

# FISCAL IMPACT ANALYSIS

## The Sanctuary Estates Sandown, NH



January 19, 2026



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### **Introduction**

Fougere Planning and Development had been engaged by The Sanctuary Estates, LLC to undertake a Fiscal Impact Analysis that outlines the potential revenues as well as increased service demands to the Town of Sandown from a proposal to develop 32 recreational camping cabins on an 8 acre commercial site. Rental units will be one-bedroom (308 sq. ft) and two-bedroom (390 sq. ft.) cabins that will include bathroom facilities. On site amenities will be provided including two gathering pavilions. The cabins will be arranged around a central communal area. This shared space will include:

- A spacious covered pavilion with premium outdoor seating.
- A signature gas firepit gathering area, ensuring safety and environmental consideration.
- Expansive green spaces with curated landscapes to foster a genuine connection with nature.
- A covered hot tub facility.
- Traditional barrel saunas for authentic wellness experiences.

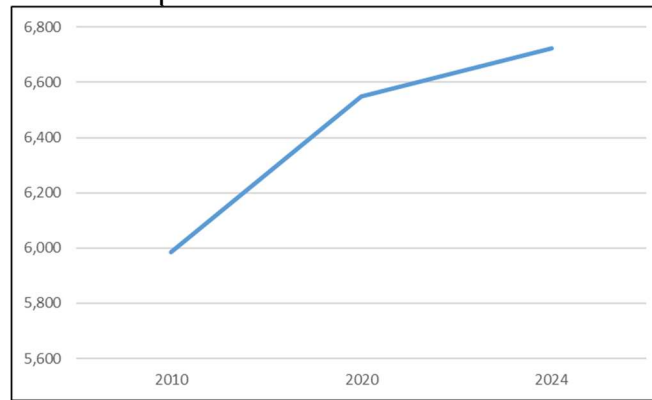
It is anticipated that the development will be completed with 7 – 8 months. The subject site lies within the Business District allowing for many types of commercial uses including gas stations and automotive service stations, retail stores, restaurants, and light manufacturing. The property fronts on a state highway, New Hampshire Route 121A.

It should be noted that all on site roads will be privately maintained along with solid waste disposal; the site will be serviced by on site water and septic systems.

## Local Trends

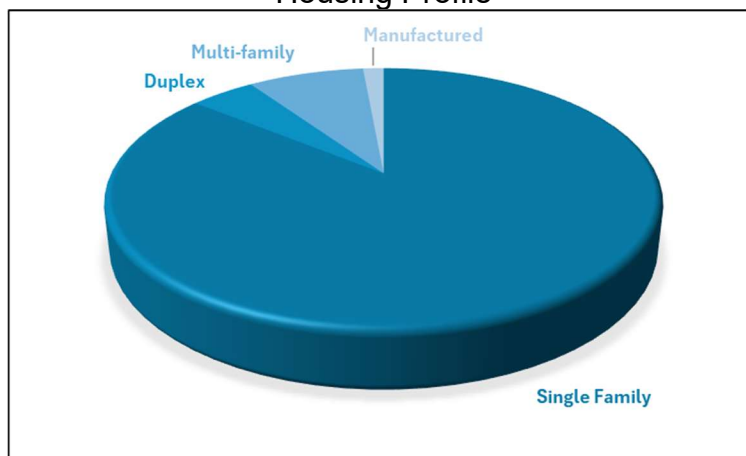
Census figures report that since 2010, Sandown's population has increased by 12.2%. The NH Office of Planning & Development (OPD) reports that Sandown's 2024 population to be 6,722, with Figure 1 depicting growth since 2010.

Figure 1  
Population Trends 2010 - 2024



The majority of 's housing stock consists of single-family homes, with the most recent OPD data reporting 2,202 single family homes out of a total housing stock of 2,565 units as outlined in Figure 2. Residential uses make up a majority of the local tax base.

Figure 2  
Housing Profile

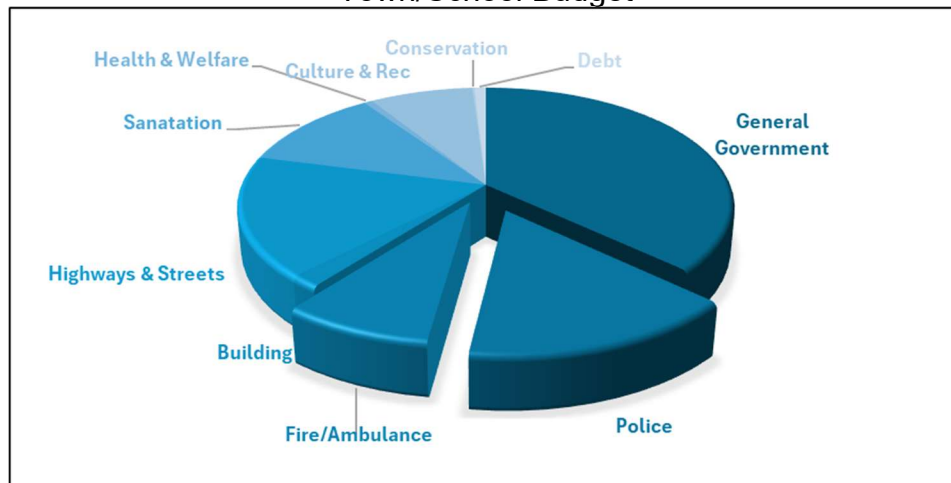


## Budgets

The FY2025 the Town's budget totaled \$6,279,445. The police and fire departments are some of the larger departments in the community and given the

nature of the proposed use, these departments may experience a very minor increase in service demands from the proposed project and as such, they will be closely reviewed in this analysis. Figure 3 outlined the breakdown of the Town budgets.

Figure 3  
Town/School Budget



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

Fiscal Impact Analysis can have many connotations, this analysis will follow the classic definition of fiscal impact as follows “*A projection of the direct, current public costs and revenues associated with residential or nonresidential growth to the local jurisdiction in which the growth is taking place.*”

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 \$30,000/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 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 attempt to reasonably estimate potential actual costs that may occur in the community. At this time, a “level of service” exists in Sandown 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 there is 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, quantifiable increases in service demands will be limited to a few municipal departments. As noted, the site fronts Route 121A and is maintained by the New Hampshire Department of Transportation (NHDOT), any required off site road improvements will be addressed during the NHDOT driveway access permit process if necessary. All proposed access roads will be private, and all

maintenance and solid waste expenses will be paid for by the project owners. This is not to infer that no municipal expenses will be created as a result of this project. A few Town departments may experience minimal service demands, specifically the police and fire departments.

## B. Local Revenues From Development

### 1) Property Taxes

Local property taxes provide the bulk of municipal revenues for New Hampshire communities. The 2025 Tax Rate for Sandown is \$17.80; for purposes of this Report only the Local tax rate of \$17.15 will be applied, excluding the County portion of the Rate. Figure 4 outlines the breakdown of the 2025 Tax Rate.

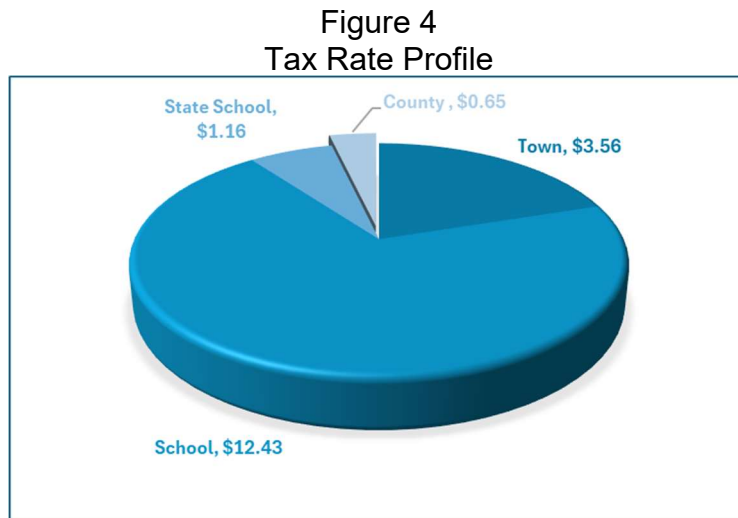


Table 1 below outlines the projected municipal tax revenue that it is estimated to be generated by the proposed project based upon the anticipated assessed values. Based on market conditions and discussions with local assessing officials, the development is estimated to an assessed value of \$923,450 and generates an estimated **\$15,837** in annual local property tax revenue as outlined in Table 1. The proposed use will increase the limited non-residential tax base, increasing needed tax revenue for the community. Additional one-time revenues will be generated with building permit fees.

Table 1  
Estimate Property Tax Revenue

Buildings and Site Improvements	\$723,450
Land	\$200,000
Total Estimated Assessment	\$923,450
<b>Estimated Local Property Taxes</b>	<b>\$15,837</b>

The existing site is presently assessed for \$224,900 generating \$3,857 in annual local property tax revenue. The new land use is estimated to increase property tax revenue by over 300%. This non-residential use will expand the limited commercial tax base and generate no school children.

### **Additional Local Benefits**

In FY24 the town of Sandown received \$652,973 in Meals and Rooms Tax Distribution. The proposed cabin operation is estimated to generate from \$150 - \$200,000 dollars a year in room taxes (8% of revenue) to the New Hampshire Department of Revenue Administration. These revenues will further strengthen this source of State funding leading to increased local revenue sharing. In addition, the new business will bring people into the community who will spend locally supporting local businesses. In addition, the proposed cabin campground will be supported by other local businesses with site maintenance services and supplies. In addition, the project also represents a substantial one-time economic investment, with millions of dollars in ground-up construction expenditures flowing through local contractors, suppliers, and professional services during the development phase. Together, this results in both immediate and long-term economic benefits that support local businesses, local employment, and the broader community.

## C. Town Department Impacts

### 1. Police & Fire

Of all Town departments, the Police and Fire may have the most direct and measurable impact from the cabin 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.

We contacted the police and fire departments in Epping, New Hampshire to request emergency call data for an existing identical cabin operation called Rivercrest Villas, a 10-unit development. Over the last few years, neither the police nor fire departments have responded to any emergency calls from this property. Police department staff noted that the new property has been a positive addition to the community.

Although not identical to the proposed cabins and are much larger projects, hotels are a “similar” land use. Based on emergency call data from over 1,000 hotel rooms, as detailed in Table 2, the data suggests an estimated 9 police calls may occur, along with 2 fire/EMS department calls. The number of proposed cabins is much smaller than the noted hotel examples indicated here and based on a comparable project in Epping, calls to emergency services have not occurred.

This data research clearly indicates the proposed recreational cabins will create limited service demands on the local police and fire departments.

Table 2  
Hotel Use - Emergency Call Data

Project	Town	Rooms	Avg. Police Call Per Year	Avg. Call Per Unit	Projected Yearly Calls
Hampton Inn	Norwood	139	44.00	0.317	
Holiday Inn Express	Norwood	85	17.00	0.200	
Courtyard Marriott	Foxbor.	149	47.00	0.315	
Residence Inn	Needham	128	27.00	0.211	
Courtyard Boston	Andover	146	31	0.212	
Holiday Inn Express	Lawerence	123	47	0.382	
Sonesta	Andover	133	41	0.308	
Springhill	Andover	134	36	0.269	
<b>Total Hotel</b>		<b>1,037</b>	<b>290.00</b>	<b>0.280</b>	
<b>Proposed Cabins</b>		<b>32</b>			<b>9</b>
			Avg. EMS Call Per Year	Avg. Call Per Unit	Projected Yearly Calls
Hampton Inn	Norwood	139	8.00	0.058	
Holiday Inn Express	Norwood	85	8.00	0.094	
Courtyard Marriott	Foxbor.	149	5.00	0.034	
Residence Inn	Norwood	128	9.00	0.070	
Courtyard Boston	Andover	146	9	0.062	
Holiday Inn Express	Lawerence	123	15	0.122	
Sonesta	Andover	133	7	0.053	
Springhill	Andover	134	4	0.030	
<b>Total Hotel</b>		<b>1,037</b>	<b>44.00</b>	<b>0.042</b>	
<b>Proposed Cabins</b>		<b>32</b>			<b>1</b>
Project		Keys	Avg. Fire Call Per Year	Avg. Call Per Unit	Projected Yearly Calls
Hampton Inn	Norwood	139	6.00	0.043	
Holiday Inn Express	Norwood	85	4.00	0.047	
Courtyard Marriott	Foxbor.	149	6.00	0.040	
Residence Inn	Needham	128	7.00	0.055	
Courtyard Boston	Andover	146	3	0.021	
Holiday Inn Express	Lawerence	123	4	0.033	
Sonesta	Andover	133	3	0.023	
Springhill	Andover	134	6	0.045	
<b>Total Hotel</b>		<b>1,037</b>	<b>23.00</b>	<b>0.022</b>	
<b>Proposed Cabins</b>		<b>32</b>			<b>1</b>

### Police Department<sup>1</sup>

The Sandown police department responds to thousands of calls per year. Few new demands for services are anticipated for this use, with a similar use existing in Epping creating no calls for service. As indicated above, even if the use is referred to as a hotel, 9 calls annually are estimated. To be conservative, we will account for potential new expenses for the department of \$1,000.

<sup>1</sup> We were not able to connect with the police chief; we will follow up to connect.

## **Fire Department**

Based on information from an identical local cabin campground, limited calls to the cabins are anticipated. Reviewing call data for a hotel use indicates a few calls a year may be generated. In 2024, the Department responded to 609 calls (415 EMS), an average of 11.7 calls per week.

We discussed the proposed cabin project with Fire Chief Michael Devine. The principle concern the Chief has with the proposal, given that onsite managers will not be present, is ensuring that adequate contact information is available in case of an emergency. The applicant will work with fire and police departments to provide detailed contact information; the applicant lives locally and can be on site quickly in case of an emergency. The applicant also brings several years of private-sector security management experience of venues that see millions of annual visitors and is well-versed in managing and responding to after-hours incidents. To allocate potential costs to the proposed project, we will account for \$1,000 of potential expense.

## **Other Departments**

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, and the site is accessed via a state-maintained highway. General Government, along with other departments will realize little activity that will be discernable enough to create a noticeable impact on operations.

## FISCAL SUMMARY

As outlined in Table 3, based upon the findings in the report, gross annual revenues for the proposed development program are estimated to be \$15,837. A very conservative anticipated fiscal impact to the Town of Sandown is estimated to be \$2,000 a year for the full buildout of the development program resulting in a **positive** net fiscal revenue of approximately **\$13,837** a year.

Table 3  
Fiscal Summary

<b>Projected Revenues from Property Taxes</b>	<b>\$15,837</b>
<b>Total Municipal Costs</b>	
<b>Police</b>	-\$1,000
<b>Fire</b>	-\$1,000
<b>Total Costs</b>	-\$2,000
<b>Net Positive Fiscal Impact</b>	<b>+\$13,837</b>

- The addition 32 cabins will increase the site's value by \$600,000 over its current assessment and will generate limited demand on local services. No school children will reside on the property.
- Estimated revenues far exceed anticipated municipal expenses, resulting in a very positive fiscal development for the community.
- The non-residential tax base will be increased.
- Building permit fees are estimated to total thousands of dollars.
- The cabin campground operation will support local businesses, strengthening the local economy.
- It is estimated that the proposed cabins will generate \$150,000 - \$200,000 in rooms taxes will be generated for the State of New Hampshire.

**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.