



OLYMPIC VALLEY PUBLIC SERVICE DISTRICT



EXHIBIT F-1
52 Pages

FIRE IMPACT FEE PROGRAM – NEXUS STUDY

DATE: April 29, 2025

TO: District Board Members

FROM: Brad Chisholm, Fire Chief; Danielle Mueller, Finance and Administration Manager; Charley Miller, General Manager; and Jessica Asher, Program Manager

SUBJECT: Approval of the Fire Impact Fee Nexus Study, Adoption of a Capital Improvement Plan, and Request for the Placer County Board of Supervisors to Adopt and Implement the Fire Impact Fee Program

BACKGROUND: The Olympic Valley Public Services District (“District”) provides fire protection and emergency response services to a growing community. In 2001, the District established fire impact fees based on a Fire Capital Facilities Mitigation Analysis. In December 2024, the District Board approved a new Fire Impact Fee Nexus Study, adopted a capital improvement plan, and requested the Placer County Board of Supervisors to Adopt and Implement the Fire Impact Fee Program.

In response to guidance from Placer County, the Fire Department Nexus Study has been revised to change the annual inflationary adjustment from an automatic process to one requiring action by the District Board and County, along with appropriate notice. Additional minor administrative updates have also been made.

Notification of a public hearing to review and consider the Nexus Study, including a request to rescind the resolution adopted in December 2024 and re-approve the Nexus Study, Capital Improvement Plan, and Fire Fee Program was noticed 30 days before this public hearing.

DISCUSSION: If approved, the finalized fee program will be prepared for the County Board of Supervisors' adoption, which is expected in May or June 2025. The Fire Impact Fee Program will take effect 60 days after the County Board's adoption.

ALTERNATIVES: 1. Adopt Resolution 2025-06, approving the Fire Impact Fee Nexus Study, adopting the Capital Improvement Plan, and requesting the Placer County Board of Supervisors adopt and implement the Fire Impact Fee Program.
2. Do not adopt Resolution 2025-06.

FISCAL/RESOURCE IMPACTS: The updated Fire Impact Fee Program will provide funding for the one-time costs of expanding fire protection facilities, apparatus, and equipment required to serve new development. Fees will not be used to address existing deficiencies or fund operational, maintenance, or repair costs. The District will manage, account for, and ensure proper expenditure of the collected fees.

RECOMMENDATION: Adopt Resolution 2025-06

ATTACHMENTS:

- December 2024 Board Report (3 Pages)
- Resolution 2025-06 with Exhibit A Fire Impact Fee Nexus Study Final Report (45 Pages)
- Slideshow Presentation (2 Pages)

DATE PREPARED: April 21, 2025



OLYMPIC VALLEY PUBLIC SERVICE DISTRICT



EXHIBIT F-1
48 Pages

FIRE IMPACT FEE PROGRAM – NEXUS STUDY

DATE: December 17, 2024

TO: District Board Members

FROM: Brad Chisholm, Fire Chief; Danielle Mueller, Finance and Administration Manager; Charley Miller, General Manager; and Jessica Asher, Program Manager

SUBJECT: Approval of the Fire Impact Fee Nexus Study, Adoption of a Capital Improvement Plan, and Request for the Placer County Board of Supervisors to Adopt and Implement the Fire Impact Fee Program

BACKGROUND: The Olympic Valley Public Services District (“District”) provides fire protection and emergency response services to a growing community. In 2001, the District established its current fire impact fees based on a Fire Capital Facilities Mitigation Analysis. Over two decades later, these fees no longer reflect the costs of expanding fire protection facilities, apparatus, and equipment to address new development.

The District engaged SCI Consulting Group to prepare a comprehensive Fire Impact Fee Nexus Study to update the fee structure, ensuring that new development contributes equitably to the cost of capital improvements necessary to accommodate growth. The Nexus Study complies with the requirements of the California Government Code § 66000 et seq. (“Mitigation Fee Act”) and Placer County Municipal Code § 15.36.010, which mandates County Board of Supervisors approval for the implementation of fire impact fees in unincorporated areas.

DISCUSSION: The Fire Impact Fee Nexus Study demonstrates the need to establish a Fire Impact Fee Program to mitigate the impact of new development on the District’s fire protection and emergency response services. The Nexus Study identifies a reasonable relationship between the increased demand for facilities, apparatus, and equipment created by new development and the proposed fees. It also ensures that the fees are proportional to the scale and type of development, meeting the requirements of the Mitigation Fee Act (California Government Code § 66000 et seq.).

Following the District Board's review and feedback on October 29, 2024, refinements to the plan were made to address comments from the Board and legal counsel. A public hearing was noticed, and staff contacted the Contractors Association of Truckee-Tahoe for their input.

The proposed fee schedule is structured to fairly allocate costs among residential and nonresidential developments based on their anticipated impact on fire protection services. For residential development, the fee is set at \$2.81 per square foot of living area, with exemptions for accessory dwelling units (ADUs) under 750 square feet. Nonresidential development fees range from \$2.24 to \$4.03 per square foot, depending on the type of use, such as retail, office, or industrial. The proposed fire impact fees recommend automatic annual adjustments based on the Engineering News-Record Construction Cost Index to reflect inflation without requiring further action by the District Board or County Board.

The resolution also requests that the Placer County Board of Supervisors adopt and implement the Fire Impact Fee Program on behalf of the District, as required by Placer County Municipal Code § 15.36.010. This partnership with the County will ensure proper collection, administration, and enforcement of the fees, while the District will retain responsibility for managing and accounting for the collected funds.

By updating the Fire Impact Fee Program fees, the District will be equipped to meet the increased demand for fire protection services caused by new development without burdening existing residents. The program reflects the District's commitment to proactive planning and fiscal responsibility in addressing the challenges of growth.

If approved, the finalized fee program will be prepared for County Board of Supervisors adoption, expected in March or April 2025. The Fire Impact Fee Program will take effect 60 days after the County Board's adoption.

ALTERNATIVES: 1. Adopt Resolution 2024-31, approving the Fire Impact Fee Nexus Study, adopting the Capital Improvement Plan, and requesting the Placer County Board of Supervisors adopt and implement the Fire Impact Fee Program.
2. Do not adopt Resolution 2024-31.

FISCAL/RESOURCE IMPACTS: The updated Fire Impact Fee Program will provide funding for the one-time costs of expanding fire protection facilities, apparatus, and equipment required to serve new development. Fees will not be used to address existing deficiencies or fund operational, maintenance, or repair costs. The District will manage, account for, and ensure proper expenditure of the collected fees.

RECOMMENDATION: Adopt Resolution 2024-31

ATTACHMENTS: Resolution 2024-31 with Exhibit A Fire Impact Fee Nexus Study Final Report
Slideshow Presentation

DATE PREPARED: December 10, 2024



Revised Fire Impact Fee Program Overview

BLAIR AAS | SCI CONSULTING GROUP

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About Development Impact Fees

DIFs are only one-time proceeds to fund new development's share of the cost of expansion of the infrastructure of a community

Premise: Development should "pay its own way" or "growth should pay for growth"

Nollan decision – "essential nexus"

Dolan decision – "rough proportionality"

Mitigation Fee Act - AB1600 was enabling legislation

Established a uniform process for determining, adopting, imposing, collecting, accounting for and protesting "development impact fees"

Must be adopted by land use authority on behalf of special districts



April 2025

Revised Fire Impact Fee Program Overview

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Methodology and Approach



Fee Cost Components
Land, stations, and other buildings
Apparatus and other vehicles
Equipment
Fee Program Administration



Existing Facility Standard Methodology
Existing Level of Service Standard
Systemwide
Open-ended



Existing Development
Homes and Residents
Businesses and Employers and
Hotel / Lodging Guests
Functional Service Population



Existing Fire System

April 2025

Revised Fire Impact Fee Program Overview

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Fire Impact Fee Comparison

Land Use	Current Fire Impact Fee (2001)	Maximum Fire Impact Fee (2024)
Residential	\$500 per Bdrm	\$2.81 BSF
Accessory Dwelling Unit < 750 sq. ft.	Exempt	Exempt
Accessory Dwelling Unit => 750 sq. ft.	See Note 1	\$2.81 BSF
Retail / Commercial	\$1.08 per BSF	\$3.13 BSF
Office	\$1.08 per BSF	\$4.03 BSF
Industrial	\$1.08 per BSF	\$2.24 BSF
Hotel / Lodging	\$1.08 per BSF	\$2.61 BSF

Notes: BSF = Building Square Feet

April 2025

Revised Fire Impact Fee Program Overview

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Uses of Fee Revenue

ALLOWABLE USES

- New (added) or expanded land and facilities costs (100%)
- Apparatus, vehicles, and equipment purchases that expand the system inventory (100%)
- Facility costs already incurred to provide growth-related capacity (100%)
- A portion of apparatus and vehicle replacement costs attributable to new development (18%)
- A portion of a renovation project that expands service capacity
- Collection, accounting, documentation, annual reporting requirements, five-year report requirements, periodic nexus studies, and other costs reasonably related to compliance with the Act.

PROHIBITED USES

- Existing deficiencies, such as improvements to existing facilities that do not expand service capacity
- A portion of apparatus and vehicle replacement costs attributable to existing development (82%)
- Operational, maintenance, or repair costs

April 2025

Revised Fire Impact Fee Program Overview

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Accounting Requirements

- Fee proceeds must be deposited into a separate fund or account so that there will be no commingling of fees with other revenues
- Fee proceeds must be expended solely for the purpose for which there were collected
- Fee proceeds must be expended on fire facilities, equipment, and apparatus that expand the District's service capacity.



April 2025

Revised Fire Impact Fee Program Overview

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Reporting Requirements



Annual Report

Must be made available to the public with 180 days after the last day of each fiscal year



Five-Year Findings Report

For the fifth year following the first receipt of fee proceeds, and every five years thereafter in conjunction with Annual Report



Reports prepared by District; approved by District Board; filed with the County

April 2025

Revised Fire Impact Fee Program Overview

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District Board Action by Resolution



Receive public comment on revised Nexus Study and proposed fee program



Receive and approve revised Nexus Study and its recommendation for fire impact fees



Formally request that the County BOS adopt the fee program on behalf of the District, including provisions for annual inflationary adjustment



Indemnification of the County

April 2025

Revised Fire Impact Fee Program Overview

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Inflationary Adjustment Process

Earlier this year, the District Board requested automatic annual adjustments using ENR CCI – SF; however, County staff did not authorize. The District must conduct annual proceedings to implement inflationary adjustments.

Each year, the District calculates the adjustment based on the ENR CCI – SF change from the prior fiscal year.

Every September, the District Board holds a public hearing to adopt adjusted fire impact fees and an annual capital improvement plan.

By every December, the County BOS holds public hearing and adopts the updated fee schedule.

New fees take effect 60-days after approval by the County BOS

April 2025

Revised Fire Impact Fee Program Overview

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Annual Administrative Timeline

By Sept. District Board holds a public hearing and approves:

- Adjusted fire impact fees based on fiscal year change in ENR-CCI SF.
- New Fire CIP
- Annual Report *

By Dec. County BOS holds a public hearing and adopts:

- District Board-approved adjusted fire impact fees based on fiscal year change in ENR-CCI SF
- District's New Fire CIP
- District's Annual Report *

New fees take effect at least 60-days after approval by the County BOS

* Five-Year Findings Report shall be prepared, approved and adopted every five-years with Annual Report for that fiscal year.

April 2025

Fire Impact Fee Program Overview

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Tentative Timeline

October 29, 2024, 8:30 a.m.	November / March 2025	December 17, 2025, 8:30 a.m.	April 29, 2025, 8:30 a.m.	June / July 2025 (TBD)
<ul style="list-style-type: none"> District Board Meeting Presentation on Nexus Study and Fire Impact Fee Program 	<ul style="list-style-type: none"> Stakeholder Outreach Presentations of Nexus Study and Fire Impact Fee Program 	<ul style="list-style-type: none"> District Board Meeting Public Comment Approve Nexus Study and CIP Request County adoption 	<ul style="list-style-type: none"> District Board Meeting Public Comment Approve Revised Nexus Study and CIP Request County adoption 	<ul style="list-style-type: none"> Placer County BOS Meeting Noticed Public Hearing Adoption of Fire Impact Fee Program Fees become effective 60-days after adoption

April 2025

Revised Fire Impact Fee Program Overview

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Questions?

Olympic Valley Public Services District

Charley Miller, General Manager

Brad Chisholm, Fire Chief

Danielle Mueller, Finance and Administration Manager

Jessica Asher, Program Manager

SCI Consulting Group

Blair Aas, Vice President / Impact Fee Consultant



Fire Impact Fee Program Overview

April 2025

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RESOLUTION 2025-06

**A RESOLUTION OF THE BOARD OF DIRECTORS OF THE
OLYMPIC VALLEY PUBLIC SERVICE DISTRICT
APPROVING THE OLYMPIC VALLEY PUBLIC SERVICE
DISTRICT FIRE IMPACT FEE NEXUS STUDY, ADOPTING A
CAPITAL IMPROVEMENT PLAN, AND REQUESTING THAT THE
PLACER COUNTY BOARD OF SUPERVISORS ADOPT AND
IMPLEMENT THE UPDATED FIRE IMPACT FEE PROGRAM ON
BEHALF OF THE DISTRICT**

WHEREAS, AB 1600, codified in California Government Code § 66000 et seq. (the “Mitigation Fee Act”), authorizes local agencies to impose development impact fees as a condition of project approval to mitigate the impact of new development on public infrastructure, provided such fees are based on a properly conducted Nexus Study demonstrating the reasonable relationship between the fee, the development project, and the purpose for which the fee is imposed; and

WHEREAS, the Olympic Valley Public Service District (“District”) Fire Department (“Department”) Board of Directors (“District Board”) desires to establish an updated Fire Impact Fee program to fund fire protection facilities, apparatus, and equipment necessary to mitigate the impacts caused by new development; and

WHEREAS, the County of Placer (“County”) Municipal Code § 15.36.010 provides that in any unincorporated area of the County where a local fire protection agency has adopted a capital improvement plan and identified a development fee in conformance with California Government Code Section 66000 et seq., and such fee is approved by the Board of Supervisors, payment of the fee shall be a condition of approval for any new development project within the area; and

WHEREAS, the District Board has received and considered the District’s Fire Impact Fee Nexus Study prepared by SCI Consulting Group dated March 2025 Revised Final Report (“Nexus Study”) that provides the required information and findings to establish an updated Fire Impact Fee program; and

WHEREAS, the District Board finds that this Resolution, which implements the Fire Impact Fee program, does not constitute a “project” under the California Environmental Quality Act (“CEQA”) as it merely provides a mechanism for funding necessary infrastructure without committing to any specific project that may cause a significant environmental impact (CEQA Guidelines § 15378).

NOW, THEREFORE, IT IS HEREBY RESOLVED by the Board of Directors of the Olympic Valley Public Service District as follows:

- 1) The District Board hereby receives and approves the Nexus Study and the Department capital improvement plan (“CIP”) and rescinds Resolution No. 2024-31.
- 2) Prior to the adoption of this Resolution, the Board conducted a public hearing at which oral and written presentations were made as part of the Board's regularly scheduled April 29, 2025 meeting. Notice of the time and place of the meeting, including a general explanation of the matter to be considered, has been published twice in a newspaper in accordance with Government Code Sections 66602 and 66018. Additionally, at least 30

days before the meeting, the District made available to the public, the CIP, data indicating the amount of the cost, or estimated cost, required to provide the service for which the fee or service charge is to be imposed pursuant to the Resolution by way of such public meeting, the District received the Nexus Study attached as Exhibit A and the Department's CIP provided as Appendix D to the Nexus Study, which formed the basis for the actions taken pursuant to this Resolution.

- 3) After considering the Nexus Study and this Resolution, and after considering the testimony from the notice public hearing as part of the District's regularly scheduled April 29, 2025 meeting, the District Board hereby makes the following findings:
 - a) The Fire Impact Fee program and Fire Impact Fee proposed in the Nexus Study and approved pursuant to this Resolution are for the purposes of funding the cost of fire protection and emergency response facilities, apparatus, and equipment attributable to new residential and nonresidential development in the District; and
 - b) The Fire Impact Fee proposed in the Nexus Study and approved pursuant to this Resolution will be used to expand the District's facilities and equipment, replace and expand the District's apparatus and vehicles to serve new development; and
 - c) The uses of the Fire Impact Fee proposed in the Nexus Study and approved pursuant to this Resolution are reasonably related to the types of development projects on which the fees are imposed in that fee revenue from the development projects will be used to expand the District's facilities and equipment, and replace and expand the District's apparatus and vehicles to meet the additional demand generated by new development projects; and
 - d) The Fire Impact Fee proposed in the Nexus Study, and approved pursuant to this Resolution, bears a reasonable relationship to the need for fire protection and emergency response facilities, apparatus, and equipment in that each development project will create additional need for the District's fire protection and emergency response services and a corresponding need for new or expanded facilities, apparatus, and equipment. The fee will be imposed on different types of development projects in proportion to the additional service population generated and structural area created by new development projects; and
 - e) The Nexus Study demonstrates that there is a reasonable relationship between the amount of the Fire Impact Fee and the cost of the fire protection facilities, apparatus, and equipment attributable to the development on which the fee is imposed in that the costs are based upon the level of existing development served by the District's existing fire protection facilities and applied proportionately to land use categories in proportion to the need they create for expanded fire facilities, apparatus, and equipment.

- 4) The District Board does hereby approve the following Fire Impact Fees on new development which shall be collected upon the date of the final inspection or the issuance of the certificate of occupancy, whichever occurs first:

<u>Land Use</u>	<u>Fire Impact Fees</u>
<u>Residential Development</u>	<u>Per Building Sq. Ft.</u>
All Residential	\$2.81
ADUs < 750 sq. ft.	Exempt
ADUs => 750 sq. ft.	\$2.81
Retail / Commercial	\$3.13
Office	\$4.03
Industrial	\$2.24
Hotel / Lodging	\$2.61

- 5) The District Board formally requests that the County Board of Supervisors implement this approved Fire Impact Fee program on behalf of the District, with the District agreeing to be responsible for the proper accounting for and expenditure of said moneys and further agreeing to hold the County harmless from and to defend it from any action, claim, or damages related to said fees, including any challenge to the validity of or use thereof.
- 6) If any portion of this Resolution is found by a court of competent jurisdiction to be invalid, such finding shall not affect the validity of the remaining portions of this Resolution.

PASSED AND ADOPTED this 29th day of April at a regular meeting of the Board of Directors of the Olympic Valley Public Service District, by the following vote on roll call:

AYES:

NOES:

ABSENT:

ABSTAIN:

APPROVED:

Dale Cox, Board President

ATTEST:

Jessica Asher, Board Secretary

Exhibit A – Fire Impact Fee Nexus Study, March 2025 Revised Final Report



OLYMPIC VALLEY PUBLIC SERVICE DISTRICT

FIRE IMPACT FEE NEXUS STUDY

MARCH 2025
REVISED FINAL REPORT V1.2

PREPARED FOR:

**BOARD OF DIRECTORS
OLYMPIC VALLEY PUBLIC SERVICE DISTRICT**

PREPARED BY:



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OLYMPIC VALLEY PUBLIC SERVICE DISTRICT

BOARD OF DIRECTORS

Dale Cox, Director
Katy Hover-Smoot, Director
Bill Hudson, Director
Richard Koffler, Director
Katrina Smolen, Director

GENERAL MANAGER

Charley Miller

FIRE CHIEF

Brad Chisholm

FINANCE AND ADMINISTRATION MANAGER

Danielle Mueller

BOARD SECRETARY / PROGRAM MANAGER

Jessica Asher

IMPACT FEE CONSULTANT

Blair Aas, Vice President
SCI Consulting Group

ACKNOWLEDGMENTS

This Fire Impact Fee Nexus Study was prepared by SCI Consulting Group (“SCI”) under contract with the Olympic Valley Public Service District (“District”). We want to acknowledge the special efforts made by the following individuals and organizations for this project:

Charley Miller, Olympic Valley Public Service District
Brad Chisholm, Olympic Valley Fire Department
Danielle Mueller, Olympic Valley Public Service District
Jessica Asher, Olympic Valley Public Service District
Placer County Auditor’s Office
Placer County Assessor’s Office

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EXECUTIVE SUMMARY

INTRODUCTION

The Olympic Valley Public Service District (“District”) Fire Department (“Department”) provides emergency services to approximately 10 square miles of the Olympic Valley and much of the Highway 89 corridor in eastern unincorporated Placer County (“County”). The Department provides fire prevention, fire suppression, emergency medical services, technical rescue, and other related emergency services to its residents.

The County, on behalf of the District, imposed a fire impact fee (“fee”) on new residential and nonresidential development within the service area of the Department. The legal and policy basis for imposing the current fire impact fee is supported by the District’s Fire Capital Facilities Mitigation Analysis dated February 2001, which was approved by the District Board of Directors on February 27, 2001, by Resolution No. 01-02 and later adopted by the Placer County Board of Supervisors. The current fire impact fee is \$500 per new bedroom and \$1,080 per 1,000 square feet of new commercial space. However, this fee structure, established over 23 years ago, is outdated and no longer accurately reflects the cost of expanding the fire protection system to serve new development.

This Fire Impact Fee Nexus Study (“Nexus Study”) was prepared pursuant to the “Mitigation Fee Act,” as found in Government Code § 66000 et seq and County Code § 15.36.010. The purpose of this Nexus Study is to establish the legal and policy basis for the collection of updated fire impact fees (“fees”) on new residential and nonresidential development within the District. The purpose of the fee is to fund the one-time cost of expanding the Department’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 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, daily hotel/lodging guests, and employees working in the District) and the structural area (residential area and nonresidential building area) in which the persons live or work.

Under California law, the District lacks land-use authority to impose impact fees on development projects. As the District serves the unincorporated areas of the County, the County Board of Supervisors is responsible for adopting the fire impact fee program and

imposing the fees on behalf of the District. The fee shall cover the areas outlined in the provided map in Appendix A.

In order to impose such fees, this Nexus Study will demonstrate that a reasonable relationship or “nexus” exists between new development that occurs within the District and the need for fire protection facilities, apparatus, and equipment as a result of new development. More specifically, this Nexus Study will present findings in order to meet the procedural requirements of the Mitigation Fee 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 (**“rough 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 County General Plan.

METHODOLOGY AND APPROACH

To determine the District’s fire impact fee consistent with these **substantive requirements**, this Nexus Study utilizes a system-wide existing facility standard methodology. Under this method, the Department’s ratio of existing fire protection facilities, apparatus, and equipment to the existing service population establishes the standard for determining new development’s fair share of the cost to expand the Department’s fire system as growth occurs.

The facility standard methodology is a commonly used method for determining fire impact fees. It was validated by the Homebuilders Association of Tulare/Kings Counties, Inc. v. City of Lemoore in 2010. Under this method, identification and use of an existing facility standard

and the restricted uses of fee revenue ensure that new development will not fund any existing deficiencies as prohibited by the Act. Instead, only capital improvements and apparatus, vehicle, and equipment purchases that expand the District's fire system are allowable uses of fee revenue. Likewise, the fee program will generate only enough revenue to proportionally expand the fire system to maintain the existing level of service.

The existing facility standard is based on the Department's ratio of existing fire protection and emergency response facilities, apparatus, and equipment to the existing functional service population. Existing development refers to the persons (permanent full-time residents, part-time residents, occupants of rented vacation homes, daily hotel/lodging guests, employees working in the District) and the structural area (residential area and nonresidential building area) in which the persons live or work. The Department's existing fire system's value is determined using the replacement value of the Department's existing inventory of fire protection facilities, apparatus, and equipment. These costs are then applied to various land use categories in proportion to the need they create for fire protection and emergency response services.

The Act requires that in establishing a development impact fee program, the facilities funded by the fee must be identified. However, the Act provides flexibility regarding how that identification may be made. The fee program may identify a broad class of projects¹ or facilities by reference to a capital improvement plan, applicable general or specific plan, or other public documents². This fee program identifies facilities (land, stations, and other buildings), apparatus (engines and other vehicles), and equipment as the broad classes that will be funded with the fee.

FEE PROGRAM IMPLEMENTATION

The Nexus Study also details the **procedural requirements** for approval of the Nexus Study and updated fire impact fee program ("fee program") by the District Board of Directors and adoption by the County Board 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, collection, and transparency of the fee are provided in the last sections of the Nexus Study.

¹ According to Government Code § 66000(b) and validated by Homebuilders Association of Tulare/Kings Counties, Inc. v. City of Lemoore in 2010.

² According to Gov't Code Section 66001(a)(2).

SUMMARY OF GENERAL FINDINGS

The following general findings from the Nexus Study are presented:

1. Fire impact fees are necessary to ensure that the Department can adequately expand its fire protection facilities, apparatus, and equipment needed for the resident and employee growth and new structural area created by new development.
2. The Department's objective is to maintain its existing level of service by establishing a fire impact fee to fund the cost of expanding its facilities, apparatus, and equipment attributable to new development.
3. The District may approve, and the County may adopt on their behalf, the following fees at or below the maximum level determined by this Nexus Study.

FIGURE 1 – MAXIMUM FIRE IMPACT FEE SCHEDULE

Land Use Category	Unit	Maximum Fire Impact Fee (2024)
All Residential	BSQFT	\$2.81
Acessory Dwelling Unit < 750 sq. ft	NA	Exempt
Assessory Dwelling Unit => 750 sq. ft.	BSQFT	\$2.81
Retail / Commerical	BSQFT	\$3.13
Office	BSQFT	\$4.03
Industrial	BSQFT	\$2.24
Hotel / Lodging	BSQFT	\$2.61

BSQFT = Building Square Feet

4. Consistent with the nexus requirement of the Act, this Nexus Study demonstrates that there is a reasonable relationship between new development, the amount of the updated fee, and facilities, apparatus, and equipment funded by the fee.
5. 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 Department's existing inventory, and up to 18 percent of apparatus and vehicle replacement costs.
6. Since only cities and counties have land-use authority to impose development impact fees as a condition of project approval, the District's updated fee must be adopted by the County on behalf of the District.

7. The maximum fire impact fee determined by this Nexus Study is consistent with the Placer County General Plan.

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 updated fee must be adopted by the County on behalf of the District.
2. The District should establish an updated fire impact fee to fairly allocate the costs of providing fire protection facilities, apparatus, and equipment to new development.
3. The District's updated fire impact fee should be adopted and implemented in accordance with the applicable provisions of the Mitigation Fee Act (Government Code § 66000 et al.).
4. Fee revenue should be used to fund only the cost of new and expanded facilities, apparatus, vehicles, and equipment to serve new development and up to 18% of an apparatus and vehicle replacement.
5. The District and the County 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. This Nexus Study and fee program must be updated at least every eight years. The next Nexus Study update is due no later than January 1, 2033.
8. The fire impact fee should be adjusted annually based on the net percentage change in the Engineering News-Record Construction Cost Index for the San Francisco Bay Area (or its successor publication). The initial adjustment should reflect the change in the index from January 2024 to the most recent fiscal year. Subsequent adjustments should be based on the change in the index during each preceding fiscal year.

DETERMINATION OF FUNCTIONAL SERVICE POPULATION

The Department serves both residences and businesses throughout their service area. As such, the demand for the Department'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 will determine existing 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 2020 U.S. Census for zip code 96146, approximately 77 percent of existing dwelling units in the District maintain seasonal occupancy. 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 from part-time residents and renters of vacation homes will be generally limited due to their limited time in the District.

For purposes of the Nexus Study, a seasonal / vacation housing demand factor of 0.137 per unit is utilized to represent the demand one part-time resident or vacation home renter will have on the Department'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 October 2017, indicating that rented condos and homes and private vacation homes will generate this composite occupancy rate.³ See Appendix B for more details. Since the fee is charged on new residential development, this Nexus Study utilizes a facility demand per new dwelling unit of 0.336, representing the average demand generated by one unit of residential development. The calculation of the functional demand per dwelling unit may be found on the following page.

³ The Economic Significance of Travel to the North Lake Tahoe Area by Dean Runyan Associates, October 2017 prepared for Placer County and the North Lake Tahoe Resort Association.

FIGURE 2 – FUNCTIONAL DEMAND PER DWELLING UNIT

Housing Occupancy Type	Percentage of Total ¹	Equivalent Demand Factor ²	Functional Demand per Dwelling Unit ³
calc	a	b	c = a * b
Year-Round Housing	23.0%	1.000	0.230
Seasonal / Vacation Housing	77.0%	0.137	0.106
Total Housing	100.0%		0.336

Notes:

¹ The estimated ratio of year-round and seasonal housing occupancy for existing housing and future housing growth in the District based the 2020 U.S. Census for zip code 96146 which generally covers the boundaries of the District.

² See Appendix B.

³ 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).

FUNCTIONAL SERVICE POPULATION

To estimate the existing demand for the Department's fire system, the Nexus Study will use functional population to determine the permanent, full-time equivalent residents in the District.

RESIDENTIAL FUNCTIONAL SERVICE POPULATION

As shown in Figure 3, the Department currently serves approximately 2,182 dwelling units. The existing dwelling units are multiplied by the average dwelling unit occupancy and the resident demand factor to calculate the functional residential population. The estimated number of existing dwelling units within the District is based on demographic data from the Placer County Assessor's Office as of July 2024. The dwelling unit occupancy factor is derived from data provided by the 2024 American Community Survey 5-Year Estimate from the 2020 U.S. Census, specifically for zip code 96146, which largely aligns with the District's boundaries. This area is considered to be representative of the Department's service area.

FIGURE 3 – FUNCTIONAL RESIDENTIAL POPULATION

	Housing Units ¹	Occupancy Factor ²	Residential Demand Factor ³	Functional Residential Population ⁴
calc	a	b	c	d = a * b * c
Residential	2,182	2.34	0.336	1,716

Notes:

¹ Based on County Assessor's Lien Roll information as of July 1, 2024.

² Based on figures from U.S. Census Bureau 2022 ACS 5-Year Estimate for zipcode 96146 which generally covering the boundaries of the District.

³ See Figure 2.

⁴ Represents full-time equivalent persons in the District defined by full-time and part-time residents and vacation home renters.

FUNCTIONAL NONRESIDENTIAL SERVICE POPULATION

Figure 4 calculates the District's existing nonresidential population. The estimated number of employees working within the District is based on data from the 2020 U.S. Census for Olympic Valley. Additionally, the hotel/lodging guest population is estimated based on 986 guest rooms, assuming an average daily occupancy rate of 66% and two persons per room. To calculate the permanent, full-time resident equivalent (also referred to as the "functional nonresidential population"), the estimated number of existing employees is multiplied by the nonresidential demand factors, as explained in the previous section.

FIGURE 4 – FUNCTIONAL NONRESIDENTIAL POPULATION

	Employees / Hotel/Lodging Guests ¹	Demand Factor ²	Functional Nonresidential Population
calc	a	b	c = a * b
Employees	2,547	0.240	611
Hotel / Lodging Guests	1,302	1.000	1,302
Total Nonresidential	3,849		1,913

Notes:

¹ Employees is from the 2020 U.S. Census for Olympic Valley. Hotel / lodging guests assumes 986 guest rooms with average daily occupancy of 66% and 2 persons per room based on research by SCI Consulting Group.

² Nonresidential employee 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).

Hotel and lodging visitors have a clear and measurable impact on fire protection services. Visitors to these facilities contribute directly to the functional population through predictable occupancy rates and extended stays, which increase fire risk and emergency service demand. In contrast, visitors to other land uses, such as retail, office, or industrial spaces, are transient and difficult to quantify, and their presence is typically short-term. Additionally, the Nexus Study already accounts for the impact of nonresidential development through employee contributions. If a retail, office, or industrial space with a significant transient population is proposed, a study should be performed to ensure that the development is paying fees that are proportional to their impact and do not burden existing development.

TOTAL FUNCTIONAL SERVICE POPULATION

The District's existing residential and nonresidential functional population of 3,629 represents the level of existing development served by the District's existing facilities.

DETERMINATION OF EXISTING FIRE PROTECTION FACILITIES

The next step in determining the Department's existing fire facilities standard is to calculate the replacement value of the Department's fire protection facilities, apparatus, and equipment. Figure 5 below presents a summary of replacement costs (in 2024 dollars) for the Department's existing fire facilities, including land and fire stations, as well as its apparatus, such as engines and specialized vehicles, along with ancillary equipment.

The estimated replacement value of the District's fire station is \$1,326 per square foot, based on a 2021 cost estimate prepared by local architects, the Sierra West Group, for the Truckee Fire Protection District planned Station 90. This estimate reflects the costs associated with rebuilding or replacing the District's fire station at current market prices in the region. Additionally, the land value within the District is estimated at \$1,000,000 per acre. The replacement value of the District's apparatus, vehicles, and equipment inventory is determined using unit cost assumptions and useful life estimates provided by the District.

As outlined below, the estimated replacement value of the Department's existing fire protection facilities, apparatus, and equipment is approximately \$19.9 million. A detailed breakdown of the inventory, including specific items and their estimated replacement values, is provided in Appendix C.

FIGURE 5 – REPLACEMENT VALUE OF EXISTING FIRE SYSTEM

Cost Components	Total Replacement Value (2024\$) ¹
Land Value	\$887,000
Building Value	\$17,802,000
Apparatus / Vehicles Value	\$1,098,000
Equipment Value	\$148,400
Total Fire System Facilities	\$19,935,400

Source: Olympic Valley Public Services District; SCI Consulting Group

DETERMINATION OF THE FIRE IMPACT FEE

The Act requires that development impact fees be determined in a way that ensures 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. In this section, the Department's existing fire facilities standard is determined and then applied to residential and nonresidential land use categories in proportion to the demand they create as measured by their demand factor.

EXISTING FIRE FACILITIES STANDARD

The ratio of existing fire facilities, apparatus, and equipment to the District's existing functional service population establishes the standard for determining new development's fair share of the cost to expand the Department's fire facilities as growth occurs. As shown in Figure 6 below, this standard is represented by the existing fire system facilities cost of \$5,492.94 per capita.

FIGURE 6 – EXISTING FIRE FACILITIES STANDARD

Existing Fire System Facilities ¹	\$19,935,400
Existing Functional Service Population ²	3,629
Existing Facilities Standard	\$5,492.94

Notes:

¹ See Figure 5.

² See Figure 3 and 4.

FUNCTIONAL SERVICE POPULATION PER UNIT

The functional service population per unit is calculated in Figure 7 below. The average dwelling unit occupancy is based on U.S Census data from the 2022 ACS 5-Year Estimate for zip code 96146. The nonresidential occupancy density figures 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. Hotel/lodging guests per unit assumes 986 rooms, a 66% average occupancy rate, two persons per room, and an average of 300 sq. ft. per room.

FIGURE 7 – FUNCTIONAL SERVICE POPULATION PER UNIT

Land Use Category	Unit ¹	Persons per Unit ²	Demand Factor ³	Functional Service Population per Unit
	calc	a	b	c = a * b
Residential	DU	2.34	0.336	0.79
Retail / Commercial	KBSF	2.33	0.240	0.56
Office	KBSF	3.00	0.240	0.72
Industrial	KBSF	1.67	0.240	0.40
Hotel / Lodging Employee	KBSF	1.00	0.240	0.24
Hotel / Lodging Guests ⁴	KBSF	0.23	1.000	0.23

Notes:

¹ "DU" means Dwelling Unit and "KBSF" and 1,000 square feet of building area.

² Residential persons per unit is based on census data from the U.S. Census 2022 ACS 5-Year Estimate for zip code 96146. 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.

³ See Figure 3 for the residential demand factor. The 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).

⁴ Hotel / lodging guests per unit assumes 986 rooms, 66% average occupancy rate, two persons per room, and an average of 300 sq. ft. per room.

RESIDENTIAL FIRE IMPACT FEE DETERMINATION

Figure 8 below presents the calculation for the maximum residential fire impact fee. As shown, the fee is determined by multiplying the fire facility standard by the functional service population per unit, with an additional two percent added to cover the administration of the fire impact fee program. This administrative cost component is intended to offset expenses incurred by the District and County for fee collection, documentation, annual reporting, five-year report preparation, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act.

The residential 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 8 – MAXIMUM RESIDENTIAL FIRE IMPACT FEE

Residential Land Use Categories	Existing Facilities Standard ¹	Functional Service Population per Unit ²	Cost per Dwelling Unit	Fee Program Admin. 2%	Average Living Area (Sq. Ft.) ³	Maximum Fire Impact Fee ⁴
Calc	a	b	c = a * b	d = c * 0.02	e	f = (c + d) / e
			----- per dwelling unit -----			- per sq. ft. -
Residential Development	\$5,492.94	0.79	\$4,318.77	\$86.38	1,565	\$2.81
ADU < 750 sq. ft. ⁵	NA	NA	NA	NA	NA	Exempt
ADU => 750 sq. ft. ⁵	NA	NA	NA	NA	NA	\$2.81

Notes:

¹ See Figure 6.

² See Figure 7.

³ Average living area per dwelling unit from data from the Placer County Assessor and expressed in terms of square feet.

⁴ The maximum residential fire impact fee is rounded down to the nearest cent.

NONRESIDENTIAL LAND USE CATEGORIES

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 densities and structural area, the nonresidential fire impact fee is expressed per square foot of building area for four nonresidential land use categories. The four nonresidential land use categories are defined as follows:

- **“Retail / Commercial”** means retail, commercial, and other construction.

- **“Office”** means general, professional, educational, and medical office construction.
- **“Industrial”** means manufacturing construction.
- **“Hotel / Lodging”** means hotels, motels, resorts, timeshares, vacation condos, and similar establishments that provide temporary accommodations for travelers and guests.

The nonresidential fee shall be charged for “covered and enclosed space” within the perimeter of a nonresidential structure. Garages, parking structures, unenclosed walkways, utility or disposal areas, and storage areas incidental to the principal use of the development are excluded.

NONRESIDENTIAL FIRE IMPACT FEE DETERMINATION

Figure 9 below presents the calculation of the nonresidential fire impact fee. As shown, the fee for the four nonresidential land uses is determined by multiplying the fire facilities standard by their functional service population per unit plus an additional two percent for administration of the fire impact fee program. Note that the costs are expressed per 1,000 square feet of nonresidential building area and then converted to a per-square-footage fee.

The District may approve, and the County may adopt fees lower than the maximum, justified amounts shown below, provided that they are reduced by the same percentage for each land use category.

FIGURE 9 – MAXIMUM NONRESIDENTIAL FIRE IMPACT FEE

Land Use Category	Existing Facilities Standard ¹	Functional Service Population per Unit ²	Cost per Unit	Fee Program Admin. 2%	Total Cost per Unit	Maximum Fire Impact Fee ³
Calc	a	b	c = a * b	d = c * 0.02	e = c + d	f = e / 1,000
			----- per 1,000 sq. ft -----			- per sq. ft -
Retail / Commerical	\$5,492.94	0.56	\$3,071.65	\$61.43	\$3,133.08	\$3.13
Office	\$5,492.94	0.72	\$3,954.91	\$79.10	\$4,034.01	\$4.03
Industrial	\$5,492.94	0.40	\$2,201.57	\$44.03	\$2,245.60	\$2.24
Hotel / Lodging	\$5,492.94	0.47	\$2,565.20	\$51.30	\$2,616.50	\$2.61

Notes:

¹ See Figure 6.

² See Figure 7.

³ The maximum nonresidential fire impact fee is rounded down to the nearest cent.

PROJECTED FIRE IMPACT FEE REVENUE

Figure 10 projects fire impact fee revenue through 2040. Total fire impact fee revenue (in 2024 dollars) is then calculated by multiplying the fire facilities demand standard by functional population growth. Functional residential population assumes an annual growth rate of 1 percent. It is assumed that nonresidential development will occur proportionately. As shown, fire impact fee revenue will contribute approximately \$2.81 million (in 2024 dollars) towards the Department's long-term capital improvement plan. Certainly, arguments can be made for higher or lower demand growth. However, the projected demand growth and fee revenue are merely estimates for planning purposes.

FIGURE 10 – PROJECTED FIRE IMPACT FEE REVENUE

Land Use Category	Functional Population (2024) ¹	Functional Population Growth (2040) ²	Existing Facilities Standard ³	Projected Fire Impact Fee Revenue (2024\$) ⁴	
	Calc	a	b	c	d = b * c
Residential	1,716	378	\$5,492.94	\$2,075,000	
Nonresidential	611	135	\$5,492.94	\$739,000	
Total District	2,327	512	\$5,492.94	\$2,814,000	

Source: Association of Bay Area Governments; SCI Consulting Group

Notes:

¹ See Figures 3 and 4.

² Based on a projected annual growth rate of 1% .

³ See Figure 6.

⁴ Rounded to the nearest thousand.

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

The Department will need to fund existing deficiencies and any other purchases and improvement costs above its existing level of service 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.

Fee revenue may be used to fund up to 100 percent of the cost of the new or expansion of fire stations or new apparatus and vehicles added to the Department's inventory.

Additionally, the District will need to replace apparatus and vehicles more frequently due to the increased service demands created by growth in the population and structural area resulting from new development. New development brings additional residents, employees, and visitors into the District, increasing the number of service calls and the operational workload for emergency response vehicles. This heightened utilization accelerates wear and tear on apparatus and vehicles, reducing their functional lifespan and necessitating more frequent replacement.

To address these impacts, the updated fee program allows up to 18% of apparatus and vehicle replacement costs to be funded by the fee. This allocation is proportional to the increased service demand attributable to new development and ensures that growth contributes its fair share to maintaining the District's existing level of service. The 18% funding limit corresponds to the share of functional population growth associated with new development, preventing existing residents and businesses from subsidizing the impacts of growth.

In addition to funding replacement costs, this approach provides the District with greater flexibility in the use of fee proceeds. The District may opt to expand its fleet by adding new apparatus and vehicles to its inventory to meet the increased demands of growth, or it can replace existing apparatus and vehicles more frequently to maintain operational reliability and efficiency. This flexibility ensures that the District can adapt its fire protection capabilities dynamically as new development impacts service demand, enhancing its ability to respond effectively to emergencies.

This methodology aligns with practices established in other jurisdictions, where similar provisions have been deemed reasonable and consistent with the requirements of the Act. By allowing for both the addition of new apparatus and the accelerated replacement of existing ones, the fee program ensures the District has the resources needed to sustain its emergency response capacity while maintaining compliance with legal standards. This approach protects the community by ensuring that growth-related impacts are equitably addressed and that fire protection services remain reliable and responsive as the District grows.

Fee revenue may not be used to fund 1) the renovation of existing facilities and 2) operational, maintenance, or repair costs. (The use of the fee is detailed further in the Nexus Findings section.)

COMPARISON OF CURRENT AND MAXIMUM FIRE IMPACT FEE

This Nexus Study proposes higher fire impact fees compared to the District's previous *2001 Fire Capital Facilities Mitigation Analysis*, which established the basis of the District's current fire impact fees. In the 2001 Nexus Study, the fire impact fees were set at \$500 per new bedroom and \$1,080 per 1,000 square feet for new commercial space), reflecting cost estimates and the District's fire system from over two decades ago.

The 2024 Nexus Study updates these fees to account for current construction costs, the District's current fire system, and inflation. The proposed maximum fire impact fees for residential development are now structured on a cost-per-square-foot basis, while nonresidential fire impact fees are adjusted by land use categories such as retail, office, industrial, and hotel/lodging. The methodology now incorporates more detailed demand factors and replacement costs, aligning fees more accurately with growth-related impacts, unlike the more simplistic structure of the prior Nexus Study.

FIGURE 11 – COMPARISON OF CURRENT AND MAXIMUM FIRE IMPACT FEE

Land Use	Current Fire Impact Fee (2001)	Maximum Fire Impact Fee (2024)
Residential	\$500 per Bdrm	\$2.81 BSF
Accessory Dwelling Unit < 750 sq. ft.	Exempt	Exempt
Accessory Dwelling Unit => 750 sq. ft.	See Note 1	\$2.81 BSF
Retail / Commerical	\$1.08 per BSF	\$3.13 BSF
Office	\$1.08 per BSF	\$4.03 BSF
Industrial	\$1.08 per BSF	\$2.24 BSF
Hotel / Lodging	\$1.08 per BSF	\$2.61 BSF

Notes:

BSF = Building Square Feet

¹ Pursuant to Govt. Code § 65852.2(f)(3)(A), development impact fees for a new accessory dwelling unit must be 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.

If the District were to maintain its outdated fee structure through 2040, the estimated total revenue would be only \$334,800, or approximately 12% of the revenue projected under the updated fee program, as shown in Figure 10. This includes \$189,000 from new residential development, assuming three bedrooms per unit across 378 projected new residential units,

and \$145,800 from nonresidential development, based on 135,000 square feet of new nonresidential building area.

Given the uncertainty in the timing and scale of future development, this revenue projection assumes a 1% annual growth rate through 2040. These projections are intended solely for planning purposes and do not affect the validity of the fee program. The fees are designed to proportionally address actual development, regardless of whether growth occurs at a higher or lower rate than estimated, ensuring that new development pays its fair share for maintaining fire protection services.

Should the County decide not to adopt the updated fee program and continue imposing the District's current fee structure, the District would generate only about 12% of the funds needed to expand fire protection facilities, apparatus, and equipment to support new development through 2040. This funding shortfall would critically impair the District's ability to maintain its existing level of service. Without sufficient funding, the District would face significant challenges in expanding infrastructure, replacing aging equipment, and meeting increasing service demands. This would result in longer response times, reduced reliability, and diminished emergency service capacity.

Furthermore, retaining outdated fees would fail to comply with the Act, which requires that new development fund its proportional share of infrastructure costs. This could lead to an inequitable financial burden on existing residents and businesses, forcing them to subsidize the costs associated with serving new development. Updating the fees is essential to ensure fairness, sustain service levels, and safeguard the community's safety as it grows.

NEXUS FINDINGS

This section frames the Nexus Study findings in terms of the legislated requirements to demonstrate the legal justification of the fire impact fee. The justification of the fire impact fee 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 fee will enable the District to maintain its existing level of service by ensuring that the costs of expanded facilities, apparatus, and equipment required to accommodate growth are funded by new development rather than placing a financial burden on existing developments.

USE OF FEE REVENUE

Fee revenue will be used to fund new facilities (land, stations, and other buildings), new apparatus (engines, ambulances, and other vehicles), and new equipment costs that expand the Department's fire system capacity. Due to the increased service calls from the persons and structure area growth created by new development, the Department will need to replace apparatus more frequently and/or add apparatus to its fleet. The Department may use fee proceeds to fund up to 18 percent of an apparatus replacement and up to 100 percent of the cost of adding apparatus to the fleet.⁴ Lastly, the cost of fee collection, accounting, satisfying reporting requirements, periodic nexus studies, and other expenses related to compliance with the Act will also be funded with fee revenue.

It is important to note that only enough fee revenue will be generated for the Department to maintain its existing level of service to serve the growing community. Fee revenue will not be used to fund existing deficiencies, such as station renovation that does not expand fire system capacity.

A summary of the allowable and prohibited uses of fee revenue is provided on the following page.

⁴ Represents the percentage growth in the functional service population thru buildout.

FIGURE 12 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE

<u>Allowable Uses</u>	<u>Prohibited Uses</u>
<ul style="list-style-type: none"> • <i>New (added) or expanded land and facilities costs (100%)</i> • <i>Apparatus, vehicles, and equipment purchases that expand the system inventory (100%)</i> • <i>Facility costs already incurred to provide growth-related capacity (100%)</i> • <i>A portion of apparatus, vehicles, and equipment replacement costs attributable to new development (18.0%)</i> • <i>A portion of a renovation project that expands service capacity</i> • <i>Collection, accounting, documentation, annual reporting requirements, five-year report requirements, periodic nexus studies, and other costs reasonably related to compliance with the Act.</i> 	<ul style="list-style-type: none"> • <i>Existing deficiencies, such as improvements to existing facilities that do not expand service capacity</i> • <i>A portion of apparatus, vehicles, and equipment replacement costs attributable to existing development (82.0%)</i> • <i>Operational, maintenance, or repair costs</i>

BENEFIT RELATIONSHIP

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 replace and expand the Department's facilities, apparatus, and equipment to meet the additional demand generated by the new permanent full-time residents, part-time residents, vacation home renters, and employees and the 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 that avoids any commingling of the fees with other revenues and funds. The fee revenue will be restricted to the uses described in the "Use of Fee Revenue" finding. Additionally, the Act ensures that fee revenue is expended expeditiously or refunded to the developer. These Act requirements ensure that a development project paying the fire impact fee will benefit from its use. Moreover, since the Department's fire protection and emergency response resources are organized as an integrated fire system, improvements and purchases with the District benefit the entire fire system.

IMPACT / NEED RELATIONSHIP

New residential and nonresidential development projects in the District will increase persons (permanent full-time residents, part-time residents, vacation home renters, daily hotel/lodging guests, and employees) and the structural area (residential area and nonresidential building area) in which persons live or work. The growth in persons and structural area will create additional need for the Department's fire protection and prevention, emergency response service, and a corresponding need for new or expanded facilities and replacement of apparatus, vehicles, and equipment in order to maintain the Department's existing service level. Therefore, the fee will be imposed on different types of development projects for the additional functional service population generated and structural area created by new development projects.

ROUGH PROPORTIONALITY

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 Department's existing fire protection facilities. The use of an existing facility standard methodology to determine the fire impact fee achieves proportionality between existing development and new development. Moreover, these equivalent costs are applied to various land use categories in proportion to the need they create for expanded facilities.

The use of a fire facilities demand factor 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 a 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.

ADOPTION REQUIREMENTS

Under California law, the District does not have land use authority to impose impact fees on development projects. Because the District serves an unincorporated area of the County, the County Board must adopt the fire impact fee program on behalf of the District.

The following outlines the procedural requirements that must be satisfied by the County for the adoption of the Nexus Study and updated fee program on behalf of the District. These requirements are established by the Act and the County Municipal Code. This section also describes the County's specific requirements that the District must satisfy in order for the County to impose the fire impact fees on its behalf. Additionally, the County's requirements for the update and adoption of the Department's CIP and their process for annual inflationary adjustments to the fee are provided below.

COUNTY OF PLACER FEE PROGRAM ADOPTION REQUIREMENTS

1. **Open and Public Meeting:** The County Board of Supervisors must conduct at least one open and public meeting as part of a regularly scheduled session to consider and adopt the Nexus Study and updated fee program.
2. **Public Review of the Nexus Study:** The County must make the Nexus Study available for public review no less than 30 days prior to the meeting, in accordance with Government Code § 66016.5(a)(7).
3. **Notice to Interested Parties:** At least 30 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. Although Government Code § 66016(a) requires mailing notice of the meeting to interested parties at least 14 days prior, this shorter timeline should be superseded by the 30-day public review requirement to ensure compliance with the intent of Government Code § 66016.5(a)(7).
4. **Public Hearing Notice:** At least 30 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. While Government Code § 66018(a) requires public hearing notices to be published at least 10 days prior, this shorter requirement should be superseded by the 30-day public review requirement to ensure compliance with the intent of Government Code § 66016.5(a)(7).

5. **Adoption of the Fee Program:** After the public hearing, the County Board of Supervisors must adopt a resolution approving the Nexus Study and setting the District's fire impact fees. The fees will become effective 60 days after adoption or on a later date specified in the resolution, pursuant to Government Code § 66017(a).

OLYMPIC VALLEY PUBLIC SERVICE DISTRICT FEE ADOPTION REQUIREMENTS

1. **Open and Public Meeting:** The County requires that the District Board conduct at least one open and public meeting as part of a regularly scheduled session to consider and adopt the Nexus Study and updated fee program.
2. **Public Review of the Nexus Study and CIP:** The County requires that the District adopt the Nexus at a public hearing with at least 30 days' notice and shall notify any member of the public that requests notice of intent to begin an impact fee nexus study of the date of the hearing in accordance with Government Code § 66016.5(a)(7).
3. **Notice to Interested Parties:** At least 30 days before the meeting, the County requires that 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.
4. **Public Hearing Notice:** The County requires that at least 30 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. **Adoption of the Fee Program:** After the public hearing, the District Board must adopt a resolution approving the Nexus Study and updated fire impact fees, with the request that the County Board of Supervisors adopt the fee program on the District's behalf.

ANNUAL CIP UPDATE

Development impact fees may be determined based on a Capital Improvement Plan ("CIP") or by the identification of facilities through broad classes, as permitted by Government Code Section 66001(a)(2). As previously noted, this Nexus Study identifies facilities by broad classes—land, stations, apparatus, and equipment. However, the District's 2025 Fire Department CIP is provided in Appendix D to give readers an indication of the specific future facilities, apparatus, and vehicles that may be funded by the District's fire impact fee. Moreover, as a condition of imposing the fee on the District's behalf, the County requires that the Department annually update its CIP, and that it be adopted by the District Board by resolution following the public notice and hearing procedures outlined in Government Code § 66002.

ANNUAL INFLATIONARY ADJUSTMENTS

The cost estimates presented in this Nexus Study are in January 2024 dollars. The fire impact fee should be adjusted and approved by the District Board each September, adopted by the County Board by December. The first annual adjustment should account for changes in the Engineering News-Record Construction Cost Index for the San Francisco Bay Area (or its successor publication) dating back to January 2024. Subsequent annual adjustments should reflect the net percentage change in the index during the preceding fiscal year.

DISCRETIONARY APPROVAL PROCESS

The County requires that the District follow the noticing and hearing requirements detailed Government Code § 66018 when requesting an annual inflationary adjustment to its fire impact fee. This includes publishing notice of the public hearing in twice in a newspaper of general circulation, with at least five days between the first and second publication, and the first publication should occur at least 10 days before the hearing. Additionally, the District shall provide a notice at least 14 days in advance to any party that has submitted a written request for notice. The County also requires the District to provide proof of public noticing and a copy of the resolution adopting the adjusted fee.

Since the County adopts inflationary adjustments to the fee on behalf of the District as a discretionary action, rather than applying them automatically as a ministerial action, it must comply with Government Code Section 66018. This includes publishing notice of the public hearing twice in a newspaper of general circulation at least 10 days before the hearing (per Section 6062a), mailing notice to interested parties at least 14 days in advance (per Section 66016), and adopting the adjustment by resolution. The updated fee becomes effective 60 days after adoption, unless a later effective date is specified.

AUTOMATIC INFLATIONARY ADJUSTMENTS

An alternative method requested by the District Board is to adopt the updated fee program with an automatic inflationary adjustment as a ministerial action. Under this approach, the fee is adjusted annually based on the change in the Engineering News-Record Construction Cost Index for San Francisco, without requiring noticed public hearings or discretionary approval. The District would calculate the adjustment, approve the revised schedule at a regular Board meeting, and transmit the updated fee to the County. If the original County resolution establishing the updated fee program includes provisions for automatic adjustments, the County may then adopt the updated fee administratively as a ministerial action. This process requires no new noticing or hearing beyond the original adoption.

This approach offers meaningful time and cost savings by simplifying the annual adjustment process and reducing staff workload and administrative overhead. By eliminating the need for separate noticing and public hearings each year, it allows both the District and the County to maintain the fee's alignment with construction cost inflation in a more efficient and predictable manner. Most development impact fee programs throughout the State utilize automatic adjustment mechanisms to streamline administration and minimize procedural demands on both special districts and land use authorities. Importantly, adopting an automatic adjustment does not prevent the District Board or the County Board from exercising discretion to suspend, revise, or waive the adjustment in any given year. This approach also supports transparency, as all adjustments are approved in open public meetings and formally documented as part of the fee program's ongoing oversight.

FEE PROGRAM ADMINISTRATION REQUIREMENTS

This section outlines the general requirements governing the administration of the fee program. For specific statutory guidelines regarding the administration of the fee program, reference is made to the Mitigation Fee Act (California Government Code § 66000 et seq.).

ACCOUNTING REQUIREMENTS

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

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 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 shall be provided for 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, 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.

FEE PROGRAM UPDATES

This Nexus Study and fee program must be updated at least every eight years. The next Nexus Study update is due no later than January 1, 2033.

TRANSPARENCY REQUIREMENTS

The District must clearly post the following information on the District’s website. Updates to the information must be made available within 30 days of any change.

- The current fee schedule or direct link indicating the effective date when it was adopted by the County Board of Supervisors.
- Current and five previous Annual Reports.
- Current and any previous Nexus Study conducted after January 1, 2018.

FEE EXEMPTIONS

The following development projects are exempted from payment of the fee:

- A structure owned by a governmental agency.
- An accessory dwelling unit less than 750 square feet.

- Any new construction or reconstruction that results in less than 500 square feet of additional building area.
- A development project found to have no impact on the Department's fire system.

FEE CREDITS

A fee credit shall be given for demolished existing square footage as part of a new development project in order to comply with the Act and recent court cases. The fee credit shall be based on the effective fee for the demolished land use category. Additionally, subject to certain restrictions, if a developer dedicates land, constructs facilities, or provides apparatus/equipment for the Department, 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.

APPENDICES

Appendix A – Map of District Boundaries and Fee Program Area

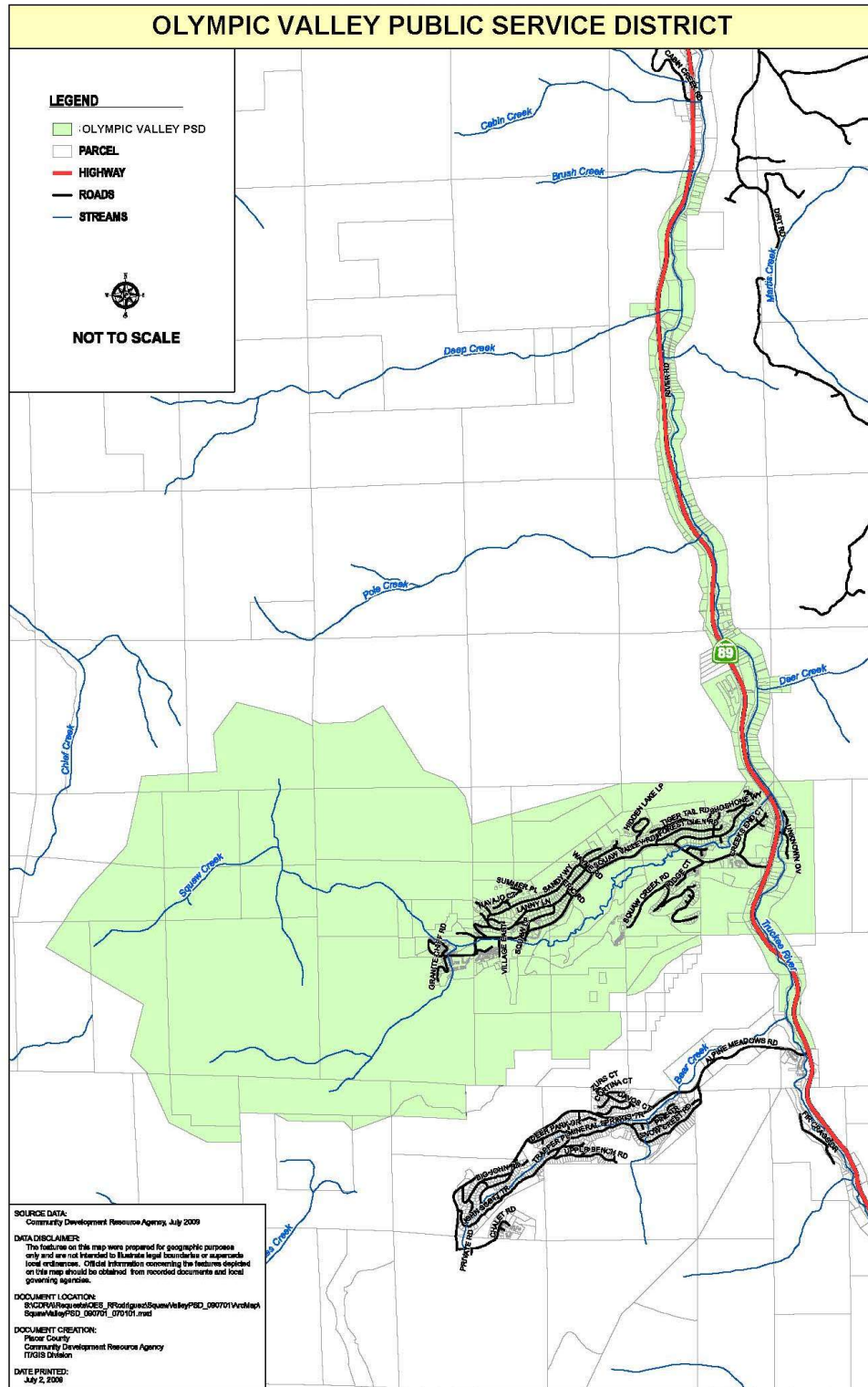
Appendix B – Seasonal / Vacation Housing Demand Factor

Appendix C – Fire System Inventory and Replacement Cost Estimates

Appendix D – Department's Capital Improvement Plan

APPENDIX A – MAP OF DISTRICT BOUNDARIES AND FEE PROGRAM AREA

FIGURE 13 – MAP OF DISTRICT BOUNDARIES AND FEE PROGRAM AREA



APPENDIX B – SEASONAL / VACATION HOUSING DEMAND FACTOR

FIGURE 14 – SEASONAL / VACATION HOUSING DEMAND FACTOR

	Calc		Source
Total Dwelling Units	a	2,182	U.S. Census Zip Code 96146
Seasonal / Vacation Housing Units	$b = a * 77\%$	1,680	U.S. Census Zip Code 96146
Seasonal Housing	$d = b - c$	1,415	Estimate
Vacation Rentals	c	265	According to Trip Advisor
Assumed Occupancy %			
Seasonal Housing	e	6.0%	Dean Runyan Associates
Vacation Rentals	f	55.0%	Dean Runyan Associates
Percentage of Total			
Seasonal Housing	$g = c / b$	84.2%	
Vacation Rentals	$h = d / b$	15.8%	
Facility Demand Factor	$l = e * g + f * h$	0.137	

APPENDIX C – FIRE SYSTEM INVENTORY AND REPLACEMENT COST ESTIMATES

FIGURE 15 – EXISTING FIRE STATION INVENTORY

Fire Station	Units	Unit Cost	Replacement Cost (2024\$)
Calc	a	b	c = a * b
Station 21, 305 Olympic Valley Rd.			
Land	0.89 acres	\$1,000,000 per acre	\$887,000
Buildings ¹	13,422 sq. ft	\$1,326 per sq. ft	\$17,802,000
Total Replacement Cost (Land and Buildings)			\$17,802,000

Source: Olympic Valley Public Services District; SCI Consulting Group

Notes:

¹ The 2-acre site is shared with the utility departments with 44.4% allocated to the fire department based on percentage of building square footage (13,422 / 30,255). The 26,843 square foot main building is shared with the utility departments with 1/2 allocated to fire department.

FIGURE 16 – APPARATUS AND EQUIPMENT INVENTORY

Unit ID	Year	Type	Make/Model	Rpl. Value Apparatus / Vehicles	Rpl. Value Ancillary Equipment	Service Life	Depr. Value Apparatus / Vehicles	Depr. Value Ancillary Equipment	Total Value (2024 \$)
Engine 21	2016	Type 1	All-wheel drive Type 1 structure engine	\$1,100,000	\$95,000	7	\$220,000	\$19,000	\$239,000
Engine 221	2001	Type 1	Two-wheel drive Type 1 structure engine	\$1,000,000	\$95,000	7	\$200,000	\$19,000	\$219,000
Brush 21	2017	Type 3	Type III wildland/urban interface engine	\$550,000	\$68,000	10	\$165,000	\$20,400	\$185,400
Rescue 21	2006	Rescue	Medium rescue with vehicle extrication	\$300,000	\$80,000	10	\$80,000	\$16,000	\$96,000
Water Tender 21	2023	Tender	2,000-gallon water tender/pumper	\$410,000	\$65,000	10	\$369,000	\$58,500	\$427,500
Utility 21	2011	Utility	Ford F150 Crew Cab pickup truck	\$50,000	\$10,000	10	\$10,000	\$2,000	\$12,000
Command 21	2023	Command	Chevrolet Tahoe	\$60,000	\$15,000	10	\$54,000	\$13,500	\$67,500
Total Apparatus and Equipment				\$3,470,000	\$428,000		\$1,098,000	\$148,400	\$1,246,400

Source: Olympic Valley Fire Department; SCI Consulting Group

APPENDIX D – DEPARTMENT CAPITAL IMPROVEMENT PLAN

FIGURE 17 – DEPARTMENT CAPITAL IMPROVEMENT PLAN

Type	Location	Size	Timing of Availability	Facilities	Apparatus	Equipment	Total Estimated Cost (2024\$)
Facilities							
New Station 22	West District	3,200 sq. ft.	Spring 2028	\$4,231,000		\$10,000	\$4,241,000
Regional Training Facility Contribution ¹	TBD	TBD	Fall 2024	\$50,000			\$50,000
Apparatus, Vehicles and Ancillary Equipment							
Aerial/Quint	Station 21	Aerial	Spring 2028		\$1,600,000	\$100,000	\$1,700,000
Type 1 4wd Engine	Districtwide	Type 1	Spring 2028		\$1,300,000	\$200,000	\$1,500,000
Village Reponse Vehicle	Districtwide	Std.	Spring 2028		\$45,000	\$15,000	\$60,000
Two Ambulances (Used)	Districtwide	Std.	Spring 2030		\$400,000	\$200,000	\$600,000
Type 6 Engine	Districtwide	Type 6	Spring 2028		\$300,000	\$70,000	\$370,000
E-Bikes	Districtwide	Rescue	Fall 2024		\$14,000		\$14,000
OHV Rescue and Equipment	Districtwide	OHV	Spring 2025		\$50,000		\$50,000
Utility Vehicle and Equipment	Districtwide	Utility	Fall 2025		\$82,000		\$82,000
Snow Removal Equipment	West Station	Std.	Spring 2030			\$80,000	\$80,000
Annual Administration thru 2040							\$56,280
Total Improvements				\$4,281,000	\$3,791,000	\$675,000	\$8,803,280

Source: Olympic Valley Fire Department

Notes:

¹ The training facility is envisioned as a regional facility funded by the Olympic Valley Public Service District (Fire Department), North Tahoe Fire Protection District, Northstar Community Services District (Fire Department), and Truckee Fire Protection District.

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