

PEER REVIEW

**FISCAL IMPACT ANALYSIS FOR
PATRIOT PLACE**

PREPARED FOR:

**THE TOWN OF FOXBOROUGH
BOARD OF SELECTMEN**

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Prepared by:

Larry Koff & Associates
20 Harrison Street
Brookline, MA 02446
617-566-2338
617-566-8594 (fax)
www.lkoffassociates.com

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EXECUTIVE SUMMARY

BACKGROUND

- ◆ As consultants to Board of Selectmen of the Town of Foxborough, we were asked to undertake a peer review of the Fiscal Impact Analysis for Patriot Place, dated September 22, 2006 prepared by RKG Associates, Inc.
- ◆ The Selectmen were concerned, in particular that the cost estimates for town services in the RKG study were based on average cost ratios that had little relationship to the marginal cost of servicing this development in Foxborough.
- ◆ In order to address the questions relating to cost, we were requested to investigate the following five issues in consultation with department heads and utilizing material presented in prior reports (identified in Appendix 8):
 1. Methodology:
 2. Revenue Projections
 3. Cost Projections
 4. Phasing Schedule
 5. Indirect/Secondary Impacts

PROJECT DESCRIPTION

The project, as proposed, consists of two mixed use commercial complexes to be located within the existing parking areas that serve Gillette Stadium.

The North Plaza would entail a “lifestyle center”, with a mixture of shops, restaurants, upper floor office uses, a medical office building, and a free standing 16 screen cinema arranged around an outdoor pedestrian walkway, intersected by access roads, and adjacent to the stadium. Immediately next to the stadium would be two new buildings replacing two smaller buildings that currently exist. These buildings would provide space for an expanded Pro Shop, an NFL museum, and another family entertainment/office building, and broadcast studios. The South Plaza would include primarily big-box retail stores to be anchored by the outdoor/sporting goods retailer Bass Pro, and a 200 room hotel.

Table 1, Project Description, Patriot Place

	Maximum Build Scenario	Minimum Build Scenario
Medical office	100,000	100,000
General Office	75,000	0
Cinema	100,000	100,000
Health Facilities	55,000	0
Restaurant/Tavern	60,000	15,000
Retail	600,000	220,000
Other Entertainment/ Stadium	110,000	110,000
Hotel (200 rooms)	250,000	0
Total	1,350,000	545,000

As part of our analysis, we considered the possibility that the development may not be fully built, in the case that the market does not support the amount of development that

has been proposed. This “Minimum Build” scenario assumes that only the buildings that have committed tenants and the buildings that will be associated with the stadium will be constructed. A realistic possibility, not included in the analysis, is that the Minimum Build scenario will take place in the short term, and that the full project will be completed over a longer span of time, with some modifications from the original concept plan.

FINDINGS

FISCAL IMPACT SUMMARY

- ◆ **Costs:** At Full Build out Patriot Place development will generate substantially higher costs than projected in the RKG analysis: **\$1,295,300** (LKA) versus \$258,900 (RKG). The primary cause for this is the need to hire a total of 15 additional permanent staff in the police and fire departments in order to provide adequate service to this development, versus the 3-4 total municipal staff projected by RKG
- ◆ **Net Revenue:** at Full Buildout (**Maximum Build**) the project is expected to generate between **\$768,800 and \$870,900 net annual revenue surplus**.
- ◆ **Temporary Shortfall: There will be a short fall in revenue in the early years.** In FY2008, the Town can expect to spend \$955,400 more than the one-time and annual revenues the project generates as the public safety departments have to increase staff capacity before one time revenues or tax revenues become available.
 - In the second year the deficit is close to **\$200,000**.
 - Revenue **surpluses** are expected to begin in 2010.
- ◆ Under **Minimum Build conditions**, the **net revenue surplus is only \$65,900 to \$126,400 per year** assuming the hiring of only 8 permanent staff in the public safety departments and the project not fully built out. In future years the revenue surplus turns to a deficit under this scenario due to inflation of municipal costs at a higher rate than growth in revenues that the project will generate.

CASE STUDY SUMMARY

- ◆ Our study indicates that both the Police and Fire Departments stand to be most heavily impacted by the proposed development. These departments must begin immediately to build capacity in preparation for opening of the first phase of the development.
- ◆ The Police and Fire Departments will each need to hire staff that can cover an additional vehicle over all the shifts in addition to supervisory personnel. This amounts to 7 positions in the Police Department and 8 permanent positions in the Fire Department. An additional Captain in the Fire Department is needed in the short term, but is not necessitated by the development in the long term.

- ◆ The Transportation consultant to the Planning Board stated in a January 9, 2007 memo that “we still have concerns over how the site will operate during peak shopping days.” Specific concerns related to the volume of traffic, the design of the P6 and P9 driveways, and the lack of a Transportation Management plan.¹
- ◆ We are especially concerned about the traffic projections that have been provided for the Bass Pro retail store in combination with sporting events and how this traffic will be managed. The Traffic consultant representing Patriot Place utilized average traffic numbers of some 12,000 trips, whereas research undertaken by Larry Koff & Associates indicates that as many as 30,000 trips on peak days is possible². Vanasse & Associates recognizes that on Sunday with peak NFL events, there is likely to be some 65,000 vehicle trips but this assumes that Bass Pro customers, in particular, who may travel some 150 miles for shopping, will not be present in significant numbers. On Saturdays with non peak sporting events generating more than 18,000 vehicles and larger trips from Bass Pro than have been estimated, Vanasse & Associates need to show that total trips will not equal or exceed the number of trips projected for Sunday with a peak NFL event.³ Given the potential for traffic surges on non event game days and remaining questions about the adequacy of the P6 and P9 intersection designs, it would seem that there is not sufficient understanding of the scale of traffic management that will be needed.
- ◆ The Stadium operates major events with a license agreement that provides the town with a basis for negotiation to ensure that sufficient police and fire details are assigned and coordinated with private security and ambulance. The Order of Conditions passed with the Site Plan Approval does not provide equivalent assurance for traffic-generating events at Patriot Place and/or combined traffic with minor stadium events.
- ◆ The Transportation Management Plan referenced in the Order of Conditions provides some opportunity for coordination and assignment of details for major Patriot Place events, but does not clearly provide the Police Department with authority over the need to require paid details for a range of activities.
- ◆ The Order of Conditions does not reference Fire Services as a part of public safety for the site. There is no explicit vehicle provided to ensure that the staffing and equipment needs of the Fire Department are adequately addressed and coordinated with the development of Patriot Place.

RECOMMENDATIONS

1. It is critical to initiate as soon as possible the preparation of a Traffic Management Plan to address on and off site public safety issues. The Town should request the

¹ Appendix 7, Bob Brooks, PB Sports, Site Plan Review memo to the Planning Board, January 11, 2007

² Appendix 6, Annual and peak day projections for Bass Pro provided by Larry Whiteley, Director of Corporate Relations, Bass Pro, Springfield, MO and related newspaper accounts

³ Vanesse & Associates, Site Plan Approval, Patriot Place Mixed Use Project, June 2, 2006, volume 1 Table 7 – 5 Traffic volume Comparison Patriot Place vs. May 2000 SEIR (Including Stadium Related Traffic

opportunity to conduct its own observation and analysis of traffic at another Bass Pro location(s) in order to provide guidance in the preparation a Traffic Management Plan.

2. There is a need for stronger assurance that the town's public safety departments have continuing authority to plan for public safety needs and to call for details where necessary.
 - a. Concurrent with the preparation and annual review of a Transportation Management Plan and a Peak Traffic Demand (non-event) Traffic Management Plan, a Fire Safety Plan needs to be prepared and adopted. This plan will address activities and equipment that will be needed to address the public safety concerns of the Fire Department. Concerns to be addressed include training of staff for construction review, the location and design of a First Aid Station, staffing and the use of details at the expense of Patriot Place at Holiday season, special events, and sporting events not under the jurisdiction of the Stadium License Agreement, the design, installation, operation and maintenance of alarms, cameras, and other safety devices, the garaging of Fire department equipment at peak times.
 - b. Patriot Place should work with the Town Manager and the Fire Chief to identify and carry out strategies which will minimize the need for the use of a town ambulance. Strategies to be considered include the stationing of a multi-purpose vehicle/Class V ambulance during peak times of demand and the optimum use of private ambulance service to address the unique needs of Patriot Place tenants including the Medical Office Building.
 - c. Patriot Place should meet regularly with the Town Manager, Building Inspector, Town Planner, Police and Fire Chiefs to coordinate schedules for construction and store opening events, the need for paid police and fire details, and other town staff as appropriate. Patriot Place will endeavor to utilize paid details to the maximum extent feasible to minimize dedicated Police and Fire Department staffing of events at Patriot Place
 - d. Patriot Place Security should play a lead role in managing what the Hingham Police Department refers to as "Community Policing" responsibilities (see page 21) as well as, to the largest extent possible, in store security.
 - e. The Foxborough Police Chief needs to be assured that that there is a clear line of authority to require at his discretion the use of paid details as needed to manage Route 1 traffic.
 - f. Authority comparable to the Malden bylaw for paid Police Details at the discretion of the Police Chief will be needed to address the public safety concerns of all special event, public assembly, and entertainment venues including all those with liquor licenses.
 - g. The authority to establish Paid Police Details on weekends at the cinema will be needed.

3. Liquor Licenses should be issued under town control and under strict guidelines limiting the number of open bars, tying licenses to quality restaurants, and minimizing the hours of operation.

FISCAL IMPACT ANALYSIS

METHODOLOGY

Building on prior investigations that have been made into the fiscal impacts of the proposed development, this analysis utilizes data gathered from a variety of sources to define as accurately as possible both the costs and actual needs that the Town departments will experience as a result of this development both in the short and long term, as well as the short and long term revenues the project will generate.⁴ We compare these costs and revenues at the specific points they occur over the next 5-7 years, as the timing, itself, will have implications for Town operations.

Revenue Projections

The RKG analysis provided a range of projected property values based on equalized valuation. (The two cost projections are reflected in Scenarios 1 and 2 for both the Maximum and Minimum Build estimates.) There was a consensus that the annual tax revenues projected by RKG Associates for both personal and property taxes was sufficiently accurate, with one small omission. Two of the proposed buildings will be located within the stadium area that is exempt. The PILOT Agreement provides that uses which are not directly connected to the operations of the stadium will contribute revenues approximately equal to the tax revenues they would generate. However, because some of the uses that will locate within the buildings will replace/expand upon an existing use currently not required to contribute to PILOT, we must assume that there will be no tax revenue generated from this portion of the development (we assume 55,000 square feet out of the 110,000 square feet included in the “other entertainment” category). We thus adjust the annual tax revenues from \$1.94M-\$2.08M (RKG) to \$1.87M-\$1.97M (LKA) to account for this difference. Personal property taxes are assumed to be 10% of the property tax revenue, as suggested by RKG.

One additional source of revenues was omitted from the RKG analysis. This development will generate additional local receipts including hotel/motel excise taxes, and a variety of fines, licenses, and other fees. The Town will also receive additional receipts from ambulance reimbursement if the Fire Department staffing is increased to a level that will allow greater use of the second ambulance. An estimated \$271,000 in combined local receipts and ambulance revenues are anticipated to recur annually once full build-out is achieved.

The RKG analysis points out that the Town is likely to lose an estimated \$192,000 annually in State funding as a result of changes to the town’s formula for Chapter 70 and Lottery disbursements because of the increase in commercial valuation. Under the Minimum Build scenario we assume that the changes in state funding will continue to be proportional to the overall change in commercial valuation.

⁴ Appendix 8 Interviews and Reference Material, Larry Koff & Associates

Cost Projections

The RKG analysis utilized an average cost methodology to project the municipal services impact. The projections were based upon average cost per capita for new employees. The method that was utilized in this analysis to generate projections of the municipal service costs can be described as a case study analysis. Specific service demands were identified for various Town departments through a series of interviews and review of budget data and prior reports. In order to confirm that the conclusions are accurate and realistic, we utilized multiple approaches to assess the service and cost impacts: a) projecting the changes in staffing and expenses that would result based on department interviews and budgets, b) comparison with the experience of other communities that have comparable large scale commercial developments, and c) applying a marginal cost factor to the average cost of services generated by commercial development to account for the proportion of current spending that is fixed (i.e., not sensitive to new growth), or for higher costs associated with a need for increased capacity.

Table 2 shows the cost projections, for each department, in addition to the estimated share of each department's budget that covers services generated by existing commercial development, and the marginal cost factor associated with the projection for each department. As noted in the department summaries below, the marginal cost factor was used in some cases to determine the projected expenses, while actual department needs were used where they could be determined with confidence. In cases where the marginal cost approach was used, the results were tested against the magnitude of department needs that were identified through interviews with the Town.

Table 2, Municipal Service Cost Projections

	Share Commercial	Marginal Cost Factor	Projected Patriot Place Service Cost	RKG comparison
General Government	0.16	0.38	\$26,500	\$26,600
Police	0.30	NA	\$455,000	\$81,000
Fire	0.30	NA	\$497,600	
Public Safety	0.00	0.00	\$0	
Education	0.00	0.00	\$0	\$0
Public Works	0.07	0.26	\$8,600	\$25,400
Human Services	0.10	0.26	\$3,500	\$6,900
Culture & Recreation	0.00	0.00	\$0	\$0
Debt Service	0.00	0.00	\$0	\$26,900
Unclassified Costs	0.20	NA	\$272,800	\$91,900
Recurring Capital Costs		NA	\$31,250	\$0
Total Expenditures			\$1,295,300	\$258,900

Employment Projections

The RKG analysis projected that 1,276 new employees would be generated by the proposed development. It is not clear what the source was for the employment generation rates that were used in that report. We looked at a few independent sources for

employment generation rates and chose to utilize a data set provided by MA DET to derive a total employment projection of 3,039 new employees. It should be noted that the use of the case study methodology for projecting service costs reduces reliance upon the employment projection; the projected costs are measured in terms of actual personnel and expenses that the departments are likely to require in order to serve this development.

COST DETAILS BY DEPARTMENT

General Government

The category of General Government includes the Town administration, Finance Department, Clerk, Assessor, and various Boards and their associated staff. The proposed development will have varying impacts on these departments, some more in the short term (described under one-time costs), while others will experience some level of ongoing service impact from the new development. The Assessor, for example, sees the need for either a new Assessor to be hired who has greater expertise in commercial valuation (which could require a higher salary), or to continue outsourcing the commercial assessments at an additional cost. The assessor also anticipates recurring legal costs related to appeals that typically occur regarding commercial property valuation. Some other departments included in this category can also expect some increased administrative costs due to the presence of the new development, while some departments will have no increase in costs.

As it is difficult to assign a specific cost to each department, the average/marginal cost approach was used to generate an estimate of projected costs from this development. The existing commercial portion of costs and the marginal cost factor for the General Government category were derived by averaging factors for each component department, weighted by the proportion of each component in the 2007 budget. A total projection of \$26,000 equates to roughly half of an administrative employee salary, which in real terms may represent an increase in hours for part time staff members in one or more departments, an increase in assessor's salary, as well as non-staff expenses.

Police and Fire

Extensive interviews with the Foxborough Police and Fire chiefs, Public Safety officials in communities with comparable developments, and review of prior reports were utilized to document the specific needs that the Police and Fire Departments can expect to face as a result of this development. A thorough discussion of the findings and recommendations for providing adequate public safety given the financial limitations to provide this service is provided in the following section. The cost projections assume that the facilities and coordination with Patriot Place security will operate effectively as planned under the Minimum and Full Build scenarios, assuming that public safety details will be provided by the developer and its tenants to cover unmet needs.

In order to estimate cost for these departments, we projected the number of additional staff that would be necessary for the Town to provide adequate coverage to the new development without reducing the level of service provided to the rest of the town. While there is an existing need for additional staff to cover the town, the departments have managed to operate under these minimal staffing conditions up until this point. This

development will force the town to reach a tipping point, where it can no longer function without bringing the staffing up to a higher level of coverage.

The Police department anticipates the need for one additional patrol around the clock to serve the Washington Street/Route 1 area, amounting to 5 patrolmen. In addition, 2 staff positions will be necessary for a supervisor and investigator. The cost estimate for the fiscal impact analysis provides for 7 new staff in the police department, as well as related expenses.

The Fire Department anticipates the need for 2 additional firefighters on shift around the clock, amounting to a total of 8 firefighters. An additional Fire Captain to oversee inspections related to this development was considered to be a short term need (at least as associated with Patriot Place), so this was included under one-time costs.

If the project is only partially constructed (according to the Minimum Build scenario) the revenues that it generates will not cover the full cost of this level of staffing in the Police and Fire Departments. It is unlikely that the Town will absorb staffing increases above what are covered by the project revenues; hence a reduced staffing scenario of 4 Police officers and 4 permanent Firemen is provided. At this level the Town will be more reliant on details and/or private ambulance at peak times to ensure that there is an adequate provision of public safety.

Both departments are likely to absorb additional administrative time as a result of the increased activity generated by this development, as well as the frequent assignment of details. The cost of this administrative time is assumed to be covered within the cost estimates already provided for the increased staffing.

Public Safety

This category includes the central dispatch for both Police and Fire departments and the Inspection Department. With the construction of the new public safety building, improvements in staffing for this department are already planned. A projected 10% increase in combined Police and Fire calls is not likely to generate additional expenses that cannot be handled by the new facilities and staff that will be in place. The Building Department costs associated with this development are all in the short term, and are covered under one time costs.

Education

This development has no residential component, and will thus generate no significant additional costs for education. The potential for secondary education cost impacts as a result of Patriot Place was taken into consideration and is discussed under Secondary Impacts.

Public Works

Included in the category of Public Works is the Highway Department, Animal Control, Street Lighting, Engineering, and Snow & Ice Control. As with General Government, the departments within this category will experience different impacts in both the short and

long term from the proposed development, and these potential impacts were evaluated separately for each component. The ongoing costs anticipated for the other components of Public Works are expected to be minimal, associated with maintenance of new sidewalks and other street amenities that will be provided as part of the traffic mitigation. A commercial share of 7% (derived from the estimated traffic on local streets and other service needs generated by existing businesses) and marginal cost factor of 0.26 (combined for the various components of the Public Works budget) equates to a projected annual operating cost of \$9,000.

While the traffic impact from this development will be considerable, municipal costs associated with the increased traffic were not considered for a number of reasons.

1. The type of traffic that most contributes to higher road maintenance costs is truck traffic, rather than passenger vehicles. The developer has agreed to restrict truck traffic associated with the development to state roads such as Route 1, for which the town is not responsible for maintenance costs. In addition there is a proposal to pass a bylaw that would restrict all truck traffic on local streets, resulting in a net reduction.
2. The actual cost of increased maintenance or capital improvements that might be required are highly uncertain because of the variability of costs in the long term, the prioritization of these roads among town-wide road improvement needs in utilizing available funds at a given time, and the town's reliance on Chapter 90 funding for the majority of roadway improvement projects.
3. The proposed traffic mitigation that has been agreed to by the developer will provide improvements to several local streets that are commensurate with the scale of the increased traffic on local streets, and will provide improvements that can be assumed to roughly match capital costs the town would be likely to absorb on these local streets as a result of the increased traffic over a long period of time.

Human Services

The Human Services Category includes the Board of Health, Health Agencies, Council on Aging, and Veterans. Of these, only the Board of Health will be significantly affected by the proposed development. Currently a part time staff member conducts all of the required commercial inspections. This development will have an estimated 10-12 establishments requiring one or more inspections (and re-inspections) per year, including restaurants, food concessions, the hotel, and possibly the health club. In order to adequately inspect these establishments, the Health Agent anticipates that the sanitarian's time will need to increase by approximately 4 hours per week, which corresponds to our projection of \$3,500.

Culture and Recreation

The town does not expect to experience any material increase in culture and recreation costs as a result of this development.

Debt Service

It is not currently the practice of the town to incur new debt for small capital items. Small capital needs are generally paid for out of annual appropriations, shown under Recurring Capital Costs.

Unclassified/Fixed Costs

The largest component of this category (and the component that is most sensitive to new growth) is employee benefits for Town employees. A projected cost of \$255,500 was derived as a function of the expenses projected for each of the other departments.

Benefits currently cost approximately 17.5% of an employee's salary plus \$7,500 per employee. To calculate fixed costs, it was assumed that 95% of department costs would go to employee salaries.

Recurring Capital Costs

Smaller capital costs and those that occur on a regular basis are paid for through annual appropriation. The one department that is expected to incur such costs is the Police Department, which will require an estimated one new cruiser per year, given the number of additional officers.

ANNUAL FISCAL IMPACTS

Total revenues include new property taxes, personal property tax, and other receipts, subtracting the existing taxes on the subject property and the change in state funding that will likely occur as a result of this development. As indicated in Table 3, under the Maximum Build scenario, total projected revenues range from \$2.06M to \$2.17M, depending on the property value estimate that is used. The total municipal service costs are \$1,295,300. This results in a net revenue surplus of \$768,800 to \$870,900.

Under the Minimum Build scenario, the total revenues range from \$754,600 to \$815,100. The service costs are estimated at \$688,700, resulting in a net surplus ranging from \$65,900 to \$126,400.

A cost/revenue ratio of less than 0.95 indicates that a project will have a relatively positive fiscal impact; greater than 1.05 indicates a negative impact, while 1.00 breaks even. In this case, the development is projected to have a strongly positive impact if it is fully built out, while the impacts are more neutral if it is only partially completed.

Table 3, Fiscal Impact Summary

	Max Build Scenario 1	Max Build Scenario 2	Min Build Scenario 1	Min Build Scenario 2	RKG Scenario 1	RKG Scenario 2
New Property Tax	1,875,000	1,967,900	764,100	819,100	1,941,100	2,082,300
Existing Property Tax ¹	(77,500)	(77,500)	(77,500)	(77,500)	(99,000)	(99,000)
Personal Property	187,500	196,800	76,400	81,900	194,100	208,200
Other Receipts	271,000	271,000	69,100	69,100	-	-
Change in State Funding	(192,000)	(192,000)	(78,900)	(78,900)	-.2	-.2
Total Revenues	2,064,000	2,166,200	754,600	815,100	2,135,200	2,290,500
Municipal Services	1,295,300	1,295,300	688,700	688,700	258,700	258,700
Total Costs	1,295,300	1,295,300	688,700	688,700	258,700¹	258,700
Net Revenue	768,722	870,900	65,900	126,400	1,876,500	2,031,800
Cost/Revenue Ratio	0.63	0.60	0.91	0.84	0.12	0.11

¹ Sources: LKA used assessor's records for FY2007; RKG uses estimated current taxes

² RKG projects that the loss in State funding will amount to \$192,000, but does not include this in its net revenue calculation.

ONE TIME IMPACTS

Apart from recurring annual revenue and cost impacts, this development generates a number of one-time impacts, many of which were not identified in the previous fiscal impact analysis.

The RKG analysis provides an estimate for one time revenues related to building permit fees of \$2,900,000. The town established a revolving fund which will apply \$600,000 of this toward expenses that will be incurred by the Building Department and other Town administrative departments related to reviewing and construction oversight for this development. The revolving fund will also be used to pay for construction-related expenses that will be directly reimbursed, so that the funds are immediately available as they are needed.

In addition to the amount that has already been dedicated toward reviewing and oversight, there will be other one-time costs to the town.

- ♦ The cost of reviewing and construction oversight for the Fire Department was not included in the estimation of town costs that were to be set aside in the revolving fund. The Fire department will have substantial responsibilities for reviewing plans, coordinating with the construction oversight contractor, and conducting inspections throughout the construction phase. The Fire Department is in need of a Fire Safety Captain in order to carry out these duties during the construction period. After the construction is completed, the additional Captain will no longer be necessitated by this development, although the Town may elect to keep the

staffing. The cost of a Fire Safety Captain is estimated at \$89,400 per year for each of the first three years.

- ◆ In addition, the Fire Department anticipates a high volume of calls in the first year after construction as the alarm system is calibrated. With the additional staffing that is provided for under annual costs, we feel that the additional Captain will help to cover the initial surge in demand on the Fire Department for the first three years.⁵
- ◆ Both the Police and Fire Departments will absorb one-time costs related to increasing their staff capacity. Training, equipping, and mentoring of new patrolmen costs approximately \$53,000 per officer or a total of \$373,500 for 7 officers, while firefighters cost an average of \$19,000 to train and equip, or a total of \$150,500 for eight officers.
- ◆ The Fire Department anticipates the need for one piece of equipment, a mini attack pumper, which is estimated to cost \$250,000.

PHASING SCHEDULE

The fiscal impact summary shown above provides a snapshot of how the development will affect the town when it is fully built out, assuming that costs and revenues will be relatively similar to the town's current budget structure. In fact, the impacts will change substantially over the period of buildout and subsequent few years, as the revenues and costs reach the full buildout level at different rates (See Tables 4a & 4b, 5a & 5b). In addition, the timing of the one time costs and revenues will be critical in determining how the town is impacted in the short term.

- ◆ The only revenues that are immediately available are the building fees that are placed in the Revolving Fund. One time revenues that are placed in the General Fund must wait until the end of the fiscal year to be certified as "free cash" before they can be appropriated.
- ◆ One time costs in FY08 include the cost of hiring new staff, and the salary of a Captain in the fire department (repeated each year until FY10). In FY09, the one time cost reflects the purchase of a Fire Department vehicle.
- ◆ Annual Tax revenues do not begin until FY09; the new construction will be assessed each year in June, and will be taxed for the following fiscal year. Some commercial uses, in particular hotel uses, do not reach full value until a couple of years after they are in operation, reflecting lower projected occupancy in the start-up period.
- ◆ Other revenues are expected to grow as the project is completed and licensing and revenue generating activities increase. The rate at which these revenues increase varies by the revenue source.

⁵ The Fire Department has the option to levy a fine on false alarms after a grace period of one month, however it frequently takes longer for the call volume to normalize. Any reimbursement to the town for false alarms, which is projected to be minimal for this development, would be reflected in Other Revenues.

- ◆ Changes in State Funding are assumed to occur at the same rate as the change in assessed value.
- ◆ Annual costs include only the police and fire department costs for FY08. The costs related to other Town departments are phased in as the project is completed.

Net Revenues are initially negative as the town increases staffing in the police and Fire Departments prior to any of the tax revenue or most of the one-time funding becoming available. A net deficit of \$955,400 in FY08 falls to around \$181,900 in FY09 as more revenues are available. Net revenue surpluses do not appear until FY10, from which point the town can expect to receive in the range of \$600,000-\$900,000 in revenues from the project above the cost of services that the project requires.

In the case that only the Minimum Build scenario is constructed, the project will generate revenue deficits of \$250,000-\$350,000 in years one and two. The fiscal impact is relatively neutral in FY10, and begins generating revenue surpluses in FY11, ranging from \$65,900 to \$126,400, depending on the property value assumption.

Over time, the revenues can be expected to increase at a rate lower than the increase in costs. Municipal service costs, including staff salaries, benefits, and other expenses, typically inflate at a rate of approximately 5% per year, while growth in tax revenues is limited to 2.5% per year. Other revenues generated by this project may be expected to increase at a similar rate. Tables 4b and 5b show the Net Present Value of the projected net income. Under the Minimum Build scenario the NPV analysis shows the project to be closer to break-even, generating decreasing net revenues/increasing net deficits each year. If the project is fully constructed, the project continues to generate net revenue surpluses into the future.

Table 4a, Maximum Build Phasing Schedule

Fiscal Year	Comm/Retail Square Feet	Cumulative Comm Square Feet	Revolving Fund Revenue/Cost	One Time Costs	One Time Payments	Annual Tax Revenue 1	Annual Tax Revenue 2	Other Revenues	Annual Costs	Change in State Funding	Net Revenue 1	Net Revenue 2
2007			200,000					\$0	\$0		\$0	\$0
2008	311,667	311,667	200,000	613,415	\$530,988			\$69,486	\$942,502		-\$955,443	-\$955,443
2009	569,167	880,833	200,000	339,400	\$969,691	\$438,599	\$444,086	\$69,486	\$1,275,969	-\$44,326	-\$181,918	-\$176,431
2010	469,167	1,350,000		89,400	\$799,321	\$1,245,565	\$1,269,594	\$154,745	\$1,285,618	-\$125,274	\$699,339	\$723,368
2011		1,350,000				\$1,885,657	\$1,894,171	\$200,654	\$1,295,268	-\$192,000	\$599,043	\$607,557
2012		1,350,000				\$1,935,322	\$1,990,663	\$235,853	\$1,295,268	-\$192,000	\$683,907	\$739,248
2013		1,350,000				\$1,984,987	\$2,087,155	\$271,052	\$1,295,268	-\$192,000	\$768,772	\$870,940
2014		1,350,000				\$1,984,987	\$2,087,155	\$271,052	\$1,295,268	-\$192,000	\$768,772	\$870,940
Total			\$600,000	1,042,215	\$2,300,000							

Table 4b, Maximum Build NPV Schedule

Fiscal Year	Annual Inflation Adjustment Factor (2.5%)	Adj. Annual Tax Revenue 1	Adj. Annual Tax Revenue 2	Adj. Other Revenues	Adj. Change in State Funding	Annual Inflation Adjustment Factor (5%)	Adj. Annual Costs	Discount Factor (3%)	NPV Net Revenue 1	NPV Net Revenue 2
2007	1.00	\$0	\$0	\$0		1.00	\$0	1.00	\$0	\$0
2008	1.03	\$0	\$0	\$71,223		1.05	\$989,627	0.97	-\$971,681	-\$971,681
2009	1.05	\$460,803	\$466,568	\$73,004	-\$46,570	1.10	\$1,406,756	0.94	-\$272,624	-\$267,191
2010	1.08	\$1,341,338	\$1,367,214	\$166,644	-\$134,906	1.16	\$1,488,264	0.92	\$544,264	\$567,944
2011	1.10	\$2,081,413	\$2,090,811	\$221,484	-\$211,932	1.22	\$1,574,406	0.89	\$458,956	\$467,306
2012	1.13	\$2,189,640	\$2,252,253	\$266,846	-\$217,230	1.28	\$1,653,127	0.86	\$505,600	\$559,611
2013	1.16	\$2,301,977	\$2,420,460	\$314,338	-\$222,661	1.34	\$1,735,783	0.84	\$550,956	\$650,184
2014	1.19	\$2,359,526	\$2,480,972	\$322,196	-\$228,228	1.41	\$1,822,572	0.81	\$512,998	\$611,744

Table 5a, Minimum Build Phasing Schedule

Fiscal Year	Comm/Retail Square Feet	Cumulative Comm Square Feet	Revolving Fund revenue/cost	One Time Costs	One Time Payments	Annual Tax Revenue 1	Annual Tax Revenue 2	Other Revenues	Annual Costs	Change in State Funding	Net Revenue 1	Net Revenue 2
2007			200,000					0	0		\$0	\$0
2008	311,667	311,667	200,000	377,840	\$530,988			0	502,668		-\$349,520	-\$349,520
2009	196,667	508,333	200,000	339,400	\$335,062	\$438,599	\$444,086	38,588	678,723	-44,326	-\$250,200	-\$244,714
2010	366,67	545,000		894,00	\$62,469	\$739,068	\$781,259	55,302	684,072	-72,296	\$11,071	\$53,262
2011		545,000				\$763,001	\$823,508	69,127	688,688	-77,511	\$65,930	\$126,436
2012		545,000				\$763,001	\$823,508	69,127	688,688	-77,511	\$65,930	\$126,436
2013		545,000				\$763,001	\$823,508	69,127	688,688	-77,511	\$65,930	\$126,436
2014		545,000				\$763,001	\$823,508	69,127	688,688	-77,511	\$65,930	\$126,436
			\$600,000	806,640	\$928,519							

Table 5b, Minimum Build NPV Schedule

Fiscal Year	Annual Inflation Adjustment Factor (2.5%)	Adj. Annual Tax Revenue 1	Adj. Annual Tax Revenue 2	Adj. Other Revenues	Adj. Change in State Funding	Annual Inflation Adjustment Factor (5%)	Adj. Annual Costs	Discount Factor (3%)	NPV Net Revenue 1	NPV Net Revenue 2
2007	1.00	\$0	\$0	\$0		1.00	\$0	1.00	\$0	\$0
2008	1.03	\$0	\$0	\$0		1.05	\$527,801	0.97	-\$363,741	-\$363,741
2009	1.05	\$460,803	\$466,568	\$40,541	-\$46,570	1.10	\$748,292	0.94	-\$280,758	-\$275,324
2010	1.08	\$795,895	\$841,331	\$59,554	-\$77,855	1.16	\$791,898	0.92	-\$37,736	\$3,844
2011	1.10	\$842,211	\$908,998	\$76,304	-\$85,558	1.22	\$837,104	0.89	-\$3,685	\$55,655
2012	1.13	\$863,266	\$931,723	\$78,211	-\$87,697	1.28	\$878,959	0.86	-\$21,719	\$37,333
2013	1.16	\$884,848	\$955,016	\$80,167	-\$89,889	1.34	\$922,907	0.84	-\$40,017	\$18,749
2014	1.19	\$906,969	\$978,892	\$82,171	-\$92,136	1.41	\$969,052	0.81	-\$58,583	-\$103

PUBLIC SAFETY CASE STUDY

Discussions with Departments heads indicated that the Police and Fire Departments will have the greatest long-term impacts resulting from this development, while other Town departments will experience a less significant marginal increase in operating costs.

As for estimates of Fire Service, the RKG study assumed that the *per capita cost estimates demonstrate that regular, substantial funds will be generated by Patriot Place to more than compensate for potential costs of services.*

The RKG consultant study concluded that *because Gillette Stadium already has an excellent on site security system and because police jurisdiction on Route 1 is handled by the State Police, RKG does not believe the impact of the project will have any larger impact on the Public Safety budgets than what is already reflected in the per capita cost estimates; a total of 3-4 new personnel divided among all of the Town departments including Police and Fire.*⁶

This conclusion by RKG was based upon the following findings with respect to Public Safety:

- ◆ Improvements to Route 1 will reduce the number of accidents
- ◆ A large proportion of the emergency calls handled by the Fire Department are reimbursed
- ◆ The proposed project's improvements and traffic impacts are anticipated to be carefully reviewed during the site plan process

As Peer Review consultants, we undertook a case study approach to estimating the service costs of these departments. This analysis is included in the appendices as noted and involved the following:

1. An assessment of the police and fire service demands resulting from the proposed Patriot Place development and of particular tenants such as Bass Pro (Appendix 7), ESPNZone, and a medical office building;
2. An assessment of current staffing patterns compared to comparable communities (Tables 6 and 8);
3. An analysis of the types of service calls that will be demanded by the Fire Department (Appendix 1) and the Police Department (Appendix 3);
4. An assessment of the strategies which will be put in place by Patriot Place in coordination with the local Fire and Police departments to minimize the demand for staffing (Appendix 2 and 5); and
5. A more detailed assessment of the experience of Police Departments in comparable towns with servicing large retail complexes (Appendix 3).

⁶ RKG Associates, Inc., Fiscal Impact Analysis for Patriot Place, September 22, 2006, p. 23

FIRE SERVICE

The Town of Foxborough is building a new Public Safety building which will combine dispatching and facilities to house staff and equipment for both the Police and Fire Departments. This facility will be 1-2 miles from Patriot Place and will have emergency access to the site via North Street. An automatic gate operated by an Opticom system will permit the Fire trucks to directly access this rear entrance. The Department currently has a staff of 24 fire fighters to cover an engine and a second engine or ladder as well as one ambulance. The current equipment includes a ladder truck capable of serving buildings at the heights projected for Patriot Place (60 feet for the hotel and 145 feet for the entertainment/office building), and two ambulances, one of which is not staffed to operate full time. No more than two vehicles can be manned at one time.

An assessment of staffing patterns by comparable municipalities which have large retail complexes is indicated on Table 6. A review of this data indicates that the Foxborough Fire Department at 1.42 fire fighters per 1,000 residents is relatively understaffed for a community of its size given the responsibilities inherent in covering inspection, medical, traffic and fire safety conditions. The Town manages some of these costs by having one half of its fire fighters double as Advanced Life support personnel. It is also able to rely on mutual aid from neighboring towns at a disproportionate ratio of two service calls received for every one call provided in order to supplement local staff deficiencies.

The Foxborough Fire Department currently receives 2,800 calls per year. In order to project an estimate of future call activity from Patriot Place, an analysis has been undertaken of call activity generated at other comparable commercial locations as shown in Appendix 1. A review of this data indicates call ranges of between 3-5 calls per week and 7-10 calls (North Attleboro) during the holiday season⁷. The malls which were surveyed vary in size from the Shops at Long Pond in Plymouth a 437,000 sq ft. life style retail mall, to the 3-story, 1.1 million square foot Emerald Square Mall in North Attleboro. None of these facilities will have the diversity of uses, i.e., stadium, retail, restaurant, entertainment, medical office, and office uses as will be present in Foxborough.

The Foxborough Fire Department has estimated that the calls to be generated by Patriot Place will average 7 per week or a total of 365 calls/year or a 13% increase in call activity. The additional traffic on the major highways as well as Route 1 and local roads could result, as projected by the Fire Department, in an additional 130 calls/year or 2.5 calls per week when fully built out resulting in a total of up to 9.5 calls/week or in total an 18% increase in calls attributable to Patriot Place.⁸

There is not a direct correlation between an increase in the volume of calls and the amount of staffing that is required to handle these calls. The Fire Department will need to

⁷ Larry Koff & Associates, Fire Service Demand at Comparable Retail Malls, 12/29/06

⁸ Report of the Comprehensive Patriot Place Review Committee, Summary Findings Fire Department, December 07,2006.

add sufficient personnel to have an additional vehicle available to respond to calls that will be generated by this development, which amounts to 8 firefighters under current staffing patterns. It should be noted that with the additional staff the town will have a ratio of firefighters to population that is within the middle of the range for communities with comparable commercial developments.

Table 6, Fire Departments, Staffing Patterns of Comparable Communities

Mall/Town	Land Area	Fire Fighters		Stations		Commercial Uses		Number of Ambulances
		#	#/1K residents	# of Stations	Dist. to Mall	% of Tax Base C/I	Mix of uses	
Derby Street Shoppes: Hingham	22.5 sq. miles	55	2.56	3	Under 3 miles	13	Retail/ Restaurants	2
Independence Mall: Kingston	20.39 sq. miles	20	1.61	2	Across street	15	Retail/ Restaurants	2
Shoppes at Blackstone Valley: Millbury	15.73 sq. miles	5	0.36	2	2 miles	18	Retail/ Restaurants/ Theater	Private Ambulance
Emerald Square Mall: North Attleboro	19.0 sq. miles	65	2.32	3	at Mall	21	3-story Mall/ Restaurants	2
Shops at Long Pond: Plymouth	133.99 sq. miles	137	2.54	7	1.5 – 2 miles	24	Retail/ Restaurants	Private Ambulance
Premium Outlets: Wrentham	22.92 sq. miles	16	1.45	2 (Staff on-call 2 nd station)	Under 2.5 miles	16	Retail	2
Patriot Place: Foxborough	20.89 sq. miles	24 *33	1.42 *1.96	1	1-2 miles	20	Retail/ Restaurants/ Office/ Entertainment	2 (2 nd not staffed on regular basis)

Data from Foxborough Fire Department Report of the Comprehensive Patriot Place Review Committee, December 6, 2006 and various surveys by Larry Koff & Associates.

*Note: with addition of 9 staff as recommended

What are the particular uses and conditions which will drive the demand for fire service?

A review of the experience of comparable malls and discussions with the Fire Department have highlighted four factors which impact the demand for service. The first relates to the mix of uses. Second, is the demand for medical related services resulting from the presence of medical office buildings, major events with large attendance, and traffic accidents. A third factor is the need for inspection services resulting from a large

construction project. The fourth factor is the degree of coordination between the Town's public safety staff and Patriot Place security to control false alarms, traffic congestion, and public assembly activities so as to minimize the demand for Fire Department services.

1. Mix of Uses and Building Types

The proposed development program totals some 1,350,000 square feet. The mix of uses, as described in Table 1, includes a range of building types and heights and activities which will generate local and regional shoppers and spectators throughout the year, for long periods of the day, and especially weekends. Two of the buildings, including the hotel and the entertainment/office building that is to be adjacent to the stadium, are of special concern because of their height.

2. Medical Calls

Discussions with the Fire Chief Gerry McNamara and members of his staff have indicated that 70% of the 2,800 annual calls are medical related, i.e., from medical buildings, institutions, residences, accidents, and events. A relatively large generator of ambulance calls are medical office buildings, depending upon the types of medical services they provide.

Currently, for example, 7.5%- 10% of the medical emergency calls (estimated at between 150-200 calls) are to medical related buildings. Based upon the town's experience with medical buildings, it is estimated that ambulance runs to the proposed 100,000 sq ft. medical office building could easily exceed 100 calls/year (2 per week) or a 66% increase in the number of ambulance calls to medical facilities.

Accidents are another major source of medical calls. The Fire Department, as stated earlier, projects an additional 130 calls/year or 2.5 calls per week when fully built out as a result of accidents. This potential driver of Fire Department services is expected to be minimized through the proposed improvements on Route 1 and the institution of a Traffic Management Plan. This conservative estimate of accidents also includes calls for service on the adjacent highways.

Emergency medical related calls at the commercial facilities within Patriot Place; restaurants, cinema, hotel, and stores are projected to represent another 2.15 calls/week (70% of 9.5 calls=6.65-4.5 calls/week) with the balance being related to alarms and other fire department related public safety issues. This is a conservative estimate and will depend, as subsequently discussed, upon the support and cooperation of Patriot Place security.

What will be the cost of serving medical emergency calls?

The Fire Department currently responds to 2,000 EMS calls and accidents annually. The revenue generated by this activity was \$543,000 in 2006 or a receipt of \$270/call.

Projecting a total increase of 9.5 calls/week of which 70% are medical related for which the town will receive \$270/call, the town will receive in total \$93,366. Additional staffing of 8 firefighters will be required in order to provide sufficient ambulance service

to service these calls and capture this revenue. The cost of staffing is estimated at \$500,000 (Table 2), resulting in a net deficit to the town of \$400,000.

3. Inspectional Services

A major driver of service demand will be the need for inspectional services. Table 7- identifies the estimated number of hours which will be required to address the inspection process from plan review through construction and annual or quarterly reviews. These inspections are mandated by law and complement the work of the Building Department. The cost of this service, unlike the Building Department, is not covered by a separate fee structure. This work load will increase the annual work load during the first two or three years by an estimated 16 %, i.e., some 350 hours/year. After construction is completed, annual inspections will be required. Public assembly uses such as the proposed ESPNzone, the cinema, hotel and medical office building will require quarterly inspections once an occupancy permit has been issued. Annual and quarterly inspections will result in a 7-10% increase in the work load.

The Fire Department has identified the need for a Day Captain to work in the Fire Prevention Division as a Fire Prevention Captain and Special Projects Officer, to address the staffing need for this service.⁹ The need for this additional staff will be especially important over the next two-three years.

⁹ Foxorough Comprehensive Patriot Place Review Committee. Fire Department Report, December 6, 2006

Table 7, Fire Department Inspectional Services for Patriot Place Development, Full Build Proposed Development Scenario

Building	Plan Review	Fit-outs	Construction	FD Construction Supervision	Inspection/ Yr	Total Hours
Bass Pro	6 hrs	8 hrs	Contract with McGuire at \$140/hr	30 hrs	10.5	54.5
Hotel	6 hrs	8 hrs	Contract with McGuire at \$140/hr	30 hrs	10.5	54.5
ESPN Office	6 hrs	8 hrs	Contract with McGuire at \$140/hr	20 hrs	10.5	44.5
Museum/Pro Shop	6 hrs	8 hrs	Contract with McGuire at \$140/hr	10 hrs	2 hrs	26.0
Sub-total	24 hrs	32 hrs		90 hrs	34 hrs	180 hrs
Additional Retail Life style 200,000 sq. ft. Fitouts__	20 hrs	10 hrs	Contract with McGuire at \$140/hr	40 hrs	14 hrs	86 hrs
Additional Retail Big Box 250,000 sq. ft. Fitouts__	40 hrs	20 hrs	Contract with McGuire at \$140/hr	50 hrs	21 hrs	134 hrs
Restaurants 4-5 food court	20 hrs	10 hrs	Contract with McGuire at \$140/hr	30 hrs	14 hrs	76 hrs
Office 75,000 sq. ft.	10 hrs	6 hrs	Contract with McGuire at \$140/hr	12 hrs	3.5 hrs	32 hrs
Medical Office 100,000 sq. ft.	20 hrs	8 hrs	Contract with McGuire at \$140/hr	20 hrs	3.5 hrs	52 hrs
Health/ Fitness Center 25-50,000 sq. ft.	15 hrs	8 hrs	Contract with McGuire at \$140/hr	15 hrs	3.5 hrs	42 hrs
Cinema 16 screens 100,000 sq. ft.	15 hrs	8 hrs	Contract with McGuire at \$140/hr	15 hrs	14 hrs	54 hrs
Sub Total Hours	140 hrs	70 hrs		182 hrs	73.5 hrs	466 hrs
Total	164 hrs	102 hrs		272 hrs	108 hrs /yr	646 hrs

4. Coordination of service needs with Patriot Place Security

A critical factor in identifying a staffing plan are the range of service demands placed upon the department especially as additional commercial activity is developed in town. A key variable in managing Fire Department staffing needs relates to the department's

ability to coordinate and address its service needs with the variable demands of Patriot Place for such activities as false alarms, traffic accidents, and medical emergencies. Strategies to address some of these needs are indicated in Appendix 2.

These strategies have been discussed with representatives of Patriot Place. While there is agreement on many of these strategies, there is no agreement on the provision of Fire Department details and equipment during holiday seasons, special events, and major public assembly activities. Nor is there agreement on the use of a private ambulance to service the medical facility or other parts of this development.

The Site Plan review process undertaken by the Planning Board addressed a number of public safety concerns in the Conditions voted by the Planning Board on January 11, 2007. In particular, provisions have been made as noted in Paragraph 31 for the revision of the Transportation Management Plan and for the preparation of Peak Traffic Demand Traffic Management Plan. While these documents are expected to address the public safety requirements for the Police Department, they will not address those of the Fire Department.

Findings

We concur with the Fire Department's estimate that two more fire fighters per shift are needed, a total of 8 fire fighters, as well as a full time day captain for three years who will be able to undertake the increased demand for inspections. This level of staffing will be needed over time as Patriot Place development proceeds. It will provide a staffing level consistent with the need to only manage one central station located in close proximity to the town's commercial area as well as to ensure that the second ambulance is fully staffed to accommodate the large number of medical related calls. While this staffing increase is disproportionate to the increase in calls i.e., 18% increase in calls and a 38% increase in staffing, we find this is the minimal staffing level needed to provide at Full Buildout a reasonable level of coverage for emergency calls to and fire coverage of Patriot Place. Furthermore, this staffing level at 1.96 staff/1000 residents is at the mid point of staffing levels found in other comparable communities (see Table 6).

This estimate is also subject to undertaking strategies to minimize the Fire Department staffing needs as indicated on Appendix 2 including traffic management, alarm system installation and maintenance according to standards approved by the Fire Department, the management of ambulance calls to the proposed medical office building, and the stationing of a multi-purpose vehicle/Class V ambulance at Patriot Place during Holiday seasons and as needed at large retail promotions at Bass Pro and sporting events, in order to provide back-up medical and ambulance support.

Recommendations

A separate Development Agreement will be needed to ensure that the following Fire Department public safety issues will be addressed:

1. Concurrent with the preparation and annual review of a Transportation Management Plan and a Peak Traffic Demand (non-event) Traffic Management Plan, a Fire Safety

Plan needs to be prepared and adopted. This plan will address activities and equipment that will be needed to meet the public safety concerns of the Fire Department. Concerns to be addressed include training of staff for construction review, the location and design of a First Aid Station, staffing and the use of details at the expense of Patriot Place at Holiday season, special events, public assembly activities, and sporting events not under the jurisdiction of the Stadium License Agreement, the design, installation, operation and maintenance of alarms, cameras, and other safety devices, the garaging of Fire department equipment at peak times, and the use of private ambulance service for medical emergencies at the medical office building and theater, for example.

2. Patriot Place needs to work with the Town Manager and the Fire Chief to identify and carry out strategies which will minimize the need for the use of a town ambulance. Strategies to be considered include the stationing of a multi-purpose vehicle/Class V ambulance during peak times of demand and the maximum use of private ambulance service to address the unique needs of Patriot Place tenants including the Medical Office Building.
3. Patriot Place needs to meet regularly with the Town Manager, Building Inspector Town Planner, Police and Fire Chiefs to coordinate schedules for construction and store opening events, the need for paid police as well as fire details, and other town staff as appropriate. Patriot Place will endeavor to utilize paid details to the maximum extent feasible to minimize dedicated staffing of events at Patriot Place.

POLICE SERVICE

The Police Department currently has an operating staff of 24 officers. The Department receives some 15,000 calls per year of which 1,344 or 9% are located on Washington Street.¹⁰ Current staffing levels as shown on Table 8 indicate that the Town of Foxborough, with 24 officers has fewer offices per 1,000 residents than the six comparable towns with large retail complexes. Millbury, the one town with a relatively smaller police department, is not comparable to Foxborough as it has a lower level of municipal services overall, for example, a volunteer fire department and dependence on a private ambulance service.

Appendix 3 reviews the call activity at various regional malls in the area as well as those activities which result in reports. The information shown for Foxborough reports both incidents calls and those resulting in reports; information on the other towns notes only the number of reports which have been filed by major category of response. For purposes of this analysis, we will assume that 25% of all incidents result in a detailed report which often involves transport of an individual to the station.

A review of the data indicates that while the Foxborough Police Department currently has some 1,344 incident calls along Washington Street, it is likely to experience possibly as

¹⁰ Foxborough Police Department, Dispatch Analysis, 2006

much as an 80% increase in the number of calls with the full development of Patriot Place, i.e., another 1,133 incidents, which is the average of the incident calls experienced at the Wrentham Premium Outlets (700) and Emerald Square (1,566). This projection is also in line with the Police Chief's estimate of 1,200 incident calls to be generated by Patriot Place at full build-out; 500 motor vehicle, 100 theater, 100 calls to Bass Pro, 200 calls to 4 or more restaurants, and 300 to the office buildings and other related uses including the ESPNzone as well as the balance of retail uses.

The increase in calls in this specific location will necessitate the addition of a patrol dedicated to the Washington Street area so that the department can maintain its level of service to the rest of the community. One additional patrol amounts to five officers to cover all of the shifts.

What are the particular uses and conditions which will drive the demand for police service?

A review of the experience of comparable malls (Appendix 4) and discussions with the Police Department have highlighted five factors which impact the demand for service. The first relates to the mix of land uses, second, the presence of licensed liquor establishments, third, the incidence of traffic accidents, fourth, the alarm system, and fifth the degree of coordination between the town's Public Safety staff and Patriot Place Development.

1. Land Use Mix

The mix of land uses which will demand the most staffing are stadium related events followed by the cinema complex, and entertainment related activities. The town is already well experienced with Stadium related events and has in place under the Stadium License Agreement a measure of control through the Police Chief for managing these events by the assignment of paid details in cooperation with the Patriot Place Security. This arrangement does not exist outside of the License Agreement.

The cinema complex is certain to require police details on weekends, following the experience of surrounding towns.

Table 8, Police Departments, Staffing Patterns of Comparable Communities

Mall/Town	Land Area	Population	Police Department Staff	
			#	#/1,000 residents
Derby Street Shoppes: Hingham	22.5 sq. miles	21,507	48	2.3
Independence Mall: Kingston	20.39 sq. miles	12,457	24	2.0
Shoppes at Blackstone Valley: Millbury	15.73 sq. miles	13,728	19	1.4
Emerald Square Mall: North Attleboro	19.0 sq. miles	28,000	49	1.74
Shops at Long Pond: Plymouth	133.99 sq. miles	54,000	95	1.75
Premium Outlets: Wrentham	22.92 sq. miles	11,000	17	1.61
Patriot Place: Foxborough (existing/ <i>with new staffing</i>)	20.89 sq. miles	16,813	24 31	1.43 1.84

Data from Foxborough Police Department Report of the Comprehensive Patriot Place Review Committee, December 6, 2006 and various surveys by Larry Koff & Associates.

*Note: Addition of 7 more staff

The demands for policing of licensed liquor establishments will vary with the type of business establishment and the type of license which is issued. It is our assessment that liquor licenses issued in conjunction with restaurants that have limited bar seating place fewer demands on public safety.

Along Newbury and Charles Street in Boston, City and neighborhood policy has generally been to restrict new liquor licenses to establishments where alcohol is served along with a meal and where seating is required. This policy is in contrast to the North Station and Quincy Market areas where there is a concentration of taverns and pubs. The license for these establishment allows for more standing room, longer hours of operation, and does not require that a full meal be served with a beverage.

It is clearly difficult to anticipate the required level of police service. The Cinema at the Shoppes at Blackstone Valley has a liquor license but service is limited to table seating. There are far fewer problems in these situations than where alcohol is associated with open bars and minimal food servings. A report from the City of Denver on the ESPNZone at 1187 6th Street indicated only a modest number of police reports, a total of 50 annually of which 34% were alarm related, 10% disturbance and 14% EMS.¹¹

In order to minimize the use of department staff for policing businesses which will be generating public safety issues, the Police Chief has recommended that the Town adopt a bylaw similar to that in Malden for requiring paid police details at public events, whether or not an admission fee is charged and where alcohol is served.

¹¹ Denver Police Department, Premise History 1187 16th Street, 2006.

2. Traffic Control

Numerous discussions with Police Chiefs as well as mall managers have highlighted the importance of traffic control. This issue can consume an inordinate amount of staff. The Police Chief in Wrentham estimates that the Premium Outlets pays some \$100,000 annually in police details and \$17,000 in cruiser rentals.

The Foxborough Police Department already handles an unusually large number of motor vehicle related calls. Using a rule of thumb that 25% of incidents create a report, one might assume, projecting from the experience of the Emerald Square Mall, that there could be close to a doubling of motor vehicle incidents. This estimate, supported by the local Police Chief, is also based upon the projections for increased traffic, a doubling of average weekday traffic and on Saturday traffic projections at about one half that of a sold out NFL event.

While the parking and circulation plan can be adapted to some changes from expected traffic flows, we do not believe that the range of potential traffic generated to the site has been adequately understood or planned for. As noted in Appendix 6 and 7, By Bass Pro's own statements, this store alone may draw up to 30,000 trips a day for weekend events which occur regularly. This projection is significantly at variance with the average daily traffic projections of 12,000 cars on Saturdays utilized by Vanasse & Associates in their report.¹² In addition, the other retail and entertainment uses together with sporting events are projected to generate around 45,000 trips on Saturdays; this could be close to or exceed the traffic projected for a peak NFL event. Vanasse & Associates needs to show that total trips on Saturday will not equal or exceed the number of trips projected for Sunday with a peak NFL event.

Given a possible range of between 12,000-30,000 trips on Saturdays to access Bass Pro, and deficiencies in the design of the P6 and P9 intersection and driveways, the transportation consultant to the Planning Board has concluded that there are unresolved concerns about how the site will operate under peak conditions.¹³ We concur that there is not sufficient understanding of the scale of traffic that will be generated by this facility and therefore the level of traffic management that will be needed by the Foxborough Police department.

The local Police Chief will have the responsibility to address unplanned public safety issues as the State Police are undermanned to manage Route 1 traffic problems. For the purposes of this analysis we have assumed that the Foxborough Police Chief will be able to address the projected problems through the adoption of a Traffic Management Plan as stipulated in the conditions for Site Plan approval and the use of paid police details.¹⁴

¹² Vanasse & Associates, Site Plan Approval, Patriot Place Mixed Use Project, June 2,006, volume 1 Table 7-5 Traffic volume Comparison Patriot Place vs. May 2000 SEIR (Including Stadium Related Traffic

¹³ Appendix 7, Bob Brooks, PB Sports, Site Plan Review memo to the Planning Board, January 11,2007

¹⁴ Vanasse & Associates, Site Plan Approval, Patriot Place Mixed Use Project, June 2,006, volume 1 Table 7-Traffic volume Comparison Patriot Place vs. May 2000 SEIR (Including Stadium Related Traffic)

Neither the transportation consultant to the Planning Board, the Police or Fire Chief are convinced at this time that the Traffic Management Plan process under the control of the Planning Board will ensure the Town the same level of control over public safety issues as it has with the Stadium License Agreement.

3. Alarm systems

The alarm system is often a cause, especially during the opening period of the commercial uses, for Fire and Police activity. This demand for service is assumed to be minimized due to the projected involvement of Patriot Place security as well as the anticipated design and installation of state of the art wireless alarm systems which will be tied into the new Public Safety Complex.

4. Coordination with Patriot Place Security

The last variable which will impact the need for Foxborough police staffing on site has to do with inter-departmental cooperation between the Police Department and Patriot Place Security. Discussions have taken place with respect to the location of a holding room, the installation of a camera system, the sharing of a radio frequency to allow communication between the departments, and the assumption, where possible, by Patriot Place Security, of in-store security thus ensuring high standards to control theft and credit card fraud, two problems which could consume substantial staff time. As indicated by the overview of police incidents in Appendix 3, the Department currently spends a minimal amount of time on Washington Street dealing with shoplifting and larceny. The Police Chief has estimated that he will experience a total of 700 calls/year, i.e., 100 calls (25 reports) at Bass Pro, 200 calls (50 reports) at the retail malls both North and South Plaza, 200 calls (50 reports) at the restaurants, 100 calls (25 reports) at the office buildings, and 100 calls (25 reports) at the theater. An Additional 500 calls (125 reports) will be in response to problems along Washington Street.

The Hingham Police Department broke down the types of call incidents at the Derby Street Life Style Mall into categories which are informative as to the type of police work which could be involved at Patriot Place's retail malls¹⁵. Of the total of 970 incident calls, almost one half or 446 were for Community Policing, i.e., walk-throughs of businesses as well as security education and instruction. One would expect that this activity will be carried out by the security force at Patriot Place. The next largest number of incidents, 423, were for "Other", i.e., all other calls for service including alarms, non-investigated MV crashes, medical aids, and general requests for police, and motor vehicle. Again, one would expect that the Patriot Place Security would handle the vast majority of these calls. The major remaining 101 incidents were call activities for larceny and shoplifting, and disturbance. Utilizing a rule of thumb of 1 report accounting for 4 calls, we estimate that the Police department could minimize its staffing with the support of Patriot Place Security to limit the number of calls to a maximum of 600 calls, i.e., approximately 250 reports.

Findings

Taking all of the above factors into account, we concur with the Police Department's estimate that at the time of full buildout 5 police positions and a car will be needed to

¹⁵ Hingham Police Department, Derby Street Shoppes, Calls for Service 2006

properly manage the range of projected activities at Patriot Place while maintaining a similar level of response for the rest of the town. In addition, we conclude that two supervisory personnel, an investigative officer and supervisor, as recommended by the Police Chief, are needed. This level of staffing would place the town at a level comparable to the Towns of North Attleborough and Plymouth and at a ratio of 1.8 officers/1000 residents; a standard for New England towns of similar size¹⁶.

Recommendations

The support of Patriot Place Security will be essential in minimizing the need for additional supervisory staff. This conclusion is based upon the following assumptions:

1. Patriot Place Security will play a lead role in managing what the Hingham Police Department refers to as “Community Policing” responsibilities and that they will in addition manage to the largest extent possible in store security for Patriot Place tenants.
2. The Foxborough Police Chief needs to be assured that that there is a clear line of authority to require at his discretion the use of paid details as needed to manage Route 1 traffic.
3. Authority comparable to the Malden bylaw for paid Police Details at the discretion of the Police Chief will be needed to address the public safety concerns of all special event, public assembly, and entertainment venues including all those with liquor licenses.
4. The authority to establish Paid Police Details on weekends at the cinema will be needed.

INDIRECT/SECONDARY IMPACTS

Of the estimated 3,039 jobs that will be generated by this development, over 2/3 are relatively low income retail/service jobs, based on a projection of the average wages for all types of occupations associated with each of the commercial uses proposed for this development (see following table). Jobs at this income range are unlikely to generate a large influx of new households, as they will typically be second sources of incomes for people already living within the region, or they will attract workers who take multiple jobs. Managerial and professional jobs offering salaries in the \$80,000+ range represent 17% of the projected employment. These jobs are more likely to attract new households to live in Foxborough and surrounding towns.¹⁷

¹⁶ Report of the Comprehensive Patriot Place Review Committee, Summary findings Police Department, December 07,2006

¹⁷ An assumption was made that 25% of lowest income bracket employees would represent new households in the region, 50% of then next lowest income bracket, 75% of the moderate income bracket, and 90% of the highest income bracket would represent new households. The remainder of the employees are expected to be second income earners, to hold multiple jobs, or to share housing.

Table 9, Demographic Influx Projections

	Employees	%	Total Households	New Foxborough Households
\$20,000-\$40,000	2,174	72%	544	109
\$40,000 - \$60,000	235	8%	118	24
\$60,000 - \$80,000	380	13%	285	57
\$80,000+	247	8%	242	48
Total	3,039	100%	1,189	238

According to the 2000 US Census, 23% of workers in the Boston region live within a 15 minute ride of their workplace. At the same time, the Census data indicates that 18% of jobs in Foxborough are held by people who live in the town. Based on these figures, an assumption that 20% of Patriot Place employee households would choose to move in to Foxborough results in the figures shown in the final column on Table 9.

Housing Market

Only those in the highest income bracket (earning more than \$80,000 per year) can afford most market-rate single family homes in Foxborough (ranging from \$350,000 and up). Those earning \$60,000 to \$80,000, can afford more moderately priced homes and condominiums, which are in more limited supply, but are nevertheless available. Over the past decade the town has experienced a rate of construction of 40 new homes per year in the market-rate price range, while a total of 250-300 or more homes per year (in all price ranges) have changed hands. Given the number of Patriot Place employees projected to seek market rate housing in Foxborough, the town should be able to absorb these households well within the average rate of turnover and growth, without placing pressure on the housing market or municipal services.

Of greater concern are the lower income Patriot Place employees who would seek housing in town. Those with household incomes of less than \$60,000 are unlikely to be able to find housing that they can afford in Foxborough. These projections indicate a need for approximately 130 units of subsidized affordable housing that might be provided through programs such as Chapter 40B, however these housing programs may still be out of reach for households in the lowest income bracket.

School Children

According to the 2000 US Census, there was an average of 0.68 children under the age of 18 per household. If the potential new households generated by Patriot Place have a similar demographic profile, they may bring around 120 to 160 new school-aged children. However, since the projected new households fall well within the typical turnover rate for housing within the town, it is likely that these figures will fall within typical migration rates that the school department has experienced in recent years and may have projected for the near future.

Other Secondary Impacts: Downtown

The Town of Foxborough has long been concerned with the condition of the Town Center's commercial district. The mix of uses, vacancies, and condition of properties impact resident's perceptions of the town. While the streets and sidewalks are being upgraded and a new CVS developed, there is ongoing concern that the development of 600,000 sq ft of retail space and 700,000 square feet of commercial space may accelerate the decline of the town center's commercial district.

A visual drive-by survey of the Town center indicates that the businesses are a mix of neighborhood and regional service, office and retail establishments. By contrast, the mix of businesses at Patriot Place will be much larger, auto oriented commercial and retail establishments. There is very little likelihood that a business currently located in the Town Center would relocate to Patriot Place.

In the short term, it is possible that the economic potential for commercial activity in the Town Center will be retarded by the competition of new commercial uses at the Mall. The expectation in the mid-long term, on the other hand, would be that Town Center businesses would benefit from the increased traffic and flow of local visitors at Patriot Place and the addition of cross traffic between the Premium Mall in Wrentham and Patriot Place.

**APPENDIX A-1
FIRE AND POLICE SERVICE AT COMPARABLE RETAIL MALLS
Fire Service Demand**

Mall/Town	Description	Fire Service			Traffic Accidents	Ambulance Service
		Distance from Station to Mall	Average calls/week and Thanksgiving/Christmas calls/week	Inspections		
Derby Street Shoppes: Hingham	400,000 sq. ft. retail/commercial 5 restaurants, 3 with Alcohol Life style center one story, front door emergency services	- 3 miles	3-4 5% of call activity	10% of time for 2 years during plan review, construction, opening.		
Independence Mall: Kingston	765,000- sf 100 stores Single story mall Food court, 2 restaurants	Sub Station across street	2-3/wk 2-3/wk	Deputy does inspection (might take equivalent of one week)	Not many	99% of calls need fire truck/ambulance (ALS)
Shoppes at Blackstone Valley: Millbury	800,000 sf Life Style and Big Box Areas 59 stores, 5 restaurants Front door emergency services	2 miles	2-3/wk 1/wk (mostly fire alarms)	Once a year 15 minutes small store; 1 hour a large store	Minor, mostly Police detail; no ambulance service	Private ambulance service ALS and BLS 9 of 10 calls ALS not many medical calls

Mall/ Town	Description	Fire Service				
		Distance from Station to Mall	Average call/week and Thanksgiving/Christmas calls/week	Inspection	Traffic Accidents	Ambulance Service
Emerald Square Mall North Attleboro	1,1 m sq. ft 3 story mall with food court 2942 employees 28,500 daily shoppers 50,000 shoppers at peak holiday stay 37 minutes 4050 pkg spaces	At Mall	3-5 7-10 Thanksgiving-Christmas 75% of emergency calls are medical	Want Full Time Inspector 20 hours/wk	Fire and ambulance respond to calls; two responders on each vehicle; once every other day	75% of emergency calls are medical
Shops at Long Pond: Plymouth	435,700 sq. ft life style shopping plus big box shopping in area 3 major restaurants	1.5- 2 miles	1-2/wk slight increase during holiday (60/yr) 60% of calls medical	Annual, would like twice a year	Includes traffic accidents	Dedicated ALS Private Ambulance Contract service 90% of Emergency medical require an ambulance Fire Truck and ambulance respond
Premium Outlets: Wrentham	672,500 sq. ft. 170 stores at grade 3.3 million autos/yr 13,000-18,000 vehicles/day (70 mile radius, stay 2-3 hrs) 3,400 spaces	-2.5 miles	3-4/ wk 3-4/wk (2/3 are medical; 1/3 fire-mostly alarm) Peak seasons Oct to Christmas (2 ff on contract at mall), Memorial Day -Labor Day	Wireless Fire alarm boxes	Fire and ambulance respond additional 1/wk to Rt 1-A Assume 2 lanes, 1200 cars/hr.	½ of staff are ALS; no ALS on fire truck Have two ambulances

**APPENDIX A-2
STRATEGIES TO REDUCE FIRE DEPARTMENT RESPONSES AT PATRIOT PLACE**

Strategies to Reduce Fire Department Responses	False Alarms	Medical Emergency Calls	Traffic Accidents	Inspections	Fire Alarms
Alarm System installation, notification, maintenance in conformance with local regulations					
Radios that include frequency with PP Security and Police Dept.					
Attack Pumper garaged and 2 FF stationed at Mall during Holiday Season					
Back-up Private Ambulance Service for Peak Holiday Times					
Improved Traffic Flow-left turn and storage lanes along Rt. 1 and in facility					
Clear access for ladder truck to reach hi rise buildings					
Holding Area with First Aid Station					
More frequent inspections at Public Assembly areas: Cinema, Bass Pro, ESPN, Hotel, restaurants					
Coordination with on site security					

APPENDIX A-3

POLICE CALLS AT REGIONAL MALLS: OVERVIEW OF INCIDENTS AND REPORT TOTALS

Note: **Incidents** are calls to Police Department; no report filed

Reports are actions by field officer which result in a report

Mall Name/ Location	Totals		Total Reports					Total Reports/ Day	Total Incidents/ Day	Reports % of Incidents
	Incidents	Reports	Motor Vehicle	Larceny/ B& E	Shoplifting	Disturbance	Other			
Emerald Square North Attleboro 2005	1566	340	125	65	59	26	65	1	4/day	22%
Premium Outlets Wrentham 2006	700	177	43	84		14	36	Every other	2/day	25%
Independence Mall Kingston 2006	900	218	50	50	50		68 (50 alarm)	Every other	3-4/day	24%
Derby Village Hingham	970	140	39	77		24		.40	3/day	15%
Route 1 Foxborough	1344		579 (Incidents)	20 (Incidents)		46 (Incidents)	216 (Incidents)		3.7	

(1) Police Chief Michael Gould, North Attleborough, Massachusetts

(2) Police Chief Joseph E. Collamati, Wrentham, Massachusetts

(3) Police Chief Joseph Robello, Kingston, Massachusetts generalized estimates of reports

(4) Police Chief Steven Carlson, Hingham, Massachusetts

**APPENDIX A-4
POLICE SERVICE AT MALLS**

Mall/Town	Description	Traffic Accidents	Ambulance Service	Police Services
Derby Street Shoppes: Hingham	400,000 sq. ft. retail/commercial 5 restaurants, 3 with Alcohol Life style center one story, front door emergency services			No increase in staffing
Independence Mall: Kingston	765,000- sf 100 stores Single story mall Food court, 2 restaurants	Not many	99% of calls need fire truck/ambulance (ALS)	3-4 incidents/day; reports one every other day covering motor vehicle, shoplifting, larceny 3-6% increase in activity
Shoppes at Blackstone Valley: Millbury	800,000 sf Life Style and Big Box Areas 59 stores, 5 restaurants Front door emergency services	Minor, mostly Police detail; no ambulance service	Private ambulance service ALS and BLS 9 of 10 calls ALS not many medical calls	Officer in charge can call in another detail officer at cost to mall. At theater two officers; one in another out on weekends at cost to theater and mall Theater a big problem with kids hanging out. Police calls one/shift every day
Emerald Square Mall: North Attleboro	1.1 m sq. ft. 3 story mall with food court 2942 employees 28,500 daily shoppers50,000 shoppers at peak season stay 37 minutes 4050 pkg spaces	Fire and ambulance respond to calls Traffic is major concern Holiday season detail of 8-12 officers	Easy access from garage entrance to mall level elevator	Total of 1,566 unique incidents from December 12, 2005 to November 17, 2006 or 4.6 incidents/day. (10 % of work load) Reports (22% of incidents) or 1/day include Motor Vehicle Accidents of various types: 125 Shoplifting: 59 Larceny: 65 Vehicle: 10 Other: 55 Disturbance: 26 Police detail on Friday night-cinema

Mall/Town	Description	Traffic Accidents	Ambulance Service	Police Services
Shops at Long Pond: Plymouth	435,700 sq. ft life style shopping plus bog box shopping in area 3 major restaurants and big box	Call number/week Includes traffic accidents	Dedicated ALS Private Ambulance Contract service 90% of Emergency medical require an ambulance Fire Truck and ambulance respond	10-12 calls/week 30%40% shoplifting 60% motor vehicle
Premium Outlets: Wrentham	672,500 sq. ft. 170 stores at grade 3.3 million autos/yr 13,000- 18,000 vehicles/day (70 mile radius), stay 2-3 hrs 3,400 spaces	Fire and ambulance respond additional 1/wk to Rt 1-A Assume 2 lanes, 1200 cars/hr.	½ of staff are ALS; no ALS on fire truck Have two ambulances	Pay as you go police detail agreement with town. @50 weekends of year a paid detail at center-Saturday-Sunday. 85% of 911 calls are police related. 700 calls, i.e., 10% of total dept volume. 15 reports/mo. traffic, alarms, Shoplifting major problems- some stores handle this on own

**APPENDIX A-5
STRATEGIES TO REDUCE POLICE CALL VOLUME**

Major generators of police staffing: Bass Pro, ESPNZone, Hotel, Cinema

Strategies to Reduce Unique Incidents	Motor Vehicles	Larceny	Shoplifting	Disturbance	Medical/Fire	Alarm/bldg check	Total
Improved Traffic Flow at P-9 to serve Bass Pro: left turn lanes along Rt. 1, and storage capacity into facility							
Ease of access into and out of parking lots; minimal cross traffic and sufficient lane storage							
Police Details on demand; traffic control on public roads AND WITHIN mall roadways at discretion of Police Chief							
Traffic monitoring of Route 1 from Remote site to Police department							
On Site Cameras							
Alarm System installation, notification, maintenance re. local regulations							
Cinema Detail inside and out at discretion of Police Chief							
In-Store Security							
Police Requirement for Security Details at clubs (Malden Bylaw Appendix 2)							
Radios that include frequency with PP Security and Police Dept.							
Holding Area including first aid station							

APPENDIX A-6
TRAFFIC/VISITOR PROJECTIONS FOR BASS PRO

Alternative Sources for Traffic Projections	Avg Daily/ Peak Hour	Saturday/ Peak Hour	Special Event/ Peak Day/ Hour
Sporting Goods (ITE)*	9,218 854	12,412 1,175	
Specialty Retail (ITE)**	9,500 617		
Based on dedicated parking spaces (1,000) 2-3 hour stay***	8,000-12,000 visitors 4,000-6,000 cars 8,000- 12,000 trips 800-1,200 pk hour trips		
Based on Fire Occupancy of 4,000 3-4 hour stay***			12,000-16,000 visitors 6,000-8,000 cars (12,000-16,000 trips) 1,200-1,600 pk hour trips
Bass Pro anecdotal experience* (3 million visitors/year)	8,200 (avg over 365 days)		30,000 visitors (30,000 trips) 3,000 pk hour trips

* Annual and peak day projections for Bass Pro provided by Larry Whiteley, Director of Corporate Relations, Bass Pro, Springfield, MO and related newspaper accounts.

** Average daily and peak hour derived by applying the factors for “specialty retail” in proportion to the traffic report projections

*** Larry Koff & Associates

Assumptions:

- With vehicle occupancy of 2 persons, each car accounting for 2 trips, the number of trips equals the number of visitors.
- A turnover rate of 3-4 hours per vehicle over a 12 hour day.
- 10% of daily trips take place during the peak hour

APPENDIX A-7
COMPARISON OF BASS PRO TO WRENTHEM PREMIUM OUTLETS

Location	Retail Space	Parking	Distance	Average Stay	Annual Visitors	Average Vehicles/Day	Peak Vehicles Day (Saturday)	Peak Hour vehicles (Saturday)	Pass By Trips (Saturday)
Wrentham Premium Outlets	672,000 sq. ft. 170 stores	3,400 spaces	70 miles	2-3 hours*	3.3 million*	6,000-9,000 vehicles or 12,000-18,000 trips*	14,000-18,000 vehicles or 28,000-36,000 trips*		
Bass Pro Shop**	165,000 sq. ft. store and restaurant	1,000 spaces	150 miles	3-4 hours	3 million	6,000-8,000 vehicles/day (12,000-16,000 trips)	30,000 visitors, 15,000 vehicles and 30,000 trips	1,200-3,000 trips	
Bass Pro Shop***						9,218 trips	12,424 trips	1,175 trips on Saturday 250 trips on Sunday	Assume 25% total of Route 1 traffic to be added (Premium Outlets) Saturday 1,014 Sunday 320

References:

* Police Chief Joseph E. Collamati , Wrentham

** Larry Koff & Associates

*** Vanasse & Associates Traffic Impact and Access Study, Volume I, Table 7-4, June, 2006

APPENDIX A-8

TRANSPORTATION CONSULTANT'S JANUARY 11, 2007 MEMO TO THE PLANNING BOARD

01/22/2007 15:18

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TOWN OF FOXBOROUGH

PAGE 02/03



Memorandum

PB Americas, Inc.
75 Arlington Street
Boston, MA. 02116

To: Mark Resnick, Tom Donald
From: Bob Brooks
Date: January 11, 2007
Subject: Patriots Place Review of the January 9, 2007 Submittal
Cc: A. Boyd

SITE PLAN REVIEW

At the January 9, 2007 Planning Board Meeting, the Applicant submitted to the Planning Board a "final" set of plans that we understand are to be signed by the Board and part of the approved documents.

We have reviewed the plans and find that out of the sixty-seven (67) plan sheets that reflect the site design, only two (2) plan sheets, the South Area Layout Plan and the North Area Layout plan, both dated January 5, 2007, represent the revised site design concepts that were agreed to by the Applicant. The remaining sixty-five (65) sheets out of sixty-seven (67) sheets in the plan set show the previously submitted north development walkway layout that has been revised and the previously submitted south development Bass Pro location and entry drive layout that has been revised. The plan submittal should be considered and referenced as "concept" plans, not final plans.

At present we still have concerns over how the site will operate during peak shopping days.

1. The P6 site entry driveway has a very short weave area for vehicles entering the site. Although the Applicant has indicated that "signage" will mitigate any confusion, we have not seen the sign package that will be submitted to Mass Highway for approval. Therefore, we cannot comment on the adequacy of the signage to mitigate the potential site impacts.
2. The volume of traffic traveling southbound along Route 1, desiring to go to the south development area, requires more than one left turn lane of traffic. The Applicant has distributed this southbound left turn volume between the P6 and P9 driveways. At the P9 driveway, the southbound Route 1 left turn into the site contains only one left turn lane of traffic. We recommend that a Southbound double left turn lane into the site is required at this location, which will reduce the potential weave issues and traffic congestion at the P6 driveway. In order to construct a Route 1 Southbound double left turn lane at the P9 driveway, Route 1 would have to be widened on the east (site) side of Route 1 and the right-of-way/property line would have to be adjusted. We understand that the Applicant does not own the property just south of the P9 driveway, therefore the State would have to acquire the property by eminent domain in order to redesign the P9 entrance. If congestion at the P6 and/or P9 driveways is excessive, an effort should be made by the State, Town and the Applicant to acquire such property in order to reconstruct the intersection and improve public safety.



Memorandum

3. Currently, events at the site require a permit, and there is an excellent procedure in place for the Site Security to coordinate with state and local Town of Foxborough Public Safety Officials. We have identified the need to have a Traffic Management Plan for peak shopping days and the Applicant has agreed to develop such a plan. The Peak Shopping Day Transportation Management Plan has not been submitted for review.

We have not reviewed or come to concurrence with the Applicant on the specifics of the following site elements:

- a) On-site Signage
- b) Off-site Signage
- c) Landscaping

REVIEW OF THE LOCAL ROADWAY IMPROVEMENTS

We have reviewed the local roadway improvements proposed by the Applicant and have the following comments:

The proposed traffic calming improvements should be considered only conceptual in nature and may not reflect the actual improvement or improvements that will be constructed at each location. There are many types of traffic calming designs that must be considered. The selection of the final engineering and safety improvement should be based on actual field conditions, safety to the traveling public and not solely be determined by the lowest cost to construct.

APPENDIX 9
INTERVIEWS AND REFERENCE MATERIALS
LARRY KOFF & ASSOCIATES

Interviews

- Randy Scollins, Finance Director
- Edward O’Leary, Police Chief
- Gerald McNamara, Sr., Fire Chief
- George Young, Board of Health
- Robert Swanson, Superintendent, Public Works/Highway
- Leo Potter, Water and Sewer
- Marc Resnick, Planning Director
- Mike Capron, Assessor
- Bill Casbarra, Building Department
- Dan Krantz Director of Site Development, NPP Development LLC
- Marc Briggs, Directory of Security, Gillette Stadium
- Joseph E. Collamati, Police Chief, Town of Wrentham
- Lt. Jeff Stuart, State Police Foxborough Barracks

Reference Materials

RKG Associates, Inc. Fiscal Impacts Analysis for Patriot Place, September 2006

Comprehensive Patriot Place Review Committee, Report, December, 2006

Board of Selectmen subcommittee on Patriot Place, Subcommittee meetings minutes and Final Report, September 12, 2006

Randy Scollins, Comments on RKG Fiscal Impact Analysis for Patriot Place, October 3, 2006

Foxborough Police Department, Patriot Place Power Point Presentation