



**CITY OF DAPHNE  
CODE ENFORCEMENT/ORDINANCE COMMITTEE  
REGULAR MEETING AGENDA  
1705 MAIN STREET, DAPHNE, AL  
MONDAY, MARCH 3, 2025 at 4:30 PM**

*Councilman Ron Scott  
Councilwoman Angie Phillips  
Councilman Steve Olen, Chairperson  
Councilman Benjamin Hughes*

*Councilwoman Tommie Conaway  
Councilman Joel Coleman  
Councilman Doug Goodlin*

- 1. CALL TO ORDER/ROLL CALL**
- 2. APPROVE MINUTES**
  - A. Review the minutes from the February 3rd meeting.
- 3. PUBLIC PARTICIPATION**
- 4. ORDINANCE REVIEW/DISCUSSION**
  - A. Impact Fee Ordinance
- 5. OTHER BUSINESS DEEMED NECESSARY**
- 6. NEXT MEETING: April 7, 2025**
- 7. ADJOURN**

**CODE ENFORCEMENT/ORDINANCE COMMITTEE MEETING**

**February 3, 2025, 4:30 p.m.  
City Hall, Council Chamber  
1705 Main Street, Daphne, AL 36526**

**MEETING MINUTES**

**MEMBERS PRESENT:** Councilman Goodlin, Councilman Hughes, Councilman Scott, Councilman Olen and Councilwoman Phillips

**MEMBERS ABSENT:** Councilwoman Conaway and Councilman Coleman

**ALSO PRESENT:** Patrick Dungan, City Attorney; Christina Brazell, Code Enforcement; Troy Strunk, City Development; Chief Tacon, Fire; Bobby Purvis, Public Works; Andy Bobe, City Engineer; and Candace Antinarella, City Clerk.

**1) CALL MEETING TO ORDER / ROLL CALL**

There being a quorum present Councilman Olen called the meeting to order at 4:32 p.m.

**2) APPROVE MINUTES FROM THE January 6, 2025 Meeting**

**3) PUBLIC PARTICIPATION**

**4) ORDINANCE REVIEW/DISCUSSION**

City Clerk presented on the Special Events Ordinance and information gathered. Council discussed.

Kelli Reid presented on the insurance quotes/deductibles. Council discussed.

**MOTION by Councilman Scott to recommend to Council to renew the City's annual insurance policy with Robertson Insurance Agency, Inc. and increase the following deductibles: Equipment from \$500 to \$5,000 and Public Officials Liability from \$5,000 to \$10,000. Seconded by Councilman Goodlin.  
MOTION CARRIED UNANIMOUSLY.**

Mayor LeJeune discussed potential legislative annexations.

**5) OTHER BUSINESS DEEMED NECESSARY**

**6) NEXT MEETING**

The next meeting is scheduled for Monday, March 3, 2025 at 4:30 p.m.

**7) ADJOURN**

There being no further business to discuss, the Council adjourned at 5:07pm.

**CITY OF DAPHNE, ALABAMA  
ORDINANCE 2025-\_\_\_\_\_**

**AN ORDINANCE ESTABLISHING IMPACT FEES  
ON NEW DEVELOPMENT IN THE CITY OF DAPHNE**

**WHEREAS**, in accordance with Act 2006-300, as codified at §§ 45-2-243.80–243.87, *Code of Alabama* (1975) (the “Act”), the City of Daphne (the “City”) is authorized by the Legislature of the State of Alabama to adopt and impose impact fees on new development within the City’s corporate limits.

**NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF DAPHNE, ALABAMA, as follows:**

**Section 1. Findings.** In support of the adoption and imposition of impact fees authorized by the Act, the City Council makes the following findings:

- A. The City is a municipal corporation vested with a portion of the state’s sovereign power to protect and provide for the public health, safety, and welfare. The City is authorized to adopt and implement comprehensive plans, zoning ordinances, and other land use regulations to assure its orderly development.
- B. The City is a fast-growing community of over 30,000 full time residents. In calendar years 2023-24, approximately [\_\_\_\_\_] new building permits and renovation permits were issued.
- C. The City encourages development that will make the City a vital, attractive community to serve both residents of the City and the substantial and significant number of visitors who visit the City on a yearly basis.
- D. New residential and nonresidential development, however, imposes increased and excessive demands upon public facilities. As demand for public facilities has increased, funding sources for those facilities have decreased at both the state and federal level. In addition, demand for new facilities necessitated by new development impairs the ability of the City to maintain existing facilities because funds must be diverted to construction or expansion of new facilities.
- E. The City’s current Comprehensive Plan, *Envision Daphne 2042*, projects that new development will continue and will place ever-increasing demands on the City to provide public facilities to serve new development.
- F. Following the adoption of the Act by the Legislature of the State of Alabama, the City engaged the consulting firm TischlerBise for purposes of preparing an impact fee study. With input from the City, TischlerBise prepared an “Impact Fee Study” for the City dated January 31, 2025 (the “Study”).
- G. The Study demonstrates the monetary needs of the City in adding the additional governmental infrastructure necessary to keep pace with the City’s growth.
- H. In accordance with Alabama Code § 45-2-243.86, a public meeting during a Work Session of the City Council was held on January 13, 2025, at City Hall with a representative of TischlerBise to present the Study to the Council and the public and to address the City’s

governmental infrastructure needs as a result of new development. A public hearing was held on [\_\_\_\_\_], 2025, to give the public the opportunity to provide additional comments.

- I. To the extent that new development places demands upon public facilities, those demands should be satisfied by shifting the responsibility for financing the provision of such facilities from the public to the development creating the demands.
- J. An impact fee, established in accordance with this Ordinance, will benefit new development.

**Section 2. Authorization.** This Ordinance is adopted pursuant to the Act and the City's general police power and land use authority.

**Section 3. Purpose and Intent.** The purpose of this Ordinance is to establish procedures to:

- A. determine what local capital improvements are reasonably necessary to serve New Development and the cost thereof;
- B. determine the portion of the demand for local capital improvements created by particular types of New Development; and
- C. assess against New Development an Impact Fee to finance the cost of local capital improvements proportional to the New Development's demand for said capital improvements.

**Section 4. Definitions.** Whenever used in this Ordinance, the following capitalized words, terms, and phrases, and their derivations, shall have the meanings ascribed to them below except where the context clearly indicates a different meaning:

- i. "Act" shall mean the enabling legislation for Impact Fees applicable to Baldwin County, Alabama as established by the Alabama Legislature and set forth in Alabama Code §§ 45-2-243.80 through 45-2-243.87 (Act 2006-300), as the same may hereafter be altered or amended from time to time.
- ii. "All Other Housing" means residential housing units and/or structures other than single-family residential structures, and includes, without limitation, duplexes, triplexes, apartments, condominiums and other multi-family developments.
- iii. "Applicant" shall mean any person or entity making an application for a Building Permit with the City.
- iv. "Benefit Area" means one or more areas as defined herein which are used to calculate the costs and expenses relative to the Governmental Infrastructure needs created by a particular type of New Development.
- v. "Building Department" means the City's Building and Inspection Department.
- vi. "Building Permit" means a document issued by the City authorizing construction of new buildings and/or improvements within the City's corporate limits.
- vii. "Business Park" means a cluster of associated businesses, usually in a campus setting, typically consisting of the use of buildings for the administration of business, professional firms and other organizations.

- viii. “Calculate” means to determine the amount of the Impact Fees assessed against a particular New Development in accordance with the terms and conditions of this Ordinance and the Act.
- ix. “City” means the City of Daphne, Alabama.
- x. “Com/Shop Ctr” means a building or series of buildings in which retail and/or wholesale sales and services will be delivered to the public.
- xi. “Estimated Fair and Reasonable Market Value” shall have the meaning ascribed to such term in Alabama Code § 45-2-243.84.
- xii. “Fire” means a Benefit Area for (i) the construction, development and/or improvement of fire stations, (ii) the acquisition of fire fighting vehicles, (iii) the acquisition of firefighting apparatus, and (iv) the fire component of the Study and/or any other impact fee study obtained by the City in connection with the imposition of Impact Fees.
- xiii. “Governmental Infrastructure” shall have the meaning ascribed to such term in the Act.
- xiv. “Impact Fee” shall have the meaning ascribed to such term in the Act.
- xv. “Impact Fee Account” means a special interest-bearing account of the City established by the City at a banking institution whose deposits are insured by the Federal Deposit Insurance Corporation.
- xvi. “Impact Fee Committee” means a committee chaired by the Mayor and comprised of the Mayor, the City Finance Director, the City Building Official, the City Public Works Director, the Chief of the Daphne Fire Department, the Chief of the Daphne Police Department, and the City’s Director of Parks and Recreation.
- xvii. “Impact Fee Schedule” means the schedule of fees adopted by the Council setting the base fee amount for each Benefit Area and the total Impact Fee for each type of New Development, which schedule is attached hereto as **Exhibit A** and incorporated herein by reference.
- xviii. “Light Industrial” means facilities used for the manufacturing or assembly of products to their final form. These uses could be enclosed or could have outside storage of equipment, materials or merchandise. In addition to the actual production of goods, industrial facilities generally also have incidental office, warehouse and associated functions.
- xix. “Lodging” means a building or group of buildings having five (5) or more guest rooms under a common or individual ownership and single management. These buildings are designed to give, for a fee, transient guests sleeping accommodations and may include as incidental uses, restaurants, cafes, lounges or other guest services. These buildings typically, but do not necessarily have to, have an inner lobby and furnish a room cleaning service for their paying customers.
- xx. “Manufacturing” means a building or series of buildings for businesses engaged in economic activity involving construction, production, processing, transformation, warehousing, wholesale, and disposal of goods, products and component parts of goods and products, including related services.
- xxi. “New Development” shall mean the subdivision of land, the construction, reconstruction, redevelopment, conversion, structural alteration, relocation, or enlargement of any

structure; any use of the extension of the use of land; any of which increases the demand on governmental infrastructure.

- xxii. “Nonresidential Development Project” means all New Development in the City other than Residential Development Projects, and shall include, without limitation, any New Development project consisting of one or any combination of Comm/Shop Ctr, Office/Inst, Business Park, Light Industrial, Warehousing, Manufacturing and Lodging.
- xxiii. “Occupancy classification” means the intended use of a structure or tenant spaces within a structure as defined by the International Building Code.
- xxiv. “Office/Inst” means a building used for professional, administrative, financial, clerical and similar uses. This definition includes, without limitation, institutional uses such as churches, schools, hospitals, libraries, clubs, police and fire stations and other public buildings.
- xxv. “Parks and Recreation” means a Benefit Area for (i) the acquisition of new public park lands, (ii) the construction, development and/or improvement of public recreational facilities, (iii) the construction, development and/or improvement of public park amenities, (iv) the acquisition of new park vehicles, and (v) the parks and recreation component of the Study and/or any other impact fee study obtained by the City in connection with the imposition of Impact Fees.
- xxvi. “Police” means a Benefit Area for (i) the cost recovery of the City’s cost and expense related to the construction, development and improvement of its justice center, (ii) the cost recovery of the City’s cost and expense related to the construction, development and improvement of its animal shelter, (iii) the acquisition of police vehicles, and (iv) the acquisition of police-related apparatus and equipment, and (v) the police component of the Study and/or any other impact fee study obtained by the City in connection with the imposition of Impact Fees.
- xxvii. “Residential Development Project” means any New Development in the City undertaken with respect to a Single-Family development and/or an All Other Housing development.
- xxviii. “Single Family” means a detached residential dwelling unit designed for and occupied by one family as a home.
- xxix. “Transportation” means a Benefit Area for the cost of intersection improvements made to address additional demand generated by New Development.
- xxx. “Warehousing” means the storage of materials, but may also include incidental office and maintenance areas.

**Section 5. Imposition of Impact Fees.** The City hereby imposes an Impact Fee in accordance with the Impact Fee Schedule against all New Development and renovation or expansion of existing structures within the City’s corporate limits subject to any limitations on the amount of the Impact Fee set forth in the Act. In the event any appraisal process is commenced in accordance with the Act, the City shall be responsible for the cost of any appraisal required by the City, and the City and the Applicant shall share equally in the cost of any appraisal obtained at the request of both the City and the Applicant. This Ordinance and/or the Impact Fee Schedule may be amended at any time hereafter and from time to time by the Council in accordance with the

procedure set forth in the Act for the adoption of an Impact Fee. The Impact Fee shall be collected and administered as hereinafter provided.

**Section 6. Calculation and Collection of Impact Fees.** Impact Fees may be imposed on New Development or renovation or expansion of existing structures as defined in Section 8 hereof, and subject to any limitations on the imposition and collection thereof in the Act. Impact Fees shall be Calculated using either 1% of the combined construction and land cost, or per the fees listed in **Exhibit A**, and the lesser of the two calculations will apply. Land cost will not be assessed or added to renovation, expansion, or change in occupancy classification of existing structures. Fees shall be collected by the Building Department prior to the issuance of a Building Permit for New Development and in accordance with the Impact Fee Schedule. Except as is hereafter provided in Section 14 hereof, all Impact Fees shall be paid by an Applicant to the City in cash or other immediately available funds.

**Section 7. No Additional Capacity.** No Impact Fee may be assessed for or expended upon the construction, improvement, operation or maintenance of any Governmental Infrastructure that does not create additional capacity for use by the general public. The following shall be exempt from the payment of impact fees:

- A. Alteration or expansion of an existing dwelling unit which does not result in any additional dwelling units or increase in the number of families for which such dwelling unit is arranged, designed or intended to accommodate for the purposes of living quarters.
- B. The replacement of a building or dwelling unit where no additional square footage or dwelling units are created and when the existing and replacement or dwelling unit are located on the same lot. To be eligible for this exemption, official evidence such as, but not limited to, aerial photos, property surveys, Revenue Commission property appraiser data, or building permit data must be provided that confirms a building of equivalent use existed within the parcel boundaries in which the replacement structure is to be located.

**Section 8. Change in Size and Use.** An impact fee shall be imposed and calculated for alteration, expansion or replacement of a building if the alteration, expansion or replacement of a building results in a use that it is determined to generate greater impact than the present under the applicable fee rate schedule. Impact fee shall be calculated as follows:

- A. If the impact fee is based on a per dwelling unit method, the impact fee shall be the amount due under the applicable impact fee rate schedule, less the calculated impact fee applicable prior to the alteration, expansion or replacement.
- B. If the impact fee is based on the square footage method, the impact fee due for the increased square footage shall be calculated by determining the impact fee due according to the square footage resulting from the alteration, expansion or replacement, less the impact fee that would have been imposed for the original square footage prior to the alteration, expansion or replacement.
- C. All single family residential fees in the fee schedule are based on an assumed 3-bedroom home. If the replacement structure has an increase in the number of bedrooms or sleeping rooms as defined by the City of Daphne Building Code Supplement, any partial impact fee will be calculated on a percentage basis based on the increased number of sleeping rooms within the structure.

- D. If a building is demolished in preparation of a new structure, a pre-demolition inspection will be performed to determine the number of sleeping rooms in the existing structure to establish the baseline for the calculation of any partial impact fee imposed.
- E. All changes in use or Occupancy classification as defined by the International Building Code will be subject to full impact fees calculated at the new construction fee based of Occupancy classification. Credit will be given for the calculation of the new construction fee of the previous building based on Occupancy Classification.

**Section 9. Nature of Impact Fee.** An Impact Fee is both a personal liability of the Applicant and a lien upon the real property upon which the New Development is to be constructed and/or improved. Said lien may be foreclosed upon in accordance with the procedure for the foreclosure of real estate mortgages in the State of Alabama.

**Section 10. Refund of Impact Fee.** Except as is specifically required by the Act, Impact Fees are not refundable, unless the applicable Building Permit is voided in writing by the Applicant and no construction or construction-related activities have taken place. In the event a refund is made pursuant to the foregoing sentence, a processing fee of five hundred and no/100 dollars (\$500.00) shall be withheld by the City from any such refund.

**Section 11. Impact Fee Amounts.** The funds collected pursuant to this Ordinance shall be deposited into the Impact Fee Account. The funds of the Impact Fee Account shall not be commingled with other funds of the City. The City shall separately account for fees collected for the Benefit Areas of Parks and Recreation, Fire, Police and Transportation. In the event that less than the full Impact Fee is assessed for any reason, including, without limitation, any cap on such fee contained in the Act, said partial Impact Fee shall be allocated to the applicable Benefit Areas in the same proportion as the full Impact Fee would be allocated to and among the applicable Benefit Areas.

**Section 12. Use of Impact Fees.** Impact Fees may be expended only for the Benefit Area for which they were imposed, calculated, and collected and according to the time limits and procedures established in this Ordinance and the Act, if any. All impact fees collected for a Benefit Area must be spent in that Benefit Area. Impact Fees generated by this Ordinance may be used for any purpose permitted by the Act.

**Section 13. Time Limitations on Use of Impact Fees.** The City shall expend or contract for the expenditure of all Impact Fees collected in accordance with this Ordinance within any time periods set forth in the Act; provided, however, that in the event the Act does not impose any limitation on the timing of the expenditure of Impact Fees, then the City shall have no obligation to expend any Impact Fees within any specific period of time. In the event it becomes necessary for the City to refund any Impact Fees due to the failure to expend or contract for the expenditure of such Impact Fees within a given period of time as required by the Act, the City shall refund such Impact Fees to the Applicant who paid such Impact Fees.

Notwithstanding anything contained herein to the contrary, no party entitled to a refund of any Impact Fee hereunder shall be entitled to any interest on said refunded Impact Fee.

**Section 14. Appeals.** In the event the Building Department and an Applicant are unable to agree upon the Estimated Fair and Reasonable Value following the appraisal process set forth in Alabama Code § 45-2-243.84, the Applicant against which an Impact Fee has been assessed may pay the Impact Fee as Calculated by the Building Department and preserve the right to appeal the

amount of the Impact Fee by submitting with payment a written statement that payment is made “under protest” or that includes other language that would notify a reasonable person that the Applicant intends to preserve its right of appeal. Any Applicant intending to appeal the Calculation of an Impact Fee must file said appeal in writing with the City Clerk of the City within thirty (30) days of the last to occur of the Calculation of the Impact Fee by the Building Department and the payment of the Impact Fee by the Applicant to the City. In the written appeal provided to the City Clerk by the Applicant, the Applicant shall set forth enough detail to allow the City to reasonably determine the basis for the Applicant’s appeal. All appeals of Impact Fee assessments shall be heard by the Council at a regularly held meeting of the Council within thirty (30) days of the date of the filing of the notice of appeal by the Applicant with the City Clerk. At such appeal hearing, the Applicant and the City shall have the right to present evidence relative to the establishment of the Estimated Fair and Reasonable Market Value of a New Development. In making such presentations, each of the Applicant and the City shall be limited to fifteen (15) minutes for the presentation of such evidence. Thereafter, a majority decision by the Council shall be required to overturn the decision of the Building Department with regard to the Calculation of the applicable Impact Fee.

**Section 15. Review of Impact Fee Structure.** The Impact Fee Committee shall report at least once every three (3) years to the Council with:

- A. recommendations, if any, for amendments to this Ordinance;
- B. proposals identifying capital improvements to be funded in whole or in part by the Impact Fees collected pursuant to this Ordinance; and
- C. proposals for changes to the Impact Fee Schedule.

In connection with the foregoing, the Impact Fee Committee is hereby authorized to engage such consultants as it deems reasonably necessary to prepare additional impact fee studies for purposes of arriving at an appropriate and reasonable impact fee rate structure.

**Section 16. Credits.** An Applicant who offers to dedicate land or otherwise provide for the funding of Governmental Infrastructure may be eligible for a credit for such contribution against the Impact Fee otherwise due for that Benefit Area. In the event an Applicant desires to obtain a credit in accordance with the foregoing, the Applicant shall submit its proposal for a credit in writing to the Building Department. To the extent the City prepares forms for the credit process, the Applicant shall make its submittal on said City provided forms.

Thereafter, the Building Department shall submit said proposal to the Impact Fee Committee. The Impact Fee Committee shall make written findings with regard to (a) the value of the Applicant’s proposed contribution; (b) whether the proposed contribution meets capital improvement needs for which the particular Impact Fee has been imposed; and (c) whether the proposed contribution will substitute or otherwise reduce the need for Governmental Infrastructure anticipated to be provided with Impact Fees otherwise assessable against the Applicant.

The Impact Fee Committee shall transmit said written findings to the Council along with a recommendation for whether to accept or decline the Applicant’s offer. The Council shall make the final determination as to whether to accept the Applicant’s proposed contribution; provided, however, that in no event shall the credit given to any such Applicant exceed the amount of the otherwise applicable Impact Fee.

**Section 17. Recovery of Public Hearing Costs.** Any costs incurred by the City (a) in preparing for and conducting any public hearing required by the Act and (b) in connection with the Study or any similar study conducted hereafter may be recovered as a part of the Impact Fees assessed and collected in accordance with this Ordinance.

**Section 18. Severability.** Should any section, paragraph, sentence, clause or phrase of this Ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be pre-empted by state or federal law or regulation, such decision or pre-exemption shall not affect the validity of the remaining portions of this Ordinance or its application to other persons or circumstances.

**Section 19. Effective Date.** This Ordinance shall be effective from and after its adoption by Council and publication as required by law.

**ADOPTED AND APPROVED on this \_\_\_\_\_ day of \_\_\_\_\_, 2025.**

\_\_\_\_\_  
**Robin LeJeune,  
Mayor**

**ATTEST:**

\_\_\_\_\_  
**Candace G. Antinarella, MMC, City Clerk**

**EXHIBIT A**

Impact Fee Schedule

Residential Fees per Unit					
Development Type	Fire	Parks and Recreation	Police	Transportation	Total
Single Family	\$833	\$2,656	\$1,212	\$4,648	\$9,349
Percentage allocation	9%	28%	13%	50%	1% max
Multi-Family	\$536	\$1,708	\$779	\$2,210	\$5,233
Percentage allocation	10%	33%	15%	42%	1% max

Nonresidential Fees per 1,000 Square Feet					
Development Type	Fire	Parks and Recreation	Police	Transportation	Total
Industrial	\$388	\$0	\$277	\$1,133	\$1,798
Percentage allocation	22%	0%	15%	63%	1% max
Commercial/Retail	\$524	\$0	\$1,388	\$3,788	\$5,700
Percentage allocation	9%	0%	24%	66%	1% max
Office/Institutional	\$806	\$0	\$616	\$2,521	\$3,943
Percentage allocation	20%	0%	16%	64%	1% max
Lodging (per room)	\$138	\$1,528	\$455	\$1,239	\$3,360
Percentage allocation	4%	45%	14%	37%	1% max



Single-Family Unit	Fire	Library	Park	Police	Street	Total
<b>Daphne (Proposed)</b>	<b>\$833</b>	<b>\$0</b>	<b>\$2,656</b>	<b>\$1,212</b>	<b>\$4,648</b>	<b>\$9,349</b>
Fairhope (Proposed)	\$895	\$0	\$3,228	\$1,353	\$3,761	\$9,237
Fairhope (Current)	\$879	\$0	\$2,998	\$742	\$1,211	\$5,830
Orange Beach	\$829	\$229	\$2,412	\$243	\$1,859	\$5,573
Foley	\$0	\$0	\$2,477	\$0	\$497	\$2,974

Multi-Family Unit	Fire	Library	Park	Police	Street	Total
<b>Daphne (Proposed)</b>	<b>\$536</b>	<b>\$0</b>	<b>\$1,708</b>	<b>\$779</b>	<b>\$2,210</b>	<b>\$5,233</b>
Orange Beach	\$664	\$183	\$1,932	\$195	\$1,306	\$4,280
Fairhope (Current)	\$600	\$0	\$2,044	\$506	\$563	\$3,713
Fairhope (Proposed)	\$374	\$0	\$1,349	\$565	\$1,023	\$3,311
Foley	\$0	\$0	\$1,432	\$0	\$286	\$1,718

Commercial/Retail (100 KSF)	Fire	Library	Park	Police	Street	Total
Fairhope (Proposed)	\$186,500	\$0	\$0	\$253,800	\$778,300	\$1,218,600
Orange Beach	\$261,800	\$0	\$0	\$99,200	\$422,300	\$783,300
<b>Daphne (Proposed)</b>	<b>\$52,400</b>	<b>\$0</b>	<b>\$0</b>	<b>\$138,800</b>	<b>\$378,800</b>	<b>\$570,000</b>
Fairhope (Current)	\$146,700	\$0	\$0	\$119,500	\$282,600	\$548,800
Foley	\$0	\$0	\$0	\$0	\$69,000	\$69,000

Lodging (100 Key)	Fire	Library	Park	Police	Street	Total
Fairhope (Proposed)	\$25,700	\$0	\$189,100	\$34,900	\$106,700	\$356,400
<b>Daphne (Proposed)</b>	<b>\$13,800</b>	<b>\$0</b>	<b>\$152,800</b>	<b>\$45,500</b>	<b>\$123,900</b>	<b>\$336,000</b>
Orange Beach	\$32,900	\$20,000	\$210,600	\$12,500	\$58,400	\$334,400
Fairhope (Current)	\$19,700	\$0	\$193,200	\$16,100	\$37,900	\$266,900
Foley	\$0	\$0	\$0	\$0	\$23,100	\$23,100



**DRAFT**  
**Impact Fee Study**

Prepared for:  
**City of Daphne, Alabama**

January 31, 2025



**4701 Sangamore Road**  
**Suite S240**  
**Bethesda, MD**  
**(301) 320-6900**  
**[www.TischlerBise.com](http://www.TischlerBise.com)**

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## EXECUTIVE SUMMARY

The City of Daphne, Alabama, retained TischlerBise to prepare this study to analyze the impacts of development on city capital facilities and to calculate impact fees based on that analysis. Through interviews and discussions with city staff, TischlerBise developed the proposed impact fees discussed in this study. Methodologies and calculations are presented in this report as supporting documentation for an update to the Impact Fee program in the City of Daphne. The beginning of each chapter includes the formulas used to calculate each impact fee.

Impact fees are collected from new construction at the time a building permit is issued and used to construct system improvements needed to accommodate new development. An impact fee represents future development's proportionate share of capital facility needs. Impact fees do have limitations and should not be regarded as the total solution for infrastructure funding. Rather, they are one component of a comprehensive funding strategy to ensure provision of adequate public facilities. Impact fees may only be used for capital improvements or debt service for growth-related infrastructure. In contrast to general taxes, impact fees may not be used for operations, maintenance, replacement of infrastructure, or correcting existing deficiencies. This update of Daphne's impact fees includes the following components:

1. Fire
2. Parks and Recreation
3. Police
4. Transportation

This study includes all necessary elements required to be in full compliance with Alabama's Impact Fee Enabling Legislation.

### General Legal Framework

Both state and federal courts have recognized the imposition of impact fees as a legitimate form of land use regulation, provided the fees meet standards intended to protect against regulatory takings. Land use regulations, development exactions, and impact fees are subject to the Fifth Amendment prohibition on taking of private property for public use without just compensation. To comply with the Fifth Amendment, development regulations must be shown to substantially advance a legitimate governmental interest. In the case of impact fees, that interest is in the protection of public health, safety, and welfare by ensuring development is not detrimental to the quality of essential public services. The means to this end are also important, requiring both procedural and substantive due process. The process followed to receive community input (i.e. stakeholder meetings, work sessions, and public hearings) provides opportunities for comments and refinements to the impact fees.

There is little federal case law specifically dealing with impact fees, although other rulings on other types of exactions (e.g., land dedication requirements) are relevant. In one of the most important exaction cases, the U. S. Supreme Court found that a government agency imposing exactions on development must demonstrate an "essential nexus" between the exaction and the interest being protected (see *Nollan v. California Coastal Commission*, 1987). In a more recent case (*Dolan v. City of Tigard, OR*, 1994), the Court ruled that an exaction must also be "roughly proportional" to the burden created by development.

However, the *Dolan* decision appeared to set a higher standard of review for mandatory dedications of land than for monetary exactions such as impact fees.

There are three reasonable relationship requirements for impact fees that are closely related to “rational nexus” or “reasonable relationship” requirements enunciated by a number of state courts. Although the term “dual rational nexus” is often used to characterize the standard by which courts evaluate the validity of impact fees under the U.S. Constitution, we prefer a more rigorous formulation that recognizes three elements: “**need**,” “**benefit**,” and “**proportionality**.” The dual rational nexus test explicitly addresses only the first two, although proportionality is reasonably implied, and was specifically mentioned by the U.S. Supreme Court in the *Dolan* case. Individual elements of the nexus standard are discussed further in the following paragraphs.

All new development in a community creates additional demands on some, or all, public facilities provided by local government. If the capacity of facilities is not increased to satisfy that additional demand, the quality or availability of public services for the entire community will deteriorate. Impact fees may be used to recover the cost of development-related facilities, but only to the extent that the need for facilities is a consequence of development that is subject to the fees. The *Nollan* decision reinforced the principle that development exactions may be used only to mitigate conditions created by the developments upon which they are imposed. That principle clearly applies to impact fees. In this study, the impact of development on infrastructure needs is analyzed in terms of quantifiable relationships between various types of development and the demand for specific capital facilities, based on applicable level-of-service standards.

The requirement that exactions be proportional to the impacts of development was clearly stated by the U.S. Supreme Court in the *Dolan* case and is logically necessary to establish a proper nexus. Proportionality is established through the procedures used to identify development-related facility costs, and in the methods used to calculate impact fees for various types of facilities and categories of development. The demand for capital facilities is measured in terms of relevant and measurable attributes of development (e.g. a typical housing unit’s average weekday vehicle trips).

A sufficient benefit relationship requires that impact fee revenues be segregated from other funds and expended only on the facilities for which the fees were charged. Impact fees must be expended in a timely manner and the facilities funded by the fees must serve the development paying the fees. However, nothing in the U.S. Constitution or the state enabling legislation requires that facilities funded with fee revenues be available *exclusively* to development paying the fees. In other words, benefit may extend to a general area including multiple real estate developments. Procedures for the earmarking and expenditure of fee revenues are discussed near the end of this study. All of these procedural as well as substantive issues are intended to ensure that new development benefits from the impact fees they are required to pay. The authority and procedures to implement impact fees is separate from and complementary to the authority to require improvements as part of subdivision or zoning review.

As previously mentioned, Alabama’s enabling legislation states:

“An impact fee per service unit of new development may be set by the political subdivision not to exceed one percent of the estimated fair and reasonable market value of the new development after completion.” (AL Code § 45-2-243.84 (2013))

As documented in this report, the City of Daphne has complied with applicable legal precedents. Impact fees are proportionate and reasonably related to the capital improvement demands of new development. Specific costs have been identified using local data and current dollars. With input from Daphne staff, TischlerBise identified demand indicators for each type of infrastructure and calculated proportionate share factors to allocate costs by type of development. This report documents the formulas and input variables used to calculate the impact fees for each type of public facility. Impact fee methodologies also identify the extent to which new development is entitled to various types of credits to avoid potential double payment of growth-related capital costs.

## Introduction to Impact Fees

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Impact fees are one-time payments used to fund capital improvements necessitated by future development. Impact fees have been utilized by local governments in various forms for at least fifty years. Impact fees do have limitations and should not be regarded as the total solution for infrastructure financing needs. Rather, they should be considered one component of a comprehensive portfolio to ensure adequate provision of public facilities with the goal of maintaining current levels of service in a community. Any community considering impact fees should note the following limitations:

- 1) Fees can only be used to finance capital infrastructure and cannot be used to finance ongoing operations and / or maintenance and rehabilitation costs.
- 2) Fees cannot be deposited in the General Fund. The funds must be accounted for separately in individual accounts and earmarked for the capital expenses for which they were collected.
- 3) Fees cannot be used to correct existing infrastructure deficiencies unless there is a funding plan in place to correct the deficiency for all current residents and businesses in the community.

## Conceptual Impact Fee Calculation

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In contrast to project-level improvements, impact fees fund growth-related infrastructure that will benefit multiple development projects, or the entire service area (usually referred to as system improvements). The first step is to determine an appropriate demand indicator for the particular type of infrastructure. The demand indicator measures the number of service units for each unit of development. For example, an appropriate indicator of the demand for parks is population growth and the increase in population can be estimated from the average number of persons per housing unit. The second step in the development fee formula is to determine infrastructure improvement units per service unit, typically called level-of-service (LOS) standards. In keeping with the park example, a common LOS standard is improved park acres per thousand people. The third step in the development fee formula is the cost of various infrastructure units. To complete the park example, this part of the formula would establish a cost per acre for land acquisition and / or park amenities.

## Required Findings

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There are three reasonable relationship requirements for impact fees that are closely related to “rational nexus” or “reasonable relationship” requirements enunciated by a number of state courts. Although the term “dual rational nexus” is often used to characterize the standard by which courts evaluate the validity of impact fees under the U. S. Constitution, we prefer a more rigorous formulation that recognizes three elements: “**need,**” “**benefit,**” and “**proportionality.**” The dual rational nexus test explicitly addresses only the first two, although proportionality is reasonably implied, and was specifically mentioned by the U.S. Supreme Court in the *Dolan* case. The reasonable relationship language of the statute is considered less strict than the rational nexus standard used by many courts. Individual elements of the nexus standard are discussed further in the following paragraphs.

**Demonstrating an Impact.** All future development in a community creates additional demands on some, or all, public facilities provided by local government. If the supply of facilities is not increased to satisfy that additional demand, the quality or availability of public services for the entire community will deteriorate. Development fees may be used to recover the cost of development-related facilities, but only to the extent that the need for facilities is a consequence of development that is subject to the fees. The *Nollan* decision reinforced the principle that development exactions may be used only to mitigate conditions created by the developments upon which they are imposed. That principle clearly applies to development fees. In this study, the impact of development on improvement needs is analyzed in terms of quantifiable relationships between various types of development and the demand for specific facilities, based on applicable level-of-service standards.

**Demonstrating a Benefit.** A sufficient benefit relationship requires that development fee revenues be segregated from other funds and expended only on the facilities for which the fees were charged. Fees must be expended in a timely manner and the facilities funded by the fees must serve the development paying the fees. However, nothing in the U.S. Constitution or the State enabling Act authorizing development fees requires that facilities funded with fee revenues be available *exclusively* to development paying the fees. In other words, existing development may benefit from these improvements as well.

Procedures for the earmarking and expenditure of fee revenues are typically mandated by the State Enabling Legislation, as are procedures to ensure that the fees are expended expeditiously or refunded. All requirements are intended to ensure that developments benefit from the fees they are required to pay. Thus, an adequate showing of benefit must address procedural as well as substantive issues.

**Demonstrating Proportionality.** The requirement that exactions be proportional to the impacts of development was clearly stated by the U.S. Supreme Court in the *Dolan* case (although the relevance of that decision to development fees has been debated) and is logically necessary to establish a proper nexus. Proportionality is established through the procedures used to identify development-related facility costs, and in the methods used to calculate development fees for various types of facilities and categories of development. The demand for facilities is measured in terms of relevant and measurable attributes of development.

## Impact Fee Methodologies

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Impact fees for the capital facilities made necessary by new development must be based on the same level of service (LOS) provided to existing development in the service area. There are three basic methodologies used to calculate impact fees. They examine the past, present, and future status of infrastructure. The objective of evaluating these different methodologies is to determine the best measure of the demand created by new development for additional infrastructure capacity. Each methodology has advantages and disadvantages in a particular situation and can be used simultaneously for different cost components.

Reduced to its simplest terms, the process of calculating impact fees involves two main steps: (1) determining the cost of development-related capital improvements and (2) allocating those costs equitably to various types of development. In practice, though, the calculation of impact fees can become quite complicated because of the many variables involved in defining the relationship between development and the need for facilities within the designated service area. The following paragraphs discuss basic methodologies for calculating impact fees and how those methodologies can be applied.

- **Cost Recovery** (past improvements) - The rationale for recoupment, often called cost recovery, is that new development is paying for its share of the useful life and remaining capacity of facilities already built, or land already purchased, from which new development will benefit. This methodology is often used for utility systems that must provide adequate capacity before new development can take place.
- **Incremental Expansion** (concurrent improvements) - The incremental expansion methodology documents current LOS standards for each type of capital facility, using both quantitative and qualitative measures. This approach assumes there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share for growth-related infrastructure. Revenue will be used to expand or provide additional facilities, as needed, to accommodate new development. An incremental expansion cost method is best suited for public facilities that will be expanded in regular increments to keep pace with development.
- **Plan-Based** (future improvements) - The plan-based methodology allocates costs for a specified set of improvements to a specified amount of development. Improvements are typically identified in a long-range facility plan and development potential is identified by a land use plan. There are two basic options for determining the cost per demand unit: (1) total cost of a public facility can be divided by total demand units (average cost), or (2) the growth-share of the public facility cost can be divided by the net increase in demand units over the planning timeframe (marginal cost).

## Evaluation of Credits

Regardless of the methodology, a consideration of credits is integral to the development of a legally defensible impact fee methodology. There are two types of credits with specific characteristics, both of which should be addressed in impact fee studies and ordinances. The first is a revenue credit due to possible double payment situations, which could occur when other revenues may contribute to the capital costs of infrastructure covered by the impact fee. This type of credit is integrated into the impact fee calculation, thus reducing the fee amount. The second is a site-specific credit or developer reimbursement for dedication of land or construction of system improvements. This type of credit is addressed in the administration and implementation of the impact fee program.

## Proposed Impact Fee Components

Figure 1 summarizes service areas, methodologies, and cost components for the proposed fees.

**Figure 1: Proposed Service Areas, Methodologies, and Cost Components**

Infrastructure Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Fire	Daphne	N/A	Fire Apparatus	Impact Fee Report	Population, Jobs
Parks and Recreation	Daphne	N/A	Park Amenities, Vehicles and Equipment	Impact Fee Report	Peak Population
Police	Daphne	N/A	Police Facilities, Police Vehicles, Police Equipment	Impact Fee Report	Population, Vehicle Trips
Transportation	Daphne	N/A	Capacity Improvements, Intersection Improvements, Vehicles and Equipment	Resurfacing Improvements, Impact Fee Report	VMT

Calculations throughout this report are based on an analysis conducted using Excel software. Most results are discussed in the report using two, three, and four decimal places, which represent rounded figures. However, the analysis itself uses figures carried to their ultimate decimal places; therefore, the sums and products generated in the analysis may not equal the sum or product if the reader replicates the calculation with the factors shown in the report (due to the rounding of figures shown, not in the analysis).

## Proposed Impact Fees

Proposed impact fees will be assessed per dwelling unit for residential development, per 1,000 square feet of floor area for nonresidential development, and per room for lodging development. The proposed impact fees represent the maximum allowable amount feasible for each development type, and this represents future development's fair share of the cost for the appropriate capital facilities. Alabama's enabling legislation for Baldwin County allows for impact fees not exceeding one percent of the estimated fair and reasonable market value of the new development after completion. The City of Daphne will calculate the one percent value for new development as applicable. As a result, Daphne may collect only a portion of the maximum allowable fees presented in Figure 2.

Daphne may adopt fees that are less than the amounts shown; however, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital improvements, and/or a decrease in level-of-service standards. All costs in the Impact Fee Study represent current dollars with no assumed inflation over time. If costs change significantly over time, impact fees should be recalculated.

**Figure 2: Proposed Impact Fees**

Residential Fees per Unit					
Development Type	Fire	Parks and Recreation	Police	Transportation	Total
Single Family	\$833	\$2,656	\$1,212	\$4,648	\$9,349
Multi-Family	\$536	\$1,708	\$779	\$2,210	\$5,233

Nonresidential Fees per 1,000 Square Feet					
Development Type	Fire	Parks and Recreation	Police	Transportation	Total
Industrial	\$388	\$0	\$277	\$1,133	\$1,798
Commercial/Retail	\$524	\$0	\$1,388	\$3,788	\$5,700
Office/Institutional	\$806	\$0	\$616	\$2,521	\$3,943
Lodging (per room)	\$138	\$1,528	\$455	\$1,239	\$3,360

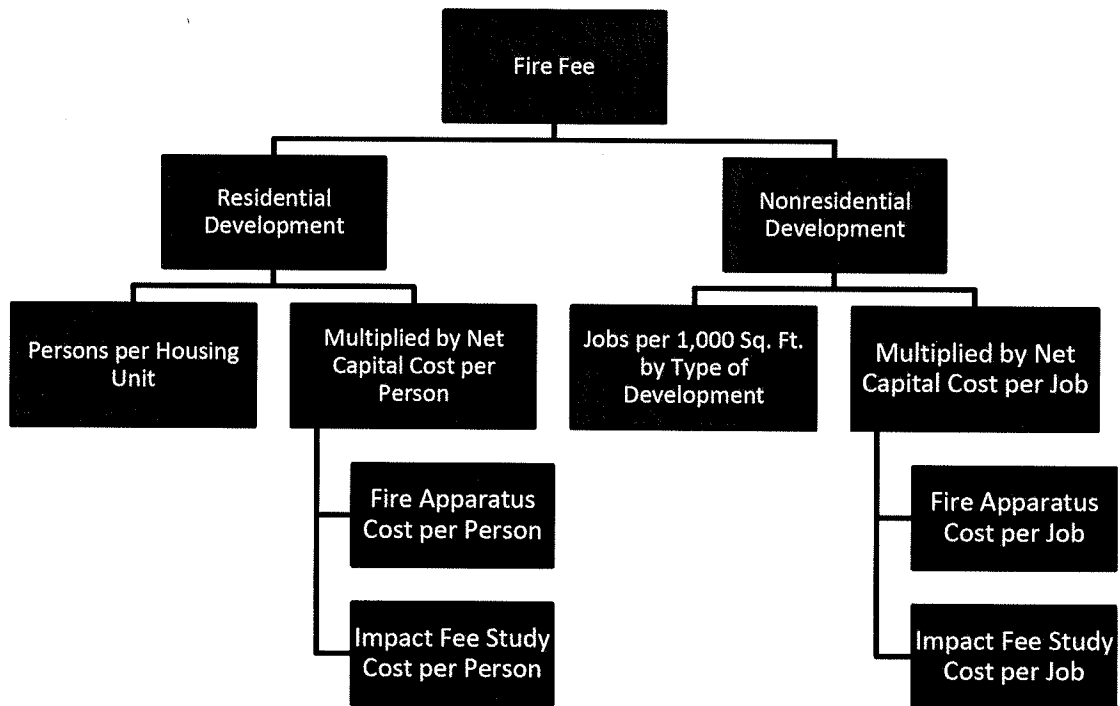
# FIRE

## Methodology

The fire impact fee includes components for fire apparatus and the cost of calculating the fire impact fees. Fire impact fees are based on the incremental expansion methodology for apparatus and the plan-based methodology for the cost of calculating fire impact fees. Costs are allocated to both residential and nonresidential development using different demand indicators for each type of development. Residential impact fees are calculated on a per capita basis, then converted to an appropriate amount for each type of housing unit based on persons per housing unit factors. Nonresidential impact fees are calculated using jobs. Employment density is highest for office/institutional development and lowest for industrial development, whereas employment density for commercial/retail development falls between the other two categories. Using employment density ensures that impact fees are consistent with the relative demand for fire services from nonresidential development.

Figure 3 diagrams the general methodology used to calculate the fire impact fee. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the fee components. The residential portion of the fire impact fee is derived from the product of persons per housing unit (by type of unit) and the net capital cost per person. The nonresidential portion of the fire fee is derived from the product of jobs per 1,000 square feet of nonresidential floor area and the net capital cost per job.

**Figure 3: Fire Impact Fee Methodology Chart**



## Proportionate Share

TischlerBise recommends functional population to allocate the cost of fire infrastructure to residential and nonresidential development. Functional population is similar to what the U.S. Census Bureau calls "daytime population." This approach accounts for people living and working in a jurisdiction, but it also considers commuting patterns and time spent at home and at nonresidential locations. OnTheMap is a web-based mapping and reporting application that shows where workers are employed and where they live. It describes geographic patterns of jobs by their employment locations and residential locations as well as the connections between the two locations. OnTheMap was developed through a unique partnership between the U.S. Census Bureau and its Local Employment Dynamics (LED) partner states.

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in Daphne are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside Daphne are assigned 14 hours to residential development. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2021 functional population data for Daphne, the most recent year available, the cost allocation for residential development is 73 percent while nonresidential development accounts for 27 percent of the demand for fire infrastructure.

**Figure 4: Functional Population**

Demand Units in 2021				
Residential			Demand Hours/Day	Person Hours
Residents	27,557			
Residents Not Working	15,831		20	316,620
Employed Residents	11,726			
Employed in Daphne		1,537	14	21,518
Employed Outside Daphne		10,189	14	142,646
Residential Subtotal				480,784
<b>Residential Share</b>				<b>73%</b>
Nonresidential				
Non-Working Residents	15,831		4	63,324
Jobs Located in Daphne	11,054			
Residents Employed in Daphne		1,537	10	15,370
Non-Resident Workers (Inflow Commuters)		9,517	10	95,170
Nonresidential Subtotal				173,864
<b>Nonresidential Share</b>				<b>27%</b>
Total				654,648

Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates (population); U.S. Census Bureau, OnTheMap 6.24.3 Application and LEHD Origin-Destination Employment Statistics, 2021 (employment).

## Fire Apparatus – Incremental Expansion

### Existing Standards and Cost Factors

Daphne currently provides nine units of fire apparatus to existing development and plans to maintain the existing level of service by acquiring additional apparatus to serve future development. Based on costs provided by staff, the weighted average cost of the existing fleet is \$1,354,444 per unit. The analysis uses this cost as a proxy for future apparatus costs.

To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses proportionate share factors shown in Figure 4. Daphne’s existing LOS for residential development is 0.0002 units per person (9.0 units X 73 percent residential share / 28,871 persons). The nonresidential level of service is 0.0002 units per job (9.0 units X 27 percent nonresidential share /13,444 jobs). For fire apparatus, the cost is \$308.22 per person (0.0002 units per person X \$1,354,444 per unit) and \$244.82 per job (0.0002 units per job X \$1,354,444 per unit).

**Figure 5: Existing Standards for Fire Apparatus**

Description	Units	Unit Cost	Total Cost
Pumper	7	\$1,180,000	\$8,260,000
Ladder Truck	1	\$2,330,000	\$2,330,000
Quint	1	\$1,600,000	\$1,600,000
<b>Total</b>	<b>9</b>	<b>\$1,354,444</b>	<b>\$12,190,000</b>

Cost Factors	
Weighted Average Unit Cost	\$1,354,444

Level-of-Service (LOS) Standards	
Existing Units	9
<b>Residential</b>	
Residential Share	73%
2024 Population	28,871
Units per Person	0.0002
Cost per Person	\$308.22
<b>Nonresidential</b>	
Nonresidential Share	27%
2024 Jobs	13,444
Units per Person	0.0002
Cost per Person	\$244.82

Source: Daphne Fire Department

### Projected Demand

Daphne plans to maintain the existing level of service for fire apparatus over the next 10 years. Based on a projected population increase of 5,085 persons, future residential development demands approximately 1.2 units (5,085 additional persons X 0.0002 units per person). With projected nonresidential growth of 3,990 jobs, future nonresidential development demands approximately 0.7 units (3,990 jobs X 0.0002 units per job). The growth-related cost of fire apparatus is \$2,544,349 (1.9 units X \$1,354,444 per unit), and Daphne may use impact fees to acquire growth-related fire apparatus.

**Figure 6: Growth-Related Need for Fire Apparatus**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Fire Apparatus	0.0002 Units	per Person	\$1,354,444
	0.0002 Units	per Job	

Demand for Fire Apparatus					
Year	Population	Jobs	Units		
			Residential	Nonresidential	Total
2024	28,871	13,444	6.6	2.4	9.0
2025	29,336	13,808	6.7	2.5	9.2
2026	29,800	14,173	6.8	2.6	9.3
2027	30,304	14,568	6.9	2.6	9.5
2028	30,807	14,963	7.0	2.7	9.7
2029	31,311	15,358	7.1	2.8	9.9
2030	31,814	15,753	7.2	2.8	10.1
2031	32,318	16,149	7.4	2.9	10.3
2032	32,864	16,577	7.5	3.0	10.5
2033	33,410	17,006	7.6	3.1	10.7
2034	33,957	17,434	7.7	3.2	10.9
10-Yr Increase	5,085	3,990	1.2	0.7	1.9

Growth-Related Expenditures	\$1,567,425	\$976,924	\$2,544,349
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### Impact Fee Study – Plan-Based

The cost to prepare the fire impact fee equals \$16,600. TischlerBise recommends that Daphne update its report every five years. Based on this cost, proportionate shares, and five-year projections of new development from the Land Use Assumptions detailed in Appendix A, the cost is \$4.97 per person and \$2.34 per job.

**Figure 7: Impact Fee Study Expense**

Infrastructure Category	Cost	Proportionate Share		Service Unit	5-Year Change	Cost per Serv. Unit
Fire	\$16,600	Residential	73%	Population	2,440	\$4.97
		Nonresidential	27%	Jobs	1,914	\$2.34

## Proposed Fire Impact Fees

Infrastructure components and cost factors used to calculate the proposed fire impact fees are summarized in the upper portion of Figure 8. The total capital cost for fire impact fees is \$313.19 per person and \$247.16 per job.

Fire impact fees for residential development are assessed per housing unit and vary proportionately according to the number of persons per housing unit. For a single-family unit, the fee of \$833 is calculated using a cost of \$313.19 per person multiplied by 2.66 persons per housing unit.

Fire impact fees for nonresidential development are assessed per 1,000 square feet and vary proportionately according to the number of jobs. For industrial development, the fee of \$388 per 1,000 square feet is calculated using a cost of \$247.16 per job multiplied by 1.57 jobs per 1,000 square feet.

**Figure 8: Proposed Fire Impact Fees**

Fee Component	Cost per Person	Cost per Job
Fire Apparatus	\$308.22	\$244.82
Impact Fee Report	\$4.97	\$2.34
<b>Total</b>	<b>\$313.19</b>	<b>\$247.16</b>

Residential Fees per Unit		
Development Type	Persons per Housing Unit <sup>1</sup>	Proposed Fees
Single Family	2.66	\$833
Multi-Family	1.71	\$536

Nonresidential Fees per 1,000 Square Feet		
Development Type	Jobs per 1,000 Sq Ft <sup>1</sup>	Proposed Fees
Industrial	1.57	\$388
Commercial/Retail	2.12	\$524
Office/Institutional	3.26	\$806
Lodging (per room)	0.56	\$138

1. See Land Use Assumptions

## Projected Revenue from Fire Impact Fees

This section summarizes the potential cash flow to Daphne based on adoption of the proposed fire impact fees. The cash flow projections are based on the development projections discussed in the Land Use Assumptions section and the proposed fire impact fees. If development occurs at a more rapid rate than projected, the demand for infrastructure and the impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure and the impact fee revenue will decrease at a corresponding rate. Projected impact fee revenue equals \$2,560,863 over the next 10 years and total projected expenditures equal \$2,560,949.

**Figure 9: Projected Revenue from Fire Impact Fees**

Fee Component	Growth Share	Existing Share	Total
Fire Apparatus	\$2,544,349	\$0	\$2,544,349
Impact Fee Report	\$16,600	\$0	\$16,600
<b>Total</b>	<b>\$2,560,949</b>	<b>\$0</b>	<b>\$2,560,949</b>

		Single Family \$833 per unit	Multi-Family \$536 per unit	Industrial \$388 per KSF	Comm./Retail \$524 per KSF	Office/Inst. \$806 per KSF
Year		Hsg Unit	Hsg Unit	KSF	KSF	KSF
Base	2024	9,596	3,201	1,115	2,361	2,051
Year 1	2025	9,705	3,303	1,121	2,407	2,130
Year 2	2026	9,814	3,405	1,128	2,453	2,209
Year 3	2027	9,932	3,516	1,134	2,503	2,295
Year 4	2028	10,050	3,627	1,141	2,552	2,380
Year 5	2029	10,168	3,738	1,147	2,602	2,466
Year 6	2030	10,286	3,849	1,154	2,652	2,551
Year 7	2031	10,404	3,960	1,160	2,702	2,637
Year 8	2032	10,532	4,080	1,168	2,756	2,730
Year 9	2033	10,660	4,200	1,175	2,810	2,823
Year 10	2034	10,788	4,321	1,182	2,864	2,916
10-Year Increase		1,192	1,119	66	504	865
<b>Projected Revenue</b>		<b>\$984,841</b>	<b>\$594,338</b>	<b>\$25,485</b>	<b>\$262,679</b>	<b>\$693,520</b>

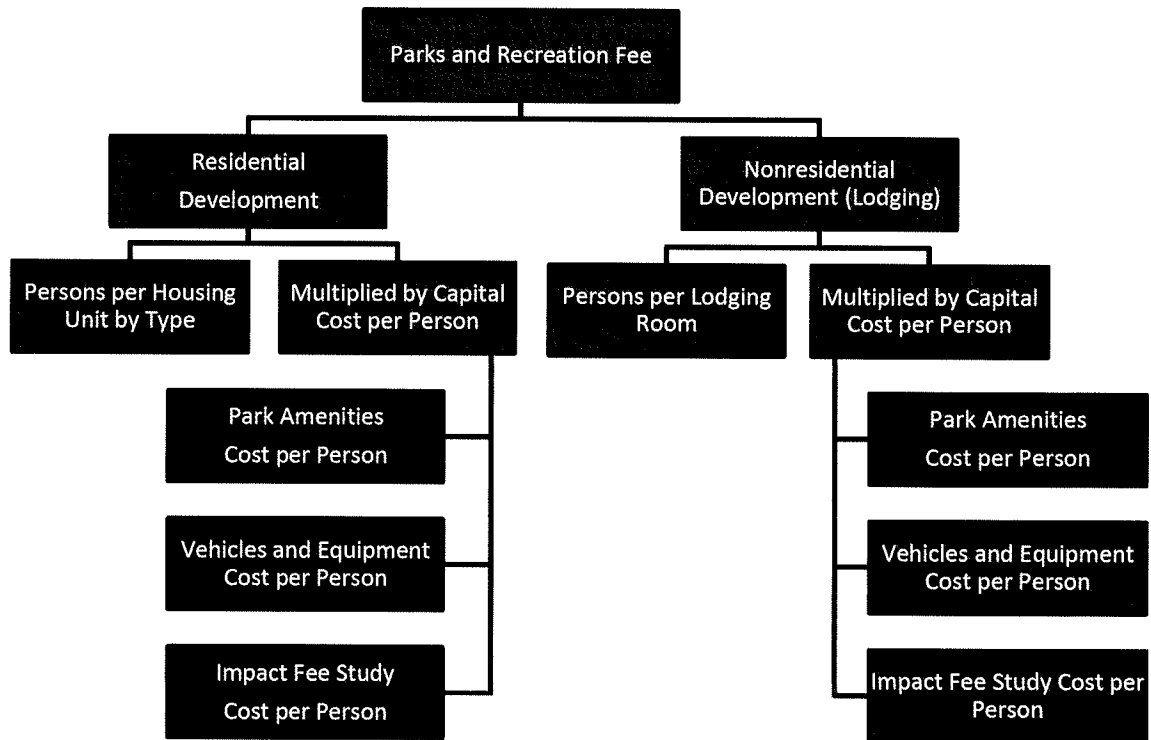
Projected Fee Revenue	\$2,560,863
Total Expenditures	\$2,560,949

## PARKS AND RECREATION

### Methodology

The parks and recreation impact fee includes components for park amenities, vehicles and equipment, and the cost of preparing the parks and recreation impact fees. Impact fees for parks and recreation infrastructure are calculated using the incremental expansion methodology for park amenities, and vehicles and equipment, and the plan-based methodology is used for the cost of preparing the parks and recreation impact fees. The analysis uses peak population, which includes lodging population, to calculate level-of-service standards for parks and recreation infrastructure. This measure accounts for the impact visitors to lodging establishments have on parks and recreation infrastructure. Figure 10 diagrams the general methodology used to calculate the parks and recreation impact fee. Capital costs are allocated to residential development and lodging establishments. Residential fees are calculated on a per capita basis, with the capital cost per person multiplied by the persons per housing unit factors discussed in Appendix A. Lodging fees are calculated on a per capita basis, with the capital cost per person multiplied by the persons per room factors discussed in Appendix A.

**Figure 10: Parks and Recreation Impact Fee Methodology**



## Park Amenities – Incremental Expansion

### Existing Standards and Cost Factors

Daphne currently provides 1,405 park amenities and plans to provide additional park amenities to serve future development. The total cost of existing amenities is \$29,093,500.

**Figure 11: Existing Park Amenities**

Description	Units	Unit Cost	Total Cost
Baseball / Softball Field (w/ lights)	14	\$700,000	\$9,800,000
Batting Cage	13	\$10,000	\$130,000
Basketball Court	2	\$30,000	\$45,000
Bocce Ball Court	3	\$20,000	\$60,000
Concession Stand / Restroom	10	\$500,000	\$5,000,000
Dog Park (acres)	1	\$150,000	\$150,000
Gazebo	5	\$25,000	\$125,000
Multi-Purpose Field (w/ lights)	7	\$750,000	\$5,250,000
Outdoor Fitness Court	1	\$200,000	\$200,000
Parking Space	1,290	\$3,000	\$3,870,000
Pickleball Court	12	\$100,000	\$1,200,000
Picnic Table	27	\$500	\$13,500
Playground	5	\$200,000	\$1,000,000
Splash Pad	1	\$250,000	\$250,000
T-Ball Field	1	\$700,000	\$700,000
Tennis Court	10	\$100,000	\$1,000,000
Trail (miles)	1	\$200,000	\$200,000
Volleyball Court	2	\$50,000	\$100,000
<b>Total</b>	<b>1,405</b>	<b>\$20,714</b>	<b>\$29,093,500</b>

Source: Daphne Sports & Recreation Department

As shown in Figure 12, the analysis allocates 100 percent of demand for park amenities to residential and lodging development. Daphne’s existing LOS is 0.0460 units per person (1,405 units / 30,539 peak population), and the cost is \$952.66 per person (0.0460 units per person X \$20,714 per unit).

**Figure 12: Existing Standards for Park Amenities**

Cost Factors	
Weighted Average Unit Cost	\$20,714

Level-of-Service (LOS) Standards	
Existing Units	1,405
2024 Peak Population	30,539
Units per Person	0.0460
Cost per Person	\$952.66

Source: Daphne Sports & Recreation Department

### Projected Demand

Daphne plans to maintain its existing level of service for park amenities during the next 10 years. Based on a projected resident population increase of 5,085 persons, future residential development demands an additional 233.9 park amenities (5,085 additional persons X 0.0460 units per person). With projected lodging population growth of 413 persons, future lodging development demands an additional 19.0 park amenities (413 additional persons X 0.0460 units per person). Future development demands approximately 253.0 additional park amenities at a cost of \$5,237,920 (252.9 units X \$20,714 per unit).

**Figure 13: Growth-Related Need for Park Amenities**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Park Amenities	0.0460 Units	per Person	\$20,714

Demand for Park Amenities					
Year	Resident Population	Lodging Population	Units		
			Residential	Lodging	Total
2024	28,871	1,668	1,327.8	76.7	1,404.5
2025	29,336	1,668	1,349.1	76.7	1,425.8
2026	29,800	1,668	1,370.5	76.7	1,447.2
2027	30,304	1,668	1,393.7	76.7	1,470.4
2028	30,807	1,874	1,416.8	86.2	1,503.0
2029	31,311	1,874	1,440.0	86.2	1,526.2
2030	31,814	1,874	1,463.1	86.2	1,549.3
2031	32,318	1,874	1,486.3	86.2	1,572.5
2032	32,864	1,874	1,511.4	86.2	1,597.6
2033	33,410	1,874	1,536.5	86.2	1,622.7
2034	33,957	2,081	1,561.7	95.7	1,657.4
10-Yr Increase	5,085	413	233.9	19.0	252.9

Growth-Related Expenditures	\$4,844,661	\$393,258	\$5,237,920
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## Vehicles and Equipment – Incremental Expansion

### Existing Cost Factors

Daphne currently serves existing development with a fleet of 42 vehicles and equipment and plans to expand the fleet to serve future development. The total cost of the existing fleet is \$1,235,000, and the analysis uses the weighted average cost of \$29,405 per unit as a proxy for future vehicle and equipment costs needed to serve future development.

**Figure 14: Existing Vehicles and Equipment**

Description	Units	Unit Cost	Total Cost
F150	4	\$40,000	\$160,000
Dodge Ram 1500	4	\$35,000	\$140,000
F450	1	\$50,000	\$50,000
Utility Trailer	4	\$5,000	\$20,000
Tiltbed Trailer	1	\$18,000	\$18,000
Compact Track Loader	1	\$86,000	\$86,000
Mini Excavator	1	\$56,000	\$56,000
Deep Tine Aerator	1	\$35,000	\$35,000
Reel Mower	2	\$70,000	\$140,000
Zero Turn Mower	8	\$15,000	\$120,000
Utility Vehicle	6	\$12,000	\$72,000
Drag Machine	2	\$18,000	\$36,000
Tractor	2	\$35,000	\$70,000
Topdresser	1	\$32,000	\$32,000
Turf Vacuum	1	\$28,000	\$28,000
Chemical Sprayer	1	\$49,000	\$49,000
Slope Mower	1	\$43,000	\$43,000
Turf Tank Robot Painter	1	\$80,000	\$80,000
<b>Total</b>	<b>42</b>	<b>\$29,405</b>	<b>\$1,235,000</b>

Source: Daphne Sports & Recreation Department

**Existing Standards**

The analysis allocates 100 percent of demand for park vehicles and equipment to residential and lodging development, and Daphne’s existing LOS is 0.0014 units per person (42 units / 30,539 peak population). Based on the weighted average cost of the existing fleet, the analysis uses \$29,405 per acre as a proxy for future park vehicles and equipment needed to serve future development. For park vehicles and equipment, the cost is \$40.44 per person (0.0014 units per person X \$29,405 per unit).

**Figure 15: Existing Standards for Vehicles and Equipment**

Cost Factors	
Cost per Unit (Average)	\$29,405

Level-of-Service (LOS) Standards	
Existing Units	42
2024 Peak Population	30,539
Units per Person	0.0014
Cost per Person	\$40.44

Source: Daphne Sports & Recreation Department

### Projected Demand

Daphne plans to maintain its existing level of service for park vehicles and equipment during the next 10 years. Based on a projected resident population increase of 5,085 persons, future residential development demands approximately 7.0 units (5,085 additional persons X 0.0014 units per person). With projected lodging population growth of 413 persons, future lodging development demands approximately 0.6 units (413 additional persons X 0.0014 units per person). Future development demands approximately 7.6 additional units of vehicles and equipment at a cost of \$222,346 (7.6 units X \$29,405 per unit).

**Figure 16: Growth-Related Need for Vehicles and Equipment**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Sq Ft
Vehicles and Equipment	0.0014 Units	per Person	\$29,405

Demand for Vehicles and Equipment					
Year	Resident Population	Lodging Population	Units		
			Residential	Lodging	Total
2024	28,871	1,668	39.7	2.3	42.0
2025	29,336	1,668	40.3	2.3	42.6
2026	29,800	1,668	41.0	2.3	43.3
2027	30,304	1,668	41.7	2.3	44.0
2028	30,807	1,874	42.4	2.6	44.9
2029	31,311	1,874	43.1	2.6	45.6
2030	31,814	1,874	43.8	2.6	46.3
2031	32,318	1,874	44.4	2.6	47.0
2032	32,864	1,874	45.2	2.6	47.8
2033	33,410	1,874	45.9	2.6	48.5
2034	33,957	2,081	46.7	2.9	49.6
10-Yr Increase	5,085	413	7.0	0.6	7.6

Growth-Related Expenditures	\$205,653	\$16,694	\$222,346
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### Impact Fee Study – Plan-Based

The cost to prepare the parks and recreation impact fee equals \$14,400. TischlerBise recommends that Daphne update its report every five years. Based on this cost, proportionate share, and five-year projections of future development from the Land Use Assumptions detailed in Appendix A, the cost is \$5.44 per person.

**Figure 17: Impact Fee Study Expense**

Infrastructure Category	Cost	Proportionate Share		Service Unit	5-Year Change	Cost per Serv. Unit
Parks and Recreation	\$14,400	Residential	100%	Peak Population	2,646	\$5.44
		Nonresidential	0%	Jobs	-	-

## Proposed Parks and Recreation Impact Fees

Infrastructure components and cost factors used to calculate the proposed parks and recreation impact fees are summarized in the upper portion of Figure 18. The total capital cost is \$998.54 per person.

Parks and recreation impact fees for residential development are assessed per housing unit and vary proportionately according to the number of persons per housing unit. For a single-family unit, the fee of \$2,656 is calculated using a cost of \$998.54 per person multiplied by 2.66 persons per housing unit.

Parks and recreation impact fees for lodging development are assessed per room according to the number of persons per room. For lodging development, the fee of \$1,528 per room is calculated using a cost of \$998.54 per person multiplied by 1.53 persons per room.

**Figure 18: Proposed Parks and Recreation Impact Fees**

Fee Component	Cost per Person
Park Amenities	\$952.66
Vehicles and Equipment	\$40.44
Impact Fee Report	\$5.44
<b>Total</b>	<b>\$998.54</b>

Residential Fees per Unit		
Development Type	Persons per Housing Unit <sup>1</sup>	Proposed Fees
Single Family	2.66	\$2,656
Multi-Family	1.71	\$1,708
Lodging (per room)	1.53	\$1,528

1. See Land Use Assumptions

## Projected Revenue from Parks and Recreation Impact Fees

This section summarizes the potential cash flow to Daphne based on adoption of the proposed parks and recreation impact fees. The cash flow projections are based on the development projections discussed in the Land Use Assumptions section and the proposed parks and recreation impact fees. If development occurs at a more rapid rate than projected, the demand for infrastructure and the impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure and the impact fee revenue will decrease at a corresponding rate. Projected impact fee revenue equals \$5,474,476 over the next 10 years and total projected expenditures equal \$5,474,666.

**Figure 19: Projected Revenue from Parks and Recreation Impact Fees**

Fee Component	Growth Share	Existing Share	Total
Park Amenities	\$5,237,920	\$0	\$5,237,920
Vehicles / Equipment	\$222,346	\$0	\$222,346
Impact Fee Report	\$14,400	\$0	\$14,400
<b>Total</b>	<b>\$5,474,666</b>	<b>\$0</b>	<b>\$5,474,666</b>

		Single Family \$2,656 per unit	Multi-Family \$1,708 per unit	Lodging \$1,528 per room
Year		Hsg Unit	Hsg Unit	Room
Base	2024	9,596	3,201	1,090
Year 1	2025	9,705	3,303	1,090
Year 2	2026	9,814	3,405	1,090
Year 3	2027	9,932	3,516	1,090
Year 4	2028	10,050	3,627	1,225
Year 5	2029	10,168	3,738	1,225
Year 6	2030	10,286	3,849	1,225
Year 7	2031	10,404	3,960	1,225
Year 8	2032	10,532	4,080	1,225
Year 9	2033	10,660	4,200	1,225
Year 10	2034	10,788	4,321	1,360
10-Year Increase		1,192	1,119	270
<b>Projected Revenue</b>		<b>\$3,157,119</b>	<b>\$1,905,984</b>	<b>\$411,373</b>

<b>Projected Fee Revenue</b>	<b>\$5,474,476</b>
<b>Total Expenditures</b>	<b>\$5,474,666</b>

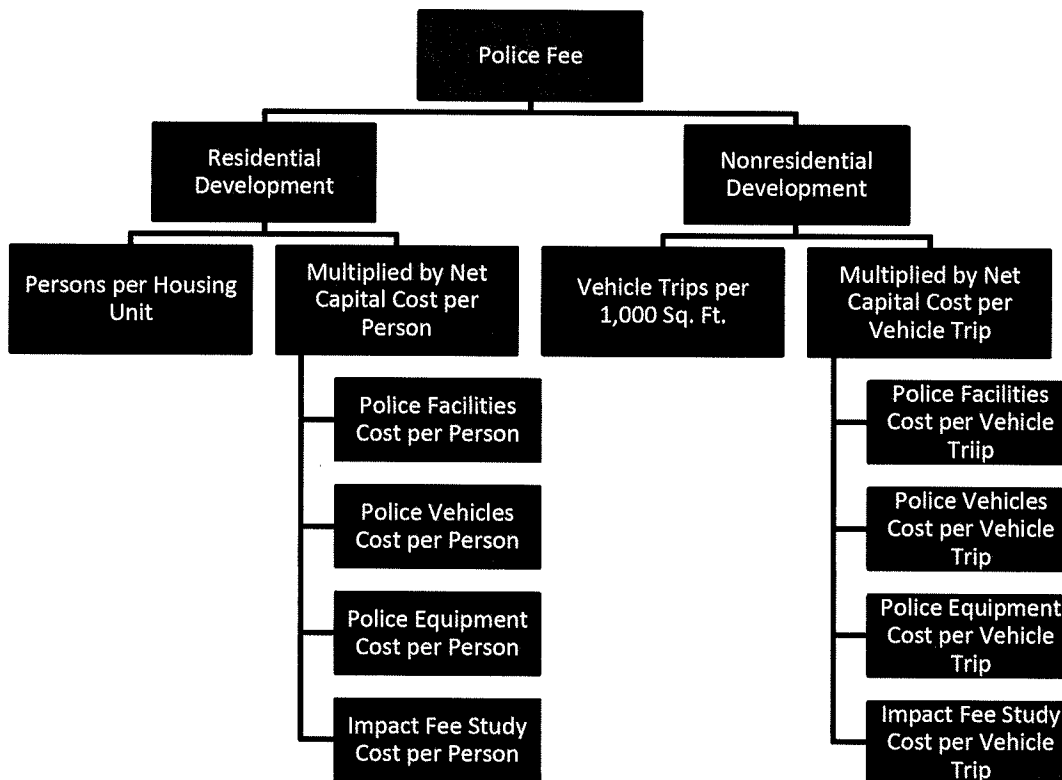
## POLICE

### Methodology

The components of Daphne’s police impact fee include facilities, vehicles, equipment, and the cost of calculating the police impact fees. Police impact fees are based on the incremental expansion methodology for facilities, vehicles, and equipment and the plan-based methodology for the cost of calculating police impact fees. Costs are allocated to both residential and nonresidential development using different demand indicators for each type of development. Residential impact fees are calculated on a per capita basis, then converted to an appropriate amount for each type of housing unit based on persons per housing unit factors. Nonresidential impact fees are calculated using nonresidential vehicle trips. Trip generation rates are highest for commercial/retail development and lowest for industrial development, whereas trip rates for office/institutional development fall between the other two categories. Using vehicle trip rates ensures that impact fees are consistent with the relative demand for police services from nonresidential development.

Figure 20 diagrams the general methodology used to calculate police impact fees. It is intended to read like an outline, with lower levels providing a more detailed breakdown of the fee components. The residential portion of the police impact fee is derived from the product of persons per housing unit (by type of unit) and the net capital cost per person. The nonresidential portion of the police fee is derived from the product of vehicle trips per 1,000 square feet of nonresidential floor area and the net capital cost per vehicle trip.

**Figure 20: Police Impact Fee Methodology Chart**



## Proportionate Share

TischlerBise recommends functional population to allocate the cost of police infrastructure to residential and nonresidential development. Functional population is similar to what the U.S. Census Bureau calls "daytime population." This approach accounts for people living and working in a jurisdiction, but it also considers commuting patterns and time spent at home and at nonresidential locations. OnTheMap is a web-based mapping and reporting application that shows where workers are employed and where they live. It describes geographic patterns of jobs by their employment locations and residential locations as well as the connections between the two locations. OnTheMap was developed through a unique partnership between the U.S. Census Bureau and its Local Employment Dynamics (LED) partner states.

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in Daphne are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside Daphne are assigned 14 hours to residential development. Inflow commuters are assigned 10 hours to nonresidential development. Based on 2021 functional population data for Daphne, the most recent year available, the cost allocation for residential development is 73 percent while nonresidential development accounts for 27 percent of the demand for police infrastructure.

**Figure 21: Functional Population**

Demand Units in 2021				
Residential			Demand Hours/Day	Person Hours
Residents	27,557			
Residents Not Working	15,831		20	316,620
Employed Residents	11,726			
Employed in Daphne		1,537	14	21,518
Employed Outside Daphne		10,189	14	142,646
Residential Subtotal				480,784
<b>Residential Share</b>				<b>73%</b>
Nonresidential				
Non-Working Residents	15,831		4	63,324
Jobs Located in Daphne	11,054			
Residents Employed in Daphne		1,537	10	15,370
Non-Resident Workers (Inflow Commuters)		9,517	10	95,170
Nonresidential Subtotal				173,864
<b>Nonresidential Share</b>				<b>27%</b>
Total				654,648

Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates (population); U.S. Census Bureau, OnTheMap 6.24.3 Application and LEHD Origin-Destination Employment Statistics, 2021 (employment).

## Nonresidential Vehicle Trips

TischlerBise recommends using nonresidential vehicle trips as the nonresidential demand indicator for police infrastructure. Average weekday vehicle trip ends for nonresidential development are from the 11<sup>th</sup> edition of the reference book, *Trip Generation*, published in 2021 by the Institute of Transportation Engineers (ITE). A trip end represents a vehicle either entering or exiting a development (as if a traffic counter were placed across a driveway). Trip ends for nonresidential development are calculated per thousand square feet.

The basic trip adjustment factor is 50 percent for all nonresidential development except commercial/retail. For commercial/retail development, the trip adjustment factor is less than 50 percent because retail uses attract vehicles as they pass by on arterial and collector roads. For example, when someone stops at a convenience store on the way home from work, the convenience store is not the primary destination. For an average size shopping center, the ITE (2017) indicates that on average 34 percent of the vehicles that enter are passing by on their way to some other primary destination. The remaining 66 percent of attraction trips have the shopping center as their primary destination. Because attraction trips are half of all trips, the trip adjustment factor ( $0.66 \times 0.50 = 0.33$ ) is approximately 33 percent of the trip ends.

Using the current estimates of nonresidential square footage, TischlerBise applies the trip generation rates and adjustment factors to calculate average weekday vehicle trips for nonresidential development in Daphne. TischlerBise estimates that there are 42,664 average weekday vehicle trips attributable to existing nonresidential development in Daphne.

**Figure 22: Current Estimate of Nonresidential Vehicle Trips**

Development Type	Dev Unit	ITE Code	Avg Wkdy VTE	Trip Adj	2024 Development	2024 AWWT
Industrial	KSF	110	4.87	50%	1,115	2,716
Commercial/Retail	KSF	820	37.01	33%	2,361	28,831
Office/Institutional	KSF	710	10.84	50%	2,051	11,117
<b>Total</b>						<b>42,664</b>

## Police Facilities – Incremental Expansion

### Existing Standards and Cost Factors

Daphne currently provides 26,130 square feet of police facilities to existing development and plans to maintain the existing level of service by constructing additional police facilities to serve future development. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses proportionate share factors shown in Figure 21. Daphne’s existing LOS for residential development is 0.6607 square feet per person (26,130 square feet X 73 percent residential share / 28,871 persons). The nonresidential level of service is 0.1654 square feet per vehicle trip (26,130 square feet X 27 percent nonresidential share / 42,664 vehicle trips).

Daphne Police Department provided a construction cost of \$425 per square foot based on recent and planned projects. For police facilities, the cost is \$280.79 per person (0.6607 square feet per person X \$425 per square foot) and \$70.28 per vehicle trip (0.1654 square feet per trip X \$425 per square foot).

**Figure 23: Existing Standards for Police Facilities**

Description	Square Feet
Justice Center	26,130
<b>Total</b>	<b>26,130</b>

Cost Factors	
Cost per Square Foot	\$425

Level-of-Service (LOS) Standards	
Existing Square Feet	26,130
<b>Residential</b>	
Residential Share	73%
2024 Population	28,871
Square Feet per Person	0.6607
<b>Cost per Person</b>	<b>\$280.79</b>
<b>Nonresidential</b>	
Nonresidential Share	27%
2024 Vehicle Trips	42,664
Square Feet per Vehicle Trip	0.1654
<b>Cost per Vehicle Trip</b>	<b>\$70.28</b>

Source: Daphne Police Department

### Projected Demand

Daphne plans to maintain the existing level of service for police facilities over the next 10 years. Based on a projected population increase of 5,085 persons, future residential development demands approximately 3,359.9 square feet of police facilities (5,085 additional persons X 0.6607 square feet per person). With projected nonresidential growth of 11,001 vehicle trips, future nonresidential development demands approximately 1,819.2 square feet of police facilities (11,001 additional vehicle trips X 0.1654 square feet per vehicle trip). The growth-related cost of police facilities is \$2,201,119 (5,179.1 square feet X \$425 per square foot), and Daphne may use impact fees to construct additional growth-related police facilities.

**Figure 24: Growth-Related Need for Police Facilities**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Sq Ft
Police Facilities	0.6607 Square Feet	per Person	\$425
	0.1654 Square Feet	per Vehicle Trip	

Demand for Police Facilities					
Year	Population	Vehicle Trips	Square Feet		
			Residential	Nonresidential	Total
2024	28,871	42,664	19,074.9	7,055.1	26,130.0
2025	29,336	43,669	19,381.7	7,221.2	26,603.0
2026	29,800	44,673	19,688.5	7,387.4	27,075.9
2027	30,304	45,763	20,021.3	7,567.5	27,588.8
2028	30,807	46,852	20,354.0	7,747.7	28,101.7
2029	31,311	47,942	20,686.7	7,927.8	28,614.6
2030	31,814	49,031	21,019.4	8,108.0	29,127.4
2031	32,318	50,121	21,352.2	8,288.1	29,640.3
2032	32,864	51,302	21,713.0	8,483.5	30,196.6
2033	33,410	52,484	22,073.9	8,678.9	30,752.8
2034	33,957	53,666	22,434.8	8,874.3	31,309.1
<b>10-Yr Increase</b>	<b>5,085</b>	<b>11,001</b>	<b>3,359.9</b>	<b>1,819.2</b>	<b>5,179.1</b>

<b>Growth-Related Expenditures</b>	<b>\$1,427,945</b>	<b>\$773,174</b>	<b>\$2,201,119</b>
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## Police Vehicles - Incremental Expansion

### Existing Standards and Cost Factors

Daphne currently provides 96 police vehicles to existing development and plans to maintain the existing level of service by acquiring additional vehicles to serve future development. Based on costs provided by the Daphne Police Department, the weighted average cost of the existing fleet is \$66,000 per unit. The analysis uses this cost as a proxy for future vehicle costs. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses proportionate share factors shown in Figure 21. Daphne's existing LOS for residential development is 0.0024 units per person (96 units X 73 percent residential share / 28,871 persons). The nonresidential level of service is 0.0006 units per vehicle trip (96 units X 27 percent nonresidential share / 42,664 vehicle trips). For police vehicles, the cost is \$160.20 per person (0.0024 units per person X \$66,000 per unit) and \$40.10 per vehicle trip (0.0006 units per vehicle trip X \$66,000 per unit).

**Figure 25: Existing Standards for Police Vehicles**

Description	Units	Unit Cost	Total Cost
Patrol SUV	88	\$66,000	\$5,808,000
Patrol Truck	8	\$66,000	\$528,000
<b>Total</b>	<b>96</b>	<b>\$66,000</b>	<b>\$6,336,000</b>

Cost Factors	
Average Cost per Unit	\$66,000

Level-of-Service (LOS) Standards	
Existing Units	96
<b>Residential</b>	
Residential Share	73%
2024 Population	28,871
Units per Person	0.0024
<b>Cost per Person</b>	<b>\$160.20</b>
<b>Nonresidential</b>	
Nonresidential Share	27%
2024 Vehicle Trips	42,664
Units per Vehicle Trip	0.0006
<b>Cost per Vehicle Trip</b>	<b>\$40.10</b>

Source: Daphne Police Department

### Projected Demand

Daphne plans to maintain the existing level of service for police vehicles over the next 10 years. Based on a projected population increase of 5,085 persons, future residential development demands approximately 12.3 units (5,085 additional persons X 0.0024 units per person). With projected nonresidential growth of 11,001 vehicle trips, future nonresidential development demands approximately 6.7 units (11,001 additional vehicle trips X 0.0006 units per vehicle trip). The growth-related cost of police vehicles is \$1,255,829 (19.0 units X \$66,000 per unit), and Daphne may use impact fees to acquire growth-related police vehicles.

**Figure 26: Growth-Related Need for Police Vehicles**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Police Vehicles	0.0024 Units	per Person	\$66,000
	0.0006 Units	per Vehicle Trip	

Demand for Police Vehicles					
Year	Population	Vehicle Trips	Units		
			Residential	Nonresidential	Total
2024	28,871	42,664	70.1	25.9	96.0
2025	29,336	43,669	71.2	26.5	97.7
2026	29,800	44,673	72.3	27.1	99.5
2027	30,304	45,763	73.6	27.8	101.4
2028	30,807	46,852	74.8	28.5	103.2
2029	31,311	47,942	76.0	29.1	105.1
2030	31,814	49,031	77.2	29.8	107.0
2031	32,318	50,121	78.4	30.5	108.9
2032	32,864	51,302	79.8	31.2	110.9
2033	33,410	52,484	81.1	31.9	113.0
2034	33,957	53,666	82.4	32.6	115.0
10-Yr Increase	5,085	11,001	12.3	6.7	19.0

Growth-Related Expenditures	\$814,701	\$441,128	\$1,255,829
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## Police Equipment – Incremental Expansion

### Existing Standards and Cost Factors

Daphne currently serves existing development with four dispatch consoles and plans to maintain the existing level of service by acquiring additional units to serve future development. Based on costs provided by the Daphne Police Department, the cost of a dispatch console is \$97,000 per unit. The analysis uses this cost as a proxy for future equipment costs. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses proportionate share factors shown in Figure 21. Daphne’s existing LOS for residential development is 0.00010 units per person (4.0 units X 73 percent residential share / 28,871 persons). The nonresidential level of service is 0.00003 units per vehicle trip (4.0 units X 27 percent nonresidential share / 42,664 vehicle trips). For police equipment, the cost is \$9.81 per person (0.00010 units per person X \$97,000 per unit) and \$2.46 per vehicle trip (0.00003 units per vehicle trip X \$97,000 per unit).

**Figure 27: Existing Standards for Police Equipment**

Description	Units	Unit Cost	Total Cost
Dispatch Console	4	\$97,000	\$388,000
<b>Total</b>	<b>4</b>	<b>\$97,000</b>	<b>\$388,000</b>

Cost Factors	
Weighted Average Unit Cost	\$97,000

Level-of-Service (LOS) Standards	
Existing Units	4
<b>Residential</b>	
Residential Share	73%
2024 Population	28,871
Units per Person	0.00010
Cost per Person	\$9.81
<b>Nonresidential</b>	
Nonresidential Share	27%
2024 Vehicle Trips	42,664
Units per Vehicle Trip	0.00003
Cost per Vehicle Trip	\$2.46

Source: Daphne Police Department

### Projected Demand

Daphne plans to maintain the existing level of service for police equipment over the next 10 years. Based on a projected population increase of 5,085 persons, future residential development demands approximately 0.5 units (5,085 additional persons X 0.00010 units per person). With projected nonresidential growth of 11,001 vehicle trips, future nonresidential development demands approximately 0.3 units (11,001 additional vehicle trips X 0.00003 units per vehicle trip). The growth-related cost of police equipment is \$76,904 (0.8 units X \$97,000 per unit).

**Figure 28: Growth-Related Need for Police Equipment**

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Police Equipment	0.00010 Units	per Person	\$97,000
	0.00003 Units	per Vehicle Trip	

Demand for Police Equipment					
Year	Population	Vehicle Trips	Units		
			Residential	Nonresidential	Total
2024	28,871	42,664	2.9	1.1	4.0
2025	29,336	43,669	3.0	1.1	4.1
2026	29,800	44,673	3.0	1.1	4.1
2027	30,304	45,763	3.1	1.2	4.2
2028	30,807	46,852	3.1	1.2	4.3
2029	31,311	47,942	3.2	1.2	4.4
2030	31,814	49,031	3.2	1.2	4.5
2031	32,318	50,121	3.3	1.3	4.5
2032	32,864	51,302	3.3	1.3	4.6
2033	33,410	52,484	3.4	1.3	4.7
2034	33,957	53,666	3.4	1.4	4.8
10-Yr Increase	5,085	11,001	0.5	0.3	0.8

Growth-Related Expenditures	\$49,890	\$27,013	\$76,904
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### Impact Fee Study – Plan-Based

The cost to prepare the police impact fee equals \$15,900. TischlerBise recommends that Daphne update its report every five years. Based on this cost, proportionate share, and five-year development projections from the Land Use Assumptions in Appendix A, the cost is \$4.76 per person and \$0.81 per vehicle trip.

**Figure 29: Impact Fee Study Expense**

Infrastructure Category	Cost	Proportionate Share		Service Unit	5-Year Change	Cost per Serv. Unit
Police	\$15,900	Residential	73%	Population	2,440	\$4.76
		Nonresidential	27%	Vehicle Trips	5,278	\$0.81

## Proposed Police Impact Fees

Infrastructure components and cost factors used to calculate the proposed police impact fees are summarized in the upper portion of Figure 30. The total capital cost is \$455.56 per person and \$113.65 per vehicle trip.

Police impact fees for residential development are assessed per housing unit and vary proportionately according to the number of persons per housing unit. For a single-family unit, the fee of \$1,212 is calculated using a cost of \$455.56 per person multiplied by 2.66 persons per housing unit.

Police impact fees for nonresidential development are assessed per 1,000 square feet and vary proportionately according to the number of vehicle trips. For industrial development, the fee of \$277 per 1,000 square feet is calculated using a cost of \$113.65 per vehicle trip multiplied by 2.44 vehicle trips per 1,000 square feet.

**Figure 30: Proposed Police Impact Fees**

Fee Component	Cost per Person	Cost per Trip
Police Facilities	\$280.79	\$70.28
Police Vehicles	\$160.20	\$40.10
Police Equipment	\$9.81	\$2.46
Impact Fee Report	\$4.76	\$0.81
<b>Total</b>	<b>\$455.56</b>	<b>\$113.65</b>

Residential Fees per Unit		
Development Type	Persons per Housing Unit <sup>1</sup>	Proposed Fees
Single Family	2.66	\$1,212
Multi-Family	1.71	\$779

Nonresidential Fees per 1,000 Square Feet		
Development Type	Vehicle Trips per 1,000 Sq Ft <sup>1</sup>	Proposed Fees
Industrial	2.44	\$277
Commercial/Retail	12.21	\$1,388
Office/Institutional	5.42	\$616
Lodging (per room)	4.00	\$455

1. See Land Use Assumptions

## Projected Revenue from Police Impact Fees

This section summarizes the potential cash flow to Daphne based on adoption of the proposed police impact fees. The cash flow projections are based on the development projections discussed in the Land Use Assumptions section and the proposed police impact fees. If development occurs at a more rapid rate than projected, the demand for infrastructure and the impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure and the impact fee revenue will decrease at a corresponding rate. Projected impact fee revenue equals \$3,549,681 over the next 10 years and total projected expenditures equal \$3,549,752.

**Figure 31: Projected Revenue from Police Impact Fees**

Fee Component	Growth Share	Existing Share	Total
Police Facilities	\$2,201,119	\$0	\$2,201,119
Police Vehicles	\$1,255,829	\$0	\$1,255,829
Police Equipment	\$76,904	\$0	\$76,904
Impact Fee Report	\$15,900	\$0	\$15,900
<b>Total</b>	<b>\$3,549,752</b>	<b>\$0</b>	<b>\$3,549,752</b>

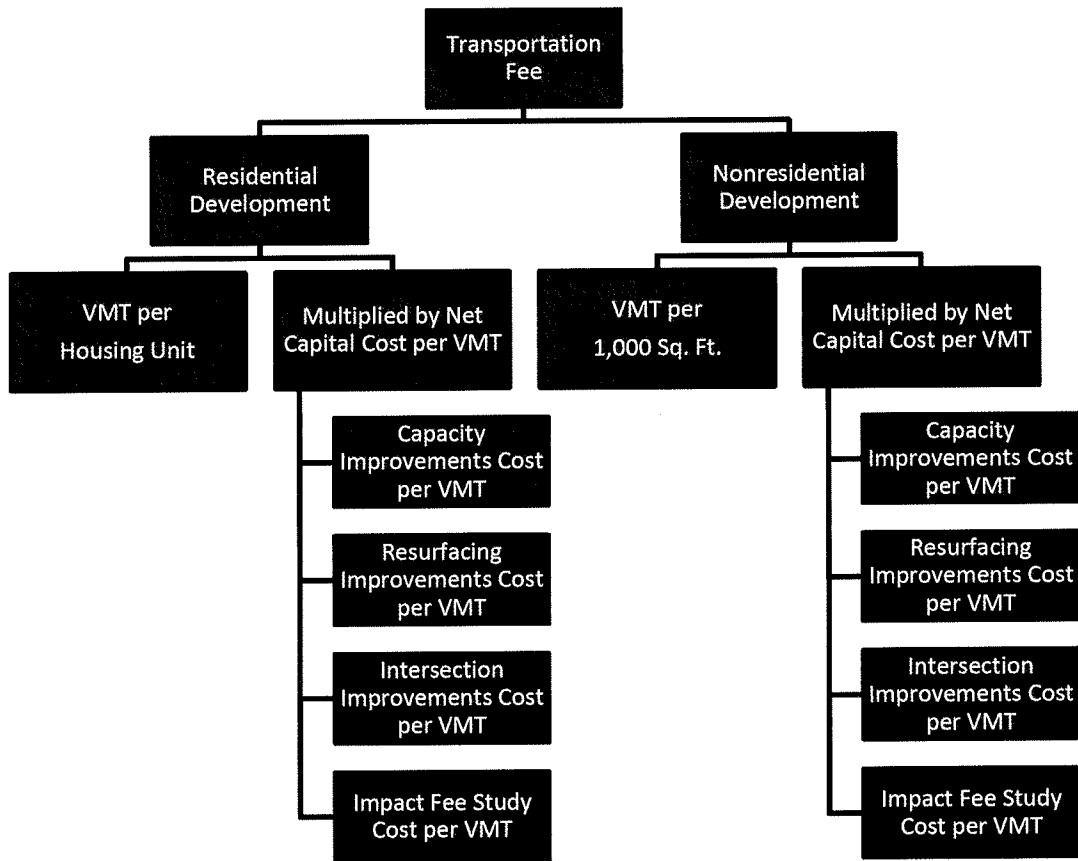
		Single Family \$1,212 per unit	Multi-Family \$779 per unit	Industrial \$277 per KSF	Comm./Retail \$1,388 per KSF	Office/Inst. \$616 per KSF
Year		Hsg Unit	Hsg Unit	KSF	KSF	KSF
Base	2024	9,596	3,201	1,115	2,361	2,051
Year 1	2025	9,705	3,303	1,121	2,407	2,130
Year 2	2026	9,814	3,405	1,128	2,453	2,209
Year 3	2027	9,932	3,516	1,134	2,503	2,295
Year 4	2028	10,050	3,627	1,141	2,552	2,380
Year 5	2029	10,168	3,738	1,147	2,602	2,466
Year 6	2030	10,286	3,849	1,154	2,652	2,551
Year 7	2031	10,404	3,960	1,160	2,702	2,637
Year 8	2032	10,532	4,080	1,168	2,756	2,730
Year 9	2033	10,660	4,200	1,175	2,810	2,823
Year 10	2034	10,788	4,321	1,182	2,864	2,916
10-Year Increase		1,192	1,119	66	504	865
<b>Projected Revenue</b>		<b>\$1,436,603</b>	<b>\$867,290</b>	<b>\$18,360</b>	<b>\$696,790</b>	<b>\$530,638</b>

<b>Projected Fee Revenue</b>	<b>\$3,549,681</b>
<b>Total Expenditures</b>	<b>\$3,549,752</b>

# TRANSPORTATION

## Methodology

The components of Daphne’s transportation impact fee include capacity improvements, resurfacing improvements, intersection improvements, vehicles and equipment, and the cost of calculating the transportation impact fees. Transportation impact fees for capacity improvements, intersection improvements, and vehicles and equipment are based on the incremental expansion methodology. Transportation impact fees for resurfacing improvements and the cost of calculating transportation impact fees are based on the plan-based methodology. Costs are allocated to both residential and nonresidential development using trip generation rates, trip adjustment factors, and trip length adjustment factors. Residential trip generation rates are customized to Daphne’s residential development, as discussed in the following sections. Nonresidential trip generation rates are highest for commercial/retail development and lowest for industrial development, whereas trip rates for office/institutional development fall between the other two categories.



## Vehicle Trip Generation Rates and Adjustments

Average weekday vehicle trips are used as a measure of demand by land use. Vehicle trips are estimated using average weekday vehicle trip ends from the reference book, *Trip Generation, 11<sup>th</sup> Edition*, published by the Institute of Transportation Engineers (ITE) in 2021. A vehicle trip end represents a vehicle entering or exiting a development (as if a traffic counter were placed across a driveway). To calculate the impact fees, trip generation rates are adjusted to avoid double counting each trip at both the origin and destination points. The basic trip adjustment factor is 50 percent. As discussed further below, the impact fee methodology includes additional adjustments to make the fees proportionate to the infrastructure demand for particular types of development.

### Residential Vehicle Trip Rates

As an alternative to simply using the national average trip generation rate for residential development, the Institute of Transportation Engineers (ITE) publishes regression curve formulas that may be used to derive custom trip generation rates, using local demographic data. Key independent variables needed for the analysis (i.e., vehicles available, housing units, households, and persons) are available from American Community Survey data. Shown in Figure 32, custom trip generation rates in Daphne differ from the national averages. For example, single-family residential development is expected to generate 10.22 average weekday vehicle trip ends per dwelling – compared to the national average of 9.54 (ITE 2021). Multi-family residential development is expected to generate 4.86 average weekday vehicle trip ends per dwelling – compared to the national average of 4.54 (ITE 2021).

**Figure 32: Average Weekday Vehicle Trip Ends by Housing Type**

Tenure by Units in Structure	Vehicles Available <sup>1</sup>	Households by Structure Type <sup>2</sup>			Vehicles per HH by Tenure
		Single-Family	Multi-Family	Total	
Owner-Occupied	16,119	7,181	304	7,485	2.15
Renter-Occupied	5,063	1,060	1,924	2,984	1.70
<b>Total</b>	<b>21,182</b>	<b>8,241</b>	<b>2,228</b>	<b>10,469</b>	<b>2.02</b>

Units in Structure	Persons in Households <sup>3</sup>	Trip Ends <sup>4</sup>	Vehicles by Type of Unit	Trip Ends <sup>5</sup>	Average Trip Ends	Housing Units <sup>6</sup>	Trip Ends per Housing Unit
Single-Family	22,938	63,869	17,263	112,510	88,189	8,633	<b>10.22</b>
Multi-Family	4,619	10,496	3,919	15,735	13,116	2,696	<b>4.86</b>
<b>Total</b>	<b>27,557</b>	<b>74,365</b>	<b>21,182</b>	<b>128,245</b>	<b>101,305</b>	<b>11,329</b>	<b>8.94</b>

1. Vehicles available by tenure from Table B25046, American Community Survey, 2022 5-Year Estimates.
2. Households by tenure and units in structure from Table B25032, American Community Survey, 2022 5-Year Estimates.
3. Total population in households from Table B25033, American Community Survey, 2022 5-Year Estimates.
4. Vehicle trips ends based on persons using formulas from ITE *Trip Generation*. For single-family housing (ITE 210), the fitted curve equation is  $EXP(0.89 \cdot LN(\text{persons}) + 1.72)$  [ITE 2017]. To approximate the average population of the ITE studies, persons were divided by 41 and the equation result multiplied by 41. For multi-family housing (ITE 221), the fitted curve equation is  $(2.29 \cdot \text{persons}) - 81.02$  [ITE 2017].
5. Vehicle trip ends based on vehicles available using formulas from ITE *Trip Generation*. For single-family housing (ITE 210), the fitted curve equation is  $EXP(0.99 \cdot LN(\text{vehicles}) + 1.93)$  [ITE 2017]. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 67 and the equation result multiplied by 67. For multi-family housing (ITE 220), the fitted curve equation is  $(3.94 \cdot \text{vehicles}) + 293.58$  [ITE 2012].
6. Housing units from Table B25024, American Community Survey, 2022 5-Year Estimates.

### Nonresidential Vehicle Trip Rates

For nonresidential development, TischlerBise uses trip generation rates published in Trip Generation, Institute of Transportation Engineers, 11<sup>th</sup> Edition (2021). The prototype for industrial development is Light Industrial (ITE 110) which generates 4.87 average weekday vehicle trip ends per 1,000 square feet of floor area. The prototype for future lodging development is Hotel (ITE 310), and this type of development generates 7.99 average weekday vehicle trip ends per room. For office/institutional development, the proxy is General Office (ITE 710), and it generates 10.84 average weekday vehicle trip ends per 1,000 square feet of floor area. For commercial/retail development, the proxy is Shopping Center (ITE 820) which generates 37.01 average weekday vehicle trip ends per 1,000 square feet of floor area.

**Figure 33: Average Weekday Vehicle Trip Ends by Nonresidential Land Use**

ITE Code	Land Use/Size	Demand Unit	Wkdy Trip Ends Per Dmd Unit <sup>1</sup>	Wkdy Trip Ends Per Employee <sup>1</sup>	Emp Per Dmd Unit	Square Feet Per Emp
110	Light Industrial	1,000 Sq Ft	4.87	3.10	1.57	637
310	Hotel	room	7.99	14.34	0.56	na
710	General Office (average size)	1,000 Sq Ft	10.84	3.33	3.26	307
820	Shopping Center (average size)	1,000 Sq Ft	37.01	17.42	2.12	471

1. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

### Commuter Trip Rate Adjustment

Residential development has a higher trip adjustment factor of 63 percent to account for commuters leaving Daphne for work. According to the 2009 National Household Travel Survey (see Table 30 of Survey) weekday work trips are typically 31 percent of production trips (i.e., all out-bound trips, which are 50 percent of all trip ends). As shown in Figure 34, the U.S. Census Bureau's OnTheMap web application indicates 87 percent of resident workers traveled outside of Daphne for work in 2021. In combination, these factors ( $0.3099 \times 0.50 \times 0.87 = 0.13$ ) support the additional 13 percent allocation to residential development.

**Figure 34: Commuter Trip Adjustment**

Trip Adjustment Factor for Commuters	
Employed Residents	11,726
Residents Living and Working in Daphne	1,537
Residents Commuting Outside Daphne for Work	10,189
Percent Commuting out of Daphne	87%
Additional Production Trips <sup>1</sup>	13%
Residential Trip Adjustment Factor	63%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, 2021.

1. According to the National Household Travel Survey (2009)\*, published in December 2011 (see Table 30), home-based work trips are typically 30.99 percent of "production" trips, in other words, out-bound trips (which are 50 percent of all trip ends). Also, LED OnTheMap data from 2021 indicate that 87 percent of Daphne's workers travel outside the city for work. In combination, these factors ( $0.3099 \times 0.50 \times 0.87 = 0.13$ ) account for 13 percent of additional production trips. The total adjustment factor for residential includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (13 percent of production trips) for a total of 63 percent. \*<http://nhts.ornl.gov/publications.shtml>; Summary of Travel Trends - Table "Daily Travel Statistics by Weekday vs. Weekend"

### Adjustment for Pass-by Trips

The basic trip adjustment factor of 50 percent is applied to industrial, office/institutional, and lodging categories. The commercial/retail category has a trip factor of less than 50 percent because this type of development attracts vehicles as they pass by on arterial and collector roads. For example, for an average size shopping center, the ITE (2021) indicates that on average 34 percent of the vehicles that enter are passing by on their way to some other primary destination. The remaining 66 percent of attraction trips have the shopping center as their primary destination. Because attraction trips are half of all trips, the trip adjustment factor ( $0.66 \times 0.50$ ) is approximately 33 percent of the trip ends.

### Existing Average Weekday Vehicle Trips

Multiplying average weekday vehicle trip ends and trip adjustment factors by existing development units provides the average weekday vehicle trips generated by existing development. Existing development in Daphne generates 114,250 vehicle trips on an average weekday.

**Figure 35: Existing Average Weekday Vehicle Trips by Land Use**

Development Type	Dev Unit	ITE Code	Avg Wkdy VTE	Trip Adj	2024 Dev	2024 AWVT
Single Family	HU	210	10.22	63%	9,596	61,785
Multi-Family	HU	221	4.86	63%	3,201	9,802
Industrial	KSF	110	4.87	50%	1,115	2,716
Commercial/Retail	KSF	820	37.01	33%	2,361	28,831
Office/Institutional	KSF	710	10.84	50%	2,051	11,117
<b>Total</b>						<b>114,250</b>

## Vehicle Miles Traveled (VMT)

The analysis uses vehicle miles traveled (VMT) as a measure of demand by land use. Components used to determine VMT include average weekday vehicle trip generation rates, adjustments for commuting patterns and pass-by trips, and trip length weighting factors. As shown below, Daphne's current transportation network includes 22.49 miles of arterial streets with an average daily trip count of 488,748 trips. Multiplying average daily trips for each segment by the corresponding segment length provides an estimate of 501,207 actual VMT on Daphne's arterial network.

**Figure 36: Actual VMT**

Arterial Street	Location	Length (miles)	Total Lanes	Lane Miles	Total AADT (TUBE)	Actual VMT
US-90	US-98 to North Main Street	0.30	4	1.20	19,121	5,736
US-90	North Main St to Bayview Dr.	0.44	4	1.76	20,185	8,881
US-90	Bayview Dr to US-181	2.83	2	5.66	16,942	47,946
AL-181	I-10 to US-90	0.51	4	2.04	35,240	17,972
AL-181	US-90 to Champions Way	1.07	4	4.28	26,811	28,688
AL-181	Champions Way to Rigsby Rd.	0.50	4	2.00	27,799	13,900
AL-181	Rigsby Rd to Pleasant Rd	1.00	4	4.00	24,704	24,704
AL-181	Pleasant Rd to CR-64	1.00	4	4.00	23,520	23,520
AL-181	CR-64 to Saint Michael's Way	2.51	4	10.04	18,285	45,895
CR-13	US-90 to Champions Way	1.10	2	2.20	8,444	9,288
CR-13	Champions Way to Diamante Blvd	0.77	2	1.54	9,484	7,303
CR-13	Diamante Blvd to Whispering Pines	0.77	2	1.54	9,565	7,365
CR-13	Whispering Pines to CR-64	1.00	3	3.00	8,882	8,882
CR-13	CR-64 to US-98	0.51	2	1.02	9,352	4,770
CR-64	US-98 to Pollard Rd	0.75	3	2.25	19,256	14,442
CR-64	Pollard Rd to CR-13	1.00	3	3.00	16,692	16,692
CR-64	CR-13	1.00	3	3.00	14,141	14,141
US-98	I-10 to Main St	1.76	4	7.04	40,885	71,958
US-98	Main St to Whispering Pines	0.94	4	3.76	37,985	35,706
US-98	Whispering Pines to Daphne Ave	1.10	4	4.40	36,015	39,617
US-98	Daphne Ave to Johnson Rd	1.00	4	4.00	33,986	33,986
US-98	Johnson Rd to Dale Rd	0.63	4	2.52	31,454	19,816
<b>Total</b>		<b>22.49</b>		<b>74.25</b>	<b>488,748</b>	<b>501,207</b>

Source: Daphne Engineering Department

### National Trip Length

To calculate transportation impact fees, it is necessary to determine the average trip length on Daphne’s existing arterial network. To do this, the analysis uses national trip generation rates and average trip lengths from the 2022 National Household Travel Survey.

**Figure 37: National Average Trip Lengths**

Development Type	National Avg Trip Length
Single Family	13.50
Multi-Family	13.50
Industrial	8.70
Commercial	5.80
Office & Other Service	8.70
<b>Total</b>	

Source: U.S. Department of Transportation, Federal Highway Administration, 2022 National Household Transportation Survey, adjusted for land use

### Expected Vehicle Miles Traveled

The national average trip length should be adjusted to reflect actual local demand on Daphne’s arterial network. To do this, TischlerBise determines expected demand (VMT) on Daphne’s entire street network by multiplying the national average trip lengths by average weekday vehicle trips. Based on this analysis, existing development in Daphne generates an expected 1,253,983 VMT.

**Figure 38: Expected Vehicle Miles Traveled**

Development Type	Avg Weekday Vehicle Trips <sup>1</sup>	National Avg Trip Length <sup>2</sup>	Expected VMT
Single Family	61,785	13.50	834,095
Multi-Family	9,802	13.50	132,321
Industrial	2,716	8.70	23,629
Commercial	28,831	5.80	167,222
Office & Other Service	11,117	8.70	96,716
<b>Total</b>			<b>1,253,983</b>

1. TischlerBise estimate from Figure 41
2. 2022 National Household Transportation Study

### Local Adjustment Factor

Expected VMT reflects anticipated travel demand on the entire roadway network; therefore, it is necessary to calibrate demand to the arterial network. To calibrate demand on the arterial network, actual travel demand of 501,207 VMT, based on local traffic counts provided by the Daphne Engineering Department, is compared to expected travel demand of 1,253,983 VMT. The ratio between actual VMT and expected VMT provides the 0.400 local adjustment factor used to adjust national average trip lengths by type of land use.

**Figure 39: Local Adjustment Factor**

Local Adjustment Factor	
Actual Arterial VMT	501,207
Expected Arterial VMT	1,253,983
Actual to Expected VMT	0.400

### Local Trip Lengths

Shown below in Figure 40, TischlerBise applies the local adjustment factor to the national average trip lengths to calculate the local trip lengths. The analysis uses the local trip lengths shown below to calculate vehicle miles traveled.

**Figure 40: Local Trip Lengths**

Development Type	National Avg Trip Length	Local Adj Factor	Local Trip Length
Single Family	13.50	0.400	5.40
Multi-Family	13.50	0.400	5.40
Industrial	8.70	0.400	3.48
Commercial/Retail	5.80	0.400	2.32
Office/Institutional	8.70	0.400	3.48

Source: 2022 NHTS and TischlerBise analysis for local adjustment factor

### Existing Average Weekday Vehicle Trips

Multiplying average weekday vehicle trips and local trip lengths by existing development units provides VMT generated by existing development. Existing development generates 501,207 VMT.

**Figure 41: Existing VMT by Land Use**

Development Type	Dev Unit	ITE Code	Avg Wkdy Veh Trips	Local Trip Length	2024 Dev	2024 VMT
Single Family	HU	210	6.44	5.40	9,596	333,381
Multi-Family	HU	221	3.06	5.40	3,201	52,888
Industrial	KSF	110	2.44	3.48	1,115	9,444
Commercial/Retail	KSF	820	12.21	2.32	2,361	66,837
Office/Institutional	KSF	710	5.42	3.48	2,051	38,657
<b>Total</b>						<b>501,207</b>

### Arterial Network Capacity and Usage

As shown in Figure 36, the City of Daphne provided an inventory of arterial road segments including segment lengths and lane quantities. The analysis uses average annual daily traffic (AADT) counts provided by Daphne's Engineering Department. Multiplying each segment's length by the number of lanes yields the number of lane miles per segment, and multiplying the traffic counts by the segment lengths provides the average weekday vehicle miles traveled (VMT). Daphne's existing arterial network supports 501,207 VMT on 74.25 lane miles of arterials.

Shown below, Figure 42 documents the capacity of Daphne's arterial network. Based on a daily volume of 9,000 vehicles per lane mile, the arterial network provides 668,250 vehicle miles of capacity (VMC) (74.25 lane miles X 9,000 vehicles per lane mile). The current daily volume on Daphne's arterial network is 501,207 VMT. The resulting ratio is 1.33 VMC / VMT (668,250 VMC / 501,207 VMT). The baseline VMC / VMT ratio for any incremental expansion method is 1.0 (i.e., VMC = VMT); therefore, the current ratio of 1.33 VMC / VMT exceeds the current LOS ensuring new capacity built with impact fees will not exceed the current LOS.

**Figure 42: Arterial Network Capacity and Usage**

Arterial Capacity Ratio	
Total Arterial Lane Miles	74.25
Capacity per Lane Mile	9,000
Vehicle Miles of Capacity	668,250
Vehicle Miles Traveled	501,207
VMC/VMT Ratio	1.33

## Projected VMT

Transportation impact fees rely on data pertaining to existing and future average weekday VMT. Multiplying the average weekday VMT rates for new development prototypes by the projection of new residential and nonresidential development provides existing and projected VMT. As shown in Figure 43, existing development generates 501,207 VMT, and projected development generates an additional 91,029 VMT over the next 10 years.

Shown below, Daphne currently serves existing development with 74.25 lane miles of arterial improvements, 11.0 improved intersections (signals and roundabouts), and 13.0 units of transportation vehicles and equipment. To account for excess capacity in the arterial network, the analysis divides existing arterial lane miles by the VMC / VMT ratio to calculate 55.69 adjusted arterial lane miles (74.25 arterial lane miles / 1.33 VMC per VMT). Daphne needs to construct approximately 10.1 lane miles of arterial improvements, 2.0 intersection improvements, and acquire approximately 2.4 vehicles and equipment over the next 10 years to maintain the existing levels of service.

**Figure 43: Projected VMT**

Development Type	Dev Unit	ITE Code	Avg Wkdy VTE	Trip Adjustment	Local Trip Length	Avg Wkdy VMT
Single Family	HU	210	10.22	63%	5.40	34.74
Multi-Family	HU	221	4.86	63%	5.40	16.52
Industrial	KSF	110	4.87	50%	3.48	8.47
Commercial/Retail	KSF	820	37.01	33%	2.32	28.31
Office/Institutional	KSF	710	10.84	50%	3.48	18.85

Daphne, Alabama	Base	1	2	3	4	5	10	10-Year Increase
	2024	2025	2026	2027	2028	2029	2034	
Single-Family Units	9,596	9,705	9,814	9,932	10,050	10,168	10,788	1,192
Multi-Family Units	3,201	3,303	3,405	3,516	3,627	3,738	4,321	1,119
Industrial KSF	1,115	1,121	1,128	1,134	1,141	1,147	1,182	66
Commercial/Retail KSF	2,361	2,407	2,453	2,503	2,552	2,602	2,864	504
Office/Institutional KSF	2,051	2,130	2,209	2,295	2,380	2,466	2,916	865
Single-Family Trips	61,785	62,487	63,188	63,948	64,708	65,468	69,460	7,675
Multi-Family Trips	9,802	10,114	10,427	10,766	11,106	11,445	13,229	3,427
Residential Trips	71,586	72,601	73,615	74,714	75,814	76,913	82,689	11,102
Industrial Trips	2,716	2,731	2,746	2,762	2,778	2,794	2,878	162
Commercial/Retail Trips	28,831	29,393	29,955	30,565	31,174	31,783	34,984	6,153
Office/Institutional Trips	11,117	11,545	11,973	12,437	12,901	13,365	15,803	4,686
Nonresidential Trips	42,664	43,669	44,673	45,763	46,852	47,942	53,666	11,001
<b>Total Vehicle Trips</b>	<b>114,250</b>	<b>116,269</b>	<b>118,288</b>	<b>120,477</b>	<b>122,666</b>	<b>124,855</b>	<b>136,354</b>	<b>22,104</b>
<b>Total VMT</b>	<b>501,207</b>	<b>509,523</b>	<b>517,838</b>	<b>526,852</b>	<b>535,866</b>	<b>544,879</b>	<b>592,236</b>	<b>91,029</b>
Annual Increase		8,315	8,315	9,014	9,014	9,014	9,777	9,777
Actual Arterials (LM)	74.25	75.5	76.7	78.0	79.4	80.7	87.7	13.5
Adjusted Arterials (LM)	55.69	56.6	57.5	58.5	59.5	60.5	65.8	10.1
Improved Intersections	11.0	11.2	11.4	11.6	11.8	12.0	13.0	2.0
Vehicles & Equipment	13.0	13.2	13.4	13.7	13.9	14.1	15.4	2.4

## Capacity Improvements – Incremental Expansion

The transportation impact fee includes a component for construction of additional capacity improvements, and the analysis uses an incremental methodology to maintain the existing level of service for capacity improvements. As shown in Figure 44, the analysis uses VMT to calculate existing level-of-service standards. Daphne currently provides 74.25 lane miles of capacity improvements, so the existing level of service is 1.1111 lane miles per 10,000 VMT (74.25 lane miles / 1.33 VMC per VMT / (501,207 VMT / 10,000)). As shown in Figure 44, the analysis uses a cost of \$1,000,000 per lane mile. For capacity improvements, the cost is \$111.11 per VMT (74.25 lane miles / 1.33 VMC per VMT / 501,207 VMT X \$1,000,000 per lane mile).

**Figure 44: Existing Standards for Capacity Improvements**

Cost Factors	
Cost per Lane Mile (Capacity)	\$1,000,000

Level-of-Service (LOS) Standards	
Existing Lane Miles	74.25
÷ VMC / VMT Ratio	1.33
Adjusted Lane Miles	55.69
2024 VMT	501,207
Lane Miles per 10,000 VMT	1.1111
Cost per VMT	\$111.11

Source: Daphne Engineering Department

## Resurfacing Improvements - Plan-Based

The Impact Fee Act specific to Baldwin County allows for the imposition of an impact fee for road resurfacing and reconstruction. Therefore, the transportation impact fee includes a component for resurfacing improvements. As shown in Figure 45, the analysis uses VMT to calculate the planned level-of-service standards. Daphne plans to resurface 40.0 lane miles during the next 10 years at a cost of \$10,000,000. Daphne plans to fund a portion of the planned resurfacing improvements with \$2,500,000 of gas tax revenue, so the analysis uses a net resurfacing cost of \$7,500,000 for 40.0 lane miles. The planned level of service for resurfacing improvements is 0.6754 lane miles per 10,000 VMT (40.0 lane miles / (592,236 VMT / 10,000)). As shown below, the analysis uses a resurfacing cost of \$187,500 per lane mile. For resurfacing improvements, the cost is \$12.66 per VMT (40.0 lane miles / 592,236 VMT X \$187,500 per lane mile).

**Figure 45: Planned Standards for Resurfacing Improvements**

Cost Factors	
10-Year Gross Resurfacing Cost	\$10,000,000
10-Year Gas Tax Revenue	(\$2,500,000)
10-Year Net Resurfacing Cost	\$7,500,000
Planned Lane Miles	40.0
Cost per Lane Mile (Resurfacing)	\$187,500

Level-of-Service (LOS) Standards	
Planned Lane Miles	40.0
2034 VMT	592,236
Lane Miles per 10,000 VMT	0.6754
Cost per VMT	\$12.66

Source: Daphne Engineering Department

## Intersection Improvements – Incremental Expansion

The transportation impact fee includes a component for construction of additional intersection improvements, and the analysis uses an incremental methodology to maintain the existing level of service for intersection improvements. As shown below, the analysis uses VMT to calculate existing level-of-service standards. Daphne currently provides 11.0 intersection improvements (signals and roundabouts), so the existing level of service is 0.2195 intersections per 10,000 VMT (11.0 intersections / (501,207 VMT / 10,000)). As shown below, the analysis uses a cost of \$250,000 per intersection. For intersection improvements, the cost is \$5.49 per VMT (11.0 intersections / 501,207 VMT X \$250,000 per intersection).

**Figure 46: Existing Standards for Intersection Improvements**

Cost Factors	
Cost per Intersection	\$250,000

Level-of-Service (LOS) Standards	
Existing Intersection Improvements	11.0
2024 VMT	501,207
Intersections per 10,000 VMT	0.2195
Cost per VMT	\$5.49

Source: Daphne Engineering Department

## Vehicles and Equipment – Incremental Expansion

Daphne currently serves existing development with a transportation fleet of 13 units of vehicles and equipment and plans to expand the fleet to serve future development. The total cost of the existing fleet is \$1,976,000, and the analysis uses the weighted average cost of \$152,000 per unit as a proxy for future vehicle and equipment costs needed to serve future development.

**Figure 47: Existing Vehicles and Equipment**

Description	Units	Unit Cost	Total Cost
2007 Ford F-150	1	\$55,000	\$55,000
2008 Ford F-550	1	\$67,000	\$67,000
2000 Ford F-650 Flatbed Dump	1	\$98,000	\$98,000
2012 Dodge 1500	1	\$55,000	\$55,000
2014 Dodge Ram 4500	1	\$55,000	\$55,000
2015 Ford F-250	1	\$65,000	\$65,000
2015 Mack Dump Truck	1	\$250,000	\$250,000
2015 Ford F-450	1	\$750,000	\$750,000
2016 Dodge Ram 1500	1	\$98,000	\$98,000
2021 Ford F-450 Sign Truck	1	\$94,000	\$94,000
2013 Freightliner M2 Dump	1	\$230,000	\$230,000
2022 Ford F-250 Crew Cab	1	\$65,000	\$65,000
2022 Ford F-450 Sign Truck	1	\$94,000	\$94,000
<b>Total</b>	<b>13</b>	<b>\$152,000</b>	<b>\$1,976,000</b>

Source: Daphne Engineering Department

The transportation impact fee includes a component for acquisition of additional vehicles and equipment, and the analysis uses an incremental methodology to maintain the existing level of service. The analysis uses VMT to calculate existing level-of-service standards. Daphne currently provides 13.0 units of vehicles and equipment, so the existing level of service is 0.2594 units per 10,000 VMT (13.0 units / (501,207 VMT / 10,000)). As shown below, the analysis uses a cost of \$152,000 per unit based on the weighted average of the existing fleet. For vehicles and equipment, the cost is \$3.94 per VMT (13.0 units / 501,207 VMT X \$152,000 per unit).

**Figure 48: Existing Standards for Vehicles and Equipment**

Cost Factors	
Average Cost per Unit	\$152,000

Level-of-Service (LOS) Standards	
Existing Units	13
2024 VMT	501,207
Units per 10,000 VMT	0.2594
Cost per VMT	\$3.94

Source: Daphne Engineering Department

### Impact Fee Study – Plan-Based

The cost to prepare the transportation impact fee is \$25,260. TischlerBise recommends that Daphne update its report every five years. Based on this cost, proportionate share, and five-year projections of new development from the Land Use Assumptions detailed in Appendix A, the cost is \$0.58 per VMT.

**Figure 49: Impact Fee Study Expense**

Infrastructure Category	Cost	Proportionate Share	Service Unit	5-Year Change	Cost per Serv. Unit
Transportation	\$25,260	Residential Nonresidential 100%	VMT	43,672	\$0.58

## Proposed Transportation Impact Fees

Input variables for the transportation impact fee are shown in the upper section of Figure 50. The total capital cost is \$133.78 per VMT.

Transportation impact fees for residential development are assessed per housing unit and vary proportionately according to the number of VMT per housing unit. For a single-family unit, the fee of \$4,648 is calculated using a cost of \$133.78 per VMT multiplied by 34.74 VMT per housing unit.

Transportation impact fees for nonresidential development are assessed per 1,000 square feet and vary proportionately according to the number of VMT. For industrial development, the fee of \$1,133 per 1,000 square feet is calculated using a cost of \$133.78 per VMT multiplied by 8.47 VMT per 1,000 square feet.

**Figure 50: Proposed Transportation Impact Fees**

Fee Component	Cost per VMT
Capacity Improvements	\$111.11
Resurfacing Improvements	\$12.66
Intersection Improvements	\$5.49
Vehicles and Equipment	\$3.94
Impact Fee Report	\$0.58
<b>Total</b>	<b>\$133.78</b>

Residential Fees per Unit		
Development Type	Avg Wkdy VMT per Unit <sup>1</sup>	Proposed Fees
Single Family	34.74	\$4,648
Multi-Family	16.52	\$2,210

Nonresidential Fees per 1,000 Square Feet		
Development Type	Avg Wkdy VMT per 1,000 Sq Ft <sup>1</sup>	Proposed Fees
Industrial	8.47	\$1,133
Commercial/Retail	28.31	\$3,788
Office/Institutional	18.85	\$2,521
Lodging (per room)	9.26	\$1,239

1. See Land Use Assumptions

## Projected Revenue from Transportation Impact Fees

This section summarizes the potential cash flow to Daphne based on adoption of the proposed transportation impact fees. The cash flow projections are based on the development projections discussed in the Land Use Assumptions section and the proposed transportation impact fees. If development occurs at a more rapid rate than projected, the demand for infrastructure and the impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure and the impact fee revenue will decrease at a corresponding rate. Projected impact fee revenue equals \$11,987,428 over the next 10 years and total projected expenditures equal \$18,497,953. Daphne will fund existing development's share of planned resurfacing improvements with revenues other than impact fees.

**Figure 51: Projected Revenue from Transportation Impact Fees**

Fee Component	Growth Share	Existing Share	Total
Capacity Improvements	\$10,114,357	\$0	\$10,114,357
Resurfacing Improvements	\$1,152,430	\$6,347,570	\$7,500,000
Intersection Improvements	\$499,455	\$0	\$499,455
Vehicles and Equipment	\$358,881	\$0	\$358,881
Impact Fee Report	\$25,260	\$0	\$25,260
<b>Total</b>	<b>\$12,150,383</b>	<b>\$6,347,570</b>	<b>\$18,497,953</b>

		Single Family \$4,648 per unit	Multi-Family \$2,210 per unit	Industrial \$1,133 per KSF	Comm./Retail \$3,788 per KSF	Office/Inst. \$2,521 per KSF
Year		Hsg Unit	Hsg Unit	KSF	KSF	KSF
Base	2024	9,596	3,201	1,115	2,361	2,051
Year 1	2025	9,705	3,303	1,121	2,407	2,130
Year 2	2026	9,814	3,405	1,128	2,453	2,209
Year 3	2027	9,932	3,516	1,134	2,503	2,295
Year 4	2028	10,050	3,627	1,141	2,552	2,380
Year 5	2029	10,168	3,738	1,147	2,602	2,466
Year 6	2030	10,286	3,849	1,154	2,652	2,551
Year 7	2031	10,404	3,960	1,160	2,702	2,637
Year 8	2032	10,532	4,080	1,168	2,756	2,730
Year 9	2033	10,660	4,200	1,175	2,810	2,823
Year 10	2034	10,788	4,321	1,182	2,864	2,916
10-Year Increase		1,192	1,119	66	504	865
<b>Projected Revenue</b>		<b>\$5,527,619</b>	<b>\$2,468,524</b>	<b>\$86,931</b>	<b>\$1,772,742</b>	<b>\$2,131,612</b>

<b>Projected Fee Revenue</b>	<b>\$11,987,428</b>
<b>Total Expenditures</b>	<b>\$18,497,953</b>

## APPENDIX A: LAND USE ASSUMPTIONS

The City of Daphne, Alabama, retained TischlerBise to analyze the impacts of development on its capital facilities and prepare impact fees based on that analysis. The population, housing unit, and job projections contained in this document provide the foundation for the impact fee study. To evaluate demand for growth-related infrastructure from various types of development, TischlerBise prepared documentation on demand indicators by type of housing unit, jobs and floor area by type of nonresidential development, and average weekday vehicle trip generation rates. These are the service units and demand indicators used in the impact fee study.

Impact fees are based on the need for growth-related improvements, and they must be proportionate by type of land use. The demographic data and development projections are used to demonstrate proportionality and to anticipate the need for future infrastructure. These metrics are used to allocate costs of development equitably among various types of development. To calculate base year estimates, the analysis uses data from the U.S. Census Bureau, Esri Business Analyst, Envision Daphne 2042 Comprehensive Plan, and Daphne staff. As shown below in Figure A1, the analysis projects future development using growth factors outlined in Growth Scenario 2 from the Envision Daphne 2042 Comprehensive Plan. Impact fee studies typically consider a ten-year horizon, with the expectation that fees will be updated every three to five years.

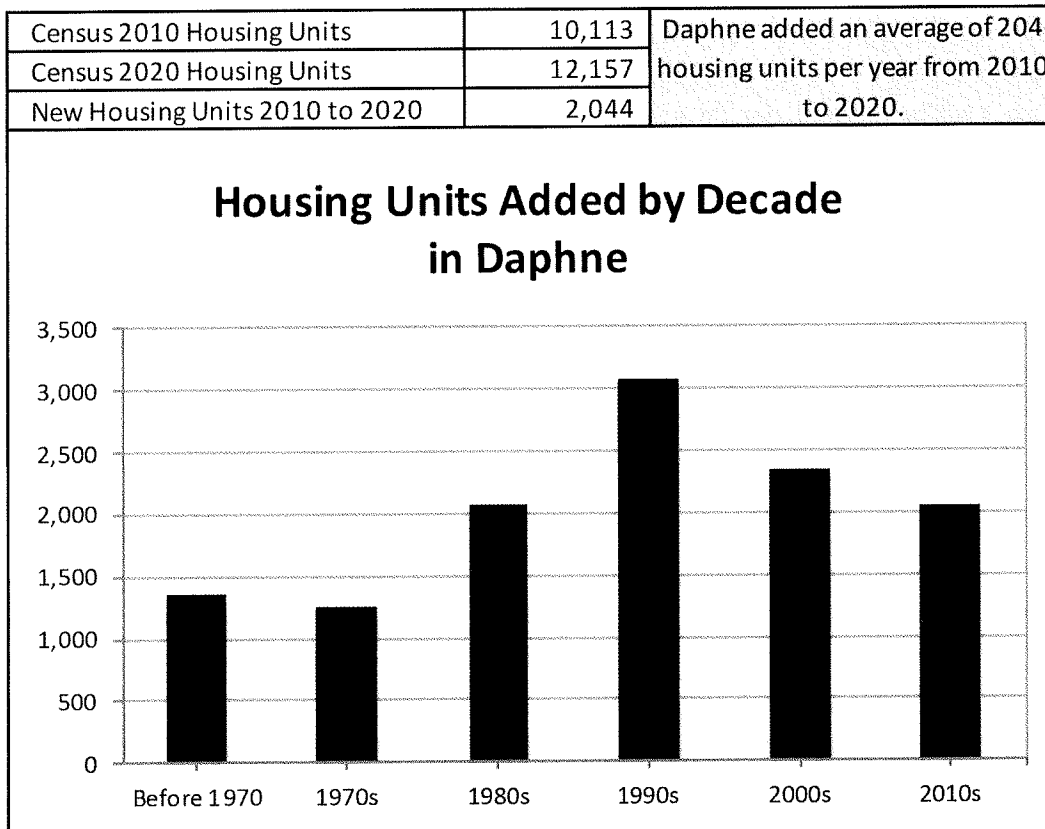
Figure A1: Envision Daphne 2042 Comprehensive Plan

Planning Factor	Scenario	Area		
		Planning Area	Daphne	Combined
1	<b>Total Pop. Projection to 2041</b>	6,958	10,532	17,490
2	<b>Avg HH Size</b>	2.76	2.39	
		2.40	2.20	
3	<b>DU Forecast</b>	2,521	4,407	6,928
		2,899	4,787	
4	<b>DU/Acre</b>	0.9	1.6	-
		2	3	
5	<b>Retail Acres/ Person</b>	0.017	0.026	-
		0.014	0.021	
6	<b>Public Acres/ Person</b>	-	0.004	-
		-	0.003	
7	<b>Parks Acres/ Person</b>	0.027	0.055	-
		0.022	0.044	
8	<b>Institutional Acres/ Person</b>	0.017	0.011	-
		0.014	0.009	
9	<b>Ind. Acres/ Person</b>	0.006	0.002	-
		0.005	0.002	
10	<b>Infra. Acres/ Person</b>	0.114	0.035	-
		0.091	0.028	

## Residential Development

Shown below, Figure A1 indicates the estimated number of housing units added by decade according to data obtained from the U.S. Census Bureau. From 2010 to 2020, Daphne's housing inventory increased by an average of 204 units per year. Daphne is one of the fastest growing cities in Alabama, and growth is expected to continue in the coming years.

**Figure A2: Housing Units by Decade**



Source: U.S. Census Bureau, Census 2020 Summary File 1, Census 2010 Summary File 1, 2018-2022 5-Year American Community Survey (for 2000s and earlier, adjusted to yield total units in 2010).

## Persons Per Housing Unit

According to the U.S. Census Bureau, a household is a housing unit occupied by year-round residents. Development fees often use per capita standards and persons per housing unit (PPHU) or persons per household (PPH) to derive proportionate share fee amounts. When PPHU is used in the fee calculations, infrastructure standards are derived using year-round population. When PPH is used in the fee calculations, the development fee methodology assumes a higher percentage of housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. TischlerBise recommends that impact fees for residential development in Daphne be imposed according to the number of year-round residents per housing unit. This methodology assumes some portion of the housing stock will be vacant during the year.

Persons per housing unit (PPHU) calculations require data on population and the types of units by structure. Since 2010, the census has not obtained detailed information using a “long-form” questionnaire. Instead, the U.S. Census Bureau uses a continuous monthly mailing of surveys, known as the American Community Survey (ACS), which has limitations due to sample-size constraints. For example, data on detached housing units are now combined with attached single units (commonly known as townhouses). For development fees in Daphne, single-family units include detached stick-built units and attached units. Multi-family units include structures with two or more units, mobile homes, and all other housing units.

Figure A3 below shows the 2018-2022 5-year ACS estimates for Daphne. Single-family units averaged 2.66 persons per housing unit (22,938 persons / 8,633 housing units) and multi-family units averaged 1.71 persons per housing unit (4,619 persons / 2,696 housing units). In 2022, Daphne’s housing stock averaged 2.43 persons per housing unit. Housing unit estimates from ACS will not equal decennial census counts of units. These data are used only to derive the custom PPHU factors for each type of unit.

**Figure A3: Persons per Housing Unit**

Housing Type	Persons	Households	Housing Units	Persons per Housing Unit	Housing Mix	Vacancy Rate
Single-Family Units <sup>1</sup>	22,938	8,143	8,633	2.66	76.2%	5.70%
Multi-Family Units <sup>2</sup>	4,619	2,326	2,696	1.71	23.8%	13.70%
Total	27,557	10,469	11,329	2.43	100.0%	7.60%

Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

1. Includes detached and attached (i.e., townhouse) units

2. Includes dwellings in structures with two or more units, mobile homes, RVs, and all other units

## Envision Daphne 2042 Comprehensive Plan

The analysis uses projections from the Envision Daphne 2042 Comprehensive Plan. As shown below, the plan includes a 2021 base year population estimate of 27,478 persons and five-year population projections through the end of the 20-year plan. The 2041 population projection of 38,010 persons represents a 20-year increase of 10,532 persons.

**Figure A4: Population Projections**

Comp Plan Area	2021	2026	2031	2036	2041	20-Year
	Base Year	5	10	15	20	Increase
Daphne	27,478	29,800	32,318	35,049	38,010	10,532
Daphne ETJ	10,365	11,785	13,400	15,235	17,323	6,958
<b>Total</b>	<b>37,843</b>	<b>41,585</b>	<b>45,718</b>	<b>50,284</b>	<b>55,333</b>	<b>17,490</b>

Source: Envision Daphne 2042 Comprehensive Plan

The Envision Daphne 2042 Comprehensive Plan includes two growth scenarios. Growth Scenario 1 projects future development based on current conditions including average persons per housing unit and per capita land consumption; however, projected development in Growth Scenario 1 exceeds the amount of developable land in Daphne. Growth Scenario 2 projects future development based on fewer persons per housing unit and lower per capita land consumption. As shown below, the existing housing unit mix is approximately 76 percent single-family units and 24 percent multi-family units with a citywide average of 2.43 persons per housing unit. Growth Scenario 2 includes 20-year projected growth of 10,532 persons and 4,787 housing units – this represents an average occupancy rate of 2.20 persons per housing unit in future housing units. To achieve this occupancy rate, the projected housing mix of future units is approximately 52 percent single-family units and 48 percent multi-family units. The analysis uses the adjusted housing mix and citywide persons per housing unit to convert Growth Scenario 2 population projections into housing units within the 10-year impact fee study horizon.

**Figure A5: Housing Unit Projections**

Housing Type	Existing Housing Units <sup>1</sup>			Future Housing Units <sup>2</sup>		
	Units	Share	PPHU	Units	Share	PPHU
Single Family	8,633	76.2%	2.66	2,470	51.6%	2.66
Multi-Family	2,696	23.8%	1.71	2,317	48.4%	1.71
<b>Total</b>	<b>11,329</b>	<b>100.0%</b>	<b>2.43</b>	<b>4,787</b>	<b>100.0%</b>	<b>2.20</b>

1. U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates

2. Yellow cells from Envision Daphne 2042 Comprehensive Plan Growth Scenario 2

### Existing Population and Housing Units

The 2020 Census estimates include 27,462 persons and 12,157 housing units. TischlerBise estimates the current population using 2021 and 2026 projections from the Daphne Envision Comprehensive Plan and then applies a straight-line growth allocation between those years. This results in average annual growth rate of 464 residents between 2021 and 2026. Using the citywide occupancy factor of 2.20 persons per housing unit shown in Figure A5, the analysis converts population growth since 2021 (28,871 persons in 2024 – 27,478 persons in 2021 = 1,393 persons) to housing units (1,393 persons / 2.20 persons per housing units = 633 housing units). The 2024 housing unit estimate includes 12,797 housing units (12,164 housing units in 2021 + 633 additional housing units).

### Projected Population and Housing Units

To project future population growth, the analysis mirrors annual growth rates used in the Envision Daphne 2042 Comprehensive Plan over the 10-year impact fee study horizon. This results in an estimated total increase of 5,085 residents by 2034. To project future housing units, the analysis holds the Envision Daphne Comprehensive Plan occupancy rate factor of 2.20 PPHU factor derived in Figure A5 constant throughout the 10-year time horizon. Applying the PPHU factor to the projected population increase results in an estimated increase of 2,311 units over the next ten years.

**Figure A6: Residential Development Projections**

Daphne, Alabama	2024	2025	2026	2027	2028	2029	2034	10-Year
	Base Year	1	2	3	4	5	10	Increase
<b>Population</b>	<b>28,871</b>	<b>29,336</b>	<b>29,800</b>	<b>30,304</b>	<b>30,807</b>	<b>31,311</b>	<b>33,957</b>	<b>5,085</b>
<b>Housing Units</b>								
Single Family	9,596	9,705	9,814	9,932	10,050	10,168	10,788	<b>1,192</b>
Multi-Family	3,201	3,303	3,405	3,516	3,627	3,738	4,321	<b>1,119</b>
<b>Total</b>	<b>12,797</b>	<b>13,008</b>	<b>13,219</b>	<b>13,448</b>	<b>13,677</b>	<b>13,906</b>	<b>15,109</b>	<b>2,311</b>

## Nonresidential Development

In addition to data on residential development, the calculation of development impact fees requires data on nonresidential development. TischlerBise uses the term jobs to refer to employment by place of work. In Figure A7, gray shading indicates the nonresidential development prototypes used by TischlerBise to derive nonresidential floor area and average weekday vehicle trips.

For future industrial development, Light Industrial (ITE 110) is a reasonable proxy with an average of 637 square feet per job. The prototype for future lodging development is Hotel (ITE 310), and this type of development averages 0.56 employees per room. For office/institutional development, General Office (ITE 710) is the prototype for future development, with an average of 307 square feet per job. The prototype for future commercial/retail development is an average-size Shopping Center (ITE 820). Commercial/retail development (i.e., retail and eating / drinking places) averages 471 square feet per job.

**Figure A7: Nonresidential Demand Units**

ITE Code	Land Use / Size	Demand Unit	Wkdy Trip Ends Per Dmd Unit <sup>1</sup>	Wkdy Trip Ends Per Employee <sup>1</sup>	Emp Per Dmd Unit	Square Feet Per Emp
110	Light Industrial	1,000 Sq Ft	4.87	3.10	1.57	637
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
150	Warehousing	1,000 Sq Ft	1.71	5.05	0.34	2,953
254	Assisted Living	bed	2.60	4.24	0.61	na
310	Hotel	room	7.99	14.34	0.56	na
520	Elementary School	student	2.27	22.50	0.10	na
530	High School	student	4.11	8.86	0.46	na
540	Community College	student	1.15	14.61	0.08	na
610	Hospital	1,000 Sq Ft	10.77	3.77	2.86	350
620	Nursing Home	bed	3.06	3.31	0.92	na
710	General Office (average size)	1,000 Sq Ft	10.84	3.33	3.26	307
715	Single Tenant Office	1,000 Sq Ft	13.07	3.85	3.39	295
730	Government Office	1,000 Sq Ft	22.59	7.45	3.03	330
770	Business Park	1,000 Sq Ft	12.44	4.04	3.08	325
820	Shopping Center (average size)	1,000 Sq Ft	37.01	17.42	2.12	471

1. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

## Existing Employment and Floor Area

TischlerBise obtains 2024 employment estimates for Daphne from Esri Business Analyst. To estimate floor area, the analysis multiplies each sector's employment total by the employment density factors shown in Figure A7. As shown below, the base year estimate includes 1,115,387 square feet of industrial development (1,751 jobs X 637 square feet per job), 2,360,652 square feet of commercial/retail development (5,012 jobs X 471 square feet per job), and 2,051,067 square feet of office/institutional development (6,681 jobs X 307 square feet per job). For 2024, total employment equals 13,444 jobs and estimated floor area equals 5,527,106 square feet.

**Figure A8: Existing Nonresidential Development**

Development Type	2024 Jobs <sup>1</sup>	Percent of Total Jobs	Square Feet per Job <sup>2</sup>	2024 Estimated Floor Area <sup>3</sup>
Industrial <sup>4</sup>	1,751	13%	637	1,115,387
Commercial/Retail <sup>5</sup>	5,012	37%	471	2,360,652
Office/Institutional <sup>6</sup>	6,681	50%	307	2,051,067
Total	13,444	100%		5,527,106

1. Esri Business Analyst Online, Business Summary, 2024
2. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).
3. TischlerBise calculation (2024 jobs X ITE square feet per job)
4. Major sectors are Manufacturing, Wholesale Trade
5. Major sectors are Retail Trade, Accommodation & Food Services
6. Major sector is Professional, Scientific & Tech Services
7. Major sector is Accommodation

### Envision Daphne 2042 Comprehensive Plan

To project future nonresidential development, the analysis uses projections from the Envision Daphne 2042 Comprehensive Plan. As shown below, the plan includes nonresidential acres per person and a 20-year population increase of 10,532 persons. TischlerBise projects future nonresidential development using nonresidential acres per capita outlined in Growth Scenario 2.

Figure A9: Envision Daphne 2042 Comprehensive Plan

Table 1 - Envision Daphne 2042 Growth Scenarios				
Planning Factor	Scenario	Area		
		Planning Area	Daphne	Combined
1	<b>Total Pop. Projection to 2041</b>	6,958	10,532	17,490
2	<b>Avg HH Size</b>	1	2.76	2.39
		2	2.40	2.20
3	<b>DU Forecast</b>	1	2,521	4,407
		2	2,899	4,787
4	<b>DU/Acre</b>	1	0.9	1.6
		2	2	3
5	<b>Retail Acres/ Person</b>	1	0.017	0.026
		2	0.014	0.021
6	<b>Public Acres/ Person</b>	1	-	0.004
		2	-	0.003
7	<b>Parks Acres/ Person</b>	1	0.027	0.055
		2	0.022	0.044
8	<b>Institutional Acres/ Person</b>	1	0.017	0.011
		2	0.014	0.009
9	<b>Ind. Acres/ Person</b>	1	0.006	0.002
		2	0.005	0.002
10	<b>Infra. Acres/ Person</b>	1	0.114	0.035
		2	0.091	0.028

## Projected Employment and Floor Area

The analysis uses employment and floor area projections to illustrate the possible future pace of service demands, revenues, and expenditures. To the extent these factors change, the projected need for infrastructure will also change. If development occurs at a more rapid rate than projected, the demand for infrastructure will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure will also decrease.

TischlerBise projects future nonresidential acres using population projections shown in Figure A6 and nonresidential acres per capita shown in Figure A9 from the Envision Daphne 2042 Comprehensive Plan Growth Scenario 2. The Comp Plan projects developable acres using a development constraint factor of 25 percent, so developable acres equal 75 percent of future nonresidential acres. The Comp Plan uses a floor area ratio (FAR) of 25 percent to convert developable acres to square feet of floor area (developable acres X 0.25 FAR X 43,560 square feet per acre), so the analysis also uses a FAR of 25 percent. Finally, the analysis converts projected floor area to employment using ITE employment density factors shown in Figure A7. As an example, the analysis projects future industrial development using the following calculation:

- Total Acres: 5,085 persons X 0.0016 industrial acres per person = 8.1 total acres
- Developable Acres: 8.1 total acres X 75 percent developable = 6.1 developable acres
- Square Feet: 6.1 developable acres X 0.25 FAR X 43,560 square feet per acre = 66,456 square feet
- Employment: 66,456 square feet / 637 square foot per job = 104 jobs

The analysis repeats this calculation for each land use to project future employment and nonresidential floor area. Based on these assumptions, the 10-year projections include an increase of 3,990 jobs and 1,434,918 square feet of nonresidential development in Daphne.

**Figure A10: Nonresidential Development Projections**

Daphne, Alabama	2024	2025	2026	2027	2028	2029	2034	10-Year
	Base Year	1	2	3	4	5	10	Increase
<b>Employment</b>								
Industrial	1,751	1,761	1,770	1,780	1,791	1,801	1,855	104
Commercial/Retail	5,012	5,110	5,207	5,313	5,419	5,525	6,082	1,070
Office/Institutional	6,681	6,938	7,195	7,474	7,753	8,032	9,497	2,816
<b>Total</b>	<b>13,444</b>	<b>13,808</b>	<b>14,173</b>	<b>14,568</b>	<b>14,963</b>	<b>15,358</b>	<b>17,434</b>	<b>3,990</b>
<b>Floor Area (x1,000)</b>								
Industrial	1,115	1,121	1,128	1,134	1,141	1,147	1,182	66
Commercial/Retail	2,361	2,407	2,453	2,503	2,552	2,602	2,864	504
Office/Institutional	2,051	2,130	2,209	2,295	2,380	2,466	2,916	865
<b>Total</b>	<b>5,527</b>	<b>5,658</b>	<b>5,789</b>	<b>5,931</b>	<b>6,073</b>	<b>6,215</b>	<b>6,962</b>	<b>1,435</b>

## Peak Lodging Population

The analysis calculates peak lodging population to account for peak demand for parks and recreation infrastructure generated by visitors in lodging development. To estimate peak lodging population, the analysis uses the number of existing lodging rooms and data published by the American Hotel and Lodging Association (AHLA). According to the AHLA’s 2024 *State of the Hotel Industry Report*, the average occupancy rate is 1.53 persons per room per night. Daphne’s existing 1,090 lodging rooms multiplied by 1.53 persons per room equals a peak lodging population of 1,668 persons.

**Figure A11: Peak Lodging Population**

Peak Lodging Population	
2024 Lodging Rooms <sup>1</sup>	1,090
Persons per Room <sup>2</sup>	1.53
Peak Lodging Population	1,668

1. Daphne Events and Marketing Department, 2024.
2. TischlerBise calculation based on 62.9% occupancy rate from AHLA State of the Hotel Industry Report, 2024.

Based on input from Daphne’s Community Development Department, the 10-year impact fee study horizon includes 270 additional lodging rooms. The corresponding peak lodging population increase includes 413 persons (270 rooms X 1.53 persons per room).

**Figure A12: Projected Peak Lodging Population**

Daphne, Alabama	2024	2025	2026	2027	2028	2029	2044	10-Year
	Base Year	1	2	3	4	5	10	Increase
Lodging Population	1,668	1,668	1,668	1,668	1,874	1,874	2,081	413
Lodging Rooms	1,090	1,090	1,090	1,090	1,225	1,225	1,360	270

Source: Projected lodging rooms based on input from Daphne Community Development Department

## Development Projections

Provided below is a summary of citywide development projections used in the impact fee study. Base year estimates for 2024 are used in the impact fee calculations. Development projections are used to illustrate a possible future pace of demand for service units and cash flows resulting from revenues and expenditures associated with those demands.

Figure A13: Development Projections Summary

Daphne, Alabama	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	10-Year
	Base Year	1	2	3	4	5	6	7	8	9	10	Increase
<b>Population</b>												
Resident	28,871	29,336	29,800	30,304	30,807	31,311	31,814	32,318	32,864	33,410	33,957	5,085
Lodging	1,668	1,668	1,668	1,668	1,874	1,874	1,874	1,874	1,874	1,874	2,081	413
<b>Peak</b>	<b>30,539</b>	<b>31,003</b>	<b>31,468</b>	<b>31,971</b>	<b>32,681</b>	<b>33,185</b>	<b>33,689</b>	<b>34,192</b>	<b>34,738</b>	<b>35,285</b>	<b>36,037</b>	<b>5,498</b>
<b>Housing Units</b>												
Single Family	9,596	9,705	9,814	9,932	10,050	10,168	10,286	10,404	10,532	10,660	10,788	1,192
Multi-Family	3,201	3,303	3,405	3,516	3,627	3,738	3,849	3,960	4,080	4,200	4,321	1,119
<b>Total</b>	<b>12,797</b>	<b>13,008</b>	<b>13,219</b>	<b>13,448</b>	<b>13,677</b>	<b>13,906</b>	<b>14,135</b>	<b>14,364</b>	<b>14,612</b>	<b>14,860</b>	<b>15,109</b>	<b>2,311</b>
<b>Lodging Rooms</b>	<b>1,090</b>	<b>1,090</b>	<b>1,090</b>	<b>1,090</b>	<b>1,225</b>	<b>1,225</b>	<b>1,225</b>	<b>1,225</b>	<b>1,225</b>	<b>1,225</b>	<b>1,360</b>	<b>270</b>
<b>Employment</b>												
Industrial	1,751	1,761	1,770	1,780	1,791	1,801	1,811	1,822	1,833	1,844	1,855	104
Commercial/Retail	5,012	5,110	5,207	5,313	5,419	5,525	5,631	5,737	5,852	5,967	6,082	1,070
Office/Institutional	6,681	6,938	7,195	7,474	7,753	8,032	8,311	8,590	8,892	9,195	9,497	2,816
<b>Total</b>	<b>13,444</b>	<b>13,808</b>	<b>14,173</b>	<b>14,568</b>	<b>14,963</b>	<b>15,358</b>	<b>15,753</b>	<b>16,149</b>	<b>16,577</b>	<b>17,006</b>	<b>17,434</b>	<b>3,990</b>
<b>Floor Area (x1,000)</b>												
Industrial	1,115	1,121	1,128	1,134	1,141	1,147	1,154	1,160	1,168	1,175	1,182	66
Commercial/Retail	2,361	2,407	2,453	2,503	2,552	2,602	2,652	2,702	2,756	2,810	2,864	504
Office/Institutional	2,051	2,130	2,209	2,295	2,380	2,466	2,551	2,637	2,730	2,823	2,916	865
<b>Total</b>	<b>5,527</b>	<b>5,658</b>	<b>5,789</b>	<b>5,931</b>	<b>6,073</b>	<b>6,215</b>	<b>6,358</b>	<b>6,500</b>	<b>6,654</b>	<b>6,808</b>	<b>6,962</b>	<b>1,435</b>

## APPENDIX B: LAND USE DEFINITIONS

### Residential Development

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. Daphne will collect impact fees from all new residential units. One-time impact fees are determined by site capacity (i.e., number of residential units).

#### Single-Family:

1. Single-family detached is a one-unit structure detached from any other house, that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides.
2. Single-family attached (townhouse) is a one-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

#### Multi-Family:

1. 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with "2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more apartments."
2. Mobile home includes both occupied and vacant mobile homes, to which no permanent rooms have been added, are counted in this category. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer's lot, at the factory, or in storage are not counted in the housing inventory.
3. Boat, RV, Van, etc. includes any living quarters occupied as a housing unit that does not fit the other categories (e.g., houseboats, railroad cars, campers, and vans). Recreational vehicles, boats, vans, railroad cars, and the like are included only if they are occupied as a current place of residence.

## Nonresidential Development

The proposed general nonresidential development categories (defined below) can be used for all new construction within Daphne. Nonresidential development categories represent general groups of land uses that share similar average weekday vehicle trip generation rates and employment densities (i.e., jobs per thousand square feet of floor area).

**Commercial/Retail:** Establishments primarily selling merchandise, eating/drinking places, and entertainment uses. By way of example, *Commercial/Retail* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, and movie theaters.

**Industrial:** Establishments primarily engaged in the production, transportation, or storage of goods. By way of example, *Industrial/Flex* includes manufacturing plants, distribution warehouses, trucking companies, utility substations, power generation facilities, and telecommunications buildings.

**Lodging:** Establishments providing sleeping accommodations and possibly supporting facilities such as a full-service restaurant, cocktail lounge, meeting rooms, banquet room, and convention facilities

**Office/Institutional:** Establishments providing management, administrative, professional, or business services; personal and health care services; public and quasi-public buildings providing educational, social assistance, or religious services. By way of example, *Office/Institutional* includes banks, business offices, assisted living facilities, nursing homes, hospitals, medical offices, veterinarian clinics, schools, universities, churches, daycare facilities, government buildings, and prisons.