



# SONOMA COUNTY FIRE DISTRICT

## FIRE IMPACT FEE NEXUS STUDY

NOVEMBER 2020  
FINAL REPORT

PREPARED FOR:

**BOARD OF DIRECTORS  
SONOMA COUNTY FIRE DISTRICT**

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## **SONOMA COUNTY FIRE DISTRICT**

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## ACKNOWLEDGMENTS

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William Adams, Merrill, Arnone & Jones, LLP  
Sonoma County Auditor's Office  
Sonoma County Assessor's Office

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## EXECUTIVE SUMMARY

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### INTRODUCTION

The Sonoma County Fire District ("District") provides first-responder fire protection services to 180-square-mile in the western portion of Sonoma County ("County"). Specifically, the District's services include fire prevention and suppression, emergency medical response and transport and rescue, and hazardous materials response.

The District was formed in April 2019 after the process of consolidating the Rincon Valley Fire District (est. 1945), the Windsor Fire District (est. 1965), the Bennett Valley Fire District (est. 1948) and the Mountain Volunteer Fire Department (est. 1968). In July 2020, the Russian River Fire Protection District (est. 1922 as the Guerneville Fire Protection District) joined the District. In May 2021, the District will merge with the Forestville Fire Protection District (est. 1958).

This Fire Impact Fee Nexus Study ("Nexus Study") was prepared pursuant to the "Mitigation Fee Act," as found in Government Code § 66000 et seq. The purpose of this Nexus Study is to establish the legal and policy basis for the collection of new 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 District's facilities, apparatus, and equipment needed to accommodate new development.

For purposes of this Nexus Study, the term "facilities" or "fire system facilities" will refer to facilities (land, stations, and other buildings), apparatus (engines, ambulances, and other vehicles), and equipment. The term "new development" will generally refer to the persons (residents and employees working in the District) and the structural area (residential area and nonresidential building area) in which the persons live or work. The areas covered by the fee included the current boundaries of the District as of July 2020 and the Forestville Fire Protection District which will merge with the District in May 2021.

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 ("**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 and Town General Plans.

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 District's ratio 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 District's fire system as growth occurs. Existing development is determined based on District service call data. The value of the District's existing fire system is determined using the replacement value of the District's existing inventory of fire protection facilities, apparatus, and equipment. These costs are then applied to six land use categories in proportion to the need they create for fire protection and emergency response services.



The Nexus Study also identifies the fair share cost of planned fire and emergency response services facilities needed to serve existing development at the same facilities standard applied to new development. The identification and use of an existing facility standard and the proper expenditure of the fee revenue ensure that new development will not fund any existing deficiencies, but instead only planned facilities costs needed to accommodate growth. Thus, consistent with the Act, this Nexus Study demonstrates that there is a reasonable relationship between new development, the amount of the fee, and facilities, apparatus, and equipment funded by the fee.

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

## SUMMARY OF GENERAL FINDINGS

The following general findings from the Nexus Study are presented:

1. Impact fees are necessary to ensure that the District 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 District may approve, and the Town and 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	Maximum Fire Impact Fee
	<b>Per Living Area Sq. Ft.</b>
<b>Residential Development</b>	
Single Family Housing	\$1.63
Multi-Family Housing	\$2.34
Mobile Home	\$1.58
Assessory Dwelling Unit	See Figure 1
	<b>Per Average Unit</b>
<b>Residential Development</b>	
Single Family Housing	\$2,877
Multi-Family Housing	\$2,106
Mobile Home	\$1,896
	<b>Per Building Sq. Ft.</b>
<b>Nonresidential Development</b>	
Retail / Commerical	\$1.79
Office	\$2.97
Industrial	\$1.27

Notes:

<sup>1</sup> 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.

3. 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 proposed fee, and facilities, apparatus, and equipment funded by the fee.

4. Fee revenue may be used to fund 100% of the cost of new and expanded facilities, 100% of the cost of apparatus, vehicles, and equipment that expand the District's existing inventory and up to 10.6 percent of apparatus, ambulance, and vehicle replacement costs.
5. Since only cities and counties have land-use authority to impose development impact fees as a condition of project approval, the District's proposed fee must be adopted by the Town and County on behalf of the District.
6. The maximum fire impact fee determined by this Nexus Study is consistent with the Sonoma County General Plan and the Town of Windsor General Plan.

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

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

1. The District should establish a new fire impact fee to fairly allocate the costs of providing fire protection facilities, apparatus, and equipment to new development.
2. The District's new fire impact fee should be adopted and implemented in accordance with the applicable provisions of the Mitigation Fee Act (Government Code § 66000 et al.).
3. Fee revenue should be used to fund only the cost of new and expanded facilities, apparatus, ambulances, vehicles, and equipment to serve new development.
4. The District, the Town, and the County should comply with the annual reporting requirements under Government Code § 66006(b).
5. 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).
6. The cost estimates presented in this Nexus Study are in January 2020 dollars. The fire impact fee should be adjusted automatically without further action by the District Board, the Town Council, or the County Board of Supervisors on the first day of each fiscal year by the previous calendar percentage change in the Engineering News-Record Construction Cost Index (20-City Average), or its successor publication.

## DETERMINATION OF EXISTING DEVELOPMENT

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The District serves both residences and businesses throughout their service area. As such, the demand for the District's fire protection services and associated fire protection facilities, apparatus, ambulances, and equipment is measured by its service population (residents or employees) and the structural area (i.e., living area or nonresidential building area) in which they live or work. This section will first determine the service population and structural area within the District. These figures, along with the District's service call data, will be used to establish an existing facilities demand factor for the various residential, and nonresidential land uses within the District, which in turn will be used to determine existing development's total facilities demand.

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.

### EXISTING SERVICE POPULATION AND STRUCTURAL AREA

The District provides fire protection and emergency response services to the western portion of unincorporated Sonoma County, including the Town of Windsor. A map of the District's service boundaries is provided in Appendix A.

As shown in Figure 2 on the following page, the District currently serves an estimated resident population of 70,245 and protects approximately 26,452 occupied and vacant dwelling units. These figures are based on figures from the 2010 Census for the District's service area, Sonoma County Assessor's data as of July 2020, and an 8 percent vacancy rate as reported by the California Department of Finance.

The District also serves an estimated 19,337 workers and protects approximately 8,630,000 square feet of new nonresidential building area. The estimated number of workers in the District is based on an estimated jobs-to-housing ratio of 0.73. The estimated nonresidential structural area is calculated by multiplying the number of workers by 446 square feet of nonresidential building area for every worker (or 2.24 workers per 1,000 square feet.)

FIGURE 2 – CURRENT RESIDENTIAL DEMOGRAPHICS

Land Use Categories	Total Dwelling Units <sup>1</sup>	Vacant Dwelling Units <sup>2</sup>	Occupied Housing Units	Average Occupancy per Unit	Resident Population
Calc	a	b	c = a - b	d	e = c * d
Single-Family Housing	23,007	1,831	21,176	3.00	63,528
Multi-Family Housing	2,333	186	2,147	2.19	4,702
Mobile Home	1,112	89	1,023	1.97	2,015
Total Residential	26,452	2,106	24,346	2.89	70,245

Notes:

<sup>1</sup> From Sonoma County Assessor's data as of July 2020.

<sup>2</sup> Based on an 8% vacancy rate.

### RESIDENT EQUIVALENT DEMAND FACTOR

For purposes of this Nexus Study, a calls-for-service approach is used to help establish the relative fire facilities demand from residential and nonresidential land uses. Specifically, service call data is converted into a resident equivalent demand factor, which represents the demand for service from a worker compared to a household resident.

As shown in Figure 3 on the following page, service call data for fiscal years 2017-18 through 2019-20 were gathered from the District's Emergency Reporting database software for the former Windsor FPD and Rincon FPD service areas. These areas are found to be representative of the larger District. Over the three-year period, the District averaged 954 annual service calls originating from residential property and 236 service calls originating from nonresidential properties. Service calls originating from highways, roads, open fields, or otherwise not classified as originating from residential or nonresidential land use are excluded. By dividing service calls for residential and nonresidential land uses by the corresponding estimated number of residents and workers results in the relative number of per capita for residential and nonresidential land uses. As shown, District residents are served at 1.0, and workers in the District are served at 0.93 compared to District residents.

FIGURE 3 – RESIDENT EQUIVALENT DEMAND FACTOR

	Calc	Residential	Nonresidential
Average Annual Service Calls <sup>1</sup>	a	954	236
Residents or Workers <sup>2</sup>	b	48,914	12,984
Per Capita Fire Service Demand	$c = a / b$	0.0195	0.0182
Resident Equivalent Demand Factor	$d = c / 0.93$	1.00	0.93

Sources: Sonoma County Fire District; SCI Consulting Group

Notes:

<sup>1</sup> Average for fiscal years 2016 thru 2018 from District's Emergency Reporting database.

<sup>2</sup> See Figure 2. Workers is based on estimated jobs-to-housing ratio of 0.73 for the City of Windsor.

## EXISTING FIRE FACILITIES EDU DEMAND FACTOR

Next, equivalent dwelling unit ("EDU") demand factors are established to compare the relative fire facilities demand across three residential and three nonresidential land uses. The EDU is also used to convert nonresidential building area to a residential dwelling unit value. This common approach allows for the cost of fire protection facilities, apparatus, and equipment to be fairly apportioned among residential and nonresidential land uses.

Figure 4 below shows the calculation of the existing fire facilities EDU demand factor for six land use categories. The residential land use categories are expressed per dwelling unit, and the nonresidential land use categories are expressed per 1,000 square feet of building area. The occupancy density for land use category is multiplied by their respective resident equivalent demand factor, then converted to single-family home value. By this measure, for example, one single-family home creates the demand for fire facilities equal to 620 square feet of retail / commercial building area.

**FIGURE 4 – EXISTING FACILITIES EDU DEMAND FACTOR**

Land Use Category	Unit	Occupancy Density per Unit <sup>1</sup>	Resident Equivalent Demand Factor	Existing Facilities EDU Demand Factor
	Calc	a	b	$c = (a * b) / 3.00$ (rounded)
Single-Family Housing	DU	3.00	1.00	1.00
Multi-Family Housing	DU	2.19	1.00	0.73
Mobile Home	DU	1.97	1.00	0.66
Residential	DU	2.82	1.00	0.94
Retail / Commercial	KBSF	2.00	0.93	0.62
Office	KBSF	3.30	0.93	1.03
Industrial	KBSF	1.40	0.93	0.44
Nonresidential	KBSF	2.24	0.93	0.70

Notes: DU = Dwelling Unit; KBSQ = 1,000 square feet of building area

<sup>1</sup> Residents per unit is based on census data from the 2010 U.S. Census for Fulton CDP, Larkfield-Wikiup CDP, and Town of Windsor. Retail / commercial, office, and industrial density figures the 2017 Town of Windsor Impact Fee Study 2017. All density figures are expressed in terms of the number of employees per 1,000 square feet of building area.

## EXISTING FIRE FACILITIES DEMAND EDUS

Figure 5 below calculates the District's existing demand EDUs based on the total number of dwelling units and estimated nonresidential building area within the District. As shown, the total existing demand EDUs for the District is 31,487. Existing demand EDUs represents the level of existing development served by the District's existing facilities.

FIGURE 5 – EXISTING DEMAND EDUS

Land Use	Unit	Existing Units <sup>1</sup>	Fire Facilities EDU Demand Factor	Total Existing Demand EDUs
	Calc	a	b	c = a * b
Single Family Housing	DU	23,007	1.00	23,007
Multi-Family Housing	DU	2,333	0.73	1,703
Mobile Home	DU	1,112	0.66	734
Nonresidential	KBSF	8,633	0.70	6,043
<b>Total</b>		<b>35,085</b>		<b>31,487</b>

Source: Sonoma County Assessor's Office; SCI Consulting Group

Notes:

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

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



## DETERMINATION OF EXISTING FIRE PROTECTION FACILITIES

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The next step in determining the District's existing fire facilities standard is to calculate the replacement value of the District's fire protection facilities, apparatus, and equipment. Figure 6 below presents a summary of replacement cost (in 2020 dollars) for the District's existing fire facilities (land and fire stations), apparatus (engines, ambulances, and special vehicles), and equipment.

Replacement values for Stations 2, 4, 5 and 7 are from the District's 2018 Facilities Condition Assessment Report prepared by Kitchell. Replacement values for other District stations are based on the average for Stations 2, 4, 5. The estimated replacement value of the District's apparatus, vehicles, and equipment inventory is based on unit cost assumptions provided by the District. Estimated values of older apparatus have been discounted from the replacement value of the new apparatus to reflect their age. (The detailed inventory and estimated replacement value for each is provided in Appendix B.)

As shown below, the estimated replacement value of the District's existing fire protection facilities, apparatus, and equipment is approximately \$87.4 million.

**FIGURE 6 – REPLACEMENT VALUE OF EXISTING FIRE SYSTEM**

Fee Components	Total Replacement Value (2020 \$) <sup>1</sup>
Land Value	\$4,377,000
Building Value	\$71,650,312
Apparatus / Vehicles Value	\$8,660,450
Equipment Value	\$2,748,000
<b>Total Fire System Facilities</b>	<b>\$87,435,762</b>

Source: Sonoma Fire Protection District; SCI Consulting Group

Notes:

<sup>1</sup> See Appendix B for more detail.

## DETERMINATION OF THE FIRE IMPACT FEE

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The Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the need for fire protection facilities, apparatus and equipment, and the type of development project on which the fee is imposed. In this section, the District's existing fire facilities standard is determined and then applied to four residential, and three nonresidential land uses categories in proportion to the demand they create as measured by their EDU demand factor.

### EXISTING FIRE FACILITIES STANDARD

The District's ratio of existing fire facilities, apparatus, and equipment to the District's service population establishes the standard for determining new development's fair share of the cost to expand the District's fire facilities as growth occurs. As shown in Figure 7 below, this standard is represented by the existing fire system facilities cost of \$2,776.88 per demand EDU.

**FIGURE 7 – EXISTING FIRE FACILITIES STANDARD**

Existing Fire System Facilities <sup>1</sup>	\$87,435,762
Existing Demand EDUs <sup>2</sup>	31,487
<b>Existing Fire Facilities Standard</b>	<b>\$2,776.88</b>

Notes:

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

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

### RESIDENTIAL LAND USE CATEGORIES

Since residential land uses have varying dwelling unit occupancies and living areas, the residential fire impact fees are expressed on a per square footage basis for four residential land use categories. The four residential land use categories are defined below.

- **"Single-family housing"** means detached or attached one-family dwelling unit with an assessor's parcel number for each dwelling unit.
- **"Multifamily housing"** means buildings or structures designed for two or more families for living or sleeping purposes and having kitchen and bath facilities for each family.

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

The 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.

#### RESIDENTIAL FIRE IMPACT FEE DETERMINATION

Figure 8, on the following page, presents the calculation of the maximum residential fire impact fee. As shown, the residential fee is determined by multiplying the fire facility standard by their respective EDU demand factor plus an additional 4 percent for administration of the fire impact fee program. The fee program administrative cost component is designed to offset the cost of District, Town, and County collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act.

Pursuant to 65852.2.(f)(3)(A), the fire impact fee for an accessory dwelling unit of 750 square feet or more shall be charged proportionately in relation to the square footage of the primary dwelling unit. For example, the calculation of the maximum fire impact fee for the construction of a 750 square foot accessory dwelling unit on a single-family parcel with a 2,250 square foot single-family home would be  $(750 / 2,250) * \$3,668 = \$1,222.50$ .

The District may approve, and the Town and 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 8 – MAXIMUM RESIDENTIAL FIRE IMPACT FEE

Residential Land Use	Existing Facilities Standard <sup>1</sup>	EDU Demand Factor <sup>2</sup>	Cost per Dwelling Unit	Fee Program Admin. 4%	Average Living Area (Sq. Ft.) <sup>3</sup>	Maximum Residential Fire Impact Fee <sup>4</sup>
Calc	a	b	c = a * b	d = c * 0.04	e	f = (c + d) / e
----- per dwelling unit -----						- per sq. ft. -
Single Family Housing	\$2,776.88	1.00	\$2,776.88	\$111.08	1,765	\$1.63
Multi-Family Housing	\$2,776.88	0.73	\$2,027.13	\$81.09	900	\$2.34
Mobile Home	\$2,776.88	0.66	\$1,832.74	\$73.31	1,200	\$1.58
Assessory Dwelling Unit						See Figure 5

Notes:

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

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

<sup>3</sup> Average living areas area from data from the Sonoma County Assessor and expressed in terms of square feet.

<sup>4</sup> The maximum residential fire impact fee is rounded down to the nearest cent.

<sup>5</sup> Pursuant to Govt. Code § 65852.2(f)(3)(A), development impact fees for a new assessory dwelling unit must be imposed proportionately in relation to the square footage of the primary dwelling unit. Assessory dwelling units less than 750 square feet of living area are exempt.

## 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 employment densities and structural area, the nonresidential fire impact fee expressed per square foot of building area for three nonresidential land use categories. The three nonresidential land use categories are defined below.

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

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 three nonresidential land uses is determined by multiplying the fire facilities standard by their respective EDU demand factor plus an additional 4 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 Town and 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**

Nonresidential Land Use	Existing Facilities Standard <sup>1</sup>	EDU Demand Factor <sup>2</sup>	Cost per Unit	Fee Program Admin. 4%	Total Cost per Unit	Maximum Fire Impact Fee <sup>3</sup>
	Calc a	b	c = a * b	d = c * 0.04	e = c + d	f = e / 1,000
			----- per 1,000 sq. ft. -----			- per sq. ft. -
Retail / Commerical	\$2,776.88	0.62	\$1,721.67	\$68.87	\$1,790.54	<b>\$1.79</b>
Office	\$2,776.88	1.03	\$2,860.19	\$114.41	\$2,974.60	<b>\$2.97</b>
Industrial	\$2,776.88	0.44	\$1,221.83	\$48.87	\$1,270.70	<b>\$1.27</b>

Notes:

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

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

<sup>3</sup> The maximum nonresidential fire impact fee is rounded down to the nearest cent.

## PROJECTED FIRE IMPACT FEE REVENUE

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Figure 10 projects fire impact fee revenue through 2040. Total fire impact fee revenue (in 2020 dollars) is then calculated by multiplying the fire facilities demand standard by demand EDU growth.

**FIGURE 10 – PROJECTED FIRE IMPACT FEE REVENUE**

Land Use Category	Current Demand	Demand EDU	Existing Facilities	Projected Fire	
	EDUs (2020) <sup>1</sup>	Growth (2040) <sup>2</sup>	Standard <sup>3</sup>	Impact Fee Revenue (2020\$) <sup>4</sup>	
	Calc	a	b	c	d = b * c
Residential	25,444	3,007	\$2,776.88	\$8,349,000	
Nonresidential	6,043	714	\$2,776.88	\$1,983,000	
<b>Total District</b>	<b>31,487</b>	<b>3,721</b>	<b>\$2,776.88</b>	<b>\$10,332,000</b>	

Source: Association of Bay Area Governments; SCI Consulting Group

Notes:

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

<sup>2</sup> Based on a projected annual growth rate from the Association of Bay Area Governments of 1% for the Town of Windsor and 0.26% for the unincorporated areas of the District.

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

<sup>4</sup> 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 specific level of new development. Only enough fee revenue will be generated for the District to expand its existing level of service to serve the growing service population.

As shown, fire impact fee revenue will contribute approximately \$10.33 million (in 2020 dollars) towards the District's long-term capital improvement plan which represents new developments fair share of the plan. The District will need to fund existing development share with other funding sources. Other potential sources of funds 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 District's inventory. Additionally, the District will also need to replace apparatus and vehicles more quickly due to the increase in service calls from the growth in the persons and structure area created by new development. The District will be able to use fee proceeds to fund up to 10.6 percent of apparatus, ambulance, and vehicle replacement costs.

Fee revenue may not be used to fund 1) the renovation of existing facilities and 2) operational, maintenance or repair costs.

## NEXUS FINDINGS

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This section frames the Nexus Study findings in terms of the legislated requirements to demonstrate the legal justification of the fire impact 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 ensure that new development will not burden existing development with the cost of expanded facilities, apparatus, and equipment required to accommodate growth as it occurs within the District.

### USE OF FEE REVENUE

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

FIGURE 11 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE

<u><i>Allowable Uses</i></u>	<u><i>Prohibited Uses</i></u>
<ul style="list-style-type: none"> <li>• <i>New (added) or expanded land and facilities costs (100%)</i></li> <li>• <i>Apparatus, vehicles, and equipment purchases that expand the system inventory (100%)</i></li> <li>• <i>Facility costs already incurred to provide growth-related capacity (100%)</i></li> <li>• <i>A portion of apparatus, vehicles, and equipment replacement costs attributable to new development (10.6%)</i></li> <li>• <i>A portion of a renovation project that expands service capacity</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Existing deficiencies, such as improvements to existing facilities that do not expand service capacity</i></li> <li>• <i>A portion of apparatus, vehicles, and equipment replacement costs attributable to existing development (89.4%)</i></li> <li>• <i>Operational, maintenance or repair costs</i></li> </ul>



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

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

### **IMPACT RELATIONSHIP**

New residential and nonresidential development projects in the District will grow the persons (residents and employees) and the structural area (residential area and nonresidential building area) in persons live or work. The growth in persons and structural area will create additional need for the District's fire protection and prevention, emergency response service, and a corresponding need for new or expanded facilities and replacement of apparatus, vehicles, and equipment. The fee will be imposed on different types of development projects for the additional service population generated and structural area created by new development projects.

### **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 District's existing fire protection facilities. The use of an existing facilities standard methodology to determine the fire impact fee achieves proportionality between existing development and new development. Moreover, these equivalent costs are applied to six 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 residents and structural area to protect and, as a result, will pay a higher fee than smaller development projects. Thus, the application fire impact fee schedule to a specific project ensures a reasonable relationship between the fee and the cost of the facilities, equipment, and apparatus attributable to that project.

## FEE PROGRAM ADOPTION REQUIREMENTS

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The following are the general requirements for approval of the Nexus Study and proposed fire impact fee program ("fee program") by the District Board of Directors and adoption by the Town Council and County Board of Supervisors on behalf of the District. The specific statutory requirements for the adoption of the fee program may be found in the Mitigation Fee Act (California Govt. Code § 66000 et seq.) and County Municipal Code 15.08. SCI recommends that the notice and hearing requirements be duplicated by the District and the Town and County.

### SONOMA COUNTY FIRE PROTECTION DISTRICT

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

### TOWN OF WINDSOR

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

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

COUNTY OF SONOMA

1. The Board of Supervisors shall conduct at least "one open and public meeting" as part of a regularly scheduled meeting on the requested fee program.
2. At least 14 days before the meeting, the County shall mail out a notice of the meeting to any interested party who filed a written request for notice of the adoption of new or increased fees.
3. At least 10 days before the meeting, the County shall make available to the public the Nexus Study for review.
4. At least 10 days before the public hearing, a notice of the time and place of the meeting shall be published twice in a newspaper of general circulation with at least five days intervening between the dates of first and last publication not counting such publication dates.
5. After the public hearing, adopt an ordinance establishing the proposed fee program on behalf of the District.
6. The fee shall become effective 60 days after the adoption of the ordinance or longer as specified by the ordinance.

## FEE PROGRAM ADMINISTRATION REQUIREMENTS

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

### ACCOUNTING REQUIREMENTS

Proceeds from the new 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. Once the old existing fee program funds have been spent, the accounts should be closed.

The fire impact fees should be expended solely for the purpose for which they were collected. Any interest earned by such account should be deposited in that account and expended solely for the purpose for which originally collected.

### REPORTING REQUIREMENTS

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

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

For the fifth fiscal year following the first receipt of any fire impact fee proceeds, and every three 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 CREDITS**

A fee credit must 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.

#### **IMPROVEMENTS IN-LIEU OF FEES**

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

**FEE EXEMPTIONS**

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

- A structure owned by a governmental agency.
- A structure which is being reconstructed following damage or destruction by fire or another casualty, or the voluntary demolition thereof, provided that the number of structures or the size in such reconstructed structure is no greater than the number of structures or the size of the structure prior to such damage, destruction or demolition.
- An accessory dwelling unit less than 750 square feet.

**AUTOMATIC ANNUAL INFLATIONARY ADJUSTMENT**

The fire impact fee should be adjusted automatically without any further action by the District Board, Town Council, or County Board in the first day of each fiscal year by the net percentage change during the preceding calendar in the Engineering News-Record Construction Cost Index (20-City Average), or its successor publication.

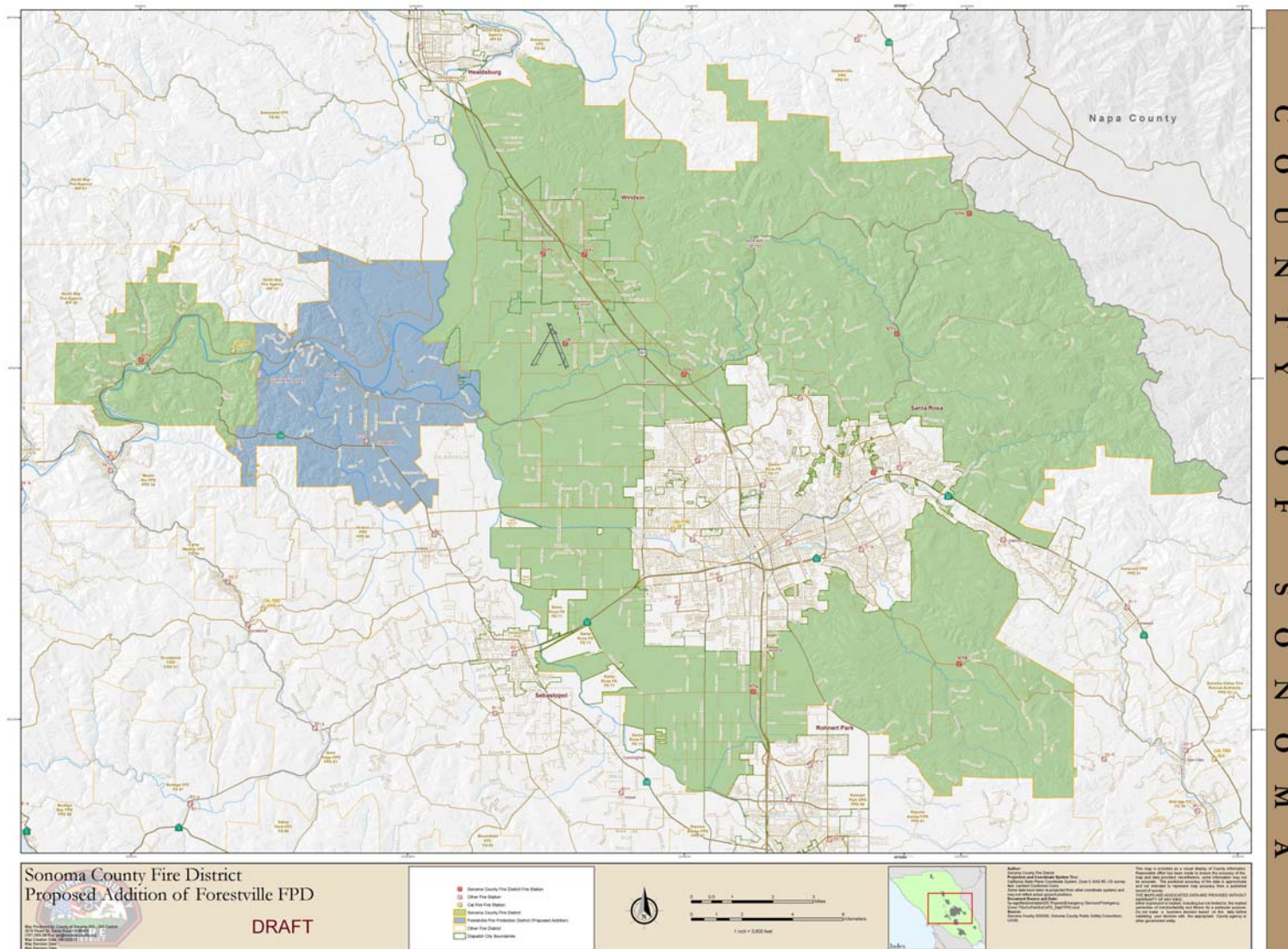
## APPENDICES

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Appendix A – Map of District Boundaries

Appendix B – Fire System Inventory and Replacement Cost Estimates

# APPENDIX A – MAP OF DISTRICT BOUNDARIES





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

FIGURE 13 – EXISTING FIRE STATION INVENTORY

Fire Station	Units		Unit Cost <sup>1</sup>	Replacement Cost (2020\$)
	Calc	a	b	c = a * b
<b>County Station 1, 8200 Old Redwood Highway, Windsor</b>				
Land		1.30 acres	\$400,000 per acre	\$520,000
Buldings		17,122 sq. ft.	\$1,225.00 per sq. ft.	\$20,974,450
<b>County Station 2, 45 Lark Center Drive, Santa Rosa</b>				
Land		1.00 acres	\$300,000 per acre	\$300,000
Buldings		3,802 sq. ft.	\$1,290.00 per sq. ft.	\$4,904,580
<b>County Station 3, 8600 Windsor Road, Windsor</b>				
Land		2.00 acres	\$400,000 per acre	\$800,000
Buldings		7,700 sq. ft.	\$1,225.00 per sq. ft.	\$9,432,500
<b>County Station 4, 207 Todd Road, Santa Rosa</b>				
Land		1.00 acres	\$300,000 per acre	\$300,000
Buldings		3,626 sq. ft.	\$1,060.00 per sq. ft.	\$3,843,560
<b>County Station 5, 91 Middle Rincon Road, Santa Rosa</b>				
Land		3.00 acres	\$300,000 per acre	\$900,000
Buldings		3,838 sq. ft.	\$1,319.00 per sq. ft.	\$5,062,322
<b>County Station 6, 5198 Sharp Road, Calistoga</b>				
Land		0.58 acres	\$300,000 per acre	\$174,000
Buldings		3,900 sq. ft.	\$1,225.00 per sq. ft.	\$4,777,500
<b>County Station 7, 2601 Calistoga Raod, Santa Rosa</b>				
Land		0.58 acres	\$300,000 per acre	\$174,000
Buldings		1,250 sq. ft.	\$500.00 per sq. ft.	\$625,000
<b>County Station 8, 6161 Bennett Valley Road, Santa Rosa</b>				
Land		2.00 acres	\$300,000 per acre	\$600,000
Buldings		4,000 sq. ft.	\$1,225.00 per sq. ft.	\$4,900,000
<b>County Station 9, Armstrong Wood Road, Guerneville</b>				
Land		0.58 acres	\$300,000 per acre	\$174,000
Buldings		6,904 sq. ft.	\$1,225.00 per sq. ft.	\$8,457,400
<b>6554 Mirabel Road, Forestville</b>				
Land		1.45 acres	\$300,000 per acre	\$435,000
Buldings		7,080 sq. ft.	\$1,225.00 per sq. ft.	\$8,673,000
<b>Total Replacement Cost (Land and Buildings)</b>				<b>\$76,027,312</b>

Source: Sonoma County Fire District; Kitchell; SCI Consulting Group

Notes:

<sup>1</sup> Replacement values for Stations 2, 4, 5 and 7 are from the District's 2018 Facilities Condition Assessment Report prepared by Kitchell. Building replacement values for the other stations are based on the average for Stations 2, 4, 5.

FIGURE 14 – APPARATUS, AMBULANCE, AND EQUIPMENT INVENTORY

Unit ID	Type	Make / Model	Year	Apparatus / Vehicles <sup>1</sup>	Equipment	Replacement Value (2020\$)
5680	Type 1 Engine	Ferrara	2013	\$487,500	\$95,000	\$582,500
5660	Type 3 Engine	Ferrara	2018	\$350,000	\$95,000	\$445,000
5685	Type 1 Engine	Pierce	1994	\$162,500	\$95,000	\$257,500
5630	Utility / Light Rescue	Dodge 3500	2000	\$87,500	\$12,000	\$99,500
5640	Utility	Ford F-150	2011	\$48,750	\$12,000	\$60,750
576	Ambulance	Demers F-450	2019	\$210,000	\$65,000	\$275,000
577	Ambulance	Leader E-450	2009	\$105,000	\$65,000	\$170,000
576R	Ambulance	Leader E-450	2014	\$157,500	\$65,000	\$222,500
5644	Rescue Boat	Zodiac	2015	\$7,500	\$0	\$7,500
5645	Jet Ski	Sea Doo	2016	\$10,000	\$0	\$10,000
U7541	Utility Pickup	Chevrolet Silverado 2500	2009	\$32,500	\$12,000	\$44,500
U7542	Utility SUV	Ford Expedition	2006	\$32,500	\$12,000	\$44,500
U7543	Utility Pickup	Chevrolet 1/2 Ton 4x4	2006	\$32,500	\$12,000	\$44,500
U7544	Utility SUV	Ford Expedition	2006	\$32,500	\$12,000	\$44,500
U7545	Utility Pickup	Chevrolet Pickup	2010	\$48,750	\$12,000	\$60,750
U7545	Utility Pickup	Dodge Dodge	2001	\$16,250	\$12,000	\$28,250
U7546	Utility Pickup	Dodge Ram	2001	\$16,250	\$12,000	\$28,250
U7548	Utility Pickup	Chevrolet K-1500 P/U	2008	\$32,500	\$12,000	\$44,500
U75K9	Utility SUV	Ford Expedition	2007	\$32,500	\$12,000	\$44,500
P7521	Utility Pickup	Chevrolet Silverado 1500	2017	\$65,000	\$12,000	\$77,000
BC7	Utility Pickup	Chevrolet Silverado 2500	2019	\$65,000	\$12,000	\$77,000
C7500	Utility SUV	Chevrolet Tahoe	2017	\$65,000	\$12,000	\$77,000
C7502	Utility Pickup	Chevrolet Silverado 1500	2019	\$65,000	\$12,000	\$77,000
7520	Utility Pickup	Chevrolet Silverado 1500	2019	\$65,000	\$12,000	\$77,000
7546	Utility Pickup	Dodge 2500	2019	\$65,000	\$12,000	\$77,000
R7531	Light Rescue	Ford Ferrara	2003	\$75,000	\$20,000	\$95,000
R7532	Medium Rescue	International Pierce	2004	\$100,000	\$20,000	\$120,000
R7538	Light Rescue	Ford F-550	2006	\$150,000	\$20,000	\$170,000
T7550	Truck/Quint	Pierce Quint	2008	\$600,000	\$95,000	\$695,000
E7581	Type 1 Engine	Ferrara Spartan	2006	\$325,000	\$95,000	\$420,000
E7582	Type 1 Engine	Pierce Pierce	2008	\$325,000	\$95,000	\$420,000
E7583	Type 1 Engine	Ferrara Gladiator	2015	\$650,000	\$95,000	\$745,000
E7584	Type 1 Engine	Ferrara Gladiator	2015	\$650,000	\$95,000	\$745,000
E7585	Type 1 Engine	Pierce Dash	1992	\$162,500	\$95,000	\$257,500
E7586	Type 1 Engine	HME BME	2006	\$162,500	\$95,000	\$257,500
E7588	Type 1 Engine	Pierce Saber	2003	\$162,500	\$95,000	\$257,500
E7562	Type 3 Engine	HME International 34D	2016	\$350,000	\$95,000	\$445,000
E7573	Type 3 Engine	International	2002	\$87,500	\$95,000	\$182,500
E7574	Type 3 Engine	International	2002	\$87,500	\$95,000	\$182,500
E7575	Type 3 Engine	International	1998	\$87,500	\$95,000	\$182,500
E7576	Type 3 Engine	International	1992	\$87,500	\$95,000	\$182,500
E7578	Type 3 Engine	International	2018	\$350,000	\$95,000	\$445,000

FIGURE 14 – APPARATUS, AMBULANCE, AND EQUIPMENT INVENTORY (CONTINUED)

Unit ID	Type	Make / Model	Year	Apparatus / Vehicles <sup>1</sup>	Equipment	Replacement Value (2020\$)
WT7592	Type 1 Water Tender	International Pierce	1997	\$62,500	\$50,000	\$112,500
WT7591	Type 1 Water Tender	Beck Ottawa	1988	\$62,500	\$50,000	\$112,500
WT7595	Type 2 Water Tender	Pierce Freightliner	2015	\$250,000	\$50,000	\$300,000
WT 7598	Type 1 Water Tender	International Central States	1995	\$62,500	\$50,000	\$112,500
Dodge Ram			1999	\$8,750	\$10,000	\$18,750
Dodge Ram			2004	\$8,750	\$10,000	\$18,750
Ford F150			1998	\$8,750	\$10,000	\$18,750
Ford F250			2006	\$17,500	\$10,000	\$27,500
5144	Watercraft	Yamaha EX 1050-UA	2019	\$10,000	\$0	\$10,000
5140	Utility Pickup	Chevrolet Silverado	2018	\$65,000	\$12,000	\$77,000
5191	Type 1 Engine	HME	2018	\$650,000	\$95,000	\$745,000
5161	Type 3 Engine	HME 34D	2018	\$350,000	\$95,000	\$445,000
5100	Utility	Ford F150 XL 4x4	2010	\$48,750	\$12,000	\$60,750
5141	Watercraft	Zodia IRB	2010	\$11,250	\$0	\$11,250
5136	Type 6 Engine	Ford F550 4x4 Diesel	2008	\$87,500	\$30,000	\$117,500
5181	Type 1 Engine	Pierce Saber Engine	2002	\$162,500	\$95,000	\$257,500
5143	Watercraft	See Doo GTS	1998	\$1,200	\$0	\$1,200
5175	Type 3 Engine	International 4900 Door	1996	\$87,500	\$95,000	\$182,500
5142	Watercraft	16" Alum Crestline	1995	\$500	\$0	\$500
<b>Total Apparatus and Equipment</b>				<b>\$8,660,450</b>	<b>\$2,748,000</b>	<b>\$11,408,450</b>

Source: Sonoma County Fire District

Notes:

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

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