Municipal Services & Facilities

Introduction

Bedford’s municipal services and facilities are a vital but frequently unnoticed part of the day-to-day life of the Town, providing essential services to local businesses, residents, and school children. The municipal facilities element of a master plan can serve as a guide for decision-making about the public buildings, ‘hard infrastructure’ such as roads and sewers, and public services that a local government will provide. The adequacy of municipal and school facilities for the Town, and the Plan’s recommendations for future investments and directions, is a function of three important factors:

- The structure, size, and capabilities of the community’s local government and departments, which affects decision-making and implementation;
- The community’s population and demographics, land use pattern, environmental conditions, and infrastructure, which determine what types of public investments will be needed most; and
- The expectations of residents and businesses for types and levels of services, and the relative ability of the Town to raise revenues to meet these expectations.

Meeting expectations for municipal services requires both short- and long-term planning, which is a challenge for local governments. Effective capital planning and asset management policies often are challenged by the constraints on revenue available for operating expenses, which puts long-term investment at risk. Planning and prioritizing short- and long-term investment needs can help build support for long-range management, and so can a well-articulated set of principles and goals for investments in municipal facilities and services.

In planning for Bedford’s municipal services and facilities, several recurring principles have emerged. These principles can help guide short- and long-term
planning efforts, and can help make the Town’s many investments consistent with broader, longer-term goals. The core concepts embodied in the municipal services and facilities goals can be applied across departments and programs, supporting broader community policies of efficient and effective municipal services, compatible, attractive growth, a thriving economy that revitalizes the Town’s commercial districts, and improving quality of life. These five core goals organize the recommended actions and strategies in this chapter of the Plan.

**Municipal Services and Facilities Goals**

- Establish efficiency and cost-effectiveness as a guiding principle for delivery of public services.
- Ensure that the Town can meet its infrastructure and service needs as demand increases.
- Given the often conflicting demands, establish priorities for building and facility upgrades and replacement.
- Promote sustainability in municipal and public operations, starting with a Sustainability Task Force that can advise and support sustainability efforts by Town departments.
- Lead by example in municipal facilities and operations, fostering partnerships, communication, and sustainability principles through its investments and initiatives.

**Identification of Issues**

Bedford’s residents and Town staff identified a number of traditional municipal service areas as the major community facility and services issues for this Plan. These were gathered through a series of events and outreach efforts including the Community Immersion Day, the May 2009 public forum, and the community survey. All of these were intended to gain input into the major concerns regarding the provision of municipal services and quality of facilities in Bedford. The key issues that were discussed most often, and substantially, were:

- Schools and the school system
- Public safety
- Public works
- Solid waste
- Water and sewer
- Library
- Parks and recreational facilities
- Town Hall (operations and facility)

Issues specifically raised regarding roads and sidewalks are addressed in the Transportation chapter of this Plan.
The municipal services that Bedford provides are fairly typical of many cities and towns around the country (see Table X-1). Like most communities, Bedford does more for its population than it is required to do by law. To residents and businesses, many local government services qualify as “essential” regardless of whether the state mandates them. For example, municipalities do not have to provide solid waste disposal services, youth services, recreation programs, a senior center or a public library, but the Towns that provide these services often consider them an indispensable part of what it means to be a community.

**Table X-1**
**Bedford’s Municipal Services**

<table>
<thead>
<tr>
<th>Administration &amp; Finance</th>
<th>Public Safety</th>
<th>Public Works</th>
</tr>
</thead>
<tbody>
<tr>
<td>Town Council</td>
<td>Police</td>
<td>Highway</td>
</tr>
<tr>
<td>Town Manager</td>
<td>Fire / Ambulance</td>
<td>Building Maintenance</td>
</tr>
<tr>
<td>Town Clerk/Treasurer</td>
<td>Emergency Management</td>
<td>Solid Waste</td>
</tr>
<tr>
<td>Assessing</td>
<td>Building Code Department</td>
<td>Wastewater</td>
</tr>
<tr>
<td>Tax Collector</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Finance and Personnel</td>
<td>Human Services</td>
<td>Culture &amp; Recreation</td>
</tr>
<tr>
<td>Information Technology</td>
<td>Health Department</td>
<td>Public Library</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Land Use</strong></td>
<td><strong>Education</strong></td>
<td><strong>Historic District Commission</strong></td>
</tr>
<tr>
<td>Planning and Zoning</td>
<td>School District</td>
<td>BCTV</td>
</tr>
<tr>
<td>Conservation</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Sources: Town of Bedford website (9/2009) and 2008 Annual Town and Schools Report.

In addition to its Departments, Bedford also has several boards and commissions including the Planning Board, Zoning Board of Adjustment, Conservation Commission, Parks and Recreation Commission, Water and Sewer Commission, Bedford Village Common Development Committee, and the Highway Safety Committee. Recently established committees include the Energy Commission, Building Committee, Infrastructure Committee, and Business Resource Group.

**Capital Improvement Planning and Facilities**

The Town of Bedford has a ten year capital improvement plan (CIP) in place that is prepared on the basis of CIP project worksheets submitted by department heads. Capital items are considered to be anything with a cost in excess of $10,000 and a useful life of more than three years. These are then compiled and submitted to the Planning Board for approval. The CIP has a capital reserve balance of $4.036 million, as of December 31, 2009. The FY 2010 budget calls for an additional contribution of $604,000 with projected spending of $453,000. This will increase the balance by the end of 2010 to $4.187 million.
The most significant problem facing the Town with respect to public facilities and services is the condition and capacity of town buildings. Most, if not all, appear to need at least major repairs. To that end, the Town Council established a Building Committee, which is expected to release a report later in 2010. The Committee will conduct an inventory of all Town buildings and will review the space needs for all Town departments. The potential cost of building replacement, renovation, or repairs will be ascertained. Once those basic pieces of information are collected and analyzed, the Town Council will be able to better determine how to prioritize projects affecting town buildings.

Related to that, the Town Council also established an Infrastructure Committee to create an Infrastructure Master Plan. Based in part on the information derived from the work of the Building Committee, the Infrastructure Committee will look at road, water, sewer, recreation, and related issues to create a plan that, in conjunction with the CIP, determine project cost estimates and how the Town should prioritize capital improvements needed to maintain and expand the Town’s infrastructure. Phase 1 of this effort will identify costs and project priorities to support the CIP. Phase 2 will develop a master schedule and review process for project funding that implements identified projects.

The goal of this effort is essentially two-fold. First, the Town knows that there are areas that lack the infrastructure needed to support economic development and increase the commercial tax base. Second, relates to the issue discussed above regarding the need to identify and prioritize the rehabilitation or replacement of town-owned properties.

These issues are summarized in the Town Manager’s FY 2010 budget message. Among the long-term capital needs are the following (many of which are discussed in more detail below):

- The local roads program is two years behind in implementation, including improvements to Routes 3 and 101. A $30 million bond authority is on the March 2010 ballot.
- The Nashua Road Parks and Recreation building needs to be replaced
- Recreation fields, many of which are in fair to poor condition, require upgrades
- Recommendations made by a consultant to the Town regarding public safety staffing levels, as well as facility and equipment needs, have not been fully implemented
- Decisions still need to be made regarding new fire substations
- Public Works Department equipment needs to be upgraded
- The Town Offices need substantial renovation and/or expansion
- The library needs expanded parking
Education

The quality of education in Bedford has consistently received accolades from local residents. Participants in the May 2009 public forum repeatedly cited the schools as a major asset to living in Bedford.

There have been recent significant changes in the configuration of Bedford’s schools. In the fall of 2007, the new Ross A. Lurgio Middle School and the Bedford High School opened. The McKelvie Middle School became an intermediate school that now houses grades 5 and 6, while the Memorial, Peter Woodbury and Riddle Brook Schools have students in grades kindergarten through the 4th grade. As part of this reconfiguration, students in grades 7 and 8 moved from the McKelvie Middle School to the new Lurgio Middle School.
All schools meet the requirements for approval by the NH Department of Education.

Public meetings, informational surveys, individual discussions with town officials and residents of all ages repeatedly cited education of the Town’s youth as a top priority in guaranteeing the future quality of life for the people of Bedford. The specific issues described below were identified in this investigatory process as the most compelling issues regarding Bedford’s educational system.

Public Schools

A public school district consists of one or more public schools operated under the supervision of an elected school board and a superintendent. A number of school districts in New Hampshire serve a single city or town, and are considered a department of the municipal government. This is the case in Bedford. Bedford provides public education for its youth through a local school structure, overseen by a five-member School Board.

Enrollment

Bedford’s 2008-09 student population was 4,341 students (including Pre-Kindergarten). As shown in Table X-2, Bedford has three elementary schools and assigns children to schools based on geographic districts; all children attend the same intermediate, middle, and high school regardless of where they live. There are now 4,424 students enrolled in the system in 2009. Approximately 38% of them attend one of the three elementary schools, 17% each in the intermediate and middle schools, and 28% attend high school.

Table X-2
Public School Facilities and 2009 Enrollment

<table>
<thead>
<tr>
<th>School</th>
<th>Grade Configuration</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Riddle Brook Elementary School</td>
<td>Grades K-4</td>
<td>1,698 (all preK-4 in all three schools)</td>
</tr>
<tr>
<td>Peter Woodbury School</td>
<td>Grades K-4</td>
<td></td>
</tr>
<tr>
<td>Memorial Elementary School</td>
<td>Grades K-4</td>
<td></td>
</tr>
</tbody>
</table>
The 2009 average class size for the different grade levels is shown in Table X-3 below.

### Table X-3
**Average Class Size, 2009**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Average Number of students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kindergarten</td>
<td>17</td>
</tr>
<tr>
<td>Grades 1–4</td>
<td>19</td>
</tr>
<tr>
<td>Grades 5–8</td>
<td>24 (for core subjects)</td>
</tr>
<tr>
<td>Grades 9–12</td>
<td>10–28 (for core subjects)</td>
</tr>
<tr>
<td></td>
<td>10–69 (for electives)</td>
</tr>
</tbody>
</table>


The total number of students in the system has risen steadily over the last 20 years from 2,472 in the 1989–1990 school year to 3,248 in the 1999–2000 academic year. Thus between 1989 and 1999, the system accommodated almost an additional 800 students and during the next ten year period to the present time, another 1,200 students enrolled in classes.

The Bedford School District has prepared enrollment projections for the next three years. The projections, shown in Table X-4, demonstrates small incremental increase from the current 4,424 to 4,580 in the 2012–2013 school year, a 4% increase. Most of that growth will be seen in the high school, while the other grade levels will see generally stable enrollment. Since the high school is new, it has ample capacity to accommodate the anticipated growth. These projections correlate with population projections discussed in Chapter ____, Population and Housing.

### Table X-4
**Bedford School District Enrollment Projections, 2009 – 2013**

<table>
<thead>
<tr>
<th>School Year</th>
<th>Grades K – 4</th>
<th>Grades 5 – 6</th>
<th>Grades 7 – 8</th>
<th>Grades 9 – 12</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009–2010</td>
<td>1,698</td>
<td>755</td>
<td>754</td>
<td>1,217</td>
</tr>
<tr>
<td>2010–2011</td>
<td>1,694</td>
<td>766</td>
<td>768</td>
<td>1,287</td>
</tr>
<tr>
<td>2011–2012</td>
<td>1,670</td>
<td>771</td>
<td>778</td>
<td>1,343</td>
</tr>
<tr>
<td>2012–2013</td>
<td>1,666</td>
<td>769</td>
<td>789</td>
<td>1,356</td>
</tr>
</tbody>
</table>

Source: Town of Bedford School District

---

**Facilities**

Generally, the school facilities are considered to be in relatively good shape. As mentioned above, the middle and high schools are new. Riddle Brook elementary School is only ten years old. All buildings are maintained on a routine basis, but some have more significant renovations that will be required in the coming years.
McKelvie Intermediate School was built in 1964 and is an older school that has seen additions constructed in 1967 and 1987, and plans are underway for some renovations. An architect and construction management firm has been retained by the District to prioritize needs for improvements.

The oldest school in the system is the Memorial Elementary School, which was built in 1955, with additions in 1959, 1963, 1966, 1979, and 1989. The Woodbury Elementary School was built in 1972 and was added to in 1989. The Riddle Brook elementary School was built in 1999, with an addition in 2002. The McKelvie Intermediate and Peter Woodbury Schools have begun renovations to their play areas in collaboration with the Bedford Parent/Teacher Group and other community groups.

The School Administrative Unit (SAU) or District office was constructed in 1999, with an addition in 2001, and is considered to be adequate in meeting the administrative office needs for the District. A separate 14,000 sq. ft. maintenance building is an off-site facility built in 1993. The garage is in need of a new roof.

As part of the district-wide six-year capital plan, the school system is looking at upgrades in flooring, parking areas, and new vehicles.

In an effort to improve sustainability in the school system, the District has made improvements that take advantage of rebate programs administered by Public Service of New Hampshire (PSNH). Recent improvements to the school buildings include the installation of new windows, high efficiency lighting, occupancy sensors, and pre-heating oil units (oil is burned more efficiently when it is pre-heated). The District will continue to assess opportunities for similar improvements, especially as new rebate programs are initiated.

### School Staffing

Table X-5 shows the 2008 – 2009 staffing levels in the Bedford School District for teachers and administrative personnel. The District employed 373 certified staff during the last academic year, although the estimate for the 2009 – 2010 school year is 391. Support staff last year included 272 custodial, maintenance, and food service people, with 297 projected for 2009 – 2010 academic year. Over the years, the size of the staff hired by the District has increased steadily, but most significantly during the 2007 school year as the reconfiguration of the school system.

#### Table X-5
#### 2008-2009 Staffing Data

<table>
<thead>
<tr>
<th>Certified Staff</th>
<th>Employee Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Instructional/Student Services</td>
<td>348</td>
</tr>
<tr>
<td>School Administrators</td>
<td>13</td>
</tr>
<tr>
<td>Central Office Administration</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>8</td>
</tr>
</tbody>
</table>

---

Table X-6 shows the level of experience and educational experience for the teachers and other instructors in the school system. More than half of the professional staff has obtained a masters degree, but much of the staff has less than ten years of experience.

**Table X-6**

Certified Staff Education and Experience

<table>
<thead>
<tr>
<th>Yrs Exp</th>
<th>Bachelors</th>
<th>BA+15</th>
<th>BA+30</th>
<th>Masters</th>
<th>MA+15</th>
<th>M+30</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-5</td>
<td>43</td>
<td>3</td>
<td>4</td>
<td>56</td>
<td>5</td>
<td>2</td>
<td>113</td>
</tr>
<tr>
<td>6-10</td>
<td>22</td>
<td>5</td>
<td>2</td>
<td>46</td>
<td>8</td>
<td>4</td>
<td>87</td>
</tr>
<tr>
<td>11-15</td>
<td>10</td>
<td>10</td>
<td>4</td>
<td>22</td>
<td>3</td>
<td>5</td>
<td>54</td>
</tr>
<tr>
<td>16+</td>
<td>17</td>
<td>12</td>
<td>6</td>
<td>23</td>
<td>16</td>
<td>20</td>
<td>94</td>
</tr>
<tr>
<td>TOTAL</td>
<td>92</td>
<td>30</td>
<td>16</td>
<td>147</td>
<td>32</td>
<td>31</td>
<td>348</td>
</tr>
<tr>
<td>PERCENT</td>
<td>26%</td>
<td>9%</td>
<td>5%</td>
<td>42%</td>
<td>9%</td>
<td>9%</td>
<td>100%</td>
</tr>
</tbody>
</table>

According to data made available from the New Hampshire Department of Education, the Bedford School District spent $9,504 per student in the 2006 – 2007 academic year for all grades pre-K through 12. The statewide average was $10,305.

**Programs and Services**

The District offers a number of programs and services, a number of which are fairly typical for a community of its size. These include:

- Bus transportation for grades 1 – 12 if students live more than ½ mile away from school
- Driver’s education on a fee basis
- Foreign language instruction starting at grade 5

---


• Gifted and talented education with the Skills Enriched through Educational Diversity (SEED) program for grades 1 – 6
• Guidance services
• Health education
• Half-day kindergarten
• School libraries
• Free and reduced fee lunch programs for eligible students
• Music, art, and physical education
• Musical performance groups starting with grade 5
• Reading support and remediation services at all grade levels
• Special education programs and services for students with disabilities between the ages of 3 and 21
• Sports at the Ross A. Lurgio Middle School and Bedford High School
• Variety of student clubs and activities at all schools
• Technology education

Private Schools

Private schools, including parochial schools, operate independently of state or regional authority. However some aspects of these programs, such as those involving students with disabilities, are subject to regulation under state law. Students living in Bedford attend a number of different private schools, some of which are located in Manchester or other communities outside Bedford. The private school with the largest number of Bedford students is the Derryfield School in Manchester, which has 89 students enrolled from Grade 6 and older. A total of 621 students are enrolled in private schools, including special education placements.

Community Services

Bedford hosts an unusually broad range of private and public programs, which are administered through different means but function as the Town’s leisure/cultural resources and services. Throughout development of this Plan, residents have emphasized that a focus on coordination of these extensive community resources, creating vision plans for departments that include greater collaboration, and improving Town communication efforts would produce both operating efficiencies and also a greater utilization of the excellent community resources in Bedford.

Town Offices

The Bedford Town Offices are located at 24 North Amherst Road and house many of the Town departments and boards. The building was constructed in 1987 and has about 10,000 square feet of space on a five acre site. The building was supposed to have a twenty year life. It is generally considered to be past its useful life. The office layout does not work because it is too spread out and does not allow for proper location and consolidation of department offices. There is one meeting and

\footnote{Information provided by Town Manager Russ Marcoux, (1/2010 and the 2000 Strategic Master Plan Update.}
conference room for staff to use. The building is inefficient and the water system is unusable (bottled water is required for drinking water purposes) and the septic system does not work appropriately. Repairs to date have provided nothing more than a band-aid approach to what is needed.

**Library**

Bedford has a relatively new library on Meetinghouse Rd., which was re-opened in June 1996. The Craftworker’s Guild or Kendall Shop which was one of the original library buildings is located at the lower end of the parking lot, but it is not maintained by the library any longer. The library has two floors of materials and meeting rooms, and an expanded parking lot. The community rooms, (Richmond and McAllaster) were included and they collectively can accommodate up to 125 people. As of December 2008, the library contains almost 80,000 books, magazines, CD’s, videos, and various other forms of media within its collection. Recent equipment acquisitions include a newly donated blue-ray player, flat screen television, and a LCD projector. The library has 18 computers for public use and others for internal departmental use.

The existing facility is generally deemed to be adequate and the building itself is in relatively good shape. However, there are some ongoing maintenance needs including leaks and climate control issues regarding the HVAC system. The 2009 budget includes funding to repaint the interior of the facility. Other needs include replacement of the sidewalks and fencing around the building and improvements to the lighting of the parking lot. Space to house the library’s collection will soon need some expansion, as noted below. Although the lot can hold 62 cars, there is some need for overflow parking. Municipal water is slated to be connected to the library sometime soon.

According to the 2008 Annual Town report, a new Integrated Library System (called Polaris) was established, which includes features such as online renewal, email reminders, and system wide material requests. The system is integrated with twelve other Greater Manchester Integrated Library Cooperative System (GMILCS) libraries in surrounding communities, which shares a library catalog that contains 1.2 million items.

Currently, the library is staffed by 12.5 full-time equivalent staff positions, six of which are full-time. The library also has volunteers to assist as needed. However, staffing levels have not been raised while activity at the library is increasing each year.

The library is heavily utilized and use has climbed steadily in recent years, with circulation up 12% over the previous year (over 256,000 items were checked out in 2008). The library has an average of 13,476 visitors per month and is open 61 hours per week (every day except July and August). It hosts an average of about 100 meetings per month.

The Library Director, Mary Ann Senatro cites a number of future needs based upon current levels of usage at the library:

---

5 Information obtained from [http://www.bedford.lib.nh.us/](http://www.bedford.lib.nh.us/), the 2008 Annual Town report, and information provided by Mary Ann Senatro, Library Director (9/2009)
• Computer classes for adults and adult programming should be provided.
• Services to young adults, including a set aside teen area of the library, do not currently exist.
• Meeting space is at a premium since there are few places in Bedford in which meetings can be conducted. Large meetings cannot be scheduled during the day due to limited parking that would prevent library patrons from accessing the facility. Moreover, a large meeting or program anywhere in the Town Center seems to affect all the others, especially with respect to parking.
• The library can use at least two new quiet study rooms.
• Accessibility for the disabled must be enhanced.
• Maintenance of the technological infrastructure will allow the library to continue to provide computer-based services.
• Space may be at a premium in the future as evidenced by the fact that the children’s room has no room to add books without removing older ones.
• The library shares a maintenance person provided by DPW with other facilities, but given that the library stays open until 8 PM, a person designated specifically for the library would be desirable.

Parks and Recreation

Park and Recreation activities are managed by one full-time manager, one-half time administrative support, and seasonal part-time staff and the Parks and Recreation Commission.

As shown in Table X-7, the Town has 22 different facilities, including those associated with the schools. They include playgrounds and a playing area for small children, ballfields, a pool, tennis courts, and various other recreational opportunities. The Bedford School District works with the Town Parks and Recreation Department to coordinate field use. Generally fields are open to public use on evenings and weekends – not when school is in session. Summer use is shared between the programs administered by the Parks and Recreation Department, including camps and clinics. Additionally, the Department books space in Bedford Town Hall for various programs.

Table X-7
Bedford Park and Recreation Facilities

<table>
<thead>
<tr>
<th>Facility Name</th>
<th>Use</th>
<th>Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>BCTV meeting room</td>
<td>Meeting Room</td>
<td>n/a</td>
</tr>
<tr>
<td>Bedford Center Park</td>
<td>Recreational Use</td>
<td>12 acres</td>
</tr>
<tr>
<td>Bedford Heritage Trail</td>
<td>Walking Trail,</td>
<td>4 miles</td>
</tr>
<tr>
<td></td>
<td>Mountain Biking</td>
<td></td>
</tr>
<tr>
<td>Bedford Town Hall</td>
<td>Recreational Programs</td>
<td>n/a</td>
</tr>
<tr>
<td>Benedictine Park</td>
<td>Recreational Use,</td>
<td>27.4 acres</td>
</tr>
<tr>
<td></td>
<td>Two Walking Trails</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Facility Name</th>
<th>Use</th>
<th>Size</th>
</tr>
</thead>
</table>
| Earl G. Legacy Park | • Softball Field  
• Multi-purpose Field  
• Tennis Courts  
• Basketball Court  
• Skate Park  
• 3 Miles of Cross Country, Walking and Mountain Biking Trails | 63 acres |
| Goad's Trail Conservation Property | • Walking Trail | ½ mile |
| Greenfield Farms | • Recreational Land  
• Multi-purpose Field | 50 acres |
| Joppa Hill Recreational Facility | • Active and Passive Recreational Use  
• 2 Multi-purpose Fields | 190 acres |
| Little League Complex | • Softball Field  
• 2 Baseball Fields | 6.2 acres |
| McAfee Practice Field | • Multi-purpose Practice Field | 3.62 acres |
| McKelvie Intermediate School | • Baseball Field  
• Multi-purpose Field | |
| Memorial School | | |
| Muller Park | • Recreational Use | 3.6 acres |
| Pulpit Rock Conservation Area | • 3 Miles of Walking Trails | 200 acres |
| Riddle Brook School | • Summer Day Camp Program Location | |
| Riley Field (Sportsman Field) Complex | • Baseball Field  
• Multi-purpose Field  
• Skating Pond  
• Tennis Courts | 29.6 acres |
| 1 Ann DeNicola Memorial Playground (aka TimberTown Playground) | • Playsets  
• Sledding Hill  
• Multi-Purpose Field | |
| 2 Bedford Memorial Town Pool | • Town Pool | |
| 3 Selvaggi Field | • Softball Field | |
| Riverfront Recreation Area | • Walking Trail  
• Water Access | 30 acres |
| Van Loan Preserve Trail | • Walking Trail | 68 acres |
| Waterfowl Park | • Walking Trail | 7.6 acres |

A multi-purpose field is one that can be used for soccer, lacrosse, football, or field hockey. Included in this table are several smaller multi-purpose fields that can only be used as a practice area or for smaller children because of its size.
Facility Condition and Needs

Interviews with staff and the Parks and Recreation Commission identified the following needs:

- Fields are heavily used and there is a need for additional ones, particularly baseball and softball fields to accommodate existing leagues. A number of the existing fields have significant maintenance issues. No new fields have been built since 1996. However, if new fields are developed, there is increased stress on already inadequate resources for maintenance.
- Private soccer leagues are buying their own fields and maintaining them, but their use is restricted.
- The canoe access area should be expanded. In general, there is a need for a greater awareness of the river as a recreational resource.
- The building used by the Parks and Recreation Department on Nashua Road (the old Highway Department building) is condemned and needs to be replaced. It is only used for cold storage.
- A new maintenance facility is needed.
- Office and meeting space is needed.
- There is 1–1.5 full-time equivalent staff for maintenance, depending upon the ability to hire summer help. This staff is now a part of the Division of Public Works.
- A number of the programs run by the Department are fee-based, which covers some expenses. Other programs are free and the Department needs to find additional funding sources. A number of options have been considered, including the use of new user fees. There is about $185,000 in the impact fee account, but that cannot be used for maintenance or operational expenses.
- There is debate as to the need for a dog park.
- School fields and playgrounds are accessible to the public, but only at certain times, so some parts of the town are underserved by such facilities. The Bedford School District maintains their facilities.
- Interest has been expressed in developing a community center and indoor pool to provide more indoor recreational opportunities.
- The Ann DeNicola Memorial Playground is the only playground other than those on school property and it was upgraded two years ago. There is only one playing area for small children, which is heavily utilized.

The Parks and Recreation Commission studied its facilities in 2007 and identified its need for improvements at virtually all of them. The major issue is a shortage of space for each type of park facility. Although some progress is being made with some improvements and new fields being constructed, demand for the facilities continues to outstrip the supply. Recent additions include new baseball, soccer and lacrosse fields for the Greenfield Farms property scheduled to open in 2010, new fields added at the high school, and new playgrounds constructed at the McKelvie and Peter Woodbury Schools.

The National Recreation and Park Association (NRPA) established guidelines for the size and number of different types of facilities, as well as their location in relationship

---

8 February 10, 2009 interview with Bill Foote, Parks and Recreation Commission and Jane O’Brien, Parks and Recreation Department
to nearby residential areas that would be served by such facilities. Additionally, the guidelines provide recommendations for the size of the playing fields. These can serve as useful comparisons with the inventory of facilities in Bedford listed above. The purpose of these guidelines is to present park and recreation space recommendations that are applicable for planning, acquisition, and development of park, recreation, and open space lands, primarily at the community level. They should be interpreted according to the particular situation to which they are applied and specific local needs. Thus, even if the Town exceeds these guidelines, the ultimate demand is determined by the number of users and the degree to which there are waiting lists to utilize certain facilities.

Bedford has a number of parks and recreation areas that exceed the size criteria for neighborhood, community, and large urban parks (e.g., Bedford Center Park, Greenfield Farms, Joppa Hill Recreational, Earl Legacy, Riley Field). The Town falls short of the facility guidelines in some cases, most notably with playgrounds and tot lots, since there is only one of each that is accessible to the Town’s population on a full-time basis. However, despite the fact that there are more baseball, softball, soccer (multi-purpose) fields, there is high demand that outstrips the supply of field availability and that should determine future decision-making regarding the number of fields needed. This is due in part to a Memorandum of Understanding between the Town and the School District which allows the schools to take priority over town field use for recreation programs. Thus, a related issue is that when demand is high, the condition of the fields deteriorate over time, especially when maintenance efforts are understaffed. The guidelines relating to the types of facilities and playing fields found in Bedford are outlined in Tables X-8 and 9.

Table X-8
NRPA Parks and Open Space Classifications (1995)

<table>
<thead>
<tr>
<th>Classification</th>
<th>General Description</th>
<th>Location Details</th>
<th>Size Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mini-Park</td>
<td>Used to address limited, isolated or unique recreational needs</td>
<td>Less ¼ mile distance in residential setting</td>
<td>Between 2500 sq. ft. and one acre in size</td>
</tr>
<tr>
<td>Neighborhood Park</td>
<td>Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal activity and passive recreation.</td>
<td>¼ mile to ½ mile distance and uninterrupted by non-residential roads and other physical barriers</td>
<td>5 acres is considered minimum size. 5 to 10 acres is optimal</td>
</tr>
<tr>
<td>School Park</td>
<td>Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex, and special use.</td>
<td>Determined by location of school district property</td>
<td>Variable depends on function</td>
</tr>
<tr>
<td>Community Park</td>
<td>Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.</td>
<td>Determined by the quality and suitability of the site. Usually serves two or more neighborhoods within a 1/2 to 3 mile distance</td>
<td>As needed to accommodate desired uses. Usually between 30 and 50 acres</td>
</tr>
<tr>
<td>Large Urban</td>
<td>Large urban parks serve a broader purpose.</td>
<td>Determined by the quality and suitability of the site.</td>
<td>As needed to</td>
</tr>
</tbody>
</table>

Table X-9
NRPA Parks and Open Space Classifications (1995)

<table>
<thead>
<tr>
<th>Classification</th>
<th>General Description</th>
<th>Location Details</th>
<th>Size Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mini-Park</td>
<td>Used to address limited, isolated or unique recreational needs</td>
<td>Less ¼ mile distance in residential setting</td>
<td>Between 2500 sq. ft. and one acre in size</td>
</tr>
<tr>
<td>Neighborhood Park</td>
<td>Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal activity and passive recreation.</td>
<td>¼ mile to ½ mile distance and uninterrupted by non-residential roads and other physical barriers</td>
<td>5 acres is considered minimum size. 5 to 10 acres is optimal</td>
</tr>
<tr>
<td>School Park</td>
<td>Depending on circumstances, combining parks with school sites can fulfill the space requirements for other classes of parks, such as neighborhood, community, sports complex, and special use.</td>
<td>Determined by location of school district property</td>
<td>Variable depends on function</td>
</tr>
<tr>
<td>Community Park</td>
<td>Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.</td>
<td>Determined by the quality and suitability of the site. Usually serves two or more neighborhoods within a 1/2 to 3 mile distance</td>
<td>As needed to accommodate desired uses. Usually between 30 and 50 acres</td>
</tr>
<tr>
<td>Large Urban</td>
<td>Large urban parks serve a broader purpose.</td>
<td>Determined by the quality and suitability of the site.</td>
<td>As needed to</td>
</tr>
<tr>
<td>Classification</td>
<td>General Description</td>
<td>Description of Each Type</td>
<td></td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Park Trail</td>
<td>Multi-purpose trails located within greenways, parks and natural resource areas. Focus is on recreational value and harmony with the natural environment.</td>
<td>Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters. Type II: Multipurpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters. Type III: Nature trails for pedestrians, which may use either hard or soft surfaces.</td>
<td></td>
</tr>
<tr>
<td>Connector Trails</td>
<td>Multipurpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation</td>
<td>Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters located in independent Rights-of-ways (ROWs) e.g., old railroad ROW. Type II: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skates. Typically, located within road ROW.</td>
<td></td>
</tr>
<tr>
<td>All-Terrain Bike Trail</td>
<td>Off-road trail for all terrain (mountain) bikes</td>
<td>Single-purpose loop trails usually located in larger parks and natural resource areas.</td>
<td></td>
</tr>
<tr>
<td>Cross-Country Ski Trail</td>
<td>Trails developed for traditional and skate-style cross-country skiing</td>
<td>Loop trails usually located in larger parks and natural resource areas.</td>
<td></td>
</tr>
</tbody>
</table>
### Table X-9

NRPA Playing Field Guidelines

<table>
<thead>
<tr>
<th>ACTIVITY/ FACILITY</th>
<th>RECOMMENDED SPACE REQUIREMENTS</th>
<th>NO. OF UNITS PER POPULATION</th>
<th>SERVICE RADIUS</th>
<th>LOCATION NOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Basketball</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Youth</td>
<td>2400-3036 sq. ft.</td>
<td>1 per 5000</td>
<td>¼ - ½ mile</td>
<td>Outdoor courts in neighborhood and community parks, plus active recreation areas in other park settings.</td>
</tr>
<tr>
<td>2. High School</td>
<td>5040-7280 sq. ft.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Collegiate</td>
<td>5600-7980 sq. ft.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Tennis</strong></td>
<td>Minimum of 7,200 sq. ft. single court (2 acres for complex)</td>
<td>1 court per 2000</td>
<td>¼ - ½ mile</td>
<td>Best in batteries of 2-4. Located in neighborhood/community park or adjacent to school</td>
</tr>
<tr>
<td><strong>Baseball</strong></td>
<td>3.0-3.85 A minimum</td>
<td>1 per 5000</td>
<td>¼ - ½ mile</td>
<td>Part of neighborhood complex. Lighted fields part of community complex.</td>
</tr>
<tr>
<td>1. Official</td>
<td>1.2 A minimum</td>
<td>Lighted 1 per 30,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Little League</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Field Hockey</strong></td>
<td>Minimum 1.5 A</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Usually part of baseball, football, soccer complex in community park or adjacent to high school.</td>
</tr>
<tr>
<td><strong>Football</strong></td>
<td>Minimum 1.5 A</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Same as field hockey.</td>
</tr>
<tr>
<td><strong>Soccer</strong></td>
<td>1.7 – 2.1 A</td>
<td>1 per 10,000</td>
<td>1-2 miles</td>
<td>Number of units depends on popularity. Youth soccer on smaller fields adjacent to schools or neighborhood parks.</td>
</tr>
<tr>
<td><strong>¼ Mile Running Track</strong></td>
<td>4.3 A</td>
<td>1 per 20,000</td>
<td>15-30 minutes travel time</td>
<td>Usually part of high school, or in community park complex in combination with football, soccer, etc.</td>
</tr>
<tr>
<td><strong>Softball</strong></td>
<td>1.5 to 2.0 A</td>
<td>1 per 5,000 (if also used for)</td>
<td>¼ - ½ mile</td>
<td>Slight differences in dimensions for 16&quot; slow</td>
</tr>
</tbody>
</table>
### Municipal Services & Facilities

<table>
<thead>
<tr>
<th>Facility</th>
<th>Quantity</th>
<th>Distance</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Multiple Recreation Court</strong></td>
<td>1</td>
<td>1-2 miles</td>
<td>(basketball, volleyball, tennis) 9,840 sq. ft. 1 per 10,000 1 system per region N/A Varies on size of pool and amenities. Usually ½ to 2 A site. 1 per 20,000 (Pools should accommodate 3 to 5% of total population at a time.) 15 to 30 minutes travel time Pools for general community use should be planned for teaching, competitive and recreational purposes with enough depth (3.4 m) to accommodate 1 m and 3 m diving boards. Located in community park or school site.</td>
</tr>
<tr>
<td><strong>Trails</strong></td>
<td>N/A</td>
<td></td>
<td>N/A</td>
</tr>
<tr>
<td><strong>Swimming Pools</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


The Town currently has six multi-purpose fields for town-wide use and three more on school grounds. Two others are only useful for practice areas or for smaller children. Two more soccer fields are desirable. The Town has 9 tennis courts, but is looking to provide lighting at the Legacy Park courts. For baseball and softball fields, the Town has the following:

- Four town-wide Little League fields
- One Babe Ruth league field
- One adult baseball field
- One field at the High School and one at McKelvie Intermediate School
- Three softball fields – one Little League and two regular sized

To meet existing demand, the Town would like to add an additional two fields, perhaps by creating ones that can double as both Little League and adult fields. There is one basketball court and three additional ones on school grounds, but no additional need has been identified.

### Senior Services

As noted in Chapter ___ , Population and Housing, the pre-retirement 55 – 64 year old and the 65 – 74 year old groups are currently among the fastest growing age brackets, and projections show that trend to continue.

There is no Senior Center in Bedford – the closest one is the William B. Cashin Senior Activity Center in Manchester. Bedford residents can take part in programs and activities at the Center. The Parks and Recreation Department provides a variety of programs for senior citizens including walking groups, tennis lessons, fitness classes, and other programs and courses throughout the year. The Bedford Public Library

---

9 Interview with Jane O'Brien, January 2010.
runs a variety of programs geared to senior citizens as well. Health programs are provided by the Catholic Medical Center and Elliot Hospital.

A number of issues, concerns and objectives were raised in the public process including:

- The elder population is expected to continue to grow and become a larger percentage of the Town's population, requiring planning.
- One particular area of concern is the need to provide coordinated transportation services for the elderly and to ensure a safe walking environment.
- Better connection and coordination of cultural events, activities, recreational, and educational opportunities for all ages would improve quality of life for all, not just elders.
- Recognizing that many of the services are provided by the Cashin Senior Activity Center in Manchester, the Town should explore other options to expand services in Bedford. One example is that efforts are underway with the School District to enhance offerings in the Adult Education programs.
- Legislation allowing Community Service Planning Boards was recently adopted by the New Hampshire State Legislature. These boards would work toward assessing the availability, accessibility, and adequacy of human services on a local basis. Although some interest has been mentioned in moving this concept forward, no specific action has taken place.

---

**Bedford Community TV**

Bedford Community TV (BCTV) is considered to be a Town department. BCTV moved into its current location on Meetinghouse Road in April 2002, which was paid for by franchise fees. It is managed by two people, the Station Manager and an Assistant Station Manager. The station operates two local channels – one for government programming and the other for public education. Additionally, it provides a well-equipped meeting space for public meetings which are broadcast multiple times on the government channel. Franchise fees pay for BCTV expenses and the utilities are paid for by the Town. The station is transitioning to high definition broadcasts, which will involve some technological and equipment upgrades.

One of the more pressing needs is for additional parking, especially when heavily attended meetings are scheduled. Although the station is satisfied with its existing space, future expansion is on its wish list. There is a recognition that options are limited, but one option is to utilize the space next door. Additional space could provide room for storage, additional office and training space, and another meeting room. However, there are potential load bearing issues on the top floor of that building. As the Town moves forward with its assessment of town buildings, use of

---

*Interview with Bill Jennings, Station Manager, 1/2010*
the building adjacent to BCTV should be considered, along with the possibility of using franchise fees to assist in covering the costs.

Public Safety

Public safety and security service – police, fire protection, and ambulance services – are among the most fundamental services provided by any jurisdiction. Bedford’s core goals for municipal services – especially communication efficiency, collaboration, and strategic planning – are especially important to this area of municipal services.

Police

The Town of Bedford maintains its own Police Department, which employs 42 sworn full-time officers. This includes the Chief, Captain, three Lieutenants, five Patrol Sergeants, one Detective Sergeant, four detectives, and 21 patrolmen. Additionally, there are eight full-time civilian personnel including administrative staff, dispatchers, an animal control officer, and an attorney. These numbers have not been increased in the FY 2010 budget. According to Chief Bailey’s office, the department is considered to be understaffed by 11 officers, dispatcher and clerical personnel. Based upon recommendations from the Municipal Resources Inc. (MRI) study, there was a plan to phase in additional personnel and reorganize some of the leadership positions by 2010, which was approved in 2007 and 2008, but was not in the 2009 or 2010 budgets. This included new Commanding Officer positions, additional patrol officers and detectives, and new administrative staff. If fully implemented, the recommendations of the MRI study would have increased the number of uniformed personnel from 30 to 40 positions, and non-uniformed personnel form 12.5 full-time equivalents to 15.5. Given current budgetary constraints, it is not expected that those positions will be funded next year either.

The Police Department manages the joint public safety complex at the intersection of Rt. 101 and Constitution Drive, which encompasses approximately 30,000 square feet of space at time of construction. The facility, a converted office building, was opened in 1994 and has not been expanded or significantly renovated since then. There have been some ongoing HVAC needs that have been repaired over the last few years. The flat roof of the building creates some problems due to regular leaks. The first floor includes 4,700 square feet for Police Department operations and 11,985 square feet for the Fire Department. 4,675 square feet on the first floor is leased space to another government agency. If additional space is needed, the Town presumably could take control of the leased space. The second floor includes 12,100 square feet for joint training, locker rooms, multi-use areas, and a 4,700 square foot area for police and fire administration/reception. The building contains three jail cells and a fourth could be created if needed. However, prisoners are not kept overnight and are

---

12 Municipal Resources, Inc., Police Services Organizational Analysis, July 2006
transferred to Manchester. The Chief indicates the building is in good shape and no additional space needs are anticipated for a number of years.

In terms of vehicular equipment, the department has seven marked cruisers, five unmarked cars, one animal control jeep, five trucks and vans, one radar trailer, and one motorcycle. Three marked cruisers are rotated each year for replacement.

Key expenditures in the 2009 budget includes additional money for grants, a Records Clerk, new Detective and Lieutenant positions, a deposit for future replacement of the dispatch radio console, and replacement of portable radios. The department’s capital improvement plan calls for replacing one or two of the rooftop heating/cooling units each year, with five or six remaining to be replaced.

For the year, service calls, motor vehicle stops, thefts and adult arrests were up from the previous year. Dog complaints, burglaries and motor vehicle complaints were down. In 2008, the department responded to 23,490 calls for service. Table X-10 is a sampling of the major categories of 2008 calls for service.

Table X-10
Bedford Police Department – 2008 Annual Statistics

<table>
<thead>
<tr>
<th>Category</th>
<th>2008 Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accidents</td>
<td>1483 (one fatal)</td>
</tr>
<tr>
<td>Property Damage</td>
<td>1352</td>
</tr>
<tr>
<td>Injury</td>
<td>118</td>
</tr>
<tr>
<td>Arrests</td>
<td></td>
</tr>
<tr>
<td>Adult</td>
<td>725</td>
</tr>
<tr>
<td>Juvenile</td>
<td>111</td>
</tr>
<tr>
<td>Motor Vehicle Summons Issued</td>
<td>2007</td>
</tr>
<tr>
<td>Assist Fire</td>
<td>115</td>
</tr>
<tr>
<td>Assist Other Police Departments</td>
<td>232</td>
</tr>
<tr>
<td>Animal Complaints</td>
<td>384</td>
</tr>
<tr>
<td>Dog Complaints</td>
<td>489</td>
</tr>
<tr>
<td>Disorderly</td>
<td>313</td>
</tr>
<tr>
<td>Miscellaneous criminal complaints</td>
<td>573</td>
</tr>
<tr>
<td>Rescue Assists</td>
<td>549</td>
</tr>
<tr>
<td>Suspicious Person/Vehicle</td>
<td>999</td>
</tr>
<tr>
<td>Thefts</td>
<td>421</td>
</tr>
<tr>
<td>Vandalism</td>
<td>241</td>
</tr>
</tbody>
</table>

Fire Protection and Ambulance Services

Fire protection, and ambulance/ emergency medical services, is provided by the Town’s Fire Department. As mentioned above, the Fire Department occupies the safety complex with the Police Department. The complex has nine apparatus bays and is the only fire station in Bedford. There are 42 people staffing the department as follows: 30 fulltime fire staff, two fulltime building officials, one part-time health inspector, and nine on-call firefighters. Six personnel are on duty 24/7. MRI conducted a study for the Department in December 2005, which included recommendations to increase the minimum shift personnel to meet Occupational

---


14 Municipal Resources Inc., Fire Services Organizational Analysis, December 2005
Health and Safety Administration rules, increase daytime staffing levels, and add new personnel at a rate of two people per year to reach the staffing level of other area communities.

The department operates four engines, one ladder truck, one tanker, one forestry truck, six staff vehicles, and an air supply trailer. The first response firefighting equipment is replaced on a 25-year rotation, and ambulances are replaced on an 8-year rotation. Old vehicles are designated for backup service. There are plans in the capital budget for future equipment and vehicles (a new engine, tanker and ladder truck replacement in 2010), although no funding has been currently allocated.

There were 2,142 emergency 911 calls and 1,435 calls for other service in 2008 for both fire and ambulance, including mutual aid. This results in a monthly average of 298 requests for all services combined.

Although the Chief indicates that the department is able to handle the existing volume of calls from its present location, future demand may require substations in both the western and southern portions of the Town. A recommendation made in the 2000 Master Plan included the need for the substations, and it remains as a priority for the Department. Given the large area of the Town, the MRI study indicated it is difficult for the Department to meet the six minute response time in certain areas of the Town with only one fire station, which is considered to be a national standard. The MRI study included a recommendation for a new two-bay substation in the South River Road area, to minimize response time where there is a statistically larger response volume. A second substation is also recommended and has been discussed in the northwest section of the Town. The capital budget has included a $1,000,000 line item for a substation in 2010, which also has been carried over for future budgets.

### Water Infrastructure

#### Water Infrastructure Overview

The availability of water supply, the management of stormwater and flood control, and the capacity to treat wastewater or ‘sewage’ are fundamental to the capacity of a community to ensure environmental quality, develop and redevelop, and manage growth. Managing the water resources needed for growth and settlement is a public and a private responsibility in Bedford. Bedford’s water resource infrastructure is a blend of private on-site, small-scale community, and centralized public water supply and wastewater systems. The Town of Bedford owns and manages the wastewater (sewer) collection system that provides public wastewater treatment to the most intensively developed eastern areas of the Town along the Merrimack River through an inter-municipal agreement with the City of Manchester, which owns and operates the wastewater treatment facility to which the Bedford’s public wastewater flows. Two public water system operators are active within Bedford, serving roughly 30 percent of the Town with public water through the Manchester Water Works and Pennichuck Water Works, Inc.
The remaining areas of the Town, however, are served entirely by privately-owned and managed, on-site wells and wastewater systems, which has important implications for growth and planning in the Town. For many reasons, the Town has not initiated new sewer line expansions, leaving these investments to developers. This type of ‘in between’ role managing water utility services presents different planning challenges than do conventional, municipally-owned central utilities.

As its land use future develops, the Town of Bedford may find it desirable to take a more active role in providing or managing infrastructure to shape growth and achieve local concerns, in a manner consistent with its residential character and high quality of life. The current discussion regarding extension of public wastewater collection to the Route 101 corridor is one example of how the Town can shape growth and development through its wastewater policies.

Private, On-Site Water Supplies and Wastewater Management

Substantial areas of Bedford are served by individual on-site wells (70 percent of the Town’s households and users) and on-site wastewater or septic systems (80 percent of the Town’s households and users). While there is periodic interest among residents in having public water and wastewater infrastructure replace these on-site wells and systems, the absence of known public health and environmental problems with wells and on-site systems, and the lack of any financial incentive for the Town to extend these services, has limited the Town’s interest in doing so.

In many areas, such as the Pines neighborhood, on-site systems continue to be suitable because of the sandy, well-drained soils and large depth to water table. Town officials report that when individual on-site systems must be replaced, this typically is feasible due to the relatively large lots found in Bedford and the prevalence of well-drained soils.

Because the Town of Bedford operates only its collection system and not the wastewater treatment facility, extending wastewater collection to un-sewered areas does not offer the Town any cost efficiencies. The Wastewater Facilities Plan notes that “…there is very little, if any, incentive for the Town of Bedford to do so,” since the Town must maintain any public collection systems and would not achieve any economies by adding new customers. Therefore, the Town has the opportunity to use sewer collection system extensions to support desirable development opportunities that will have other benefits to the community.

Public Water and Wastewater Services

Bedford’s relationship to Manchester for water and wastewater services is especially important in this context. As the Town’s wastewater collection system and portions

---

15 Steve Crean, Bedford Environmental Coordinator, 12/7/09
of its public water supply are tied to the City’s treatment systems, decisions made by
the City regarding capacity, upgrades, and investments can have a substantial impact
on Bedford. The City’s wastewater permits also involve Bedford, which is a co-
permitted alongside Manchester for its discharges to the Merrimack River, and
which must meet capacity and loading limits established in an inter-municipal
agreement with Manchester. These relationships and decisions about the extent of
the Town’s public systems have important ramifications for growth, development,
environmental quality, and service costs that require ongoing attention and planning.

The Town of Bedford owns and manages only the collection system of various pipes
and pump stations that convey wastewater to the Manchester (and Merrimack)
treatment plants. The Town’s Department of Public works has oversight
responsibility, and chiefly has managed this system through contracts with service
providers, who perform necessary maintenance, repairs, and inspections. However,
under the Inter-Municipal Agreement with Manchester, Bedford is responsible for
managing both the total volume of wastewater discharged to the system, and also its
quality.

To keep within the terms of the agreement, the Town must manage and enforce its
Sewer Use Ordinance, which sets the terms for allocating capacity among new users,
and for reducing and regulating what may be discharged to the system. The Town’s
reservation of capacity, which has obvious implications for growth, affects in turn the
Town’s required share of the cost of the Manchester wastewater treatment facility
upgrade, which has an estimated cost of $78 million as of May, 200917.

Wastewater Collection System Service Areas

With the exception of the Greenfield Development area, the portions of Bedford
served by the public wastewater collection system all send sewage to the Manchester
Wastewater Treatment Facility for treatment and discharge to the Merrimack River.
Beginning in 1982, a four-phase construction project began that provided public
wastewater collection service to the eastern sections of the Town with the greatest
intensity of development, and need for public sewer service. Most notably, the
system provided service to the Route 3 corridor, which is now Bedford’s most
significant commercial development center.

The areas served by public sewer are shown on Table X-11. These areas are
described in the 2008 Wastewater Facilities Plan Update;18 the five areas connected to
Manchester have an average daily flow of approximately 0.432 mgd19, and the City’s
total current capacity with the Manchester WWTF is 1.0 mgd. Historical wastewater
flows for the years 2001 – 2006 are outlined in Table X-12. During this time period
average flows fluctuated, peaking in 2006.

17 Town of Bedford Water and Sewer Advisory Committee
18 Wastewater Facilities Plan Update, Bedford New Hampshire, draft dated October 2008, prepared by Hoyle Tanner &
19 Ibid., page IV-24.
Table X-11

Wastewater Service Areas

<table>
<thead>
<tr>
<th>Area</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area 1</td>
<td>Performance zone – north of Macy’s interchange</td>
</tr>
<tr>
<td>Area 2</td>
<td>Performance zone – south of Macy’s interchange</td>
</tr>
<tr>
<td>Area 3</td>
<td>Constitution Drive</td>
</tr>
<tr>
<td>Area 4</td>
<td>McKelvie/ Woodbury Schools, Nashua Street/ Bedford High School, Lurgio Middle School</td>
</tr>
<tr>
<td>Area 5</td>
<td>Constance/ Alpine Street area</td>
</tr>
<tr>
<td>Area 6</td>
<td>Greenfield Development (to Merrimack WWTF)</td>
</tr>
</tbody>
</table>

Table X-12

Historical Wastewater Flows in mgd

From 2008 Wastewater Facilities Plan Update, Table IV-13

<table>
<thead>
<tr>
<th>Type</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maximum Daily Flow (wet weather)</td>
<td>0.495</td>
<td>0.541</td>
<td>0.582</td>
<td>0.598</td>
<td>0.467</td>
<td>0.883</td>
</tr>
<tr>
<td>Date occurred</td>
<td>4/ 6/ 01</td>
<td>6/ 13/ 02</td>
<td>4/ 11/ 03</td>
<td>4/ 7/ 04</td>
<td>4/ 6/ 05</td>
<td>9/ 06</td>
</tr>
<tr>
<td>Average Daily Flow</td>
<td>0.373</td>
<td>0.410</td>
<td>0.457</td>
<td>0.408</td>
<td>0.400</td>
<td>0.519</td>
</tr>
<tr>
<td>Minimum Daily Flow</td>
<td>0.298</td>
<td>0.337</td>
<td>0.369</td>
<td>0.312</td>
<td>0.354</td>
<td>0.298</td>
</tr>
</tbody>
</table>

As noted previously, the Town has not initiated extensions of the sewer collection system. Extensions and connections have been funded and built by developers as part of land development projects. However, the Water and Sewer Advisory Committee is considering methods of extending public wastewater and water service to the Route 101 corridor, which is served by on-site systems and wells at the present time. While there has been no reported public health or other issue with the use of on-site infrastructure in this area\(^2\), providing public sewer and water would increase the potential development density in the area and enable more infill and redevelopment of the corridor.

Wastewater Facilities Plan Update

In 2007–8, the Water and Sewer Advisory Committee was charged with overseeing the update of Bedford’s Wastewater Facilities Plan by Hoyle Tanner & Associates. This major conclusion of this study, which had a 20-year planning horizon from 2008 through 2028, was the need for the Town to raise sewer rates to ensure that capital funds were not required to meet basic operating expenses for the wastewater collection system. Through the Committee’s work and recommendation, a 6 percent annual increase in fees over a three- to five-year period from 2008 through 2011 or 2013 was adopted by the Town Council. It is felt that this rate increase will provide a sound financial footing for management of the system moving forward. However, the major unresolved issue will be the Town’s responsibility towards the capital cost

\(^2\) Steve Crean, Bedford Environmental Coordinator, personal communication 12/7/09
of the Manchester Wastewater Treatment Plant upgrade, a cost which will be largely dependent upon the Town’s desired capacity reservation.

Water and Sewer Advisory Committee

Bedford’s Water and Sewer Advisory Committee serves as the Town’s review and recommendation body for facilities planning, rate changes, service area extensions, and upgrades. The Committee, which is appointed by the Town Council and includes two Council members, makes recommendations to the Town Council but does not have final authority to set rates or modify service areas. Nonetheless the Committee has an important role considering how Bedford’s water and wastewater services relate to its community development, growth management, and financial goals.

In 2009, the Committee has been actively considering issues around Manchester’s pending wastewater treatment facility upgrade and expansion, and how this affects Bedford’s financial exposure, maintenance requirements, permit status, and future capacity allocation. Bedford, along with Londonderry and Goffstown, must finalize its capacity allocation with Manchester to determine the Town’s share of the cost of the wastewater treatment plant upgrade. Bedford has decided to reserve 1.5 million gallons per day of total capacity, which will affect both growth capacity (increasing the Town’s allocation by 50% over its current allocation of 1.0 mgd), and the prospects for managing rates and costs in the future.

The Committee also is considering the potential to extend public sewer collection and water service in the Route 101 corridor to support development, potentially through a special betterment district or other public/private financing approach. This will have important implications for cost, for the amount of capacity sought as Manchester upgrades, and for land use planning in the corridor.

Water Supply

With roughly 30 percent of Bedford’s area served by one of two public water supply providers – Manchester Water Works and the Pennichuck Water Company – the great majority of Bedford’s residents and many businesses are served by private, on-site wells. The availability of on-site wells or public water supply services thus is an important factor in future growth and development in the Town.

Retail Water Services

The right to provide public water supply within the Town of Bedford (Water Supply Areas, Figure XX) is divided between the City of Manchester’s Manchester Water Works, which has the rights to serve the eastern portion of Bedford where the Town’s commercial and industrial uses are clustered; and the privately-owned Pennichuck Water Works, Inc., which has water supply rights in the western portion of the Town.
Manchester Water Works, a division of the City of Manchester, is the retail water supply service provider of the City of Manchester. Manchester Water Works is responsible for providing drinking water and fire protection to the City of Manchester and portions of Auburn, Bedford, Derry, Goffstown, Hooksett and Londonderry. The Manchester Water Works service area provides “low service,” supplied from the Lake Massabesic Water Treatment Facility and the Mammoth Road storage reservoir. There are some supply issues due to the age of much of the distribution system; the portions dating from the system’s inception in 1915 to the mid-1900s are made of unlined cast-iron piping. Mineral build up in this type of piping can lead to reduced flow rates and pressure loss.

Pennichuck Water Works, Inc. is a principal subsidiary of the Pennichuck Corporation, and was established in 1852. This system services approximately 110,000 people the City of Nashua, and 10 surrounding municipalities in southern New Hampshire. Within the Town of Bedford, Pennichuck operates six small water systems, which utilize water purchased from the Town of Merrimack as well as from Manchester Water Works. The system in Bedford includes six active storage tanks and five pump stations, and the piping systems in areas served by Pennichuck all are lined.

There have been discussions of a takeover of the Pennichuck Water Company by the City of Nashua. This situation is unresolved at the present time. However, because Bedford presently purchases water from the Town of Merrimack and City of Manchester as well as the private water companies, the sale of Pennichuck to the City of Nashua would not have any substantive impact on how water supplies are planned and delivered within Bedford. In fact, Bedford’s growth and development are more of an issue to the communities that sell water supply within Bedford’s borders, as their system planning must account for growth in Bedford over which they have little control.

Water Supply Plan

In 2003, a water system conceptual plan was prepared for the Town of Bedford by Camp Dresser McKee (CDM). The water supply study concluded that, even though the majority of Bedford’s residents are served by individual, on-site wells, the commercial and residential demands of the Town were adequately met by the Manchester Water Works system serving the more developed eastern portion of the community.

There are no actions are being taken at the present time to expand public water service to additional areas or homes in Bedford. The Department of Public Works does receive inquiries as to the availability of public water supply, which is desired by many residents. However, there are no plans on the municipality’s side to seek public water supply extensions at this time.

Stormwater Management

Managing stormwater – the excess water from rain and snowmelt that runs off the land, rather than being absorbed by plants and soils – is principally a matter of providing flood control and municipal “good housekeeping” and management in Bedford. As a community that developed primarily in the later part of the 20th century, Bedford does not have the types of combined storm and sanitary sewers that have led to problems with combined sewer overflows or CSOs during large rain events.

As roughly two-thirds of Bedford’s land area meets the density-based definition of an urbanized area, the Town is subject to the US EPA’s Phase II permit and rule for small Municipal Separate Storm Sewer Systems (the “MS4 permit”). Bedford has been in full compliance with the MS4 permit requirements and its adopted Stormwater Management Plan since the program was initiated in 2002. The Town chiefly is responsible for “good housekeeping” measures such as regular street sweeping, and also has completed mapping of all of its stormwater outfalls. One of the most important next steps for Bedford is to convert this data to GIS, and to complete mapping of the entire storm drainage system.

With respect to the Merrimack River, there are two types of stormwater discharges of concern: point sources or discharges from closed storm drainage systems, which are virtually non-existent in Bedford; and non-point sources and discharges, which are the most important potential sources of contamination for Bedford to address. Bedford could take a more pro-active approach to reducing non-point source discharges through a host of strategies, beginning with identifying and mapping the small urban streams and watersheds in the Town that drain to the Merrimack River.

To meet its obligations for public education and public outreach on stormwater management issues for the MS4 permit, Bedford participates in a regional stormwater education program along with the City of Manchester and other local towns.

The chief stormwater management issue for Bedford’s Public Works Department tends to be flooding management, particularly as development and associated runoff has increased. The Town may need, or wish, to do mapping and inventories of flood-prone areas to identify locations where stormwater management projects, such as low-impact development or infiltration systems, could help deal with runoff and improve flood management.

Road Infrastructure

The town has a long-term road improvement program in place funded through two road bond issues totaling $20 million ($8 million in 2003 and $12 million in 2006). In 2010, the remaining portion of that money will be spent. Recent attempts to issue additional bonds for road projects failed, leaving the Town with the ability to only

---

23 Jim Stanford, PE, Director of Public Works, personal communication 12-7-09.
perform routine maintenance on its roadway system. As a result, the Town is two years behind in its program.

One option to be placed on the 2010 ballot by the Town Council is to establish a $30 million bond issue to complete the road program in three installments - $10 million for 2010, 2013, and 2016.

See Chapter ___, the transportation element, for additional discussion of road improvements.

Solid Waste and Recycling

While waste disposal is certainly far from glamorous, it is an essential service provided by the Town. The disposal of residential and commercial waste includes the transfer station and recycling. These services are all managed by the Department of Public Works. The Town does not provide trash collection services.

Transfer Station

The Bedford transfer station is located on Chubbuck Road and is open five days a week. In addition to household trash, the transfer station accepts demolition debris, electronics, tires, appliances, and other bulk wastes for a disposal fee.

Through November 30, 2009, the station processed 8,122.16 tons of waste. Household trash is sent to the waste-to-energy facility in Biddeford, ME. Construction and demolition waste is collected at the transfer station as well, which is sent to the Bethlehem, NH landfill. The specifics can be found on the Town’s website.

Recycling

Trash disposal has now become a materials management process and as such, cities and towns across the United States have had to find new ways to manage certain waste materials which were formerly landfilled or incinerated. Recycling saves the Town money, reduces the amount of trash sent to the landfill, prevents pollution, and conserves natural resources.

Recyclables are collected at the transfer station. The Town recently established a single stream recycling program which allows residents to co-mingle the recycling materials. The theory behind this approach is that by making it easier for residents to recycle, the participation rate will increase, thereby saving the Town more money over time. A list of these materials and instructions also can be found on the Town’s website.

24 The information collected here can be found at http://www.bedfordnh.org/Pages/BedfordNH_Transfer/index. Additional information was provided by Jerome Spooner and Joanne Fraser – 12/09.
Recycling can result in significant reductions in tipping fees for the Town. Therefore, increasing resident recycling should be a high town priority. Through November 30, 2009, the Town processed 1,052.59 tons of recyclable materials with the single stream recycling program, which represents an increase of about 50 tons over what would be expected to date thus far. While there has been an education effort, more detail on financial aspects should be available to residents. Most may not realize that as the Town pays for some of the trash that goes into the landfill, the Town makes money from both recycled goods and reduced disposal fees.

Moving Ahead: Recommended Actions

Because of the high degree of inter-dependence of Municipal Services and Facilities goals and recommendations with other elements, such as transportation, open space, recreation, and economic development, the Recommended Actions in this chapter are organized differently from other Plan elements. Taken together, these strategies and recommended actions will support the economic development, sustainability, energy and utilities, and open spaces strategies elsewhere in the Plan.

Efficiency and Cost-Effectiveness

A common municipal concern is to manage and budget to provide specific public services. The Town’s budgetary intent is to coordinate resources towards community goals. There is strong support in the community for helping the Town manage and leverage its resources strategically towards specific outcomes that are related to the Town’s vision. If Bedford’s budgeting and decision-making are goal oriented, the level of financial and staff effort can be adjusted around which activities bring the community towards its desired goals - rather than looking only at year-over-year spending levels or total department costs, without regard to how these expenditures relate to specific, achievable goals. The idea is not efficiency for efficiency’s sake, but managing resources towards desirable outcomes, and increasing cooperation along the way.

Meeting Essential Building and Staffing Needs

As is the case with municipalities across the country, Bedford is facing significant stress on its budget as the Town attempts to find ways to balance the need for maintaining and enhancing public services. Years of deferred maintenance will exacerbate the condition of facilities that need to be renovated or expanded such as the Parks and Recreation maintenance building (already only used for storage) or the Town Offices. Recommendations made in the MRI studies for public safety services cite the need to increase staff and build a new substation for the Fire Department. Substantial funds are needed to meet these needs and with all these pressing requirements, it is necessary to address the long-term priorities for making improvements, recognizing that continued deferral of these expenses will result in ever increasing expenses over time. Efforts are now underway to address these concerns with the establishment of a Building Committee and an Infrastructure Committee by the Town Council.
Becoming a Sustainable Community

Threaded throughout this Plan is the goal of embracing sustainability principles throughout Town governance and operations, with a special focus on leading by example. With the urgency of energy costs and use, and other long-range environmental concerns, this is viewed as an essential component of planning for the next ten years. This is underscored by the recent creation of the Energy Commission and its work toward conducting energy audits and implementing plans for energy efficiency in town-owned facilities. This Plan gives the Town a prime opportunity for adopting a ‘green mindset’ that can educate, empower, and challenge residents, demonstrating how sustainability practices can achieve that goal.

Beyond the Town’s leadership through facilities and operations, and a focus on sustainability partnerships and communication, this Plan calls for the Town to establish and foster a Sustainability Task Force that can help bring forward ideas and channel volunteer energy into beneficial directions for the Town. (This may be an adjunct or expanded role for the Energy Commission). Many communities in New England and throughout the US have realized multiple benefits from having a sustainability task force that can seek grant funding for new projects, advise the Town on energy and sustainability strategies, and help build partnerships with other agencies and towns. Given the strong interest on the part of the public, the Master Plan Steering Committee, and Town officials for weaving sustainability into all of Bedford’s municipal operations, establishing this task force is a priority recommendation of the Plan.

Leading by Example

In order to better achieve the goals of this chapter of the Plan, it is important for the Town of Bedford to take a leadership role through its operations, governance, and management. This is particularly true with respect to municipal buildings and facilities. The Town is already doing this through improvements to town-owned and school buildings to enhance energy efficiency and through the new single-stream recycling program. These examples can serve as models for making cost-effective, sustainable planning and building practices part of project design, planning, construction, and operations.

The heart of this goal is to make communications and a green mindset seamlessly integrated into all government functions, providing strong leadership to residents, the business community, and organizations within Bedford. As an example, some purchasing could be shifted to green or sustainable products; or the Town could provide incentives for employees to use alternative transportation to get to work. The Sustainability Task Force is recommended as a way to bring forward ideas where the Town can show leadership, in addition to evaluating its own operations.
**Recommended Actions**

**LOCAL GOVERNMENT**

- Continually seek ways to collaborate with non-government agencies and other towns to provide government, utility, cultural, and human services.
- Develop long-term strategic visions for each department, board, and commission, possibly through external staff or consulting support.
- Working with the Sustainability Task Force, make sustainability initiatives and practices part of standard procedures through such action as including renewable energy or materials usage goal and efficiency standards in Requests for Proposals, bid invitations, and contract specifications.
- Consider adopting regulations that recommend or incentivize the use of LEED standards for new construction, particularly for municipal buildings.
- Continually evaluate the potential for new technology to improve service delivery and efficiency, and provide information on technology options to the public as part of budgeting and planning.
- As part of each municipal department’s core priorities and responsibilities, ensure that there is a staff person or team directly responsible and accountable for updating the municipal website’s content and architecture, keeping the site current.
- Continually evaluate the website’s content and architecture with a focus on how the site and the information are providing customer service, public participation, and efficient service delivery.

**SUSTAINABILITY TASK FORCE**

- The Town should establish a Sustainability Task Force for the Town of Bedford by developing a mission statement and bylaws that will enable the Task Force to carry out the specific recommendations set out in this Plan.
- Working with the Town Council and the Energy Commission, develop a Sustainability Strategic Plan for Bedford. Include staff and officials from all departments in development of the plan and subsequent training on its recommendations.
- Within the Sustainability Strategic Plan, develop a set of sustainability principles, including but not limited to energy and water conservation, green building materials, use of alternative energy sources, and minimizing waste, which can be incorporated into Town operations such as requests for proposals, area plans, and maintenance contracts.
- Working with the Planning Board and Town departments, review and evaluate the Town’s current ordinances and policies for sustainability issues such as water, energy, materials, and waste, and identify steps to improve or amend these over time.
- Seek grant funds to complete other innovative projects that increase public awareness and support municipal leadership on sustainability issues.

**WATER SUPPLY, WASTEWATER and STORMWATER MANAGEMENT**
• Continue to participate in the regional stormwater education collaborative and other regional efforts to meet the requirements of the US EPA MS4 program for stormwater.

• On an annual and ongoing basis, maintain records of stormwater-related and flooding incidents in order to assess whether additional resources or focused efforts are needed for stormwater management.

• Consider developing local records and mapping of the public water systems operating within Bedford.

• Provide mapping of public water and sewer districts as part of the Town's website resources.

• The Sewer and Water Advisory Committee should continue to work with and closely monitor the City of Manchester's progress on the expansion of the municipal WWTF.

• Detailed discussions with property owners in the Route 101 corridor should be held (if they're not already) to determine the level of interest in, and potential co-financing for, providing sewer and water services to the corridor.

PUBLIC SERVICES AND FACILITIES

• As the budget allows, continue to implement the increased staffing levels for both the Police and Fire Departments as recommended in the respective MRI studies.

• The Town Building Committee should consider the building of a new fire substation in the South River Road area as a high priority and move forward with design plans to construct it as soon as possible. Consideration should also be given to the substation in the northwest section of town.

• Upon completion and approval of the Building Committee's report, the Town Council should identify specific projects to fund in order to improve the condition and functionality of town-owned buildings.

• Similarly, once the Infrastructure Committee completes its report, the Town Council should adopt a preliminary project schedule for prioritized improvements based upon a list of projects developed by Town staff and refined by the Town Manager, Planning Director, and the Planning Board.

• Work with the William B. Cashin Senior Activity Center in Manchester to formalize specific programs to serve the Bedford senior citizen clientele including transportation to and from the facility. Efforts should be undertaken to explore public/private partnerships to provide additional services and programs for Bedford residents.

• Using the NRPA guidelines as a baseline, the Parks and Recreation Department should establish service and locational standards for the Town's park and recreational facilities. Not all of the NRPA guidelines apply to Bedford, but given the high demand for certain playing fields, the Town should adopt appropriate standards that can serve as a guide for future decision-making regarding new fields and maintenance of existing ones.

• Additional staff is needed to keep up with the maintenance demands for park and recreational facilities, especially ball fields which are considered to be in short supply regardless of their condition.