

OFFICE OF FISCAL ANALYSIS

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sHB-6841

AN ACT CONCERNING FIREFIGHTER RECRUITMENT AND RETENTION.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 24 \$	FY 25 \$
Resources of the General Fund	GF - Appropriation	1 million	1.75 million
Department of Emergency Services and Public Protection	GF - Cost	1.2 million	746,000
Department of Emergency Services and Public Protection	GF - Savings	26,000	26,000
Department of Emergency Services and Public Protection	GF - Potential Cost	See Below	See Below
Department of Emergency Services and Public Protection	GF - Potential Revenue Gain	See Below	See Below
Higher Education Constituent Units	Tuition Funds - Revenue Loss	Potential Significant	Potential Significant
Public Health, Dept.	GF - Cost	188,225	973,921
Public Health, Dept.	GF - Cost	See Below	See Below
State Comptroller - Fringe Benefits ¹	GF - Cost	270,450	323,399
Comptroller	GF - Cost	See Below	See Below
Connecticut Housing Finance Authority (CHFA)	Resources of CHFA - Cost	Potential	Potential

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 24 \$	FY 25 \$
Various Municipalities	Potential Revenue Gain	See Below	See Below

¹The fringe benefit costs for most state employees are budgeted centrally in accounts administered by the Comptroller. The estimated active employee fringe benefit cost associated with most personnel changes is 42.82% of payroll in FY 24.

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All Municipalities	Potential Savings	See Below	See Below
All Municipalities	Potential Cost	See Below	See Below

Explanation

The bill makes numerous changes designed to help recruit and retain people in firefighting and emergency medical services (EMS) careers, resulting in a cost to the state of at least \$2.6 million in FY 24 and \$3.0 million in FY 25 as well as the various other impacts described below.

Section 1 establishes a Fire Service Youth Program Advisory Board within the Office of State Fire Administrator in the Department of Emergency Services and Public Protection, (DESPP) and requires the board to distribute \$5,000 to each high school and fire department that adopts its programming. It is expected that at least 24 programs throughout the state will be eligible to receive these funds in FY 24 and FY 25, resulting in a cost to the state of at least \$120,000 each year. The board is also required to develop and implement a standard curriculum for high schools addressing public safety and community services and a plan for public safety tracks in technical high schools, including firefighting and EMS certification. Consultant costs and training costs required to develop and implement the curriculum and tracks are not expected to exceed \$100,000 in FY 24.

Section 1 also results in a potential revenue gain to municipalities of \$5,000 for each fire department and high school that implements the board's programming.

Section 2 requires DESPP to hire a firefighter recruitment and training coordinator in each of the state's five emergency preparedness regions, resulting in a cost of \$405,540 in FY 24 and \$414,449 in FY 25. The associated fringe benefits for these positions will result in a cost to the Office of the State Comptroller (OSC) of \$152,242 in FY 24 and \$156,048 in FY 25. The starting salary for this position² is \$71,108, with

² The salary of the firefighter recruitment and training coordinator is expected to be comparable with that of a Fire Academy Trainer.

an associated fringe benefits cost \$30,448. There is also an estimated cost of \$50,000 for equipment and training expenses each year.

Section 3 requires the State Fire Administrator to develop facilities to assist in training and testing for the candidate physical ability test (CPAT). It is anticipated that five new facilities will be created across the state and each one will cost a minimum of \$76,130 in equipment costs, resulting in a total one-time cost of \$380,650 in FY 24. Such equipment for CPAT testing includes helmets, gloves, vest weights, weighted manikins, and machinery designed to mimic fire rescue scenarios. Maintenance and replacement of damaged equipment is expected to cost up to \$25,000 in each year thereafter.

Section 3 also requires DESPP to hire two program coordinators to oversee the programming implemented pursuant to section 1, resulting in a cost to DESPP of \$182,832 in FY 24 and \$186,903 and a cost to OSC of \$69,725 in FY 24 and \$71,468 in FY 25 for associated fringe benefits. The starting salary for this position³ is \$81,416, with an associated fringe benefits cost \$34,862. There is also an estimated cost of \$20,000 for equipment and training expenses each year

Section 4 requires that a fire service instructor's compensation be comparable to that of a law enforcement instructor, which may reduce the compensation that some fire service instructors receive, resulting in estimated savings of \$26,000 to DESPP in FY 24 and FY 25. Currently, all law enforcement instructors are compensated at an hourly rate of \$20, whereas there are three levels of fire service instructors, with Instructor I receiving \$20 per hour, and Instructor II and Instructor III receiving hourly rates of \$24 and \$26, respectively.

This section also requires DESPP to conduct at least three classes at the state fire school each year, which can result in a potential cost or potential revenue gain depending on the number of students in each class. Currently, DESPP conducts two classes per year with attendance

³ The salary of the youth program coordinator and cadet or explorer program coordinator is expected to be comparable with that of a Lead Fire Academy Trainer.

ranging from approximately 30 to 70 students. If there are less than about 55 students enrolled, tuition costs will generally not cover the cost of running the class. If greater, there is a potential revenue gain from tuition costs. The costs of running a class range from \$285,378 to \$428,619, and the tuition revenue per class can range from \$224,550 to \$523,950.

Section 5 requires the Department of Public Health (DPH) to establish a paramedic candidate scholarship program, resulting in a cost to the agency of \$35,079 in FY 24 and \$143,822 in FY 25, and a cost of \$15,021 in FY 24 and \$61,585 in FY 25 for associated fringe benefits. DPH costs in FY 24 reflect the salaries of a Health Program Associate (HPA), and a Health Program Assistant 1, for a quarter of the fiscal year to implement the paramedic scholarship program. FY 25 costs to DPH reflect annualized salaries. **Section 18** appropriates \$750,000 to DPH for paramedic candidate scholarships in FY 25.

Section 6 prohibits fire departments from denying employment to lawful resident noncitizens, resulting in no fiscal impact to the state or municipalities.

Section 7 results in potential costs beginning in FY 24 to the Connecticut Housing Finance Authority (CHFA), from the quasi-public's own resources, associated with developing, marketing, and providing a program of mortgage assistance to uniformed members of fire departments. Costs for providing such mortgage assistance are not anticipated to be substantial but would depend on: (1) the number of firefighters assisted and (2) the type of assistance provided.

CHFA has various existing programs that could help firefighters purchase a house where they work, including the First Time Homebuyers Program, the Down Payment Assistance Program, and the Time to Own Forgivable Down Payment Assistance Program, the latter two of which are both supported with state bond funding. Given the low utilization rate of CHFA's other occupation-specific mortgage assistance programs, the bill is not anticipated to materially change the

rate of spending.⁴

Sections 8-10 result in a potentially significant revenue loss beginning in FY 24 to the higher education constituent units, associated with waiving tuition for certain firefighters and their dependents, along with particular fire school students. The tuition waivers will be available to: 1) uniformed members of fire departments who have served for at least two years in the state, 2) dependent children of uniformed members of fire departments who have served for at least five years in the state, and 3) students attending the state fire school who are enrolled in a program offered together with a community college or state university that accredits courses in the program.

There are an estimated 26,800 paid and volunteer firefighters in Connecticut. It is unknown how many individuals will be eligible for the tuition waivers and take advantage of it, or which constituent unit they would choose to attend. The scope of the revenue loss will vary based on the number of waivers and the institution waiving tuition. For example, 500 additional tuition waivers at UConn results in a revenue loss of approximately \$8.2 million annually while 1,000 additional community college waivers results in a revenue loss of approximately \$4.2 million annually. To the extent that some of the waiver beneficiaries enrolling in Connecticut State Universities and Colleges institutions might not have otherwise attended, these institutions may experience higher fee and other revenue (e.g., room and board) due to the bill. The exact number of additional waivers that would occur because of the bill is unknown, but the revenue loss to the constituent units may be significant.

⁴ Out of the 1,610 first mortgages originated through CHFA in 2022, zero were under the Police Homeownership Program, 17 were under the Teachers Mortgage Assistance Program, and 12 were under the Military Program.

Examples of Tuition Waiver Value, FY 24			
# of Students	UConn	CSUs	Community Colleges
<i>Per-Student Value of Tuition Waiver, FY 24</i>	16,332	6,470	4,176
100	1,633,200	647,000	417,600
500	8,166,000	3,235,000	2,088,000
1,000	16,332,000	6,470,000	4,176,000

Sections 11-12 may result in start-up costs to the State Comptroller to establish a volunteer firefighter length of service award program and trust fund. The State Retirement Commission may contract with a third party to administer this system. The fund will be used to make payments towards the administrative costs of the program.

Section 13 may result in significant costs to the State Retirement Commission in establishing a new tier in the retirement system. The bill can also result in costs to participating municipalities to the extent of the employer contributions set by the retirement commission to develop the new tier in the municipal employees' retirement system.

Section 14 requires the Commission on Fire Prevention and Control in DESPP to conduct a study on firefighter training, certification, and benefits, not anticipated to result in a fiscal impact to the state.

Section 15 requires DPH to establish a pilot program by 10/1/23 to provide emergency services organizations with: (1) equipment capable of identifying individuals at high risk of cardiac arrest, (2) an early detection system capable of identifying individuals who are at low risk of cardiac arrest before such individuals experience critical cardiac issues, or (3) both such equipment and system. A Senior Healthcare Technology Consultant is needed, at a cost to DPH of approximately \$75,000 in FY 24, to research and identify what, if any, equipment is

available to assist emergency services in identifying individuals at high risk for cardiac arrest and for identifying people at low risk before they have a critical cardiac event, and the cost of this equipment, which is currently unknown. A HPA is also needed to work with the consultant on developing the pilot program. The position will also manage the program. The cost for HPA salary is \$78,146 in FY 24 and \$80,099 in FY 25. Associated fringe benefit costs are \$33,462 in FY 24 and \$34,298 in FY 25.

Section 16 appropriates \$500,000 to DESPP in FY 24 and FY 25 to reduce the cost of attending the state fire school, resulting in the same cost to the state and potential savings to various municipalities in each year.

Section 17 appropriates \$500,000 to DESPP in FY 24 and FY 25 to reduce the cost of attending regional fire schools, resulting in the same cost to the state and potential savings to various municipalities in each year.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to the number of grants administered, tuition waivers granted, and inflation.

The appropriations listed in sections 16 through 18 do not continue beyond FY 25.