



THE PRINCE GEORGE'S COUNTY GOVERNMENT

Office of Audits and Investigations

May 1, 2019

M E M O R A N D U M

TO: Calvin S. Hawkins, II, Chair
Health, Human Services and Public Safety (HHSPS) Committee

THRU: David H. Van Dyke, County Auditor *DAV*

FROM: Larry Whitehurst, Audit Manager *LW*

RE: Office of Homeland Security
Fiscal Year 2020 Budget Review

Budget Overview

The FY 2020 Proposed Budget for the Office of Homeland Security is approximately \$38.2 million, an increase of approximately \$1.5 million, or 4.1%, above the FY 2019 Approved Budget. The General Fund budget is proposed to increase by approximately \$1.6 million, or 4.6%, above the FY 2019 Approved Budget level due to increases in compensation and operating expenses. Grant funding is proposed to decrease by \$86,600, due to a loss of funding for the UASI-Recovery Support and UASI-EOC Enhancement grants offset by gains in various other grant awards. The General Fund portion of the Office budget accounts for approximately 94% of the total proposed budget.

Approved Fiscal Year 2019 to Proposed Fiscal Year 2020

Fund	FY 2018 Actual	FY 2019 Approved	FY 2019 Estimated	% Change - Est vs App	FY 2020 Proposed	\$ Change Prop vs App	Percentage Change
General Fund	\$ 30,862,424	\$ 34,332,400	\$ 33,830,200	-1.5%	\$ 35,906,600	\$ 1,574,200	4.6%
Grants	2,275,305	2,356,900	2,207,700	-6.3%	2,270,300	(86,600)	-3.7%
Total	\$ 33,137,729	\$ 36,689,300	\$ 36,037,900	-1.8%	\$ 38,176,900	\$ 1,487,600	4.1%

Authorized Staffing - All Classifications

	FY 2019 Approved	FY 2020 Proposed	Change Amount	Percentage Change
General Fund	218	218	0	0.0%
Grants	10	10	0	0.0%
Total	228	228	0	0.0%

Budget Comparison – General Fund

Category	FY 2018 Actual	FY 2019 Approved	FY 2019 Estimated	FY 2020 Proposed	Change Amount	Percentage Change
Compensation	\$ 13,467,370	\$ 14,860,100	\$ 14,525,400	\$ 15,670,200	\$ 810,100	5.5%
Fringe Benefits	3,786,206	4,250,000	3,861,600	4,466,000	216,000	5.1%
Operating Expenses	13,612,494	15,222,300	15,443,200	15,770,400	548,100	3.6%
Capital Outlay	(2,906)	-	-	-	-	0.0%
Sub-Total	\$ 30,863,164	\$ 34,332,400	\$ 33,830,200	\$ 35,906,600	\$ 1,574,200	4.6%
Recoveries	(740)	-	-	-	-	0.0%
Total	\$ 30,862,424	\$ 34,332,400	\$ 33,830,200	\$ 35,906,600	\$ 1,574,200	4.6%

Authorized Staffing Count - General Fund

	FY 2019 Approved	FY 2020 Proposed	Change Amount	Percentage Change
Full-Time Civilian	217	217	0	0.0%
Full-Time Sworn	0	0	0	0.0%
Part-Time	1	1	0	0.0%
Limited-Term	0	0	0	0.0%
Total	218	218	0	0.0%

General Fund Budget by Division

Division	FY 2018 Actual	FY 2019 Approved	FY 2019 Estimated	% Change - Est vs App	FY 2020 Proposed	Change Amount	Percentage Change
Administration	\$ 1,312,837	\$ 2,322,000	\$ 2,205,700	-5.0%	\$ 2,610,600	\$ 288,600	12.4%
Public Safety Comm.	28,863,308	31,128,100	30,692,000	-1.4%	32,382,300	1,254,200	4.0%
Emerg. Mgmt. Ops.	686,279	882,300	932,500	5.7%	913,700	31,400	3.6%
Agency Total	\$ 30,862,424	\$ 34,332,400	\$ 33,830,200	-1.5%	\$ 35,906,600	\$ 1,574,200	4.6%

General Fund Staffing by Division

	FY 2019 Approved		FY 2020 Proposed		Change Amount		Percentage Change	
	FT	PT	FT	PT	FT	PT	FT	PT
Administration	11	0	11	0	0	0	0.0%	0.0%
Public Safety Comm.	200	1	200	1	0	0	0.0%	0.0%
Emerg. Mgmt. Ops.	6	0	6	0	0	0	0.0%	0.0%
Total	217	1	217	1	0	0	0.0%	0.0%

Staffing Changes and Compensation-General Fund

- In FY 2020, compensation expenditures are proposed to increase by \$810,100, or 5.5%, over the FY 2019 Approved Budget due to salary increases, and funded vacancies. Historically, the Office has had problems filling vacancies due to attrition, recruitment of positions, and managed salary lapse. As a result of these factors, at the start of FY 2020, the Office anticipates having 36 funded vacant positions.
- The FY 2020 Proposed Budget maintains the FY 2019 General Fund staffing levels complement at 218 positions, of which 217 are full-time and one (1) is part-time.
- As of March 2019, the Office reported having 217 authorized General Fund full-time positions, 181 of which were reported as filled and 36 were reported as vacant. This represents a 17% vacancy rate.
- In FY 2019 to date, the Office currently has an attrition rate of 7.9%, or roughly 2 employees per month. Attrition is primarily driven by resignations, which accounted for 83% of employee separations from the Office in FY 2019, as of March 2019. Historically, most of the resignations were due to personnel leaving to accept other public safety positions with a lower workload, higher salaries, and/or better retirement options. The Office anticipates attrition in FY 2020 to be nearly three (3) employees per month. The following table provides the Office's rate of attrition for the last five fiscal years.

Attrition Rate - Historical Trend					
	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019 (YTD)
# of Separations	19	27	30	24	18
# of Authorized Positions	224	224	226	227	228
Rate of Attrition	8.5%	12.1%	13.3%	10.6%	7.9%

Source: Responses to 1st Round Question 14 provided to A&I during budget reviews.

- To address its attrition challenges, the Office has completed the following initiatives:
 - Increased employee salaries through recent Collective Bargaining Agreements and implemented a 10% salary adjustment for incumbent personnel in the Emergency Call Taker I/II and Emergency Dispatcher I/II positions in FY 2018;
 - Reduced the probationary period for the Emergency Call Taker I position. This reduction, which should be implemented soon, will provide salary increases for those individuals at the six-month mark rather than the previous one-year mark;

- Worked with the Office of Human Resources Management (OHRM) to expedite the hiring process by assisting with the oral interview process. The Office has also worked with OHRM to increase the number of applicants available for hiring by revising the minimum qualifications to include an increased number of transferable skill sets. The Office hopes that the OHRM will reinstitute the program where the number of weekly entrance exam test dates for call takers and dispatchers were doubled during the summer months. This successful program significantly increased the number of new call takers and dispatcher employees that were hired to attend the Public Safety Communications training academy classes;
- Implemented a Dispatcher Apprenticeship Program to encourage emergency call takers to pursue promotional opportunities as emergency dispatchers. To date, 22 Emergency Call Takers have successfully completed the program and filled Emergency Dispatcher positions. *Please refer to First Round Question #7 for more information on the Dispatcher Apprenticeship Program.*
- The Office would like to maintain the ability to have separate talk groups for each of the eleven (11) police sector response areas, eighteen (18) municipal police departments, the Office of the Sheriff response areas, and the five (5) different tactical positions in support of the Fire/EMS Department. To meet service level requirements, each of the four (4) shifts must have a minimum of seventeen (17) radio dispatch positions staffed with personnel twenty-four (24) hours a day. Without this arrangement, a large number of officers/deputies will be assigned to each dispatch area causing heavy radio traffic. This increasing radio traffic could result in increased dispatch times, delays in response, and the inability to assist officers and augment staffing in a timely and efficient manner. In FY 2020, the Office hopes to achieve the staffing level needed to structure the talk groups as mentioned, however attrition and retention of staff may hamper their efforts.
- In FY 2019, the Office initiated the start of four (4) recruitment classes with one (1) additional class expected to start in June 2019. The classes have produced 20 (call takers and dispatchers) graduates with an additional 20 (call takers and dispatchers) graduates anticipated from the April and June 2019 classes. Seven (7) additional classes are planned for FY 2020 with the number of graduates to be determined based upon the ability to attract viable candidates to conduct a recruitment class. These classes are essential in keeping up with call taker and dispatcher attrition.
- During FY 2019, the Office reports that four (4) of its staff members are currently assigned to support the Office of the County Executive and the Office of Human Resources Management (OHRM) and all of these assignments are expected to continue in FY 2020. *Please refer to First Round Question #8 for more detail with respect to these assignments.*
- The 9-1-1 Call Center utilized language translation services an average of 69 times per day in CY 2018 to assist in translating the request for public safety services, and 87% of the calls required translator services for Spanish-speaking citizens. The Office also has six (6) certified bi-lingual employees that supplement the service provided by the translation service contractor.

Overtime

- FY 2020 General Fund compensation includes approximately \$1.9 million for overtime, which is a slight increase over the FY 2019 overtime budgeted amount of approximately \$1.7 million.
- As of March 2019, the Office's overtime expenditures were reported at approximately \$1.5 million, or \$200,000 less than the \$1.7 million budgeted amount for FY 2019. The Office projects that it will incur \$2.1 million in overtime expenditures by the end of the FY 2019, which will exceed its budgeted amount by approximately \$400,000. According to the Office, most of its overtime costs are associated with complying with the Code of Maryland Regulations (COMAR), which requires a Maryland Public Safety Answering Point to answer all 9-1-1 calls for service within 10 seconds. [Attachment 1](#) provides a graphic comparison of the Office's budgeted, actual, and projected overtime expenditures from FY 2014 through FY 2019 (projected).
- The Office plans to manage overtime spending by (1) limiting the number of overtime hours to mission critical operational functions, (2) restricting the usage of overtime to certain classifications of work (as bargaining unit contracts permit), and (3) seeking alternative work schedules for employees.

Fringe Benefits-General Fund

	FY 2016 Actual	FY 2017 Actual	FY 2018 Actual	FY 2019 Estimated	FY 2020 Proposed
Compensation	\$ 13,016,351	\$ 12,465,474	\$ 13,467,370	\$ 14,525,400	\$ 15,670,200
Fringe Benefits Expenditures	3,630,819	3,530,152	3,786,206	3,861,600	4,466,000
As a % of Compensation	27.9%	28.3%	28.1%	26.6%	28.5%
Annual % Change		-2.8%	7.3%	2.0%	15.7%

- In FY 2020, fringe benefits expenditures are proposed to increase by \$216,000, or 5.1%, above the FY 2019 Approved Budget level, to align with proposed compensation adjustments.

Operating Expenses-General Fund

- FY 2020 General Fund operating expenses are proposed at approximately \$15.8 million and are comprised of the following major items:
 - Operating Contracts \$10,839,500
 - Data-Voice Communication 1,785,000
 - Telephone 1,275,800
 - Office Automation 813,200
 - Office/Building Rental/Lease 504,000
- Overall, operating expenses are proposed to increase by \$548,100, or 3.6%, above the FY 2019 Approved Budget level.
- The accompanying table compares the FY 2020 Proposed Budget operating expenditures with the FY 2019 Approved Budget operating expenditures. In one (1) of the categories, the FY 2020 Proposed Budget reduces planned spending from the FY 2019 Approved Budget. In eight (8) of the categories,

the FY 2020 Proposed Budget level remains unchanged compared to the FY 2019 Approved Budget. FY 2020 expenditures increase in four (4) categories.

Operating Objects	FY 2019 Budget	FY 2020 Proposed	FY 2019 - FY 2020	
			\$ Change	% Change
Operating Contracts	10,436,600	10,839,500	402,900	3.9%
Office Automation	671,700	813,200	141,500	21.1%
Vehicle Equipment Repair/Maintenance	77,300	82,300	5,000	6.5%
General Office Supplies	61,900	65,900	4,000	6.5%
Data-Voice Communication	1,785,000	1,785,000	-	0.0%
Telephone	1,275,800	1,275,800	-	0.0%
Training	1,500	1,500	-	0.0%
Office and Building Rental/Lease	504,000	504,000	-	0.0%
Utilities	200,000	200,000	-	0.0%
Other Operating Equipment Repairs/Maintenance	7,000	7,000	-	0.0%
Vehicle Gas & Oil	27,800	27,800	-	0.0%
Equipment Lease	9,500	9,500	-	0.0%
General & Administrative Contracts	164,200	158,900	(5,300)	-3.2%
TOTAL	\$ 15,222,300	\$ 15,770,400	\$ 548,100	3.6%

- The only dollar reduction (\$5,300) between the FY 2020 Proposed Budget and the FY 2019 Approved Budget is in General and Administrative Contract costs. This reduction is to align these costs with scheduled contractual costs.
- The most significant increase (\$402,900) between the FY 2020 Proposed Budget and the FY 2019 Approved Budget is in Operating Contracts costs due to contractual increases in the Motorola Radio and Records Management contracts.

Grants

Category	FY 2018 Actual	FY 2019 Approved	FY 2019 Estimated	FY 2020 Proposed	Change Amount	Percentage Change
Compensation	\$ 386,664	\$ 809,900	\$ 633,516	\$ 869,800	\$ 59,900	7.4%
Fringe Benefits	55,665	95,100	153,661	98,300	3,200	3.4%
Operating Expenses	1,252,927	723,300	1,342,323	796,500	73,200	10.1%
Capital Outlay	580,049	728,600	78,200	505,700	(222,900)	-30.6%
Total	\$ 2,275,305	\$ 2,356,900	\$ 2,207,700	\$ 2,270,300	\$ (86,600)	-3.7%

Authorized Staffing Count - Grant Fund

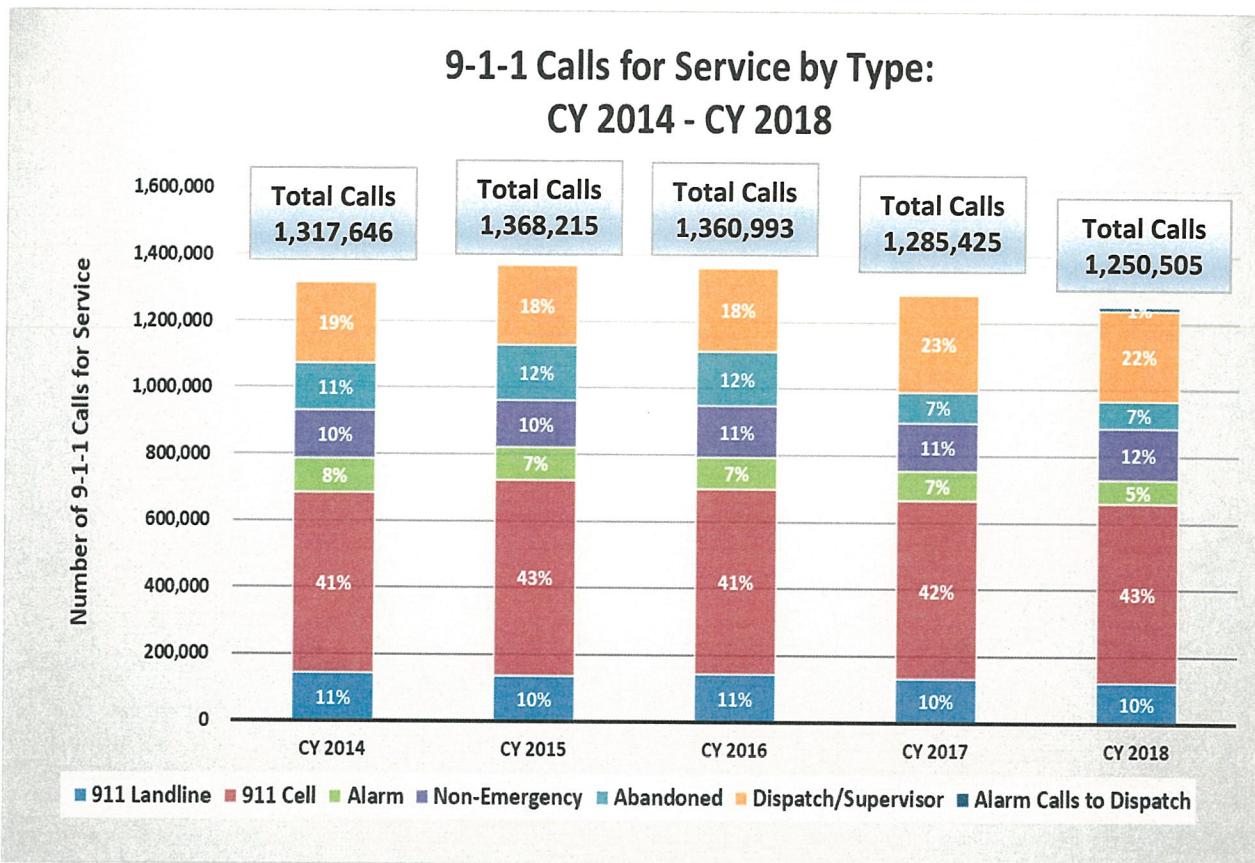
	FY 2019 Approved	FY 2020 Proposed	Change Amount	Percentage Change
Part-Time	0	0	0	0.0%
Limited-Term	10	10	0	0.0%
Total	10	10	0	0.0%

Grant Highlights

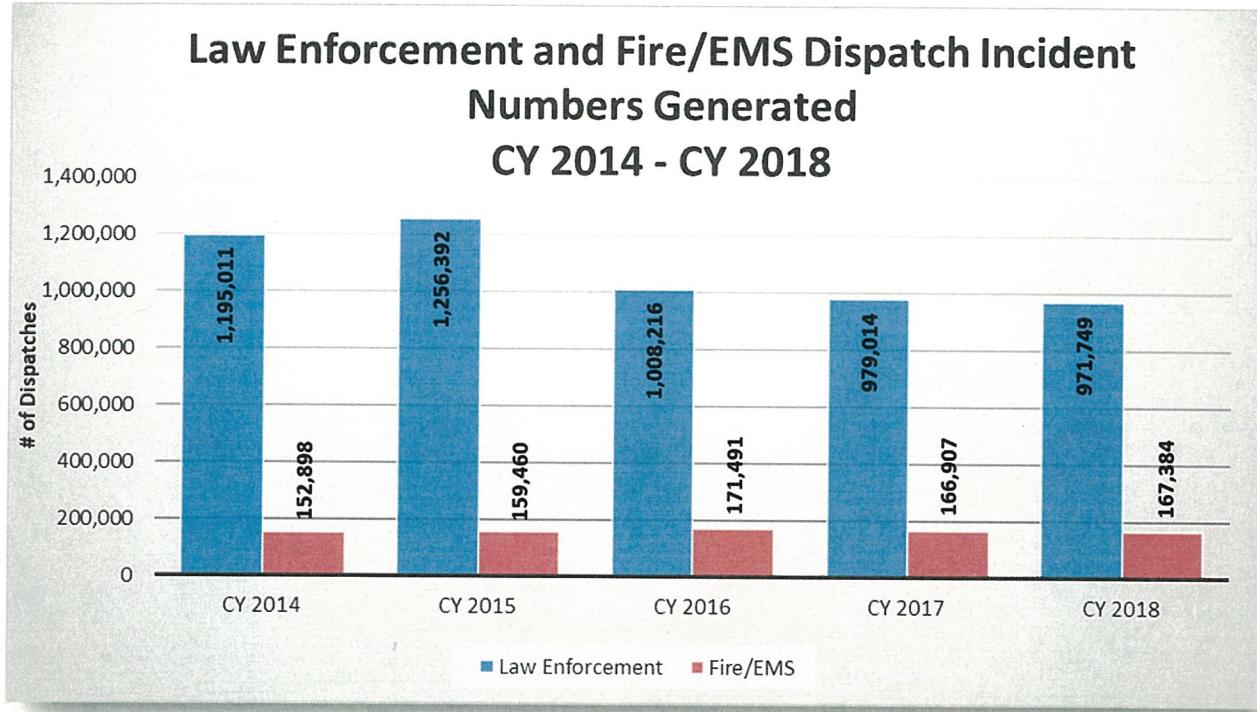
- In FY 2019, the Office's estimated grant level of \$2.2 million is expected to be below the approved level by approximately \$150,000 due primarily to reduced funding related to the Emergency Management Performance, UASI-EOC Enhancement, and UASI- Regional Emergency Preparedness grants.
- FY 2020 proposed grant expenditures are projected at approximately \$2.3 million, representing a decrease of \$86,600, or 3.7%, below the FY 2019 Approved Budget level. This reduction is primarily due to a loss of funding for the UASI-Recovery Support and UASI-EOC Enhancement grants offset by gains in various other grant awards.
- For a complete listing of all FY 2019 approved and FY 2020 proposed grants, please refer to the FY 2020 Proposed Operating Budget book, page 342.
- The FY 2020 grant-funded total staff complement will remain unchanged from the FY 2019 Approved Budget level of ten (10) Limited-Term Grant funded positions.
- Grant funding in FY 2020 is proposed to be utilized for capital outlay of \$505,700. This capital outlay will be used a K9 transport vehicle (Department of Corrections), crime scene enhancement equipment (Police Department), and fiber optics communications equipment for the Office.
- The Office has been the recipient of grant funding from the Department of Homeland Security's Urban Area Security Initiative (UASI) since 2005. This funding has been used to staff the Emergency Management Division (OEM) in support of several long-term sustainment projects. Due to grant restrictions, limited-term grant-funded personnel are now unable to staff the Emergency Operations Center or participate in community outreach activities. The inability to use these individuals will diminish the Office's ability to complete some core duties in both of these critical areas.

Workload

▪ *Public Safety Communications:*



- As shown by the above graph, the total number of incoming calls for service decreased in CY 2018 when compared to CY 2017. Over the last five years, calls for service peaked in CY 2015 and have averaged 1,316,557 per year.
- In FY 2019, the Office launched the ASAP to PSAP Program (Alarm Call Routing Directly to CAD for Dispatch) which has resulted in approximately one half of the alarm calls being received through this program thus reducing 9-1-1 telephone call volume. In CY 2018, the Office received a total of 13,308 calls from this program, which represented 1% of the total 9-1-1 calls.
- A majority of calls for service received by the Office are from cell phones. To help with this trend, State Senate Bill-745 added a 9-1-1 surcharge fee to pre-paid cell phones. The Bill took effect on July 1, 2013. The total amount of surcharge funds distributed for this fee has typically been around \$700,000.
- In CY 2018, the Office reports that 70% of calls were answered within 10 seconds, compared to 71% in CY 2017.



- As can be seen from the accompanying graph, in CY 2018, law enforcement dispatches have decreased slightly below the CY 2017 level, and overall have decreased by 18.7% since CY 2014. Historically, the Office has attributed the decrease in law enforcement dispatches to the Office's ability to segregate out internal dispatches from the law enforcement dispatches with the new Computer Aided Dispatch (CAD) system. Internal dispatches, which totaled 137,879 in CY 2018, represent incidents where calls are transferred to other jurisdictions, in addition to disconnected and cancelled calls.
- In CY 2018, Fire/EMS dispatches have increased slightly above the CY 2017 level, and have increased by 9.5% since CY 2014.

Equipment, Information Technology (IT) and Facilities

- The Office maintains the Mobile Technology Center (MTC)/Technical Services Section. This Section is currently staffed by a total of 18 positions. These individuals are assigned to perform a variety of functions, including but not limited to, providing maintenance and support for the County's radio and Computer Aided Dispatch (CAD) systems, and installing and maintaining radio, mobile data computer, and police in-car camera equipment. They also provide support for the radio system infrastructure, 9-1-1 system, and various other software-related programs. In CY 2018, Public Safety Communications Technical Services personnel at the MTC performed maintenance or replacement of approximately 300 radios in public safety vehicles and installed 205 mobile data computers in public safety vehicles. They are also scheduled to reprogram 15,000 radios throughout all of the County's Public Safety agencies in CY 2019. Related maintenance costs for all of the above initiatives are covered by both existing staff, and in the Office's proposed operational expenditures in FY 2019. As of March 2019, MTC's overtime was \$36,969, and is projected to reach \$75,000 for FY 2019.

- The Office's Public Safety Communications Division continues to be responsible for the centralized management of video storage for all public safety agencies. This responsibility will provide a centralized process to ensure the sustainment of video storage throughout the County. Each user agency Department Head will be responsible for providing internal requirements for their video programs, which will include the management and retrieval of video for investigations, court purposes, and chain of custody processes. The cost of this initiative, which is estimated at approximately \$930,000, is included in the Office's FY 2020 Proposed operating expenses in the data-voice category. However, this cost will increase as video storage capacity increases and once the Department of Corrections gets incorporated with the storage program.
- The Office foresees the utilization of texting and video technology, rather than the current voice format, for 9-1-1 communication. Most of the hardware enhancements that are required to support future text-to-9-1-1 capabilities are included with the 9-1-1 system improvements associated with the construction of the backup center. However, the equipment and infrastructure needed to transition to Next Generation 9-1-1 (i.e. pictures, video, routing and location data) isn't currently in place. The Office has reviewed available options and has selected the appropriate service provider to support the transition to Next Generation 9-1-1 technology. All procurement-level approvals are in place and the proposed contract is in the final approval stages with the Office of Law. However, the Office reports that transitioning to this Next Generation 9-1-1 technology will cause a significant impact on current and future staffing within the Office.
- The Federal government has finalized efforts to develop FirstNet, which is a nationwide network that will provide interoperable communications dedicated for use within the public safety community. The contract to provide this service was awarded to AT&T. Governor Hogan has opted the State of Maryland into the FirstNet program. The Office has been assigned to investigate and prepare guidance reports for the implementation of the FirstNet Broadband Network.
- The Office has been tasked with initiating a process to begin exercising and testing each County agency's continuity of operations (COOP) plan. These COOP plans, which were developed by each individual County agency relative to their specific operations, ensure that mission essential functions continue when normal operations are impaired. To manage this effort, the Office reports that it will require a minimum of two (2) personnel at a cost of approximately \$200,000, which is not included in the Office's FY 2020 Proposed Budget.

ATTACHMENT No. 1
Table 1: Overtime Overview

Homeland Security			
Overtime Overview			
Fiscal Year	Budgeted Overtime Amount	Actual Overtime Amount	Budget vs. Actual Difference
FY-14	\$1,621,900	\$1,617,035	(\$4,865)
FY-15	\$1,621,900	\$1,526,692	(\$95,208)
FY-16	\$1,379,200	\$1,750,330	\$371,130
FY-17	\$1,575,000	\$1,690,133	\$115,133
FY-18	\$1,575,000	\$1,980,528	\$405,528
FY-19 Projected	\$1,732,500	\$2,099,620	\$367,120
FY-20 Proposed	\$1,905,700		

Graph 1: Overtime Comparison

