



# LITTLE LAKE FIRE PROTECTION DISTRICT

## FIRE IMPACT FEE NEXUS STUDY

MAY 2020  
FINAL REPORT

PREPARED FOR:

**BOARD OF DIRECTORS**

**LITTLE LAKE FIRE PROTECTION DISTRICT**

PREPARED BY:

**SCI Consulting Group**

4745 MANGELS BOULEVARD  
FAIRFIELD, CALIFORNIA 94534  
PHONE 707.430.4300  
FAX 707.430.4319  
[www.sci-cg.com](http://www.sci-cg.com)

(This page intentionally left blank)

## LITTLE LAKE FIRE PROTECTION DISTRICT

---

### BOARD OF DIRECTORS

Tom Herman, Chair  
Skip Lucier, Vice Chair  
Arnie Mello, Clerk  
Tony Madrigal, Director  
Nancy Stipe, Director

### FIRE CHIEF

Christopher Wilkes

### IMPACT FEE CONSULTANT

Blair Aas, Director of Planning Services  
SCI Consulting Group

## ACKNOWLEDGMENTS

---

This Fire Impact Fee Nexus Study was prepared by SCI Consulting Group ("SCI") under contract with the Little Lake Fire Protection District ("District"). The work was accomplished under the general direction of Christopher Wilkes, Fire Chief of the District.

We want to acknowledge special efforts made by the following individuals and organizations for this project:

Michelle Schnitzius, Little Lake Fire Protection District  
Mendocino County Auditor's Office  
Mendocino County Assessor's Office

## TABLE OF CONTENTS

---

<b>EXECUTIVE SUMMARY</b> .....	<b>1</b>
INTRODUCTION .....	1
SUMMARY OF KEY FINDINGS.....	4
SUMMARY OF GENERAL RECOMMENDATIONS.....	5
<b>DETERMINATION OF EXISTING DEVELOPMENT</b> .....	<b>6</b>
EXISTING SERVICE POPULATION AND STRUCTURAL AREA .....	6
FIRE FACILITIES DEMAND FACTOR .....	6
EXISTING FIRE FACILITIES DEMAND EDUS .....	9
<b>DETERMINATION OF EXISTING FIRE SYSTEM FACILITIES</b> .....	<b>10</b>
EXISTING FIRE SYSTEM FACILITIES .....	10
EXISTING FIRE FACILITIES STANDARD .....	11
<b>DETERMINATION OF THE FIRE IMPACT FEE</b> .....	<b>12</b>
RESIDENTIAL FIRE IMPACT FEE .....	12
NONRESIDENTIAL FIRE IMPACT FEES.....	14
PROJECTED FIRE IMPACT FEE REVENUE .....	15
USE OF FIRE IMPACT FEE REVENUE.....	16
<b>NEXUS FINDINGS</b> .....	<b>17</b>
<b>FEE PROGRAM ADOPTION REQUIREMENTS</b> .....	<b>19</b>
<b>FEE PROGRAM ADMINISTRATION REQUIREMENTS</b> .....	<b>21</b>
ACCOUNTING REQUIREMENTS .....	21
REPORTING REQUIREMENTS .....	21
TRANSPARENCY REQUIREMENTS .....	22
ANNUAL INFLATIONARY ADJUSTMENT .....	23
IMPROVEMENTS IN-LIEU OF FEES.....	23
FEE CREDITS .....	23
FEE EXEMPTIONS .....	23
<b>APPENDICES</b> .....	<b>24</b>
APPENDIX A – FIRE SYSTEM INVENTORY AND REPLACEMENT COST ESTIMATES .....	25
APPENDIX B – CAPITAL IMPROVEMENT PLAN .....	27

## LIST OF FIGURES

---

FIGURE 1 – MAXIMUM FIRE IMPACT FEE SCHEDULE .....	4
FIGURE 2 – FIRE FACILITIES DEMAND FACTOR .....	8
FIGURE 3 – EXISTING DEMAND EDUS.....	9
FIGURE 4 – REPLACEMENT VALUE OF EXISTING FIRE SYSTEM FACILITIES.....	10
FIGURE 5 – FIRE FACILITIES COST PER DEMAND EDU .....	11
FIGURE 6 – MAXIMUM RESIDENTIAL FIRE IMPACT FEES.....	13
FIGURE 7 – MAXIMUM NONRESIDENTIAL FIRE IMPACT FEES.....	15
FIGURE 8 – PROJECTED FIRE IMPACT FEE REVENUE .....	15
FIGURE 9 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE .....	17
FIGURE 10 – EXISTING LAND AND BUILDING INVENTORY.....	25
FIGURE 11 – EXISTING APPARATUS AND EQUIPMENT INVENTORY.....	26
FIGURE 12 – CAPITAL IMPROVEMENT PLAN .....	27

## EXECUTIVE SUMMARY

---

### 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 Little Lake Fire Protection District (“District”).

As an urban/rural fire protection agency, the District provides first-responder fire protection and emergency response services to the City of Willits (“City”) and the surrounding unincorporated Little Lake Valley (except for the Brooktrails community) in Mendocino County (“County”). Specifically, the District’s services include fire prevention and suppression, wildland fire protection, emergency medical services, rescue and extraction, hazardous material response, and fire prevention services.

The purpose of the proposed fee is to fund the one-time cost of expanding the District’s facilities, apparatus, and equipment in order to maintain its existing level of service. For purposes of this Nexus Study, the term “facilities” or “fire system facilities” refer to facilities (land, stations, and other buildings), apparatus (engines, ambulances, and other vehicles), and equipment (ancillary and station). The term “new development” refers to the persons (residents and employees working in the District’s service area) and the structural area (residential area and nonresidential building area) in which the persons live or work.

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 presents findings 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 modified system-wide existing facility standard methodology. Under this widely-used method, the District’s ratio of existing fire protection facilities, apparatus and equipment to existing development establishes the standard for determining new development’s fair share of the cost to expand the District’s fire system as growth occurs.

Existing development is determined based on the assumption that 50 percent of the need and demand for fire service (and associated facilities, apparatus, and equipment) is related to the persons (residents or employees), and the other 50 percent of the need is related to the structural area (i.e., living area or nonresidential building area) in which they live or work. The value of the District’s existing fire system is determined using the replacement value of the District’s existing inventory of fire protection facilities, apparatus, and equipment. These costs are then applied to nine 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 and emergency response services facilities needed to serve existing development at the same facilities standard applied to new development. The identification and use of a facilities standard ensure 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 City Council and the 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 KEY FINDINGS

The following key findings from the Nexus Study are presented:

1. A fire impact fee is necessary to ensure that the District can adequately expand its fire protection facilities, apparatus, and equipment to accommodate the population and employment growth and new structural area created by new development.
2. Currently, the County and the City do not impose fire impact fees on behalf of the District.
3. The District may approve, and the City and County may adopt on their behalf, the following fee at or below the levels determined by this Nexus Study.

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

Land Use Category	Maximum Fire Impact Fee
	Per Living Sq.
<b>Residential Development</b>	<b>Ft.</b>
Single-Family Housing	\$0.98
Multi-Family Housing	\$1.06
Mobile Home	\$0.94
Accessory Dwelling Unit	See Note 2
	Per Building
<b>Nonresidential Development</b>	<b>Sq. Ft.</b>
Retail / Commercial	\$0.99
Office	\$1.35
Industrial	\$1.06
Agriculture	\$0.60
Warehouse / Distribution	\$0.65

Notes:

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

<sup>2</sup> Pursuant to Govt. Code § 65852.2(f)(3)(A), the fire impact fee for an accessory dwelling unit shall imposed proportionately in relation to the square footage of the primary dwelling unit. Accessory dwelling units less than 750 square feet of living area are exempt.

4. Fee revenue may be used to fund 100% of the cost of new and expanded facilities, 100% of the cost of apparatus, vehicles, and equipment that expand the District's existing inventory, and up to 22.0 percent the replacement cost of apparatus, vehicle and equipment purchases.
5. Consistent with nexus requirements 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.

#### **SUMMARY OF GENERAL RECOMMENDATIONS**

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

1. 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 City and the County on behalf of the District.
2. The District's approved fee should be adopted and implemented in accordance with the applicable provisions of the Act.
3. The District should comply with the annual reporting requirements under Government Code § 66006(b).
4. 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).
5. The cost estimates presented in this Nexus Study are in January 2020 dollars. The fire impact fee should be adjusted automatically without further action by the District Board, the City Council, or the County Board on the first day of each fiscal year by the previous calendar percentage change in the Engineering News-Record Construction Cost Index (20-City Average).

## DETERMINATION OF EXISTING DEVELOPMENT

---

The District serves both residences and businesses throughout their service area. As such, the demand for the District's services and associated facilities, apparatus, and equipment is measured by its service population and the structural area it protects. This section will first determine the service population and structural area within the District's service area. This data will be used to establish an existing facilities demand factor for the various residential, and nonresidential land uses within the District, which in turn will be used to determine existing development's total facilities demand.

### EXISTING SERVICE POPULATION AND STRUCTURAL AREA

The District provides first-responder fire protection and emergency response services to the City of Willits ("City") and the and the surrounding unincorporated Little Lake Valley (with the exception of the Brooktrails community) in Mendocino County ("County"). Specifically, the District's services include fire prevention and suppression, wildland fire protection, emergency medical services, rescue and extraction, hazardous material response, and fire prevention services.

The District currently serves an estimated resident population of 9,194. The District's resident population estimate is based on figures from U.S. Census Bureau, 2017 ACS 5-Year Estimate, for the City of Willits and Little Lake Census County Division excluding the Brooktrails CDP area and assumes a 7.3 percent vacancy rate. The District also protects approximately 4,389 occupied and vacant housing units and approximately 1.8 million square feet of nonresidential building area. Estimated total housing units are from U.S. Census Bureau, 2017 ACS 5-Year Estimate, for Little Lake Census County Division excluding the Brooktrails CDP. Nonresidential is estimated assuming a jobs-to-housing ratio of 1.0 for the City of Willits and 0.5 for the unincorporated area and 552 sq. ft. of building area per employee.

### FIRE FACILITIES DEMAND FACTOR

To determine the relative demand for fire facilities for various land uses, this Nexus Study relies on equivalent dwelling unit ("EDU") factors to compare fire facilities demand across multiple residential and nonresidential land uses. For purposes of this Nexus Study, it is assumed that 50 percent of the demand for fire protection and emergency response services is related to the persons (residents or employees), and the other 50 percent of the need is to protect the structural area (living area or nonresidential building area) in which the persons live or work.

The equivalent dwelling unit (“EDU”) is also used to convert the nonresidential building area to a residential dwelling unit value. This approach allows for the cost of facilities, apparatus, vehicles, and equipment to be equitably apportioned among residential and nonresidential land uses.

Figure 2 on the following page shows the calculation of the fire facilities demand factor for nine land use categories. The residential land use categories are expressed per dwelling unit, and the nonresidential land use categories are expressed per square foot of building area. By this measure, for example, one single-family home creates the demand for the District’s facilities, apparatus, and equipment equal to 560 square feet of retail/commercial building area.

FIGURE 2 – FIRE FACILITIES DEMAND FACTOR

Land Use Category	Unit	Persons per Unit <sup>1</sup>	Persons EDU	Persons Demand Factor	Structural Area per Unit	Structural Area EDU	Structural Area	Fire Facilities
							Demand Factor	EDU Demand Factor
Calc	a	b = a / 2.61	c = b * 50%	d	e = d / 1,800	f = e * 50%	g = c + f	
Single-Family Housing	DU	2.61	1.00	0.50	1,800	1.00	0.50	<b>1.00</b>
Multi-Family Housing	DU	1.50	0.57	0.29	900	0.50	0.25	<b>0.54</b>
Mobile Homes	DU	1.62	0.62	0.31	1,200	0.67	0.33	<b>0.64</b>
Residential	DU	2.22	0.85	0.43	1,636	0.91	0.45	<b>0.88</b>
Retail / Commercial	KBSF	1.49	0.57	0.29	1,000	0.56	0.28	<b>0.56</b>
Office	KBSF	2.50	0.96	0.48	1,000	0.56	0.28	<b>0.76</b>
Industrial	KBSF	1.67	0.64	0.32	1,000	0.56	0.28	<b>0.60</b>
Agriculture	KBSF	0.33	0.13	0.06	1,000	0.56	0.28	<b>0.34</b>
Warehouse / Distribution	KBSF	0.50	0.19	0.10	1,000	0.56	0.28	<b>0.37</b>
Nonresidential	KBSF	1.81	0.69	0.35	1,000	0.56	0.28	<b>0.62</b>

Notes:

<sup>1</sup> Residents per unit is based on census data from the 2010 U.S. Census. All nonresidential density figures (except Agriculture) based on the 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. The density figure for Agriculture is from the 2004 "Employment Density in the Puget Sound Region" report prepared by E.K. Pflum for the University of Washington.

## EXISTING FIRE FACILITIES DEMAND EDUS

Figure 3 below calculates the District's existing demand EDUs based on the total number of dwelling units and the estimated nonresidential building area within the District. As shown, the total existing demand EDUs for the District is 4,904. Existing demand EDUs represents the level of existing development served by the District's existing facilities.

FIGURE 3 – EXISTING DEMAND EDUS

Land Use Categories	Unit	Units <sup>1</sup>	Fire Facilities EDU Demand Factor <sup>2</sup>	Existing Demand EDUs
Calc		a	b	c = a * b
Single Family Housing	DU	2,914	1.00	2,914
Multi-Family Housing	DU	647	0.54	349
Mobile Homes	DU	828	0.64	530
Nonresidential	KBSF	1,793	0.62	1,111
<b>Total</b>		<b>6,182</b>		<b>4,904</b>

Source: U.S. Census Bureau; California Department of Finance; SCI Consulting Group

Notes:

<sup>1</sup> Housing unit count is from U.S. Census Bureau, 2017 ACS 5-Year Estimate, for Little Lake Census County Division excluding the Brooktrails CDP. Nonresidential is estimated assuming a jobs-to-housing ratio of 1.0 for the City of Willits and 0.5 for the unincorporated area and 552 sq. ft. of building area per employee.

## DETERMINATION OF EXISTING FIRE SYSTEM FACILITIES

---

### EXISTING FIRE SYSTEM FACILITIES

The next step in determining the District's existing facilities standard is to calculate the replacement value of the District's fire protection and emergency response facilities system. Figure 4 below presents a summary of replacement value (in 2020 dollars) for the District's existing facilities (land and stations), apparatus (engines, ambulances, and other vehicles) and equipment (ancillary and station).

The replacement cost for the main station is based on the estimated replacement cost per square of \$667 for the planned new station. The estimated land value is based on market research conducted by SCI Consulting Group assessed land value for sales within 2019. The estimated replacement value of the District's apparatus, vehicles, and equipment 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 facilities, apparatus, and equipment is \$8.4 million in 2020 dollars.

**FIGURE 4 – REPLACEMENT VALUE OF EXISTING FIRE SYSTEM FACILITIES**

Fee Components	Total Replacement Value (2020\$)
Land	\$235,500
Stations / Other Buildings	\$5,252,000
Apparatus / Vehicles	\$1,964,500
Ancillary Equipment	\$929,000
<b>Total Existing Fire System Facilities</b>	<b>\$8,381,000</b>

Source: Little Lake Fire Protection District ; SCI Consulting Group

### EXISTING FIRE FACILITIES STANDARD

The District's ratio of existing facilities, apparatus, and equipment to the existing demand establishes the standard for determining new development's fair share of the cost to replace and expand the District's facilities as growth occurs. As shown below, the standard is represented by the existing fire system facilities cost of \$1,709.01 per demand EDU.

**FIGURE 5 – FIRE FACILITIES COST PER DEMAND EDU**

Existing Fire System Facilities <sup>1</sup>	\$8,381,000
Existing Demand EDUs <sup>2</sup>	4,904
<b>Existing Fire Facility Cost Per EDU</b>	<b>\$1,709.01</b>

Notes:

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

<sup>2</sup> See Figure 3.

## DETERMINATION OF THE FIRE IMPACT FEE

---

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 cost of facilities, apparatus, and equipment attributable to the development on which the fee is imposed. In this section, the District's facilities standard determined and then applied to nine land uses categories in proportion to the demand they create as measured by their fire facilities EDU demand factor.

### RESIDENTIAL FIRE IMPACT FEE

Since residential land uses have different dwelling unit occupancies and sizes, the residential fire impact fee is expressed on a per square footage basis for the following four residential land use categories. The four residential land use categories are defined below.

- **“Single-family housing”** means detached and attached one-family dwelling units with an assessor's parcel number for each unit.
- **“Multifamily 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.
- **“Mobile home”** means a development area for residential occupancy in vehicles that require a permit to be moved on a highway, other than a motor vehicle designed or used for human habitation and for being drawn by another vehicle.
- **“Accessory dwelling unit”** means a dwelling unit, or “granny flat,” either a detached or attached dwelling unit, which provides complete, independent living facilities for one or more persons with provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the primary residence.

The fire impact fee shall be charged on the square footage within the perimeter of a residential structure. Garages, carports, walkways, overhangs, patios, enclosed patios, detached storage structures, or similar areas are excluded.

Figure 6 below presents the calculation of the District's proposed residential fire impact fees. The District may approve, and the County may adopt on their behalf, the following fee at or below the levels determined by this Nexus Study. As shown, the residential fees are determined by multiplying the facilities standard by their respective facilities demand EDU factor plus an additional 4 percent for annual administration of the fire impact fee program. The fee program administrative cost component is designed to offset the cost of County collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act.

**FIGURE 6 – MAXIMUM RESIDENTIAL FIRE IMPACT FEES**

Residential Land Use Category	Facility Standard <sup>1</sup>	Facilities Demand EDU Factor <sup>2</sup>	Cost per Unit	Admin. Expense 4% <sup>3</sup>	Average Living Area per Sq. Ft. <sup>4</sup>	Proposed Residential Fees <sup>5</sup>	Calc
							a
							<i>- per dwelling unit -</i>
Single-Family Housing	\$1,709.01	1.00	\$1,709.01	\$68.36	1,800	\$0.98	<i>- per sq. ft. -</i>
Multi-Family Housing	\$1,709.01	0.54	\$922.87	\$36.91	900	\$1.06	
Mobile Homes	\$1,709.01	0.64	\$1,093.77	\$43.75	1,200	\$0.94	
Accessory Dwelling Units	NA	NA	NA	NA	NA	See Note 6	

Notes:

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

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

<sup>3</sup> County collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates and other costs reasonably related to compliance with the Act.

<sup>4</sup> Based on Mendocino County Assessor's Lien Roll Data as of July 1, 2019.

<sup>5</sup> Proposed residential fire impact fees are rounded down to the nearest cent.

<sup>6</sup> Pursuant to Govt. Code § 65852.2(f)(3)(A), the fire impact fee for an accessory dwelling unit shall imposed proportionately in relation to the square footage of the primary dwelling unit. Accessory dwelling units less than 750 square feet of living area are exempt.

Pursuant to 65852.2.(f)(3)(A), the fire impact fee for an accessory dwelling unit "ADU" of 750 square feet or more shall be charged proportionately in relation to the square footage of the primary dwelling unit. For example, the calculation of the maximum park impact fee for the construction of a 750 square foot ADU on a single-family parcel would be charged at the single-family housing fee. ADUs less than 750 square feet of living area are exempt.

## 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 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 facilities demand EDU factor for five nonresidential land use categories. The five nonresidential land use categories are as follows:

- **“Retail / Commercial”** means retail, commercial, educational and hotel/motel construction;
- **“Office”** means general, professional and medical office construction;
- **“Industrial”** means manufacturing construction;
- **“Agriculture”** means a structure designed and constructed to house farm implements, hay, grain, poultry, livestock, or other horticultural products, including storage coolers. This structure shall not be a place of human habitation or a place of employment where agricultural products are processed, treated or packaged; nor shall it be a place used by the public; and
- **“Warehouse / Distribution”** means buildings devoted to the storage or distribution of non-agricultural products. A distribution center for a set of products is a warehouse or other specialized building, which is stocked with products or goods to be redistributed to retailers, wholesalers, or directly to consumers.

The nonresidential fee shall be charged for “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 7 on the following page presents the calculation of the nonresidential fire impact fees. The District may approve, and the County may adopt on their behalf, the following fees at or below the levels determined by this Nexus Study. As shown, the fees for the five nonresidential land uses are determined by multiplying the facility standard by their respective facilities demand factor plus an additional 4 percent for administration of the fire impact fee program.

FIGURE 7 – MAXIMUM NONRESIDENTIAL FIRE IMPACT FEES

Nonresidential Land Use Category	Facility Standard <sup>1</sup>	Facilities Demand		Admin. Expense 4% <sup>3</sup>	Total Cost per Unit	Proposed Nonres. Fire Impact Fee <sup>4</sup>
		EDU Factor <sup>2</sup>	Cost per Unit			
Calc	a	b	c = a * b	d = c * 0.04	e = c + d	f = e / 1,000
						- per sq. ft. -
Retail / Commercial	\$1,709.01	0.56	\$957	\$38.28	\$995.33	\$0.99
Office	\$1,709.01	0.76	\$1,299	\$51.95	\$1,350.80	\$1.35
Industrial	\$1,709.01	0.60	\$1,025	\$41.02	\$1,066.42	\$1.06
Agriculture	\$1,709.01	0.34	\$581	\$23.24	\$604.31	\$0.60
Warehouse / Distribution	\$1,709.01	0.37	\$632	\$25.29	\$657.63	\$0.65

Notes:

<sup>1</sup> See Figure 5.<sup>2</sup> See Figure 2.<sup>3</sup> County collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates and other costs reasonably related to compliance with the Act.<sup>4</sup> Proposed nonresidential fire impact fees are rounded down to the nearest cent.

## PROJECTED FIRE IMPACT FEE REVENUE

Figure 8 projects fee revenue through 2040. Total fire impact fee revenue (in 2020 dollars) is then estimated by multiplying the facilities standard by demand EDU growth.

FIGURE 8 – PROJECTED FIRE IMPACT FEE REVENUE

Land Use Category	Current Demand EDUs (2020) <sup>1</sup>	Estimated Demand EDU Growth (2040) <sup>2</sup>	Total Cost per Demand EDU <sup>3</sup>	Projected Fire Impact Fee Revenue (2020\$)
	Calc	a	b	c
Residential	3,263	718	\$1,709.01	\$1,228,000
Nonresidential	1,111	245	\$1,709.01	\$418,000
<b>Total</b>	<b>4,374</b>	<b>963</b>	<b>\$1,709.01</b>	<b>\$1,646,000</b>

Source: Little Lake Fire Protection District; SCI Consulting Group

Notes:

<sup>1</sup> See Figure 3.<sup>2</sup> Estimated Demand EDUs based on projected annual growth rate of 1% , or approximately 12 new housing units per year.<sup>3</sup> See Figure 5.

## USE OF FIRE IMPACT FEE REVENUE

It is important to note at the fire impact fee program is designed not to be dependent on a specific capital improvement plan and a particular level of new development. Only enough fee revenue will be generated for the District to expand its existing level of service to serve the growing community.

Fee revenue may be used to fund up to 100% of the cost of the new land for fire stations, construction of new fire stations, expansion of existing fire stations, and the purchase of apparatus, vehicle, and equipment purchases added to the District existing inventory. Since the District will need to replace apparatus, vehicles, and equipment more quickly due to the increased service calls from the growth in the persons and structure area created by new development, the District may use fee proceeds to fund up to 22.0 percent of the replacement cost of existing apparatus, vehicle, and equipment. Fee revenue may not be used to fund 1) the renovation of existing facilities, and 2) operational, maintenance, or repair costs.

The District will need to fund existing deficiencies with other funding sources. Other potential funding sources include, but are not limited to, a general obligation bond measure, state and federal grants, the District's general fund, and existing or new special tax and assessment proceeds, if allowable.

## NEXUS FINDINGS

---

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

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

Fee revenue will be used to fund the cost of new and expanded facilities, apparatus, and equipment to serve new development. Provided below is a summary of the allowable and prohibited uses of fee revenue.

FIGURE 9 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE

<u><i>Allowable Uses</i></u>	<u><i>Prohibited Uses</i></u>
<ul style="list-style-type: none"> <li>• <i>The cost of new (added) or expanded land and facilities (100%)</i></li> <li>• <i>The cost of apparatus, vehicles and equipment purchases that expand the system inventory (100%)</i></li> <li>• <i>Facility costs already incurred to provide growth-related capacity (100%)</i></li> <li>• <i>Portion of apparatus and vehicles replacement costs attributable to new development (22%)</i></li> <li>• <i>Portion of a renovation project that expands service capacity</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Existing deficiencies, such as improvements to existing facilities that do not expand service capacity</i></li> <li>• <i>Portion of apparatus and vehicles replacement costs attributable to existing development (78%)</i></li> <li>• <i>Operational, maintenance or repair costs</i></li> </ul>

**BENEFIT RELATIONSHIP**

The fee will be collected as development occurs. In order to maintain its existing level of fire protection and emergency response services, fee revenue will be used to replace and 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 into 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 uses described in the "Use of Fee Revenue" finding. These actions ensure development projects paying the fees will benefit from their use.

**IMPACT RELATIONSHIP**

New residential and nonresidential development projects in the District will grow the persons (residents 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 service, and a corresponding need for new or expanded facilities and replacement of apparatus, vehicles, and equipment. The fee will be imposed on different types of development projects for the additional service population generated and structural area created by new development projects.

**PROPORTIONALITY RELATIONSHIP**

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

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, apparatus, and equipment attributable to that project.

## FEE PROGRAM ADOPTION REQUIREMENTS

---

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 County Board of Supervisors on behalf of the District. The specific statutory requirements for the adoption of the fee program are found in the Mitigation Fee Act (California Govt. Code § 66000 et seq.) and County Ordinance Code Chapter 5.36.

SCI recommends that the notice and hearing requirements be satisfied by the District Board for approval and also by the City Council and County Board of Supervisors for adoption.

### LITTLE LAKE 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 ten days before the meeting, the District shall make available to the public the Nexus Study for review.
4. At least ten 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 County Board of Supervisors adopts the proposed fee program on behalf of the District.

### CITY OF WILLITS

1. The City Council 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 City 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 ten days before the meeting, the City shall make available to the public the Nexus Study for review.
4. At least ten 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 fire impact fees take effect 60 days after the adoption of the City ordinance/resolution.

#### MENDOCINO COUNTY

1. The County 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 County 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 ten days before the meeting, the County shall make available to the public the Nexus Study for review.
4. At least ten 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 fire impact fees take effect 60 days after the adoption of the County ordinance.

## FEE PROGRAM ADMINISTRATION REQUIREMENTS

---

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 only 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 or the 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.

A refund of all or any part of such unexpended or unappropriated fee revenue, together with any actual interest accrued thereon, in the manner described in Section 66001 (e) of the Government Code, shall be provided to the current record owner of any property for which a fee was paid; provided that if the administrative costs of refunding such fee revenue exceed the amount to be refunded.

#### **TRANSPARENCY REQUIREMENTS**

Pursuant to AB 1483 enacted in 2019, the District must clearly post the information on the District's website regarding the fee program:

- The current fee schedule indicated the effective date when approved by the County Board of Supervisors and the City Council.
- Current and five previous annual accounting reports.
- Fire Impact Fee Nexus Study, Final Report

**ANNUAL INFLATIONARY ADJUSTMENT**

In order for the District to maintain its level of service, 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 July 1 of each fiscal year by the percentage change in an appropriate engineering cost index as published by the Engineering News-Record, or its successor publication for the preceding twelve months.

**IMPROVEMENTS IN-LIEU OF FEES**

Subject to certain restrictions, if a developer dedicates land, constructs facilities or provide apparatus/equipment for the District, the fire impact fees imposed on that development project may be adjusted to reflect a fee credit for the cost of the dedicated land, facilities constructed and apparatus/equipment provided.

**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.

**FEE EXEMPTIONS**

Accessory dwelling units less than 750 square feet of living area are exempt.

## APPENDICES

---

Appendix A – Fire System Inventory and Replacement Cost Estimates

Appendix B – Capital Improvement Plan

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

---

FIGURE 10 – EXISTING LAND AND BUILDING INVENTORY

Fire Station	Unit	Unit Cost	Replacement Cost (2020\$)
Calc	a	b	c = a * b
<b>Main Station (74 E. Commerical Street, Willits)</b>			
Land	0.50 acres	\$150,000 per acre	\$75,000
Buildings	6,000 sq. ft.	\$667.00 sq. ft.	\$4,002,000
<b>Substation (1575 Baechtel Road, Willits)</b>			
Land	1.07 acres	\$150,000 per acre	\$160,500
Buildings	5,000 sq. ft.	\$250.00 sq. ft.	\$1,250,000
<b>Total Existing Facilities (Land and Buildings)</b>			<b>\$5,487,500</b>

Source: Little Lake Fire Protection District; SCI Consulting Group

FIGURE 11 – EXISTING APPARATUS AND EQUIPMENT INVENTORY

Make / Model	Type	Year Built	Apparatus / Vehicles <sup>1</sup>	Ancillary Equipment	Replacement Value (2020\$)
Ford	Command, 4x4 SUV	2011	\$48,400	\$12,000	\$60,400
Ram	Command, Quick Attack	2018	\$110,000	\$12,000	\$122,000
Ford	Command, Quick Attack	2005	\$57,500	\$12,000	\$69,500
Ford	Command, Quick Attack	2008	\$57,500	\$12,000	\$69,500
Ford	1 Ton Utility Pick Up	1989	\$13,000	\$6,000	\$19,000
Chevrolet	3/4 Ton Utility Pick Up	2001	\$13,000	\$6,000	\$19,000
Pierce	75' Quint Ladder Truck	1989	\$300,000	\$140,000	\$440,000
Westates	Type 1, 1000 GPM Pumper	1998	\$115,000	\$110,000	\$225,000
Ferrara	Type 1, 1250 GPM Rescue-Pumper	2009	\$230,000	\$110,000	\$340,000
Westates	Type 1, 1250 GPM Pumper	1999	\$115,000	\$110,000	\$225,000
Westates	Type 1, 1250 GPM Pumper	1999	\$115,000	\$110,000	\$225,000
Diamond Bilt	Water Tender, Type 2 Service	1977	\$96,300	\$30,000	\$126,300
Ferrara	Water Tender, Type 1 Tactical	2016	\$385,000	\$30,000	\$415,000
Westates	Type 3, Wildand Engine	2004	\$92,500	\$52,000	\$144,500
USFS	Type 3, Wildand Engine	1994	\$92,500	\$52,000	\$144,500
Westates	Heavy Rescue, 30kw PTO Generator	2003	\$123,800	\$125,000	\$248,800
<b>Total Apparatus and Equipment</b>			<b>\$1,964,500</b>	<b>\$929,000</b>	<b>\$2,893,500</b>

Source: Little Lake Fire Protection District; SCI Consulting Group

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 B – CAPITAL IMPROVEMENT PLAN

FIGURE 12 – CAPITAL IMPROVEMENT PLAN

Type	Location	Size	Timing of Availability	Facilities	Apparatus	Equipment	Estimated Cost (2020\$)
<b>Facilities</b>							
New Headquarters Construction	74 E. Commerical St.	11,000 sq. ft.	2020	\$7,400,000			\$7,400,000
Station 541 Expansion / Renovation	1575 Baechtel Rd.	8000 sq. ft.	2025	\$1,500,000			\$1,500,000
<b>Apparatus, Vehicles and Equipment</b>							
New Command Vehicle/Quick Attack	Systemwide	1 Ton	2021		\$115,000	\$12,000	\$127,000
Utility Vehicle Replacement	Systemwide	3/4 Ton	2022		\$25,000	\$6,000	\$31,000
Command Vehicle Replacement	Systemwide	S.U.V.	2023		\$64,000	\$12,000	\$76,000
Command Vehicle/Quick Attack Replacement	Systemwide	1 Ton	2025		\$115,000	\$12,000	\$127,000
New Type III Wildland Engine	Systemwide	Type III	2021		\$370,000	\$52,000	\$422,000
New Type I Engine Urban Interface	Systemwide	Type I	2025		\$460,000	\$110,000	\$570,000
75' Aerial Quint (Ladder Truck) Replacement	Systemwide	Quint	2024		\$1,200,000	\$140,000	\$1,340,000
Heavy Rescue Replacement	Systemwide	Rescue	2026		\$495,000	\$125,000	\$620,000
New Water Tender (Tactical)	Systemwide	Tender	2027		\$385,000	\$30,000	\$415,000
Type I Engine Urban Interface Replacement	Systemwide	Type 1	2028		\$460,000	\$110,000	\$570,000
<b>Total Improvements</b>				<b>\$8,900,000</b>	<b>\$3,689,000</b>	<b>\$609,000</b>	<b>\$13,198,000</b>

Source: Little Lake Fire Protection District

(This page intentionally left blank)