



Holley-Navarre Fire District ▶

Midway Fire District ▶

Navarre Beach Fire Rescue ▶

Florida

# Cooperative Efforts Feasibility Study

October 2018



Emergency Services  
Consulting International

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Additionally, the information provided by the members of the South Santa Rosa Fire Consolidation Committee was also very valuable.

### Members of the Consolidation Committee

#### Holley Navarre Fire District

Dave Stone, Chairman

Ron Norton, Fire Chief

Patrick Moore, Local 4695 President

#### Midway Fire District

Dave Szymanski, Chairman

Jonathan Kanzigg, Fire Chief

James Chandler, Local 4192 President

#### Navarre Beach Fire Rescue

Robert Coley, President

Danny Fureigh, Fire Chief

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## EXECUTIVE SUMMARY

Emergency Services Consulting International (ESCI) was engaged by the Holley-Navarre Fire District, Midway Fire District, and Navarre Beach Fire Rescue to provide an analysis of the potential operational, administrative, and fiscal impacts to each jurisdiction, resulting from a merger of fire and rescue emergency services into one joint district. An evaluation of current conditions and capabilities of each organization was conducted, and the results used to provide an evaluation and comparison of agency organization, staffing, capital asset and capital improvement programs and service delivery capabilities, both individually and as a consolidated agency.

*The beginning is the most important part of the work.*

This report serves as the culmination of the project and provides a comparison of service level and financial impact of a consolidated organization is provided alongside the current capabilities and cost of operations as three separate departments. Additionally, multiple consolidation alternatives and recommendations for current and future operations are provided.

Using organizational, operational, staffing, and geographic information system (GIS) models, an evaluation of existing fire and rescue operations and recommendations for improvement in current services delivered to the community. The evaluation and analysis of data and other information is based on National Fire Protection Association (NFPA) standards, the Center for Public Safety Excellence/Commission on Fire Accreditation International (CPSE/CFAI) *Standards of Cover*, 6<sup>th</sup> edition, health and safety requirements, federal and state mandates relative to emergency services, and generally accepted best practices within the emergency services community; where applicable.

Each section in the following report provides the reader with general information about that element, as well as observations and analyses of any significant issues or conditions. Observations are supported by data provided by each organization and collected as part of the review and interview process. Finally, specific recommendations are included to address identified issues or to take advantage of opportunities that may exist.

It is important to bear in mind that these were the current conditions at the time of the data collection and on-site visit. The agency is continuing to change and improve over the time required to write the report, therefore not every current condition remains as stated here.

### Major Findings

- A full merger that maintains or improves upon current service delivery, that is based on national consensus standards and best practices, would not result in an overall costs savings, and in fact would most likely result in increased costs to some or all of the taxpayers within the participating districts. However, based on the final organizational structure of a single special district, the improvements to service delivery, prevention, training, staffing, and administration may justify the increased costs.
- A full merger effort will require a multi-year process and voter referendums to terminate the existing organizations and form the new special district. Because of this time frame, ESCI suggests that all interested parties initiate one or more of the shared options described within the report during this time frame.

- An administrative/operational consolidation or a functional consolidation could be implemented or dissolved relatively easily and could provide efficiencies for all organizations whether a full merger occurs or not.
- A full consolidation for the staffing of a fire department may provide multiple benefits to each organization if a full merger is the ultimate objective.
- Presently, no public forums or information specific to the intention of merger have been held, outside of the Consolidation Committee Meetings, to engage citizens and test the likelihood of referendum approval for merger.
- Individually and collectively, the departments are unable to deploy an Effective Response Force within the eight-minute benchmark based on NFPA 1710 deployment criteria.

## Summary

Overall, the Midway Fire District, Holley-Navarre Fire District, and Navarre Beach Fire Rescue display high levels of commitment. Key areas of improvement included: a lack of adequate operational, training, prevention and administrative staff; response metrics that exceed national consensus standards; a lack of advanced life support services in two of the three districts; and inconsistent standard operational guidelines for medium and high-risk mutual and automatic aid responses.

ESCI thanks the Commissioners, Fire Chiefs, and personnel from Holley-Navarre Fire District, Midway Fire District, and Navarre Beach Fire Rescue for their outstanding cooperation in the preparation of this report. All involved were candid in their comments and provided a tremendous amount of essential information.

## EMERGENCY SERVICES AGENCY EVALUATIONS

### Organizational Overviews

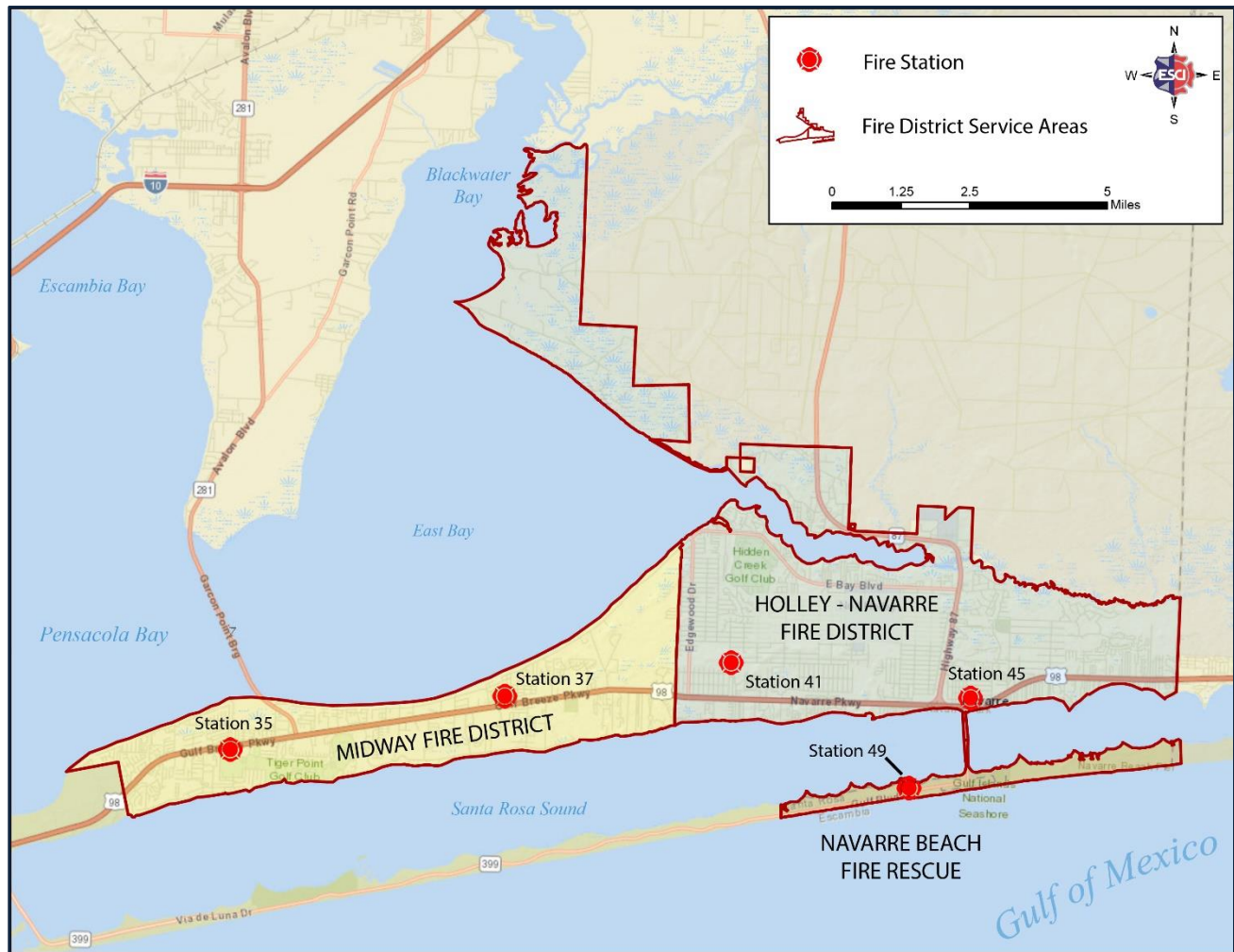
The Organizational Overviews section of this report provides a summary of each agency's composition, configuration, and the services that it provides. Data provided by Midway Fire District, Holley-Navarre Fire District, and Navarre Beach Fire Rescue administrative and management staff, as well as both internal and external stakeholders, was combined with information collected during ESCI's fieldwork to develop the following overview.

The purpose of this section is two-fold. First, it verifies the accuracy of baseline information and ESCI's interpretation of each agency's composition by comparing the organizational components in a side by side appraisal. In doing so, the project team considers the relativity of each agency's current practices to those of the other participants to identify duplication and opportunities for greater collaboration, up to and including full integration of agencies. This provides the foundation from which the Emergency Services Agency Evaluations is developed.

Secondly, the overviews serve as a reference for the reader who may not be fully familiar with the details of each agency's operations. Where appropriate, ESCI includes recommended modifications to current operations based on industry standards and best practices.

Fire departments and other emergency services providers are actively involved in varying activities primarily dependent on the needs within each respective community. The study area for this project is no different. This section provides a general description of each study agency's history, area served, population, infrastructure, and financial element. The following figure maps the service area studied.

Figure 1: Service Area Overview



The very basis of any service provided by governmental or quasi-governmental agencies lies within the legislative acts that give that agency the responsibility and authority upon which to act. In most governmental agencies, including the Midway Fire District, Holley-Navarre Fire District, and the Navarre Beach Fire Rescue those actions lie within the charters, ordinances, and other governing documents adopted by the agencies. Because each agency formed and developed independently, slight differences in structure should be expected; however, the fundamental components are similar in nature and design.

The next figure illustrates a side by side comparison of the legislative and administrative attributes that are present in the three fire districts.

**Figure 2: Attributes of Successful Organizations**

ATTRIBUTE	MFD	HNFD	NBFR
<b>Policy, Rules, Guiding Documents</b>	SOGs	SOGs	SOGs
Process for Revision Provided	Ongoing SOG Review Process	As needed	Yes
<b>Legal Counsel</b>	Yes	Yes	Yes
Consultation Available	Contracted Attorney	Contracted Attorney	Contract Attorney
<b>Labor Counsel</b>	Yes	Yes	Yes
<b>Financial Controls</b>	Yes	Yes	Yes
Financial Control Systems in Place	Yes	Yes	Yes
Financial Review	Third Party Audit Performed	Third Party Audit Performed	Third Party Audit Performed
<b>Frequency of Review</b>	Annual	Annual	Annual
Governing Body Minutes Maintained	Yes	Yes	Yes
Availability of Minutes	Posted on Website	Posted on Website	Posted on Website

While each of the participating agencies operates under its respective policy documents, all have the appropriate baseline policy and operational documents in place that are needed to operate a successful organization. In the three agencies, the level and degree of operational policies vary. Should any of these agencies seek consolidation or merger moving forward, it will be essential that the three fire districts maintain these foundational documents to become adequately and effectively integrated and ensure that a continuity of operations exists.

Midway FD, Holley-Navarre FD, and Navarre Beach FR have also developed and established adequate functional foundational for governance of each organization that are periodically reviewed for consistency. However, all three organizations lack or have minimal board policy manuals, administrative policy documents, and standard operating guidelines.

All participating agencies indicate that foundational documents are periodically reviewed for consistency. Navarre Beach FR's are visited annually while Midway FD and Holley-Navarre FD policies and procedures are reviewed as needed. All are encouraged to ensure that a structured, scheduled evaluation of foundational documents is in practice.

### **History, Formation, and General Description**

Midway Fire District (MFD) is an independent special fire control district, promulgated by Florida Statute 191 and formed in 1982. MFD operates two fire stations covering 17.1 square miles and provides fire protection, advanced life support (ALS) first-response, and life safety.

Holley-Navarre Fire District (HNFD) is an independent special fire control district formed under Florida Statute 191 and was organized in 1965. HNFD provides fire protection, basic life support (BLS) first-response, and life safety to an area of 34.9 miles.



Navarre Beach Fire Rescue (NBFR) is a private fire department organized through the citizens and property owners of Navarre Beach and was formed in 1991. NBFR operates out of one fire station and provides fire protection and basic life support EMS response to their jurisdiction that encompasses 2.4 square miles.

All three agencies are governed by elected fire board members and are managed day-to-day by Fire Chiefs. Both Midway and Holley-Navarre are established fire districts, while Navarre Beach is incorporated as a Private Fire Company, Non-profit 501-C-3.

MFD and HNFd have staff dedicated solely to administrative functions and NBFR has none. A move to consolidation and integration of the agencies may assist all three agencies. However, for a successful consolidation to occur, all three agencies will need to continue to meet and assemble working groups or committees as needed to align their rules, regulations, and operational policies. Further, they would need to look at the composition of command staff positions to increase department oversight to avoid duplication of effort and create functional positions to effectively lead and manage all components of a consolidated fire-rescue agency. All three agencies use different legal counsel and possess similar internal financial controls as governed by policy. The agencies, if combined, would need to reconcile the differences in funding structures and revenue streams, with a merger requiring a voter approved referendum to successfully integrate the three agencies.

### Organizational Design and Structure

The organization of each agency is a traditional, top-down hierarchy as found in most similar organizations. The Fire Chief reports to the Fire Board Chair, or President. However, each agency varies with the next layer of supervision for administrative and operational functions. For example, Midway Fire District employs two administrative support personnel, Holley-Navarre Fire District employs an administrative assistant on a part-time basis and Navarre Beach FR has none. All three departments employ full-time Fire Chiefs that provide leadership and oversight to their respective organizations; however, all three are required to respond to emergencies in the absence of one or more Battalion Chiefs. Operational supervision varies and, at Midway FD, is conducted by three shift Battalion Chiefs; Holley-Navarre FD employs one Battalion Chief assigned to a 40-hour workweek; and Navarre Beach FR staffs three shift Captains who also share some administrative duties. One negative drawback of the organizational design found in all three departments is that the administrative duties of the Fire Chiefs and Battalion Chiefs may at times deter or inhibit the effective and efficient delivery of supervision to field staff and operations on a consistent basis.

Figure 3: Staff Positions

POSITION	MFD	HNFd	NBFR
Fire Chief	1	1	1
Administrative Battalion Chiefs	0	1	0
Fire Marshal	0	1	0
Fire Inspector	1	0	0
Administrative support	2 <sup>1</sup>	2 (PT)	0
<b>Total administrative &amp; support staff</b>	<b>4</b>	<b>4</b>	<b>1</b>
<b>Percent administrative &amp; support to total</b>	<b>12.9%</b>	<b>23.5%</b>	<b>10%</b>

<sup>1</sup>MFD contracts with an administrative person that provides periodic assistance

Each of the agencies participating in this study present a similar organizational hierarchy and most importantly, reporting authority that helps to assure that communication flows appropriately. Identified roles and span of control for each of the respective agencies varies due to limited staff and operational positions. In the following figure, a comparison of each of the agency’s organizational structure and similarities regarding chain of command.

**Figure 4: Organizational Design Comparison**

	MFD	HNFD	NBFR
<b>ORGANIZATIONAL STRUCTURE</b>			
Structure type	Traditional hierarchical operational structure	Traditional hierarchical operational structure	Traditional hierarchical operational structure
Description of all jobs maintained	Yes	Yes	No
Job descriptions updated	Yes	As needed	No
Employment agreements	Yes	One	One
<b>CHAIN OF COMMAND</b>			
Defined chain of command	Yes	Yes	Yes
Span of control	1:8	1:6	1:3
Hiring/firing authority	Fire Chief	Fire Chief	Fire Chief
<b>FORMATION &amp; HISTORY</b>			
Organization formed	1982	1965	1991
History maintained	Yes	As much as possible	Yes
Individual or group responsible	N/A	Fire Chief	Fire Chief

## Budgets & Finance

For the analysis of financial resources and expenditures, ESCI has reviewed each of the three agency's revenues and expenses for the fiscal years 2015–2018. Additionally, the impact of the net gain or loss and the related impact on the fund balance, is illustrated for each district. Sources of revenue for the three districts are distinctly different. Midway Fire District collects ad valorem tax, Holley-Navarre a non-ad valorem assessment, and Navarre Beach a flat fee.

### Midway Fire District

As described, the Midway Fire District's primary recurring revenue source is ad valorem tax. Property tax revenue is dependent on the taxable value of the District and the millage rate adopted by the Board of Fire Commissioners. The following figure provides the taxable value, millage rate, and property taxes budgeted for FY 2015 through FY 2018. As illustrated in the following figure—while total income to the District increased by just over 10% in FY 2017 and over 13% in FY 2018—taxable value for these two years only increased an average of 4.73%. The increase in revenue above this average was a result of increasing the millage, this is an important fact to consider when projecting future revenues.

Figure 5: Property Tax Calculation, FY 2015—FY 2018

Property Tax Calculation	FY 2015	FY 2016	FY 2017	FY 2018
<b>Taxable Value</b>	\$1,416,936,734	\$1,455,015,009	\$1,516,380,458	\$1,595,735,466
<b>Percent Change</b>		2.69%	4.22%	5.23%
<b>Adopted Millage</b>	1.750	1.750	1.850	2.000
<b>Tax Revenue Budgeted</b>	\$2,479,639	\$2,546,276	\$2,805,304	\$3,191,471
<b>Percent Change</b>		2.69%	10.17%	13.77%
<b>Tax Revenue Actual<sup>1</sup></b>	\$2,399,489	\$2,464,406	\$2,718,651	\$3,198,390
<b>Percent Change</b>		2.71%	10.32%	17.65%

<sup>1</sup> FY 2018 is Unaudited

The analysis for the Midway Fire District is provided in the next two figures. Highlights of the analysis are provided after the figure. Projected budgets through FY 2023 are also provided.

Figure 6: MFD Revenue and Expenses, FY 2015—FY 2018

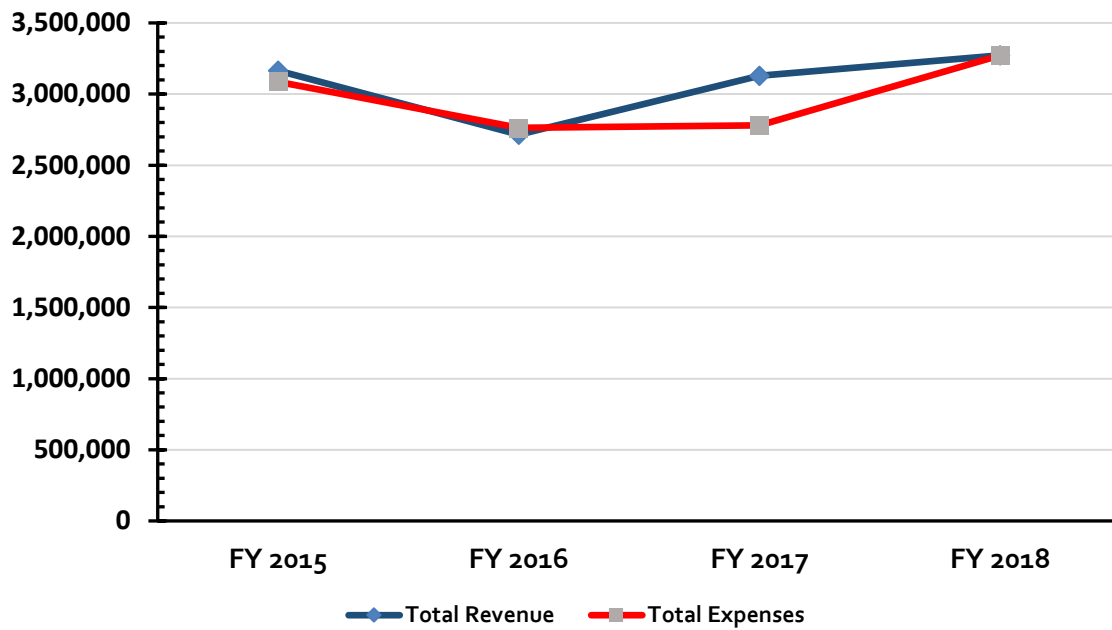


Figure 7: MFD Budget, FY 2015—FY 2018

Financial Resources	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Unaudited Actual
Property Taxes	\$2,399,489	\$2,464,406	\$2,718,651	\$3,191,471
Intergovernmental	\$131,179	\$64,800	\$10,050	\$22,800
Impact Fees	\$105,510	\$72,587	\$53,126	\$45,000
Charges for Service	\$39,769	\$56,313	\$4,561	
Licenses and Fees	\$7,946	\$7,754	\$2,319	
Interest	\$1,319	\$3,371	\$7,537	\$2,800
Recurring Revenue	\$2,685,212	\$2,669,231	\$2,796,244	\$3,262,071
Loan Proceeds	\$420,000			
Miscellaneous	\$58,695	\$45,674	\$332,774	\$10,200
Non-Recurring Revenue	\$478,695	\$45,674	\$332,774	\$10,200
<b>Total Revenue</b>	<b>\$3,163,907</b>	<b>\$2,714,905</b>	<b>\$3,129,018</b>	<b>\$3,272,271</b>

Expenses	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Unaudited Actual
<b>Personnel Services</b>	\$1,821,307	\$1,867,492	\$1,936,704	\$2,121,128
<b>Operating</b>	\$495,398	\$439,340	\$453,881	\$752,773
<b>Debt Service</b>	\$267,651	\$311,619	\$311,617	\$288,370
<b>Capital</b>	\$502,536	\$144,397	\$78,589	\$110,000
<b>Total Expenses</b>	<b>\$3,086,892</b>	<b>\$2,762,848</b>	<b>\$2,780,791</b>	<b>\$3,272,271</b>

Fund Balance Result	FY 2015	FY 2016	FY 2017	FY 2018
<b>Total Revenue</b>	\$3,163,907	\$2,714,905	\$3,129,018	\$3,272,271
<b>Total Expense</b>	\$3,086,892	\$2,762,848	\$2,780,791	\$3,272,271
<b>Net Change</b>	\$77,015	-\$47,943	\$348,227	\$0
<b>Beginning Fund Balance</b>	\$322,260	\$399,275	\$351,332	\$699,559
<b>Ending Fund Balance</b>	<b>\$399,275</b>	<b>\$351,332</b>	<b>\$699,559</b>	<b>\$699,559</b>

### Revenues

- The Midway Fire District's primary revenue is ad valorem tax.
- In FY 2018, the District has assessed a millage of \$2.00 per thousand of taxable value.
- The District's taxable value is \$1,595,735,466; therefore, with a millage rate of 2.000, the tax generated within the district is \$3,191,471.
- The ad valorem tax income is 98% of the recurring revenue available to the District.
- The ad valorem tax income has increased from \$2,399,489 in FY 2015 to \$3,191,471 in FY 2018—an increase of 33% while taxable value only increased 12.62% over the same period.
- Recurring revenue has increased from \$2,509,953 in FY 2015 to \$3,262,071 in FY 2018—an increase of 21%.

### Expenditures

- The MFD has adopted the FY 2018 budget with expenditures of \$3,272,271.
- Personnel expenses account for 65% of the total expenses.
- Operating costs are 23% of total expenses.
- Debt service is 9% of the total expenses.
- Capital is 3% of the total expenses.

### Net Income/Deficit/Changes to Fund Balance

- Except for FY 2016, in each year from FY 2015 to FY 2018, the District's expenditures were less than revenues thereby having a positive impact to the District's fund balance.
- Based on the FY 2018 unaudited actuals, the revenues are expected to match the expenditures thereby having no impact on the fund balance.

### ***Five Year Projections***

The following projections have been developed based on available information or on past experience within the Midway Fire District. The financial resources growth projections are based on historical experience. The assumptions are summarized as follows:

#### ***Revenue***

Recurring revenue includes:

- Property Taxes
  - While property tax income had average growth of approximately 10% per year this was driven by both millage rate increases as well as taxable value increases. Average growth for property taxable values was 4.46%.
  - In November 2018, Florida voters will decide if the assessed value of a homestead property greater than \$100,000 and up to \$125,000 will be exempt from taxation by all non-school levies. If the proposed amendment—Amendment 1—receives a favorable vote, Florida home owners can exempt, for eligible homestead properties, up to \$75,000 of a home’s assessed value from ad valorem taxation by non-school levies; the assessed value greater than \$50,000 and up to \$75,000 was approved by voters in 2008. Also, in 2008, tangible personal property was granted a \$25,000 exemption and the Save Our Homes benefits became portable and the assessed value of non-homestead properties was capped at no more than a 10% increase over the prior year’s valuation. The taxable value of the properties within the Midway Fire District coverage area was 14.7% lower in 2009 than in 2008, largely due to the constitutional amendments of 2008. The District is considering that a decrease in taxable value of 11.5% would occur should Amendment 1 pass.
  - For the projections, the actual taxable value increase of 8.51% along with the adopted millage increase of 0.2 mills was used for FY 2019. This was followed by a 11.5% taxable value decrease assuming the passage of Amendment 1 and then 2.5%—estimated by the District—increases at a millage rate of 2.2 mills to FY 2023.
- Intergovernmental Fees
- Impact Fees
- Charges for Service
- Licenses and Fees
- Interest

Non-Recurring Revenue includes:

- Grants
  - None projected as no grant funds were budgeted in the prior years.
- Loan Proceeds
  - None projected
- Miscellaneous
  - The average miscellaneous for FY 2015 to FY 2018—not including the spike in FY 2017—was \$38,190. This average was used in projecting.

Figure 8: MFD Projected Budget, FY 2019—FY 2023

Financial Resources	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Unaudited Actual	Projected	Projected	Projected	Projected	Projected
Recurring Revenue	\$3,262,071	\$3,888,335	\$3,450,250	\$3,534,534	\$3,620,924	\$3,709,475
Non-Recurring Revenue	\$10,200	\$38,190	\$38,190	\$38,190	\$38,190	\$38,190
<b>Total Revenue</b>	<b>\$3,272,271</b>	<b>\$3,926,525</b>	<b>\$3,488,440</b>	<b>\$3,572,723</b>	<b>\$3,659,114</b>	<b>\$3,747,665</b>

### Expenses

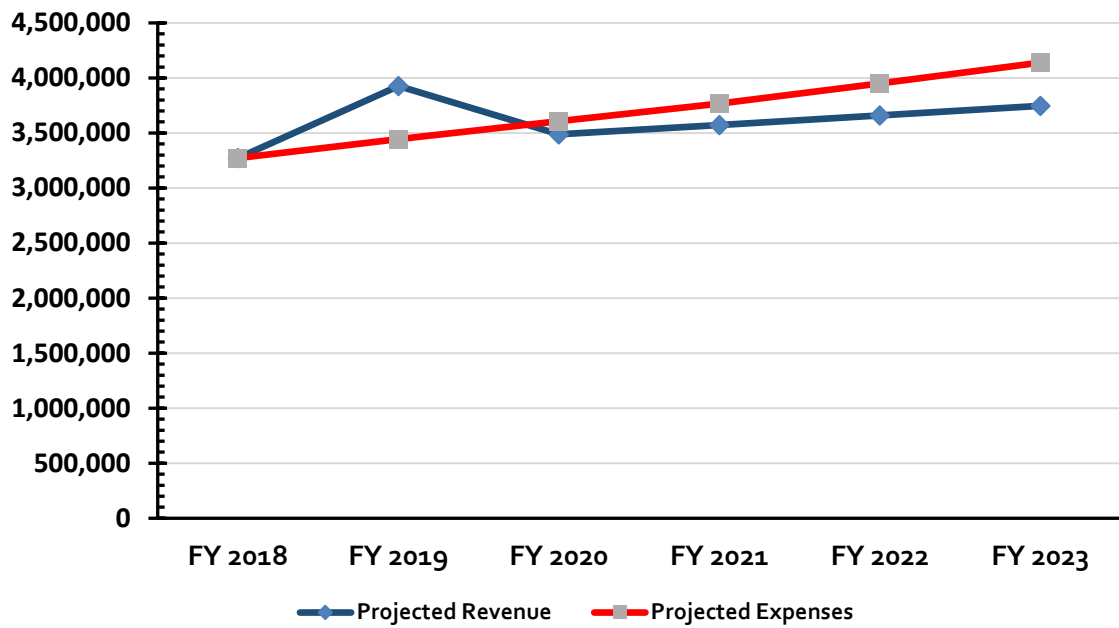
The expenses projections for FY 2019 to FY 2023 included personnel services, operating expenses, debt service, and capital. The following were the planning assumptions:

- Personnel services
  - Personnel services increased 5% per year from FY 2015 to FY 2018.
  - Five percent was used for the projections to FY 2023.
- Operating expenses
  - Operating expenses increased 6% per year from FY 2015 to FY 2018.
  - Six percent was used for the projections to FY 2023.
- Debt service
  - Debt service is taken directly from the debt schedule provided to ESCI.
- Capital
  - Based on the five-year plan provided to ESCI that there will be several capital improvements planned for the department in the coming years; however, it is not reported on how these projects will be funded and therefore the historic data was used.
  - The average for the FY 2015 to FY 2018—not including the spike in FY 2015—was \$83,247.
  - \$83,000 was used as a projected amount.

Figure 9: MFD Projected Expenses, FY 2019—FY 2023

Expenses	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Personnel Services	\$2,121,128	\$2,232,590	\$2,349,909	\$2,473,393	\$2,603,366	\$2,740,169
Operating	\$752,773	\$795,649	\$840,967	\$888,866	\$939,493	\$993,004
Debt Service	\$288,370	\$331,970	\$331,970	\$323,240	\$323,240	323,240
Capital	\$110,000	\$83,000	\$83,000	\$83,000	\$83,000	\$83,000
<b>Total Expenses</b>	<b>\$3,272,271</b>	<b>\$3,443,209</b>	<b>\$3,605,846</b>	<b>\$3,768,499</b>	<b>\$3,949,099</b>	<b>\$4,139,413</b>

Figure 10: MFD Projected Revenue and Expenses, FY 2019—FY 2023





### Holley-Navarre Fire District

The analysis for the Holley-Navarre Fire District is provided in the next two figures. Highlights of the analysis are provided after the charts. Projected budgets through FY 2023 are also provided.

Figure 11: HNFD Revenue and Expenses, FY 2015—FY 2018

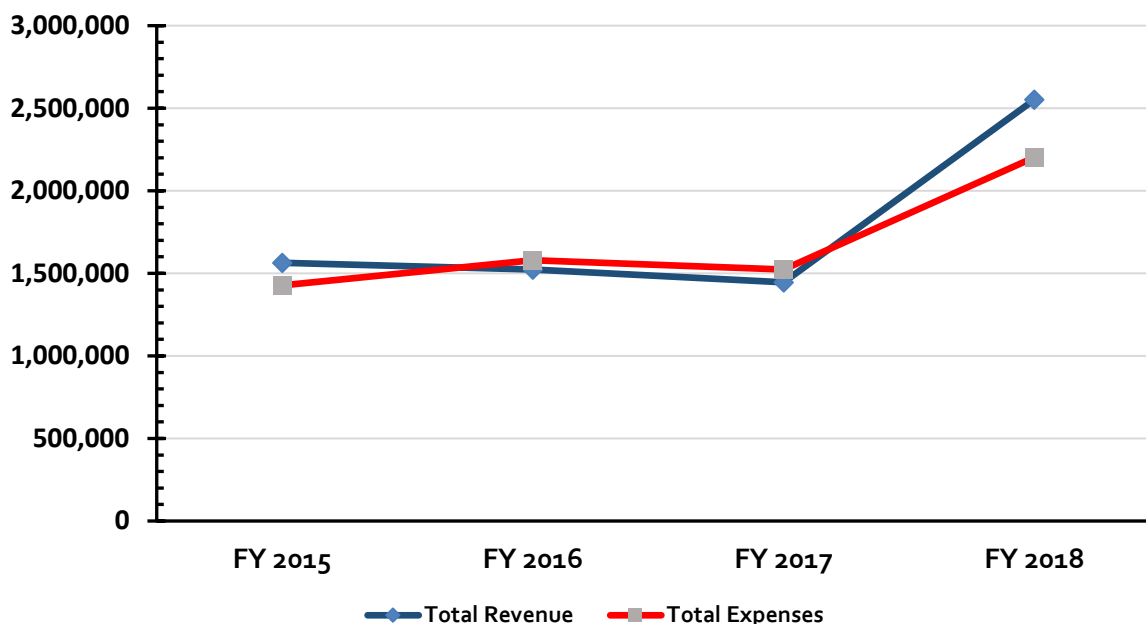


Figure 12: HNFD Budget, FY 2015—FY 2018

Financial Resources	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Adopted
Assessments	\$1,376,642	\$1,409,573	\$1,433,517	\$2,545,553
Impact Fees	\$180,520	\$113,902	\$0	\$0
Other	\$4,837	\$500	\$5,405	\$0
Recurring Revenue	\$1,561,999	\$1,523,975	\$1,438,922	\$2,545,553
Grants	\$0	\$0	\$0	\$0
Miscellaneous Income	\$1,038	\$100	\$6,704	\$6,000
Non-Recurring Revenue	\$1,038	\$100	\$6,704	\$6,000
<b>Total Revenue</b>	<b>\$1,563,037</b>	<b>\$1,524,075</b>	<b>\$1,445,626</b>	<b>\$2,551,553</b>

Expenses	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Adopted
Personal Services	\$1,102,900	\$1,177,995	\$1,236,363	\$1,648,950
Operating	\$225,447	\$317,678	\$218,860	\$348,300
Debt Service	\$68,124	\$68,124	\$67,150	\$67,150
Capital	\$30,548	\$15,705	\$0	\$137,928
<b>Total Expenses</b>	<b>\$1,427,019</b>	<b>\$1,579,502</b>	<b>\$1,522,373</b>	<b>\$2,202,328</b>

Fund Balance Result	FY 2015	FY 2016	FY 2017	FY 2018
Total Revenue	\$1,563,037	\$1,524,075	\$1,445,626	\$2,551,553
Total Expenses	\$1,427,019	\$1,579,502	\$1,522,373	\$2,202,328
Net Change	\$136,018	-\$55,428	-\$76,748	\$349,225
Beginning Fund Balance	\$693,637	\$829,656	\$774,228	\$697,480
Ending Fund Balance	\$829,655	\$774,228	\$697,480	\$1,046,705

### Revenues

- The Holley-Navarre Fire District's primary source of revenue is non-ad valorem assessment (NAVA).
- For FY 2018, the District has adopted a NAVA for residential and non-residential properties based on square footage. Specifically, \$0.0547 per square foot for residential and \$0.1822 per square foot for non-residential. Additionally, the District collects a flat rate of \$ 29.55 per lot/acre and \$9.85 for unimproved acres.
- The minimum NAVA for residential properties is \$125.81, for commercial properties \$419.06, and \$29.55 for unimproved acres.
- The District's NAVA assessment will generate \$2,545,553 in FY 2018.
- The NAVA income is over 99% of the total revenue available to the District.
- The NAVA income has increased from \$1,376,642 in FY 2015 to \$2,545,553 in FY 2018—an increase of 85%.
- In November of 2016, HNFD passed a referendum to increase their NAVA rates effective for FY2018.
- Recurring revenue has increased from \$1,561,999 in FY 2015 to \$2,545,553 in FY 2018—an increase of 63%.

### Expenditures

- The HNFD has adopted the FY2018 budget with expenditures of \$2,202,328.
- Personnel expenses account for 75% of the total expenses.
- Operating costs are 16% of total expenses.
- Debt service is 3% of the total expenses.
- Capital is 6% of the total expenses.

### Net Income/Deficit/Changes to Fund Balance

- In FY 2015, there was a positive change to the fund balance, as expenditures were less than revenues. This is expected to be the case again in FY 2018. In FY 2016 and FY 2017, there was a net negative change in the fund balance.
- Based on the FY 2018 adopted budget, it is expected that there will be a net positive change to the fund balance of \$349,225.

**Five Year Projections**

The following projections have been developed based on available information or on past experience within the Holley-Navarre Fire District. The financial resources growth projections are based on historical experience and information from the Fire Chief. The assumptions are summarized as follows:

**Revenue**

Recurring Revenue includes:

- Assessments
  - The Fire Chief provided a 2% expected growth in Assessment Revenue through FY 2023.
  - For the projected growth 2% was used.
- Impact Fees
  - None projected
- Other
  - None projected

Non-Recurring Revenue includes:

- Grants
  - None projected as no grant funds were budgeted in the prior years.
- Loan Proceeds
  - None projected
- Miscellaneous
  - The average miscellaneous for FY 2015 to FY 2018 was \$3,461.
  - Thirty-five hundred was used in projecting to FY 2023.

**Figure 13: HNFD Projected Budget, FY 2019–FY 2023**

Financial Resources	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Unaudited Actuals	Projected	Projected	Projected	Projected	Projected
<b>Recurring Revenue</b>	\$2,545,553	\$2,570,450	\$2,621,859	\$2,674,296	\$2,727,782	\$2,782,338
<b>Non-Recurring Revenue</b>	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
<b>Total Revenue</b>	<b>\$2,551,553</b>	<b>\$2,576,450</b>	<b>\$2,627,859</b>	<b>\$2,680,296</b>	<b>\$2,733,782</b>	<b>\$2,788,338</b>

**Expenses**

The expenses projected for FY 2019 to FY 2023 included personnel services, operating expenses, debt service, and capital. The following were the planning assumptions:

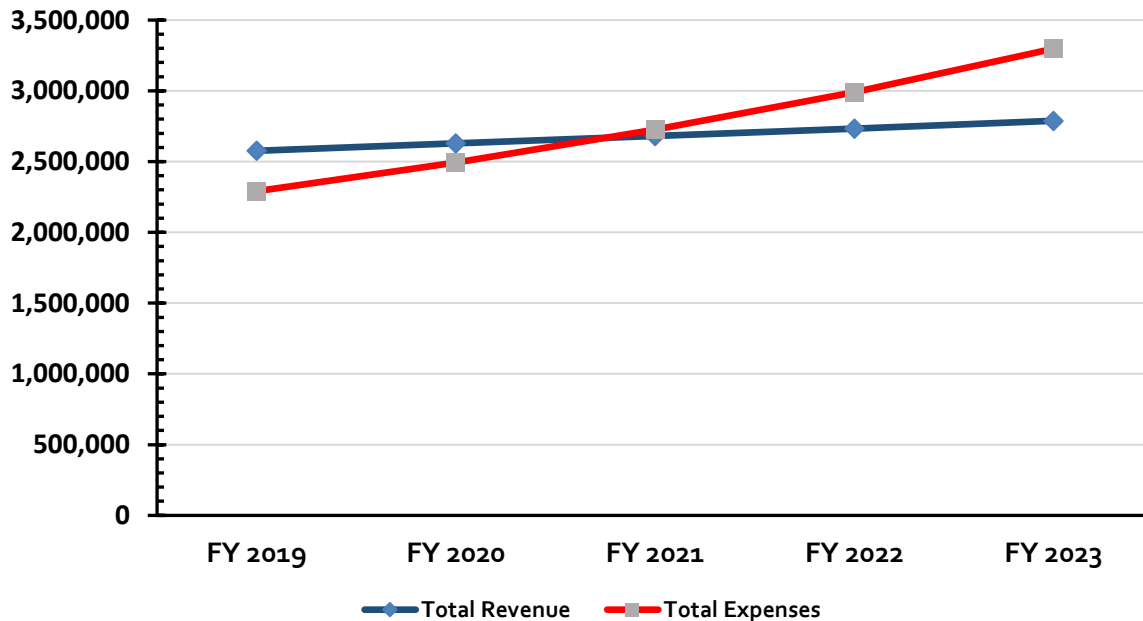
- Personnel services
  - Personnel services increased 5.8% per year from FY 2015 to FY 2017 followed by a spike in FY 2018.
  - Six percent was used for the projections to FY2023 with FY 2018 adopted budget used as the base.

- Operating expenses
  - Operating expenses increased 23% per year from FY 2015 to FY 2018.
  - Twenty-three percent was used for the projections to FY 2023.
- Debt service
  - The debt service from FY 2018 was projected forward.
- Capital
  - The average for the FY 2015 to FY 2018—not including the spike in FY 2018—was \$23,126.
  - \$24,000 was used for the projected amount.

Figure 14: HNFD Expenses Forecast, FY 2019–FY 2023

Expenses	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Personnel Services	\$1,648,950	\$1,745,939	\$1,848,633	\$1,957,367	\$2,072,497	\$2,194,398
Operating	\$348,300	\$428,348	\$526,792	\$647,861	\$796,755	\$979,868
Debt Service	\$67,150	\$67,150	\$67,150	\$67,150	\$67,150	\$67,150
Capital	\$137,928	\$24,000	\$24,000	\$24,000	\$24,000	\$24,000
<b>Total Expenses</b>	<b>\$2,202,328</b>	<b>\$2,265,437</b>	<b>\$2,466,575</b>	<b>\$2,696,378</b>	<b>\$2,960,402</b>	<b>\$3,265,416</b>

Figure 15: HNFD Projected Revenue and Expenses, FY 2019–FY 2023



### Navarre Beach Fire Rescue

The analysis for the Navarre Beach Fire Rescue is provided in the next two figures. Highlights of the analysis are provided after the figure. Projected budgets through FY 2023 are also provided.

Figure 16: NBFR Revenue and Expenses, FY 2015–FY 2018

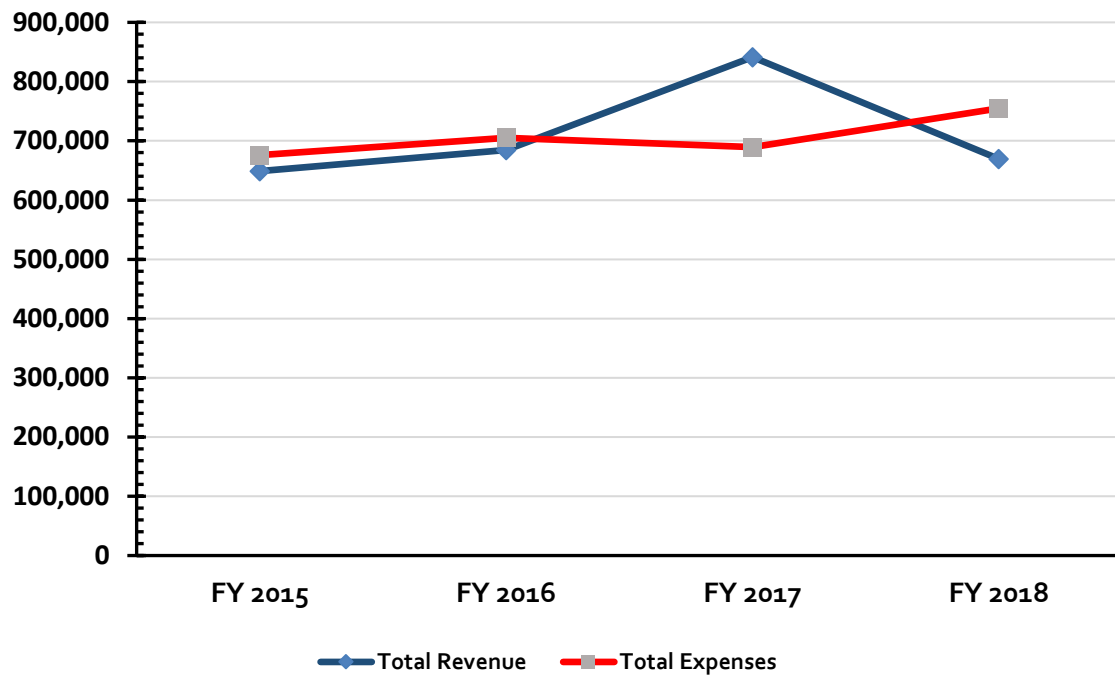


Figure 17: NBFR Budget, FY 2015–FY 2018

Financial Resources	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Unaudited Actual
Assessments	\$645,200	\$645,200	\$664,556	\$669,419
Interest	\$283	\$266	\$321	\$0
Other	\$2,755	\$500	\$4,860	\$0
Recurring Revenue	\$648,239	\$645,966	\$669,737	\$669,419
Grants	\$0	\$1,138	\$0	\$0
Miscellaneous	\$671	\$37,430	\$171,591	\$0
Non-Recurring Revenue	\$671	\$38,568	\$171,591	\$0
<b>Total Revenue</b>	<b>\$648,910</b>	<b>\$684,534</b>	<b>\$841,328</b>	<b>\$669,419</b>

Expenses	FY 2015	FY 2016	FY 2017	FY 2018
	Actual	Actual	Actual	Unaudited Actual
Personal Services	\$562,413	\$550,751	\$556,958	\$586,888
Operating	\$113,524	\$124,094	\$132,454	\$167,934
Debt Service	\$0	\$0	\$0	\$0
Capital	\$0	\$30,000	\$0	\$0
<b>Total Expenses</b>	<b>\$675,937</b>	<b>\$704,845</b>	<b>\$689,412</b>	<b>\$754,822</b>

Fund Balance Result	FY 2015	FY 2016	FY 2017	FY 2018
Total Revenue	\$648,910	\$684,534	\$841,328	\$669,419
Total Expenses	\$675,937	\$704,845	\$689,412	\$754,822
Net	-\$27,028	-\$20,311	\$151,916	<b>-\$85,403</b>
Begin Fund Balance	\$129,430	\$102,402	\$82,091	\$234,007
Ending Fund Balance	<b>\$102,402</b>	<b>\$82,091</b>	<b>\$234,007</b>	<b>\$148,604</b>

### Revenues

- The Navarre Beach Fire District is a Santa Rosa County municipal services benefit unit (MSBU).
- Revenues are generated from flat fees collected in the District.
- For FY 2018 the fee schedule is as below:
  - \$63 for unimproved lots
  - \$500 for residential
  - \$0.14 per square foot for all commercial
  - \$18,835 has been calculated for a hotel property in the District
- In FY 2018, the income from fees is 100% of the total revenue available to the District.
- The income from Assessments has increased from \$645,200 in FY 2015 to \$669,419 in FY 2018—an increase of 4%.
- Recurring revenue has increased from \$648,239 in FY 2015 to \$669,419 in FY 2018—an increase of 3%.
- In 2018, the District was granted an increase in fees.

### Expenditures

- NBFR had unaudited actual expenditures in FY 2018 of \$754,822.
- Personnel expenses account for 78% of the total expenses.
- Operating costs are 22% of total expenses.
- There were no funds budgeted for debt service or capital.

### Net Income/Deficit/Changes to Fund Balance

- In FY 2015 and FY 2016, expenditures exceeded revenues and therefore had a negative effect on the fund balance.
- In 2017 NBFR received a non-reoccurring payment of \$160,000 due to a reconciliation from 2003 through 2016 that showed that Santa Rosa County had underpaid NBFR by this amount. This payment resulted in a positive change to the fund balance for FY 2017.
- Based on the FY 2018 unaudited actual expenditures—which exceeded income—there will be a reduction in fund balance of \$85,000.

**Five Year Projections**

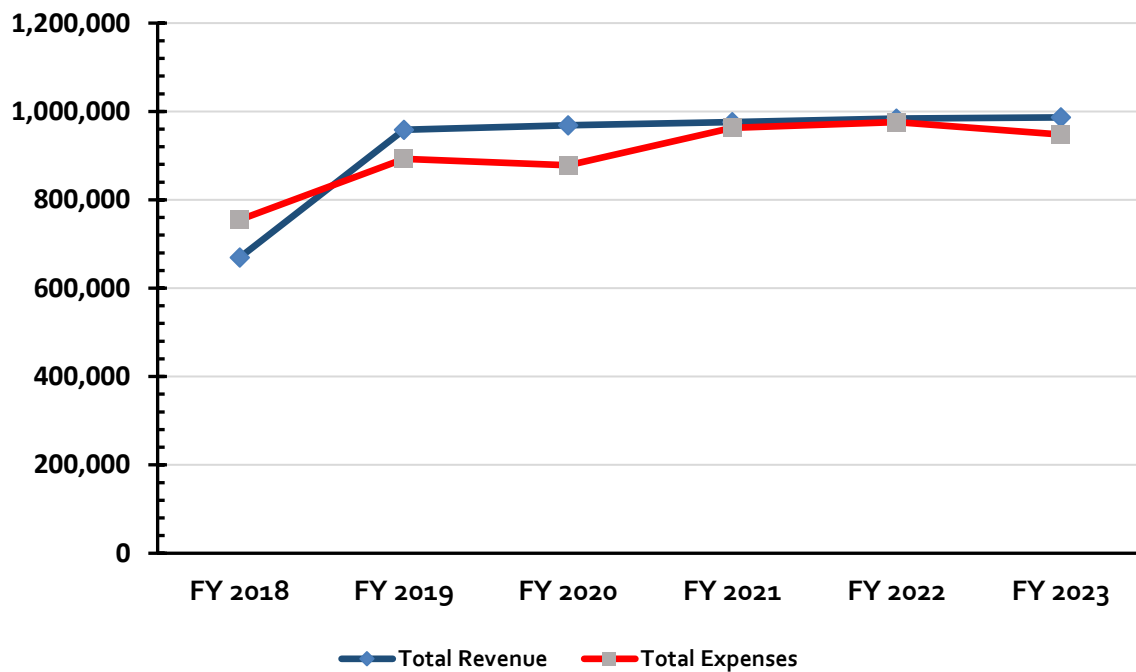
Just before ESCI began this study, NBFR did a study to help facilitate an increase in MSBU fees. Part of this study included a five-year revenue and expense analysis. The following projections are based on the MSBU fee report.

**Figure 18: NBFR Projected Budget, FY 2019–FY 2023**

Financial Resources	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Recurring Revenue	\$709,792	\$944,082	\$954,646	\$961,688	\$969,904	\$972,251
Non-Recurring Revenue	\$0	\$14,314	\$14,280	\$14,285	\$14,293	\$14,287
<b>Total Revenue</b>	<b>\$709,792</b>	<b>\$958,396</b>	<b>\$968,926</b>	<b>\$975,973</b>	<b>\$984,197</b>	<b>\$986,538</b>

Expenses	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Personnel Services	\$569,423	\$627,107	\$640,792	\$654,802	\$669,145	\$683,830
Operating	\$140,369	\$155,909	\$147,586	\$150,780	\$153,966	\$157,248
Debt Service	\$0	\$0	\$45,281	\$45,281	\$45,281	\$45,281
Capital	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Expenses</b>	<b>\$709,792</b>	<b>\$783,016</b>	<b>\$833,659</b>	<b>\$850,863</b>	<b>\$868,392</b>	<b>\$886,359</b>

**Figure 19: NBFR Projected Revenue and Expenses, FY 2019–FY 2023**



## ALS Resources and Authorities

Each of the departments studied provide some level of emergency medical services (EMS) to their respective jurisdictions. EMS incidents constitute the greatest workload for all three participating agencies. Midway is the only department currently providing advance life support (ALS) first response to its service area, while both HNFD and NBFR provide basic life support (BLS) response. Both HNFD and NBFR have firefighter-paramedics on their rosters; they do not have enough to provide adequate staffing to provide ALS and, additionally, would require state licensure to provide those services. All three agencies utilize the same Medical Director and work within the medical protocols of Santa Rosa County as well as their EMS transport system. This unified approach to oversight creates training opportunities as well as the potential for expansion of fire-based EMS. For instance, should all three departments merge or consolidate services, the foundation to provide first-response ALS services to each district within the overall service area may be possible as Midway currently employs 10 firefighter/paramedics, NBFR employs three paramedics, and HNFD two. With this number of paramedics and sharing of resources, each district could potentially have adequately trained paramedic personnel to meet state requirements for staffing at least one engine company as an ALS unit. It should be noted that both HNFD and NBFR have expressed a desire to increase EMS provision to ALS care.

## Fire Suppression Resources

The delivery of fire suppression and EMS is only as effective as the sum of its parts. It requires efficient notification of an emergency, rapid response from well-located facilities, appropriate apparatus, with enough staffing, following a well-practiced and executed plan of action.

A key component of an agency's service delivery infrastructure is its staffing and equipment that is available for fire suppression and EMS response. The following figure summarizes each agency's resources.

Figure 20: Service Delivery Infrastructure

Unit Type	Number of Units	Staffing	Total Staffing
<b>Midway – 2 Staffed Stations</b>			
Engine	2	3–4	6–8
Ladder	1 <sup>1</sup>	0	0
Battalion Chief (Shift)	1	1	1
<b>Holley-Navarre – 2 Staffed Stations</b>			
Engine	2	3	6
Ladder	0	0	0
Battalion Chief (Shift)	0	0	0
<b>Navarre Beach – 1 Staffed Station</b>			
Engine	1	3	3
Ladder	1 <sup>1</sup>	0	0
Battalion Chief (Shift)	0	0	0
<b>Total Daily Staffing Available</b>			<b>16–18</b>

<sup>1</sup> – Cross-Staffed with Engine



As illustrated in the preceding figure, all together the three agencies have staffing that totals 17 personnel on each shift, enabling them to collectively staff five of the engine or ladder companies. Additionally, Midway has a Battalion Chief on duty. The use of this personnel in terms of Effective Response Force will be analyzed later in this report.

### **Fire Prevention and Life Safety**

An examination of the fire prevention staff available to the three districts reveals that one Fire Marshal, employed by Holley-Navarre and one full-time civilian Fire and Life Safety Inspector, employed by Midway are available. Currently, Navarre Beach has no life safety program or component. Fire prevention is a specialized discipline that requires personnel with the knowledge, skills, and abilities that are acquired over a long period of time. For example, public educators should have skill sets like a teacher, plans examiners must be detail oriented, fire investigators share the investigative skills sets of law enforcement, and fire inspectors must be diplomatic to be successful. Independently, none of the agencies have the ability to staff and maintain a comprehensive fire prevention division. Collectively the organizations have the workload needed to support a viable and effective prevention program. A combined and consolidated approach will reduce the communities' risk to fire, as well as increase life safety through public education and awareness.

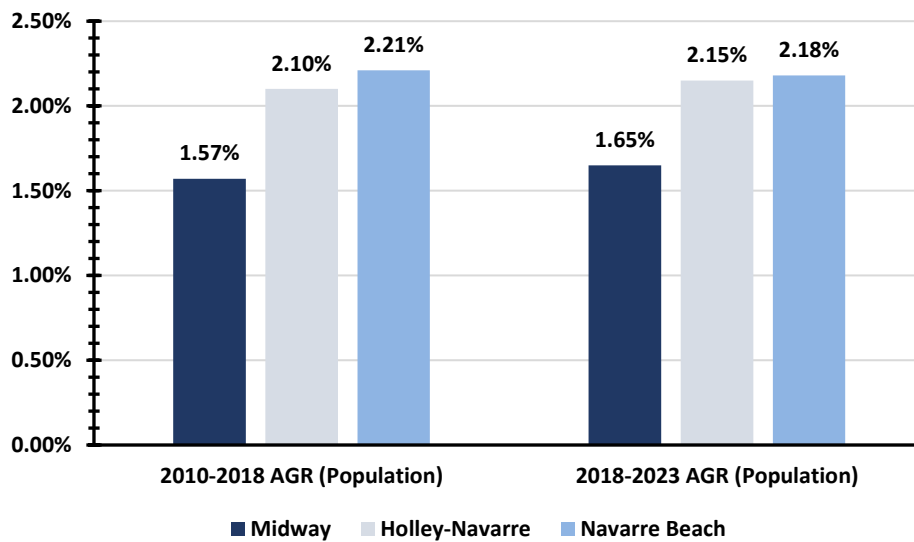
### **Training**

All three agencies acknowledge the need and importance of training personnel to maintain skills, proficiency, and readiness in operations. However, each agency faces various challenges to establish and complete annual training objectives. MFD, HNFD, and NBFR have worked with each other as neighbors for many years, collaborating on various training sessions and in significant emergency responses. Proficient emergency responders should have confidence in their own abilities to handle the emergencies they encounter. Best practices suggest that firefighters that have regular access to training grounds for repetitive drills and to develop new skills that are safer, more efficient, and more effective in emergency operations. Constructing a modern training facility to comply with industry standards concerning classrooms, practice grounds, training tower, live-fire building, and training props is a significant capital investment. In addition, the on-going cost of operating and maintaining a training facility further advances the case for joint ownership or partnership between all three agencies. Currently, property adjacent to Station 37 is in use by Midway FD for a training ground. The site consists of a training tower that was recently condemned, and various training props and metal containers configured for live fire training. Station 37 includes a good classroom space for didactic sessions, which can be readily supplemented by hands-on practice outside of the building. The site has a great deal of potential but needs further development to comply with industry standards. A consolidation or joint effort would be beneficial from a cost standpoint to build an effective and continuous training program.

### Projected Development

Growth and development in the State of Florida has occurred for decades and south Santa Rosa County is no exception. Although these districts lie contiguous to each other, the historical rates at which they've developed, as well as future projections for growth, are individualized. From 2010–2018, the Midway Fire District experienced an annual population growth rate of approximately 1.57% and is projected to maintain this rate through 2023 with a 1.65% annual growth rate.<sup>1</sup> This rate of change is on par with growth activity experienced statewide and is reflective of U.S. Census annual population estimates averaged over the same period. Navarre Beach FR experienced the highest annual rate of growth at 2.21% from 2010–2018 and a projected 2.18% annual growth rate through 2023. Holley-Navarre FD experienced a similar growth with a 2.10% population growth rate annually from 2010–2018 and is projected to maintain an annual population growth rate of 2.15%. A summary is provided in the following figure.

Figure 21: Annual Growth Rate 2010–2018 and 2018–2023 Annual Growth Rate Projections



<sup>1</sup> ESRI Tapestry and Living Atlas Database.

## Staffing

The districts each make considerable effort to ensure that they provide acceptable levels of service to their communities. However, all three agencies are understaffed, which reduces effectiveness to suppress a fire. Another negative drawback of the organizational design is that administrative duties performed by operational staff may at times deter or inhibit the effective and efficient delivery of supervision to field staff and operations. For instance, the lack of a dedicated EMS position to provide training, oversight, and direction to each agency is evident and is not commensurate with the type of EMS care provided. EMS skills, training competencies, and service delivery improvements are thwarted as a result. The same is observed in fire training. The lack of a dedicated Training Officer and a functional training center does not allow for effective internal skills testing, operational improvement, and joint exercises for all three departments. Any action towards consolidation or cooperative services by all three agencies should include evaluating ways to collaborate, improve the current condemned training center at Midway Station 37, or identify a location for a new centralized training facility.

## Administration and Support

One of the primary responsibilities of a fire agency's administration is to ensure that the operational segment of the organization has the ability and means to respond to and mitigate emergencies in a safe and efficient manner. An effective administration and support services system is critical to the success of a fire agency. By analyzing the administrative and support positions within an organization, we can create a common understanding of the relative resources committed to this function compared to industry best practices and similar organizations. The appropriate balance of administration and support compared to operational resources and service levels is critical to the success of these agencies accomplishing their intended mission and responsibilities.

Typical responsibilities of administrative and support staff include: planning, organizing, directing, coordinating, and evaluating the various programs within the organization. This list of functions is not exhaustive and other functions may be added. It is also important to understand these functions do not occur in a linear fashion and can more often occur concurrently. This requires the Fire Chief and administrative support staff to focus on many different areas at the same time. The appropriate level needed differs in every organization based on services provided, distribution of responsibilities, and financial ability to support positions. Each of the agencies reviewed leverage administrative support by assigning various administrative duties to the operational staff ranks of Battalion Chief and Captain. However, this practice can have negative effects on operational components when operational officers are not providing operational oversight, management, and supervision on a consistent basis.

When staffing levels are not consistent with the levels needed based on the complexity of the organization, important activities may be delayed or missed. It is important that personnel practices be based on appropriate human resources policies, regulations, and operating guidelines. The study of each agency's staffing and personnel management is summarized in the following figure.

**Figure 22: Staffing and Personnel Management Observations**

Policies, Rules, Regulations, SOP/SOGs	MFD	HNFD	NBFR
<b>Human resource manager</b>	Handled jointly by administrative person and Fire Chief.	Fire Chief	Fire Chief
<b>Personnel policy manual maintained</b>	A comprehensive policy manual is in place. Requires update.	Policy Guidelines Manual Requires update.	Personnel Policy Guidelines Manual is in place. Requires update.
<b>Manual provided at initial hiring</b>	Accessible	Accessible	Accessible
<b>Training provided</b>	Reviewed periodically at employee meetings. Training provided on any additions/changes that are made to the manual.	Reviewed with employee by Fire Chief or Battalion Chief.	Available for review and discussed in training sessions.
<b>Periodic review and update</b>	Ongoing process, continually changing.	Updated on an as-needed basis.	Ongoing process, continually changing.
<b>Retention program established</b>	No structured retention programs. Primarily hire as needed.	No defined program. Full-time hiring is generally as needed.	No structured retention program as needed.

It is recommended that the organizations take the time to carefully review and re-evaluate current administrative roles, task assignments, and conduct a workload analysis to determine not only the most appropriate number of personnel, but also the optimal assignment of responsibilities to meet the organizational mission should consolidation occur.

### Operational Staffing

The following figure illustrates the distribution of operational personnel currently functioning within the system.

**Figure 23: Staffing and Personnel Management Observations**

Position	MFD	HNFD	NBFR
Battalion Chief	2 – 1/PM	1/40 hrs. per week	0
Captain	6/PM	4/LT – 2/LT/PM	3
Driver/Lieutenant	6/PM	6 (D)	0
Firefighter, paramedic	4	0	3
Firefighter EMT	8	7	7
Total operational staff	27	20	10
Fire department total	31	23	10
<b>Percent of operational officers to firefighters</b>	<b>55%</b>	<b>35%</b>	<b>30%</b>

It is important to compare staff scheduling as it applies to career personnel, which may become a factor in the analysis of future partnering approaches. For two of the three agencies, operational shift personnel work the same schedule—48 hours on, followed by 96 hours off-duty. Holley-Navarre FD works within a 24 hours on/48 hours off-duty schedule. These work schedule differences are expected to be problematic in terms of unification of the fire districts and would require management and labor impact bargaining.

## Staff Responsibilities

All three departments are limited in staff and, as a result, duties and functions such as program development, sustainment, and oversight are lacking or non-existent. Those that are assigned staff responsibilities in the current configuration are required to be generalist in many areas which inhibits growth, specialization, and mastery required in departmental operations and oversight.

## Capital Assets and Capital Improvement Programs

Three basic resources are required to successfully carry out the emergency mission of a fire department—trained personnel, firefighting equipment (both tools and vehicles), and fire stations. Because firefighting is an extremely physical task, the training and capacity of personnel resources is of vital concern. However, no matter how competent or numerous the firefighters, the department will fail to execute its mission if it lacks sufficient fire equipment to deploy in an efficient and effective manner. The review of capital facilities and apparatus for this study consists of a combination of the agencies' own internal assessments and site visits by a member of the ESCI team. The facilities and apparatus for each agency are described in greater detail in the figures which follow this section.

## Facilities

Fire stations play an integral role in the delivery of emergency services for several reasons. A station's location will dictate, to a large degree, response times to emergencies. A poorly located station can mean the difference between confining a fire to a single room and losing the entire structure.

Fire stations also need to be designed properly. Stations must adequately house equipment and apparatus, as well as meet the needs of the organization, its workers, and/or its members. It is essential to research need based upon call volume, response time, types of emergencies, and projected growth prior to making a station placement commitment. Locating fire stations is also a matter of the greater community need.

Consideration should be given to a fire station's ability to support the district's mission as it exists today and into the future. The activities that take place within the fire station should be closely examined to ensure the structure is adequate in both size and function. Examples of these functions may include:

- The housing and cleaning of apparatus and equipment.
- Residential living space for on-duty crew members (male and female).
- Administrative or management offices.
- Training, classroom, and library areas.
- Firefighter fitness area.
- Public meeting space.

The facilities evaluated were scored based on guidance from the following scale:

**Figure 24: Station Condition Definitions**

<b>Excellent</b>	Like new condition. No visible structural defects. The facility is clean and well maintained. Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction matches building purpose. Age is typically less than 10 years.
<b>Good</b>	The exterior has a good appearance with minor or no defects. Clean lines, good work flow design, and only minor wear of the building interior. Roof and apparatus apron are in good working order, absent any significant full thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction matches building purpose. Age is typically less than 20 years.
<b>Fair</b>	The building appears to be structurally sound with weathered appearance and minor to moderate non-structural defects. Interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match building purpose well. Showing increasing age-related maintenance, but with no critical defects. Age is typically 30 years or more.
<b>Poor</b>	The building appears to be cosmetically weathered and worn with potentially structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling of concrete on apron may exist. Roof has evidence of leaking and/or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and/or major defects are evident. May not be well suited to its intended purpose. Age is typically greater than 40 years.

**Apparatus**

Next to firefighters assigned to stations, response vehicles are the next most crucial resource of the emergency response system. The delivery of emergency services will be compromised if emergency personnel cannot arrive quickly due unreliable transportation or if the equipment does not function properly.

Fire apparatus are unique and expensive pieces of equipment, customized to operate efficiently for a narrowly defined mission. An engine may be built in such a way that the compartments fit specific equipment and tools. Virtually every space on a fire vehicle is designed for function. This same vehicle, with its specialized design, cannot be expected to operate in a completely different capacity, such as a hazardous materials unit or a rescue squad. For this reason, fire apparatus offers little flexibility in use and reassignment. As a result, communities across the country have sought to achieve the longest life span possible for these vehicles.

Unfortunately, no piece of mechanical equipment can be expected to last forever. As a vehicle ages, repairs tend to become more frequent and more complex. Parts may become more difficult to obtain, and downtime for repairs increases. Given the emergency mission that is so critical to the community, downtime is one of the most frequently identified reasons for apparatus replacement.

Because of the expense of fire apparatus, most communities develop replacement plans. To enable such planning, communities often turn to the accepted practice of establishing a life cycle for apparatus that results in an anticipated replacement date for each vehicle. The reality is that it may be best to establish a life cycle for planning purposes, such as the development of replacement funding for various types of apparatus; yet, apply a different method (such as a maintenance and performance review) for determining the actual replacement date, thereby achieving greater cost effectiveness when possible.


The apparatus evaluated were scored based on guidance from the following scale.

**Figure 25: Apparatus Condition Definitions**

<b>Excellent</b>	Like new condition. No body or paint defects. Clean compartments. Interior cab complete and in full working order with no modifications. No significant defect history. Age is typically less than 25 percent of life expectancy.
<b>Good</b>	Body and cab have good appearance with no rust and only minor cosmetic defects or dents. Clean compartments with no visible rust or corrosion. Interior cab is in full working order and good appearance. Normal maintenance history with no significant defects or high downtime. Age is typically less than 75 percent of life expectancy.
<b>Fair</b>	Body and cab have weathered appearance with minor surface rust and some cosmetic defects or dents. Unimpeded compartments with only surface rust or corrosion. Interior cab is in reasonable working order and appearance. Only repairable tank or plumbing leakage. Showing increasing age-related maintenance, but with no major defects or unreasonable downtime. Age is typically less than 100 percent of life expectancy.
<b>Poor</b>	Body and cab have weathered appearance with surface corrosion, cosmetic defects or dents, and visible rust-through of non-structural metals (body panels). Significant rust or corrosion is present in structural or support members. Use of compartments is impeded with significant corrosion and rust-through. Interior cab is in rough condition with defects impeding safe and proper use. Non-repairable tank or plumbing leakage. Problematic age-related maintenance, major defects or unreasonable downtime are evident. Service parts difficult or impossible to obtain. Age is typically greater than 100 percent of life expectancy.

All three agencies have various portions of capital facilities and equipment plans in place, but a complete system is lacking. A complete system includes a facility and equipment (apparatus and key support equipment) inventory, the projected life expectancy of those individual elements, the approximate cost for replacement at the point each element is expected to be replaced, and a sufficient funding mechanism or funding stream set aside exclusively for replacing each element according to the plan. The facilities and apparatus for each agency are described in greater detail in the figures which follow this section.

Figure 26: Midway, Station 35

<b>Fire Station Name/Number:</b>	<b>Midway Station 35</b>
<b>Address/Physical Location:</b>	<b>1322 College Parkway, Gulf Breeze, FL 32563</b>
	<b>Summary:</b> Station 35 serves as MFD's main fire station is located in the west end of their service area to provide rapid response to incidents in Midway. One fully staffed Advanced Life Support engine company responds in Engine 35 and the duty Battalion Chief operates and responds from this station.
<b>Observations</b>	
<b>Structure</b>	
Construction Type	Metal frame/brick, 3 bays
Date of Construction	2003
Seismic Protection	N/A
Auxiliary Power	Generator
Special considerations (ADA, mixed gender appropriate, storage, etc.)	Yes
Condition	Good
Square Footage	18,225
<b>Facilities Available</b>	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	Yes
Washer/Dryer	Yes
<b>Safety &amp; Security</b>	
Sprinkler & smoke detection	Yes
Security	Yes—combination door locks
Apparatus exhaust removal system	No
Turnout gear contamination extractor	No
<b>Staffing Levels</b>	
Minimum assigned staffing	Minimum four career members staffing one engine (E-35)



<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
Engine 35	2001	Ferrara pumper	Fair	4	1,250 gpm	1,000
Squad 35	1998	Ferrara pumper	Fair	0	1,250 gpm	1,000
Battalion 35	2018	Chevy Tahoe	Excellent	1	N/A	N/A
Chief 35	2017	Chevy Tahoe	Excellent	1	N/A	N/A
Boat 35	2014	Boston Whaler	Excellent	As needed	150 hp	N/A
Support 35	2005	Ford Expedition	Fair		N/A	N/A

Figure 27: Midway, Station 37


<b>Fire Station Name/Number:</b>		<b>Station 37</b>				
<b>Address/Physical Location:</b>		1801 Abercrombie Rd, Gulf Breeze, FL 32563				
		<p><b>Summary:</b> Station 37, located in the eastern portion of Midway Fire District, and provides rapid fire-rescue and Advanced Life Support (ALS) response to incidents in Midway and the west end of Holley-Navarre. One fully staffed career crew respond in Engine 37 and an unstaffed ladder truck is housed at this station.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Brick/Stucco				
Date of Construction		1988/Remodeled 2002				
Seismic Protection		N/A				
Auxiliary Power		Generator				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		Yes				
Condition		Good				
Square Footage		14,400				
<b>Facilities Available</b>						
Exercise/Workout		Yes				
Kitchen/Dormitory		Yes				
Lockers/Showers		Yes				
Training/Meeting Rooms		Yes				
Washer/Dryer		Yes				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		Yes				
Security		Yes—combination door locks				
Apparatus exhaust removal system		No				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		Minimum three career members staffing Engine 37, Ladder 37 staffed with engine crew when needed				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
Engine 37	2015	Pierce Pumper	Excellent	4	1,250 gpm	1,000
Truck 37	2005	Rosenbauer Aerial	Good	0		500

Figure 28: Midway, Training Center



<b>Fire Station Name/Number:</b>		<b>Station 37 Training Center</b>				
<b>Address/Physical Location:</b>		1801 Abercrombie Rd, Gulf Breeze, FL 32563				
		<p><b>Summary:</b> Midway Training Center, located adjacent to Station 37, is multi-purpose training area and facility that serves the members of Midway Fire District along with neighboring departments. Once a state certified training center, the training tower has been condemned. Single and multi-company training and drills are still conducted at this location.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Masonry construction				
Date of Construction		1988				
Seismic Protection		N/A				
Auxiliary Power		No				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		No				
Condition		Poor condition				
Square Footage		Unknown				
<b>Facilities Available</b>						
Exercise/Workout		No				
Kitchen/Dormitory		No				
Lockers/Showers		No				
Training/Meeting Rooms		Station 37				
Washer/Dryer		Yes (Sta 37)				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		No				
Security		No				
Apparatus exhaust removal system		N/A				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		N/A				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
No apparatus/vehicles assigned						

Figure 29: Holley-Navarre, Station 45

<b>Fire Station Name/Number:</b>		<b>Station 45</b>				
<b>Address/Physical Location:</b>		8618 Esplanade St., Navarre, FL				
		<p><b>Summary:</b> Station 45, located in the City of Navarre, is centrally located within the US Highway 98 corridor to serve the residents of Holley-Navarre Fire District. One fully staffed career crew responds in Engine 45 and one 40 hour per week Battalion Chief from this station.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Metal/Steel frame				
Date of Construction		Early 1990s/Refurbished in 2007				
Auxiliary Power		Yes				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		Fair				
Condition		Fair condition				
Square Footage		6,370				
<b>Facilities Available</b>						
Exercise/Workout		Yes				
Kitchen/Dormitory		Yes				
Lockers/Showers		Yes				
Training/Meeting Rooms		Yes				
Washer/Dryer		Yes				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		Yes				
Security		Yes				
Apparatus exhaust removal system		Yes				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		Minimum three career members staffing Engine 45				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
Engine 45	2018	Pierce	New	3	1,500 GPM	1,000
Rescue 45	2000	Ferrara Ford F 550	Fair	0	N/A	N/A
Battalion 45				1	N/A	N/A

**Figure 30: Holley-Navarre, Station 41**


<b>Fire Station Name/Number:</b>		<b>Station 41</b>				
<b>Address/Physical Location:</b>		6893 Manatee St. Navarre, FL 32566				
		<p><b>Summary:</b> Station 41, located on the west side of the Holley-Navarre District. Staffed with a minimum of two firefighter/EMTs per shift, crews respond in Engine 41 and cross-staff a brush unit from this station.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Block				
Date of Construction		2001				
Auxiliary Power		Yes				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		Yes—mixed				
Condition		Good condition				
Square Footage		5,088				
<b>Facilities Available</b>						
Exercise/Workout		No				
Kitchen/Dormitory		Yes				
Lockers/Showers		Yes				
Training/Meeting Rooms		No				
Washer/Dryer		Yes				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		No				
Security		Yes—key lock				
Apparatus exhaust removal system		Yes				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		Minimum three career members staffing E-41				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
Engine 41	2018	Pierce pumper	New	3	1,500 gpm	1,000
Squad 41 (Brush unit)	2006	Dodge 1500	Fair	0	250 gpm	200

Figure 31: Holley-Navarre, Station 43


<b>Fire Station Name/Number:</b>		<b>Station 43</b>				
<b>Address/Physical Location:</b>		8351 East Bay Blvd., Navarre, FL 32566				
		<p><b>Summary:</b> Station 43, located is currently an unstaffed facility and is used for storage and houses a reserve engine.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Steel frame				
Date of Construction		Pre-1990				
Auxiliary Power		No				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		Yes				
Condition		Fair condition				
Square Footage		2,000				
<b>Facilities Available</b>						
Exercise/Workout		No				
Kitchen/Dormitory		Yes				
Lockers/Showers		Yes				
Training/Meeting Rooms		No				
Washer/Dryer		No				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		No				
Security		Yes—key				
Apparatus exhaust removal system		No				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		Not staffed—Reserve engine stored				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
Engine 43 (Reserve)	2000	Ferrara pumper	Fair	0	1,250 gpm	1,000

Figure 32: Holley-Navarre, Station 44



<b>Fire Station Name/Number:</b>		<b>Station 44</b>				
<b>Address/Physical Location:</b>		3146 Bob Tolbert Rd., Navarre, FL 32566				
		<p><b>Summary:</b> Station 44, is a one bay, garage-type building that currently is not staffed and houses no HNFD equipment.</p>				
		<b>Observations</b>				
<b>Structure</b>						
Construction Type		Block				
Date of Construction		Pre-1990				
Auxiliary Power		No				
Special considerations (ADA, mixed gender appropriate, storage, etc.)		No				
Condition		Fair condition				
Square Footage		800 sq. ft.				
<b>Facilities Available</b>						
Exercise/Workout		No				
Kitchen/Dormitory		No				
Lockers/Showers		No				
Training/Meeting Rooms		No				
Washer/Dryer		No				
<b>Safety &amp; Security</b>						
Sprinkler & smoke detection		No				
Security		No				
Apparatus exhaust removal system		No				
Turnout gear contamination extractor		No				
<b>Staffing Levels</b>						
Minimum assigned staffing		N/A				
<b>Assigned Apparatus/Vehicles</b>						
<b>Unit Designation</b>	<b>Year</b>	<b>Type/Make</b>	<b>Condition</b>	<b>Staffing</b>	<b>Pump</b>	<b>Tank</b>
N/A						

Figure 33: Navarre Beach Station 49

<b>Fire Station Name/Number:</b>	<b>Station 49</b>
<b>Address/Physical Location:</b>	<b>1413 Utility Dr., Navarre, FL 32566</b>
	<b>Summary:</b> Station 49, is located between the Santa Rosa Sound and the Gulf of Mexico. It is strategically located to provide rapid response to incidents on Navarre Beach. A crew of three career firefighter/EMTs respond in Engine 49 from this station.
<b>Observations</b>	
<b>Structure</b>	
Construction Type	Steel frame
Date of Construction	2006
Auxiliary Power	Generator
Special considerations (ADA, mixed gender appropriate, storage, etc.)	No
Condition	Fair
Square Footage	Unknown
<b>Facilities Available</b>	
Exercise/Workout	Yes (In engine bay)
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	No
Washer/Dryer	Yes
<b>Safety &amp; Security</b>	
Sprinkler & smoke detection	Yes
Security	Yes—key locks
Apparatus exhaust removal system	No
Turnout gear contamination extractor	No
<b>Staffing Levels</b>	
Minimum assigned staffing	Minimum 3 members staffing E-49 and cross-staff Ladder 49 or surf rescue unit when needed



Assigned Apparatus/Vehicles						
Unit Designation	Year	Type/Make	Condition	Staffing	Pump	Tank
Engine 49	2007	Ferrara pumper	Fair	3	1,500 gpm	1,000
Ladder 49	1997	Ferrara Ladder	Fair	Cross staffed	1,500 gpm	
Chief 49	2017	Ford F-150	Excellent			N/A
Surf 49	2007	Ford F-150	Poor	2	N/A	
Beach 49	2010	Chevy Silverado	Good	Cross staffed	N/A	N/A
Ski 49		Yamaha	Good		N/A	N/A
Ski 49		Seadoo	Poor		N/A	N/A

After reviewing each agency's facilities and apparatus, as well as visiting the fire stations and their assigned apparatus, our ESCI team member noted and recommends:

ESCI's site visits revealed some general areas of attention, particularly surrounding general maintenance, condition of fire station kitchens, locker rooms, and bathroom/shower facilities and in some cases structural repair. The current fire stations were constructed within the last 25–30 years and concerns relative to security, living quarters, office space, and storage must be addressed. Additionally, these fire stations are limited in smoke detection, fire protection, and alarm notification capabilities.

Over the past few years, the fire service has become increasingly concerned with the issue of firefighter cancer and cancer-prevention practices. One such practice is to limit firefighter exposure to products of combustion, as well as minimizing/eliminating exposure to diesel fumes/soot (from fire apparatus). One preventative measure is to limit/reduce firefighter exposure to toxic products of combustion which occur *after the fire* (aka, off-gassing). To this end, it is recommended that the three agencies collaborate to enact cancer prevention measures into current practices, and to consider cancer prevention strategies in future fire station renovation projects.

**RECOMMENDATIONS:**

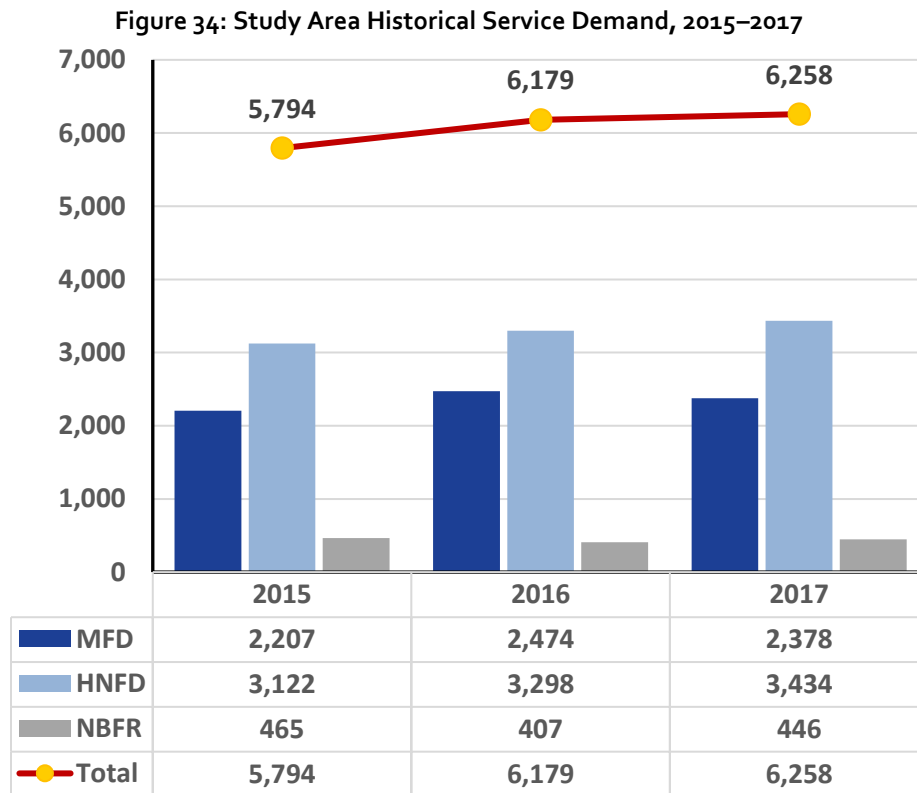
- All three agencies should identify management, administrative, and labor representatives to form a collaborative working group to work on standardizing rules and regulations, along with other potential collaborative efforts.
- All three agencies should track the value of property exposed to fire to determine the values saved and to quantify the value of a combined fire district to their constituents.
- At the conclusion of this study, the three districts should jointly strategize and problem-solve around the top three critical issues facing the districts, at a minimum.
- Combine advertising, testing, and hiring firefighter programs to enlarge the available hiring pool.
- Establish a commonly shared program for new firefighter training and orientation development.
- Establish commonly shared training program goals and objectives.
- Develop a collaborative training manual and annual training plan.
- Establish a multi-agency training committee to address combined training plans and goals.
- Develop a practice via which station crews provide response area coverage to other districts so other companies can regularly access the resources of the training center located at MFD Station 37.
- Take steps to expand and collaborate on fire and life safety public education initiatives and life safety inspections.
- Establish guidelines for expenditure growth that is controlled based on revenue growth and the forecasted fund balance outlook.
- Develop and maintain a long-term capital plan including: IT, Communications, Apparatus/Fleet, Facilities, Fire Equipment, and Planning/Mapping/GIS technology.
- Continue to pursue a Beach Safety and Education program for Navarre Beaches and responses to Gulf Islands National Seashore when requested.
- Store turnout gear in a well-ventilated room to prevent additional firefighter exposure to off-gassing of chemicals absorbed into turnout gear during a fire.
- Reduce exposure to diesel soot and/or limiting the potential for personnel and turnout gear to be exposed to diesel fumes/soot.
- Enact policies which prohibit turnout gear from entering the "living quarters" and "dormitory areas" of the station.
- Establish a decontamination plan (washer/extractor) for contaminated turnout gear post-fire.
- Prioritize and make station improvements to enhance station safety and security.

## Service Delivery and Response Performance

In this section of the Cooperative Efforts Feasibility Study, a review of current service delivery and performance within the study area was conducted. Observations will be made concerning service delivery for the study area as a whole and for the individual agencies where appropriate and depending on the available data.

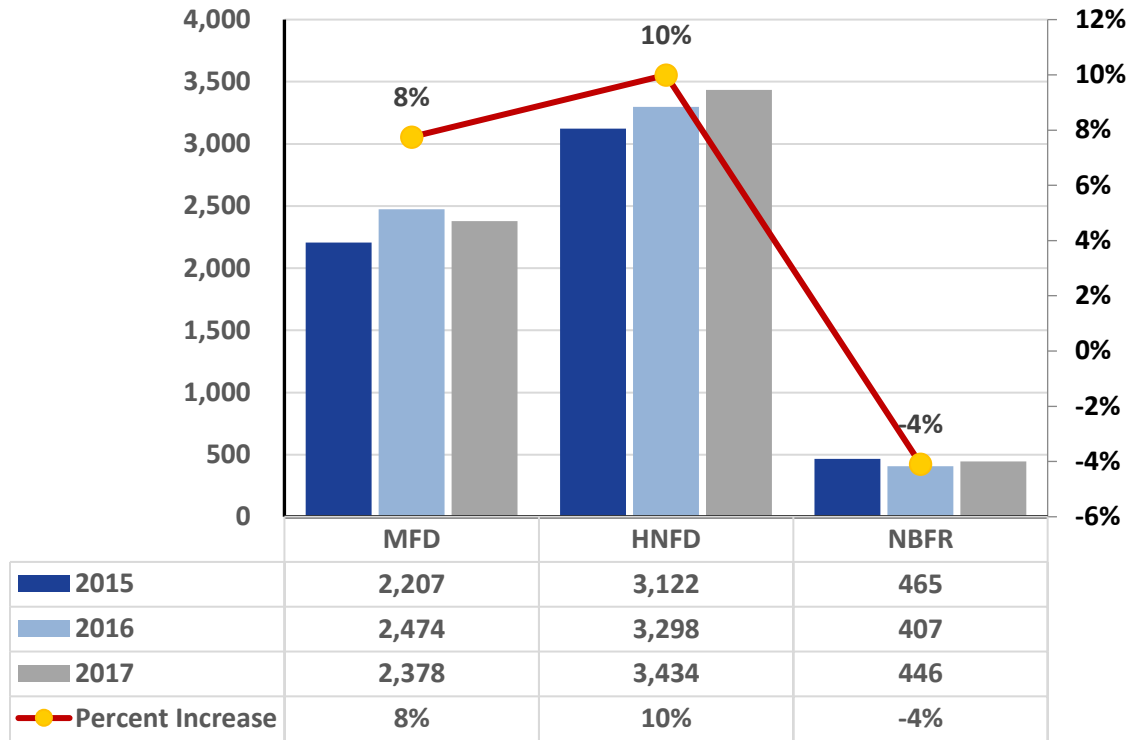
### Service Demand

In the demand study, ESCI reviewed current and historical service demand by incident type and temporal variation for the study area and the participating jurisdictions. GIS software is used to provide a geographic display of demand within the overall study area. The data used in this analysis is derived from National Fire Incident Reporting System (NFIRS) data provided by the individual agencies. Additionally, CAD data from the Santa Rosa County Communications Center (SRCCC) is utilized in the temporal and geographic demand analysis. The following figure depicts historical service demand from 2015 through 2017 derived from NFIRS data provided by each of the departments.



Demand for fire department services varies throughout the study area. Holley-Navarre Fire District experienced the greatest demand and NBFR the least demand during the 24-month study period with the MFD in the middle. The following figure displays the change in service demand over the last three years, summarized by agency.

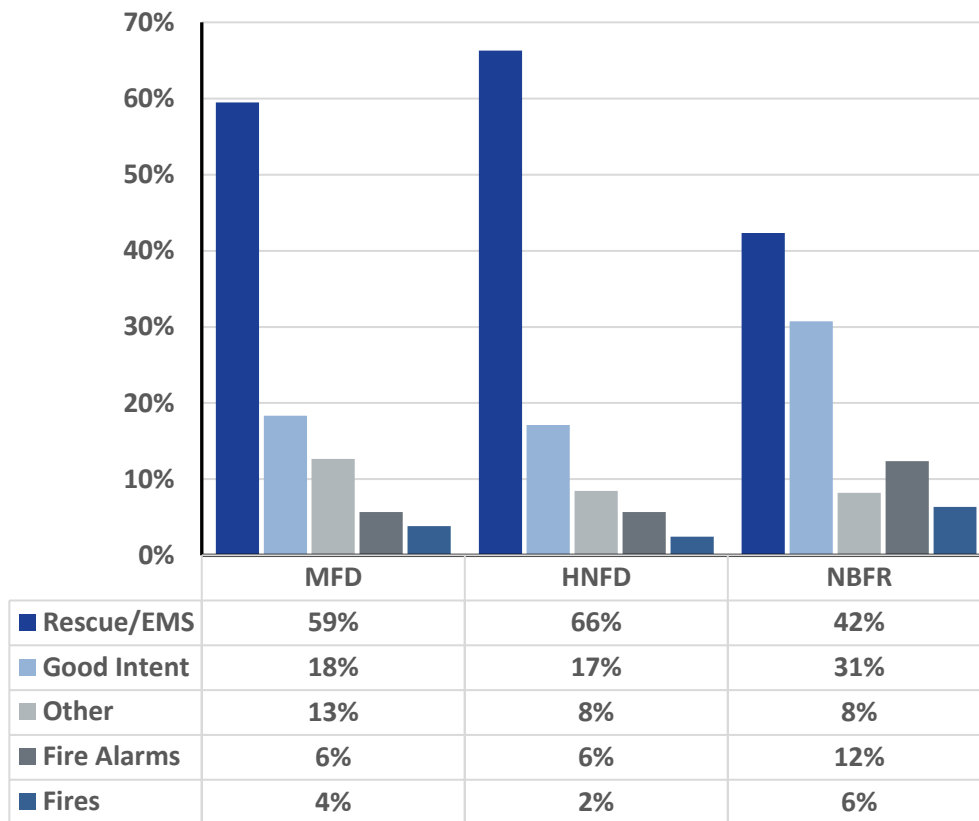
Figure 35: Percent Change in Service Demand, 2015–2017



The previous figure demonstrates that both MFD and HNFD had an increase in service demand in each year from 2015 to 2017. NBFR decreased in incidents from 2015 to 2016, followed by an increase in 2017. Overall, service demand increased by 8 percent within the study area. Holley-Navarre experienced the greatest change—a 10 percent increase; while NBFR experienced a 4 percent decrease in service demand overall. The next figure summarizes demand by incident type for each agency.

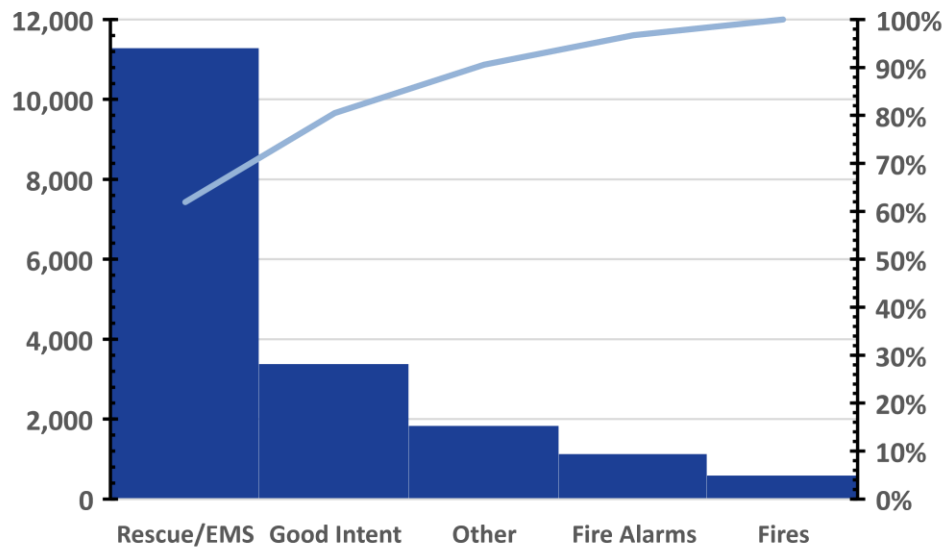
### Incident Type and Frequency

Figure 36: Agency Service Demand by Incident Type, 2015–2017



The percentages vary throughout the study area. However, EMS incidents constitute the greatest workload for all the participating agencies and fires represent the lowest workload. The *Rescue/EMS* category includes all calls for medical service including Motor Vehicle Accidents and rescue incidents. The *Good Intent* category includes cancelled calls and incidents in which an emergency was not found. The *Other* category refers to incidents such as hazmat, service calls, or weather-related incidents. Fire Alarms include manual and automatic fire alarms and lastly—*Fires* refer to all types of fires (structure, wild-land, vehicle, etc.). The percentages displayed in the previous figure are comparable to similar fire jurisdictions although the percentage of EMS calls was expected to be higher. The next figure displays service demand by type of incident for the entire study area.

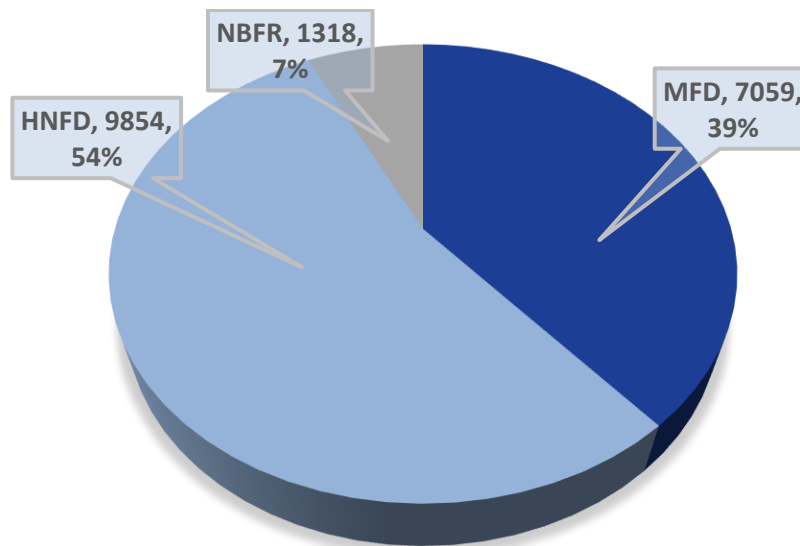
Figure 37: Service Demand by Incident Type; Study Area, 2015–2017



As shown in the figure, 62 percent of the incidents throughout the study area were for Rescue/EMS incidents. Fires accounted for 3 percent of total incidents.

The next figure provides the proportion of incidents from each agency into the 18,271 total incidents in the study area.

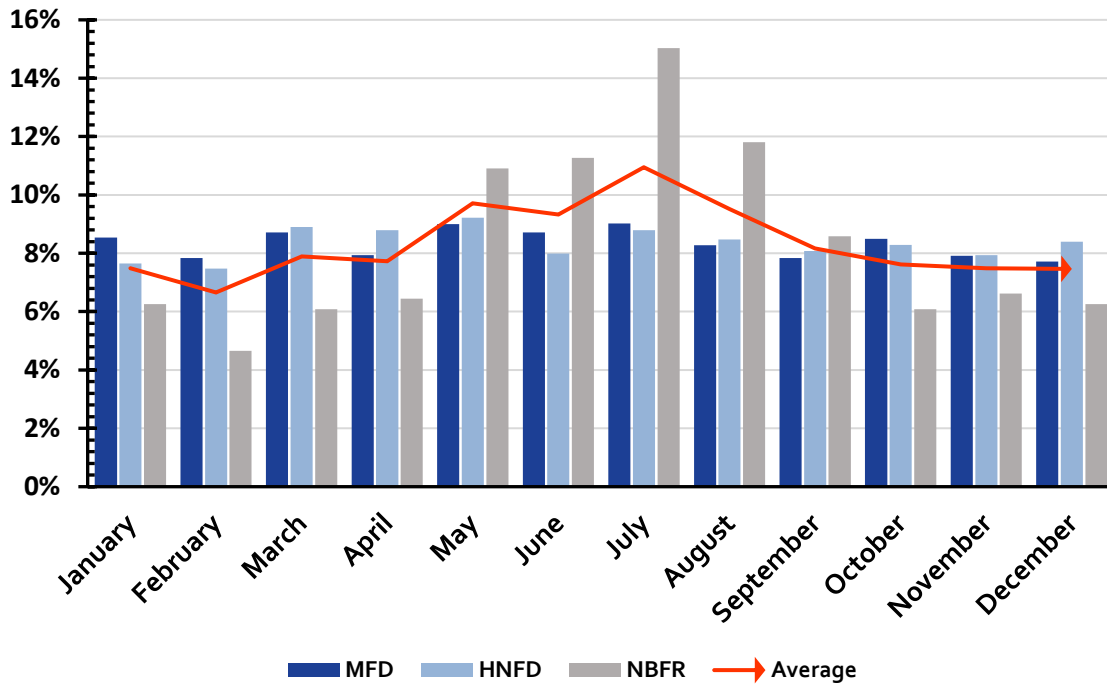
Figure 38: Proportion of Total Service Demand in the Study Area from Each Department, 2015–2017



### Temporal Variation

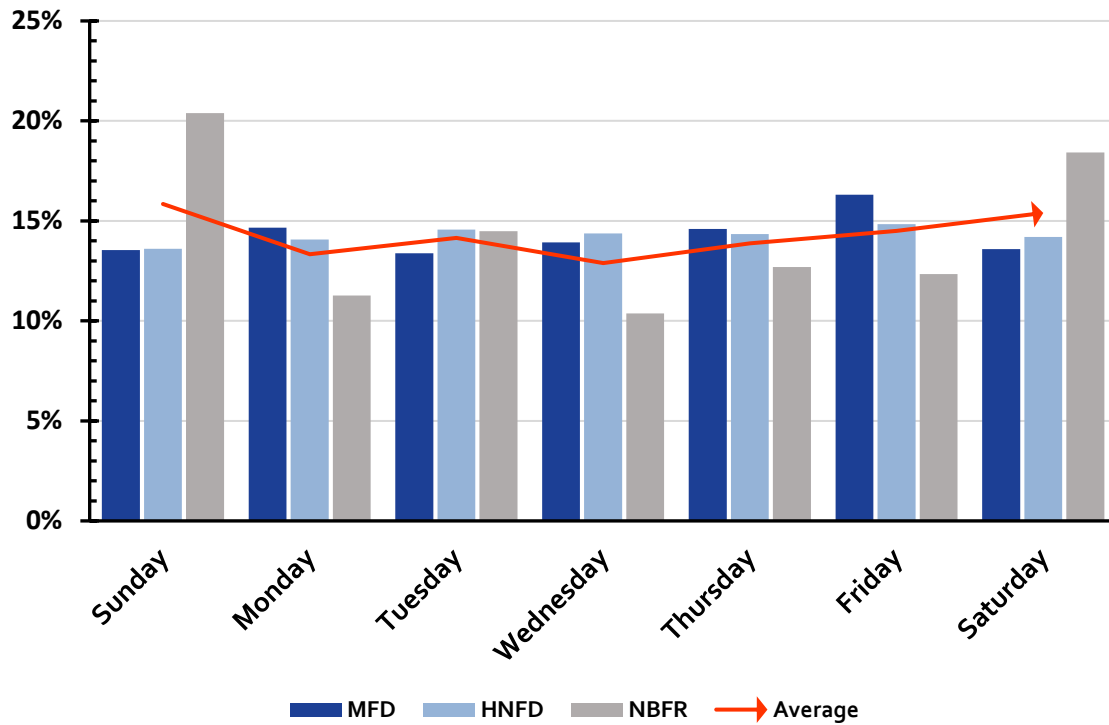
A temporal analysis of incidents reveals when the greatest response demand is occurring. The following figures illustrate how activity and demand changed for the study area and individual fire agencies based on various time measurements. The data used is 2016 and 2017 SRCCC CAD data for each participating agency.

Figure 39: Study Area Service Demand by Month, 2016–2017



Service demand across the MFD and HNFD is consistent through the year. The busiest month for the MFD is July with just over 9 percent of the incidents for the year. May is the busiest month for the HNFD with over 9 percent of the incidents. The slowest month for the MFD is December and for HNFD February both in the mid-seven percent. As would be expected in a high tourist waterfront area, NBFR is busiest in the summer months of May, June, July, and August with 9 to 11 percent of the annual incidents occurring in these months. The slowest months for NBFR were February, March, and October with 4 percent and 6 percent on the demand respectively. Overall, average service demand varies from a low of nearly 6 percent in February—the shortest month—to a high of 10 percent in July. The next slowest month is December. The next figure looks at service demand by day of the week.

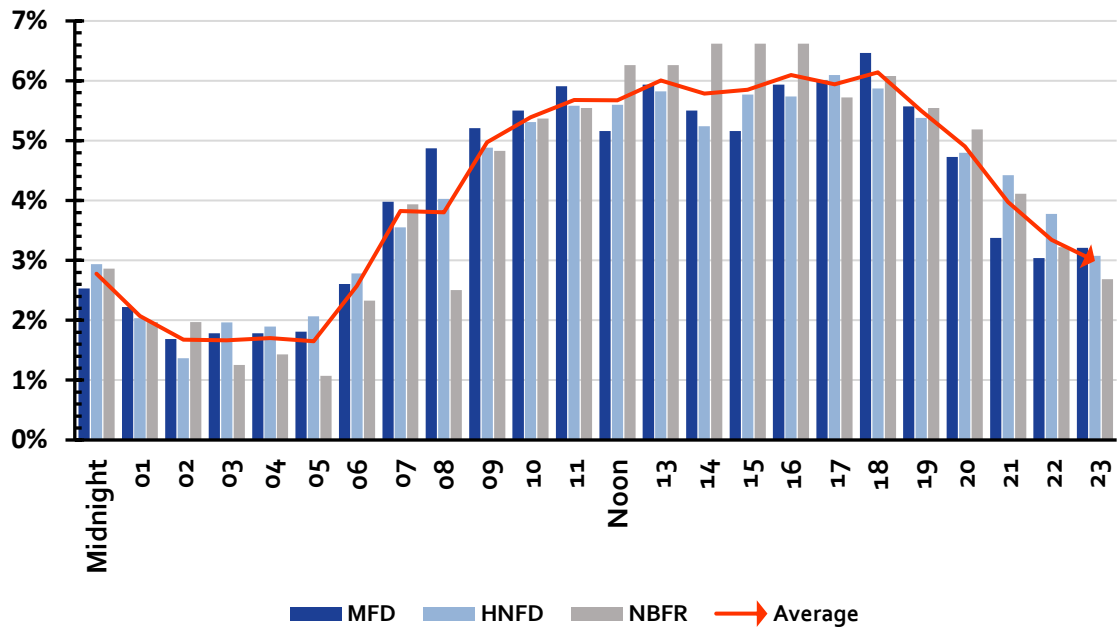
Figure 40: Study Area Service Demand by Day of the Week, 2016–2017



Service demand by day of the week varies for each jurisdiction and again MFD and HNFD are consistent through the week with the busier days being Monday through Friday. The slowest day for MFD is Tuesdays with 13 percent of the total calls. Sunday is the slowest day for HNFD again with 13 percent of incidents. In contrast, NBFR demand increases on the weekend and is slower during the week. Overall, the average service demand throughout varies within a range of approximately 2.9 percent between the lowest demand (Wednesdays) and the highest demand on Sundays. The last temporal analysis of service demand examines demand summarized by hour of the day and is illustrated in the next figure.



Figure 41: Study Area Service Demand by Hour of the Day, 2016–2017



The previous figure demonstrates a distinct curve that closely follows typical population activity patterns. Incident activity begins to increase in the morning and continues to increase throughout the workday and into the late evening. The demand gradually decreases throughout the evening hours and into the early morning hours. In the study area—including the three districts—demand remains high throughout the day until approximately 6 pm. The demand for NBFR peaks throughout the afternoon as might be expected in that area.

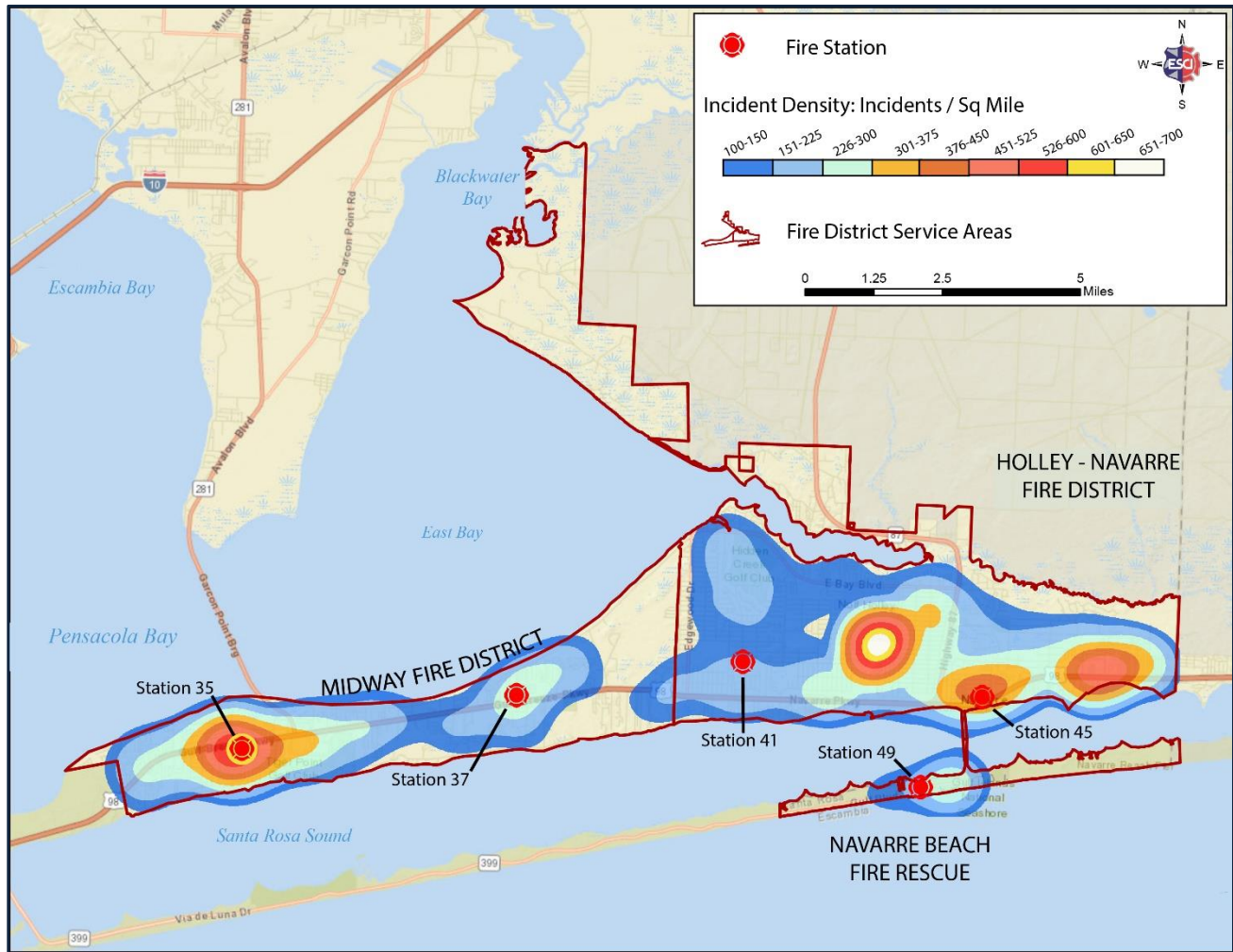
Of note is that while demand is lower in the early morning hours, residential fatal fires occur most frequently late at night or in the early morning. From 2009 to 2011, residential fatal fires were highest between 0100 to 0200 and 0400 to 0500. The 8-hour peak period (11 pm to 7 am) accounted for 48 percent of residential fatal fires.<sup>2</sup>

<sup>2</sup> Fatal Fires in Residential Buildings (2009–2011), Topical Fire report Series Volume 14, Issue 3/May 2013, U.S. Department of Homeland Security, U.S. Fire Administration, National Fire Data Center.

### Geographic Distribution

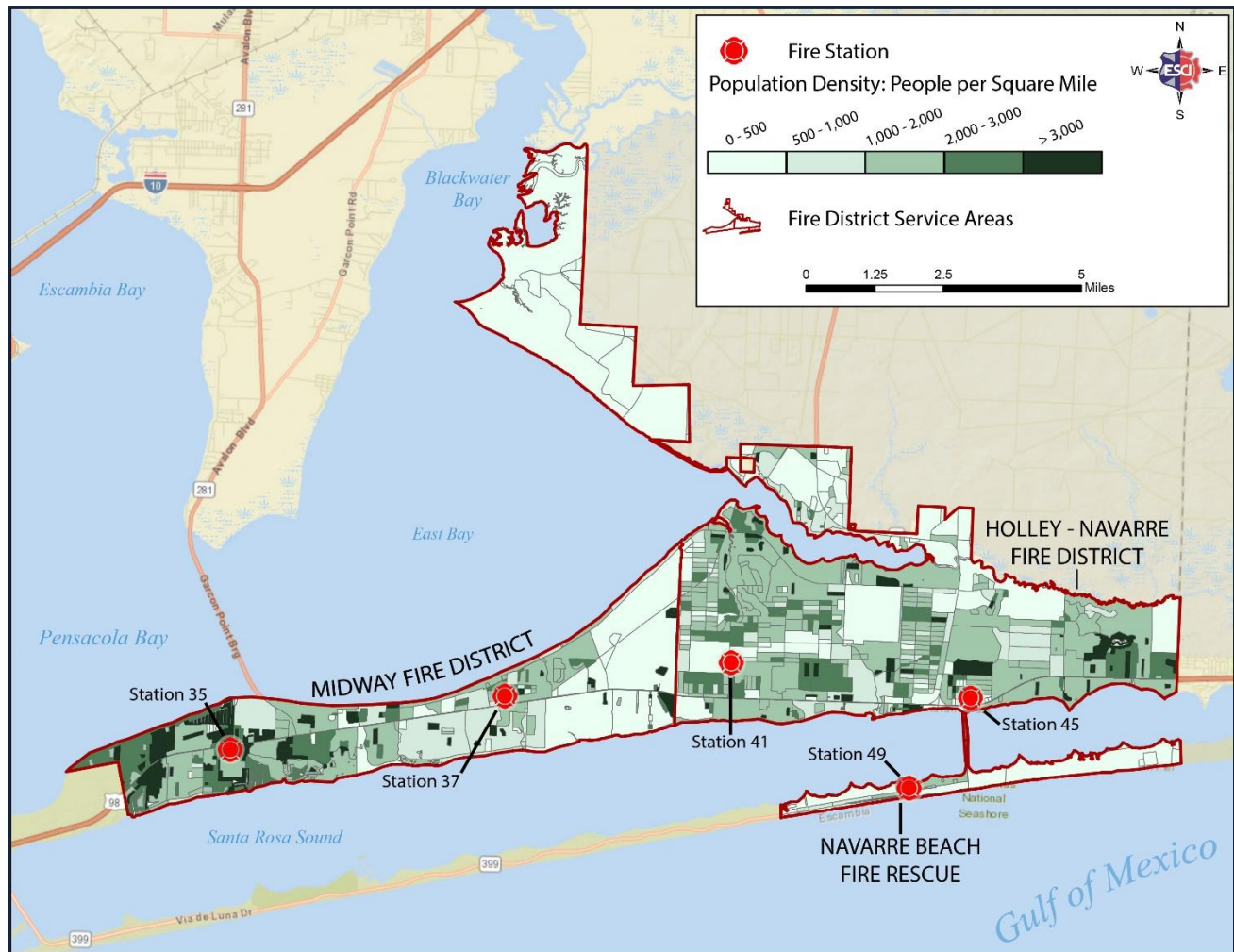
In addition to the temporal analysis of service demand, it is useful to examine the geographic distribution of service demand. Utilizing the SRCCC data, ESCI calculates the mathematical density of incidents in 2016 and 2017 throughout the study area. The next figure shows the result of this calculation.

Figure 42: Incident Density, 2016–2017



In this analysis, the relative proximity of incident locations is compared using GIS software and a relative scale of incident rate per square mile calculated. Also referred to as a Hot Spot analysis, this figure displays where the highest density of incidents occurred relative to each other and provides areas of frequent activity. Service demand is spread throughout the study area. As expected, the high incident density areas tend to be in the areas of higher population.

Figure 43: Population Density, 2010 U.S. Census Blocks



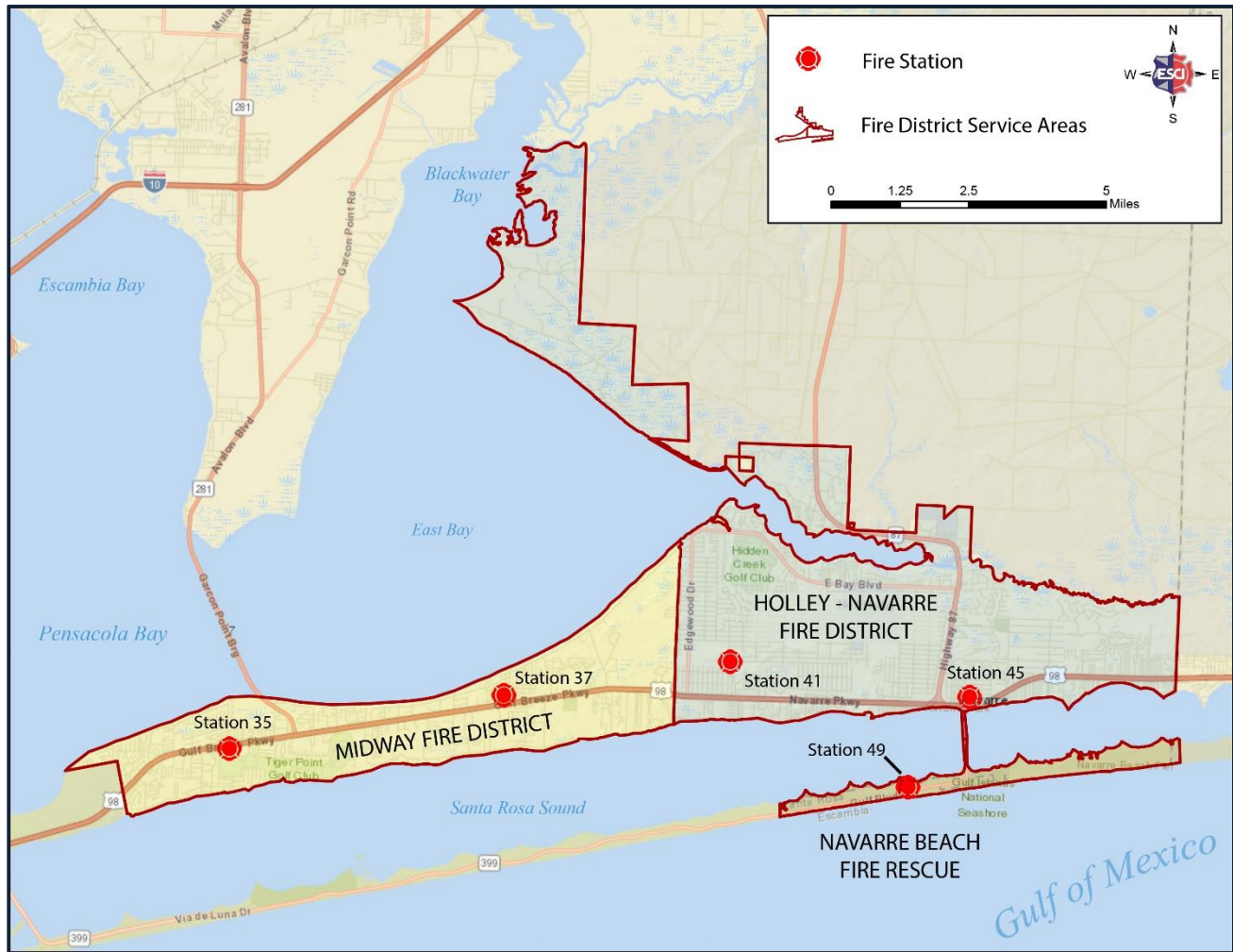
This figure displays the population density from the 2010 census showing people per square mile. The 2010 Census data is used because it provides for the smallest units calculated and therefore provides the most detailed analysis. The census is updated at this detail level in every ten years.

In the study area, the highest population concentrated is in the western end of the study area. Although there are several areas throughout the study area that have a density of 2,000 to 3,000 people per square mile. Note that the areas with the highest population density correspond with the areas of highest incident density displayed in the demand analysis.

### Resource Distribution

In the distribution analysis, ESCI presents an overview of the current distribution of fire agency resources in the study area. The following figure displays the Cooperative Services Study area and the participating fire jurisdiction.

**Figure 44: Fire Service Cooperative Services Study Area**



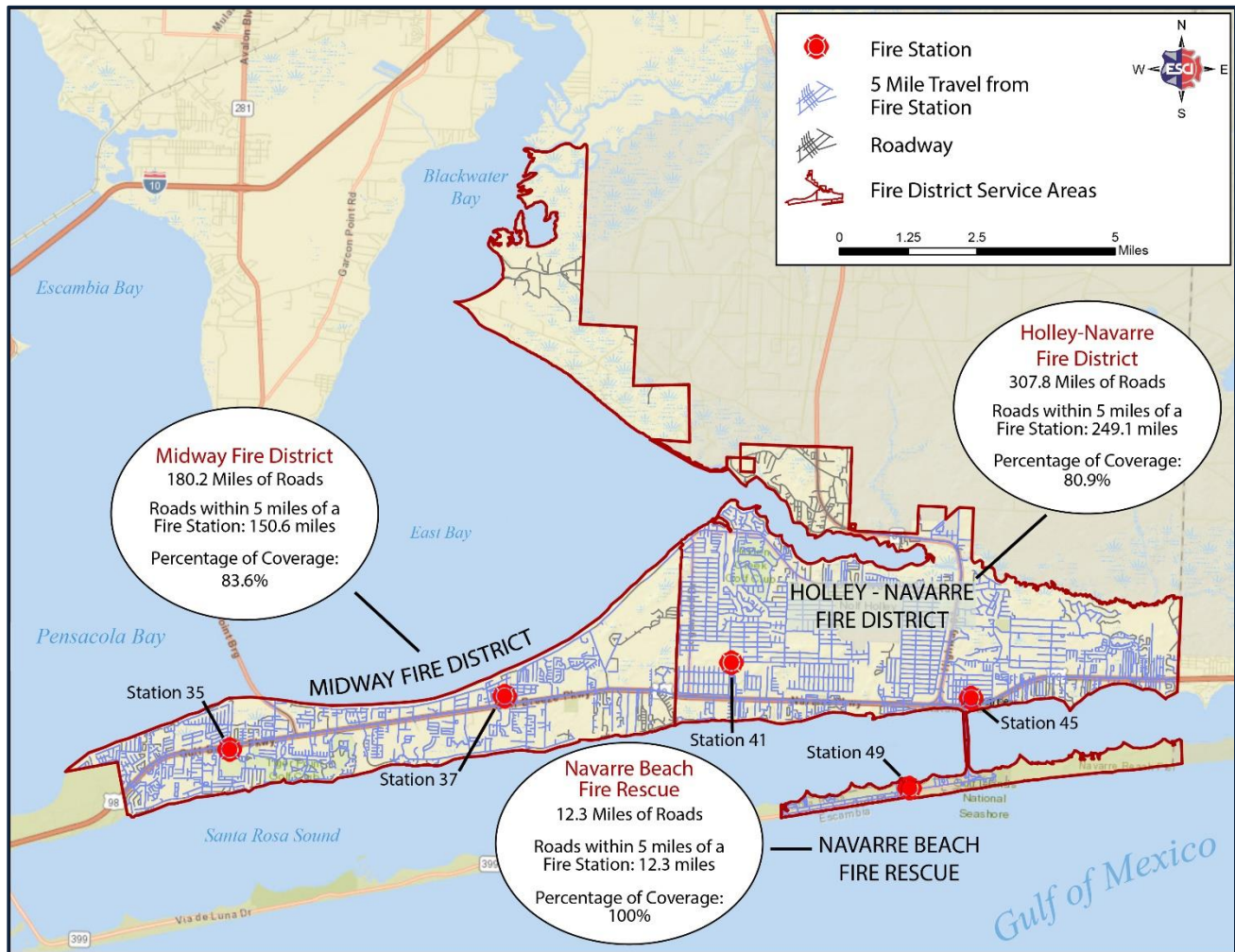
The study area encompasses a total of approximately 54 square miles in southern Santa Rosa County. The MFD has a service area of 17.1 square miles, HNFD 34.9, and NBRF 2.4. The participating agencies serve the area from five staffed fire stations distributed throughout the respective service areas.



**ISO Criteria**

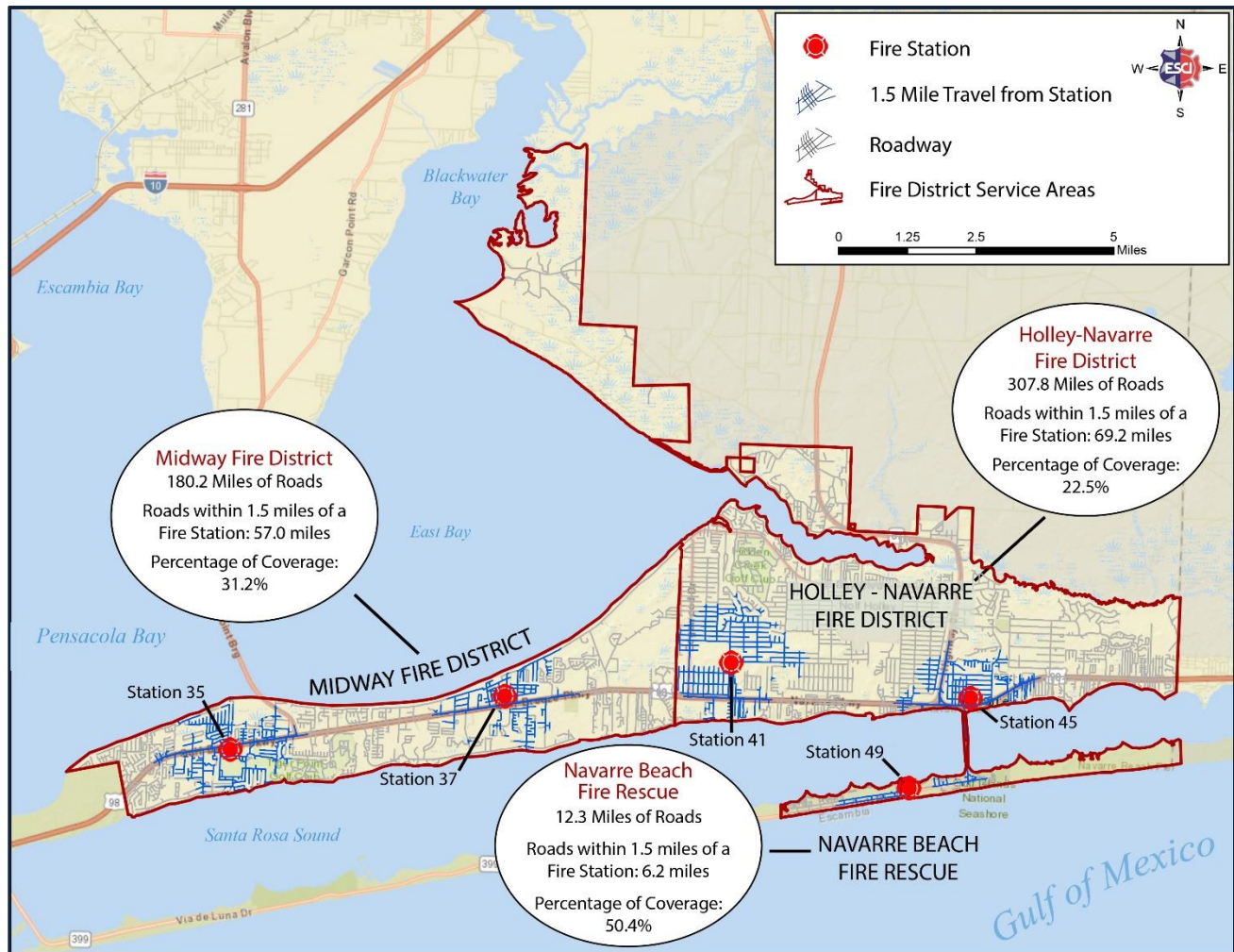
The Insurance Services Organization (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. A jurisdiction’s ISO rating is an important factor when considering fire station and apparatus distribution, as it can affect the cost of fire insurance for fire district individuals and businesses. To receive maximum credit for station and apparatus distribution, ISO recommends that all “built upon” areas in a community be within 1.5 road miles of an engine company. Additionally, a structure should be within five miles of a fire station and have an adequate water supply to receive any fire protection rating for insurance purposes. In the following figures, ESCI examines fire facility distribution by distance over the existing road network.

**Figure 45: Study Area Station Distribution, 5 Mile Travel Service Area**



Depicted in the figure is the ISO five-mile travel requirement to receive a fire protection rating. Overall in the study area 82 percent of the roadways are within the five-mile requirement. The areas outside the five-mile travel areas are generally areas that have a population density of less than 500 people per square mile.

**Figure 46: Study Area Station Distribution, 1.5 Mile ISO Criterion; Engine Company**



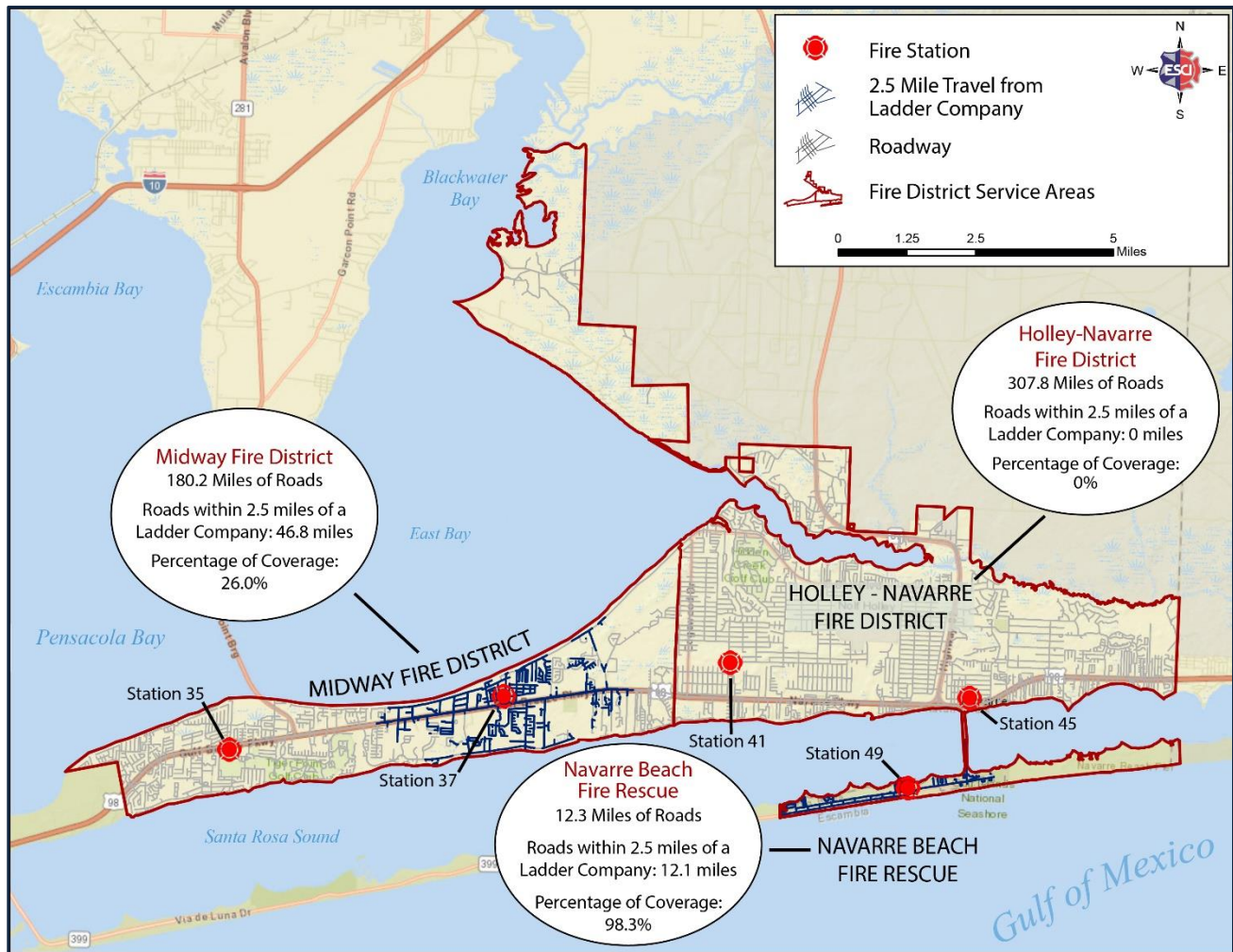
Approximately 26 percent of the road network in the study area is within 1.5 miles travel of a fire station. Generally, the ISO 1.5-mile travel distance applies to municipal areas and would apply to all three departments in the study area. The current fire station locations within the study area are not adequate to meet the ISO requirements of 1.5 miles.

Similar to the 1.5-mile engine company criteria, ISO recommends that truck companies (aerial apparatus) be placed at 2.5-mile intervals in areas with at least five buildings of over three stories in height.

Midway Fire District cross staffs an aerial apparatus at Station 37 and NBFR has an aerial at Station 49. The next figure demonstrates the 2.5-mile service area for this aerial apparatus.



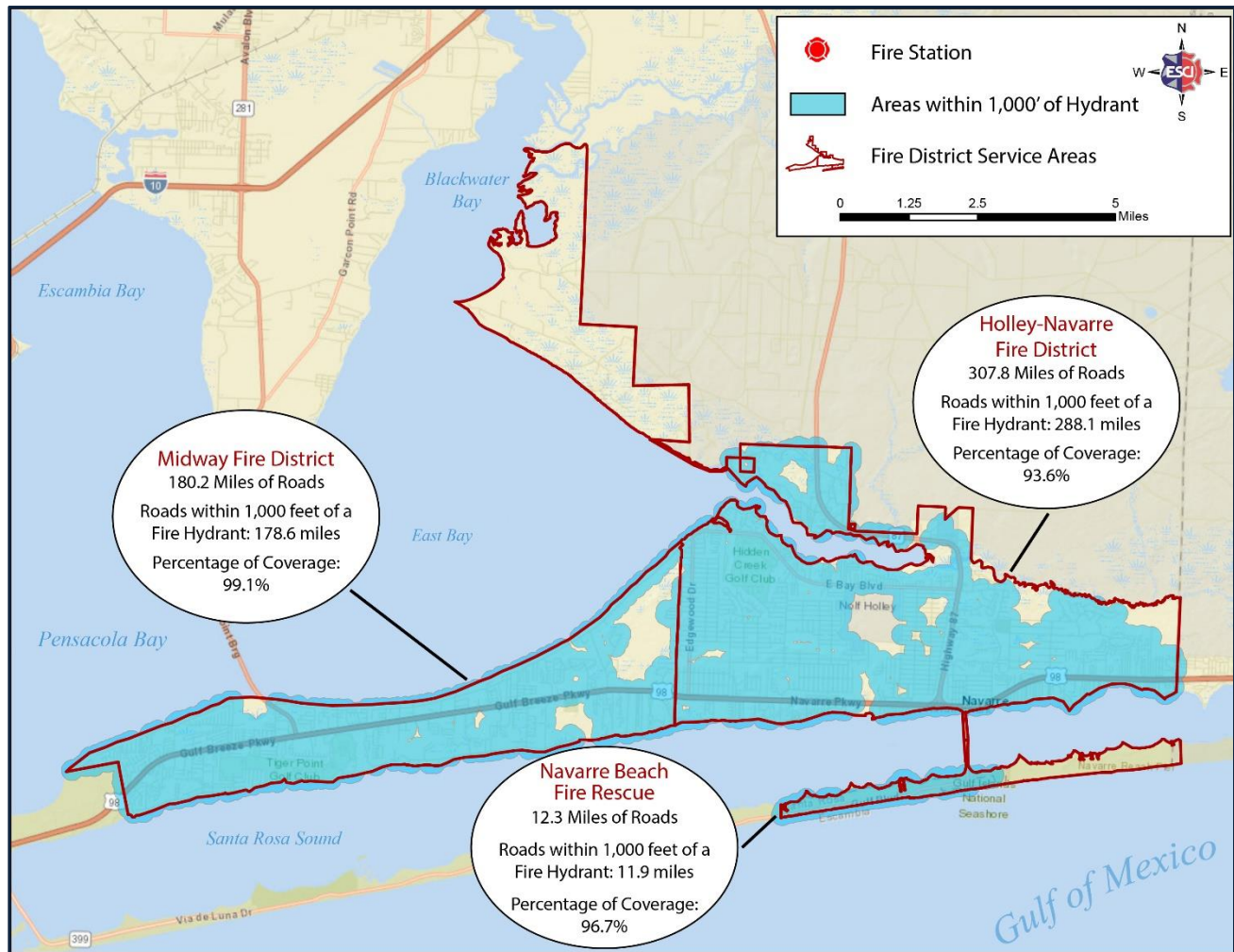
Figure 47: Study Area Station Distribution, 2.5 Mile ISO Criterion; Truck Company



The aerial apparatus at Station 49 provides adequate coverage within NBRF. The aerial at Station 37 is cross-staffed but provides good coverage in the Station 37 area; however, does not cover the entire MFD service area adequately. There are no areas in the HNFd that are within 2.5 miles of an aerial. Areas within the fire district should evaluate the location of buildings over three stories and the relationship to the 2.5-mile travel distance. Overall in the study area, only 12 percent of the area has aerial coverage within the 2.5-mile requirement.

The ability of a fire department to arrive on scene of a fire within a given time or distance represents only part of the ISO classification. Other elements include the ability to assemble personnel, resources, and water sufficient to extinguish the fire. The next figure illustrates the areas that are 1,000 feet from a fire hydrant. Those structures outside of the 1,000-foot radius are subject to receive an ISO Class 10 rating, signifying that no fire protection capabilities exist, unless the fire department can demonstrate a suitable tanker shuttle operation and transport a sufficient volume of water to a fire for suppression activities to the incident scene within a specified period.

Figure 48: ISO Hydrant Distribution



Over 90 percent of the of the roads in each of the jurisdictions are within 1,000 feet of a fire hydrant. The largest area of deficient in coverage is the less populated areas of the northwestern end of the HNFD.

In closing, it bears mentioning that the addition of fire stations or changes to type of apparatus deployed can have negative impacts to the overall ISO rating if personnel are insufficient to staff those locations based on ISO minimum criteria. Prior to implementing new deployment strategies, the ISO regional representative should be consulted to assess the potential impacts of changes to the deployment strategy.



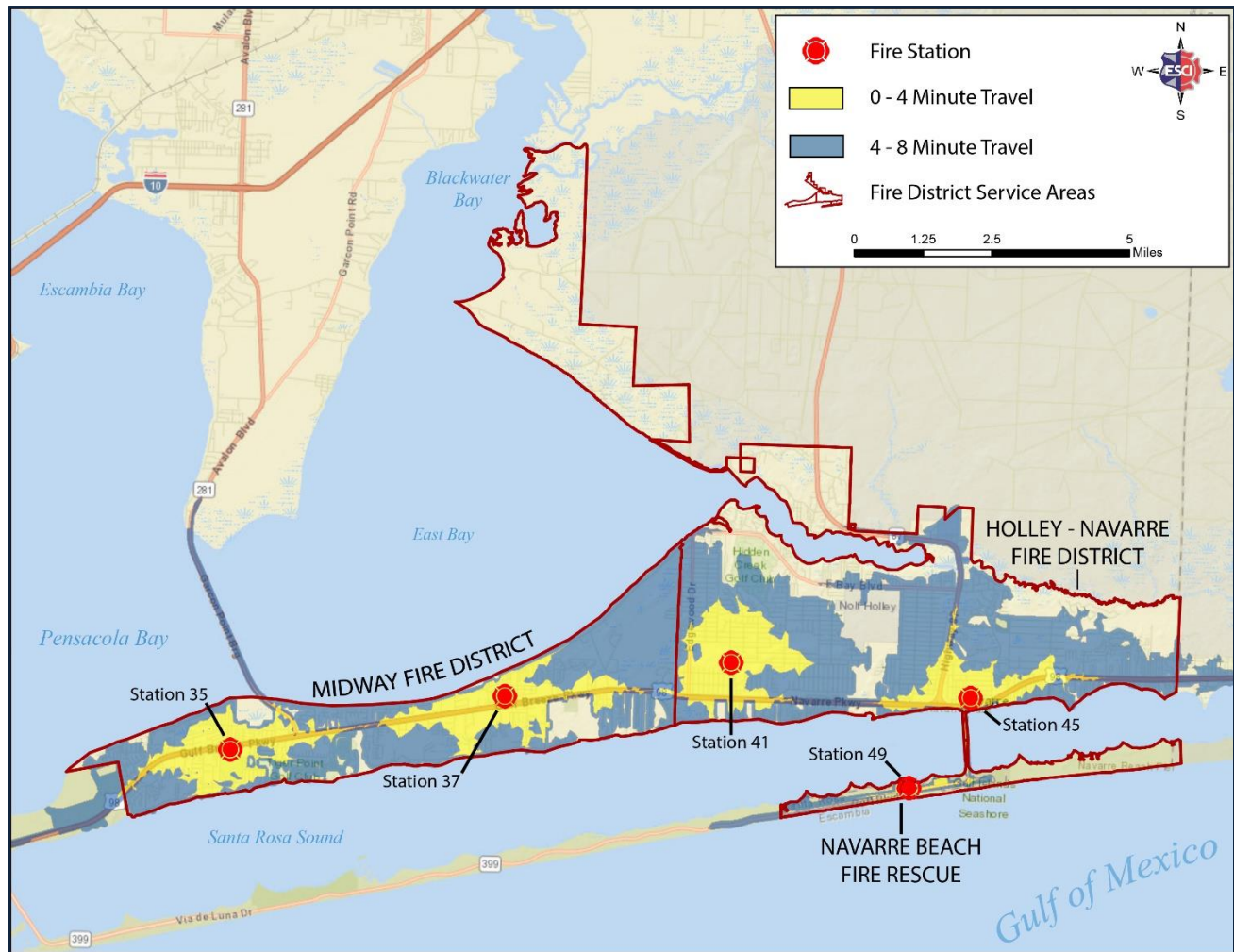
### **NFPA 1710 Criteria**

While ISO criteria is focused on fire suppression activities exclusively, NFPA standards establish benchmarks for all areas of responsibility for a fire department. In this analysis, a four and eight-minute travel time will be applied to each fire station. A four-minute standard, derived from 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*, for travel was selected as it is the consensus standard for career fire department travel times. The eight-minute travel time is the established period of travel time for an initial alarm assignment, meaning that all units needed to conduct fire suppression operations must arrive on scene and commence operations within that period of travel time. NFPA 1710 allows for organizations to establish benchmarks based upon current performance and to establish benchmarks, or goals, for service delivery objectives. However, the travel time benchmark for career organizations is for the initial suppression unit to arrive on scene in four minutes or less, 90 percent of the time and the arrival of the full initial alarm response within eight-minutes, 90 percent of the time.

Utilizing current GIS data, the figures on the following pages demonstrate potential travel times from the fire stations in the study area over the existing road network. Illustrated travel time is calculated using the posted speed limit and adjusted for negotiating one-way streets, turn delays, and intersection elevations.

The following analysis demonstrates the predicted four and eight-minute travel time as referenced in NFPA 1710.

Figure 49: 4 and 8-Minute Travel Time



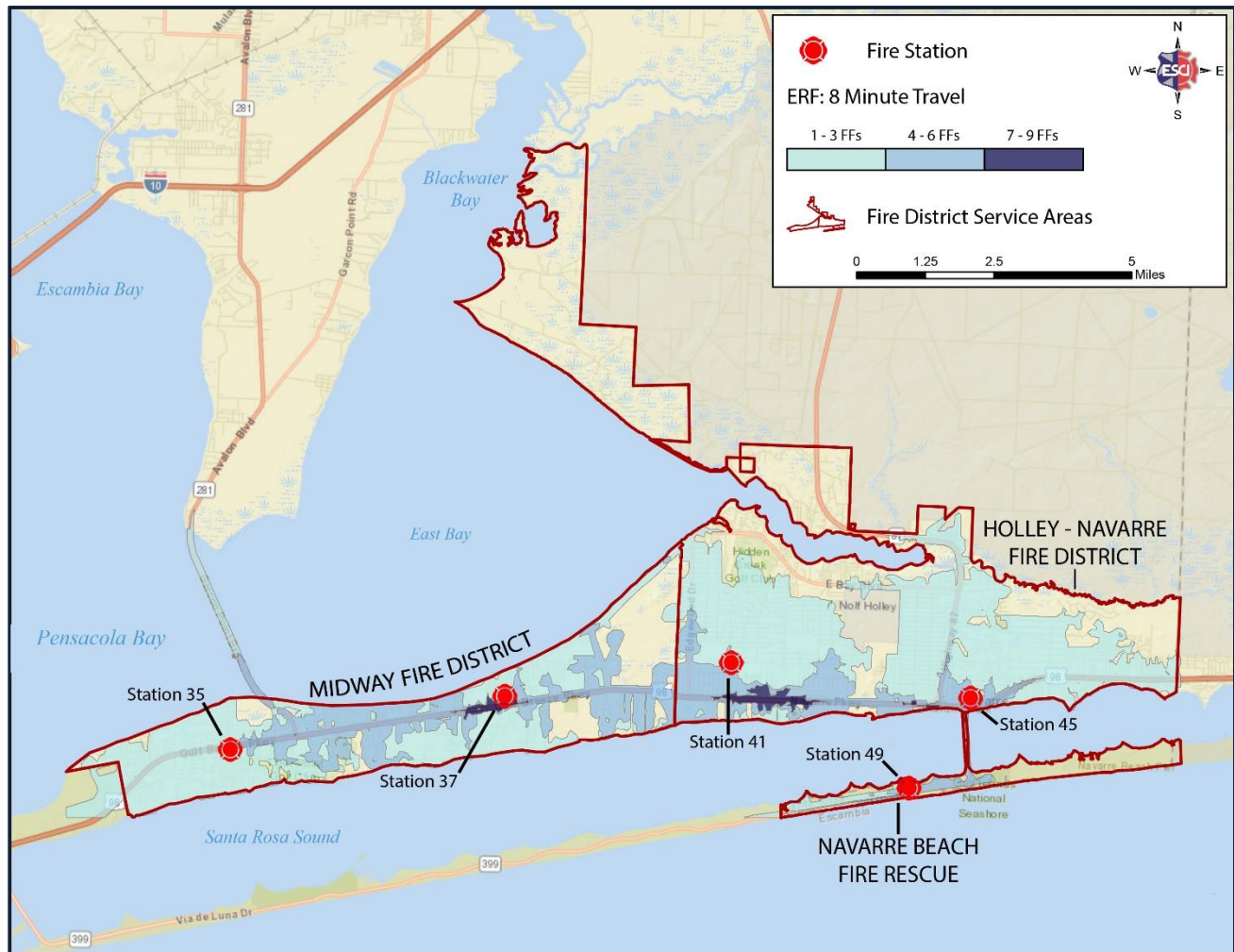
The geography and nature of the road network presents challenges to the fire jurisdictions within the study area. However, it is apparent in the figure above that the majority of the study area is within eight minutes of a fire station with travel times over eight minutes in areas of low population density. It must also be noted that the entire study area is surrounded by water. NBFR has limited access which can have significant impacts on response time particularly for units having to cross the bridge to assist them.

**Resource Concentration**

The ability for fire departments to assemble resources from multiple areas to initiate safe and effective fire suppression and rescue operations is critical to the overall success of the department. In the previous figure, the requirements of NFPA 1710 were benchmarked.

The following figure presents a resource concentration analysis using NFPA 1710 standards for the assembly of an Effective Response Force (ERF) for the study area. In the figure, fire resources within eight minutes of travel from their respective stations to the incident are displayed. As illustrated in the figure, the districts in the study area, even with automatic aid, cannot assemble an effective response force for even a moderate risk fire incident.

Figure 50: Assembly of an Effective Response Force; 8-minute Travel



### Lack of Ability to Assemble ERF Discussion

The fire service assesses the relative risk of properties and occurrences based on several factors. Properties with high fire risk often require greater numbers of personnel and apparatus to effectively mitigate the fire emergency; properties with lower risk may require fewer people, apparatus, and equipment. Staffing and deployment decisions should be made with consideration of the level of risk involved. The Commission for Public Safety Excellence (CPSE) uses the following levels of risk categories:

- **Low risk**—Areas and properties used for agricultural purposes, open space, low-density residential, and other low intensity uses.
- **Moderate risk**—Areas and properties used for medium density single family residences, small commercial and offices uses, low intensity retail sales, and equivalently sized business activities.
- **High or maximum risk**—Higher density businesses and structures, mixed use areas, high density residential, industrial, warehousing, and large mercantile structures.

The following figure shows one example of critical task resource requirements and recommended number of personnel for fires, irrespective of volunteer or paid status. This is for illustration purposes only and does not necessarily reflect the critical tasks or number of personnel recommended for structure fires.

Figure 51: Example of Critical Task Staffing Analysis based on Risk<sup>3</sup>

Firefighter Personnel Needed Based on Level of Risk				
	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack line	4	4	2	2
Back-up line	4	2	2	(2)
Support for hose lines	4	3	2	
Search and rescue	4	4	2	
Ventilation	4	2	2	
Rapid intervention team	4	4	2	
Pump Operator	2	1	1	1
2nd apparatus/ladder operator	1	1	(1)	
Command	2	1	1	1#
Safety	2	1	1#	
Salvage	4			
Rehabilitation	2			
Division/group supervisors	(2)			
<b>Total</b>	<b>37-39</b>	<b>23</b>	<b>14-16</b>	<b>3-6</b>

( ) indicates tasks may not be required at all incidents. # indicates task may be completed concurrently with others.

This methodology may be used to determine the number and type of resources required for any incident type. Four scenarios of commonly encountered emergencies are a small hazmat spill, a traffic collision with trapped victim, a cardiac arrest, and other medical emergency. The next figure shows an example for each.

Figure 52: Examples of Critical Task Staffing Analysis for All Risk Incidents

Firefighter Personnel Needed Based on Level of Risk				
	Hazmat Spill	MVA	Cardiac Arrest	Other Medical
Command	1	1	1	1
Pump Operator	1	1		
Spill Control/Hose lines	2	2		
Extrication/Support/Rapid Intervention	2	4	2	2
Patient Care		2	2	2
<b>Total</b>	<b>6</b>	<b>10</b>	<b>5</b>	<b>5</b>

In summary, critical tasks are those activities that must be conducted in a timely manner by firefighters at emergency incidents to control the situation, stop loss, and to perform necessary tasks required for a medical emergency. The three agencies in the study area are responsible for assuring that responding companies can perform all the described tasks in a prompt, efficient, and safe manner.

<sup>3</sup> Adapted from "Community Risk Assessment and Standards of Cover," 6th edition; Center for Public Safety Excellence.

## Resource Reliability

The workload of emergency response units can be a factor in response time performance. Concurrent incidents or the amount of time individual units are committed to an incident can affect a jurisdiction's ability to muster sufficient resources to respond to additional emergencies.

In the following figure, ESCI examines 2016 and 2017 incidents for each agency and the overall study area to find the frequency that the jurisdictions are handling multiple calls. This is important because the more calls occurring at one time; the more stretched available resources become leading to extended response times from more distant responding available apparatus.

**Figure 53: Study Area Concurrent Incidents, 2016–2017**

District	Single Incident	2 Incidents	3 or More Incidents
MFD	91.6%	8.1%	0.3%
HNFD	89.4%	10.3%	0.3%
NBFR	98.8%	1.2%	None
<b>Overall</b>	<b>79.7%</b>	<b>18.0%</b>	<b>2.3%</b>

In the study area overall, 80 percent of service demand occurred as a single incident. Single incidents occurred just about 90 percent in the individual departments. Nearly 20 percent of the time, two or more incidents were in progress in the entire study area. HNFD has the highest percentage of concurrent incidents. Navarre Beach demonstrates the lowest percentage of simultaneous incidents. The percentage of concurrent incidents experienced in the overall study area and the individual agencies does not appear to be excessive.

Unit hour utilization (UHU) describes the amount of time that a unit is not available for response because it is already committed to another incident. The larger the number, the greater its utilization and the less available it is for assignment to subsequent calls for service. UHU rates are expressed as a percentage of the total hours in a year. The following figures display the amount of time response units were committed to an incident in 2016 and 2017 according to the CAD records provided. While all units were analyzed, only those with a UHU of greater than 0.000 are included in the following figure.

Figure 54: MFD-HNFD-NBFR UHU Rates by Department (2016–2017)

Department	Unit	Total Incidents	Total Time	Average Time	UHU
Midway	E35	2,993	957:23:00	0:19:12	10.90%
	E37	2,353	795:14:32	0:20:17	9.10%
	CH35	764	131:56:44	0:10:22	1.50%
	BAT35	740	253:10:56	0:20:32	2.90%
	TRK37	233	54:59:58	0:14:10	0.60%
	DC35	83	39:19:37	0:28:26	0.40%
	BT35	24	18:31:11	0:46:18	0.20%
<b>Averages of Midway Units:</b>				<b>0:22:45</b>	<b>4.00%</b>
Holley-Navarre	E45	4,558	1549:13:39	0:20:24	18.00%
	E41	3,182	1020:56:07	0:19:15	12.00%
	CH40	1,061	260:20:49	0:14:43	3.00%
	BAT40	785	313:58:47	0:24:00	4.00%
	SQ41	181	85:44:37	0:28:25	1.00%
<b>Averages of Holley-Navarre Units:</b>				<b>0:21:21</b>	<b>7.00%</b>
Navarre Beach	E49	661	209:50:23	0:19:03	2.00%
	CH49	458	164:26:48	0:21:33	2.00%
	BCH49	193	58:30:42	0:18:11	1.00%
	LA49	190	50:35:35	0:15:59	1.00%
<b>Averages of Navarre Beach Units:</b>				<b>0:18:41</b>	<b>1.00%</b>
<b>Averages of all Units Combined:</b>				<b>0:21:18</b>	<b>4.00%</b>

The HNFD units—Engine 45 and Engine 41—at 18 and 12 percent respectively were the highest found in the study area for the 24 months. With the exception E45, E41, and E35—which was just under 11 percent—the unit hour utilization analysis indicates that all units fall below the 10 percent threshold to meet 90th percentile performance goals. While the service demand volume currently falls within acceptable parameters, this is a metric that should be monitored regularly to ensure that system performance failures are not a result of over utilization of individual units.

The next figure examines the frequency of multiple unit utilization for incidents occurring in 2016 through 2017. As with the figure presenting Unit Hour Utilization, only primary units were included in the number of units responding to an incident.

Figure 55: Percentage of Incidents by Number of Units Responded, 2015–2017

Number of Units	MFD	HNFD	NBFR	Overall
1	80.5%	78.1%	42.3%	77.9%
2	8.0%	8.9%	22.3%	9.0%
3	2.2%	4.6%	8.9%	3.8%
4	4.7%	4.4%	19.5%	5.0%
5	1.0%	1.5%	4.7%	1.4%
6 or more	3.6%	2.4%	2.2%	2.9%

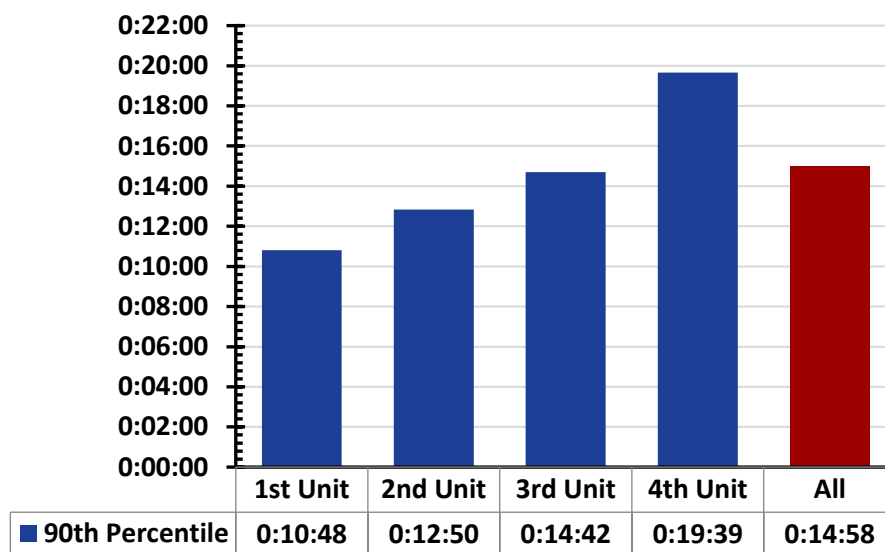


Based on the data provided, for incidents within the grids for the entire study area, more than one unit responded to incidents at a rate of just over 20 percent of the time. Ninety percent of the incidents were handled with three or less primary units.

Recently, Santa Rosa County proposed reducing the number of EMS incidents that fire department first responder at the Basic and Advanced Life Support levels respond to countywide. This would be accomplished by limiting responses to additional call determinants. Although these will be policy decisions made by the three departments, based on the analysis in the three preceding figures—call concurrency, UHU, and number of units responded—there does not seem to be a pressing need to reduce the number of EMS responses.

Finally, response performance for order of arrival for the first four units arriving to structure fires was analyzed for incidents occurring in 2016–2017. For this analysis, only residential and commercial structure fires as listed in the CAD data and only using primary fire suppression units, command officers were not included. To be measured the unit had to have an on-scene timestamp. Response time, a combination of turnout time and travel time, was used as the measurement. Because of the small number of structure fires in which 5–7 units responded these were not included in the analysis. The analysis was performed on all calls within the study area regardless of jurisdiction.

Figure 56: Response Performance at 90th Percentile for Structure Fires by Order on Scene, 2016–2017



The performance illustrated in this figure was calculated at the 90<sup>th</sup> percentile as recommended in NFPA 1710. In this case, the first unit arrived within 10 minutes, 48 seconds after notification. For incidents requiring four or more units, the fourth unit arrived at 19 minutes, 39 seconds. The overall performance for structural fires in the study area was 14 minutes, 58 seconds.

### Performance Summary

In the performance summary, ESCI examined emergency incident response time performance for the study area and for the individual agencies. The data for this analysis is the 2016–2017 SRCCC data provided by Santa Rosa County. Mutual aid incidents outside the study area, data outliers, and invalid data are removed from the data set whenever possible. Response performance is measured from when fire apparatus are dispatched to when the first fire department unit arrives on scene.

In analyzing response performance, ESCI generates average and percentile measurements of response time performance. The use of percentile measurement of the components of response time follows the recommendations of industry best practices such as the Center for Public Safety Excellence (CPSE) Standard of Cover document and the National Fire Protection Association (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.

The *average* measure is a commonly used descriptive statistic also called the *mean* of a data set. The most important reason for not using the average for performance standards is that it may not accurately reflect the performance for the entire data set and may be skewed by data outliers, especially in small data sets. One extremely good or bad value can skew the average for the entire data set. Percentile measurements are a better measure of performance since they show that most of the data set has achieved a particular level of performance. The 90<sup>th</sup> percentile means that 10 percent of the values are greater than the value stated, and all other data is at or below this level. This can be compared to the desired performance objective to determine the degree of success in achieving the goal. Tracking the individual pieces of total response time facilitates identifying deficiencies and areas for improvement.

As this report progresses through the performance analysis, it is important to keep in mind that each component of response performance is not cumulative. Each is analyzed as an individual component and the point at which the fractile percentile is calculated exists in a set of data unto itself.

The response time continuum, the time between when the caller dials 911 and when assistance arrives, is comprised of several components:

- *Alarm Handling Time*—The amount of time between when a dispatcher answers the 911 call and resources are dispatched.
- *Turnout Time*—The amount of time between when units are notified of the incident and when they are responding.
- *Travel Time*—The amount of time the responding unit spends on the road to the incident.
- *Response Time*—A combination of turnout time and travel time and the most commonly used measure of fire department response performance.
- *Total Response Time*—The time from when the 911 call is answered until the dispatched unit arrives on the scene.

Total response time is the amount of time a resident or business waits for resources to arrive at the scene of an emergency beginning when they first call 911. This process begins for the fire department once the appropriate unit is dispatched by the communications center. The NFPA standard for call processing is derived from NFPA 1221—Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems and provides for communication centers to have alarm time processing of not more than 64 seconds, 90 percent of the time and 106 seconds, 95 percent of the time.

Similarly, NFPA 1710 requires the alarm handling (call processing) time to be 60 seconds or less 90 percent of the time.



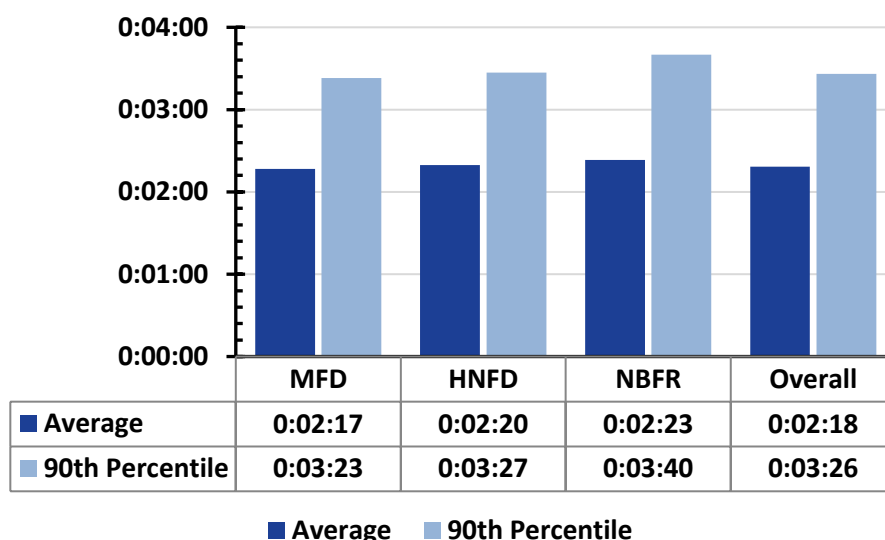
Figure 57: NFPA 1710 Standards for Fire/EMS Responses

Response Interval	NFPA/CAI Recommendations
Call Processing	60 seconds or less at 90%
Turnout Time	60 seconds or less at 90%
Travel Time	240 seconds

### Call Processing

As described earlier—in the study area—emergency call taking, and dispatch is handled by the Santa Rosa County Communications Center. Therefore, the fire districts have little control over the performance of the alarm handling time. The analysis is provided here primarily to allow for a comparison between the current performance and best practices.

Figure 58: Study Area Alarm Handling Performance, 2016–2017



As seen in this figure, call processing times for each department and the overall study area are above those recommended in the standards. In each case, the call processing time is over three times the recommendation in the standards. The SRCCC is in the process of obtaining additional software which will enhance their quality assurance process as it relates to alarm handling time.

Additionally, the CAD software does not record the response mode to incidents. Therefore, the performance described in this section includes both emergency and non-emergency incidents.

**RECOMMENDATION:**

- Encourage the SRCCC—If possible with the existing CAD software—to add a field in the CAD to track response mode emergency versus non-emergency.

It is also important to note that a 60-second call-processing time standard is difficult to achieve when using a Medical Priority Dispatch System and may be best used as the standard for high-acuity incidents. In this regard ESCI analyzed the alarm handling time for two high acuity type incidents—Cardiac Arrests and Residential Structure Fires—the results are provided in the following figure.

**Figure 59: Study Area Alarm Handling Performance High Acuity Incidents, 2016–2017**

Measurement	Overall
Average	1 minutes, 56 seconds
90 <sup>th</sup> Percentile	2 minutes, 49 seconds

While the analysis throughout this section is based on the years 2016 and 2017, fire department administrators made ESCI aware of changes to the alarm handling and dispatching process that were made on January 18, 2018. The changes involved a change that would eliminate the need to simulcast dispatches and the desire was to reduce alarm handling time. While it was not possible to obtain CAD data for the entire 2018-year, ESCI was provided with CAD data from January 8 through April 9, 2018. This allows for a snapshot of the 2018 performance since the change. This analysis is illustrated in the following figure.

**Figure 60: Study Area Alarm Handling Performance, January–April 2018**

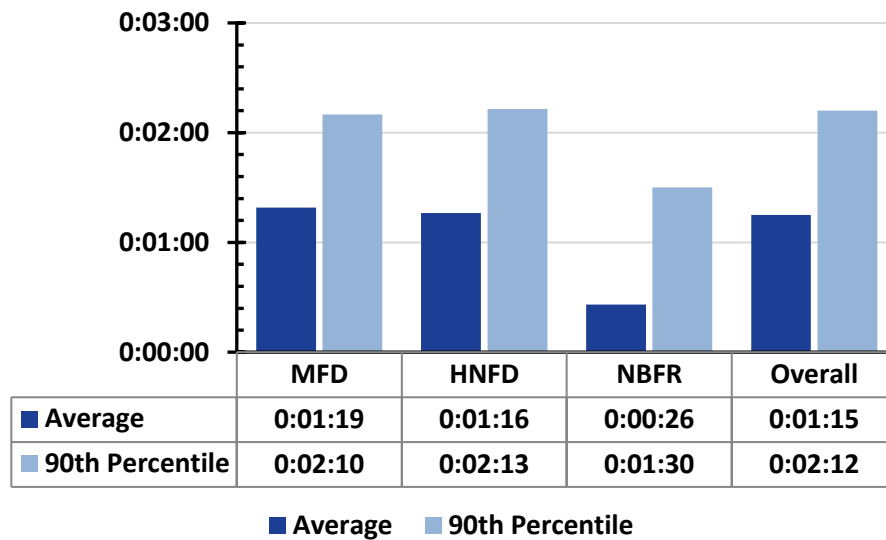
Type	90 <sup>th</sup> Percentile
All Incidents (n=1,413)	3 Minutes, 21 Seconds
High Acuity (n=32)	3 Minutes, 0 Seconds

Before any conclusions should be made regarding this data, it must be considered that this data represents a small sample size and that the high acuity calls measured only totaled thirty-two incidents.

### Turnout

Turnout time is the period that begins when emergency personnel are notified to respond and ends when an apparatus begins to respond. Turnout time is an important piece of total response performance and can be influenced by factors such as station design, apparatus staffing and the performance of the assigned personnel. The following figure looks at turnout time performance for each agency in the study area.

Figure 61: Study Area Agency Turnout Time Performance, 2016–2017

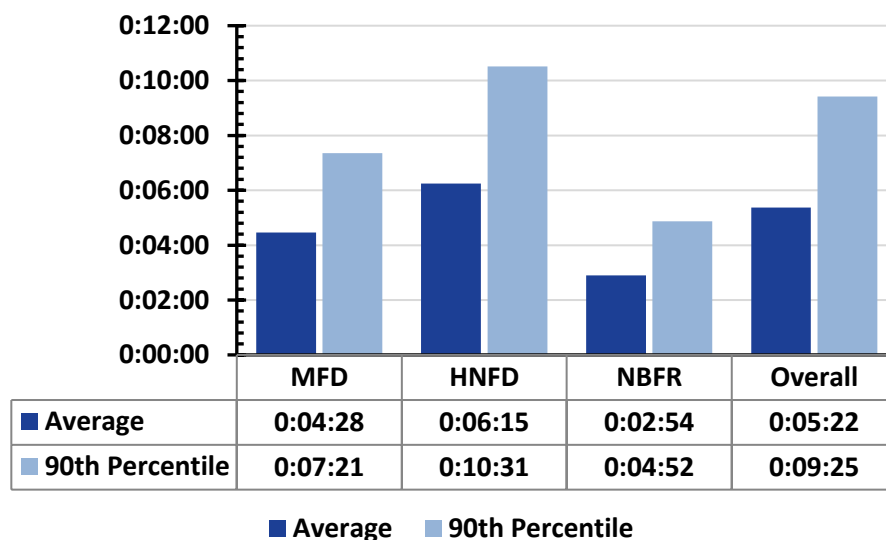


As seen in the previous figure, turnout time performance varies throughout the study area. At the 90<sup>th</sup> percentile, NBFR has the lowest turnout time performance at 1 minute, 30 seconds, and HNFD demonstrates the highest at 2 minutes, 14 seconds. The variance between the lowest and highest turnout time is 43 seconds. In all cases, the turnout time is more than the recommendation of 60 seconds in NFPA 1710.

### Travel Time

Travel time is the time from when an apparatus leaves the station to when the apparatus reaches the scene of the emergency. The existing road network, traffic congestion, geographic barriers, and the size of the service area all affect travel time performance. The following figure examines travel time performance throughout the study area.

Figure 62: Study Area Agency Travel Time Performance, 2016–2017

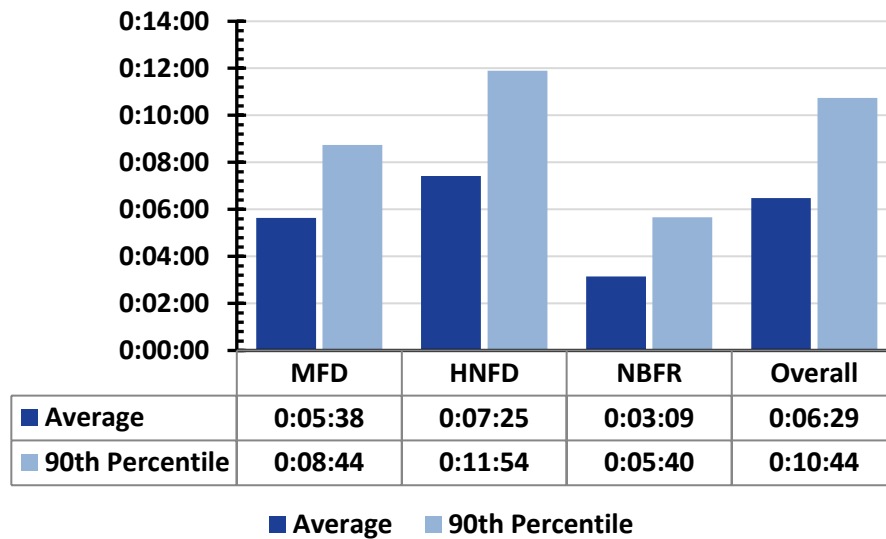


The previous figure illustrates the travel time performance for each jurisdiction as well as the study area overall. The best performance is by NBFR, which is 52 seconds above the NFPA 1710 recommendation of four minutes. This is likely because of the geographic area they cover and the central location of the fire station in that area. Both the MFD and the HNFD exceed the travel time benchmark by 3 minutes, 21 seconds, and 6 minutes, 31 seconds respectively.

**Response Time**

The most commonly used measure of fire department response performance is a combination of turnout time and travel time. That is, the time from when fire personnel are notified of an emergency to when the first apparatus arrives on scene. The following figure illustrates emergency response performance for the study area during 2016 and 2017.

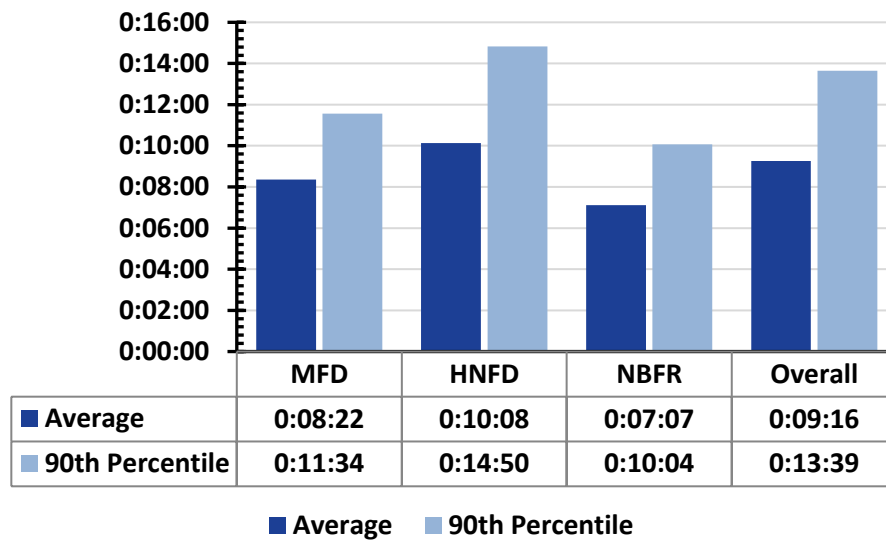
**Figure 63: Study Area Agency Response Time (Turn-out + Travel Time) Performance, 2016–2017**



The NFPA recommendation of 60 seconds turnout and 4 minutes response time equals 5 minutes for response time. Each of the districts exceed the NFPA recommendation and the performance in the area overall also exceeds this recommendation by 5 minutes, 44 seconds.

**Total Response Time**

**Figure 64: Study Area Agency Total Response Time Performance, 2016–2017**



Lastly, the previous figure shows the total response time—the time from when the 911 call is answered until the dispatched unit arrives on the scene. Using the total response time continuum from NFPA 1710, the recommendation for total response time at the 90<sup>th</sup> percentile is 6 minutes. Each district’s performance, as well as the performance overall, exceeds this benchmark.

Monitoring and reporting performance for each of the components of the response continuum allows fire department leaders to identify and correct deficiencies. ESCI encourages all the study area agencies to develop a response performance report that is based on response time goals that match the needs of the constituents and the capabilities of the emergency jurisdictions.

### Mutual/Automatic Aid Systems

There are mutual and automatic aid agreements in place between the three departments. MFD, HNFD, and NBFR interact frequently with each other, and other Santa Rosa County fire jurisdictions as well as Escambia and Okaloosa County fire departments.

The following figure shows the other fire departments in the county which are all potential requesters or providers of mutual aid.

Figure 65: Potential Mutual Aid Companies



For this analysis, ESCI focused on mutual and automatic aid between the three jurisdictions in the study area. The following figure illustrates the number of times a department in the study area responded under mutual or automatic aid to a grid belonging to another department.

**Figure 66: Study Area Agency's Response to Another's Jurisdiction, 2016–2017**

<b>Grid</b>	<b>MFD</b>	<b>HNFD</b>	<b>NBFR</b>	<b>Total</b>
<b>35</b>	3,741	125	12	<b>3,878</b>
<b>37</b>	2,804	300	15	<b>3,119</b>
<b>40</b>		69	2	<b>71</b>
<b>41</b>	272	3,278	136	<b>3,686</b>
<b>44</b>	19	478	26	<b>523</b>
<b>45</b>	184	5,325	349	<b>5,858</b>
<b>49</b>	17	283	1,421	<b>1,721</b>
<b>Total</b>	<b>7,037</b>	<b>9,858</b>	<b>1,961</b>	<b>18,856</b>

Mutual aid is typically employed on an as needed basis where units are called for and specified through an Incident Commander. Automatic aid differs from mutual aid in that under certain mutually agreed upon criteria, resources from the assisting agency are automatically dispatched as part of the initial response. These agreements facilitate the necessary number of personnel the right number of appropriate apparatus responding to specific incident. Automatic aid response resources are defined in the dispatch run cards for all the participating agencies.

Mutual and automatic aid operations are an integral part of emergency operations within the study area. The study area jurisdictions effectively incorporate mutual or automatic aid between each other and with the surrounding fire jurisdiction. This increases the concentration of resources available to mitigate incidents throughout the study area. The current system is adequate but could be developed further. MFD, HNFD, and NBFR are encouraged to develop a full function automatic aid system. In addition, they should further review the existing procedures using a boundary-less approach to response planning for assuring that the closest available resource is sent to an incident, without regard to which jurisdiction the emergency is located in. Special attention will be needed to create an effective system in the eastern portion of HNFD and NBFR. The closest available resources to assist the eastern portion of the study area are located with Florosa Volunteer Fire Department and may affect response and aid during traditional working hours.

The best use of mutual and automatic aid is dependent on the agencies working well together. To be most effective, the following should be considered:

- Fireground operations must be conducted in a similar manner and should be based on common Standard Operating Guidelines.
- Firefighters must know how to work in concert with personnel for another agency, based on common training programs and procedures.
- Dispatch procedures should be in place that clearly define which response types and locations are to receive Automatic Aid response.
- Procedures for the request of and provision of mutual aid should be clearly established in the Mutual Aid Agreement.
- Personnel should be fully trained on mutual and automatic aid practices and informed of changes to response plans when they are made.

## Incident Control and Management

The districts—MFD, HNF, and NBFR all use the Incident Command System (ICS) for tactical incident management and the National Incident Management System (NIMS) as standard management protocol. These methodologies for managing emergency incidents are widely accepted industry standards and are incorporated appropriately into the operations of the study area agencies.

For a unified incident management approach to be effective, two components are necessary. The first is a process of cross training personnel from each agency collaboratively with neighboring responders. Second, incident management techniques need to be employed as a matter of routine, even during small emergencies, to establish the system as a matter of course.

All three agencies use ICS for emergency scene management when operating singly or with other fire or EMS agencies during joint operations. ICS and an accountability system are included in the operational procedures of each district. The study area jurisdictions do not have common standard operating guidelines or procedures (SOGs or SOPs) for operations on emergency scenes.

### **RECOMMENDATIONS:**

- Prioritize the development of common Standard Operating Guidelines on a cooperative basis between the three districts.
- Begin to use of county CAD incident numbers for all incidents in all districts.



## FUTURE OPPORTUNITIES FOR COOPERATIVE EFFORTS

### General Partnering Strategies

There are several ways that public fire departments across the county have chosen to cooperate and collaborate. Forces that drive cooperative services are varied—but whatever the driving force or the type of cooperation employed the goal is to enhance service delivery.

Intergovernmental cooperation in the delivery of emergency service can be classified by types of cooperation. There are various levels of complexity associated with each. The types of cooperative efforts are described in the following figure and applicable ones will be analyzed in this section.

To evaluate the opportunities for cooperative efforts effectively, a basic understanding of the methods for collaboration available to the agencies is necessary. The information provided in this section of the report is intended to be informative as to the legal aspects of collaborating among public agencies. At the point where policymakers have decided to pursue any of the cooperative efforts, the advice of legal counsel should be sought to ensure that the appropriate procedures are followed.

**Figure 67: Types of Fire Department Cooperative Efforts**

<b>Mutual or Automatic Aid Agreements</b>	Interlocal agreements between two or more districts whereby participants can request or provide automatic assistance (respectively) from the neighboring district. An example includes reciprocal assistance or first response agreements for fire and EMS emergencies.
<b>Administrative/Operational Consolidation</b>	Includes the consolidation of the administrative or operational aspects of two or more districts, while remaining legal individual and separate districts. Operational tasks may include communications and information databases.
<b>Functional Consolidation</b>	Involves the consolidation of one or more duties normally performed by one district, between two or more districts while remaining legal individual and separate districts. This may include joint human resources and training or bulk purchasing.
<b>Partial Consolidation</b>	Occurs when two or more separate districts share certain resources or specific functions but remain autonomous special districts. This may include sharing apparatus or other systems.
<b>Full Consolidation</b>	Takes place when two or more separate districts combine all the administrative and operational components of each district into a single district with a single organizational structure but maintain the respective governance.
<b>Merger</b>	Occurs when two or more districts legally dissolve and combine to become an entirely new individual district.

## Options for Shared Services

Shared services can be achieved in various forms and capacities, ranging from mutual aid agreements to formal mergers, and from incremental consolidations to immediate mergers. The model and scope of any agreement depends upon the goals and aspirations of the districts involved. There is no one-size-fits all cooperative services agreement.

This study considers the many issues that face each individual agency and those that are shared among all of the agencies, and how these issues affect current service or the effort to construct a model for more cooperative services. These issues are identified and analyzed. Within each presented option for shared services, ESCI will evaluate and discuss the process.

### Expanded Mutual or Automatic Aid Agreements

Currently the three districts participate in automatic aid for certain types of incidents including structural fires. The existing mutual and automatic aid agreements can be expanded to include automatic aid within the three districts for all incident types based on the closest available and appropriate unit.

As part of an effective and safe automatic aid closest unit response plan—common operating procedures must be developed for an all hazards approach to incident response so that all three districts are employing the same procedures. Additionally, response zones must be established so that run cards can be developed. GIS studies can help in this process comparing the fixed location of fire apparatus to the response zones. If GPS technology becomes available on the fire apparatus this should be employed through the CAD to get real time data on the location of units in relation to incident location.

Expanding automatic aid to departments outside of the study area can also be examined to expand the ability to get an ERF on incident scenes.

### Administrative/Operational Consolidation

In this form of consolidation, the three districts would enter into an intergovernmental agreement to combine certain administrative or operational aspects of two or more of the districts, while remaining legal individual and separate districts. Consolidated Administrative and Operational tasks could include:

- Shared rules, regulations in addition to operating procedures mentioned previously (Administrative)
- Shared purchasing and logistics (Administrative)
- Joint /entry-level testing and hiring pool (Administrative)
- Shift Battalion Chief/Duty Officer coverage (Operational)
- Beach safety, education, and lifeguard program (Operational)

Similar administrative needs exist in all three organizations, though to a higher degree of detail and complexity in Holley-Navarre and Navarre Beach. MFD is staffed with more administrative personnel due to its larger size and personnel configuration, while NBRF's administrative component consists essentially of the Fire Chief. While we are often able to find ways to re-align or, in some cases, reduce positions in the administrative consolidation setting, the small size of the organizations in this case offers limited options.

### Functional Consolidation

Part of the expanded mutual and automatic aid described previously can be considered a form of functional consolidation. However, to go beyond that concept and to provide more comprehensive services, the three agencies could utilize an Interlocal Agreement to provide specific functions of each department performed by one or more of the departments. These might include:

- Joint fire prevention and comprehensive community risk reduction services
- Joint logistics and supply services
- Joint training and professional development services
- Joint EMS management services

This potential consolidation of functions begins to unify current fire service providers, while still maintaining the independence of the organizations. The factor of autonomy is often viewed positively by those in the agencies and the community because it retains the ability of each governmental entity to retain local control and decision-making. The methodology also includes the ability to withdraw from the arrangement in the future, if a party is dissatisfied with the result.

The disadvantage of the autonomous approach is that it lacks long-term organizational commitment as well as the advantages that could be gained in terms of increased efficiency that are realized in a fully integrated long-term service delivery environment. Functional consolidations require a much greater level of collaboration between the three agencies than the previously discussed partnering strategy; numerous details must be worked out in advance of such a consolidation, including but not limited to work rules/SOPs, employee assignments, compensation, shift schedules, logos, asset allocation, authority, and even the name of the consolidated function; and independence and autonomy are diminished in the areas of consolidation.

However, it is possible to use the functional consolidation of services as the first step in moving towards a full merger.

### Partial Consolidation

As described above partial consolidation occurs when two or more separate districts share certain resources or specific functions but remain autonomous special districts. This may include sharing apparatus, stations, or special facilities; for example, an emergency operations center or a vehicle maintenance facility. As the districts remain autonomous, the cost for the shared resources would be apportioned to them.

One opportunity that ESCI recognized was NBFR partially consolidating with either one of the other districts for personnel services. The host district would employ the current NBFR staff and apportion the cost of the personnel. NBFR would stay intact, own the building and equipment. Existing NBFR members that currently are not considered public employees would then be able to enjoy some of the benefits—like a pension plan—that are available to public employees.

### **Full Consolidation**

With a full consolidation, all administrative and operational functions would be consolidated. The three districts however would remain. Total costs for the administration and operation of the consolidated department would again be apportioned across the districts. The governing boards of the three districts would enter into performance-based agreements with the consolidated department for the provision of services.

A structure of shared decision-making is typically created as it relates to consolidated function(s). Doing so requires that policy-makers and administrators forfeit their authority to unilaterally make changes or declare direction in the consolidated function area(s) in favor of a collaborative approach. This strategy does not necessarily reduce costs significantly but tends to increase efficiency; moreover, it usually creates a positive impact on service delivery and depth of service to the agencies.

### ***Merger***

A merger or complete dissolution of the current districts and the creation of a new district is the most complete form of cooperative services, but also the most complex. Florida law provides provisions for the merger of special districts. According to the Florida Law, independent special districts may merge voluntarily.

Merger proceedings for the voluntary merger of two or more contiguous independent special districts may be commenced by:

- A joint resolution of the governing bodies of each district endorsing a proposed joint merger plan.
- By a qualified elector initiative.
- The legislature, by special act, may merge independent special districts created and operating pursuant to a special act.

The act of merging the special districts must be approved at separate referenda of the impacted special districts by a majority of the resident electors.

All three of the above processes require the development of a joint merger plan. This plan must include, among other things, the following:

- A joint resolution of the governing bodies merging the special districts must include a plan of merger that addresses transition issues such as:
  - The name of each special district to be merged;
  - The proposed special district's:
    - Name;
    - Rights, Duties, and Obligations;
    - Territorial Boundaries; and
    - Governmental organization insofar as it concerns elected and appointed officials and public employees, along with a transitional plan and schedule for elections and appointments of officials.

- A fiscal estimate of the potential cost or savings because of the merger;
  - Each special district's assets, including, real and personal property and the current value;
  - Each special district's liabilities and indebtedness bonded and otherwise, and the current value;
  - Terms for the assumption and disposition of existing assets, liabilities, and indebtedness of each special district (jointly, separately, or in defined proportions);
  - Terms for the common administration and uniform enforcement of existing laws within the proposed merged special district;
  - The times and places for public hearings on the proposed joint merger plan;
  - The times and places for a referendum in each special district on the proposed joint merger plan, along with the referendum language to be presented for approval; and
  - The effective date of the proposed merger.
- A special act merging the special districts must include a plan of merger that addresses transition issues such as:
    - Effective Date;
    - Governance;
    - Administration;
    - Powers;
    - Pensions; and
    - Assumption of all assets and liabilities.

In the case of NBFR, a private fire company that is funded as a dependent district, the district would have to be dissolved by Santa Rosa County by ordinance.

When independent special districts merge, on or after the effective date of a merger the district is treated and considered for all purposes as one entity and all rights and assets that each separate district had before the merger are deemed transferred to and vested in the merged independent district.

## Critical Issues

One of the top critical issues that ESCI recognizes is that the three agencies are configured differently from a financial and governance standpoint, including the current nongovernment status of NBFR MSBU department and the differences that result regarding funding mechanisms. These factors are considered in this report.

Figure 68: Critical Issues Identified

CRITICAL ISSUE	MFD	HNFD	NBFR
Need to Expand Water Rescue Capabilities			X
Station in Need of Repairs			X
Lack of Advanced Life Support Service		X	X
Lack of ability to assemble ERF	X	X	X
Cultural differences real or perceived	X	X	X
Lack of common operational procedures	X	X	X
Different pensions	X	X	
Concerns regarding rank structure and placement	X	X	X
Variances in minimum staffing	X	X	X
Demand of administrative tasks to effectively oversee day-to-day and overall operation of each respective agency and the lack of support staff to accomplish this	X	X	X
Differing work schedules 24/48 vs 48/96	X		X
Community support/desires have not been evaluated	X	X	X

It should be noted that some of the critical issues identified above may be improved upon as a result of merger. Alternatively, some may also be improved upon whether the districts elect to merge or not. Finally, some of the critical issues identified add to the complexity of the merger process and may make the merger process more difficult.

## FINDINGS AND RECOMMENDATIONS

One of the most fundamental elements of cooperative service delivery is that of the sharing of valuable resources, both equipment and people. Based on evaluation of current conditions, fiscal analysis, and ESCI's experience with other projects of similar character and scope, conclusions regarding MFD, HNF, and NBFR, and the opportunities for collaboration and shared services were developed. A summary of those findings follows.

### Status Quo

#### Shared Services Option A-1: *Status Quo (continuation of current practices)*

- This option continues the current status of the Midway, Holley-Navarre, and Navarre Beach Fire Districts without any changes. MFD, HNF, and NBFR would continue to do business as they are today, including service provision to the three respective areas. There is no change to governance, staffing, or deployment of resources beyond the level of cooperation that is already in place. The current collaborative practices, through intergovernmental agreements would remain in effect.
- The three fire districts in the study area can continue to operate independently under this initiative, as they do at the present time. Each retains its own governance structure, under the direction of its existing elected or appointed governing bodies, and administration of each agency would continue to be operated individually. While existing cooperative efforts between the participating agencies continue, the advantages that can be gained through increased levels of collaboration will not be realized. The advantages of this approach are that it is the easiest strategy to implement, creates the least amount of work or stress on the three organizations, and does not necessitate any reorganizing. One additional consideration is that it maintains local control; the currently established boards continue to oversee their individual agencies as their electorate desires without the complication of considering the views of a different constituency.
- The disadvantages of this approach are that the fiscal and operational difficulties that may be facing all three organizations are not changed and opportunities for efficiency (either financial or operational) through greater collaboration are not realized, so some duplication and overlap may occur.

#### Shared Services Option A-2: *Status Quo with Addition of General Recommendations*

Several recommendations were developed as cooperative alternatives based on issues identified during the current conditions section. Any or all of these items may be utilized, whether an individual agency is seeking consolidation, merger, or wishing to maintain status quo, but improve upon certain operational elements. The following is a summary of these general recommendations:

- *Use of county CAD incident numbers:* During the review of the CAD and RMS data, it was noted that the incident numbers did not match between CAD and the Incident Reporting Software—Emergency Reporting. In addition to not matching CAD, when units from two or more of the districts responded to the same incident, the incident number for each district was different as well. Each district should work with the Santa Rosa County communications center to implement a master CAD incident number for each incident and ensure that this number is included in departmental RMS reports along with the district's individual incident number.



- *Prioritize the development of common Standard Operating Guidelines on a cooperative basis between the districts:* This is a need that exists in all three organizations and is an essential step in the interest of firefighter safety and fire ground effectiveness. Because each of the organizations have the same need, it is a logical area for collaborative efforts.
- *Navarre Beach Fire Rescue should consider implementing a Beach Safety Program:* This is a need that exists in the NBFR area. Research has already been conducted and funding identified. The cost of the proposed program is estimated to be \$290,000 based on research conducted by fire district staff. There are beach safety programs operated by fire departments in the panhandle and around the state that are very successful.

## Functional Consolidation(s)

### Shared Services Option B-1: *Functional Consolidation(s)—Training Programs*

- *Continue to combine training programs:* The strategy to merge training programs should be implemented, maintaining the momentum already achieved by current joint training efforts. Any weaknesses identified about the training programs will best be addressed by bringing the three together, adopting shared practices and standards, and, perhaps most importantly, getting the departments working and training together on a regular basis.

### Shared Services Option B-2: *Functional Consolidation(s)—Community Risk Reduction Programs*

- *Combine Fire Prevention and Public Education efforts:* The MFD employs a civilian fire inspector and HNFD is staffed with a Fire Marshal. NBFR is only able to address prevention and education on a limited basis and do not employ either function. Consistent commercial building inspections and plans reviews are needed and are limited for each district. Combining these services will prove to be in the best interest of all three agencies in that it will reduce the risk of fire incidents overall and increase life safety through public education.

### Shared Services Option B-3: *Functional Consolidation(s)—Administrative Services*

- *Consolidate Administrative Services:* Combining administrative services provides the opportunity to streamline some administrative functions, address the lack of needed administrative staffing to gain efficiencies and insure vital functions such as Human Resources, Training, and Emergency Medical Services. All three fire districts share many of the same fundamental administrative needs but have limited resources to perform the needed tasks. Assimilation of these needs into a consolidated administration may be advantageous towards any gradual alignment of otherwise separate operations under a single administrative head creating and singularity of purpose, focus, and direction at the top of the three organizations. The advantages of such a model typically include reduced overhead costs by eliminating administrative duplication, increased efficiency, and less resistance to change by the rank and file in the operational elements than other consolidation options. As the districts work more closely together at the administrative level, further opportunities to blend reporting, record keeping, and associated administrative tasks could be realized.

### **Shared Services Option B-4: *Functional Consolidation(s)—Contract Staffing***

- *Contract Staffing*: One opportunity that ESCI recognized was NBFR partially consolidating with either one of the other districts for personnel services. The host district would employ the current NBFR staff and apportion the cost of the personnel. NBFR would stay intact, own the building, and equipment. Existing NBFR members that currently are not considered public employees would then be able to enjoy some of the benefits—like a pension plan—that are available to public employees.

## **Administrative/Operational Consolidation**

### **Shared Services Option C-1: *Administrative/Operational Consolidation(s)—Shared Capital Equipment Program***

- *Establish Shared Capital Replacement Planning*: The primary advantages that could be realized by combining efforts to plan for future capital replacement and purchasing is the opportunity to standardize equipment and apparatus and establish a reserve fire apparatus cache by sharing reserve vehicles. All three districts appear to be under-funded with regard to future vehicle and apparatus placement. A standardized plan and amortized replacement schedule would be valuable and cost effective.

### **Shared Services Option C-2: *Administrative/Operational Consolidation(s)—Shared Purchasing Program***

- *Establish a Shared Purchasing Program*: A shared-agency purchasing program can improve management of the agencies' supply chains and lends itself for even greater efficiency. Understanding that combining Midway, Holley-Navarre, and Navarre Beach's purchasing practices creates an opportunity to distribute cost and combine purchasing power. The program would follow a combined organizational purchasing guideline and would make supplies and equipment available to all of three agencies.

## **Merger**

### **Shared Services Option D-1: *Merger Using Existing Level of Staffing and Service***

- *Complete Merger*: Each of the districts would dissolve and a new district would be created. Only existing positions would remain except for two of the three Fire Chiefs. There would be no increase in administration or operational positions. An analysis of this option from a staff and fiscal perspective is provided in the following section.

### **Shared Services Option D-2: *Merger Increasing Level of Staffing and Service***

- *Complete Merger*: Each of the districts would dissolve and a new district would be created. To create an effective organization, additional administrative and operational positions would be created.

### ***ESCI Basis for Development of Recommendations***

To assist the agencies in deciding which of the previous options to consider and how an implementation plan may work, the following recommendation is based upon these assumptions:

- That two or more agencies wish to seek a full merger at some point in the future.
- Immediate priorities for Navarre Beach include improving administrative oversight, employee benefits, and providing ALS services.
- Holley-Navarre Fire District may wish to seek some form of collaboration at some point in the future.
- Actions that can be implemented in the short term will be completed.
- All organizations seek options that will result in either a net neutral or slight increase in cost provided efficiencies and levels of service improve to a certain extent.

Whether or not a merger of these organizations occurs as soon as possible, or at some point in the future, the following course of action appears to be an efficient and financially viable option. Any action taken represents a policy decision by the governing body based upon community need and expectations. The following considerations are offered to provide a foundation for ESCI's recommendation based upon the assumptions cited above.

*Consideration 1: Up to 2 or more years will be required to execute a merger of two or more organizations.*

Several steps must be taken to comply with the Statutory requirements described above. In addition, it will be necessary to plan for and hold a referendum to terminate the existing organizations and form the new special district. This process will most likely take a minimum of two years and more than likely 3–5 years to be fully executed. Because of this time frame, ESCI suggests that all interested parties initiate one or more of the shared options described previously during this time frame.

*Consideration 2: Presently, no public forums or information specific to the intention of merger have been held, outside of the Consolidation Committee Meetings, to engage citizens and test the likelihood of referendum approval for merger.*

Although the Consolidation Committee meetings are public and advertised, targeted and specific informational sessions, such as community meetings and outreach, are recommended as currently Committee meetings are held during business hours at Midway Fire District headquarters. To truly engage public opinion and discover any potential concerns, meetings within each respective district, targeted at the citizenry are suggested.

*Consideration 3: As of the completion of this report, no meetings with legislators or representatives have occurred to establish the foundation for political support for any future merger.*

Should any action be required at the state level, there will need to be support from the local legislative delegation. It is recommended that, following public forum and feedback, these meetings with state representation occur with a target date of a 2020 or 2022 referendum.

*Consideration 4: Santa Rosa County Board of County Commissioners approval must be granted for Navarre Beach to dissolve the MSBU, allowing a current or future special district to assume services in that area.*

Florida Law provides that a dependent special district created by a county can—by ordinance—be dissolved by the county that created it.

*Consideration 5: An administrative/operational consolidation or a functional consolidation could be implemented or dissolved relatively easily and could provide efficiencies for all organizations whether a full merger occurs or not.*

Whether all agencies ultimately decide to pursue a full merger or not, administrative and operational efficiencies could be realized in the short term. Furthermore, by initiating some level of consolidation to the extent permitted by statute, this cooperation would serve to strengthen the case for a merger and provide additional time to the cooperative agencies to work through any issues incurred during the process.

*Consideration 6: A functional or partial consolidation will only provide equality for salary and fringe benefit packages for participating organizations.*

A caveat to the administrative/operational or functional consolidation is the impact such an agreement would have on all three labor organizations. Should changes to work conditions change to a certain degree, the need to impact bargain may be required. Additionally, should such an integration include the mixing of personnel such as one organization providing paramedic coverage to other agencies, differences in salary and benefits may impede progress.

*Consideration 7: A full consolidation, whereby each district contracts for all personnel services with one organization for all services, would alleviate potential personnel issues such as the averaging of salary, salary compression, and changes to work conditions driving impact bargaining, while providing the contractor with a clear and complete understanding of annual costs and services to be provided.*

A full consolidation for the staffing of a fire department may provide multiple benefits to each organization if a full merger is the ultimate objective. This can be accomplished relatively quickly by interlocal agreement and a performance-based contract for services. An example of items for consideration in such a contract include:

**Figure 6g: Examples of Topics to be Considered in a Performance Based Contract**

	Contractor	Principal
<b>Staffing</b>	Contractor will always provide a minimum staffing of (4) four certified firefighters. This staffing shall include a minimum of 1 company officer, 1 certified driver/operator, and 1 licensed paramedic.	Principal will provide funding on an annual basis on or before October 1st of each year sufficient to cover the personnel costs of three crews consisting of four firefighters each daily as well as the costs of administrative and logistical support required as outlined by contract.
<b>Facilities</b>	Contractor will provide an annual budget and capital improvement plan on an annual basis to the governing body of the principle on or before August 1st of each year for approval by the governing body of the principal district.	Principal will maintain all facilities, at their cost, in a condition commensurate to the Contractor's facilities and include, at a minimum the following amenities: a clean safe environment free of infestation, mold or hazardous areas; air conditioning; a facility equivalent or better than the current facility owned by the Principal; a kitchen area including a refrigerator, stove, storage, utensils, and sink; restroom facilities adequate to house a minimum of four personnel on a 24/7 basis; sleeping quarters adequate to house four personnel on a 24/7 basis; an environment free from known carcinogens such as diesel exhaust; provide a means to safely and securely store structural personnel protective gear and decontaminate this gear as needed.
<b>Apparatus</b>	Contractor will always provide staffing adequate to safely operate all apparatus. Contractor will ensure employees assigned to Principal's assets are legally able, trained, and fit to operate equipment.	Principal will provide apparatus, equipment, and other assets required to conduct fire and rescue operations. These assets will be maintained according to an agreed upon standard such as NFPA 1901, ISO criteria, or another applicable standard.

*Consideration 8: All organizations involved maintain a relatively lean staffing structure. Due to this organizational structure present in each agency, cost savings through the consolidation of duplicate positions is limited and a policy decision must be reached to balance the cost of improvements to efficiency and effectiveness versus the annual costs experienced now.*

**Sample Merger Plan**

The merger of organizations, particularly those formed through different legislative processes, can be a complicated process with multiple methodologies of achieving similar results. Due to the complexities and variables presented, a sample approach is provided. Any action taken by Holley-Navarre, Midway, or Navarre Beach regarding consolidation or merger must be a policy decision based upon all information available at the time and the needs and expectations of the community served. Based on the assumptions and considerations presented, ESCI recommends the following objectives presented as short, intermediate, and long-term be considered if a merger of the three organizations is desired:

**Short-Term Objectives (0–12 Months)**

- Citizen input forums should be advertised and held in each respective district to ascertain the desire of the public to proceed with a merger.
- Meet with the local legislative delegation to educate and garner support for a merger of the districts.
- Meet with county commissioners to educate and garner support for a merger of the districts.
- Navarre Beach should establish a performance-based contract for personnel services to staff its fire station and equipment with the agency willing and capable of hiring all personnel, providing suitable salary and fringe benefit packages, allowing current Navarre Beach staffing to remain stationed at Station 49, if so desired, and providing ALS services.
- Navarre Beach should proceed with securing an agreement with Santa Rosa County Government to assume leadership and oversight of a beach safety/lifeguard program.

**Intermediate Objectives (1–2 Years)**

- Pending positive feedback from the citizenry, an attorney specializing in the formation and dissolution of special districts in the State of Florida should be retained and funded equally by all interested parties.
- Determine which of the possible merger options will be taken.
- After legal consultation begin the development of the joint merger plan.
- Determine merged organizational structure.
- Begin to work with the three labor organizations on a unified bargaining agreement.

**Long-Term Objectives (2–3 Years)**

- Hold referendum vote for merger of participating organizations for voter approval. The referendum will be held with a general election.
- Initiate governance change process as outlined in Joint Merger Plan from three fire boards to one.
- Assess condition and location of each facility based upon new and future needs and service demand.
- Develop and implement a long-term Capital Improvement Plan (CIP), maintenance plan, and capital reserve fund account.

## Fiscal Analysis

ESCI has identified several options for shared services in the previous section. As there are several options presented and there are various options to each, an in-depth fiscal analysis of each would be cumbersome. To give projections and provide a comparison, a range of select fiscal analyses are provided. The first presents projected revenues and expenses for Shared Services Option A-1: Status Quo (continuation of current practices). This includes the same sources of revenue—Ad-Valorem, Non-Ad-Valorem Assessment, and MSBU—that are current in-place.

Projected revenues and expenses are simply the combined totals of the projections described in the budgeting section of this report.

Figure 70: Combined Revenues and Expenses Status Quo

Financial Resources	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Recurring Revenue	\$6,477,043	\$7,402,867	\$7,026,755	\$7,170,518	\$7,318,611	\$7,464,064
Non-Recurring Revenue	\$16,200	\$58,504	\$58,470	\$58,475	\$58,483	\$58,477
<b>Total Revenue</b>	<b>\$6,493,243</b>	<b>\$7,461,371</b>	<b>\$7,085,225</b>	<b>\$7,228,993</b>	<b>\$7,377,094</b>	<b>\$7,522,541</b>

Combined Expenses	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
	Adopted	Projected	Projected	Projected	Projected	Projected
Personnel Services	\$4,356,966	\$4,605,636	\$4,844,462	\$5,096,058	\$5,361,120	\$5,640,381
Operating	\$1,270,007	\$1,379,906	\$1,515,345	\$1,687,507	\$1,890,214	\$2,130,120
Debt Service	\$355,520	\$444,401	\$444,401	\$435,671	\$435,671	\$435,671
Capital	\$247,928	\$171,250	\$146,285	\$208,506	\$198,395	\$146,285
<b>Total Expenses</b>	<b>\$6,230,421</b>	<b>\$6,601,193</b>	<b>\$6,950,493</b>	<b>\$7,427,742</b>	<b>\$7,885,400</b>	<b>\$8,352,457</b>

While this information was presented previously in the report, it is provided here as a baseline of comparison for subsequent financial comparisons. Next, a financial analysis illustrating a merged organization using only current staffing resources is provided. In this illustration, all elements of each department were combined utilizing current job classifications. Additionally, two Fire Chief positions were removed from this model with all other positions remaining intact to provide another point of comparison.

## Funding Discussion

Local governments in Florida can have various combinations of revenue streams. Special districts can also collect revenue of various types. According to the Florida Special District Information program—the following are various types of revenue available to special districts.<sup>4</sup>

- Non-ad valorem Assessments
- Ad valorem Taxes
- Tax increment financing
- User fees
- Grants
- Investments
- Bond issuer fees
- Tolls

<sup>4</sup> Source: <http://www.floridajobs.org/docs/default-source/2015-community-development/community-assistance/sdap/specialdistrictoverview.pdf?sfvrsn=2>



- Federal government
- State government
- Local government:
  - County
  - Municipality
- Donations
- Sales and leases
- Private enterprise
- Sales surtax

There are 63 independent or dependent fire districts listed on the official list of Florida Special Districts.<sup>5</sup> Ten of the special fire control districts are dependent and 53 are independent. The primary source of funding is the collection of ad valorem taxes, as is the case with the Midway Fire District. Forty of the special districts report ad valorem as their funding source. Eleven districts report funding by NAVA and two districts report a combination of ad valorem and non-ad valorem assessments. The balance of the districts reported some combination of ad valorem and other revenue collection.

With this background, it is recommended should the fire districts decide to proceed forward with a merger, further study be completed as to the best method of funding. Serious consideration should be given to a diversification of revenue sources—specifically a mix of ad valorem and NAVA.

For this study—using the information available to ESCI—the fiscal analysis and comparison of options will be presented using ad valorem as the funding source. The following figure illustrates the information needed to complete the analysis. This figure considers only the current taxable value of the respective districts and the ad valorem tax, NAVA or MSBU fee income. The calculations performed use the revenue received by the districts in FY 2018 and computes the millage necessary—based on the taxable value of the district—to collect an equal revenue amount.

**Figure 71: Required Millage Comparison FY 2018, Status Quo**

Required Millage	MFD	HNFd	NBFD	Total
	FY 2018	FY 2018	FY 2018	
<b>Taxable Value</b>	\$1,595,735,466	\$2,017,779,361	\$591,975,652	\$4,205,490,479
<b>Tax/Assessment/Fee Revenue</b>	\$3,191,471	\$2,545,553	\$669,419	\$6,406,443
<b>Equivalent Millage Rate</b>	2.000	1.262	1.131	1.523

As seen in this figure, a merged department collecting ad valorem taxes as a single primary source of income, a millage of 1.523 mils would be required. This information can be used to determine the impact on funding and organizational changes to an individual taxpayer. Consider the following example of the effect on an average owner of a 2,300 square-foot home in the Holley-Navarre Fire District with an average taxable value of \$115,000 and a residential unit in the Navarre Beach Fire District with an average taxable of \$272,275.

<sup>5</sup> Source: <http://specialdistrictreports.floridajobs.org/>

As MFD is already collecting ad valorem, it can be assumed that reduction in the millage rate would mean a savings and an increasing millage rate would increase the costs. Therefore, they are not included in the calculations.

**Figure 72: Example Home Owner Comparison FY 2018, Status Quo**

District	Sq. Footage	Cost	Total Current	Average Value	Cost with 1.523 Millage Applied	Difference
<b>HNFD</b>	2,300	\$0.0547/Sq. Foot	\$126	\$115,000	\$175	+\$49
<b>NBFR</b>	N/A	\$500	\$500	\$272,275	\$414	-\$86

The homeowners from the HNFD used in this example, would see an increase in the cost of fire protection of 49 dollars, keeping everything else the same as it is today. In the example, a homeowner in the NBFR district would pay 86 dollars less.

Of course, changes to the status-quo would result in changes to cost and hence the cost to each taxpayer. The information in the previous figure will be used as the baseline for analysis as options are examined.

### Current and Sample Staffing Under Shared Services Option D-1: *Merger Using Existing Level of Staffing and Service*

The following figure provides staffing totals with no modification of current position titles under one merged independent district.

Figure 73: Current and Sample Staffing under a Merged Department; No Staffing or Service Changes

Position	MFD	HNFD	NBFR	Merged	Change
Fire Chief	1	1	1	1	-2
Administrative Battalion Chiefs	0	1	0	1	0
Fire Marshal	0	1	0	1	0
Fire inspector (Civilian)	1	0	0	1	0
Administrative support	2	1	0	3	0
Battalion Chief	3	0	0	3	0
Captain	6	3	3	12	0
Driver/Lieutenant	6	3	0	9	0
Firefighter, paramedic	10	0	3	13	0
Firefighter EMT	8	7	7	22	0
<b>Total Positions</b>	<b>37</b>	<b>17</b>	<b>14</b>	<b>66</b>	<b>-2</b>

The following figure illustrates the financial outcome of the staffing shown above. To create the following figure, several salary and fringe benefit estimations were made. For illustrative purposes, salaries were estimated in some cases based on current staff, while in other cases salaries were based on the average mid-range wages from the three labor agreements.

Figure 74: Current Compared to Sample Staffing Costs under a Merged Department; No Staffing or Service Changes

Position	Salary <sup>1</sup>	Benefits <sup>2</sup>	Current #	Expense	Merged #	Expense	Change
Fire Chief	\$90,000	\$27,000	3	\$351,000	1	\$117,000	(\$234,000)
Administrative Battalion Chiefs	\$69,000	\$20,700	1	\$89,700	1	\$89,700	\$0
Fire Marshal	\$40,289	\$12,087	1	\$52,376	1	\$52,376	\$0
Fire inspector (Civilian)	\$45,000	\$13,500	1	\$58,500	1	\$58,500	\$0
Administrative support	\$35,457	\$10,637	3	\$138,282	3	\$138,282	\$0
Battalion Chief	\$69,000	\$20,700	3	\$269,100	3	\$269,100	\$0
Captain	\$43,000	\$12,900	12	\$670,800	12	\$670,800	\$0
Driver/Lieutenant	\$39,000	\$11,700	9	\$456,300	9	\$456,300	\$0
Firefighter, paramedic	\$40,500	\$12,150	13	\$684,450	13	\$684,450	\$0
Firefighter EMT	\$35,500	\$10,650	22	\$1,015,300	22	\$1,015,300	\$0
<b>Positions</b>	<b>\$506,746</b>	<b>\$152,024</b>	<b>68</b>	<b>\$3,785,808</b>	<b>66</b>	<b>\$3,551,808</b>	<b>(\$234,000)</b>

1 – Estimated Salaries from the Three Districts for Illustration

2 – Benefits Calculated are 30% the Average of the Three Districts

Although the previous figure shows a decrease in costs because of a reduction from three Fire Chiefs to one, other financial differences and implications must be considered. As a department grows, so does the complexities in managing it. It is unlikely that a combined larger department could effectively operate with only the existing positions. Examples of other organizational differences that will have a fiscal impact, likely a negative, are outlined in the following figure. Depending on the direction selected by the governing bodies, considerations such as pension, insurance, and incentive pay could have a significant impact on the annual costs of forming a merged district.

**Fiscal Analysis**

**Figure 75: Required Millage Comparison FY 2018, Merged with No Staffing or Service Changes**

Required Millage	MFD	HNFD	NBFD	Total
	FY 2018	FY 2018	FY 2018	
<b>Taxable Value</b>	\$1,595,735,466	\$2,017,779,361	\$591,975,652	\$4,205,490,479
<b>Tax/Assessment/Fee Revenue</b>	\$3,191,471	\$2,545,553	\$669,419	\$6,406,443
<b>Equivalent Millage Rate</b>	2.000	1.262	1.131	1.468

Reducing the required income by \$234,000 and no other service or staffing changes would decrease the millage to 1.468 mils, as can be seen.

The next figure applies this change to the baseline previously developed. As the required revenue has decreased so has the cost from the base to our example homeowners.

**Figure 76: Example Home Owner Comparison FY 2018, With No Staffing or Service Changes**

District	Sq. Footage	Cost	Total Current	Average Value	Cost with 1.468 Millage Applied	Difference
<b>HNFD</b>	2,300	\$0.0547/Sq. Foot	\$126	\$115,000	\$169	+\$43
<b>NBFR</b>	N/A	\$500	\$500	\$272,275	\$400	-\$100

Illustrated in the next figure, pay and benefits vary throughout the three districts. Should a merger occur it would be necessary to develop a plan to equalize pay and benefits throughout the organization.

**Figure 77: Examples of Other Organizational Differences with Fiscal Implications**

Salary/Benefit	MFD	HNFD	NBFR
<b>Firefighter Pay</b>			
Starting Pay	\$32,120	\$34,400	\$39,900
Pay Plan Steps	N/R	25	N/R
Top Pay	\$39,800	\$61,400	N/R
<b>Pension Plan</b>			
Benefit	4% per Year Service	3% per Year Service	Defined Contribution
Employee Contribution	10%	5%	Up to 3% of Salary with Department Match
<b>Health Insurance</b>			
Fire District Cost	100% Employee 75% Dependent	100% Employee 50% Dependent	100% Employee
Employee Cost	25% Dependent	50% Dependent	100% Dependent
<b>Incentives</b>			
Number	9 Possible	2 For Fill-In Positions	N/R
How Paid	\$500–\$5,000	\$1,000–\$1,500	N/R
<b>Holiday Pay</b>			
Number	8	11	8
How Paid	12 hours of Pay	12 hours of Pay	\$500

In many cases this equalization of pay and benefits will add additional costs; therefore, reducing to the savings achieved through the reduction in Fire Chief positions from three to one. All of this must be considered when making the decision as to whether to proceed with a full merger.

## Organizational Structure with Improvements

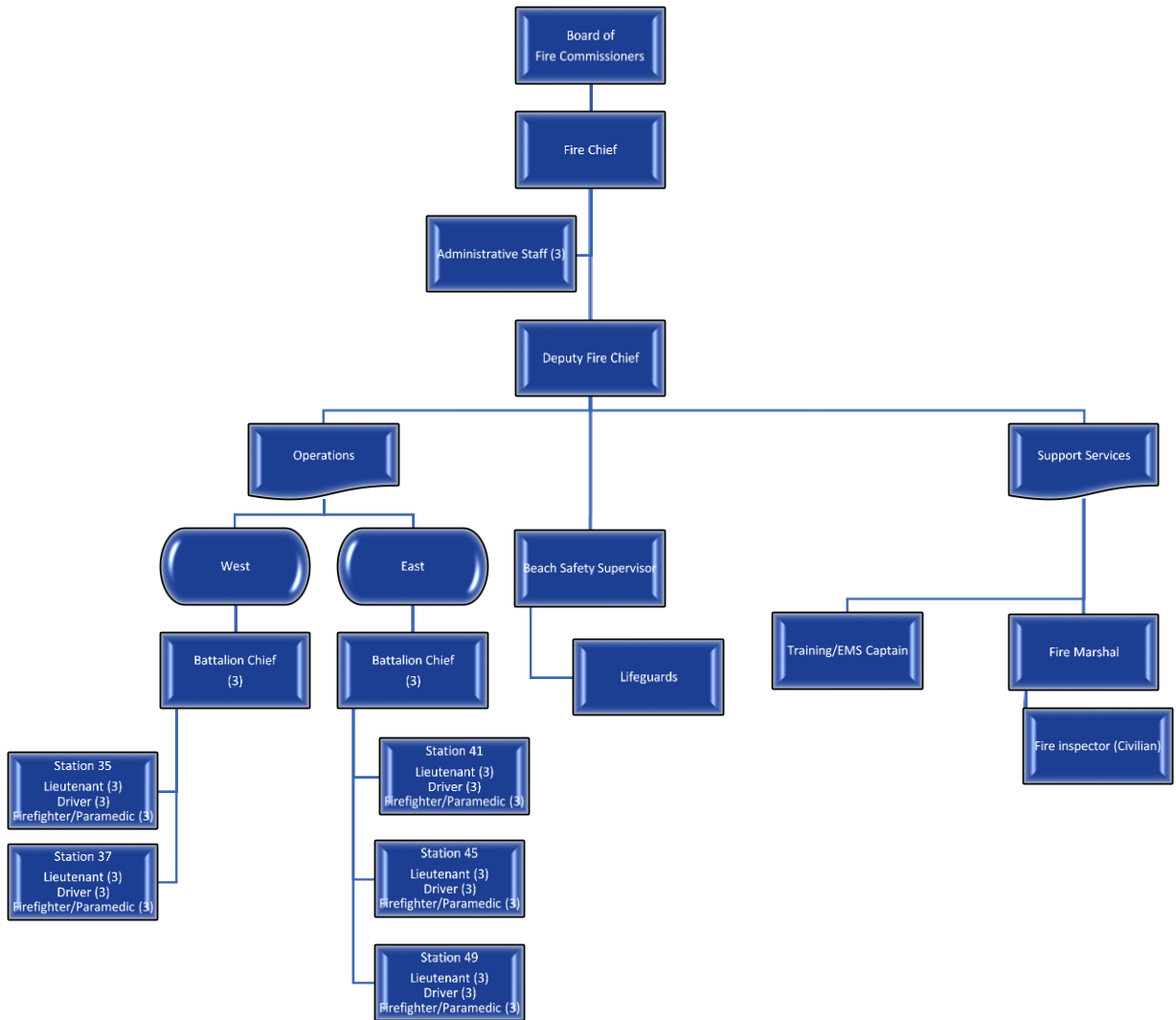
The staffing and associated costs presented in the previous figure, while potentially saving money, may not result in an effective organization. The following are two examples of approaches that could result from a merger.

A primary consideration identified in this study is the size of the service area should all three districts merge. Due to the size and time required to travel across the districts, the following examples provide a staffing model that divides the response area into two battalions. A West Battalion, to include Stations 35 and 37, and an East battalion, for Stations 41, 45, and 49. Additionally, the organizational chart in the following figure includes a Training/EMS Captain to address deficiencies identified.

Additionally, staffing for a beach safety program is included in the organizational chart; however, because this division does not currently exist, funding and associated costs were not available and therefore, not included in the financial comparison. In this merger model, each district will improve upon ALS capabilities as firefighter/EMT positions are transitioned to either Firefighter/paramedic positions or transitioned through promotion or attrition.

In this model, each engine company is staffed with one Lieutenant, one Sergeant (Driver), and one Firefighter/Paramedic. Additionally, a staffing relief factor, consisting of an additional Paramedic and Sergeant per shift, was also considered to provide coverage for time off.

Figure 78: Organizational Chart Sample Expanded Organization Option 1, Current Units Staffed



Note: Each Shift is Staffed with One extra Driver and one extra Firefighter/Paramedic for relief staffing.

The following figure provides a financial analysis of this staffing model.

**Figure 79: Salary and Benefit Cost Comparison Sample Expanded Organization Option 1**

Position	Salary <sup>1</sup>	Benefits <sup>2</sup>	Current #	Expense	Merged #	Expense	Change
Fire Chief	\$90,000	\$27,000	3	\$351,000	1	\$117,000	(\$234,000)
Deputy Fire Chief	\$77,000	\$23,100	0	\$0	1	\$100,100	\$100,100
Fire Marshal	\$40,289	\$12,087	1	\$52,376	1	\$52,376	\$0
Battalion Chief	\$69,000	\$20,700	3	\$269,100	6	\$538,200	\$269,100
Admin Battalion Chiefs	\$69,000	\$20,700	1	\$89,700	0	\$0	(\$89,700)
Training/EMS Capt.	\$43,000	\$12,900	0	\$0	1	\$55,900	\$55,900
Captain	\$43,000	\$12,900	12	\$670,800	0	\$0	(\$670,800)
Lieutenant	\$43,000	\$12,900	0	\$0	15	\$838,500	\$838,500
Driver/Lieutenant	\$39,000	\$11,700	9	\$456,300	0	\$0	(\$456,300)
Drivers/Sergeant	\$39,000	\$11,700	0	\$0	18	\$912,600	\$912,600
Firefighter, paramedic	\$40,500	\$12,150	13	\$684,450	18	\$947,700	\$263,250
Firefighter EMT	\$35,500	\$10,650	22	\$1,015,300	0	\$0	(\$1,015,300)
Fire inspector (Civilian)	\$45,000	\$13,500	1	\$58,500	1	\$58,500	\$0
Administrative Support Staff	\$35,457	\$10,637	3	\$138,282	3	\$138,282	\$0
<b>Total Positions</b>	<b>\$708,746</b>	<b>\$212,624</b>	<b>68</b>	<b>\$3,785,808</b>	<b>65</b>	<b>\$3,763,058</b>	<b>(\$26,650)</b>

In this model, the number of positions in the merged organization would drop from 68 to 65. This reduction would equate to an estimated savings of \$26,650.

In this model, modifications to the organizational structure were created to provide a more effective model, however, gaps in administrative staff support and the effective response force deployment still exist. In the next example, these gaps in administrative and service delivery capabilities were considered and this model provides additional staffing to ladder companies and support staff. In this model, each engine and ladder company are staffed with one lieutenant, one sergeant (driver) and one firefighter/paramedic. Additionally, a staffing relief factor, consisting of an additional paramedic and sergeant per shift, was also considered to provide coverage for time off.

**Fiscal Analysis**

**Figure 80: Required Millage Comparison FY 2018, Sample Expanded Organization Option 1**

Required Millage	MFD	HNFD	NBFD	Total
	FY 2018	FY 2018	FY 2018	
Taxable Value	\$1,595,735,466	\$2,017,779,361	\$591,975,652	\$4,205,490,479
Tax/Assessment/Fee Revenue	\$3,191,471	\$2,545,553	\$669,419	\$6,406,443
Equivalent Millage Rate	2.000	1.262	1.131	1.517

In this figure, reducing the required income by \$26,650 would decrease the millage to 1.517 mils from the base.



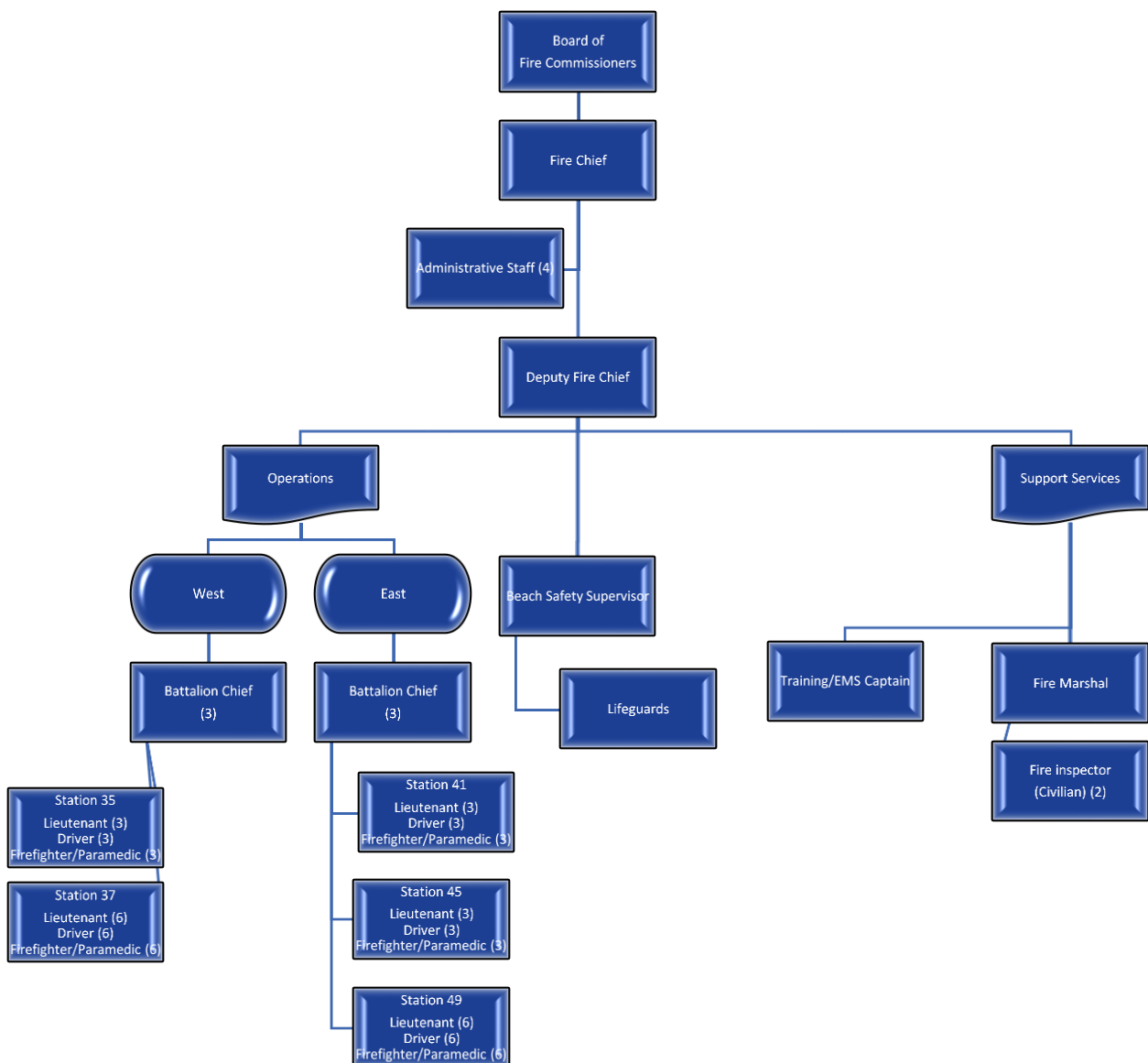
The next figure applies this change to the baseline previously developed. As the required revenue has decreased so has the additional cost from the base to our example homeowners.

**Figure 81: Example Home Owner Comparison FY 2018, Sample Expanded Organization Option 1**

District	Sq. Footage	Cost	Total Current	Average Value	Cost with 1.517 Millage Applied	Difference
HNFD	2,300	\$0.0547/Sq. Foot	\$126	\$115,000	\$175	+\$49
NBFR	N/A	\$500	\$500	\$272,275	\$413	-\$87

The next figure is an example of an expanded organization with increased positions and increased personnel on-duty.

**Figure 82: Organizational Chart Sample Expanded Organization Option 2**



Note: Each Shift is Staffed with One extra Driver and one extra Firefighter/Paramedic for relief staffing.

**Figure 83: Salary and Benefit Cost Comparison Sample Expanded Organization Option 2**

Position	Salary <sup>1</sup>	Benefits <sup>2</sup>	Current #	Expense	Merged #	Expense	Change
Fire Chief	\$90,000	\$27,000	3	\$351,000	1	\$117,000	(\$234,000)
Deputy Fire Chief	\$77,000	\$23,100	0	\$0	1	\$100,100	\$100,100
Fire Marshal	\$40,289	\$12,087	1	\$52,376	1	\$52,376	\$0
Battalion Chief	\$69,000	\$20,700	3	\$269,100	6	\$538,200	\$269,100
Admin Battalion Chiefs	\$69,000	\$20,700	1	\$89,700	0	\$0	(\$89,700)
Training/EMS Capt.	\$43,000	\$12,900	0	\$0	1	\$55,900	\$55,900
Captain	\$43,000	\$12,900	12	\$670,800	0	\$0	(\$670,800)
Lieutenant	\$43,000	\$12,900	0	\$0	21	\$1,173,900	\$1,173,900
Driver/Lieutenant	\$39,000	\$11,700	9	\$456,300	0	\$0	(\$456,300)
Drivers/Sergeant	\$39,000	\$11,700	0	\$0	24	\$1,216,800	\$1,216,800
Firefighter, paramedic	\$40,500	\$12,150	13	\$684,450	24	\$1,263,600	\$579,150
Firefighter EMT	\$35,500	\$10,650	22	\$1,015,300	0	\$0	(\$1,015,300)
Fire inspector (Civilian)	\$45,000	\$13,500	1	\$58,500	2	\$117,000	\$58,500
Administrative Support Staff	\$35,457	\$10,637	3	\$138,282	4	\$184,376	\$46,094
<b>Total Positions</b>	<b>\$708,746</b>	<b>\$212,624</b>	<b>68</b>	<b>\$3,785,808</b>	<b>85</b>	<b>\$4,819,252</b>	<b>\$1,033,444</b>

This example also includes an East and West Battalion and Training Captain, as well as a second Fire Inspector position to assist with additional fire prevention programs, such as community risk reduction program. Also added is an administrative staff support position and staffing for two ladder companies. In this example, a total of 85 positions exist within the merged department at an additional cost of approximately \$1,000,000 annually.

**Fiscal Analysis**

**Figure 84: Required Millage Comparison FY 2018, Sample Expanded Organization Option 2**

Required Millage	MFD	HNFD	NBFD	Total
	FY 2018	FY 2018	FY 2018	
Taxable Value	\$1,595,735,466	\$2,017,779,361	\$591,975,652	\$4,205,490,479
Tax/Assessment/Fee Revenue	\$3,191,471	\$2,545,553	\$669,419	\$7,439,887
Equivalent Millage Rate	2.000	1.262	1.131	1.769

Shown in this figure, increasing the required income by \$1,033,444 would increase the millage to 1.769 mils from the base.

The next figure applies this change to the baseline previously developed. As the required revenue has increased, so has the additional cost from the base to our example homeowners.

**Figure 85: Example Home Owner Comparison FY 2018, Sample Expanded Organization Option 2**

District	Sq. Footage	Cost	Total Current	Average Value	Cost with 1.586 Millage Applied	Difference
HNFD	2,300	\$0.0547/Sq. Foot	\$126	\$115,000	\$203	+\$77
NBFR	N/A	\$500	\$500	\$272,275	\$482	-\$18

### Summary

Multiple options exist for organizing and staffing a service delivery organization. ESCI presented select options depicting potential pathways. These options and examples are not intended to be conclusive or binding, but instead, they are intended to provide insight as to how exercising one or more of these options may affect each agency or the combined district. Precisely how the districts proceed will be dictated by multiple variables and ultimately will represent a policy decision by each of the elected boards.

## CONCLUSION

All three districts currently assist each other and work together well, more closely than most, in many regards. However, they have not yet achieved what could be considered a fully collaborative and seamless operation. Developing and expanding the existing cooperation to gain more efficiency is a logical next step. While this report and the subsequent tasks can seem daunting, it is important to remember this can and must be accomplished one task at a time. In the end, a fully integrated system will provide enhanced organizational and operational service delivery for the service areas, and better contain cost into the future.

Based on the findings outlined in this report, a full merger that maintains or improves upon current service delivery, that is based on national consensus standards and best practices, would not result in an overall costs savings, and in fact would most likely result in increased costs to some or all of the taxpayers within the participating districts. However, based on the final organizational structure of a single special district, the improvements to service delivery, prevention, training, staffing, and administration may justify the increased costs. Ultimately, a determination of costs cannot be quantified until the final organizational structure is decided upon and the process for the equalization of staffing, capital equipment, salary, and benefits are completed.

As with many things, establishing a high-performance consolidated fire protection system is not always the easy thing, but it is frequently the right thing. ESCI appreciates the opportunity to work with your agencies on this important and complex study; we are available to assist you in any way we can to help you provide the highest level of service and protection to your communities.

## APPENDIX A: COMPARATIVE SURVEY TABLES

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
<b>DEPARTMENT</b>			
Department name	Midway Fire District	Holley-Navarre Fire District	Navarre Beach Fire Department
Preferred acronym	MFD	HNFD	NBFR
<b>GOVERNANCE &amp; LINES OF AUTHORITY</b>			
<b>Governing Body</b>			
Head of governing body	David Szymanski	David Stone, Chairman	John Lewis, President
Key employees of governing body	5 Member elected board	5 Member elected board	5 Member elected board
Meetings frequency	2 <sup>nd</sup> Tuesday of Month	4 <sup>th</sup> Monday of Month	Monthly
Elected official authority defined	F.S. 191	F.S. 191	By Laws-Private
Fire Chief position	Jonathan Kanzigg	Ron Norton	Danny Fureigh
Hired by contract	Yes	Yes	Yes
Term of contract	Annual		Annual
Periodic performance evaluation	Annual	No	Semi-annual
Fire Chief authority defined	District Policy	District Policy/Labor Contract	Contract
Policy & administrative roles defined	Handbook	District Policy	Contract
<b>ATTRIBUTES OF SUCCESSFUL ORGANIZATIONS</b>			
<b>Policy/Rules/Guiding Documents</b>			
Process for revisions provided	As needed	As needed	Yes
Legal counsel maintained	Yes	Yes	Yes
Consultation available	Yes	Yes	Yes
Labor counsel	Yes	Yes	As needed
Financial controls	Yes	Yes	Yes
Financial control system	Yes	Yes	
Financial review	Yes, Annual	Yes, Annual	Yes, Annual
Auditor	Warren-Averett PA	Nicholson-Reeder-Reynold PA	Santa Rosa County Govt.
Frequency of review	Annual	Annual	Annual
Governing body minutes maintained	Yes	Yes	Yes
Availability of minutes	Yes, Website	Yes, Website	Upon Request

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
<b>ORGANIZATIONAL STRUCTURE</b>			
Structure type	Traditional hierarchical operational structure	Traditional hierarchical operational structure	Traditional hierarchical operational structure
Description of all jobs maintained	Yes	Yes	No
Job descriptions updated	As needed	As needed	No
Employment agreements	One	One	One
<b>CHAIN OF COMMAND</b>			
Defined chain of command	Yes	Yes	Yes
Span of control	1:8	1:6	1:3
Hiring/firing authority	Fire Chief	Fire Chief	Fire Chief
<b>FORMATION &amp; HISTORY</b>			
Organization formed	1982	1965	1991
History maintained	Yes	As much as possible	Yes
Individual or group responsible	Fire Chief	Fire Chief	Kevin Rudzki

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
<b>GENERAL DESCRIPTION OF AGENCY</b>			
Agency type	Fire District	Fire District	Private Fire Department
Area, square miles	17.1	50	4
Headquarters	1322 College Pkwy, Gulf Breeze, FL 32563	8618 Esplanade St. Navarre, FL 32566	1413 Utility Drive, Navarre, FL 32566
Fire stations	Two	Two -staffed	One
Other facilities	1	1	0
Population served	30,000		40,000
ISO rating	3/2014	4	4
<b>SERVICE-DELIVERY INFRASTRUCTURE</b>			
<b>Emergency Vehicles</b>			
Engines	3	2	1
Engines, reserve	1	2	
Ladder trucks	1	0	1
Ambulances (and type I)		0	
Ambulances, reserve		0	
Quick response units		0	
Water tenders		1	
Brush units		1	
Rescue units (heavy, light)	0	0	1 PWC w/trailer
<b>PERSONNEL (FT=Full time; PT=Part time; V=Volunteer, paid on-call; R=Reserve)</b>			
Total FD employees	31	18	9
Administrative & support staff (FT)	2	3	1
Administrative & support staff (PT)		2	0

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
Administrative & support staff (V)		2	1
Operations personnel (FT)		15	
Operations personnel (PT)		0	
Operations personnel (V)	1	0	

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
Mission statement adopted	Yes	Yes	Yes
Displayed	In station, website, Strategic Plan		Entry Door, Chief's office
Periodic review	Yes		
Vision established & communicated	Yes		Yes
Values of staff established			Yes
Strategic or master plan	Yes, Strategic		Yes, 2019–2023
Adopted by elected officials	Yes		Yes
Published & available	Yes		Yes
Periodic review	Yes, Annual		Yes
Agency goals & objectives established	Yes		Yes
Date developed	2017		March 2018
Periodic review	Yes		Yes
Tied to division/personnel performance statements/plans			
Objectives linked to programs	Yes		Yes
Performance objectives established			
Code of ethics established			

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
<b>SOGs, RULES &amp; REGULATIONS, POLICIES</b>			
Copies of rules provided	Yes	Yes	Yes
Last date reviewed	Annual	February 2018	
Copies of SOGs or guidelines available	Yes	Yes	Yes
Regular update	Yes	Yes	No
Process for development of new SOGs	Yes	Yes	
SOGs used in training evolutions	Yes	Yes	Yes
Policy manual available	Yes	Yes	Yes
Reviewed for consistency	Periodically	Yes	Periodically
Reviewed for legal mandates	Periodically	Yes	Periodically
Training on policies provided	Yes	Yes	Yes
<b>CRITICAL ISSUES</b>			
Critical issues are identified		Yes	Yes
First critical issue			Water Rescue Capabilities
Second critical issue			Station Repairs
Third critical issue			Advanced Life Support
Internal evaluation of critical issues	Yes	Yes	Yes
<b>FUTURE CHALLENGES</b>			
Challenges are identified			
First challenge			
Second challenge			
Third challenge			

SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
Fire Chief	1	1	1
Division Chiefs (and division titles)	0	0	0
Deputy Chiefs (and titles)	0	0	0
Administrative Battalion Chiefs	0	0	0
Administrative Captains	0	0	0
Training (and rank)	0	0	0
EMS Coordinator (DC, BC, Captain, etc.)	0	0	0
Fire Marshal	0	1	0
Fire investigator	0	0	0
Fire inspector	1	0	0
Administrative support	2	1	0
Mechanic	0	0	0
Total administrative & support staff	3	2	1
Percent administrative & support to total			



SURVEY COMPONENT	MIDWAY FIRE DISTRICT	HOLLEY-NAVARRE FIRE DISTRICT	NAVARRE BEACH FIRE RESCUE
Fire Chief	1	1	1
Battalion Chiefs (Shift Commander)	3	1	0
Captains	6	0	3
Lieutenants	0	3	0
Engineers	0	3	0
Firefighters	17	6	6
<b>EMS Personnel</b>			
Emergency Medical Responders			
EMT-Basics	8	10	7
EMT-Intermediates			
EMT-Paramedics	10	2	3
Critical Care Paramedics			
Community Paramedics			
Total operational staff	27		10
Total fire department employees	31		10
Percent of operational officers to firefighters			

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