City of Portland, Maine
Finance Committee Meeting Agenda
Thursday, May 2, 2019
5:30 PM, City Hall, Room 209

AGENDA

1. Introductions

2. FY20 City of Portland Budget – Discussion Item Only

The Finance Director Brendan T. O'Connell will provide Department specific budget presentations. Department Heads from each Department being discussed along with financial staff will assist in the presentations. At this meeting the Legal Department, Health and Human Services Department, Fire Department and IT budgets will be discussed.

3. Future Meeting Dates

In addition to the nine City meetings where the FY20 budgets or significant budget issues have been a topic (1/23, 3/27, 4/4, 4/8, 4/9, 4/23, 4/24, 4/29, 5/2) there will be six additional meetings where the FY20 City budget will be reviewed in more detail, including a minimum of three more meetings where public comment will be taken. Comments on the budget may also be submitted at budget@portlandmaine.gov and will be distributed to all Finance Committee members. Agenda items below are tentative and are subject to change, please check the Finance Committee website for most updated budget calendar.

- *City Council Meeting – Monday, May 6th, 5:30PM in Council Chambers (Budget 1st Read and Public Hearing)*
- *Finance Committee Meeting – Thursday, May 9th, 5:30PM in Room 209 – Police, Permitting and Inspections and Economic Development Budget Reviews*
- *City Council Budget Workshop – Monday, May 13th, 5:30PM in Council Chambers*
- *Finance Committee Meeting – Tuesday, May 14th, 5:30PM Room TBD – FY20 Library Budget Discussion, Public Hearing and Follow Up on the FY20 City Budget*
- *Finance Committee Meeting – Wednesday, May 15th, 5:30PM Room TBD – Public Hearing and Vote on the FY20 School Budget, Vote on the FY20 City Budget 1*
- *City Council Meeting - Monday, May 20th, 5:30PM in Council Chambers - (Budget 2nd Read and Public Hearing on new items or for those who were unable to comment on 5/6)*

City of Portland, Maine

City Manager's Recommended Budget

FY20 Budget

July 1, 2019 – June 30, 2020

FY2020 BUDGET
CITY MANAGER'S RECOMMENDATION

TABLE OF CONTENTS

CITY OF PORTLAND
Executive Department
Jon P. Jennings, City Manager

April 8, 2019

To Mayor Strimling and Members of the Portland City Council:

Pursuant to Article VI, Section 5(e) and Article VII, Sections 5 and 6 of the City of Portland Charter, I am hereby submitting the City Manager's Recommended $263.4 million FY20 Municipal Operating Budget.

As you know, my budget submission is typically shaped by guidance from Council goals along with my operational priorities. This year, however, because there were not final Council goals to guide us, and because we were facing a number of difficult operational decisions in order to remain fiscally responsible, you will see this budget submission is essentially status quo. We had many cost increases outside of our control which exceeded the regular rate of inflation / the Consumer Price Index, but I felt strongly that our budget overall should align closely to those metrics, even if it meant making very tough budget decisions. If I had recommended everything requested by our City departments this budget would reflect an 11.1% tax rate increase. However, I cut $7.4 million from departmental requests in order to come in with a budget with less than a three percent tax rate increase. Should there be any additional priorities the Council wants to address, I felt it most appropriate for those decisions to be made by the Council before being added to the final budget.

Over my nearly four years as City Manager, I continue to be extremely proud of all we've accomplished and the progress we've made in terms of making municipal government more innovative, efficient, inclusive, and transparent. We've made good progress in addressing critical infrastructure needs that had been neglected for too long and we continue to fund as many of these projects as we can. We've continued our focus on right-sizing municipal services and improving our processes not only because it is good customer service, but because I believe the efficiencies we achieve will afford us the opportunity to tackle our long-range plans.

There's no doubt that Portland continues to be a healthy, vibrant city with diverse sectors driving its economy. We are a major center for commerce, finance, arts and entertainment, food and drink, healthcare, Information Technology, the marine industry, post-secondary education, and tourism. Our world renowned and award-winning food and drink sector economy received another high honor this year when Bon Appetit magazine named Portland the 2018 Restaurant City of the Year. While this firmly roots our city on the national food map and was cause for celebration, we're working hard at the staff level to make sure Portland is known as more than just a foodie city. One example of this is when INRIX, a global leader in mobility analytics and connected car services, selected Portland to pilot its highly autonomous vehicle mapping program. I believe that Portland can benefit from leveraging our technology and start up scene to make us an attractive city for companies to pilot additional products and services. We look forward to collaborating further with Start Up Maine this year as their annual conference will focus on the role civic tech can play in our economy.

The growth our city has seen has been very beneficial in many ways, although it's not without its challenges. While growth is a good problem for a city to have, it means our valuation has continued to rise, lowering our state revenue share and increasing our county tax.

FY19 Recap

Our Planning and Inspections Departments issued Certificates of Occupancy to approximately 317 additional units of new housing in calendar year 2018 and a total of more than 1,263 units in the last five years combined. Beyond this, more than 139 units of new housing across the city are currently in the development pipeline. At the same time, our inclusionary zoning ordinance has helped make that new development equitable, by requiring all projects larger than 10 units provide a set aside of 10% of the units for workforce housing or make a financial contribution to the Housing Trust Fund. Since the ordinance went into effect, there have been five additional projects completed or under construction, adding an additional 18 workforce homes with many more in the pipeline.

During 2018, the Planning Board approved eight Inclusionary Zoning projects with a total of 29 workforce units of rental, condo and single-family housing. The Housing Trust fund balance is currently $1,275,820.08, with $556,500 being collected to date. Additional funding is expected as current projects under development are completed.

Commercial development has continued at or above levels not experienced in the city in the last hundred years. In response, we've continued to update our land use regulations to help advance our economy sustainably. Highlights include:

- The Recode effort to rewrite the Zoning Code is underway with the goal of simplifying and clarifying the City's regulations for all development. In addition, work has begun on rewriting both the sign regulations and the site plan ordinance. Concurrently, the Technical Manual was recently updated to include specifications for LED street lights and improved exterior lighting for cost effective and efficient lighting.
- Portland's Impact Fee system was adopted in 2018, which assesses fees on all development based upon the anticipated infrastructure needs to serve new development. It applies to any new building or building addition that results in net new residential units, non-residential square footage, hotel rooms, or water meters.
- Another major policy initiative adopted this year is the Hotel IZ conditional use. The ordinance requires either the creation of affordable housing units or a contribution to the Housing Trust Fund for the development of new hotel rooms.

In support of our small business community, the Portland Development Corporation invested approximately $1,082,000 in FY18 in 19 businesses and economic development projects, which leveraged more than $5 million in private sector funds associated with creating 26 jobs and retaining 62 jobs. Fiscal year 2018 loan activity included a public to private investment ratio of 1:7. And just a few weeks ago we found out we are receiving the U.S. Conference of Mayor's 2019 Partner America Small Business Friendly Community Award. Portland has demonstrated its commitment and support of small business by creating a business friendly environment for businesses to grow and prosper.

Our transportation hub of air, rail, cruise, and shipping continues to be a vital economic driver, connecting Portland to the world. For the 2018 season, the Port of Portland had substantial growth again with 119 cruise ships and a passenger count that exceeded 170,000 and 68,000 crew. The Jetport, which once again won the customer experience award for North America among airports with fewer than 2 million passengers, is the fastest growing airport in New England with a record setting 2.1 million passengers coming through last year. On top of that, they added new direct service to Denver, Tampa, Ft. Myers and Raleigh-Durham and expanded routes to New York City, Chicago, and several destinations in Florida.

While there are many needs to balance with this growth, it is clear that Portland is an attractive place to live, work, and play.

We also continue to provide key health and human services for our people. The Office of Elder Affairs responded to approximately 750 requests from Portland senior citizens in need of services and information, and is working to implement multiple goals outlined in Portland's Age-Friendly Community initiative, in partnership with the AARP Maine. The office operates two adult day health programs at the Barron Center, licensed to accommodate 45 clients, and also provides transitional housing and support services for older victims of domestic abuse through the *Martha's Cottage Project*, in collaboration with the Elder Abuse Institute of Maine.

The Social Services' Helping Individuals Regain Employment (HIRE) Program continues to help General Assistance recipients get out of poverty and into self sufficiency by removing barriers to employment. From January 2018 through December 2018, we completed 367 intakes helping 279 eligible adults secure employment, 13 individuals successfully obtain disability benefits, 231 individuals connect to ESL classes, 15 individuals enroll in vocational rehabilitation services, assisted 46 individuals secure employment authorization, and 27 individuals enroll in certificate training programs that led to job placements.

Our emergency shelter services continue to serve unprecedented levels on a nightly basis. In spite of this, our staff works extremely hard to find permanent housing solutions for our most vulnerable populations. The Oxford Street Shelter placed 249 total clients, 29 of whom were long-term stayers, into permanent housing. The 249 clients equaled a total of 43,729 bed nights. The Family Shelter served 183 families totaling 664 individuals. Of the 183 families, 160 secured permanent housing (87%) with only two families returning for a second stay.

As I alluded to earlier, we're focused on working to make our community an innovation hub, a place where data and technology are used to improve people's lives and make interactions with city government more efficient. As part of those efforts, we've converted all of our City's streetlights to LED technology and deployed intelligent traffic signals at Morrill's Corner to improve the flow of vehicles through the intersection thereby reducing traffic congestion and the length of time vehicles idle at the signals. Preliminary reports show a 23% reduction in travel times through this intersection. We're now in the process of installing this technology at additional intersections along Forest Avenue to further improve traffic flow, and we'll be installing it along Franklin and Commercial Streets. The more we are able to use this technology along our busiest transportation nodes, the more the signals speak to each other and improve traffic flow. We're also utilizing environmental sensors to monitor air quality through a pilot project with Google.

As we look to complete our implementation of Tyler Technologies' software this year, we'll be creating an internal data governance team so we can take a look at the data we have and collect to make sure we're using it strategically to inform our decision making processes. I believe these decisions will lead to greater efficiencies in our municipal operations, allowing us to achieve savings that we can reinvest toward our long-range goals. It's our goal to then share this data with the public through an open data portal so we can better tell Portland's story through the use of data.

BUDGET GOALS & REALITIES

The goal of this budget was to bring forward a recommendation that allows us to continue moving forward on the progress we've made, but in a fiscally responsible way. Our staff goals for FY20 revolve around efficiency and innovation so we can further improve city services while reducing costs, emphasizing customer service, and fulfilling our commitment to getting things done on a timely basis. We must continue to take care of our infrastructure needs that were set aside for too long. This year I asked Department Heads to present me with the requests they felt they needed to accomplish their jobs efficiently, but not necessarily to meet each and every goal they have given the budget constraints we face.

The reality of this budget is that the roughly $3 million increase in expenditures is driven by personnel costs, due to contractual obligations and cost of living increases.

All departments had to work extremely hard to meet the budget guidance I provided, which was to come in under a 3% tax rate increase. If I had simply recommended the budget as requested by our City Departments, without making difficult budget cuts and choices, the resulting impact would have been an 11.1% City tax rate increase. As we developed the City budget, we eliminated approximately $7.4 million of those requests and other adjustments on the path to our 2.9% tax rate increase.

The most difficult budget reality we are facing this year is within our Social Services division. While Portland is a compassionate city, and we always will be, we simply cannot afford to continue providing all of the current services and believing this to be a sustainable path. I am asking the City Council to have a fundamental discussion about what services we can provide and what we can afford.

As you know, we dedicated $200,000 in last year's budget to fund the Community Support Fund, which provides temporary assistance for those who are seeking asylum, but are no longer covered by General Assistance. Unfortunately, this fund was exhausted much earlier than anticipated in March 2019 given the influx in people seeking emergency shelter services.

Because the FY19 Community Support Fund was exhausted so quickly, I am proposing that the Community Support Fund support individuals who are living in the city as of July 1, 2019 and only cover rental assistance in FY20. We will utilize our other existing community partners who already offer food and other basic necessities to cover those needs. Therefore, this budget recommends reducing the Community Support Fund by $50,000 and funding it with $150,000. It is also my recommendation that the Council look to phase out the Community Support Fund over the next two fiscal years as individuals leave the program.

Additionally, because of the fact that there are limits to our resources, I propose eliminating the second overflow space for both the Oxford Street Shelter and the Family Shelter. This would mean that we will use space at Preble Street for overflow needs at OSS and space at the Salvation Army for overflow at the Family Shelter, but no longer allow our General Assistance offices to be used as a third overflow space given the costs in staffing this facility.

As we developed this budget, we had to make some very tough choices to keep Portland affordable while at the same time trying to maintain the level of services we provide for our residents and businesses, and address a few items within our key priorities. While this budget overall includes a net increase of six positions, four of which are for Social Services, there were several positions that were eliminated as part of departmental reorganizations.

As I said last year, I firmly believe we cannot focus on one part of government to the detriment of another. I take my responsibilities to the Council and the taxpayers of the city very seriously. As we have discussed on many occasions, we are all concerned about the affordability of the city and government can be a driver of costs that make it unaffordable to live in Portland. That is why I felt it was important for us to limit the tax impact due to the drivers outlined in the budget.

In addition to the items noted above, additional Departmental highlights include:

Public Works: This budget includes a $372,384 increase in the Solid Waste budget due to an increase in tipping fees from ecomaine, because of a change in the recycling markets and costs for shipping and processing recyclables. Because of this, the budget includes an increase in the fees for the Pay As You Throw Bags, a 15 cent increase in the 15-gallon bags and a 30 cent increase in the 30 gallon bags. This will raise about $215,000 in revenue. Looking ahead to FY21, we will evaluate alternative ways in which we can cover our solid waste costs beyond utilizing Pay As You Throw Bags.

Economic Development: This budget includes an additional staff person to help carry out the strategic plan for the Office of Economic Opportunity, in line with the Economic Development Committee's recent vote. It also includes the removal of Creative Portland staff, and instead the City will give them a flat $140,000 to cover their staffing needs.

Parks, Recreation & Facilities: To balance the overall impact to the tax levy, this budget includes a 5% increase in fees at our City cemeteries, assorted fee increases on concession items at our event venues and increases in rates and fees at Riverside Golf Course to cover course expenditures. As we fully implement the pesticides ordinance, the City faces increasing labor costs to keep our fields in usable condition. To address these rising costs this budget includes a fee assessed on for-profit groups who utilize our fields.

Waterfront: This budget includes an increase in the per passenger fee for cruise ship visits, which results in an additional $200,000 in revenue.

Police: The Police Department budget includes an increase in $68,000 to cover the costs of routine supplies. These expenses were traditionally covered by a non-competitive federal grant that we receive annually. However, we were not allowed to accept it this year because of our policy creating the Community Support Fund. The budget also includes covering the substance use disorder liaison who runs the Law Enforcement Addiction Advocacy Program (LEAAP) out of the general fund as we were not able to continue funding it via asset forfeiture monies.

Social Services: As mentioned previously, our Social Services Division has been dealing with a tremendous influx in those seeking emergency shelter services. Given this influx wasn't fully anticipated in FY19's budget, we ended up using additional per diem workers to cover our staffing needs. In the FY20 budget, we are budgeting for these per diem workers as full time positions.

Barron Center: We were able to increase our patient census after instituting a number of administrative changes at the Barron Center and therefore we are now covering our expenses and are working hard to earn revenue in the near future.

Grants Management: You will notice that overall our Public Health, Social Services and Planning & Urban Development budgets appear to be much higher than last year, but this is because grant funded positions are included in the personnel line items.

Assessors: The City is now in the midst of the citywide revaluation process. The process will continue in FY20 with technical support from Tyler Technologies. Citizens will soon begin receiving educational materials related to the revaluation process. It is expected that the revaluation results will be captured in the FY21 budget.

City Clerk: The 23.1% increase in the City Clerk's budget is due to FY20 being a presidential election year, which includes a primary election.

POSITIVE BUDGET DRIVERS

Excise taxes are still a significant source of revenue for the city, but the increases we saw over the last several years are starting to level off. We're conservatively projecting excise tax revenue to be $11.5 million in FY20, which is roughly $500,000 less than FY19. As mentioned earlier, increased cruise ship activity is projected to provide $200,000 in additional revenue. Property valuation has grown by $85 million in the current year due to significant new projects breaking ground and continues our upward trajectory in overall valuation. This $85 million of new property valuation creates an additional approximately $985,000 in tax revenue for municipal use. While this may seem like a significant amount, it represents only a 0.106% overall increase to our FY19 valuation of approximately $7.9 billion, and can only fund a fraction of the cost increases and budget challenges we face in FY20, which are outside of my control.

Health Insurance: Unlike the last several years, the FY20 budget contains no large increase in health insurance costs. Our value-based insurance design and employee wellness program continues to help control overall costs, but because the health insurance market is volatile it is likely that these costs will end up being a budget challenge again in future years. While there was not a large increase, contributions for employees and their dependents will include a 3% increase in medical rates, and a 6.6% increase in dental rates.

TIF Funds: This year's budget includes greater use of City Council approved Bayside, Downtown/Transit and Waterfront Tax Increment Financing (TIF) District revenue to invest in public infrastructure and cover City staff costs. Use of TIF District revenue enables the City to take advantage of tax "sheltering" which allows municipalities to keep one hundred percent of new property tax revenue included in these TIF Districts. This means that the City maintains higher levels of state aid for education and municipal sharing in addition to contributing less to the City's share of the Cumberland County annual budget.

BUDGET CHALLENGES

As I mentioned above, the new property growth alone has not been able to keep up with the built in cost increases and other budget challenges for FY20, including union contracts already approved ($3.4 million), debt services increases ($924k related to our 2001 pension obligation bonds) and Cumberland County tax increase ($351k).

Contractual Salary Obligations: The City Council approves contracts with all eight City bargaining units representing nearly 90% of the City workforce. These contracts include previously agreed upon salary increases of 2% plus other minor changes (4% for the two Police unions due to the nationwide shortage of officer applicants and to bring our salary ranges to competitive levels compared to surrounding municipalities). An estimated $3.4M of the FY20 increases are related to contractually obligated salary increases across all unions.

Debt Service: This budget includes a $3.2 million increase in debt service costs, including a $924,000 increase related to the pension obligation bonds approved by City Council back in 2001. The payments on the pension obligation bonds will continue to rise by nearly $1M annually until the bonds are retired in FY26. The budget also includes $1.2M related to the upcoming renovation at Lyseth Elementary School and approximately $400,000 of new debt service related to the City's continuing efforts to reduce combined sewer overflows and replace aging sewer infrastructure. The City pays all debt service from the general fund and receives reimbursement from the enterprise funds and the School Department for their respective projects.

METRO: The FY20 budget includes a 2.7% increase in our METRO contribution or an additional $74,123.

County Tax: The FY20 budget includes a 5.6% or $351,471 increase in Cumberland County tax assessment. Were it not for the increase in our County Tax assessment, the City's tax rate increase for this year's budget would be 2.6% instead of 2.9%.

BALANCING THE BUDGET

City expenditures have increased 4.9%. The growth of non-tax revenues and property valuation result in a City side tax rate increase for municipal services of 2.9%. This means the city-side mill rate is $11.67 per $1,000 of assessed property value. The impact on an average homeowner with a property valued at $240,000 is $79.

CONCLUSION

I would like to thank Finance Director Brendan T. O'Connell, Deputy Finance Director Anne Bilodeau, Budget Analyst Jennifer Lodge, Human Resources Director Gina Tapp, Communications Director Jessica Grondin, and our new Director of Innovation & Performance Management Lena Geraghty for their assistance in developing this budget recommendation and presentation, as well as the hard work and diligence of Department Heads in developing budget requests. Thank you to the members of the City Council for working with staff collaboratively over the last year. We all look forward to reviewing this proposed budget with the Finance Committee and full Council.

Sincerely,

Jon P. Jennings
City Manager

CITY OF PORTLAND, MAINE
COMPARATIVE BUDGET PLAN FY2020
July 1, 2018 - June 30, 2019
July 1, 2019 - June 30, 2020
City Manager's Recommendation

		FY 19*	FY 20	$ +/( )	%
CITY GENERAL FUND REVENUES					
31	Property Taxes	$ 89,612,594	$ 93,184,789	$ 3,572,195	4.0%
31	Other Local Taxes	10,099,009	8,416,388	(1,682,621)	-16.7%
32	Licenses & Permits	5,827,244	6,300,644	473,400	8.1%
33	Intergovernmental Revenue	10,464,979	12,312,490	1,847,511	17.7%
34	Charges for Services	35,967,048	36,750,588	783,540	2.2%
35	Fines, Forfeits and Penalties	2,107,635	1,996,710	(110,925)	-5.3%
36	Use of Money and Property	11,175,951	11,779,430	603,479	5.4%
39	Other Sources*	32,331,951	35,862,668	3,530,717	10.9%
	Fund Balance Use (Restoration)	-	-	-	
	Total General Fund Revenues	197,586,411	206,603,707	9,017,296	4.6%
GENERAL FUND EXPENDITURES					
100-11	City Council	331,904	344,046	12,142	3.7%
100-12	City Clerk	536,522	660,721	124,199	23.1%
100-13	Executive	976,564	929,877	(46,687)	-4.8%
100-14	Assessor	404,377	435,159	30,782	7.6%
100-15	Finance Administration	1,155,368	1,218,727	63,359	5.5%
	Treasury	684,733	734,003	49,270	7.2%
	Total Finance	1,840,101	1,952,730	112,629	6.1%
100-16	Legal	709,403	741,338	31,935	4.5%
100-17	Human Resources	1,063,158	1,071,134	7,976	0.8%
100-18	Parking Administration	1,460,024	1,487,050	27,026	1.9%
	Elm Street Garage	302,962	300,164	(2,798)	-0.9%
	Spring Street Garage	449,378	452,870	3,492	0.8%
	Temple Street Garage	125,000	126,130	1,130	0.9%
	Total Parking / Garages	2,337,364	2,366,214	28,850	1.2%
100-19	Economic Development	633,989	674,528	40,539	6.4%

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100-21	Police Administration	1,207,316	1,274,264	66,948	5.5%
	Uniformed Operations Group	10,062,663	10,616,533	553,870	5.5%
	Bureau Investigative Services	1,928,235	2,017,675	89,440	4.6%
	Operations Support Services	828,086	907,441	79,355	9.6%
	Dispatch Services	2,262,115	2,360,103	97,988	4.3%
	Jetport Security	572,198	581,524	9,326	1.6%
	Total Police	16,860,613	17,757,540	896,927	5.3%
100-22	Fire Administration	572,319	598,617	26,298	4.6%
	Code Enforcement & Comm Svcs	270,157	288,508	18,351	6.8%
	Field Operations	14,685,959	15,517,194	831,235	5.7%
	Operations Support Services	754,688	803,148	48,460	6.4%
	Air Rescue	1,013,282	1,027,681	14,399	1.4%
	Total Fire	17,296,405	18,235,148	938,743	5.4%
100-24	Planning & Urban Dev. Admin*	507,695	560,269	52,574	10.4%
	Planning	1,408,378	1,330,594	(77,784)	-5.5%
	Housing & Comm Development*	164,204	189,169	24,965	15.2%
	Total Planning & Urban Dev	2,080,277	2,080,032	(245)	0.0%
100-25	Permitting & Inspections Admin	181,334	130,487	(50,847)	-28.0%
	Inspections	980,841	1,076,567	95,726	9.8%
	Housing Safety	346,993	407,613	60,620	17.5%
	Business Licensing	250,544	233,892	(16,652)	-6.6%
	Total Permitting & Licensing	1,759,712	1,848,559	88,847	5.0%
100-29	Information Technology	2,799,922	2,914,482	114,560	4.1%
100-31	Public Works Administration	728,174	725,708	(2,466)	-0.3%
	Districting	1,660,057	1,741,974	81,917	4.9%
	Solid Waste	1,769,118	2,141,502	372,384	21.0%
	Communications	128,226	197,443	69,217	54.0%
	Portland Downtown District	363,628	404,862	41,234	11.3%
	Winter Operations	1,329,559	1,329,439	(120)	0.0%
	Island Services	647,042	687,836	40,794	6.3%
	Transportation Operations	2,310,357	2,333,681	23,324	1.0%
	Engineering	1,216,314	1,266,603	50,289	4.1%
	Fleet Services	3,818,936	3,807,154	(11,782)	-0.3%
	Total Public Works	13,971,411	14,636,202	664,791	4.8%

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100-33	Parks Rec & Facilities Admin	601,090	639,408	38,318	6.4%
	Parks	1,001,603	1,109,821	108,218	10.8%
	Forestry	686,850	710,847	23,997	3.5%
	Athletic Facilities	805,268	772,376	(32,892)	-4.1%
	Cemeteries	874,369	827,545	(46,824)	-5.4%
	Recreation	1,831,867	1,901,439	69,572	3.8%
	Aquatics	643,899	639,302	(4,597)	-0.7%
	Golf Course	1,050,926	1,100,519	49,593	4.7%
	Golf Course Restaurant	533,611	540,787	7,176	1.3%
	Ice Arena	571,810	595,229	23,419	4.1%
	Public Assembly Facilities	1,056,708	1,061,236	4,528	0.4%
	Concessions	403,498	418,426	14,928	3.7%
	Custodial Services	956,460	958,378	1,918	0.2%
	Merrill Auditorium	176,098	182,589	6,491	3.7%
	Total Parks Rec & Facilities	11,194,057	11,457,902	263,845	2.4%
100-35	Public Bldgs & Waterfront Admin	358,671	387,731	29,060	8.1%
	Trades	719,605	736,916	17,311	2.4%
	School HVAC	521,703	518,442	(3,261)	-0.6%
	Public Safety Building	290,700	317,700	27,000	9.3%
	City Hall	322,100	392,450	70,350	21.8%
	Merrill Auditorium (PB)	196,550	173,550	(23,000)	-11.7%
	Hadlock Stadium	321,681	322,076	395	0.1%
	Expo Building	207,875	208,600	725	0.3%
	Canco Road Buildings	432,820	434,250	1,430	0.3%
	Other Public Buildings	310,989	270,857	(40,132)	-12.9%
	Waterfront	1,337,110	1,317,769	(19,341)	-1.4%
	Total Public Buildings & Waterfront	5,019,804	5,080,341	60,537	1.2%
100-44	HHS - Administration	419,772	337,276	(82,496)	-19.7%
	Public Health*	1,874,503	2,093,528	219,025	11.7%
	Social Services*	11,908,346	13,072,747	1,164,401	9.8%
	Barron Center	15,630,623	15,947,969	317,346	2.0%
	Total HHS	29,833,244	31,451,520	1,618,276	5.4%
100-47	Debt Service	41,818,036	45,087,798	3,269,762	7.8%
100-48	Public Library	4,062,000	4,178,550	116,550	2.9%
100-51	Pension	8,126,801	8,398,292	271,491	3.3%

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City Manager's Recommendation

		FY 19*	FY 20	$ +/( )	%
100-52	Health Insurance	20,110,956	19,936,320	(174,636)	-0.9%
	Workers' Comp	1,786,778	2,053,072	266,294	14.9%
	FICA	1,138,099	1,138,099	0	0.0%
	Group Life	205,822	205,822	0	0.0%
	Unemployment	100,000	100,000	0	0.0%
	Total Employee Benefits	23,341,655	23,433,313	91,658	0.4%
100-61	Contingent	275,850	250,000	(25,850)	-9.4%
100-62	Liability Insurance	774,458	839,325	64,867	8.4%
100-65	Regional Transportation Program	72,380	78,480	6,100	8.4%
	Memberships - Misc	403,910	437,388	33,478	8.3%
	Total Memberships/Contributions	476,290	515,868	39,578	8.3%
100-67	Wage Adjustment	60,000	(165,000)	(225,000)	-375.0%
	Total General Fund Expenditures	188,583,917	197,175,619	8,591,702	4.6%
100-63	County Tax	6,288,845	6,640,316	351,471	5.6%
100-65	Metro Assessment	2,713,649	2,787,772	74,123	2.7%
Total General Fund and Assessments		$ 197,586,411	$ 206,603,707	$ 9,017,296	4.6%

***Note: FY19 figures include grant and project expenditures excluded from the prior year resolve. These expenses ($126,601 for Planning Admin, $164,204 for HCD, $839,356 for Public Health, $1,995,108 for Social Services) and equal offsetting revenues are included in the current resolve for comparative purposes.**

CITY OF PORTLAND, MAINE
COMPARATIVE BUDGET PLAN FY2020
July 1, 2018 - June 30, 2019
July 1, 2019 - June 30, 2020
City Manager's Recommendation

		FY 19*	FY 20	$ +/( )	%
ENTERPRISE FUND REVENUES					
31	Property Taxes, Current Year	$ -	$ -	$ -	
32	Licenses & Permits	22,850	17,950	(4,900)	-21.4%
33	Intergovernmental	116,800	117,968	1,168	1.0%
34	Charges for Services	33,567,185	34,701,607	1,134,422	3.4%
36	Use of Money and Property	23,747,326	26,228,136	2,480,810	10.4%
39	Other Sources	374,196	405,874	31,678	8.5%
	Fund Balance	(4,236,256)	(4,683,172)	(446,916)	10.5%
	Total Enterprise Fund Revenues	53,592,101	56,788,363	3,196,262	6.0%
ENTERPRISE FUND EXPENDITURES					
530	Fish Pier	398,213	388,679	(9,534)	-2.4%
570	Finance Administration	134,810	141,938	7,128	5.3%
	Public Works Administration	780,653	838,548	57,895	7.4%
	Districting	3,019,206	2,637,279	(381,927)	-12.6%
	Communications	67,687	65,808	(1,879)	-2.8%
	Engineering	618,211	603,082	(15,129)	-2.4%
	Debt Service	7,745,068	8,088,788	343,720	4.4%
	Fringe Benefits	1,493,120	1,519,490	26,370	1.8%
	PWD Assessment	12,462,772	13,137,639	674,867	5.4%
	Total Sewer	26,321,527	27,032,572	711,045	2.7%
571	Finance Administration	265,463	275,145	9,682	3.6%
	Stormwater Management	1,817,499	1,543,268	(274,231)	-15.1%
	Debt Service	389,797	685,421	295,624	75.8%
	Fringe Benefits	286,855	285,003	(1,852)	-0.6%
	Total Stormwater	2,759,614	2,788,837	29,223	1.1%
583	Jetport Administration	1,047,618	1,221,479	173,861	16.6%
	Marketing	501,890	598,640	96,750	19.3%
	Fringe, Indirects & Chargebacks	3,960,802	4,084,313	123,511	3.1%
	Field	4,091,912	4,577,799	485,887	11.9%
	General Aviation	17,168	17,168	-	0.0%
	Jetport Operations	2,595,898	2,702,802	106,904	4.1%
	Terminal	5,970,545	6,992,649	1,022,104	17.1%
	Parking	4,447,615	4,907,020	459,405	10.3%
	Airfield Deicing	700,661	674,781	(25,880)	-3.7%
	Jetport Anticipated Surplus	778,638	801,624	22,986	3.0%
	Total Jetport	24,112,747	26,578,275	2,465,528	10.2%
Total Enterprise Fund Expenditures		53,592,101	56,788,363	3,196,262	6.0%
TOTAL CITY EXPENDITURES		$ 251,178,512	$ 263,392,070	$ 12,213,558	4.9%

TAX RATE COMPUTATION--FY2020
City Manager's Recommendation

		General Fund	Enterprise Funds	TOTAL CITY
Total Expenditures		$206,603,707	$56,788,363	$263,392,070
Less: Revenues		(113,418,918)	(61,471,535)	($174,890,453)
Surplus		0	4,683,172	$4,683,172
Tax Levy		**$93,184,789**	**$0**	**$93,184,789**
Tax Levy %				100.0%
Valuation		*7,985,000,000*		
Tax Rate:				
	FY20	$11.67	$0.00	***$11.67***
	FY19	$11.34	$0.00	$11.34
	$ Increase	$0.33	$0.00	***$0.33***
	% of Total Increase	*2.9%*	*0.0%*	***2.9%***

CITY OF PORTLAND, MAINE
FY2020 Non-Tax Revenue
(without surplus or TIF reimb)
City Manager's Recommendation

Department	FY18 Collected	FY19* Est (budget)	FY19 Proj	FY20 Est (budget)	FY20 Est vs FY19 Est (budget)	%
General Fund Revenues:						
City Council	$5,000	$5,000	$5,000	$5,000	$0	0.0%
City Clerk	223,337	227,688	219,364	228,094	406	0.2%
Executive	962,763	1,040,370	1,046,175	1,011,715	(28,655)	-2.8%
Assessor	1,690	2,076	1,000	1,000	(1,076)	-51.8%
Finance	19,615,268	18,549,047	21,361,127	18,755,574	206,527	1.1%
Legal	111,734	136,320	182,177	151,525	15,205	11.2%
Human Resources	118,043	76,056	76,056	75,945	(111)	-0.1%
Parking	8,722,207	9,620,120	9,498,210	9,665,220	45,100	0.5%
Econ Dev	192,267	567,949	566,791	596,748	28,799	5.1%
Police	3,239,440	2,947,159	3,169,317	2,985,289	38,130	1.3%
Fire	4,048,512	4,583,430	4,651,580	4,584,937	1,507	0.0%
Planning & Development	1,081,487	1,037,066	769,646	1,072,827	35,761	3.4%
Permitting & Inspections	5,012,332	4,500,366	5,049,955	4,901,064	400,698	8.9%
Information Technology	381,523	422,254	420,187	433,387	11,133	2.6%
Public Works	4,539,985	5,061,526	4,609,032	5,128,213	66,687	1.3%
Parks, Rec & Facilities	7,124,221	7,333,134	7,275,347	7,817,734	484,600	6.6%
Public Bldgs & Waterfront	3,337,883	3,459,596	3,302,789	3,550,966	91,370	2.6%
HHS--Administration	4,884	10,560	968	-	(10,560)	-100.0%
HHS--Public Health	1,001,256	994,421	115,485	1,133,407	138,986	14.0%
HHS--Social Services	7,366,937	7,271,573	5,517,167	8,065,096	793,523	10.9%
HHS--Barron Center	18,236,152	18,628,031	18,726,850	19,510,800	882,769	4.7%
Employee Benefits	6,432,840	7,293,735	6,942,945	7,640,858	347,123	4.8%
Insurance	134,721	154,587	179,359	177,918	23,331	15.1%
Debt Service Reimb.	15,447,518	16,979,744	16,964,420	19,731,496	2,751,752	16.2%
Memberships / Other	-	-	-	302,717	302,717	---
Total General Fund:	$107,342,000	$110,901,808	$110,650,947	$117,527,530	$6,625,722	6.0%
Enterprise Funds Revenue:						
Fish Pier Authority	535,030	546,380	535,352	559,178	12,798	2.3%
Sewer	24,939,371	26,292,128	26,736,968	27,456,657	1,164,529	4.4%
Stormwater	6,587,024	6,877,102	6,845,474	6,877,425	323	0.0%
Jetport	23,283,267	24,112,747	24,660,341	26,578,275	2,465,528	10.2%
Total Enterprise Funds:	$55,344,692	$57,828,357	$58,778,135	$61,471,535	$3,643,178	6.3%
Total City Revenue	$162,686,692	$168,730,165	169,429,082	$178,999,065	$10,268,900	6.1%

*Note: FY19 figures include grant and project revenues excluded from the prior year resolve. These revenues ($126,601 for Planning Admin, $164,204 for HCD, $839,356 for Public Health, $1,995,108 for Social Services) and equal offsetting expenditures are included in the current resolve for comparative purposes.

FY2020 CITY BUDGET SUMMARY

by category

City Manager's Recommendation

	FY19* Approp.	FY20 Proposed	$ +/-	% +/-	% Of Total
01 Personnel--General Fund	$80,740,046	84,499,142	$3,759,096	4.7%	40.9%
--Ent Funds	6,581,376	7,038,292	456,916	6.9%	12.4%
Total	87,321,422	91,537,434	4,216,012	4.8%	34.8%
02+ Contractual--General Fund	64,291,371	66,232,171	1,940,800	3.0%	32.1%
--Ent Funds	29,151,634	29,654,105	502,471	1.7%	52.2%
Total	93,443,005	95,886,276	2,443,271	2.6%	36.4%
55 Supplies--General Fund	6,820,435	6,944,496	124,061	1.8%	3.4%
--Ent Funds	1,306,943	1,469,313	162,370	12.4%	2.6%
Total	8,127,378	8,413,809	286,431	3.5%	3.2%
63 Utilities--General Fund	3,701,033	3,574,036	(126,997)	-3.4%	1.7%
--Ent Funds	1,452,022	1,545,875	93,853	6.5%	2.7%
Total	5,153,055	5,119,911	(33,144)	-0.6%	1.9%
70 Capital--General Fund	215,490	266,065	50,575	23.5%	0.1%
--Ent Funds	2,202,152	3,532,645	1,330,493	60.4%	6.2%
Total	2,417,642	3,798,710	1,381,068	57.1%	1.4%
75 Debt Svc--Total GF	41,818,036	45,087,798	3,269,762	7.8%	21.8%
--Ent Funds	7,976,373	8,611,695	635,322	8.0%	15.2%
Total	49,794,409	53,699,493	3,905,084	7.8%	20.4%
75 Jetport Rev Bond Debt Svc	4,142,963	4,134,813	(8,150)	-0.2%	7.3%
Jetport Surplus	778,638	801,624	22,986	3.0%	1.4%
Total General Fund	197,586,411	206,603,707	9,017,296	4.6%	100.0%
Total Enterprise Funds	53,592,101	56,788,363	3,196,262	6.0%	100.0%
Total	$251,178,512	$263,392,070	$12,213,558	4.9%	100.0%

*Note: FY19 figures include grant and project expenditures excluded from the prior year resolve. These expenses ($126,601 for Planning Admin, $164,204 for HCD, $839,356 for Public Health, $1,995,108 for Social Services) and equal offsetting revenues are included in the current resolve for comparative purposes.

City of Portland, Maine
Tax Levy by Budget Category
City Manager's Recommendation

Department	FY20 Tax Levy	FY20 Tax Rate	% of Taxes
Debt Service	25,356,302	$3.18	27.2%
Police	17,402,347	$2.18	18.7%
Fire	16,047,076	$2.01	17.2%
Public Works	10,292,295	$1.29	11.0%
County Tax	6,640,316	$0.83	7.1%
Parks, Rec & Facilities	4,744,750	$0.59	5.1%
Health & Human Services	4,628,230	$0.58	5.0%
Library	4,178,550	$0.52	4.5%
Metro	2,563,535	$0.32	2.8%
Public Buildings & Waterfront	1,400,763	$0.18	1.5%
General Government	(69,375)	($0.01)	-0.1%
Total:	$93,184,789	$11.67	100.0%

City of Portland
Staffing FTE Change
FY2020 City Manager's Recommendation

Department	FY15	FY16	FY17	FY18	FY19	FY20	+/- Chg
General Fund:							
City Council	-	-	1.0	-	-	-	-
City Clerk	9.2	8.9	7.4	7.8	7.9	7.9	-
Executive	10.0	14.0	10.0	13.0	10.5	9.5	(1.0)
Assessor	4.9	4.9	5.9	5.9	5.9	5.9	-
Finance	26.0	24.3	24.0	25.0	25.0	25.0	-
Legal	6.0	6.0	6.0	6.0	7.0	7.0	-
Human Resources	10.0	10.0	10.5	11.0	11.0	10.5	(0.5)
Parking	29.6	29.6	29.6	29.6	29.6	30.0	0.4
Economic Development	3.0	4.0	5.8	5.8	7.1	7.0	(0.1)
Police	225.3	223.3	227.3	232.3	226.3	227.0	0.7
Fire	235.7	228.1	229.6	229.2	226.0	226.0	-
Planning & Urban Dev.	35.4	34.7	21.5	24.0	24.0	24.0	-
Permitting & Inspections	-	-	25.0	28.0	28.0	28.5	0.5
IT	17.3	17.0	17.0	17.0	17.3	16.0	(1.3)
Public Works	152.5	132.0	125.0	129.0	131.0	131.5	0.5
Parks Rec & Fac	121.6	136.5	155.2	161.5	142.0	140.7	(1.3)
Pubic Bldgs & Waterfront	-	-	-	-	24.5	24.5	-
HHS Administration	-	-	5.0	5.0	5.0	4.0	(1.0)
Public Health	70.0	62.3	38.2	25.0	27.1	28.3	1.2
Social Services	79.4	90.7	78.3	80.1	87.8	93.5	5.7
Barron Center	266.2	266.7	260.7	263.7	244.0	246.8	2.8
Total HHS:	*415.6*	*419.7*	*382.2*	*373.8*	*363.9*	*372.6*	8.7
General Fund Subtotal:	**1,302.1**	**1,293.0**	**1,283.0**	**1,298.9**	**1,287.0**	**1,293.6**	6.6
Enterprise Funds:							
Sewer Fund	39.0	32.0	31.0	30.0	33.0	33.0	-
Stormwater Fund	-	11.5	11.0	13.0	10.0	10.0	-
Jetport	49.0	49.5	50.5	52.5	56.0	59.0	3.0
Enterprise Subtotal:	**88.0**	**93.0**	**92.5**	**95.5**	**99.0**	**102.0**	3.0
Total City Employees:	**1,390.1**	**1,386.0**	**1,375.5**	**1,394.4**	**1,386.0**	**1,395.6**	9.6

FY20 Budget Calendar - April 2019

Additional Finance Committee agenda details can be found online at http://portlandmaine.gov/financecommittee

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Finance Committee Meetings held in Room 209 of City Hall						
	1	2	3	4 **5:30 PM Joint City/School Finance Committee Meeting 5:30**	5	6
7	8 **5:30 PM - City Council Meeting** **-Presentation of FY20 City Manager Recommended Budget, Referral to Finance Committee**	9 **5:30 PM Finance Committee Meeting**	10	11	12	13
14	15 *Patriot's Day Holiday*	16	17	18	19	20
21	22 **5:30 PM - City Council Meeting**	23 **5:30 PM Finance Committee Meeting**	24 **5:30 PM Finance Committee Meeting**	25	26	27
28	29	30				

Revised 4/24/2019

4/8/2019

FY20 Budget Calendar - May 2019

Additional Finance Committee agenda details can be found online at http://portlandmaine.gov/financecommittee

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Finance Committee Meetings held in Room 209 of City Hall			1	2 **5:30 PM Finance Committee Meeting**	3	4
5	6 **5:30 PM City Council Meeting** **- City Budget 1st Read (Public Hearing)**	7	8	9 5:30 PM Finance Committee Meeting	10	11
12	13 **5:30 PM City Council Budget Workshop**	14 5:30 PM Finance Committee Meeting	15 5:30 PM Finance Committee Meeting	16	17	18
19	20 **5:30 PM City Council Meeting** **- City Budget 2nd Read and Vote**	21	22	23	24	25
26	27 *Memorial Day Holiday*	28	29	30	31	

Revised 4/24/2019
4/8/2019

City Council Workshop

...

Community Support Fund & Shelter Overflow

4/29/2019

Community Support Fund

Category	FY2018 Actual	FY2019 Budgeted	FY2019 Actual	FY2019 Projection
Burials	$ -	$ 3,345.00	$ -	$ 3,345.00
Water/Sewer	$ -	$ 94.00	$ -	$ 94.00
Electric	$ 1,335.88	$ 3,295.00	$ 3,747.80	$ 3,697.00
Client Gas	$ 1,124.73	$ 430.00	$ 1,922.68	$ 1,486.00
Heat	$ -	$ 220.00	$ -	$ 220.00
Diapers	$ 253.31	$ 1,193.00	$ 779.06	$ 716.00
Rental/Apt	$ 88,457.95	$ 131,177.00	$ 186,930.64	$ 202,187.00
Security Deposit	$ 3,667.00	$ 4,013.00	$ 5,166.83	$ 11,209.00
Medical Services	$ -	$ 100.00	$ 110.75	$ 266.00
Prescriptions	$ 10,670.68	$ 15,854.00	$ 6,624.32	$ 9,118.00
Food Vouchers	$ 44,589.96	$ 32,637.00	$ 51,068.19	$ 62,107.00
Non-Food	$ 6,797.26	$ 7,642.00	$ 7,341.36	$ 9,124.00

Family Shelter Comparison FY18 & FY19

Family Shelter	FY18	FY19 *(as of 4/24/19)*
Families from Other Countries	119	121
Families from Other States	27	23
Families from Portland	25	11
Families from ME (outside of Portland)	12	5
Grand Total	**183**	**160**

Community Support Fund and State Implications

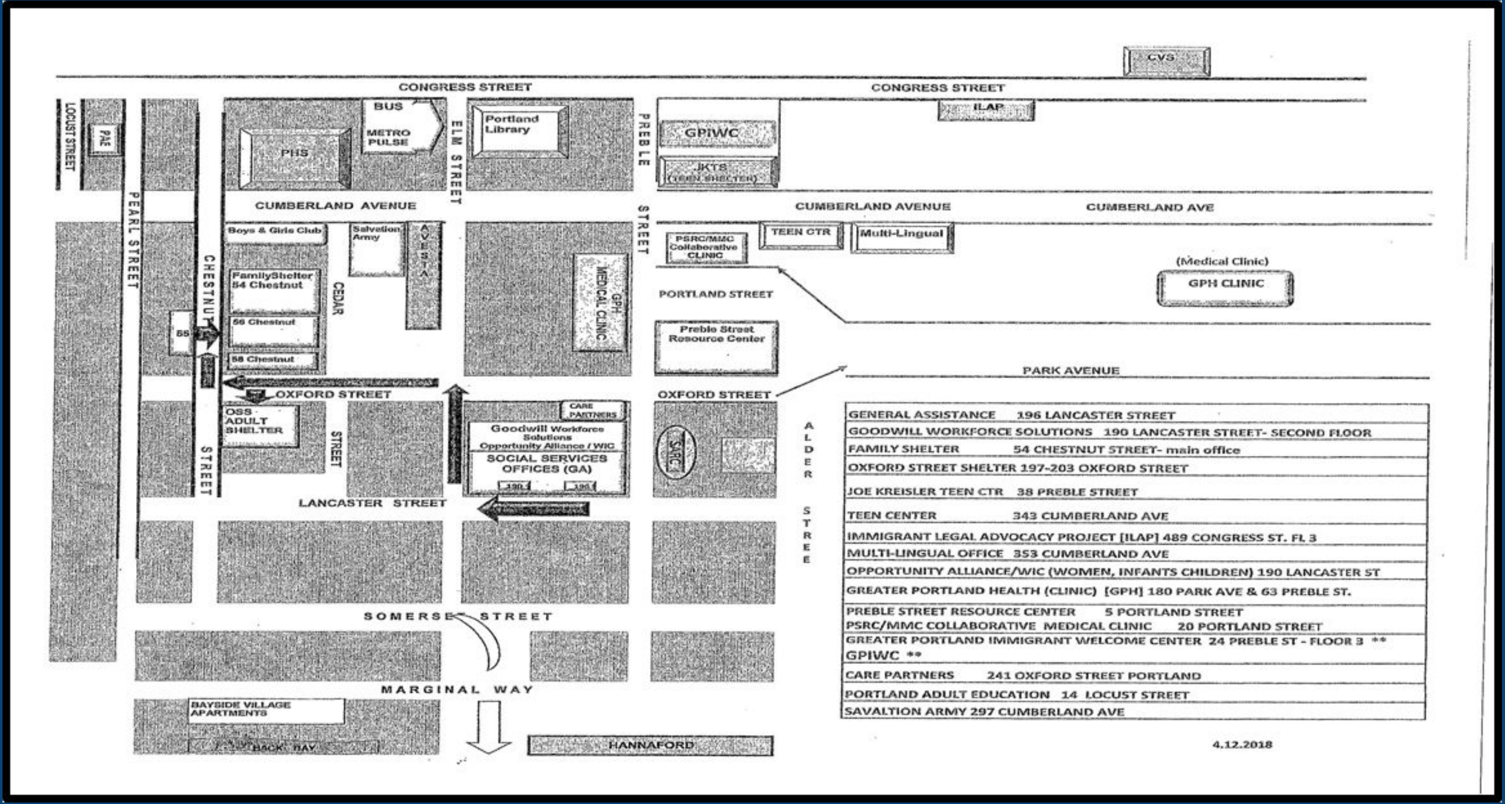
If the state reverted back to the definition of actively seeking a status change and covered the Gap statewide, it would actually be more cost effective for the State.

EXAMPLE:
2 bedroom in Portland $1,473 everything included
2 bedroom in municipality A (Craigslist Search found 8 units here averaging) $800
6 month cost in Portland $8,858
6 month cost in municipality A $4,800

While there would be an increased cost to the State covering the 6 month period it would allow clients to find more affordable rents. Once a client applies for Asylum they qualify for 24 months of GA.

24 months of rent in the same above units
Cost of unit in Portland $35,352
Cost of unit in Municipality A $19,200
The initial cost of $4,800 results in a unit that over the 24 months saves $16,152

Area Map of Bayside



Food Pantries

Pantry Name	Hours	When to come	Who can come
Sacred Heart/St. Dominic Food Pantry	Tuesday Open at 8:30am	Once a week	Parkside Residents
Sagamore Food Pantry	Tuesday 10-11 a.m.	Once a week	Open to anyone
Salvation Army Food Pantry	Mon., Wed., and Fri. 1-2:30 p.m.	Once a month	Portland residents
St. Luke's Food Pantry	Thursday 9:30-11 a.m.	Once a month	Open to anyone
Stroudwater Christian Church Food Pantry	Sundays 1-3 p.m.	Once every two weeks	Open to anyone
Wayside Mobile Food Pantry at Harbor Terrace	3rd Friday 1-2 p.m.	Once a month	Harbor Terrace & West End
Wayside Mobile Food Pantry at Riverton	3rd Wednesday 3-4 p.m.	Once a month	Riverton Residents
Wayside Mobile Food Pantry at Front Street	2nd Thursday 10:30 - 11:30 a.m.	Once a month	Neighborhood residents
Wayside Mobile food Pantry at Sagamore	4th Tuesday 10-11 a.m.	Once a month	Sagamore residents
Williston-Immanuel United Church Food Pantry	Thursday - arrive before 10 a.m.	Weekly	Open to anyone
White Memorial Food Pantry	Thursday 8-9:30 a.m.	Once a week	Open to anyone
First Baptist Food Pantry	Wednesday 11:30 a.m. - 12:30 p.m.	Once a week	Open to anyone
Jewish Family Services Food Pantry	Tuesday & Thursday, 9a.m. - 3p.m. Appt. only	Once a month	Portland residents
Preble Street	Thursday 1:30 - 3 p.m.	Once a week	Open to anyone
Project FEED	Monday-Friday 1-3 p.m.	Once every 3 months	Portland & Greater Portland
Root Cellar	Monday-Friday 9 a.m. - 5 p.m.	Emergency Only	Open to Portland Residents only
St. Elizabeth's Non-food Pantry	Tuesdays 9-11:15 a.m.	Weekly	Open to anyone

Community Meals - Wayside (Meals are open to all who wish to attend unless otherwise noted.)

Mondays:
- LUNCH, 12-1, Woodfords Congregational Church, 202 Woodford Street, Portland
- DINNER, 5-6, Reiche Community School, 166 Brackett Street, Portland (open to Reiche students & their families only)
- DINNER, 5-6, East End Community School, 195 North Street, Portland (open to EECS students & their families only)
- DINNER, 5-6, Sagamore Village Boys & Girls Club, 21 Popham Street, Portland (open to B&G Club students only)
- DINNER, 5-6, Riverton Boys & Girls Club, 55 Riverton Drive, Portland (open to B&G Club students only)

Tuesdays:
- LUNCH, 12-1, Hope.Gate.Way United Methodist Community Center, 185 High Street, Portland
- DINNER, 6-7, Parkside Neighborhood Center, 85 Grant Street, Portland (open to seniors 55+ and families with children only)
- DINNER, 5-6, Salvation Army, 297 Cumberland Ave, Portland (open to seniors 5+ and families with children only)

Wednesdays:
- DINNER, 5-6, My Place Teen Center, 755 Main Street, Westbrook

Thursdays:
- LUNCH, 12-1, Salvation Army Center for Aging, 297 Cumberland Ave, Portland (open to seniors only)
- DINNER, 5:30-6:30, Hope.Gate.Way United Methodist Community Center, 185 High Street, Portland
- DINNER, 5:30-6:30, Deering Center Community Church, 4 Brentwood Street, Portland
- DINNER, 5:30-6:30, St. Peter's Episcopal Church, 678 Washington Ave, Portland

First Sunday of the Month:
- DINNER, 5-6, First Parish Unitarian Universalist Church, 425 Congress St., Portland

Additional Community Meals

Preble Street Soup Kitchen
252 Oxford St., Portland
www.preblestreet.org
Breakfast: 8-9 a.m.
Lunch: 12-1 p.m.
Dinner: 5-6 p.m.

Teen Center
343 Cumberland Ave., Portland
Sunday-Saturday (Open to all under 21)
Breakfast: 8-9 a.m.
Lunch: 12-1 p.m.
Dinner: 6-7 p.m.
**can also get bagged meals

St. Vincent De Paul South Kitchen
307 Congress St., Portland – East Bayside
Monday-Friday 12-1 p.m.
Open to all

Sacred Heart/St. Dominic
80 Sherman St., Portland (corner of Sherman & Mellen St., door on Sherman St.)
Tuesdays 10-11:30 a.m.

Diapers/Baby Supplies

-Williston Emmanuel Baptist Church
156 High St Portland, Maine (entrance to pantry is on Deering Place off Deering St) 775-2301
Call ahead first. Thursdays 9:30 am, access by lottery, they are closed one Thursday each month

-Cuddle Me Program
http://cuddlemeprogram.org
Offer free baby items such as diapers, wipes, formula and baby clothes when available to those income eligible. You must be referred via a church, social service agency or by calling 211 from Maine. You can also inquire/seek assistance by completing an application on their website. Click on the "Get Help" link at the top of their website page or call their main office in Florida at 772-242-8045.

-ABBA (A Women's Resource Center)
207- 253-5555 1250 Forest Ave., 2nd Floor Portland, ME 04101 Monday-Thursday 10am-4pm
Offers diapers and other parenting supplies. Has 9 different programs including the "Learn and Earn" program where attendees (must have some English proficiency) can attend a variety of classes and earn points which they can redeem for diapers or items at their clothing/supply boutique. Or participants can save up their points and access Baby's R Us or other locations for supplies and items needed for their child. Interpreters only available for medical screenings not class participation(s).

-St. Elizabeth's Essentials Pantry at St. Luke's Cathedral
143 State St Portland, Maine 207-772-5434 Tuesday's 9:30-11:00 am

-Jewish Family Services Food Bank and Diaper Bank
57 Ashmont St Portland, Maine 207-772-1959
Call ahead to schedule a time for pick up Monday through Friday between 9:15 am-5:15pm

ILAP

IMMIGRANT ADVOCACY PROJECT

CONTACT US
Immigrant Legal Advocacy Project
489 Congress Street, 3rd Floor
PO Box 17917
Portland, ME 04112
Phone – 207.780.1593
Fax – 207.699.2313
Toll Free Helpline – 1.800.497.8505
E-mail – info@ilapmaine.org

PLEASE NOTE: We cannot answer legal questions by email

Portland Office Hours: 9 a.m. – 5 p.m. Monday – Friday

Staff are in meetings each Wednesday until 12 noon, and will meet with clients by appointment in the afternoon We are also closed on all national holidays, as well as Patriots Day, the day after Thanksgiving, and at noon the day before Christmas.

Churches in Greater Portland

First Baptist Church in Portland (Pastor Mike)
360 Canco Road, Portland, ME 04103 – 773-3123

Payson Park Evangelical Free Church (Evangelical Free)
424 Ocean Avenue, Portland, ME

St Luke's Cathedral
143 State Street, Portland, ME - 772-5434

Chestnut United Methodist Church
185 High Street, Portland, ME – 899-2435

Cathedral of the Immaculate Conception (Pastoral Center)
307 Congress Street, Portland, ME – 773-7746

Sacred Heart Church
80 Sherman Street, Portland, ME – 772-6182

Green Memorial AME Zion Church
46 Sheridan Street, Portland, ME – 772-1409

Stroudwater Baptist Church, Pastor Don Drake
1729 Congress Street, Portland, ME – 773-2211

Woodfords Congregation Church, UCC
202 Woodford Street, - 774-8243

Faith Temple
1914 Congress Street, Portland – 773-6334

Free Methodist Church
140 Congress Street, Portland – 772-1809

St. Vincent de Paul
307 Congress Street, Portland – 772-1113

St. Luke’s Cathedral
143 State Street, Portland – 772-5434

Williston-Immanuel United Church
156 High Street, Portland – 775-2301

Allen Avenue Unitarian Universalist Church
524 Allen Ave., Portland – 797-7240

Hope Gateway United Methodist Church
185 High Street, Portland – 899-2435

Thornton Heights United Methodist Church
100 Westbrook Street, South Portland – 774-0487

Discount Prescription Program

Walgreens
The Pharmacy America Trusts

Walmart
Save money. Live better.

Hannaford

CVS pharmacy

TARGET

Healthcare Resources

MedAccess – Maine Medical Center
Office Information
The Pharmacy of Maine Medical Center
22 Bramhall St.
Portland, ME 04102
Office Phone: 207-662-6665 or 1-877-275-1787

CarePartners – Portland
Office Information
241 Oxford Street
Portland, ME 04101
Office Phone: 207-879-8948
Fax: 207-879-8948

Freecare Application

Patient Financial Services
REQUEST FOR DETERMINATION OF ELIGIBILITY FOR FREE CARE OR EXTENDED PAYMENT PLAN

MaineHealth

PATIENT NAME			DATE OF BIRTH		SOCIAL SECURITY #
ADDRESS		CITY		STATE	ZIP
PHONE NUMBER			DATE OF SERVICE / ACCOUNT #		
RESPONSIBLE PARTY	ADDRESS	CITY	STATE	ZIP	SOCIAL SECURITY #
MARITAL STATUS	INSURANCE NAME, IF ANY				
EMPLOYER		OCCUPATION			RATE OF PAY

Have you been approved for free care at another MaineHealth facility? If so, what facility?

____

SIZE OF FAMILY: ______________

NAME	DATE OF BIRTH	SOCIAL SECURITY NUMBER	RELATIONSHIP TO PATIENT

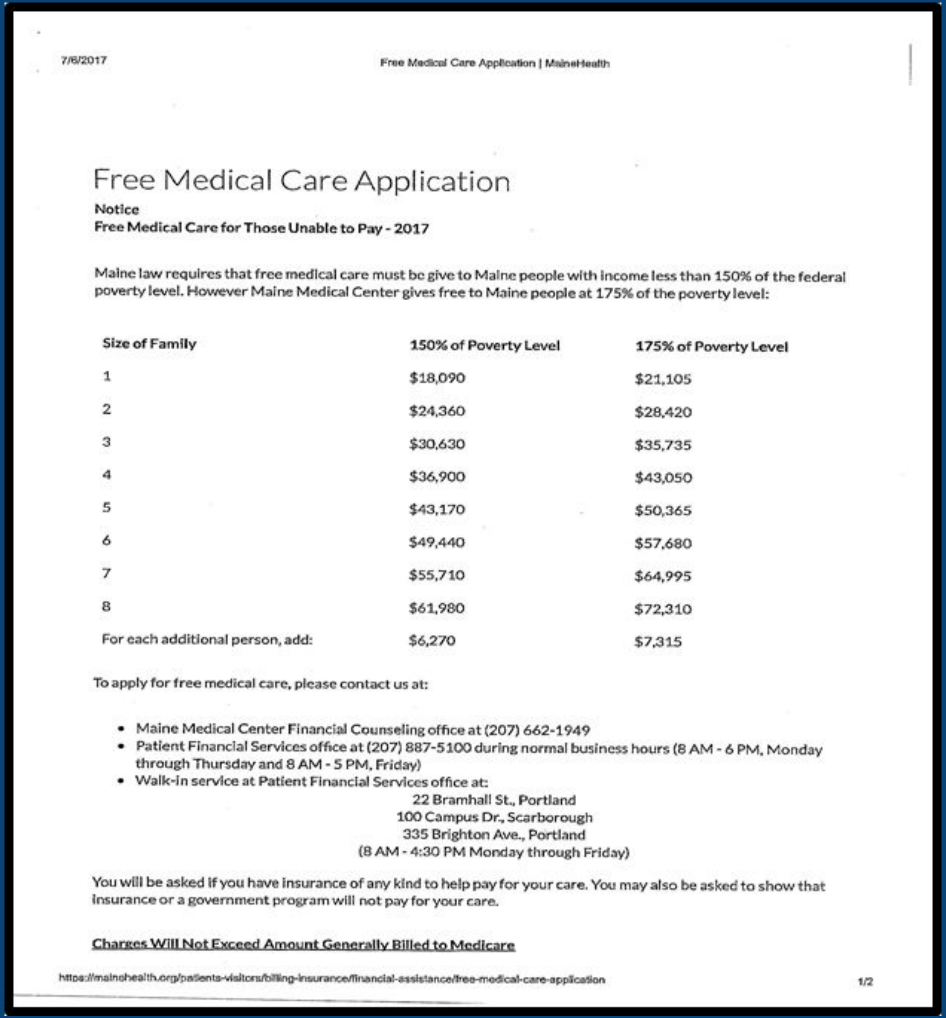
Income: *(List all income for yourself, spouse and other dependents, from any of the following:)*

		Monthly
Wages	☐	$________
Self-Employment	☐	$________
Social Security	☐	$________
Unemployment	☐	$________
Workers Comp	☐	$________
Alimony / Child Support	☐	$________
Pensions	☐	$________
Rental Prop Income	☐	$________
Dividends & Interest	☐	$________
Public Assistance	☐	$________
Lottery Winnings	☐	$________
Other	☐	$________
MONTHLY TOTAL		$________

Continued →

Freecare Guidelines

by size of family



Free Medical Care Application

Notice

Free Medical Care for Those Unable to Pay - 2017

Maine law requires that free medical care must be give to Maine people with income less than 150% of the federal poverty level. However Maine Medical Center gives free to Maine people at 175% of the poverty level:

Size of Family	150% of Poverty Level	175% of Poverty Level
1	$18,090	$21,105
2	$24,360	$28,420
3	$30,630	$35,735
4	$36,900	$43,050
5	$43,170	$50,365
6	$49,440	$57,680
7	$55,710	$64,995
8	$61,980	$72,310
For each additional person, add:	$6,270	$7,315

To apply for free medical care, please contact us at:

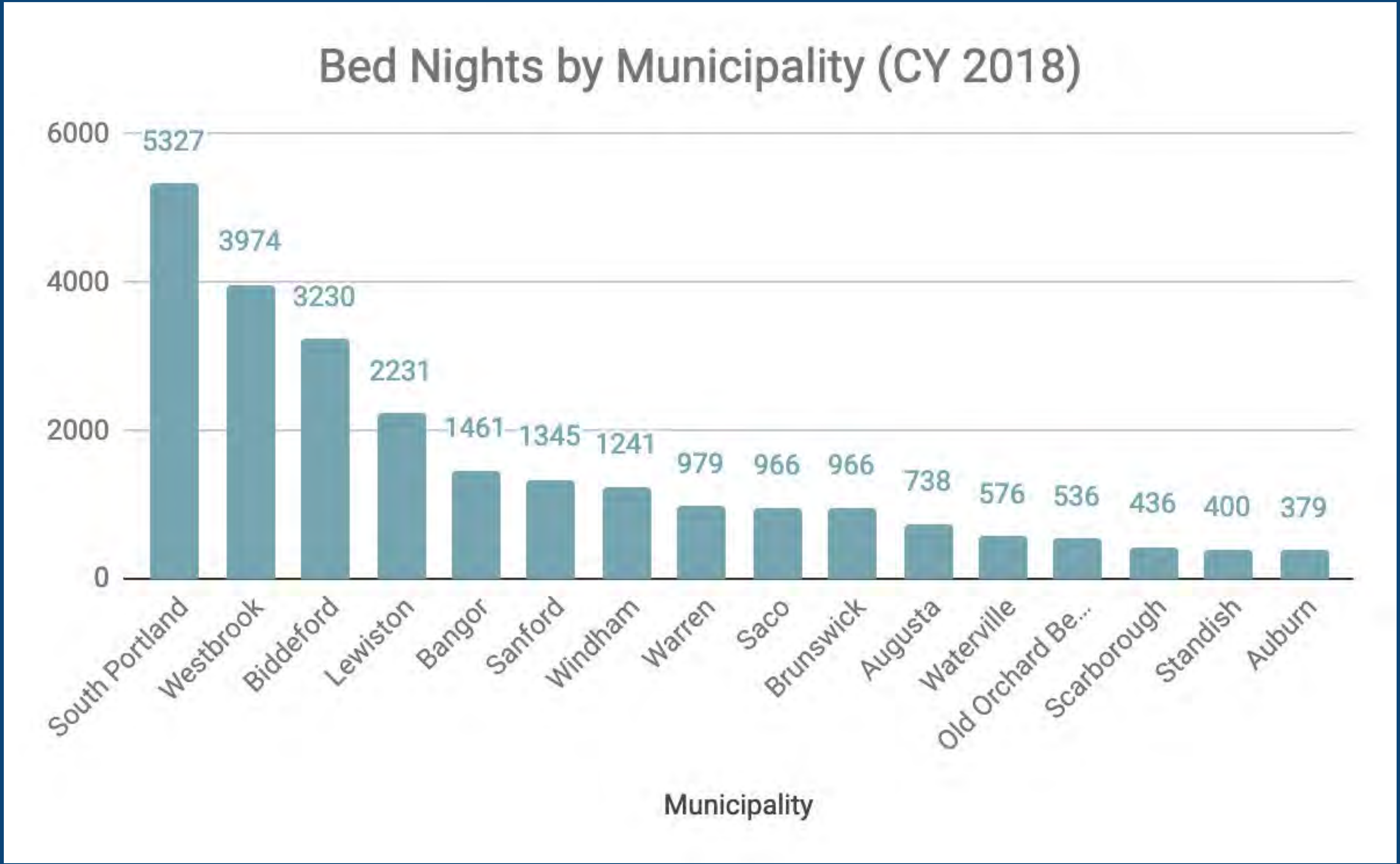
- Maine Medical Center Financial Counseling office at (207) 662-1949
- Patient Financial Services office at (207) 887-5100 during normal business hours (8 AM - 6 PM, Monday through Thursday and 8 AM - 5 PM, Friday)
- Walk-in service at Patient Financial Services office at:

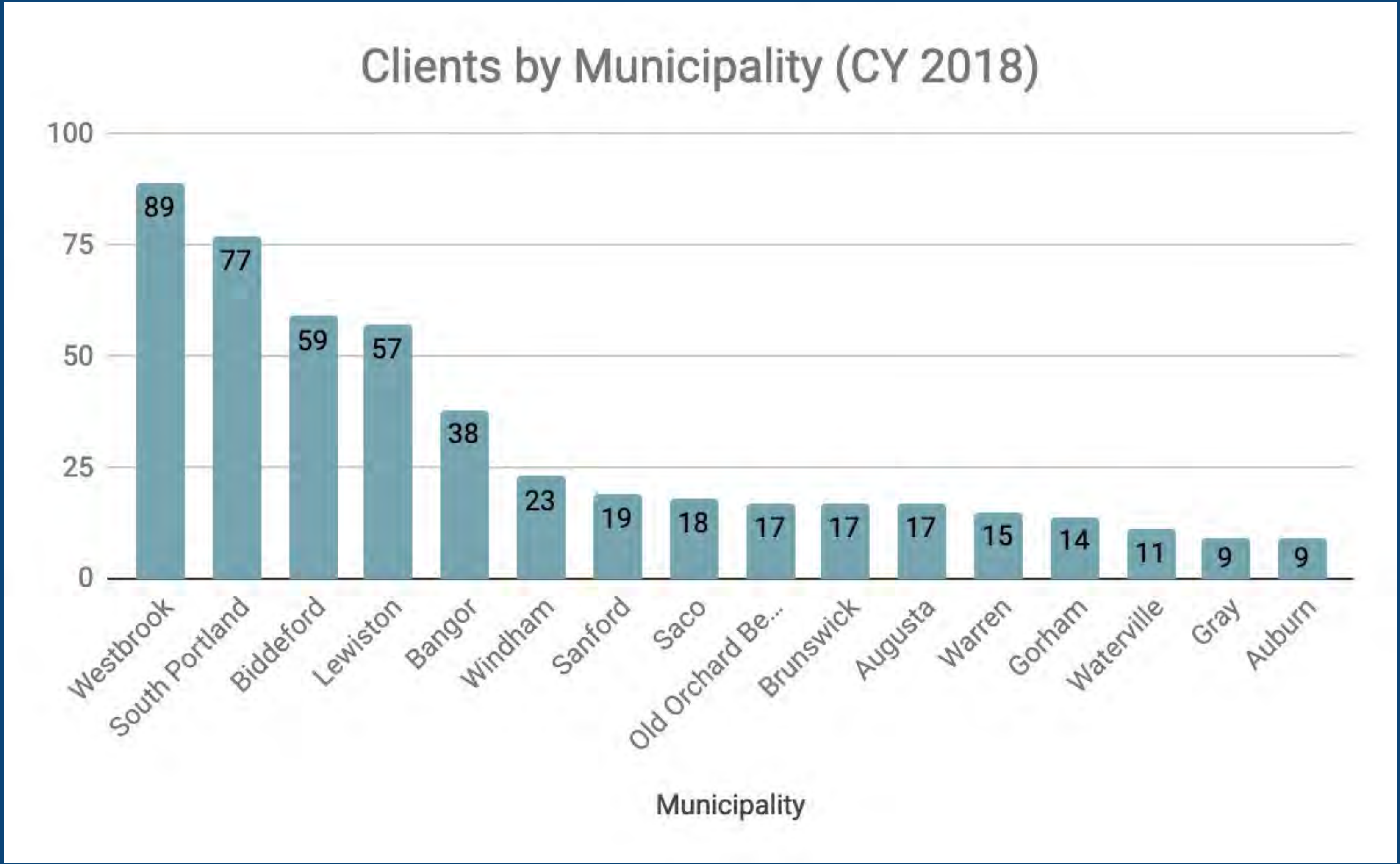
22 Bramhall St., Portland
100 Campus Dr., Scarborough
335 Brighton Ave., Portland
(8 AM - 4:30 PM Monday through Friday)

You will be asked if you have insurance of any kind to help pay for your care. You may also be asked to show that insurance or a government program will not pay for your care.

Charges Will Not Exceed Amount Generally Billed to Medicare

Oxford Street Shelter


Bed Nights by Municipality (CY 2018)
6000
4000
2000
0
5327
3974
3230
2231
1461
1345
1241
979
966
966
738
576
536
436
400
379
South Portland
Westbrook
Biddeford
Lewiston
Bangor
Sanford
Windham
Warren
Saco
Brunswick
Augusta
Waterville
Old Orchard Be...
Scarborough
Standish
Auburn
Municipality

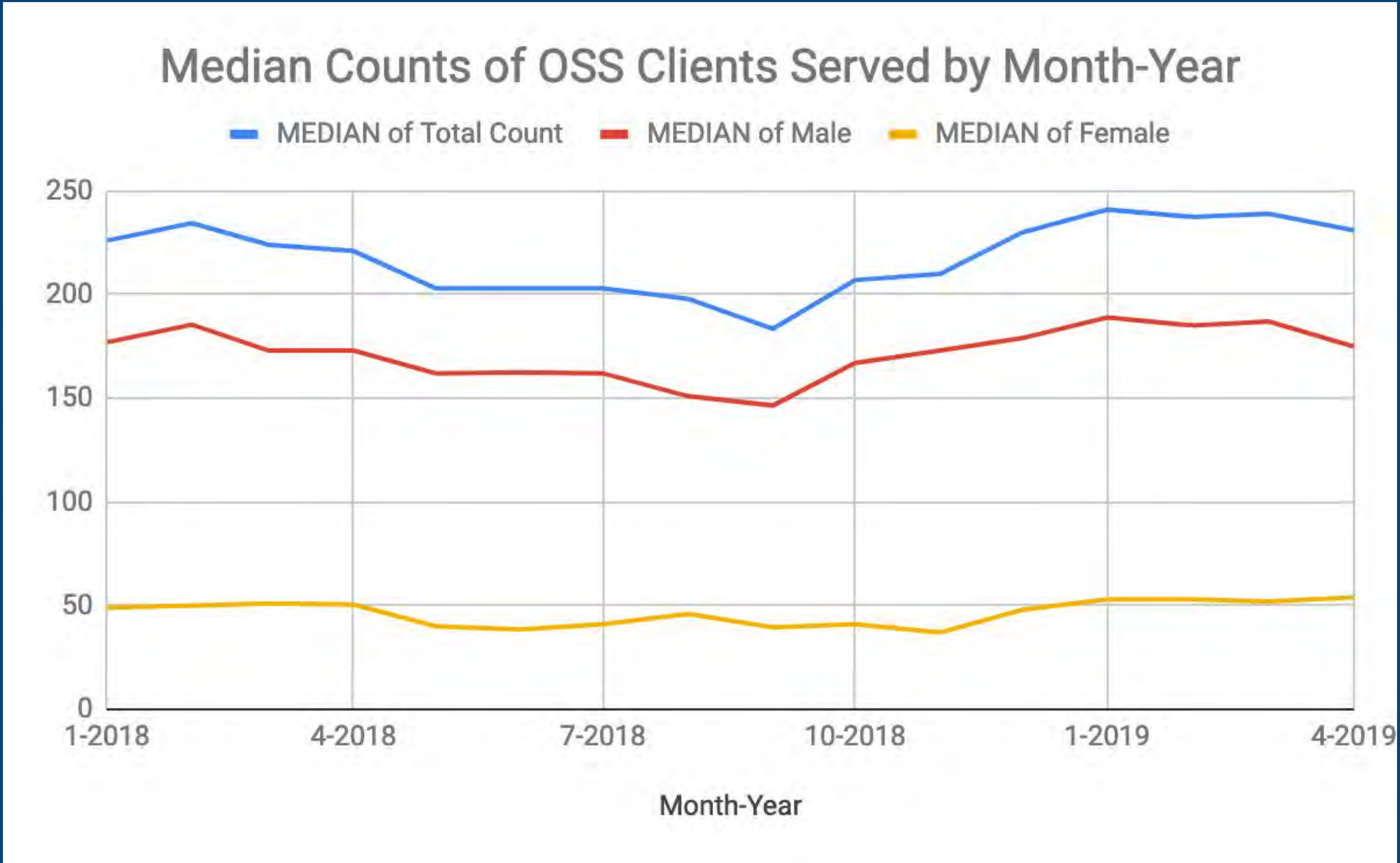

Clients by Municipality (CY 2018)
100
75
50
25
0
89
77
59
57
38
23
19
18
17
17
17
15
14
11
9
9
Westbrook
South Portland
Biddeford
Lewiston
Bangor
Windham
Sanford
Saco
Old Orchard Be...
Brunswick
Augusta
Warren
Gorham
Waterville
Gray
Auburn
Municipality

Oxford Street Shelter Comparison - 2018

Month-Year	MEDIAN of Total	MEDIAN of Male	MEDIAN of Female
1-2018	226	177	49
2-2018	235	186	50
3-2018	224	173	51
4-2018	221	173	51
5-2018	203	162	40
6-2018	203	163	39
7-2018	203	162	41
8-2018	198	151	46
9-2018	184	147	40
10-2018	207	167	41
11-2018	210	173	37
12-2018	230	179	48
Grand Total	**211**	**169**	**44**

Oxford Street Shelter Comparison - 2019

Month-Year	MEDIAN of Total Count	MEDIAN of Male	MEDIAN of Female
1-2019	241	189	53
2-2019	238	185	53
3-2019	239	187	52
4-2019	231	175	54
Grand Total	**238**	**186**	**53**

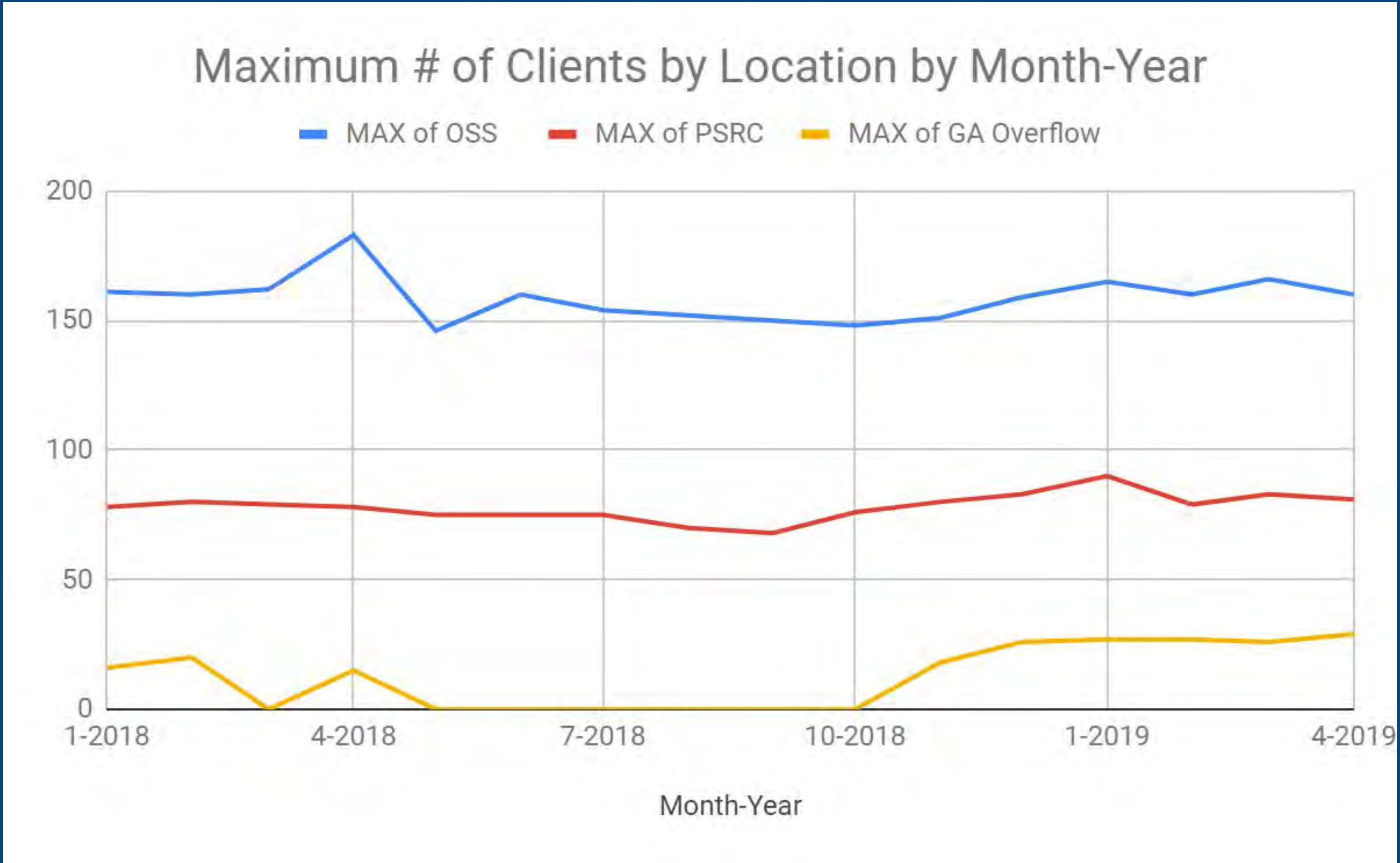

Median Counts of OSS Clients Served by Month-Year
MEDIAN of Total Count
MEDIAN of Male
MEDIAN of Female
250
200
150
100
50
0
1-2018
4-2018
7-2018
10-2018
1-2019
4-2019
Month-Year

Maximum of Clients by Location - 2018

Month-Year	MAX of OSS	MAX of PSRC	MAX of GA Overflow
1-2018	161	78	16
2-2018	160	80	20
3-2018	162	79	0
4-2018	183	78	15
5-2018	146	75	0
6-2018	160	75	0
7-2018	154	75	0
8-2018	152	70	0
9-2018	150	68	0
10-2018	148	76	0
11-2018	151	80	18
12-2018	159	83	26

Maximum of Clients by Location - 2019

Month-Year	MAX of OSS	MAX of PSRC	MAX of GA Overflow
1-2019	165	90	27
2-2019	160	79	27
3-2019	166	83	26
4-2019	160	81	29


Maximum # of Clients by Location by Month-Year
MAX of OSS
MAX of PSRC
MAX of GA Overflow
200
150
100
50
0
1-2018
4-2018
7-2018
10-2018
1-2019
4-2019
Month-Year

of Times GA Overflow Used by Month-Year

Month-Year	# of GA Overflow Uses
1-2018	4
2-2018	16
3-2018	0
4-2018	2
5-2018	0
6-2018	0
7-2018	0
8-2018	0
9-2018	0
10-2018	0
11-2018	5
12-2018	12

Month-Year	# of GA Overflow Uses
1-2019	19
2-2019	14
3-2019	5
4-2019	7
Grand Total	84

April 29, 2019 Council Workshop Questions

PCFS Questions

PCSF budget: why in some instances the projected line is less than the actual line? *The Actuals were as of the date the presentation was put together (April 24th), the projections were done back in January.*

What types of Visas we are seeing? In the PCFS fund CY18 we served 123 cases, 229 individuals. 31 B1s. 81 B2s.(Both are temporary non-immigrant Visas. A B2 is basically a tourist visa and allows the holder to travel to and within the US for a pretty broad range of tourist activities.) 6 F Visas (student) 3 were G Visas (government officials, diplomats, international org employees). 2 J Visas (scholar).

How long individuals stay on PCFS? (See attachments)

What types of services individuals with varying visas qualify for? All Visas that we have currently seen to date qualify for all services provided.

Provide a breakdown of the Administrative cost estimate pre-2015 when we were not checking people's immigration status. Given the quick turn around and the increased amount of work related to immigration we can provide this information in a memo as we would like to give it the attention it needs to be accurate.

How many people were served (in each category)? Basically how many people received rent vs receiving other services?

Diapers 14	*Electric 35*	*Food 118*	*Gas 9*
Medical 1	*MedRx 49*	*NonRx 2*	*Non Food 113*
Rent 94	*Security Deposit 5*		

Shelter/Overflow services

Which municipalities have shelters? (List from Maine State Housing Authority website attached.)

Which have zoning which prohibits shelter? According to the Planning Department, their initial thought is that most, if not all municipalities do not allow shelters. The shelters that do exist are done in contract zones. Additional information can be gathered but may take a considerable amount of time.

Talk about emergency GA statute? Bill to include homelessness? (Please see attached, proposed bill LD 459 for more detail.)

Question about % GA eligible. Presumptive eligibility 70% to 90%. Question about the administrative burden.
Shelter staff must apply for GA reimbursement with every individual who enters the shelter. At intake and then every 30 days. Once applications are completed at OSS they are provided to our General Assistance Office to process. On average staff complete 354 of GA applications a month with individuals. Doing applications in this format requires approximately 96 staff hours monthly.

What communities have reimbursed and what amount?
7 municipalities made a total of 10 payments totaling $581.16

How many years we have been utilizing overflow space beyond the PSRC?
In 2010 we were Oxford Street Shelter for Men and only utilized 203 Oxford Street. In 2011 we began serving women again when Florence House began filling up and utilized 203 Oxford Street as well as the former Refugee Services as an overflow for up to 25 individuals. In 2012 we began to utilize both PSRC and GA for overflow services. GA was used as WC with capacity of 75 (some nights serving 45 individuals.)

Cost/administrative burden to run additional overflow locations?
Cost of staff assuming additional staff only, we are estimating $45,192

Give deeper examples of Triage, Intake, Orientation etc.
Each individual who enters OSS completes an intake assessment with staff who are intake specialists. Through motivational interviewing they work to help ascertain an individual's current situation. For example, does someone have a landlord situation that we may be able to mitigate, helping them return to housing? Does someone have a current and active housing voucher? Every individual who comes in to the shelter is different, as is their situation so this an extremely important job. If an individual has an appropriate safe place to go staff work to return them to that location. For example, if someone presents from a group home we verify with that group home that it will no longer be an option for them. If someone presents that we placed into housing we work to return them to their housing and mitigate that situation if is at risk.
When new shelter guest present for intake we also ask them to attend a housing orientation the day following their intake. There they are connected to a housing supervisor who further connects them to area resources (including our own housing team) and begins the process of creating a housing plan.

Talk about nights with high numbers, cold weather and "greater use examples" vs an example of managing one individual.

Staff currently do a fantastic job bed managing during nights with colder weather and higher numbers. For overnight supervisors this often means making decisions early in the night before having a full picture of what the night can bring regarding which facilities will be opened. These decisions are based on who has presented for shelter by a certain time (numbers of male vs. female guests play into this as well), and the available staffing. On nights with colder weather this can also mean allowing individuals into the shelter foyer to sit in chairs and stay warm. This practice would not change.

How will frontline staff enforce policy- We have management on staff from 8am-11:30pm as well as 24/7 on call management coverage to assist staff with addressing any issues that arise.

Having conversations with other communities? Speaking with other communities currently has begun more specifically in regards to GA and on an individualized basis with inappropriate discharges, etc.

CITY OF PORTLAND
SOCIAL SERVICES DIVISION
Length of Assistance / Community Support Fund
7/1/2018 through 4/25/2019

PCSF

Family	Cases	People	
1 Month of Assistance	18	64	13.85%
2 Month of Assistance	16	58	12.31%
3 Month of Assistance	6	23	4.62%
4 Month of Assistance	6	23	4.62%
5 Month of Assistance	1	2	0.77%
6 Month of Assistance	4	15	3.08%
7 Month of Assistance	1	4	0.77%
8 Month of Assistance	1	2	0.77%
19 Month of Assistance	1	6	0.77%
	54	197	

Single	Cases	People	
1 Month of Assistance	23	23	17.69%
2 Month of Assistance	17	17	13.08%
3 Month of Assistance	13	13	10.00%
4 Month of Assistance	7	7	5.38%
5 Month of Assistance	5	5	3.85%
6 Month of Assistance	5	5	3.85%
7 Month of Assistance	2	2	1.54%
8 Month of Assistance	2	2	1.54%
9 Month of Assistance	1	1	0.77%
10 Month of Assistance	1	1	0.77%
	76	76	
Total for PCSF	130	273	

CITY OF PORTLAND
SOCIAL SERVICES DIVISION
Length of Assistance / Community Support Fund
7/1/2018 through 4/25/2019

Total Granted:	130	273

CITY OF PORTLAND
SOCIAL SERVICES DIVISION
Length of Assistance / Community Support Fund
7/1/2017 through 6/30/2018

PCSF

Family	Cases	People	
1 Month of Assistance	9	30	11.25%
2 Month of Assistance	6	17	7.50%
3 Month of Assistance	9	33	11.25%
4 Month of Assistance	4	19	5.00%
6 Month of Assistance	1	2	1.25%
10 Month of Assistance	1	6	1.25%
	30	107	

Single	Cases	People	
1 Month of Assistance	16	16	20.00%
2 Month of Assistance	7	7	8.75%
3 Month of Assistance	4	4	5.00%
4 Month of Assistance	7	7	8.75%
5 Month of Assistance	5	5	6.25%
6 Month of Assistance	4	4	5.00%
7 Month of Assistance	3	3	3.75%
8 Month of Assistance	1	1	1.25%
9 Month of Assistance	2	2	2.50%
10 Month of Assistance	1	1	1.25%
	50	50	
Total for PCSF	80	157	

CITY OF PORTLAND
SOCIAL SERVICES DIVISION
Length of Assistance / Community Support Fund
7/1/2017 through 6/30/2018

Total Granted:	80	157

129th MAINE LEGISLATURE

FIRST REGULAR SESSION-2019

Legislative Document	**No. 459**
S.P. 137	In Senate, January 29, 2019

An Act To Include Homelessness in the Laws Governing Emergency General Assistance

Reference to the Committee on Health and Human Services suggested and ordered printed.

DAREK M. GRANT
Secretary of the Senate

Presented by Senator CHIPMAN of Cumberland.
Cosponsored by Senators: GRATWICK of Penobscot, MOORE of Washington, Representatives: CRAVEN of Lewiston, HYMANSON of York, MADIGAN of Waterville, MEYER of Eliot, PERRY of Calais, TALBOT ROSS of Portland.

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 22 MRSA §4301, sub-§5-A is enacted to read:

5-A. Homelessness. "Homelessness" means a situation in which a person or household has no permanent or safe housing including when a person or household is:

A. Living in a place that is not fit for human habitation;

B. Living in an emergency shelter;

C. Living in temporary housing, including but not limited to a hotel, motel, campground, unlicensed campsite or rehabilitation facility;

D. Exiting a hospital or institution licensed under chapter 405 or a correctional facility where the person or household resided for up to 90 days if the person or household was in an emergency shelter or a place not fit for human habitation before entering the hospital, institution or correctional facility;

E. Losing the person's or household's primary nighttime residence and lacking the resources or support networks to remain in that residence; or

F. Fleeing or attempting to flee violence and has no other residence.

Sec. 2. 22 MRSA §4308, sub-§2, as amended by PL 1999, c. 45, §1, is further amended to read:

2. Emergencies. A person, including a person experiencing or facing homelessness, who does not have sufficient resources to provide one or more basic necessities in an emergency is eligible for emergency general assistance, even when that applicant has been found ineligible for nonemergency general assistance, except as provided in this subsection.

A. A person who is currently disqualified from general assistance for a violation of section 4315, 4316-A or 4317 is ineligible for emergency assistance under this subsection.

B. Municipalities may by standards adopted in municipal ordinances restrict the disbursement of emergency assistance to alleviate emergency situations to the extent that those situations could not have been averted by the applicant's use of income and resources for basic necessities. The person requesting assistance shall provide evidence of income and resources for the applicable time period.

A municipality may provide emergency assistance when the municipality determines that an emergency is imminent and that failure to provide assistance may result in undue hardship and unnecessary costs.

SUMMARY

This bill defines "homelessness" for the purposes of the laws governing general assistance and specifies that a person experiencing or facing homelessness who meets the

conditions for receiving emergency assistance in current law is eligible for emergency general assistance.

Androscoggin

Hope Haven Gospel Mission	General	207-783-6086	Lewiston
New Beginnings*	Youth	207-795-4070	Lewiston
Rural Community Action Ministries*	Families	207-524-5095	Leeds
Safe Voices*	Domestic Violence	800-559-2927	Auburn
St. Martin de Porres Residence	General - Adults	207-786-4690	Lewiston

Aroostook

Homeless Services of Aroostook - Sr. Mary O'Donnell Shelter*	General	207-764-4125	Presque Isle
Hope and Justice Project*	Domestic Violence	800-439-2323	Caribou, Houlton, Fort Kent
Maliseet Domestic Violence & Sexual Assault Program	Domestic Violence	207-532-6401	Houlton

Cumberland

City of Portland Family Shelter*	Family	207-772-8339	Portland
City of Portland Oxford Street Shelter*	General - Adults	207-761-2072	Portland
Family Crisis Shelter*	Domestic Violence	800-537-6066	Portland
Milestone*	Substance Abuse - Men	207-775-4790	Portland
Preble Street - Florence House*	General - Women	207-699-4392	Portland
Preble Street - Joe Kreisler Teen Shelter*	Youth	207-775-0026	Portland
Preble Street - Resource Center*	Day Shelter - no overnights	207-775-0026	Portland
Tedford Housing - Family Shelter*	Family	207-729-1161 X113	Brunswick
Tedford Housing - Individual Shelter*	General - Adults	207-729-1161 x104	Brunswick

Franklin

Western Maine Homeless Outreach*	Families	207-491-4100	Farmington

Hancock

H.O.M.E. Inc - Dorr House*	General	207-469-7961	Orland
H.O.M.E. Inc - Emmaus*	General	207-667-3962	Ellsworth
H.O.M.E. Inc - St. Francis Inn*	General	207-469-7961	East Orland
The Next Step - Ellsworth*	Domestic Violence	800-315-5579	Ellsworth

Kennebec

Bread of Life Ministries*	General	207-626-3479	Augusta
Family Violence Project*	Domestic Violence	877-890-7788	Augusta
Mid-Maine Homeless Shelter*	General	207-872-8082	Waterville

Knox

Knox County Homeless Coalition - Hospitality House*	General	207-593-8151	Rockport
New Hope for Women	Domestic Violence	800-522-3304	Rockland

Oxford

Rumford Group Homes - Monier Family Center*	General	207-743-6363	Rumford
Rumford Group Homes - Norway Family Center*	Women & Children	207-369-9439	Norway
Rumford Group Homes - Rumford Family Center*	Family	207-743-6363	Rumford

Penobscot

Bangor Area Homeless Shelter*	General	207-947-0092	Bangor
Families & Children Together (FACT)*	Families	207-941-2347	Bangor
Partners for Peace*	Domestic Violence	800-863-9909	Bangor
PCHC- Hope House *	General - Adults	207-217-6717	Bangor
Shaw House*	Youth	207-941-2874	Bangor
The Shepherd Godparent home	Pregnant Women	207-949-2273	Bangor

Piscataquis

Somerset

Family Violence Project *	Domestic Violence	877-890-7788	Somerset County
New Hope Shelter	Women and Children	207-669-4402	Solon
Trinity Shelter	General - Adults	207-399-7538	Skowhegan

Washington

Passamoquoddy Peaceful Relations	Domestic Violence	877-853-2613	Pleasant Point
The Next Step - Machias*	Domestic Violence	800-315-5579	Machias

York

Caring Unlimited*	Domestic Violence	800-239-7298	Sanford
York County Shelter Programs, Inc. - Family Shelter*	General	207-324-1137	Sanford
York County Shelter Programs, Inc. - Individual Shelter*	General	207-324-1137	Alfred

FIRE DEPARTMENT FY20 BUDGET

May 2, 2019

Engine 1 Personnel Reallocation Plan

Engine 1 = 12 Positions (3 per shift x 4)

- ❑ 1 Position to Div. Chief of EMS / Training
- ❑ 1 Position to Admin Support for HR and Payroll
- ❑ 1 Position to C-9 for EMS Operations support
- ❑ 5 Positions to Vacation Pool coverage
- ❑ 4 Positions to Rescue 1 (available for coverage)

* Nine available positions to cover leave (vacation, FMLA, sick, training)

Apparatus Activity CY18

Station	Companies	Personnel	Total Calls	EMS Calls	Fire Calls
Munjoy	Engine 1	1 Cpt, 3 Lt, 8FF	1890	836	1052
	Ladder 1	1 Cpt, 3 Lt, 8FF	1265	246	1019
	Medcu 1	8FF	2128	1991	137
Central	Engine 5	1 Cpt, 3 Lt, 8FF	3495	2034	1461
	Medcu 5	8FF	3165	2878	287
	Car 9	3 Lt.	2753	2400	353
Bramhall	Engine 6	1 Cpt, 3 Lt, 8FF	2683	1298	1385
	Ladder 6	1 Cpt, 3 Lt, 8FF	1660	493	1167
	Medcu 6	8FF	2746	2527	219
	Rescue 1	1 Cpt, 3 Lt 4FF	1557	757	800
	Pool Coverage	4 Lt, 16FF			
	Car 5	4 Dep. Chiefs	1000	425	575
Stevens Ave	Ladder 3	1 Cpt, 3 Lt, 8FF	2371	1408	963
	Medcu 3	8FF	2759	2576	183
Riverton	Engine 9	1 Cpt, 3 Lt, 8FF	1420	759	661
Allen Ave	Ladder 4	1 Cpt, 3 Lt, 8FF	1285	594	691
	Medcu 4	8 FF	2424	2253	171
Ocean Ave	Engine 11	1 Cpt, 3 Lt, 8FF	1933	1190	743

Call Volume CY18

Call Category	Engine 1	Ladder 1	Engine 11	Ladder 4
1. Fire Calls	95	96	75	81
2. Overpressure, Rupture, Explosion	26	27	30	27
3. Medical	836	246	1210	594
4. Hazardous Condition, No Fire	92	97	76	104
5. Service Call	73	74	138	94
6. Good Intent Call	79	84	76	72
7. False Alarm/False Calls	687	639	325	311
8. Severe Weather/ Natural Disaster	1	1	0	0
9. Special Incident	1	1	3	2
Total Calls	**1890**	**1265**	**1933**	**1285**

Call Volume 2017 vs. 2018*: Engine 11 and Ladder 4

Call Category	Engine 11-2018	Engine 11- 2017	Ladder 4-2018	Ladder 4-2017
1. Fire Calls	75	90	81	101
2. Overpressure, Rupture, Explosion	30	16	27	18
3. Medical	***1210 (+168)***	***1078***	***594 (-127)***	***763***
4. Hazardous Condition, No Fire	76	96	104	104
5. Service Call	138	102	94	71
6. Good Intent Call	76	75	72	72
7. False Alarm/False Calls	325	307	311	283
8. Severe Weather/ Natural Disaster	0	0	0	0
9. Special Incident	3	1	2	0
Total Calls	**1933**	**1765**	**1285**	**1412**

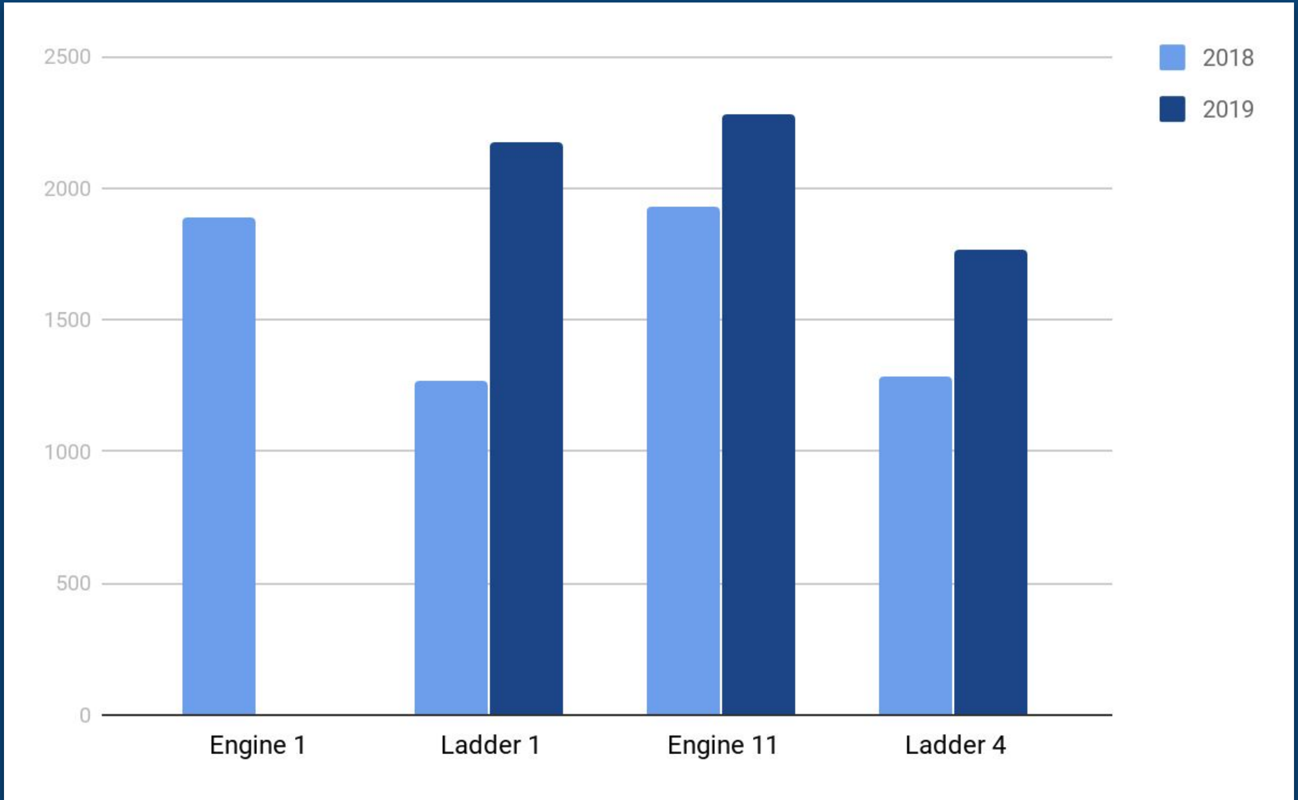
*L4 running out of Riverton station during Allen Ave. renovations, response territory shifted so E11 covered more calls
Once L4 back in Allen Ave Station, E11 medical calls anticipated to decline by 130 per year

Engine 1 Calls Shifting to Ladder 1, Engine 11, Ladder 4

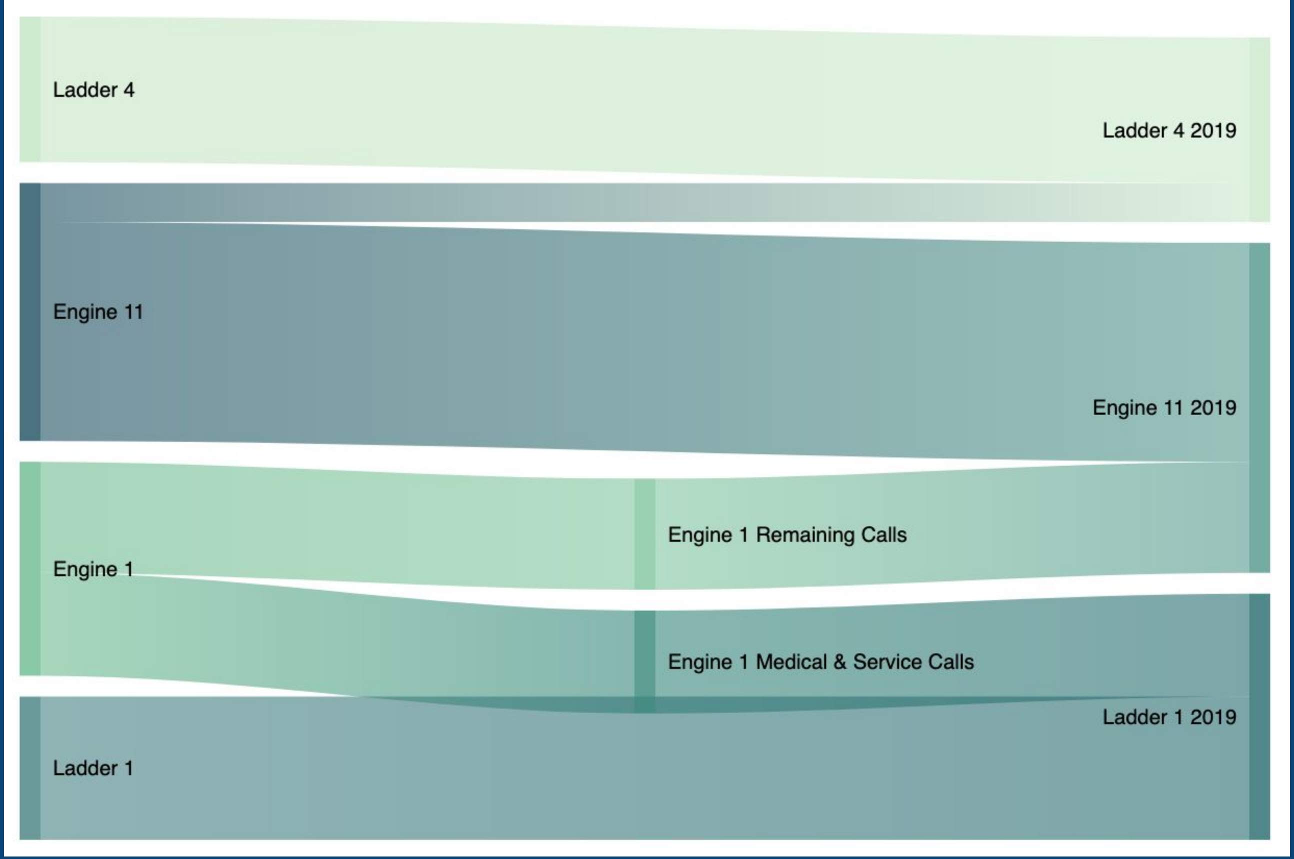
Call Category	Engine 1 2018	Ladder 1 2018	Ladder 1 2019	Engine 11 2019	Ladder 4 2019
1. Fire Calls	95	96	96	95	81
2. Overpressure, Rupture, Explosion	26	24	24	30	27
3. Medical	836	246	1082	735	1070*
4. Hazardous Condition, No Fire	92	97	97	125	104
5. Service Call	73	74	147	138	94
6. Good Intent Call	79	84	84	140	75
7. False Alarm/False Calls	687	639	639	1012	311
8. Severe Weather/Natural Disaster	1	1	1	1	0
9. Special Incident	1	1	1	1	2
Total Calls	**1890**	**1265**	**2171**	**2277**	**1764**

* Normal territory EMS Calls plus Canco Rd. calls

Projected Distribution of Engine 1 Calls in 2019



Projected Distribution of Engine 1 Calls in 2019



Building Fires CY18

Responding Company	# of Fires
E1	20
L1	26
L3	21
L4	22
E5	20
E6	24
L6	28
R1	29
E9	12
E11	19
Total # of Building Fires	**37**

TABLE OF CONTENTS

Executive Summary

Overtime cost overruns have been a budgetary issue for the Portland Fire Department since completion of the 1996 merger of the Fire and Medcu Departments. Available data shows that since 2003 overtime costs have outrun budgeted amounts by an average of 43.99% (σ=23.21%) per year. In the same period authorized staffing levels have fallen from 242 to 226. These cost overruns have significant budgetary and political ramifications for all relevant stakeholders including taxpayers, City government, Department administration, and IAFF Local 740. There have been several department heads in the last fifteen years and yet there have been significant cost overruns in the overtime budget line fourteen of those fifteen years. Each administration has tried cutting different areas in an effort to reduce overtime, but all have failed. Efforts to offset these overruns have led to the cutting of staff, lack of funding for infrastructure and further understaffing. These cuts have caused compliance issues and decreased revenue from billing and grants, stations and apparatus in need of extensive repair and increased overtime spending respectively.

The City has commissioned two studies since 2012 as a mechanism for auditing the operations of the Fire Department. The findings have been consistent and note excellent response time and coverage areas as well as well-located stations. Negative findings include overdependence on overtime for minimum staffing, failure to maintain infrastructure and the understaffing of key administrative positions. Of particular concern the PSSI study noted that, among other negative consequences of overtime staffing, are: increased risk of PTSD, reduced oversight, accountability and discipline, and increased cost to tax payers.

Due to difficult fiscal circumstances the Fire Department is considering decommissioning Engine 1 for increased staffing for administrative functions and to reduce overtime. While overtime will be reduced by this plan, $1,043,883 remains in the budget line for FY2020. The intent of this document is to show that by allotting the majority of the overtime budget line to FTE positions rather than to paying current employees to work more overtime spending can be nearly eliminated and the overtime budget line will finally be accurate. In addition, Engine 1 can remain in service for the City and the concerns brought forward by the 2013 study will be addressed. We believe this plan to be more fiscally responsible, safer, and politically viable. With cooperation from IAFF Local 740 all of these goals can be achieved while staying within the 5.4% proposed budget increase for FY2020. Staffing as a cost-effective solution to overtime dependence is a trend that is growing nationally and can be successful in Portland. Examples of how other municipalities are addressing these concerns are contained in this document.

The pages that follow will provide historical context to the issue and the proposed solution. We thank you in advance for your consideration.

Staffing Overview

There are 46 "seats" each day that need to be filled each day for the Department to offer its stated level of service. In order to function all fire apparatus must have at least three personnel assigned to it and each ambulance must have at least two. The Jetport and the Heavy Rescue must have two personnel and Peaks Island must have at least one person to be able to respond to emergencies. Car 5 and Car 9, which are shift supervisors, have one person each who responds in a staff vehicle. A staffing sheet is attached as Appendix A. It is worth noting that professional standards set by the National Fire Protection Administration recommend more staffing per apparatus than is available in Portland, but this is the currently model that is accepted locally. Detailed explanations of why these staffing levels are necessary from an operational standpoint are available in both the 2013 and 2017 studies in Appendix B and C respectively.

In order to have all units available to respond to emergencies there must be 47 employees at work 24 hours a day, seven days a week, 365 days a year. To maintain this level of service we work four rotating shifts with each shift employee working 24 hours on/24 hours off/24 hours on/120 hours off for an average of 42 hours a week (over eight weeks). Because employees have two to four weeks of paid vacation annually there must be more than 46 employees per shift. Our current allotment is 52 employees per shift which allows six employees per shift to be on vacation every week which is the maximum number of employees allowed on vacation on one shift at one time. Unfortunately, vacation is not the only paid time off that employees use. Employees are also absent from work every day due to injuries, Family Medical Leave or just being sick. We know from available data that this means another five employees, on average, are absent each day. In summary we have 52 employees per shift, five are on vacation, and another five are hurt, sick, or caring for a family member which brings us to 42 available employees. and we need 46 to keep all apparatus available for emergency calls. Every day we need four employees that aren't there. We make it work with overtime. A sample of how leave on a typical day is covered using a combination of "pool" personnel and overtime is shown in Appendix C.

Overtime in Public Safety

As discussed above overtime for essential personnel occurs when employees that are not scheduled to work on a given day work extra hours to make up for employees that are absent. Due to the staffing that is allotted for the Fire Department there is a lot of overtime. In fact, since 2003 the overtime budget has run over by an average of 43.99% (Appendix A). While sometimes viewed as a flexible budget item in the public safety world where minimum staffing is a reality overtime is actually a highly predicable fixed cost. Regrettably when budget lines fall short the money must be found somewhere and facilities, training and equipment all suffer. Staffing is also affected. Due to the self-inflicted budget crisis of underfunded overtime staffing has been cut repeatedly *even though understaffing is the direct cause of the budget shortfall.* The Portland Fire Department provides an excellent level of service that is supported by data that shows we respond to emergencies with times that exceed national averages. In addition, the Portland Fire Department's out of hospital cardiac arrest survival rating is twice the national average (15% and 7% respectively) and our ISO fire safety rating is a Class 2 (best ranking is Class 1). As we have stretched our staffing allocation to continue these services without additional employees the strain has been fiscally apparent in the department's overtime budget line. It is also worth mentioning that in the last 10 years the Council has commissioned two separate studies that both confirmed the location of fire stations and apparatus to be adequate for Portland's needs (Appendix D and Appendix E). In addition, the 2013 Study recommended additional staffing as a mechanism for controlling overtime costs (pg. 70).

Cost Analysis and Methodology

The budgeted cost of an FTE for the Portland Fire Department is $55,000. In reality FTE total cost is $68,295 or $31.27 an hour. In contrast the average overtime rate (AOR) of pay is $45.97. The AOR is calculated by taking the actual overtime hours worked by dollars paid plus additional payroll costs (FICA, Worker's Comp, MEPERS). Once the FTE and AOR are calculated it can be shown that for every overtime hour worked there is a cost savings of $14.70 if that hour was instead worked by an FTE. In the example given in Appendix A $515,088 would have been saved in one year.

Possible Solutions and Further Research

With proper data collection and analysis methods it is possible to determine the proper ratio of actual personnel to positions that will allow for the most efficient amount of overtime spending. Two academically recognized models are the relief factor model, used by the San Francisco Fire Department or the more modern net annual work hours model outlined by Miller and Wetzel in *Jail Staffing Analysis* 3rd ed.[1] An additional example of Scottsdale Fire Department staffing calculator is shown along with these excerpts in Appendix D. An example of a relief factor calculation specific to the Portland Fire Department is found in Appendix E. While collecting the data to employ these models is administratively time intensive it allows for educated analysis of the costs of overtime versus the costs of increased staffing. It then becomes possible to determine the most efficient staffing method. Much of this data has already been collected and is available.

There are also factors to consider that are not fiscal. If an overtime neutral budget could be achieved through the hiring of additional personnel, shifting funds from the overtime budget line, then on days where there were "extra" personnel the City would be provided with a higher level of service. The correlation between staffing and service has been shown by research in both fire suppression[2] and emergency medical services.[3] The current policy spends approximately 10% of the overall department budget just to ensure *minimum* staffing through overtime.

IAFF Local 740 remains committed to a transparent and mutually beneficial relationship with both the City and Department administrations. It is our sincere hope that the materials presented in this document will help all parties involved move forward in a positive manner in order to continue to provide the highest level of service possible to the citizens of the city of Portland.

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[1] Miller, R. and Wetzel, J. E. *Jail Staffing Analysis* 3rd ed. 2/2012. pg. 133-6.

[1] Averill, J.D., et al. "*NIST Technical Note 1661: Report on Residential Fireground Field Experiments*." NIST and US Dept. of Commerce. 3 April 2010.
[2]Koenig, S. Portland paramedics skip the ambulance ride. *Bangor Daily News.* 12 Nov. 2012.

TAB 2

YEAR	OT BUDGETED	OT ACTUAL	+/-	%
2003	$ 685,480.00	$ 1,139,344.00	*-453,864*	***-66.21%***
2004	$ 673,450.00	$ 891,450.00	*-218,000*	***-32.37%***
2005	$ 770,260.00	$ 1,251,716.00	*-481,456*	***-62.51%***
2006	$ 820,310.00	$ 1,210,782.00	*-390,472*	***-47.60%***
2007	$ 1,074,650.00	$ 1,297,134.00	*-222,484*	***-20.70%***
2008	$ 1,024,650.00	$ 1,639,173.00	*-614,523*	***-59.97%***
2009	$ 1,024,650.00	$ 1,213,863.00	*-189,213*	***-18.47%***
2010	$ 1,024,650.00	$ 1,494,108.00	*-469,458*	***-45.82%***
2011	$ 1,024,650.00	$ 1,584,963.00	*-560,313*	***-54.68%***
2012	$ 1,169,500.00	$ 1,855,159.00	*-685,659*	***-58.63%***
2013*	$ 555,000.00	$ 893,159.00	*-338,159*	***-60.93%***
2014	$ 557,000.00	$ 916,123.00	*-359,123*	***-64.47%***
2015	$ 1,045,970.00	$ 1,328,346.00	*-282,376*	***-27.00%***
2016	$ 975,485.00	$ 1,566,163.00	*-590,678*	***-60.55%***
2017**	$ 1,075,485.00	$ 873,274.00	202,211	**18.80%**
2018	$ 1,096,995.00	$ 1,376,179.00	*-279,184*	***-25.45%***
2019***	$ 929,905.00	$ 1,500,000.00	*-570,095*	***-61.31%***
				-43.99%

* from 2013 on data shown is for Field Operations OT only

**FLSA expirament

*** projected

Full Staffing (Current)

Stations	Unit	Position	Platoon 1	Platooon 2	Platoon 3	Platoon 4
Munjoy	L1	**Officer**	1	1	1	1
		Firefighter	2	2	2	2
		Firefighter	3	3	3	3
	E1	**Officer**	4	4	4	4
		Firefighter	5	5	5	5
		FF/EMT-P	6	6	6	6
	MC1	**EMT-P**	7	7	7	7
		EMT-I	8	8	8	8
Central	E5	**Officer**	9	9	9	9
		Firefighter	10	10	10	10
		FF/EMT-P	11	11	11	11
	MC5	**EMT-P**	12	12	12	12
		EMT-I	13	13	13	13
Bramhall	E6	**Officer**	14	14	14	14
		Firefighter	15	15	15	15
		FF/EMT-P	16	16	16	16
	MC6	EMT-P	17	17	17	17
		EMT-I	18	18	18	18
	L6	**Officer**	19	19	19	19
		Firefighter	20	20	20	20
		Firefighter	21	21	21	21
	R1	**Officer**	22	22	22	22
		Firefighter	23	23	23	23
		CUT	**0**	**0**	**0**	**0**
Riverton	E9	**Officer**	24	24	24	24
		Firefighter	25	25	25	25
		Firefighter	26	26	26	26
East Deering	E11	**Officer**	27	27	27	27
		Firefighter	28	28	28	28
		Firefighter	29	29	29	29

March	22	2019				
Stations	**Unit**	**Position**	**Platoon 1**	**Platooon 2**	**Platoon 3**	**Platoon 4**
Rosemont	**L3**	**Officer**	30	30	30	30
		Firefighter	31	31	31	31
		FF/EMT-P	32	32	32	32
	MC3	**EMT-P**	33	33	33	33
		EMT-I	34	34	34	34
North Deering	**L4**	**Officer**	35	35	35	35
		Firefighter	36	36	36	36
		FF/EMT-P	37	37	37	37
	MC4	**EMT-P**	38	38	38	38
		EMT-I	39	39	39	39
Marine	**M1**	**Officer**	40	40	40	40
		Firefighter	41	41	41	41
		Firefighter	42	42	42	42
Air Rescue	**Capt.**	**Officer**	43	43	43	43
		Firefighter	44	44	44	44
Peaks		**Officer**	45	45	45	45
C9		**Lt./P**	**CUT**	46	46	46
**** Unassigned Firefighters to cover daily vacancies "Pool"**						
		Pool LT	46	47	47	47
		Pool 1	47	48	48	48
		Pool 2	48	49	49	49
		Pool 3	49	50	50	50
		Pool 4	50	51	51	51
		Pool 5	51	52	52	52
		ARS Capt	52			
					TOTAL	**208**

Example of an average staffing day.

Position	L1 Officer	L3 FF	MC5 FF/P	L4 FF	MC4 FF/AEMT
Leave type	Vacation	Vacation	Vacation	Vacation	Vacation
Coverage	**Pool LT**	**Pool 1**	**Pool 2**	**Pool 3**	**Pool 4**

L3 FF	MC3 FF/P	E5 FF	M1 Officer	L4 / FF
Sickness in family	FML-paternity	FML-cancer	Sick	Injury
Pool 5	**OVERTIME (24 hours)**	**OVERTIME (24 hours)**	**OVERTIME (24 hours)**	**OVERTIME (24 hours)**

		TOTAL OT
~45.97 per hour x 96 hours per day = $4,413.12	X 365 Days	1,610.788.80

Assuming that we are at full authorized FTE's, 5 vacancies are filled with "Pool", the other vacancies are 24 Hours of Overtime for each. If the spot isn't filled, the vehicle is "Browned Out"

FTE COST ANALYSIS		
Entry Level	$43,155.84	AEMT w/ A.S. degree, 25% of new hires are laterals
Benefits	$16,830.78	Base + 39% calculation
Holiday Pay	$ 2,371.20	120 hours at base rate
Training	$3,500	Target Solutions + drill school
Gear	$1,662	Direct from Lt. Krum
Uniforms	$350	
Clothing Allowance	$350	
Sneaker money	$75	
FTE Annual Cost	$68,295	
HOURLY FTE RATE	$31.27	

OVERTIME COST		
Hourly OT rate	$40.35	
FICA	$0.59	payable on all earnings
Workers Compensation	$0.96	payable on all earnings
Pension contribution	$4.08	payable on all earnings
HOURLY OVERTIME RATE	$45.97	

Savings per hour FTE staffing	**$14.70**

RELIEF FACTOR		
Hours needed per shift	1104	46 positions * 24 hours
Leave hours per shift	216	9 vacancies * 24 hours
Total hours needed per shift	1320	Hours needed + vacancies
Leave rate	21.70%	
Relief factor needed	1.20	55 FTEs/46 positions
Current FTE relief factor	1.1	52 FTEs/47 positions
Percent increase needed	9%	
Current FTE hours alloted per shift	1104	
FTE hours with 9% increase	1320	
FTEs needed per shift	55	
Current FTEs per shift	52	
Additional FTEs needed per shift	3	

TAB 3

PERFORMANCE AND MANAGEMENT STUDY OF THE PORTLAND FIRE DEPARTMENT PORTLAND, MAINE

Prepared by:
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March 27, 2013

Mr. Mark Rees
City Manager
City of Portland
389 Congress Street
Portland, Maine 04101

Dear Mr. Rees:

I am pleased to submit with this letter our Report on the Performance and Management Study of the Portland Fire Department.

The Study Team would like to acknowledge the excellent cooperation that we received from City officials and the members of the Portland Fire Department. If you have any questions relative to this Performance and Management Study, please contact my office.

Sincerely,

Leslie D. Adams
President

PFD OVERTIME EXPENDITURES FOR THE PAST 9 YEARS

Fiscal Year	Overtime Expenditures
FY 2013	$1,087,500*
FY 2012	$1,855,158
FY 2011	$1,584,951
FY 2010	$1,494,107
FY 2009	$1,213,864
FY 2008	$1,639,173
FY 2007	$1,297,132
FY 2006	$1,210,783
FY 2005	$1,251,783

*Budgeted overtime amount.

In the experience of the Study Team, these levels of overtime expenditures seem unusually high for a fire department the size of Portland's and related recommendations for reduction will be made in this report to attain substantial reductions. Although stated in the public media, it should be noted that PFD overtime expenditures have not exceeded $2 million in the last nine budget years.

The Study Team typically utilizes a nationally recognized formula to assist in its determination of the adequacy of the total apparatus staffing of fire departments. That formula can provide a measure of budgetary accuracy in determining the actual number of firefighters and officers required to staff the fire and EMS apparatus, given the minimum staffing levels approved by the municipality.

Various OT Causal Factors

In the analysis of the data, review of applicable documents, and discussions with City and PFD officials and firefighters, the factors that result in the expenditure of overtime funds are numerous and varied. They include, for example, maintaining approved minimum staffing levels when the following would result in lower than approved apparatus staffing levels:

- Use of sick leave;
- Use of vacation time;
- Use of bereavement leave;
- Use of family sick leave;

- Holiday leave; and
- On the job injury.

Likewise, the following activities generated overtime income paid to off-duty firefighters, and officers directly in that the off-duty service provider was paid overtime compensation in a pay check:

- Training activities to take place;
- SCBA maintenance;
- EMS supplies work;
- Hazmat team response;
- Maintain Island staffing;
- EMS QA meeting;
- Staff meetings, captains, chiefs, etc.;
- Perform admin duties; and,
- Call back for major incidents.

Potential Negative Aspects of Excessive OT Staffing

Previously in this Chapter the extent of fire and EMS apparatus staffing via OT was discussed and illustrated. There are a number of potential negative aspects or side effects of the excessive use of OT in the staffing of fire and EMS apparatus that may result. These include:

- Increasing potential burnout;
- Reduced fire and EMS unit teamwork and cohesiveness;
- Excessive use of OT in the course of providing services;
- Increased cost to the taxpayer for services provision;
- Reduced management and oversight of activities and tasks;
- Increasing philosophy that working for the PFD is a “part time job”;
- Reduce ability of supervisors to provide consistent employee oversight;
- Reduce pride and commitment to the organization;
- Reduced accountability of staff; and,
- Decreased discipline levels.

SUMMARY

Organizing fire and EMS services within a community so as to provide the most efficient and cost-effective delivery of quality service is one of the most important functions of local government. Historically, many fire services have been developed and organized on the basis of local neighborhood need and initiative and, in many instances, volunteer fire and EMS companies were formed—as was the case with the initial organization of the Portland Fire Department.

A number of fire departments have found that an organizational mission statement and broad goals assist in setting a positive tone and atmosphere for the provision of services. The revision and establishment of such mission and goals statements could have a positive impact on the PFD. This should be accomplished through a process of direct and comprehensive PFD employee involvement, along with the establishment of a "customer service" program with a related training effort.

Portland's Fire Department is at a "crossroads" in its history and development. With the continual increase in emergency calls and changes in the PFD that may have been driven in the past by the economic and fiscal conditions of the City and community, the City and the Fire Department have the opportunity to refocus resources and efforts toward saving lives and enhancing the fire and emergency medical services.

RECOMMENDATIONS

2-1 The City is encouraged to update City Code related to the duties and responsibilities of the Fire Chief.

2-2 The Fire Chief should develop an updated organization chart, including revisions made as a result of the implementation of appropriate options and recommendations set forth in this Study report.

2-3 The Fire Chief is encouraged to pursue the implementation of the upgrades in the organization structure of the PFD as outlined in this Study report.

2-4 The Fire Chief should consider the development of a revised mission statement and vision and values for the Portland Fire Department.

2-5 The City should consider providing an appropriate number of civilian administrative support staff to the PFD (at least an additional one for each major functional area, including operations, fire prevention and support services), as requested by the Fire Chief.

2-6 The Fire Chief should pursue refocusing the workload of the Fire Alarm Division to current and future high tech systems of the PFD and phasing out the antiquated fire box alarm systems throughout the City.

2-7 The Fire Chief should pursue assigning four of the PFD deputy chiefs to daywork assignments as recommended by this Study report; Operations, Fire Prevention, Support Services, and Emergency Management/Islands/Volunteer programs.

2-8 The City is encouraged to reduce the complement of PFD deputy fire chiefs by two positions.

2-9 The City and Fire Chief should implement the recommended non-union shift district chief positions to provide platoon district command in two geographic/functional areas of the City: EMS and special services.

2-10 The Fire Chief is encouraged to designate the Bramhall Fire Station as the special services fire station.

2-11 The Fire Chief should pursue the provision of field EMS supervision as outlined in this Study report.

2-12 The City and the Fire Chief are encouraged to refocus the philosophy and resources of the PFD to the provision of life-saving as the primary service to be delivered, while maintaining a high priority on property protection through other related services, such as fire suppression, EMS, hazmat and code enforcement.

2-13 The Fire Chief is encouraged to establish and enhance the progressive approach to the assignment of important daily tasks to the chiefs and staff members of the fire stations.

2-14 The Fire Chief is encouraged to make full use of committees and cross-functional teams in the planning and implementation of appropriate PFD programs and tasks, with as much of such work as possible being done while on-duty in order to reduce overtime expenditures to the extent possible.

2-15 The Fire Chief should continue and strengthen the effort to development and implement a state-of-the-art policies and procedures for the PFD.

Figure 3.1
TOTAL PLATOON FIREFIGHTER/OFFICER COMPLEMENT

RANK	COMPLEMENT
DEPUTY CHIEFS	4
CAPTAINS	13
LIEUTENANTS	44
FIREFIGHTERS	157
PARAMEDIC*	1
TOTAL	219

Source: PFD budgeted for Fiscal Year 2013.
* Paramedic only with no firefighter certification.

A FORMULA FOR CALCULATING STAFFING NEEDS

The Study Team typically utilizes a nationally recognized formula to assist in its determination of the adequacy of the total apparatus staffing of fire departments. That formula can provide a measure of budgetary accuracy in determining the actual number of firefighters and officers required to staff the fire and EMS apparatus, given the minimum staffing levels approved by the municipality.

Forty-Two-Hour Work Week—Current Hours

Using current Portland apparatus minimum staffing levels, that formula is outlined as follows. To staff one position on a 24-hour basis and allow time off for training, vacations and sick leave and on-the-job injuries requires 5.62* employees. The Study Team was provided with actual "time off the floor" hours for all platoon employees in 2012. Based on actual time taken/required for vacation, sick, holiday, on and off the job injury and other similar reasons for firefighters and officers not being available to staff apparatus, the average annual time off "the floor" for firefighters and officers has been determined to be 628 hours. Based on this average number of hours off, the number of personnel required could be calculated as follows for the PFD:

*The 5.62 number is calculated as follows:

Total hours in a year:	8,760
Firefighters work 42 hours × 52 weeks	2,184
Minus average time off "floor"	- 628
TOTAL HOURS AVAILABLE	**1,556**

8,760 (total hrs in a yr) ÷ 1,556 (total hrs is available) = 5.62 staff to cover one 24-hour constant staffed position.

Based on this approach to calculating firefighter and officer staffing requirements for the current fire station and apparatus deployment model it appears that 269.7 firefighters and officers are needed.

Current Seven-Station Model with Air Rescue & Marine Units

The following calculations illustrate the application of this calculated formula to determining fire and EMS operations employment needs.

6 engines × 3 staff × 5.62	=	101.2 staff
4 ladder trucks* × 3 staff × 5.62	=	67.4 staff
1 rescue x 3 staff x 5.62	=	16.9
4 MEDCU units × 2 staff × 5.62	=	45 staff
1 air rescue x 3 staff × 5.62	=	16.9
1 marine unit x 3 staff × 5.62	=	16.9
1 deputy chief × 1 staff × 5.62	=	5.62 staff
TOTAL	**=**	**269.7 staff**

*2 aerial ladder and 2 quint units.

It should be noted that the currently approved Fiscal Year 2013 budget for staffing of the current fire stations and apparatus includes 219 firefighter and officer positions, including deputy chiefs, captains, lieutenants, firefighters and paramedics.

Based on this approach to calculating firefighter and officer staffing requirements for the current fire station and apparatus deployment model it appears that 269.7 firefighters and officers would be needed in order for there to be an **overtime-neutral staffing approach**.

Appendix ~~D~~

Scottsdale Expanded Staffing Calculator

Figure 8. Expanded Staffing Calculator

OPERATIONAL NEED

Number of: • 4 person companies (x 4 staff) + • 2 person units (x 2 staff) + • 1 person units	X	3 shifts	+	4 staff for part-time (40 hour) company	=	Number of staff required for Constant Staffing (A)

STAFF RELIABILITY (based on prior fiscal year)

Leave hours taken by applicable staff	/	2,920 work hours per staff (B) X number of applicable staff	=	Leave percentage (C)

ROVER CALCULATION

(C) Leave percentage X (A) Constant Staffing	X	3 shifts	=	Rovers (E)

GAP CALCULATION

(A) Constant staffing + **(E)** Rovers	-	Number of staff employed	=	Staffing gap	X	**(B)** 2,920 work hours per staff	=	Hours needed to be staffed (F)

OVERTIME or NEW STAFF

COST OF OVERTIME

(F) Hours needed to be staffed	X	Average overtime hourly rate **(G)**

COST OF NEW FTE

(F) Hours needed to be staffed	X	Average hourly pay rate (include benefits & PPE)	+	Academy (one-time cost)

Cost of Overtime – Cost of New FTE = Difference

PLUS ADDITIONAL OVERTIME FOR TURNOVER/ROVER LEAVE

(E) Rovers X **(B)** 2,920 work hours per staff X **(C)** Leave percentage	+	Average annual turnover X Avg recruiting/training days X 24 hours	X	**(G)** Average overtime hourly rate	+	Staffing Hours Overtime (if New Staff option not chosen)	=	Total Unscheduled Overtime Costs

Source: Auditor analysis of Scottsdale Fire Department's staffing model.

San Francisco Relief Factor model

· This 3.51 FTE per fixed-post position was derived mathematically, whether using work hours or work days, as follows:

firefighter works 48 hours per week, 96 hours per pay period;

there are 26 pay periods annually;

96 (hours per pay period) x 26 (pay periods) = 2,496 work hours per year

365 (days per year) x 24 (hours per day) = 8,760 total hours per year

8,760 (total hours) / 2,496 (work hours) = **3.51**

---- similarly----

1. 2,496 (work hrs per year)/ 24 (hrs per day) = 104 work days per year

2. 365 (days per year) / 104 (work days) = **3.51**

· Relief factors of 8 percent for vacation, 7 percent for sick pay, 6 percent for disability pay, and 4 percent for comp time -totaling 25 percent-- were generated by the model based on a combination of then-current experience in the first three of these leave categories and Departmental practice in the remaining one;

· These factors were calculated by dividing the variable average daily absences in selected approved-leave categories by the fixed Minimum Daily Staffing Quota of 352 for fire suppression activities (the number originally used, but is now revised to include two Arson positions);

· The combined relief factor of 1.25 applied to the base of 1,235.52 FTEs (3.51 x 352 Daily Staffing Quota) meant that 1,544 FTEs are required to fully staff fire suppression activities, while at the same time accommodating a certain level of expenditure for approved leaves and overtime. While this is somewhat more than the 1,490 uniformed positions authorized in the current-year Suppression budget, the approved budget contains a reduction in uniformed attrition savings equivalent to an increase of 41.58 FTEs, which brings the total FTEs much closer to the number generated by the model as the requirement (12 positions less than calculated using the Department"s assumptions).

· Including overtime and premium pay, an approved budget in excess of $151 million.

Our approach to validating this original model is described in the following section of this report.

Comparison of Model with "Best Practices"

The Fire Department"s original staffing model is more accurately described as a staffing utilization model. It defines uniformed personnel of different classifications and ranks in terms of the numbers required for fire suppression activity on a continuous, year `round, day-to-day basis. Positions in this kind of setting are generally referred to as fixed-post, meaning that relief is required when there is an absence, to ensure uninterrupted coverage. Such positions are most commonly found in public safety areas of law enforcement, emergency medical services, fire protection, and related communications systems.

Working with the Controller"s Office, the Budget Analyst performed a management audit of the City and County of San Francisco"s 911 Emergency System (1991), and addressed some of the issues associated with its fixed-post staffing. A major technical document used regularly in the Budget Analyst"s office is the *"Staffing Analysis Workbook for Jails,"*[1] published by the National Institute of Corrections. While this document focuses on custody operations, the model is directly transferable to any operation which requires

Miller/Wetzel Net Annual Work Hours model

APPENDIX C: More on Net Annual Work Hours (NAWH)

Comparing NAWH and "Relief Factor" Calculations

Some jurisdictions still use the relief factor methodology, and need to be able to convert NAWH to RF for comparison purposes. Similarly, those who have converted to NAWH may need to compare previous RF calculations with their newer NAWH findings.

Table C-1: Comparing NAWH and Relief Factors

	Relief Factor (RF)	**Net Annual Work Hours (NAWH)**
Unit of Measure	Days	Hours
Changes with shift configuration?	Yes, a new RF must be calculated for each different shift length	No, applies to all shift configurations
Number of "Time Off" Deductions Typically Considered	8 to 10 categories, measured in days	15 and more, in some agencies more than 30 categories of deduction are included, measured in hours
Product of the calculation	A number that describes the number of full-time employees needed to cover a specific shift with relief	The number of hours that each classification of employee is actually available to work his/her post annually
Uses	Calculates numbers of FTEs needed for a post/position	(1) Defines FTE for each classification of employee (2) Used as a denominator to determine FTEs needed for varied coverage patterns (3) Provides guidance for shift construction and employee assignment

Remember, either methodology is only used when a post or position is relieved. Relief means that a post or position is filled by another employee when the primary person assigned to it is not able to work. Relief sometimes implies that a post or position is staffed every day of the week. Relief is synonymous with "continuous."

When a post or position is relieved, it is important, and difficult, to determine what budget resources are needed to staff it.

Definitions

A "relief factor" attempts to answer the question: "How many full-time staff must I have in my budget to provide continuous coverage for a relieved post, using a specific shift configuration (length of shift)?' Relief factors are usually calculated for posts that are operated 24 hours daily, every day of the year. But calculating a relief factor becomes very difficult, and less accurate, when a variety of post configurations are considered. Some posts operate for only part of the 24-hour day, and some posts are not operated every day of the week.

In the past, a typical jail had only one shift configuration, such as 5, 8-hour shifts. But we have found that one size does not fit all, and the modern jail typically uses a variety of shift configurations to efficiently address needs. Using a relief factor in this context is often confusing—and inaccurate. A case in point: one county recently concluded it only required 4.1 full-time positions to staff 2, 12-hour shifts, 365 days per year (in fact, they needed 5.48). They made math errors when they tried to adapt their old shift relief factor (derived from 8-hour shifts) to their new 12-hour shifts. This is a common error made as managers try to apply relief factor methodology to alternative shift patterns.

The NAWH method introduced in the NIC Workbook accomplishes the same goals, more accurately, and with much more flexibility. By focusing on the "hour" as the unit to be measured, rather than a shift or a day, the process has been improved. The NAWH methodology also yields a product that is versatile and is effectively used in other areas of the staffing analysis.

What Do These Calculations Tell Us?

As suggested in Figure 1, a Relief Factor is a number that represents the number of full-time employees needed to provide coverage for a specific relieved post or position. An RF calculated for an 8-hour shift does not apply to any other length of shift. Every time the shift configuration changes, the RF must be recalculated—leading to more opportunities for error. The RF calculations are based on the number of "days" a typical employee has off for leave, training, and other activities.

The NAWH expresses the number of hours an average employee in a classification (such as Correctional Officer) will actually report for deployment during the year. It is the "net" number of hours that the employee is available to work. The NAWH calculations are based on the number of hours employees are away from their posts with pay. One agency with which we worked recently was able to provide data for more than 30 distinct categories of time away from post, thanks to the efforts of their payroll and human resources colleagues. The more data available, the more accurate the result.

The NAWH figure represents a "full time equivalent" (FTE). An FTE in budgeting jargon refers to the equivalent number of hours worked by a full-time employee for each classification of employee.

Why are these numbers so important?

At first glance, these calculations seem to only have relevance to the budget process. That's true. But the budget is the source of all of our staffing resources—full-time employees, part-time employees, and overtime. If you do not ask for sufficient resources at the beginning of each budget year, you will certainly run short before the year ends. Further, if you want to increase training, for example, you will need to adjust the NAWH to ensure that funds are requested. And securing approval for your budget request will be bolstered by the comprehensive and accurate NIC methodology. The budget director in a large jail system recently asked for a "chain of evidence" that tied each dollar in the staffing budget request, to the hours and posts worked in each facility. The NIC process easily provided that level of detail, and connected the coverage needs to scheduling, and eventually to the budget request.

How do I convert and compare?

To compare NAWH and RF, you must be able to convert one to the other. Table C-2 provides a sample of the results when NAWH is converted to SRF and RF.

Table C-2: Example of Net Annual Work Hours (NAWH) Compared to "Shift Relief Factor" (SRF) and "Relief Factor" (RF)

A	B	C	D	E	F
Annual Coverage Hours	Number of hours in a single shift	NAWH	SRF for 1 shift (A ÷ C)	Number of Shifts in 24 Hours	RF for 24hr coverage
2,920 hours	8 hours	1,550 hours	1.88	3 shifts in 24 hours	5.65
	8	1,600	1.83		5.48
(8 hours times 365 days)	8	1,650	1.77		5.31
	8	1,700	1.72		5.15
	8	1,750	1.67		5.01
4,380 hours	12 hours	1,550 hours	2.83	2 shifts in 24 hours	5.65
	12	1,600	2.74		5.48
(12 hours times 365 days)	12	1,650	2.65		5.31
	12	1,700	2.58		5.15
	12	1,750	2.50		5.01

Why would the RF for the two examples (column F) be the same? Does this mean that an 8-hour shift and a 12-hour shift have the same relief factor? Only if they have the same Net Annual Work Hours, which is usually not the case because employees who work 12-hour shifts usually work 84 hours in a 14-day pay period, while their 8-hour counterparts work only 80 hours.

The formula is shown in Table C-3.

Table C-3: Calculating Relief and Shift Relief Factors for 7 Day Posts

Type of Factor to Be Calculated	Formula
1 shift operated **7 days/week**	Annual Coverage Hours ÷ Net Annual Work Hours = "*Shift* Relief Factor" (SRF) for 1 shift
24 hour coverage **7 days/week**	SRF for 1 Shift *times* Number of Shifts in 24 hours = "Relief Factor" (RF) for 24 Hours

What if you are not covering 7 days per week? It is a little more complicated, but again, the NAWH figure is the key. You will need to calculate the annual scheduled hours, using the following formula:

Number of Hours in Shift *times* **Number of Days/Week** *times* **52.14 weeks**
= Annual Coverage Hours

For example, a relieved post that operates 8 hours per day, 5 days per week, would require 2,086 annual coverage hours:

8 hours *times* **5** days *times* **52.14** weeks **=** **2,086** annual coverage hours

To calculate the shift relief factor:

Annual Coverage Hours *divided by* NAWH = Shift Relief Factor

For example, the 8 hour shift operated 5 days per week in the preceding example, for a classification of employee that has a NAWH of 1,550, would have a Shift Relief Factor of 1.35:

2,086 annual coverage hours *divided by* **1,550** NAWH = **1.35** SRF

FUNCTIONAL ASSESSMENT OF FIRE STATION LOCATIONS

FINAL REPORT

City of Portland, Maine

October, 2017

FACETS
CONSULTING

NFPA 1710 Travel Times – Fire Response

Unlike the ISO response distance method, the NFPA 1710 method uses travel time to determine the effectiveness of fire station locations. Like the ISO method, the NFPA 1710 analysis includes the response times of engine and ladder companies. as well as chief officers, MEDCUs and the department's rescue company. Stations whose companies are assigned quint apparatus were analyzed as part of the review of both engine and ladder companies.

Analysis is based on criteria that focus on a review of the department's on-duty chief officers, fire companies, including the rescue companies, and their ability to respond an initial response to reported structures fires and EMS incidents.

Travel Time Criteria — Criteria is the calculation of response from fire stations based on 4 and 8 minutes. This is in line with NFPA 1710 response time benchmarks for structure fire and EMS responses as described in Section I. A three-minute delay was built into the calculations to demonstrate a worst-case scenario at grade railroad crossings (**See Map 4**.)

Findings — *Deputy Chief*. As part of the initial assignment to a reported structure fire, the standard assumes there is on duty enough chief officers that are strategically placed to arrive on the scene within eight (8) minutes or less. An analysis was made applying criteria with the deputy chief located in their current quarters at the Bramhall Station. As can be seen **Map 13** and **Map 14**, there is a significant section of the northern region of the city beyond the 4- and8-minute benchmarks.

Engine companies. Companies were analyzed based on both 4- and 8-minutes response benchmarks utilizing the stations housing engine and quint apparatus. **Maps 15 and 16** indicate adequate response times from all stations. However, there is significant redundancy between the Bramhall, Central, and Munjoy Hill stations. This is understandable in older sections of cities like Portland where delays due to traffic volume and snowfall coupled with companies unavailable on non-fire responses inhibit timely fire apparatus response.

Ladder companies. Response times were analyzed applying the 8-minute criteria from stations currently assigned ladder companies including Bramhall and Munjoy Hill and quint companies located at Rosemont and North Deering stations. Utilizing both ladder and quint companies the clear majority of the city is covered within the 8-minute criteria. **See Map 17.**

Rescue company. Specifically, rescue or similar specialty companies are not directly considered as part of the initial response to reported structures fires. They can however serve as an integral part to the total staffing capabilities under the standard. This is particularly so with Portland due to the less than minimum engine and ladder company staffing. The analysis reveals the rescue company's current Bramhall location allows for an 8-minute response in all of the southern and central regions with much of the northern part of the city. **See Map 18**.

NFPA 1710: Initial Structure Fire Deployment Capability

Assignment Capability Criteria — Criteria for assignment capability consist of four (4) deployment scenarios. The scenarios are based on an 8-minute response capability. A three-minute delay was built into the calculations to demonstrate a worse-case scenario at grade railroad crossings.

Single-Family Dwelling. A two-story single-family dwelling of 2,000 square feet without a basement and no exposures. Staffing should include a combination of 15 officers and firefighters, comprised of one chief officer and the remainder of the assignment made of engine and ladder company personnel. Total firefighting force travel time is 8 minutes.

Open-Air Strip Shopping Center. A single story 13,000 to 196,000 square foot commercial structure. Total staffing should be a combination of 27 officers and firefighters, comprised of two (2) chief officers and the remainder of the assignment made of engine and ladder company and EMS personnel. Total firefighting force travel time is 8 minutes.

Apartment Building. A 1,200-square foot apartment within a three-story garden style apartment structure. Total staffing should be a combination of 27 officers and firefighters comprised of two (2) chief officers and the remainder of the assignment made of engine and ladder company and EMS personnel. Total firefighting force travel time is 8 minutes.

High-rise. A multi-story structure with the highest floor greater than 75 feet above the lowest level of fire department access. Total staffing should be a combination of 41 officers and firefighters comprised of two (2) chief officers and the remainder of the assignment made of engine and ladder company and EMS personnel.

Findings — *Single-family dwelling.* Response capabilities considered a total of 15 officers and firefighters. Given the department's staffing configuration and method of operation the assignment would require the deputy fire chief and five (5) three-person companies comprised of a combination of engines, ladders and the rescue company. Much of the Riverton and North Deering neighborhoods are beyond this level of assignment within 8 minutes without response from nearby mutual-aid fire companies. **(See Map 19**)

Commercial strip mall and apartment house. Response capabilities considered a total of 27 officers and firefighters. The assignment would require the deputy fire chief and one additional chief officer, eight (8) three-person companies comprised of a combination of engines, ladders and the rescue company and one MEDCU. Much of the Riverton and North Deering neighborhoods are beyond this level of assignment within 8 minutes. As with the single-family dwelling scenario, much of the Riverton and North Deering neighborhoods are beyond this level of assignment within 8 minutes without response from nearby mutual-aid fire companies. **(See Maps 20 and 21**)

High-Rise. Response capabilities considered a total of 41 officers and firefighters. The assignment would require the deputy fire chief and one additional chief officer, eleven (11) three-person companies comprised of a combination of engines, ladders, the rescue company and MEDCU units. Practically no area of the city can be reached within 8 minutes. **(See Map 22)**

TAB 4

City of Austin
Office of the City Auditor

Audit Update

August 2017

Austin Fire Department Overtime Audit

Objective

The objective of this audit is to determine how AFD policies and practices affect personnel expenditures, including overtime and call-back expenditures, and how these operational practices, rules, staffing models, or other factors differ from comparable cities' fire departments.

Background

On June 15, 2017, the City Council directed the City Auditor to amend the Auditor's Fiscal Year 2017 Audit Plan to include an audit of AFD overtime and provide an update to the City Council of work to date by August 18, 2017.

Photo: Cadet Class 118, Chris Wilkinson, Austin Fire Department.

Summary

The Austin Fire Department Operations Division has experienced a staffing shortage that has led to higher overtime costs and increased sworn staff workload over the last few years.

- AFD has not been fully staffed to its authorized firefighter staffing levels over the last few years.
  - Potential causes appear to include a confluence of factors as shown in the timeline at the top of page 3.
    - In 2013, AFD implemented four-person staffing that increased the number of positions that need to be filled.
    - In 2014, the federal consent decree limited AFD's ability to add sworn staff.
    - Beginning in 2015, AFD experienced an increase in the number of staff separations, including retirements.
    - Various types of leave contribute to the need for overtime. Also, we noted indications that some staff may not be utilizing sick leave appropriately.
- AFD has relied on overtime to ensure that the department meets its staffing requirements, which seems to be a common practice in other fire departments. This resulted in increases in overtime costs and staff workload.
  - Total sworn overtime pay increased by 147% from FY 2014 to FY 2016.
  - Total sworn overtime hours worked increased by 124% from FY 2014 to FY 2016.
    - The "overtime hourly rate" for each fiscal year went up, initially by 6.5%, then by 3.5% in FY 2016 and 1.6% in FY 2017 through June. The base wage and step-pay increases included in the June 2015 Collective Bargaining Agreement (CBA) seem to have contributed to the large increase (with no CBA in place since 2013). The current agreement included base wage increases of 2.5% in FY 2016 and 2% in FY 2017.
  - Related to the impact that vacancy issues have had on increased sworn staff workload, the firefighters who worked the most overtime hours are working 36% more hours than a normal work schedule, or an average of 994 additional hours per year.

AFD management was aware of the rising overtime costs, but does not appear to have proactively implemented adequate cost saving measures.

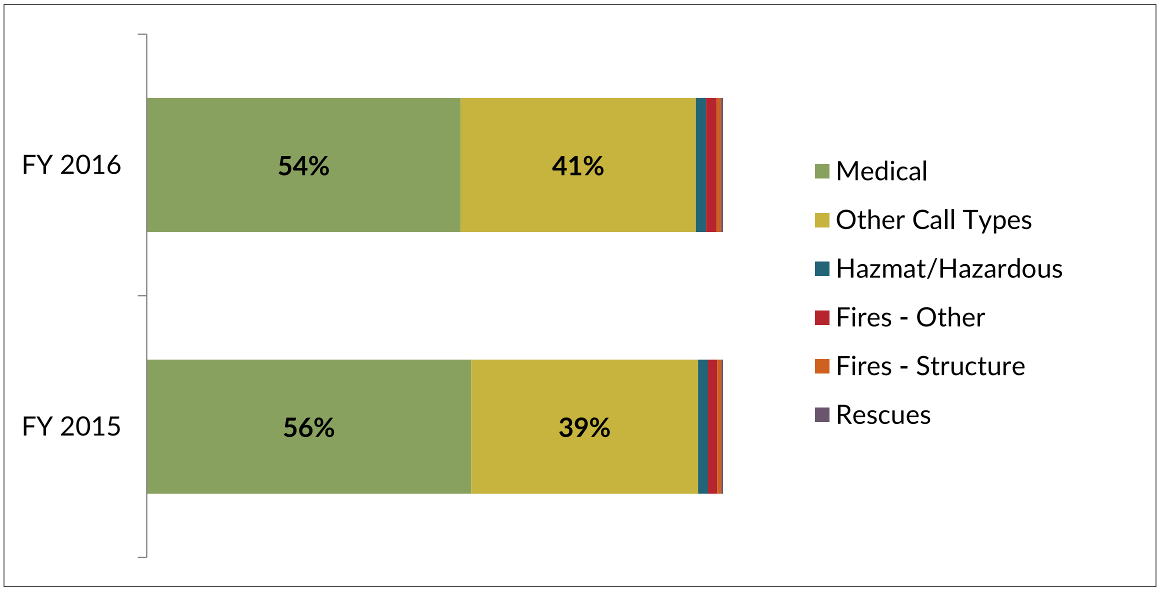
- AFD management communicated overtime cost issues first to City management, then to City Council.
- AFD management recently took measures to reduce the rising overtime costs and instituted a policy in October 2016 to place limits on the amount of leave that departing employees could use prior to separation from the City.
- We noted additional opportunities to address rising overtime costs from other sources, including stakeholders and other cities, that include negotiating labor terms and improving oversight.
- We noted an additional concern related to issues with the AFD timekeeping process.

Background

In FY 2015 and FY 2016, the Austin Fire Department (AFD) budget was $172 million and $181 million, respectively. Personnel expenditures accounted for approximately 87% of the total budget in both those years. In FY 2016, AFD operated 46 fire stations (including an Aircraft Firefighting and Rescue station at the airport). These stations deployed a variety of fire apparatus types including 43 fire engines, 13 aerial apparatus, 4 rescue units, 12 brush trucks, and 6 airport fire rescue vehicles.

AFD provides 24-hour response to various emergency calls in and around the City of Austin. AFD operations staff responded to 89,563 calls in FY 2015 and 81,973 calls in FY 2016.[1]

Exhibit 1: Most AFD Calls for Service for FY 2015 and FY 2016 Were for Medical Calls



Source: OCA analysis of AFD fire stations and apparatus workload reports, July 2017
Note: AFD management reported that the "Other Call Types" category includes a wide variety of non-fire responses such as lift assists for the elderly and blocking lanes at the request of the Austin Police Department. The "Fires-Other" category includes non-structural fires such as trash and grass fires.

The AFD staffing model requires the Operations Division to be staffed on a consistent basis with four firefighters per apparatus. If there is a vacancy in a required position for any reason, the department uses other sworn employees to backfill that position, generally using overtime.

Over the past few years, the department's overtime expenditures have exceeded budgeted amounts. Total sworn overtime pay increased each year and grew by 147% from FY 2014 ($6.9M) to FY 2016 ($16.9 M). Overtime is expected to reach approximately $21M by the end of FY 2017, according to AFD management.

On June 15, 2017, the City Council directed the City Auditor to amend the Auditor's Fiscal Year 2017 Audit Plan to include an audit of AFD overtime and provide an update to the City Council of work to date by August 18, 2017.

[1] AFD management indicated that the reduction in the volume of calls resulted from a change in the dispatching for priority 3 medical calls. Currently, AFD operations staff are not dispatched to lower priority calls if Austin-Travis County Emergency Medical Services is within five minutes of the incident.

CITY OF DALLAS

<u>Dallas City Council</u>

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Mayor Pro Tem
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Office of the City Auditor

Audit Report

AUDIT OF DEPARTMENT OF DALLAS FIRE-RESCUE OVERTIME FOR UNIFORM PERSONNEL

(Report No. A12-001)

November 11, 2011

City Auditor

Craig D. Kinton

Table of Contents

scheduled, and unscheduled leave, including the comparison of total cost of hiring additional firefighters to the total cost of overtime.

- We recommend the Fire Chief, in cooperation with the City Controller, the Director of Human Resources, and the Department of Communication and Information Services (CIS), improve payroll processing controls and operational efficiencies of the DFR time and attendance system and the Lawson payroll processes to ensure:

    - Payroll records are supported by time and attendance records.

    - Payroll records are verified against time and attendance records to detect improper or incorrect payments.

    - Payroll corrections are approved and adequate support retained.

    - Manual adjustments are minimized.

- The Fire Chief improve payroll processing controls by requiring Fire Dispatch personnel to authorize and record Temporary Assignment Pay (TAP) in employees' timesheets.

- The City Controller and the Director of Human Resources ensure that documents approving payroll corrections be retained and easily retrievable.

- The Director of the Department of Human Resources in consultation with the City Attorney review and update Section 34-22 (c), *Sworn Employees' Sick Leave Eligibility,* of the Dallas Personnel Rules to reflect the current City practice.

The objective of the audit was to evaluate management controls over DFR overtime. The scope of the audit included overtime policies, procedures, practices, and transactions from FY 2006 through FY 2010; however, certain other matters, procedures, and transactions occurring outside that period may have been reviewed to understand and verify information related to the audit period. Data analysis of overtime showed that the major cause of DFR overtime is due to daily staffing shortages at the Emergency Operations Bureau. As a result, the focus of this report is Emergency Operations Bureau overtime.

Management's response to this report is included as Appendix III.

Overall Conclusions

The Department of Dallas Fire-Rescue (DFR) reduced uniform overtime (overtime) expenditures for Emergency Operations Bureau which includes Fire Operations and Emergency Medical Services (EMS) by $3.8 million from Fiscal Year (FY) 2008 to FY 2010 by increasing the number of firefighters. By hiring additional firefighters to cover personnel shortages caused by unscheduled absences due to sick leave, injury leave, military leave, jury duty, etc., the DFR and the City of Dallas (City) could have saved an additional $2.8 million to $4.7 million (estimated) in overtime expenditures and pension contributions during that same time period. The DFR submitted a FY 2012 budget proposal to hire 200 firefighters which would virtually eliminate overtime costs due to unscheduled absences. In addition, payroll processing controls are not adequate and City Personnel Rules need updating.

Department of Dallas Fire-Rescue Staffing Did Not Cover Unscheduled Leave

For FY 2008 through FY 2010, DFR did not hire a sufficient number of firefighters to man all vehicles on every shift without resorting to overtime. When Emergency Operations Bureau personnel used unscheduled leave, DFR paid existing firefighters overtime to cover the personnel shortages. These overtime expenditures cost the City $2.8 million to $4.7 million (estimated) more than the City would have paid to hire additional firefighters. (See Table I below).

Table I

Estimated Increased Expenditures Resulting from the Use of Overtime Rather Than Hiring Additional Firefighters

	Fiscal Years		
	2008	2009	2010
Estimated Number of Additional Firefighters Needed to Minimize Personnel Shortages due to Unscheduled Leave	83	42	40
Actual Overtime Expenditures to Cover Unscheduled Leave	$ 10,588,627	$ 5,630,055	$ 5,474,921
Estimated Cost of Covering Unscheduled Leave with Additional Firefighters*	5,892,905	2,842,536	2,736,991
Potential Overtime Savings	**$ 4,695,722**	**$ 2,787,519**	**$ 2,737,930**

Note: *Based on average pay rates and unscheduled leave in FY 2008, FY 2009, and FY 2010 respectively.
Source: DFR and Lawson payroll data

A comparison of estimated hiring expenditures versus actual overtime expenditures incurred from FY 2008 through FY 2010 showed that hiring additional firefighters would have been more cost effective than using overtime. For example, if the City hired a new firefighter, this firefighter would within a fiscal year be paid for 2,808 hours at an estimated annual cost of $69,555. Paying overtime to an existing firefighter for 2,808 hours would cost the City an estimated $136,000. (See Table II below).

Table II

Estimated Average Savings
Analysis of Hiring One Additional Firefighter versus Paying Overtime to an Existing Firefighter

Assumptions:	
• Scheduled FY Hours per Firefighter	2,808
• Unscheduled Leave Hours Covered by Overtime per Firefighter (FY 2010 Average)	74
• Straight Pay Rate for a New Firefighter (FY 2010 Average)	$ 14.84
• Overtime Pay Rate (FY 2010 Average)	$ 37.99
Estimated Annual Employment Expenditures for a New Firefighter:	
• Annual Straight Pay	$ 41,307
• Annual Overtime Pay due to New Firefighter's Unscheduled Leave and Scheduled Overtime	4,258
• Uniform and other equipment	3,700
• Paramedic Training	2,667
• Annual Health Insurance	5,092
• Annual City Contribution to the Dallas Police and Fire Pension Plan	12,530
Total Estimated Annual Expenditures for a New Firefighter Scheduled to Work 2,808 Hours	**69,554**
Total Estimated Annual Expenditures to Cover 2,808 hours of Unscheduled Leave with Overtime Pay to Existing Firefighters	**135,999**
Estimated Average Savings	**$ 66,445**

Note: Calculated amounts may differ due to rounding.
Source: Auditor analysis based on DFR and Lawson payroll system data

In addition to ensuring adequate staffing to accomplish the DFR's mission of providing citizens with fire suppression and protection, emergency rescue capabilities, and emergency medical first responder services, DFR's staffing approach should be cost efficient.

Recommendation I

We recommend the Fire Chief annually determine the optimal number of firefighters needed to maintain daily staffing without using overtime to cover attrition, scheduled, and unscheduled leave. The annual review should include the comparison of total cost of hiring additional firefighters, including the time it takes to recruit and fully train new firefighters, and the total cost of overtime.

Please see Appendix III for management's response to the recommendation.

Ohio city looking to hire more full-time firefighters to avoid overtime costs

Nov 22, 2018

Dayton Daily News

KETTERING, Ohio — Kettering is the latest local community to seek more full-time firefighters, which will cost the city more but is necessary because of an industry-wide decrease in available part-timers.

The city is targeting six new full-time firefighter positions and converting one existing position to flex captain. The estimated staffing budgetary increase is more than $800,000. The entry salary is $65,686, with potential to advance to $86,278.

It already added 13 new full-time firefighter positions in 2017 in an effort to reduce overtime costs. Its department, like in Washington Twp., will have to pay more for the full-timers, but the lack of available part-timers has already boosted the overtime costs they want to avoid.

"Right now, we are seeing an upswing in our full-time staffing model because it is very difficult to attract and retain part-time firefighters," said Kettering City Manager Mark Schwieterman. "Frankly, the market is for full-time firefighters now. So, it is very hard to get a part-time firefighter because they are filling full-time positions at other organizations."

Stacy Schweikhart, Kettering's community information manager, said recruitment is still underway and the city pursued an aggressive campaign on social media.

Finding those full-timers can be challenging because of concerns about pay and the hazards of the position, said Doug Stern, director of communications and public relations for the Ohio Association of Professional Fire Fighters.

"When I came on more than 20 years ago, we all knew we could get burned or fall and hurt ourselves," he said. "Now, we are finding out about heart disease, cancer, and every illness that is job-related. It doesn't make it as attractive of a job, and cities are cutting back on their payroll, so they are not paying as well. There are increased certifications you must go through to get the job."

Departments often focus their recruiting on "instilling the idea that public service is a noble profession and part of it is taking better care of first responders as employees," he said.

The Washington Twp. Fire Department plans to hire 12 new full-time firefighters to help fill a staffing gap caused by a shortage of part-time firefighters.

Audit of Fire Department Overtime Use

Report # 2017-01| February 2017

The Fire Department Has Relied on Increasing Levels of Overtime to Meet its Operational Needs

Negotiated Overtime and Incentive Provisions May Have Unintentionally Increased Payroll Costs

The Fire Department Lacks Sufficient Controls Over the Administration and Use of Overtime

Implementing Alternative Staffing Methods Could Reduce Costs and Improve Service Delivery

City of SACRAMENTO

Office of the City Auditor

Jorge Oseguera, City Auditor

Lynn Bashaw, Assistant City Auditor

City of SACRAMENTO
Office of the City Auditor

AUDIT FACT SHEET

Audit of Fire Department Overtime Use

February, 2017 2017-01

BACKGROUND

Overtime is a tool that can be effectively used to manage temporary fluctuations in workload by providing access to a pool of trained employees. However, if it is not effectively managed, it can potentially lead to employee burnout and low morale.

The Sacramento Fire Department's front-line operation is organized into three shifts that operate on a 48/96 schedule whereby employees work two days on followed by four days off. The Fire Department staffs all suppression units on a "constant" basis meaning that if a position is vacant for that shift (i.e., someone calls in sick), then another employee is called in to fill that vacant shift.

Overtime use at the Fire Department grew from $7.4 million in FY 10/11 to over $13 million in FY 14/15.

FINDINGS

The Fire Department Has Relied on Increasing Levels of Overtime to Meet its Operational Needs. Specifically, we found the Fire Department:

- Has not hired enough employees to fill approved suppression positions;
- Could have saved approximately $280,000 in labor costs by hiring additional employees;
- Consistently relied on overtime to cover vacant shifts; and
- Does not have a formal process in place to ensure employees receive adequate rest breaks between shifts.

Negotiated Overtime and Incentive Provisions May Have Unintentionally Increased Payroll Costs. We estimate that:

- The "rank-for-rank" requirement may have added $850,000 in payroll costs;
- Bringing some negotiated overtime provisions in line with minimum FLSA requirements could save over $385,000 annually;
- Incentives are paid to employees who do not work the shift the incentive was designed for; and
- Over $30,000 was paid to employees for an incentive not included in the labor agreement.

The Fire Department Lacks Sufficient Controls Over the Administration and Use of Overtime. We determined that the Fire Department:

- Has not established a formal overtime use policy;
- Does not consistently document supervisory review/approval of overtime use or special pay codes;
- Has an excessive number of users with the ability to make changes in the system; and
- Has a complex roll call process that could provide opportunities for fraud, waste, or abuse.

Implementing Alternative Staffing Methods Could Reduce Costs and Improve Service Delivery. Some options the Fire Department could consider implementing are:

- Staffing ambulances with more cost-effective single-role employees;
- Reducing staffing from four to three on select engines; and
- Initiating an ambulance shift that operates during peak call times.

RECOMMENDATIONS

We made several recommendations aimed at improving the Fire Department's administration and use of overtime. We also included an analysis of potential staffing options the Fire Department could consider implementing to increase efficiency. Our recommendations include:

Reduce Reliance on Overtime

- More aggressively pursue hiring employees to fill approved positions.
- Develop controls to ensure compliance with the 72-hour maximum work period.

Reevaluate Negotiated Provisions

- Renegotiate the requirement to fill vacancies using rank-for-rank.
- Bring negotiated overtime provisions more in line with minimum FLSA requirements.
- Negotiate that assignment pay not be provided to employees who do not work the shift the incentive was designed for.
- Evaluate the necessity of Primary Paramedic Pay.

Establish Policies and Controls

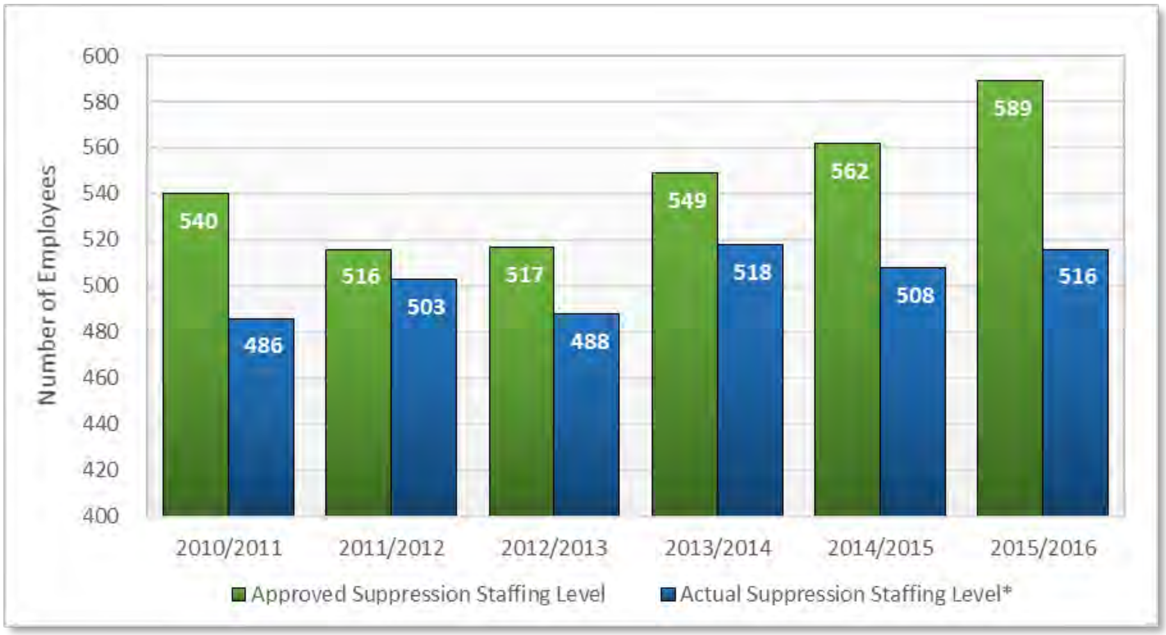
- Establish policies on the administration and use of overtime.
- Document supervisory approval of overtime use.
- Provide guidance on the use of Special Duty pay.
- Develop, document, and enforce system access controls for Telestaff users.
- Strengthen controls to monitor the use of timecodes to prevent and detect errors or abuse.
- Ensure the Roll Call Staffing Manual complies with the labor agreement.

Consider Alternate Staffing Methods

- Modify the ambulance staffing model to include non-firefighter paramedics and EMT's.
- Reduce staffing from four-person crews to three-person crews on select engines.
- Incorporate peak-demand ambulance units into the current staffing model.
- Add an *Audit of Fire Department Emergency Medical Services* to the Auditor's audit plan.

As of January 2016, the Fire Department had not filled 73 approved suppression positions. In order to meet the demands of the department's constant staffing model, existing employees are brought in on overtime to fill the shifts that would have been covered by employees in these vacant positions.

Figure 4: Comparison of Approved Suppression Staffing Levels to Actual Staffing Levels

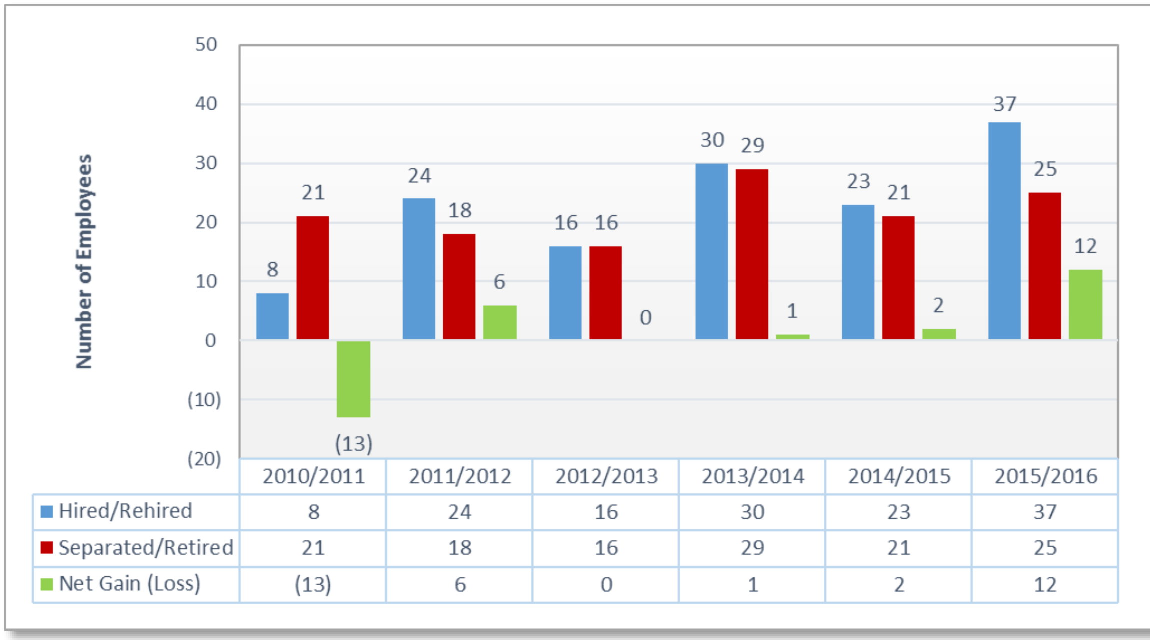


**Number of suppression employees that received a paycheck in the first pay period in January.*
Source: Auditor generated based on approved budget reports and eCAPS payroll data.

As mentioned in the Background section, the Fire Department brought three new companies online during FY 2015/2016. The number of employees required to staff these new companies, based on the department's current staffing model, equates to 24 full-time employees. The gap between the approved staffing level and the actual staffing level has continued to increase over the last few years, thereby requiring the department to compensate for the difference by paying existing employees to work increasing levels of overtime to fill the gap.

In order to learn more about the possible causes or trends related to the staffing shortage, we used eCAPS data to develop the figure below which shows the number of suppression employees hired or rehired compared to the number of employees that retired or were terminated during the last six fiscal years.

Figure 5: Comparison of the Number of Suppression Employees Hired and Separated by Fiscal Year



	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016
Hired/Rehired	8	24	16	30	23	37
Separated/Retired	21	18	16	29	21	25
Net Gain (Loss)	(13)	6	0	1	2	12

Source: Auditor generated based on eCAPS data.

The Fire Department hired an average of 23 employees per year over the last six years, while simultaneously losing an average of 22 employees per year due to retirement or separation[3]. This equates to an average net gain of 1 employee per year. According to the City's records, just over half of the 130 suppression employees that left the Fire Department during this six-year period left for retirement.

Delays in the employee background and hiring process were identified by both the Fire Department and the City's Human Resources Department as potential causes for the ongoing staffing shortage. We recognize that the Fire Department has recently begun implementing measures to address these issues by recruiting candidates from a state-wide candidate list and by employing a third-party vendor to perform background checks. As a result of these changes, the Fire Academy graduated nearly 40 students in November 2016, a significantly higher number of individuals than in prior academies. Continuing to address these types of recruitment issues and bringing the department more in line with approved staffing levels should significantly reduce the department's need for overtime in the future.

Hiring Additional Employees Could Have Saved Approximately $280,000

In general, hiring more employees reduces the need for overtime, while having too few employees increases the need for overtime. However, there is a tradeoff between paying

[3] Separation refers to individuals who no longer work for the City for reasons other than retirement, including employees who resigned, were terminated, or were released during an academy.

overtime to existing employees and hiring new employees. Hiring new employees involves significant costs, which include paying health and retirement benefits for those new employees.

To determine if it would have been more cost-effective to hire additional employees instead of paying existing employees to work overtime, we compared the cost of paying overtime to existing Firefighter/Paramedics to the cost of employing a new Firefighter/Paramedic. The figure below shows the estimated annual and hourly cost of a new Firefighter/Paramedic at Step 1 in the pay scale.

Figure 6: Estimated Cost Associated with a New Firefighter/Paramedic (Step 1)

Base Salary	**$ 67,521**
Incentives	$ 8,440
Base Salary + Incentives	**$ 75,961**
FLSA Premium Pay	$ 1,109
Holiday Pay	$ 4,088
Uniform Allowance	$ 910
Base Salary + Incentives + FLSA + Holiday + Uniform Allowance	**$ 82,068**
Health and Retirement Benefits	$ 42,918
Total Compensation + Benefits	**$ 124,986**
Estimated Hourly Rate Including Incentives and Benefits*	**$ 42.92**

**Assumes the example employee works 2,912 hours in the first year and does not use sick or vacation leave.*
Source: Auditor generated based on job classification and benefits data.

We then compared the estimated hourly rate above to the average overtime rate paid to existing Firefighter/Paramedics in 2015, as shown in figure 7. Using the total number of hours worked by Firefighter/Paramedics in 2015, we estimate that the City could have saved nearly $280,000 in labor costs by hiring new Firefighter/Paramedics instead of paying existing employees to work overtime.

Figure 7: Cost of a New Employee vs. Paying Overtime to an Existing Employee

Estimated Hourly Rate for a New Firefighter/Paramedic	$ 42.92
Overtime Rate for an Existing Firefighter/Paramedic	$ 46.03
Difference in Hourly Rate	**$ 3.11**
Overtime Hours Worked by Firefighter/Paramedics 2015	89,947
Potential Cost Savings	**$ 279,635**

Note: Numbers may not add up due to rounding.
Source: Auditor generated based on job classification and benefits data.

It is important to note that as employees advance through the pay scale over their first few years of employment, this cost advantage is eliminated. Employees hired laterally from other Fire Departments may also reduce this benefit as they are generally more experienced and may begin at a higher step in the pay scale. However, as the department historically averages approximately 20 employee separations per year, the department should continuously gain most of its new employees at this lower rate as normal attrition occurs and new employees are hired on to replace employees that have separated from City employment. Based on our estimates, replacing employees that separate from the City with new employees instead of allowing existing employees to work more overtime could provide some initial cost savings and allow for more flexibility in the department's daily staffing. Another potential benefit of filling some of the approved positions is reduced fatigue in the department's existing employees. We recommend the department more aggressively pursue filling the vacant positions.

RECOMMENDATION

We recommend the Fire Department:

1. **More aggressively pursue hiring employees to fill approved positions.**

Reliance on Overtime Use

According to the Society for Human Resource Management (SHRM), the world's largest human resources professional society, overtime can be used as a way of managing fluctuations in work demand. Overtime use provides employers with immediate access to a pool of trained workers and allows for flexibility in staffing levels. However, SHRM also advises that effective overtime use "requires an understanding of the potential negative effects on employees; overtime use is not effective if it results in employee burnout, excessive turnover or a reduction in employee engagement." Fire Department suppression employees generally volunteer for overtime shifts, but they can also be subject to "mandatory" overtime when there are not enough employees signed up for voluntary overtime and day of vacancies still exist.

To evaluate the amount of overtime worked by Fire Department employees by job classification, we used eCAPS payroll data for calendar year 2015 to develop figure 8 below. Figure 8 shows the total number of overtime hours worked by employees in suppression job classifications, the cost associated with those hours, and the average cost of overtime per hour. As the vast majority of overtime was paid to suppression employees (Firefighter, Captains, Engineers, and Battalion Chiefs), we excluded overtime hours for other employees such as Fire Prevention Officers, Fire Investigators, Fiscal, and Human Resources employees.

Performance Audit of the San Diego Fire-Rescue Department's Overtime Costs

THE FIRE-RESCUE DEPARTMENT CAN BETTER CONTROL OVERTIME BY HIRING ADDITIONAL FIRE FIGHTERS

AUGUST 2014

Audit Report

Office of the City Auditor
City of San Diego

Independent • Objective • Accurate

Therefore, to fill the 362 hours of leave going forward with post-Proposition B employees, it will be cheaper to backfill using additional firefighters paid at straight time rather than overtime by approximately $1,200 per employee based on the current absence rate.

Even with a Relief Pool, Overtime is Not Eliminated Completely

It is important to note, however, that even with the use of relief staff, overtime would not be completely eliminated; this is because FLSA rules and the labor agreement would continue to require certain hours or assignments to be paid at the time-and-a-half rate. Additionally, because absences vary throughout the year, there would still be days when Fire-Suppression is understaffed and would require overtime shifts to meet constant staffing. Moreover, a relief pool will only be effective if short-staffing has been addressed by hiring to the level of constant staffing (fully staffed). Finally, it is important to note that this analysis should be completed annually and take into account changes in staffing, such as absence rates.

Simulating Fire-Suppression Staffing with Relief Factor

Using actual absence figures from fiscal year 2013, we calculated a relief factor for the Fire-Suppression division as a whole and simulated staffing levels during a year in order to visually compare the division's overtime in both scenarios. A relief factor would require hiring above the level of constant staffing, to allow for a relief pool. The relief factor used in our simulation is 0.14. Using the 0.14 relief factor would mean staffing Fire-Suppression with an additional 37 fire fighters on a daily basis.[6] The results of our simulation are shown in **Exhibit 13** on the following page. The solid line represents the constant staffing level that needs to be met every day. The dotted line represents the regular duty staffing hours that actually occurred in fiscal year 2013, and the dashed line represents the modeled relief factor staffing.

[6] The relief pool of fire fighters would be in addition to those hired to meet minimum constant staffing levels.

San Diego plans to hire 220 firefighters to reduce overtime costs

The city's goal is to increase the number of firefighters from about 900 to more than 1,100 over the next five years

SAN DIEGO — San Diego is planning a firefighter hiring spree to shrink ballooning overtime costs that are creating budget problems at City Hall.

The city's goal is to increase the number of firefighters from about 900 to more than 1,100 over the next five years. That may be a challenge, with retirements on the rise and more firefighters leaving for other agencies with higher pay, a union leader said.

San Diego is planning a firefighter hiring spree to shrink ballooning overtime costs that are creating budget problems at City Hall. (Photo/KPBS.org)

About half of the 220 additional firefighters will be needed to staff five new fire stations scheduled to begin operations within the next five years and to staff six new roving fire engines that will be deployed in areas with poor emergency response times, according to city finance documents.

The rest of the new firefighters will help create a "relief pool" to cover shifts when firefighters take vacation or call in sick, shifts that are covered now by full-time firefighters forced to work overtime hours.

The lack of adequate staff, combined with stricter rules on the use of vacation time and other policy changes, has increased the city's cost for firefighter overtime by about 50 percent during each of the last two fiscal years, the documents show.

In each of the fiscal years 2014 through 2017, San Diego spent between $29.7 million and $32.5 million on firefighter overtime. That jumped to $45.4 million in fiscal 2018 and is projected to climb to $45.9 million in the current fiscal year.

The primary cause of the spike is firefighters taking significantly more vacation time in recent years to comply with a city mandate that they reduce their accrued vacation time to the city's 330-hour maximum by June 30 of this year.

Since the mid-1990s, city firefighters have been allowed to exceed that maximum because staffing challenges made it difficult for them to take vacation time.

San Diego operates under a "constant staffing" model, where each engine company must be fully staffed at all times, making vacations hard to schedule.

In addition, because a typical firefighter works 10 shifts a month of 24 hours each and then has 20 days off, they have an easier time than other city employees taking vacations without using any of their accrued vacation time, city officials said.

But a new labor agreement that took effect in July 2016 requires firefighters, some of whom had accumulated nearly 2,000 hours of vacation time, to take enough vacation to lower their total accrued time to 330 hours or less by June 30.

City officials were concerned about carrying so many vacation hours, valued at many millions of dollars, on the city's books as a long-term financial liability.

The new policy has forced many firefighters to take significantly more vacation time than normal during the last three years, requiring many more overtime shifts by other firefighters who had to cover for them.

That overtime can be lucrative.

For example, two fire captains received nearly $200,000 each in overtime pay during 2017, according to the open-government website Transparent California. Also, two fire engineers received about $150,000 each in overtime that year, the most recent for which data is available.

Most didn't take home that much. Overtime payouts to San Diego firefighters averaged more than $30,000 in 2017.

Those payouts were in addition to the annual salaries received by firefighters. A firefighter with four years experience, for instance, receives a base salary of more than $65,000.

Another factor in the overtime upsurge is a new city policy that calculates firefighter overtime pay more generously.

Starting in July 2017, city officials agreed to begin counting paid vacation shifts toward the total number of hours a firefighter must work to be eligible for overtime pay.

Under federal law, firefighters are not entitled to overtime pay for exceeding eight hours of work in a day, or 40 hours of work in a week, like most hourly workers. Instead they get overtime for any hours worked beyond 216 in a 28-day period.

Most fire agencies have counted paid vacation shifts toward that 216-hour total. But San Diego had not until the recent change, said Jesse Conner, president of the labor union representing city firefighters.

“The city had said you have to be physically at work for at least 216 hours to get overtime,” Conner said last week. “They weren’t breaking the rules; they were interpreting them liberally.”

Another factor in the overtime spike is a new policy aimed at preventing devastating wildfires, like those San Diego experienced in 2003 and 2007.

"Policies changed where we now staff rigs under certain weather conditions if there's a fear that there is a high probability of wildfire," Conner said. “The faster we can put resources on a smaller fire, the less chance we have of battling a career fire."

The 111-firefighter relief pool San Diego plans to create would help reduce the amount of overtime these new policies have prompted, Chief Colin Stowell told the City Council.

To begin creating that relief pool, Stowell added an extra firefighter academy this spring and has scheduled three academies each in fiscal years 2020, 2021 and 2022. Each academy has space for 36 recruits, and the city typically hosts one or two academy classes a year.

City officials say that, going forward, they will need two academies each year to keep up with retirements and attrition, and that the third academy each year will help build the relief pool.

Councilman Scott Sherman praised the city’s plan.

“I can’t emphasize enough how we need to get to full staffing with firefighters,” he said during a budget hearing earlier this month.

“It’s more than just we’re paying for all this overtime every year. I don’t want tired firefighters climbing a ladder to go rescue somebody out of a burning building. I want people who are rested up.”

Conner said the firefighters union supports the hiring plan.

"The more relief personnel you have available, the fewer vacancies you would have to fill on overtime," he said.

But he predicted the overtime savings may be smaller than some expect.

The city must provide new firefighters with fringe benefits, like health care, that eat into the savings, he said. The city avoids those costs when it pays existing employees overtime.

Conner said the city will have no problem filling each of the additional academies, but he is concerned that the number of firefighters might not increase by more than 200.

More firefighters have begun leaving for other agencies, primarily because of low pay, he said, and because San Diego is the only fire agency in the state that does not provide pensions to new firefighters.

Firefighters, city of SLO at odds over new hires and cuts to overtime

By Matt Fountain and Nick Wilson

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March 31, 2017 09:48 PM, Updated April 02, 2017 07:44 PM

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a grievance from the fire union after the City Council approved a cut to their overtime in favor of hiring three full-time firefighters — a trade-off the fire chief says will provide full staffing on each shift at no extra cost to the city.

The union argues that the city violated its contract by not meeting with them prior to the change.

The dispute comes as the city also faces a federal lawsuit — filed by two dozen union members in November — related to overtime and evaluates the results of an investigation into whether a promotional video shot by the fire chief violated city sexual harassment policies. The investigation followed an internal complaint by a union member.

These challenges have created tensions between the city and union, though both parties told The Tribune that they are committed to working it out without reducing service.

"While it is certainly not ideal to have a pending grievance, lawsuit and complaint, I remain committed to healthy, productive and respectful dialogue so we can focus on our areas of agreement in providing service to our community," fire Chief Garret Olson said.

In a joint statement to The Tribune, union President Matthew Polkow and Vice President James Witt said department emergency personnel are dedicated firefighters and that everything else, including union membership, "comes a far distant second."

Staffing minimums

In the past five years, overtime pay made up about a quarter of the Fire Department's total staffing costs. Looking at it another way, total overtime for emergency fire personnel averaged $1.9 million per year in a city with a total annual budget of about $71.3 million.

International Association of Firefighters Local 3523 leadership and city officials say they have agreed to discuss a possible resolution to the grievance before scheduling a hearing with an arbiter.

The council approved the three new positions in June when the department already had three vacancies. Those vacancies have since been filled, but the three new positions remain empty as the city considers how recent changes in pension costs will affect the cost-effectiveness of the original plan.

The formal complaint was filed in July by a person whose name is redacted in records provided to The Tribune through a public records request.

The author contends the city violated the contract with the union, which requires city officials to "meet and confer" with the union "if it becomes necessary for the city to exercise its management right" to change staffing levels specified in the contract — 12 firefighters.

A new 2016-17 contract adopted in November maintains that number, but it says nothing that precludes the chief from hiring additional full-time staff to meet minimum daily staffing needs.

City Attorney Christine Dietrick said it's the city's position that staffing levels are part of management rights and outside the scope of bargaining requirements.

"Cost-neutral"

Hiring three more firefighters would increase emergency response staffing by one firefighter per shift to cover daily absences due to leave time, training or injury time off, Olson said. The department typically fills these by paying another firefighter overtime to cover the shift.

Olson said that regular pay for the new hires would not cost the city more than the current overtime practice does, but it would almost guarantee a daily staff roster of 14, which both parties agree is optimal for logistical and financial purposes.

In the past five years, total overtime for emergency fire personnel averaged $1.9 million per year in a city with a total annual budget of about $71.3 million.

In his report to the council, Olson wrote that "excessive overtime" by existing staff was "creating safety issues." He cited calendar year 2014, when one firefighter worked a total of 5,300 hours, or the equivalent of 1.8 firefighter positions.

"This is an excessive number of hours and has the potential to impact employee safety due to fatigue, exacerbates the number of employees who volunteer to work extra hours, and could be relieved by this program," the report states.

Olson concluded that the new hires would be cost-neutral based on 2015 staffing levels. If the three new hires were in place then, the department would have been shy a firefighter per shift just a few days of the year instead of nearly every shift, he said.

"I don't begrudge my firefighters the overtime they earn," Olson said. "They earn it because they're doing their job. This is not intended to be a means to reduce excessive earnings in the Fire Department. It's about efficiency in operations."

At no time was Local 3523 included in any discussions or consulted regarding the many assumptions which are contained in the (program).

Matthew Polkow, president of International Association of Firefighters Local 3523

He said similar programs in his two previous fire departments were successful in filling daily vacancies without increasing staffing budgets.

The union said it only learned of the proposal two months before Olson brought it before the City Council.

"At no time was Local 3523 included in any discussions or consulted regarding the many assumptions which are contained in the (program)," Polkow, the union president, wrote in a letter to the council in June.

Polkow wrote that since at least 2005, firefighters have stuck to mutually agreed upon mandated staffing levels and cooperatively staffed vacant positions. The practice has "contributed to significant savings to the city in employee roll-up costs such as worker compensation and the CalPERS unfunded (pension) liability," he wrote.

No evidence exists to support Olson's claim that overtime has increased injuries or illness to firefighters, according to the union.

Polkow noted in his letter that Olson, in calculating the cost-neutrality of the three new positions, relied on staffing numbers that included the three vacancies that are now filled. The union wants a "fresh" analysis when staffing is at 100 percent.

An anticipated reduction in investment return, based on a CalPERS decision in December, increases the city's share of pension payments for its public safety union members. That change will affect the cost-neutrality of the program, Olson said, so city officials are conducting another analysis before filling the three new firefighter positions.

"Excessive" overtime?

In most cities, firefighters and police officers rank alongside department heads as the highest-earning employees, largely because of overtime pay.

Since 2012, overtime has been awarded to firefighters, engineers and captains for hours worked in excess of their 24-hour shifts and/or in excess of 182 hours during their 24-day pay cycle.

In total, Fire Department staff earned more than $7.6 million in the fiscal year that ended June 30, 2016. Of that, more than $2.1 million — or 28.2 percent — was overtime pay.

The year before, fire staff earned about $1.9 million in overtime, or 26.8 percent of their total payroll, up from $1.7 million in fiscal year 2013-14, when overtime accounted for 24.1 percent of total payroll.

In total, Fire Department staff earned more than $7.6 million in the fiscal year that ended June 30, 2016. Of that, more than $2.1 million — or 28.2 percent — was overtime pay.

The city doesn't pay all of the overtime costs. Some overtime occurs when firefighters assist other agencies in "mutual aid" situations, often in other counties. When that occurs, San Luis Obispo is reimbursed for the overtime they earn, as well as overtime paid to those in San Luis Obispo who backfill for them when they're gone. Those costs are reimbursed by the jurisdictions the San Luis Obispo department aids.

Of the $1.7 million paid in overtime in fiscal year 2013-14, for example, $456,288 was reimbursed to the city for mutual and automatic aid calls, city records show.

The overtime compensation places fire employees among the best-paid in the city.

In fiscal year 2015-16, 24 of the city's 50 highest-paid employees were Fire Department staff, including Olson, former Assistant Chief Jeff Gater, all three battalion chiefs, 10 fire captains, two firefighters and seven engineers, according to city records. The 26 other top earners included 16 police officers and 10 department heads.

The 10 highest earners of overtime in the city last fiscal year were all Fire Department employees, with a combined $768,901 in overtime pay. The department's highest-paid employee earned the most in overtime pay. The fire captain, who has been with the department for 16 years, made a total of $217,822, including $95,854 in overtime.

District Overtime Tops $108 Million; Better Management and Additional Staff Could Reduce Costs

May 22, 2018

A report by the Office of the District of Columbia Auditor
Kathleen Patterson, District of Columbia Auditor

Audit Team:
Ed Pound, Audit Supervisor
Matt Separa, Auditor-in-Charge
Candace McCrae, Analyst
James Wright, Analyst

Office of the District of Columbia Auditor

www.dcauditor.org

Recommendation 5

DOC should continue monitoring overtime use and FTE needs to determine whether the additional FTEs in the FY 2018 budget are sufficient for the agency to meet its mission with minimal need for overtime. If insufficient, the agency should inform the Mayor and Council of the need for more staff to further reduce overtime costs to taxpayers.

Likewise, ODCA recommends that policymakers pay close attention to DOC's ongoing overtime use in FY 2018 and determine whether the additional 78 correctional officer positions allotted to the agency are sufficient to minimize overtime use. The agency should be required to provide detailed overtime spending information as part of the annual budget and performance oversight process and answer detailed questions at related hearings. If the Council determines the additional FTEs provided in FY 2018 are not sufficient to minimize overtime, it should increase the agency's budget to support additional positions that will further reduce total personnel costs.

Recommendation 6

The Council should monitor DOC's overtime use through the budget and performance oversight process and, if needed, modify the agency's budget to allow DOC to hire additional FTEs and reduce the need for overtime.

Cape Coral to hire more firefighters, add more fire stations

Sarah Jarvis, Fort Myers News-Press Published 5:00 a.m. ET April 24, 2019
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The Cape Coral Fire Department plans to hire six more firefighters in an attempt to decrease the amount of overtime pay employees accrue.

The department also plans to shorten response times and add more fire stations over the next several years, according to fire Chief Ryan Lamb, who discussed the plans with the mayor and City Council during a meeting Monday.

"We've got a great Fire Department, but with this plan, I hope we can make it an excellent Fire Department," Lamb said.

The city spent nearly $1.3 million on overtime pay for the Fire Department in fiscal year 2018 and more than $600,000 to date for fiscal year 2019.

Cape Coral Fire Department engineer,Noel Rodriguz. left, and firefighter, Jason Rosas perform a check on equipment at Station 4 off of Santa Barbara Boulevard in Cape Coral on Tuesday April, 23. 2019. (Photo: Andrew West/The News-Press USA Today Network-Florida, The News-Press)

Lamb said the addition of six more firefighters will yield an overtime pay savings of nearly $554,000, with an annual savings of around $71,000. City Manager John Szerlag said 90% of the Fire Department's overtime is attributable to a lack of minimum staffing.

More: Cape Coral Fire Department unveils Station 11, and George Washington approves

The department's budget is about $31.8 million and has 227 budgeted personnel. Lamb said this is less than the budgets of the fire departments in Fort Lauderdale, St. Petersburg and Tallahassee, all of which have at least as many fire stations as Cape Coral, which has 11.

Cape Coral Fire Department engineer, David Crockett, left, and firefighter, Jason Rosas perform a daily check on the ladder truck at Station 4 off of Santa Barbara Boulevard in Cape Coral on Tuesday April, 23. 2019. (Photo: Andrew West/The News-Press USA Today Network-Florida, The News-Press)

The department came up with needing six firefighters after working with the emergency services consulting firm Fitch and Associates. A representative from the firm explained to council that departments generally need 3.92 personnel members to fill each position, accounting for 24-hour coverage and time off.

Monday's meeting was nonvoting, but Szerlag said city staff would prepare an ordinance for council to vote on to add the additional firefighters at its next meeting, on May 6.

Peer Agencies	Population	Budget	Calls	Cost per Capita	FTEs	Minimum Staffing	ISO Class	Accreditation	Fire Stations
Bonita Springs	61,578	$ 27,583,000	7,191	$ 448	93	31	2	No	7
Coral Springs	133,797	$ 32,168,000	15,367	$ 240	153	37	1	No	8
North Collier	143,000	$ 40,000,000	21,000	$ 280	225	32	3	No	10
Ft. Lauderdale	181,995	$ 87,350,000	52,500	$ 480	484	86	1	Yes	11
Hollywood	161,133	$ 65,678,000	28,000	$ 408	271	46	1	No	6
Miramar	144,599	$ 35,363,000	11,711	$ 245	165	31	2	No	5
Pembroke Pines	174,716	$ 49,458,000	22,302	$ 283	219	45	1	No	6
St. Petersburg	273,968	$ 49,720,000	40,000	$ 181	350	77	1	Yes	13
Tallahassee	194,170	$ 46,733,000	27,333	$ 241	300	70	3	No	16
Average	**189,717**	**$ 48,228,111**	**25,045**	**$ 312**	**251**	**51**	**2**	**No**	**9**
Cape Coral	**194,570**	**$ 31,812,000**	**21,100**	**$ 163**	**226**	**50**	**3**	**No**	**11**

A chart from the fire department's presentation Monday shows how Cape Coral's Fire Department compares to others in Florida. (Photo: City of Cape Coral)

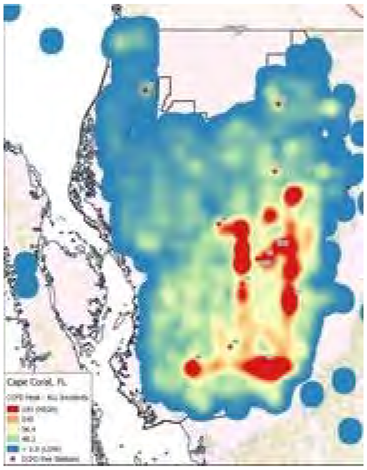
Response times

In order for the city to meet the National Fire Protection Association's goal of responding within four minutes 90% of the time, the city would need 63 fire stations, Lamb said.

He said it takes an average of 8.5 minutes from the time a Cape Coral resident calls 911 to the time a firefighter shows up at the door. To try and cut down that time, he said the department has new goals for 911 call processing times — the goal is to have calls processed within two minutes and 10 seconds, 90% of the time.

Lamb said that while numbers have improved, it's hard for the department to attract the 911 operators it needs.

Cape Coral police Chief David Newlan said the city is trying to add more dispatchers to its call center, which assigns calls to the proper departments, but that it's difficult for workers to sit at the ready for 12-hour shifts with minimal breaks. He said that after new hires go through the recruitment and testing process, they have six to nine months of training as well.



A heat map shows all incidents the fire department tracked in 2017. (Photo: City of Cape Coral)

He also said the city is working with the dispatchers' union to try and give them more benefits and more breaks.

"We're trying to do what we can to make a better environment for dispatchers," Newlan said. "They have been aggressively recruiting, and it has gotten better, but it's going to take some time."

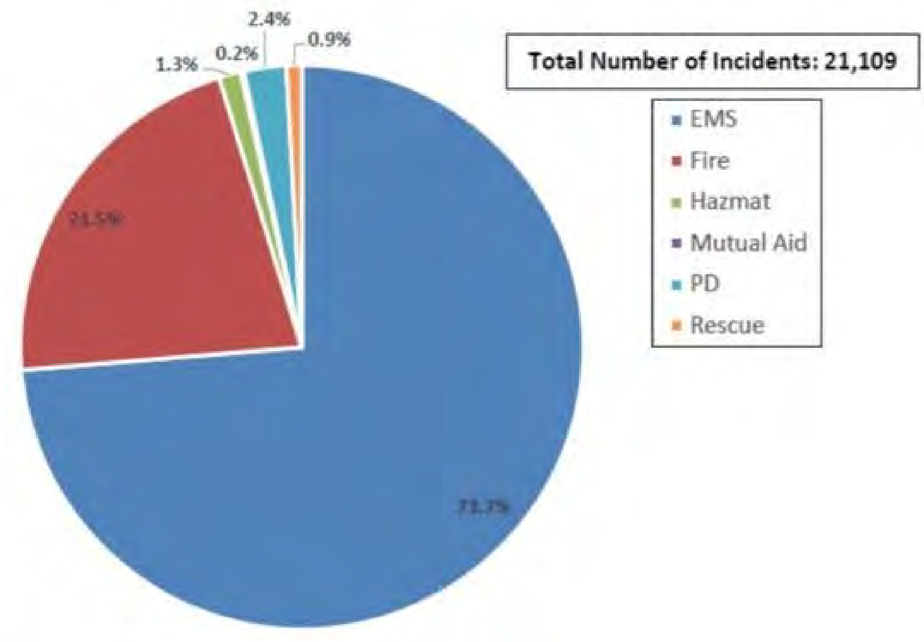
Lamb also said the department is looking into a technology system that connects a GPS system in the truck to the traffic signals, allowing the signals to stay green longer or turn from red to green more quickly as the truck approaches. But he said the department is "a little ways out" from having that technology.

More fire stations

Lamb said the opening of fire station 11 in Cape Coral last year brought every city resident within five miles of a station. The city plans to construct two more stations roughly over the next five years, he said.

Station 12, which the city plans to open in east Cape Coral, is "basically in the works," Lamb said, adding that it's included in the long-term budget. He said it's a haul for firefighters to get to the Sandoval housing community from the nearest station.

Station 13 is planned for the area near the Pine Island Road and Del Prado Boulevard intersection, which has seen a surge in growth in recent years. Lamb said the department has worked with the city's real estate division to ensure it doesn't auction off any of the city-owned parcels that they could use for the future stations.



A pie chart shows the types of incidents Cape Coral firefighters responded to in 2017. (Photo: City of Cape Coral)

Representatives from the fire and police departments discussed the feasibility of creating a joint training facility, Lamb said, but the training needs of each department have diverged. He said staff is still working out where to put such a facility and exploring potential funding options, including impact fees.

Lamb said there are no definitive times for when the new stations would be constructed.

What do you think of the Cape Coral Fire Department's plans for more firefighters and stations? Reach the reporter Sarah Jarvis at sjarvis@news-press.com or 239-335-0275. Follow Sarah on Twitter @sarahjarvisnp.