

ITEM	11
MANAGER'S REPORT NO.	4
COUNCIL MEETING	1983 01 17

Re: REVIEW OF FIRE DEPARTMENT ORGANIZATION

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT this report be received for information purposes.

REPORT

Background

By adoption of Item #1, Manager's Report No. 31, 1982 05 10, and Item #4, Manager's Report No. 46, 1982 08 09, the Council approved the carrying out of a review of the Fire Department organization. That review was to be conducted by a joint union/management task force, with the assistance of Western Management Consultants Ltd. One of the first tasks which the joint group undertook was the drafting of specific terms of reference for the project, and those are attached as Appendix I to this report.

Task Force Report

The joint union/management task force has now completed its deliberations and prepared a report, with the assistance of the consultant, for the Municipal Manager. Copies of that report are attached for Council members only, and are available on request for others, in the office of the Municipal Manager.

In considering its assignment, the Task Force developed criteria against which different organizational forms could be judged; developed alternative organizational forms which would meet the needs of the Department and the Corporation; and then assessed each organizational form against the previously developed criteria. The report entitled "Recommendations of the Joint/Union Management Task Force" contains the results of interviews carried out by the consultant with forty people, respecting the Fire Department; sets out a list of objectives for the Department developed by the Task Force; describes the criteria for the evaluation of organizational alternatives; referred to above, and presents an organization which, in the opinion of the Task Force, is the preferred alternative for the Department.

Discussion on Task Force Report

The main thrust of the report is to set in motion a process which, over the next two to five years, would put in place a new organization which offers clear lines of accountability, clear succession planning, and balanced spans of control. Reference to the organization chart indicates that, when implementation is complete, the Department would be headed by a Fire Chief, to whom would report two Deputy Fire Chiefs, one with responsibility for operations, and a second Deputy Fire Chief with responsibility for administration and fire prevention. Both of those individuals would be clear candidates for succession to the Fire Chief's position. Also reporting to the Chief, although at a somewhat lower classification level, would be the Department's training officer, who might well also be a possible candidate for succession to the Fire Chief's position, and certainly to either of the Deputy Fire Chiefs' positions.

One of the principal concepts embodied in the report and its recommendations is the concept of manpower planning. The purpose of designing a structure which will go gradually into place over a two to five year time span is to make provision for the identification, training and career development of individuals in the Department now for succession into positions vacated by retirement of the current Director - Fire Services within approximately two years, and the current Chief - Fire Operations some three years after that.

A principal objective of the Task Force was to identify all possible means by which it would be possible to have the next and future fire chiefs appointed from within the Burnaby fire service. With that objective in mind, then, recommendations #2 and #3 have to do with the development of a manpower plan which will identify strong possible candidates for promotion, and develop a comprehensive program of career development, training and education and personal study for all of the candidates for deputy fire chief and fire chief positions.

In the interim, the position of Assistant Chief - Personnel Scheduling will be confirmed, inasmuch as this temporary position has proven invaluable to the Department in improved scheduling and significantly reduced overtime.

While no additional positions will be added to the Department at present with the first phase of the implementation of the plan, provision has also been made in the organization structure for the possible addition in the longer term of two positions which are not now part of the staffing within the Department: that of Fire Pre-planning Officer and Public Education Officer. Responsibility for the pre-planning function currently rests with the Acting Assistant Chief who handles personnel scheduling matters; it is expected that in time this important function may require a full time person. Similarly the concept of a public education officer, proposed in the Fire Prevention and Control Plan, may become necessary in time, with the continually increasing emphasis on fire prevention as a major part of the Department's strategy.

It should be noted that there will be the short term potential for some marginal cost increase associated with the designation of two Deputy Fire Chief positions, when the Chief - Fire Operations and the Assistant Chief - Personnel Scheduling are ultimately abolished. Reference will have to be made to the G.V.R.D. Labour Relations Department, in order to consider proper classification levels for these positions. No estimate has been made of the long term costs of other changes in establishment, inasmuch as the timing is unknown at present, as are the classification levels for those positions.

The report has been reviewed and approved by the Management Committee.

ITEM 11  
MANAGER'S REPORT NO. 4  
COUNCIL MEETING 1983 01 17

Conclusions

The process of developing the recommended organization structure, and the report now before Council has not been an easy one, although it has been a rewarding process. The report represents a good level of understanding about the Department and its functions. The Municipal Manager, as a member of that Task Force, would be remiss if he did not comment on the quality of the Task Force. This report is the product of a frank exchange of firmly held views and a careful examination of those views which, in the Manager's opinion, has led to the development of an organization structure that meets the short and long term needs of the Fire Department, and the Corporation; and it has the support and endorsement of the Burnaby Firefighters' Association, Local 323, IAFF. Failing any contrary direction from Council on receipt of this report, work will begin immediately on the implementation process.

\* \* \* \* \*

ITEM	11
MANAGER'S REPORT NO.	4
COUNCIL MEETING	1983 01 17

143

TERMS OF REFERENCE

REVIEW OF FIRE DEPARTMENT ORGANIZATION

I PURPOSE

To examine the form and structure of the Burnaby Fire Department, and to make recommendations to the Manager, on the current organization, and whether it best meets the current and future needs of the Corporation generally and the Department specifically. It should be clear that the Review will examine positions and their relationship to each other rather than any examination of individual personalities.

II PHASES OF THE REVIEW

1. Approval of the Terms of Reference by Task Force and Council, with input from the consultant.
2. Develop criteria against which organizational forms can be judged, i.e., provision for clear accountability, succession planning, training etcetera.
3. Develop alternative "ideal" organizational forms which could meet all identified needs, and compare those alternatives to the criteria described in (2).
4. Prepare recommendations for the Manager on a preferred organization, with an analysis of the pros and cons for that recommendation.

JOINT UNION/MANAGEMENT TASK FORCE

The task force which will act as the steering committee for the project, and to direct the work of the consultant, will be comprised of the following:

/2

(  
(  
-2-

Municipal Manager  
Director Administrative and Community Services  
Director - Fire Services  
Chief - Fire Operations  
President, Burnaby Fire Fighters Association, Local 323  
Vice-President, Burnaby Fire Fighters Association, Local 323  
Secretary, Burnaby Fire Fighters Association, Local 323  
Treasurer, Burnaby Fire Fighters Association, Local 323  
Past President, Burnaby Fire Fighters Association, Local 323

ACCESS BY THE CONSULTANT

The consultant will have access to, and will be expected to interview, all members of the task force. In addition, the consultant will have access to other members of management within the Corporation generally, as needed, and will have access to members of the Burnaby Fire Fighters Association, in a manner to be determined by the task force. It is expected that the consultants would, at a minimum, also interview all Assistant Chiefs within the Department, and a number of other personnel including Captains, Lieutenants and Fire Fighters.

TIMING

It is expected that the consultants will begin working with the task force early in September, with a final report to be prepared by the end of November 1982.

BUDGET

The budget for this project is \$10,000, for all fees and expenses of Western Management Consultants.

THE ROLE OF THE CONSULTANT

Western Management Consultants in this study will act largely in the role of process consultant, although their expertise in assessing and recommending organizational forms will be required.

Acting in the "process consultant" role will include amongst other things the following:

/3

ITEM	11
MANAGER'S REPORT NO.	4
COUNCIL MEETING	1983 01 17

( i 51

- Assisting the task force in determining the most effective means of carrying out the study.
- Interviewing selected and designated persons.
- Analyzing the results of interviews, and preparing a summary of findings to the task force.
- Working with and assisting the task force to reach agreement on the nature and importance of each of the problems and areas of concern identified, the objectives to be satisfied, and the criteria to be used in evaluating alternatives.
- Developing, with the assistance of the task force, alternatives that might be considered to address areas of concern and achieve the objectives identified.
- Preparing and presenting a discussion paper on alternatives.
- Documenting the findings and conclusions of the task force.
- Preparing a draft final report.
- Being available for presentation and/or discussion of that report with the Municipal Council.

\* \* \* \*

ITEM

11

MANAGER'S REPORT NO.

4

COUNCIL MEETING 1983 01 17

BURNABY FIRE DEPARTMENT

Organization Review

December 1982

Recommendations of the  
Joint Union/Management  
Task Force

BURNABY FIRE DEPARTMENT

Organization Review

December 1982

On August 9, 1982, the Burnaby Municipal Council approved a recommendation to engage Western Management Consultants to work with a Joint Union/Management Task Force to study the organization of the fire department.

The purpose of the review was to examine the form and structure of the Burnaby Fire Department, and to make recommendations to the Manager, on the current organization, and whether it best meets the current and future needs of the Corporation generally and the Department specifically.

The joint union/management task force was comprised of the following:

Municipal Manager  
Director Administrative and Community Services  
Director - Fire Services  
Chief - Fire Operations  
President, Burnaby Firefighter's Association, Local 323  
Vice-President, Burnaby Firefighter's Association, Local 323  
Secretary, Burnaby Firefighter's Association, Local 323  
Treasurer, Burnaby Firefighter's Association, Local 323  
Past-President, Burnaby Firefighter's Association, Local 323

In addition to establishing terms of reference for the study and directing the work of the consultant, the role of the Joint Union/Management Task Force was to:



- develop criteria for evaluating alternative organization forms
- determine alternative organizational forms which could satisfy the needs of the department and evaluate them against criteria established, and
- prepare recommendations on a preferred alternative for consideration by the Municipal Manager.

The role of the consultant in the study was to:

- interview each member of the Task Force, all Assistant Chiefs, selected personnel from other ranks, and other personnel both within and outside the department as agreed and directed by the task force
- summarize and report the results of the interview program to the Task Force, identifying major areas of concern related to the purpose of the review
- work with and assist the Task Force to agree upon objectives and criteria to be used in evaluating alternatives, identify and evaluate alternative structures, and develop recommendations, and
- document the results of the study and the recommendations approved by the task force.

During the course of the study the consultant, under the direction of the Task Force, interviewed 40 people, including both existing and recently retired employees of the Department and selected personnel outside the Department. The results of these interviews were presented and discussed with the Task Force on November 10, 1982.

During this and a series of subsequent meetings, the Task Force discussed and agreed upon:

- key Fire Department objectives
- related areas of concern and issues that needed to be addressed
- the role of the Fire Chief and desirable criteria and qualifications for Fire Chief candidates
- criteria that should be used in evaluating organizational alternatives
- a number of possible alternative organization structures that might satisfy the needs of the Department, and
- possible actions that might be taken to address the areas of concern identified and achieve Fire Department objectives.

Selected alternative organization structures were evaluated by the Task Force using the criteria established, a preferred alternative was identified and the timing and approach that might be taken in introducing changes recommended by the Task Force were discussed and agreed upon.

#### RESULTS OF THE STUDY

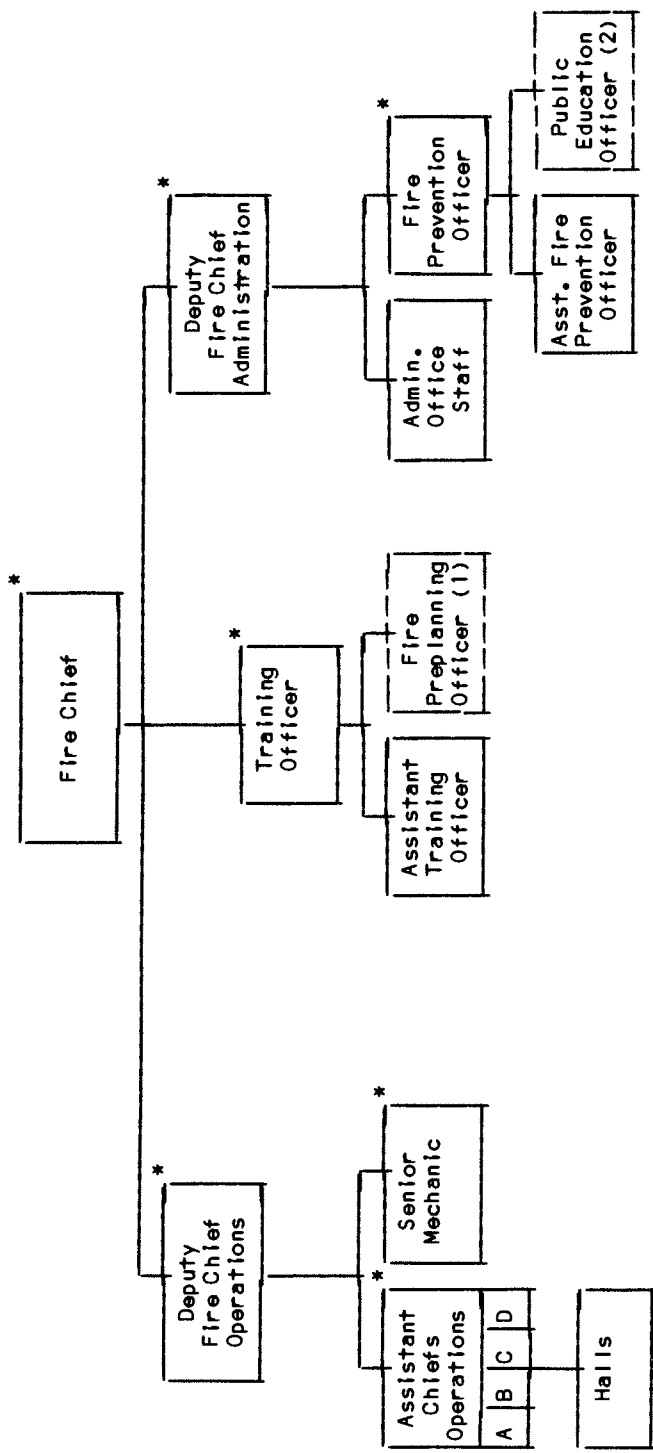
The results of the study are summarized in the recommendations outlined below. These recommendations were approved by the Task Force on December 10, 1982.

Appendix A briefly summarizes the results of the interview program that were presented and discussed with the Task Force on November

FIGURE 1

BURNABY FIRE DEPARTMENT

Organization Structure - Preferred Alternative



NOTES

1. Possible future position as and when the need and workload dictates.
2. Possible future position as discussed in the Fire Prevention and Control Plan.

GENERAL DESCRIPTION

- a) Organizational lines show chain of command, direct line management responsibilities and reporting relationships. A free flow of lateral communication and working relationships would occur in the normal day-to-day operation of the organization.
- b) Fire Department Advisory Committee members are identified with an asterisk.
- c) The reporting relationship of the Training Officer recognizes the importance of training to the Department and the role of the Training Officer in co-ordinating and providing training to all areas of the organization and in assisting the Fire Chief in ensuring that senior officers receive the management training and development required. The Training Officer would also eventually assume responsibility for co-ordinating the Department's fire pre-planning program.
- d) The structure provides at least two obvious positions for the promotion, training and development of potential candidates for the Fire Chief position. It is anticipated that positions below the three positions reporting directly to the Chief would also provide opportunities for the job rotation of potential candidates for the Deputy positions.
- e) The Deputy Fire Chief-Administration position would be responsible for general administration, personnel scheduling and fire prevention, and for determining steps that might be taken to improve departmental administrative efficiency and effectiveness. Normal operational administrative responsibilities, e.g. responsibility for hose, equipment, clothing, maps, etc. would continue to be held by the Assistant Chiefs - Operations.
- f) The Training Officer would seek advice and obtain direction from a Training Steering Committee.

10, 1982. Appendix B summarizes the results of discussions by the Task Force during subsequent meetings, including Fire Department objectives, desirable criteria and qualifications for Fire Chief candidates and the criteria that was used for evaluating organizational alternatives. Appendix C shows the existing organization structure.

#### SUMMARY OF RECOMMENDATIONS

1. That the name of the committee currently known as the Board of Administration be changed to the Fire Department Advisory Committee to more clearly define their managerial responsibilities as an advisory committee to the Director - Fire Services.
2. That the Director Administrative and Community Services, with input from the Director - Fire Services and the other members of the Fire Department Advisory Committee, develop an organization and manpower plan for the Burnaby Fire Department which would lead, between two and five years from now, to the creation of the organization structure shown in Figure 1 opposite.
3. That the organization and manpower plan identify and define the steps required to prepare at least one and preferably between two and four potential candidates for the position of Fire Chief, who would be qualified for promotion to one or more of the senior positions reporting directly to the Fire Chief within a two to three year period.
4. That a position of Assistant Chief, Personnel Scheduling, having the same responsibilities as those currently held by the Acting Assistant Chief, Administration, be established as a permanent position until the position of Deputy Fire Chief, Administration is created. The position of Assistant Chief, Personnel Scheduling would continue until the current incumbent vacates the position, at which time it would be eliminated.
5. That the Director - Fire Services, with input from the Fire Department Advisory Committee, prepare recommendations for the Director Administrative and

Community Services on position responsibilities and requirements for each senior position in the proposed new organization structure, including the qualifications that potential candidates for promotion should possess.

6. That the Director Administrative and Community Services identify the specific training and qualifications that potential candidates for the position of Fire Chief should have and, with input from the Director - Fire Services, identify courses and design a training program that would prepare potential candidates for senior management.
7. That the Director - Fire Services work with the Fire Department Advisory Committee to continue to identify ways in which other Fire Department personnel could be provided with improved management training and development opportunities, either through in-house training, external training, job rotation or exposure to specific work experience or learning opportunity situations.
8. That steps be taken as soon as possible to reduce the current heavy level of dependence on the knowledge and skills of one man to administer the Department's personnel scheduling system.
9. That the Director - Fire Services, as the head of the Fire Department, and the Director Administrative and Community Services, and through him, the Municipal Manager, determine and take the steps necessary to develop and maintain improved communications and relationships between the Fire Department and Municipal Hall.

APPENDIX A

BURNABY FIRE DEPARTMENT  
ORGANIZATION REVIEW

RESULTS OF THE INTERVIEW PROGRAM

---

**APPENDIX A****RESULTS OF THE INTERVIEW PROGRAM**

---

The following briefly summarizes views expressed during the interview program that were presented and discussed with the Joint Union/Management Task Force on November 10, 1982.

- General operational performance of the Department:
  - no major concerns or dissatisfaction expressed
  - Department generally viewed as one of the best
  - high level of pride exists within the Department
  - operational performance below the Captain or at the Fire Hall level has not been adversely affected by concerns at the senior management level
  - Department generally well-equipped
  - not considered to be overstaffed.
- Officer training programs:
  - are viewed very positively by all personnel interviewed
  - receive high level of enthusiasm, support and commitment
  - introduction of training programs considered to be long overdue
  - viewed as one of the best things to happen in the Department
  - training programs are making a major contribution in upgrading skills, increasing understanding of Department operations and improving communications
  - training recognized as important.

- Morale and attitude:
  - has improved significantly in the last one to two years
  - improvements are attributed to a number of things including the training program, and improvements in communication and union/management relations.
- The personnel scheduling system works well.
- The Fire Prevention and Fire Operations Branch are now working more closely together.
- Many of the captains are now younger and keen to develop their skills and get ahead; there is a high level of confidence that the Department will develop qualified candidates for promotion.
- There is a need to create a higher level of trust between the Fire Department and Municipal Hall management.
- Many expressed concern that:
  - changes will be made that would upset the current improving situation
  - an attempt would be made to take the Assistant Chiefs out of the union
  - training programs might be curtailed.
- Some concern was also expressed regarding promotion policies and practices.
- There is a high level of concern that the Municipality would find it necessary to go outside to hire a new Fire Chief in the future.
- Most feel that the current organization structure is operating satisfactorily at this time and do not recommend any change in the near future.
- There is a general unhappiness about the titles of "Director - Fire Services" and "Chief - Fire Operations" and a desire to return to the titles of "Fire Chief" and "Deputy Fire Chief" after the current Director - Fire Services retires.



- The addition of a Lieutenant has been recommended at No. 1 Fire Hall.
- Concern was expressed regarding the lack of back-up for the acting Assistant Chief, Administration.
- The current organization structure and the manner in which the Department operates tends to:
  - isolate the "Director - Fire Services" position, and
  - place a heavy burden of the "Chief - Fire Operations" position.

V282/9

---

APPENDIX B

BURNABY FIRE DEPARTMENT  
ORGANIZATION REVIEW

RESULTS OF TASK FORCE DISCUSSIONS

- a) Fire Department Objectives
  - b) Criteria for the Evaluation of Organizational Alternatives
  - c) Role of the Fire Chief
  - d) Desirable Criteria and Qualifications for a Fire Chief Candidate.
-

**APPENDIX B**

**BURNABY FIRE DEPARTMENT OBJECTIVES**

---

- To establish a team that works well together to plan, equip itself and deliver the best possible service in the most efficient manner.
- To have the next and future Fire Chiefs appointed from within the Burnaby Fire Service, and determine what needs to be done to achieve this objective.
- To avoid any deterioration in the manner in which the Department is currently operating.
- To develop the calibre of people required to manage the Department effectively and provide the leadership required in an emergency situation.
- To take the steps required and operate in a manner that will provide for the development of the management as well as the technical capability required in the Department so that it can be run effectively as a business.
- To make sure training receives the priority it should have to achieve the above, both internal and external if necessary.
- To establish and maintain good communications between the Fire Department and Municipal Hall to ensure that Fire Department objectives and requirements are communicated, understood and accepted, and that Municipal Hall has confidence in Fire Department management.
- To have an ongoing, positive and effective influence on the development of the B.C. Fire Service.

CRITERIA FOR THE EVALUATION OF  
ORGANIZATIONAL ALTERNATIVES

A good organization structure should:

- Be operationally effective.
- Be self-disciplining in the area of manpower planning and succession, i.e. be capable of generating capable people with potential for promotion within the Department and possibly beyond.
- Provide a clear chain of command and good vertical communications with well defined and understood levels of responsibility and authority.
- Provide for reasonable spans of control.
- Have a reasonable level of acceptance within the Department.
- Have a reasonable distribution of workload in key management positions.
- Provide for a rational grouping of responsibilities.
- Ensure good lateral communications and working relationships between functions.
- Recognize the relative importance or priority of key functions and objectives, e.g. training.
- Have the flexibility to accommodate future requirements, e.g. additional Fire Halls.
- Be apparent that the department would be making progress and moving in a positive and beneficial direction towards meeting its future requirements.

ROLE OF THE FIRE CHIEF

- Provide leadership and overall management direction and co-ordination in the Department, define and assign responsibilities and delegate accordingly.
  - Determine future requirements and develop long-range management plans to effectively address or capitalize on trends and anticipated or developing conditions, problems or opportunities.
  - Develop and maintain effective relationships with Municipal Hall; represent Fire Department interests and ensure that Fire Department objectives and requirements are satisfied.
  - Ensure that Fire Department personnel receive the training and development required to develop them to their maximum potential (in-house training, external training, job or work experience, exposure to learning opportunity situations).
-

DESIREABLE CRITERIA AND QUALIFICATIONS  
FOR FIRE CHIEF CANDIDATES

---

- Experience within the Burnaby Fire Department.
- Experience at each level within the Department up to at least the Assistant Chief level.
- An initiator who is capable of and will act independently.
- Able to lead and motivate Fire Department Personnel.
- Able to communicate effectively with the Fire Department union and with municipal hall management.
- Has a proven track record that clearly demonstrates an ability to satisfy requirements in each previous position.
- Has the confidence and respect of Fire Department personnel and municipal hall management.
- Has experience and/or understanding of all facets of Fire Department operation.
- Has an understanding of the political process involved in the management of municipalities and be able to generate influence through to Council level decision.
- Ideally would have at least 5 years of service left before retirement.
- Be able to make decisions.
- Has demonstrated a willingness to prepare for promotion by taking training opportunities made available.
- Has the ability to perceive and understand problems and opportunities and/or anticipate their development in the future.
- Has effective writing (written communication) skills.
- Be flexible; receptive and open to ideas, suggestions, alternatives; able to adjust thinking.
- Demonstrates and generates enthusiasm.
- Has successfully completed, or is prepared to complete, training specified as required to qualify for the position.

APPENDIX C

BURNABY FIRE DEPARTMENT  
ORGANIZATION REVIEW

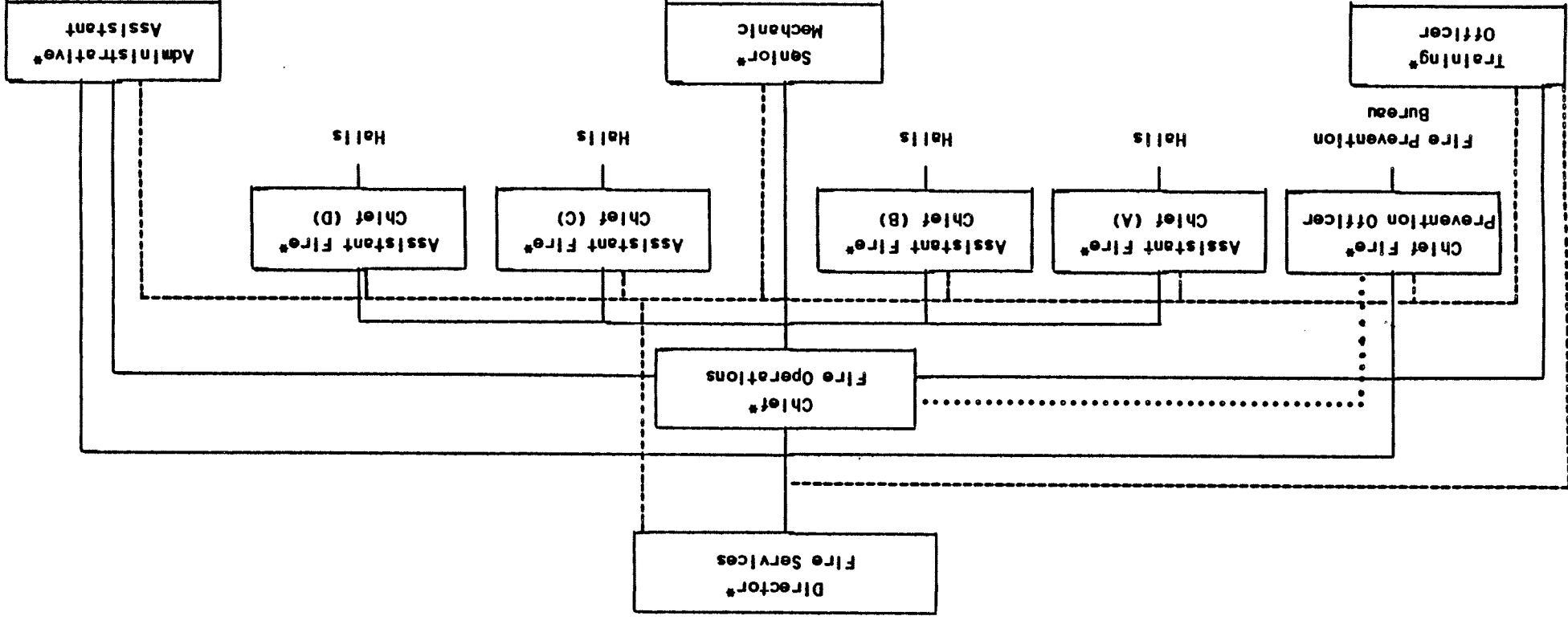
EXISTING ORGANIZATION STRUCTURE

---

THE CORPORATION OF THE DISTRICT OF BURBARY  
FIRE DEPARTMENT ADMINISTRATION

APPENDIX C

Existing Organization Structure



- a) ————— Indicates command structure.
- b) - - - - - Indicates reporting relationships on matters related to policy, the relationship of the Department to other Departments and community and other matters as assigned.
- c) ..... Indicates liaison on operational matters.
- d) \* Indicates Member of the Board of Administration.

V282/9

NOTE: This Chart does not show Acting Assistant Chief - Personnel & Scheduling, since the position until now has been a temporary one.