



# **Fairfax County, Virginia**

## **Fire and Rescue Department Compensation and Organizational Review**

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## Executive Summary

This report reviews the organizational structure and compensation approach of the Fairfax County Fire and Rescue Department (FRD). The FRD provides critical emergency and non-emergency services to County residents, 24 hours a day, 365 days a year. Fairfax County relies on the FRD to provide frontline fire suppression, technical rescue, swift water rescue, hazardous material incident response, and emergency medical service response in a timely and professional manner.

To conduct this evaluation, PFM benchmarked Fairfax County FRD compensation relative to seven (7) major fire and emergency services agencies across Northern Virginia and Maryland – the same regional grouping of departments that the County uses for compensation comparisons in its regular pay surveys. In addition, PFM surveyed and interviewed nine (9) large fire departments nationwide. This latter grouping of national departments was selected to evaluate pay practices and related organizational strategies generally – not for comparison of absolute pay levels. PFM also interviewed the leadership of the Fairfax County FRD, conducted multiple focus groups across varying FRD ranks, and evaluated County retention and payroll data regarding key factors and trends.

For most ranks and assignments, PFM found Fairfax County to be well-positioned for competitiveness. For the critical classification of Firefighter, FRD pay falls within the regional mainstream, consistent with the County’s pay philosophy of paying within 5.0% of the area average on an hourly basis. Further, because Fairfax County requires more hours to be worked as part of the primary fire schedule than most other regional departments, FRD annual salaries are among the highest in the region (before adjustment for hours worked) – a particularly positive position for recruitment. Overall FRD attrition rates are also low, reflecting that the existing pay structure fundamentally works effectively to attract and retain qualified personnel.

Further, most aspects of the FRD pay and organizational structure were found to be consistent with practices elsewhere or otherwise well-justified. For example, while Fairfax County’s approach of designating two Captain ranks (I and II) was not typical either regionally or nationally – this FRD practice serves a distinct operational purpose and aligns closely with equivalent premium pay practices in some other agencies. In Fairfax, a Captain I oversees each shift at a station, while a Captain II has this same responsibility and also manages station-level concerns across all shifts – a clear set of additional responsibilities for which some other departments provide additional compensation under parallel pay mechanisms.

As outlined in the summary table that follows and detailed throughout this report, however, several opportunities for refining the County’s compensation and organizational approach were identified for consideration through this review:

- “Leveling” the overall pay schedule to smooth out sometimes inconsistent differentials between current pay steps and grades to provide even 5.0% differentials would be broadly consistent with recent changes adopted for County law enforcement personnel, and could enhance fire and rescue pay competitiveness while remaining within the parameters of the Fairfax County pay philosophy.



- As part of updating the Fairfax fire and rescue “F” pay schedule, consider shifting the civilian Fire Apparatus Mechanic position now included on this F scale to become part of the non-safety “S” scale where any future adjustments would be better aligned with the market for similar civilian positions.
- Exploring the establishment of a pay premium for “staff” assignments would encourage applications for these important administrative and support roles that now typically earn less on an annual basis than fire suppression and rescue assignments within the same rank. While much of this current pay difference is due to the lower number of annual hours required for staff roles, the FRD nonetheless sees fewer applicants than desired for these important roles. To address parallel concerns, a subset of surveyed departments nationally provide supplemental staff pay premiums. This premium would be applicable for all ranks from Firefighter through Battalion Chief. For ranks above Battalion Chief (i.e. Deputy Chief and Assistant Chief), there are more incumbents in staff positions than in field positions.
- Alternatively, as a partial approach to address differences in annual pay between field and staff assignments, the County could consider rolling its current shift differential into base pay for all ranks eligible to receive the differential. This would narrow the annual compensation gap across assignments, and also improve and standardize base pay comparisons regionally – given that other regional fire and rescue departments generally do not provide a separate shift differential.
- Expanding the number of personnel eligible to work in job share positions in frontline operations, currently limited to six, could be considered as an option for enhanced retention. While operational requirements must come first, FRD personnel indicated that job share positions (an alternative schedule for employees who cannot work 24-hour shifts due to a major life event, such as the birth of a child) can be beneficial for retention. Although overall attrition was found to be low among both male and female FRD personnel, turnover rates trend modestly higher for women, and an all-women focus group indicated that expanded job share positions would be viewed positively by many. The FRD will explore ways to expand its job share program.
- Refinements to the County’s compensation benchmarking methodologies could provide additional perspectives on regional pay competitiveness.
- Much of the FRD’s overtime expenses are driven by leave (48%). This may be due in part to sick and annual leave accruals that are somewhat above regional norms. Based on these observations the County may want to explore realigning paid leave accruals to match regional norms as well as alternative approaches to holiday pay. The resulting savings could then be used to fund the costs of pay plan leveling, in addition to the other adjustments outlined above.

Given the significant fiscal and operational implications of many of these alternatives, PFM notes that some may appropriately be prioritized, phased in, modified, and/or rejected as the County reviews these potential approaches going forward.



## Summary of Findings and Recommendations

Recommended options for change are summarized in the table below, with more detailed findings and recommendations provided throughout the full Report that follows.

<b>Finding #1:</b>  FRD “F” Pay Plan Inconsistencies	<p>In the current “F” pay plan, the differentials between adjacent grades are inconsistent. While often set at 5.0%, grade-to-grade differentials range from 2.9% to 6.4%. While current FRD pay levels are regionally competitive, consistent with the County’s compensation philosophy, hourly rates generally fall somewhat below the regional average, depending on rank.</p> <p>Fire Apparatus Mechanics, a civilian position more closely aligned with other non-safety County classifications, is included on the “F” schedule.</p>
<b>Recommendation:</b>  Pay Plan Leveling  Transfer of the Fire Mechanic title to the Civilian “S” scale	<p>The current pay plan could be modified to create clear and consistent 5.0% differentials between steps and grades. This change would provide more predictable increases across all ranks, and would be broadly consistent with recent changes for County law enforcement.</p> <p>Pay plan leveling would modestly improve FRD compensation competitiveness (average of 1.2%).</p> <p>Shifting the Fire Apparatus Mechanic title to the civilian “S” scale would better align this classification with similar positions across County government with regard to any future pay schedule adjustments.</p>
<b>Implementation Issues</b>	Costs of leveling will vary by individual, but preliminary estimates of step leveling, show potential wage increases ranging from 0.2% – 1.6% per uniformed employee.
<b>Finding #2:</b>  Lieutenant Rank Pressures	Some FRD focus groups and application rates for promotional examinations to become a Lieutenant indicate some difficulty in attracting candidates for this important supervisory role. While current applications are generally sufficient to fill vacancies, some pressure is indicated, and FRD salaries for the Lieutenant rank lag regional medians to a greater degree than most other ranks.
<b>Recommendation:</b>  Monitor Lieutenant Promotional Experience	The County should monitor the application rates for promotion to Lieutenant among eligible personnel, as well as regional compensation competitiveness for this rank. If competitiveness pressures worsen, changes in assignment practices and/or other management strategies could be considered.
<b>Implementation Issues</b>	None identified.



<p><b>Finding #3</b></p> <p>Staff Position Recruitment Challenges</p>	<p>While staff assignments require fewer hours of active duty such that hourly pay rates remain equivalent to those for fire suppression, staff positions generally pay less on an annualized basis, due to lost/limited opportunities to earn shift differential, holiday pay and “scheduled overtime.” Additionally, the Department reports challenges in attracting qualified personnel to these positions. To address parallel concerns, Charlotte, Phoenix and Seattle offer supplemental “staff” position pay premiums ranging from 5% to 10% of base pay.</p>
<p><b>Recommendation:</b></p> <p>Staff Assignment Premium</p> <p>Rolling shift differential into base pay</p>	<p>(1) The County could explore a staff position premium for ranks up to Battalion Chief, similar to Phoenix, Charlotte, and Seattle.</p> <p>(2) As a partial measure, the County could also consider rolling the equivalent cash value of the current FRD shift differential into base pay. This approach would narrow the current annual pay difference between suppression and staff assignments by roughly one-third (approx. \$2,000 annually, varying by rank). In addition, because the County’s regional pay comparators do not have a separate shift differential, this approach would standardize base pay comparisons.</p>
<p><b>Implementation Issues</b></p>	<p>(1) If a staff premium were to be pursued, the County would need to determine the appropriate premium, and to address any employee relations concerns resulting from a change in equivalent hourly pay.</p> <p>(2) Rolling shift differential or other premiums into base pay could have a “roll up” impact on the cost of overtime hours, pensions, payroll taxes, etc. that would need to be taken into account when developing an appropriate conversion factor and approach.</p>

<p><b>Finding #4:</b></p> <p>Job Share Expansion</p>	<p>Female focus group participants reported a strong interest in expanded access to job sharing positions in operations. Among FRD women, turnover rates are low, but those who separate voluntarily before retirement often do so early in their careers.</p>
<p><b>Recommendation:</b></p> <p>Pilot Expansion</p>	<p>The FRD will explore opportunities to increase the number of job share positions in operations. These efforts should be continued, as they may improve retention.</p>
<p><b>Implementation Issues</b></p>	<p>The Department would need to assess operational impacts, and to develop a method for determining eligibility.</p>



<p><b>Finding #5:</b></p> <p>Compensation Benchmarking Methodologies</p>	<p>The County makes adjustments to Public Safety pay scales when the salary range mid-point of at least two out of three designated class specifications in each of the Public Safety groups fall more than 95% behind the external market salary range mid-point average.</p> <ol style="list-style-type: none"><li>(1) The County does not include scheduled overtime earnings in its calculations of hourly pay, even though such overtime is earned for 156 of the annual hours included in the same calculations.</li><li>(2) For comparing pay at the rank of Firefighter, the County matches to pay grades as reported by its benchmark employers. In some cases, these reported pay grades do not capture the automatic and/or very routine advancement of rank-and-file firefighters to higher pay grades prior to reaching the mid-point of their careers.</li><li>(3) While the County captures annual, entry, and maximum rates, all comparisons are made based on hourly rates at the midpoint without inclusion of premium pays.</li><li>(4) The County bases its review of the full schedule on three classifications: Firefighter, Fire Technician, and Battalion Chief.</li><li>(5) The County develops hourly calculations without taking paid leave accruals into account.</li></ol>
<p><b>Recommendation</b></p> <p>Consider Methodological Refinements</p>	<p>Consider the following refinements to the County’s methodologies.</p> <ol style="list-style-type: none"><li>(1) Include scheduled overtime and shift differential in hourly compensation comparisons, to more fully reflect actual earnings on a regular schedule. Consider adjusting for leave accruals, as well, since paid leave is often somewhat proportional to annual hours.</li><li>(2) Use of all ranks in the progression equivalent to Firefighter in Fairfax County, such as Firefighter II levels elsewhere (where not reflective of higher-level Technician duties).</li><li>(3) Analysis of comparative pay for all years of service, inclusive of premiums, consistent with PFM’s career average approach detailed in this report. Periodic use of this approach (every 3-5 years) could help to evaluate any career junctures where the FRD is more of an outlier than at midpoint and/or when premiums impact findings.</li><li>(4) Surveying for all fire and rescue ranks on a periodic basis (again, every 3-5 years) to ensure competitiveness across the full FRD.</li></ol>
<p><b>Implementation Issues</b></p>	<p>Modest administrative impacts and/or incremental survey costs.</p>



<p><b>Finding #6:</b> Overtime Usage</p>	<p>Overtime costs in the Fairfax County FRD are significant – totaling nearly \$24 million in the General Fund for FY2017 and merit ongoing management focus and review. At the same time, it is important to recognize that overtime spending is not always nor inherently negative. The major drivers of FRD overtime include:</p> <ol style="list-style-type: none"><li>(1) <b>Leave.</b> Replacement of personnel on paid leave drove approximately 48% of FY2017 FRD sworn overtime.</li><li>(2) <b>FLSA/Holiday.</b> In FY2017, approximately 20% of all sworn was attributable to either “FLSA overtime” (built in overtime within the regular 56-hour operations schedule above the average 53-hour Fair Labor Standards Act threshold) or “Holiday Overtime” (extra pay for regularly scheduled work on a holiday, as often required for first responders).</li><li>(3) <b>Training.</b> Over 16% of FY2017 FRD overtime was due to training, specialty training, or work at the recruit school.</li><li>(4) <b>Backfill/Vacancy.</b> At approximately 7% of FY2017 FRD overtime, this category is driven by replacements for a position vacancy, officer shortage, staff shortage, or minimum staffing requirement.</li><li>(5) <b>Special Projects/Events.</b> This category includes overtime related to internal and external committees, community events, and various department initiatives/projects, accounting for just over 2% of FRD overtime expenditures in FY2017.</li><li>(6) <b>Emergency.</b> Driven by incidents that require overtime (e.g. a significant storm, oil spill, large scale suppression/EMS event, etc.), this category for less than 1% in FY2017.</li><li>(7) <b>Other.</b> This general catch-all category includes overtime for promotional exams, physical testing, specialty assignments, court time, administration, and Fire Marshal related activities and comprised approximately 6% of FY2017 FRD overtime.</li></ol>
<p><b>Recommendation</b> Options for Exploration</p>	<p>Some level of overtime in 24/7 operations is effectively unavoidable, and other uses of overtime may actually be more cost-effective than alternative means of coverage, such as increased headcount. Within this context, we outline several areas of opportunity below, however, note that several of these represent areas for potential further exploration – not recommendations for immediate change.</p>





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	<p>(1) Some regional fire and rescue employers provide lower cost compensation for holidays worked that are a necessary element of 24/7 coverage – and some of those other approaches are structured as premiums separate from overtime. The County could consider a similar alternative approach to overtime.</p> <p>(2) The County could explore realigning paid leave accruals, which – because FRD annual leave accruals are now comparatively high in absolute terms – would also make more hours available for coverage without overtime (and/or reduce banked leave and payouts upon separation).</p> <p>(3) While not extraordinarily high, sick leave usage and control practices could also be further evaluated.</p> <p>(4) To help determine the best deployment of FRD resources, the County could consider periodically engaging in a detailed workload demand and deployment analysis conducted by independent subject matter experts. Working collaboratively with FRD leadership, such analysis can help to ensure an optimized approach for public safety staffing requirements that underlie many overtime demands.</p> <p>(5) The County could also further explore management of overtime use for non-operational activities. Given the critical nature of some of these activities, such as core training, the complete elimination of this overtime category will not be achievable. Nonetheless, a detailed review could potentially identify opportunities for policy revisions and/or savings.</p> <p>(6) Fairfax County should strongly consider a redesign of its overtime tracking approach to improve the information available to management.</p>
<b>Implementation Issues</b>	<p>To the extent that some of the potential changes identified – such as lower leave accruals or modified holiday pay – would effectively reduce an element of employee compensation, such options could be considered for implementation within the context of other positive changes for employees. For example, any paid leave adjustments could be advanced in tandem with (and potentially help to fund) pay plan leveling and/or other pay grade realignment that improves overall compensation.</p>



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## Project Approach and Methodology

PFM Group Consulting LLC (PFM) was engaged by Fairfax County, Virginia to review the compensation structure and competitiveness of uniformed Fire and Rescue Department (FRD) personnel.

This report encompasses findings and recommendations resulting from several months of study. During this time, the project team benchmarked total compensation among regional fire and rescue departments to determine the County's relative ranking within the region. The PFM project team also surveyed major fire service providers nationally regarding rank structure, organization, and other related issues, to inform potential organizational changes within the County Fire and Rescue Department.

To capture information regarding rank structure, pay differentials, staff position premiums, and other compensation practices, PFM evaluated collective bargaining agreements (as applicable), job specifications, and pay scales from the surveyed regional jurisdictions to document organizational and compensation practices. After processing this information, the project team conducted follow-up interviews when needed.

Unless otherwise noted, all compensation benchmarking reflects pay as of FY2018.

To further inform our analysis, PFM reviewed extensive payroll and retention data, interviewed FRD commanders, and conducted multiple focus groups of FRD personnel across all ranks, including one dedicated session focused on women within the Department.

While this report solely reflects the independent conclusions of the PFM project team, our evaluation benefited greatly from a steering committee that included experienced representatives of the County Executive's Office, Department of Human Resources, Department of Management and Budget, and the Fire and Rescue Department.

We appreciate the active cooperation, participation, input, and insight of the FRD personnel and other County professionals throughout our study, and hope that this report serves as a resource to inform future decision making.



## Review of Regional Compensation Competiveness

### FRD Overview

The FRD employs approximately 1,400 uniformed personnel and serves over 1.1 million residents.<sup>1</sup> With a growing population, demand for fire and rescue services have increased, with calls for service trending upward from 91,228 in FY2012 to 97,204 in FY2016.<sup>2</sup>

Within the FRD, Firefighters, Firefighter Medics, Fire Technicians, and Master Technicians are non-supervisory job titles. New hires begin at the Firefighter (Grade F-18) rank during and after the Academy and can promote to Fire Technician (Grade F-19) after two years of service. After five years of service, a Fire Technician is eligible for the Master Technician distinction, which comes with a proficiency pay adjustment (Grade F-20).

Fire Technicians are distinguished from Firefighters, as the Technician is a lead worker and specialist while the Firefighter is a generalist. Additionally, Fire Technicians and Master Technicians typically operate a pumper, ladder truck, tiller, or rescue squad as a Heavy Vehicle Operator (HVO) and/or serve in specialty functions, Hazardous Materials (HazMat) response and/or the Technical Rescue Operations Team (TROT).

At the supervisory level, Fire Lieutenants provide first-line supervision, overseeing a functional unit such as an engine company, ladder truck, medic unit or rescue squad, during a single shift. Next, the FRD uses two captain ranks. The Captain I functions as a full shift supervisor, on a shift in a single station, while a Captain II functions as a station commander, responsible for the overall operations of a station or major section.

Battalion Chiefs are responsible for commanding all fire, rescue and emergency medical service activities within a specified geographic region for an assigned shift. Deputy Fire Chiefs manage a major division – Prevention, Support Services, Health and Safety, one of the three Operations shifts, EMS Training Division or Special Operations – within one of the FRD Bureaus, and Assistant Fire Chiefs oversee one of the Department's Bureaus overall – Business Services, Operations, or Personnel Services.

Employees with an ALS (EMT-P) certification receive 10% of grade F-18, Step 1 (\$5,444.67 for FY2018) salary plus \$3.00/hour if assigned to a medic transport unit and \$2.00/hour if assigned to an engine unit or any other apparatus.<sup>3</sup>

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<sup>1</sup> U.S. Census Bureau, American Community Survey, 2016 1-Year Estimates. Fairfax County Fire and Rescue Department Annual Report (FY2016).

<sup>2</sup> Fairfax County Fire and Rescue Department Annual Reports, FY2012 and FY2016.

<sup>3</sup> Fairfax County Department of Human Resources.



**Table 1: FRD Headcount by Rank<sup>4</sup>**

<b>Rank</b>	<b>Headcount</b>	<b>Headcount (% of Total)</b>
Firefighter	356	25.7%
Firefighter/Medic	62	4.5%
Fire Technician	358	25.8%
Master Fire Technician	180	13.0%
Fire Lieutenant	203	14.7%
Fire Captain I	107	7.7%
Fire Captain II	70	5.1%
Fire Battalion Chief	36	2.6%
Deputy Fire Chief	10	0.7%
Assistant Fire Chief	3	0.2%
<b>Total</b>	<b>1,385</b>	<b>100.0%</b>

<sup>4</sup> Fairfax County Department of Human Resources; Headcount as of 9/06/2017.



## Fairfax County FRD Compensation Philosophy

Fairfax County has adopted a compensation philosophy<sup>5</sup> in an effort to maintain competitiveness within the regional labor market. The County’s compensation philosophy establishes comparator organizations and the frequency and scope of compensation review.

Currently, the County surveys Alexandria, Arlington County, the District of Columbia, Loudon County, Montgomery County (MD), Prince George’s County (MD), and Prince William County. Each comparator organization provides job matches for the County’s surveyed job classes.

The compensation philosophy incorporates the following two pay implementation guidelines:

- **Market Competitiveness:** The County seeks to maintain competitive compensation consistent with the hourly average of comparator organizations in the region.
- **Market Ratio Thresholds:** The market ratio for all employee groups will be 95 to 105 percent of the hourly *midpoint pay* for each surveyed class.

For the FRD, three benchmark positions are surveyed: Firefighter, Fire Technician, and Fire Battalion Chief. As shown in the table below, the County’s survey for FY2020 found that only the Battalion Chief rank is within 5.0% of the regional average on an hourly basis, such that market adjustments would be recommended based on the Firefighter and Fire Technician ranks.

**Table 2: FY2020 FRD Pay Survey Results**  
Fairfax as a % of the Market Average

	Minimum Salary	Mid-Point Salary	Maximum Salary	Mid-Point Hourly Wage
<b>Firefighter</b>	116%	112%	109%	<b>94%</b>
<b>Fire Tech</b>	110%	104%	100%	<b>89%</b>
<b>Fire Battalion Chief</b>	112%	109%	107%	<b>104%</b>

As further detailed below, PFM surveyed the same group across all of the FRD ranks, and evaluated additional perspectives on compensation competitiveness.

<sup>5</sup> Fairfax Department of Human Resources, “Public Safety Survey Methodology and Overall Results.”



## Overview of Comparison Group

Consistent with Fairfax County's compensation philosophy, PFM benchmarked large fire and emergency service providers in the Washington D.C. metropolitan area. PFM also provides a more detailed look at compensation at each fire and rescue rank, and evaluations from several additional perspectives on comparative pay:

- Entry Pay – important for recruitment.
- Maximum Base Salary + Longevity – the highest pay level attained, often serving as the basis for post-retirement pension calculations.
- Total Direct Cash Compensation – inclusive of typical premiums received during a standard work week, such as shift differential and holiday pay, as well as scheduled overtime when built into the regular working schedule.
- Direct Cash Compensation Per Net Hour Worked – total direct cash divided by regularly scheduled hours, net of typical paid leave.

In addition, PFM used a “career average” approach for evaluating firefighter pay that looks at each year of a typical pay progression, providing a more detailed view than benchmarks at minimum, maximum, and mid-point. Because of these differences in comparative approach, PFM's findings – while generally consistent – will expand upon and vary somewhat from the County's survey findings.

All seven of the surveyed regional employers are located or active within the Washington-Baltimore-Northern Virginia Combined Statistical Area (CSA), and are included in regular compensation benchmarking by the Fairfax County Department of Human Resources. As reflected in Table 3, most of these communities also have broadly similar economic and fiscal characteristics relative to Fairfax County.

Salary and schedule regions across benchmark agencies are inherently dynamic, subject to periodic change. For example, Arlington is now moving toward a shorter, 50-hour work week, while Prince William County is shifting to a 56-hour average work week.



**Table 3: Economic and Fiscal Characteristics of Regional Comparison Group<sup>6</sup>**

	Median Household Income	Individuals Below Poverty Level (%)	Unemployment Rate	Median Earnings Residents Age 25+	Median Monthly Owner Costs	Credit Rating (Moody's)
<b>Fairfax County</b>	<b>\$115,717</b>	<b>5.9%</b>	<b>2.6%</b>	<b>\$61,564</b>	<b>\$2,522</b>	<b>Aaa</b>
Alexandria City	\$87,920	12.5%	2.6%	\$61,434	\$2,601	Aaa
Arlington County	\$110,388	8.1%	2.2%	\$76,636	\$2,829	Aaa
District of Columbia	\$75,506	18.6%	5.2%	\$60,200	\$2,422	Aa1
Loudoun County	\$134,464	3.6%	2.7%	\$69,749	\$2,605	Aaa
Montgomery County	\$99,763	6.7%	2.8%	\$55,095	\$2,393	Aaa
Prince George's County	\$79,184	9.1%	4.0%	\$45,389	\$1,936	Aaa
Prince William County	\$97,986	8.1%	3.0%	\$50,523	\$2,150	Aaa
<b>Median (Excluding Fairfax)</b>	<b>\$97,986</b>	<b>8.1%</b>	<b>2.8%</b>	<b>\$60,200</b>	<b>\$2,422</b>	<b>-</b>
<b>Fairfax Rank</b>	<b>2 of 8</b>	<b>7 of 8</b>	<b>6 of 8</b>	<b>3 of 8</b>	<b>4 of 8</b>	<b>-</b>

All of these fire and rescue departments also have large, professional staffs. Serving the largest population, Fairfax County has the most total career employees.

**Table 4: Regional Comparison Group, Fire and Rescue Department Size<sup>7</sup>**

	Number of Fire/Rescue Personnel*	Population	Sworn Fire/Rescue Personnel Per 10,000*
<b>Fairfax County</b>	<b>1,385</b>	<b>1,138,652</b>	<b>12</b>
Alexandria City	236	155,810	15
Arlington County	280	230,050	12
Loudoun County	486	385,945	13
Prince William County	561	455,210	12
Montgomery County	1,184	1,043,863	11
Prince George's County	880	908,049	10

<sup>6</sup> Sources: US Census Bureau, American Community, 2016 1-Year Estimates and 2000 Decennial Census; Bureau of Labor Statistics, Local Area Unemployment Statistics (LAUS), December 2017 (Preliminary).

<sup>7</sup> Sources: U.S. Census Bureau, American Community Survey 2016, 1-Year Estimates. Department headcounts as of 7/1/2017 and provided by individual jurisdictions.



## Career Progression and Base Pay

Again, the FRD has two non-supervisory ranks. New hires begin at either the Firefighter or Firefighter/Medic rank.<sup>8</sup> Firefighter/Firefighter Medics can promote to Fire Technician after two years of service with the appropriate certification.<sup>9</sup> After five years of service, Technicians are then eligible for a proficiency increase of 5% and the Master Technician title within the same overall rank.

**Table 5: Fire and Rescue Non-Supervisory Career Path**

<b>Non-Supervisory Career Progression</b>	
<b>Fairfax County</b>	<b>YOS 1-2: Firefighter</b> <b>YOS 3+: Fire Technician (Eligible to promote w. appropriate certification)</b>
Alexandria	YOS 1-2: Firefighter I YOS 3+: Firefighter II
Arlington County	YOS 1-2: Firefighter/EMT I YOS 3+: Firefighter/EMT II
District of Columbia	YOS 1-2: Firefighter/EMT YOS 3+: Firefighter/Technician (Firefighter/EMTs with at least three years of service are eligible to promote to the non-supervisory Firefighter/Technician rank)
Loudoun County	YOS 1-3: Firefighter/EMT YOS 4+: Fire/Rescue Technician
Montgomery County	YOS 1: Firefighter/Rescuer I YOS 2-3: Firefighter/Rescuer II YOS 4: Firefighter/Rescuer III YOS 5+: Master Firefighter
Prince Georges County	0-18 Months: Firefighter I 18-30 Months: Firefighter II 30+ Months: Firefighter III 36+ Months: Technician (Eligible to promote after 3 completed YOS)
Prince William County	YOS 1-2: Fire and Rescue Technician I YOS 3+: Fire and Rescue Technician II (Eligible to promote after 2 completed YOS)

<sup>8</sup> Firefighter Medic includes a two-step increase following completion of recruit school and paramedic internship.

<sup>9</sup> Fairfax County Department of Human Resources.





## Entry Pay Comparisons

Entry pay is an important factor in generating a pipeline of talented and qualified recruits. At entry, Fairfax County FRD base pay is competitive among the regional departments surveyed. At \$54,447, Fairfax County ranks 1<sup>st</sup> out of 8 jurisdictions on the basis of annual salary – 16% higher than the regional median of \$46,947. On an hourly basis, Fairfax County’s entry-level base pay ranks 5<sup>th</sup> out of 8 jurisdictions – trailing the District of Columbia, Prince William County, Prince George’s County and Loudoun County.

**Table 6: Firefighter Entry Pay**

	<b>Entry Base Pay (Annual)</b>	<b>Entry Base Pay (Hourly)</b>
<b>Fairfax County</b>	<b>\$54,447</b>	<b>\$18.70</b>
Alexandria City	\$46,947	\$16.12
Arlington County	\$48,006	\$16.49
District of Columbia	\$48,880	\$22.38
Loudoun County	\$42,370	\$19.40
Montgomery County	\$46,166	\$18.50
Prince George's County	\$42,082	\$19.27
Prince William County	\$48,739	\$19.53
<b>Median (excluding Fairfax Co)</b>	<b>\$46,947</b>	<b>\$19.27</b>
<b>Fairfax County Variance from Median</b>	<b>16.0%</b>	<b>-3.0%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>5 of 8</b>

Again, Fairfax County hourly pay is comparatively lower because the FRD schedule for field operations features more annual hours than seen in most of the benchmark departments.



**Table 7** below details these shift schedules for each jurisdiction. Fairfax County, Alexandria (City), and Arlington County each use a shift schedule that yields 2,912 annual hours, the highest among the comparison grouping. Correspondingly, fire and rescue personnel in these departments are required to make more annual appearances. Conversely, in the District of Columbia, Loudoun County, and Prince George’s County, fire and rescue personnel work shift schedules yielding 2,184 hours and are required to make fewer annual appearances.

**Table 7: Fire and Rescue Shift Schedules**

	Schedule	Annual Hours	Average Weekly Hours	Annual Appearances
<b>Fairfax County</b>	<b>24 on/24 off, 24 on/24 off, 24 on/96 off</b>	<b>2,912</b>	<b>56</b>	<b>122</b>
Alexandria	24 on/24 off, 24 on/24 off, 24 on/96 off	2,912	56	122
Arlington County	24 on/24 off, 24 on/24 off, 24 on/96 off	2,912	56	122
District of Columbia	24 on/72 off	2,184	42	91
Loudoun County <sup>10</sup>	24 on/72 off	2,184	42	91
Montgomery County	24 on/48 off less Kelly Days (17.4/year)	2,496	48	104
Prince George's County	24 on/72 off	2,184	42	91
Prince William County <sup>11</sup>	24 on/48 off less Kelly Day every 8th shift	2,496	48	104

<sup>10</sup> Loudoun County: County also has day shift consisting of 4 days on, weekends off, and a rotating day off during the week (10-week rotation, 2 days worked in final week of rotation).

<sup>11</sup> Prince William County: County also has day shift consisting of 4 days on, weekends off, and a rotating day off during the week.



## Maximum Base + Longevity

Maximum base pay plus longevity represents another important career juncture for analysis. As the highest pay level attained, the pay range maximum often serves as the basis for post-retirement pension calculations. At maximum base pay plus longevity, Fairfax County again compares favorably – ranking 2<sup>nd</sup> out of 8 jurisdictions annually. On an hourly basis, the County ranks 6<sup>th</sup> out of 8 – 11.6% below the regional median of \$34.46.

**Table 8: Firefighter Maximum Base + Longevity**

	<b>Maximum Base + Longevity (Annual)</b>	<b>Maximum Base + Longevity (Hourly)</b>
<b>Fairfax County</b>	<b>\$88,690</b>	<b>\$30.46</b>
Alexandria City	\$87,318	\$29.99
Arlington County	\$85,946	\$29.51
District of Columbia	\$86,814	\$39.75
Loudoun County	\$74,999	\$34.34
Montgomery County	\$88,269	\$35.36
Prince George's County	\$100,128	\$45.85
Prince William County	\$86,006	\$34.46
<b>Median (excluding Fairfax Co)</b>	<b>\$86,814</b>	<b>\$34.46</b>
<b>Fairfax Variance from Median</b>	<b>2.2%</b>	<b>-11.6%</b>
<b>Fairfax County Rank</b>	<b>2 of 8</b>	<b>6 of 8</b>

At maximum base pay plus longevity, Fairfax County Fire Technician pay ranks 4<sup>th</sup> out of 8 – 3.5% above the annual regional median, without including Master Technician proficiency premium of an additional 5.0%. On an hourly basis, the County ranks 6<sup>th</sup> out of 8 – 17.0% below the regional median of \$38.45, again without the Master Technician premium.



**Table 9: Fire Technician Maximum Base + Longevity**

	<b>Maximum Base + Longevity (Annual)</b>	<b>Maximum Base + Longevity (Hourly)</b>
<b>Fairfax County*</b>	<b>\$92,920</b>	<b>\$31.91</b>
Alexandria City	\$87,318	\$29.99
Arlington County	\$85,946	\$29.51
District of Columbia	\$89,747	\$41.09
Loudoun County	\$83,977	\$38.45
Montgomery County	\$97,091	\$38.90
Prince George's County	\$104,425	\$47.81
Prince William County	\$93,716	\$37.55
<b>Median (excluding Fairfax Co)</b>	<b>\$89,747</b>	<b>\$38.45</b>
<b>Fairfax Variance from Median</b>	<b>3.5%</b>	<b>-17.0%</b>
<b>Fairfax County Rank</b>	<b>4 of 8</b>	<b>6 of 8</b>

As of the end of FY2017, nearly one-third of all FRD Fire Technicians had earned the higher Master Technician 5.0% proficiency premium. Across the survey group, no other jurisdiction reported an equivalent premium.<sup>12</sup> Accordingly, FRD personnel have a comparatively favorable opportunity for higher compensation than shown above prior to promotion to a supervisory level.

<sup>12</sup> Alexandria is the only surveyed jurisdiction reporting a higher-level non-supervisory position than shown above, Firefighter IV. This Firefighter IV classification, however, is based on ALS certification for dual-role firefighter-medics, so is not directly equivalent to the Fairfax Master Technician level.



## Career Average Base + Longevity

In many of the comparisons to follow, PFM uses a “career average” approach. A “career average” is calculated by mathematically averaging each step in a multi-year progression. While the career average is a theoretical construct that would not be experienced by any individual firefighter (since wage increases and other adjustments would inevitably change the pay progression over the course of a career), the concept provides a simplified, single figure for comparing the current overall value of a pay plan.

Appendix A provides an example of this methodology in greater detail for the Fire Technician classification.

This career average approach can be particularly helpful for comparing pay plans with significantly faster or slower progressions toward maximum compensation. Under such circumstances, comparisons made only at one particular juncture could potentially provide a limited view. Career averages can be calculated over varying periods, this report highlights 25-year career averages.

Although not exactly the same as the County’s pay philosophy focus on the midpoint of a range, the career average approach provides a similar perspective on the overall position of each plan.

In evaluating such career averages, however, it is important to recognize that not all jurisdictions maintain the same degree of consistency with regard to progressions. In some departments, pay steps and longevity increments are virtually automatic and highly standardized. In other departments, management may exercise judgment regarding the extent and pace of an individual firefighter’s increases.

Among the Northern Virginia jurisdictions surveyed, two jurisdictions have fixed pay schedules (Alexandria and Fairfax County) and three jurisdictions have pay ranges (Arlington, Loudoun and Prince William Counties). Though Arlington County has a pay range, annual pay-for-performance increases have remained at 3.5% since FY2011. Additional detail on each jurisdiction’s pay progression is provided below:

- In the City of Alexandria, fire personnel are on a fixed pay scale. The value of step increases is 5.0% annually through the first five steps. At Step 6 fire personnel receive annual 3.5% step increases. At Step 10, public safety personnel receive annual 2.3% step increases until the pay range maximum is reached at Step 18.
- Arlington County utilizes a pay range for its uniformed fire employees. Even though there is no fixed pay scale, employees have received annual 3.5% merit increases until the pay range maximum is reached since FY2011.
- Fairfax County police, fire, and deputy sheriffs (including those providing jail services) are on separate fixed pay scales. Employees receive 5% annually through Step 9, and 5% at 15 and 20 YOS, which is considered longevity.



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- In Loudoun County, there are separate pay ranges for deputy sheriff and fire/rescue personnel. Annual pay-for-performances vary from year-to-year, and have ranged from 0.0% and 3.0% since FY2010.
  - In Prince William County there is not a fixed step progression. Annual merits subject to determination by Board of County Supervisors.

For departments such as Prince William County, that do not have fixed step progressions, PFM assumed annual two percent merit increases consistent with adjustments made in fiscal year 2017 – the most recent County financial plan assumes merit increases (either 2% or 3%) in every year, along with general market pay adjustments of 1.0% to 2.0% in every year.

Because PFM's perspective illustrates the expected pay progression for a new hire entering service, based on step/merit advancements, prior to any future general wage adjustments, tables may overstate where actual incumbents were as of FY2018. This is due to multiple years when no merit increases were awarded during and after the Great Recession in some departments.



Looking at a 25-year career average of base pay plus longevity, Fairfax County ranks 1<sup>st</sup> out of 8 annually – 9.0% above the regional median. On an hourly basis, Fairfax’s position ranks 5<sup>th</sup> out of 8 – 3.4% below the survey group median of \$27.72.

**Table 10: Firefighter 25-Year Average Base + Longevity**

	<b>25-Year Average Base + Longevity (Annual)</b>	<b>25-Year Average Base + Longevity (Hourly)</b>
<b>Fairfax County</b>	<b>\$77,951</b>	<b>\$26.77</b>
Alexandria City	\$73,710	\$25.31
Arlington County	\$71,506	\$24.56
District of Columbia	\$68,492	\$31.36
Loudoun County	\$60,540	\$27.72
Montgomery County	\$72,551	\$29.07
Prince George's County	\$73,043	\$33.44
Prince William County	\$64,738	\$25.94
<b>Median (excluding Fairfax)</b>	<b>\$71,506</b>	<b>\$27.72</b>
<b>Fairfax Variance from Median</b>	<b>9.0%</b>	<b>-3.4%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>5 of 8</b>



Fairfax County Fire Technician, 25-year average base plus longevity ranks 2<sup>nd</sup> out of 8 jurisdictions – 13.9% above the regional median of \$71,506. Hourly, the County trails the regional median by 7.9% – ranking 5<sup>th</sup> out of 8.

**Table 11: Fire Technician 25-Year Average Base + Longevity**

	<b>25-Year Average Base + Longevity</b>	<b>Hourly</b>
<b>Fairfax County</b>	<b>\$81,457</b>	<b>\$27.97</b>
Alexandria City	\$73,710	\$25.31
Arlington County	\$71,506	\$24.56
District of Columbia	\$70,716	\$32.38
Loudoun County	\$66,365	\$30.39
Montgomery County	\$78,984	\$31.64
Prince George's County	\$82,551	\$37.80
Prince William County	\$68,453	\$27.42
<b>Median (excluding Fairfax)</b>	<b>\$71,506</b>	<b>\$30.39</b>
<b>Fairfax Variance from Median</b>	<b>13.9%</b>	<b>-7.9%</b>
<b>Fairfax County Rank</b>	<b>2 of 8</b>	<b>5 of 8</b>

As with the Fire Technician comparisons shown previously, the table above does not include the FRD Master Technician proficiency premium. For the nearly one-third of FRD Fire Technicians who have reached this level, an additional 5.0% premium would be applied to the figures above.





## Total Direct Cash Compensation

Because different employers provide take-home pay via different components of a compensation package, PFM's analysis further evaluates total direct cash compensation, looking beyond just base wages or base salary plus longevity.

For example, Fairfax County is the only fire and rescue department within the regional comparison group that provides a shift differential outside of base pay, as illustrated in **Table 12**. In Fairfax County, FRD personnel assigned to a 24-hour shift rotation earn a shift differential premium pay for all hours worked between 7:00 A.M. and 6:59 A.M., whereas other jurisdictions effectively compensate for shift requirements as a component of base pay.

**Table 12:** Fire and Rescue Shift Differential Comparison

Shift Differential	
<b>Fairfax County</b>	<b>\$0.7275/hr.</b>
Alexandria	None
Arlington County	None
District of Columbia	None
Loudoun County	None
Montgomery County	None
Prince George's County	None

To compare typical earnings inclusive of such structural differences in how pay is delivered, PFM surveyed for all major forms of cash compensation prevalent among fire suppression personnel to determine total direct cash compensation comparisons, with the analysis including:

- Base pay
- Longevity
- Shift differential
- Holiday payout<sup>13</sup>
- Scheduled overtime (where applicable; for those departments scheduled to work beyond the FLSA maximum equivalent to 53 weekly hours)
- Uniform/equipment and other allowances

This analytical framework does not include other variable premiums such as pay based on special assignments (e.g., fire investigations, HazMat), pay for special skills/credentials (e.g., multilingual pay, Advanced Life Support Training pay), or overtime for work beyond a regular schedule, nor does it include non-cash benefits. It is important to highlight that scheduled

<sup>13</sup> Assumes that all holidays are taken as cash compensation when the option is available.



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overtime, also referred to as – FLSA overtime, structured overtime, or built-in overtime – is included in PFM’s cash compensation figures.

In the following “Total Direct Cash Compensation” comparisons (and also the “Total Direct Cash Compensation per Net Hour Worked” comparisons), the career average over the first 25 years of the pay plan is highlighted.

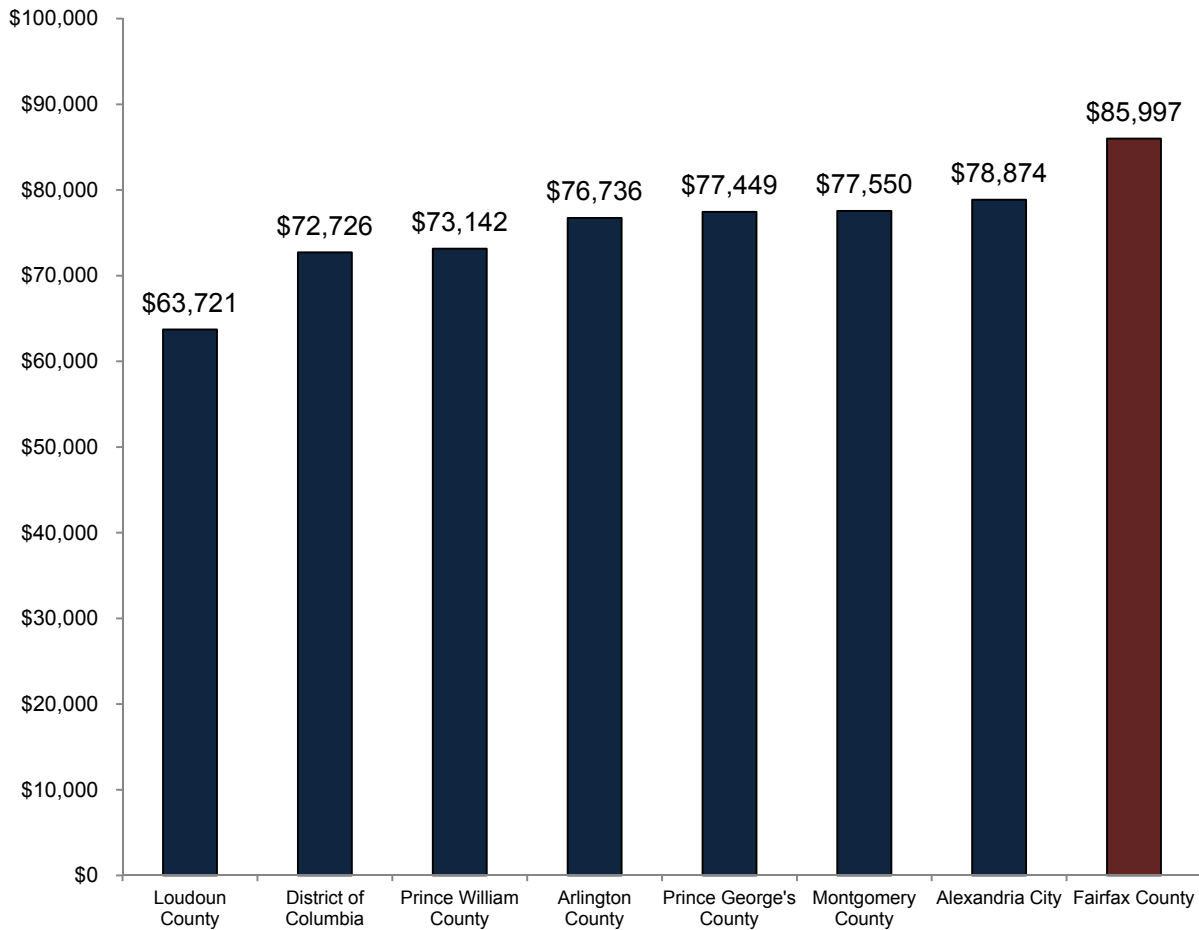
It is important to note that both methodologies for determining pay yield an approximation of earnings for a typical Firefighter and Fire Technician. Actual experience may vary based on shift distribution, historical step increases/pay-for-performance increases, recruitment incentives included in base pay, as well as other factors such as specialty assignments.



## Firefighter Total Direct Cash Compensation

When including other common forms of cash compensation for scheduled hours (e.g. scheduled overtime, holiday pay, shift differential, uniform allowances) in addition to base and longevity pay, Fairfax's position improves to 12.1% above the multi-jurisdictional median of \$76,736 – ranking 1<sup>st</sup> out of 8.

**Figure 1: Firefighter Total Direct Cash Compensation 25-Year Average (Annual)**

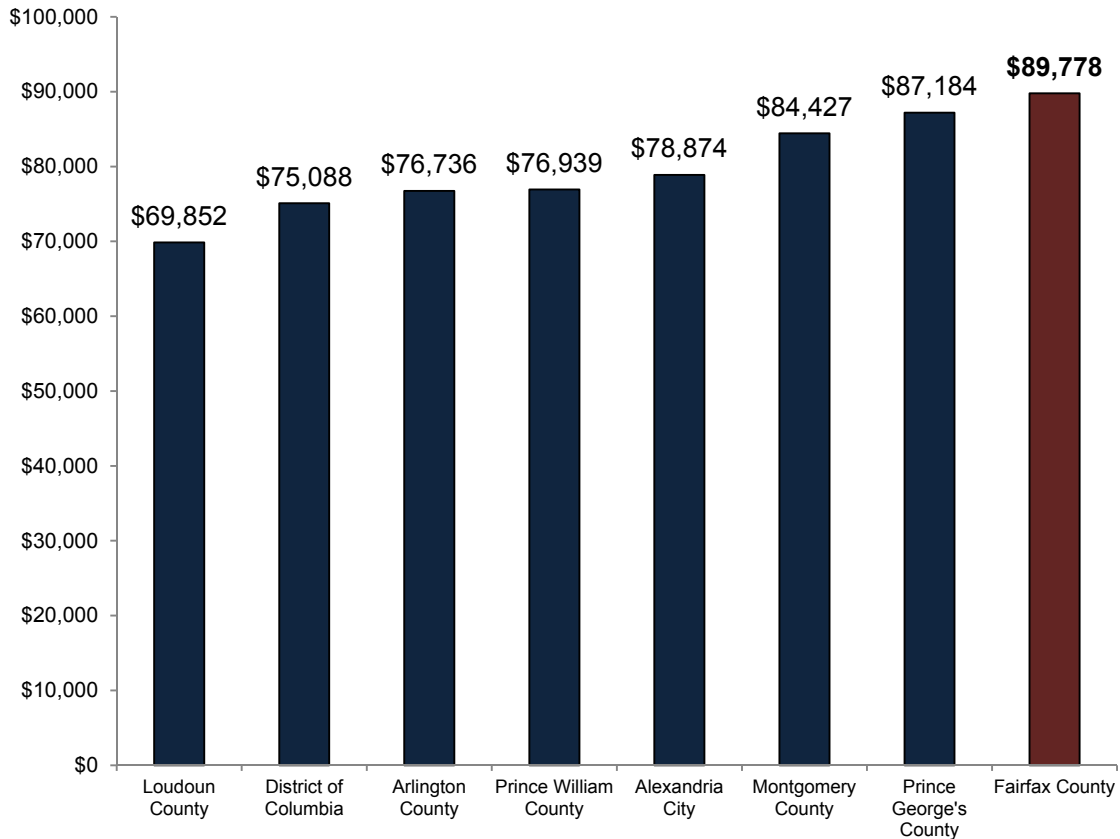




## Fire Technician Total Direct Cash Compensation

As shown in **Figure 2** below, over the course of a 25-year career, annual Fairfax Fire Technician total direct compensation ranks 1<sup>st</sup> out of 8 within the comparison group – approximately 16.7% above the multi-jurisdictional median of \$76,939.

**Figure 2: Technician Total Direct Cash Compensation  
25-Year Average (Annual)**



Again, the table above does not include the FRD Master Technician proficiency premium, which provides an additional 5.0% to the nearly one-third of FRD Fire Technicians who have reached this level.



## Total Direct Cash Compensation Per Net Hour Worked

Total direct cash compensation per net hour worked provides another perspective to evaluate fire and rescue compensation. To calculate total direct cash compensation per net hour worked, total direct cash compensation is divided by net hours worked.

In turn, net hours worked is calculated by subtracting annual leave, personal leave, and holiday leave (as applicable) accrued in each year from hours worked.

Total direct cash compensation per net hour worked incorporates variances in annual hours worked through different shift schedules and leave accrual schedules, but does not account for variable forms of leave (e.g., sick, bereavement leave).

Fairfax County's annual leave accrual for fire and rescue suppression personnel ranks at the top of the regional survey group.

**Table 13:** Annual Leave Accruals (Suppression)

<b>Hours of Annual Leave</b>	
<b>Fairfax County</b>	<b>156 hours in Year 1, maximum of 312 hours</b>
Alexandria	156 hours in Year 1, maximum of 300 hours
Arlington County	156 hours in Year 1, maximum of 312 hours
Loudoun County	104 hours in Year 1, maximum of 206 hours
Prince William County	125 hours in Year 1, maximum of 250 hours
Prince George's County	104 hours in Year 1, maximum of 208 hours
Montgomery County	144 hours in Year 1, maximum 249 hours

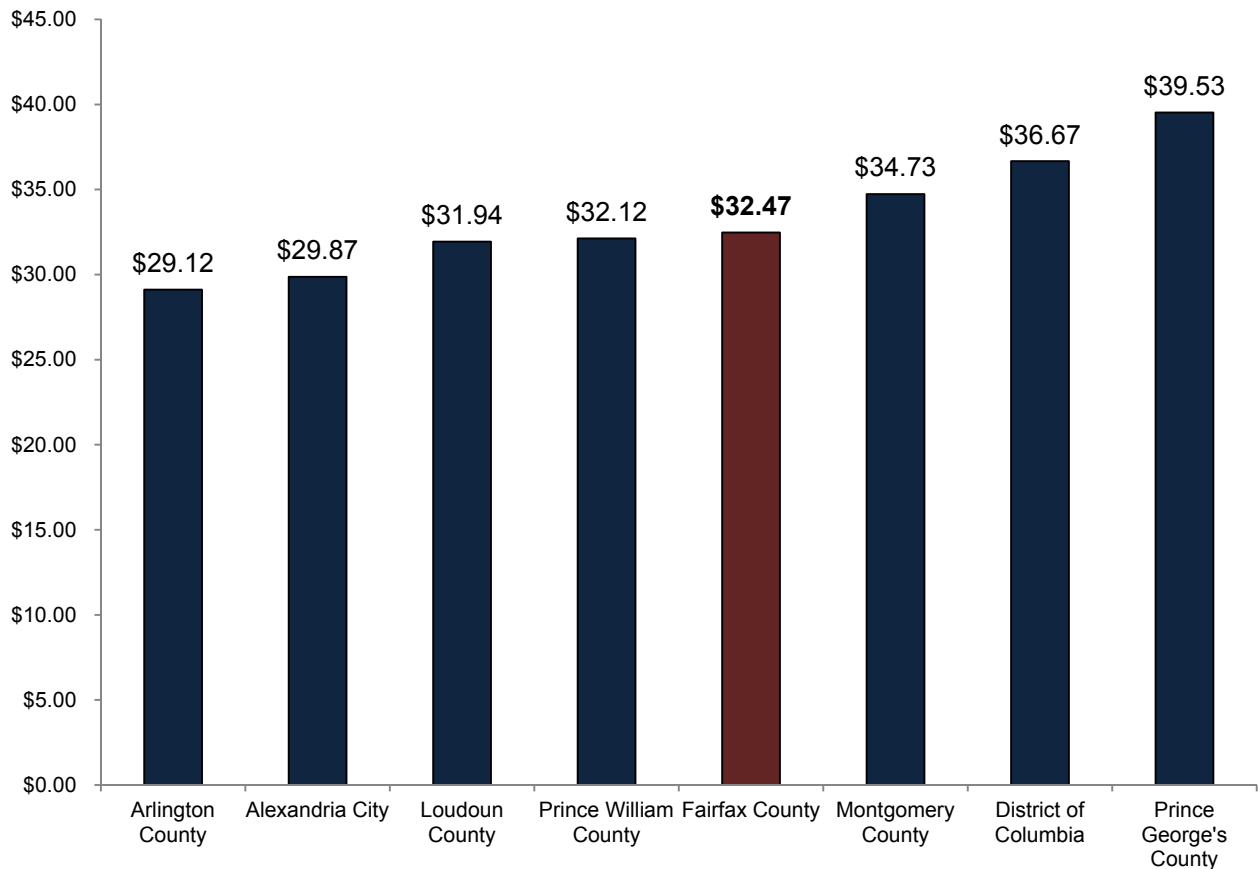


## Firefighter Total Direct Compensation Per Net Hour Worked

When accounting for differences in shift schedules – primarily, the higher annual hours required of Fairfax County fire and rescue personnel – the County’s relative position drops on a total direct cash compensation per net hour worked basis.

For the Firefighter rank, assuming no promotional advancement, Fairfax County’s ranking drops from 1<sup>st</sup> of 8 on an annual basis, to 4<sup>th</sup> of 8 on a net hour basis.

**Figure 3:** Firefighter Total Direct Cash Compensation, 25-Year Average (Per Net Hour Worked)

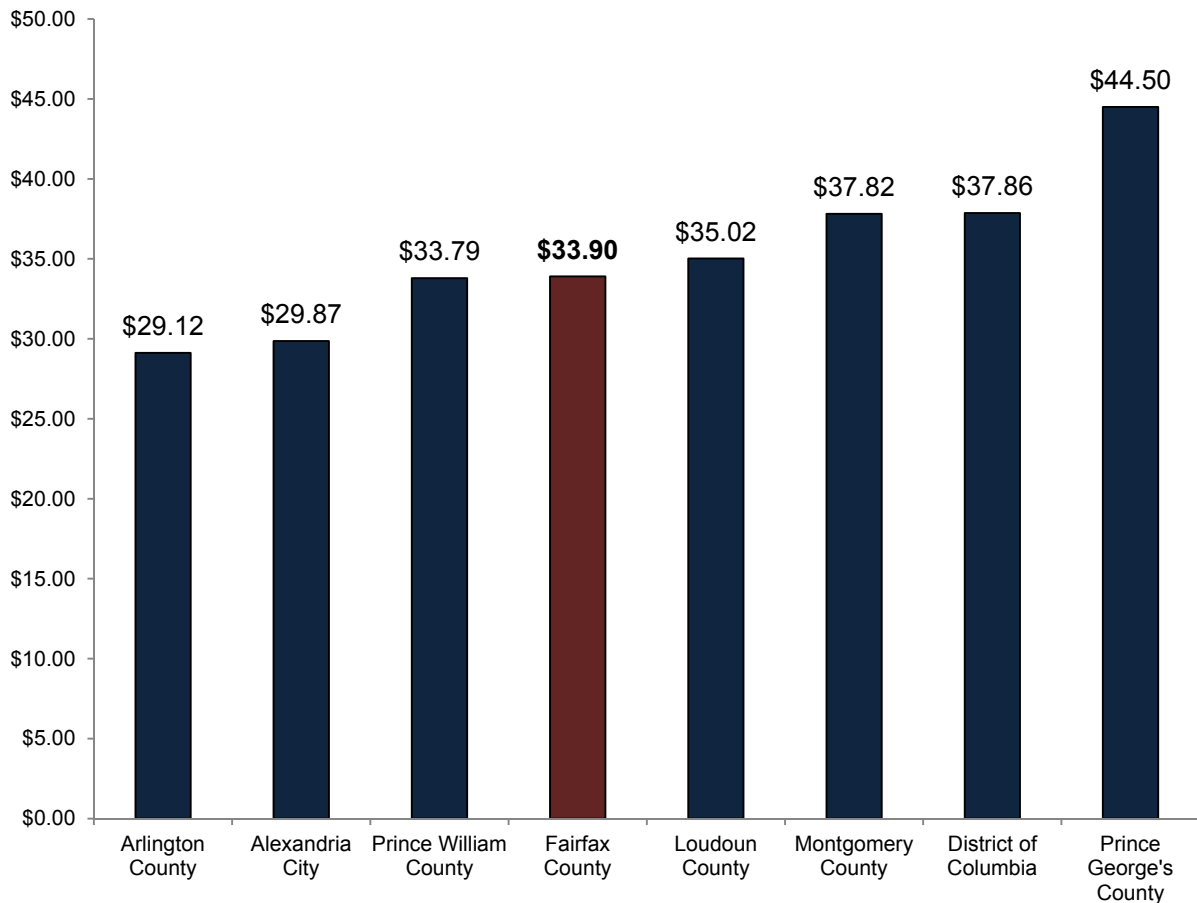




## Fire Technician Total Direct Compensation Per Net Hour Worked

Over the course of a 25-year career, Fairfax County Technician total direct compensation per net hour worked ranks 5<sup>th</sup> out of 8 within the comparison group – 3.2% below the survey group median of \$35.02.

**Figure 4: Technician Total Direct Cash Compensation, 25-Year Average (Per Net Hour Worked)**



Again, however, the table above does not include the FRD Master Technician proficiency premium, which provides an additional 5.0% to the nearly one-third of FRD Fire Technicians who have reached this level.



## Supervisory Pay Comparisons<sup>14</sup>

The following tables show compensation comparisons for four levels of supervisory ranks (Lieutenant, Captain I, Captain II, and Battalion Chief). Career average cash compensation comparisons are not shown for these ranks because of the difficulty in determining when someone might promote to a supervisory level. These comparisons include structured overtime (where applicable). Hourly rates are based on regularly scheduled annual hours, without adjustment for paid leave. Additional comparative perspectives inclusive of other direct compensation (e.g., shift differential and uniform allowances) may be found in Appendix D.

Inclusive of maximum base, longevity and scheduled overtime, Lieutenant annual cash compensation exceeds the regional median of \$108,692 by 1.0% – ranking 3<sup>rd</sup> out of 6 within the regional survey group. Hourly, Fairfax County falls to 5<sup>th</sup> out of 6 – 11.9% below the comparison group median of \$42.79.

**Table 14:** Lieutenant (or equivalent) Maximum Base + Longevity + Structured OT, Annual and Per Hour Worked

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>
<b>Fairfax County</b>	<b>\$109,724</b>	<b>\$37.68</b>
Alexandria City	\$109,901	\$37.74
Arlington County	\$108,692	\$37.33
District of Columbia	\$101,675	\$46.55
Loudoun County	-	-
Montgomery County	\$106,812	\$42.79
Prince George's County	\$110,897	\$50.78
Prince William County	-	-
<b>Median (excluding Fairfax Co)</b>	<b>\$108,692</b>	<b>\$42.79</b>
<b>Fairfax County Variance from Median</b>	<b>1.0%</b>	<b>-11.9%</b>
<b>Fairfax County Rank</b>	<b>3 of 6</b>	<b>5 of 6</b>

Looking next at Captain I compensation, Fairfax County ranks 1<sup>st</sup> out of 8 within the comparison group on an annual basis – 5.9% above the survey group median of \$119,621. FRD hourly cash compensation trails the regional survey group median of \$45.61 by 4.6% – ranking 6<sup>th</sup> out of 8.

<sup>14</sup> Includes scheduled overtime where applicable.





**Table 15: Captain I (or equivalent) Maximum Base + Longevity + Structured OT, Annual and Per Hour Worked**

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>
<b>Fairfax County</b>	<b>\$126,730</b>	<b>\$43.52</b>
Alexandria City	\$120,118	\$41.25
Arlington County	\$119,621	\$41.08
District of Columbia	\$113,855	\$52.13
Loudoun County	\$98,118	\$44.93
Montgomery County	\$120,442	\$48.25
Prince George's County	\$123,648	\$56.62
Prince William County	\$113,831	\$45.61
<b>Median (excluding Fairfax Co)</b>	<b>\$119,621</b>	<b>\$45.61</b>
<b>Fairfax County Variance from Median</b>	<b>5.9%</b>	<b>-4.6%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>6 of 8</b>

Fairfax County, Captain II annual compensation exceeds the regional survey group median of \$126,232 by 10.2% – ranking 1<sup>st</sup> out of 5. Hourly, Captain II compensation ranks 4<sup>th</sup> out of 5 – trailing the median by 4.0%.



**Table 16:** Captain II (or equivalent) Maximum Base + Longevity + Structured OT, Annual and Per Hour Worked

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>
<b>Fairfax County</b>	<b>\$139,068</b>	<b>\$47.76</b>
Alexandria City	-	-
Arlington County	\$132,756	\$45.59
District of Columbia	\$127,013	\$58.16
Loudoun County	\$107,595	\$49.27
Montgomery County	-	-
Prince George's County	-	-
Prince William County	\$125,451	\$50.26
<b>Median (excluding Fairfax Co)</b>	<b>\$126,232</b>	<b>\$49.76</b>
<b>Fairfax County Variance from Median</b>	<b>10.2%</b>	<b>-4.0%</b>
<b>Fairfax County Rank</b>	<b>1 of 5</b>	<b>4 of 5</b>

Fairfax County Battalion Chief cash compensation exceeds the regional median by 5.5% on an annual basis, but lags the median by 8.6% on a net hour worked basis.

It should be noted that a higher percentage of personnel at the Battalion Chief rank is assigned to staff positions. According to the most recent Fairfax County FRD pay survey, 15 out of 35 Battalion Chiefs – 42.8% – work in staff positions.<sup>15</sup> Battalion Chiefs assigned to staff positions work 40/42 hour weeks – 2,080 annual hours. Because a higher percentage of personnel are assigned to staff positions at the Battalion Chief rank, it is important to consider their hourly rate. When hourly rates are calculated based on 2,080 annual hours, the County’s relative position improves to 3<sup>rd</sup> out of 8 – exceeding the regional median by 10.8%.

<sup>15</sup> Fairfax County, Department of Human Resources, FY2019 Fire and Rescue Department Survey.



**Table 17: Battalion Chief (or equivalent) Maximum Base + Longevity,  
Annual and Per Hour Worked**

	<b>Current (Annual)</b>	<b>Current (Operations Hourly)</b>	<b>Current (Staff Hourly)</b>
<b>Fairfax County</b>	<b>\$151,089</b>	<b>\$51.88</b>	<b>\$72.64</b>
Alexandria City	\$143,177	\$49.17	\$65.56
Arlington County	\$163,592	\$56.18	\$78.65
District of Columbia	\$154,007	\$70.52	\$74.04
Loudoun County	\$123,924	\$56.74	\$56.74
Montgomery County	\$135,946	\$54.47	\$65.36
Prince George's County	\$136,268	\$62.39	\$65.51
Prince William County	\$143,679	\$57.56	\$65.79
<b>Median (excluding Fairfax Co)</b>	<b>\$143,177</b>	<b>\$56.74</b>	<b>\$65.56</b>
<b>Fairfax County Variance from Median</b>	<b>5.5%</b>	<b>-8.6%</b>	<b>10.8%</b>
<b>Fairfax County Rank</b>	<b>3 of 8</b>	<b>7 of 8</b>	<b>3 of 8</b>



## Structure of the Current “F” Pay Plan

Paralleling PFM’s recent review of Fairfax County law enforcement pay plans, the County requested an evaluation of the current FRD “F” pay plan. Concerns regarding the current pay plan cited during this review include:

- Inconsistent differentials between steps and grades
- Whether or not the civilian Fire Apparatus Mechanic classification should continue to be included on the “F” scale otherwise used for uniformed fire and rescue personnel
- Pay compression
- Pay grade differential for the Lieutenant rank and Battalion Chief rank

### Inconsistent Differentials between Steps and Grades

In the current “F” pay plan, there is some lack of consistency in the differentials between steps and between adjacent grades. While often set at 5.0%, grade-to-grade increases range from 2.9% to 6.4%. In addition, there are a small number of instances where step to step increments also vary from the 5.0% differential in place across most of the pay plan.

Further, the pay plan does not include grades F-28, F-30, or F-32. As a product of the pay plans inconsistent differentials between steps and grades, rank differentials also lack consistency – ranging from 4.8% to 15.5% – as shown in **Table 18**.

**Table 18: FRD Rank Differentials**

	Minimum	Midpoint	Maximum	Maximum + Longevity
<b>Percent Difference in Base Pay Over Preceding Job Title</b>				
Firefighter/Firefighter Medic	-	-	-	-
Fire Technician	4.8%	4.8%	4.8%	4.8%
Master Technician	5.0%	5.0%	5.0%	5.0%
Lieutenant*	9.5%	9.5%	9.5%	9.5%
Captain I	15.5%	15.5%	15.5%	15.5%
Captain II	9.7%	9.7%	9.7%	9.7%
Battalion Chief	11.6%	11.6%	11.6%	11.6%
Deputy Fire Chief	10.1%	10.1%	10.1%	10.1%
Assistant Fire Chief	10.0%	10.0%	10.0%	10.0%

\*Lieutenant is preceded by Master Technician



## Placement of the Civilian Fire Apparatus Mechanic Classification on the “F” Scale

On the County “F” pay schedule for fire and rescue personnel, the classifications for the uniformed ranks begin at grade F-18. At the same time, a relatively small number of civilian Fire Apparatus Mechanics are also on the schedule, placed at grade F-17.

This civilian vehicle maintenance and repair position aligns more closely with similar civilian positions elsewhere in County government, such as the Vehicle Equipment Technician II classification. Further, across the regional public sector labor market, this fire mechanic role is typically performed by civilian personnel, often in the same government-wide classifications generally matched to the Fairfax County Vehicle Equipment Technician II position.

When different County pay schedules are adjusted to reflect market movement, inclusion of the civilian Fire Apparatus Mechanic classification along with the Fairfax uniformed fire and rescue ranks may result in misaligned changes in pay.

### Pay Compression

Pay compression occurs when there are insufficient pay differentials between years of service within the same rank, or insufficient pay differentials across ranks. FRD and County staff have expressed concern about compression across ranks.

A review of payroll data shows that there are meaningful differentials in actual average earnings across all ranks.

**Table 19: Pay Compression between Ranks<sup>16</sup>**

Job Title	Average Base Earnings	Differential (\$)	Differential (%)
Firefighter/Firefighter Medic	\$65,533	-	-
Fire Technician	\$81,120	\$15,587	23.8%
Fire Master Technician	\$92,421	\$11,301	13.9%
Fire Lieutenant	\$100,628	\$8,207	8.9%
Fire Captain I	\$119,492	\$18,864	18.7%
Fire Captain II	\$133,079	\$13,587	11.4%
Fire Battalion Chief	\$150,489	\$17,410	13.1%
Deputy Fire Chief	\$166,400	\$15,911	10.6%
Assistant Fire Chief	\$183,066	\$16,665	10.0%

<sup>16</sup> Does not include separated employees, those with less than 1 year of service, or employees who otherwise did not work a full year.



## Lieutenant Rank Differential

During interviews and focus groups, some FRD personnel expressed particular concern with regard to the Department's Lieutenants – the first-level supervisory rank (15% of the Department). The rank differential between Master Technician and Lieutenant is 9.5%, while the rank differential between Captain I and Lieutenant is 15.5%. When the differential between Lieutenant and Captain I was originally structured, personnel holding the Captain I rank did not receive overtime at time and a half.

Although the Department has been able to fill vacancies at the Lieutenant rank, some interviewees indicated that the current 9.5% differential between the Master Technician and Lieutenant ranks does not provide a strong incentive for eligible employees to apply for promotion to Lieutenant given the expansion of responsibility that comes with the first-level supervisory rank.

Additionally, upon promotion, newly appointed Lieutenants typically act in a "relief" capacity, rotating between stations. Focus group participants noted that regularly floating between stations was a significant deterrent for many in seeking and applying for promotion to Lieutenant.

Promotional data provided by the Department further indicated a somewhat low number of applications submitted from eligible personnel for the Lieutenant promotional exam, at less than half of eligible personnel in FY2017 – although, again, this rate has yielded sufficient candidates. Further, outreach to other departments suggests that this FRD experience is not unique, given the change in role associated with taking on supervisory responsibilities.

Across the national survey group (excluding Fairfax County) – while there is significant variation – the average differential between the highest non-supervisory, non-competitive rank and the first-line supervisor was 14.3%, well above the Fairfax level.

**Table 20:** Lieutenant (or equivalent) Rank Differentials, National Survey Group

Fairfax County	Charlotte	Fort Worth	Indianapolis	Nashville	Phoenix	San Francisco	Seattle
9.5%	30.3%	9.7%	5.6%	27.7%	10.3%	16.2%	15.0%

It should be noted that in Charlotte, Nashville and Phoenix there is no Lieutenant rank; for these Departments the first-level supervisory rank is a Captain, responsible for overseeing an entire shift. This difference in organization structure is a factor in the relatively large rank differentials for these departments.



## Battalion Chief Rank Differential

The County has also expressed concern about pay compression between Captain II's and Battalion Chiefs due to newly implemented overtime requirements. As the result of a June 2016 Court of Appeals ruling, Fire Captains in Fairfax County are now entitled to overtime compensation at time and a half (1.5x). This ruling has led to concerns that pay compression may occur, reducing the incentive to seek promotion to the Battalion Chief rank.

As shown in **Tables 21 and 22** below, among the nationally surveyed departments, it is common, but not universal, practice to compensate Captain IIs (or equivalent) at time and a half (1.5x) for overtime, while compensating Battalion Chiefs at straight time (1.0x) pay.

**Table 21: Captain II (or Equivalent) Overtime**

	<b>Rank</b>	<b>Overtime</b>
<b>Fairfax County</b>	<b>Captain II</b>	<b>1.5x pay or comp time</b>
Charlotte	Captain	1.5x pay or comp time
Fort Worth	Captain	1.5x pay or comp time
Indianapolis	Captain	1.5x pay
Nashville	Captain	1.5x pay or comp time
Phoenix	Captain	1.5x pay
San Francisco	Captain	1.5x pay or comp time
Seattle	Captain	1.5x pay or comp time

**Table 22: Battalion Chief (or Equivalent) Overtime**

	<b>Rank</b>	<b>Overtime</b>
<b>Fairfax County</b>	<b>Battalion Chief</b>	<b>1.0x pay or comp time</b>
Charlotte <sup>17</sup>	Battalion Chief	1.0x comp time
Fort Worth	Battalion Chief	1.5x pay or comp time
Indianapolis	Battalion Chief	1.0x pay
Nashville	Fire District Chief	1.0x comp time
Phoenix*	Battalion Chief	-
San Francisco	Battalion Chief	1.5x pay or comp time
Seattle	Battalion Chief	1.5x pay or comp time

\*No response received

<sup>17</sup> Charlotte: Can be paid for overtime at straight time, if teaching at the Training Academy.



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Comparatively, while Fairfax County's overtime policies are in-line with the other surveyed jurisdictions, the FRD rank differential between Captain II (or equivalent) and Battalion Chiefs (11.6%), lags the average nationally (15.4%) and regionally (19.5%).

At the same time, however, annual salary data provided by the County shows that there is a 13.1% differential (\$17,410 differential), between the average base pay of Captain IIs and Battalion Chiefs. This differential provides a meaningful buffer between ranks to prevent compression, even with implementation of the new captain overtime policy. In addition, overall FRD Battalion Chief competitiveness is strong on an annual basis and for staff assignments, and would moderately improve further with the pay leveling recommended elsewhere in this report. The County should continue to monitor this pay relationship and its effects on filling command positions prospectively.





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## Recommended Options

### Pay Plan Leveling

As outlined in this chapter, across the current “F” pay plan, there is a lack of consistency in the differentials between steps and between adjacent grades. For example, the differential between grades F-19 and F-20 is 4.8%, while the differential between grades F-20 and F-21 is 2.9%.

Going forward, the current pay plan could be modified to create clear and consistent 5.0% differentials between steps and grades. This change would provide predictable increases for employees in all ranks, and parallel recent pay plan leveling for County law enforcement personnel.

Additionally, reinsertion of grades not shown on the current pay plan (Grades F-28, F-30, and F-32) would provide more “room” to adjust current ranks as needed.

After including the additional grades, each would be adjusted to ensure a 5.0% percent differential over the previous grade beginning with grade F-18, Step 1 for Firefighters. While the pay plan also includes a grade F-17, this grade is not currently used for any uniformed ranks, so, as such grade F-17 is not recommended as the basis for realignment. Currently, grade F-17 is used only for the civilian Fire Apparatus Mechanic classification – a position which, as further detailed later in this section, PFM recommends for transfer to the civilian “S” pay schedule for closer alignment with other County civilian classifications.

For the rank of Firefighter, no change in compensation would occur, as each step for their F-18 grade is already a level 5.0%. As shown in the following tables, however, pay plan leveling would result in generally modest increases across all other ranks, improving the County’s compensation competitiveness on an hourly basis relative to the surveyed regional employers.



**Table 23: Fire Technician 25-Year Average Total Direct Cash Compensation, Annual and Per Net Hour Worked, Current and Leveled**

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>	<b>Leveled (Annual)</b>	<b>Leveled (Hourly)</b>
<b>Fairfax County</b>	<b>\$89,778</b>	<b>\$33.90</b>	<b>\$89,959</b>	<b>\$33.97</b>
Alexandria City	\$78,874	\$29.87	\$78,874	\$29.87
Arlington County	\$76,736	\$29.12	\$76,736	\$29.12
District of Columbia	\$75,088	\$37.86	\$75,088	\$37.86
Loudoun County	\$69,852	\$35.02	\$69,852	\$35.02
Montgomery County	\$84,427	\$37.82	\$84,427	\$37.82
Prince George's County	\$87,184	\$44.50	\$87,184	\$44.50
Prince William County	\$76,939	\$33.79	\$76,939	\$33.79
<b>Median (excluding Fairfax Co)</b>	<b>\$76,939</b>	<b>\$35.02</b>	<b>\$76,939</b>	<b>\$35.02</b>
<b>Fairfax County Variance from Median</b>	<b>16.7%</b>	<b>-3.2%</b>	<b>16.9%</b>	<b>-3.0%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>5 of 8</b>	<b>1 of 8</b>	<b>5 of 8</b>

Note: Hourly rates take into account holiday leave, vacation and personal leave. Annual salaries cannot be divided by 2,912 to determine the hourly rate. Does not include Master Technician proficiency. Structured overtime included, where applicable.



**Table 24:** Lieutenant (or equivalent) Maximum Base + Longevity, Annual and Per Hour Worked, Current and Leveled

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>	<b>Leveled (Annual)</b>	<b>Leveled (Hourly)</b>
<b>Fairfax County</b>	<b>\$109,724</b>	<b>\$37.68</b>	<b>\$110,688</b>	<b>\$38.01</b>
Alexandria City	\$109,901	\$37.74	\$109,901	\$37.74
Arlington County	\$108,692	\$37.33	\$108,692	\$37.33
District of Columbia	\$101,675	\$46.55	\$101,675	\$46.55
Loudoun County	-	-	-	-
Montgomery County	\$106,812	\$42.79	\$106,812	\$42.79
Prince George's County	\$110,897	\$50.78	\$110,897	\$50.78
Prince William County	-	-	-	-
<b>Median (excluding Fairfax Co)</b>	<b>\$108,692</b>	<b>\$42.79</b>	<b>\$108,692</b>	<b>\$42.79</b>
<b>Fairfax County Variance from Median</b>	<b>0.9 %</b>	<b>-11.9%</b>	<b>1.8%</b>	<b>-11.2%</b>
<b>Fairfax County Rank</b>	<b>3 of 6</b>	<b>5 of 6</b>	<b>2 of 6</b>	<b>4 of 6</b>

Note: Structured OT included above.



**Table 25: Captain I (or equivalent) Maximum Base + Longevity, Annual and Per Hour Worked, Current and Leveled**

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>	<b>Leveled (Annual)</b>	<b>Leveled (Hourly)</b>
<b>Fairfax County</b>	<b>\$126,730</b>	<b>\$43.52</b>	<b>\$128,135</b>	<b>\$44.00</b>
Alexandria City	\$120,118	\$41.25	\$120,118	\$41.25
Arlington County	\$119,621	\$41.08	\$119,621	\$41.08
District of Columbia	\$113,855	\$52.13	\$113,855	\$52.13
Loudoun County	\$98,118	\$44.93	\$98,118	\$44.93
Montgomery County	\$120,442	\$48.25	\$120,442	\$48.25
Prince George's County	\$123,648	\$56.62	\$123,648	\$56.62
Prince William County	\$113,831	\$45.61	\$113,831	\$45.61
<b>Median (excluding Fairfax Co)</b>	<b>\$119,621</b>	<b>\$45.61</b>	<b>\$119,621</b>	<b>\$45.61</b>
<b>Fairfax County Variance from Median</b>	<b>5.9%</b>	<b>-4.6%</b>	<b>7.1%</b>	<b>-3.5%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>6 of 8</b>	<b>1 of 8</b>	<b>6 of 8</b>

Note: Structured OT included above.



**Table 26:** Captain II (or equivalent) Maximum Base + Longevity, Annual and Per Hour Worked, Current and Leveled

	<b>Current (Annual)</b>	<b>Current (Hourly)</b>	<b>Leveled (Annual)</b>	<b>Leveled (Hourly)</b>
<b>Fairfax County</b>	<b>\$139,068</b>	<b>\$47.76</b>	<b>\$141,269</b>	<b>\$48.51</b>
Alexandria City	-	-	-	-
Arlington County	\$132,756	\$45.59	\$132,756	\$45.59
District of Columbia	\$127,013	\$58.16	\$127,013	\$58.16
Loudoun County	\$107,595	\$49.27	\$107,595	\$49.27
Montgomery County	-	-	-	-
Prince George's County	-	-	-	-
Prince William County	\$125,451	\$50.26	\$125,451	\$50.26
<b>Median (excluding Fairfax Co)</b>	<b>\$126,232</b>	<b>\$49.76</b>	<b>\$126,232</b>	<b>\$49.76</b>
<b>Fairfax County Variance from Median</b>	<b>10.2%</b>	<b>-4.0%</b>	<b>11.9%</b>	<b>-2.5%</b>
<b>Fairfax County Rank</b>	<b>1 of 5</b>	<b>4 of 5</b>	<b>1 of 5</b>	<b>4 of 5</b>

Note: Structured OT included above.



**Table 27: Battalion Chief (or equivalent) Maximum Base + Longevity, Annual and Per Hour Worked, Current and Leveled**

	<b>Current (Annual)</b>	<b>Current (Ops Hourly)</b>	<b>Current (Staff Hourly)</b>	<b>Leveled (Annual)</b>	<b>Leveled (Ops Hourly)</b>	<b>Leveled (Staff Hourly)</b>
<b>Fairfax County</b>	<b>\$151,089</b>	<b>\$51.88</b>	<b>\$72.64</b>	<b>\$151,686</b>	<b>\$52.09</b>	<b>\$72.93</b>
Alexandria City	\$143,177	\$49.17	\$65.56	\$143,177	\$49.17	\$65.56
Arlington County	\$163,592	\$56.18	\$78.65	\$163,592	\$56.18	\$78.65
District of Columbia	\$154,007	\$70.52	\$74.04	\$154,007	\$70.52	\$74.04
Loudoun County	\$123,924	\$56.74	\$59.58	\$123,924	\$56.74	\$59.58
Montgomery County	\$135,946	\$54.47	\$65.36	\$135,946	\$54.47	\$65.36
Prince George's County	\$136,268	\$62.39	\$65.51	\$136,268	\$62.39	\$65.51
Prince William County	\$143,679	\$57.56	\$65.79	\$143,679	\$57.56	\$65.79
<b>Median (excluding Fairfax Co)</b>	<b>\$143,177</b>	<b>\$56.74</b>	<b>\$65.56</b>	<b>\$143,177</b>	<b>\$56.74</b>	<b>\$65.56</b>
<b>Fairfax County Variance from Median</b>	<b>5.5%</b>	<b>-8.6%</b>	<b>10.8%</b>	<b>5.9%</b>	<b>-8.2%</b>	<b>11.2%</b>
<b>Fairfax County Rank</b>	<b>3 of 8</b>	<b>7 of 8</b>	<b>3 of 8</b>	<b>3 of 8</b>	<b>7 of 8</b>	<b>3 of 8</b>

Transfer of the Fire Apparatus Mechanic Classification to the Civilian “S” Pay Schedule

As previously noted, the civilian Fire Apparatus Mechanic classification aligns more closely with other civilian County positions, such as Vehicle Equipment Technician II, than with the uniformed fire and rescue ranks on the County’s “F” Pay Schedule.

To ensure ongoing market alignment as future pay schedule adjustments may be made in the years ahead, PFM recommends transferring the Fire Apparatus Mechanic classification to the civilian “S” pay schedule, consistent with other County civilian classifications.



## Lieutenant Pay Differential

As shown in **Table 24** earlier in this report, the County’s pay at the Fire Lieutenant rank currently lags the regional median by more than 10% on an hourly basis, and would still lag by more than 5.0% after leveling. In addition, under the current rank differential structure, the FRD has experienced somewhat low application rates among eligible employees for this important, first-level supervisory rank – although, to date, interest has been sufficient to fill needed vacancies.

As also previously noted, multiple factors other than pay likely also contribute to potential candidates choosing not to seek promotion to Lieutenant – such as the potential for relocation and/or assignment to a rotating shift, and the change in role associated with moving into supervision.

Given the pressures at this key career juncture, PFM recommends continued, active monitoring of the application rates to become a Lieutenant, as well as candidate quality and any extended vacancies for this rank.

The County should continue to monitor the pay gap between the regional median and the FRD’s Lieutenant rank. Further, FRD leadership could potentially explore adjustments to operational practices involving this rank (e.g., geographic assignment) as no-cost/low-cost strategies to increase interest in applications for this rank.

### Summary

The impact of leveling the “F” pay plan, is shown in **Table 28** below.

**Table 28:** Percent Change between Current “F” Pay Plan and PFM “Leveled” Proposal (by Rank)

	<b>Leveled</b>
<b>Firefighter</b>	0.0%
<b>Technician</b>	0.2%
<b>Master Technician</b>	0.2%
<b>Lieutenant</b>	0.9%
<b>Captain I</b>	1.1%
<b>Captain II</b>	1.6%
<b>Battalion Chief</b>	0.4%
<b>Deputy Fire Chief</b>	0.5%
<b>Assistant Fire Chief</b>	0.7%



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## National Benchmarks

In addition to regional compensation comparisons, this report encompasses a review of major fire departments nationally. This national peer group was selected to evaluate compensation practices and related organizational strategies and approaches generally – not for comparison of absolute pay levels.

Focus groups with FRD uniformed personnel and interviews with the Department's leadership and other County stakeholders identified the following issues regarding the FRD organizational structure as areas of focus for this national benchmarking:

- **Two Captain Ranks:** As previously noted, the FRD currently uses both a Captain I and a Captain II rank. The primary practical distinction between the Captain ranks is that the Captain I serves as a shift commander, while the Captain II serves as a station commander. There is a roughly 10% differential between the two Captain ranks. The County sought to determine how this Captain structure compares to other large departments nationally.
- **Non-Supervisory Rank Structure:** For Firefighters who do not desire to take on the increased responsibility of the Lieutenant rank, the structure of the non-supervisory career path is important. Currently, after joining the FRD as a Firefighter/Firefighter Medic, employees have the opportunity to advance to Technician and then the Master Technician proficiency level. PFM benchmarked non-supervisory rank structure across the national survey group, to determine if Fairfax County's non-supervisory rank structure was in line with national norms.
- **Staff Positions:** Currently, the FRD reports challenges with attracting experienced personnel at or near the top of promotional lists to apply for staff positions in support of operations. One factor in this dynamic is that there is a financial disincentive to taking a staff position, as employees in these roles lose opportunities to earn premiums such as holiday pay, and shift differential, as well as scheduled overtime. While the overall hours in these "9 to 5" staff positions are lower, there is nonetheless an economic loss on an annual basis. Accordingly, PFM benchmarked alternative compensation approaches for staff positions across the national grouping.





## Overview of the National Benchmark Group

PFM surveyed nine (9) fire departments across the United States. With input from the FRD, agencies were chosen based on:

- **Size** – departments included are of similar scale and serve similarly sized populations as the Fairfax County Fire and Rescue Department.
- **Location** – includes agencies from different parts of the country to provide geographic diversity in comparisons, capturing insight from varying practices nationally.

**Table 29: National Benchmark Departments<sup>18</sup>**

	Population	Number of Sworn Fire/Rescue Personnel	Number of Sworn Fire/Rescue Personnel per 10,000 residents	Fire Based EMS?
<b>Fairfax County</b>	<b>1,138,652</b>	<b>1,385</b>	<b>12</b>	<b>Yes</b>
Charlotte*	842,029	1,046	12	No
Fort Worth*	855,897	-	-	No
Indianapolis	852,506	1,157	14	Yes
Nashville	660,393	785	12	Yes
Phoenix	1,615,041	-	-	Yes
San Francisco	870,887	1,352	16	Yes
Seattle	704,358	998	14	Yes
Montgomery County	1,043,863	1,184	11	Yes
Prince George's County	908,049	880	10	Yes

\*Basic Life Support (BLS) only service providers

After reviewing all applicable information and documents provided by each jurisdiction, the project team conducted supplemental telephone interviews with representatives of each benchmark department to better understand considerations such as rank structure, station organization, and staffing practices. Among the surveyed departments, Fort Worth and Phoenix provided only partial responses.

### Captain Rank Structure

As shown in **Table 30** below, no other surveyed jurisdiction has multiple captain ranks. Among the national departments surveyed, all used either a lieutenant and captain, or a single captain to fulfill the job duties of Fairfax's Captain I and Captain II ranks.

<sup>18</sup> Source: Census Bureau, 1-Yr Estimates, 2016; "Number sworn" from survey responses and County Budget (Prince George's County).



**Table 30: Lieutenant, Captain I and Captain II, Rank Structures**

	Lieutenant or Equivalent	Captain I or Equivalent	Captain II or Equivalent	Battalion Chief or Equivalent
<b>Fairfax County</b>	<b>Lieutenant</b>	<b>Captain I</b>	<b>Captain II</b>	<b>Battalion Chief</b>
Charlotte	Captain			Battalion Chief
Fort Worth	Lieutenant		Captain	Battalion Chief
Indianapolis	Lieutenant		Captain	Battalion Chief
Nashville <sup>19</sup>	Captain			District Chief
Phoenix	Captain			Battalion Chief
San Francisco	Lieutenant	Captain		Battalion Chief
Seattle	Lieutenant	Captain		Battalion Chief
Montgomery County	Lieutenant	Captain		Battalion Chief
Prince George's County	Lieutenant	Captain		Battalion Chief

Nonetheless, given the FRD's size and dual service provider status, there is a strong rationale behind the use of dual captain ranks. In departments that are smaller, those that use more single apparatus stations, and those that do not provide fire based EMS, there is less operational necessity to have more than one captain rank.

Further, while none of these national departments uses two distinct captain ranks *per se*, two do provide pay premiums for serving as a station commander – the key additional, functional responsibility of the Fairfax FRD Captain II.

**Table 31: Station Commander Premium**

	Premium Offered?	Amount
Charlotte	No	-
Fort Worth	No	-
Indianapolis <sup>20</sup>	Yes	\$1,200/yr.
Nashville	No	-
Phoenix	No	-
San Francisco	No	-
Seattle	No	-
Montgomery County <sup>21</sup>	Yes	\$3,087/yr.
Prince George's County	No	-

**Fairfax County:** Captain II is a promotional title. There is a 9.7% rank differential between Captain II and Captain I.

<sup>19</sup> Nashville is in the process of implementing a "Fire Captain Senior"; currently no incumbents hold this rank.

<sup>20</sup> Indianapolis: A \$1,200 annual stipend is paid to the "House Captain" as a tactical incentive (special position) pay premium. It should be noted that a "House Captain" differs slightly from a station commander (e.g. sends maintenance request, reporting supply needs, etc.).

<sup>21</sup> Montgomery County: Station Commander earns \$3,087, which is factored into their base pay.



From a compensation perspective, a pay premium for the station commander role closely parallels the FRD Captain I and Captain II approach. In Fairfax County there is now a 9.7% rank differential between station commanders (Captain II) and shift commanders (Captain I).<sup>22</sup>

Further, within the national survey group, there are examples of similar pay differentials under different rank assignment practices from the FRD for the shift and station commander roles.

- For example, in the Fort Worth Texas Fire Department, Captains act as station commanders, and Lieutenants act as shift commanders. The differential between Captains and Lieutenants in the Fort Worth Fire Department is approximately 11.5%.<sup>23</sup>
- Similarly, the Nashville Fire Department is in the process of implementing a Fire Captain Senior rank, which will parallel the Captain II rank used by Fairfax County. The rank differential between Nashville's Fire Captain and Fire Captain Senior is to be 9.9%.

The rank differential between Fairfax County's Captain I and Captain II (9.7%) is slightly lower than both Fort Worth and Nashville.<sup>24</sup>

Clarity of roles, especially supervisory responsibilities, is critical to the effective and efficient management of fire and rescue departments. The Captain I and II ranks are well-defined positions that prevent confusion and allow supervisors to better manage their subordinates.

### Non-Supervisory Career Track

Nearly 70 percent of the Fairfax County Fire and Rescue Department is comprised of personnel holding non-supervisory ranks. Within the Department, there is an appropriate desire to ensure a clear career path for firefighters to grow in both pay and duties without assuming a supervisory role. Maintaining such a path provides predictability of promotion and pay increases and encourages fire personnel to stay with the department – and continue to grow professionally – through the end of their career.

**Table 32** below summarizes non-supervisory career paths in the national departments surveyed. While non-supervisory rank structures vary from department to department, survey responses indicate that it is not uncommon to have only one or two non-supervisory ranks before the technician (or equivalent rank).

Similarly to Fairfax County, five of the national departments surveyed – Fort Worth, Indianapolis, Phoenix, San Francisco, and Seattle – have only one non-supervisory rank before the technician (or equivalent rank).

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<sup>22</sup> Fairfax County, "F" pay plan.

<sup>23</sup> Collective Bargaining Agreement between the City of Fort Worth and the IAFF, 2014-2018.

<sup>24</sup> Nashville and Davidson County Metropolitan pay plan.



**Table 32: Non-Supervisory Rank Structure**

	Non-Competitive Rank & File	Highest Non-Competitive, Non-Supervisory Rank	Technician Rank
Fairfax County	Firefighter		Fire Technician (with the opportunity for Master-level proficiency recognition)
Charlotte	Firefighter I	Firefighter II	Firefighter Engineer
Fort Worth	Firefighter		Fire Engineer
Indianapolis	Firefighter		Fire Engineer
Nashville <sup>25</sup>	Firefighter I	Firefighter II	Fire Engineer
Phoenix	Firefighter		Fire Engineer
San Francisco <sup>26</sup>	Firefighter		
Seattle <sup>27</sup>	Firefighter		
Montgomery County	Firefighter/Rescuer I-II	Firefighter/Rescuer III	Master Firefighter
Prince George's County	Firefighter I-II	Firefighter III	Fire Technician

FRD focus group participants did not express any discontent with the current structure of the non-supervisory career path.

### Staff Positions

The Department currently has 124 uniformed personnel serving in staff positions, typically working a five-day, 40-hour or 42-hour schedule rather than the 56 hour fire operations schedule. Staff positions play a vital role within the Department. Personnel in these positions fulfill a wide array of duties. They are responsible for training, investigations, inspections,

<sup>25</sup>Nashville: No longer uses FF III or Senior Captain.

<sup>26</sup> San Francisco: Firefighters receive a 5% "Apparatus Operator Assignment Pay" premium.

<sup>27</sup> Seattle: Firefighters receive a 5% "Apparatus Driver" premium.



testing, and maintenance of apparatus, supporting Department communications and various other business and administrative duties.

**Table 33: Staff Position Headcount\***

Rank	Headcount	Headcount (as a % of Rank)
Firefighter	26	7.3%
Firefighter/Medic	4	6.5%
Fire Technician	6	1.7%
Master Fire Technician	2	1.1%
Fire Lieutenant	26	12.8%
Fire Captain I	20	18.7%
Fire Captain II	20	28.6%
Fire Battalion Chief	10	27.8%
Deputy Fire Chief	7	70.0%
Assistant Fire Chief	3	100.0%
<b>Total</b>	<b>124</b>	<b>9.0%</b>

\*Headcount as of 9/06/2017

In Fairfax County, fire and rescue field operations personnel work a 24/96 schedule (24 on/24 off, 24 on/24 off, 24 on/96 off). This schedule equates to 56 average weekly hours and 2,912 hours annually.<sup>28</sup> As a function of the 24/96 schedule, field personnel receive approximately three hours of regularly scheduled overtime each week, not received in staff assignments. In addition, uniformed employees working in staff positions typically have holidays off instead of being compensated in cash and have fewer opportunities to earn shift differential pay.

While staff assignments do require fewer hours of active duty such that hourly pay rates remain equivalent to those for fire suppression, there is nonetheless an economic difference on an annualized basis. Analysis by the FRD's Fiscal Services Division using FY2017 payroll data estimated that uniformed personnel in staff positions earned between \$2,118 and \$9,944 less annually (depending on rank) relative to personnel working in a 56 hour per week position. The Fiscal Services Department's estimate includes loss of shift differential pay, holiday pay and scheduled overtime. The FRD's analysis provides a blended average of \$6,899 for the annual dollar amount lost across all ranks.<sup>29</sup> PFM's payroll analysis yielded a similar, albeit slightly lower blended average.

The Department does not now offer a stipend or pay premium to account for the economic impact of leaving a 56 hour per week position for a 40/42 hour per week staff position.

<sup>28</sup> Fairfax County, Department of Human Resources.

<sup>29</sup> Fairfax County Fire and Rescue Department, "Estimate of Pay Difference between Shift and Staff Positions." FRD estimate includes lost pay on both actual holiday and the day that a holiday is observed, PFM's estimate includes only actual holiday.



Across the national survey group, two other departments in addition to Fairfax County – Phoenix and Fort Worth – have standard suppression schedules that include structured overtime above the 53 hour maximum allowable under the FLSA. These two departments employ different approaches to fill staff positions and address the loss of structured overtime.

**Table 34:** Shift Schedule, Annual Hours, Average Weekly Hours, and Annual Appearances

	Annual Hours	Average Weekly Hours	Annual Appearances
<b>Fairfax County</b>	<b>2,912</b>	<b>56</b>	<b>122</b>
Charlotte	2,730	53	96
Fort Worth	2,912	56	122
Indianapolis	2,496	48	104
Nashville	2,756	53	108
Phoenix	2,912	56	118
San Francisco	2,532	49	106
Seattle	2,352	45	96
Montgomery County	2,496	48	104
Prince George’s County	2,184	42	91

As shown in **Table 35**, Phoenix provides a 10% assignment pay premium for uniformed personnel working in staff positions. The City of Fort Worth does not provide a premium for working a staff position, but the Department allows sworn personnel working in staff positions (40 hours per week), to work overtime in the field at their staff position hourly rate of pay. Currently, staff personnel in Fairfax County are allowed to work overtime in field operations (“callback”). When working overtime in field operations, staff personnel earn overtime at the same rate that they would if they were assigned to a field position (H-3 rate of pay on the FRD pay scale).<sup>30</sup> Unlike in Fort Worth Texas, staff personnel in Fairfax County do not earn overtime in field positions at the higher rate of pay they earn working 2,080 hours annually.

Firefighter through Captain II’s earn overtime at 1.5x their regular rate of pay, Battalion Chiefs earn overtime at 1.0x their regular rate of pay and Deputy Fire Chiefs and Assistant Chiefs earn compensatory time at 1.0x regular hours for overtime and callback worked in the field operations.<sup>31</sup>

Phoenix’s premium and Fort Worth’s overtime policy help to lessen the economic impact of moving from field operations to a staff position. In addition to Phoenix, Seattle and Charlotte

<sup>30</sup> Fairfax County, Fire and Rescue Department, Human Resources.

<sup>31</sup> Ibid.



also offer staff position premiums of 5% and 7.5%, respectively. It should also be noted that the economic loss and other differences between field operations and staff positions (e.g., number of appearances) are greater in Fairfax than in departments with lower average annual hours in operations. Accordingly, the rationale for some offsetting premium in the FRD is proportionately greater.

**Table 35: Staff Position Premium**

	<b>Staff Position Premium</b>	<b>Average Annual Hours in Staff Positions</b>	<b>Average Annual Hours in Operations</b>	<b>Scheduled Overtime<sup>32</sup></b>
<b>Fairfax County</b>	<b>None</b>	<b>2,080</b>	<b>2,912</b>	<b>Yes</b>
Charlotte	5% of base	2,080	2,730	No
Fort Worth	None	2,080	2,912	Yes
Indianapolis	None	2,080	2,496	No
Nashville	None	2,080	2,756	No
Phoenix	10% of base	2,080	2,912	Yes
San Francisco	None	2,080	2,532	No
Seattle	7.5% of base	2,080	2,352	No
Montgomery County	None	2,080	2,496	No
Prince George's County	-	-	2,184	No

<sup>32</sup> Scheduled overtime is regular overtime earnings based on the length of the standard operations shift schedule.



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## Recommended Options

### Captain I and Captain II Ranks

Although the Fairfax rank structure for Captains is unique among the surveyed national jurisdictions, the County has a clear rationale for its approach, as the separation of duties between the two ranks allows for a distribution of operational burden. Further, some other major departments use alternative compensation approaches, such as a station commander pay premiums and variation of ranks assigned to parallel functions, to address similar differences in duties. Among FRD focus group participants, the majority values the current Captain rank structure and does not see a need for change. Over 50% of eligible employees for each respective rank sat for promotion in the most recent round of promotional testing.

While PFM's national compensation survey indicates that Fairfax County is something of an outlier with the particular structure of its Captain I and Captain II approach, the Department has provided a strong rationale for this approach which seems to be functioning effectively. Accordingly, no changes to the FRD Captain rank structure are recommended at this time.

### Non-Supervisory Rank Structure

In almost any organization, there is value to ensuring a clear career path for growth in both pay and duties without necessarily assuming a supervisory role. Maintaining such a path provides predictability of promotion and pay increases and encourages retention and ongoing professional development.

While the non-supervisory rank structure varies from department to department, findings indicate that Fairfax County's non-supervisory job titles align with surveyed national departments. Five of the national departments surveyed – Fort Worth, Indianapolis, Phoenix, San Francisco, and Seattle – have only one non-supervisory rank before the technician (or equivalent rank).

Fairfax County also offers a Master Technician proficiency opportunity with an additional 5% pay premium (currently received by 180 personnel). In Fairfax County, no concerns about the current structure of the non-supervisory career path arose in focus groups or interviews.

Given the findings outlined above, no changes to the non-supervisory rank structure are recommended at this time.

### Staff Assignment Premium / Rolling of Shift Differential Into Base Pay

The Department currently has 112 uniformed personnel serving in staff positions, typically working a five-day, 40-hour or 42-hour schedule rather than the 56 hour fire operations schedule.





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Fairfax County focus group participants indicated that, independent of any financial incentives, many firefighters prefer to work in fire suppression. There are some benefits to staff positions, such as holidays and weekends off, and fewer total hours of active duty. Overall, however, interviews across multiple levels of the FRD indicate that it is often difficult to attract the most qualified candidates for staff assignment vacancies.

Across the national survey group, two other departments in addition to Fairfax County – Phoenix and Fort Worth – have standard suppression schedules that mirror Fairfax County’s. Both of these departments incentivize staff positions by addressing the economic impact of transitioning to a staff position from a field position.

In light of the findings summarized above, Fairfax County could consider instituting a “staff” position premium, for all ranks Battalion Chief and below, to mitigate the economic differential in annual compensation between 56 hour shift and 40/42 hour staff positions, also incentivizing hard to fill staff positions. If pursued, the County should work to determine a financially feasible premium.

As a partial measure, the County could also consider rolling the equivalent cash value of the current FRD shift differential into base pay for all employees currently receiving the premium. This approach would narrow the current annual pay difference between suppression and staff assignments by roughly one-third (approx. \$2,000 annually, varying by rank). In addition, because the County’s regional pay comparators do not have a separate shift differential, this approach would simplify pay benchmarking – resulting in more of an “apples to apples” base pay comparison.

Because rolling shift differential and/or other premiums into base pay could have a “roll up” impact on the cost of overtime hours, pensions, payroll taxes, etc., such impacts would need to be taken into account when developing an appropriate conversion approach.



## Fire and Rescue Retention Experience

PFM was tasked with analyzing the current FRD retention experience for uniformed personnel. The ability to retain its existing workforce is crucial to the FRD's ability to fulfill its mission over the next several years, especially as the County continues to grow. Also, of particular concern, is the retention experience of the Department's uniformed female personnel.

This section focuses on two principal measures of employee separations – overall turnover and voluntary resignations (or “quits”):

- **Turnover Rate:** percentage of employees who leave the Department for all reasons (e.g., service retirements, medical retirements, terminations, resignations in lieu of termination, voluntary demotions, quits, and death).
- **Quit Rate:** percentage of employees who voluntary resign, or quit, from the Department prior to eligibility for a service retirement.

The FRD's year-by-year retention experience, as shown in **Table 36**, has been stable, evidencing no concerning turnover levels or trends. Since fiscal year 2013, overall turnover has remained below 5.0% per year (driven primarily by normal service and DROP retirements), and the annual “quit” rate due to voluntary resignations has averaged around 1.5% over this time period.

**Table 36: Attrition by Year and Reason**

	FY2013	FY2014	FY2015	FY2016	FY2017
<b>Total Separated Employees</b>	<b>61</b>	<b>57</b>	<b>61</b>	<b>66</b>	<b>60</b>
Retirement	26	12	3	8	6
Disability Retirement	3	0	0	1	2
DROP Retirement	14	22	32	34	22
Resignation	16	16	23	21	22
Dismissed	2	6	3	1	7
Deceased	0	1	0	1	1

**Table 37: Attrition by Year (%)**

	FY2013	FY2014	FY2015	FY2016	FY2017
Turnover Rate	4.6%	4.4%	4.6%	4.9%	4.4%
Quit Rate	1.2%	1.2%	1.7%	1.5%	1.6%



The tables below provide a comparison of quit and turnover rates since FY2013, across all ranks, among jurisdictions that provided retention information. Compared to regional fire and rescue departments, Fairfax County’s FRD turnover rates were among the lowest in the region over the last five fiscal years. Across all ranks, Fairfax County had the second lowest quit rate in FY2017 (1.6%), just behind the District of Columbia (0.8%) – the lowest reported across the regional survey group.

**Table 38: Comparative Turnover Rates**

	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>	<b>FY2016</b>	<b>FY2017</b>
<b>Fairfax County</b>	<b>4.6%</b>	<b>4.4%</b>	<b>4.6%</b>	<b>4.9%</b>	<b>4.4%</b>
Alexandria	8.1%	9.0%	5.9%	12.4%	4.7%
Arlington	3.0%	5.4%	6.4%	9.3%	9.3%
District of Columbia	5.4%	4.8%	3.6%	4.1%	3.4%
Loudoun County	-	-	-	5.3%	3.3%
Montgomery County	6.1%	7.7%	3.2%	2.9%	-
Prince William County	4.3%	2.7%	5.4%	4.8%	4.3%
<b>Median (Excl. Fairfax Co.)</b>	<b>5.4%</b>	<b>5.4%</b>	<b>5.4%</b>	<b>5.0%</b>	<b>4.3%</b>
<b>Rank</b>	<b>4 of 6</b>	<b>5 of 6</b>	<b>4 of 6</b>	<b>4 of 7</b>	<b>3 of 6</b>

**Table 39: Comparative Quit Rates**

	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>	<b>FY2016</b>	<b>FY2017</b>
<b>Fairfax County</b>	<b>1.2%</b>	<b>1.2%</b>	<b>1.7%</b>	<b>1.5%</b>	<b>1.6%</b>
Alexandria	3.1%	4.9%	2.7%	8.1%	3.4%
Arlington	1.0%	3.4%	3.0%	2.7%	3.9%
District of Columbia	1.8%	1.3%	1.1%	0.9%	0.8%
Loudoun County	-	-	-	4.4%	1.6%
Montgomery County	1.7%	2.3%	0.8%	0.6%	-
Prince William County	2.8%	1.4%	3.9%	3.5%	2.5%
<b>Median (Excl. Fairfax Co.)</b>	<b>1.8%</b>	<b>2.3%</b>	<b>2.7%</b>	<b>3.1%</b>	<b>2.5%</b>
<b>Rank</b>	<b>5 of 6</b>	<b>6 of 6</b>	<b>4 of 6</b>	<b>5 of 7</b>	<b>5 of 6</b>

Overall, these findings strongly suggest that no extraordinary adjustments are currently required to maintain the workforce levels needed to protect the health, safety and welfare of the general public.



## Fire and Rescue Retention Experience by Gender and Tenure

In **Tables 40 and 41, and Figures 5-7** on the following pages, quit rates are shown by gender. The average quit rate for women – 2.2% – was slightly higher than for men over the last five fiscal years, although it was lower in two of the five years evaluated and modest overall.

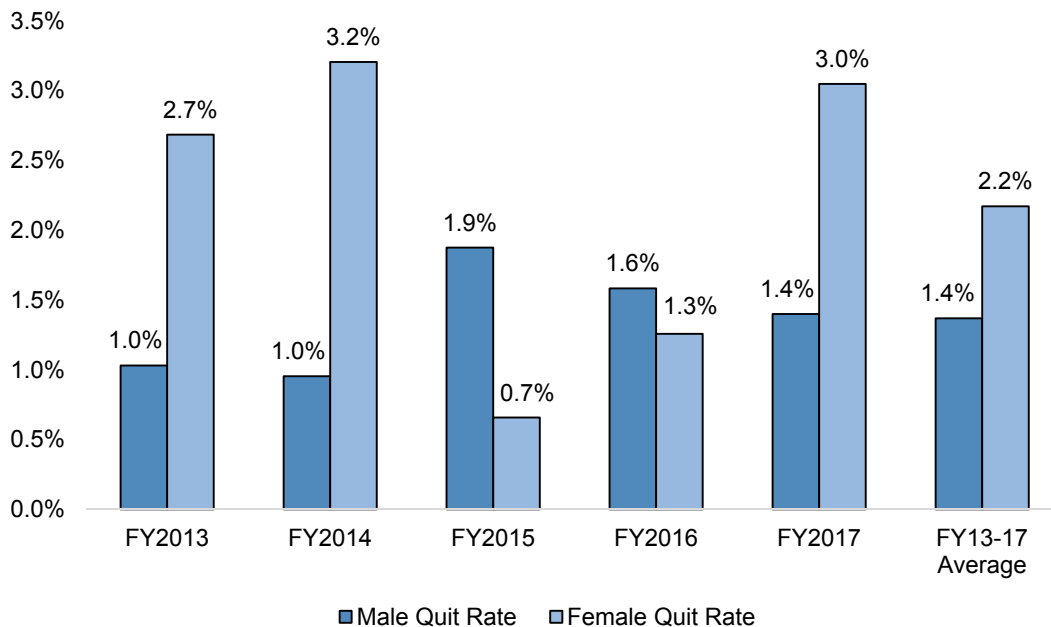
**Table 40: Female Attrition by Year**

	FY2013	FY2014	FY2015	FY2016	FY2017
Turnover Rate	3.4%	6.4%	2.6%	5.0%	5.5%
Quit Rate	2.7%	3.2%	0.7%	1.3%	3.0%

**Table 41: Male Attrition by Year**

	FY2013	FY2014	FY2015	FY2016	FY2017
Turnover Rate	4.8%	4.1%	4.9%	4.8%	4.2%
Quit Rate	1.0%	1.0%	1.9%	1.6%	1.4%

**Figure 5: Male and Female Quit Rates  
FY2013-2017**



Consistent with the moderate level of attrition seen in the data, a dedicated focus group meeting of all female personnel involved with the FRD Women’s Work Group Initiative reported an inclusive culture and positively recognized efforts by the Department to create a more “women-friendly” environment.



Of note, in this focus group session, participating FRD female personnel expressed their view that the Department is a national leader in the number of female fire and rescue personnel employed.

Supporting this view, National Fire Protection Association data indicates that the County employs a higher percentage of uniformed female personnel than many other national departments – at more than 2.5 times the NFPA 5-year average of 4.6 percent (2011-2015).<sup>33</sup> Likewise, Fairfax County’s percentage of women within the FRD also surpassed a majority of the national departments surveyed for this report.

**Table 42:** National Fire Department Demographic Comparison, Headcount by Gender

	Male	Female
<b>Fairfax County</b>	<b>88.1%</b>	<b>11.9%</b>
Charlotte*	97.1%	2.9%
Indianapolis	95.2%	4.8%
Nashville	94.9%	5.1%
San Francisco	87.5%	12.5%
Seattle	92.3%	7.7%
<b>Average (excluding Fairfax)</b>	<b>93.4%</b>	<b>6.6%</b>
<b>National Average (NFPA, 5 year average, 2011-2015)</b>	<b>95.4%</b>	<b>4.6%</b>

\*Charlotte and Fort Worth only provide BLS service

In each of the last five fiscal years, over 11% or more of Fairfax County FRD personnel were female, with a generally upward trend in both the number and percentage of women in the Department.<sup>34</sup>

<sup>33</sup> National Fire Protection Association, “Firefighting Occupations by Women and Race”.

<sup>34</sup> Data in this section of the report was compiled at the beginning of the fiscal year. Earlier headcounts are from a payroll run compiled at the end of the fiscal year.

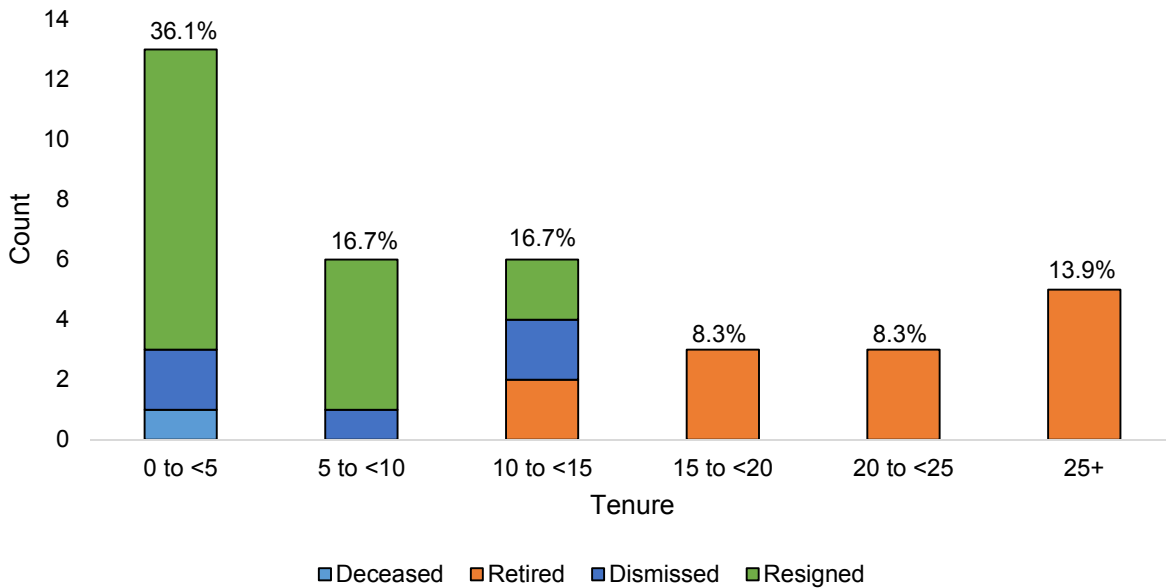


**Table 43: Fairfax County Fire and Rescue Department, Headcount by Gender (FY2013 - 2017)**

Fiscal Year	Female	Female (%)	Male	Male (%)	Total
2017	164	11.9%	1,214	88.1%	1,378
2016	159	11.7%	1,200	88.3%	1,359
2015	152	11.5%	1,173	88.5%	1,325
2014	156	11.9%	1,153	88.1%	1,309
2013	149	11.3%	1,164	88.7%	1,313

Among female personnel, again, overall turnover and quit rates are low. Of those women who do separate before retirement, most tend to do so voluntarily, early in their careers (before 10 years of service). Conversely, male personnel more frequently stay with the Department until they are retirement eligible.

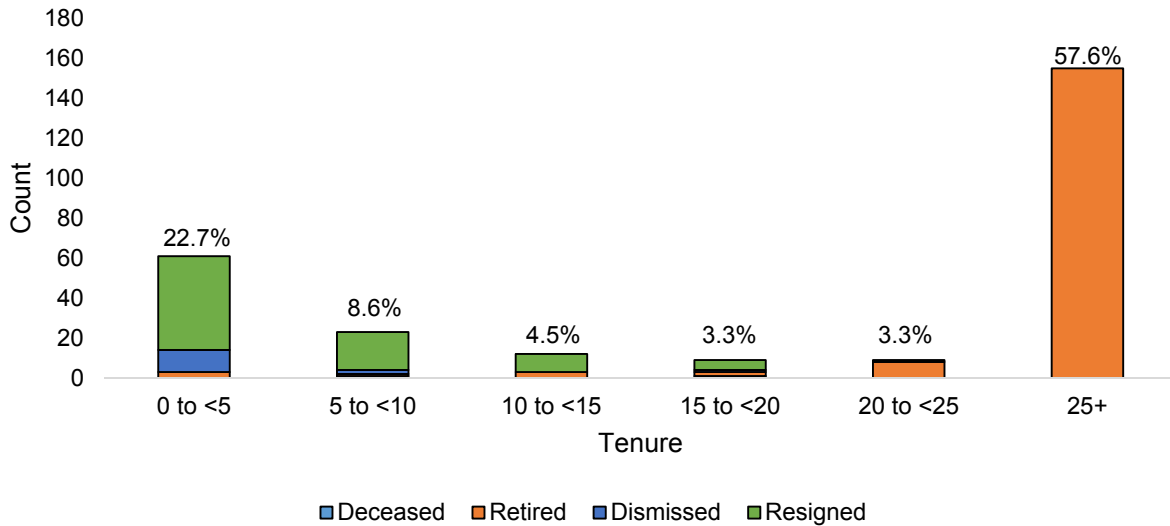
**Figure 6: Female Attrition, FY2013 - 2017 By Reason and Tenure<sup>35</sup>**



<sup>35</sup> "Retired" includes disability retirements, DROP retirements and normal service retirements.



**Figure 7: Male Attrition, FY2013 - 2017  
By Reason and Tenure<sup>36</sup>**



Caution should be exercised in interpreting the above data, as the overall number and percentage of women in the FRD has grown significantly over the past decades. As a result, there are likely proportionately more women within the FRD with less overall tenure than would be found among the Department’s male employees. In turn, this factor would somewhat skew the figures shown above. Nonetheless, the data still indicates meaningful turnover among the Department’s women within the first decade of their careers.

As one potential approach going forward, participants in the all-female focus group reported a strong interest in expanded access to job sharing structures for operations personnel. The Fairfax County FRD offers a job sharing program to employees that have experienced a major life event that impedes them from working shift work and requires them to care for a dependent, before returning to full-time employment. Major life events are defined as, “a change in the number of dependents resulting from a divorce, death, birth, adoption, legal guardianship, permanent custody, or caring for a sick or disabled family member”. Job sharing positions allow participating employees to continue working on a reduced schedule.

Currently, the FRD has six job sharing positions, five of which are filled by women. Through job sharing, two employees are able to work half time (28 hrs. per week) to fill a single full-time merit position. Each of the Department’s three shifts uses one job share position, and employees are authorized to remain in the program for a minimum of one year.<sup>37</sup>

<sup>36</sup> “Retired” includes disability retirements, DROP retirements and normal service retirements.

<sup>37</sup> Fairfax County Fire and Rescue Department, Flexible Scheduling Program Manual.



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## Summary of Findings and Recommendations

### Fire and Rescue Retention Experience

While turnover and quit rates among female personnel are marginally higher than those for male personnel on a percentage basis, they do not appear to indicate a major cause for concern at this time. When female personnel leave the Department, however, there appears to be some tendency to resign voluntarily early in their careers, while male personnel tend to separate primarily when retirement eligible. Female focus group participants articulated strong interest in additional job share positions as a strategy for addressing this attrition for some FRD women.

Accordingly, PFM recommends that the FRD continue their efforts to increase the number of job share positions available in operations.





## Fairfax County Pay Survey Methodology

PFM also reviewed the County’s pay survey methodology. Currently, the County’s philosophy, again, is to use hourly pay for fire department market comparisons.

Both annual and hourly compensation perspectives can have relevance in market surveys, especially for fire suppression personnel. When schedule changes are made that affect the total annual hours worked in fire suppression, jurisdictions tend to compensate employees to some degree, indicating that the factor of annual hours can have a bearing on overall compensation. For example, when the City of Baltimore and its firefighters negotiated an increase in average weekly hours from 42 to 47 in 2014 (a 12% increase in hours), the City and its Union also agreed to a 10.5% wage adjustment as compensation.

On the other hand, as this same Baltimore example illustrates, such adjustments are not always precisely hour-for-hour. Further, PFM’s experience<sup>38</sup> also indicates that some individual firefighters focus primarily on overall annual earning opportunities, rather than hourly rates, and that other elements of shift design beyond the annual hours required (e.g., number of appearances, day shift requirements) can also be important.

Of the national comparators that have returned responses, only one uses hourly pay rates alone for compensation comparisons (other than Fairfax County). Three others use the annual rate.

**Table 44: Hourly or Annual Rate Used in External Market Rate Survey**

	Hourly	Annual	Annual Hrs.
Fairfax	✓	-	2,912
Phoenix	✓	-	2,912
Indianapolis	-	✓	2,496
Seattle	-	✓	2,352
Nashville	-	✓	2,756

In addition to the annual salary perspective, PFM noted the following features of the County approach that could be built upon with additional analyses. The potential impact of these adjustments is further detailed in **Appendix I**.

- **Exclusion of Scheduled Overtime:** Scheduled overtime refers to overtime that occurs as a result of regularly scheduled hours that exceed the FLSA mandated maximum for firefighters (averaging 53 hours per week). Because FRD operations personnel average 56 hours weekly, overtime is earned as part of the regular schedule. These overtime earnings, however, are not included in the County’s numerator when calculating comparative hourly rates, even though the hours worked are included in the denominator.

<sup>38</sup> This perspective is derived from management interviews and focus groups with front-line personnel in multiple departments over the course of past studies, both nationally and within the region.



- **Base/Longevity Comparisons Only:** While the County captures annual, entry, and maximum rates, all comparisons are made based on hourly rates at the midpoint without inclusion of premium pays. In some departments, compensation such as shift differentials may be included in base pay, while others provide separate premiums. **Table 45** below compares the results of the FY2020 County survey at midpoint, reflected as a percent of the market average for selected ranks, to the same findings adjusted for scheduled overtime and shift differential.

**Table 45:** FY2020 FRD Survey Results With and Without Scheduled OT and Shift Pay (Fairfax as a % of the Market Average)

	<b>FY2020 FRD Survey Mid-Point Hourly Salary</b>	<b>Adjusted to Include Scheduled OT and Shift Pay</b>
Firefighter	<b>94%</b>	98%
Fire Tech	<b>89%</b>	92%
Fire Battalion Chief	<b>104%</b>	105%

- **Exclusion of Paid Leave Accruals:** The County uses regularly scheduled hours as the denominator for calculating hourly pay rates, and does not adjust for paid leave accruals. While not perfectly correlated, vacation leave accruals often align with the number of hours in a regular schedule, and Fairfax County currently offers comparatively high annual leave accruals. Netting out this higher level of paid leave could provide a more refined view of compensation for available hours of work.
- **Job Matching:** For comparing pay, the County matches to pay grades as reported by its benchmark employers. In some cases, however, these reported pay grades do not capture the automatic and/or very routine advancement of rank-and-file firefighters and fire technicians to higher pay grades prior to reaching the mid-point of their careers. As a result, the County's reported pay data for some jurisdictions may not match actual earnings at mid-career. For example, with regard to Prince George's County, MD, both PFM and Fairfax County use Firefighter I as a job match for the Firefighter position at entry. After 18 months, however, incumbent Prince George's firefighters advance to the Firefighter II job title. After 30 months (24 months post-academy), Prince George's Firefighters reach full performance level (Firefighter/Rescuer III). There is no examination required to advance, no difference in role or duties, and movement is virtually automatic. As a result, by the midpoint and at maximum, all Prince George's firefighters are Firefighters III. Similarly, Alexandria, Arlington, and Montgomery County, MD also have automatic progressions not captured in the Fairfax approach. In the PFM methodology used for this report, such automatic advancements are taken into account.



- **Limited Rank Comparisons:** Fairfax County also bases its review of the full pay schedule on three classifications: Firefighter, Fire Technician, and Battalion Chief. Pay differences may potentially vary, however, from rank to rank elsewhere.

## Summary of Findings and Recommendations

The County could consider the following refinements to its benchmarking methodologies:

- Inclusion of scheduled overtime in hourly compensation comparisons, to more fully reflect actual earnings on each department's regular schedule.<sup>39</sup> The County could also consider adjustment of the denominator used for hourly pay rate calculations to account for accrued vacation leave.
- Use of all ranks in the progression equivalent to Firefighter in Fairfax County, such as Firefighter II levels elsewhere (where not reflective of higher-level Technician duties). This would better align comparative data with actual compensation levels across the survey group at the midpoint of a career.
- Analysis of comparative pay for all years of service, inclusive of premium pays, consistent with PFM's career average approach as detailed within this report. While this detailed level of analysis may not be needed on an annual basis to ensure appropriate adjustments, periodic use of this approach (i.e., every three to five years) could help to identify any career junctures where the County may be more of an outlier than at midpoint and/or instances when premium pays could impact overall findings.
- Explore surveying all fire and rescue ranks every three to five years. Given the effort involved in conducting an expanded survey, it is appropriate to continue to look at a subset of 3-5 classifications annually, consistent with current practice. The periodic use of an expanded survey would help to ensure longer-term competitiveness across all ranks of the full FRD.
- Continue to use the hourly average of comparison organizations in the region as the primary reference point for compensation benchmarking, but also continue to review annual rates. While hourly rates are important in relation to both employee time commitments and employer costs, annual rates also have a strong bearing on recruitment. This recommended approach is consistent with the County's current practice of considering market adjustments based on hourly comparisons, but also collecting and reporting on annual ranges.

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<sup>39</sup> Some FRD representatives have noted that overtime is not included in the pension base. While this is accurate, PFM believes that all pay earned for the regular operations schedule should be evaluated when benchmarking pay during active service. If retirement earnings were to be compared, even without scheduled FLSA overtime included in the formula, the high annual earnings generated by the FRD 2,912-hour schedule would contribute to the competitiveness of the County's pension base.



## FRD Overtime Analysis

Overtime costs in the Fairfax County FRD are significant – totaling nearly \$24 million in the General Fund for FY2017 and meriting ongoing management focus and review. At the same time, it is important to recognize that overtime spending is not always nor inherently negative.

Rather, overtime is a management tool with appropriate, and sometimes cost-effective, applications. In this section of our report, we address the major drivers of FRD overtime in recent years, and highlight areas for further exploration that might help to optimize County practices going forward.

At the time PFM’s detailed overtime analysis was completed, FY2017 was the most current full fiscal year for which data was available. Since that time PFM has reviewed aggregate FY2018 overtime data. While broadly consistent with the FY2017 data in the aggregate, FY2018 does show a favorable trend in FRD overtime spending, with total overtime costs decreasing by approximately \$2 million year over year.

### Background and Approach

To better understand overtime levels, potential causal factors, and trends, PFM collected and reviewed FY2013 – FY2017 payroll and leave usage data. For context, PFM also reviewed FRD standard operating procedures, personnel manuals, and data from the FRD “internal orders” system (further detailed below).

Quantitative data was provided by both the Fairfax County Department of Human Resources (DHR) and the Fire and Rescue Department’s Human Resources and Finance Divisions. Overtime was evaluated for uniformed personnel only; no overtime for civilian fire and rescue employees is included in this analysis. Unless otherwise noted, grant funded overtime expenditures, such as federally funded overtime associated with Urban Search and Rescue (USAR) deployments were also excluded from the figures evaluated and addressed.

After collecting and analyzing this data, PFM asked follow-up questions to seek to better understand current overtime practices, as well as to solicit the ideas and insights of FRD management and administrators.

To further inform our work, PFM also reviewed public safety overtime studies and audits conducted in recent years involving other large-scale fire departments nationally. The studies identified and reviewed included:

- City of Sacramento, CA Office of the City Auditor “Audit of Fire Department Overtime Use” (February 2017)
- City of Austin, TX, Office of the City Auditor, “Austin Fire Department Overtime Audit” (August 2017)
- County of Maui, HI, Office of the County Auditor, “Audit of Premium Pay/Overtime of the Department of Fire and Public Safety (October 2017)



- City of Portland, OR, Office of the City Auditor, “Portland Fire & Rescue: More active management of overtime and call shifts needed for good stewardship of limited resources” (June 2012).

These audits were identified based on published reports, and were not filtered to reflect agencies that specifically feature similar organizational structures and general operating practices to the FRD. As a result, many of the findings from these other departments will not be directly applicable to Fairfax County. Nonetheless, we conducted this benchmarking research with the goal of identifying a broad range of recognized overtime control practices and opportunities, to help ensure that our review of the FRD would encompass lessons learned across larger fire agencies generally.

Finally, targeted regional benchmarking and outreach was conducted for identified factors contributing to overtime usage, such as paid leave accruals.

### Fairfax County FRD Overtime

As a starting point for our analysis, we first sought to categorize overtime by the primary reason for such expenditures. To do this, PFM analyzed both Countywide DHR payroll system data as well as a separate overtime dataset linked to “internal orders” maintained by the FRD to track assignments.

According to the DHR payroll data, the FRD spent \$23,959,517 on Fire and EMS overtime in FY2017 – or \$17,029 per eligible employee.<sup>40</sup> In contrast, the Department’s internal orders encompassed \$23,313,772 million of overtime spending in FY2017. This modest variance is due primarily to payroll corrections and adjustments reflected in the FRD’s internal orders.

For official overtime spending totals, the DHR payroll system is the most meaningful and reliable source. For evaluating overtime causes and trends, however, the internal order system provides much more detailed management information – for example, narrative summaries of the work performed on overtime, and the actual amount of overtime usage for each specific task.

In addition to the variance from official overtime totals, however, it should further be cautioned that internal order data can only be used as a “rough guide” to better understand the causes of overtime usage. Generally, if an employee is working straight overtime (i.e., not called back to replace another position), their time will be linked to the appropriate internal order. When personnel are called back to fill a vacant slot, however, this may lead to several reassignments or “shuffling” of personnel so as to minimize costs by ultimately bringing in a replacement at a lower rank. In turn, the internal order shown in the FRD system may reflect this new assignment for the individual called back at this lower rank, rather than the reason for the original vacancy that prompted the full series of reassignments.<sup>41</sup>

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<sup>40</sup> Based on payroll data provided by the FRD Finance Division. Figures differ slightly from totals calculated based on internal orders. Internal orders reflect payroll corrections and adjustments.

<sup>41</sup> Fairfax County FRD, Finance Division.

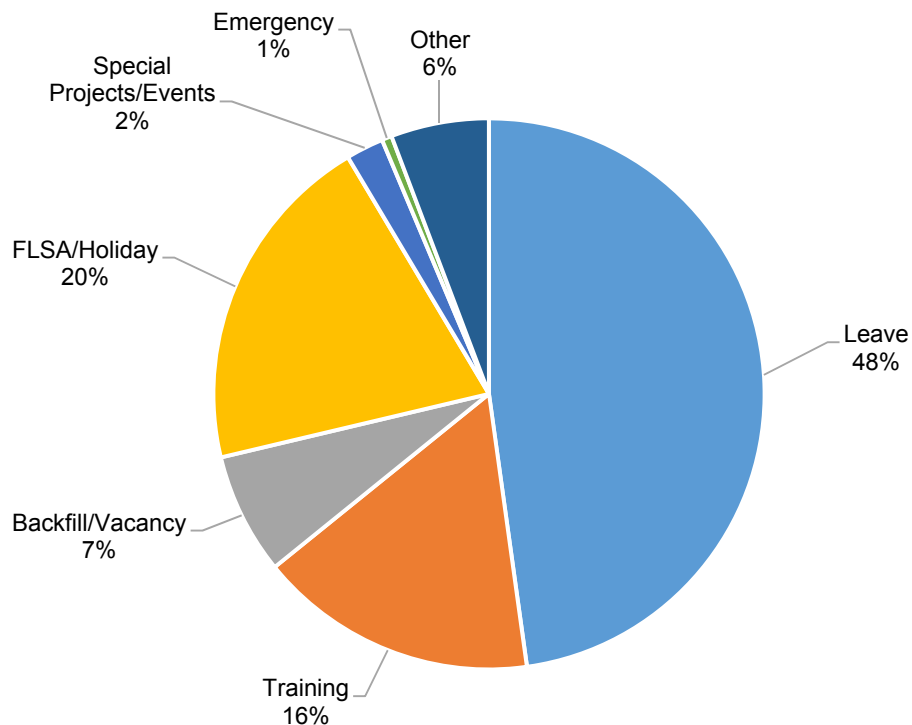


Notwithstanding these limitations, most of the analysis that follows relies on data from the FRD internal order system – which, again, provides the most detail available regarding categories and causes of overtime. To analyze this additional layer of information, each internal order category was reviewed and additional follow-up conversations with FRD personnel were conducted.

### Overtime Categories

As shown in the chart below, based on internal order system data, replacement of personnel on paid leave was indicated to be the primary driver of FY2017 overtime, accounting for nearly half of all expenditures.

**Figure 8: FRD Sworn Overtime Expenditures by Category, FY2017**



PFM developed the breakdowns shown in Figure 8 by analyzing each of the 296 types of internal orders provided by the FRD. Using these internal orders, PFM has categorized overtime into seven (7) major categories:

- **Leave.** Replacement of personnel on paid leave drove approximately 48% of FY2017 departmental overtime expenditures. Subcategories of leave include sick, civil, family, FMLA, injury, administrative and/or military leave.



- 
- **FLSA/Holiday.** In FY2017, approximately 20% of all overtime in the internal order system (\$4.7 million) was not recorded with a particular designation. While a modest portion of this amount may be due to incomplete data entry, a significant majority is attributable to either “FLSA overtime” or “Holiday Overtime,” as outlined below.
    - o In operations, FRD personnel work three 24 hour tours of duty every nine calendar days (24 on/24 off, 24 on/24 off, 24 on/96 off), which results in an average of 56 hours of work per week – prior to use of any paid leave. Under the federal Fair Labor Standards Act (FLSA), most non-exempt employees must be paid overtime after 40 hours worked in a week. Under the FLSA’s section 7(k), however, fire protection employees may be scheduled under defined work periods that equate to 53 hours per week without an overtime requirement, recognizing the special character of these jobs. Under the County’s tour structure, this threshold is exceeded, such that overtime hours are a part of the regular schedule. As a result, FRD operations personnel automatically receive the equivalent of three hours of overtime per week, or 156 hours annually. Based on overall staffing levels within operations, PFM estimated that FLSA overtime alone, also known as “built-in overtime”, represented 12% of departmental overtime expenditures – more than **\$2.8 million** in FY2017.
    - o In 24/7 emergency operations, first responders generally also work on holidays, and public safety employers compensate for that requirement in varying ways. In Fairfax County, employees receive additional paid leave when a holiday falls on a regularly scheduled day off, and receive up to an additional 16 hours of pay when reporting to work on a holiday – for both actual and observed holidays. That additional pay for regularly scheduled work that falls on a holiday is recorded as overtime. According to the DHR payroll system, which does track this compensation separately, holiday overtime totaled nearly **\$1.9 million** in FY2017.

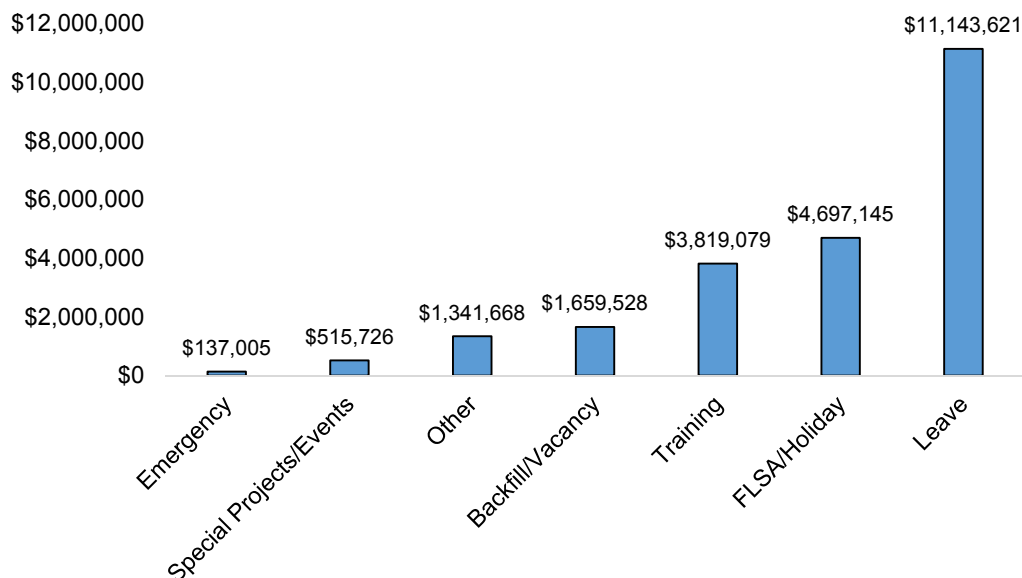
While the base schedule overtime outlined above could potentially be avoided with a different schedule design that averages 53 hours per week or lower, such an alternative would require more personnel to achieve the same coverage. Although such additional personnel would be paid at straight time rates for these hours, they would also receive benefits that would add substantially to their total compensation costs – and the Department would also face greater recruitment and training costs. These tradeoffs are further addressed later within this section of our report, but it is important to recognize generally that all other options for achieving the same coverage levels would have an equivalent – if not greater – cost.

Similarly, while FRD holiday overtime could potentially be eliminated by compensating fire and rescue personnel through separate holiday pay for a fixed number of days, regardless of whether or not they are worked – as many departments do – this would not eliminate the cost of this compensation altogether. Rather, the structure of compensation for working when other employees do not would simply be shifted to another category, at least in large part.



- **Training.** Training generated just over 16% of FY2017 departmental overtime expenditures. This category includes overtime hours worked due to training, specialty training, or working at the Department's recruit school.
- **Backfill/Vacancy.** Backfill/vacancy overtime comprised approximately 7% of FY2017 departmental overtime expenditures, incurred due to a position vacancy, officer shortage, staff shortage, or minimum staffing requirement.
- **Special Projects/Events.** Special projects/events includes overtime related to internal and external committees, community events, and various department initiatives/projects. This category accounted for just over 2% of departmental overtime expenditures in FY2017.
- **Emergency.** Represents large scale incidents that require FRD personnel to work overtime hours (i.e. due to inclement weather such as a significant snow storm, oil spills, large scale suppression/EMS events, etc.). Internal orders related to emergency overtime accounted for less than 1% in FY2017.
- **Other.** The FRD's internal orders capture various other reasons for overtime usage. PFM has grouped these reasons within a general catch-all category. This category includes internal orders for overtime for pre-arranged promotional exams, physical testing, specialty assignments, court time, administration, and Fire Marshal related activities. Overall, such miscellaneous factors generated approximately 6% of FY2017 departmental overtime expenditures.

**Figure 9:** FRD Sworn Overtime by Internal Order Type, FY2017<sup>42</sup>



\*More detailed tables presenting data by subcategory can be found in the appendices to this report.

<sup>42</sup> Totals differ slightly from DHR payroll data due largely to payroll adjustments.

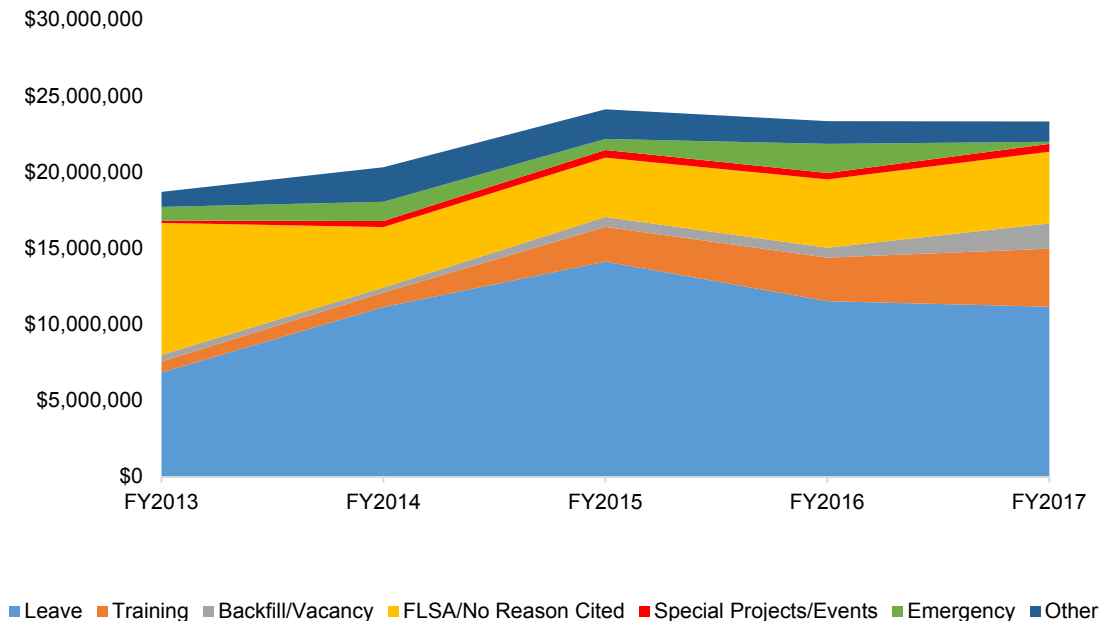




## Overtime Trends

Figure 10 to follow illustrates drivers of overtime expenditures by internal order category over the last five fiscal years. From FY2013-FY2017, most expenditures for FRD overtime have remained generally consistent from year to year. One exception is the “emergency worked” category. The emergency worked category includes premium pay provided to essential FRD personnel that must work when the county is closed (e.g. due to inclement weather). This premium pay is only triggered by declared emergency days, therefore it can fluctuate significantly – within this period, from a low of \$0 in FY2017 to a high of nearly \$1.4 million in FY2016. Similarly, some variability can be seen in training-related overtime as new programs are introduced.

**Figure 10:** Overtime Expenditures by Category, FY2013 -FY2017



In the aggregate, all other factors being equal, some upward drift in annual overtime costs is expected due to periodic employee wage increases – since raises will increase the cost of each overtime hour worked.

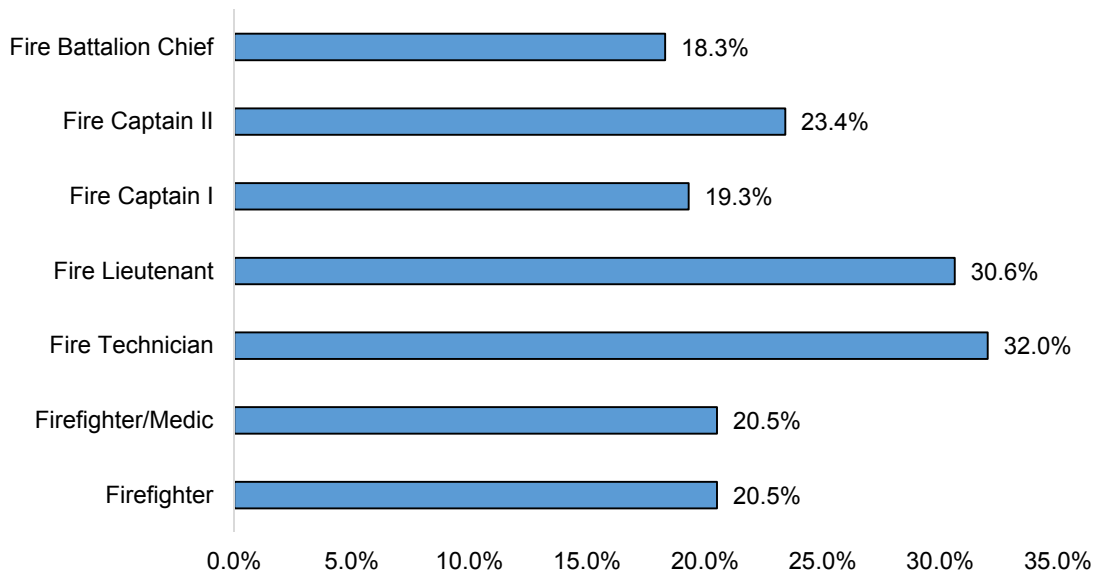
## Overtime as a Percent of Salary

**Figure 11** illustrates approximate overtime earnings as a percent of salary by rank in FY2017 for all FRD personnel, including those in “staff” assignments with different schedules from those in operations. Drawn from DHR payroll data, these figures include overtime across all Funds, including grant-reimbursed earnings.



Of note, these percentages by rank are only approximate because payroll data was calculated as of year-end. As a result, the overtime earnings of personnel who may have been promoted mid-year will be included in the promotional rank they reached by year-end, not the rank in which they began the fiscal year (i.e., a portion of their overtime would have been earned while holding a lower rank than shown). This data limitation may result in some marginal misalignment of data by rank.

**Figure 11: Overtime as a Percent of Salary, FY2017 (DHR Payroll)**



At the FLSA-exempt rank of Battalion Chief, overtime is paid at straight time rather than time-and-a-half, which likely contributes to the lower figure than other ranks as a percentage of salary. Similarly, Captains I and II transitioned from being FLSA-exempt to FLSA-eligible early in FY2017 (9/17/2016), which would have also moderated overtime costs to a somewhat lesser degree (i.e., for the first two-and-a-half months of that fiscal year). In contrast, Fire Technicians and Fire Lieutenants have the highest percentage of overtime earnings relative to salary.

#### Individual High Overtime Earners

In and of itself, high overtime earnings by any one individual are not inherently negative, so long as overall workload demands do not lead to excessive fatigue or other operational concerns. Particularly where employees have the opportunity to volunteer for overtime assignments, some individuals may simply prefer to work more hours to enhance their earnings, while others may place a higher personal value on their time away from work. Viewed solely from that perspective, providing the flexibility to accommodate individual preferences can be a positive for employee relations.

At the same time, review of high overtime earners can potentially help to identify particular work units or assignments with disproportionate demands – potentially leading to opportunities for



improvement. In addition, disproportionate overtime usage by certain ranks or cohorts of particular tenure might also indicate areas of operational concern.

The table below lists the top 25 FRD overtime earners in FY2017. Again, this data encompasses all Funds, inclusive of grant-reimbursed earnings. The top nine employees on this list each earned over \$100,000 in overtime in FY2017. In total, overtime expenditures for these 25 employees reached \$2.4 million and represented approximately 10% of all FRD's overtime expenditures in FY2017 across 1,407 uniformed personnel. Of this total, 92.2% was paid from the General Fund, with the balance (\$184,429) paid from grants or other reimbursements.

**Table 46: Top 25 Highest FRD Overtime Earners, FY2017 (All Funds)**

Rank	YOS w/ FRD	Age	Current Step in FRD Pay Plan	Total OT Comp	Master Tech	Cost center
FIRE TECHNICIAN	34	54	11	\$136,928	-	Suppression
FIRE CAPTAIN II	21	54	10	\$121,026	-	Emergency Med Svcs
FIRE TECHNICIAN	8	38	7	\$120,363	Master	Suppression
FIRE TECHNICIAN	16	39	10	\$117,092	Master	Emergency Med Svcs
FIRE LIEUTENANT	12	44	9	\$112,991	-	Emergency Med Svcs
FIRE TECHNICIAN	12	43	9	\$112,372	-	Emergency Med Svcs
FIRE TECHNICIAN	23	46	11	\$111,313	Master	Emergency Med Svcs
FIRE LIEUTENANT	17	48	10	\$106,572	-	Suppression
FIRE TECHNICIAN	6	31	7	\$103,585	-	Emergency Med Svcs
FIRE LIEUTENANT	28	47	11	\$98,202	-	Emergency Med Svcs
FIREFIGHTER	11	41	6	\$93,976	-	Suppression
FIRE CAPTAIN II	31	52	11	\$93,707	-	Suppression
FIRE TECHNICIAN	24	50	11	\$92,117	Master	Suppression
FIRE LIEUTENANT	26	54	11	\$88,988	-	Emergency Med Svcs
FIRE TECHNICIAN	21	50	10	\$88,537	Master	Suppression
FIRE LIEUTENANT	8	29	7	\$88,447	-	Suppression
FIRE CAPTAIN I	12	34	8	\$87,628	-	Suppression
FIRE TECHNICIAN	8	33	7	\$86,627	-	Emergency Med Svcs
FIRE CAPTAIN I	31	56	11	\$82,249	-	Suppression
FIRE LIEUTENANT	11	36	9	\$79,646	-	Suppression
FIRE TECHNICIAN	13	40	9	\$78,474	Master	Suppression
FIRE BATTALION CHIEF	23	53	11	\$77,618	-	Suppression
FIRE TECHNICIAN	12	37	9	\$77,247	-	Emergency Med Svcs
FIRE TECHNICIAN	15	48	9	\$76,963	-	Emergency Med Svcs
FIRE TECHNICIAN	13	46	9	\$75,314	Master	Suppression



It may be noted that 11 of the top 25 overtime earners (44%) are assigned to EMS. Overall, EMS personnel make up just under 30% of the Department. In general, ALS certified personnel are in greater demand due to the FRD's service delivery model, which requires ALS personnel on all frontline units. As a result, the relatively limited pool of ALS certified employees (approximately 400) must fill minimum staffing requirements. This likely contributes to a disproportionate number of EMS employees among the top 25 overtime earners.

### **Fire and Rescue Department Overtime Drivers**

Each category of overtime has different drivers, and different limitations and opportunities for change.

#### Schedule Design

Looking first at Base Schedule (FLSA) overtime, the Department could consider adopting an operations schedule that averages 53 hours or below instead of the current 56, and eliminate this significant category of structural overtime. Across the region and nation, there are many fire and rescue schedules that fall below this level, sometimes using periodic extra days off (commonly known as "Kelly Days") to maintain regularly scheduled hours below the FLSA overtime threshold.

From a broader fiscal perspective, however, such alternative schedules do not necessarily achieve bottom line savings. Assuming coverage requirements remain constant, someone will still need to work the tours now being staffed on the current schedule with the 54th, 55th, and 56th scheduled hours. In turn, if Kelly Days or other schedule designs reduce such availability, maintaining coverage will either require assignment of another firefighter or fire officer on overtime and/or a larger total complement of personnel.

Further, if the FRD were to employ more personnel working fewer hours on average, than additional benefit costs would be incurred – along with some additional recruitment, training, and equipment needs. Effectively, if viewed solely through a fiscal lens, the budget question becomes whether 1.5X overtime costs more or less than 1.0X straight time plus benefits and other related costs.

In Fairfax County, relevant benefit and related costs include:

- Employer payroll taxes for Social Security and Medicare at 7.65% of salary.
- Employer pension contributions, at 16.9% of salary for the normal cost associated with current service plus expenses, and 38.8% overall for FY2017 inclusive of the amortization of unfunded past liabilities.
- Healthcare benefits. In its highest enrolled plan, the County contributed \$8,567 toward medical and dental premiums for individual coverage in FY2017, \$14,735 for employee +1 coverage, and \$21,988 toward family coverage. At an average FRD base salary of \$87,602, this equates to approximately 9.7%, 16.8%, and 25.1% of base salary, respectively.



- Other costs that increase with additional employees include miscellaneous benefits (workers' compensation, life insurance), some elements of recruitment, initial and ongoing training, and certain equipment.

While a more detailed analysis would be required to fully assess this tradeoff, the above factors indicate that adding personnel would incur benefit and other costs that could approach or even exceed a 50% overtime premium. Just combining payroll taxes, pension costs for current service (assuming all actuarial assumptions are met), and family medical coverage alone total 49.65% of the average salary.

Of course, the tradeoff between when to add staff and when to plan for overtime involves more than just dollars and cents. Too few employees and much overtime can be associated with employee fatigue, turnover, and a range of operational concerns. At the same time, however, it is important to recognize that some applications of overtime can potentially be cost-effective.

#### Holiday Overtime

As illustrated in the regional comparison table that follows, public safety agencies use a range of different approaches to compensate first responders for the need to have operations personnel on duty 24/7, including on holidays.

In some departments, holiday pay is provided as an annual premium, regardless of which days are actually worked on an individual's schedule for a particular year. In other departments – such as the FRD – more pay is provided when an employee works on a holiday (accounted for as overtime in the FRD), with additional leave or a lower rate applied when a holiday falls on a scheduled day off.



**Table 47: Holidays and Holiday Pay (Operations Personnel)**

	Number of Holidays	Holiday Pay Formula	Holiday Hours Paid Above Base
<b>Fairfax County</b>	<b>11.75 holidays</b>	<b>16 hours of pay or leave if working a holiday; 11.2 hours of pay or leave if holiday not worked</b>	<b>150 (if all cash)</b>
Alexandria	11.25 holidays	11.25 hours of straight time, regardless if holiday is worked	126
Arlington County	11.25 holidays	12 hours of straight time, regardless if holiday is worked	135
District of Columbia	11.25 holidays	12 hours straight time pay regardless of if holiday is worked; no pay or additional leave if holiday falls on scheduled day off	135
Montgomery County	10.75 holidays	16 hours straight time pay or leave for all holidays regardless if worked	172
Loudoun County	13.5 holidays	8.5 hours at 2.5x pay (1.5x premium), regardless of if holiday is worked	172
Prince George's County	12.25 holidays	2x pay (1x premium) for all hours worked a holiday; 8 hours of leave if holiday falls on scheduled day off	73.5 hours of pay + 73.5 hours of leave
Prince William County (24-Hour)	12 holidays	18 hours at 2.5x pay (1.5x premium), regardless if holiday is worked	324

*\*Holiday hours paid, have been rounded*

**Fairfax County:** Assumes that employees work 1/3 of holidays (based on 24 on/24 off, 24 on/24 off, 24 on/96 off schedule, appear 3 out of every 9, or 1/3 of days).

**Alexandria:** Assumes 11.2 hours of straight time pay earned for each holiday.

**Arlington County:** Assumes 12 hours of straight time pay earned for each holiday.

**District of Columbia:** Assumes 12 hours of straight time pay earned regardless of if holiday is worked (12 x 11.25).

**Montgomery County:** Assumes 16 hours of straight time cash payment received for all holidays.

**Loudoun County:** Assumes 8.5 hours of 1.5X pay received for each holiday, regardless if worked (13.5 x 8.5 x 1.5).

**Prince George's County:** Assumes ¼ of holidays worked based on 24/72 schedule. Assumed holiday hours worked calculated by multiplying 12.25 holidays by ¼ by 24 hour tour (12.25 x .25 x 24= 52).

**Prince William County:** Assumes 1.5x premium pay earned for each holiday for 18 hours - regardless if worked (12 x 18 x 1.5).

### Leave and Backfill/Vacancy Replacement

Multiple factors contribute to leave and general backfill/vacancy replacement overtime costs:

- Paid Leave Accruals:** Fairfax County FRD personnel rank at or near the top regionally in levels of annual leave and sick leave accruals among surveyed jurisdictions. The more employees who are on leave, the greater the demand for off-duty employees to return to duty on “callback.” Although these greater leave accruals are somewhat proportional to the FRD’s 2,912 regularly scheduled hours each year, higher than five of the seven regional benchmark departments, Fairfax vacation leave in particular is comparatively high at multiple career junctures.
- Leave Usage Controls and Policies:** There are a total of 47 leave slots available to FRD personnel each day, 31 of these slots are allotted to non-officers and 16 to officers.



If there are enough personnel available or there are employees on the callback list for the position, the Staffing Incident Command Post Officer will allow leave to be taken (as long as it does not result in holdover or recall). Vacation and incidental leave is granted based on seniority. Leave slots are limited on the 4<sup>th</sup> of July, Thanksgiving Day, Christmas Eve, and New Year's Eve. There are four officer slots and nine non-officer slots on these holidays.<sup>43</sup>

- **Vacancies:** When there are more vacant positions in a department with fixed coverage requirements, then filling those vacant slots will generally require overtime assignments.

**Table 48: Vacant Positions by Fiscal Year**

Fiscal Year	2013	2014	2015	2016	2017	2018
Authorized Uniform Positions	1318	1315	1371	1371	1395	1394
Filled Uniform Positions	1254	1268	1301	1324	1304	1312
Uniform Vacancies	64	47	70	47	91	82

\* Vacancies as of 7/1 of each fiscal year

- **Coverage Policies:** In some jurisdictions, such as Fairfax County, departments have implemented “minimum staffing requirements” – which mandate a fixed number of fire suppression or EMS personnel to be on duty every day, regardless of how many employees are out on leave. Fairfax County has a minimum staffing require of 356 personnel per day
- **Replacement Policies:** Where employees of a lower rank are qualified for a higher ranking position and otherwise operationally appropriate, the FRD will routinely provide opportunities to “work up” on an overtime assignment as a replacement for a higher ranking vacancy. This is a positive practice for overtime control, as the lower ranking employees will generally have lower overtime rates. In addition, this approach provides beneficial career development opportunities. In PFM’s review of fire overtime audits for other departments nationally, several examples were identified where strict “rank-for-rank” replacement practices had been adopted that precluded such “working up” – and these practices elsewhere were found to significantly increase overtime costs relative to the more cost-effective approach as used by the FRD.
- **Overtime Distribution Policies:** Nationally, a number of departments provide the first choice of overtime assignments on the basis of seniority, which can increase overall overtime costs to the extent that longer tenured employees have higher salaries. The FRD does not provide such a seniority-based preference, which also helps to moderate overtime costs.
- **Productive Hours:** Fairfax County counts sick, holiday, and vacation leave as hours worked – or “productive hours” – in the calculation of when the 53 hour FLSA threshold has been met. At the federal level, however, the FLSA does not require that such leave

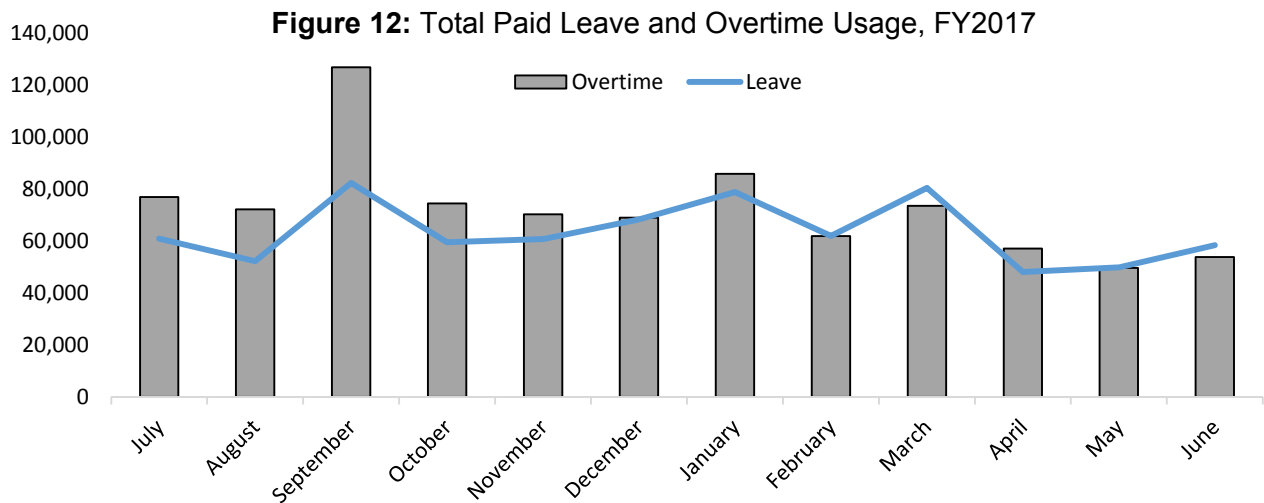
<sup>43</sup> Fairfax County Fire and Rescue Department, Standard Operating Procedure 02.01.13, Requesting and Granting Leave for Department Personnel.



be counted as hours worked, such that overtime rates would only be required after 53 hours of active service. Accordingly, in some parts of the country, a more stringent, FLSA-aligned definition of productive hours could reduce overtime costs. In Virginia, however, larger jurisdictions are required to credit paid leave as hours of work for fire protection and law enforcement employees.<sup>44</sup> Accordingly, this opportunity is not available to the FRD.

### *Paid Leave*

As the FY2017 graph shown as Figure 12 indicates, there appears to be some correlation between overtime peaks and periods of increased paid time off usage. Similar, albeit somewhat varying patterns may also be seen in the equivalent graphs for FY2013 through FY2016, included as Appendix H.



In each of the five years evaluated, there are periods of comparatively high leave usage in the fall, occurring in somewhat different months each year.

To the extent that September 2017 indicates a particularly high overtime peak – even beyond the levels that might be associated with a smaller increase in paid leave hours that month – FRD administrators report that month’s particularly high level was likely a function of payroll timing. During that month, three biweekly payroll periods were recorded (9/2, 9/16, and 9/30). Further two of these periods were the second within the FRD’s 28-day cycle for recording FLSA hours, resulting in an increased level of overtime being booked for exceeding the overtime threshold.

In evaluating leave usage totals and patterns, relevant factors may include both the level of leave available (accruals) and any limitations or controls regarding when or how paid leave can be taken.

<sup>44</sup> Code of Virginia, Title 9.1 Commonwealth Public Safety. Chapter 7.





Overall, FRD personnel receive among the most generous paid scheduled (holiday, vacation, and personal days) and unscheduled (sick) leave benefits among the regional jurisdictions surveyed. To the extent that higher leave accruals lead to higher leave usage, this can generate greater staffing demand for off-duty firefighters to be called back in to backfill shifts.

**Table 49:** Annual (Vacation) Leave Accruals, Regional Fire and Rescue Departments (in Hours)

	Entry	5 YOS	15 YOS	25 YOS
<b>Fairfax County</b>	<b>156</b>	<b>234</b>	<b>312</b>	<b>312</b>
Montgomery County	144	192	249	249
Prince George's County	104	156	156	208
District of Columbia	117	182	234	234
Alexandria City	156	216	300	300
Arlington County	156	195	312	312
Loudoun County	113	147	206	206
Prince William County	125	156	250	250
<b>Median (excluding Fairfax)</b>	<b>125</b>	<b>182</b>	<b>249</b>	<b>249</b>
<b>Variance From Median</b>	<b>25%</b>	<b>29%</b>	<b>25%</b>	<b>25%</b>
<b>Rank</b>	<b>1 of 8</b>	<b>1 of 8</b>	<b>1 of 8</b>	<b>1 of 8</b>

Note: accruals increase at different junctures at different agencies, with additional variation beyond the specific years of service summarized above.

It should be acknowledged, however, that the FRD 2,912-hour regular schedule is longer than all of these regional agencies except for Alexandria and Arlington (see Table 34 for full detail), such that Fairfax County's high leave accruals are somewhat proportional to the overall hours worked. At the same time, FRD vacation leave exceeds even these other 2,912-hour departments at many career junctures – again, contributing to replacement overtime demand.

Fairfax County FRD personnel also accrue 156 hours of sick leave annually. The FRD sick leave accrual rate ranks tied for 1<sup>st</sup> out of 8 in the comparison group. Although, again, this accrual rate is somewhat proportional to the overall FRD schedule, it is also above the level in one of the two other 2,912-hour departments.

**Table 50:** Annual Sick Leave Accruals, Regional Fire and Rescue Departments

Annual Sick Leave Accruals	
<b>Fairfax County</b>	<b>156</b>
Montgomery County	144
District of Columbia	117
Prince George's County	117
Alexandria	144
Arlington County	156
Loudoun County	96
Prince William County	111
<b>Median (excl. FFX County)</b>	<b>117</b>
<b>Variance From Median</b>	<b>33%</b>
<b>Rank</b>	<b>1 of 8</b>



In addition, as previously outlined, Fairfax County fire and rescue personnel on a 24-hour shift receive a very competitive holiday pay benefit relative to the comparison group. While often taken as pay, holiday compensation can result in additional leave.

#### *Leave Usage Controls and Policies*

In addition to the absolute levels of available leave, controls and policies around leave usage can also be important.

Administratively, it may also be noted that the FRD uses a leave management system called “TeleStaff”<sup>45</sup> to manage a predetermined number of leave slots for each of the Department’s shifts. Through the TeleStaff system, all operations assignments are prepopulated a minimum of six days in advance of the shift to be worked.<sup>46</sup> These prepopulated assignments help to minimize the need for holdover and “callback”, by allowing vacancies to be identified and filled ahead of time.<sup>47</sup> To fill identified vacancies, the Department uses a list of personnel available to work overtime, which is updated daily. When a position is vacant, it must be backfilled by an employee with the appropriate skill level and certifications, as such personnel with more certification tend to be in higher demand.<sup>48</sup>

For scheduled leave, public safety agencies generally will typically limit the number of personnel who can schedule leave concurrently, so as to avoid staffing shortages during peak vacation periods. In the FRD, there are a total of 47 leave slots available each day – 31 for non-officers and 16 for officers. To help control sick leave, employers nationally also use a broad range of both incentives and controls. Incentives can include additional personal leave or bonuses for low sick leave usage, while controls can include documentation requirements and/or escalating penalties for excessive, undocumented use.

In the FRD, personnel requesting sick leave must notify their supervisor at least one hour prior to their scheduled shift. The supervisor is then responsible for updating TeleStaff with the employee’s sick leave request, and must immediately complete a “Sick Leave Request Form” and will make arrangements to backfill the position to maintain minimum staffing.<sup>49</sup> Further, the supervisor can require a medical statement when sick leave occurs before or after a holiday or other scheduled day off, is in excess of two workdays, the employee has a record of repetitive usage of short amounts of sick leave and/or the sick leave occurs on a day in which the employee’s previous request for leave was not granted. Supervisors are responsible for maintaining a file of all sick leave forms for personnel under their command for up to one year.<sup>50</sup>

#### *Coverage Policies*

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<sup>45</sup> Office of Financial & Program Audit, January 2011, Quarterly Report.

<sup>46</sup> Fairfax County, Procedural Memorandum, Overtime Compensation, 10/17/2011.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

<sup>49</sup> Fairfax County Fire and Rescue Department, Standard Operating Procedure 02.01.13, Requesting and Granting Leave for Department Personnel.

<sup>50</sup> Ibid.



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In the FRD, most operational assignments maintain fixed, minimum staffing standards, such that replacement personnel are called in position-for-position whenever there is a vacancy or absence – reflecting the County’s operational approach for maintaining public safety. Overall, the FRD has a daily minimum staffing of 356 personnel. This minimum staffing aligns with the 109 frontline apparatus spread across the County’s 38 stations.<sup>51</sup>

Within this framework, one measure already in place to reduce FRD overtime is the use of a “relief factor pool”. Relief factor positions are full-time employees who are in excess of the required 356 per day and are therefore available to be deployed to fill daily vacancies.<sup>52</sup> The FRD initiated this approach in 2004, and currently targets a relief factor pool of 75 personnel, based on an average staffing factor of 3.65<sup>53</sup>, aligned with the 47 fire suppression personnel permitted to schedule time off each day plus a further allowance for unscheduled leave.

Nationally, some departments also adjust minimum staffing requirements to reduce overtime pressures, either temporarily or permanently. For example, Des Moines, IA, Lexington, KY, Cambridge, MA and Concord, NH have eliminated overtime use as a means to achieve minimum staffing levels. Springfield, IL reduces minimum staffing from 49 to 46 if sick time used by firefighters exceeds 1,344 hours in any 30 day period, and Costa Mesa, CA and St. Petersburg, FL suspended minimum staffing entirely. Any changes along these lines to the FRD’s current staffing practices, however, could have significant service impacts. As a result, these operational and service decisions are beyond the scope of this report to evaluate.

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<sup>51</sup> March 2017 Fire and Rescue Department Overtime Report.

<sup>52</sup> Fire and Rescue Department Overtime Report, March 2017.

<sup>53</sup> Based on analysis by the FRD’s HR division, the current average staffing factor rate is 3.65. This means for every 3 additional positions, an additional 0.65 (1 full time position) position is needed as relief.



## Discretionary Assignment Practices

Some departments conduct certain discretionary, non-operational assignments – such as participation in community meetings, honor guard service at parades and other events, and other public outreach – on an overtime basis. While many such assignments are worthwhile, a department's approach and controls over such activities can impact overtime costs. The table below shows FRD overtime across select such categories for FY2017.

**Table 53: Discretionary Assignment Overtime**

<b>Internal Order</b>	<b>FY2017</b>
4G92-000-012 - Apparatus Committee Representation	\$57,430
2G92-006-000 - Honor Guard	\$46,880
4G92-001-067 - Internal Committee Assignment	\$48,472
4G92-001-147 - Cultural Organizational Assessment	\$116,410
4G92-001-074 - External Committee Assignments	\$5,100
4G92-001-113 - Metrorail Safety Coordination	\$37,986
2G92-003-000 - Explorer Program Expenses	\$11,919
4G92-001-071 - Comm-Projects	\$9,688
4G92-001-075 - Citizens Fire Academy	\$4,890
4G92-001-104 - PPE Committee	\$10,865
4GFX-000-012 - Outreach	\$6,017
4G92-001-031 - Employees Advisory Committee	\$3,110
4GFX-000-007 – Fairfax Fair Support	\$6,873
4GFX-000-020 - Student Firefighter Program	\$1,754
4G92-001-145 - Operations Committees	\$7,388
4G92-000-004 - 2015 World Police & Fire Games	\$1,186
4G92-001-114 - Henrico Exchange Program	\$2,857
4G92-001-125 - Accident Review Board Committee	\$1,922
4G92-001-137 - NFPA Committee	\$6,174
4GFX-000-014 – Staff Support for Meetings	-\$81
4G92-001-012 - EMS Administration Committee	\$199
4GFX-OEM-026 - 2017 Inauguration	\$823
4GFX-000-024 - Accreditation	\$27,252
4G92-001-068 - Comm-Radio System Failure/Investigation	\$980
4G92-001-122 - Overtime for FY17 Consultant Study	\$1,494
4G92-001-106 - Motorola APX Project	\$570
4G92-001-444 - Project SAFE	\$2,987
4G92-001-028 - ISIS Project/Prevention	\$47,675
4G92-000-067 - TROT- Capital Shield Setup./ Tech Rescue Exe	\$45,461
4G92-001-007 - Community Emergency Response Team	\$1,445
<b>Total</b>	<b>\$515,726</b>



## Training and Testing

Both training and testing play integral roles in ensuring that uniformed personnel are properly prepared to perform the duties required to protect public safety. When scheduled on overtime, the associated costs can be significant. In FY2017, overtime costs related to testing and training accounted for approximately \$4.3 million in FRD departmental overtime expenditures.

**Table 51: Training and Testing Overtime Expenditures, FY2013-FY2017**

	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>	<b>FY2016</b>	<b>FY2017</b>
Specialty Training	\$355,176	\$636,098	\$1,363,584	\$2,058,227	\$2,717,821
Training	\$363,430	\$314,106	\$728,764	\$778,480	\$904,098
Exam/Physical Testing	\$209,491	\$246,547	\$331,324	\$330,273	\$493,651
Recruit School	\$10,708	\$13,914	\$184,862	\$20,973	\$197,159
<b>Total</b>	<b>\$938,805</b>	<b>\$1,210,665</b>	<b>\$2,608,534</b>	<b>\$3,187,953</b>	<b>\$4,312,730</b>

## Emergencies

The emergency overtime category is driven by non-controllable incidents and operational needs – such as a major fire or weather event – and represent a substantially unavoidable cost of public service.



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## Options

As previously noted, some level of overtime in 24/7 operations is effectively unavoidable, and other uses of overtime may actually be more cost-effective than alternative means of coverage, such as increased headcount. Within this context, we outline several areas of opportunity below, however, would note that several of these represent areas for potential further exploration – not fully developed recommendations for immediate change.

### Base Schedule FLSA Overtime

The average of three hours per week of FLSA overtime incurred as part of the regular FRD operations schedule could be eliminated with alternative schedule designs using “Kelly Days” or other adjustments. Again, however, this would require a proportionately larger staffing complement to maintain the same coverage levels – adding new employee benefit and related (equipment, recruitment, training, etc.) costs associated with a larger number of employees.

Arlington County’s FY2019 budget, for example, proposes a reduction in the number of hours worked per week by the County’s Fire Department, intended to address recruitment and retention concerns. The budget proposal calls for the Arlington County, VA Fire Department, to transition from a 56 hour average workweek to a 50 hour workweek. To achieve this while maintaining coverage, the Department plans to add nine new FTE’s annually in each of the next four years, allowing for an additional day off every 28-days for employees assigned to the Department’s Operations. No proportionate reduction in annual salaries is proposed, so this will result in a significant effective pay increase on an hourly basis.

Based on current FRD recruitment and retention experience, as well as high-level cost analysis PFM does not see a human resources or fiscal business case for Fairfax County to pursue a similar change. While overtime would be reduced, the overall bottom line impact would likely be neutral to negative – particularly if FRD annual salaries, as in Arlington, were not reduced to maintain a consistent hourly rate.

### Holiday Overtime

With regard to holiday pay, the County could consider an alternative approach. As previously outlined, some other regional fire and rescue employers provide lower cost compensation for the holidays worked that are a necessary element of 24/7 coverage – and some of those other approaches are structured as premiums separate from overtime.

In turn, if such an alternative were to result in bottom line cost reduction, these savings could be used to help fund pay plan leveling and/or other recommended options elsewhere in this report that involve a net cost. For example, the low end number of premium holiday hours in the regional survey group was found in Alexandria, which provides a fixed number of straight time hours for each designated holiday, whether or not worked (approximately 126 hours total annually, relative to 150 in Fairfax). If the FRD were to adopt a parallel approach, this would



save the equivalent of 24 hours of pay per employees (approximately \$722 on average), and the remaining costs would not be characterized as overtime.<sup>54</sup>

### Paid Leave Accruals

Similarly, the County could explore realigning paid leave accruals to match regional norms, which – because FRD annual leave accruals are now regionally high norms, even among other 2,912-hour agencies – would also make more hours available for coverage without overtime (and/or reduce banked leave and payouts upon separation). Because such a change would almost certainly generate significant employee relations concerns, this approach should also be considered within the context of (and could potentially be used to help fund) other positive changes for employees – such as, again, pay plan leveling and/or other compensation realignment.

### Paid Leave Controls

The ability to modify regular schedules without overtime to accommodate special events and other coverage needs, as well as the notification requirements for such modifications, can also impact overtime demands. Limitations on the number of personnel scheduling vacation or other leave during peak summer and holiday periods, as well as vacation “buy back” programs can further moderate overtime pressures.

With regard to sick leave controls, the County could perform an additional analysis of sick leave usage by individual, company, battalion, and time of year to discern patterns in sick leave use, and evaluate the extent to which sick leave – and potential abuse of sick leave policies – are driving overtime expenditures. While high-level data analysis does not indicate a major sick leave usage problem, a more detailed utilization review could potentially identify opportunities for improvement.

As another potential approach, the County could also explore use of a sick leave pool, such as in use by the Louisville Fire Department. Under the Louisville model, the Fire Chief compiles the total amount of used sick leave for the entire department on a fiscal year basis (not including leave used as a result of catastrophic illness or disease).

An average number of hours per firefighter is determined, and if the average is fewer than 48 hours per firefighter, then all firefighters receive a bonus (extra vacation time) and the amount of bonus hours can increase if a lesser amount of sick leave is used. If the average amount of sick leave used is more than 96 hours, then each firefighter using more than 24 hours of sick leave that year see a reduction in their annual (vacation) leave.

In FY2017, Fairfax County FRD employees used 141,246 sick hours – the equivalent of 49 full-time employees working a standard 2,912 hour work year or 100 sick hours used per FTE.

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<sup>54</sup> Average FRD salary is \$87,602 or \$30.08 hourly;  $\$30.08 \times 24 \text{ hours} = \$722$ .



## Coverage Policies

The County's overall coverage needs are the primary driver of staffing requirements – which, in turn, have a major impact on overtime levels. To help determine the best deployment of FRD resources, the County could consider periodically engaging a detailed workload demand and deployment analysis conducted by independent subject matter experts. Working collaboratively with FRD leadership, such analysis can help to ensure an optimized approach for public safety.

The types of analysis that can be performed include a detailed analysis of existing station locations, demand for service, and the ability of alternatives to meet weight of response requirements. The results of this analysis would address:

- Geographic differences in fire risk and EMS demand
- Peak-demand periods based on hour of day
- Unit hour workload analysis for every engine and ladder company
- Detailed analysis of alarm handling time
- Opportunities to change fire station locations and deployment

In addition, such a review – or a more targeted analysis – could assess whether any of the FRD's staff and support assignments now performed by uniformed personnel could be conducted effectively by civilian personnel. In many areas, the FRD already relies effectively on civilian professionals for support. This practice of civilianization can enable public safety agencies to redeploy uniformed personnel now in administrative capacities back to the field, minimizing the number of uniformed personnel performing back office or non-fire/rescue functions. In some cases, as outlined elsewhere within this report, it can be difficult to attract uniformed personnel to perform certain administrative tasks. In addition, in many cases, civilians are more cost-effective than uniformed personnel.

## Non-Operational Overtime Usage Policies

The FRD uses overtime for a range of non-operational assignments – such as participation in community meetings, public outreach, trainings, and proctoring promotional exams. Over the last five fiscal years, aggregate costs across these overtime categories have increased by 77% – from \$1,106,179 in FY2013 to \$4,828,456 in FY2017. This could be due in part, however, simply to increased granularity in FRD record keeping practices. In prior years, many activities currently captured within these non-operational categories were lumped into catchall categories such as “Administrative Work” or even left blank.

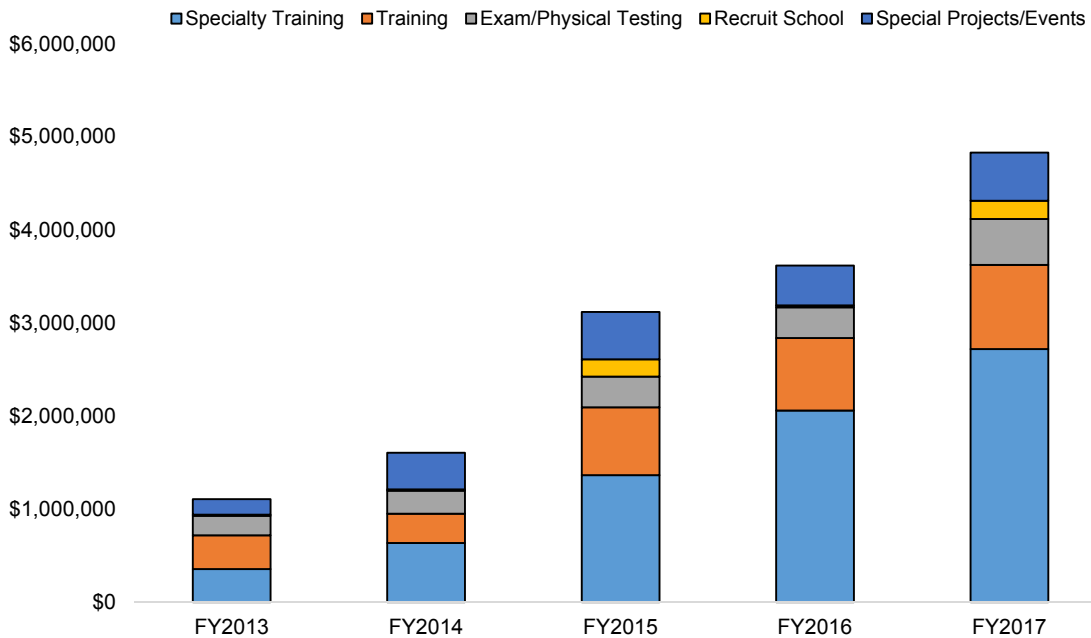




**Table 52: Non-Operational Overtime Expenditures, FY2013-FY2017**

	FY2013	FY2014	FY2015	FY2016	FY2017
Specialty Training	\$355,176	\$636,098	\$1,363,584	\$2,058,227	\$2,717,821
Training	\$363,430	\$314,106	\$728,764	\$778,480	\$904,098
Exam/Physical Testing	\$209,491	\$246,547	\$331,324	\$330,273	\$493,651
Recruit School	\$10,708	\$13,914	\$184,862	\$20,973	\$197,159
Special Projects/Events	\$167,373	\$393,372	\$509,373	\$428,182	\$515,726
<b>Total</b>	<b>\$1,106,179</b>	<b>\$1,604,037</b>	<b>\$3,117,906</b>	<b>\$3,616,136</b>	<b>\$4,828,456</b>

**Figure 13: Non-Operational Overtime Expenditures, FY2013-FY2017**



The management of overtime usage for non-operational activities, is an area that the County could also further explore. Given the critical nature of some of these activities, such as core training, the complete elimination of this overtime category will not be achievable. Nonetheless, a more detailed review could potentially identify opportunities for policy revisions and/or savings.

Overtime Coding

Fairfax County should strongly consider a redesign of its overtime tracking approach to improve the available management information.

In developing this analysis, PFM relied most heavily on the FRD’s internal orders dataset, because this provided the most detail regarding overtime drivers. At the same time, as noted previously, this data does not reflect subsequent payroll adjustments, and is not always aligned



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with the original and precipitating cause of an overtime need. Further, the system includes literally hundreds of subcategories that may be appropriate for departmental oversight and control, but that are not now routinely “rolled up” into broader summary-level categories that can inform management policies (such as were developed for this analysis)

In addition, processes to ensure that internal controls are in place for recording, authorizing, collecting, entering, verifying, correcting, and auditing overtime are important, and should be automated where feasible.

Improving overtime tracking was a common theme in the best practice research analyzed as part of this chapter. Findings related to overtime tracking, from large departments across the country, included the following:

- *San Diego Fire-Rescue Department, Overtime Performance Audit:* During an audit of the City’s fire department’s overtime expenditures, the San Diego Office of the City Auditor, found that the reason behind approximately 20,458 hours of overtime was unknown.

Similarly, in the Fairfax County FRD, there is a considerable portion of overtime hours that did not have an internal order assigned to them (e.g. “No Reason”). While further analysis indicated that these hours were substantially due to Base Schedule FLSA overtime and Holiday Overtime, no code in any County system was identified that could specifically quantify what component of total overtime spending is attributable to the FRD’s 56-hour schedule. In the DHR payroll system, Holiday Pay can be tracked.

The San Diego City Auditor recommended that their Department further examine the causes of overtime and assess whether using attendance and absence types in SAP that are more descriptive would be beneficial for this purpose. Fairfax County, may want to pursue a similar approach to better code and track the reasoning behind overtime usage.

- *Sacramento Audit of Fire Department Overtime Use:* In FY2017, the Sacramento City Auditor found that the City’s Fire Department, lacked “sufficient controls over the administration and use of overtime”.

The Sacramento City Auditor further recommended that the Fire Department, “establish policies on the administration and use of overtime”, “document the purpose for overtime use in a consistent and retrievable format”, “provide guidance on the use of Special Duty pay”, “develop, document, and enforce system access controls for TeleStaff users”, and “strengthen controls to monitor the use of timecodes to prevent and detect errors, fraud, and abuse”.

Again, Fairfax County may want to consider implementing similar procedures to improve the consistency of overtime tracking.



## Appendices

### Appendix A: Firefighter, Total Direct Compensation (includes scheduled overtime and shift differential)

	Fairfax County	Alexandria City	Arlington County	District of Columbia	Loudoun County	Montgomery County	Prince George's County	Prince William County
Year 1	\$60,722	\$50,235	\$51,518	\$51,901	\$44,596	\$49,347	\$45,750	\$54,793
Year 2	\$63,656	\$52,747	\$53,836	\$53,460	\$45,934	\$53,629	\$48,373	\$55,616
Year 3	\$66,740	\$58,150	\$55,722	\$56,052	\$47,312	\$55,506	\$54,761	\$59,565
Year 4	\$69,918	\$61,056	\$57,672	\$58,648	\$48,731	\$60,324	\$56,585	\$60,756
Year 5	\$73,318	\$64,108	\$59,690	\$62,283	\$50,193	\$62,435	\$58,472	\$61,971
Year 6	\$76,886	\$66,353	\$61,779	\$62,283	\$51,699	\$64,621	\$60,425	\$63,210
Year 7	\$80,633	\$68,676	\$63,942	\$65,917	\$53,250	\$66,883	\$62,447	\$64,475
Year 8	\$84,569	\$71,080	\$66,180	\$65,917	\$54,848	\$69,226	\$64,539	\$65,764
Year 9	\$88,702	\$73,567	\$68,496	\$69,549	\$56,493	\$71,649	\$66,705	\$67,079
Year 10	\$88,702	\$76,143	\$70,893	\$69,549	\$58,188	\$74,156	\$68,946	\$68,421
Year 11	\$88,702	\$77,892	\$73,375	\$73,179	\$59,934	\$76,752	\$71,266	\$69,789
Year 12	\$88,702	\$79,686	\$75,943	\$73,179	\$61,732	\$79,439	\$73,667	\$71,185
Year 13	\$88,702	\$81,517	\$78,601	\$76,817	\$63,583	\$82,221	\$76,152	\$72,609
Year 14	\$88,702	\$83,393	\$81,352	\$76,817	\$65,491	\$85,099	\$78,724	\$74,061
Year 15	\$88,702	\$85,311	\$84,199	\$76,817	\$67,456	\$88,078	\$81,386	\$75,542
Year 16	\$92,981	\$87,273	\$87,146	\$80,658	\$69,479	\$88,078	\$84,141	\$77,053
Year 17	\$92,981	\$89,279	\$90,196	\$80,658	\$71,564	\$88,078	\$86,993	\$78,594
Year 18	\$92,981	\$91,334	\$92,232	\$80,658	\$73,711	\$88,078	\$89,944	\$80,166
Year 19	\$92,981	\$93,435	\$92,232	\$80,658	\$75,922	\$88,078	\$92,999	\$81,769
Year 20	\$92,981	\$93,435	\$92,232	\$80,658	\$78,200	\$88,078	\$96,161	\$83,405
Year 21	\$97,520	\$93,435	\$92,232	\$84,499	\$78,940	\$91,161	\$99,433	\$85,073
Year 22	\$97,537	\$93,435	\$92,232	\$84,499	\$78,940	\$91,161	\$102,820	\$86,774
Year 23	\$97,537	\$93,435	\$92,232	\$84,499	\$78,940	\$91,161	\$105,180	\$88,510
Year 24	\$97,537	\$93,435	\$92,232	\$84,499	\$78,940	\$91,161	\$105,180	\$90,280
Year 25	\$97,537	\$93,435	\$92,232	\$84,499	\$78,940	\$94,352	\$105,180	\$92,086
Year 26	\$97,520	\$93,435	\$92,232	\$88,339	\$78,940	\$94,352	\$105,180	\$93,927
Year 27	\$97,537	\$93,435	\$92,232	\$88,339	\$78,940	\$94,352	\$105,180	\$95,806
Year 28	\$97,537	\$93,435	\$92,232	\$88,339	\$78,940	\$94,352	\$105,180	\$96,962
Year 29	\$97,537	\$93,435	\$92,232	\$88,339	\$78,940	\$94,352	\$105,180	\$97,170
Year 30	\$97,537	\$93,435	\$92,232	\$88,339	\$78,940	\$94,352	\$105,180	\$97,170
Year 31	\$97,520	\$93,435	\$92,232	\$92,180	\$78,940	\$94,352	\$105,180	\$97,170
<b>20-Year Average</b>	<b>\$83,113</b>	<b>\$75,234</b>	<b>\$72,862</b>	<b>\$69,783</b>	<b>\$59,916</b>	<b>\$73,988</b>	<b>\$70,922</b>	<b>\$69,291</b>
<b>25-Year Average</b>	<b>\$85,997</b>	<b>\$78,874</b>	<b>\$76,736</b>	<b>\$72,726</b>	<b>\$63,721</b>	<b>\$77,550</b>	<b>\$77,449</b>	<b>\$73,142</b>
<b>30-Year Average</b>	<b>\$86,647</b>	<b>\$81,301</b>	<b>\$79,319</b>	<b>\$75,328</b>	<b>\$66,257</b>	<b>\$80,350</b>	<b>\$82,071</b>	<b>\$76,986</b>



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### Firefighter Market Findings, Assumptions, and Notes:

- **City of Alexandria:** The City has a fixed pay schedule. The value of step increases is 5.0% annually through the first five years of completed service. In the sixth year of service, public safety personnel receive annual 3.5% step increases through their 11<sup>th</sup> year of service. After 10 years of completed service (YOS), public safety personnel receive annual 2.3% step increases until the pay range maximum is reached at 18 YOS.
- **Arlington County:** The County uses a pay range structure with no fixed pay progression. Since FY2011, employees have received annual 3.5% merit increases up to the pay range maximum. Prospective tables and charts assume this 3.5% merit increase continues annually.
- **Loudoun County:** The County uses a pay range with no fixed progression. Annual pay-for-performance increases vary from year-to-year by individual, ranging from 0.0% to 3.0% since FY2010. This analysis assumes 3% annual increases, as reported by County Human Resources personnel to be the most prevalent level of increase in recent years.
- **Prince George's County:** While the County does not have a fixed pay progression, recent increments have been generally consistent. This analysis assumes 3.5% merit increases annually, as specified by the current collective bargaining agreement.
- **Prince William County:** The County does not have a fixed step progression. This analysis assumes annual 2% merit increases consistent with five-year projections included in the County's FY2018 Budget for FY2019 through FY2022.



**Appendix B: Fire Technician, Total Direct Compensation (includes scheduled overtime and shift differential)**

	Fairfax County	Alexandria City	Arlington County	District of Columbia	Loudoun County	Montgomery County	Prince George's County	Prince William County
Year 1	\$60,722	\$50,235	\$51,518	\$51,901	\$44,596	\$49,347	\$45,750	\$54,793
Year 2	\$63,656	\$52,747	\$53,836	\$53,460	\$45,934	\$53,629	\$48,373	\$55,616
Year 3	\$69,829	\$58,150	\$55,722	\$56,052	\$47,312	\$55,506	\$54,761	\$62,856
Year 4	\$73,163	\$61,056	\$57,672	\$61,243	\$53,605	\$60,324	\$66,115	\$64,113
Year 5	\$76,724	\$64,108	\$59,690	\$64,878	\$55,213	\$68,679	\$68,335	\$65,395
Year 6	\$80,464	\$66,353	\$61,779	\$64,878	\$56,869	\$71,084	\$70,634	\$66,703
Year 7	\$84,390	\$68,676	\$63,942	\$68,512	\$58,575	\$73,571	\$73,013	\$68,037
Year 8	\$88,510	\$71,080	\$66,180	\$68,512	\$60,332	\$76,146	\$75,475	\$69,398
Year 9	\$92,839	\$73,567	\$68,496	\$72,144	\$62,142	\$78,812	\$78,023	\$70,786
Year 10	\$92,839	\$76,143	\$70,893	\$72,144	\$64,007	\$81,570	\$80,661	\$72,202
Year 11	\$92,839	\$77,892	\$73,375	\$75,774	\$65,927	\$84,426	\$83,391	\$73,646
Year 12	\$92,839	\$79,686	\$75,943	\$75,774	\$67,905	\$87,381	\$86,216	\$75,118
Year 13	\$92,839	\$81,517	\$78,601	\$79,412	\$69,942	\$90,438	\$89,140	\$76,621
Year 14	\$92,839	\$83,393	\$81,352	\$79,412	\$72,040	\$93,606	\$92,167	\$78,153
Year 15	\$92,839	\$85,311	\$84,199	\$79,412	\$74,201	\$96,882	\$95,299	\$79,716
Year 16	\$97,327	\$87,273	\$87,146	\$83,383	\$76,427	\$96,882	\$98,542	\$81,311
Year 17	\$97,327	\$89,279	\$90,196	\$83,383	\$78,720	\$96,882	\$101,897	\$82,937
Year 18	\$97,327	\$91,334	\$92,232	\$83,383	\$81,082	\$96,882	\$105,370	\$84,596
Year 19	\$97,327	\$93,435	\$92,232	\$83,383	\$83,514	\$96,882	\$108,965	\$86,288
Year 20	\$97,327	\$93,435	\$92,232	\$83,383	\$86,020	\$96,882	\$109,579	\$88,013
Year 21	\$102,082	\$93,435	\$92,232	\$87,353	\$88,389	\$100,272	\$109,579	\$89,774
Year 22	\$102,099	\$93,435	\$92,232	\$87,353	\$88,389	\$100,272	\$109,579	\$91,569
Year 23	\$102,099	\$93,435	\$92,232	\$87,353	\$88,389	\$100,272	\$109,579	\$93,400
Year 24	\$102,099	\$93,435	\$92,232	\$87,353	\$88,389	\$100,272	\$109,579	\$95,268
Year 25	\$102,099	\$93,435	\$92,232	\$87,353	\$88,389	\$103,782	\$109,579	\$97,174
Year 26	\$102,082	\$93,435	\$92,232	\$91,324	\$88,389	\$103,782	\$109,579	\$99,117
Year 27	\$102,099	\$93,435	\$92,232	\$91,324	\$88,389	\$103,782	\$109,579	\$101,100
Year 28	\$102,099	\$93,435	\$92,232	\$91,324	\$88,389	\$103,782	\$109,579	\$103,122
Year 29	\$102,099	\$93,435	\$92,232	\$91,324	\$88,389	\$103,782	\$109,579	\$104,722
Year 30	\$102,099	\$93,435	\$92,232	\$91,324	\$88,389	\$103,782	\$109,579	\$105,302
Year 31	\$102,082	\$93,435	\$92,232	\$95,294	\$88,389	\$103,782	\$109,579	\$105,302
<b>20-Year Average</b>	<b>\$86,699</b>	<b>\$75,234</b>	<b>\$72,862</b>	<b>\$72,021</b>	<b>\$65,218</b>	<b>\$80,290</b>	<b>\$81,585</b>	<b>\$72,815</b>
<b>25-Year Average</b>	<b>\$89,778</b>	<b>\$78,874</b>	<b>\$76,736</b>	<b>\$75,088</b>	<b>\$69,852</b>	<b>\$84,427</b>	<b>\$87,184</b>	<b>\$76,939</b>
<b>30-Year Average</b>	<b>\$91,831</b>	<b>\$81,301</b>	<b>\$79,319</b>	<b>\$77,794</b>	<b>\$72,942</b>	<b>\$87,653</b>	<b>\$90,917</b>	<b>\$81,228</b>



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## Fire Technician Market Findings, Assumptions, and Notes:

- **City of Alexandria:** The City has a fixed pay schedule. The value of step increases is 5.0% annually through the first five years of completed service. In the sixth year of service, public safety personnel receive annual 3.5% step increases through their 11<sup>th</sup> year of service. After 10 years of completed service (YOS), public safety personnel receive annual 2.3% step increases until the pay range maximum is reached at 18 YOS.
- **Arlington County:** The County uses a pay range structure with no fixed pay progression. Since FY2011, employees have received annual 3.5% merit increases up to the pay range maximum. Prospective tables and charts assume this 3.5% merit increase continues annually.
- **Loudoun County:** The County uses a pay range with no fixed progression. Annual pay-for-performance increases vary from year-to-year by individual, ranging from 0.0% to 3.0% since FY2010. This analysis assumes 3% annual increases, as reported by County Human Resources personnel to be the most prevalent level of increase in recent years.
- **Prince George's County:** While the County does not have a fixed pay progression, recent increments have been generally consistent. This analysis assumes 3.5% merit increases annually, as specified by the current collective bargaining agreement.
- **Prince William County:** The County does not have a fixed step progression. This analysis assumes annual 2% merit increases consistent with five-year projections included in the County's FY2018 Budget for FY2019 through FY2022.



## Appendix C: FY2018 Fairfax County FRD Pay Plan

COMPENSATION PLAN - FY2018 PAY PLAN - F												
PAY GRADE	RATE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11
F17	ANNUAL	49,587.41	52,066.14	54,670.10	57,403.42	60,275.49	66,302.08	69,774.85	73,263.63	76,926.30	80,772.43	84,810.75
	BIWEEKLY	1,907.21	2,002.54	2,102.70	2,207.82	2,318.29	2,650.08	2,683.65	2,817.83	2,958.70	3,106.63	3,261.95
	HOURLY	23.8401	25.0318	26.2837	27.5978	28.9786	31.8760	33.5456	35.2229	36.9838	38.8329	40.7744
	H3	17.0286	17.8799	18.7741	19.7127	20.6990	22.7686	23.9611	25.1592	26.4170	27.7378	29.1246
F18	ANNUAL	54,446.70	57,167.34	60,026.93	63,026.70	66,178.94	69,487.18	72,962.45	76,611.39	80,443.79	84,465.06	88,689.54
	BIWEEKLY	2,094.10	2,198.74	2,308.73	2,424.10	2,545.34	2,672.58	2,806.25	2,946.59	3,093.99	3,248.66	3,411.14
	HOURLY	26.1763	27.4843	28.8591	30.3013	31.8168	33.4073	35.0781	36.8324	38.6749	40.6082	42.6392
	H3	18.6974	19.6316	20.6136	21.6438	22.7263	23.8624	25.0558	26.3089	27.6249	29.0059	30.4566
F19	ANNUAL	57,043.58	59,895.68	62,891.50	66,035.22	69,337.63	72,805.20	76,445.62	80,266.58	84,280.77	88,494.85	92,919.63
	BIWEEKLY	2,153.98	2,303.68	2,418.90	2,539.82	2,666.83	2,800.20	2,940.22	3,087.18	3,241.57	3,403.65	3,573.83
	HOURLY	27.4248	28.7960	30.2363	31.7477	33.3354	35.0025	36.7527	38.5897	40.5196	42.5456	44.6729
	H3	19.5891	20.5686	21.5974	22.6769	23.8110	25.0018	26.2519	27.5641	28.9426	30.3897	31.9092
F20	ANNUAL	59,894.22	62,889.42	66,032.51	69,335.14	72,801.25	76,441.46	80,263.66	84,276.61	88,490.06	92,915.06	97,660.94
	BIWEEKLY	2,303.62	2,418.82	2,539.71	2,666.74	2,800.05	2,940.06	3,087.06	3,241.41	3,403.46	3,573.66	3,752.34
	HOURLY	28.7953	30.2353	31.7464	33.3342	35.0006	36.7507	38.5883	40.5176	42.5433	44.6707	46.9043
	H3	20.5681	21.5966	22.6760	23.8101	25.0004	26.2505	27.5631	28.9411	30.3881	31.9076	33.5031
F21	ANNUAL	61,696.19	64,738.13	67,975.65	71,374.58	74,942.19	78,690.56	82,624.46	86,755.76	91,092.98	95,649.22	100,431.34
	BIWEEKLY	2,371.39	2,489.93	2,614.45	2,745.19	2,882.39	3,026.56	3,177.86	3,336.76	3,503.58	3,678.82	3,862.74
	HOURLY	29.6424	31.1241	32.6806	34.3147	36.0299	37.8320	39.7233	41.7055	43.7847	45.9652	48.2643
	H3	21.1731	22.2315	23.3433	24.5105	25.7356	27.0229	28.3738	29.7925	31.2819	32.8466	34.4888
F22	ANNUAL	65,603.41	68,883.98	72,327.22	75,943.30	79,740.75	83,728.32	87,916.40	92,310.19	96,926.54	101,772.94	106,862.08
	BIWEEKLY	2,523.21	2,649.38	2,781.82	2,920.90	3,066.95	3,220.32	3,381.40	3,550.39	3,727.94	3,914.34	4,110.08
	HOURLY	31.5401	33.1173	34.7727	36.5112	38.3369	40.2540	42.2675	44.3799	46.5993	48.9293	51.3760
	H3	22.5286	23.6552	24.8376	26.0794	27.3835	28.7529	30.1911	31.6999	33.2652	34.9456	36.6971
F23	ANNUAL	68,882.74	72,326.59	75,942.67	79,739.71	83,727.28	87,914.11	92,309.15	96,924.26	101,772.11	106,868.54	112,203.31
	BIWEEKLY	2,649.34	2,781.79	2,920.87	3,066.91	3,220.28	3,381.31	3,550.35	3,727.86	3,914.31	4,109.94	4,315.47
	HOURLY	33.1167	34.7724	36.5109	38.3364	40.2535	42.2664	44.3794	46.5982	48.9289	51.3743	53.9434
	H3	23.6548	24.8374	26.0792	27.3831	28.7525	30.1903	31.6996	33.2844	34.9492	36.6959	38.5310
F24	ANNUAL	72,326.59	75,942.67	79,739.71	83,727.28	87,914.11	92,309.15	96,924.26	101,772.11	106,868.54	112,203.31	117,813.70
	BIWEEKLY	2,781.79	2,920.87	3,066.91	3,220.28	3,381.31	3,550.35	3,727.86	3,914.31	4,109.94	4,315.51	4,533.12
	HOURLY	34.7724	36.5109	38.3364	40.2535	42.2664	44.3794	46.5982	48.9289	51.3743	53.9439	56.6412
	H3	24.8374	26.0792	27.3831	28.7525	30.1903	31.6996	33.2844	34.9492	36.6959	38.5314	40.4580

COMPENSATION PLAN - FY2018 PAY PLAN - F												
PAY GRADE	RATE	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11
F25	ANNUAL	75,771.49	79,558.54	83,537.38	87,714.43	92,100.53	96,703.98	101,540.82	106,617.89	111,948.51	117,547.25	123,424.29
	BIWEEKLY	2,914.29	3,059.94	3,212.98	3,373.63	3,542.33	3,719.38	3,905.42	4,100.69	4,305.71	4,521.05	4,747.09
	HOURLY	36.4286	38.2493	40.1622	42.1704	44.2791	46.4923	48.8177	51.2586	53.8214	56.5131	59.3386
	H3	26.0204	27.3209	28.6873	30.1217	31.6279	33.2088	34.8698	36.6133	38.4439	40.3665	42.3847
F26	ANNUAL	79,558.54	83,537.38	87,714.43	92,100.53	96,703.98	101,540.82	106,617.89	111,948.51	117,547.25	123,424.29	129,593.78
	BIWEEKLY	3,059.94	3,212.98	3,373.63	3,542.33	3,719.38	3,905.42	4,100.69	4,305.71	4,521.05	4,747.02	4,984.39
	HOURLY	38.2493	40.1622	42.1704	44.2791	46.4923	48.8177	51.2586	53.8214	56.5131	59.3378	62.3047
	H3	27.3209	28.6873	30.1217	31.6279	33.2088	34.8698	36.6133	38.4439	40.3665	42.3841	44.5034
F27	ANNUAL	83,150.70	87,305.71	91,671.84	96,255.12	101,067.62	106,119.73	111,426.64	116,997.50	122,848.13	128,990.16	135,440.45
	BIWEEKLY	3,198.10	3,367.91	3,525.84	3,702.12	3,887.22	4,081.53	4,285.64	4,499.90	4,724.93	4,961.16	5,209.25
	HOURLY	39.9763	41.9739	44.0730	46.2765	48.5902	51.0191	53.5705	56.2488	59.0616	62.0146	65.1156
	H3	28.5545	29.9814	31.4807	33.0546	34.7073	36.4422	38.2646	40.1777	42.1869	44.2961	46.5111
F28	ANNUAL	92,805.86	97,444.46	102,318.11	107,432.83	112,805.47	118,446.22	124,368.61	130,586.35	137,040.59	143,893.98	151,088.91
	BIWEEKLY	3,569.46	3,747.96	3,935.31	4,132.03	4,338.67	4,555.62	4,783.41	5,022.55	5,270.79	5,534.38	5,811.11
	HOURLY	44.6182	46.8483	49.1914	51.6504	54.2334	56.9453	59.7926	62.7819	65.9849	69.1796	72.6389
	H3	31.8701	33.4631	35.1367	36.8931	38.7381	40.6752	42.7090	44.8442	47.0606	49.4141	51.8849
F29	ANNUAL	102,155.25	107,263.52	112,625.76	118,255.90	124,169.76	130,377.73	136,898.53	143,741.73	150,930.42	158,477.07	166,400.42
	BIWEEKLY	3,929.05	4,125.52	4,331.76	4,548.30	4,775.76	5,014.53	5,265.33	5,528.53	5,805.02	6,096.27	6,400.02
	HOURLY	49.1131	51.5690	54.1470	56.8538	59.6970	62.6816	65.8166	69.1066	72.5627	76.1909	80.0002
	H3	35.0808	36.8350	38.6764	40.6099	42.6407	44.7726	47.0119	49.3619	51.8305	54.4221	57.1430
F30	ANNUAL	112,385.52	118,004.85	123,904.98	130,100.45	136,605.08	143,434.51	150,607.60	158,138.86	166,045.19	174,348.30	183,065.79
	BIWEEKLY	4,322.52	4,538.65	4,765.59	5,003.85	5,254.09	5,516.71	5,792.60	6,082.26	6,386.39	6,705.70	7,040.99
	HOURLY	54.0315	56.7331	59.5697	62.5483	65.6780	68.9589	72.4075	76.0283	79.8299	83.8213	88.0124
	H3	38.5939	40.5236	42.5498	44.6774	46.9114	49.2564	51.7196	54.3059	57.0214	59.8724	62.8660



## Appendix D: PFM “Leveled” FRD Pay Plan

		Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9	Step 10	Step 11
Firefighter Firefighter/Medic	F18 ANNUAL	54,446.70	57,167.34	60,026.93	63,026.70	66,178.94	69,487.18	72,962.45	76,611.39	80,443.79	84,465.06	88,689.54
	BIWEEKLY	2,094.10	2,198.74	2,308.73	2,424.10	2,545.34	2,672.58	2,806.25	2,946.59	3,093.99	3,248.66	3,411.14
	HOURLY	26.1763	27.4843	28.8591	30.3013	31.8168	33.4073	35.0781	36.8324	38.6749	40.6082	42.6392
	H3	18.6974	19.6316	20.6136	21.6438	22.7263	23.8624	25.0558	26.3089	27.6249	29.0059	30.4566
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	-	-	-	-	-	-	-	-	-	-	-
Technician	F19 ANNUAL	57,169.04	60,027.49	63,028.86	66,180.30	69,489.32	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33
	BIWEEKLY	2,198.81	2,308.75	2,424.19	2,545.40	2,672.67	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63
	HOURLY	27.4851	28.8594	30.3023	31.8175	33.4083	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704
	H3	19.6322	20.6138	21.6445	22.7268	23.8631	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Master Tech	F20 ANNUAL	60,027.49	63,028.86	66,180.30	69,489.32	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45
	BIWEEKLY	2,308.75	2,424.19	2,545.40	2,672.67	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71
	HOURLY	28.8594	30.3023	31.8175	33.4083	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089
	H3	20.6138	21.6445	22.7268	23.8631	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Lieutenant	F21 ANNUAL	63,028.86	66,180.30	69,489.32	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37
	BIWEEKLY	2,424.19	2,545.40	2,672.67	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75
	HOURLY	30.3023	31.8175	33.4083	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593
	H3	21.6445	22.7268	23.8631	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Lieutenant	F22 ANNUAL	66,180.30	69,489.32	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74
	BIWEEKLY	2,545.40	2,672.67	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18
	HOURLY	31.8175	33.4083	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273
	H3	22.7268	23.8631	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Lieutenant	F23 ANNUAL	69,489.32	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78
	BIWEEKLY	2,672.67	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49
	HOURLY	33.4083	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186
	H3	23.8631	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Lieutenant	F24 ANNUAL	72,963.79	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32
	BIWEEKLY	2,806.30	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17
	HOURLY	35.0787	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396
	H3	25.0562	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
Captain I	F25 ANNUAL	76,611.97	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83
	BIWEEKLY	2,946.61	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72
	HOURLY	36.8327	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966
	H3	26.3091	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%





<b>F26</b>	<b>ANNUAL</b>	80,442.57	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48
	<b>BIWEEKLY</b>	3,093.95	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71
	<b>HOURLY</b>	38.6743	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964
	<b>H3</b>	27.6245	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

**Captain II**

<b>F27</b>	<b>ANNUAL</b>	84,464.70	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10
	<b>BIWEEKLY</b>	3,248.64	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70
	<b>HOURLY</b>	40.6080	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462
	<b>H3</b>	29.0057	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

<b>F28</b>	<b>ANNUAL</b>	88,687.94	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30
	<b>BIWEEKLY</b>	3,411.07	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28
	<b>HOURLY</b>	42.6384	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535
	<b>H3</b>	30.4560	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

**Battalion Chief**

<b>F29</b>	<b>ANNUAL</b>	93,122.33	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47
	<b>BIWEEKLY</b>	3,581.63	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09
	<b>HOURLY</b>	44.7704	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262
	<b>H3</b>	31.9788	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

<b>F30</b>	<b>ANNUAL</b>	97,778.45	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47	159,270.79
	<b>BIWEEKLY</b>	3,760.71	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09	6,125.80
	<b>HOURLY</b>	47.0089	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262	76.5725
	<b>H3</b>	33.5778	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901	54.6946
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

**Deputy Chief**

<b>F31</b>	<b>ANNUAL</b>	102,667.37	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47	159,270.79	167,234.33
	<b>BIWEEKLY</b>	3,948.75	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09	6,125.80	6,432.09
	<b>HOURLY</b>	49.3593	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262	76.5725	80.4011
	<b>H3</b>	35.2567	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901	54.6946	57.4294
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

<b>F32</b>	<b>ANNUAL</b>	107,800.74	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47	159,270.79	167,234.33	175,596.05
	<b>BIWEEKLY</b>	4,146.18	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09	6,125.80	6,432.09	6,753.69
	<b>HOURLY</b>	51.8273	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262	76.5725	80.4011	84.4212
	<b>H3</b>	37.0195	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901	54.6946	57.4294	60.3008
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

**Assistant Chief**

<b>F33</b>	<b>ANNUAL</b>	113,190.78	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47	159,270.79	167,234.33	175,596.05	184,375.85
	<b>BIWEEKLY</b>	4,353.49	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09	6,125.80	6,432.09	6,753.69	7,091.38
	<b>HOURLY</b>	54.4186	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262	76.5725	80.4011	84.4212	88.6422
	<b>H3</b>	38.8705	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901	54.6946	57.4294	60.3008	63.3159
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%

<b>F34</b>	<b>ANNUAL</b>	118,850.32	124,792.83	131,032.48	137,584.10	144,463.30	151,686.47	159,270.79	167,234.33	175,596.05	184,375.85	193,594.64
	<b>BIWEEKLY</b>	4,571.17	4,799.72	5,039.71	5,291.70	5,556.28	5,834.09	6,125.80	6,432.09	6,753.69	7,091.38	7,445.95
	<b>HOURLY</b>	57.1396	59.9966	62.9964	66.1462	69.4535	72.9262	76.5725	80.4011	84.4212	88.6422	93.0743
	<b>H3</b>	40.8140	42.8547	44.9974	47.2473	49.6097	52.0901	54.6946	57.4294	60.3008	63.3159	66.4817
	Step to Step	-	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%
	Grade/Grade	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%	5.0%



## Appendix E: Total Direct Compensation, Supervisory Ranks, at Maximum Base Pay<sup>55</sup>

### Lieutenant (or equivalent) Total Direct Compensation

	Total Direct (Annual)	Total Direct (Net Hour)
<b>Fairfax County</b>	<b>\$120,211</b>	<b>\$46.67</b>
Alexandria City	\$117,600	\$45.02
Arlington County	\$116,642	\$44.86
District of Columbia	\$107,960	\$55.39
Loudoun County	-	-
Montgomery County	\$114,172	\$51.92
Prince George's County	\$116,202	\$60.27
Prince William County	-	-
<b>Median (excluding Fairfax Co)</b>	<b>\$116,202</b>	<b>\$51.92</b>
<b>Fairfax County Variance from Median</b>	<b>3.4%</b>	<b>-11.0%</b>
<b>Fairfax County Rank</b>	<b>1 of 6</b>	<b>4 of 6</b>

### Captain I (or equivalent) Total Direct Compensation

	Total Direct (Annual)	Total Direct (Net Hour)
<b>Fairfax County</b>	<b>\$138,551</b>	<b>\$53.79</b>
Alexandria City	\$128,532	\$49.21
Arlington County	\$128,371	\$49.37
District of Columbia	\$120,893	\$62.03
Loudoun County	\$103,273	\$52.21
Montgomery County	\$128,742	\$58.55
Prince George's County	\$129,257	\$67.04
Prince William County	\$127,902	\$56.95
<b>Median (excluding Fairfax Co)</b>	<b>\$128,371</b>	<b>\$56.95</b>
<b>Fairfax County Variance from Median</b>	<b>7.9%</b>	<b>-6.3%</b>
<b>Fairfax County Rank</b>	<b>1 of 8</b>	<b>5 of 8</b>

<sup>55</sup> Total direct per net hour accounts for paid leave. As such, total direct (annual) cannot be divided by annual hours to determine total direct (net hour).



### Captain II (or equivalent) Total Direct Compensation

	Total Direct (Annual)	Total Direct (Net Hour)
<b>Fairfax County</b>	<b>\$151,856</b>	<b>\$58.95</b>
Alexandria City	-	-
Arlington County	\$142,467	\$54.79
District of Columbia	\$134,864	\$69.20
Loudoun County	\$113,248	\$57.25
Montgomery County	-	-
Prince George's County	-	-
Prince William County	\$147,156	\$65.52
<b>Median (excluding Fairfax Co)</b>	<b>\$138,665</b>	<b>\$61.58</b>
<b>Fairfax County Variance from Median</b>	<b>9.5%</b>	<b>-5.0%</b>
<b>Fairfax County Rank</b>	<b>1 of 5</b>	<b>3 of 5</b>

### Battalion Chief (or equivalent) Total Direct Compensation

	Total Direct (Annual)	Total Direct (Net Hour)
<b>Fairfax County</b>	<b>\$160,774</b>	<b>\$62.41</b>
Alexandria City	\$151,748	\$58.10
Arlington County	\$171,176	\$65.84
District of Columbia	\$163,527	\$83.90
Loudoun County	\$130,435	\$65.94
Montgomery County	\$145,314	\$66.08
Prince George's County	\$142,177	\$73.74
Prince William County	\$167,750	\$74.69
<b>Median (excluding Fairfax Co)</b>	<b>\$151,748</b>	<b>\$66.08</b>
<b>Fairfax County Variance from Median</b>	<b>5.9%</b>	<b>-6.2%</b>
<b>Fairfax County Rank</b>	<b>4 of 8</b>	<b>7 of 8</b>



## Appendix F: Staff Position Premiums (Regional Survey Group)

	Annual Hours	Average Weekly Hours	Annual Appearances	Staff Premium
<b>Fairfax County</b>	<b>2,912</b>	<b>56</b>	<b>122</b>	<b>No</b>
Alexandria	2,912	56	122	No
Arlington County	2,912	56	122	No
District of Columbia	2,184	42	91	No
Loudoun County*	2,184	42	91	5% of base
Montgomery County	2,496	48	104	No
Prince George's County	2,184	42	91	No
Prince William County	2,496	48	104	<i>Pending</i>

\*Loudoun County: 5% market adjustment to offset loss of holiday pay



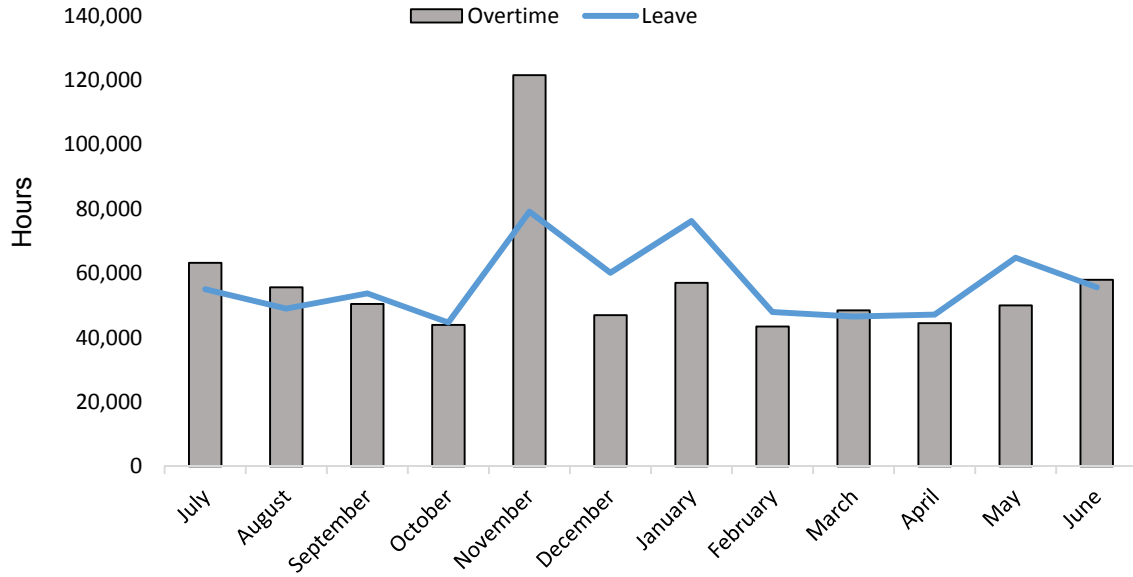
## Appendix G: Annual Leave Accruals, Regional Fire and Rescue Department

Annual Leave Accrual	
Fairfax County	<b>0-3 YOS: 156 hours</b> <b>3-15 YOS: 234 hours</b> <b>15+: 312 hours</b>
Montgomery County	0-2 YOS: 144 hours 3 to 14 YOS: 192 hours 15+ YOS: 249 hours
Prince George's County	0-3 YOS: 104 hours 4-15 YOS: 156 hours 16+: 208 hours
District of Columbia	0-3 YOS: 117 hours 3-15 YOS: 182 hours 15+ YOS: 234 hours
Alexandria City	0 YOS: 156 hours 1 YOS: 168 hours 2 YOS: 180 hours 3 YOS: 192 hours 4 YOS: 204 hours 5 YOS: 216 hours 6 YOS: 228 hours 7 YOS: 240 hours 8 YOS: 252 hours 9 YOS: 263 hours 10 YOS: 276 hours 11 YOS: 288 hours 12+ YOS: 300 hours
Arlington County	0-3 YOS: 156 hours 3-6 YOS: 195 hours 6-9 YOS: 234 hours 9-12 YOS: 273 hours 12+ YOS: 312 hours
Loudoun County	Any YOS: 104 hours
Prince William County	0-3 YOS: 124.8 hours 3-6 YOS: 156.0 hours 6-9 YOS: 187.2 hours 9-12 YOS: 218.4 hours 12+ YOS: 249.6 hours

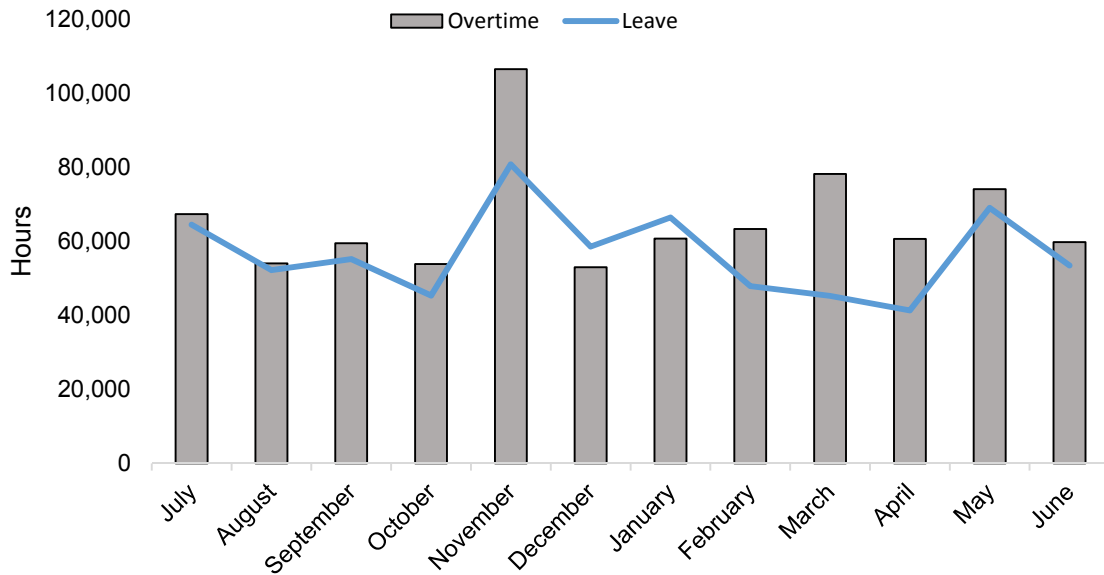


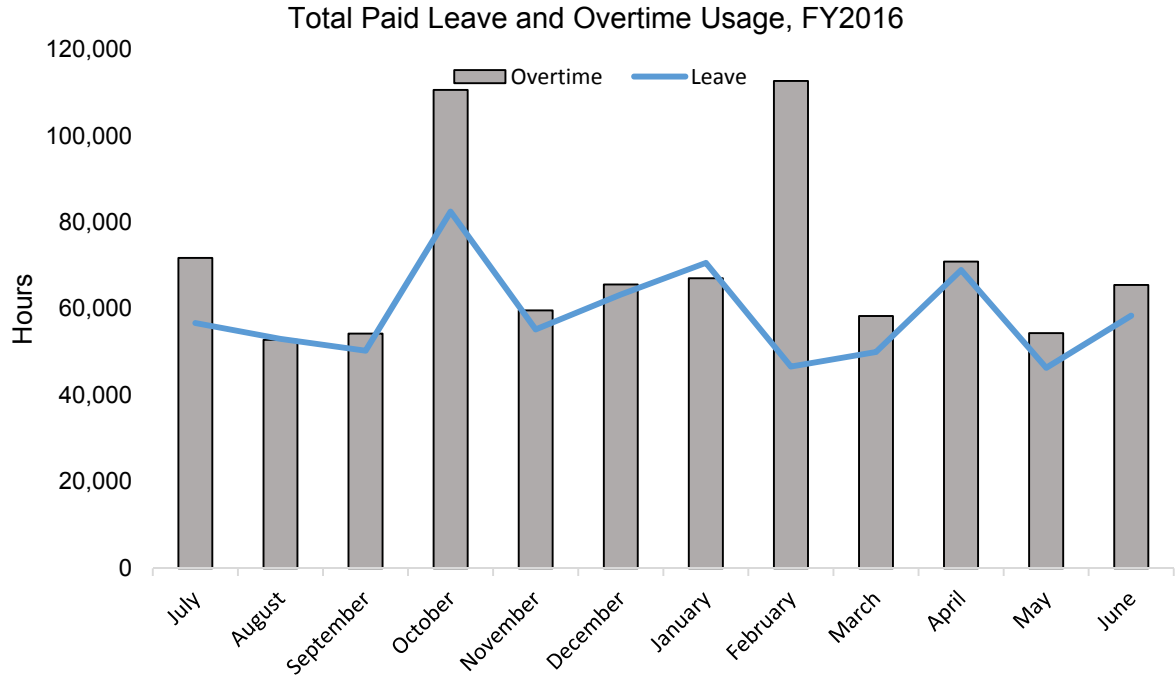
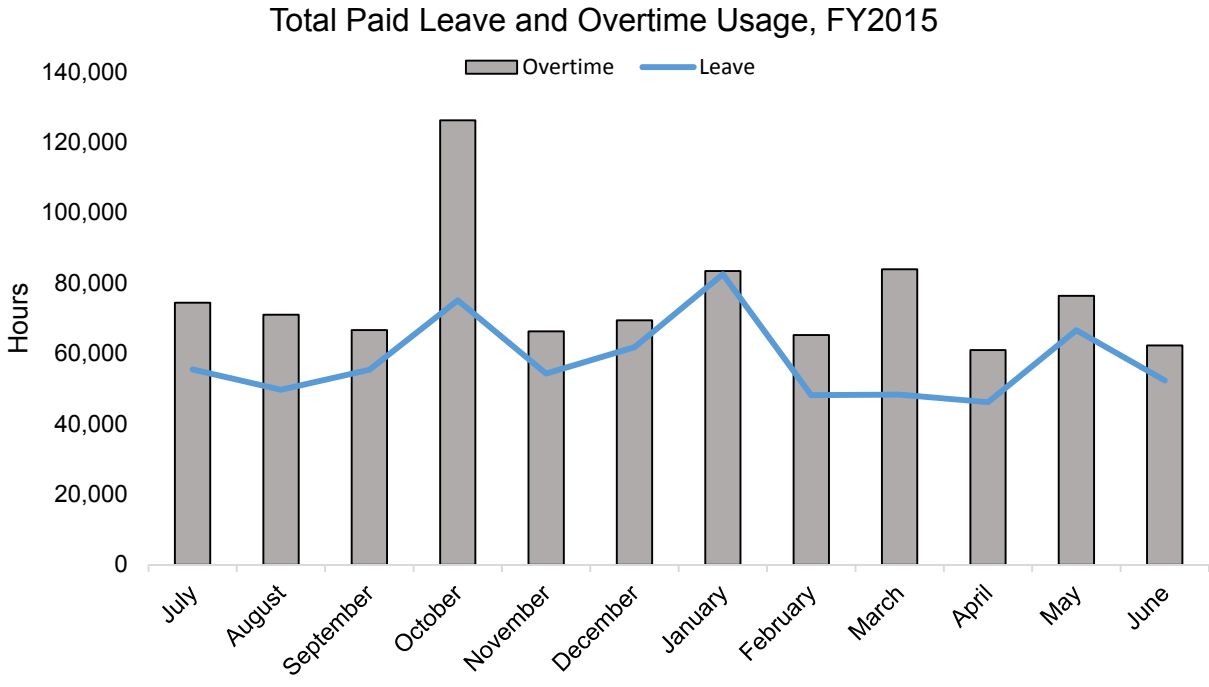
## Appendix H: Total Paid Leave and Overtime Usage

### Total Paid Leave and Overtime Usage, FY2013



### Total Paid Leave and Overtime Usage, FY2014







## Appendix I: Fairfax County FY2020 Pay Survey, Adjusted to Reflect the Impact of Recommended Methodological Changes

This report appendix illustrates the impact of proposed methodological changes in combination with pay plan leveling as applied to the County's pay survey methodology.

The County's current FRD pay survey methodology focuses on the hourly midpoint of the pay range for the Firefighter, Fire Technician, and Battalion Chief ranks, as shown in the tables below.

**FY2020 FRD Pay Survey**

JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ACTUAL AVERAGE SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
Alexandria	Firefighter	Firefighter I	40	\$49,294	\$68,310	\$87,326	\$52,721	2912	\$23.46	
Arlington		Firefighter/EMT I	47	\$50,648	\$68,099	\$85,550	\$51,524	2912	\$23.39	
District of Columbia		Firefighter	832	\$52,893	\$69,504	\$86,114	\$77,365	2184	\$31.82	
Loudoun		F1 Firefighter/EMT	250	\$43,636	\$60,442	\$77,248	\$52,417	2184	\$27.67	
Montgomery		Firefighter/Rescuer I	70	\$47,089	\$62,994	\$78,899	\$47,632	2496	\$25.24	
Prince George's		Firefighter I	159	\$42,924	\$61,449	\$79,974	\$43,506	2080	\$29.54	
Prince William		Fire and Rescue Technician I	215	\$48,256	\$67,794	\$87,331	\$52,349	2496	\$27.16	
<b>Market Average</b>					<b>\$47,820</b>	<b>\$65,513</b>	<b>\$83,206</b>	<b>\$53,931</b>		<b>\$26.90</b>
Fairfax		Firefighter	356	\$55,672	\$73,178	\$90,685	\$69,372	2080 (8), 2912 (348)	\$25.36	
<b>Fairfax as a % of Market</b>					<b>116%</b>	<b>112%</b>	<b>109%</b>	<b>129%</b>		<b>94%</b>





JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ACTUAL AVERAGE SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
Alexandria	Fire Technician	Firefighter III	35	\$54,340	\$75,301	\$96,262	\$76,719	2912	\$25.86	
Arlington		Firefighter/EMT III	57	\$60,174	\$80,954	\$101,733	\$78,539	2912	\$27.80	
District of Columbia		Firefighter Technician	294	\$55,539	\$72,282	\$89,024	\$78,228	2184	\$33.10	
Loudoun		F2 FR Technician	97	\$48,878	\$67,682	\$86,486	\$62,075	2184	\$30.99	
Montgomery		Firefighter/Rescuer III	440	\$51,917	\$69,454	\$86,990	\$72,047	2080 (16), 2184 (12), 2496 (412)	\$28.14	
Prince George's		Firefighter Technician, Fire Medic Tech	47	\$47,126	\$76,820	\$106,514	\$87,501	2080	\$36.93	
Prince William		Fire and Rescue Technician II	237	\$53,234	\$74,089	\$94,944	\$64,548	2184 (13), 2496 (224)	\$29.92	
<b>Market Average</b>					<b>\$53,030</b>	<b>\$73,797</b>	<b>\$94,565</b>	<b>\$74,237</b>		<b>\$30.39</b>
Fairfax		Fire Technician	345	\$58,327	\$76,669	\$95,010	\$84,714	2080 (20), 2912 (325)	\$26.94	
<b>Fairfax as a % of Market</b>					<b>110%</b>	<b>104%</b>	<b>100%</b>	<b>114%</b>		<b>89%</b>

Alexandria	Fire Battalion Chief	Fire Battalion Chief	9	\$86,189	\$119,435	\$152,682	\$134,556	2912	\$41.01	
Arlington		Fire/EMS Battalion Chief	10	\$95,971	\$130,603	\$165,235	\$155,985	2080 (4), 2912 (6)	\$52.03	
District of Columbia		Battalion Fire Chief	41	\$113,540	\$129,474	\$145,408	\$139,740	2080	\$62.25	
Loudoun		F6 Battalion Chief	17	\$75,744	\$104,880	\$134,015	\$117,762	2184	\$48.02	
Montgomery		Fire/Rescue Battalion Chief	25	\$79,451	\$108,053	\$136,655	\$140,066	2080 (7), 2496 (18)	\$45.71	
Prince George's		Firefighter Battalion Chief, Fire Medic Battalion Chief	31	\$65,399	\$100,834	\$136,268	\$129,914	2080	\$48.48	
Prince William		Fire and Rescue Battalion Chief	18	\$78,434	\$111,056	\$143,678	\$129,575	2184 (8), 2496 (10)	\$47.32	
<b>Market Average</b>					<b>\$84,961</b>	<b>\$114,905</b>	<b>\$144,849</b>	<b>\$135,371</b>		<b>\$49.26</b>
Fairfax		Fire Battalion Chief	38	\$94,894	\$124,691	\$154,488	\$153,714	2080 (19), 2912 (19)	\$51.38	
<b>Fairfax as a % of Market</b>					<b>112%</b>	<b>109%</b>	<b>107%</b>	<b>114%</b>		<b>104%</b>



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In Fairfax County, Alexandria, and Arlington County, fire field operations personnel work a schedule that equates to 56 average weekly hours and 2,912 hours annually. As a function of this schedule, field personnel receive approximately three hours of regularly scheduled overtime each week. Presently, Fairfax County does not incorporate these automatic overtime payments in market comparisons. In addition to scheduled overtime, Fairfax County FRD personnel also receive a shift differential. The FRD is the only fire and rescue department within the regional comparison group that provides a shift differential outside of base pay.

In addition to adjusting the County's benchmarking methodology to include shift differential and scheduled overtime, PFM also recommends that the County explore pay scale leveling. "Leveling" the overall pay schedule would smooth out sometimes inconsistent differentials between current pay steps and grades to provide even 5.0% differentials. This change would provide predictable increases for employees in all ranks, and parallel recent pay plan leveling for County law enforcement personnel.

Additionally, reinsertion of grades not shown on the current pay plan (Grades F-28, F-30, and F-32) would provide more "room" to adjust current ranks as needed. After including the additional grades, each should be adjusted to ensure a five percent differential over the previous grade beginning with grade F-18, Step 1 for Firefighters. If the County decides to maintain the currently unused grade F-17 for potential future application, it could be revised by building backward 5% from grade F-18.

The following tables incorporate shift differential, scheduled (FLSA) overtime (where applicable) and "leveling" of the current Fairfax Fire pay plan, as recommended in this Report.



**FY2020 FRD Pay Survey, Adjusted to Include Shift Differential, Scheduled Overtime, and Pay Scale Leveling**

JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
Alexandria	Firefighter	Firefighter I	40	\$50,614	\$70,139	\$89,665	2912	\$24.09	
Arlington		Firefighter/EMT I	47	\$52,005	\$69,923	\$87,842	2912	\$24.01	
District of Columbia		Firefighter	832	\$52,893	\$69,504	\$86,114	2184	\$31.82	
Loudoun		F1 Firefighter/EMT	250	\$43,636	\$60,442	\$77,248	2184	\$27.67	
Montgomery		Firefighter/Rescuer I	70	\$47,089	\$62,994	\$78,899	2496	\$25.24	
Prince George's		Firefighter I	159	\$42,924	\$61,449	\$79,974	2080	\$29.54	
Prince William		Fire & Rescue Technician I	215	\$48,256	\$67,794	\$87,331	2496	\$27.16	
<b>Market Average</b>					<b>\$48,202</b>	<b>\$66,035</b>	<b>\$83,868</b>		<b>\$27.08</b>
Fairfax		Firefighter	356	\$59,168	\$77,077	\$94,987	2080 (8), 2912 (348)	\$26.66	
<b>Fairfax as a % of Market</b>					<b>123%</b>	<b>117%</b>	<b>113%</b>		<b>98%</b>

Alexandria	Fire Technician	Firefighter III	35	\$55,795	\$77,318	\$98,840	2912	\$26.55	
Arlington		Firefighter/EMT III	57	\$61,786	\$83,122	\$104,458	2912	\$28.54	
District of Columbia		Firefighter Technician	294	\$55,539	\$72,282	\$89,024	2184	\$33.10	
Loudoun		F2 FR Technician	97	\$48,878	\$67,682	\$86,486	2184	\$30.99	
Montgomery		Firefighter/Rescuer III	440	\$51,917	\$69,454	\$86,990	2080 (16), 2184 (12), 2496 (412)	\$28.14	
Prince George's		Firefighter Technician, Fire Medic Tech	47	\$47,126	\$76,820	\$106,514	2080	\$36.93	
Prince William		Fire & Rescue Technician II	237	\$53,234	\$74,089	\$94,944	2184 (13), 2496 (224)	\$29.92	
<b>Market Average</b>					<b>\$53,468</b>	<b>\$74,395</b>	<b>\$95,322</b>		<b>\$30.60</b>
Fairfax		Fire Technician	345	\$62,026	\$80,834	\$99,642	2080 (20), 2912 (325)	\$28.29	



JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
<b>Fairfax as a % of Market</b>				<b>116%</b>	<b>109%</b>	<b>105%</b>		<b>92%</b>	
Alexandria	<b>Fire Battalion Chief</b>	Fire Battalion Chief	9	\$88,497	\$122,635	\$156,772	2912	\$42.11	
Arlington		Fire/EMS Battalion Chief	10	\$95,971	\$130,603	\$165,235	2080 (4), 2912 (6)	\$52.03	
District of Columbia		Battalion Fire Chief	41	\$113,540	\$129,474	\$145,408	2080	\$62.25	
Loudoun		F6 Battalion Chief	17	\$75,744	\$104,880	\$134,015	2184	\$48.02	
Montgomery		Fire/Rescue Battalion Chief	25	\$79,451	\$108,053	\$136,655	2080 (7), 2496 (18)	\$45.71	
Prince George's		Firefighter Battalion Chief, Fire Medic Battalion Chief	31	\$65,399	\$100,834	\$136,268	2080	\$48.48	
Prince William		Fire & Rescue Battalion Chief	18	\$78,434	\$111,056	\$143,678	2184 (8), 2496 (10)	\$47.32	
<b>Market Average</b>					<b>\$85,291</b>	<b>\$115,362</b>	<b>\$145,433</b>		<b>\$49.42</b>
Fairfax		Fire Battalion Chief	38	\$96,899	\$126,631	\$156,362	2080 (19), 2912 (19)	\$51.72	
<b>Fairfax as a % of Market</b>					<b>114%</b>	<b>110%</b>	<b>108%</b>		<b>105%</b>

In addition to adjusting the FRD FY2020 Pay Survey to incorporate shift differential and scheduled overtime, PFM also recommended that Fairfax County adjust the County's pay survey data to reflect automatic and/or very routine advancement of rank-and-file firefighters to higher pay grades.

For the entry-level rank in the below Firefighter career progressions, PFM's did not recommend any changes to the DHR Pay Survey. However, PFM does recommend that future pay surveys include all ranks up to the highest non-competitive, non-supervisory title in a career progression where advancement is automatic or routine without a competitive examination as the employee moves toward full performance. The table and accompanying notes describe where the County may want to reevaluate post-entry job matches.



Fairfax County DHR Pay Survey Job Match		PFM Job Match
Fairfax County	Firefighter	
Alexandria	Firefighter I	YOS 1-2: Firefighter I YOS 3+: Firefighter II
Arlington County	Firefighter/EMT I	YOS 1-2: Firefighter/EMT I YOS 3+: Firefighter/EMT II
Montgomery County	Firefighter/Rescuer I	YOS 1: Firefighter/Rescuer I YOS 2-3: Firefighter/Rescuer II YOS 4+: Firefighter/Rescuer III
Prince George's County	Firefighter I	0 to 18 Months: Firefighter I 18 to 30 Months: Firefighter II 30+ Months: Firefighter III

Explanation of **Firefighter** Job Match Differences:

- **Alexandria:** Both PFM and the County use Firefighter I as a job match for the County’s Firefighter position at entry. PFM uses Firefighter II as its journey level title. Our journey level match was identified through recent outreach efforts and follow-up conversations with Alexandria Fire Department management. Based on this outreach PFM understands that sworn employees advance from Firefighter I to Firefighter II, automatically, after two years of service.

- **Arlington:** Both PFM and the County use Firefighter/EMT I as a job match for the County’s Firefighter position at entry. PFM uses Firefighter/EMT II as its journey level title. Based on our outreach to Arlington County’s Human Resources Department, PFM’s understanding is that sworn employees routinely advance from Firefighter/EMT I to Firefighter/EMT II at the conclusion of field training (typically by the end of their second year of service).

- **Montgomery County:** Both PFM and the County use Firefighter/Rescuer I as a job match for the County’s Firefighter position at entry. PFM uses Firefighter/Rescuer III as its journey level title. Our understanding, developed while working closely with Montgomery County Fire management and human resources staff, is that the Firefighter/Rescuer I job title is typically held for only





six months post-academy. After this six months, incumbents promote to Firefighter/Rescuer II. After 24 months as a Firefighter/Rescuer II, employees advance to Firefighter/Rescuer III. Based on a 12/31/2016 payroll run obtained from Montgomery County in connection with our work for them, the majority of Firefighter/Rescuer Is had promoted to Firefighter/Rescuer II by their third year of service.

- **Prince George's County:** Both PFM and the County use Firefighter I as a job match for the County's Firefighter position at entry. PFM uses Firefighter III as its journey level title. It is PFM's understanding, from past research and the County's CBA (excerpts attached), that after 18 months as a Firefighter I, incumbents typically advance to the Firefighter II job title. After 30 months (24 months from academy graduation), Firefighters reach full performance level (Firefighter/Rescuer III).

PFM's approach to Fire Technicians is similar, with job matches based to the rank with heavy vehicle operation responsibility.

Fairfax County DHR Pay Survey Job Match		PFM Job Match
Fairfax County	Fire Technician	
Alexandria	Firefighter III	YOS 1-2: Firefighter/EMT I YOS 3+: Firefighter II
Arlington County	Firefighter/EMT III	YOS 1-2: Firefighter/EMT I YOS 3+: Firefighter/EMT II
Montgomery County	Firefighter/Rescuer III	YOS 1: Firefighter/Rescuer I YOS 2-3: Firefighter/Rescuer II YOS 4: Firefighter/Rescuer III YOS 5+: Master Firefighter

Explanation of **Technician** Job Match Differences:

- **Alexandria:** Based on conversations with the Alexandria Fire Department, it is our understanding that Firefighter IIs are authorized to drive apparatus (HVO). The Department also reported that there is no specialty pay premium for heavy vehicle operators. The Firefighter III rank, the job match that the County is using, was implemented to eliminate specialty pays. When a Firefighter obtains a special operations cert they are promoted to Firefighter III.

- **Arlington:** PFM uses the Firefighter/EMT II job title as its match to the County's Technician rank. Based on outreach to the Arlington County Human Resources Department, PFM's understanding is that sworn employees advance from Firefighter/EMT I to Firefighter/EMT II when they complete field training (typically by the end of their second year of service). In Arlington, the journey



level title acts as the County's HVO. It should be noted that the Firefighter/EMT III job title, the County's job match, must maintain an ALS certification.

- **Montgomery County:** It is our understanding based on past work with Montgomery County that, while Firefighter/Rescuer IIIs can act as an HVO pursuant to their written job description, they typically do not. Master Firefighters are more typically HVOs, albeit this classification encompasses other lead duties beyond driving.

The tables below show the County's FRD FY2020 Pay Survey, adjusted to include shift differential and scheduled overtime (where applicable), pay plan leveling (based on a leveling of the FY2019 "F" pay plan), and PFM's job matching recommendations.

**FY2020 FRD Pay Survey, Adjusted to Include Shift Differential, Scheduled Overtime, PFM Job Matches and Pay Scale Leveling**

JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
Alexandria	Firefighter	Firefighter I & II	40	\$48,204	\$68,930	\$89,657	2912	\$23.67	
Arlington		Firefighter/EMT I & II	47	\$52,005	\$72,561	\$93,117	2912	\$24.92	
District of Columbia		Firefighter	832	\$52,893	\$69,504	\$86,114	2184	\$31.82	
Loudoun		F1 Firefighter/EMT	250	\$43,636	\$60,442	\$77,248	2184	\$27.67	
Montgomery		Firefighter/Rescuer I, II & III	70	\$47,089	\$68,562	\$90,035	2496	\$27.47	
Prince George's		Firefighter I, II & III	159	\$42,924	\$72,528	\$102,131	2080	\$34.87	
Prince William		Fire & Rescue Technician I	215	\$48,256	\$67,794	\$87,331	2496	\$27.16	
<b>Market Average</b>					<b>\$47,858</b>	<b>\$68,617</b>	<b>\$89,376</b>		<b>\$28.23</b>
Fairfax		Firefighter	356	\$59,168	\$77,077	\$94,987	2080 (8), 2912 (348)	\$26.66	
<b>Fairfax as a % of Market</b>					<b>124%</b>	<b>112%</b>	<b>106%</b>		<b>94%</b>



JURISDICTION	FAIRFAX JOB TITLE	JURISDICTION JOB TITLE	# OF EMPLOYEES	MIN SALARY	MID SALARY	MAX SALARY	ANNUAL HOURS SCHEDULED (FIRE ONLY)	Mid Hourly Wage (FIRE ONLY)	
Alexandria	Fire Technician	Firefighter I & II	35	\$48,204	\$68,930	\$89,657	2912	\$23.67	
Arlington		Firefighter/EMT I & II	57	\$52,005	\$72,561	\$93,117	2912	\$24.92	
District of Columbia		Firefighter Technician	294	\$55,539	\$72,282	\$89,024	2184	\$33.10	
Loudoun		F2 FR Technician	97	\$48,878	\$67,682	\$86,486	2184	\$30.99	
Montgomery		Firefighter/Rescuer I, II, III, Master Firefighter	440	\$47,089	\$73,062	\$99,034	2080 (16), 2184 (12), 2496 (412)	\$29.60	
Prince George's		Firefighter Technician, Fire Medic Tech	47	\$47,126	\$76,820	\$106,514	2080	\$36.93	
Prince William		Fire & Rescue Technician II	237	\$53,234	\$74,089	\$94,944	2184 (13), 2496 (224)	\$29.92	
<b>Market Average</b>					<b>\$50,296</b>	<b>\$72,204</b>	<b>\$94,111</b>		<b>\$29.87</b>
Fairfax		Fire Technician	345	\$62,026	\$80,834	\$99,642	2080 (20), 2912 (325)	\$28.29	
<b>Fairfax as a % of Market</b>					<b>123%</b>	<b>112%</b>	<b>106%</b>		<b>95%</b>

Alexandria	Fire Battalion Chief	Fire Battalion Chief	9	\$88,497	\$122,635	\$156,772	2912	\$42.11	
Arlington		Fire/EMS Battalion Chief	10	\$95,971	\$130,603	\$165,235	2080 (4), 2912 (6)	\$52.03	
District of Columbia		Battalion Fire Chief	41	\$113,540	\$129,474	\$145,408	2080	\$62.25	
Loudoun		F6 Battalion Chief	17	\$75,744	\$104,880	\$134,015	2184	\$48.02	
Montgomery		Fire/Rescue Battalion Chief	25	\$79,451	\$108,053	\$136,655	2080 (7), 2496 (18)	\$45.71	
Prince George's		Firefighter Battalion Chief, Fire Medic Battalion Chief	31	\$65,399	\$100,834	\$136,268	2080	\$48.48	
Prince William		Fire and Rescue Battalion Chief	18	\$78,434	\$111,056	\$143,678	2184 (8), 2496 (10)	\$47.32	
<b>Market Average</b>					<b>\$85,291</b>	<b>\$115,362</b>	<b>\$145,433</b>		<b>\$49.42</b>
Fairfax		Fire Battalion Chief	38	\$97,223	\$127,098	\$156,974	2080 (19), 2912 (19)	\$51.91	
<b>Fairfax as a % of Market</b>					<b>114%</b>	<b>110%</b>	<b>108%</b>		<b>105%</b>