



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

New Business - Public Safety Group

I.2.

5/23/2023

Subject:

2023 Brevard County Fire Rescue, Ocean Rescue Assessment

Fiscal Impact:

Dept/Office:

Public Safety Group/Fire Rescue/Ocean Rescue

Requested Action:

Board discussion and staff direction concerning the 2023 Brevard County Fire Rescue, Ocean Rescue Assessment.

Summary Explanation and Background:

An assessment was requested by the County Manager's Office to evaluate and provide observations to the Board of County Commissioners relating to Brevard County Ocean Rescue's services. Staff has worked diligently to compile facts, statistics, and provide analysis regarding current and historical ocean rescue operations in Brevard County to identify possible opportunities to reduce the incidence of drowning at Brevard beaches.

Brevard County Ocean Rescue (BCOR) is a division of Brevard County Fire Rescue. BCOR's core function is providing safe swimming and beach protection services to Brevard County residents, visitors, and tourists at designated locations.

Clerk to the Board Instructions:

None



May 24, 2023

M E M O R A N D U M

TO: Frank Abbate, County Manager

RE: Item I.2., 2023 Brevard County Fire Rescue, Ocean Rescue Assessment

The Board of County Commissioners, in regular session on May 23, 2023, discussed the 2023 Brevard County Fire Rescue, Ocean Rescue Assessment; approved Priorities 1-3 as written in the Brevard County Fire Rescue 2023 Ocean Rescue Assessment; directed staff to move forward with tower upgrades as soon as possible:

- Cost to achieve priorities will be funded by the County, reallocating from this year's budget, and making adjustments to the FY23-24 budget;
- County funding for full-time Indian Ocean Boardwalk lifeguard tower to expire at the of FY2022-23;
- Authorized County Manager to make any necessary budget adjustments to accomplish any ocean lifeguard staffing modifications that the Board directs;

directed staff to negotiate annual service contracts, as directed by the Board, with the City of Cocoa Beach, Town of Indian Ocean, and Town of Melbourne Beach, and any other municipalities, in which the Towns or City are billed at actual cost for parks maintained by the Town or City in which they are located:


- Staff shall bring the negotiated agreements to the Brevard County Board of County Commissioners (BoCC) for approval within 60 days of close of negotiations;

if the cities object, staff will come back to the BoCC for direction; and if the cities elect not to use lifeguard services by Brevard County, staff will readjust their extreme recruiting efforts accordingly.

Your continued cooperation is always appreciated.

Sincerely,

BOARD OF COUNTY COMMISSIONERS
RACHEL M. SADOFF, CLERK


Kimberly Powell, Clerk to the Board

/ns

cc: Each Commissioner
Public Safety Group
Finance
Budget

**Brevard County Fire Rescue
2023 Ocean Rescue Assessment**

INTRODUCTION

Brevard County has approximately 72 total miles of coastline with 39.5 miles of accessible beach visited by approximately nine million guests per year. The number of visitors is expected to continue to increase as a result of the burgeoning cruise ship industry, as well as the close proximity of major Central Florida tourist attractions including the Kennedy Space center with the unique opportunity to enjoy our frequent rocket launches. The Brevard County coastline is a high energy beach environment that can be challenging to inexperienced swimmers or those with medical conditions. Complicating matters, recent storms have impacted the shoreline by creating sporadic and dynamic rip currents. At the time of this report, Brevard County had experienced more drowning fatalities in 2023 than any other Florida county.

STAFF APPROACH-INFORMATION GATHERING

Brevard County Ocean Rescue (BCOR) is a division of Brevard County Fire Rescue. BCOR's core function is providing safe swimming and beach protection services to Brevard County residents, visitors, and tourists at designated beaches. This study was requested by the County Manager's Office to evaluate and provide observations to the Board of County Commissioners relating to BCOR's services. Staff has worked diligently to compile facts, statistics, and provide analysis regarding current and historical ocean rescue operations in Brevard County to identify possible opportunities to reduce the incidence of drowning at Brevard beaches.

INPUT FROM USLA

In February, staff engaged the assistance of the United States Lifesaving Association (USLA) to collaborate on solutions to reduce drowning events in Brevard County. USLA is in the process of developing a 2023 assessment. Their input is reflected in and consistent with the observations of this report.

USLA is a national nonprofit professional association of beach lifeguards and open water rescuers. The USLA works to reduce the incidence of death and injury in the aquatic environment through public education, national lifeguard standards, training programs, promotion of high levels of lifeguard readiness, and other means. The USLA is recognized nationally and internationally for programs that set recommended standards for the training, equipping, and preparedness of agencies assigned to prevent drowning and other injury in the open water environment. BCOR is certified under the USLA Lifeguard Agency Certification Program, and has achieved recognition as an Advanced Lifeguard Agency. The USLA Advanced Lifeguard Agency certification signifies higher training standards, such as Emergency Medical Responder level training for seasonal lifeguards, Emergency Medical Technician certification for

full-time lifeguards, longer training periods, personal rescue watercraft and emergency vehicle operations, and other requirements.

The USLA was significantly involved in the creation of the *2007-08 Aquatic Safety Assessment & Recommendations for Brevard County*, contributing its expertise in ocean rescue as well as in oceanography in regards to the structure and dynamics of ocean circulation and water properties, water mass formation, waves, tides, turbulence, and other physical phenomena.

Factors evaluated for tower type and location*:

- Utilization of the beach location throughout the year
- Historical data including the number of contacts, rescues, and incidents
- Population using the beach on any given day
- Parking capacity

*Results of the evaluation can be found at Exhibits 1-4, starting on page 17.

RECENT IMPACTS

Many factors have impacted Brevard's beaches and risks to the beachgoing public. These include physical beach changes caused by recent hurricanes, an increase in locations that experience persistent rip current conditions, unseasonably warm weather, and a resurgence of tourism post COVID.

For some visitors to the beach, unfamiliarity with natural beach phenomenon such as the energy of large waves or rip currents can be a potential hazard. In 2007, an increased visitor population and similar environmental factors contributed to a comparable rise in drowning fatalities, prompting BCOR to expand its lifesaving services. The difference, in 2023, is the geographic location in which the drowning incidents have occurred. While the 2007 fatalities occurred primarily in the north end of the county, the 2023 drowning incidents have occurred predominately in the south end of the county, specifically in the Indialantic and Melbourne Beach areas.

OCEAN RESCUE INITIATIVES

BCOR identified a resurgence of rip currents after the 2022 hurricanes directly impacted coastal waters and shorelines. To meet this new risk, in December 2022 the County Manager approved increased staffing by extending seasonal lifeguards. This action put more trained employees on Brevard's beaches to respond to offseason and out-of-area incidents via mobile units. BCOR utilized all available resources to combat the threat of rip currents countywide, resulting in over 390 rescues from November 2022 to March 2023.

In March 2023, to further enhance beach safety, BCOR initiated lifeguard services earlier than programmed by opening seasonal towers at Indialantic Boardwalk and Ocean Avenue, and deploying roaming patrols to expand area coverage. Brevard County has enhanced its efforts to prevent rip current emergencies in unguarded locations through a proactive public awareness

and education campaign. Frequent BCOR mobile patrols interact directly with beachgoers, advising them of dangerous rip current conditions and directing them to guarded locations when appropriate. Emergency Management partnered with FDOT to place mobile message boards on beach corridors, warning the public when dangerous rip current conditions are present. Utilizing the County's social media platforms, the Communications Office and BCOR communicate "red flag" advisories and information to elevate public awareness and education.

RECRUITING CHALLENGES

Beginning in 2020, recruiting challenges greatly impacted BCOR's operational processes. BCOR has been affected by the pandemic and post-pandemic competitive recruiting environment, which has contributed to a widely documented nationwide lifeguard shortage. This has exacerbated traditional recruitment and retention challenges related to BCOR's seasonal employment model, consisting primarily of high school and college students. Most lifeguards brought on as seasonal workers are not available to work a standard forty-hour week. Many are high school or college students with limited time for lifeguard duty. The attrition of workers in this demographic is relatively high, making it difficult to reach continuity of operations under the best of circumstances. In March 2023, BCOR proactively surveyed interest among current seasonal employees who would consider full-time positions. Eleven employees were identified to meet potential increased service levels.

OCEAN RESCUE PROGRAM HISTORY

BCOR serves Brevard County residents, visitors, and tourists in designated areas of incorporated and unincorporated Brevard County. All Brevard County Ocean Lifeguards are United States Lifesaving Association certified with appropriate Emergency Medical Responder training. The scope of responsibility for the lifeguards includes accident and drowning prevention, public education, citizen assist, search and recovery of missing persons, basic life support, and swimmer rescues.

Prior to 2007, Brevard County Ocean Rescue's program was led by two year-round supervisors who were responsible for the training and operations of 13 seasonal towers. After 10 recorded drownings on Brevard's beaches in 2007, and at the Board of County Commissioners' direction, BCOR and lifesaving advocates including the USLA created a proposal for the hiring of year-round lifeguards. In July 2008, the Board approved \$66,800 to add eight seasonal towers for the remainder of the year. It also directed staff to explore options for full-time towers (see exhibit 5). In November 2008, staff developed a memo to the Board with the subject "Lifeguard Program Update," recommending five full-time towers and 21 seasonal towers beginning in March of 2009 (see exhibit 6). For FY 2009-2010, Fire Rescue budgeted \$500,000 for five full-time towers.

Relying on the 2007-08 *Aquatic Safety Assessment & Recommendations for Brevard County*, BCOR implemented year-round coverage by hiring career-minded, full-time staff, and focusing on the Cape Canaveral and Cocoa Beach locations predominantly visited by residents and

tourists at the time. Since the year-round program inception, there have been zero drowning fatalities in lifeguard protected areas during operational hours. BCOR has been recognized as a model of success by USLA and the Florida Beach Patrol Chiefs Association.

Today, Brevard County's beaches continue to experience growth as pre-pandemic populations are returning and tourism is thriving. Specifically, the south area beaches have high tourist populations that travel from across Florida to visit Brevard County's beaches. High numbers of visitors utilize State Road 192, the Eau Gallie Causeway, and the Pineda Causeway as major corridors to Brevard's beaches.

MUNICIPAL PARTNERSHIPS

In FY 2010-2011, staff updated contracts with five partner municipalities to share the cost for seasonal towers within incorporated areas, as identified in the table below.

<u>City</u>	<u>Municipal Contracted Cost Share</u>	<u>Towers</u>
Cape Canaveral	\$18,721	1 Seasonal
Cocoa Beach Pier	\$18,775	1 Seasonal
Cocoa Beach	\$56,325	3 Seasonal
Indialantic	\$39,480	2 Seasonal
Melbourne Beach	\$18,721	1 Seasonal
Total	\$152,022	

Although not identified in the table above, the County fully funded two seasonal towers in Satellite Beach until the towers were closed during recent consolidations. While Satellite Beach residents and visitors received the same lifesaving services provided to the participating municipalities listed above, the City of Satellite Beach declined to share in the cost of these services.

Brevard County continues to partner with four municipalities to provide seasonal towers at locations within their respective cities and towns. Port Canaveral now provides funding through Cape Canaveral for the lifeguard tower at Jetty Park.

Current Seasonal Tower Contracts with Cities

<u>City</u>	<u>Towers</u>	<u>Municipal Contracted Cost Share</u>	<u>County Net Expense</u>	<u>Total Cost</u>	<u>% Funded by Cities</u>
Cocoa Beach Pier	1 Seasonal	\$20,754	\$57,631	\$78,385	26%
Cocoa Beach	3 Seasonal	\$62,263	\$172,892	\$235,155	26%
Indialantic	2 Seasonal	\$41,509	\$115,261	\$156,770	26%
Melbourne Beach	1 Seasonal	\$20,694	\$57,691	\$78,385	26%
Total		\$145,220	\$403,475	\$548,695	26%

*Seasonal contracts have various terms of service:

Cocoa Beach has an annual expiring contract

Indialantic and Melbourne Beach are in year two of five multiyear contracts

FY 22/23 OCEAN RESCUE ORGANIZATION

Ocean Rescue Staffing and Budget as of 5/14/2023

	<u>Positions</u>	<u>Filled</u>	
Full Time	18	17	
Seasonal	100	55*	
Totals	118	68	
2022/2023 Budget			\$2.6M

*Recruiting events occur every weekend

**19 candidates in screening w/training complete by June 17

Full Time Tower/Full Time Roaming Patrol Operations

Full time towers operate 8 hours per day, 7 days a week - 365 days during the year. Each full-time tower has 2 lifeguards on duty as manning allows and a supervisor for staff support. Full time employees usually work a normal 40-hour work week depending on beach conditions. BCOR also operates 4 daily roaming patrols, 8 hours per day, 7 days per week throughout the year. Each roaming patrol has 1-2 lifeguards on duty as manning allows.

Seasonal Tower/Seasonal Roaming Patrol Operations

Typically, seasonal towers operate 8 hours per day on weekends from March to May. During Spring Break and holidays, they operate 8 hours daily. June and July seasonal towers operate 8 hours per day 7 days per week. From August to September (Labor Day) seasonal towers operate 8 hours per day on weekends and holidays as schools go back in session. Each seasonal tower has 2 lifeguards on duty as manning allows and a supervisor for staff support. Seasonal employees are generally employed from January to October and work a maximum of 29.5 hours per week. During the summer months, 2 additional roaming patrols are added as beach utilization reaches its peak. Each roaming patrol has 1-2 lifeguards on duty as manning allows.

Current Operating Towers by Location:

<u>Park/Landmark</u>	<u>Owned:</u>	<u>Maintained:</u>	<u>Full Time</u>	<u>County/City Cost</u>	<u>Seasonal</u>	<u>County/City Cost</u>	<u>Paid Parking</u>
Towers located within Cocoa Beach:							
Cocoa Beach Pier	N/A	N/A	1	\$362,753/\$0	1	\$57,631/\$20,754	Y
Shepard	County	City	1	\$362,753/\$0	2	\$115,261/\$41,510	Y
Lori Wilson	County	County	1	\$362,753/\$0	1	\$78,385/\$0	N
Coconuts	N/A	N/A	1	\$362,753/\$0	0	\$0/\$0	Y
Tulip Ave	N/A	N/A	0	\$0/\$0	1	\$57,631/\$20,754	Y
Subtotal for Cocoa Beach:			4	\$1,451,012/\$0	5	\$308,908/\$83,018	
Towers located within the Town of Indialantic:							
Boardwalk	City	City	0	\$0/\$0	2	\$115,261/\$41,508	Y
Towers located within Melbourne:							
Paradise	County	County	1	\$362,753/\$0	1	\$78,385/\$0	N
Towers located within Cape Canaveral:							
Cherie Down	County/ School Board	County	0	\$0/\$0	1	\$78,385/\$0	N
Towers located within the Town of Melbourne Beach:							
Ocean Ave	City	City	0	\$0/\$0	1	\$57,631/\$20,754	Y
Subtotal for County/City Cost Share:			5	\$1,813,765/\$0	10	\$638,570/\$145,280	
Total County/City Cost Share:			\$2,452,335/\$145,280				
Towers located within Unincorporated Brevard:							
Spessard Holland	County	County	0	\$0/\$0	1	\$78,385/\$0	N

HISTORICAL OCEAN RESCUE STAFFING and LOCATIONS

Prior to 2007

- 13 Seasonal Towers
- 2 Full Time with 50 seasonal positions



2008 - March 2021

- 21 Seasonal Towers and 5 Full Time Towers
- 18 Full Time with 100 seasonal positions



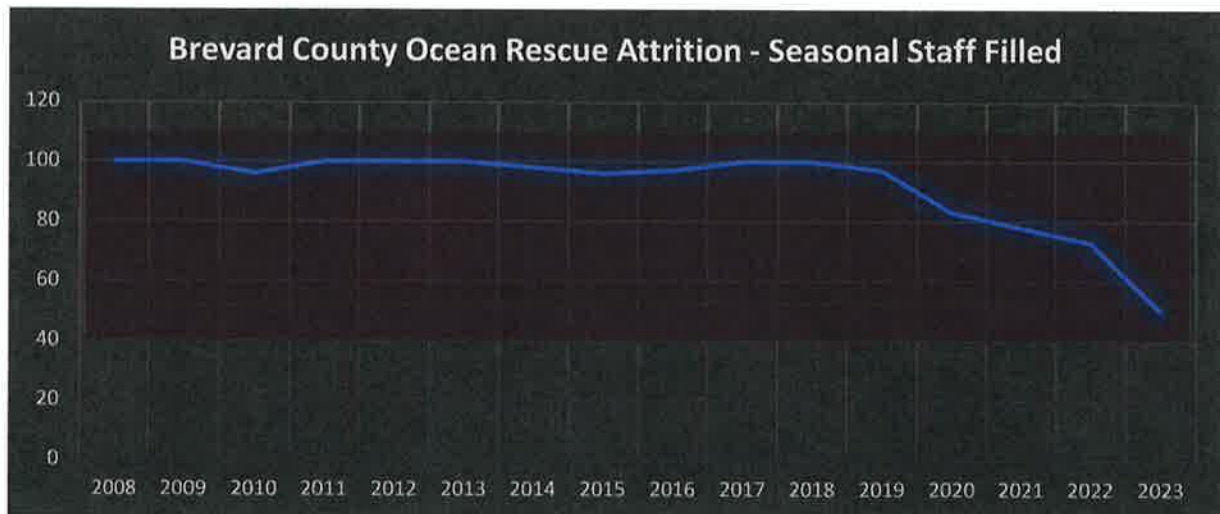
March 2021- Current

- 11 Seasonal Towers
- 5 Full Time Tower
- 18 authorized Full Time with 17 currently filled. 100 authorized seasonal positions with 54 currently filled (Actively recruiting)



COVID-19 Impacts:

- National lifeguard shortage
 - Pre COVID-averaged 95 filled seasonal positions out of 100
 - During COVID averaged 61 filled seasonal positions out of 100
 - Moved from static seasonal tower locations to roaming patrols designated by areas to provide eyes on multiple beaches
 - Expansion of roaming patrols concept
- Currently at 54 positions filled after enhanced recruiting efforts and competitive realignment of salaries and benefits



Ocean Rescue has operated at 60% filled seasonal positions (35 vacancies) since the pandemic. The utilization of the roaming patrols concept was established due to reduced staffing during and after the COVID crisis, not fiscal shortfalls. Utility terrain vehicles allow lifeguards to move quickly over significant distances and reach less popular, unguarded areas. They act as mobile lifeguard towers by providing extended beach coverage and have been utilized as a bridge between remote areas. Between December 2022 and April 2023, roaming patrols made over 3,000 proactive contacts with beachgoers and performed 431 rescues.

Seasonal Tower Consolidations and Closures

Beginning in March 2020, staffing shortfalls, not financial considerations, resulted in operational risk management decisions in order to continue lifeguard services across Brevard beaches. Tower consolidation and closure considerations were based on lowest risk, incident type, historical use, and resources utilized over a five-year period. To meet the staffing challenges, BCOR allocated resources between remaining seasonal towers and roaming patrols. BCOR continues to be proactive in recruiting with the goal of opening areas by priority as staffing returns to pre-pandemic levels.

Consolidations of Seasonal Towers: (2021-2022)

Consolidations of seasonal towers were considered first with the intent of maintaining an acceptable level of service for each area while considering associated hazards.

Park/Landmark Consolidation	Remaining Towers	Roaming Capabilities
Lori Wilson North	Lori Wilson Center and Lori Wilson South (2 towers)	1 Roaming
Coconuts South (Minuteman)	Coconuts North (Minutemen) (1 tower)	
N. Pelican Park	Pelican South (1 tower)	1 Roaming
Paradise North	Paradise Center and Paradise South (2 towers)	
Indialantic Boardwalk North	Boardwalk Center and Boardwalk South (2 towers)	1 Roaming
North Spessard S.	North Spessard N. (1 tower)	

Closures of Seasonal Towers: (2022-2023)

Closures were based on lowest risk, incident type, historical use, and resources utilized. Towers were closed in the following priority order (i.e., the last tower closed would be the first tower reopened should resources allow):

1. 16th Street, Cocoa Beach
 - Moderate utilization, low number of rescues over 5 years with zero drownings
2. Pelican Park, Satellite Beach
 - Moderate utilization, low / moderate number of rescues over 5 years with zero drownings. Rocks at this beach deter swimming populations from entering the water.
3. Fischer Park, Cocoa Beach
 - Moderate utilization, moderate number of rescues over 5 years with zero drownings.
4. South Spessard, Melbourne Beach
 - Moderate/High utilization, moderate number of rescues over 5 years with zero drownings.

Following BCOR's implementation of roaming patrols, Cocoa Beach, Satellite Beach, Indialantic, and Melbourne Beach placed their mobile fire rescue units on the beach during high hazard days to promote safety and education.

PUBLIC SAFETY OBSERVATIONS

Since December 2022, eight out of ten drowning fatalities have occurred on beaches in the south area of the county. These events occurred on unguarded beaches.

Recent Ocean Related Fatalities

Date	Time	Location	Drowning Nature	Notes
12/03/22	4:00PM	3rd Street South, Cocoa Beach	Rip	17yr female
12/06/22	2:37PM	2500 N A1A	Rip	50yr female
12/07/22	2:40PM	Watson Dr. Indialantic	Rip	50yr male
12/12/22	5:50PM	Jetty Park	Unknown	60yr male
02/19/23	4:15 PM	Ocean Ave	Rip	48 yr male
02/19/23	4:20 PM	South of Indialantic Boardwalk	Rip	24 yr male
02/26/23	5:00PM	Indialantic Boardwalk	Rip	16 yr male
03/10/23	1:30PM	Indialantic Boardwalk	Rip	18yr male
03/13/23	6:00PM	Seagull Park	Unknown	40yr male
03/24/23	3:30PM	Indialantic Boardwalk	Rip	70yr male

*Ages may be estimated

Lifeguard protection provides the greatest benefit in areas that people are most likely to swim, where infrastructure and attractions exist, where unusual hazards occur, and where historical incidents demonstrate a need. An increased presence of lifeguards could mitigate risks in these locations.

The following tower priority list was developed utilizing historical usage, population, parking capacity, contact interactions and incident data. It also takes into consideration the associated costs necessary for these service enhancements, dependent upon available funding.

Priority 1: Transition one seasonal tower to year-round located at Indialantic Boardwalk as per the 2023 Full Time Tower Prioritized Risk Analysis at Exhibit 1, page 17. This also includes resources for a supervisor and a minimum of 1 full time roaming patrol as daily staffing allows.

<u>Park/Landmark</u>	<u>Location</u>	<u>Comp & Benefits</u>	<u>Capital</u>	<u>First Year Cost</u>
Nance Park/Boardwalk	Indialantic	\$362,753	\$86,400	\$449,153

Priority 2: Transition one seasonal tower to year-round located at North Spessard Holland Park as per the 2023 Full Time Tower Prioritized Risk Analysis at Exhibit 1, page 17. This also includes resources for a supervisor and a minimum of 1 full time roaming patrol as daily staffing allows.

<u>Park/Landmark</u>	<u>Location</u>	<u>Comp & Benefits</u>	<u>Capital</u>	<u>First Year Cost</u>
North Spessard Holland	Unincorporated	\$362,753	\$86,400	\$449,153

Priority 3: If approved, transition two seasonal towers from Indialantic Boardwalk center and N. Spessard Holland center to Juan Ponce De Leon Landing and South Spessard. This is in accordance with the priority closure list from page 11 and the 2023 Seasonal Tower Prioritized Risk Analysis at Exhibit 2, page 18.

LIFEGUARD FUNDING APPLICABLE STATUTES OR ORDINANCES

ARTICLE II. - BEACHES ^[2]

Sec. 262-27. Lifeguard stations; appropriation.

- (a) The board of county commissioners of Brevard County is hereby authorized and empowered to maintain lifeguard stations and to employ lifeguards in connection therewith on or near the public beaches of Brevard County.
- (b) The board of county commissioners is hereby authorized to pay for the maintenance of said stations and to pay for said services of said lifeguards out of the general fund of the county or any other fund that may be available for such purposes. In addition, thereto, the board of county commissioners may contribute such sum or sums as it may deem reasonable to any municipality within Brevard County to be spent toward the maintenance of lifeguard stations and to pay lifeguards.

(Laws of Fla. ch. 59-1106, §§ 1, 2)

OTHER MUNICIPALITIES FUNDING OCEAN RESCUE

Counties	Cities with Independent Lifeguards	County Funded Lifeguards	Special Revenues	Use of TDC Funds
Pinellas	Yes	Yes	No	No
	Clearwater Beach	No	Yes	No
Palm Beach	Yes	Yes	No	No
	Delray Beach	No	Yes	No
	Boca Raton	No	Yes	No
	Boynton Beach	No	Yes	No
Brevard	No	Yes	No	No
	Cocoa Beach	Yes	No	No
	Indialantic	Yes	No	No
	Melbourne Beach	Yes	No	No
Miami Dade	Yes	Yes	No	No
	Miami Beach	No	Yes	Yes
Broward	Yes	No	No	No
	Hollywood	No	Yes	No
	Pompano Beach	No	Yes	No
	Fort Lauderdale	No	Yes	No
Duval	Yes	No	No	No
	Atlantic Beach	No	Yes	No
	Jacksonville Beach	No	Yes	No
Nassau	Yes	No	No	No
	Fernandina Beach	No	Yes	No
St. Johns	No	Yes	Yes	No
Manatee*	No	Yes	No	Yes, reallocated from parks
Martin	No	Yes	No	No
Sarasota	No	Yes	Yes	No
Volusia	No	Yes	Yes	No
Okaloosa	No	Yes	No	Yes

*Manatee county uses general funds and recurring reallocated funds from tourist-related maintenance expenses. See Exhibit 7 for their Board action authorizing the use of tourist development funds.

TOWER FUNDING OPTIONS

Review seasonal tower contracts and determine potential cost reallocation with 5 options:

Option 1: Status Quo

<u>City</u>	<u>Towers</u>	<u>Municipal Contracted Cost Share</u>
Cocoa Beach Pier	1 Seasonal	\$20,754
Cocoa Beach	3 Seasonal	\$62,263
Indialantic	2 Seasonal	\$41,509
Melbourne Beach	1 Seasonal	\$20,694
Total		\$145,220

Option 2: Expense share with cities for seasonal towers (example of a 50/50 expense share)

<u>City</u>	<u>Towers</u>	<u>Current Municipal Contracted Cost Share</u>	<u>Proposed Municipal Contracted Cost Share</u>	<u>Current County Expense</u>	<u>Proposed County Expense</u>
Cocoa Beach Pier	1 Seasonal	\$20,754	\$39,193	\$57,631	\$39,193
Cocoa Beach	3 Seasonal	\$62,263	\$117,578	\$172,892	\$117,578
Indialantic	2 Seasonal	\$41,509	\$78,385	\$115,261	\$78,385
Melbourne Beach	1 Seasonal	\$20,694	\$39,193	\$57,691	\$39,193
Total		\$145,220	\$274,348	\$403,475	\$274,348

Option 3: Contract with cities for seasonal tower total program expense

<u>City</u>	<u>Towers</u>	<u>Current Municipal Contracted Cost Share</u>	<u>Proposed Municipal Contracted Cost Share</u>
Cocoa Beach Pier	1 Seasonal	\$20,754	\$78,385
Cocoa Beach	3 Seasonal	\$62,263	\$235,155
Indialantic	2 Seasonal	\$41,509	\$156,770
Melbourne Beach	1 Seasonal	\$20,694	\$78,385
Total		\$145,220	\$548,695

Option 4: County absorb all seasonal tower program expenses

Option 5: Other as directed by the Board

Current Full Time Towers in Cities

Review full time tower expenses and determine potential cost reallocation with 4 options:

Option 1: Status Quo

<u>Park/Landmark</u>	<u>Location</u>	<u>County Net Expense</u>	<u>Municipal Contracted Cost Share</u>
Cocoa Beach Pier South	Cocoa Beach	\$362,753	\$0
Shepard Center	Cocoa Beach	\$362,753	\$0
Lori Wilson Center	Cocoa Beach	\$362,753	\$0
Coconuts North	Cocoa Beach	\$362,753	\$0
Paradise Center	Melbourne	\$362,753	\$0
Total		\$1,813,765	\$0

Option 2: Expense share with cities for full time towers (example of a 50/50 expense share)

<u>Park/Landmark</u>	<u>Location</u>	<u>Current County Net Expense</u>	<u>Proposed County Net Expense</u>	<u>Current Municipal Contracted Cost Share</u>	<u>Proposed Municipal Contracted Cost Share</u>
Cocoa Beach Pier S	Cocoa Beach	\$362,753	\$181,376.50	\$0	\$181,376.50
Shepard Center	Cocoa Beach	\$362,753	\$181,376.50	\$0	\$181,376.50
Lori Wilson Center	Cocoa Beach	\$362,753	\$181,376.50	\$0	\$181,376.50
Coconuts North	Cocoa Beach	\$362,753	\$181,376.50	\$0	\$181,376.50
Paradise Center	Melbourne	\$362,753	\$181,376.50	\$0	\$181,376.50
Total		\$1,813,765	\$906,882.50	\$0	\$906,882.50

Option 3: Cities responsible for full time tower total program expense

<u>Park/Landmark</u>	<u>Location</u>	<u>Current County Net Expense</u>	<u>Proposed County Net Expense</u>	<u>Current Municipal Contracted Cost Share</u>	<u>Proposed Municipal Contracted Cost Share</u>
Cocoa Beach Pier S	Cocoa Beach	\$362,753	\$0	\$0	\$362,753
Shepard Center	Cocoa Beach	\$362,753	\$0	\$0	\$362,753
Lori Wilson Center	Cocoa Beach	\$362,753	\$0	\$0	\$362,753
Coconuts North	Cocoa Beach	\$362,753	\$0	\$0	\$362,753
Paradise Center	Melbourne	\$362,753	\$0	\$0	\$362,753
Total		\$1,813,765	\$0	\$0	\$1,813,765

Option 4: Other as directed by the Board

Exhibit 1 – 2023 Full Time Tower Prioritized Risk Analysis

Park/Landmark	Location	Utilization	Rip Current Rescue Incident Frequency	Parking Size	Parking Fee	Significant Incidents	Special Considerations
Indialantic Boardwalk Center*	Indialantic	Very High	Very High	High	Parking Fee	Yes, 2 fatalities	Permanent Rip Current
North Spessard Holland Park*	Unincorporated	Very High	Very High	High	Free	Yes, 1 fatality	Permanent Rip Current
Pier South	Cocoa Beach	High	Very High	High	Parking Fee	Yes	Permanent Rip Current
Shepard Park	Cocoa Beach	Very High	High	High	Parking Fee	Yes	Large parking and attractions
Lori Wilson Park Center	Unincorporated	Very High	High	High	Free	Yes	Rip Currents Present Large Parking
Coconuts (Minutemen)	Cocoa Beach	High	High	High	Parking Fee	Yes	Large Parking and attractions
Paradise Beach	Unincorporated	High	High	High	Free	Yes	Rip Currents Present Large Parking
Patrick Space Force Base**	PSFB	High	High	High	Free	Yes	Multiple parks. Long response time given gap. Unguarded

*Recommended new full-time towers

**Public Safety Group is in communications with Patrick Space Force Base on opportunities to fund a year-round tower as identified in this assessment.

Exhibit 2– 2023 Seasonal Tower Prioritized Risk Analysis

Park/Landmark	Location	Utilization	Rip Current Rescue Incident Frequency	Parking Size	Parking Fee	Significant Incidents	Special Considerations
Indialantic Boardwalk Center	Indialantic	Very High	Very High	High	Parking Fee	Yes	Permanent Rip Current
Indialantic Boardwalk South	Indialantic	Very High	Very High	High	Parking Fee	Yes	Permanent Rip Current
Shepard Park North	Cocoa Beach	Very High	High	High	Parking Fee	Yes	Large parking and attractions
Shepard Park South	Cocoa Beach	Very High	High	High	Parking Fee	Yes	Large parking and attractions
North Spessard Holland	Unincorporated	High	Moderate/High	High	Free	Yes, 1 fatality	Rips Currents Present
Juan Ponce De Leon Landing*	Unincorporated	High	Moderate/High	Moderate	Free	Yes, 2 fatalities	Large parking overflow. Delayed response currently. Unguarded
Cherie Down	Unincorporated	High	Moderate/High	High	Free	Yes, 1 fatality	Large parking. Closest free park to 528
Ocean Ave.	Melbourne Beach	Moderate/High	High	Moderate	Paid	Yes, 1 fatality	Rip Currents Present
Paradise South	Unincorporated	Moderate/High	High	High	Free	Yes	Rip Currents Present
Pier North	Cocoa Beach	Moderate/High	High	Moderate	Parking Fee	Yes	Permanent Rip
Lori Wilson South	Unincorporated	High	Moderate/High	High	Free	Yes	Rip Currents Present
Tulip Ave	Cocoa Beach	Moderate/High	High	Moderate	Parking Fee	Yes, 1 fatality	Rip Currents Present
South Spessard Holland*	Unincorporated	Moderate/High	Moderate	High	Free	No	Large populations and overflow from North Spessard

*Recommended seasonal towers

Exhibit 3 – 2023 Seasonal Tower Opportunities Prioritized Risk Analysis

Park/Landmark	Location	Utilization	Rip Current Rescue Incident Frequency	Parking Size	Parking Fee	Significant Incidents	Special Considerations
PASFB Tables Beach**	PSFB	Moderate/High	Moderate	High	Free	Yes	Large populations on holidays.
Fischer Park	Cocoa Beach	Moderate	Moderate	High	Parking fee	No	Large parking lot
Pelican Beach	Satellite Beach	Moderate	Low/Moderate	High	Non-resident Fee	No	Rocks Present deters swimmers.
Canova Beach S	Unincorporated	Moderate	Moderate	Moderate	Free	No	Sporadic conditions. Eateries nearby
Coconut Point	Unincorporated	Moderate	Moderate	Moderate	Free	No	Sporadic conditions. Unguarded.
Murkshe Park (16th Street)	Unincorporated	Moderate	Moderate	Low	Free	No	Sporadic conditions
High Tower Park	Satellite Beach	Low/Moderate	Low/Moderate	Low	Non-resident Fee	No	Hard to access at extreme high tides. Rocks.
Bicentennial Park	Indian Harbor Beach	Low/Moderate	Low/Moderate	Low	Free	No	
Millennium Park	Indian Harbor Beach	Low/Moderate	Low/Moderate	Low	Free	No	
Shell St	Satellite Beach	Low	Low	Low	Free	No	Eateries nearby

**Public Safety Group is in communications with Patrick Space Force Base on opportunities to fund a seasonal tower as identified in this assessment.

Exhibit 4 – 2023 Roaming Prioritized Risk Analysis

Area of Coverage	Location	Utilization	Parking	Significant Incidents	Special Considerations
Unincorporated Cocoa Beach to Patrick Space Force Base	Cocoa Beach	Moderate to High	Various Street Parking	Yes	Rip Currents
Patrick Space Force Base to Unincorporated Satellite Beach	Satellite Beach	Moderate to High	Various Street Parking	Yes, 1 fatality non rip current	Rip Currents
South Spessard Holland to Sebastian Inlet	Melbourne Beach	Low to Moderate	Various parking. Nontraditional beach accesses	Yes	Long response time given gap. Hard to access at extreme high tides.

Exhibit 5 – 29 July 2008, Board Meeting



FLORIDA'S SPACE COAST

TAMARA J. RICARD, Clerk to the Board, 400 South Street • P.O. Box 999, Titusville, Florida 32781-0999

Telephone: (321) 837-2001
Fax: (321) 264-6972



July 30, 2008

MEMORANDUM

TO: Chief Bill Farmer, Fire Rescue

RE: Item II.A., Lifeguard Program Enhancement

The Board of County Commissioners, in regular session on July 29, 2008, approved enhancing the Lifeguard Program at \$66,828, adding eight lifeguard towers, including one tower at Cocoa Beach, one tower at Shepherd Park, two towers at Lori Wilson Park, two towers at Coconuts, one tower at Murkshe Park, and one tower at Futch Park.

Your continued cooperation is greatly appreciated.

Sincerely yours,

BOARD OF COUNTY COMMISSIONERS
SCOTT ELLIS, CLERK

A handwritten signature in cursive script, reading "Tamara Ricard".

Tamara Ricard, Deputy Clerk

/jj

cc: Finance
Budget

PRINTED ON RECYCLED PAPER

Exhibit 6 – November 19 2008, Staff Memo to the Board



FLORIDA'S SPACE COAST

Office of the County Manager
Brevard County Government Center
2725 Judge Fran Jamieson Way, Building C, Viera, FL 32940

(321) 633-2004
(321) 633-2115 fax



*Hand Copy
to all
Senior Staff*

TO: THE BOARD OF COUNTY COMMISSIONERS
FROM: STOCKTON WHITTEN, ASSISTANT COUNTY MANAGER
MANAGEMENT SERVICES GROUP
SUBJ: LIFEGUARD PROGRAM UPDATE
DATE: November 19, 2008

A handwritten signature in dark ink, appearing to be "SW", written over the "FROM" and "SUBJ" lines of the memo header.

This memorandum is to provide the Board with an update of the recently enhanced Ocean Lifeguard program.

The Fire Department has begun implementation of the program as approved by the Board. Department staff believes that it is in the best interest of the program to convert 3 Full Time Equivalent positions (of the twelve 12 approved by the Board) into six (6) part-time positions. This conversion will provide for the following:

- Greater flexibility in personnel scheduling, i.e. covering sick and annual leave
- Provide staffing for on-duty training
- Slight reduction in personnel cost resulting in a decrease in personnel/pay benefits

The Department will continue to meet the "Level of Service" (LOS) enhancements approved by the Board for FY 08/09. As a reminder those LOS enhancements are as follows:

- 5 year-round lifeguard towers.
- The year-round towers are located at:
 1. Lori Wilson Park
 2. Shepard Park
 3. Cocoa Beach Pier
 4. Coconuts Restaurant
 5. Futch Park
- An enhancement from thirteen to twenty-six seasonal towers beginning approximately March '09.

CC: Peggy Busacca, County Manager
William Farmer, Fire Chief

Exhibit 7 – Manatee County May 5, 2015 Funding Reallocation Plan

Manatee County Government Administrative Center
Commission Chambers, First Floor
9:00 a.m. - May 5, 2015

May 5, 2015 - Regular Meeting
Agenda Item #33

Approved in Open Session 5/5/15,
Manatee County
Board of County Commissioners

Subject

ORDINANCE 15-18 Amending Sec. 2-29-27 of the Manatee County Code of Ordinances to amend the County's Tourist Development Plan

Briefings

None

Contact and/or Presenter Information

Presenter: Elliott Falcione, Executive Director, CVB x5913

Contact: Monica Luff, Sr. Admin. Spec., CVB x5913

Action Requested

Adopt Ordinance 15-18.

Enabling/Regulating Authority

Manatee Code of Laws 2-29-27 Tourist Development Plan

F.S.S. 125.0104 Authorized uses of Resort Tax Funds

Background Discussion

- Amendments to the Tourist Development Plan include:
 - Changes to the funding of maintenance and capital improvements of County-owned beach park facilities:
 - Maintenance: up to \$750,000 per year. Currently 575K of the "beach penny" is allocated for beach maintenance initiatives and the remaining funds are reserved for beach renourishment. With beach renourishment costs increasing, this change would shift the 575K to the other eligible pennies within the 5 cents currently levied, in order to increase available funding for future beach maintenance projects. Freeing these monies will now allow the entire "beach penny" to be used solely for beach renourishment (not beach maintenance). The remaining 175K will be used for additional beach maintenance due to the increase in visitors to our area beaches and in order to handle our peak holidays during the summer season. These re-allocated maintenance funds will free non-resort tax county funds to pay for additional lifeguards to extend the hours the lifeguards man the beach during certain times of the year.
 - Capital Improvements: up to \$200,000 per year to anticipate and allow for future county-owned beach related projects.
 - Authorizing the use of Tourist Development Tax Proceeds to fund remodeling, repair, and

Exhibit 7 Cont. – Manatee County May 5, 2015 Funding Reallocation Plan

Manatee County Government Administrative Center
Commission Chambers, First Floor
9:00 a.m. - May 5, 2015

improvement of the:

- South Florida Museum - up to \$200,000 per year for 5 years, with matching funds from the Museum.
- Florida Maritime Museum - up to \$181,000, one time expenditure, with matching funds from the Museum.
- Anna Maria Island Historical Museum - up to \$25,000, one time expenditure, with matching funds from the Museum.
- Grassy Point Park (City of Holmes Beach) - up to \$100,000, one time expenditure, with matching funds from the City of Holmes Beach.
- Gulf Front Park (City of Anna Maria) - up to \$77,000, one time expenditure, with matching funds from the City of Anna Maria.
- Public Hearing ad was placed in the local newspaper on April 24, 2015.
- TDC unanimously recommended approval of amendments to the Tourist Development Plan at their regularly scheduled meetings on February 23, 2015, and April 20, 2015.

County Attorney Review

Other (Requires explanation in field below)

Explanation of Other

Ordinance 15-18 prepared by the CAO.

Reviewing Attorney

Clague

Instructions to Board Records

Copy of signed Ordinance 15-18 to Monica Luff at CVB

Copy of approved agenda memo to monica.luff@bacvb.com

5/8/15, RLL

Cost and Funds Source Account Number and Name

N/A

Amount and Frequency of Recurring Costs

N/A

Attachment: [PH Notice - Ord 15-18.pdf](#)

Attachment: [Ordinance 15-18.pdf](#)

Solution Beginning FY2023-24

Transfer funding responsibilities for lifeguard tower locations (seasonal or full-time) at a city or privately maintained park, located within city limits

- **Savings to the County FY2022-23:** \$1,491,674 to the general fund
 - County cost decreases from \$2,530,720 to \$1,039,046
- **Funding source:** Annual cost savings will be more than the cost of providing lifeguard services

- **Parks Affected:**
 - Cocoa Beach Pier – City of Cocoa Beach (1 full-time, 1 seasonal)
 - Shepard Park – City of Cocoa Beach (1 full-time, 2 seasonal)
 - Coconuts – City of Cocoa Beach (1 full-time)
 - Tulip Avenue – City of Cocoa Beach (1 seasonal)
 - Boardwalk – Town of Indialantic (2 seasonal)
 - Ocean Avenue – Town of Melbourne Beach (1 seasonal)

Current and Proposed Costs to the County/Cities

ANNUAL LIFEGUARD SERVICE COSTS		
	COUNTY COST	CITY COST
Current Cost	\$2,530,720	\$145,280
Additional FY2022-23 Cost for Implementation of All Priorities <i>(as stated on page 12 of the 2023 Ocean Rescue Assessment)</i>	\$898,306	\$0
Cost to Implement All Priorities <u>and</u> Solution, beginning FY 2023-24	\$1,480,184	\$1,921,322

I, 2,

We are concerned they will then come to the FCT for amendments to allow commercial use and concessions on the beach as well as skyway. Our community is against any change of use to the preserve."

It seems she may understand at this point that the only leverage the County has are the deed restrictions.

Is someone with the County negotiating with SB to remove the deed restriction on charging the same user fee for all?

This may be a bigger issue that the County should get ahead of. As you know, the State uses the number of public parking spaces in its calculation for FDEP grant funds for beach renourishment projects. Generally, FDEP has not viewed parking spaces as "public" for grant funding purposes where different groups of people are charged different parking fees. That's why county deeds conveying public beach parks include deed restrictions to maintain the current number of spaces with no differential in fees. [There can be other grant programs associated with the original acquisition of park/conservation property which could also impact how public use can be managed. It don't recall whether that is an issue with Hightower. SB should be aware of that or should be researching it.]

We know that Cocoa Beach has a different arrangement with FDEP. They are allowed to offer a cheaper resident beach parking pass, but the City has to pay to make up the differential with funding from property taxes. The concept is the residents are already paying taxes to support public beach parking. . .

It seems that public beach parking and beach usage has become especially problematic during COVID. More people within the County and from outside the County are using our beaches because there are limited forms of entertainment due to social distancing recommendations. As you may know, Mike McGarry attended the Melbourne Beach council meeting last night to discuss their closure of their public beaches to residents only and the impact that could have on FDEP beach renourishment grant funding. SB may be interested in limiting access to their public beaches for a similar reason. It's likely that all beachside municipalities are experiencing the same problems.

It may be a good idea to reach out to FDEP for clear guidance in what forms of paid public parking are acceptable and what is not.

Please let me know if you'd like to discuss this issue further.

Christine

Christine Valliere, Esq.
Assistant County Attorney
Brevard County Attorney's Office
2725 Judge Fran Jamieson Way, Building C