

*North Tahoe Fire Protection District  
Capital Facilities and  
Mitigation Fee Expenditure Plan  
Annual Update*



*September 2016  
Placer County*

## *Summary of the Mitigation Process*

In light of the Tahoe Regional Planning Agency (TRPA) 2012 Regional Plan update and the improving state of the economy, growth is expected to continue in the Lake Tahoe basin. The increase in protection inventory and service population has served to spread existing assets of public agencies over a substantially larger service base. The North Tahoe Fire Protection District has experienced an increase in the amount of building inventory to protect. This development has contributed to an increase in fire protection inventory, requiring a commensurate increase in firefighting infrastructure.

North Tahoe Fire Protection District is faced with growing capital improvement needs that exceed property tax increments. With the advent of Proposition 218, special tax or assessments are no longer valid revenue sources to keep pace with growth, new service and infrastructure demands. The North Tahoe Fire Protection District is utilizing a proactive approach to continue an existing level of service and to meet the future needs of the District.

Historical data about staffing and inventory has been gathered to develop estimates of adequate staffing levels and capital inventory. This information has been used to develop a fair and equitable mitigation fund equation. The total impact is analyzed by correlation between community growth and the increased need for fire prevention and protection services. The ultimate purpose of the mitigation fees is to provide a continuing level of service rather than a remedy for past development and to hopefully arrest the degradation of service levels.

In 1986 Assembly Member Cortese recognized the need for concise legislation concerning mitigation. AB1600 is the result of hearings. Through delay, the effective date of AB1600 was January 1, 1989. AB1600 enacted Government Code Sections 66000-66003. This in effect requires local agencies imposing mitigation fees to specify the public improvement, segregate the monies collected in special accounts, re-examine the necessity for the expanded balance after 5 years, and refund the balance with accrued interest. In addition, local agencies imposing the fee for defined facility and improvements would be authorized to adopt and annually review a specified capital facilities plan.

AB1600 required the North Tahoe Fire Protection District to go through an established process to enact a reasonable relationship between a development fee and the specified improvement that it will be used for. In simple terms, the North Tahoe Fire Protection District cannot arbitrarily charge a mitigation fee without first showing the relationship between impact of development and the fee being charged. A thorough analysis of this process was met was completed in 2007 and 2013. In 2015 another thorough analysis was conducted that established and confirmed the relationship between the impact of development and the fee being charged.

The final hurdle was the actual levy of fees. The California Attorney General issued the opinion that Special Districts cannot levy mitigation fees. However, the California Constitution allows Counties and Cities to levy mitigation fees. Through this process and by Resolution, Placer County has allowed the North Tahoe Fire Protection District to realize mitigation revenues. The content of this report will outline the spending plan for those fees collected up to and including the fiscal year 2015/2016, an inventory of the fees collected to this point and a proposal for a mitigation fee adjustment based on a generally accepted inflationary adjustment.

## *Relationship Between Growth and Capital – Facilities Plan*

North Tahoe Fire Protection District continues to experience growth in fire inventory, as well as population, this trend is expected to continue for years to come. This development has contributed to an increase in calls for service and increased fire potential.

The recent trend of expanding small mountain cabins to expansive resort homes is creating larger homes with larger population potential. Many of these homes are vacation rentals, which carry increased risks with transient guests unfamiliar with the unusual fire and safety risks of forested and heavy snow areas. As the demand for fire and Emergency Medical Services capability increases through infill construction and “teardown” remodels, the ability to transport personnel and apparatus will degrade proportionally. The major arterial routes are critically congested and the projected increase in residents and visitors will only worsen the problem. The only plausible mitigation strategy is to maintain, upgrade or relocate staffed fire stations where response is timely, and to maintain enough redundancy in apparatus and equipment to act autonomously until assistance can arrive.

The continued growth will impact the District’s ability to maintain the same level of service. The impact of this growth affects three aspects of the organization: (1) Personnel required (2) Fire Stations (3) Apparatus. Capital Mitigation fees may be used for specific items as clearly stated in AB 1600. Personnel cannot be funded with these fees. Development of fire stations and purchase of apparatus is allowed. North Tahoe Fire Protection District uses a systems approach to deliver services across the District. Each Station supports one another and apparatus are truly a system wide resource and all apparatus are available to all portions of the District. Thus it is appropriate that mitigation fees collected from one particular project or geographic area be used to support apparatus or facilities in another.

### Personnel

Personnel cannot be funded with these fees.

### Fire Stations

The Facilities Plan indicates the proposed expenditures for all existing facilities and those projected. Mitigation fees can only be used for Facility improvements directly related to growth. Funds shall not be used for replacement.

## *Discussion of issues raised through public comment*

During the introduction of the Five year update to the District's AB1600 Mitigation plan in 2015, concerns were brought forward by community stakeholders. Concerns expressed included the population growth rate utilized by the District's AB1600 consultants (Goodwin Consulting Group) and the inclusion of facilities and equipment into the plan as they relate to new construction paying its fair share.

Goodwin Consulting Group used a 1.5% growth rate over 22 years (equaling 4,330 new residents and 540 new employees) which received considerable attention because the 2010 census numbers and some other indicators show a population decline coinciding with the recession starting in 2008. The 1.5% growth rate represents an average that is applied over a 22 year period. The growth rate for some years may be higher, while others may be lower. It is also important to note that the increase is applied to 2010 estimates, which reflect near-bottom economic conditions. The 11,172 resident populations represent the estimated residential population for 2013, which is based on the 2010 estimate provided by the County plus the average annual growth rate of 1.5% for the 3-year period from 2010 to 2013, the same formula as used in original mitigation plan study.

Another concern expressed was that 100% of certain projected new equipment and facilities were included into the plan rather than a reduced share being apportioned to new development. The question was also raised in discussion as to what standards and benchmarks the District uses to make plan updates and adjustments.

Wages and benefits make up greater than 70% of the cost to provide fire services, neither of which can be paid through collection of AB1600 mitigation fees. In essence, only 30% of the actual cost associated with providing additional fire protection services to future development are allocated under the Plan. In accordance with AB1600, the District placed specific facilities and equipment into the AB1600 mitigation plan in order to off-set anticipated increased demands on existing services by future development. Historically, the District collects \$60,000 to \$70,000 per year in mitigation fees and has never fully funded any single facility or apparatus.

Placement of essential fire apparatus and fixed facilities for community fire protection is a complex operational function that takes into account parameters outside the scope of AB1600, such as response times and staffing levels. National consensus standards are used for benchmarking and in future planning. The Insurance Services Office's *Fire Suppression Rating Schedule* and National Fire Protection Association, *NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, are two important national standards that assist in determining future needs.

The North Tahoe Fire Protection District will report annually the total number of AB1600 qualifying projects, including data for square footage for residential, commercial and industrial properties and the associated fees collected.

# *Applicable California State Codes and National Fire Protection Association Standards*

## **Fire District Station Facilities.**

The Fire District builds and maintains stations and facilities in accordance with the current California State Building Code, Electrical Code, Plumbing Code and Mechanical Code and Fire Code. Station and Facility construction must all meet requirements of the Nation Fire Protection Association (NFPA) for construction and maintenance. The following standards are examples of NFPA standards that apply to new facility project within the North Tahoe Fire Protection District.

- Standard 101 – Life Safety Code
- Ch 1.1.2 – The code addresses the construction, protection and occupancy features necessary to minimize danger to life from the effect of fire, including smoke, heat and toxic gasses created during a fire. Ch1.1.3 – The Code established minimum criteria for the design and egress facilities so as to allow prompt escape of occupants from buildings or, where, desirable, into safe areas within buildings.
- Standard 1500 – Fire Department Occupational Safety and Health Program
- Ch 9.1.1 Facility Safety – All Fire Department facilities shall comply with all legally applicable health, safety, building, and fire code requirement.
- A.9.1.1 where health, safety, building, and fire codes are not legally applicable to fire department facilities; steps should be taken to ensure that equivalent standards are applied and enforced. In absence of local requirements, the provisions of NFPA 1; Fire Code NFPA 70; NFPA 101, Life Safety Code; NFPA 5000, Building Construction and Safety Code should be applied.
- In addition, the workplace safety standards specified in 92CFR 1910, Occupation Safety and Health Standards, or an equivalent standard should be applied. Applicable requirements of the Americans with Disabilities Act (ADA) should be met.

## **Fire Department Apparatus.**

The North Tahoe Fire Protection District operates several types of fire apparatus. Structural fire fighting engines are built in accordance with NFPA 1901; water tenders are built in accordance with NFPA 1903 Standard for mobile water supply fire apparatus; wildland fire apparatus are built in accordance with NFPA 1906; the District's aerial fire apparatus will be built in accordance with NFPA 1904.

NFPA Standard 1500 – Fire Department Occupational Safety and Health Program; Ch6 Fire Apparatus, Equipment, and Driver/Operators section 6.1.1 states fire departments shall consider safety and health as primary concerns in the specification, design, construction, acquisition, operation, maintenance, and inspection and repair of all fire department apparatus. The District will continue to meet this standard.

**Fire Department Staffing.**

While staffing and personnel cannot be funded with Mitigation fees; the NFPA standard related to staffing is noted that staffing is an integral portion of fire attack and mitigation.

NFPA Standard 1710 – Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments; Ch 4.3 Staffing and deployment states staffing in the fire department shall identify minimum staffing requirements to ensure that a sufficient number of members are available to operate safely and effectively. It is the District’s intention to meet this standard.

The following table from Ch 4.3.2 indicates minimum staffing and response times required by NFPA:

Demand Zone	Demographics	Minimum Staff to Respond	Response Time (minutes)	Meets Objective
Urban Area	> 1,000 people / sq mi	15	9	90%
Suburban area	500 - 1000 people / sq mi	10	10	80%
Rural area	< 500 people / sq mi	6	14	80%
Remote area	Travel distance > 8 mi	4	Directly dependent on travel distance	90%

# ***North Tahoe Fire Protection District Physical Facilities – Expenditure Plan***

North Tahoe Fire Protection District personnel and equipment are quartered in five separate facilities. The stations are geographically distributed to provide coverage of the entire District. With the exception the new Public Safety Center Station 51, District stations are exceeding their designed capability; the apparatus rooms are filled to capacity; and no space is available for additional activities, equipment, or personnel, which will be required by growth. The facilities are as follows:

## ***Station 51 – 222 Fairway Dr., Tahoe City***

Station 51 is the headquarters station of the District, construction was completed in 2012. This building achieve a LEED “Gold” certification. The station is 20,027 sq. ft., single story with a full sub-floor or basement level; wood frame construction with steel columns and support beams on a concrete foundation. Chief Officers, Fire Marshal, Forest Fuels and administrative staff have offices on the first floor of the building along with 5 double deep, pull through apparatus bays (approximately 7,000 sq. ft.). Staff quarters and an emergency operations center are located on the lower floor. This station was constructed to meet the administrative needs of the District for the next 50 years but has already reached capacity in many ways.

### ***Future Funding Needs and allocations for Station 51:***

5 year - Minor Capital Improvements	50,000
15 year - Minor Capital Improvements	100,000
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	150,000

## ***Station 52 — 288 North Shore Blvd., Kings Beach***

Station 52 is located in Kings Beach, at the North end of the District. This station serves a large and dense population, much of which is an aging wood frame structures which have been converted to rental units. Additionally several large low income housing units have recently been added. Much of Kings Beach and Brockway is residential with narrow streets which can be barely passable with winter snows.

Built in 1956, Station 52 is a two story concrete block and wood structure. The building houses active engine companies, as well as some administrative offices. The station has three single bays and one double drive through bay. The single bays have 10' high doors, thus limiting the height of assigned apparatus. The drive-through bay has 12' doors and 14' side-to-side clearance.

The parcel of land that this station is located on has several restrictions that limit the District’s ability to expand or retrofit this station. However in light of recent commercial development within the vicinity of this station, a significant remodel/upgrade must be

considered. New development within the vicinity of this station has resulted in larger more dense occupancies requiring larger apparatus and more staffing. The cost for this remodel/upgrade would be significant.

Station 52 does not meet current State of California essential service building requirements. The costs of retrofitting the building to meet current standards would be significant.

***Future Funding Needs and allocations for Station 52:***

5 year - Minor Capital Improvements	150,000
10 year - Upgrade/expansion/replacement	4,906,500
15 year - Minor Capital Improvements	150,000
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	5,206,500

***Station 53 — 5425 West Lake Blvd., Homewood***

Station 53 serves the southernmost portions of the District. The area this station serves is much more remote than other areas of the District. From Station 53, the District provides contract EMS and automatic aide for fire response to areas of El Dorado County. Station 53 was built in 1962, constructed of concrete brick and wood construction.

Station 53 is a three single bay station with 12' high doors. The apparatus assigned to Station 53 barely fits in the apparatus bays; 31' apparatus is packed into 34' bays. Due to the area served; this station houses the water tender, one of the largest pieces of apparatus the District operates.

Station 53's quarters were built for 1 person resident staffing and are unsuitable for more than one person. Staffing increases due to growth have created a necessity to increase the size of quarters by adding a second bedroom and bathroom and remodel/expansion of the existing kitchen and living room.

Homewood Mountain Resort is currently in the process of expanding/upgrading their facilities. Their project would include additional commercial and residential buildings. This development will impact the District ability to provide service with current staffing levels. Serious consideration will have to be given to an upgrade/expansion of Station 53 to enable the District to provide adequate service by staffing this station with additional personnel. The cost for this upgrade/expansion would be significant.

Station 53 does not meet current State of California essential service building requirements. The costs of retrofitting the building to meet current standards would be significant

***Future Funding Needs and allocations for Station 53:***

5 year - Minor Capital Improvements	75,000
7 year - Upgrade/expansion/replacement	3,582,500
15 year - Minor Capital Improvements	150,000
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	3,807,500



***Station 54— 159 Observation Drive, Tahoe City***

Station 54 is located in the Dollar Hill area of the District. The station serves both as a working mechanics shop of the District and storage for response apparatus. Station 54 is on a residential lot in a residential neighborhood. The Station built in 1962 with wood frame construction and residential station design. This station is marginally adequate for its present use; however incompatible with residential zoning. A long term plan should move the mechanics shop into larger more industrial facility. This fire station would need significant additions to house full time staffing.

Station 54 does not meet current State of California essential service building requirements. The costs of retrofitting the building to meet current standards would be significant.

***Future Funding Needs and allocations for Station 54:***

5 year - Minor Capital Improvements	75,000
Upgrade of Mechanic Shop	300,000
15 year - Upgrade/expansion/replacement	<u>3,500,000</u>
	3,875,000

***Station 55 — 240 Carnelian Bay Rd., Carnelian Bay***

Station 55 is located in the community of Carnelian Bay, about midway between the North boundary of the District and the main station, station 51. This station was built in 1962 as residential fire station. The building is two story and of poured concrete and block construction.

Both quarters and apparatus bays are adequate for the apparatus assigned, although some modifications of door height must be considered. The station is presently being utilized apparatus and equipment storage. Additionally it is used during the summer months as a staffed station by CalFire.

Station 55 does not meet current State of California essential service building requirements. The costs of retrofitting the building to meet current standards would be significant.

***Future Funding Needs and allocations for Station 55:***

5 year - Minor Capital Improvements	75,000
15 year - Minor Capital Improvements	<u>150,000</u>
	225,000

***Future Fire Station Property — 2155 West Lake Blvd., Pine/and (Kilner Park)***

This undeveloped property is strategically located along the West shore of the Fire District between 2 existing fire Stations (Sta. 51 and 53). Many years ago the Fire District was granted the right to develop a fire station on the South East corner of this property. Tahoe City PUD currently maintains the property as a park. A staffed fire station at this location would significantly reduce critical response times to local communities. Budget constraints and fiscal priorities have prevented development of this site.

## *Ongoing Inflation Adjustment*

Mitigation fees are adjusted annually to accommodate the impact of development (growth) on fire protection services within the District. The District adjusts mitigation fees based on the percent change in construction costs as defined in the Construction Cost Index (CCI) published by the *Engineering News-Record*. The need for the District to adjust mitigation fees annually was approved by the Placer County Board of Supervisors, and recommended in the Fire Facilities Mitigation Fee Study.

## *Proposed 2016 Mitigation Fee Rate adjustment based on the Updated Impact Fee Study*

Fixed rate pricing structures are unable to keep pace with increasing costs of facilities, vehicles, and general fire protection infrastructure requirements. Thus consistent with the spirit of the enabling legislation, the District has adjusted its mitigation fee schedule for 2015/2016. District's last mitigation fee structure increase occurred in 2015 and was based on the Construction Cost Index (CCI) published by the *Engineering News-Record*. The CCI change for the period November 2014 through November 2015 was 1.82%.

The below chart outlines the existing and proposed rate structure for the mitigation fee schedule.

### FEE SCHEDULE

<u>CONSTRUCTION TYPE</u>	<u>2015 EXISTING</u>	<u>2016 NEW PROPOSED</u>
<b>Residential</b>	<b>\$1.03 per square foot</b>	<b><i>\$1.05 per square foot</i></b>
<b><u>Nonresidential</u></b>		
<b>Commercial</b>	<b>\$0.70 per square foot</b>	<b><i>\$0.71 per square foot</i></b>
<b>Office</b>	<b>\$0.89 per square foot</b>	<b><i>\$0.91 per square foot</i></b>
<b>Industrial</b>	<b>\$0.59 per square foot</b>	<b><i>\$0.60 per square foot</i></b>

	<b>FY 12-13 Actual</b>	<b>FY 13-14 Actual</b>	<b>FY 14-15 Actual</b>	<b>FY 15-16 Actual</b>	<b>FY 16-17 Projected</b>	<b>FY 17-18 Projected</b>	<b>FY 18-19 Projected</b>
<b>Mitigation Fund Beginning Balance</b>	\$53,694	\$28,350	\$27,945	\$60,350	\$87,180	\$88,390	\$74,600
<b>Revenue Category</b>							
Projected annual mitigation fees revenue	\$63,141	\$73,784	\$106,236	\$124,461	\$110,000	\$110,000	\$110,000
Projected account interest at 1.1% APR	\$695	\$812	\$1,169	\$1,369	\$1,210	\$1,210	\$1,210
<b>Total Revenues</b>	\$117,530	\$102,945	\$135,350	\$186,180	\$198,390	\$199,600	\$185,810
	<b>FY 12-13 Actual</b>	<b>FY 13-14 Actual</b>	<b>FY 14-15 Actual</b>	<b>FY 15-16 Actual</b>	<b>FY 16-17 Projected</b>	<b>FY 17-18 Projected</b>	<b>FY 18-19 Projected</b>
<b>Expenditure Category</b>							
New Fire Station 51	\$75,000	\$75,000	\$75,000	\$99,000	\$110,000	\$110,000	\$110,000
Equipment							
Mitigation Plan Update	\$14,180					\$15,000	
<b>Total Expenditures</b>	\$89,180	\$75,000	\$75,000	\$99,000	\$110,000	\$125,000	\$110,000
<b>Mitigation Fund Ending Balance</b>	\$28,350	\$27,945	\$60,350	\$87,180	\$88,390	\$74,600	\$75,810

# *North Tahoe Fire Protection District*

## *Use Statement*

AB 1600 states that a District must have a statement of use to which mitigation fees are to be assigned. For the fiscal year 2015/2016, the fire mitigation fees collected within the North Tahoe Fire Protection District will be utilized towards the following programs:

1. **New fire station (Station 51):** The District has replaced its headquarters fire station with the construction of Station 51/Public Safety Center, completed in 2012. This building achieved a LEED “Gold” certification. The station is 20,027 sq. ft., with Chief Officers, Fire Marshal, Forest Fuels and administrative staff offices on the first floor of the building along with 5 double deep, pull through apparatus bays (approximately 7,000 sq. ft.). Staff quarters and an emergency operations center are located on the lower floor.
2. **Equipment:** The District has recognized the need to add additional equipment to our engine companies. Many of our engines have a full complement of equipment required by NFPA 1901, however some do not. The District endeavors to comply with NFPA 1901 by added this new equipment to our engine companies.

# NOTICE TO PLACER COUNTY BUILDERS

## WITHIN THE

### NORTH TAHOE FIRE PROTECTION DISTRICT

The North Tahoe Fire Protection District implemented a development Mitigation Fee program in FY 2014/2015. This plan has an annual update based upon the Construction Cost Index (CCI) that was approved and implemented September 21, 2016. These fees will be applicable to all permit applications processed by the District after **December 12, 2016.** The revenue generated by these fees is designed specifically for capital improvements.

The Fire District will need a set of your plans and a copy of your building permit application in order to establish your specific fee. The fees must be paid to the North Tahoe Fire Protection District prior to issuance of your building permit.

North Tahoe Fire Protection District  
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(530) 583-6913 FAX (530) 583-6909

#### FEE SCHEDULE for FY 2015/2016

<b>Fee per square foot</b>	
<b>Residential</b>	\$1.05
<b>Nonresidential</b>	
<i>Commercial</i>	\$0.71
<i>Office</i>	\$0.91
<i>Industrial</i>	\$0.60