



COMPREHENSIVE PLAN AMENDMENT STAFF REPORT AMENDMENT ROUND 20-A

BCC ADOPTION PUBLIC HEARING, FEBRUARY 5, 2020

I. General Data

Project Name: Fire Rescue Element Updates
Element: Fire Rescue and Introduction & Administration Elements, Map Series
Project Manager: David Wiloch, Senior Planner and
Jill Gregory, Executive Assistant to the Fire Rescue Administrator
Staff Recommendation: Staff recommends *approval* based on the findings and conclusions presented in this report.

II. Item Summary

Summary: This proposed amendment would revise the Comprehensive Plan at the request of the Fire Rescue Department as summarized below:

- Revise the Fire Rescue Element to revise the minimum number of employees staffed on an in-service emergency response unit and to update data and references to reflect the latest information
- Revise the Introduction and Administration Element to update definitions to reflect latest terminology and practices
- Revise and update the Existing and Future Fire Station Locations Map FR 1.1

Assessment: This proposed amendment was requested by the Fire Rescue Department to revise and update the Comprehensive Plan to reflect current conditions. There are no policy implications and there are no associated ULDC changes resulting from this amendment.

III. Hearing History

Local Planning Agency: *Approval*, motion by Lori Vinikoor, seconded by Cara Capp, passed in a 13 to 0 vote at the October 11, 2019 public hearing. There was minimal discussion and no public comment.

Board of County Commissioners Transmittal Public Hearing: *Transmit*, motion by Commissioner McKinlay, seconded by Vice Mayor Kerner, passed in a 7 to 0 vote at the October 28, 2019 public hearing. There was minimal Board discussion and no public comment.

State Review Agency Comments: The State Land Planning Agency issued a letter dated December 5, 2019 stating that the Agency had no comment on the proposed amendment. There were no other state agency comments received regarding this amendment.

Board of County Commissioners Adoption Public Hearing: *Scheduled for Feb. 5, 2020*

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IV. Intent

This proposed amendment would revise the Comprehensive Plan at the request of the Fire Rescue Department as summarized below:

- Revise the Fire Rescue Element to revise the minimum number of employees staffed on an in-service emergency response unit and to update data and references to reflect the latest information.
- Revise the Introduction and Administration Element to update definitions to reflect latest terminology and practices.
- Revise and update the Existing and Future Fire Station Locations Map FR 1.1.

Specific changes are shown in strike out and underline in Exhibit 1.

V. Background

In 1989, the Palm Beach County Board of County Commissioners adopted the Fire Rescue Element into the Palm Beach County Comprehensive Plan to address the dynamic need for Fire Rescue services in the County. The Fire Rescue Element is based on five stated objectives:

1. System Evaluation
2. Level of Service for Emergency Response
3. Level of Service for Non-Emergency Response
4. Intergovernmental Coordination
5. Alternative Funding

The policies supporting the implementation of these objectives utilize measurable techniques to provide emergency and non-emergency services. The Element identifies levels of service for both emergency and non-emergency functions of the Fire Rescue Department and ensures the consistent provision of these services to current residents and future populations. The Element also identifies the auxiliary and support activities necessary to maintain the provision of Fire Rescue Service while addressing several critical requirements in the area of intergovernmental coordination and funding. Updates to the Element have periodically occurred since the Elements creation in 1989, with the last update occurring in the 2015-01 amendment round. These updates addressed the growing population in the County and the need for adequate fire rescue staffing, funding, fire prevention education and training maintenance.

VI. Data and Analysis

This section provides data and analysis, including an examination of consistency with the Comprehensive Plan. The changes to the Fire Rescue Element are provided in Exhibit 1.

A. Consistency with the Comprehensive Plan

Data and Analysis for Fire Rescue Element I.B. Assessments and Conclusions: The Assessments and Conclusions section provides categories of information on population, staffing, deployment, non-emergency services and future conditions for the Fire Rescue Element. This section is being revised to reflect the most up to date information of each category and providing for corrective text and clarifications where necessary.

Data and Analysis for Fire Rescue Policy 1.1-c: This policy provides information on the future station location studies, staffing needs, and equipment deployment. This policy is being revised to relocate the order of the criteria but does not change the language.

Data and Analysis for Fire Rescue Policy 1.2-a: This policy provides the response time for the Municipal Service Taxing Unit (MSTU) service area. This policy is being revised to reflect that the service area includes all of the MSTU not just the coastal MSTU area.

Data and Analysis for Fire Rescue Policy 1.2-c: This policy defines the minimum staffing requirements for in-service emergency response units. The changes to this policy are proposed to reflect the recently negotiated terms that were agreed to by the County and the Fire Rescue Union (International Association of Fire Fighters Local 2928). The proposed amendment to the policy is outlined in Exhibit 1 strikeout and underline and provided in the Palm Beach County Fire Rescue memo in Exhibit 3.

Data and Analysis for the Introduction and Administration Element (I&A): The I&A Element houses definitions for terms utilized throughout the Comprehensive Plan. This amendment would add and revise definitions related to Fire Rescue activities. The term "firefighters" replaces the term "men" in applicable definitions. The term "Aerial" replaces "Quint" as the term for the piece of apparatus carrying firefighters. A new definition for Rescue Units and Tender is added as this term is referenced in the Fire Rescue Element and was previously not defined.

Data and Analysis for Fire Rescue Map (FR 1.1): The current Fire Rescue Map 1.1 map is revised to show current station locations, stations to be rebuilt and future station sites. The future stations are included in the Fire Rescue 6-year Capital Improvement Plan (CIP). Location of future stations outside of the Fire Rescue CIP are not yet identified. There are 5 new future stations shown on the map and a number of other updates reflecting the status change.

This amendment is consistent with the policies in the Comprehensive Plan.

GOAL 1 - EFFECTIVE FIRE AND RESCUE SERVICES: It is the GOAL of Palm Beach County to provide an effective program of emergency fire and rescue services with a comprehensive fire prevention program that is responsive to the desires, needs and economic capacity of the community.

OBJECTIVE 1.1 - System Evaluation: Palm Beach County shall continuously evaluate the development and performance of its fire-rescue system network.

B. Unified Land Development Code Implications

This proposed amendment will not require subsequent revisions to the Unified Land Development Code.

VII. Public and Municipal Review

Intergovernmental Plan Amendment Review Committee (IPARC): Notification was sent to the County's Intergovernmental Plan Amendment Review Committee (IPARC), a clearing-house for plan amendments, Friday, August 23, 2019. At the time of the printing this report, no calls or

written requests for information or objections to the amendment had been received. Correspondence received is added to the exhibits throughout the amendment process.

VIII. Assessment and Conclusions

As demonstrated in this report, the proposed amendments to the Fire Rescue Element, the Introduction and Administration Element and the map series, and are primarily corrective in nature. The proposed amendments are consistent with the Comprehensive Plan and revisions will not result in any changes in the review or process of any Future Land Use Atlas amendment.

As such, staff recommends ***approval*** of this amendment.

Attachments

| | |
|---|-------|
| Exhibit 1 – Proposed changes in strike out and underline format | E - 1 |
| Exhibit 2 – Departmental correspondence | E - 7 |
| Exhibit 3 – External correspondence | E - 8 |

Exhibit 1

A. Fire Rescue Element, Fire Rescue Element Updates

REVISIONS: To revise and update the Fire Rescue Element. The added text is underlined, and the deleted text ~~struck out~~.

1. REVISE I. INTRODUCTION, B. Assessments and Conclusions

Introductory language omitted for brevity

Two factors directly affect this ability. One is the travel distance required to get to the site, and the other is the availability of personnel and equipment to respond. The current objective is to locate fire stations in a manner that achieves an average five-minute travel time. With the current density of development, this can be achieved by distributing fire stations at five-mile intervals. This provides a 2.5 road-mile coverage area ~~radius~~ from each station and covers the majority of the service area with minimal zone overlap.

The establishment of this service threshold creates, however, a two-tier Level of Service provided to the urban and rural areas of the County. In the sparsely populated zones, the generation of alarms is insufficient to necessitate locating stations within a 2.5 road-miles ~~radius~~ of all points. As a result travel times to these remote areas will be higher than is standard. As these areas become more densely developed and begin to generate alarm activity that meets the criteria for new station construction (Objective 2, Policy 2-b), then additional facilities will be constructed.

Service Population: Fire Rescue's service population in 2019 was 912,396 ~~2011 was 847,592~~. With continued population growth expected and the maturing ~~aging~~ population, the demand for emergency fire and rescue services is expected to continue to increase in the years to come.

Staffing: Because fire or medical emergencies occur at all hours, emergency personnel must be available on a 24-hour basis. As a result of this, the fire service utilizes a platooning system. This arrangement provides for personnel to be on duty for a continuous 24-hour period and then be relieved by another. In addition, each battalion has one supervisory personnel who works a 40-hour week schedule and responds to emergency incidents on an "on-call" basis. "Daily Firefighting Strength" in 2019 was 295 ~~2011 was 286~~. This is the actual number of personnel available for emergency response throughout the respective battalions.

Deployment: The deployment of personnel is accomplished through the use of several alternative strategies intended to contain costs and improve efficiency. While some fire stations are still staffed with 3-person engine companies and two-person rescue companies, some facilities may have one group of employees performing several functions. For example, "ALS Engines" perform pumper operations as well as advanced life support emergency medical services, and Aerials ~~"Quints"~~ incorporate ladder capabilities along with pumper operations. In some cases, two separate vehicles are housed at the station and the personnel determine which apparatus is more appropriate to respond to the scene, depending on the nature of the call. These "combination" or "either/or" stations are typically in areas with relatively low alarm activity. This shift in philosophy provides more units with less personnel who perform multiple functions. In all, the department operates 150 ~~75~~ first-line emergency response vehicles.

Non-Emergency Services: Fire prevention, vehicle maintenance, dispatch and training continue to provide a viable functions in support of the department's goal to reduce fire loss and injuries. Performance is monitored on a monthly basis to ensure productivity levels are maintained. While very few staff people have been added to these functions, work practices have been revised to allow the department to keep pace with growth. These functions will most likely require additional staff as well as continued implementation of innovative approaches to handle the increased workload expected in the years to come.

Intergovernmental/Inter-Agency Cooperation: Palm Beach County now has numerous interlocal agreements with local fire departments, for both mutual aid and automatic aid (closest response). In addition to the collaborative efforts to improve emergency response, fire service providers have joined together to conduct firefighter standards training; share data and reporting technology; share training and video packages, combine dispatching functions; implement a unified Incident Command System; explore regional delivery of special operations, hazardous materials mitigation services; and co-locate employees in another agency's fire station. In the delivery of EMS service, Palm Beach County Fire-Rescue is providing first response for treatment of medical emergencies as well as providing ALS and BLS transport, and the private ambulance providers are handling subscription BLS, non-emergency, and inter-facility transport services. ~~This successful partnership with the ambulance providers is one example of how government and the private industry can work cooperatively.~~

FUTURE CONDITIONS

The future demand for fire-rescue services will be driven by alarm activity, population concentrations, and the density of development, all of which necessitate emergency and non-emergency functions. The distribution of future fire-rescue facilities will be in response to new demand and shifting demand. New demand is basically a result of additional population moving into the service area or the expansion of the service area into those areas currently not serviced by the County. Shifting demand is caused by a loss of service areas either through annexation or migration of populations from one part of the service zone to another. ~~In addition, as emergency personnel and facilities are expanded, those support functions must also increase.~~ New demand may require an increase in facilities and personnel while shifting demand may necessitate the relocation of existing facilities or the reduction in service levels and personnel. In addition, as emergency personnel and facilities are expanded, those support functions must also increase. ~~The Fire-Rescue Facilities Map depicts the distribution of fire-rescue facilities for the projected needs of the community through the year 2016.~~

The strategic distribution of fire-rescue facilities is an important factor in maintaining response time standards as demand increases. However, staffing and deployment also contribute to the department's overall service levels. While new demand and shifting demand will ultimately lead to the need for additional personnel and resources, the department will continue to utilize alternative deployment and staffing strategies such as utilization of single units to perform multiple functions (e.g. Aerials ~~Quints~~ and ALS Engines) wherever efficiencies can be accomplished. Reallocating resources during peak time periods and reviewing other system status management methods have contributed to the department's ability to maintain response times. As the county becomes even more densely heavily populated, Fire-Rescue will continue to review these, as well as other

similar efforts, for possible adaptability in Palm Beach County in order to provide a quality, cost-effective level of service to the citizens of this community.

2. **REVISE Policy 1.1-c:**The County shall update future station location studies, staffing needs, and equipment deployment on an annual basis to ensure efficiency and effectiveness. Resource and deployment strategies will be evaluated on the following criteria:
 - Monthly review of travel times;
 - Quarterly trend analysis and station response patterns,
 - ~~Periodic evaluation of alarm activity to determine appropriate staffing and equipment allocations, and~~
 - Quarterly review of performance measure data utilized in annual budgetary process, and
 - Periodic evaluation of alarm activity to determine appropriate staffing and equipment allocations.

3. **REVISE Policy 1.2-a:**The County shall provide an initial emergency fire and rescue response to all of the service area in the ~~Coastal~~ Fire-Rescue Municipal Service Taxing Unit (MSTU), in an average total response time of 7 minutes 30 seconds or less.

4. **REVISE Policy 1.2-c:** The County shall staff all in-service emergency response units with a minimum of the following:

In-service Emergency Response Minimum Staffing ^c

| Apparatus | Employees |
|---|------------------|
| Fire Pumps | 3 ^a |
| Aerials <u>Quints</u> | 3 |
| Rescue Units <u>Vehicles</u> | 2 ^b |
| Crash Fire Rescue | 1 |
| Special Operations | 2 |
| Tenders <u>Tankers</u> | 1 |
| Rescue Engines | 3 |
| Ladder Trucks | 2 |

Notes:

- a. By September 30, 2021, all stand-alone suppression units shall be staffed with at least four (4) personnel.
- b. By September 30, 2021, all rescue units shall be staffed with at least three (3) personnel
- c. By September 30, 2021, there shall be no either-or stations except that newly opened stations may run as an either-or station during the first twelve (12) months of operation.

B. Introduction & Administration Element, Fire Rescue Element Updates

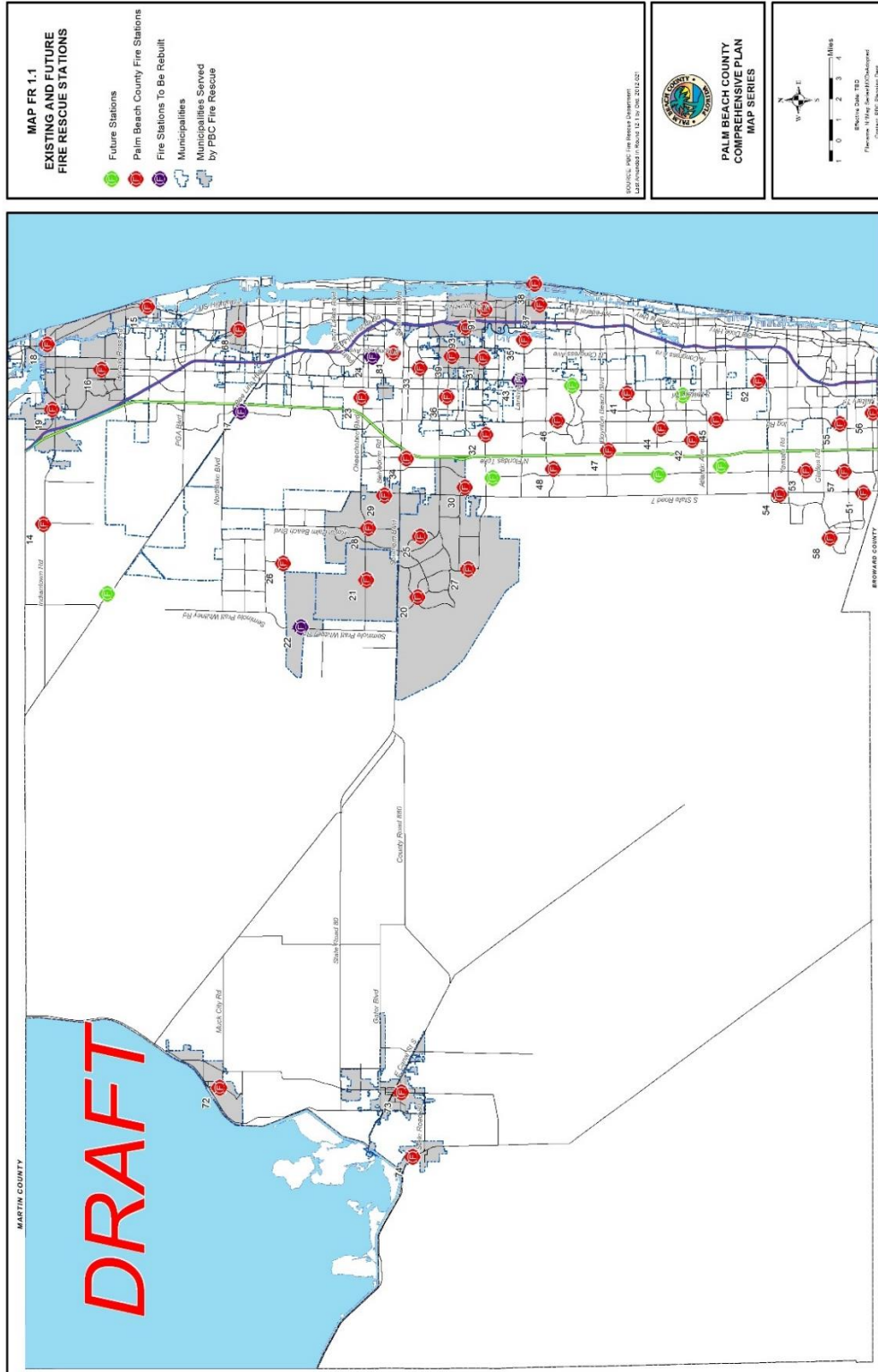
REVISIONS: To revise and update the Fire Rescue definitions. The added text is underlined, and the deleted text ~~struck out~~.

1. **REVISE FIRE PUMPER** - A piece of apparatus capable of carrying firefighters ~~men~~, hose, and water to the scene of a fire. Also, capable of delivering water, under pressure, through the use of a fire pump.
2. **REVISE AERIAL QUINT** - An aerial piece of apparatus capable of carrying firefighters ~~men~~, ladders, hose, and water to the scene of a fire. Also, capable of delivering water at elevated levels, under pressure, through the use of a fire pump.
3. **NEW RESCUE UNITS** - A piece of apparatus capable of carrying firefighters and medical equipment to the scene of an emergency call. Also, capable of transporting patients from the scene to the hospital.
4. **NEW TENDER** - A piece of apparatus designed for transporting water from a water source to a fire scene.

C. Map Series, Fire Rescue Element Updates

REVISIONS: To revise and update the Existing and Future Fire Rescue Stations Map FR 1.1.

Proposed Map



Original Map

**MAP FR 1.1
EXISTING AND FUTURE
FIRE RESCUE STATIONS**

- Palm Beach County Fire Stations
- Fire Stations To Be Rebuilt
- Future Stations
- Municipalities Served by PBC Fire Rescue

DATE: 05/19/2017
PROJECT: 2017 Fire Rescue Study
SCALE: 1" = 1/2 Mile
CONTACT: PBC Planning Dept.

**PALM BEACH COUNTY
COMPREHENSIVE PLAN
MAP SERIES**

Scale: 0 1 2 3 4 Miles
North Arrow
Horizontal: NAD83 StatePlane FLAlc2600
Vertical: FIPS 4962
Contact: PBC Planning Dept.

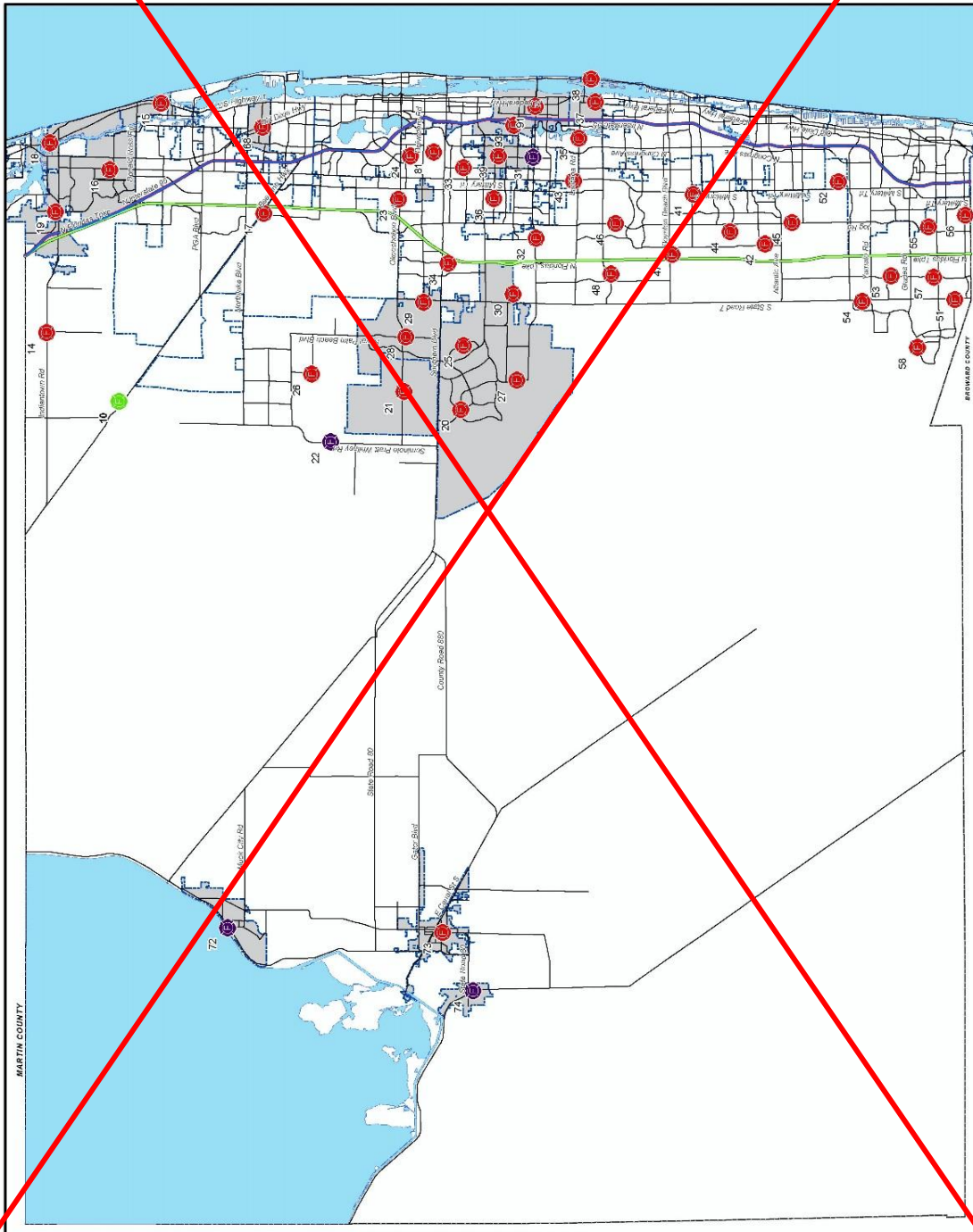


Exhibit 2 Departmental Correspondence



PALM BEACH COUNTY FIRE RESCUE Inter-Office Memorandum

Fire Rescue

Chief Michael Mackey
405 Pike Road
West Palm Beach, FL 33411
(561) 616-7000
www.pbcgov.com



**Palm Beach County
Board of County
Commissioners**

Mack Bernard, Mayor
Dave Kerner, Vice Mayor
Hal R. Valeche
Gregg K. Weiss
Robert S. Weinroth
Mary Lou Berger
Melissa McKinlay

County Administrator

Verdenia C. Baker

"An Equal Opportunity
Affirmative Action Employer"

Official Electronic Letterhead

DATE: January 24, 2019

TO: Scott Bielecky
President, IAFF Local 2928

FROM: Michael Mackey *Michael C. Mackey*
Fire Rescue Administrator

RE: Staffing

The Fire Rescue Element of the Palm Beach County Comprehensive Plan shall be amended to provide the following:

- There shall be no either-or stations effective 9/30/2021 except that newly opened stations may run as an either-or station during the first twelve (12) months of operation
- By 9/30/2021 all rescues units shall be staffed with at least three (3) personnel
- By 9/30/2021 all stand-alone suppression units shall be staffed with at least four (4) personnel

Implementation of the staffing changes will be discussed with the Staffing Committee.

Cc: Robert Norton

MM/jg

Exhibit 3
Correspondence
