

THE COMPREHENSIVE PLAN OF '69:

TAKING STOCK IN '78

FOR THE
DURHAM PLANNING BOARD
DURHAM, N.H.

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OUTLINES FOR PUBLIC DISCUSSION

DURHAM'S PLANNING NEEDS IN 1978

INTRODUCTION

1. Purposes of Study Memoranda

The last Comprehensive Plan was published in 1969. The Durham Planning Board has felt the need to examine the current status of planning accomplishments and needs. The particular areas it wished to explore were these.

A. Statement of Goals and Objectives (Memorandum A, "Planning Aims, Policies and Applications")

Although contained in the 1968 memorandum preceding publication of the 1969 Plan, goals and objectives needed to be restated in a more accessible format, both to serve as a continuing guide to the Planning Board and to facilitate periodic review of their applicability and timeliness.

The resulting aims, policies and applications were designed for comprehensive coverage of foreseeable planning-related issues. Therefore, they include many policies on which the Town has already acted, as well as others on which action is of lower, or at least later, priority. Those which do represent the most immediate current concerns are so marked and further developed in the Program included below.

B. Development of a Procedure for Programming Capital Improvements (Memorandum B, "Outline for Capital Improvements Program")

This paper follows up a recommendation made in the 1969 Plan. It sets forth the advantages of such a program and attempts to integrate a routine for annual program review into the normal cycle of Durham's staff and board activities.

C. Review of Land Use and Zoning (Memorandum C, "Planning Issues Posed by 1969-1978 Trends")

The Planning Board was troubled by a number of mismatches between recent land use trends and the effects of zoning adopted in 1969. (This, by the way, is normal -- zoning should be thoroughly reviewed each decade, as new market trends and legislative tools develop.) Certain themes emerged from the discussions:

- the limited ability to control dispersion of new subdivisions, with subsequent inefficiencies in providing municipal services;
- the conundrum of how to make good use of available infrastructure without disturbing established neighborhoods;
- the lack of room, in locations acceptable to the Town and capable of being fully serviced, for multi-family housing (especially, privately built housing for students) and the subsequent pressure for conversion of family-type housing;

- the need to re-examine the mixture and control of uses permitted in the basically residential R district;
- the absence of private demand for light industrial or office development which the OR district was intended to encourage;
- the continuing problem of how to encourage concentrated commercial development in the CBD (Central Business District, i.e. Business A district) without either allowing spill-over into residential areas or lowering standards for site development; and
- the erosion of Durham's rural aspect, especially of agriculture, as the best cleared, most accessible and most visible large holdings yield to development.

Memorandum C examines the changes wrought by public and private efforts over the last decade -- much was indeed accomplished - and sets some priorities for grouping and grappling with interrelated issues which are as yet unresolved. The code phrase overall is "Growth Management". Specific attention is also needed to maintain a sound tax base, to develop a strategy for the CBD and to update the Open Space and Recreation Plan. The suggested contents of these studies are given at the end of Memorandum C. The combined program is presented below in terms of a schedule of responsibilities.

2. Planning Program

The outline below is a supplement to the outline of Policies and Programs prepared in June, 1968.

SHORT-TERM SCHEDULE OF PLANNING RESPONSIBILITIES, 1978-1980+

<u>PROGRAM AND ITS PURPOSES</u>	<u>RESPONSIBILITY</u>	<u>STUDY BY:</u>	<u>BEGIN</u>
<u>Tax Base Analysis</u> Influence land use decisions and investments in infrastructure.	Selectmen	Staff	fall 1978
<u>Provision of Public Buildings & Sites</u>			
Concept* for location of future Town buildings.	Planning Board and Selectmen	Planning Board; (consult.?)\$	fall 1978
<u>Capital Improvements Program (CIP)</u>			
Routine for annual review, coordination, scheduling of major capital improvements.	Selectmen, with Planning Board, Budget Committee	Staff	winter 1978/9
<u>Water Distribution Plan</u>			
Provide recommended fire protection; furnish one of bases for Growth Management Plan.	Selectmen, with UNH, Fire Comm.; Planning Board input	Engineering Consultant	1979

* see notes overpage

<u>PROGRAM AND ITS PURPOSES</u>	<u>RESPONSIBILITY</u>	<u>STUDY BY:</u>	<u>BEGIN</u>
<u>Land Use and Rezoning Study</u> Develop plan to manage growth* and maintain tax base and rezone accordingly.	Planning Board	Planning Consultant \$	1979
<u>Protection of Natural Resources</u> Update open space plan, considering agriculture*, aquifers, floodplains, watershed associations.	Conservation Commission	Ad Hoc Committee	1979
<u>Strategy for Central Business District</u> Work out cooperative design and management strategy for CBD and oversee its implementation.	Selectmen to spur founding of CBD Development Group	(CBD Group hires consultant; some Town \$)	1979 et seq.
<u>Building Code</u> Supports fire protection in CBD and outskirts.	Selectmen; Fire Dept. input	Staff	?

Notes: * First test public support!
\$ Requires appropriation.

Assuming all the projects requiring the technical assistance of consultants can be financed at the Annual Town Meeting of 1979, it should be possible to call a Special Town Meeting for major rezoning in the fall of 1979, provided the major outlines of the water distribution plan and open space plan have been determined in time to be incorporated in the land use study. The preceding winter can be fruitfully used to test public support for the related concepts of growth management, development of the tax base and preservation of agriculture.

Action on proposals affecting the CBD will depend on the speed with which the proposed CBD Development Group can present a coherent program. It should, by its nature, be an on-going program, to be accomplished in phases over, say, 10 years.

Certain items were not listed in the Schedule because they have no real beginning or end, but they should not, for all that, be overlooked. This applies particularly to the maintenance of dialogues with the State Highway Department and with the Oyster River School District. One way might be to assign a Planning Board member to keep tabs on each of these activities. A Conservation Commission contact may also be of value.

Memorandum A

June 28, 1978 (revised)

PLANNING AIMS, POLICIES AND APPLICATIONS



PLANNING AIMS, POLICIES AND APPLICATIONS

Guidelines for Managing Durham's Development

Introduction

This draft of planning AIMS, POLICIES and APPLICATIONS (or goals and objectives) is intended to serve as a kind of constitution for the Planning Board to look toward in making decisions as to which APPROACHES (strategies, techniques) to use in decisions affecting Durham's development. Approaches will and should vary from time to time as conditions and options change. Durham has already made use of many possible approaches; others are not yet part of Durham's arsenal; and still others have yet to be invented. The possible approaches will be the subject of later studies; the intent is to keep these guidelines general enough to express the continuity of the Planning Board's aims stretching from the recent past well into the future.

The four major topics are:

1. Natural Resources
2. Residential Growth Management
3. Economic Base, and
4. Man-Made Resources

Each topic comprises a few very broad AIMS (1.1, 1.2, etc.), broken down into a series of more specific POLICIES (1.11, 1.12, etc.), with APPLICATIONS to various sub-topics (a,b,c, etc.). There is inevitably some overlap, since different aims may come to bear on the same focus. For example, the Central Business District (CBD) can be looked at both as an economic base and as a service. Similarly, the concept of traffic articulation comes under the headings of various purposes, such as providing mobility for non-drivers, accommodating UNH commuters, and improving access within the CBD.

Those items of greatest current concern are marked with (*) for early follow-up, or (#) for attention soon. The unmarked items are either already receiving attention or are less urgent.

TOPIC 1. NATURAL RESOURCES

Introduction

The more the population grows and the more land is consumed by development, the more natural resources will be needed or valued. They should therefore be safeguarded from the start. The values of natural resources are manifold; they are grouped here according to their urgency.

Essential. Certain resources are basic to existence, for instance aquifers (for water), estuaries (a vital element in the natural food chain), prime farm lands (although of uncertain economic value in New England, still a resource whose value is likely to increase as transportation costs rise).

Economic. Where development stresses can be handled by natural processes, expensive technological solutions can be avoided or at least postponed. If the ability of soils and water to absorb and purify, or dilute, effluents is not overtaxed, additional sewage treatment facilities can be held within bounds. If wetlands and floodplains, which handle the seasonal and the dramatic overflows, are preserved and if erosion is prevented, storm sewers, flood control works, seawalls, etc. will not be needed. Although minor in Durham's case, this category also includes possible resources of direct economic value, such as timber and gravel deposits.

Desirable. The scenic, recreational and educational values of certain natural areas cannot be reconstituted if lost and will be all the more cherished as the population grows.

AIM 1.1 PRESERVE LIFE-SUPPORTING NATURAL RESOURCES

1.11 Protect groundwater supply and quality.

- # a. Retain recharge capacity of all major aquifers.
- b. Control pollution discharge into aquifers.

1.12 Protect the natural food chain.

- a. Prevent disturbance of estuaries.
- # b. Note best farm lands identified by county and support their continued availability for agriculture.
- c. Maintain clean river and shore waters for aquatic life.
- d. Maintain significant habitat areas.

1.13 Protect natural resources of economic value.

- a. Encourage forestry where conditions are favorable.
- b. Permit controlled use of prime sand and gravel resources (if any) where not incompatible with other development goals.
- c. Prevent exportation of loam.

AIM 1.2 PRESERVE NATURAL FLOOD AND POLLUTION CONTROL SYSTEMS

1.21 Maintain natural drainage systems.

- a. Protect wetlands from encroachment.
- # b. Reinforce federal regulation of 100-year floodplain with local zoning.
- c. Encourage subdivision and site designs minimizing interference with natural drainage.

1.22 Control erosion.

- a. Monitor setbacks and construction operations near streams, wetlands and shorelines.
- b. Maintain natural cover on watersheds and shorelines.

1.23 Achieve efficient balance between provision of public utilities and reliance on on-site facilities and use this as a basic criterion for planning (see AIM 2.3).

- # a. Set appropriate development standards and densities in accordance with capacity of natural systems, where utilities are not to be extended.
- # b. Develop policy regarding acceptability of private provision of utilities (attachment to public systems, sub-community systems, new technologies for on-site waste disposal).

AIM 1.3 SAFEGUARD AREAS OF SCENIC, RECREATIONAL, EDUCATIONAL VALUE

1.31 Preserve scenic areas.

- a. Support Coastal Zone Management program for treatment of shorelines.
- b. Identify other areas and views treasured by the community and develop means to preserve them.
- c. Provide public access to scenic points of land or water, subject to compatible controls.

1.32 Reserve areas for informal outdoor recreation.

- a. Develop town-wide system of trails and greenways, using both public and private methods (e.g. easements, private trails associations as well as purchase).
- b. Develop large-scale natural park(s), conservation areas.
- c. Encourage provision of open space, trail linkages, recreation facilities within new residential developments.

1.33 Reserve space for a range of active sports.

- a. Monitor changes in outdoor recreational needs and tastes of the resident population, especially children.
- b. Anticipate needs to shift to public provision of recreational opportunities currently being met by UNH, churches, voluntary associations.
- c. Ensure that each neighborhood has nearby opportunities for informal recreation.

1.34 Preserve areas of unique educational value.

- a. Augment UNH's special holdings with selected Town conservation purchases.
- b. Encourage use of public/UNH lands for educational programs.

*1.35 Integrate recreation/conservation proposals into a town-wide, long-range plan.

- a. Identify areas to be reserved and the public's interest in each (i.e. active or passive recreation, water resources, views, retention of agriculture).

- b. Select approaches protecting the public interest identified (e.g. acquisition, easements, zoning, purchase of development rights, etc.)
- c. Develop positive methods of fostering open space development of key tracts not designated for public purchase (e.g. by means of non-profit land trust).
- d. Work cooperatively with neighboring towns and region to provide recreation serving a larger-than-local purpose.

TOPIC 2. RESIDENTIAL GROWTH MANAGEMENT

Introduction

UNH is and will be the dominant factor in Durham, but there is life after, before and outside the University as well. While a commonality of interests simplifies self-government (perhaps), a diversity of interests, backgrounds, and ages enriches social life and allows for a greater range of life-styles.

One issue peculiar to Durham is how far to go in attempting to accommodate UNH students. Since UNH has about reached its capacity to house them in its existing buildings, there are four choices left: (1) private housing on UNH land; (2) private housing elsewhere in Durham; (3) UNH bus service to private housing scattered outside Durham; (4) a UNH-sponsored campus near, but outside Durham. These choices, of course, are not mutually exclusive. Since student housing needs could change, Durham should probably avoid becoming overly committed to forms of housing not also adaptable to other occupants.

AIM 2.1 ACCOMMODATE DIVERSIFIED HOUSING NEEDS

*2.11 Encourage private market to supply a variety of housing types, provided the locations of each are suitably chosen and buffered:

- a. small units (multi-family, townhouses, conversions) for married students, retired persons, singles;
- b. family housing (single-family, townhouses) for faculty and commuting businessmen, etc.;
- c. group housing (fraternities, dormitories, communes) for unmarried students and other singles.

2.12 Enable residents to remain in Durham.

- a. Reduce cost and care of home ownership for elderly.
- b. Provide housing alternatives (as in 2.11).
- c. Minimize development pressures on "land-poor" owners.
- d. Search for regulatory means to restrain impact of student housing pressures on private housing costs.

AIM 2.2 ENCOURAGE SOCIAL/ECONOMIC INTERMINGLING

2.21 Resist homogenization of (non-student) housing.

- a. Encourage diversity of tenants in multi-family housing.
- b. Offer choice of locations for housing types, insofar as served by necessary utilities and access.
- c. Favor individual or small developments over large-scale ones (except as in d. below) and provide incentives to reduce cost of houses.
- d. Provide incentives to developers for desired mix of housing types within the larger new developments.

2.22 Retain central location of facilities used by public as a whole (as distinct from neighborhood facilities).

- a. Prevent dispersion of central shopping and personal services.
- b. Find centrally located space for community and cultural activities.
- c. Bear fair share of costs of sharing UNH facilities.

2.23 Encourage neighborliness and diminish need to drive.

- a. Provide neighborhood recreation, especially for children.
- b. Allow occasional convenience store where justified by walk-in demand.
- c. Encourage neighborly groupings (cul-de-sacs, common open space, home-owner associations, neighborhood representation on study committees, etc.).
- d. Discourage developments beyond the normal reach of neighborhood and community services.

2.24 Improve mobility of non-drivers.

- a. Build bicycle paths for children (focusing on schools and recreation), for UNH commuters, and for access to CBD for all.
- b. Explore voluntary and institution and/or community sponsored transportation alternatives for other non-drivers.
- c. Cooperate with regional efforts to provide public transportation between major job and shopping centers.

AIM 2.3 RELATE RESIDENTIAL GROWTH TO PROVISION OF APPROPRIATE SERVICES

*2.31 Develop outline for major extensions of infrastructure.

- a. Confirm eventual capacity of primary service areas of utilities.
- b. Plan sequence of proposed sewer extensions.
- c. Develop coordinated plan for water extensions.
- d. Coordinate improvements to Town roads.

*2.32 Review development controls in step with provision of support facilities.

- a. Invite public input to selection of a growth management technique.
- b. Revise zoning, subdivision controls, policies on payments for utility extensions, etc. in accordance with selected technique.

TOPIC 3. ECONOMIC BASE

Introduction

Perhaps the main point to be made is that the Town has shown no signs of greed for an economic base in excess of the needs to keep pace with increasing municipal costs, demands for internal services and desires for local employment — most certainly not at the expense of the Town's residential and environmental assets. Each of three facets of the Economic Base raises questions of emphasis, however.

Tax Base. Will the Town continue to place primary reliance on the residential tax base? If so, should there be an effort to balance high and low-revenue forms of housing, or are high-priced subdivisions the only answer? If non-residential development is sought, what form would be feasible, acceptable and likely to be cost-beneficial — and would the Town undertake the necessary investment and promotion to bring this about? The answers are not likely to be easy and should be based on realistic studies and plans. These Aims and Applications therefore speak only of the intent of such efforts — the answers (or approaches) are yet to be determined.

Commercial Services. The hope is that the CBD will serve Durham residents better by offering an appropriate range of frequently used items and services. There should also be room for business research and consulting offices, especially as outlets for local skills and UNH-related projects. Local market forces do not yet appear to be strong enough to accomplish this unaided; there would have to be a concerted effort to design and promote the desired commercial development.

Employment Opportunities. There appears to be a dearth of part-time jobs for wives and beginner jobs for teenagers. Diversification of the economic base can help to alleviate this, although the attitudes of employers are also a factor, e.g. the use of flex-time, or two persons for one job.

AIM 3.1 DEVELOP ENOUGH TAX BASE TO OFFSET THE COSTS OF GROWTH

*3.11 Consider cost-revenue balance among residential uses.

- a. Analyze cost-revenues by residential type and location.
- b. Vary residential types to partially offset losses from one type with gains from another.

#3.12 Actively promote growth of selected non-residential tax base.

- a. Explore compatibility of a variety of possibilities with Town's other development aims.
- b. Analyze likely cost-revenue ratio of most promising possibilities.
- c. Investigate marketability of favored types.
- d. Select the types to be encouraged.
- e. Reserve areas with suitable characteristics, services and access.
- f. Promote and, where appropriate, prepare sites for the selected taxable ventures.

AIM 3.2 MATCH CBD'S DEVELOPMENT TO INTERNAL NEEDS FOR SERVICE

3.21 Attract local buying power.

- a. Maintain concentration of shopping and personal services.
- b. Promote diversification of offerings in order to better meet residents' needs (e.g. non-student wares, personal services, repair and maintenance services).
- c. Maintain attractive appearance, small-town scale.
- d. Provide safe, attractive pedestrian circulation.

#3.22 Help merchants to satisfy local needs (see also IV.B.4).

- a. Allow expansion room, within firm limits.
- b. Explore accommodations with UNH "competition".
- c. Plan cooperatively to improve parking and circulation, treating the CBD as a whole, rather than on a lot-by-lot basis.
- d. Encourage development of voluntary overall design standards.
- e. Make room elsewhere for those driver-oriented services considered necessary, subject to strict locational criteria.

AIM 3.3 FAVOR OPPORTUNITIES TO EMPLOY LOCAL LABOR

3.31 Tolerate range of options for local employment.

- a. Be receptive to diversification of employment opportunities, in suitable settings.
- b. Permit office buildings for local professionals, UNH researchers.
- c. Permit self-employment within residences and on large rural lots, but only within limits acceptable to neighbors.

3.32 Improve ability to take jobs outside Durham.

- a. Encourage alternative transportation for commuters.
- b. Allow for day-care centers.
- c. Participate in employee training programs.

TOPIC 4. MAN-MADE RESOURCES

Introduction

Infrastructure (support facilities, such as streets, utilities, solid waste disposal); superstructure (buildings, institutions); and social structure (government and community organizations) might be one way to categorize the man-made resources. The efficient provision, maintenance and utilization of those elements which affect the public interest is an essential purpose of government and, in particular, of planning.

AIM 4.1 USE AND DEVELOP THE TOWN'S CAPITAL PLANT EFFICIENTLY

#4.11 Integrate capital improvement programs into the governmental routine.

- a. Assign responsibility for annual preparation and presentation of long-range capital improvements program.
- b. Follow regular program to maintain and update existing plant.
- c. Identify long-term investment needs.
- d. Establish priorities for capital improvements and acquisitions.
- e. Strive for predictable level of capital outlays.
- f. Integrate long-range into annual budgets.
- g. Find and utilize available financial assistance.

4.12 Plan for shared public/private/UNH facilities where mutually beneficial.

- a. Participate in state/regional/multi-town studies and projects where relevant to Durham.
- b. Continue practice of sharing Town/UNH or other semi-public facilities where both benefit.
- c. Utilize UNH expertise in finding progressive solutions.
- d. Encourage residential and commercial developers to supplement public amenities (e.g. recreation, parking, street landscaping, recycling of historic buildings).

*4.13 Guide private development in a manner which utilizes existing and proposed public plant efficiently (see AIM 2.3).

- a. Adjust development controls to encourage utilizing the existing plant first.
- b. Plan for phased expansion of public plant with corresponding revisions of development controls.
- c. Develop standards defining "premature" subdivisions and apply with rigor.
- d. In marginally "premature" developments, require developer to provide compensatory public facilities (e.g. widen access road, provide water for fire protection, etc.).

4.14 Develop efficient circulation pattern.

- a. Consider traffic capacity in allocating land uses and, conversely, design class of road to fit usage.

- b. Continue efforts to segregate outside and local traffic, especially with regard to UNH, NECCE and CBD.
- c. Improve and complete the collector and arterial road system.
- d. Distinguish standards for minor and regular subdivision roads, Class IV roads, etc.

4.15 Shift fair share of improvement/operating costs to causers/users.

- a. Require environmental and community impact studies where appropriate in order to determine and possibly avoid future damages.
- b. Reward developers for assuming fair share in provision of public plant necessitated by project.
- c. Set reasonable user fees to offset operational costs (e.g. schooling of tax-exempt residents, public parking, certain forms of recreation).
- *d. Adjust methods for assessing betterments to adopted growth management policy.

AIM 4.2 SUPPORT VITALITY OF COMMUNITY'S PRIVATE PLANTS (RESIDENTIAL, UNH, CBD)

#4.21 Ensure enduring value of private development.

- a. Adopt, update and streamline pertinent development codes (including Building and Housing Codes).
- b. Strive for their consistent and expeditious administration and coordinate review procedures.
- c. Maintain flexibility in reviewing site and project designs where proposed variations from codes result in improved performance.

4.22 Accommodate UNH's needs in Town plans.

- a. Formalize and energize Town/Gown Advisory Committee.
- b. Maintain mutual understanding regarding UNH expansion aims and areas.
- c. Support efforts to provide access and transportation to UNH.

#4.23 Work towards unified approach to CBD's development.

- a. Formulate a partnership including merchants, CBD property owners, UNH and Town.
- b. Develop a plan for reasonable expansion of CBD and related circulation, parking and esthetic improvements.
- c. Actively seek business tenants with creative ideas for meeting residents' unfilled demands.
- d. Coordinate UNH and CBD parking schemes and regulation.

- 4.24 Preserve the historic and esthetic features which give the Town its visual character.
- a. Permit appropriate recycling of historic and oversized buildings and encourage maintenance of their exteriors and grounds.
 - b. Continue program to protect and improve scenic and historic sites.
 - c. Work on programs to upgrade appearance of main streets, "Gasoline Alley", parking lots and other conspicuous elements of the townscape.

AIM 4.3 SUPPORT COMMUNITY SERVICES

- 4.31 Encourage social and recreational interaction.
- a. Ensure that adequate programs exist to serve all ages, men and women, incomes, abilities and interests.
 - b. Supplement private and semi-public facilities with public facilities as needed to achieve the desired range of programs and provide public coordination to maximize utility of existing resources.
- 4.32 Facilitate individual independence.
- a. Provide housing, home-care, tax relief alternatives for the elderly.
 - b. Install barrier-free access for the handicapped to public buildings and areas (whether or not required by federal law) and provide incentives to private builders of facilities used by the public to do likewise.
 - c. Sponsor alternative transportation, or centrally located residence, for non-drivers.

AIM 4.4 PROMOTE CITIZEN PARTICIPATION

- 4.41 Continue tradition of wide participation.
- a. Enlist local talents and interest groups in appropriate studies, projects, committees.
 - b. Make plans or proposals comprehensible.
 - c. Elicit feed-back through hearings, surveys, etc.
 - d. Attempt to create a visible focus for major community outdoor events.
- 4.42 Maintain internal communication.
- a. Support regular local reporting (papers, radio, etc.)
 - b. Foster regular interaction of various Town boards.
 - c. Strive for consistency in administering adopted policies.

#4.43 Use planning AIMS as one of guides for decision.

- a. Expose AIMS (or parts thereof) for public comment and review from time to time.
- b. Review proposals in context of planning AIMS.
- c. Provide technical assistance as needed to develop specific approaches to implementing AIMS.
- d. Clearly assign responsibilities for administering implementation of AIMS.

Memorandum B.

July 26, 1978 (revised)

OUTLINE FOR CAPITAL IMPROVEMENTS PROGRAM FOR DURHAM, NH

Memorandum B.

OUTLINE FOR CAPITAL IMPROVEMENTS PROGRAM FOR DURHAM, NH

I. INTRODUCTION

What is a Capital Improvement?

What is a Capital Improvements Program (CIP)?

Purpose of a CIP

Proposed CIP Procedure

II. CRITERIA FOR THREE-PHASE EVALUATION

Introduction, Comments on Forms

III. SUPPORTING DATA

Comments on Project and Fiscal Background Forms ✓

APPENDIX

List of Forms

Forms

OUTLINE FOR CAPITAL IMPROVEMENTS PROGRAM FOR DURHAM, NH

I. INTRODUCTION

A. WHAT IS A CAPITAL IMPROVEMENT?

A capital improvement is a major improvement of, or addition to the Town's physical plant. For Durham's purposes, it is a structure, installation, equipment item or purchase which:

- costs \$10,000 or more;
- is new, replaces obsolete large equipment, or is part of a structural upgrading program; and
- has a relatively long life.

Capital improvements also include the cost of associated one-time "soft" expenditures, such as architect's fees or furnishings for a new building.

Capital improvements may entail impacts on routine operating costs for staffing and maintenance, whether as an increase or a saving. These, too, should be noted.

B. WHAT IS A CAPITAL IMPROVEMENTS PROGRAM (CIP)?

A Capital Improvements Program (CIP) attempts to forecast the magnitude and tax impact of all capital improvements to be undertaken in the upcoming fiscal planning period and to schedule them in a workable sequence. The customary period is 6 years, with some foreshadowing of major projects beyond that. Six years allows for two cycles of turn-over in the Board of Selectmen and thus for some likelihood of continuity of policy.

The CIP is not a list of hard commitments, but a schedule which undergoes year-by-year adjustments in response to the needs of the town, the desires of the voters and the opportunities to economize or to secure assistance.

The CIP must be updated each year to be effective!

Therefore this outline stresses a formalized program.

C. PURPOSES OF A CIP

Basically, the main purposes of a CIP are to help Town departments, officials and voters to:

- identify possible future capital improvements;
- evaluate their relative urgency and worth; and
- use the Town's resources wisely to meet upcoming needs.

More specifically, a CIP can help to do each of the following things.

1. Foster Internal Agency Planning

- a. Encourage each agency to plan at least 6 years ahead.
- b. Put first things first.
- c. Allow lead time for studies, design, site selection.
- d. Build confidence that all needs will receive attention in due time.
- e. Improve agency morale.
- f. Alert agencies to related programs proposed by others.

2. Improve Growth Management Capability

- a. Evaluate proposals against long-term planning aims.
- b. Provide reasonably predictable improvement schedules and costs to which growth management can justifiably be related.
- c. Stimulate private investment related to expected improvements.
- d. Uphold Town's image as a good place to do business.

3. Aid in Fiscal Management

- a. Avoid costly emergency stop-gaps.
- b. Smooth out peaks and valleys in the tax rate.
- c. Justify establishment of cash reserves and land banks to reduce future bonding costs.
- d. Coordinate local projects with each other and with regional and state projects.
- e. Enable efficient scheduling of Town manpower.
- f. Document eligibility for loans and federal programs.

4. Inform the Voters

- a. Alert and inform voters regarding upcoming projects.
- b. Help Town Meeting relate current decisions to long-term needs.
- c. Put projects favored by special interests into perspective.
- d. Reassure special interests that each will have its turn.
- e. Encourage nomination of unlisted projects for future consideration.

D. PROPOSED CIP PROCEDURE

To accomplish the purposes outlined, a CIP must be reliable, both as to continuity and as to quality of information. It is therefore essential that it be integrated into the governmental routine.

The method of doing so will vary from place to place and time to time, depending upon local government structure, the availability of staff and the energy of interested individuals. Certain elements, however, are basic.

- * Information on agency "wish-lists" and on current fiscal parameters must be updated each year. This is best handled by staff.

- * The Planning Board should have an opportunity to review the proposals in the light of local development trends, long-term planning aims and known regional, state, or federal plans, projects and programs. It may also add proposals of its own.
- * The Selectmen should have the responsibility for adjustments between competing claims, with an eye to the current political climate and to the Town's administrative and fiscal resources.
- * Finally, the Budget Committee is charged with refining and submitting an annual Budget List (including both operating and CIP costs) which lies within the voters' ability to support.

The procedure outline below will no doubt be modified as Durham gains experience with CIP's, but would seem to fit its present situation.

1. After Town Meeting

- a. Administrative Assistant amends latest CIP schedule to reflect Town Meeting actions. (This provides a starting point for next year's CIP.)
- b. With the help of relevant officials, the Administrative Assistant plots and projects current data on fiscal parameters (valuations, debt outstanding, borrowing capacity, etc.)

2. Spring

- a. Planning Board designates a member to supervise current year's CIP update.
- b. Planning Board Assistant distributes CIP forms to each agency.
- c. Each agency lists and evaluates its projects according to its internal criteria.
- d. Planning Board Assistant collects completed forms and follows up on missing data. Copies to Planning Board, Selectmen and Budget Committee.

3. Spring-Summer

- a. Planning Board and Selectmen may add projects not sponsored by any specific agency.
- b. Planning Board evaluates projects in relation to trends, plans and outside government actions.
- c. Planning Board presents its list of recommended CIP actions to Selectmen. Copies to agencies.

4. Summer-Fall

- a. Selectmen evaluate each project's feasibility.
- b. Administrative Assistant breaks gross project costs down into annual net costs and approximate manpower needs, notes likely forms of financing and sets up first trial CIP.
- c. Selectmen modify trial CIP according to fiscal and political judgment.

- d. Review of modified CIP by "official family" (Town bodies, department heads).
- e. Selectmen hold public hearing on federal revenue sharing and rest of CIP.
- f. Administrative Assistant polishes Proposed CIP and notes its estimated impact on future tax rates.

5. Fall-Winter

- a. Selectmen present proposed CIP to Budget Committee.
- b. Budget Committee finalizes the Budget List, integrating operating and CIP costs.
- c. Selectmen consider admendments to 6-Year CIP in light of current year's Budget List.

6. Town Meeting

- a. Selectmen publish and present amended 6-Year CIP.
- b. Budget Committee explains CIP component of Budget List.
- c. Voters decide. Cycle begins for next 6 years.

II. CRITERIA FOR THREE-PHASE EVALUATION

INTRODUCTION

This outline proposes three distinct phases in project evaluation before the current year's segment of the 6-year CIP reaches the Budget Committee. Broadly speaking, these are the steps.

- A. The project's sponsoring agency evaluates the proposal in the context of the agency's own functions.
- B. The Planning Board reviews and prioritizes the assembled agency proposals in the light of their importance to the Town's overall planning aims.
- C. The Selectmen schedule projects in accordance with their analysis concerning the projects' administrative, fiscal and political feasibility.

COMMENTS ON EVALUATION FORMS

The Evaluation forms, of course, are based on data derived from the Project forms. The latter, however, require little discussion, and so are deferred to the end of this report. The other reason for beginning with the Evaluation forms is to show why the Project forms contain certain questions designed to assist in the subsequent evaluation.

The Project Evaluation forms are supplemented where helpful with illustrative examples to explain the intended meaning of the key words used.

(These examples do not necessarily represent Durham's current needs.) There is also a Summary Evaluation form to go with each set of Project Evaluations, except that in the Selectmen's case, the summary is the CIP itself.

Some agencies and boards feel it is helpful to weight the evaluation criteria in order to arrive at point scores indicating rank order. This approach — even though it is but an approach — to objectivity does serve to highlight the most obviously meritorious projects and does furnish quite convincing support for their merits in public discussion. Where the choices are not complex, on the other hand, the point system tends to be cumbersome and merely reinforces foregone conclusions. In any event, the assignment of weights is in itself a subjective process which ought to be performed by the evaluating body, not by an outside consultant. The forms are designed to accommodate point scores, if the evaluating body decides to use them.

A Project Key Number is needed to identify submitted projects and to trace their past CIP history. One possibility is to start with the year the project was first proposed, the agency initials, then the current year and agency project number, e.g. 78-FD-79/3.

III. SUPPORTING DATA

COMMENTS ON PROJECT FORMS

The project forms are adapted from those in use elsewhere. The intention is not so much to insist on filling every blank as to make sure that each aspect of the proposed project has been thought through to the degree possible at this stage of its development, with notes as to any further examination needed. The various agencies should be able to bring their respective "wish-lists" up to date during the spring, before the busy outdoor season begins. Early summer is also a reasonable time for agencies whose fiscal cycle runs from mid-year (UNH for fire department, Oyster River Regional School District) to firm up their proposals so that their impact on the Town's budget can be foreseen. This allows the summer and fall for the compilation and review of all proposals for capital improvements, ahead of the rush to complete projected operating budgets.

COMMENTS ON FISCAL BACKGROUND FORMS

Many — probably most — CIP's attempt to develop enough projected information on the total municipal budget to enable comparison of CIP to operating costs. Durham, however, has a history of supporting projects on the basis of need and merit, with cost as a subsequent rather than a pre-determining consideration. It is, furthermore, true that a CIP must remain flexible in order to respond to the possibilities for federal or state funding, to unforeseen emergencies and to unpredictable legislation. Although Durham has maintained this flexibility, it has simultaneously begun to follow a consistent policy for a regular funding of certain items which are readily predictable, such as road maintenance and replacement of public works equipment. For all these reasons, the idea of placing a "cap" on CIP expenditures may be perceived as artificial in Durham's case.

A "yardstick" for CIP expenditures can nonetheless be developed if so desired. The object of the exercise in this case might be less to set an upper limit for CIP proposals in any one year than to live up to a minimum level, using the leeway present in slack years to finance projects which are clearly desirable without necessarily being urgent.

Such a yardstick can be expressed in a number of ways, for instance:

- (1) as a constant percentage of the Town's projected valuation (analogous to a depreciation allowance);
- (2) as a fixed minimum percentage of the projected total tax levy (15% is a frequently used maximum);
- (3) as the difference between the projected "acceptable" level of taxation and projected net operating costs.

The last of the three methods is the one most commonly employed. The calculations involved are laborious, but not at all mysterious, provided they are adjusted each year for changes in the inflation rate, non-Town revenues and other trends. The "acceptable" level of taxation is a matter of judgment and the ensuing tax levy can be calculated on the basis of projected valuations. Projected net operating costs can be either crudely approximated by graphic extrapolation of past trends, or else broken down into the sum of several detailed projections. One may begin by noting:

- (a) non-tax revenues expected to offset gross operating costs;
- (b) per pupil schooling costs at lower-middle-high school levels multiplied by projected enrollments in each category;
- (c) all other operating costs on a per capita basis, rising along with the projected rise in population.

Item (c) can be further refined into:

- (c.1) per mile or lineal foot costs for maintenance related to length of roads or utilities;
- (c.2) costs of pension and insurance plans per public employee, whose number is fairly predictable within the 6-year span of the CIP; and
- (c.3) per capita of projected population for all else.

Still, given Durham's past willingness to meet emergencies and to take advantage of funding assistance, the development of a yardstick standard would probably offer only a marginal return for the considerable labor involved. This outline, therefore, contains only the basic fiscal data needed to forecast the Town's borrowing power, namely projections of:

- (1) assessed and equalized valuations;
- (2) legal borrowing capacity, less debts outstanding, existing and proposed; and
- (3) debt service schedule, existing and proposed.

The Administrative Assistant can easily secure this information from Town records on recent trends in value of construction added and from bonding records and the proposed CIP itself.

In short, what this CIP procedure sets out to do is to:

- enable systematic collection and evaluation of CIP proposals;
- to facilitate their arrangement into a 6-year schedule which minimizes their lumpy nature; and
- to maintain a running check on debt outstanding.

This bare-bones procedure does not attempt to relate CIP to total tax expenditures. It would require either uncommonly persistent volunteers or considerable staff time to produce the necessary calculations year after year in believable detail. And in the end, it appears that Durham voters are more likely to decide on the basis of the projects' merits than on the basis of an abstract yardstick for the total tax rate. It is hoped that this procedure has been kept simple enough to invite its regular use.

LIST OF FORMS

Agency Evaluation Forms

- A.1 - Agency's Evaluation of Proposed Capital Improvement (with reference sheets)
- A.2 - Agency's Summary of Proposed CIP

Planning Board's Evaluation Forms

- B.1 - Planning Board's Evaluation of Proposed Capital Improvement (with reference sheets)
- B.2 - Summary of Planning Board's Evaluation of Capital Improvements

Selectmen's Evaluation Forms

- C.1 - Selectmen's Summary of Project
- C.2 - Selectmen's Evaluation of Feasibility

Capital Improvements Program Forms

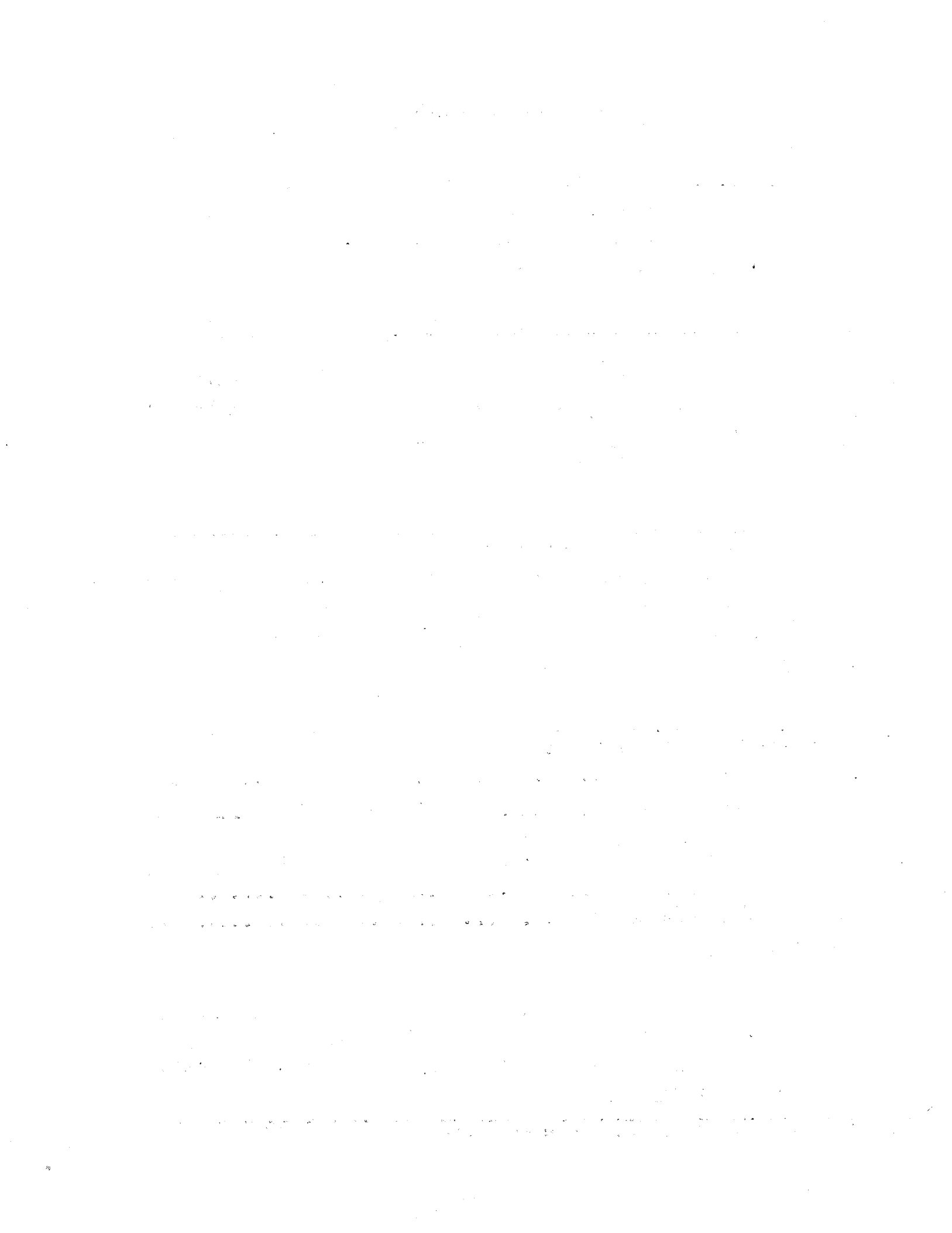
- CIP.1 - Fiscal Data on Projects Being Considered for CIP
- CIP.2 - Trial Schedule, Selected CIP Projects
- CIP.3 - Proposed CIP

Agency Project Forms

- P.1 - Project/Purchase Summary
- P.2 - Purchase of Land and Existing Buildings
- P.3 - Project Construction Details
- P.4 - Purchase of Equipment, Machinery, Furniture
Check List, Potential Site
Check List, Available Building

Fiscal Background Forms

- F.1 - Projected Debt Service
- F.2 - Estimated Population, Valuations, Borrowing Power
and Debt (6-Year Projection)



AGENCY'S EVALUATION OF PROPOSED CAPITAL IMPROVEMENT *

PROJECT IDENTIFICATION

Agency Date

Signature and Office

Project Name

Brief Description (incl. location):

PURPOSE OF PROJECT

New Service; Upgrade Service; Match Growth;
 Maintain Std.; Legal Mandate; Strategic Invest.;
 Supportive; Other

Comment:

FACTORS AFFECTING PROJECT TIMING

Urgent; Basic; Beneficial; Economic; Opportune;
 Other (describe)

Preferred year to begin project _____ to be ready by _____.

Comment:

COST-BENEFIT CONSIDERATIONS

Who benefits ?

Estimated Gross Cost \$ _____ ; Est. Net Cost \$ _____

Expected Project Life _____ yrs.

Est. Assoc. Changes in Operating/Maint. Cost per year \$ _____

Adverse impacts ?

Alternatives considered ?

Comment:

(Optional) Agency Ranking of Project (1 is top):

Purpose; Timing; (Urgency); Favorable Cost-Benefit;

Combined Ranking: _____

*See accompanying A.1. Reference Sheet

Form A.1 - Accompanying Reference Sheets

PURPOSE OF PROJECT

New Service: facility for a new service, such as a Senior Citizens' Clinic, or for new type of equipment, or new site.

Upgrade Service: upgrade quality of an existing service, such as an increase in water pressure, remodeling of town office.

Match Growth: extension or expansion of existing service to match growth, e.g. utilities to developing areas, new classrooms or school, another well field.

Maintain Standard: needed to maintain existing standard of service, e.g. reconstruct road, replace obsolete vehicle.

Legal Mandate: facility required to meet imposed public health, safety or environmental standards, e.g. secondary sewage treatment, elimination of open dumps.

Strategic Investment: to reduce future costs for maintenance, construction or acquisition, e.g. "stitch-in-time" repairs; use of non-recurring assistance program (bicycle paths); accumulation of reserve funds to reduce future bonding costs; early site acquisition for land banking; a project which helps to develop economic base, such as utilities to an industrial park.

Supportive: project secondary to another project, e.g. access road to new school or park.

Other: could be a beautification project, a project needed to satisfy eligibility requirements for a federal program, etc.

FACTORS AFFECTING PROJECT TIMING

Urgent: to meet an emergency (rebuild burned school); to correct threats to public health or safety (correct acute pollution problem; repair damaged bridge); to meet an imminent legal deadline (federal fund cut-off; court injunction).

Basic: to maintain present level of services (replace aging equipment; reconstruct road); to match services to growth (expansion of utilities, schools); to meet new federal or state standards (project to raise water quality).

Beneficial: to provide a new service (septic tank maintenance program); to improve level of existing service (night lights for tennis); to make service more efficient (centralized dispatch system).

Economic: to reduce long-term operating costs (labor-saving equipment; shop to maintain Town vehicles); to increase useful life of installation (recycle unneeded school for other town use); to reduce future bonding costs (cash reserves; land bank); to prepare for, or coordinate with other projects.

Opportune: to take advantage of bargains (chance to buy wanted land or building); to utilize short-lived assistance programs (Bicentennial grants, TOPICS); to offer incentives to matching private efforts (parking lot or ballfield on donated land).

COST-BENEFIT CONSIDERATIONS

Who benefits ? Benefit may be town-wide or localized (reconstruction of arterial or minor road); may serve general public or only one group of users (town common or tennis court); may reduce taxes or reduce private costs (development of taxable land or reduction of fire insurance rates). In other words, benefit may be described by location, by population served, by economic impact on public or private sectors.

Adverse impacts ? The purpose of this question is to alert the Planning Board to the desirability of further impact studies. Typical problems are environmental (increased run-off into wetlands); circulation (fire engines entering congested traffic); land use compatibility (public works garage in dense residential area).

Alternatives considered ? Could project's objectives be accomplished some other reasonable way ? For example, at a more modest scale (remodeling existing building in place of erecting new building, or a smaller building, to be expanded later); by a different project (widen street to provide parking lane instead of building parking lot); by a new or increased service (staffing to enable more intensive use of existing recreation in place of new recreation facility; or home care for elderly in place of added housing; or rent subsidies in place of building); by regulation (prohibit on-street parking instead of widening street; require developer to provide water storage for fire fighting instead of extending water mains).

(Optional) Agency Rankings: to assist Selectmen in deciding which should appear soonest in the CIP schedule.

PLANNING BOARD'S
EVALUATION OF PROPOSED CAPITAL IMPROVEMENT

Project Name

Sufficient information for evaluation ? ___ yes; ___ no.
Any further study recommended¹:

Planning Aims Supported by Project²

Signifi- Plus
cance² Score³

Conflicts with Planning Aims:

Signif. Minus
Score

Project's Overall Impact on Planning Aims:

Total
Score

- Essential; Supportive; Compatible;
- Neutral; Mixed Effects; In Conflict;
- Undetermined

Comment:

Recommendation for Inclusion in 6-Year CIP:

Rank⁴
Order

- Hold pending study;
- Expedite; Include; Consider;
- Defer; Delete; No opinion.

Comment:

1. e.g. agency data, plan brd. review, consultant study, etc.
 2. see Form B.1 Reference Sheets; "significance" = critical, irreversible, desirable or prudent.
 3. (optional) scores as weighted by Planning Board
 4. (optional) highest score is first in rank order.

Form B.1 - Accompanying Reference Sheets

CONDENSED¹ PLANNING AIMS AND APPLICATIONS
(with points to watch, or examples)

SIG-² SCORE³
NIF. L-M-H

I. PRESERVE NATURAL RESOURCES

- Protect recharge capacity, purity of aquifers. C
(discourage paving over recharge area)
- Protect shorelines, habitats, agriculture. I
(discourage use of such sites)
- Husband marketable timber, gravel, loam. P
(avoid unnecessary destruction)
- Maintain natural drainage and flood control system. P
(minimize alteration of wetlands, floodplains)
- Control erosion. P
(minimize cuts, retain natural cover)
- Relate growth controls to availability of, or need C
for utilities.
(minimize extensions to areas capable of coping
without them, but also protect natural resources)
- Preserve natural areas of scenic or educa. value. I
(move or modify project)
- Reserve formal and informal recreation areas. D
(encourage land banking, multi-use public land)

II. ENCOURAGE POPULATION DIVERSITY

- Encourage housing diversity. C
(provide support facilities such as streets,
utilities, fire protection)
- Centralize facilities visited by general public. D
(seek central sites for major community ser-
vices, recreation, shopping, gatherings)
- Provide neighborhood amenities. D
(check population served and accessibility)
- Improve mobility of non-drivers. D
(location within walking distance, bike path,
bus stop, separation of vehicular traffic,
access for wheel chairs)

cont.

-
1. Condensed from "Planning Aims and Applications"(see Memo A) to combine similar categories and to omit others not likely to be reflected in CIP, e.g. social services, codes.
 2. Significance to future development: C = Critical (fundamental); I = Irreversible (hard to regain once lost); D = Desirable (for quality of life or econ. base); P = Prudent (costly to correct).
 3. Optional: weighted scores, significance x low-med.-high support.

SIG- SCORE
NIF. L-M-H

III. SUPPLEMENT ECONOMIC BASE

- Promote non-residential tax base. C
(support facilities in locations suitable for intensive development of apts., CBD, industry)
- Maintain good looks of streets, buildings, CBD. D
(beautification or maintenance projects)

IV. MANAGE MAN-MADE RESOURCES

- Foster cooperative solutions. C
(studies or projects promoting interdepartmental, public/private, Town/UNH, regional approach)
- Phase expansion of public plant to match and guide growth. C
(meet emergent needs, follow methodical expansion plan)
- Have developer provide non-CIP projects. P
(remote access road or utility)
- Invite developer's cooperation in providing improvements or amenities for public's benefit. D
(match private donation for a public purpose with public investment in its preparation)
- Protect private investments. P
(improved fire protection)
- Recycle usable physical plants. P
(extend economic life of substantial or historic building or aging facility)
- Provide wanted social/cultural/recreational projects. D
(relate to emerging population trends and availability of semi-public facilities)
- Offer alternative housing for special needs. D
(housing for elderly, for married students)

Form B.2 - SUMMARY OF PLANNING BOARD'S EVALUATION OF PROPOSED CAPITAL IMPROVEMENTS
 (see Form B.1 for terms used to indicate Significance, Impact, Recommended Action)

Signature Date

Project Key No.	Name of Project and Comment	Signif. of Aim	Impact on Aim	(Optional) Score; RO	Recommended Action, CIP

SELECTMEN'S
SUMMARY OF PROJECT

SignatureDate

CONDENSED PROJECT DATA (from Project Forms)

Proposing Agency and Contact

Project Name

Status: ___ ready-to-go; ___ designed; ___ prelim.; ___ idea only

Cost estimate is ___ firm; ___ approx.; ___ guess; ___ not avail.

Gross Cost \$ Net Cost to Town \$

Non-Town Funding by

EVALUATION SUMMARIES	Key Words	(Optional) Score	RO*
----------------------	-----------	---------------------	-----

By Agency (Form A.1)

Purpose of Project	.....	
Timing Factor	.....	
Cost-Benefit Ratio	.....	
Combined Rank Order			....
Want to start in 19__ (if noted)			

By Planning Board (Form B.1)

Significance of Plan. Aim	.....	....
Impact on Plan. Aim	.....	....
Recommended Action	.....	....	....

By Selectmen (Form C.2)

Project Design	.....	....
Ease of Performance	.....	....
Related Impacts	.....	....
Overall Feasibility	.....	....

SELECTMEN'S PRELIMINARY RECOMMENDATION FOR TRIAL CIP:

___ Rush ___ Must include ___ Try to include
 ___ May postpone ___ Not recommended ___ Undecided as yet

Use of Town manpower/staff:

Comment:

*RO=Rank Order (if given)

SELECTMEN'S EVALUATION OF FEASIBILITY

Criteria	Estimated Effect			(Opt.) Score
	good	ave.	poor	

1. PROJECT DESIGN

Adequacy
(Does it fulfill stated purpose ?)

Efficiency
(Is it best way to solve problem ?)

Preventative Value
(Does it forestall problems later ?)

Overall Rating
Comments:

2. EASE OF PERFORMANCE

State of Preparedness
(How soon will it be ready to go ?)

Availability of Funds
(Can funding be counted on ?)

Administrative Effort
(Is project easy to set up ?)

Agency Capability
(Can Town agencies perform task ?)

Overall Rating
Comments:

3. RELATED IMPACTS

Fiscal Burden
(Is tax/debt burden within reason ?)

Tangential Impacts
(Effect on other services/projects ?)

Economic Impacts
(Help to econ. develop., tax base ?)

Immediacy of Results
(How soon, how visible are results ?)

Overall Rating
Comments:

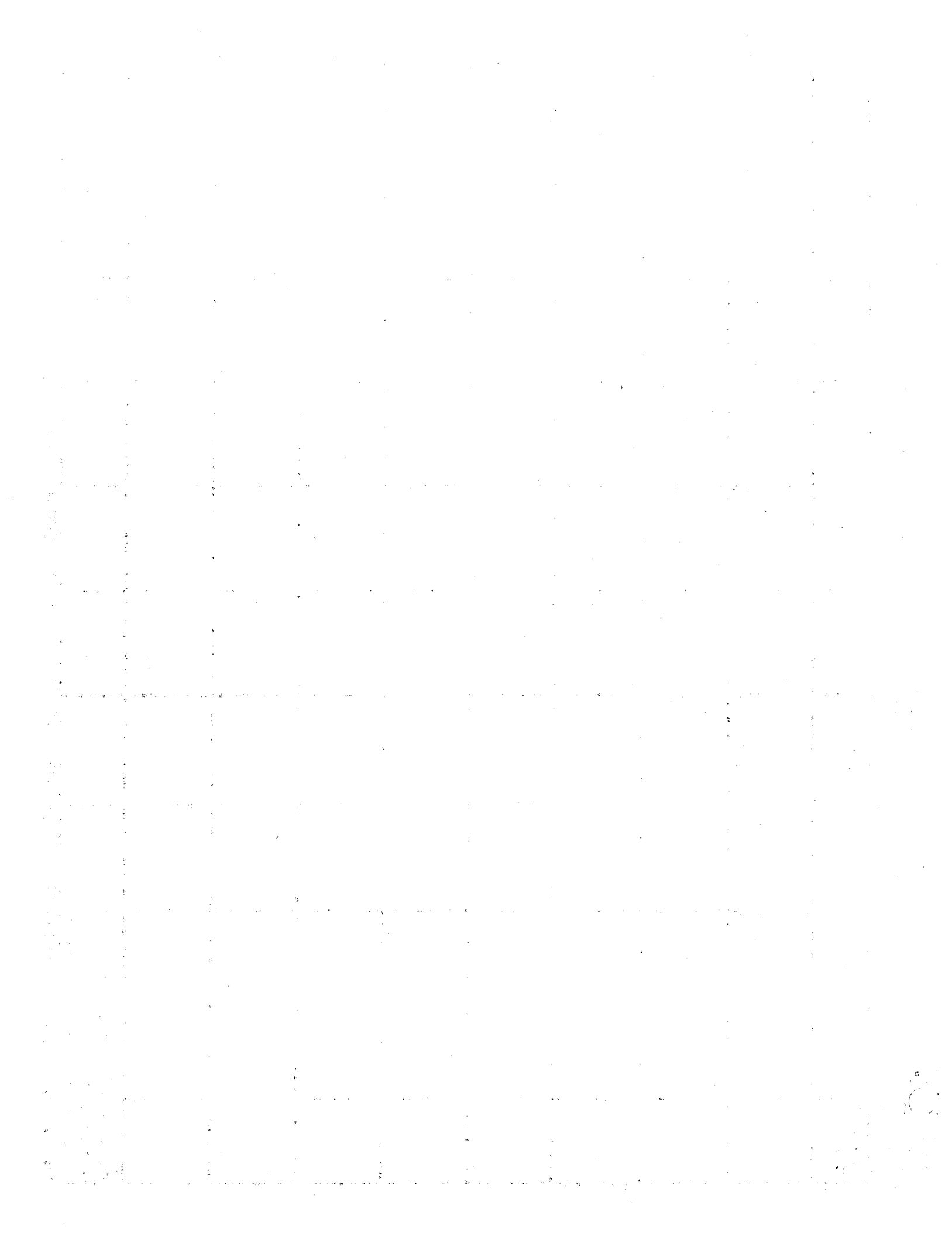
FEASIBILITY WITHIN 6-YEAR CIP: yes; maybe; dubious; no
Comments:

TRIAL SCHEDULE, SELECTED CIP PROJECTS (in \$1,000's)

Date.....

Project Key No.	Short Name and G. Gross Cost N. Net Cost (Form CIP.1)	Six Fiscal Years, Beginning 19						Notes:
		1	2	3	4	5	6	
.....							Items a, b, c may be postponed for later decision.
.....							
.....							
.....							

* Estimated Total Federal Revenue Sharing funds available that year (\$1,000's)



PROJECT/PURCHASE SUMMARY*

Agency Date
 Signature and Office
 Project/Purchase Name
 Location
 Assess. Parcels, No.s

Project/Purchase Description:

Justification of Need and Suggested Schedule:

Present Project Status:

___ Preliminary concept ___ Prelim. plan underway, due
 ___ Survey/study underway ___ Final plan underway, due
 ___ Completed survey/study ___ Plans + spec's ready, date

Estimated Project Costs: (see attached forms for details)

Originally requested \$
 As listed in prior CIP
 Requested for this CIP

Subtot. Costs: \$ study/design fees
 land/bldg. purchase
 demolition
 site improvement
 construction/remodeling
 landscaping
 furniture and/or equipment
 other and contingency
 \$ Gross Total

Subtot. Offsets: \$ sale of replaced item
 sale, excess land/bldg.
 contrib. by
 state/fed. aid by
 \$ Tot. Offsets

Net Total to be raised by Town: \$

Direct Impacts on Annual Revenue:

\$ lost taxes (last levy) \$ decreased oper. cost
 increased oper. cost increased user fees
 - + = (-)(+) \$...../yr.

Additional Comments:

* key: n.p.= not pertinent; n.k.= not known

PURCHASE OF LAND AND EXISTING BUILDINGS*
(omit Form if not pertinent to Project)

Project Name

Factors in Site/Building Selection

Status of Land Acquisition

- Min. acres needed
- Want land only
- Use exist. building
- No action yet
- Site search underway
- Site has been selected
- Acquisition underway
- Town owns site

Proposed Land/Building Acquisition

Location

Assess. Parcel #

Buildings on Parcel # Bldg. Type

Assessed Val., Land \$ Bldg. \$ Tot. \$

Cost of Land \$ Bldg. \$ Total \$

(cost is ___ estimated; ___ appraised; ___ firm.)

Proposed Disposition of Buildings (if any)

- Resell in place
- Move and sell
- Demolish
- Use for this project

Estimated Costs and Offsets

\$	Purchase price	\$	Sale, excess land/bldg.
.....	Demolition cost	.....	Non-Town aid:
.....	Damages		(sources)
.....	Site preparation		.....
.....	Remodeling		.....
.....	Other (specify)		.....

\$ Tot. Costs minus \$ Tot. Offsets = \$

Basis for cost estimates:

Any associated off-site work ? Describe:

Other Comments

* key: n.p. = not pertinent; n.k. = not known



PROJECT CONSTRUCTION DETAILS*
(omit Form if not pertinent to project)

Project Name and Detailed Description

Estimated Construction Costs

Unit Cost x No. of Units:

Unit No. of Units
Cost per Unit \$ Total Estimated Cost \$

(or)

<u>Cost per Phase</u>	<u>Source of Estimate</u>
\$..... Study/design fees
..... Site improvement
..... Construction
..... Mechanical Eqt.
..... Furnishings
..... Landscaping
..... Other & contingency
\$..... Total construction cost	

Project Execution

Who provides labor and equipment:

___ this agency; ___ other Town agency (name)
___ contractor; ___ other (name)

Comments:

Estimated Duration of Project

___ Years needed to complete; want completion by 19__

Tentative Schedule in Number of Months (cumulative):

___ preliminary study	___ final drawings
___ site selection, purchase	___ approvals
___ preliminary design	___ let contract
	___ construct

* key: n.p. = not pertinent; n.k. = not known

PURCHASE OF EQUIPMENT, MACHINERY, FURNISHINGS
(omit Form if not pertinent to project)

Project Name

Classification of Need

___ Expanded service ___ Part of another project
___ New type of service (identify)
___ Replacement

Comments:

Similar Equipment in Town Inventory

This agency Others

Disposition of Equipment to be Replaced

Current condition and value
Usable by another Town agency ?
Planned disposition Sale price \$

Utilization of New Equipment

___ Planned hrs./mo. ___ Max. feasible hrs./mo.

Expected Life of Equipment:

Project Cost

Basis for estimate Gross Cost \$

Annual Operating/Maintenance Costs

\$ Personal services
 Purchased services
 Materials, supplies
 Other (specify)
\$ Total annual costs

How does this compare with present operating costs ?

Sources of Financing

\$ In other project's budget (identify)
 Resale of replaced item
 Operating funds
 Town bonds or notes
 UNH
 State (source).....
 Federal (source).....
\$ Total

* key: n.p. = not pertinent; n.k. = not known

CHECK LIST
POTENTIAL SITE

Location
Assess. Parcel # Owner
Tot. Acres Frontage,ft. Ave. depth,ft.
Valuation,\$ Cost/acre + \$..... Tot.Cost + \$.....

Topography and Natural Features

___ level; ___ mostly level; ___ rolling; ___ steep
Lowest elevation? highest elevation?
Bordered by ___ tidewater; ___ stream; ___ way; ___ publ.land
Contains stream___; ave.flow ___ cfs; min.flow ___ cfs
Contains ___ pond; ___ wetland; ___ floodplain
Vegetative cover
Comments:

Soil Characteristics

Dominant soil types
Surface drainage: ___ good; ___ fair; ___ poor; ___ mixed
Percolation rate: ___ " ___ " ___ " ___ "
Bearing quality: ___ " ___ " ___ " ___ "
Depth, to bedrock ___ feet; to ground water ___ feet.
Vulnerability to erosion?
Comments:

Adequacy of Site

Is usable area big enough for now ___ = ? for later ___ ?

Surface Run-Off

To be carried in ___ natural swales; ___ ditches; ___ conduits
Will increased run-off create off-site problems ? Comment:

Ground Water Supply (if pertinent)

Quantity; Quality; Chem. Analysis

Access

Nearest public street(s)
Class..... Condition
Other exist. access

Costs of Site Preparation

Cost of removing exist. bldgs. \$; clearing \$;
grading \$; new access road,if any \$
Who builds new access ? Who maintains?
Will this site add to or reduce "normal" development costs ?
Comments:

Check List, Potential Site (cont.)

Extension of Utilities (if pertinent)

Water supply requirements: _____ gpd at min. psi _____
Any special water reqts.? ?
Water line at site _____ ? If not, how far? ?
Prior plan to extend water to site? ?
Existing water main: size _____
static pressure, psi _____
residual pressure at 1000 gpm _____
looped _____
Sanit. sewer at site _____ ? Size _____ ? Depth of line _____ ?
If not at site, how far? ?
Prior plan to extend sewer to site? ?
Cost of extensions:
Water, \$ Whose cost? ?
Sewer, \$ Whose cost? ?
Need off-site water or sewer easements? ?

Electric power requirement _____ ? _____ KVA at _____ volts
Type system? ?

Legal Considerations

Can clear title be obtained _____ ? Any easements, covenants,
etc. on land? ? Tolerable _____ ?

Need dredge and fill permit _____ ? curb cut permit _____ ?
WS&PCC permit _____ ? Problems? ?

Need zoning change from _____ to _____ ? special exception _____ ?
variance _____ ? Problems? ?

Land Use Considerations

Is there a potential nuisance to project (noise, traffic,
etc.) ? Describe:

Is there a potential nuisance to neighborhood from project ?
Describe:

Will project be seen from public ways (which)? ?
from shoreline ? Could it be screened? ?
Is project in or near historic district? ?

Would construction operations create unusual local problem
(e.g. traffic hazard)? ?

CHECK LIST
AVAILABLE BUILDING

Location
Assess. Parcel # Owner
Tot. Acres Frontage, ft. Ave. frontage
Valuation, Bldg. \$ Land \$
Estim. Cost, Bldg. \$ Total \$

Size

Building area
Exterior dimensions
Number of floors
Parking spaces

Construction

Type structure Condition
Type roof Condition
Floor load rating
Type partitions
No. of rooms

Mechanical Equipment

Type heat Condition
Type lighting Condition
Fire protection system
Fire insurance rating
Air conditioning syst. Cond.
 type capacity
Power wiring type

Appearance

Exterior condition
Architectural value Historic
Historic value

Use and Zoning

Current use
Conforming ___ ? special exception ___
Would proposed use require zoning change
 from ___ to ___ ? spec. except. ___
Is proposed use more or less compatible with
hood than current use ? Explain:

Is road access suitable for proposed use ?

Can adequate parking be provided, and where ?

6-YEAR PROJECTION, 19__ to 19__

ESTIMATED POPULATION, VALUATIONS, BORROWING POWER AND DEBT

	19__	19__	19__	19__	19__	19__
<u>ESTIMATED VALUATIONS</u>						
Est. Resident Population						
Taxable Valuation (\$ million)						
Equalized Valuation (\$ million)						
<u>INSIDE BORROWING CAPACITY</u>						
Inside Borrowing Limit						
Inside Debt Outstanding						
Unused Borrow. Capacity						
Proposed CIP Inside Debt						
Remainder						
<u>INSIDE AND OUTSIDE DEBTS</u>						
Inside Debt Outstanding						
Proposed CIP Inside Debt						
Outside Debt Outstanding: Schools						
Proposed CIP Outside Debt: Schools						
Total Debts						
Debt/capita						
Debt as % of Equal. Valua.						

Memorandum C

August 23, 1978 (revised)

PLANNING ISSUES POSED BY 1969-1978 TRENDS

PLANNING ISSUES POSED BY 1969-1978 TRENDS

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A. INTERNAL CHANGES

Introduction

The data given below are somewhat impressionistic, being culled from a variety of sources which were not always strictly comparable. Population figures are especially slippery, because of uncertainties as to how resident students were counted on-and off-campus, in group housing or private quarters. Even if the figures are inexact, however, the broad trends are not in doubt.

Solid achievements in the public sector of development have set the pace for changes in the Town since 1969, the date of the last Comprehensive Plan. Most of these investments were anticipated in the Plan, except for the secondary sewage treatment plant and regional incinerator required to meet newly formulated environmental standards. Administrative development reflects the need to respond to the increasing complexities of managing the Town's extensive public investments.

Private development has also continued, but at a slower pace than in the 60's. The economic downturn of the early 70's slowed the Strafford County region's growth to 15.9% between 1970-1975 (except for North Country, the lowest of any of the state's ten planning regions), as compared to 21.7% in the immigration-stimulated South Rockingham region. Some of the University-stimulated growth also shifted away from Durham to Lee and Madbury, which picked up 47% of the three-town total for new building units between 1970-1977 as compared to 36% between 1960-1970. Although Durham's population growth has thus lagged slightly behind forecasts, the growth in taxable values has nonetheless been impressive.

1. Population and Dwelling Units

a. Population Estimates*

Durham Residents:	<u>1967</u>	<u>1970</u>	<u>1973</u>	<u>1977</u>	proj. <u>1980</u>
All in private d.u.	4,000	4,454		5,200 ^e	7,150 ^h
All in group housing ^a	<u>4,000</u>	<u>4,376</u>		<u>5,500^f</u>	<u>5,500</u>
Total resident pop.	8,000 ^b	8,830 ^c	8,900 ^d	10,700 ^g	12,400 ⁱ
UNH Commuters:	<u>2,300^b</u>		<u>6,200^d</u>		<u>6,600^j</u>
Total Daytime Pop.	10,300		15,100		19,000

- Notes:
- a. Includes dormitories, Greek-letter houses, Forest Park apartments (on campus), the latter then estimated at 2.4 persons each. 1977 figure represents saturation, so is carried over to 1980, as UNH plans no more student housing.
 - b. "Working estimates" used in 1969 Comprehensive Plan.
 - c. U.S. Census
 - d. Camp, Dresser & McKee, Inc., "Report, Wastewater Treatment...", 1975, for total. Their subtotals were 5,500 residents, 3,400 students, without distinction as to residence.

* This is an appropriate point at which to plead for consistency in UNH/Town population estimates. See Appendix B.

- e. Estimate by Owen Durgin was 5,147 residents based on compilation of data on births for ages 0-4, actual school enrollments for ages 5-17, resident head tax and voters' list for ages 18-64 and Social Security benefits for ages 65+ (exempt from head tax).
- f. UNH counts 7,657 students living in Durham, including 4,500 in dormitories. The Greek-letter houses probably contain about the same as in 1968, or 650. The remaining 350 are students with spouses and a few children living in the 156 units of Forest Park. Hence there are about 2,300 students living "at large" in Durham = 7,657 - (5,500-156 non-students in Forest Park).
- g. It is uncertain to what degree the students living "at large" were captured through the resident tax list. Therefore, the 5,200 subtotal and total 10,700 are probably too low. 1978 estimate by HUD: 11,504.
- h. This figure is derived by subtracting group housing for students from the total. It does not appear that Durham has been growing as fast as projected in 1969.
- i. Estimated total, 1969 Comprehensive Plan
- j. A compromise between commuters noted by Camp, Dresser & McKee in 1973 and their projection of 7,200 for 1980. At that time, UNH enrollment was projected to grow to 11,600, but now it has been capped at 10,500.

Although the estimates are not directly comparable, it seems fair to say that the overall rise of between 40-45% since the Comprehensive Plan estimates is about equally divided between the student and non-student populations.

One of the implications of the continued division into three distinct population groups is a corresponding division in public and commercial services. Public services such as utilities and circulation need to be planned with the total daytime population in mind, whereas schools, recreation and (off-campus) protection are primarily for permanent residents. Commercial services cater to three markets: household goods, repairs, family clothing for the permanent residents; eating and drinking places, gifts and pocket-money items, casual clothes, primarily (although not exclusively) for the students; medical and financial services and car care for the entire daytime population. Numerically speaking, the household market remains but a fraction.

b. Dwelling Units and Family Size

There are now about 1900 private dwelling units (1,534 year-round units in 1970, plus building permits, 1970-1977 inclusive, for 269 single-family and 95 multi-family units). Madbury and Lee combined added 216 dwelling units 1970-1976, of which 64 were mobile homes and 4 apartments.

Average household size has thus remained the same in 1978 as in 1970 at 3.0 persons each. Since the residential mix has changed but slightly in the interval, from 59% to 62% housed in single-family dwellings, the presumption is that the 1970 ratios of 3.16 persons per house and 2.4 per apartment have also remained stable. This is not surprising in a place whose population constantly revolves.

2. Private Development
a. Construction and Land Use

(1) Residential construction was noted in 1.b above: 364 new dwelling units during 1970-1977, of which 36 were for the elderly and 59 in other multi-family structures. Comparison between the mid-1967 land use survey and a quick revisit in mid-1978 shows about 354 new houses, 24 two-family houses and 4 new multi-family buildings plus the housing for the elderly on the ground or under construction. Of the estimated (!) 354 new houses, about 4/5 were located on previously begun or new subdivision streets, rather than along old town roads. By zoning districts, 21% of these were in Residence A ("the village"), 57% in Residence B, 18% in Residence C and only 4% in Residence R.

Of the new houses outside the village, only the Canney/Bagdad Roads development has water*. Thus 2/3 of all new houses lie beyond the present reach of public utilities. Sewer extension plans as drawn in the 1975 wastewater study could reach out in four directions to serve those subdivisions within one mile of the present RA district. This includes the two largest subdivisions, but not those in the Durham Point or Packers Falls areas.

Looking at the population growth, which has been somewhat less than expected in 1969, and the residential dispersion, which has been somewhat greater, and considering also the expensive utilities to which the Town is perforce committed, the question perhaps becomes less that of controlling the rate of growth than of controlling its dispersion. Another factor is the near saturation of the Residence A zone. In other words, it is time to re-think the Residence CR and B districts, expanding the former to provide more opportunities for privately-built multi-family structures and constricting the latter to keep suburban-type development within potential utility service areas. Residence A, with its smaller lots, could be expanded into portions of Residence B in accordance with decisions to expand utilities. At the same time, each district should incorporate enough vacant land to avoid pressures for monopoly pricing and to allow for buffers between developments of different densities.

(2) Commercial development of the CBD since 1967 is most conspicuously represented by the shopping center south of Main Street, now about to be enlarged. There have been numerous changes to the old core north of Main Street as well. The new buildings (bank, office building, restaurant) and reconstructions, enlargements and conversions have added a "guesstimated" 35,000 s.f. to the 69,300 s.f. existing there in 1967. Between 2/3 and 3/4 of the added space is in new or converted offices.

The municipal parking projects underway in 1967 have been completed and the new buildings have added their own lots, so that there are now over 350 legal spaces within or adjacent to the north half of the CBD, doubling the 1967 count of 165 spaces. If the estimated total floor area is near the mark, the pre-1967 parking ratio of about 2 spaces per 1,000 s.f. has grown to 3.4 spaces. The problem appears to be less one of quantity than of distribution (the outlying lots are little used) and of peak demands during UNH-happenings.

* The Blackhawk development taps a Portsmouth main with a hydrant for fire emergencies.

The southern Main Street frontage has also seen some changes, notably a new pharmacy, although the older buildings are now folded in the new Historic District.

Improvement of the CBD remains a difficult issue. Redevelopment of the older portion is still inhibited by the jumble of older buildings, small ownerships and constricted area. The division of the market into three, albeit overlapping, segments of householders, students and employees of UNH and CBD offices suggests that perhaps a corresponding geographic specialization of commercial services might be workable. The involvement of four parties — UNH (which itself operates several retail and restaurant outlets), the CBD merchants and property owners and also the Town (which supplies public improvements) suggests that future plans for the CBD ought to be a mutual endeavor.

(3) UNH has obviously had to grow in order to accommodate its enrollment and added functions. The major off-campus UNH-related facility is the admirable New England Center for Continued Education. There have also been several conversions of residences to UNH-related offices in the vicinity of the CBD. The Forest Service Laboratory (state) and Estuarine Laboratory (UNH) were both built as anticipated in 1969. In the heart of the campus, there are new educational buildings and a variety of new student housing.

b. Valuations and Taxes, 1969-1977

The tax base has grown along with residential and commercial development. The 100%-valuations in 1969 and 1977 show a rise from \$31.8 million to \$80.0 million, up 152%. While the total tax levy rose by 83% in that period, from \$1,221,000 to \$2,232,000, the levy per dwelling unit rose by less than 48%*, or at about the rate of cumulative 8% inflation.

In other words, the value added by multi-family buildings and new business has helped to keep the rise in taxes levied on the typical house down to that attributable to inflation alone. High-priced new subdivisions may have also helped, but this cannot be stated with confidence without an analysis of the costs they generate. A detailed analysis of new valuations would probably show a sizable fraction derived from commercial building (retail, office, apartments), whose load on the school system is light. Such an analysis might influence future zoning decisions.

The other side of the coin, of course, has been careful fiscal management coupled with sophisticated grantsmanship, all the more striking in view of extensive public improvements in the interim.

3. Public Investments (excl. vehicles) and Services

a. Utilities (with UNH participation)

(1) Water. New storage tank and associated mains.

New mains: 3000 ft. laid by Town; 3,450 ft. by developers (cost passed on to users).

* levies divided by dwelling units in 1970 and 1977, less an unknown share borne by new business valuations.

(2) Sewerage. Existing treatment plant improved and grease handling facility added.

Secondary treatment plant under construction.

Sludge composting experiment successful (one of few in U.S.).

Improvements to College Brook interceptor and designs in hand for more when funded.

About 4,200 ft. of mains replaced by Town; 1,500 ft. extended by developer.

(3) Solid Waste Disposal. Built incinerator and waste storage shed, later enlarged capacity by 50%.

Building new incinerator to serve regional cooperative, Town, UNH and to heat UNH.

Closed and seeded open dump and improved landfill area. ("Best in state.")

Voluntary recycling program.

b. Circulation

(1) Radical CBD circulation improvements, using one-way system via new Pettee Brook Lane and improved municipal parking lots. Sidewalks improved, bike lanes marked.

(2) Streets constructed or reconstructed: Strafford (with parking for NECCE), Longmarsh, Emerson, etc., altogether 9,100 ft. reconstructed by Town and close to 19,900 ft. built by developer

(3) Three bridges rebuilt or repaired.

(4) Intersection improvements to Rt. 108 (Durham Pt., Bennett).

c. Protection Services

(1) Dispatch Center installed in Fire Station to serve all Town/UNH protective services and mutual aid.

(2) Police Station expanded into former Town offices.

d. Open Space and Recreation

(1) Open space purchases and gifts of conservation easements: several parcels in Crommett Creek Corridor, Jacksons Landing, Spruce Hole.

(2) Recreation facilities: skating rink, warming hut and (private) rowing club at Jacksons Landing; 4 tennis courts and coming baseball field in Woodridge development.

(3) Miscellaneous: improved all boat landings; rebuilt Mill Dam with fish ladder.

e. Miscellaneous Projects

- (1) CBD beautification is the item most noticeable to the returned traveler. Wiring put underground, new lighting, several small new parks and planting areas.
- (2) Town Hall moving into remodeled residential buildings in front of existing Public Works Garage.
- (3) 36 units for elderly in 4 buildings off Mill Pond Rd.

f. Increased Services

(1) Activities.

Ambulance runs: 285 in 1970, 527 in 1977
Police "activities": 14,153 in 1970, 15,710 in 1977
Dispatch calls: about 48,000 in 1971, 201,063 in 1977
Garbage pickups: (no data 1970), about 900 per run in 1977

(2) Quantities.

Incinerator: (no data 1970), 4,472 tons in 1977
Water, million gallons: 257.5 in 1970, 282.3 in 1977
Sewerage, million gallons: 277 in 1970, 281.2 in 1977

(3) Full-time Personnel.

	<u>1970</u>	<u>1977</u>
Public Works:	13	17
Police:	7	13
Fire (with UNH):	8	16
Town Offices:	<u>4</u>	<u>7.5</u>
	32	53.5 (up 67%)

4. Administrative Evolution

a. Organizational Changes

(1) General Administration. Add 2 Selectmen, Administrative Assistant, full-time Public Works Director, Part-time Planning Board Assistant, clerk; reorganize Town/UNH Fire Department; revise Town/UNH police policies.

(2) Personnel Policies. Pension and health plans; unionization of Police and Public Works; use of CETA manpower.

(3) New Committees. Town Beautification; Historic District (Commission); Budget Control.

(4) New Regional Memberships. Strafford Regional Planning Commission; Great Bay and Lamprey River Watershed Associations; Lamprey Solid Waste Cooperative; Oyster River Youth Association.

b. Regulation

- (1) Zoning. Complete bylaw adopted 1969.
Add Commercial Residence, Shoreland and Wetland districts.
Numerous text amendments, including cluster bylaw, townhouse/
condominium uses, CBD parking credits.
- (2) Subdivision Regulations and Site Review. Both revised.
Added discretionary requirement for impact studies.
- (3) Preservation. Formed Historic District.
Designated Scenic Roads.
- (4) Codes. Adopted codes for Life Safety, Pipelines and for building
in Flood Hazard Areas.
Considered building code (region supplied model).
- (5) Miscellaneous: liquor licensing; dogleash law.

c. Fiscal Management

- (1) Budgeting. Budget Committee reviews.
Public Works capital reserve program and running cost analysis.
Considering Capital Improvement Program process.
- (2) Grantsmanship. I.a., Urban Roads program for CBD; EDA for water
projects; EPA for sewage treatment; BOR for recreation land and
facilities.
- (3) Cost Allocation. Developers required to pay for sewer extensions.
Sought to get UNH to pay its share of public school costs (but this
requires change in State law).
Unsuccessfully sought to get Oyster River School District to pay for
road and mains to potential school site in Durham.
- (4) Contributions. Merchants/owners contributed land or cash to CBD
beautifications.
Developer paid half of water extension to Bagdad/Canney Rds.
Volunteers worked on skating rink and youth activities.
Police remodeled own offices.
And, of course, all the volunteer Town government members!

d. Information Base and Feedback

- (1) Maps. Official Town Street Map (with surveyed R/W for Southern
Link Road).
Property Tax Maps redone (consultant).
Record of existing water mains.
Designs for possible sewer extensions (Camp, Dresser & McKee).
Bicentennial Historic Map.
"Walking Durham" brochure.
Base maps prepared at scale compatible with regional maps.
Flood Hazard Area maps (HUD).

Important Farmlands in Strafford County (USDA).
Availability of Groundwater (USGS).

- (2) Planning Studies. Community Recreation Study Committee Report.
Town Growth Committee Report.
Conservation Commission report on its planning objectives.
Parks and Recreation, 5-Year plan for facilities.
Recycling study.
CBD traffic and parking study (consultant).
Fire Station site and building study underway (consultant).
Planning Board studies and talks: 5-Mile Bikeway System; Class 6
Road closings; Town Hall needs; talks with O.R. School District on
possible Durham site; talks with State Highways on north access
road to UNH, Rt. 108 relocation.
- (3) Surveys. Sample Questionnaire.
Attitude Survey.
CETA population census.
- (4) Joint Citizen/Town Efforts. Exploration of impacts of proposed oil
refinery on Durham Point and support of related state legislation.

Comments on Public Investments and Administration

A decision will be required in the near future on a new Fire Station (2/3 UNH, 1/3 Town). Sooner or later a solution must be found for the Police Station — sooner, if its borrowed parking area is reclaimed by a new owner. Depending on whether the new Fire Station is to be located inside or outside the UNH campus, there might be some advantages to a shared location, despite the differing administrative ties -- a question that could be looked into before a final site decision is made. The Court House, in the same building as the Police Station, will also have a problem if parking is lost. The Police also maintain an active interest in the Youth Center, which is currently looking for larger quarters. The Planning Board should be exploring the interrelationships between these various functions and new Town Offices; also a way of keeping the historic Court House building in use and more attractively landscaped.

Other capital improvement items for which plans are not completed include water extensions (or substitute regulatory means) to provide water for fire-fighting purposes and major circulation improvements (access to UNH from the north and the Southern Link Road, especially).

Some problems with administration persist. One is the dearth of staff to enforce existing regulations (building, electrical wiring, zoning, traffic). A building code is long overdue.* Another problem is endemic to part-time government: how to ensure all agencies and departments are kept aware of each other's plans and problems -- and those of UNH as well -- although this is not for lack of good intentions. The Planning Board's current sponsorship of a regularized capital improvements program is a step in this direction. Another troublesome matter is how to arrive at fair allocations of costs for schools,

* The code might include energy conservation as well as structural and fire safety requirements.

for services to developments and for potential CBD improvements. Finally, there is the never-ending effort to involve the public in the early stages of planning for projects and land use decisions.

Apparently there is a need for systematization of administrative contacts, not only within the Town, but also with the state, in particular as regards highway planning. The Strafford-Rockingham Regional Council does meet annually with the State Highway Department, but the engineers have been reluctant to disclose information prematurely. Perhaps, if the emphasis can be shifted from pressing the state for details to the question of what communities can do to accommodate themselves to future highway projects, the talks would be more fruitful. The current issue in Durham's case is whether a direct access from the Route 4 Bypass into the UNH campus is to be undertaken as part of a scheduled improvement for Madbury Road. As the table on page 1 shows, UNH commuter traffic has about tripled since the idea was first proposed in the 1969 Comprehensive Plan, as compared to a resident population growth of at most 50 percent. Obviously, this decision will have a bearing on future plans for the CBD. Another issue which might be of as much interest to the state as to the Town is the possibility of reserving a potential alignment for the relocation of Route 108 on the Town's Official Street Map. Foreknowledge of this realignment, however far in the future, would affect the Town's plans for its civic center. The Town can also assist the state in postponing the necessity for such relocation by making sure that commercial development along the present route is held to a minimum. Similarly, the useful life of Piscataqua Road, part of Route 4, can be lengthened by the Town's efforts to limit intensity of development thereon. Thus, there is a basis for cooperative discussion.

B. EXTERNAL CHANGES

The following remarks are not intended to be all-encompassing, but merely a reminder of particular trends, changes and goals external to Durham which did or might influence its plans.

1. Regional Trends, Issues and Plans

The 15-community Strafford Regional Planning Commission, a sub-region of the Strafford-Rockingham Regional Council, has distributed numerous reports identifying, forecasting and commenting on trends within the sub- or full region. A partial list includes:

- Details, 1970 Census, by Place
- Preliminary Comprehensive Land Use Plan (Summary), 4/73
- Transportation Development Program ..., 10/76
- Overall Economic Development Program, 12/77 ("OEDP")
- Housing Element (Draft), 12/77

a. Economic Development

The OEDP states that Strafford is the most industrialized county in the state, prominent in non-durable goods. However, non-manufacturing employment is unexpectedly weak, with UNH acting as the major cushion. Portsmouth, in the next county, is visited for business and retail services. The general

shift away from manufacturing should be replaced by more jobs in services and trade.

"Since (1960), both the county's total population and its labor force have grown an average of 2 to 3 times faster than the economy's ability to provide jobs for them. The only rational conclusion, given the county's relatively low unemployment rate, is that the people are not migrating to the area in search of employment, and, therefore a growing percentage of its residents both work and shop outside the area" (OEDP, p.65). Specifically, Durham's total labor force has increased by 30% between 1970 and 1977 and its female labor force by 41%. As of 1970, only 13% worked outside of Strafford or Rockingham Counties. Local observation is that non-UNH executives have begun to settle here, but there is a presumption that their ties are mostly with the nearby employment centers along the Spaulding Turnpike.

Two items in the "Balance Sheet: Prospects for Development in Strafford County" which are pertinent to Durham are the shortage of housing, due to UNH overspill and immigration, and the shortage of high-quality zoned industrial sites having both open land and utilities. Under "Potentials and Resources," the report mentions the County's location, environment and young, skilled and growing labor force as assets. Regarding UNH, it has this to say: "The importance of UNH to the future of the region's economy has been somewhat overlooked. As a source of spin-off employment in research-based industries, as a provider of skilled labor and as a resource to area business and industry, this institution still has much untapped potential" (OEDP, p.75).

Transient tourists are also classed as one of the area's "untapped natural (sic!) resources," which could "provide a substantial market for an innovative seasonal recreation industry" (OEDP, p.77). One may add that NECCE's summer educational conferences, etc., are certainly a response appropriate to a university town.

b. Preliminary Land Use Plan

This plan concerns itself with land uses, resources and facilities of regional significance. Recommendations applicable to Durham (reworded for brevity) include:

- preserve agriculture via agricultural zoning coupled with current use assessment;
- encourage new jobs in services, government and trade;
- encourage non-polluting industries in locations with highway access and utilities;
- help small CBD's to cooperate in self-improvement and discourage business dispersal;
- allow for wide variety of housing types, styles and sizes;
- zone already developed residential areas to maintain homogeneity;
- require urban development standards (i.e. utilities, sidewalks, curbs, etc.) in new residential areas having more than four units per acre;
- promote economical and orderly expansion of public services by encouraging development where it can be served and by discouraging it elsewhere;

- preserve beauties and natural functions of open space and provide appropriate recreation for residents;
- provide public and private recreational facilities for visiting vacationers;
- restore commuter rail service to Boston;
- examine all the consequence of utility plant locations;
- encourage designation of Scenic Roads.

Points mentioned specifically in connection with Durham:

- some of the first-choice industrial sites lie on the Concord Turnpike in or near Durham;
- land for major commercial use of a regional nature is proposed "between Dover and Durham and north of Newmarket", among other locations;
- the Lamprey River is included in the open space plan;
- relocation of Route 108 between Exeter and Dover is suggested.

The "Land Use Plan 2000" shows the following for Durham.

Residential: High density (5+ d.u./acre) in Oyster River basin; medium density (1-4 d.u./acre) along Mast Road and low density (under 1 d.u./acre) elsewhere.

Industrial: Zones at Rt.4-Bypass interchange at Lee town line and in northeast corner of interchange with Rte. 108.

Open Space: Band follows shorelines of Little Bay and of Oyster River east of Crommett's Creek.

Regional Commercial: No locations specified at this time.

c. Transportation

The only recommendation affecting Durham is that UNH's Kari-Van service should be opened to the general public, although this would require a legislative change. It is believed that increased revenues would help to off-set the higher insurance premiums. The line reaches out to Somersworth in the north, Portsmouth to the east and Newmarket to the south, in each of which transfers may be made to other lines.

Comments

Regional planning suggestions pertinent to Durham's future land use plan continue to encourage some industrial zoning at either end of the Bypass, despite absence of any locally perceived spontaneous demand. While it is true that Durham's labor force has grown (obviously in response to UNH's enlargement), the Town's high educational level makes it improbable that industry would keep local job-seekers home unless they find positions on the management or research sides, or unless the female labor force is tapped for similar or clerical work. Thus industrial development is important to the Town more as an addition to the tax base than as a source of local employment, unless this employment is of a research or office nature.

Other items which raise some questions are the somewhat conflicting desires to maintain homogeneity of existing residential areas while yet encouraging compact development, and whether Durham has a role to play in catering to vacationers.

Otherwise, the regional goals for residential development are compatible with the Planning Board's expressed aims, although not necessarily in consonance with recent trends. Regional proposals for circulation (relocation of Rt. 108), protection of shorelands and maintenance of a locally-oriented CBD are reflected in the Town's own attitudes. No other major proposals impacting Durham are in sight.

On the other hand, some of Durham's concerns are not expressed in current regional or state proposals. One of these is access from the Bypass directly to UNH. Another is the improvement of Piscataqua Road (Rt.4) between the Spaulding Turnpike and the Bypass.

2. State Legislation and Goals

a. Legislation

Briefly, legislative changes since 1969 of importance to local planning include the Water Supply and Pollution Control Commission's specifications of minimum size for unsewered lots according to soils (but Durham already had large lots outside the utility service area), the Dredge and Fill permits (backed up in Durham by wetland zoning), the establishment of a state Housing Finance Agency and the Current Use Assessment bill. Current Use Assessment, while of real assistance to operating farmers and large landholders, is locally perceived as a handicap to the permanent preservation of open space, because of the greater profitability and flexibility of temporary tax abatements as compared to the granting of conservation restrictions.

Durham played a part in achieving legislation protecting local rights to refuse a major facility, provoked by the attempt to establish an oil refinery in Durham. Durham is also apt to be interested in legislation to limit UNH activities and exemptions to those related to its public service functions. On the one side, this means avoidance of direct competition with services normally provided privately - retail, in this instance. On the other, it means assumption by the state of a pro-rata share in publicly provided facilities. This has been the practice for many years for the various utility and protection functions shared by the Town and the University, but does not yet cover locally provided schooling of on-campus students' children.

b. State Planning Goals

In April, 1978, the Governor's Advisory Committee on New Hampshire's Future published its "Goals, Policies and Recommendations for Land Use and Housing". Pertinent extracts relating to issues not yet resolved in Durham follow.

"Goal 3. To prevent excessive costs in the provision of public services and to promote the conservation of energy resources, discontinuous and haphazard patterns of development should be discouraged." One of the Policies flowing from this is that towns should "... undertake effective planning for the location and timing (emphasis

added) of development consistent with local capability to ... expand public services ...". Planned Unit Developments and cluster zoning are also encouraged.

"Goal 8. The agricultural, forest, water and other natural resources should be managed wisely to assure their long term availability, production and utilization."

The 1973 Current Use Assessment law supports this goal, but experience in other states suggests it is only a delaying measure, until such day as an owner wants cash. The other form of state help is contained in a series of state and federal technical assistance programs for farmers and foresters. Otherwise, it is left to the towns to devise means for more permanent protection. Durham might consider such zoning tools as agricultural large-lot zoning, or the transfer of development (building) rights from farms, for a price, to owners of sites more suited to intensive development.

The state has been making an effort to map ground water resources and to encourage local recognition of their value. Local response might take the form of low-coverage dimensional regulations in known water recharge areas.

3. Federal Funding

The most striking changes affecting local development have been the shift from categorical grants to federal revenue sharing and the development and enforcement of high environmental standards. Durham has used its federal revenues for a carefully selected series of permanent improvements and has embarked on massive projects dealing with sanitary and solid waste disposal. The specific urban-oriented programs of the past have evolved into Community Block grants, also affording greater local flexibility. Durham, as already described, has made extensive use of whatever federal grant and loan programs were applicable to its needs and is very much on the alert for future benefits.

Comments

The review of external changes affecting Durham leads one on the whole to feel that Durham has used, rather than been used by them.

Now that UNH has capped its enrollment, Durham's growth will tend to be influenced by three factors: (1) the proportion of the constant (but revolving) number of UNH-related persons who prefer and can afford to live in Durham; (2) the pull Durham exerts on families moving out of Dover, Portsmouth, etc.; and (3) immigration into Strafford County in general. It appears* that the second factor is dominant. The first is limited by the discrepancy between UNH salaries and Durham housing costs. Migration into the region from outside appears to have abated, although this might eventually pick up as development nearer to the Massachusetts state line in turn generates its own ring of commuters.

* Unfortunately, the forthcoming bi-county census of immigration into Rockingham and Strafford Counties will not include Durham, since Durham was making its own CETA-manned survey. Dr. Luloff at UNH has gathered data on immigration for the state as a whole (including Durham) and plans to publish within the year. The Planning Board should note the trends disclosed.

Durham's internal regulations have tended to precede rather than follow upon state-established standards. It will again be a local responsibility to lead the way on such issues as farmland preservation and growth management.

C. PROBLEMS, AIMS AND APPROACHES

The initial section sets out to group currently perceived issues under the applicable headings used in Memorandum A, "PLANNING AIMS, POLICIES AND APPLICATIONS". The sequence simply follows that outline of AIMS and does not indicate relative urgency. Tentative priorities appear in the following section, which also identifies suitable topics for general community discussion.

1. Currently Recognized Problems

TOPIC 1. NATURAL RESOURCES

AIM 1.1 PRESERVE LIFE-SUPPORTING NATURAL RESOURCES

Policy 1.11 Protect ground water supply and quality.

Application a. Protect recharge areas.

Newly available ground water resource maps appear to indicate (hard to read!) the presence of one potential high-yield reserve in Durham, north of Mill Road near the Lee town line. Proposals for unsewered or high-coverage developments in this vicinity should be discouraged. The Planning Board or Conservation Commission might seek UNH assistance in defining the most vulnerable area and in formulating appropriate restrictions on surface alterations. The recharge area is an additional motive for extending sewers to the Wood-ridge area relatively soon, depending on the direction of subsurface flows.

Policy 1.12 Protect the natural food chain.

Application b. Note best farmlands... and support their continued availability.

Between 1953 and 1974, Durham lost 16% of its better cultivated lands*, 94% thereof to development. Looked at another way, 39% of Durham's development during that period occupies what had been good farms; the rest was taken from forests, or from land fair to unsuited for farming. As Durham's development moves away from the core, proportionately more of the good farm land is likely to be affected.

Full utilization of current use assessment is the first step in keeping land open, but the Town needs a strategy for more permanent preservation of farms and other desired open space. Possible tools include wetland zoning (adopted) and floodplain zoning, agricultural zoning, outright purchase, purchase of development rights only, transfer of development rights (TDR), non-profit land development trusts and incentives for open space developments

* Agriculture on Class I-III Soils. Data derived from Coppelman, Pilgrim and Peschel, "Agriculture, Forest and Related Land Use in New Hampshire, 1952-1975", Research Report #64, April 1978, NH Agricultural Experiment Station, UNH in cooperation with Soil Conservation Service, USDA.

(cluster, planned unit development) which preserve designated farms or open space. The Planning Board should work with the Conservation Commission to identify the preferred areas and tools.

Application c. and d. Maintain clean river(s)... significant habitat(s)...

The Lamprey River was not included in the 1967 Open Space Plan. Already partially protected by the Wetland District, some additional protection might be furnished by adoption of no-build provisions within flood hazard areas as finally defined by the Flood Insurance Administration. The purpose of amending the Comprehensive Plan to include the Lamprey River would be to lend authority to efforts to acquire easements and land along its reach.

AIM 1.2 PRESERVE NATURAL FLOOD AND POLLUTION CONTROL SYSTEMS

Policy 1.21 Maintain natural drainage systems.

Application b. Reinforce federal regulation... with local floodplain zoning.

Once flood hazard area outlines have been amended to the Town's satisfaction, the Planning Board might propose a no-build floodplain district. This can be designed to permit enlargements of existing structures (subject to the code already adopted), but to discourage new ones intended for human occupancy.

AIM 1.3 SAFEGUARD AREAS OF SCENIC, RECREATIONAL... VALUE

Policy 1.31 Preserve Scenic Areas.

Application c. Provide public access to scenic points...

Provision of parking for visitors and bathers in the Lamprey River near the Packers Falls Road bridge is a design problem requiring the contributions of an engineer/landscape architect and possibly some takings. The 1969 Comprehensive Plan suggested some road realignments in this vicinity which would ease the task.

Policy 1.32 Reserve areas for informal outdoor recreation.

Application c. Encourage... linkages, recreation... within new residential developments.

Although not a new issue, it is one which merits on-going attention whenever subdivision plans are presented. The Conservation and Parks and Recreation Committee should be prepared to advise the Planning Board as to desired areas and the proposed utilization thereof. (See Policy 1.35 below.)

Policy 1.35 Integrate recreation/conservation proposals into a town-wide, long-range plan.

Application c. Develop positive methods for fostering open space development....

See 1.12 above for suggestions. A private Conservation Foundation might have more freedom to act in dealing with owners planning to sell their land for development.

TOPIC 2. RESIDENTIAL GROWTH MANAGEMENT

AIM 2.1 ACCOMMODATE DIVERSIFIED HOUSING NEEDS

Policy 2.11 Encourage private market to supply a variety of housing types...
Application a. small units (multi-family, townhouses...)...

The thought is that it is now the role of private developers to provide apartments for UNH-related persons, especially students. The Town can benefit from taxes; pressures on UNH's campus and finances are eased. It would be self-defeating, however, to permit the destruction of stable neighborhood values in the process.

The Commercial Residence and Business A Districts, in which apartments and townhouses are now permitted and which already have access to sewers, are nearly filled up with uses which appear to be stable. Under current zoning, the options are to carve new CR Districts out of the Residence A or B Districts, where multi-family is not a permitted use, or to extend sewer and water lines across RB to the Rural District, where apartments would then be permitted. Thus the search for additional land for multi-family development focuses on three closer-in areas: on either side of Littlehale Brook within Residence A or on rezoned portions of the Office and Research or Residence B Districts. If multi-family housing is indeed to be encouraged, zoning districts and text will have to be amended so as to furnish room reasonably near the center, UNH and existing utilities, while yet protecting the character of prior developments.

Policy 2.12 Enable residents to remain in Durham.

Application d. Search for regulatory means to restrain impact of student housing pressures on private housing costs.

Perhaps the way to approach this is to see whether any university town has devised a solution! It may be that this particular objective is unrealistic until there is enough alternative housing designed with students in mind.

AIM 2.2 ENCOURAGE SOCIAL/ECONOMIC INTERMINGLING

Policy 2.21 Resist homogenization of (non-student) housing.

Application d. Provide incentives... for desired mix of housing types...

Planned unit development controls can be designed to encourage variety. Zoning may allow moderate density increases as a reward for the desired mix of housing types or costs. Now that New Hampshire has a Housing Finance Agency, perhaps it will be possible to mix market and "skewed" rents in the same building, as has successfully been done in Massachusetts. Some combination of these devices might be helpful in Durham.

Policy 2.24 Improve mobility of non-drivers.

Application a. Build bicycle paths....

The existing bikepath studies (by a town group and by UNH) and constituencies should be reactivated whenever solid funding assistance again becomes available.

Application c. Cooperate with regional efforts to provide public transportation...

When the energy situation becomes more acute, the state legislature, UNH and the Town will come under pressure to open the Kari-Van line to the public, whether operated by UNH or taken over by a private company.

TOPIC 3. ECONOMIC BASE

AIM 3.1 DEVELOP ENOUGH TAX BASE TO OFFSET THE COSTS OF GROWTH

Policy 3.11 Consider cost-revenue balance among residential uses.

While cost impacts on the Town ought not to be the ultimate determinant in its zoning decisions, it is certainly a legitimate consideration in selecting locations, densities and standards of service for the various desired types of housing and especially so if expansion is to be tied to the provision of utilities and other services. It would be helpful to periodically revise tables with reasonable estimates of tax returns versus unit costs of providing infrastructure, schooling and general government services for various types of residential use.

Policy 3.12 Actively promote growth of selected non-residential tax base.

Regional plans support industrial development related to Rt. 4 Bypass exits in Durham, but local experience suggests that if such development is indeed desired, it would have to be very actively promoted with front-end money. Industry is not the only alternative for augmenting the tax base; "commercial residence" (see Policy 3.11 above), office development and even some university facilities for vacationers might be advantageous. An economic market analysis would be helpful -- a project for which UNH might be the resource.

TOPIC 4. MAN-MADE RESOURCES

AIM 4.1 USE AND DEVELOP THE TOWN'S CAPITAL PLANT EFFICIENTLY

Policy 4.11 Integrate capital improvement programs into the governmental routine.

The Planning Board is currently making an effort to develop a full capital improvements program (CIP) process. Some early topics for specific CIP studies include the location and timing for a new UNH/Town Fire Station; a solution for the Police Station, which is currently in danger of losing its parking rights and is in any event crowded; the District Court too would need assured parking; and help in locating larger quarters for the community-based Oyster River Youth Association. The functional ties of the Police Department with each of these and with Town Offices should be understood before the site decisions are made.

Another important decision will be the future locations of public schools. While this is an Oyster River School District decision rather than one for Durham alone, Durham's Planning Board should be actively involved and be prepared to support a reasonable Durham location, backed by an understanding as to who would share responsibility for access and utilities.

Policy 4.13 Guide private development in a manner which utilizes existing and proposed public plant efficiently.

Application a. Adjust development controls to encourage utilizing the existing plant first.

In point of fact, development in Residence A, the full-service district, is now near saturation and it is time to consider passing into the next phase, Application b.

Application b. Plan for phased expansion of public plant, with corresponding revisions of development controls.

Plans have been schematically drawn for the first four stages of sewer expansion, but water main extensions have thus far been on an ad hoc basis. The Fire Chief is especially anxious to provide water extensions to major unprotected subdivisions. It would seem sensible to consider water and sewer extension plans together when deciding which of the four possible sewer extensions should come first. The potential repayment from betterments assessments is another factor, and so is the presence of additional vacant land suitable for early development. Once a phasing plan has been made, the time is ripe for redistricting of the areas so to be served at higher density, subject to actual utility connections and to the provision of buffers insulating prior lower-density developments. To avoid future misunderstandings, it will be important to frame zoning map and text changes which clearly express the intention to phase growth.

A related, but separate, question is whether growth should be controlled by numbers as well as by location and density. Durham's growth is still primarily dependent on that of UNH. Although enrollments have reached the design capacity of 10,500, many UNH-connected persons will continue to look for quarters in Durham first, in preference to outlying towns. Immigration of non-UNH related families does not yet appear to be very large, although this trend should be double-checked against regional data. Durham is therefore in a somewhat different situation from rapidly growing towns which have been suffering from the effects of accelerating metropolitan overflows without compensation increases in taxable valuations. The cost-revenue analysis recommended under AIM 3.11 would help to answer the question of whether an annual growth rate limit is indeed necessary as yet to prevent unmanageable economic strain. If the answer is yes, then it behooves the Town to relate such a numerical limit to formally scheduled plans for the municipal provision of services, except insofar as developers assume their share of added costs.

Application c. Develop standards defining premature subdivisions....

Given the travel time to the more remote portions of the Town and the commitment to centralized facilities and services, there is every reason to be wary of "rural" subdivisions with expectations of "suburban" services. While administrative supplements might be found for certain services (e.g. requirements for on-site water reservoirs for fire fighting, or by development of mutual aid agreements between adjoining police forces), others (such as school busing, garbage pick-ups, snow plowing) would be inefficiently costly to provide. The attractive option of rural residence should certainly remain open, but on terms which reinforce its rural and largely self-sufficient character.

Policy 4.14 Develop efficient circulation pattern.

Application b. Continue efforts to segregate outside and local traffic....

While relocation of Route 108 has been accepted as an objective by the Strafford Regional Planning Commission, the alignment sketched on the 1969 Comprehensive Plan is now partially blocked by the development of Jacksons Landing for recreation and conservation. Since there are many constraints affecting potential alignments in the Mill Dam - Oyster River area, it would seem worthwhile to explore alternative alignments early, before the state fixes on a proposal, and possibly even recognize an alignment which is acceptable to the Town and to the state in the Town's Official Street Map. In the meantime, strip development which would impair Route 108's ability to handle traffic should be discouraged.

The ideas for alternative access roads to UNH from the Bypass to the north and via the reserved right-of-way called the Southern Link Road from the east should not be allowed to fade. Once sewer and water lines have been extended down Newmarket Street to serve the Wedgewood and Laurel Lane subdivisions, the eastern end of the Southern Link Road becomes eligible for higher density development (possibly a planned unit development=PUD?), thus improving the chances of getting developers started on laying segments of the Link.

A conflict between outside and local traffic needs could also emerge on Piscataqua Road, Rt. 4, unless this is either widened to adjoining highway standards or unless fronting land uses and curb cuts are more rigidly controlled.

Future redesign of circulation in and around the CBD will depend in part on whether some of the Main Street peak hour traffic can be diverted, but chiefly on the development of a detailed CBD plan, of which more below. For the present, the flow seems smooth, albeit circuitous -- certainly no longer subject to the delays and accidents which plagued drivers in 1969.

AIM 4.2 SUPPORT VITALITY OF COMMUNITY'S PRIVATE PLANTS....

Policy 4.21 Ensure enduring value of private development.

Applications a,b. (Adoption of codes and their enforcement...)

Adoption of a standard building code would reassure the Town as to the viable life of new buildings and their built-in fire protection, especially important where there is so much pressure for conversions and other forms of group housing. The recently adopted Life Safety Code provides a means to regulate safe usage of existing buildings as well as minimum standards for new ones. However, in the CBD core, where buildings are so crowded and damage potential is high, new construction should meet fire-resistance standards and the economic life of existing flammable buildings should not be unduly prolonged. In rural areas where there is no public water and where Fire Department response is necessarily slower, improved building practices, plus a new requirement for on-site water supplies in subdivisions, would reduce risk to life and property. Parenthetically, there is a potential pay-off in substantially reduced fire insurance rates for extending water service.

Codes, zoning ordinances and subdivision regulations are only partially effective until followed up by enforcement. Adequate budget allocations for field inspections should be understood to be part of the inherent cost of providing fire protection and capital improvements.

Policy 4.23 Work towards unified approach to CBD's development.

The future of the CBD is of long-standing concern to four responsible parties aside from the interested consumers: to the CBD merchants and property owners and to UNH and the Town. Each group has a part to play not only in defining the CBD's functions, but also in providing the energy and investment to accommodate them. Evolving a strategy for physical design, regulation, financing and scheduling of improvements and for merchandising is a matter which will require cooperation and time. An ad hoc organization representing each group involved should be formed to work closely with a design consultant on a step-by-step scheme for short- and long-range, cosmetic and radical, physical and management improvements.

Policy 4.24 Preserve... historic and esthetic features.

Application a. Permit appropriate recycling of historic... buildings.

One concern in this connection is the development of incentives to ensure improved maintenance of historic buildings within the Business A District. This aspect should be included in the CBD study proposed above.

Another concern is the future of the historic District Court building. Its future is related to the CIP municipal facilities study outlined under 4.11 above.

In both cases it should be noted that site landscaping is almost as important to general "beautification" as preservation of the buildings themselves. Nor should opportunities to improve the appearance of "Gasoline Alley" be overlooked.

AIM 4.3 SUPPORT COMMUNITY SERVICES

Policy 4.31 Encourage social and recreational interaction.

Application a. Ensure that adequate programs exist to serve all... interests.

The establishment of actual facilities for recreation has, by its nature, had to take precedence over provision of programs. This is not to imply that programs have been neglected -- there are many -- but only to repeat the finding of the ad hoc Recreation Study Committee that a Recreational Director would be desirable. At some point in programming for future recreational improvements, the question of the relative worth of administrative coordination versus physical development of recreation will arise, i.e. operating v. capital expenditures.

AIM 4.4 PROMOTE CITIZEN PARTICIPATION

Policy 4.41 Continue tradition of wide participation.

Application a. Enlist local talent and interest groups....

A resumption of this effort is planned connection with this Memorandum, which will furnish a base for discussion of key aims with a group organized by the League of Women Voters.

Application b. Foster regular interaction of ... Town boards.

The CIP process outlined in Memorandum B is a step in this direction.

Application c. Strive for consistency in administering adopted policies.

A resource for collective "memory" and technical consistency is important to elected, part-time boards besieged by many administrative decisions. This is very much the case with an active planning board. Durham's Planning Board has the valued help of a part-time, knowledgeable Planning Assistant and of a secretary and can turn to UNH or consultants for special studies. The day is not far when the Board should consider either the back-up of a regular consultant on retainer, or a full-time planner of its own. Adoption of more sophisticated growth management controls might prove to be the tipping point.

2. Tentative Priorities

The most fundamental task facing the Planning Board is the re-evaluation of land use and zoning controls. An update of the Open Space Plan is closely related to this in that the methods used to zone rural areas may be designed to support certain open space objectives.

The most immediate task in terms of timing may prove to be location studies for future municipal buildings, certainly the Fire Station and quite possibly the Police Station. If time permits, these should be studied in the context of long-term building and site needs, including such other possible or desired items as relocation of the District Court, a Community Center and a Town Common, perhaps also a school.

The most demanding task is perhaps the resolution of the CBD's problems, which are conspicuous and recurrent even if not as urgent.

This is a big load for the Board. The following outline of approaches suggests ways in which responsibilities may logically be shared and when consultants could be of help.

D. PROPOSALS FOR PLANNING STUDIES

The various individual issues discussed in the context of "PLANNING AIMS" are here combined into suggested major studies, with brief notes on topics likely to benefit from public discussion and suggestions on how to get the studies under way.

1. Provision of Public Buildings and Sites

a. Issues for Discussion

In this case, the question is not so much the ultimate necessity or desirability of municipal facilities as one of the pros and cons of specific proposals as they are submitted to the budgeting and voting processes. However, the Town's desire for a traditional "Common" may, if real, influence the choice of future sites and so should be discussed.

b. Initiative

The situation is fluid at this writing. Ideally, the Selectmen would request the Board's help in studying the administrative interrelationships, priorities and neighborhood impacts of foreseeable new public buildings and,

if physical interrelationship is of value, in suggesting possibilities for development of a civic center. As a minimum, the Planning Board should be in touch with the Selectmen, Fire Commissioners and Oyster River School District in the early stages of siting studies.

c. Contents of Study

- (1) UNH/Town Fire Station (final site selection; neighborhood and traffic impacts)
- (2) Future Police Station (administrative relationships, space and parking needs, general location)
- (3) District Court (permanence in present location, parking needs, alternative location)
- (4) Permanent Community Center (eventual outgrowth of Oyster River Youth Association ? -- investigate likelihood)
- (5) Feasibility of a civic center or "campus", including perhaps a Town Common.

Other factors less subject to local control which might also influence this study's conclusions are determination of a likely right-of-way for future relocation of Route 108 and the possibility of another school in Durham off Newmarket Road.

d. Possible Products of Study

- (1) Identification of desired sites and related access.
- (2) Ideally, a long-range plan for a civic center.
- (3) Tentative CIP schedule for these items.

2. Land Use and Rezoning Study

a. Issues for Discussion

Residential Needs:

- off-campus students: concentrate in multi-family housing or disperse? Mix with other residents or isolate?
- other multi-family housing: central only, or also within buffered new developments?

Desirability of light industry/office/research development:

- what criteria: favorable cost-benefit ratio +/- or jobs for residents +/- or economic/population diversification?
- if desired, should Town actively push for it?

Growth Management:

- is it needed?
- if so, then most acceptably by:
phased rezoning (periodic revision of district lines), or growth rate control (limit on annual total of building permits), or performance (point system for available public facilities)?

- if by phased rezoning, how to manage areas in transition?
- if by growth rate, what rate and who has priority?
- if by performance, will Town commit itself to corresponding CIP improvements?

Rural Character:

- active commitment to long-term preservation of agriculture?
- active discouragement of suburban-type development outside of potential service areas?
- limitation of non-residential, non-farming uses now permitted in R district?

b. Initiative

This obviously is a central Planning Board responsibility. The help of a planning consultant is advised, especially if it is decided to manage growth by means of growth rate or performance controls. Public discussion should initiate and accompany this program.

c. Contents of Study

- (1) Review utility extension programs* and their ultimate capacity.
- (2) Analyze cost-benefit ratios by land use and density.
- (3) Re-evaluate growth potential of existing Office/Research and Commercial Residence Districts.
- (4) Re-examine residential zoning and subdivision regulation:
 - increased densities within selected areas to be served by utilities;
 - disincentives for large developments in areas not to be so served;
 - distinctions between suburban and rural development standards;
 - management during transition between lower/higher densities;
 - reconsideration of R-district uses.
- (5) Determine desirability of growth management** via
 - schedule for phased rezoning;
 - control of growth rate;
 - performance points, and
 - devise corresponding controls.
- (6) Consider implications and application of zoning amendments offering options for planned unit developments and/or transfer of development rights.

d. Possible Products of Study

- (1) Priority directions and schedules for utility expansion.
- (2) Decision on non-residential development (except CBD); if positive, follow-up suggestions for promotion.

* Need water system expansion plan for this.

**See Appendix A for short discussion.

- (3) Revision of residential zoning districts and controls.
- (4) Decision on use, if any, of new growth management techniques.

Second phase of study, depending on preceding decision:

- (5) Formulation of growth management program and controls.
- (6) Compatible policies for assessing costs of improvements and for adjusting assessments.

3. Protection of Natural Resources

a. Issues for Discussion

The primary new issue - that of whether or not to commit the Town to the long-term survival of agriculture - is already covered in connection with the Land Use and Rezoning Study. As the study described below begins to come to grips with specific issues, there should be public exposure of the techniques available for preserving agricultural use.

b. Initiative

The Conservation Commission might form a joint ad hoc subcommittee with the Planning Board, adding some of the professional skills available through UNH. The subcommittee can invite the participation as pertinent of large land-owners, farmers and the Recreation and Parks Committee. A consultant, possibly the same one engaged for the Land Use Study, can advise the subcommittee on appropriate forms of land use regulation and prepare the actual zoning amendments to be proposed, but the bulk of the groundwork can be done by the subcommittee.

c. Contents of Study

- (1) Update of Open Space Plan to incorporate such factors as
 - priorities for preservation of agricultural land;
 - desired protection of Lamprey River and provision of access thereto;
 - identification and protection of prime water recharge area(s);
 - restudy of proposed Route 108 realignment.
- (2) Determine most appropriate forms of protection for specific types and parcels of open space, i.a.
 - agricultural zoning;
 - Town purchase of development rights;
 - transfer of development rights from rural to in-town locations;
 - Town purchase and lease-back of farms;
 - incentive zoning provisions to retain agriculture or other key open spaces within proposed cluster or planned unit developments;
 - non-profit land development trust;
 - to supplement the normal techniques of open space purchase and conservation easements.

d. Possible Products of Study

- (1) Amendments to Open Space and Comprehensive Plans
- (2) Amended List of Priorities for Public Acquisition
- (3) Zoning amendments to protect:
 - floodplains;
 - water recharge areas;
 - agriculture.
- (4) Commissioning of technical study for access to Lamprey River swimming area, possibly including realignment of Town streets in this vicinity.

4. Strategy for Central Business District

a. Issues for Discussion

Whose responsibility? Roles of CBD merchants and owners, UNH and Town.

Can a long-term effort be coordinated and sustained?

Expand CBD? Upward or outward?

Accept separation of walk-in (students, employees) from drive-in (household) shoppers, or strive for comparable parking?

b. Initiative

Discussion of these issues can run concurrently with those or other land use issues. If consensus favors a long-term commitment to improvement of the CBD, the Planning Board might attempt to stimulate the formation of a CBD Action Committee composed of representatives of business owners and operators and of the Town and UNH. This group would hire its own consultant to work with it in developing proposals for the CBD and would eventually transform itself into a permanent organization to coordinate execution of CBD plan and management proposals. Failing such consensus, the revision of CBD district lines and parking regulations would become one of the tasks of the Planning Board's Land Use and Rezoning consultant.

c. Contents of Study

- (1) Physical analysis (uses, floor space, building conditions, ownerships, on- and off-street parking);
- (2) Market analysis (numbers and spending habits of students, employees, permanent residents);
- (3) Legal matrix (zoning regulations, fire codes, historic district protection, deed restrictions, liquor licensing, etc.);
- (4) Proposed future physical development (private and public);
- (5) Plan for implementation (responsibilities, schedules, costs, management matters).

d. Possible Products of Study

- (1) Development Plan and Schedule
- (2) Organization to coordinate public and private aspects of Plan
- (3) Related zoning amendments and CIP schedule.

5. Miscellaneous Projects

The Town would benefit from a water system expansion plan to improve fire protection and provide one of the bases for growth management. The initiative rests with the Selectmen, in conjunction with UNH.

The Town should have a building code. This is the Selectmen's responsibility. The Fire Department should have an input.

Bikepaths are still hoped for. The Selectmen can remain on the alert for funding assistance which would justify revival of this proposal.

Four major circulation proposals still lie in the future. The Planning Board should keep in touch as to possibilities for relocation of Route 108 (which may also affect potential "Gasoline Alley" and civic center improvements) for new access roads to UNH from the north and the east, (a right-of-way has been reserved for the latter) and for eventual widening of Piscataqua Road, Rt. 4.

A P P E N D I X A

OUTLINE OF GROWTH MANAGEMENT TECHNIQUES AND THEIR APPLICABILITY TO DURHAM

The conventional technique of creating various zoning districts characterized by distinct combinations of permitted uses and development intensities is at its best when it is used either to maintain the status quo of an area whose character has already been set, or to control new development within a delimited area whose development is assured. It is less successful in discouraging dispersal of development in largely open areas; the factors influencing location are unpredictable combinations of individual enterprise, availability of land bargains and a market willing to buy what is built. Zoning falters in determining the speed of development, except negatively, insofar as high requirements in one town may -- temporarily -- shift development to another town until the latter also resorts to tight restrictions. Thus a variety of innovative techniques for more positive control of development are being tried.

The discussion below will touch on these techniques for growth management: (1) limitation of building permits (i.e. rate of growth); (2) performance standards (tied to provision of services, implying control over distribution of growth); and (3) phased zoning revision (a mixed strategy, relating zoning changes to provision of services). TDR (Transfer of Development Rights) is here regarded as a technique which may supplement, but not replace direct growth management. The various categories do, or can be made to, overlap more than the neat headings indicate; new experiments are constantly being tried.

1. Limits on Number of Building Permits

The most common technique in New Hampshire thus far is a more-or-less simplistic limit on the number of building permits to be issued in any one year. At least 25 places (almost all in southern and coastal parts of the state) have enacted such controls. After exempting restoration of pre-existing buildings and housing for the elderly, most local ordinance follow one of two courses: either a limit on the annual, town-wide total of building permits, apportioned among applicants by various methods, or by an annual limit per landowner, related to the size of his tract.

The area-related method is the one used by Raymond, whose ordinance is presently under appeal. Raymond presented a persuasive case for growth control in principle in that the town's economy is truly burdened by the rapid growth of school enrollments coupled with very limited borrowing reserves. The procedural questions raised by the case may be left aside as peculiar to Raymond. In planning terms, I would venture that the weak points of its case are that the ordinance was neither based on a prior comprehensive plan, nor presented as a short-term stop-gap pending preparation of such a plan. The constitutional issue raised is whether such severe limitations on an owner's ability to sell are in effect a taking without due process or just compensation -- but that, after all, is an issue which is present to some degree in all zoning. The delicate matter of ensuring equal treatment for all seems to be less of an

issue here, where permits are tied to an objective standard, than in towns faced with the decision of how to distribute a limited total number of permits among competitors.

Another issue is that of regional impact. Many of the attempts at growth limitation do take care to set a figure which is not below recent norms, so that taken cumulatively, recent regional rates of growth would be maintained. But is that necessarily a valid criterion as migration trends change over time between regions and between places within a region? Are there not good economic and social reasons why some areas should grow faster, for a time, than others, as suggested in the state's Growth Policy?

Desired distribution of growth intertwines with the issue of total growth. This applies not only between and within regions, but also within communities themselves. Most of the ordinances reviewed would tend to scatter new housing haphazardly (first come, first served) rather than in concentrated subdivisions, making it even more difficult to forecast the geography of future services. The exception is the proposal designed for Amherst, which would award points for preferred locations, among other criteria.

Not least is the unanswered question of what such restrictions would do to housing opportunities overall. It seems probable that where each owner-builder can build only one or two houses a year that the lots themselves will sell at scarcity values and that the houses will tend to be custom-built, thus on the expensive side. Professional developers will focus on towns without permit limitations. When all towns have such controls, where are would-be settlers of modest means to go?

Thus there are a number of broad-gauge issues to be resolved, even if an individual town's right to absolutely limit the pace of growth is upheld by the New Hampshire court. As concerns Durham specifically, we have not yet seen evidence that the growing number of residents has placed unreasonable demands on Town services. If anything, the fact that the Town and UNH together have already had to install urban-type utilities would argue for spreading their costs over more users. In other words, distribution rather than the number of permits is probably the key issue here.

2. Performance Standards

Under the performance standard approach, a proposal must meet certain criteria, usually expressed in a point system for provision of or proximity to facilities and for design qualities, before it is entitled to proceed. This might be regarded as a systematized extension of the concept of special exceptions, i.e. a use will be permitted if it is in the right setting and correctly designed. Durham has a simple version of this now, in that lot sizes may be reduced where utilities are provided, despite nominally greater requirements in the district. Portsmouth has a more complex provision, pending completion of its Comprehensive Plan, which is administered by a special committee whose decisions may be appealed to the Planning Board. This temporary provision applies to all uses subject to site review and looks at two types of criteria: presence of the appropriate services and the project's environmental and design qualities.

Carried further to its logical conclusion, as in Ramapo, NY, the point system can be so designed as to match projected expansion of services. Because of its tie to a finite 18-year capital improvements program (one 6-year "CIP" at a time), which promised all owners a foreseeable chance to develop, plus its provision for moderate-income housing and for numerous escape clauses, Ramapo's point system was held to be a rational, non-discriminatory method of managing growth. It has indeed been successful in keeping growth compact, without greatly affecting prior land values. However, difficulty in maintaining the CIP schedule has meant that some owners have had to wait longer to qualify for development than expected. In only 10% of the cases have developers chosen to accelerate the schedule by providing the missing facilities themselves. There is also the sticky, though soluble problem of readjusting assessments to the ripeness of the land for development.

The general advantages of the performance standard approach are its flexibility and logic, and the town's power to make rational case-by-case decisions. One possible disadvantage may be its uneven impact on owners, especially in view of the difficulty (compounded by unpredictable federal requirements) of maintaining a guaranteed pace of capital improvements. The initial design of a point system related to a comprehensive plan and long-range CIP takes considerable expertise. Its administration may be as simple as counting points, but on the other hand, some towns have found themselves involved in a steady expense for computer-assisted evaluation (Duxbury, MA). And as with any form of growth management, there are the underlying questions of whether the town is carrying a fair share of regional growth and housing opportunities.

3. Phased Zoning Revision

Various permutations of mixed strategies attempt to combine the relative stability of zoning with the flexibility of performance standards. A scheme for Bucks County, PA, categorized its areas as "urban" (developed), "developing" (likely to develop within 5 years), "rural holding" (future development) and "resource protection" (never to be developed). Each was to be treated differently. Urban areas were left to fill in as zoned. Developing areas were to be zoned for development consistent with a detailed CIP for services to each and their zoning outlines are reviewed annually. No CIP was prepared for the rural holding areas, which have large lots. Rural owners were to be encouraged to grant conservation restrictions in return for reduced taxes. Resource protection is accomplished through the usual conservation tools, i.e. wetland/flood-plain/water resource protection zoning, conservation purchases and easements.

A similar approach might be applicable to Durham. It is a way of formalizing, via rezoning, the present "footnoted" permission to reduce lot size as utilities are extended and of relating regular zoning reviews to interim CIP accomplishments, restricted to the Oyster River drainage basin. Zoning and assessments outside the basin would remain stable. Unlike Ramapo, the step-by-step expansion of higher density development would be clearly understood to follow upon actual CIP accomplishments rather than build hopes upon promised performance with the tensions which result when performance must be delayed.

One problem with this approach is how to ensure that a vote by the town to appropriate funds for extension of services to a given area will be reliably followed by a vote to rezone. The former vote requires only a majority

(unless bonded); the latter, if contested (as it often will be by prior residents of that section) would require a 2/3 vote. Therefore there must be some way to link the two votes, so that those benefiting from new services are also obligated to accept the next share of development in their vicinity.

Linked to this is the question of how water and sewer frontage betterments are to be assessed. Residents of existing subdivisions may resist such betterments until on-site conditions become unbearable. It would seem that the Town would have to bear the major share for servicing existing subdivisions if expansion is to proceed in an orderly way. And to what degree would UNH (or, more accurately, the state) feel obligated to share in the cost of expansion? When it comes to new subdivisions, however, it would seem fair to require developers to pick up the cost of connections to the new sewer and water mains in return for the higher permitted density. All this will have to be thought through with care.

The prerequisites for a system of phased rezoning should include these items:

- a. determination of an upper limit for population within the Oyster River drainage basin, not in excess of the reserve capacity of water resources and reflecting the secondary economic limitations of improving other services, e.g. wastewater treatment;
- b. preparation of a density allotment plan for the Oyster River drainage basin as it might look when fully developed;
- c. synchronization of expansion plans for major water and sewer lines and improvements to town roads in order to extend complete services to one area at a time;
- d. design of dimensional requirements in a manner to permit resubdivision at owner's option when expected rezoning occurs;
- e. restriction of developer-financed tie-ins to mains in those areas about to be, or newly rezoned;
- f. provision for transition-buffers between non-existing lower density and proposed higher density developments;
- g. regular review (annual or biennial) of the "development district" boundary in accordance with services provided until the cumulative zoning revisions match density allotments projected for full development of the basin.

The other side of the coin will be to discourage large subdivisions in areas outside the Oyster River basin, while permitting those in search of a rural living style to build. One device is to raise the lot size by a substantial amount. Special exceptions for "porkchop" lots and for common driveways whose private maintenance is guaranteed by covenant running with the land would allow development of small, but deep tracts without involving the Town in additional roads. And, of course, with a firm plan for the ultimate service area of utilities coupled with fail-safe standards for on-site alternative services, it becomes easier to define which subdivisions are "premature".

4. Note on "TDR"

TDR -- Transfer of Development Rights -- is another technique being tried as a way of simultaneously preserving open space and encouraging more compact development. This device allows private deals between owners of land in rural and in urbanizing locations; the former sells his right to develop as now zoned (say at 1 house per acre) to the latter* who can as zoned only build 2 houses per acre, but can then add the right to build an additional house, or 3 per acre. This could work up to whatever maximum density the Town permits. Obviously, there must both be a local market for such an increase in density and the infrastructure to support it. Durham could meet these conditions. The risks are that either the deal is not attractive enough, and so does little to change the growth pattern, or is so attractive that the receiving area for density-increases, unless sharply limited, becomes a patchwork of mixed standard and TDR-augmented densities.

TDR could be a useful supplementary device in Durham if applied for purposes other than growth management as such. For example, there might be a program to permit the transfer of development rights from identified "prime" or "unique" agricultural lands to a yet-to-be-designated area where it is desired to encourage multi-family development.

* when this process takes place within a tract, it is known as a cluster or planned unit development.

A P P E N D I X B

A NOTE ON POPULATION DATA

It would be helpful to have Durham's population data presented in a form comparable to that of the U.S. Census, i.e. broken down by group v. private housing.

The University can note the residence of Durham students in three categories: on-campus, off-campus (Greek-letter) group housing and "other".

The Town, in compiling its resident head tax lists, could easily note whether the individual is an out-of-town UNH student living in private housing. If so, s/he can be subtracted from the "other" UNH students in order to separate the true resident population from students in private housing.

Thus future tables could be constructed in this manner:

UNH Students Residing in Durham:

- a. group housing on campus
- b. est. residents, Forest Park (incl. spouses for this purpose)
- c. Greek-letter, off-campus
- d. "other", in private housing

Total: $a+b+c+d$

Permanent Residents:

- e. Town-estimated total in private housing
- f. less non-resident students noted on resid. tax list

Total: $e - f$

Total Population: Students + Permanent Residents

While this tabulation fails to note the spouses of students, unless they are students themselves, or live in Forest Park, their number should not be that large.

The benefit of this process is that it will finally be possible to project trends for permanent residents independently of UNH and will also give a better idea of how many of Durham's housing units are occupied by students.

OUTLINE FOR PUBLIC DISCUSSION

DURHAM'S FUTURE GROWTH PATTERNS

NEED FOR RESIDENTIAL GROWTH MANAGEMENT

GROWTH MANAGEMENT TECHNIQUES

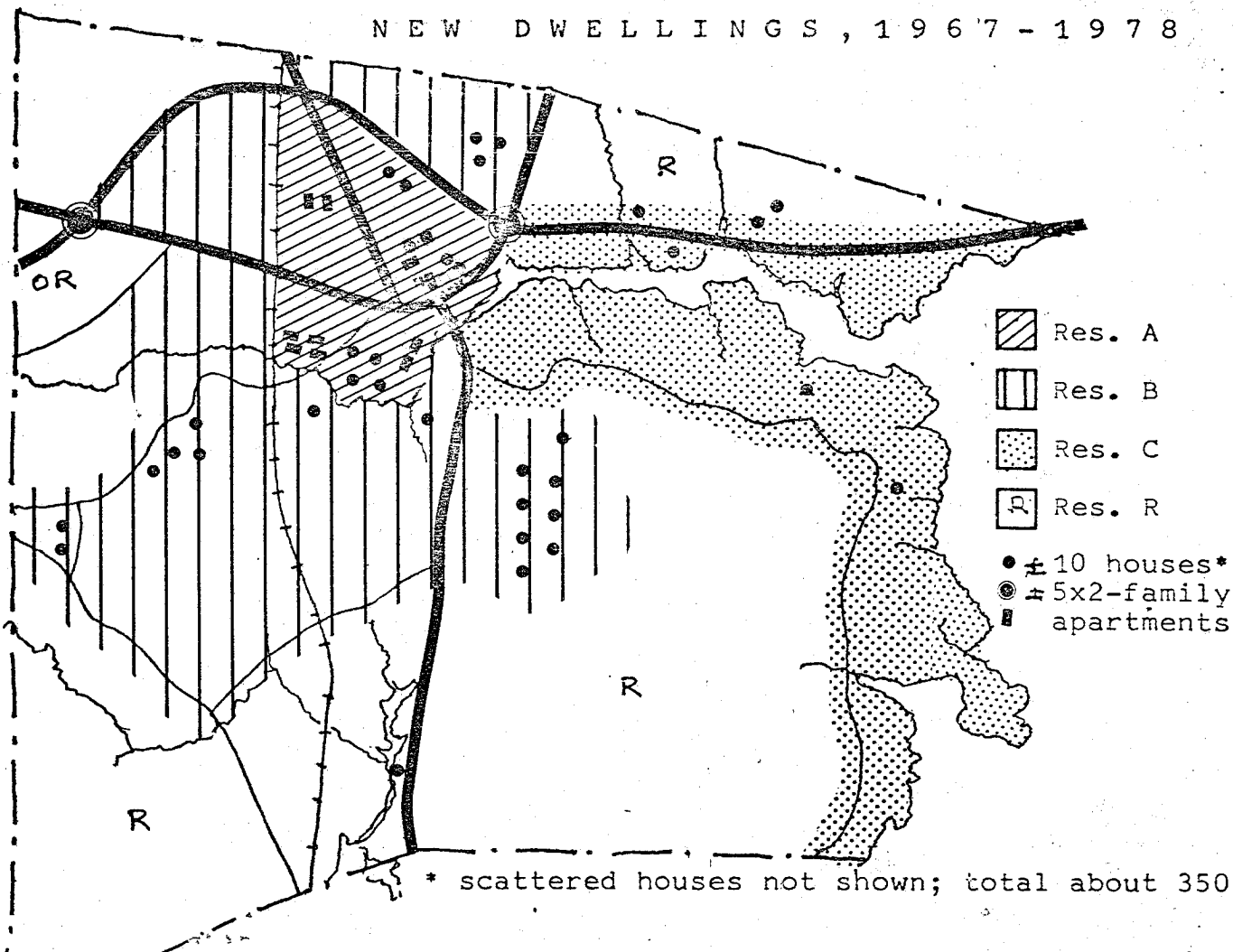
TREATMENT OF RURAL AREAS

PROVISION FOR MULTI-FAMILY HOUSING

PRESERVATION OF FARMS



NEW DWELLINGS, 1967 - 1978



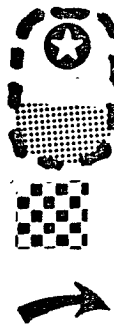
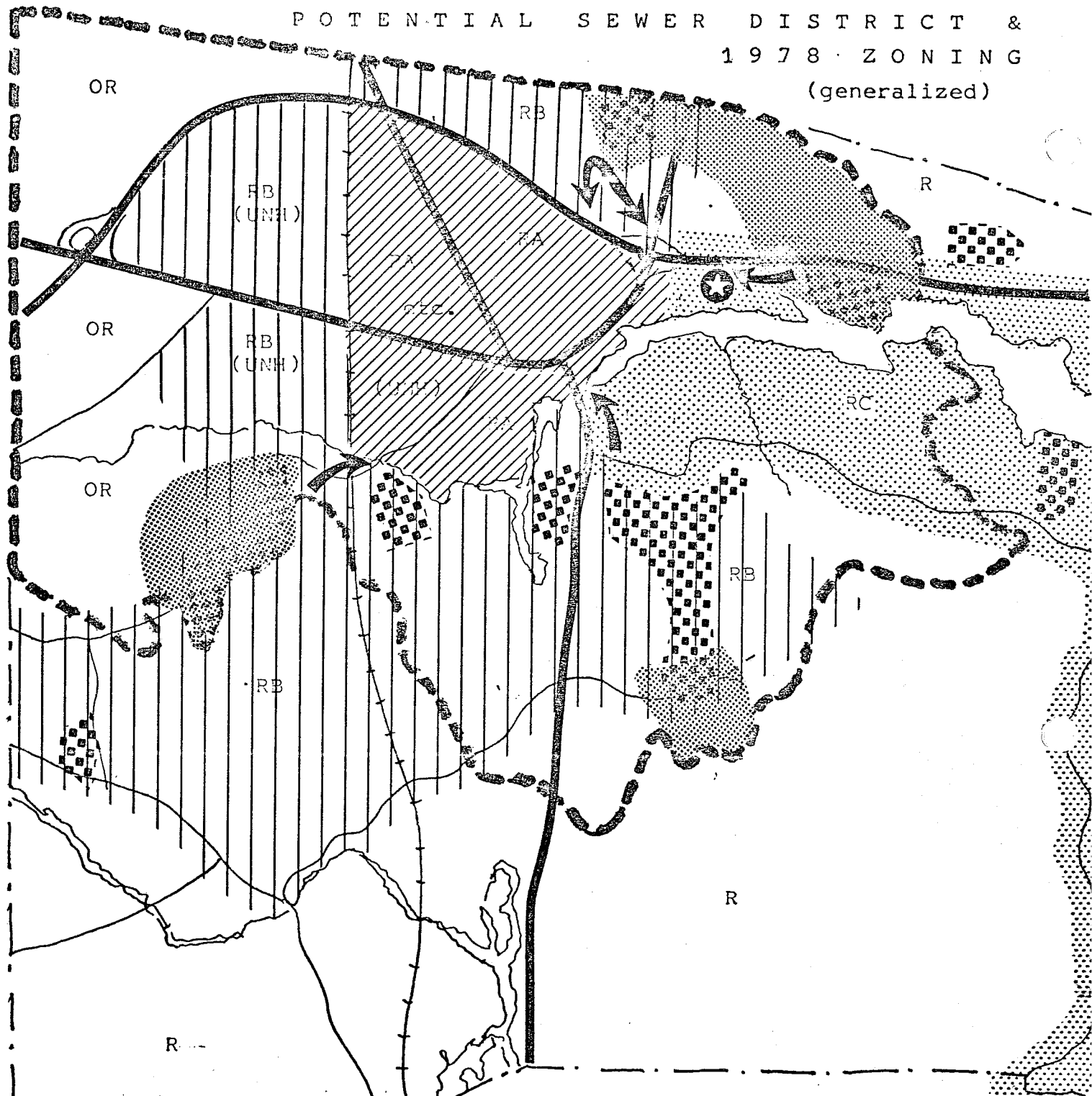
RESIDENTIAL GROWTH MANAGEMENT

Background. Off-campus population growth has remained quite steady since 1960, averaging about 140 per year both before and after 1970. In other words, growth did not accelerate to the degree forecast. The distributional pattern is changing, however; of the approximately 350 houses built since mid-1967, 3/5 were in the Residence B district, north, east, southeast and southwest of the "village" which was then still able to absorb 1/5 of the new houses. In the future, an even larger proportion will inevitably be located outside the present utility service areas. The Canney-Bagdad Roads area does have public water, but all other Residence B subdivisions are a half a mile or more from either public water or sewer. Future extension of services across lightly developed land in several directions at once is obviously less efficient than development of one segment at a time. From 1969-1977, total tax valuations grew enough to allow tax rate increases to be held to a level attributable to inflation alone, despite substantial increases in capital plant and services.

Q. Do you believe that a better way to manage growth is needed?

Yes ___; No ___; Show me ___!

POTENTIAL SEWER DISTRICT &
1978 ZONING
(generalized)



- SECONDARY WASTE TREATMENT PLANT
- PROPOSED GRAVITY SEWER LIMITS
(sub-areas requiring pumping)
- SUBDIVISIONS NOW LACKING SEWERS
- POTENTIAL SERVICE CONNECTIONS

GROWTH MANAGEMENT TECHNIQUES

Background. The technique most common in this state (over 25 towns have adopted it) is limitation of building permits. Two variations are being tried: one, an absolute cap on the annual number of permits, to be allocated among applicants according to some combination of criteria such as date of application, length of ownership, points for services provided, etc.; the second, an annual allowance per owner in relation to the size of his tract. Except insofar as influenced by a point system, this method tends to result in more dispersion, not less. It also seems likely to keep housing costs high (competition for limited number of lots, custom building of one or two houses at a time). Assuming the courts find this method legal, it has the advantages of simplicity and direct control of the rate of growth.

Another method is to use a performance standard, backed up by a capital improvements program which guarantees every owner a chance to meet the standards for utilities, distance to schools, etc. within a foreseeable period. Fair and informed administration of this system requires a considerable commitment to the gathering of basic data, development of and adherence to a long-term capital improvements program, regular reassessment of land as it "ripens" and careful rating of each proposal presented. A positive program to ensure the availability of housing choices is also advised in order to avoid charges of being exclusionary. In Durham's case, this approach would be applicable primarily to development within the Oyster River drainage basin.

A third possible method is essentially a deliberate, step-by-step rezoning program, each enlargement of the higher-density district being dictated by an advance in the supporting infrastructure. Existing subdivisions in Residence B could retain that zoning designation, but new developments in the "Development District" might be laid out as to be resubdividable to higher density as soon as utilities become available. One problem with this approach is how to allocate the costs of major water and sewer extensions between the Town, UNH, developers and those already living in the area to be served. Another problem is how to ensure that the vote to extend services will be linked to a vote to rezone accordingly. As with the preceding method, this one fosters compact growth. In terms of predictability, it is a compromise between the "sneak" expansion of Residence A possible under existing zoning and the relatively rigid timetable of a scheme tied to a long-term capital improvements program, since it depends on repeated votes to extend improvements and densities hand-in-hand.

Q. Assuming you do favor improved growth management, rank the techniques you prefer (1 is best):

- * population control, via a limit on building permits ___?
- * quality of project, via a point system for services and design ___?
- * sequence of development, via phased rezoning in accordance with extension of services ___?

TREATMENT OF RURAL AREAS

Background. Whether or not an attempt is made to deliberately improve growth management, remote subdivisions in rural areas (R, RC) pose problems for provision of fire and police protection and the capacity of rural Town roads. If growth management is indeed to be attempted, the corollary is to discourage outlying development, except on a small-scale basis. Possible means of deterring outlying subdivision include a substantial rise in lot size and additional requirements to ensure improved protection and access. A complementary method is to offer incentives for "minor" subdivisions, in the form of simpler development requirements for a limited number of extra-large lots. Subdivisions of, say, not more than four lots might be given special exceptions for reduced frontage in return for increased lot size, and for common private driveways covenanted to be maintained by their owners.

Q. Would you favor any or all of these:

- * an increase in Res. R ____ and Res. C ____ lot size(s)?
- * tougher development standards for large R/RC subdivisions?
- * special exceptions with simplified standards for "minor" subdivisions composed of extra-large lots?

PROVISION FOR MULTI-FAMILY HOUSING

Background. There appears to be a shortage of multi-family housing for young careerists, married students and the retired. Furthermore, privately built housing of this nature is usually a net addition to the tax base. The zones in which such uses are presently permitted, however, are so nearly built up as to imply replacement or conversion of existing structures if new housing is to be provided. Any additional areas zoned for multi-family use would of course have to have water and sewer within reach.

Q. In general, would you favor more multi-family housing in the "right place"?

Q. Where is the "right place" (given necessary utilities, etc.):

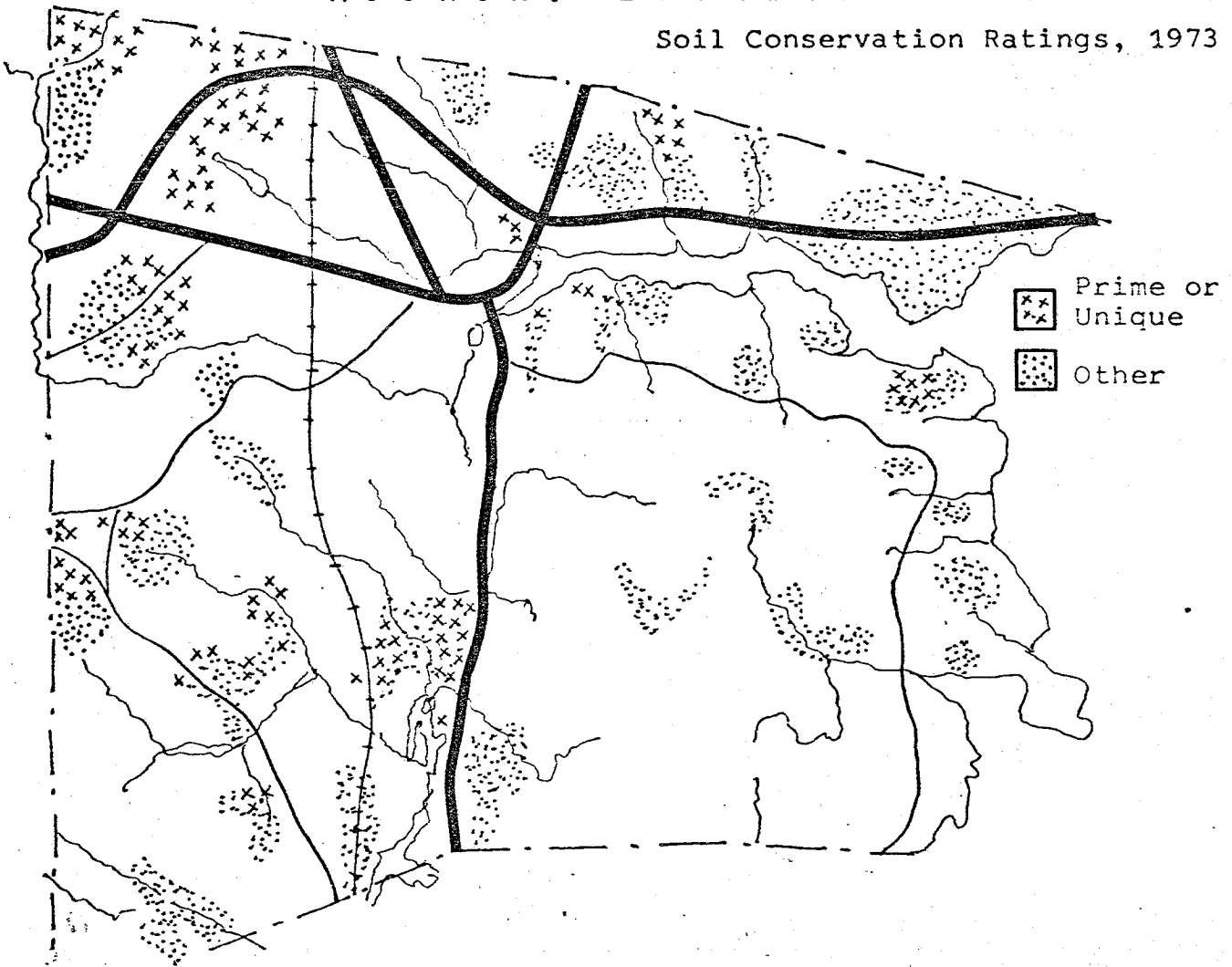
- * any remaining gaps in the "village" proper?
- * near the "village", assuming sites are well buffered?
- * concentrated in an isolated site?

Q. Which type of structure would you accept:

- * low-rise only, regardless of location?
- * high-rise if in an isolated location?

Q. Would your preferences be strongly influenced by the favorability of potential tax returns?

Soil Conservation Ratings, 1973



PRESERVATION OF FARMS

Background. The large, cleared, well-drained parcels assembled by farmers have always been especially tempting to developers. The state hopes to stem this trend, but as yet has no tools other than Current Use Assessment. CUA helps farms to remain in business, but does not discourage their sale. The farmer has no incentive to give away his development rights, since tax reductions for conservation easements do not match CUA plus the chance of later sale. The town which wishes to keep its farms has the options of (1) outright purchase with lease-back to farmers (expensive and requires management); (2) agricultural zoning (unsuited to Durham's scattered farms); (3) Town purchase of development rights for the buildings allowable as zoned, leaving the land in the farmer's hands at a reduced sale price affordable by later farmers (still expensive); and (4) private sale of development rights by the farmer to a residential developer of another site, subject to prior Town designation of where and by how much the developer may exceed the nominal zoning density on his site. This last method is called TDR, Transfer of Development Rights. TDR can thus be simultaneously used to encourage retention of farms and compact development in designated areas where this is acceptable to the Town.

- Q. Do you feel the Town should do more to keep its farms?
- Q. Would you consider TDR as a way to do this?

OUTLINE FOR PUBLIC DISCUSSION

CENTRAL BUSINESS DISTRICT
and
CIVIC CENTER

DURHAM'S CBD AND POTENTIAL CIVIC CENTER

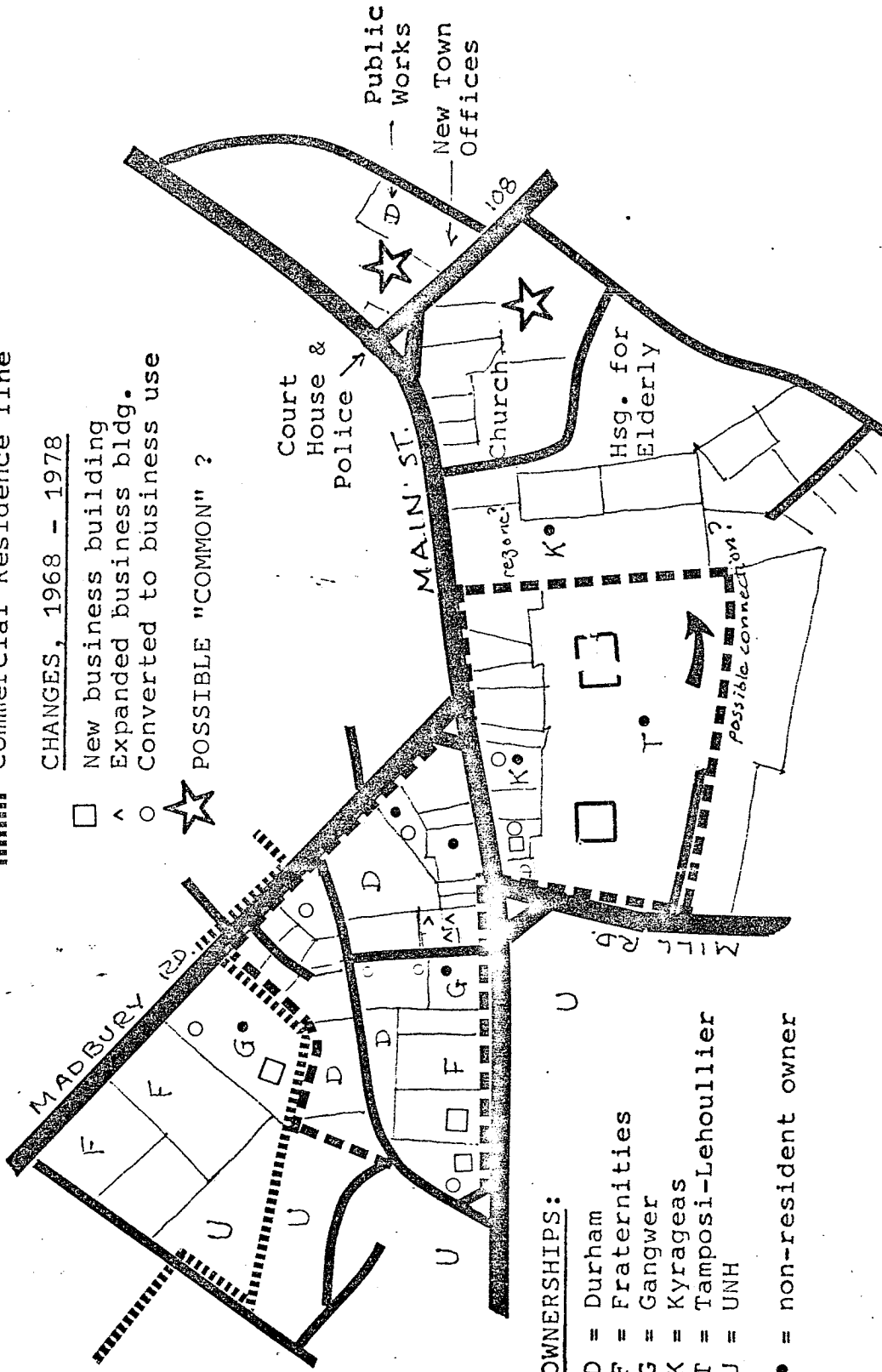
Note: not to scale!

KEY: (Areas not labeled are Res. A)

Business A line
Commercial Residence line

CHANGES, 1968 - 1978

- New business building
- △ Expanded business bldg.
- Converted to business use
- ☆ POSSIBLE "COMMON" ?



OWNERSHIPS:

- D = Durham
- F = Fraternities
- G = Gangwer
- K = Kyrageas
- T = Tamposi-Lehoullier
- U = UNH
- = non-resident owner

DEVELOPMENT OF CENTRAL BUSINESS DISTRICT

Background. There has been considerable commercial development since the last survey in 1968, most conspicuously in the supermarket group south of Main Street. In the triangle north of Main Street, the dominant change has been to new or converted offices (a permitted use in the Commercial Residence as well as the Business A district). The parking ratio of spaces per 1000 sq. ft. in this triangle has more than kept pace, increasing by over 50%, although not all can park next to their destination, nor can all be accommodated during UNH events. Further development, however, is handicapped by the fragmentation of ownerships (apart from Tamposi), the irregular placement of buildings (many of which are flammable) and the interspersed residences. The only uncommitted large parcel in this vicinity is that of Kyrageas east of Tamposi.

The market itself is divided, consisting of students, UNH and local employees and resident households. There is also a diversity of interests involved: the consumers themselves, the property owners and merchants, UNH (whose parking management and student services affect the CBD) and the Town.

- Q. Would you support formation of a CBD Development Group representing each of the interests involved and with the authority to develop its own plan for the CBD and to negotiate with the Town and UNH for synchronized supportive actions?
- Q. Would you consider rezoning of the Kyrageas property from Residence A to allow apartments and offices? Retail, too?
- Q. If yes to the above, should one search for a way to link Mill Road to Mill Pond Road without disturbing existing residence?
- Q. Do you think the Town needs a second commercial center, even recognizing this will weaken the CBD?

CIVIC CENTER

Background. The Town has just remodeled buildings adjoining the Public Works Garage and the Court House/Police Station for Town Offices. It may soon be forced into a decision concerning accommodation of parking for the Court House and Police and may in the foreseeable future also wish to provide more space for these and other functions. Excluding the Fire Station which, for practical reasons, must be near UNH and the CBD, it would be possible to think in terms of a loose grouping of future civic buildings around a "Common", either adjoining or across from Town Offices. (A rather simple "concept plan" would be enough to guide this decision.) On the other hand, one can deal with one need at a time, selecting whichever scattered site is then the most economical.

- Q. Do you favor the concept of grouping future public buildings around a common open space, with associated parking, to the point that you would vote to purchase the extra land soon?

