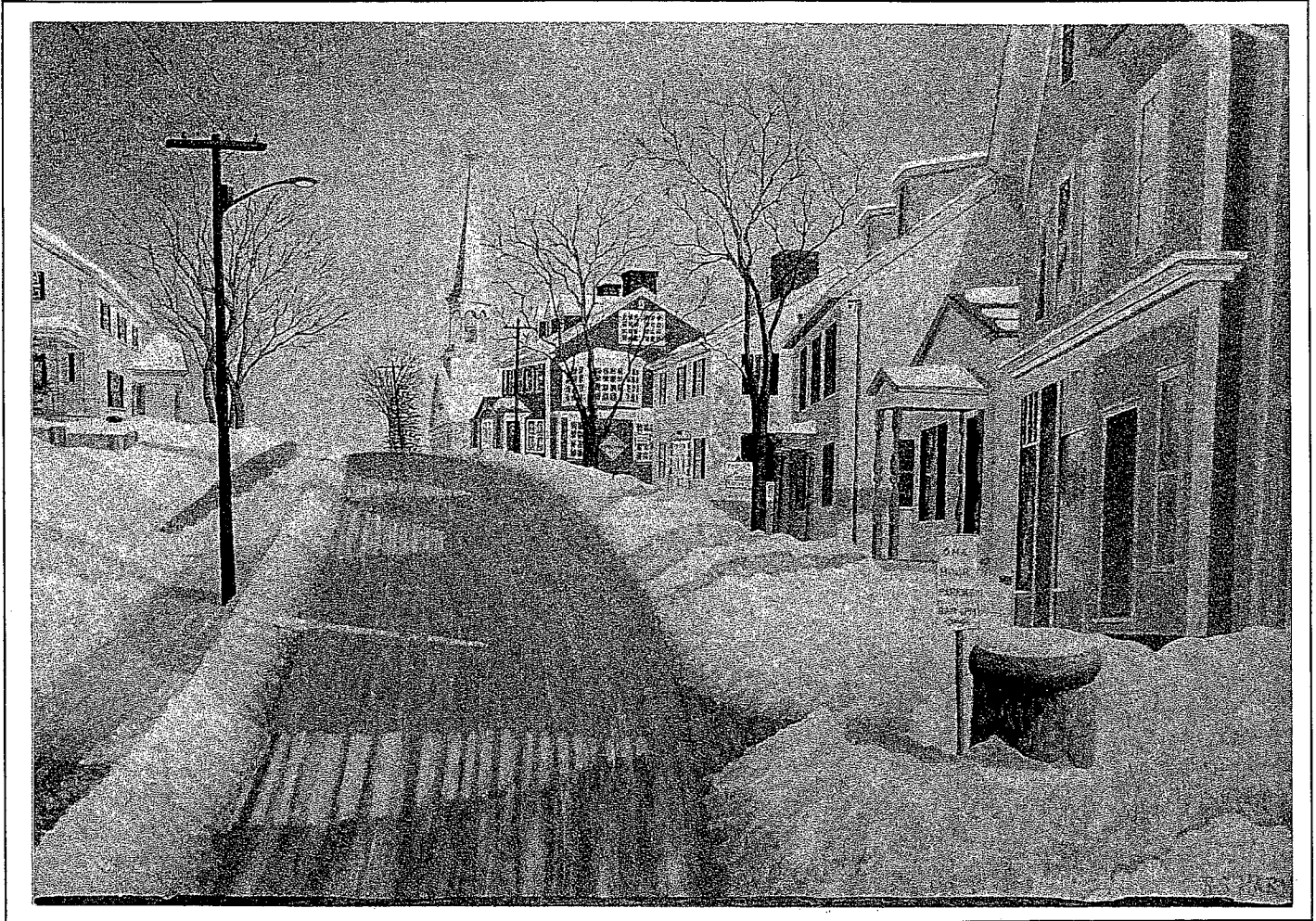


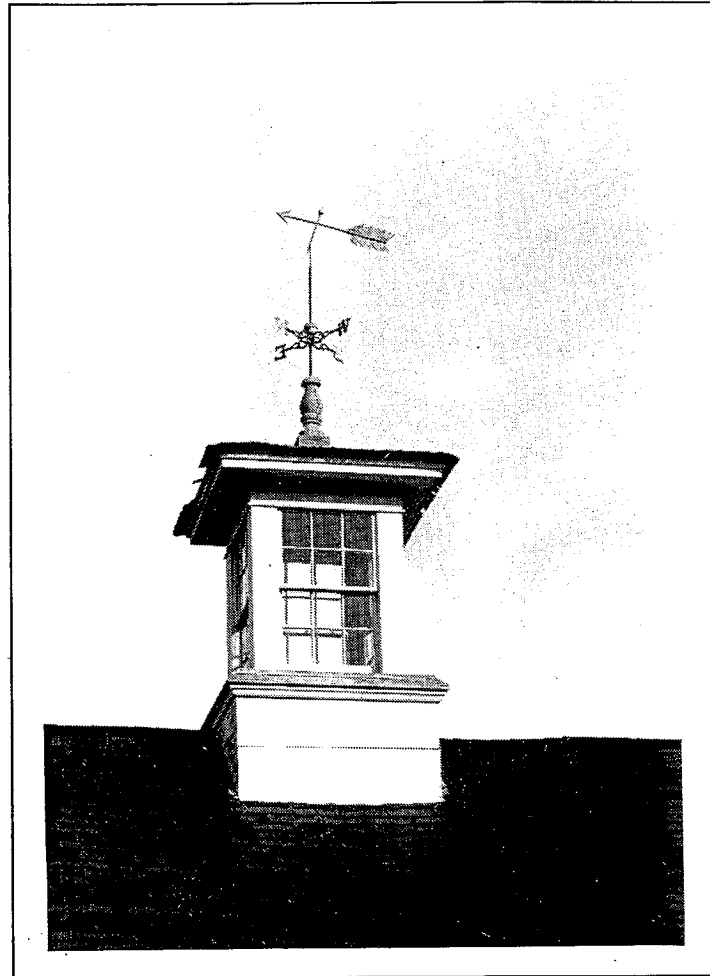
# TOWN OF DURHAM



## COMMUNITY DEVELOPMENT PLAN

JULY 1995

# TOWN OF DURHAM COMMUNITY DEVELOPMENT PLAN



PREPARED BY:

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AND  
TOWN STAFF

FOR:

THE DURHAM TOWN COUNCIL  
AND  
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# TOWN OF DURHAM

## COMMUNITY DEVELOPMENT PLAN

JULY, 1995

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## ACKNOWLEDGEMENTS

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A number of other individuals and organizations participated throughout the project by providing guidance and assistance. We are especially grateful to:

Durham Evangelical Church	Strafford Reg Planning Commission
St. Thomas More Catholic Church	Durham Marketplace
Durham Community Church	The Bagelry
Durham Historic Association	Young's Restaurant
Oyster River Middle School	The Red Onion
Oyster River High School	The Licker Store
UNH Alumni Center	Houghton's Hardware
Durham Infant Center	Mainstreet Music and More
UNH Survey Center	

Mimi Becker, Asst Professor, Department of Natural Resources, UNH  
Irene Bragdon, Durham Resident  
Dea Brickner-Wood, Durham Resident  
Steve Burns, Executive Director, Stafford Regional Planning Commission  
Jamie Calderwood, Durham Resident  
Connie Ellis, Director, Office of Public Program and Events, UNH  
John and Maryanna Hatch, Durham Residents  
Gerry Howe, University of New Hampshire Extension  
Dennis Meadows, Director, Institute for Policy and Social Science Research, UNH  
Kelley Meyers, Institute for Policy and Social Science Research, UNH  
Matt Nazar, Planner, Strafford Regional Planning Commission  
Mary Robertson, Planner, Strafford Regional Planning Commission  
Walter Rous, Durham Resident  
Bill Schoonmaker, Durham Resident  
Anne Whittenbury, Chair, Durham Parks and Recreation Committee

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# Table of Contents

I.	Introduction.....	7
II.	Background.....	13
III.	Executive Summary.....	17
	Focus Group Goals.....	18
IV.	Public Participation.....	21
	Background.....	21
	Whats been going on downtown?.....	23
	Opinion surveys.....	24
	The final public forum.....	27
V.	Topic Areas	
	A Sense of Community.....	29
	1. Local Issues.....	32
	2. University Relations.....	36
	B. Downtown.....	39
	1. Prioritization.....	43
	2. Traffic.....	45
	3. Zoning.....	53
	4. Architecture.....	56
	5. The Mill Plaza.....	59
	6. Downtown Map.....	63
	C. Economic Development.....	65
	1. Community Profile.....	66
	2. Action Plan.....	72
	D. Rt. 108/Limited Business District.....	83
	1. Profile.....	83
	2. Trend Statement.....	86
	3. Vision Statement.....	87
	4. Action Plan.....	88
VI.	Where Do We Go From Here?.....	89

**"THERE IS SOMETHING ABOUT BEING HUMAN THAT MAKES US YEARN FOR THE COMPANY OF OTHERS, TO BE WITH AND BE TOUCHED BY OUR FAMILY, FRIENDS, AND CLAN. MOVING ABOUT IN THE WORLD, STUCK INSIDE OUR OWN SKIN, WE OFTEN FEEL ALONE AND ISOLATED FROM THE REST OF CREATION. FEAR AND ANGER AT THE OUTRAGES PERPETRATED BY THE IRRESPONSIBLE DRIVE US FURTHER INTO ISOLATION. INTROSPECTIVE SOLITUDE CAN HELP US LEARN TO LIVE WITH THIS DEEP LONELINESS, BUT THE ONLY WAY TO TRULY DIMINISH THE FEELING IS BY MAKING DEEP CONNECTIONS WITH OTHERS. THIS IS WHAT WE MEAN BY COMMUNITY."**

**(CLAUDE WHITMEYER, FROM IN THE COMPANY OF OTHERS)**



# Introduction

"I was encouraged by the number of people who came out and participated in the Community Development Plan Project. I am glad that the Town was able to use local resources of talent to accomplish the formation of a community vision without outside consultants. Perhaps because of the concentration of local talent in the effort, we can expect a long term commitment on the part of many of these participants which will stimulate future dedication to the eventual fruition of the plan."

(Mary Walsh,  
Community  
Development Steering  
Committee Chair and  
Owner of Mainstreet  
Music and More)

Welcome to the first Durham Community Development Plan! This comprehensive effort is a testament to the tremendous people resources which exist in our community. The pages that follow present an eclectic and vibrant vision for the future of our community. As you read and digest the plan and supporting information, we hope that you will feel the excitement and enthusiasm which was a constant thread throughout its development, and will join in the implementation of the recommendations.

## WHAT IS COMMUNITY DEVELOPMENT?

There are as many definitions of community development as there are types of communities. A good working definition of community development can be expressed as a process whereby the people - that is, the community - arrive at group decisions and actions to bring about changes which will enhance the physical, social, and economic wellbeing of the community. In other words, community development is a dynamic, interactive, and participatory process intended to enhance the quality of life for all members of the community.

Regardless of the definition one uses for community development, there are several characteristics which are critical. These are as follows:

Successful community development is **comprehensive** in nature. All factors and variables affecting a community or neighborhood are examined. Projects and solutions to problems are designed based on this comprehensive review.

Successful community development is **organic and locally based**. Effective community development must stem from a base of strong and active citizen participation. While the experiences and knowledge of other communities are valuable tools for developing solutions to problems, projects and strategies selected must be those that are chosen by community members. The solutions and strategies for effective community development must make

"As an owner of a store in Durham, I am enlightened at how our Downtown Focus Group came to work as a total team. The group approached the task from a myriad of perspectives, though were focused enough to move along to a workable realistic vision. This vision evolved into the need and desire to portray one downtown Durham, uniting all segments and neighborhoods."

(Chuck Cressy,  
Steering Committee  
member and owner,  
Durham Marketplace)

sense for that community. Further, they need to be ones in which community members have chosen and have ownership in.

A successful community development effort program is one that has a **long term vision** matched with a **commitment to the maintenance and support** of projects that have been implemented. Simply financing projects and putting them in place is not enough. For instance, downtowns throughout the country have made significant public and private investments for extensive revitalization and enhancement, including facade and building improvements; new sidewalks, curbs, and storm drains; the addition of trees, benches and planters; and the development of open spaces into parks and plazas. Some communities have not maintained these improvements, however, and are now faced with dead and/or vandalized trees, littered open spaces, and deteriorating storefronts.

Successful community development is based on **public/private partnerships**. Partnerships are essential because in most cases no one segment of the community can solve problems alone. Further, a partnership generally leads to greater resources and more creative and imaginative solutions.

We believe that the plan and program outlined within this document has all of the characteristics noted above, and will be the foundation for a successful and sustained community development effort.

## THE DURHAM COMMUNITY

Durham is a special community. It is a "University Town," and has the exciting and vibrant flavor inherent in such communities. However, it has a long and proud history and tradition that extends beyond the University. Durham was settled three hundred and fifty (350) years ago, and was a vibrant and thriving community focused on activities and life along its beautiful waterways. It was not until approximately one hundred (100) years ago that the institution now known as the University of New Hampshire was established in Durham. Since that time Durham has grown and evolved as a "University Town,"

"When I was requested to join the Steering Committee in the summer of 1994, I had no idea the kind of grass roots involvement that this project would entail. Part of me thought that this would be "another study" that the Town would be shelving, causing futility among the participants. The reality has been that every Town official, Town Council member and Town citizen that I have spoken with, has had a very positive attitude about analyzing the plan on its merits and being open and receptive to changes. This has given me a great deal of satisfaction. The true strength of this plan is that it has been completely community based and Town citizens have run the committees."

**(Warren Daniel,  
Steering Committee  
member and co-owner,  
The Bagelry)**

though there have always been significant segments of the community which have had no formal ties, connections, or relationship to the University.

Durham has long been a special place concerned with the quality of life of its citizens. Throughout the development of this plan, citizens described and articulated what makes Durham special for them. Workshops developed early in the process asked citizens what they liked and disliked about Durham. While there were a wide range of responses, three overriding themes were especially significant. One, citizens were proud of living and/or working in Durham, and genuinely liked many aspects of the community. Two, citizens sincerely wanted to preserve that special environment which gave Durham a "small Town" feeling. Three, even as citizens described their dislikes of Durham, they did so in a optimistic and supportive manner which recognized the ability and potential for positive change.

Durham is many things. It is a university community, yes, and proud of being host to the State's largest educational institution. It is also a community with tremendous wealth of natural resources and a dynamic ecological diversity. It is a beautiful community with spectacular open spaces, and intimate quiet settings. It is a community of active and thriving neighborhoods. It is a community which values education and quality of life. It is a community of entrepreneurs, artists, and creators. It is a community with a vibrant, active downtown comprised of energetic and imaginative business people. It is a community without the strip commercial development and suburban sprawl afflicting much of America, and a community which strongly wants to protect and preserve its heritage and resources. In short, Durham is truly a special place!

## **PURPOSE OF THE PLAN**

The Community Development Plan is designed to be two things. One, it is intended to be a vision for the community. Two, it is intended to be a blueprint and catalyst for collective action to enhance the community. The chapters which follow outline the visions for the community and put forth goals, objectives, and strategies for making those visions a reality.

"The process used in developing this plan has brought out the same spirit of community that has always been so visible (and vibrant) at Town Meeting.

Community forums, Steering Committee meetings and Focus Group discussions all involved people who were willing to commit their time and talent in a spirit of friendly cooperation. I think volunteers are alive and well in Durham!"

**(Cal Hosmer, Steering Committee member and Chair, Durham Planning Board)**

The Plan is a living, breathing document created and written by the community. The decision to make the project an "in-house" locally based effort was a conscious decision by the Town Council. The concept and desire for a locally based and developed plan was embraced in large part because the Town Council had faith in the energy, enthusiasm and resources which exist in our community. The faith and support of the Town Council has been rewarded with a dynamic document and plan which, while it may not have all of the bells and whistles of a more expensive commercially produced version, is a community plan in every sense of the word.

## **PUBLIC PARTICIPATION**

The central component of the plan was an active and ongoing public participation plan. From beginning to end, the active involvement of all segments of the community was actively sought. Mechanisms and techniques ranging from public forums and workshops, surveys, questionnaires, Focus Groups, targeted outreach to school groups and neighborhoods, and one on one interactions were used to obtain citizen input. Over 1,200 people were involved in some fashion with the plan, and their ideas, suggestions, and comments recorded and considered as a part of the development of the goals, objectives, and strategies.

Chapter IV describes in detail the public participation element of the plan. In addition to being effective in involving the community in the development of the plan, it also brought many people into contact and interaction with the larger community for the first time. Since the project began, people involved with the process have volunteered for local elected office, the planning board, the July fourth celebration committee, and numerous other Town committees. In addition, the development of the plan has helped to enhance the relationship between the Town and UNH, and to identify and strengthen the connections between outstanding community groups such as CHAIN, ORYA, and others.

## WORKING STRUCTURE: STEERING COMMITTEE AND FOCUS GROUPS

"My expectations were to achieve the widest possible participation and support; to arrive at a vision, goals and plan to actively foster and control economic development so that it benefitted the community, and to solidify the notion that the community included the "Townies" and the "Universities", if we may use that colloquialism. While we have not completely achieved the last, I believe we are off to a good start, and with quiet diplomacy, I believe we will."

(William J. Healy, Jr.,  
Steering Committee  
member and Durham  
Town Councilor)

The Community Development Planning project was overseen by the Community Development Steering Committee. This committee met at least twice a month for twelve months to develop mission statements, provide policy direction and guidance, determine the public participation strategies to be used, and to eventually complete the document. This group, made up of Town Councilors, Planning Board members, business owners and the general public, was the engine that drove the process throughout its development.

The primary working mechanisms for the plan were the four Focus Groups. These groups were made up of community members, or stakeholders, who volunteered to look into detail at the four topic areas chosen. These Focus Groups worked diligently over a seven month period to develop the reports outlined in Chapter V.

These chapters, in fact the Focus Groups themselves, are the heart and soul of the Community Development Plan. The goals, objectives and strategies are designed to accomplish the mission and vision statements, and to help Durham continue to prosper, change, and grow into the 21st century. The recommendations contained in each Focus Group report were generated from research from similar communities across the nation, reading other communities plans and accomplishments; data generated from local research, questionnaires, and surveys, the public participation program, and the collective wisdom, knowledge, and talents of Focus Group members.

In many ways the work of the Steering Committee and Focus Groups were similar to an old fashioned barn raising. Folks with different skills and interests came together to "build" the Community Development Plan. The plan developed from this effort is made of hard work, respect, tolerance, courtesy, compassion, and love. And, like a structure built by a community, the plan itself will be nurtured, implemented, maintained, and lived in by those who helped to build it.

I would like to thank the Downtown Focus Group for the opportunity to participate in this community development project. I applaud the initiative of your town officials and the citizens of Durham for undertaking such an enormous project. I believe that many of the world's problems can be traced back to the loss of community. It is community-oriented action, such as this, that will make Durham more responsive to the needs of its citizens and that will create an atmosphere of cooperation. People need to be involved in the community around them and this is the perfect opportunity for them to do so.

Maybe after my years out west, I'll head back to Durham!

(Amy Stillings, UNH Student and Downtown Focus Group member)

## IMPLEMENTATION

A plan is not complete without a strategy for implementation. In fact, it can be argued that a plan is only as good as its ability to be implemented. The Community Development Plan has always been intended to be a working document and action plan. It is meant to be a "set of plans" from which specific projects can be constructed, or additional work done to implement a particular recommendation. Chapter VI provides an action plan for implementation, as well as estimated costs, tasks, responsibilities, and mechanisms necessary to carry out the plan.

Any effective planning process is a circular one. It is a fluid, dynamic process that never ends. As the plan is adopted and the implementation phase begins, there is need to evaluate and monitor the success of the effort, and to begin the process for meeting ever changing conditions and developing a new plan. It is the intent of the Community Development Plan that it serve as the springboard and foundation for a revision and updating of the Master Plan. It is also the intent that the public participation techniques and programs developed as part of the project become standard fare for the Town government, and serve as models for the ways in which solutions to problems can be formulated.

## SUMMARY

Enjoy your reading of this document. We hope you find as much enjoyment in its reading as we gained in being a part of the project. More importantly, we hope it stimulates you to become a part of its implementation, and to give a little back to this wonderful Town of Durham, our community. **Have a pleasant journey through the plan, and sign up to be a part of this exciting and wonderful project and program!**

Sincerely,

Community Development Steering Committee

# Background

The concept of a Community Development Plan was born in the summer of 1993. During that time, the Planning Board began to consider a revision to the Town Master Plan. At the same time, the Town Council was considering a variety of issues regarding economic development, downtown improvements, and the like. A range of suggestions for physical improvements to the downtown and ways the Town could stimulate economic development were being discussed. The concept of a Community Development Plan arose from these discussions. The intent was to provide a comprehensive overview and review of various community development issues, with the outcome being a plan which would articulate a Community Development vision for the future. Appendix A provides a review and chronology of various discussions and materials which were considered leading up to the initiation of the plan's development in August of 1993.

The original proposal for a Community Development Plan was included in the proposed 1993-99 Capital Improvements Plan. The plan was reviewed by the Planning Board and approved by the Town Council (see Appendix A for materials regarding the original proposal). The Estimated \$50,000 funding for the plan was projected to be taken from the Community Development reserve fund. This fund was established utilizing proceeds from an Urban Development Action grant awarded to the Town for assistance in the development of the Data General Facility (now owned by Heidelberg Harris, Inc.) The original concept considered the retention of a consultant to work with the Town on the development of the plan.

The project was included for funding in 1994, and was identified as a key priority for 1993. However, due to other pressing issues and demands on the part of Town Council and Town staff, the Council provided the direction that the project begin in 1994 in order to devote proper attention and resources to it. Appendix A includes written materials discussed during that time.

During 1994, the Planning Board discussed with Town staff ways the Community Development Plan could be integrated into a master plan revision, and what the Planning Board's role would be in the project. It was determined that the Community Development Plan could serve as a springboard for the development of a Master Plan. The specific elements to be reviewed as a part of the Community Development Plan would be incorporated into the Master Plan at the appropriate time. To assist with this, the Planning Board reviewed the various goals, objectives and recommendations from the 1989 Master Plan, and indicated whether or not they were still in agreement with them (see appendix A).

Also during this time, the Planning Board continued to express concern regarding the future land use patterns which could develop in the Route 108 corridor from Main Street to the Durham/Madbury Town line. After significant review, the Planning Board determined that it would be beneficial to review the corridor as part of the Community

Development Plan. The original concept of a Community Development Plan was broad in scope, and included the retention of a consulting team to work with the Town on the project. During 1994, the suggestion of accomplishing the project using in-house staff and local volunteers was explored. The staff reviewed this approach, and acknowledged that it was an achievable objective and could work well given the nature of the project and the tremendous level of people talent and skills available in Durham.

The in-house proposal was discussed at length with the Town Council. It was agreed that this approach would be utilized, and that a temporary, full time position of Community Development Specialist would be filled to work with the Town Administrator and Director of Planning and Zoning to coordinate the project. At the same time, The Council appointed a Community Development Steering Committee to oversee and guide the project.

The Community Development Steering Committee was made up of a broad range of people with different interests and backgrounds. The members included Town Councilors, Planning Board members, a UNH student, representatives of the business community, and other interested citizens who were willing to volunteer significant time to the project. This committee was seen as the guiding force for the project, and the body responsible for the ultimate development of the Community Development Plan. They began meeting in August of 1994.

In August of 1994, James Russ was hired as the Community Development Specialist. He began work on August 15, 1994, and immediately developed a time schedule in conjunction with the Community Development Steering Committee. The project has stayed remarkably close to the time and work schedule projected at the outset, a credit to all involved with the project.

### TOPIC AREAS

The original scope of work for the project was broad and multi-faceted. During the planning stages for the project it was decided that the scope should be focused downward, and address a narrower range of areas in more detail. Consequently, issues regarding parks and recreation, affordable housing, transportation planning and historic preservation were removed from the scope, with the intention that these areas would be reviewed in other forums by other bodies as appropriate. This narrowing of the scope made particular sense with the decision to do the project on an in-house basis.

Four specific topic areas were included in the project. These are summarized below, with a brief explanation and background as to why each was chosen.

**Downtown** During the past several years there has been a great deal of focus on the downtown and ways to enhance its economic vitality, physical appearance, and its role as social center of the community. The Town had initiated outreach with the local business community and downtown merchants. It was believed that a comprehensive review and report on the downtown was needed. This report would focus on specific improvements and measures that could be made to enhance the downtown area.



**Economic Development** Most communities in the New England region have been focusing on economic development, in one fashion or another during the economic recession of the past few years. In Durham, there seemed to be growing awareness and support for the need for increased economic development which did not detract from the community. A survey done on behalf of the Town in 1993 (generously provided by the Survey Center at UNH) indicated that a large majority of Town residents supported balanced economic development in Durham, and supported a more active Town role in stimulating such. The need to look at economic development in the context of the special needs, demands, and attributes of Durham led to the selection of economic development as one of the topic areas.

**Rt. 108/Limited Business District Corridor** This "gateway" into the Town of Durham from the north has been of growing concern to the Town. The Planning Board determined that the future land use in the corridor would be of critical importance to the community. This corridor was included in the study with the intention that it be focused on in sufficient detail to allow the Planning Board and the Town Council to move quickly to implement the recommendations.

**Sense of Community** There has been growing awareness around the country of the importance of "community". Many people who have fled inner cities and more compact urban areas are yearning for the feel of close communities and neighborhoods. In Durham, the need for a stronger community identity and a connection between the wide variety of active groups in Durham seemed to be important to people from all sectors and interests. In addition, there appears to be a strong sense that the Town and the University of New Hampshire need to work more closely together towards enhancing the community's identity, on campus and off.

Once the decision was made to accomplish the project utilizing Town staff and local volunteers, an outline for the plan was established. The concept of establishing Focus Groups to review four topic areas was believed to have a high potential for effectiveness and success, given the high level of awareness of the citizenry, and the broad and diverse types of talents and skills available in Durham. In addition, the Focus Groups were projected to expand the "circle" of community participation in the project.

The Focus Groups were envisioned to be, and indeed became, the primary working groups for the project. In reality, less specific technical consulting assistance than originally was projected was needed due to the interest, time commitment and high quality of the Focus Group participants. Focus Group members with talents in the areas of design, drafting, architecture, writing, facilitation and others devoted an extraordinary amount of time and energy to the project, dramatically reducing the need for specific consulting services.

The project is complete, and the level of commitment and effort has been remarkable. The four Focus Groups are in remarkable agreement in those areas where there was overlap. They served to compliment and support each other, and have been successful in generating excitement and enthusiasm necessary to be successful in the implementation phase.



# Executive Summary

The Town of Durham has an exceptional history of comprehensive long range planning. Community members recognized many years ago the need to be analytical and reflective in planning for the future. A forward-looking document like the 1969 Master Plan, together with its 1978 and 1989 updates, is a fine example of this dedication -- many of the recommendations put forth in those plans still have merit today.

The objective of the Steering Committee has been to carry on the planning tradition in Durham, while being thoughtful and inclusive in the process. The intent of this plan is to create a clear vision of what we value in our community, and to outline what we need to accomplish to preserve and strengthen those things.

During the early meetings of the four Focus Groups, a great deal of time was spent highlighting those things members liked and disliked about their community. The overwhelming sentiment was that Durham is a special place that needs to be protected and revitalized. The natural beauty of the area, the University of New Hampshire campus and people, and an active, well informed citizenry make Durham a unique place to live. Close to one hundred (100) people volunteered a tremendous amount of time and energy to make this plan representative of the views of all of the stakeholders in the community. The willingness of these people to sacrifice countless evenings to this effort demonstrates a strong willingness to see Durham protected and revitalized.

## Where We Are

The four Focus Group reports go into great detail in describing the state of our community as it relates to those particular areas. Reading the Focus Group reports, you will find that Durham is an excellent place to live, work, and play. You will read about a community that is diverse, vital, and attractive. You will also, however, read about a lack of a strong sense of community among permanent residents; a downtown which may be lacking in items which appeal to the non-student population; a heavily traveled entrance corridor that underutilizes its potential as both a commercial zone and as a gateway into the community; and a local property tax base disproportionately dominated by residential properties.

## Where We Want To Go

Each Focus Group organized its vision through a series of goal statements. For this project we have defined a goal statement as *a statement of self-image of the community -- they are general expressions of intent*. They are not extremely specific and they should be realistic given the circumstances unique to Durham.

## Focus Group Goals

### A Sense of Community

1. An enhanced sense of communication, involvement and belonging among townspeople.
2. Public places which encourage more social interaction.
3. A mutually supportive relationship between the Town and the University which promotes social and physical benefits to both.

### Downtown

1. To create an environment downtown that is pedestrian oriented while balancing the needs of all modes of transportation.
2. A downtown which has a wide range of retail and other commercial uses as possible, without expanding the geographical boundaries of the Central Business District.
3. To create parking areas in the downtown that are designed to accommodate the maximum number of parking spaces, move traffic efficiently, are well landscaped, and are good environments for animals and humans.
4. The physical and psychological linkage of the Mill Plaza with Main Street and the rest of the downtown.
5. A Mill Plaza with architecture that more closely resembles that of the existing townscape, along with better landscaped parking areas and open space.

### Economic Development

1. To create an environment in Durham that is responsive to the needs of existing and potential businesses and cognizant of our mission of maintaining and enhancing the character of Durham.
2. To make use of the unique natural, historical and human resources that exist in Durham in our efforts to stimulate community economic development that is consistent with our mission to maintain and enhance the character of Durham.
3. To maintain downtown Durham as the vital commercial center of the community. All economic development initiatives must balance their efforts with the commitment of keeping downtown the functional commercial center of the community.

4. A commercial zone which offers a variety of vital retail and professional services to the community.
5. To maintain a mix of residential and non-residential zoned land which will balance our need to stabilize the tax burden and maintain and enhance the character of Durham.
6. To encourage the location of businesses in Durham that are considered to be community friendly.
7. To promote commercial activities in each Office/Research Zone that is appropriate to the conditions that exist in each specific zone, understanding that some areas have limitations that might preclude certain activities, while others lend themselves to certain other activities.

### **The Route 108 Corridor**

1. To maintain the rural, open feeling that currently exists along Route 108 from the Madbury Town line to the Route 4 overpass.
2. To incorporate limited commercial land uses which are sensitive and complementary to existing residential properties in this section of the corridor.
3. New development in Gasoline Alley which creates a smoother visual transition into the historic district, thereby enhancing the appearance of this important gateway into Durham.
4. A commercial zone which offers a variety of vital retail and professional services to the community.
5. A Church Hill that includes multiple land uses, including professional offices and selected retail, so that everyone can enjoy these historic structures.

### **How To Get There**

Accompanying each goal are a number of objectives which outline the steps or components necessary for reaching a stated goal. Each objective is followed by alternative strategies that describe how each objective can be implemented.

In the "Where Do We Go From Here?" section of this document there is an action matrix for each Focus Group which provides details outlining: the primary group responsible for implementation; what type of local government action needs to be taken -- if any -- cost estimates; funding sources; and the like.

**As a whole, this report provides a solid framework for future action. The next step is to develop programs and a volunteer citizen infrastructure for implementation.**



**Community Stakeholders Speaking Out at a Public Forum**



**What Are Your Thoughts on Downtown Durham?**

# Public Participation

## Background

The central element and component of the Community Development Plan was a comprehensive and active public participation process, including:

- the establishment of a community based Steering Committee
- a public forum to recruit Focus Group members
- three public forums
- a downtown merchants survey
- a downtown users survey
- a site plan process survey
- a general community development phone survey
- a public forum participants survey
- two newsletters
- press releases
- a section in the 1994 Town Report
- a presentation at the 1995 Town Meeting, and
- over 60 combined public meetings of the Steering Committee and the 4 Focus Groups

## Participation Process

This Community Development Plan was developed through a very unique, community-oriented process to insure that the outcome recommendations represented the views of the community as a whole.

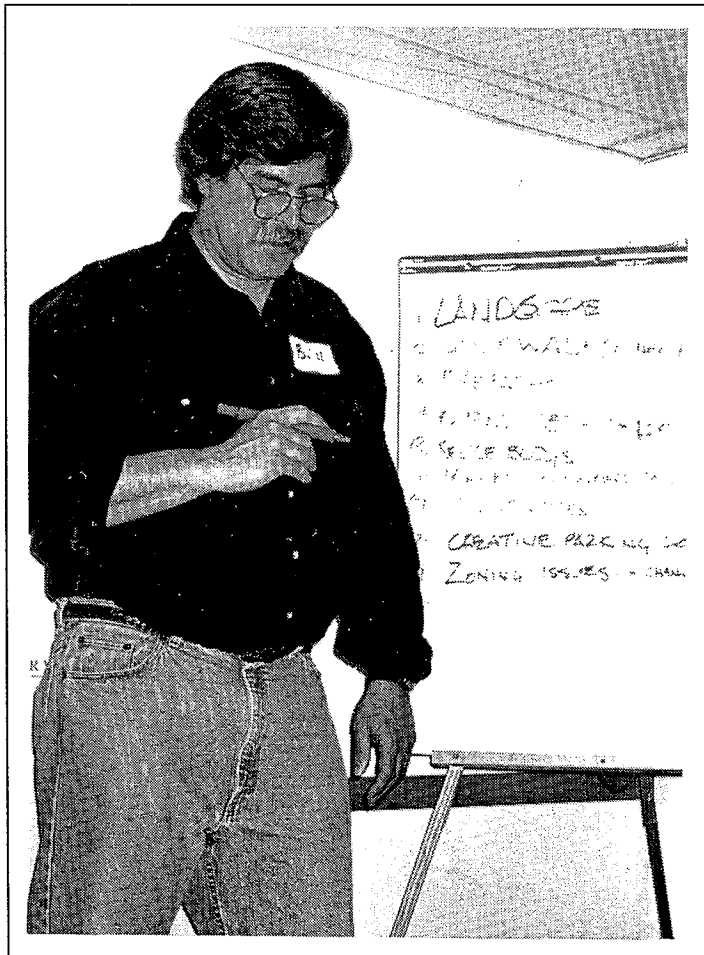
In order to make the plan as organic as possible, the Town undertook a creative, grass-roots participation process which started with the formation of a Steering Committee, the creation of a Vision Statement and the establishment of four Focus Groups. Each group was comprised of local citizenry, meeting over 60 times to develop goals, objectives and strategies for their specific area to work on.

Public participation has been defined from the onset to be the most critical component of the creation of the Community Development Plan. The Steering Committee put forward a directive that required the establishment of a comprehensive and systematic public participation plan. The Steering Committee and staff developed a public participation plan that included a unique blend of public forums and workshops, Focus Groups meetings, community surveys and public presentations.

The Steering Committee, after establishing the four Focus Groups, put forward an intensive schedule beginning with a recruitment and orientation meeting for Focus Group members on November 9, 1994. This meeting was an open

call to the citizens of Durham to participate in the development of the plan. Nearly 90 citizens attended the first meeting -- they broke into four Focus Groups and discussed potential issues which would be covered in the next five months of meetings. Between November 9th and the end of 1994, each Focus Group met approximately three times to work on their individual vision statement and performed a STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS analysis on their area of focus.

The first public forums were held on Dec. 8 and 11, 1994. The public forum format was developed using the "Charette Style" to involve the public in the planning process. The general concept behind these forums was to allow participants to identify potential problems or issues within a focus area, prioritize the problems or issues, develop solutions and an implementation strategy for the top problems or issues.



**Local Resident Bill Schoonmaker Facilitates a discussion on the Route 108 Corridor**

To insure that the forums were well attended, the Staff executed a media campaign which included press releases to three area papers; radio public service announcements; Channel 12 cable TV calendar advertisements; newsletter information; direct mail in the form of personal invitations to all property owners in Town; postcard announcements distributed at local businesses and at the annual Christmas Fair; Fliers to the Oyster River Middle and High Schools; University of New Hampshire-- E-mail messages to all electronic mailboxes on campus; an article in the New Hampshire, the student newspaper, outlining issues to be discussed in the public forum; and signs advertising the forums were posted in the downtown island and other public places, see appendix F for copies of press releases and articles.

Each forum started with an introduction by Mary Walsh, Chairperson of the Steering Committee, followed by comments by Jim Russ and Larry Wood to stimulate discussion on the various topics. After a break, individuals were asked to go to their selected area of focus mirroring the four Focus Group topics. A facilitator



and a recorder were on hand to frame the issues before them, record the comments, and facilitate the groups recommended strategies and objectives for implementation.

The Wednesday, Dec. 8 meeting had approximately 64 participants; the Dec. 11 meeting had about 30 participants. The results of the forums, which were recorded on newsprint by the recorders during the forum, were transcribed and forwarded to each Focus Group and the Steering Committee for use in the development of the plan.

The Staff also implemented various other public participation formats including presentations to 1) the Durham-Great Bay Rotary; 2) the Durham Business Roundtable; 3) Oyster River High School classes in a mini-forum; and 4) to the residents of the Church Hill apartments. The outcome of these efforts were forwarded to the Steering Committee and Focus Group members. It should be noted that the Focus Groups were not static in their membership--the groups grew with new membership as more individuals became informed and involved, caused by, in part, the public participation component of the Plan.

In January 1995 the Town, via a direct mailing, requested that all businesses and property owners in the downtown, including the Central Business District (CBD) and the Limited Business District (LBD), become active in the Community Development Plan. The business and property owners were encouraged to participate in public forums, the Focus Groups, various surveys and/or by providing written suggestions or comments. In short, the business and property owners were asked to participate in whatever manner they felt comfortable, particularly since two of the four focus areas included the areas where business owners operated their business or owned land in either district. The business community was extremely supportive of this request and participated at all levels.

Staff developed and implemented five surveys to assist the Steering Committee and Focus Groups in the preparation of the Community Development Plan, including: a phone survey, downtown merchant survey, downtown user's survey, general community development plan survey, and a site plan review process survey (see Appendix C). The Staff undertook the Downtown Users Survey at various locations including Houghton's Hardware, Durham Marketplace and the Witch's Stew. Some of the results of the survey are presented below.

### **What's been going on downtown?**

In an effort to get a representation of the views of people who are using the downtown, Town staff and a few volunteers spent several days on the street downtown asking people to participate in a survey. The Downtown Focus Group was interested in learning more about how people use the downtown and what they feel are shortcomings. Two hundred forty people filled out surveys on three different days, at three different times of the day, and at several different locations. While this is only a percentage of people using the downtown on an

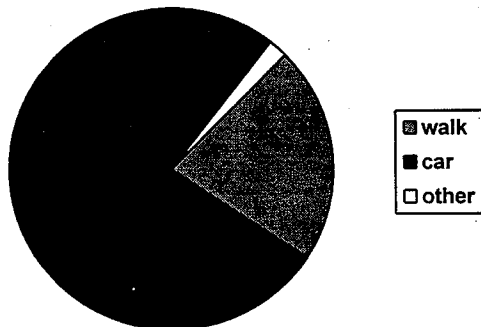
average day, we used these results as a sample of everyday visitors to this area of Durham. The survey illustrated that of the people who were downtown on those days...

- 67.5% were college students
- 60% were under 23 years old
- 90% go downtown weekdays
- 91% do not regularly patronize clothing and accessory shops
- 70% regularly patronize restaurants downtown
- 45% meet friends downtown six or more times a month
- 70% regularly patronize the grocery store downtown
- 72% rated evening safety as 'good'
- 67% walked into Town

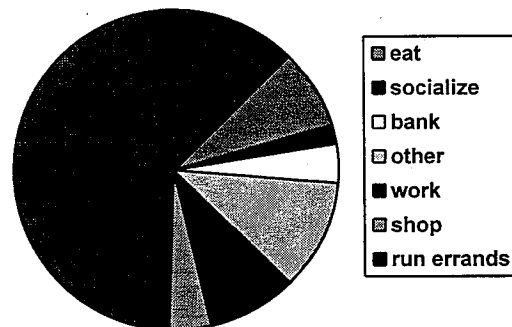
### FOCUS GROUP EXIT SURVEY (NOVEMBER 1994 FORUM)

The Staff created an exit survey for the Focus Group Recruitment Forum. The intent of the survey was to take the pulse of the community on a broad range of topics associated with community development, including questions about the downtown; economic development, gasoline alley, and sense of community. Some of the results are presented below:

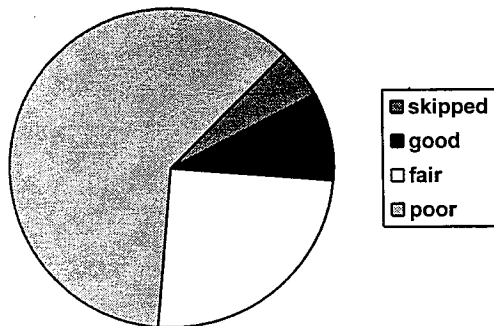
• *How do you get downtown?*



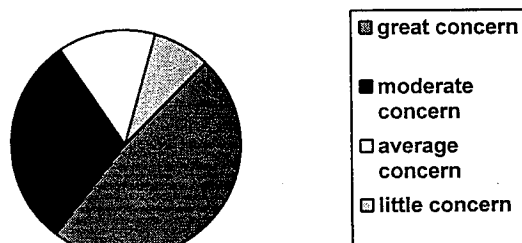
*What is generally your reason for going downtown?*



*How would you rate the # of convenient parking spaces?*



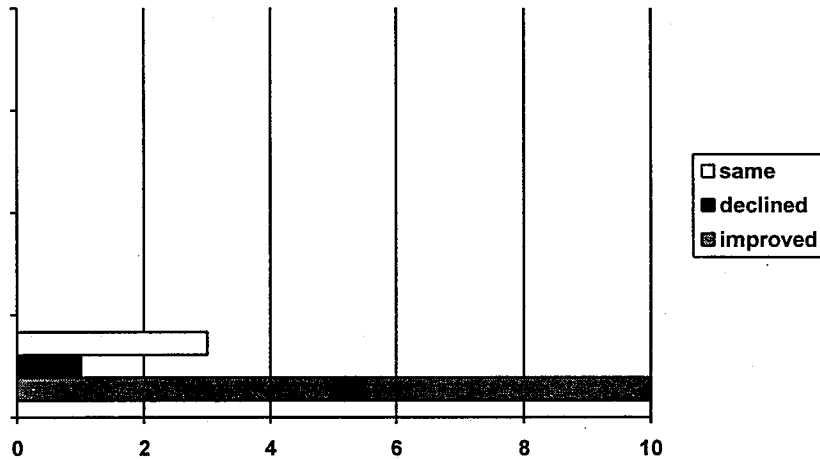
*How concerned are you about your economic future?*



## DOWNTOWN MERCHANTS SURVEY

The Staff created a survey that was intended to require the downtown merchants to take an objective look at the area and provide the merchants' perspective of a range of issues affecting the downtown. All merchants were requested to participate, a total of 64 commercial establishments, and below is a summary of the survey results collect from the 18 responses:

- 13 respondents rent their space
- 5 respondents own their space
  
- *Over the past five years your business.....*



- *How would you rate the downtown area for the following?*

	NUMBER OF RESPONSES		
	Good	Fair	Poor
Attractiveness of the Downtown	9	7	2
Quality of eating places	9	9	0
Cleanliness of streets and sidewalks	9	9	0
Comfortable places to sit outdoors	1	9	8
Number of convenient parking spaces	4	5	9
Convenience of shopping hours	7	11	1
Friendliness of sales people	15	2	0
Safety during the evening	14	5	0
Variety of goods sold	3	9	5
Cost of goods sold	4	12	1
Pedestrian traffic flow	8	6	2
Smoothness of traffic flow	2	9	6

## SITE PLAN REVIEW PROCESS SURVEY

The Staff developed a survey designed to evaluate the impact the Town's Site Plan Review process has on applicants and their proposals. The survey was designed to include all applications that have gone through either the expedited site plan review process at a Staff level or through the full Planning Board process. Twenty-six applications for site plan approval have been processed since 1992 and all applicants were asked to participate. The Town received 9 responses and the results are presented below:

- The application process was clear
- The application and supporting documentation provided by the staff were clear
- Items that should be added to the application information packet:
  - Clearer zoning definitions
  - Earlier contact with the Public Works Department
  - Clarify forms so that minor (in home) projects are not on the same form as large projects
- The process was considered timely by all responding applicants

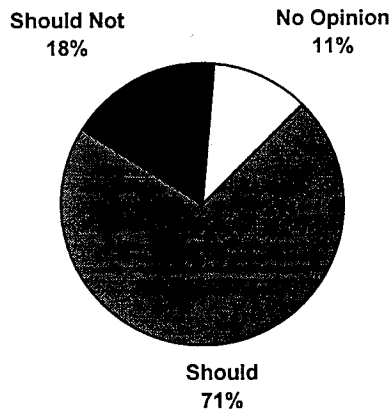
### **And in Durham in general?**

Simultaneously, the Staff worked with UNH's Institute for Policy and Social Science Research Center (IPSSR) in the development of a phone survey. This survey, generously donated by UNH, was a statistically valid random sample survey with a margin of error of +/- 6.9%. The survey covered a broad range of issues selected from each of the four Focus Groups. The Survey Center targeted 300 residents of Durham and chose only non-students.

The study sample for this survey covered a diversity of age groups, with 75% of the respondents owning their home. Here are some of the highlights from the survey...

- 67% supported economic development in Durham
- 73.5% were satisfied with the current uses of land on Church Hill
- 59% were satisfied with the current uses of land on Rt. 108 between Rt. 4 and the Madbury Town line
- 65% were satisfied with the current use of land at the Wagon Hill Farm
- 56.5% felt the Town should work with businesses to improve the image of "Gasoline Alley"
- 74.5% supported Office Space as a type of economic development in Durham
- 80% felt it was very unlikely they would use a shuttle bus from Durham, to UNH Campus, or to UNH satellite parking
- 69% supported Restaurants, Inns, and Motels as a type of economic development in Durham

## Should Town Play an Active Role in Promoting Economic Development?



Substantial portions of the Town Report and the 1995 Town Informational Meeting were dedicated to the Community Development Plan. At the informational Town Meeting, Mary Walsh spoke to about 50 residents on the progress of the plan to date.

### **Joint Focus Group Social and Workshop**

As the four Focus Groups and Steering Committee progressed towards the last formal public forum, the Committee decided it would be worthwhile to hold a joint meeting to discuss progress and overlapping issues. This was the first time that all four Focus Groups had the opportunity to put forward their recommended goals and objectives and discuss areas of potential overlap and/or of conflict. The meeting was very productive and each group came away with a sense of direction that the plan was going to go forward and frame the long-term vision of the Town of Durham. The meeting also gave Focus Group participants an opportunity to interact and get to know each other.

In preparation of the final forum, the Staff prepared a Community Development Newsletter. The Newsletter was developed as a document to inform the general community on the status of the Community Development Plan, give them a taste of the direction the Plan was heading and hopefully spark their interest in attending the next public forum. The Newsletter was sent to all property owners and an additional mailing list comprised of local businesses, citizen leaders and other interested parties (See Appendix E).

### **The final public forum**

The final public forum held on May 10 was a huge success! Over 150 community members gathered for a truly enjoyable event. The public forum was a night full of interesting presentations by Focus Group members, delicious food provided by local restaurants, and conversations with friends and neighbors from Durham. All four groups had the opportunity to show the rest of the community the recommendations they have been developing for the past six months. Each Focus Group gave two presentations, followed by a chance for everyone to comment on

the progress they had made, ask questions about the ideas that have been developed, and give suggestions to be incorporated into the Community Development Plan.

Each Focus Group created a presentation team composed of the chair and 2-3 members of the group. Using slides, maps, and plans the Focus Group members showed their goals and objectives and the various areas which would be affected by their recommendations and/or examples of desired changes.

In addition, the forum was catered by four local merchants--Kenny Young from Young's Restaurant; Chris Hennessey and Mark Henderson from the Red Onion; Warren Daniel from The Bagelry; and Chuck Cressy from Durham Marketplace. They all provided a range of gourmet-style food available in the Town of Durham.

The conclusion of the forum was a wrap-up--where do we go from here? It was noted that the plan would be finalized in the next two months and presented to the Town Council for implementation which would include submitting the plan to the Planning Board.

The Town held three public forums, a joint workshop on the plan for the members of the Focus Groups and the Steering Committee, more than 60 Focus Group and Steering Committee meetings, and completed five formal surveys.

As the most critical component of the Community Development Plan, the public participation portion of the process has been an **overwhelming success** by having engaged more than 300 Durham residents and other stakeholders for direct input to the plan and over 1200 residents and stakeholders via various surveying tools.

# Sense of Community

## **Mission Statement**

*Our mission is to find ways to bring our community together. Our action plan should include the active participation of all members of our community.*

## **Background**

Three hundred and fifty years ago a community formed and began to spread out from the banks of the Oyster River, up the Lamprey River and across the countryside. Two hundred and fifty years later, the University of New Hampshire was established in Durham, changing the Town as it grew. The history of Durham is present today in both the Town's physical places and social interactions -- the places we gather, and our sense of who we are as a community.

Durham is a socially complex community. Descendants of old Durham families and longtime residents share the Town with a continually changing population. Despite being a small Town, there is a wide geographic, economic and occupational diversity among the residents. Durham also enjoys the benefits of a multi-faceted University population, including international families and faculty from very different backgrounds. Both the diversity and the frequent turnover of population are part of Durham's unique character and play an important role in the creation of a sense of community and commonality in the Town.

Despite its size, the University does not alone determine our sense of community, or the places, events and institutions which bring us together. Durham's rural character, beauty, waterfronts, proximity to the Seacoast and Boston, combined with the excellent reputation of the Oyster River schools, make the Town a vital and attractive place to live. Citizens of the Town are proud of it, and repeatedly support the Town's schools and natural environment, even in the face of economic and developmental pressures.

## **The Challenge: Public Attitudes Toward a Sense of Community**

In a series of public forums on Sense of Community, there were several common threads that emerged in the opinion-sharing sessions. In order of the frequency they were cited, these can be summarized as:

### **A. Communications, understanding and a sense of belonging**

This includes: soliciting, developing and working toward common goals; building a sense of inclusiveness among residents, newcomers, students, and various age groups; enhancing a sense of loyalty and belonging through community projects; encouraging and organizing volunteers; organizing recreation programs for all ages; and having central sources of information to reduce the sense of fragmentation and heighten community awareness.



**The Annual Forth of July Fireworks Celebration**

Having more community events was seen as important to a sense of community from several perspectives: it would encourage people to work together on a common project; it would build Town traditions; it would make downtown and park spaces more vital; and it would enhance a feeling of who we are as a community, in all our diversity.



**B. Improving the Town physically to heighten a sense of community**  
Many people feel that Durham lacks a center -- an identifiable "Town common" -- and places for informal social interactions. Suggested solutions included: building a community center/Town library; developing more areas conducive to socializing; and improving the downtown, aesthetically as a magnet for residents rather than just students.

**C. Relationship between the University and the Community**  
In public sessions, the University was depicted as both positive and negative. It was seen as a "wonderful resource" contributing to the town's cultural richness, vibrancy and diversity. It was also seen as exploitative, dominating the downtown, inaccessible, and sometimes disruptive. There was a prevailing feeling that more needs to be done to help residents feel that the University is a positive aspect of the Town.



UNH Hockey Team Members and Durham Youth -- Spring Fling 1995

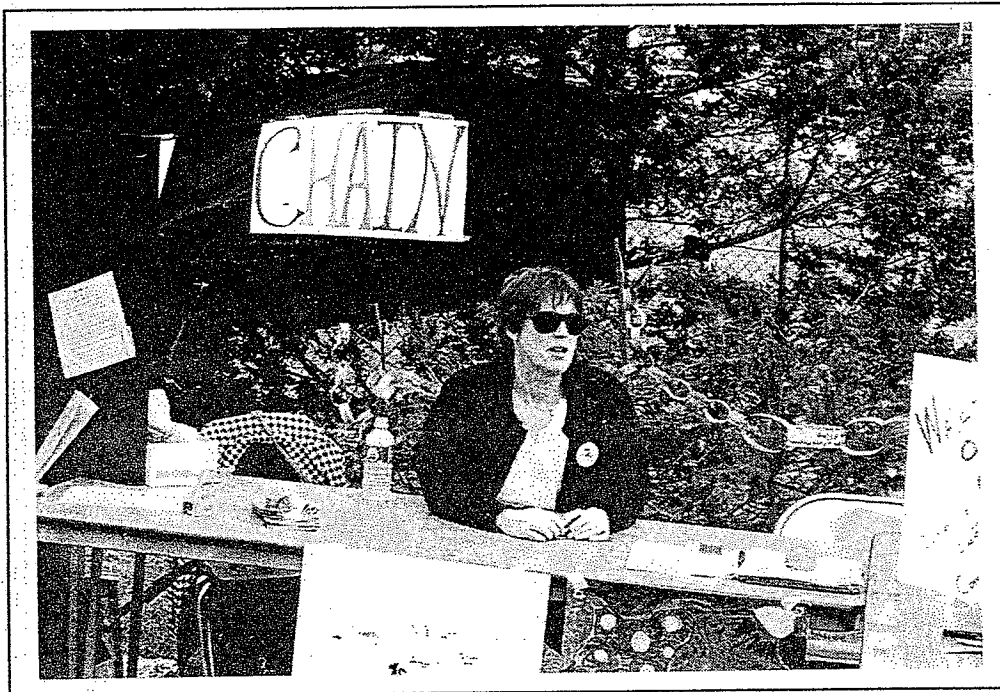
Communications among Town residents and improving the Town physically are discussed in Section I. University-Town relations are discussed in Section II.

## Section I. Sense of Community Among Town Residents

### Goals

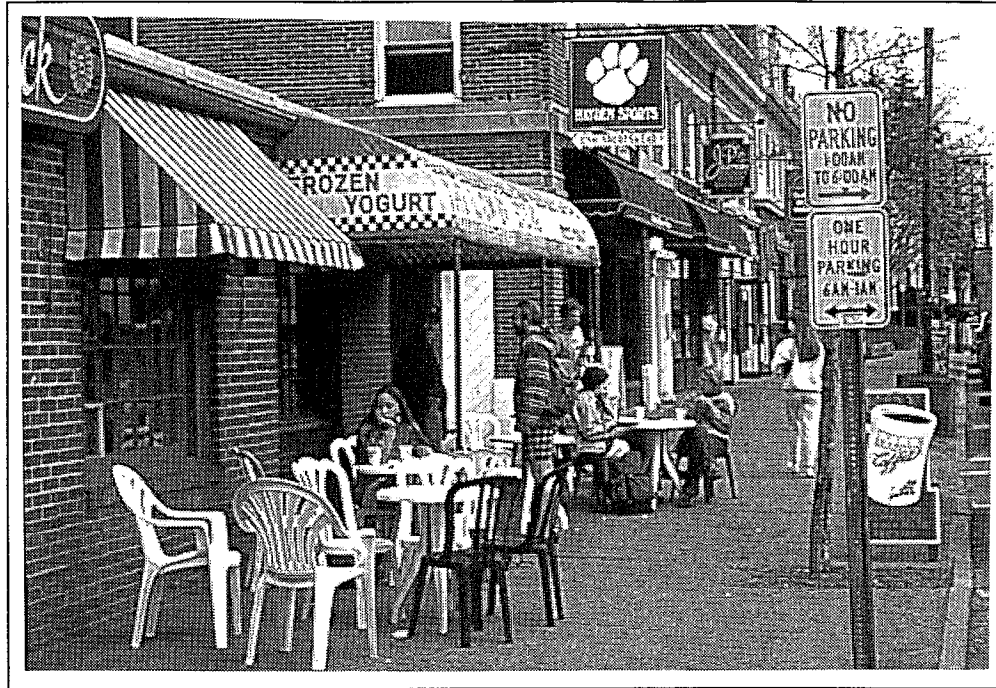
Working from problems and opportunities identified in the public and group forums, the Focus Group developed two general goals for improving the sense of community among Durham residents:

1. **AN ENHANCED SENSE OF COMMUNICATION, INVOLVEMENT AND BELONGING AMONG TOWNSPEOPLE**



## (Sense of Community Among Town Residents Goals -- Continued)

### 2. PUBLIC PLACES WHICH ENCOURAGE MORE SOCIAL INTERACTION



To achieve these goals, we propose the following objectives and strategies.

#### Objective and Strategies

**Objective:** Increased citizen involvement in projects, traditions and events by all members of the community.

#### Strategies

1. Create a position of Volunteer Coordinator to manage a "volunteer clearinghouse".
2. Increase and enhance events which bring community members together -- e.g., Fourth of July, Durham Day Picnic, waterway events, skating/bonfire on Mill Pond, Memorial Day Parade, and celebration of winter holidays. Encourage Town participation in student-sponsored community events such as Spring Fling, Halloween Haunted House, etc.
3. Increase and promote Town projects and events which provide opportunities for volunteer involvement in the Town; e.g., Town beautification efforts, recreation, and helping Town organizations.
4. Publicly acknowledge Town volunteers.

**Objective:** Improve communications among townspeople, including residents, merchants and Town officials.

**Strategies**

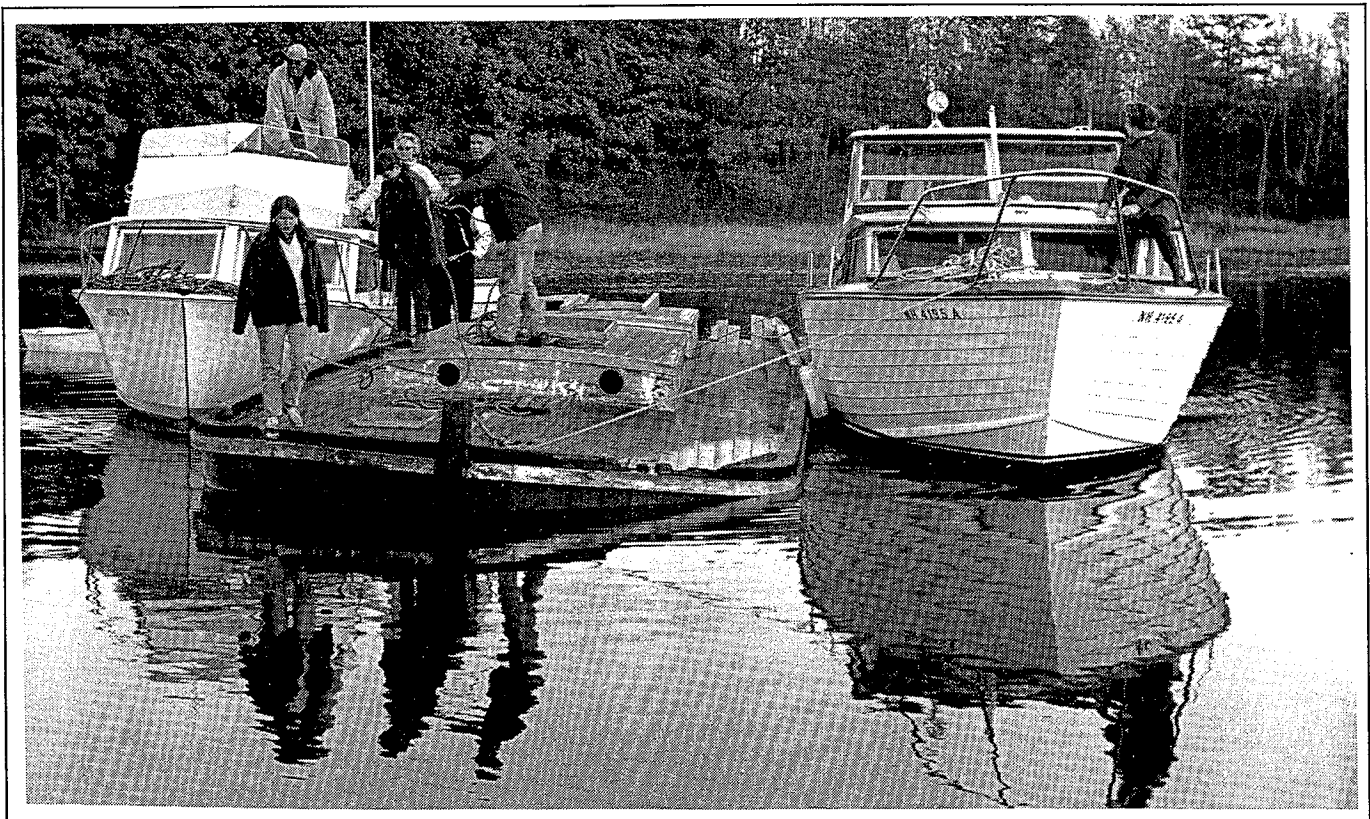
1. Create a dedicated telephone line with message machine to provide information about community events. Explore electronic communications as a means of disseminating information about community and campus events.
2. Provide frequently-tended kiosks at key locations which list upcoming Town and university events. Kiosks could also display maps and guides to Town historic, recreational and scenic resources.
3. Produce a low-cost news sheet about community happenings and projects to be made available at a central location.
4. Add a page to the Town Newsletter for events, Town projects needing volunteers, and news. Request a Durham page in the Transcript and Foster's to publicize events and activities in Town and to acknowledge accomplishments of our residents and businesses.
5. Meet with merchants to discuss ways the downtown can be revitalized to attract not only students, but also residents, visitors and adults employed in Town.
6. Provide for a "public relations" student internship program to help implement some of these activities.

**Objective:** Develop a physical environment which creates a sense of community and enhances opportunities for social interaction.

**Strategies**

1. Create a plan for an identifiable physical center for the community (e.g., a Town common).
2. Establish a Town library/community building which includes community meeting space.
3. Make the downtown more inviting for social interaction: widening sidewalks, reducing impact of traffic, and providing spaces for sitting and gathering.
4. Develop a system of green spaces and paths -- pocket parks, walkways, and bike paths -- linking together parts of the downtown, and tying outlying neighborhoods to the downtown.
5. Link the Oyster River/Mill Pond areas with inviting paths.

6. Establish a community revolving loan fund to acquire properties for redevelopment for the community.
7. Develop events to bring parks and downtown spaces alive.
8. Improve public spaces so they serve a variety of age groups, ranging from improved accessibility to scenic places for the elderly and disabled to a volunteer-built major playground for toddlers and their parents.
9. Protect Wagon Hill's natural state, but encourage its use for summer outdoor concerts, wintertime recreation and water-oriented activities. Establish a seasonal outdoor exhibit of Durham Historic Association farm implements and watercraft.



**Local Residents Phil Paine and Mal Chase moving the gundalow *Driftwood* from Durham Point to the Town Landing back in 1967. The *Driftwood* was the last gundalow built by local resident Captain Edward Adams. Unfortunately the *Driftwood* was never restored as plan.**

## Section II. The Town-University Relationship

### Background

The University affects Durham in several significant ways. While it alone does not define the Town, its campus occupies the central core of the Town, its student population determines the types of stores downtown, and it creates a very large transient and residential population with a character all its own. While UNH is Durham's single largest employer, only 23% of its employees actually live in the Town. The University is at once a source of intellectual and cultural stimulation, a challenge to municipal management, a source of energy, a dominating element, and the economic core of Durham.

### Goal

A MUTUALLY SUPPORTIVE RELATIONSHIP BETWEEN THE TOWN AND THE UNIVERSITY WHICH PROMOTES SOCIAL AND PHYSICAL BENEFITS TO BOTH

To achieve this goal, we propose the following:

### Objective and Strategies

**Objective:** Encourage the University to provide the community with better access to its facilities, events and programs.

#### Strategies

1. Help the University to better inform and involve community residents of all ages in their activities, including lectures, sporting events, courses, open houses, etc.
2. Post reciprocal University/Town news in both Town and campus publications.
3. Support University efforts to inform residents about and provide access to its resources, including the libraries, computers, greenhouses, athletic and recreational facilities.

**Objective:** Improve access by University students, faculty and staff to the resources of the Town, including opportunities for social interaction.

**Strategies**

1. Encourage University students and faculty to get involved in community projects and events. Mechanisms could include student volunteers, or the Town's Volunteer Coordinator.
2. Encourage a Town/University effort to inform students about the Town, its people, its resources and its expectations.
3. Encourage social interaction between students and the community through local organizations, mentors and host family arrangements.
4. Coordinate a student intern program to support community-building activities.

**Objective:** Encourage improved cooperation between the Town and the University in the physical planning of the Town.

**Strategies**

1. Create a mechanism for Town and University officials to work together on long-term plans for capital projects which affect each other.





# Downtown

## Mission Statement

*To formulate a plan through which the downtown business district can consider and recommend how it be enlarged geographically, renovated visually, and revitalized economically. Encouraged is a coherent viewscape which blends the traditional New England rural character with the modern wood/stone/glass as well as a plan and method for encouraging business start-ups and growth.*

## **Introduction**

Downtown Durham in many ways owes its location and present appearance to the arrival of the University of New Hampshire (then New Hampshire College) on Benjamin Thompson's old Warner Farm in the fall of 1893. Prior to this arrival, Durham was "...caught in a backwater and had settled down to the existence of a small farming village."<sup>1</sup> This is not to say that Durham had not been prosperous. This prosperity was inextricably tied to Great Bay, Little Bay, and the Oyster River -- the highways of the 19th century. Shipbuilding, farming, brickmaking, and lumbering were the staple industries of that time and it was the waterways that linked Durham to commercial markets. Understandably the commercial focus of the community was down on the banks of the Oyster River where ships were built and goods were shipped. With the advent of the railroad, reliance on water transport waned and new commercial centers in the region emerged. In time, Durham might have found a new center, or even held on to its original one at the falls of the Oyster River, but this all changed when New Hampshire's Land Grant College moved down from Hanover.

The arrival of the College forever changed the economics of this farming village. Two academic buildings and a barn were quickly built on the old farm property, beginning the transformation of the center of Town. *The History of the University of New Hampshire*, written in 1941 in celebration of the seventy-fifth anniversary of the college, described the impact of the College on Durham in the early years this way:

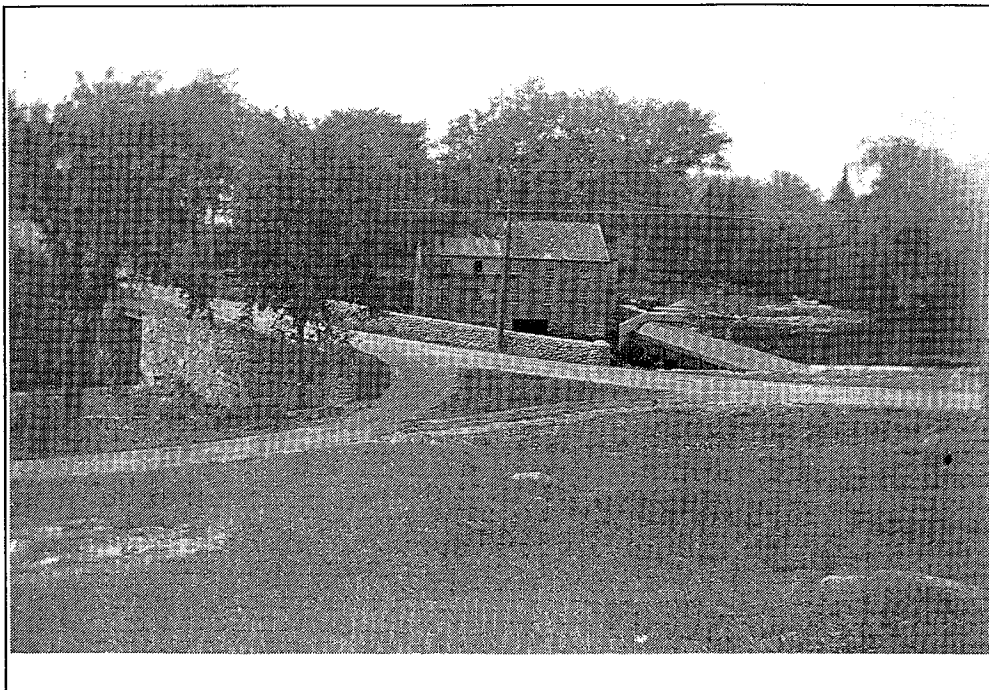
"Even in so short a time, the face of old Durham underwent marked change. Not only the new buildings and the improvements which followed the coming of the College made the change, but also the faculty members and other employees, and above all, the first few of the great mass of young people who were to make Durham a temporary home, completely transforming the sleepy little country Town. The shift of the center of the population and business from the falls toward the campus typified Durham's metamorphosis into a college Town where the life and problems of young men and women dominate every activity."<sup>2</sup>

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<sup>1</sup> UNH. 1941. *History of the University of New Hampshire*. Durham, NH. p. 84.

<sup>2</sup> *IBID.* p.142.

Recognizing that there was a new "industry" in Town, local folks took in professors and students as borders, property values near the school increased as owners speculated on how a new College would impact the value of their land, and slowly commercial enterprises popped up on Concord Road, now known as Main Street. One of the early commercial enterprises came about with the removal of the old railroad station from along side the tracks on campus to the corner of Mill Road and Main Street -- "...where it became familiar to many students as Runlett's Store."<sup>1</sup>



**The Oyster River and bridge. This area was the commercial center of Durham prior to the arrive of New Hampshire College in 1893**

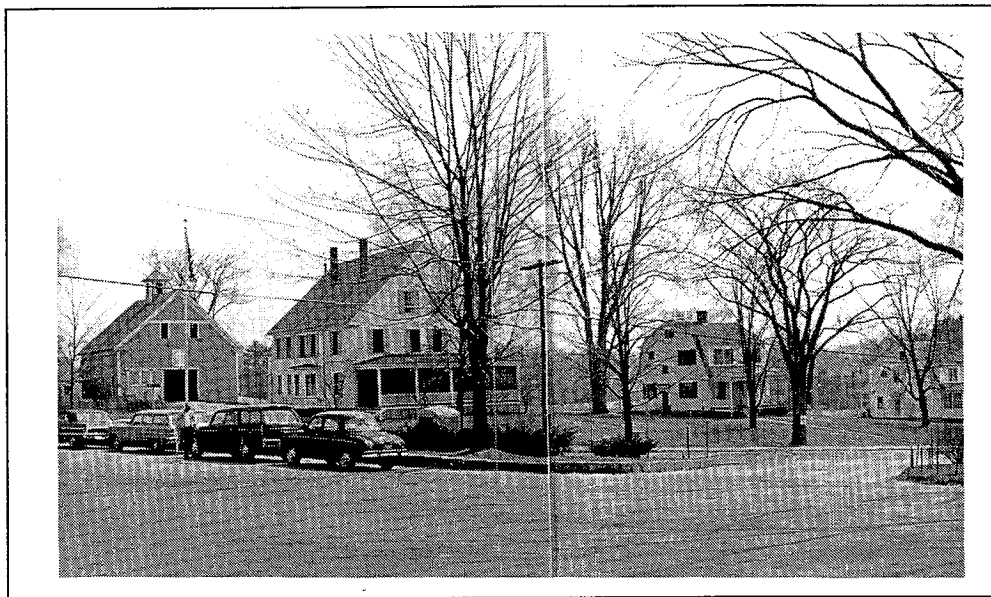
In the early decades of the twentieth century, dozens more buildings were built on campus and in the surrounding areas to support the University and this conscious buildup did not overlook the area around the intersections of Madbury and Mill Roads -- the area that is now downtown Durham.

Over time, commercial buildings inched their way up Main Street to meet the campus and University buildings inched their way down Main Street to meet the downtown. What exists today is a commercial core area that was initially designed for University students, faculty and staff, but now also strives to fulfill the needs of a growing residential population, a portion of which has no association with the University of New Hampshire. Retail and service enterprises downtown work hard to balance their products for both markets. A good example of this effort was the development in the late 1960s of Mill Plaza at the corner of Mill Road and Main Street. The Mill Plaza is a typical roadside strip

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<sup>1</sup> UNH. 1941. *History of the University of New Hampshire*. Durham, NH. p.97.

mall that sits rather uncharacteristically in the middle of the Central Business District.



**Memorial Park and the Approximate Location of the Mill Plaza, April 1966**



**Memorial Park and the Mill Plaza, May 1995**

## **The Downtown Focus Group**

The Downtown Focus Group began meeting in late November with 16 members. The Steering Committee charged the group with the task of developing a long-range vision for downtown Durham -- this charge is reflected in the mission statement noted previously.

The group began the process by identifying the things that they liked and disliked about downtown Durham (see Appendix G). Putting aside the positive elements for the time being, the group chose to look first at the articulated "dislikes" of the downtown. From this exercise four areas of concern emerged:

1. parking and traffic, both pedestrian and vehicular;
2. public spaces;
3. aesthetics and community character; and
4. zoning and other land use issues.

From these four categories specific concerns were prioritized and work began on understanding why the problems exist and, conversely, what sort of actions could be recommended to address the problems.

This exercise was a useful way of identifying problems but it also allowed the group to take stock in the positive elements of the downtown. Many of the positive attributes that emerged built confidence and raised expectations that the community could overcome the negative things which set the tone for the rest of the project.

There was broad acceptance that Downtown Durham was a great place because of a range of things including:

- Durham has a small Town feel and always will;
- the boundaries of the downtown area are defined and are small enough to keep the area "walkable";
- downtown is a "vital" place;
- its closeness to UNH is a benefit; people can easily walk into Town from campus;
- cultural amenities spillover into the downtown from the campus giving it an added dynamic, and
- there are no retail strip developments on the fringe of Town that directly compete with the downtown.

## **Prioritization**

In the final meetings the group discussed the idea of prioritizing major recommendations. The group decided that for other residents to get excited and engage in creating a more livable downtown, it would be important to accomplish some element of the plan quickly. It was also decided that resident volunteers needed to be involved in implementing as many strategies as possible. With this in mind, the group prioritized strategies as a way of giving added direction to the Steering Committee, and ultimately the Town Council. **Below is the list of these prioritized strategies.**

**1. Memorial Park Improvements** -- The improvements proposed for Memorial Park would go a long way in accomplishing a number of goals put forth by this group and the Sense of Community Focus Group, including: improved traffic and pedestrian flow, *the creation of a physical linkage with the Mill Plaza*, the creation of public spaces conducive to social interaction, and the use of local volunteers in a highly visible project, establishing a stronger sense of community.

**2. General Downtown Appearance** -- These improvements would include public and privately owned spaces and would involve cleaning, painting and landscaping. It is felt that these efforts, undertaken as soon as possible, will instill a new sense of pride in the appearance of downtown. The secondary impacts of these efforts will be continued attention to appearance and greater support for other efforts that are more capital intensive, and/or more cumbersome to implement.

**3. A More Friendly Pedestrian Environment** -- This includes the placement of new sidewalks, visibility and awareness of crosswalks, the narrowing of Main Street (including the construction of neckdowns), and the widening of the sidewalk on the south side of Main Street. Those elements that are easiest to implement due to cost or other factors should be implemented as soon as possible.

**4. The Creation of a Downtown Merchants Association** -- Durham business folks have been interacting with each other and the Town Administrator through a Town sponsored "business roundtable." This group and any other downtown business people should form an independent association that can work toward addressing many of the issues that have come to the attention of the Downtown Focus Group.

**5. A Linkage of the Mill Plaza with Main Street** -- All ideas put forth in this report and any new ideas that surface to link the Plaza with Main Street should be pursued vigorously. The Mill Plaza makes up a large portion of the Central Business District and is currently not used to its potential.

6. **Parking** -- All options for more accessible parking downtown should be explored. The Town has made great strides in eliminating spillover parking associated with the University, but local residents still *perceive* there to be a parking shortage. All options need to be explored, including creative arrangements with the Mill Plaza shop owners and the owners of lots on the periphery of downtown that are underutilized during the week.

7. **Signs** -- All signs directing and welcoming people to the Central Business District, and to places within the Central Business District, need to be reevaluated and complemented.

The following section outlines the *goals, objectives and strategies* proposed by the Downtown Focus Group. As noted before, this section is broken down into three general topic areas: I. Traffic, II. Aesthetics and Character, and, III. Zoning and other Land Use Issues. A fourth section has been included and it addresses the Mill Plaza area independently.

## I. Traffic (vehicular, pedestrian, bicycle & parking)

### Background

Downtown Durham is situated along Main Street, formerly Old Concord Road, which for many years was a state highway running from the seacoast to the capital in Concord. Over many years Main Street was widened in an effort to accommodate increased traffic, so that today it exceeds that of many traditional New England small towns. In the early 1960s, the Route 4 bypass was built around downtown Durham, eliminating a great deal of thru-traffic on Main Street. Not long after this change, Main Street was converted to one-way traffic with the construction of Pettee Brook Lane, allowing for a looping traffic pattern through the Central Business District.

Today Main Street again accommodates a great deal of vehicular traffic, due in large part to the expansion of the University of New Hampshire. The heavy concentration of thru-traffic from Newmarket, Dover, and Portsmouth threatens the health and vitality of Downtown Durham. This problem has been identified by the downtown Focus Group and reaffirmed by local residents in opinion surveys and at community forums. Below is a list of concerns that have been collected:

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Traffic is too fast</li><li>• It is too hard to get downtown</li><li>• There are signage problems</li><li>• Traffic pattern does not allow for strolling/pausing in downtown</li><li>• Dangerous crosswalks</li><li>• Too much jaywalking</li><li>• Better enforcement of traffic needed</li></ul> | <ul style="list-style-type: none"><li>• Traffic flow has cumbersome design</li><li>• Bike racks are needed</li><li>• Downtown is a place to drive thru, not stop in</li><li>• Difficult to change lanes necessitated by the loop pattern</li></ul> |
|--|--|

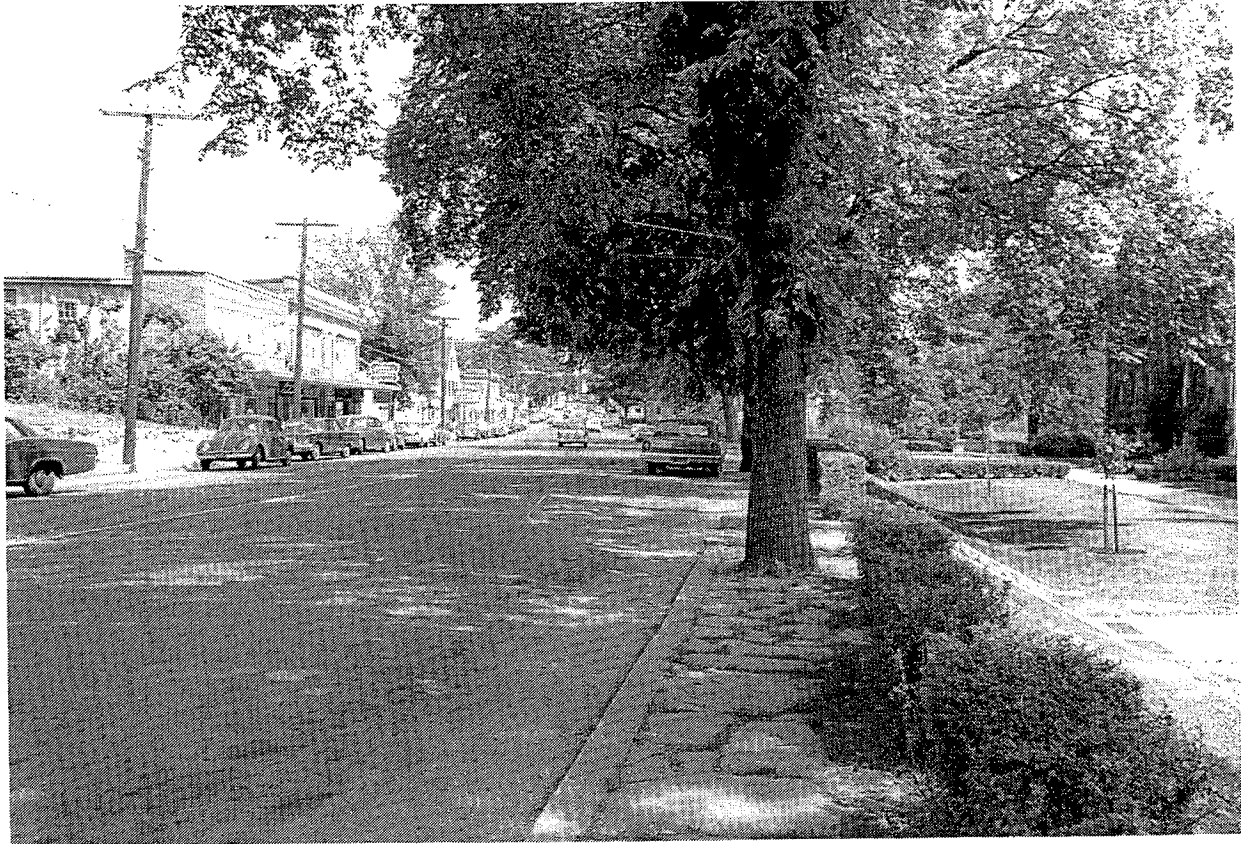
### One-Way Traffic Pattern

Based on concerns raised by Focus Group members and supported by public input, the one-way loop concept in the downtown was challenged. The group evaluated the impact of the present one way loop pattern with two proposed two-way traffic patterns: signalized and unsignalized. Working with the Strafford Regional Planning Commission, the staff compared these options using Tmodel 2 traffic modeling software and the regional transportation model. The input data was augmented by traffic count data gathered on an annual basis by the Strafford Regional Planning Commission. The conclusions of the analysis are:

- the existing one-way traffic pattern has a higher vehicular capacity than either option of the two way proposals;
- the unsignalized design will reduce the capacity of the corridor by producing delays and traffic stacking ; and
- the signalized design will compound the delays associated with the unsignalized design, thus further reducing the level of service of the corridor.

With this information at hand, and after much discussion, the Downtown Group chose not to recommend any changes to the existing loop traffic pattern. While the group felt strongly that traffic generated by UNH should not dictate the way the downtown functions, there was the realization that the old two-way pattern would decrease safety and increase air pollution. Upon realizing that it was unrealistic to propose a change in traffic pattern, the group proposed that the Town continue to implement the recommendations put forth in the V.H.B. traffic study and approved by the Durham Town Council.

In general, the Focus Group felt that with some physical modifications and a change in human attitudes and behavior, the existing one-way loop and a pedestrian oriented downtown could co-exist. Following are the goal statement, objectives and implementation strategies which articulate that view.



**Main St. in a Quieter Era -- (Note the Two-Way Traffic)**



## Goal

AN ENVIRONMENT IN DOWNTOWN DURHAM THAT IS PEDESTRIAN ORIENTED WHILE  
BALANCING THE NEEDS OF ALL MODES OF TRANSPORTATION.

**Objective:** Create a safe environment for pedestrians, bicyclists, and motorists.

### Strategies

#### 1. Additional Crosswalks

The Focus Group concluded that there are not enough crosswalks on Main Street in downtown Durham. Because of the lack of convenient crosswalks, pedestrians are creating a safety hazard by crossing Main Street at will, often entering the roadway from blind areas such as in-between parked automobiles.

- Reinstall the crosswalk that once ran from the steps on the south side of Main Street, between Huddleston and Fairchild Halls across. The group recognized that this crosswalk was removed because of the safety problem associated with vehicles coming from Pettee Brook Lane and merging into the southerly lane to eventually turn right onto Mill Road. This merging causes drivers to look back just when they are approaching the crosswalk in question. The group suggests that the traffic island at the intersection of Pettee Brook Lane and Main Street be extended east, down Main Street, separating the travel lanes so that vehicles are not able to merge so quickly into the southerly lane. It is understood that this is not an ideal place for a crosswalk but a tremendous amount of foot traffic moves between Huddleston Hall, student housing and downtown. Without a legitimate, convenient place to cross the street, a greater threat to safety currently exists from frequent jaywalking.
- Add a crosswalk on Main Street in front of Campus Convenience, crossing over to Mike Libby's Bar and Grill. Much foot traffic crosses Main Street in this area and the existing crosswalks at single main-line side streets are not in convenient locations. Therefore students and residents jaywalk in this area, creating a safety hazard that would be substantially eliminated if there were crosswalks where people are inclined to cross. The existing crosswalks that link Memorial Park to the south side of Main Street would be retained as well.
- Add a crosswalk from the southeast side of Memorial Park to the sidewalk that comes from the Mill Plaza. This linkage to the park from Mill Plaza and then across Main Street will provide pedestrians a fluid traveling path from the Mill Plaza area across Main Street. The group has concluded that this new travel path will lessen the temptation to jaywalk across Main Street in front of Kinko's where there was previously a crosswalk and where a jaywalking problem currently exists.
- Add a crosswalk on Pettee Brook Lane from the corner of Don Thompson's building, in the Town parking lot, to the rear parking lot of Granite Bank.

## **2. Curb Extensions(Neckdowns) for Crosswalks**

Extend the curb the width of the parallel parking lane as a way of making the pedestrian and the crosswalk more visible. The curb extension decreases the distance a pedestrian has to travel in the street, and it deters vehicles from parking adjacent to a crosswalk and thus increasing pedestrian visibility. These curb extensions should be placed at each crosswalk and they should be large enough to accommodate site furnishings such as bicycle racks, benches, trees, trash receptacles, public art, or information kiosks.

## **3. Repetition of Pattern Using Crosswalks**

Repeating the crosswalk with curb extensions establishes a pattern to which pedestrian and vehicular traffic respond, and provides a coherence to the streetscape design.

## **4. Improvements to Memorial Park**

The Focus Group recommends that this park be extensively upgraded into a legitimate, comfortable gathering place. A component of this upgraded park is a wide (approximately the width of Young's Restaurant and the barber shop), clearly defined crosswalk connecting it to the north side of Main Street. To create this crosswalk, the island park will be extended into Main Street approximately to the existing crosswalk that runs parallel with Main Street. On the other side of Main Street, the sidewalk will be extended into Main Street approximately the width of the existing parking spaces where it will meet the wide crosswalk.

## **5. Sidewalks**

Increase the width of the sidewalk on the southeast side of Main Street, e.g., in front of Kinko's, Mike Libby's, and the Tavern at 45. This widened sidewalk will ultimately be linked to the new sidewalk planned for the west side of Church Hill, continuing down to Route 108/Newmarket Road.

## **6. Speed limit**

Reducing the Main Street speed limit has not been discussed by the group, but a 25 mile per hour limit on Main Street has been proposed by the Durham Bicycle Committee.

## **7. Crosswalk Enforcement**

A range of enforcement and awareness techniques were discussed. From this discussion, several alternatives emerged:

**Visibility and Awareness** of crosswalks are essential to any pedestrian friendly program. If pedestrians are not aware of where a crosswalk is located they will cross the street at will. Conversely, if motorists cannot see a clearly marked pedestrian crossing area, they will not be ready to yield when a pedestrian walks into the street. These issues are compounded when more crosswalks are placed in a limited road segment.

- Creative striping patterns and the use of different materials such as bricks or granite would help draw attention to a crosswalk and should be considered, with the use of brick or granite getting first priority.
- Neckdowns (extension of the sidewalk into the adjacent parking space) would draw attention to the crosswalk. Also neckdowns will deter cars from parking on a crosswalk, and will shorten the distance and time that pedestrians need to cross the street.
- Signage either in the street on some type of flexible pole or painted on the roadway in front of the crosswalk would draw attention to crosswalk locations. The flexible poles can be removed after dark if theft becomes a problem.

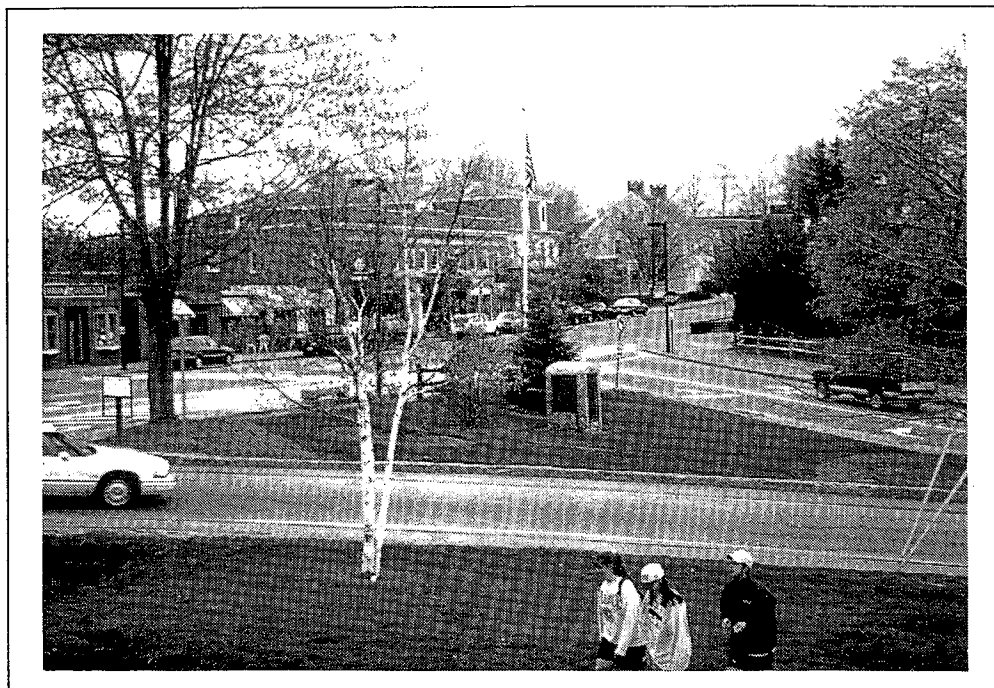
**Enforcement** of jaywalking was discussed and the general feeling of the group was that Durham should not be heavy handed in enforcement. Rather a Town/University wide pedestrian education campaign should continue to be encouraged. The Town could put together a pamphlet to hand out when people register their car, explaining renewed efforts to make downtown pedestrian friendly. At the same time UNH could speak to this issue at freshman orientation and in its student handbook.

#### **8. Bicycles on Main Street**

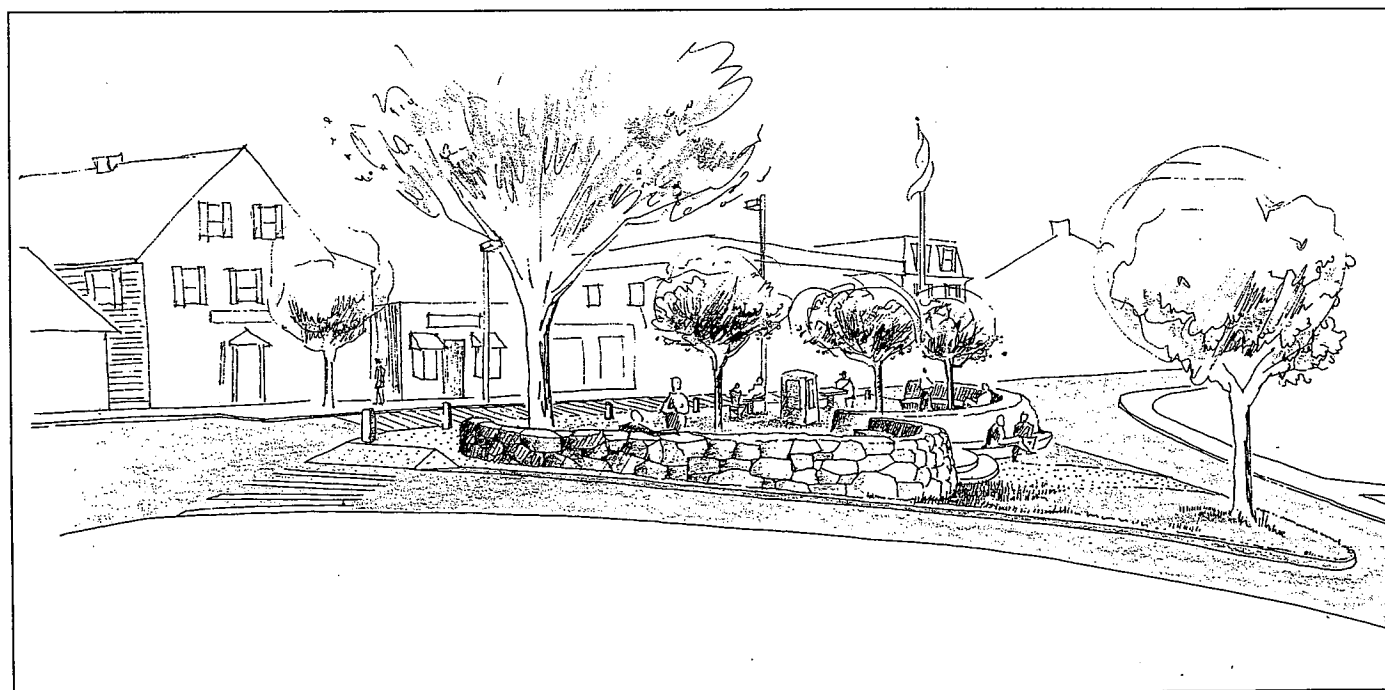
Bicyclists should feel safe on Main Street -- at the same time operators should obey all the laws that apply to them. This includes traveling in the right direction, and staying off sidewalks. The group discussed separate bicycle lanes, but deferred that issue to the Durham Bicycle Committee, which has taken the position that bicycles should share Main Street with automobiles.

#### **9. Signage**

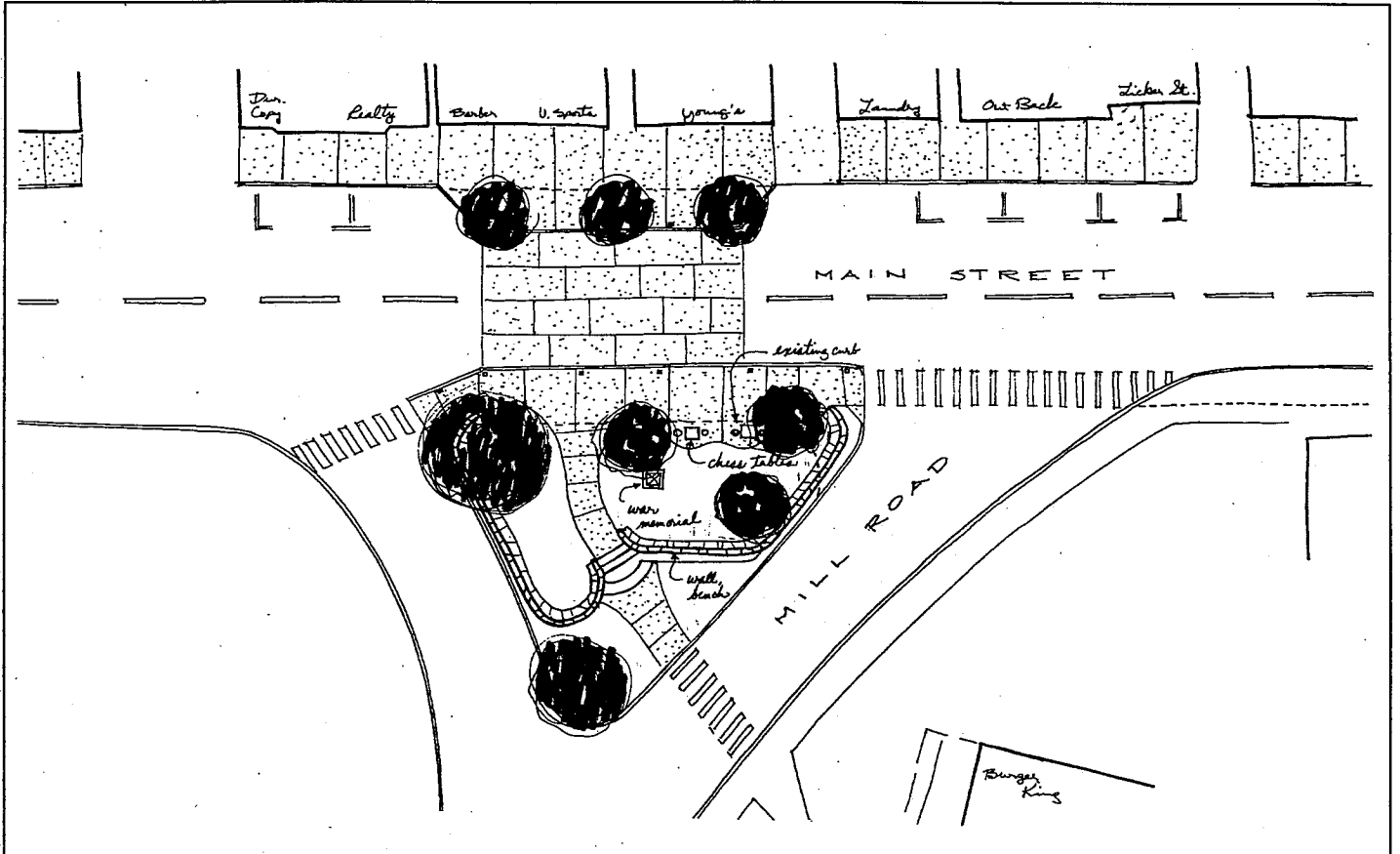
- The signs on traffic islands should be limited to public service announcements for the University and for the Town.
- Information kiosks should be erected advertising public and private services and events.
- Small signs should be erected directing pedestrians to businesses in various locations downtown.
- A free standing sign for the Mill Plaza should be erected that is visible from Main Street.
- Add "Welcome to Durham" signs along the gateway corridors and add highway directional signs identifying the Downtown Business District.



**Memorial Park -- Existing Conditions**



**Memorial Park with Proposed Improvements**



**Aerial View of Proposed Memorial Park Improvements -- Including Crosswalks Linking Main Street with the Mill Plaza**



## II. Zoning, Land Uses and Commercial Mix

### Background

Downtown Durham is comparatively small and very walkable. This pedestrian feeling downtown is due in part to the close proximity of the UNH campus as well as several residential neighborhoods. In a recent downtown survey, 66 percent of those surveyed walked into Town with 48 percent coming directly from home and 36% coming directly from school (67 percent of those surveyed were UNH students). For those who do drive into Town, there are several municipal and private parking areas close to the center of downtown that are designed specifically for short-term (two hours or less) parking.

The Downtown Focus Group is concerned about the dominance of student oriented retail businesses downtown. The group believes that if a wider variety of goods were offered, local residents, UNH faculty and staff, and students would rely on the downtown to meet more of their shopping needs. This in turn would bring a greater variety of people downtown, creating a stronger identity for Durham as a Town, not simply a University Town. Some of the stumbling blocks (within the realm of **zoning, land uses and commercial mix**) to attracting a wider variety of retail merchants include:

- Very high rents
- Limited vacant space
- Low turnover of businesses
- The parking fee associated with establishing a more intense business use
- Restrictions on the sale of alcohol
- The presence of retail businesses in the MUB and other places on campus which are in close proximity to downtown
- The majority of the buildings downtown have student apartments on the second floor taking up potential office and/or professional services space.

## Goal

A DOWNTOWN DURHAM WHICH HAS AS WIDE A RANGE OF RETAIL AND OTHER COMMERCIAL USES AS POSSIBLE, WITHOUT EXPANDING THE GEOGRAPHICAL BOUNDARIES OF THE CENTRAL BUSINESS DISTRICT.

**Objective # 1: Encourage the expansion of retail space within the confines of downtown Durham.**

### Strategies

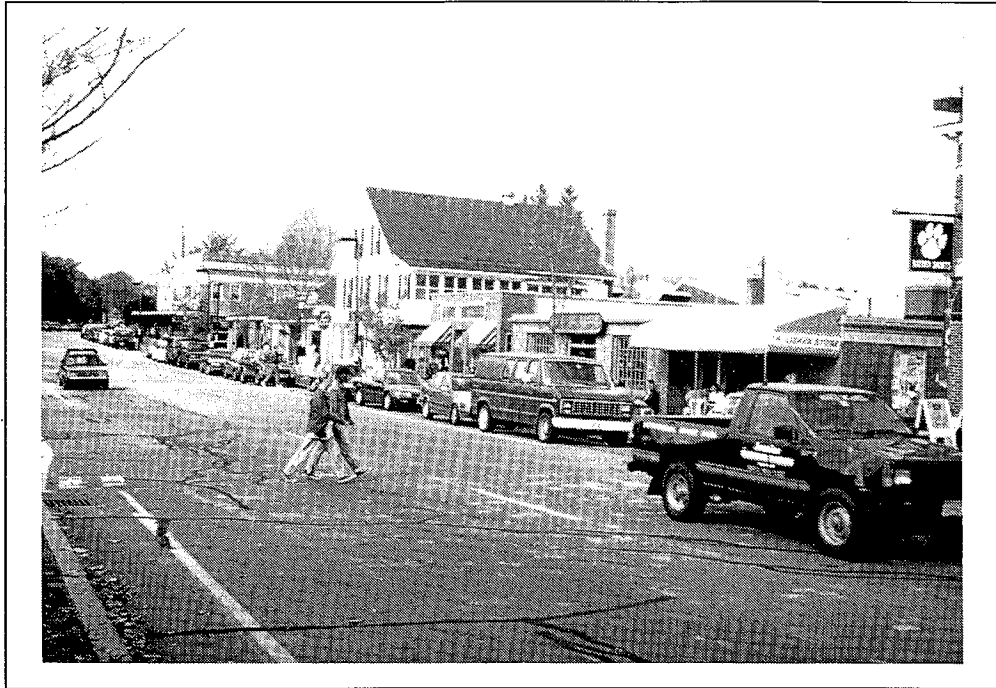
1. Eliminate, reduce, or restructure the parking fees imposed on businesses that are creating or expanding a use in the downtown (possibly under a prescribed Square Footage?).
2. Establish a Downtown Merchants Association to promote the benefits of shopping downtown. This association could sponsor events that celebrate the downtown and promote marketing to students, parents and permanent residents. This Association could unite to express specific concerns to the Town and to UNH. Another function of the Association could be to market Durham to those types of retail business that currently do not exist, but would contribute to the collective downtown.
3. Change the policy regarding alcohol sales that currently exists in Durham so that restaurants committed to offering quality food and service in the downtown could serve alcohol.
4. Encourage increased building densities downtown through the construction of second stories on some of the buildings on Main Street. By offering height bonuses or other forms of incentives the downtown could increase retail space and enhance the visual and structural quality of many of the buildings.

**Objective # 2: Encourage a broader range of retail sales and other non-residential development in the downtown.**

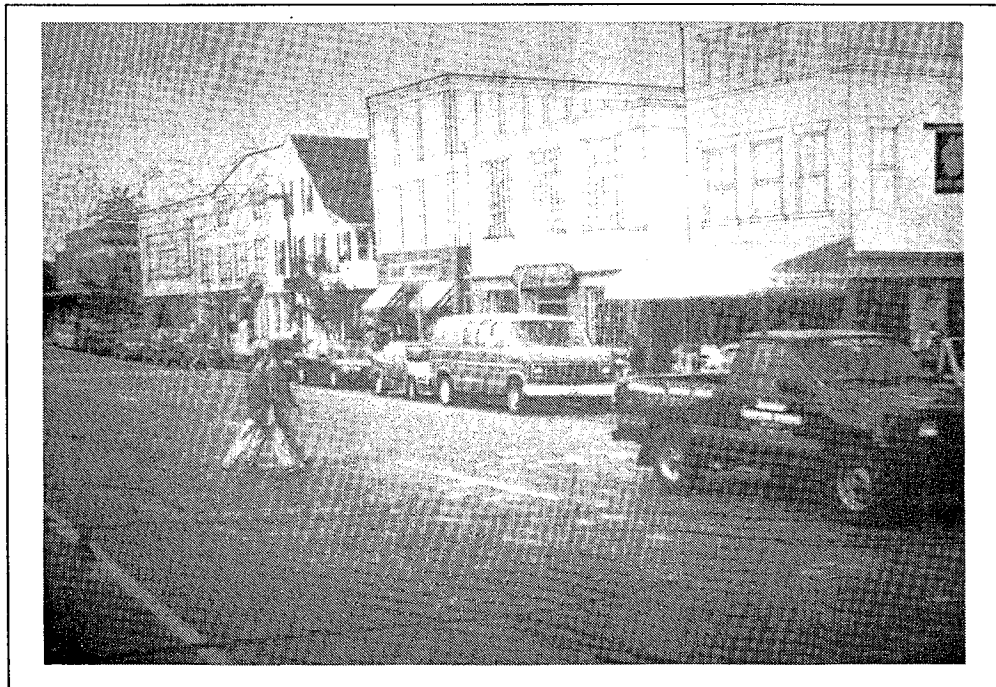
### Strategies

1. Work vigorously with individual property owners to demonstrate the need for, and advantages converting space to retail sales and professional services instead of student housing. For this strategy to work, solid economic information needs to be available to demonstrate to property owners that student housing is not as profitable as some believe. Included in this economic information needs to be solid market data that demonstrates a desire for new business space in downtown Durham.
2. Extend the three unrelated persons limit per dwelling unit to the Central Business District.





**Main Street -- Existing Conditions**



**Main Street With Added Second and Third Floors**

### III. Architecture, Aesthetics, Character

#### A. Parking Lots

##### Goal

PARKING AREAS IN THE DOWNTOWN THAT ARE DESIGNED TO ACCOMMODATE THE MAXIMUM NUMBER OF PARKING SPACES, MOVE THRU TRAFFIC EFFICIENTLY, ARE WELL LANDSCAPED AND ARE GOOD ENVIRONMENTS FOR ANIMALS AND HUMANS.

#### **The Store 24 Lot**

##### Existing Conditions

The existing conditions in the Store 24 parking lot are not that bad. The center median of the lot has a number of healthy, good size trees and evergreen bushes at the west end. The existing parking space alignment provides a maximum number of spaces given the size of the lot. Traffic appears to move smoothly through the lot -- no easy task when considering the number of delivery vehicles that have to double park while making deliveries.

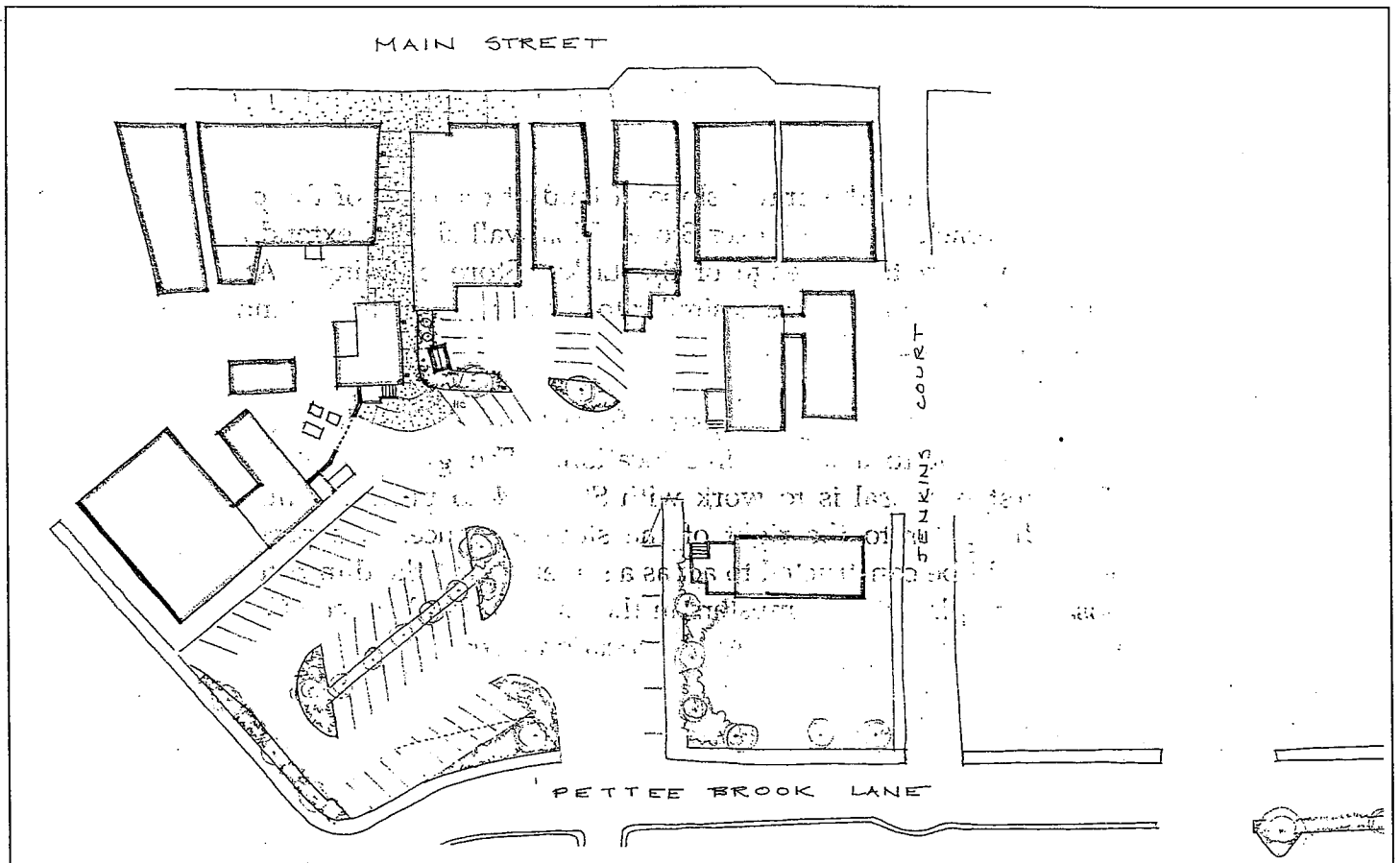
The western end of the lot (behind the Licker Store, The Outback etc.) is one of the least attractive parts of this lot. Many vehicles must park in an area that is also occupied by dumpsters and other storage facilities. Foot traffic to and from Main Street through this area may also contribute to the adverse appearance. While the space is efficiently used, general cleanup and the addition of some landscaping are needed to make this area more inviting to locals residents and visitors.

##### Strategies

1. Build a retaining wall on the gravel slope of land at the edge of the property boundary of the Outback and the Licker Store. This wall should extend around the corner into the alley to the edge of the Licker Store building. After the retaining wall is built evergreen shrubs similar to those on the traffic island could be planted in the space created by the wall.
2. Move the cardboard recycling dumpsters from their present location at the edge of the parking lot to a less visible location. The group discussed two proposals. The first proposal is to work with Store 24 to place the dumpsters beside its trash dumpster to the right of the store entrance. As part of this solution, a fence could be constructed to act as a screen for all the dumpsters. The second proposal is to place the dumpsters in the vacant land between Great Bay Cleaners and Benjamin's Restaurant. At this location a recycling center could be developed for all Main Street merchants. One option for this location could be a mechanical compactor in an effort to minimize the use of the space.



Existing Landscaping in the Store 24 Parking Lot



Proposed Improvements to the Parking Lot and Alley-Way

## **B. The Master Meter Lots**

### **Existing Conditions**

The master meter parking lots occupy land on the eastern and western sides of Pettee Brook Lane. Both lots lack any landscaping and are unattractive. The larger of the two lots -- or the western lot -- abuts some nicely landscaped areas along Pettee Brook but there is no landscaping in the lot itself. The eastern lot abuts some nice open space behind the ATO fraternity, but that space is very overgrown and littered with trash.

### **Strategies**

1. Eliminate the sidewalk along the west side of Pettee Brook Lane and use this land for landscaping that will act as a buffer between the lane and the parking lot. This sidewalk could be eliminated because it simply ends at the end of the parking lot requiring a pedestrian to cross the street to continue to Madbury Road.
2. Work with the ATO fraternity, through the Town Administrator and the Downtown Merchants Association, to clean up, landscape and maintain the embankment that abuts the parking lot.
3. Work with the tenants of Benjamin's Restaurant to clean up the dumpster area at the rear of the building.

## **C. Alleyways and Sidewalks**

### **Existing Conditions - Alleyways and Sidewalks**

There are currently several alleys that connect Main Street with the Store 24 parking lot. Some alleys are blocked by parked cars most of the day and others are simply very narrow and consequently difficult to pass through. One alley, (the one between the Licker Store and the video arcade) is less constrained by cars or other physical features and therefore is much more heavily traveled. Because downtown areas are heavily used all hours of the day, seven days a week, sidewalks are often dirty. Sidewalks, alleyways and parking lots collect cigarette butts, coffee cups and other assorted trash. The Downtown Merchants Association should work with the Town government, the University and Town volunteers to continually clean up downtown Durham.

### **Strategies**

1. Clean up the alley between the Space Center video arcade and the Licker Store. This clean-up can consist of painting public art on the walls of the surrounding buildings, picking up trash continually, using brick in the walkway rather than asphalt, improving lighting, adding signage guiding people to Main Street from the parking lot and vice versa, adding a retaining wall and evergreen bushes along the edge of the Licker Store property and relocating three air conditioners that hang over the alley from the Space Center Video Arcade.

## IV. The Mill Plaza

### Background

The Mill Plaza is a typical "strip mall" shopping plaza that was built adjacent to Main Street in the early 1970s. A part of this development is the largest parking lot in the Central Business District. The Plaza contains a grocery store, a full-service drugstore, two banks, and several eating and retail/service establishments.

The Mill Plaza is physically unattractive and is poorly oriented to Main Street. The two structures that make up Mill Plaza are single-story buildings that have no relation to the typical New England architecture of Durham or to the academic architecture on the UNH campus. Also the buildings are oriented so that they literally "turn their back" to Main Street. From Main Street the most predominant features of Mill Plaza are a flat roof with no facade, and an array of sheet metal vents and ducts.

### Goal

THE PHYSICAL AND PSYCHOLOGICAL LINKAGE OF THE MILL PLAZA WITH MAIN STREET AND THE REST OF DOWNTOWN DURHAM.

**Objective:** To work with the Mill Plaza owners and the Town to facilitate improvements to the plaza and linkages to the downtown.

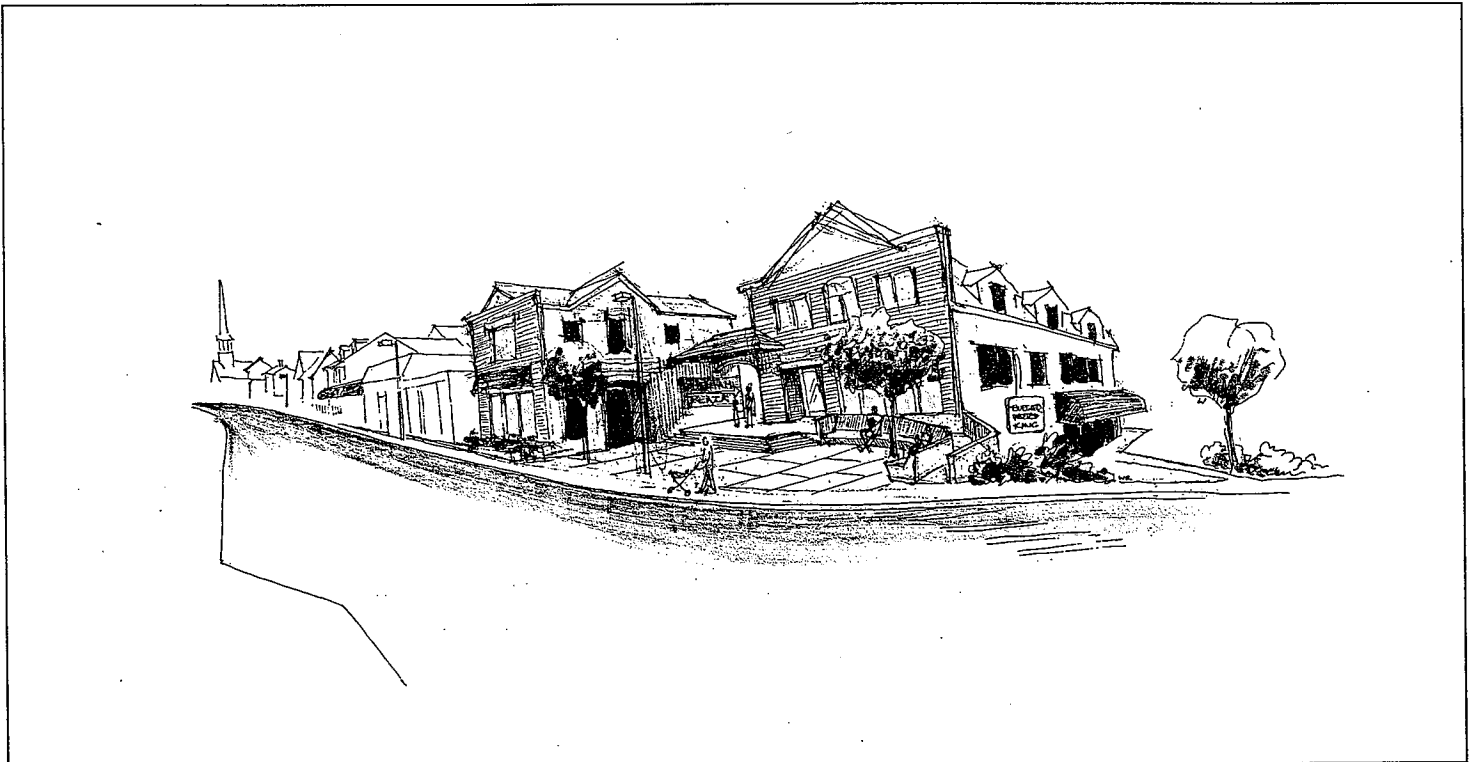
### Strategies:

1. Design and implement improvements to the pedestrian walkway from Main St., along the north side of the Grange Hall, to the Mill Plaza. Design improvements could include:

- widening of the path along the embankment;
- re-grading the "driveway area" to insure that the site drains properly;
- adding stairs from the Mill Plaza parking lot, connecting to the improved pathway;
- adding architecturally pleasing bollards or other structures to prevent vehicles from using the driveway to the grange;
- adding simple benches on the embankment along the improved path; and
- adding appropriate ground directed outdoor lighting along the improved path.



**The Rear of the Mill Plaza and the South Side of Main Street**



**An Alternative to Existing Conditions -- Note a Second Floor on the Plaza, Including an Entrance from Main Street.**

## Goal

A MILL PLAZA WITH ARCHITECTURE THAT MORE CLOSELY RESEMBLES THE EXISTING TOWNSCAPE, ALONG WITH BETTER LANDSCAPED PARKING AREAS AND OPEN SPACE.

**Objective:** To actively engage the owners of Mill Plaza in the improvement of the buildings and open spaces.

### Strategies

1. Work with the plaza owners to design and implement improvements to building ends near the improved pedestrian path. Improvements could include:

- adding windows along the south wall of the old hardware store;
- adding wall murals, painted by the UNH student art association, on both end walls and the back walls;
- eliminating parking and add landscaping to the space along the south wall of the old hardware store. The landscaping could be in the form of planters, hedging, grass, and/or trees;
- establishing a municipal agreement that insures that illegally dumped bulky refuse coinciding with the beginning or end of each school semester will be removed by the Town; and
- adding screening to the rear of the Mill Plaza.

2. Work with the Plaza owners and the Town to design and implement improvements along the north side of property (Burger King) that will carry a new sitting park theme. Improvements could include:

- adding a pedestrian link from the new sitting park to the sidewalk along Burger King;
- adding granite bollards along the Burger King sidewalk;
- reactivating the display window at Burger King as an information board; and
- adding simple granite benches along the landscaped buffer between the Mill Plaza parking lot and Mill Road.

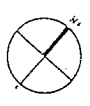
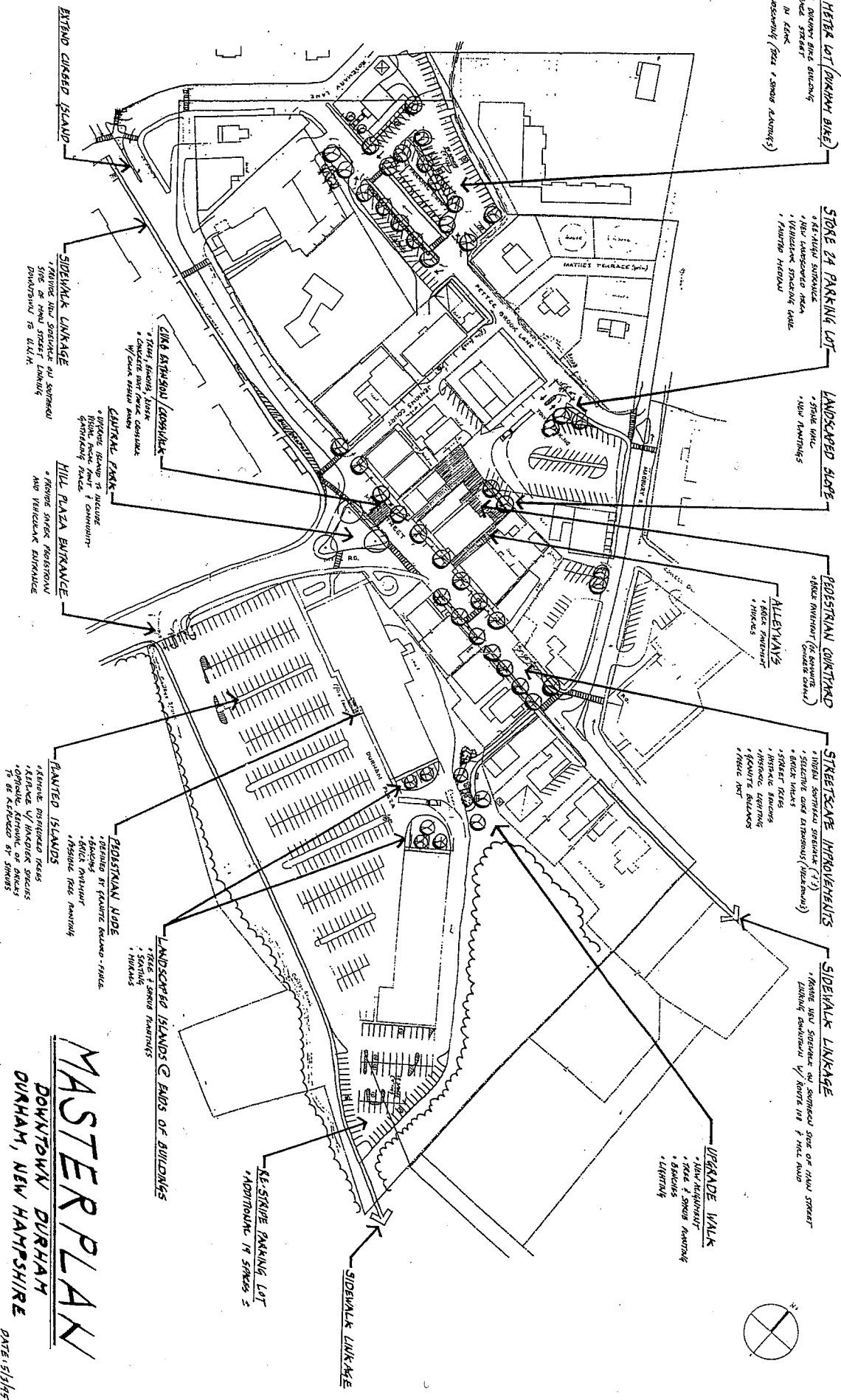
3. Develop new zoning standards that are designed to promote adaptive redevelopment of the Mill Plaza in ways that create new connections to the downtown. Zoning changes could include:

- adding density bonuses for uses that promote the development of a second story onto the Mill Plaza and establishment second story access from Main St.;
- eliminating or reducing parking standards in exchange for density bonuses and alternative transportation options (bicycle storage, changing rooms and showers for employees);
- re-evaluation of the existing parking standard that take into consideration the high pedestrian traffic created by UNH;
- establishing architectural standards that will insure that any redevelopment of the Plaza is designed to enhance the image of the downtown;
- eliminating the current, punitive parking standards associated with uses deemed desirable in the Central Business District.



# MASTER PLAN

DOWNTOWN DURHAM  
DURHAM, NEW HAMPSHIRE  
DATE: 5/15/55





# Economic Development

## Mission Statement

*Our mission is to stabilize the residential tax burden through prudent community economic development by developing an implementation plan that encourages diverse business, commercial and research activity, maintains and creates jobs, maintains and enhances the existing character of Durham and is both cognizant of and takes advantage of the impact, influence and resources of the University of New Hampshire.*

## **Introduction**

The Economic Development Focus Group began meeting in late November with nineteen members. The Steering Committee charged the group with the task of developing a plan for achieving economic growth -- this charge is reflected in the above mission statement. Implicit in this charge was the notion that the majority of the residents of Durham support economic development efforts, and that sustained economic development efforts will help stabilize the existing residential tax base.

The Focus Group spent the majority of the early meetings questioning the assumption that economic development would be of benefit to Durham residents. Early conversation revolved around questions like:

- What are we trying to achieve through economic development?,
- If we are trying to increase property valuation, at least at the rate of tax increases, how will that affect core service charges?,
- What type and how much commercial growth will least affect core service charges, thus lowering our residential tax rate?,
- How will this new commercial development impact residential growth?,
- What is the dollar amount needed to achieve the goal of increased property valuation, at least at the rate of tax increases?  
and
- What is the development balance needed to achieve this goal?.

Town staff went to work assembling as much of this information as they could. At the same time the Focus Group recognized that they were one of four Focus Groups working with the staff and that time and resource constraints would not allow them to create a plan supported by comprehensive economic and demographic data. Rather, it was understood that the group would establish a vision for community-based economic development in Durham for the next several years and that with this vision in hand, further analysis could be conducted and ultimately the vision could be sharpened and refined.

The Community Profile below contains the base information used by the group to understand the unique economic circumstances that exist in Durham. Three themes emerged.

1. Durham is home to the University of New Hampshire, a tax exempt institution. Consequently the town's ability to raise revenue in the traditional way, property taxes, is severely limited.
2. Durham is part of a regional economy that is expanding. Durham needs to attract its share of the new or growing businesses in the region or it will continue to only receive the fiscally negative impacts of a growing economy, e.g., residential growth. Additional residential growth, without the commensurate commercial growth, will place further financial strains on services, most notably public schools.
3. There is much that Durham can do to mitigate the negative impacts associated with growth in the region.

## **I. Community Profile -- Where Are We Now?**

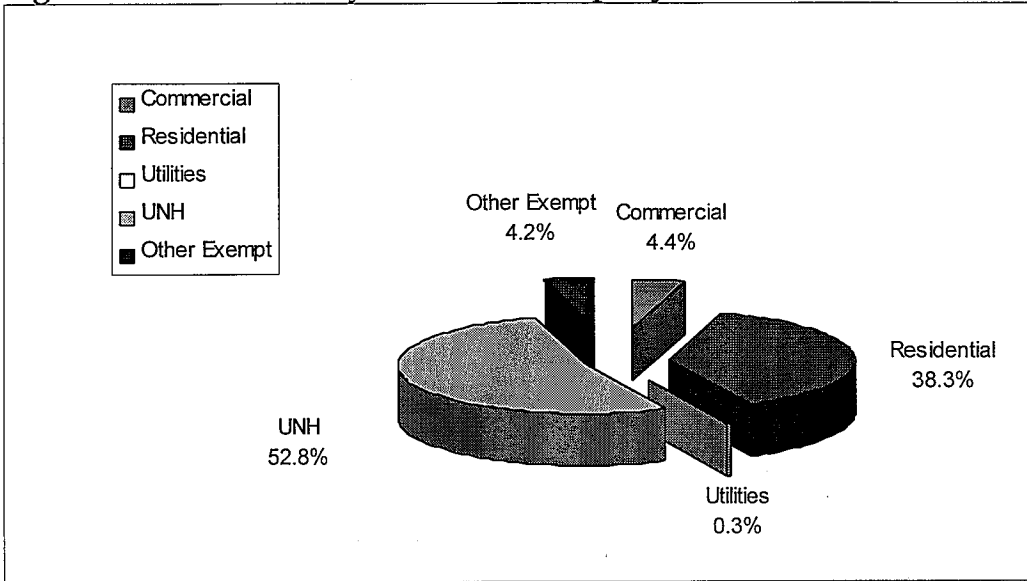
### **Durham and the University of New Hampshire**

Durham, home to the University of New Hampshire, has for generations been a "one mill Town"; the mill being the University. Historically, a large percentage of the University faculty and staff lived and worked in Durham. Today the "one mill" has less of an impact in that regard. One way this is recognized is by the decline in the percentage of faculty and staff who make Durham their home. The number of University employees living in Durham has steadily decreased from seventy two percent of faculty and 41 percent of non-academic staff in 1969 to 23 percent of all faculty and staff in 1995.

Negative impacts from the University appear to grow as fewer local residents find employment here. In a sense, Durham is less of a self-supporting community than it once was, because the basic industry does not provide the jobs to the townsfolk that it once did. As this exodus of University faculty and staff occurs, the population is replaced by people from away, who make their livelihood elsewhere, creating more turmoil through increased traffic, greater parking demands and the fleeing of jobs and capital to other communities. The mission, and consequently the population of the student-body of the University has also grown, and the resulting demands on Town services has overreached the University's ability to offset these demands with in-kind services in any meaningful ratio. These negative impacts are amplified by the fact that the University, owner of over fifty percent of the total assessed valuation of property in Durham, is a state entity, and, as such, does not pay local property taxes, which, as everyone knows, is the major source of revenue for the Town and schools.

Figure 1 below highlights the breakdown of all properties in Durham. Remember- all University land and buildings are property tax exempt.

**Figure 1 - 1993 Summary of Durham Property Valuation**



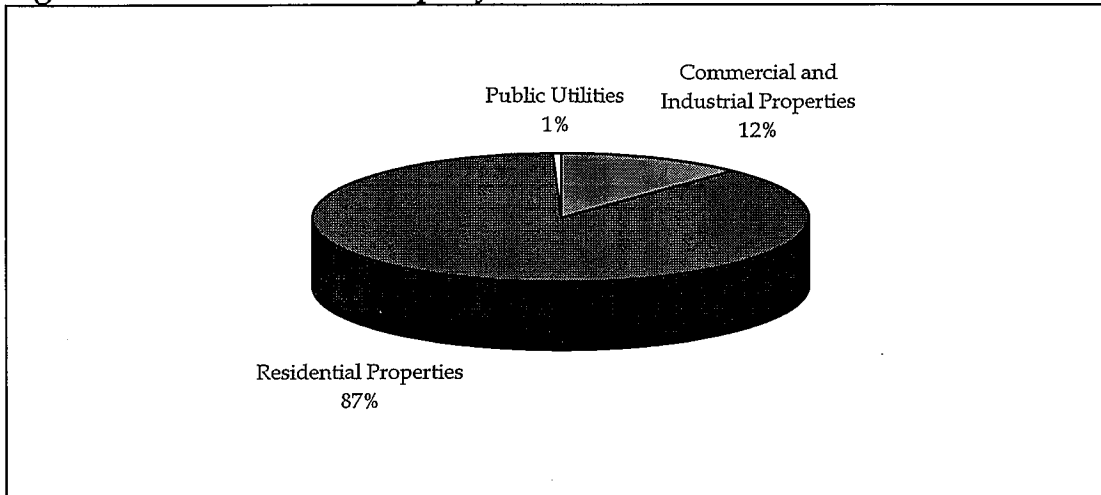
### **Residential versus Commercial Development**

The goal of every community is to spread the financial burden of municipal services, via property taxes, over as many groups in the community as possible. As we have noted above, Durham is limited in its ability to spread this burden onto the University due to its tax exempt status. It should be noted that the University does contribute financially to the cost of some services in Durham, most notably sewer, water and fire protection. Conversely, the University sponsors a range of commercial enterprises on campus for students, faculty and staff that do not pay local property taxes and, in many cases, compete directly with existing businesses, particularly those downtown. As Durham strives to broaden its tax base through increased commercial development, the problem of competition with University-based enterprises is acute.

Durham collects property tax revenues from two main sources: residential properties, and commercial and industrial properties. As shown in Figure 2 below, public utilities, via property they own and through easements, contributed about 1 percent, or \$67,120.00 in 1993. The amount of Town services required of any three of these sources can vary considerably depending on the specific land use, but in general terms, commercial and industrial uses pay more in taxes than they receive in services. Consequently, most communities strive to attract commercial and industrial entities as a means of stabilizing an ever increasing tax rate.

Figure 2 is a breakdown of property tax revenues earned in 1993. It is interesting to note that Figure 1 shows that commercial and industrial properties only account for 4.4 percent of all assessed property in Durham, yet 12 percent of all revenues earned came from those same properties.

**Figure 2 - Breakdown of Property Tax Revenues Earned, 1993.**



## **II. Trend Statement - Where are we going?**

Durham is a desirable and comparatively expensive place to own a home. Property values are high and so are property taxes. Throughout the 1980s, new professional employment has come to the seacoast and has competed with the jobs available at the University of New Hampshire. Over time, more and more professional people who have no association with UNH, or other professional employment sources in Durham, have chosen to live in Durham. Residential building has continued and Durham has become more of a bedroom community.

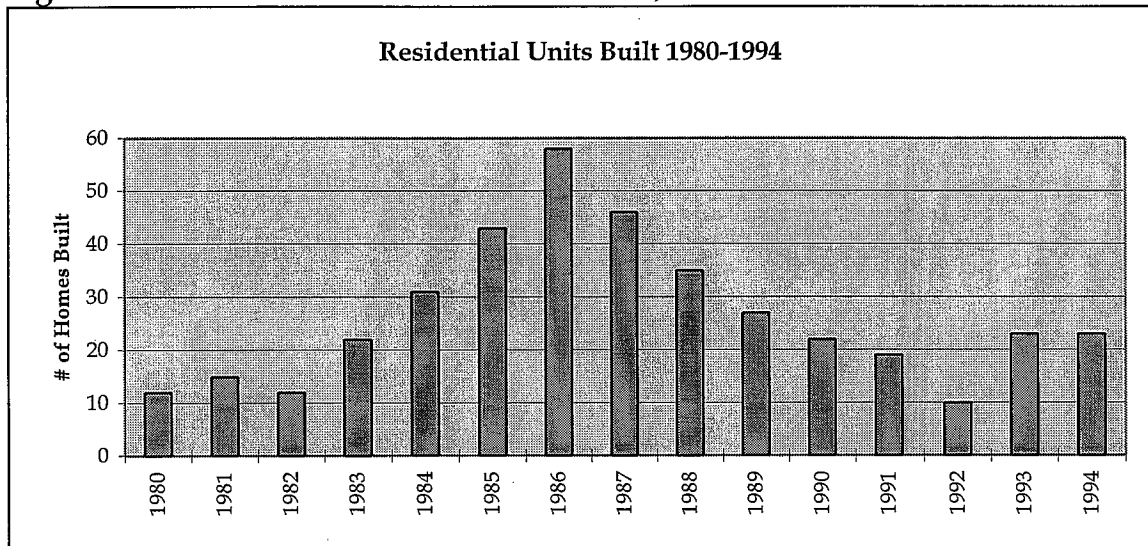
Durham has done and continues to do less than other seacoast communities to attract sources of professional employment and sources of increased property valuation. Consequently, Durham has experienced a great deal of residential development and not only little professional, commercial development, but a loss of it. Some of this is due to a lack of attention, and some due to the fear of the possible negative impacts new development might have on the existing "quality of life" and "character of Durham".

All development has its costs in loss of open space and increased traffic but residential development generally speaking has a higher cost because it brings school-age children, who place a burden on taxpayers. Traditionally communities work to offset this added residential development cost by creating a plan and means to attract commercial development. Exactly what type of commercial development a community chooses to attract varies considerably. Currently Durham has no such plan.

Additionally, Durham is viewed by many as anti-business. This is seen in the downtown by the many planning restrictions in place. In the outlying reaches of Town, it is seen by the amount of land prohibited from commercial development. It is seen all over by the cumbersome approval process through which a developer must go.

Over time, development comes. Durham can react to it or Durham can plan for it. Taxes continue to be necessary. Durham taxpayers can continue to budget more and more for them or they can enable the Town to do some possible things to enlarge the taxable base faster than the base cost; e.g., change the mix of property zoned commercial/industrial versus residential.

**Figure 3 - Residential Units Built in Durham, 1980-1994\***



\* The 1994 Residential Units Built Figure runs from January 1994 to September 30th 1994.

### Residential Growth and the Tax Rate

Any discussion of tax rate has to take into account schools and what residential growth does to school enrollment. The school budget is the single largest expense incurred from new residential development (see Figure 4 below). Per student costs in the Oyster River Cooperative School district range from \$5,112 to \$7,064 -- depending on how the cost is calculated. The average single-family dwelling generates 1.13 school-age children. With this understood, only residential development with a higher than average property valuation, or developments that cater exclusively to older residents with no school age children, will pay for themselves. In an attempt to illustrate basic costs for residential development, a crude revenue assessment for a hypothetical 10 unit subdivision is put forth as an example. This subdivision will require no new infrastructure from the Town such as sewer or water services. This revenue assessment takes into account only school costs.

**Revenue Impact Assessment of a Nypotetical Subdivision Requiring No New Infrastructure**

**I. Revenues**

1. Market value of ten new single-family homes (\$200,000 per home)	\$2,000,000
2. Assessment Ratio	100%
3. Actual Assessed Value  multiplied by.....	\$2,000,000
4. Tax Rate per \$1,000 (1994)	\$31.00
<b>5. Estimated Revenue from New Development</b>	<b>\$62,000.00</b>

**II. School Costs Due to Development**

1. Per Student Cost (see question #13)	\$7,064.19
2. Number of New Students Due to Development (1.13 per home) minus 7% attending private schools(average)	11.3 <u>.07</u> 10.6
multiplied by per student cost	\$7,064.19
<b>3. School Costs Resulting from New Development</b>	<b>\$74,880.41</b>

This hypothetical development of relatively expensive homes does not pay for itself even when one only looks at the school age children generated by that development. Other services provided by the Town should be considered as well. In this scenario no sewer or water infrastructure were required, but other services such as snowplowing, garbage removal/recycling, fire and police protection, etc. need to be considered as well. This is especially important when an increase in capacity in a particular service is necessary due to this particular development. A good example of this problem in Durham is fire protection. If Durham is close to its firefighting capacity limit, and a new development forces the hiring of new personnel, or the purchase of new equipment, the costs will add substantially to the burden created by the development. Ultimately the costs will be borne by the entire Town.



Figure 4 Breakdown of Tax Revenues(Where Each Tax Dollar is Spent)

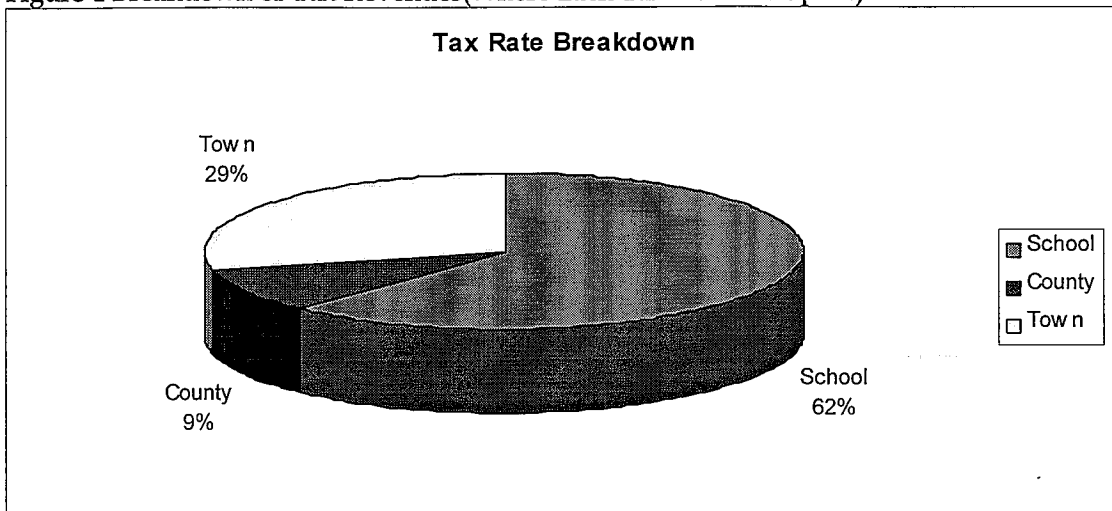


Figure 5 - Oyster River School District Enrollment History

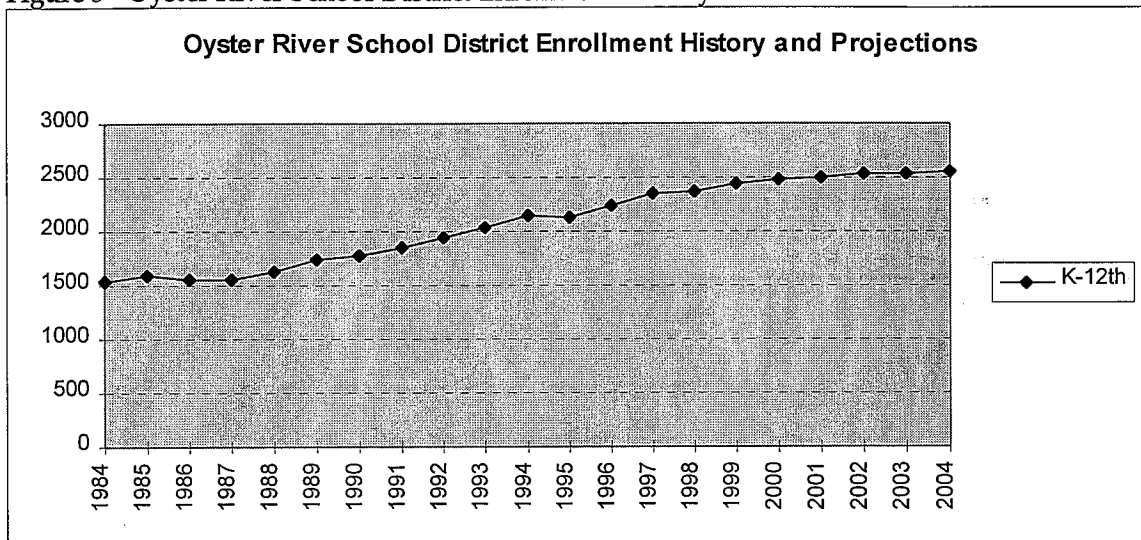


Figure 6 - Correlation between Residential Development in Durham and ORCSD Enrollment

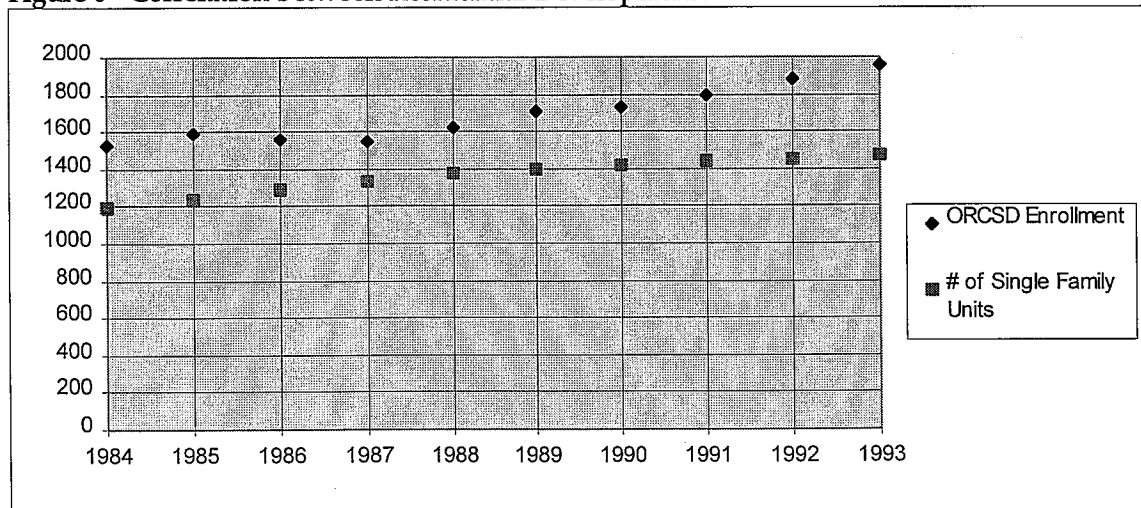


Figure 6 demonstrates that there is a limited relationship between residential development in Durham and increased enrollment on the Oyster River Cooperative School District. As this diagram shows, the ORCSD enrollment has steadily increased, even when Durham residential development remained somewhat constant. This is due to increases in residential development in Lee and to a lesser extent in Madbury.

### III. Vision Statement - Where do we want to be?

Our mission is to stabilize the residential tax burden through prudent community economic development by developing an implementation plan that encourages diverse business, commercial and research activity; maintains and creates jobs; maintains and enhances the existing character of Durham; and is both cognizant of and takes advantage of the impact, influence and resources of the University of New Hampshire.

### IV. Action Plan - How do we get there?

#### Goal

TO CREATE AN ENVIRONMENT IN DURHAM THAT IS RESPONSIVE TO THE NEEDS OF EXISTING AND POTENTIAL BUSINESSES AND COGNIZANT OF OUR MISSION OF MAINTAINING AND ENHANCING THE CHARACTER OF DURHAM.

**Objective # 1:** Create a business development approval process that is clear and predictable.

#### Strategies

1. Adopt an office/research zoning ordinance, that clearly defines a variety of performance standards. A statement of purpose for each zone should be included in the text of this ordinance. This statement of purpose should state what the performance standards are trying to achieve in each area or zone. These standards might include; but are not limited to, the following: types of permitted uses; architectural standards; landscaping standards; lot coverage and density standards; noise guidelines; allowance of limited retail activity designed to fulfill the needs of on-site employees only; etc. If a potential client is committed to meeting those standards he/she can develop **by right** and in a timely manner. It will be important that a statement of what is trying to be achieved in each zone be included in the text.
2. Establish a clearly defined time element for the various Town Boards' approval process. Prospective businesses have the right to obtain an approval or disapproval in a reasonable amount of time, usually three months. One way of defining the timeline for a project is by clearly delineating when an application is "complete" and therefore ready for timely consideration by the appropriate board.
3. Establish an incentive Zoning Ordinance. An incentive Zoning Ordinance is a tool used by planning boards to award a business a bonus in existing height or density limits, or something else they desire, in exchange for some other element of the plan that fulfills a particular stated goal of the community. An example

might be the allowance of greater building density on a site in exchange for an extremely deep setback of buildings from the road to protect an existing viewshed, or feeling of open space.

4. Establish an economic development corporation; establish a stronger link with a regional economic development corporation; or establish an economic development office in Town government.

5. Define the role of the Town as facilitator between a prospective client and local lending institutions or other potential sources of financing.

**Objective # 2: To involve business leaders and concerned citizens in economic development planning in Durham.**

**Strategies**

1. Establish an active Economic Development Committee that consists of local business persons and other concerned citizens. This group would have a clearly defined mission statement and would work directly with the Town Administrator and the Town Council to accomplish several of the goals stated in this report.

2. Use the Economic Development Committee as a point of contact, other than the Town Administrator, for prospective business people who are interested in establishing or relocating a business in Durham. This group can serve as a civilian, business person point of contact to answer questions about the community as a place to do business.

3. Produce a pamphlet for prospective clients that introduces them to our community. In this pamphlet our vital statistics can be displayed in a user friendly format. This document can include many of the things that we feel are assets to doing business in Durham; e.g., the Oyster River School System, a highly educated workforce, a strong linkage to UNH and its research facilities, etc.

4. Establish a business visitation program. The program can be implemented jointly by the Town Administrator/Planning Department and the Economic Development Committee. Using primarily local business persons in a peer to peer approach, Durham can develop a working relationship with all of the businesses in Town. As this relationship evolves, the Town can learn how well each business' needs are being met and how the Town might help that business better achieve its long-range plans. The emphasis is on finding solutions that will keep that business in Durham as it grows and evolves.

5. Refine the inventory of all existing lots of record and buildings that are in areas zoned non-residential and/or office research. This database can be used by the Committee and the Town as a resource when communicating with potential businesses looking for a new location.

## Goal

TO MAKE USE OF THE UNIQUE NATURAL, HISTORICAL AND HUMAN RESOURCES THAT EXIST IN DURHAM IN OUR EFFORTS TO STIMULATE COMMUNITY ECONOMIC DEVELOPMENT THAT IS CONSISTENT WITH OUR MISSION TO MAINTAIN AND ENHANCE THE CHARACTER OF DURHAM.

**Objective # 1** Work to attract information-intensive research and development firms that will benefit from the educational and research capabilities that exist at the University of New Hampshire. (Examples include--but are not limited to--software and computer engineering and design firms, scientific research firms etc.)

### **Strategies**

1. Develop a list of areas in which UNH expertise lends itself to information-intensive research and development, and strive to establish stronger ties with the University in those defined areas.
2. Develop a UNH/Town enterprise research organization to enable cooperation.
3. Develop a marketing plan that will get information out to prospective groups that would benefit from locating near a research university.
4. Develop an alliance with the University that will foster cooperation in joint economic development efforts. These efforts should ultimately lead to the attraction and creation of businesses that can benefit from the research capabilities at UNH and the high quality of life that exists in Durham.

**Objective # 2:** Work with the University of New Hampshire to offer some of their property to private businesses provided those businesses pay local property taxes.

### **Strategies**

1. As part of our alliance with UNH, work together to recognize parcels of land owned by UNH that would be suitable for economic development.
2. Develop a strategic plan in conjunction with UNH to develop those parcels identified.

**Objective # 3: Work to retain and allow for the growth of existing businesses in the various business districts and those that are home-based.**

**Strategies**

1. Identify and survey all existing companies in Durham.
2. Reach out and stay in contact with these companies so that their evolving needs may be met.
3. Establish an existing business network that promotes Durham as a place for businesses to grow and expand. Through this network linkages can form that would allow for joint venture spin-offs that can stay in Durham.
4. Through the Economic Development Committee, work with expanding home-occupation businesses to insure that their future expansion needs can be met in Durham rather than in surrounding towns.
5. Compile a listing of all existing non-residential space in Durham and its availability for use in implementing strategy #4.
6. Identify and quantify the need for small, transition office space for existing home occupation and other small businesses. A concern of this group is that as our home occupation businesses grow and look for small office space, they need to look to surrounding communities to find that space. The lack of this type of space in Durham is leading to the leakage of young growing businesses to other communities. This type of office space is often referred to as "incubator space" -- small, inexpensive spaces where small companies can "incubate" and grow into larger businesses.

**Objective # 4: To encourage the use of our historic resources as an economic development tool.**

**Strategies**

1. Encourage the Historic District Commission to be a partner in the above strategy.
2. Recognize the economic and social benefits of the adaptive reuse of existing historic buildings in Durham -- particularly those adjacent to our non-residential districts. Identify those historic buildings which may be appropriate for non-residential adaptive reuse and encourage that reuse in accordance with established historic preservation guidelines.
3. Establish an expedited Site Plan Review and approval process for buildings in the Historic District that will insure timely approvals for modest renovations/maintenance such as re-roofing, fixing water damage, and the like.

4. Expand on our historic appeal for economic and social benefit. Existing visiting populations; such as., UNH student's parents and New England Center conference attendees, can be enticed to spend more time in Durham if our historic resources are better utilized and marketed.

**Objective # 5: To recognize the resources that exist along all of our waterways and where appropriate allow for non-residential uses that do not detract from their historic and natural beauty. It is recognized that land uses along the Lamprey River will be subject to regulations associated with the Wild and Scenic Designation supported by the Town Council.**

**Strategies**

1. Consider zoning changes that foster appropriate non-residential uses. An example of this strategy is the River's Edge Golf Course along the Lamprey River. This non-residential use will broaden our existing tax base, preclude residential development, and will preserve open space.

2. Promote use conversions where appropriate. Examples of appropriate use conversions include The Mill Pond Center, the former Newmarket Software building at 44 Newmarket Road, and the Environmental Hazards Management Institute at 10 Newmarket Road. Future use conversions that are viewed appropriate include the Frost-Sawyer Homestead, the conversion of the large yellow home on Beards Creek/Coe's Corner into a bed and breakfast, and the development of a waterfront path along the Oyster River from the Durham Town Landing to the Durham Business Park.

3. Recognize the historic resource inherent in the Oyster River and allow for non-residential activity that can benefit from that resource while not detracting from its present state.

4. Foster water-related non-residential uses on Durham's waterways such as: aquaculture, boatbuilding, and small boat uses; like., rowing, sculling, sailing and kayaking.

## Goal

TO MAINTAIN DOWNTOWN DURHAM AS THE VITAL COMMERCIAL CENTER OF THE COMMUNITY. ALL ECONOMIC DEVELOPMENT INITIATIVES MUST BALANCE THEIR EFFORTS WITH THE COMMITMENT OF KEEPING DOWNTOWN THE FUNCTIONAL COMMERCIAL CENTER OF THE COMMUNITY.

**Objective # 1:** Direct all retail development proposals to the Central Business District first.

### Strategies

1. Remove retail as an allowed use anywhere other than the Central Business District and the Limited Business District, except where that use is an integral part of an Office/Research development, is contained on-site, and is designed for the primary use of those employees.
2. Establish an incentive Zoning Ordinance in the Office/Research zone. An incentive Zoning Ordinance is a tool used by planning boards to award a business a bonus in existing height, density, parking requirements, or something else they desire, in exchange for some other element of the plan that fulfills a particular stated goal of community. An example might be the allowance of greater building density on a site in exchange for an agreement to create more retail or office space -- not student housing in the downtown area. This arrangement would fulfill two stated goals of the Downtown Focus Group: to increase retail and professional space downtown without expanding the boundaries of the Central Business District, and to diversify the uses of the second and third stories of buildings in the downtown core.

**Objective # 2: Create incentives rather than obstacles for retail and office expansion downtown.**

**Strategies**

1. Reduce or eliminate the parking fee and parking requirements downtown.
2. Eliminate or temper the alcohol restrictions from the existing Zoning Ordinance.
3. Create an entrepreneurial environment downtown by allowing greater flexibility -- thus promoting creativity from small business owners. Examples of how this has already occurred include: sidewalk cafes, signboards, and small scale street vending. These recent relaxation's in code enforcement have allowed downtown businesses to be creative in how they draw and hold people in our commercial and cultural center -- Main Street.
4. Consider adaptive reuses for existing housing to offices and retail in the fringe areas of the downtown rather than apartments.
5. Develop transition zones to allow for a smoother transition from downtown along primary corridors.

**Objective #3: Define "downtown" geographically**

**Goal**

**TO MAINTAIN A MIX OF RESIDENTIAL AND NON-RESIDENTIAL ZONED LAND WHICH WILL BALANCE OUR NEED TO STABILIZE THE TAX BURDEN AND MAINTAIN AND ENHANCE THE CHARACTER OF DURHAM.**

**Objective # 1: Encourage the Planning Board to determine what the mix of residential and non-residential zoned land should be using accepted land use practices.**

**Strategies**

1. Look at what the limiting factors are (e.g., infrastructure, land characteristics, neighboring property uses, zoning, regional competition, land costs and the like).
2. As part of the town's Master Plan, assess whether or not an appropriate and/or adequate amount of land exists in each zone.

**Objective # 2: Develop a section of the Town's Master Plan which reflects the above goal.**



## Goal

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### Strategies

1. Look at what the limiting factors are (e.g., infrastructure, land characteristics, neighboring property uses, zoning, regional competition, land costs and the like).
2. As part of the town's Master Plan, assess whether or not an appropriate and/or adequate amount of land exists in each zone.

**Objective # 2:** Develop a section of the Town's Master Plan which reflects the above goal.

### Strategies

1. Prioritize the development of non-residential land by area, e.g., Durham Business Park, Beech Hill, adaptive reuses along major corridors, other existing O/R areas, newly created O/R areas, etc.
2. Create development guidelines that will assist new or expanding businesses in understanding where it would be most appropriate for them to locate.
3. Create and include an Economic Development chapter in the new Master Plan.

**Objective # 3:** Examine the physical boundaries and characteristics of existing zones and assess possible uses.

### Strategies

1. Evaluate the potential for different types of non-residential uses that would be appropriate along the primary corridors of Town.
2. Establish threshold criteria that would protect existing residential uses from any negative impacts associated with non-residential development.
3. Evaluate the potential conflict of the Shoreland Conservation District on non-residential uses in those areas.

## Goal

TO ENCOURAGE THE LOCATION OF BUSINESSES IN DURHAM THAT ARE CONSIDERED TO BE COMMUNITY FRIENDLY.

**Objective # 1:** Develop a list of positive attributes Durham would look for when attracting prospective businesses.

### Strategies

1. Prepare a list of target businesses or business types (retail, service, information intensive, light manufacturing) that:

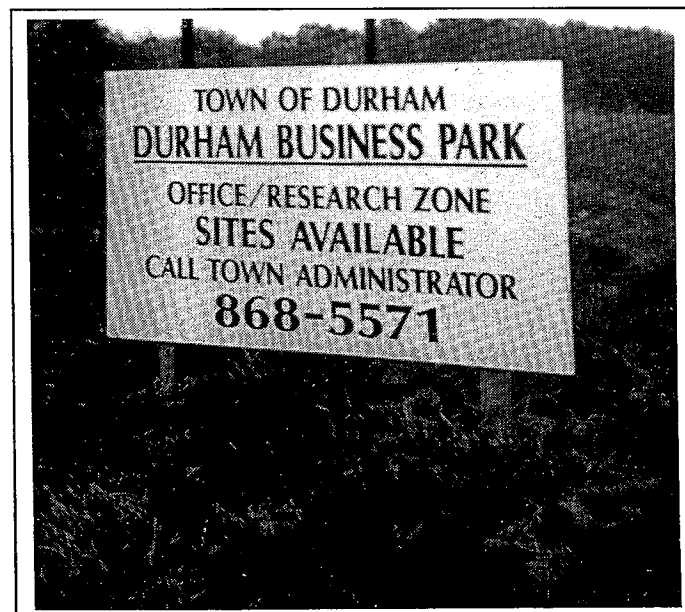
- are non-polluting
- are capable of active community involvement, enrichment and investment
- have minimum impact on environmentally and socially critical areas
- are aesthetically pleasing to citizens when in a visible location
- integrate well into the community and surrounding neighborhoods
- employ local residents

2. Create a guide for new and expanding businesses which communicates the town's position with regard to the above desired attributes.

**Objective #2:** Ensure that any new land use will be appropriate for the community.

### Strategies

1. Establish appropriate performance zoning standards.



The Durham Business Park property located on Route 4

## Goal

TO PROMOTE COMMERCIAL ACTIVITIES IN EACH OFFICE/RESEARCH ZONE THAT IS APPROPRIATE TO THE CONDITIONS THAT EXIST IN EACH SPECIFIC ZONE, UNDERSTANDING THAT SOME AREAS HAVE LIMITATIONS THAT MIGHT PRECLUDE CERTAIN ACTIVITIES, WHILE OTHERS LEND THEMSELVES TO CERTAIN OTHER ACTIVITIES.

**Objective # 1:** Evaluate each existing O/R zone in the Town in terms of geography, physical characteristics, social factors, proximity to utilities, and current use.

### Strategies

1. Produce a pamphlet for prospective clients that introduces them to our community. In this pamphlet our vital statistics can be displayed in a user friendly format. This document can include many of the things that we feel are assets to doing business in Durham; e.g., the Oyster River School System, a highly educated workforce, a strong linkage to UNH and its research facilities, etc.
2. Determine whether the existing boundaries and permitted uses are appropriate or should be changed.
3. Evaluate the UNH Master Plan and the impacts on Town regulated property. Then consider zoning changes that may be compatible with future UNH land uses.

**Objective # 2:** Establish criteria for the compatibility of potential enterprises with surrounding areas.

### Strategies

1. Promote land uses on parcels that are close to UNH and clearly are linked to UNH.
2. Evaluate the characteristics of each area and site and determine which features specific to that site or area need to be recognized and integrated into any new site designs. Examples include: viewsheds, unique topography, social and other natural resource factors.
3. Engage in a dialogue with the surrounding communities, especially Lee and Madbury in an effort to foster regional economic development planning.

# CHURCH HILL 1968

The painting on the cover was intended to represent some of the Americana of Main Street.

The Community Church was built in 1848 at a cost of \$3,325 which was raised by the sale of the pews. At this time the pastor was the Reverend Alvan Tobey who served for forty years -- the longest term by any pastor of this church. In 1851 an organ was added at a cost of \$500.

Coming down the "hill" the next structure is Red Tower built about the middle of the eighteenth century by the Reverend John Blydenburgh and later owned by his daughter, Miss Margaret, who died unmarried. Mary Smith acquired the property later and in 1895 she sold it to her very learned engineer-nephew, Hamilton Smith, who remodeled it and increased its size.

The Finell house at one time was occupied by Joseph and Mary Gilman Page where Mary was postmistress from 1849 to 1853 - and where she lived until her death in 1882. The post office was in the west front room.

The Runlett House was owned by Mehitable Sheafe Smith (1766-1843), wife of the Honorable Ebenezer Smith (1758-1831). From March 20, 1889 to November 1907 the postmaster was George Stevens who used the west front room for the post office while his family occupied the rest of the house. At one time this building was

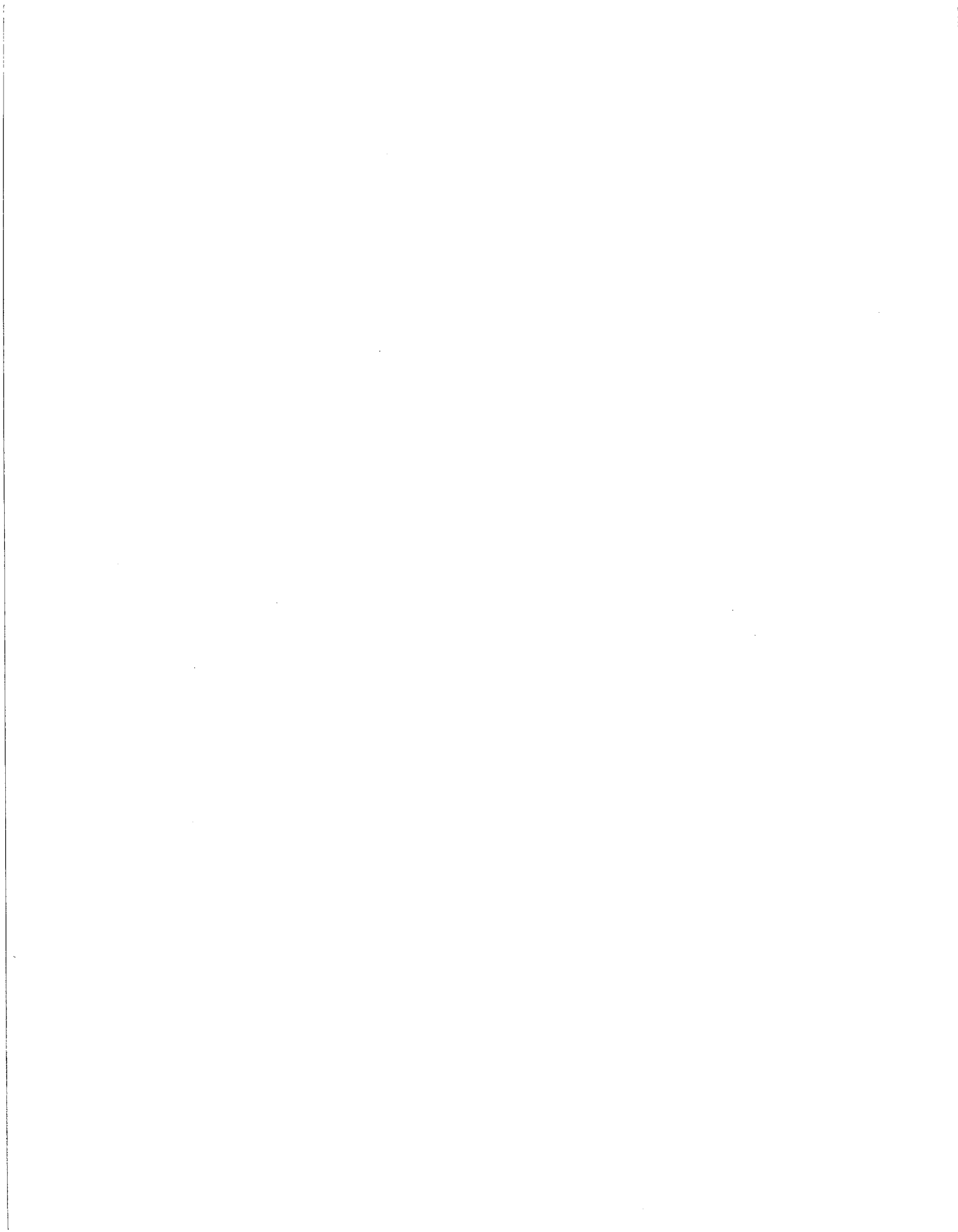
owned by Mary Pickering Thompson. It was here that she wrote "Landmarks in Ancient Dover" along with other historical and genealogical material.

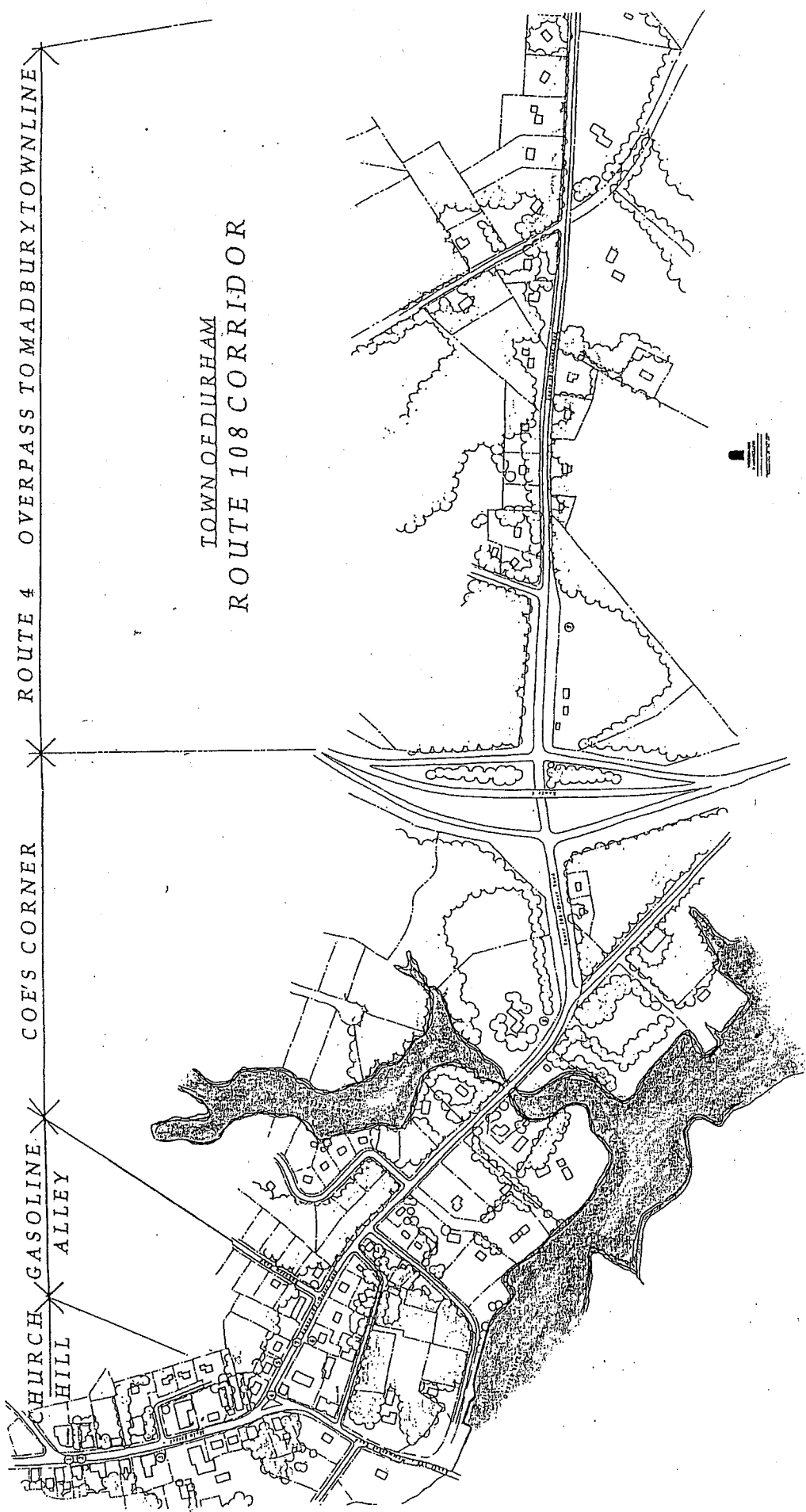
The next small building was Durham's first post office building. It was built in 1907 by one Lucien Thompson, a trustee of the New Hampshire College of Agriculture and the Mechanic Arts, who was born in the "bee-hive" on Madbury Road. Mr. Thompson rented this building to the United States Government for use as a post office.

The structure in the foreground was built about the turn of this century and originally was a meat market which during the hunting season would proudly display the carcasses of deer on both sides of the front entrance. It ran the gamut of being a barber shop, restaurant, haberdashery and Durham's first bowling alley.

On the opposite side of the street is the Parker house said to have been built in 1735 by one Nathaniel Hill who sold it to the Layn family in 1763. Other owners were James Drisco a Portsmouth mariner, Stephen Cogan and William Ballard (1787 to 1811). The Honorable Valentine Smith bought the house at auction in 1814 and willed it to his son, the Honorable Joshua Ballard Smith, and to his daughter, Mary E. Smith.

R.S. Harmon





CHURCH HILL  
GASOLINE ALLEY

ROUTE 4 OVERPASS TO MADBURY TOWNLINE

TOWN OF DURHAM  
ROUTE 108 CORRIDOR

# LBD/Route 108

## Mission Statement

*Our mission is to develop a plan for this high traffic entrance to our community while taking into account safety at the Route 108 and Main Street intersection and New Hampshire Department of Transportation's expansion plans. At the same time we will develop guidelines and incentives for future business development without turning this vital area into an unsightly example of "strip mall" sprawl. Environmental factors and costs associated with improving the appearance and altering the use of this area will also be addressed.*

## **Introduction**

The Route 108 Corridor\Limited Business District Focus Group began meeting in late November with 17 members. The Steering Committee charged the group with the task of developing a long-range vision for the Route 108 Corridor -- this charge is reflected in the above mission statement.

In the early meetings we spent a great deal of time looking at the physical features in the corridor to identify differing land-forms, buildings, lot sizes, and viewsheds. We also looked at the existing zoning along the corridor to get a better understanding of what land uses are currently allowed along the various segments of the corridor. From this analysis the corridor was broken into four segments: The Madbury Town line to the Route 4 bridge, the Route 4 bridge -- around Coe's Corner to Bayview Road, Bayview Road to the Newmarket Road intersection, and Newmarket Road from the Oyster River Bridge to the intersection of Dover Road/Main Street intersection, then up Main Street over Church Hill to the post office.

### **I. Route 108 Profile -- Where are we now and how did we get there?**

Traveling on Route 108 from Dover and Madbury into Durham, a person is surrounded first by large open fields, woodlands, and 19th century homes placed prominently on their property. The character of this landscape has changed little in the past one hundred years except for the occasional 20th century building housing a relatively unimposing business, church or office.

As one travels further into Durham there is a subtle transition as lot sizes decrease and residential development increases until an abrupt roadside retail district appears just outside of the traditional Town village. This Limited Retail District is dominated by automobile service stations and combination gasoline/convenience stores. Durham is more fortunate than most communities in that this two-tenths of a mile stretch of roadside retail development never evolved much beyond its pre 1950 limits - in essence Durham has been spared the perils of strip development so common in modern America.

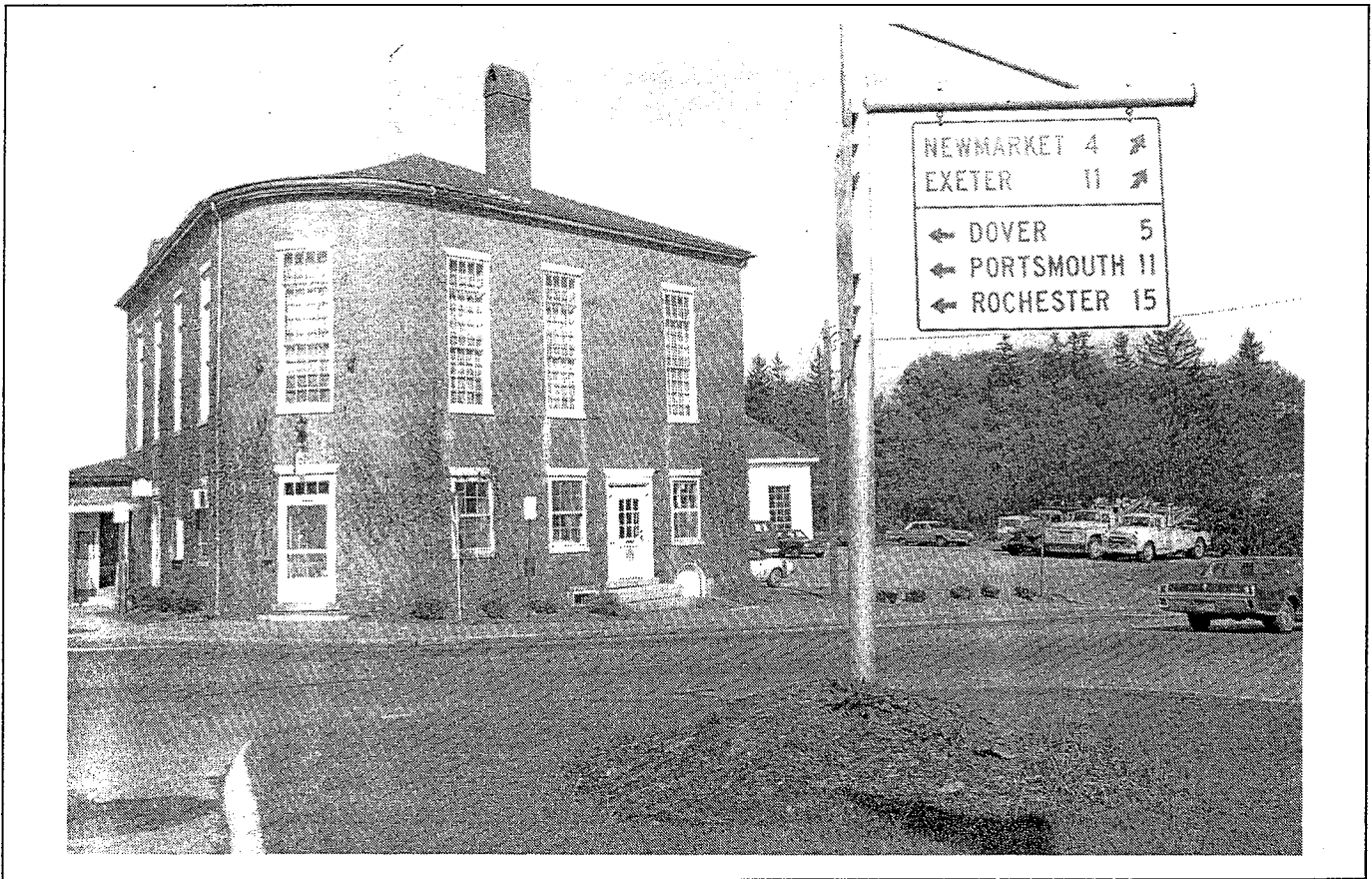
Haphazard strip retail development up and down Route. 108 has been a concern voiced by the public throughout this process and consequently, it is a major concern of this Focus Group.

Another concern of the Focus Group is the idea of transition along Route. 108 as it enters the village core of Durham because the road serves as a gateway into the community. The transition from open space and intermittent low density residential development at the Madbury end of the corridor, to higher density residential development after Coe's Corner is subtle; individual lots are smaller and houses tend to be closer to the street. This transition is unobtrusive because architecture and land uses are similar. The next transition, to automotive and retail sales, is much more abrupt. The land use shifts exclusively to commercial, and this part of the road has been given the sobriquet "Gasoline Alley". The architecture is 20th century, single-story commercial accompanied by the requisite signage, and the majority of the properties are devoid of landscaping in an attempt to accommodate the automobile.

The stark appearance of this area is magnified by the presence of the old Town Hall at the far end of this strip of commercial development. The old Town Hall is an imposing early 19th century brick federal style building built literally on the corner of the intersection of Route. 108 and Main Street. This building's rounded corner and front door accentuates a street corner that was designed to accommodate horse and wagon, not car and truck. Today the old Town Hall is surrounded by asphalt on all four sides and appears to be engulfed by the trappings of the automobile. Nonetheless, even today this building can be looked to for its pleasing architecture and pragmatic use of space (the first two floors were originally designed for mercantile use with the third floor reserved as an apartment).

Rather than look at the old Town Hall as an aberration, we view it as something all new development should look to for guidance and example. As an anchor to the historic district, future new construction and adaptive reuse in gasoline alley should be encouraged to borrow architectural details from this and other buildings in the adjacent area. A fine example of this approach in new construction can be seen not far away from "Gasoline Alley" at 4 Newmarket Road (First Federal Savings Bank). This newly constructed building accommodates a bank on the first floor and several professional offices on the second.

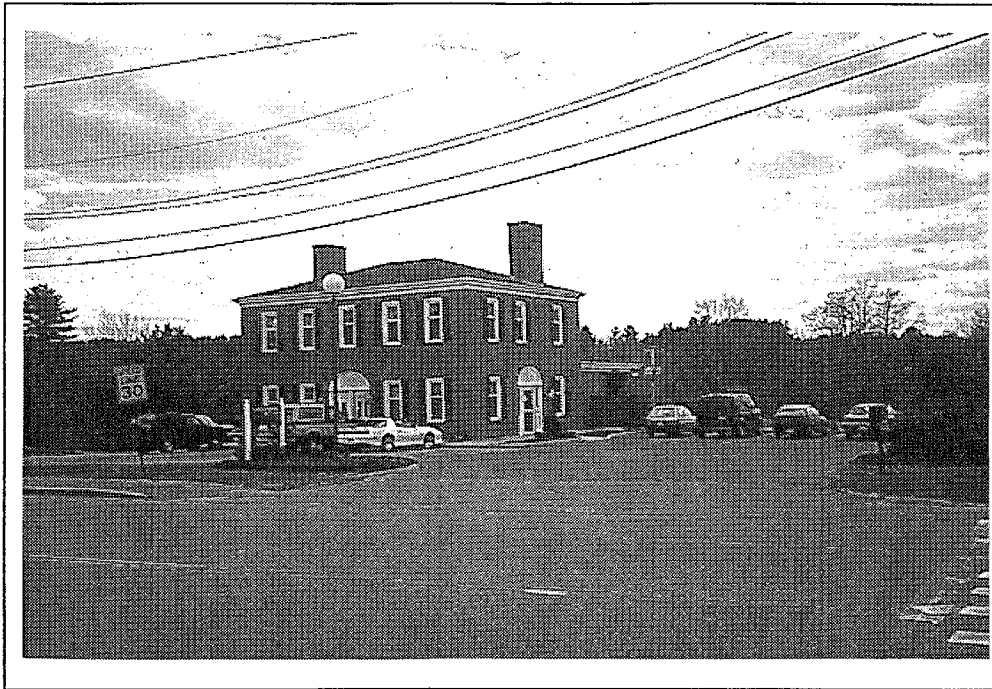




Old Town Hall

Architecturally the First Savings Bank building resembles many fine examples of the Federalist style in the region and fits in nicely with its surroundings which include The old Town Hall, circa 1825, the Frost-Sawyer Homestead, circa, 1649, and the Parsonage, circa 1840.

The final segment of the corridor runs along Newmarket Road from the Oyster River Bridge to the intersection of Rt. 108, up over Church Hill to the post office. The Newmarket Road section, part of the Historic District, is a fine collection of old and new buildings of similar design and scale -- all adapted to twentieth century uses (with the exception of the Frost-Sawyer Homestead, which is slated to be rehabilitated to a Restaurant/Tavern/Inn). The Church Hill segment, also part of the historic district, is characterized by residences from the past two centuries, most of which have been converted to student housing



**First Savings Bank**

## **II. Trend Statement -- Where are we now?**

Presently the Route 108/Limited Business District corridor from the post office to Route 4 bridge is zoned Limited Business. The remainder of the corridor is in the Residence B district, except for the Phelps Farm property located just north of the Route 4 bridge on the east side of the road. This property is also in the Limited Business District.

The minimum lot size now required in the Limited Business District is 10,000 square feet, thus raising the possibility of intense, crowded commercial development all the way from "Gasoline Alley" to Route 4. Uses permitted in the Limited Business District include restaurants and professional offices, while uses allowed by Conditional Use Permit (requiring Town Council approval as well as the Planning Board) include: planned unit developments, hotel/motel, retail sales/personal services, hospitals, carryout restaurants, and auto service stations.

The minimum lot size now required in the Residence B District is 40,000 square feet, thus it is possible that large residential subdivisions with houses on one acre lots could be created on portions of Route 108 from Route 4 to the Madbury Town line. Other permitted uses in this district include professional offices, elderly housing, daycare centers and bed and breakfasts. Uses allowed by Conditional Use Permit include: planned unit developments, recreational facilities, and larger elderly housing.

It is clear that, unless the minimum lot sizes and some of the uses permitted in the Route 108/Limited Business District Corridor are modified or eliminated, the goals and objectives contained will not be met, and the mission, as stated above, will not be accomplished.

### III. Vision Statement -- Where do we want to be?

#### The Madbury Town Line to the Route 4 Bridge

In many ways we want the entrance to our Town from the Madbury-Durham line to Route 4 to look no different in ten to twenty years from how it looks now. Since we know this is impossible, we want to keep the *character* the same -- the feeling of openness, with buildings set back from the road, and landscaping that will enhance the feeling that buildings are part of the countryside rather than dominating it. We realize that some of this area will be developed commercially, so we want the kinds of businesses to be consistent with the professional character of Durham and their structures to fit into the landscape. Because of the positive impact of taxes, we prefer office development to housing development.

The vision for the whole corridor should be tied to maintaining the rural landscapes that exist north of Route 4, encouraging development that is sensitive to the history of the area. It has been said that this is the road referred to in the song about *The Golden Wedding Day* -- "*Through the fields of clover, we'll drive up to Dover on our Golden Wedding Day*". Wouldn't that make a nice theme? Tied to really creative landscaping, setback ordinances, and if economic enticements were utilized the desired effect could be achieved.

#### Coe's Corner

Crossing under Route 4 into the Coe's Corner area begins the transition from rural to light commercial, and it is here that more sensitivity to the area's appearance as well as history is needed. The corner itself needs to be inviting in the sense of landscaping and neatness. Sidewalks (granite curbs and red asphalt -- bricks rise and fall with the frost, and are hard to maintain) need to extend at least from the Jaques property to Bayview Road on that side, and trees and shrubs need to be planted along both sides of the road up to the first gas station. The types of trees and shrubs to be planted need to be those that might serve to visually tie this segment of the corridor more closely to the sense of history the old Town Hall lends to the area. Commercial development should be controlled so as to preserve the atmosphere in this area.

Looking at Coe's Corner traveling from downtown Durham, we want it to become a transition between the Durham commercial center and the Durham scenic river front. We want to encourage easy access of foot and bicycle traffic from downtown Durham to the Jackson's Landing Recreation Area. There should be a feeling of entering the downtown through a scenic residential/recreational area.

#### Gasoline Alley

What is now "Gasoline Alley" we want to become a tree-lined thoroughfare with landscaping that has a feeling of cleanliness, prosperity, and business. Small businesses will replace some of the service stations, and the character of the architecture will be in keeping with that of Church Hill. Blending needed services

with an eye towards aesthetics and traffic flow are important elements for future changes in "Gasoline Alley".

Much has been said about the appearance of "Gasoline Alley", and much could be done to achieve what has been shown in the sketches drawn for use at the Public Forum. First, gasoline stations owners could be encouraged to improve their stations' facade, including:

- landscaping
- limits to the driveway cuts
- shielded parking
- building facelifts

A second option would be to remove gasoline stations from the list of permitted uses here. The present stations, or the present number of stations (six) could be "grandfathered", but if they moved on, new uses for the buildings would be encouraged. The intent of grandfathering would not be to eliminate gasoline stations from this area in the future, but rather to restrict further proliferation of them. Future gas stations in Durham might better be located out near the Route 4/Main Street overpass at the other end of Town. This would better serve the thousands of cars from the university that would be forced to park in the new parking lots envisioned by the UNH Master Plan. All that is needed is a commercial Planned Unit Development in that area. The zoning might not have to change at all, and traffic in Town would likely be reduced.

The group also focused on traffic issues associated with this segment of the corridor, and felt that traffic volume, turning movements, and the high number of curb cuts along this segment negatively impact the safety and aesthetic of this corridor.

### **Church Hill**

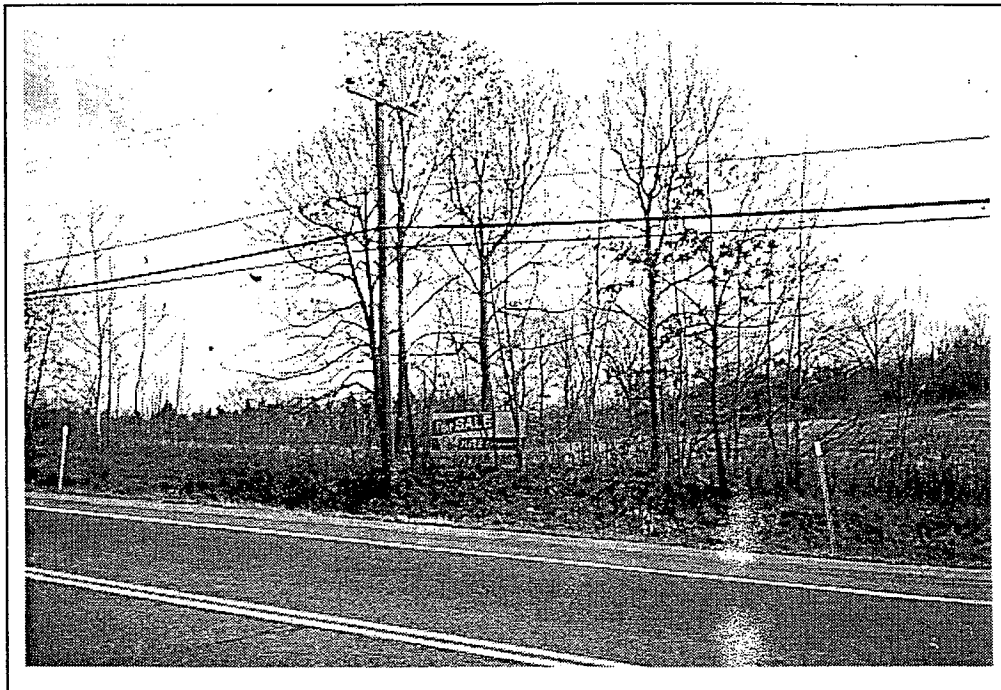
The appearance of the buildings on Church Hill ought not to change, but their use might. They will become a mix of professional offices, restaurants, and retail stores that provide a transitional entrance to the downtown. The buildings on both segments (Newmarket Road and Church Hill), including the Old Town Hall, reinforce the historic character of the area. Individual efforts to enhance the visual effect may be in order -- and this is already happening -- but if businesses and offices are to be attracted into using the buildings in this segment, there is going to have to be more offered to the property owners than mere zoning changes.

### **IV. Action Plan -- How do we get there?**

In an effort to organize the implementation of our vision for the entire corridor, the group chose to break it up into four manageable segments. Man-made physical objects such as bridges and streets aided in marking the beginning and end points for each segment of the corridor but the existing conditions that prevail in each segment is what caused the group to view them differently. Each segment

has its own separate and distinct characteristics and after carefully examining those characteristics, segment boundaries slowly emerged.

The division of the corridor into segments was achieved by viewing it from a variety of angles and mediums. Town staff created maps of the corridor showing lot sizes, lot coverage's, and land uses. A multitude of photographs were presented to the group as slides showing views from automobiles and from a pedestrian's vantage point. Aerial photographs showing the entire corridor were examined, as were two video recordings that highlighted viewsheds and roadside conditions.



Existing open space along Route 108

The following pages outline the goals, objectives and suggested strategies, for each of the four segments of the corridor, developed by the Focus Group during the past nine months.

### **Prioritization**

As a means of giving the Steering Committee direction, and ultimately Town boards, the Focus Group has chosen to prioritize all of the objectives in this report. **All of the objectives in this report are listed in their order of priority with regard to implementation.** Goals have equal importance because they are specific to each of the four segments of the corridor. No segment is deemed more important than another -- this is meant to be a comprehensive corridor plan.

## I. The Rt. 4 Overpass to the Madbury Town-Line

### Goal

TO MAINTAIN THE RURAL, OPEN FEELING THAT CURRENTLY EXISTS ALONG ROUTE 108 FROM THE MADBURY TOWN LINE TO THE ROUTE 4 OVERPASS.

**Objective # 1:** To eliminate the opportunity for new retail sales activity to occur along this portion of Rt. 108.

#### Strategies

1. Rezone the entire east side of this portion of Rt. 108 to some form of Office/Research that is compatible with adjacent residential uses.
2. Stipulate that this new Office/Research zone not allow for retail sale, except where that use is an integral part of an office/research development; is contained on site, and is designed for the primary use of those employees.

**Objective #2:** To promote land uses which are less land intensive, rely on larger lots, and require fewer curb cuts.

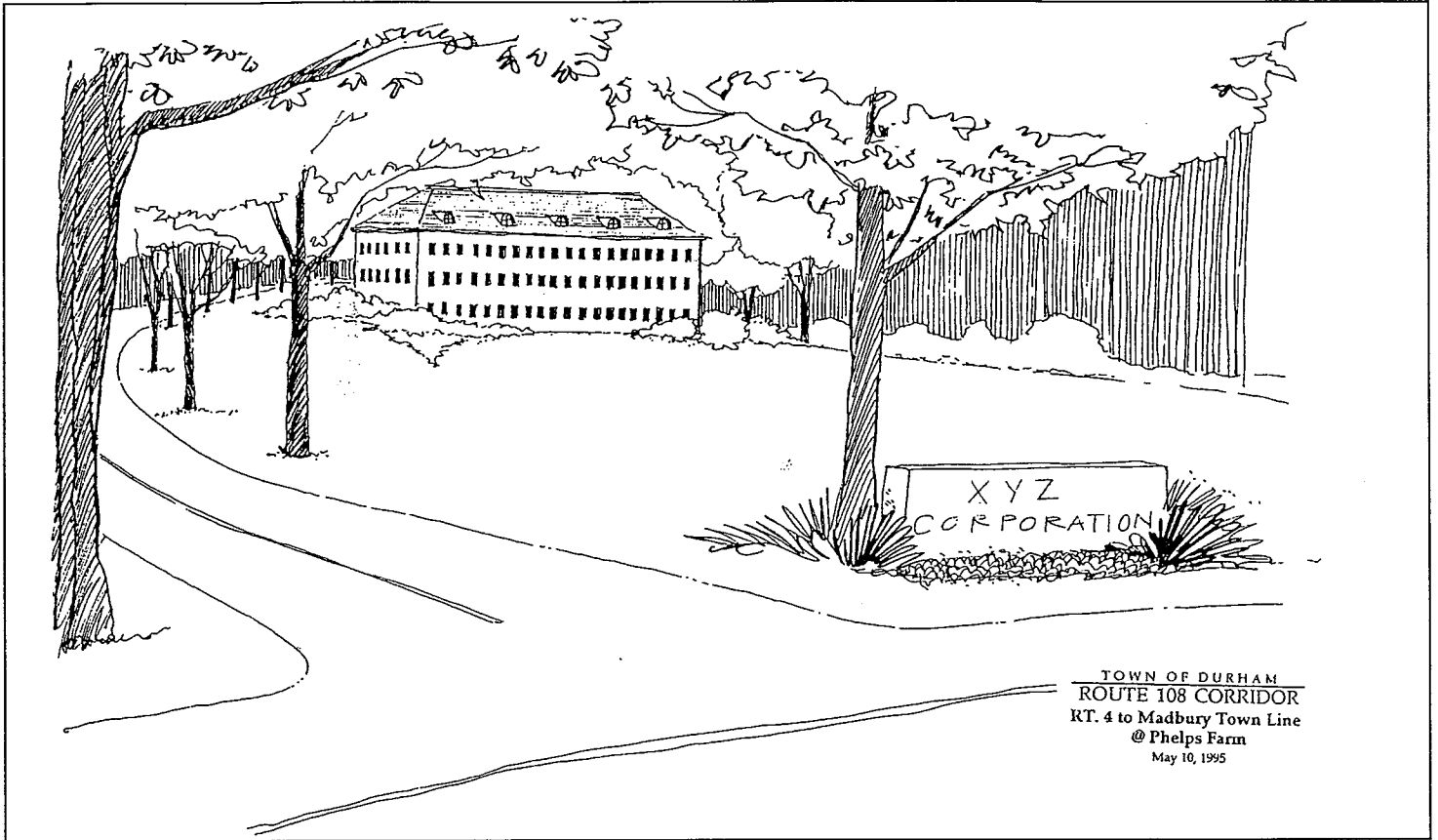
#### Strategies

1. Create a new zone for the corridor which limits the possibility of subdividing existing open space for any intense development.
2. Limit the number of curb cuts allowed onto Rt. 108
3. Establish a 100 to 250 foot setback requirement as a means of preserving the feeling of open space.
4. Increase lot size, up to 4 acres
5. Incorporate architectural and landscaping standards into any new Office/Research zone that is created in this area. These standards should be sensitive to the architecture and feeling of open space in the area.

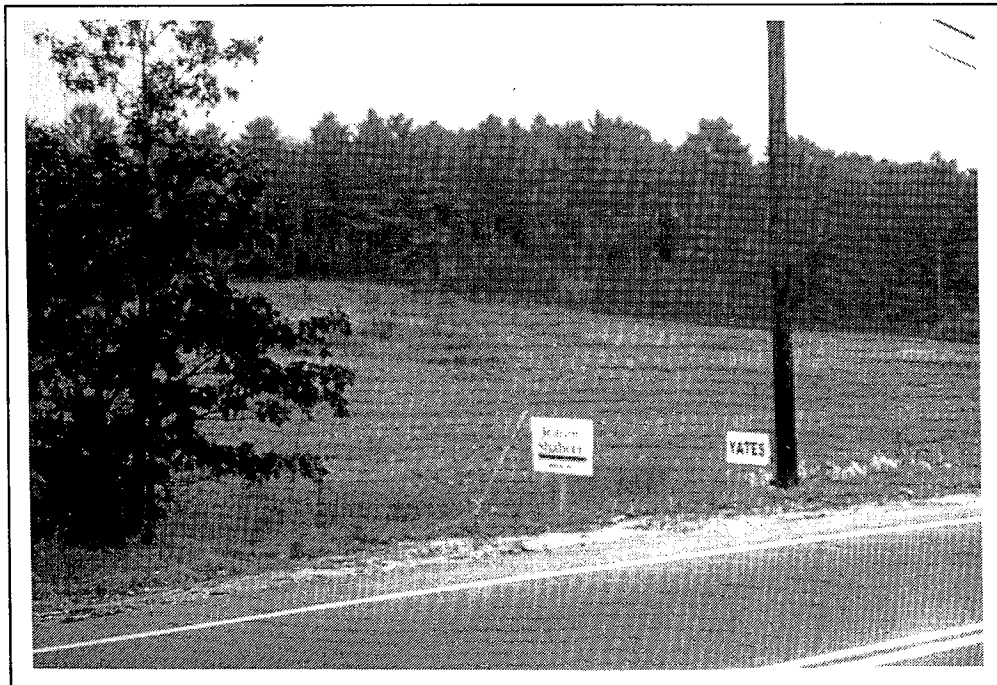
**Objective #3: To limit the possibility of intense residential development along Rt. 108 on existing large parcels of land.**

**Strategies**

1. Create a new zone for the corridor which limits the possibility of subdividing existing open space for intense residential development.
2. Limit the number of curb cuts allowed onto Rt. 108
3. Establish a 100 to 250 foot setback requirement as a means of preserving the feeling of open space.
4. Increase lot size, up to 4 acres
5. Rezone the entire east side of this portion of Rt. 108 to some form of Office/Research that is compatible with adjacent residential uses.
6. Incorporate architectural and landscaping standards into any new Office/Research zone that is created in this area. These standards should be sensitive to the architecture and feeling of open space in the area.



**One concept for this section of the corridor that would incorporate a deep setback from the road, and would maintain large lots**



**Existing Conditions Phelps Farm**



## II. Coe's Corner (from the Rt. 4 Bridge to Bayview Road)

### Goal

TO INCORPORATE LIMITED COMMERCIAL LAND USES WHICH ARE SENSITIVE AND COMPLEMENTARY TO EXISTING RESIDENTIAL PROPERTIES IN THIS SECTION OF THE CORRIDOR.

**Objective # 1:** To enhance the natural beauty of this important gateway into Durham with trees, shrubs and other natural materials.

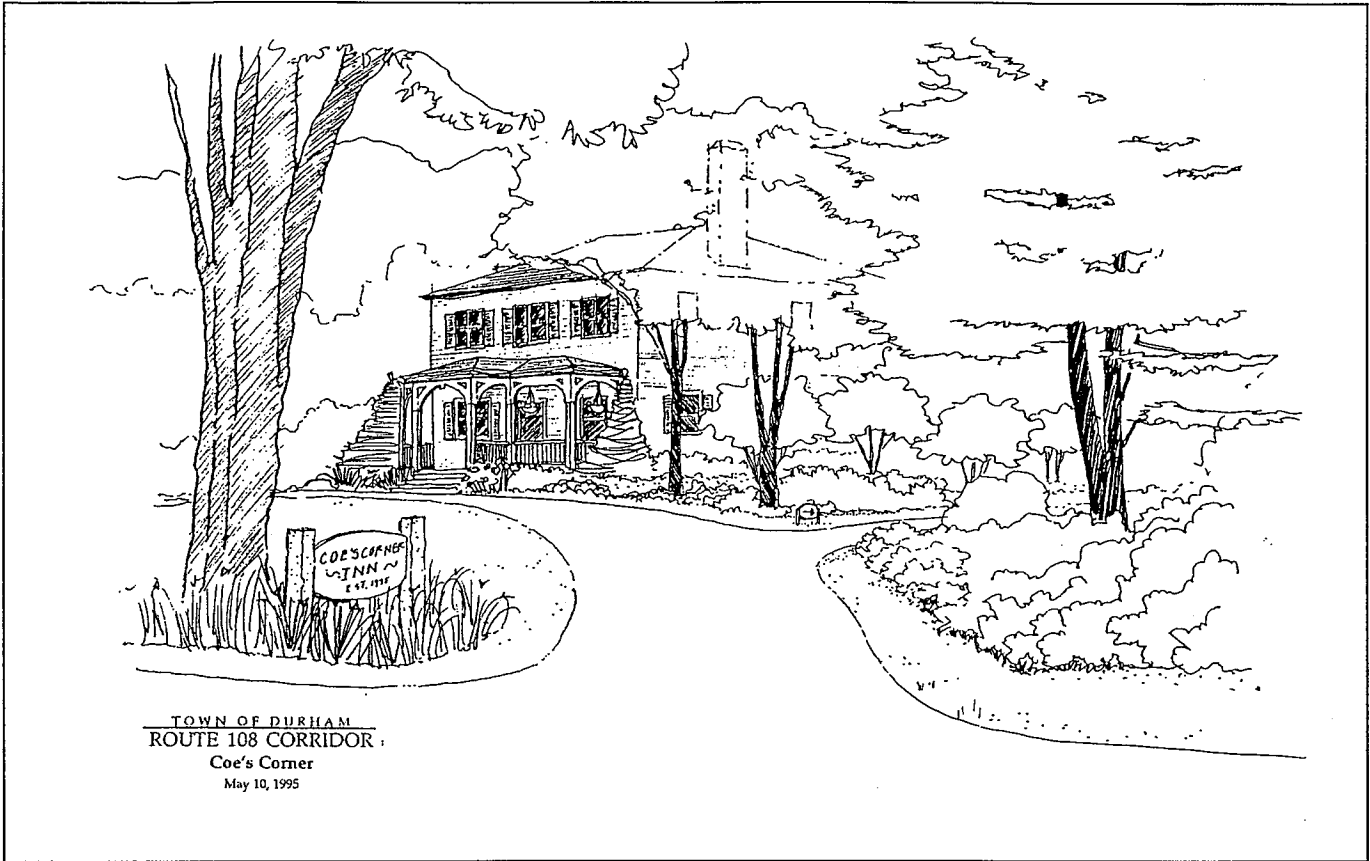
#### Strategies

1. Develop an "adopt a tree", or a "buy a tree" program whereby citizens can purchase a tree and have it planted somewhere in this area. Working with the NHDOT and property owners will be important in this effort.
2. Encourage property owners and the Town, on its land, to create pocket areas where pedestrians can get off the sidewalk and enjoy the views of the Oyster River and Beard's Creek.

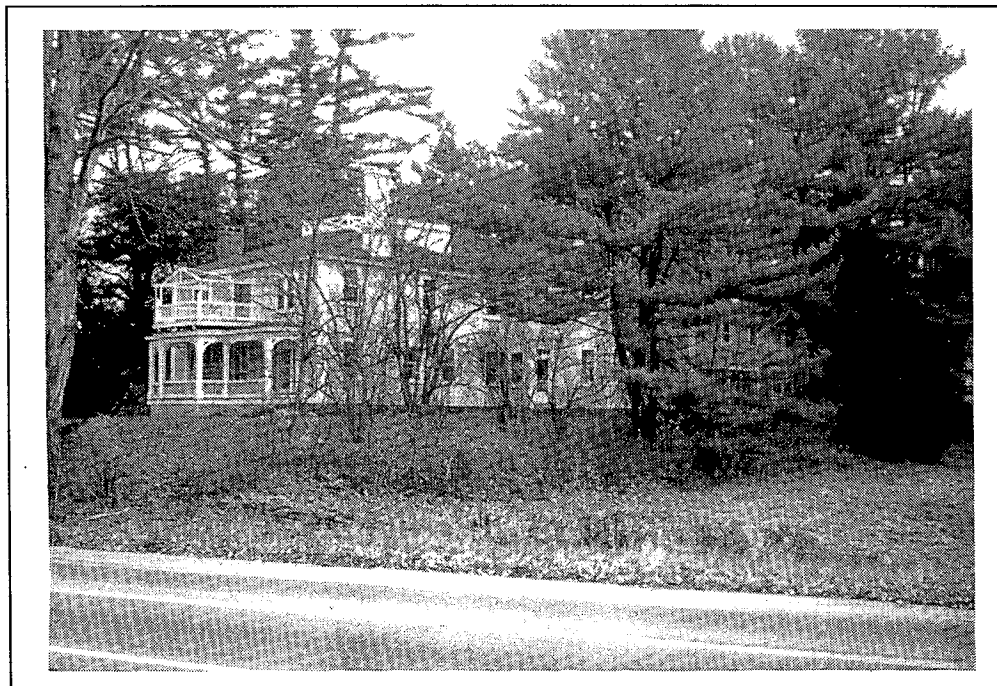
**Objective # 2:** To create a new zone for this area which allows only those commercial activities which complement the existing residential character of the corridor.

#### Strategies

1. Establish minimum lot size and maximum lot coverage standards which reflect existing conditions along this portion of Rt. 108. (The median lot size in this section is now approx. 3/4 of an acre)
2. Encourage new businesses to reuse existing homes, or to adhere to the architecture, building size and lot coverage in the area when new construction is proposed.
3. Require parking to be placed at the rear or side of the building with vegetative buffering and encourage the retention of front lawns whenever possible.



**An example of a commercial land use that is sensitive to the existing residential nature along the Coe's Corner section of Route 108**



**The existing residence**

### III. Gasoline Alley (from Bayview Rd. to the Rt. 108/Main St. intersection)

#### Goal

NEW DEVELOPMENT IN GASOLINE ALLEY WHICH CREATES A SMOOTHER VISUAL TRANSITION INTO THE HISTORIC DISTRICT, THEREBY ENHANCING THE APPEARANCE OF THIS IMPORTANT GATEWAY INTO DURHAM.

**Objective # 1:** To encourage the placement of overhead utilities underground.

#### Strategies

1. Accomplish this objective during the upgrading of the Route 108/Newmarket Road intersection by the NHDOT.

**Objective # 2:** To encourage landscaping, architecture, and signage appropriate for a gateway corridor and which are compatible with the historic buildings in this area.

#### Strategies

1. Establish performance/incentive zoning standards which encourage the adaptive reuse of old buildings or construction of new buildings which are sensitive of, and complimentary to, buildings along Church Hill and down Newmarket Road.

2. Establish a sign ordinance or policy which offers sensible alternatives to large, garish signs that are so typical in commercial corridors. One element of this policy might be to create a booklet that highlights efforts in other communities which have led to effective, yet unobtrusive signage. Showing examples of these cases through photographs and drawings could help existing property owners and potential developers understand what the community would like to see in the future.

3. Encourage the placement of deciduous trees along the roadside as a means of shading the area and creating some sense of enclosure on the street.

**Objective # 3:** To encourage landscaping and the placement of buildings and parking lots which temper the automobile dominated nature of the area.

#### Strategies

1. Establish a performance/incentive zoning ordinance which allows for flexibility in the placement of buildings, parking lots and open space so that new construction does not lead to more of what is already there; e.g., square, box-like single-story buildings set back from the road, surrounded on all sides by asphalt. This new flexibility should allow for buildings to be brought closer to the street, creating a traditional "street line" of facades. By requiring a maximum setback rather than a minimum setback requirement, building facades can ultimately be

brought closer to the street forming an attractive edge to the roadway rather than one which is visually dominated by expanses of paved parking.

2. Require new developments along "Gasoline Alley" to place parking lots behind or to the side of the building and plant a vegetative buffer that screens parking lots from the road.

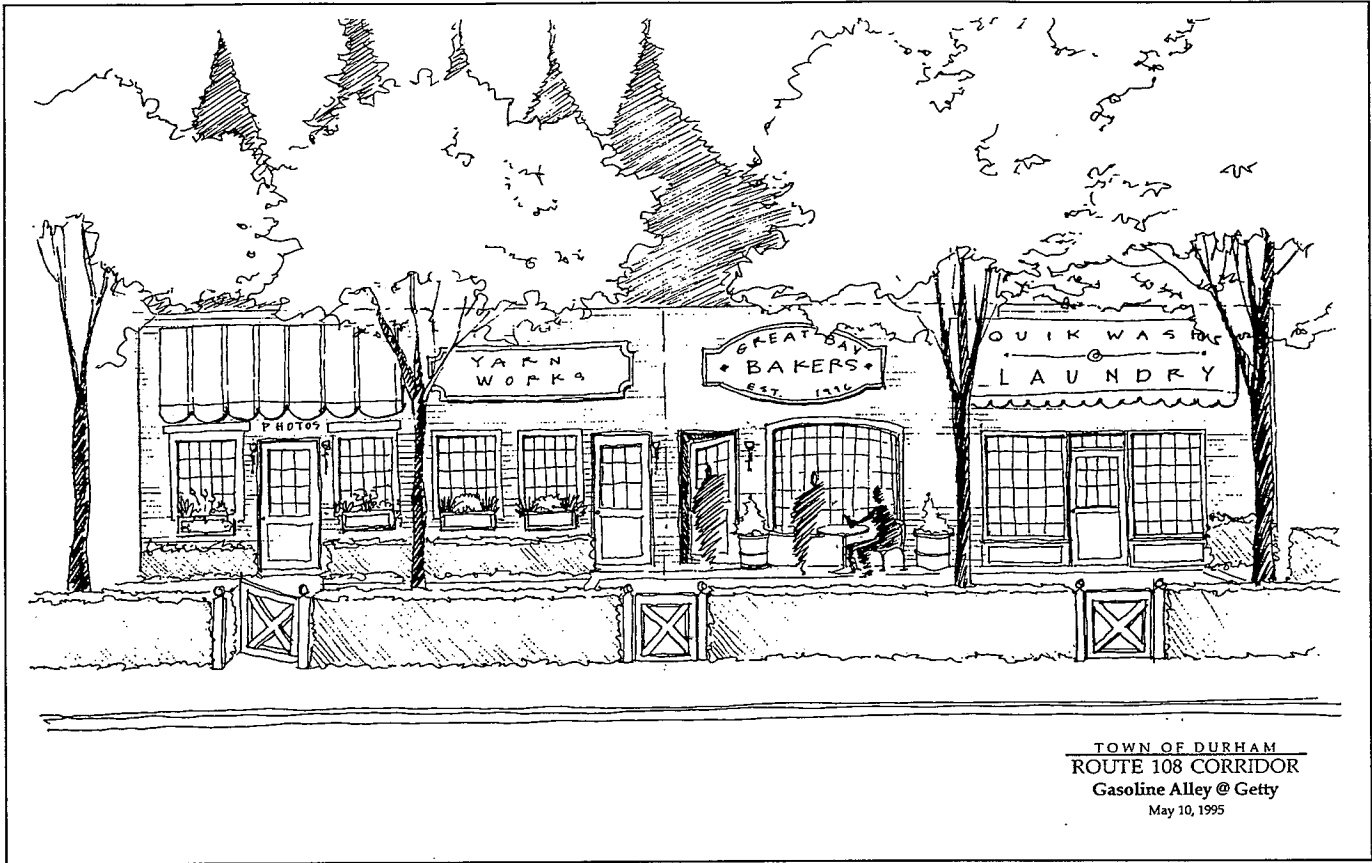
### Goal

**A COMMERCIAL ZONE WHICH OFFERS A VARIETY OF VITAL RETAIL AND PROFESSIONAL SERVICES TO THE COMMUNITY.**

**Objective # 1: To encourage a divergence from the singular commercial concentration that currently exists in the area; e.g., gasoline stations and other automobile dependent retail.**

### Strategies

1. Offer incentives through performance/incentive zoning which leads to the construction or conversion of buildings that can house multiple uses such as retail on the ground floor and professional services, offices and even housing on the second and third floors.
2. Establish stronger pedestrian linkages to the area from downtown - possibly through Cowell Drive or Park Court, and from Church Hill, Town Hall, Old Landing Park, and the Ffrost-Sawyer Homestead. These pedestrian links can coincide with the planned improvements to the Rt. 108 intersection by NHDOT, the adaptive reuse of the Ffrost-Sawyer Homestead and recommendations by the Downtown and Sense of Community Focus Groups to link the Mill Plaza and downtown to the Oyster River and Old Landing Park. The cumulative effect of these efforts will be to temper the dominance of the automobile, increase public safety, and encourage more diverse retail activity.
3. To be cognizant of, and plan for, the future development of the lots on Schoolhouse Lane. New development pressures might arise for these properties as Gasoline Alley evolves, and with the adaptive reuse of the Ffrost-Sawyer Homestead.
4. Provide public parking spaces behind Town Hall for people who want to visit Olde Landing Park, the old Town Hall (depending on what its eventual new use is) and any commercial growth that might occur on Rt. 108 and Schoolhouse Lane. It is recognized that there is limited space for public parking at present but this could change once public works has been relocated off-site and the police department has been relocated on site and Durham District Court is relocated to Dover.



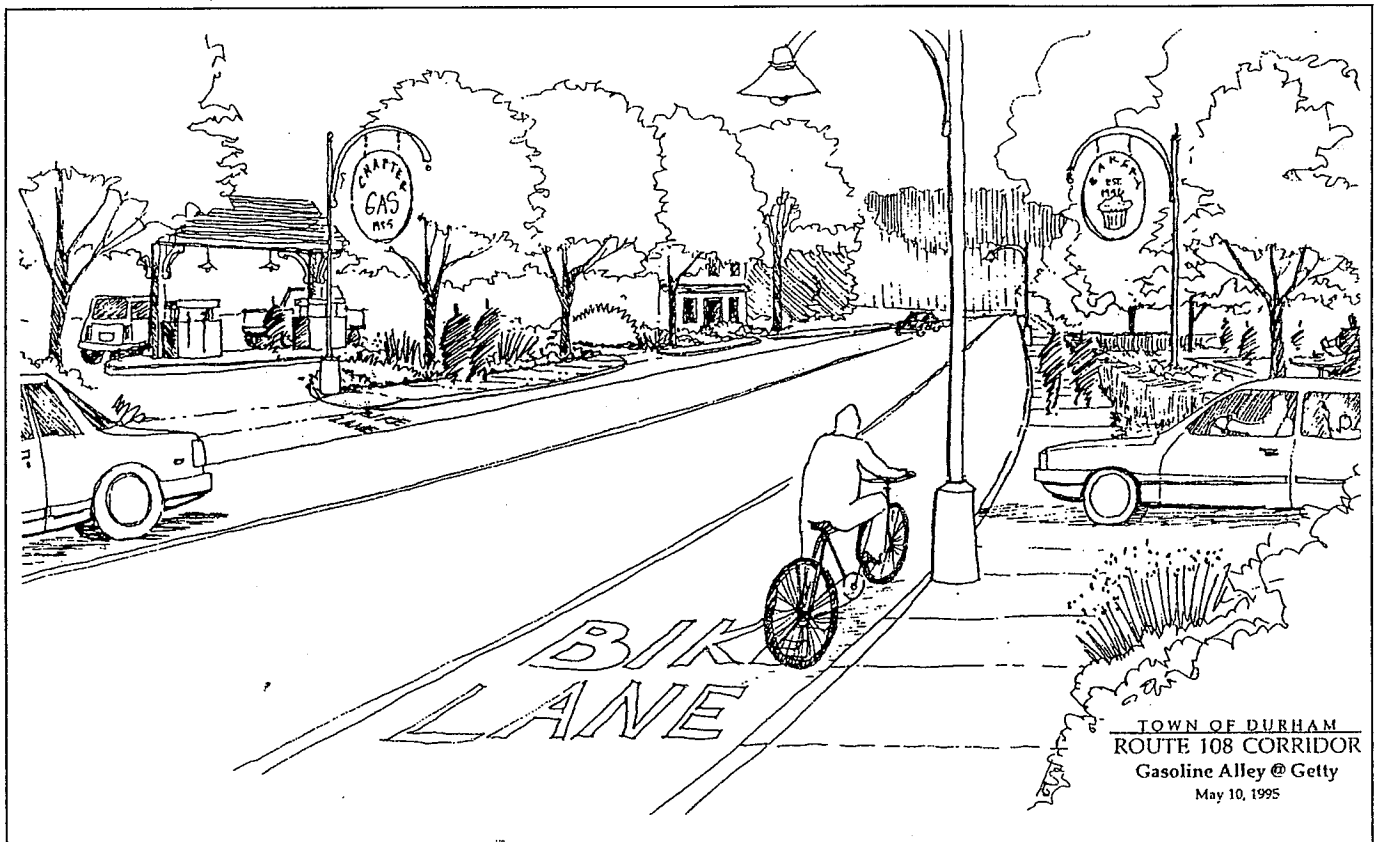
One alternative reuse of an existing structure in gasoline alley that could accomplish several objectives, including: placement of parking to the side and to the rear of the building, landscaping, including deciduous trees, less obtrusive signage, and a divergence from automobile dependent retail



The Getty station on gasoline alley



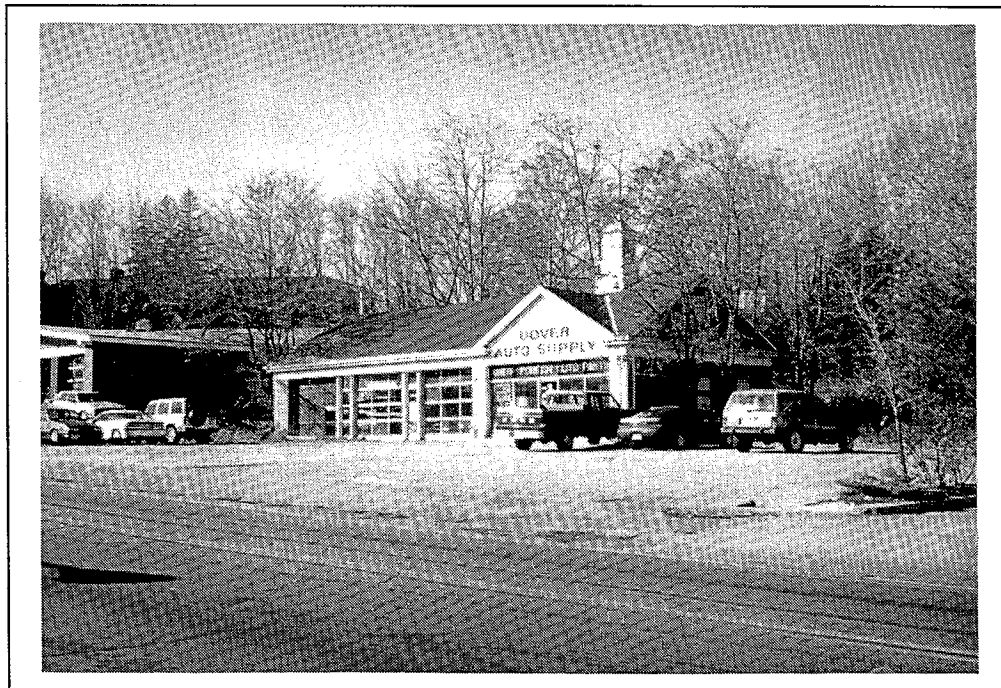
Existing conditions on gasoline alley



An artists rendition of gasoline alley with many of the improvements that have been articulated by folks at several public forums. These improvements include: underground utilities, sidewalks, bike lanes, smaller signs, and a variety of retail and professional services



The expansion of an existing structure in gasoline alley. This type of new development might occur through an incentive zoning ordinance which allows for greater densities or less stringent parking standards in exchange for a particular use, or enhanced landscaping and architectural features.



Existing structure and use

#### IV. Church Hill (from the Oyster River Bridge to the Rt. 108 intersection, continuing over Church Hill to the Post Office)

##### Goal

A CHURCH HILL THAT INCLUDES MULTIPLE LAND USES, INCLUDING PROFESSIONAL OFFICES AND SELECTED RETAIL, SO THAT EVERYONE CAN ENJOY THESE HISTORIC STRUCTURES.

**Objective # 1:** To encourage the adaptive reuse of any building on Church Hill that are now converted to student housing.

##### Strategies

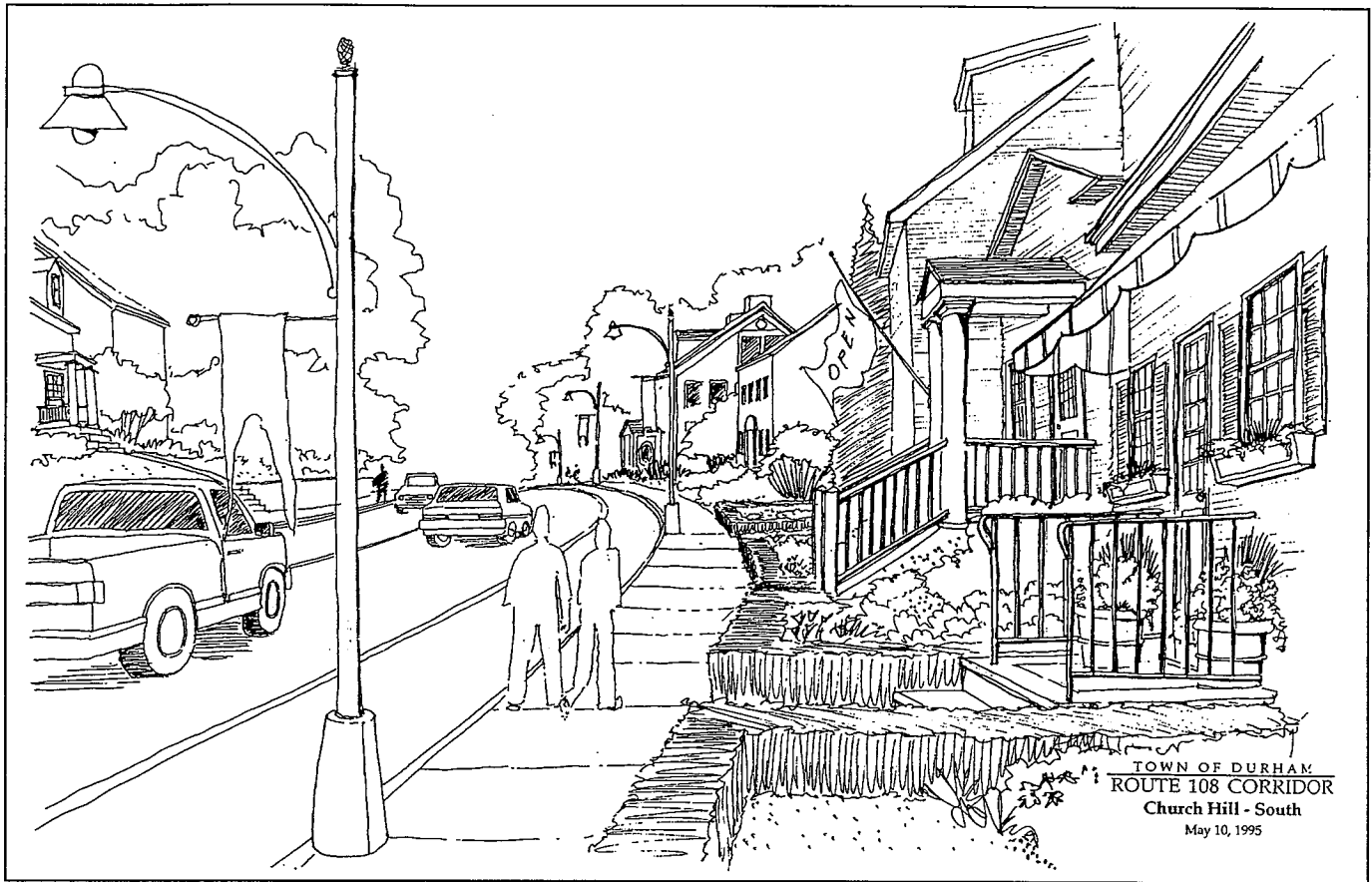
1. Develop a working relationship with individual landlords on Church Hill in an attempt to better understand their long-range plans and to present them the community's vision of this area.
2. The Town Council and the Planning Board should communicate frequently with the Historic District Commission so that there is clear understanding of how adaptive reuse of historic buildings is simultaneously a historic preservation, community development and economic development tool.
3. Calculate the development potential of proposed new uses as a means of better understanding the economic likelihood of property owners wanting to convert.
4. Clearly define the types of uses that are encouraged to locate on Church Hill and establish zoning that allows for a process of conversion that has clear incentives, and is unambiguous and timely.
5. Look to the Newmarket Road part of this segment as an excellent example of adaptive reuse of older historic buildings and the construction of new architecturally and historically sensitive buildings for commercial uses. These examples include Durham Town Hall, the Environmental Hazards Management Institute, the planned renovation of the Frost-Sawyer Homestead, and just outside this segment, the former Newmarket Software Building and the Mill Pond Center.



**Objective #2:** To establish a more suitable transition from downtown, over Church Hill to Gasoline Alley.

**Strategies**

1. Develop a working relationship with individual landlords in order to better understand their long-range plans and to present them the community's vision of this area.
2. Communicate frequently with the Historic District Commission so that there is clear understanding of how adaptive reuse of historic buildings in the transition zone is simultaneously a historic preservation, community development and economic development tool.
3. Calculate the development potential of proposed new uses as a means of better understanding the economic likelihood of property owners wanting to convert from student housing to office or retail uses.
4. Clearly define the types of uses that are encouraged to locate on Church Hill and establish zoning that allows for a process of conversion that has clear incentives, and is unambiguous and timely.
5. Articulate the vision of this group and the Sense of Community group which is to draw pedestrians up to, and over Church Hill -- into the gasoline alley area and down to the Oyster River and Olde Landing Park.



This artist's rendition of improvements to Church Hill incorporates many objectives of the Route 108/LBD and Downtown Focus Groups. These improvements include: a sidewalk on the south side of the hill and a diversity of uses in these historic buildings -- both of which could draw pedestrians up Church Hill creating a stronger linkage of downtown and the limited business district and the Olde Landing Area



Existing conditions on Church Hill



The expansion and enhancement of an existing building on Church Hill. One of the goals of the Route 108/LBD and Downtown Focus groups is a smoother transition from the central business district to the limited business district.



Existing conditions



# Where Do We Go From Here?

This plan sets forth a vision for Durham for the next twenty years and offers both policies and actions to implement that vision. While this document is itself an implementation tool, it alone will not accomplish the goals, objectives and strategies included here. Elected and appointed boards, citizen volunteers, and Town staff must now implement this plan through an array of strategies. The year-long process which culminated with the creation of this document has demonstrated that there is broad and enthusiastic support for all of the goals articulated in this document -- the next step is to capture this positive energy and implement change.

There are a multitude of tools that are at our disposal to achieve our goals. These tools include:

1. Land use ordinance changes
2. Master plan update or revision
3. Procedural and process changes
4. Physical construction
5. Other local ordinance adoption or changes
6. New Town programs and evaluation of existing programs
7. Ongoing citizen involvement in the planning process
8. Capital Improvements Plan
9. Community Development Reserve Fund
10. Private sector fund-raising
11. Other public grants and resources
12. Additional plans, inventories and/or studies

## **Implementation Matrix**

At the end of this chapter is the implementation matrix of the recommended strategies from each Focus Group. This implementation matrix provides an outline for estimated costs, potential funding sources, the group or groups responsible for carrying out implementation, and what type of governmental action, if any, is necessary to begin implementation.

The tools, or measures noted on the preceding page are briefly described below:

### **1. Land Use Ordinance Changes**

This plan recommends a number of changes to local land use ordinances, in particular the zoning ordinance. It is recognized that such changes must go through additional review, study and public hearings.

### **2. Master Plan Updates or Revision**

There has been the expectation throughout this community development process that the Durham Master Plan will be updated in the near future. It is the expectation of the Steering Committee that a great deal of the information gathered in this effort, and many of the recommendations put forth, will ultimately be incorporated and legitimized in a new Master Plan. Many of the recommendations in this plan may require changes to the Master Plan. These recommendations are below.

### **3. Procedural and Process Modifications**

Some recommendations in this plan can be implemented through procedural changes in the development and permitting process. In general, all processes should be "user friendly". The objectives of any and all processes should be clear and understood by all parties. In each process, the Town must strive to balance the interests of the community with the difficulties delays can cause citizens and applicants. Ordinances and guidelines should be able to be easily understood. Development requirements should be made clear at the outset and should not change.

### **4. Physical Construction**

Several recommendations in this plan call for the physical construction or reconstruction of facilities, buildings, or infrastructure ranging from park benches and pedestrian paths to a new library/community center. Many of these recommendations require the expertise found in our public works department or other public service agencies, while others can be accomplished by well organized local volunteer efforts. One project envisioned to be predominantly volunteer based is the improvements to Memorial Park.

### **5. Other Local Ordinance Adoption or Changes**

There may be several other types of ordinance changes beside zoning which will need to be adopted by the Town Council. These will go through the normal ordinance adoption process, which includes a public hearing. An example of this would be the reduction of speed limits on Main Street in the downtown area.

## **6. New Town Initiatives/Evaluation of Existing Programs**

In some cases, existing Town policies and/or procedures will need to be reviewed and modified in order to accomplish certain recommendations. In others cases, Town Council action will be required to formally accomplish a recommendation. An example of this would be the creation of an Economic Development Committee to aid in the efforts to locate appropriate businesses in Durham.

## **7. Public Involvement**

All of the recommendations put forth in this plan were shaped by comments and concerns of local residents. Our outreach to citizens will not end with the acceptance of this document by the Town Council, nor will the involvement of those citizens who worked on the creation of the plan. Every recommendation in this plan will require citizen involvement during implementation.

## **8. Capital Improvements Plan (CIP)**

The CIP is a long range planning and financial tool which allows capital improvements to be planned, budgeted and implemented in an orderly fashion. Some of the recommendations contained in the Plan should be included in the CIP for implementation. The recommendation for the development of a community center and/or library is an example.

## **9. Community Development Reserve Fund (CDRF)**

The CDRF was established from Urban Development Action Grant proceeds resulting from the Data General project. This fund of approximately \$550,000 can be used for community development projects. Some of the projects recommended in the plan can be funded utilizing the CDRF. Some of the physical improvements noted in the Downtown and Economic Development sections seem especially applicable. Also, the concept of a revolving loan fund, particularly suited for facade improvements and business expansion, could be funded initially from the CDRF.

## **10. Private Sector Fund-Raising**

In this era of diminishing public resources, private sector funding of certain types of improvements is a critical component of a community development program. Individual business and corporate contributions and private foundations are potential sources of funding for some of the projects recommended within the plan. This highlights the need for active public/private partnerships. For example, a capital campaign to raise money for the physical improvements recommended for the downtown area could be organized by the private sector, and coordinated and organized by the local business community.

Such a campaign could be funded by a "seed" contribution from a corporate entity or local business or individual. This initial contribution could then be supplemented by contributions from the Town, UNH, local businesses, the public, and other fund raising mechanisms. This would provide a wonderful opportunity for a true partnership focused on specific improvements designed to benefit the entire community.

### **11. Other Public Grants and Resources**

There are a myriad of other public funding sources for grants and loans which could leverage other public and private investment. Programs such as the Community Development Block Grant program (CDBG), the Economic Development Administration (EDA), the Business Finance Authority (BFA) and the Community Development Finance Agency (CDFA) are all potential sources of funding. Also, UNH contributions for the funding of specific projects could also be actively explored.

### **12. Additional Plans, Inventories and/or Studies**

Each of the Focus Groups at some point felt a need for more detailed data than was available given existing resource and time constraints. Many of the policies and actions recommended in this plan are based on varying levels of technical information. It is understood that in some instances more analysis will be needed before all strategies are implemented. It is also understood that planning is an ongoing process, and that as conditions change, actions needed to implement visions will change.

Where additional research and reports are recommended, a variety of resources should be explored. These included local citizens with expertise in specific areas; Town staff; existing Town committees; student interns; UNH class projects and faculty with expertise in appropriate areas. These should begin as soon as is reasonably practical.

### **Addition Opportunities for Public Involvement**

Citizen participation is a way of life in Durham. We have an articulate, active citizenry that bring tremendous resources and vitality to any issue and project. There will be numerous opportunities for additional public participation as local land use, other ordinances, plans and budgets are considered and acted upon. Also, much of the Community Development Plan can only be successful if there is active volunteer involvement and organization. Finally, the Town should strive to continue to integrate public participation into all of its planning processes and projects. These should be measures and techniques which go beyond conventional ones such as public hearings.



## Connecting Myriad Resources

Durham is an extremely unique community with a wealth of talented residents who routinely dedicate their time and talent to various organizations in the community. Also, Durham is fortunate to have unique linkages to University resources that can be adapted and used to augment the implementation the recommendations. This Plan has highlighted a substantial listing of existing resources and organizations that have always been available or are presently serving the community. One significant fact which has been highlighted throughout the development of this plan was the large number of organizations that continue to serve the Town's needs in many ways, including (but certainly not limited to):

1. Oyster River Youth Association--organized sports for the Town's youth
2. Durham/Great Bay Rotary Club--fund raising, community work days, etc.
3. Community Health Action and Information Network
4. Local Churches and Synagogues
5. Durham Historical Association
6. Durham Women's Club
7. Neighborhood Groups
8. Durham Garden Club
9. UNH Campus Ministries
10. UNH Student Service Clubs
11. UNH Greek Organizations
12. Oyster River Schools
13. Newcomers Club and Welcome Wagon

These groups can be critical players in the implementation of certain portions of the Community Development Plan, and relations between the Town and they, and between each other, should continued to be nurtured and enhanced. Durham is a community with tremendous local talent, dedication, and interest. The key element is in insuring the efforts of community groups do not duplicate, but rather build upon and compliment each other.

This Plan attempts to highlight how these resources can be used in the implementation of the recommendations and action plan. Also, it is important to recognize all organizations that provide benefits to various segments of the community and inform the community on all the activities, events, and program that are continually provided by these organizations. One significant result of this plan will be the establishment of a coordinated information system, through news letters, press releases, and community calendars, that seeks to inform and unite

Town citizens on activities and events, and helps to enhance Durham's "sense of community".

### **Maintaining the Momentum**

There has been a tremendous amount of citizen involvement and participation in the development of the plan. The momentum generated by this process is impressive, and needs to be maintained and continued. There are a substantial number of recommendations within the plan, many of which will need significant volunteer effort to implement. In addition, there are many recommendations which can be implemented very quickly or can begin right away. After acceptance by the Town Council, those items which can be implemented right away or begin immediately should be identified and steps to initiate them taken immediately.

For instance, the improvements to Memorial Park would be a wonderful project to kick off the implementation phase. This project could be the focus of a capital campaign and constructed at least in part by a local volunteer. This would give tremendous visibility and recognition to the project.

In the same context, those short term recommendations which can be easily accomplished without significant allocation of resources should begin as soon as possible. This effort could be modeled upon the implementation of the recent traffic and parking plan, whereby small but significant items were done very quickly by the Town. This will help to maintain the momentum, validate the efforts of those who participated in the development of the plan, and help with the recruitment of additional volunteers to assist in the implementation phase.

It is also important that those items which require local ordinance adoption be initiated as soon as possible. The plan recommends a number of changes to the zoning ordinance, as well as rezoning of certain areas and potential master plan changes. The Town Council should provide direction and guidance to the Planning Board as to which of these should receive priority and suggest approximate time frames for review and recommendation to the Council. It may be appropriate for the Town Council and the Planning Board to hold a workshop in the near future to discuss those items which require planning board review and action.

After receipt and acceptance of the plan, the Council may also wish to develop a projected time schedule for accomplishments of the recommendations noted herein.

## **Summary**

Any effective planning process is a circular one. It is a fluid, dynamic process that never ends. As the plan is adopted and the implementation phase begins, there is need to evaluate and monitor the success of the effort, and to begin the process for meeting ever changing conditions and developing a new plan. It is the intent of the Community Development Plan that it serve as the springboard and foundation for a revision and updating of the Master Plan. It is also the intent that the public participation techniques and programs developed as part of the project become standard fare for the Town government, and serve as models for the ways in which solutions to problems can be formulated.

The Community Development Plan needs to be seen as a collective whole greater than the sum of its parts. While each and every recommendation is important, the "big picture" needs to be recognized and focused upon. Not every one will agree with every recommendation in the plan. There may be those who wonder "how could they come up with that?" The dynamic and fluid nature of the planning process may indeed result in alternatives not included here which accomplish the goals and objectives of this plan in ways not contemplated at this time. To the extent that this happens and such alternatives are in the best interests of the community, such developments are credits to the community planning process and the talent and creativity which exists in Durham.

By the same token, however, the recommendations contained in the Plan should be given much credibility and legitimacy by the Town government. This plan should be used as an Action Plan, a blueprint, for the Town government, citizens, business community, University of New Hampshire, civic groups and others to stand up and say "we are ready, let's get moving!" Let the exciting and dynamic process of enhancing our wonderful community move forward with the same spirit of collaboration, team work, respect, and cooperation upon which this Community Development Plan was formulated.

**On with the implementation!**

# Community Development Implementation Matrix

## Abbreviation Key

PB=Planning Board	STAFF=Town Staff	TC=Town Council	PRA=Parks and Recreation Advocate
V=Volunteer	EDC=Economic Development Committee	HDC=Historic District Commission	
UNH=University of New Hampshire	PR=Parks and Recreation Committee	VC=Volunteer Coordinator	
Priv=Private Sector	DBA=Durham Business Association		

## Sense of Community Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Section I Objective A</b>							
Create a volunteer coordinator position	TC	X					
Increase and enhance events which bring people together	PRA						
Increase and promote town projects and events which promote volunteerism	TC	X					PUBLIC PRIVATE
Publicly acknowledge contributions of volunteers	TC	X					
<b>Objective B</b>							
Create a dedicated phone line with message for local info	STAFF						PUBLIC
Provide info kiosks at key locations	TC	X					PUBLIC
Produce a low-cost newsletter about community events	STAFF						PUBLIC
Add a page to the Durham newsletter & local papers	STAFF						
Meet w/ merchants to discuss ways of making downtown resident friendly	SEE DT PLAN						
Provide for a public relations student intern	STAFF UNH						PUBLIC/ UNH

## Sense of Community Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Objective C</b>							
Create plan for an identifiable physical town center	TC	X	X	X			
Establish a town library/community building	TC	X	X				PUBLIC/PRIVATE PR
Make downtown more inviting for social interaction	SEE DT PLAN						
Develop a system of green spaces and paths linking different parts of town	PR CC STAFF	X	X				PUBLIC PRIVATE PR
Link the Mill Pond and Oyster River areas w/ paths	PR CC STAFF		X				
Est a fund to acquire properties for community	TC	X	X		X		PRIVATE PUBLIC
Develop events to bring public spaces alive	PR ADVOCATE VOLUNTEER UNH						
Improve public spaces to serve a variety of age groups	PR						
Protect natural state of Wagon Hill, but encourage new activities	CC PR				X		

## Sense of Community Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Section II</b>							
<b>Objective A</b>							
Help UNH better inform and involve community in their events and activities	STAFF						
Post reciprocal UNH/Town events in both publications	STAFF						
Support UNH efforts to inform residents of resources	STAFF						
<b>Objective B</b>							
Encourage UNH faculty and students to get involved w/ community projects	VC						
Encourage UNH/Town to inform students about town resources/expectations	UNH STAFF						
Encourage social interaction between students and residents	COMM						
Coordinate student intern program to support community building activities	UNH STAFF						UNH TOWN
<b>Objective C</b>							
Create a mechanism for UNH/Town officials to work together long-term	TC PB UNH	X	X				

## Downtown Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord/Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specs	Est. Cost	Funding Sources
<b>Pedestrian Safety</b>							
Install additional Crosswalks downtown	TC	X				\$10,100	PUBLIC
Additional pedestrian signage including flexible street poles	TC	X			X	\$150/sign	PUBLIC
Install neckdowns/curb extensions downtown	TC	X			X	\$6,625	PUBLIC
Restripe crosswalks or use different materials - Brick etc.	TC	X			X	\$28,875	PUBLIC/ PRIVATE
Improvements to Memorial Park & widen crosswalk	TC	X			X	\$	PUBLIC/ PRIVATE
Wider sidewalks on the east side of Main Street	TC	X				12,670	PUBLIC

## Downtown Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
Extension of the sidewalk on the east side of Main Street	TC					IN ROUTE 108 PLAN	NHDOT/ TOWN
Reduced speedlimit on Main Street	TC	X			X	N/A	N/A
<b>Signage</b>							
Limit island signs to public service announcements	TC				X	N/A	
Establish and maintain several information kiosks downtown	TC	X				\$6,000	PUBLIC/ PRIVATE
Erect small signs directing pedestrians to shopping areas	PB	X		X	X	\$250	PRIVATE
Erect a freestanding sign at the entrance to Mill Plaza	PB	X		X	X	\$5,000 to \$20,000	PRIVATE



# Downtown Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Mill Plaza</b>							
Improvements to Pedestrian way behind the Grange Hall	TC	X				\$11,580	PUBLIC/ PRIVATE
Improvements to the ends of both Mill Plaza buildings	PRIVATE					\$8,550	PRIVATE
Improvements to the north side of the Plaza (Burger King)	PRIVATE					\$11,575	PRIVATE
Develop new zoning to promote Plaza area	PB	X	X	X			N/A
<b>Zoning, Land Uses and Commercial Mix</b>							
Eliminate, reduce or restructure parking ordinance	PB	X	?	X			N/A
Establish a downtown merchants association	PRIVATE						N/A
Restructure alcohol policy	TC	X		X	X		N/A
Create incentives for high densities/more diverse retail	PB	X	X	X			
Work with landowners to diversify commercial uses	PB	X					
Change existing rental densities in the CBD	PB	X		X	X		

# Downtown Focus Group Strategies Matrix

Architecture, Aesthetics, Character	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Store 24 Parking Lot</b>							
Build a retaining wall behind the Outback an Licker Store	PRIVATE					\$8,200	PUBLIC/ PRIVATE
Move the cardboard recycling dumpsters	PRIVATE/ PUBLIC				X		PUBLIC
<b>Master Meter Parking Lots</b>							
Elimin. sidewalk on west side of Pettee Brook & landscape	TC	X				\$1,995	PUBLIC/ PRIVATE
Landscape area between Granite Bank and town lot	PRIVATE					\$5,800	PRIVATE
Clean and landscape the ATO land adjacent to MMLot	PRIVATE PUBLIC						
Clean and maintain the dumpster in the Downtown	PRIVATE						
<b>Alleyways and sidewalks</b>							
Clean up alley between Licker Store and video arcade	PRIVATE						PRIVATE
Maintain clean sidewalks downtown	STAFF PRIVATE						

## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 1, Objective 1</b>							
Develop O/R performance standards	PB	X	X	X			
Develop a clear time element in the approval process	PB	X		X	X		
Establish incentives that reflect community goals	PB	X	X	X			
Est. an EDC, a econ. dev. dept., or link w/ existing EDC	TC	X	X				
Define the towns role in econ development	TC	X	X				
<b>Goal 1, Objective 2</b>							
Est. an econ. dev. committee	TC	X			X		
Define the role of an econ. dev. committee	EDC	X			X		
Produce econ. dev. literature for marketing Durham	EDC						PUBLIC/ PRIVATE
Est. a business visitation program	EDC						
Refine the inventory of comm. buildings and lands	STAFF						
<b>Goal 2, Objective 1</b>							
Develop list of areas where UNH expertise aids Econ. Dev. in Durham	EDC UNH						

## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
Develop a UNH/Town enterprise research org. to enable cooperation	TC	X	X				
Develop a marketing plan to target businesses who locate near research institutions	TC UNH/TOWN ENTERPRISE		X				
<b>Goal 2, Objective 2</b>							
Work w/ UNH to recognize parcels of their land suitable for econ. dev.	EDC UNH		X				
Develop a strategic plan for developing those parcels identified	EDC UNH		X				

# Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 2, Objective 3</b>							
Identify and survey all companies in Durham	EDC						
Stay engaged with these companies as their needs change over time	EDC						
Est. an existing business network that promote Durham	EDC DBG						
Work w/ expanding home occupations in an effort to keep them in Durham	EDC						
Compile a list of all available comm. space for last strategy	EDC						
Identify and quantify the need for small office space in Durham	EDC						
<b>Goal 2, Objective 4</b>							
I.D. historic buildings appropriate for adaptive reuse and encourage reuse	TC EDC		X				
Encourage the HDC to be a partner in the above strategy	TC	X					
Develop an expedited review process in H.D. for modest renovation/maintenance	HDC			X			
Expand on Historic appeal for economic benefit	EDC						

## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 2, Objective 5</b>							
Consider zoning changes that allow for non-residential activity on our waterways	PB	X	X	X			
Promote use conversions where appropriate	PB						
Recognize historic resources near Oyster River and allow for non-residential uses	EDC PB	X	X	X			
Foster water-related, non-residential uses on waterways	EDC						
<b>Goal 3, Objective 1</b>							
Remove retail as allowed use everywhere but LBD & CBD	PB	X	X	X			
Est. incentives downtown for increased densities	PB	X	X	X			

## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 3, Objective 2</b>							
Restructure downtown parking ordinance	TC	X			X		
Restructure the alcohol policy	TC	X		X	X		
Create an entrepreneurial environment downtown	TC						
Consider adaptive reuse incentives for existing student housing in fringe areas	EDC PB		X	X			
Develop more subtle transition zones along primary corridors	PB	X	X	X			
<b>Goal 4, Objective 1</b>							
Determine limiting development factors for non-residential development	PB		X				
Determine whether enough land is zoned appropriately	PB		X				
<b>Goal 4, Objective 2</b>							
Prioritize the development of land by area	PB		X				
Create development guidelines that will assist new or expanding businesses	PB/EDC				X		
Create and include an economic development section in the new master plan	PB/EDC		X				

## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 4, Objective 3</b>							
Evaluate the potential for diff. types of land uses along primary corridors	PB		X				
Est. threshold criteria to protect existing residential dev. from new development	PB		X				
Evaluate the potential conflict of the shoreland conservation district on non-res. development	PB						
<b>Goal 4, Objective 4</b>							
Evaluate the permitted uses in all zones to determine compatibility w/ econ. dev.	PB						
Review zoning along Newmarket, Dover, Madbury, and Old Concord RDAs	PB		X				
Develop a primary corridor overlay district to promote office style uses	PB	X	X	X			
<b>Goal 5, Objective 1</b>							
Prepare a list of target businesses that are community friendly	EDC						
Create a guide for businesses which outlines our view of community friendly	EDC						PUBLIC/ PRIVATE



## Economic Development Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 5, Objective 2</b>							
Est. appropriate performance zoning standards	PB	X	X	X			
<b>Goal 6, Objective 1</b>							
Produce a pamphlet for potential clients that outline positive attributes in Durham	EDC					\$4,400	PUBLIC PRIVATE UNH
Determine whether existing boundaries and permitted uses are appropriate	PB		X				
Eval. UNH master plan and the impacts it will have on private property	PB		X				
<b>Goal 6, Objective 2</b>							
Promote land uses near UNH that would benefit from their proximity to UNH	EDC UNH		X				
Eval. the characteristics of each area and site	PB						
Engage in dialogue with surrounding communities for regional econ dev.	TC	X	X		X		

## Limited Business District Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 1, Objective 1</b>							
Rezone the entire east side of this portion of Rt. 108 to some form of Office/Research	PB	X	X	X			
Stipulate that new O/R zone will allow for only incidental retail sales -- onsite	PB	X		X			
<b>Goal 1, Objective 2</b>							
Create a new zone for the corridor that limits intense residential development	PB	X	X	X			
Limit the number of curbcuts allowed onto Rt 108	STAFF/PB	X	X	X			
Establish a large setback requirement (100 to 250 ft)	PB	X	X	X			
Increase lot sizes -- up to 4 acres	PB	X	X	X			
Rezone the entire east side of this portion of Rt. 108 to some form of Office/Research	PB	X	X	X			
Incorporate architectural and landscaping standards for any new O/R zone	PB	X		X			

# Limited Business District Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 1, Objective 3</b>							
Create a new zone which limits the subdivision of large lots for intense development	PB	X	X	X			
Limit the number of curbcuts allowable onto Rt 108	STAFF			X			
Establish a 100 to 250 ft setback	PB	X		X			
Increase lotsize to 4 acres	PB	X					
Incorporate architectural and landscaping standards in any new O/R zone	PB						
<b>Goal 2, Objective 1</b>							
Develop an adopt a tree program for this area	Volunteer Con Comm						PUBLIC PRIVATE
Encourage property owners and the town to create pocket areas for views of the water	Private Con Comm						PUBLIC PRIVATE
<b>Goal 2, Objective 2</b>							
Est. minimum lot size and maximum lot coverage standards	PB	X		X			
Encourage new businesses to reuse existing homes, or adhere to existing conditions	EDC						
Require parking to be located to the side or rear of buildings and encourage front lawns	PB	X		X	X		

## Limited Business District Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 3, Objective 1</b>							
Encourage the placement of overhead utilities underground	TC	X	MIGHT BE NEEDED	MIGHT BE NEEDED	X	\$348,565	?
<b>Goal 3, Objective 2</b>							
Est. incentive zoning which encourages adaptive reuses and approp. new building	PB	X	X	X			
Est. a sign ordinance/policy with accompanying literature	PB	X		X			
Encourage the placement of deciduous trees along the roadside	TREE WARDEN CON COMM						PRIVATE
<b>Goal 3, Objective 3</b>							
Est. incentive/perform zoning which allows for creative bidding placement, design etc	PB	X	X	X			
Require new development parking to the rear of the building and vegetative buffers around all new parking areas	PB	X	X	X			

# Limited Business District Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 4, Objective 1</b>							
Offer incentives for multiple uses in new and existing structures	PB	X	X	X			
Est a stronger pedestrian link to the area from downtown	TC	X					
Be cognizant of future growth pressures on Schoolhouse Lane	PB						
Provide public parking behind town hall once public works is relocated	TC	X					
<b>Goal 5, Objective 1</b>							
Develop a working relationship with landlords on Church Hill	TC	X					
Communicate w/ the HDC and develop a consensus on the benefits of adaptive reuse	PB		X				
Calculate the development potential of proposed new uses on Church Hill	PB						
Clearly define uses that are encouraged adjust zoning to reflect those desires	PB		X				
Look to the Newmarket Road segment as an excellent example of what is desired	PB						

## Limited Business District Focus Group Strategies Matrix

Strategy	Primary Responsibility	Town Council Action Required Ord./Other	Master Plan Update	Land Use Ordinance Change	Change in Town Policy or Specifications	Est. Cost	Funding Sources
<b>Goal 5, Objective 2</b>							
Develop a better relationship with landlords and acquaint them with this plan	TC						
Communicate w/ HDC and discuss adaptive reuse as an economic, historic & CD tool	PB						
Calculate the development potential for proposed new uses	PB						
Clearly define the types of uses wanted and zone accordingly	PB	X	X	X			
Articulate the vision of this group which is to draw pedestrians over Church Hill	TC						