

# Report for Village of Ashville, Ohio

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## Impact Fee Methodology and Costing Report



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## INTRODUCTION

Since 1990, the Village of Ashville, Ohio (Village) has been one of the fastest growing areas in Pickaway County. With its direct connection to the popular commercial route in US-23, as well as its proximity to Rickenbacker International Airport and surrounding warehouse infrastructure, the Village will be a prime location for growth to continue over the next decade.

The Village began planning for this growth by entering into a partnership known as the North Gate Alliance, consisting of the Village of South Bloomfield, Harrison Township, and Pickaway County. This partnership was codified as part of the Cooperative Economic Development Agreement (CEDA) and, together, a joint planning document was created in 2013 known as the *Strategic Land Use Plan*. This joint planning document served to provide a baseline by which the surrounding communities would collaborate on regional planning, as well as layout the future annexation plans for each as growth continued throughout the region.

As part of this plan, the Village developed a future annexation boundary, which would see its limits increase from approximately 2.23 square miles to 14.16 square miles. Within this annexation boundary are many acres of available land for development, both for residential and nonresidential uses.

## THE NEED FOR IMPACT FEE ASSESSMENT

With full-build out of future developments depicted in the *2013 Strategic Land Use Plan*, the Village would see a large growth of its population and vehicular traffic. This growth would cause the existing roadway network to exceed its capacity at several locations and would start to diminish the general standard of service provided by government, police, and fire facilities. Using existing capital funds to improve this situation would unfairly use current taxpayer funds to address an issue that does not stem from existing deficiencies.

The assessment of impact fees allows the community to shift the financing of necessary improvements caused by development from the general taxpayer to the developer responsible. However, these improvements will also provide a benefit to the assessed developer, in ways such as increased roadway network capacity, increased police and fire support, and general government access to services. The usage of impact fees may also help to prevent the need for general property tax increases in the future.

## SUMMARY

This Report provides the costing and methodology of each of the following Impact Fee categories:

- Transportation
- Parks and Recreation
- Police
- Fire
- General Government

It is important to note that impact fees are one-time payments paid by developers to the Village to accommodate the impact of the proposed developments. These fees cannot be used to pay for salaries, training, administrative, or annual operation costs. Instead, they must be applied to one-time capital improvements or purchases that are necessary because of the impact from these new developments.

The impact fees established within this report use a 10-year design horizon (2032). As time passes, it may become necessary to revise and update established impact fees. An annual review of the impact fees and current construction costs are recommended to allow the Village to plan accordingly for any future revisions.

**SECTION 1**  
**EXISTING VILLAGE INFORMATION**

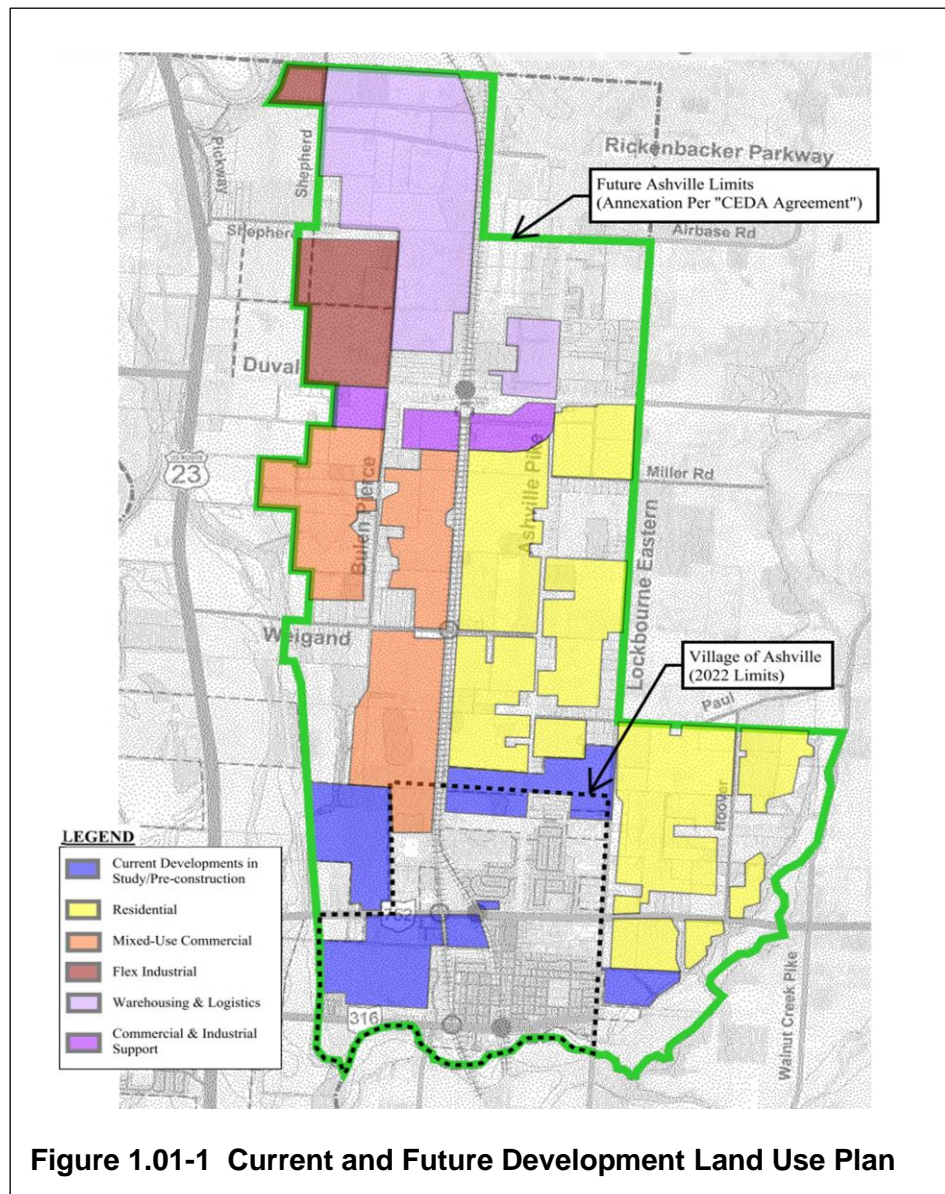
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**1.01 NORTH GATE ALLIANCE–STRATEGIC LAND USE PLAN**

In 2013, the Village of Ashville (Village), Village of South Bloomfield, Harrison Township, and Pickaway County developed the “*Strategic Land Use Plan*” as part of their Cooperative Economic Development Agreement (CEDA). This joint planning document served to provide a baseline by which the surrounding communities would collaborate on regional planning, as well as layout the future annexation plans for each as growth continued throughout the region. The CEDA document has been used in conjunction with the analysis within this report to establish the boundaries of each community in accordance with their planning areas.

Figure 1.01-1 demonstrates the Village’s current boundary, as well as its future annexation area as population and commercial growth continue to occur in the area.



**Figure 1.01-1 Current and Future Development Land Use Plan**

With this annexation plan, the Village would see its limits increase from approximately 2.23 square miles to 14.16 square miles. Within this growth area are many acres of available land for development, for both residential and nonresidential uses. The planning zones shown in Figure 1.01-1 adhere to those developed in the 2013 *Strategic Land Use Plan*, with some minor updates to the region located between United States (US) 23 and the existing railroad tracks. This area was previously planned for additional low-density residential, but recent trends in the area have caused the Village of Ashville to instead plan for a Mixed-Use Commercial throughout that area. Furthermore, areas that were previously shown as planned developments (that have since been constructed) have been removed from Figure 1.01-1 and instead shown as existing conditions (all areas shown in gray scale). This will allow the impact fee analysis within this report to focus only on those developments still to come.

Table 1.01-1 provides a breakdown of the metrics used in the analysis, as well as relevant descriptions of what each zone could potentially consist of Institute of Transportation Engineers (ITE) land-use codes are also provided in parentheses to be used in the Transportation Impact Fee analysis.

Planned Development Zone	Site Coverage (%)	Development Intensity	Land Use Descriptions
Low-Density Residential	40	3 D.U./1 AC	Single-Family Detached Housing (210)–100 percent
Mixed-Use Commercial	35	10,000 SF/AC	Manufacturing (140)–20 percent Warehouse (150)–35 percent Office Park (750)–25 percent Shopping Center (820)–18 percent Fast-Food Restaurant with Drive-Through (934)–2 percent
Flex Industrial	30	12,500 SF/AC	Industrial Park (130)–100 percent
Warehousing and Logistics	25	15,000 SF/AC	General Light Industrial (110)–15 percent Warehouse (150)–65 percent General Office Building (710)–20 percent
Commercial and Industrial Support	30	5,000 SF/AC	General Light Industrial (110)–40 percent Manufacturing (140)–30 percent Office Park (750)–25 percent Fast-Food Restaurant with Drive-Through (934)–5 percent

AC=acres  
 D.U.=dwelling unit  
 SF=square feet floor area

**Table 1.01-1 Future Development Land Use Data**

## 1.02 CURRENT VILLAGE DEMOGRAPHICS

As of the 2020 United States Census (2020 Census), the Village has a population of 4,615 residents. The annual resident growth rate that the Village has observed over the last 10 years is approximately 1.0 percent each year. A summary of important demographic data points can also be viewed in the following:

- The current labor force (according to the 2020 Census), or those actively working, is 65.4 percent with an unemployment rate of 2.1 percent
- Of the labor force, 90.5 percent commutes out of the Village for work
- There are currently 1,627 D.U. within the Village limits, with an occupancy rate of 96.7 percent
- The average residency per D.U. is 3.0 for the Village

With the developments already occurring within the Village limits, as well as the projected developments within the future annexation zone, the Village is anticipating the significant population and traffic growth throughout its future boundaries. The Village has direct connection to a popular commercial route in US 23 and potential for improved connections to the existing Rickenbacker International Airport and its surrounding warehouse infrastructure. This will make the Village a desirable location for commercial development that, in turn, will lead to a much higher amount of residential development to support the new jobs brought to the area.

## 1.03 IMPACT FEE REQUIREMENTS AND METHODOLOGY

It is important to note that impact fees are one-time payments paid by developers to the Village to accommodate their impact. These fees cannot be used to pay for salaries, training, administrative, or annual operation costs. Instead, they must be applied to one-time capital improvements that are necessary due to the impact from these new developments.

These fees should meet two legal tests laid out by the Ohio Supreme Court: rational nexus and rough proportionality, as described in the following.

1. Rational Nexus–The proposed developments can be shown to cause direct need for additional capital facilities, independent of the existing conditions.
2. Rough Proportionality–The expenditure of the collected impact fee funds must provide a benefit to these same developments.

All recommended impact fees developed within this report adhere to these tests by evaluating the impact from developments and determining their impact on the current operations of the Village departments and infrastructure. Additionally, the collection and use of these fees will provide a proportional benefit to developments, by maintaining acceptable metrics of fire, police, and government services that existing residents and commercial developments use, as well as increasing the traffic capacity of the overall roadway network throughout the Village.

The following sections of this report shall provide the methodology and costing of the following impact fees:

- Transportation Impact Fee (Section 2)
- Parks and Recreation Impact Fee (Section 3)
- Police Impact Fee (Section 4)
- Fire Impact Fee (Section 5)
- General Government Impact Fee (Section 6)

**SECTION 3**  
**DEVELOPMENT OF PARKS AND RECREATION IMPACT FEE**

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**3.01 BASIS OF PARKS AND RECREATION FUTURE PLANNING**

The Parks and Recreation Impact Fee will address the need for parkland, park improvements, and vehicles and equipment that are necessary because of population growth from development. Only residential developments, such as single and multifamily, low-rise housing will be assessed a Parks and Recreation impact fee. This is because of their usage being primarily designed for residents of the Village.

The Village currently provides approximately 2.3 acres of parkland per 1,000 residents with the current population (2020 Census). Although this metric was deemed acceptable in the *2013 Strategic Land Use Plan* (from resident participation and input in surveys), this was well before the prospect of large commercial and industrial development throughout the region. To offset this large commercial sprawl that is planned throughout the annexation boundary, an updated metric for parkland space needs to be used, as discussed with the Village.

By looking into the history of similar communities that started with small, Village-like populations through the 1990s, a planning metric can be obtained. Two similar communities in the Central Ohio region that have seen their populations and commercial use growth over the span of 30 years were the cities of Hilliard and Grove City in Ohio, both suburbs to the City of Columbus. Both also have the same metric for parkland space needs of 8.4 acres per 1,000 residents.

Planning to provide 8.4 acres for every 1,000 new residents will be the basis of how the Parks and Recreation impact fee is designed. According to 2020 Census data, the average number of residents per single family dwelling unit is currently 3.0 people per D.U. Additionally, the current industry standard for multifamily, low-rise housing is an industry standard of 2.0 people per D.U.

These metrics will be used in the final calculation of the Parks and Recreation impact fee, discussed in Section 3.

**3.02 INVENTORY OF EXISTING PARKLAND AND EQUIPMENT**

There are currently only three designated parks within the Village, and no parks throughout the future annexation boundary. These parks, with their land replacement values assessed by the Pickaway County Auditor, have been provided in Table 3.02-1.

Park Name	Parcel ID	Acreage	Appraised Value
Ashville Community Park	D1300200001500	10.00	\$471,380.00
Ashville Centennial Park	D1300110002300	0.03	\$74,330.00
Ashville West Side Park	D1300100001900	0.57	\$40,210.00
		<b>10.60</b>	<b>\$585,920.00</b>

**Table 3.02-1 Existing Parks and Replacement Cost**

In addition to land costs attributed to Recreation and Parks, the insured replacement values of all current park amenities, equipment, and vehicles were inventoried. The full insurance valuations can be seen in Appendix D. Only items that could be seen as one-time costs when new parkland is developed were included for the assessment of an impact fee. Table 3.02-2 provides this additional inventory valuation.

Item Description	2022 Replacement Value
Uniforms	\$247.73
Miscellaneous	\$20,000.00
Playground	\$14,312.00
Club House	\$112,269.00
Restroom Building	\$82,140.00
Gazebo	\$7,950.00
Basketball Courts	\$44,527.00
Big Dog MP Lawn Mower (2)	\$17,100.00
2016 Bobcat 3400	\$13,485.00
	<b>\$312,030.73</b>

**Table 3.02-2 Existing Parkland Amenities, Equipment, and Vehicles**

The total cost of all existing Parkland-related items is \$897,950.73, translating to a cost of approximately \$84,712.33 per acre of existing Parkland. This metric will be used for the future expansion of parkland associated with development growth.

### 3.03 FUTURE PARKS AND RECREATION DEPARTMENT BUILDING

As the Village population grows, the requirements of the government structure will also begin to expand. In Ohio, a community will begin to adhere to city requirements when its population exceeds 5,000 permanent residents. As such, the construction of additional housing in single-family and multifamily units is expected to force the Village to begin this transition sometime within the next 10 years.

Currently, the primary government facility is the Municipal Building located at 200 East Station Street. With a building footprint of approximately 5,490 SF, approximately 785 SF is provided per individual office employee. From discussions with Village administration, the plan will be to transition Parks and Recreation responsibility from the Street Department to this brand-new facility and department. An estimated, three office staff will be planned for this new facility, including a Director of Parks and Recreation.

Table 3.03-1 provides a breakdown of planning costs associated with this new facility.

New Facilities	Cost per SF	Proposed Building Footprint (SF)	Proposed Construction Cost
Parks and Recreation Department Building	\$590.00	2,353	\$1,388,185.71
Parking Lot	\$5.50	7,059	\$38,822.14
<b>TOTAL CONSTRUCTION ESTIMATE</b>			<b>\$1,427,007.86</b>

**Table 3.03-1 New Parks and Recreation Department Building**

The \$590 per SF costing metric provided in Table 3.01-1 was arrived at by evaluating current 2022 construction cost standards (as compiled by LevelSet, a construction software company) for government administration facilities. The total construction costs will be included in the final Parks and Recreation impact fee assessment, as the population growth that necessitates this building can be directly tied to future residential developments.

**3.04 PARKS AND RECREATION IMPACT FEE CALCULATIONS**

With approximately 3,027 single-family D.U.s and 589 multifamily, low-rise D.U.s planned for future development, the current population of 4,615 is expected to grow to an estimated 14,535 by 2032. As discussed previously in Section 3.01, the plan will be to provide 8.4 acres of parkland and amenities for every 1,000 new residents. Because the population impact of single-family D.U.s are projected to be higher than multifamily, low-rise D.U.s, a proportional share cost assessment was also completed. This will distribute costs proportionately amongst the future residential development types based on their projected impact.

Table 3.04-1 provides a breakdown of these costs by residential development type.

Development Type	Proposed No. of D.U.	Residents (1,000 Residents) <sup>1</sup>	Required Parkland (AC) <sup>2</sup>	Proportional Parkland Cost	Proportional Cost of New Parks and Recreation Building	TOTAL
Single-Family Detached Housing	3,027	9.08	76.28	\$6,463,110.10	\$1,270,036.99	\$7,733,147.10
Multi-family Housing (Low-Rise)	589	1.18	9.90	\$838,403.67	\$156,970.86	\$995,374.53

<sup>1</sup>3 residents per single-family, 2 residents per multi-family  
<sup>2</sup>8.4 acres per 1,000 residents

**Table 3.04-1 Parks and Recreation Proportional Cost Assessments**



With the costs assessed proportionally amongst the residential development types, the Recreation and Parks Impact Fee can then be assessed to a cost per dwelling unit. Table 3.04-2 provides the recommended Parks and Recreation Impact Fee per development type.

<b>Residential</b>	
Single-Family Detached Housing	\$2,554.72 per D.U.
Multi-Family Housing (Low-rise and Apartments)	\$1,689.94 per D.U.
<b>Nonresidential</b>	
Retail and Restaurants	Not Assessed
Commercial and Office Space	Not Assessed
Limited Industrial and Warehousing	Not Assessed
Manufacturing	Not Assessed

**Table 3.04-2 Parks and Recreation Impact Fee Schedule**

This fee assessment will allow for the expansion of the Parks and Recreation department because of population growth, as well as provide the Village’s desired level of parkland and amenities per 1,000 new residents. As previously discussed, and shown in Table 3.04-2, this fee will only be assessed to residential developments. More detailed breakdowns of the conversion of the impact fees into these categories are located within Appendix H.

**SECTION 7**  
**IMPLEMENTATION AND ADMINISTRATION OF IMPACT FEES**

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### **7.01 BASIS OF IMPACT FEES**

The Impact Fees established within this report should not be used to pay for salaries, training, general repairs, or administrative costs. Additionally, a fee cannot be imposed upon a developer to address any existing deficiencies before its development. The impact fees established herein must be used to address deficiencies brought on by these future developments.

All costs in the impact fee calculations are given in current dollars with no assumed inflation rate over time, as this is the current acceptable standard set forth by the Ohio Supreme Court (Home Builders Associates versus Beavercreek). Necessary cost adjustments can be made as part of the recommended annual evaluation of implemented impact fees, with updates to the fees within based upon cost trends at that time.

### **7.02 INITIAL CREATION AND ADMINISTRATION OF IMPACT FEE ORDINANCES**

It is important that the Village of Ashville start the implementation process for impact fees by first developing and passing local ordinances. Provisions within these ordinances should be carefully drafted to withstand potential court challenges during the lifetime of the ordinance. Funds collected from the implementation of impact fees must be segregated from any general Village or City funds and used solely for the purposes for which the impact fees were established within. Interest earned on monies collected within this impact fee fund should also be credited to the overall fund.

If a developer constructs any system improvement contained within this report as part of its own development, it will be necessary to either reimburse the developer or provide a credit against the applicable impact fees. This is to not charge the developer multiple times for their impacts. It is recommended that the Village/ or City require the developer to provide sufficient documentation of all actual costs incurred for system improvements they may oversee.

### **7.03 DEVELOPER RESPONSIBILITIES**

It should be noted that all impact fees calculated within are based upon impacts to overall systems and does not alleviate the developer's responsibility to determine what additional amenities or access points are necessary for their site. This includes such things as traffic control directly into or out of the site, utility needs, and specialized police or fire presence. Separate Traffic Impact Studies will still be necessary for the individual developers to obtain Village approval.

### **7.04 SUMMARY OF IMPACT FEES CALCULATED WITHIN**

Table 7.04-1 provides a tabulated summary of the impact fees calculated within for each of the different types of development.

<b>Residential (per D.U.)</b>	<b>Transportation</b>	<b>Parks and Recreation</b>	<b>Police</b>	<b>Fire</b>	<b>General Government</b>	<b>Total</b>
Single-family Detached Housing	\$1,758.27	\$2,554.72	\$1,366.14	\$954.40	\$1,407.64	\$8,041.17
Multifamily Housing (low-rise)	\$1,607.79	\$1,689.94	\$910.76	\$636.26	\$894.11	\$5,738.87
<b>Nonresidential (per square foot)</b>	<b>Transportation</b>	<b>Parks and Recreation</b>	<b>Police</b>	<b>Fire</b>	<b>General Government</b>	<b>TOTAL</b>
Retail Restaurants	\$4.65	N/A	\$0.27	\$0.23	\$0.83	\$5.98
Commercial and Office Space	\$2.79	N/A	\$0.16	\$0.14	\$0.50	\$3.59
Limited Industrial and Warehousing	\$0.73	N/A	\$0.04	\$0.04	\$0.13	\$0.94
Manufacturing	\$0.66	N/A	\$0.04	\$0.03	\$0.12	\$0.85

**Table 7.04-1 Overall Impact Fee Schedule**