



DISTRIBUTION DATE: July 19, 2022

MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Reginald D. Freeman
Fire Chief

SUBJECT: OFD FY2021-22 3rd Quarter
Overtime Report

DATE: July 18, 2022

City Administrator
Approval

Date: **JUL 19, 2022**

INFORMATION

This informational report provides data on the Oakland Fire Department's (OFD) overtime policy, use, and accountability through the 3rd Quarter of Fiscal Year 2021-22 (FY 2021-22).

On October 24, 2017, staff presented a report titled, "Fiscal Year (FY) 2016-17 Fourth Quarter Revenue and Expenditure Results and Year-End Summaries for the General Purpose Fund (GPF) and Eight (8) Selected Funds; and GPF Carryforward for FY 2017-18; and Overtime Analysis for All Funds" to the Finance and Management Committee.

Following the initial report, OFD has presented regular reports on departmental overtime. The most recent overtime report was presented in August 2020.

Through the 3rd Quarter of FY 2021-22, overspending above the City Council Adopted Budget continued, primarily attributed to overtime costs in public safety. Total all funds, OFDs overtime spending, fiscal year to date through March 30, 2022, was \$24,865,113.

Per Ordinance No. 13487 C.M.S, if a department is projected to overspend in the GPF by more than one percent (1%), that department must provide an action plan to the City Administrator. The City Administrator shall bring an Informational Report to the City Council within sixty (60) days following acceptance of the Revenue and Expenditure (R&E) report by the City Council. The report shall list the actions the Administration is taking to bring the expenditures into alignment with the budget.

This report also provides details on how OFD aims to control overtime expenditures with real actionable changes to policies, procedures, and processes, and corresponding accountability mechanisms.

Oakland Fire Department Authorized Staffing

OFD operates twenty-five (25) fire stations located throughout the city, twenty-four (24) hours per day, seven (7) days per week. OFD is responsible for fire and medical dispatch, fire prevention, fire suppression, mitigation, emergency medical response, specialized rescue operations, fire investigation, emergency management, and fire code inspection within the city.

Currently, OFD has four hundred and eighty-seven (487.00) Full-Time Equivalent (FTE) sworn personnel and one hundred eighty and eight hundredths (180.08) FTE civilian personnel authorized, for a total of six hundred sixty-seven and eight hundredths (667.08) FTE. Seventeen of the 487.00 FTE sworn personnel are allocated as 40-hr staff positions.

Operationally, OFD fire suppression shift staff are organized into three (3) shifts referred to as A, B and C Shift. Shift positions operate on a 48/96 schedule whereby members work two (2) shifts (48-Hours) followed by four (4) days off.

Fire Suppression Minimum Staffing

The Memorandum of Understanding (MOU) between the City of Oakland (City) and International Association of Fire Fighters, Local 55 (Local 55), guides working conditions of the represented OFD sworn personnel. Additionally, OFD provides Aircraft Rescue Firefighting (ARFF) Services at the Oakland International Airport under the terms of an MOU between the City and the Port of Oakland (Port).

Section 4.2.4 of the MOU between the City and Local 55 identified through the year 2027, daily minimum staffing levels for "Fire Suppression Staffing" of OFD sworn personnel. The MOU minimum staffing sets a daily number of sworn staff, broken out by specific ranks, which must be in the field at any given time. The total suppression staffing equates to one hundred and thirty-seven (137.00) FTE sworn personnel per shift and four hundred and eleven (411.00) FTE sworn personnel to cover all three (3) shifts. This staffing level includes the ARFF staffing requirements of a minimum of six (6.00) FTE sworn personnel one (1.00) FTE Captain and five (5.00) FTE Firefighters).

OFD sworn personnel operate using a "chain of command" or "rank" system. **Table 1** shows the Department's sworn rank organizational structure by job classification:

Table 1. Sworn Ranks

<u>Rank</u>
Fire Chief
Deputy Chief of Fire Department
Assistant Chief of Fire Department
Fire Marshal (Sworn)
Battalion Chief
Assistant Fire Marshal (Sworn)
Captain of Fire Department
Lieutenant of Fire Department
Fire Investigator
Engineer of Fire Department
Firefighter-Paramedic
Firefighter

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Table 2 below shows the minimum fire suppression staffing by rank required based upon these two (2) MOUs.

Table 2. Fire Suppression Minimum Staffing By Shift & FTE

Rank	Number of FTE			
	A Shift	B Shift	C Shift	Total A, B & C Shift Staffing
Battalion Chief	3.00	3.00	3.00	9.00
Captain of Fire Department	14.00	13.00	14.00	41.00
Lieutenant of Fire Department	18.00	19.00	18.00	55.00
Engineer of Fire Department	24.00	24.00	24.00	72.00
Fire Investigator	1.00	1.00	1.00	3.00
Firefighter-Paramedic	26.00	26.00	26.00	78.00
Firefighter	51.00	51.00	51.00	153.00
Total Minimum Staffing	137.00	137.00	137.00	411.00

Sworn personnel are assigned daily as follows:

- Three (3) Battalions staffed, with 1.0 FTE Battalion Chief each
- Twenty-four (24) Engine Companies, each staffed with a minimum of 1.0 FTE Officer, 1.0 FTE Engineer, 1.0 FTE Firefighter-Paramedic and 1.0 FTE Firefighter
- One (1) Aircraft Rescue Firefighter (ARFF) company staffed with a minimum of 1.0 FTE Captain and 5.0 FTE Firefighters
- Seven (7) Truck Companies staffed as follows:
 - Three (3) Truck companies with a minimum of 1.0 FTE Captain and (3) three Firefighters;
 - One (1) Truck company with a minimum of 1.0 FTE Captain, 1.0 FTE Firefighter-Paramedic and 2.0 FTE Firefighters;
 - Two (2) Truck companies with a minimum of 1.0 FTE Captain and 4.0 FTE Firefighters;
 - One (1) Truck company staffed with a minimum of 1.0 FTE Captain, 1.0 FTE Firefighter-Paramedic and 3.0 FTE Firefighters; and
 - 1.0 FTE Fire Investigator.

The positions shown in **Table 2** above are the minimum number of sworn positions per shift.

However, achieving this daily staffing level is hampered by the following:

- Vacancies;
- "40-Hour" Staff Assignments;
- Training;
- Vacation;
- Injuries;
- Deployments; and
- Other time off.

Oakland Fire Department Fiscal Year 2021-22 Budgeted Overtime Funding

The Department budgeted a total of \$21,127,995 for overtime in FY 2021-22. **Table 3** shows the Department's FY 2021-22 overtime budget by Fund:

Table 3. Budgeted Funding for Overtime Expenditures By Fund

FUND	FY 2021-22 BUDGET
1010 - General Fund: General Purpose	\$18,535,422
2063 - FEMA Declarations	\$112,110
2123 - US Dept of Homeland Security	\$1,073
2124 - Federal Emergency Management Agency (FEMA)	\$101,085
2160 - County of Alameda: Grants	\$5,594
2252 - Measure Z - Public Safety Act of 2014	\$2,000,000
2412 - Measure M - Emergency Dispatch Assessment	\$288,154
2415 - Development Service Fund	\$59,164
3100 - Sewer Service Fund	\$21,394
4600 - Information Technology	\$4,000
Grand Total	\$21,127,995

Table 4 below shows the Department’s two (2) main funding sources for budgeted overtime, the General Purpose (1010) and Measure Z (2252) Funds, by Organization:

Table 4. Dedicated GPF (1010) Funding for Overtime Expenditures

FUND	FIRE DEPARTMENT ORGANIZATION	FY 2021-22 BUDGET
1010 - General Fund: General Purpose		
	20241 - Fire Communications	\$16,067
	20251 - Communications Emergency Dispatch	\$67,285
	20341 - Arson Investigation	\$9,087
	20371 - Vegetation Management	\$148,718
	20411 - Emergency / Suppression: Shift A	\$18,197,583
	20511 - Budget Planning: Administration	\$0
	20551 - Time and Attendance	\$0
	20631 - In-Service Training	\$20,686
	20711 - Emergency Services Program	\$14,788
	20814 - Fire: Airport	\$57,882
	20816 - Fire: Support Services	\$3,326
1010 - General Fund: General Purpose Total		\$18,535,422
2252 - Measure Z - Public Safety Act of 2014		
	20411 - Emergency / Suppression: Shift A	\$2,000,000
2252 - Measure Z - Public Safety Act of 2014 Total		\$2,000,000
Grand Total		\$20,535,422

First, Second and Third Quarter FY 2021-22 OFD Overtime Hours

Table 5 below shows the Department's total overtime hours and costs during the first, second and third quarters of FY 2021-22 by Sworn rank:

Table 5. First, Second & Third Quarter FY 2021-22 OFD Overtime Hours

Overtime Cost - 1st Quarter FY 2021-22 (07/01/21 - 09/30/21)		
Sworn Rank	OT Hours	Overtime Cost
Battalion Chief	2,947	\$324,566
Captain of Fire Department	12,188	\$1,114,688
Lieutenant of Fire Department	13,956	\$1,172,306
Fire Investigator	380	\$31,299
Engineer of Fire Department	18,107	\$1,458,064
Fire Fighter Paramedic	14,089	\$1,121,507
Fire Fighter	38,216	\$2,718,908
Total 1st QTR Sworn OT	99,883	\$7,941,338
Total 1st QTR Civilian OT	3,329	\$247,187
TOTAL 1st QTR OFD OT	103,211	\$8,188,525
Overtime Cost - 2nd Quarter FY 2021-22 (10/01/21 - 12/31/21)		
Sworn Rank	OT Hours	Overtime Cost
Battalion Chief	2,331	\$244,686
Fire Marshall, Assistant	21	\$2,469
Captain of Fire Department	9,032	\$875,596
Lieutenant of Fire Department	12,669	\$1,109,330
Fire Investigator	355	\$31,646
Engineer of Fire Department	15,212	\$1,274,933
Fire Fighter Paramedic	14,865	\$1,178,662
Fire Fighter	40,664	\$3,013,476
Total 2nd QTR Sworn OT	95,149	\$7,730,798
Total 2nd QTR Civilian OT	3,860	\$277,615
TOTAL 2nd QTR OFD OT	99,008	\$8,008,413
Overtime Cost - 3rd Quarter FY 2021-22 (01/01/22 - 03/31/22)		
Sworn Rank	OT Hours	Overtime Cost
Battalion Chief	2,614	\$285,542
Captain of Fire Department	9,959	\$947,814
Lieutenant of Fire Department	13,135	\$1,145,906
Fire Investigator	440	\$36,754
Engineer of Fire Department	16,351	\$1,351,285
Fire Fighter Paramedic	18,722	\$1,463,758
Fire Fighter	42,550	\$3,164,030
Total 3rd QTR Sworn OT	103,769	\$8,395,090
Total 3rd QTR Civilian OT	3,752	\$273,085
TOTAL 3rd QTR OFD OT	107,521	\$8,668,175
TOTAL 1st, 2nd & 3rd Quarter FY 2021-22 OFD Overtime	309,740	\$24,865,113

Ongoing Efforts to Identify and Reduce Overtime Usage

Unless the overtime in fire suppression pertains to a backfill of staffing due to leave, illness, or injury, all overtime requests must be approved by the Chief of the Fire Department.

While much of the overtime usage for OFD is in Operations, not all overtime in Operations overtime is specific to backfill. Overtime can also be triggered by Red Flag Warning days, lasting between 12-72 hours, Public Safety Power Shutoff events, Emergency Operations Center activations, and other special events where OFD is called to participate or prepare.

In 2021-2022, a significant number of overtime hours were required to fill vacancies created by persons off duty due to having contracted the covid-19 illness, or in many cases, had been exposed to the virus and thus been instructed to remain home or quarantine for a set time.

Since January 2020, OFD has graduated 46 new and lateral recruits. They are all currently working at their assigned stations, some still on a probationary basis, offsetting the need for overtime and mandatory backfill.

The Department plans to hire approximately 50 additional members by the end of 2022.

Beginning October 2018, OFD began working with the Finance and Information Technology departments to add a more detailed level of time codes to provide for overtime tracking that can readily identify overtime by type, such as Field Operations Minimum Staffing, Red Flag Days, Academy Cadre, Callback, Mutual Aid, Other Deployment Backfill, Training, Special Projects, etc. It is anticipated this will aid in identifying operational needs to better control and reduce overtime.

The Fire Dispatch Center (FDC) relies on the guidance and recommendations of the National Emergency Number Association (NENA) which works with 9-1-1 professionals nationwide, public policy leaders, and emergency services and telecommunications industry partners to develop and carry out critical programs, staffing criteria, and initiatives in line with industry leading standards, training, and certifications.

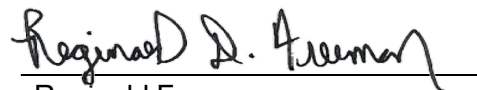
Several other events or circumstances also may trigger the use of overtime, including:

- Emergency Recall Incidents (this would cover any call back of sworn staff such as a Safety Officer or Assistant Sworn Fire Marshal having to work after hours – or up staffing an engine during an unanticipated emergency event).
- Incidents that happen at shift change will usually require OT to allow for exchange of personnel at the incident.
- Backfill for members assigned to special projects (Computer Aided Dispatch, Accela, Drill Tower, etc.).
- Backfilling apparatus committee to allow for them to perform other departmental roles and responsibilities outside of suppression.
- Backfilling for other approved travel such as trainings, conferences, and meetings out of the area.
- Instances where compliance is at risk or for disciplinary reasons; OFD recently had a member out of compliance with their Emergency Medical Technician license and the individual had to be placed on 40hr assignment that required backfill.

The proud men and women of the Oakland Fire Department are committed to providing the highest quality of courteous and responsive services to the residents of Oakland.

Staff continuously evaluate these strategies and personnel to ensure that OFD promotes and represents current best practices to increase the efficiency and effectiveness of the department. All Bureau Chiefs and Division Managers are encouraged to utilize all available tools and metrics to evaluate the goals, objectives, costs, and outcomes for their respective division.

Respectfully submitted,

A handwritten signature in black ink that reads "Reginald D. Freeman". The signature is written in a cursive style and is positioned above a horizontal line.

Reginald Freeman
Chief, Oakland Fire Department

For questions on this report, please contact Gene Tom, Chief Financial Officer & Administrative Services Manager at 510-238-6353.

