

# **FISCAL IMPACT ANALYSIS**

**Hildreth's Farm Condominium  
114 West Road  
Canterbury, NH**



**September 12, 2025**



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## Introduction

Fougere Planning and Development has been engaged by 114 West Road, LLC to undertake a Fiscal Impact Analysis that outlines the potential financial ramifications to the Town of Canterbury from a proposal to develop a 26-unit condominium community on a 34.4-acre site fronting on West Road. The new residential community will include 20 single family homes and 3 duplex units. In addition, two commercial lots will be created although no specific uses are proposed at this time.

It should be noted that all on site roads will be privately maintained, and the site will be serviced by on site water and septic systems.

## Local Trends

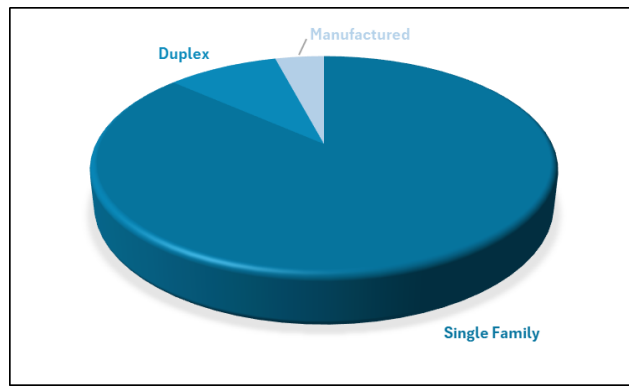
Census figures report that since 2010, Canterbury has seen very little population growth, increasing 1.5% from 2010 to 2020. The NH Office of Planning & Development (OPD) reports that Canterbury's 2023 population to be 2,440, noting an increase of 88 people since 2010, a 3.7% increase over a 13 year period.

Table 1

2000	2010	2020	2023
1,979	2,352	2,389	2,440

A majority of Canterbury's housing stock consists of single-family homes, with the most recent OPD data reporting 953 single family homes out of a total housing stock of 1,101 units as outlined in Figure 1.

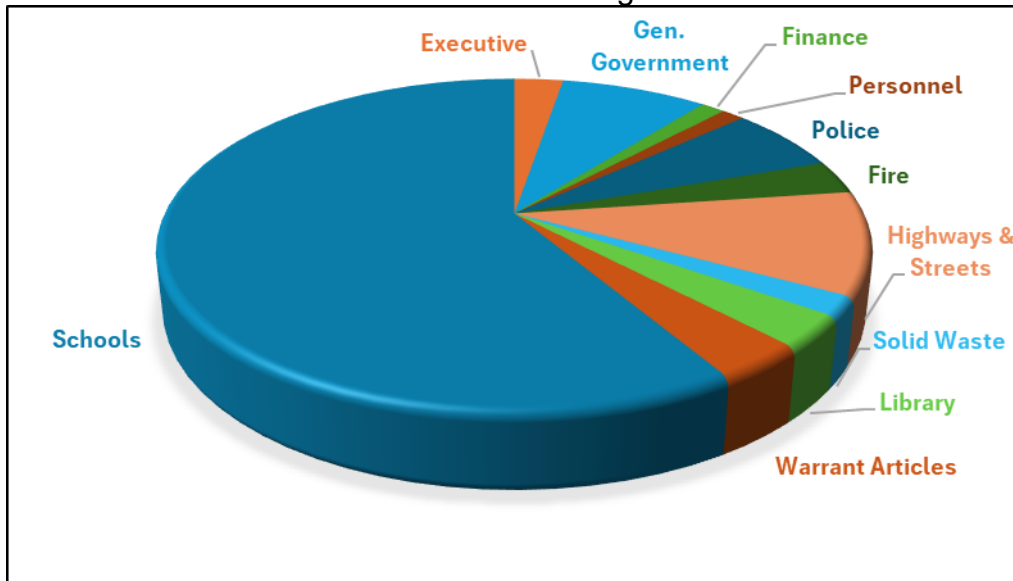
Figure 1  
Housing Profile



## Budgets

The FY2025 School budget was \$5,397,112, while the Town totaled \$3,814,124. The School District, along with Police and Fire are some of the larger Departments in Canterbury. Given the nature of the proposal, these Departments will experience some measurable impacts from the proposed project and as such, they will be closely reviewed in this analysis. Figure 2 outlined the breakdown of the Town/School budgets.

Figure 2  
Town/School Budget



## A. Per Capita Methodology Approach v. Cost Approach

There are a number of methodologies that are used to estimate fiscal impacts of proposed development projects. The Average Costing Method is most often

used to determine municipal cost allocation. This method is the classic “average” costing method for projecting the impact of population growth on local spending patterns and is used to establish the costs of existing services for the new development. The basic premise of this method is that current revenue/cost ratios per person and per unit is a potential indicator of future revenue/cost impacts occasioned by growth. New capital expenditures required for provision of services to a development are not added to current costs; instead, the present debt service for previous improvements is included to represent ongoing capital projects. The advantage of this approach is its simplicity of implementation and its wide acceptance by both consultants and local officials. The downside of this approach is that the methodology calculates the “average” cost as being the expected cost, which is often not the case and costs are exaggerated, in some cases significantly. If one student is added to a school system, limited costs impacts will occur; however, based on an “average” cost to educate one student the cost may be noted as \$18,000/year which includes such costs as existing debt, building maintenance, administrative and other costs all of which will be minimally impacted by the addition of one student. The “true cost” could be significantly less, especially in those communities with declining enrollment.

The Marginal Cost Approach is a realistic methodology that can be used to estimate developmental impacts which attempts to reasonably estimate potential actual costs that may occur in the community. At this time, a “level of service” exists in Canterbury to serve the community. This existing service level, for the most part, addresses the needs of the community through existing tax collections. As new developments occur, pressures are placed on some departments to address increased demands, while other departments see little if any impact. In reviewing the potential impacted town departments specifically, a truer picture of anticipated cost impacts can be determined.

Given this potential to overestimate fiscal costs, this report uses a blend of the Average Costing Method and the Marginal Cost Approach which will be used to assign costs based upon anticipated department cost impacts from the project.

Given the nature of this proposed development project, as will be seen by the analysis below, few significant impacts will be felt by Town Departments. Any required off site road improvements will be addressed during the Planning Board approval process. All proposed access roads will be private, and all maintenance expenses will be paid for by the unit owners. This is not to infer that no municipal expenses will be created as a result of this project. Some service increase will certainly be felt by a few Town departments, most noticeably Police, Fire Departments, as well as the School Department.

## B. Local Revenues From Development

### 1) Property Taxes

Local property taxes provide the bulk of municipal revenues for New Hampshire communities. The 2024 Tax Rate for Canterbury is \$22.68; for purposes of this Report only the Local tax rate of \$20.35 will be applied, excluding the County portion of the Rate. Figure 3 outlines the breakdown of the 2024 Tax Rate.

Figure 3  
Tax Rate Profile

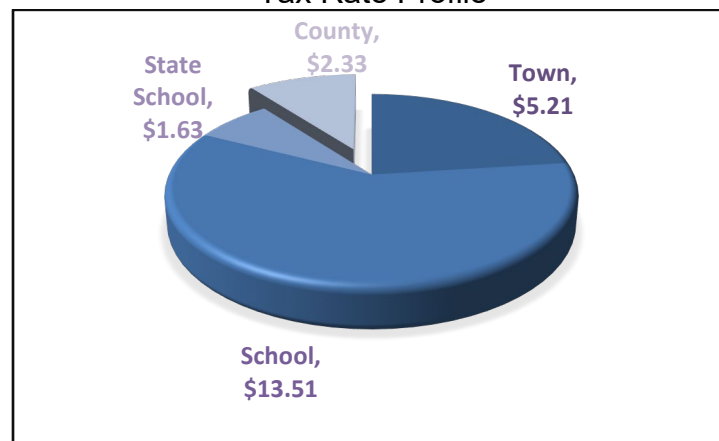


Table 2 below outlines the projected municipal tax revenue that it estimated to be generated by the proposed project based upon the anticipated assessed values. Comparable properties from the community were reviewed and based on market conditions, the total development is estimated to total \$14,934,000 and generates an estimated \$303,907 in annual local property tax revenue as outlined in Table 2.

Table 2  
Estimate Property Tax Revenue

Unit Type	#	Est. Sales Price	Total
Duplex	6	\$489,000	\$2,934,000
Single Family	20	\$600,000	\$12,000,000
Total Est. Assessed Value			<b>\$14,934,000</b>
<b>Est. Annual Property Taxes</b>	\$20.35	<b>\$303,907</b>	

The existing site is presently assessed for \$268,700, generating \$5,453 in annual local property tax revenue.

## 2) Miscellaneous Yearly Revenues

Another major source of revenue for the community is from motor vehicle registration fees. In FY24, the Town of Canterbury received an estimated total of \$634,999<sup>1</sup>. Table 3 outlines the projected vehicle registration revenue from the additional housing units, estimated to total \$4,680.

Table 3 Motor Vehicle Permit Fees	
26 Units x 2 Vehicles Per Unit	52
52 x \$10,000 value = \$520,000	
\$9 per \$1,000 = \$4,680	

## 3) Total Project Revenues

The construction of the proposed condominium community is estimated to generate **\$308,587** in revenue from both property tax and vehicle registration fees as detailed in Table 4.

Table 4 Projected Gross Revenue	
Estimated Property Tax Revenue	\$303,907
Estimated Automotive Permit Fees	\$4,680
<b>Total Estimated Project Revenue</b>	<b>+ \$308,587</b>

## C. Town Department Impacts

<sup>1</sup> 2024 Town Report

## 1. Police & Fire

Of all Town departments, the Police and Fire will have the most direct and measurable impact from the condominium community with demand for services being directed to the new development. To gain a firm understanding of degree of increased service requirements this project may have on emergency service departments, call data from similar land uses was evaluated to estimate potential new calls.

### Police Department

Based on the findings from this analysis, the Police Department is estimated to experience an increase in call volume with 12 annual calls projected from the proposed condominium community as summarized in Table 5.

Table 5  
Estimated Police Calls

Estimated Annual Police Calls		
Locations	# Single Family	Avg. Call Per Unit
Milford, Pembroke, Londonderry	524	0.53
Proposed Single Family	20	
Estimated Annual Police Calls	11	
	# Duplex	Avg. Call Per Unit
Raymond & Amherst	69	0.152
Proposed Duplexes	6	
Estimated Annual Police Calls	1	
Total Estimated Annual Police Calls	12	

To put the call volume into perspective, the Department received 6,443 calls in 2024 (124 per week).

We discussed the proposed development program with Police Chief Justin Crotty. The Chief shared no concerns with potential impact on his department from the proposed residential development and the related increase in calls. The Chief noted an officer's salary is approximately \$68,000.

To account for potential Police Department costs, an average cost per call was calculated and based upon an estimated 11 calls, results in a projected Police cost impact of \$1,440 as outlined in Table 6.

Table 6  
Police Department Costs

<b>Department</b>	<b>FY 2025 Budget</b>	<b>Calls<sup>2</sup></b>	<b>Cost/call</b>	<b>Est. Calls</b>	<b>Annual Cost</b>
Police	\$518,279	4,832	\$120	12	\$1,440

To be conservative a cost of **\$10,000** has been accounted for. The Chief thought noting this potential expense was reasonable.

## Fire Department

A much more modest projected call volume is anticipated for Fire Department, with 1 fire call projected and 2 EMS calls (total 3 calls) as outlined in Table 7. In 2024, the Department responded to 386 calls, an average of 7.4 per week.

Table 7  
Estimated Fire/EMS Calls

Estimated Annual Fire Calls		
Locations	# Single Family	Avg. Call Per Unit
Milford, Pembroke, Londonderry	524	<b>0.039</b>
Proposed Single Family	20	
Estimated Annual Fire Calls	<b>0.78</b>	
	# Duplex	Avg. Call Per Unit
Raymond & Amherst	69	<b>0.043</b>
Proposed Duplexes	6	
Estimated Annual Fire Calls	<b>0.26</b>	
<b>Total Estimated Annual Fire Calls</b>	<b>1</b>	
Estimated Annual EMS Calls		
Locations	# Single Family	Avg. Call Per Unit
Milford, Pembroke, Londonderry	524	<b>0.061</b>
Proposed Single Family	20	
Estimated Annual EMS Calls	<b>1.22</b>	
	# Duplex	Avg. Call Per Unit
Raymond & Amherst	69	<b>0.029</b>
Proposed Duplexes	6	
Estimated Annual EMS Calls	<b>0.17</b>	
<b>Total Estimated Annual EMS Calls</b>	<b>2</b>	

We discussed the proposed residential project with Fire Chief Michael Gamache. Given the expected low volume of calls from the proposed project, the Chief felt the Department can absorb the increased yearly calls without needing to add staff and was not concerned about the project. The Chief also noted that adding fire protection to the project would be very beneficial.

The Chief stated that currently they have one full-time fire fighter staff position, along with the part-time chief position serving the town; the department is also supported by 22 call fire fighters.

<sup>2</sup> 2024 calls reduced by 25% to account for minor calls.



As with the Police Department, we used cost averaging to estimate potential department expenses. Based upon an estimated 3 annual calls, results in a projected Fire Department cost impact of \$2,331 as outlined in Table 8.

Table 8  
Fire Department Costs

Department	FY 2025 Budget	Calls	Cost/call	Est. Calls	Annual Cost
Fire	\$299,957	386	\$777	3	\$2,331

For this Report, we will round this cost to **\$8,000**. The Fire Chief felt this cost was a very reasonable allocation of potential futures costs.

## 2. Other Departments

### Solid Waste

To account for potential increases in solid waste costs, an average cost per household<sup>3</sup> approach was applied as outlined in Table 9, with an estimated **\$4,004** expense was calculated.

Table 9 Estimated Solid Waste Expense	
Solid Waste	\$173,011
Households	1,121
Cost/household	\$154
Proposed Households	26
Estimated Cost	\$4,004

Given the small measurable impacts associated with the proposed project on other Town Departments; few financial impacts will be seen. Building Department impacts will be offset by thousands of dollars in permit fees. No new town-maintained roads will be constructed General Government, along with other departments will realize little activity that will be discernable enough to create a noticeable impact on operations; tax payments and vehicle registrations can now be paid for online. In order to account for some potential municipal impact, we have carried a potential cost of \$125/unit, generating a total estimated expense of **\$3,250**.

## 3. School Department

<sup>3</sup> Town Report, Solid Waste Committee.

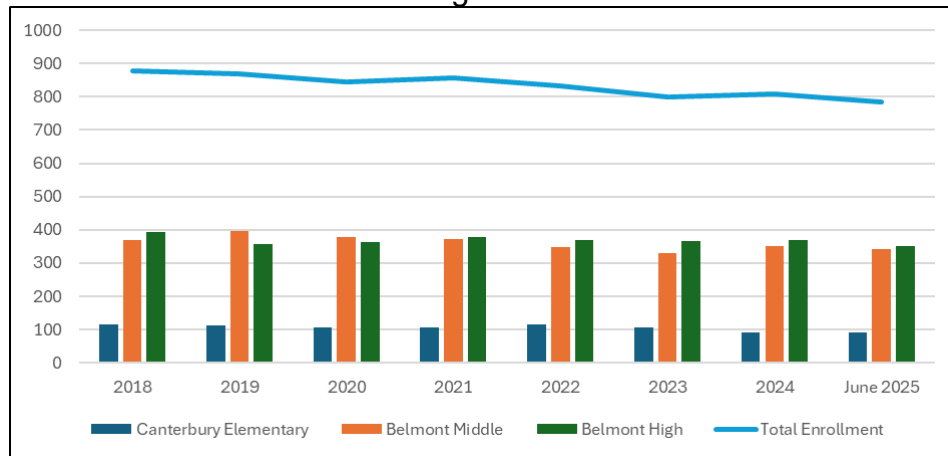
## School Enrollment Trends

Since 2018, as outlined in Table 10 & Figure 1, Shaker Regional School District enrollment has been declining (7.8%), with the largest decrease seen at the elementary school (-27 students), followed by the high school (-24 students).

Table 10

School	2018	2019	2020	2021	2022	2023	2024	June 2025	# Decline
Canterbury Elementary	117	114	105	106	116	106	90	90	-27
Belmont Middle	368	397	377	372	347	329	350	342	-18
Belmont High	392	357	364	378	368	365	368	351	-24
Total Enrollment	877	868	846	856	831	800	808	783	-69

Figure 1



Based on the most recent enrollment figures, excess capacity exists at all school levels<sup>4</sup> as outlined in Table 11.

Table 11

School	June 2025	Capacity	Available Capacity
CES	90	147	57
BMS	342	475	133
BHS	351	361	10

An Educational Facility Needs Assessment Report prepared by NHSAA in May/2020 for the Shaker Regional School District noted declining enrollment trends. The District's enrollment peaked in 2010 with 1,383 students and as of June of 2025, the enrollment had declined to 1,115 (-268 students). The Report

<sup>4</sup> NHSAA Assessment Report May 2020.

also projected K-12 enrollment of 1,111 in 2029, indicating continued decreases in future year enrollments.

### Estimated School Enrollment

New Hampshire Housing Finance Authority (NHHFA) published a statewide report<sup>5</sup> in September of 2024 noting the decline in school enrollment statewide, as well as the declining occupancy of School Age Children (SAC) in housing units. The analysis reported that for newer single family homes the average SAC per unit ratio was .44 children per unit and for duplexes the SAC ratio is .25 SAC per unit. When these SAC ratios are applied to the proposed project unit types as outlined below, an estimated 10 SAC are calculated as detailed in Table 12. These students will enter the school over a period of years as the project builds out over time.

Table 12  
Estimated School Age Children<sup>6</sup>

Unit Type	Units	SAC Ratio	SAC
Single Family	20	0.44	8.8
Duplex Condo	6	0.25	1.5
Total	26		<b>10</b>

It is anticipated that the estimated students will be spread throughout grade levels. Based on a review of grade level breakdown from similar developments<sup>7</sup>, as outlined in Table 13, it is estimated that 7 students will attend grades K – 6 and 3 students grade 7 – 12. Based on the projected decreasing enrollment District wide, these new students will be replacing “empty seats” in the system.

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<sup>5</sup> From Homes to Classrooms: Housing Development and School Enrollment in NH.

<sup>6</sup> Fougere Planning database of school children report a per unit SAC for single family homes in Amherst to be .411 students per unit. A review of 225 duplex units located in five NH towns reported a per unit SAC ratio of .258 students per unit.

<sup>7</sup> Single family in Bow and Londonderry, Duplex in Hollis & Amherst.

Table 13

	Est. SAC	K - 6 Ratio	K-6 SAC	7 - 12 Ratio	7 - 12 SAC
Single Family	8.8	0.654	5.76	0.344	3.03
Duplex	1.5	0.73	1.10	0.269	0.40
Est. Totals			<b>6.85</b>		<b>3.43</b>

We discussed the proposed development with School Superintendent Michael Tursi. The Superintendent informed us of the packet of information he delivered to the Planning Board, including the 2020 Assessment Study. We discussed three potential cost centers relative to school expenses: Special Education – teachers-bussing. The Special Education budget for FY25/26 was \$4,136,533 or an average of \$3,709 per student<sup>8</sup>; multiplying this figure by the estimated 10 new students generates an estimated cost of \$37,090. The Superintendent did note that should a special educational student move in that needed out of district placement, that cost could range from \$300,000 - \$400,000 per student annually. (It should be noted that a special needs student requiring this level of care could move into any existing home in Canterbury or Belmont). It was also suggested that the cost of a teacher also be carried in this analysis at \$106,000. The Superintendent did not foresee the need for a new bus to serve the site but did note that for the middle and high school students, time on the bus is an area of concern. Should such bus time increase to a point where it becomes extensive, another bus route may be required. Based on these discussions, a potential expense of **\$143,090** will be accounted for in this analysis. Given the declining enrollment seen in the District, this estimated expense is very conservative.

Town of Canterbury receives Adequacy Aid<sup>9</sup> from the State, which in FY2025 is estimated to total \$571,148. At this time Base Adequacy per student aid equals \$4,265 which may generate **\$42,650 in additional revenue** based upon 10 new students should enrollment levels rise. The addition of the new students will help maintain existing state funding or potentially increase funding. Other qualified State Aid that may be generated includes Free and Reduced Lunch payments of \$2,392 per student, Special Education \$2,184, and English learners \$832. These

<sup>8</sup> 1,115 Enrollment June/25 Superintendent report.

<sup>9</sup> NH Dept. of Education, FY20203 Estimated, dated Sept. 1, 2022.

monies would assist to offset future costs to educate the estimated new student population.

## FISCAL SUMMARY

As outlined in Table 14, based upon the findings in the report, gross annual revenues for the proposed development program are estimated to be \$308,587. The anticipated fiscal impact to the Town of Canterbury is estimated to be \$168,344 a year for the full buildout of the development program resulting in a **positive** net fiscal revenue of approximately **\$140,243** a year.

Table 14  
Fiscal Summary

<b>Projected Revenues from Taxes, Vehicle Registrations</b>	<b>\$308,587</b>
<b>Total Municipal Costs</b>	
<b>Police</b>	-\$10,000
<b>Fire</b>	-\$8,000
<b>Solid Waste</b>	-\$4,004
<b>Other General Fund</b>	-\$3,250
<b>School Costs</b>	-\$143,090
<b>Total Costs</b>	-\$168,344
<b>Net Positive Fiscal Impact</b>	<b>+\$140,243</b>

- The addition 26 condominiums will increase the site's value by \$14,500,000 over its current value.
- Few school children reside on the property, with only 10 school age children estimated and can be easily accommodated within existing school space given the declining enrollment realized within the District. State Adequacy aid will be maintained or potentially increased with this project, with potential additional revenue estimated to total \$42,650.
- Both police and fire chiefs share few concerns relative to impacts on their departments.
- Estimated revenues far exceed anticipated municipal expenses, resulting in a very positive fiscal development for the community.
- Building permit fees are estimated to total thousands of dollars.
- Future potential commercial uses will increase the community's tax base.
- The added residents in the area will help support the local business community.

**MARK FOUGERE****PRINCIPAL OF FOUGERE PLANNING AND DEVELOPMENT**

Mark Fougere is an AICP land use planner with over 34 years of public and private sector experience and holds a master's degree in planning. Mr. Fougere has an extensive background in project management dealing with a broad array of planning related issues including spearheading rezoning efforts, managing development teams, site and land use planning, impact fees, fiscal impact analysis, public presentations, expert witness testimony, land use law analysis, and consensus building challenges. Mark has also served on a municipal planning board and as a Selectman. He has managed numerous rewrites and amendments to zoning ordinances and site plan/subdivision regulations. Mr. Fougere has worked extensively in many New England communities on fiscal impact analysis, traffic corridor studies, housing, workforce housing, and land use regulations.