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Yolo Fire Protection District

Final Development Impact Fee Study Update

September 12, 2017

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Steve Weiss, Director
Yolo Fire District
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Dear Steve:

Enclosed please find the Final Impact Fee Study Update for the Yolo Fire Protection District. Thank you for assisting with gathering the necessary information for the study. It has been a pleasure working with the district again. Please let me know if you have any questions, or need any further assistance.

Sincerely,



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Managing Principal

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INTRODUCTION

This document serves as an impact fee study update, to provide the basis for Yolo County Board of Supervisors to update the fire impact fee ordinance on behalf of the Yolo Fire Protection District (YFPD). The purpose of the impact fee program is to allow the County to collect impact fees on behalf of the District. The fees are calculated to offset the cost of the equipment and facilities that the District requires in order to provide fire protection, emergency medical services, and related services to new development within its service area. The District last updated its fee study in 2012. The updated impact fee program will cover a 20-year period, from 2017 through 2036; however, it is anticipated that the District will update the fee study and adjust fee levels approximately every five years.

Yolo County, in coordination with the Yolo County fire districts retained BAE Urban Economics, Inc. (BAE), to assist Yolo County fire districts in preparing impact fee studies or updating previously completed fee studies. BAE provided the districts with information regarding impact fee procedures and requirements, and guided them in conducting their own assessments of their existing facilities and equipment and their future needs, considering projected population and employment growth. After identifying the needed facilities that could be attributed to new development, the fire districts then estimated the cost of the new facilities and equipment attributable to new growth. Then, following a methodology developed by BAE, and using service activity data unique to each, the districts calculated the appropriate impact fee levels for the range of residential and non-residential land use types.

This document documents the research, analysis, findings, and calculations completed by the Yolo Fire Protection District as part of this process.

FIRE DISTRICT SERVICES AND FACILITIES

YFPD serves an area that includes the unincorporated Yolo County community of Yolo as well as surrounding rural areas, providing fire protection and emergency medical services in an area of approximately 52 square miles. The YFPD currently operates out of a single fire station (Station 8) located in the unincorporated community of Yolo, equipped with the apparatus listed below. As of 2017, the existing service population within the district includes an estimated 491 housing units, 1,185 residents, and business enterprises employing approximately 628 persons.

Station 8 apparatus include:

- Engine 8 (Type 2 Engine)
- Engine 208 (Type 2 Engine)
- Grass 8 (Type 3 Wildland Engine)
- Grass 208 (Type 3 Wildland-reserve)
- Water Tender 8 (Water Tanker, 4,000 gallons)
- Squad 8 (Rescue Unit)
- Command Vehicle (Fire Chief)

The YFPD station also houses the Yolo County air support truck (mobile refilling for self-contained breathing apparatus), and the mass casualty incident (MCI) trailer. These pieces of equipment are not owned by the YCFD, and are available to support all Yolo County fire departments.

Fire District personnel include:

- 1 Fire Chief
- 1 Assistant Chief
- 2 Captains
- 2 Lieutenants
- 20 Volunteer Firefighters
- 1 Station Maintenance Person (Janitorial)
- 1 Equipment Maintenance Person
- 1 District Secretary/Clerk (part time paid)
- 1 Office Support Person

The YFPD is currently in the process of hiring a paid firefighter. This will eliminate the Equipment and Station Maintenance positions.

Of the existing staff, the Chief is paid on a part-time basis. The Station Maintenance, the Equipment Maintenance, and Office Support Person positions are paid, as well as the District Secretary. The balance of the District's personnel are volunteers. The district is governed by a board of three commissioners.

YFPD responded to 284 calls for service in 2016. This included 84 fires and 200 calls for medical aid and other types of incidents.

With anticipated future growth, the District does not anticipate needing another station or additional apparatus or equipment; however, the District will need to plan for periodic replacement of existing apparatus and equipment over time. In addition, the existing station lacks sufficient space to house all of the district's apparatus, creating the need for a new garage structure.

The District's funding for capital facilities and equipment and maintenance and operations comes from a combination of a share of the annual ad-valorem property tax collected from real estate within the District, proceeds from an annual fire service special assessment collected from properties within the District, and an annual mitigation payment received from the Yocha Dehe tribe (owners of the Cache Creek Casino, located in Capay Valley, west of Madison on Highway 16).

IMPACT FEE CALCULATIONS

The purpose of this section of the fee study is to establish the “nexus” or relationship between the impact fees to be charged, the types of new development upon which the fees will be levied, the amount of the fees, and the use of the fees to mitigate the impacts of the new development. This relationship is documented in Tables 1 through 6. Supporting background information is included as Appendix A of this study.

The Purpose of the Program

The purpose of the Yolo Fire Protection District Impact Fee program is to collect funds to offset the cost of equipment and facilities that are necessary to provide fire and emergency medical services to new development that is anticipated within the District.

The Use to Which the Fees Are to Be Put

Funds collected through this impact fee program will be used to pay for the capital costs of qualifying equipment and facilities, the need for which is attributable to the new development from which the fees are collected. These funds may be combined with other funds that may be available to the district to pay for the required equipment and facilities. State law dictates that development impact fees may only be collected from new development to pay for the impacts created by new development. Impact fee proceeds may not be used to pay to correct existing deficiencies. As such, proceeds from the Yolo Fire Impact Fee will only be used to pay for the portion of the District’s new capital equipment and facilities requirements that is attributable to new development.

Data contained in the upper part of Table 1 summarize the District’s estimated existing service population. In keeping with common industry practice, service population is defined as the resident population, plus one-half of the local employee population. Employees are discounted by 50 percent to acknowledge that they are typically present within the community for fewer hours per day than residents, and they typically create reduced demand for public services, as compared to full-time residents. As indicated in Table 1, the District’s estimated 2017 service population is 1,499.

Table 1: Existing Development and Projected Growth

Existing Development Within District

	Housing Units (a)				Population				Total Employment (a)				2017 Service Population (b) (c)
	2012	2017	2020	2036	2012	2017	2020	2036	2012	2017	2020	2036	
Yolo Fire District	491	491	491	494	1,142	1,185	1,212	1,285	627	628	629	869	1,499

Development Trend Last 10 Years

Development Type	Average Annual
Residential	6.0 units per year
Commercial	5,000 square feet per year
Industrial	5,000 square feet per year

Development Projection, 2017 to 2036 (d)

Development Type	Total New Development	Population (c)	Employees (c)	Service Population (b)
Single-Family	120 units	333		
Multifamily	6 units	15		
Mobile Homes	40 units	100		
Retail	5,000 square feet		9	
Industrial	100,000 square feet		100	
Office	5,000 square feet		109	
Total		448	218	557

New Development as Percent of Future Development

Unincorporated Area Only Share	Svc. Pop.	Percent
Existing Development in District	1,499	72.9%
Growth in District Service Population, 2017 to 2036	557	27.1%
Projected 2036 Districtwide Service Population	2,056	100.0%

Notes:

- (a)
- (b) Service population = residents + (employees * 0.5).
- (c) Assumes:

Housing Vacancy Rate	4.06%
Average Household Size (Single-Family Units)	2.89 persons
Average Household Size (Multifamily Units)	2.52 persons
Average Household Size (Mobile Home Units)	2.61 persons
Average Single Family Home Size	2,000 square feet
Average Multifamily Home Size	1,000 square feet
Average Mobile Home Size	1,200 square feet
Square Feet per Retail Employee	550 square feet
Square Feet per Office Employee	300 square feet
Square Feet per Medical Employee	500 square feet
Square Feet per Educational Employee	700 square feet
Square Feet per Industrial/Manufacturing Employee	1,000 square feet
Square Feet per Other Employee	1,200 square feet
- (d) Based on average annual development trends since inception of Fire Impact Fee.

Sources: Yolo Fire District; 2017; Sacramento Area Council of Governments Projections, 2012-2036

Reliable growth projections are not typically available for rural areas that have limited growth. Growth in an area like the Yolo Fire Protection District can be inconsistent from year to year. Building activity data furnished by the Yolo Fire Protection District for the years 2007 through 2016 indicate that the district typically sees development of about six residential units, 5,000 square feet of commercial space, and 5,000 square feet of industrial space per year.

The Sacramento Area Council of Governments produces sub-county growth projections for the five-county (Sacramento, Yolo, El Dorado, Placer, and Yuba Counties) region as part of its regional planning activities; however, the projections for the Yolo area do not appear

representative of the development that would be anticipated in Madison, based on review of the historic building permit data and consultation with the Fire District about anticipated development activity. Alternatively, based on historic patterns and anticipated new development within the district, the Fire District developed a set of development projections that would represent a modest increase in the District's service population over the next 20 years, from 2017 through 2036. These development assumptions are shown in Table 1, including approximately 120 new single-family residential units, six multifamily units, 40 mobile home units, five thousand square feet of retail space, 100,000 square feet of industrial space, and 5,000 square feet of office space.

Based on the assumptions shown in the notes section of Table 1, this new development would translate to an estimated 448 new residents and 218 new employees within the district, for a service population increase of 557 persons, bringing the District's total service population to 2,056 by 2036. The service population associated with the estimated new development would represent approximately 27.1 percent of the District population by 2036. This calculation provides the basis to identify the portion of new capital facilities and equipment expenditures that can be assigned to new development, for expenditures on items that would benefit both existing and new development. Including only 27.1 percent of such costs in the development impact fee program will ensure that new development only pays its fair share of the costs. The District will need to use its other funding sources to pay the remaining 72.9 percent of costs that are assigned as existing development's share of the expenditures.

Relationship Between the Need for the Fees to Be Collected and the Type of Development Projects on Which the Fees Are to Be Imposed

The Yolo Fire Protection District has developed an inventory of the capital facilities improvements and equipment purchases that it will need to fund in the next 20 years. These improvements and equipment purchases represent the District's needs to maintain service levels over the next twenty years, considering the need to maintain and improve the District's existing facilities, and the need to periodically replace equipment over the next twenty years, due to age and wear from use.

Table 2 details the District's 20-year capital facilities and equipment expenditure needs. It also includes a line item for the cost of preparing this study. Other than the cost of the study, which is 100 percent attributable to new development, Table 2 shows that this study is assigning new development only its 27.1 percent pro-rata share of costs for the identified expenditures. Table 2 shows a total of \$2.2 million in expenditures needed, with \$611,526 of that cost allocated to new development.

Table 2: Yolo Fire Protection District Capital Facility and Equipment Plan to 2036

PLANNING COSTS						
Name of Item	Description	Units	Estimated Cost Per Unit	Total Item Cost	% Allocation to New Development	\$ Allocation to New Development
Fee Study	District Share of Consultant Contract	1	lump sum	\$7,500	100.0%	\$7,500
subtotal, facility costs				\$7,500		\$7,500
FACILITY NEEDS						
Name of Facility	Description	Units	Estimated Cost Per Unit	Total Item Cost	% Allocation to New Development	\$ Allocation to New Development
Parking Garage	New garage to house apparatus that are currently stored outdoors.	1	\$90,000	\$90,000	27.09%	\$24,378
subtotal, facility costs				\$90,000		\$24,378
EQUIPMENT NEEDS						
Name of Equipment	Description	Units	Estimated Cost Per Unit	Total Item Cost	% Allocation to New Development	\$ Allocation to New Development
Type II Engine	Replacement of Type II used for both Wildland and Structure Fires	1	\$375,000	\$400,000	27.1%	\$108,345
Water Tender	Replace Water Tender	1	\$225,000	\$225,000	27.1%	\$60,944
Rescue Squad	Replace Rescue Squad	1	\$250,000	\$250,000	27.1%	\$67,716
Type I Engine	Replace a Type II Engine with a Type I Engine	1	\$750,000	\$750,000	27.1%	\$203,148
4" LDH Fire Hose	Replace 1000' of 4" LDH Hose	20	\$3,000	\$60,000	27.1%	\$16,252
2 1/2" Fire Hose	Replace 2000' of 2 1/2" Fire Hose	40	\$250	\$10,000	27.1%	\$2,709
1 1/2" Fire Hose	Replace 2000' 1 1/2" Fire Hose	40	\$200	\$8,000	27.1%	\$2,167
Mobile Radio	Replace Mobile Radios	12	\$1,000	\$12,000	27.1%	\$3,250
SCBA (14 sets)	SCBA mask, regulator, pack, including 2 bottles (replace each set 2x during fee period)	28	\$7,500	\$210,000	27.1%	\$56,881
Structural Turnouts (25 sets)	Set of helmet, coat, and bottoms (replace each set 2x during fee period)	50	\$2,500	\$125,000	27.1%	\$33,858
Hydraulic Rescue Tools	Replace 2 sets of Hydraulic Rescue Tools	2	\$45,000	\$90,000	27.1%	\$24,378
subtotal, equipment costs				\$2,140,000		\$579,648
GRAND TOTAL FACILITY AND EQUIPMENT COSTS				\$2,237,500		\$611,526

Source: Yolo Fire District, 2017.

Relationship Between the Use of the Fees and the Types of Development Projects from Which the Fees Are Collected

There are several steps involved in establishing the nexus between the use of the fees and the types of development projects from which the impact fees will be collected. The first is to allocate new development's share of totals to the Fire District's two main functions: Fire Protection and "Other". The "Other" functions including medical aid, traffic accidents, etc. The allocation of costs for these two functions is done based on annual calls for service, personnel used, and time per call, reported by the Fire District, and shown on Table 3. As shown on Table 3, with about 284 annual calls for service, the District spends approximately 1,020 annual person-hours responding to calls for service. Of this, approximately 41 percent is involved with Fire Protection calls, and 59 percent is involved with "Other" calls.

Table 3: Yolo Fire Protection District New Development Cost Allocation by Call Activity Type

Impact Fee Costs to Be Spread to New Development Through 2036			
Total Cost of Equipment and Facilities Needed to Serve New Development		\$611,526	
Fire District Workload Indicators			
	Fires	Medical Aid, Traffic Collisions, Other	Total
Total Annual Calls for Service	84	200	284
Average Personnel Per Call	10	6	
Average Time Per Call (hours)	0.50	0.5	
Estimated Annual Person-Hours	420	600	1,020
% of Total District Workload	41%	59%	
Share of Impact Fee Costs	\$251,805	\$359,721	

Sources: BAE, Yolo Fire District, 2017.

The next step in the process is to allocate costs for Fire Protection and “Other” across the different types of new development that the Fire District anticipates serving. This is done in Tables 4 and 5, for Fire Protection and “Other”, respectively.

Impact Fee Component for Fire Protection Costs

As shown in Table 4, new development’s Fire Protection costs are then spread across the projected new development according to the relative valuation of each type of development on the theory that the more valuable a piece of development is, the greater need it has for fire protection. The relative valuation of each type of development is based on the building valuation tables that the Yolo County Planning and Building Department uses when calculating the fees charged for building permits. The County uses per square foot building valuation tables published by the International Codes Council. Appendix A summarizes the current valuation estimates for the different building types covered in this study. Based on the new development assumptions, times the applicable building valuation assumptions, the estimated value of anticipated new development by 2036 is approximately \$42 million.

As shown in the middle of Table 4, new development’s share of Fire Protection costs is calculated to average \$6.00 per \$1,000 in new building valuation. This cost factor can then be applied to the estimated valuation of new development, to calculate the Fire Protection component of impact fee that should be charged to each new residential unit, or each 1,000 square feet of new non-residential development, to fully recover the Fire Protection costs attributable to new development.

As shown in Table 4, the Fire Protection fee components for the different development types are as follows:

Housing (per square foot)

Single-Family	\$0.68
Multifamily	\$0.64
Mobile Homes	\$0.68

Note that these fee amounts are based on the assumptions listed in the notes section at the bottom of Table 4, regarding the average size (square feet) for different residential unit types and their assumed average construction valuation per square foot, as shown in Appendix A. To the extent that a given development project involves homes with significantly greater or lower construction valuations than the applicable assumptions shown in Appendix A, the District should consider calculating the Fire Protection fee component as \$6.00 per \$1,000 in project valuation.

Non-Residential (per 1,000 square feet of building space)

Retail	\$618.19
Industrial	\$459.12
Office	\$844.54

As with the fees for residential development, if the “standard” fees for non-residential development are not appropriate for new non-residential development that is subject to the Fire Impact fee, the District should consider charging the Fire Protection component fee on the basis of \$6.00 per \$1,000 in project valuation.

Table 4: Yolo Fire Protection District Fire Protection Cost Component Calculation

Share of Impact Fee Costs Attributable to New Development		\$251,805		
Projected District Growth				
Housing Units	Estimated	Growth	Average Bldg.	Total
Total Housing Units	% of Units	2017-2036	Value/Unit (a)	Value
Single-Family	72.3%	120	\$225,300	\$27,036,000
Multifamily	3.6%	6	\$106,660	\$639,960
Mobile Homes	24.1%	40	\$135,180	\$5,407,200
Sub-total housing	100.0%	166		\$33,083,160
Non-Residential	Estimated	Growth	Average Bldg.	Total
	% of Space	2017-2036	Value/1,000 Sq. Ft.	Value
Retail	4.5%	5,000	\$102,990	\$514,950
Industrial	90.9%	100,000	\$76,490	\$7,649,000
Office	4.5%	5,000	\$140,700	\$703,500
Sub-total non-residential	100.0%	110,000		\$8,867,450
TOTAL GROWTH				\$41,950,610
Average Cost Share for \$1,000 valuation				\$6.00
Cost Share Per Housing Unit			Fee Per Sq. Ft.	Total Fees
Single-Family			\$0.68	\$162,281
Multifamily			\$0.64	\$3,841
Mobile Homes			\$0.68	\$32,456
Cost Share Per 1,000 Sq. Ft. Bldg.			Fee Per 1,000 Sq. Ft.	Total Fees
Retail			\$618.19	\$3,091
Industrial			\$459.12	\$45,912
Office			\$844.54	\$4,223
TOTAL COSTS ALLOCATED				\$251,805

Notes:

(a) 2,000 square feet per unit for single family, 1,000 square feet per unit for multifamily, and 1,200 square feet per unit for mobile homes. BAE used the 2016 Yolo County Building Valuation tables and assumed Type III construction for non-residential buildings and Type V construction for residential buildings. See Appendix A for detail on building valuation.

Sources: BAE, Yolo County Building Department, Yolo Fire District, 2017.

Impact Fee Component for “Other” Costs

Costs Attributable to the Fire District’s “Other” functions are spread across the projected development according to the relative density of population present in each development type on the theory that these “Other” types of service calls tend to involve assistance to people, rather than to protection of property, as in the case of the Fire Protection costs. For the purposes of these calculations, shown in Table 5, employees have been discounted to the equivalent of one-half the value of a resident, consistent with the service population concept. Again, this recognizes that workers are not present within the community for as much time each day as residents and therefore do not demand as much service as residents (unless they live within the community, in which case they are counted as both a resident and as an employee). “Other” costs are calculated to average \$679.41 per person. As shown in Table 5, the “Other” fee components for the different development types are as follows:

Housing (per unit)

Single-Family	\$1,964.81
Multifamily	\$1,712.85
Mobile Homes	\$1,773.68

Non-Residential (per 1,000 square feet of building space)

Retail	\$617.64
Industrial	\$339.70
Office	\$1,132.35

As with the Fire Protection fee component, if a given development project varies significantly from the population or employment density factors (i.e., persons per housing unit, or employees per 1,000 square feet of building space) shown on Table 5, the District should consider calculating the “Other” fee component on the basis of \$679.41 per person, discounting employees by 50 percent.

Table 5: Yolo Fire District “Other” Calls Cost Component Calculation

Share of Impact Fee Costs Attributable to New Development		\$359,721			
Projected District Growth					
Housing Units	Growth 2017-2035	Average Persons/Unit (a)			Total Persons
Single-Family	120	2.89			347
Multifamily	6	2.52			15
Mobile Homes	40	2.61			104
Commercial					
	Growth 2017-2036	Estimated Bldg. Sq. Ft./Employee	Total Employees	Average Wt. Per Employee vs. Resident	Total Persons (Discounted)
Retail	5,000	550	9	0.5	5
Industrial	100,000	1,000	100	0.5	50
Office	5,000	300	17	0.5	8
TOTAL GROWTH					529
Average Cost Share Per Person					\$679.41
Cost Share Per Housing Unit					
		Persons/Housing Unit	Fee Per Unit	Total Fees	
Single-Family		2.89	\$1,964.81	\$235,777	
Multifamily		2.52	\$1,712.75	\$10,277	
Mobile Homes		2.61	\$1,773.68	\$70,947	
Cost Share Per 1,000 Sq. Ft. Bldg.					
		Employees/1,000 Sq. Ft.	Fee Per 1,000 Sq. Ft. (Incl. Discount for Weighting)	Total Fees	
Retail		1.82	\$617.64	\$3,088	
Industrial		1.00	\$339.70	\$33,970	
Office		3.33	\$1,132.35	\$5,662	
TOTAL COSTS ALLOCATED					\$359,721

Note:
(a) Average for occupied housing units in Yolo County, 2015 American Community Survey, 1-Year Estimates.
Sources: American Community Survey; Yolo Fire District, BAE, 2017.

Combined Fire Protection and “Other” Impact Fee

Table 6 summarizes the combined Fire Impact Fee components for each land use type, incorporating the “Fire” and “Other” impact fee components. Note that for residential development, the District will collect a flat fee per dwelling unit for the “Other” component regardless of unit size, plus a fee for the “Fire” component based on the per square foot fee

shown for the applicable residential unit type. For non-residential development, the “Other” and “Fire” fee components can be combined into the single fee per 1,000 square feet that is shown under the header, “Total Fees Per 1,000 Sq. Ft.”

Residential	Fire Component Per Sq. Ft.	Medical Aid, Traffic, Other Component Per Unit	
Single-Family	\$0.68	\$1,965	<i>Note: District will charge residential units a flat fee per unit for the "Other" component, plus a per square foot fee for the "Fire" component.</i>
Multifamily	\$0.64	\$1,713	
Mobile Homes	\$0.68	\$1,774	
Non-Residential	Fire Component Per 1,000 Bldg. Sq. Ft.	Medical Aid, Traffic, Other Component Per 1,000 Bldg. Sq. Ft.	Total Fees Per 1,000 Sq. Ft.
Retail	\$618	\$618	\$1,236
Industrial	\$459	\$340	\$799
Office	\$845	\$1,132	\$1,977

Source: BAE 2017.

REVIEW OF PRIOR FIRE IMPACT FEE ACTIVITY

This section of the fee update study includes a review of the District's fire impact fee collections and expenditures since the fee program was updated in 2012. It identifies the remaining fund balance, and discusses the intended use of the funds during the coming years.

Impact Fee Fund Balance

As of the beginning of fiscal year 2012/2013, when the District last updated its fee program, the District's fire impact fee account started with a balance of \$5,701. Since that time, through the end of fiscal year 2015/2016, the District has collected \$20,787 in impact fees from development projects, and accrued an additional \$249 in interest earnings. The District has not made any expenditures out of the impact fee fund during this period of time, for an ending fund balance of \$26,738, as of end of fiscal year 2015/2016. Accounting information for fiscal year 2016/2017 was not available as of the date of this report.

The Need to Retain the Impact Fee Funds Already Collected

The District has held off on spending fire impact fee funds collected during the last five years while allowing funds to accumulate in the fund, in anticipation of the need to make larger capital expenditures in the coming years, which will benefit the development from which the accumulated funds have been collected. As discussed previously, this fee study update estimates that approximately 72.9 percent of the District's capital expenditures needs during the next 20 years will be attributable to the service needs of existing development. Thus, as the existing accumulated fund balance is spent in coming years, those expenditures will benefit the developments which previously paid fire impact fees. The District will fund the share of future expenditures that is attributable to existing development from funding that comes from outside of the fee program, such as the District's property tax allocations, its fire protection special assessment, grant funds, or other sources. Additional fees collected during the next 20 years will pay for future development's share of the District's projected capital expenditures.

Appendix A: Building Valuation by Land Use

Land Use	Valuation Per Square Foot	Type of Construction
Single Family	\$112.65	R-3 Residential One and Tw o Family, Type VB
Multifamily	\$106.66	R-2 Residential Multifple Family, Type VA.
Mobile Home	\$112.65	R-3 Residential One and Tw o Family, Type VB
Retail	\$102.99	M Mercantile, Type III B
Office	\$140.70	B Business, Type III B
Medical	\$140.70	B Business, Type III B
Educational	\$152.55	E Educational, Type III B
Manufacturing	\$80.36	F-1 Factory and Industrial, Moderate Hazard, Type III B
Other	\$72.62	S-1 Storage, Moderate Hazard, Type III B

Source: Yolo County Planning and Public Works Department, "International Codes Council, Building Valuation Data - August 2016.