



# TRUCKEE FIRE PROTECTION DISTRICT

## FIRE IMPACT FEE NEXUS STUDY

SEPTEMBER 2016  
FINAL REPORT

PREPARED FOR:

**BOARD OF DIRECTORS  
TRUCKEE FIRE PROTECTION DISTRICT**

PREPARED BY:

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## TRUCKEE FIRE PROTECTION DISTRICT

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## ACKNOWLEDGEMENTS

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## EXECUTIVE SUMMARY

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### INTRODUCTION

This Fire Impact Fee Nexus Study ("Nexus Study") was prepared pursuant to the Mitigation Fee Act ("Act") as found in Government Code § 66000 et seq. The purpose of this Nexus Study is to establish the legal and policy basis for the collection of a new fire impact fee ("fee") on new development within the Truckee Fire Protection District ("District").

The District provides fire prevention and protection, emergency response and ambulance service to the Town of Truckee ("Town"), the unincorporated communities of Soda Springs and Kingvale in Nevada County and Serene Lakes and a large portion of the Martis Valley in Placer County ("County" or "Counties"). The purpose of the fee is to fund the one-time cost of improving and expanding the District's facilities, apparatus and equipment needed to accommodate new development. For purposes of this Nexus Study, the term "facilities" or "fire system facilities" will refer to facilities (land, stations and other buildings), apparatus (engines, ambulances and other vehicles), and equipment. The term "new development" will generally refer to the persons (permanent full-time residents, part-time residents, occupants of rented vacation homes and employees working in the District) and the structural area (residential area and nonresidential building area) in which the persons live or work.

Currently, the Town and Counties impose a fire impact fee on behalf of the District in the amounts of \$0.74, \$0.97, \$0.72, \$1.04 and \$0.50 per square foot for new single family housing, multi-family housing, retail / commercial, office and industrial development respectively.

In order to impose such fees, this Nexus Study demonstrates that a reasonable relationship between new development, the amount of the fee, and fire facilities, apparatus and equipment funded by the fee. More specifically, this Nexus Study will present findings in order to meet the procedural requirements of the Mitigation Fee Act ("Act"), also known as AB 1600, which 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 ("**benefit relationship**").

4. Determine how there is a reasonable relationship between the need for the fire facilities and the type of development project on which the fee is imposed (“**impact relationship**”).
5. Determine how there is a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed (“**proportional relationship**”).

Additionally, the Act specifies that the fee shall not include costs attributable to existing deficiencies in public facilities, but may include the costs attributable to the increased demand for public facilities reasonably related to the development project in order to refurbish existing facilities to maintain the existing level of service or achieve an adopted level of service that is consistent with the general plan.

To determine the District’s fire impact fee consistent with these **substantive requirements**, this Nexus Study utilizes a system-wide facilities standard methodology. Under this widely-used method, the District’s ratio of existing and planned fire protection facilities, apparatus and equipment to a buildout functional population establishes a facilities standard for determining new development’s fair share of the cost to improve and expand the District’s fire system. These costs are then applied to five land use categories in proportion to the need they create for fire protection and emergency response services to establish a cost / fee per square foot.

The Nexus Study also identifies the fair share cost of planned fire facilities needed to serve existing development at the same facilities standard applied to new development. The identification and use of a facilities standard ensures that new development will only fund the share of planned facilities needed to accommodate growth. Thus, consistent with the Act, this Nexus Study demonstrates that there is a reasonable relationship between new development, the amount of the fee, and facilities, apparatus and equipment funded by the fee.

The Nexus Study also details the **procedural requirements** for approval of the Nexus Study and proposed fire impact fee program (“fee program”) by the District Board of Directors and adoption by the Town Council and County Board of Supervisors on behalf of the District. Also, the Act contains specific requirements for the **annual administration** of the fee program. These statutory requirements and other important information regarding the imposition and collection of the fee are provided in the last sections of the Nexus Study.

## SUMMARY OF GENERAL FINDINGS

The following general findings from the Nexus Study are presented:

1. The Town of Truckee, the County of Nevada and the County of Placer, on behalf of the District, currently imposes the following fire impact fees:

**FIGURE 1 – CURRENT FIRE IMPACT FEE SCHEDULE**

Land Use Categories	Current Fire Impact Fee
	<b>Per Living Area Sq. Ft.</b>
<b>Residential Development</b>	
Single Family Housing	\$0.74
Multi-Family Housing	\$0.97
	<b>Per Building Sq. Ft.</b>
<b>Nonresidential Development</b>	
Retail / Commercial	\$0.72
Office	\$1.04
Industrial	\$0.50

Source: Truckee Fire Protection District

2. The fee is necessary to ensure that the District can adequately improve and expand its fire protection facilities, apparatus and equipment to accommodate the population and employee growth and new structural area created by new development.
3. Consistent with nexus requirement of the Act, this Nexus Study demonstrates that there is a reasonable relationship between new development, the amount of the proposed fee, and facilities, apparatus and equipment funded by the fee.
4. The proposed fee is consistent with the policies of the General Plans of the Town and Counties.

**SUMMARY OF GENERAL RECOMMENDATIONS**

Based on the findings presented in the Nexus Study, the following general recommendations are presented:

1. The District should establish a new development impact fee to fund the costs of providing fire facilities, apparatus and equipment needed to accommodate new development.
2. The District, Town and Counties may adopt the following proposed fees at or below the levels calculated determined by this Nexus Study.

**FIGURE 2 – PROPOSED FIRE IMPACT FEE SCHEDULE**

Land Use	Proposed Fire Impact Fee
	<b>Per Living Area Sq. Ft.</b>
<b>Residential Development</b>	
Single Family Housing	\$0.76
Multi-Family Housing	\$1.14
	<b>Per Building Sq. Ft.</b>
<b>Nonresidential Development</b>	
Retail / Commercial	\$0.78
Office	\$1.12
Industrial	\$0.56

Notes:

<sup>1</sup> The fire impact fee is rounded to the nearest whole cent.

3. Since only Cities and Counties have land use authority to impose development impact fees as a condition of project approval, the District’s proposed fee must be adopted by the Town and Counties on behalf of the District.
4. The District’s approved fee should be adopted and implemented in accordance with the applicable provisions of the Act.
5. The District, Town and Counties should comply with the annual reporting requirements under Government Code § 66006(b).
6. Following the fifth fiscal year after the first deposit of fee revenue and every five years thereafter, the District should comply with the reporting requirements under Government Code § 66001(d).

7. The fire impact fees should be adjusted for inflation each year by an amount equal to the percentage change in the 20-Cities Engineering News Record Construction Cost Index in the preceding twelve months.

## DETERMINATION OF FUNCTIONAL POPULATION

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The District serves both residences and businesses throughout their service area. As such, the demand for the District's fire protection services and associated fire protection facilities, apparatus and equipment is measured by its functional population and the structures it protects. This section will first determine the demand factors for residential and nonresidential development within the District, which in turn will be used to determine existing and future development's total fire facilities demand expressed as a cost per capita.

### DEMAND FACTORS

The District is characterized by a high percentage of vacation or "second" homes. According to the Town of Truckee General Plan and recent California Department of Finance estimates, approximately 51.3% of existing dwelling units in the Town maintain seasonal occupancy. For planning purposes, this Nexus Study assumes that the current percentage of seasonal occupancy housing will continue through buildout of the District.

Part-time residents from vacation or "second" homes are generally considered to not have the same demand for or impact upon fire services as permanent residents. In general, permanent residents will reside within the District year-round. Conversely, fire service calls will be generally limited from part-time residents and renters of vacation homes due to their limited time in the District.

For purposes of the Nexus Study, a demand per dwelling unit factor of 0.127 is utilized to represent the demand of a one part-time resident or vacation home renter will have on the District's fire system in relation to a permanent, full-time resident. This is based on an analysis of visitor impact on the North Tahoe Area by Dean Runyan Associates in August 2009 indicating that rented condos and homes and private vacation homes will generate this composite occupancy rate.

Since the fee is charged on new residential development, this Nexus Study utilizes a facility demand per new dwelling unit of 0.551, which represents the average demand generated by one unit of residential development. The calculation of the demand per dwelling unit may be found in Figure 3 on the following page.

FIGURE 3 – DEMAND PER DWELLING UNIT

Housing Occupancy Type	Percentage of Total <sup>1</sup>	Equivalent Demand Factor <sup>2</sup>	Functional Demand per Dwelling Unit <sup>3</sup>
calc	a	b	$c = a * b$
Year-Round Housing	48.7%	1.000	0.487
Seasonal / Vacation Housing	51.3%	0.126	0.064
<b>Total Housing</b>	<b>100.0%</b>		<b>0.551</b>

## Notes:

<sup>1</sup> The estimated ratio of year-round and seasonal housing occupancy for existing housing and future housing growth in the District.

<sup>2</sup> See Appendix A, Figure 17 and Figure 18.

<sup>3</sup> Represents the average fire facilities demand from a new housing unit in the District.

To calculate the demand for a nonresidential unit, expressed as per 1,000 square feet of nonresidential area, an employee is weighted at 0.24 of a permanent, full-time resident to reflect the lower per capita need for fire protection and emergency response services associated with businesses. Nonresidential buildings are typically occupied less intensively (fewer hours per day) than dwelling units, so it is reasonable to assume that average per-employee usage of fire services is less than average permanent resident usage. The 0.24 facility demand factor for employees is derived from the typical number of work hours per week divided by the total hours in a week (40 work hours / 168 total hours in a week = 0.24). This factor is unchanged from the District's 2011 Nexus Study.

## FUNCTIONAL POPULATION

For the purposes of estimating the existing and future demand for District facilities, the Nexus Study will use functional population as the method for determining the permanent, full-time equivalent residents in the District.

### RESIDENTIAL FUNCTIONAL POPULATION

As shown in Figure 4 on the following page, the District currently protects approximately 15,808 dwelling units. At buildout of the District, it is estimated that the District will need to expand their fire system in order protect approximately 22,581 dwelling units. In order to determine functional residential population, existing and buildout dwelling units are multiplied by average household size and the resident demand factor.

The Town's 2025 General Plan estimates 19,901 dwelling units and a population of 28,263 at residential buildout of the Town based General Plan land use designations and densities. However, in updating the Town's Traffic Impact Fee Program, the Town revised the estimated number of dwelling units at buildout to 19,298 based on approved projects that resulted with lesser zoning densities than allowed. For purposes of this Nexus Study, the revised estimate of the Town's dwelling units at buildout is used. Also, it is assumed that residential development with the unincorporated Nevada County portion of the District will grow by the same percentage as the Town. For the unincorporated Placer County portion of the District, it is estimated that 400 dwelling units are remaining to be developed.

Estimated current dwelling units within the District is based on demographic data from the California Department of Finance as of January 2016 and the Assessor's Offices of Nevada County and Placer County as of February 2016. (Additional demographic information for the District is provided in Appendix A.)

**FIGURE 4 – FUNCTIONAL RESIDENTIAL POPULATION**

	Dwelling Units <sup>1</sup>	Average Household Size <sup>2</sup>	Demand Factor <sup>3</sup>	Functional Population
calc	a	b	c	d = a * b * c
Existing	15,808	2.61	0.551	22,734
Buildout	22,581	2.61	0.551	32,474
Growth	6,773	2.610	0.551	9,740

Notes:

<sup>1</sup> Dwelling units are based data from the California Department of Finance as of January 2016 and County Assessor's Offices as of February 2016.

<sup>2</sup> See Appendix A.

<sup>3</sup> See Figure 3.

<sup>4</sup> Represents full-time equivalent people in District defined by full-time and part-time residents and vacation home renters.

#### NONRESIDENTIAL FUNCTIONAL POPULATION

On the next page, Figure 5 calculates the District's existing and future nonresidential functional population at buildout. Employees working in the District are estimated by applying a job-to-housing ratio of 0.405 to the number of dwelling units currently served by the District and estimated to be served by the District at buildout. To determine the permanent, full-time resident equivalent, ("functional nonresidential population"), existing and buildout employees are multiplied by the nonresidential demand factor of 0.24.

FIGURE 5 – NONRESIDENTIAL FUNCTIONAL POPULATION

	Dwelling Units <sup>1</sup>	Job-to- Housing Ratio <sup>2</sup>	Employees	Demand Factor <sup>3</sup>	Functional Employees
Calc	a	b	c = a * b	d	e = c * d
Existing	15,808	0.405	6,402	0.24	1,537
Buildout	22,581	0.405	9,145	0.24	2,195
Growth	6,773	0.405	2,743	0.24	658

Notes:

<sup>1</sup> See Figure 4.<sup>2</sup> Based upon a study for the Town's 2025 General Plan indicating 6,200 total jobs and 15,322 housing units in 2005. This ratio is assumed thru buildout of the District.<sup>3</sup> Typical number of work hours per week divided by the total hours in a week (40 work hours / 168 total hours in a week = 0.24).

The District's existing functional population of 24,270 represents the level of existing development served by the District's existing facilities. The District's buildout functional population of 34,669 represents the level of development at buildout served by the District's future facilities.

FIGURE 6 – EXISTING AND BUILDOUT FUNCTIONAL POPULATION

	Functional Residential Population <sup>1</sup>	Functional Nonresidential Population <sup>2</sup>	Total Functional Population
calc	a	b	c = a + b
Existing	22,734	1,537	24,270
Buildout	32,474	2,195	34,669
Growth	9,740	658	10,398

Notes:

<sup>1</sup> See Figure 4.<sup>2</sup> See Figure 5.

## DETERMINATION OF FIRE SYSTEM FACILITIES

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### EXISTING FIRE SYSTEM FACILITIES

The next step in determining the District's existing fire facilities standard is to calculate the replacement value of the District's fire facilities system. Figure 7 below presents a summary of replacement value (in 2016 dollars) for the District's existing facilities (land and stations), apparatus (engines, ambulances and other vehicles) and equipment. The District is currently served by eight fire stations located throughout the District. Additionally, the District owns the site for their next station (Station 90) to be constructed when enough fees have been collected.

Six of the District's stations are owned by the District and have an associated land and building value. Estimated land value was based on the actual acquisition cost per acre for the Station 90 site. Building value is based on the actual construction cost for the North Tahoe Fire Protection District's Station 51 and adjusted 17.0% for cost inflation. However, the District leases Station 97 and Station 98 from other agencies; therefore are not assigned land or building value. The replacement value of the District's inventory is based on unit cost assumptions provided by the District. Estimated values of older apparatus have been discounted from the replacement value of the new apparatus to reflect their age. (The detailed inventory and estimated replacement value for each is provided in Appendix A.)

As shown below, the estimated value of the District's existing fire facilities, apparatus and equipment is approximately \$30.5 million in current dollars.

**FIGURE 7 – REPLACEMENT VALUE OF EXISTING FIRE SYSTEM FACILITIES**

Fee Components	Total Replacement Value (2016 \$s)
Land	\$2,890,000
Stations / Other Buildings	\$17,999,210
Apparatus / Vehicles	\$4,820,500
Equipment	\$4,782,524
<b>Total Fire System Facilities</b>	<b>\$30,492,234</b>

Source: Truckee Fire Protection District; SCI Consulting Group

## PLANNED FIRE SYSTEM FACILITIES

Figure 8 below presents the District's planned buildout fire facilities, equipment and apparatus. The planned facility improvements include the construction of Station 90 estimated to be approximately \$9.1 million, in 2016 dollars, plus the expansion of four other stations. The construction cost estimate for Station 90 is based the construction cost for Station 51 for the North Tahoe Fire Protection estimated to be \$505 per square feet in 2016 dollars.

The estimated cost of the District's planned fire protection facilities, apparatus and equipment is approximately \$17.9 million. The District's fire impact fee fund balance, as of June 7, 2016, is nearly \$2.7 million. Therefore, the remaining cost of these planned facilities is approximately \$15.2 million in current dollars.

**FIGURE 8 – PLANNED FACILITIES, APPARATUS AND EQUIPMENT**

Station	Item	Replacement Costs (2016 \$)	Total Cost (2016 \$)
Station 90	New Fire Station (18,000 sq. ft.)		\$9,090,000
Station 92	Station Expansion and New Shop		\$1,755,000
	New Training Tower and Platform		\$140,000
Station 94	Addition of 3rd Apparatus Bay		\$878,000
Station 96	Additional Bedrooms and Apparatus Bay		\$1,170,000
Station 97	Apparatus Bay Expansion		\$585,000
<b>Apparatus, Vehicles and Equipment</b>			
	New Type 1 Engine and Equipment		\$663,700
	New Ambulance and Equipment		\$268,600
	New Ladder Truck 100' and Equipment		\$1,201,300
	New Rescue Boat and Equipment		\$155,000
	New Light Rescue and Equipment		\$315,000
	Type 1 Engine Replacement	\$133,750	\$535,000
	Type 1 Engine Replacement	\$133,750	\$535,000
	Ambulance Replacement (M-95)	\$95,000	\$200,000
	Ambulance Replacement (M-292)	\$142,500	\$200,000
	Ambulance Replacement (M-295)	\$150,000	\$200,000
<b>Cost of Planned Facilities, Apparatus and Equipment</b>		\$655,000	\$17,891,600
<b>Less: Existing Fee Fund Balance as of June 7, 2016</b>			\$2,671,188
<b>Total Cost of Planned Facilities, Apparatus and Equipment</b>			<b>\$15,220,412</b>

Source: Truckee Fire Protection District 2015-16 Capital Improvement Plan

## DETERMINATION OF THE FIRE IMPACT FEE

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The Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the cost of facilities, apparatus and equipment attributable to the development on which the fee is imposed. In this section, the District's fire facilities standard is determined and then applied to five land uses categories in proportion to the demand they create as measured by their functional population per unit.

### FIRE FACILITIES STANDARD

The District's ratio of existing and planned fire facilities, apparatus and equipment to the functional population at buildout establishes the standard for determining new development's fair share of the cost to improve and expand the District's fire facilities as growth occurs. Total fire system facilities includes the replacement value of the existing fire system, the cost of planned facility expansions, and new and replacement apparatus and new equipment. To avoid double counting, the replacement value the two engines, three ambulances (\$655,000) are subtracted from the total cost of planned facilities. As shown below, the standard is represented by the fire system facilities cost of \$1,376.72 per capita.

FIGURE 9 – FIRE FACILITIES COST PER CAPITA

	Calc	
Existing Fire System Facilities <sup>1</sup>	a	\$30,492,234
Planned Fire System Facilities <sup>2</sup>	b	\$17,891,600
Less: Fire Apparatus to be Replaced <sup>3</sup>	c	\$655,000
<b>Total Fire System Facilities</b>	<b>d = a + b - c</b>	<b>\$47,728,834</b>
Buildout Functional Population <sup>4</sup>	e	34,669
<b>Fire System Facilities Cost Per Capita</b>	<b>f = d / e (rounded)</b>	<b>\$1,376.72</b>

Notes:

<sup>1</sup> See Figure 7 and Appendix B.

<sup>2</sup> See Figure 8.

<sup>3</sup> See Figure 7.

<sup>4</sup> See Figure 6.

## FUNCTIONAL POPULATION PER UNIT

In order to derive a cost per unit, the functional population per unit factor is calculated in Figure 10 below. The average dwelling unit occupancy is based on census data from the 2010 U.S. Census for the District's service area. The nonresidential density figures, unchanged from the District's 2011 Nexus Study, are from the 2001 "Employment Density Study" prepared by The Natelson Company, Inc. for the Southern California Association of Governments and expressed in terms of the number of employees per 1,000 square feet of building area.

FIGURE 10 – FUNCTIONAL POPULATION PER UNIT

Land Use Category	Persons per Unit <sup>1</sup>	Demand Factor <sup>2</sup>	Functional Population per Unit
calc	a	b	c = a * b
Single Family Housing	2.67	0.551	1.47
Multi-Family Housing	2.21	0.551	1.22
Residential Units	2.61	0.551	1.44
Retail / Commercial	2.33	0.240	0.56
Office	3.33	0.240	0.80
Industrial	1.67	0.240	0.40

Notes:

<sup>1</sup> See Appendix A. Residential persons per dwelling unit is based on census data from the 2010 U.S. Census for the District's service area. All nonresidential density figures from 2001 "Employment Density Study" prepared by The Natelson Company, Inc. for the Southern California Association of Governments expressed in terms of the number of employees per 1,000 square feet of building area.

<sup>2</sup> See Figure 3 for residential demand factor. Nonresidential demand factor is derived from the typical number of work hours per week divided by the total hours in a week (40 work hours / 168 total hours in a week = 0.24).

**RESIDENTIAL FIRE IMPACT FEES**

Since residential land uses have varying dwelling unit occupancies and sizes, the residential fire impact fees are expressed on a per square footage basis for the following two residential land use categories.

- **"Single-family housing"** means detached or attached one-family dwelling units including mobile homes; and
- **"Multi-family housing"** means buildings or structures designed for two or more families for living or sleeping purposes and having kitchen and bath facilities for each family, including condominiums and cluster developments.

The fee shall be charged on the square footage within the perimeter of a residential structure and enclosed garages. Carport, walkway, overhangs, patios, enclosed patios, detached storage structures, or similar areas are excluded.

Figure 11 below presents the calculation of the proposed residential fire impact fees. As shown, the residential fees are determined by multiplying the facilities standard by their respective functional population per unit plus an additional 2% for administration of the fire impact fee program. The fee program administrative cost component is designed to offset the cost of District collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates and other costs reasonably related to compliance with the Act.

**FIGURE 11 – PROPOSED RESIDENTIAL FIRE IMPACT FEES**

Residential Land Use Categories	Facility Standard <sup>1</sup>	Functional Population per Unit <sup>2</sup>	Cost per Unit	Admin. Expense (2%)	Average Size per Sq. Ft. <sup>3</sup>	Proposed Residential Fees <sup>4</sup>
	Calc	b	c = a * b	d = c * 0.02	e	f = (c + d) / e
		----- per dwelling unit -----				----- per sq. ft. -----
Single Family Housing	\$1,376.72	1.47	\$2,025.39	\$40.51	2,715	<b>\$0.76</b>
Multi-Family Housing	\$1,376.72	1.22	\$1,676.45	\$33.53	1,490	<b>\$1.14</b>

Notes:

<sup>1</sup> See Figure 9.

<sup>2</sup> See Figure 10.

<sup>3</sup> Based on figures from the County Assessor's Offices as of February 2016. Average size includes living area and enclosed garages.

<sup>4</sup> Proposed residential fire impact fees are rounded down to the nearest cent.

## NONRESIDENTIAL FIRE IMPACT FEES

As stated earlier, the Mitigation Fee Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the type of development on which the fee is imposed. Since different nonresidential land uses have varying employment densities, the nonresidential fire impact fee is expressed per square foot of building area based on their respective demand factor for three nonresidential land use categories. The three nonresidential land use categories are as follows:

- **"Retail / Commercial"** means all retail, commercial, educational and hotel/motel development; and
- **"Office"** means all general, professional and medical office development; and
- **"Industrial"** all means manufacturing development.

The nonresidential fee shall be charged on "covered and enclosed space" within the perimeter of a nonresidential structure. Any storage areas incidental to the principal use of the development, garage, parking structure, unenclosed walkway, or utility or disposal area are excluded.

Figure 12 below presents the calculation of the nonresidential fire impact fees. As shown, the fees for the three nonresidential land uses are determined by multiplying the fire facilities standard by their respective functional population per unit plus an additional 2% for administration of the fire impact fee program.

FIGURE 12 – PROPOSED NONRESIDENTIAL FIRE IMPACT FEES

Nonresidential Land Use Categories	Facility Standard <sup>1</sup>	Functional Population per Unit <sup>2</sup>	Cost per Unit	Admin. Expense (2%)	Total Cost per Unit	Proposed Nonres. Fees <sup>3</sup>
Calc	a	b	c = a * b	d = c * 0.02	e = c + d	f = e / 1,000
	----- per 1,000 sq. ft. of building area -----					----- per sq. ft. -----
Retail / Commercial	\$1,376.72	0.56	\$769.86	\$15.40	\$785	<b>\$0.78</b>
Office	\$1,376.72	0.80	\$1,100.27	\$22.01	\$1,122	<b>\$1.12</b>
Industrial	\$1,376.72	0.40	\$551.79	\$11.04	\$563	<b>\$0.56</b>

Notes:

<sup>1</sup> See Figure 9.

<sup>2</sup> See Figure 10.

<sup>3</sup> Proposed nonresidential fire impact fees are rounded down to the nearest cent.

## PROJECTED FEE REVENUE

Figure 13 projects fee revenue through buildout of the District. Total fee revenue (in 2016 dollars) is then estimated by multiplying the fire facilities demand standard by functional population growth for the period.

FIGURE 13 – PROJECTED FIRE IMPACT FEE REVENUE

Land Use Category	Existing Functional Population <sup>1</sup>	Functional Population Growth <sup>1</sup>	Facility Standard <sup>2</sup>	Projected Fee Revenue (2016\$)
Calc	a	b	c	d = b * c
Residential	22,734	9,740	\$1,376.72	\$13,409,318
Nonresidential	1,537	658	\$1,376.72	\$906,319
<b>Total</b>	<b>24,270</b>	<b>10,398</b>	<b>\$1,376.72</b>	<b>\$14,315,637</b>

Notes:

<sup>1</sup> See Figure 6.

<sup>2</sup> See Figure 9.

The District should develop a funding plan to fully fund the planned facilities. Along with impact fee revenues, other sources of funds will be needed to construct the facilities and purchase the apparatus and equipment identified in Figure 8 and any other projects not identified. Other potential sources of funds include, but are not limited to, state and federal grants, the District's general fund, and existing or new tax and assessment proceeds, if allowable.

FIGURE 14 – REVENUE NEEDED FROM OTHER SOURCES OF FUNDS

Total Cost of Planned Facilities <sup>1</sup>	Calc a	\$17,891,600
Current Balance of Fire Impact Fee Fund <sup>1</sup>	b	\$2,671,188
<b>Remaining Cost of Planned Facilities <sup>1</sup></b>	<b>c = a - b</b>	<b>\$15,220,412</b>
<b>Total Projected Fee Revenue <sup>2</sup></b>	<b>d</b>	<b>\$14,315,637</b>
<b>Revenue Needed from Other Funding Sources</b>	<b>e = c - d</b>	<b>\$904,775</b>

Sources: Truckee Fire Protection District; SCI Consulting Group

Notes:

<sup>1</sup> See Figure 7.

<sup>2</sup> See Figure 8.

## NEXUS FINDINGS

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This section frames the Nexus Study findings in terms of the legislated requirements to demonstrate the legal justification of the fire impact fees. The justification of the fire impact fees on new development must provide information as set forth in Government Code § 66000. These requirements are discussed below.

### **PURPOSE OF FEE**

*This Nexus Study must identify the purpose of the fee.*

The purpose of the fire impact fee is to fund the cost of fire protection and emergency response facilities, apparatus, and equipment attributable to new residential and nonresidential development in the District. The fire impact fees will ensure that new development will not burden existing development with the cost of facilities required to accommodate growth as it occurs within the District.

### **USE OF FEE REVENUE**

*This Nexus Study must identify the use to which the fee is to be put.*

Fee revenue will be used to fund the cost of improved and expanded facilities, apparatus and equipment to serve new development, such as those identified in Figure 8. Specifically, fire system facilities costs shall include, but shall not be limited to, land acquisition, fire station and other building construction including associated planning, design, engineering, environmental, and construction management cost, and apparatus, vehicle and equipment purchases necessary for fire and emergency response service. Additionally, fee revenue will be used to cover fee program administration costs such as collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates and other costs reasonably related to compliance with the Act.

Fee revenue may not be used to fund operational, maintenance or repair costs.

### **BENEFIT RELATIONSHIP**

This Nexus Study must determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.

The fee will be collected as development occurs. To maintain its existing level of fire protection and emergency response services, fee revenue will be used to expand the

District's facilities, apparatus and equipment to meet the additional demand generated by the new residents and employees and new structural area created by new development projects.

Fee revenue will be deposited in to a separate fire impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds of the District. The fee revenue will be restricted to used described in the "Use of Fee Revenues" finding. These actions ensure development project paying the fees will benefit from their use.

#### **IMPACT RELATIONSHIP**

*This Nexus Study must determine how there is a reasonable relationship between the need for fire protection facilities, apparatus and equipment and the type of development project on which the fee is imposed.*

New residential and nonresidential development projects in the District will grow the persons (permanent full-time residents, part-time residents, vacation home renters and employees) and the structural area (residential area and nonresidential building area) in persons live or work. The growth in persons and structural area will create additional need for the District's fire protection and prevention, emergency response and ambulance service and a corresponding need for expanded facilities, apparatus and equipment. The fee will be imposed on different types of development projects in proportion to the additional functional population generated and structural area created by the project.

#### **PROPORTIONALITY RELATIONSHIP**

*This Nexus Study must determine how there is a reasonable relationship between the amount of the fee and the cost of the fire protection facilities, apparatus and equipment attributable to the development on which the fee is imposed.*

The cost of fire protection facilities, apparatus and equipment attributable to a development project is based upon the level of development served by the District's fire protection and emergency response facilities at buildout. The use of a facilities standard methodology to determine the fire impact fee achieves proportionality between existing development and new development. Moreover, these equivalent costs are applied to five land use categories in proportion to the need they create for improved and expanded facilities.

The use of a functional population per unit to determine the fire impact fee schedule achieves proportionality across the types of development on which the fee is imposed. Larger development projects will generate a higher number of persons and structural area

to protect and, as a result, will pay a higher fee than smaller development projects. Thus, the application of the fire impact fee schedule to a specific project ensures a reasonable relationship between the fee and the cost of the facilities, equipment and apparatus attributable to that project.

## FEE PROGRAM ADOPTION REQUIREMENTS

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The following are the general requirements for approval of the Nexus Study and proposed fire impact fee program (“fee program”) by the District Board of Directors and adoption by the Town Council and County Board of Supervisors on behalf of the District. The specific statutory requirements for the adoption of the fee program may be found in the Mitigation Fee Act (California Govt. Code § 66000 et seq.). SCI recommends that the notice and hearing requirements be duplicated by the District and the Town and Counties.

### TRUCKEE FIRE PROTECTION DISTRICT

1. The District Board of Directors shall conduct at least “one open and public meeting” as part of a regularly scheduled meeting on the proposed fee program.
2. At least 14 days before the meeting, the District shall mail out a notice of the meeting to any interested party who filed a written request for notice of the adoption of new or increased fees.
3. At least 10 days before the meeting, the District shall make available to the public the Nexus Study for review.
4. At least 10 days before the public hearing, a notice of the time and place of the meeting, shall be published twice in a newspaper of general circulation with at least five days intervening between the dates of first and last publication not counting such publication dates.
5. After the public hearing, adopt a resolution approving the Nexus Study and proposed fee program with a recommendation that the Town Council, the Board of Supervisors of both Counties adopt the proposed fee program on behalf of the District.

### TOWN OF TRUCKEE, COUNTY OF NEVADA AND COUNTY OF PLACER

1. The Town Council and Board of Supervisors shall conduct at least “one open and public meeting” as part of a regularly scheduled meeting on the requested fee program.
2. At least 14 days before the meeting, the Town and Counties shall mail out a notice of the meeting to any interested party who filed a written request for notice of the adoption of new or increased fees.
3. At least 10 days before the meeting, the Town and Counties shall make available to the public the Nexus Study for review.

4. At least 10 days before the public hearing, a notice of the time and place of the meeting, shall be published twice in a newspaper of general circulation with at least five days intervening between the dates of first and last publication not counting such publication dates.
5. After the public hearing, adopt an ordinance establishing the proposed fee program on behalf of the District.
6. The fee shall become effective 60 days after adoption of the ordinance or longer as specified by the ordinance.

## FEE PROGRAM ADMINISTRATION REQUIREMENTS

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This section contains general requirements for the administration of the fee program. The specific statutory requirements for the administration of the fee program may be found in the Mitigation Fee Act (California Govt. Code § 66000 et seq.).

### ACCOUNTING REQUIREMENTS

Proceeds from the fire impact fee should be deposited into a separate fund or account so that there will be no commingling of fees with other revenue. The fire impact fees should be expended solely for the purpose for which they were collected. Any interest earned by such account should be deposited in that account and expended solely for the purpose for which originally collected.

### REPORTING REQUIREMENTS

The following information, entitled "Annual Report", must be made available to the public within 180 days after the last day of each fiscal year:

- a brief description of the type of fee in the account;
- the amount of the fee;
- the beginning and ending balance of the account;
- the fees collected that year and the interest earned;
- an identification of each public improvement for which the fees were expended and the amount of the expenditures for each improvement;
- an identification of an approximate date by which development of the improvement will commence if the local agency determines that sufficient funds have been collected to complete financing of an incomplete public improvement;
- a description of each inter-fund transfer or loan made from the account or fund, including the public improvement on which the transferred or loaned fees will be expended, the date on which any loan will be repaid, and the rate of interest to be returned to the account; and
- the amount of money refunded under section Govt. Code § 66001.

The District shall review the information made available to the public pursuant to paragraph (1) at the next regularly scheduled public meeting not less than 15 days after this information is made available to the public, as required by this subdivision. Notice of the time and place of the meeting, including the address where this information may be

reviewed, shall be mailed, at least 15 days prior to the meeting, to any interested party who files a written request with the District, Town or County for mailed notice of the meeting. Any written request for mailed notices shall be valid for one year from the date on which it is filed unless a renewal request is filed. Renewal requests for mailed notices shall be filed on or before April 1 of each year. The legislative body may establish a reasonable annual charge for sending notices based on the estimated cost of providing the service.

For the fifth fiscal year following the first receipt of any fire impact fee proceeds, and every five years thereafter, the District must comply with Government Code Section 66001(d)(1) by affirmatively demonstrating that the District still needs unexpended fire impact fees to achieve the purpose for which it was originally imposed and that the District has a plan on how to use the unexpended balance to achieve that purpose. Specifically, the District shall make all of the following findings, entitled Five-Year Report, with respect to that portion of the account or fund remaining unexpended, whether committed or uncommitted:

- Identify the purpose to which the fee is to be put;
- Demonstrate a reasonable relationship between the fee and the purpose for which it is charged;
- Identify all sources and amounts of funding anticipated to complete financing in incomplete improvements; and
- Designate the approximate dates on which the funding is expected to be deposited into the appropriate account or fund.

#### **ANNUAL INFLATIONARY ADJUSTMENT**

The fee will need to be automatically adjusted annually commensurate with changes in the cost of facilities, apparatus and equipment. Therefore, the fire impact fee should be adjusted on October 1 of each fiscal year by the percentage change the 20-Cities Construction Cost Index published by the Engineering News Record, or its successor publication for the preceding twelve months from April to March. It is recommended that approval of the District's proposed increase would occur at the District Board's May meeting. The proposed inflationary adjustments to the fees would come before the Town Council and Board of Supervisors for each County for adoption no later than July for the inflationary adjusted fees to become effective on October 1 of each fiscal year.

**FEE CREDITS**

In order to comply with the Act and recent court cases, a fee credit must be given for demolished existing square footage as part of a new development project. Additionally, subject to certain restrictions, if a developer dedicates land, constructs facilities, provide apparatus or equipment for the District, the fee imposed on that development project may be adjusted to reflect a credit for the cost of the dedicated land, facilities constructed and apparatus and equipment provided.

**FEE EXEMPTIONS**

The District must provide an exemption to the fee for 1) any development entitled by State or Federal statute to an exemption from development impact fees; and 2) any modernization or rehabilitation projects where no additional net square foot is being added to the existing structure.

## APPENDICES

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Appendix A – Demographic Information

Appendix B – Fire System Inventory and Replacement Cost Estimates

Appendix C – Comparison of Current and Proposed Fire Impact Fee

## APPENDIX A – DEMOGRAPHIC INFORMATION

FIGURE 15 – AVERAGE HOUSEHOLD SIZE

Land Use Categories	Occupied Dwelling Units		Average Household Size
	Calc	Total Number of Occupants	
	a	b	c = b / a
Single-Family Housing	5,315	14,201	2.67
Multi-Family Housing	852	1,882	2.21
<b>Total Residential</b>	<b>6,167</b>	<b>16,083</b>	<b>2.61</b>

Source: U.S. Census Bureau 2010 Census

FIGURE 16 – EXISTING AND BUILDOUT DWELLING UNITS BY SERVICE AREA

Service Area	Existing Dwelling Units		Dwelling Unit Growth
	calc	Total Number of Occupants	
	a	b	c = b - a
Town of Truckee	13,118	19,289	6,171
Unincorporated Nevada	429	631	202
Unincorporated Placer	2,261	2,661	400
<b>Total District</b>	<b>15,808</b>	<b>22,581</b>	<b>6,773</b>

Sources: Town of Truckee; California Department of Finance; Nevada County and Placer County Assessor's Offices; SCI Consulting Group

Notes:

<sup>1</sup> Dwelling units are based upon California Department of Finance E5 Report as of January 2016 and Nevada County and Placer County Assessor's data as of February 2016. Nonresidential building area is from the Town of Truckee Community Development Department 2015 Annual Report as of March 9, 2016.

FIGURE 17 – FACILITY DEMAND FACTOR

	Calc		Source
Total Dwelling Units	a	13,118	California Department of Finance
Seasonal / Vacation Housing	$b = a * 51.30\%$	6,730	
Vacation Rentals	c	925	Town of Truckee
Part-time Seasonal Housing	$d = b - c$	5,805	
Assumed Occupancy %			
Seasonal	e	47.5%	See Figure 18
Vacation Rentals	f	7.0%	Dean Runyan Associates
Percentage of Total			
Seasonal	$g = c / b$	13.7%	
Vacation Rentals	$h = d / b$	86.3%	
Facility Demand Factor	$l = e * g + f * h$	12.6%	

FIGURE 18 – ANNUAL AVERAGE OCCUPANCY RATE FOR VACATION RENTALS

Month	Vacation Rental Occupancy Rate
January	61.0%
February	61.0%
March	33.0%
April	33.0%
May	33.0%
June	63.0%
July	63.0%
August	63.0%
September	33.0%
October	33.0%
November	33.0%
December	61.0%
<b>Annual Average</b>	<b>47.5%</b>

Source: [https://www.gotahoenorth.com/wp-content/uploads/2015/09/EconomicBenefits\\_NLTTruckeeTransitVision.pdf](https://www.gotahoenorth.com/wp-content/uploads/2015/09/EconomicBenefits_NLTTruckeeTransitVision.pdf)

## APPENDIX B – FIRE SYSTEM INVENTORY AND REPLACEMENT COST ESTIMATES

FIGURE 19 – EXISTING LAND AND BUILDING INVENTORY

Fire Station <sup>1</sup>	Amount	Unit Cost	Replacement Cost (2016\$)
Calc	a	b	c = a * b
<b>Station 90</b>			
Land	1.00 acres	\$1,200,000 per acre	\$1,200,000
<b>Station 91</b>			
Land <sup>2</sup>	0.33 acres	\$0 per acre	\$0
Buildings	5,738 sq. ft.	\$505 sq. ft.	\$2,897,690
<b>Station 92</b>			
Land	0.68 acres	\$1,000,000 per acre	\$680,000
Buildings	12,960 sq. ft.	\$505 sq. ft.	\$6,544,800
<b>Station 93</b>			
Land	0.19 acres	\$1,000,000 per acre	\$190,000
Buildings	3,333 sq. ft.	\$505 sq. ft.	\$1,683,165
<b>Station 94</b>			
Land	0.22 acres	\$1,000,000 per acre	\$220,000
Buildings	3,302 sq. ft.	\$505 sq. ft.	\$1,667,510
<b>Station 95</b>			
Land	0.60 acres	\$1,000,000 per acre	\$600,000
Buildings	6,009 sq. ft.	\$505 sq. ft.	\$3,034,545
<b>Station 96</b>			
Land	0.00 acres	\$0 per acre	\$0
Buildings <sup>3</sup>	4,300 sq. ft.	\$505 sq. ft.	\$2,171,500
<b>Total Existing Facilities (Land and Buildings)</b>			<b>\$20,889,210</b>

Source: Truckee Fire Protection District; SCI Consulting Group

Notes:

<sup>1</sup> Station 97 is a leased building owned by the Donner Summit Public Utility District and Station 98 is a leased building owned by the Sierra Lakes Water District, therefore no building or land value is shown.

<sup>2</sup> Station is located on leased land from the railroad.

<sup>3</sup> Building area shown represents the District's approximate ownership share of Station 96.

FIGURE 20 – EXISTING APPARATUS AND EQUIPMENT INVENTORY

Type / Make	Purchase Year	Unit ID #	Apparatus / Vehicles <sup>1</sup>	Equipment <sup>1</sup>	Replacement Value (2016\$)
<b>Type I Engines</b>					
Autocar Pumper	1984	E-94	\$133,750	\$128,700	\$262,450
Autocar Pumper	1986	E-98	\$133,750	\$128,700	\$262,450
Ferrara Pumper	1990	E-97	\$133,750	\$128,700	\$262,450
Spartan Pumper	1996	E-95	\$133,750	\$128,700	\$262,450
American LaFrance Pumper	1999	E-292	\$133,750	\$128,700	\$262,450
Spartan Pumper	2000	E-93	\$133,750	\$128,700	\$262,450
Spartan 4x4 Engine	2002	E-92	\$267,500	\$128,700	\$396,200
Rosenbauer ARFF	2015	E-96	\$535,000	\$128,700	\$663,700
<b>Type III Engines</b>					
International	1996	B-97	\$100,000	\$93,600	\$193,600
International	2002	B-95	\$200,000	\$93,600	\$293,600
International	2013	B-92	\$400,000	\$93,600	\$493,600
<b>Ambulances</b>					
Chevy 4x4	2004	M-95	\$95,000	\$68,600	\$163,600
Chevy 4x4	2006	M-292	\$142,500	\$68,600	\$211,100
Ford F450	2008	M-295	\$150,000	\$68,600	\$218,600
Ford F450	2009	M-97	\$150,000	\$68,600	\$218,600
Ford F450	2010	M-296	\$150,000	\$68,600	\$218,600
Ford F450	2014	M-96	\$200,000	\$68,600	\$268,600
Ford F450	2014	M-92	\$200,000	\$68,600	\$268,600
Ford F451	2015	M-297	\$200,000	\$68,600	\$268,600
<b>Other Vehicles</b>					
Chevrolet Pumper	1937	Old #1	\$100,000	\$20,000	\$120,000
International 4x4 Tender	1977	WT92	\$87,500	\$50,000	\$137,500
Airboat Rescue	1987	Boat 92	\$37,500	\$5,000	\$42,500
Spartan 4x4 Rescue	1988	R92	\$100,000	\$424,600	\$524,600
International Rescue	1990	R97	\$100,000	\$424,600	\$524,600
Spartan 75' Ladder Truck	1992	T92	\$250,000	\$101,300	\$351,300
Chevy 4x4	1995	Dive 92	\$25,000	\$5,000	\$30,000
Ford 4x4 1 Ton	1996	U-92	\$10,000	\$5,000	\$15,000
John Deere Loader 544H	1997	L-92	\$30,000	-	\$30,000
Chevy 4x4 Plow truck	1998	U-96	\$8,750	\$5,000	\$13,750
Cascade Trailer	1998	CT92	\$750	\$6,000	\$6,750
Ford F350	1999	U-292	\$12,500	\$5,000	\$17,500
Ford Expedition Command	2000	U-392	\$12,500	\$5,000	\$17,500
Haz Mat Truck	2000	HM1	\$0	\$5,000	\$5,000

FIGURE 21 – EXISTING APPARATUS AND EQUIPMENT INVENTORY - CONTINUED

Type / Make	Purchase Year	Unit ID #	Apparatus / Vehicles <sup>1</sup>	Equipment <sup>1</sup>	Replacement Value (2016\$)
<b>Other Vehicles</b>					
Chevy Tahoe Command	2002	C900	\$25,000	\$12,000	\$37,000
Chevy Tahoe Command	2002	U-592	\$25,000	\$5,000	\$30,000
Boom Trailer	2004	Boom	\$5,000	-	\$5,000
MCI Cargo Trailer	2004	MCI	\$3,000	\$5,000	\$8,000
MCI Cargo Trailer	2004	MCI	\$3,000	\$5,000	\$8,000
Haz Mat Trailer	2004	HMT	\$5,000	\$5,000	\$10,000
Chevy 4x4 Hybrid	2005	Mech 9	\$25,000	\$12,000	\$37,000
Ford Escape 4x4	2006	U-492	\$26,250	\$5,000	\$31,250
John Deere Loader	2006	L-97	\$103,500	-	\$103,500
Ford Expedition Command	2009	P908	\$33,750	\$5,000	\$38,750
Ford Interceptor	2012	B9	\$35,000	\$12,000	\$47,000
Dodge Ram 2500	2013	U-95	\$33,000	\$12,000	\$45,000
Dodge Ram 2500	2014	U-92	\$33,000	\$5,000	\$38,000
Ford Interceptor	2015	C901	\$35,000	\$50,000	\$85,000
Dodge Ram 2500	2016	A-18	\$33,000	\$14,000	\$47,000
Dodge Ram 2500	2016	A-17	\$30,000	\$7,000	\$37,000
<b>General Equipment</b>					
Firefighter Personnel Gear				\$515,000	\$515,000
Plymovent System				\$87,750	\$87,750
<b>Station Equipment</b>					
All Stations and Shop				\$1,105,074	\$1,105,074
<b>Total Apparatus and Equipment</b>			<b>\$4,820,500</b>	<b>\$4,782,524</b>	<b>\$9,603,024</b>

Source: Truckee Fire Protection District

Notes:

<sup>1</sup> Value based on estimated current replacement value. Adjustments have been made to discount apparatus and vehicles based on age (0 - 5 years at 100%, 6-10 years at 75%; 11 - 15 years at 50% and 16 years or more at 25%.)

## APPENDIX C – COMPARISON OF CURRENT AND PROPOSED FIRE IMPACT FEE

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FIGURE 22 – COMPARISON OF CURRENT AND PROPOSED FIRE IMPACT FEE

Land Use	Current	Proposed	% Change
<b>Residential Development</b>			
	<b>Per Sq. Ft. of Living Area</b>		
Single Family Housing	\$0.74	\$0.76	2.7%
Multi-Family Housing	\$0.97	\$1.14	17.5%
<b>Nonresidential Development</b>			
	<b>Per Sq. Ft. of Building Area</b>		
Retail / Commercial	\$0.72	\$0.78	8.3%
Office	\$1.04	\$1.12	7.7%
Industrial	\$0.50	\$0.56	12.0%

Example - Fee for Average Housing Unit

<b>Residential Development</b>			
	<b>Per Average Housing Unit</b>		
Single Family Housing	\$2,009	\$2,063	2.7%
Multi-Family Housing	\$1,445	\$1,699	17.5%

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