

NEW YORK CITY COUNCIL FINANCE DIVISION

Tanisha S. Edwards, Esq. Chief Financial Officer and Deputy Chief of Staff to the Speaker

Jonathan Rosenberg
Managing Deputy Director

Eisha Wright Deputy Director

Paul Scimone Deputy Director

Dohini Sompura Assistant Director

> John Russell Unit Head

Jack Kern Finance Analyst

Hon. Adrienne E. Adams Speaker of the Council

Hon. Justin Brannan Chair, Committee on Finance

Hon. Joann Ariola
Chair, Committee on Fire and Emergency Management

Report to the Committee on Finance and the Committee on Fire and Emergency Management on the Fiscal 2023 Executive Plan and the Fiscal 2023 Executive Capital Commitment Plan

Fire Department

May 6, 2022

(Report Prepared by Jack Kern)



Table of Contents

FDNY Budget Overview
Program Area Budgets5
Changes Since the Preliminary Budget by Spending Type5
Fiscal 2023 Preliminary Budget Response6
Federal and State Budget Risk
Capital Budget7
Appendix A: Budget Actions since Fiscal 2022 Adoption9

Fire Department Fiscal 2023 Executive Budget Snapshot

FY23 Executive Budget

- •\$2.29 billion
- •\$163 million decrease compared to current FY22

Headcount

- •17,489 positions
- •224 increase from current FY22 budget

Program to Eliminate the Gap

- •No new FY23 PEGS
- •(17.2M) in FY23 since

Capital Committment Plan

- •\$1.2 billion
- •305 projects

Contract Budget

- •\$102.2 million
- •\$6.9 million increase compared to current FY22

Budget Response

Council Priorities

- Called for wage equity for Emergency Medical Services (EMS) members, which was not addressed.
- •\$55 million included for Behavorial Health Emergency Assistance Response Division (B-HEARD), \$37 million for FDNY, Council called for \$61M in its Response to the Preliminary Budget.

New Needs

Other Significant New Needs

- •Mental Health Response Program, \$37 million added for Fiscal 2023 only.
- •PS Adjustment (Overtime), \$40 million in Fiscal 2022 only. \$20 million uniformed, \$13 million civilian, \$7 million for EMS.

Other Adjustments

Savings in the Executive Budget

•The Executive Budget does not include any savings.

Major Agency Issues Agency Issues Identified

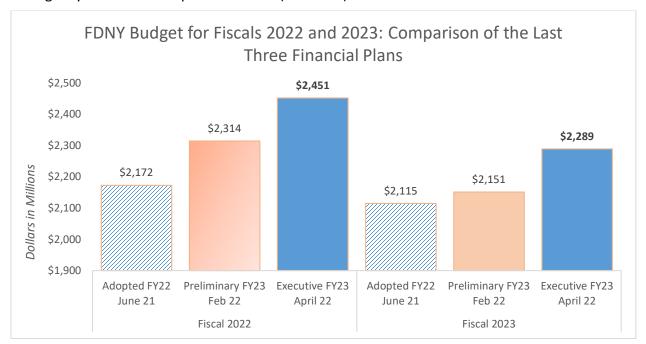
- Fire Prevention staffing.
- •Decrease in revenue from fire inspection fees.
- Firefighter position short staffed (445 under HC).

FDNY Budget Overview

On April 26, 2022, the Administration released the Executive Financial Plan for Fiscal 2022-2026 (Executive Budget or Plan) with a proposed budget for Fiscal 2023 of \$99.7 billion. This report offers a review of the New York City Fire Department (the Department or FDNY) Fiscal 2023 Executive Budget, including proposed budget actions taken in the Executive Plan. For additional information on FDNY's budget, please refer to the Fiscal 2023 Preliminary Budget report at: https://council.nyc.gov/budget/wp-content/uploads/sites/54/2022/03/FDNY.pdf

The Department's projected Fiscal 2023 budget of \$2.29 billion represents 2.3 percent of the City's proposed Fiscal 2023 budget in the Executive Plan. FDNY's proposed Fiscal 2022 budget totals \$2.45 billion, and is 12.8 percent larger than the Department's Fiscal 2022 Adopted Budget (\$2.17 billion).

FDNY's Fiscal 2023 budget increased by \$137.5 million (six percent), from the Preliminary Plan (\$2.15 billion). The increase is the result of a number of actions taken, most significant of which are: \$83 million from the Uniformed Firefighter Association (UFA) for collective bargaining toward firefighter salaries, and \$37 million to support an expansion of the Behavioral Health Emergency Assistance Response Division (B-HEARD).



Personal Services and Headcount

FDNY's Executive Plan includes funding for a total of 17,265 full-time position in the current fiscal year, increasing to 17,489 in Fiscal 2023. The current Plan represents a decrease in FDNY headcount of 130 in Fiscal 2022 since adoption.

In the Executive Plan, funding for FDNY's personal services (all agency staffing related expenses) comprise \$2.10 billion or 85.6 percent of the agency's total Fiscal 2022 Executive Budget. This number decreases to \$2.03 billion or 88.5 percent in Fiscal 2023.

FDNY Spending and Headcount

Table 1: FDNY Spending and Budgeted Headcount Summary									
	2020	2021	2022	Executi	*Difference				
Dollars in Thousands	Actual	Actual	Adopted	2022	2023	2022 - 2023			
Spending									
Personal Services	\$1,883,435	\$1,939,124	\$1,914,601	\$2,100,214	\$2,026,613	\$112,012			
Other Than Personal Services	291,062	296,248	257,794	350,852	261,950	\$4,155			
TOTAL	\$2,174,497	\$2,235,372	\$2,172,395	\$2,451,067	\$2,288,562	\$116,167			
Budgeted Headcount									
Full-Time Positions - Civilian	6,366	6,332	6,450	6,320	6,537	87			
Full-Time Positions - Uniform	11,047	10,750	10,945	10,945	10,952	7			
TOTAL	17,413	17,082	17,395	17,265	17,489	94			

^{*}The difference of Fiscal 2022 Adopted Budget compared to Fiscal 2023 Executive Budget.

Funding Sources

FDNY's budget is financed by city funds as well as other categorical, federal, state, and intra-City funding. In the current financial plan, the Department's primary funding source is city funding. City funding comprises 79 percent (\$1.93 billion) of FDNY's total funding in the current fiscal year, up from the 77.8 percent (\$1.69 billion) of the Department's budget financed by city funding in the Adopted 2022 budget. City funding comprises 81.5 percent (\$1.86 billion) of the Department's Executive Plan for Fiscal 2023.

Since the Fiscal 2023 Preliminary budget, the Fiscal 2023 Executive Plan includes increases to the Fire Department's budget by \$137 million in FDNY's Fiscal 2022 and \$137.5 million in Fiscal 2023, primarily the result of modifications to city funding in each fiscal year, with a small addition of federal funding in the current fiscal year. These changes include:

Federal Funding

Federal funding increases by \$8.1 million in Fiscal 2022 and decreases by \$2.2 million in Fiscal 2023 when compared to the Preliminary Plan.

- State Homeland Security Grant (\$3.1 million in Fiscal 2022) This funding supports the implementation of risk driven, capabilities-based State Homeland Security Strategies to address capability targets set in Urban Area, State, and regional Threat and Hazard Identification and Risk Assessments.
- U.S Forest Services Incident Management Team (\$2.8 million in Fiscal 2022) This funding supports forest related incidents that the FDNY responds to.
- Urban Areas Security Initiative (\$2.2 million in Fiscal 2022) This funding supports high-threat, high-density Urban Areas in efforts to build and sustain the capabilities necessary to prevent, protect against, mitigate, respond to, and recover from acts of terrorism.

State Funding

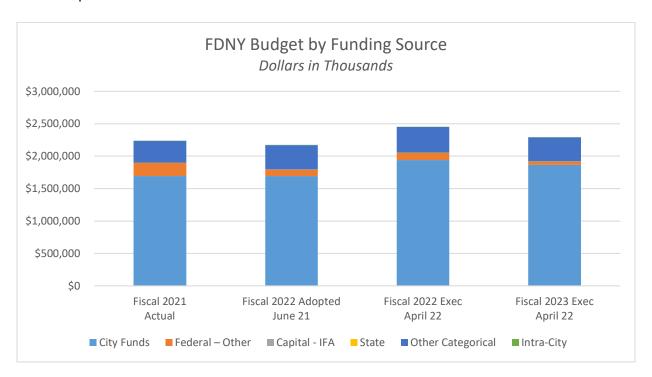
State funding does not change in Fiscal 2022 or Fiscal 2023 when compared to the Preliminary Plan.

City Funding

City funding increases by \$128.7 million in Fiscal 2022 and \$139.7 million in Fiscal 2023 when compared to the Preliminary Plan.

- UFA Collective Bargaining (\$76.5 million in Fiscal 2022, \$83.4 million Fiscal 2023) This
 funding will support increased salaries for firefighters as a result of collective bargaining.
 Additional details are included in the following section.
- PS Adjustment (\$40 million in Fiscal 2022 only) This funding will support overtime for various members of the FDNY, half will support uniformed members. Additional details are included in the following section.
- Mental Health Response Program (\$37 million in Fiscal 2023 only) This funding will support the B-HEARD program in Fiscal 2023. Additional details are included in the following section.

See Appendix A for a complete list of all changes reflected in FDNY's Fiscal 2022 and 2023 budgets since adoption.



	2021	2022	Executive Plan		*Difference	
Dollars in Thousands	Actual	Adopted	2022	2023	2022 - 2023	
Funding						
City Funds	\$1,692,487	\$1,691,123	\$1,938,745	\$1,866,580	\$175,457	
Federal – Other	203,643	102,148	111,645	48,651	(\$53,497)	
Federal – CD	430	567	567	567	\$0	
State	1,968	1,835	2,222	1,750	(\$85)	
Other Categorical	335,958	376,204	396,259	370,496	(\$5,708)	
Intra-City	886	519	1,627	519	\$0	
TOTAL	\$2,235,372	\$2,172,395	\$2,451,067	\$2,288,562	\$116,167	

^{*}The difference of Fiscal 2022 Adopted Budget compared to Fiscal 2023 Executive Budget.

Program Area Budgets

The Fire Department does not have a program area budget, and this section is not applicable to the FDNY.

Changes Since the Preliminary Budget by Spending Type

At each financial plan, an agency will submit changes to its budget from the prior plan. These changes are comprised of new needs that have not previously been included in their budget, other adjustments to existing spending (these adjustments can involve adding additional funding or removing funding), savings programs which provide additional resources either through reduced spending or increased revenue, and savings restorations which include the restoration of expenditures that had been reduced in prior financial plans.

A summary of all changes made to FDNY's financial plan since adoption can be found in Appendix A.

New Needs

FDNY's Executive Budget includes \$128.7 million of new needs in five areas from Fiscal 2022 through Fiscal 2026.

- PS Adjustment (\$40 million in Fiscal 2022 only) This increase is the result of an additional overtime need in Fiscal 2022, comprised of \$20 million in uniformed overtime toward fire extinguishment and emergency response, \$13 million to civilian titles, and \$7 million toward EMS titles. This is in addition to the \$55 million increase for uniformed overtime costs in the Preliminary Plan. Overall the overtime budget has increased by nearly \$178 million from \$247.3 million (\$208 million uniformed) at the Adopted Budget to \$425.2 million (\$369.4 million uniformed) in the Executive Plan.
- Mental Health Response Program (\$37 million and 188 positions in Fiscal 2023 only) The Fire Department has been supporting operations of the Behavioral Health Emergency Assistance Response Division (B-HEARD) since June 2022. Prior to the Executive Plan funding for B-HEARD was only allocated for Fiscal 2022. This continues funding for the program into Fiscal 2023, with an expansion into new areas of central Brooklyn, additional areas in the south Bronx, and eastern Queens. In Fiscal 2022 the FDNY portion of the program is budgeted \$26.6 million and operates in nine precincts in northern Manhattan and the south Bronx. Additional details for the number of precincts in the Fiscal 2023 expansion are not available at the time of this publication.
- Life Safety Equipment and Supplies (\$4.4 million in Fiscal 2023 and outyears) This funding
 is allocated for the purchase of life safety equipment, including defibrillators, and N95
 masks. Funds will be used to increase the Department's supply of defibrillators and
 update to a newer model. The funds will also be used to purchase new fire tools and face
 pieces to connect to firefighter's self-contained breathing apparatus (SCBA).
- Leases (\$6.9M in Fiscal 2022, \$3.5 million in Fiscal 2023, \$4.1 million in Fiscal 2024 and outyears) Increased funding to support back rent costs for the Fire Department's lease at Randall's Island for its training facility, as well as the move of EMS Station 49, from trailers under the Triborough Bridge to more a permanent station.

Critical Technology OTPS (\$3.2 million in Fiscal 2022, \$2.3 million in Fiscal 2023, \$2.1 million in Fiscal 2024, \$1.9 million in Fiscal 2025 and outyears) funding will support Fire Department modernization of its data center as well as an information technology cloud project.

Other Adjustments

FDNY's Executive Budget includes an increase of \$441.3 million in other adjustments in Fiscal 2022 through Fiscal 2026. Some of the major adjustments include the following.

- UFA Collective Bargaining (\$76.5M in Fiscal 2022, \$83.4 million in Fiscal 2023, \$82.5 million in Fiscal 2024, \$80.9 million in Fiscal 2025, and \$79 million in Fiscal 2026) Following collective bargaining negotiations between the UFA and the City in December 2021, an agreement was reached which increased firefighter salaries by 7.75 percent for the contract period of August 2017 through July 31, 2020. This agreement mirrors the pattern set previously by the Uniformed Officers Coalition. Although the agreement was reached with the prior administration, the members of the UFA ratified the agreement after the Fiscal 2023 Preliminary Plan was released, and the baselined increase was included in this Plan. The increase is entirely funded by City tax-levy.
- Motor Fuel (\$790,000 in Fiscal 2022, \$5.3 million in Fiscal 2023 and the outyears) Funds support the Department's fuel costs, the additional funding is due to increases in worldwide fuel prices.

Savings Program

The Fire Department's Fiscal 2023 Executive Budget does not include any savings program.

Savings Restorations

The Fire Department's Fiscal 2023 Executive Budget does not include any savings restorations.

Fiscal 2023 Preliminary Budget Response

In the Fiscal 2023 Preliminary Budget Response (Budget Response)¹, the Council identified several areas of concern relating to EMS wages and the B-HEARD program. Below the Council's budget response proposals are discussed along with an analysis of how they were addressed in the Executive Plan.

B-HEARD: The Executive Plan includes \$55 million in Fiscal 2023 for B-HEARD. FDNY Emergency Medical Technicians (EMTs) and paramedics teamed with mental health professionals (social workers) from New York City Health + Hospitals are dispatched as first responders for situations involving people experiencing mental health emergencies. B-HEARD teams operate seven days a week, 16 hours a day and are trained to de-escalate emergency situations and provide immediate care. Issues the teams are trained to address are suicidal ideation, substance misuse, and mental health conditions. B-HEARD teams provide emergency medical care and call for an ambulance transport, if necessary. The program was launched in June 2021 in northern Manhattan. B-HEARD was expanded

 $^{^1} The full response can be found at: \\ \underline{https://council.nyc.gov/budget/wp-content/uploads/sites/54/2022/04/Fiscal-2023-Preliminary-Budget-Response-.pdf$

in November 2021, to five precincts in the area. In March 2022, the program was expanded into additional parts of Manhattan and the South Bronx, covering nine precincts. The addition of \$55 million in the Executive Plan will allow for program expansion into central Brooklyn, eastern Queens, and more areas in the South Bronx in the next fiscal year.

Despite the increased funding added for the above described programs, there are still some essential programs that did not receive additional support in the Executive Plan. No new funding was added in one area highlighted by the City Council in its response to the Mayor's Preliminary Fiscal 2023 Financial Plan and one response priority was only partially funded.

Response Priorities	Amount Requested	Amount Included in the Exec Budget		
Pay Parity for EMS	N/A	\$0		
B-HEARD	\$61 million	\$55 million		

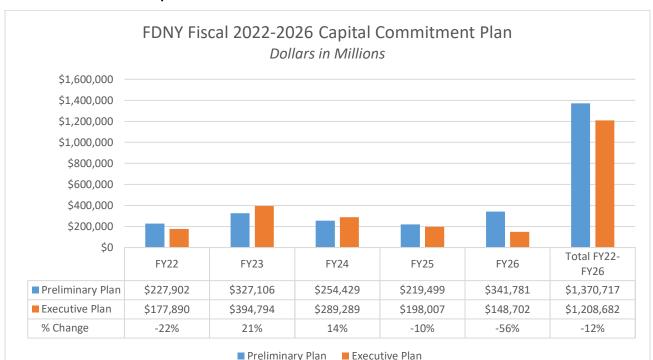
- Pay Parity for EMS: The Council's response to the Mayor's Preliminary Fiscal 2023 Financial Plan called for the City to increase EMS employee's salaries making them comparable to other first responders in New York City. While the Council's response did not include a specific requested amount, the Executive Plan included no funding to support salary increases for EMS workers. It is currently unclear if the Administration will support pay parity for the approximately 4,600 EMS workers in the next round of contract negotiations.
- **B-HEARD:** The Council's response to the Mayor's Preliminary Fiscal 2023 Financial Plan called for expansion of the program to respond to mental health emergencies. The Council requested an increase from the current year's funding level of \$50.4 million to \$61 million, to support the expansion to new precincts. The Administration added \$55 million in the Executive Plan, and stated the program will be expanding to three new areas in the City, but has not yet provided information on how many precincts will be included in the expansion. It is also unclear if the additional funding will bolster operations in areas the program currently operates, or only expand to new precincts.

Federal and State Budget Risk

The Fire Department's Fiscal 2023 Executive Budget does not have and federal or state budget risks.

Capital Budget

FDNY's commitments for Fiscal 2022 through 2026 as presented in Executive Capital Commitment Plan for Fiscal 2022-2026 (Commitment Plan) total \$1.2 billion, \$162 million less (11.8 percent) than the total for the same period presented in the Preliminary Capital Commitment Plan released in February. The Department's planned commitment comprise 1.3 percent of the City's total \$94.8 billion Fiscal 2022 through 2026 plan.



FDNY Fiscal 2022-2026 Capital Commitment Plan

The amount of commitments planned for each year of the plan period is disproportionately front-loaded, with over 47 percent of the Department's planned expenditures in the first two years of the plan period. In the out years of the plan (Fiscals 2024 through 2026) the Department has planned commitments totaling 23.9, 16.3, and 12.3 percent of the total amount respectively.

Capital Highlights

- Randall's Island Training Academy. The Randall's Island training facility is the primary location for firefighter training. The Executive Capital Commitment Plan includes \$289 million to support renovations and improvements at the site. The Fiscal 2023 Preliminary Capital Commitment Plan, included \$224 million for this project in Fiscal 2026. In the Fiscal 2023 Executive Commitment Plan the funding was pushed into Fiscal 2027 supplementing \$65 million already allocated in that year, to better match the anticipated schedule of when improvements will occur.
- Apparatus Floors. The Fiscal 2023 Executive Capital Commitment Plan includes an additional \$51.5 million from Fiscal 2022 to 2026 to improve floors of firehouses. The infrastructure upgrade will provide additional supports to sustain the weight of a fire apparatus. The Department plans to complete four upgrades annually beginning in Fiscal 2024 through Fiscal 2031.

Appendix A: Budget Actions since Fiscal 2022 Adoption

Dellara in Theorem de	FY22			FY23			
Dollars in Thousands	City	Non-City	Total	City	Non-City	Total	
FDNY Budget as of the Adopted FY22 Budget	\$1,691,123	\$481,272	\$2,172,395	\$1,725,618	\$388,882	\$2,114,500	
New Needs						•	
FY22 NOV New Needs							
Ambulance Costs	\$4,055	\$0	\$4,055	\$0	\$0	\$0	
Captain Civil Service Exam	367	0	367	0	0	0	
EMS Division Restructuring	1,161	0	1,161	1,109	0	1,109	
Fire Computer Aided Dispatch Support	3,723	0	3,723	4,988	0	4,988	
Fire Prevention Staffing	507	0	507	1,014	0	1,014	
Radio Network Maintenance	3,243	0	3,243	4,506	0	4,506	
Subtotal, November New Needs	13,055	0	13,055	11,617	0	11,617	
Other Adjustments			·		T	, 	
FY22 NOV							
2020 SICG PROGRAM	\$0	\$132	\$132	\$0	\$0	\$0	
Collective Bargaining	27,120	0	27,120	31,741	0	31,741	
COVID Booster and Vaccine	0	60	60	0	0	l o	
Adjustment						·	
DOHMH FDNY Transfer	3	0	3	0	0	0	
Energy Personnel	0	162	162	0	0	0	
Excel Projects Round 1	0	228	228	0	0	0	
Fly Car Program	0	0	0	14,158	0	14,158	
Cache, AFG, AMESC, Auto Arson	0	4,333	4,333	0	0	0	
FY22 Con Ed	0	522	522	0	0	0	
FY22 DEMAND ROLL	0	30	30	0	0	0	
FY22 E, First W, SRS and Gaskit	0	6,499	6,499	0	0	0	
FY22 Port Roll	0	10,943	10,943	0	0	0	
FY22 SAMGRT ROLL	0	58	58	0	0	0	
FY22 SHSG Roll	0	10,732	10,732	0	800	800	
FY22 SICG19 ROLL	0	108	108	0	0	0	
FY22 UAS and USAR Roll	0	10,086	10,086	0	600	600	
Grant Fringe Savings	0	0	0	0	5,400	5,400	
LGRMIF GRANT (DORIS)	0	75	75	0	0	0	
Mental Health Funding Adjustment	26,636	51,000	24,364	0	0	О	
PSAP 20021 AWARD	0	62	62	0	0	0	
Subtotal, FY22 NOV	\$53,758	\$6,974	\$46,784	\$17,584	\$4,000	\$13,584	
Savings Program							
Savings November							
N/A							
Subtotal, November Savings	\$0	\$0	\$0	\$0	\$0	\$0	
Total NOV Changes	\$66,814	\$6,974	\$59,840	\$29,201	\$4,000	\$25,201	

S. // /		FY22			FY23			
Dollars in Thousands	City	Non-City	Total	City	Non-City	Total		
FDNY Budget as of the November 2021 Plan Budget	\$1,757,937	\$488,246	\$2,232,235	\$1,754,819	\$392,882	\$2,139,701		
FY23 Jan New Needs								
Fleet OTPS	\$14,000	\$0	\$14,000	\$0	\$0	\$0		
Ps Adjustment	55,000	0	55,000	0	0	0		
Vaccine Incentive	1,129	0	1,129	0	0	0		
Subtotal, Jan New Needs	\$70,129	\$0	\$70,129	\$0	\$0	\$0		
FY23 Jan Other Adjustments								
Collective Bargaining	\$18,992	\$0	\$18,992	\$7	\$0	\$7		
City Council Adjustments	20	0	20	0	0	0		
City Fringe Adjustment	3,213	0	3,213	4,554	0	4,554		
COVID Testing Adjustment	0	2,483	2,483	0	0	0		
E012 SANDY FINO	0	158	158	0	158	158		
Excel Projects Round 2	0	15	15	0	0	0		
Federal Fringe Offset	0	3,213	3,213	0	4,554	4,554		
Heating Fuel Adjustment	216	0	216	0	0	0		
Motor Fuel adjustment	2,266	0	2,266	0	0	0		
SHSG	0	4,732	4,732	0	0	0		
USAI	0	6,279	6,279	0	12,248	12,248		
Subtotal, FY23 Jan	\$24,707	\$10,455	\$35,162	\$4,561	\$24,017	\$28,578		
Savings Jan								
EMS Revenue	\$19,271	\$19,271	\$0	\$15,335	\$15,335	\$0		
Engine Company Staffing	5,357	0	5,357	0	0	0		
Expense to Capital Adjustment	1,850	0	1,850	0	0	0		
Grant Fringe Adjustment	3,213	0	3,213	4,554	0	4,554		
Hurricane Re-estimate	360	0	360	0	0	0		
Vacancy Reduction	12,683	0	12,683	12,683	0	12,683		
Subtotal, Jan Savings	\$42,734	\$19,271	\$23,463	\$32,572	\$15,335	\$17,237		
Total, FY23 Jan Changes	\$137,570	\$29,726	\$128,754	\$37,133	\$39,352	\$45,815		
FDNY Budget as of the Fiscal 2023 Preliminary Budget	\$1,895,507	\$517,972	\$2,360,989	\$1,791,952	\$432,234	\$2,185,516		
FY23 Exec New Needs								
Critical Technology OTPS	\$3,165	\$0	\$3,165	\$2,287	0	\$2,287		
Leases	6,876	0	6,876	3,491	0	3,491		
Life Safety Equipment and Supplies	0	0	0	4,362	0	\$4,362		
Mental Health Response Program	0	0	0	37,028	0	\$37,028		
PS Adjustment	40,000	0	40,000	0	0	0		
Subtotal, New Needs	\$50,040	\$0	\$50,040	\$47,169	\$0	\$47,169		
Other Adjustments								
COVID Vaccine Adjustment	\$0	\$5	\$5	\$0	\$0	\$0		
Demand Response Program	0	13	13	0	0	0		
Excel Round 2	0	95	95	0	0	0		
CERT Overtime	0	43	43	0	0	0		
FDNY CACHE & TRAINING	0	23	23	0	0	0		

Dollars in Thousands	FY22			FY23			
	City	Non-City	Total	City	Non-City	Total	
Heat, Light and Power	1,569	0	1,569	1,236	0	1,236	
Heating Fuel Adjustment	234	0	234	160	0	160	
Lease Adjustment	0	0	0	2,475	0	2,475	
Metal Work Mechanic Collective Bargaining	43	0	43	41	0	41	
Motor Fuel	790	0	790	5,303	0	5,303	
OMBFDNYIC03	0	5	5	0	0	0	
SHSG	0	3,096	3,096	0	1,341	1,341	
U.S. FOREST SERVICESO IMT	0	2,823	2,823	0	0	0	
UASI	0	2,194	2,194	0	912	912	
UFA Collective Bargaining	76,499	0	76,499	83,389	0	83,389	
Subtotal, Other Adjustments	\$79,134	\$8,297	\$87,431	\$92,603	\$2,253	\$94,856	
TOTAL, All Changes in the FY23 Executive Plan	\$129,175	\$8,297	\$137,471	\$139,772	\$2,253	\$142,025	
FDNY Budget as of the FY23 Executive Budget	\$2,024,682	\$526,269	\$2,498,460	\$1,931,724	\$434,487	\$2,327,541	