

# **Public Safety Impact Fees: Police and Fire Department Capital Facilities**

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**Town of Danville, New Hampshire**

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Prepared for:

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## Executive Summary

Impact fees for public safety facilities are authorized under NH RSA 674:21, V. Such fees may be assessed to new development for its proportionate share of the cost of providing adequate public facilities. The authorizing statute allows impact fees to recoup the cost of facilities provided in anticipation of new development, or to provide facility improvements that will accommodate new development.

The public safety impact fees computed in this report are contingent on the construction of a new police station. The current police department headquarters, which now shares space with the Fire Department in the Kimball Public Safety Building, is undersized relative to current demand. The Danville Capital Improvement Program calls for the construction of a new police facility that presumes a building size of approximately 3,000 square feet. When the Police Department vacates its space in the joint facility, it will enable the Fire Department to expand its space to accommodate its future needs.

Supportable public safety impact fees have been calculated separately for capital facilities of the Police Department and the Fire Department, as summarized in the following fee schedule:

<b>DANVILLE PUBLIC SAFETY IMPACT FEE SCHEDULE 2016</b>			
<b>Development Category</b>	<b>Town Public Safety Fees</b>		
	<b>Police</b>	<b>Fire</b>	<b>Safety Total</b>
<b>Residential Per Dwelling Unit</b>			
Single Family Detached	\$389	\$1,242	\$1,631
Attached and 2+ More Family	\$246	\$815	\$1,061
Manufactured Housing	\$362	\$1,116	\$1,478
<b>Commercial Per Sq. Ft. Finished Area</b>			
Retail, Restaurant, Lodging, Institutional	\$0.17	\$1.00	\$1.17
Offices & General Services	\$0.10	\$0.66	\$0.76
Industrial, Whse, Storage, Transportation	\$0.04	\$0.33	\$0.37
All Other (@ Average Rate Per Sq. Ft.)	\$0.14	\$0.83	\$0.97

The capital cost basis of the impact fees includes the estimated development cost of the proposed police facility, the replacement cost of the existing public safety building, and the current value of essential vehicles and capital equipment of the two departments. To avoid an over-assessment of these costs to new development, these capital costs have been apportioned across the entire projected service base of the Town at buildout.

If the Town should decide to adopt impact fees that are lower than those supported in this report, the entire fee schedule should be discounted by a uniform percentage to preserve the proportionality of the assessments.

## **A. Authorization**

NH RSA 674:21, V authorizes impact fee assessments for public safety facilities. Impact fees may be based on either the recoument of the cost to provide existing facilities that have the capacity to serve new development, or to fund future capital improvements that will provide that capacity.

## **B. Introduction and Purpose**

Public safety services and related facilities are impacted by both residential and non-residential development. The central mission of police and fire departments centers on the protection of persons and property. Related service demands may differ by municipality based on geography, the presence of special traffic generators or regional attractions including retail centers as well as the demographic makeup and property wealth of the community. Consequently, there are no uniform ready-made standards dictate a specific level of service or facility investment that will be acceptable at the local level.

## C. Danville Public Safety Capital Facilities

### 1. Kimball Safety Building

Public safety services are currently housed in the Kimball Public Safety Building adjacent to the Danville Town Office. The total floor are of the building is about 6,560 square feet. The Police Department also has two detached storage sheds on the site that have an area of about 336 square feet.

Table 1 is an estimate of the distribution of building space between the two departments. Estimates of space allocation are based on review of property assessment floor area diagrams of the building and a site visit. The pace allocation between the two departments is approximate for the offices, corridors, common areas and stairwells.

The Kimball Public Safety Building has an estimated replacement cost (building and contents) of \$2,119,000 or about \$323 per square foot, based on the Town’s insurance schedule. If land is included the total capital value of the site is just under \$2.2 million.

**Table 1**

<b>ESTIMATED FLOOR AREA UTILIZATION AT KIMBALL PUBLIC SAFETY BUILDING</b>				
<b>Building Section</b>	<b>Square Feet</b>	<b>Space Allocation</b>		
		<b>Fire</b>	<b>Police (1)</b>	<b>Total</b>
<b>ONE STORY SECTION (GARAGE BAYS)</b>				
Equipment Bays	3,608	3,408	200	3,608
<b>TWO STORY SECTION</b>				
Second Floor - Fire Dept	1,476	1,476	0	1,476
1st Floor - Fire Chief Office	200	200	0	200
1st Floor - Police Dept Functional Area	800	0	800	800
Common and Utilities (2)	476	405	71	476
<b>Total Kimball Safety Building</b>	<b>6,560</b>	<b>5,489</b>	<b>1,071</b>	<b>6,560</b>
Other - PD Detached Storage Sheds	336	0	336	336
<b>Total With Storage Sheds</b>	<b>6,896</b>	<b>5,489</b>	<b>1,407</b>	<b>6,896</b>
<i>(1) Allowance for one parking space in bay area used by Police Department</i>				
<i>(2) Common area, stairwells, utility areas allocated 85% Fire Department, 15% Police Department</i>				

BCM Planning estimates that the space allocated to the Police Department is less than 1,100 square feet, including an allowance of 200 square feet for a parking space within the garage area of the building. If the outside storage sheds are included in the gross area used by the Police Department, about 1,400 square feet are used by the department.

### 2. Public Safety Building Plans

The 2014 Danville Master Plan supports long term improvements that include constructing a new Police Department facility to resolve long-standing needs for additional space. The

Master Plan indicates that the future needs of the Fire Department can be met at the Kimball Safety Building if a new Police Station is constructed, enabling the Fire Department to expand into that vacated space. Long term improvements for the Fire Department are anticipated to center on accommodating full time personnel within the Kimball Building as the needs of the Town increase. Total space for the Fire Department would expand to the full 6,560 square feet of the Kimball Safety Building when the Police Department is relocated.

The Danville Capital Improvements Program, and a space analysis conducted by the Police Chief, support the need for the construction of a new police station that would have about 3,000 square and a development cost of \$300 per square foot plus planning and design and site acquisition costs. The CIP anticipates a planning and design cost of \$100,000. At this time, a site has yet to be secured for the new facility. For the purpose of impact fee assessment, BCM Planning has assumed a site acquisition cost of \$100,000.

### 3. Major Capital Equipment

#### *a. Fire Department Vehicles*

Table 2 is an inventory of the major capital vehicles and apparatus of the Fire Department. Estimated replacement costs and desired replacement years have been estimated by BCM Planning, LLC using the Consumer Price Index (CPI) to adjust the original acquisition cost to 2016. The replacement and improvement of major capital equipment is an ongoing requirement to serve the needs of existing as well as new development. A portion of the impact fee will therefore assign a proportionate share of the replacement cost of this capital equipment to new development. The total estimated replacement cost of the items is \$1.18 million. This value probably underestimates current replacement costs fire equipment costs have typically risen faster than the consumer goods costs measured by the CPI.

**Table 2**

<b>Major Capital Equipment (Vehicles) Danville NH Fire Department</b>				
Town Asset No.	Description	Year Acquired	Original Cost	Estimated Replacement Cost 2016
83	1987 International Pumper	1987	\$101,000	\$214,303
81	1992 International Pumper	1992	\$162,345	\$278,912
80	1999 Rescue Vehicle	1999	\$110,000	\$159,149
82	2003 International Tanker	2003	\$198,000	\$246,008
84	2004 Ford F1450	2004	\$53,039	\$67,678
94	2010 Ford F350 SD	2010	\$29,569	\$32,685
123	2013 Horton 603F Ambulance	2013	\$174,800	\$180,864
	<b>Total Major Capital Equipment</b>			<b>\$1,179,599</b>

*b. Police Department Cruisers*

At an estimated replacement cost of the estimated replacement cost of Police Department vehicles is just under \$121,000 (an overall average of \$20,162 per uniformed officer). In the impact fee model, the inventory of vehicles is assumed to rise in the future as the population increases and the department adds more officers to the force.

**Table 3**

<b>Danville Police Department - Estimated Replacement Cost of Cruisers</b>				
Town Asset No.	Police Department - Cruisers	Year Acquired	Original Cost	Estimated 2016 Replacement Cost
85	2008 Ford F-150	2008	\$27,499	\$30,800
104	2011 Crown Victoria	2011	\$24,805	\$26,592
107	2012 Dodge Charger	2012	\$29,701	\$31,181
108	2013 Dodge Charger	2013	\$31,312	\$32,398
	<b>Total Police Dept Cruisers</b>			<b>\$120,971</b>

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## **D. Proportionate Service Demand Measures in Danville**

While Danville is a predominantly rural residential community, it does have the potential to develop commercial uses, particularly along the Route 111 corridor. Several years ago, a large scale development was proposed on two parcels that would have created about 354,000 square feet of space in a mix of retail space, medical offices and assisted living developments.

The 2014 Master Plan buildout analysis indicates that there is potential for the acreage devoted to non-residential uses could reach 233 acres under current zoning. Therefore, to anticipate a proportionate long-term allocation of capital costs, BCM Planning has incorporated assumptions relating to both residential and non-residential demand on public safety facilities.

Indirect proportionate measures of public safety service demand include proportionate property valuation by sector, amount of floor area of buildings by type, and residential population and housing units vs. the number of jobs in the community.

Direct measures, where available, may include actual calls for service or response rates if that data can be associated with property use categories.

### 1. Fire Department Responses by Property Use

When available, calls for service or related data by type of property provide a direct measure of service demand.

The Danville Fire Department provided data on responses by property use for the period January 1, 2014 to May 4, 2016 (a period of 2.34 years) from its National Fire Incident Reporting Service (NFIRS) data. The property classes reported have been aggregated by BCM Planning into residential and non-residential categories in Table 4.

Excluding the calls that could not be assigned to a specific property use (response to a street or highway location, vacant land, etc.) about 93% of responses were associated with residential property and 6% to non-residential sites.

No similar response data was available from the Police Department with respect to the property use classification based on the site of responses or the location origin of a call for service.

**Table 4**

DANVILLE FIRE DEPARTMENT CALLS BY PROPERTY USE				
NFIRS Use Code	Type of Property	Calls Recorded January 1, 2014 to May 4, 2016	Average Annual (2.34 Years)	
<b>RESIDENTIAL USES</b>				
419	1-2 family dwelling	776	331.7	
429	Multifamily dwelling	8	3.4	
400	Residential other	4	1.7	
962	Residential street or driveway	13	5.6	
<b>Subtotal Residential</b>		<b>801</b>	<b>342.3</b>	
<b>NON-RESIDENTIAL USES</b>				
100	Assembly	10	4.3	
200	Educational	8	3.4	
311	Nursing Home	20	8.5	
439	Boarding house, res hotel	1	0.4	
500	Mercantile, business other	5	2.1	
511	Convenience store	3	1.3	
579	MV or boat sales & svc	1	0.4	
596	Post office or mail firms	1	0.4	
599	Business office	2	0.9	
600	Ind, Defense Other	1	0.4	
669	Forest, timberland, woodland	1	0.4	
700	Manufacturing, processing	3	1.3	
819	Livestock, poultry storage	1	0.4	
963	Street or road in commercial area	1	0.4	
<b>Subtotal Non-Residential</b>		<b>58</b>	<b>24.8</b>	
<b>Total Assignable by Use</b>		<b>859</b>	<b>367.1</b>	
<b>CALLS NOT ASSIGNED TO A USE</b>				
---	No Property Use Reported	7	3.0	
000	Property Use other	1	0.4	
888	Fire Station	18	7.7	
900	Outside or special other	1	0.4	
931	Open land or field	4	1.7	
936	Vacant lot	1	0.4	
938	Graded & tenced land	1	0.4	
960	Street, other	8	3.4	
961	Street or divided highway	9	3.8	
<b>Not Assigned by Property Type</b>		<b>50</b>	<b>21.4</b>	
<b>SUMMARY</b>				
	<b>Residential</b>	<b>801</b>	<b>88.1%</b>	<b>93.2%</b>
	<b>Non-Residential</b>	<b>58</b>	<b>6.4%</b>	<b>6.8%</b>
	<b>Unassigned</b>	<b>50</b>	<b>5.5%</b>	<b>---</b>
	<b>Total</b>	<b>909</b>	<b>100.0%</b>	<b>100.0%</b>

*Source: Danville Fire Department query of National Fire Incident Reporting Service data records for the department - incidents by property use code.*

**2. Other Measures of Proportionate Demand**

Since the nature of safety services involves protective and preventive services as well as direct responses, other factors may be considered in describing demand on public safety services. These include the previous comparisons local jobs vs. resident population, and building floor area and total property valuation within the residential vs. nonresidential sectors.

The alternative measures of proportionate demands from residential vs. non-residential property are summarized in Table 5.

**Table 5**

<b>Residential Share of Demand Estimates - Danville Public Safety</b>					
Safety Division	Population & Employment	Square Feet of Buildings	Assessed Valuation	Responses	Average
Police Department	96%	95%	96%	No Data	96%
Fire Department	96%	95%	96%	93%	95%

*Note: Proportions incorporate government employment, building areas, assigned assessed valuation, and Fire Department responses as part of "non residential" demand.*

The most recent estimates issued by the NH Office of Energy and Planning (population, housing units) and the NH Department of Employment Security reflect 2014-2015 conditions. Other proportionate factors such as the square footage and assessed valuation of dwelling units and non-residential property were derived from the Danville property tax assessment data base.

Using these statistical measures of demand, BCM Planning estimates that residential uses represent about 96% of demand on Police Department resources based on the average of available indicators. For the Fire Department, an estimated 93% of demand is assumed to originate from residential property (based on number of responses by property use category).

**3. Residential Demand by Housing Type**

Population is the most common unit of service demand used to assign costs to the residential sector. Demands per capita may then be translated into demands per housing unit based on average household size. The U. S. Census no longer provides direct estimates of household size for all dwelling unit categories.

BCM Planning has estimated the average household size in Danville in 2015 was 2.72 persons per unit (see assumptions shown in Table 8). Using a proportionate adjustment of this average household size estimate to a single family home, using 2014 ACS sample data for Danville, BCM Planning estimates the average for a local single family detached dwelling at 2.76. Because of the small inventory of other structure types in Danville, the average household size for other types of dwelling units is estimated using the regional averages for Rockingham County, based on the 2010-2014 ACS five-year sample data.

The average household sizes used in assigning residential impact fees are:

Average Household Size 2015	2.72	BCM Planning estimate (see Table 8)
Single Family Detached:	2.76	Adjusted to SF from Ave Household (BCM)
Attached and 2+ Family Units:	1.81	Rockingham County ACS 5-Yr sample 2014
Manufactured Housing:	2.48	Rockingham County ACS 5-Yr sample 2014

#### 4. Non-Residential Demand

Allocation of capital costs to non-residential uses is typically assigned per square foot of gross leasable area, or finished space. The closest approximation of the finished space of buildings in Danville is provided by the property assessment data base, expressed as “effective area”. This is an adjusted square footage figure used for assigning appraisal value multipliers, and is typically greater than the usable space or living area of a building. Therefore, any cost allocations based on effective area are likely to underestimate actual capital costs per square foot of development.

Based on the assessment data and property classifications, BCM Planning estimates that there is about 180,000 square feet (effective area) in non-residential uses that include a mix of public and school buildings, as well as small businesses, processing, storage and other smaller scale commercial uses. Total employment in Danville, including both public and private sector employers, was estimated to be 165 for the year 2014 (NH Department of Employment Security).

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## E. Anticipated Service Demand Base

### 1. Police Department Space Needs

**Table 6**

DANVILLE POLICE DEPARTMENT STAFFING HISTORY			
Year	Total	Officers	Civilian
2000	1	1	0
2001	2	2	0
2002	2	2	0
2003	1	1	0
2004	2	2	0
2005	3	3	0
2006	5	4	1
2007	5	4	1
2008	5	4	1
2009	6	5	1
2010	6	5	1
2011	5	4	1
2012	6	5	1
2013	5	4	1
2014	6	5	1
2015	7	6	1

*Source: Federal Bureau of Investigation, Uniform Crime Reports*  
*\* No data reported for Danville prior to 2000*

With an estimated population in Danville at 2015 (4,848) the Police Department's 6 uniformed officers represent a ratio of 1.35 officers per thousand population. The number of uniformed officers in the Danville Police Department has doubled over the last 10 years.

Given the absence of specific approved plan for a new police station serving a specific design population, BCM Planning defers to the general spatial planning standard once recommended by the International Association of Chiefs of Police (IACP) of 350 square feet per uniformed officer as an assumption of the minimum space needs of a police station.

Using this spatial standard per officer, the expected number of uniformed officers per thousand population may be used to assign base year versus future year needs for space. In the future, the ratio of officers to population may change. Actual staffing in any particular jurisdiction also responds to factors such as traffic volume on major highway corridors and a need to respond to more motor vehicle incidents not only generated by local population, but by through traffic.

Considering the potential buildout population of the Town, BCM Planning reviewed the law enforcement staffing ratios of other New Hampshire towns that are larger than Danville. These towns (Table 7) have populations 4,500 and 6,500, but exclude several Lakes Region towns with a large number of seasonal housing units.

**Table 7**

<b>Police Officers in NH Communities with Population 4,500 to 6,500 (Excluding Lakefront Towns)</b>				
Town	2014 Population Estimate	Total Law Enforcement Employees	Total Officers 2014	Officers Per Thousand Persons
Enfield	4,566	8	7	1.5
Milton	4,570	9	8	1.8
Epsom	4,598	5	4	0.9
Barnstead	4,602	4	4	0.9
New London	4,620	9	8	1.7
Haverhill	4,637	8	7	1.5
Brentwood	4,751	5	5	1.1
Henniker	4,773	9	8	1.7
Newton	4,788	9	7	1.5
Northfield	4,810	8	7	1.5
Nottingham	4,909	8	7	1.4
Chester	4,914	7	6	1.2
Charlestown	4,950	8	5	1.0
New Ipswich	5,135	7	6	1.2
Auburn	5,216	9	7	1.3
Rye	5,344	10	9	1.7
Loudon	5,349	7	6	1.1
Jaffrey	5,392	12	11	2.0
New Boston	5,432	7	6	1.1
Hopkinton	5,597	7	7	1.3
Rindge	5,865	8	6	1.0
Littleton	5,957	12	10	1.7
Hillsborough	6,031	19	13	2.2
Kingston	6,114	10	9	1.5
Sandown	6,239	6	6	1.0
Newport	6,352	17	12	1.9
Peterborough	6,442	13	11	1.7
<b>Total</b>	<b>141,953</b>	<b>241</b>	<b>202</b>	<b>1.4</b>

Source: Federal Bureau of Investigation, *Uniform Crime Reports*

The staffing ratio for sworn officers for these towns ranges from 1 per 1,000 persons to 2.2 per 1,000. The average for this set of communities is 1.4 officers per thousand persons, and the median ratio is 1.5.

For the purpose of anticipating *minimum* staffing needs in the future, this analysis uses a future ratio of 1.5 officers per 1,000 persons.

Since the 2014 Danville Master Plan indicates no need for a new or expanded fire station (other than expansion into the vacated Police Department space) we will assume that the floor area of the Kimball Building will be sufficient (with renovations) to meet the minimum needs of the Fire Department in the future.

**2. Future Conditions: Buildout Assumptions**

**a. Residential Service Base: Buildout Population Estimate**

Based on the 2014 Master Plan Buildout scenarios, the Town can reasonably expect to accommodate 2,500 housing units. (As of 2015, there were 1,734 housing units in Danville, indicating the potential for a 44% increase in total dwelling units).

An estimated 94.3% of total units are believed to be occupied, yielding an estimate of estimated 1,635 households in 2015. For the buildout year, this would indicate potential for 2,358 occupied units or households.

Average household size is expected to decline over the next 25 years. A New Hampshire Housing Finance Authority demographic model prepared in 2014 indicates that the average household size in the Rockingham Regional Planning Commission area should be about 90% of the 2015 average by 2040. Applied to Danville’s estimated average household size of 2.72 in 2015, projected average household size would be 2.45. This would yield a buildout population of 5,776 which the impact fee model has used as a horizon service population.

**Table 8 – Demographic History and 2015 Estimates**

DANVILLE, NH - CHANGE IN RESIDENTIAL SERVICE BASE						
Service Base	1980	1990	2000	2010	2015 Estimate	Notes on 2015 Estimates
<b>Population</b>						
Total	1,318	2,534	4,023	4,387	4,458	
In Group Quarters		0	3	3	3	Population From NHOEP estimates
In Households	1,318	2,534	4,020	4,384	4,455	
Population Age 65+	126	182	286	423		
<b>Households (Occupied Units)</b>	426	895	1,428	1,569	1,635	Est. using NHOEP Total Units and 2014 ACS Vacancy Rate
Owner Occupied	372	822	1,302	1,413		
Renter Occupied	54	73	126	156		
Homeownership Rate	87%	92%	91%	90%		
<b>Average Household Size</b>	3.09	2.83	2.82	2.79	2.72	Ratio household population to estimated occupied units
<b>Total Housing Units</b>	445	960	1,479	1,684	1,734	NHOEP Estimate Total Units
Vacant Units Incl. For Sale or Rent	19	65	51	115	99	Vacant units @ 2014 ACS ratio
Percent Vacant	4.3%	6.8%	3.4%	6.8%	5.7%	Vacant and Seasonal % of Total from 2014 5-yr ACS Sample

**b. Non-Residential Service Base at Buildout**

According to the 2014 Master Plan, there are about 60 acres devoted to non-residential uses in Danville. The Master Plan Buildout scenario shows a potential for 233 acres in non-residential use based on current zoning. BCM Planning estimates that Danville has about 180,000 square feet of floor area in non-residential uses (including public facilities). Data for 2014 from NH Employment Security estimates 165 employees working in Danville in public and private sector jobs.

In 2011 the Town was reviewing site plans for two parcels along Route 111 that would have added 354,000 square feet of new space in retail, medical offices and assisted living. While this

development did not materialize, it is an indication that there is potential for substantial non-residential growth, and that the Town should be prepared to assess impact fees to commercial development so that the fees are proportionate to long term demand on services.

**Table 9**

<b>Non-Residential Buildout Estimate 1 - Square Feet Per Acre</b>				
Development	Non-Residential Acres Developed (1)	Sq. Ft. Non-Res Buildings	Avg Sq. Ft. Per Acre	
Existing Non-Residential	60	180,000	3,000	
2011 Route 111 Site Plans (2)	47	354,000	7,532	
Total With 2011 Proposed	107	534,000	4,991	
Other Development Potential	126	630,000	5,000	
Total Buildout	233	<b>1,164,000</b>	4,996	
<i>(1) Danville 2014 Master Plan buildout analysis indicates 233 acres in non-residential buildout potential, with 60 acres currently developed.</i>				
<i>(2) Site plans were under consideration in 2011 for two parcels that would have supported 354,000 square feet of space for uses including assisted living, medical offices, and a retail plaza (not built)</i>				
<b>Non-Residential Buildout Estimate 2 - Employment &amp; Floor Area Per Job</b>				
Development	Non-Residential Acres Developed	Sq. Ft. Non-Res Buildings	Employment Public & Private	Sq. Ft. Per Employee
Existing Non-Residential 2014	60	180,000	165	1,091
Buildout Acres @ 2014 Ratios	233	<b>699,331</b>	641	1,091
Average of Methods	233	<b>931,666</b>	---	----

Table 9 illustrates two approaches to estimate the potential buildout of non-residential floor area in Danville. Both start with the 2014 Master Plan estimate of a buildout of 233 acres of non-residential development.

In the first estimate, the average floor area per acre of existing development is combined with the effect of adding the proposed floor area from the 2011 site plan proposals for the Royal Crest and Crown Plaza projects. If they had

proceeded, these sites would have added 354,000 square feet on 47 acres. This would have brought cumulative non-residential development to about 5,000 square feet per acre in Danville. Extending this ratio to the remaining acres for non-residential development yields a buildout estimate of 1,164,000 square feet.

The second method assumes that local employment would increase in proportion to total non-residential acreage developed. Using this method, local employment would increase to 641 at buildout. Using the current estimated ratio of 1,091 square feet of non-residential building area per job, this method projects buildout at 699,331 square feet.

The average of the two methods results in an estimate of about 932,000 square feet of non-residential floor area for the estimated buildout acreage, which has been used in the impact fee models to represent non-residential development potential.

As new non-residential uses are added to a very small baseline of such uses, the proportion of demand on public safety services from the residential and non-residential sectors can be expected to change.

Based on the proportionate changes in calls for service that could result from a buildout year that includes 932,000 square feet of non-residential uses, BCM Planning estimates that demand on services at buildout should result in long term shifts in the current demand ratios.

**Estimated Residential Share of Demand on Services**

<u>Service</u>	<u>Current</u>	<u>Buildout Including Non-Residential</u>
Police	96%	86%
Fire	93%	77%

These proportionate shifts are based on the estimated shares of local residential and non-residential demand sectors currently, and application of current estimated call ratios per housing unit (residential) and per 1,000 square feet (non-residential) to the projected buildout conditions. The baseline call ratio for the Fire Department is based on its NFIRS data indicating number of calls by property use. For the Police Department, property-specific call data was not available, and the current residential demand ratio is estimated from indirect factors of floor area, population vs. employment, and assessed valuation by sector.

The future ratios of call demand for non-residential uses cannot be precisely forecast. Actual demand on public safety services from these uses will depend not only on the floor area that is developed, but also on the nature of the uses included in the development mix.

However, the demand ratios used in the impact fee basis were to be held constant, assuming no change from the current baseline, it is likely that the capital cost of facilities allocated to residential uses would be too high and the non-residential share too low.

## F. Public Safety Impact Fee Calculations

Residential impact fees are computed as a gross cost per capita, and assigned to typical housing units based on the average household size associated with various structure types. Non-residential fees are computed at an average cost per square foot of floor area, the adjusted based on expected differences in public safety response rates for subcategories such as retail, office and industrial/storage uses.

### 1. Credit Allowances for Existing Space Deficiency

Credit allowances are often computed as a part of an impact fee calculation for the property taxes a new development may pay to rectify base year deficiencies in the capital facility for which fees are assessed.

**Table 10**

POLICE DEPARTMENT IMPACT FEE CREDIT ALLOWANCE		
Base Year Space Deficiency (Sq. Ft.)	693	
Building Cost Per Square Foot	\$300	
Cost to Rectify Deficiency	\$207,900	
Danville Assessed Valuation Fall 2015	\$335,980,681	
<b>Credit Per \$1,000 Assessed</b>	<b>\$0.62</b>	
Residential Development	Valuation per Unit	Credit Allowance Per Unit
Single Family Detached	\$250,000	\$155
Attached and 2+ More Family	\$180,000	\$111
Manufactured Housing	\$205,000	\$127
Average All Households	\$200,000	\$124
Non-Residential Development	Valuation Per Sq. Ft.	Credit Allowance Per Sq. Ft.
Average Non-Residential	\$100	\$0.06
Retail, Restaurant, Lodging, Institutional	\$115	\$0.07
Offices & General Services	\$90	\$0.06
Industrial, Whse, Storage, Transportation	\$60	\$0.04

The Police Department space in the Kimball Safety Building is well below the recommended averages per uniformed officer, and storage space is currently located in unheated sheds outside the main building.

Therefore, a portion of the cost to construct a new police facility is related to an existing deficiency in space. The cost to rectify this deficiency, using the minimum standards of the impact fee methodology, is estimated in Table 9 and converted to a credit allowance.

No credit allowances are computed for the Fire Department, which is assumed to have adequate space for its future needs when the new Police Station is built.

2. Police Department Assumptions and Fee Calculation

The Police Department impact fee is computed using the following standards and ratios. (See Table 11.)

Future Residential Service Population:	5,777
Max. Service Base Non-Residential:	932,000 sq. ft.
Proportionate Demand (Buildout)	86% / 14% Residential/Non-Residential
Minimum PD Officers Per 1,000 Population:	1.50 (planning standard – future)
Minimum PD Officers Buildout:	9 officers (rounded)
Minimum Floor Area Per Officer:	350 square feet
Square Feet New Police Station	3,150 (9 at 350 sq. ft. each)
Station Development Cost:	\$300 / sq. ft. plus design and land cost of 200,000
Replacement Cost of Cruisers	\$20,162 per officer
Non-Residential Adjustment to Avg. Per Square Foot:	x 1.20 for retail, restaurant, institutional x 0.80 for office, general services x 0.40 for industrial, transportation, storage

These adjustment factors were also applied to Fire Department impact fees for the non-residential categories. The relative cost multipliers reflect the expected variation in safety response rates per thousand square feet of building area by sub-category. The ratios are based on research in other larger communities where there was sufficient data to associate call frequencies per 1,000 square feet of space with non-residential use category.

Danville Public Safety Impact Fee 2016

**Table 11**

<b>Danville Police Department Impact Fee 2016</b>	<b>Base Year 2015</b>	<b>Service Base Buildout Assumption</b>		
<b>Existing and Future Service Base</b>				
Housing Units (Existing and Buildout)	1,734	2,500		
Occupied Housing Units @ 2014 ACS Ratio	1,616	2,358		
Resident Population	4,458	5,776		
Average Household Size	2.72	2.45		
Non-Residential Development Floor Area	180,000	932,000		
<b>Minimum Space Needs Assumed</b>				
Officers Per 1,000 Persons	1.35	1.50		
Police Officers	6	9		
Police Station Space Including Storage	1,407	3,150		
Per Officer	235	350		
Base Year Space Needed at Design Standard	2,100			
Space Deficiency Square Feet	(693)	n.a.		
<b>Capital Costs</b>				
Station Development Cost Per Square Foot		\$300		
Station Cost to Construct @ Spatial Standard Applied		\$945,000		
Planning and Design Cost Per CIP		\$100,000		
Site Acquisition, Planning & Design (Estimate)		\$100,000		
Total Capital Cost of Station		\$1,145,000		
Capital Equipment - Per Officer 2016	\$20,162			
Projected Capital Equipment Value at Station Capacity		\$181,457		
<b>Total Capital Value To Be Apportioned</b>		<b>\$1,326,457</b>		
<b>Allocation to Residential Vs. Non-Residential Uses</b>	<b>Current</b>	<b>Projected</b>		
Residential Portion of Demand	96%	86%		
Non-Residential Portion of Demand	4%	14%		
Residential Cost Allocation		\$1,140,753		
Non-Residential Cost Allocation		\$185,704		
<b>Residential Cost Per Capita at Capacity Population</b>		<b>\$197</b>		
<b>Non-Residential Cost Per Sq. Ft. at Design Year</b>		<b>\$0.20</b>		
<b>Police Department Impact Fee Per Housing Unit</b>	<b>Average Household Size Est.</b>	<b>Capital Cost Per Dwelling Unit</b>	<b>Less Credit Allowance For Space Deficiency</b>	<b>Police Department Impact Fee</b>
Single Family Detached	2.76	\$544	(\$155)	<b>\$389</b>
Attached and 2+ More Family	1.81	\$357	(\$111)	<b>\$246</b>
Manufactured Housing	2.48	\$489	(\$127)	<b>\$362</b>
<b>Police Department Commercial Impact Fee Per Sq. Ft.</b>		<b>Capital Cost Per Sq. Ft.</b>	<b>Credit Per Sq. Ft.</b>	<b>Fee Per Sq. Ft.</b>
Average Non-Residential	PD Call Adj. Factor	\$0.20	(\$0.06)	<b>\$0.14</b>
Retail, Restaurant, Lodging, Institutional	1.20	\$0.24	(\$0.07)	<b>\$0.17</b>
Offices & General Services	0.80	\$0.16	(\$0.06)	<b>\$0.10</b>
Industrial, Whse, Storage, Transportation	0.40	\$0.08	(\$0.04)	<b>\$0.04</b>

3. Fire Department Assumptions and Fee Calculation

The Fire Department impact fee is computed using the following ratios and assumptions. (See model in Table 12).

Fire Department Space Total:	6,560 square feet (Kimball w/o Police Dept)
Future Residential Service Population:	5,777
Future Service Base Non-Residential:	932,000 sq. ft.
Replacement Cost of Facility:	\$ 2,195,900 (including land value)
Replacement Cost Vehicles/Apparatus:	\$ 1,179,599
Total Capital Investment (Replacement):	\$ 3,375,499
Proportionate Demand (Buildout):	77% / 23% Residential/Non-Residential
Non-Residential Adjustment to Avg. Per Square Foot:	x 1.20 for retail, restaurant, institutional x 0.80 for office, general services x 0.40 for industrial, transportation, storage

**Table 12**

<b>Danville Fire Department Impact Fee 2016</b>	<b>Base Year 2015</b>	<b>Service Base Buildout Assumption</b>
<b>Service Base Assumptions</b>		
Resident Population	4,458	5,776
Estimated Non-Residential Floor Area	180,000	932,000
Fire Station Space (With PD Relocated)	6,560	6,560
Space Standard Sq. Ft. Per Capita (Horizon Year)	1.14	1.14
Space Needed at Standard	5,063	6,560
Remaining Available Capacity (sq.ft.) with PD Relocated	1,497	n.a.
<b>Replacement Cost of Building (s)</b>		
Fire Station (Insured Value Building and Contents)		\$2,119,000
Kimball Site Land & Features Assessed Value		\$76,900
<b>Total Capital Value Fire Station Facility</b>		<b>\$2,195,900</b>
<b>Capital Equipment - Estimated Replacement Cost</b>		<b>\$1,179,599</b>
<b>Total Capital Value Apportioned to Horizon Year</b>		<b>\$3,375,499</b>
<b>Proportionate Capital Cost Allocation</b>	Current	Projected
Residential Portion of Demand	93%	77%
Non-Residential Portion of Demand	7%	23%
Residential Cost Allocation		\$2,599,134
Non-Residential Cost Allocation		\$776,365
<b>Residential Cost Per Capita at Capacity Population</b>		<b>\$450</b>
<b>Non-Residential Cost Per Sq. Ft. at Horizon Year Floor Area</b>		<b>\$0.83</b>
<b>Fire/EMS Department Impact Fee Per Housing Unit</b>	Average Household Size Est.	<b>Impact Fee Per Housing Unit</b>
Single Family Detached	2.76	<b>\$1,242</b>
Attached and 2+ More Family	1.81	<b>\$815</b>
Manufactured Housing	2.48	<b>\$1,116</b>
<b>Fire/EMS Department Commercial Impact Fee Per Sq. Ft.</b>		<b>Impact Fee Per Square Foot</b>
Average Non-Residential Per Square Foot	FD Call Adjust. Factor	<b>\$0.83</b>
Retail, Restaurant, Lodging, Institutional	1.20	<b>\$1.00</b>
Offices & General Services	0.80	<b>\$0.66</b>
Industrial, Whse, Storage, Transportation	0.40	<b>\$0.33</b>

**4. Public Safety Impact Fee Schedule**

The impact fee calculations (after assignment of credit allowances) are summarize in Table 21. Options for residential impact fees are shown as fees per dwelling unit and as fees per square foot of living area.

Fees for non-residential development are computed per square foot. Higher fees per square foot would apply to retail, lodging, restaurant, office and institutional uses where call demand is higher; lower commercial fees would apply to industrial, warehouse, transportation and storage uses where call demand is lower per square foot. When a non-residential use cannot be easily categorized into one of these two divisions, the average non-residential fee per square foot would be applied.

**Table 13**

<b>DANVILLE PUBLIC SAFETY IMPACT FEE SCHEDULE 2016</b>			
<b>Development Category</b>	<b>Town Public Safety Fees</b>		
	<b>Police</b>	<b>Fire</b>	<b>Safety Total</b>
<b>Residential Per Dwelling Unit</b>			
Single Family Detached	\$389	\$1,242	\$1,631
Attached and 2+ More Family	\$246	\$815	\$1,061
Manufactured Housing	\$362	\$1,116	\$1,478
<b>Commercial Per Sq. Ft. Finished Area</b>			
Retail, Restaurant, Lodging, Institutional	\$0.17	\$1.00	\$1.17
Offices & General Services	\$0.10	\$0.66	\$0.76
Industrial, Whse, Storage, Transportation	\$0.04	\$0.33	\$0.37
All Other (@ Average Rate Per Sq. Ft.)	\$0.14	\$0.83	\$0.97

The above fees are predicated on the development of a new Police Station that will expand the floor area available to both departments so that the Town can adequately serve existing and new development. The standards used in the impact fee assessment should be considered as minimum requirements rather than limitations, as the Town continues to determine the extent of services, facilities, or personnel required to provide adequate public safety protection and response capability.

The needs for personnel and capital facilities for public safety are likely to change over time in ways not anticipated by the Master Plan or this report. Therefore, the Town should periodically review the basis of assessment, and amend it where appropriate to reflect the most recent capital plans and related costs, as well as the likely design population they will serve.

Should the Town wish to assess fees that are lower than those calculated in the fee schedule, it may discount the fees by a uniform fixed percentage in order to maintain proportionality between the development categories.