

Appendix C – Impact Fee Methodologies

Article 1 - Recreation Facilities Impact Fee Methodology, as Amended

This methodology establishes the impact fee that should be paid by residential development for expanded active recreational facilities. In developing the fee, we looked at the need for new or expanded infrastructure to provide adequate active recreation facilities for a growing population and the potential costs of those facilities.

1. **Current Supply of Parks and Active Recreational Facilities** – As of the March 2015, the Town of Brunswick had a total of approximately 185 acres of parks and active recreational facilities available for public use (see attached inventory). Most of these facilities are owned by the Town while a few are leased or are used through agreements with other agencies. This figure includes only developed facilities. Where a portion of a site is undeveloped, only the portion available for active recreational or park use is included. The following is a brief summary of the current supply of these facilities.
 - a. **Recreational Facilities** – The Town has approximately 177 acres that is used for active recreational activities including developed trails. This does not include the significant acreage in open space and conservation land owned by the Town. These recreational facilities include the Coffin Pond swimming facility, the Androscoggin River bikeway, and a number of boat launches and water access points. Most of the Town's recreational fields are concentrated at a small number of locations including Edwards Field, Lishness Park, Shulman Field, Crimmins Field, and facilities adjacent to schools that are available for public use. Most of the facilities are intensively developed with little potential for the creation of new or expanded facilities. With a 2010 household population of 18,545 (not including group quarters population), this is approximately 0.0095 acres of recreational area per household resident or 9.55 acres per 1000 year-round household residents.
 - b. **Parks** – The Town has approximately 7.5 acres of park land. The majority of this land is in the Mall. This is approximately 0.00041 acres of parks per capita or 0.4 acres per 1000 year-round household residents.
 - c. **Combined Facilities** – Taken together, the Town currently has 184.61 acres of parks and active recreational land and facilities. This is 0.0995 acres per household resident or 10 acres per 1000 year-round household residents.
2. **Adequacy of Current Parks and Recreational Facilities** – The current supply of approximately 185 acres of parks and recreational facilities allows the community to meet its current recreational needs but there is demand for additional facilities including more facilities for sports and active recreation, an improved and expanded swimming facility, additional bicycle/pedestrian connections, and expanded trail development. The Town has been able to relocate the Recreation Center to the former Brunswick Naval Air Station (BNAS) facility and obtain the use of a ball field at BNAS through a lease with Southern Maine Technical College. The Town has also been able to recently expand Crimmins Field to include two full-size soccer fields. However, as the household population of the Town grows as a result of residential development, there will be a need to continue to expand the supply of park and active recreational facilities

to maintain the current level of service.

3. **The Need for Expanded Facilities** – The need for community recreation facilities and parks is a function of the size of the community's population. As the community grows, it needs more recreation land, fields, facilities, playgrounds, and parks. The Town's adopted Parks, Recreation, and Open Space (PROS) Plan identifies the need to expand the supply of recreational facilities to serve a growing population. The action plan identified the following needed improvements:

- Acquire the former Merrymeeting Park should it become available
- Acquire and develop more water access points
- Construct the first phase of the bike path extension
- Construct the second phase of the bike path extension
- Develop at least three multi-purpose fields and parking on the East Brunswick land
- Build a new playground at Lishness Field
- Expand the playground at Davis Park
- Develop a playground and building on the East Brunswick land
- Construct tennis and basketball courts in East Brunswick
- Install a playground at the Androscoggin River Bike Path
- Construct 5 lighted tennis courts

A number of other needs articulated in the PROS Plan have been addressed through more recent projects including the acquisition of the former Navy transmitter site in East Brunswick, outdoor basketball court, ballfield and trails at McKeen Landing as well as the fitness center and conveyance of other open spaces located on the former Naval Air Station. In addition, there has been an expansion of the sports complex at Crimmins Field, the addition of lighted tennis courts at Brunswick High School and new recreation facilities adjacent to the Harriet Beecher Stowe Elementary School.

Most recently the Recreation Commission has worked to secure necessary funding to allow for an architectural analysis to determine the extent of improvements necessary to bring the Recreation Center at Brunswick Landing up to code to allow the full building to be used for general assembly purposes. The Commission is also working toward completing a feasibility study relative to a possible new outdoor pool for the community. In addition, a Town Council appointed Recreation, Trails and Open Space Committee delivered a report recommending that an approximate seven (7) mile trail system be constructed upon the 591- acre Kate Furbish Preserve and that a larger perimeter trail be developed that would circumnavigate the 3,000-acre Brunswick Landing.

Historically, the National Recreation and Park Association published standards for the amounts and types of park and recreational facilities per capita. The "old" national standard called for ten (10) acres of park and recreation land per 1000 residents or 0.010 acres per capita. The Town currently provides ten (10) acres of parks and active recreation area per 1000 year-round household residents. In the 1990s, this standard was replaced by a recommendation for a locally derived standard to recognize local and regional differences. Even allowing for the currently identified needs, the estimated need of 0.010 acres per capita is at the low end of currently accepted standards for Maine communities. Developing new facilities as the population grows that will allow the Town to maintain a standard of 0.010 acres of land and facilities per capita or ten (10) acres per 1000 population will serve as a reasonable basis for the recreational facilities impact fee as long as these areas are developed to allow intensive

utilization similar to the use of current Town facilities.

4. **The Estimated Cost for Expanded Facilities** - The cost of recreational facilities is related to the type of facility and the intensity of development. The estimated cost for active recreational facilities of the type needed by the Town to serve future growth typically is in the range of \$50,000 to \$150,000 per acre. When the Androscoggin River Bicycle and Pedestrian Path was developed over a decade ago, the construction cost was around \$50,000 per acre. The recent reconstruction of Crimmins Field cost \$741,320 for the development of 5.634 acres of the site for a per acre cost of approximately \$131,500. Construction of trails is much less expensive. Since the need for additional facilities is primarily for facilities that will support intensive use, it is reasonable to plan for a relatively high intensity of development for new facilities. Therefore an estimated cost of \$100,000 per acre for expanded recreational facilities is used as the basis for the calculation of the impact fee. This strikes a balance between the cost for sports fields similar to the Crimmins Field project, multi-use paths, and other lower cost trail development. Applying the cost per acre for new recreation facilities (\$100,000/acre) to the need of 0.010 acres per capita, results in a base cost for providing new recreational facilities of \$1,000 per capita. This figure should serve as the basis for the recreational facilities impact fee.
5. **The Share of Need Attributable to Growth** - The population residing in the existing housing stock has dropped significantly since the 1990'S as a result of decreasing household size. During the 1990's, population decline in the existing housing stock essentially offset the population increase resulting from new housing development. The trend to smaller household sizes continued between 2000 and 2010 but at a smaller rate of decline as the average household size dropped from 2.34 to 2.19. This trend is likely to continue but at an even slower rate going forward. As a result, the population living in the existing housing stock will continue to decrease but at a slower rate than experienced over the past two (2) decades. This decrease will continue to reduce the impact of new residential development on household population growth and thus, the need for expanded recreational facilities. Therefore, the recreational facilities impact fee should be established at about two - thirds (2/3) of the fee that would apply using the per capita basis and estimated costs, or \$650 per capita.
6. **Who Should Pay The Fee** - Any residential development activity should pay this impact fee based upon the expected population of the project considering typical occupancy rates. This includes single- family and two-family dwelling units not part of a subdivision, conversions of non-residential buildings to residential use, and modifications to existing buildings that increase the number of dwelling units.
7. **Calculation of the Fee** - The recreational facilities impact fee should be the adjusted per capita cost of providing additional recreational facilities (\$650) multiplied by the anticipated number of residents in the dwelling unit. Based upon national studies of occupancy levels of various types of housing in the Northeast United States and the State of Maine published manual - Financing Infrastructure Improvements through Impact Fees, the following occupancy factors are applied to determine the impact fee per unit. This results in the following recreation facilities impact fee based upon the type of dwelling unit and the typical occupancy of that type of unit:

TABLE E.1

Type of Housing	Occupancy	Impact Fee
Single-Family Home		
- 2 or less bedrooms	1.58 per/du	\$1,027
- 3 bedrooms	2.57 per/du	\$1,670
- 4 or more bedrooms	3.02 per/du	\$1,963
Attached or Multifamily Housing		
- 1 bedroom	1.17 per/du	\$760
- 2 bedrooms	1.85 per/du	\$1,202
- 3 or more bedrooms	2.14 per/du	\$1,391
Mobile Homes in a MH Park		
- 1 bedroom	1.39 per/du	\$487
- 2 bedrooms	1.93 per/du	\$1,254
- 3 or more bedrooms	3.29 per/du	\$2,138
Age Restricted Housing including Elderly Housing, Assisted Living, and Retirement Communities		
- 1 bedroom	1.05 per/du	\$682
- 2 or more bedrooms	1.50 per/du	\$975

TABLE E.2

TOWN OF BRUNSWICK, MAINE RECREATION INVENTORY							3/25/2004 - Updated 3-6-15
					Acres per Capita (HH)	Other	
				Total Park, Rec & OS			
ACTIVE RECREATIONAL FACILITIES							
Androscoggin River Bicycle Path		32	18.8		13.2		32
Barnes Point Landing		0.17	0.17			0.17	Boat launch, parking (4). Scenic overlook
Bay Bridge Landing Wetland Park		5.93	1.99		3.94	5.93	Walking loop, parking
Coffin Pond Recreation Area		40.9	10.99		29.91	40.9	Water swimming area w/ slide and g. lighted skating rink, playground, fishing, trails, parking
Coffin's Ice Pond		6.26	0.94		5.32	6.26	trail, pedestrian footbridge
Cox Pinnacle		103.4	7.67		95.73	103.4	
Edward's Field		11	11			11	3 multi-use athletic fields, basketball court, playground, running track, concession stand, benches, parking (75)
Fish Viewing Facility		0	0			0	Parking (8)
Furbish Preserve		591	9.9		581.1	591	Trails (by golf course only)
Greater Commons		144.63	10.37		134.26	144.63	Trails
Hambleton Avenue Playground		0.67	0.67			0.67	Playground
Harriet Beecher Stowe gym		0.24	0.24			0.24	Oversize gym.
Lishness Park (on land leased from the Brunswick Sewer District)		15.7	9.58		6.12	15.7	2 multi-use athletic fields (one lighted), Ice rink, concession stand, children's trail, parking (80)
Longfellow Playground		0.4	0.4			0.4	Playground, basketball court
Maquoit Bay Conservation Land		124.6	4.48		120.12	124.6	Trails, parking lot
Maquoit Landing		6	0.91		5.09	6	Boat launch
McKeen Street Housing common areas		8.95	8.95	0		8.95	Paved basketball court, 4 playground locations, little league baseball field, paved paths
Mere Point Boat Launch		7.47	7.47			7.47	Deep water boat launch, parking, scenic overlook.
Mill Street Canoe Portage		3.4	3.4			3.4	
Nathaniel Davis Park		2.4	2.4	0	0	2.4	Playground;
Orion Field		1.58	1.58			1.58	Softball field
Princes Point Boat Launch (State)		1	1		0	1	Boat Launch
Recreation Center		7.3	7.3			7.3	Large indoor gym and track space, parking lots, preschool

Sawyer Park		21.4	6.1		15.3		21.4		Boat launch, trails, picnic area, parking, access road
Senior Gardens		1.01	1.01				1.01		Community garden plots.
Shulman Park		18.55	6.26		12.29		18.55		Soccer field, Parking (63)
Simpson's Point		0.4	0.4				0.4		Boat Launch
Town Commons		71	6.33		64.67		71		Trails, parking lot
Water Street Landings		3.04	3.04				3.04		Boat launches, large parking lot
Wildwood Field		3.82	3.82				3.82		soccer field, parking
High School			12.9				12.9		Tennis courts, track w/infield, 3 athletic fields
Jordan Acres School			1.93				1.93		Athletic field
Hawthorne School			0.13				0.13		Playground
Coffin School			0.36				0.36		Playgrounds
Junior High School			3.9				3.9		Athletic fields
Crimmins Field			6.82		7.18		14		2 multi-use athletic fields, school access paths
Stowe Field			3.86				3.86		Lighted multi-use athletic field, large playground
Subtotal Active Recreational Facilities		1234.22	177.07	0	1094.23	0	1271.3	0.0686	
PARKS									
Maine Street Station		0.32	0.32	0			0.32		Intown park w/benches and performing area
Mall - Upper and Lower		7.06	7.06	0			7.06		Gazebo, large event lawn space, Benches, lighted skating rink
Swinging Bridge Park		0.16	0.16	0			0.16		Scenic overlook, benches, parking
Subtotal Parks		7.54	7.54	0	0	0	7.54	0.0004	
Total Recreation and Parks		1241.76	184.61	0	1094.23	0	1278.84	0.069	

Article 2 - Cook's Corner Transportation Corridor Roadway Impact Fee

Section 1. – Methodology

Maine State law (Title 30-A MRSA, Section 4354) allows for municipalities to assess an impact fee for developments which may degrade their transportation system and require improvements. An analysis was completed by Milone & MacBroom (MMI) to determine an impact fee for the Cooks Corner area in Brunswick, Maine. To determine what fee the town may assess (per trip as determined by an engineering study), MMI completed an analysis of the study area.

A traffic model was completed of the existing conditions for the eight signalized study area intersections on Bath Road and Gurnet Road.

These locations include:

1. Bath Road at A Street
2. Bath Road at Admiral Fitch Avenue
3. Bath Road at Five Guys
4. Bath Road at Gurnet Road
5. Bath Road at Tibbetts Drive
6. Bath Road at Old Bath Road
7. Bath Road at Medical Center Drive
8. Gurnet Road at Regal Cinema

The goal of the study is to bring the study intersections to a Level-of-Service Delay of "C" or better. Though this may not be possible, the conceptual improvements should not allow for LOS greater than "D." As state law allows for a 10-year window of collection on impact fees, the build year was set for 10 years into the future (2030.) A final impact fee was determined using the following procedure.

1. Increase volume to 2030 build year. Traffic volumes were provided to MMI by the Town of Brunswick. Those traffic counts were then forecast to 2020 travel conditions at a rate of 1% per year. The 2020 travel volumes were then increased by an annual

growth rate of 1% per year to approximate peak travel conditions in the design year of 2030.

2. Identify movements that exceed LOS D. Using the traffic simulation model, an analysis was completed of 2030 travel conditions to identify movements that exceed LOS of "D." These movements are targeted for specific and network improvements to improve delay in the study area.
3. Add conceptual improvements to traffic model. MMI developed a series of localized intersection improvements (i.e. added travel lanes, intersection traffic signal modifications, corridor interconnection and coordination, etc.) based upon both safety and operational deficiencies to improve and enhance both roadway safety and roadway capacity.
4. Add traffic to critical movements. Traffic is added to the intersections until movements reach a LOS greater than "D." An intersection has failed once movements reach a LOS of "E".
5. Determine difference in traffic from growth. The difference in traffic from the added improvements vs. the background growth is the capacity added to the network.
6. Calculate Impact Fee. Based on the cost of the improvements, a traffic impact fee for each additional trip generated by new development traveling in the corridor was determined by dividing those costs by the additional vehicle capacity created to the corridor.

The impact fee was calculated to be \$1,000.00 per PM peak hour vehicle entering a Cooks Corner intersection, rounded down to the nearest \$50 increment. The Town of Brunswick, in acknowledging existing traffic delay, would lower the impact fee per vehicle by half to \$500 per vehicle. The lowering of the impact fee would then offset developer costs of improvements with contributions from the Town of Brunswick.

Section 2 – Adoption of Town of Brunswick Impact Fee Assessment Study completed by Milone and Macbroom/SLR by reference.

This section of Appendix C references the entire text of the Town of Brunswick Impact Fee Assessment Study, a full copy of which is located in the office of the Brunswick Town Clerk.