

Recreation Impact Fee Update 2021

Town of Bedford

New Hampshire

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This report comprises an updated basis for the calculation of recreation impact fees for the Town of Bedford NH. If adopted for the purpose of impact fee assessment, it is recommended that this report be kept on file with the original impact fee study and subsequent updates conducted for the Town of Bedford including:

Impact Fees for Public Recreation Facilities, Town of Bedford, NH (dated October 8, 2001);

Impact Fees for Public Recreation Facilities – 2006 Update, Town of Bedford, NH (dated May 22, 2006); and

Recreation Impact Fee Update - Town of Bedford, New Hampshire (dated April 3, 2015)

Together, this 2021 update and these past reports should be retained in the Town’s records to document the history of the Bedford recreation impact fee assessment schedules and the proportionate basis for those fees.

Bedford Recreation Impact Fee Update 2021

Executive Summary

In this update, the impact fee schedules support either per-unit or per square foot assessments to new residential development, computed for either two or four structural categories. The square foot option would be applicable only to the living area of residential units. The 2021 update supports the impact fee options summarized below:

2021 Recreation Impact Fee Schedules (Including Land Value)

<u>With 4 Structural Categories:</u>	<u>Per Unit</u>	<u>Per Sq. Ft.</u>
Single Family Detached	\$ 1,826	\$ 0.72
Attached or Townhouse	\$ 1,369	\$ 0.92
Multifamily (3+ Unit Structure)	\$ 1,102	\$ 0.99
Duplex, Manuf. Housing, Other	\$ 1,169	\$ 0.93

<u>With 2 Structural Categories:</u>	<u>Per Unit</u>	<u>Per Sq. Ft.</u>
Single Family Detached	\$ 1,826	\$ 0.72
All Other Housing Units	\$ 1,169	\$ 0.93

A portion of the recreation impact fee schedule above (about 25%) is based on the recoupment of the Town's investment in the land that supports active recreation facilities. Should the Town desire a lower proportionate impact fee that would include only the cost of *capital improvements*, excluding the recovery of the value of supporting land, a lower impact fee assessment could be applied in this alternative fee schedule:

2021 Recreation Impact Fee Schedule (Excluding Land Value)

<u>With 4 Structural Categories:</u>	<u>Per Unit</u>	<u>Per Sq. Ft.</u>
Single Family Detached	\$ 1,353	\$ 0.53
Attached or Townhouse	\$ 1,016	\$ 0.68
Multifamily (3+ Unit Structure)	\$ 822	\$ 0.74
Duplex, Manuf. Housing, Other	\$ 870	\$ 0.69

<u>With 2 Structural Categories:</u>	<u>Per Unit</u>	<u>Per Sq. Ft.</u>
Single Family Detached	\$ 1,353	\$ 0.53
All Other Housing Units	\$ 870	\$ 0.69

Due to the very small number of duplex and manufactured housing units in Bedford, and the limitations of related demographic data for these units, the impact fee for these structure types has been consolidated into a single category computed based on data for all units that are not single family homes.

Options for the assessment of recreation impact fees for *accessory dwelling units* (ADUs) are discussed within the report. These options include a standard impact fee per unit or a fee that can be computed individual based on the actual living area of the proposed ADU.

A. Authority and Limitations

New Hampshire RSA 674:21, V authorizes municipalities to assess impact fees to new development for the cost of “...*public recreational facilities not including public open space*”. Impact fees may be used to recoup the costs of existing or future capital improvements that provide for the needs of new development. The amount of the recreation impact fee assessments cannot be based on the cost to provide facilities that are already needed by the existing population. Thus if the inventory of existing recreation facilities is deficient based on the standards used to define facility needs, these deficiencies should be rectified using non-impact fee funds.

An important caveat of the New Hampshire authorizing legislation is its prohibition on including *public open space* costs within in a recreation impact fee assessment. Recreation areas may include multiple functions that include active recreation and sports as well as improved public parks for passive recreation use. The level of active recreational or sports usage, as well as the degree of improvements to the land with developed facilities on the property are a reasonable means distinguish between “recreational facilities” and “public open space” cited in RSA 674:21, V.

Some public land parcels are held for water and wetland conservation, natural habitat and wildlife preservation, aesthetics or view preservation, or simply to retain undeveloped land that may include paths for walking and hiking. While these spaces are supportive of some forms of individual recreation, their primary purpose is *conservation*. Such parcels are viewed as having a public open space objective, and are not considered to be *recreation facilities* for the purposes of the impact fee calculations in this study. While providing the valuable function of open space preservation, such lands are not significantly developed or improved with capital facilities or equipment, and the recreation uses they support tend to be subordinate to their conservation functions.

B. Recreation Facility Inventory 2021

The inventory of existing public recreation facilities in Bedford (including those owned and operated by the Bedford School District) has been updated to 2021. Distinctions are made in the inventory between active sites and parcels that have a primary function centered on open space preservation or conservation.

Since the last fee update (2015) there have been no changes to the number of recreation facilities available. However capital improvements have included the addition of a splash pad at the Riley Field pool, and the conversion of a multipurpose field (Sportsman’s Field) from natural grass to artificial turf.

Recreation Impact Fee Update 2021 Bedford, NH

BEDFORD PUBLIC RECREATION FACILITY AND OPEN SPACE INVENTORY - 2021

LOCATION AND TYPE			FACILITIES AND IMPROVEMENTS													
NAME OF AREA OR FACILITY	Acreage for Outdoor Recreation	Primary Recreation Use/Other Uses on Site	Gymnasium	Basketball Courts - Outdoor	Basketball Courts Indoor - in gyms	Tennis Courts	Baseball, Softball, Little League Fields	Soccer & Multi purpose (1)	Running Track	Outdoor Swimming Pool	Skating Pond	Playgrounds	Canoe Launch	Heritage Trail (miles)	Cross Country Ski Trails	Other facilities supported and NOTES
ACTIVE RECREATION AREAS/FACILITIES																
TOWN OF BEDFORD																
Riley Field Park	29.6	Field sports, tennis, swimming				6	2	1		1	1	1				Sledding hill, Timbertown Playground
Little League Complex	6.2	Little League baseball					3									
McAfee Field	3.6	Soccer; lacrosse						1								
Legacy Park	61.3	Field sports, tennis, x-c skiing	1			3	2	1							1	Skateboard park; 5 miles of x-c ski trails
Greenfield Farms (portion of 50 acre total)	2.0	Multipurpose Field						1								
Joppa Hill Recreation Facility (Portion of 190 acre total)	20.0	Fields, hiking, cross country						2								
Swenson Fields	21.0	Multipurpose and Little League fields					2	1								
Heritage Trail	n/a	On Merrimack River											1	4		4-mile trail completed
BEDFORD SCHOOL DISTRICT / SAU SITES																
Peter Woodbury School	3.0	field/playground areas estimated	1	1	1		1					1				
Memorial School	2.0	field/playground areas estimated	1	1	1		1					1				
Riddle Brook School	3.0	field/playground areas estimated	1	1	1							1				
McKelvie Intermediate School	7.0	field/playground areas estimated	1	1	1		2	1	1			1				
SAU Property		Baseball, multipurpose					1	1								
Bedford High School		Indoor gym, multipurpose w/ track	3		2			1	1							
TOTAL TOWN AND SCHOOL	158.7		7	5	6	9	14	10	2	1	1	5	1	4	1	

(1) Full size soccer field at McKelvie (interior of track) also used for football and lacrosse

OTHER PARKS AND LANDS WITH ACTIVE RECREATION POTENTIAL

Name of Property	Gross Acres	Area Potentially Available for Facilities	Notes on Active Recreation Potential
Sebbins Pond Site	26.0	6	Could support 2-3 baseball or multipurpose fields
Riverfront Park	30.0	10	Site owned by State; use limited to 10-acre area fenced in by Town. Potential for field uses.
Benedictine Park	27.0	4	Four acres potentially available for skating, horseback riding. Current uses include sledding
Total	83.0	20	

OPEN SPACE & CONSERVATION PARCELS

Joppa Hill Property (Portion)	170.0	190 acres total; 20 acres allocated to active recreation facility inventory above. Additional 120 acres in Amherst	
Greenfield Farms (Portion)	48.0	50 acres total; one multipurpose field on 2 acres allocated to active recreation facility inventory above	
Bedford Center Park	12.0	Historic District/ passive park	
Waterfowl Sanctuary	7.6	Nature trails	
Ash Bog	138.0	Conservation w/some trails	
Pulpit Rock	337.0	Conservation w/ 3 miles of walking trails	
Goad's Trail Conservation	---	1/2 mile walking trail	
Muller Park	14.0	Conservation - hiking, picnicking, Scout camping. About 3.6 acres potentially useable for facilities	
Inventory-Passive/Conservation	726.6		
ALL AREAS	Gross Area All Parcels	Used by or Available to Support Recreation Facilities	
TOTAL PUBLIC RECREATION, OPEN SPACE & CONSERVATION	968.3	178.66	

Bedford Sport Fields Inventory				
NAME OF AREA OR FACILITY	Baseball, Softball, Little League Fields	Soccer & Multipurpose Fields		
		Freestanding	Overlay	Total
Riley Field Park *	2	1		1
Little League Complex	3		2	2
McAfee Field		1		1
Legacy Park	2	1	2	3
Bedford Center Park				0
Greenfield Farms		1		1
Joppa Hill Recreation Facility		2		2
Swenson Fields (Jenkins Rd)	2	1		1
Heritage Trail				0
Town Total	9	7	4	11
BEDFORD SCHOOL DISTRICT / SAU SITES				
Peter Woodbury School	1			0
Memorial School	1			0
Riddle Brook School				0
McKelvie Intermediate School	2	1		1
SAU Property	1	1		1
Bedford High School		1		1
Total School District	5	3	0	3
TOTAL TOWN AND SCHOOL	14	10	4	14
* Riley Field Park contains Riley Field (baseball diamond); Selvoski Field (softball diamond), and Sportsman's Field (multipurpose field)				

The inventory of athletic fields has been divided into two general groupings: (1) diamonds (including baseball, softball, Little League) and (2) rectangular fields (including soccer, lacrosse, football, and multipurpose).

The fee cost basis takes into account the availability of rectangular fields that overlay the baseball outfields at Legacy Park and the Little League Fields.

Since these fields overlay others, the cost allocation

in the impact fee model is adjusted to avoid double-counting of estimated field development costs.

C. Population Estimates: Baseline to Build-out

In order to distinguish between existing needs of the current population and the demands from new residential development in Bedford, the quantity of recreation facilities required for a given population is applied to a base year and future population. The 2020 U. S. Census has issued a total population count for Bedford of 23,322 persons, but has not yet issued other details on group quarters population or a count of households.

The NH Office of Strategic Initiatives (NHOSI) 2020 estimate of the group quarters population (including licensed care facilities for assisted living or nursing care) has been applied here to estimate the 2020 *household population* of Bedford.

	<u>2010 Census</u>	<u>2020 Census/NHOSI Estimate</u>
Total Population	21,203	23,322 (U. S. Census)
In Group Quarters	482	559 (NHOSI)
In Households	20,721	22,763

For projection purposes, a future build-out population has been estimated based on the projected buildout potential for residential dwelling units in Bedford. Housing build-out estimates were prepared in 2010 by the Southern NH Planning Commission. (See the CTAP Buildout Report – Town of Bedford 04-14-2010). The projected residential build-out scenarios

ranged from 12,692 to 13,731 dwelling units. For the purpose of recreation demand estimates, this report assumes a build-out of 13,000 dwelling units.

In order to convert total housing units to an estimated future household population, some assumptions are necessary regarding the group quarters population, and a further decline in average household size is likely as the population ages. Given a potential future housing stock of 13,000 units, and an average long term occupancy ratio of 96% in Bedford the number of households at build-out is projected at 12,480.

In 2010, Bedford’s average household size was 2.81 persons. To estimate future household size, BCM Planning applied long term comparisons of projected household size for the Southern NH Planning Commission region using demographic projections from the NHHFA regional housing needs model (2014). The model predicts that average household size in 2040 in this region will be about 86% of its 2010 average. Applied to the Bedford 2010 baseline of 2.81 persons per household, this ratio projects a future household size (2040) of about 2.43. This ratio has been applied to the projected number of households at build-out. (Without this adjustment for declining household size, the future population would likely be overestimated.)

Using these assumptions, the *build-out household population* of Bedford is projected at 30,315. If the group quarters population maintains its long-term (1980-2020) average ratio of just over 2.5% of total population, there would be about 786 group quarters residents at build-out and a total population of 31,102. For projecting per capita recreation needs, the long term projection of about 30,315 is used as the buildout *household population* of the Town.

Bedford Population and Housing History and Buildout Potential						
Demographic Factor	Counts from Decennial Census				Estimated	Projected
	1980	1990	2000	2010	2020 (1)	Buildout (2)
Population	9,481	12,563	18,274	21,203	23,322	31,098
In Group Quarters	296	295	445	482	559	782
In Households	9,185	12,268	17,829	20,721	22,763	30,315
% in Group Quarters	3.1%	2.3%	2.4%	2.3%	2.4%	2.515% (1980-2020 avg)
Total Housing Units	2,858	4,156	6,401	7,634	8,647	13,000
Households	2,790	3,997	6,251	7,364	8,301	12,480
Occupancy Ratio (Households/Units)	98%	96%	98%	96%	96%	96%
					(assumed occupancy rate)	
Avg Household Size	3.29	3.07	2.85	2.81	2.74	2.43
					(2019 ACS Est. @ 2.82)	
<p>(1) Based on 2020 Census population count and NHOSI estimated 2020 GQ population of 559. Housing unit count for 2020 reflects NHOSI estimates of housing stock including units authorized by permit through 2019. Average household size based on total household population divided by estimated number of households under the occupancy assumptions shown. Full counts from the 2020 Census not yet available for housing units, households, or average household size.</p>						
<p>(2) Buildout scenario based on total housing units at 13,000 (range of 12,692 to 13,731 potential estimated in CTAP Buildout Report - Town of Bedford - 04-14-2010)</p>						

D. Recreation Facility Standards Applied

Recreation facility standards are expressed as a desired number of facilities per 1,000 persons based on the household population. These ratios are used to differentiate between existing or current needs from the demands attributable to new development. The facility standards used in the 2015 update have been retained:

Bedford Recreation Standards for 2021 Impact Fee Calculation

Standards Retained from 2006	Per 1000 Persons
Diamond fields	0.621
Rectangular fields	0.662
Outdoor basketball courts	0.380
Outdoor tennis courts	0.380
Outdoor running tracks	0.078
Playgrounds	0.220
Ice skating areas	0.078
Acres available active recreation	6.000

Standards as Modified in 2015

Outdoor swimming pool	0.033 (1 facility for build-out)
Running tracks	0.065 (2 needed for build-out)
Gymnasiums	0.228 (7 needed for build-out)
Heritage Trail miles	0.131 (trail miles for build-out)
Cross country ski trail miles	0.250 (converted "areas" to "miles")

In this update these standards are applied to a 2020 estimated *household population* of 22,763 (which excludes the group quarters population) to estimate existing facility demand from residents. Where current facility needs are greater than the existing inventory of facilities, a deficit is indicated relative to current population demand. The difference between current needs and future needs is the quantity of facilities reasonably attributable to new development.

Public open space and passive recreation areas have been excluded from the facility costs included in the impact fee assessment to comply with the limitations of RSA 674:21, V.

The standards reflect general ratios that were developed in the past in consultation with the Town to represent reasonable levels of service for Bedford. The use of these standards should not be viewed as an upper limit on the number of facilities that may eventually be provided in Bedford. Over time, the popularity and demand for certain types of facilities can change and perceived needs may shift. The objective of the standards is to assign proportionate capital costs to new development based on a level of investment that is

E. Facility Cost and Impact Fee Derivation

1. Capital Cost of Facilities

The estimated facility development costs have been updated from baseline values established in the 2006 basis of assessment by applying the Engineering News Record (ENR) Construction Cost Index of May 2021. Certain asset values increased from the addition of a splash pad to the swimming pool complex and the conversion of a grass sports field to an artificial turf field:

	<u>2021 Adjusted Cost</u>
Swimming Pool Complex w/Splash Pad:	\$ 1,423,076 pool, building, splash pad
Rectangular Field Development:	\$ 345,427 avg. per field
Adjusted for overlays at 71.4 % ratio ¹ :	\$ 246,734 avg. per field

The original 2006 standard for land area supporting active recreation facilities has been retained at 6 acres per thousand population (household), but the cost per acre has been adjusted to \$26,000 per acre. This is the average assessed value per acre for vacant, developable parcels in Bedford of 3 acres or more.

The 2021 replacement cost of Bedford recreation facilities is estimated at just over \$8 million, which represents only the values that can be reasonably documented by the capital asset inventory, historical cost information, and/or assessed valuation data.

In the chart below, components of the inventory of existing recreation sites and facilities is estimated. Land values are assigned based on assessed valuation data. For most fields and facilities, current replacement cost is based on their original cost (based on the Town's capital assets records) adjusted to a May 2021 value using the Engineering News Record (ENR) construction cost index.

¹ Development cost of two freestanding grass fields and related facilities at Joppa Hill, adjusted using the ENR Construction Cost Index, indicate a 2021 capital cost of \$523,172 or \$261,586 per field. In 2021, the conversion of Sportsman's field to an artificial turf field was completed at a cost of \$1.1 million. Nine of the ten freestanding rectangular fields (without overlays) are natural grass and one is now artificial turf. The average replacement cost of a freestanding rectangular field based on these 10 fields is \$345,427. Of the 14 rectangular (soccer and multipurpose) fields in Bedford, 10 (71.4%) are freestanding; others are overlaid on the outfields of baseball diamonds. The adjusted average cost per rectangular field, adjusted for the overlays, is \$246,734.

Recreation Impact Fee Update 2021 Bedford, NH

2021 ESTIMATED REPLACEMENT COST OF TOWN RECREATION SITES AND FACILITIES - BEDFORD NH						
Map-Lot	Location and Facility Component	Town Asset Class	Original Cost or Value Assigned	Acquisition Date	2021 Replacement Cost Estimate (BCM)	Basis for 2021 Cost *
8-16-121	Legacy Park					
	Land Value (prorated portion of site acreage)	Land	\$480,200	12/21/92	\$667,714	Assessed Value Per Acre x 29.6 acres of site in recreation use
	Building Improvements	Bldg Imp	\$395,000	12/21/92	\$950,060	Original Cost & ENR (CCI)
	Legacy Field Lights and Transformer	Infrastructure	\$89,320	11/30/05	\$140,066	Original Cost & ENR (CCI)
	Land / Field Improvements	Land Imp	\$76,485	05/01/06	\$116,260	Original Cost & ENR (CCI)
	Skateboard Park	Land Imp	\$27,534	08/24/06	\$41,853	Original Cost & ENR (CCI)
	Selvoski Field Improvements	Land Imp	\$132,950	04/28/10	\$178,308	Original Cost & ENR (CCI)
20-11	Riley Field (Incl. Sportsman's Field)					
	Land Value	Land	\$500,000	12/12/74	\$566,100	Assessed Value
	Pool Building	Bldg Imp	\$649,030	08/12/04	\$1,064,843	Original Cost & ENR (CCI)
	Playground Equipment & Improvements	Land Imp	\$121,211	07/30/07	\$179,644	Original Cost & ENR (CCI)
	Resurface Four Tennis Courts	Land Imp	\$84,584	08/29/07	\$125,360	Original Cost & ENR (CCI)
	Splash Pad Installation	Bldg Imp	\$324,770	07/01/17	\$358,233	Original Cost & ENR (CCI)
	Riley Field Rehab	Land Imp	\$128,934	09/01/18	\$138,201	Original Cost & ENR (CCI)
Sportsman's Field Change to Artificial Turf	Land Imp	\$1,100,000	completed 2021	\$1,100,000	Original Cost 2021 Completion	
20-23	Little League Fields					
	Land Value	Land	\$364,700	04/01/50	\$278,900	Assessed Value
	Building	Bldg Imp	\$116,100	04/01/50	\$246,800	Assessment data - est. replacement cost
20-7	Bedford Center Park					
	Land Value	Land	\$100,000	09/10/97	\$146,400	Assessed Value
	Park Improvements	Land Imp	\$48,369	10/01/08	\$67,830	Original Cost & ENR (CCI)
	Bandstand	Bldg Imp	\$57,374	06/01/12	\$73,089	Original Cost & ENR (CCI)
	Park Improvements	Land Imp	\$123,104	12/01/12	\$156,823	Original Cost & ENR (CCI)
18-27-22	Joppa Hill Road Fields					
	Land (20 acres prorated portion of parcel)	Land (portion)	\$3,537,900	06/12/01	\$372,411	Assigned at asset value per acre @ 20 acres. (Assessed value reflects Current Use status)
	Joppa Hill Rd Building	Bldg Imp	\$62,100	06/12/01	\$117,386	Original Cost & ENR (CCI)
	Soccer Field Improvements	Land Imp	\$247,330	11/01/04	\$405,786	Original Cost & ENR (CCI)
24-9-1	Heritage Trail - Land Value	Land	\$70,000	04/29/92	\$91,800	Assessed Value
29-17	McAfee Field (Heather Meadow Pk) Land Value	Land	\$70,800	06/22/95	\$144,700	Assessed Value
38-12	Greenfield Farms Land (2 acres as % of parcel)	Land	\$290,000	06/21/01	\$25,323	Assessed Value Prorated by Rec. Acres as % of Total Site
39-17	Jenkins Rd Ballfield Parcel - Land (Field improvements made by developer in exchange for land swap)	Land	\$262,700	01/01/10	\$286,900	Assessed Value
Total Documentable Replacement Cost - Town Recreation Land and Facilities					\$8,040,790	

Recreation Impact Fee Update 2021 Bedford, NH

Based on the recreation facility standards applied in the model and the estimated capital cost estimates, the total capital cost recoverable from new development for recreation facilities is estimated at **\$623** per capita (household population). About 75% of this amount is based on the cost of facility improvements and 25% on the recovery of land value for the acreage supporting active recreation improvements. If land value of recreation sites is excluded, the average projected capital cost is **\$467** per capita.

COST ALLOCATION ASSUMPTIONS FOR RECREATION FACILITIES - EXISTING AND FUTURE NEEDS						
Recreation Facilities	Additional Facilities Needed for Existing Population	Facilities Attributable to New Development Base Year to Buildout	Total Expansion Needed for Existing and Projected Needs	Estimated Cost Per Unit 2021	Estimated Cost to Rectify Existing Deficiencies in Inventory	Capital Cost Assigned to New Development
Diamond Fields	0.10	4.70	4.80	\$250,805	\$25,080	\$1,178,784
Subtotal Diamonds Overlaid by Rectangular Fields	--	--		0 (Included in baseball field cost)	--	--
Rectangular Fields Average Cost	--	--		\$345,427	--	--
Rectangular Fields Total (Adjusted Cost to Account for Overlays)	1.10	5.00	6.10	\$246,734	\$271,407	\$1,233,670
Basketball Courts	3.60	2.90	6.50	\$56,241	\$202,468	\$163,099
Tennis Courts		2.90	2.50	\$56,241	\$0	\$163,099
Swimming Pool - Outdoor w/Splash Pad		0.20	0.00	\$1,423,076	\$0	\$284,615
Running Track		0.50	0.00	New running tracks (indoor & outdoor) included in 2007 MS/HS construction	n.c	n.c.
Playgrounds		1.70	1.70	\$129,000	\$0	\$219,300
Gymnasiums		1.70	(0.10)	Cost not computed - gym standard satisfied by new middle/high school construction	n.c	n.c.
Cross-country ski area (miles)	0.70	1.90	2.60	\$18,200	\$12,740	\$34,580
Trail-Heritage Trail (Miles)		1.00	0.00	\$196,000	\$0	\$196,000
Ice Skating Area		0.60	0.40	\$91,000	\$0	\$54,600
Facilities Total					\$511,696	\$3,527,747
Land Area Associated with Active Parks and Recreation	(61.4) (Surplus)	45.31 acres encumbered by new development needs	0.00	\$26,000 Per acre based on parcels 3 acres +	None (Land Area Exceeds Stds)	\$1,178,060
<i>Cost Attributable to New Development</i> <i>Total Cost Per Capita (prior to credits):</i> <i>Facility Development Cost Per Capita:</i> <i>Land Cost Recoupment Per Capita:</i>						\$4,705,807 \$623 \$467 \$156

2. Credit Allowances

The fee basis includes a credit allowance to offset the cost that new development could bear in property taxes to pay for pre-existing facility needs.

Based on the facility standards applied, the 2021 inventory shows several deficiencies relative to the standards applied centering principally on a need for: a fractional portion (0.10) of a diamond field; one additional (1.1) rectangular field; 3.6 outdoor basketball courts, and 0.7 miles of cross country ski trails are attributable to demands from the existing population.

The total cost to rectify these deficiencies is estimated at \$ 511,696. Based on the Town’s Fall 2020 net local assessed valuation of nearly \$4.1 billion, this amount represents about \$ 0.13 per thousand valuation. Consequently, the credit allowances are quite modest when applied to average assessed values by structure type.

Credit for Town Cost to Rectify Existing Deficiencies		
Cost to Fund Existing Needs		\$511,696
Bedford Taxable Valuation (Fall 2020)		\$4,092,109,157
Credit Per \$1000 Valuation		\$0.13
Credit for Cost to Rectify Deficiencies		
Structure Type	2021 Average Assessed Valuation Per Unit	Credit Amount
Single Family Detached	\$476,000	(\$62)
Townhouse & Attached	\$301,000	(\$39)
Multifamily Structures	\$147,000	(\$19)
Units Other Than SF Detached	\$208,000	(\$27)

3. Household Population per Dwelling Unit

The impact fee is assigned to new development using the facility costs per capita times the household size by type of housing unit. In this update, new average household sizes were estimated based principally on the American Community Survey (ACS) 5-year sample data for the period ending 2019.²

Neither the decennial Census nor the ACS provide full counts of the number of persons per household for the detailed structural categories that were once available. Periodic estimates are provided from American Community Survey (ACS) but sampling at the town level is subject to high margins of error.

For example, the ACS data for Bedford for 2019 can be used to generate an average household size for single family detached *and* attached units combined (which include townhouses) at 2.97 persons per occupied unit. Historically when more detailed data were available, household sizes could be computed directly for single family detached and attached units separately.

For the household size estimates we used the historical data for these unit types, which indicate that single family homes in Bedford have an average household size that is 1.02 times the combined average for the two housing types, while a townhouse had an average that was 0.76 times the combined average. Using the 2019 ACS data, adjusted by these ratios, the estimated average household size is 3.03 persons per single family detached home and 2.26

² As of this writing, release of local data from the U. S. Census for 2020 has been limited to the total population count. Details including the group quarters population subtotal, counts of households, and average household size based on the 2020 Census are not yet available.

persons per unit for attached or townhouse style units. The other categories for multifamily housing and “all other” units are derived by interpreting the 2019 ACS data for the available structural groupings.

For the purpose of allocating recreation capital costs to Bedford housing units, the 2021 update has used the following estimates of household size to compute the recreation impact fees:

Average Household Size	2.82
Single Family Detached Unit	3.03
Attached or Townhouse Unit	2.26
Multifamily Structures *	1.80
Units Other than SF Detached	1.92

** Average based on 2-4 unit and 5+ structures other than attached or townhouse units). There are very few 2-4 unit structures in Bedford. Average household size based primarily on larger apartment complexes)*

The inventory of duplex and manufactured housing units in Bedford is extremely limited, and as such the reliability of the ACS sample data for these categories is probably not reliable with respect to average household size. The fee basis for these units is best represented by a generic assessment category that reflects Bedford household sizes for all units other than single family homes.

F. 2021 Recreation Impact Fee Schedules

The previously defined capital costs per capita are assigned to the estimated average household size for several structural categories of residential development. The fees could be assessed for either two or four structural categories. For example, a simplified fee schedule could be adopted with fees assessed to single family detached vs. “all other” units. A four-group fee schedule would differentiate between single family detached, townhouse & attached, multifamily, and all other structure types. The “all other” category would be applicable to duplex and manufactured housing units. The fees are expressed per dwelling unit and per square foot of living area based on the average size of Bedford dwelling units in 2021.

1. Fee Schedules by Type of Structure

Average household size for each structure type is multiplied by the facility costs per capita attributable to new development, and the credit allowances are subtracted, yielding a supportable impact fee per unit and an alternative fee per square foot.

Recreation Impact Fee Update 2021 Bedford, NH

Recreation Impact Fee (Includes Recovery of Land Value)					
Type of Structure	Bedford Average Persons Per Occupied Unit (2019 Estimates)	Capital Cost Per New Dwelling Unit (1)	Credit for Existing Needs	2021 Recreation Impact Fee Assessment	Alt. Recreation Impact Fee Per Sq. Ft. Living Area
Single Detached	3.03	\$1,888	(\$62)	\$1,826	\$0.72
Townhouse & Attached	2.26	\$1,408	(\$39)	\$1,369	\$0.92
Multifamily 3+ Unit Structure	1.80	\$1,121	(\$19)	\$1,102	\$0.99
Units Other Than SF Detached	1.92	\$1,196	(\$27)	\$1,169	\$0.93
Average All Occupied Units	2.82				
<i>Based on per capita cost at:</i>	\$623				

An alternative fee schedule would assess a lower amount per unit or per square foot that would be based on the cost of improvements only, excluding the recoupment of raw land values for the acreage which supports active recreation sites.

Recreation Impact Fee Excluding Recovery of Land Value					
Type of Structure	Bedford Average Persons Per Occupied Unit (2019 Estimates)	Capital Cost Per New Dwelling Unit (1)	Credit for Existing Needs	2021 Recreation Impact Fee Per Unit	Alt. Recreation Impact Fee Per Sq. Ft. Living Area
Single Detached	3.03	\$1,415	(\$62)	\$1,353	\$0.53
Townhouse & Attached	2.26	\$1,055	(\$39)	\$1,016	\$0.68
Multifamily 3+ Unit Structure	1.80	\$841	(\$19)	\$822	\$0.74
Units Other Than SF Detached	1.92	\$897	(\$27)	\$870	\$0.69
Average All Occupied Units	2.82				
<i>Based on per capita cost at:</i>	\$467				

2. Impact Fee Options for Accessory Apartments

The Bedford Zoning Ordinance defines an accessory dwelling unit as one consisting of not more than 1,000 square feet, constructed *within or attached to* a single detached residence. (Other limitations also apply.)

Based on the above *net impact fee* amounts (after credits), divided by average household size, the assessment would average about **\$600** per capita including land values, and **\$450** per capita if the net fee excludes land value. If we assume that minimum occupancy in an ADU will be *at least one person*, then an ADU fee per unit could be set at these values.

Recreation Impact Fee For Accessory Dwelling Unit 2021			
Type of Unit	Average Sq. Ft. Per Unit	Recreation Impact Fee Per Unit	
		With Land	Without Land
Single Family Detached	2,536	\$1,826	\$1,353
All Other Units	1,263	\$1,169	\$870
Avg Est. Size ADU Bedford	631		
ADU Impact Fee	Unit Size Ratio	With Land	Without Land
Ratio Sq. Ft. ADU to SFD	25%	\$454	\$337
Ratio Sq. Ft. ADU to All Other	50%	\$584	\$435
Average (Recreation Fee Per ADU)		\$519	\$386
Alternative Fee Per Sq. Ft. ADU		\$0.82	\$0.61

A second method would be compute the fee based on the expected average size of an ADU in proportion to the fees computed for single family and other structure types.

Based on the differential in size between single family homes in Bedford with and without apartments, a typical ADU may add about 631 square feet of living area to the parcel.

That estimated floor area, as a proportion of the average size of the

two major structural categories, could be used to define a fee for the ADU as shown here. This approach would support an average recreation impact fee of **\$519** per unit presuming that the fee will include land value, or **\$386** per unit excluding land value.

The same proportionate comparison could also be made on a case by case basis using the actual size of the proposed ADU to assign the recreation impact fee, allowing the fee to vary with the living area of the unit.

This alternative would assess the fee based on the proposed living area of the ADU, since presumed demand on recreation facilities would increase with the size of the unit and the number of occupants.

ADU Recreation Impact Fee Based on Proposed Living Area					
Sq. Ft. Living Area	ADU % of Avg SFD Living Area	ADU % of Avg Living Area Other Units	ADU Fee Relative to SFD	ADU Fee Relative to Other Units	ADU Fee at Average
400	15.8%	31.7%	\$289	\$370	\$330
500	19.7%	39.6%	\$360	\$463	\$412
600	23.7%	47.5%	\$433	\$555	\$494
700	27.6%	55.4%	\$504	\$648	\$576
800	31.5%	63.3%	\$575	\$740	\$658
900	35.5%	71.3%	\$648	\$833	\$741
1000	39.4%	79.2%	\$719	\$926	\$823

This option is illustrated here by 100 square foot increments in living area for the recreation fee option that includes the recovery of land value.

The ADU fee computed at the average of these indicated ranges is equivalent to about **\$0.82** per square foot of living area.