

TORONTO STAFF REPORT

October 21, 2005

To: Community Services Committee

From: Buce K. Farr
Chief and General Manager, Toronto Emergency Medical Services

Subject: Toronto Emergency Medical Services (TEMS) Uniform Policy

Purpose:

The purpose of this report is to present the results of the internal review of Toronto EMS uniform assignment practices, and to seek Council's affirmation that the present practices should be accepted as the Toronto EMS Uniform Policy.

Financial Implications and Impact Statement:

There are no immediate financial implications, as the cost of the assignment and issuance of all Toronto EMS uniforms – both to unionized and non-unionized staff – are already provided for in the Toronto EMS uniform budgets. Any change to the financial implications will only result if Council determines there should be a change to the present Toronto EMS uniform practices.

The Deputy City Manager/Chief Financial Officer has reviewed this report and concurs with the financial impact statement.

Recommendations:

It is recommended that:

1. Toronto City Council adopt this report regarding the uniform assignment and issuance practices of Toronto EMS;
2. Toronto City Council affirm that the present uniform assignment and issuance practices be accepted as the Uniform Policy of Toronto EMS, consistent with the uniform protocols described in Appendix 'A'; and

3. As required, the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Background:

At its meeting of April 12, 13 and 14, 2005, City Council adopted the November 29, 2004 report of the Auditor General's office (Audit Committee Report # 1, Clause 1(b)) regarding its review of the Toronto Emergency Medical Services Operational Support section. In the report, Recommendation #11 directed that "*the Chief/General Manager, Toronto Emergency Medical Services, develop a policy respecting the provision of uniforms to Toronto Emergency Medical Services staff, in particular, management staff who do not normally conduct field visits, outlining the justification and costs for this practice.*"

Comments:

Need For Uniforms:

Toronto Emergency Medical Services, like many other municipal agencies and divisions within the City of Toronto, is a 'uniformed' public service. Toronto EMS is recognized the world over by its images, and for the work of its staff. As an example, the rock group Rolling Stones have used Toronto as the 'tour practicing' base for their last two world tours and, through a set of medical circumstances, now carry Toronto EMS labelled medical equipment, and have tour staff who were trained in automatic defibrillator use by Toronto EMS Education staff.

Uniforms serve a variety of purposes, which include: the need for patient-care-scene visibility (i.e., knowing who the medical contacts/authority are for any medical care situation), the need for service accountability/authority (i.e., who is medically or operationally 'in charge'), and the need for public identifiability (i.e., who represents Toronto EMS at public service events). They are also defined by colour (historically, white for management, blue for worker) and accoutrements (e.g., epaulettes, regardless of shirt colour, are inscribed with increasing numbers of stripes, which designate increasing levels of medical or operational rank, based on the numbers of stripes).

High standards of dress, deportment and grooming are universally recognized as marks of a well-trained, disciplined and professional service. Toronto EMS uniform styles conform to work-specific dress models, incorporating necessary elements of employee health, safety and security features, and styling, which are appropriate in environments which require a more formal presentation when representing the City of Toronto.

Types of Uniforms:

Toronto EMS uniforms fall into one of three main forms of dress: Operational Dress, Occupational Dress, and Dress Uniform. Operational and Occupational Dress, by far, constitute the majority of uniform issuance considerations to most staff. A fourth category exists under the heading of 'Mess Kit' but this is reserved for senior staff only, and is used in highly limited, protocol-specific circumstances.

Each of these forms of dress is purpose-created for the specified role the employee fulfills through their employment. While each of the various role-specific uniforms may be available, a "universal issue" policy does not exist within Toronto EMS. As such, employees are only issued the uniform dress that they are entitled to based upon their role within the Service.

Distribution of Uniforms:

Toronto EMS has 1143 employees, composed of unionized, exempted and management staff. Further, the Service is broken down into "uniformed" and "non-uniformed" staff, comprised of unionized and management workforces. There are a total of 128 Local 79 staff (mostly Emergency Medical Dispatchers, with the balance being mostly cleaners and clerical staff), 904 Local 416 staff (mostly paramedics, with the balance being fleet staff, scheduling staff, and equipment services staff), and 111 Management and excluded staff.

Presently, the breakdown of Uniformed versus Non-Uniformed Staff is as follows:

Uniformed versus Non-Uniformed Staff (with Union affiliation)

Classification	Uniformed	Non-Uniformed
Management	109	0
Paramedic (416)	851	0
Crew Scheduler (416)	16	0
Liaison Officer (416)	2	0
Garage (416)	13	0
Facilities (416)	7	0
Stores/Equipment Retrieval (416)	15	0
Emergency Medical Dispatcher (79)	96	0
IT Analyst (79)	0	1
Methods Analyst (79)	0	3
Geodata Clerk (79)	1	0
Clerical/Administrative (79)	0	19
Facilities (79)	8	0
Excluded	0	2
Total	1118	25

Uniforms for Patient Care Delivery Purposes:

As with other Emergency Services, staff with ‘operational’ medical certification and skills are employed in both Management and Unionized workforces. While the primary role for direct patient care services falls within the Unionized Paramedic category, Management staff in EMS Operations, and within other program areas where they are certified as ‘Paramedic’, provide patient care services on a daily basis, when and as required.

In addition to Paramedic-certified Management staff working in EMS Operations, Toronto EMS has a significant number of Paramedic-certified Management staff who work in the three other

program areas of the service, specifically, EMS Program Development, EMS Operations Support and the Toronto EMS Central Ambulance Communications Centre (CACC).

It is critical that Management staff, including those that do not normally conduct field visits, be uniformed, or have at their disposal full uniforms, so that they can perform patient care duties and, as such, be readily identifiable to the public or other agencies as staff qualified to provide these services.

Uniforms for Contingency Purposes:

Like Toronto Police Service and Toronto Fire Services, and all other EMS Services in the Province of Ontario, key components in the enhancement of operational preparedness and readiness includes having Management staff maintain their professional (Paramedic) certification. During times of civil emergency, labour disruption, or instances where the service's ability to respond to emergency calls is challenged, Toronto EMS deploys its qualified Management staff to provide operational emergency response support as necessary.

In addition to supplementing Paramedic staff during periods when regular EMS resources are overextended, or in times of civil emergency, qualified Management staff from all areas of Toronto EMS perform a variety of support, frontline management and patient care duties at special events and mass gatherings throughout the year. Examples of this include: World Youth Day in 2002, the Molson Rocks for Toronto Concert in 2003, and annual events such as Gay Pride celebrations, Salsa on St. Clair, the Beaches Jazz Festival, the CNE, Festival of the Danforth, and the Molson Indy.

In addition to patient care duties; members of the Management Team have specific duties in the event of a civil emergency or mass casualty incident. As prescribed by the Divisional Emergency Plan, in support of the City of Toronto Emergency Plan, Management staff perform a variety of roles both in the field and at various command and control locations as identified by the municipal Incident Management System (IMS). Through IMS, staff are key components in the response, mitigation and recovery elements of a civil emergency.

Maintaining a core cadre of certified and appropriately equipped Management staff, in addition to unionized Paramedic staff, enhances the City's ability to readily respond to incidents, regardless of the scale or circumstances.

Uniforms for Rank Purposes:

While uniforms play an integral role for patient-care-delivery purposes, they have an equal role in defining rank and structure within Toronto EMS. This applies to both the field setting and the administrative setting. In the field, uniforms are designed to communicate who has operational/service authority, first by shirt colour, and then by epaulette designation. In the administrative setting, uniforms also play a pivotal role, in defining what rank any one individual has in the organization.

A significant example is in the EMS Education Unit of the Program and Professional Development and Service Quality Section. EMS Education Co-ordinators provide EMS Education sessions to paramedics twice a year. While paramedics are in the classroom setting, they are under the immediate direct supervision of EMS Education Co-ordinators. This level of supervision is invoked in such cases where, for example, paramedics are required to attain acceptable passing levels for certain training modules, or where they are required to demonstrate skill proficiency in recertification standards, or where they may have to take other medical or operational direction from the EMS Education Co-ordinator. In these instances, the EMS Education Co-ordinator is viewed as holding equal authority to a regular Operational Supervisor. A key defining attribute is their ability to introduce disciplinary or remedial processes, if absolutely necessary.

All EMS Education Co-ordinators are qualified paramedics, and are available to serve in any operational supervisory or contingency augmentative role, if necessary, or for any public visibility (i.e., public relations) role. Either of these assignments requires the use of a uniform.

Additional examples include a number of other EMS non-operational units, where a designation of rank is required to confirm supervisory authority over unionized workers, and which is consistent with the practices that have existed for over 25 years, where supervisory authority has been recognized by uniform and epaulette markings.

Uniforms for Public Visibility Purposes:

A number of non-operational EMS Supervisory/Co-ordinator staff perform roles that are directly related to community outreach, or community or public health support, or public relations, or Professional Standards activities. These staff wear issued uniforms so that other individuals, colleagues, agencies, services or the public can identify their representation.

Local 416 Collective Agreement Requirements:

Presently, all Local 416 staff (the majority of Toronto EMS staff) are provided annual uniform issue, as stipulated in the Local 416 Collective Agreement. Details of the 'initial hire' and ongoing 'annual issue' are described in Appendix 'A'.

Local 79 Collective Agreement Requirements:

The requirement for uniform clothing for Toronto EMS Local 79 staff is not as explicitly defined in the Local Collective Agreement. Local 79 staff at Toronto EMS are composed primarily of Emergency Medical Dispatchers (EMDs). EMDs have traditionally always been uniformed staff, and are afforded roughly the same uniform allotment as are paramedic staff, with the exception of certain field-specific items.

Toronto EMS Uniform Practices for Management Staff Who Do Not Normally Conduct Field Visits:

The number of management staff subject to this part of the EMS uniform review is 32, out of a total of 109 overall management staff. They include staff from the EMS Education Unit (both for Operations and the Communications Centre), the EMS Professional Standards Unit, the EMS Community Services Unit, and the EMS Public Relations and Media Unit.

All of these staff are issued the same uniforms as their field operational counterparts, for any combination of the reasons identified in previous sections of this report (for patient care delivery, contingency response, to define rank, and/or for public visibility/identifiability).

Toronto EMS investigated and reviewed a sample of the uniform policies of other major Canadian EMS services to compare the question of what uniforms non-field management staff are normally issued and expected to wear. The findings are summarized in the table below:

Comparison of Uniform Issuance Practices of Major EMS Services

EMS Service Provider	Operational Shift Managers and Supervisors	Education/Training Supervisors and Co-ordinators	Non-Field Managers and Supervisors
Toronto EMS	YES	YES	YES
York Region EMS	YES	YES	YES
Durham Region EMS	YES	YES	YES
Peel Region EMS	YES	YES	YES
Ottawa EMS	YES	YES	YES
Calgary EMS	YES	YES	YES
Montreal EMS	YES	YES	YES

Of all the services reviewed, most or all management staff who do not normally conduct field visits are issued and are expected to wear uniforms.

Cost of Providing Uniforms to Toronto EMS Management Staff Who Do Not Normally Conduct Field Visits:

The Division's overall annual uniform budget is \$581,300. Approximately half of this amount is allocated for safety footwear and other safety items. The balance of approximately \$300,000 is reserved for annual and initial-hire (as required) uniform issuance.

The cost of supplying uniforms to paramedics when they are first hired is approximately \$945 per paramedic, without safety footwear. The cost of supplying uniforms to any Supervisor when they are first promoted is approximately \$260, without safety footwear (the cost is less than for a paramedic, as the Supervisor will, in almost all cases, have come from the paramedic ranks, and will therefore have certain pieces of uniform issue already in his/her possession).

The cost of the annual uniform issuance for paramedics (as provided for in the Collective Agreement) is approximately \$310, without safety footwear. The cost for the annual uniform issuance for management staff is approximately \$245, without footwear.

In light of the above, the annual cost for uniform issuance to management staff who do not normally conduct field visits as part of their responsibilities is an approximate total of \$7840, or 2.6% of the clothing part of the Division's overall uniform apparel budget. As indicated, safety footwear has not been included in the uniform apparel discussion of this document for either paramedics or management staff, but if this is included there is an additional annual cost of \$4670 for footwear, for a total uniform cost (apparel and footwear) of \$12,510 for management staff who do not normally conduct field visits.

The only additional expense for uniform issuance for non-field management staff is for Dress Uniforms. Toronto EMS provides all of its management staff with Dress Uniforms for occasions where the Service is represented at public appearances, ceremonial events, inspections, church parades, Service funerals, Remembrance Day commemorations, national, provincial or municipal ceremonies, or at semi-formal or formal events (unlike other members of the Emergency Services family throughout the City of Toronto and Province of Ontario, the Dress Uniform is currently only issued to members of Toronto EMS management staff. As a result, the unionized members of Toronto EMS are compelled to wear Operational Dress at public functions, ceremonies and Service funerals. This level of inequity between the members of the City's three Emergency Services is a significant point of concern among the unionized members of Toronto EMS, but presently there is no budget provision to permit issuance of dress uniforms to non-management staff).

The one-time initial cost of supplying Dress Uniforms for management staff who do not normally conduct field visits as part of their responsibilities was approximately \$17,300 (or approximately \$540 per person), and has already been spent as part of multiple previous year uniform budgets. There is no recurring annual cost associated with this part of the staff's uniform.

Conclusions:

Almost all Management staff at Toronto EMS wear uniforms and receive an annual issue of replacement uniform garments. The reasons for uniform use include: the need for patient-care-scene visibility and contingency response, the need for service accountability and rank authority, and the need for public identifiability. High standards of dress, deportment and grooming are also universally recognized as marks of a well-trained, disciplined and professional service.

Toronto EMS Management staff who do not normally conduct field visits as part of their responsibilities are also issued annual uniforms. The cost of this is approximately \$7,840 per year, or 2.6 % of the clothing portion of the Division's overall uniform budget. This practice is also consistent with the practices of other large EMS systems in the GTA and across Canada.

It is recommended, from a cost and service benefit perspective, that Toronto EMS continue with its present uniform issuance practices and that these be accepted as an operative part of the Toronto EMS Uniform Issuance Policy, as detailed in this report and further in Appendix 'A'. Appropriate use of uniforms and general deportment will be provided for using internal Divisional uniform protocols.

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BKF/WV/wv

Attachment: Appendix 'A' – Toronto Emergency Medical Services Uniform Issuance Policy
(October 1, 2005)

TORONTO EMERGENCY MEDICAL SERVICES UNIFORM ISSUANCE POLICY
October 1, 2005

Note: This policy may be modified by changes to union Collective Agreements, by policy decisions made by the City or Council, or as determined by the City Manager or Deputy City Manager in consultation with the Chief of Toronto EMS

Toronto EMS
Orders of Dress

Operational Dress

This form of dress is worn by unionized and management staff of Toronto EMS, including the job classifications of Paramedic, Emergency Medical Dispatcher, Crew Scheduler, Mechanic, Cleaner, and various management positions who fill roles "in the field" or areas which are not of an administrative nature.

There are variations of Operational Dress, depending upon the specific category within the job classification. For example, a Paramedic who is trained to act as a member of the ETF, HUSAR or PSU will wear a uniform that is styled different from those Paramedics who are assigned to normal Operations.

Operational Dress consists of the following items (as outlined in the 2005 Collective Agreement between the City of Toronto and TCEU Local 416 for Paramedics, Garage, Schedulers and Facilities staff):

Initial Issue - Paramedic

- Eight (8) shirts
- Six (6) tee-shirts
- Four (4) turtleneck shirts
- Four (4) pairs of tactical pants
- Four (4) pair of classification slip-ons
- One (1) winter hat
- One (1) summer hat
- One (1) belt
- One (1) pair of winter gloves
- One (1) pair of winter safety boots
- One (1) pair of safety shoes
- One (1) 4-in-1 parka (all season coat)

Annual Issue - Paramedic

- Four (4) shirts (blue)
- Three (3) tee-shirts
- Two (2) turtleneck shirts
- Two (2) pair of tactical pants
- Two (2) pair of classification slip-ons
- One (1) pair of winter gloves

Initial Issue - Garage, Stores, Scheduling and Facilities Staff

- Eight (8) shirts (blue)
- Six (6) tee-shirts
- Four (4) turtleneck shirts
- Four (4) pairs of pants
- One (1) belt
- One (1) winter hat
- One (1) pair of winter safety boots
- One (1) pair of safety shoes
- One (1) 4-in-1 parka (all season coat)
- One (1) pair of safety glasses (Garage staff)

Annual Issue - Garage, Stores, Scheduling and Facilities Staff

- Four (4) shirts (blue)
- Three (3) tee-shirts
- Two (2) turtleneck shirts
- Two (2) pair of tactical pants
- One (1) pair of winter gloves

Initial Issue - Emergency Medical Dispatcher

- Eight (8) shirts (blue)
- Four (4) turtleneck shirts
- Four (4) pairs of tactical pants
- Four (4) pair of classification slip-ons
- One (1) winter hat
- One (1) summer hat
- One (1) belt
- One (1) pair of winter gloves
- One (1) pair of winter safety boots
- One (1) pair of safety shoes
- One (1) 4-in-1 parka (all season coat)

Annual Issue - Emergency Medical Dispatcher

- Four (4) shirts (blue)
- Three (3) tee-shirts
- Two (2) turtleneck shirts
- Two (2) pair of tactical pants
- Two (2) pair of classification slip-ons

Initial Issue - Management

- Eight (8) shirts (white)
- Four (4) pair of classification slip-ons
- Two (2) nametags
- Generally speaking, management staff will only require a limited initial issue as issue from previous years likely covers them.
- The issue of Operational Dress is limited to those members of management who maintain "patient care certification", or are assigned to the Toronto EMS CACC.

Annual Issue - Management

- Four (4) shirts (white)
- Two (2) pair of tactical pants
- Two (2) pair of classification slip-ons
- One (1) pair of winter gloves
- The issue of Operational Dress is limited to those members of management who maintain "patient care certification", or are assigned to the Toronto EMS CACC.

Toronto EMS Orders of Dress

Occupational Dress

This form of dress is worn by the management staff of Toronto EMS, and is primarily worn whilst performing administrative roles or activities where a "business like" appearance is preferable over a tactical one.

Occupational Dress consists of the following items:

Initial Issue

- Four (4) shirts, long sleeve (white)
- Four (4) pair of dress pants
- One(1) uniform dress belt
- One (1) tie, regular
- One (1) pair of oxford dress shoes

Annual Issue

- Four (4) shirts (white) (only issued if balance not met with Operational Dress)
- Two (2) pair of dress pants

Toronto EMS Orders of Dress

Number 1 Dress (also known as a "Dress Uniform")

This form of dress is worn on occasions where the Service is represented at a public appearance, ceremonial events, inspections, church parades, Service funerals, Remembrance Day, national, provincial or municipal ceremonies, or at semi-formal or formal occasions by members of Toronto EMS.

Unlike other members of the Emergency Services family throughout the City of Toronto and Province of Ontario, the Number 1 Dress is only issued to members of the Toronto EMS management staff currently. Due to this, the unionized members of Toronto EMS are compelled to wear Occupational Dress at public functions, ceremonies and Service funerals. This level of inequity amongst the members of the City's three Emergency Services is a significant point of contention between the unionized members of Toronto EMS.

Number 1 Dress consists of the following items:

- One (1) dress uniform tunic
- One (1) pair of dress uniform pants
- One (1) forage cap
- One (1) tie

Toronto EMS Orders of Dress

Mess Kit

The Mess Kit is a formal form of dress, worn on formal occasions when the event is held after 18h00 (6 p.m.). The Toronto EMS Mess Kit is a "sealed pattern" design that is only available by the contracted manufacturer. Apart from an initial agency issue to the EMS Chief and Deputy Chiefs, the wearer must purchase the Toronto EMS Mess Kit, as it is not available through public funds. To purchase a Toronto EMS Mess Kit, the manufacturer requires written authorization from Toronto EMS naming the individual making the purchase.

The Mess Kit consists of the following items:

- One (1) Mess Kit tunic
- One (1) pair of shoulder boards
- One (1) waistcoat
- One (1) overall stirrup trousers
- One (1) tuxedo shirt (specific style and model)
- One (1) tuxedo bow-tie
- One (1) set of cuff links and studs (specific style and model)
- One (1) forage cap
- One (1) pair of boots, non-laced ankle height