Flagler County Board of County Commissioners
Workshop Agenda

Monday, April 21, 2025• 1:00 p.m.

Government Services Complex, 1769 E. Moody Blvd., Bldg 2, Board Chambers, Bunnell, FL 32110

View the meeting broadcast live on cable television: Spectrum Channel 492
View the meeting streamed live on the County's YouTube Channel: www.YouTube.com/FlaglerCounty

1. Call to Order
2. Pledge to the Flag and Moment of Silence
3. Welcome: Flagler County Board Chair
4. ~~License for Access to Justice Lane –~~ Removed by Staff, Will Reschedule if Needed
5. County Attorney Position Discussion
6. Beach Management Update
7. Fire Rescue Department Needs Presentation
8. Legislative Update
9. Other Items for Discussion as Needed
10. Public Comment: *This thirty-minute time period has been allocated for public comment. Each speaker will be allowed up to three (3) minutes to address the Commission. Speakers should approach the podium, identify themselves and direct comments to the Chair.*
11. Adjournment

While this is a workshop only and no decisions are expected to be made by any of the governmental bodies, if a person decides to appeal any matter that may be discussed for a future proceeding, a record of the workshop may be needed and, for such purposes, the person may need to ensure that a verbatim record of the workshop is made.

In accordance with the Americans with Disabilities Act, persons needing assistance to participate in this meeting should contact the (386) 313-4001 at least 48 hours prior to the meeting.

FLAGLER COUNTY BOARD OF COUNTY COMMISSIONERS
WORKSHOP / AGENDA ITEM # 5

SUBJECT: County Attorney Position Discussion

DATE OF MEETING: April 21, 2025

OVERVIEW/SUMMARY: On March 5, 2025, County Attorney, Albert Hadeed provided Human Resources a formal notice of his intent to retire, effective at close of business on August 1, 2025. Mr. Hadeed has served with distinction and has played a vital role in providing trusted legal counsel to the Board of County Commissioners and all departments within Flagler County government. We extend our sincere gratitude for his years of service and commitment to Flagler County and must begin preparations for this transition.

Working in conjunction with the County Attorney, we have updated the official job description for the County Attorney role and have established a recruitment process.

In the coming weeks, the County will distribute a recruitment brochure and job advertisement across appropriate legal and governmental channels. The goal is to ensure a seamless leadership transition and continued excellence in legal service to our community.

STRATEGIC PLAN:

- Focus Area: Effective Government
    - Goal 4 – Create a Culture of Performance Excellence

FUNDING INFORMATION: None at this time. Any future expenditures related to recruitment advertising or external support services will be managed within existing budget allocations within the Human Resources operating budget.

DEPARTMENT CONTACT: Human Resources, Charlie Picano, (386) 313 – 4033.

RECOMMENDATION: Staff are requesting that the Board provide direction, guidance and form a consensus on the proposed approach to filling the upcoming County Attorney vacancy.

ATTACHMENTS:

1. County Attorney Job Description
2. Recruitment Brochure

Flagler County Board of County Commissioners
County Attorney

Position Title: County Attorney
Department: County Attorney
Reports to: Board of County Commissioners
Category: Contract

Position Summary

The County Attorney is responsible for supervising, managing, and coordinating a substantial volume of legal advice and representation to the Board of County Commissioners, County Administrator and its subordinate departments. The County Attorney's legal service also extends to Flagler County's appointed boards, councils and committees as requested and as it may be advisable in the County's interest. The County Attorney is also available to the County's constitutional officers for assistance when requested and the matter does not involve a conflict with the legal interest of the County Commission.

Essential Functions

- Manages the daily operations of the County Attorney's Office and assigns and reviews casework of all County attorneys.
- Provides legal counsel and advice on matters of government law to various County departments.
- Manages all litigation involving the County and shall determine if outside counsel or subject matter experts are needed for a particular case or matter.
- Prepares briefs, pleadings, and other legal documents and supervises necessary investigations, including interviewing witnesses. Tries cases and appeals adverse judgments to higher courts. Research, perform discovery and prepares for trials and appeals.
- Prepares or reviews ordinances, resolutions, interlocal agreements, contracts, procurement actions, and matters affecting taxation or assessments.
- Advises officials and employees on legal questions and prepares legal opinions. Researches and gathers facts, prepares, investigation reports, reviews files, answers correspondence, prepares responses to legal requests.
- Provides legal assistance in the annual Florida and Federal legislative process on issues affecting the County.
- Involved in land use matters; purchase of real estate; Canvassing Board matters as its counsel; code enforcement proceedings including those before a special magistrate or court; animal cruelty and dangerous dog cases; emergency declarations and related implementing actions.
- Attends Board of County Commissioners' meetings, and advisory committee meetings.
- Participates in the preparation and presentation of seminars on various legal issues.
- Supervises the public records request process to assure compliance with Florida's public records law.
- Deals with public professionally, courteously, with poise, tact, and patience.

- May be required to attend and speak to various civic organizations.
- Prepares the annual department budget; approves department expenditures and payroll.
- Involved in the hiring of all personnel within the office. This includes deputy and assistant county attorneys, office assistants, legal assistants, and law clerks or interns.
- Shall be member of the Florida Association of County Attorneys and shall take advantage of its continuing education programs and study groups.
- In the event of an emergency or non-emergency situation, a 24-hour on-call status is required.
- In the event of an emergency or crisis situation, position is required to respond/perform recovery duties.
- During emergencies, all employees are considered essential personnel and may be required to perform alternate duties.

These Essential Functions and Responsibilities are not to be construed as a complete statement of all duties performed. All employees will be required to perform other job-related duties as required.

Knowledge, Skills and Abilities

- Knowledge of common law and of local, state, and federal laws and precedents.
- Ability to litigate cases and follow judicial procedures and the rules of evidence.
- Knowledge of the principles, methods, materials, and practices of legal research.
- Knowledge of matters pertaining to local government and administrative practices.
- Ability to draft legal instruments, proposed legislation and legal opinions.
- Ability to meet with citizens, County officials and/or Commissioners regarding items of public concern.
- Ability to review agenda items and/or proposed departmental policies/procedures and offer sound legal advice.
- Ability to deal tactfully and effectively with County personnel, court officials and personnel and the public.
- Ability to complete a project from beginning to end.

Physical Requirements

Physical Demand: Sedentary

- 10 lbs. maximum lifting.
- Occasional lifting, carrying, pushing and pulling.
- Some walking, standing may be required.
- Expressing or exchanging ideas by spoken word or perceiving sound by ear.
- Good eyesight for production or safety of self and others.

Education, Experience and Training

- Graduation from an accredited college or university school of law a Juris Doctorate Degree.

DRAFT

- 10 years of experience in the practice of law, with experience in federal, state of local government or agency or within the private practice of law with emphasis on local government law, real estate, eminent domain or any other county related matters to include extensive trial practice/experience.
- 2 years of supervising or managing other attorneys is preferred.
- Member of the Florida Bar. Eligible for license in Federal Courts and U.S. Court of Appeals.

Flagler County is a drug free workplace, some positions may require a pre-employment drug screen.

Flagler County, Florida is an Equal Opportunity Employer. In compliance with the Americans with Disabilities Act, Flagler County, Florida will provide reasonable accommodations to qualified individuals with disabilities and encourages both prospective and current employees to discuss potential accommodations with the employer.

All job descriptions are subject to revision and amendment. I have received a copy of this job description and am fully aware of the expectations of the job.

Employee Signature:_____ Date:_____

Supervisor Signature:_____ Date:_____

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County Attorney

Flagler County, Florida

EXECUTIVE RECRUITMENT



Photo by Ian Hathaway

Welcome to Flagler County

Flagler County Government is staffed by a dedicated team of 400+ employees and more than 20 departments and divisions. Our vision is to have a vibrant and prosperous community with a focus on exceptional quality of life. We achieve this by providing high-quality services through our responsive workforce, who are committed to excellence and integrity – in collaboration with our municipalities – to deliver fiscally responsible stewardship to our residents.

Founded in 1917, Flagler County has 18 miles of pristine beaches along the Atlantic Ocean. The Intercoastal Waterway also provides marine opportunities, such as kayaking, for residents and visitors alike. Landlubbers can enjoy about 100 miles of trails for hiking, jogging, and biking. Our natural assets provide quiet enjoyment for all.

The five cities within Flagler County offer visitors a taste of old and new Florida. Residents enjoy a quality of life that couples carefully considered, focused development with vigorous preservation of our natural areas.

"Palm trees, ocean breeze, salty air, sun-kissed hair, that endless summer, take me there."

Unknown

Flagler Schools leverage a full range of technology and digital resources for students. They provide "Flagship Choice Programs" to all schools.

Daytona State College has a campus in Palm Coast. Regional colleges and universities include: Embry-Riddle Aeronautical University and Bethune-Cookman in Daytona Beach; Stetson University in DeLand; Flagler College in St. Augustine and the University of St. Augustine for Health Sciences; and, the University of North Florida and the Florida Coastal School of Law in Jacksonville.



Photo by Melanie Fletcher

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The Organization and Strategic Planning

Strategic planning for the future is the most hopeful indication of our increasing intelligence.

William H. Hastie

Effective Government

Flagler County will pursue four individual goals to ensure it attains its primary function for citizens: to be an effective government. High performing organizations are those that learn to anticipate and adapt to change.

Economic Vitality

Improve quality of life by enhancing economic vitality in Flagler County.

Growth and Infrastructure

Growth and Infrastructure – defined as any effort based on either physical structures or technology – will be closely monitored and enhanced for the benefit of residents and businesses in Flagler County.

Public Health and Safety

Flagler County will strive to enhance its public safety component to improve quality of life.

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Each year, the Flagler County Board of County Commissioners conducts a comprehensive Strategic Plan review. Board priorities are identified or reaffirmed to ensure those priorities are being addressed.

There are five Commissioners on the Board who each serve four-year terms.

The full 28-page strategic plan is available here.

The Board of County Commissioners is the legislative and policy-making body of county government.

The Board establishes policy, sets legislative priorities and makes all budget decisions with regard to funding appropriations for county departments and some constitutional officers.



Andy Dance
District 1

Greg Hansen
District 2

Kim Carney
District 3

Leann Pennington
District 4

Pam Richardson
District 5



FLAGLER COUNTY BOARD OF COUNTY COMMISSIONERS

Draft

ANDY DANCE represents District 1, which is within Palm Coast and includes the "E" section, "R" section, parts of the "W" section and Town Center. Dance is Chair of the County Commission and selected seven committee assignments for 2024-25 where he will be the designee, as well as two committees where he will serve as alternate. He serves on the following committees: Canvassing Board; Career Source Brevard Flagler Volusia; Tourist Development Council; Northeast Florida Regional Council; Volusia Flagler Transportation Planning Organization; School Planning Oversight Committee; Small County Coalition of Florida; and as an alternate for Heritage Crossroads; and, the Transportation Disadvantaged Local Coordinating Board.

GREG HANSEN represents District 2 in northeast Flagler County – including the Hammock and areas bounded by Interstate 95 and the ocean, and Beverly Beach north to the county line. Hansen serves on the following committees: Florida Agricultural Legacy Learning Center Board of Trustees; Friends of A1A Scenic and Historic Coastal Byways Group; A1A Scenic Pride; Management Advisory Group for GTMNERR; Small County Coalition of Florida; and, the Town of Marineland CRA Board.

KIM CARNEY represents District 3 in east Flagler County – including the municipality of Flagler Beach. Carney serves on five committees: Department of Juvenile Justice Council; Department of Juvenile Justice Circuit Advisory Council; Early Learning Coalition of Flagler and Volusia County; Flagler County Affordable Housing Advisory Committee; and, the School Planning Oversight Committee. She also serves as an alternate on six committees: Flagler County Library Board of Trustees; Friends of A1A Scenic and Historic Coastal Byways Group; A1A Scenic Pride; Management Advisory Group for GTMNERR; Public Safety Coordinating Council; and, the Town of Marineland CRA Board.

LEANN PENNINGTON represents District 4, which includes the City of Bunnell and the areas west of U.S. 1. Pennington is Vice Chair of the County Commission and is the designee for the Flagler County Library Board of Trustees; and, Heritage Crossroads. She also serves as an alternate on the following committees: Career Source Brevard Flagler Volusia; Department of Juvenile Justice Council; Department of Juvenile Justice Circuit Advisory Council; Early Learning Coalition of Flagler and Volusia County; Family Life Center; Flagler County Cultural Council; Northeast Florida Regional Council; Volusia Flagler Transportation Planning Organization; and, the Value Adjustment Board.

PAM RICHARDSON represents District 5, which includes the north area of Palm Coast and largely west of Interstate 95. Richardson serves on five committees as the designee: Family Life Center; Flagler County Cultural Council; Public Safety Coordinating Council; Transportation Disadvantaged Local Coordinating Board; and, the Value Adjustment Board. Additionally, she is an alternate for the following committees: the Canvassing Board; Flagler County Affordable Housing Advisory Committee; and, the Flagler County Tourist Development Council.

Office of the Attorney

The Flagler County Attorney's Office is proactive in all legal issues presented for consideration by the Board of County Commissioners – such as ordinances, resolutions, contracts, bidding, and interlocal agreements – to ensure compliance with all federal and state regulations.

It provides the fullest legal protection for the Board of County Commissioners.

The County Attorney represents the county in court proceedings, both as plaintiff and defendant, to ensure aggressive prosecution or defense of the county's legal rights. It offers legal advice and representation to the Board of County Commissioners, appointed boards, councils and committees, and is available to all Constitutional Officers for assistance when requested.

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Flagler County Code of Ordinances

This Code constitutes a complete codification of the general and permanent ordinances of Flagler County.

Online Sunshine Florida Statutes

This is the Official Internet Site of the Florida Legislature.

Florida Constitution

The Florida Bar Association

Pursuing Justice.
Promoting Professionalism.
Protecting the Public.

Division of Consumer Services

The Florida Consumer Services' Division of Consumer Services is the state's clearinghouse for consumer complaints, information and protection.

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Responsibilities | Essential Functions

- Manages the daily operations of the County Attorney's Office and assigns and reviews casework of all County attorneys.
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Education | Experience

- Graduation from an accredited college or university school of law with a Juris Doctorate Degree.
- 10 years of experience in the practice of law, with experience in federal, state of local government or agency or within the private practice of law with emphasis on local government law, real estate, eminent domain or any other county related matters to include extensive trial experience.
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FlaglerCounty.gov/JOBS

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Florida

FLAGLER COUNTY
BOARD OF COUNTY COMMISSIONERS

April 21, 2025 - Workshop

Update on the Beach Management Plan and Current Projects

Hamid Tabassian, P.E. htabassian@flaglercounty.gov
Ansley Wren-Key, Ph.D. awren-key@flaglercounty.gov

Agenda

- Background History
- Beach Management Plan Overview
- Reach II Beach Nourishment Project
- Reach III Beach Nourishment Project
- Interim Dune-Only Recovery Projects
- Questions & Answers

Overview & History

*A comprehensive Feasibility Study was initiated and conducted by the US Army Corps in **2003***

*In **2014** the USACE study determined 2.6 miles within the City of Flagler Beach to met the criteria for the Coastal Storm Risk Management (CSRM) beach and dune nourishment project*

*Due to continued annual erosion and Hurricanes Matthew (**2016**), Irma (**2017**) and Dorian (**2019**), several major restoration and repair projects were required*

*In **2018** FDOT Beach and Dune Nourishment Project funded the remaining critically eroded shoreline north and south of the Federal Project in the City of Flagler Beach*

*In **2019**, the Board established a consensus to initiate the necessary work for development of a comprehensive Beach Management Plan for Flagler's 18-mile coastline*

*In **2021**, the Board approved an amendment to Olsen Contract to conduct a Beach Management Study which would serve as the basis for the development and implementation of a sustainable, long-term, Beach Management Plan*

*In **2022**, the Beach Management Study provided recommendations to move forward with a Beach Management Plan*

*In **2023**, the BOCC adopted the Beach Management Plan with recommended implementation steps for a County-wide management plan*

*In **2024**, the USACE Coastal Storm Risk Management (CSRM) beach nourishment project was completed*

Matthew — Irma — Dorian — Ian & Nicole

2003 — 2014 — 2016 — 2017 — 2018 — 2019 — 2021 — 2022 — 2023 — 2024

FLAGLER COUNTY FLORIDA

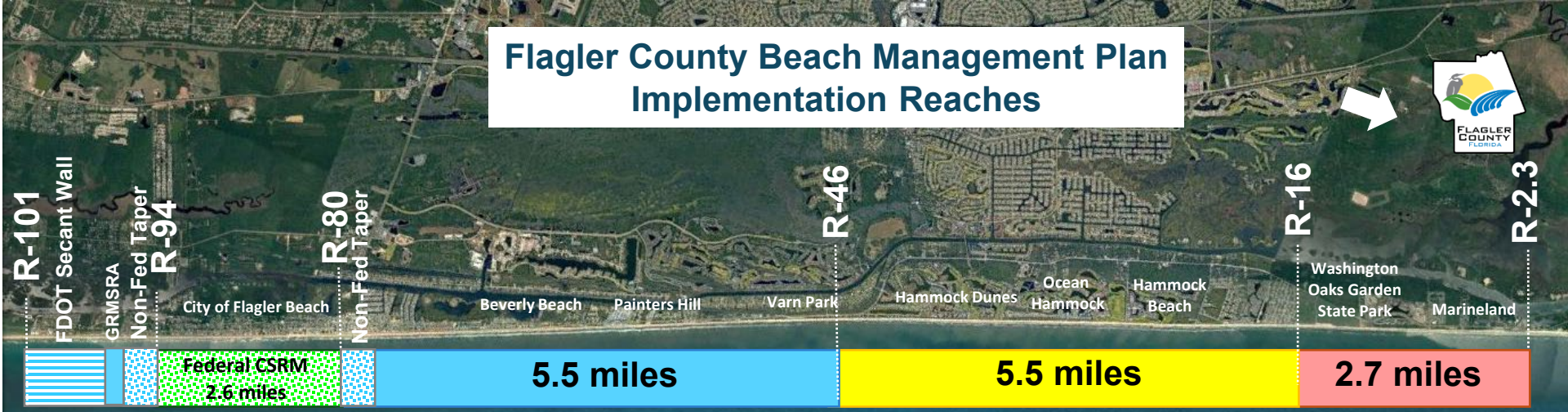
Beach Management Plan

In October 2023, a Beach Management Plan was approved by the BOCC to serve as the basis for the development and implementation of a comprehensive, sustainable, and long-term, Beach Management Plan for Flagler's entire 18-mile coastline.

BMS Recommended Tasks for Flagler County:

- Establish Governance/Administration (County, Special District, other)
- Identify/Establish Local Funding Source
- Map Coquina Rock Outcropping (northern 7.6 miles of shoreline)
- Assess Feasibility of Various Sand Delivery Methods
- Initiate a Detailed Design Investigation of the Selected Plan
- Expand Offshore Sand Borrow Area
- Pursue Regulatory permits
- Pursue Long-term easements
- Petition FDEP to Reassess Critical Erosion Eligibility (annually)
- Assess Potential Benefits of New USACE Feasibility Study
- Develop County-wide Public Beach Access and Parking inventory

Flagler County Beach Management Plan Implementation Reaches



South Reach II (FDOT Wall) Beach Nourishment (1.6 mi)

Reach I Beach Nourishment 2024

Reach II Beach Nourishment 2025

Reach III Dune / Beach Nourishment 2027/28

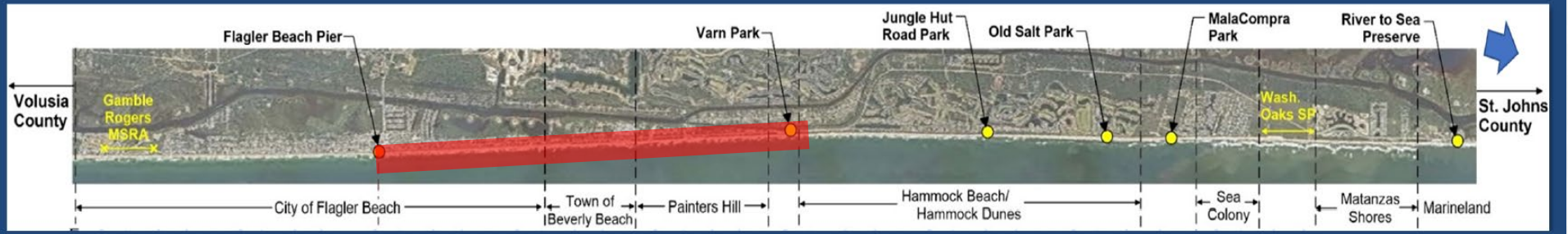
Reach IV Dune Maintenance

Interim Dune-Only Trucked Sand Project
Eastman Amendment #10 Project No. ITB 23-010B
Eastman & CEI Amendments Processed, NTP Issued in May
Begin Construction: late May 2025
Access Points: Varn Park, Jungle Hut, Old Salt, Malacompra, River To Sea & WOGSP

Reach 3A	Reach 3B	Reach 3C	WOGSP	Reach 3D
R-47.9 to R-35.1 (2.3 miles)	**R-35.1 to R-24.3**	**R24.3 – R15.9 (1.6 m)**	Dune-only 6 cy/ft	**R24.3 – R15.9 (1.8 m)**
Hammock Dunes Nourishment Proj FDEP 25FL1 Agreement Budget: $8.8M FDEP: $4.4M HDOA: $2.2M HDOA Agreement BoCC: $2.2M (Funds 1111 & 1311) Approx. sand 8 cy/ft Permit: EFO	Ocean & Beach Club Dune Recovery Budget: $5.5 M OAs: $1M Permit: EFO BoCC: $4.5 M (23FL4: $1.3M & $3.2 M 23FL2) Approx. sand 6 cy/ft Hammocks MOA	Dune Recovery **FEMA CAT G** Permit: EFO Cost: $4.5M Approx. sand 6 cy/ft	Cost: $1.3M Funding FDEP 100%	**FEMA CAT G** Permit: EFO Cost: $5M Approx. sand 6 cy/ft
Milton Category G (87,200 cy) R-65 to R-47.9 (2.8 miles)		Milton Cat G (9,000cy) R24.3 – R15.9 (1.6 m)		Milton Cat G (19,400 cy) R11.8 – R2.3 (1.8 m)

FDEP 23FL2 Agreement – Design/Permitting ($2 million) & Construction – Total Funding: $44,544,370

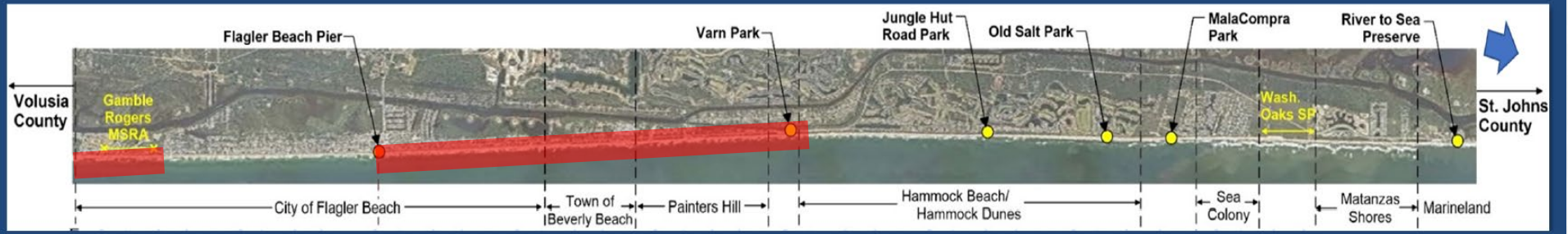
Reach II Beach Nourishment Project



- **Scope: 5.5 miles of Dune Restoration, 1.8 Million CY offshore sand resources by dredge operations**
- **Status: FDEP Permit acquired Feb. 2025, USACE permit and BOEM Lease Agreement anticipated June 30th**
- **Solicitation Date: anticipated June 30, 2025**
- **Cost Estimate: $36 Million; Two separate periods of performance, 2025 and 2026, may produce two costs**

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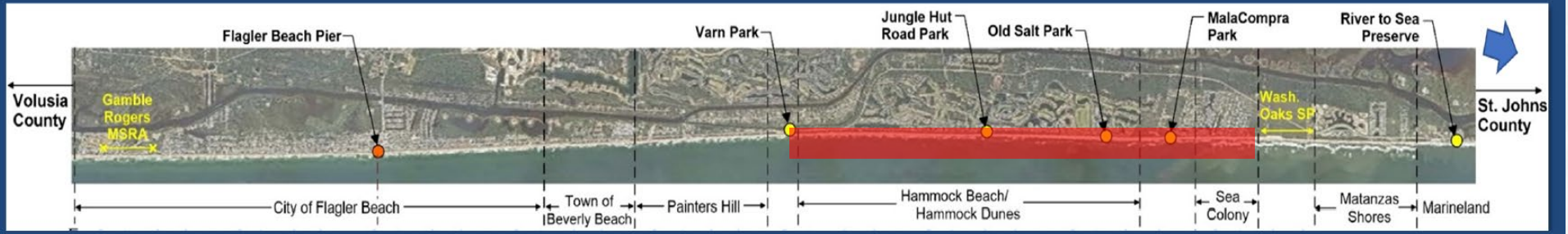
Reach II Beach Nourishment Project



- **Scope: 7 miles of Dune Restoration, 2 Million CY offshore sand resources by dredge operations**
- **Permit and Regulatory Requirements:**
  - **Modification of the Environmental Assessment**
  - **Additional review time with BOEM would add approx. 3-4 months**
- **Cost Estimate/Schedule: $40Million; anticipated to be Spring 2026**

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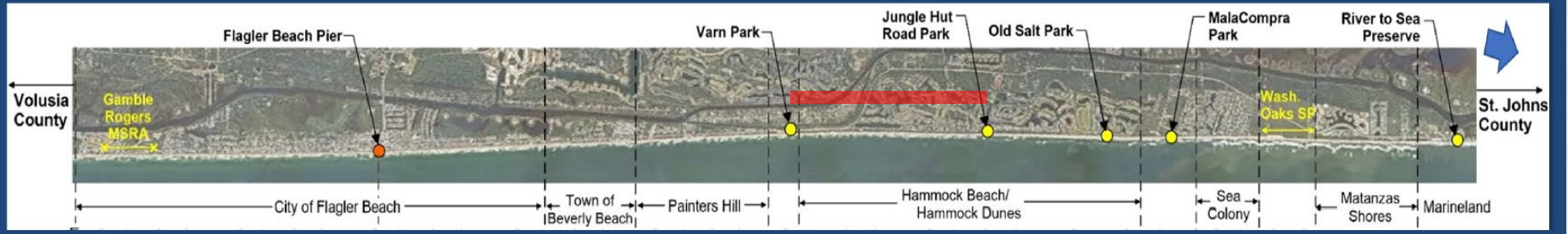
Reach III Beach Nourishment Project



- **Scope: Environmental studies, alternatives analysis, and permitting and design for beach nourishment project**
- **Status: Moffat & Nichol's new PSA will be presented at the April 21st BOCC meeting for approval**
- **Schedule: Field studies to begin Summer 2025, permit application submitted Q4 2025, assuming 18 months of regulatory review, permits obtained summer 2027**
- **Funding: 23FL2 FDEP Agreement - $1.9 Million for design and permitting**
- **Cost for implementation depends on the alternative and design selected**

FLAGLER COUNTY FLORIDA

Hammock Dunes Project (Reach 3A)



- **Scope: 2.3 miles of Dune Restoration; 100,000 CY sand or approx. 8 CY/ft**
  Funding: FDEP Grant Agreement 25FL1 executed April 10, 2025
- **Award: Eastman Aggregate Enterprises, LLC**
- **Anticipated Construction: late May 2025**
- **Anticipated Construction Completion: August 2025**
- **Cost: $8.8M Funded by 50% FDEP/25% HDOA /25% local funds**

FLAGLER COUNTY FLORIDA

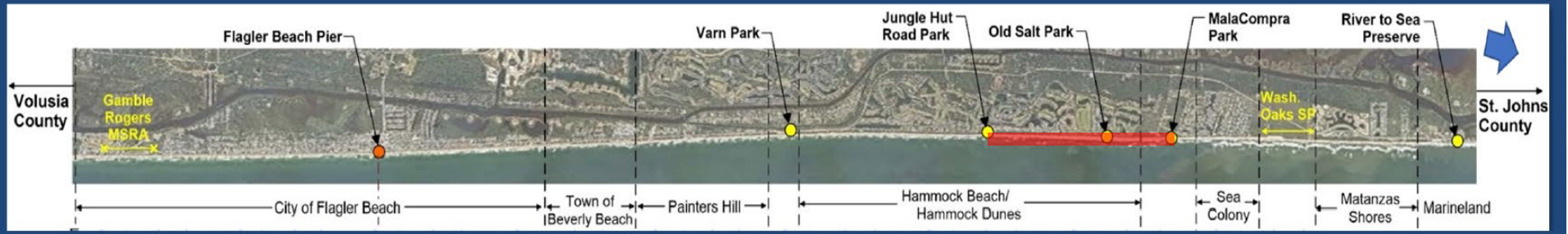

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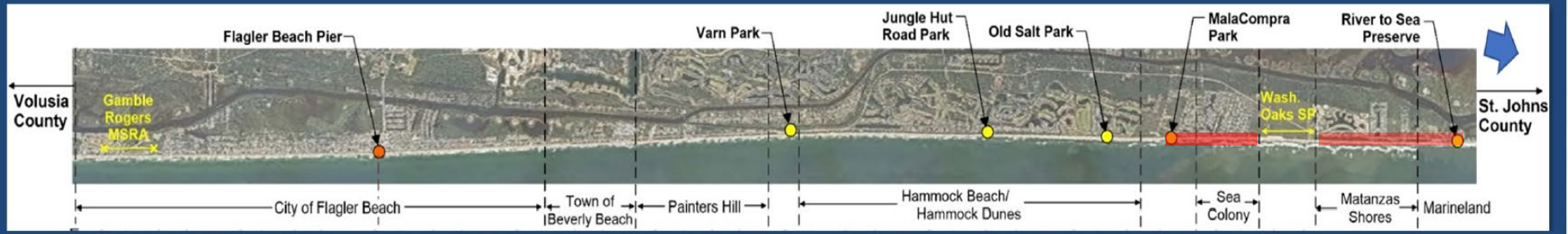
Ocean Hammock and Hammock Beach Resort (Reach 3B)



- **Scope: 2 miles of Dune Restoration; approx. 64,000 CY sand; 6 CY/ft**
- **Project Cost: $5.5 Million**
- **Funding: $4.5M FDEP Grant Agreements ($1.3M - 23FL4 ; $3.2M - 23FL2) / $1 M OHPOA and HB Resort**
- **Award: Eastman Aggregate Enterprises, LLC**
- **Anticipated Construction: mid-July 2025 – September 1, 2025**

FLAGLER COUNTY FLORIDA

FEMA Category G Funded Project (Reaches 3C & 3D)

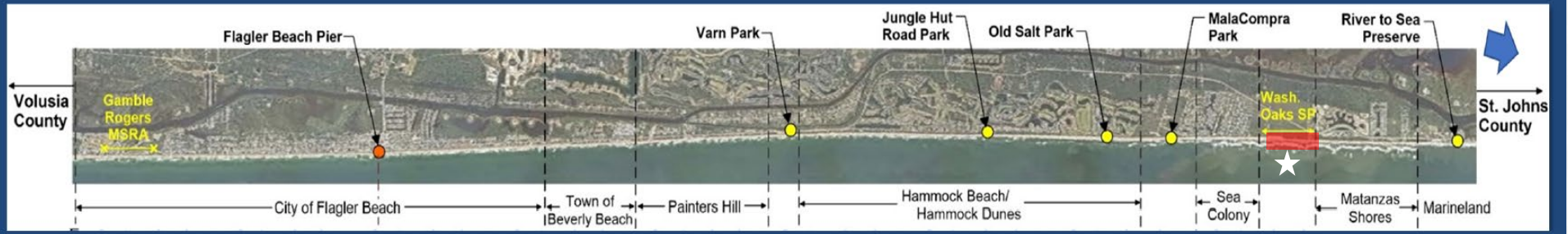


- Scope: 3.3 miles of Dune Restoration; 115,000cy Sand or approx. 6 CY/ft
- Project Cost: ~$10 Million
- Funding: Funded by FEMA 75% / FDEP 12.5% / FDEM 12.5%
- Status: Under FEMA review, expected approval June 1
- Award: Eastman Aggregate Enterprises, LLC
- Anticipated Construction: September 1, 2025
- Anticipated Construction Completion: November 31, 2025





Washington Oaks Gardens State Park (WOGSP) Project



- **Scope: 0.75 mile of Dune Restoration, 24,000 CY**
- **Cost: $1.3M 100% FDEP funding**
- **Contract Agreement: 23FL2**
- **Construction Commencement: After turtle season**
- **Construction Completion: December 2025**

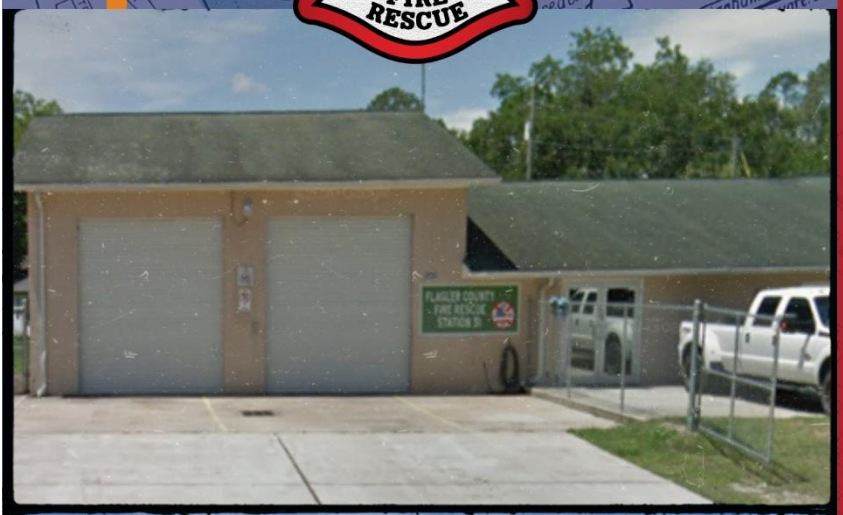
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BOARD OF COUNTY COMMISSIONERS

Questions??

FLAGLER COUNTY
FLORIDA

Item 7







STATION LOCATION ANALYSIS 2024

Prepared by Michael Tucker, Fire Chief

FLAGLERCOUNTY.GOV

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Executive Summary

The placement of fire stations is a complex process that is heavily dependent upon the needs and expectations of the community. There is no "one-size-fits-all" solution to determining the number and location of each fire station within a community. However, there are principles that should be considered when evaluating the need to either construct or relocate an emergency services facility.

The purpose of this report is to understand the current system design of Flagler County Fire Rescue and its ability to serve the residents and visitors to Flagler County and make changes compared to optimized station locations using a variety of industry best practices. These best practices include criteria utilized by the Insurance Services Office (ISO) in grading fire departments across the United States and response time components developed by the National Fire Protection Association (NFPA)

The development of this report involved evaluating historical incident data contained with the department's records management system (ESO) to communicate historical incident activity and develop projections for future years. Flagler County's GIS team assisted in the development of station location optimization models using ESRI GIS software. Nearly all of the County's current emergency response facilities have been proven to be in dire need of replacement and are not strategically located to provide a timely response.

In addition to presenting possible station relocation and construction sites, this report presents "level of service" and "station location" considerations the Board of County Commissioners can utilize in determining future fire station locations as well as "implementation points" to assist in the addition of emergency response resources to serve residents and visitors to Flagler County

Levels of Service Considerations

Performance Metrics	Performance Benchmark	Performance Target
Call Handling Time	1:00 (mm:ss)	90%
First Unit Turnout Time	1:00 (mm:ss)	90%
First Unit Travel Time	6:30 (mm:ss)	90%
Total First Unit Response Time	8:30 (mm:ss)	90%

Station Location Considerations

The following criteria will be considered optimal when planning and selecting fire station locations:

- Location within approximately five road miles (ISO standards) from an existing structure, except in rural and remote areas, or where a mutual aid agreement is not possible;
- Location will help achieve the Flagler County identified response time for a given service demand zone;
- Demand in the proposed service area exceeds agency goals for availability, reliability and concentration;
- County and municipal response overlap, if any, will be coordinated between the respective agencies to ensure any overlap occurs in a manner that benefits both agencies and their respective constituents and maintain a distributed workload;

- Potential for municipal annexation and growth will be considered to avoid future station relocation.

Station Consolidation Considerations

The determination of when to consolidate Fire Rescue facilities will be based on, but not limited to, all or any combination of the following:

- Reduction of service area due to annexation or other causes;
- Ability to contract with another service provider for adequate service delivery; (or)
- Reduction in the number of calls and ability to serve the location from other existing FCFR facilities.

EMS Levels of Service

Flagler County Fire Rescue shall provide an initial emergency response to emergency medical service incidents at the Advanced Life Support medical calls countywide.

Definitions

Note: The following definitions are derived from the National Fire Protection Association's NFPA 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.*

Automatic Aid: Aid provided as part of an agreement between two, or more, parties to provide immediate joint response for the response to initial alarms.

Mutual-Aid: Aid provided as part of an agreement between two, or more, parties to provide assistance upon request for personnel, equipment, or expertise in a specific manner.

Alarm: A notification indicating the existence of an emergency situation requiring the response of emergency personnel and equipment.

Alarm Answering Time (AA): The time period starting when the alarm is received in the primary PSAP (communications communications) center and ends when the alarm is acknowledged in the communications center.

Alarm Handling Time (AH): The time period from when the alarm is acknowledged in the PSAP (communications center) until beginning transmission of the alarm to emergency response facilities/units.

Alarm Processing Time (AP): The time period from when the alarm is acknowledged in the PSAP (communications center) until beginning transmission of the alarm to emergency response facilities/stations. AP=AA+AH.

Advanced Life Support: Medical interventions that include advanced airway management, advanced cardiac monitoring, defibrillation, intravenous access, and drug therapy.

Basic Life Support: Medical treatment that includes maintaining an airway, breathing, and circulation, as well as controlling bleeding, preventing shock, and immobilizing skeletal fractures.

Aircraft Rescue and Fire Fighting: Fire suppression activities that involve aircraft and the rescue of people from aircraft.

Marine Rescue and Fire Fighting: Fire suppression activities that involve marine vessels and the rescue of people from bodies of water.

Structural Fire Fighting: Fire suppression activities, including the conservation of property, that involve buildings.

Fire-Due Response Zones: A designated geographic area surrounding an emergency services facility from which an emergency response unit will be the first to arrive at an incident.

Geographic Isolation: A geographic area where more than 80 percent of the response area is more than a 10-minute travel time from the nearest staffed facility.

Geographic Restriction: a defined condition, or infrastructure design limiting the ability to respond in a timely manner or produces delays that can be predicted.

Geographic Areas by Population

Rural: An area with fewer than 500 people per square mile.

Urban: An area with a population density of over 30,000 people and/or a population density of 1,000 to 2,999 people per square mile.

Wildland: An area in which development is essentially nonexistent except for roads, railroads, powerlines, and similar transportation facilities with structures widely scattered.

Wildland Urban Interface: The line or zone in where structures and other development intermingle with undeveloped wildland or vegetative fuels and are within or adjacent to private/public property where mitigation actions can prevent damage/loss from wildfire.

Occupancy Types

Low-Hazard Occupancy: An occupancy with a low history or, a low potential for loss of life, or low economic impact to the community should a fire occur (i.e., single story office building, mortuary, florist/greenhouse).

Moderate-Hazard Occupancy: An occupancy with a potential for moderate loss of life or moderate negative impact to the community should a fire occur (i.e., two to three story office buildings, wholesale outlet stores, shopping centers, airport, marina, restaurants, auto sales/repairs, light manufacturing).

High-Hazard Occupancy: An occupancy with a potential for a high loss of life or high negative impact on the community should a fire occur (i.e., four story building, condominiums, multi-family apartments, hotel/motel, heavy manufacturing facilities).

Incident Commander: The individual responsible for incident activities, strategies, and tactics.

Initial Full Alarm Assignment: Personnel, equipment, and resources identified as part of a planned response to certain incident types.

Initial Rapid Intervention Crew (IRIC): Two members of the initial attack crew, positioned outside the IDLH, trained and equipped as specified in NFPA 1407, who are assigned for rapid deployment (i.e., two in/two out) to rescue lost or trapped firefighters.

Intergovernmental Agreement: A formal written agreement between two or more governmental bodies authorizing the provision of designated services.

Company Officer: An individual responsible for serving is the supervisor for a crew of people.

Emergency Operations: Activities relating to rescue, fire suppression, emergency medical care, and special operations,

Special Operations: emergency incidents to which an emergency services provider responds that require specific and advanced training and specialized equipment.

Performance Objective: A specific measurement utilized at the end of an activity to understand organizational effectiveness relative to a desired outcome.

Public Safety Answering Point: A facility in which 911 calls are answered.

Rapid Intervention Crew (RIC): A crew of at least one officer and three personnel dedicated to the purpose of locating and rescuing lost/trapped firefighters.

Initial Rapid Intervention Crew (IRIC): A crew of two members of the initial attack crew positioned outside of the IDLH to rescue lost/trapped firefighters (aka, 2-in/2-out).

Rescue: Activities directed at locating and removing endangered persons, as well providing treatment and transportation to an appropriate healthcare facility.

Response Time Components

Initiating Action/Intervention Time:

Total Response Time: The time period from receipt of the alarm at the PSAP (communications center) to when the first unit is initiating action or intervening to control the incident.

Travel Time: The time period from alarm notification by the first unit is enroute to the incident until the first unit arrives on scene.

Turnout Time: The time period from alarm notification to the facility/unit until acknowledgement of being enroute.

Response Time Criteria

The commonly understood performance criteria of any emergency services provider is its response time. The ability to respond in a timely manner is a key factor in the ability of emergency responders to effectively bring resolution to the emergency incident. Generally speaking, most stakeholders only interact with emergency responders when a call for service has been initiated, and the time taken for personnel to arrive will also have an impact upon the confidence stakeholders have in the ability of the emergency response agency to handle the emergency.

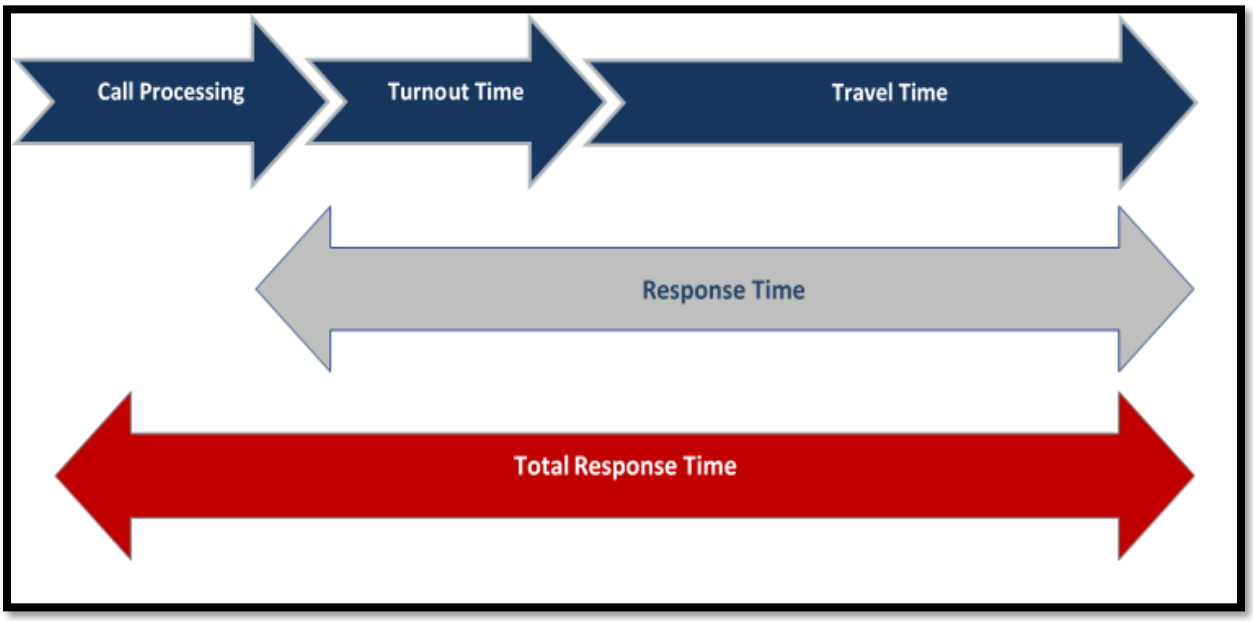
To effectively measure the response time performance of career fire services, NFPA 1710 has been used as this is the most applicable standard for career fire services agencies. Response time performance is comprised of the following components:

- **Call-Processing Time**: The amount of time between when a call is answered by the 911 Primary Public Safety Answering Point, or dispatch center, and when resources are dispatched.
- **Turnout Time**: The time interval between when units are notified of the incident and when the apparatus responds.
- **Travel Time**: The amount of time the responding unit actually spends on the road traveling to the incident until arrival at the scene. This is a function of speed and distance.
- **Response Time**: This time is calculated from the time the fire department is dispatched to the arrival of the first apparatus. Response Time equals the sum of “Turnout Time” and “Travel Time.”
- **Total Response Time**: This is the most apparent time to the caller requesting emergency services. Total response time is the amount of time that occurs from the time they place the emergency call until the first unit arrives. This time often includes factors both within and outside the control of the fire department, particularly when another agency provides dispatch services.

Tracking the individual components of response time will enable Flagler County to identify any deficiencies and areas for improvement. Once these components are understood individually, leadership can develop specific goals that are both relevant and achievable. Once the goal of each individual component is established and measured, Fire Rescue leadership can then begin to monitor them collectively to understand the system's total response time performance.

The response time continuum is comprised of the three elements described above. Total response time is the sum of all times starting with the call-processing time, turnout time, and travel time. The following figure is an illustration of the total response time continuum.

Figure 1: Response Time Continuum



Fire Dynamics

A brief overview of fire dynamics aids in understanding the importance and basis of a desirable response time. Absent any unusual factors impacting the growth rate of fire (i.e., accelerants), fires generally develop in a predictable fashion. Once a fire starts, it may take several minutes or even hours for the presence of a fire to be discovered. This early development stage is very dangerous as the fire smolders in hidden locations while the thermal energy builds. This is of serious concern during the time periods in which occupants are sleeping. It is during this time that large volumes of toxic smoke and gases are created that can overcome building occupants. Undetected fires are also of serious concern in commercial occupancies when occupants are absent during overnight hours, weekends, and holidays.

Once a fire "breaks out", the cascading series of events begin to occur at an exponential rate unless acted upon by an opposing force (i.e. fire suppression systems). Combustible material in the proximity of the fire begins to burn which in turn begins to generate thermal energy which causes the fire to extend further and becomes larger. As the fire becomes larger and consumes more fuel, super-heated gases collect at the ceiling of the room.

Smoke from fire containing unburned products of combustion reaching ceiling levels will eventually become heated to a point where the fuel inside of the smoke begins to burn. This begins to spread fire and at that point, an event termed "flashover" occurs; the gases and other material ignite, which in turn ignites everything in the room. Once a flashover occurs, damage caused by the fire is significant and the environment within the room can no longer support human life. Flashover usually occurs about five to eight minutes from the appearance of a flame in a typically furnished and ventilated building. Since a flashover has such a dramatic influence on the outcome of a fire event, the goal of any fire department is to apply water to a fire before flashover occurs.

Although current building and fire codes have made the occurrence of fires in newer structures more infrequent, today's energy-efficient construction (designed to hold heat during the winter) also tends to confine the heat of a hostile fire. In addition, research has shown that modern furnishings generally ignite more quickly, burn faster, and burn hotter (polymers and plastics). In the 1970s, scientists at the National Institute of Standards and Technology found that after a fire broke out, building occupants had about 17 minutes to escape before being overcome by heat and smoke. Today, that estimate is as short as three minutes.[1] The necessity of effective early warning (smoke alarms), early suppression (fire sprinklers), and the arrival of a sufficient number of firefighters at the scene of a fire in the shortest span of time is more critical now than ever.

The prompt arrival of an effective response force is critical when fire occurs inside of a structure. Florida State law (F.S. 633.508) and Federal regulations (CFR 1910.134) require that personnel entering a building involved in fire must be in groups of at least two personnel. Further, before personnel can enter a building to extinguish a fire, at least two personnel must be on the scene and assigned to conduct search and rescue in case the fire attack crew becomes trapped. This is referred to as the "two-in, two-out" rule. Should firefighters discover that victims are present in the structure, Florida statute allows them to deviate from this "two-in, two-out" rule and can impact a rescue.

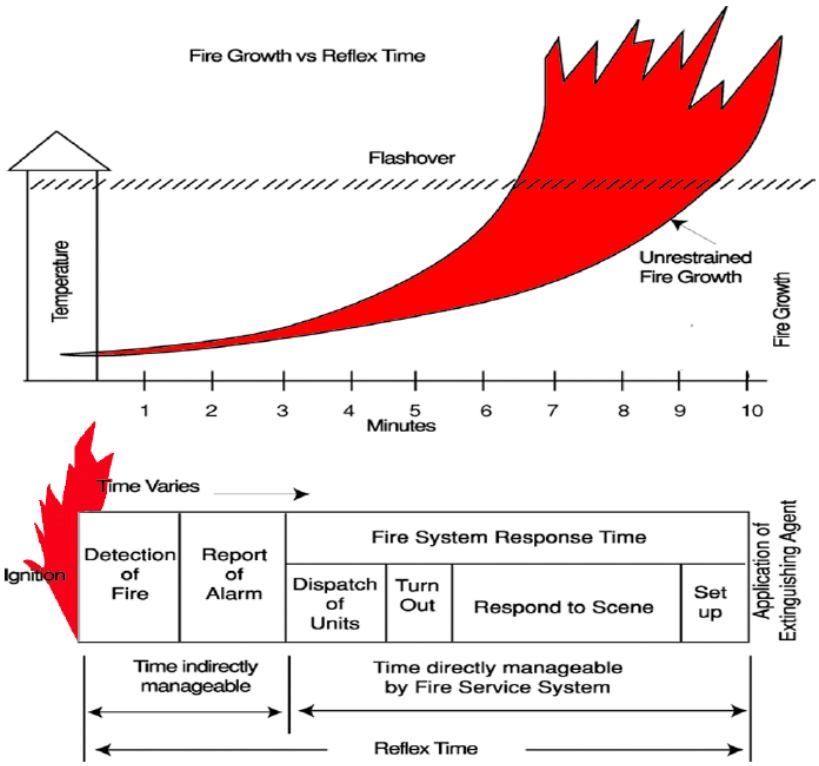
In addition to preventing a flashover, the quick extinguishment of a fire can minimize damage to the structure itself and enhance the potential for property owners to rebuild. Materials used to construct buildings today are often less fire-resistive than the heavy structural skeletons of older frame buildings. Roof trusses and floor joists are commonly made with lighter materials that are more easily weakened by the effects of fire. "Lightweight" roof trusses fail after five to seven minutes of direct flame impingement. Plywood I-beam joists can fail after as little as three minutes of flame contact. This creates a dangerous environment for firefighters.

In addition, the contents of buildings today have a much greater potential for heat production than in the past. The widespread use of plastics in furnishings and other building contents rapidly accelerates fire spread and increases the amount of water needed to effectively control a fire. All of these factors make the need for early application of water essential to a successful fire outcome.

The following figure provides a graphical understanding of a fire's progression from the point of ignition through flashover. Any intervention in this timeline can have a positive impact upon the outcome of the incident.

[1] https://nvlpubs.nist.gov/nistpubs/Legacy/TN/nbstechnicalnote1455-1r2007.pdf

Figure 2:Fire Growth to Reaction Time



As presented in this sequence of events, the application of water in time to prevent flashover is a serious challenge for any fire department. In recognizing how serious the challenge is, it is critical, as studies of historical fire losses can demonstrate, that fire departments establish deployment models to maximize firefighters' ability to achieve this goal.

The National Fire Protection Association found that fires contained to the room of origin (typically extinguished prior to or immediately following flashover) had significantly lower rates of death, injury, and property loss when compared to fires that had an opportunity to spread beyond the room of origin (typically extinguished post-flashover). As evidenced in the following figure, fire losses, casualties, and deaths rise significantly as the extent of fire damage increases in residential structures.[2]

Table 1: Fire Rates per 1,000 Fires

Extension	Rates per 1,000 Fires		
	Civilian Deaths	Civilian Injuries	Avg. Loss / Fire
Confined to room of origin	1.91	25.32	$2,993
Beyond room of origin but confined to floor of origin	22.73	64.13	$7,445
Beyond the floor of origin	24.63	60.41	$58,431

[2] https://www.usfa.fema.gov/downloads/pdf/statistics/confined-structure-fires.pdf

Relative to mitigating an emergency, time is a critical consideration. However, an effective emergency response must also include proper equipment and a well-trained staff from strategically located facilities.

NFPA Time Components

The following chart contains the various time components that make up the response time continuum identified in figure 1 above. While not a required standard, adoption of each metric in evaluating a community's emergency response system is considered an industry "best practice".

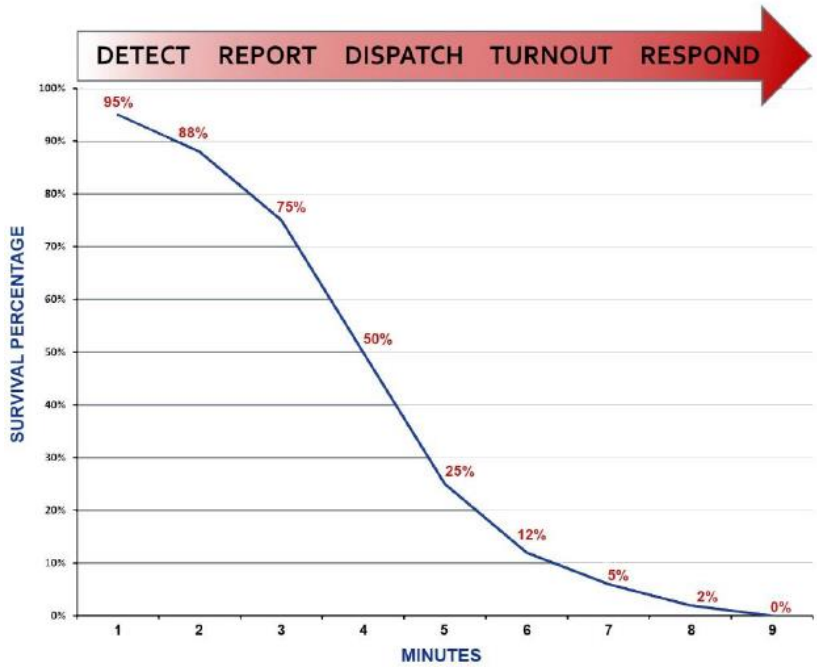
Table 2: NFPA 1710 Response Time Components

Component	Time	Performance Standard
Alram Answering	15 Seconds / 40 Seconds	95% / 99%
Alarm Processing	64 Seconds / 106 Seconds	90% / 95%
EMD Required	90 Seconds /120 Seconds	90% / 99%
Language Translation	90 Seconds /120 Seconds	90% / 99%
TTY/TDD Devices	90 Seconds /120 Seconds	90% / 99%
Criminal Activity	90 Seconds /120 Seconds	90% / 99%
Hazardous Materials	90 Seconds /120 Seconds	90% / 99%
Technical Rescue	90 Seconds /120 Seconds	90% / 99%
Insufficient Location	90 Seconds /120 Seconds	90% / 99%
Text Message	90 Seconds /120 Seconds	90% / 99%
Turnout Time	60 Seconds EMS 80 Seconds Fire	90%
Travel Time (First Arriving)	240 Seconds (4-minutes)	90%
Travel Time (4 personnel of not on First Arriving)	360 Seconds (6-minutes)	90%
Travel Time (Initial Full Alarm "ERF)	480 Seconds (8-minutes)	90%
Travel Time (High Rise/Initial Full Alarm)	610 Seconds (10-Minutes:10 Seconds)	90%
Travel Time (First Arriving EMS/AED)	240 Seconds (4-minutes)	90%
Travel Time (First Arriving EMS/ALS	480 Seconds (8-minutes)	90%

Cardiac Arrest Survival

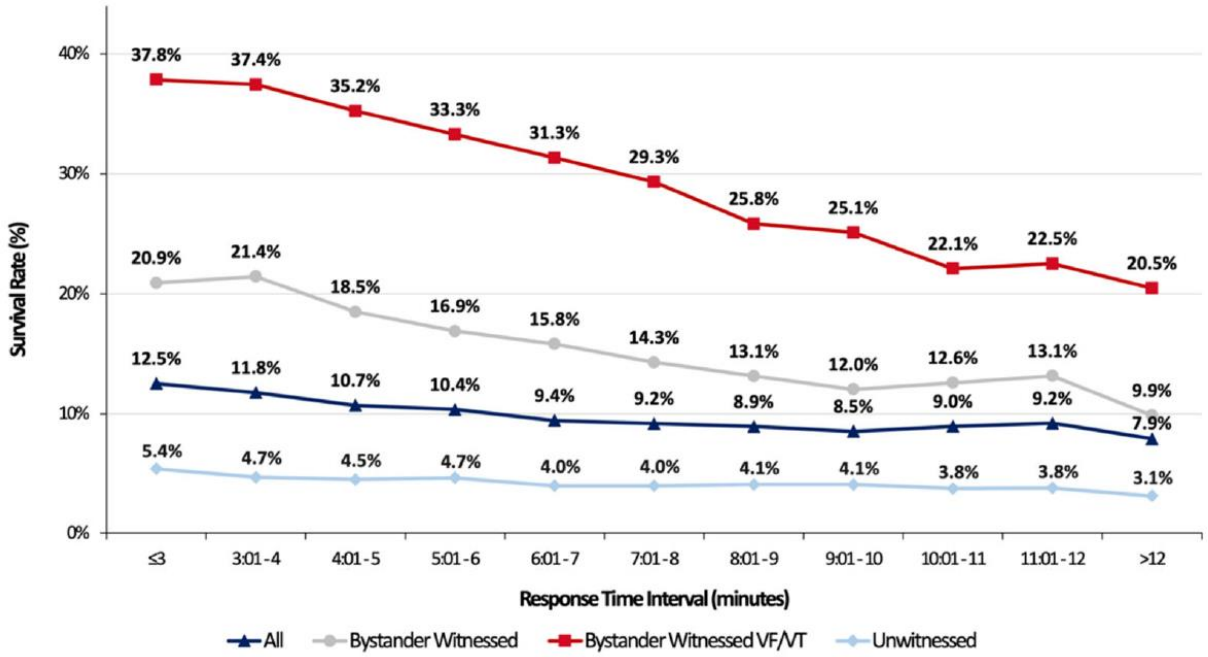
Certain types of emergency medical incidents (i.e., respiratory arrest, cardiac arrest, etc.) are more critical than others to the prompt arrival of emergency first responders. While there are no national standards that dictate an acceptable response time for the arrival of paramedics and firefighters at the scene of an emergency, there are nationally recognized benchmarks that have been determined utilizing scientifically accepted criteria. Figure 3 and figure 4 demonstrate how crucial a prompt emergency response time is in enabling a reasonable chance of surviving an instance of cardiac arrest.

Figure 3: Cardiac Arrest Survival Percentages



According to the American Heart Association (AHA), the chances of survival for an individual suffering from a cardiac arrest incident decrease the longer an individual goes before the initiation of life-saving CPR and defibrillation. A robust community CPR program has proven to be a significant component to increasing the cardiac arrest survivability of a community. However, the prompt arrival of emergency response personnel trained to deliver advanced life support (ALS) treatments and transport to a hospital capable of delivering further definitive care is critical to a potential successful outcome.

Figure 4: Cardiac Arrest Survivability - 2022 CARES Annual Report[3]



Historical Time Criteria Performance

Currently Flagler County Fire Rescue utilizes ESO® as its records management system. ESO® is a leading provider of software utilized to fire incident report writing EMS report writing, EMS billing, and a variety of analytics. FCFR does not utilize the entirety of the ESO® suite of services due to the fact that several of the ESO® offerings are not as robust as current FCFR software services (i.e., inventory control and fire inspections).

Using ESO® Insight Analytics to review incident data for calendar year 2023 to determine call handling, first unit turnout, first unit travel, and total response time (First unit) for emergent and non-emergency incidents. The following table provides an understanding of the results.

Table 3: FCFR Response Time Continuum Performance (FY 2023)

Performance Metric	Actual Performance	Fractile Performance Level
Call Handling Time	0m:55s	90%
First Unit Turnout Time (All Incidents)	2m:07s	90%
First Unit Travel (8-min) Time (Emergent)	9m:37s	90%
Response Time (First Unit - Emergent)	10m:35s	90%

A variety of factors impact an agency's ability to achieve a desired response time. Key among these is the crew member's ability to reach the truck in a timely manner and begin the process of driving to the incident. A fire station's design (layout) plays a major role in this as well as the working condition of the response apparatus. Fire stations that are not designed with an efficient travel path from areas inside of the station to the bay areas where apparatus is located will experience longer turnout times than facilities that have been designed with an efficient travel path to response apparatus. Additionally, equipment that

[3] 2022 CARES Annual Report (mycares.net)

requires extended time to "air-up" braking and emergency alert (air horns) systems will also slow an agencies turnout time.

NFPA 1710 has established the desired time metric for turnout time for EMS incidents at 60 seconds and fire incidents at 80 seconds. The basis for differentiating between the two incident types is the requirement for personnel to don personal protective equipment (PPE) when dispatched to incidents where fire suppression activities are expected to occur.

FCFR has established a common turnout time metric of 90 seconds for all EMS and fire related incidents. Currently, FCFR is able to achieve this turnout time in 79 percent of these incidents. It can be reasonably expected that as fire stations are reconstructed, and newer apparatus are placed in service this turnout time will decrease to the desired target goal.

Utilizing the American Heart Association research and National Fire Protection Association Standards, FCFR has established a "travel time" performance standard of four minutes (90 percent of incidents) to all emergent incidents for the arrival of the first unit on scene. Currently, FCFR has been successful in achieving this goal for 81 percent of all emergent EMS incidents, 72 percent for fire incidents, and 83 percent for all other incidents.

Table 4: FCFR Travel Time Goal vs Performance Comparison (FY 2023)

Incident Type	Travel Time Goal	Actual Performance
EMS	8 minutes (480 seconds)	81%
Fire	8 minutes (480 seconds)	72%
All Other Incidents	8 minutes (480 seconds)	83%

Current Conditions

The following section of this document provides an overview of the community served, geographical boundaries, fire department operations, and historical service demand.

Community Served

Flagler County is located along the northeastern coast of Florida and named after Henry Morrison Flagler, who built the Florida East Coast Railway. The County is part of the Deltona–Daytona Beach–Ormond Beach, Florida Metropolitan Statistical Area and located approximately 70 miles North of Orlando and 60 miles south of Jacksonville. Flagler County is also recognized as being part of Florida's High-Tech Corridor.[4]

In total, the county is 571 square miles and is comprised of the municipalities of Beverly Beach, Bunnell, Flagler Beach, Marineland, and Palm Coast as well as thirteen identified unincorporated communities. Of the 571 square miles, 485 is land and 85 square miles are water. As of the 2023 University of Florida, Bureau of Economic and Business Research report[5], Flagler County is home to 130,756 residents with 495 living in Beverly Beach, 4,027 living in Bunnell, 5,216 living in Flagler Beach, 12 living in Marineland, and

[4] https://jaxusa.org/the-region/flagler-county/
[5] Population | B.E.B.R. - Bureau of Economic and Business Research (ufl.edu)

101,737 living in Palm Coast. The remaining 19,269 people reside in the unincorporated portions of the County.

The County is served by Flagler County as the sole provider of emergency medical transport services. Flagler County is also responsible for fire protection services outside of the municipalities of Flagler Beach and Palm Coast. The remaining municipal and unincorporated areas are the responsibility of the Flagler County BOCC through Flagler County Fire Rescue.

Figure 5: Flagler County Boundary Map

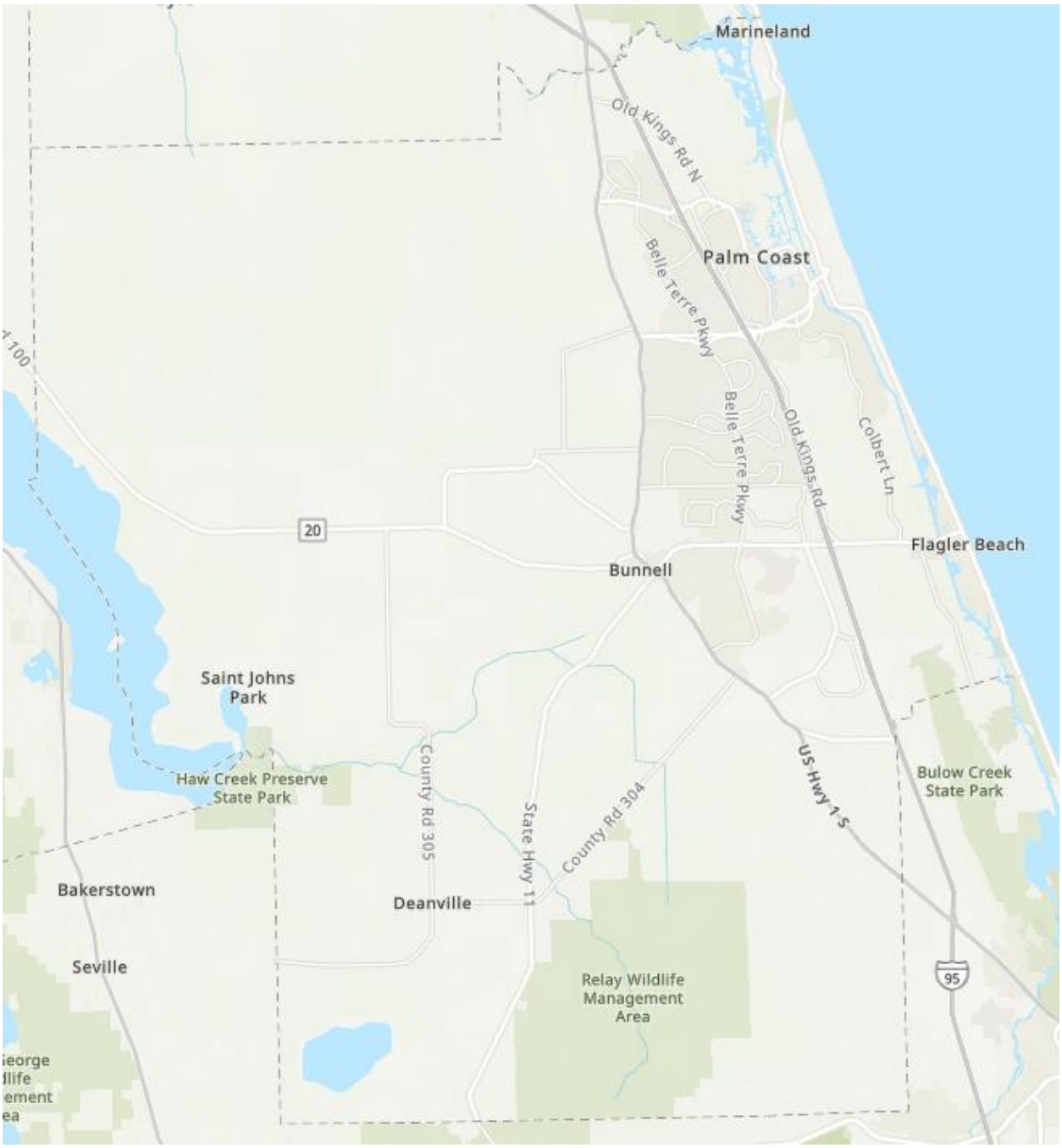
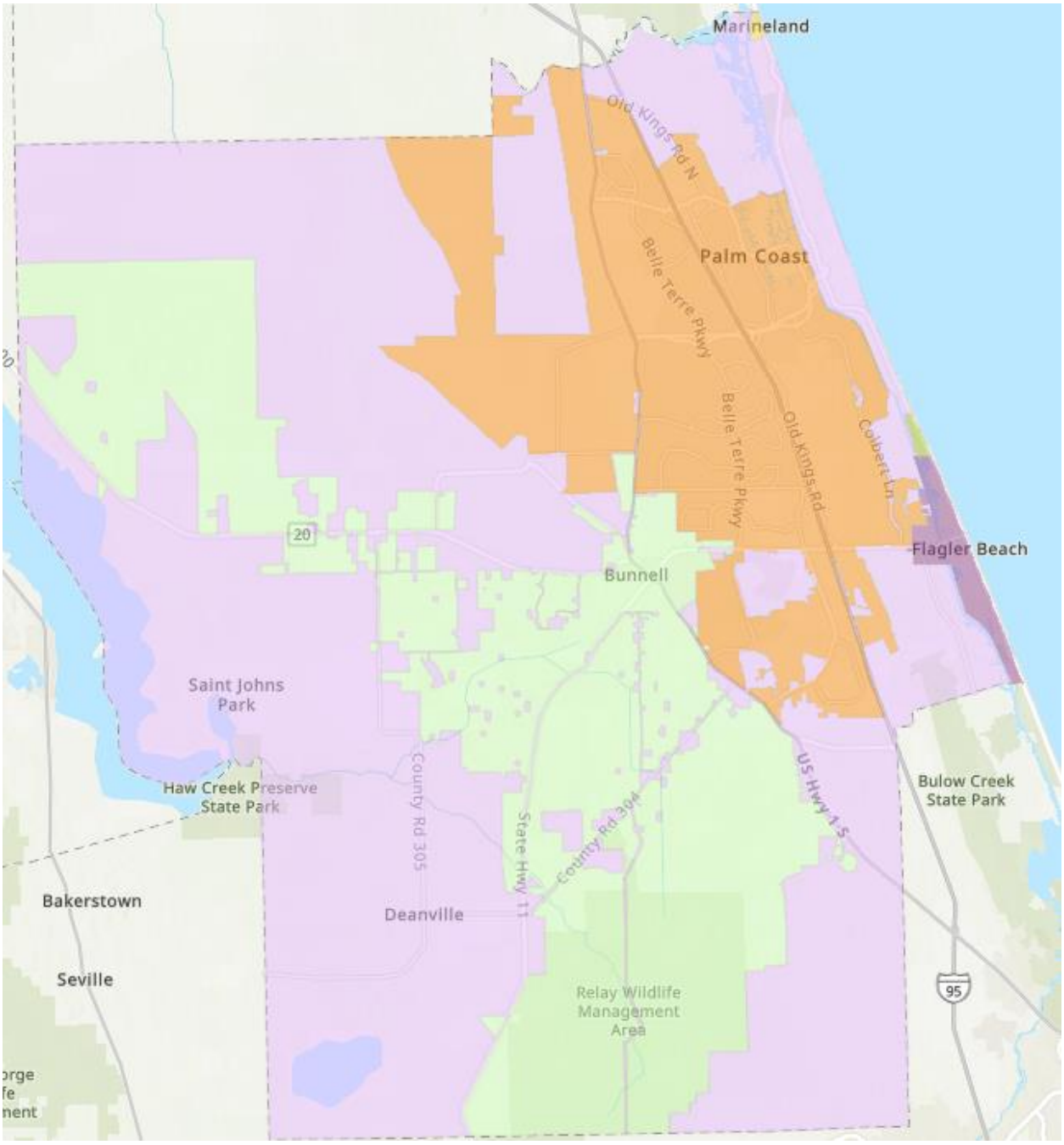


Figure 6 provides an understanding of boundaries for each of the municipalities within Flager County relative to the unincorporated areas. Flagler County Fire Rescue is the fire suppression service provider for the cities of Bunnell, Beverly Beach, and Marineland, as well as unincorporated Flagler County.

Figure 6:Flagler County Municipal and Unincorporated Boundaries



Flagler County Fire Rescue

Flagler County Fire Rescue is a predominantly career organization with 105 firefighters and nine administrative personnel. FCFR provides fire rescue services from 13 facilities with five being owned/operated by the municipalities of Palm Coast and Flagler Beach. From these municipal facilities,

FCFR operates four rescue units which are staffed with firefighting personnel. Of the remaining eight locations, six are staffed with career firefighter/paramedics. Two of the eight facilities outside of the municipalities are staffed with six volunteer firefighters. Relative to emergency medical services. FCFR provides ALS response from all stations using nine rescue units and all fire engines are ALS licensed with firefighters certified as paramedics. Flagler County currently maintains automatic mutual aid agreements with the City of Palm Coast, City of Flagler Beach, as well as Volusia and Flagler Counties.

The County's current ISO rating for is 3/3X. These gradings are assigned based upon a property's location (i.e., road miles) relative to fire stations and fire hydrants. As a county-wide service provider, some properties beyond the ISO distance criteria are assigned a "split score" which indicates a high level of fire protection capability but lacking the ability to provide service at a level like properties closer to fire stations and fire hydrants.

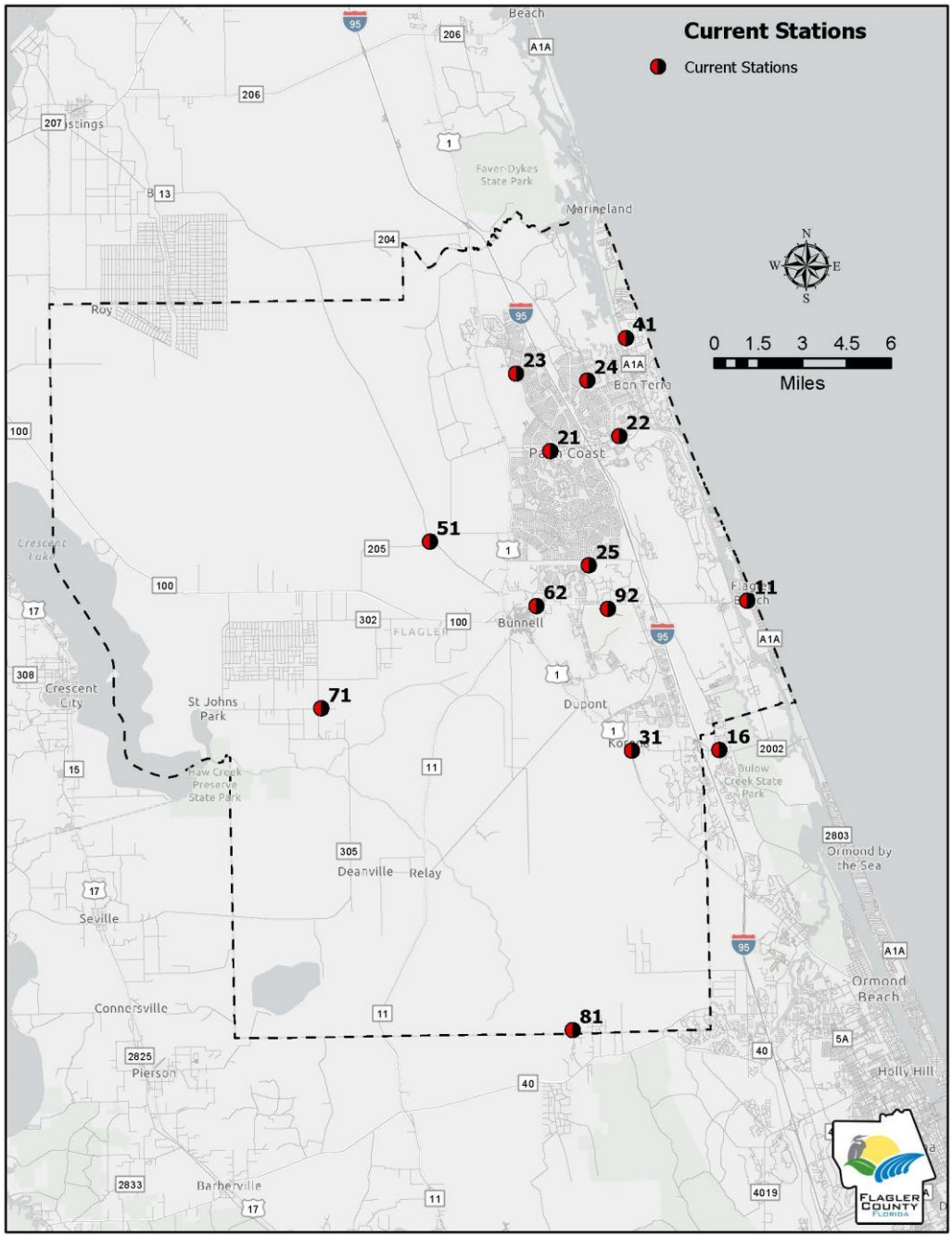
Prior to 2003, emergency services within Flagler County were provided by a county-based emergency medical (EMS) transport service, a county managed fire service utilizing various volunteer fire departments, the Palm Coast Fire Department, and the Flagler Beach Fire Department. In 2003, the Flagler County Board of County Commissioners (BOCC) merged the county EMS and Fire Services into what is now known as Flagler County Fire Rescue (FCFR). In 2018, the City of Bunnell ceased the provision of fire services via its volunteer fire department and turned over all capital assets to Flagler County.

The geographic location and design of an organization's operational facilities have a direct impact on its abilities to effectively serve the citizens. The placement of fire stations within a community must take into account a variety of factors and what works for one community may not work for another. When determining specific locations, organizational leaders and policy makers must take into account the number of people to be served (i.e., population density), incident volume (i.e., service demand), and drive times. Time factor considerations must include road networks, traffic patterns, and geographical barriers (i.e. lakes, railroads, airports, etc.). Quite often communities have placed fire station locations solely based upon the availability of land at the time of construction with no strategic consideration of response performance. As a result, these facilities are located in areas that do not facilitate the achievement of acceptable response times, which can negatively impact the survivability of patients suffering from time sensitive emergencies (e.g., multi-system trauma, respiratory arrest, cardiac arrest).

In addition to the strategic location of facilities, each must be designed with a layout that supports the movement of personnel and apparatus in and out of the facility. Fire stations must be designed to properly separate emergency response personnel from known carcinogens (i.e., vehicle exhaust) but still facilitates the quick movement of personnel to emergency response units when notified of an emergency. These factors become even more of a consideration because fire stations are considered "50 year" facilities, and due to significant expense in designing and construction cannot be easily relocated. Flagler County Fire Rescue has a critical need to replace and realign six (6) of the current fire stations, built between 1985 - 1990 that were not designed for 24/7 career Fire/Rescue staffing. When these stations were constructed, the locations were based upon the population size (20,409 in 1987) and distribution at the time.

Figure 7 provides an understanding of the current fire stations within Flagler County (municipal and County). Figure 8 and figure 9 also provide an understanding of current "first due" response zones for fire engines and rescue units. It is important for the reader to understand that while all fire stations have a fire suppression unit (aka "engine) there is not always a rescue located in each fire station. As a result, there is a "first due" zone for a fire engine which may be different than a rescue first due zone.

Figure 7: Current Fire Station Locations within Flagler County



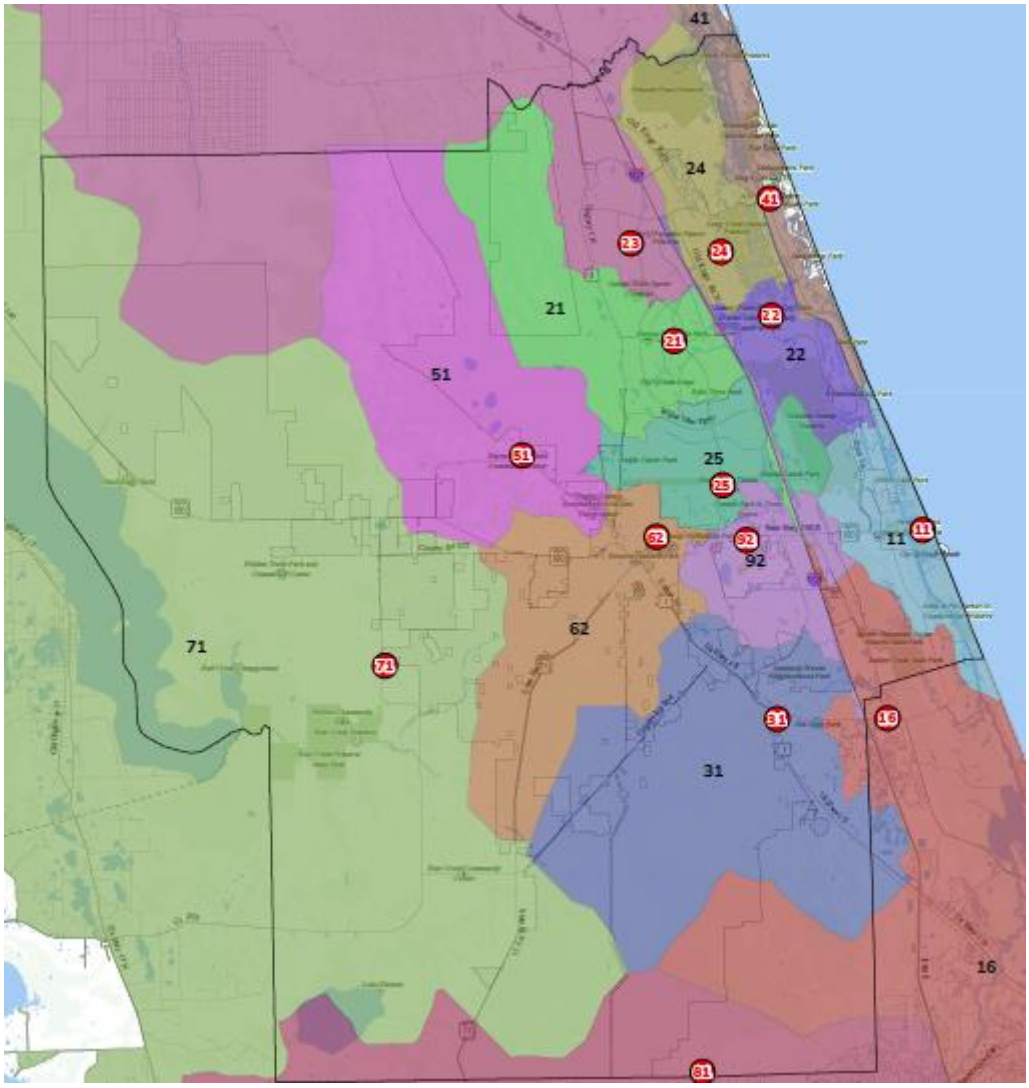
First Due Response Zones

Collectively the three fire departments have worked to establish "first due" zones for each of the fire engines within Flagler County. These "first due" areas are established in a manner that facilitates a response from the closest emergency response apparatus. It is important for the reader to understand that these zones are established with the premise that the unit is in station when the 911 call occurs.

Fire Engine First Due Response Zones

Figure 8 provides an understanding of the "first due" zones for each station within Flagler County that houses a fire engine or ladder truck. Because these zones are designed in a manner that looks to send the closest emergency response unit to an incident, these zones are not limited to municipal/county boundaries.

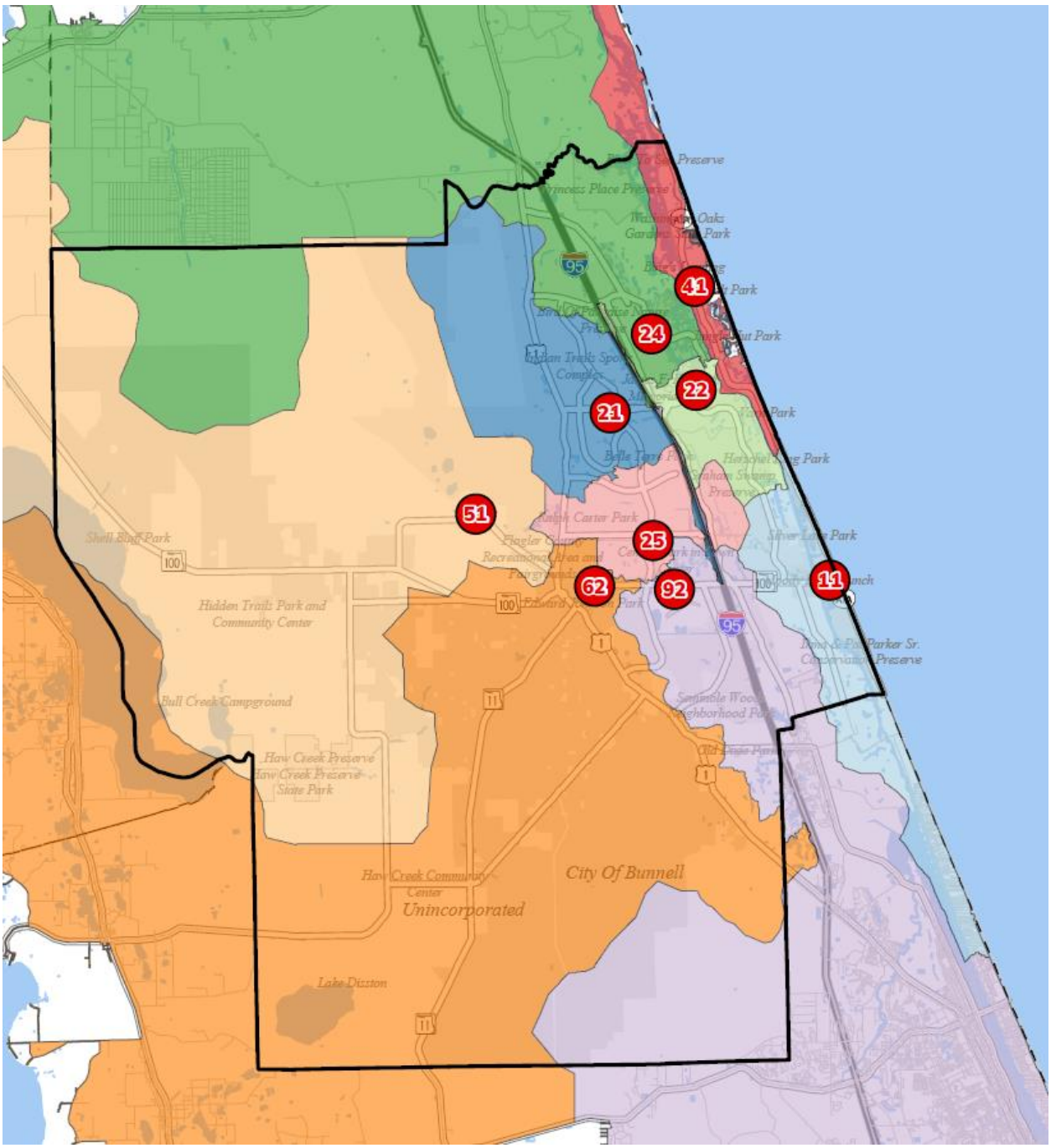
Figure 8: Fire Station Response Zones



Rescue First Due Response Zones

Because there is not a "rescue" in each of the stations having a fire engine, there is a need to identify a "first due" area that is different than the previous map. Figure 9 provides an understanding of the "first due" zone for each of the Flagler County Fire Rescue units. The differentiation in these zones does not change the ability of computer aided dispatch (CAD) system to dispatch the closest emergency response unit to a 911 caller.

Figure 9: "Rescue" First Due Zones



Incident Data

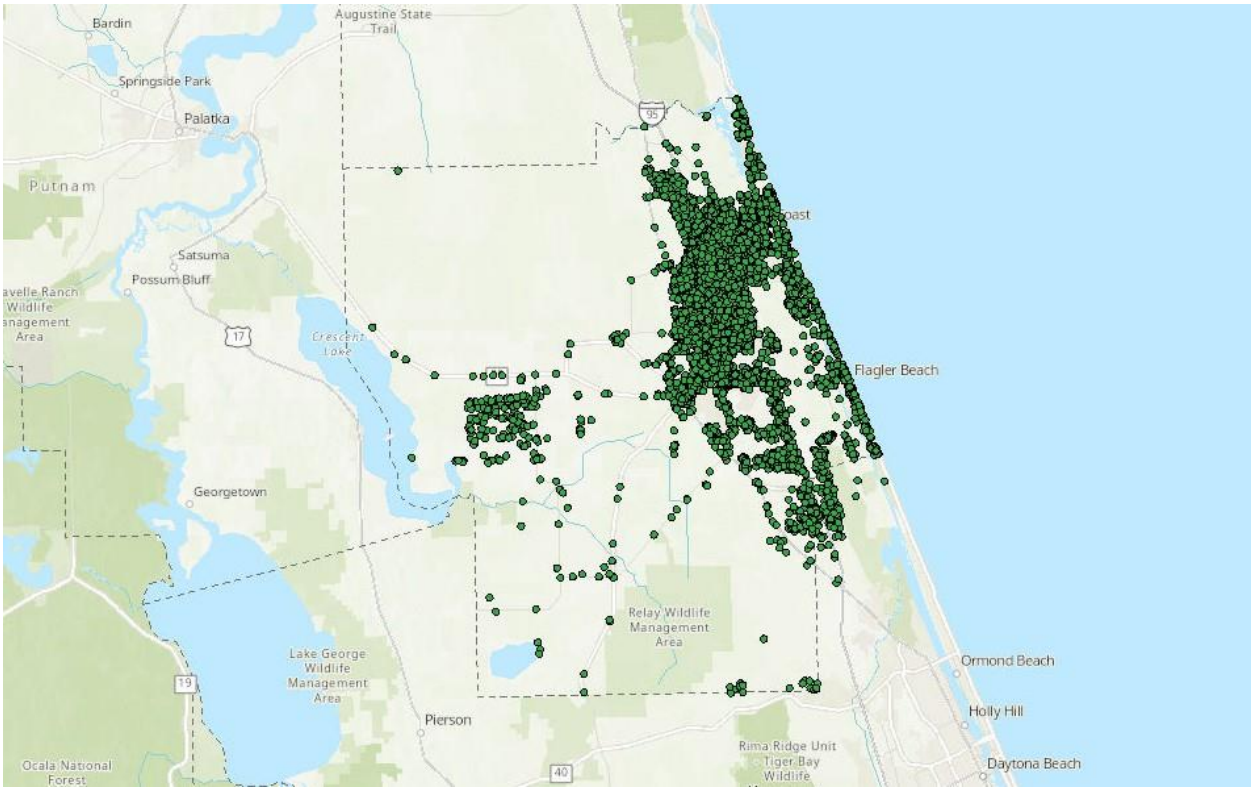
The National Fire Incident Reporting System (NFIRS) is a voluntary incident reporting system through which local fire departments report their respective incident data to the State of Florida, who then in turn transmits the data to the United Sates Fire Administration (USFA). NFIRS is believed to the largest database of emergency incidents in the world and is used by more than 22,000 fire departments across the United States. NFIRS allows the United States fire service to quantify its collective activities into a global picture and facilitates decision-making relative to the provision of emergency services at the local and national level. NFIRS utilizes a three-digit code identification methodology and groups by nine different "themed" categories.

Table 5: NFIRS Incident Type Classification System

100 - Fire	600 - Good intent call
• Structure Fire • Mobile property (vehicle) fire • Natural Vegetation Fire • Outside Rubbish Fire	• Dispatched/Cancelled Enroute • Controlled Burning • Steam/Gas • EMS Call Where Patient Has Been Transported
200 - Overpressure, rupture, explosion (no fire)	700 - False alarm and false call
• Overpressure rupture from steam (no fire) • Overpressure rupture from air or gas - no fire • Overpressure rupture, chemical reaction - no fire • Explosion (no fire)	• Malicious, mischievous false alarm • Bomb scare • System or detector malfunction • Unintentional system/detector operation - no fire
300 - Rescue/Emergency Medical Service incidents	800 - Severe weather and natural disaster
• Medical assist • Emergency medical service (EMS) incident • Search for lost person • Extrication, rescue • Water or ice-related rescue	• Earthquake assessment, not rescue/other service • Flood assessment, not water rescue • Windstorm, tornado/hurricane assessment • Lightning strike (no fire), includes investigation • Severe weather or natural disaster standby
400 - Hazardous condition (no fire)	900 - Special incident type
• Combustible/Flammable spills & leaks • Chemical release, reaction or toxic condition • Radioactive condition/Biological Hazard • Electrical wiring/equipment problem	• Citizen complaint, includes code violations
500 - Service call	
• Person in distress • Animal Problem • Public Service Assist • Unauthorized Burning	

The following figure provides for a graphical understanding of the incident locations that occurred in 2023 for the three emergency services providers within Flagler County.

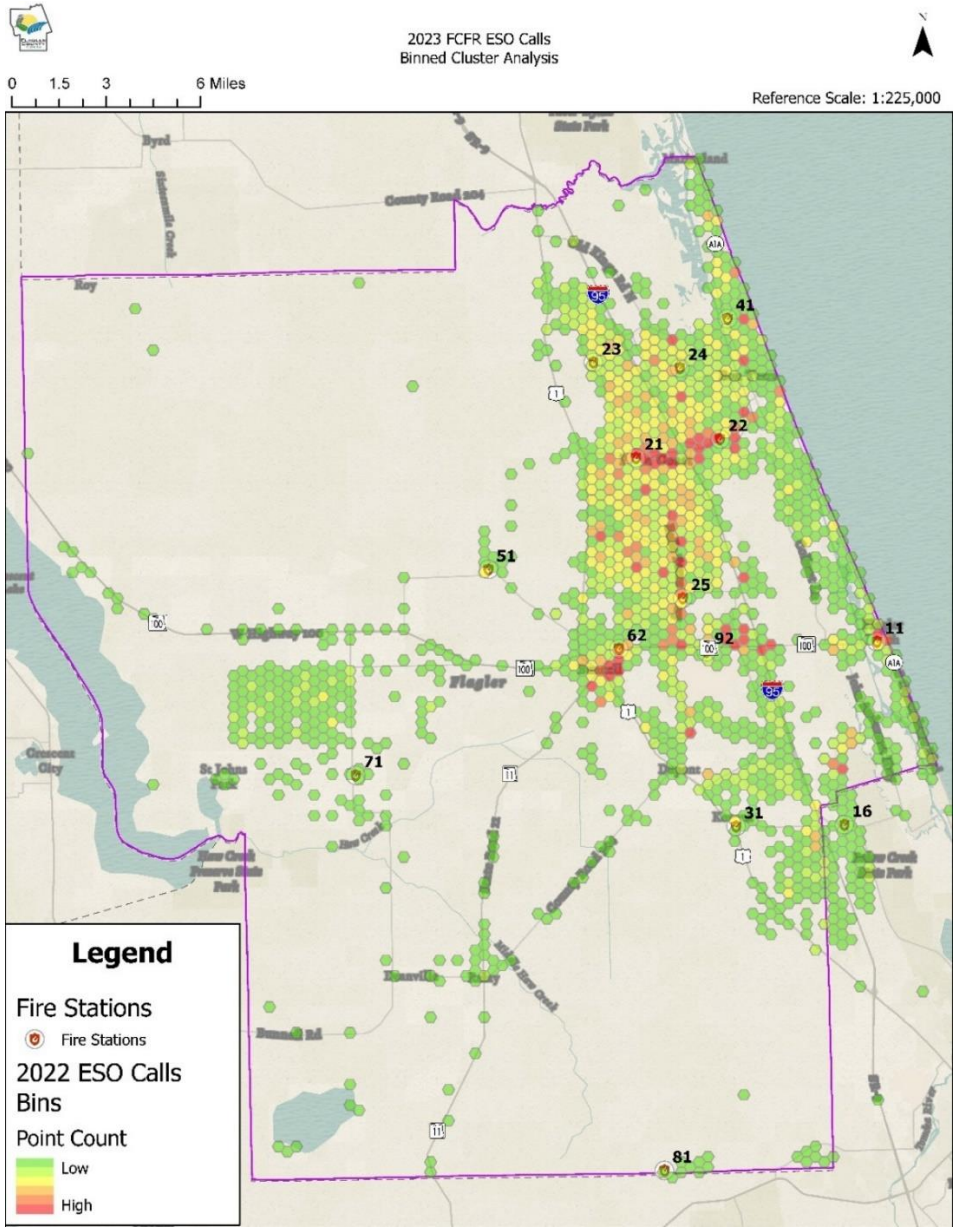
Figure 10: Incident Locations - 2023 ESO Data



Incident Location Map (2.5 Acre Hexagon)

The following map provides an understanding of the incidents occurring with a 2.5-acre hexagon area ("bins") throughout the County. Areas identified by the red and orange hexagon indicate locations at which a high frequency of incidents occur. Unlike the previous map which shows all of the more than 18,000 incidents that occurred in 2023, this map provides an understanding of the frequencies that incident occur within a given area.

Figure 11: 2023 ESO Calls by 2.5 Acre Hexagon

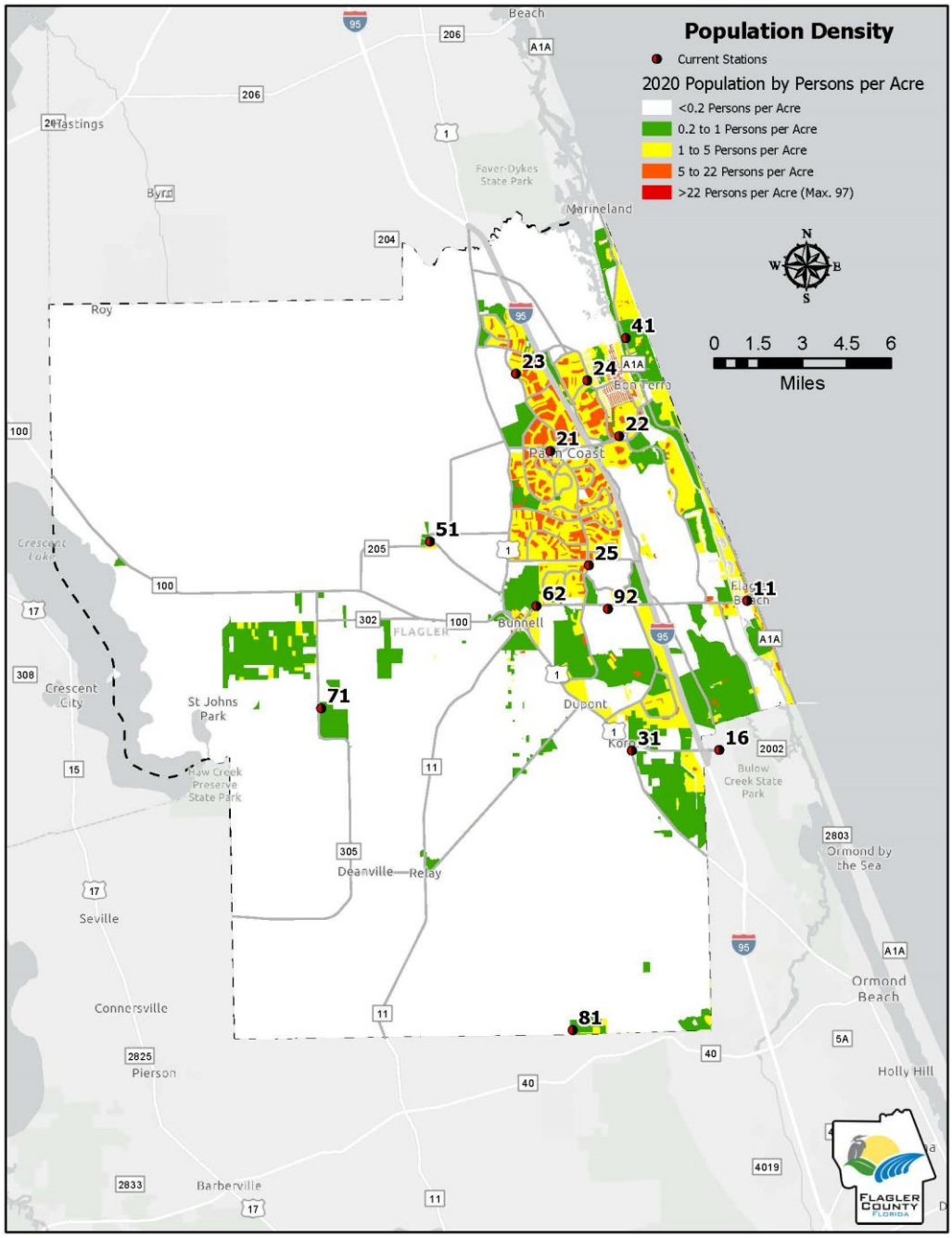


Population Density Graphic

The following map provides an understanding of the population densities within Flagler County. As is expected, higher density populations are located within municipalities as compared to unincorporated areas of the County. The larger the population of people is within a given area it is reasonable to expect a correlating increase in service demand.

Understanding a community's population density can assist an organization in planning for the provision of emergency response services as well as important community risk reduction activities. Areas having a population density tend to have increased concurrent calls and increased unit workload. These areas may require FCFR to evaluate the need for different staffing (three-person rescues) and deployment models (multi-unit rescue locations) to meet the unique service demands.

Figure 12: Flagler County Population Densities - 2020

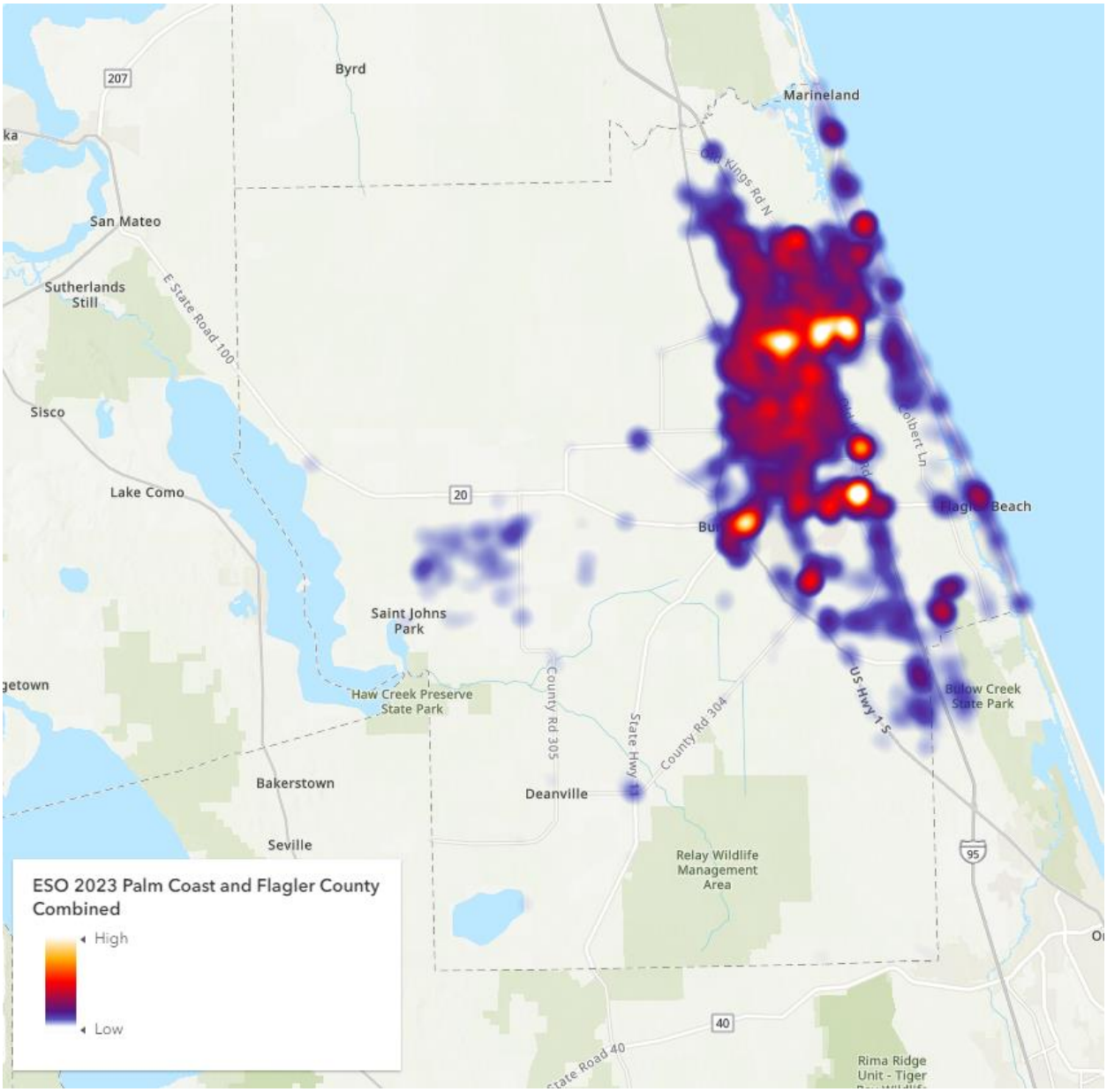


Areas identified in red are locations in which a larger number of people live. The area around Station 21 is one of the most densely populated areas in Flagler County. Areas identified in green as being lower in population density tend to have a reduced impact upon the demands for service by an emergency response provider. However, it is important to note that other factors can impact the service demands of the community. These factors include poverty levels and homeless populations, to name a few.

Incident Heatmap

The “heat map” is a tool commonly used within the law enforcement community to indicate areas of high activity. GIS software is used to develop an auto-spatial correlation of each incident within a given dataset in comparison to other incident locations within the same dataset. Areas identified as being in the yellow and red areas have a higher relative occurrence of incident when compared to areas in light blue. The map does not indicate the quantity of incidents that occurred but does allow for an understanding of incident “closeness” in comparison to other areas.

Figure 13: Incident Heat Map -2023 ESO Data



Using the heat map in conjunction with the previous population densities, it is possible to plan for the deployment and staffing of the County's emergency response system. Collectively, these two maps indicate key areas that have impacted the calls for service from Flagler County Fire Rescue.

Distribution and Deployment Criteria

Prior to the evaluation of an emergency response performance, it is important to understand the current deployment of emergency response resources (stations, equipment, and personnel). While there is not a set national standard by which an emergency services provider must adhere to, there are nationally accepted consensus standards and industry benchmarks that can be used to determine the specific system design a community may choose to establish. Within the field of fire protection and emergency services best practices can be obtained by looking to the National Fire Protection Association (NFPA), Insurance Services Office (ISO), and the American Heart Association (AHA).

Insurance Services Office (ISO)

The Insurance Services Office is a nationally recognized organization that grades fire department's utilizing its "Fire Suppression Rating Schedule" (FSRS). ISO then provides the information to the insurance industry to assist them in establishing insurance premiums. Key among the FSRS grading process is the assignment of numerical "score" to a given fire department known as the Public Protection Classification (PPC) system[6]. The FSRS is used to evaluate the fire department, emergency communications, water supply, and community risk reduction components. Fire departments are graded with the possibility of earning between 1 and 105.5 points which will then correlate to a "classification" of 1 thru 10. A community receiving a 10 classification is considered to have no credible fire protection services within the jurisdiction while a ranking of 1 indicates the maximum number of points have been earned during the evaluation.

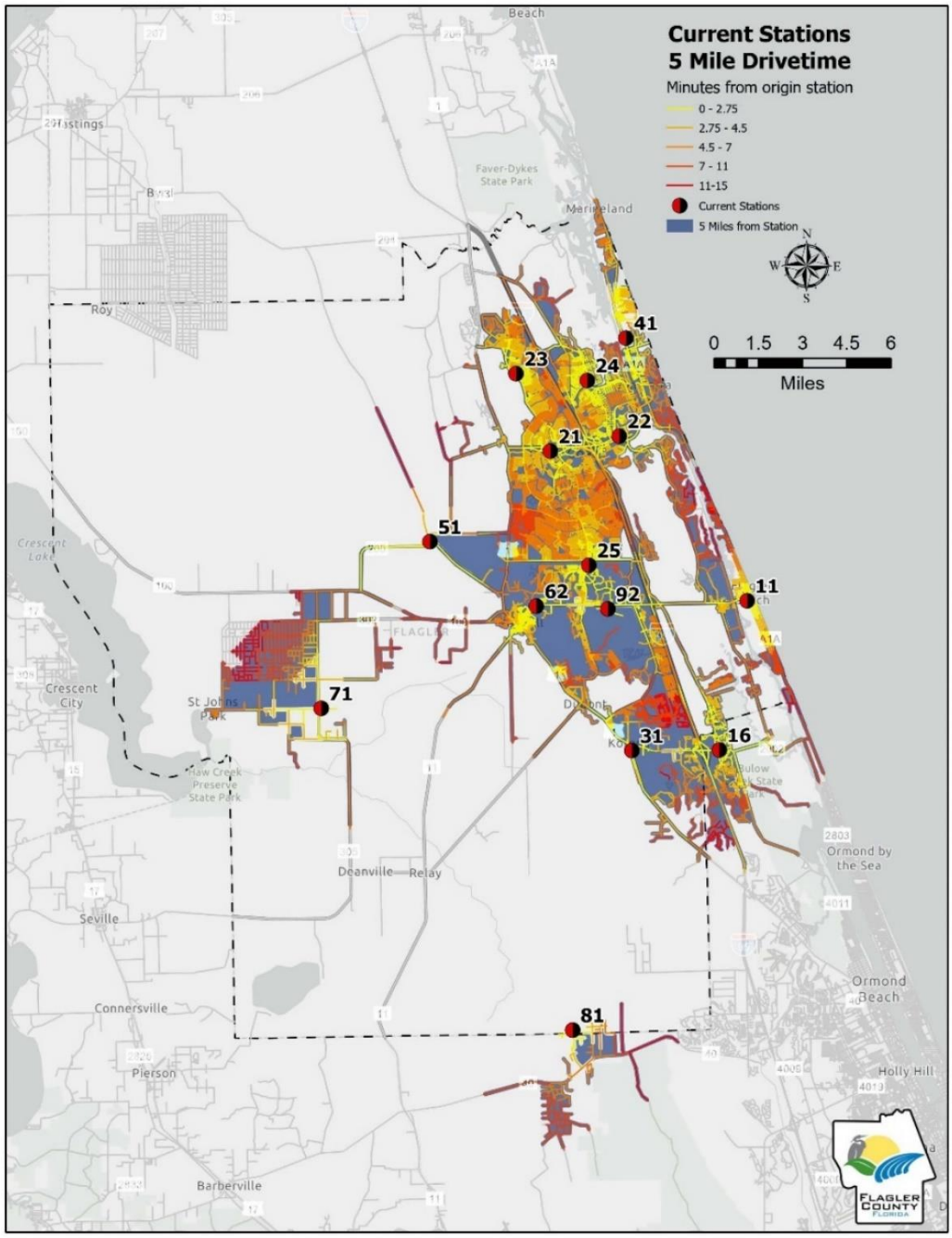
To receive a PPC rating, a structure must be within a five-mile driving distance from a fire station. In addition to the driving distance from a fire station, the PPC considers the presence of fire hydrants (or credible water source). With very few exceptions, areas outside of the five-mile driving distance and within 1,000 feet of credible water source will receive a 10 rating.

ISO 5-Mile Coverage

The following figure identifies the current five-mile coverages from all emergency response facilities (County and municipal) with drivetimes from each facility. Areas identified in yellow have a drivetime between 0 and 2 minutes:45 seconds while areas in red have a potential drivetime between 11 and15 minutes.

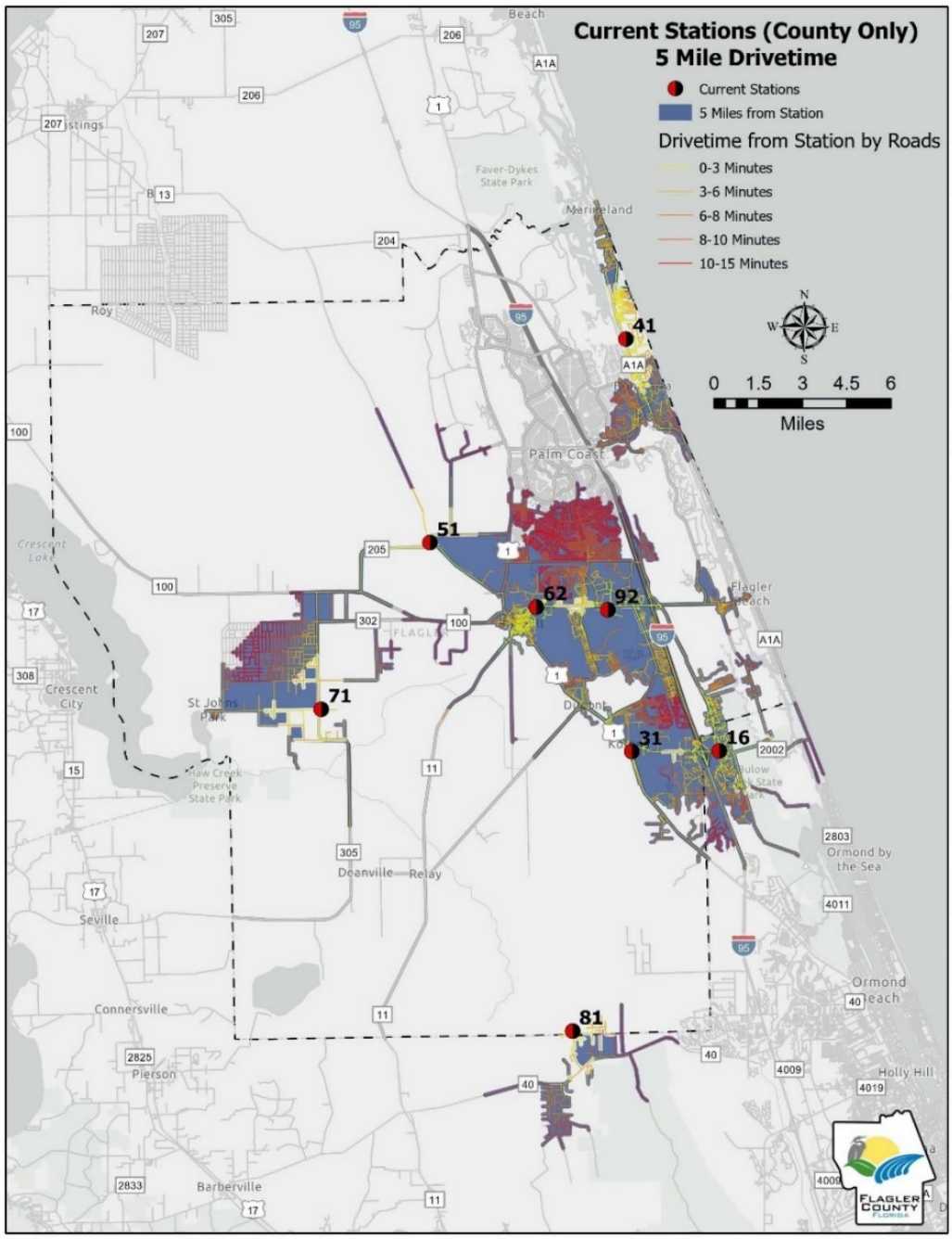
[6] https://www.isomitigation.com/

Figure 14: 5 Mile Coverage with Drivetimes



The following map provides an understanding of the five-mile coverage areas from each County fire station as well as the drive times from each facility that can be achieved within each five-mile polygon. As with the previous map, areas identified in yellow have an expected drivetime between 0 and 2 minutes:45seconds while areas in red have a potential drivetime between 11 and 15 minutes.

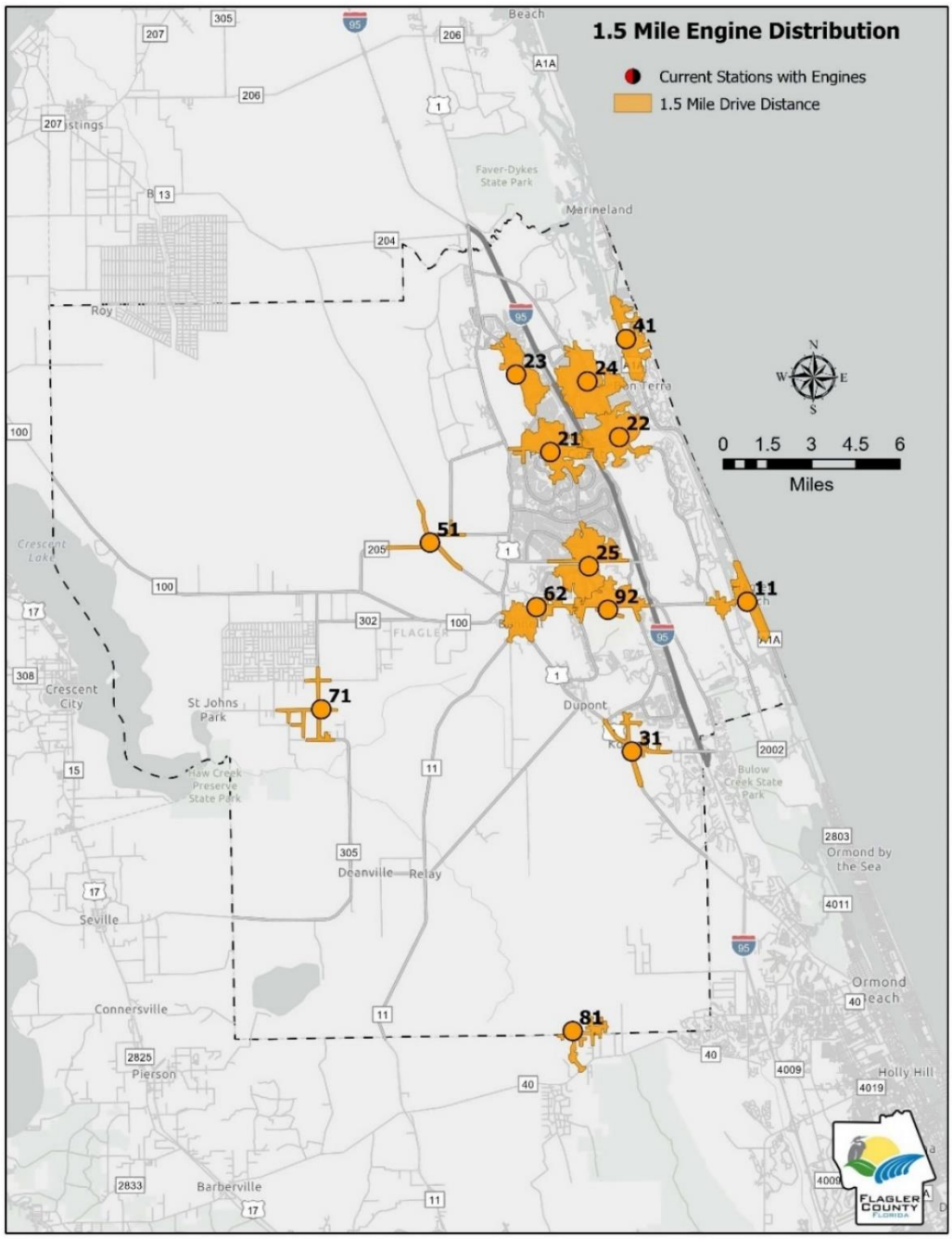
Figure 15: 5 Mile and Drivetime Analysis - County Only



Engine Distribution

A key area of credit towards a jurisdiction's PPC® score is the degree to which structures protected by the fire department fall within a 1.5 road mile service area of a fire station. This 1.5 road-mile standard is used to estimate a 4-minute travel time for the first responding units as required by NFPA 1710.

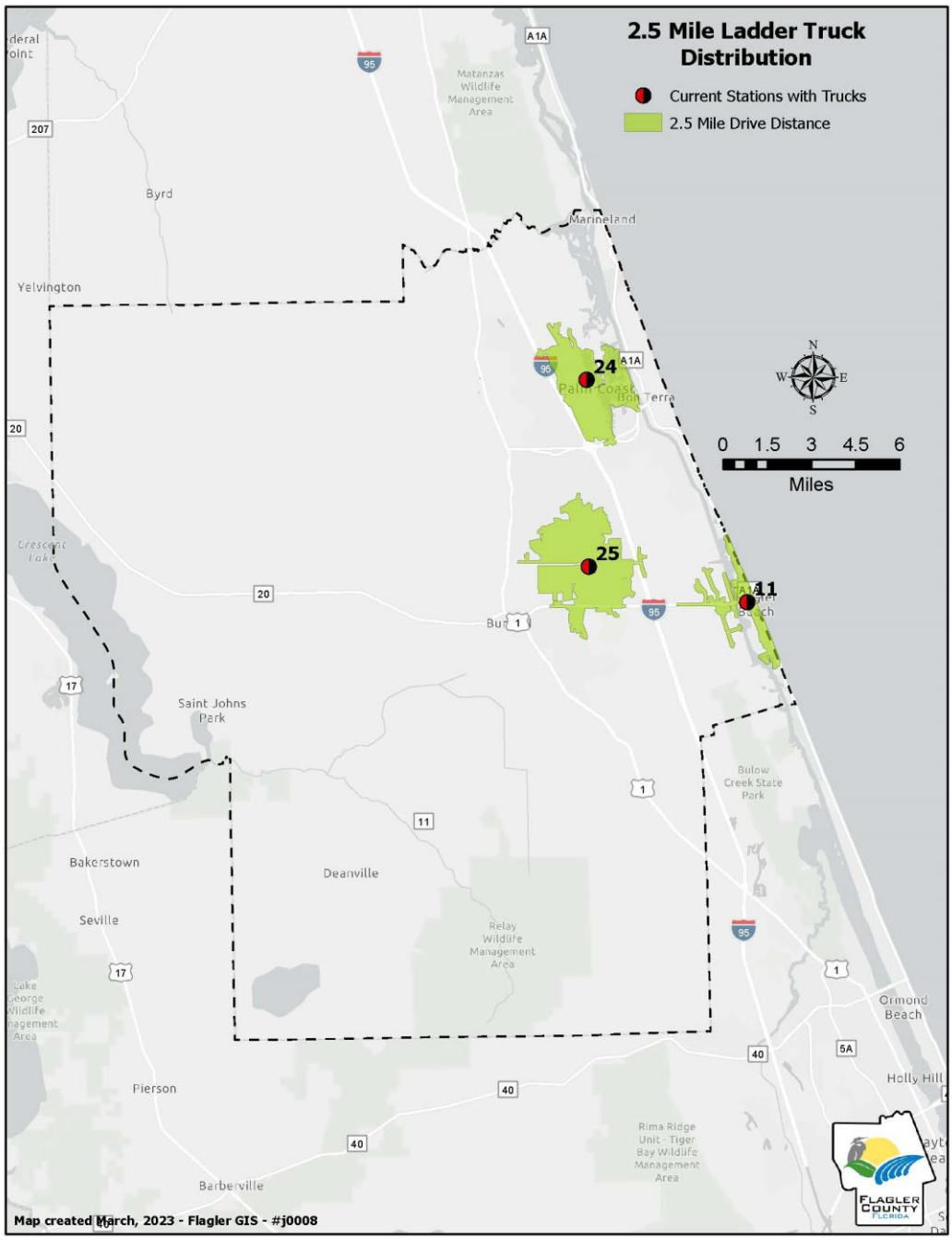
Figure 16: 1.5 Mile Engine Distribution (ISO Criteria)



Ladder Company Distribution

In many jurisdictions across the country, ladder companies are deployed only to certain types of incidents and are not necessarily considered as the first due unit for all other incident types. Because of this, ISO uses a 2.5 road-mile travel distance for ladder companies to estimate an 8-minute travel time in urban and suburban areas by ladder companies to provide the balance of personnel and equipment needed for incidents such as "working" structure fires.

Figure 17: 2.5 Mile Ladder Distribution (ISO Criteria)



National Fire Protection Association

NFPA 1710 and 1720

The National Fire Protection Association (NFPA) is a nonprofit organization that was established in 1896 with the purpose of eliminating death and injury due fire and a variety of other health related hazards[7]. Relative to the deployment of fire and rescue emergency services, NFPA has established NFPA 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* and NFPA 1720: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, both of which have identified desired performance metrics relative to career and volunteer fire departments. While FCFR does operate a system utilizing volunteer personnel from two of its fire stations, a lion share of the department's operation is managed by the career staff. As a result, this document will focus on the criteria identified within NFPA 1710.

Within NFPA 1710, the document identifies specific desired performance relative to call-handling time, turnout time, drive (travel) time, and total response time. A component of total response time is a response turnout time which begins at the point a unit is notified of an incident until the unit is enroute to the incident. Additionally, a unit's travel time begins at the point the unit is enroute to an emergency incident and ends when the unit arrives on scene. For the purposes of this study, response times will be focused on the time an incident notification is made at the fire station and end when the first arriving unit arrives on scene. Specific to NFPA 1710, career emergency services should strive to achieve a 4-mintue (240 second) drive time for the first arriving unit at the scene of the incident. In addition to the arrival of an initial unit, a department's performance must consider the arrival of an effective response force (ERF) capable of effectively mitigating the incident. NFPA 1710 has established 8-minutes (480 seconds) for a fire department to assemble an ERF.

NFPA 1710 has also established the necessary quantity of personnel needed for an ERF based upon the complexity of the emergency incident. The following figures provide an understanding of the ERF need for fire incidents involving a single-family residence, shopping center (13,000 – 196,000 sq. ft.), three-story apartment building (1,200 sq. ft apartments), and high-rise structure.

Currently, FCFR operates with a staff of 35 personnel per shift (absent vacation and sick time usage) across all fire stations and emergency apparatus. As a result, in each of these incidents FCFR must rely upon automatic aid and mutual aid agencies to fulfill the task requirements for each building type when a fire occurs. The ability of FCFR to achieve the full complement of required personnel is also impacted by the number of additional incidents occurring at the same time.

[7] https://www.nfpa.org/about-nfpa/nfpa-overview

Table 6: Initial Alarm Single Family Residential Structure Fire

Personnel	Quantity
Incident Command	1
Water Supply Operator(s)	1
Fire Stream Application / Hose (2)	4
Fire Stream Support / Hose (1)	2
Victim Search/Rescue	2
Ground Ladder Deployment	2
Aerial Device Operator	(1)
Rapid Intervention Team	4
Total	16 (17)

Table 7: Initial Alarm Strip Shopping Center (13,000 to 196,000 sq. ft.)

Personnel	Quantity
Incident Command	2
Water Supply Operator(s)	2
Fire Stream Application / Hose (2)	6
Fire Stream Support / Hose (1)	3
Victim Search/Rescue	4
Ground Ladder Deployment	4
Aerial Device Operator	1
Rapid Intervention Team	4
EMS Medical Care	2
Total	27(28)

Table 8: Initial Alarm Three Story Apartment Building (1,200 sq. ft. apartment)

Personnel	Quantity
Incident Command	2
Water Supply Operator(s)	2
Fire Stream Application / Hose (2)	6
Fire Stream Support / Hose (1)	3
Victim Search/Rescue	4
Ground Ladder Deployment	4
Aerial Device Operator	1
Rapid Intervention Team	4
EMS Medical Care	2
Total	27(28)

Table 9: Initial-Alarm High-Rise (Highest Floor > 75')

Personnel	Quantity
Incident Command	2
Water Supply Standpipe	1/1
Water Supply Operator(s) Fire Floor	4
Water Supply Operator(s) Above Fire Floor	2
Rapid Intervention Team	4
Search and Rescue Team (2)	4
Entry Control Officer and Aide (Fire Floor)	2
Entry Control Officer and Aide (Above Fire Floor)	2
Evacuation Management Team	4
Elevator Operations	1
Incident Safety Officer	1
Interior Staging Officer (2 Floors Below)	1
Firefighter Rehabilitation (ALS)	2
Vertical Ventilation Operations	4
Lobby Operations	1
Equipment Transport (Two Floors Below)	2
External "Base" Operations	1
EMS Medical Care	4
Total	42(43)

Station Location Optimization

This section of the report is developed utilizing GIS technology to establish current response capabilities of fire rescue units relative to "travel time". The same GIS technology has been employed to determine the optimum relocation sites for existing facilities as well as determining sites for the location of future facilities. In conducting this analysis, it is the intent to:

- maximize the largest service area based upon travel time relative to the existing road network,
- capture within each service area the largest number of incidents, and
- include a maximum percentage of properties within a stations assigned response zone.

To serve as a basis for understanding current response capabilities and facilitate decision-making relative to station location recommendations, a "base model" has been developed and is shown in the following figures. Travel time estimates developed utilizing ESRI® database of historic traffic patterns as administered by Flagler County BOCC's GIS team.

Four-minute Travel

While a set travel standard is not in place relative to state statute or federal law, NFPA has identified four minutes as a desired travel time. Utilizing NFPA's four-minute travel time as a basis, a total response time goal of 6 minutes:4 seconds is demonstrated in the following table.

Table 10: Total Response Time Goal (EMS Incidents)

Time Component	Time Allotment
Alarm/Call Processing	64 Seconds (1 minute:4 seconds)
Turnout Time	60 Seconds (1 minute)
Travel Time	240 Seconds (4 minutes)
Total Response Time	364 seconds (6 minutes:4 seconds)

Governing bodies may choose to formally adopt a different travel time metric for a fire department's performance. Should a different travel time metric be selected, that component should be placed into the above table. It is important to note that a different total travel time goal will be implemented due to the 80 second turnout time identified within NFPA 1710 for "fire" incidents as identified in the following table.

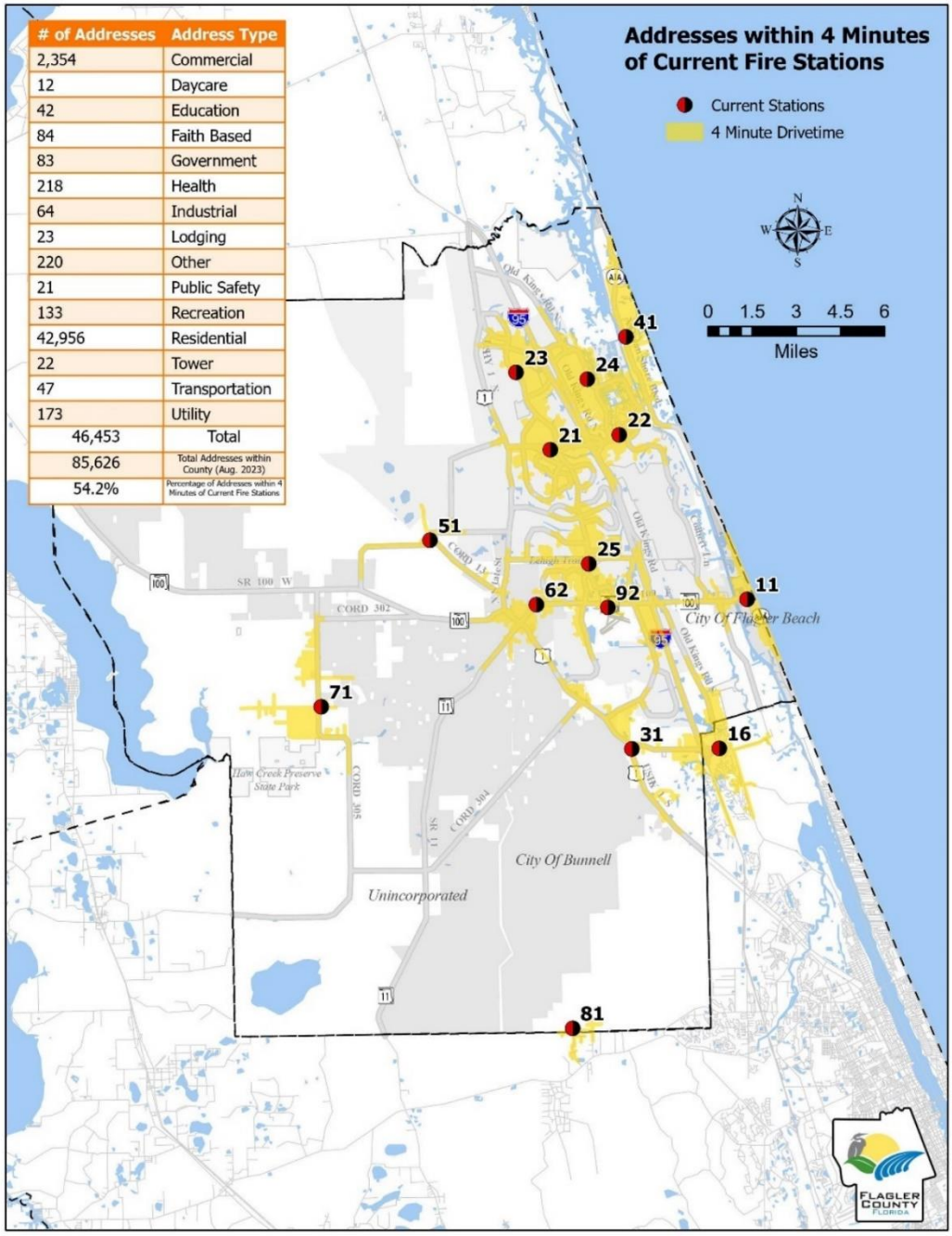
Table 11: Total Response Time (initial Arriving Fire Units)

Time Component	Time Allotment
Alarm/Call Processing	64 Seconds (1 minute:4 seconds)
Turnout Time	80 Seconds (1 minute:20 seconds)
Travel Time	240 Seconds (4 minutes)
Total Response Time	384 seconds (8 minutes:24 seconds)

Base Model

The following figure provides an understanding of the four-minute coverage capability from all the existing emergency response facilities located within Flagler County. This graphic accounts for all county and municipal facilities because the three governing bodies of the respective jurisdictions have agreed to operate as part of a "closest unit response" system for "high acuity" incidents (i.e., structure fires, cardiac arrest, etc.).

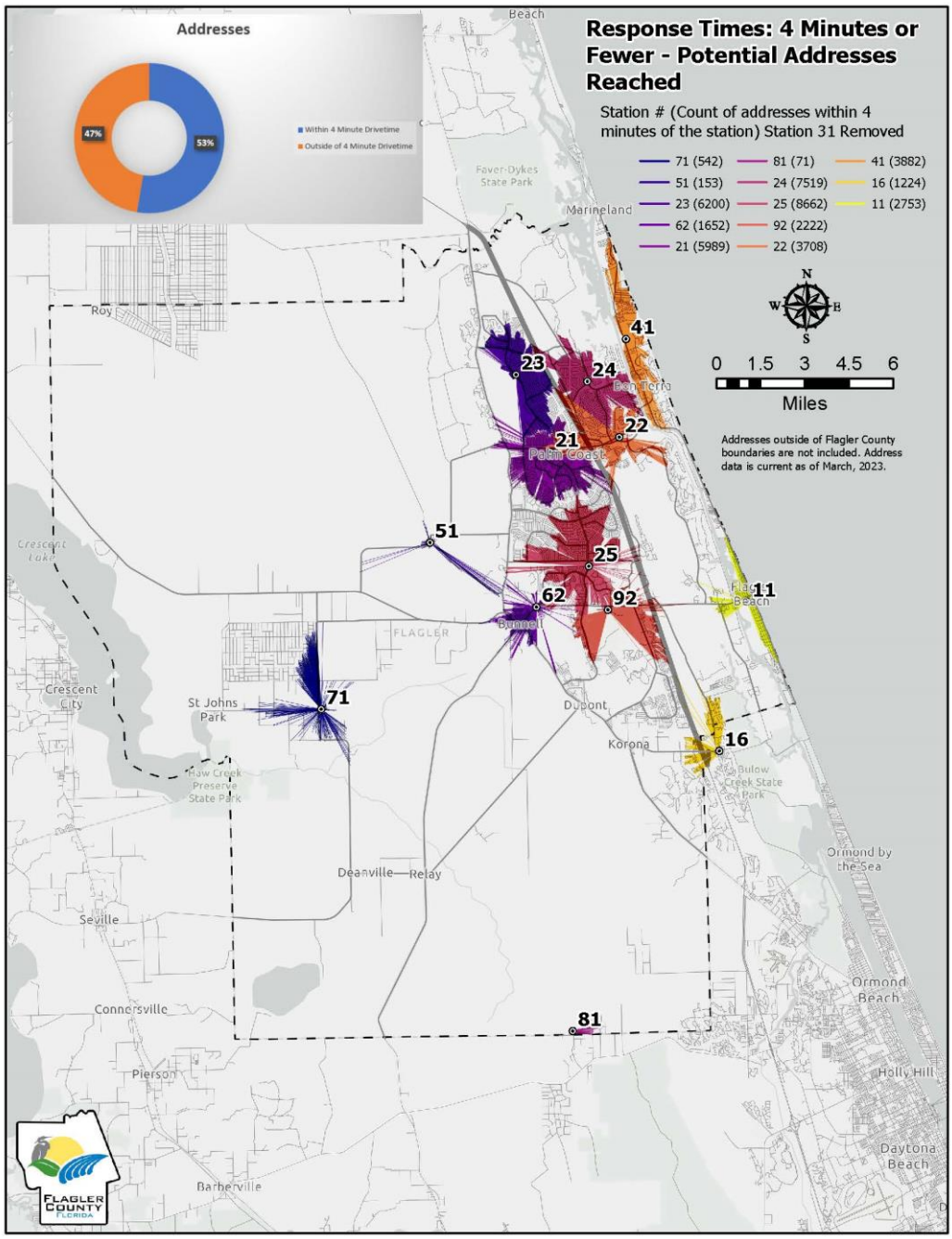
Figure 18: Addresses with 4-Minute Drive (Current Stations)



# of Addresses	Address Type
2,354	Commercial
12	Daycare
42	Education
84	Faith Based
83	Government
218	Health
64	Industrial
23	Lodging
220	Other
21	Public Safety
133	Recreation
42,956	Residential
22	Tower
47	Transportation
173	Utility
46,453	Total
85,626	Total Addresses within County (Aug. 2023)
54.2%	Percentage of Addresses within 4 Minutes of Current Fire Stations

Under the current configuration, 54.2 percent of the County's 911 addresses are within 4 minutes of a fire suppression unit. The following figure has been developed utilizing FCFR's 2022 ESO data to identify address points to which FCFR responded. GIS technology was then utilized to determine which address points are within a 4-minute travel time of an emergency services facility. The data represented in this figure does not indicate a 4-minute travel was achieved during the incident. By using GIS technology, it is understood that 57% of the incidents responded to in 2022 are within a 4-minute travel of an existing emergency services facility.

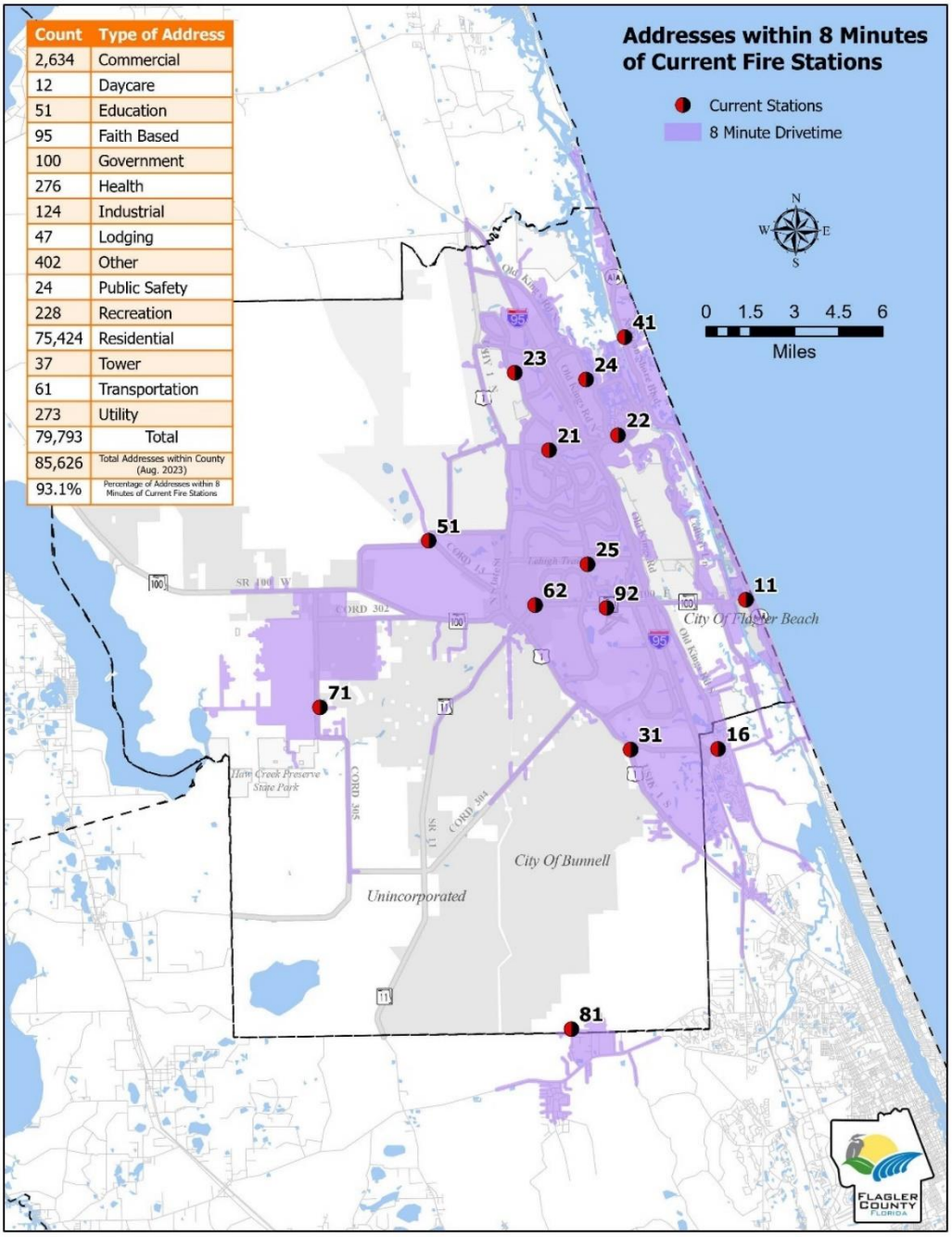
Figure 19: 4-Minute Drivetime Using Historical 911 Address Points



Eight-Minute Travel

As with the previous map, the following figure provides an understanding of the 8-minute coverage capabilities from all the existing emergency response facilities located within Flagler County.

Figure 20: Addresses with 8 Minute Drive (Current Stations)



Under the current configuration, 93.1% of the County's 911 addresses are within an eight-minute travel time of a fire suppression unit.

Service Demand

The overall effectiveness and efficiency of an emergency services provider is determined by the collective success of the organization's individual components (e.g., prevention, suppression, EMS, etc.). Each of these components within the organization must be appropriately resourced to meet the needs and expectations of the community. When approaching the efficacy and efficiency of the organization, one must have a realistic understanding of:

- Demands placed upon the organization being critical to understanding the current performance and capabilities of the organization,
- Desired service levels of the community,
- Current performance levels of the organization, and
- Gaps between current performance and desired levels of service.

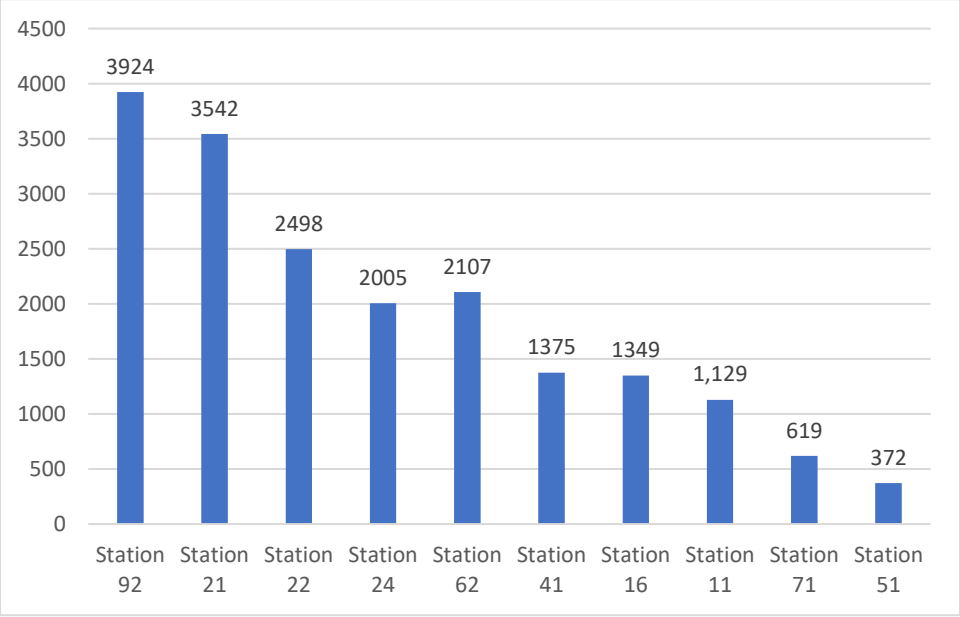
To truly be effective, an organization must have alignment in all aspects of delivering services to the community. A key aspect in creating such alignment is understanding the various components of the operations. This includes understanding call volume (increases/decreases), incident data (types of calls), call volume by station (workload), and temporal analysis (day, month, hour) of demands for service. By ensuring alignment in these service delivery components the department can ensure properly located facilities and staffed apparatus with well-trained personnel through a realistic plan of implementation.

This section of the report provides an analysis of the current service delivery components of Flagler County Fire Rescue in its service to the residents and visitors to the County.

Service Demand by Station

Figure *21* provides an understanding of the service demand (call volume) of each fire station during FY 22/23. It is worth noting that units experiencing high call volumes are located with densely populated areas of Flagler County.

Figure 21: Service Demand by Station

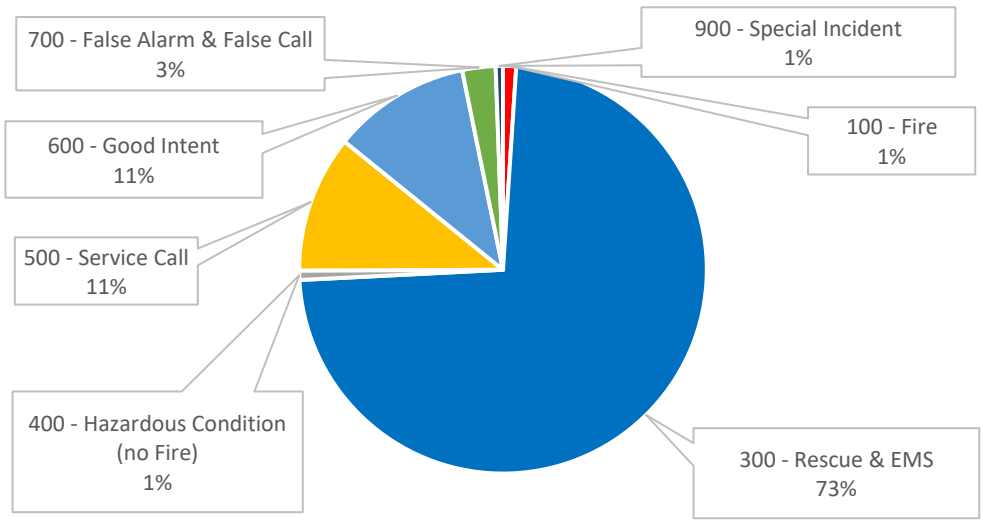


Service Demand by Incident Type

Conducting an intentional review of Flagler County Fire Rescue's annual call data allows for an understanding of the demands placed upon the agency from the residents and visitors of Flagler County. There are different variables impacting demand for services which includes population, demographics (age, income, poverty), and education. While the demand for services in one community may be different than another, a common basis for determining impacts upon service is a community's population. The following figure provides an understanding of Flagler County Fire Rescue's service demand using NFIRS incident type and frequency.

Figure *22* provides an understanding of incidents responded to by FCFR with an annual breakdown of incidents utilizing the National Fire Incident Reporting System (NFIRS). The NFIRS is a voluntary reporting standard managed by the United States Fire Administration (USFA) to uniformly report the full range of incidents to which each department responds (i.e., fire, EMS, severe weather, natural disasters)4. This information is then "rolled-up" into a national dataset to understand the delivery of emergency services on a national level. The collection and analysis of this data on a local level also allows for informed decision-making to occur locally and regionally.

Figure 22: Service Demand by Incident Type and Frequency (2022)

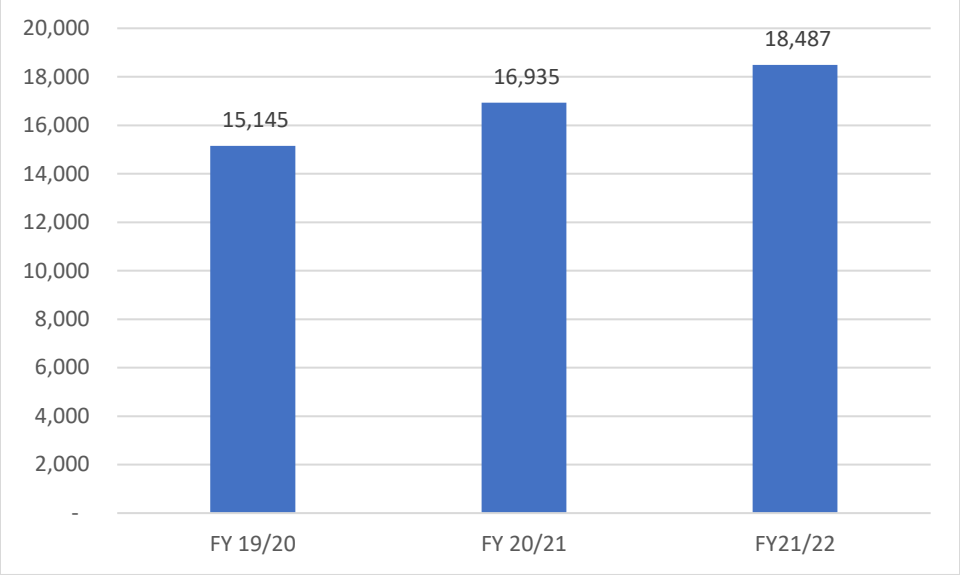


Like most fire departments in the United States. Rescue and EMS call account for the largest volume (73%) of incidents with "good intent" and "service calls" being tied for second at 11%. Service calls include person in distress and public service assistance while good intent calls include incidents where the 911 caller believed there was an emergency but there wasn't when emergency response personnel arrived (i.e., gas/steam or controlled burn).

Service Demand by Historical Incident Frequency

Figure *23* below provides an understanding of the annual increase in call volume beginning in fiscal year 19/20. The information represented in this image was gathered utilizing ESO® which is the department's current records management system.

Figure 23: Historical Call Volume by Fiscal Year

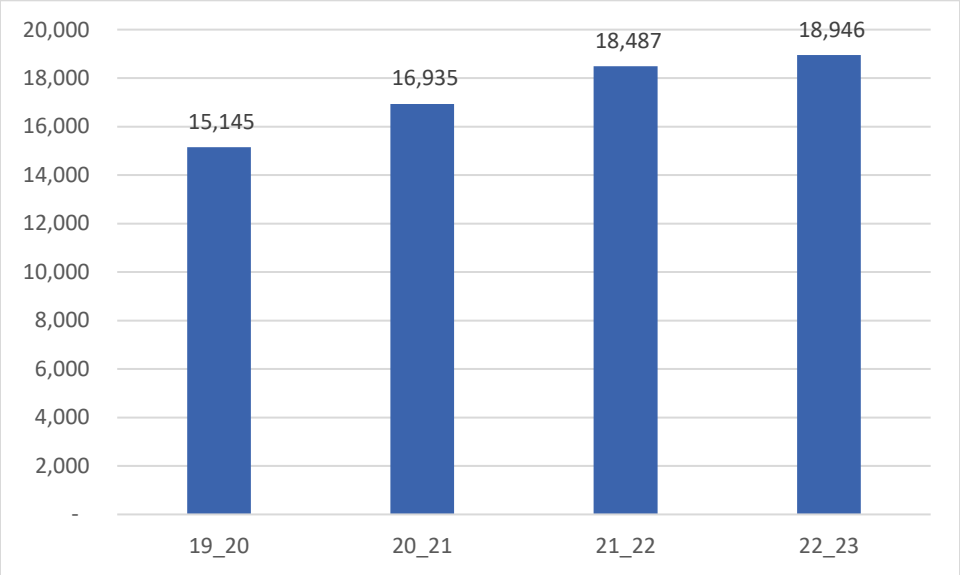


In fiscal year 21/22 the department responded to 18,487 calls for service, which is an increase of 22 percent from the 15,145 calls for service experienced in fiscal year 19/20. Annualized over this period, this correlates into an annual call increase of approximately 7 percent year over year.

Service Demand by Incident Frequency Projections

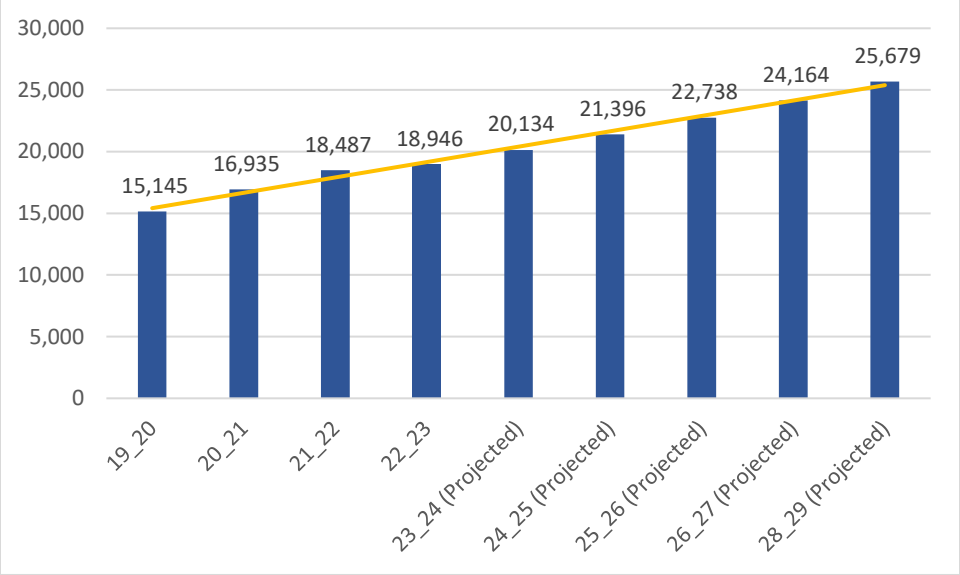
Figure *24* provides an understanding of the annual call volume from FY 19/20 thru FY 22/23. Since FY 19/20 there has been a 25% increase in call volume which correlates to annualized increase in call volume of 6.27 percent.

Figure 24: Call Volume Projections FY 22_23



Using this information, it is projected that FCFR will finish FY 23/24 having responded to 20,134 calls for service. Figure *25* shows the projection of potential call volume through FY 28/29.

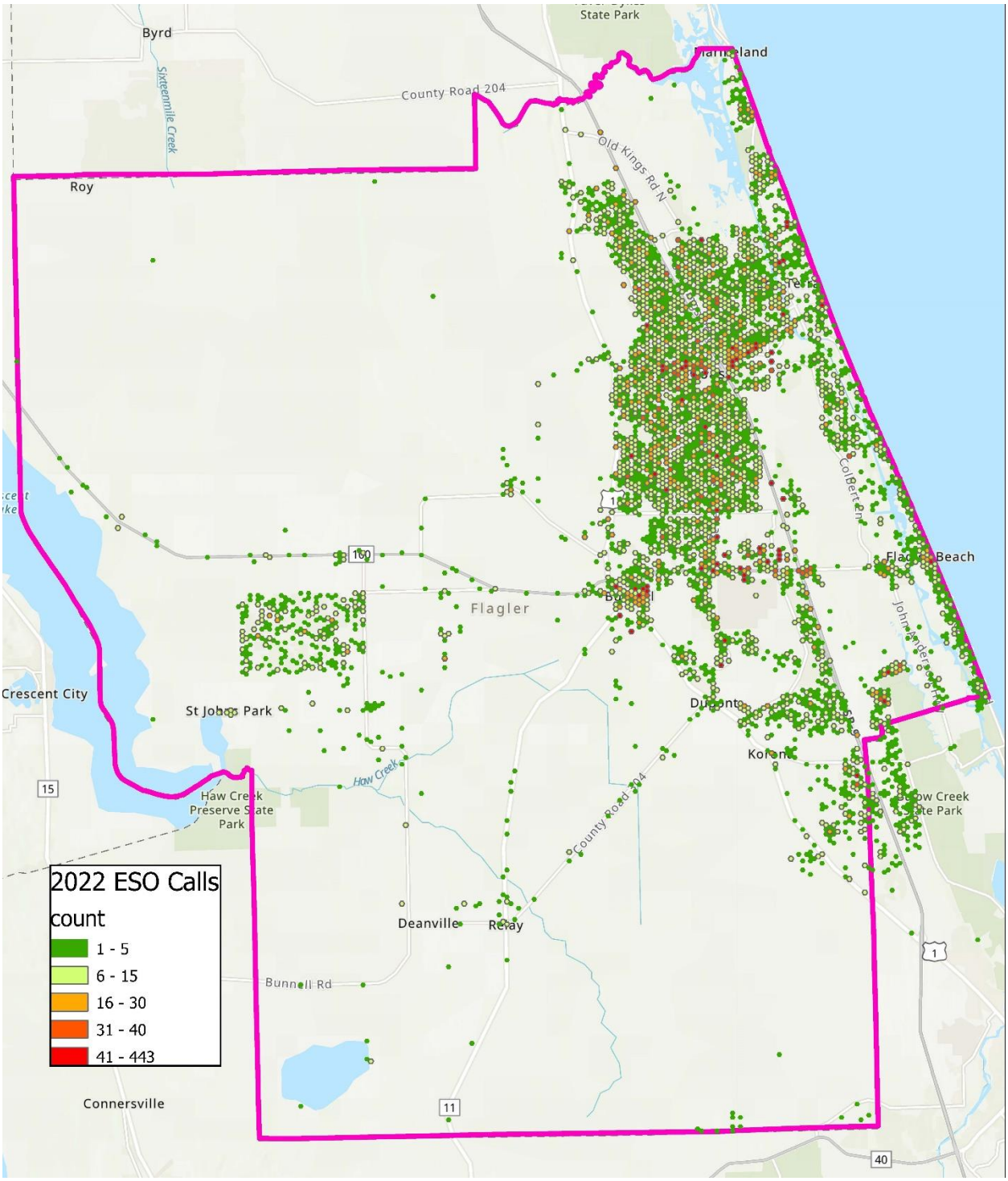
Figure 25: Incidents Counts by Fiscal Year Projected thru 28_29



Service Demand by Historical Incident Location

Using the department's ESO incident record database for calendar year 2022, GIS technology was employed to geocode incident locations and frequency to provide a graphical understanding of incident frequency based upon 10-acre hexagons throughout the County.

Figure 26: FCFR Call Volume by 10 Acre Hexagon



Areas identified by red shaded hexagons indicate areas at which a high frequency of incidents occur. These areas are relatively clustered around the intersection US 1 and Moody Blvd in Bunnell, along Moody Blvd to Interstate 95, and along Palm Coast Parkway in the City of Palm Coast. These areas are generally considered to have high population densities and high traffic patterns.

Service Demand Temporal Analysis

In addition to understanding the workload being placed upon the system, it's important to understand the workload relative to time of day, days of the week, and months of the year. By doing so, department leadership can understand any trending that can impact staffing and operations. The following figures display service demand within Flagler County by the previously mentioned time parameters.

Figure 27: Percentage of Call Volume by Month

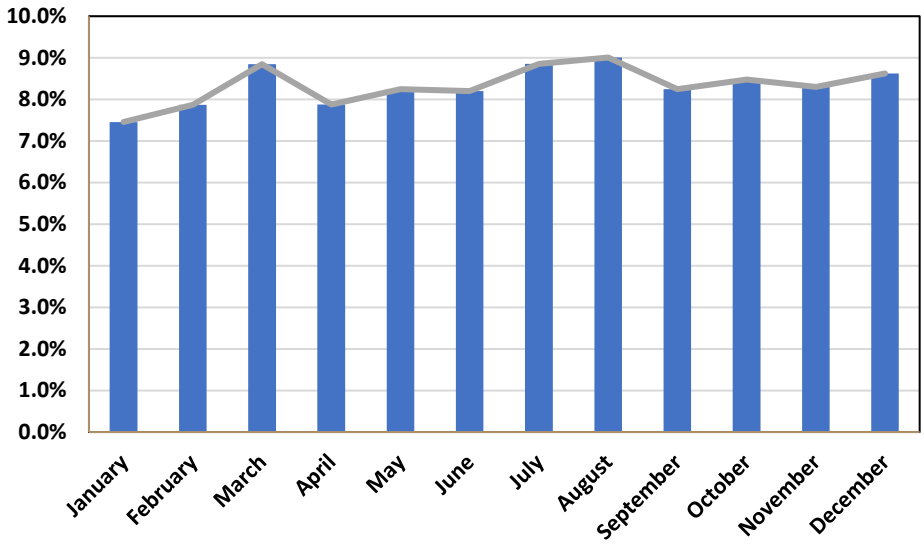


Figure 28: Percentage of Call Volume by Day

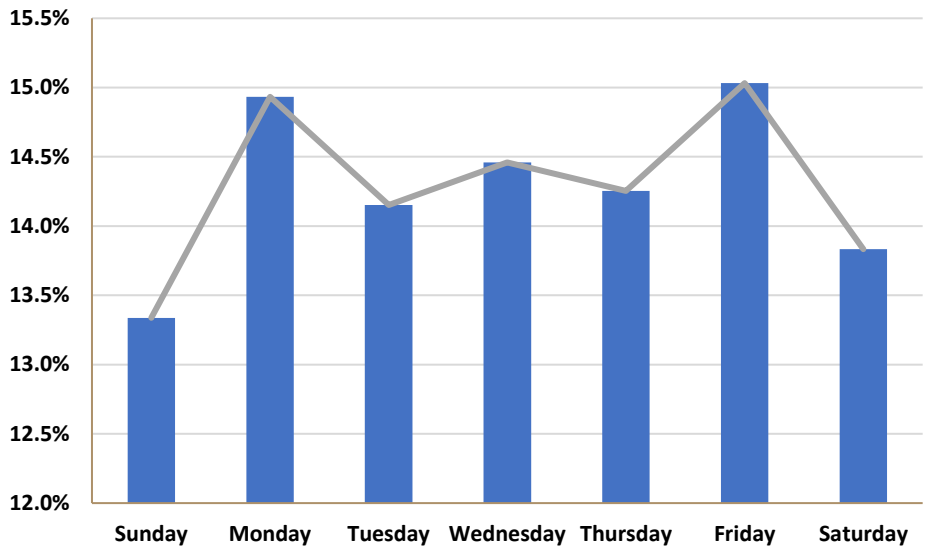
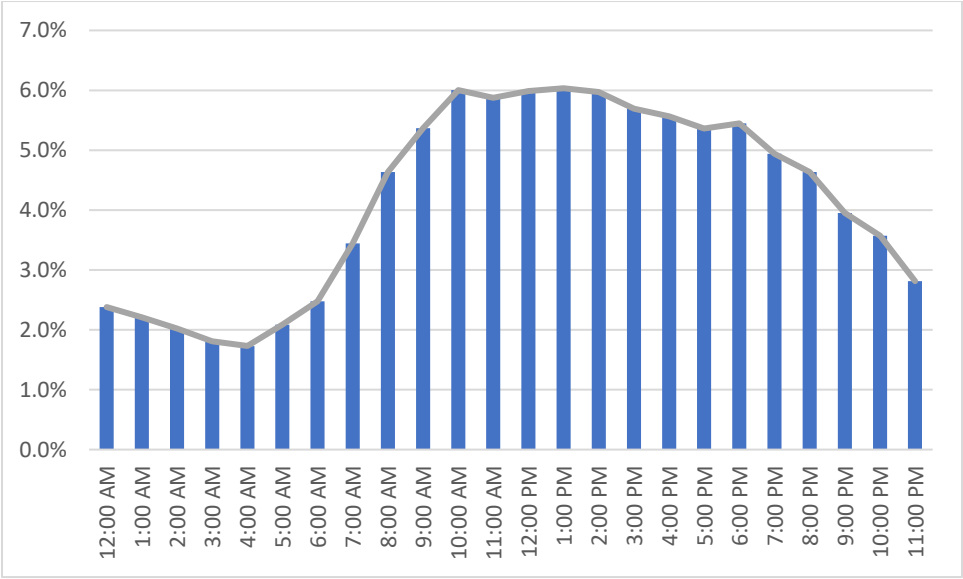


Figure 29: Percentage of Call Volume by Time of Day



System Response Reliability

Ensuring that an emergency response system is in place that allows for units to be available when 911 calls are placed is critical in effectively serving the community. In establishing such a system, it is important to understand a system's call concurrency and incident time commitment factors. Concurrency is the percentage of time that multiple calls occur simultaneously. Unit utilization determines the percentage of available time a unit is busy and cannot take an additional call.

Service Demand Overlapping Incidents

The following figure provides an understanding of the percentage of incidents occurring concurrently within Flagler County. In looking at the three-year span of incident data, slightly more than 72 percent of the calls occurred simultaneously.

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Table 12: Overlapping Incidents

Incidents Occurring	Percentage
Single Incident	27.8%
2	32.1%
3	22.0%
4	11.0%
5	4.6%
6	1.6%
7	0.5%
8	0.2%
9	0.1%
10	0.1%

Future System Demand Projections

Population Growth Projections

From 2010 through 2021, Flagler County has experienced an estimated increase of 18.71 percent in population. Annualized, Flagler County has experienced an increase of 1.7 percent year over year. According to the U.S Bureau, the State of Florida experienced an annual increase of 1.4 percent in population during this same period. During this same period the percentage of individuals over the age of 65 has increased by 58.9 percent while those under the age of 5 have decreased by 6.62 percent. Understanding these two population groups is important because they are considered to be the most at-risk people within the United States.

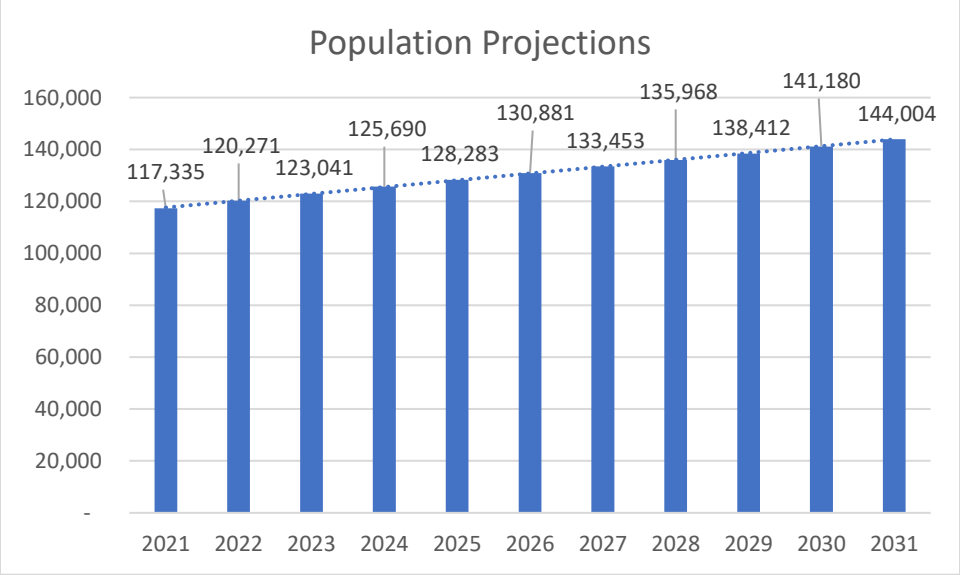
In 2010, Flagler County's population was recorded as being 95,696 residents. With the 2021 population being 117,335 the County experienced an increase of 22.61 percent which results in an annualized increase of slightly more than 2 percent. The following figure provides for the population growth by year as well as the percentage of growth from year to year.

Table 13: Flagler County Population (Tabular) by Year

Year	Population	Growth	Rate
2021	117,335	3,162	2.54%
2020	114,173	3,538	2.60%
2019	110,635	3,124	2.67%
2018	107,511	2,354	1.90%
2017	105,157	2,062	2.41%
2016	103,095	1,742	2.84%
2015	101,353	2,232	2.50%
2014	99,121	1,278	2.10%
2013	97,843	683	1.39%
2012	97,160	919	1.00%
2011	96,241	545	1.45%
2010	95,696		

The following figure provides a graphical understanding of the population increase by year.

Figure 30: Population Projections thru 2021 thru 2029



The presence of people is one of the leading factors in understanding calls for service. As a community's population increases so will the request for service from its emergency services providers. In addition to the population count impacting service demand, a community's demographics will increase call volume. Older populations generally place more of impact upon the 911 system as compared to younger populations.

Station Location Considerations

The placement of fire stations is a complex process that is heavily dependent upon the needs and expectations of the community. There is no "one-size-fits-all" solution to determining the number and location of each fire station within a community. However, there are principles that should be considered when evaluating the need to either construct or relocate an emergency services facility. These include, but are not limited to:

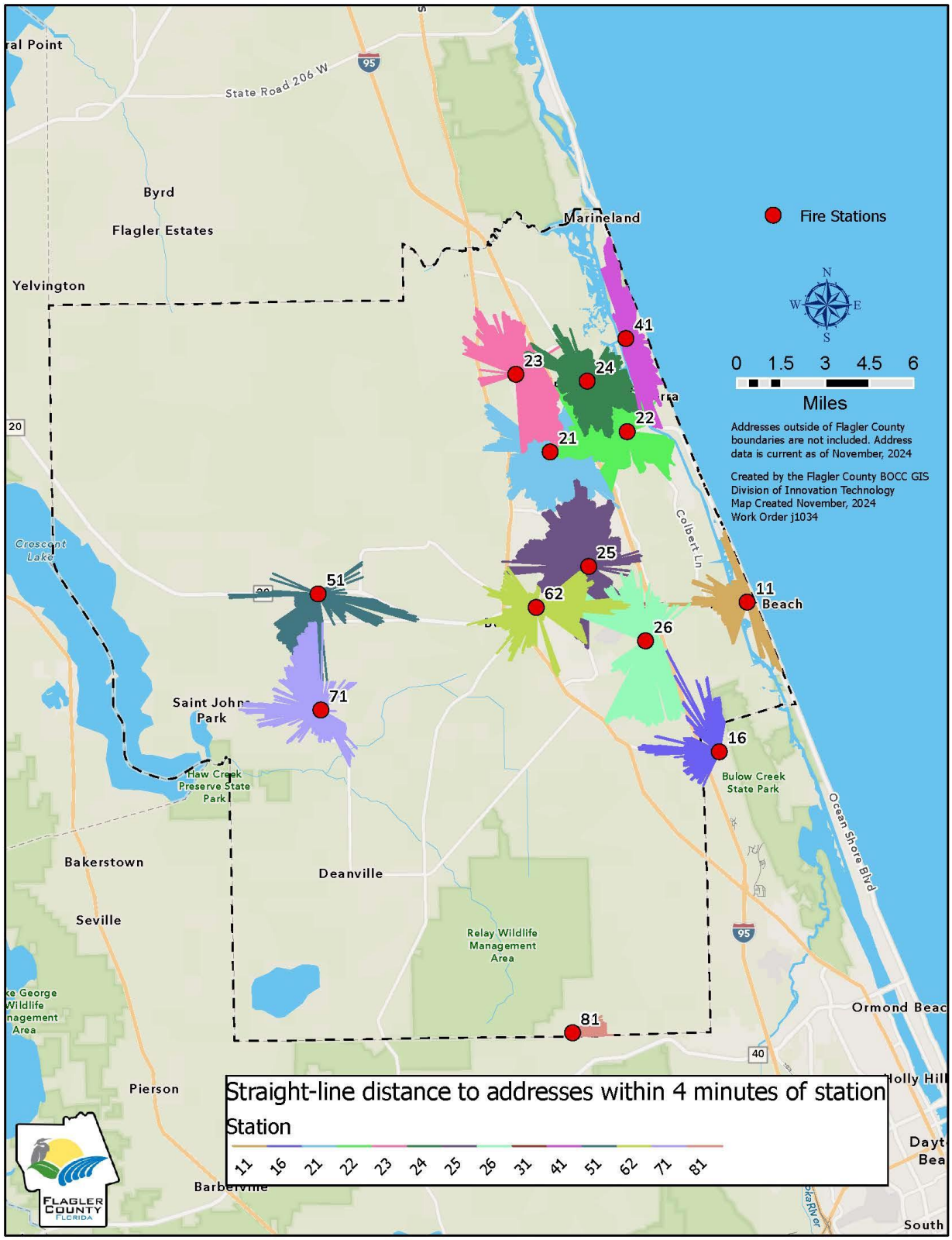
1. Insurance Services Organization requirement (distance)
    a. 5 road mile coverage polygons
    b. Hydrant locations
2. National Fire Protection Association standards (response times)
    a. Four-minute drive time coverage capabilities
    b. Eight-minute drive-time coverage capabilities
    c. Timely assembly of an effective response force
3. Population centers
4. Risk
    a. Industrial vs. residential
5. Geography and topography
    a. Roadway network
    b. Railroads
    c. Waterways

Optimization Potential

Using the County's GIS team, a total optimization model was developed to understand the best locations should the County desire to re-shape the existing emergency response model and relocate all the County's current advanced life support response units. Most of the County's emergency response facilities have been proven to be in dire need of replacement and are not strategically located to provide a timely response. As a result of the need to replace these facilities, taking the time to ensure they are located in a manner that allows for a timely response is a factor that must be considered.

The purpose of developing this report is not to make specific recommendations, but only to understand current system design compared to an optimized model. Using the 2023 ESO data for Flagler County Fire Rescue, the GIS team plotted all incidents that occurred throughout the County to which FCFR responded and determined which of them could have been reached within a four-minute drive time from a fire rescue facility. The analysis includes both county and municipal facilities (future PCFD Station 26 also) and does not differentiate between any agency's response units. This analysis also does not include two future fire stations that the City of Palm Coast has in their planning around Whiteview / US 1 and Peavy Grade / US 1. It is important to note this is not intended to suggest any unit's actual performance, but only reviews predictive performance.

Figure 31:Optimized with Station 92 Resources Relocated to New Station 26

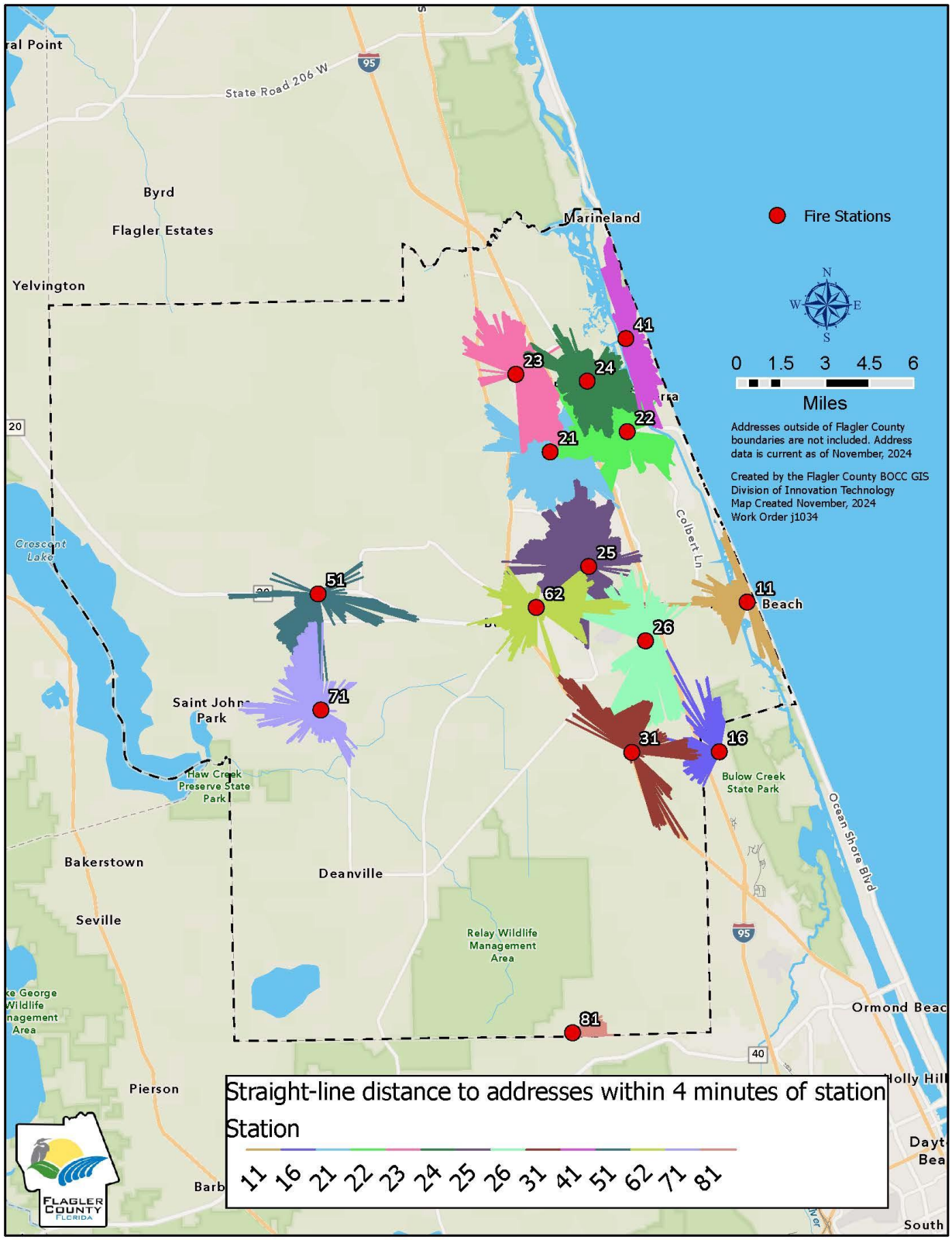


Analysis

With the construction of Station 26, the current "first due" area of Station 92 becomes significantly reduced as it is located between Station 25, Station 26, and Station 62. As a result, the "rescue" and tender located at the facility will be relocated to a more strategic location which will be Station 26. The relocation of the emergency response apparatus does not reduce number of 911 addresses within 4 minutes of an emergency response facility. This relocation also improves the quantity of addresses within a four-minute drivetime of an ALS transport unit.

The current Station 92 was significantly remodeled in 1990, but the original facility began as a building in the original U.S. Army base. Beginning at the period in which the structure was selected to serve as an emergency response facility for the then "Flagler County Ambulance Service" in 1974, the site has experienced living challenges since FCFR began 24/7 operations from the facility.

Figure 32:Optimized with Station 31 Operational



Analysis

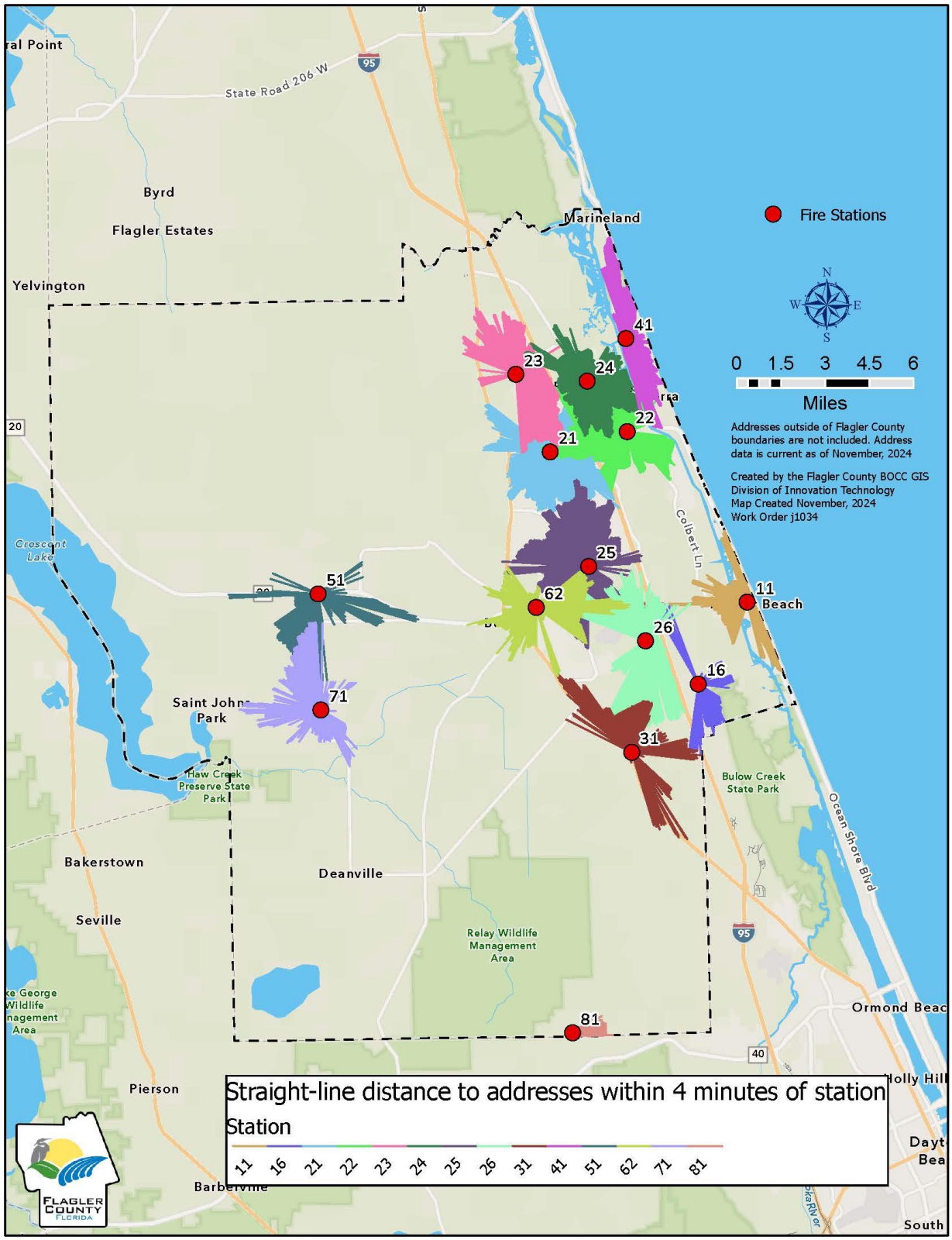
Station 31 is currently operated as a "volunteer" facility and as such does not respond to many of the emergencies in the surrounding area. The current Station 31 was originally built in 1985 and operated as a volunteer facility. The station was never designed with the intent of being staffed on a 24/7 basis and in its current state does not comply with the Florida Fire Prevention or Florida Building Code and is not designed in a manner that supports 24/7 operation by career personnel.

The operation of this facility by career personnel improves the level of service to an area of the County that is growing in population and maintains a 55% predictive response of a four-minute drivetime to current 911 addresses county-wide. An emergency response facility within this area also positions FCFR emergency response units to be strategically located to respond to future growth within this portion of the County and respond in support of other FCFR stations/units.

The current Station 31 was built in 1990 and in its current configuration is not capable of supporting a 24/7 career operation and it would require a significant overhaul/remodel of the building and site. Flagler County Fire Rescue has attempted to occupy this facility with career staffing on a short-term basis previously, but crews were faced with sewage and drainage problems as the result of the site's old drain field and plumbing. Further evaluation of the facility must be completed to determine if anything of the current facility could be used, or rebuilding would be necessary.

As with Stations 51 and 71, this facility was never designed to operate as a 24/7 emergency operation and does not meet current Florida Fire Prevention Code and Florida Building Code requirements. This relocation in essence moves the current Station 92 to the site of the existing Station 31 which is currently serving as a volunteer station and equipment storage facility.

Figure 33:Optimized with Station 31 Operational and Station 16 Relocated



Analysis

Station 16 is located outside of Flagler County and physically resides within Volusia County. The station was built in 2005 at a cost of $1.45 million by Volusia County, and through interlocal agreement staffed by Flagler County with three personnel per shift.

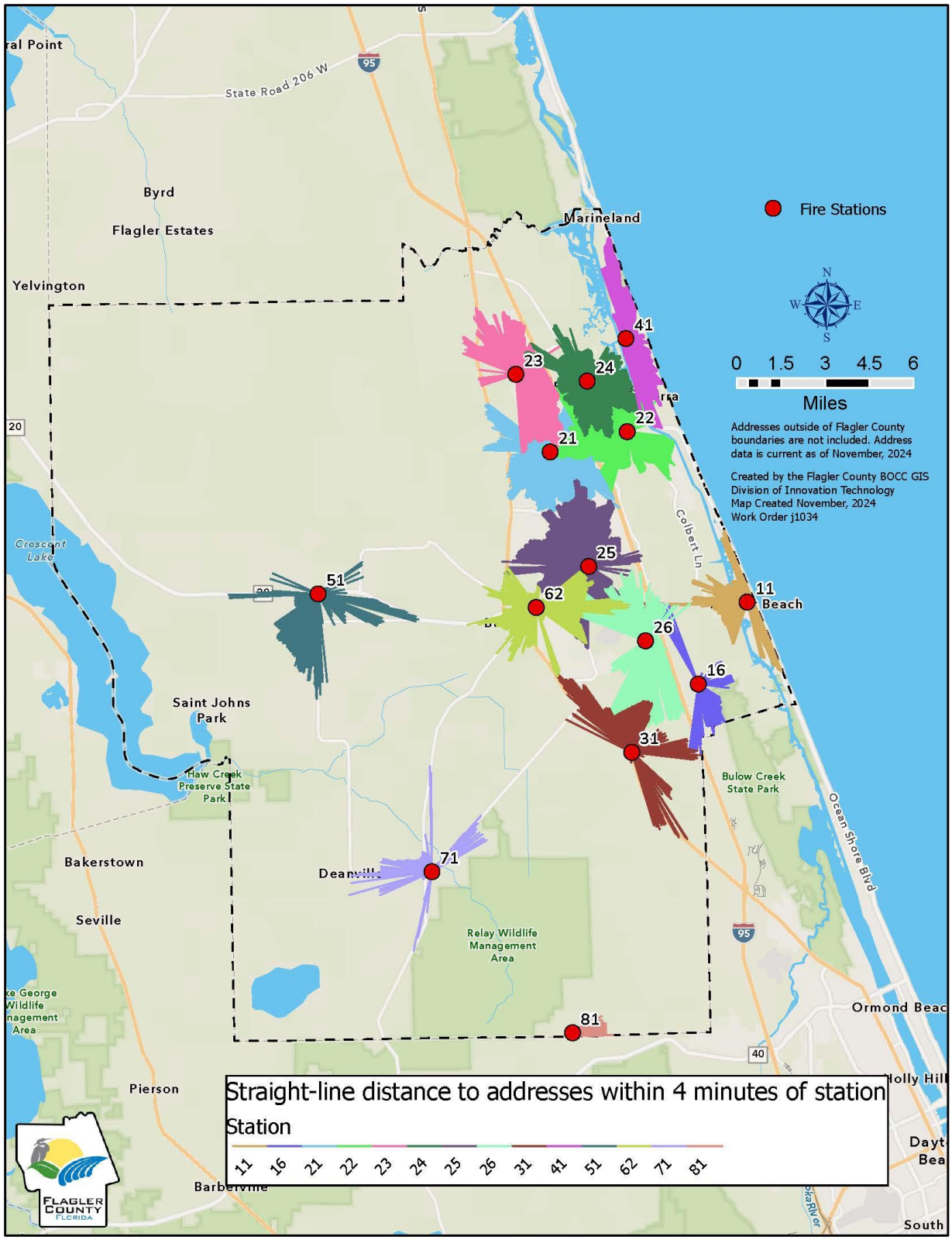
At the time of construction, this arrangement allowed FCFR to serve a population in the south end of Flagler County in a timelier manner than it could from any of its existing facilities. As part of the interlocal agreement, FCFR provides initial ALS and fire suppression response to northern portions of Volusia County.

As a result of the station's physical location being outside of the County, nearly 50 percent of Station 16 responses are into Volusia County and no off-setting revenues are provided for this response beyond the usage of the fire station. It is important to note that Flagler County and Volusia County have a similar interlocal agreement for Volusia County to respond personnel from Flagler County Station 81. This allows Volusia County to provide ALS and fire suppression services to the Rima Ridge and Hunter's Ridge communities inside of Flagler County as well as northern portions of Volusia County.

It is also important to note that Volusia County has advised Flagler County that they are actively investigating the movement of their equipment and crew from Station 81 to a location better suited to serve their taxpayers within Volusia County. It is believed that this relocation of the Volusia County crews could occur in 2027 or shortly thereafter.

The relocation of Station 16 into Flagler County increases the service area within the County to which FCFR resources can effectively respond. This relocation would need to be coordinated to ensure that as Station 16 relocates to better serve communities along Old Kings Road FCFR personnel would still be able to serve the growing population along Old Dixie Hwy and south US 1.

Figure 34: Optimized with New Station 26 Operational 31 Relocated 16 and Relocated 71



Analysis

As previously identified, Station 71 in its current location experiences a significant amount of overlap in the number of addresses points that can be reached within a 4-minute drive time. As a result, the relocation of Station 71 to Cody's Corner and CR 304 will not reduce the quantity of address points within a four-minute drivetime of an FCFR station. The relocation of this facility also situates FCFR resources to respond in a timelier manner to a growing area of Flagler County.

The current Station 71 has also experienced flooding on multiple occasions and as such has needed repairs. The relocation of this facility would also allow for it to be constructed in an area that is not as flood prone.

Future Station Considerations

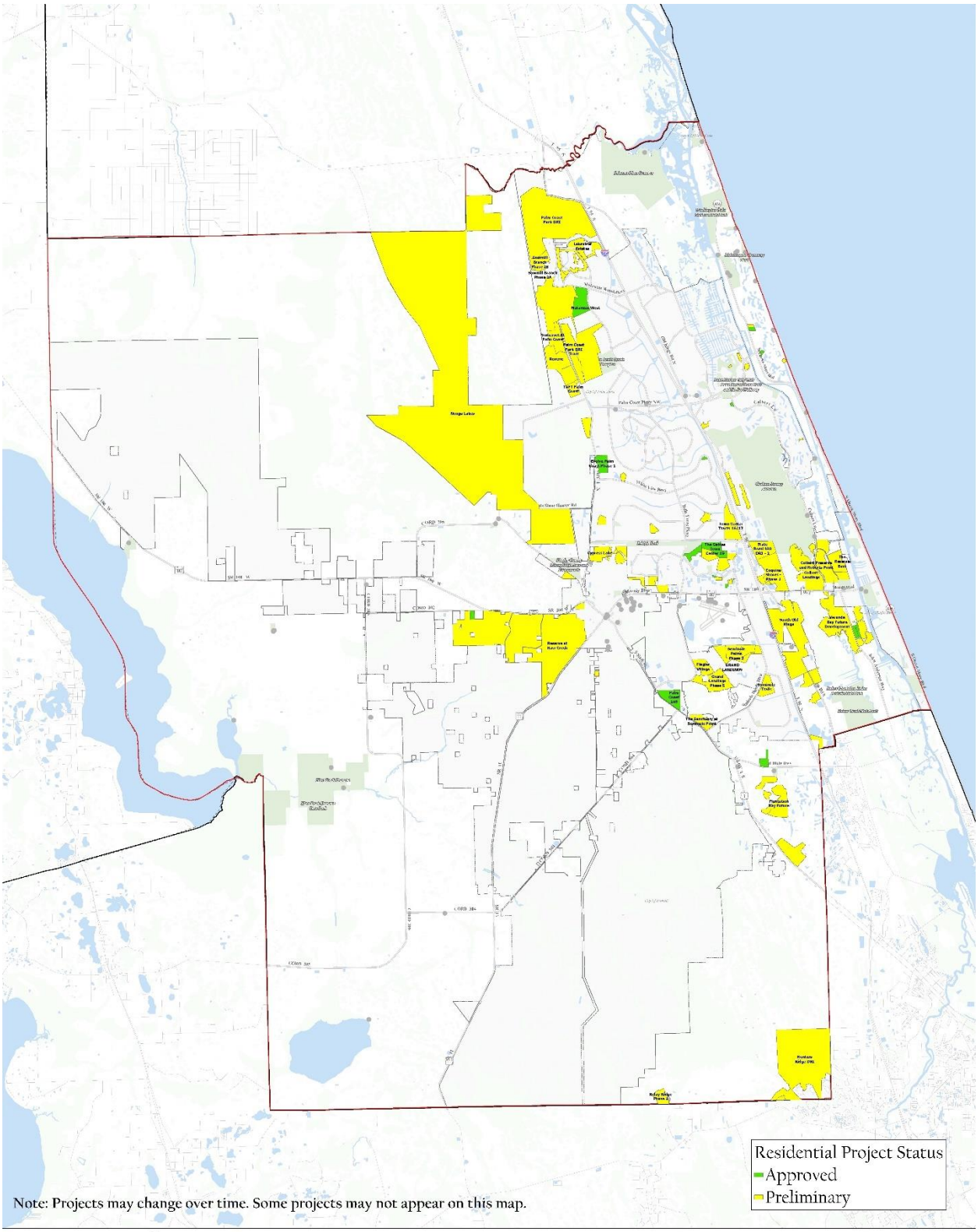
In addition to the above projects, future consideration must be given to specific growth impacting the community. Within the municipalities of Palm Coast and Bunnell the following projects are either approved or in the planning stages:

- Palm Coast Development of Regional Impact (DRI)
- State Road 100 DRI
- Town Center DRI
- Neoga Lakes DRI
- Old Brick Township DRI
- Reserve at Haw Creek

These projects are expected to add more than 20,000 residential units and 10,000,000 square feet of retail space. At a factor of 2.3 people per residential units, this equates to nearly 46,000 additional people living within the County. Of additional consideration, the City of Palm Coast currently has more than 12,000 vacant "in-fill" residential properties which could result in 27,600 additional people living in Flagler County. Combining "new" communities and "in-fill" properties this correlates to a potential population increase of 73,600 people. Should the historical "utilization rate" of 15% continue, this would result in an increase of more than 11,000 incidents to which Flagler County Fire Rescue must respond.

Figure *35* below provides an understanding of the various projects currently in various stages of approval. In addition to the projects mentioned above, the map contains smaller projects currently being planned or developed within the municipalities of Palm Coast and Flagler Beach, as well as the Hunter's Ridge project in southeast Flagler County.

Figure 35: Residential Project Status - March 2024



Levels of Service Considerations

The following table provides a time related benchmark for each portion of the response time continuum.

Table 14: Response Time Continuum Benchmarks

Performance Metrics	Performance Benchmark	Time Target
Call Handling Time	1:00 (mm:ss)	90%
First Unit Turnout Time	1:00 (mm:ss)	90%
First Unit Travel Time	6:30 (mm:ss)	90%
Total First Unit Response Time	8:30 (mm:ss)	90%

Station Location Factors

The following criteria will be considered optimal when planning and selecting fire station locations:

- Location at or within approximately five road miles (ISO standards) from an existing structure, except in rural and remote areas, or where a mutual aid agreement is not possible;
- Location will help achieve the Flagler County identified response time goal for a given service demand zone);
- Demand in the proposed service area exceeds agency performance metrics for availability, reliability and concentration;
- County and municipal response overlap, if any, will be coordinated between the respective agencies to ensure any overlap occurs in a manner that benefits both agencies and their respective constituents and maintain a distributed workload;
- Potential for municipal annexation and growth will be considered to avoid future station relocation.

Station Consolidation Factors

The determination of when to combine current Flagler County Fire Rescue facilities into a single location will be based on, but not limited to, all or any combination of the following:

- Reduction of service area due to annexation or other causes;
- Ability to contract with another service provider for adequate service delivery; (or)
- Reduction in the number of calls and ability to serve the location from other existing FCFR facilities.

EMS Levels of Service

Flagler County Fire Rescue shall provide an initial emergency response to emergency medical service incidents at the Advanced Life Support level for all emergency medical incidents countywide.

Appendix "A"

Current Station Relocation Projects

Station 31



- Location: Korona
- Address: 5821 South US 1, Bunnell, FL 32110
- Year Constructed: 1990
- Operational Status: Volunteer and houses tender (aka tanker) and wildland units.
- 3,990 square feet, concrete block.
- Not currently habitable for 24/7 personnel.
- Significant concerns relative to septic system.
- Resides on one acre of land.
- Does not meet any life safety / fire codes.

Station 51



- Location: Espanola
- Address: 3055 County Road 13, Bunnell, FL 32110
- Year Constructed: 1990
- Operational Status: Career and houses tender (aka tanker), wildland unit, Rescue, and fire engine ("jump truck" status).
- 3,350 sq. ft. situated within the right-of-way of CR 13 on approximately .5 acres.
- Constructed as a volunteer station and has received minor improvements to the living and sleeping quarters.
- Does not meet any life safety / fire codes.
- Being planned for replacement at SR 100 and CR 305.

Station 71



- Location: St. Johns
- Address: 89 E County Road 2006, Bunnell, FL 32110
- Year Constructed: 1985
- Operational Status: Career and houses tender (aka tanker), wildland unit, and fire engine ("jump truck" status).
- 3,948 sq. ft. situated on approximately 1.7 acres.
- Constructed as a volunteer station and has received minor improvements to the living and sleeping quarters.
- This station does not meet any life safety / fire codes.
- Location has experienced flooding on multiple occasions.

Station 81





- Location: Rima Ridge
- Address: 500 Rodeo Road, Ormond Beach, FL 32174
- Year Constructed: 1995
- Operational Status: Volunteer and houses tender (aka tanker), wildland unit.
- 2,310 sq. ft. situated on approximately 5 acres.
- Was not designed for career emergency response
- Used as a volunteer fire station to provide supplemental support.
- Does not meet any current life safety / fire codes.
- Volusia County Fire Rescue operates a career staff from an adjacent mobile home serving Rima Ridge / Hunter's Ridge and norther Volusia County.
- Volusia County has advised that they are in the planning stages of moving this career staff to a more strategic location within Volusia County.
- This leave residents of Rima Ridge and Hunters Ridge being served by a small volunteer force.

Station 16



- Location: Old Dixie Hwy (Volusia County)
- Address: 3935 Old Dixie Hwy, Ormond Beach FL 32174
- Year Constructed: 2005
- Operational Status: Volunteer and houses tender (aka tanker), wildland unit.
- Volusia County built this facility for $1.4 million and through interlocal agreement FCFR provides the 24/7 operational crew.
- No Volusia County personnel or apparatus responds from this location.
- FCFR provides emergency response services to residents and businesses in the northern portion of Volusia County.
- Approximately 45 percent of the call volume from this facility is within the jurisdictional boundaries of Volusia County.
- Flagler County receives no off-setting revenues for the responses to Volusia County residents.



STAFFING ANALYSIS 2024

Prepared by Michael Tucker, Fire Chief

FLAGLERCOUNTY.GOV

Executive Summary

This plan is developed to serve as a guide in establishing specific criteria by which emergency response personnel (firefighters and paramedics) will be needed by Flagler County Fire Rescue (FCFR) operations. The focus of the plan is to ensure the resources allocated by the Board of County Commissioners (BOCC) are sufficient to ensure available personnel to effectively respond to 911 calls for service in a timely manner.

Historically, emergency services providers have staffed operations in a reactive manner, doing so only after a breakdown or system stress is realized. This generally occurs when the volume of 911 calls for service begin to cause longer response times, increased incident commit times, and overlapping (concurrent) calls. Combined, these factors have the potential for decreasing the effectiveness of emergency response personnel to arrive at the scene of 911 incidents in an acceptable timeframe to help ensure optimal outcomes.

As opposed to a reactive approach, the intentional and proactive staffing of an emergency response system creates a situation in which 911 callers needed receive assistance as quickly as possible to aid in producing positive outcomes. A proactive approach also has the added benefit of supporting the mental health and wellness of emergency response personnel. Ensuring that crews are not exposed to an excessive workload with no resolution in sight is critical. Doing so allows them time to decompress and process which is a significant aspect to creating a safe and healthy work environment and enhancing employee performance and productivity.

The following sections of the report focus on "trigger points" at which fire rescue leadership, County leadership and members of the BOCC can plan to increase resources within the emergency response system. The methodology used in these "planned" additions also has the benefit of "smoothing" the growth in the departmental budget. Instead of adding nine to twelve firefighter / paramedics every three years to staff a Rescue or Fire Engine, the positions are added incrementally over time. This concept also ensures that personnel are trained and ready to fully operate once the unit (Rescue or Engine) is placed in service at the appropriate time.

Requests for 911 services (emergency and non-emergency) are driven entirely by the presence of people. As additional people move into a community, there is a correlating increase in calls for service. Currently, the utilization rate for Flagler County is at 15%. This equates to an additional 150 calls for service for every 1,000 people relocating into the County. Even in the absence of population growth, the existing population is "aging in place" and will also result in an increase in the number of calls for service.

The proposed staffing plan recommends the addition of a Rescue to the emergency response system every three to four years based upon population increase and the correlating increase in calls for service. It is a data-driven workload-based approach to manpower.

The first recommendation is to establish a Rescue to population factor of 1 to 14,000. The incremental hiring of staff for each Rescue would result in adding three paramedic/firefighters annually. This would result in having the correct number of personnel for the Rescue and ensure an effective "relief factor" exists for vacancies (i.e. vacation and sick leave).

The second recommendation is to adopt specific criteria by which new fire stations will be constructed. These criteria should focus on adherence to national consensus standards and industry best practices. Specifically, fire stations should be added any time a contiguous population group of 5,500 people are outside of a five-mile distance polygon from an existing FCFR station. This recommendation is arrived at using an analysis of potential drive-time capabilities provided by the Insurance Services Organization (ISO).

The incremental addition of paramedic/firefighters must be considered as well. Currently, FCFR staffs 108 firefighters across three shifts to provide emergency medical and fire suppression services. Relative to emergency medical services, FCFR operates nine Rescues to provide pre-hospital emergency response and transport services

to the entire County population of 136,039. With 66 paramedic/firefighters, this equates to 0.49 paramedic/firefighters to 1,000 population. Outside of the municipalities of Palm Coast and Flagler Beach (Beverly Beach, Bunnell, Marineland, unincorporated areas), FCFR provides fire suppression services to a population of 24,035. This equates to a paramedic/firefighter to population rate of 1.50 to 1,000 population. The adoption of a paramedic/firefighter to 1,000 population ratio that transitions to 2.8 to population increases the potential for FCFR to accomplish fire suppression activities identified within NFPA 1710 (Table 1**).**

Recommendations

- Adopt County response time goals linked to identified risks and desired outcomes.
    - Call handing time
    - Turnout time
    - Travel time
    - Response time
    - Total response time
- Measure all aspects of desired performance using the fractile standard of 90%.
- Adopt implementation standards for the addition of emergency medical transport (Rescue) units of one to 14,000 population.
- Adopt implementation standards for the opening of new fire stations.
    - I.e., more than 5,500 residents in a contiguous area outside of an existing five-mile travel distance.
- Implement a staffing plan that allows the County to meet the emergency services demands of an increasing population.
    - Adopt staffing formula of 0.50 paramedics to 1,000 population to staff Rescues by fiscal year 2026.
    - Adopt staffing formula to achieve 2.8 firefighters to 1,000 population to serve areas for which FCFR is responsible for the provision of fire suppression services by fiscal year 2050.

Current Conditions and Emergency Resources and Levels of Service

The process for determining the resources needed to support a desired level of service requires an evaluation of the current capabilities of resources within the system. This process of evaluating the current capabilities relative to the desired state of being allows citizens and elected officials to be made aware of the gap between the two conditions.

There are no national standards mandating a certain level of service that a governing body must adopt in the provision of fire and emergency medical services (EMS) relative to staffing levels, assets per service area, or time requirements. There are fire and EMS industry standards / best practices that can be used in determining the specific level of service its constituents desire and are willing to fund.

Key among the factors impacting a fire department's level of service is the issue of "flashover" and the potential survivability of victims within the fire environment. Arrival at a fire scene prior to "flashover" is the most impactful action fire departments can take in saving lives and properties. Specific to life-threatening medical emergencies (i.e., cardiac arrest) time is also critical. The longer an individual is in cardiac or respiratory arrest, increased of brain damage occurs and the successful resuscitation of the victim decreases.

Key considerations for determining performance standards and levels of service include:

- Time of occurrence to 911 activation,
- Alarm handling - 911 call receipt to dispatching emergency response units/personnel,
- Turnout time – crew notification till unit responding,
- Travel time – unit responding till unit arrival,
- Total response time – 911 call receipt time till unit arrival, and
- Effective response force (ERF) – assembly of enough personnel to mitigate the situation.

Factors Impacting Staffing Levels

When considering the staffing of emergency medical services response operations and fire suppression operations differing factors must be considered. While there are no national standards that specifically determine the exact number of personnel (staffing levels) needed to operate fire and EMS services, there are specific industry standards that serve as guiding philosophies and metrics. The staffing of fire departments is generally recognized as being contained within the National Fire Protection Association's *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Department* which focuses on the number of firefighters needed to safely suppress fires in specific size and types of structures (residential, commercial, high-rise). Relative to the response to emergency medical incidents, the American Heart Association (AHA) has identified specific time criteria at which paramedics should be on-scene and delivering advanced life support procedures.

Fire Service Staffing

While the number of structure fires a fire department responds is statistically smaller than the number of medical incidents to which it responds, the fact remains that when structure fires occur, they are very resource intensive and high-risk. In essence, when a fire occurs, many firefighters are required to bring it under control and perform rescue activities. The following figure provides an understanding of the "growth life cycle" of a fire beginning at 0 minutes through arrival time of 6 to 7 minutes and application of water at 10 minutes.

Figure 1: Fire Growth (0 to 10 minutes)

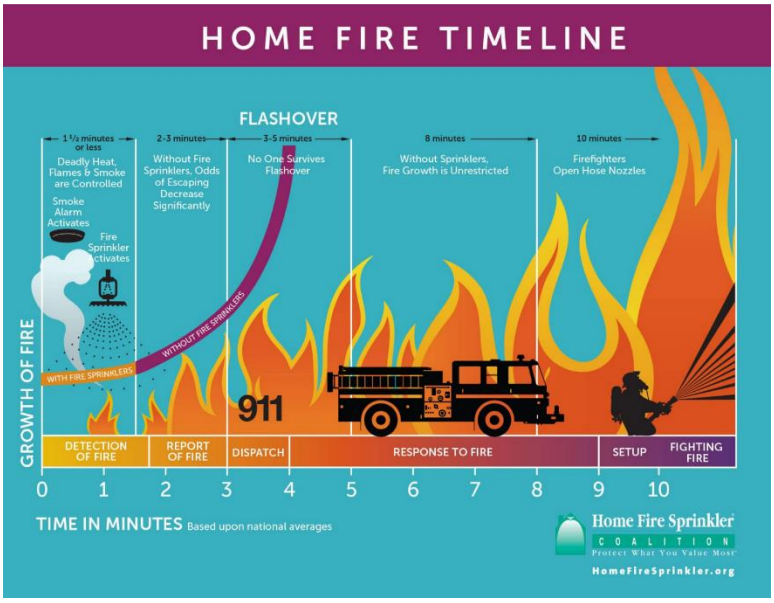


Table 1 below is developed using information contained within NFPA 1710 and allows for an understanding of the number of firefighters required to fill individual tasks that must be accomplished during a structure fire in specific building types.

Table 1:NFPA 1710; Effective Response Force

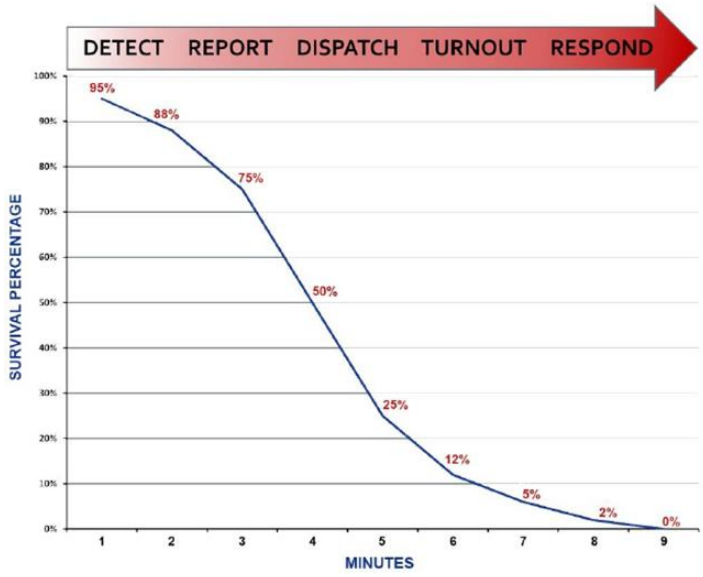
Task	Single Family Dwelling	Open-Air Strip Mall	Apartments	High-Rise
Command	1	2	2	2
Apparatus Operator (Water Supply)	1	2	2	1
Handlines (2 members on each)	4	6	6	4
Support Members (1 per handline)	2	3	3	
Victim Search & Rescue Team	2	4	4	4
Ground Ladders/Ventilation	2	4	4	
Aerial Operator (if ladder used)	1	1	1	
Initial Rapid Intervention Team	4	4	4	
Initial Medical Care Component		2	2	
Building Fire Pump Monitor				1
Hoseline–Floor Above Fire				2
Rapid Intervention Team				4
Accountability Officers (fire floor & floor above)				4
Evacuation management teams				4
Elevator Operations Manager				1
Incident Safety Officer				1
Interior Staging Manager				1
Member Rehabilitation				2
Vertical Ventilation Crew				4
Lobby				1
Transport Equipment				2
External Base Operations				1
EMS Crews with Transport 4				4
Total Required:	17	28	28	43

Within the areas (Beverly Beach, Bunnell, Marineland, unincorporated Flagler) for which Flagler County Fire Rescue provides fire suppression services, the above tasks are accomplished using a response force of 1.5 firefighters to 1,000 population. In many instances, FCFR must rely upon the mutual aid support of municipal and neighboring county partners to assemble the effective response force needed for each property type identified above. As the County continues to grow in population it is recommended that the County establish a firefighter to population ratio that supports the future staffing of FCFR in serving the residents and visitors of Flagler County.

Emergency Medical Services Staffing

While emergency medical incidents are not as resource intensive, the potential for successful outcomes for victims is even more dependent upon time. The following figure presents the potential survivability rates of individuals suffering from sudden cardiac arrest relative to bystander CPR/AED activation. Individuals receiving early CPR and application of an AED early in the event have significantly higher chances of survival than those who receive the same treatment later in the event.

Figure 2: Cardiac Arrest Survival Percentages



As the governmental entity statutorily responsible to provide pre-hospital emergency medical transport services, FCFR serves a population of 136,039 with 66 paramedics across three shifts using nine Rescues. This equates to 0.49 paramedics to 1,000 population. As the County's population continues to increase it is recommended that the County adopt a paramedic to 1,000 population ratio that supports an increasing demand for emergency service.

Additional Factors Impacting Staffing Considerations

Relative to the delivery of an effective emergency response system within Flagler County there are a variety of factors that are challenging to the current emergency response and delivery system. These include:

- A large geographical area (571 sq. miles)
- Unique designs to residential community roads that make quick access difficult
- Limited major through-ways north/south and east/west.
- Railroad that traverses the County north to south.
- Interstate 95 that traverses the County north to south.
- Intercoastal waterway that traverses the County north to south
- Barrier island with limited access.
- Populated areas that require exiting the County to gain entry through another County (Rima Ridge).

In designing an effective emergency response system, it is the goal to accomplish the following:

- Prevent death and impairment from trauma and medical incidents to the maximum degree possible.
- Confine fire to the room/compartment of origin to the maximum degree possible.

Flagler County must consider the strategic location of facilities from which emergency response personnel will be located. The effective location of these facilities allows for an initial (first-arriving unit) emergency response team to arrive promptly. This does not account for additional personnel to mitigate the incident completely.

Population Growth Impact

The following table contains projected call volume utilizing population growth data provided by the University of Florida[1]. This table also contains recommended implementation points for future rescues and fire engines.

Table 2: Population / Call Volume Projections Through FY 2050 (2% Annual Population Increase)

Fiscal Year	Population	Call Volume	EMS Call Volume	Rescues (Quantity)	New Rescue FTE/Year	Engines (Quantity)	New Engine FTE
FY 23	130,756	18,946	14,138	8	-	**4**	
FY 24	133,371	20,539	15,404	9	-	-	
FY 25	136,039	20,950	15,712	-	-	-	
FY 26	138,759	21,369	16,027	-	3	**5***	12
FY 27	141,534	21,796	16,347	-	3	-	
FY 28	144,365	22,232	16,674	10	3	**6****	12
FY 29	147,252	22,677	17,008	-	3	-	
FY 30	150,198	23,130	17,348	-	3	-	
FY 31	153,201	23,593	17,695	11	3	-	
FY 32	156,266	24,065	18,049	-	3	-	
FY 33	159,391	24,546	18,410	-	3	7***	12
FY 34	162,579	25,037	18,778	12	3	-	
FY 35	165,830	25,538	19,153	-	3	-	
FY 36	169,147	26,049	19,536	-	3	-	
FY 37	172,530	26,570	19,927	13	3	-	
FY 38	175,980	27,101	20,326	-	3	8	12
FY 39	179,500	27,643	20,732	-	3	-	
FY 40	183,090	28,196	21,147	14	3	-	
FY 41	186,752	28,760	21,570	-	3	-	
FY 42	190,487	29,335	22,001	-	3	-	
FY 43	194,297	29,922	22,441	15	3	9	12
FY 44	198,182	30,520	22,890	-	3	-	
FY 45	202,146	31,131	23,348	-	3	-	
FY 46	206,189	31,753	23,815	16	3	-	
FY 47	210,313	32,388	24,291	-	3	-	
FY 48	214,519	33,036	24,777	-	3	10	12
FY 49	218,809	33,697	25,272	17	3	-	
FY 50	223,186	34,371	25,778	-	3	-	

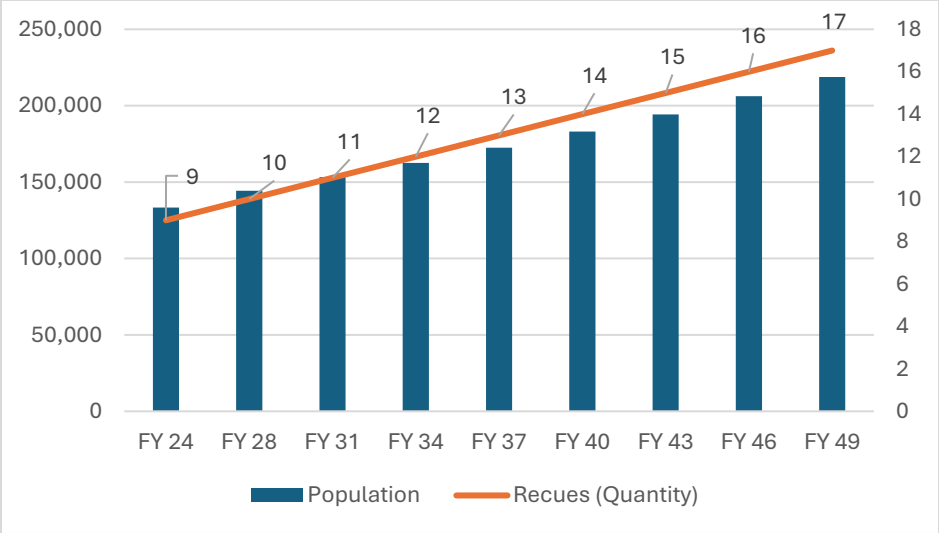
*Potential conversion of Korona Fire Station to career facility.
**Opening of Hunter's Ridge Fire Station in conjunction with the anticipated movement of Volusia County Fire Rescue out of Station 81 (Rima Ridge).
***Potential opening of East/West Black Lake station to serve planned growth in Bunnell (Haw Creek Preserve).

[1] Population and Demographic Data - Florida

Emergency Medical Services – Transport Units

The following chart shows a visual representation of the recommendation to add rescues with a correlating increase in population. This recommendation maintains a population of 14,000 people per Rescue.

Figure 3: Population to Rescue



While there are no set standards by which a county must provide a certain number of transport units, there are counties that Flagler County has been using as benchmark counties as part of its future planning efforts for the provision of governmental agencies. Using these same agencies to gain an understanding of the emergency services currently being provided by those counties, the following table provides a breakdown on the number of advanced life support transport units.

Table 3: Transport Units to 1,000 Population

Agency	Sq. Miles	Population	Transport Units	Units / 1,000 Population
Indian River County	502	170,000	15	1 to 11,333
St. Lucie County	572	368,628	22	1 to 16,755
Nassau County	725	110,000	9	1 to 12,222
Charlotte County	858	204,126	16	1 to 12,757
The Villages	101	160,000	11	1 to 14,545
Flagler County	571	133,371	9	1 to 14,819

While The Villages is not one of the benchmark agencies identified by Flagler County for overall governmental services, there are demographics (i.e., age) of the population that are like the population served by Flagler County Fire Rescue. The recommendation to maintain a ratio of one transport unit to a population of 14,000 ensures FCFR can effectively serve a vulnerable population in a timely manner

Fire Suppression Services – Fire Engines

The following section provides information to be used in establishing implementation points for future fire suppression units and locations.

Insurance Service Organization (ISO)

The Insurance Services Office uses road distance criteria for fire engines at 1.5 miles, and ladders at 2.5 miles that correlates to travel time. ISO also limits creditable fire protection to properties within a maximum 5-mile driving distance from a fire station. ISO utilizes the following to determine the likely drive time of a fire engine and ladder truck traveling at the speed of 35 mph.

T (travel time in minutes) = 0.65 + 1.7xD (distance in miles)

The following table provides for likely travel times based upon distance from a fire station.

Table 4: Rand Corporation -Distance / Travel Time Formula

Minutes (mm:ss)	Distance (Miles)
5:54	3
7:39	4
9:24	5
11:09	6

ISO uses information contained within its Fire Protection Classification (FPC) score to establish a numerical rating for fire departments across the United States. Properties outside of the 5-mile travel distance may be classified as not having creditable fire department services, and residents may pay significantly more for obtaining homeowners insurance.

Real World Scenario

In 2018, the City of Bunnell entered into an interlocal agreement with Flagler County to provide fire suppression and emergency medical services in place of the Bunnell Volunteer Fire Department. At that time, the City of Bunnell was given an FPC score of 9. Since the time of this change, residents of Bunnell have reported seeing savings of $600 per residential property annually due to the FPC rating of 3 inside of the 5-mile area served from Station 62 (Bunnell).

Using this reported savings as a reference point for establishing an implementation point for adding fire suppression resources to the emergency response system; providing a fire station to serve a previously unprotected area outside of the 5-mile drive distance (FPC 10) that contains 2,200 homes could correlate to the annual savings on insurance premiums of property owners within the area. Properties outside of the five-mile driving distance of a fire station and creditable water supply repeatedly have trouble obtaining affordable homeowners' insurance.

Understanding the number of properties in a defined geographical area outside of an existing five-mile coverage area serves as a clear criterion for Flagler County to evaluate the addition of fire suppression resources to its emergency response system.

National Fire Protection Association

The National Fire Protection Association (NFPA) through *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, provides guidelines as to performance standards communities can use to effectively staff their respective agencies. Among these standards is to transition from the usage of "average" rates of performance to a performance model based on an adopted percentage (fractile). This transition removes the inclusion of statistical outliers that impact an agency's "average" performance.

In addition to utilizing fractile performance standards, NFPA 1710 identifies time metrics that are consistent with those identified by the American Heart Association for the improvement of cardiac arrest victims and the saving of property and people exposed to fire incidents. In the time desired based performance goals of all three agencies, a travel time of four minutes is optimum for patient/victim outcomes.

Implementation Points

Population

Table 5 shows the estimated address points outside of Palm Coast and Flagler Beach (using GIS data) within 4 and 6-minute drive times of current Flagler County Fire Rescue fire stations.

Table 5: Population Count Within 4 and 6 Minutes

Station (Engine)	4-minutes	6-minutes	> 6 Minutes
Engine 16	1,206	3,100	4,527
Engine 41	2,966	3,790	1,780
Engine 51	152	157	125
Engine 62	214	275	1,666
Engine 71	691	1,816	2,869
Total	5,229	9,138	10,967

Within the areas in which FCFR is responsible for the provision of fire suppression services, 14,367 address points are within six minutes of an existing FCFR fire engine. Conversely, approximately 11,000 address points are beyond six minutes.

Using travel time and population as a basis for potential implementation points for future fire suppression resources, Figure 4 provides an understanding of fiscal years in which Flagler County should consider these additions.

Figure 4: Projected Engine Implementation

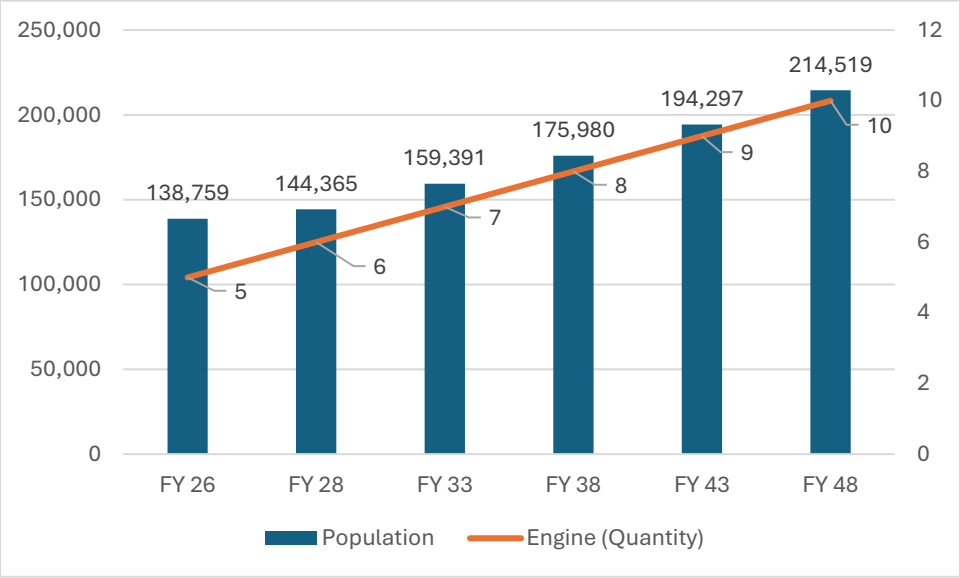


Table 6 below identifies performance metric goals that Flagler County may use in determining the addition of a fire station and fire engine location to ensure Flagler County businesses, residents, and visitors receive a timely response to incidents involving fire and rescue services.

Table 6: FCFR Response Time Continuum Performance Goals

Performance Metric	Performance Benchmark	Performance Actual	Performance Standard
Call Handling Time	1:00 (mm:ss)	0:46 (mm:ss)	90%
First Unit Turnout Time (All Incidents)	1:30 (mm:ss)	2:03 (mm:ss)	90%
First Unit Travel Time (Emergent)	9:00 (mm:ss)	9:38 (mm:ss)	90%
First Unit Response Time (Emergent)	11:30 (mm:ss)	12:03 (mm:ss)	90%

The performance metrics and associated benchmarks above are found within *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. As stated previously, there are no national standards that establish required staffing and performance standards. However, NFPA 1710 is recognized as a consensus standard for the fire service and as such is considered the industry standard.

Relative to turnout times, the design and layout of the facility have an impact upon the ability of emergency response personnel to reach response apparatus once alerted to an incident. As fire stations are constructed, improvements will be realized as they will be designed efficiently to improve turnout times.

Travel times and response times are not only impacted by the distance an incident is from a station, but also overlapping incidents. As overlapping incidents occur in a "response zone", emergency response units from other "response zones" must be dispatched to cover the call for service. While the department cannot reduce the volume of overlapping incidents, ensuring the presence of an effective number of response resources can have the positive impact of resources being available when overlapping incidents occur.

Overlapping Incidents

In addition to considering issues of distance and time relative to the provision of emergency services, emergency services providers must consider the number of incidents occurring simultaneously (overlapping). Table 7 below provides an understanding of the number of incidents in which responses to 911 calls for service overlapped.

Table 7: Overlapping Incidents FY 23/24

Overlapping Incidents	Count
0	846
1	4,561
2	5,699
3	4,278
4	2,435
5	1,085
6	437
7	136
8	28
9	7
10	1
11	1

As emergency response units become assigned to an incident, they are no longer available for response for an additional incident occurring within its assigned "first due" area. When overlapping incidents begin to occur, the likelihood of units from other "response zones" must respond in place of committed units. Of the 19,514 incidents that occurred in FY 23/24, 76 percent resulted in multiple incidents occurring simultaneously. In only 846 instances did a single call occur without overlapping another incident.

Recommendations

- Adopt County response time goals linked to identified risks and desired outcomes.
    - Call handing time,
    - Turnout time,
    - Travel time,
    - Response time, and
    - Total response time.
- Measure all aspects of desired performance using the fractile standard of 90%.
- Adopt implementation standards for the addition of emergency medical transport (Rescue) units of one to 14,000 population.
- Adopt implementation standards for the opening of new fire stations.
    - I.e., more than 5,500 residents in a contiguous area outside of an existing five-mile travel distance.
- Implement a staffing plan that allows the County to meet the emergency services demands of an increasing population.
    - Adopt staffing formula of 0.50 paramedics to 1,000 population to staff Rescues by fiscal year 2026.
    - Adopt staffing formula to achieve 2.8 firefighters to 1,000 population to serve areas for which FCFR is responsible for the provision of fire suppression services by fiscal year 2050.

FCFR Station and Staffing Analysis



Presentation Purpose

- Provide an understanding of current station location and status.
- Provide an understanding of future station location considerations.
- Provide an understanding of emergency response force (ERF) needs.
- Provide an understanding of factors impacting levels of service.
- Provide recommendations for future staffing
- Provide recommendations for fire station locations

Station Location and Staffing

- Station location
  - A matter of time.
  - Proper placement ensures a timely response
  - First arriving unit
  - Additional units
- Staffing
  - A matter of getting enough personnel on scene to mitigate the emergency
  - Known as an Effective Response Force (ERF)
- Collectively station location and staffing increase % of success

Station Location Considerations

- Insurance Services Organization requirement (distance)
  - 5 road mile coverage polygons
  - Hydrant locations
- National Fire Protection Association standards (response times)
  - Four-minute drive time coverage capabilities
  - Eight-minute drive-time coverage capabilities
  - Timely assembly of an effective response force
- Population centers
- Risk
  - Industrial vs. residential
- Geography and topography
  - Roadway network
  - Railroads
  - Waterways

Distance vs. Time

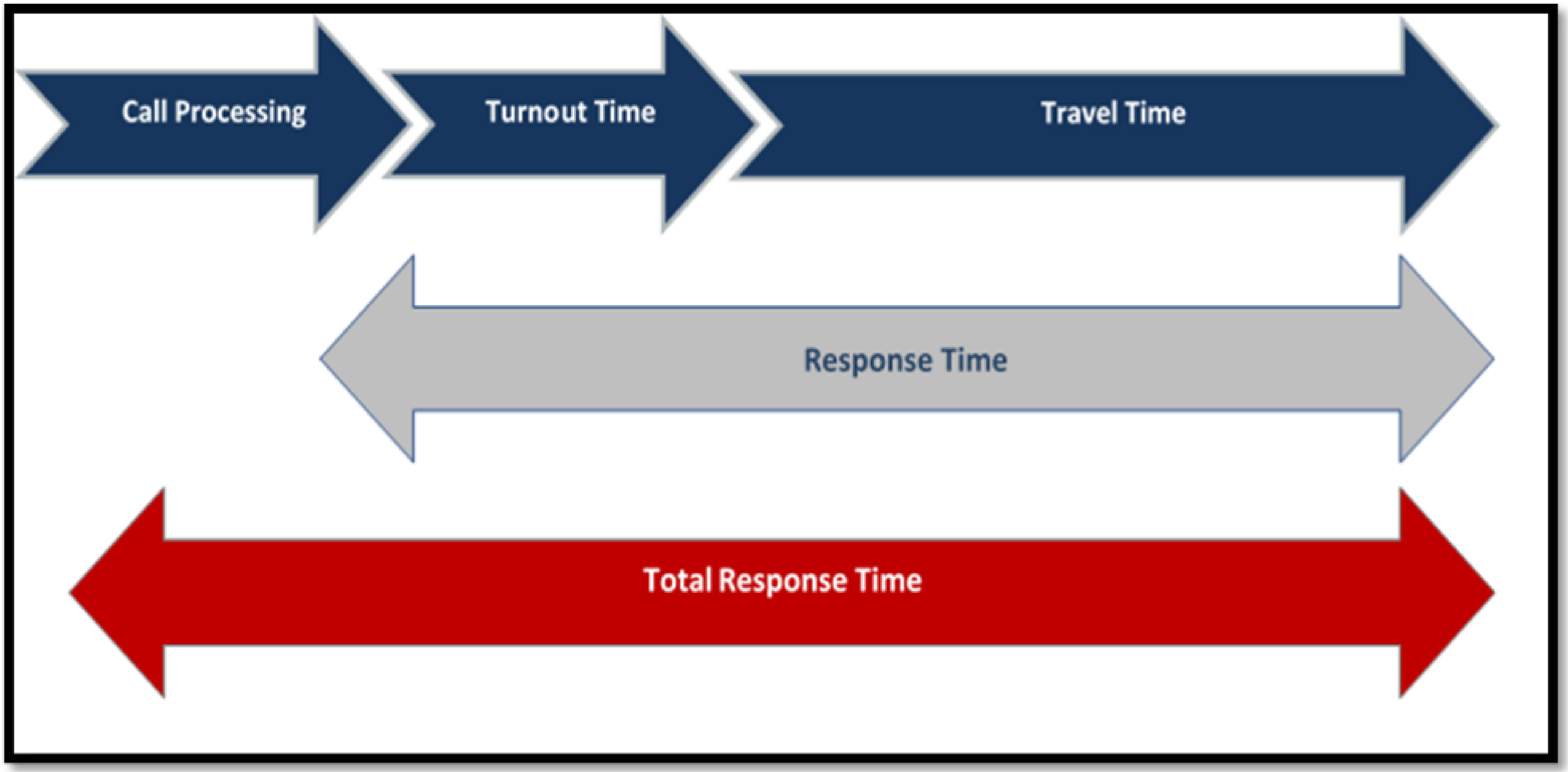
Minutes (mm:ss)	Distance (Miles)
5:54	3
7:39	4
9:24	5
11:09	6

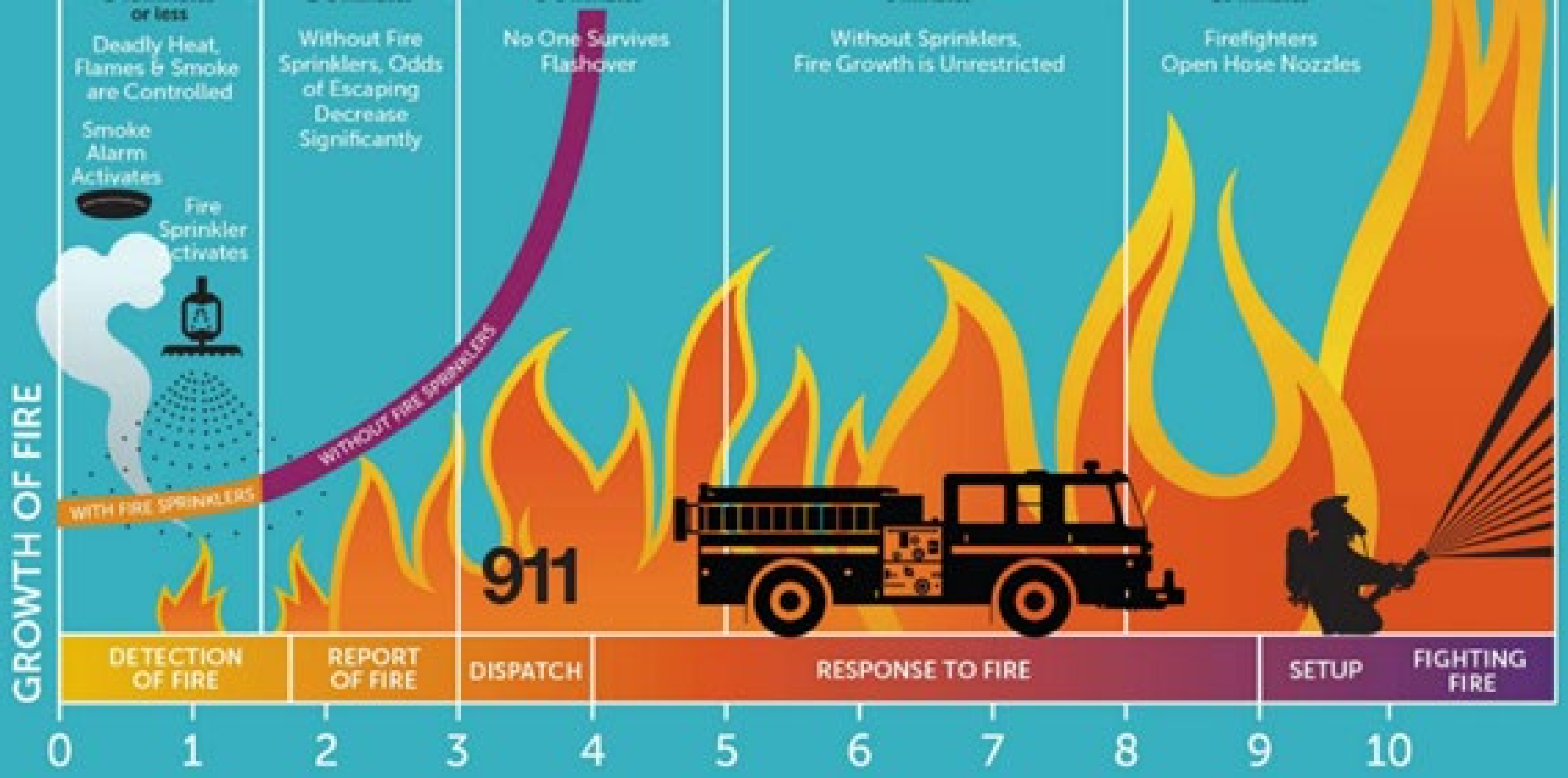
Addresses Relative to Drive Time

Station (Engine)	4-minutes	6-minutes	> 6 Minutes
Engine 16	1,206	3,100	4,527
Engine 40	2,966	3,790	1,780
Engine 51	152	157	125
Engine 50	214	275	1,666
Engine 57	691	1,816	2,869
Total	5,229	9,138	10,967

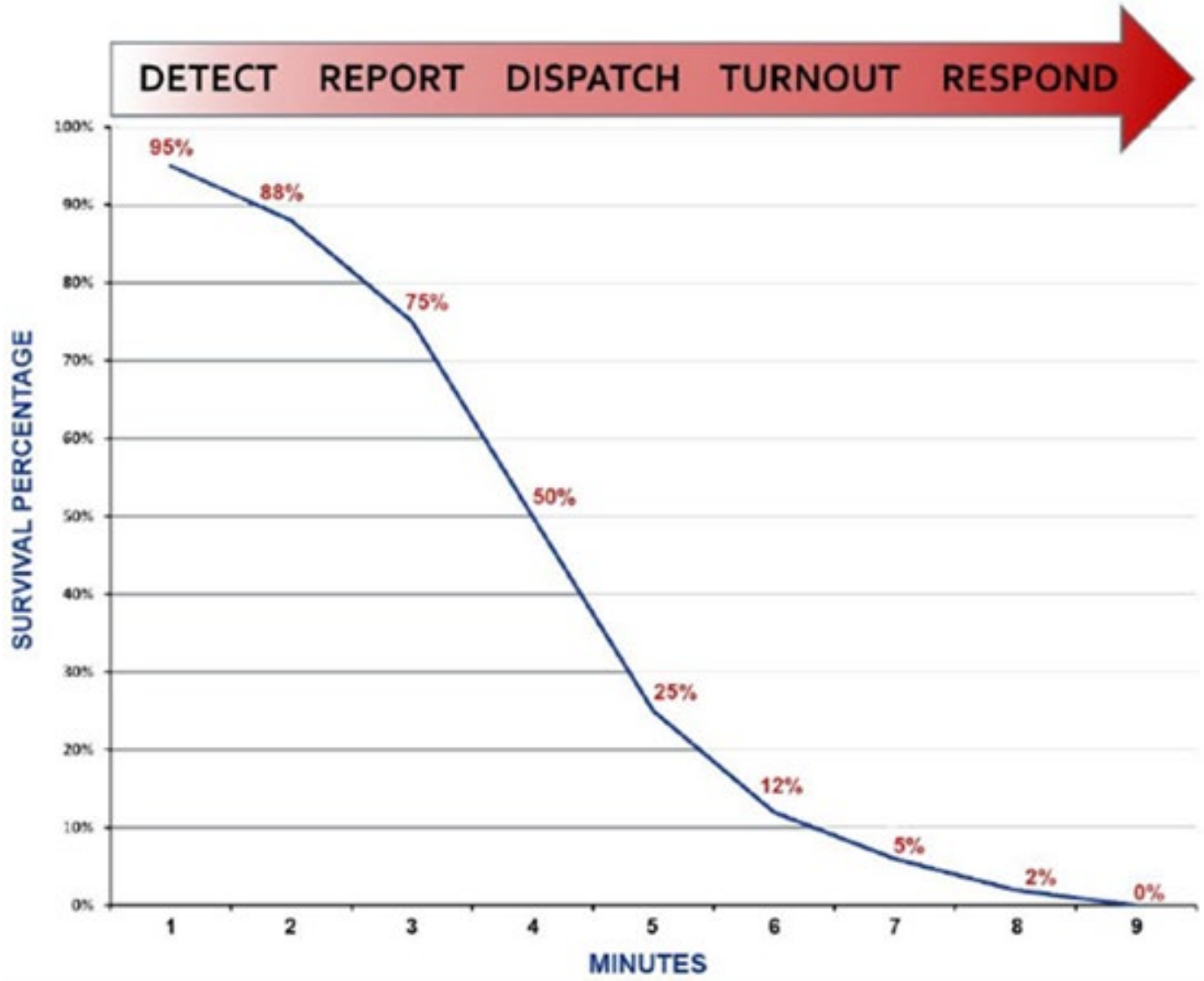
Response Time Criteria

- Call Processing Time – 911 call receipt to station alerting (tone)
- Turnout Time – Station alerting to wheels rolling (enroute)
- Travel Time – Enroute to on-scene (curb to curb)
- Response Time – Turnout + Travel
- Total Response Time – Call Processing + Turnout + Travel
- Does not account for pre 911 call initiation


Call Processing
Turnout Time
Travel Time
Response Time
Total Response Time



Home Fire Sprinkler
COALITION
Protect What You Value Most
HomeFireSprinkler.org



Cardiac Arrest Survival

Metrics – Benchmark vs Performance

Performance Metric	Performance Benchmark	Performance Actual	Performance Standard
Call Handling Time	1:00 (mm:ss)	0:46 (mm:ss)	90%
First Unit Turnout Time (All Incidents)	1:30 (mm:ss)	2:03 (mm:ss)	90%
First Unit Travel Time (Emergent)	9:00 (mm:ss)	9:38 (mm:ss)	90%
First Unit Response Time (Emergent)	11:30 (mm:ss)	12:03 (mm:ss)	90%

U.S. Administration – Fire Confinement Research

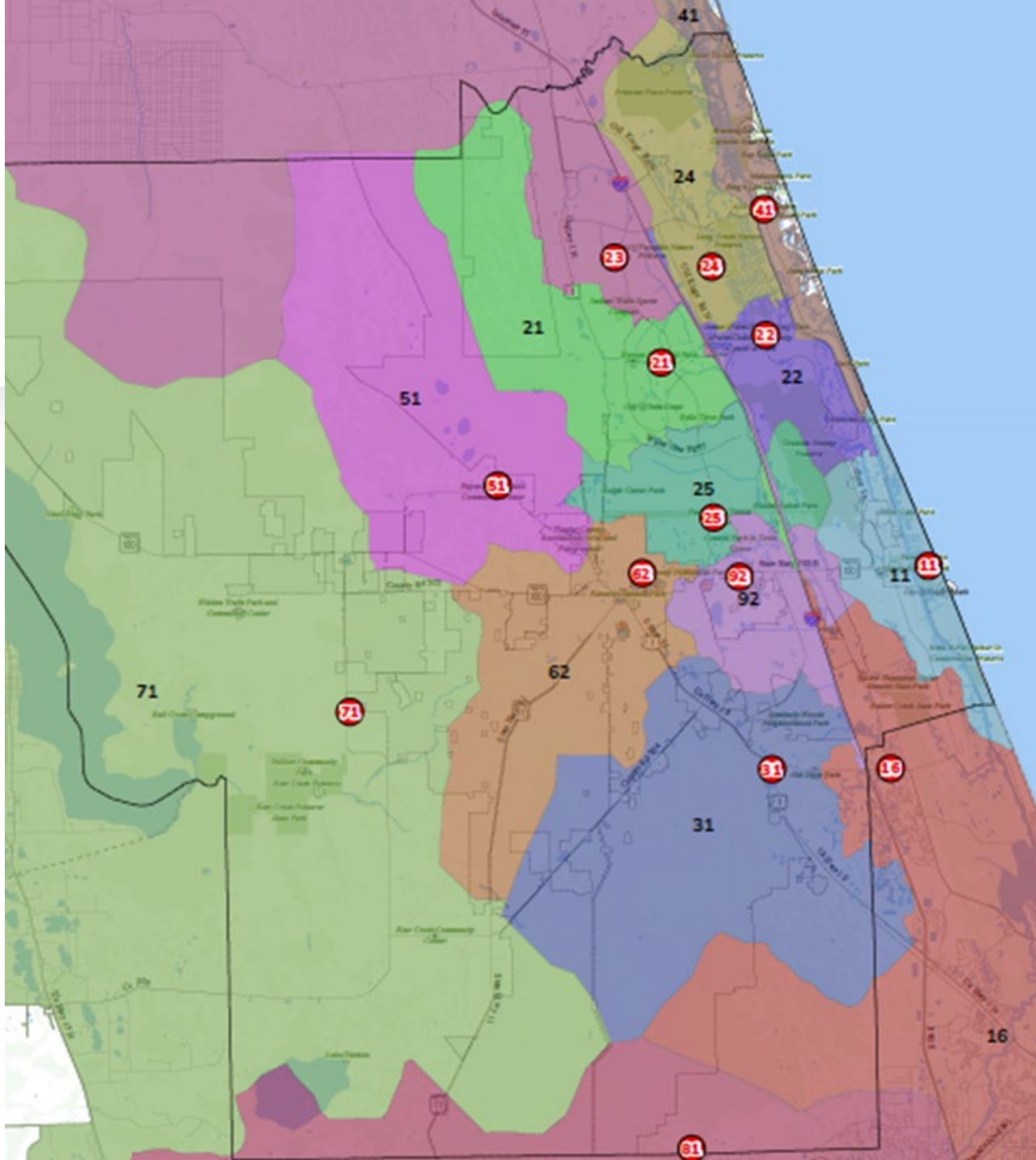
Extension	Rates per 1,000 Fires		
	Civilian Deaths	Civilian Injuries	Avg. Loss / Fire
Confined to room of origin	1.91	25.32	$2,993
Beyond room of origin but confined to floor of origin	22.73	64.13	$7,445
Beyond the floor of origin	24.63	60.41	$58,431

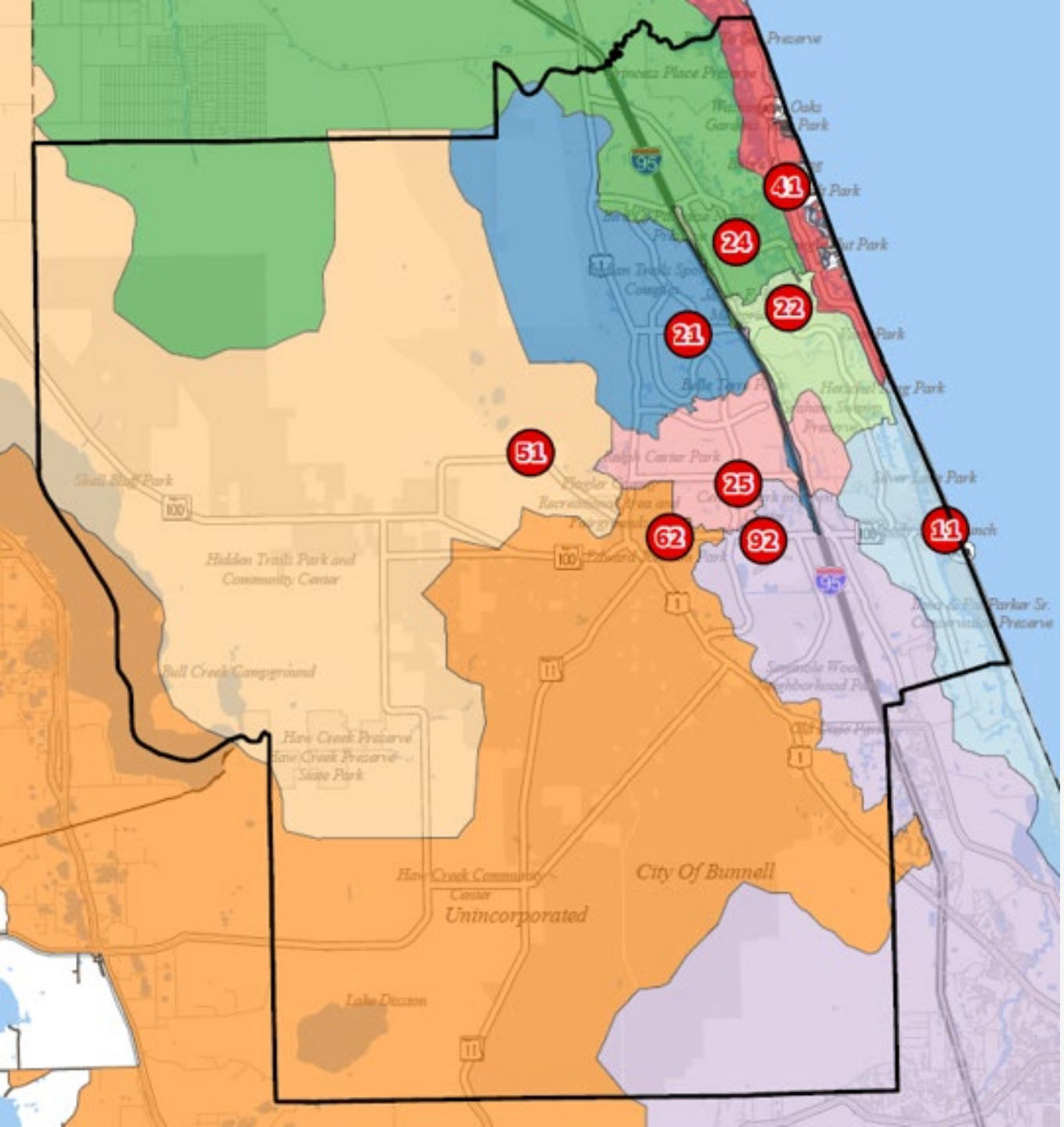
Travel Time: Goal vs Performance

Incident Type	Travel Time Goal	Actual Performance
EMS	8 minutes (480 seconds)	81%
Fire	8 minutes (480 seconds)	72%
All Other Incidents	8 minutes (480 seconds)	83%

Fire Engine – First Due Zones

- 14 total stations
  - 6 municipal
  - 8 County
    - 6 career
    - 2 volunteer
  - 1 station (16) inside Volusia County
  - 1 station (Rima Ridge) staffed by Volusia County





“Rescue” First Due Zones

- 5 Recues in municipal stations
  - 4 in Palm Coast
  - 1 in Flagler Beach
- 4 Rescues in county stations
  - Not in Station 16 (Volusia)
  - Not in Rima / Hunter’s Ridge
  - Not in Station 71 (St. Johns)

Incident Categorization

100 - Fire	600 - Good intent call
• Structure Fire • Mobile property (vehicle) fire • Natural Vegetation Fire • Outside Rubbish Fire	• Dispatched/Cancelled Enroute • Controlled Burning • Steam/Gas • EMS Call Where Patient Has Been Transported
200 - Overpressure, rupture, explosion (no fire)	700 - False alarm and false call
• Overpressure rupture from steam (no fire) • Overpressure rupture from air or gas - no fire • Overpressure rupture, chemical reaction - no fire • Explosion (no fire)	• Malicious, mischievous false alarm • Bomb scare • System or detector malfunction • Unintentional system/detector operation - no fire
300 - Rescue/Emergency Medical Service incidents	800 - Severe weather and natural disaster
• Medical assist • Emergency medical service (EMS) incident • Search for lost person • Extrication, rescue • Water or ice-related rescue	• Earthquake assessment, not rescue/other service • Flood assessment, not water rescue • Windstorm, tornado/hurricane assessment • Lightning strike (no fire), includes investigation • Severe weather or natural disaster standby
400 - Hazardous condition (no fire)	900 - Special incident type
• Combustible/Flammable spills & leaks • Chemical release, reaction or toxic condition • Radioactive condition/Biological Hazard • Electrical wiring/equipment problem	• Citizen complaint, includes code violations
500 - Service call	
• Person in distress • Animal Problem • Public Service Assist • Unauthorized Burning	

Factors Impacting Staffing Levels

- No national standards establishing minimums
- Industry standards and best practices
  - National Fire Protection Association 1710
    - Number of firefighters needed for certain types of fire (i.e., residential vs. high rise)
  - Insurance Services Organization
    - Distance from fire station and water supply
  - American Heart Association
    - Time from cardiac / respiratory arrest
- Collectively these form framework for determining levels of service
- Every community must determine its desired level of service

Effective Response Force

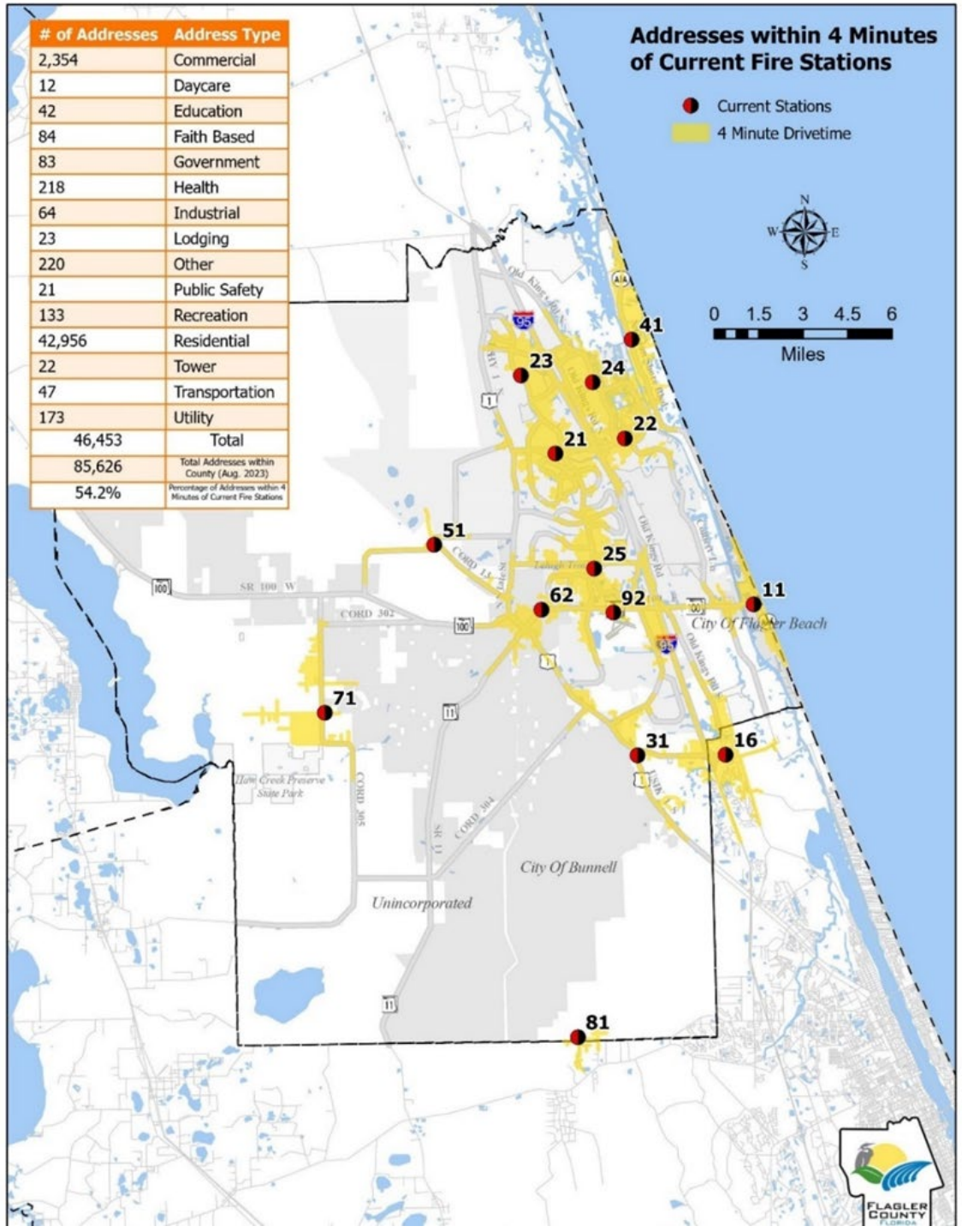
Occupancy Type	Effective Response Force (Firefighters)
Single Family Dwelling	17
Open-Air Strip Mall	28
Apartments	28
High-Rise	43

Community Served - Current Conditions

- 570 Square Miles
  - 485 square miles of land
  - 85 square miles of water
- EMS pre-hospital transport service
  - Flagler County entirety
- Fire Services
  - Unincorporated County
  - Beverly Beach
  - Bunnell
  - Marineland

Historical Approaches to Staffing / Station Locations

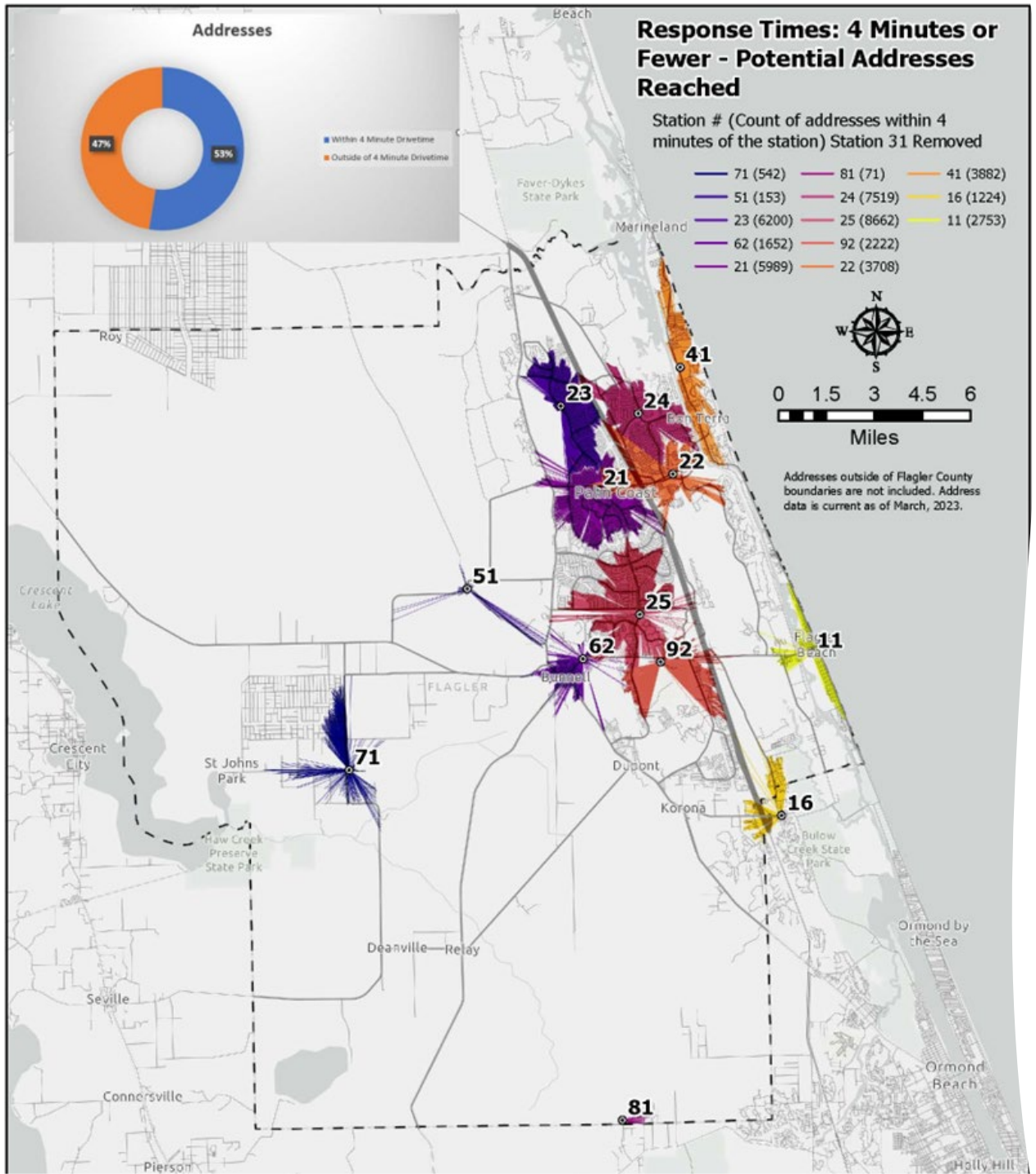
- Staffing
  - Reactive following a system breakdown
    - Quantity of 911 calls cause:
      - longer response times
      - Overlapping / concurrent calls
      - Longer incident commit times
- Station Location
  - Free land
  - Evolved out of volunteer systems



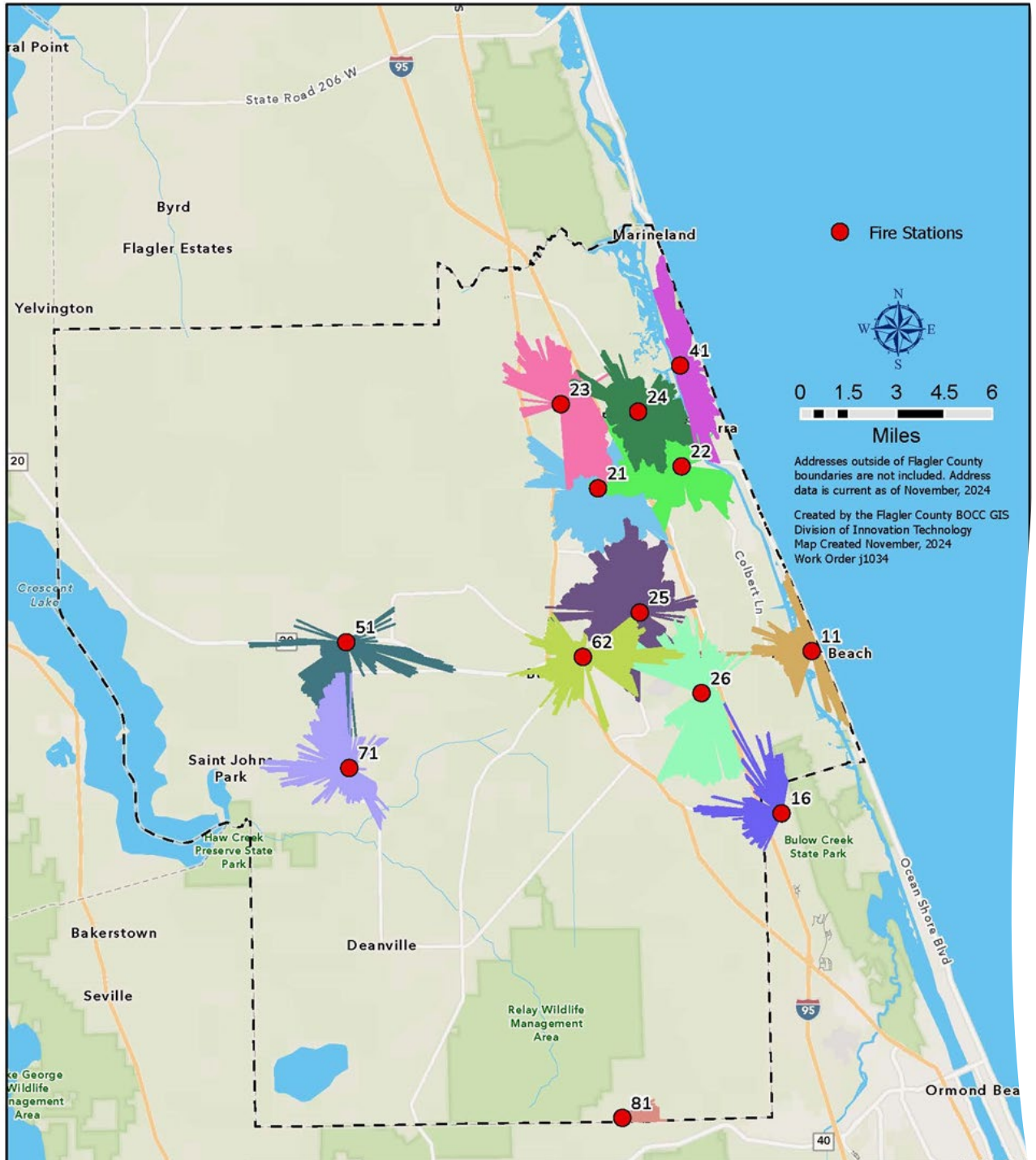
# of Addresses	Address Type
2,354	Commercial
12	Daycare
42	Education
84	Faith Based
83	Government
218	Health
64	Industrial
23	Lodging
220	Other
21	Public Safety
133	Recreation
42,956	Residential
22	Tower
47	Transportation
173	Utility
46,453	Total
85,626	Total Addresses within County (Aug. 2023)
54.2%	Percentage of Addresses within 4 Minutes of Current Fire Stations

Addresses within 4 Minutes

- 46,453 - 911 address points
- All occupancy types



Current Stations – 4 Minutes

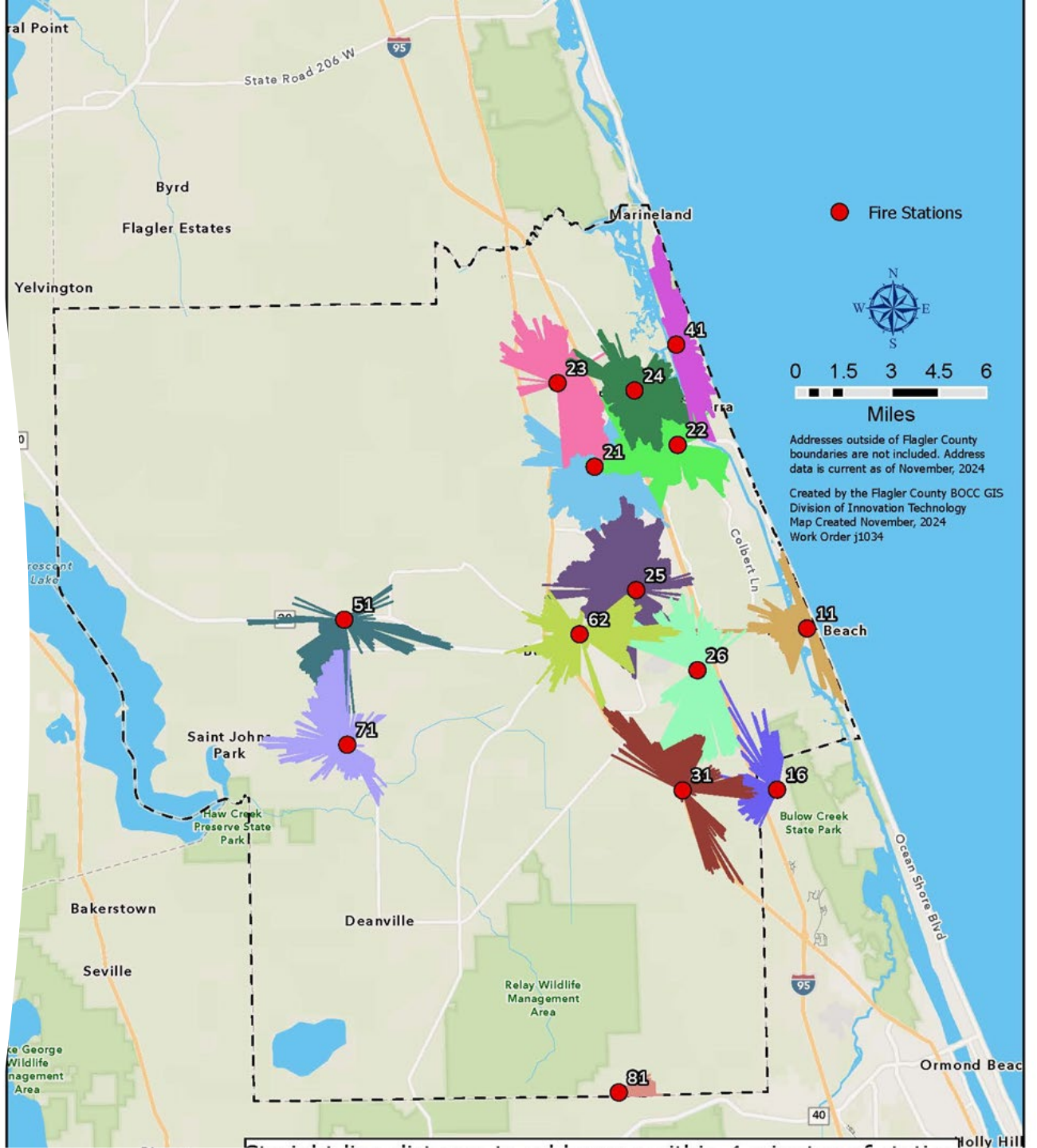


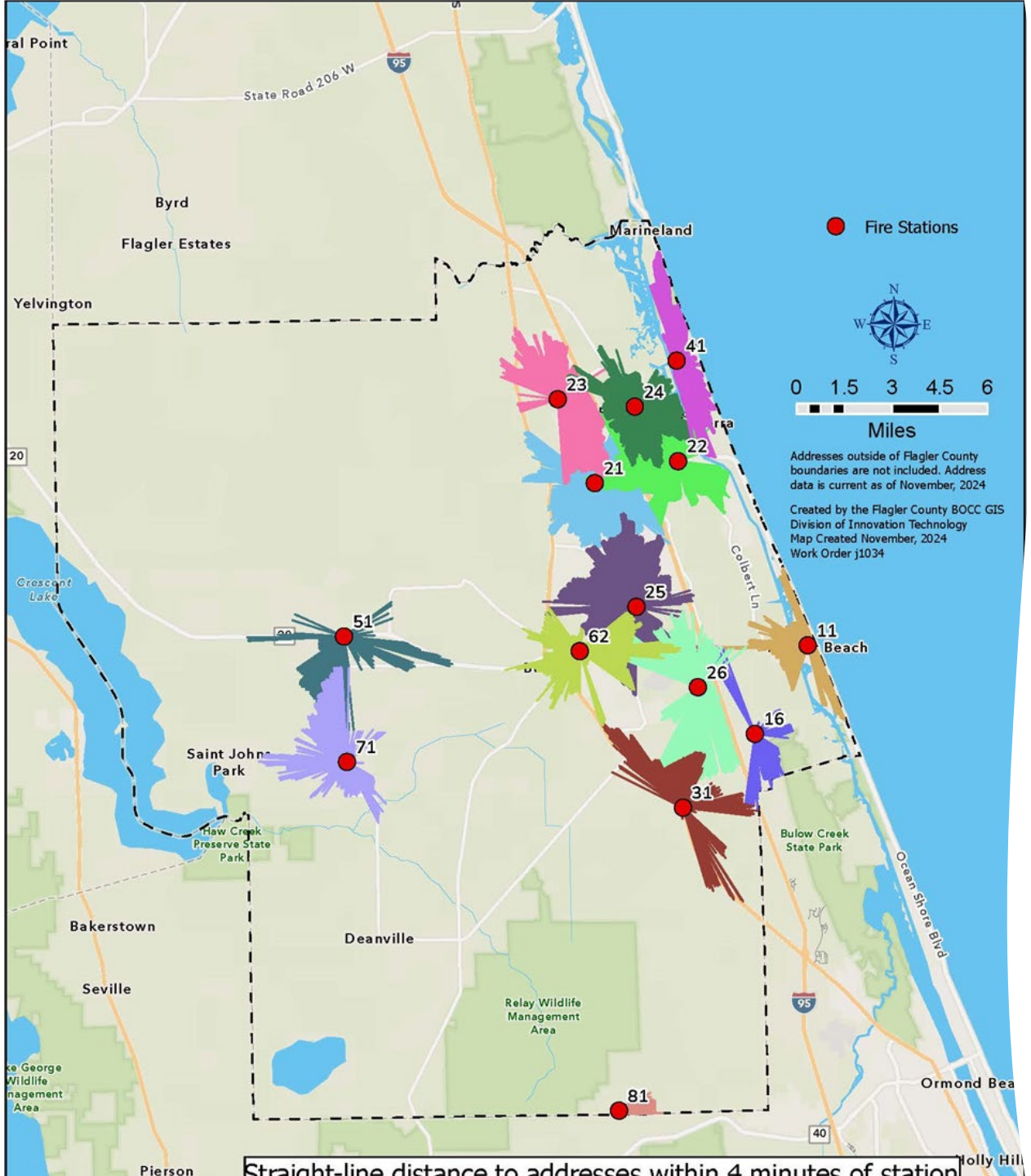
Optimized – Station 92 to Station 26

- Station 51 moved to CR 305 and SR 100.
- Station 92 Rescue relocated to PCFD Station 26
- Station 16 remaining in Volusia County
- Station 81 still staffed by Volusia County

Optimized – Station 31 Operational

- Current facility built in 1985.
- Not designed for habitation (24/7 operation)
- Provide service to South US 1 (i.e., Plantation Bay)



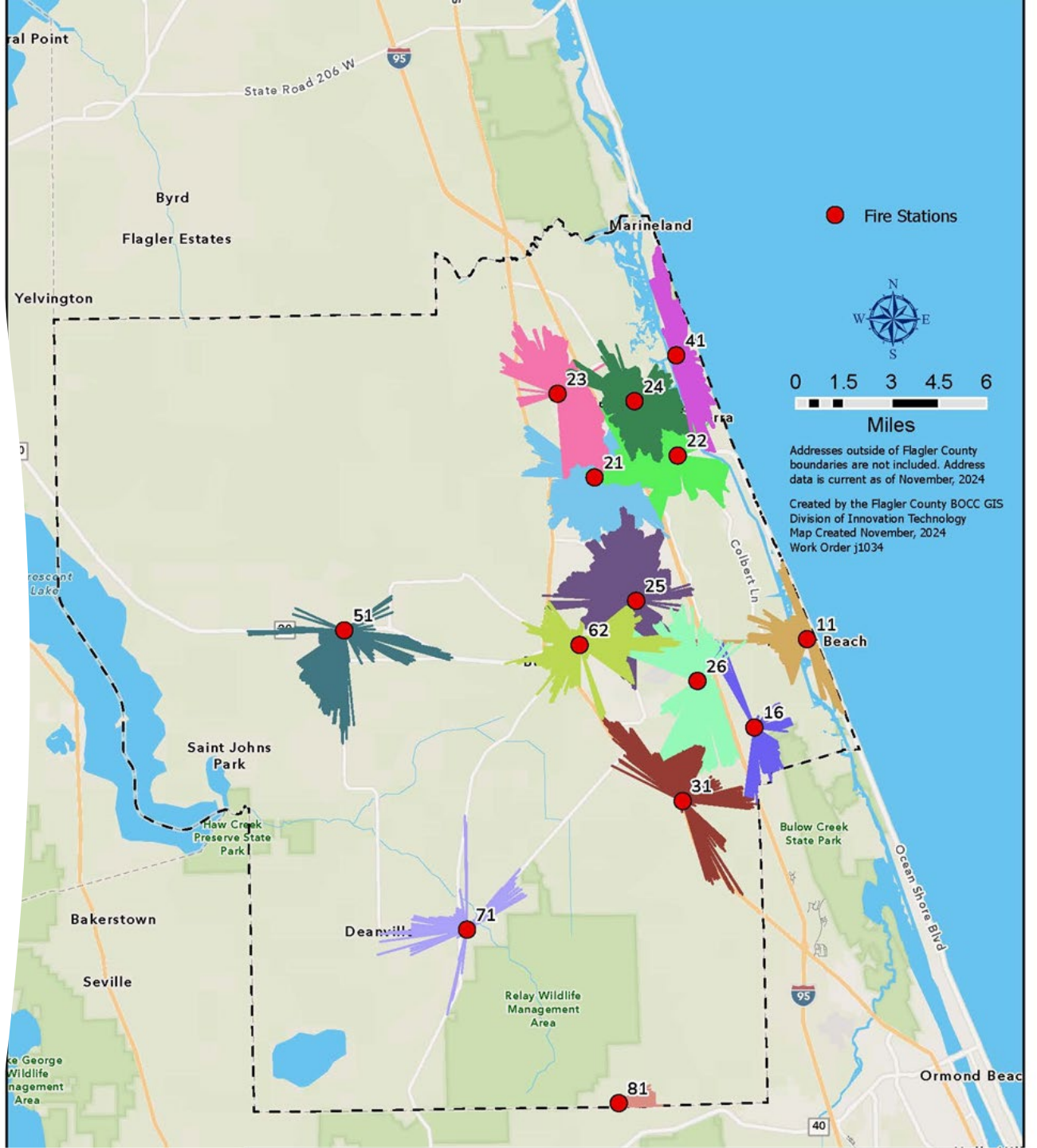


Optimized - Station 16 into Flagler County

- Current facility physically sits in Volusia County
- Significant incident count into Volusia County
- Would better serve areas along Old Kings Rd

Optimized – Station 71 Relocated

- Current facility built in 1985
- Not designed for 24/7 habitation
- Repeated flooding occurrences
- Overlap of future Station 51 service area
- Relocation would better serve South SR 11



Proactive Programming

- Staffing
  - Predetermined “trigger points”
  - Ensures available resources at 911 request
  - Improved mental health of responders
  - Smoothing the growth emergency response resources
- Station Locations
  - Strategically located
  - Distance from an emergency response facility
  - Time from an emergency response facility

Future Impact Considerations

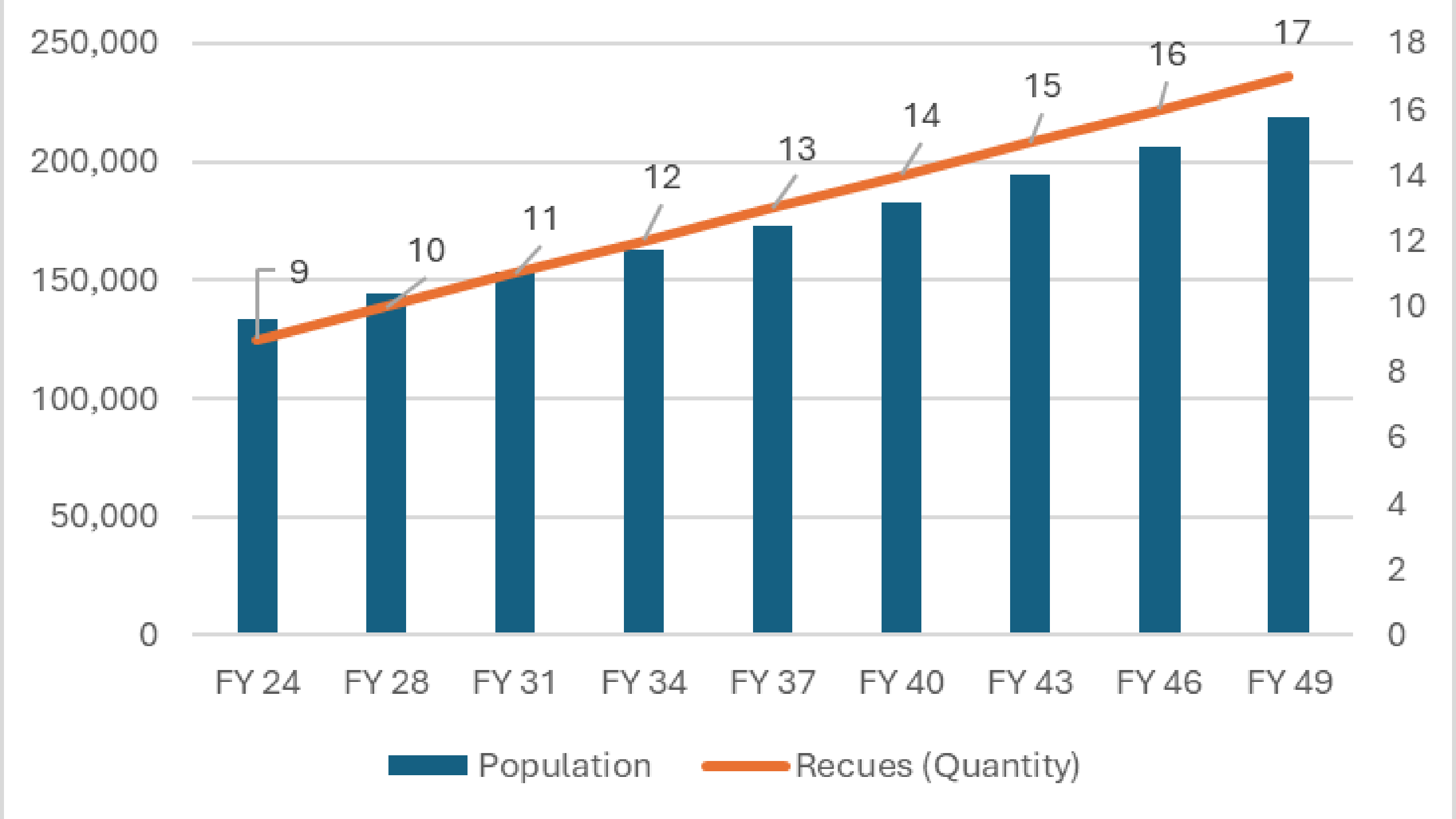
- Palm Coast Development of Regional Impact (DRI)
- State Road 100 DRI
- Town Center DRI
- Neoga Lakes DRI
- Old Brick Township DRI
- Reserve at Haw Creek

Items for Consideration

- Five road miles (ISO standards) from an existing structure, except in rural and remote areas, or where a mutual aid agreement is not possible;
- Achieve the Flagler County identified response time goal for a service demand zone;
- Demand in the proposed service area exceeds agency performance metrics for availability, reliability and concentration;
- County / municipal response overlaps coordinated to ensure any overlap occurs in a manner that benefits both agencies and constituents and maintain a distributed workload;
- Potential for municipal annexation and growth will be considered to avoid future station relocation.

Rescue Staffing thru Fiscal Year 2049

Fiscal Year	Population	Call Volume	EMS Call Volume	Rescues (Quantity)
FY 2023	130,756	18,946	14,138	8
FY 2024	133,371	20,539	15,404	9
FY 2028	144,365	22,232	16,674	10
FY 2031	153,201	23,593	17,695	11
FY 2034	162,579	25,037	18,778	12
FY 2037	172,530	26,570	19,927	13
FY 2040	183,090	28,196	21,147	14
FY 2043	194,297	29.922	22,441	15
FY 2046	206,189	31,753	23,815	16
FY 2049	218,809	33,697	25,272	17


250,000
200,000
150,000
100,000
50,000
0
18
16
14
12
10
8
6
4
2
0
9
10
11
12
13
14
15
16
17
FY 24
FY 28
FY 31
FY 34
FY 37
FY 40
FY 43
FY 46
FY 49
Population
Recues (Quantity)

Benchmark Agencies

Agency	Sq. Miles	Population	Transport Units	Units / 1,000 Population
Indian River County	502	170,000	15	1 to 11,333
St. Lucie County	572	368,628	22	1 to 16,755
Nassau County	725	110,000	9	1 to 12,222
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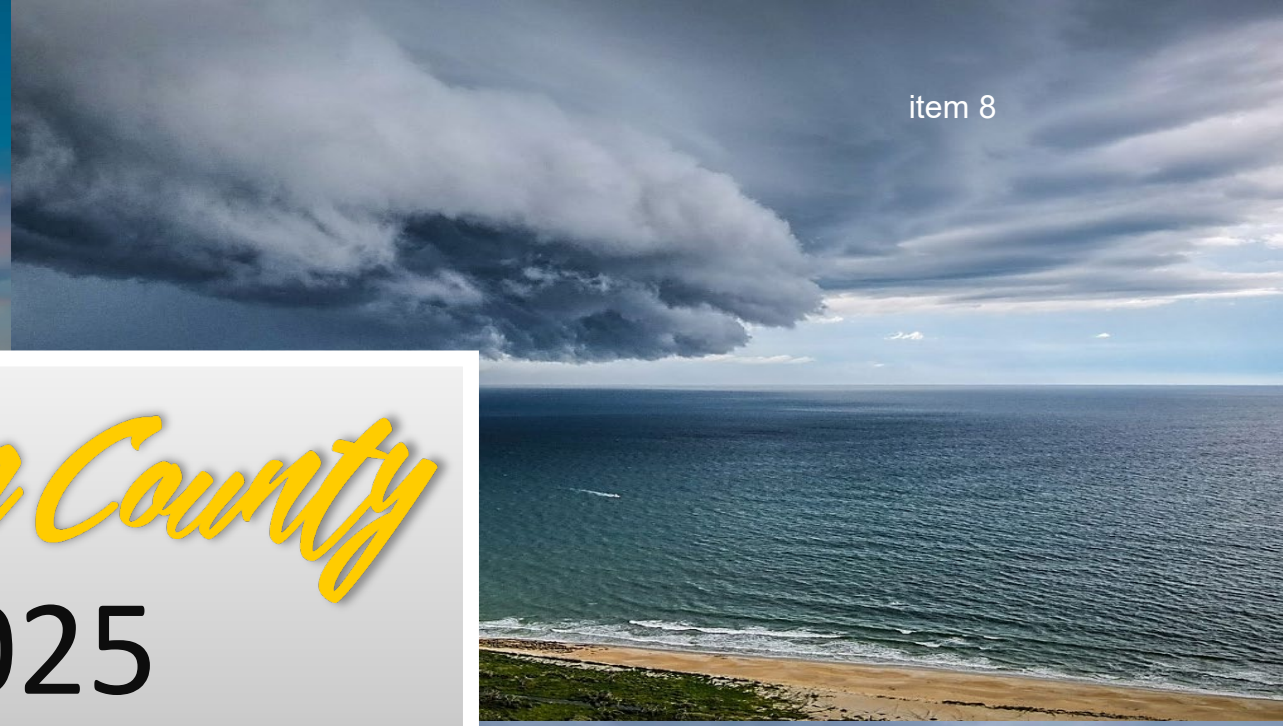
Engine Staffing thru Fiscal Year 2048

Fiscal Year	Population	Call Volume	Engines (Quantity)
2026	138,759	21,369	5
2028	144,365	22,232	6
2033	159,391	24,546	7
2038	175,980	27,101	8
2043	194,297	29,922	9
2048	214,519	33,036	10

Recommendations

- Adopt County response time goals
  - Call handling times
  - Turnout times
  - Travel times
  - Response times
  - Total response times
- Measure all response goals using fractile standard of 90%
- Adopt standard of 1 Rescue (transport unit) per 14,000 population
- Adopt implementation criteria for opening of new fire stations
  - 5,500 or more residents in a contiguous area outside 5 mile of an existing station.
- Implement staffing formula of:
  - 0.50 paramedics to 1,000 population (countywide)
  - 2.8 firefighters to 1,000 population (FCFR areas of responsibility)





Flagler County

2025

Legislative Report





Bill Status – Tax, Homestead and Property Exemptions

Monitoring approximately 120 bills this session.
Tax, Homestead and Property Exemption Bills:

- HB 111 - Sales Tax Exemption for Disabled Veterans
- HB 165 - Tax Exemptions for Surviving Spouses of Quadriplegics (Bill added to Special Order Calendar (4/16/2025)
- SB 290 - Property Tax Exemption for Surviving Spouses of Veterans
- SB 298 / HB 321 - Ad Valorem Tax Exemption for Nonprofit Homes for the Aged (Now in State Affairs Committee on Tuesday, April 1, 2025)
- HJR 357 / HB 359 - Property Tax Exemptions
- CS/HB 411 / SB 488 - Affordable Property Ad Valorem Tax Exemption on Leased Land (Added to Commerce Committee agenda on Friday, April 11, 2025)
- HB 617 - Local Government Approval of Affordable Housing Property Tax Exemptions
- SB 1018 - Homestead Exemptions
- CS/HB 1259 / SB 1512 - Property Tax Exemption and Assessment Limitation on Long-term Leased Property (Now in Commerce Committee on Wednesday, April 2, 2025) (On Committee agenda-- Finance and Tax, 04/15/25)
- SB 1306 - Exemption from Ad Valorem Taxes of Child Care Facilities

Bill Status – revenue and assessment

Revenue and Assessment Bills:

- CS/SB 176 - Assessment of Homestead
- SB 432 / HB 771 (similar) - Power of County Commissioners to Levy Special Assessments
- SB 996 - Revenues from Ad Valorem Taxes
- HB 1027 / SB 1178 - Homestead Assessment Limitation
- CS/HB 1041 / SB 1092 - Assessment of Homestead Property (elevating home) Added to Second Reading Calendar on Wednesday, April 2, 2025
- HJR 1039 / SJR 1190 (similar) / SB 1192 (linked) - Limitation on the Assessment of Homestead Property (joint resolution related to prohibiting changes to homestead to mitigate flood damage)
- SB 1158 - Working Floridians Tax Rebate Program

Bill Status - Other

- CS/SB 110 / HB 1427 - Rural Communities (Added to Health & Human Services Committee agenda on Friday, April 11, 2025)
- CS/CS/SB 180 / HB 1535 - Emergency Preparedness and Response (In Messages on Wednesday, April 9, 2025)
- CS/CS/CS/SB 184 – Housing (In Messages on Wednesday, April 9, 2025)
- HB 281 / SB 1104 - Local Government Code Enforcement
- CS/HB 301 / SB 1570 - Suits Against the Government (Bill added to Special Order Calendar (4/16/2025) on Thursday, April 10, 2025)
- CS/SB 420 - Official Actions of Local Governments
- CS/HB 665 - Local Government Impact Fees and Development Permits and Orders (Now in Commerce Committee on Thursday, April 10, 2025)
- HJR 679 / SJR 802 - Term Limits for Members of Boards of County Commissioners and District School Boards
- CS/SB 818 – Utility Relocation
- SB 852 - Study on the Elimination of Property Taxes
- SB 1114 - Tourist Development Tax
- SB 1116 - Tourist Development Tax
- HB 1125 - Regional Planning and Economic Development see also: CS/SB 1264 - Rural and Urban Business Enterprises (Appropriations Committee on Transportation, Tourism, and Economic Development, 04/15/25)
- CS/HB 1211 – Public Safety Now in Justice Budget Subcommittee on Thursday, April 3, 2025
- HJR 1263 / SJR 1454 - Election of County Commissioners and Superintendent of Schools
- HB 1265 / SB 1456 - Elections of County Commissioners, District School Board Members, and District School Superintendents (Added as workshop bill to Intergovernmental Affairs Subcommittee agenda on Monday, April 7, 2025)
- SB 1664 / HB 1221 – Local Option Taxes (On Committee agenda-- Finance and Tax, 04/15/25)
- HB 6031 - Tourist Development Taxes

CS/SB 110 / HB 1427 - Rural Communities

- HB 1427 creates the Office of Rural Prosperity within the Department of Commerce (Department) for the purpose of supporting rural communities, helping them navigate available state and federal resources, and representing rural interests across state government. By October 1, 2025, the Office must establish and staff seven regional rural community liaison centers across the state for the purpose of providing in-person state support to rural local governments.

- The bill requires (OPPAGA) Office of Program Policy Analysis and Government Accountability and the Office of Economic and Demographic Research (EDR) to prepare a report on the impact of Florida Statutes on rural communities. Specifically, the two entities must review definitions in the Florida Statutes of terms such as "rural community," "rural area of opportunity," and similar terms used to define rural areas of the state to assess whether the current definitions are appropriate, whether appropriate metrics are used to describe these communities and if statutory changes are needed.

- The bill updates definitions related to fiscally constrained counties (FCC). For example, the bill increases the FCC threshold from a county that raises $5 million in property tax revenue per 1 mill, to $10 million per 1 mill.

- The bill establishes the Renaissance Grant Program to be administered by the Office. Under the program, the Office will provide $1 million block grants to counties which are "growth-impeded," meaning a county has had a declining population over the last ten years, as certified by the EDR.

- Currently allocations are population-based, with the minimum allocation for each county within the State Housing Initiatives Partnership (SHIP) Program set at $350,000. The bill increases the minimum allocation for each county to $1 million which will provide additional funding to rural communities.

- The bill creates the Florida Arterial Road Modernization (FARM) Program within FDOT to provide capacity and safety improvements to two-lane arterial roads located in rural communities. Beginning in fiscal year 2025-2026, FDOT is directed to allocate from the State Transportation Trust Fund a minimum of $50 million annually to fund the FARM Program.

- The bill redirects a portion of vehicle title fees, which are currently directed to the state's general revenue fund, to the State Transportation Trust Fund to increase funding available for SCRAP.

HB 165 – Tax Exemptions for Surviving Spouses of Quadriplegics

Under current law, homestead property used and owned by a quadriplegic person is exempt from property taxes. To be eligible for the exemption; the disabled person must provide proof of his or her disability to the property appraiser in the county where the homestead property is located. Currently, this property tax exemption does not carry over to the surviving spouse of the quadriplegic person when the quadriplegic person predeceases his or her spouse.

This bill implements the amendment to Article VII, Section 6 of the Florida Constitution, proposed by HJR 163, to allow the ad valorem tax exemption available to a quadriplegic person to carry over to his or her surviving spouse if the quadriplegic person predeceases his or her spouse. The exemption would apply to the property until the surviving spouse remarries or disposes of the property. If the surviving spouse moves, the dollar amount of the exemption as reflected in the most recent tax roll can be transferred to the surviving spouse's new residence.

Fiscal or Economic Impact:
The Revenue Estimating Conference (REC) estimated the bill to have a zero or negative indeterminate impact on local government revenues due to the need for approval by the voters of the constitutional amendment proposed by HJR 163. If approved by the voters, and assuming current millage rates, the REC estimated the bill to have a negative recurring impact on school tax revenues of $0.4 million and $0.7 million on non-school tax revenues in Fiscal Year 2025-26.

SB 180 / HB 1535 - Emergencies

The bill requires each county and municipality to post certain information pertaining to storm preparation and recovery online, including a post-storm permitting plan and recovery guide. It requires local government personnel who perform key post-disaster response activities to complete a training every two years. The bill requires the Division of Emergency Management (DEM) to assist local governments by creating a template for emergency management plans and guidance on the creation of mutual aid agreements. The bill creates new provisions relating to debris removal, including requiring DEM to assist fiscally constrained counties with debris removal from roadways after hurricanes that are Category 3 or higher. The bill amends provisions related to shelters to ensure shelter needs are addressed at the county level. The bill prohibits certain local government actions post-hurricane that place a moratorium or other restrictions on development and creates a statewide substantial improvement lookback period for purposes of the National Flood Insurance Program. The bill also updates emergency election procedures, including provisions relating to early voting, voting by-mail, ballot intake stations, and poll worker requirements.

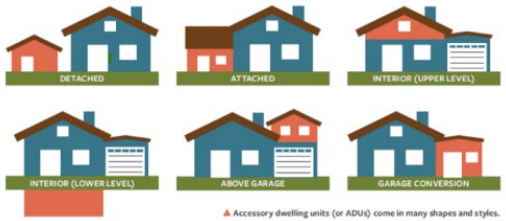
FYI – Rep. McFarland's Emergencies bill (HB 1535), which is not currently linked to SB 180 but looks to be the vehicle in the House this session, is up in the House TED Budget Subcommittee.

CS/CS/CS/SB 184 – Housing

This bill requires each county and municipality to enact an ordinance, by December 1, 2025, to allow accessory dwelling units (ADUs) in all single-family residential areas. The bill expressly allows local governments to regulate the permitting, construction, and use of ADUs. The bill also allows certain land donated to a local government for affordable housing to be used to provide affordable housing to military families receiving the basic allowance for housing. Current law establishes a system in which local governments may issue density bonuses to landowners that donate land to the local government for affordable housing,

Accessory dwelling units, or ADUs, have been proposed as a way to add housing stock to address the country's housing crisis. ADUs are independent living spaces, outfitted with their own kitchen, bathroom, and sleeping area, and located on the same lot as a primary dwelling, but are smaller in size. Florida Statutes defines ADU as "an ancillary or secondary living unit that has a separate kitchen, bathroom, and sleeping area existing either within the same structure, or on the same lot, as the primary dwelling unit."

ADUs go by many different names, including accessory apartments, secondary suites, and granny flats. ADUs can be converted portions of existing homes (i.e., interior ADUs), additions to new or existing homes (i.e., attached ADUs), or new stand-alone accessory structures or converted portions of existing stand-alone accessory structures (i.e., detached ADUs). The graphic illustrates the various options for the construction or conversion of ADUs.



SB 298 / HB 321 – Ad Valorem Tax Exemption for Nonprofit Homes for the Aged

Effect of the Bill:
The bill creates additional eligibility for exemption from ad valorem taxation for property used as a home for the aged to include property owned by a Florida limited partnership whose sole general partner is:

- An entity not licensed under ch. 429, F.S.; (Chapter 429, F.S., governs the licensure of assisted living facilities, adult family-care homes, and adult day care centers.)
- Wholly owned by a corporation not for profit under ch. 617, F.S.; and
- Exempt from federal income taxation under 501(c)(3) of the Internal Revenue Code.

The additional eligibility for the exemption provided by the bill would first apply to the 2026 ad valorem tax roll.

Fiscal or Economic Impact:
The Revenue Estimating Conference estimates that the bill will not impact state government revenues and will have a recurring negative impact on local government revenues of -$0.6 million beginning in Fiscal Year 2025-26.

CS/HB 301 – Suits Against the Government

Staff Analysis:
Statutory Caps
CS/HB 301 increases the existing caps on the recovery of awards against a governmental entity. For a claim that accrues between October 1, 2025, and September 30, 2030, the cap is increased to $500,000 per person from $200,000 and the cap for multiple claims or judgments arising out of the same incident is increased to $1,000,000 from $300,000; the bill provides for one automatic increase in the caps for claims accruing on or after October 1, 2030. The limitations of liability in effect on the date the claim accrues apply to the claim. The bill includes a one-time automatic increase to the caps beginning on October 1, 2030, to $600,000 per person and $1,100,000 per incident

Fiscal or Economic Impact:
By increasing the sovereign immunity caps, the bill increases the possibility that the state and its agencies will spend more of their resources to satisfy tort claims.

*How much do you estimate that the proposed changes will have on your insurance coverage?
Early estimate for Flagler County is for a 30% to 50% increase in the GL and AL rates. So anywhere between $125K and $210K annually.

CS/HB 411 / SB 488 - Affordable Property Ad Valorem Tax Exemption on Leased Land

The exemption will now apply to nonprofit charities that lease land used for affordable housing from a housing finance authority, and then sublease the property for 99 years for the purpose of providing affordable housing, rather than requiring the nonprofit to own the property directly.

FISCAL OR ECONOMIC IMPACT:

LOCAL GOVERNMENT:
The Revenue Estimating Conference has estimated that this bill will have an insignificant negative impact on local government revenue.

CS/HB 665 - Local Government Impact Fees and Development Permits and Orders

The bill prohibits a county or municipality from requiring an applicant for a development permit or development order to install a work of art, pay a fee for a work of art, or reimburse the local government for any costs that the local government may incur related to a work of art, as a condition of processing or issuing the development permit or development order. The bill also amends the Florida Impact Fee Act (Act) to define "extraordinary circumstances" and requires a local government seeking to increase an impact fee rate beyond the phase-in limitations established by the Act to conduct a demonstrated-need study using a plan-based methodology and requires the demonstrate-need study to show the presence of certain factors.

Under the Act, a county, municipality, school district, or special district may increase in impact fee subject to the following phase-in limitations:

- Increases of up to 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted.
- Increases between 25 and 50 percent of the current rate must be implemented in four equal annual increments beginning with the date on which the increased fee is adopted.
- An impact fee increase may not exceed 50 percent of the current impact fee rate. An impact fee may not be increased more than once every four years.

A county, municipality, school district, or special district may also increase an impact fee rate beyond these phase-in limitations by establishing the need for the increase, provided the following criteria are met:

- A demonstrated-need study justifying any increase in excess of those authorized by the Act has been completed within the 12 months before the adoption of the impact fee increase and expressly demonstrates the extraordinary circumstances necessitating the need to exceed the phase-in limitations.
- The local government jurisdiction has held not less than two publicly noticed workshops dedicated to the extraordinary circumstances necessitating the need to exceed the phase-in limitations set forth in the Act.
- The impact fee increase ordinance is approved by at least a two-thirds vote of the governing body.

HJR 679 / SJR 802 - Term Limits for Members of Boards of County Commissioners and District School Boards

EFFECT OF THE BILL:

For county commissioners, the joint resolution proposes that the eight-year limit applies to terms of office beginning after November 3, 2026. For district school board members, the resolution proposes that the eight-year limit applies to terms of office beginning on or after November 8, 2022.

Because the joint resolution proposes a state constitutional amendment, it requires a three-fifths vote of the membership of each house of the Legislature to appear on the next general election ballot. If the joint resolution is placed on the ballot, it must be approved by at least 60 percent of the electors voting on the measure for passage.

*SCC is actively trying to get an amendment to this bill that will remove the requirement of a constitutional amendment and just have it on the ballot for each county so the voters may decide if they want term limits and the exact requirements of the term.

CS/SB 818 – UTILITY RELOCATON

Effect of Proposed Changes:

Section 1 revises the process under which utilities located within a public road or publicly-owned rail corridor must be relocated when such utility is found by an authority to be unreasonably interfering in any way with the convenient, safe, or continuous use, or the maintenance, improvement, extension, or expansion, of such public road or publicly-owned rail corridor. Specifically, the bill requires that when a utility owner receives written notice of such a finding by an authority (FDOT and local government entities), it must within 30 days, provide such authority with a reasonable utility relocation schedule to expedite the completion of that authority's construction or maintenance project identified in the notice.

The bill also extends the time, from 30 days to 60 days, to initiate the work. In addition, the bill provides an exemption for broadband Internet providers, and cable service and video service providers, from the general requirement that utility owners bear the cost of relocating utilities placed upon, under, over, or within the right-of-way limits of any public road or publicly-owned rail corridor which is found by the authority to be unreasonably interfering in any way with the convenient, safe, or continuous use, or the maintenance, improvement, extension, or expansion, of such public road or publicly-owned rail corridor. The bill provides, instead, that the authority requiring such relocation must pay the entire expense of the relocation work. The general requirement is that the utility owner must pay for such relocation.

CS/HB 1041 / SB 1092 - Assessment of Homestead Property

- The bill provides that changes, additions, or improvements that replace all or a portion of homestead property, damaged or destroyed by misfortune or calamity, must be calculated using the assessed value as of the January 1 immediately before the date on which the damage or destruction was sustained when the total square footage of the homestead does not exceed 110 percent of the square footage before the damage or destruction or 2,000 square feet, rather than 1,500 square feet.

- The bill specifies that changes, additions, or improvements that replace or are made to homestead property to elevate such property for the purpose of mitigating the impacts of flood damage do not increase the property's assessed value for purposes of ad valorem property taxes if:
    - The square footage of the property after the voluntary elevation does not exceed 2,000 square feet; or
    - The square footage of the property after the voluntary elevation does not exceed 110 percent of the square footage of the property before the elevation.

- Any increase in the square footage beyond these thresholds must be assessed at just value. However, the bill provides that the area underneath an elevated structure which is dedicated only for parking, storage, or access may not be included in the 110 percent calculation.

*The Revenue Estimating Conference has not estimated the potential impacts of the bill on local government revenues. However, staff estimates that the bill will have a zero/negative indeterminate impact on local government revenues because the bill is contingent upon passage of the constitutional amendment proposed by HJR 1039. If approved by the voters, and assuming current millage rates, staff estimates the bill to have a negative recurring impact on local government revenues of $123.6 million (-$44.6 million on school taxes; -$79.0 million on non-school taxes) in Fiscal Year (FY) 2025-26. Because the bill is effective on January 1, 2027, if the constitutional amendment proposed by HJR 1039 (2025) is approved by the voters, cash impacts do not begin until FY 2027-28.

HB 1211 – Public Safety

The bill establishes Counterterrorism/Counterintelligence Unit within FDLE; revises definitions of "affiliated first responder organization" & "first responder" to include additional personnel in provisions relating to peer support for first responders; revises requirements for reporting of missing persons information; provides exemption from certain law enforcement basic training requirements for persons who have served as intelligence or counterintelligence officers or agents for specified time period; requires certain basic skills training in resilience for law enforcement officers; authorizes first responder amputees to continue to serve as first responders in certain circumstances; creates Florida Medal of Valor & Florida Blue/Red Heart Medal & provides requirements for such medals.

The adopted amendment removed provisions related to:

- Employment practices of first responders.
- Consolidation and operation of 911 services under the Sheriff.
- Requirement to conduct a feasibility study on hurricane-hardened public safety operations centers.
- Requirement to create a task force studying the consolidation of state law enforcement functions.

CS/HB 1259 / SB 1512 - Property Tax Exemption and Assessment Limitation on Long-term Leased Property

SB 1512 is linked to SJR 1510, which proposes an amendment to the Florida Constitution to allow the Legislature to provide the same homestead exemption and Save Our Homes benefits for additional properties subject to residential leases of 6 months or more which are owned by homesteaders already receiving those benefits on their permanent residences.

Section 1: provides a new assessment limitation similar to Save Our Homes for additional residential properties subject to a lease of 6 months or more that are owned by homesteaders. The method of assessing these properties is consistent with the current method for assessing homestead properties.

Section 2: requires applicants for the new exemption under the bill to apply by March 1st.

Section 3: provides for an exemption similar to the homestead exemption for additional residential properties subject to a lease of 6 months or more that are owned by homesteaders.

Section 4: clarifies that property assessed pursuant to the new assessment limitation would not be considered non homestead property and would not be assessed as such.

Section 5: provides that a value adjustment board may hear appeals regarding a determination of whether a change of ownership or control has occurred under the new assessment limitation requirements.

HB 1263 – Election of County Commissioners

HB 1263 - Election of County Commissioners and Superintendent of Schools - 2025
Joint Resolution Bill by Alvarez, D., Owen

Proposes an amendment to the State Constitution to require the membership composition of a board of county commissioners to be based on population, to require county commissioners to be elected by qualified electors who reside in same county commission district as commissioner, & to require superintendent of schools to be elected.

There is a similar bill in the Senate (SB 1554) but it has not moved at all this session.

SB 1264 / HB 1125 – Rural and Urban Business Enterprise

Originally the bill:

- Repeals and replaces statutory references to minority business enterprises with “certified rural or urban business enterprises,”
- Repeals regional planning councils and allows local governments to enter into agreements to form regional planning entities.
- Revises the definition of “rural community” under the Rural Economic Development Initiative by increasing the population threshold of a rural community from 75,000 to 85,000 and from 125,000 to 135,000 for counties that are contiguous to a county with a population of 85,000 or less.(removed in an amendment)
- Requires the Department of Emergency Management’s statewide emergency shelter plan to identify the general location and square footage of special needs shelters annually through 2030. The bill also provides that state funds must be maximized and targeted to regional planning council regions (removed in an amendment) as those regions existed on January 1, 2025.

*The delete all amendment that was adopted removed the new definition of “rural community” with those increased population limits. So that part is no longer in the bill. Unfortunately, the regional planning council repeal remained. We are working with Lobbyists to get the portion about the Regional Planning Councils amended. Small County Coalition is overall in support of the bill but expressed concern with the repeal of RPC’s.

HB 1265 / SB 1456 - Elections of County Commissioners, District School Board Members, and District School Superintendents

This bill is linked to HJR 1263, which proposes an amendment to the Florida Constitution to establish county commissioner districts based on population of the county; requires county commissioners to be nominated & elected by qualified electors who reside in same county commissioner district as commissioner; requires membership of board of county commissioners to be based on certain population criteria for each county; requires commissioners to be elected at specified time & terms to be staggered; revises membership of district school boards; requires membership to be based on certain population criteria for each county; requires membership to be identical to that of board of county commissioners; requires members of district school board to be elected by qualified electors who reside in same school district as member; revises provisions relating to election & term of office for district school superintendents.

After each decennial census the board of county commissioners shall divide the county into districts of contiguous territory as nearly equal in population as practicable. A county commissioner shall be nominated and elected to office only by the qualified electors who reside in the same county commission district as the commissioner.

Superintendent of schools.—In each school district there shall be a superintendent of schools who shall be elected at the general election in each year the number of which is a multiple of four for a term of four years;

CS/SB 1664 & CS/HB 1211 – LOCAL OPTION TAXES

This bill requires that any local discretionary sales surtax or tourist development tax, that is subject to approval in a referendum that is in effect on June 30, 2025, be renewed on or before January 1, 2033, in accordance with existing requirements for a referendum.

The bill generally creates a new 8-year duration for those taxes; however, for any tax that is pledged for debt service, the 2033 renewal is delayed until the retirement of the debt. Future levies that will be pledged for debt service are subject to a maximum 30-year duration.

The bill also creates a new 8-year duration for the local option food and beverage tax. These changes do not revise which taxes are subject to referendum, and do not apply to the Pension Liability Surtax.

Funding Priorities for Flagler County

- New Sheriff's District Office on County-Owned Land on the Barrier Island - Originally requested $4,000,000.
  $0 has been budgeted
- Design & Construction of the Black Branch North Drainage System - Originally requested $3,300,000
  $0 has been budgeted.
- Renovate and Construct a New Wing to the UF IFAS Extension Office - Originally requested $4,500,000
  $0 has been budgeted.
- Construction of the Regional Trails & Conservation Center - Originally requested $3,000,000
  $1,500,000 has been budgeted

DEP Water Quality Grant Applications

- Malacompra Canal Stormwater Infrastructure Improvements: Requested $ 8,759,146.00
- Old Haw Creek Road Black Branch North: Requested $ 3,331,878.00
- Rima Ridge Stormwater Capital Improvement: Requested $ 5,588,700.00
- Septic to Sewer Conversion and Water Expansion Project: Requested $ 27,592,622.00

Calendar for Remainder of Session

April 19 Immediate Certification of Bills: Unless otherwise directed by the Speaker, during the last 14 days of a regular session, all measures acted on by the House shall be transmitted to the Senate without delay.

April 28 After the 55th day (April 27) of a regular session, the Special Order Calendar shall be published in one Calendar of the House and may be taken up on the day the Calendar is published.

April 28 After the 55th day (April 27) of a regular session: Main floor amendments must be submitted to the House Bill Drafting Service and approved with the Clerk. Amendments to main floor amendments, substitute amendments for main floor amendments, and amendments to the substitute amendments must be approved for filing.

April 28 After the 55th day (April 27) of a regular session, no House bills on second reading may be taken up and considered by the House.

May 1 After the 58th day (April 30) of a regular session, the House may consider only: Returning Messages, Conference Reports, and Concurrent Resolutions.

May 2 Last day of Regular Session, if Legislature completes work in 60 days.