

RECEIVED
BOARD OF SUPERVISORS
EL DORADO COUNTY

C. A. O.
EL DORADO COUNTY

2010 MAR 26 AM 11:36

2010 MAR 26 PM 4:56

MOSQUITO FIRE PROTECTION DISTRICT

DEVELOPMENT FEE CAPITAL IMPROVEMENT PLAN

**2009 – 2014
(Reviewed March, 2010)**

TABLE OF CONTENTS

Introduction	1
History	2
The District Today	2
District Organization	4
District Responding Equipment	4
Establishing The Development Fee Capital Improvement Plan	6
Establishing The Development Fee	8

INTRODUCTION

MISSION STATEMENT: The mission of the Mosquito Fire Protection District is to provide to the people of the community the services that will protect life, save property, and ensure the public health and safety. This shall be done by providing the best possible methods of fire suppression and emergency medical services through the efficient use of personnel, equipment, training, prevention, and public education.

The purpose of this document is to develop a plan to meet the future fire and emergency response needs of the community serviced by the Mosquito Fire Protection District in order that the Mission Statement may be carried out.

COMMUNITY COMMITMENT: The Board of Directors of the Mosquito Fire Protection District has established the goal of providing to each resident in the Fire District the greatest level of service possible. However, the achievement of this goal is, for the most part, directly related to adequate funding.

Funding today is a complicated process that is often not able to be predicted due to economic conditions, budgetary issues at the state and county level, unfunded mandates, regulations, legislated tax shifts, imposed fees, and the ever present danger of the unknown. However, one thing that can be predicted is that increased development in the district will, without a doubt, result in increased demands for service. And, the District's Board is committed to meeting these additional service demands at the same level of service currently provided in the District.

The legislative funding source to help agencies meet the challenges placed upon them by new growth is the Development Improvement Fee. This fee, which is imposed only on new development, can only be used to fund additional capital equipment or capital improvements in the Fire District.

The following is a compilation of data based on previous growth rates, statistics, the current El Dorado County General Plan and other information. This information has been gathered as a means of projecting the growth within the area currently serviced by the Mosquito Fire Protection District so that a determination can be made that the fee established by this plan is justified and is adequate to meet the new demands that will be placed upon the District by new development.

HISTORY

Mosquito is located in the foothill region of El Dorado County. The District is subject to all four climatic seasons with conditions that vary from freezing temperatures with snow in the winter, to normal summer temperatures in the 80° to 90° range. The topography of the newly formed District ranged from steep canyon walls on the west and south to dense pine forests on the north and east. The elevation ranged from 1,300 feet at the west end to 3,500 feet on the east.

Historically the residents, mostly farmers and loggers, of the sparsely populated area dealt with any fire suppression needs in their area. In the late 1960's Swansboro Country, the first planned, rural development in El Dorado County, was approved for the Mosquito area. With the subsequent population growth, the residents soon realized that forming an organized fire department was a necessity. As a result, on June 14, 1973 the "Mosquito Volunteer Fire Department" was organized as a California Nonprofit Corporation. Through community donations and fund raising activities, the newly established volunteer organization purchased its first fire engine.

In 1975 the developer of Swansboro Country donated real property and building materials so that the community could construct a fire station. Again, with community support, donations and other fund raisers, the station was constructed.

The community soon realized that to fund and equip the type of fire service that they desired for Mosquito, they could not rely solely on donations. As a result, on January 1, 1978, by an overwhelming majority vote of the residents, the State of California was petitioned to approve the formation of the Mosquito Fire Protection District - a single purpose special district. The State approved the District's formation and the volunteer fire department relinquished the responsibility for all fire and medical related emergency services to the newly formed District. All assets belonging to the volunteer organization were transferred to the Fire Protection District.

The District Today

The Mosquito Fire Protection District is an "all-risk" agency that provides fire protection, first responder emergency medical services and specialized rescue services to approximately 1600 residents in a 13 square mile area. The District participates in a sophisticated automatic aid program and is dispatched through agreement by the California Department of Forestry and Fire Protection in Camino. The resources of the District will respond to and deal with any type of fire related or medical emergency. The term "fire protection" in this document is broad and includes response to fires, smoke and odor investigations, alarms, public assists, hazardous materials incidents, medical aid and specialized rescues.

The District is defined by three major canyons - the American River canyon, Slab Creek canyon, Rock Creek canyon - and by the El Dorado National Forest. The South Fork of the American River forms the District's southern boundary and expands northward and eastward where it abuts the El Dorado National Forest. The west boundary is approximately one mile west of Rock Creek. These features make access to the District very difficult with only two maintained roads leading into the area; Mosquito Road and Rock Creek Road.

The District can be divided into two distinct "fire hazard zones" both of which are considered by the State fire hazard severity zone mapping system to be "very high fire severity" zones: The area to the west and south is comprised of deep canyons, dense low growing vegetation with large land parcels and sparse development. The area to the north and to the east consists of a rural subdivision comprised of mostly pine forested two acre parcels and many single family residences.

First Station 75, located approximately in the center of the District at 8801 Rock Creek Road, is the District's only fire station. Over the years the fire station has been expanded to a facility of 7,000 square feet that can house five pieces of equipment, provide classroom training facilities and serve as a meeting center for the community.

The District employs a full time Chief, a full time Firefighter/Mechanic, a part-time Firefighter/Training Officer and a part-time secretary. However, the strength of the District is in its community volunteers. The District can support 25 volunteer firefighters but the average strength is 20 active members. The District also has a Support Group that handles those tasks that are not actual fire fighting. The District can support 25 support group members and the average strength is 25 active members. The District owns three Class A Engine Pumpers, three Class A Water Tenders, a Command Vehicle, two Duty Officer Vehicles and a Utility Unit.

In any fire agency there are three broad components which enable it to accomplish its mission; personnel, equipment and water. The District has worked diligently to attain and maintain these three components. Over the years we have purchased new or nearly new reliable equipment and through training and community dedication stabilized our volunteer force. However, a reliable water supply for fire suppression activities remains a constant challenge for the District. There are several man-made ponds in the District as well as the water captured by Finnon Dam. All of these sources are on private property but the property owners have, in general, granted access to the District to use the water for fire fighting purposes. A portion of the subdivision on the east end of the district has a limited number of fire hydrants with water supplied from storage tanks belonging to the El Dorado Irrigation District.

DISTRICT ORGANIZATION

An elected Board of Directors consisting of 5 members governs the Mosquito Fire Protection District. Each Board member serves a term of four years with alternating member's terms expiring every two years. Paid staff consists of a Fire Chief, one employee that functions as a Fire Fighter/Mechanic and a Part-time Secretary.

The Fire District is primarily a Volunteer district. The El Dorado County General Plan requires that fire districts in "Community Regions" have a response time of 8 minutes to 80% of the population. In Rural Regions such as the Mosquito Fire Protection District the General Plan requirement is 15 to 45 minutes. The location of the fire station in the Mosquito Fire District makes it possible for response times to fall within the general plan requirements. Traditionally and consistently the volunteer fire fighters have been capable of responding equipment within an average of 5 to 6 minutes of a dispatch. Through the dedication, training, and professionalism offered by the volunteer fire fighters, the District is able to offer a very high level of service to the members of the community.

The nationally recognized staffing level for a Fire District in a rural area is 1.5 fire fighters per 1,000 population. The Insurance Services Organization (ISO) rates six volunteer fire fighters as being equal to one paid fire fighter. Since the District's average staffing level is 20 volunteer fire fighters, this equates to an ISO recommended staffing of 2.06 fire fighters per 1,000 population.

DISTRICT RESPONDING EQUIPMENT

Responding equipment is defined as that equipment designed to respond to an immediate need. In the District, that is often seen as a structure fire, a wild land fire, auto accident, medical aid or any of the other requests placed upon any fire district.

While establishing our fleet of responding equipment the District took into considerations such as roads, terrain, and weather conditions, the need to transport water to a fire scene, along with operating personnel limitations. It is often not possible to purchase generic fire equipment especially for small rural fire departments like Mosquito, as our needs are more diverse.

The following is a list of the District's responding equipment. Attention is directed to the amount of equipment (50%) dedicated to getting water to the scene of a fire incident. While Development Fees can not be expended to replace or maintain existing equipment, they can be to help relieve the burden placed on existing equipment.

Responding Apparatus and Assessed Condition

<u>RESPONDING EQUIPMENT</u>	<u>YEAR MADE</u>	<u>CHASSIS MANUFACTURER</u>	<u>GPM/CAPACITY</u>	<u>PRESENT CONDITION</u>
Engine 75	2002	Freightliner	1000/750 Gal	Excellent
Engine 275	2007	International	1000/650 Gal	Excellent
Engine 375	1975	International	1000/500 Gal	Good
Tender 75	2007	Kenworth	500/3000 Gal	Excellent
Tender 275	1979	Peterbilt	500/3300 Gal	Good
Tender 375	1984	International	250/2000 Gal	Good
Pump 75			1250 GPM	Good

Engine 75: Purchased new in 2002, this unit is classified as a Class A, Type 1 Engine Pumper. It is equipped with four-wheel drive, a Hale 1000-gallon per minute pump, a Robwen Class A Foam system, and a 750 gallon water tank. It is the first responding unit on all incidents.

Engine 275: Purchased new in 2007, this unit is classified as a Class A, Type 1 Engine Pumper. It is equipped with four wheel-drive, a Hale 1000-gallon per minute pump, a hale class A and class B foam system, and 650 gallon tank. It is the second responding unit on all incidents, and the first on mutual aid calls.

Engine 375: Purchased new in 1975, this unit is classified as a Class A, type 1 engine pumper. It is equipped with a FMC 1000 gallon per minute pump, a Robwen Class A and B foam system (installed in August of 1995) and a 500 gallon water tank. It is the third out engine.

Tender 75: Purchased new in 2007, this unit is classified as a Class A, Type 1 water tender. It is equipped with a Waterous 500 gallon per minute pump and a 3,000 gallon water tank. It is a dual axel in rear with locking axels.

Tender 275: Purchased as a used Chassis in 1989 and converted to its present configuration, this unit is classified as a Class A, Type 1 Water Tender. It is equipped with a Hale 500 gallon per minute pump and a 3,300-gallon water tank. It is a dual axel in rear with locking axels.

Tender 375: Purchased as a used Chassis in 1982 and converted to its present configuration, this unit is classified as a Class A, Type 3 Water Tender. It is equipped with a Hale 250 gallon per minute pump and a 2000-gallon water tank. It is a dual axel in rear with locking axels.

Pump 75: Built in 1991, this unit is a mobile pumping station capable of pumping 1250 gallons per minute. It has no power train and must be towed by other District vehicles to a location suitable for use. The unit is designed to draft from surface water resources to re-fill firefighting equipment.

Other Responding Vehicles

Command 7500: Purchased used in 2007. This unit manufactured in 2001 and is assigned to the Chief and functions as the command vehicle for the District.

Duty 75: Purchased new in 2005. This unit is assigned to the Command Duty Officer who is tasked to respond to all “after hours” calls for service. The vehicle functions as the command vehicle for the District in these instances.

Duty 275: Purchased used in 2007. This unit is assigned to the Command Duty Officer who is tasked to respond to all “after hours” calls for service. The vehicle functions as the command vehicle for the District in these instances.

Utility 75: Purchased used 2006. This unit manufactured in 1997 and is classified as a maintenance utility vehicle and is assigned to the Fire Fighter/Mechanic.

ESTABLISHING THE DEVELOPMENT FEE CAPITAL IMPROVEMENT PLAN

On April 29, 1985 the Mosquito Fire Protection District Board of Directors adopted County Ordinance 3634 providing for the collection of Fire District Improvement Fees. In January, 1987 the District established a Development Improvement Fee and developed an expenditure plan. To meet the requirements of County Ordinance 39921.1, Section 13.20.202, the Mosquito Fire Protection District annually reviews the Development Capital Improvement Plan and submits the review to the County Board of Supervisors for approval. The current 5 year plan was developed in 2009 and expires 2014.

In reassessing the impacts of new development in the District as it relates to fire protection service levels, the Board agrees that reliable water supplies for fire protection still remains the primary concern. To mitigate that concern, given available and potential resources, the current 5 year plan was developed.

The Plan:

1. To expand the fire hydrant system to the Rock Creek Road/Gravel Road Intersection.
2. To expand the fire hydrant system into Unit 3 of the of the Swansboro development.
3. To improve the availability of water in the areas currently served by fire hydrants by installing additional water hydrants where the spacing between existing hydrants exceeds the capabilities of our equipment.

The Plan Defined:

1. Accrue funds to expand the current EID water hydrant system from its current terminus on Rock Creek Road to the intersection of Rock Creek Road and Gravel Road. Along the way, a water hydrant would be installed at Finnon Dam and one at the intersection of Rock Creek Road and Mosquito Cut Off Road. This action will provide a reliable water supply source for fire protection in the western portion of the district.
2. Accrue funds to expand the current EID water hydrant system into Unit 3 of the Swansboro development. Initially, one hydrant would be placed on Dyer Way and one hydrant on Buckboard Road. These hydrants would supply reliable water sources for fire fighting equipment operating in that area. The Chief would determine the locations of the hydrants.
3. Commencing immediately the District shall work in conjunction with the El Dorado Irrigation District to install four additional NFPA approved water hydrants in the area currently supplied by the El Dorado Irrigation District. The location for these hydrants has been identified by the Chief.

Estimated Costs Associated With Plan

1.	Expand water system to Unit 3.	\$58,900
2.	Expand water hydrant system to Gravel Road	\$85,500
3.	Installing three (3) water hydrants	<u>\$10,500</u>
	Total cost of plan implementation	\$154,900

Plan Assumptions:

This Plan is established for a five-year period. The District is currently approximately 60% built out. That growth in residential structures placed on formerly unimproved land in the District will continue at an average rate of five (5) structures annually. While some recent years have seen a dramatic increase in building in the District, there is no hard evidence that this will continue in the coming years. Therefore, prudence would dictate that we use the 10 year average in growth projections.

There are, however, several other influencing factors whose occurrence could require an immediate review of the assumption on which this plan was based. These potential influencing factors are:

1. Currently, it is not possible to create any new parcels within the Mosquito Fire Protection District due to County Ordinance made necessary by inadequate road access into the Mosquito Area. If a new road or a bridge is constructed across the South fork of the American River then new parcels would be allowed to be created to the extent allowed by the General Plan.
2. When the El Dorado Irrigation District began water service in a relatively small area in the District, the water source was two local wells. EID has since connected the system in the District with their primary water distribution system via a water supply line across the American River. However, EID has not chosen to expand their water system in the District. If EID expands its water system into surrounding areas then growth could be seen as very rapid and concentrated in Swansboro County.
3. Large areas of private property that are located within the El Dorado National Forest although not jurisdictional to the District are within the sphere of influence and could be seen as a future area of growth that could impact the District.
4. Recently, through the General Plan, there has been the establishment of a Rural Commercial area within the Protection District. This is not seen as being significant to the District either as an impact to providing services or as Development Fee income.

Establishing The Fire District Development Fee

Background:

The Fire Protection District has three sources of income available to it; a percentage of Ad Valorem Property Taxes, a Parcel Fee and the Development Fee.

Ad Valorem Property Taxes: The Fire Protection District was formed in January of 1978 during the confusing period that Proposition 13 came into being. The result is the Fire District receives a very minimum in ad valorem property taxes. Currently, ad valorem taxes account for 35% of the Districts annual operating revenues.

Parcel Fee: In 1987 the District asked and received approval from the voters to initiate a parcel fee. This parcel fee was established at \$36 per parcel. In 1990 the voters approved increasing the

parcel fee to \$60 per parcel. In 1994, with voter approval, the parcel fee was increased to \$96 per parcel. Once again in August of 2001 the voters were asked to vote for a parcel increase. This increase was passed by the voters with 84% approval, increasing the parcel assessment to \$144 annually with an increase of \$12 per year for the following five years. The parcel fee increase culminating \$204 per parcel. The parcel fee now accounts for 65% of the Districts annual revenues.

Development Fee: The small percentage of ad valorem taxes the District receives has made it necessary for the District to participate in the Development Fee program under county ordinance. Each year the District reviews the current plan and submits it to the County Board of Supervisors. The County Board of Supervisors reviews the Plan and fee schedule to assure that the fees are justified and that they are based on the Districts needs as projected in the plan. This fee is assessed per square foot of new construction and is based on the uniform fees charged by all Fire Districts in the county. The fee is levied by the county and is collected at the building permit stage and forwarded to the District's account with the county.

The legislated formula to determine the Development Fee amount fee is:

$$\frac{\text{Estimated Improvement Plan Costs}}{\text{Dwelling Units/Commercial}} = \text{District Development Fee}$$

The District's Development Fee History:

In January of 1987 the Fire District Development Fee was established by resolution by the Board of Directors of the Mosquito Fire Protection District and approved by the El Dorado County Board of Supervisors to the following:

- Residential: \$366 per dwelling unit
- Commercial, Industrial, and Institutional buildings:
 - Non-sprinklered: \$0.203 per square foot
 - Sprinklered: \$0.102 per square foot

In February of 1992 the Fire District Development Fees were increased by resolution of the Board of Directors of the Mosquito Fire Protection District and approved by the El Dorado County Board of Supervisors to the following:

Residential: \$700 per dwelling unit

Commercial, industrial, and institutional buildings:

Non-sprinklered: \$0.203 per square foot

Sprinklered: \$0.102 per square foot

In March of 2003 the Fire District Improvement Fee was increased by Resolution by the Board of Directors of the Mosquito Fire Protection District and approved by the El Dorado County Boards of Supervisors to the following fees.

Residential: \$1,200 per dwelling unit

Commercial, industrial, and institutional buildings:

Non-sprinklered: \$0.71 per square foot

Sprinklered: \$0.34 per square foot

In 2009 the Fire District Improvement Fee was increased by Resolution by the Board of Directors of the Mosquito Fire Protection District and approved by the El Dorado County Boards of Supervisors to the following fees.

Residential: \$0.79 per square foot

To include all new residential development and all additions to existing residential buildings.

Commercial: \$0.79 per square foot

To include all new commercial building development and all additions to existing commercial buildings. All "U" (Utility) occupancies with development areas of less than 500 square feet shall be exempt.

As of January 2010 this account had a balance of \$7,000.00 and is maintained at the El Dorado County Auditor's office.

Reimbursements:

Additionally, the Board of Directors has, by Resolution, agreed that the Fire District Development Fee will be reimbursed when a building permit is terminated with the El Dorado

County Building Department. A letter with proof of termination must be submitted to the Mosquito Fire Protection District Board of Directors.

Definitions:

As used in this section, the following definitions apply:

Residential Use - Any use for residential purposes, including agricultural uses with a residence, as defined in the El Dorado County Zoning Code.

Commercial/Industrial Use - Any use for commercial or industrial purposes as defined in the El Dorado County Zoning Code.

Institutional Use - Any use for charitable, educational, hospital or church purposes, to the extent that such use is not also considered as agricultural, commercial, residential or industrial under the El Dorado County Zoning Code

Arriving at the New Fire District Development Fee :

There is an unquestionable correlation between population and the Fire District's calls for service volume. From 2004 to 2009 approximately 90 building permits were issued, representing a growth rate of 6%. If this growth rate were to continue, by the end of 2014 the result would be the addition of approximately 109 more dwellings. The Assessor's Office reports that the average size of a new home in the District is 1800 square feet. 109 additional residential dwellings will equate to 196,200 square feet of new development. This additional growth will continue to place a higher demand upon existing responding equipment.

The U.S. Census Bureau estimates 2.8 individuals reside within a dwelling. This would show a population that has increased from 715 in 1985 to 1,582 today and approximately 1800 by the end of this plan. The rise in population is also reflected in the number of registered voters that has increased from 330 in 1985 to 712 in 2008. This population increase has also been reflected in the number of responses the District has made. The District has found that its service requests have increased from approximately 40 responses per year to over 180 per year, an increase of 450%.

If the annual growth rate were to continue until the end of this plan in 2014, approximately 660 dwellings with a population of nearly 1800 will be present in the District. This additional growth has and will continue to place a higher demand upon existing responding equipment. And its ability to respond and adequately address fire service call for service needs.

Conclusion:

This five-year plan has an ending year of 2014. Due to the estimated growth that will take place in the District over the next five years it will be necessary to enhance the current water delivery

capability throughout the District in order to maintain the present level of service. Applying the formula defined in the preceding section:

$$\frac{\$154,900}{196,200} = \$0.79 \text{ per square foot}$$

(Estimated square footage of new developments)

The District's Development Impact fees are established at:

Residential: \$0.79 per square foot

To include all new residential development and all additions to existing residential buildings.

Commercial: \$0.79 per square foot

To include all new commercial building development and all additions to existing commercial buildings. All "U" (Utility) occupancies with development areas of less than 500 square feet shall be exempt.

MOSQUITO FIRE PROTECTION DISTRICT

RESOLUTION 10-02

TITLE: A Resolution adopting the Mosquito Fire Protection District Development Impact Capital Improvement Plan for 2009-2014 and establishing Fire District Development Impact Fees for Fiscal Year 2010-2011.

WHEREAS, the Board of Directors of the Mosquito Fire Protection District recognized that continuing development within the District places added responsibilities and costs upon the Fire District; and

WHEREAS, such new development shall enjoy the benefits of existing facilities and equipment; and

WHEREAS, it is the policy of this District to maintain existing levels of service within the District; and

WHEREAS, in order to maintain existing levels of service new development shall contribute a proportionate share to the existing facilities and equipment of the District; and

WHEREAS, El Dorado County Ordinance #3543 authorizes the Mosquito Fire Protection District to impose Development Impact Fees on new construction for fire protection services; and

WHEREAS, Development Impact Fees as defined in Section 2 shall be utilized only for capital improvement necessitated by new development; and,

WHEREAS, to meet the requirements of El Dorado County Ordinance #39921, Section 13.20.202 the Mosquito Fire Protection District must submit to the El Dorado County General Services Department for annual review the Development Impact Fees.

NOW, THEREFORE, BE IT RESOLVED that the Mosquito Fire Protection District does hereby adopt the Development Impact Capital Improvement Plan for the period 2009-2014 and establishes the Development Impact Fees for Fiscal Year 2010-2011 as defined in Section 2.

Section 1. Definitions

"Residential Use" means any use for residential purposes, including agricultural uses with a residence, as defined in the El Dorado County Zoning Code.

"Commercial/Industrial Use" means any use for commercial or industrial

purposes as defined in the El Dorado County Zoning Code.

"Institutional Use" means any use for charitable, educational, hospital or church purposes, to the extent that such use is not also considered as agricultural, commercial, residential or industrial under the El Dorado County Zoning Code.

Section 2. Development Fee Amount

Residential: \$0.79 per square foot.

Commercial, industrial, and institutional buildings: Non-sprinklered, \$0.79 per square foot. Sprinklered, \$0.34 per square foot.

Section 3. Credit for Fee Paid

The Development Impact Fees will, at the time a building permit is terminated, due to non-performance, with the El Dorado County Building Department be returned to the payee. A letter with proof of termination must be submitted to the Mosquito Fire Protection District Board of Directors within sixty (60) days of termination.

Section 4. Development Impact Fees Limitations

The fees collected herein by the Mosquito Fire Protection District shall be kept in a separate fund and used to provide additional facilities and equipment to maintain the existing level of service within the District.

The foregoing resolution was duly passed and adopted by the Board of Directors of the Mosquito Fire Protection District at a meeting of said Board held on the 11th of March, 2010.

AYES: 5

NOES: 0

ABSENT: 0

ATTEST: Maury Joseph
Secretary

Joseph E. Smith
Chairman, Board of Directors