



NORTHSTAR FIRE DEPARTMENT
CAPITAL FACILITIES PLAN UPDATE

Fiscal Year 2019-2020

EXECUTIVE SUMMARY OF MITIGATION FEES FOR NORTHSTAR FIRE DEPARTMENT

Currently Northstar Fire Department collects mitigation fees within the District boundaries which lie within the unincorporated area of Placer County.

This report summarizes the need for a mitigation impact fee. It is intended to serve as the Annual Capital Facilities Plan Update. The report will justify a possible increase to the mitigation fee amount by 2.5% based on the Engineering News Record Construction Cost Index (ENRCCI). The ENRCCI is recognized as the accepted index for mitigation fee adjustments based on the Fire Facilities Impact Fee Study dated March 4th 2009 provided by Willdan Financial Services. ***It is the recommendation of the Fire Chief to increase the fee collected from (\$1.11) per square ft. to a new fee of (\$1.14) per square ft.***

MITIGATION FEE HISTORY

Northern California communities in the Sierra Nevada Mountains region have experienced growth during the last several years. The growth is principally attributable to the resort industry responding to a higher demand of visitors. The Department must exercise fiscal prudence in preparing to provide fire protection services to a service area experiencing growth. It is a valid concern that new growth should not have a negative impact on current service levels. Data about staffing and inventory has been gathered to develop estimations of adequate staffing levels and capital inventory. This information has been used to develop a fair and equitable mitigation fund equation.

In order to guide the imposition of development impact fees, the State Legislature adopted the Mitigation Fee Act (the Act) with Assembly Bill 1600 in 1988. The Act is contained in California Government Code Section 66000 et seq. and establishes requirements for the imposition and administration of impact fee programs. The Act became law in January 1989 and requires local governments to document five findings for the impact fee to be adopted by the County of Placer on behalf of the Northstar Fire Department. The findings are as follows:

1. Identify the purpose of the fee.
2. Identify the use to which the fee is to be put.
3. Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.
4. Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.
5. Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility attributable to the development on which the fee is imposed.

In fall of 2002 the Northstar Community Services District Board of Directors commissioned the original report to look at current service levels and future growth of the district. The result of that

report was to impose a mitigation fee on future development. On July 1 2003 the Northstar Community Services District Board of Directors approved an original mitigation fee in the amount of \$0.71 per square foot for new construction. The Placer County Board of Supervisors approved the mitigation fee. Over the years, the 2003 original plan has seen changes that reflected the allowable increase based on the Consumer Price Index. The mitigation fee plan was most recently updated in March of 2009, with an independent study performed by Willdan Financial Services. The latest report also recognizes that future increases to the mitigation fee will be based on the Engineering News Record Construction Cost Index. Based on the adoption of that report, a fee increase was established at \$0.90 per square foot with the most recent change in 2016 to \$1.08 per square foot. This Capital Facilities Plan update, required by Placer County, is still consistent with the plan approved March 2009.

SERVICE AREA DESCRIPTION

The Northstar Fire Department serves the Northstar resort community located on the eastern slope of the Sierra Nevada mountain range, in unincorporated Placer County. In past years Placer County has been identified as one of the fastest growing counties in California. Although this past year has shown slowed development and growth, Northstar's residential and commercial development is projected to continue to grow for the immediate future. This proposed growth will impact service levels. The growth affects Fire Department staffing, equipment, and facilities. The community is a classic Wildland/Urban Interface area, which adds responsibility and demands to both structural and wildland firefighting. If the District experiences multiple calls, its limited resources are severely taxed.

SUMMARY OF DEMOGRAPHIC TRENDS

For several years, the County of Placer, including the area served by the Northstar Fire Department, has undergone sustained growth. Due to this growth, the 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 an increase in firefighting infrastructure.

Traditional estimates of population and employment growth would not capture the growth trends in this resort community. As in most resort communities, population and employment fluctuates seasonally. In Northstar variations are even more frequent, where day-to-day population can differ from 250 to 10,000 depending on the seasonal recreation demand. Since this area continues to grow as a destination resort community in the Tahoe area, the day-to-day fluctuations will likely become more extreme. Consequently, and consistent with the Department's previous documentation, it was deemed reasonable to calculate the impact fees based on building square feet as a more predictable demand for service indicator than estimated daily service population.

Table 1 provides estimates of total building inventory within the Department's service area. It also shows projections of additional development in terms of constructed space by build-out. The most up-to-date development plans that have been provided to the Department have been used to estimate future building growth in square feet.

Table 1: Northstar Fire Service Area Development

	Residential	Hotel/Condo	Total
<u>Existing (2008)</u> ¹			4,024,977
<u>New Development (2009 – Build-Out)</u>			
Highlands	4,340,000	300,000	4,640,000
Remainder of Service Area	336,000	210,000	546,000
Total Square Feet at Build-Out			<u>9,210,977</u>

Note: All development shown in square feet of constructed space.

¹ Square feet of existing built space includes an unspecified mix of residential and nonresidential space.

Sources: Northstar Fire Department Capital Facilities Plan Update, Fiscal Year 2007-2008; Northstar Fire Department; Willdan Financial Services.

Development shown in Table 1 is split into two zones: the “Highlands” project area and the “Remainder of Service area” for the non-Highlands area. The projected new development from 2009 to build-out shown in Table 1 was calculated using Department staff estimates of residential units planned for the Highlands portion of the Department service area, as well as remaining residential lots available for development within the non-Highlands portion of the service area. The average size of projected new residential units is 3,500 square feet, based on the average size of units from recent impact fee collection rolls. Furthermore, a number of larger projects now built were also added to the growth projection, including the Hyatt and Ritz Carlton “ski in and ski out” resort and hotel/condominium projects. These projects include a multi-story luxury hotel, lodges, pools, spas, and related resort and conference facilities.

Fire facilities in the Highlands portion of the Department service area are being funded through a Community Facilities District (also known as a CFD or Mello Roos district). Consequently, new development occurring in the Highlands portion of the Department service area, and other portions of the service area covered by a CFD, will not be assessed the fire facilities impact fee. However, development projections of this area are necessary to appropriately calculate the value of fire protection facilities per square foot over the entire service area.

METHODOLOGY AND CALCULATION OF FEES

EXISTING FIRE FACILITIES

The Department’s existing fire protection facilities described in this section currently serve the entire Department service area. Tables 2 through 4 provide a detailed inventory of the Department’s stations, existing apparatus and special equipment. The estimated value of the Department’s inventory is based on unit cost assumptions. Unit costs reflected in Tables 2, 3, and 4 include the following:

Land cost per acre. Estimated cost per acre is based on market research conducted by Willdan Financial Services. The cost per acre for Highlands Station property is provided by the Department.

Buildings. Estimated site preparation and construction costs are provided by the Department.

Apparatus/Vehicles. Estimated replacement costs of apparatus, vehicles and equipment are provided by the Department.

Special Equipment. Estimated replacement costs are provided by the Department.

Table 2 highlights the Department's existing facilities. The Northstar Drive station currently serves the entire Department service area. Construction of the Highlands station was completed spring 2009. The Highlands station, vehicles and equipment have been fully funded by the CFD and the developer. Renovation and expansion of the Northstar Drive station was completed (Fall 2008). The expansion and remodeling was completed to accommodate projected station space needs through development build-out. This expansion and update was not fully funded. Hence, for the purposes of this facilities analysis, the previously existing portion of the Northstar Drive station and the entirety of the Highlands station are included in the Department's inventory of existing stations.

The two stations are owned by the Department. The value of land for the Northstar Drive station is based on past comparable land values from an Internet search of vacant lots within the Northstar Fire Department service area. The value of the land for the Highlands station was provided by the Department. The construction value of the Highlands station is based on construction contracts for that station. The estimated value per square foot of the existing Northstar Drive station is lower. It has also been discounted to reflect the corresponding estimated value of remodeling of the existing station. It is assumed that both stations will be available for response and automatic back-up for fires or other emergency situations occurring within the entire Department service area. Hence the two fire stations will function as part of a fire protection system for the entire service area. Total value for the existing fire stations is estimated at approximately \$17.0 million, displayed in Table 2.

Table 2: Northstar Fire Department Existing Fire Stations

	Amount	Unit Cost	Total Cost
<u>Northstar Drive Station</u>			
Building ¹	6,500 ft ²	\$350	\$2,281,500
Land	1.00 acre	1,269,000	1,269,000
Subtotal			\$3,550,500
<u>Highlands Station ²</u>			
Building ³	10,000 ft ²	\$620	\$6,200,000
Civil Work ⁴			2,043,000
Land ⁵	.77 acre	6,494,000	5,000,000
Subtotal			\$13,243,000
Total Existing Stations			\$16,793,500

¹ Cost per square foot for the Northstar Drive station is an estimated \$425 per square foot adjusted downward for necessary remodeling. The estimate is based on the total station construction and remodeling cost of \$2,093,000 for Northstar Drive station. New construction cost estimate of \$425 per square foot minus remodel costs of \$74 per square foot yields existing replacement value estimate of \$351 per square foot prior to remodeling.

² Station has been completed and is fully funded.

³ Unit costs are higher than estimated building costs for the Northstar Drive station and are based on actual construction costs for the Highlands station.

⁴ Includes site preparation, grading, excavation, very large retaining wall, geotechnical work, sewer and water provisions to site.

⁵ Land value for Highlands Station used in this analysis is the amount paid by the Department, parcel appraisal provided to District by Brown, Chudleigh, Schuler, Donaldson and Associates. Total cost rounded to the nearest thousand.

Sources: Appraisal of Proposed Highlands Firehouse Parcel by Brown, Chudleigh, Schuler, Donaldson and Associates; Northstar Fire Department; Willdan Financial Services.

Table 3 illustrates the inventory and estimated value of existing apparatus (engines) and vehicle cost estimates, including the fire fighting, emergency medical, and communications equipment needed to stock each vehicle. Replacement costs were supplied by the Department. For each engine where equipment costs could be separately listed, a value for equipment on each engine is provided.

Apparatus and other vehicle values have been adjusted to reflect depreciation. Apparatus are listed at estimated depreciated values of replacement cost due to the existence of a viable secondary market for fire engines.

Table 3: Existing Apparatus, Vehicles and Equipment Inventory and Valuations

<u>Apparatus/Vehicle Type & Make</u>	<u>Unit ID #</u>	<u>Apparatus or Vehicle Value</u> ¹	<u>Equipment</u> ²	<u>Total</u>
<u>Northstar Drive, Station 31</u>				
Type I Engines				
1990 E-One	Engine 31-2	\$112,500	\$63,700	\$176,200
2002 Hi-Tech	Engine 31	337,500	165,300	502,800
Subtotal, Type I Engines		450,000	229,000	679,000
Type III Engines				
2001 International	Brush 31	225,000	44,600	269,600
Subtotal, Type III Engines		225,000	44,600	269,600
Rescue				
1991 Chevy	Rescue 31	10,000	25,400	35,400
Subtotal, Rescue		10,000	25,400	35,400
Other Vehicles				
2000 Snowmobile		6,750	-	6,750
2000 Snowmobile		6,750	-	6,750
1999 Snow Removal Loader		93,750	-	93,750
2004 Toyota		30,000	6,000	36,000
1999 Ford Explorer		26,250	8,000	34,250
2006 Chevy Tahoe		35,000	9,000	44,000
2008 Sutphen Aerial Truck	Truck 31	1,000,000	61,300	1,061,300
Subtotal, Other Vehicles		\$1,198,500	\$84,300	\$1,282,800
Total - Station 31				\$2,266,800
<u>Highlands Station 32</u>				
Type I Engines				
2009 Hi-Tech Spartan	Engine 32	\$480,200	\$85,000	\$565,200
Subtotal, Type I Engines		\$480,200	\$85,000	\$565,200
Other Vehicles				
Snow Blowers		133,400		133,400
Utility Pickup Truck		53,400		53,400
Subtotal, Other Vehicles		\$186,800		\$186,800
Total - Station 32				\$752,000
Total, All Vehicles & Equipment				<u>\$3,018,800</u>

¹ Apparatus and vehicle values have been adjusted to reflect depreciation. Vehicles newer than five years are valued at 100% of replacement cost; six to ten years old are valued at 75% of replacement cost; eleven to fifteen years are valued at 50% of replacement cost; sixteen to twenty years are valued at 25% of replacement cost; and older than twenty years are valued at 0% of replacement cost.

² Value based on estimated current replacement value.

Sources: Northstar Fire Department; Willdan Financial Services.

Table 4 provides the inventory of special protective gear, general station equipment, and other miscellaneous equipment shared by all stations. The Department provided replacement cost estimates for these items. For station equipment, a replacement cost estimate was given for the entire equipment inventory of the Northstar Drive Station. General station equipment includes items such as extra hose and nozzles (not carried on engines), breathing apparatus, hand held radio equipment, defibrillator, and miscellaneous hand tools. The total value of all fire protection and station equipment for the Highlands Station was estimated at approximately \$268,400.

Table 4: Northstar Fire Department Equipment Inventory

	<u>Units</u>	<u>Value/Unit</u>	<u>Total Cost</u>
<u>Northstar Drive Station</u>			
Firefighter Structural Gear	15	\$2,000	\$30,000
Firefighter Wildfire Gear	15	333	5,000
General Station Equipment			84,400
Station Shop Equipment			3,700
Subtotal, Station 31			\$123,100
<u>Highlands Station</u>			
General Station Equipment			161,100
Station Shop Equipment			7,300
Rescue Respiratory Equipment			100,000
Subtotal, Station 32			\$268,400
Total, Equipment Inventory			\$391,500

Note: All values based on current replacement value.

¹ Based on budgeted and funded allocation for equipment of Highlands fire station.

Sources: Northstar Fire Department; Willdan Financial Services.

Table 5 displays the sum of the estimated value of the Department's existing fire facilities, as described in Tables 2, 3, and 4. The Department currently owns the equivalent of roughly \$20.2 million in fire protection facilities, apparatus and equipment to meet the needs of its existing service area

Table 5: Estimated Total Value of Department Inventory

	<u>Value</u>
Stations	\$16,793,500
Apparatus	3,018,800
Other Equipment	391,500
Total	\$20,203,800

Sources tables 2, 3, and 4; Willdan Financial Services.

PLANNED FIRE FACILITIES

Planning for future fire facilities necessary to accommodate total service area development to build-out is reflected in this analysis. The Department determined that the expansion of the existing Northstar Drive station and the addition of one additional engine would be sufficient to maintain adequate response times to accommodate projected new development through build-out.

Table 6 shows the planned fire protection facilities, the cost assumptions for the station renovations, and expansion. The building construction cost estimate was based on the construction bid for the expansion and remodel. As noted earlier in the report, construction of the Highlands station has been completed and the station has been fully funded. Consequently, for the purposes of this impact fee analysis the Highlands Station has been included in the Department's existing inventory (see Table 2).

Table 6: Northstar Fire Department Planned Fire Facilities

	Amount	Unit Cost	Total Cost
<u>Northstar Drive Station</u>			
Expansion	3,800 ft ²	\$425	\$1,615,000
Remodel ¹ & ²	6,500 ft ²	74	478,000
Subtotal, Expansion & Remodeling Costs			\$2,093,000
Site Work ¹			795,800
Total Cost, Northstar Drive Station			\$2,888,800
Total New Facilities			\$2,888,800

¹ Based on construction and site cost estimates for Northstar Drive Station.

² Remodel cost per square foot estimate of approximately \$74 based on remainder of project cost assuming \$425 per square foot for the 3,800 square feet of new construction. Total remodeling cost does not reflect rounding.

Sources: Northstar Fire Department; Willdan Financial Services.

FACILITIES COST ALLOCATION

The fire facilities impact fees calculated in this report are based on a system plan cost standard and cost allocation approach. The system plan approach assumes that all existing and projected new development throughout the Department service area will benefit from the existing investment in fire protection facilities and the planned investment in new fire protection facilities.

VALUE PER SQUARE FOOT CALCULATIONS

Table 7 shows the calculation of the value of fire facilities per square foot. The overall investment per square foot incorporates all existing and projected new development through anticipated development build-out, and all existing and planned facilities designed to serve that development. Using this per square foot value of \$2.51, as shown in Table 7, as a basis for the impact fee assures an equitable distribution of total system costs between existing and new development. The facility value per square foot of \$2.51 is the maximum justified fire facilities fee.

Table 7: Fire Facilities Value, per Square Foot (Ft²)

	Value
Existing Fire Facilities	\$20,203,800
Planned Fire Facilities	2,888,800
Total Fire Facilities, Value [A]	\$23,092,600
Projected Total Development (ft ²) by Build-Out [B]	9,210,977
Fire Facilities value per ft ² [C=A/B]	\$2.51

Sources: Tables 1, 6, and 7; Willdan Financial Services.

PROJECTED IMPACT FEE REVENUE

Table 8 details the portion of planned facility costs that can be collected from the imposition of the suggested fee per square foot on projected new development in the portions of the Department service area not covered by a CFD. The fee revenue will not cover all projected planned new facilities costs. The Department had an existing impact fee fund balance of approximately \$1.0 million which it used towards the cost of the Northstar Drive Station. As shown in Table 8, approximately \$498,300 in non-fee revenue will be required to fund the cost of planned fire facilities if the maximum justified fee amount of \$2.51 per square foot is implemented. Non-fee revenues are needed because the per square foot value, which is used as the standard by which fire protection facilities are measured in this analysis, is projected to increase by build-out. If development impact fees were calculated such that they paid for the entirety of the planned facilities, new development would pay more than its fair share. Since the planned facilities will serve both existing and new development, new development should only pay for the share of the planned facilities that will serve new development. The remaining amount shown to be funded with non-impact fee revenue represents existing development's fair share of facility costs that also reflects the effective increase in the facility standard as measured in terms of value of fire protection facilities per square foot of development

Table 8: Projected Impact Fee Revenue

Total Cost of Planned Facilities [A]	\$2,888,800
Facilities Value per Square Foot [B]	2.51
Growth in Square Feet within (2009-Build-Out) [C] ¹	546,000
Total Projected Fire Facilities Impact Fee Revenue [D = B x C]	\$1,370,460
Existing Impact Fee Fund Balance [E]	1,020,040
Non-Impact Fee Revenue Needed [A- D- E]	\$498,300

¹ There are 107 residential units left to build in the non-CFD area. This study assumes that 96 residential units plus hotel/condominium space and no additional non-residential space will be developed in the non-Highlands portion of the Northstar Fire Department service area.

Sources: Tables 1, 5 and 6; Northstar Fire Department; Willdan Financial Services.

FEE SCHEDULE

Table 9 shows the suggested fire facilities impact fees for new development in the Northstar Fire Department service area based on the facilities cost per square foot shown in Table 8. The fees do not include any charge for any of the Department's other (non-fee related) administrative costs. Because of the unusual occupancy and vacancy patterns associated with the resort community characteristics of the Northstar Fire Department service area, fees in this analysis were calculated based on total square feet of constructed space with no distinction between residential and nonresidential land uses. Additionally, fire facilities in all the Highlands portion of the Department service area and a portion of the rest of the service area are being funded through a Mello-Roos Community Facilities District (CFD). Fire facilities impact fees will only be assessed in the remaining portions of the Department service area not covered by a Community Facilities District.

Table 9: Fire Facilities Impact Fee

Land Use	Costs per Ft²
Residential	\$2.51
Non-Residential	\$2.51

Sources: Table 7; Willdan Financial Services.

**ENGINEERING NEWS RECORD CONSTRUCTION COST INDEX HISTORY
(2001-2019)**

YEAR	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	AVG.
2019			11228										
2018			10959										
2017			10667										
2016	10132	10181	10242										
2015	9972	9962	9972	9992	9975	10039	10037	10039	10065	10128	10092	10152	9806
2014	9664	9681	9702	9750	9796	9800	9835	9846	9870	9886	9912	9936	9806
2013	9437	9453	9456	9484	9516	9542	9552	9545	9552	9689	9666	9668	9547
2012	9176	9198	9268	9273	9290	9291	9324	9351	9341	9376	9398	9412	9308
2011	8938	8998	9011	9027	9035	9053	9080	9088	9116	9147	9173	9172	9070
2010	8660	8672	8671	8677	8761	8805	8844	8837	8836	8921	8951	8952	8799
2009	8549	8533	8534	8528	8574	8578	8566	8564	8586	8596	8592	8641	8570
2008	8090	8094	8109	8112	8141	8185	8293	8362	8557	8623	8602	8551	8310
2007	7880	7880	7856	7865	7942	7939	7959	8007	8050	8045	8092	8089	7966
2006	7660	7689	7692	7695	7691	7700	7721	7722	7763	7883	7911	7888	7751
2005	7297	7298	7309	7355	7398	7415	7422	7479	7540	7563	7630	7647	7446
2004	6825	6862	6957	7017	7065	7109	7126	7188	7298	7314	7312	7308	7115
2003	6581	6640	6627	6635	6642	6694	6695	6733	6741	6771	6794	6782	6694
2002	6462	6462	6502	6480	6512	6532	6605	6592	6589	6579	6578	6563	6538
2001	6281	6272	6279	6286	6288	6318	6404	6389	6391	6397	6410	6390	6343

**The format for reporting the cost index changed to a weekly and yearly period in 2016. For this reason, only yearly numbers are reported from March 2016 forward.*

Formula for mitigation fee increase: The formula used to determine potential changes in mitigation fees is based on the *Engineering News Record* Construction Cost Index. For this study, we are utilizing March 2018 (10959) to March 2019 (11228). The increase in construction costs between March 2018 and March 2019 is 269, a 2.5% increase (269/10959). A 2.5% increase to our existing mitigation fee of \$1.11 per ft² would be a \$.03 increase per ft², making it possible to change the new mitigation fee to \$1.14 per ft².

Northstar Fire Department Mitigation Fee Revenue & Expenditure Summary Fiscal Years 2003/04 to 2008/09						
	03/04	04/05	05/06	06/07	07/08	08/09
Revenue	\$293,164.00	\$65,585.66	\$646,965.69	\$8,011.16	\$10,706.85	\$12,206.04
Loan from General Fund						\$1,856,554
Expenditures		(\$49,940.58)	(\$65,072.16)		(\$1,444,400)	(\$1,444,400)

*Beginning Fiscal Year 2009/2010 collected mitigation fees will be used to repay the General Fund for loan that was taken to complete the fire station expansion.

*The adopted fire facilities impact fee study (2009) had a maximum justified fee of \$2.51 per square foot. Based on the Boards decision to keep the amount consistent with other agencies the adopted fee was in the amount of \$0.90 per square ft. Based on that amount only \$491,400 will be paid back to the General Fund.

Northstar Fire Department Mitigation Fee Revenue & Expenditure Summary Fiscal Years 09/10 to 2013/14					
	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014
Total to be paid back	\$491,400	\$488,447.53	\$471,957.73	\$470,660.83	\$463,836.70
Revenue	\$2,952.47	\$16,489.80	\$1,296.90	\$6,824.13	\$10,428.13
Expenditures – Pay back loan to General Fund	(\$2,952.47)	(\$16,489.80)	(\$1,296.90)	(\$6,824.13)	(\$10,428.13)
Remainder	\$488,447.53	\$471,957.73	\$470,660.83	\$463,836.70	\$453,408.57

Northstar Fire Department Mitigation Fee Revenue & Expenditure Summary Fiscal Years 2014/15 to 2019/30						
	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	2019/2030
Total to be paid back	\$453,408.57	\$428,933.40	\$413,563.08	\$381,997.08	\$376,429.68	\$352,044.33
Revenue	\$24,475.17	\$15,370.32	\$31,566.00	\$5,567.40	\$24,385.35	
Expenditures – Pay back loan to General Fund	(\$24,475.17)	(\$15,370.32)	(\$31,566.00)	(\$5,567.40)	(\$24,385.34)	
Remainder	\$428,933.40	\$413,563.08	\$381,997.08	\$376,429.68	\$352,044.33	