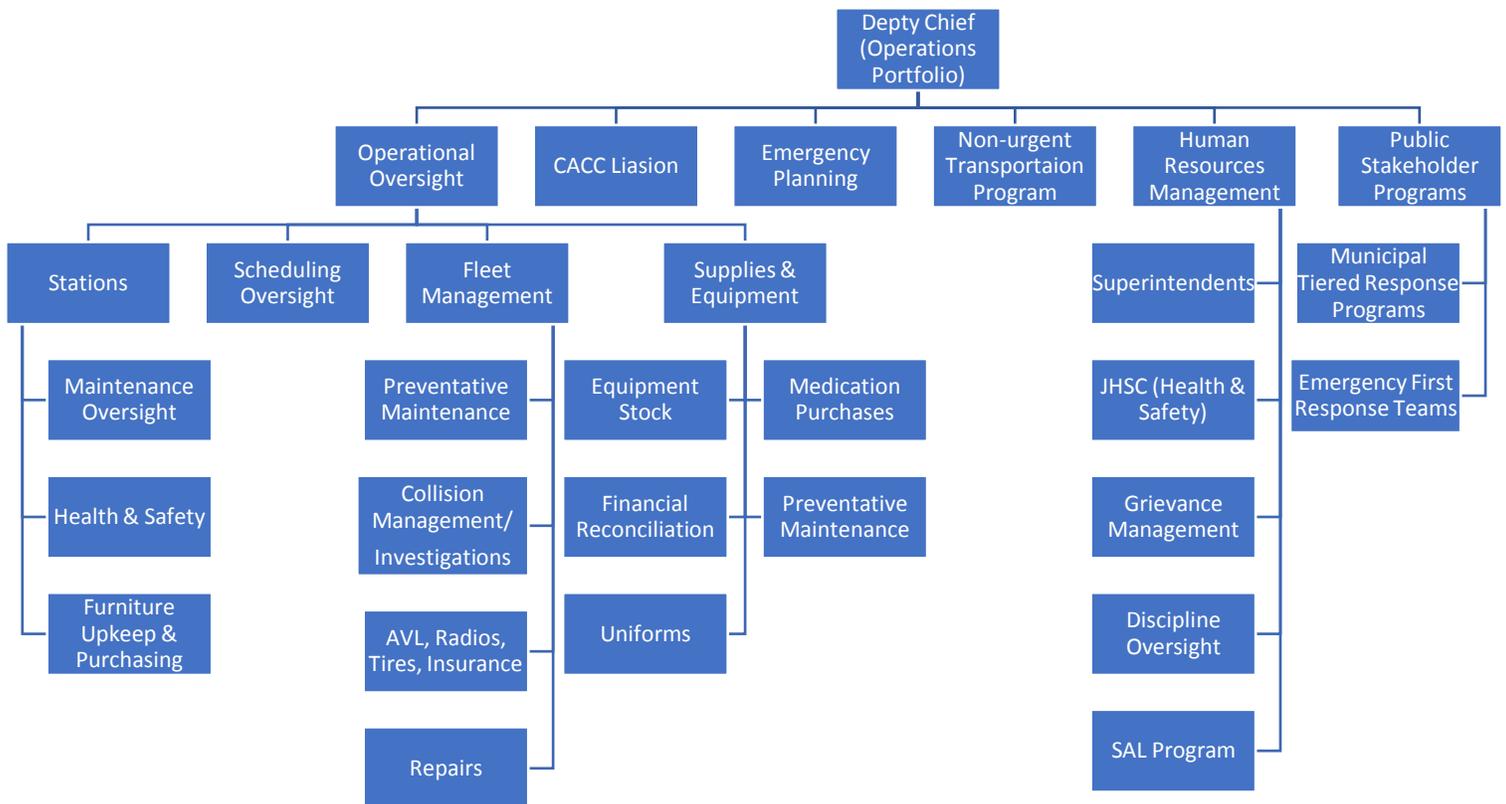
## Chief of Paramedic Services

Reporting to the Manitoulin-Sudbury District Service Board Chief Administrative Officer, The Chief of Paramedic Services provides overall strategic direction, leadership and planning for Paramedic Services within the Sudbury-Manitoulin DSB jurisdiction. Additionally, the Chief is responsible for oversight of operations, Professional Standards and Education portfolios, while acting as the liaison with allied agencies and the wider health sector. With specific consideration for departmental vision and integration of the service into the DSB direction, the Chief makes recommendations to the CAO and Board for improvement of the Paramedic Service.



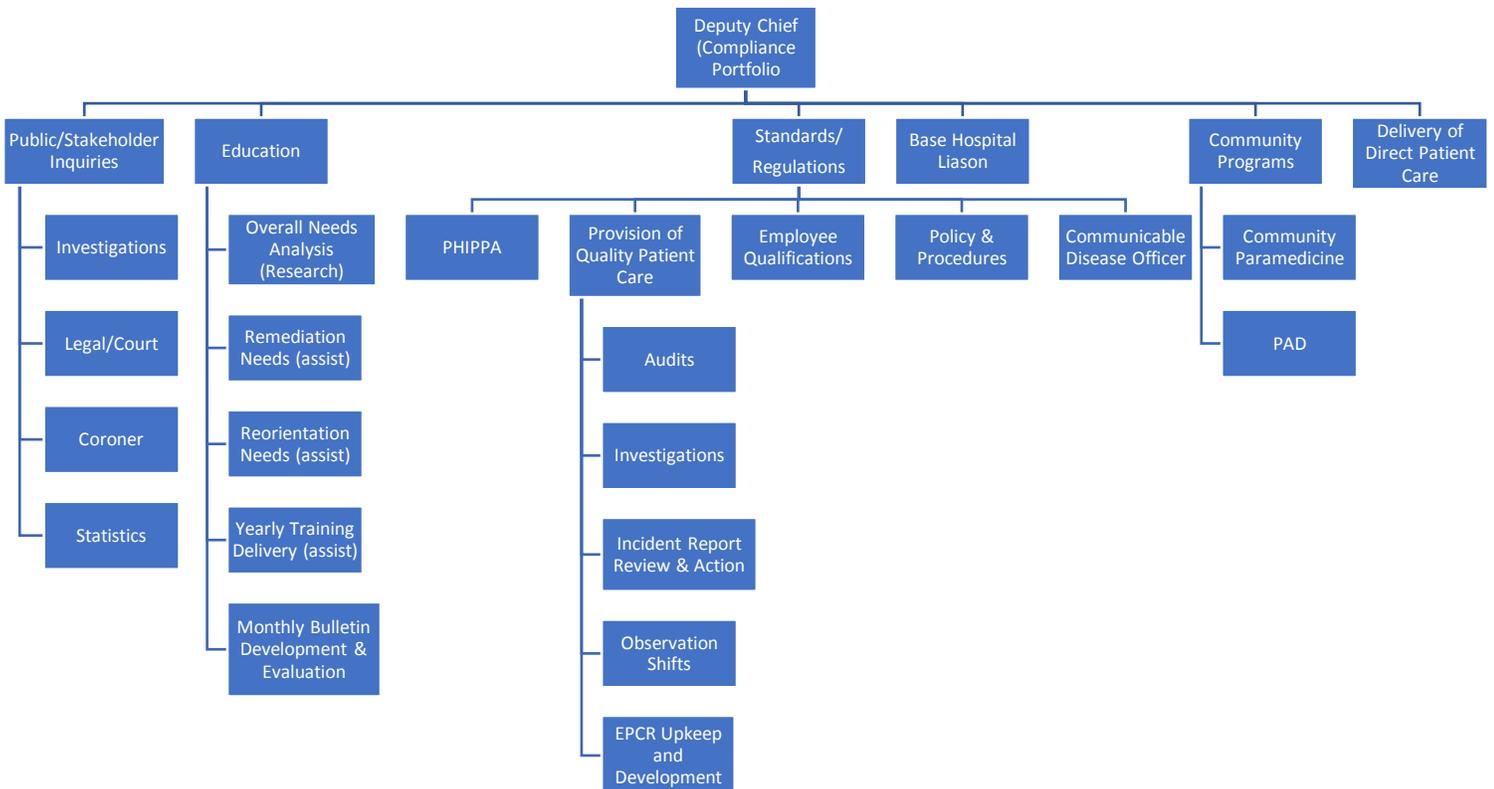
## Deputy Chief (Operations Portfolio)

Reporting to the Chief of Paramedic Services, the Deputy Chief is responsible operational oversight, including deployment model staffing compliance, logistics and tactical implementation of the strategic vision to meet Emergency Services demands. The Deputy Chief is responsible to design, develop, implement and revise systems and processes revolving around departmental operations. To achieve this the provision of leadership with clear direction and guidance is essential. Communications both internally with subordinates and superiors as well as externally with stakeholders is key in the overall success of the Paramedic Services.



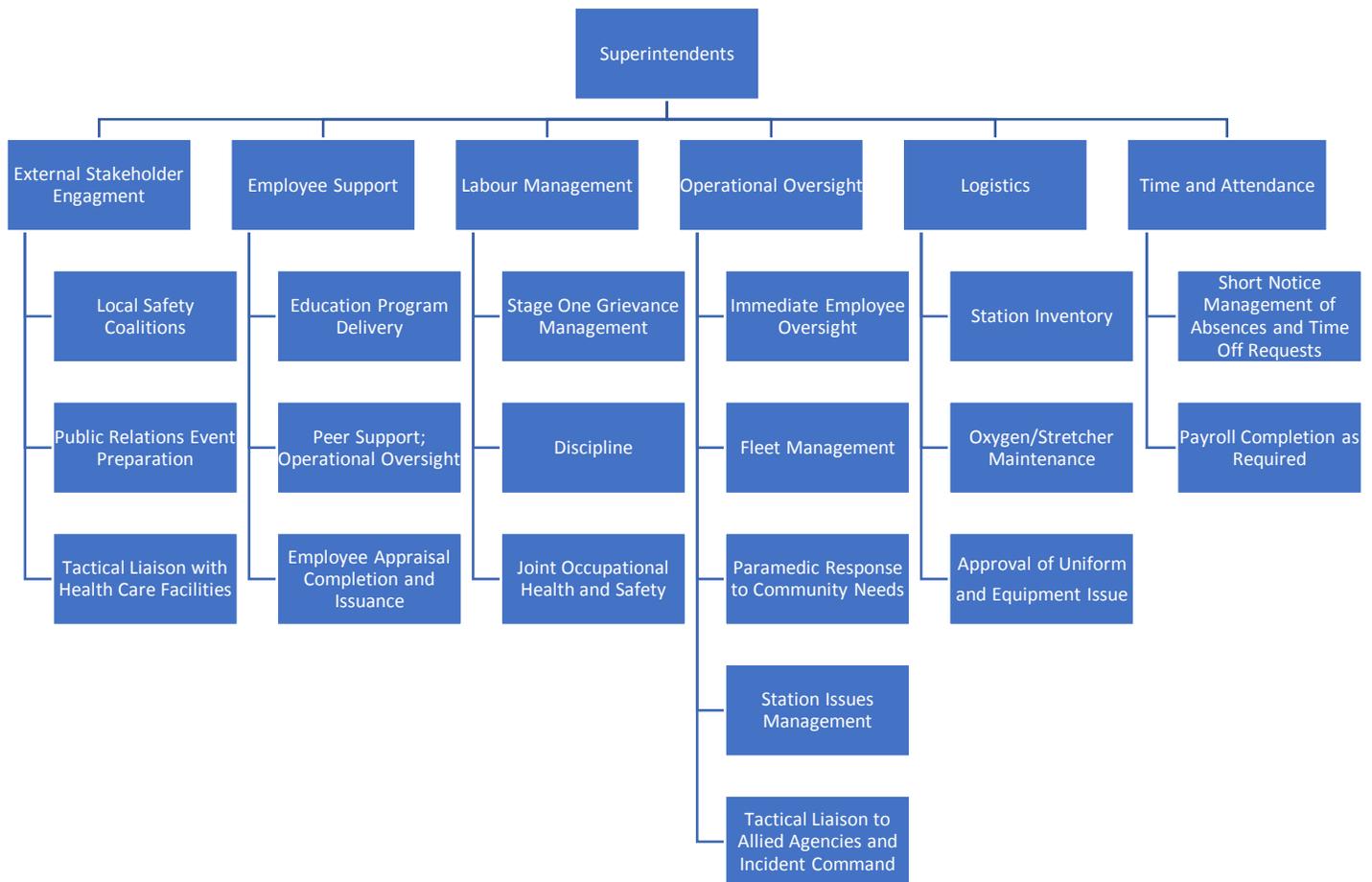
## Deputy Chief (Compliance Portfolio)

Reporting to the Chief of Paramedic Services, the Deputy Chief is responsible for ensuring continuous quality and improvement through effective monitoring, evaluating, investigation and reporting to improve the service's goal of holistic patient care. This portfolio will also be responsible for ensuring compliance with all regulatory Standards, and will assess information and trends in Paramedic Services that the department is accurately providing the best possible service. The Deputy Chief is responsible to design, develop, implement and revise systems and processes revolving around departmental operations. To achieve this the provision of leadership with clear direction and guidance is essential. Communications both internally with subordinates and superiors as well as externally with stakeholders is key in the overall success of the Paramedic Services. Working closely with other portfolios they ensure quality patient care and effective Paramedic skills and ensure safe work practices and operation of patient care equipment including ambulance response and usage.



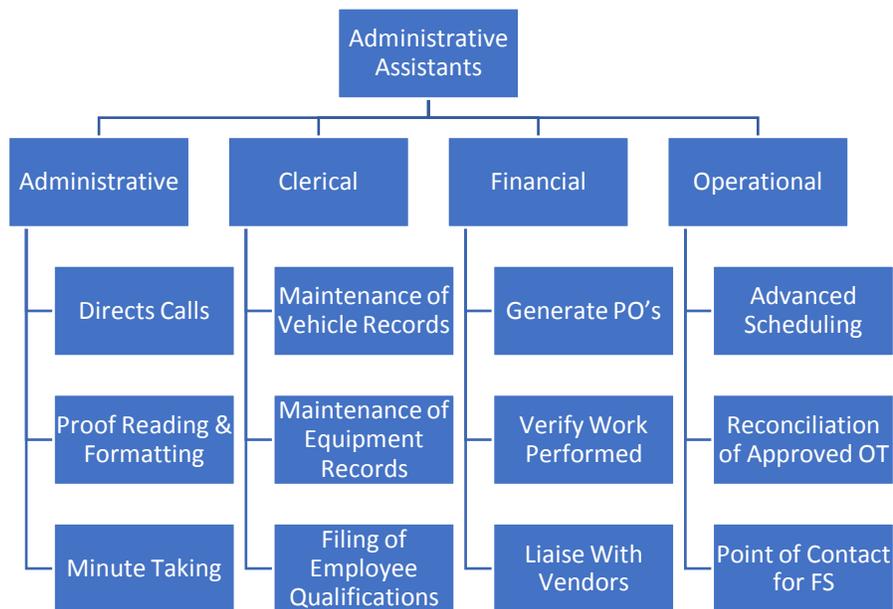
## Superintendent

Reporting to the Deputy Chief of Paramedic Services Operations Portfolio), the Superintendent position is currently held by 4 full time managers with assistance of 7 Relief Superintendents who backfill absences to ensure established service coverage. The Superintendent is responsible for tactical oversight of daily operations ensuring that structures, programs, systems and processes meet all requirements set out in Legislation, Standards, policy and procedure across the deployment system. Superintendents are the front-line supervisor for Paramedics and as such are the first point of contact to mitigate service challenges. The Superintendent also manages employee performance, including issuance of discipline and management of labour issues. Of prime importance is the staffing of Paramedic stations in accordance with the approved staffing pattern, using the time and attendance solution to address risks. As an emergency service that is operational on a 24/7 basis, the Superintendent is the incident command representative for the DSB.



## Administrative Assistants

Reporting to the Chief of Paramedic Services, the Administrative Assistants provide a full range of support to designated programs for the Manitoulin-Sudbury DSB Paramedic Service. Keys responsibilities include the promotion and support of services and agendas. Moreover, the Administrative Assistants are responsible for communications with external stakeholders, documentation formatting for internal and external communication and clerical function meeting legislative requirements. Each of the Administrative Assistants have a divided portfolio that includes either logistics, or human resources/scheduling. Their knowledge of the full suite of business software associated with the work of the DSB and the service is essential.



## Comparators

For this proposal, it is necessary to consider other Paramedic Services from across the Province. Six of the nine other services in Northern Ontario were assessed to confirm human resource allocation of Full Time Equivalents (FTE), fleet inventory and station assets. While roles and responsibilities do change, the designation of Deputy Chief has been identified and entered a one metric.

<b>Paramedic Service Comparators</b>	City of Greater Sudbury	<b>Manitoulin-Sudbury DSB</b>	Thunder Bay	Cochrane DSSAB	Sault DSSAB	Rainy River DSSAB	Timiskaming DSSAB
Full-time Equivalents (FTE's) Paramedics (FT staff + 0.5 of PT staff)	118	<b>107</b>	75	63	47	42	34
Number of Ambulances	23	<b>23</b>	13	21	9	10	9
Number of PRUs	6	<b>4</b>	2	2	1	2	0
Number of Support Units	2	<b>0</b>	1	2	0	2	1
Number of Administration Vehicles	5	<b>0</b>	2	3	1	1	3
Number of stations	6	<b>12</b>	5	8	2	4	3
Number of Deputy Chiefs	3	<b>1</b>	2	1	1	3	3

## Proposed Solution

The positive evolution of the Manitoulin-Sudbury DSB Paramedic Service has been continuous since service assumption in 2004. The advancements in deployment modeling and staffing profiles have been in response to changes in the role of Paramedics within health care, legislative changes and furtherance of consumer expectations.

This submission proposes three changes to the management structure of Paramedic Services. The changes are listed below;

1. The current Superintendent deployment model of 17.5 hours of onsite supervision with 6.5 hours of on-call supervision is proposed to increase to ensure 24 hour daily Superintendent coverage. The change will allow for a more closely mirrored deployment to the operational need.
2. The introduction of a second Deputy Chief position is proposed. Each of the two Deputy Chief positions would hold identical job descriptions, but each incumbent would hold a portfolio that could be exchanged on a predefined duration. This process would help to ensure a fulsome understanding of the service and would help to ensure an effective succession program for the Paramedic Service. One

Deputy Chief Portfolio would include, operations, logistics, labour relations and non-urgent program delivery. The second Deputy Chief Portfolio would include Professional Standards, Education and Community Paramedicine. A singular job description also has the benefit of allowing elements of the portfolio to be reallocated between the two positions as required.

3. The position of Commander of Training is proposed to be eliminated following the introduction of the second Deputy Chief.

### **Assessed Benefits**

With respect to the 24/7 Superintendent coverage, the benefits to such a migration include the capacity of the team to monitor and manage operational issues in real time, to undertake additional management tasks not previously effected, and capacity to support the needs of front line Paramedics across the entire deployment area.

The move from 17.5 hours to 24 hours of on-site coverage would equate to a 37% increase of on-site direct supervision. It should be noted that the current annual deployment for each of the 4 Superintendents includes 1,820 hours onsite with 593 hours on-call. The proposal would eliminate the annual 593 on-call hours per Superintendent, but would increase each Superintendent's onsite hours to 2,184 annually. The current annual salary for Superintendents is \$93,412 would increase by 7.5% to 100,418 annually. A cost analysis is completed in the Financial Impact section of this report.

The current system design requires on-call coverage of Superintendents between midnight and 6:30 a.m. Historically, Superintendents have utilized a DSB vehicle to travel when on-call. The move to 24/7 Superintendent coverage will negate the need for Superintendent access to DSB vehicles for on-call coverage. Additionally, calls taken normally by the Superintendents are forwarded to a call center during on-call hours. 24/7 on-site coverage would negate the need for the contracted service.

The benefits of the move to a two Deputy model includes the capacity to manage ever increasing responsibilities for Paramedic Services. Additionally, the concept allows for effective succession planning for the organization. Applying a portfolio model to the position allows for altering activities on a biannual basis to ensure both Deputies can develop a well-rounded understanding of the service, serving to increase managerial oversight and capacity to a more appropriate level.

## Fiscal Impact

The shift of the Superintendent incumbents to a 24/7 shift cycle would require a shift from 1,820 annual hours to 2,184 annual hours. There would also be a reduction from 593 annual on-call hours per Superintendent to zero on-call hours. The increase in on-site hours would require an amended salary. The costs associated with this increase would be completely offset by savings from reduced vehicle utilization, and contracted services.

2017 Superintendent Salary Range	\$79,849	\$83,043	\$86,364	\$89,819	\$93,412
Proposal Annual Range (7.5% top end Increase with 2% step reduction)	\$92,621	\$94,512	\$96,440	\$98,409	\$100,417

The annual salary increase from the current set would top out at \$7,005. For this amount, the staff would work an additional 364 onsite hours and the annual on-call would be reduced from 593 hours to zero. If the actual hours were multiplied by the current hourly consideration, the costs would have been more than \$15,000 per Superintendent. The proposed amount of slightly over 100K is consistent with neighboring services of a similar deployment model, fleet size and human resources allocation. The proposed changes would see the budget line associated with full time Superintendent wages increased by \$28,020 based upon 2017 wage rates.

The current Paramedic Services budget has a line allocated to Northern Communications, the vendor who takes phone calls once the Superintendent team moves to on-call status each day. Northern Communications is budgeted at \$8,000 annually and these dollars would be reallocated to the Superintendent wage line.

The current deployment model requires a fleet inventory of four Superintendents vehicles. The proposed model would reduce the need for such an inventory by one. The current cost for a Superintendents vehicle is \$57,536 and based upon the seven-year amortization cycle an annual savings of \$8,219 would be realized and these funds would be reallocated to the Superintendent salary line for a total of \$16,219.

As each of the Superintendents is currently able to use a DSB vehicle for travel to and from home during on-call shifts, an estimated cost for maintenance, fuel and insurance related to such travel is being set at \$12,000 annually. This conclusion relates to the 104,000 kilometers driven, divided by four to represent the total km driven for on-call coverage. The total costing for the four vehicles of \$48,000 divided by four would equate to \$12,000 annually attributed to the on-call vehicle movements and these savings would be reallocated to the Superintendent salary line for a total of \$28,219. Therefore, the additional annual cost of \$28,020 for Superintendent wages based upon 2017 wage rates, would be eliminated by the reallocation of \$28,219 from other budget lines listed above.

Without assessing further cost avoidance benefits, and rationalization of workload, and while only assessing the specific three metrics herein, the necessary dollars for the increase to the Superintendent salary are found. As such, the proposal is revenue neutral by contracting in services and eliminating unnecessary fleet costs.

The costs associated with the move to a two Deputy model would be salary only. The redeployment of Superintendents to a 24/7 coverage model will result in a compression issue for the Deputy Chiefs; however, funding for programs such as Community Paramedicine will offset necessary salary increases.

2017 Deputy Chief Salary Range	\$85,059	\$88,461	\$92,000	\$95,679	\$99,507
Proposal Annual Range (10% over top end Superintendent with 2% step reduction)	\$101,883	\$103,962	\$106,084	\$108,249	\$110,458

The proposal for movement to a 2 Deputy Chief model, with the associated elimination of the Commander of Training would see one Deputy Chief position requiring an annual salary increase of \$2,376 at the entry level rate. The second Deputy Chief position would involve an increase from the current Commander of Training position (which will be eliminated) which currently tops out at \$93,412 to the entry level rate of a Deputy Chief at \$101,883, an increase of 8,471. The initial cost for both Deputy Chiefs would be approximately \$10,847. The total budgetary impact for both Deputy Chief increases would be found well within the current Community Paramedicine annual funding envelope of \$28,000.

The impact for this evolution would be net zero as long as the North East LHIN continues to fund the Community Paramedicine program. The MOHLTC has clearly announced their intention to make the 6-million-dollar pilot funding for Community Paramedicine permanent and the funds will flow through the provincials LHINs.

## **Conclusion**

The progressive evolution of Manitoulin-Sudbury DSB Paramedic Services proposed in this Issue Report will allow for a significant improvement in the direct management of the service delivery in real time, while increasing the role of the Superintendent team in an extremely efficient manner. While the progression of Superintendents to a 24/7 model will have a revenue neutral impact on the budget, the change will result in a compression challenge for the deputy Chief level. Utilization of funding streams such as Community Paramedicine will mitigate the compression without impacting on the budget. The move to a 2 Deputy Chief model will ensure succession planning can be established in a manner that will build future leaders within the organization.

Staff are recommending that the Board direct the CAO to move forward with a 24/7 onsite Superintendent coverage from the current 17.5-hour onsite coverage with 6.5 hours of daily on-call coverage and create a second Deputy Chief position while eliminating the Commander of Training position.