Department of Public Safety Budget Analysis

City of Providence, Rhode Island

Prepared by PFM's Center for Justice & Safety Finance

April 13, 2021

Overview of Project

- The police killing of George Floyd and the protests that followed have led local governments around the country to reexamine funding for public safety and consider alternative structures to provide safety and justice to their communities.

- Mayor Elorza led Providence's approach to this critical conversation, which resulted in this project to examine and rethink how City government budgets to assure public safety and justice.

- By asking what services police and fire/EMS should provide, and why, local governments like the City of Providence can begin to address the challenge of systemic racism in a time of unprecedented economic uncertainty.

- This approach rejects the amount of spending allocated to public safety as an antiquated measurement of success, and instead recognizes that a prevention-first approach may be a better investment to create a healthier, safer, and more just Providence.

Overview of Project

- In recent decades, in Providence and in many other jurisdictions across the nation, police have increasingly been used as the designated first-responder for non-fire, non-EMS calls for service.

  - Similarly, Fire-based EMS departments – including Providence – have seen their share of call volume continually shift toward approximately a 75% share of calls for EMS rather than Fire.

  - Additionally, the Providence Police Department (PPD) dispatch data indicated that over half of calls initiating a response were for non-violent, non-criminal matters; including behavioral health, substance abuse, chronic homelessness, and other quality of life issues.

    - In 2017, 17% of Providence's adults reported frequent mental distress.

- Changes to historical patterns of service demand require governments to re-orient and re-examine whether the current policies and operations best meet the evolving needs of those it serves.

- This is a policy, fiscal, and operational imperative for City government.

  - **From a policy standpoint**, this underpins increased public interest to reshape public safety response to provide appropriate approaches to safety, justice, behavioral health, and social support services.

  - **From a fiscal perspective**, it is unsustainable and poor resource allocation to have some of the City's most expensive employees performing duties that extend beyond their core functions and for which they are not best suited, trained, equipped, and supported.

  - **From an operational perspective**, this has resulted in expanding the footprint of law enforcement and stretching resources in a manner that does not proactively improve safety and justice.

Overview of Project

- To examine opportunities and alternatives to address this evolving landscape, the City has adopted a multi-pronged strategy that extends beyond this report.

  - Internal and external Public Safety Department analyses – summarized in this report.

  - Artist facilitated community design.

  - Ongoing community engagement.

  - Review PPD Use of Force Policy.

  - Pilot program planning and implementation.

  - State policy advocacy.

- To conduct the Department of Public Safety analyses the City worked with PFM's Center for Justice & Safety Finance (CJSF) to identify possible efficiencies and alternative approaches in public safety operations to increase capacity for prevention-first investments to create a healthier, safer, and more just Providence.

- The intention of the work is to provide elected and appointed policy makers, stakeholders, and the public with data and a preliminary list of potential ideas and alternatives to foster a robust dialogue.

Overview of Project

- This report provides a necessary departure point by analyzing operations, budgetary allocation, and personnel resources and offers policy alternatives to achieve the City's goals.

- This report is organized into four key sections:

  1. An analysis of the Department of Public Safety and its historical and projected expenditures and revenues.

  2. An overview of the Providence Fire Department's (PFD) organization, personnel, operations, workload, and collective bargaining agreement.

  3. An overview of PPD's organization, personnel, operations, workload, and collective bargaining agreement.

  4. Options to implement a **Prevention-First** approach to safety and justice and improve the efficiency of fire and police services.

     - Regardless of the combination of options that the City chooses to pursue, efforts will take time to achieve – and are best structured and implemented as a part of a comprehensive multi-year approach to a healthier, safer, and more just Providence.

Overview of Project

- By taking a prevention-first approach to safety and justice, Providence recognizes that:

  - It can improve outcomes for safety and health *and* reduce demand for police department services and fire departments services.

  - An ounce of prevention is worth a pound of cure – it is almost always less costly to fund prevention than response.

  - Efforts to change the role of uniformed staff are consistent with efficient deployment of scarce and costly resources in local government.

  - There can be no sacred cows – meaning that the police department and fire department should be treated like other city departments – consistent with a strategic approach to local resource allocation and budget decision-making.

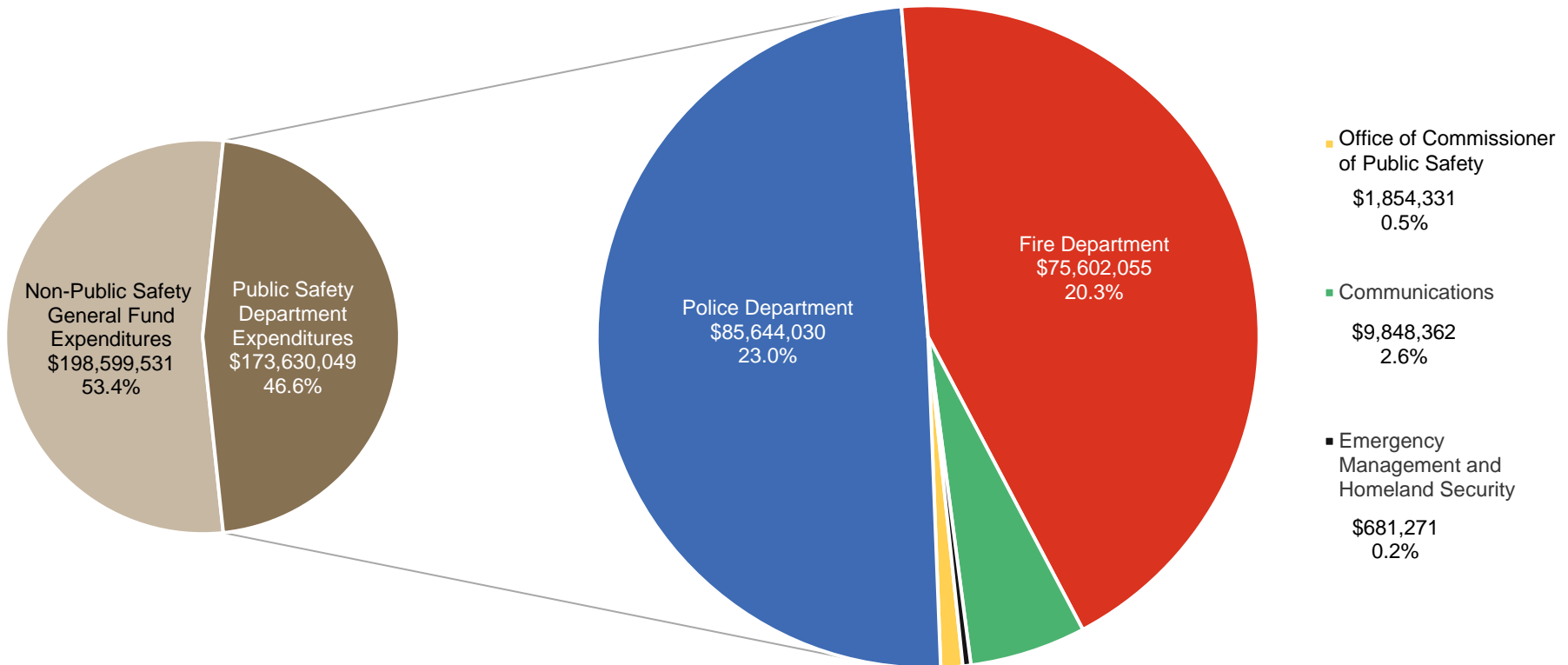# Department of Public Safety Overview

Overview

Providence General Fund Budget

- The Department of Public Safety is the largest non-schools department in Providence – accounting for 46.6% of the City's non-schools general fund budget in FY2020.

2020 General Fund Budget Expenses

Non-Public Safety General Fund Expenditures
$198,599,531
53.4%

Public Safety Department Expenditures
$173,630,049
46.6%

Police Department
$85,644,030
23.0%

Fire Department
$75,602,055
20.3%

Office of Commissioner of Public Safety
$1,854,331
0.5%

Communications
$9,848,362
2.6%

Emergency Management and Homeland Security
$681,271
0.2%

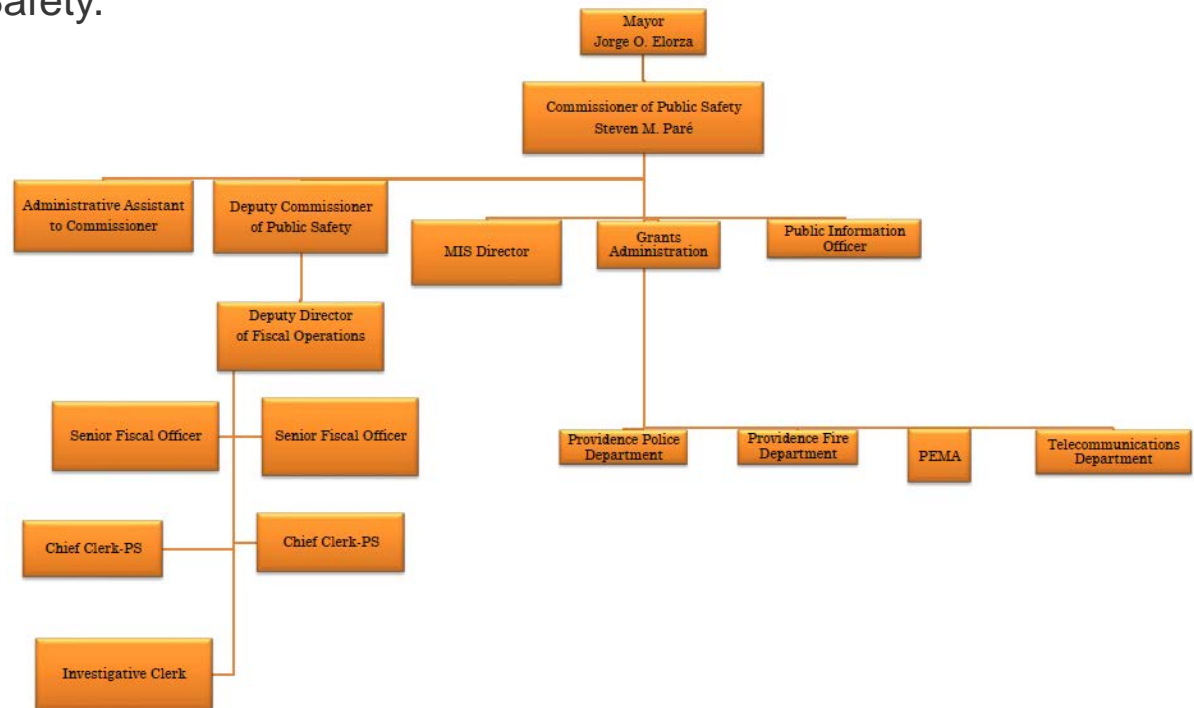*Source: FY 2021 Proposed Budget Book, pgs 6-8 (PDF).*

Department of Public Safety Organization Chart

- The Department of Public Safety consists of 5 sub-departments:

  - Commissioner of Public Safety.

  - Police.

  - Fire.

  - Communications.

  - Emergency Management and Homeland Security (PEMA).

CITY OF PROVIDENCE DEPARTMENT OF PUBLIC SAFETY

Department of Public Safety Full Time Equivalents (FTE)

● In FY2019, the Department's 1,083 FTEs (uniformed and civilian) comprised 20.9% of the Providence's total employees, and 62.0% of the City's 1,746 non-schools employees.

- Police: 32.2%.

- Fire: 25.1%.

- Communications: 3.8%.

- Commissioner of Public Safety: 0.6%.

- Emergency Mgmt./Homeland Security: 0.3%.

Providence FTEs	FY2019	% of Total GF FTEs
Police Department	563	32.2%
Fire Department	438	25.1%
Communications	67	3.8%
Commissioner of Public Safety	10	0.6%
Emergency Mgmt./Homeland Security	5	0.3%
Total Department of Public Safety	**1,083**	**62.0%**
Total GF FTEs	5,171	
Total GF FTEs (excluding schools)	**1,746**	

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Source: FY2020 Comprehensive Annual Financial Report pg. 151 (PDF) Table: Full-Time Equivalent Employees by Functional Program – (unaudited).

FTE Changes Over Time

- The Department's FTEs decreased by a CAGR of 1.3% and from 65.8% to 62.0% of total non-school FTEs from FY2015 to FY2019.

- Commissioner's Office and PPD FTEs grew by a CAGRs of 5.7% and 0.5%, respectively.

- PFD FTEs decreased by a CAGR of 3.7%.

Cumulative Percent Change in FTEs
FY2015-FY2019
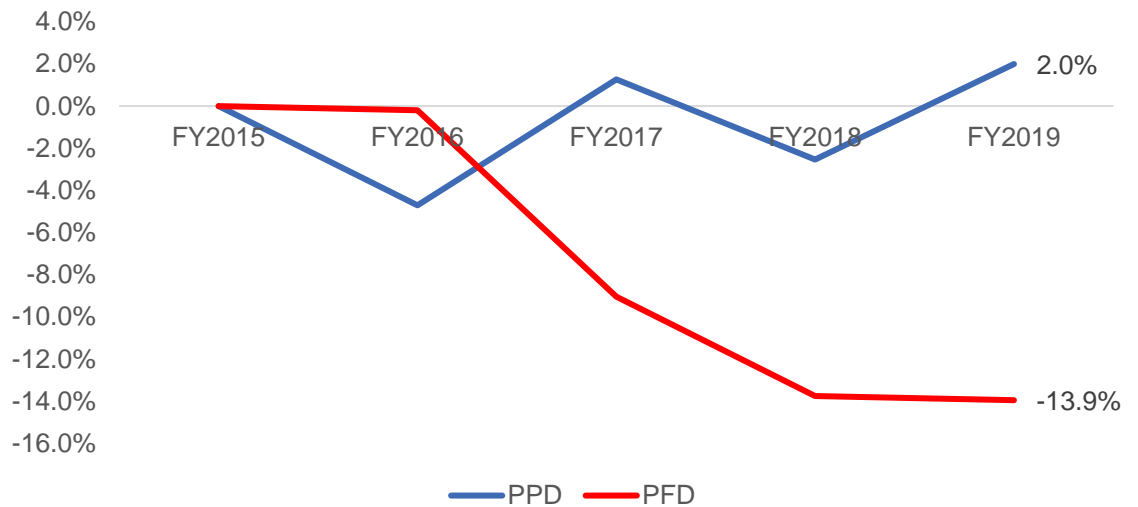
Public Safety FTEs	FY2015	FY2016	FY2017	FY2018	FY2019	FY2015-2019 CAGR
Police Department	552	526	559	538	563	0.5%
Fire Department	509	508	463	439	438	-3.7%
Communications	67	67	67	67	67	0.0%
Commissioner of Public Safety	8	8	8	9	10	5.7%
Emergency Mgmt./Homeland Security	5	5	5	5	5	0.0%
Total Public Safety	**1,141**	**1,114**	**1,102**	**1,058**	**1,083**	**-1.3%**

Department of Public Safety Historical Budget: *FY2016-FY2020*

Key Drivers: Fiscal Years 2016-2020

Historical Actuals	FY2016 Actuals	FY2017 Actuals	FY2018 Actuals	FY2019 Actuals	FY2020 Actuals (Unaudited)	FY2016-FY2020 Actuals CAGR
Total Revenues	($4.2M)	($5.2M)	($6.9M)	($10.6M)	($9.6M)	22.7%
Total Expenditures	$157.0M	$156.9M	$159.0M	$163.9M	$172.8M	2.4%
Net Cost	$153.0M	$151.7M	$152.0M	$153.3M	$163.2M	1.7%

- From FY2016 to FY2020 (unaudited), the Department's revenues grew by a CAGR of 22.7%.

  - In FY2020, PPD generated $7.6M and PFD generated $0.9M.

    - PPD's speed and red-light cameras were the main drivers of revenue, yielding $7.1M.

- During the same period, the Department's expenditures grew by a CAGR of 2.4%.

  - Technology equipment and services sharply increased from FY2016-FY2020 ($3.1M) due to speed camera expenses.

  - Similarly, contract services increased by a CAGR of 37.8%. This result was driven by a FY2018 change that shifted red light and speed camera expenditures from another City department's budget to the Department of Public Safety budget.

  - FY2020 contained unprecedented extra COVID-19 and public protest-related expenses.

    - COVID-19 compensation eligible for reimbursement was $16.9M, 9.8% of total expenses.

Departmental Revenues and Expenditures by Division

- PPD and PFD comprise the vast majority of the Department's budget, combining to equal 89% of total expenditures and revenues.

- In FY2016, PFD expenditures were nearly $5.0M greater than PPD expenditures.

- By FY2020, PPD expenditures slightly outpaced PFD expenditures.

- The change was due to:

  - PFD overtime decreasing by 19.0% from FY2016-FY2020 – partially as a result of contract settlement and reduced minimum staffing and associated call back overtime.

  - Generally higher paid PFD employees retired and were back filled by lower paid employees.

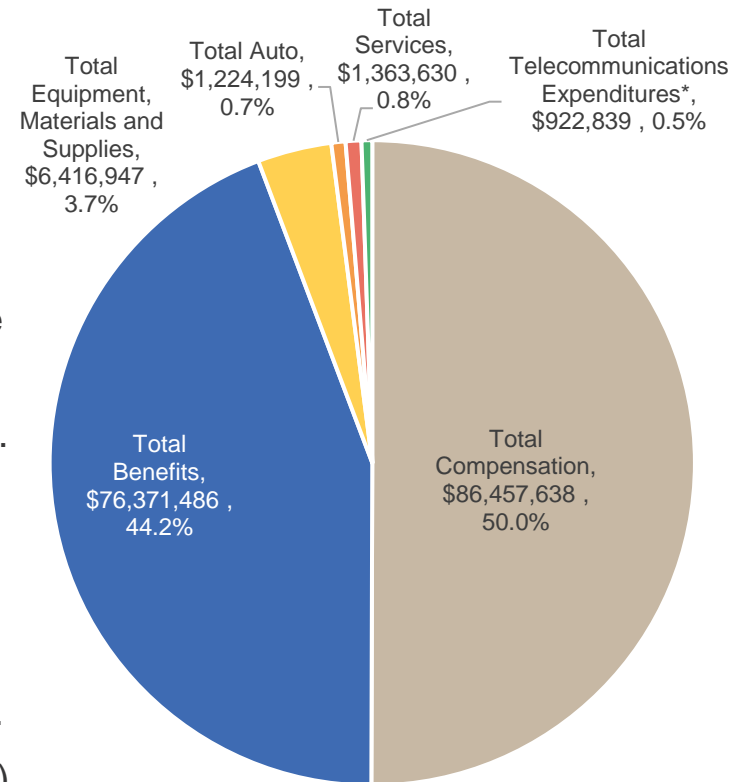 - Steady increases in PPD expenditures through FY2019 – largely due to wage increases.

Historical Revenues	FY2016 Actuals	FY2017 Actuals	FY2018 Actuals	FY2019 Actuals	FY2020 Actuals (Unaudited)	FY2016-FY2020 Actuals CAGR
Police	($2.1M)	($3.2M)	($4.9M)	($8.3M)	($7.6M)	37.7%
Fire	($1.1M)	($0.9M)	($1.1M)	($1.1M)	($0.9M)	-4.0%
Communications	($0.7M)	($0.7M)	($0.7M)	($0.8M)	($0.7M)	0.8%
Commissioner of Public Safety	($0.1M)	($0.2M)	($0.2M)	($0.2M)	($0.2M)	17.3%
Emergency Mgmt. / Homeland Sec.	($0.2M)	($0.2M)	($0.0M)	($0.2M)	($0.2M)	-8.6%
Historical Expenditures	**FY2016 Actuals**	**FY2017 Actuals**	**FY2018 Actuals**	**FY2019 Actuals**	**FY2020 Actuals (Unaudited)**	**FY2016-FY2020 Actuals CAGR**
Police	$70.6M	$73.3M	$78.2M	$85.0M	$82.9M	4.1%
Fire	$75.5M	$72.6M	$69.2M	$67.1M	$77.5M	0.7%
Communications	$9.1M	$9.0M	$9.3M	$9.4M	$10.1M	2.5%
Commissioner of Public Safety	$1.2M	$1.4M	$1.7M	$1.8M	$1.7M	8.8%
Emergency Mgmt. / Homeland Sec.	$0.6M	$0.6M	$0.7M	$0.6M	$0.5M	-3.7%

Key Expenditure and Revenue Drivers

- The Department's FY2020 expenses were primarily driven by personnel costs such as cash compensation and benefits.

- Cash compensation accounted for $86.5M, or 50.0% of the Department's total expenditures.

  - From FY2016-FY2020, cash compensation grew slowly, increasing by a total of $2.1M (a CAGR of 0.6%) while benefit costs grew faster by $9.4M (CAGR of 3.3%).

  - As a result, cash compensation decreased as a share of the Department's overall expenditures: from 53.7% to 50.0%.

- In FY2020, benefits accounted for 44.2% of total expenditures.

  - Pension payments were 35.0% ($60.5M) of Department expenditures and grew by a CAGR of 5.1% ($10.9M) since FY2016.

  - Pension payments included unfunded liability payments which are minimally associated with current operating costs.

  - Transfers to the medical insurance fund were 6.9% ($11.9M) of total expenditures and decreased by a CAGR of 3.1% since FY2016.

FY2020 Expenditures (Unaudited)

Total Equipment, Materials and Supplies, $6,416,947 , 3.7%

Total Auto, $1,224,199 , 0.7%

Total Services, $1,363,630 , 0.8%

Total Telecommunications Expenditures*, $922,839 , 0.5%

Total Benefits, $76,371,486 , 44.2%

Total Compensation, $86,457,638 , 50.0%

Telecommunications Expenditures refers to the telephone and internet costs of all City departments, which is budgeted centrally within the Telecommunications Department.
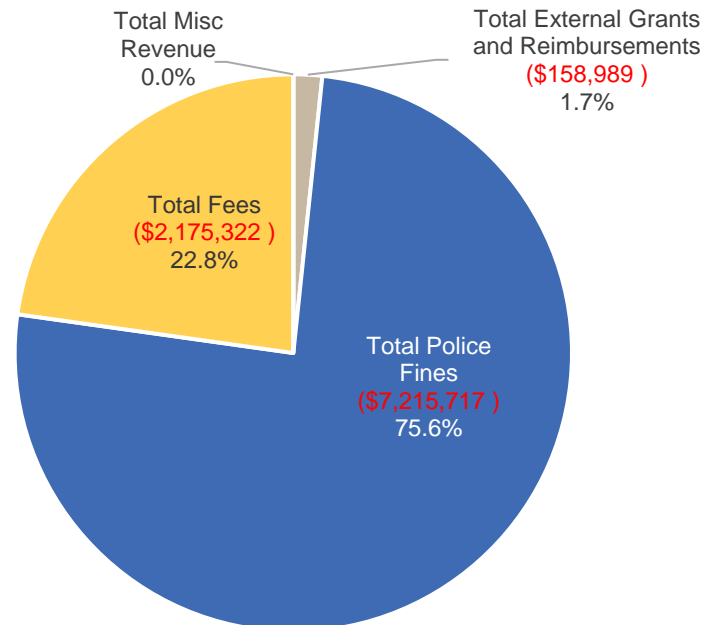
Key Expenditure and Revenue Drivers

- The FY2018 change to budget speed camera revenue in the Department of Public Safety instead of another City department, fueled Departmental revenue growth from FY2016-FY2020. During this period, red light and speed camera revenue added $5.4M in revenue to the Department (a CAGR of 42.9%).

  - Red-light camera revenue increased by a CAGR of 26.0% ($2.6M).

- By FY2020, speed and red-light camera revenue generated 74.7% ($7.1M) of total departmental revenue.

FY2020 Revenues (Unaudited)

Total Misc Revenue
0.0%

Total External Grants and Reimbursements
($158,989)
1.7%

Total Fees
($2,175,322)
22.8%

Total Police Fines
($7,215,717)
75.6%

Non-General Fund Accounts

- The analysis in this report is primarily focused on the Department's General Fund impact.

- However, the Public Safety Department has non-General Fund accounts with restricted uses.

  - State forfeiture

  - Federal forfeiture

  - Animal control

  - Fire prevention inspection fees.

- In FY2020, the Department had balances of approximately $960,000 in non-General Fund accounts.

FY2020*

- Fire Prevention Inspection Fees
- Federal Forfeiture Account
- State Forfeiture Account
- Animal Control Account
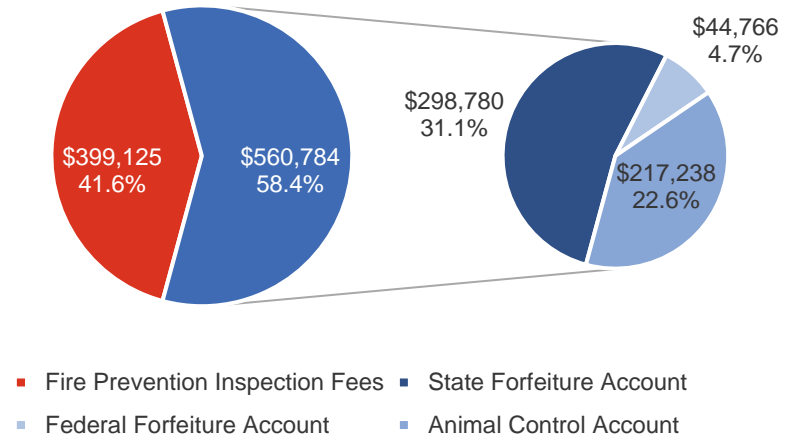
Non-General Fund Revenue Accounts	2020
Fire Department	**$399,125**
Fire Prevention Inspection Fees	*$399,125*
Police Department	**$560,784**
State Forfeiture Account	*$298,780*
Federal Forfeiture Account	*$44,766*
Animal Control Account	*$217,238*
Total	**$959,909**

* FY2020 non-general fund account balance was received via email on 12/30/2020.

Department of Public Safety Projected Budget: *FY2022-FY2026*

Key Drivers: Fiscal Years 2022-2026*

Projected Budget	FY2021 Proposed Budget	FY2022 Projected	FY2023 Projected	FY2024 Projected	FY2025 Projected	FY2026 Projected	FY2022-2026 CAGR
Total Revenues	($10.3M)	($9.1M)	($10.9M)	($10.9M)	($10.9M)	($10.9M)	4.4%
Total Expenditures	$179.8M	$124.7M	$127.2M	$128.3M	$129.3M	$130.3M	1.1%
Net Cost	$169.5M	$115.5M	$116.3M	$117.4M	$118.4M	$119.4M	0.8%

● Revenues are projected conservatively.

- Projected FY2021 revenue was unchanged but will likely come in below the projected sum due to coronavirus-related drops in revenue – particularly speed cameras and plan review fees.

● In sum, revenues are projected to decrease due to COVID-19 in FY2022 (-$1.2M) before recovering as the pandemic subsides.

● FY2021's total expenditures are estimated at $123.7M without the UAAL payments. Expenditures are projected to grow at a CAGR of 1.1% from FY2022-FY2026.

- Current collective bargaining agreements' salary increases are reflected in total compensation increase by a CAGR of 0.7% ($3.4M).
  - 1033 CITY wage increased 3.0% in FY2022.
  - Local 799 wage increased 3.3% in FY2022.
  - The City and the Fraternal Order of Police (FOP) reached a tentative agreement in early 2021.
    - The tentative agreement was ratified by the FOP, but awaits review and decision by the City Council. As of the drafting of this report, it is not in effect. As a result, this contract is <u>not</u> included in baseline projections.

* FY2022 through FY2026 projected expenditures remove the unfunded liability component of pension costs from the Department's budget. Additional information regarding the methodology and key assumptions in projected fiscal years is available in the appendix.

Departmental Revenues and Expenditures by Division

- PPD and PFD remain the two main drivers for the Public Safety Department. In FY2026, both sub-departments make up a combined 91.4% of expenditures and 89.7% of revenue. PPD revenue drives the latter, making up 80.4% of total revenue.

  - As noted, the unfunded pension liability for was removed from FY2022-FY2026 expenditure projections because that cost is not related to current operations and is a City-wide budget expenditure rather than a Department-specific expenditure.

Projected Revenues	FY2021 Proposed Budget	FY2022 Projected	FY2023 Projected	FY2024 Projected	FY2025 Projected	FY2026 Projected	FY2022-FY2026 CAGR
Police	($7.8M)	($7.4M)	($8.7M)	($8.7M)	($8.7M)	($8.7M)	4.3%
Fire	($1.3M)	($0.7M)	($1.0M)	($1.0M)	($1.0M)	($1.0M)	9.2%
Communications	($0.8M)	($0.8M)	($0.8M)	($0.8M)	($0.8M)	($0.8M)	0.0%
Commissioner of Public Safety	($0.2M)	($0.1M)	($0.2M)	($0.2M)	($0.2M)	($0.2M)	18.9%
Emergency Mgmt. / Homeland Sec.	($0.2M)	($0.2M)	($0.2M)	($0.2M)	($0.2M)	($0.2M)	0.0%
Projected Expenditures	**FY2021 Proposed Budget**	**FY2022 Projected**	**FY2023 Projected**	**FY2024 Projected**	**FY2025 Projected**	**FY2026 Projected**	**FY2022-FY2026 CAGR**
Police	$88.0M	$60.1M	$61.9M	$62.3M	$62.8M	$63.4M	1.3%
Fire	$79.6M	$53.8M	$54.4M	$55.1M	$55.4M	$55.7M	0.9%
Communications	$9.4M	$8.3M	$8.3M	$8.4M	$8.5M	$8.6M	1.0%
Commissioner of Public Safety	$2.0M	$1.8M	$1.9M	$1.9M	$1.9M	$1.9M	1.2%
Emergency Mgmt. / Homeland Sec.	$0.8M	$0.7M	$0.7M	$0.7M	$0.7M	$0.7M	0.6%

Key Drivers - Revenues

- COVID-19-related revenue reductions are projected to dampen FY2022 revenues in line items like VIN verification, plan review fees, police photocopy, speed cameras, and police fines and penalties.

  - These impacted line items are assumed to resume more historical revenue generation by FY2023.

- In FY2023, Departmental revenue projections increase to $10.9M, primarily due to the addition of 5 new speed cameras in FY2022 and abating impact of the pandemic.
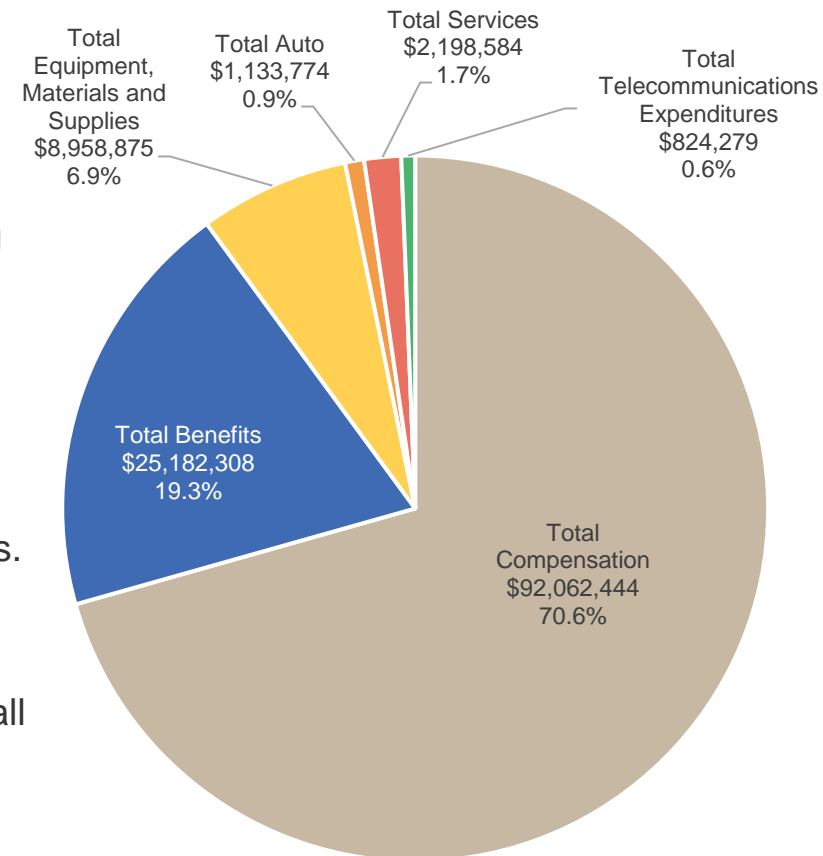
Projected Revenue

Fiscal Year	Projected Revenue
FY2021	($10.3M)
FY2022	($9.1M)
FY2023	($10.9M)
FY2024	($10.9M)
FY2025	($10.9M)
FY2026	($10.9M)

Key Expenditure and Revenue Drivers

🔷 Providence's projected Department of Public Safety expenses are primarily driven by personnel costs. By FY2026, compensation and benefits are projected to comprise nearly 90.0% of total expenditures.

- By FY2026, not including the FOP tentative bargaining agreement costs, projected compensation will reach nearly $92.1 million – or 70.6% of department costs.

  - Compensation is primarily driven by salary at 78.4% ($72.2M) of total compensation and includes sick leave, vacation, holiday, and injured on duty pay. Growth is driven by IAFF contractual wage increases.

  - Overtime is forecasted to be approximately 10.0% ($9.3M) of total compensation. Growth is projected due to IAFF wage increases and increases in Fire call back overtime.

- By FY2026, benefit costs are projected to be 19.3% of Department expenditures (when removing UAAL).

FY2026 Projected Budget

Total Equipment, Materials and Supplies $8,958,875 6.9%

Total Auto $1,133,774 0.9%

Total Services $2,198,584 1.7%

Total Telecommunications Expenditures $824,279 0.6%

Total Benefits $25,182,308 19.3%

Total Compensation $92,062,444 70.6%

Providence Fire Department
## *Organizational and Operational Review*

Budget

FY2020 (Unaudited)

- In FY2020, PFD's total (unaudited) budget was $77.5M, a 15.5% increase from FY2019.

- 97.4% of the Department's budget is dedicated to personnel costs.

  - $38.5M, or 49.6%, for cash compensation.

  - $37.1M, or 47.8%, for employee benefits.

  - Just $2.0M, or 2.6%, for all other operating costs.

PFD FY2020 (Unaudited)

Operating Costs
$2,002,233
2.6%

Employee
Benefits
$37,052,568
47.8%

Cash
Compensation
$38,465,166
49.6%
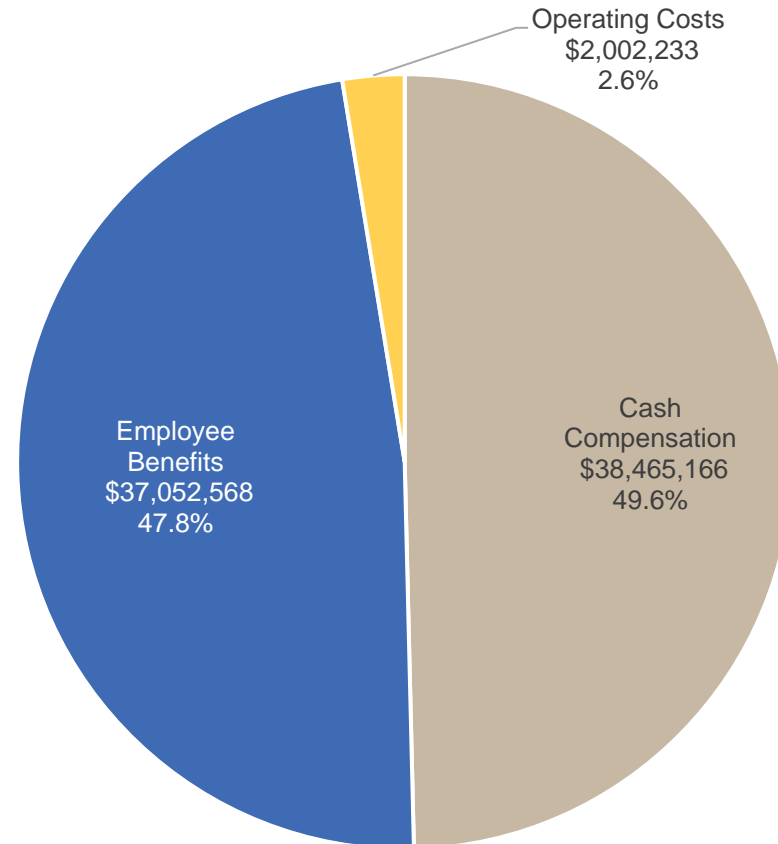
FY2016 to FY2020 (Unaudited) Budget

- From FY2016 to FY2020 (unaudited), PFD's total budget increased 2.8%, from $75.5M to $77.6M.

  - During this period, cash compensation declined 9.1% from $42.0M to $38.5M (primarily because of a significant decrease in overtime) and employee benefit costs increased 15.6% from $32.1M to $37.1M.

- From FY2018 to FY2020 (unaudited), the Department's budget grew by $8.3M, or 12.0%, primarily due to the addition of Fire Academy graduates in FY2017 and FY2018.

PFD Budget FY2016 to FY2020 (Unaudited) Actual Expenditures

Cash Compensation Employee Benefits Operating Costs
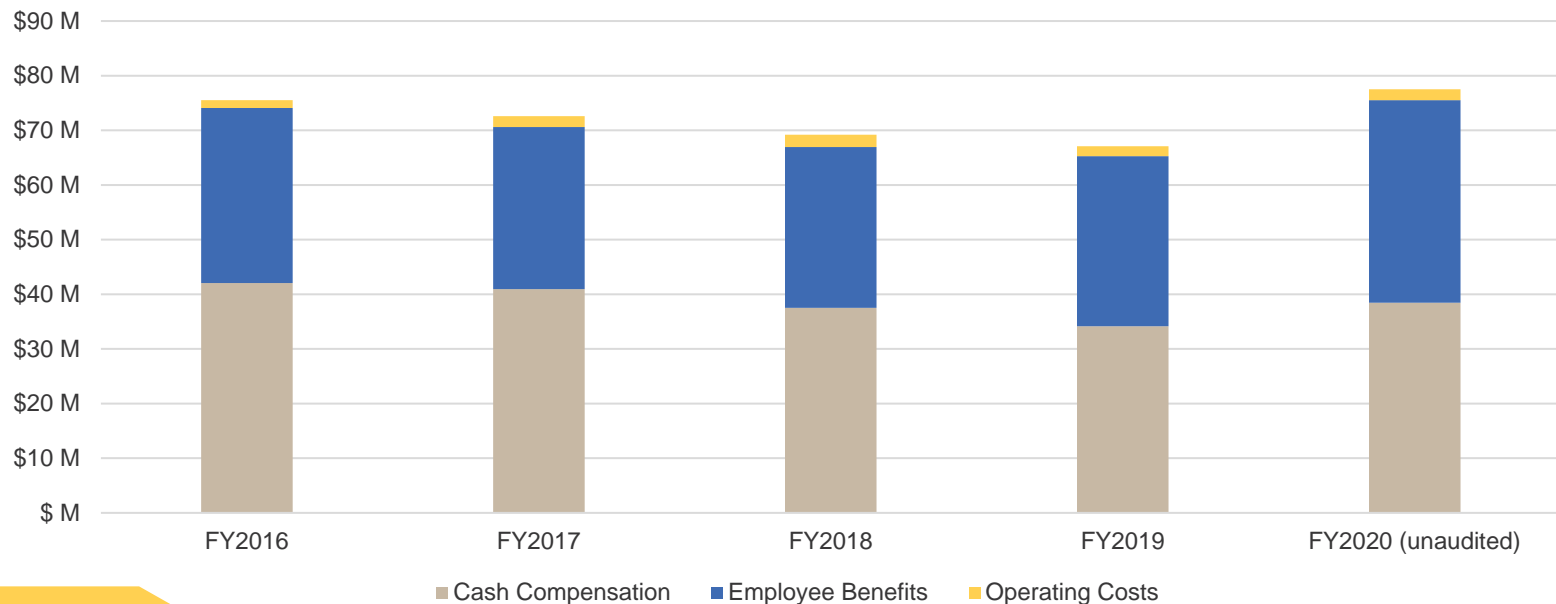
FY2016 to FY2020 (Unaudited) – Cash Compensation

- From FY2016 to FY2020 (unaudited), total cash compensation declined by -9.1%, from $42.0M to $38.5M.

- The decline in salaries was driven by a $5.5M *decrease* in Call Back pay, a $1.6M *decrease* in use of sick leave, and a $2.3M *decrease* for Injured Employee costs, which more than offset salary increases.

- During this period, PFD hired 125 Firefighters (two Training Academy classes: June 2017 and June 2018).
  - When daily minimum staffing falls below 88, off duty personnel are called to duty at overtime rate of pay.
  - As more budgeted positions were filled, the Department was able to reduce its use of Call Back to meet daily minimum staffing requirements.

- Compared to FY2017, Call Back pay declined by $8.7M (from $12.4M to $3.7M), a 70.0% reduction.

Item	FY2016	FY2017	FY2018	FY2019	FY2020 (unaudited)	FY2019 % of Total Pers. Exp.	FY2016-FY2020 Change ($)	FY2016-FY2020 CAGR
SALARIES	$18,282,294	$17,129,388	$17,400,612	$20,026,979	$17,607,220	45.8%	($675,074)	-0.9%
SALARIES CORONA VIRUS	$0	$0	$0	$0	$7,118,157	18.5%	N/A	N/A
CALL BACK	$9,213,434	$12,375,957	$11,980,445	$5,591,560	$3,711,587	9.6%	($5,501,847)	-20.3%
VACATION	$2,167,622	$2,018,950	$2,129,427	$2,287,979	$2,186,532	5.7%	$18,910	0.2%
LONGEVITY	$2,252,652	$1,844,263	$1,598,133	$1,759,939	$1,938,488	5.0%	($314,164)	-3.7%
HOLIDAY PAY POLICE FIRE	$1,224,689	$1,069,826	$1,043,215	$1,128,343	$1,432,414	3.7%	$207,725	4.0%
HOLIDAY	$1,117,478	$1,068,792	$1,047,805	$1,139,381	$1,421,221	3.7%	$303,743	6.2%
SICK LEAVE	$3,014,701	$2,350,756	$1,108,635	$1,124,797	$1,392,803	3.6%	($1,621,898)	-17.6%
INJURED EMPLOYEES	$3,169,548	$1,997,957	$881,398	$689,331	$943,554	2.5%	($2,225,994)	-26.1%
SERVICE OUT OF RANK	$205,811	$228,549	$120,349	$284,861	$319,497	0.8%	$113,686	11.6%
OVERTIME - TRAINING	$1,636	$75,297	$142,864	$58,975	$172,993	0.4%	$171,357	220.7%
OVERTIME	$83,741	$67,328	$60,805	$64,683	$110,959	0.3%	$27,218	7.3%
CALL BACK CORONA VIRUS	$0	$0	$0	$0	$104,011	0.3%	N/A	N/A
DIFFERENTIAL PAY	$6,270	$6,240	$6,240	$5,730	$5,730	0.0%	($540)	-2.2%
FIRE - OVER BASE COMPENSATION	$1,307,951	$730,263	$299	$0	$0	0.0%	N/A	N/A
Total	$42,047,827	$40,963,566	$37,520,227	$34,162,558	$38,465,166	100.0%	($3,582,661)	-2.2%

FY2016 to FY2020 (Unaudited) – Employee Benefits

- More than 95% of PFD employee benefit costs are related to pension contributions (81.9%) and active medical coverage (14.8%).

- From FY2016 to FY2020 (unaudited), PFD employee benefit costs increased by $5.1M, from $32.0M to $37.1M.

- The increase in employee benefits was almost entirely due to escalating pension contributions, which grew by 22.1% from $24.9M to $30.4M.

Item	FY2016	FY2017	FY2018	FY2019	FY2020 (unaudited)	FY2019 % of Total Pers. Exp.	FY2016-FY2020 Change ($)	FY2016-FY2020 CAGR
CITY OF PROVIDENCE PENSION EXPENSE	$24,866,707	$23,213,123	$23,141,971	$24,839,230	$30,359,255	79.8%	$5,492,548	5.1%
TRANSFER TO ACTIVE MEDICAL INS FUND	$5,948,872	$5,216,870	$5,032,300	$5,143,963	$5,485,016	16.5%	($463,856)	-2.0%
F.I.C.A.	$604,041	$636,642	$679,877	$608,755	$628,604	2.0%	$24,564	1.0%
DENTAL INSURANCE	$473,781	$415,388	$406,011	$359,394	$389,036	1.2%	($84,745)	-4.8%
LABORERS INT'L PENSION	$70,754	$79,759	$83,306	$93,229	$102,871	0.3%	$32,117	9.8%
LOCAL 1033 BENEFITS EXPENSE	$73,667	$76,676	$75,218	$76,592	$78,246	0.2%	$4,578	1.5%
STIPENDS	$2,725	$3,350	$2,600	$5,500	$3,900	0.0%	$1,175	9.4%
EDUCATIONAL INCENTIVE SALARIES	$5,880	$4,620	$3,640	$3,640	$3,640	0.0%	($2,240)	-11.3%
HEALTHCARE EE CASH PAYMENT	$3,500	$0	$0	$2,000	$2,000	0.0%	($1,500)	-13.1%
MEDICAL SERVICES - WORKMANS COMPENS	$15	$0	$0	$0	$0	0.0%	($15)	-100.0%
Total	$32,049,942	$29,646,428	$29,424,924	$31,132,303	$37,052,568	100.00%	$5,002,626	3.69%

EMS Payments

- Nationally, ambulance utilization varies by health insurance status.

  - Medicaid coverage and lack of insurance are each independently associated with increased occurrence of ambulance use, suggesting a disproportionate role for EMS in the care of patients with limited financial resources.

- This pattern exists in Providence. Medicaid and uninsured (self pay) combined to average 58.3% of PFD's EMS payer mix from FY2015-FY2020 (unaudited).

- From FY2015-FY2020 (unaudited), the *unpaid* balance for EMS transports increased by $24.5M, or 69.4%, from $35.3M to $59.8M.

- The City does not charge a co-pay for transport of City residents.

Payer Mix	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Medicare	24%	26%	26%	27%	26%	26%
Medicaid	38%	41%	42%	41%	42%	43%
Other Insurance	16%	15%	16%	16%	16%	16%
Self Pay	22%	18%	16%	16%	16%	15%
Total	100%	100%	100%	100%	100%	100%

Fiscal Year	Ending Ambulance Balance	Annual Change
2015	$ 35,292,737	N/A
2016	$ 39,878,641	13%
2017	$ 44,239,290	11%
2018	$ 49,393,910	12%
2019	$ 52,971,267	7%
2020	$ 59,788,112	13%

Personnel

Uniformed Staffing – Overview (FY2020)

- PFD was budgeted for 443 uniform FTEs and had 439 active uniform personnel.
- All uniformed personnel had at least an EMT-Basic certification and 92.7% had EMT-Cardiac certification.
  - EMT-C is unique to Rhode Island, and the certification falls between EMT-A and Paramedic in other jurisdictions.
- 58.1% of uniformed personnel were Firefighters, 13.7% were Fire Lieutenants, and 4.6% were Fire Captains.
- 7.3% of uniformed personnel were Fire Rescue Technicians, 4.8% were Fire Rescue Lieutenants, and 1.4% were Fire Rescue Captains.

Title / Position	Budgeted	Filled	Vacant	% of Total Uniformed Filled Positions	EMT B	EMT C
Fire Chief	1	0	1	0.0%	0	0
Asst. Fire Chief	1	1	0	0.2%	0	1
Asst. Fire Chief of Operations	1	1	0	0.2%	1	0
Deputy Asst. Fire Chief	5	4	1	0.9%	0	4
Fire Battalion Chief	16	16	0	3.6%	1	15
Director of Training & Professional Development	1	1	0	0.2%	0	1
Fire Captain Dispatcher	1	1	0	0.2%	1	0
Fire Captain	20	20	0	4.6%	0	20
Fire Rescue Captain	7	6	1	1.4%	0	6
Fire Prevention Captain	1	1	0	0.2%	0	1
Fire Captain - EMS	1	1	0	0.2%	0	1
Fire Lieutenant	60	60	0	13.7%	7	53
Fire Rescue Lieutenant	21	21	0	4.8%	0	21
Fire Lieutenant Dispatcher	5	4	1	0.9%	0	4
Fire Training Instructor	1	1	0	0.2%	1	0
Person-In-Charge Supply Room	1	1	0	0.2%	1	0
Person-In-Charge (Carpenter Shop)	1	1	0	0.2%	1	0
Air Supply Technician	1	1	0	0.2%	0	1
Firefighter Car 79	2	2	0	0.5%	1	1
Firefighter Car 56	4	4	0	0.9%	0	4
Firefighter/Plan Reviewer	5	5	0	1.1%	2	3
Fire Rescue Technician	32	32	0	7.3%	0	32
Firefighter	255	255	0	58.1%	16	239
Total	**443**	**439**	**4**	**100%**	**32**	**407**

Note: data reflects information provided to PFM in October 2020. PFD leadership note that approximately 10 uniform personnel retired before the end of 2020 and that retirees may be reflected in the above table.

Uniformed Staffing – Function (FY2020)

- 93.6% of uniformed staff provide fire suppression, EMS, and other emergency response operations.

- 3.6% of uniformed staff serve in functions for administration and leadership, dispatch, supply, and training.

- The remaining 2.7% of uniformed staff provide prevention and investigation services.

Function	Firefighter	Fire Lieutenant	Fire Captain	Fire Battalion Chief	Fire Rescue Technician	Fire Rescue Lieutenant	Fire Rescue Captain	Other Uniformed	Total	%
Operations (Fire Suppression and EMS)	255	60	21	16	32	21	6	0	411	93.6%
Prevention / Investigation	5	0	1	0	0	0	0	6	12	2.7%
Administration / Leadership	0	0	0	0	0	0	0	6	6	1.4%
Dispatch	0	4	1	0	0	0	0	0	5	1.1%
Supply	0	0	0	0	0	0	0	3	3	0.7%
Training	0	0	0	0	0	0	0	2	2	0.5%
Total	260	64	23	16	32	21	6	17	439	100.0%

Uniformed Staffing – Years of Service (FY2020)

- The Department has a relatively even split of experienced uniformed staff and more junior uniformed staff.

- On average, PFD's Fire Battalion Chiefs, Fire Captains, Fire Rescue Captains, and Fire Lieutenants were hired between 1991 and 1998.

  - As a result, the average staff member serving in one of these leadership roles has more than 20 years of service.

- Conversely, PFD's Firefighters and Fire Rescue Technicians – representing 65% of uniformed personnel – average just 7 years of service and 4 years of service.

  - PFD staff indicated that it is typical, though not universal, for more junior members of the Department to work on Rescue companies.

    - All uniformed personnel are required to serve on a Rescue company at some point in their service.

Title	Average Hire Year	Median Hire Year	Average Years of Service
Fire Battalion Chief	1991	1991	29
Fire Captain	1992	1992	27
Fire Rescue Captain	1998	2001	22
Fire Lieutenant Dispatcher	1998	1997	22
Fire Lieutenant	1998	2001	21
Fire Rescue Lieutenant	2010	2013	09
Firefighter	2013	2013	07
Fire Rescue Technician	2016	2017	04

Civilian Staffing (FY2020)

- The Department had 24 budgeted civilian FTEs, 23 of which were filled.

- Almost half of civilian personnel are mechanics.

- On average, civilian staff were hired in 2011 and had 9 years of service with the Department.
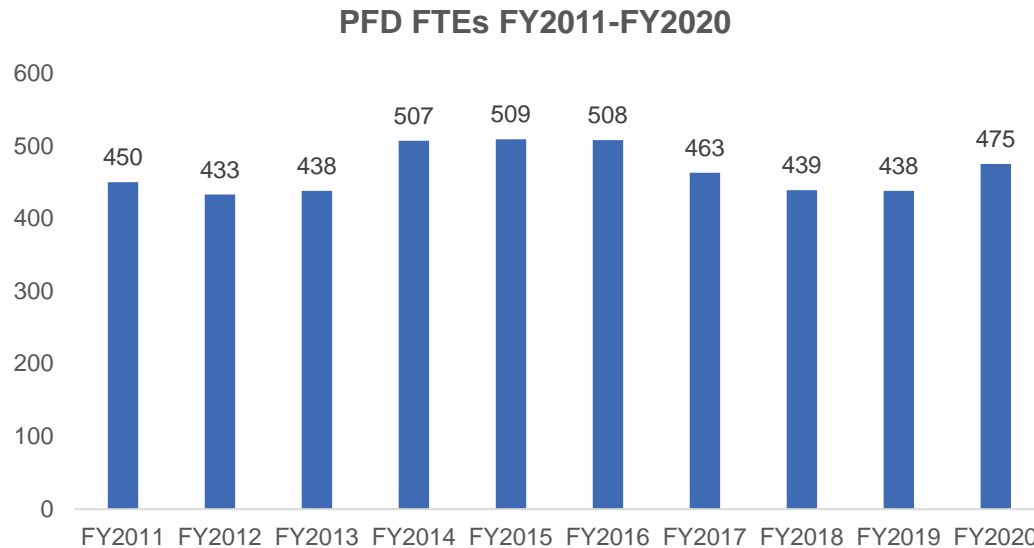
Title / Position	Budgeted	Filled	Vacant	% of Total Civilian Filled Positions
Clerk III	1	1	0	4.3%
Clerk IV	2	2	0	8.7%
Plans Reviewer/Inspector Comm.	4	3	1	13.0%
Secretary to the Fire Chief - Bilingual	2	2	0	8.7%
Account Analyst Public Safety	1	1	0	4.3%
Asst To Shop Supervisor	1	1	0	4.3%
Fire Equipment Person	1	1	0	4.3%
Shop Supervisor - Fire	1	1	0	4.3%
Senior Mechanic - Fire	10	10	0	43.5%
Human Resources Manager - Public Safety	1	1	0	4.3%
Total	**24**	**23**	**1**	**100%**

Title	Average Hire Year	Median Hire Year	Average Years of Service
All Civilians	2011	2015	9
Senior Mechanic - Fire	2013	2016	7

Staffing Trends

- From FY2011-FY2020, PFD's total FTEs (uniformed and civilian) increased by 5.6%, from 450 to 475.

- In FY2020, the Department's staffing was below its peak years of FY2014-FY2016, when PFD averaged 508 FTEs.

  - From FY2016-FY2020, the Department's total staffing declined 6.5%, from 508 to 475.

- The Department initiated two training academies in June 2017 (51st class) and June 2018 (52nd class).

  - 60 Firefighters were hired in 2017 through a $15.0M SAFER grant from FEMA.

PFD FTEs FY2011-FY2020

Year	FTEs
FY2011	450
FY2012	433
FY2013	438
FY2014	507
FY2015	509
FY2016	508
FY2017	463
FY2018	439
FY2019	438
FY2020	475

Note: Data based on FY2020 Comprehensive Annual Financial Report.

Operations

Leadership

- The Providence Fire Department (PFD) is led by the Commissioner of Public Safety. PFD does not currently have a Fire Chief with sole responsibility for managing the Department.

- The two most senior leaders of the Department are the Assistant Chief of Administration and the Assistant Chief of Operations.

- Fire suppression staff are organized in three battalions with specific geographic response districts. PFD has 12 Engine companies, 7 Ladder companies, and one Special Hazards company.

Leadership
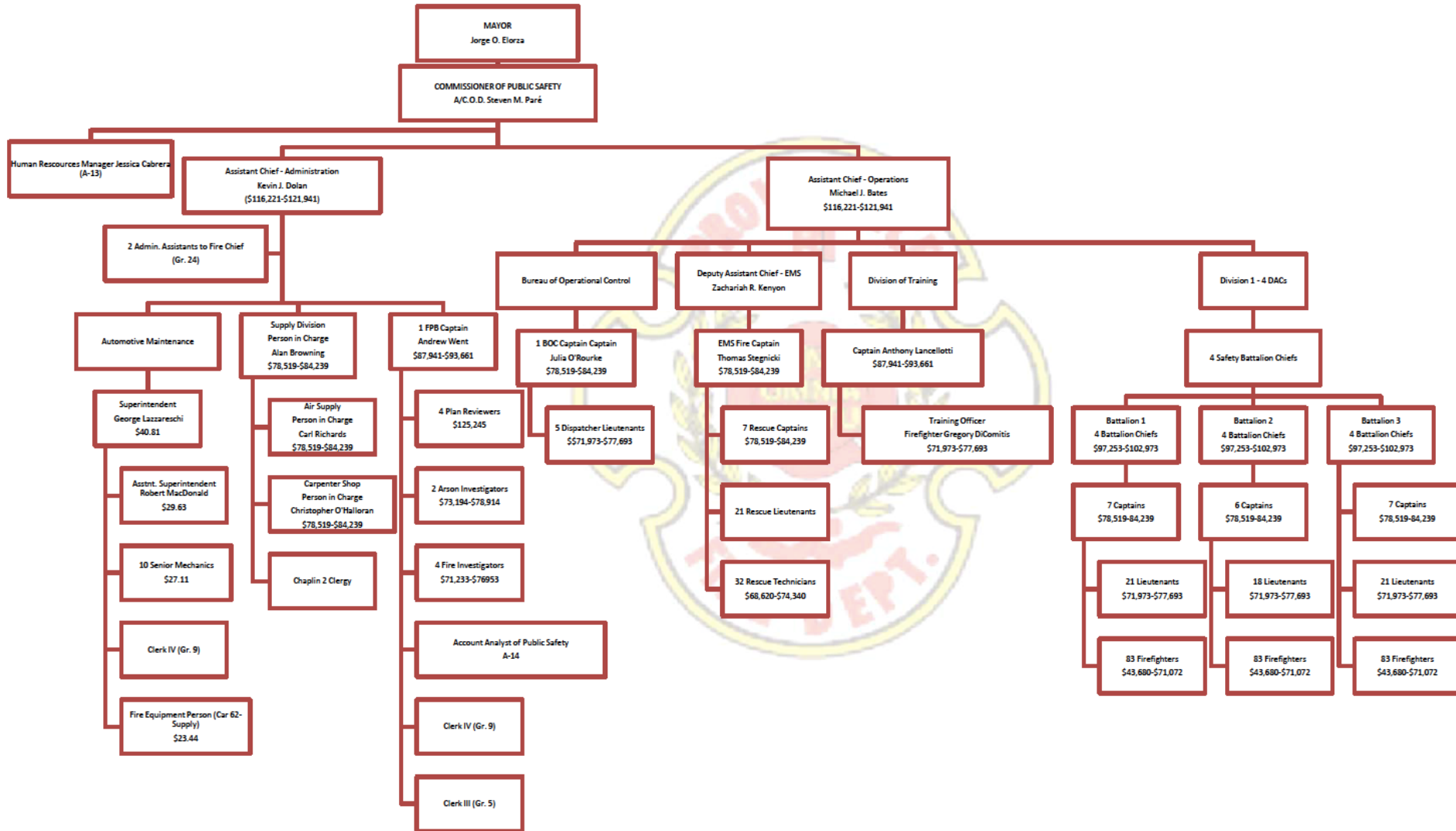
Fire Stations

- PFD operates 12 fire stations, including the Department's Washington Avenue headquarters.

- On average, PFD's fire stations are 75 years old.

  - The oldest station, Mount Pleasant, was built in 1903.

  - The newest station, Washington Street (HQ), was built in 2001.

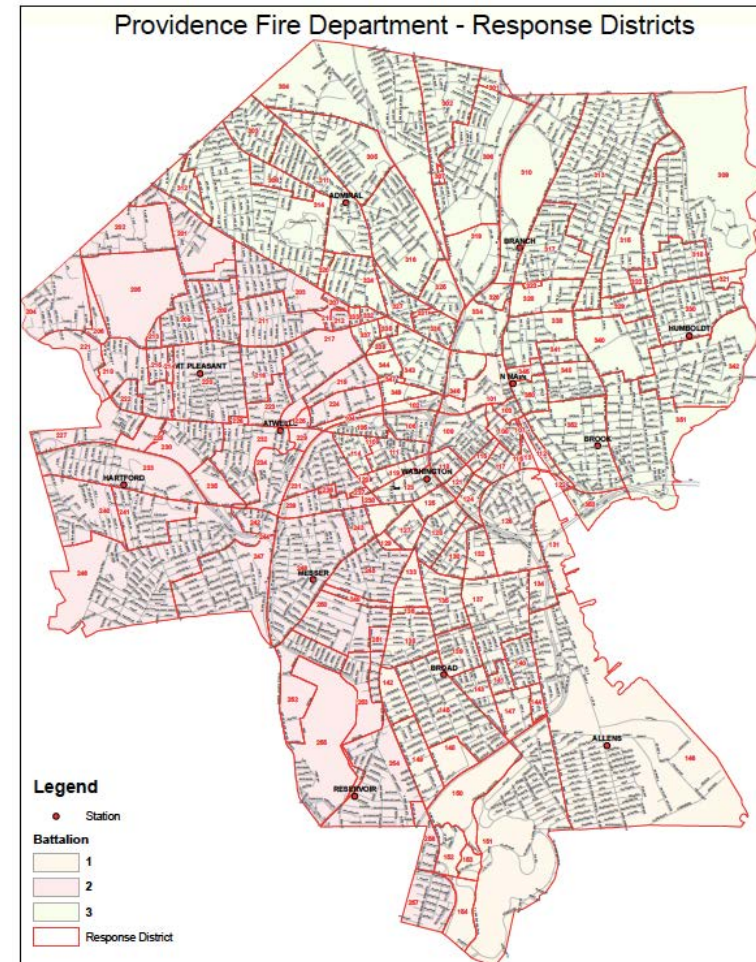| Station	Address	Acquired / Built	Age	Square Feet
Allens Avenue	776 Allens Avenue	1948	72	9,880
Broad Street	847 Broad Street	1942	78	9,798
Washington Street (HQ)	325 Washington Street	2001	19	
Atwells Avenue	630 Atwells Avenue	1948	72	9,870
Hartford Avenue	489 Hartford Avenue	1948	72	8,602
Messer Street	201 Messer Street	1948	72	8,584
Mount Pleasant	136 Mount Pleasant Avenue	1903	117	10,416
Reservoir Avenue	274 Reservoir Avenue	1932	88	10,872
Admiral Street	426 Admiral Street	1924	96	10,996
Branch Avenue	10 Branch Avenue	1948	72	14,462
Brook Street	223 Brook Street	1950	70	8,114
North Main Street	151 North Main Street	1951	69	14,760

Apparatus

- PFD has 28 active apparatus to perform emergency response operations.

- On average, the Department's apparatus are 14 years old.

  - Engines – 14 years old.

  - Ladders – 19 years old.

  - Rescues – 6 years old.

- 17.9% of the Department's apparatus are deemed in "excellent" condition.

- 35.7% of the Department's apparatus have rebuilt engines.

- In FY2021, PFD is planning to use approximately $5.0M in capital improvement plan (CIP) funding to purchase 8 new apparatus.

  - PFD also expects to acquire two apparatus with grant funding in FY2021 and FY2022.

Company	Type	Year	Age	Condition	Mileage	Rebuilt Engine
Engine 2	Engine	2002	18	Fair	179,859	Yes
Engine 3	Engine	2000	20	Fair	Unavailable	Yes
Engine 6	Engine	2011	9	Good	73,654	No
Engine 7	Engine	2015	5	Good	52,636	No
Engine 8	Engine	2008	12	Good	131,151	No
Engine 9	Engine	1999	21	Fair	Unavailable	Yes
Engine 10	Engine	2000	20	Fair	Decommissioned	Yes
Engine 11	Engine	2008	12	Good	112,402	Yes
Engine 12	Engine	2011	9	Good	110,876	No
Engine 13	Engine	2013	7	Good	50,024	No
Engine 14	Engine	2002	18	Fair	Unavailable	Yes
Engine 15	Engine	1999	21	Fair	194,200	Yes
Ladder 1	Ladder	1998	22	Fair	Unavailable	No
Ladder 2	Ladder	2007	13	Fair	84,688	Yes
Ladder 3	Ladder	1997	23	Fair	98,259	No
Ladder 5	Ladder	1994	26	Fair	132,757	Yes
Ladder 6	Ladder	2018	2	Excellent	6,910	No
Ladder 7	Ladder	1998	22	Fair	84,512	No
Ladder 8	Ladder	1993	27	Fair	114,336	Yes
Rescue 1	Ambulance	2017	3	Excellent	41,181	N/A
Rescue 2	Ambulance	2011	9	Good	260,558	N/A
Rescue 3	Ambulance	2011	9	Good	207,456	N/A
Rescue 4	Ambulance	2010	10	Good	132,903	N/A
Rescue 5	Ambulance	2013	7	Good	121,719	N/A
Rescue 6	Ambulance	2018	2	Excellent	40,991	N/A
Rescue 7	Ambulance	2018	2	Excellent	27,751	N/A
Special Hazard 1	Special	2004	16	Fair	140,808	N/A
Air Supply 1	Special	2005	15	Excellent	21,664	N/A

Response Districts – Fire Suppression

- PFD's 12 fire stations are organized into three battalions with responsibility for distinct geographic sections of the city.

- Battalion 1: Downtown, Federal Hill, Elmwood, Washington Park.
  - 3 fire stations (including PFD Headquarters).
  - 3 Engine companies, 2 Ladder companies, 1 Special Hazards company.
  - 26 personnel minimum daily staffing.

- Battalion 2: West End, Mount Pleasant, Hartford, Silver Lake.
  - 5 fire stations.
  - 5 Engine companies, 2 Ladder companies.
  - 25 personnel minimum daily staffing.

- Battalion 3: College Hill, Wanskuck, Charles, Blackstone.
  - 4 fire stations.
  - 4 Engine companies, 3 Ladder companies.
  - 23 personnel minimum daily staffing.

Providence Fire Department - Response Districts

Legend
- Station
- Battalion
  - 1
  - 2
  - 3
- Response District

Stations, Apparatus, and Daily Staffing

Station	Fire Battalion	Engine #	Ladder #	Rescue #	Total Apparatus	Engine Staff	Ladder Staff	Rescue Staff	Command Staff	Total Daily Staff
Admiral Street	3	12	3	7	**3**	4	3	2	0	**9**
Allens Avenue	1	1	N/A	N/A	**1**	4	0	0	1	**5**
Atwells Avenue	2	14	6	6	**3**	4	3	2	0	**9**
Branch Avenue	3	2	7	3	**3**	3	3	2	1	**9**
Broad Street	1	10	5	1	**3**	4	3	2	0	**9**
Brook Street	3	9	8	N/A	**2**	3	3	0	0	**6**
Hartford Avenue	2	6	N/A	2	**2**	3	0	2	0	**5**
Messer Street	2	8	2	N/A	**2**	4	4	0	1	**9**
Mount Pleasant	2	15	N/A	N/A	**1**	3	0	0	0	**3**
North Main Street	3	7	N/A	5	**2**	3	0	2	0	**5**
Reservoir Avenue	2	11	N/A	N/A	**1**	3	0	0	0	**3**
Washington Street (HQ)	1	3	1	4	**5 (includes Special Hazard)**	4	4	2	2	**16 (includes 4 Special Hazard)**
Total	**N/A**	**12**	**7**	**7**	**27**	**42**	**23**	**14**	**5**	**88**

Minimum Staffing and Schedule

- PFD's minimum daily staffing is 88 personnel to provide fire suppression, EMS, and other emergency response services.

  - 74 personnel are required for fire suppression.

  - 14 personnel are required for EMS.

  - In 2017, minimum staffing was reduced from 94 to 88.

  - PFD fire suppression and EMS are assigned to one of 4 platoons and work 24-hour shifts.

- Each platoon works an average of 42-hours per week based on the following schedule:

  - 24 hours on.

  - 48 hours off.

  - 24 hours on.

  - 96 hours off.

- Based on 91 scheduled shifts per year, each platoon works 2,190 hours per year.

Function	Daily Staffing	4 Platoon Requirements
Engines	42	168
Ladders	23	92
Rescues	14	56
Special Hazard	4	16
Battalion Chief	3	12
Shift Commander	1	4
Safety Chief	1	4
Total	88	352
Total Fire Suppression Only	74	296

Item	Hours
Hours per week (7-days)	42
Hours per month (28-days)	168
Hours per year	2,190
Scheduled shifts per year	91 (25.0%)
Scheduled off days per year	274 (75.0%)

Response Districts – EMS

- Each of the Department's 7 Rescue companies have responsibility for distinct geographic sections of the city.
  - Rescues are not licensed paramedic trucks.
- Based on actual EMS calls, Rescue companies often respond to areas of the city outside of their response districts.
  - Response District 1 – Lower South Providence, Washington Park.
  - Response District 2 – Hartford, Silver Lake, Manton.
  - Response District 3 – Blackstone, Mount Hope, Charles.
  - Response District 4 – Downtown, Upper Providence, West End.
  - Response District 5 – College Hill, Downtown, Fox Point, Wayland, Fox Point.
  - Response District 6 – Federal Hill, Mount Pleasant, Valley, Smith Hill.
  - Response District 7 – Elmhurst, Smith Hill, Wanskuck, Charles.

Providence Fire Department - Rescue Response Districts

Legend
- FIRE_STATIONS
- Rescue_layer2
- Rescue
  - 1
  - 2
  - 3
  - 4
  - 5
  - 6
  - 7
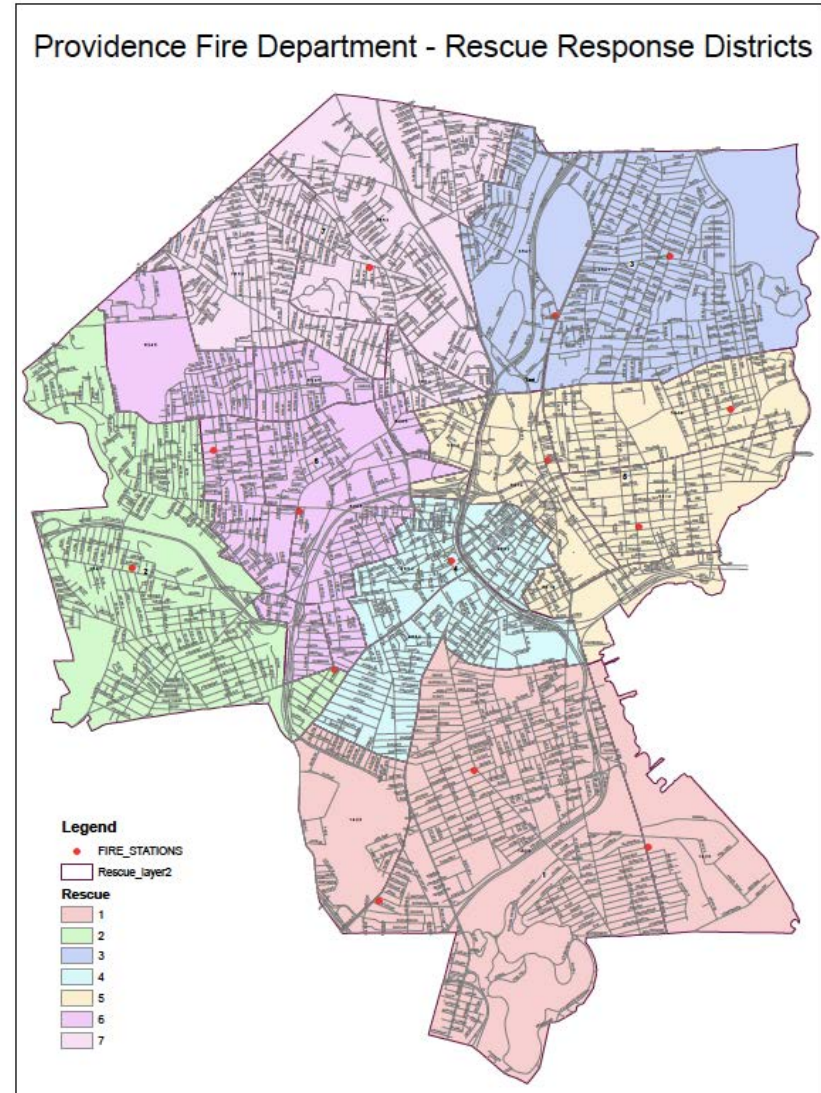
Recent Operational Highlights

- Moved to a four-platoon system and new shift schedule in 2017.

- Engine 4, Engine 5, and Ladder 4 were decommissioned in 2017 due to low workloads and supplemental coverage by other apparatus in the East Side.

- PFD received a Public Protection Classification (PPC) Class 1 rating from the Insurance Service Organization (ISO) in 2018 after previously receiving a Class 2 rating.

  - Most of fire department evaluation is based on equipment, training, and personnel.

  - ISO does not set response time standards, instead assigning value based on the percentage of the community that lives within 1.5 miles of an engine and 2.5 miles of a ladder.

  - Additional ISO-related context is available in the Appendix.

- Safety Battalion Chief added to each shift.

- Multiple Standard Operating Procedures (SOPs), as well as Rules and Regulations, have been updated over the last five years.

Recent EMS Highlights

- All Engines and Ladders are equipped to provide Advanced Life Support (ALS) EMS response.

- Mobile Integrated Health (MIH) program designed to divert Basic Life Support (BLS) calls from ALS units and hospital emergency rooms in 2019 and 2020.

  - 2 Rescue Lieutenants work out of a SUV with EMT equipment and partnered with Providence Community Health Center (PCHC).

  - Prior to Covid-19 pandemic, reached more than 600 patients and more than 30% were diverted to the PCHC Express Clinic.

  - Limitations on ability to be reimbursed for transports because the PHCH Express Clinic cannot bill Medicaid.

- Current co-response pilot program that incorporates a social worker with one Rescue unit to help address mental health calls.

- Safe Station was launched in 2018, which allows individuals with substance use disorder to present themselves at any fire station to request services that help them begin the recovery process.

- 6-person EMS bicycle detail created to provide quicker response during crowded, outdoor events.

Benchmarks

- Based on 2019 data, among benchmarked departments, PFD had more than double the median of benchmark communities' fire stations, engines, and ladders, per capita.

- PFD also had the most minimum fire suppression staffing per square mile – nearly 1.5x greater than the median of benchmarked communities.

- PFD ranked comparatively lower on fire suppression minimum staffing per capita, though Worcester (a similarly-sized city) had lower minimum fire suppression staffing per capita.

  - Fire suppression services are best staffed by risk and incident data analyses than per capita analyses.

City	Fire Stations / Sq. Mi.	Engines / Sq. Mi.	Ladders / Sq. Mi.	Fire Suppression Min. Staffing Per 100k pop.	Min. Fire Suppression Staffing / Sq. Mi.	Platoon Schedule
Providence (RI)	0.7	0.4	0.4	41.1	4.0	24 on, 48 off, 24 on, 96 off
Worcester (MA)	0.3	0.2	0.2	37.2	1.8	24 on, 48 off, 24 on, 96 off
Springfield (MA)	0.3	0.1	0.1	N/A	N/A	10 on, 10 on, 14 on, 14 on, 72 off
Bridgeport (CT)	0.5	0.3	0.3	42.9	3.9	10 on, 10 on, 10 on, 72 off, 14 on, 14 on, 14 on
Hartford (CT)	0.7	0.3	0.3	55.7	3.9	24 on, 72 off, 24 on, 72 off
New Haven (CT)	0.5	0.3	0.3	52.2	3.6	10 on, 10 on, 10 on, 72 off, 14 on, 14 on, 14 on
Cranston (RI)	0.2	0.1	0.1	50.3	1.4	10 on, 10 on, 14 on, 14 on, 96 off
Warwick (RI)	0.3	0.1	0.1	56.8	1.3	10 on, 14 on, 48 off, 10 on, 14 on, 96 off
Average (excl. PFD)	**0.4**	**0.2**	**0.2**	**49.2**	**2.7**	
Median (excl. PFD)	**0.3**	**0.2**	**0.2**	**51.3**	**2.7**	
PFD Rank	**1**	**1**	**1**	**6**	**1**	

Technology and Data

- PFD, in conjunction with the Department of Communications, is in the process of upgrading technology systems that will enhance its ability to accurately and consistent track performance-related information.

  - The City's current dispatch system has been in place since 2005, but a new Computer-Aided Dispatch (CAD) is expected to go live in April 2021. The new system will be the source of the Department's National Fire Incident Reporting System (NFIRS) data.

    - The new CAD system, operated by Tyler Technologies, can be integrated with the Department's records management system (RMS) and the State's CAD system, and will have increased GIS capabilities.

    - The RMS is being updated to meet modern standards, but is as old as the current CAD system, and the Department expects that the updated system will allow for more efficient incident tracking and data reporting.

  - Each Rescue currently has an iPad to use a web-based service for tracking patient information, recently replacing a pencil-based scantron system.

    - Expected to have iPads for Battalion Chiefs soon and eventually on fire apparatus.

- Because the Department has and continues to use systems other than CAD for tracking relevant information, consistency across apparatus personnel for how to code incidents has been a challenge.

  - In addition to NFIRS data from the CAD, apparatus staff used Microsoft Access and a bound notebook to record incident information.

- Other than PFD's Annual Reports, performance data are not regularly shared with apparatus personnel.

Workload

Calls for Service – Data Limitations

● PFM was provided with two distinct source materials to review PFD's workload: Annual Reports from 2015-2019 and a spreadsheet that provides detailed information for structure fire response from 2015-2020.

- The Annual Reports are .pdf documents that do not provide consistent data across each year.

  - For example, the all reports list the total calls for service in the opening narrative, but only the 2016 and 2019 reports have tables that show the total calls for service by type; the 2015, 2017, and 2018 reports do not.

    - The total calls for service tables also do not clearly and consistently identify the categories that should be considered "fire runs."

    - For the purposes of this analysis, all non-medical calls were considered "fire calls" or "fire runs."

  - The only data set that is reported consistently across each Annual Report is a table that provides the total runs for each apparatus, which is pulled directly from the Computer-Aided Dispatch (CAD) system.

Calls for Service – Data Limitations

- The Annual Reports from 2015-2018 include tables that show the number of runs per apparatus for different incident types (e.g., fire runs, EMS runs, good intent runs, etc.), but this data does not match the total number of apparatus runs from the CAD system.

  - PFD reported that this data was collected using an outdated Microsoft Access system that required apparatus personnel to code incident runs, which was inconsistent and deemed unreliable for analysis.

- The structure fire spreadsheet provided by PFD included detailed information on incident response times and apparatus response for each type of structure fire.

- As a result of these data limitations, PFM was unable to provided detailed and consistent analysis of PFD's total workload and individual apparatus workload from 2015 to 2019.

- However, the following pages include analysis utilizing available information and provide insights and context to PFD operations and performance.

Calls for Service – 2015 - 2019

- From 2015 to 2019, PFD's call volume was driven by EMS and non-structure fire calls for service.

  - EMS and non-structure fire calls for service were 97.2% of the Department's calls.

  - Structure fires were 2.9% of PFD's fire calls (all calls other than EMS).

  - From 2015 to 2019, PFD's total calls for service increased 8.3%, from 41,873 to 45,353.

  - This increase represents an additional 10 calls per day.

- During this period, EMS calls averaged 73.5% of the Departments calls for service.

- All other calls – representing all calls for service other than EMS calls – declined 4.0%, from 12,494 to 12,001.

  - All other calls averaged 26.5% of PFD's calls for service.

PFD Fire Calls vs. Structure Fires 2015 to 2019

Fire Calls (not Structure Fires)   Structure Fires
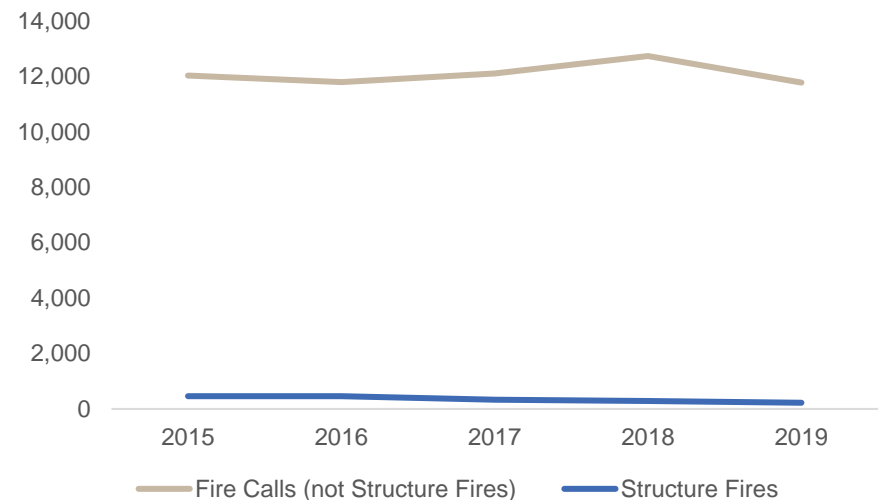
Calls for Service – 2019

- In 2019, PFD responded to 45,350 calls for service.
  - Average of 124 calls per day.
- Calls for Advanced Life Support (ALS) and Basic Life Support (BLS) were 67.9% of total calls for service.
- When including auto accidents and other incidents that are also considered ALS due to their response requirements, 73.5% of PFD's total calls were for EMS.
- Calls for service were categorized in 28 distinct incident types.
  - The chart to the right illustrates the incident types that were 3% or more of total calls for service.
  - The "All Other Calls" portion of the chart represents the 21 different incident types that each comprised 1% or less of total calls for service.

PFD Calls for Service 2019

Mutual Aid In-Resc.
2.8%

All Other Calls
7.9%

Street Box 0700-2300
3.0%

Auto Accident
5.2%

Master Boxes
6.0%

Still Alarms
7.2%

BLS
19.0%

ALS
48.9%

© PFM
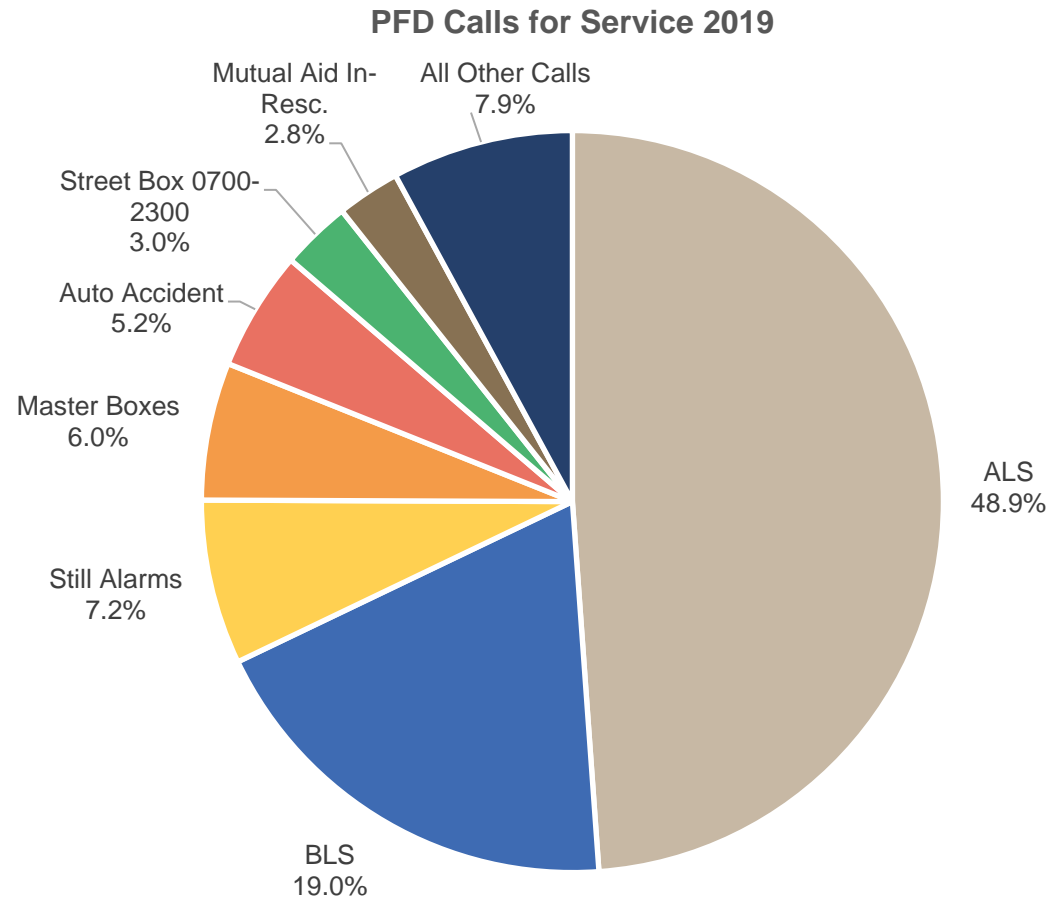
Calls for Service – 2016 vs 2019

- As previously noted, available data did not include total calls for service by category for 2018, 2017, or 2015.

- Looking only at a comparison of data from 2016 and 2019, total calls for service increased 5%.

- In both years, ALS and BLS calls were the primary drivers of the Department's workload.

  - ALS calls increased 3.8% and BLS calls increased 21.3%.

- Incident types that specifically require multiple apparatus to respond – including Still Alarms, Master Boxes, and Still Boxes – declined.

Incident Type	2016	2019	Change	Change (%)
ALS	21,344	22,158	814	3.8%
BLS	7,116	8,631	1,515	21.3%
Still Alarms	3,376	3,253	-123	-3.6%
Master Boxes	2,828	2,721	-107	-3.8%
Auto Accident	2,284	2,367	83	3.6%
Street Box 0700-2300	1,954	1,381	-573	-29.3%
Mutual Aid In- Resc.	995	1,251	256	25.7%
Still Boxes	578	546	-32	-5.5%
Commercial Alarm	446	455	9	2.0%
CO Leak	317	414	97	30.6%
Lockout	262	359	97	37.0%
Mutual Aid Out-Resc.	321	320	-1	-0.3%
Gas Leak G2	237	278	41	17.3%
Elevator Emergency	222	232	10	4.5%
Street Box 2300-0700	262	221	-41	-15.6%
Lockout in Auto	96	155	59	61.5%
Water Emergency	216	146	-70	-32.4%
Tipover	151	120	-31	-20.5%
SafeStation (2019 ONLY)	N/A	87	N/A	N/A
Mutual Aid Out-Ladder	81	80	-1	-1.2%
Mutual Aid Out-Fire	64	66	2	3.1%
Water Rescue	36	40	4	11.1%
Jumper	6	19	13	216.7%
Industrial Accident	19	17	-2	-10.5%
Fuel Leak Gl	24	14	-10	-41.7%
Hazmat	8	12	4	50.0%
Mutual Aid In- Fire	57	7	-50	-87.7%
Bomb Threat	3	0	N/A	-100.0%
Total	43,303	45,350	2,047	4.7%
Per Day	119	124	6	4.7%

Structure Fires

- From 2015 to 2019, the number of structure fires PFD responded to declined 51.4%, from 463 to 225.
  - Building fires declined 54.1% (183 to 84).
  - Cooking fires declined 51.1% (272 to 133).
- On average, there was less than one structure fire per day during this period.
  - There was a building fire every 3 days.
- From 2015-2019, PFD averaged 24 multiple-alarm fires per year.
  - 2019 had the fewest at 19.

Structure Fire Type	2015	2016	2017	2018	2019	2020 (through Nov. 17)	2015-2019 Average	2015-2019 Average Per Day	2015-2019 Change	2015-2019 Change (%)
Building Fire	183	173	138	123	84	112	**140**	**0.4**	**-99**	**-54.1%**
Fires in structure other than in a building	3	3	5	4	7	1	**4**	**0.0**	**4**	**133.3%**
Cooking fire, confined to container	272	280	192	158	133	134	**207**	**0.6**	**-139**	**-51.1%**
Chimney or flue fire, confined to chimney or flue	5	3	2	2	1	0	**3**	**0.0**	**-4**	**-80.0%**
Totals	**463**	**459**	**337**	**287**	**225**	**247**	**336**	**0.9**	**-238**	**-51.4%**

Fire Alarm Type	2015	2016	2017	2018	2019	2015-2019 Average	2015-2019 Change
2nd Alarm	19	16	28	26	15	**22**	**26**
3rd Alarm	3	3	0	2	3	**2**	**2**
4th Alarm	0	2	0	2	1	**1**	**2**
5th Alarm	1	0	0	0	0	**0**	**0**
Total	**23**	**21**	**28**	**30**	**19**	**24**	**-4**
% Structure Fires	**5.0%**	**4.6%**	**8.3%**	**10.5%**	**8.4%**	**6.8%**	
% Building Fires	**12.6%**	**12.1%**	**20.3%**	**24.4%**	**22.6%**	**17.3%**	

Structure Fires – Response Time Standards

- Performance standards for structure fire response time are primarily set by National Fire Protection Association (NFPA) and the Commission on Fire Accreditation International (CFAI).
- NFPA 1710 establishes the following standards for fire suppression response:
  - Call processing time – the elapsed time from when a call is received at the Division of Communications to when the first arriving unit is dispatched.
    - Alarm answering time – 15 seconds 95% of the time, 40 seconds 99% of the time.
    - Alarm processing time – 64 seconds 90% of the time, 106 seconds 95% of the time.
  - Turnout time – the elapsed time from when a unit is dispatched until that unit changes their status to "responding."
    - 80 seconds for fire 90% of the time, 60 seconds for EMS 90% of the time.
  - Travel time – the elapsed time from when a unit begins to respond until its arrival on the scene.
    - First engine arrives on scene – 240 seconds 90% of the time.
    - Initial full alarm time low and medium hazard – 480 seconds 90% of the time.
- CFAI standards are similar to NFPA 1710.
  - Alarm processing – 60 seconds 90% of the time.
  - Turnout time – 80 seconds 90% of the time.
  - Travel time – varies based on risk assessment and/or population density.

Structure Fire – Response Time Performance

- Based on these standards, a commonly used performance standard for fire suppression response time performance is 6 minutes, 20 seconds from the time an alarm is answered to the time the first responding unit arrives on scene 90% of the time.
  - PFD does not currently assess its response time performance based on the 6:20 goal or a different response time benchmark, though the Department received a Class I rating from ISO in 2018 and earned 9.32 of 10 points for the deployment analysis portion of the rating.
- Based on its response time to structure fires from 2015 through November 17, 2020, PFD met the 6:20 standard on most of its structure fires, but not at the 90% goal.
  - PFD met this response time standard on approximately three-quarters of its structure fire calls.

PFD Structure Fire Response Times	2015	2016	2017	2018	2019	2020 (through November 17)
Equal to or less than 6 min and 20 sec (380s)	337	351	265	221	187	175
Greater than 6 min and 20 sec (380s)	114	101	68	63	38	72
NULL	12	6	4	3	0	0
Total	463	458	337	287	225	247

PFD Structure Fire Response Times	2015	2016	2017	2018	2019	2020 (through November 17)
Equal to or less than 6 min and 20 sec (380s)	72.8%	76.6%	78.6%	77.0%	83.1%	70.9%
Greater than 6 min and 20 sec (380s)	24.6%	22.1%	20.2%	22.0%	16.9%	29.1%
NULL	2.6%	1.3%	1.2%	1.0%	0.0%	0.0%
Total	100%	100%	100%	100%	100%	100%

Structure Fire – Response Time Performance

● There are a number of factors that could potentially impact PFD's structure fire response time and are worth detailed analyses:

- Response time tracking is performed by the Department of Communications dispatch staff when the first arriving apparatus communicates via radio that they have arrived on scene.

  - PFD reported that there may be some instances where dispatch staff noted when secondary apparatus arrive, but not the first arriving unit. This would show a delayed response time.

- If the closest unit that should respond to a structure fire is out for service, then another apparatus that is further away from the scene will respond, which can delay response time.

- Traffic patterns, particularly during rush hour periods, may impact response time in dense urban environments (though there are commonly adopted strategies that can be used to help mitigate this impact).

EMS – Provider Impression

- The 2015 to 2019 Annual Reports provide detail on EMS runs by primary provider impression, which is the initial assessment of the primary reason for the EMS call.

- In theory, the primary impression should be the reason the Rescue was dispatched, and the secondary impression should be the main issue observed by EMS personnel.

  - There is not a set standard method for how this initial assessment is determined by the Department's EMS personnel.

    - In some instances, the initial assessment may be coded based on information provided when the call was dispatched and what the EMS personnel see when they arrive on scene.

    - In other instances, the assessment may be based more on what the EMS personnel see when they arrive on scene combined with additional information gathered once the patient is on board the ambulance.

2019 EMS Runs by Provider Impression – Primary		
Provider Impression	Runs	% Runs
All other categories (174)	13,826	45.9%
Alcohol use, unspecified with intoxication	2,679	8.9%
Other	2,014	6.7%
Acute pain, not elsewhere classified	1,799	6.0%
Abdominal pain, generalized	1,700	5.6%
Shortness of breath	1,427	4.7%
Weakness	1,207	4.0%
Behavioral / psychiatric disorder	1,206	4.0%
Overdose/Drug Ingestion	1,130	3.8%
Alcohol use, unspecified	1,071	3.6%
Chest pain, unspecified	1,043	3.5%
Back pain	1,010	3.4%
Total	30,112	100%

EMS – Provider Impression

- It can be difficult to assess the specific health issues driving the Department's EMS workload because there are so many options for provider impression.

  - In 2019, there were 185 distinct categories used for primary impression.

  - The secondary impression – coded after the run is complete – is another challenge for assessing the drivers of the EMS workload because almost all EMS runs were coded as "other" in 2019.

  - Similar patterns exist in previous years for both primary and secondary impressions.

2019 EMS Runs by Provider Impression – Secondary		
Provider Impression	Runs	% Runs
Other	28,352	94.2%
All other categories (274)	1,218	4.0%
Nausea and vomiting	129	0.4%
Alcohol use, unspecified with intoxication	78	0.3%
Nausea	75	0.2%
Acute pain, not elsewhere classified	74	0.2%
Shortness of breath	69	0.2%
Dizziness	67	0.2%
Behavioral / psychiatric disorder	50	0.2%
Total	30,112	100%

Apparatus Runs – 2015 to 2019

Company	2015	2016	2017	2018	2019	2015-2019 Average	2015-2019 Average Per Day	2015-2019 Change	2015-2019 Change (%)
RESCUE 4	6,013	6,199	6,045	6,151	6,236	**6,129**	17	223	**3.7%**
RESCUE 6	5,112	5,163	5,491	5,720	5,826	**5,462**	15	714	**14.0%**
ENGINE 3	5,046	5,076	5,321	5,611	5,158	**5,242**	14	112	**2.2%**
RESCUE 1	4,799	5,043	5,074	5,453	5,735	**5,221**	14	936	**19.5%**
RESCUE 2	4,653	4,838	4,675	4,950	4,901	**4,803**	13	248	**5.3%**
RESCUE 5	4,482	4,694	4,508	4,823	5,327	**4,767**	13	845	**18.9%**
RESCUE 7	4,376	4,640	4,628	4,990	5,079	**4,743**	13	703	**16.1%**
RESCUE 3	4,411	4,837	4,536	4,900	5,022	**4,741**	13	611	**13.9%**
ENGINE 12	3,965	4,389	4,597	4,524	4,138	**4,323**	12	173	**4.4%**
ENGINE 8	4,248	4,111	4,218	4,458	4,320	**4,271**	12	72	**1.7%**
ENGINE 7	3,523	3,681	3,608	3,855	3,700	**3,673**	10	177	**5.0%**
ENGINE 2	2,934	2,899	4,035	4,127	3,956	**3,590**	10	1,022	**34.8%**
ENGINE 14	3,399	3,454	3,589	3,722	3,468	**3,526**	10	69	**2.0%**
ENGINE 15	3,578	3,674	3,423	3,496	3,348	**3,504**	10	-230	**-6.4%**
ENGINE 10	3,197	3,164	3,116	3,424	3,437	**3,268**	9	240	**7.5%**
ENGINE 9	2,460	2,399	2,887	3,131	2,809	**2,737**	7	349	**14.2%**
TOWER LADDER 1	2,312	2,173	2,606	2,989	2,904	**2,597**	7	592	**25.6%**
ENGINE 6	2,440	2,430	2,211	2,480	2,372	**2,387**	7	-68	**-2.8%**
ENGINE 11	2,232	2,300	2,242	2,557	2,333	**2,333**	6	101	**4.5%**
ENGINE 13	2,398	2,293	2,317	2,256	2,226	**2,298**	6	-172	**-7.2%**
TOWER LADDER 2	1,759	1,650	1,818	2,317	2,135	**1,936**	5	376	**21.4%**
LADDER 6	1,730	1,632	1,962	2,074	2,105	**1,901**	5	375	**21.7%**
SPECIAL HAZARDS 1	2,013	1,745	1,780	1,854	1,850	**1,848**	5	-163	**-8.1%**
LADDER 7	1,278	1,811	1,826	2,176	2,135	**1,845**	5	857	**67.1%**
LADDER 8	1,319	1,275	1,750	2,028	1,901	**1,655**	5	582	**44.1%**
LADDER 3	1,390	1,402	1,675	1,860	1,842	**1,634**	4	452	**32.5%**
LADDER 5	1,455	1,359	1,517	1,847	1,844	**1,604**	4	389	**26.7%**
LADDER 4	1,955	1,937	28						
ENGINE 4	1,402	1,422	22						
ENGINE 5	1,300	1,244	16						
Total	**91,179**	**92,934**	**91,521**	**97,773**	**96,107**	**93,903**	**257**	**4,928**	**5.4%**
Per Day	**250**	**255**	**251**	**268**	**263**	**257**		**14**	**5.4%**
Apparatus Per Call	**2.2**	**2.1**	**2.1**	**2.2**	**2.1**	**2.1**			

Apparatus Runs – 2015 to 2019

- From 2015-2019, the number of total apparatus runs (not the number of calls for service) grew 7.8%.
- Total Ladder runs grew 34.1%, while Engine runs declined 2.0% and Rescue runs increased 12.6%.
- Only four apparatus experienced a decline in total runs – Engines 6, 15, 13 and Special Hazard.
- PFD's 7 Rescues – staffed by 14 personnel per shift or 16% of daily minimum staffing – represented 40.1% of total runs during this period.
  - Engines – staffed by 42 personnel per shift or 48% of daily minimum staffing – were 47.3%.
  - Ladders – staffed by 23 personnel per shift or 26% of daily minimum staffing – were 12.6%.
    - Engine and ladder staffing is based on NFPA 1710 standards, which call for 4 personnel per apparatus. PFD currently has 6 Engines and 5 Ladders staffed with 3 personnel.
- Based on total calls for service and total apparatus runs, PFD averaged 2.1 apparatus per call.

Apparatus Type	2015	2016	2017	2018	2019	2019 Per Day	2015-2019 Average	2015-2019 Average Per Day	2015-2019 Change	2015-2019 Change (%)
RESCUE	33,846	35,414	34,957	36,987	38,126	104	35,866	98	4,280	12.6%
ENGINE	42,122	42,536	41,602	43,641	41,265	113	42,233	116	-857	-2.0%
LADDER	9,513	9,670	11,192	13,217	12,761	35	11,271	31	3,248	34.1%
Total	85,481	87,620	87,751	93,845	92,152	252	89,370	245	6,671	7.8%
Rescue %	39.6%	40.4%	39.8%	39.4%	41.4%		40.1%			
Engine %	49.3%	48.5%	47.4%	46.5%	44.8%		47.3%			
Ladder %	11.1%	11.0%	12.8%	14.1%	13.8%		12.6%			

Apparatus Workload

- In 2019, 7 of PFD's 9 (top 33%) busiest apparatus were the Department's Rescues, with Engine 3 as the only Engine or Ladder with more runs than any Rescue.

  - The average Rescue had 15 runs per day, compared to 9 for Engines and 6 for Ladders.

  - Ladders comprise 6 of PFD's 9 (lowest 33%) apparatus with the lowest workloads.

Company	2019 Runs	Rank	2019 Runs Per Day	Estimated Hours in Service Per 24 hours (20 Minutes Per Run)
RESCUE 4	6,236	1	17	5.7
RESCUE 6	5,826	2	16	5.3
RESCUE 1	5,735	3	16	5.2
RESCUE 5	5,327	4	15	4.9
ENGINE3	5,158	5	14	4.7
RESCUE 7	5,079	6	14	4.6
RESCUE 3	5,022	7	14	4.6
RESCUE 2	4,901	8	13	4.5
ENGINE 8	4,320	9	12	3.9
ENGINE 12	4,138	10	11	3.8
ENGINE 8	3,700	11	10	3.4
ENGINE 2	3,648	12	10	3.3
ENGINE 14	3,468	13	10	3.2
ENGINE 10	3,437	14	9	3.1
ENGINE 15	3,348	15	9	3.1
TOWER LADDER 1	2,904	16	8	2.7
ENGINE 9	2,809	17	8	2.6
ENGINE 6	2,372	18	6	2.2
ENGINE 11	2,333	19	6	2.1
ENGINE 13	2,226	20	6	2.0
LADDER 7	2,135	21	6	1.9
TOWER LADDER 2	2,135	21	6	1.9
LADDER 6	2,105	23	6	1.9
LADDER 8	1,901	24	5	1.7
SPECIAL HAZARDS 1	1,850	25	5	1.7
LADDER 5	1,844	26	5	1.7
LADDER 3	1,842	27	5	1.7

Apparatus Workload

- As previously noted, the 2015-2018 Annual Reports provides detailed information on apparatus runs that is not consistent enough for analysis.

  - One data point those reports include is the total time in service for each apparatus, which would be the basis for determining the average length of time for reach apparatus run.

  - For illustrative purposes, the 2018 Annual Report showed an average of 18 minutes per run for both Engine and Ladder companies (data was not available for Rescues).

- Feedback from PFD staff suggested that many Rescue runs are handled in roughly 20 minutes (often because Rescue companies must move to their next call).

  - For illustrative purposes only, if the average apparatus run was 20 minutes, then Rescue crews spend would spend 5 hours in service per shift, compared to 3.1 hours for Engines and 1.9 hours for Ladders.

Apparatus Type	Number of Apparatus	Daily Staffing	2019 Average Runs	2019 Average Runs Per 24 Hours	2019 Average Service Hours Per 24 Hours (estimated 20 minutes Per Run)
RESCUE	7	14	5,447	15	5.0
ENGINE	12	42	3,413	9	3.1
LADDER	7	23	2,124	6	1.9

Apparatus Workload Drivers

- The primary driver of individual apparatus workloads are the same as the Department's total workload – EMS calls.

  - All Engines and Ladders have ALS capabilities.

  - For all ALS calls, the closest Engine or Ladders is dispatched along with the closest Rescue to ensure that at least one apparatus arrives on scene as soon as possible.

    - PFD's 7 Rescues have higher workloads than Engines and Ladders, and they are often completing previous runs when new calls for service are received or too far away from the scene to arrive within response guidelines.

  - For BLS calls, the closest Engine or closest Ladder is dispatched, and the first responding unit will determine whether a transport is required.

- The relatively low workloads of Engine 4, Engine 5, and Ladder 4 were disbursed to other apparatus when they were decommissioned in 2017.

Collective Bargaining Agreement

Overview

- Under state law, Providence and other local governments are limited in certain aspects of collective bargaining and discipline.

- The City's current CBA with IAFF Local 799 runs through June 30, 2022.

- All uniformed personnel are members of Local 799 except for the Department's leadership.

  - 1 Fire Chief (position vacant).

  - 1 Assistant Chief for Administration.

  - 1 Assistant Chief for Operations.

  - 5 Deputy Assistant Chiefs.

  - This results in important management functions being carried out by members of the bargaining unit.

Operational Impacts

- There are a number of terms set in the CBA that have significant impacts on the Department's staffing, structure, and operations.

  - 4-platoon operating structure.

  - Overtime threshold of 48 hours in any 8-day period.

  - 88 personnel for daily minimum staffing (including 74 Fire, 14 EMS).

  - Specific designation of Engine and Ladder company staffing minimums.

- Provisions for paid time off also impact daily. operations because when uniformed personnel do not work a scheduled shift, callback is required.

- On any one day, a maximum of 56 personnel – 14 per each platoon – can be on vacation at a given time.

Paid Time Off	Hours	Shifts
Compensation Time	72	3
Leave of Absence		
1 YOS	24	1
2 YOS	48	2
3 YOS	72	3
4 YOS	96	4
5 YOS	120	5
6YOS	144	6
7+ YOS	168	7
Vacation		
0-1 YOS	96	4
1-5 YOS	192	8
5-10 YOS	288	12
10-15 YOS	384	16
15+ YOS	480	20

Item	Hours	Shifts
Scheduled hours per year	2,190	91
PFD FF 15+ YOS hours with max leave use (648 hours)	1,542	64
PFD FF 7 YOS hours with max leave use (456 hours)	1,734	72
PFD FF 3 YOS hours with max leave use (264 hours)	1,926	80

Providence Police Department
Organizational and Operational Review

Providence Police Department
Organizational Overview

Leadership

- The PPD reports to the Commissioner of Public Safety.

- A Chief of Police (Colonel) and Deputy Chief of Police Commander lead PPD.

- The Department is divided into 3 divisions: Administrative, Uniform, and Investigative. Each is headed by a Major.

  - In late January 2021, PPD announced the creation of a new Major position for Community Relations and Diversion Services.*

- In FY2020, PPD employed 453 uniformed personnel and 91 civilian personnel.

Leadership

PROVIDENCE POLICE DEPARTMENT
TABLE OF ORGANIZATION
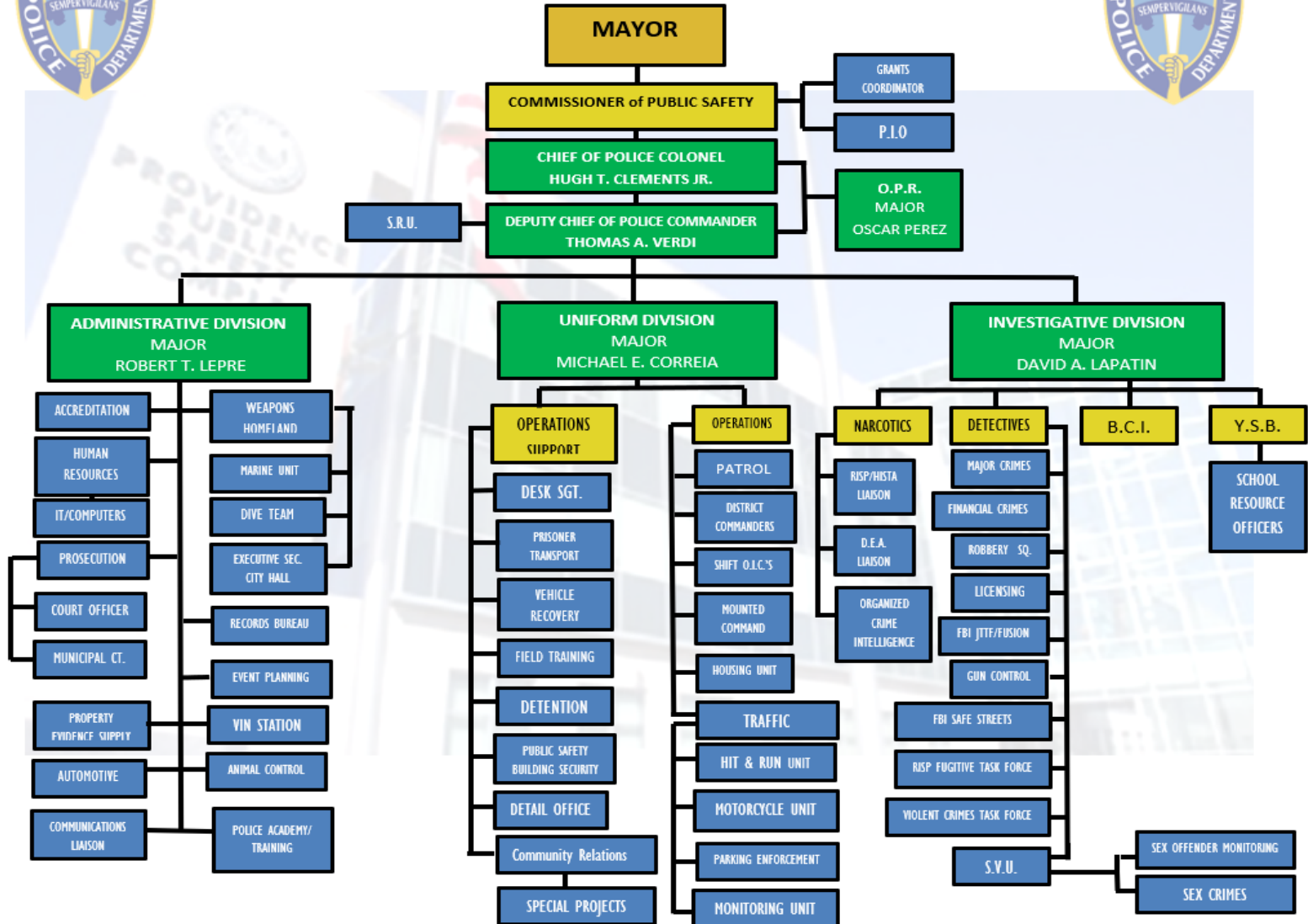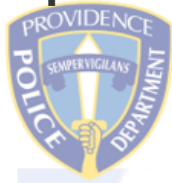
PPD FY2020 (Unaudited) Expenditure Actuals

- In FY2020 (unaudited), PPD's total budget was $82.9M, a 2.9% decrease from FY2019 ($85.0M).

- In the same year, personnel costs (compensation and benefits) were 91.8% ($76.1M) of the PPD's budget.

  - $40.6M, or 49.0%, for cash compensation.

  - $35.5M, or 42.8%, for employee benefits.

  - $6.8M, or 8.2%, for all other operating costs.

PPD FY2020 (Unaudited) Actuals

Operating Costs
$6,826,089
8.2%

Cash Compensation
$40,643,698
49.0%

Employee Benefits
$35,475,785
42.8%
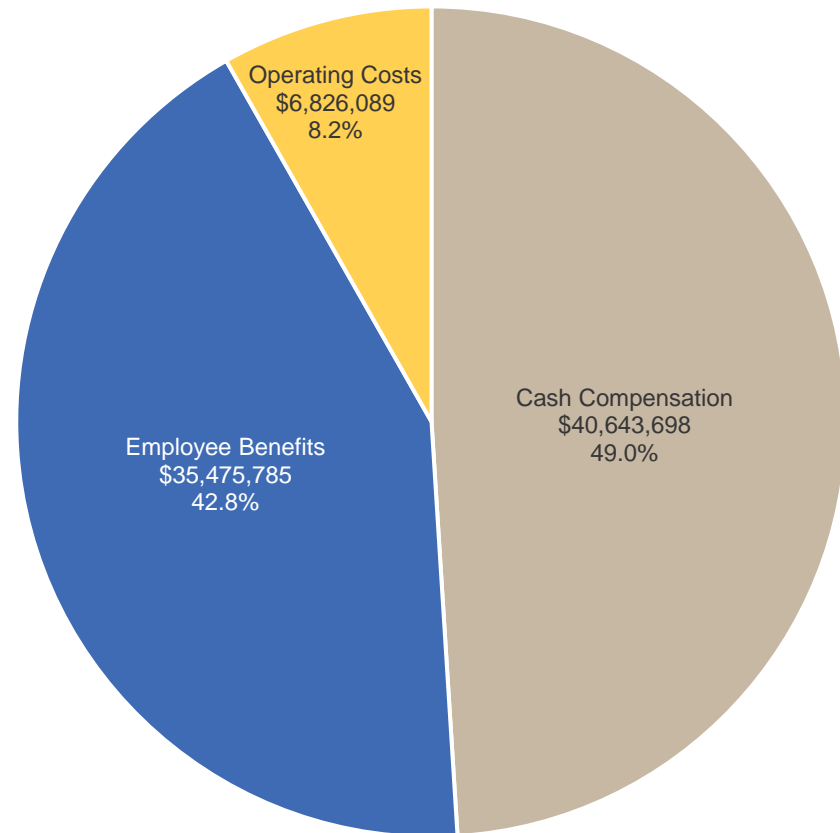
FY2016 to FY2020 (Unaudited) Actual Expenditures

- From FY2016 to FY2020, PPD's total budget increased 17.6% ($12.4M), from $70.6M to $82.9M.

- During this period, cash compensation grew 9.8% from $37.0M to $40.6M, and employee benefits increased 12.9% from $31.4M to $35.5M. Combined, these two categories resulted in $7.7M of growth since FY2016.

- During this period, non-personnel related operating costs increased by $4.7M (CAGR of 33.9%) primarily due to red light and speed camera expenses.

  - The expenditure growth was offset by greater revenue growth associated with the cameras.

PPD FY2016 to FY2020 Actual Expenditures

Legend: ■ Salaries ■ Employee Benefits ■ Operating Costs
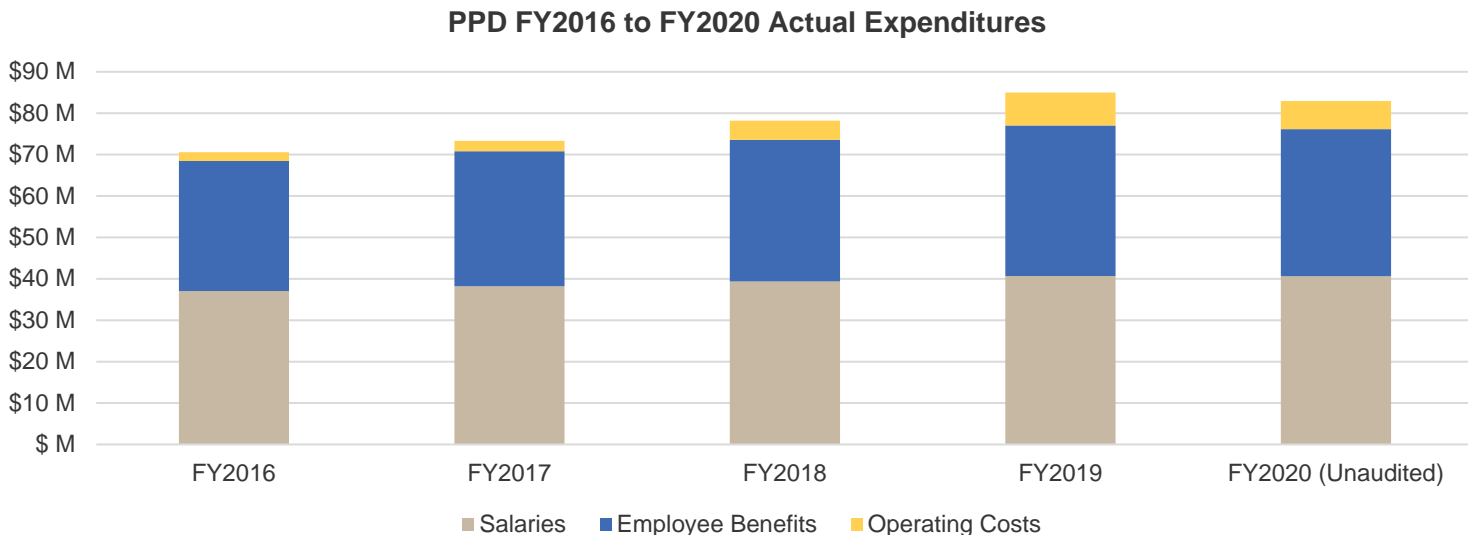
FY2016 to FY2020 (Unaudited) – Cash Compensation

- From FY2016 to FY2020, total cash compensation grew by 9.8%, from $37.0M to $40.6M.
- In FY2020, certain elements of cash compensation were eligible for reimbursement under the CARES Act.
  - The following table displays year-over-year decreases in certain line items (e.g., salaries) and single-year expenditures in Coronavirus-specific line items that are a function of accounting for such reimbursable expenditures. It also compares FY2016 figures to FY2019 figures to provide a non-COVID-19-related view of PPD cash compensation trends.

Item	FY2016	FY2017	FY2018	FY2019	FY2020 (Unaudited)	FY2019 % of Total Pers. Exp	FY2016-FY2019 Change ($)	FY2016-FY2019 CAGR
SALARIES	$23,117,791	$24,253,782	$25,228,615	$25,737,680	$18,231,816	63.3%	$2,619,890	3.6%
SALARIES CORONA VIRUS	$0	$0	$0	$0	$8,411,381	0.0%	$0	N/A
VACATION	$2,680,993	$2,697,975	$2,863,938	$3,062,426	$2,572,926	7.5%	$381,434	4.5%
LONGEVITY	$2,317,889	$2,210,927	$2,240,040	$2,225,737	$2,041,303	5.5%	($92,152)	-1.3%
SICK LEAVE	$1,749,922	$1,549,046	$1,798,836	$2,169,081	$1,685,746	5.3%	$419,159	7.4%
HOLIDAY	$1,497,258	$1,423,533	$1,571,272	$1,657,726	$1,648,885	4.1%	$160,467	3.5%
OVERTIME	$1,464,039	$1,717,684	$1,525,501	$1,641,798	$1,581,261	4.0%	$177,759	3.9%
HOLIDAY PAY POLICE FIRE	$1,280,297	$1,128,529	$1,257,932	$1,278,764	$1,313,972	3.1%	($1,533)	0.0%
CALL BACK	$1,043,737	$1,764,218	$1,458,581	$1,439,323	$1,291,331	3.5%	$395,586	11.3%
INJURED EMPLOYEES	$1,143,309	$795,341	$762,342	$780,714	$583,349	1.9%	($362,595)	-11.9%
OVERTIME - SPECIAL EVENTS	$191,110	$186,995	$244,909	$313,736	$437,937	0.8%	$122,626	18.0%
OVERTIME - SPECIAL EVENTS CORONA VIRUS	$0	$0	$0	$0	$386,008	0.0%	$0	N/A
WITNESS FEE	$398,891	$328,172	$276,927	$222,409	$216,423	0.5%	($176,482)	-17.7%
ALTERNATIVE WORK WEEK	$103,679	$104,161	$103,212	$100,569	$101,329	0.2%	($3,110)	-1.0%
SICK LEAVE BONUS	$0	$0	$0	$15,410	$49,805	0.0%	$15,410	N/A
OVERTIME CORONA VIRUS	$0	$0	$0	$0	$46,202	0.0%	$0	N/A
DIFFERENTIAL PAY	$41,534	$44,570	$46,208	$40,910	$44,025	0.1%	($624)	-0.5%
SERVICE OUT OF RANK	$6	$0	$120	$51	$0	0.0%	$45	109.9%
Total	**$37,030,455**	**$38,204,934**	**$39,378,434**	**$40,686,334**	**$40,643,698**	**100.0%**	**$3,655,879**	**3.2%**

FY2016 to FY2020 (Unaudited) – Employee Benefits

- From FY2016 to FY2020, costs for employee benefits increased by 12.9% ($4.1M) from $31.4M to $35.5M.

- The increase in employee benefits was largely due to pension costs, which comprised 77.9% of total FY2020 employee benefits, having increased by 22.6% ($4.9M) during this period.

- Transfers for active medical costs were the next largest driver – at 15.8% of all FY2020 benefit costs.

Item	FY2016	FY2017	FY2018	FY2019	FY2020 (Unaudited)	FY2019 % of Total Pers. Exp	FY2016-FY2019 Change ($)	FY2016-FY2019 CAGR
CITY OF PROVIDENCE PENSION EXPENSE	$22,753,029	$24,231,100	$25,811,413	$27,901,711	$27,652,175	76.8%	$5,148,683	7.0%
TRANSFER TO ACTIVE MEDICAL INS FUND	$6,588,888	$6,269,910	$6,227,903	$6,154,016	$5,616,136	16.9%	($434,872)	-2.3%
F.I.C.A.	$827,625	$890,071	$890,607	$967,384	$932,305	2.7%	$139,758	5.3%
DENTAL INSURANCE	$588,552	$520,082	$501,197	$558,943	$505,490	1.5%	($29,609)	-1.7%
LABORERS INT'L PENSION	$290,116	$318,237	$347,690	$384,402	$398,506	1.1%	$94,286	9.8%
LOCAL 1033 BENEFITS EXPENSE	$298,643	$298,307	$314,861	$310,585	$303,000	0.9%	$11,941	1.3%
POLICE LEGAL FUND	$58,877	$60,871	$70,086	$62,724	$66,175	0.2%	$3,847	2.1%
HEALTHCARE EE CASH PAYMENT	$3,000	$0	$3,500	$1,500	$2,000	0.0%	($1,500)	-20.6%
Total	$31,408,730	$32,588,578	$34,167,257	$36,341,264	$35,475,785	100.0%	$4,932,534	5.0%

Personnel

Shift Schedule

- Shift schedule, shift bidding, and minimum staffing are set forth as part of the FOP collective bargaining agreement with the City.

- The Patrol Bureau's schedule consists of a six-day cycle of four eight-hour tours of duty and two days off. Tours of duty include:
  - Day Shift: 7:00 a.m. to 3:00 p.m.
  - Out First Shift: 3:00 p.m. to 11:00 p.m.
  - Out Last Shift: 11:00 p.m. to 7:00 a.m.
  - Mid Shift: 8:00 p.m. to 4:00 a.m.

- Assignments for beats and posts within the Patrol Bureau are based on seniority rules, which are outlined in the FOP collective bargaining agreement.
  - Consequently, newer officers often work during the least desirable shifts, (out last and mid shift). Anecdotally, these shifts tend to be the busiest posts, which results in more junior officers responding to the most calls.

- Civilian and non-patrol sworn FTEs (administrators, detectives, training, etc.) typically work during day shifts.

Minimum Staffing		
Time Periods	Number of Patrol officers or patrol cars	Number of Sergeants
7:00 am - 3:00 pm	20 car posts plus 1 wagon	2 sergeants on street; 1 desk sergeant
3:00 pm - 8:00 pm	20 patrol officers	
3:00 pm - 7:00 am		3 sergeants on street; 1 desk sergeant
8:00 pm - 12:00 am	27 patrol officers	
12:00 am - 4:00 am	27 patrol officers	
4:00 am - 7:00 am	18 patrol officers	

PPD Staffing Benchmark

- In 2019, PPD ranked second in population and third in the size of their overall police force, behind Springfield and New Haven.

- 82.9% of the PPD was sworn, while 17.1% was civilian. On average, these benchmarked cities were 85.2% sworn and 14.8% civilian.

- PPD's number of sworn personnel per 100,000 residents was slightly below the median.

- PPD's number of civilian personnel per 100,000 residents was slightly above average.

City	Population	2019 Police Staffing Data (per 100,000 residents)		
		Sworn	Civilian	Total Overall
Providence, RI	179,762	243	50	**293**
Worcester, MA	184,945	247	27	**274**
Springfield, MA	154,306	317	41	**358**
New Haven, CT	130,494	311	41	**353**
Warwick, RI	80,749	201	56	**256**
Pawtucket, RI	72,030	190	47	**237**
Median (excl. Providence)	**130,494**	**247**	**41**	**274**
Providence Rank (of 6)	**2**	**4**	**2**	**3**

Sources: 2019 UCR Table 78; 2019 UCR Table 6; Crime Data Explorer Police Employment 2019.

Sworn Staffing – FY2020 Overview

- In FY2020, PPD had budgeted authorization for 470 sworn FTEs, and had 420 active sworn personnel.

  - 79.0% of all sworn FTEs were in the title of Police Person.

  - There were no Police classes in FY2020, but one is scheduled during FY2021.

Retirement Requirements:

- Police hired prior to 7/1/2004: 55 years of age OR 20 years of service.

- Police hired from 7/1/2004-6/30/2011: Age 55 OR 23 years of service.

- Police new hires (present): Age 55 OR 25 years of service.

Title / Position	FY2020 Budgeted	FY2020 Filled	FY2020 Vacant	Title % of Total PPD Filled Sworn Positions
Police Chief	1	1	0	0.2%
Deputy Police Chief	1	1	0	0.2%
Police Major	4	4	0	1.0%
Police Captain	8	8	0	1.9%
Police Inspector	0	0	0	0.0%
Police Lieutenant	18	17	1	4.0%
Police Sergeant	59	57	2	13.6%
Police Person	379	332	47	79.0%
Police Person Trainees	0	0	0	0.0%
Total	**470**	**420**	**50**	**100.0%**

FY2020		
Title	**Eligible to Retire**	**% Eligible to Retire**
Police Captain	7	87.5%
Police Lieutenant	6	35.3%
Police Sergeant	26	45.6%
Police Person	67	20.0%

A detailed look at uniformed staffing by years of service can be found in the appendix.

Civilian Staffing – FY2020 Overview

- The Department has 90 budgeted civilian FTEs and currently has 77 active civilian personnel.

- Parking enforcement officers and public safety customer service clerks drive civilian personnel with 25 and 17 budgeted positions, respectively (22 and 15 filled).

- On average, civilian staff were hired in 2007 and have 14.5 years of service with PPD.

  - Parking Enforcement officers on average were hired in 2010 while public safety customer service clerks were hired in 2004.

- Civilians are eligible to retire at age 62 with 10 years of service or with 30 total years at any age.

Title	Average Hire Year	Average Years of Service
All Civilians	2007	14.5
Customer Service Clerk - Public Safety	2004	17.3
Parking Enforcement Officer	2010	10.8

Title / Position	Budgeted	Filled	Vacant	Title % of Total PPD Filled Civilian Positions
Administrative Confidential Assistant - Police	1	1	0	1.3%
Animal Control Officer	5	4	1	5.2%
Animal Control Technician	3	3	0	3.9%
Animal Handler Mounted Police	4	4	0	5.2%
Application Project Manager -Public Safety	1	1	0	1.3%
Automotive Equip Supt - Police	1	1	0	1.3%
Clerk IV	1	0	1	0.0%
Clerk II	1	0	1	0.0%
Community Engagement Specialist	1	1	0	1.3%
Coordinator of Public Safety	2	1	1	1.3%
Crime & Information System Specialist	1	1	0	1.3%
Customer Service Clerk - Public Safety	17	15	2	19.5%
Detention Officer	9	9	0	11.7%
Investigative Clerk	4	2	2	2.6%
Kennel Director	1	1	0	1.3%
Laborer	2	1	1	1.3%
Parking Enforcement Officer	25	22	3	28.6%
Public Information Officer - Police	1	1	0	1.3%
Secretary Mounted Command	0	0	0	0.0%
Security Officer (Park Ranger)	4	4	0	5.2%
Senior Animal Control Officer	1	1	0	1.3%
Senior Investigative Clerk	1	1	0	1.3%
Senior Parking Enforcement Officer	1	1	0	1.3%
Sr Sec. Officer - Park Ranger	0	0	0	0.0%
Stable Supervisor-Mounted Police	1	1	0	1.3%
Supervisor Parking Enforcement	0	0	0	0.0%
Vin Station Clerk	2	1	1	1.3%
Vin Station Inspector	0	0	0	0.0%
Total	**90**	**77**	**13**	**100.0%**

Staffing Trends

- From FY2011 to FY2020, PPD's total FTEs (uniformed and civilian) decreased 8.4%, from 596 to 544.

- PPD's FY2020 total FTEs were just below the FY2011-FY2020 average of 551.

- Training classes were responsible for increases of FTEs in FY2014, FY2017, and FY2019.
  - A recruit class graduated at the end of FY2010, increasing the FY2011 FTE figure.

Training Class	Duration	Class total
65th Recruit Class	12/3/07 - 05/01/08	15 Members
66th Recruit Class	01/25/10 - 06/24/10	25 Members
67th Recruit Class	05/05/14 - 10-10-14	53 Members
68th Recruit Class	02/20/2017 - 08/07/2017	55 Members
69th Recruit Class	01/07/2019 - 6/22/2019	49 Members

PPD FTEs FY2011-FY2020

	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Training Class				53			55		49	
Police Department	594	563	529	491	552	526	504	538	514	544
Total				544			559		563	

Police Department ■ Training Class

Source: FY2020 Comprehensive Annual Financial Report pg. 151 (PDF).
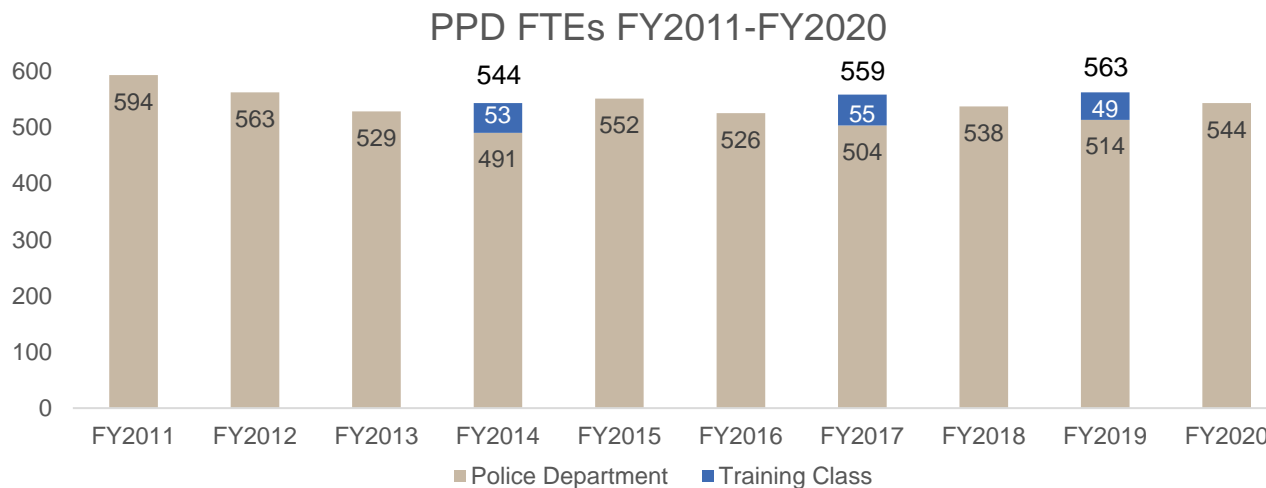
PPD Demographics

- Nationally, over past 20 years, the number of Black officers increased by about 60% -- and black officers are 11.4% of all police officers. During the same period, Hispanic officers quadrupled and are now 12.5% of officers in 2016.

- From FY2016-FY2020, PPD made progress in diversifying its sworn personnel: Black officers increased by 44.1% (CAGR 9.6%), Hispanic officers increased by 54.0% (CAGR 11.4%), and Asian & Pacific Islander officers increased by 10.0% (CAGR 2.4%). White officers decreased by 6.2% (CAGR 1.6%).

- Since 2016, female representation has increased by 37.5% (CAGR 8.3%) while male representation has increased by only 3.3% (CAGR 0.8%).

  - Nationally, females represent 12.3% of officer staffing.

- However, PPD still has more White and male officers when compared to the City's demographics.

PPD Sworn Demographics - 2019
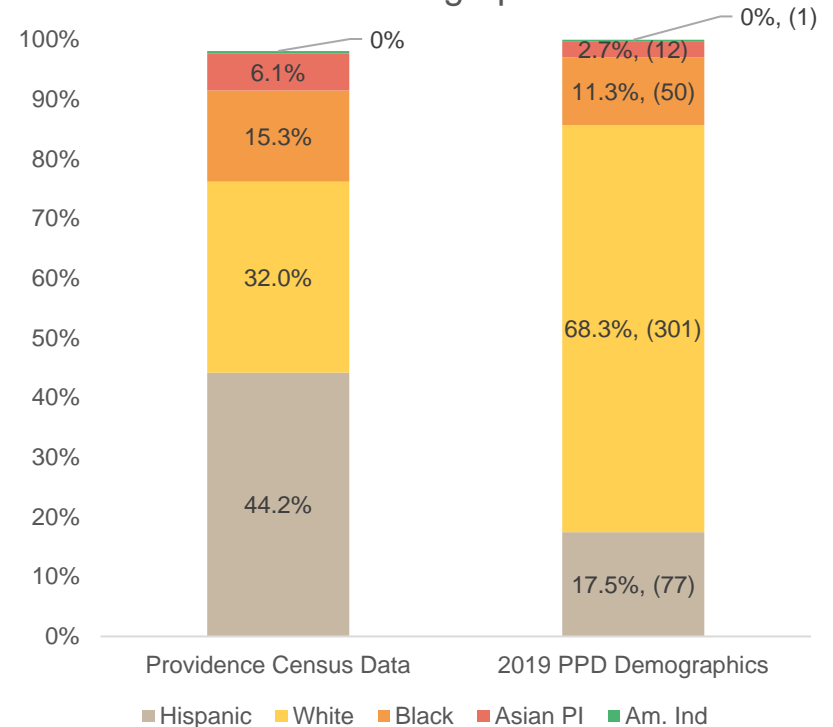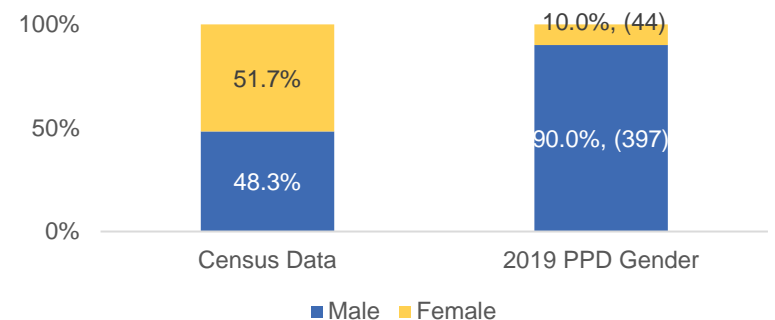
(Stacked bar chart)

Providence Census Data:
- Hispanic: 44.2%
- White: 32.0%
- Black: 15.3%
- Asian PI: 6.1%
- Am. Ind: 0%

2019 PPD Demographics:
- Hispanic: 17.5%, (77)
- White: 68.3%, (301)
- Black: 11.3%, (50)
- Asian PI: 2.7%, (12)
- Am. Ind: 0%, (1)

Legend: Hispanic, White, Black, Asian PI, Am. Ind

PPD Sworn Demographics - 2019

(Stacked bar chart)

Census Data:
- Male: 48.3%
- Female: 51.7%

2019 PPD Gender:
- Male: 90.0%, (397)
- Female: 10.0%, (44)

Legend: Male, Female

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PPD Demographics

- The 68th and 69th PPD recruit academy saw similar racial and gender compositions that appear to outpace national level of representation of race and gender in policing – a positive trend for recruitment efforts.

- PPD's last four classes have grew in minority representation, most dramatically between 2014, 2017, and 2019. Since the 2010 class, minority representation grew by more than 40 percentage points.

- Prior to the 2017 class, no PPD academy in at least 25 years had more than 34% of minority representation.

PPD Recruit Academy Classes

Line chart showing Percent Minority**: 2010 = 20.0%, 2014 = 30.2%, 2017 = 61.8%, 2019 = 63.3%.

—●— Percent Minority**

PPD Recruit Academy by Race*

68th PPD Recruit Academy:
- Asian American/PI, 4, (7.3%)
- Black/African American, 14, (25.5%)
- White/Caucasian, 21, (38.2%)
- Hispanic/Latino, 16, (29.1%)

69th PPD Recruit Academy:
- Asian American/PI, 4, (8.2%)
- Black/African American, 10, (20.4%)
- White/Caucasian, 18, (36.7%)
- Hispanic/Latino, 17, (34.7%)

Gender of PPD Academy Classes*

68th PPD Recruit Academy:
- Female, 12, (21.8%)
- Male, 43, (78.2%)

69th PPD Recruit Academy:
- Female, 7, (14.3%)
- Male, 42, (85.7%)

*Not all recorded recruits were able to finish the academy. See appendix for additional information.
**Percent Minority includes Asian and Pacific Islander, Black, and Hispanic.
Sources: 2019 Census Data – Table DP05.

PPD Demographics

● The 68th and 69th PPD recruit academy saw similar racial and gender compositions that appear to outpace national level of representation of race and gender in policing – a positive trend for recruitment efforts.

PPD Recruit Academy by Race*

Gender of PPD Academy Classes*

Not all recorded recruits were able to finish the academy
Sources: 2019 Census Data – Table DP05; Arrest Logs 2015-July2020.

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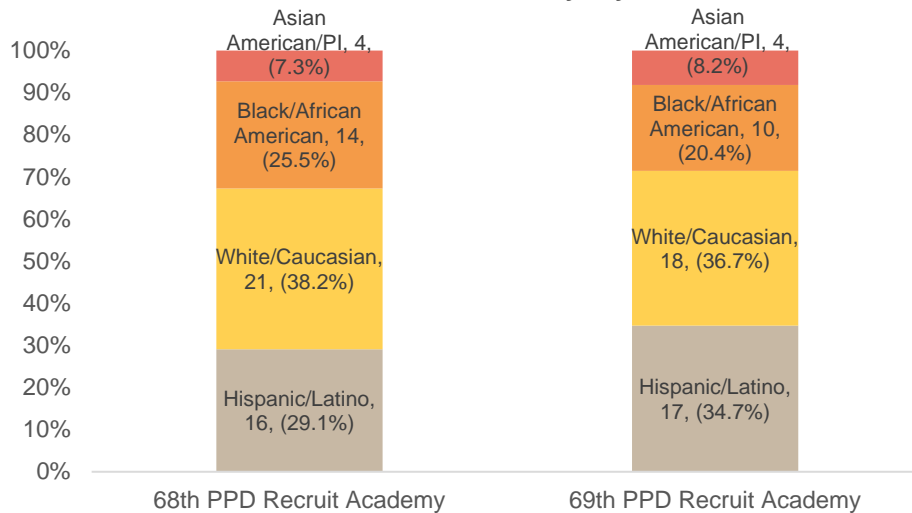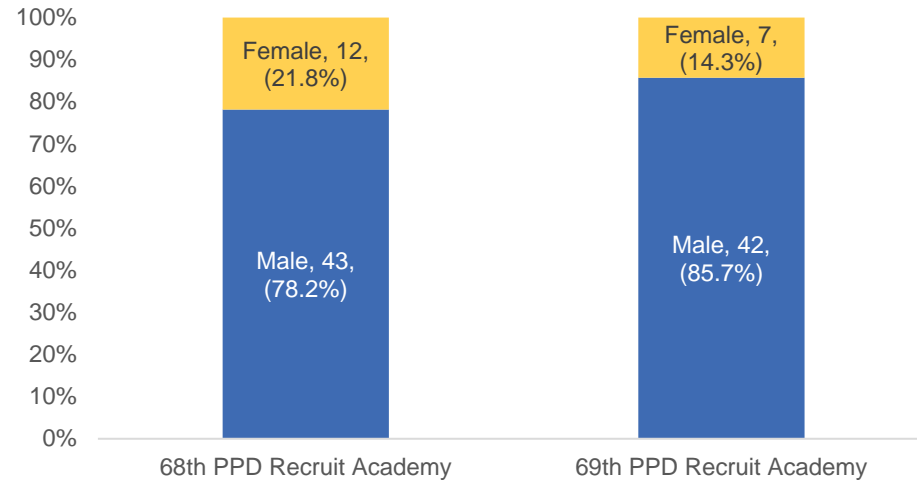
Operations

Mission and Vision Statement

Mission Statement:

"The Providence Police Department, united with all citizens, is committed to improving the quality of life in our city by aggressively resolving problems, preserving the peace, protecting human rights, and apprehending criminals consistent with the law."

Vision Statement:

"The Providence Police Department (PPD) united with all citizens, is committed to improving the quality of life in our City by aggressively resolving problems, preserving the peace, protecting human rights and apprehending criminals, in a manner consistent with the Law. The Providence Police Department's commitment to community policing is shown through its cooperative partnerships built around the principles of creating access to programs and resources that create good safe communities. The Providence Police Department will continue its efforts to remain a nationally recognized model department for its creation and implementation of community partnerships to help create safe, healthy neighborhoods in the City of Providence. The PPD has adopted a philosophy of creating and sustaining strong partnerships with community based non-profit organizations. These partnerships have allowed the PPD to provide a range of services that reach deep into the community's needs and help re-develop blighted crime ridden areas into safe healthy places to live and grow."

Source: Providence Police Department 2019 Annual Report pgs. 4 (PDF).

Operational Highlights

- Community Policing
  - PPD is committed to community policing as a value of the department. PPD was one of first departments in the nation to adopt the model approximately 20 years ago. The Community Relations Bureau (CRB) was established in 2017 to develop and strengthen policies that expanded community policing efforts.
  - PPD's community engagement and problem-solving commitment is a prevention first orientation.
- Ability and willingness to respond to all types of events.
  - PPD is the designated first-responder for a variety of calls for service, including many not involving crime.
  - Yet, PPD provides robust response services, including offering opportunities for citizens to use online platforms to report crimes.
  - This also highlights that extent to which PPD has become a catch-all for non-criminal issues and can impede on operational flexibility to provide police service to match resident and department needs.
- Co-Responder Model.
  - PPD's relationship with community organizations like the Providence Center and Family Service of Rhode Island (FSRI) allows them to respond to incidents alongside trauma-trained personnel. This co-responder model allows for more nuanced responses to various incidents.
- Transparency and Online Data Reporting.
  - PPD participates in the National Police Foundation's Police Data Initiative by publishing its data online. PPD participation includes online data visualization of recent arrests and crime report data. The data visualization tool allows a user to create graphs, tables, and charts based on selected data.

Police Districts and Substations

- The PPD has divided Providence into 9 neighborhood-based districts.

  - Each district contains a substation and several car posts.* Total there are 32 car posts throughout the city.

District	1	2	3	4	5	6	7	8	9
Car Posts	3	4	3	4	4	4	4	3	3

  - Each car post's primary responsibility is within the post boundary (dotted line), its secondary responsibility is to its district.

    - This can also be called post integrity, a crucial component of community policing.

  - Five District Lieutenants command PPD's substations – each responsible for developing policing strategies that are specific to their respective district.

  - 4 District Lieutenants oversee more than one district (districts 2-3, 4-5, 6-7, and 8-9).

Providence Police Department - Districts and Posts
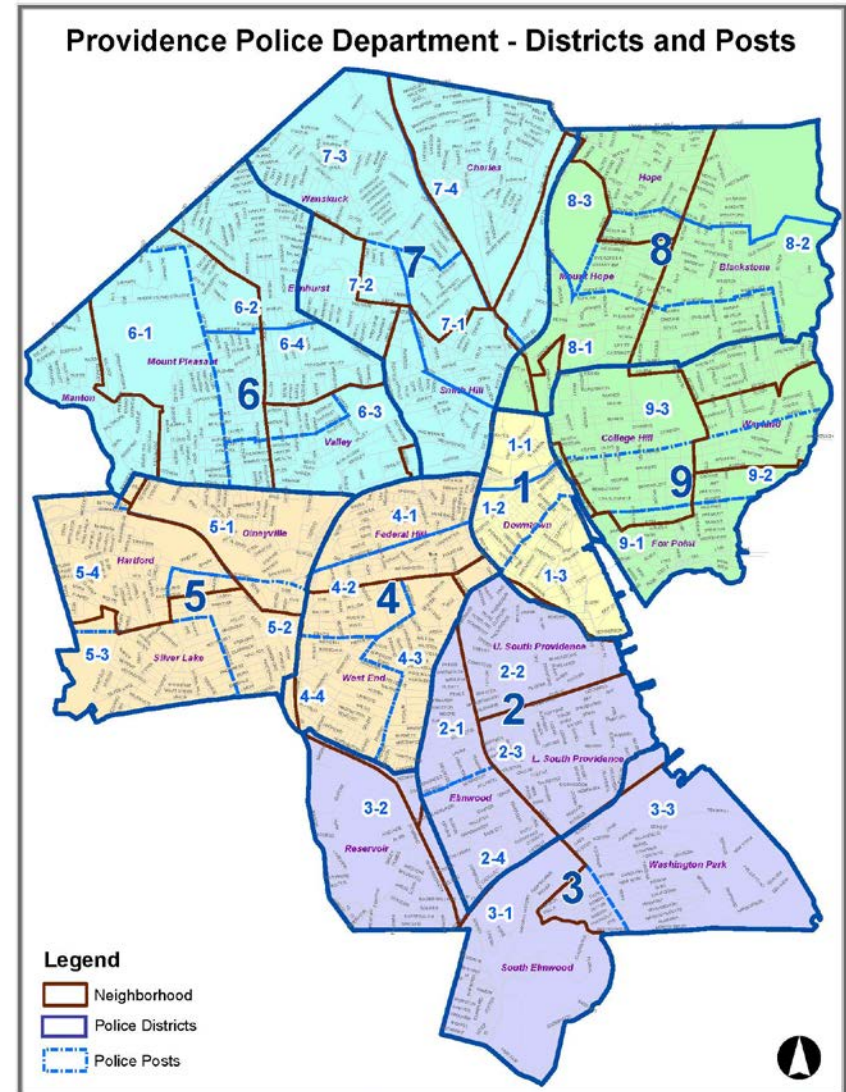
*Car post assignment is analogous to integrity. Beat integrity, crucial to community policing, has the same officers in the same geographic areas every day to advance their knowledge of the area and relationship building with residents and businesses.

Source: Providence Police Department 2019 Annual Report pgs. 17-26.

Police Districts Demographics

District Demographics

Providence Police Department - Districts and Posts

Legend
- Neighborhood
- Police Districts
- Police Posts

Legend (chart):
- Hispanic or Latino (of any race)
- White alone
- Black of African American alone
- Asian alone
- American Indian and Alaska Native alone
- Some other race alone
- Two or more races

The appendix contains a comparison of district demographic data compared to citywide data from the same year.
Sources: 2010 U.S. Census Bureau data, provided by PPD for each District-Post.

Crime in Providence (Part I Crimes Per Capita)

- Most FBI Part I crimes decreased on a per capita basis from 2016-2019.

  - Arson decreased by the largest amount, a CAGR of 42.3%. Next largest decrease was in burglaries by a CAGR of 14.7%. Rape, robbery, and aggravated assault decreased by CAGRs of 2.7%, 7.0% and 4.5% respectively.

- Per capita Part I crimes that increased since 2016 included: homicide, larceny-theft, and motor vehicle theft.

  - Motor vehicle thefts grew by the largest CAGR percentage, 66.3% but that was primarily due to very low total in 2016. The prior year saw 546 cases and the year after, 2017 saw 580 cases.

  - Homicides increased by a CAGR of 9.1% (3 cases) since 2016.

Part I Crimes (Per 100,000 Residents)									
Year	Providence Population	Homicide	Rape	Robbery	Aggravated Assault	Burglary	Larceny-Theft	Motor Vehicle Theft	Arson
2019	179,762	7	59	134	296	398	2,350	264	3
2018	180,169	6	64	138	251	518	2,341	309	6
2017	179,854	7	60	142	327	563	2,416	322	9
2016	179,340	6	64	167	340	643	2,308	57	14
16-19 CAGR	0.1%	9.1%	-2.8%	-7.1%	-4.5%	-14.8%	0.6%	66.2%	-42.3%

Sources: FBI: Crime Data Explorer: Providence Police Department.

Crime in Providence (Part I Crimes Per Capita)

City	Part I - Violent Crimes Per 100,000 Residents	Part I - Property Crimes Per 100,000 Residents
Providence, RI	**496**	**3,014**
Worcester, MA	630	2,054
Springfield, MA	905	2,616
New Haven, CT	895	3,821
Warwick, RI	94	1,537
Pawtucket, RI	407	2,295
Median (excl. Providence)	630	2,295
Providence Rank (of 6)	4	2

City	Population	Part I Crimes (Per 100,000 residents) - 2019							
		Homicide	Rape	Robbery	Aggravated Assault	Burglary	Larceny-Theft	Motor Vehicle Theft	Arson	Total Part I Crimes
Providence, RI	**179,762**	**7**	**59**	**134**	**296**	**398**	**2,350**	**264**	**3**	**3,510**
Worcester, MA	184,945	7	22	124	477	425	1,426	200	3	**2,684**
Springfield, MA	154,306	13	52	232	608	483	1,793	319	20	**3,521**
New Haven, CT	130,494	10	34	246	605	505	2,743	551	21	**4,716**
Warwick, RI	80,749	2	36	10	46	134	1,329	72	2	**1,631**
Pawtucket, RI	72,030	1	79	65	261	437	1,591	249	18	**2,702**
Median (excl. Providence)	130,494	7	36	124	477	437	1,591	249	18	2,702
Providence Rank (of 6)	2	3	2	3	4	5	2	3	5	3

Sources: FBI:UCR 2019 Crime in the U.S. – Table 78 and Table 8.

Police District Data (CFS and Crime)

- PPD publishes annual reports that include crime data and calls for service data by district.

- While District 1 data is somewhat skewed – given its significant composition of commercial, entertainment, and office venues coupled with a comparatively smaller residential population – it is the busiest PPD substation in terms of Calls for Service and UCR Part I Crimes (excluding Burglary).

- Six of the nine Districts' calls for service decreased from 2017 to 2019. The other three District's calls for service (Districts 2, 4, and 9) increased about 1%.

Calls For Service by District*				
District	2017	2018	2019	FY2017-FY2019 CAGR
District 1	9,188	8,782	8,807	-2.1%
District 2	18,043	18,177	18,368	0.9%
District 3	8,235	8,553	8,090	-0.9%
District 4	20,099	20,368	20,443	0.9%
District 5	16,536	16,179	16,248	-0.9%
District 6	14,448	13,768	13,369	-3.8%
District 7	21,385	20,941	20,358	-2.4%
District 8	8,025	7,931	7,402	-4.0%
District 9	7,466	7,669	7,614	1.0%
Unknown	6,782	7,534	6,869	0.6%
Total	130,207	129,902	127,568	-1.0%

			2019 - Per 100,000 residents						
District	Substation	Population	Calls for Service	Agg. Assault	Robbery	MV Theft	Theft from MV	Burglary	Larceny
District 1	Kennedy Plaza	4,735	185,998	760	401	824	3,295	380	9,145
District 2	693 Broad Street	21,348	86,041	525	169	351	965	417	1,096
District 3	1380 Broad Street	13,921	58,114	194	79	201	1,078	338	805
District 4	200 Cranston Street	23,315	87,682	420	283	377	1,270	540	1,167
District 5	204 Magnolia Street	26,374	61,606	349	193	235	618	440	739
District 6	1276 Chalkstone Ave	25,750	51,918	241	113	291	718	330	905
District 7	206 Camden Street	29,095	69,971	292	100	258	791	296	1,289
District 8	248-250 Brook Street	14,191	52,160	134	56	169	994	247	867
District 9	248-250 Brook Street	19,313	39,424	21	31	135	1,015	601	854
	Max	29,095	185,998	760	401	824	3,295	601	9,145
	Average	19,782	76,990	326	158	316	1,194	399	1,874
	Min	4,735	39,424	21	31	135	618	247	739

Not all calls for service result in a dispatch. PPD data on calls for service by district do not equal available data for total PPD calls for service. In 2019, approximately 4,400 calls do not appear with district designation. Crime data is FY2019 YTD, population estimates are from 2010 district census estimates.
Source: Providence Police Department 2019 Annual Report pgs. 17-26.

Technology and Data

- PPD's Computer-Aided Dispatch (CAD) and records management system (RMS) are New World Systems MSP, a Microsoft based platform, owned by Tyler Technologies. Both systems were purchased in 2004, replacing an AS400 system.

- These systems are in the process of being rebuilt to Tyler Technologies Enterprise level and expected to be completed in April. There will be a new CAD component of the system, which will have modern capabilities, interact with the RMS system, and have an increased GIS component. The new system will interact with the State 911 system (something PPD is unable to do at present), since it will adopt the same Enterprise software as the State.

- The current RMS system has modules for case management, booking, evidence, property management, personnel management, data analysis and mapping (as well as some others). The RMS system will also be upgraded to the Enterprise after the CAD upgrade is complete.

- The mobile in car software is New World Mobile Enterprise, owned by Tyler Technologies. This software was first to move to Enterprise level. Its capabilities include but are not limited to, CAD telemetry, report writing, NCIC lookup, records searches, call searches, and soon to have the capability of proximity dispatching.

- The PPD's transfer to Enterprise level software is expected to improve their ability to collect data and report it more accurately.

Settlements, Claims, and Lawsuits

- Claims and lawsuits against police departments are common given the high-level of public interaction and motor vehicle operations involved in the function.

- Claims and lawsuits range from actions like motor vehicle accidents, property damage, and misconduct/abuse. In many departments, the most frequent claims are typically related to police-involved traffic accidents and property damage.

- Available data do not easily allow for an analysis settlements, claims, and lawsuits by type.

- From FY2015-FY2020, PPD was sued an average of 14.7 times per year.
  - In FY2020, the PPD was sued 14 times (3 were closed and 11 remain open).

- On average, PPD has 41.7 claims per year.
  - Total FY2020 claims were (52) were the highest since FY2015 (54).
  - During the six-year period, most claims were closed (155). Ninety claims remain open (90).

- From FY2015-FY2020, PPD settlements each cost, on average, approximately $15,000.

- In FY2020, PPD settlements cost approximately $400,000 – an average of more than $17,300 each.

PPD Lawsuits FY2015-FY2020

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Open	2	6	10	6	13	11
Closed	4	10	9	13	1	3
Total	**6**	**16**	**19**	**19**	**14**	**14**

PPD Claims FY2015-FY2020

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Open	13	10	5	9	14	19
Closed	40	19	33	20	22	26
Convert to Litigation	1	0	4	10	4	6
Total	**54**	**29**	**42**	**39**	**40**	**51**

PPD Settlements FY2015-FY2020

	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Settlements	19	30	25	22	19	23
Total	**$97,560**	**$162,292**	**$478,947**	**$997,751**	**$163,686**	**$398,756**

Workload

Calls for Service*

- Approximately two of every three calls for service were one of the top 15 call type.

  - None of the top 15 call types were for Part I crimes.

- The most frequent calls for service are traffic stops and traffic accidents.

  - These calls represented 17.0% of all calls during CY2019.

- Business alarms and well being checks accounted for more than 12.1% of all calls.

- Bolded call types were among the fastest growing call types from CY2015-CY2019.

Highest % of Calls for Service	CY2015	CY2016	CY2017	CY2018	CY2019	CY2020 (partial)	CY2015-CY2019 CAGR	% of all calls in CY2019
Traffic Stop	**7,906**	**5,749**	**10,846**	**13,642**	**11,768**	**5,474**	**10.5%**	**8.9%**
Traffic Accident	11,023	11,152	11,171	11,044	10,704	5,419	-0.7%	8.1%
Alarm - Business	**8,081**	**8,479**	**8,471**	**8,801**	**9,025**	**5,700**	**2.8%**	**6.8%**
Check Well Being	**6,101**	**6,047**	**6,473**	**6,557**	**6,997**	**4,996**	**3.5%**	**5.3%**
Loud Music/Party	6,050	6,323	6,828	5,893	6,060	6,186	0.0%	4.6%
Suspicious Person/Activity	6,584	6,901	6,977	6,624	5,908	3,566	-2.7%	4.5%
Keep the Peace	5,852	5,909	5,753	5,288	5,469	4,033	-1.7%	4.1%
911 Hang Up/Open Line	5,166	5,059	5,114	5,265	5,032	3,051	-0.7%	3.8%
Alarm - Residential	5,652	5,578	5,404	5,306	4,562	1,989	-5.2%	3.5%
Officer Initiated Calls	5,627	5,600	5,544	5,243	4,456	2,389	-5.7%	3.4%
Illegal Parking	**3,062**	**3,098**	**3,527**	**3,642**	**4,042**	**1,962**	**7.2%**	**3.1%**
Larceny	4,619	4,619	4,410	3,826	3,750	1,275	-5.1%	2.8%
A Unknown Incident	4,468	4,425	4,064	3,397	3,665	2,503	-4.8%	2.8%
Disturbance - Public	3,953	3,802	3,560	3,523	3,451	2,176	-3.3%	2.6%
Animal Complaint	**2,748**	**2,500**	**2,615**	**2,811**	**3,353**	**2,471**	**5.1%**	**2.5%**
Total of Top 15	86,892	85,241	90,757	90,862	88,242	53,190		
Total of All CFS	130,923	129,356	136,632	134,674	131,957	82,953		
Top 15's % of total CFS	66.4%	65.9%	66.4%	67.5%	66.9%	64.1%		

* Not every call for service resulted in a dispatch. Additionally, calls for service are also categorized by priorities such as, life, routine, urgent, and update. More detailed information about priority codes as well as dispatch to close and dispatch to arrive average times can be found in the appendix.

Calls for Service*

- The top 15 calls types with the largest numerical decreases from CY2015-CY2019 accounted for 39.6% of total call volume for CY2019.

  - Bolded call types are also on the top 15 most frequent call type list.

- "Officer initiated calls" saw the largest numerical decline from CY2015-CY2019 – largely due to a change in reporting by PPD to code calls as specific call types instead of this more generic categorization.

Largest Decline over time (calculated by number)	CY2015	CY2016	CY2017	CY2018	CY2019	CY2020 (partial)	CY2019-CY2015 difference	% of all calls in CY2019
Officer Initiated Calls	5,627	5,600	5,544	5,243	4,456	2,389	-1,171	3.4%
Alarm - Residential	5,652	5,578	5,404	5,306	4,562	1,989	-1,090	3.5%
Larceny	4,619	4,619	4,410	3,826	3,750	1,275	-869	2.8%
A Unknown Incident	4,468	4,425	4,064	3,397	3,665	2,503	-803	2.8%
Suspicious Person/Activity	6,584	6,901	6,977	6,624	5,908	3,566	-676	4.5%
Assist	2,529	1,897	1,846	2,029	1,854	949	-675	1.4%
B & E Report	1,342	1,269	1,093	965	773	514	-569	0.6%
Disturbance - Public	3,953	3,802	3,560	3,523	3,451	2,176	-502	2.6%
Malicious Mischief	1,936	2,009	1,937	1,420	1,442	776	-494	1.1%
Keep the Peace	5,852	5,909	5,753	5,288	5,469	4,033	-383	4.1%
Arrest	485	432	381	131	124	52	-361	0.1%
Traffic Accident	11,023	11,152	11,171	11,044	10,704	5,419	-319	8.1%
Person Annoyed	2,896	2,725	3,114	2,858	2,640	1,562	-256	2.0%
Dispersal	3,349	3,214	3,359	2,970	3,110	2,597	-239	2.4%
Shots Fired	604	534	537	459	387	370	-217	0.3%
Total	60,919	60,066	59,150	55,083	52,295	30,170		
% of total CFS	46.5%	46.4%	43.3%	40.9%	39.6%	36.4%		

Not every call for service resulted in a dispatch.

Calls for Service*

- Like many police departments, most PPD calls for service are not related to the most serious crimes.
  - In CY2019, calls for service relating to Part I crimes, as defined by the FBI, comprised 3.9% of all PPD calls and continued a multi-year decline in these calls.
- From CY2015-CY2019, Part I calls for service declined by a CAGR of -4.9% -- and across every call type.
- Larceny was the main driver for Part I calls for service, though it decreased by a CAGR of -5.1% during the five-year period.
- Aggravated Assault calls for service decreased the most (CAGR of -16.3%) during this period.

Est. Part I Calls for Service**	CY2015	CY2016	CY2017	CY2018	CY2019	CY2020 (partial)	CY2015-CY2019 CAGR
Aggravated Assault	61	52	37	25	30	15	-16.3%
Shooting	79	74	87	57	50	49	-10.8%
Carjacking	9	15	8	11	6	11	-9.6%
Break in Progress	263	242	222	231	176	133	-9.6%
Stabbing	152	160	128	95	111	119	-7.6%
Robbery	339	351	306	285	252	129	-7.1%
Larceny	4,619	4,619	4,410	3,826	3,750	1,275	-5.1%
Stolen Auto	772	885	794	815	760	535	-0.4%
Home Invasion	0	0	3	13	12	6	-
Total Part 1 CFS	6,294	6,398	5,995	5,385	5,147	2,272	-4.9%
Total CFS	130,923	129,356	136,632	134,674	131,957	82,953	0.2%
Part I CFS % of Total CFS	4.8%	4.9%	4.4%	4.0%	3.9%	2.7%	-5.1%

Not every call for service resulted in a dispatch.
**This table was created by PFM's team based on assumptions of which calls would indicate a potential Part I crime being committed, based on the FBI's definition. This table is not a perfect representation of every call for service that indicated a Part I crime occurred. We are waiting for input from the city on the accuracy of our assumptions.

Alternative Responses

- PPD receives numerous calls for service that are related to mental illness, substance abuse, or chronic homelessness; however, many such calls are not explicitly coded as such.

  - For instance, a PPD call for service related to a "check well being," "keep the peace," "disturbance public," and "trespassing" may or may not involve an individual with one or more of these challenges; however, PPD data does not capture any information about this.

- In some instances, a police response may be required – when the threat of imminent harm to self, others, or property exists – but in other instances, a police response may not be required.

- Without data to capture frequency, time of day, day of week, and location of calls involving eligibility for divertible response, PPD and the City cannot accurately assess the impact diversion on PPD resources and staffing.

  - Additionally, greater data is required from entities beyond PPD to better identify the "prevention-first" actions that could be taken by non-PPD responders to prevent the call from occurring in the first place.

- When PPD officers encounter an individual in mental distress or suffering from chronic homelessness or substance abuse, the officer has a limited set of responses: ignore the issue, intervene but not arrest, arrest and/or transport to a designated care center, arrest and transport to jail.

- However, since 2004, PPD has utilized a co-response model to certain types of calls for service.

- Certain call-types are jointly responded to by a PPD officer and a licensed mental health professional from either FSRI or the Providence Center.

- Providence Center co-responders are available: Monday through Friday 7 a.m.-11 p.m., and on a rotating weekend schedule from 11 a.m.-7 p.m. FSRI co-responders are available Monday through Friday (40 hours) and are on call 24/7 if needed.

- Most of the co-responder model is funded by nonprofits, with a smaller share funded by City CDBG funds.

CFS Dispatch to Close (Uniformed Officers)

- In 2019, the top 15 most time-consuming calls for service took a total of 37,210 hours, or the equivalent of 17.9 full time officers (not including paid time off).

- Traffic stops and traffic accidents (without injuries) totaled 12,171 hours, roughly the equivalent of 5.9 full time officers.

- CFS type "Illegal Parking" are sometimes dispatched to officers – even though PPD employs civilian Parking Enforcement Officers (22 FTEs). Shown here are incidents dispatched to sworn officers only.

- These analyses are important to understanding the workload and day-to-day activities of PPD.

Top 15 Dispatched Calls for Service

Total Hours			Total FTEs		
CY2017	CY2018	CY2019	CY2017	CY2018	CY2019
64,007	60,499	57,896	30.8	29.1	27.8

Top 15 CFS by Total FTEs – CY2019

Call Type	Incidents	Hours per year	Total FTEs*
Traffic Accident	10,452	8,150	3.9
Traffic Stop	11,752	4,022	1.9
Officer Initiated	4,351	3,020	1.5
Check Well Being	6,728	2,964	1.4
Keep the Peace	5,343	2,490	1.2
Suspicious Person/Activity	5,748	2,419	1.2
Larceny	3,617	2,206	1.1
Alarm - Business	8,438	2,147	1.0
Loud Music/Party	5,700	1,819	0.9
911 Hang Up/Open Line	4,736	1,558	0.7
Illegal Parking	2,828	1,499	0.7
Person Annoyed	2,499	1,313	0.6
Disturbance - Public	3,431	1,308	0.6
Traffic Accident - with Injuries	1,208	1,182	0.6
Disturbance - Domestic	2,278	1,114	0.5
Total of top 15	**79,109**	**37,210**	**17.9**
Total of all CFS	**117,806**	**57,896**	**27.8**
% of total CFS	**67.2%**	**64.3%**	**64.3%**

Does not include paid time off.

CFS – Reportable Online

Incidents that can currently be reported online:

- Car Accidents *(occurring on private property).*

- Accidental Property Damage.

- Fraudulent Use of Credit Card.

- Harassing Phone Call.

- Identity Theft.

- Lost Property.

- Supplemental Report.

- Theft *(total property value under $1,500).*

- Theft From Vehicle *(total property value under $1,500).*

- Theft of Mail/Packages.

- Vandalism.

- Vandalism to Motor Vehicle.

Call Type	2019	Hours	FTEs
Larceny	3,617	2,206	1.1
Property Damage	790	503	0.2
Stolen Auto	729	501	0.2
Fraud	347	221	0.1
Lost Plate	247	154	0.1
Harassing Phone Calls	133	80	0.0
Lost Article	90	43	0.0
Cashing Bad Check	3	2	0.0
Stripping an Auto	4	1	0.0
Total	5,960	3,709	1.8

Total dispatched CFS	121,974
PPD Hours spent responding to CFS	60,696
% of 2019 dispatched CFS that could be eligible for online reporting	4.9%
% of total PPD hours spent responding to CFS that could be eligible for online reporting	6.1%

Note: Bolded CFS will likely not apply to **all** of the recorded incidents for the following years. FTEs shown do **not** include shift relief factor.

Note: A call for service regarding stolen prescription medicine cannot be filed online. Please see the appendix for information about data limitations and assumptions made regarding calls for service that are currently able to be reported online.

Alarm Calls for Service

- In 2019, PPD began tracking false alarms separately from "resolved on scene" alarm calls in an intentional manner. Prior to this time the two calls types were co-mingled with most "resolved on scene" calls labels as "false alarm."

- However, an updated City ordinance levying fines required the distinction be clear.

- In CY2019, nearly three-quarters of all alarms that PPD responded to were non-emergency alarms (either false or "resolved on scene").*

  - PPD officers spent 2,413 hours or the equivalent of 1.2 full-time officers (without accounting for paid time off) to respond to non-emergency alarms.

- The number of alarm calls decreased during the three-year period; however, business alarms were the main driver of alarm calls – and grew during this period – while residential alarms decreased. PPD reported that a significant number of alarms come from City buildings, mostly school buildings.

Call Type	CY2017			CY2018			CY2019		
	Incidents	Hours	FTEs	Incidents	Hours	FTEs	Incidents	Hours	FTEs
Alarm - Business	7,954	2,152	1.0	8,405	2,115	1.0	8,438	2,147	1.0
Alarm - Panic	646	140	0.1	663	127	0.1	528	98	0.1
Alarm - Residential	5,246	1,157	0.6	5,178	1,097	0.5	4,401	872	0.4
Alarm - Ringing	322	104	0.1	329	103	0.1	294	90	0.0
Total	**14,168**	**3,553**	**1.7**	**14,575**	**3,443**	**1.7**	**13,661**	**3,207**	**1.5**
Total non-emergency alarms							10,280*	2,413	1.2

*Anecdotally, roughly half of all "resolved on scene" calls are non-emergency, so only half of "resolved on scene" calls are represented in "non-emergency" alarm calculations.
Note: response time (hours) is recorded as an average from dispatch to close. FTE estimates were calculated assuming one officer works 2,080 hours per year and only responds to this call type constantly while on duty. The FTE calculation assumes no paid time off. This is a conservative estimate, and the actual number of FTEs would likely be higher given paid time off and other duties that would occupy an officer's time.

Arrest by Type*

- Arrest data includes custodial and non-custodial arrests (e.g., citations and summons.

- In CY2019, 24.3% of PPD arrest did not have a recorded offense is its data system – a consistent result across the five-year period.

- In more than 25% of total arrests, PPD interpreted State law to mandate it to make an arrest.

  - Rhode Island state statue compels an arrest for bolded charges.

  - If including arrests for certain driving without or with suspended license, the percentage of non-discretionary arrests increases significantly.

  - Additionally, all criminal offenses involving a domestic relationship require an arrest with no discretion per state law.

Top 15 Arrests by Type - CY2019	% of Total Arrests - CY2019	CY2015	CY2016	CY2017	CY2018	CY2019	CY2015-CY2019 CAGR
Null	24.3%	811	678	791	965	**962**	4.4%
Driving After Denial, Suspension Or Revocation Of License	13.6%	425	485	576	491	**538**	6.1%
Domestic-Simple Assault/Battery	6.4%	160	150	200	255	**252**	12.0%
Bench Warrant Issued From Superior Court	5.2%	80	76	184	146	**204**	26.4%
Disorderly Conduct	4.8%	132	150	105	135	**190**	9.5%
Bench Warrant Issued From 6th District Court	4.1%	546	385	245	226	**164**	-26.0%
Simple Assault Or Battery	4.0%	181	149	177	166	**160**	-3.0%
Possession Of Schedule I II III	2.7%	109	81	89	114	**105**	-0.9%
Warrant Of Arrest On Affidavit - All Other Offense	2.6%	91	97	105	86	**102**	2.9%
Resisting Legal Or Illegal Arrest	2.5%	92	80	104	72	**97**	1.3%
Manufac/Poss/Deliver Sch 1/II	2.0%	84	86	81	100	**80**	-1.2%
Shoplifting-Misd. - Shoplifting	1.8%	78	74	67	76	**73**	-1.6%
Felony Assault/ Dang. Weapon Or Substance	1.6%	55	58	66	57	**62**	3.0%
Driving After Denial, Revocation Or Suspension For Misd.*	1.1%	6	11	44	39	**45**	65.5%
Driving Under The Influence Of Liquor Or Drugs (=>.08<.1)	1.1%	54	43	26	46	**42**	-6.1%
Top 15 arrests as Percentage of Total Arrests	**77.76%**	**73.06%**	**71.49%**	**72.87%**	**75.58%**	**77.76%**	
Total Arrests	**3,956**	**3,975**	**3,641**	**3,925**	**3,935**	**3,956**	

*Arrest data includes custodial and non-custodial arrests (e.g., citations and summons)
**For 3rd and subsequent offenses.

Arrests by Race and Ethnicity*

- More nuanced analysis beyond the scope of this engagement is required to fully explore arrest practices by race and ethnicity. This information is intended to raise questions to explore rather than definitively answer questions.

- However, PPD captures arrest data by city of residence and the PFM team removed non-Providence residents to examine arrests of City residents.

- When comparing the City's 2019 census demographic data with the FY2019 PPD data on racial and ethnicity of Providence residents who were arrested:

  - 'Black or African American alone' was the only racial category that was over-represented in arrests, relative to its percentage within the city's population (15.3% of population, 33.0% of arrests).

  - 'White alone' accounted 17.7% of arrests and 32.0% of total population.

  - 'Hispanic or Latino (of any race)' accounted for an approximately similar percentage of population and arrests.

PVD Race & Ethnicity - CY2019
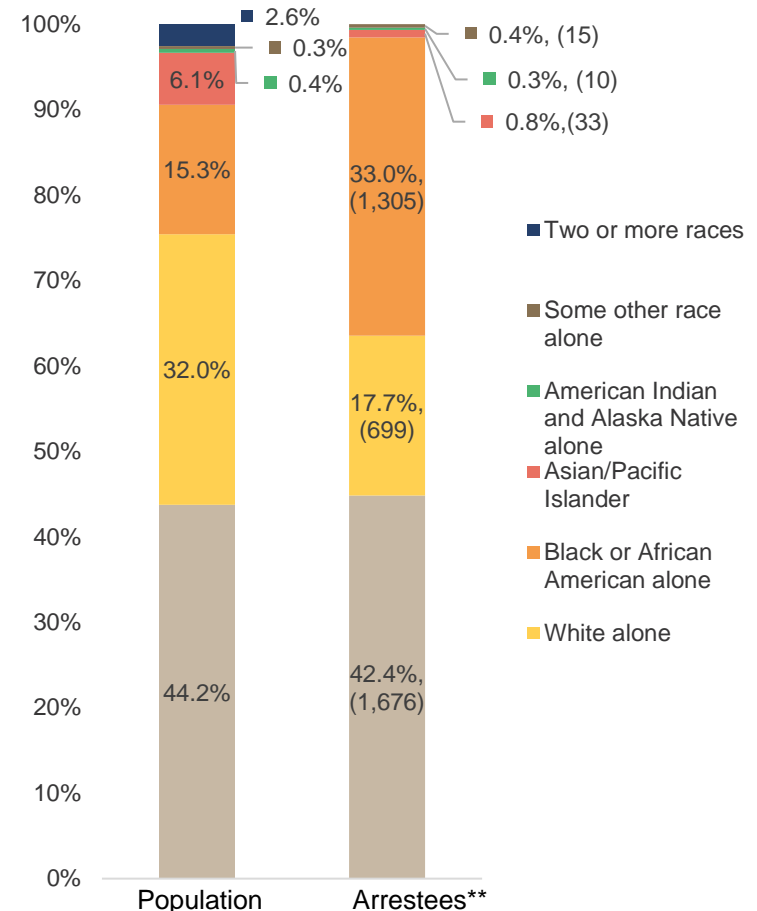
Arrest data includes custodial and non-custodial arrests (e.g., citations and summons).
**PVD Arrest Data excludes 436 arrests that were coded with either unknown or "null" ethnicities in order to ensure that census and arrest data comparisons were as accurate as possible.*

Arrests by Ethnicity and Race (Top 15 Arrest Types)*

% points greater than each race's 2019 census population estimates

+5% points	-5% points
+10% points	-10% points
+15% points	-15% points

- Non-discretionary arrests by State law have a meaningful impact on the racial composition of PPD arrests – particularly among Black individuals.

  - Of the 2,114 arrests (excluding Null) in the top-15 arrest types, 1,008 arrest (47.7%) were for license offenses or warrants issued by courts.

- Black individuals were generally arrested at a share of offenses by several percentage points greater than their 15.3% share City population.

- White individuals were generally underrepresented as a share of arrests when compared to share of City population.

  - Within the top 15 arrest types, White individuals were never overrepresented as a percentage of total arrests.

- Hispanic individuals (of any race) were arrested closest to their representative percentage of the population (44.2%).

Top 15 Arrests by Type - CY2019	Total-CY2019	Black alone Arrests (%)	White alone Arrests (%)	Hispanic or Latino (all races) Arrests (%)
Null	962	31.6%	18.7%	41.8%
Driving After Denial, Suspension Or Revocation Of License	538	32.7%	6.1%	53.3%
Domestic-Simple Assault/Battery	252	30.6%	16.3%	46.0%
Bench Warrant Issued From Superior Court	204	37.7%	31.4%	28.4%
Disorderly Conduct	190	39.5%	13.2%	38.4%
Bench Warrant Issued From 6th District Court	164	34.1%	30.5%	32.3%
Simple Assault Or Battery	160	35.0%	16.3%	42.5%
Possession Of Schedule I II III	105	31.4%	24.8%	39.0%
Warrant Of Arrest On Affidavit - All Other Offense	102	43.1%	14.7%	36.3%
Resisting Legal Or Illegal Arrest	97	43.3%	17.5%	32.0%
Manufac/Poss/Deliver Sch 1/II	80	28.8%	12.5%	52.5%
Shoplifting-Misd - Shoplifting	73	31.5%	19.2%	35.6%
Felony Assault/ Dang. Weapon Or Substance	62	29.0%	12.9%	51.6%
Driving After Denial, Revocation Or Suspension For Misd.	45	37.8%	13.3%	44.4%
Driving Under The Influence Of Liquor Or Drugs (=>.08<.1)	42	9.5%	19.0%	61.9%

*Arrest data includes custodial and non-custodial arrests (e.g., citations and summons)
Arrest Data is for PVD residents only and excludes 436 arrests that were coded with either unknown or "null" ethnicities in order to ensure that census and arrest data comparisons were as accurate as possible.

Use of Force (UOF)

Limitations of Data

- Among the 61.5 million U.S. residents age 16 or older in 2018 who had contact with police during the prior 12 months, 1.3 million (2.1%) experienced threats or use of force (including handcuffing) from police.

- Viewing PPD data through this lens, it would mean that — if PPD reflected national estimates — there would have been between 1,700 and 2,550 instances of PPD UOF *and* threats of UOF in 2019.

- The Department's limited data suggest that PPD may use force at a lower rate than the results of the national study.

- However, this anecdotal information cannot be confirmed with current data.

  - PPD attempted in good faith to provide data; however, its current UOF tracking system did not accurately count data – partially a result of personnel errors and system limitations/errors.

- PPD is aware of this challenge, and it is both mandating training on UOF entry and track as well as implementing a new data system that will allow for robust, real-time reporting.

- Going forward, the department will switch use of force data systems. The new system will allow for more robust data and tracking. Additionally, training and standardization of reporting and data entry will improve the quality and reliability of data.

- It is critical that transparent and regular reporting of UOF occurs so that PPD, residents, and stakeholders can understand important trends in UOF in Providence.

PPD Collective Bargaining Agreement

Police Collective Bargaining in Rhode Island

- Under state law, Providence and other local governments are limited in certain aspects of collective bargaining and discipline.
  - The Rhode Island Law Enforcement Officers Bill of Rights (LEOBOR), originally signed into law in 1976, "protects officers accused of misconduct, preventing them from being immediately fired or put on leave without pay, and allowing their continued employment to be decided by a panel of other police officers."*
    - The law dictates significant terms of misconduct review and discipline of law enforcement officers – providing exceptional employee rights that can be viewed as infringing on city, town, and resident rights, including:
      - Limiting aspects of civilian oversight.
      - Maximum period for summary discipline is two days without triggering LEOBOR process.
      - Hearing committee composition that can limit transparency and accountability.
      - Imposing a gag rule on local governments for non-criminal investigations into officer conduct (pre-decision).
  - In June 2020, a special legislative task force was convened to analyze LEOBOR and deliver recommendations on potential changes to the law.
    - The City's Police Chief and the Executive Director of the Providence External Review Board were members of the Task Force.

*Sources:*http://www.rilin.state.ri.us/pressrelease/_layouts/RIL.PressRelease.ListStructure/Forms/DisplayForm.aspx?List=c8baae31%2D3c10%2D431c%2D8dcd%2D9dbbe21ce3e9&ID=371023&Web=2bab1515%2D0dcc%2D4176%2Da2f8%2D8d4beebdf488;
According to a presentation by the National Conference of State Legislatures, nineteen states have some form of a LEOBOR,
http://www.rilegislature.gov/commissions/leobr/commdocs/NCSL%20Widgery%20Policing%20Slides%20July%202020%20Final%20RI.pdf.

Overview of FOP Tentative Agreement

- Sworn police employees are members of Providence Lodge #3, Fraternal Order of Police (FOP) for collective bargaining purposes.

- All sworn personnel are members of the FOP _except_ for the Department's leadership (Chief, Deputy Chiefs, Majors) – meaning important management functions are carried out by members of the bargaining unit.

- In early 2021, the City and the FOP reached a tentative four-year agreement running (retroactively) from July 1, 2019 through June 30, 2023.

- As of early February 2021, the tentative agreement has been ratified by the FOP and must be ratified by City Council before taking effect.

- The tentative agreement includes meaningful changes to FOP member pension contributions, creates an OPEB Trust, changes healthcare place structure, and increases co-shares for active and retired members.

- The tentative agreement provides wage increases of:
  - 7/1/19 – 4.5%.
  - 7/1/20 – 4.5%.
  - 7/1/21 – 4.5%.
  - 7/1/22 – 3.75%.

Overview of FOP Tentative Agreement

- As part of the tentative agreement, FOP members will scale up pension contributions from the current 8.0% of pension base salary to 13.5% of pension base salary during the term of the agreement.

  - Preliminary City estimates suggest that this change alone reduces the City's long-term pension liability by $25-$30 million.

- The tentative agreement also outlines important changes to employee healthcare contributions and retiree health insurance premiums.

  - The tentative agreement adds two additional coverage categories (as of March 1, 2020):

    - Individual.

    - Family.

    - Individual + Spouse (new category).

    - Individual + Children (new category).

  - Retiree healthcare coverage categories remain the same (Individual and Family), but contribution payments increase.

- Given the significant collective bargaining constraints faced by local governments in Rhode Island, the tentative agreement represents substantial change and progress.

Overview of FOP Tentative Agreement

- A number of terms set in the lapsed CBA remain in the tentative agreement, including several that have significant impacts on the Department's staffing, structure, and operations.

- Provisions for paid time off also impact daily operations because when uniformed personnel do not work a scheduled shift, callback is required.

- Promotional and testing practices significantly weighted toward "good test taking" and lack test differentiation between certain ranks.

- Additional items largely governed by the CBA include:

  - Minimum staffing level per shift.

  - Seniority-based assignments, shift-bidding, etc.

  - Overtime and call back terms.

  - Paid detail structure.

  - Membership of bargaining unit.

    - Superior officers are part of the same bargaining unit as those whom they supervise.

A Prevention-First Approach to Safety and Justice in Providence

A Prevention-First Approach to Safety and Justice in Providence

- Based of the analyses in the preceding sections, the following pages detail a series of options to help the City shift toward its goal of a prevention-first approach to public safety that creates a healthier, safer, and more just Providence.

- Consistent with a prevention-first approach to safety and justice, the presented options detail opportunities to:

  - Improve outcomes for safety and health and reduce demand for police department services and fire departments services.

  - Identify long-term cost savings from prevention efforts that can be re-invested in safety and justice.

  - Efficiently deploy scarce and costly uniformed staff consistent with strong fiscal and operational stewardship.

  - Implement a strategic approach to local resource allocation and budget decision-making by treating outcomes and results – not the size of individual departmental budgets – as the measures of success.

A Prevention-First Approach to Safety and Justice in Providence

- Critical aspects of the plan require that the City contemplate:
  - Creating a new Office responsible for "whole of government" coordination of community engagement which builds upon the PPD's community engagement efforts, but frees PPD to be a "spoke" in the delivery instead of the "hub."
  - Increasing PFD operational efficiency and prioritizing prevention-first EMS services through rebalancing and increasing staff and resources.
  - Creating alternative responses for certain PPD calls for service (e.g., mental health, substance abuse, chronic homelessness, etc.).
  - Utilizing different approaches to call management strategies.
  - Focusing future collective bargaining efforts to drive promotional and operational changes.
  - Increasing the use and public reporting of performance data.
  - Advocating for meaningful changes in state law and policies.
- Regardless of the combination of options that the City chooses to pursue, efforts will take time to achieve – and are best structured and implemented as a part of a comprehensive multi-year approach to a healthier, safer, and more just Providence.

A Prevention-First Approach:

Re-thinking the Hub and Spoke Model of Public Safety

Re-thinking the Hub and Spoke Model of Public Safety

- PPD is a national leader in community policing – and one of the first community policing agencies in the nation. The Department's commitment to, and embrace of, this policing model permeates all staffing levels.

- The community policing model places PPD at the hub of neighborhood activity to help coordinate community needs that stretch beyond policing (e.g., resident demands for other City services that include parks, traffic, schools, etc.).

  - The theory behind community policing is that close police relationships with those it serves will afford better prevention and reduction of crime and promote safety.

  - The approach has been important to build strong relationships with residents and neighborhoods.

- A challenge of community policing is that it asks police to coordinate responses to myriad challenges within a community – many of which are not crime-related and could be delivered by civilian personnel or partners.

  - This can expand the footprint of the criminal justice system and create a natural tension between the ability to fully serve as the "hub" of City services and fiscal restraint.

PPD

Parks, Recreation

Public Works

Housing, Codes

Schools

Business and Community Engagement
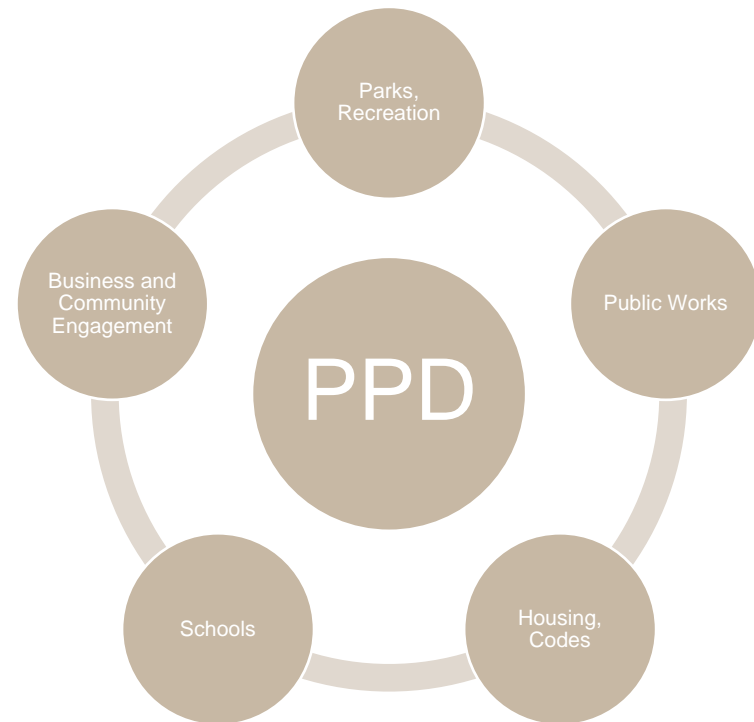
Re-thinking the Hub and Spoke Model of Public Safety

- Many communities have expressed a desire to reduce unnecessary police responses and more closely focus police resources on preventing and solving crime.

- At this inflection point, Providence can transition from "community policing" to "community health, safety, and justice."

- This shift would change the responsibility for neighborhood engagement and coordination from PPD to a new entity, while PPD would remain a critical spoke in the hub of government response and still operate on a community basis in conjunction with other service providers.

- Achieving this transition will take time.

  - Associated policy and operational changes are best contemplated as part of a deliberate multi-year implementation strategy.
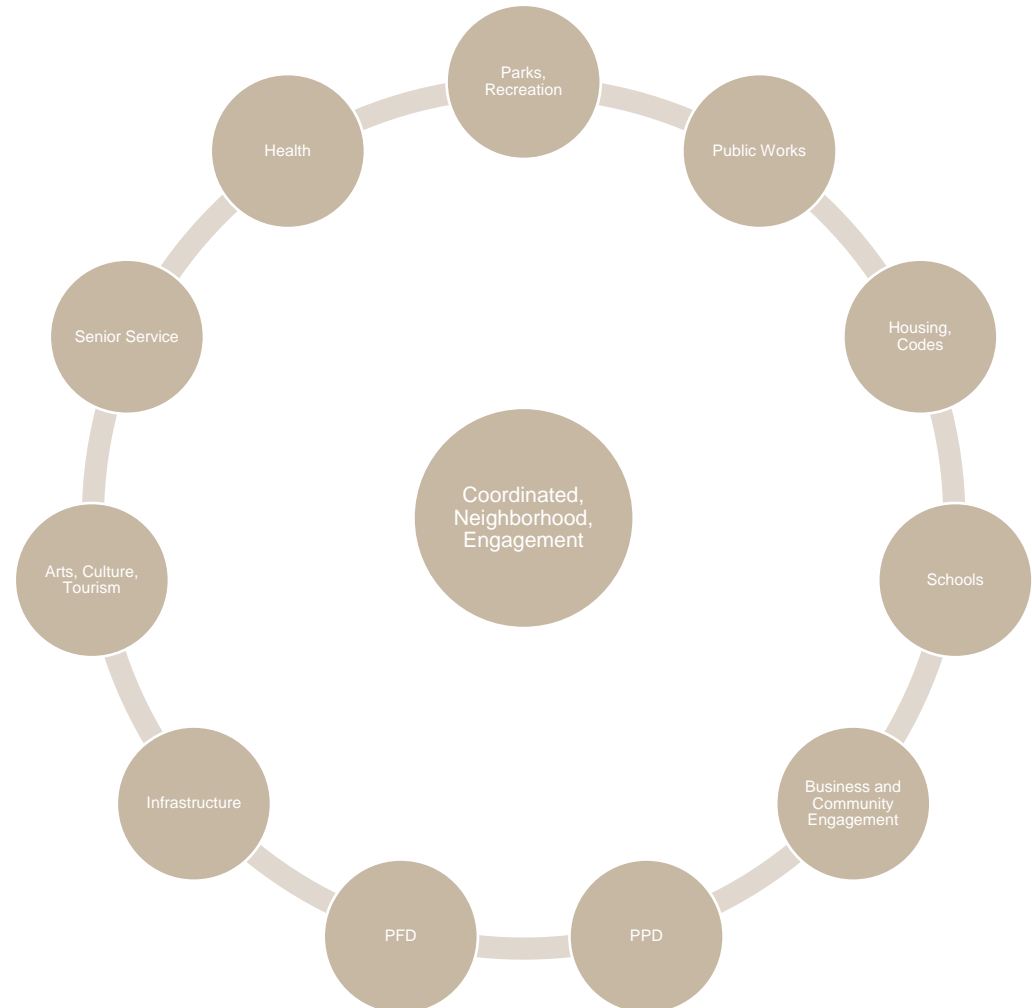
Central hub: Coordinated, Neighborhood, Engagement

Spokes: Parks, Recreation; Public Works; Housing, Codes; Schools; Business and Community Engagement; PPD; PFD; Infrastructure; Arts, Culture, Tourism; Senior Service; Health

Re-thinking the Hub and Spoke Model of Public Safety

Create an Office of Neighborhood Services

● A new Office of Neighborhood Services could become the City's hub for community engagement and response, building off PPD's decades of community policing.

● The new Office would be responsible for serving as the coordinating "hub" for City services for its neighborhoods, including but not limited to:

- Parks & Recreation.
- Housing/Codes.
- Police.
- Fire/EMS.
- Capital.
- Public Works.
- Healthy Communities.
- Arts, Culture, Tourism.
- Senior Services.

● Current departments would continue to provide their respective services, but the new Office would coordinate departments' activity and manage outcomes for City services to neighborhoods.

● The Office would be the led by a senior appointed official who would manage a third-party vendor (or vendors) responsible as the designated first responder(s) for current fire, EMS, and police calls for service involving mental health, substance abuse, chronic homelessness – as well as providing follow-up victim services.

- Contracted entities should be engaged through performance-based contracts and could be required to employ a minimum percentage of city residents.

Re-thinking the Hub and Spoke Model of Public Safety

Create an Office of Neighborhood Services

- The Office could be housed within the City's Department of Human Services with a Director reporting through the City's CAO. It is imperative that the Director have full executive authority to coordinate departmental activities.

- The Director could oversee the phased-in implementation of approximately four City-employed community organizers responsible for integration and coordination of City activity and services in specific regions of the City.

- One of the first efforts of the Office should be to work with the Public Safety Department to capture the frequency, time of day, day of week, and location of calls involving potentially divertible response.

  - Currently, this information is not readily available.

  - Contract partners would appropriately want to review and understand the potential need for services before contracting with the City.

  - Similarly, these data would help the City to better assess the potential PPD and PFD impacts on operations, budget, and personnel.

Re-thinking the Hub and Spoke Model of Public Safety

Create an Office of Neighborhood Services

- From an operational and efficiency standpoint, an Office of Neighborhood Services could:
  - Integrate a "whole of government" response to neighborhood needs.
    - Neighborhoods do not have just one challenge or needs, but rather multiple, interrelated needs.
      - For instance, the City's recent Climate Justice and Comprehensive Housing Plan are critical pieces of work that should inform the Office's efforts – aligning City planning, spending, and services in a cohesive, strategic manner.
  - An Office that coordinates City government resources, can improve safety and justice at a similar or lower fiscal cost than the current service delivery model for key areas such as:
    - Health equity needs are served (see PFD recommendations).
    - Absentee landlord and codes issues are addressed.
    - Sidewalks, lighting, and recreational safety are uniformly available.
- The Director should have wide latitude, but concrete performance metrics, to enhance cross-cutting efficiency, coordination, and service delivery that meets community and neighborhood needs.
- This process will be best served by a routine and open performance data reporting structure (perhaps modeled after New York City's NeighborhoodStat process and Kansas City's Neighborhood Dashboard).*
  - NeighborhoodStat would create key City-wide and neighborhood-specific performance indicators that would be regularly used to manage and report on all City government neighborhood activity.

Re-thinking the Hub and Spoke Model of Public Safety

Create an Office of Neighborhood Services

- The City should take a phased-approach to standing up the Office of Neighborhood Services beginning in FY2022.

- In FY2022, a Director and two community organizers should begin work standing up the office, assuming primary day-to-day responsibility for coordination of City services in neighborhoods, creating a platform for NeighborhoodStat, and managing the planning stage of the City's alternative response model.

- In FY2023 and beyond, along with building out its neighborhood-level coordination, the Office should expand to a total of four community organizers and coordinate the introduction of equity into the City's budgeting, capital program, service delivery.

- Given the Office's coordination role, it is assumed that additional City resources budgeted in other departments will be available to assist in its mission without adding to its cost.

  - Additionally, cost estimates may change meaningfully if the City elects to pursue a different organization of the Office or a different set of responsibilities.

> **Create and Office of Neighborhood Services**
> - **Year of Implementation** – FY2022
> - **Cumulative Fiscal Impact Through FY2026** – -$2.5M* (cost)
> - **Mechanism of Change** – City Controlled Operations and Policies

Note: fiscal impact estimate only represents personnel costs.

Opportunities for Alternative Approaches

- The PFM team considered a multitude of various investment ideas.
- The recommendation to create an Office of Neighborhood Services stems from the belief that City funding for public safety can be better coordinated and targeted.
- Before exploring other worthy investment ideas, Providence should focus on coalescing its current functions and spending in a manner consistent with its policy goals.
  - Following sections of this report detail alternative approaches for PFD and PPD operations/services.
  - These identified approaches provide options to improve the fiscal and operational efficiencies of the departments – some which can be done quickly and produce immediate results and others that will require time and cooperation beyond the control of City government.
- With a more efficient, effective, and transparent approach to City spending on health, safety, and justice, Providence can then better assess subsequent investment needs and reinvest savings in "prevention-first" activities.
- Alternative investment ideas to increase health, safety, and justice could be pursued in isolation from, or in tandem with, the Office of Neighborhood Services – such as:
  - Universal pre-K.
  - Workforce training.
  - Supportive housing.
  - Capital improvements in historically underinvested neighborhoods.
  - Social support services.

A Prevention-First Approach:

Providence Fire Department Opportunities for Alternative Approaches

A Prevention-First Approach to Safety and Justice – Summary of PFD Options

- While there are ample budgetary reasons to make changes to PFD operations, the policy reasons are equally – if not more – important when thinking about providing services to residents.

- However, Rhode Island state law and the IAFF collective bargaining agreement significantly limit the City's ability to achieve efficient and equitable fire and EMS service delivery.

  - Under state law, Providence and other local governments are limited in certain aspects of collective bargaining, operations, and discipline.

  - H5662, signed into law in 2019, limits the overtime threshold for firefighters to 42 hours per week.

    - This effectively limits the ability for Rhode Island fire departments to operate with a 3-platoon structure (common in other parts of the country) without unsustainable overtime costs.

  - The interest arbitration process and resultant decisions tilt toward the benefit of public safety bargaining units – leaving the municipalities little ability to achieve reforms without the agreement of employees, even when the reforms are prudent and cost- and operationally-efficient.

  - A 2016 Rhode Island Public Expenditure Council study found that the state had the highest per capita spending on fire protection services in FY2016 among the 50 states – more than 2x the national average.

A Prevention-First Approach to Safety and Justice – Summary of PFD Options

- To be clear, there are more cost-effective ways to provide fire and EMS services in Providence, though most are explicitly or implicitly prevented by State law, the IAFF collective bargaining agreement, or both.

  - For instance, if the sole objective was to identify cost savings, a 3-platoon structure would significantly reduce headcount, but is cost prohibitive given the new state law and collective bargaining agreement.

  - A reduction in minimum staffing is warranted and can meaningfully reduce expenses but is tied to the IAFF collective bargaining agreement.

  - In essence, State law and CBA create a situation where an inefficient, expensive, and outdated service delivery model consumes taxpayer funding that could otherwise be spent on other community needs.

- The best approach to meet both policy and fiscal goals is to sustainably reduce demand for fire and EMS services – meaning that a safer and healthier Providence will also be less costly if the City is able to make structural changes to the CBA and state law.

A Prevention-First Approach to Safety and Justice – Summary of PFD Options

- PFD should change its organization and orientation from a Fire Department that also provides EMS services to an EMS Department that also provides fire services.

- In the last century, the advent of sprinkler technology, building codes, fire alarms, and fire prevention education have led to significant reductions in structure fires.

- Building on these "prevention-first" policy approaches, PFD should focus on the 21st century equivalent of prevention-first efforts to increase health and reduce EMS call volumes.

- From an EMS standpoint, this means:

  - Expanding the City's nascent work in mobile integrated health and community paramedicine to meet neighborhood-specific health needs informed by data (for instance, the City Health Dashboard).

  - Hiring/assigning one or more registered nurses to 911 dispatch – instead of firefighters – to help coordinate/schedule doctor appointments and deal with medication issues over the phone.

  - Coordinating funding for ride share, taxi fare, and/or bus fare to transport frequent users to their medical appointments.

  - Pursuing state authority to bill for transports to entities other than hospitals (including community health centers, behavioral health centers, etc.).

- From a PFD-wide standpoint, this means:

  - Re-organizing personnel and operational resources to more efficiently deliver services.

  - Increasing its use of data to better and more efficiently drive a prevention-first strategy.

Option 1: Expand Prevention-First Health Services

- PFD experienced anecdotal success with its Mobile Integrated Health (MIH) program to divert BLS calls from ALS units and hospital emergency rooms, but the program was halted due to the COVID-19 pandemic.*

  - While the effort was operational, a single SUV was staffed with 2 Rescue Lieutenants with EMT equipment assessed BLS calls 40 hours per week.

  - In partnership with the Providence Community Health Center (PCHC), the MIH unit diverted transports to PCHC's Express Clinic rather than a hospital emergency room.

    - Prior to the pandemic, PFD leadership reported a 30.0% diversion rate to the Express Clinic.

- Expanding this program – *by rebalancing the number of rescue units per shift, not adding to minimum staffing* – to include additional vehicles and external clinicians who are trained in social and biobehavioral response could increase the level of service patients receive and help drive down the Department's increasing BLS (non-life threatening) workload.

  - This would also require a change to the CBA.

- PFD leadership suggested that a program using 4 SUVs, staffed with at least one PFD EMT and an external partner clinician, could focus on calls for lower acuity conditions.

- Additionally, PFD could be a partner for the co-response model currently used by PPD. Rather than sending police to certain calls, firefighters could respond to certain calls – with or without a co-responder. This could add a medical and transport capacity to services that otherwise would not exist.

Select examples of other mobile integrated health programs used by are cities are available in the appendix.

Option 1: Expand Prevention-First Health Services

- If the City and bargaining unit are unable to reach an agreement to reducing/rebalancing minimum staffing to provide better EMS services, Providence could consider full-civilianization of EMS by reducing the number of firefighters to only staff fire suppression services.

  - Other cities provide a civilian EMS response services.

  - Anecdotal conversations with PFD staff suggested that while every firefighter must serve on a rescue during their career, few firefighters elect to remain in the function.

  - If many firefighters are not interested, it is worth exploring whether non-uniformed staff are best positioned to perform these critical services, allowing the City to move away from an expensive service model that does not appeal to current staff.

- Civilianizing EMS services would result in a reduction of minimum staffing – driving significant savings – which could be reinvested in civilian personnel or a contractor to provide EMS and response.

Option 1: Expand Prevention-First Health Services

- Regardless of how MIH is expanded, one challenge for this model (and the co-response model) is the inability to receive payment from Medicaid or private insurance for transport to the PCHC Express Clinic, a regulation that must be amended at the state level.

- Absent a change in state law, the City – either through PFD or another department – could explore opportunities to subsidize or fund transportation for frequent users to attend doctor appointments and appropriate treatment providers (e.g., Uber, Lyft, taxi/bus fare, etc.).

- This prevention-first effort would be aimed at reducing the calls for service from frequent users (data that PFD should be able to track and analyze). If successful, it would be significantly cheaper to ensure transportation access to doctor appointments than to provide multiple EMS transports and responses.

  - This effort could be structured as a partnership with the new Office of Neighborhood Services and any alternative response entities for mental health, substance abuse, and chronic homelessness.

- Another prevention-first health service options for the PFD to consider is hiring/assigning one or more registered nurses to 911 dispatch – instead of firefighters – to help coordinate/schedule doctor appointments and deal with medication issues over the phone.

  - Contracting for this function could provide more flexible options for beta-testing purposes.

Option 1: Expand Prevention-First Health Services

- An alternative – or complimentary – approach to re-organizing services and capacity to better respond to medical calls, is to invest more in prevention.

- Through the new Office of Neighborhood Services, Providence should explore a partnership with the State or philanthropy to increase the Community Health Worker (CHW) program generally – and multi-lingual efforts specifically – in those parts of the City with the poorest performance in health outcomes.

  - The American Public Health Association defines a CHW as a "frontline public health worker who is a trusted member of and/or has an unusually close understanding of the community being served. This trusting relationship enables the CHW to serve as a liaison/link/intermediary between health/social services and the community to facilitate access to services and improve the quality and cultural competence of service delivery."

- A Center for Disease Control analysis found that "[M]uch evidence suggested that CHWs provide chronic disease care services... For example, the Institute of Medicine suggested that CHWs be used to prevent and control chronic diseases, including hypertension." CHW programs are also relatively low cost and may be funded in part by Medicaid.

- A 2017 study for the State of Nevada found that the among participants in a pilot CHW program, there were declines in the number of acute admissions, acute readmissions, emergency room visits, and urgent care visits, and average medical and prescription costs per member per month.

Option 1: Expand Prevention-First Health Services

- There are myriad opportunities for Providence to take prevention-first approaches to improve outcomes and reduce costs.

- All efforts require robust data to inform operations. Much of this data is not readily available.

- Without robust City-wide data, based on other cities and anecdotal information from staff, the needs of Providence residents fit with policy goals of health justice and health equity – meaning additional proactive interventions are prevention-first oriented *and* meet City goals of inclusive, equitable service provision.

- As part of the City's broader efforts through a new Office of Neighborhood Services, PFD, the Office of Healthy Communities, the Schools Department, Senior Services, and other City departments, it should create a centralized hub of health information and data.

  - This data should be synthesized into several high-level health indicators (samples can be found on www.cityhealthdashboard.com) and mapped to identify neighborhoods with worst health outcomes.

  - The primary key performance indicators should be part of the central reporting data from NeighborhoodStat.

Option 1: Expand Prevention-First Health Services

- Absent changes to the collective bargaining agreement and state law the City's ability to generate meaningful savings or revenue from prevention-first health activity is constrained.

- However, it can drive better, outcome-oriented services for residents.

- As the City and PFD consider the 21st century iteration of its delivery of services, it should work with government and private insurance providers, hospitals, and residents to identify opportunities for PFD to play a significant role in delivering critical health services – including opportunities to generate a sustainable funding stream to do so.

- The following initiatives in this section detail opportunities to reduce PFD operational costs – funding that could be invested in more robust community health prevention or other priorities to increase safety and justice in the City.

Potential Benefits from MIH-CP	
City/Local Government	Whether a city is providing EMS services itself or subsidizing/partnering with a third party, reducing the cost of inefficient transports (and associated time and staffing requirements) is of significant interest to many jurisdictions seeking a more cost-effective and cost-efficient approach to enhance patient outcomes.
Hospitals	Hospitals are heavily penalized for patients readmitted within 30 days of discharge and therefore have direct incentive to partner with EMS providers to mitigate readmissions and maintain discharged patients in a community setting (e.g. MIH-CP), thereby, avoiding costly penalties.
Insurance Providers	Insurance providers may often be the fiscal winners. MIH-CP cost savings break disproportionately to insurers, who avoid major health expenses for patients with complex needs –through fewer transports, community-based interventions and case management as well as reduced hospital readmissions.
Patients	MIH-CP gives paramedics broader discretion to provide effective, patient-centric care, avoiding a costly service and increasing likelihood that patients will receive appropriate, timely, and personalized care and case management.

Option 2: Conduct Comprehensive Deployment Analysis

- Given the combination of PFD's role in driving the City's operating budget and its EMS-driven workload, to better align resources with a prevention-first approach, the City should engage an independent entity to perform an in-depth, data-driven PFD deployment analysis.

- The analysis would provide critical information to better align resource allocation with service needs and drive a data-informed process to improve efficient delivery of important services.

  - For example, PFD's 7 Rescues – staffed with approximately 16% of PFD's daily minimum staffing – handle 40% of the Department's apparatus runs.

  - The analysis should assess:

    - PFD's operational performance based on workload, deployment patterns, response capacity, and response times using detailed CAD data with GIS capabilities.

    - The Department's operational and fiscal impacts of different deployment and staffing models -- including critical assessments of risk and services based on demographics, development patterns, and known hazards.

    - A simulation of alternate deployment models (including additional options for contemplated in this report) and associated impacts on performance, equitable delivery of services, and budget.

Conduct Comprehensive Deployment Analysis

- **Year of Implementation** – FY2022
- **Cumulative Fiscal Impact Through FY2026** – -$150,000 (cost)
- **Mechanism of Change** – City Controlled Operational Decision

Option 2: Conduct Comprehensive Deployment Analysis

- A deployment analysis would allow the City to accurately quantify fiscal impact of operational changes.

- Benchmarking data on incidents and operational metrics suggest PFD fire staffing is higher than many peer cities. This results in a more costly system with little flexibility to adjust staffing based on service demand needs. Possible adjustments include:

  - Elimination of additional fire companies.

  - Reduction in minimum staffing levels.

  - Consolidation of fire stations.

- **The initiatives discussing apparatus consolidation and minimum staffing and civilianization should be considered for illustrative purposes only. These initiatives represent the types of operational changes and potential cost savings that may emerge from a comprehensive, data-driven PFD deployment analysis.***

Discussion of matching organizational structure and staffing to workload demands can be found in the appendix.

Option 3: Apparatus Consolidation

- Building off the in-depth deployment analysis, and as a continuance of 2017 consolidations, the City should review the potential for additional apparatus consolidation due to low workload demand.
  - In 2017, PFD decommissioned Engine 4, Engine 5, and Ladder 4.
- Based on PFD's workload demand, there may be an opportunity to farther consolidate ladder companies.
  - In 2019, Ladder 8, Ladder 3, and Ladder 5 had three lowest workloads of PFD apparatuses.
  - Each apparatus had a lower number of runs in 2019 than Ladder 4 had in 2016 prior to decommissioning.
- With one ladder company per 0.4 square miles, PFD has double the ladder coverage compared to median benchmark cities. The higher number of ladders and engines drive minimum staffing numbers and costs.
- Any consolidation will need to evaluate the apparatus' response district, impacts on remaining apparatus workloads, and include review of NFPA response standards.
- Ladder 8, Ladder 3, and Ladder 5 are all staffed with three Firefighters per shift.

Company	2015	2016	2017	2018	2019	2015-2019 Average	2015-2019 Average Per Day
LADDER 8	1,319	1,275	1,750	2,028	1,901	**1,655**	**5**
LADDER 3	1,390	1,402	1,675	1,860	1,842	**1,634**	**4**
LADDER 5	1,455	1,359	1,517	1,847	1,844	**1,604**	**4**
LADDER 4 *(decommissioned in 2017)*	**1,955**	**1,937**	**N/A**	**N/A**	**N/A**	**1,946** *(2015-2016 only)*	**5** *(2015-2016 only)*

Option 3: Apparatus Consolidation

- Decommissioning one apparatus would reduce daily minimum to 85, while decommissioning two apparatus would reduce daily minimum staffing to 82.

- Due to PFD's four platoon structure, the 12 personnel impacted by decommissioning one ladder could be redeployed to increase EMS capacity, serve as built-in callback coverage for their platoons, or other fire- and health-based preventative efforts.

  - If two ladder companies are decommissioned, 24 personnel would be impacted.

- Any changes to PFD's minimum apparatus standards and daily minimum standards must be negotiated as part of IAFF Local 799's collective bargaining agreement, which runs through FY2022.

  - As a result, any potential savings cannot not be realized until FY2023.

- The reduction in apparatus could also be an opportunity to identify station consolidation and consider a capital program that might reduce the number of fire stations but build new stations in better locations (e.g., low health outcomes, high fire risk, etc.) to improve prevention-first service delivery.

  - Working with the new Office of Neighborhood Services, this capital approach could also identify opportunities to invest in traditionally under resourced areas of Providence to ensure capital and operating dollars are spent on prevention-first investments (e.g., parks, recreation centers/programming, availability of healthy food, code enforcement, etc.) in an equitable manner.

Option 3: Apparatus Consolidation

● For contextual purposes, if the City decommissioned 2 apparatuses, it could reduce overtime, reduce the need for backfills, expand prevention-focused EMS services, or a combination of both, and save up to $2.7M annually.

● Eliminating one apparatus would result in savings of approximately $1.35M annually.

> ### Apparatus Consolidation
>
> – **Year of Implementation** – FY2023
> – **Cumulative Fiscal Impact Through FY2026** – $5.7M (1 apparatus) to $11.4M (2 apparatuses)
> – **Mechanism of Change** – Collective Bargaining; Operational Policy

Option 4: Dedicate Uniformed Personnel to Emergency Response Services

- The most effective way to balance response time needs and scarce fiscal resources is to assign firefighters to fire suppression or EMS duties instead of administrative duties.
  - A review of all the following functions and positions should be included as part of a comprehensive deployment analysis.
- The CBA and historical precedent result in PFD having too many uniformed personnel serving in support functions rather than performing emergency response services.
  - Bureau of Operational Control (dispatch) – 1 Fire Captain and 5 Fire Lieutenants.
    - PFD dedicates 6 personnel for dispatch compared to a single uniformed Police Officer for PPD dispatch. PPD's sworn FTE is primarily responsible for reporting data and incident recording.
    - Additional civilian staff could be hired in the Department of Communications to absorb the Bureau of Operational Control's dispatch services.
  - Fire Prevention Bureau – 5 Firefighter Plan Reviewers; PFD also employs civilians in this function.
    - The City could fully transfer the service – with any necessary civilian positions – to the Department of Inspections and Standards. Pending the outcome of the deployment and workload analyses, there may not be a need for additional civilians to backfill reassigned uniformed staff with civilian positions.
  - Supply Division – 1 Person-in-Charge Supply Room, 1 Person-in-Charge Carpenter Shop, 1 Air Supply Technician.
    - Given modern operating standards for the fire service, it is likely that these three positions are no longer necessary and could be eliminated.

Option 4: Dedicate Uniformed Personnel to Emergency Response Services

- Uniformed personnel assigned to non-emergency response carry significant salary costs and have emergency response experience – approximately $1.5M in FY2021. ($1.1M in salaries and $0.4M in benefits).

  - Given the ability for services to be performed by less costly civilian staff, staffing these positions with trained, uniformed firefighters is effectively an expensive subsidy for uniformed staff.

- In addition, the positions do nothing to impact the EMS demand that drives that Department's workload.

  - Redeploying personnel to activities that directly impact the Department's EMS workload, such as increased community paramedicine (e.g., expansion of Mobile Integrated Health) would better allocate resources to meet needs.

- If the City civilianizes 11 uniformed positions and eliminates three uniformed positions, through FY2026, it could cumulatively repurpose or attrit approximately $1.8M in personnel resources.

- The City would need to negotiate these changes as part of the next collective bargaining agreement.

  - Any potential savings from the civilianization or elimination of these positions cannot be achieved until FY2023 at the earliest.

Dedicate Uniformed Personnel to Emergency Response Services

- **Year of Implementation** – FY2023 (Elim. 3 redundant position) and FY2024 (Civilianization)
- **Cumulative Fiscal Impact Through FY2026** – $1.8M
- **Mechanism of Change** – Collective Bargaining; Operational Policy

Option 5: Enhance Data-Driven Management and Decision Making

- PFD has worked to improve its technology and data quality, including the expected launch of a modern CAD system in April 2021.

- To date, the Department does not look at workload or response time data at regular intervals, and the only public product that illustrates PFD's performance are its Annual Reports, which have not provided consistent data in recent years.

- After the new CAD system is fully implemented and data reporting capabilities assessed, PFD should establish a routine approach to review and report performance data internally and publicly.

  - Nationally, many fire departments have established "FireStat" performance management on their own or as part of larger performance reporting structure.

  - The Hartford Fire Department publishes a monthly FireStat report on its website that provides comprehensive performance data including analysis by district and tour.

- FireStat or similar program may require investment, but the sum depends on the capabilities of the new CAD system and City technology.

- In addition to creating a public facing dashboard, PFD should be a key contributor of data to the new Office of Neighborhood Services' NeighborhoodStat efforts.
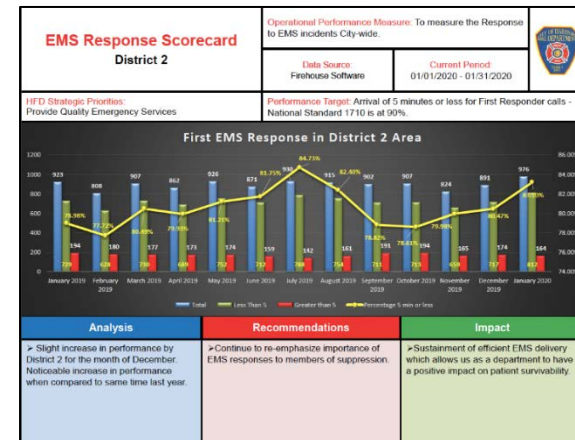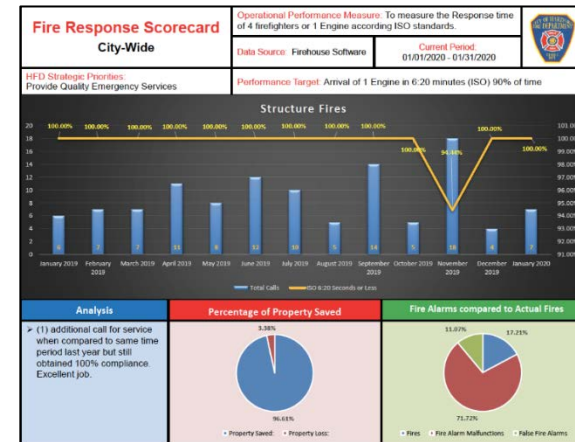
A Prevention-First Approach to Safety and Justice – Summary of PFD Options

- Summary of Fire Department Options
  - *City Controlled Operations and Policies*
    - Conduct comprehensive deployment analysis.
    - Enhance data-driven management and decision making.
  - *Requires Collective Bargaining*
    - Consolidate additional apparatus.
    - Dedicate Uniformed Personnel to Emergency Response Services.
    - Expand Prevention-First Health Services.
  - *Not Under Direct City Control*
    - Seek authority to bill for transport to non-hospital providers.
    - Advocate for changes to state law related to collective bargaining rights and fire overtime threshold.

A Prevention-First Approach:

Providence Police Department
Opportunities for Alternative Approaches

A Prevention-First Approach to Safety and Justice – Summary of PPD Options

- The best approach to meet both policy and fiscal goals is to implement a prevention-first approach that sustainably reduces demand for police services – and increases safety and justice.
  - While there are certain budgetary reasons to make changes to PPD operations, the resultant savings are not as significant as those in PFD. Instead, the policy reasons are most important.
- As with PFD, the City is limited in its options to unilaterally implement PPD changes. The FOP CBA and state law both play significant roles in governing PPD operations.
- PPD responses and responsibilities can be better focused through a series of actions – in isolation or in combination.
  - This is consistent with the creation of the Office of Neighborhood Services and the associated change in PPD becoming a critical spoke – instead of the hub – of City government's neighborhood engagement.
  - This approach is a prevention-first vision that extends beyond simply alternative responses but to include coordination of a "whole of government" delivery of services to neighborhoods to improve safety and justice.
- It is imperative to note that initiatives showing potential cost reductions or staff reductions can only be achieved if – and only – there is a commensurate workload reduction or policy alternative.
  - To accomplish broad changes like these, there must also be political and community support.
  - Alternative prevention-first approaches – in part, envisioned through non-police response to certain calls for service – have the potential to free up, and thus, realign PPD resources to its core mission of and responding to and solving crime.

A Prevention-First Approach to Safety and Justice – Summary of PPD Options

- Opportunities for alternative approaches can be separated into five categories:
  - Response reduction.
  - Call mitigation.
  - Enhanced use and clarity of data.
  - Reforms to the FOP collective bargaining agreement.
  - Advocating for state-led changes outside of direct City control.
- The intent of the suite of initiatives is better define and focus PPD's role in safety and justice to achieve a department that may have a smaller budgeted headcount, but that can do more with its newly-focused responsibilities.
- Given the recommended multi-year approach to implementation of a City-wide prevention-first approach to safety and justice, all potential changes to FTE levels are contemplated to be attrition-based changes.
  - Savings will come from reducing the need to backfill all positions – manifesting in smaller class sizes in future years.
  - As a result, it is only after full implementation of operational and policy changes that PPD attrition can be fully realized.
- Given its likely re-focused responsibilities and the potential for operational changes, PPD may require a staffing analysis to ensure it can match its long-term recruitment and retention goals with its revised responsibilities.*

PPD does not use a shift relief factor. For the purposes of costing initiatives, a shift relief factor of 1.6 was used. Please see the appendix for additional discussion.

Option 1: Response Reduction
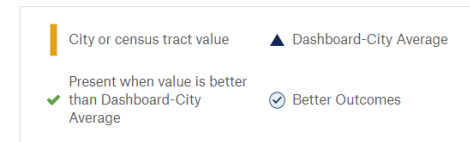
Providence Alternative Response Model:

● Local governments have expanded approaches co-response and alternative response to various types of public safety calls for service.

● The approaches vary by jurisdiction but share a common thread: reducing unnecessary police response and providing improved services to those in need.

  • In the long-run, it is possible to both achieve better outcomes and lower costs by taking such prevention-first action.

● Eugene, OR's Crisis Assistance Helping Out On The Streets (CAHOOTS) program has garnered national attention as a model alternative response; in part, because it has demonstrated multiple of decades of success.

● Other programs that have received national attention include:

  • Denver, CO's pilot Support Team Assistance Response (STAR) program that was modeled after the CAHOOTS. Staffed by a medic and clinician, STAR responds to emergency calls related to mental health, depression, poverty, homelessness, and substance abuse. In its first 6 months, none of the calls that STAR responded to required police assistance or arrests.

  • Rochester, NY's Crisis Intervention Services Unit (CIS) that provides response for certain victim services and mental health- and domestic violence-related emergencies.

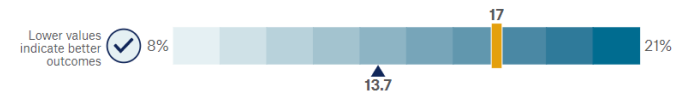● These example programs, and others, are more fully detailed in the Appendix of this document.

Option 1: Response Reduction
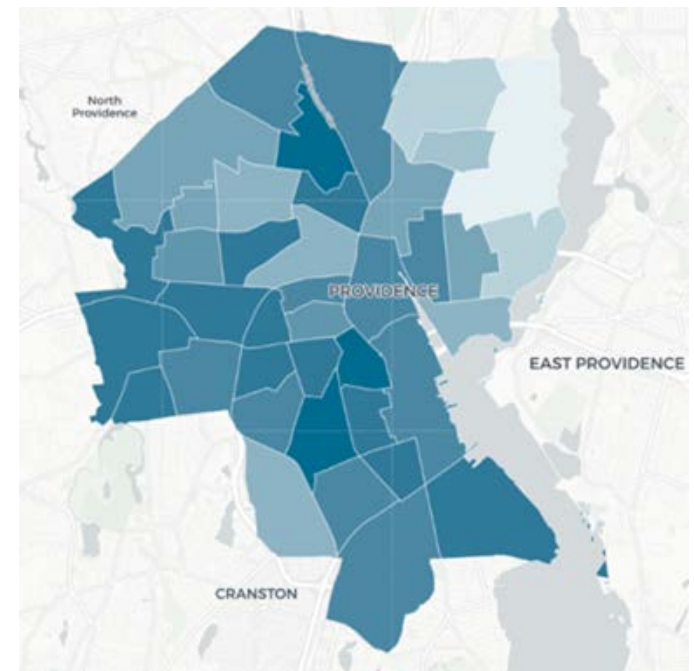
Providence Alternative Response Model:

- If the **first** interaction/diversion for individuals suffering from mental health, substance abuse, or homelessness is at the point of police call for service, then the system has failed.

  - Anecdotally, in Providence, the PFM team heard examples of calls to 911 on mental health, substance abuse, and homelessness that were for individuals already connected to services – suggesting that the intervention could be to better met by re-connecting the individual with services/supports as opposed to a police response.

  - In Rhode Island, state government plays an outsized role as the primary funder and providers of mental health and human services. If state resources are insufficient – meaning there is a lack of capacity to meet needs in mental health, substance abuse, and homelessness, even if the City provides a better response, there will not be sufficient services for affected individuals.

  - If there are sufficient resources – or sufficient resources can be created – then a prevention-first approach is a better policy for safety and justice.

Legend: City or census tract value — Dashboard-City Average — Present when value is better than Dashboard-City Average — Better Outcomes

City Value for Frequent Mental Distress in Providence, RI

Lower values indicate better outcomes — 8% — 17 — 13.7 — 21%

17% of **Providence's adults** reported frequent mental distress, compared to an average of **13.7%** across the Dashboard cities.

Defined as: Mental health not good for ≥14 days during the past 30 days among adults aged ≥18 years).
Source: www.cityhealthdashboard.com/ri/providence/city-overview.

© PFM

Option 1: Response Reduction

Providence Alternative Response Model:

● The City issued an RFP in November 2020 for behavioral health diversion planning services. Responses were due February 1, 2021 – and the City anticipates choosing a vendor in coming months.

● As part of the selection process, Providence will need to gauge the capacity of the universe of prospective vendors to serve the City's needs. It is not clear whether sufficient capacity exists.

  • If sufficient capacity does not exist, the City will have to identify gaps and work with the State and potential vendors to stand-up that capacity.

● At the same time, any potential vendor will want to better understand the volume of calls for which it would be responsible. At present, PPD and PFD data do not allow for this analysis to be completed.

  • Additional data from not-for-profit, state, and federal agencies could also augment PPD and PFD call data to better inform potential opportunities to proactively meet the needs of at-risk populations.

● As a result, the City and its prospective vendor(s) will need to pilot alternative response in a beta test while the City also tracks the calls for service in a more detailed manner for greater clarity and implementation.

Sources: The Daily Crisis Cops Aren't Trained to Handle: Mike Maciag, https://www.governing.com/archive/gov-mental-health-crisis-training-police.html.
National Coalition for the Homeless: Substance Abuse and Homelessness, https://www.governing.com/archive/gov-mental-health-crisis-training-police.html.

Option 1: Response Reduction

Providence Alternative Response Model:

- Disentangling police responses to calls for service is complicated. It is more complicated in a department like PPD that has performed community policing and full-service responses for years.

- It is critical that Providence's approach to alternative response has a sufficient alternative to PPD response in place, tested, and able to sustain or increase response activity.

  - A deliberate and incremental implementation process would allow the City to beta-test various aspects of the approach, make necessary changes based on the beta-tests, and ensure quality services and operational sustainability, prior to full implementation.

- A process for Providence to consider alternative responders to certain PPD calls for service may include the following sequence:

  1) Evaluating and assessing current City, State, and external capacity to provide alternative approaches. (FY2021/FY2022).

  2) Selecting (and/or standing-up) alternative approaches and providers. (FY2022).

  3) Beta testing alternative approach(es). (FY2022/FY2023).

  4) Phasing-in broader use of alternatives and phase-out prior approaches. (FY2023/FY2024).

  5) Full implementation. (FY2024/FY2025).

- It is only after this last step – full implementation – that PPD staff could be fully phased-out of response and associated attrition-based headcount reduction fully achieved.

Option 1: Response Reduction

Providence Alternative Response Model:

- As Providence takes that path forward, it will consider and implement a PPD alternative response model.
  - PPD data does not currently track with specificity what calls involve mental health, substance abuse, or chronic homelessness. Although there are some call type codes, they are not comprehensive.
  - Issues of mental health, substance abuse, and chronic homelessness are intertwined. Given the dearth of data, it is hard to untangle the precise range and number of calls eligible for alternative response.
  - However, nationally, data suggest that mental health and related challenges cause around 1 in 10 police calls for service.
    - In Providence, 10% of all dispatched calls for service would be approximately 11,700.
  - If half of the mental health, substance abuse, and/or chronic homelessness-related calls for service still require police response (danger to self or others), the remaining 6,100 calls that could be handled by non-PPD responders would free-up the equivalent of 2.2 police officers (including paid time off).
- Drawing on information from other alternative response models, in FY 2022, the City may require stand-up funding between $500,000-$700,000 to plan and beta-test alternative responses. This sum could increase in subsequent years if outcomes warrant expansion and are efficiently scalable.
- Any savings to the City would not be achieved unless or until alternative response models are sufficiently robust that PPD could attrit positions due to reduced call volume.

> **Alternative Response Model**
> - **Year of Implementation** – FY2022
> - **Cumulative Fiscal Impact Through FY2026** – -$1.4M to -$2.4M
> - **Mechanism of Change** – City Controlled Operations and Policies

Option 2: Call Mitigation Efforts

False Alarm Reduction:

- Based on conversations with PPD, approximately 75% of alarm calls for service are false alarms – including a significant number from City-owned buildings/schools.

- PPD appears to spend as much, or more, time responding to false alarms – including City-owned buildings – as it does to Part I calls for service.

  - PPD received more false alarm calls (8.2% of total calls) than Part I crime calls for service (4.5% of total calls) in 2019.

  - In 2019, responding to false alarms took about 2,400 hours, the equivalent of 1.9 full time officers including paid time off or $180,000.

- Providence should take actions, whether internally by reducing city building alarms or through ordinance updates, to effectuate a 50% reduction in false alarms over a 3-year period.

Option 2: Call Mitigation Efforts

False Alarm Reduction:

● Other local governments have taken similar actions and achieved success:

- **Baltimore County Police Department (MD)** found that more than half of its false alarm frequent offenders were government owned buildings. The County took multiple steps to reduce false alarms, including designating point people to respond to false alarms, a limited number of individuals to receive and verify the alarm notices, and public tracking of building compliance and false alarms.

- **Salt Lake City (UT)** found false fines alone were insufficient at reducing false alarms. The City adopted an ordinance that required alarm companies to provide eyewitness verification on scene if vetting alarm calls by phone or video were ineffective. This ordinance resulted in an immediate 90 percent drop in false alarms.

- **Seattle (WA)** – and Salt Lake City – bill alarm registration and repeat false alarm fees to alarm companies. The alarm companies are responsible for remitting payment to the City. The companies may elect to recover payments from alarm owners – taking the City out of the individual fee collection process and narrowing the number of entities it bills.

Option 2: Call Mitigation Efforts

False Alarm Reduction:

- In order to reach the 50% reduction in false alarm calls over 3 years, the City could pursue improvements on three fronts:

  - **Consistently track false alarm rate:** Track and regularly circulate false alarm rate during weekly PPD CompStat meetings and monthly Office of Neighborhood Services NeighborhoodStat meetings.

  - **Identify frequent offenders:** Utilize data to proactively identify frequent offenders (including City properties) to target for mitigation efforts and outreach.

  - **Establish greater threshold for response and penalties for repeat false alarms:** The PPD could work with residents and alarm companies to provide PPD response only to "verified" alarm calls for service. Additionally, the City could strengthen its false alarm ordinance to bill alarm companies directly.

- If successful, a phased-in reduction of false alarm calls would cumulatively reduce the equivalent response time of 3.7 full-time officers over the multi-year period (or about $370,000 through FY2026).

> **False Alarm Mitigation**
> - **Year of Implementation** – FY2022
> - **Cumulative Fiscal Impact Through FY2026** – $370,000
> - **Mechanism of Change** – City Controlled Operations and Policies

Option 2: Call Mitigation Efforts

- PPD has robust online reporting capabilities, but they appear to be underutilized.
  - Three options are presented to enhance the use of online reporting (options A, B, and C). These options could be pursued in isolation or in tandem. If pursued in tandem, through FY2026, the City could achieve up to $4.1 million in cumulative savings or re-deploy an equivalent number of personnel.

Increase Online Reporting (Option A):

- Officers spent approximately 4,000 hours responding call types that are currently able to be self-reported online – the equivalent annual cost of more than 3 FTEs when including paid time off.

- Providence should take actions to phase-in mandates to utilize online reporting for currently eligible calls for service.

- If the policy actions improve utilization of online reporting to an 80% threshold for currently eligible call types by FY2025 (reserving 20% of calls for instance that require an officer response), it would free-up the equivalent hours of 2.5 officers to annually be redirected to other departmental duties, or in out-years, potentially not be backfilled.

- Full implementation of this strategy would require a well-planned communication strategy, including community, business, and political support.

> **Option 1: 80% Utilization of Current Online Reporting (Option A only)**
> - **Year of Implementation** – FY2023
> - **Cumulative Fiscal Impact Through FY2026** – $660,000
> - **Mechanism of Change** – City Controlled Operations and Policies

Note: This option presumes the most expansive definition of the types of crimes that are currently able to be reported online.

Option 2: Call Mitigation Efforts

Increase Online Reporting (Option B):

● Providence could expand online reporting to include other self-reportable offenses. The following calls for service accounted for the equivalent of 6.8 full-time officers (when including paid time off):

- Abandoned Vehicle
- Alarm – Business, Panic, Residential, Ringing
- Article Found
- Animal Control Calls** – "Animal Bite" & "Animal Complaint"
- B & E Report
- Illegal Parking**
- Notification
- Person Annoyed

● Converting these call types to online reporting and reaching 80% compliance would likely take several years to phase-in and, depending on the implementation strategy, cumulative cost recovery could vary.

● However, for contextual purposes, if Providence phased-in a mandate for online reporting for these call types and attains 80% self-reporting by FY2025, it could then annually free-up 7.9 FTEs for other PPD duties or attrit an equal number of positions.

> **Expand Online Reporting, Use at 80% (Option B only)**
> - **Year of Implementation** – FY2023
> - **Cumulative Fiscal Impact Through FY2026** – $2.1 Million
> - **Mechanism of Change** – City Controlled Operations and Policies

* Given the inherent uncertainty of implementing this initiative, the assumed fiscal impact is discounted by 25% to allow for potential call types that may require more in person responses.
** These calls only include dispatches to sworn police officers, not civilian employees.
This option presumes the most expansive definition of the types of crimes that are currently able to be reported online.

Option 2: Call Mitigation Efforts

Increase Online Reporting (Option C):

- PPD annually spends the equivalent of 6.3 officers (including paid time off) responding to non-injury traffic accident calls for service.
  - State mandates require PPD to report to accidents on public roadways.
  - Currently, PPD provides online reporting for non-injury accidents on private property.
- With changes to state requirements, PPD could expand non-injury traffic accident reporting to regardless of location within the city.
- Converting this call type to online reporting and reaching at least 80% compliance would likely take several years to phase-in and, depending on the implementation strategy, cumulative cost recovery could vary.
- However, for contextual purposes, if Providence phased-in a mandate for online reporting for this call type and attains 80% self-reporting by FY2025, it could then annually free-up the equivalent of, or attrit, 5.0 officers.
- As with all instances of online reporting, the policy must have the full support of elected, business and community leaders.

> **Phase Out Responding to Non-Injury Traffic Accidents over 3 Years (Option C only)**
> - **Year of Implementation** – FY2023
> - **Cumulative Fiscal Impact Through FY2026** – $1.3 Million
> - **Mechanism of Change** – State Law, not under City control

Given the inherent uncertainty of implementing this initiative, the assumed fiscal impact is discounted by 25% to allow for potential call types that may require more in person responses.
This figure presumes the most expansive definition of the types of crimes that are currently able to be reported online.

Option 3: Enhance Use and Clarity of Data Reporting

- Providence provides transparent, up-to-date data on its open data website including: case logs, arrest logs, and weekly crime statistics.

- With public input, PPD should create a public facing dashboard that clearly and succinctly highlights relevant trends and performance data, including at a minimum:

  - Crime by type, by district.

  - Calls for service by type – including a new designation for mental health, substance abuse, and homelessness calls for service.

  - Arrests by offense and by race/ethnicity and gender

  - Clearance rate by means (arrest, exception, warrant, etc.) and by type of crime.

  - Use of Force.

  - Assault on Officers.

  - Discipline (to extent allowed by LEOBOR and CBA).

- In addition to creating a public facing dashboard, PPD should be a key contributor of data to the new Office of Neighborhood Services' NeighborhoodStat efforts.

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Option 3: Enhance Use and Clarity of Data Reporting

● To better inform operations, policies, and transparency, PPD could conduct a robust study into several operational outcome areas. This effort would also help PPD to better understand and identify trends, opportunities for improvement, and set outcome-based goals.*

● Focus areas could include:

- **Use of Force:** As noted earlier in this report, at present, PPD does not maintain accurate or complete records of uses of force primarily because of their ineffective data tools, which they are in the process of upgrading. Enhancing the reliability and transparency of these data are paramount.

- **Racial disparity:** Arrest data shows racial disparity – particularly affecting black residents. It is beyond the scope of this engagement and there is insufficient data to further explore the drivers of this disparity. An independent study could analyze the data that the PPD currently tracks and identify new metrics to track in order to better answer this question. Regular reporting of arrest data by race/ethnicity by charge type, and other measures can provide more insight into PPD operations for leaders and residents.

- **Calls for service:** At present, the PPD does not have a way to track calls for service or incidents that involve cases of mental health,* substance abuse, or chronic homelessness. It is important for the City begin to track these call types (and others that result from one of these factors) in order to assess the workload and areas of need/opportunity for alternative responders.

- **Resident Satisfaction**: Increasingly, police departments are conducting professional surveys of residents to gauge feelings of safety, satisfaction with police performance, and unmet needs. As part of its study areas, PPD could regularly conduct professional surveys to inform its operations.

Note: PPD has a call designation "MHI" (Mental Health Issues), but it does not appear to accurately capture all incidents that involve mental health.
*CompStat360 is a tool for analyzing data in a comprehensive manner, which could be helpful as part of a broader effort around departmental efforts to improve operations and use of data. More information about CompStat360 is available in the appendix.

Option 4: Pursue Future Collective Bargaining Agreement Reforms

- As noted, at the time of this report, the City and FOP reached a tentative agreement in January 2021. The agreement was ratified by the FOP and requires City Council review and approval to become active.

- The tentative contract includes meaningful pension and health care reforms while ensuring important across the board wage increases.

- In the next round of bargaining, in addition to economic and fiscal changes to continue balancing taxpayer and operational needs – the City should pursue at least three process-oriented changes:

  - Reform promotional processes and criteria.

  - Reduce reliance on seniority for assignments and shift-bidding.

  - Create a separate bargaining unit for superior officers.

- Additionally, the City should continue to advocate for changes to state law to enable a broader management rights and parity in collective bargaining.

Option 4: Pursue Future Collective Bargaining Agreement Reforms

Reform Promotional Processes and Criteria

● The promotional exam requirements contained in the FOP CBA requires that 85% of an individual's promotional grade for sergeant and lieutenant is based on memorization of specific and limited material.

● This approach to promotional criteria "stifles advancement for a disproportionate number of otherwise qualified minority candidates and hinders the desired diversification of the upper ranks. These exams have little to do with predicting success as a sergeant or other police supervisor."

● Change in police culture is dependent on recruiting, training and very importantly promotion of personnel.

● As part of the next contract negotiation with the FOP, the City should reform the PPD promotional processes and criteria to focus on a diversity of experiences, knowledge, skills, and abilities.

● To do so, the PPD should pursue a promotional process and practices to include a mixture of memorization exams **_and_** the use of Assessment Centers.
   • Nationally, this model has become a significant promotional strategy among police departments.
   • Assessment Centers have proven to be equitable and to accurately predicting on-the-job performance.

● Additionally, the City should pursue contract changes that allow management some discretion between picking off a list versus what shifts and functions those individuals are assigned to (see following initiative).

● There is no readily quantifiable cost estimate with this initiative, though some modest expenses to structure an Assessment Center approach may be necessary.

● However, the primary focus of this initiative is not cost saving, but improved practices.

Sources: Mark S. Brodin, Discriminatory Job Knowledge Tests, Police Promotions, and What Title VII Can Learn from Tort Law, 59 B.C.L. Rev. 2319 (2018), https://lawdigitalcommons.bc.edu/bclr/vol59/iss7/4,
Love KG, & DeArmond S. (2007). The validity of assessment center ratings and 16PF personality trait scores in police sergeant promotions: a case of incremental validity. Public Personnel Management, 36(1), 21–32. https://doi-org.ezproxy.loyno.edu/10.1177/009102600703600102

Option 4: Pursue Future Collective Bargaining Agreement Reforms

Reduce Reliance on Seniority for Assignments and Shift Bidding

- The FOP CBA sets the terms of PPD's shift schedule, shift bidding, and minimum staffing.
- The Patrol Bureau's schedule consists of a 6-day cycle of 4 8-hour tours of duty and 2 days off. Tours of duty include:
  - Day Shift: 7:00 a.m. to 3:00 p.m.
  - Out First Shift: 3:00 p.m. to 11:00 p.m.
  - Out Last Shift: 11:00 p.m. to 7:00 a.m.
  - Mid Shift: 8:00 p.m. to 4:00 a.m.
- Assignments for beats and posts within the Patrol Bureau are based on seniority rules.
  - Newer officers often work during the least desirable shifts (out last and mid shift).
  - Anecdotally, these shifts tend to be the busiest posts, which results in more junior officers and supervisors responding to the greatest number of calls.
- A staffing approach that relies on a seniority-based bid system assignment strategy results – and the least experienced personnel and supervisors responding to the most incidents – has the potential to mismatch the demands of service to the capacity to perform.
  - Shift assignment and day off scheduling predicated on tenure ignores the growing demand for flexibility needed to recruit and retain younger employees.*
- As part of the next round of contract negotiations, the City should pursue a shift assignment structure and schedule that more equally distributes staff and supervisor levels of experience, knowledge, and years of service.

*"Employers should have processes in place for considering and reevaluating on a regular basis an array of options for workforce management, such as policies for recruiting," (p S-10) National Academies of Sciences, Engineering, and Medicine 2020. Are Generational Categories Meaningful Distinctions for Workforce Management? Washington, DC: The National Academies Press. https://doi.org/10.17226/25796.

Option 4: Pursue Future Collective Bargaining Agreement Reforms

Create Separate Bargaining Unit for Superior Officers

- The FOP CBA includes the ranks of officers up to and including Captains.

- Sergeants, Lieutenants, and Captains provide significant supervisory duties and responsibilities – some of which are controlled by the terms of the CBA.

- The inherent differences in duties and responsibilities of officers, first-line supervisors (Sergeants and Lieutenants), and senior leaders (Captains) should be considering when organizing a bargaining unit.

- These differences in responsibilities are inherent and critical to the chain of command.

- There are very real and inherent conflicts that can arise within a bargaining unit when some of its members are supervisors to others subordinate members.

- Bargaining units restricted to supervisory and non-supervisory memberships may be more effective and, in many police departments, are two or more separate bargaining units.

- In the next round of bargaining with the FOP, the City should pursue the creation of a superior officers bargaining unit – separate and apart from police officers.

Option 5: Changes Requiring State Partnership

- The City has taken steps to raise prudent reforms to state laws governing LEOBOR and the collective bargaining process.

- While the City cannot unilaterally implement changes, it should continue to advocate for meaningful, appropriate changes to LEOBOR, collective bargaining, and interest arbitration.

- Additional areas for state advocacy to support an efficient and prudent delivery of safety and justice include, but are not limited to:

  - Enhanced funding for resources to provide "prevention first" solutions and supports for criminogenic risk factors.

  - Revisions to criminal laws that to reduce unnecessary compulsory arrests:

    - For 3rd and subsequent driving on revoked or suspended license offences.

    - For certain, low-level, non-violent bench warrants.

  - Reduce reliance on criminal justice fines and fees levied on justice-involved individuals.

  - Bail/Bond reforms to ensure that justice.

  - Remove the mandate that officers respond to non-injury, non-criminal automobile accidents.

- The City should also work with Judiciary officials to explore opportunities to:

  - Reduce the use of physical arrest where possible.

  - Reduce reliance on criminal justice fines and fees levied on justice-involved individuals.

  - Support restorative justice principles.

A Prevention-First Approach to Safety and Justice in Providence

- Summary of Police Recommendations

  - *City Controlled Operations and Policies*

    - Alternative response model.

      - Designate a non-police entity as primary response for *at least* mental health, substance abuse, and chronic homelessness calls for service and expand beyond those call types as feasible.

      - Alarm mitigation efforts (including city buildings/schools).

      - Increase use of online reporting.

    - Enhance regularity and clarity of data reporting and utilize public input.

  - *Requires Collective Bargaining*

    - Reform promotional processes to focus on diversity of experiences, knowledge, skills, and abilities.

    - Reduce reliance on seniority in for assignments and shift bidding (and pursue steady shift approach).

    - Create separate bargaining unit for Superior Officers.

  - *Not Under Direct City Control*

    - Pursue reforms to state laws governing LEOBOR and collective bargaining process.

    - Partnership with State and Judiciary to reduce compulsory arrests for certain bench warrants and improve the functionality and equity of the State's criminal justice system.

Appendix

Glossary of Terms

- Apparatus – fire vehicles (trucks, ladders, engines, rescues, etc.).

- Calendar Year (CY) – Calendar year (January 1 – December 31).

- Callback – overtime worked by an employees or employees that is not part of their regular schedule and, typically, the result on insufficient personnel to meet minimum staffing numbers on a Compound Annual Growth Rate (CAGR) – a measure used to calculate growth over time (a series of years), not just two points in time.

- FBI Uniform Crime Report (UCR) - FBI UCR reports are used as a standardized measure of certain crimes.

  - Part 1 Crimes - Generally thought of as the most serious types of crime (e.g. murder and non-negligent homicide, forcible rape, robbery, aggravated assault, burglary, motor vehicle theft, arson, etc.); defined by the FBI and used to measure instances of certain crimes across the nation in a standardized manner.

- Fire Battalion – consists of multiple fire stations and fire companies.

- Fire Company – a single emergency response unit (e.g., a ladder truck, a fire engine, an ambulance, etc.).

- Fiscal Year (FY) – a year for accounting/budget purposes (July 1-June 30 for the City of Providence).

- Forfeiture funds – money seized from the proceeds of criminal activity.

- Fraternal Order of Police (FOP) – organization of sworn law enforcement officers representing officers in collective bargaining and other activities advocating for the organization's members.

Glossary of Terms

- International Association of Firefighters (IAFF) - organization of uniformed firefighters representing officers in collective bargaining and other activities advocating for the organization's members.

- Ladder/Ladder truck – fire trucks with large, attached ladders.

- Minimum Staffing – the minimum number of positions that are required to be staffed on every shift.

- National Fire Incident Reporting System (NFIRS) – a reporting standard that fire departments use to uniformly report activities.

- Platoon – a subdivision of fire department personnel who work on the same shift rotation schedule (e.g., four groups that rotate to staff the fire department's operations).

- Police beats/posts – the territorial assignment that an officer or officers patrols.

- Primary Impression – an individual's symptom, problem, or condition resulting in an EMS response.

- Secondary Impression – any less several problem with a patient that may or may not be related to the primary impression.

- Sworn/Uniformed Personnel – police officers/firefighters.

- Unaudited – financial results that have not yet been the subject of formal examination or audit.

- Unfunded Actuarial Accrued Liability (UAAL, or unfunded liability) – the difference between the actuarial value of assets and the portion of the actuarial present value allocated to prior years of employment.

Budget Projections Appendix

Projected Budget Baseline

Methodology and Key Assumptions:

- The City's introduced FY2021 budget served as the departure point for future year projections.

- PFM projected FY2022-FY2026 using historical trends, inflation, collective bargaining agreements, and known future events to project out-year growth rates.

- At baseline, the FY2022-FY2026 projections assume no corrective action, attrition, or new hiring.

  - Salaries are held flat for years that span beyond the term of Collective Bargaining Agreements (CBAs).

- Projected expenditures during FY2022-FY2026, remove the Department's allocated unfunded pension liability (UAAL).

  - Even if the City eliminated the Department, the UAAL would remain and is minimally associated with the projected years of operating costs.

  - Actuarial estimate of FY2021 UAAL is $56.1M and represents 31.2% of total proposed budgeted expenditures – and inflating the Departmental budget though unrelated to current operations.

COVID-19 Assumptions:

- The COVID-19 pandemic affected – and will likely continue to affect through FY2022 – several aspects of the Department's budget – impacting certain revenues and expenditures.

  - Out-year projections reflect the input of City staff, historical trends during and after the Great Recession (adjusting for inflation) and known operational and behavioral changes that may affect changes in specific revenue and expenditure line-items.

* In early 2021, the City and the FOP reached a tentative four-year agreement running (retroactively) from July 1, 2019 through June 30, 2023. Those salary growth rates are not reflected the budget baseline.

PFD Appendix

ISO Rating

- As previously noted, the Insurance Services Organization (ISO) develops a Public Protection Classification (PPC) rating using a scale of Class 1 (highest) to Class 10 (lowest).

- ISO ratings are one of many tools that property insurers use to help establish rates based on fire risk.

  - Insurance companies do not weigh ISO ratings equally when setting rates and some insurance companies do not use them at all.

    - State Farm stopped used ISO ratings in 2001 to use its own analytical tools for assessing risk.

  - Fire loss risk is only a part of homeowner insurance considerations.

- ISO ratings are based on three areas.

  - Dispatching efficiency – 10%.

  - Water supply – 50%.

  - Fire department performance and capability – 50%.

    - Most of fire department evaluation is based on equipment, training, and personnel.

    - ISO does not set response time standards, instead assigning value based on the percentage of the community that lives within 1.5 miles of an engine and 2.5 miles of a ladder.

ISO Rating

- The impact of changes in ISO ratings is also unclear, particularly the difference on rates between a Class 1 rating and a Class 2 rating.

- Nationally, just 1% of rated fire departments have a Class 1 rating and just 4% have a Class 2 rating.

  - 57% of all fire departments rated by ISO have a Class 4, Class 5, or Class 6 rating.

- In Rhode Island, just two fire departments – including Providence – have Class 1 ratings.

  - 69% of Rhode Island fire departments rated by ISO have Class 2, Class 3, or Class 4 ratings.

Countrywide / Rhode Island
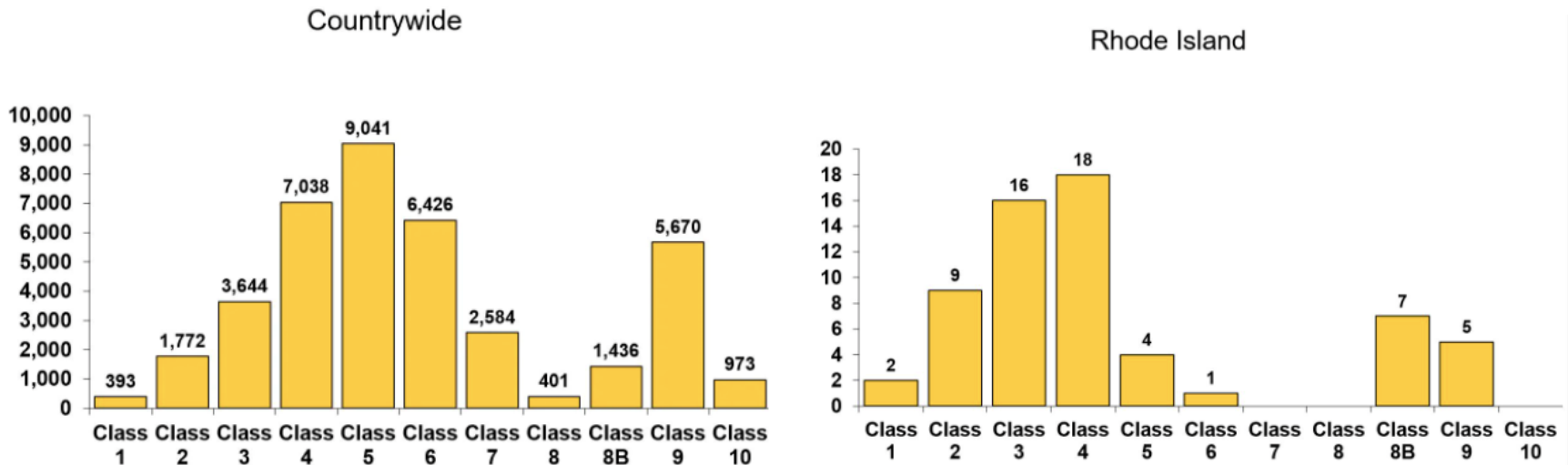
Expand Prevention-First Health Services

Waco, Texas

- A three-year pilot program began in October 2016 with a goal of increasing access to care, decreasing avoidable emergency department visits, and improving community health outcomes.

- 12 community health workers perform outreach and health education in four high need zip codes that have a higher incidence of poverty, chronic disease, and other adverse health outcomes.

- The three-year pilot received 691 referrals and 429 (69.3%) became actual referrals (through June 2019).

- The program had 109 active clients, 324 cases are closed, 72 cases are from outside zip code and 186 were no response cases.

Options to Match Organizational Structure and Staffing to Workload Demand

- PFD operates with 4 platoons, requiring more personnel who work less hours than departments with 3 platoons.

- When PFD's current platoon and schedule structure are compared to the fire departments with 3 platoons that use common schedules of 24 hours on / 48 hours off or 48 hours on / 96 hours off, PFD personnel have less scheduled working hours.

  - 14 less hours per week, 56 hours less per 28-days, 730 less hours annually, 31 less shifts annually.

- The Fair Labor and Standards Act (FLSA) allows firefighters to work up to 212 hours every 28 days before before overtime is required.

  - PFD's current platoon and schedule structure produces 168 scheduled hours every 28-days.

- PFD's lower working hours do not include the impacts of paid time off, which further reduces actual hours worked.

  - For example, if a Firefighter with 15 years of service uses all available leave in a year, that Firefighter would have just 64 scheduled shifts instead of 91.

Schedule Type	PFD	24 on / 48 off	48 on / 96 off
Platoons	4	3	3
Average hours per 7 days	42	56	56
Average hours per 28 days	168	224	224
FLSA overtime variance per 28 days (212 hours)	44	(12)	(12)
Scheduled shifts per year	91	122	122
Scheduled hours per year	2,190	2,920	2,920
% of days with a shift scheduled per year	25%	33%	33%
PFD FF 15+ YOS hours with max leave use (648 hours)	1,542	2,272	2,272
PFD FF 7 YOS hours with max leave use (456 hours)	1,734	2,464	2,464
PFD FF 3 YOS hours with max leave use (264 hours)	1,926	2,656	2,656

PFD Claims and Lawsuits

PFD Lawsuit Type	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	% of 2020
Administrative Appeals					1	1	14.3%
Civil Rights/Discrimination		3	3				0.0%
Contract Dispute	1					2	28.6%
Employment	1	16	3		1	1	14.3%
Motor Vehicle Accident	1	2	4	9	3	2	28.6%
PI						1	14.3%
Property Damage							0.0%
Grand Total	**3**	**21**	**10**	**9**	**5**	**7**	**100.0%**

PFD Claim Type	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	% of 2020
Motor Vehicle Accident	27	17	22	13	25	23	88.5%
OPENED BY MISTAKE						2	7.7%
PI						1	3.8%
Property Damage	2	1		1	1		0.0%
Grand Total	**29**	**18**	**22**	**14**	**26**	**26**	**100.0%**

PFD Settlements

Total PFD Settlements per Fiscal Year
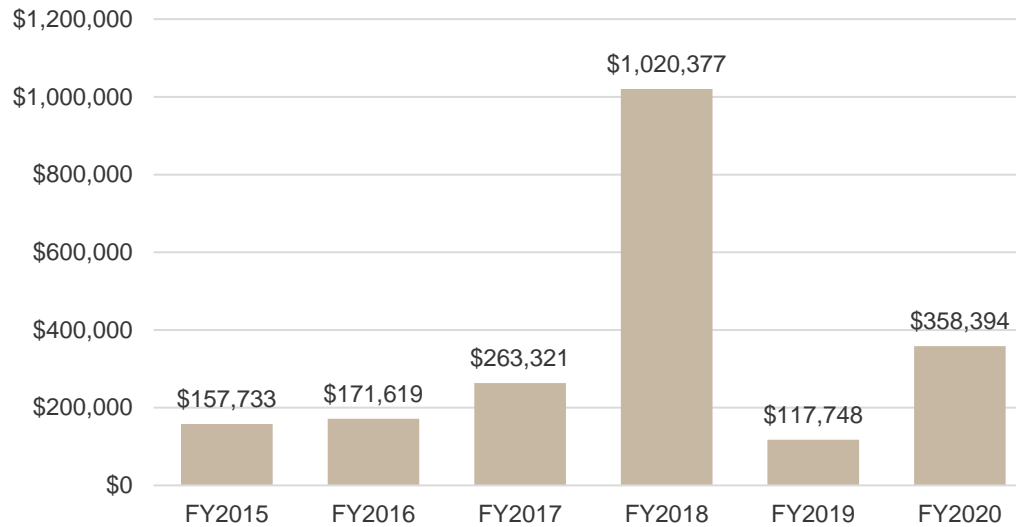
Case Type	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020
Civil Rights/Discrimination				$941,676		
Motor Vehicle Accident	$4,101	$3,936	$23,938	$8,745	$6,375	$27,569
Property Damage	$318	$766			$3,000	
Wrongful Death	$100,000	$100,000				
Total Average Payments	**$9,858**	**$8,581**	**$23,938**	**$102,038**	**$6,197**	**$27,569**
Total Claims	**16**	**20**	**11**	**10**	**19**	**13**

Average Per Incident Payment Amount

PPD Appendix

Uniformed Staffing – Years of Service

- Police Captains were on average hired around 1995 with 23.7 years of service as of (7/1/2019) FY2020.

- Police Lieutenant and Sergeants were hired on average around the same time, 1999 with an average of 19.6 years of service.

- Police officers have been hired more recently, 2007, with less years of service, average 13.5.

Hire Year	Police Chief	Deputy Police Chief	Police Major	Police Captain	Police Lieutenant	Police Sergeant	Police Person	Grand Total	YOS as of FY2020
1980							1	1	38
1982			1					1	36
1983							1	1	35
1984						1		1	34
1985	1							1	34
1986		1	1		1	1	3	6	32
1987						1	3	4	31-32
1988			1	1		4	11	17	30
1989					1		6	7	29-30
1993				1				1	26
1994			1	1		8	13	23	25
1995				1		1	5	7	24
1996				3	3	10	17	33	22-23
1999					2	2	4	8	19-20
2000					1		2	3	18-9
2002					3	5	25	33	17
2003					2	3	30	35	16
2004				1	4	5	13	23	14
2005						1	8	9	13
2006						9	18	27	12-13
2007						2	14	16	11-12
2010						4	16	20	9
2012							1	1	7
2014							45	45	5
2017							51	51	2
2019							45	45	0-1
Average Hire Year	1985	1986	1987.5	1995.3	1999.4	1999.4	2007.4	2005.5	
Average YOS (FY2020)	34	33	31.5	23.7	19.6	19.6	11.6	13.5	

Training Academy Demographics
PPD Detail on Individuals Not Completing Academy

- **68th Providence Police Recruit Academy**

  - There was one female Hispanic recruit that didn't finish the academy due to being dismissed for cause.

  - There was one male Hispanic recruit that didn't finish the academy due to an incident outside of the academy (for cause).

- **69th Providence Police Recruit Academy**

  - There was one White female recruit that didn't finish the academy for personal reasons.

  - There was one White male recruit that didn't finish the academy personal reasons.

  - There was one Black male recruit that didn't finish the academy due to being dismissed for cause.

  - Started the academy with 50 recruits, two recruits were replaced by alternate recruits.
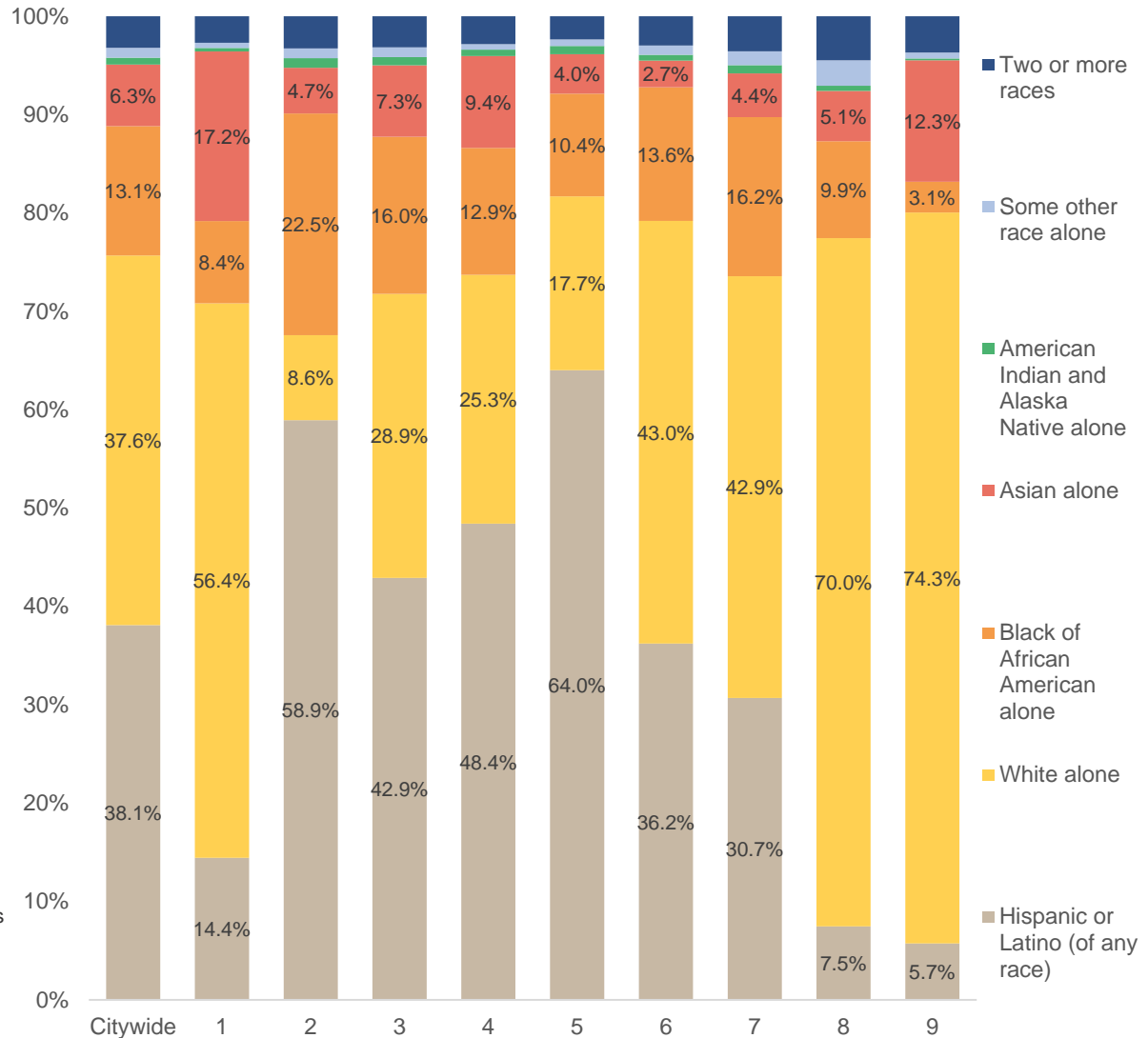
Police Districts Demographics

District Demographics (%)

- 'White alone' individuals comprise a greater share of population in five districts than the citywide share (1, 6, 7, 8, 9).

  - Districts 1 and 9 are home to Brown University and Rhode Island School of Design.

    - These districts had among the least Black and Hispanic/Latino individuals and the most Asian individuals.

- Hispanic or Latino individuals are the largest racial/ethnic population four Districts (2, 3, 4, 5).

- Black alone was overrepresented in four districts (2, 3, 6, 7).

Note: Citywide demographic data is represented because district demographic data is based on 2010 census estimates and thus cannot be compared to 2019 census demographic estimates.

Legend:
- Two or more races
- Some other race alone
- American Indian and Alaska Native alone
- Asian alone
- Black of African American alone
- White alone
- Hispanic or Latino (of any race)

Category	Citywide	1	2	3	4	5	6	7	8	9
Asian alone	6.3%	17.2%	4.7%	7.3%	9.4%	4.0%	2.7%	4.4%	5.1%	12.3%
Black of African American alone	13.1%	8.4%	22.5%	16.0%	12.9%	10.4%	13.6%	16.2%	9.9%	3.1%
White alone	37.6%	56.4%	8.6%	28.9%	25.3%	17.7%	43.0%	42.9%	70.0%	74.3%
Hispanic or Latino	38.1%	14.4%	58.9%	42.9%	48.4%	64.0%	36.2%	30.7%	7.5%	5.7%

PPD Call Prioritization Definitions

- "*Routine* – *There is no imminent/immediate threat to life and/or property. Officer responds with a Code 3 response. No lights or sirens. Operates normally, following traffic patterns and conditions.*

- *Urgent* – *There is an imminent threat to life and/or property. Officer typically responds with a Code 2 response. Lights and sirens. Operating outside of the normal traffic patterns and conditions. Usually requires a backup car. Typically, a call in progress, where an apprehension can be made.*

- *Life* – *There is an immediate threat to life and/or property. Officer responds with a Code 2 response. Lights and sirens. Operating outside of the normal traffic patterns and conditions. Numerous units will respond, typically including a supervisor. Typically, a call in progress, weapons may be in use or threatened use, where life is in danger, and an apprehension can be made.*

- *Non-emergent calls that may have an increased priority of dispatch:*

  - *Time sensitive issues – service of papers, certain emergency messages.*

  - *Time of day or night – caller convenience, i.e., middle of the night.*

  - *Location/safety of caller while waiting to make report.*"

Dispatch to Close

- In 2019, "routine" priority calls for service were 61.1% of all calls. The next most frequent priority level was "urgent" priority calls (34.6%).

- From 2017 to 2019, "life" priority calls increased by 18.0% (CAGR 8.6%), while all other priority types decreased.

- During that same time period, average time (dispatch to close) spent on each call type decreased.

Calls for Service by Priority

Priority	2017	2018	2019	2020	% of 2019	2017-2019 CAGR
Life	1,083	1,352	1,278	1,443	1.0%	8.6%
Routine	76,879	76,699	74,516	59,324	61.1%	-1.5%
Urgent	44,586	43,880	42,219	35,552	34.6%	-2.7%
Update	4,167	3,991	3,878	2,686	3.2%	-3.5%
Total	126,715	125,922	121,891	99,005	100.0%	-1.9%

Average Time, Dispatch to Close (H:MM:SS)

Priority	2017	2018	2019	2020	2017-2019 CAGR
Life	0:53:12	0:43:33	0:43:16	0:45:04	-9.8%
Routine	0:33:58	0:32:34	0:32:40	0:32:17	-1.9%
Urgent	0:27:00	0:25:22	0:25:07	0:25:23	-3.6%
Update	0:24:05	0:23:51	0:23:08	0:19:06	-2.0%

Dispatch to Arrive

- From 2017-2020, approximately 7 out of every 10 PPD dispatches had no data for time from dispatch to arrival.

  - Incidents of no recorded arrival decreased by a CAGR of 2.3% highlighting a yearly improvement in capturing this data.

  - Across all years, update call types have the highest percentage of instances where no arrive time was recorded, 86.7% in FY2019.

- Among the roughly 30.0% of dispatches that included time to arrival data:

  - The fastest average arrival time was for routine calls (~ 5 minutes in 2019).

  - In 2019, most calls resulted in arrivals in under 8 minutes, except for "update" calls.

Average Time, Dispatch to Arrive (H:MM:SS)

Priority	2017	2018	2019	2020	2017-2019 CAGR
Life	0:06:34	0:06:05	0:06:03	0:04:46	-3.9%
Routine	0:05:36	0:05:40	0:05:18	0:07:52	-2.7%
Urgent	0:07:40	0:07:40	0:07:56	0:08:35	1.8%
Update	0:11:35	0:13:18	0:13:39	0:09:19	8.5%

% of Incidents with No Recorded Arrival Time

Priority	2017	2018	2019	2020	2017-2019 CAGR
Life	604	705	615	532	0.9%
Routine	50,688	49,192	47,703	37,402	-3.0%
Urgent	34,273	32,283	30,152	21,527	-6.2%
Update	3,562	3,492	3,363	2,309	-2.8%
Total	**89,127**	**85,672**	**81,833**	**61,770**	-4.2%

Priority	2017	2018	2019	2020	2017-2019 CAGR
Life	55.8%	52.1%	48.1%	36.9%	-7.1%
Routine	65.9%	64.1%	64.0%	63.0%	-1.5%
Urgent	76.9%	73.6%	71.4%	60.6%	-3.6%
Update	85.5%	87.5%	86.7%	86.0%	0.7%
Total	**70.3%**	**68.0%**	**67.1%**	**62.4%**	-2.3%

Note: CY2020 data are included in this analysis because the data were available from PPD. Other data points examined in this report omit FY2020 data to avoid COVID-19-related impacts on data or because data were unavailable.

CFS – Reportable Online

Data Limitations

- The following call types may not all be able to be recorded online, this is especially true for bolded call types. The total hours and FTEs represent all calls of that type, not just the online reportable calls for service of that type.

  - For instance, in 2019, fraud took 38 minutes* to resolve. However, the specific type of fraud that is currently able to be reported online could take more or less than 38 minutes to resolve.

  - Currently, there is no way to know the percentage of each CFS that can be reported online or the accurate number of minutes that it takes to complete only CFS that can be reported online.

Call Type	2019	Hours	FTEs**
Cashing Bad Check	3	2	0.0
Fraud	347	221	0.1
Harassing Phone Calls	133	80	0.0
Larceny	3,617	2,206	1.1
Lost Article	90	43	0.0
Lost Plate	247	154	0.1
Property Damage	790	503	0.2
Stolen Auto	729	501	0.2
Stripping an Auto	4	1	0.0
Total	**5,960**	**3,709**	**1.8**

Total dispatched CFS	**121,974**
PPD Hours spent responding to CFS	**60,696**
% of 2019 dispatched CFS that could be eligible for online reporting	**4.9%**
% of total PPD hours spent responding to CFS that could be eligible for online reporting	**6.1%**

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*The recorded average number of minutes is from dispatch to close.
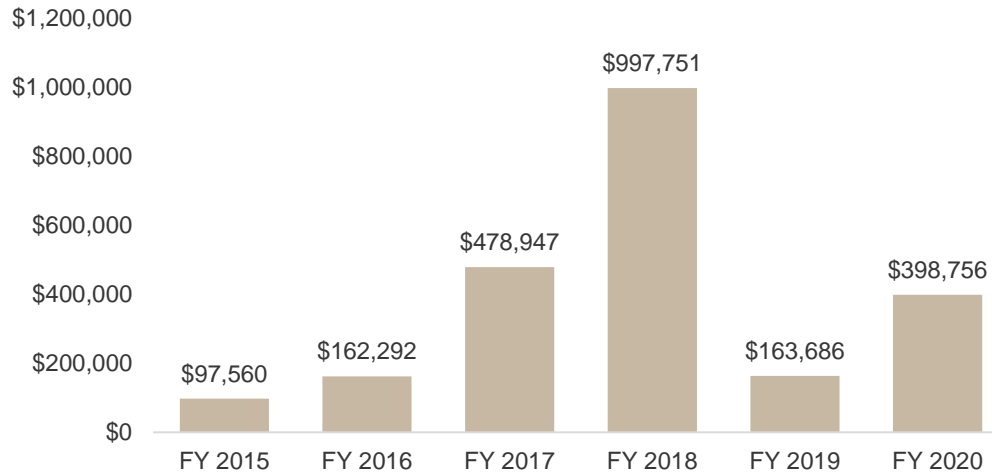**FTE numbers do not include paid time off.

PPD Claims and Lawsuits

PPD Lawsuit Type	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	% of 2020
Motor Vehicle Accident	3	7	7	14	5	7	50.0%
Civil Rights/Discrimination	1	4	10	4	6	4	28.6%
False Arrest, Imprisonment		1			1	2	14.3%
Personal Injury	1	1				1	7.1%
Bicycle or Motorcycle Accident							0.0%
Contract Dispute	1						0.0%
Employment		1	1				0.0%
Excessive Force, Assault & Battery, Brutality		1		1	2		0.0%
Personal Injury Under $100K			1				0.0%
Property Damage		1					0.0%
Grand Total	**6**	**16**	**19**	**19**	**14**	**14**	**100.0%**

PPD Claim Type	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	% of 2020
Motor Vehicle Accident	41	14	33	24	25	32	62.7%
Property Damage	6	6	7	8	8	10	19.6%
OPENED BY MISTAKE						4	7.8%
False Arrest, Imprisonment	1	1		2	1	2	3.9%
Civil Rights/Discrimination	2	3	1	1	2	1	2.0%
Excessive Force, Assault & Battery, Brutality	3	4	1	3	3	1	2.0%
Personal Injury						1	2.0%
Bicycle or Motorcycle Accident							0.0%
Employment					1		0.0%
Slip & Fall	1			1			0.0%
Wrongful Death		1					0.0%
Grand Total	**54**	**29**	**42**	**39**	**40**	**51**	**100.0%**

PPD Settlements

Total PPD Settlement per Fiscal Year

Bar chart values:
- FY 2015: $97,560
- FY 2016: $162,292
- FY 2017: $478,947
- FY 2018: $997,751
- FY 2019: $163,686
- FY 2020: $398,756

Average Per Incident Payment Amount

Case Type	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
Employment			$40,000			$117,500
Personal Injury					$51,250	$72,500
Motor Vehicle Accident	$5,395	$4,900	$4,423	$52,667	$3,958	$5,452
Civil Rights/Discrimination			$25,437	$48,000		$5,167
Property Damage	$865	$2,000	$3,450	$584	$908	$1,220
Declaratory Judgment	$300					
Excessive Force, Assault & Battery, Brutality	$10,000	$25,000	$108,750			
Personal Injury - Motor Vehicle Accident		$3,000				
Total Average Payments	**$5,135**	**$5,410**	**$19,158**	**$45,352**	**$8,615**	**$17,337**
Total Claims	**19**	**30**	**25**	**22**	**19**	**23**

Re-thinking the Hub and Spoke Model of Public Safety

Create an Office of Neighborhood Services

- NeighborhoodStat uses local meetings to engage residents in data sharing and analysis in order to identify priorities and solutions within public safety.

  - The NeighborhoodStat process includes MAP Engagement Coordinators (MECs), hired and trained individuals who identify resident stakeholders and develop local relationships.

  - By late 2019, 353 residents had taken leadership roles within the NeighborhoodStat process.

  - Residents and MECs meet frequently to develop safety priorities and problem solve. Residents receive the added benefit of learning about new ways to participate in local change.

- Local NeighborhoodStat informs Central NeighborhoodStat, borough-wide annual meetings attended by senior executives from City agencies. This allows for resident stakeholders to elevate issues that could not be resolved locally.

- In 2019, NeighborhoodStat teams initiated local launch events that engaged 1,600 people in a participatory budget imagining process.

  - The community was invited to submit ideas to strengthen safety and build community. In 6 weeks, 6,100 idea cards were collected. Residents were able to then vote on project ideas, the winning ones were promised $30,000 in committed funding.

Shift Relief Factor and Initiative Costing

- A key component of any such analysis would be to determine the appropriate shift relief factor for PPD.

- A shift relief factor is the number of officers that is required in order to field a full shift, 365 days per year (accounting for regularly scheduled days off, paid time off, etc.).

- PPD does not currently use a shift relief factor, but national data suggests that most departments have a factor between 1.2-2.0. Like most urban police departments, PPD's shift relief factor is likely on the higher end of that range.

- For costing purposes, a shift relief factor of 1.6 was used to cost PPD initiatives.

Shift Relief Factor	Cost of 1 PPD Officer Position - 2021
1.0	$98,412
1.2	$118,095
1.4	$137,777
1.6 (used for costing)	$157,460
1.8	$177,142
2.0	$196,825

Alternative Response Model

Case Studies:

- **CAHOOTS (Crisis Assistance Helping Out On The Streets), City of Eugene, OR.**

  - CAHOOTS is a mobile crisis intervention program of personnel under contract from White Bird Clinic.

  - CAHOOTS responds to and transports citizens who are intoxicated, mentally ill, disoriented, or need non-emergency care. They handle several of the police department's social service type calls.

  - The Eugene Police Department funds CAHOOTS. They are dispatched through EPD's 9-1-1 call center.

    - In 2019 CAHOOTS handled 18,583 calls for service. Their call volume almost doubled since.

    - CAHOOTS diverts 5-8% of CFS from the Police. Occasionally they handle joint responses or are summoned to the scene after police or fire are called.

  - CAHOOTS runs 36 hours per day, seven days a week. One van runs 24 hours a day and the other overlaps for 11 hours. Each van contains a medic (nurse or EMT) and an experienced crisis worker.

Alternative Response Model

Case Studies:

🔷 **Support Team Assistance Response (STAR), Denver, CO**

- STAR is a pilot program that was modeled after the CAHOOTS program and grant-funded in June 2020. The City of Denver created STAR to address emergency calls related to mental health, depression, poverty, homelessness or substance abuse.

  - STAR is staffed by a medic and a clinician in one van working from 10am-6pm on weekdays.

- In its first 6 months, STAR responded daily to around 4.1 calls out of 13.7 total calls per day that could have been handled by its staff.

- Among those calls STAR responded to, none required police assistance or arrests.

  - During that same period, 2,500 calls fell into STAR's scope, almost 3% of all CFS the Denver Police received. Most STAR calls were for trespassing and welfare checks. 68% of those contacted were homeless and 61% of calls responded to involved mental health concerns.

- Going forward, Denver has set aside $1.4M for the STAR program.

  - With this new funding, the program expects to add 6 new two-person teams, a full-time supervisor, and 4 additional vans.

  - The program will transition from the safety department to the public health department.

Alternative Response Model

Case Studies:

⬢ **Mental Health Support Team (MHST), Tucson, AZ**

- MHST was established in 2014 and aims to preventatively treat mental health issues and decrease the number of incarcerated mentally ill individuals.

- The MHST consists of a captain, lieutenant, sergeant, two detectives, and seven field officers who are the primary mental health resources for other partners in the city.

  - In 2017, the MHST initiated a co-responder program where an MHST officer would ride with a licensed mental health clinician.

- MHST created a two-pronged approach to tackle two issues that they identified.

  - (1) Developed a support/transport function to aid individuals that were already part of the civil commitment process.

  - (2) Began to investigate low priority calls previously categorized as "suspicious persons," "public nuisance," "vagrancy," and frequent callers, in order to identify potential at-risk individuals. MHST also developed mental health circumstance codes.

Alternative Response Model

Case Studies:

● **Newark Community Street Team (NCST), Newark, NJ.**

- NCST hires and trains outreach workers and interventionists for the following programs:

  - High-Risk Intervention – NCST's primary responsibility is to respond to violent incidents and connect citizens to supportive counseling, crisis intervention mediation, and resources to restore peace and avoid arrest.

  - Safe Passage – Outreach workers are deployed at hot spots of violence around schools in order to ensure that conflicts are deescalated, and students arrive from school safety.

  - Case Management/Mentoring – Outreach workers prevent community-based violence by providing mentorship to youth and young adults (14-30 years old).

- The NCST was initially offered seed funding from the Mayor's office. It then partnered with the City of Newark Department of Health and Community wellness, ultimately receiving braided funding from local philanthropic foundations and grant funding from the U.S. Department of Justice.

Alternative Response Model

Case Studies:

⬣ **Crisis Intervention Services Unit, Rochester, NY.**

- The CIS Unit supports victims and families dealing with homicides, mental health, domestic violence, and other crises through community-based responses.

- The CIS unit is comprised of two teams that are on call 24 hours a day, 7 days a week:

  - Team I: Homicide response – responds to homicides in a 4-6 member unit.

  - Team II: Mental health and domestic violence related emergencies.

- The CIS unit incorporated Rochester's other preexisting non-law enforcement response services (Family Crisis Intervention Team & Victims Assistance Unit).

- The CIS Unit is funded by a $681,100 transfer from the Rochester Police Department budget and $300,000 from the City's Contingency Budget. The Unit is part of Rochester's Department of Recreation and Human Services department.

Alternative Response Model

Case Studies:

- **Co-response Model, City of Rockford, IL.**

- In November 2020, Rockford launched a 3-month pilot program that pairs law enforcement with crisis-intervention specialists in order to divert people with psychiatric crises away from the criminal justice system.

  - The program involves two city detectives, two county detectives, and two crisis response workers.

  - Each team consists of a detective and clinician that go into the field, while the other detective remains in the office.

- This unit focuses on proactively following-up with 911 callers who said they were suicidal, despondent, or experiencing a psychiatric episode, in order to reduce frequent 911 callers.

  - In the early weeks of the program, 67.1% of callers were connected with mental health services and kept their appointments. 9.6% were transferred to a triage center to be stabilized and 23.3% declined services.

Sources: Pilot Mental Health Unit Off to Promising Start https://www.rrstar.com/story/news/2020/12/19/pilot-program-teams-rosecrance-rockford-winnebago-county-police/3931693001/.
Mental Health Experts to Pair With Cops in Northern Illinois https://apnews.com/article/rockford-mental-health-health-illinois-arrests-40e9f21d2b1dea30b9435ccd2f7154e6.

Enhance Regularity and Clarity of Data Reporting

Case Study: CompStat360

- CompStat was introduced the NYPD share crime statistics and police activity. This led to a 75% decrease in crime reduction in around 20 years. However, an unintended consequence of CompStat was that, if taken too far, it encouraged meeting quotas for a perception of productivity.

- CompStat360 addresses the problems with only analyzing serious crime and police activity to measure the impact and success of the police department. CompStat360 instead, captures a comprehensive picture of public safety, since police duties often extend beyond violent crime and arrests. It allows companies to measure success based on community engagement and satisfaction rather than enforcement.

CompStat360 Process Map
Agency Implementation Process Map – 1-7 months

01 Identify CS360 Priorities
The training and technical assistance team will help to establish target priorities and establish a metric development system

02 Establish Problem Solving Team (PST)
PST meetings will be held monthly to review metrics and a TTA member will help to identify potential areas of further training

03 Presentation of PST Findings to Command Staff
Key finding and lessons learned will be presented to command staff for feedback on how to address the priority issue

04 Review of PST Impact and Priority Dimension
Include additional stakeholders in the conversations surrounding the priority issue

05 Mid-Project Review
The TTA team will conduct an onsite visit to assess the current state of the project and provide additional resources