



## INVESTING IN DANVILLE 2023

### INTRODUCTION

In November of 2020, Danville voters approved a plan to develop a resort casino in the former Dan River Mills industrial complex located at the Schoolfield property. Caesars Entertainment – the casino developer and operator projected that the casino would generate \$138.4 million for the City of Danville over a six-year period. The development of the new casino presented Danville with an opportunity to use additional revenues to fund strategic investments throughout the City.

The agreement committed a one-time upfront payment of \$20 million to the City in 2020. After about two years of building the casino, the City was projected by Caesar’s Entertainment to receive annual recurring revenue ranging from between \$15.1 and \$34.0 million from 2023 through 2026. Additionally, the City would receive additional revenues from business licenses, real estate, hotel/motel, meals, sales, and business personal property taxes.

#### ***Original Overview of Projected Casino Revenues by Year***

	2020	2021	2022	2023	2024	2025	2026
<b>Original Timeline</b>	<i>Casino Referendum Passes</i>	<i>Build Casino</i>	<i>Build Casino</i>	<i>Year 1 of Casino Operation</i>	<i>Year 2 of Casino Operation</i>	<i>Year 3 of Casino Operation</i>	<i>Year 4 of Casino Operation</i>
<b>One-time Casino Revenue</b>	\$20.0 million	\$0	\$0	\$0	\$0	\$0	\$0
<b>Recurring Casino Revenue (up to)</b>	\$0	\$0	\$0	\$15.1 million	\$30.3 million	\$34.8 million	\$38.2 million

To help the City identify potential investments for the additional revenue, the City of Danville engaged PFM in 2020. PFM worked with the City to develop a process to identify projects that would make positive impacts throughout Danville communities. The Investing in Danville Plan emphasized community engagement and built in several steps to obtain public input. PFM conducted multiple meetings with City leadership, held three town hall meetings open to the public, and conducted a public survey to garner the input of Danville residents.

As part of the process, the Citizen Advisory Committee was created to provide additional input on the format of public townhall meetings and the content of the public survey. After reviewing responses from the survey, members of the Citizen Advisory Committee provided additional feedback on potential investments and helped to identify investment priorities for the City. The Committee was made up of individuals with a variety of different backgrounds to provide unique perspectives within the process. Members of the Citizen Advisory Committee included leaders from the City, the local business community, and nonprofit organizations in the area.



2020 Citizen Advisory Committee Members	
<b>Ann Stratton</b> , Executive Director, Smart Beginnings Danville-Pittsylvania	<b>Kenny Lewis</b> , Executive Director, Danville Church-Based Tutorial Program
<b>Crystal Cobbs</b> , Chairwoman, Danville Public Schools	<b>Kristin Barker</b> , Founder, Center for Pediatric Therapies and Building Blocks Center for Children with Autism
<b>Frank Wickers</b> , Executive Director, Danville Church-Based Tutorial Program	<b>Paul Liepe</b> , Executive Director, Friends of the Old West End
<b>Greg Hairston</b> , Attorney and Counselor at Law	<b>Matt Switick</b> , Owner, Cottontail Weddings & Events
<b>Joy Wood</b> , Branch Manager, Movement Mortgage LLC	<b>Porchia Russell</b> , George Washington High School
<b>Sheila Williamson-Branch</b> , City Treasurer, City of Danville	

PFM recognized the importance of equity as a key consideration to guide the decision-making process. Prioritizing investments that support vulnerable communities could combat the impacts of historical inequities.

To help identify where inequities exist, PFM conducted an equity mapping exercise utilizing U.S. Census Bureau data. PFM identified areas within that city that had lower socioeconomic status, educational attainment and less access to quality housing, health and economic opportunity. Within Danville, many of these inequities affected neighborhoods where residents were majority Black. PFM recommended that the City develop an approach that concentrated investment within these areas.

Drawing from the input of residents, the Citizen Advisory Committee, and city leadership, PFM completed the Investing in Danville: A Public Driven Plan Memo in December of 2020. Within the memo, PFM provided a brief description and cost estimates for all potential investments developed in the Investing in Danville Plan. The memo outlines eight investment areas to organize potential investment options. These eight areas were:

- ◆ City Infrastructure
- ◆ Public Education
- ◆ Economic Opportunity
- ◆ Long-Term Financial Stability
- ◆ Quality of Life
- ◆ Quality of Housing
- ◆ Public Safety
- ◆ Community Health

Since 2020, there have been several changes that have impacted the initial plan. In 2021, Danville received \$29,142,851 in funding from the American Rescue Plan (ARPA). ARPA provided local governments with funding to respond to the economic and public health impacts of COVID-19.



These funds could be spent toward a wide range of projects, including paying essential workers; investments in infrastructure; and providing assistance to households, small businesses, or nonprofits. The City invested much of its ARPA dollars toward investments identified in the Investing in Danville Plan. The following projects were completed with the use of ARPA, Casino, and State funding. Also, Danville citizens approved a one percent local option sales tax for school construction and renovation.

### ***Completed Projects by Funding Source***

Project	Funding Source	Budgeted Expenditures
Police Headquarters	Casino	\$5,000,000
Premium Pay - Essential City Staff	ARPA	\$3,267,781
COVID Mitigation	ARPA	\$1,057,497
Remote Working Infrastructure	ARPA	\$729,940
Real Time Crime Center	State Funds	\$700,000
Solid Waste Trucks	ARPA	\$632,000
Danville Life Saving Crew Assistance	ARPA	\$186,746

Since the completion of the 2020 Investing in Danville Plan, there were also changes to the timeline for construction and opening of the casino. Initially, the casino was expected to fully open in 2023. In the new timeline, the temporary casino opened in May of 2023, with the fully completed casino set to open in 2024. These changes in operations impact the projected revenue from the casino. A temporary casino was opened in May 2023 and generated about \$2.6 million in gaming and supplemental revenue in Fiscal Year 2023. From 2024 through 2030, the City is expected to receive annual recurring revenue ranging from \$13.0 and \$39.0 million. The actual value that the City receives is dependent on the revenue the casino generates.

### ***New Casino Timeline with Updated Revenue Projections***

	2020	2021	2022	2023	2024 (projected)	2025 (projected)	2026 (projected)	2027 (projected)	2028 (projected)
<b>Original Timeline</b>	Casino Referendum Passes	Build Casino	Build Casino	Year 1 of Casino Operation	Year 2 of Casino Operation	Year 3 of Casino Operation	Year 4 of Casino Operation	Year 5 of Casino Operation	Year 6 of Casino Operation
<b>Current Timeline</b>	Casino Referendum Passes	Build Casino	Build Casino	Open Temporary Casino in May 2023	Opening of Casino end of CY 2024	Year 1 of Casino Operation	Year 2 of Casino Operation	Year 3 of Casino Operation	Year 3 of Casino Operation
<b>One-time Casino Revenue</b>	\$20.0 million	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0



	2020	2021	2022	2023	2024 (projected)	2025 (projected)	2026 (projected)	2027 (projected)	2028 (projected)
<b>Recurring Casino Revenue (up to)</b>	\$0	\$0	\$0	\$1.0 million	\$13.0 million	\$26.0 million	\$39.0 million	\$39.0 million	\$39.0 million
<b>ARPA Revenue</b>	\$0	\$29.2 million	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Casino Related Tax Revenue</b>	\$45.5 million	\$49.9 million	\$52.9 million	\$56.9 million	\$59.5 million	\$61.6 million	\$65.1 million	\$68.9 million	\$73.1 million

## 2023 Investing in Danville Plan

PFM was reengaged by the City of Danville in May 2023 to make updates to the initial investing in Danville plan. Since the City has either completed or started many of the investments initially identified in the 2020 Investing in Danville plan, PFM conducted a similar process to evaluate the 2020 investment plan and identify and prioritize new potential investments given the changes in the City's priorities and the operational timeline of the casino.

Through discussion with department leaders, city leadership, and the Citizen Advisory Committee, PFM sought to answer the following questions.

- Are the focus areas previously identified in the 2020 Investing in Danville Plan still relevant to address the needs of residents?
- How have priorities changed since 2020?
- What are the new goals and priorities for the City?

PFM started this process by reviewing the status of all the projects from the initial Investing in Danville Plan. PFM met with the City Manager, Police Chief, Director of Parks and Recreation, Director of Economic Development and Tourism, and Superintendent to confirm the status of projects, discuss which projects should be continued or expanded, and start identifying new potential investments. The table below indicates the status of all projects that were started from the 2020 Investing in Danville Plan, indicates how the project was funded, and also shows the budgeted expenditures for each project. The table also indicates the status of each project.

### 2020 Projects by Funding Source

Project	Project Status	Funding Source	Total Budgeted Expenditures
Housing Efforts/Secure Neighborhoods	Continue/Expand	ARPA	\$3,503,918
Economic Development - White Mill	Continue/Expand	ARPA	\$2,250,000
Stormwater Projects	In Progress	ARPA	\$2,839,017
Public Building Improvements	In Progress	ARPA	\$1,000,000



Project	Project Status	Funding Source	Total Budgeted Expenditures
Utility Assistance Program	Continue/Expand	ARPA	\$1,000,000
DRHA Support	In Progress	ARPA	\$700,000
Youth/Gang Prevention Efforts	Continue/Expand	ARPA	\$600,000
Energy Efficiency Program for Utility Customers	In Progress	ARPA	\$515,629
Parks & Recreation Improvements	Continue/Expand	ARPA	\$300,000
Economic Development Small Business Support	In Progress	ARPA	\$300,000
Economic Development Tourism Support	In Progress	ARPA	\$300,000
River District Development	In Progress	ARPA	\$600,000
Police Headquarters	Completed	ARPA	\$200,000
Tourism Program	In Progress	ARPA	\$2,506,000
White Mill Development	In Progress	ARPA	\$100,000
Schools Capital Projects	In Progress	ARPA	\$250,000
Economic Development Incentives	In Progress	ARPA	\$567,000
Parks & Recreation Facilities/Trails	Continue/Expand	ARPA	\$1,600,000
Public Safety Equipment	In Progress	Casino	\$4,732,996
Public Building Improvements	In Progress	Casino	\$2,000,000
Youth Internship Program	Continue/Expand	Casino	\$300,000
River District Improvements	In Progress	Casino	\$1,407,207

In addition to the list of projects from the 2020 Investing in Danville Plan that the City has started, there are also projects from the 2020 Plan that the City has not started but remain priorities for investment. They are listed below:

***2020 Investing in Danville Projects Not Yet Started***

Project	Annual Projected Cost
K-3 Literacy Programs	\$2.1 million
Improve Education Outcomes: Community Schools	TBD*
Universal Pre-K	\$3.3 million



Project	Annual Projected Cost
Fund DCC for DPS High School Graduates	\$6.6 million
Investment in Neighborhood Parks	\$2.0 million
Investment in City Sidewalks	\$4.1 – 20.1 million

*\*Costing estimate will be determined after the completion of a needs assessment*

On June 29<sup>th</sup> and 30<sup>th</sup>, the PFM team went to Danville to meet in-person with the Mayor, Councilmembers, City Manager and the Citizen Advisory Committee to receive their input on needs, priorities, and potential projects.

2023 Citizen Advisory Committee Members	
<b>Dr. Angela Hairston</b> , Superintendent, Danville Public Schools	<b>Kenny Lewis</b> , Executive Director, Danville Church-Based Tutorial Program
<b>Bill Sgrinia</b> , Director, Danville Parks and Recreation Department	<b>Kristin Barker</b> , Founder, Center for Pediatric Therapies and Building Blocks Center for Children with Autism
<b>Corrie Bobe</b> , Director, Danville Economic Development and Tourism Department	<b>Paul Liepe</b> , Executive Director, Friends of the Old West End
<b>Greg Hairston</b> , Attorney and Counselor at Law	<b>R. Helm Dobbins</b> , Danville Utility Commission
<b>Joy Wood</b> , Branch Manager, Movement Mortgage LLC	<b>Scott Booth</b> , Police Chief, Danville Police Department
<b>Kathy Milam</b> , Executive Director, Community Foundation of the Dan River Region	<b>Sharif Radney</b> , Owner, Cottontail Weddings & Events
<b>Sheila Williamson-Branch</b> , City Treasurer, City of Danville	

In all of these meetings, participants agreed that the 2020 focus areas remained relevant goals for the City to address using casino revenue. The top focus areas for city leadership included Economic Development, Long-Term Financial Stability, Quality Housing, and Public Education. The top focus areas for the Citizen Advisory Committee included Long-Term Financial Stability, Quality Housing, Public Education, and Economic Development.

## Guiding Principles

As in the 2020 Investing in Danville Plan, PFM worked with the City to establish guiding principles for how the City and stakeholders should evaluate and prioritize investment initiatives. By utilizing these guiding principles, Danville can make informed decisions that benefits all residents and help contribute to the long-term growth and prosperity of the City.



## **Make Equitable Investments**

Equitable investments are crucial to ensure inclusive development, long-term growth, and equity throughout all communities. Equitable investments address disparities that impact the everyday lives of residents, including areas such as infrastructure, access to healthcare, access to safe and affordable housing, and education. Through making key investments based on community needs, Danville can take steps toward reducing disparities and promoting fairness.

In the previous iteration of the Investing in Danville Plan, PFM identified equity as a key consideration to guide decision-making. As the City considers projects, an equity approach should be used to identify communities or areas within the City that could benefit from additional investment. In taking this approach, Danville will be supporting communities with the greatest need and will be improving the overall quality of life for residents.

Danville should consider the impacts of growth on disadvantaged or vulnerable communities and should make investments that address challenges faced by these groups. As Danville continues to grow, the City will especially need to develop strategies that address areas with wide gaps in access and quality such as infrastructure and housing.

## **Promote Financial Stability**

Another key guiding principle for casino funds is to support the City's financial stability. As noted in earlier sections, Danville is projected to receive up to \$80.0 million in recurring casino revenue over the next four years. This revenue is anticipated to grow from \$2.0 million in FY 2023 to \$39.0 million by FY 2026 when the permanent casino is fully operational providing a unique opportunity to reinforce the City's financial stability.

Prior to selecting a casino operator, the City of Danville contracted with Convergence Strategy Group to learn more about time impact of casino gaming on the community. The plan projected that, should a destination style resort casino open in either Greensboro or Raleigh-Durham, revenues for the casino could drop by as much as 50 percent. This was before the selection of Caesars and their subsequent partnership with the Eastern Band of Cherokee Indians, who own the casino resort in Cherokee, North Carolina. While a resort casino opening in one of the large urban areas of NC will have a significant impact, it may not be as much as 50 percent.

An essential component of the City's future growth, sustainability, and resilience, financially stable cities attract businesses, investors, and new residents. This can lead to increased economic development and invite skilled workers to move to the City. City leadership, councilmembers and Citizen Advisory Committee members emphasized the importance of leveraging casino funds to bolster this impact.

Financial stability also enables cities to engage in long term strategic planning. With available revenues that exceed recurring expenses and contributions to reserves, cities can set long-term goals and develop comprehensive budgets that prioritize investments for the City's future. Through strategic planning and effective management of reserve funds, a city can respond to unexpected events without drastically cutting services or increasing taxes.

For Danville in particular, it is important for the City to consider the following principles when making decisions on the use of available casino funds:



- Use one-time revenue for one-time expenses.
- Meet current obligations before creating new ones.
- Emphasize return on investment (money and quality of life).
- Take good care of what the City builds and owns.
- Identify the desired outcomes and intended beneficiaries of investments.
- Where possible, leverage casino funds to create new funding streams to amplify impact.

In addition to the above principles, Danville should also aim to leverage casino funds with available private, philanthropic, state and federal dollars through pursuing outside grants. For state and federal grants in particular, match funding provides additional revenue to pursue projects and, in turn, can help the City invest in more projects.

### **Amplify the Impact of Casino Dollars**

Danville should prioritize projects that have the greatest impact within the City and advance multiple investment area priorities. Pursuing projects that address multiple goals is a strategic and efficient way to maximize the impact of casino funding and the impact of the project itself. This approach acknowledges how intertwined challenges and opportunities are for a City, and can provide several advantages including:

- **Improved Efficiency:** Investments in these types of projects can address multiple challenges with a single investment. This helps to save resources and minimizes redundancy in spending.
- **Community Impact:** Residents are able to see that the City can effectively address a range of community needs. When a resident sees that a project improves their daily life in multiple ways, they develop a sense of ownership and pride around living in their community.

Cities that strategically invest in projects that target multiple goals demonstrate an effective use of its resources. This allows for cities to optimize their existing resources, grow community, and enhance resiliency. Ultimately, this helps to ensure that cities are more sustainable and are prepared to address future challenges.

### **Track Investment Outcomes**

Lastly, an important guiding principle for this plan should be for investments to be strategic and outcomes oriented. The opportunity to make key investments in various city functions is excellent for residents of Danville, but it will also be important for city leaders to be proactive in creating mechanisms for tracking, measuring, and reporting the impacts of these various projects on the city. Doing so, will allow the City to refine investments or redirect funds to tactics that better advance intended outcomes.

To this end, Danville city leaders might consider establishing a partnership with a research group, higher education institution, or private organization to create an impact measurement or monitoring and reporting framework for the 2023 Investing in Danville Plan. A research-oriented





partnership between Danville and a supporting institution would allow for transparency and accountability on the effectiveness of the Investing in Danville Plan. In addition, an effective partnership to help communicate outcomes and impact could position Danville to serve as a case study for other communities in understanding how strategic investments can be used to produce desired social outcomes.

### **Next Steps to Advance the Plan**

This memo provides the City with a menu of options for city and community leaders to leverage casino funds toward action. While the Plan is a comprehensive overview of investment ideas, potential projects included in this memo represent a starting point for strategic conversations. As city and community leaders prioritize areas of investment and consider specific projects, more information on timing along with updated estimates of cost will likely be needed. The City will also need to confer with other key stakeholders as they contemplate implementation of projects. For example, the City should leverage its Financial Advisor to opine on leveraging casino funds with debt and other financing options for capital projects.

To that end, the City should consider the Investing in Danville Memo not only as a starting point, but as a living document that will evolve and should be regularly updated. Particularly for the projects associated with ongoing planning activity and larger capital projects where casino funds will be one of multiple funding streams. Further, as noted in the document, the City may identify additional investment options that should be considered as uses to leverage casino funds. While not explicitly outlined in this document, new projects may equally advance community needs or align to one of the investment areas. These projects should be evaluated and integrated as potential investments especially if they align to guiding principles.

### **Potential Projects by Investment Area**

The following section outlines potential projects in each investment area. The potential projects are grouped by the investment area that is most relevant, however, each project description includes all of the potential investment areas the project covers. In this version of the Investing in Danville Plan, no projects solely fall under the Community Health section, however there are some projects that touch this area.

### **Youth Services and Opportunities**

The quality of public education significantly impacts the growth of a city. Quality public education serves as an incubator for developing a skilled and effective workforce, thus driving economic development and attracting new businesses. Improvement in education can serve as an important tool for increasing economic opportunity and reducing poverty. It can also help to ensure that students regardless of background have opportunities for success.

In the 2020 Investing in Danville Plan, education was cited as the highest priority investment area and the second highest-ranking challenge among survey respondents. In the 2023 discussions around the Public Education focus area, councilmembers voiced the need for additional services to support the growth and success of young people in Danville both in and outside of the classroom. In the discussions, it became evident that the Public Education investment area should be expanded to include additional projects that support youth such as recreational opportunities, additional investment in workforce development for young adults, and further investment in



classroom supports. These would all create a more productive and safer environment for students and young adults to thrive. Investment in these areas could also help address several concerns over teacher retention, educational performance, and workforce readiness. It would also address concerns prospective residents have when deciding whether to relocate to Danville versus another municipality in the region. Given these considerations, the Public Education investment area is now renamed to Youth Services and Opportunities in order to capture all of the additional potential projects outside of the classroom that contribute to youth success.

The newly named Youth Services and Opportunities focus area encompass the prior initiatives that support public education and include key efforts to expand youth services programming and provide more wraparound services for youth in the community including a more robust youth sports league, additional recreational activities, funding to support K-3 literacy programs, investment in youth workforce development, and support for parents.

2020 survey results identified that classroom education and school infrastructure as the top areas for investment. The Danville Public Schools (DPS) 2021-2026 Capital Improvement Plan identified \$25.2 million worth of unmet capital needs. Many of these unmet needs addressed basic deferred maintenance of common systems within DPS buildings, such as roof replacements or a new HVAC system.

Since the completion of the 2020 Investing in Danville Plan, the City has identified significant other opportunities to invest in education and education infrastructure. DPS received \$29.7 million in American Rescue Plan Act (ARPA) Elementary and Secondary School Emergency Relief (ESSER) III Funds.<sup>1</sup> On November 21, 2021, the City of Danville also adopted a 1 percent sales tax that would go toward supporting Danville Public Schools. The adoption of this sales tax is projected to generate \$141 million in revenue over the next 20 years, allowing for DPS to make key investments in school infrastructure.<sup>2</sup> Using this additional revenue, DPS has begun to address maintenance and renovation needs identified in DPS Capital Improvement Plan as suggested by the 2020 Investing in Danville Plan.

As DPS continues to make large strides in capital improvement projects and leverage ESSR funds, there is still a need for additional resources and support systems to create a safe learning environment prepares students to enter the workforce or pursue further education. Many of the programs identified in this iteration of Investing in Danville focus on initiatives and programs that engage students to create better educational outcomes, provide teachers with additional support in the classrooms and encourage teacher retention.

### **Fund Danville Community College for all Danville Public High School Graduates**

Dr. Angela Hairston, DPS' current Superintendent, has indicated that the City could leverage new casino revenues by covering higher education costs for DPS graduates. To direct the funding in the most high-impact way, and toward the most high-need students, Dr. Hairston has suggested that creating a promise program that covers (after any grants, scholarships, etc.) the first two years of tuition at Danville Community College (DCC) for all DPS high school graduates. A

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<sup>1</sup> "ARP ESSER Plan," Danville City Schools, 2023, [https://www.danvillepublicschools.org/cms/lib/VA50010869/Centricity/Domain/30/\\_Danville%20ARP%20ESSER%20Plan%20FINAL.pdf](https://www.danvillepublicschools.org/cms/lib/VA50010869/Centricity/Domain/30/_Danville%20ARP%20ESSER%20Plan%20FINAL.pdf).

<sup>2</sup> "Sales Tax Improvement Projects," Danville Public Schools, 2023, <https://www.danvillepublicschools.org/domain/29>.



promise program is a place-based scholarship that covers the tuition of students pursuing postsecondary education.

Other cities such as New Haven, CT and Kalamazoo, MI have also implemented similar programs. Each city had eligibility requirements for students to be able to participate in the program. It is important to carefully consider the eligibility requirements when developing a promise program to ensure that the program is accessible for students. In some of the cities that established promise programs, the eligibility requirements ended up being too restrictive, and left out students that the program intended to target.

New Haven, CT created a promise program in 2009 to combat decreasing school enrollments and low graduation rates. This program provided scholarships that covered up to the full cost of tuition at in-state public institutions and up to \$2,500 at in-state private institutions<sup>3</sup>. This included in-state community colleges or private institutions. The program also integrated college readiness and career preparedness support within K-12 schools through connecting students with colleges and local businesses. To be eligible for this program, students had to meet the following criteria:

- A minimum of a 3.0 GPA
- A 90 percent attendance rate
- 40 hours of community service
- Must maintain a 2.0 GPA and attend college full time.
- Must reside in the New Haven District and be enrolled in the city's public school system (to determine the scholarship amount for each student, the program uses a sliding scale based on length of residency a student)

The New Haven program created an incentive for students to fully engage with schoolwork and student responsibilities. An initial review of the program in 2016 found mixed results when measuring the overall impact of the program. However, a 2022 report from the New England Board of Higher Education analyzed the program found that recipients of the program graduate from a four-year institution at rate of 65%, which is significantly higher than the national average. Participants of the program were mostly low-income, first-generation and students of color<sup>4</sup>.

In Kalamazoo, MI the promise program was created in 2005 with the goal of attracting more businesses and families to the area and to increase the number of skilled laborers in the workforce. The program provides up to 100 percent of tuitions and fees at any public community college or university in Michigan.

To apply for this program, students in their senior year fill out a simple, one page form that asks for basic contact information and a few substantive questions. To be eligible for the program, students, must reside in the Kalamazoo district. Like the New Haven program, a sliding scale

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<sup>3</sup> Daugherty, Lindsay and Gabriella C. Gonzalez, The Impact of the New Haven Promise Program on College Enrollment, Choice, and Persistence. Santa Monica, CA: RAND Corporation, 2016.  
[https://www.rand.org/pubs/working\\_papers/WR1147.html](https://www.rand.org/pubs/working_papers/WR1147.html).

<sup>4</sup> Conway, Rachel. "Living Up to the Promise? Exploring Issues of Access of Equity among New England's Promise Programs." New England Board of Higher Education. <https://nebhe.org/policy-research/policy-analysis-research-home/reports-analysis/>



based on length of residency is used to determine the scholarship amount. Students who have been in the program since kindergarten receive 100% of tuition, students enrolled since first through third grade receive 95% tuition, and the rate is decreased by five percentage points for each following grade through ninth (at a 65 percent scholarship). Students who started attending a Kalamazoo public school in ninth grade or afterwards are not eligible for the program. A review of the program in 2015 found that the program increased the number of students earning post-secondary education by 12 percent<sup>5</sup>.

In developing this type of program, the City of Danville should focus on developing eligibility requirements that align with the City's intended goals. In the New Haven program, the residency requirement had a larger impact on the program than in other places with a similar residency requirement. The district had a large population of non-resident students who could opt to attend a New Haven magnet school. This excluded a portion of students who graduate from the public school system from being eligible. The higher academic and merit-based eligibility requirements of the New Haven program also ensured that participants of the program had a strong academic foundation.

The eligibility requirements along with the simplicity of applying for the Kalamazoo program enabled the program to be accessible to many students. Over 85 percent of eligible students who successfully completed the forma received a scholarship<sup>i</sup>.

The cost to attend DCC, including student fees, is \$1,939 for 12 credits and \$2,908 for 18 credits. In the 2023 school year, DPS had approximately 400 graduates. If the City were to fund these 400 graduates' attendance to DCC for two years, at 18 credit hours per semester, the total program cost would be about to \$4.7 million for each graduating class.

In establishing this program, the City would also seek community and philanthropic support. With further information and additional support from the community, this program could be expanded to include in-state university tuition for up to four years, similar to what is offered in communities that offer place-based scholarship programs.

***Investment Areas: Youth Services and Opportunities***  
***Fiscal Impact: \$4,653,000 (annually)***

### **Pay for Performance Teacher Program**

One of the most important factors in raising student achievement is a good teacher and support staff. Danville Public Schools has found that a good teacher, supported by quality leadership and an impactful support staff to include school nutrition, environmental services, instructional paraprofessionals, and administrative assistants leads to increased student performance.

Traditional compensation systems are based on years of experience and the number of academic or credentialed credits when applicable. Neither factors are closely linked to improved student performance. To link the connection between compensation and improved student performance, the Danville Public Schools is recommending a support structure "performance-pay" program.

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<sup>5</sup> Bartik, Timothy J., Brad Hershbein, and Marta Lachowska. 2015 " The Effects of the Kalamazoo Promise Scholarship on College Enrollment, Persistence, and Completion." Upjohn Institute Working Paper 15-229. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research. [http://research.upjohn.org/up\\_workingpapers/229](http://research.upjohn.org/up_workingpapers/229)



Important components of the Danville Public Schools performance-pay program include:

- Accreditation or significant progress toward accreditation
- Participation in a data-driven evaluation system
- Employment at the school-level
- Participation in professional development; and
- The opportunity to opt-out.

The system will include when implemented:

- Direct links to student achievement and the performance-pay supplement;
- Provide a reward for teachers and staff for accreditation;
- Provide the impetus of schools to align resources with strategic goals;
- Help schools retain administrators, teachers, and staff; and
- Encourage schools to use student assessment data to make improvements.

All unused performance pay is returned to the City of Danville annually.

***Investment Areas: Youth Services and Opportunities***

***Fiscal Impact: \$3,000,000 (annually)***

### **Expand Danville Pre-K Program**

In the 2020 Investing in Danville Plan, town hall participants and City officials discussed investing a portion of projected casino revenues to expand Pre-K programs with a specific focus on economically disadvantaged children. Currently, DPS has two schools that offer full-day Pre-K programs for residents who meet age and eligibility requirements.

DPS, compared to other public-school systems across the State of Virginia, is shown to be underperforming in terms of the educational outcomes that it produces for students.<sup>6</sup> Early childhood education and high-quality Pre-K are proven to be important investments that pay dividends over the entire life and career of a student. The benefits of high-quality Pre-K and early education can include higher school achievement, less crime within communities, and even savings to government itself, potentially around \$15,000 per student.<sup>7</sup>

Early childhood education programs have also been shown to have a positive impact on school performance, educational attainment, students' future earning potential, and social cohesion in the communities where children live<sup>8</sup>. In addition, economically disadvantaged children and dual-language learners often demonstrate larger benefits from Pre-K programs than their more advantaged or English-proficient peers, presenting the opportunity to implement new early

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<sup>6</sup> Rae, Alyssa. 2023. "How SWVA SOL Test Scores Stack up against the Rest of the State." WSLs. September 12, 2023. <https://www.wsls.com/news/local/2023/09/12/how-swva-sol-test-scores-stack-up-against-the-rest-of-the-state/>.

<sup>7</sup> "Kids Need an Early Start: Universal Preschool Education May Be the Best Investment Americans Can Make in Our Children's Education - and Our Nation's Future." September 1, 1999. Brookings Institution. <https://www.brookings.edu/articles/kids-need-an-early-start-universal-preschool-education-may-be-the-best-investment-americans-can-make-in-our-childrens-education-and-our-nations-future/#:~:text=The%20best%20studies%20strongly%20suggest>

<sup>8</sup> GGI Insights, 2023. "Benefits of Early Childhood Education: A Comprehensive Exploration." July 5, 2023. Gray Group International. <https://www.graygroupintl.com/blog/benefits-of-early-childhood-education#:~:text=Research%20has%20shown%20that%20children>.



learning programs with equity as a core motivator<sup>9</sup>. Some studies have also shown that full-day Pre-K programs provide a major economic benefit to families, particularly working mothers who can re-enter the workforce as they can rely on early childhood educational facilities to watch their children during working hours<sup>10</sup>.

DPS's existing Pre-K program has a set number of spots funded through state and regional grants. The program typically has a waitlist of about 20 children who are eligible for and have signed up for the program. The City could allocate casino dollars to provide funding for students on a waitlist.

***Investment Areas: Youth Services and Opportunities***

***Fiscal Impact: \$1,100,000 (annually)***

### **Instructional Support for Literacy Initiatives**

Danville is also interested in hiring instructional paraprofessionals to administer literacy initiatives through DPS. For this instructional program, DPS would bring in nineteen paraprofessionals who have been trained in the Science of Reading through the University of Virginia. This support staff would then support teachers through small group instruction that has been proven critical to increase student time-on-task and efficient use of instructional time.

***Investment Areas: Youth Services and Opportunities***

***Fiscal Impact: \$733,288 (annually)***

### **Invest in K-3 Literacy Program**

Since the town halls and survey responses informing the 2020 Investing in Danville plan, classroom education and improved outcomes for students has been a recurring topic. DPS student reading scores have been declining since 2017 and are consistently below statewide average proficiency reading levels, according to the Virginia Department of Education's School Quality Profiles.

In response, DPS is looking to establish an intensive reading program for students in grades K-3. The literacy program will ensure that children are reading at grade level by third grade. The program also calls for additional teacher training, a community reading program, and a birth through Pre-K component that provide children's books to new mothers.

The program cost is estimated at \$961,000. The City and DPS would also look to include other local and philanthropic partners to fund and expand the program.

***Investment Areas: Youth Services and Opportunities***

***Fiscal Impact: \$961,000 (annually)***

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<sup>9</sup> "The Current State of Scientific Knowledge on Pre-Kindergarten Effects." 2017. [https://www.brookings.edu/wp-content/uploads/2017/04/duke\\_prekstudy\\_final\\_4-4-17\\_hires.pdf](https://www.brookings.edu/wp-content/uploads/2017/04/duke_prekstudy_final_4-4-17_hires.pdf).

<sup>10</sup> "Economic Effects from Preschool and Childcare Programs." August 23, 2021. Penn Wharton Budget Model. <https://budgetmodel.wharton.upenn.edu/issues/2021/8/23/economic-effects-preschool-and-childcare-programs>.





## **Security at Elementary Schools**

School Security Officers (SSOs) offer a direct way of ensuring safety and security for children, families, and educators in Danville. The City has expressed interest in stationing ten SSOs at elementary across the City. The annual cost for one SSO is about \$50,000<sup>11</sup>.

A “School Security Officer” is defined as an individual who is employed by a local school board for the purpose of maintaining order and discipline, preventing crime, investigating violations of school board policies, and detaining students violating the law or school board policies on school property or at school sponsored events.

Use of casino funds would allow the City to station ten school security officers (SSOs) in elementary across the city, ensuring the safety and security of the children in the school buildings.

***Investment Areas: Youth Services and Opportunities***  
***Fiscal Impact: \$519,367 (annually)***

## **Bus Assistants**

In Danville, bus aides support bus drivers with safe travel to school. They have been able to support bus drivers in supervising students, effectively manage student behavior, and address emergency situations should they arise.

In 2020, bus assistants in Danville were paid for by the Safety Program for Buses out of the ESSER program in the American Rescue Plan. Because ARPA funds expire soon – in June 2024 – the program must find a new local funding sources or the bus assistant positions will be eliminated. The City could invest \$170,745 to cover the continued cost of 10 bus assistants.

***Investment Areas: Youth Services and Opportunities***  
***Fiscal Impact: \$170,745 (annually)***

## **Community Wealth Building Manager**

The Commonwealth of Virginia has established a program to use unspent TANF (Temporary Assistance for Needy Families) funds to support initiatives to build community wealth. In Danville, the Community Wealth Building Manager position will direct and manage family support and service provision efforts by coordinating activities with local organizations and City departments. These activities will help individuals and families achieve housing stability, financial health, and improved quality of life; this will be done by identifying needs, securing appropriate resources, and connecting individuals to the appropriate resources.

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<sup>11</sup> “Police Officer.” [www.governmentjobs.com](https://www.governmentjobs.com/careers/danville/jobs/2372689/police-officer). Accessed November 6, 2023.  
<https://www.governmentjobs.com/careers/danville/jobs/2372689/police-officer>.



The Community Wealth Building Manager will also build relationships with outside organizations and internal City partners, serve as an advocate for individuals and programs, understand programs available to individuals at federal, state, and local levels, implement processes and procedures for identifying need, and discovering and secure available grants and other funding to achieve goals. Other duties include serving on local boards and local and state committees.

***Investment Areas: Youth Services and Opportunities***  
***Fiscal Impact: \$105,000 (annually)***

### **Economic Opportunity**

Economic opportunity can serve as a foundation for job creation, innovation, and economic stability. Cities that invest in economic opportunity attract industries and businesses, leading to expanded employment opportunities for residents, and improving the overall standard of living. This allows residents greater access to housing, education, healthcare, and other necessities, which ultimately improves their quality of life. Economic opportunity can also provide alternative pathways for individuals and families to move out of poverty and maintain financial stability.

Over time, Danville has attracted a diverse business base ranging from technology to manufacturers, and wholesale distributors. The City has attracted these businesses because of its stable and business friendly environment<sup>12</sup>. As the City continues to attract businesses, it is important for the City to make strategic investments in the workforce. This will include investments in workforce development for existing residents along with additional investments within the City to attract a skilled workforce.

In the 2020 Investing in Danville Plan, economic development was ranked the second highest priority for investment. Economic opportunity was most frequently cited when respondents were asked what area Danville's biggest challenge was. In the 2023 meetings, all councilmembers agreed that there should be continued investment in developing a skilled workforce. This would help to continue Danville's economic growth by enticing business to come to Danville.

Members of the Citizen Advisory Committee also stated the need for the City to make continued investments in tourism and activating Danville's downtown. These types of investments will pair well with the additional tourism the City will gain from the casino and will generate additional sales tax revenue. This will also provide existing residents with additional amenities to enjoy.

### **IDA Debt Service for White Mill**

The Industrial Development Authority (IDA) works with the City and its Economic Development and Tourism Office to support redevelopment activities in the River District. In 2021, the City of Danville approved the refinancing of IDA bonds with casino funds. Casino funds cover the debt service needed to fund the White Mill project. The annual debt service for the White Mill development will cost approximately \$1,842,000.

In owning both the White Mill property and shell building development, the City has decided to use future tenant revenue from the commercial section of the building to make the debt payments on the White Mill property. If there is not enough revenue from the shell building's tenants to cover

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<sup>12</sup> "Targeted Sectors," Danville Region. Accessed November 6, 2023. <https://www.discoverdanville.com/targeted-sectors/>.





the cost of the debt service costs, however, the City of Danville will make cash transfers to the Danville Industrial Development Authority (IDA).

***Investment Areas: Financial Stability***

***Fiscal Impact: \$1,842,000 (annually)***

**Grading Coleman Site**

In Danville, the Coleman site refers to a 158-acre industrial property off of Gypsum Road.

For outdoor structures and developments, site grading is important for attracting new industries by reducing the time from construction to production. Grading at the Coleman site will not only help to ensure the development's sustainability throughout the future - generating economic activity in the area - but it will also help to create jobs.

The fiscal impact for this initiative is approximately \$14.2 million (including planning costs). In addition to an investment in casino funds, the City is actively searching for additional revenue sources, such as grant funding and natural gas funds, to support the development of this project. The one-time match amount from the City is approximately \$3.6 million, and if the project does not attract enough external funding from other sources, then casino revenue funds will be used to fill the financing gap. If the City's natural gas fund revenues are used to support this project, the goal is to find a heavy electrical and/or natural gas user for the site, which will help stabilize rates for all customers.

***Investment Areas: Economic Development***

***Fiscal Impact: \$14,200,000 (one-time)***

**Shell Building Funding Match**

Shell buildings are a type of construction project that establish only the basic structure of a building, allowing eventual tenants to customize the building and use the space according to their own needs.

Currently, city leaders and developers estimate that the building will be approximately 50,000 square feet. There are also proposals for deciding whether the shell building will be located in a jointly owned park, or at Danville's Airside Industrial Park, which is a state-designated Enterprise Zone that provides incentives to businesses and investors that decide to do business in the area.

The City can apply for grant funds to assist with the cost of this project through the Tobacco Commission and other sources. If the building is a joint project with Pittsylvania County, the two localities will share in the cost.

***Investment Areas: Economic Development***

***Fiscal Impact: \$5,000,000 - \$6,000,000 (one-time)***

**Business Incubator**

In addition to attracting larger retailers, supporting local Danville entrepreneurs and small businesses is an important focus area for potential investments. Survey respondents and town hall attendees in the 2020 Investing in Danville Plan expressed interest in expanding business



loan programs, supporting minority/women-owned business enterprises (MWBES), creating small business incubators, and attracting more diverse retail options.

With this support, Danville leaders might consider establishing a local revolving loan fund that would have the flexibility to grant small business loans to start-up entrepreneurs, including minority-owned and women-owned businesses. Loan amounts comparable to the USDA's Rural Business Enterprise Grant Program (\$10,000 to \$25,000) would allow the City to take the best aspects of the existing local program and make them more widely available, growing the business community and expanding retail options to all residents.

The fiscal impact estimate is a combination of an estimated \$3.5 million for construction, furniture, and other fixtures and equipment and an additional \$400,000 - \$500,000 for project operations. Leaders of this project would also apply for grant funding from regional philanthropies to garner additional financial support.

This City will pursue grant funds to supplement the cost of this project.

***Investment Areas: Economic Development***

***Fiscal Impact: \$4,000,000 (one-time)***

### **Additional Downtown Parking**

Adding more parking spaces to Danville's downtown area was identified by City staff and the Advisory Committee as both an eventual need and a viable option for investing in the area. This initiative would require streetscape improvements, moving certain infrastructure and utility lines underground, and acquiring nearby properties with additional financing.

The debt service alone for a 434-space parking lot is projected to be approximately \$875,000. It is expected that an investment in parking will result in increased direct revenue from a comprehensive parking program and additional business investment.

***Investment Areas: Economic Development***

***Fiscal Impact: \$875,000 (annually)***

### **Dedicate Funds to Strategic Retail Expansion**

Strategic retail expansion refers to understanding which types of stores – such as smaller independent storefronts, or large, big-box retailers – would thrive best in Danville and help to cultivate economic development around the city.

Past consulting contracts for this effort have cost \$100,000, and a past grocery store study cost \$25,000 to complete.

***Investment Areas: Economic Development, Quality of Life***

***Fiscal Impact: \$25,000 - \$35,000 (one-time)***

### **Invest in Workforce Development Programs**

Members of the Citizen Advisory Committee expressed an interest in expanding workforce training programs, such as apprenticeships and specialized skills training, as a means of providing learning opportunities to newer workers as well as retaining well-trained members of the workforce. Danville and the surrounding area boast multiple workforce development



assets, including existing programs and partnerships that should be considered for expansion. Existing programs with DPS and DCC successfully prepare the workforce for the local job market, expose students to training opportunities early in their career, support adult learners, and market existing workforce development opportunities to the Danville community.

Currently, Danville economic development leaders have interest in establishing funding for various workforce certification programs. These programs would provide training for skills in high-demand areas, such as the use of specialized technology for surgery and healthcare applications, and “additive manufacturing” within the supply chain and manufacturing industry. In addition, these types of workforce development programs could be used to direct Danville residents toward jobs in hospitality, restaurant management, and other service-based work.

2023 conversations with council members further emphasized the need to make investments in this area. The City of Danville should work directly with DPS, DCC, and Averett University to evaluate opportunities to expand specific programs and invest in resource gaps that advance the City’s workforce development needs. Currently, however, the total fiscal impact for this project is still undetermined but will be based on the scope and scale of need for workforce development initiatives in Danville in 2023 going forward.

***Investment Areas: Economic Development, Quality of Life***  
***Fiscal Impact: TBD***

#### **Additional Investment to Activate Downtown**

In order to invigorate Danville’s downtown area, leaders across Danville continue to invest in services and activities that attract residents, as well as fund programming that will keep residents engaged in the area.

In particular, in conjunction with investments from the City, the River District Association (RDA) is looking for more sustainable funding streams to maintain its operations. Currently, Danville city leaders wish to continue to support the RDA as one of the main organizations that will carry out programming in Danville’s downtown area. In addition, the Danville Regional Foundation has offered \$3.0 million in financing to support RDA’s efforts, but the City has not recognized this financing as a sustainable source of funding.

Currently, Danville provides the RDA with \$225,000 annually to help pay operating costs and administer business incentive programs. The City is interested in using annual funding to support community business launch events and building façade improvement programs. In seeking additional funding streams, Danville is looking to draw down any available funding from State of Virginia grants, as well as creating a downtown business improvement district (BID) to better capture the value of the economic activity that will locate in the downtown area.

In addition, with existing and soon to be constructed public spaces like Riverfront Park opening, additional funding is needed to activate those spaces through Danville Parks and Recreation. Often, these programs are sponsored, but still require staff time for set up, monitoring, and clean up. It is estimated that this will cost \$200,000-300,000 per year.

***Investment Areas: Economic Development, Quality of Life***  
***Fiscal Impact: \$425,000-525,000 (annually)***



## **Funding to Encourage Entrepreneurship**

City leaders have expressed interest not only in connecting Danville residents to existing jobs, but also in supporting them in creating new ones. Danville is currently administering a study to determine the best way to encourage entrepreneurship in the city. Upon completion of the study, the City may consider leveraging casino funds to implement identified next steps.

***Investment Areas: Economic Development, Quality of Life***

***Fiscal Impact: TBD (study underway)***

## **Secondary Visitor Center**

Danville is evaluating the creation of a second visitor center for the River District located at Dan River Falls. City leaders have identified that efforts operating out of an existing building, a 700 square foot building located on site, would benefit from having a second location. With the secondary location, the tourism program can better serve tourists and travelers who are visiting the amenities in the River District

The secondary visitor center would complement nearby assets, such as the Riverfront Park and Whitewater installment, while providing information about other tourist attractions throughout the region and selling tourism-related goods to nearby residents.

***Investment Areas: Economic Development, City Infrastructure***

***Fiscal Impact: \$300,000 (one-time); \$100,000 - \$150,000 (annually)***

## **Long-Term Financial Stability**

Long-term financial stability ensures that the City's services and programs can withstand future downturns, unexpected emergencies, or unforeseen challenges. Strategic investment and planning in this area will create a strong financial foundation that will allow Danville to continue providing vital services, programs, and infrastructure, even under changes in annual revenue. Stable finances also allow a for consistent public services, such as public safety, public education, public amenities, and other critical programs – all of which contribute to growth and overall quality of life within the City.

The initiatives highlighted below offer the City and stakeholders options to support or invest in the City's financial health. The City should consider implementing a combination of these initiatives while keeping in mind that multiple initiatives overlap.

## **Create a Capital Reserve Fund**

Creating a capital reserve fund would be a strategic investment in the City's long-term financial vitality. Reserve funds provide a mechanism for saving money to finance all or part of future funding needs. Reserve funds can provide a degree of financial stability by reducing reliance on borrowing to finance capital projects and acquisitions. In uncertain or difficult economic times, reserve funds can provide officials with a budgetary option to help mitigate the need to cut services or to raise taxes. In good times, money not needed for current purposes can often be used to replenish reserves for future use.

The Government Finance Officers Association (GFOA) suggests that in the capital assets reserve, local governments "maintain a minimum ending balance equal to a dollar amount or a



percentage of the five-year average of the entity's annual capital budget. (The actual dollar amount or percentage should be set based on the particular entity's capital needs and financial capabilities.)". The Danville FY 2021-2025 Capital & Special Projects Plan (CSP) outlines \$230.5 million in projects and the City could target reserves at 10 percent of the total plan amount at \$23.0 million.

Setting aside some portion of the casino funds would undoubtedly support the City's long-term financial sustainability but may undercut other elements of the core principles of the Investing in Danville Plan. The City has positioned casino funds as a unique funding stream that creates capacity to make investments in the Danville community. The City will need to strike a balance of leveraging funds for the future and addressing the needs of today. By setting aside too much of the funds, the City runs the risk of missing opportunities to make investments in needed programs or strategies that may advance outcomes and potentially generate additional revenue in the long term.

***Investment Areas: Financial Stability***  
***Fiscal Impact: \$23,000,000 (one-time)***

### **Create a Reserve Fund for Ongoing Projects**

Multiple Danville city councilmembers have been vocal about the need to set aside some casino funds for the future. As noted in the prior initiative, the creation of a reserve fund in order to have money set aside and available to use in an instance when casino revenue fluctuates would support the City's long term financial stability.

Currently, city management plans to reserve all unexpended casino funds (other than the amount used to cover recurring personnel costs) for projects identified through the 2023 Investing in Danville Plan. During the City's budgeting the process, Danville identified the guaranteed minimum annual fee from Caesar's – \$5.0 million – to be the maximum amount that the city would use to cover normal, recurring operational costs each year.

Danville's City Council, however, has asked if a set percentage of casino revenues could be allowed to fall to the City's unassigned fund balance each year. The City's current policy is to have a minimum of 20 percent of budgeted revenues in unassigned fund balance. Danville's finance department would like to raise this minimum to 25 percent or 30 percent but would still need to build more excess funds in order to avoid being out of compliance with Danville's own policy, should the City have a "bad" year or two in recessionary times.

The City may consider setting aside a portion of casino funds to support the ongoing maintenance costs of one-time investments or to fund the extension of successful initiatives in instances where casino revenue is not sufficient. Participants of the Citizen Advisory Committee also agreed that setting aside a portion of casino revenue would be an important step in solidifying the City's financial future. They identified this potential investment as a higher priority initiative.

***Investment Areas: Financial Stability***  
***Fiscal Impact: TBD***



## **Grants Administrator Position**

In adherence to the identified guiding principles, the City should invest in additional opportunities that can provide additional funding streams to amplify the impact of casino dollars. To be able to pursue all available funding for the City, Danville should consider hiring a grants administrator. A grant administrator would be responsible for identifying grants the City is eligible for and for applying to all of the eligible programs.

PFM was able to review funding opportunities through the Infrastructure Investment and Jobs Act (IIJA) and identified a list of potential grants for which the City of Danville is currently eligible (see *page 32 for Appendix A*). Over the course of ten years of IIJA implementation, the City will be eligible to receive grants to support various projects, ranging from surface transportation improvements to advanced transportation technology installation. These new programs, along with other federal, state and philanthropic funding opportunities, would allow the City to maximize both the number of projects it could pursue and help to free up additional funds to improve the City's overall financial stability.

At minimum, the grants administrator should be able to:

- Research and identify available grant opportunities from federal agencies, state grants, and private/philanthropic initiatives;
  - Coordinate and assist with preparation of grant applications;
  - Ensure the City is in compliance with awarded grants; and
- Accurately track and report additional sources of funding.

The fiscal impact for this position would include the annual salary and benefit costs.

***Investment Areas: Financial Stability***

***Fiscal Impact: \$70,000 (annually)***

## **Budget Analyst Position**

Hiring a budget analyst would align with the financial stability guiding principle. This position would provide additional support to the City's financial management and decision-making processes. A budget analyst plays a crucial role in examining the City's finances, helping to make key decisions to support residents. Their insights enable informed decision-making and can help leaders prioritize projects and services based on the needs of the community.

The fiscal impact for this position would include the annual salary and benefit costs.

***Investment Areas: Financial Stability***

***Fiscal Impact: \$70,000 (annually)***

## **Quality of Life**

As Danville continues to grow, it is important for the City to invest in amenities that advance the day-to-day experience and ensure livability for residents. Quality of life encompasses how an individual views living within a city. This can include a person's mental and physical well-being, personal safety, access to education or work, social activities, and economic opportunity. Many



of these projects focus on recreational amenities for residents. These projects also have the potential to advance economic development efforts and generate additional tourism revenue for the City.

### **Indoor Recreation Center**

The City of Danville does not currently have a modern indoor athletic recreation space independent from school facilities. During the previous Comprehensive Plan for the City, it was recommended that the City invest in the development of a new recreational space. The Danville Director of Parks and Recreation identified the existing Northside Armory as the potential location for this center. The City of Danville has shared the space with the National Guard since 1964 and the facility would need extensive rehabilitation.

Consultants are currently conducting a recreation needs assessment to identify potential recreational programs and services. This study will inform the types of amenities that will be available at this new recreation center. Initial ideas for the amenities that could be provided within the current space include two full-sized gyms, classroom spaces, and a full-sized fitness area.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Community Health***

***Fiscal Impact: \$25,000,000 (one-time)***

### **City Auditorium Renovations**

The City has also explored investing in renovations to the City Auditorium to support economic development and add non-gaming amenities for visitors and residents. The City Auditorium building was identified as an asset in the River District Redevelopment Plan and could become a home for theater performances, musical events, lectures, and expanded recreational programming should proper renovations be completed. Because the structure is on the National Register of Historic Places and lies within the Downtown Danville Historic District, restoration work could qualify for state and federal rehabilitation tax credits.

The City had a building evaluation and master plan completed in 2015 for the auditorium that determined that extensive restoration and modernization work was needed throughout the building. The plan recommends a five-phase approach, allowing the building to continue playing a vital role in the community throughout renovations. Phase I's electrical upgrades have been completed, and the City's Five-Year Capital Plan includes plans to fund Phase II's HVAC improvements. The City estimates that it would cost an additional \$9.6 million to complete renovations. The City could pursue a combination of casino revenue, state and philanthropic dollars to complete the project.

Because of ongoing space and capital planning within Danville, if the City's Parks and Recreation department moves to new offices in the White Mill, and if a new indoor recreation center is built, the building may be leveraged for other purposes or sold for redevelopment.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Community Health***

***Fiscal Impact: \$20,000,000 (one-time)***



### **White-Water Channel at Dan River Falls**

The City is in the process of designing a white-water channel that will repurpose the canal in front of the White Mill. The Danville Regional Foundation provided a grant to cover the cost of design. The amenity will serve as a tourist attraction and can be used as a regional swift water training facility for first responders. The City expects to receive grants and donations to help with the cost of this project.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Community Health***

***Fiscal Impact: \$15,000,000 (one-time)***

### **Dan River Falls Pedestrian Bridge Renovation**

The City is in the conceptual design phase for a project that will repurpose the former covered bridge across the Dan River at the White Mill. The plan is for this to be an iconic structure that is incorporated into the Riverwalk Trail and has a connection into the commercial portion of the White Mill building. Based on current visitation at the Crossing at the Dan bridge near the Community Market, this bridge will be utilized by thousands of visitors each year. The City expects to receive grants and donations to help with the cost of this project.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Community Health***

***Fiscal Impact: \$15,000,000 (one-time)***

### **Parks Improvements**

In the 2020 Investing in Danville Plan, the improvement of parks was a high priority for residents. Survey respondents and town hall participants repeatedly listed improving neighborhood parks, with an emphasis on revitalizing areas outside downtown, as a priority.

Phase	I (Completed)	II (Funded)	III	IV	V	Total
<b>Projected Cost</b>	\$1,404,846	\$1,448,929	\$2,759,294	\$890,532	\$5,963,875	\$13,279,356

In addition to residents, the previous Parks and Recreation Department Master Plan identified neighborhood parks as an important and unmet need to the community.

Since the recommendations made in the 2020 Investing in Danville Plan, the Parks and Recreation Department made investments in improving community parks throughout the City. The Department is currently engaged in an equity focused process to understand the needs of residents in order to make improvements to parks. Initial feedback from residents include cleaning existing parks, modernizing amenities, and implementing additional splash pads.

While the parks department has made significant progress on identifying the recreational needs and asks from residents, additional funding is needed to be able to make the suggested improvements. The City could use casino revenue to fund these parks requests. In addition to the improvements identified by residents, investments could include citywide renovations





and enhancements of existing park playground infrastructure to create play spaces that are ADA accessible and inclusive to all users.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Community Health***

***Fiscal Impact: \$10,000,000 (one-time)***

### **Master Planning for Recreational Purposes**

A master plan provides a long-term strategy and vision for a community's growth and development. It helps to inform decision-making by providing a roadmap for future projects. A robust master plan considers a community's current and future status regarding population, transportation, land use, economic development, natural amenities, and other aspects of the City that help to enhance the community. Putting together a master plan can help a community to understand the impact of new construction, investments, or development of new facilities, determine the best locations for commercial, residential, or mixed-use space, create opportunities for redevelopment, and make other types of investments to encourage economic growth.

Given the recent growth of the City, Danville is aware of the opportunities it has to invest in additional community amenities that would not only improve quality of life for residents, but also help to promote tourism and enhance economic development. To provide the best chance of success, the Parks and Recreation department has already begun to develop master plans in three key areas: the Dan River, bike trails within the City, and cultural arts.

Each of the plans would budget a portion of funding for the development of the individual plan. This could include the cost of outside consultants, community engagement to obtain feedback from residents, and planning costs. The rest of the money will go toward implementing the projects developed in each plan. The fiscal impact estimate for all three master planning initiatives would vary each year, depending on the proposed projects outlined in completed plans. The City could set aside \$400,000 to fund the development of all three plans, then provide additional annual support for proposed projects when identified.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Economic Development***

***Fiscal Impact: \$400,000 (one-time); TBD (annual)***

### **Art and Culture Master Plan Implementation**

As a specific strategy for strengthening cultural arts offerings in the city, Danville is developing an Arts and Culture Master Plan. The current draft of the plan calls for establishment of an Arts Commission, funding for public art, support for arts and culture programming, facility development and improvements, and creation of meaningful cultural art experiences.

***Investment Areas: Quality of Life, City Infrastructure Improvements, Economic Development***

***Fiscal Impact: \$1,000,000 annually; TBD (one-time)***



## **Fund the River Master Plan**

As the City continues to grow, it must consider the potential impacts that the Dan River can have on the community. Given changes to climate and potential environmental impacts, the City must consider the health of river, overall resiliency, along with flood mitigation strategies to protect residents. There is also a unique opportunity for the river to provide recreational and economic development opportunities that can provide the City with additional community activities, tourism, and additional revenue. The development of the River Master Plan is seen as a priority from the Parks and Recreation Department because it has the potential to impact several areas. Funding for this initiative would go toward the initial cost to develop the plan, along with annual funding to implement the recommendations from the plan.

## **Create Mountain Bike Trails Master Plan**

There are between 27-30 miles of bike trails within the City of Danville. This master plan would lay out a strategy for the City to make the existing bike trails a tourist destination, and for maintaining the trails for tourists to enjoy. Funding for this initiative would go toward the initial cost to develop the plan, along with annual funding to implement the recommendations from the plan.

Current plans to develop Danville's bike trails are nascent, but will draw inspiration from how Bentonville, AR invested in their own bike trail infrastructure and quickly became a destination for mountain biking enthusiasts. For Danville, the City is interested in building spectator areas, providing recreational opportunities, and layering these attractions for when visitors come to the city.

## **Quality of Housing**

Quality Housing is the backbone of a thriving society, playing a pivotal role in shaping the well-being and prosperity of residents. Quality housing goes beyond simply providing shelter – it creates a sense of security and stability for individuals and families. Access to basic housing is vital for all cities, but when cities prioritize quality housing, they promote equity and inclusivity. Well maintained housing that remains affordable and has access to recreational and commercial amenities can significantly improve the mental and physical health of residents and enhance their overall quality of life.

Quality housing is not only imperative for improving quality of life, but it also has greater implications for a city's economic growth and prosperity. Availability of affordable housing can help to attract a skilled workforce, which, in turn, can contribute to economic growth. Attracting more individuals to relocate to Danville can also help increase the tax base, leading to higher tax revenue for the City.

In 2022, the City worked with Ken Danter of Economic Development Strategies, LLC to complete the Danville the Danville Housing Strategy report. This analyzed the availability of existing housing options within the City and conducted a peer analysis with 10 similar cities. The report determined that due to the lack of construction over the past 25 years, existing residents lacked housing options that are available in other markets. Specifically, the housing preferences of young adults, seniors, and families are currently not available in Danville.



Participants of the Citizen Advisory Committee and Danville city councilmembers also echoed this finding as an area of concern during interviews with the PFM team. The report then lays out what type of housing is needed to fulfill the existing preferences of residents, and what types of housing will be needed to support economic growth. This included the following:

- Demand for assisted living, memory care, and independent living facilities
- An additional 606 single family homes across the following ranges of family income and mortgage amounts:

Qualifying Incomes for Mortgage Amounts in Danville			
Income	Mortgage	Amount Financed	Home Price Range
\$62,504 - \$75,004	\$200,000 - \$239,999	80%	\$250,000 - \$299,999
\$75,005 - \$87,505	\$240,000 - \$279,999	80%	\$300,000 - \$349,999
\$87,506 - \$100,005	\$280,999 - \$319,999	80%	\$350,000 - \$399,999
\$100,006 - \$125,007	\$230,000 - \$399,999	80%	\$400,000 - \$499,999
\$125,008 - \$187,510	\$400,000 - \$599,999	80%	\$500,000 to \$749,999
\$187,511 and over	\$600,000 and over	80%	\$750,000 and over

Adapted from Danville, Virginia Housing Strategy – 2022

- An additional 1,355 rental apartments units across the following ranges of rent levels per apartment size:

Existing Market Rate Apartment Deficits by Mix and Rent, Danville, VA 2022			
One Bedroom		Two Bedroom	
Rent	Deficit	Rent	Deficit
\$600 - \$699	149	\$600 - \$699	-
\$700 - \$799	86	\$700 - \$799	446
\$800 - \$899	104	\$800 - \$899	172
\$800 - \$899	-	\$900 - \$999	166
\$1,000 - \$1,249	-	\$1,000 - \$1,249	121
\$1,250 - \$1,499	-	\$1,250 - \$1,499	111
<b>Total</b>	<b>339</b>	<b>Total</b>	<b>1,016</b>
Legend:			



Existing Market Rate Apartment Deficits by Mix and Rent, Danville, VA 2022			
One Bedroom		Two Bedroom	
Rent	Deficit	Rent	Deficit
Cannot Be Achieved Without Significant Assistance			
Can Be Achieved With Modest Assistance			
Can Be Achieved With No Assistance			

*Adapted from Danville, Virginia Housing Strategy - 2022*

In addition to the development of new housing options identified above, the City of Danville must also focus on maintaining or improving older existing housing options.

Members of the Citizen Advisory Committee approved of the existing efforts taken by the City to address housing concerns. They also stated a need to set aside dollars to make investments in developing new housing units. Through discussions with City leadership, it was determined that the Utility Assistance Program and the Blight Program needed to be expanded in order to fulfill the demand from residents.

### Utility Assistance Program

The 2020 Investing in Danville Plan recommended that the City invest in local programs that support residents with utility costs by installing insulation and replacing older HVAC equipment with more energy efficient equipment. Since then, the City's Utility Assistance Program has completed over 112 projects. From the beginning of 2023 through the end of October 2023, the program has completed 35 insulations and 28 HVAC replacement jobs.

Danville city leaders and the Citizen Advisory Committee recommend that the City continue to support this program. If continued, it will help to improve the overall state of older homes across Danville and help sustainably reduce utility bills for homeowners.

In terms of project cost, should the program continue, it is expected that each future year will have a similar program demand as the current year's value, which is \$721,000 as of December 2023.

***Investment Areas: Quality Housing***  
***Fiscal Impact: \$721,000 (annually)***

### Expand Blight Program

Throughout the City are several older abandoned, vacant, or boarded up homes that have not been well maintained. These blighted properties can have negative impacts the community in which they are located in, including:

- Making the neighborhood or area less aesthetically pleasing;
- Causing potential health concerns for those who are around the property due to the age of the materials used in the home;



- Having a negative impact on the property values of surrounding homes;
- Reducing property tax assessments; and
- Potentially breeding crime.

To address many of these concerns, the City has implemented a blight program to remove or demolish these types of properties. City leadership and participants of the Citizen Advisory Committee agreed that this work should continue to help improve overall safety within these communities and restore the marketability of properties within Danville.

The City has added two rental inspection districts and added staffing to support this effort. Additionally, the City typically budgets hundreds of thousands of dollars in each year for various blight reduction activities. In the current year, \$96,900 was budgeted to pay for salary and benefits for two Property Maintenance Inspectors, as well as \$500,000 for blight removal in the Capital & Special Projects Plan (CSP) and \$300,000 in the Inspection Division operating budget for demolition expenses.

The City should maintain the effort and, as funding is available, provide additional funds to make sure that people are living in safe and energy efficient housing.

The total fiscal impact for this investment is calculated by adding the annual budget for blight removal, the annual budgeted amount for demolition, and the cost of two new Property Maintenance Inspectors.

***Investment Areas: Financial Stability***  
***Fiscal Impact: \$992,000 (annually)***

### **Invest in Quality Housing**

A 2022 housing study identified housing as a barrier to economic development in Danville. The study described the City's strengths, including the vibrant River District, River Walk, and downtown Danville's historic architecture, but noted that without improvements and additions to the housing stock, the City's economic development progress is at risk of stalling.

According to the study, the existing supply of homes needs to be upgraded and expanded, blighted stock needs to be rehabilitated or removed, and neighborhood amenities like bike lanes and neighborhood parks that once seemed optional need to be viewed as integral to retaining and attracting homeowners. The study found that these investments are critical to retaining the existing population and attracting the young professionals Danville hopes to attract and keep as residents.

The Danville Neighborhood Development Corporation (DNDC) was created to partner with the City to improve housing and neighborhood conditions throughout Danville. DNDC is a non-profit community development corporation (CDC) that began operating in June 2017, working to catalyze reinvestment and housing development in Danville city neighborhoods. DNDC's core business is to strategically rehabilitate single-family homes in targeted locations and to perform this work with intensive community empowerment and education.



Over the next several years, DNDC will be implementing a comprehensive targeted revitalization effort in the neighborhood along the Kemper Road corridor. This effort will support a range of improvements to provide deferred maintenance and improve energy efficiency, accessibility, and overall marketability in the area.

In 2022, the program's first phase was launched on the 100 and 200 blocks of Kemper Road. Both homeowner-occupants and rental property owners on these blocks were invited to apply for a five-year, forgivable loan of up to \$25,000, secured by a Deed of Trust. And as needed, the DNDC will help property owners to secure additional grants and low-interest loans to address code deficiencies and implement needed upgrades inside the homes.

In addition, DNDC has acquired five properties that are currently being rehabilitated. Through the Home Repair Blitz Program, DNDC has provided exterior upgrades to seven homes and currently has three outstanding forgivable loans.

The City's share of the proposed investment would support the DNDC Land Bank (\$250,000 annually) and the Danville Home Makeover Loan program (\$500,000 annually) in acquiring and improving the housing stock across Danville neighborhoods. In one year, these contributions from the City will sum up to \$750,000 and will provide DNDC with a renewable three-year investment of \$2.25 million.

DNDC plans to focus its land banking efforts in the next six years on three areas in the City: the White Rock neighborhood (census tract 3) in the north, the Westmoreland (census tract 6) and Old West End neighborhoods, and the area surrounding Danville Community College in the south of the city (census tract 10). The DNDC chose these areas because they have community assets but have seen an increase in absentee landlords and turnover.

These areas all lie within the areas of suggested investment based on equity considerations outlined earlier in this report. In each of these areas, repairs will be made to approximately 18 homes per year at a cost between \$15,000 and \$20,000 per home. On targeted streets, homes requiring minor repairs (less than \$25,000) are to be acquired through the land bank, repaired, and sold or leased.

Currently, there is a robust pipeline for building new single-family and multi-family housing developments in specified areas within the City. The City's housing consultant, WRT, will determine where to target new housing construction, and in terms of property acquisition, is looking to secure new funding in order to expand community and neighborhood development. There are incentives available for new single-family and multifamily developments, including a tax rebate structure and a potential funding rebate structure using casino funding. New programs for renters and homebuyers are being introduced, including rental deposit assistance grants, downpayment assistance grants, and a fund to fix up homes for first-time homebuyers. Ultimately, the goal is to direct current housing development initiatives, funding sources, and city bandwidth toward building more single-family housing around Danville.

***Investment Areas: Quality Housing, Quality of Life***  
***Fiscal Impact: \$1,000,000 - \$1,500,000 (annually)***



## Eviction Diversion Program

Eviction prevention programs have become common policy investments made by state and city leaders, especially in response to the Covid-19 pandemic. Typically, these programs direct resources to existing city departments or non-profit legal services organizations that help city residents to mediate landlord-tenant problems, pay back owed rent, navigate complex social assistance programs, or access services that can help residents avoid eviction.

In Danville, an eviction diversion program could be a productive method for addressing housing and displacement issues across the city. As of September 2023, it is estimated that 45.6 percent of Danville residents are rent burdened (paying 30 percent or more of monthly income toward rent), and that only 0.5 percent of tenants had any kind of legal representation when going to court to dispute an eviction filing<sup>13</sup>. These statistics point toward the potential need for robust eviction diversion services for Danville city residents.

The efficacy of these programs often relies on effective local leadership and administration, however, and there are many models that local governments can employ in establishing their own eviction diversion programs.

For example, during and after the Covid-19 pandemic, the City of Philadelphia's eviction diversion programs were recognized as some of the most effective in the nation<sup>14</sup>. Philadelphia's eviction diversion programs achieve this by offering options for tenants to pay back rent to their landlords, which slows down the eviction process by creating opportunities for negotiation, which allows tenants to stay in their homes for longer.

In smaller cities, such as Kalamazoo, MI, eviction diversion programs might begin simply as meetings of various public-serving entities looking to effectively meet the needs of city residents. Kalamazoo's Eviction Diversion Program (EDP) began in 2010 through a weekly "Community Housing Hour," a collaborative between social services organizations, legal aid providers, the local district court, and the Department of Human Services. The program has been successful because Kalamazoo-area courts actively engage landlords and their attorneys to participate in the EDP and negotiate various situations facing tenants.

And within Virginia, the state's Department of Housing and Community Development launched the Virginia Eviction Reduction Pilot (VERP) program in 2023. The program has delivered almost \$3 million to cities across the state to support seven different projects that aim to reduce eviction<sup>15</sup>. For example, in the Charlottesville area, the Piedmont Housing Alliance and Thomas Jefferson Planning District Commission will work together to start an Eviction Case Management Program. The program will be administered through the City's new Financial Opportunity Center/ Housing Hub and will fund three additional positions – an eviction prevention case manager, a landlord navigator, and an eviction court navigator.

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<sup>13</sup> Legal Services Corporation Civil Court Data Initiative." 2022. [civilcourtdata.lsc.gov](https://civilcourtdata.lsc.gov/data/eviction/virginia/danville-city/). Accessed November 10, 2023.

<sup>14</sup> Gardiner, Aidan. 2023. "How Philadelphia Kept Thousands of Tenants from Being Evicted." The New York Times, July 13, 2023, sec. Headway. <https://www.nytimes.com/2023/07/13/headway/philadelphia-tenants-eviction.html>.

<sup>15</sup> 2023 VIRGINIA EVICTION REDUCTION PILOT PROGRAM AWARDED PROJECTS | DHCD." 2023. dhcd.virginia.gov. Accessed November 10, 2023. <https://dhcd.virginia.gov/2023-virginia-eviction-reduction-pilot-program-awarded-projects>.



Once the City identifies the ideal structure and model for its own eviction diversion program, it should consider leveraging casino funds for the program. For this initiative in particular, casino funds may be a mechanism to pilot a program or could be used as a matching funds as the City seeks to access available state and federal funds.

***Investment Areas: Quality Housing, Quality of Life***  
***Fiscal Impact: TBD***

### **City Infrastructure**

Investment in infrastructure is vital for a city's sustainability, growth, and quality of life. Since 2020, several major projects have started to address aged infrastructure within the city, including updates to city buildings and amenities and construction of sidewalks and streets; many of these projects are still in progress. City infrastructure projects are also key for addressing municipal space needs in Danville. Maintaining sufficient municipal space is important for the efficient administration of key city functions, such as social services provision and police operations. While specific recommendations for investments in specific municipal spaces aren't outlined in detail, they may be a good use of casino funds. These municipal facility investments may reduce the City's ongoing maintenance costs and align with other quality of life investments outlined in this memo.

Members of the Citizen Advisory Committee voiced that the City should pursue additional projects that improve the overall aesthetics of the City. There are several older abandoned buildings with the City that have the potential to be repurposed. This, along with improvements to sidewalks and other city amenities can make the City more appealing for tourists and potential residents. This can also help to foster more pride from existing residents.

There is also an opportunity to invest in infrastructure projects that can generate additional revenue for the City. Projects such as Riverfront Park (a major investment in initial casino funds) and Carrington Pavilion renovations can serve as a tourist attraction for the City. As the City continues to grow, there is now an opportunity to further invest in projects that provide community amenities and can also become an attraction for tourists to visit the City.

In addition, other potential infrastructure investments for Danville may include:

- Repurpose Old or Abandoned Buildings
- Renovations to Carrington Pavilion
- Renovations to the American Legion Baseball Stadium
- Stormwater improvements in targeted areas
- Enhancements for Transportation Amenities
- Library Enhancements
- Aesthetic Improvements to Sidewalks, Streets, and Public Areas





### **Riverside Drive Bus Shelter**

Danville Transit is currently in the process of installing a bus shelter at the Hardees bus stop, which is located on Riverside Drive. Construction work on the shelter is scheduled to begin Spring 2024 and the shelter should be installed by the end of April 2024. The total cost for the concrete pad and shelter is \$41,000.

Plans for installing additional shelters and benches is linked to a policy established by the Transportation Advisory Committee that is based on passenger activity; specifically, seven or more passengers must board at a bus stop to support the installation of a bus shelter. State approval for grant requests for bus shelters also requires that the transit system submit environmental documentation for where the shelter will be located and an evaluation for whether the location is safe and ADA accessible. Presently, there are no bus stop locations that generate enough ridership activity to support a grant request.

***Investment Areas: City Infrastructure***  
***Fiscal Impact: \$41,000 (one-time)***

### **Social Services Building**

The Danville Social Services building is identified as inadequate, according to the City's space needs study. Plans are underway to develop schematics for a new Social Services Building to be located near the Health Department adjacent to Pumpkin Creek Park on Taylor Drive. The state will provide some support for the construction of the building.

***Investment Areas: Public Safety***  
***Fiscal Impact: \$40,000,000 (one-time)***

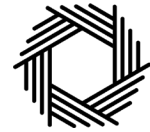
### **Public Safety**

Public safety aims to ensure the protection and well-being of all residents within a city. Through maintaining and enforcing laws and other safety practices, cities can create a secure environment for people to live and work. This helps to create a sense of community and trust which can encourage residents to engage in various social and economic activities without fear for their safety.

Public safety plays a vital role in furthering equity. Ensuring that all residents, regardless of background, can live without fear of violence is a key component of creating inclusive and just communities. Through key investments in crime prevention and within public safety departments can help to improve overall public safety and in turn create a safe and equitable community.

Improving public safety was ranked as one of the top four priority areas for investment in 2020. The priority within public safety was to focus on reducing crime. To aid in this effort, casino revenues were invested to build a new police headquarters, invest in gang prevention programming, and purchase additional take home vehicles for officers.

Since 2020, councilmembers and members of the Citizen Advisory Committee both acknowledged that there have been significant improvements to public safety over the past few years. Public safety remains a key priority area for investment. Within public safety, crime reduction remains the top focus. In 2020, the majority of spending toward public safety went



toward investing in a new police headquarters. In 2023, suggested projects focus on investing in programs and resources that can support the department's crime reduction efforts.

### **Construction of a Police Training Center**

One of the most prominent investments made over the past 3 years was the construction of a new police headquarters. This investment can be seen as a commitment from the City to continue to invest in public safety. Not only did this investment provide the necessary space and equipment for officers to work efficiently and effectively, it also helped to boost morale among officers by creating a conducive working environment.

Similar to the benefits seen from the police headquarters, investment in a new police training facility would help to develop new generations of Danville officers for years to come. This training center could improve training opportunities for potential officers and help to improve recruitment and retention.

Danville Police Department (DPD) has already developed initial ideas around what the new facility could look like once completed. The new training center would be constructed adjacent to DPD's existing firing range. It would consist of a 40' x 30' (2,400 sq. ft.) temperature-controlled building with movable partitions to accommodate flexible classroom configurations, classroom technology for instruction, bathrooms, showers, kitchenette, storage space, and related furniture. This project would also include road construction costs for the expansion and paving of an existing parking lot along with the widening, improvement, and paving of an existing gravel access driveway from highway.

***Investment Areas: Public Safety***

***Fiscal Impact: \$1,250,000 (one-time)***

### **Youth and Gang Prevention**

To aid in crime reduction efforts, DPD launched the Comprehensive Gang Model in 2020, based on a set of strategies supported by the Office of Juvenile Justice and Delinquency Prevention and the National Gang Center to prevent and reduce gang violence. As part of this effort, the City initially received a three-year \$500,000 grant to support a youth gang prevention program called Project Imagine. The City also received an additional \$150,000 to expand services. Grant funding for this program is set to expire in 2024.

The program has made a significant community impact and has become a vital strategy for improving public safety within the Danville community. DPD leadership suggests that this program not only continue but also recommends expanding the program based on current service demand. This would increase the number of youths served through this program.

The total annual cost of the program is budgeted at \$361,550. The program would require three new additional staff to serve as outreach workers (\$34,622-\$40,000 salary per employee), along with staff training (\$6,000 per employee), three vehicles (\$25,000 per employee), and equipment for transporting youth to and from program events.

***Investment Areas: Public Safety***

***Fiscal Impact: \$361,550 (annually)***



### **Installation of Additional Cameras to Integrate with Real Time Crime Center**

The new police headquarters features a Real Time Crime Center that utilizes cameras throughout the city, internal police data, and additional technology to help officers respond to crime faster. Installing additional cameras would help to improve efficiency when responding to crime. Cameras would be installed in areas using a data-driven approach, and throughout the City to give officers the ability to gather as much information as need for investigations.

Cameras would be installed along primary thoroughfares that would integrate into the Real Time Crime Center. Most installation points would require two to four cameras to capture both directions of travel and multiple traffic lanes. These camera systems are solar powered and use wireless data technology, which allows for much greater flexibility and options for installation over traditionally wired and powered CCTV systems.

***Investment Areas: Public Safety***

***Fiscal Impact: \$42,000 (one-time); \$300,000 (annually)***



## **Appendix A – Infrastructure Investment & Jobs Act (IIJA) Grant Programs**

As a local government unit, Danville is **eligible to apply** for all programs listed below, but the city's intended use for grant funds must fall under “**eligible activities**”. All IIJA grant information adapted from [GFOA's Infrastructure Investment and Jobs Act \(IIJA\) Implementation Resources](#) webpage. Current grant programs for roads, bridges, and rail:

- [Surface Transportation Block Grant Program](#)
  - Promotes flexibility in state and local transportation decisions and provides flexible funding to best address state and local transportation needs.
  - It can be used on federal-aid highways, bridges for public roads, and transit capital projects.
- [Capital Investment Grants Program](#)
  - Funds transit capital investments, including heavy rail, commuter rail, light rail, streetcars, and bus rapid transit. Federal transit law requires transit agencies seeking Capital Investment Grants funding to complete a series of steps over several years.
  - The law also requires projects to be rated by Federal Transit Administration at various points in the process according to statutory criteria evaluating project justification and local financial commitment.
  - IIJA guarantees \$8 billion and authorizes \$15 billion more in future appropriations.
- [Rebuilding American Infrastructure with Sustainability and Equity \(RAISE\) Discretionary Grant Program](#)
  - Competitive grant program which provides funding for road, rail, transit, and other surface transportation of local and/or regional significance. Selection criteria includes safety, sustainability, equity, economic competitiveness, mobility, and community connectivity.
- [Infrastructure for Rebuilding America \(INFRA\) Grant Program](#)
  - Provides competitive grants including highway or bridge projects to add capacity or improve mobility, intermodal or freight projects, and rail-highway grade crossing separation. Approximately \$1.55 billion will be given out for FY 2022.
  - Maximum of 85 percent of the funding will go toward projects larger than \$100 million and a minimum of 15 percent of the funding will go toward projects smaller than \$100 million (12 states have a different, lower threshold for large vs. small between \$56 million and \$95 million instead of the \$100 million threshold for the other states)



- [National Infrastructure Project Assistance \(also known as "Megaprojects" or "MEGA"\)](#)
  - Provides \$5 billion in competitive grants for states, local governments, tribes, a unit of local government, a political subdivision of a state, a special purpose district, and other related organizations.
  - This program provides funding for megaprojects that will likely generate national, regional, economic, mobility, or safety benefits.
  - Eligible projects include a highway or bridge project, a freight intermodal or freight project that provides a public benefit, a railway-highway grade separation or elimination project, or an intercity passenger rail project.
  
- [Rural Surface Transportation Grant Program](#)
  - Provides \$1 billion in competitive grants to states, local governments, tribes, and regional transportation planning organizations.
  - The program will provide funds to improve and expand the surface transportation infrastructure in rural areas to increase connectivity, improve the safety and reliability of the movement of people and freight, and generate regional economic growth and improve quality of life.
  - \$300 million will be given out in FY 2022. A minimum of 90 percent of all projects have a minimum \$25 million rural grant award. There is no award minimum for the other 10 percent.
  
- [Safe Streets and Roads for All Grant Program](#)
  - Provides \$5 billion in competitive grants to support local initiatives to prevent death and serious injury on roads and streets, commonly referred to as "Vision Zero" or "Toward Zero Deaths" initiatives.
  - An eligible project for funding from this program includes projects to develop a comprehensive safety action plan; to conduct planning, design, and development activities for projects and strategies identified in a comprehensive safety action plan; or to carry out projects and strategies identified in a comprehensive safety action plan.
  
- [Railroad Crossing Elimination Grant Program](#)
  - Provides \$3 billion (\$600 million annually) in competitive grants for the mitigation or elimination of hazards at railway-highway crossings.
  - An additional \$2.5 billion may be appropriated (\$500 million annually).



- [Promoting Resilient Operations for Transformative, Efficient and Cost-Saving Transportation \(PROTECT\) Grants](#)
  - Provides \$1.4 billion in competitive grants to states (or a political subdivision of a state), metropolitan organizations, local governments, special purpose districts, tribes, and federal land management agency (applying jointly with states).
  - PROTECT Grants will support planning, resilience improvements, community resilience and evacuation routes, and at-risk coastal infrastructure. States may use PROTECT Formula Program funds to conduct resilience planning, strengthen and protect evacuation routes, and increase the resilience of surface transportation infrastructure from the impacts of sea level rise. Highway, transit, and certain port projects are eligible.
  
- [Reconnecting Communities Pilot Program](#)
  - Provides \$500 million over 5 years for:
    - Planning grants to carry out feasibility studies on the impact of removing or mitigating physical infrastructure barriers, including within communities, to improve accessibility and facilitate economic development at an 80 percent federal share (\$150 million).
    - Capital construction grants to owners of eligible facilities including at-grade crossings, limited access highways, and other principal arterial facilities acting as a barrier. Facility owners may partner with a local government to carry out eligible projects.
    - Grants greater than or equal to \$5 million are for capital construction projects, including the removal and replacement of eligible facilities. Planning grants will be given out at less than or equal to \$2 million.
  
- [Congestion Mitigation & Air Quality Improvement Program](#)
  - Provides approximately \$13.2 billion in formula grants to states and the District of Columbia. The program provides flexible funding to state and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act.
  - Also provides funding to reduce congestion and improve air quality for areas that do not meet the National Ambient Air Quality for ozone, carbon monoxide, or particulate matter.
  - Eligible uses include transportation projects that reduce congestion and reduce the mobile source emissions for which an area has been designated non-attainment or maintenance for ozone, carbon monoxide, and particulate matter by the Environmental Protection Agency.



● [Transportation Infrastructure Finance and Innovation Act Program](#)

- IIJA provides \$1.25 billion in loans to states, the District of Columbia, Puerto Rico, localities, or other public authorities. The act will have a total of \$75 billion in lending capacity under the IIJA. The program will provide Federal credit assistance to eligible surface transportation projects.
- Eligible projects include highways, transit, intercity passenger rail, some type of freight rail, intermodal freight transfer facilities, and some modifications including a port terminal, and electrification of buses, ferries, trains, and associated infrastructure.

● [Bridge Investment Program](#)

- IIJA provides \$12.2 billion in competitive grants to states, metropolitan planning organizations with more than 20,000 members, local governments, special purpose districts, and tribal governments.
- The program will support projects to improve bridge and culvert condition, safety, efficiency, and reliability - eligible uses include:
  - Projects to replace, rehabilitate, preserve, or protect one or more bridges on the National Bridge Inventory.
  - Projects to replace or rehabilitate culverts to improve flood control and improve habitat connectivity for aquatic species.
- Large Bridge Projects that receive a BIP award of not less than \$100 million are eligible for multi-year grants, in which DOT can award available funds to a project over the course of several years in accordance with an agreement and in alignment with its schedule.
- In selecting Bridge Projects and Large Bridge Projects, FHWA will consider the extent to which BIP funds leverage non-Federal contributions from sponsors and stakeholders involved in the planning, design, and construction of eligible projects.

● [National Culvert Removal, Replacement, & Removal Grant](#)

- IIJA provides \$1 billion in competitive grants to states, units of local governments, or tribes. The program provides supplemental funding for projects that replace, remove, and/or repair culverts or weirs.
- Eligible projects include projects that would meaningfully improve or restore fish passage for anadromous fish, improve or restore infrastructure to facilitate fish passage around or over the weir, and weir improvements.



● [Advanced Transportation Technologies & Innovative Mobility Development](#)

- IIJA provides \$900 million in competitive grants, cooperative agreements, and other contracts to state or local governments, transit agencies, metropolitan planning organizations or a multi-jurisdictional group or academic institutions.
- This program will make funds available to deploy, install, and operate advanced transportation technologies. Eligible uses are for projects that improve safety, mobility, efficiency, system performance, intermodal connectivity, and infrastructure return on investment.

● [Nationally Significant Federal Lands and Tribal Projects](#)

- Provides \$275 million in competitive grants to any entity eligible to receive funding under the Tribal Transportation Program, Federal Lands Transportation Program, or Federal Lands Access Program.
- In addition, a state, county, or local government may apply if sponsored by an eligible Federal land management agency or Indian tribe.
- The program provides funding for the construction, reconstruction, and rehabilitation of nationally significant of Federal lands transportation projects and Tribal transportation projects.
- Eligible projects are projects that are on a federal lands transportation facility, a Federal lands access facility, or a Tribal transportation facility.

● Tools & topics to help determine where infrastructure funds can be spent:

- [FCC Mapping Broadband Health in America tool](#)
  - Broadband availability
  - Opioid deaths
- [EPA Environmental Justice Screening & Mapping Tool](#)
  - Environmental justice measures
  - Critical service provision gaps
  - Health disparities
  - Climate change data
- [Department of Energy Justice Mapping Tool – Disadvantaged Communities Reporter](#)
  - Energy burden
  - Unemployed population
  - Households with no internet access

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<sup>1</sup> Brookings