

Chapter 10

UNIVERSITY RELATIONS

BACKGROUND

The Town of Durham and the University of New Hampshire (UNH) have been working and growing together since 1893. During this time period, a number of operational and cooperative arrangements have developed for the good of both parties, as illustrated in Figure 10.1 and described more fully in Figure 10.2. Generally speaking, the Town and the University have cooperated effectively over a myriad of issues including public safety, public works, transportation, recreation, education and culture. However, certain conflicts have arisen over the years as an outgrowth of differing objectives and financial pressures facing both the Town and UNH. In addition, the prevalence of traffic issues and student housing in certain neighborhoods have caused some friction.

Communication and cooperation between the Town and the University over issues of mutual concern has generally been good, although there have been times when serious communication lapses have occurred, and attitudes among some Town residents toward the University remain negative.

HISTORICAL CONTEXT

The following is a brief historical context of the evolving interrelationships between the Town of Durham and University of New Hampshire. This background is provided because the Town and University need to first understanding our past in order to move ahead in effective partnership. This encapsulation is based on an oral history provided by several long-time Durham residents and staff from the

University. (Sources: Arthur Grant, Marion James, Gregg Sanborn, and Peter Smith).

A portion of the geographic area now known as Durham was settled by the English in the second quarter of the 17th century and was known as the Oyster River Plantation. The area became a separate governmental entity when it received a charter in 1732 as the township of Durham. Prior to the college establishing a campus in Durham in 1893, the Town was a successful and flourishing community. Durham had a few mills and was somewhat of a transportation hub in that it was the first community on the turnpike from Portsmouth to Concord. However, due to the destruction of the turnpike bridge over Little Bay in 1855 and the establishment of the railroad network throughout the U.S., Durham lost its transportation edge and the economy of the Town began to decline, as did its population. After 1855, Durham became primarily an agricultural village.

In 1893, the New Hampshire College of Agriculture and Mechanic Arts (now the University of New Hampshire), with 64 students and 11 faculty, moved from Hanover and established itself on Benjamin Thompson's Old Warner Farm in Durham. At this point the pendulum of change started for Durham. The main industry in Town became the College and the Town immediately started to change.

In 1893, Dean Pettee recognized that if the College were to grow, an adequate supply of drinking water would be needed. By 1895, Durham had three separate water systems: an artesian well at Red Tower on Church Hill that served that area of Durham residences, a series of wells on the College campus, and the Witcher Water Works which was primarily fed by the construction of what is now known as the "Old Reservoir" located in the northwest quadrant of the University campus.

In addition to an immediate need for water, the relatively large influx of population arriving in Durham in 1893 created a demand for housing. In response, the Town approved a development of housing designed for faculty on what is now Strafford Avenue. Student housing was not provided on campus and the demand was fulfilled primarily through Durham residents renting rooms to students.

Between the arrival of the College and the first World War, the University became the principal industry in Town and the primary employer for Durham residents. During this time period relations between the Town and University were exceptionally good. The University had an unwritten policy that faculty and staff should live in Durham and this remained until the early 1970s. This created an atmosphere of shared community

between the University and Town, with a direct connection and participation in both community and Town affairs by faculty, staff, and administration of the University.

Following World War II, the Town and University began to start acting separately and the adage, "What is good for the University is good for the Town and vice versa" began to fade. It was at this point that the University began to grow at a tremendous rate due to an influx of new students funded by the GI Bill. The University hired many more faculty, staff, and administrators, with a pre-war enrollment of under 2,000 students and a post-war enrollment of over 4,000. Keeping with its tradition of having its faculty and staff live in Durham, the University took the initiative to provide housing for these new employees by purchasing the land now known as Faculty Neighborhood. The University constructed the infrastructure for the neighborhood, faculty and staff built houses on the land owned by the University, and there were deed restrictions that required the resale of the homes to faculty or staff.

During the late 1960s and 1970s, the University experienced another major growth period. This growth spurt appears to be the point at which the University and Town truly began to think and act separately from one another. Coincidentally, and possibly a major cause of this change in thinking, the University began to stop actively encouraging its faculty and staff from living in Durham. In March 1972, the University removed the deed restrictions which had required resale of the Faculty Development neighborhood houses to faculty and staff. This change, when combined with real estate market conditions, resulted in measurable numbers of faculty and administration officials living in other communities, and thus having no direct ties to Durham nor direct concerns about the community. Decisions were starting to be made by the University and Town that were independent of each other, versus the "old" way decisions were made which were based upon more on a common emotional and family commitment between the Town and University.

Starting in the 1970s, more and more formal agreements were established between the Town and University. Prior to this time period there were many services provided between the University and Town without formal agreement. For instance, in the 1940s and early 1950s, the University and Town shared a single police officer. The townspeople looked at the officer as a "town" police officer, and it is likely that few people knew his salary was paid by the University. During the 1940s and 1950s, the University had a campus security force. In 1977, the Town and University reached an agreement on police services. Other agreements that came about in and after the 1970s included agreements on fire services, water

and sewer services, and most recently, payments (in lieu of taxes) by the University to the Town of Durham for school children from Forest Park.

In the late 1970's and early 1980s, housing for students became more of a major impact on community and University relations. Prior to World War II, 80% of the students lived on-campus, but with the growth of the University this number declined to around 50% by the early 1980s. Although the University requested the legislature to approve bonding authority to build additional dorms to be paid for by student room fees, these requests repeatedly failed. As a direct result, more and more private homes were converted and/or sold to become student apartments, and once one home was sold in a neighborhood for student housing, others soon followed in a domino affect. This lead to dramatic changes in several of Durham's neighborhoods, such as Church Hill. In the late 1980s, the University responded by adopting a resolution to house 60% of its students on campus, but funding for additional dorms continues to be a problem to this day.

The role of funding has become a major factor in the relations between the University and Town. The Town continually looks to the University to assist in funding of items that it feels the University has a share in, while the University continues to appeal to the legislature for additional funding. With more and more demands for funding state-wide, the massive capital demands on the University to keep up with the technological revolution of today, and New Hampshire's culture on spending, the University is having an extremely difficult time meeting its funding demands, which in turn, limits its ability to make financial and resource contributions to the Town. This is shown by the fact that in the late 1990s, 17% of the University's expenses came from the State, whereas in the 1980s, it was at well over 30%. Students are now paying 65% to 70% of their education costs, and even if the State increased its funding of the University by 20%, it would still rank 50th in the Nation with respect to state support.

Even with the above constraints, relations between the University and Town have continued to improve in the recent past. The University recognizes that for it to attract students, it needs a healthy Town, and the Town has started to recognize the financial situation of the University and is working jointly with the University for innovative funding solutions to solve joint problems.

ISSUES, GOALS, AND RECOMMENDATIONS

ISSUE:

The Town and University remain intertwined in many positive ways and have numerous common objectives, the most pressing of which are financial, quality of life, maintaining a healthy downtown, long-term traffic management, police, fire, infrastructure and sewer and water issues.

GOAL:

The Town and University should seek every opportunity to work together to achieve a better resolution to issues each faces and to bring about more efficient services provided by each entity.

RECOMMENDATIONS:

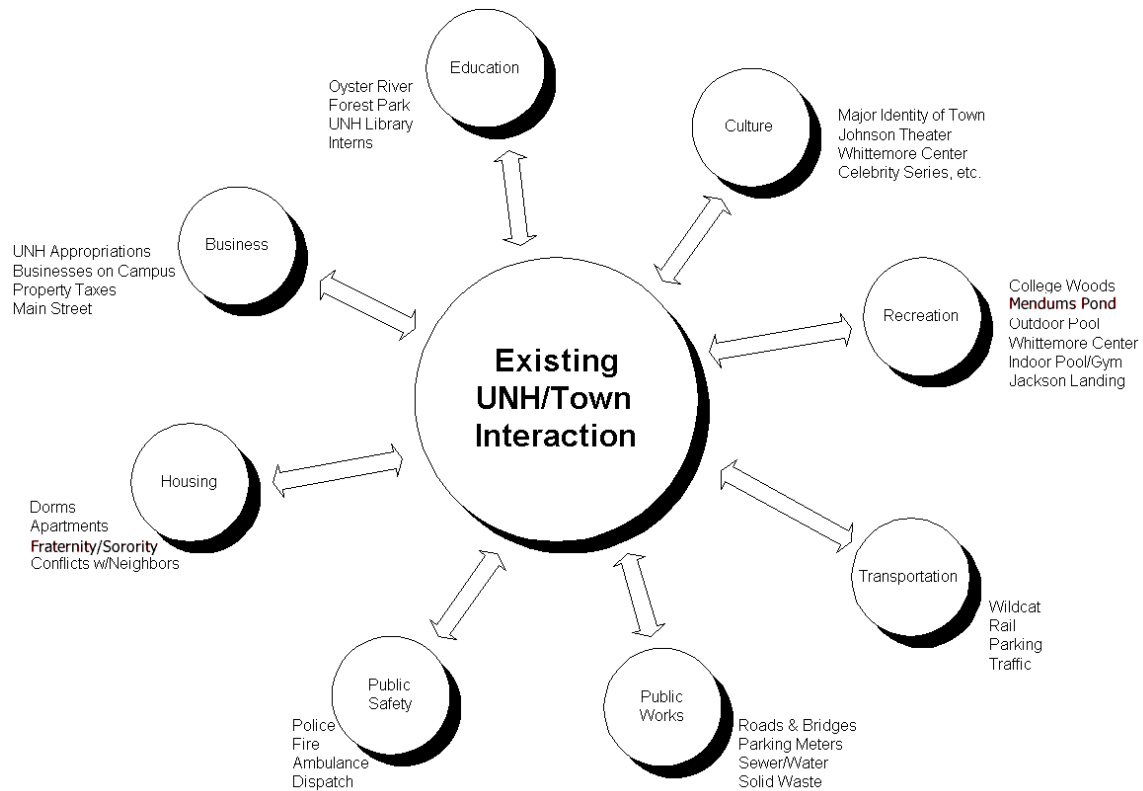
1. Improve the level of understanding among Town residents about the level and depth of existing cooperation between the Town and UNH. This would logically be done through the Town's Master Plan and UNH's Master Plan, but also through a Town newsletter.
2. Create due process, beyond the requirements stated in RSA 674:54 and the Town Zoning Ordinance Section 175-13, between the Town and UNH which provides for early and continuous joint review of major planned projects, infrastructure improvements, policies, ordinances, and other items of mutual interest. Specific issues to be addressed as part of development reviews are traffic impacts, tax base impacts, environmental impacts, and sewer and water usage. Both the University and the Town need to be more sensitive and respectful for the purpose of reaching accommodation of one another's needs in this regard. For example, the siting of the new Whittemore Center Arena was convenient for the UNH student body, but inconvenient from a traffic access/egress perspective and has created traffic problems on several residential streets.
3. Durham should closely monitor the status of University enrollment and plan for impacts that may result from changed enrollment numbers. UNH should keep the Town informed of changes in its enrollment projections so that coordinated planning can take place.
4. The Town and University should jointly fund an operational and fiscal analysis of the various options available for merging the operation, management, and control of the water and wastewater systems under a

single entity or authority. The ownership of both the sewer lines and water lines is split between the Town and the University, while the Town owns and manages the sewer treatment plant and the University owns and manages the water treatment plant. Both systems will need significant capital improvements in future years, and an authority may be able to more effectively secure grant funding as well as realize operating efficiencies through combined ownership.

5. Pursue the joint development of a high quality office/research park in the Mast Road area. An estimated 30-40 acre site is available on University-owned land. The objective would be to have the Town work cooperatively with the University in the infrastructure improvements to the site and to then jointly pursue a pre-determined development/marketing plan. The new buildings on site would be taxable, while the land lease revenue would go to the University.
6. Prepare an integrated conservation plan/open space plan with the University, focusing primarily on the non-essential University owned land in Durham. Non-essential University land is land that is not used or is not central to the academic programs or land grant mission of the University.
7. Work with the University to develop a process whereby the Town could realize revenue from for-profit commercial enterprises occupying UNH property (See page 8.25, #3).
8. The Town and University should develop a process to address problematic behavior by residents who are students. Presently, enforcement of residents in off-campus apartments is handled by the Durham authorities and/or the landlord. Several opportunities exist to improve the effectiveness of apartment management, first by improving the levels of cooperation between Town and UNH officials, and secondly by creating an opportunity for landlords to refer students to UNH for possible action.
9. The Town should work with the University to increase the level of funding from the State. This not only improves the educational opportunities at the University, but also improves the amount of funding available for the University to both reimburse the Town for services and to participate with the Town in making improvements.

10. As recommended in Chapter 7 – Public Utilities and Services, the University and Town should jointly fund an independent study of the Town and University police forces to analyze whether there would be operating and level-of-service efficiencies in merging the two police departments.
11. The Town should be an active participant in the development of the UNH Master Plan.

Figure 10.1 EXISTING TOWN OF DURHAM AND UNIVERSITY OF NEW HAMPSHIRE INTERACTION



**Figure 10.2 FACT SHEET:
TOWN OF DURHAM AND UNH INTER-RELATIONSHIPS**

PUBLIC SAFETY

Fire Department

- The Town operates the Fire Department and UNH contributes 57% of the operating funds. The percentage of Fire Department funding provided by each entity is based on a three-year average of responses for the Town and the University.
- The Fire Department will need to be relocated by 2009 since the lease with UNH expires and it will not be renewed for the present location.
- Ambulance services are separate from the Fire Department; however, the department does respond to medical calls and has Advanced Life Support certification.
- Due to the contribution by the University, the Town has a larger and better equipped fire department than could be afforded by a Town of similar size.

Police Department

- Both the Town and UNH operate separate police departments; however, the University's police department derives its police powers from the Town.
- The merging of the two departments has been studied in the past.

Dispatch

- Dispatch is managed by UNH. Dispatch serves the police departments of Durham, UNH, Lee, and Madbury; the fire departments of Durham/UNH, Madbury, Lee, and Barrington; and the Durham Ambulance Corps.
- The Dispatch's budget is covered by a fee based upon the number of calls from each entity.

Ambulance

- The Durham Ambulance Corps is a private, non-profit organization that serves not only Durham and UNH but also the towns of Lee and Madbury.
- Funding sources include patient billing, appropriations from the communities and UNH, and donations. Appropriations from the communities and UNH are based upon the number of calls received from each entity.

PUBLIC WORKS

Sewer

- The Town of Durham operates the sewage treatment plant ,which has a capacity of 2.5 million gallons per day.
- Based upon their location, the sewer lines feeding into the plant are owned by either the University or the Town.
- Proportionate funding for the operation and maintenance of the treatment plant is determined by water usage by the Town and University.

Water

- The University of New Hampshire operates the water treatment plant which has a capacity of approximately 1.7 million gallons per day.
- While it is unclear who holds the water rights to the Oyster River, the Town holds the water rights to the Lee well and Lamprey River.
- The distribution mains serving the University and Town are owned separately, based upon their location.

Solid Waste and Collection

- The Town and University operate separate solid waste facilities and collection operations.
- Recently the Town and University jointly acquired a “roll-off” truck to transport recyclable materials acquired by each entity to the processing facilities.
- Staff-level discussions have occurred with respect to the Town and University operating a joint solid waste transfer facility.

Streets, Roads, and Parking Meters

- With the exception of roads and streets within the University’s core campus, all roads and streets are maintained by the Town.
- Examples of roads maintained by the University include College Road, McDaniel Drive, and Gables Way.
- Roads maintained by the Town include Mast Road, Garrison Avenue, Strafford Avenue, Main Street, and Edgewood Road.
- Parking meters within the campus are owned and operated by the University.
- Parking meters in the Downtown and along Main Street are owned and operated by the Town.
- The University and Durham have an agreement that the Town will operate the Store 24 parking lot (owned by the University), while the University will operate the parking meters along Strafford Avenue.

TRANSPORTATION

Wildcat Transit

- Wildcat Transit is a new bus service operated by the University that is not associated with COAST. The Wildcat UNH campus shuttle is free to all students and Town residents wishing to use it.
- Wildcat Transit provides service within Durham, Dover, Newmarket, and Portsmouth.
- A fare is charged to all non-UNH undergraduate students.

Amtrak Rail Station

- The UNH Dairy Bar will serve as the train station for the planned weekend service for Amtrak.
- Service is scheduled to begin in the Spring of 2001.
- UNH is funding 17.9% of the rail station upgrade, Durham is funding 2.1%, and the Federal government is funding the remainder of the upgrade.

UNH Parking

- In the summer, patrons with a pass for the outdoor pool may park free of charge in Lots D1 and D2.
- Durham residents with community recreation center passes may

use Lot H parking beside the recreation center when they use the recreation center facility in the mornings. The lot is available for parking until 7:30 a.m.

- Residents coming to campus for gymnastics and music lessons may purchase a UNH parking permit at a reduced rate.

Downtown Traffic

- In 1997, approximately 11,500 vehicles passed through the downtown each day.
- The Town has undertaken a pedestrian and traffic improvement program for the downtown that will widen sidewalks, improve pedestrian crosswalks, and calm traffic going through a portion of the downtown.
- The University and Town have jointly applied for funding to continue a similar project on Main Street through to College Road.

Whittemore Center Traffic

- Via signage on Route 4, the University encourages traffic to approach the Whittemore Center by the Route 155 interchange in order to reduce congestion on Town roads.
- Even with this signage, traffic on the Town's streets is extremely high during Whittemore Center events. For instance, Madbury Road experiences a 233% increase in volume during events, over volumes calculated at the same time when there are no events, according to a SRPC 1997 Traffic Study.

Northwest and Southeastern Linkages

- The Town has requested funding from the state for a study on how to improve transportation connections to UNH and downtown Durham.
- Improved connections are needed to relieve traffic on residential streets in Durham and to better serve the campus and downtown.
- Future improvements, such as the train station, a new creative arts center near A-Lot, and improved downtown businesses will only increase the need.

RECREATION

Outdoor Pool

- Town residents account for 80% of its use.
- The pool is not in compliance with DES or USEPA standards.
- Operating costs to UNH are \$80,000/year for 10 weeks.
- Significant expenditure will be required for pool to remain open long term.

Whittemore Center

- Two hundred memberships to Town residents are available for the Hamel Recreation Center at a cost of approximately \$300 per year. Membership is on a first come/first served basis, and membership is currently full with no capacity for expansion.
- ORYA hockey uses the Whittemore Center for some games.
- The UNH Hockey team occasionally uses the Jackson's Landing ice rink for practice.

Jackson's Landing

- UNH owns the boat house at Jackson's Landing.
- Both UNH and Town residents utilize the Town-owned Jackson's Landing.

UNH Indoor Pool

- Available for community usage, although hours are limited.
- ORYA swim team uses the pool.

College Woods

- Available for community use, but with limited parking.

Mendums Pond

- Durham residents get special passes.

BUSINESS

Property Taxes

- As a result of legislative actions, the Town and University negotiated voluntary payments to the Town for students in Forest Park and shares in the cost of operating the Fire Department.
- UNH is an asset that the Town can use to attract appropriate, fiscally beneficial office and research uses.

Businesses on Campus

- University owned businesses, or businesses under management contract, on the UNH campus operate without having to pay property taxes. Examples include the UNH bookstore, retail stores in the MUB, and the New England Center.

UNH Funding

- UNH is heavily dependent on the State for funding, and the funding is not adequate for UNH needs. As a result, UNH is seeking to become more entrepreneurial and cost effective in its operations.
- The various “Centers” that have been developed seek to both be self-sufficient and to absorb a portion of the UNH overhead.

Entrepreneurial Campus

- The UNH Entrepreneurial Campus is to be located west of the railroad tracks and south of the Clovis Road underpass near the Chase Ocean Engineering Building.
- The campus is to serve as a place where value is added to ideas with commercial potential.
- It is an opportunity for project-based learning for undergraduate and graduate students.
- The first of four buildings, the Environmental Technology Building, each building comprising about 40,000 square feet, is scheduled to open in the Fall of 2000.

HOUSING

Fraternities/Sororities

- Ten recognized fraternities and five recognized sororities have houses in Durham. The total valuation of these houses is \$6,489,800.
- Except where grandfathered, fraternities and sororities are permitted uses only in the Central Business District of Durham.
- The Town worked with the University and enacted a still untested Zoning Ordinance provision whereby, if the University rescinds recognition of a fraternity or sorority for over one year, that fraternity or sorority will no longer be able to operate out of the house.

Conflict with Adjacent Neighborhoods

- Due to the nature of student life versus single family living, there are inevitable conflicts in areas where these two uses abut one another.
- Typical conflicts exist with respect to maintenance of the student housing, trash, noise, and the number of occupants.

Student Housing

- The Town does not receive tax dollars for the on-campus student housing.
- Off-campus housing and Fraternity/Sorority housing is taxed by Durham.
- There are approximately 188 single-family homes in Durham with accessory apartments (11% of the single family housing stock).

EDUCATION

Oyster River Student Usage of UNH

- UNH and Durham have an agreement whereby Oyster River High School students and teachers receive a tuition waiver when they enroll in classes at UNH. Approximately ten students per year take advantage of this agreement.

UNH Student Support of Oyster River Students

- Through UNH's Partnership for Social Action office, UNH

students have served as ORYA coaches, have been mentors to ORMS students, have met with ORMS students to discuss diversity and conflict management, and have worked with the Moharimet PTO on programs and activities.

UNH Library

- Durham residents are welcome to use the UNH Libraries and may receive a library card free of charge.

Forest Park

- Forest Park is tax-exempt, on-campus UNH housing for students with families and for some faculty.
- In 1998, Forest Park housed families that generated 60 students attending the Oyster River School District.
- The University and Town have an agreement under which the University voluntarily pays tuition to the Town for all of the students from Forest Park attending the Oyster River School District. The funding provided is at 75% of the tuition rate for the ORSD. The tuition rate is calculated individually for the high school, middle school, and elementary school using a state methodology that calculates per pupil costs for each school plus a "building rental charge."

CULTURE

Outreach Programs

- Outreach programs by the UNH's Theatre and Music Departments include community programs that bring artists to campus. All programs are open to the public.

Theatre and Music

- The Music Department offers 150 events per year, and student concerts are free of charge.
- Tickets to theatre or music performances are frequently discounted for Durham residents.
- More than 50% of season ticket holders are Durham residents.

