PLACER COUNTY
OFFICE OF EMERGENCY SERVICES

MEMORANDUM

To: Honorable Board of Supervisors

From: Holly L. Heinzen, Interim County Executive Officer
by: Rui Cunha, Assistant Director of Emergency Services

Date: May 8, 2012

Subject: Resolution of Intention to form Community Facilities District (CFD) No. 2012-1 Sunset Industrial Area Services to fund Fire Services within the Sunset Industrial Area.

ACTION REQUESTED

That your Board approve a Resolution of Intention to form Community Facilities District (CFD) No. 2012-1 Sunset Industrial Area Services to fund fire protection and emergency medical services within the Sunset Industrial Area.

BACKGROUND

Historically, agricultural uses that included the growing of rice and wheat and the use of dry pasture dominated the area now referred to as the Sunset Industrial Area (SIA) which covers approximately 8,166 acres adjacent to Highway 65, south of the City of Lincoln and north of the City of Roseville. In 1980, Placer County identified the SIA as a future center of employment and adopted the 1980 Sunset General Plan, which among other things, sought to improve fire protection services and emergency medical services therein. The 1980 Plan amended the land use designations to *industrial, commercial* and *open space*, but some agricultural land use designations were retained in the western portion of the area as interim land uses in recognition of the lack of infrastructure and the potential for a prolonged build-out of the eastern SIA.

The County approved the original SIA Area Plan in 1997 and the goals and policies of the Area Plan dictate that equitable funding mechanisms be adopted for public facilities and services.

On June 22, 2010 the Board of Supervisors unanimously approved the amended Sunset Industrial Area Plan which, among other things, identified a Community Facilities District as an appropriate future funding mechanism for fire protection and emergency medical services within the SIA. To date, however, provision of these services has been undertaken solely by an agreement between Placer County and the United Auburn Indian Community (UAIC). Services are provided out of Placer County Fire Station 77 at 1200 Athens Avenue, the construction of which was paid for by the UAIC. Daily operations and maintenance is primarily paid for by the UAIC.

Station 77 is a new fire station constructed concurrent with the Thunder Valley Casino, a UAIC business venture also located at the Athens Avenue location. The proposed Community Facilities District would equitably spread costs of both fire protection and emergency medical

services to new development within the SIA. This change in the financial support of services will enable the County to maintain existing "urban-level" fire protection services and emergency medical response capabilities for the entire Sunset Industrial Area.

The Bond Screening Committee heard an overview associated with the proposed CFD on October 28, 2011 and at their most recent meeting on March 28, 2012 supported the formation of CFD No. 2012-1, Sunset Industrial Area Services (memo attached).

Description of Service and Need

Placer County in agreement with the UAIC and by contract with CAL FIRE provides fire protection, fire prevention and advanced life support services from Station 77. Service is provided by seven fire fighters who staff a Type I Engine Company and a Ladder Truck. During fire season (May – October) this staffing is further augmented by two additional firefighters who staff a Type III Engine Company. Additionally, Station 77 houses a Battalion Chief whose supervisory duties include supervision of Station 70 (Wise Road), Station 77 and the community volunteer stations at Paige, Sheridan, Thermalands and Fowler.

Planning for fire protection services in the Sunset Industrial Area has considered many factors. Current development in the Sunset Industrial Area consists of light industrial, large warehouses (some of which store hazardous materials) and the high rise hotel at the Thunder Valley Casino. Incidents at industrial facilities often require complex responses and multiple alarms meaning that some incidents will require mutual aid from surrounding jurisdictions. Very large buildings, high-rise construction and the likelihood of similar future development requires a base firefighting capability including ladder truck coverage in order to be compliant with insurance best practices and requirements associated with mutual aid.

See pages 5-7 of the *Sunset Industrial Area Services Assessment*, dtd November 12, 2009, attached. This study concludes that "Because of the largely industrial nature of the SIA at buildout, a specialized set of fire protection skills are required. ... Placer County can efficiently and effectively meet the long-term fire protection needs of the SIA." This conclusion is supported by a set of six determinations.

Estimated Annual Cost of Services

The total estimated cost of fire service in the Sunset Industrial Area is detailed in the *Sunset Industrial Area Fire Services Cost Allocation Study*, dtd. October 6, 2010, attached.

This study calculates the total annual SIA cost of fire services, after allocating a one-third share of the ladder truck costs ($512,178) to Regional University, at $3,167,377. This cost includes all County administrative costs. The $3,167,377 cost is allocated between the Thunder Valley Casino and Resort and the remainder of the SIA based on projected call volume, with the remainder SIA (both current and future development) being allocated a total cost of $1,900,426. After subtracting expected future base property tax, CFD 2012-1 is expected to generate $1,621,091 assuming existing development annexes in to the CFD at a future date. The Study computes an equitable apportionment to both current and future development within the remainder SIA of $0.08 per square foot or $757 per acre, ensuring that new development is not unfairly assessed for what is an existing system deficit. At build-out the Thunder Valley Casino and Resort is expected to remain responsible for fire services costs of approximately $1,267,000 annually.

Proposed Rate and Method of Apportionment

See attached *County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area) Rate and Method of Apportionment of Special Tax* (Rate and Method).

All new discretionary projects within the SIA will be conditioned to annex into CFD No. 2012-1 prior to County approval of a Parcel Map or Final Map, or issuance of Improvement Plans or issuance of a Building Permit for the Project. Upon meeting conditions to annex into CFD No. 2012-1, the newly annexed parcel(s) will be classified as developed or undeveloped and the maximum special tax will be applied to each parcel and to any existing development already on that parcel based on the Rate and Method.

Map of District Boundaries and Future Annexation Area

See the attached maps showing the proposed land development project that will form the initial CFD boundaries (Magnus Pacific, APNs: 495-020-005; -006; -007; -008). Assuming that the Board takes action to approve the Resolution of Intention, staff will provide public notice of a subsequent action to form the CFD June 19, 2012. Staff will coordinate necessary waivers and ballots securing the property owner's consent through election to form the CFD in advance of June 19. Future projects will be conditioned to annex into the CFD, prior to either the approval for recordation of the first final subdivision map or the issuance of the first building permit for the property, whichever occurs first.

On June 19, 2012, the Board will also be asked to approve the future annexation area which will coincide with the existing SIA boundary (map attached).

Two Percent Tax Limitation Impact

Table 10, Page 12 of the *Sunset Industrial Area Fire Services Cost Allocation Study*, dtd. October 6, 2010 shows the current and projected development by land use types, projected valuations and property tax collections for each land use type. The Special Tax as defined in the *County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area) Rate and Method of Apportionment of Special Tax* would result in an effective tax rate of 1.05% for residential development. This number is computed by adding the future projected special tax revenue on the 34 projected residential lots to the one percent base property tax and then dividing by the projected future value of these 34 residential parcels.

FISCAL IMPACT

Approval of the SIA CFD meets Placer County's General Plan Goals and Policies associated with the equitable apportionment of fire service costs within the SIA and will allow for a graduated reduction in the General Fund contribution to fire services within the SIA. If the SIA CFD is not approved there may be indirect economic impacts to businesses that could affect future development in the area.

Attachments:

Resolution of Intention to Form CDF No. 2012-1

County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area) Rate and Method of Apportionment of Special Tax

CFD 2012-1 Annexation Area

Sunset Industrial Area Service Assessment, dtd November 12, 2009

Sunset Industrial Area Fire Services Cost Allocation Study, dtd. October 6, 2010

Project Site Plan

Memorandum from the Bond Screening Committee recommending formation of this CFD

COUNTY OF PLACER
Community Development Resource Agency

ENGINEERING & SURVEYING

MEMORANDUM

TO: BOARD OF SUPERVISORS

FROM: W. ZICKER, CHAIR
BOND SCREENING COMMITTEE

SUBJECT: COMMUNITY FACILITIES DISTRICT No.2012-1
SUNSET INDUSTRIAL AREA SERVICES

DATE: APRIL 27, 2012

In accordance with the Placer County Bond Screening Committee Rules and Procedures adopted by your Board on January 1, 2007, the Committee held a public meeting on March 28, 2012 in the Cypress Room of the Community Development Resource Center. Item No. 4 on the agenda was to consider making a recommendation to your Board regarding the subject Community Facilities District (CFD).

A quorum being present, the Committee heard a presentation by Rui Cunha, Assistant Director of Emergency Services, describing the scope and intent of the proposal and the relevant financial details. After questions from the committee members and, there being no public comment, a motion to recommend approval of the proposal was made by Ken Grehm, Director of Public Works and seconded by Mary Dietrich, Assistant Director of the Facilities Services Department.

By unanimous vote, the committee approved the motion.

This memorandum is to notify the Board of the Committee's recommendation that the Board of Supervisors proceed with the formation of this CFD.

cc: Bond Screening Committee members
Rui Cunha
County Counsel

Before the Board of Supervisors
County of Placer, State of California

IN THE MATTER OF A RESOLUTION OF INTENTION TO FORM COMMUNITY FACILITIES DISTRICT NO. 2012-1 SUNSET INDUSTRIAL AREA SERVICES.

Resolution No: _____

The following RESOLUTION was duly passed by the Board of Supervisors of the County of Placer at a regular meeting held, MAY 8, 2012, by the following vote on roll call:

Ayes:

Noes:

Absent:

Signed and approved by me after its passage.

_____

Chair, Board of Supervisors

Attest:
Clerk of said Board

_____

WHEREAS, the County of Placer proposes to establish a Community Facilities District under terms of the Mello-Roos Community Facilities Act of 1982, Chapter 2.5 of Division 2 of Title 5 of the California Government Code, Section 53311 *et seq.*; and

WHEREAS, the name of the proposed a Community Facilities District shall be, "Community Facilities District Number 2012-1 (Sunset Industrial Area Services)", County of Placer, State of California to be known as "CFD 2012-1", and the proposed boundaries of the district are as shown in Exhibit B (CFD 2012-1 Annexation Area) incorporated in this Resolution by reference; and

WHEREAS, the services to be provided within CFD 2012-1 are fire protection and emergency medical services which have been and are being provided by Placer County with personnel and equipment working primarily from Fire Station 77 at 1200 Athens Avenue, Lincoln, CA; and

WHEREAS, costs of providing fire protection and emergency medical services in the CFD 2012-1 Annexation Area have since 2000 been borne primarily by the United Auburn Indian Community (UAIC); and,

WHEREAS, terms of the County of Placer Sunset Industrial Area (SIA) Plan, adopted in 1997, established Goals, Policies and Implementation that called for an equitable funding mechanism for these public services; and

WHEREAS, at its June 22, 2010 meeting, the Placer County Board of Supervisors unanimously approved the amended Sunset Industrial Area Plan and supported the use of a Community Facilities District as an appropriate funding mechanism for fire protection and emergency medical services within the SIA; and

WHEREAS, the Placer County Bond Screening Committee, at its March 28, 2012 meeting, unanimously supported the formation of Community Facilities District 2012-1 (Sunset Industrial Area Services); and

WHEREAS, the engineered rates to be charged to the UAIC and levied on all other current and future development in the greater SIA for funding fire protection and emergency medical services are incorporated into Exhibit A (*County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area) Rate and Method of Apportionment of Special Tax*).

NOW, THEREFORE, THE BOARD OF SUPERVISORS OF THE COUNTY OF PLACER, STATE OF CALIFORNIA DOES HEREBY RESOLVE AS FOLLOWS: That it intends to form Community Facilities District 2012-1 (Sunset Industrial Area Services) to allow for equitable funding by all development within the greater Community Facilities District 2012-1 area for fire protection and emergency medical services.

BE IT FURTHER RESOLVED, that the Board of Supervisors will conduct a public hearing, subject to public comment, at 10:00 a.m. on June 19, 2012, 175 Fulweiler Ave., Auburn, CA to consider the final establishment of CFD 2012-1 (Sunset Industrial Area Services) and approval of a future annexation area shown in Exhibit B.

Exhibit A: *County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area) Rate and Method of Apportionment of Special Tax*

Exhibit B: CFD 2012-1 Annexation Area

Exhibit "A"

COUNTY OF PLACER
COMMUNITY FACILITIES DISTRICT NO. 2012-1
(SUNSET INDUSTRIAL AREA SERVICES)

RATE AND METHOD OF APPORTIONMENT OF SPECIAL TAX

A Special Tax applicable to each Assessor's Parcel in the County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area Services) shall be levied and collected according to the tax liability determined by the County of Placer or its designee, through the application of this Rate and Method of Apportionment of Special Tax. All of the property in the CFD, unless exempted by law or by the provisions hereof, shall be taxed for the purposes, to the extent, and in the manner herein provided, including property subsequently annexed to the CFD unless otherwise provided for the annexed property.

A. DEFINITIONS

The terms hereinafter set forth have the following meanings:

"Act" means the Mello-Roos Community Facilities Act of 1982, as amended, being Chapter 2.5, (commencing with Section 53311), Division 2 of Title 5 of the California Government Code.

"Administrative Expenses" means the expenses of the County in carrying out its duties for the CFD, including, but not limited to, the levy and collection of the Special Tax, the fees and expenses of its counsel, costs related to annexing property into the CFD, and all other costs and expenses of the County in any way related to the establishment or administration of the CFD.

"Administrator" means the person or firm designated by the County to administer the Special Tax according to the Rate and Method.

"Assessor's Parcel" or "Parcel" means a lot or parcel with an assigned County Assessor's Parcel number shown on a County Assessor's Parcel map.

"Authorized Services" means the public services authorized to be financed, in whole or in part, by the Special Taxes in the CFD.

"CFD" or **"CFD No. 2012-1"** means the County of Placer Community Facilities District No. 2012-1 (Sunset Industrial Area Services).

"County" means the County of Placer.

"Developed Property" means, in any Fiscal Year, all Parcels of Taxable Property for which a certificate of occupancy for new construction or expansion of a vertical structure was issued by the County prior to June 30 of the preceding Fiscal Year. In the absence of a certificate of occupancy,

any Parcel of Taxable Property shall be classified as Developed Property if a structure on the Parcel has been occupied prior to June 30 of the preceding Fiscal Year.

"Fiscal Year" means the period starting July 1 and ending on the following June 30.

"**Maximum Special Tax"** means the greatest amount of Special Tax that can be levied in any Fiscal Year according to this Rate and Method.

"Public Property" means any Parcel of Taxable Property that is owned by or irrevocably offered for dedication to the federal government, State of California, County, or other local governments or public agencies.

"Rate and Method" means this Rate and Method of Apportionment of Special Tax.

"Special Tax" means any tax levied in any Fiscal Year pursuant to the Rate and Method to pay the Special Tax Requirement.

"Special Tax Requirement" means the amount of revenue needed in any Fiscal Year to pay for the following: (i) Authorized Services; (ii) Administrative Expenses; and (iii) amounts needed to cure any delinquencies in the payment of Special Taxes which have occurred or, based on delinquency rates in prior years, may be expected to occur in the Fiscal Year in which the Special Tax will be collected.

"Square Footage," or **"Square Foot"** means the floor area square footage reflected on the original building permit issued for construction of a building and any square footage subsequently added to a building after issuance of a permit for expansion or renovation.

"Taxable Property" means all the Assessor's Parcels within the boundaries of CFD No. 2012-1 which are not exempt from the Special Tax pursuant to law or Section E below.

"Undeveloped Property" means, in any Fiscal Year, all Parcels of Taxable Property within CFD No. 2012-1 that are not Developed Property.

B. DATA FOR ANNUAL ADMINISTRATION

On or about July 1 of each Fiscal Year, the Administrator shall identify the current Assessor's Parcel number for all Parcels of Taxable Property in the CFD. The Administrator shall also determine (i) whether each Parcel of Taxable Property is Developed Property or Undeveloped Property, (ii) for Developed Property, the Acreage of each Parcel and the amount of Square Footage built on each Parcel, (iii) for Undeveloped Property, the Acreage of each Parcel, and (iv) the Special Tax Requirement for the then current Fiscal Year.

In any Fiscal Year, if it is determined that (i) a parcel map for a portion of property in the CFD was recorded after the last date upon which the Assessor will incorporate the newly-created Parcels into

the then current tax roll, and (ii) because of the date the parcel map was recorded, the Assessor does not yet recognize the new Parcels created by the parcel map, the Administrator shall calculate the Special Tax for the property affected by recordation of the parcel map by determining the Special Tax that applies separately to each Parcel of Taxable Property, then applying the sum of the individual Special Taxes to the original Parcel that was subdivided by recordation of the parcel map.

C. MAXIMUM SPECIAL TAX

1. Developed Property

The Maximum Special Tax for Fiscal Year 2012-13 for all Parcels of Developed Property within CFD No. 2012-1 shall be the greater of (i) $0.08 per Square Foot or (ii) $757.00 per Acre. After a Parcel is classified as Developed Property, if, in any future Fiscal Year, the amount of Square Footage on the Parcel is increased, the Administrator shall determine the Maximum Special Tax by applying the greater of (i) or (ii) based on the increased Square Footage.

2. Undeveloped Property

The Maximum Special Tax for Fiscal Year 2012-13 for all Parcels of Undeveloped Property within CFD No. 2012-1 shall be $151.00 per Acre.

3. Escalation of Maximum Special Tax

On July 1, 2013, and on each July 1 thereafter, the Maximum Special Taxes set forth above shall be escalated by the increase, if any, in the Local Consumer Price Index (CPI) for the San Francisco-Oakland-San Jose Area for All Urban Consumers. The CPI used shall be as determined by the Bureau of Labor Statistics from January to January beginning with the period from January 2012 to January 2013.

D. METHOD OF LEVY AND COLLECTION OF SPECIAL TAX

Each Fiscal Year, the Administrator shall determine the Special Tax Requirement for that Fiscal Year and levy the Special Tax on all Parcels of Taxable Property as follows:

Step 1: The Special Tax shall be levied proportionately on each Parcel of Developed Property up to 100% of the Maximum Special Tax for each Parcel for such Fiscal Year until the amount levied is equal to the Special Tax Requirement;

Step 2 : If additional revenue is needed after Step 1 in order to meet the Special Tax Requirement, the Special Tax shall be levied proportionately on each Parcel of Undeveloped Property up to 100% of the Maximum Special Tax for each Parcel for such Fiscal Year until the amount levied, when combined with the amount levied pursuant to Step 1, is equal to the Special Tax Requirement.

The Special Taxes shall be collected in the same manner and at the same time as ordinary ad valorem property taxes, provided, however, that the County may directly bill the Special Tax, may collect the Special Tax at a different time or in a different manner, and may collect delinquent Special Taxes through other available methods.

E. EXEMPTIONS

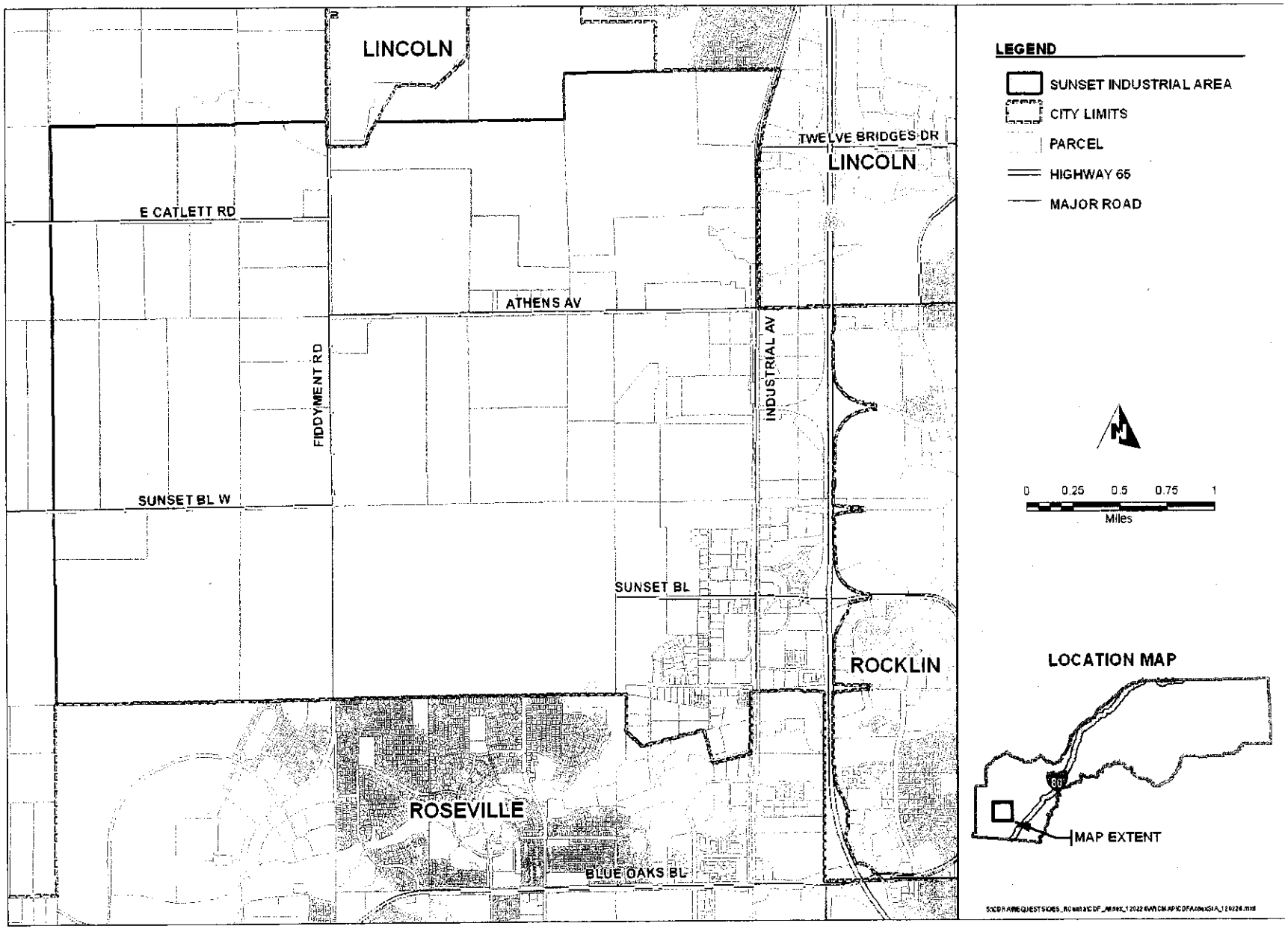
Notwithstanding any other provision of this Rate and Method, no Special Tax shall be levied on Parcels of Public Property for which a separate agreement or contract has been entered into with the County to pay the costs of Authorized Services.

F. INTERPRETATION

The County may interpret, clarify, and revise this Rate and Method to correct any inconsistency, vagueness, or ambiguity, by resolution and/or ordinance, that does not create a material adverse effect on the levy and collection of the Special Taxes.

Exhibit "B"

CFD 2012-1 Annexation Area



GCG

GOODWIN CONSULTING GROUP

SUNSET INDUSTRIAL AREA SERVICES ASSESSMENT

FINAL

November 12, 2009

555 UNIVERSITY AVE, SUITE 280 • SACRAMENTO, CA 95825
PHONE: (916) 561-0890 • FAX: (916) 561-0891

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Sunset Industrial Area
Services Assessment

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CHAPTER 1: INTRODUCTION

INTRODUCTION

This Services Assessment report seeks to provide the same determinations required under the Government Code when a local agency formation commission (LAFCO) prepares or updates a sphere of influence. Although this report is not designed to be a municipal services review (MSR), it contains much of the information that would be collected and summarized in an MSR. The remaining chapters of the report discuss how Placer County (County) has the operational and financial ability, as well as the organizational framework, to successfully serve the growing Sunset Industrial Area (SIA) through buildout.

PROJECT DESCRIPTION

The Sunset Industrial Area Plan (Plan) was adopted in 1997. The Plan "was produced to address a myriad of issues affecting the development of the Sunset Industrial Area, an unincorporated area of South Placer County specifically set aside for industrial development." Although development has taken place since the Plan's adoption, much of the SIA remains undeveloped. A map of the SIA is provided at the end of this chapter.

It should be noted that the area now known as the SIA has been reserved for industrial uses for approximately five decades. In the boom years following World War II, the Placer County Board of Supervisors expressed the desire to develop an industrial park in the area. Later, the 1980 Sunset General Plan, the precursor to the SIA Plan, was developed and adopted. Extensive changes in the surrounding communities, particularly the substantial growth in the cities of Roseville, Rocklin, and Lincoln, have increased the importance of the SIA as a strategic employment center.

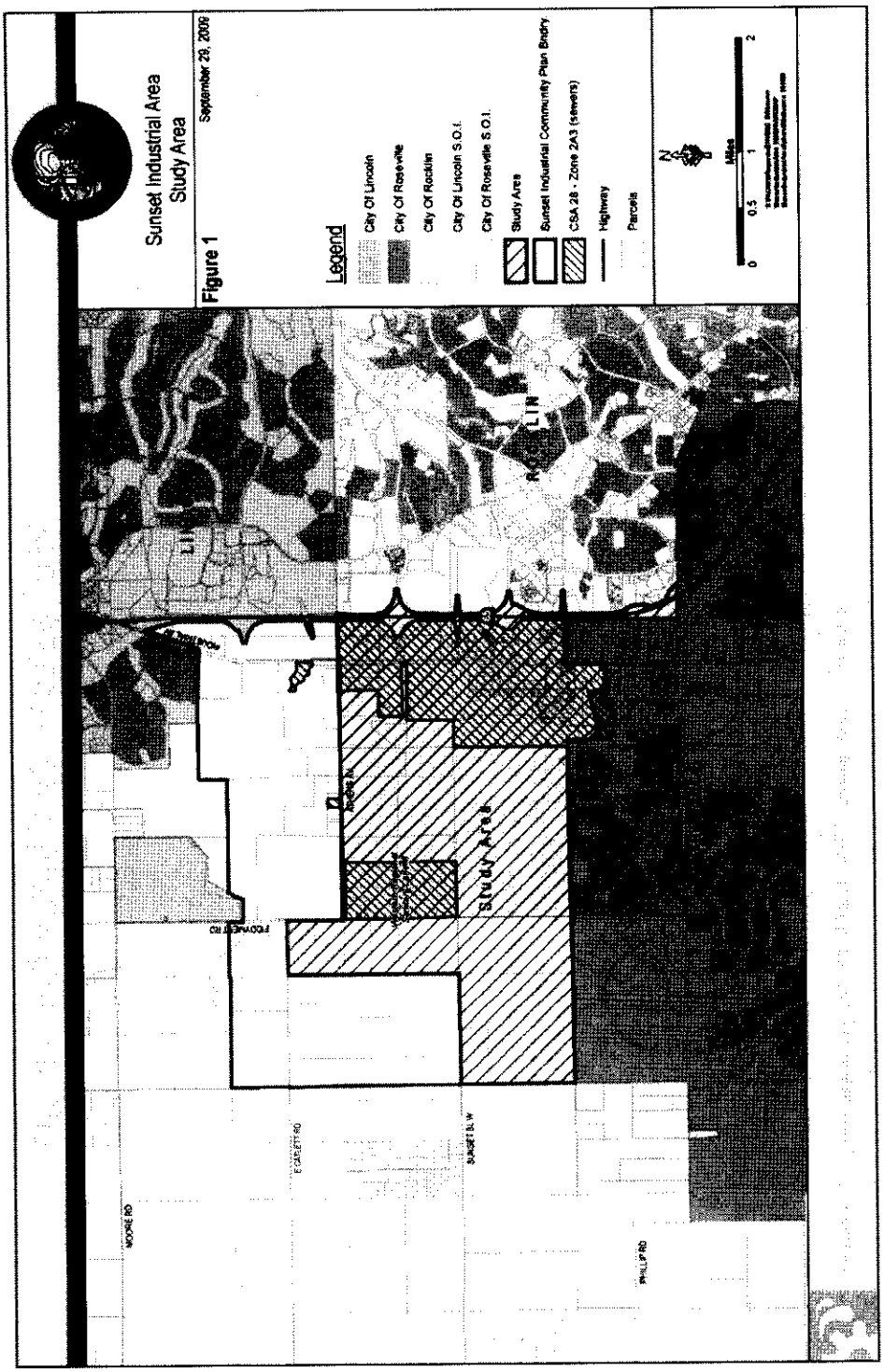
The majority of existing development in the SIA has occurred along the State Route 65 (SR 65) corridor, primarily around the intersection of Sunset Boulevard and SR 65. According to the *Economic Benefits of the Sunset Industrial Area in Placer County* study conducted by the Sacramento Regional Research Institute in April 2007, there were more than 5,000 employees in 16 industry sectors in the area. One of the main employers is the Thunder Valley Casino, which is in the process of constructing a hotel to complement its gaming and restaurant attractions.

County staff recently estimated that the SIA will eventually accommodate 34 dwelling units and nearly 33 million square feet of non-residential space. Fewer than 100 residents are expected in the SIA at buildout—the small residential population relates to agricultural units on farmland or similar uses. Land use designations within the non-residential portions are anticipated to include business park, commercial, industrial, and public facility. A table detailing the County's current assumptions is provided below.

SIA Buildout Assumptions: Non-Residential

Land Use Designation	Total Acres	F.A.R.	Total Sq. Ft.	Net Available	Net Total Sq. Ft.
Business Park	302.13	0.25	3,290,196	0.80	2,632,157
Commercial	39.70	0.35	605,266	0.80	484,213
Industrial	2,824.74	0.30	36,913,702	0.80	29,530,962
Public Facility	27.10	0.20	236,101	0.80	188,880
Total	**3,193.67**		**41,045,265**		**32,836,612**

Map of the Sunset Industrial Area



CHAPTER 2: LEGISLATIVE FRAMEWORK

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs, among other things, the roles and responsibilities of LAFCOs. Pursuant to Section 56430(a) of the Government Code, "In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission." From this language comes the more commonly known municipal services review, which is designed to inform LAFCO's future jurisdictional decisions. Again, while this report is not meant to be an MSR, the same issues typically addressed in an MSR are the focus hereof.

As part of its review, the commission is required to prepare a written statement of its determinations with respect to the following:

(1) Growth and population projections for the affected area

(2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

(3) Financial ability of agencies to provide services

(4) Status of, and opportunities for, shared facilities

(5) Accountability for community service needs, including governmental structure and operational efficiencies

(6) Any other matter related to effective or efficient service delivery, as required by commission policy

In Chapter 3, these six items are addressed for each of the municipal services expected in the SIA.

CHAPTER 3: SERVICES ASSESSMENT

FIRE PROTECTION

In addition to fire protection, prevention, and code enforcement services, Placer County Fire (PCF) also provides advanced life support, general emergency services, and specialized programs. The County, meanwhile, operates the Emergency Management Program and the Hazard Mitigation and Biomass programs. Because of the largely industrial nature of the SIA at buildout, a specialized set of fire protection skills are required. Based on the determinations cited below, Placer County can efficiently and effectively meet the long-term fire protection needs of the SIA.

Fire Protection Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Fire Protection Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

At this time, Placer County Fire provides fire protection and related services to the SIA with two Type I engine companies and a seasonal Type III engine company. Fire Station 77, which is adjacent to the United Auburn Indian Community's (UAIC) Thunder Valley Casino, allows Placer County Fire to serve 91% of the SIA within six minutes or less of travel time. Furthermore, the majority of the developed, high risk areas are served in less than four minutes. PCF is scheduled to replace one of the Type I engine companies with a Type I truck company by the end of November 2009. The addition of a truck company will effectively round out the initial attack capability of Fire Station 77 with a 3-person Advanced Life Support (ALS) engine and 4-person ALS truck covered year-round, augmented with a 2-person Type III engine during those months of high wild-land fire danger. An emergency response estimate map is included at the end of this section.

Fire Protection Determination #3: Financial ability of agencies to provide services.

PCF is able to provide service to the area by way of the property taxes collected by the County and the revenue arising from the fire protection agreement for the Thunder Valley Casino. As growth in the SIA continues, the property tax base will increase, leading to additional revenues for expanded fire protection services. In addition, various public finance mechanisms are being considered by County staff based on the recognition that the UAIC is not the sole beneficiary of enhanced fire protection services in the area. As such, County staff is actively evaluating how future development will contribute its fair share to those services benefitting the entire SIA.

Fire Protection Determination #4: Status of, and opportunities for, shared facilities.

Fire protection service is often described as a network, as multiple service providers partner together to ensure appropriate coverage and support. In this sense, facilities are "shared" between PCF and the California Department of Forestry and Fire Protection (CAL FIRE) since apparatus maintenance, training, administration, and command functions are performed on a unit-wide level throughout the Nevada-Yuba-Placer Unit. The expectation is that this cooperative model will continue to be the foundation for fire protection service in the area. Additionally, it is important to note that there are several large developments on the horizon in southwestern Placer County. Regional improvements, such as increased training facilities and capacities, apparatus maintenance and repairs, centralized supplies and code enforcement, coupled with fire prevention and investigation, present a tremendous opportunity for shared facilities down the road.

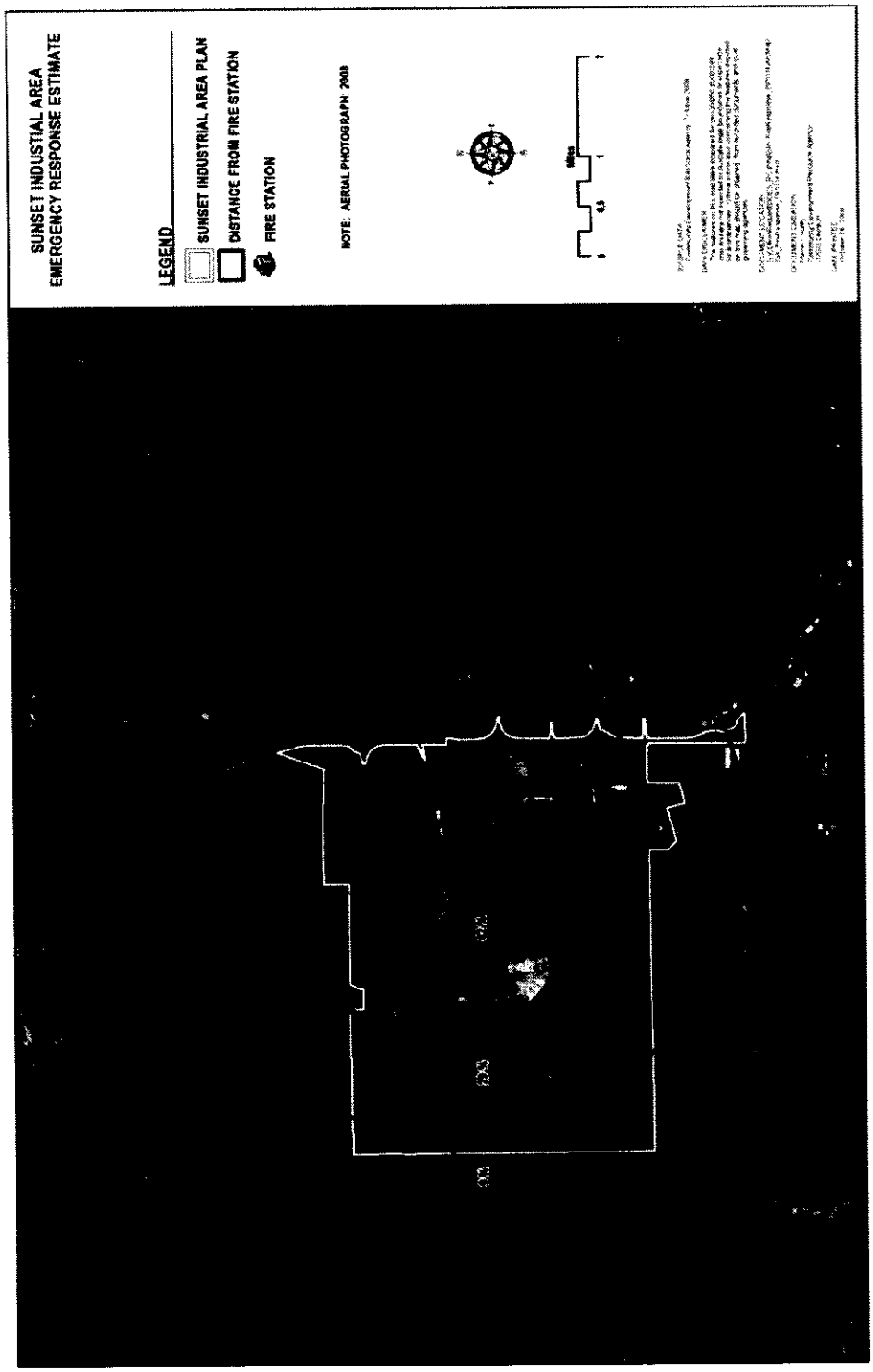
Fire Protection Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

CAL FIRE/PCF is the current service provider to the SIA. CAL FIRE/PCF works with individual business owners routinely and understands the specific risks associated with the unique development in the area. The Placer County Office of Emergency Services (OES) administers the County contract for fire protection with the California Department of Forestry and Fire Protection. CAL FIRE, as an "all risk" department, provides the level of protection desired by the County and is a partner in the regional fire protection system. As such, PCF is signatory to the "Closest Forces Agreement" of western Placer County and responds under that concept on a daily basis. When specialty requests are placed, CAL FIRE can bring to the incident qualified incident command overhead positions from PCF as well as the Nevada-Yuba-Placer Unit of CAL FIRE. Certain operational efficiencies are realized through the pooling of general costs and the depth of resources of CAL FIRE/PCF. For instance, certain executive and administrative costs can be spread over the various functions, only one of which is the function that administers the County contract.

Fire Protection Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Fire Station 77 already provides service to the SIA, as discussed in detail above. PCF's infrastructure is in place, and it has gone to great lengths to plan for the future needs of the area. Because of the urban-like demands inherent in serving the Thunder Valley Casino, PCF is already accustomed to providing a level of service that will be expected in the SIA as it develops. For example, the addition of a 15-story hotel at the casino will result in the acquisition of additional apparatus and equipment, which will further enhance PCF's ability to respond to a wider variety of risks. With the prerequisite experience and knowledge of the SIA's unique risk, PCF is well-positioned to continue to provide fire protection, prevention, advanced life support, and general emergency response to the area.

Map of Emergency Response Estimate



LAW ENFORCEMENT

The Placer County Sheriff's Office (Sheriff's Department) is responsible for public safety in the SIA. The Sheriff's Department's duties include operations, investigations, support services, and administration, all of which promote its mission "to maintain the quality of life we enjoy and to ensure our County is a safe place to live, work and visit. This will be accomplished through safeguarding individual liberties, building community partnerships, preventing crime and resolving those crimes that do occur." Based on the determinations below, Placer County can efficiently and effectively meet the law enforcement needs of the SIA.

Law Enforcement Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Law Enforcement Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

As mentioned previously, the Sheriff's Department already serves the SIA. In fact, the area, which is referred to as the Dry Creek/West Roseville area in the Sheriff's Department's Response Times statistics, averages approximately 350 calls for service per month. Despite the geographically large beat, the Thunder Valley Casino deputy location in the heart of the SIA allows the County to appropriately meet the law enforcement needs of the area.

Law Enforcement Determination #3: Financial ability of agencies to provide services.

Public safety expenses will be funded primarily through the County's general fund. With additional development in the SIA, the local secured and unsecured property tax bases will expand significantly, leading to more property tax revenues available for law enforcement. Additionally, it is important to note that Proposition 172 (Public Safety Sales Tax) revenues flow overwhelmingly to counties, not to cities. As a result, with the expected growth in sales and use taxes, the County will be able to provide an enhanced level of service in the area.

Law Enforcement Determination #4: Status of, and opportunities for, shared facilities.

The Thunder Valley Casino deputy location falls under the domain of the Sheriff's Department's South Placer Substation. As part of the broader Placer County Sheriff's Office, the substation, and by extension the casino deputy location, enjoy the benefits of an organization that is able to pool resources and share costs.

Law Enforcement Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

The South Placer Substation (Substation) is commanded by a Sheriff's Department Lieutenant and would assume accountability for the SIA's service needs. The geographically large beat does present challenges, but the Thunder Valley Casino deputy location has proven successful, and the County is confident that this structure will continue to work as the SIA develops. Also, operational efficiencies are likely to be achieved as the Substation is already used to providing a suburban-like level of service. It currently serves, among other areas, Loomis and Granite Bay, which have developments that are more suburban than rural in nature.

Law Enforcement Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

The Sheriff's Department, with its network of substations, is attuned to the needs of the SIA's current residents and businesses. The Thunder Valley Casino and the industrial development along the SR 65 corridor, in particular, require a specialized form of public safety provision. Having served the area since its inception, the Sheriff's Department is particularly capable of responding to the area's law enforcement requirements and has already estimated future personnel needs to serve the area.

LIBRARY

Due to the very limited number of residents expected in the SIA at buildout (less than 100), County staff does not foresee any impact on library services from additional development in the SIA. Nonetheless, the Placer County Library operates branches throughout the County, all of which are/will be available to the SIA's current/future residents and employees.

NATURAL GAS AND ELECTRIC

Natural gas and electric service provides power to homes and businesses throughout the SIA. Based on the determinations below, Placer County, through the Pacific Gas & Electric Company (PG&E), can efficiently and effectively meet the energy needs of the SIA.

Natural Gas & Electric Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Natural Gas & Electric Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

From one of its six Pleasant Grove Substation circuits, PG&E currently serves 341 electric customers in the SIA. Within the SIA, PG&E also serves two customers at transmission voltage (60,000 volts) and 105 customers with natural gas. PG&E plans to develop its Athens Substation site to serve future growth in the area and is targeting a completion date of June 2015. As far as additional natural gas capacity is concerned, PG&E's existing transmission pipelines can fully support future growth in the SIA.

Natural Gas & Electric Determination #3: Financial ability of agencies to provide services.

PG&E traces its roots back to 1852, over 150 years ago. With consolidated net income of $1.3 billion in 2008, from operating revenues of $14.6 billion, PG&E's financial position is reflected in its A- Long-Term Issuer Default Rating from Fitch.

Natural Gas & Electric Determination #4: Status of, and opportunities for, shared facilities.

As mentioned above, PG&E is expecting to make use of its current Athens Substation site to increase its electric capacity in order to serve the SIA. More generally, PG&E provides service from Eureka in the north to Bakersfield in the south and from the Pacific Ocean to the west to the Sierra Nevada to the east. Consequently, PG&E is able to make investments in regional-type infrastructure such as its hydroelectric system. The system provides Californians with safe, reliable, and clean energy from a renewable resource.

Natural Gas & Electric Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

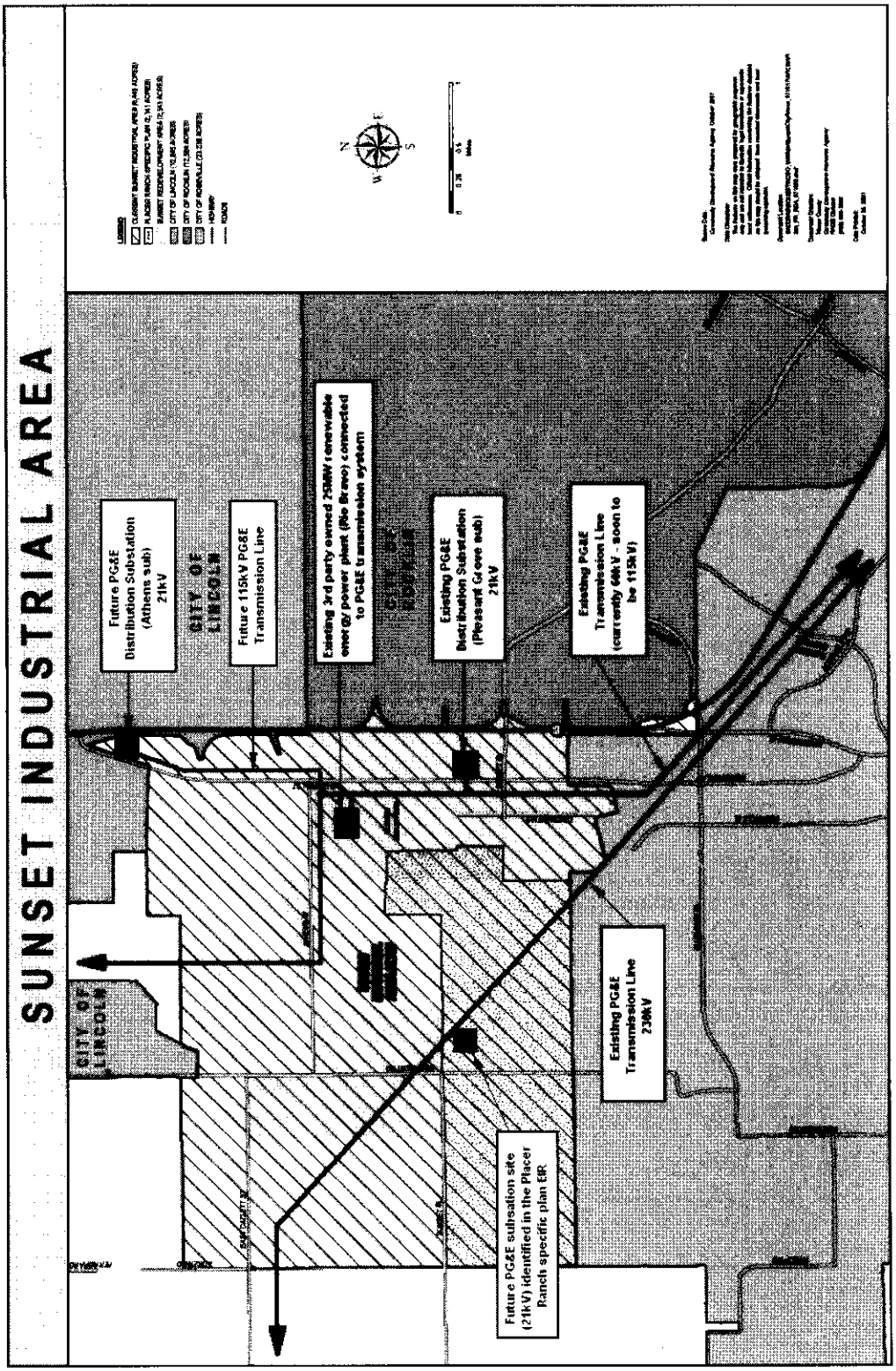
PG&E provides natural gas and electric service as well as a host of related services (e.g., energy efficiency services and incentives, rate options, access to local account managers) to the SIA. Because PG&E has provided such services since the area was originally developed, it is already

familiar with the area and is well-equipped to scale-up its operations as the SIA continues to buildout.

Natural Gas & Electric Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Since PG&E intends to make use of sites that it already owns, future land acquisition costs would be minimized if PG&E continues to provide service. In addition, its natural gas transmission lines are already sized to serve the buildout population of the SIA. Future residents and businesses can take comfort in the fact that PG&E has already planned for their respective growth and has the wherewithal and resources to effectively and efficiently meet their energy demands, increasingly with renewable energy.

Map of PG&E Infrastructure



NATURAL RESOURCES

Although not a "service" in the traditional sense, local governments are charged with making land use decisions and, in many instances, are responsible for ensuring that applicable environmental regulations are being met. To that point, the efficient use of land is worthy of consideration in a services assessment such as this. Placer County, based on the determinations cited below, can efficiently and effectively manage land set aside for conservation as a result of development in the SIA.

Natural Resources Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Natural Resources Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

With the Placer County Conservation Plan (PCCP), County staff is already preparing for buildout of the SIA in the unincorporated area, by identifying a large (50,000+ acres) habitat reserve area to the west and north of the SIA. Such a habitat reserve is expected to fully address the mitigation requirements arising from future development in the SIA. The PCCP will provide 50 years of regulatory coverage for unincorporated western Placer County as well as for the City of Lincoln. It will replace the status quo permitting by state and federal agencies by providing regulatory compliance through the County, simplifying the bureaucratic process. Federal and state agencies will provide oversight, but permitting authority will be transferred to the County.

Natural Resources Determination #3: Financial ability of agencies to provide services.

The PCCP is expected to be funded through a combination of in-lieu fees, land dedications, endowments, and potentially other public finance mechanisms.

Natural Resources Determination #4: Status of, and opportunities for, shared facilities.

By identifying a habitat reserve area to the west and north of the SIA, the County can guarantee that future development benefits from a coordinated and economical approach to conservation.

Natural Resources Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

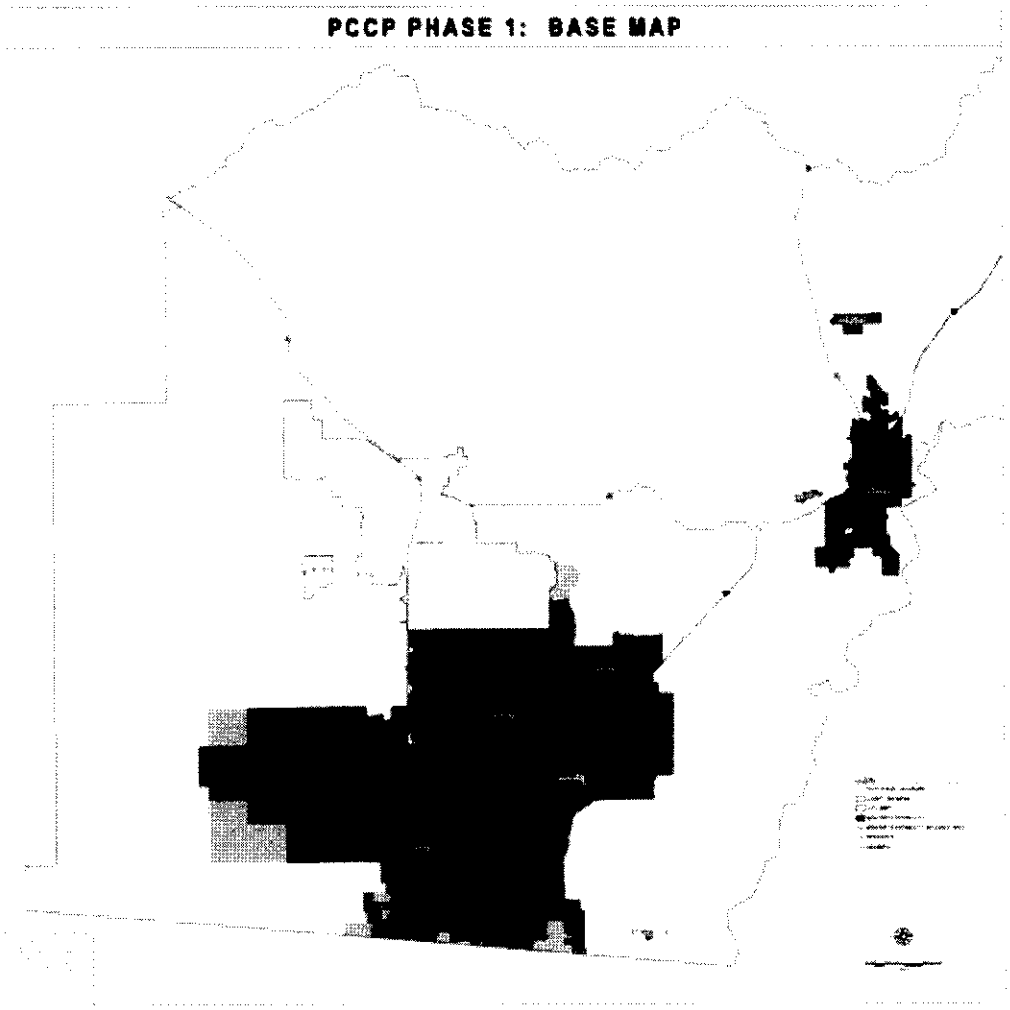
Management of the PCCP will be the responsibility of the Placer Conservation Authority (PCA), a joint powers authority between the County and the City of Lincoln. Future project applicants

will obtain all natural resource-related permits from the County and all permit obligations will be administered through the PCA.

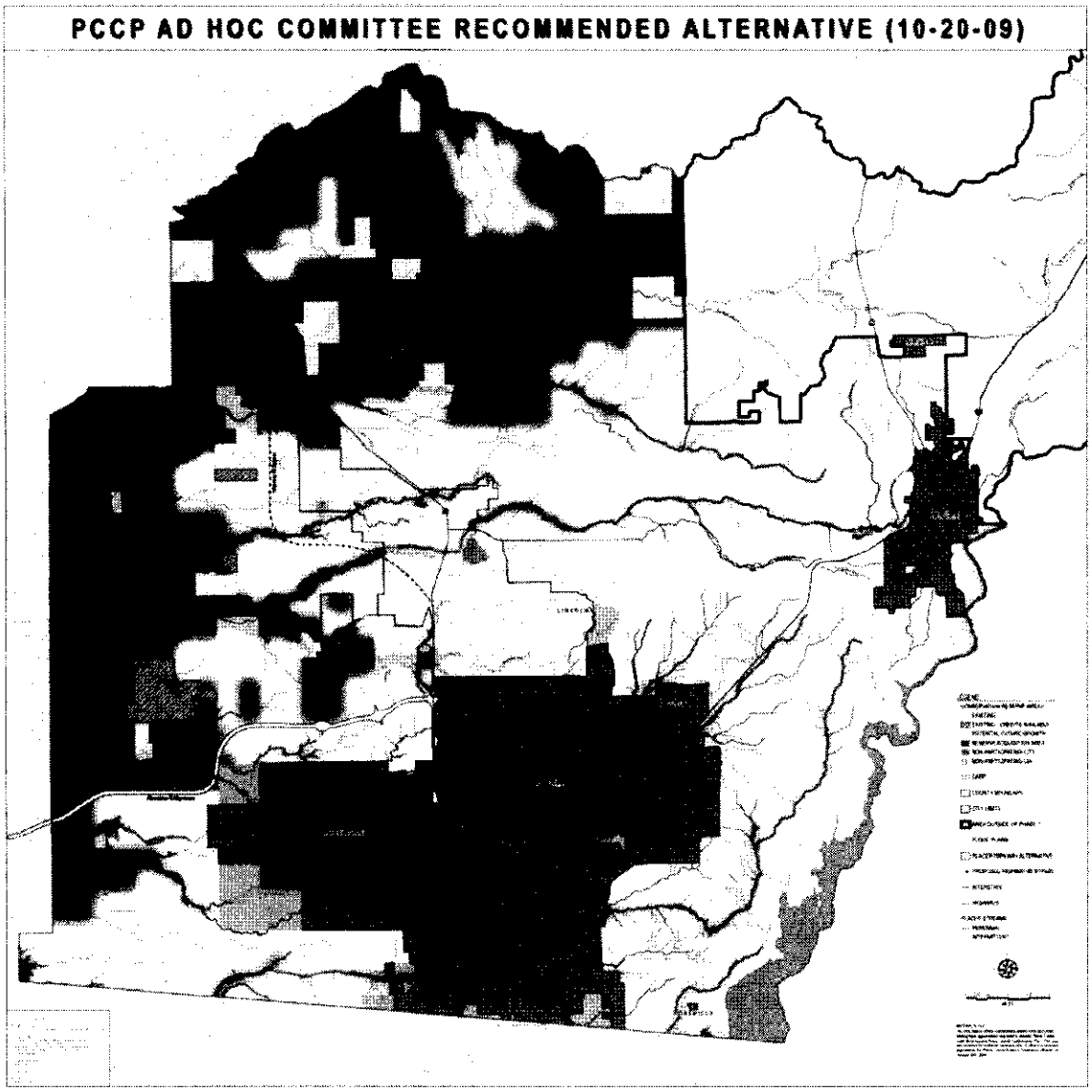
Natural Resources Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Since the cities of Roseville, Rocklin, and Auburn and the Town of Loomis are not participating in the PCCP, they will not benefit from the comprehensive nature of the program. Consequently, future project applicants within an incorporated SIA would need to continue to obtain permits on a case-by-case basis, likely with higher compensatory replacement ratios subject to ever-changing environmental regulations. Additional efficiencies will be realized as the PCCP will integrate the federal and state regulatory process into the CEQA review and entitlement process, removing the additional burden of obtaining permits outside of Placer County.

Map of the PCCP Participants



Map of the PCCP Habitat Reserve Area



PARKS AND RECREATION

Due to the very limited number of residents expected in the SIA at buildout (less than 100), County staff does not foresee any impact on parks and recreation services from additional development in the SIA. Nonetheless, the Parks and Grounds Division within the Placer County Department of Facility Services maintains many parks, trails, and beaches throughout the County, all of which are/will be available to the SIA's current/future residents and employees.

SOLID WASTE

Auburn Placer Disposal Service (APDS) and the Western Placer Waste Management Authority (WPWMA) are responsible for the solid waste collection, disposal, and recycling needs of the SIA. Depending on the specific requirements of the area being served, APDS can fine-tune the level of service (number and type of collections) to ensure appropriate service. Based on the determinations below, Placer County, through APDS and the WPWMA, can efficiently and effectively provide solid waste service to the area.

Solid Waste Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Solid Waste Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

APDS is the current garbage collection franchisee for the area. APDS serves one residential and 89 commercial accounts in the SIA as well as the remainder of unincorporated Placer County, the cities of Rocklin and Auburn, and the Town of Loomis. Post-collection, solid waste is transported to the WPWMA Materials Recovery Facility where inert and recyclable materials are removed. The residual material is taken to the Western Regional Sanitary Landfill, which is also owned and operated by the WPWMA. The WPWMA is a joint powers authority (JPA) comprised of the County and the cities of Roseville, Rocklin, and Lincoln.

Solid Waste Determination #3: Financial ability of agencies to provide services.

Both APDS and the WPWMA operate from revenues generated through user fees. As the SIA develops, additional user fee revenue will allow these two entities to provide the appropriate level of service.

Solid Waste Determination #4: Status of, and opportunities for, shared facilities.

By default, the WPWMA allows for the sharing of facilities between the JPA participants. It is anticipated that the WPWMA will continue to provide the region's solid waste disposal and recycling services.

Solid Waste Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

Community service needs will primarily be addressed by APDS, as the garbage collection franchisee. At times, however, residents and employees might have contact with the WPWMA at the landfill during direct drop-off. Since APDS already provides municipal-level service to

the cities of Rocklin and Auburn, scaling operations to appropriately serve the SIA, will be manageable.

Solid Waste Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Because APDS currently provides some residential and commercial service to the area, it is already familiar with the SIA's general solid waste service requirements. Much of the future development in the SIA will be similar to existing development, making it practical for APDS to continue to provide garbage collection services to the area. In addition, by serving as the garbage collection franchisee for multiple public agencies, APDS can leverage its influence in negotiating rates with the WPWMA.

STORM DRAINAGE

Storm-related issues are managed by the Placer County Department of Public Works (DPW) and the Placer County Flood Control & Water Conservation District (District). Storm drainage services include the retention and detention of stormwater runoff, stormwater conveyance along County roads, and the protection of the health of the County's creeks, streams, rivers, and lakes. Based on the determinations below, the County, with the assistance of the District, can efficiently and effectively address storm-related issues in the SIA.

Storm Drainage Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Storm Drainage Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

The District's primary purpose is "to protect lives and property from the effects of flooding by comprehensive, coordinated flood prevention planning." Present and planned stormwater runoff capacity in the SIA is a direct consequence of the District's and County's stormwater regulations for the area. The regulations require (i) new development to mitigate increases in stormwater peak flows and/or volume to 90% of pre-project levels and (ii) new development to participate in the implementation of a regional stormwater detention program, if such a program is developed. Within the SIA, existing projects have addressed peak flow mitigation through on-site measures, without addressing volumetric mitigation. The District estimates that 1,865 acre-feet of volumetric mitigation is required at buildout of the SIA and that a regional, off-site program is the most efficient option available. On a local level, the Stormwater Quality Program is administered by DPW. The program's goal is "to protect the health of the county's creeks, streams, rivers, and lakes" through education and enforcement. Together, the District and DPW ensure that storm-related issues are handled appropriately, from the start of construction through and beyond buildout.

Storm Drainage Determination #3: Financial ability of agencies to provide services.

As discussed in detail above, the District's and County's stormwater regulations assure that stormwater runoff issues are addressed during the permitting process. The County, through Public Works, receives funding from gas taxes and user fees to maintain roadways and the stormwater facilities contained within the roadways. Stormwater Quality programs are also funded by general fund revenues derived from property and sales taxes. The District and the County have utilized or plan on utilizing state and federal grants, County Service Areas, redevelopment funding, and developer impact fees to help fund future necessary drainage facilities.

Storm Drainage Determination #4: Status of, and opportunities for, shared facilities.

If a regional stormwater detention program is established, new development in the SIA would benefit from a consolidated, rather than piecemeal approach. One clear benefit of a regional detention program would be the recovery of land best-suited for industrial and commercial use. Less developable land could then be set aside to address the area's stormwater runoff as well as other conjunctive environmental and/or recreational uses.

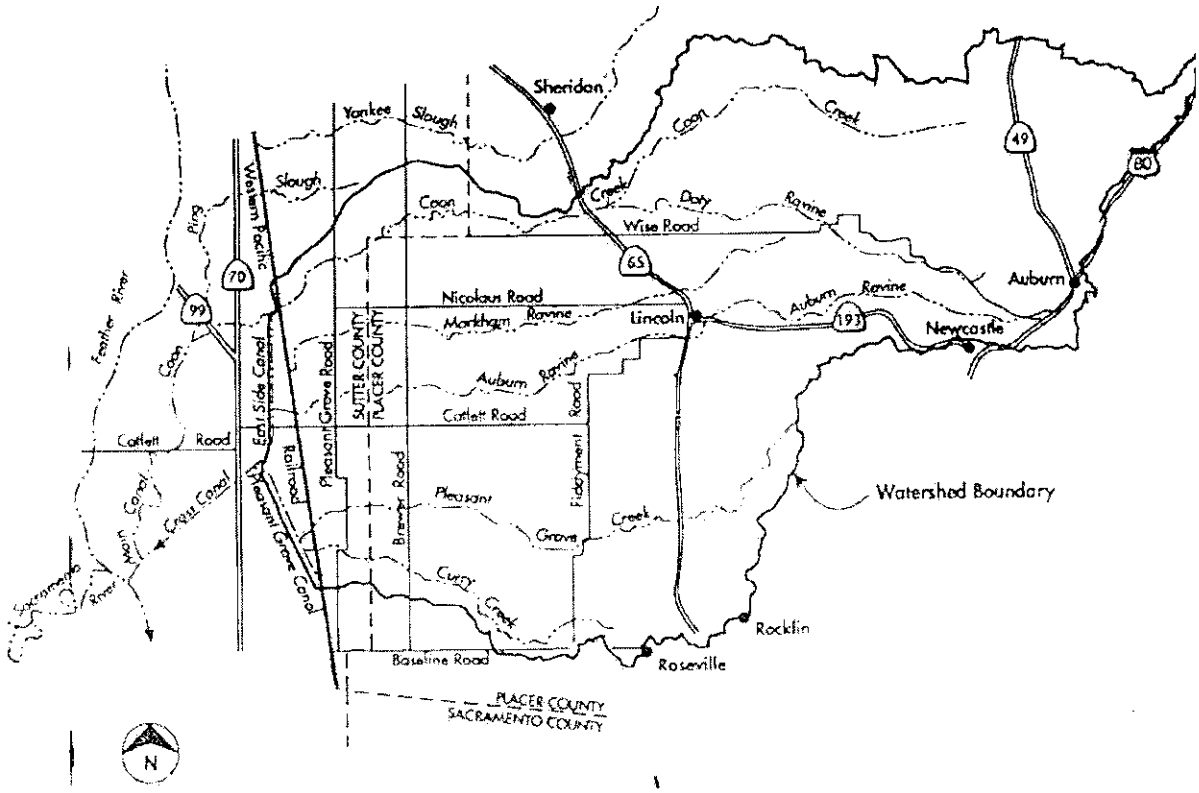
Storm Drainage Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

Both the District and DPW bear some share of the responsibility for responding to the community's service needs. The District is a special district, established in 1984 by the legislature, with boundaries that match those of the County; the District provides coordination of floodplain planning for all member agencies. DPW and the County are responsible for operating and maintaining most publicly-owned stormwater facilities in the unincorporated portions of the County. Operationally, DPW is able to spread its overhead and administrative costs over the range of programs and services it provides, resulting in considerable cost savings.

Storm Drainage Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

The District and DPW are thoroughly familiar with the storm-related issues in the SIA, and both have already spent a considerable amount of time and resources preparing for the area's future. Furthermore, since the character of the SIA is unlikely to change as it expands, both agencies already have the institutional knowledge to be efficient and effective service providers.

Map of the Cross Canal Watershed



Cross Canal Watershed

TRANSIT

Transit service offered by Placer County Transit (PCT) includes bus and dial-a-ride. PCT is committed to providing comprehensive and reliable transit service to residents and employees in the SIA. Based on the determinations below, the County can efficiently and effectively meet the transit needs of the SIA.

Transit Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Transit Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

Given the current transit demand of the SIA, existing levels of service are considered to be appropriate. The County operates a bus route 6 days per week on hourly headways and coordinates a vanpool program. Future bus routes would be developed to meet the needs of the SIA's future employment base.

Transit Determination #3: Financial ability of agencies to provide services.

Transit services are expected to be funded from a mixture of fare-box revenue and federal/state revenue sources. Although fare-box revenues are a welcome source of financing for the transit system, they are supplemented by Transportation Development Act funding (i.e., ¼ cent of the state sales tax dedicated for transit). Consequently, a County Service Area fee for transit services for new development will likely play a significant role in the expansion of transit services in the area.

Transit Determination #4: Status of, and opportunities for, shared facilities.

The PCT transit system is really part of a larger network, which allows residents and employees to use public transportation to maneuver around the Capital region. To that end, there is much cooperation and coordination between transit providers. Buses and other long-term assets, however, do not necessarily lend themselves to sharing, but County staff recognizes the potential for shared resources on the administrative end. As discussed below, transit falls under the larger County umbrella.

Transit Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

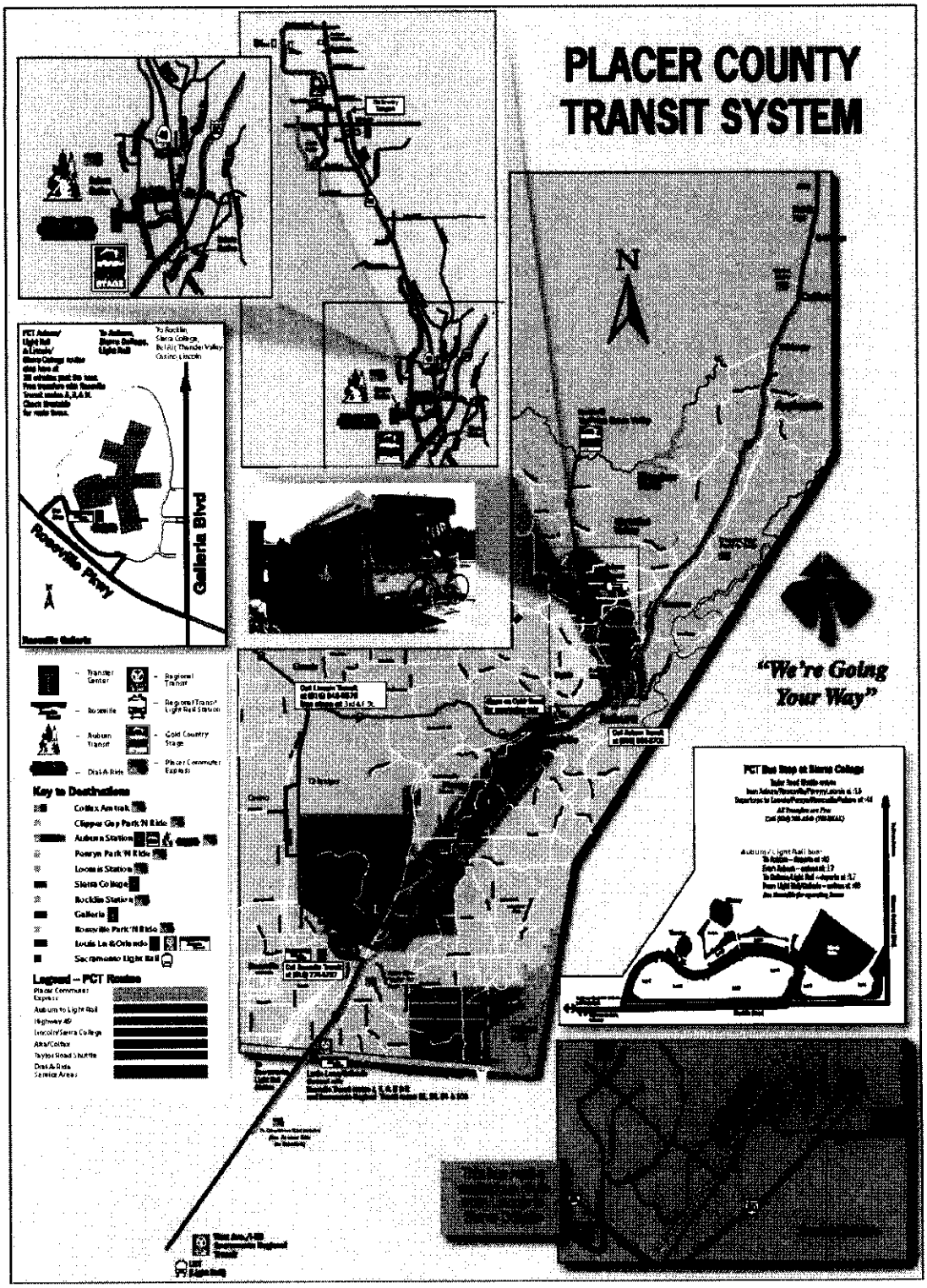
PCT is responsible for fixed-route bus service in western Placer County. As a division of the Department of Public Works, PCT expects to realize the operational efficiencies that come with

larger, diverse organizations. For instance, certain managerial and administrative costs can be allocated among DPW's various programs and services, limiting the burden on any one individual division

Transit Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Placer County is already responsible for operating the transit network in the SIA, and County staff has spent a considerable amount of time and effort planning for future facility and service improvements that will be required as the SIA develops. For example, the 2005 "West Placer Transit Study" was commissioned to address future local transit circulation within the SIA, transit connections that link the SIA with existing transit connections in Roseville, and connections that could link the SIA with other future development.

Map of the PCT System-wide Route



TRANSPORTATION

DPW's transportation-related responsibilities are comprised of road and bridge maintenance; roadside tree and vegetation control; emergency roadway hazard response; roadway sign, striping, and signal maintenance; and planning. Based on the determinations below, the County can efficiently and effectively meet the transportation needs of the SIA.

Transportation Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Transportation Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

Within the SIA's boundaries, the level of service standard is "C", except for within 1/2 mile of SR 65 where the standard is "D." According to DPW, existing levels of service are acceptable, with the exception of the Sunset Boulevard and SR 65 intersection. This lone exception, however, is being addressed with $27 million of improvements already underway and expected to be completed in the summer of 2010. Following is a complete list of planned improvements, including regional projects expected within and near the SIA:

Sunset Boulevard / SR 65 Interchange: This project is currently under construction. The $27 million project was financed by the SR 65 Interchange JPA with additional contributions by Placer County, Roseville, and Rocklin. The project includes a 6-lane overcrossing of SR 65. The County took the lead on design, environmental, and construction management. The project is expected to be completed in 2010.

Sunset Boulevard: Widen to 4/6 lanes and new/wider bridge over UPRR / Industrial Avenue (2.2 miles). A recent project by the Thunder Valley Casino constructed ½ mile of new roadway to connect to Foothills Boulevard and included a major bridge structure.

Industrial Avenue: Widen to 4 lanes from Athens Avenue to South Loop Road (1.5 miles). The project's scope is not yet in the CIP.

Athens Avenue / UPRR Grade Separation: The project comes out of comments from the CPUC and UPRR about the need for a grade separation structure to replace the existing at-grade crossing. The Thunder Valley Casino is funding preliminary engineering, and the project is set to begin in the near future. State and federal grants are expected to supplement local traffic fee funding sources. This is a major project and is anticipated to be completed within the next decade.

Athens Avenue: A wide range of improvements are planned for this roadway with funding coming from the Thunder Valley Casino (2.2 miles). These include new traffic signals, signal coordination, roadway widening, intersection upgrades, and railroad crossing improvements.

Foothills Boulevard: A major project was recently completed by the Thunder Valley Casino to provide improved circulation to the SIA (1.5 miles). The future road will extend the existing road into Roseville, crossing Pleasant Grove Creek to Athens Avenue (2.5 miles). The road will be a 4/6-lane arterial which will be accomplished, in part, through frontage improvements. An interchange is planned for Placer Parkway at Foothills Boulevard.

Fiddyment Road: Widen to 6/8 lanes (2.7 miles). An interchange is planned for Placer Parkway at Fiddyment Road.

Thunder Valley Casino: Athens Avenue improvements, event coordination, roadway and intersection improvements, signal coordination. The Thunder Valley Casino generates significant traffic with its current operation. The expansion of the complex, currently underway, will increase traffic levels on SIA roadways. The County has forged a strong working relationship with the UAIC to plan for the needs of the Thunder Valley Casino. The initial construction of the Thunder Valley Casino resulted in $4 million in traffic fees and extensive widening to Athens Avenue and Industrial Avenue. Improvements also included 2½ miles of new arterial roadways, providing a critical new circulation route in the SIA via Foothills Boulevard North. The UAIC is an important partner in funding the Sunset Boulevard / SR 65 Interchange. The expansion of the Thunder Valley Casino will provide an additional $4.6 million in traffic fees for transportation infrastructure serving the SIA. The County is in a unique position with the UAIC to plan and implement improvements to the highway and transit system to benefit the SIA.

Placer Parkway: This regional facility is planned to provide a freeway connection between SR 65 and SR 99/70 in Sutter County. A Tier 1 EIR is scheduled for approval in December 2009 and will include the selection of the LEDPA alignment. The EIS is anticipated to be complete in 2010. A Tier 2 construction level EIR/EIS will begin in early 2010 under DPW management. The construction is expected to occur in phases from east to west. In the SIA, this roadway will provide additional east/west capacity to supplement the arterial roadway system.

- Interchanges at Fiddyment Road and at Foothills Boulevard
- Potential interchange at Dowd Road / West Side Drive
- Interchange at Watt Avenue / Blue Oaks Boulevard

SR 65 / Whitney Interchange: This is a City of Rocklin project to construct an interchange to serve the east side of SR 65. The interchange will eventually serve as the Placer Parkway connection to SR 65 extending to the west. This is not currently a part of a regional fee program except as provided for with Placer Parkway.

SR 65: Widen to 6 lanes (7.0 miles)

I-80 / SR 65 Interchange: Upgrade to provide safety and capacity improvements, including HOV lanes. The project may soon start the project approval and environmental stage.

Fiddyment Road / Nelson Lane in Lincoln: Realignment and interchange at SR 65 Bypass.

Dowd Road: Extend to tie to Placer Parkway and West Side Drive.

Industrial Avenue: Widen to the north and south of the SIA in Lincoln and Roseville.

Urban / Rural issues: Back road use by cut-through traffic, trucks on substandard bridges, road closures due to flooding (Sunset Boulevard West, East Catlett Road, Phillip Road, Brewer Road).

Transportation Determination #3: Financial ability of agencies to provide services.

The following fee programs are currently in place and are expected to fund many of the future facilities:

- Tier II - Placer County, Roseville, Rocklin, Lincoln
- SPRTA - Placer County, Roseville, Rocklin, Lincoln
- SR 65 Interchange JPA - Placer County, Roseville, Rocklin
- SIA County Traffic Fee - Placer County
- City/County Fee Program - Placer County, Roseville

The following fee programs are being considered:

- Sutter County
- Athens Avenue / UPRR
- Placer Parkway Interchange Fee

Transportation Determination #4: Status of, and opportunities for, shared facilities.

Transportation facilities are inherently different from those facilities that accommodate service providers (e.g., sheriff and fire stations). While the latter *may* lend themselves to potential facility sharing, the entire transportation network is effectively shared since all facilities are open to residents, visitors, commuters, etc.

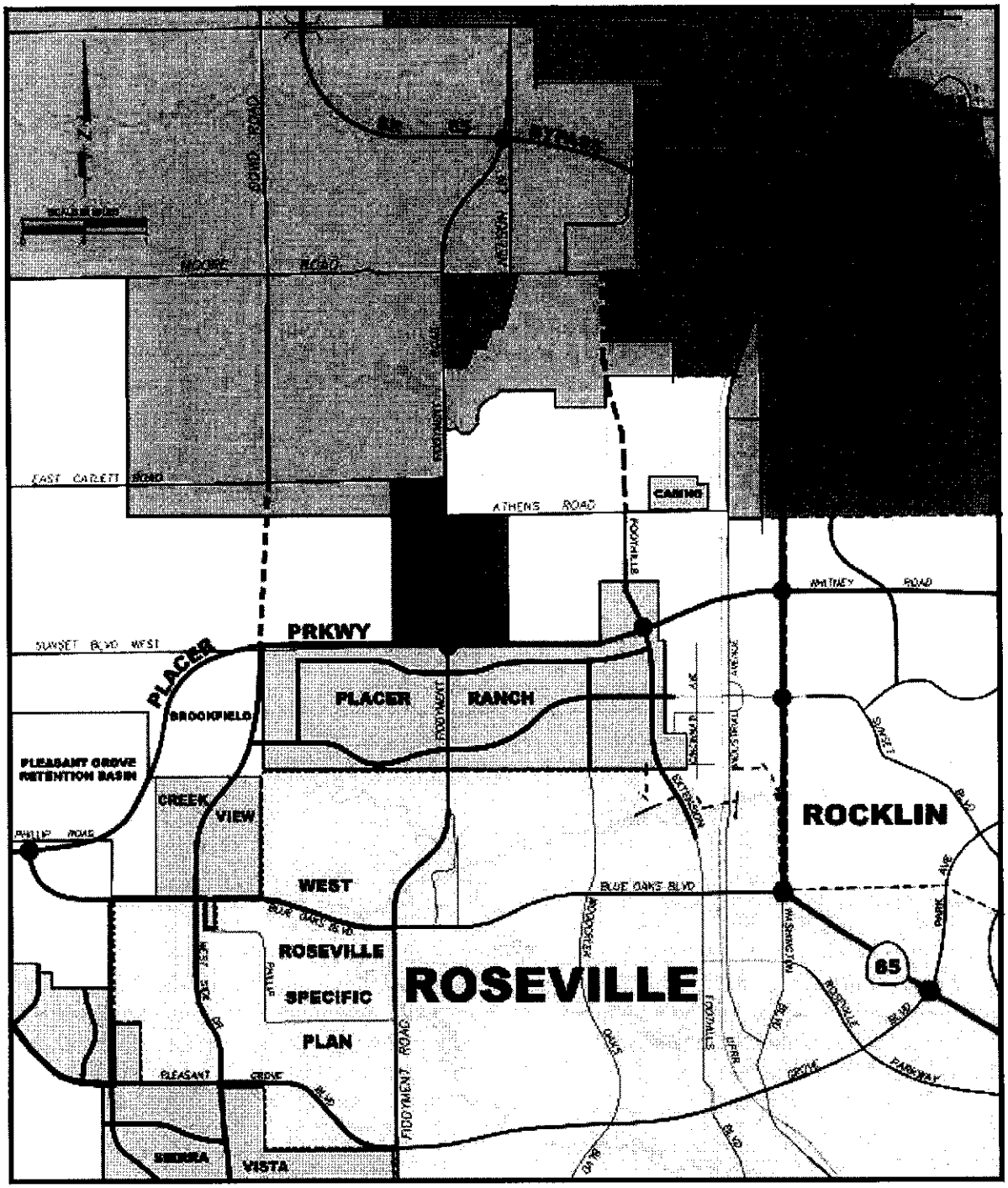
Transportation Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

Placer County's Road Division, within the Department of Public Works, is responsible for maintaining the streets in the unincorporated area of the County, including the SIA. As an existing entity, operational efficiencies are certain to be realized if the County continues to provide service to the SIA. While staff would need to expand to properly serve the area at buildout, many of the fixed costs are already built into the County's cost structure.

Transportation Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Placer County is already responsible for maintaining the transportation network in the SIA, and County staff has spent a considerable amount of time and effort planning for the future improvements that will be required as the SIA develops. Not only can the County effectively and efficiently develop and maintain the future transportation network in the SIA, continued service provision by Placer County would not result in the creation of any new governmental agencies or jurisdictional changes. Also, the County road maintenance yard near the City of Lincoln provides for rapid response to the SIA and surrounding areas.

Map of Major Transportation Infrastructure



MAP PREPARED BY:
PLACER COUNTY D.P.W. TRANSPORTATION DIVISION
CADDS: J. ROSE 10-1-09

WASTEWATER

Sewer service involves the collection, transmission, treatment, and disposal of effluent waste. Service to the SIA is provided by three agencies: Placer County, the City of Roseville, and the South Placer Wastewater Authority (SPWA). Based on the determinations below, the County, collaborating with the City of Roseville and the SPWA, can efficiently and effectively meet the sewer service requirements of the SIA.

Wastewater Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Wastewater Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

Wastewater collection services in the SIA are provided through County Service Area (CSA) 28, Zone 2A3, which was specifically established to deliver sewer services to the SIA. The existing sewer system has ten miles of pipeline that fully meet the service demands of the 117 non-residential parcels served by the CSA. As to future facilities, County staff has already developed an infrastructure plan and taken steps to ensure its successful implementation. For example, the developer of the Fiddyment Farms subdivision constructed a much larger siphon than was required for the development. By contributing $1 million to the siphon project, the County was allotted its share, or 3.142 MGD, of the siphon's capacity, setting it aside for future development in the SIA.

Wastewater Determination #3: Financial ability of agencies to provide services.

The County's Department of Facility Services has the financial ability to provide wastewater collection services to the SIA as a result of connection fees, annexation fees, and operation and maintenance charges. In particular, monthly charges collected via the secured property tax roll are sufficient to provide ongoing operation and maintenance.

Wastewater Determination #4: Status of, and opportunities for, shared facilities.

CSA 28, Zone 2A3 is a satellite collection system to the City of Roseville's Regional Wastewater Treatment Plant. On October 1, 2000, a joint powers authority referred to as the South Placer Wastewater Authority was created to provide for the planning, financing, acquisition, ownership, construction, and operation of regional wastewater facilities. The SPWA includes the County, the City of Roseville, and the South Placer Municipal Utility District. While the City of Roseville owns the regional wastewater treatment plant, collaboration between the JPA partners ensures efficient use of regional facilities.

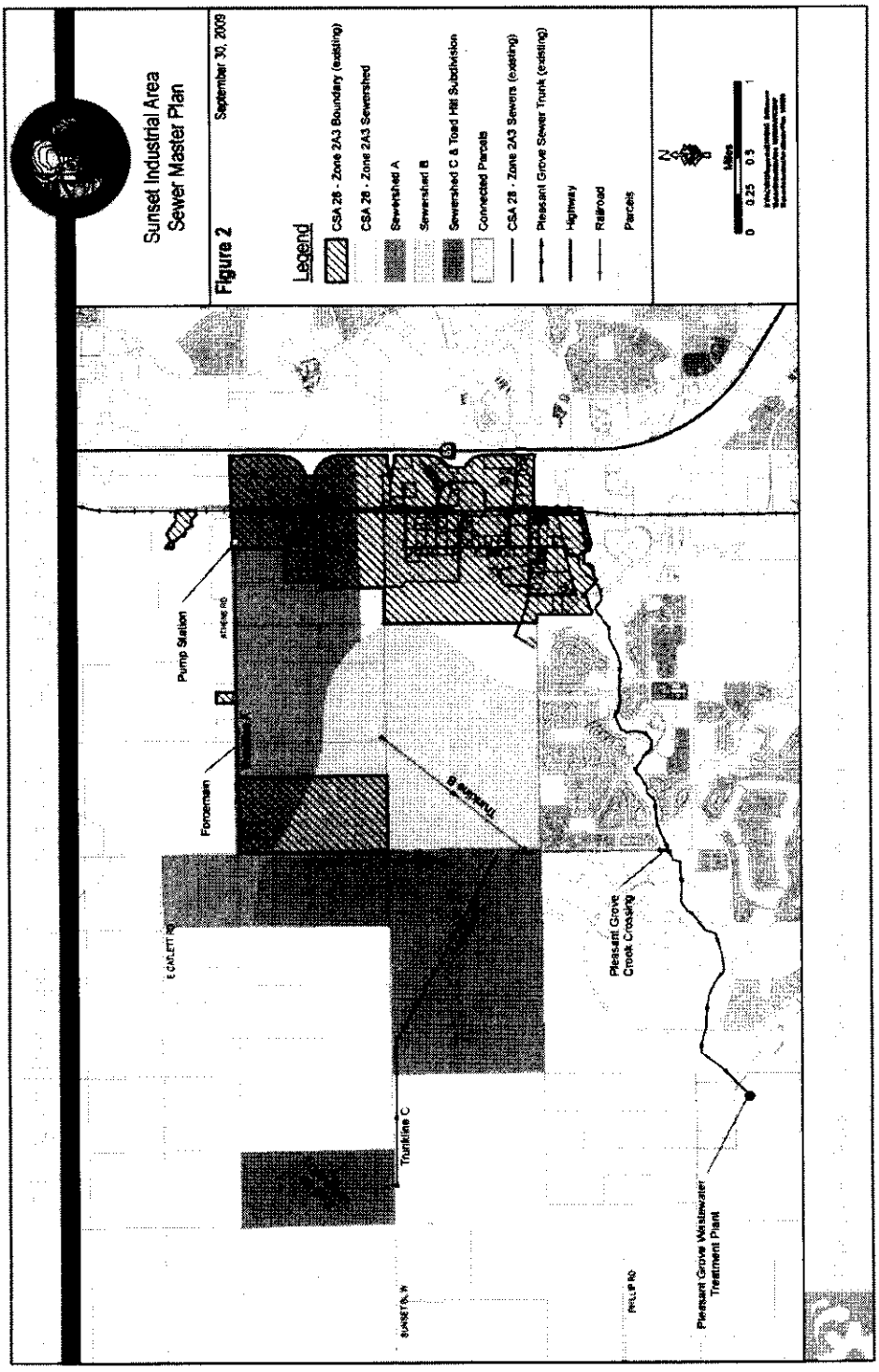
Wastewater Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

Placer County's Department of Facility Services is responsible for delivering sewer services to the SIA. Since wastewater is just one service provided by the department, overhead can be spread among the different service centers, reducing overall costs. End users are unlikely to contact either the City of Roseville or the SPWA, so the Department of Facility Services will probably address the majority of residents' and employees' concerns.

Wastewater Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Many of the issues associated with long-range planning have already been addressed by County staff. Familiarity with sewer service provision in the SIA, and a clearly defined vision for future infrastructure needs, suggests that an effective and efficient service delivery platform is already in place. As further evidence of the County's ability to meet the sewer service requirements of the SIA, Figure 2 from the *Sunset Industrial Area Sewer Master Plan* is provided at the end of this chapter.

Map of Major Wastewater Infrastructure



WATER

The Placer County Water Agency (PCWA) offers a variety of water-related services, including water resource planning and management, retail and wholesale supply of irrigation water and drinking water, and production of hydroelectric energy. Its boundaries stretch across the entire County, but it sometimes partners with local agencies as a wholesale supplier of water. Based on the determinations below, the County, in conjunction with PCWA, can efficiently and effectively meet the water needs of the SIA.

Water Determination #1: Growth and population projections for the affected area.

At buildout, the SIA is projected to include 34 dwelling units housing 84 residents, based on a persons per household figure of 2.5. In addition, approximately 33 million square feet of non-residential space composed of business park, commercial, industrial, and public facility uses is planned. A table delineating the square footage by land use designation can be found in the Project Description section in Chapter 1 above.

Water Determination #2: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

The Sunset Industrial water pressure zone, which includes the SIA as well as other adjacent planning areas, is regulated by a series of pressure reducing stations and two storage tanks. The Stanford Ranch Tank is a 3-million gallon tank controlled by gravity, and the Tinker Tank is a 10-million gallon tank controlled by a pump station. In addition, a groundwater well within the SIA's boundaries has a capacity of 1 MGD. A detailed infrastructure plan drafted by PCWA anticipates several improvements in order to overcome the area's current supply limitations. A single 24-inch pipeline that crosses SR 65 within Sunset Boulevard constrains the amount of water that can reach the area. To address this issue, PCWA is planning for a second crossing of SR 65, an additional groundwater well (which has been awarded a Proposition 50 grant), a second storage tank approximately equal to the Tinker Tank, and additional transmission lines. The second crossing of SR 65 is expected to be a 42-inch pipeline, and it is especially important because it will provide a redundant feed into the area and expand water system capacity west of SR 65. With these improvements, PCWA emphasizes that it can meet the SIA's water needs at buildout.

Water Determination #3: Financial ability of agencies to provide services.

PCWA's financial ability to provide services is tied to its collection of connection charges and user charges. Future development in the SIA will add to the revenue base allowing PCWA to build the required infrastructure and appropriately operate and maintain the water system.

Water Determination #4: Status of, and opportunities for, shared facilities.

As a wholesale supplier, it comes as no surprise that PCWA partners with several agencies to deliver potable and non-potable water. One example of shared facilities directly impacting the SIA is an inter-tie with the City of Roseville at Tinker Road, through which up to 10 MGD can

be exchanged as needed to meet routine operations and emergency conditions. Such cooperation is essentially a means of sharing facilities, and it results in clear benefits to the residents and employees of the SIA.

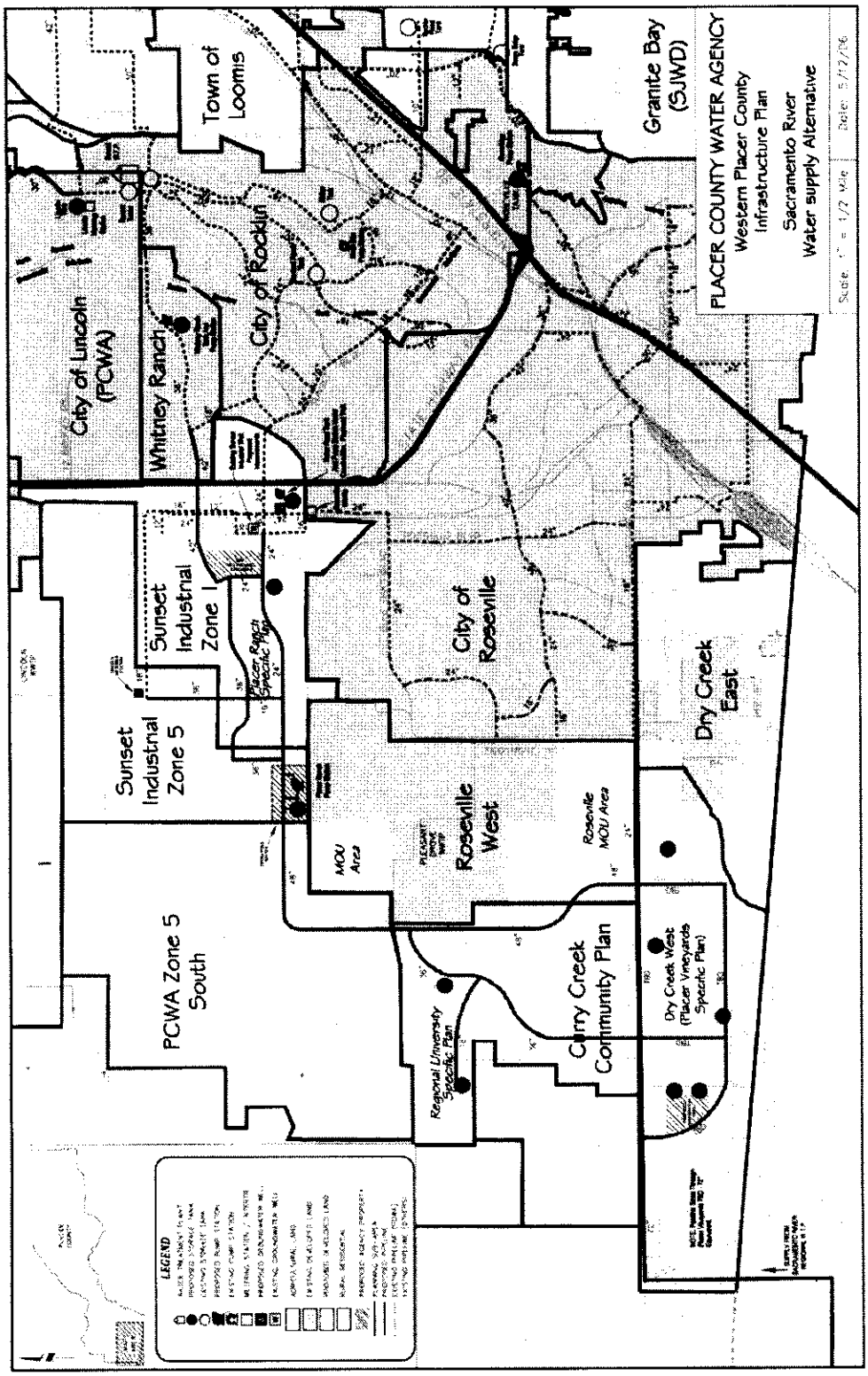
Water Determination #5: Accountability for community service needs, including governmental structure and operational efficiencies.

PCWA's Agency Wide and Water System divisions would play the most visible roles in addressing the community's water service needs. PCWA's Customer Service is charged with assisting the customer with all service-related issues, installations, new accounts, billing, payment processing, collections, and water use efficiency. Because of its size—more than 150,000 people depend on its water supplies—the PCWA is able to realize various operational efficiencies, including lower per customer overhead.

Water Determination #6: Any other matter related to effective or efficient service delivery, as required by commission policy.

Several factors suggest that PCWA can effectively and efficiently meet the SIA's water needs. First and foremost, the current level of service more than keeps pace with the SIA's current demand. Of the existing 10 MGD capacity in the area, only 5 MGD is being used by the SIA and property west of the SIA. Secondly, PCWA has allocated a significant amount of resources to ensure that it can provide the SIA with all of its water requirements at buildout. The *Western Placer County Infrastructure Plan* was developed to demonstrate how PCWA can successfully provide service to the area, and a capital improvement map from that study is presented at the end of this chapter.

Map of Major Water Infrastructure



CONCLUSION

Future development in the SIA will certainly place additional strain on the municipal service providers in the area. Growth can put both operational and financial pressure on agencies not equipped to handle the added responsibilities that come with increased service demand. Based on the six determinations required by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, specifically as it relates to the preparation or update of spheres of influence, this Services Assessment indicates that Placer County, with the help of partnering agencies, has the ability to effectively and efficiently provide all municipal services to the Sunset Industrial Area—today and at buildout.

PLACER COUNTY FIRE

SUNSET INDUSTRIAL AREA FIRE SERVICES COST ALLOCATION STUDY

OCTOBER 6, 2010

Placer County
California

WILLDAN
Financial Services

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1. Introduction

The Sunset Industrial Area Plan, adopted by the Placer County Board of Supervisors in 1994 and amended in 2005, provides for significant amounts of new industrial and commercial development in the Sunset Industrial Area (SIA). The SIA is located in an unincorporated area of Placer County off of Highway 65 at Sunset Boulevard, and adjacent to the cities of Roseville and Rocklin. Development in the Sunset Industrial Area will generate additional demand for fire protection and emergency medical services (EMS). This study calculates a fair allocation of fire protection and EMS costs to existing and new development in the SIA. New development may be required to fund its share of these costs through a special tax levied by a new Community Facilities District (CFD) in the SIA.

Background

The SIA currently includes the Thunder Valley Casino, approximately 4.2 million square feet of commercial and industrial development, and approximately 6,800 acres of undeveloped land. Fire protection and EMS services in the SIA are provided from Placer County Fire (PCF) Station 77, adjacent to the Thunder Valley Casino. Funding for the operating costs of Station 77 is currently provided by the United Auburn Indian Community (UAIC), which owns the Thunder Valley Casino. System overhead and apparatus replacement costs are funded with appropriations from the County Fire Control Fund.

The County expects that approximately 16 million square feet of industrial and commercial development and up to 34 residential units will be added in the SIA through 2035. In addition, the UAIC is expanding the Thunder Valley Casino in two phases. Phase 1, which was recently completed, included an approximately 118,000 square foot expansion to the main casino building and construction of a 300 room hotel. Phase 2 is planned to include a further 157,000 square foot expansion of the main building and a 100 room addition to the hotel. See Table 5 for details.

The expected development in the SIA is not anticipated to generate sufficient property tax revenue to fund its share of the cost of fire protection and EMS services. Because of the limitations imposed by Proposition 13 and Assembly Bill 8, PCF receives an unusually small proportion of the property tax revenue generated in the SIA. PCF is allocated only 1.4 percent of the property tax revenue collected in the SIA.

The Board of Supervisors recently revised the SIA Community Plan to state that the County will form a CFD in the SIA to partially fund the operations and maintenance costs of providing fire and emergency medical services. The CFD will be established when the County is approving the next discretionary project in the SIA, and new or expanding development will be required to annex to the CFD. The CFD special tax will equitably allocate a portion of the cost of providing fire protection and EMS services to new and expanded development.

Study Approach

This study calculated an equitable allocation of fire protection costs in the SIA between the Thunder Valley Casino and new and existing industrial, commercial and residential development.

The allocation of fire protection costs between the Thunder Valley Casino and other SIA development is based on the projected annual call volume from the casino and from other development. The share of costs allocated to non-casino development is then spread over that development on a per square foot or per acre basis. The cost allocation documented in this study may be used as the basis for the CFD special tax rate when the CFD is established.

Organization

This study is divided into the following four chapters:

- Chapter 1, **Introduction** (this chapter): Summarizes the study approach and discusses the need for additional funding for fire protection and EMS in the SIA;
- Chapter 2, **SIA Cost of Services:** Establishes the direct and overhead cost of fire protection and EMS services in the SIA;
- Chapter 3, **Projected Development and Calls for Service:** Outlines the projected development in the SIA through 2035 and estimates the resulting annual calls for service;
- Chapter 4, **Fire & EMS Services Cost Allocation:** Documents an equitable allocation of SIA fire and EMS costs to new industrial and commercial development.

2. SIA Cost of Services

This section outlines the annual cost to provide fire protection and EMS services in the SIA. The SIA service costs include the operating costs for Station 77 and a portion of the PCF system overhead costs.

Fire protection and EMS services in the SIA are provided from Station 77, located adjacent to the Thunder Valley Casino. The SIA is the primary service area for Station 77; therefore, allocating the Station 77 operating costs to development in the SIA is reasonable. It is expected that the fire protection and EMS resources currently in place at Station 77 will be able to accommodate the service demands generated by projected development through this study's 2035 planning horizon.

Table 1 shows the annual operating costs for Station 77. Station 77 is operated by the California Department of Forestry and Fire Protection (CAL FIRE), under contract with Placer County Fire. Table 1 includes the cost of contracted personnel; the annualized replacement costs for apparatus at Station 77; the dispatch costs allocated to the SIA; engine maintenance and repair costs; station utilities, supplies, and other operating costs; and a CAL FIRE administrative charge.

A ladder truck is located at Station 77 to provide the capability to fight fires and conduct rescues in the Casino's 15-story hotel tower. Future development in the SIA may include additional high-rise buildings requiring ladder truck protection. The Station 77 ladder truck will also be used to provide fire protection to high-rise buildings in the Regional University Specific Plan, located southwest of the SIA. Accordingly, 50 percent of the staffing and equipment replacement costs related to the ladder truck company are allocated to the Regional University Specific Plan. These costs are subtracted from the Station 77 operating costs before the allocation of costs within the SIA is calculated.

Current (2010) service costs are used in this analysis. Subject to the special tax rate and method of apportionment, the cost allocation and any CFD special tax based on this cost allocation should be updated regularly based on changes in service costs.

Table 1: Station 77 Operating Costs

	Personnel	Unit Cost	Total Cost[1]	Less: Regional University Contribution to Truck Company	Net Cost to SIA
Personnel Salaries and Benefits					
Fire Captain - Paramedic	2	$ 148,095	$ 296,190	$ (48,871)	$ 247,319
Fire Captain	3	131,723	395,168	(86,937)	308,231
Engineer / Med	4	130,430	521,720	-	521,720
Engineer	3	114,659	343,977	(114,659)	229,318
Firefighter-I / Brush[2]	2	36,278	72,555	-	72,555
Firefighter-II	9	88,176	793,585	(176,352)	617,233
Firefighter-I	0.33	72,555	23,943	-	23,943
Unplanned OT			93,454	-	93,454
Subtotal - Salaries and Benefits			$ 2,540,594	$ (426,820)	$ 2,113,774
Other Personnel Costs					
County/Business Training			$ 73,920	-	$ 73,920
Tuition			44,790	-	44,790
Uniform Allowance			24,239	(4,339)	19,900
Unemployment Insurance for Temporary Help			5,963	-	5,963
Subtotal - Other Personnel Costs			$ 148,912	$ (4,339)	$ 144,573
Apparatus Replacement					
Type I Ladder Truck			$ 66,667	$ (33,333)	$ 33,333
Type I Fire Engine			32,667	-	32,667
Type I Fire Engine Reserve (1/4)			8,167	-	8,167
Type III Brush Engine			19,333	-	19,333
Type III/IV ALS Engine			15,000	-	15,000
Utility Vehicle			6,000	-	6,000
Subtotal - Apparatus Replacement			$ 147,833	$ (33,333)	$ 114,500
Dispatch Services			$ 28,766	$ -	$ 28,766
Engine Maintenance and Repair			$ 8,800	$ -	$ 8,800
Annual Station Operating Costs			$ 186,185	$ -	$ 186,185
CAL FIRE Administrative Charge			$ 301,614	$ (47,686)	$ 253,928
Total Station 77 Operating Costs			**$ 3,362,704**	**$ (512,178)**	**$ 2,850,526**

[1] Total cost includes base pay, benefits, planned overtime, and paramedic retention.

[2] These personnel are in service for six months per year.

Source: Placer County Fire.

Table 2 shows the system overhead costs allocated to the SIA. The total PCF overhead costs are divided by the nine stations in the PCF system to determine the overhead cost per station.

Table 2: Station 77 Allocated System Overhead Costs

	FTEs	Cost	Total Cost
Account Tech - County Staff	0.8	$ 125,000	$ 100,000
Division Chief - Operations	1	239,819	239,819
Battalion Chief - Incident Operations	5	198,197	990,985
Fire Captain - LE	2	147,226	294,452
Fire Captain (Training)	1	147,226	147,226
Fire Captain - Paramedic (Training)	1	152,018	152,018
Fire Equipment Manager	1	119,030	119,030
Heavy Equipment Mechanic	3	94,788	284,364
Information Technician Specialist	1	86,781	86,781
Logistics Officer	1	82,606	82,606
Material and Stores Specialist	1	75,780	75,780
Office Tech/SSA	3	66,939	200,817
Personnel Specialist	1	77,781	77,781
Total PCF Overhead Costs[1]			$ 2,851,659
PCF Stations			9
System Overhead Cost per Station			**$ 316,851**

[1] Does not include Fire Captains who perform plan checks and inspections and Fire Prevention Inspectors. These positions are funded with plan check and inspection fees, and are not included in overhead costs allocated to stations.

Source: Placer County Fire.

Table 3 shows the total cost to provide fire protection and EMS costs in the SIA.

Table 3: Total SIA Service Costs

Station 77 Costs[1]	$ 2,850,526
PCF System Overhead Costs Allocated to SIA	316,851
Total SIA Service Costs	$ 3,167,377

[1] Net of ladder truck costs allocated to Regional University Specific Plan.

Sources: Tables 1 and 2.

3. Projected Development and Calls for Service

This section outlines the estimated existing and future development in the SIA. Based on the amount of projected development, annual fire and EMS calls for service from the Thunder Valley Casino and the remainder of the SIA are projected. This study uses growth projections for a 2035 planning horizon. As shown below, development in 2035 is projected to generate approximately 2,100 annual service calls (see Table 8).

Projected Industrial and Commercial Development

Table 4 shows existing industrial and commercial development in the SIA, along with projected new development through 2035. Existing development was based on data from the Placer County Geographic Information System. New development was projected by PCF staff, and is consistent with the assumptions used in other planning efforts in the County, including the Placer County Conservation Plan and the Sacramento Area Council of Governments (SACOG) Metropolitan Transportation Plan (MTP) update that is currently underway.

In addition to the acreage and square footage of existing and new development, Table 3 shows estimated annual fire and EMS service calls generated by industrial, commercial development and residential in the SIA. Call volumes are projected based on the estimated SIA service population. The service population is made up of residents and workers in the service area.

Employment in the SIA is estimated based on the projected commercial and industrial building square footage. Building square footage is converted into estimates of employment based on average employment density figures for developing suburban counties observed in a large survey conducted by The Natelson Company for the Southern California Association of Governments.

Each worker is weighted at 0.69 when calculating the fire and EMS service population. Based on an extensive fire and EMS demand weighting study carried out by planning staff in Phoenix, Arizona, one worker is estimated to have 69 percent of the service demands of one resident. Because of the large geographic area covered by the Phoenix study, it is the best available source for estimating relative service demand between residents and workers.

PCF estimates that it receives approximately one service call for every ten members of the service population. As a result, the industrial, commercial and residential development in the SIA is projected to generate approximately 1,300 calls for service annually in 2035.

Table 4: Industrial Area Development Projections

General Plan Land Use		2010	2035	New Development, 2010-2035
Acres - Parcels with Structures				
Commercial		7.3	16.3	9.0
Industrial		899.8	2,115.8	1,216.0
Residential[1]		-	8.5	8.5
Total		907.1	2,140.6	1,233.5
Dwelling Units		-	34	34
Building Area (sq. ft.)				
Commercial		43,008	136,008	93,000
Industrial		4,149,249	20,045,249	15,896,000
Residential[2]		-	90,100	90,100
Total		4,192,257	20,271,357	16,079,100
Service Population & Call Volume				
Employement	Employees per 1,000 sq. ft.			
Commercial	1.78	77	242	165
Industrial	0.90	3,734	18,041	14,307
Total		3,811	18,283	14,472
Employee Weighting Factor		0.69	0.69	
Employee Service Population		2,630	12,615	9,985
	Occupants per Dwelling Unit			
Residents[3]	2.50	-	85	85
Total Service Population		2,630	12,700	10,070
Calls per Capita		0.10	0.10	0.10
Projected Calls		**263**	**1,270**	**1,007**

[1] Potential residential development would occur on parcels designated as Ag-20 and Ag-80, with 20 and 80 acre minimum parcel size. Residential development will not impact the entire parcel. Therefore, residential acreage is not based on full parcel size, but instead assumes a 0.25 acre development area per unit.

[2] Based on an estiamted average of 2,650 square feet per dwelling unit. Consistent with unit size assumed in Placer County Fire impact fee study.

[3] Residents are weigted at 1.0 in the calculation of service population.

Sources: Placer County Fire; Employment Density Study, 2001, prepared for Southern California Association of Governments, The Natelson Group; City of Phoenix, AZ; Willdan Financial Services.

Projected Thunder Valley Casino Development

Fire and EMS calls for service to the Thunder Valley Casino in 2035 are estimated based on the Casino's planned expansion projects. **Table 5** shows the projected size of the Thunder Valley Casino and Hotel at the 2035 planning horizon. The UAIC recently completed the Phase 1 expansion, including a 15-story hotel, a new concert and meeting hall, and expanded gaming floor space. Phase 2 will include additional hotel, restaurant, and entertainment space.

Table 5: Thunder Valley Casino Existing and Proposed Development

	Existing (2009)	Phase 1 Expansion	Phase 2 Expansion	Total Expansion	Total (2035)
Main Building (square feet)	237,040	117,760	157,000	274,760	511,800
Hotel (square feet)					
Guest Rooms	-	166,950	83,460	250,410	250,410
Circulation/Common Area/Back of the House	-	68,750	23,840	92,590	92,590
Total	-	235,700	107,300	343,000	343,000
Hotel (rooms)	-	300	100	400	400
Thunder Valley Casino Site Acres					49

Source: Thunder Valley Casino, 2009; JMA Architects, 2009; Steelman Partners, 2009; Thunder Valley Casino Expansion Project Tribal Environmental Impact Report Notice of Preparation, June 15, 2007; Placer County Fire.

Table 6 shows the projected annual fire and EMS calls to the Thunder Valley Casino main building at the 2035 planning horizon. Annual service calls are projected based on the increase in square footage of the main building. In 2009, PCF received 359 calls for service to the Casino. In 2009, the Phase 1 casino and hotel expansion had not been completed. The total expansion planned through 2035 would increase the main building square footage by 116 percent. Correspondingly, annual fire and EMS calls are also projected to increase by 116 percent. Full development of the main building of the casino is projected to generate 775 annual calls for service.

Table 6: Estimated Annual Thunder Valley Casino Main Building Calls

	Square Feet	Calls per Year
Existing Casino Main Building (2009)	237,040	359
Total Future Casino Main Building (2035)	511,800	775
Percent Increase	116%	116%

Sources: Table 5; Placer County Fire; Willdan Financial Services.

Table 7 shows the projected call demand from both phases of the Thunder Valley Casino Hotel. Because Phase 1 of the hotel was completed in mid-2010, historical data on fire and EMS call demand from the hotel was not available. Therefore, call demand to the hotel was based on the hotel's estimated service population, using an approach similar to that used to project call demand from industrial and commercial development in the SIA (see Table 4). In calculating the service population, hotel guests are weighted at 1.00, while each worker is weighted at 0.69. The hotel is projected to generate approximately 69 annual fire and EMS calls.

Table 7: Projected Thunder Valley Casino Hotel Call Demand

Guest Population			
Rooms	*A*	400	
Average Occupants per Room	*B*	2	
Room Occupancy Rate	*C*	60.4%	
Average Nightly Guest Population	*D = A x B x C*		483
Worker Population			
Hotel Square Feet	*E*	343,000	
Workers per 1,000 Square Feet	*F*	0.87	
Estimated Worker Population	*G = (E / 1000) x F*	297	
Worker Service Population Weighting Factor	*H*	0.69	
Weighted Hotel Workers	*I = G x H*		205
Total Hotel Service Population	*J = D + I*		688
Annual Calls per Capita	*K*		0.10
Estimated Annual Hotel Calls	*L = J x K*		69

Sources: Table 5; 2009 Lodging Industry Profile, American Hotel and Lodging Association; Employment Density Study, 2001, prepared for Southern California Association of Governments, The Natelson Group; City of Phoenix, AZ; Placer County Fire; Willdan Financial Services.

Total 2035 Call Demand

Table 8 shows the total projected annual fire protection and EMS calls generated in the SIA, based on projected development in 2035. The Thunder Valley Casino and Hotel is projected to generate 40 percent of the total calls in the SIA, while the industrial and commercial development in the remainder of the SIA is projected to generate 60 percent of total fire and EMS calls.

Table 8: Total Projected SIA Fire and EMS Calls, 2035

	Calls per Year	% of Total
Casino - Main Structure	775	37%
Casino - Hotel	69	3%
Subtotal - Casino	844	40%
Industrial Area	1,270	60%
Total Projected Annual Calls	**2,114**	**100%**

Sources: Tables 4, 6 and 7.

4. Fire & EMS Services Cost Allocation

This chapter calculates a fair and equitable allocation of fire protection and EMS costs to new development in the SIA. The cost allocation is based on the total service cost documented in Chapter 2 and the projected call volumes shown in Chapter 3. New development could fund its fair share of service costs through a CFD special tax based on the service cost per square foot or per acre shown in this chapter.

Cost Allocated to Industrial Area

Table 9 shows the annual service costs allocated to the industrial area of the SIA. This includes all existing and projected development in the SIA, other than the Thunder Valley Casino and Hotel. As shown above, the industrial area is projected to generate 60 percent of the annual call volume in the SIA at the 2035 planning horizon. Therefore, 60 percent of the cost of providing fire and EMS services in the SIA is allocated to industrial, commercial and residential development in the industrial area.

Table 9: Industrial Area Cost Allocation Based on Projected Calls

	Source		
Total SIA Cost Allocation	*Table 3*	$	3,167,377
Share of Total Calls from Industrial Area	*Table 8*		60%
Share of Total SIA Cost from Industrial Area		$	1,900,426

Sources: Tables 3 and 8; Willdan Financial Services.

New and existing development in the industrial area will generate property tax revenue for the Placer County Fire Control Fund. This revenue will be used to partially fund fire and EMS services in the SIA. Therefore, the projected Fire Control Fund property tax revenue generated in the SIA is subtracted from the cost of providing services in the SIA to determine the amount of additional funding that would be needed.

The Fire Control Fund allocation of property tax revenue in the SIA is relatively small, averaging 1.36 percent. The assessed value per square foot of building space and per dwelling unit was estimated based on sales of similar properties in nearby areas in 2009 and 2010. As shown in **Table 10,** development in the industrial area is projected to generate approximately $279,000 in Fire Control Fund property tax annually, based on projected development through 2035. The Thunder Valley Casino is not subject to property tax.

Table 10: Estimated SIA Property Tax Revenue (2010$)

		Industrial	Commercial	Residential	Total
Total Development, 2035 (sq. ft./dwelling units)	*A*	20,045,249	136,008	34	
Property Value per Sq. Ft./per dwelling unit	*B*	$ 100	$ 250	$ 363,000	
Estimated Property Valuation	*C = A x B*	$ 2,004,524,900	$ 34,002,000	$ 12,342,000	
Base Property Tax Rate	*D*	1.00%	1.00%	1.00%	
Base Property Tax Revenue	*E = C x D*	$ 20,045,249	$ 340,020	$ 123,420	
Fire Control Fund Factor	*F*	1.36%	1.36%	1.36%	
Fire Control Fund Revenue, 2035	***G = E x F***	**$ 273,022**	**$ 4,631**	**$ 1,681**	**$ 279,335**

Sources: Table 4; Loopnet.com; Zillow.com; Placer County Auditor; Willdan Financial Services.

Table 11 shows the industrial area's allocated fire and EMS cost per unit of development. The service costs are allocated on both a per square foot basis and a per acre basis to allow a special tax to be imposed based on the most appropriate measure of service demand for each project. To determine the cost per square foot and per acre, the service costs allocated to the SIA are divided by the projected square footage and acreage of development in 2035. The industrial area's share of service costs is reduced by the projected Fire Control Fund property tax revenue generated by SIA development.

While it is not expected that the fire services CFD will include existing development, service costs are spread over both existing and new development. This will ensure that new development is not required to fund existing development's share of service costs.

It is expected that the special tax for most development in the SIA will be imposed on a per square foot basis. For most types of development, fire protection and EMS needs are roughly proportional to building size because larger buildings can accommodate a larger service population, potentially generating more EMS calls than smaller buildings. In addition, larger buildings can create greater demands for fire protection than smaller buildings. The industrial area's allocated share of service costs is $0.08 per square foot.

Some types of development that may occur in the SIA would generate significant fire and EMS demands, but have a relatively small amount of building space. These may include recreational uses such as aquatic parks and motor sports parks, auction yards, equipment yards, swap meets, and other uses. The special tax for these uses would be imposed on a per acre basis. On a per acre basis, the industrial area's share of service costs is $757 per acre.

If a development project has significantly different demand for fire protection and EMS services than the development considered in this study, an alternative special tax rate may be used for that development. The Rate and Method of Apportionment for that annexation can establish an alternative special tax rate.

Table 11: SIA Fire Services Cost Allocation

	Source		
Industrial Area Cost Allocation	*Table 9*	$	1,900,426
Estimated Industrial Area Fire Control Fund Property Tax Revenue	*Table 10*		279,335
Additional Industrial Area Funding Needed		$	1,621,091
Per Square Foot Cost Allocation			
Additional Industrial Area Funding Needed		$	1,621,091
2035 Industrial Area Building Square Feet	*Table 4*		20,271,357
Cost per Square Foot		$	0.080
Per Acre Cost Allocation			
Additional Industrial Area Funding Needed		$	1,621,091
2035 Industrial Area Developed Acreage	*Table 4*		2,140.6
Cost per Acre		$	757

Sources: Tables 4, 9 and 10; Willdan Financial Services.

It is anticipated that land owners will be required to annex property to the CFD at the time the County is approving a subdivision map or considering other discretionary development approvals. It is expected that annexations to the CFD will occur before construction of buildings and other improvements takes place. Therefore, the County should consider implementing a two-tier special tax rate structure. The special tax rate could be set at zero or a reduced per-acre rate for undeveloped property that has been annexed to the CFD. After a certificate of occupancy is issued for buildings on the property, the special tax could increase to the amount shown in Table 11.

Projected Fire & EMS Revenue

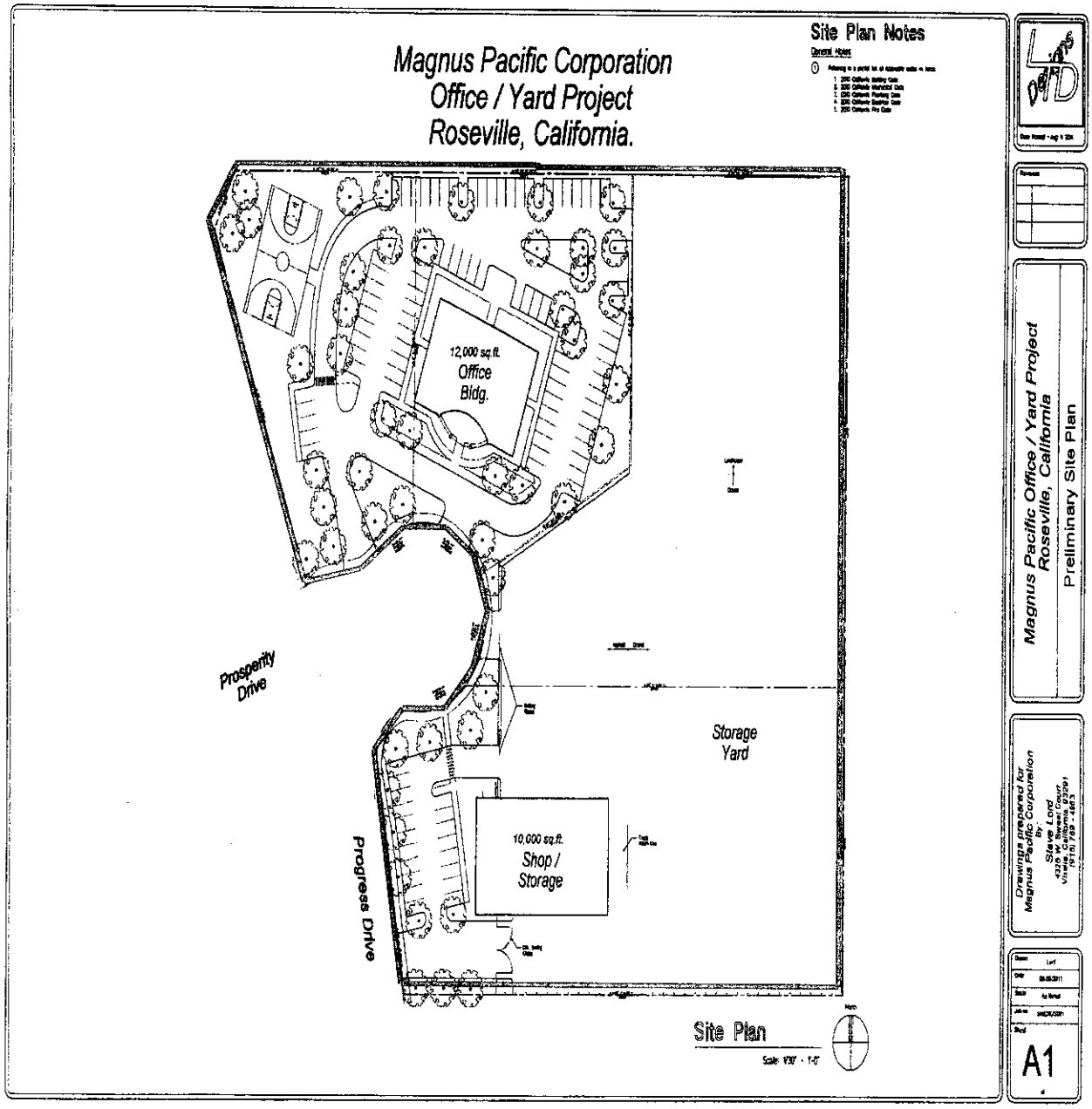
Table 12 shows the projected annual fire protection and EMS revenue from SIA development in 2035. This calculation assumes that all projected development will occur and will be required to join the CFD. This calculation uses the per square foot cost allocation, rather than the per acre cost allocation because it is assumed that the special tax for most development will be levied on a per square foot basis. The CFD special tax is projected to generate approximately $1.3 million per year. In addition, development in the SIA is projected to generate approximately $300,000 in Fire Control Fund property tax revenue. The total projected revenue of $1.6 million is less than the $1.9 million in service costs allocated to the SIA because the special tax will not be charged to existing development.

Table 12: Projected Annual Revenue in 2035 (2010$)

New Industrial Area Sq. Ft., 2010-2035		16,079,100
Cost per Square Foot	$	0.080
Projected Annual Special Tax Revenue, 2035	$	1,286,328
Projected Fire Fund Property Tax Revenue, 2035	$	279,335
Total Revenue for SIA Fire and EMS Services, 2035	**$**	**1,565,663**

Sources: Tables 4, 10 and 11.

Conclusion

The proposed fire and EMS services cost allocation documented in this report was based on current costs to provide service to the Sunset Industrial Area. The report documents a fair and equitable allocation of costs between the UAIC and other development in the Industrial Area based on call volumes associated with projected development through 2035. Existing development in the SIA was included in the cost allocation calculations, ensuring that the special tax that may be charged future development will not subsidize the cost to provide service to existing development.

Project Site Plan