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# Brevard County, Florida Fire Rescue Data Analysis

March 24, 2022

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## TRANSMITTAL LETTER

March 24, 2022

Brevard County, Florida  
2700 Judge Fran Jamieson Way  
Viera, Florida 32940-6699

Brevard County Board of County Commissioners:

Pursuant to your request, we have performed a data analysis of the Brevard County Fire Rescue Department (“BCFR” or “Department”) that operates for the benefit of its citizens, their families, and visitors. Our analysis was designed to display the Department’s financial and human resources and how it compares to peer groups in certain key indicators. Our review analyzed the factors and/or conditions that are contributing to the spending deficit experienced by the BCFR. The purpose of this report was to collect and analyze the facts and evidence collected related to the historical, current, and forecasted condition of the BCFR. This analysis was performed at the request of the Brevard County Board of County Commissioners (“BOCC,” “Board,” “County Commissioners”) through the internal audit function; thus, we will present this at the next regularly scheduled Audit Committee meeting.

A ‘domino effect’ is a single event that causes a series of factors or conditions which act as dominoes, and ultimately influence a strategic objective. The following sections of this report will describe the domino effect of turnover, vacancies, overtime and spending deficit factors that could culminate in an impact to public safety risks. These conditions and their consequences are described in greater detail within the sections of this audit report.

Since the actions taken by the Board, the County has implemented various initiatives intended to address the aforementioned factors. These initiatives include further investment in BCFR personnel, enhanced and streamlined recruiting efforts, and the performance of exit interviews. We recommend BCFR implement formal tracking of their seven (7) year strategic plan to continually enhance standards and identify deviations from intended levels of performance and effectiveness. We will formally follow up on this recommendation through the Internal Audit function.

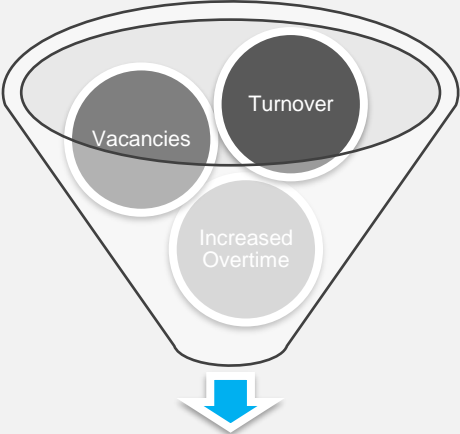


Respectfully Submitted,

*RSM US LLP*

**INTERNAL AUDITORS**

## EXECUTIVE SUMMARY

Background	Fire Rescue – Data Analysis
<p>The BOCC has approved a net 29% increase to the County Fire assessment, augmented by the equivalent of \$8.5M in ARPA revenue replacement funding.</p> <p>The resources approved by the BOCC were allocated approximately 75% to personnel costs and 25% for capital, infrastructure, and reserve requirements to address the following priorities:</p> <ul style="list-style-type: none"> <li>➤ <b>Personnel</b> <ul style="list-style-type: none"> <li>○ Attrition, Overtime, or Growth</li> </ul> </li> <li>➤ <b>Capital Equipment</b> <ul style="list-style-type: none"> <li>○ Replacement and Addition</li> </ul> </li> <li>➤ <b>Infrastructure</b> <ul style="list-style-type: none"> <li>○ Improve, Replace, or New Facilities</li> </ul> </li> <li>➤ <b>Reserves</b> <ul style="list-style-type: none"> <li>○ Replenish and Maintain</li> </ul> </li> </ul>	<div style="display: flex; justify-content: space-between;"> <div style="width: 60%;"> <p><b>12.3%</b> Five (5) year average field personnel turnover rate (FY17-21)</p> <p><b>71%</b> Of the 49 BCFR separations during FY2021, 71% were within their first five years of service.</p> <p><b>38%</b> Of FY19/20 exit interview respondents selected Total Compensation (Pay &amp; Benefits) as the greatest contributing factor.</p> <p><b>44</b> Open Fire Rescue vacancies, as of March 2022.</p> <p><b>19%</b> Of FY20-21 overtime hours were mandatory.</p> </div> <div style="width: 35%; text-align: center;">  <p><b>Spending Deficit</b></p> </div> </div>

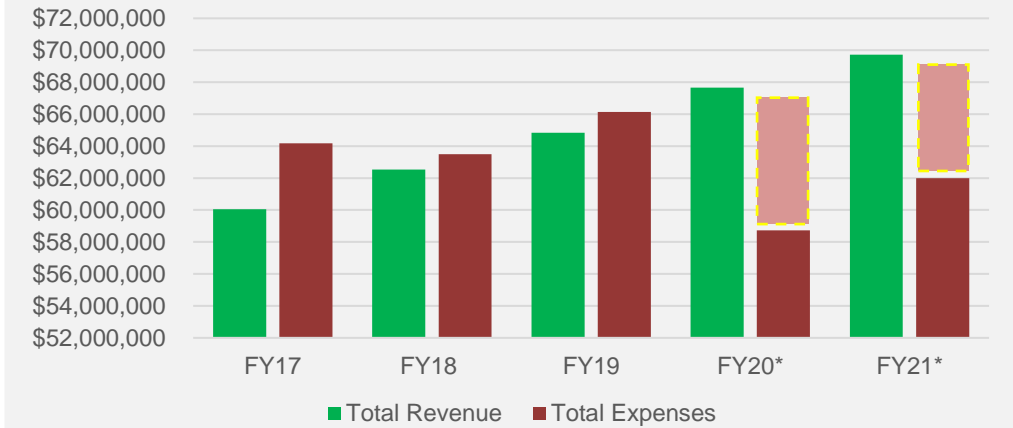
### Fire Rescue Actions & Priorities

Recently, the County has implemented various initiatives to address the challenges experienced by Fire Rescue. Some of these initiatives are outlined below and discussed in greater detail within the report.

-  Starting Salary Increase
-  Capital and Infrastructure
-  Improved and Streamlined Recruiting Efforts
-  Performance of Exit Interviews

### Financial Highlights

The graph below illustrates the fluctuations in Fire Rescue revenues and expenditures over the prior five (5) years.

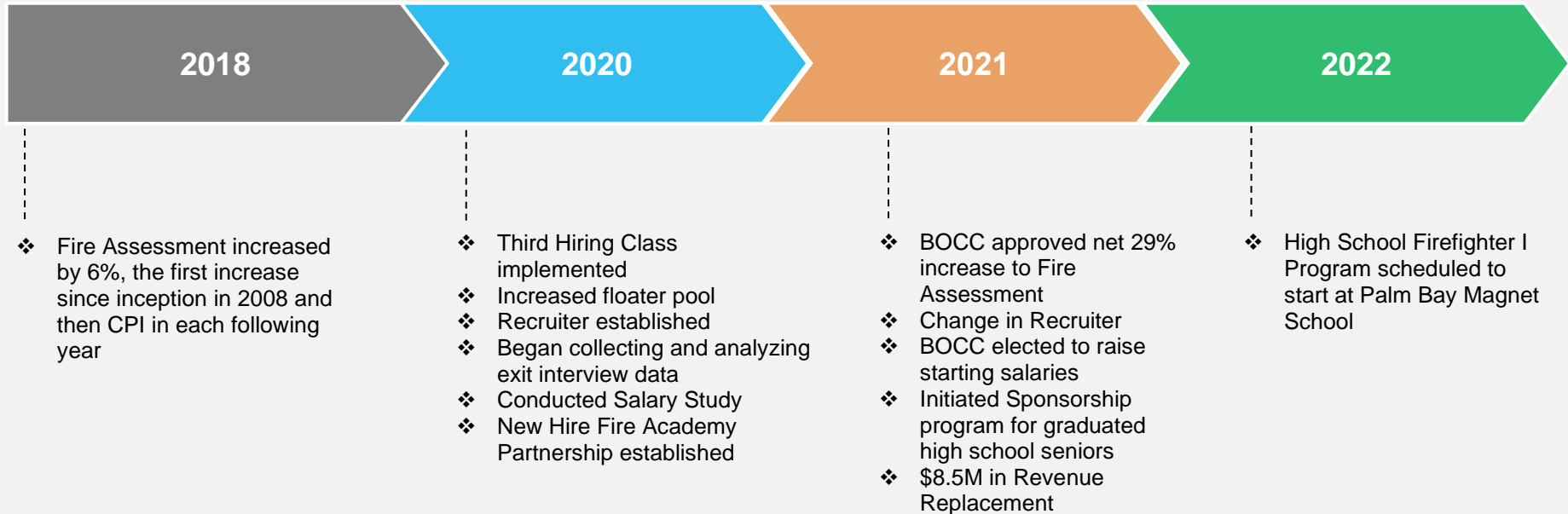


In FY2020, salary expenses were reduced for the CARES Act Public Safety Fund by \$7,795,450.  
 In FY2021, salary expenses were reduced for the CARES Act Public Safety Fund by \$7,317,452.

## EXECUTIVE SUMMARY

### Corrective Action Timeline

The illustration below is a summary of the relevant decisions and corrective actions taken related to BCFR and the Fire Assessment.



## OVERVIEW

The Brevard County Fire Rescue Department (“BCFR”) provides fire protection, emergency medical services, technical/specialized rescue, hazardous materials intervention and ocean rescue services to the citizens and visitors of Brevard County, Florida. The Department serves 1,557 square miles of land, including 72 miles of beach along the Atlantic Ocean, 600,000 citizens and over 6 million visitors annually. The Special Operations Team is dispatched throughout the County for calls including: building collapses, hazardous materials events, rope rescues, confined space rescues, heavy vehicle extrication, trench rescues and terrorism events.

To serve all citizens and visitors, BCFR employs more than 700 professionals (including seasonal) across the following five (5) emergency response and prevention programs: Fire Operations, Emergency Medical Services (“EMS”), Dispatch Services, Fire Prevention, and Ocean Rescue.

Among these programs are various critical equipment and infrastructure that includes:





- 33 Fire/EMS Stations
- 1 Hazmat Truck
- 17 Advance Life Support Fire Engines
- 1 Breathing Air Unit
- 31 Advanced Life Support Ambulances
- 1 Tower Ladder Truck
- 1 Heavy Rescue
- 4 Ladder Trucks
- 22 Brush Trucks
- 1 Mobile Command Trailer

BCFR has four (4) primary funding sources that are intended to fund operations year to year. It is important to note Fire Operations is intended to be self-sustaining while EMS is intended to be supplemented through general funds transfers. The specific funding sources by Fire Rescue program are outlined in the illustration to the right.

### Fire assessment

The fire assessment is a non-ad valorem assessment. All improved property owners in unincorporated Brevard, West Melbourne, Melbourne Village, Palm Shores, and Grant/Valkaria are charged the fire assessment on their annual property tax bill to support fire protection services. These are the areas of Brevard County that receive fire protection services from BCFR. Businesses and property owners are charged this assessment based on the benefit to improved property that is received from fire protection services. Funding that is generated from the Fire assessment goes to fund the Fire Rescue budget specifically for fire operations. This includes competitive compensation for personnel, capital purchases, infrastructure investment, reserve replenishment, operating expenses, and a required expansion of services in response to community growth.

In 2018, the fire assessment was increased by 6%, the first increase to the fire assessment since inception in 2008. As part of the Board’s continued commitment to supporting Fire Rescue Operations, significant resources have been allocated to make key investments in personnel, capital equipment, infrastructure, and reserve requirements. On April 20, 2021, the BOCC approved a 29% increase in the County fire assessment beginning November 2021, augmented by the equivalent of 4%, or \$8.5M, generated by the federal dollars allocated through the County’s revenue replacement calculation supported by the American Rescue Plan Act (“ARPA”), which will be allocated over a seven (7) year period. In tandem with the fire assessment increase, the County Manager committed to increased general fund support for staffing, infrastructure, and capital proportionate to the fire assessment increase. BCFR proposed a seven (7) year plan, based on operational expenditures required to accomplish department performance goals. The minimum operational requirements were quantified in the seven (7) year plan, which address immediate concerns in personnel, capital, infrastructure, and reserves.

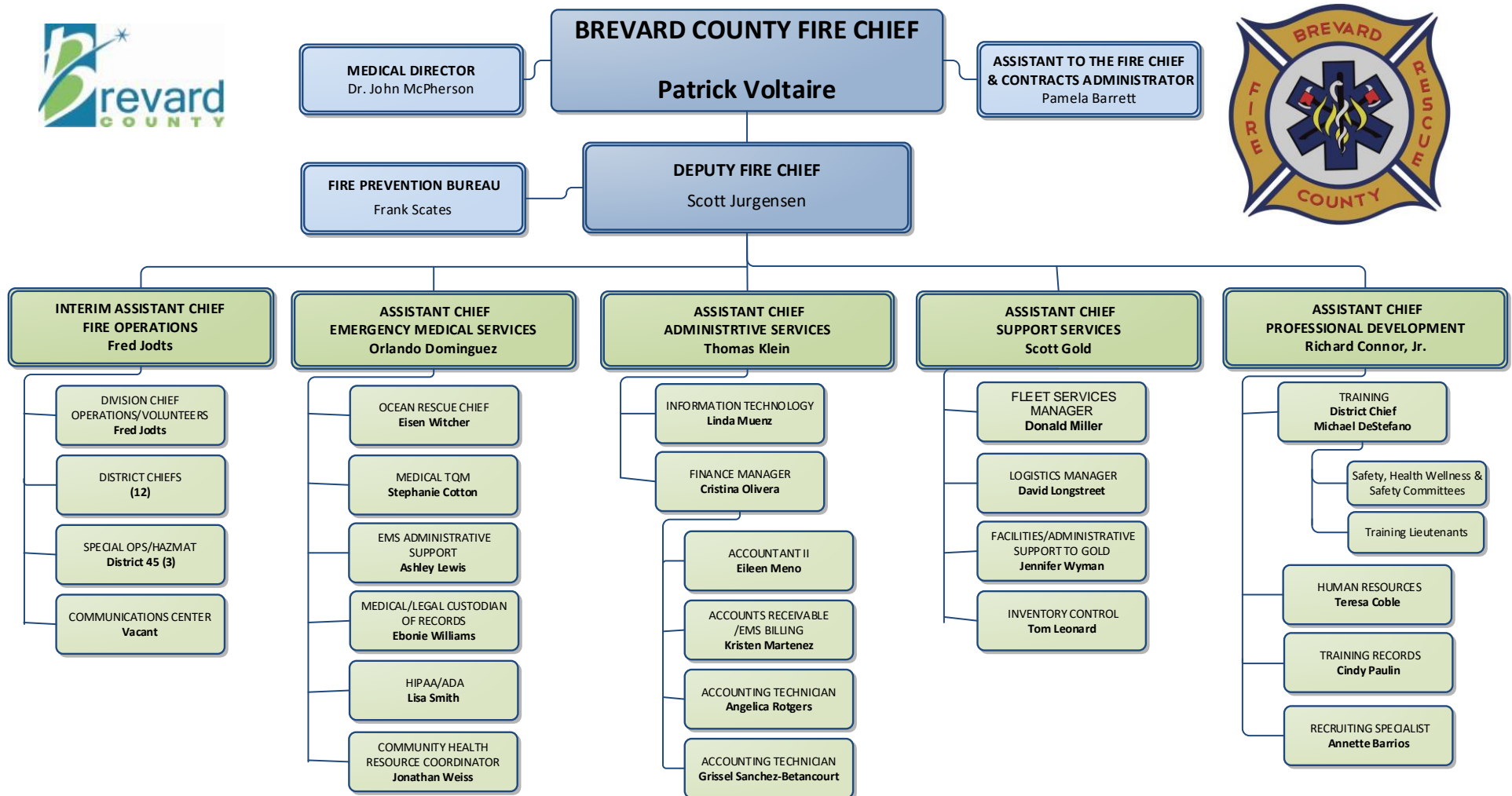
Funding by Program	Fire Operations	EMS
<b>Fire Assessment</b> A non-ad valorem assessment based on the benefit to improved property.		
<b>Municipal Service Taxing Unit (MSTU)</b> An ad-valorem tax for areas receiving County fire protection		
<b>EMS Transport Fees</b> Collected on patient billing based on services rendered		
<b>General Fund Transfers</b> Transfers from the County to supplement County-wide services		

## OVERVIEW – continued

### Organizational Chart

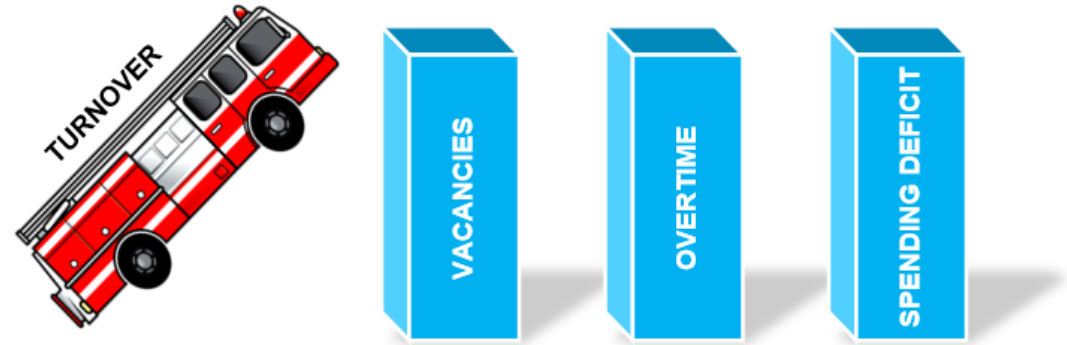
Brevard County Fire Rescue defines Primary First Responders as the entire group of badge wearing Medical and Fire personnel. These individuals include Field Personnel, Fire Marshalls, Dispatchers, and Fire/Rescue Leadership who carry a Fire/Medical badge. Field personnel operate the Fire/Rescue stations and trucks responding to calls. These individuals include District Chiefs, Lieutenants, Fire Medics, Fire/EMTs, and single certification Paramedics and EMTs.

The Brevard County Fire Rescue Department organizational chart, as of March 2022, is illustrated below.



## FIRE RESCUE TURNOVER

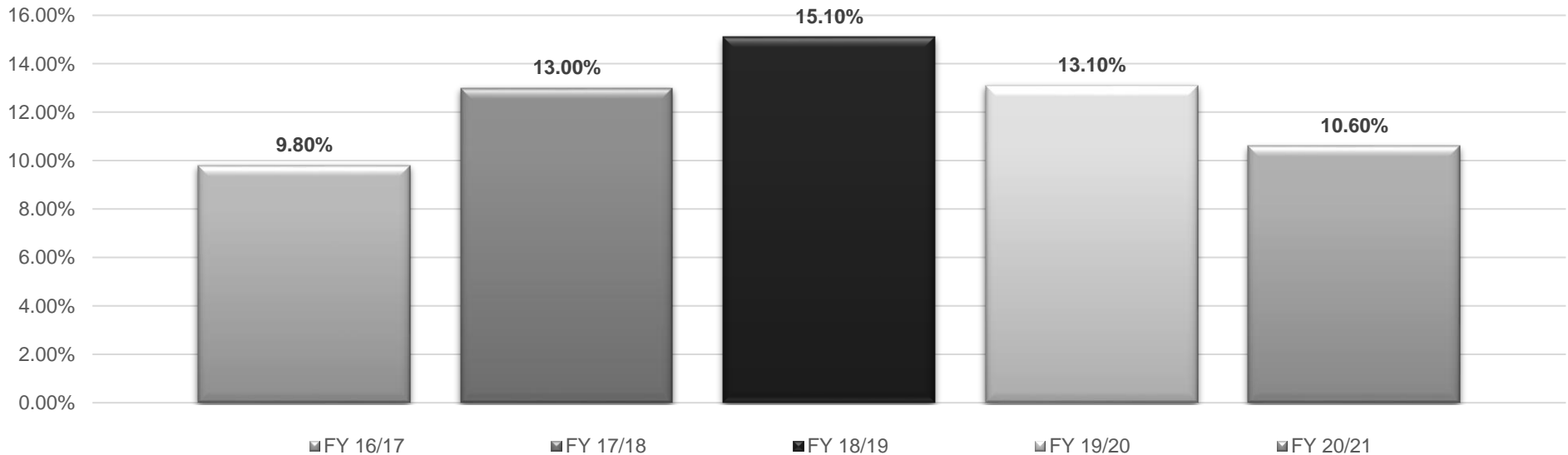
Employee turnover occurs when an employee leaves the organization and management seeks someone to replace the employee. If positions are not timely filled due to hiring challenges, the accompanying responsibilities are typically shifted to the remaining team members, increasing their workload. As part of our review, we obtained retention statistics from BCFR and County Human Resources to evaluate turnover trends and the potential impact on Fire Rescue operations.



Of the current 551 Primary First Responders, at least 462, or 84%, are field personnel. Field personnel includes District Chiefs, Lieutenants, Firemedics, FF/EMTs, Paramedics and EMTs. From FY2017 through FY2021, total field personnel turnover was 277 employees. The average annual field personnel turnover rate was 12.32%, or 56.4 employees. Managing and responding to turnover is a continuous challenge experienced throughout the industry. Effective October 1<sup>st</sup>, 2021, the Board elected to raise starting salaries to a competitive level. BCFR intends to put monitoring activities in place to evaluate turnover with the goal of reducing turnover.

The graph below illustrates the average turnover rate trend for field personnel between FY2017 and FY2021.

### FIELD PERSONNEL ANNUAL TURNOVER RATE





## FIRE RESCUE TURNOVER - continued

### Turnover by Job Class

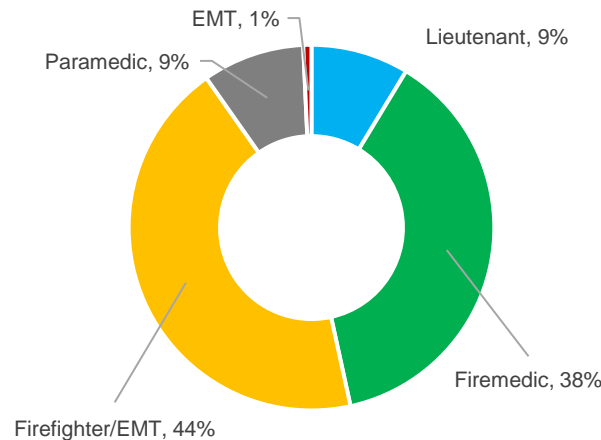
When analyzing turnover by job class over the five (5) year period, the Firemedic and Firefighter/EMT job classes comprised 82% of total field personnel turnover, excluding District Chiefs.

When analyzing turnover by tenure, most turnover was by employees within the first 5 years of employment, representing 64% of total field personnel turnover between FY2017 and FY2021. In FY2021, 35, or 71%, of the 49 total BCFR separations were employees within five years of service. The illustrations to the right provide a breakdown of turnover, from FY2017 through 2021, by job class and tenure.

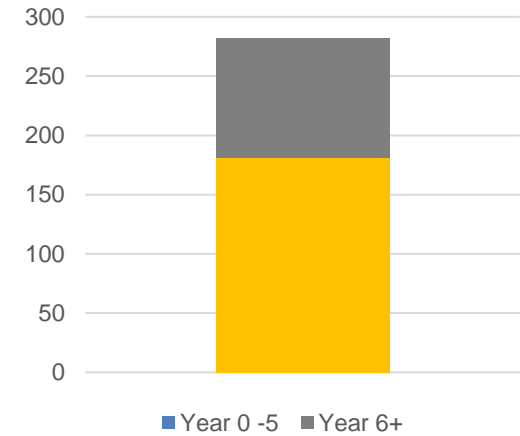
When evaluating the cause of employee turnover, we noted that resignations represented 81% of total separations. The remaining causes of turnover are outlined below:

- Resigned: **81%**
- Retired: **14%**
- Other: **5%**

FIELD PERSONNEL TURNOVER - JOB CLASS



FIELD PERSONNEL TURNOVER BY TENURE



Through discussions with management, we noted that no exit interview data was formally collected prior to FY2020. To better understand the resignation trend noted above, FY2020 exit interview data was analyzed. Of the 131 separations occurring over the period, 47%, or 62 employees, completed a formal in-person exit interview or responded to an exit interview survey. Respondents selected from a list of reasons that contributed to their resignation, with no restrictions on the number of reasons selected. These factors include pay, benefits, quality of life, promotion, culture, and other. Respondents who elected to leave the County for reasons other than the five (5) prepopulated reasons could select “Other” and write in a specific reason for their separation. The primary responses received included but are not limited to career changes and respondents moving closer to home. Of the 62 respondents to the exit interview survey, 38% selected total compensation (Pay & Benefits) as at least one contributing factor.

The illustration below outlines the percentage of respondents who selected one of the six (6) contributing factors listed on the exit interview survey.



## FIRE RESCUE TURNOVER – continued

### County Action – Exit Interviews

Fire Rescue highlighted exit interview data as an important focus for human resources to gather in the future, with the goal of garnering more insights as to why employees are leaving the department. We recommend the County and BCFR continue to formalize and streamline the process for conducting and maintaining exit interview data in the future.

### Fire Rescue Pay Scale

Often turnover can be a product of employees using a department as a pass through. Individuals may return to areas with a bigger community with higher compensation. Given that compensation was the most frequently cited reason for voluntary resignation, we examined BCFR’s current pay scale for major positions. BCFR conducted a FY2020 salary study of comparable counties around Florida for their major positions. The study was a self-reported survey that gathered a positive response rate. As a result, some counties elected either not to respond or not provide all data requested such as maximum salary. The study only gathered salary data and did not include benefits or additional supplemental positions that can increase an employee’s pay such as driver or certifications.

The study demonstrated that BCFR ranked below average for all four major positions when ranking comparable counties by minimum salary.

1. Brevard’s Firefighter EMT minimum salary was **10% below** the study average.
2. Brevard’s Fire Medic minimum salary was **9% below the** study average.
3. Brevard’s Lieutenant EMT minimum salary was **3% below** the study average.
4. Brevard’s Lieutenant paramedic minimum salary was **4% below** the study average.

RSM reviewed the salary study and agreed the counties used were most comparable based on size, demographics, and location. The table on the right provides a comparison between Brevard County and each comparable County identified by the study for each of the four (4) major positions. For full study results, please see **Appendix B**.

BCFR employees are subject to a negotiated salary step-program that determines salaries based on years in service. The program, effective 2018-2021, consists of 15 steps, with all new employees starting at step 0 regardless of experience. Using the Firefighter EMT Step Program as an example, prior to the approved salary increases, a Brevard firefighter EMT would require 9 years of experience just to achieve the minimum salary of an Indian River firefighter EMT.

### County Action – Starting Salaries Increase

Effective October 1<sup>st</sup>, 2021, the Board elected to raise salaries to a competitive level and increase the number of floater positions by 39. This decision was made to improve scheduling, recruiting, and retention of employees within the first five (5) years of their tenure. The expectation is that this action will lead to an estimated \$2M in overtime cost savings and create a total initial salary cost increase of \$6,423,021, or 12.1%, in the first year.

Data is as of February 2021.  
 Annual adjustments to CPI should be considered

FIREFIGHTER EMT			
Rank	County	Starting Salary*	Max Salary**
1 <sup>st</sup>	Indian River	\$44,151	\$64,136
10 <sup>th</sup>	Brevard	\$35,886	\$52,936
Average		\$38,784	\$62,083
FIRE MEDIC 2			
Rank	County	Starting Salary*	Max Salary**
1st	St. Lucie	\$56,628	\$92,241
13th	Brevard	\$43,690	\$60,740
Average		\$48,389	\$70,506
LIEUTENANT PARAMEDIC			
Rank	County	Starting Salary*	Max Salary**
1st	Osceola	\$65,235	\$99,929
4th	Brevard	\$58,452	\$71,992
Average		\$59,072	\$86,042
LIEUTENANT EMT			
Rank	County	Starting Salary*	Max Salary**
1 <sup>st</sup>	Osceola	\$56,110	\$90,804
4 <sup>th</sup>	Brevard	\$50,648	\$64,188
Average		\$52,271	\$77,763

\* This table reflects the pay scale, by position, for comparable counties where data could be identified. This table does not reflect salary changes made following the recent salary study.  
 \*\* Each County can vary between 10-30 steps.

## FIRE RESCUE TURNOVER – continued

The tables below summarize the projected salary rank for the Brevard County Firefighter EMT and Fire Medic positions following the salary increase, compared to peer counties, as of February 2021, assuming no change in other counties' salaries. During our procedures, we validated that there were no significant changes in the comparable Counties' salaries since this salary study was performed in February 2021. Annual adjustments to CPI should be considered.

Firefighter EMT			
Rank	County	Starting Salary	Max Salary
1 <sup>st</sup>	Indian River	\$44,151	\$64,136
2 <sup>nd</sup>	Pasco	\$43,000	NR*
3 <sup>rd</sup>	Seminole	\$42,500	NR*
4 <sup>th</sup>	Lake	\$39,632	\$66,044
5 <sup>th</sup>	Osceola	\$39,561	\$64,022
<b>6<sup>th</sup></b>	<b>Brevard</b>	<b>\$39,490</b>	<b>\$54,535</b>
7 <sup>th</sup>	Okeechobee	\$38,423	\$55,760
8 <sup>th</sup>	Volusia	\$37,042	\$58,546
9 <sup>th</sup>	St. Lucie	\$36,847	\$73,138
10 <sup>th</sup>	Flagler	\$36,598	NR*
Average		\$39,724	\$62,312

Moved up Four Ranks  
10<sup>th</sup> to 6<sup>th</sup>

Moved up Ten Ranks  
13<sup>th</sup> to 3<sup>rd</sup>

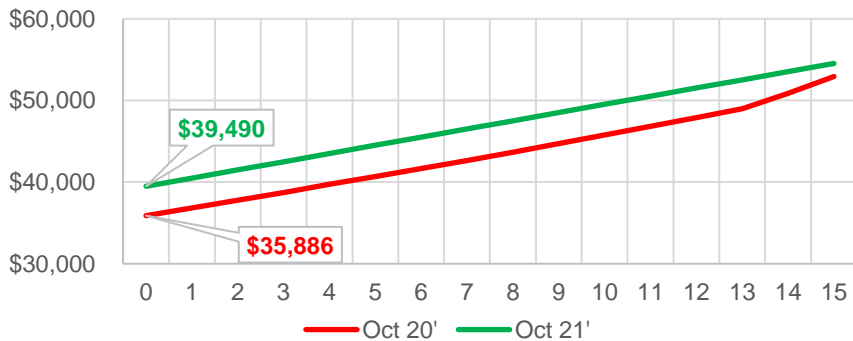
Fire Medic 2			
Rank	County	Starting Salary	Max Salary
1 <sup>st</sup>	St. Lucie	\$56,628	\$92,241
2 <sup>nd</sup>	Seminole	\$50,508	NR*
<b>3<sup>rd</sup></b>	<b>Brevard</b>	<b>\$50,241</b>	<b>\$65,285</b>
4 <sup>th</sup>	Volusia	\$50,022	NR*
5 <sup>th</sup>	Marion	\$50,014	NR*
6	Pasco	\$50,000	NR*
7 <sup>th</sup>	Lake	\$49,283	\$74,635
8 <sup>th</sup>	Osceola	\$48,686	\$73,147
9 <sup>th</sup>	Okeechobee	\$47,943	\$68,058
10 <sup>th</sup>	Indian River	\$47,452	\$68,096
Average		\$50,078	\$73,577

\*Information noted provided as part of the salary study

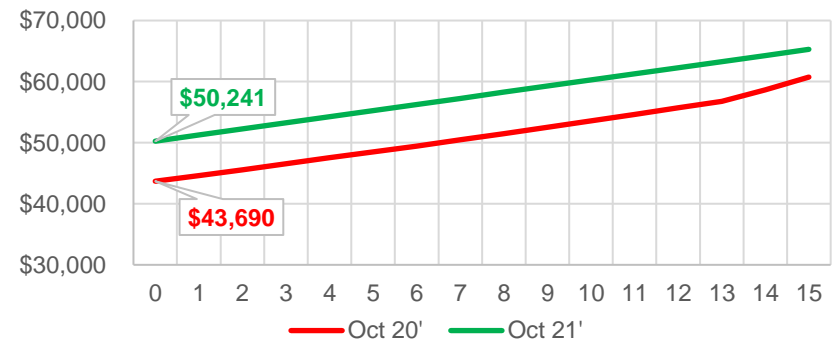
\*Information noted provided as part of the salary study

The impact of the salary increases is presented below for both the Firefight/EMT and Fire Medic 2 positions. These graphs illustrate the rise in annual salaries over the 15-step program compared to the prior step program.

Firefighter / EMT Step Program



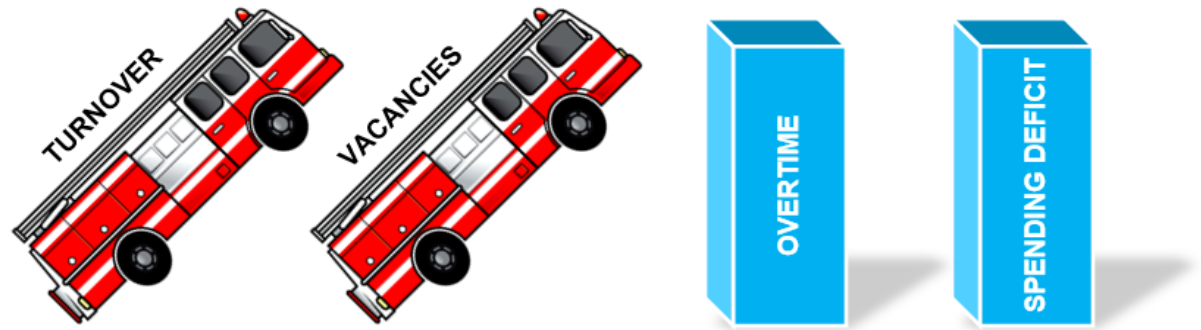
Fire Medic 2 Step Program



## FIRE RESCUE VACANCIES

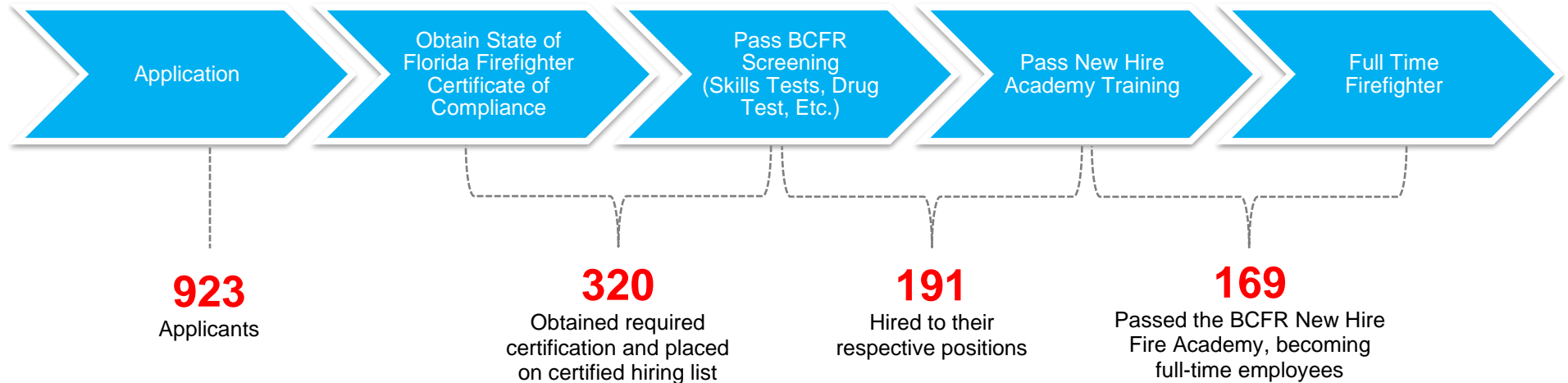
### Hiring Process

The process for onboarding new primary first responder employees is comprehensive. Most candidates do not make it to the BCFR New Hire Academy stage of the hiring process due to the rigorous standards required of prospective employees. The BCFR New Hire Academy for new hires is a 10 week in-class and drill yard training program and one month of 24 hours shifts for on-the-job training, totaling 14-15 weeks. The training is focused on best practices and BCFR operational standards. Due to this process, it takes a considerable amount of time to onboard a new employee from the time of initial application, hiring, and completion of BCFR New Hire Academy training.



Once hired, employees are assigned to locations or are added to the floater pool. The floater pool is a group of full-time employees that do not belong to a particular station or unit but are assigned to shifts based on need. If a station is in need of an employee due to a variety of reasons (i.e. sick leave, military leave) a floater pool employee will fill the appropriate spot. As of June 2021, the floater pool consists of 48 full-time employees. BCFR management estimates that increasing the floater pool by 39 (48 to 87) employees will address employee fatigue, operational readiness, and reduce overtime.

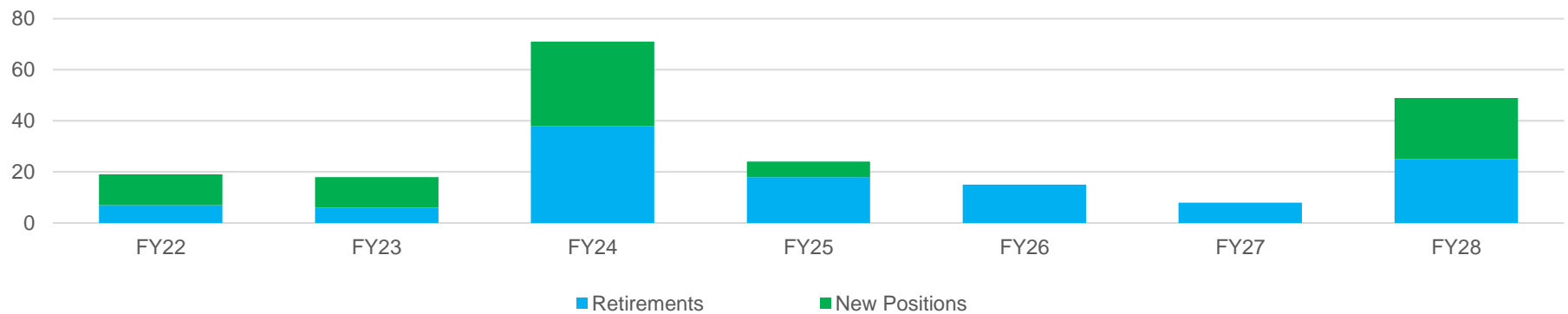
BCFR applicants must demonstrate both written and physical abilities during the hiring process, which includes a health assessment. Approximately 40% (368) of applicants invited to test either do not accept the invitation to test or do not show up for testing. Of the 923 applicants between January 2018 and March 2021, 320 passed the testing and pre-employment screening and were placed in a certified hiring list. Of the 320 certified candidates, 191 were offered contingent job offers after successfully passing fitness, drug, and alcohol tests. Of the 191 hired to their respective positions, 169 completed the hiring process, including BCFR New Hire Academy Training, and transitioned into a full-time employee. The illustration below describes the full hiring process every fire member undergoes to become a firefighter in Brevard County.



## FIRE RESCUE VACANCIES – continued

As of March 2022, the number of vacant BCFR positions totaled 44, which includes 17 new floater pool positions. A primary factor that influences the number of vacant positions is turnover, which averages 57 employees a year. Over the next seven (7) years, 204 future personnel requirements are projected. Of the 204 projected personnel requirements, 57% are a result of upcoming retirements and the remaining 43% are projected for new positions. BCFR intends to add, revamp, or relocate/rebuild stations during FY24, FY25 and FY28. The challenge of managing current personnel requirements with upcoming retirements is further illustrated below.

### PROJECTED PERSONNEL REQUIREMENTS



### County Action – Increase Hiring Class & Floater Pool

To address current and projected vacancies, BCFR developed four (4) solutions which include; a third hiring class, larger hiring classes, increasing the floater pool, and application for the FEMA SAFER grant. Beginning in 2020, a third hiring classes was offered to address the long-term staffing issue resulting from increased turnover and vacancies. The increased floater pool is intended to address the short-term staffing and scheduling requirements. BCFR management estimates increasing the floater pool by 39 (48 to 87) employees could address any turnover or vacancy requirements daily, while also accounting for future position requirements for 2023.

	FY16/17	FY17/18	FY18/19	FY19/20	FY20/21
<b>Total Hiring Classes</b>	3	2	2	3	3
<b>New Hires</b>	97	56	54	57	45
<b>Turnover</b>	44	58	70	61	49
				<b>Vacancies</b> (as of March 2022)	44

## FIRE RESCUE VACANCIES – continued

### County Action – Recruiting

BCFR has identified a need to focus on recruiting a higher proportion of candidates living within Brevard County, as opposed to candidates seeking to relocate from other areas, as a way to potentially decrease the employee turnover rate. Action items taken include the following initiatives:

- *Recruiter* – In July 2020, BCFR established a recruiter in July 2020 to increase contact and communication with local institutions. To enhance relationship building beyond local educational institutions, a new recruiter was selected. The intention was to expand recruiting to the regional level through enhanced information and communication methods, including increasing media coverage, renovating the webpage, and other advertisement opportunities.
- *Local Hiring Preference Points* – One way that BCFR has initiated this effort is through increased efforts to hire locally. Specifically, providing additional points during the hiring process to local individuals as a way of providing hiring preferences to local candidates.
- *New Hire Fire Academy Partnerships* – Fire Rescue has initiated efforts through partnerships with local colleges to facilitate the BCFR New Hire Fire Academy programs. The first of these Fire Academy partnerships was established in 2020 with Eastern Florida State College. Fire Rescue intends to use this partnership to establish similar curriculums in an effort to encourage local recruiting efforts.
- *High School Sponsorships* – Fire Rescue intends to engage local High Schools in developing curriculums that expose students to potential opportunities and careers with the BCFR. A sponsorship opportunity was established by BCFR to target High School seniors as well as other local individuals interested in working for Brevard County Fire Rescue. The sponsorship funds the educational costs of the BCFR New Hire Fire Academy and Emergency Medical Technician (EMT) school. The agreement is that once a sponsored individual completes all their training and becomes EMT or EMS certified by the State of Florida, they will be hired by Brevard County Fire Rescue and will be committed to at least two years of employment.
- *High School Firefighter I Program* – Brevard County Fire Rescue is currently assisting the Brevard Public Schools Office of Career and Technical Education to establish a firefighting program that would prepare the students to the State of Florida Firefighter I level of certification upon completion. The program is being held at Palm Bay Magnet High School and is scheduled to start in August of 2022.

## FIRE RESCUE OVERTIME

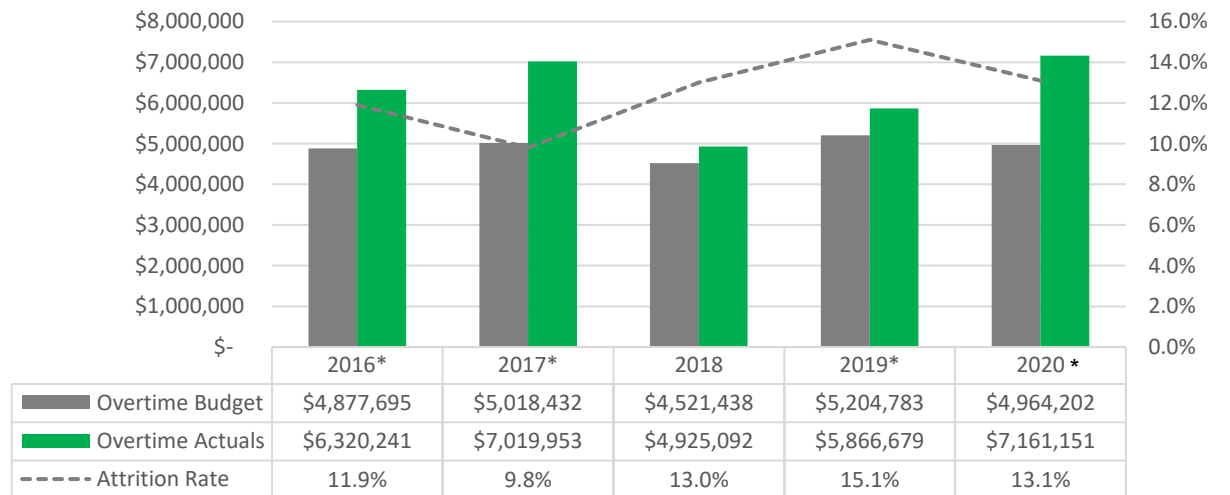
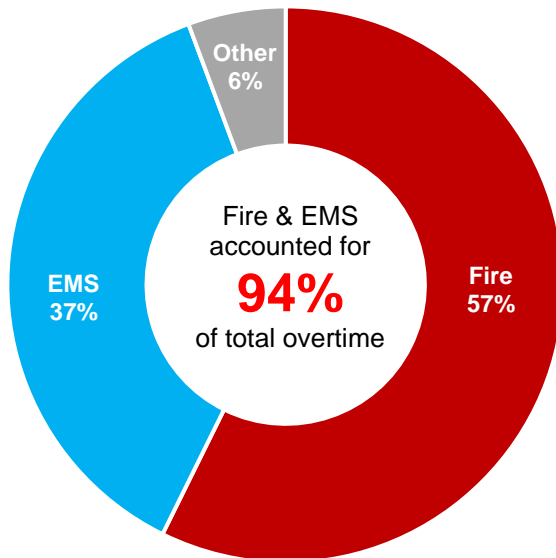
The impact of turnover and vacancies leads to reduced size and strength of a workforce, increasing the workload for the remaining employees. In the past several years, the cost of primary first responders have increased. To understand the significant expense categories driving operational costs, we obtained and reviewed the budget data from the County and analyzed trends by expense category.

During review of expenditure data, we noted that overtime costs represented a significant portion of Fire Rescue expenditures. Over the five-year period reviewed, total BCFR overtime exceeded budgeted overtime projections by \$6.7 million, or approximately \$1.3M, per year.

The two largest programs, Fire Operations and EMS, accounted for 94% of total overtime over the five (5) year period reviewed. Fire Operations represented 57% of total overtime, which was approximately \$3.7M above budgeted overtime estimates. The EMS program represented 37% of total overtime across the same period and was approximately \$2.65M above budgeted overtime estimates.



### FIRE RESCUE OVERTIME BUDGET VS ACTUALS



\* Note: Various hurricanes occurred each year impacting overtime incurred, which included hurricane Matthew, Irma, and Dorian. Furthermore, COVID-19 heavily impacted operations in 2020.

## FIRE RESCUE OVERTIME – continued

### Mandatory vs Voluntary Overtime

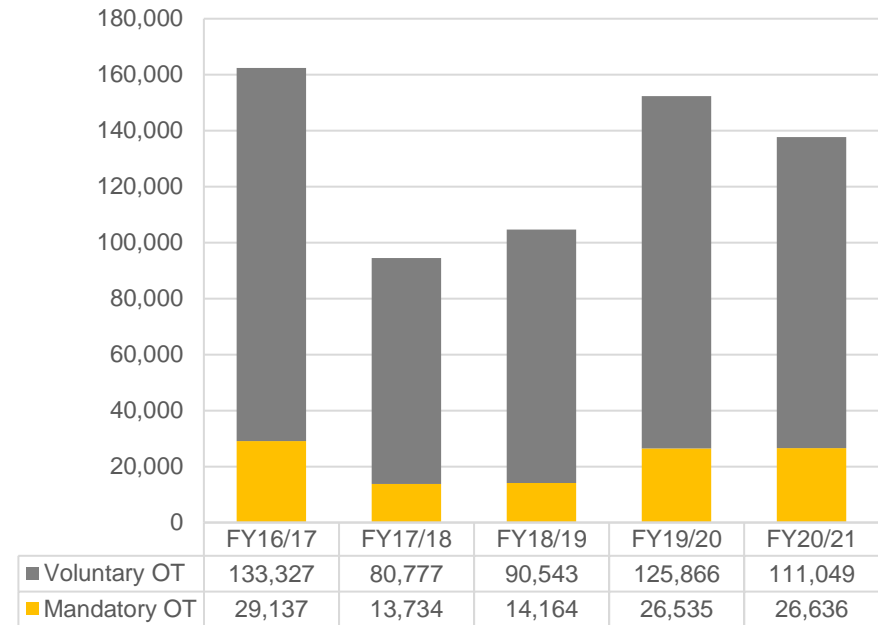
Overtime can be further broken down by mandatory overtime and voluntary overtime. Any shift/time that isn't covered by personnel voluntarily is categorized as mandatory overtime, as the personnel is selected and required to cover a shift despite it being overtime hours for that individual.

Between FY2017 through FY2021, 17% of overtime hours were mandatory, while 83% of overtime hours were voluntary. These overtime hours include the Lieutenant, Firemedic, Firefighter, Paramedic, and EMT positions. The Paramedic and EMT roles are single certification positions and did not come online for BCFR until 2018. The graph to the right illustrates overtime trends, by type, from FY2017 through FY2021.

According to BCFR Management, mandatory overtime is often viewed negatively by field personnel. OSHA warns that extended work shifts “may be more stressful physically, mentally, and emotionally”. As a result, it is a point of focus for BCFR Management to reduce both mandatory and voluntary overtime to improve employee morale and quality of living. Of the 62 respondents to the FY2020 exit interview survey, 16, or 26% of respondents cited quality of life as a reason for leaving BCFR.

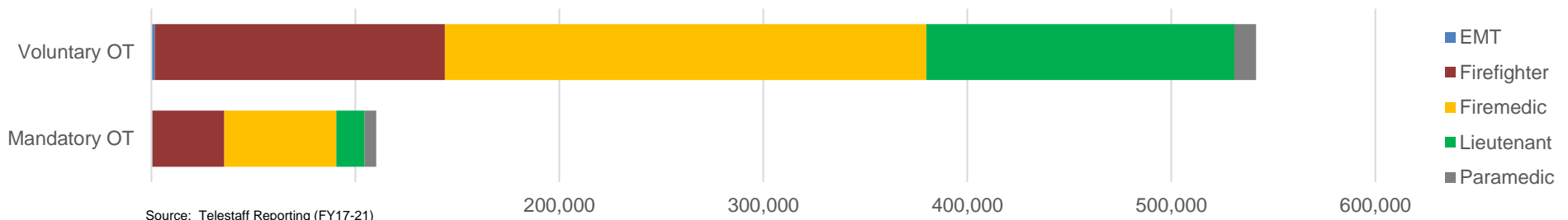
The COVID-19 pandemic did have a significant impact on overtime hours as a result of CDC recommendations for first responders. Specifically, mandates that required all employees exposed to an individual that is confirmed positive for COVID-19 to self-quarantine for a period of fourteen (14) days. These guidelines contributed the shortage of critical infrastructure employees due to the “exposure” quarantine period. Furthermore, additional precautionary measures were expected to be performed by first responders not exposed, which included tasks such as pre-screenings prior to the start of a shift, regular monitoring during a shift, and continuous cleaning and disinfecting of workspaces.

### FIRE RESCUE OVERTIME HOURS



Source: Telestaff Reporting (FY17-21)

### FIRE RESCUE OVERTIME HOURS BY POSITION



Source: Telestaff Reporting (FY17-21)

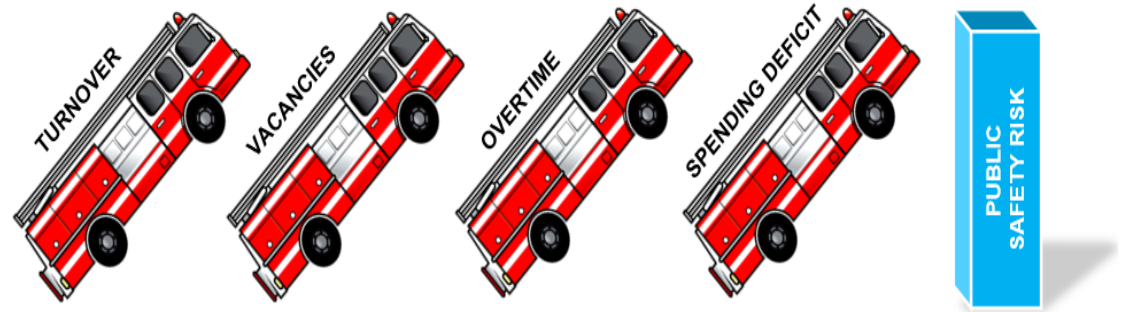


## FIRE RESCUE SPENDING DEFICIT

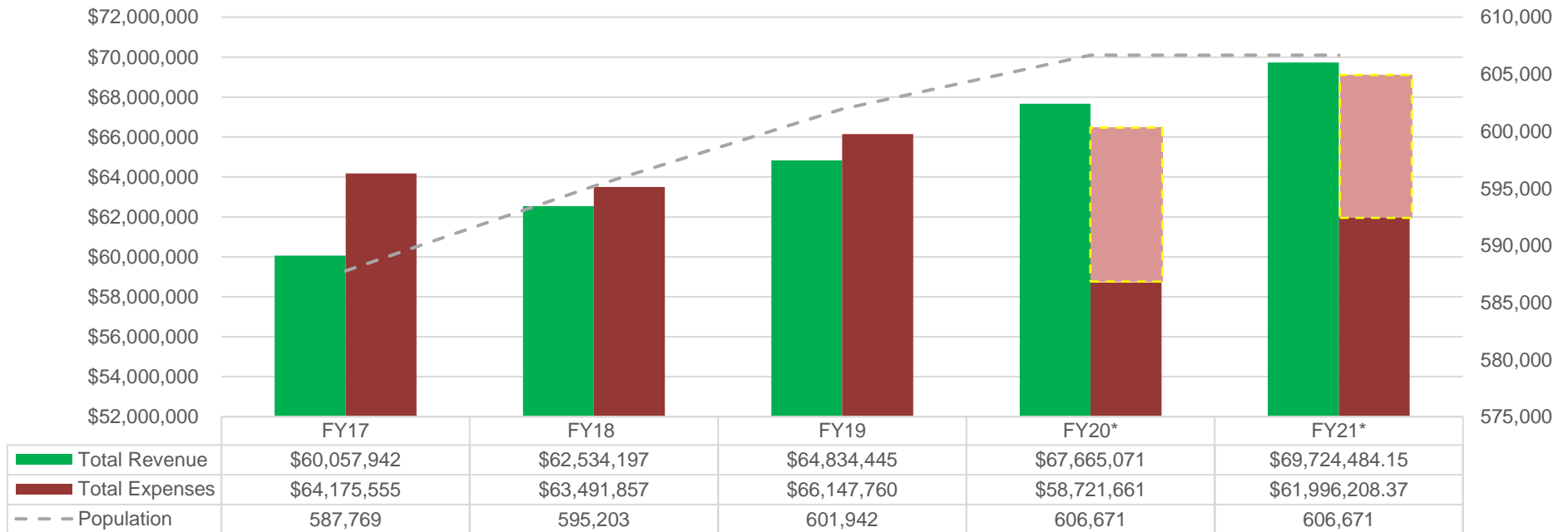
Over the five-year period, the Brevard County population grew by 5.2%, or nearly 30,000 residents. The rise in population has impacted both the revenue generated through property owners, as well as the cost of providing Fire Rescue services to the County. While total revenue has steadily increased over the prior five years, so did total expenditures. The impact of this deficit has contributed to the reduced Fire Rescue fund balance.

The primary source of Fire Rescue revenues includes, but are not limited to, Taxes, Permit Fees, Special Assessments, Charges for Services, and General Fund Transfers. The primary source of Fire Rescue expenditures includes, but are not limited to, compensation and benefits, operating expenses, and capital outlay.

The graph below illustrates the relationship between the rise in population, total revenues, and total expenditures since FY2017, excluding balance transfers.



### FIRE RESCUE REVENUES VS EXPENSES

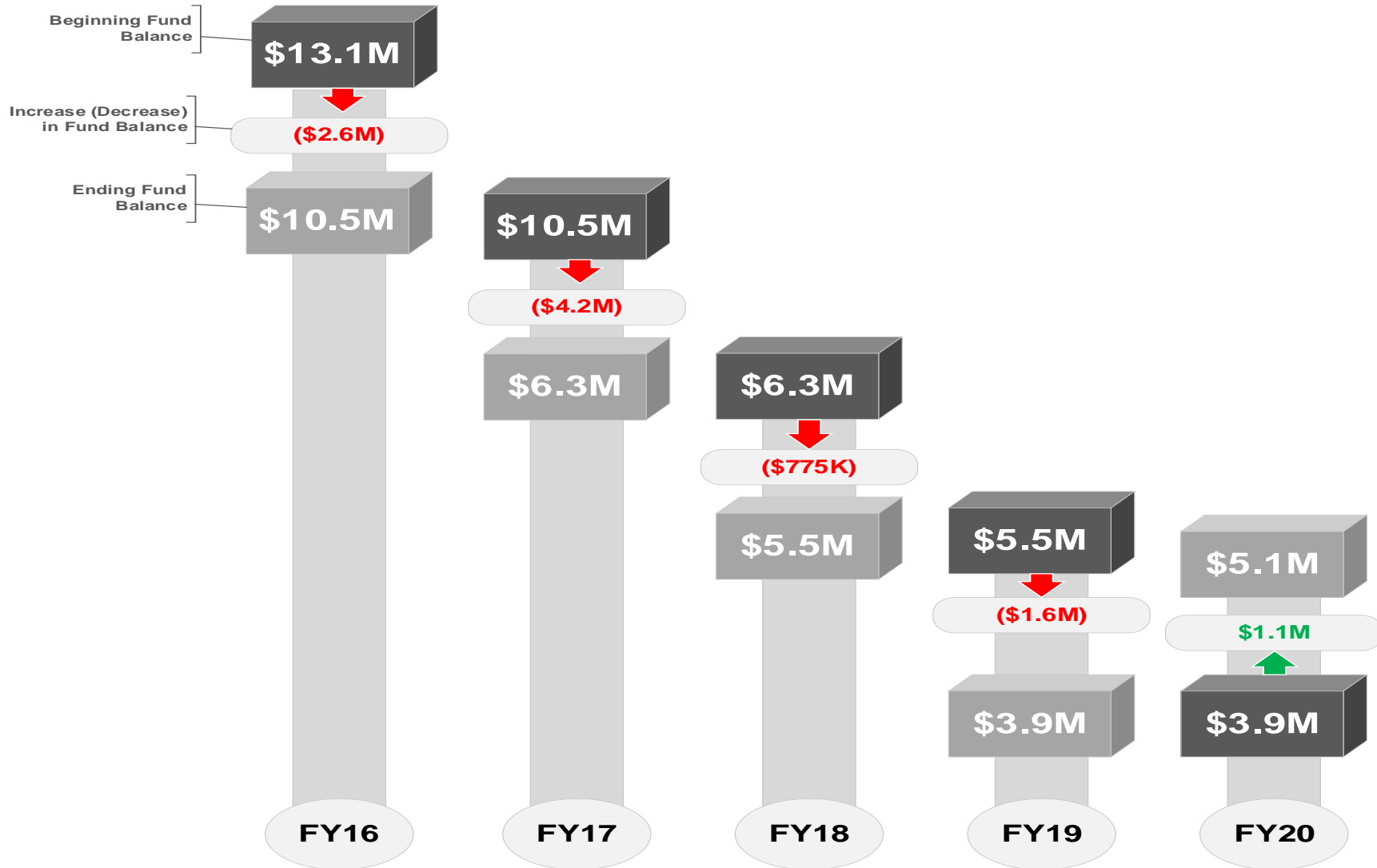


In FY2020, salary expenses were reduced for the CARES Act Public Safety Fund by \$7,795,450

In FY2021, salary expenses were reduced for the CARES Act Public Safety Fund by \$7,317,452

## FIRE RESCUE SPENDING DEFICIT - continued

In FY2016, the Fire Rescue beginning fund balance was \$13.1M. The ending fund balance is determined by the difference between total revenues and total expenses over the fiscal year, excluding balance forwards which are carried over from the prior fiscal year and included as revenue in the current year budget. A negative fund balance is sometimes referred to as a deficit. Over the five-year period, the Fire Rescue fund balance was reduced by approximately \$8M. The illustration below summarizes the Fire Rescue fund balance changes over the prior five years, outlining any spending deficits incurred.



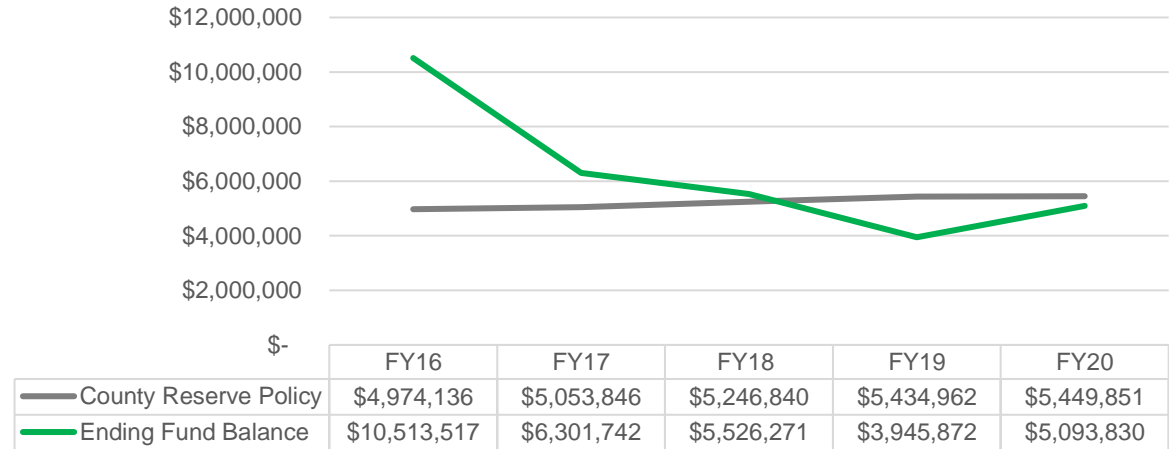
## FIRE RESCUE SPENDING DEFICIT - continued

### Fire Rescue Reserves

Through review of the Fire Rescue historical budget data (FY2016 through FY2020), we noted that the fund balance was utilized to cover initiatives and annual deficit spending resulting from expenses outpacing revenues. As a result of these initiatives and deficit spending, the current BCFR fund balance has been diminished to \$5.1M. In prior years, the County was able to rely on reserves to account for spending deficits incurred as a result of managing BCFR operations. However, going forward, the BCFR reserve balance may no longer be sufficient to cover the difference between expenses incurred and revenues generated, without the actions taken and previously described throughout this report.

Budget and Fiscal Policies, Section H.3. requires no less 10 percent for operating or unrestricted reserves for general government. The ending fund balance was below the minimum reserve requirements, as outlined by County policy, for both FY2019 and FY2020. The graph to the right illustrates the annual amount of Fire Rescue historical reserves compared to the reserve requirements outlined by the Brevard County Reserve Policy.

**FIRE RESCUE RESERVE REQUIREMENTS**



### County Action – Allocation of Resources

As part of the Board’s continued commitment to supporting Fire Rescue Operations, significant resources have been allocated to make key investments in personnel, capital equipment, infrastructure, and reserve requirements. Resources approved by the Board through the Fire assessment augmented by Fire Rescue Public Safety Funds and ARPA Revenue Replacement are intended to enable the Fire Rescue Department to address the aforementioned four (4) areas of concern within the seven (7) year period.

Fire Rescue 7-Year Plan – FY21-22 Increase from the Following Sources	Increase in Millions
Increase in Fire assessments Rates, Approved by BOCC (4/20/21)	\$7.37
ARPA Revenue Replacement (\$8.5M over 7 years)	\$1.21
<b>Total Fire Operations</b>	<b>\$8.58</b>
CARES Public Safety Payroll Reimbursement (\$11.7M over 7 years)	\$1.67
Increase in General Fund Contribution	\$1.97
<b>Total Emergency Medical Services</b>	<b>\$3.64</b>
<b>Total FY21-22 Increase in Millions</b>	<b>\$12.22</b>

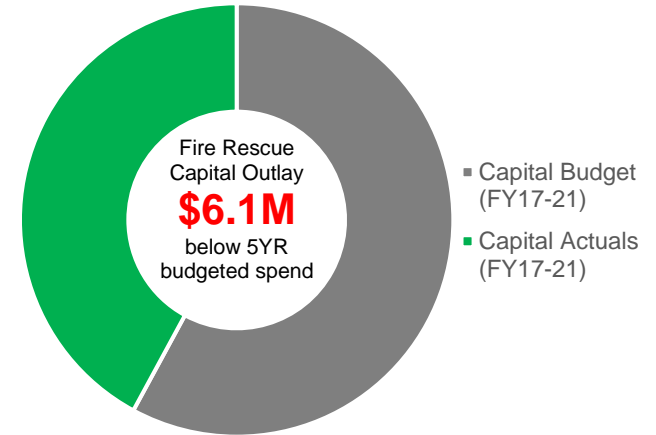
## FIRE RESCUE SPENDING DEFICITS – continued

### Capital Outlay Costs

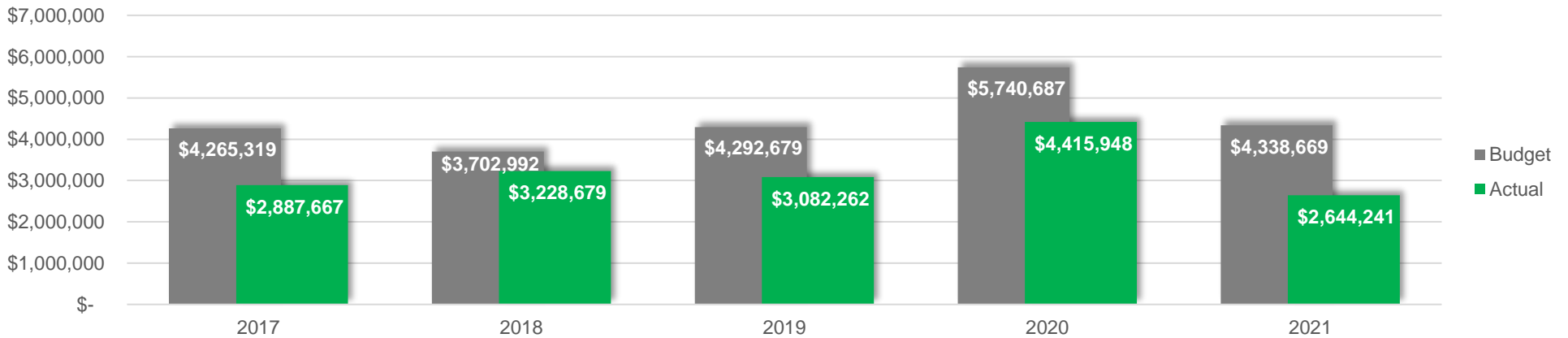
The Fire Rescue capital outlay budget is intended to address the costs of replacing equipment, supplies, utilities, fire trucks, as well as costs of maintaining fire stations. From FY2017 through FY2021, Fire Rescue capital outlay spending was approximately \$6.1M below budget.

The primary types of capital outlay costs include machinery and equipment and construction costs. Machinery and equipment are the primary capital outlay costs, representing approximately 92% of the five (5) year capital outlay budget. On average, the annual Machinery & Equipment budget was underspent by 18%, or \$741K, over the prior five (5) year period. The annual variance can be attributed to factors such as the rescheduling of capital items to another period, unforeseen events in the construction industry or capital outlay costs coming in underbudget.

Furthermore, budgeted Construction costs were underspent annually by approximately 75% over the five year period reviewed. Construction can include new construction or refurbishing for stations and facilities. Construction delays were the a factor that contributed to the budget variances beginning in FY2019. These delays impacted the construction timelines for capital outlay. The graph below illustrates the combined annual machinery & equipment and construction actual costs compared to budget.



### FIRE RESCUE CAPITAL OUTLAY BUDGET VS ACTUALS



### County Action – Capital and Infrastructure Replacement

BCFR is also proposing increasing the expense and capital outlay budget by 2% annually after FY2022. The minimum operational requirements were quantified in the Board approved seven-year plan, which address only immediate concerns in personnel, capital, infrastructure, and reserves. Appendix A provides a breakdown of the Fire assessment proposals by tier as well as the current seven-year capital replacement and improvement plan based on 2020 prices with an assumed 3% price increase annually. Note – Environmental factors such as inflation and minimum wage increases will impact originally planned budgets and forecasts.

## APPENDIX A

### County Action – Capital and Infrastructure Replacement

The 7-year plan contains the proposed supplemental capital outlay through Fiscal Year 2028. This plan is intended to strengthen Brevard County’s ability to better serve the needs of the community and strive towards compliance with National Fire Protection Association (NFPA) standards. Below is the current seven-year infrastructure replacement and improvement plans based on 2020 prices with an assumed 3% price increase annually.

Capital Improvement & Replacement Plan							
Item	FY22	FY23	FY24	FY25	FY26	FY27	FY28
Engine	\$0	\$587,887	\$605,524	\$0	\$642,400	\$661,672	\$681,522
Truck	\$0	\$0	\$0	\$1,159,274	\$0	\$614,937	\$633,385
HazMat	\$0	\$0	\$815,994	\$0	\$0	\$0	\$0
Tender	\$344,793	\$355,136	\$0	\$0	\$0	\$0	\$411,700
DC Vehicle	\$60,471	\$62,285	\$64,154	\$66,079	\$68,061	\$0	\$0
Type 6	\$60,471	\$0	\$64,154	\$0	\$68,061	\$0	\$72,206
Extrication set	\$22,104	\$22,767	\$23,450	\$24,153	\$24,878	\$25,624	\$26,393
SCBA's	\$95,481	\$98,345	\$101,296	\$104,335	\$107,465	\$110,689	\$114,009
Bunker gear new employees	\$45,320	\$44,346	\$43,272	\$4,952	\$0	\$0	\$48,703
<b>Total</b>	<b>\$628,640</b>	<b>\$1,170,767</b>	<b>\$1,717,843</b>	<b>\$1,358,793</b>	<b>\$910,865</b>	<b>\$1,412,922</b>	<b>\$1,987,919</b>

## APPENDIX A – continued

### County Action – Capital and Infrastructure Replacement - continued

Infrastructure Improvement & Replacement Plan							
Item	FY22	FY23	FY24	FY25	FY26	FY27	FY28
Station 86 w/land (8800sq ft)	\$0	\$3,700,419	\$0	\$0	\$0	\$0	\$0
Station 40 w/land (5500sq ft)	\$0	\$0	\$0	\$2,476,119	\$0	\$0	\$0
Station 64 (5500sq ft)	\$0	\$0	\$0	\$0	\$0	\$2,626,915	\$0
Station 82/83 w/land (8800sq ft)	\$0	\$0	\$0	\$0	\$0	\$2,101,532	\$2,164,578
Station 44 rebuild	\$0	\$1,060,900	\$1,092,727	\$0	\$0	\$0	\$0
Station 27 w/land	\$0	\$0	\$0	\$0	\$0	\$0	\$2,705,723
Station 42 (5500sq ft)	\$0	\$0	\$0	\$1,238,060	\$1,275,201	\$0	\$0
Land	\$0	\$0	\$437,091	\$0	\$0	\$477,621	\$0
Est. Offset from land sale	\$0	\$0	\$0	\$0	\$0	(\$955,242)	\$0
Land Prep	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Training Infrastructure (Burn Bldg Only)	\$700,000	\$0	\$0	\$0	\$0	\$0	\$0
Fleet Facility	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$700,000</b>	<b>\$4,761,319</b>	<b>\$1,529,818</b>	<b>\$3,714,179</b>	<b>\$1,275,201</b>	<b>\$4,250,826</b>	<b>\$4,870,301</b>
Fire only	\$700,000	\$0	\$437,091	\$2,476,119	\$0	\$0	\$0
Fire to be cost distributed	\$0	\$4,761,319	\$1,092,727	\$1,238,060	\$1,275,201	\$4,250,826	\$4,870,301
Fire portion 60%	\$0	\$2,856,791	\$655,636	\$742,836	\$765,121	\$2,550,496	\$2,922,180
EMS Portion 40%	\$0	\$1,904,528	\$437,091	\$495,224	\$510,081	\$1,700,330	\$1,948,120
<b>Total Infrastructure Fire</b>	<b>\$700,000</b>	<b>\$2,856,791</b>	<b>\$1,092,727</b>	<b>\$3,218,955</b>	<b>\$765,121</b>	<b>\$2,550,496</b>	<b>\$2,922,180</b>

## APPENDIX B

### Full Salary Study (Prior to New 2021 Board Salary Increases)

Fire Fighter EMT				
Rank	County	Min Salary	Max Salary	Steps
LOW	Marion	\$32,983		
	<b>Brevard</b>	<b>\$35,886</b>	<b>\$52,936</b>	<b>15</b>
	Flagler	\$36,598		
	St. Lucie	\$36,847	\$73,138	12
	Volusia	\$37,042	\$58,546	
	Okeechobee	\$38,423	\$55,760	
	Osceola	\$39,561	\$64,022	15
	Lake	\$39,632	\$66,044	
	Seminole	\$42,500		
	Pasco	\$43,000		
	Indian River	\$44,151	\$64,136	14
	Citrus	NR	NR	NR
	Polk	NR	NR	NR
HIGH	Palm Beach	\$48,824	NR	NR
AVERAGE		\$39,830	\$62,083	

Lieutenant EMT				
Rank	County	Min Salary	Max Salary	Steps
LOW	Volusia	\$48,047	\$75,716	
	<b>Brevard</b>	<b>\$50,648</b>	<b>\$64,188</b>	<b>12</b>
	Lake	\$53,231	\$80,633	
	Indian River	\$53,320	\$77,472	14
HIGH	Osceola	\$56,110	\$90,804	15
	Flagler	NR	NR	NR
	Citrus	NR	NR	NR
	Polk	NR	NR	NR
	Okeechobee	NR	NR	NR
	Pasco	NR	NR	NR
	Marion	NR	NR	NR
	Orange	NR	NR	NR
	Seminole	NR	NR	NR
	St. Lucie	NR	NR	NR
	Palm Beach	NR	NR	NR
AVERAGE		\$52,271	\$77,763	

Fire Medic				
Rank	County	Min Salary	Max Salary	Steps
LOW	<b>Brevard</b>	<b>\$43,690</b>	<b>\$60,740</b>	<b>15</b>
	Flagler	\$44,863		
	Citrus	\$44,945	\$56,623	
	Polk	\$45,020		13
	Indian River	\$47,452	\$68,096	14
	Okeechobee	\$47,943	\$68,058	
	Osceola	\$48,686	\$73,147	15
	Lake	\$49,283	\$74,635	
	Pasco	\$50,000		
	Marion	\$50,014		
	Volusia	\$50,022		
	Seminole	\$50,508		
	St. Lucie	\$56,628	\$92,241	11
HIGH	Palm Beach	\$56,700	NR	
AVERAGE		\$49,073	\$70,506	


Lieutenant Paramedic				
Rank	County	Min Salary	Max Salary	Steps
LOW	Volusia	\$54,385	\$82,054	
	Indian River	\$56,513	\$81,688	14
	Okeechobee	\$58,012	\$81,166	
	<b>Brevard</b>	<b>\$58,452</b>	<b>\$71,992</b>	<b>12</b>
	St. Lucie	\$59,086	\$96,244	11
	Lake	\$61,822	\$89,224	
HIGH	Osceola	\$65,235	\$99,929	15
	Flagler	NR	NR	NR
	Citrus	NR	NR	NR
	Polk	NR	NR	NR
	Pasco	NR	NR	NR
	Marion	NR	NR	NR
	Orange	NR	NR	NR
	Seminole	NR	NR	NR
	Palm Beach	NR	NR	NR
AVERAGE		\$59,072	\$86,042	

## APPENDIX B – continued

District Chief or Batt Chief				
Rank	County	Min Salary	Max Salary	Steps
LOW	Volusia	\$51,914	\$84,624	
	St. Lucie	\$71,887	\$117,096	11
	<b>Brevard</b>	<b>\$76,122</b>	<b>\$93,045</b>	<b>10</b>
HIGH	Osceola	\$77,690	\$120,097	15
	Flagler	NR	NR	NR
	Citrus	NR	NR	NR
	Polk	NR	NR	NR
	Indian River	NR	NR	NR
	Okeechobee	NR	NR	NR
	Lake	NR	NR	NR
	Pasco	NR	NR	NR
	Marion	NR	NR	NR
	Orange	NR	NR	NR
	Seminole	NR	NR	NR
	Palm Beach	NR	NR	NR
	<b>AVERAGE</b>		<b>\$69,403</b>	<b>\$103,716</b>

*\*Not reported or data provided did not have requested information*



A horizontal bar composed of three segments: a grey segment on the left, a green segment in the middle, and a blue segment on the right.

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