

Pelham MASTER PLAN 1981

Prepared for
Pelham Planning Board
Pelham, New Hampshire

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INTRODUCTION

The Town of Pelham, having witnessed substantial growth in the past fifteen years, decided in 1980 to update the 1966 Master Plan prepared for the Town by Hans Klunder Associates. The 1981 Master Plan builds on the 1966 Master Plan, other Pelham reports, and the 1980 Pelham Community Survey. It is based on studies of natural and built features of the area, coupled with information on economic conditions and projections for the region's future. The plan represents an analysis of growth trends, government functions, and current and anticipated community needs. This information outlines a range of future options for a community.

It should be pointed out that a master plan is an advisory document only. It is devised to help the community plan for its future. The Master Plan is adopted by the Planning Board. The Plan is implemented by ordinances, regulations, and public expenditures authorized by Town Meeting votes. A master plan is necessary as a matter of law if the growth of a New Hampshire municipality is to be managed through the mechanisms of zoning and a capital improvement program. Zoning ordinances and other regulatory tools are to be based on the community's Master Plan.

RSA 36-13 makes a master plan mandatory once a Planning Board is created by stating, "It shall be the function of any Planning Board...to make and perfect from time to time,...a master plan for the development of the community." Past definitions of a master plan have been very flexible, but with a recent decision rendered in Beck vs. Town of Raymond (1978) 118 NH 793, 394 and 847, the definition and relationship between the Master Plan and zoning ordinance have been more clearly spelled out.

The Supreme Court said that the zoning power clearly required that a comprehensive or master plan (interchangeable words) be in existence prior to the adoption of any such ordinance.

In its last session (1979), the New Hampshire Legislature set forth more clearly the conditions under which a municipality can control growth through a zoning ordinance. RSA 31:62A permits a town or city to control the timing of development only after the preparation and adoption by the Planning Board of a master plan and capital improvement program. Further, the plan "shall be based on a growth management process intended to assess and balance community development needs and consider regional development needs."

The definition of a master plan is based on an enabling statute, adopted in 1935. Its early definition revolved around the physical and man-made characteristics of the community. The definition below reflects this orientation. However, more recent Master Plans reflect increased concerns about environmental and social issues.

The New Hampshire statute in defining a master plan notes that it may include "the planning board's recommendations for the desirable development of the territory...the general location, character, and extent of streets, viaducts, subways, tunnels, bridges, waterways, water fronts, boulevards, parkways, roadways in streets and parks, playgrounds, squares, parks, aviation fields, and other public ways, places, grounds, and open spaces, sites for public buildings and other public property, routes of railroads, omnibuses, and other forms of public transportation, and the general location and extent of public utilities and terminals, whether publicly or privately owned or operated, for water, light, heat, sanitation, transportation, communication, power, and other purposes; also the acceptance, removal, relocation, widening, narrowing, vacating, abandonment, change of use of or extension of any of the foregoing ways, grounds, places, open spaces, buildings, properties, utilities, or terminals, and other planning features, as well as a zoning plan for the control of the height, area, bulk, location, and use of private and public structures, buildings, and premises, and of population density; the general location, character, layout, and extent of community centers and neighborhood units; and the general character, extent, and layout of the replanning of blighted districts and slum areas."

THE 1981 MASTER PLAN AND
OTHER PLANS

The 1981 Master Plan is designed to include not only the physical factors, but also environmental and social factors. Furthermore, it is cast in a regional context to provide a realistic understanding of the factors that shape Pelham and its development.

A master plan has the "power of a good idea." It is advisory to the Planning Board, the selectmen, other town agencies and commissions, and serves as a basis for a zoning ordinance, a capital improvement program, and other growth management devices.

While the Master Plan provides the basis for many municipal decisions concerning the rational development of the community, it should not be viewed as a static document. It should be changed as conditions change and as community values change. The more rapidly a community is growing, the greater the need to consider updating. However, a major review should be undertaken at least every six years.

The 1981 Master Plan was developed under the auspices of the Planning Board. A Sounding Board was initiated to assist the Planning Board in articulating community goals and values. In Pelham, the 1980 Citizen Survey provided extensive citizen input in determining community goals and values.

The Master Plan does not exist in a vacuum. Rather it is a product of the historic development of the community and it builds on other studies that have preceded. In the process of developing the 1981 Master Plan for Pelham, numerous previous studies were reviewed. All of them contained important and relevant information on which this Master Plan is based. Each is briefly described below and its relationship to this document established.

1966 Master Plan. Pelham's first Master Plan was developed in 1964-1965 by Hans Klunder Associates and was adopted by the Planning Board. It is the Master Plan under which the community is operating. The analysis of Pelham's history, its physical characteristics, and its development patterns appear to reflect accurately conditions at that time. The Plan recommended the adoption of land use controls—zoning and building codes, and subdivision regulations; by the early 1970s the Town had done so.

The population projections in the report proved to be lower than the eventual reality. They are discussed in more detail in Section II of this document.

Many of the recommendations made in the form of capital improvement proposals were implemented by the Town though not necessarily in the order originally listed or precisely in the same location.

With the adoption of the 1981 Master Plan, the 1966 Plan becomes obsolete as a document on which regulatory devices are built and on which land use recommendations and decisions are made. Nevertheless, such relatively constant features as soil types, topographic features and geologic conditions remain valid and as such are background data on which this Plan is based.

1973 Soils Survey. In 1972 and 1973 as part of the Planning Board's long range planning effort, the U.S. Soil Conservation Service prepared an inventory and conducted an analysis of soil types in the Town of Pelham. This report resulted in the preparation of several soil maps with interpretive data and the publication of a document entitled, "Soil Interpretive Groups for Various Land Uses." All soils found in Pelham were named, classified by Soil Condition Group, analyzed for their ability to dispose of septic tank effluent, and also classified by flood plain and wetland groups.

This report, along with the 1980 Sewerage Facilities Plan, forms the basis of recommendations made in the Master Plan regarding soil conditions and the density of residential development.

Tax Maps. Between 1973 and 1978 Davis, Benoit and Tessier, Inc., prepared tax maps for the Town. The maps identify all parcels of land in the municipality and show the size, frontage, shape, location, and owner of the parcels. They are drawn at two scales: one inch equals 400 feet, which shows sections of the Town, and one inch equals 2000 feet, which shows the whole community.

Soil classifications and flood plain data as well as other relevant planning information have been placed on these base maps. These tax maps form an integral part of the planning process and provide an extensive amount of site specific data which should be relied upon by the Planning Board and Town in its land use decision making.

Water Availability Study. During 1973-1974, Fenton Keyes Associates was hired to conduct a ground water availability study. It resulted in a multi-volume report and maps which identified an approach (along with cost estimates) to provide a municipal water supply and distribution system. At this time the Town has chosen not to implement the recommendations made because of the long-term cost implications and the lack of current demonstrated needs.

While the study was reviewed and provided data on potential water supply sources, it did not play a central role in the development of the 1981 Master Plan.

Flood Hazard Study. In 1978 the Federal Insurance Administration, as part of its nation-wide program, conducted a detailed flood plain study which resulted in a detailed report and set of maps which delineate both a 100 year and 500 year flood plain. These maps took effect on March 14, 1980.

The material developed by the Flood Insurance Administration was also transposed onto the tax maps by Davis, Benoit and Tessier.

This data was used extensively to determine where development should be limited due to potential flooding problems. The site specific data should be an integral part of the Planning Board's land use decision making.

Water Quality Study. Davis, Benoit and Tessier completed a water quality study for the Town in 1980. It noted that most homes and businesses in Pelham can provide sufficient water for their own use (page II-7). It also noted that the ponds located in Pelham were generally used for recreational purposes and any move to restrict that use or eliminate it altogether by converting a pond to a surface water supply would be met with resistance by present

users. It noted that ground water supplies were available in municipal quantities only in low areas along Beaver Brook and along Golden Brook near the power line. The estimated sustained yields of these areas were 1.2 and 1.0 million gallons per day, respectively.

The Beaver Brook supply would require treatment for the reduction of a high iron content. Consequently, Davis, Benoit and Tessier believe the future water supply of the Town will continue to be furnished through wells on individual parcels, or where found feasible, by community water systems. Protection of ground water quality, therefore, will increase in importance in the future.

The study points out that daily waste volumes are projected to increase from .9 million gallons per day in 1980 to 1.18 million in 1985, 1.33 million in 1990 and to 1.55 million by the year 2000. Septage volumes pumped from septic systems are expected to increase from 963,000 gallons to 1.495 million by the year 2000.

Davis, Benoit and Tessier arrayed seven alternative solutions and then analyzed each. They concluded that no one alternative would meet the Town needs and be publicly acceptable. The study made several recommendations designed to address the problems. They included establishing a septage disposal facility, expanding and improving the effectiveness of regulations for on-site disposal systems, relating lot size to soil types, allowing community cluster disposal systems, and allowing a limited amount of higher density housing and commercial/industrial development using cluster systems.

This report was reviewed extensively and provided a basis for a number of recommendations in this Plan regarding future development patterns.

RELATIONSHIP TO REGIONAL PLANS

Although Pelham is part of the Lowell Standard Metropolitan Statistical Area (SMSA) as defined by the U.S. Census since 1960, the State of New Hampshire has included Pelham in the Nashua Regional Planning Commission's jurisdiction. Since the State of New Hampshire prefers to keep its regional boundaries within the State, it has assigned Pelham to the Nashua region. Therefore, Pelham is included

in the housing, land use, transportation, and other regional planning studies done for and by the Nashua Regional Planning Commission. Although the Lowell SMSA statistics include Pelham, the Lowell Regional Planning Commission excludes Pelham from its plans.

The definition of region is particularly important because recent New Hampshire and other State court decisions set forth the principle that each community within a region has a responsibility to provide its "fair share" of the region's subsidized housing.

Land Capability Plan - NRPC. The Land Capability Plan was recently revised and updated by the Nashua Regional Planning Commission. Based on existing land uses, modified by public water and sewer, and projections of activity, the plan provides a basis of analysis for the region's future urbanization. Existing land use problems as described by the NRPC follow. The 1981 Master Plan responds to these issues later in this document.

Strip Commercial. Regional Problem: Strip type commercial development which engenders multiple access points, increased volumes of traffic and conflicting turning movements.

Seasonal Dwellings. Regional Problem: Concentrations of seasonal cabins and cottages around lakes and ponds, which are converted to permanent residences on undersized lots for well and septic systems, thus threatening the water quality of the adjacent water body.

Scattered Subdivision. Regional Problem: Scattered residential subdivisions which require retroactive provisions of expensive community services.

Auto Dependence. Regional Problem: Suburban development totally relating to automobiles for transportation for all purposes, with a resulting lack of community focus.

Flood Plains. Regional Problem: Unprotected development of 100 year flood plains.

Wetlands. Regional Problem: Lack of comprehensive wetlands protection throughout the region.

Gravel Pits. Regional Problem: Unreclaimed inactive sand and gravel pits scattered throughout the region.

Agricultural Land. Regional Problem: Development of prime agricultural lands for non-agricultural purposes, due to a 32 percent reduction of agricultural land in the region from 1950-1970, according to Hillsborough County Soil Conservation Service.

Large Lot Zoning. Regional Problem: Community preference for only large lot, single family zoning in areas where higher densities and variety of housing styles could occur.

Highways. Regional Problem: Existing highway system is undersized for existing traffic volumes and generally needs upgrading in terms of improvements and maintenance.

Pedestrians. Regional Problem: Limited pedestrian facilities in both established and new developments encourages use of motor vehicles.

These regional planning problems were examined in light of Pelham's situation. Where appropriate, specific local responses are addressed in subsequent sections in this Plan.

Regional Transportation Plan - NRPC. The Nashua Regional Planning Commission has completed a number of transportation studies and plans. Most of them are not pertinent to Pelham's situation. The discussion of airports and railroads is not relevant to Pelham since neither currently exist in Pelham and are not likely to in the future. Public transportation is an area that may have some applicability to Pelham in the future. However, at this point, more detailed regional planning will be needed to determine potential use in Pelham.

This information was reviewed to help understand the regional context, but it was not an important factor in making recommendations for the Pelham Plan.

PLANNING PERIOD

While this Master Plan reviews trends in Pelham through the year 2000, its main focus is the next six year period.

Traditionally, master plans had a twenty year time horizon. However, as the time period lengthens from the present, the planning document becomes much less specific and considerably more speculative. Planning experience over the last quarter century has shown that population projections, land development trends, and community needs cannot be accurately predicted, especially in small communities, over such an extended time period.

Therefore, while the twenty year time frame provides important perspective, most of the recommendations reflect a six year planning period. This period allows enough time for implementation, and yet requires a major review of assumptions and data within the tenure of some of the current Planning Board members. In addition, it corresponds with the customary six year time frame for a capital improvement program to which the Master Plan is related.

To reiterate, a master plan is an advisory document. Nevertheless, for it to be a viable document, it must be consulted frequently by boards, commissions, and the selectmen. By focusing on the 1981-1987 time period, implementation recommendations can be more specifically and realistically spelled out. It is in this context that this Master Plan is formulated.

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COMMUNITY PROFILE

Pelham, New Hampshire, located on the Massachusetts border, for decades was a small rural community nestled between the major industrial areas of Lawrence and Lowell, Massachusetts and Nashua, New Hampshire. In the past 30 years, however, it has experienced significant population growth which changed the character of the Town and will likely change it further.

In response to this growth pressure, the Town built schools or additions to schools. The Town studied installing water and sewer lines. The Town government grew as people demanded more services. The Town adopted a zoning ordinance, subdivision regulations and a site review procedure. The unfavorable economic climate in the late 1970s and decreasing family size, have helped lessen Pelham's population growth rate as it enters the 1980s.

In this section, Pelham's population, economic base, housing and Town revenue and expenditure patterns will be reviewed. Trends and patterns will be shown. This socio-economic data provides a foundation from which to build a plan for the Town's future.

POPULATION CHARACTERISTICS

Statistics on Pelham's population have been kept for almost 200 years. In 1790 it had 791 residents. The population climbed to a high of 1071 in 1850 and then declined back to 791 in 1890. In 1940 the population was 979. Throughout this period Pelham was predominantly an agricultural and rural community.

Pelham's history is parallel to that of southern New Hampshire and northern Massachusetts in general. The population increased slightly after the Revolution until 1830, when it remained stable for twenty years. The parallel national trends of the opening of the rich midwestern agricultural lands for settlement in the 1820s, and the growth of the textile and other manufacturing industries in the nearby cities of Lowell, Lawrence, Nashua and Manchester further drew people away from the farming communities like Pelham.

After World War II, Pelham's population began to increase, approximately doubling in each decade from 1950-1970. From 1970 to 1980 it grew at a slower rate, but still increased by almost 50 percent.

Table 2.1: POPULATION HISTORY - TOWN OF PELHAM

Year	Pop.	Year	Pop.	Year	Pop.
1790	791	1860	944	1930	814
1800	918	1870	861	1940	979
1810	998	1880	848	1950	1317
1820	1040	1890	791	1960	2605
1830	1070	1900	875	1970	5408
1840	1003	1910	826	1980	8086
1850	1071	1920	974		

U.S. Decennial Census

Pelham's rate of growth in each decade between 1950 and 1980, has been greater than that of its region, which in turn has been greater than that of the State of New Hampshire, which again has been greater than that of the United States as a whole. See Table 2.2.

This rapid growth after 1950 was a result of increased employment opportunities in Lowell, Lawrence and Nashua in manufacturing, the service industries and retail trade. The 1950s saw the electronics industry leading the growth of employment in the area. The parallel growth in single family home development and automobile transportation allowed families to purchase their homes in rural settings and commute to urban jobs.

Pelham is a convenient desirable, small suburban living area within the influence of three metropolitan areas containing approximately 250,000 people. The attractiveness of Pelham as a home will likely continue due to its close proximity to several employment centers.

Table 2.2: POPULATION TRENDS - COMPARISON OF GROWTH RATES

<u>YEAR</u>	<u>PLACE</u>	<u>POPULATION</u>	<u># CHANGE</u>	<u>% CHANGE</u>
1950*	Pelham	1,317		
	Nashua Region**	52,900		
	State	535,242		
		(151.3m)		
1960*	Pelham	2,605	1,288	97.8
	Nashua Region	63,920	11,020	20.8
	State	606,400	71,158	13.3
	USA	(180.0m)	(28.0m)	18.5
1970*	Pelham	5,408	2,803	107.6
	Nashua Region	100,862	36,942	57.8
	State	737,578	131,178	21.6
	USA	(204.3m)	(23.9m)	13.3
1980*	Pelham	8,086	2,678	49.5
	Nashua Region	138,009	37,147	36.8
	State	918,827	181,249	24.6
	USA***	(222.8m)	(18.5m)	9.1
1990****	Pelham	11,970	3,070	34.5
	Nashua Region	199,300	45,590	29.7
	State	1,092,000	154,000	16.4
	USA***	(243.0m)	(20.4m)	9.1
2000****	Pelham	14,000	2,030	17.0
	Nashua Region	230,400	34,700	15.6
	State	1,207,900	115,900	10.6
	USA***	(259.8m)	(16.8m)	6.9

* U.S. Bureau of Census

** Includes Amherst, Brookline, Hollis, Hudson, Litchfield, Lyndeborough, Merrimack, Milford, Mount Vernon, Nashua, Pelham & Wilton

*** U.S. Bureau of Census - Series II, Published March 1979

**** Office of State Planning/Nashua Region Projections except for US figures

Population Composition. Pelham has grown from a small stable rural community with a population hovering around 1,000 for over 150 years, to an urbanizing community, which faced rapid growth in the 1950s, 1960s and early 1970s. As it has grown, its population composition has altered with new, younger families needing additional school facilities and municipal services.

According to the 1978 Town Census, there were 8,562 residents in Pelham. This census included both students and military personnel who were generally away from home and hence would not be included as Pelham residents in the 1980 U.S. Census.

Pelham's elementary school enrollment increased by 59 percent from 1968/69 to 1977/78, compared to the State increase of only 8 percent. The school enrollment grew from 1,477 in 1971 to a peak of 1,936 in 1978. Since the 1977/78 school year, the enrollment has declined to 1,640 students in 1980.

Pelham's population composition has been influenced by the type of housing available—mainly smaller, lower cost, single family houses. No multi-family housing, apartments or subsidized housing was available until recently.

The changes in the type of housing available in the 1970s and 1980s and the decrease in school age children, point to decline in family size—a trend throughout the State and Nation. As the population ages, the elderly will become a larger factor in the Town. The decreasing family size suggests there may not be a need for additional schools or school additions in the immediate future.

Despite Pelham's rapid population growth, its population density is relatively low. Pelham is considerably less densely developed than its immediate neighbor Hudson and far less densely populated than the City of Nashua.

Table 2.3: PERSONS PER SQUARE MILE 1977

Nashua	2060
Hudson	444
Pelham	272
Hollis	110
New Hampshire	90

Population Projections. Projections are estimates of what is most likely to happen absent any changes in local or regional conditions and absent land use controls that restrict private market decisions. Four series of population projections are listed on Table 2.4.

Table 2.4: POPULATION PROJECTIONS

	1965 Master Plan		Office of State Planning	Fenton O. Keyes	Nashua R.P.C. Water & Sewer
	uncon- trolled	con- trolled			
1970	4,700	4,200			
1980	6,000	5,000	8,900	14,000	
1985			10,600		13,500
1990			11,970	20,500	
1995			13,000		
2000			14,000	25,000	18,880
2010				28,000	
2020				30,000	20,030

The first set of projections listed was done by Hans Klunder, Associates for the Pelham Master Plan in 1965. They projected a 1970 population of 4,700 if growth controls were not enacted, and 4,200 if they were, and a 1980 population of 6,000 without growth controls and 5,000 with growth controls.

The Office of State Planning in 1975 projected the following: 1980, 8,900; 1990, 11,970; 2000, 14,000. A recent series of projections (1980) prepared for the Office of State Planning, currently in draft form and subject to revision*, projects a much lower growth rate for the next decade. These preliminary figures show Pelham at 9,230 in 1990, or a growth of 14.1 percent. If these projections prove to be accurate, it will mark a significant departure from the rates of growth experienced in the previous decade.

Fenton O. Keyes in 1974 in their study and report on the establishment of a water supply storage and distribution system for Pelham projected 14,000 by 1980 and 20,500 by 1990.

The 1980 census indicates that Pelham's population is 8,086. This figure is substantially lower than the 1978 Town census of 8,562.

It is obvious that these projections differ significantly. The one thing they have in common is that all project that Pelham's population will grow. While the projections done in the 1970s now appear high, an analysis of the existing zoning ordinance and developable land indicate that the Town can absorb considerably more development. Estimates are provided in the Land Use section of this Report.

Pelham is projected to grow slightly faster than the Nashua region, as is seen by Table 2.5 below.

Table 2.5: PELHAM'S POPULATION AS A PERCENTAGE OF THE NASHUA REGION

	<u>Nashua Region</u>	<u>Pelham</u>	<u>%</u>
1950*	52,900	1,317	2.5
1960*	63,920	2,605	4.1
1970*	100,862	5,408	5.4
1980*	138,009	8,086	5.9
1990**	199,300	11,920	6.0
2000**	230,400	14,000	6.1

*U.S. Census

**Office of State Planning/Nashua R.P.C. projections

*These figures have been released to the regional planning commission for verification and are subject to change. Hence, caution should be used in relying on this data.

While Pelham may continue to grow at a rate somewhat faster than the region; the projected growth for Pelham may be higher than the reality. In the short term, high interest rates and the sluggish economy are likely to keep housing starts at a low level. As interest rates fall, pent up demand is likely to create a surge in housing starts by the mid-1980s.

ECONOMIC CHARACTERISTICS

Pelham, in addition to its high percent of single family housing, differs considerably from the State average in physical and fiscal characteristics. Pelham can be compared with ten other New Hampshire municipalities which share with Pelham the following description: 1) an essentially rural character in 1950, 2) rapid growth (1950-present), and 3) a projected 1985 population of over 10,000 (based on 1978 OSP projections).

In comparison with State averages, (see Table 2.6) Pelham has:

1. A lower equalized valuation/housing unit,
2. A higher percentage of single family homes,
3. A lower percentage of homes built prior to 1939, and
4. Higher municipal expenditures/housing unit than the State average.

While its newer urbanizing neighbors share, for the most part, the latter three characteristics, many have a higher equalized valuation/housing unit than Pelham.

Pelham's municipal expenditures per housing unit are above the State average and are comparable to those of Salem and Bedford but lower than Merrimack or Amherst.

Table 2.7 shows that in the six year period between 1969 and 1975, Pelham's tax exemptions* increased by 38 percent, more than twice the rate of Hudson and Salem, and over four times as fast as the State.

* as defined by the Internal Revenue Service.

Table 2.6

PHYSICAL AND FISCAL CHARACTERISTICS OF SELECTED NEWER URBANIZING AREAS

<u>Municipalities</u>	<u>Density Ranking 1978 1</u>	<u>Equalized Valuation/Housing Unit 1978</u>	<u>Equalized Valuation/Capita Ranking: 1978 1</u>	<u>% of Housing Stock in Single Family Units: 1978 2</u>	<u>% of Housing Stock Built Prior to 1939 2</u>	<u>Municipal Expenditures Per Housing Unit: 1978 3</u>
State	N/A	\$52,000	N/A	62%	57%	\$1,014
Amherst	35	\$65,000	104	94%	28%	\$1,438
Bedford	38	\$79,000	151	96%	28%	\$1,244
Derry 4	15	\$36,000	24	56%	24%	\$ 816
Durham	19	\$50,000	1	63%	39%	\$1,202
Goffstown	30	\$41,000	9	82%	51%	\$1,097
Hampton	9	\$67,000	164	61%	48%	\$1,280
Hudson	17	\$51,000	53	81%	31%	\$1,028
Londonderry	25	\$46,000	62	63%	27%	\$ 981
Merrimack	16	\$67,000	113	94%	18%	\$1,918
Pelham	24	\$46,000	10	88%	27%	\$1,293
Salen	5	\$52,000	72	67%	17%	\$1,251

1 Based upon comparisons with 234 municipalities in the State of New Hampshire.

2 From the 1970 Census.

3 Based upon Department of Revenue Administration data.

4 Includes an estimated 4,000 students.

Source: As noted.

This data includes tax exemptions for children and senior citizens. This provides further confirmation of the Town's growth and its type of growth. Table 2.7 contains further socio-economic data. From the 1968/69 school year to 1977/78, Pelham's enrollment increased by 59 percent, four times the State rate. However, Pelham's school enrollment growth was almost identical to Hudson, but far more than Salem's in this period. In the late 1970s Pelham's school enrollment has begun to decline. School trends are further discussed later in this Report.

Pelham's average in town employment as a percent of the labor force was only 19 percent, considerably below Salem's 48 percent and Hudson's 57 percent and the State average of 65 percent. It was comparable, however, to Londonderry, Goffstown, and Amherst and is indicative of bedroom communities but unlike communities which serve as employment centers.

The 1980 Citizen Survey indicated that 86 percent of those employed worked outside of Pelham. Sixty percent were employed in Massachusetts. Pelham's residential growth has been greater than its industrial and commercial growth. Thus Pelham has a smaller tax base upon which to support its services than more industrialized communities.

HOUSING

While Pelham's new housing has been predominantly single family in the 1960s and 1970s, a variety of housing types have appeared. Apartments, mobile homes, and now subsidized housing, offer additional housing alternatives. If these housing varieties continue to increase as a proportion of Pelham's housing stock, the population of Pelham will become more like that of the region and have a decreasing number of persons per household. In 1978, 88 percent of the Pelham housing stock was single family; the State average was 62 percent. The average for the selected urbanizing areas (Table 2.6) was 76 percent of housing stock in single family units.

According to the Nashua Regional Planning Commission, the household income of Pelham is close to that of the region as a whole.

Table 2.7: SOCIO ECONOMIC CHARACTERISTICS OF SELECTED NEWER URBANIZING AREAS

Municipalities	Per Capita Income, 1977 ¹	Change in Number of Exemptions 1969-1975 ¹	% Change in Elemen- tary School Enrollment 1968/69 - 1977/78 ²	Average Employment As a Percent of Labor Force, 1977 ³
State	\$5,319	8%	15%	65%
Amherst	7,151	58	102	19
Bedford	6,783	44	36	66
Derry	5,311	35	46	48
Durham ⁴	6,533	7	-8	14
Goffstown	5,316	11	22	22
Hampton	6,222	10	-3	48
Hudson	5,425	17	58	57
Londonderry	5,089	93	137	23
Merrimack	5,314	82	92	53
Pelham	5,179	38	59	19
Salem	5,522	14	4	48

1. U.S. Department of Commerce, based on Internal Revenue Service data.
2. State Department of Education
3. Represents a measure of the locational importance of the municipality to the region in terms of employment.
4. Includes an estimated 4,000 students.

Table 2.8 : DISTRIBUTION OF INCOME (HOUSEHOLDS), 1977

	Pelham		Nashua Region	
	#	%	#	%
\$0 - 5,000	186	9	4,506	11
5 - 8,000	124	6	3,415	8
8 - 11,000	145	7	3,866	9
11 - 16,000	517	25	8,447	20
16 - 24,000	682	33	13,409	32
24,000 +	413	20	8,330	20
Median Income	\$16,720		\$16,450	

Source: Nashua Regional Planning Commission

Although Pelham's median income is approximately the same as that of the region, it has, as a percentage of its own population, slightly fewer of the poor and slightly more of the middle income households than does the region as a whole. Other municipalities in the region have median income ranging from \$11,810 in Wilton to \$21,050 in Lyndeborough.

The percent of Pelham's population paying more than 25 percent of its income for housing is typical of the Nashua region. The percent qualifying for subsidized housing parallels the region as is seen in the following Table.

Table 2.9 : CALCULATIONS FOR SUBSIDIZED HOUSING, 1977.

	Pelham*	Nashua Region*
Uninhabited Units	2	290
Overcrowded	280	4,130
Over Paying	330	6,070
Elderly	220	6,130
Elderly less than \$8,000	140	3,708
Non-Elderly less than \$8,000	125	3,375

* Number of Households

Examining the statistics further, at present Pelham's population of 8,086 is equal to about 5.7 percent of the population of the region. It is expected to continue to bear the same approximate relation to the population of the region through the year 2000 (6.1 percent by the year 2000).

State/Federal Perspective. Recent court decisions in many states, and language in recent New Hampshire Supreme Court decisions, have enunciated these principles regarding housing:

1. No community, other conditions being equal, can close its doors to an increase in population; and
2. No community, other conditions being equal, can write and/or enforce its land use ordinances so as to exclude the poor or minorities.

Furthermore, the Federal Government has, through various pieces of legislation, put forth the concept that every municipality should bear its "fair share" of its region's poor, particularly by sharing the subsidized housing burden.

Fair Share Formula. The Nashua Regional Planning Commission has calculated the "fair share" of subsidized housing units for each municipality in the region. They have done this by means of a formula which looks at the number of families that are overcrowded, over paying, and/or earning less than \$8,000 per year (1977). (See Tables 2.9 and 2.10)

Table 2.10: CALCULATIONS OF PELHAM'S "FAIR SHARE", 1977

All Kinds of Low Income Housing as % of Regional Total

1. Population	5.64
2. Over Paying	5.05
3. Overcrowded	6.47
4. Minorities	2.15
5. Composite #1 - #4 / 4	4.83
6. Allocation #1 - #3 / 3	5.72

In 1979 Pelham had 6.47 percent of the region's overcrowded households (more than one person per room) - probably more indicative of the "young" families of Pelham than of poverty per se.

Pelham had 2.15 percent of the region's minorities. Given that the regional minority population is so small, the Nashua Regional Planning Commission left this out of its calculations and averaged the first three factors giving Pelham a 5.72 percent "fair share" of the region's population in need of housing subsidies in 1977. As the population of Pelham grows over the next few decades, their "fair share" will increase only slightly to be about 6 percent given the current composition of the population.

It is merely coincidental that Pelham has, at present, its "fair share" of people in need of subsidized housing.

NRPC in its "Housing Element"* estimated Pelham's housing need at 2,579 units based on a population of 8,900. This included 19 vacant rental units and 45 vacant "for sale" units. Based on a population of 14,000 in the year 2000, NRPC estimates a housing need of 4,301, including 26 vacant rental units and 75 vacant "for sale" units. While the preliminary 1980 census indicated a lower population figure, the NRPC figures provide regional guides, and the projections reflect a declining population per household.

Whatever the need for subsidized housing by national income criteria, the supply of subsidized housing falls short of that need. In 1980 the Nashua Regional Planning Commission established a demand for about 6,000 units for the Nashua region as a whole. Pelham's fair share would be about 360.

However, the number of subsidized units available for the Nashua region is only about 1,600. Pelham's share of these is about 90 units. The Nashua Regional Planning Commission points out that there are a variety of kinds of housing subsidies:

*Nashua Regional Planning Commission Housing Element, 1977, Table IV-3, Vacant For-Sale and For-Rent Housing Unit Deficits, p. 31.

- a) New housing construction programs based on Section 8, Section 235, and NH HFA bond issues, which cover the difference between market construction costs and what can be paid by eligible households.
- b) Rehabilitation programs through the Community Development Block Grants, Section 8 rehabilitation and winterization programs.
- c) Subsidy programs to lower income households through public housing agencies, with funding through the Federal Department of Health, Education and Welfare (HEW), and HUD's Section 8 Public Hearing and Section 236.
- d) Indirect incentives, through tax credits on solar installations and insulation programs.

The Nashua Regional Planning Commission having established "fair share" allocations, notes that there may be local impediments to their implementation in some municipalities.

Impediments can be zoning ordinances which prohibit multi-family housing units, mobile homes, or other lower cost housing alternatives, lack of a local housing authority or commitment to work with the State housing agency, and/or subdivision regulations which make lot costs prohibitively expensive.

Pelham has in 1980 contracted for 24 units of subsidized housing for the elderly to be built through the Section 8 program of the Federal Department of Housing and Urban Development. The buildings are being built on land purchased by the Town of Pelham with Community Development funds. Under the Nashua Region's formula, this would equal about 25 percent of Pelham's current fair share. In addition, there are five dwelling units in Pelham which are currently receiving rent subsidies under the Section 8 existing housing subsidies program.

Three of the five units are allocated to the elderly. Adding these to the 24 units Pelham then has about 33 percent of its fair share of subsidized dwelling units.

Pelham has expressed an interest in having additional units of subsidized housing built or additional existing units subsidized. The State of New Hampshire was willing to subsidize more units in Pelham but could not because of a lack of Federal funds and a lack of landlords willing to participate in the program.

An advertisement announcing the availability of the 24 elderly units under construction produced 34 applicants of whom 30 qualified for the housing. Given the national demand, Federal standards call for a waiting list three times as great as the number of available units to justify new construction. Consequently, unless many more people apply for these units, it is unlikely that Pelham will be allocated additional elderly subsidized housing units in the near future. Pelham, at present, may well be meeting the demand for elderly units.

COMMUNITY REVENUE AND EXPENDITURES

In a fiscal sense, the decade of the 1970s was one of maturation for the Town of Pelham. It was characterized as going from limited municipal services to much more comprehensive municipal services. It added a high school, municipal incinerator, purchased recreational land, and added new, or augmented existing, municipal facilities and services. The Town also struggled with the issue of municipal water and sewerage facilities.

Revenue Patterns. Municipal revenues from all sources mushroomed from \$1.29 million in 1970 to \$3.7 million in 1979, increasing some 187 percent during the period, while revenues from the property tax increased by 141 percent. Pelham relied to an extraordinary extent on revenue from local sources. In 1970 95.4 percent of all revenues came from local sources, with 88.5 percent from property tax alone. In 1979 the local share had declined to 84.6 percent.

In New Hampshire as a whole, according to the 1972 U.S. Census of Governments, the property tax represented 85.3 percent of all municipal revenues. In that same year, Pelham derived 87.6 percent of its revenues from that source indicating slightly greater reliance on that revenue than the State as a whole.

Revenues from State sources increased from .5 percent to 12.7 percent, whereas Federal revenues in 1970 went from zero to 2.7 percent of all revenues in 1979. By 1979 the property tax declined to 74.4 percent of all revenues suggesting slightly less reliance on the property tax as a source of revenue. However, 1979 was an atypical year because of the change in the distribution formula of the State Business Profits Tax. This change resulted in over a six fold increase in the distribution to Pelham between 1978 and 1979. This is large measure accounted for the reduction in the property tax rate between 1978 and 1979.

In terms of State revenues, it is interesting to note one dramatic shift in revenue generation. The Interest and Dividends Tax increased by 1810 percent between 1970 and 1979. This suggests a substantial influx of residents with income from interest and dividend sources. The nature of this tax tends to indicate the presence of individuals with higher incomes or retired individuals who rely on such income sources.

Revenue from Federal sources ranged from a low of zero percent in 1970 to a high of 17.1 percent in 1977. For most other years of the decade, however, it remained at 3 percent or less. Federal revenues were accounted for mostly from General Revenue Sharing, and Community Development Block Grant funds.

It is likely that the Federal source of revenue will remain a small percentage of the total revenue picture for the Town of Pelham for both philosophical and practical reasons.

Using the Consumer Price Index supplied by the Federal Reserve Bank of Boston, it is possible to convert the revenue and expenditures over the 1970s to the 1970 base year. That removes inflation and converts all money to 1970 values allowing a more realistic comparison.

For example, converting the 1979 revenue of \$3,701,170 to 1970 dollars, the non-inflated revenue for 1979 would be \$1,980,294. This indicates that real revenues increased by 53.6 percent in constant dollars rather than 187.1 percent in inflated dollars. This approach of expressing constant trends or non-inflated dollars is used frequently in this report.

Table 2.11: PELHAM REVENUE BY SOURCE: 1970-1974

LOCAL	1970	1971	1972	1973	1974
Property Taxes	\$1,141,150*	\$1,423,550	\$1,769,520	\$2,010,710	\$2,216,680
Non-Property Taxes	5,020	18,660	16,250	34,040	36,940
Motor Vehicles	65,670	75,770	85,950	97,140	101,500
All Other Sources	17,340	21,400	21,120	45,180	87,960
Subtotal	<u>1,229,180</u>	<u>1,539,380</u>	<u>1,892,840</u>	<u>2,187,070</u>	<u>2,443,080</u>
STATE					
Room and Meals	22,250	26,590	33,800	36,210	42,720
Interest and Dividends	3,180	5,170	8,710	10,490	11,960
Business Profits	29,030	30,600	32,000	33,600	35,290
All Other Sources	5,380	22,080	7,800	35,650	34,920
Subtotal	<u>59,840</u>	<u>84,440</u>	<u>112,310</u>	<u>115,950</u>	<u>124,890</u>
FEDERAL	0	0	13,980	35,250	35,070
TOTAL REVENUES	\$1,289,020	\$1,623,820	\$2,019,130	\$2,338,270	\$2,603,040
% Local	95.4	94.7	93.7	93.5	93.8
% State	.5	5.2	5.6	5.0	4.8
% Federal	0	0	.7	1.5	1.4
% Property	88.5	87.7	87.6	86.0	85.2

*All figures rounded to the nearest ten dollars.

Source: Annual Reports.

Table 2.12: PEIHAM REVENUE BY SOURCE: 1975-1979

	1975	1976	1977	1978	1979
LOCAL					
Property Taxes	\$2,534,810*	\$2,759,310	\$2,861,580	\$2,948,240	\$2,755,592
Non-Property Taxes	39,480	57,510	48,500	88,140	73,630
Motor Vehicles	109,400	155,950	166,690	177,760	187,620
All Other Sources	35,880	67,520	104,620	112,430	115,220
Subtotal	<u>2,717,570</u>	<u>3,040,290</u>	<u>3,181,390</u>	<u>3,326,570</u>	<u>3,132,060</u>
STATE					
Room and Meals	45,150	48,880	64,000	77,840	86,820
Interest and Dividends	13,790	12,940	19,830	46,850	60,730
Business Profits	37,050	38,900	40,850	42,890	260,790
All Other Sources	39,490	51,840	39,070	68,610	60,200
Subtotal	<u>135,480</u>	<u>147,520</u>	<u>163,750</u>	<u>236,190</u>	<u>468,540</u>
FEDERAL	58,060	100,410	688,210	104,160	100,570
TOTAL REVENUES	2,911,110	3,288,220	4,033,350	3,666,920	3,701,170
% Local	93.4	92.5	78.9	90.7	84.6
% State	4.6	4.5	4.0	6.4	12.7
% Federal	2.0	3.0	17.1	2.8	2.7

*All figures rounded to the nearest ten dollars.

Source: Annual Reports.

Expenditure Patterns. The expenditure data for Pelham reveals substantial information about the priorities and change experienced in the community. Table 2.13 shows the three broad categories of expenditures for the Town: municipal,* school, and County expenditures. The Table also corrects those expenditures to 1970 dollars, removing inflation by using the Consumer Price Index.

While the population grew some 50 percent between 1970 and 1980, municipal expenditures (corrected for inflation) grew some 76 percent. Per capita municipal expenditures grew from \$54.40 in 1970 to \$63.97 (non-inflated) in 1979, reflecting the real growth in expenditures by the Town necessitated by increased service delivery. Per capita expenditures grew by 17.6 percent during the decade or less than 2 percent per year.

No steady trend could be observed in the relationship between the three units of government expenditures. Municipal expenditures averaged 24.5 percent of all expenditures, while schools averaged 72.1 percent, and the County averaged 3.3 percent. In each category the levels fluctuated by no more than 2 percent to 3 percent during the period.

Despite the fact that school expenditures maintained dominance in terms of all expenditures, school expenditures did not increase as rapidly as municipal expenditures. School expenditures increased by 73 percent. County expenditures increased at the slowest rate, only increasing by 52 percent when corrected for inflation.

Although the school expenditures increased steadily during the 1970s, its percent of all governmental expenditures remained fairly constant. However, as Table 2.16 illustrates, the number of pupils increased until 1977 and then declined substantially. The per pupil expenditure declined from 1970 to 1971, but increased steadily thereafter. The average per

*Municipal expenditures are those of the Town government for fire, police, roads, tax collection, etc., and other Town funded services.

Table 2.13: BREAKDOWN OF EXPENDITURES BY GOVERNMENTAL UNIT 1970-1979

	MUNICIPAL		SCHOOLS		COUNTY	
	<u>Actual Expenditures</u>	<u>Inflation Removed</u>	<u>Actual Expenditures</u>	<u>Inflation Removed</u>	<u>Actual Expenditures</u>	<u>Inflation Removed</u>
1970	294,200	294,200	908,870	908,870	56,210	56,210
1971	318,540	305,407	1,051,310	1,007,967	49,490	47,449
1972	437,170	405,914	1,284,240	1,192,423	58,170	54,011
1973	589,130	514,524	1,596,860	1,394,637	66,060	57,694
1974	657,690	517,866	1,954,950	1,539,330	67,350	53,031
1975	775,320	559,660	2,180,920	1,573,535	89,370	64,480
1976	799,330	545,245	2,499,070	1,704,686	129,190	88,124
1977	874,640	560,307	2,599,170	1,665,067	103,650	66,399
1978	980,580	583,678	2,661,660	1,584,321	129,320	76,976
1979	966,870	517,319	2,932,000	1,568,753	159,940	85,575
TOTAL	6,693,470	4,804,120	19,669,050	14,139,589	903,750	649,949
Percent Change 1970-1979	229	76	223	73	185	52

pupil expenditure for the decade was \$1,158. While the increase in pupils from 1970 to 1979 was 78 percent, the per pupil expenditure increased only slightly more at 81 percent.

Table 2.14: SCHOOL EXPENDITURE DATA

	<u>No. of Pupils in September</u>	<u>Per Pupil Expenditure</u>
1970	946	\$ 961
1971	1,477	712
1972	1,527	841
1973	1,736	920
1974	1,797	1,088
1975	1,850	1,179
1976	1,916	1,304
1977	1,936	1,360
1978	1,808	1,472
1979	1,687	1,738

Municipal Expenditures. In looking at municipal expenditures by function, there is evidence of the maturation process, and a gradual shifting away from the categories that traditionally dominate small town budgets, like highways. Table 2.15 illustrates the municipal expenditure pattern in the 1970s by percent.

Since 1970, the General Government category has shown a general decline as a percent of total municipal expenditures with some slight rises and declines over the period. On the other hand, the Protection of Persons and Property has exhibited a reverse trend—that is, generally increasing as a percent of the total municipal budget caused in part by additional fire equipment and additional police department personnel. This category accounted for roughly one-third of the municipal budget. When combined with Public Works, both accounted for over fifty percent of the municipal budget during the decade.

Health expenditures have shown an upward trend as a percentage of all expenditures—from a low of 2.8 percent to a high of 6.8 percent in 1977 a result of Pelham's participation in funding regional health services. Welfare expenditures, however, during the period bulged upward in 1974 (to 3.6 percent of municipal expenditures) and have since retreated to lower levels. As a community urbanizes, these two functions along with a few others can be expected to increase somewhat as a percentage of all expenditures.

The Public Works budget showed a decline and then leveling off as a percentage of all municipal expenditures. However, this level of expenditure should be understood as representing essentially a private contract operation with equipment rented from the Road Agent and other vendors.

The Recreation and Library sectors showed some fluctuation during the period. However, neither exceeded 4.9 percent of all expenditures during the period. Both of these budget categories can be expected to increase as the community urbanizes and these services and facilities become increasingly in demand.

The Public Service Enterprise category is basically the cemetery account in Pelham since the Town has no water and sewer system. Variations in the percentage of expenditures are due to water and sewer study funds which were assigned to this category during the period.

Debt Service is another category that reflects the community maturation process. As the community expands and capital expenditures become necessary for facilities, it may become prudent to fund these expenditures through bond issues. However, Pelham through the decade used the bonding process infrequently. However, it did issue tax anticipation notes with regularity.

Capital outlay is another category that increased substantially as a percentage of all expenditures, although it did experience wide fluctuations. It

Table 2.15: PERCENTAGE DISTRIBUTION OF MUNICIPAL EXPENDITURES 1970-1979

	70	71	72	73	74	75	76	77	78	79
General Government	19.7	15.1	11.3	11.6	11.3	9.8	12.8	11.4	11.0	13.7
Protection of Persons and Property	27.4	31.6	29.1	29.8	29.7	33.3	34.4	34.3	30.9	32.8
Health	3.0	3.4	3.3	2.8	3.7	3.2	5.9	6.8	6.6	6.4
Public Works	26.4	31.4	33.9	22.9	22.2	22.0	21.4	27.8	27.3	20.3
Library	3.4	4.5	4.4	3.3	2.6	4.9	3.2	3.9	3.4	3.4
Welfare	1.6	2.9	2.6	2.1	3.6	1.2	1.0	.8	1.2	.9
Recreation	2.8	2.5	3.6	3.9	3.5	3.6	2.4	3.9	2.6	4.6
Public Service Enterprises	2.5	4.0	2.5	5.2	2.7	1.7	3.5	.9	1.4	1.3
Debt Service	1.1	.7	3.5	4.7	7.3	4.3	6.2	6.1	6.6	6.3
Capital Outlay	4.7	2.8	5.7	11.7	12.6	14.9	6.8	.6	8.4	4.1
Capital Reserve	7.5	.9		2.0	.8	.6	.7	.6	.5	4.9
Special Articles (not assigned to other categories)						.3	1.7	2.9	.2	1.2
TOTAL	100.1	99.8	99.9	100.0	100.0	99.8	100.	100.0	100.0	99.9

too reflects the need for additional structures, facilities and equipment to serve the growing community. These capital needs, however, are paid for through current revenue.

Tax Rate Change. Pelham's tax rate declined in 1978 and 1979, while the rates of most neighboring communities increased. The decline was attributable to a number of factors but largely reflected high expenditures in previous years to complete the school building program, and the purchase of the Camp Alexander property. Bond issues previously incurred are gradually being paid off and annual payments in bonded indebtedness are being reduced. In addition, revenues from the Business Profits Tax increased significantly (over six times) in 1979 allowing a corresponding reduction in revenues derived from the property tax.

Table 2.16 TAX RATE PER \$1,000 VALUATION

	<u>Town</u>	<u>School</u>	<u>County</u>	<u>Total</u>
1970	5.90	29.10	1.80	36.80
1971	6.00	33.40	1.40	40.80
1972	7.20	39.20	1.50	47.90
1973	8.50	39.20	1.60	50.00
1974	6.80	43.70	1.50	52.00
1975	9.60	46.10	2.00	57.70
1976	7.10	46.90	2.80	56.80
1977	7.60	50.00	2.20	59.80
1978	8.60	45.80	2.60	57.00
1979	8.70	42.40	2.90	54.00
1980	7.00	55.90	3.40	66.30

Source: Annual Reports

On the other hand, the tax rate rose sharply in 1980 due to an increase in the school budget and an unexpected decrease in State aid to education in part caused by declining enrollment.

Commercial and industrial growth are continuing in Pelham. Although commercial and industrial activity requires municipal expenditures, particularly for police and fire services, the tax revenue tends to outweigh the service costs in Pelham and thus tends to have a favorable impact on the tax rate.

3

TOWN SERVICES AND FACILITIES

The Town of Pelham provides a wide variety of services and functions to the community. These services are based in community facilities such as the Town Hall, Library, Police and Fire Station, Camp Alexander, etc. The services may be operated by a full time staff, such as the Police Department or be primarily a volunteer operation such as the Fire Department. The level of service provided by the Town may vary. Presently, for example, the Town does not provide municipal water or sewer service.

A number of community expenditures have increased dramatically during the previous decade. This has occurred as a result of a relatively high level of growth, the demand by residents for services that were previously not needed or not wanted, such as a High School, and increasing energy and other relatively "fixed" operating costs.

In the sections that follow, there is a discussion of the selected public services and structures that the municipality provides. Generally, the description covers the period between 1970 and 1979, although in some cases it draws on material developed in the 1966 Master Plan. Changes in operating costs are also examined. Finally, future needs are examined in light of the municipal growth that has occurred.

GENERAL GOVERNMENT

This category of municipal service is the one in which the public is most likely to come in contact. It covers the Selectmen, Administrative Assistant, Town Clerk, Assessor, Treasurer and other functions. Such interaction generally takes place in the Town Hall.

In the decade of the 1970s, the Board of Selectmen expanded from a three member to a five member Board. In addition, the Town hired an Administrative Assistant to help the Selectmen with their functions and paperwork.

A number of staff functions in the Town Hall are part-time positions. Two positions, the Tax Collector/Town Clerk and the clerk/typist for the Selectmen are budgeted as salaried positions. The Assistant Town Clerk, Assistant Tax Collector, Assessing Clerk,

and Payroll Clerk/Planning Board Secretary are budgeted as hourly employees from between 20-40 hours per week. In addition, the Town Hall houses a Recreation Director and provides limited space for the assessment function which is carried out by an individual on a contractual basis. The Town Hall in order to meet community needs is open on Tuesday night from 7 p.m. to 9 p.m. in addition to the normal day time hours. The second floor houses the District Court and the judge's chambers.

Office and function space on the first floor of the Town Hall is limited. There is somewhat less than 2100 square feet on each of the two floors in the building. Recently, the first floor was remodeled to provide additional office space for the staff functions currently carried out there. However, the facility still appears crowded because of the space required for public circulation, for file storage, and for conference/meeting space. With eight regular employees and deducting public circulation space, each employee has about 175 square feet of floor space.

Using a rule of thumb standard suggested in the Environmental Impact Assessment Project* of .75 square feet of floor space needed for each new person in the community, one could determine that Pelham's growth between 1970-1980 generated a need for 2008 additional square footage. Obviously, nothing like that increase has occurred.

The Selectmen now hold their meetings on the second floor. That floor doubles as a courtroom and judge's chambers. While it apparently has not been a problem, the second floor is not accessible to the handicapped. Thus, meetings may sometimes have to be moved to accommodate the needs of the handicapped.

Throughout the decade, the General Government function grew at one of the slowest rates of all functions. Between 1970 and 1979 it grew from \$75,900 to \$125,960 or 117.2 percent. However, from the lowest year (1971) to the highest (1979) the increase was 160.8 percent. Removing inflation, general government increased 16.2 percent over the decade. In per capita terms, general government actually decreased between 1970 and 1979. In 1970 the per capital expenditure was \$10.72 and in 1979 it was \$8.33 per capita with inflation removed.

*Philip Herr, Gene Slater and Robert Bluhm, "Evaluating Development Impacts," Environmental Impact Assessment Project, Massachusetts Institute of Technology, revised October 1978.

Table 3.1: GENERAL GOVERNMENT EXPENDITURES

<u>Expenditures</u>	<u>% Change</u>	<u>Expenditures</u>	<u>% Change</u>
1970 \$57,900		1975 \$76,410	2.4
1971 48,290	-16.9	1976 101,930	33.4
1972 49,500	2.4	1977 89,980	-11.7
1973 68,280	37.9	1978 107,820	19.8
1974 74,640	9.3	1979 125,960	16.8

Percent change 1970-1979: 117.2 percent. Inflation removed: 16.2 percent

Implications. Municipal government is becoming an increasingly complex-function. As part of an inter-governmental system, it is being required to undertake and account for many tasks assigned by the State and Federal governments.

Community growth stimulates a demand for additional services. In some cases, this may mean going from part-time to full time employees. In others, it may mean a paid instead of a volunteer position. It may mean providing a municipal service which formerly was a contractual service. Furthermore, it may mean providing additional space to accommodate augmented municipal functions.

Among the issues that this Plan envisions that the Town will have to confront in the next decade are: (1) automation of accounting functions, (2) adding additional personnel in the Town Hall, (3) expanding the Town Hall and its surrounding land (or relocating), (4) determining the need for a Town Manager rather than an Administrative Assistant who would have greater authority to direct and coordinate the activities of the Town government.

FIRE DEPARTMENT

The Fire Department building occupies about 4500 square feet of a 6000 square foot public safety complex built in 1972. It is centrally located adjacent to the town square. It has vehicle bays as well as offices and assembly rooms for training and meetings. The force consists of a chief, deputy chief/training officer, assistant chief, three lieutenants, and 23 firefighters. There are eleven certified emergency medical technicians. All are volunteer-call firefighters.

The Department has three first line pumpers: 1961 FWD, 750 GPM (lead attack piece); 1972 Ford 750 GPM and 1,000 gallon tank; and 1954 Ford, 500 GPM. In addition, the Department has: 1968 Chevrolet rescue vehicle; Army surplus four wheel drive vehicle for brush fires; 1964 Ford 1,000 gallon tanker with 500 GPM pump; and 1949 250 GPM combination pump/tanker for brush fires (as back up). In 1979 the Pelham Lions Club helped the Fire Department raise over \$10,000 to purchase the Jaws of Life.

Since 1970 Fire Department activity has shown substantial increases in activity. In 1970 there were 70 fire and service calls. In 1979 there were 494 fire and service calls plus 398 wood stove inspections. Table 3.2 illustrates these calls by category.* Rescue calls accounted for much of the increase in the late 1970s. In the 1970s, brush fires increased by 174 percent, structure fires by 357 percent, motor vehicle fires by 750 percent, chimney fires by 700 percent, and mutual aid calls by 2200 percent. This latter category suggests increasing reliance on Pelham as a back up to other communities.

Table 3.2: FIRE DEPARTMENT RESPONSES

Response	70	71	72	73	74	75	76	77	78	79
Brush Fires	27	17	20	34	51	43	38	49	57	74
Structure Fires	7	3	10	14	12	12	18	29	23	32
Motor Vehicle Fires	6	-11	12	19	19	36	40	27	32	51
Other Misc. Fires	13	7	10	27	23	39	40	16	16	-
Mutual Aid	1	-	-	-	3	1	9	7	10	23
Service Calls	15	29	27	21	33	25	39	43	62	83
Rescue Calls	-	-	-	-	-	-	-	77	235	162
Misc. (False, assistance, etc.)	1	3	1	-	-	-	-	37	121	69
Totals	70	70	80	115	141	156	184	285	556	494

Source: Annual Reports.

* It appears judging from the response pattern that the categories of identification were changed in 1977 thus making some longitudinal comparisons difficult.

Total responses in all categories have shown a pattern of substantial increase between 1970 and 1979 with only the miscellaneous category showing a decrease between 1978 and 1979. Total responses increased some 605 percent between 1970 and 1979.

Fire Department expenditures grew from \$12,260 in 1970 to \$44,600 in 1979. During that time expenditures grew about 264 percent. Corrected for inflation, the expenditures grew to \$23,863 or about 95 percent, whereas all municipal expenditures (exclusive of schools and county expenditures) grew 76 percent during the same period.

Table 3.3: FIRE DEPARTMENT EXPENDITURES

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	\$12,260		1975	\$22,140	14.9
1971	12,190	- .6	1976	18,680	-15.6
1972	12,010	-1.5	1977	19,310	3.4
1973	14,050	17.0	1978	31,770	64.5
1974	19,260	37.1	1979	44,600	40.4

Percent Change 1970-1979: 264 percent. Inflation removed; 95 percent.
Source: Annual Reports.

In 1970 Fire Department expenditures represented 4.2 percent of municipal expenditures. By 1979 it had increased to 4.6 percent of municipal expenditures. In 1970 the per capita expenditure for the Fire Department was \$2.26 and in 1979 it had risen to \$2.95 per capita (after inflation was removed). This represented a 31 percent increase in spending per capita over the decade in constant dollars.

Implications. If the low density, dispersed residential and commercial/industrial development continues at a rate similar to the State 1970-1980 average over the next decade, the Town will probably face additional space, equipment, and manpower needs.

The existing facility appears at capacity in terms of equipment storage. Support facility space is limited and future building expansion would be

dependent on additional land being available to accommodate future growth of the building.

In terms of equipment, it is a recommended goal that first line fire equipment be replaced after twenty years of use. By putting that equipment in a reserve category, it can be used (depending on condition and rehabilitation potential) for an additional five to ten years. Two pieces of equipment have passed the twenty year mark and one will do so in 1981. Thus the Town will have to be thinking about the replacement of this equipment in the next few years.

In terms of manpower, the chief believes a volunteer operation can continue over the next few years. Several factors will determine how long the department can remain fully volunteer. Among the factors include: (1) the continued availability of firefighters who work in the Town thus keeping the response time at reasonable levels, (2) the growth in number, type, and location of dwelling units and/or commercial or industrial structures, and (3) the increase in the number of fires.

POLICE DEPARTMENT

The Police Department is located in 1500 square feet of the combined fire and police building located on the Town Common. Of the 1500 square feet, approximately 250 is taken up with a garage, leaving 1250 square feet for police operations, a public area, and the dispatch facilities for both the Fire and Police Departments. The Police Station is the only public facility open 24 hours a day. Consequently, after normal office hours, (and even during) it serves as an information center for the public as well as a police facility.

In 1972 the Town had a chief and six sworn officers. Currently, there are eleven officers in addition to the chief, as well as two dispatchers. Generally, for communities in this size range the number of Police Department employees might average from 1.85 to 2.1 (or above) employees per 1000 population.*

*From International City Manager's Association data and interviews with police officials.

Therefore, given those averages, Pelham could be expected to have between fifteen and seventeen Police Department employees. The Department currently has thirteen employees counting the dispatchers.

Table 3.4: POLICE ACTIVITY DATA, 1970-1979

	70	71	72	73	74	75	76	77	78	79
Accidents	168	-*	173	-	143	-	-*	344	255	255
Burglary	-	-	73	86	-	97	-	87	113	100
Larceny	78	-	96	162	187	-	-	154	219	245
Domestic Fights	42	-	29	81	72	58	-	133	97	92
Shoplifting	1	-	2	3	10	23	-	22	33	25
Malicious Damage	6	-	-	108	158	225	-	217	212	228
Money Escorts	682	-	667	-	-	969	-	885	912	826
Total	977		1040	440	570	1372		1812	1841	1771

*Data not available in a given year or not tallied in that category.
Source: Annual Reports.

Table 3.4 gives an indication of the number of incidents and activity of the Police Department during the decade. The lack of data available in selected years and the change in categories makes longitudinal comparisons difficult. In addition, there are significant variations on a year to year basis with some categories not always reported. Nevertheless, some observations can be made. Accidents between 1970 and 1979 increased by 52 percent. Larceny incidents however, increased some 214 percent.

There were almost no vandalism and malicious damage incidents reported in 1970. However, between 1973 and 1979 such incidents more than doubled increasing by 111 percent. Burglary incidents increased over the decade but not consistently nor at as high a rate as many other incidents. Shoplifting incidents were minimal during the first half of the decade, but from 1975 on averaged over 25 per year. Total activity during the decade showed an increase, but the lack of complete data makes it impossible to know how significant the change was.

Table 3.5: POLICE DEPARTMENT EXPENDITURES

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	\$ 58,900	-	1975	\$182,390	28.6
1971	68,750	16.7	1976	190,330	4.4
1972	88,840	29.2	1977	203,610	7.0
1973	119,800	34.8	1978	203,490	-
1974	141,830	18.4	1979	235,780	15.9

Percent change 1970-1979: 300 percent. Inflation removed: 114 percent.
 Source: Annual Reports.

Table 3.5 shows the change in police expenditures over the decade. Total expenditures grew by 300 percent between 1970 and 1979 but with inflation removed, the expenditures grew from \$58,900 to \$126,153, or 114 percent. In 1970 police expenditures were 20 percent of all municipal expenditures, but in 1979 they represented 24.4 percent of all municipal expenditures. Police expenditures grew at a rate faster than the total of all municipal expenditures.

Police expenditures per capita increased from \$10.89 in 1970 to \$15.60 per capita in 1979 (in constant 1970 dollars). This means that real growth in police spending increased 43 percent, fairly close to the 49.5 population growth.

Implications. In the 1970s as the community grew, the nature of incidents reported to the Department changed. Increases in larceny, shoplifting, and malicious damage all provided evidence of increasing urbanization of the community. The 1980 Citizen Survey indicated both juvenile delinquency and drug problems were a concern in Pelham.

As the community grows, more subdivisions will be created probably in the low density, dispersed pattern characteristic of 1960s and 1970s. Such growth and development tends to create a demand for additional police personnel and equipment.

PUBLIC WORKS/HIGHWAYS

Currently there is no Public Works Department in the Town of Pelham. The public works function consists of summer and winter maintenance, bridges, street lighting, TRA (Town Road Aid) expenses. That function is carried out by a Road Agent who is paid for his time and equipment. With the exception of about five snow plows (blades), a chain saw and brush cutter, the Town does not own any equipment. The Town, therefore, contracts in large part for all the public works services in the Town. However, the Road Agent does employ three men and a foreman who perform work solely for the Town. They are paid by the Town and are eligible for Town benefits.

The Road Agent indicated that in the last decade some fifteen miles of new roads have been added to the Town system. In addition, the Administrative Assistant indicated that the Town in 1981 will be taking over the responsibility from the State for maintenance of 3 to 4 miles of roads which will be added to the Urban Compact area of the Town. In terms of manpower, Pelham's highway function looks somewhat different than the average northeast municipality of equal size. The average number of full time employees for highways is 1.97 per 1000 population. For Pelham, that would mean about 16 full time employees.

Table 3.6: PUBLIC WORKS (HIGHWAY) EXPENDITURES, 1970-1979

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	77,680		1975	170,890	17.1
1971	100,110	28.9	1976	170,930	-
1972	148,170	48.0	1977	228,110	33.4
1973	134,800	-9.0	1978	267,880	17.4
1974	145,970	8.3	1979	224,820	-16.1

Percent Change 1970-1979: 189 percent. Inflation removed: 55 percent.
 Source: Annual Reports.

Table 3.6 shows the growth in expenditures of the public works function between 1970 and 1979. Expenditures increased in actual dollars from \$77,680 to \$224,820 or 189 percent. With the 1979 figure

adjusted for inflation, the increase was 55 percent in real dollars.

In terms of per capita expenditures there was almost no growth in spending in the decade. In 1970 the town spent \$14.36 per capita on the public works function. By 1979 it was spending \$14.88 per capita (adjusted for inflation) representing 3.6 percent increase. In short, the public works function exhibited very little real growth over the decade.

Implications. The dispersed low density development pattern experienced by Pelham has an impact on the public works function in terms of an increased need for summer and winter maintenance of new roads and support facilities (i.e. catch basins, culverts, etc.). Since each lot must have a minimum of 200 feet of lot frontage, each 50 new lots created will generate at least one additional mile of town roads.

As the community grows, the town may want to evaluate a private contract versus the municipal provision of public works services. Clearly, the start up costs will make the cost of publicly provided services more expensive initially.

In determining the desirability of municipal provision of services, however, the town will have to examine other factors besides cost, such as availability of the service, the level of service provided, and the possibility of doing other work which is currently contracted out to private providers.

SOLID WASTE DISPOSAL

The Town of Pelham in the 1970s converted from a privately owned dump to a full scale incineration plant with a recycling program. The capital cost for construction was paid through an EDA Public Works grant. Operating costs are now the responsibility of the Town.

The oil fired incinerators can each burn a ton per hour maximum. The Town burns only 3½ to 4 days per week which takes care of the current demand. While there is excess capacity, a noise problem created by the operation of the incinerator prevents longer periods of use. An eight hour burn requires an additional five hours for burn down and cooling.

The Town does not provide trash pickup in the com-

munity. Users bring the trash to the site. At this time only a portion of the total amount of solid waste in Pelham is trucked to the site since there are competing disposal sites in the area.

Table 3.7 shows that solid waste expenditures increased most dramatically. In 1970 the Town paid \$5000 or \$.92 per capita to a private dump owner. By 1979 the expenditure had risen to \$3.80 per capita in constant 1970 dollars. In constant dollars the expenditures increased 515 percent.

Table 3.7: SOLID WASTE EXPENDITURES, 1970-1979

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	5,000	-	1975	17,100	57.9
1971	6,250	25.0	1976	38,840	110.6
1972	8,250	32.0	1977	45,720	24.1
1973	9,440	14.4	1978	52,970	15.8
1974	10,830	14.7	1979	57,490	8.5

Percent change 1970-1979: 1050 percent. Inflation removed: 515 percent.
Source: Annual Report.

In 1974 the dump was converted to a sanitary land fill at an annual contract cost of \$45,000. However, the operation did not always meet State standards and thus some of the funds were withheld. In 1978 the Town began to operate its own incinerator/recycling center with a first year expenditure of \$52,965. In 1979 the expenditure was \$57,490. With a few years of experience, the operational costs appear to have begun to stabilize and the annual rate of increase has diminished.

Implications. From the data provided it appears that the incinerator has the capacity to burn additional solid waste. Furthermore, more days could be added to the burning cycle. In the past there have been complaints by residents in the area about excessive noise. However, steps have been taken to correct this deficiency. When the sound suppression barriers are complete (1981), and if they are successful, it would appear that this facility with longer burns can meet the Town's solid waste disposal

LIBRARY

needs for some years to come.

The Town library is also located in the Town Center across from Town Hall. It is a brick structure built in this century. The structure is well maintained and heavily used. In 1975/1976 the basement was renovated into a children's room and office space, doubling the library space. Circulation has increased some 50 percent in the last four years, with approximately 30,000 books, periodicals and records in circulation annually.

This municipal building exhibits crowding as does the site. The American Library Association suggests a library floor space standard of 0.7 square feet per capita in communities under 50,000. While few communities meet this standard, it would suggest a library of 5,660 square feet for Pelham. The current library has about 3700 square feet which is 65 percent of the recommended standard.

In 1975, the library hired its first full time professionally trained director. In addition, the library has four part-time employees. On the average, according to Burchell and Listokin, a public library in the Northeast region for a town of Pelham's size would have 0.09 full time employees per thousand population. In Pelham's case, it would have one (actually .72) full time employee.

The Pelham Library has purchased between 1,377 and 1,527 hardcover books annually since 1975. As the cost of books has escalated, the number purchased has declined, even though the book budget has slightly increased. The library also took the innovative approach of borrowing about 200 books from Sherburne School in the summer to augment its children's collection. In 1979, the library reached out to Hobbs House by loaning its books for use by senior citizens.

The library's outreach program to the schools, the increased library usage hours, the development of the children's program to complement the children's library, and the community support through the FLIP (Friends of the Library in Pelham) Group, all indicate the significant community support and need for library service in Pelham.

Table 3.8 shows the expenditures for the library

over the decade. The library has one of the smaller budgets in the municipal governments. At no time did it represent more than 4.9 percent of the total expenditures. Recently it has receded to lower levels of around 3.4 percent. In 1975 the library had its largest budget due to renovation.

Table 3.8: LIBRARY EXPENDITURES, 1970-1979

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	9,900		1975	37,820	119.9
1971	14,370	45.1	1976	25,880	-31.6
1972	19,360	34.7	1977	32,310	24.8
1973	19,670	1.6	1978	33,810	4.6
1974	17,200	-12.6	1979	36,080	6.7

Percent change 1970-1979: 264 percent. Inflation removed: 95 percent.

The library expenditures grew at a rate somewhat faster than the Town as a whole from \$9,900 in 1970 to \$36,080 in 1979. With inflation removed, the expenditures increased to \$19,304 in 1979. On a per capita basis in 1970 dollars, the expenditures grew from \$1.98 per capita in 1970 to \$2.39 per capita in 1979. This represented a 21 percent increase in real spending over the decade.

Implications. Continued growth, urbanization, and maturation will undoubtedly contribute to an increased demand for a variety of library services. A 1979 library user study indicated that 64 percent of the users were students. Significantly, only 54.1 percent of the users took out books or other items. Those who did check out books, checked out an average of three books. The library image may change over the next few years as it becomes more of a community resource center and less of a place to "borrow books".

Given the growth of the community and the use of the library, it would appear that the Town will be faced with enlarging library space on the existing site or selecting a new site. Because of the "associational values" attached to the building and the desire to preserve and enhance the Town Center,

it appears preferable to utilize the existing site. Such expansion is contingent on the availability of adequate land.

RECREATION

The 1966 Master Plan identified the preservation of open space and the acquisition of land for recreation as a high priority for the Town of Pelham. It recommended that the Town "not only set up land areas to be acquired under a public open space program, with possible Federal participation, but should set up a logical staging program for land acquisition as part of the Master Plan study". The report recommended acquiring access to Little Island Pond and Harris Pond "not only for those living around those ponds, but for all of Pelham's citizens". It also suggested that open space be required to be reserved in subdivisions for playgrounds and playfields for the community.

In September 1980 the Nashua Regional Planning Commission issued: "Camp Alexander Recreation Park: Proposed Site Development Plan" prepared for the Pelham Recreation Commission. The purpose of this recreation study and the resulting report was to: (1) inventory and assess current recreational facilities, (2) determine the general areas of recreation need, and (3) formulate a conceptual plan for the Camp Alexander site which a) addresses the current and projected needs for the community, and b) embodies a total site concept.

The study rated only four recreation facilities as excellent: the four tennis courts and basketball court at Pelham High School, the 9 hole Pine Valley Golf Links, Inc., the Pelham Fish and Game Club, Inc., and Newcomb Field.

Almost all the ballfields and athletic fields in Pelham it found in need of improvement: Pelham High School -- two athletic fields -- fair to poor; Memorial School -- two ballfields -- poor, and basketball court -- good; E.G. Sherburne Elementary School -- two ballfields, two basketball courts, playground, picnic tables -- fair; Pelham Little League, Inc., -- two ballfields leased -- inadequate; Girl Scouts -- one ballfield, 9 camp sites, etc.-- fair to good; St. Patrick School -- one baseball diamond and one basketball court -- fair; and Camp Alexander -- two tennis courts, one basketball one ballfield -- poor to good.

The NRPC study indicated that approximately 861 acres were allocated to recreation noting that roughly 215 were developed and improved for recreation use, included within the 861 acres were four school facilities (totalling 95 acres), and the Jeremy Hill State Forest (63 acres). The study included all public and private recreation facilities.

New Hampshire has standards for recreation by population, suggested by New Hampshire Office of State Planning and the New Hampshire Division of Parks and Recreation. Based on Pelham's population, the State standards suggest the following needs for Pelham:

Table 3.9: 1980 RECREATION NEEDS

Item	Additions to meet minimum standards	Additions to meet desirable standards
Ballfields	0	0
Tennis Courts	0	6
Hard Court Games (Courts)	3	27
Playgrounds	1	15
Playground (Acres)	10	26
Parks (Acres)	8	160
Picnic Areas (Acres)	1	39.5
Picnic Tables	12	76
Campgrounds (Acres)	0	7
Campsites	31	105
Wilderness Camp Areas (Acres)	728	1,928
Boating Areas (Acres)	31	572
Sailing Areas (Acres)	64	114
Beaches (Acres)	0	9
Outdoor Swimming Pools	0	3
Outdoor Swimming Pools (sq. feet)	1,600	4,000
Indoor Swimming Pools	0	1
Outdoor Ice Areas	1	8
Outdoor Ice Areas (sq. feet)	16,000	57,143
Indoor Ice Areas	0	4
Gymnasiums	1	7
18 Hole Golf Course	0	0
Downhill Ski Areas	0	4

Source: Nashua Regional Planning Commission, Camp Alexander Site Plan, September 1980, pp. 6 and 7.

Obviously, these standards serve only as guidelines for future recreation planning in Pelham. Since Camp Alexander was purchased from the YMCA in 1977 by the Town of Pelham, an opportunity exists to upgrade this nature park facility and fulfill additional recreational needs of the Town.

Although Camp Alexander is not centrally located in the Town, it does provide the only Town-owned waterfront acreage with sufficient lake frontage for recreational access. It is an excellent site for a day camp, beach and lake swimming activities, adult recreation and a picnic area. A detailed plan for Camp Alexander's development is now under consideration by the Recreation Commission.

The Town has hired a full-time Recreation Director to develop a Town recreation program. Many aspects of the Town's recreation programs are run by other organizations. For example, the CYO runs a major youth basketball league throughout most of the winter, and the Lions Club runs a basketball league for younger children. There is a private women's volleyball recreation group, a private football league, and an independently organized youth baseball league.

All of these recreational leagues use Town land or buildings. It is anticipated that increasingly these pre-existing recreation leagues could utilize the Town Recreation Director to coordinate the recreation programs. For example, the Lions Club and the CYO could continue their basketball programs, but registrations could be handled by the Town Recreation Director since his office is centrally located and open every day.

There appears to be a shortage of indoor recreation facilities, particularly gymnasium space. The two gymnasiums at the high school and junior high school are used almost nightly. It is possible that additional use might be made of them through tighter scheduling, but the capacity for expansion of use is limited. The Sherburne School has a gymnasium/cafeteria, but its use for athletic events is limited since the tables and chairs must be cleared and set up again.

The 1980 Citizen Survey by 53 percent and 35 percent supported the Town acquiring more open space and recreation land. There is strong support (84 percent) for protecting environmentally sensitive land. Pelham

residents would like to require developers to dedicate open space in each subdivision.

Table 3.10: RECREATION EXPENDITURES, 1970-1979

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	8,200		1975	27,160	19.1
1971	8,040	-2.0	1976	14,960	-44.1
1972	15,590	93.9	1977	26,990	80.4
1973	22,900	46.9	1978	20,390	-24.4
1974	22,810	- .4	1979	45,410	122.7

Percent Change 1970-1979: 454 percent. Inflation Removed: 196 percent.

Table 3.10 shows the change in Recreation expenditures over the decade. The figures exhibit substantial fluctuations on a year to year basis. Starting from a small base. Recreation expenditures increased 454 percent between 1970 and 1979 or 196 percent in constant dollars. On a per capita basis (measured in constant dollars) the expenditures went from \$1.51 in 1970 to \$3.00 per capita in 1979 representing a doubling of funding in Recreation in constant dollars. This reflects a change from a part time and voluntary operation to a more full time program.

Implications. As the population of Pelham continues to grow and age over the next decade, it appears there will be an increased demand for recreational opportunities and services. To the extent feasible, voluntary organizations should be encouraged to provide recreational services thus obviating the need for increasing Town staffing for the department.

It appears from the survey conducted by NRPC that there is a need for upgrading the existing facilities that appear to be suffering from deferred maintenance.

Providing more diversified recreational opportunities may prove desirable during the next decade. For example, developing Beaver Brook for canoeing and passive recreation sites may be a desired goal. In an era of fiscal restraint, recreation and other expenditures (like libraries) may be under increasing

EDUCATION

pressure and their growth may be curtailed.

The School Department is a government separate from and equal to the Town government. It is governed by a five member Board of elected Pelham residents. Pelham shares its Superintendent of Schools with Windham.

In Pelham, there are three public schools: E.G. Sherburne School (1-4), Memorial School (5-8), and Pelham High School (9-12). There also is St. Patrick's School (K-8) and several small private Nursery/Kindergartens since Pelham does not provide public Kindergarten.

Since the 1950s when Pelham started to experience rapid growth, pressure was placed on the existing school (Sherburne) to expand. Classroom size increased to the point that dual enrollment was proposed, the elementary school needed to more than double its size, and Hudson announced it would not renew its Alvirne contract to take Pelham's high school students due to its own population increases.

These physical plant needs were addressed by: 1) an addition in 1957, and another completed in 1972, doubling the size of Sherburne School; 2) the construction of Memorial School in 1964 and an addition in 1968; and 3) the construction of Pelham High School completed in 1974.

E.G. Sherburne School. This school, housing grades 1 through 4, was originally built in 1930. An addition was added in 1957. In 1970, the Town confronted the need for additional physical plant. The School stood on a 12.1 acre site. State standards indicated the site could hold a school housing 710 children, and with State waivers granted, 800 children. The Sherburne School contained 15 usable classrooms. The school was so overcrowded that several third grade classrooms were held at Memorial School, exacerbating problems there.

An open concept addition of 16 classroom areas (four per grade) plus a teachers' room and instructional material center was constructed. The addition opened on November 13, 1972.

According to Annual School Reports the school had

additional needs. The older physical plant was suffering some deterioration, with a number of repair requests deferred until 1979. The playground had a drainage problem and the playground equipment was inadequate for the number of students and in need of repair.

A review of the Principal's annual reports, indicated a need for attention to maintenance requests for both buildings and grounds. In 1978 a warrant article was approved to provide handicapped access. In 1979 and 1980 some \$18,900 was spent on interior and exterior maintenance and on energy conservation measures according to the Superintendent of Schools.

Memorial School. This school, built in 1964, was enlarged four years later to cope with the rapid growth in enrollment. It houses grades 5 through 8. In 1970 there 446 students, with a peak enrollment in 1977 of 615 students. The enrollment declined in 1978 and 1979, but rose 3.7 percent in 1980.

In 1975 overcrowded conditions were again noted: the academic class size was 34, and the elective class size was 38. With the population stabilized at 613 in 1976, the principal wondered if it was "the calm before the storm"? The dramatic decrease in the elementary age population in the late 1970s indicates continued relief in the Middle School. Space exists behind Memorial School for expansion if needed.

Memorial School throughout the 1970s responded to the growth pressures and overcrowding by requesting additional staff and improving facilities, such as the science lab. Additional special needs teachers and elective teachers were desired, according to the Annual School Reports. In terms of planned facilities, the Memorial School has two ballfields whose outfields overlap. Thus only one field can be fully utilized at a time.

Pelham High School. The most recently constructed school is the High School. It emerged from a 1970 AREA Planning Committee report which arrayed alternatives. A 1970 survey showed strong support for a high school in Pelham, even if it meant increased costs to the taxpayers. The question was whether it would be solely Pelham's, or a cooperative high

school, or an AREA school. When Hudson announced in 1971 it would terminate Pelham's contract in 1974, Pelham faced an immediate decision and chose its own High School, since the other alternatives did not appear feasible.

Pelham High School opened in 1974, with a capacity of 800, as a modified open concept school. Its population increased from 579 to 689 in 1978. With a stabilized decreasing population (589 in 1980), the focus has shifted from coping with growth to raising basic standards, eliminating discipline problems and tardiness, and reaccreditation (which was approved 1979-1981).

The High School is located on seventy five acres of land. However, much of it has development constraints due to low lying and wet land. About five acres are devoted to recreation facilities. According to the NRPC Recreation Survey, with the exception of the boys athletic field, the facilities are rated as excellent. The boys field is rated as poor due to its sun orientation.

Parochial School. Pelham has one parochial school, the St. Patrick School. It has two kindergarten classes of 15 students each (one morning, one afternoon) and one class each of grades 1 through 8. Each class has between 30 and 35 students. Enrollment has been stable over the past several years, and there is a waiting list for most grades.

The school budget is financed partially through tuition, but sixty percent of the \$120,000 budget is raised primarily by benefit bingo games held in an adjacent hall. Kindergarten tuition is \$425/year. Tuition for the other grades is \$275 for the first child and \$325 if more than one child per family attends. The School is staffed by six lay teachers and four religious teachers.

The facilities are modern and appear to be in good condition. The School has an accumulated deficit of about \$80,000, but has no mortgage and pays no property taxes. The parish expects the School to continue despite the accumulated deficit. No marked expansion or contraction is anticipated.

Enrollment Trends. Enrollment in the Pelham Schools

increased annually through 1977. In 1978 it dropped 6.6 percent, in 1979 it dropped 6.8 percent, and in 1980 it dropped 2.7 percent. However, as Table 3.11 shows the primary school (1-4) enrollment dropped at an even faster rate suggesting that future school enrollments will continue to decline for the next few years. The 1980 primary enrollment was less than the 1970 enrollment.

Table 3.11: SCHOOL ENROLLMENT: GRADES 1-4, 5-8, 9-12 AND PERCENTAGE CHANGE

	<u>1-4</u>	<u>% Change</u>	<u>5-8</u>	<u>% Change</u>	<u>9-12</u>	<u>% Change</u>	<u>Total</u>	<u>% Change</u>
1970	500							
1971	573	14.6	469	5.2	435		1477	
1972	598	4.4	512	9.2	485	11.5	1595	+7.9
1973	647	8.2	561	9.6	528	8.9	1736	+8.8
1974	633	- 2.2	585	4.1	579	9.7	1797	3.5
1975	610	- 3.6	613	4.8	627	8.3	1850	2.9
1976	634	3.8	613	0.0	669	6.7	1916	3.6
1977	632	- 0.3	615	0.3	689	3.0	1936	1.0
1978	559	-11.6	604	-1.5	645	-6.4	1808	-6.6
1979	511	- 8.6	574	-4.6	600	-7.0	1685	-6.8
1980	456	-10.8	595	3.7	589	-1.8	1640	-2.7

Source: Annual Reports

This trend can be explained partially by the smaller family size (a National trend) and the presence of a high school. It suggests a decreased family mobility as Pelham schools now provide education for all children. Thus the Pelham population is gradually taking on the characteristics of a more mature community, both in terms of age and services.

Table 3.12: ACTUAL SEPTEMBER SCHOOL ENROLLMENT,
1970-1980

	<u>Grade 1</u>	<u>Grade 12</u>	<u>One Minus Twelve</u>
1970	155		
1971	182	77	+105
1972	170	80	+ 80
1973	178	109	+ 69
1974	173	140	+ 33
1975	156	131	+ 25
1976	200	128	+ 72
1977	174	161	+ 13
1978	139	163	- 24
1979	104	142	- 38
1980	125	148	- 23

Source: Annual Report.

Table 3.12 shows the reversal in the trend from grade one to grade twelve. In the last three years there have been more graduating seniors than those entering first grade. However, there was a 20 percent increase in the first grade between 1979 and 1980. This change should be reviewed in the fall of 1981 to determine if this may mark a change in the trend of the last few years.

Revenues. Table 3.13 and 3.14 show the revenue sources for the Pelham School District through the 1970s. In percentage terms the total revenues increased 192 percent between 1970 and 1980 or 56.3 percent in constant dollars.

The revenue pattern indicated some shifts. For the first half of the decade revenues from federal sources accounted for less than 1 percent of all revenues. But in the last half of the decade, the percentage increased to 4.5 percent of all revenues. This was accounted for by significant increases in revenue for the school lunch program.

State revenues declined in the early years of the decade to a low of 2.4 percent of all revenues in 1972/1973. After that period, state revenues showed a general growth as a proportion of all revenues, increasing to 18.1 percent in 1979/1980.

Local revenues, offset by increasing revenues from Federal and State sources, have declined as a percentage of all revenues as has the property tax revenue source. The latter declined from 86.2 percent in 1970/1971 to 74 percent in 1979/1980.

Table 3.13: PELHAM SCHOOL DISTRICT REVENUES, BY SOURCE

	<u>70/71</u>	<u>71/72</u>	<u>72/73</u>	<u>73/74</u>	<u>74/75</u>
FEDERAL					
All Sources	6,500	10,620	15,620	15,620	15,570
STATE					
Sweepstakes	87,260	7,880	22,530	22,530	19,870
Foundation Aid	21,680	54,200	53,340	53,340	65,730
School Bldg. Aid		11,110	21,900	47,330	79,340
Other	6,170		1,290	1,290	1,290
Sub-Total	<u>115,110</u>	<u>73,190</u>	<u>99,060</u>	<u>124,490</u>	<u>166,230</u>
LOCAL					
District Assesment	940,340	1,280,780	1,500,370	1,742,690	1,955,710
Misc. Revenues	29,500	18,550	33,930	81,750	50,680
Bond Issue		550,000	2,500,000		
Sub-Total	<u>969,840</u>	<u>1,848,330</u>	<u>4,034,300</u>	<u>1,824,440</u>	<u>2,006,390</u>
Grand Total	1,091,450	1,933,140	4,148,980	1,964,550	2,188,210
Percent Federal	.6	.5	.4	.8	.7
Percent State	10.5	3.8	2.4	6.3	7.6
Percent Local	88.9	95.6	97.2	92.9	91.7
Percent Property	86.2	92.6*	91.0*	88.7	89.4

* Bond issue removed

Source: Annual Reports

Table 3.14: PELHAM SCHOOL DISTRICT REVENUES, BY SOURCE

	<u>75/76</u>	<u>76/77</u>	<u>77/78</u>	<u>78/79</u>	<u>79/80</u>
FEDERAL					
All Sources	21,370	59,000	71,080	114,000	142,000
STATE					
Sweepstakes	41,580	59,630	28,510	43,720	38,860
Foundation Aid	134,640	110,140	137,020	309,810	395,020
School Bldg. Aid	68,180	67,880	66,000	64,820	64,500
Other	<u>21,910</u>	<u>16,270</u>	<u>14,800</u>	<u>18,140</u>	<u>80,170</u>
Sub-Total	266,310	253,920	246,330	436,490	578,550
LOCAL					
District Assessment	2,121,520	2,186,640	2,391,410	2,282,350	2,358,890
Mis. Revenues	26,990	44,090	46,690	131,470	109,600
Bond Issue					
Sub-Total	<u>2,148,510</u>	<u>2,230,730</u>	<u>2,413,820</u>	<u>2,413,820</u>	<u>2,368,490</u>
Grand Total	2,436,190	2,543,650	2,755,510	2,964,310	3,189,040
Percent Federal	.9	2.3	2.6	3.8	4.5
Percent State	10.9	10.0	8.9	14.7	18.1
Percent Local	88.2	87.7	88.5	81.4	77.4
Percent Property	87.1	86.0	86.8	77.0	74.0

Expenditures. Table 3.15 shows the trend in school expenditures over the decade. It is obviously the single largest category of expenditures of all the functions carried out within the Town.

Table 3.15: SCHOOL EXPENDITURES, 1970-1979

	<u>Expenditures</u>	<u>% Change</u>		<u>Expenditures</u>	<u>% Change</u>
1970	980,870		1975	2,180,920	11.6
1971	1,051,310	15.7	1976	2,499,070	14.6
1972	1,284,240	22.2	1977	2,599,170	4.0
1973	1,596,860	24.3	1978	2,661,660	2.4
1974	1,954,950	22.4	1979	2,932,000	10.2

Percent Change 1970-1979: 223 Inflation Removed: 73 percent.

TABLE 3.16: DISTRIBUTION OF SCHOOL EXPENDITURES BY PERCENT.

YEAR	SALARIES	INSTRUC- TIONAL MAT- ERIAL/STUDENT ACTIVITIES	OUTGOING TRANS- PORTATION	TRANS- PORTATION	OPERATIONAL/ MAINTENANCE/ UTILITIES	CAPITAL EXPENDITURE	DEBT SERVICE	OTHER
1970/71	42.1	2.6	30.0	6.6	2.7	.7	4.8	5.5
1971/72	24.6	2.2	22.8	5.2	3.4	29.6	6.3	5.9
1972/73	14.0	1.2	13.4	-	.9	60.4	5.4	2.3
1973/74	33.6	2.3	30.6	5.4	1.9	-	20.2	6.0
1974/75	54.6	7.5	2.1	4.3	5.1	-	17.7	8.7
1975/76	53.5	6.8	4.6	5.2	6.2	-	15.2	8.5
1976/77	51.9	6.7	5.2	4.9	7.6	-	14.2	9.5
1977/78	52.0	5.4	4.7	5.0	7.0	-	14.0	11.9
1978/79	60.0	5.3	5.7	6.2	5.6	.2	11.5	5.5
1979/80	58.7	6.3	6.9	6.2	6.1	.3	10.0	5.5

Source: Annual Reports

Expenditures between 1970 and 1979 increased from \$908,870 to \$2,932,000 or about 223 percent. Corrected for inflation the increase was about 72 percent, one of the smaller increases in percentage but large in absolute dollars. On a per capita basis spending (in constant 1970 dollars) increased from \$268.06 per capita in 1970 to \$294.06 per capita in 1979 representing an increase of 15.4 percent in real spending. It can be seen by looking at the expenditures that the highest rates of increase were in the first four years of the decade when the high level of capital expenditures were being made for facility expansion.

Table 3.16 shows the distribution of expenditures in percentage terms throughout the decade. Before 1974, salaries and outgoing transfers (tuition for high school and special needs students) dominated the expenditures. During the 1971/1972 and 1972/1973 school years capital expenditures increased substantially as the high school was being built.

After the building's completion, the debt service increased dramatically to pay for the principal and interest payments. It has subsequently decreased as the debt has been paid off. Salaries also increased a percent of total expenditures in 1974-1975 as the school system staffed the new high school. Outgoing transfer at the same time decreased dramatically when tuition payments ceased for the high school students. Instructional materials and student activities expenditures, however, showed a corresponding increase as more students became part of the school system in 1974/1975 but showed a slight downward trend from then to the end of the decade.

Operational maintenance and utility expenditures and the transportation expenditures exhibit a trend of increasing as a proportion of total expenditures. This is due to the tremendous increase in the cost of fuel both for the buses and for the buildings. The utility expenditures can be expected to maintain this upward trend if fuel costs continue to grow at a rate faster than inflation.

Implications. The school enrollments at least for the time being appear to have stabilized after

increasing during the first half of the decade. The one change is the 20 percent increase in the first grade enrollments in 1980. Another factor to watch is the number of births. In 1977 there were 48, 1978 60, and 1979 35. Even with in-migration there may be decreases in the first grade by 1983.

On the whole, however, the school system does have excess capacity and can absorb additional pupils. During the planning period, it suggests that no major additional building will be needed unless there is a dramatic change in the rate of household growth for families with school age children.

In terms of school sites, it would appear that the present sites can absorb additional building, if needed. However, development constraints at the high school may pose some problems if in the future a significant addition is proposed for that building. The School Department, however, may want to engage in some long range planning in terms of future site acquisition. That is, it should look ahead to determine where it would need land for a school if further development demanded it.

In an era of perceived fiscal restraint, it would appear that the property tax will continue to play a dominant role in the financing of school expenditures. The Federal revenues will probably remain static or decline slightly as a percent of all revenues. The State revenues will probably exhibit a similar pattern.

The challenge will be for the community to broaden its tax base so that its citizens can afford to pay for the increased cost of education. According to a recent study,* Pelham has the second lowest Equalized Valuation per pupil for 1977-1978 of all communities in the State. Pelham has a \$52,658 Equalized Valuation per pupil, where the State average is \$94,766. This means that Pelham has to exert greater tax effort to raise an equal number of dollars in comparison to other New Hampshire communities.

* "Options for an Urban Development Policy: An Action Agenda for New Hampshire," June, 1980, Table III-3.

4

NATURAL RESOURCE INVENTORY

A report entitled The Land Book, published in 1976 by the then Office of Comprehensive Planning, succinctly summarized the importance of natural systems in community planning. The book said:

... "let the land do the planning"... the basic characteristics of the land itself influence its use. The relationship of hills and valleys shapes the pattern of settlement. Soil conditions affect road access and erosion potential. The abundance or absence of water resources influences the nature and rate of growth. So, it follows that the first step in land planning is to examine thoroughly the physical characteristics of the community's land base.

In the Town of Pelham the inventory and analysis work has already been done through a variety of other studies. This section of the Master Plan ties these reports together in an overall framework and makes recommendations on their implications for future development of the community. The following discussion is derived from earlier reports. The primary source(s) are noted at the end of each section.

Overall Terrain. The major topographic feature of Pelham is the extensive Beaver Brook valley which bisects the Town on a north-south curve. Adjacent to Beaver Brook are relatively flat lowlands running through the center of the Town. Steep slopes occur to the west of Mammoth Road and in the northeast quadrant of the community in the vicinity of Gage Hill and near Harris Pond. In between, and throughout the Town, there are other less extensive areas of steep slope. These transition areas contain rolling terrain between the flatter valley areas and the steeper upland areas. Elevations above sea level range from a low of about 115 feet along Beaver Brook (at the State line) to 575 feet at the lookout tower of Jeremy Hill. (Facilities Plan, David, Benoit, and Tessier, Inc.)

In general terms, Pelham has three parallel subsoil zones running in a north-south orientation. An upland mass of bedrock occurs west of Route 128 underlying a thin mantle of glacial till. A second division is the eastern upland to the east and south of Route 38. Its physical characteristics are similar but it has a somewhat heavier soil cover. The third zone is the lowland area between Route 128 and 38. It contains the deepest soils, but also contains wetlands, flood plains and some rock outcrops.

There are two major types of soil deposits: glacial tills and glacial outwashes. Glacial till consists of materials deposited by a glacier which "picked up, mixed, broke down, transported and deposited through the action of glacial ice, with little or no transportation by water."¹ The glacial till deposits are found on the higher elevations. The soil categories with glacial till soil include shallow-to-bedrock hardpan, and deep stony (non-hardpan). Slopes range from gently sloping to steep slopes. Glacial outwash consists of "cross-bedded gravel, sand, and silt deposited by melt water as it flowed from glacial ice."² The glacial outwash materials occur in two general categories: Glaciofluvial soils and Alluvium or flood plain soils. The first category is found generally on outwash plains adjacent to Beaver Brook and its tributaries. Formed near flowing water, these areas remain relatively flat. The soils are very well drained and granular in nature and do not occur in the wetlands.

Alluvium soils consist of stream soils and recently deposited river bottom soils. Both are subject to flooding. They are similar to the Glaciofluvial soils structure and drainage but differ in geologic origins. Wetland soils consist of poorly and very poorly drained soils, which are wet most of the year. They present severe constraints on development due to instability.

In 1978 the U.S. Soil Conservation Service prepared a report entitled, "Soils and Their Interpretations for Various Land Uses," together with accompanying

1. U.S. Soil Conservation Service, "Town of Pelham Soils and Their Interpretation for Various Land Uses," Glossary, Appendix.

2. Ibid.

interpretative maps for the Town of Pelham. This study provides valuable data on the capacity of various soils to accept development and to dispose of on-site generated sewage. All of the soil types have been mapped and assigned to six soil condition categories. Minor, moderate, and severe constraints have been identified based on soil conditions and slope characteristics. (Pelham Town Plan, 1966; Facilities Plan, 1980; Soils and Their Interpretations for Various Land Uses, 1973.)

Implications. The data generated by the Soil Conservation Service has already been incorporated into the Town's regulatory scheme. Development constraints, for example, form a basis for determining lot size in subdivisions.

Pelham has extensive areas that have development limitations due to the soil conditions and slope. While an extensive amount of land suitable for development has already been built upon, there is still a significant amount of land still available for future development.

As a planning tool, soil type and condition should continue to remain an integral part of the regulatory process. It should be remembered, however, that the information and maps are generalized in character. For any given site, actual field conditions may differ significantly from what is mapped. The results of a field analysis by a qualified soil scientist should take precedence over the generalized map.

The Town should also be aware that the Soil Conservation Service is in the process of updating, mapping, and re-interpreting soil data for Hillsborough County. As more detailed information becomes available, it should be integrated into the regulatory scheme for Pelham.

Slopes. Another important variable in determining the development capacity of land is the slope or incline of the land. Generally, the steeper the slope, the more difficult it is to develop and the greater the potential for adverse impact on the community.

The Soil Conservation Service arrays slopes in five major categories: 0-3 percent, 3-8 percent, 8-15 percent, 15-25 percent, and over 25 percent. Slopes of less than 3 percent and over 15 percent are less desirable for development purposes. The flat areas (less than 3 percent) have problems because of the lack of drainage or run-off capability and frequently because of poor soil types. The steep areas (over 15 percent) have problems due to ledge areas at or near the surface and have the potential for erosion due to excessively fast run-off. The ledge and thin soil conditions make it difficult to install and maintain foundations, utilities, roads, and particularly on-site sewage disposal systems.

Areas over 25 percent should be generally reserved for open space since they create severe problems for development. However, specific sites of lesser slopes in an overall context of steep slopes may be able to accommodate development.

Implications. Slope is another feature that should be included in the Town's evaluation of specific site development potential. Soil and slope characteristics are importantly linked. A matrix was developed to illustrate the level of development constraints associated with a soil condition group and corresponding slope. Such a matrix can be used as a guide for determining a density range for the development of housing and the placement of on-site sewage disposal systems. The development constraint key (that follows the chart) gives an indication of the degree to which the soils/slopes create development.

	slope (in percent)				
	0 - 3	3 - 8	8 - 15	15 - 25	over 25
Group 1	●	●	N/A	N/A	N/A
Group 2	■	■	■	○	●
Group 3	* ¹	* ¹	■ ¹	○ ¹	●
Group 4	○	○	○	○	●
Group 5	■	■	■	○	●
Group 6	*	*	■	○	●

soil condition groups

Development Constraint Key. Below is listed the level of development constraints for each cell in the matrix. It is recommended that these criteria be used as a guide for land use decision-making by the Planning Board.

* Minor. This combination of soil and slope has the least number of constraints for development. Generally, these soils are best suited for accommodating septic systems (without potential for groundwater pollution) and for housing. Minimum lot sizes (with one dwelling unit per lot) would range from 40,000 square feet to 50,000 square feet.

■ Moderate. This combination has a higher level of development constraints. While development can take place in these areas, problematic conditions can be expected which will necessitate a large lot size. Minimum lot sizes might run 50,000 to 80,000 square feet.

● Severe. This combination has the highest level of development constraints. It does not mean, however, that no development can or should take place. It does suggest that the building location be carefully sited and subdivision layout would probably need to be in excess of 80,000 square feet.

● Open Space. The soils/slopes in this category have such poor development characteristics that the land should remain in open space. This combination consists either of flood plain and/or wetland soils which are poorly or very poorly drained.

N/A. This category simply indicates that soils and slopes in that combination do not exist.

Flood Plains. Another physical feature which must be taken into account in land use decision-making is the occurrence of flooding from major streams within the community. Pelham has a number of brooks and streams which are subject to periodic flooding and which consequently present problems for development.

Pelham like other communities across the country, has participated in the Federally funded Flood Insurance Study carried out by the Department of Housing and Urban Development. As part of this program, the major streams and waterbodies subject to flooding were identified and a floodway profile developed for a 100 year and 500 year storm.

Implications. The flood plain and floodways data should be cross-correlated with the development constraint data when the Town evaluates a specific development proposal which has potential conflicts.

The Flood Insurance Study and its associated mappings have provided a valuable tool to the community for managing development in areas that might be subject to flooding danger. The Town of Pelham, in March 1980, adopted the Floodway maps and is participating in the Flood Insurance Program.

Agricultural Land. With the increase in food costs and increased economic viability, New Hampshire agricultural experts are encouraging the preservation of agricultural land. One natural resource that society requires and ought to be preserved is prime

agricultural land. The USDA Soil Conservation Service (Hillsborough County office) has not mapped this land for Pelham. However, they will do so on request.

Once mapped the Town ought to undertake measures to insure the preservation of agricultural land. Although some of this land may lie in the flood hazard plain and be protected by flood hazard regulations, it is likely that other land so designated will be deemed capable of development.

Zoning restrictions that would permit only agricultural uses are likely to be ruled confiscatory and unconstitutional in Pelham at this time.

Other mechanisms are available, however, to help preserve this important resource. These include current use assessment, conservation easements, and cluster zoning.

Implications. The Town probably has approximately five percent of its land in agricultural, orchard, and open space. Steps should be taken by the municipality to determine its location and extent. It is suggested that the Soil Conservation Service be engaged to conduct such a survey. After the survey, a determination should be made regarding the appropriateness and desirability of setting up regulations to identify and protect agricultural land.

Forested Land. Another natural resource that should be protected is prime forested land. About 75 percent of Pelham is woodlands. Some of this land is under forest management, including Certified Tree Farms and the Bennie Eaton Hill Family Forest and the Jeremy State Forest.

Wood, a natural renewable energy resource, is under increasing pressure in the 1980s to meet energy needs. The large number of wood stove inspections done by the Pelham Fire Department in the late 1970s indicates that many Pelham residents have turned to wood heat. With sound forest management, it takes about 10 acres to provide 5 cords a year on a sustained basis. Indiscriminate cutting however can destroy the forest, increase soil erosion, and decrease the market of lumber quality wood.

Measures similar to those protecting agricultural land can be applied to forestry. The Town can also have a registered forester survey its land and recommend a forest management program for Town owned land.

Implications. With three quarters of Pelham's land forested, it is in the Town's best interest to encourage wise forest management for all landowners. The Certified Tree Farm program should be encouraged. Through the mechanisms of current use assessment, conservation easements and cluster zoning, the Town can encourage the protection of this resource. Both the State of New Hampshire Division of Forestry and Lands and the non-profit Society for the Protection of New Hampshire Forests and the New England Forestry Foundation can provide expertise to the Town about its forests and management.

5

COMMUNITY VALUES AND GOALS

In order to develop a Master Plan for a community, it is necessary and desirable to establish goals toward which the community can work. In earlier generations of master plans, the goals tended to be implicitly stated rather than explicitly expressed. Goals are ends or objectives toward which community effort is directed. They imply that resources (time, manpower, money, etc.) will be applied toward reaching these goals.

Community goals are an expression of the values and preferences of the citizenry of the community. They are not fixed or unchangeable. Rather they express preferences at a given time. They are subject to change as conditions change. As a community grows and matures, the goals may have to change. Therefore, the Master Plan, and the goals expressed therein should be reviewed on a periodic basis and updated as needed.

The setting of goals is based on the synthesis of a wide variety of information and opinions from the citizenry. The goal setting process involves examining the community socio-economic profile, reviewing Town services, analyzing natural systems data, and obtaining the views of many individuals. The goals expressed in this section grow out of this diverse data base.

CITIZEN INPUT

An awareness of citizen views is an important part of the goal setting process. Three methods were sure to ascertain citizen perceptions as part of the Master Plan process. The methods included a Sounding Board, a Citizen Survey, and interviews with various municipal officials.

Sounding Board. A Sounding Board is a group of citizens asked by the Planning Board to help in the preparation of the Master Plan by providing advice and feedback. Generally, the Planning Board appoints such a body. It attempts to obtain a cross section of the citizenry--old timers, newcomers, men, women, people who have a long participated in civic affairs and people who have not, people from all parts of

town, and all walks of life.

As part of the update of the Master Plan, the Planning Board invited (through the news media) any interested citizens to become a member of the Sounding Board, to attend scheduled meetings, to complete a perceptions questionnaire, to suggest questions for the Citizen Survey.

Initially, the Sounding Board in Pelham had an attendance of about 20-25 people. Preliminary draft questionnaires were distributed to elicit their views. Many of those present were persons already involved in some aspect of Pelham's municipal government. They were able to voice specific concerns they wanted addressed on the questionnaire. They completed a Sounding Board Survey which appeared to reflect the community as a whole, except perhaps in rating the openness of Pelham's government to newcomers.

Once the Survey questions had been determined and the Survey completed, the attendance at the Sounding Board meetings dwindled. Several people attended Sounding Board meetings faithfully, particularly Planning Board members. Given their individual backgrounds as long time residents and/or long time Planning Board members, they were able to discuss the reasons for various findings as well as some of the unwritten but quite relevant municipal history.

While the Sounding Board did not play as large a role as it has in some other New Hampshire communities, it did play an important role in securing the type of questions needed to make the Citizens' Survey a success. In general, citizen participation on committees is highest when there is dissatisfaction with the functioning of municipal government or a "burning issue". In Pelham, there is apparent satisfaction that the Planning Board reflects the Town's best interest, and there is no single "burning issue" to galvanize citizen action.

1980 Citizens' Survey. As mentioned previously, a Citizens' Survey was prepared to elicit perceptions about the community. In May 1980, the Survey was mailed to all of the approximately 2400 households in Pelham. By July 14, 1980, the final cutoff for

computerizing the results, 592 were returned, a return rate of about twenty-five percent.

Appendix A of this Master Plan bound separately, includes a copy of the Survey and the response to each question. In the case of the openended questions, the responses were grouped. The 1980 Citizen Survey results are on file at the Town Hall.

The Survey indicated generally that Pelham residents like Pelham, believe it is a good place to raise children, and perhaps stay on for retirement, but not a good place to be young and single. People believe Pelham has a good, if not great, future.

Residents like the country, small-town atmosphere, the peace and quiet, the Town's location (close to but not "in" Massachusetts and near recreation areas), and its friendly people. They also support the police, school system (especially the elementary school), and fire department. They like the tax rate in comparison to Massachusetts and the low level of industrial development.

Many liabilities were listed in the Survey, but none were mentioned by a majority of respondents. There appeared to be no one unifying problem to solve.

Schools (usually the high school) and high taxes were listed as liabilities. The lack of zoning enforcement and the Route 38 "ugliness" were cited. Others cited the lack of sewage, mosquitos ("can't you do something about the bugs?"), poor roads, and politics in Town Hall with preferential treatment, shown as problems. The lack of a water supply was cited. Several respondents complained about newcomers wanting city services and city living.

While there is a relationship between liabilities and most pressing needs in the Survey, by far the highest need expressed was to plan and control community growth. A fear of overdevelopment was cited which is certainly related to the growth rate of the previous three decades. Controlling taxes and upgrading schools were high on the needs list.

Needs were cited for providing water and sewer services, solving water and septic problems, and securing more industry. All of these might foster additional growth.

The survey is not a random statistical sample, nevertheless it does provide valuable attitudinal information about the community. In the absence of contravening information, it serves as a baseline for developing goals.

Municipal Interviews. Another source of information is through interviewing various individuals in the municipal family. Interviews were conducted with the School Superintendent, and the St. Patrick School Principal, the Fire Chief, the Police Chief, the Town Librarian, the Administrative Assistant, the Road Agent, and the Incinerator Director. The Nashua Regional Planning Commission staff was also interviewed. These interviews focused on existing conditions and department needs. The results of these interviews were incorporated throughout this Master Plan. In addition, a draft of this Plan was reviewed by the Board of Selectmen, the Administrative Assistant and members of the Planning Board. The citizenry had an opportunity to comment on the draft as well in a copy placed at the Town Library.

COMMUNITY GOALS

The following section outlines broad community goals toward which municipal effort can be directed during the planning period. They provide a framework for municipal decision-making in the development of the community.

The goals which follow are grouped into five categories: overall development, economy and commerce, housing, environment, and community services. The goals in each category are then followed by a paragraph which provides a rationale and description of the goal. Further explanations and methods of implementation follow in subsequent sections of this report.

Overall Development

- GOAL: Maintain the rural character and low density development pattern of the Town. The residents prefer, according to the Survey responses, a development pattern which provides for a high proportion of open land in relationship to the built environment. Almost 40 percent of survey respondents cited the small rural town atmosphere as a reason for moving to Pelham. Over 80 percent of the Town is either woodland or open area devoted

to agriculture or orchards. Such undeveloped land provides privacy and recreational opportunities not found in more urban settings.

Economy and Commerce

- GOAL: Broaden the tax base through the selective development of limited industrial uses.

Currently the Town relies heavily on residential property to raise revenues for municipal services. While residents have appeared willing to pay the somewhat higher than state average property taxes, the Citizens Survey result suggest that there is a need to broaden the tax base by the introduction of small industrial uses.

In meeting this goal, steps should be taken to evaluate all industrial development to determine what the fiscal, environmental, and service impact will have on the community.

- GOAL: Concentrate commercial uses in a specific designated area.

There is a recognition that commercial uses are needed to serve Pelham's residents, such uses are focused along sections of Route 38 in a commercial strip. There is some dissatisfaction with its physical appearance, and a desire to limit its extent to this area to prevent an adverse impact in other parts of the town.

- GOAL: Broaden employment opportunities in the Town.

According to the Citizens' Survey less than 14 percent of the respondents were employed in Pelham. Twenty-six and one half percent worked in other New Hampshire towns while 58.3 percent worked in Massachusetts. Expanding industrial uses and some commercial activities would provide job opportunities. Such jobs might be filled by Pelham residents who now commute out of Pelham to work.

Housing

- GOAL: Encourage a housing pattern that respects the Town's rural character, does not cause environmental degradation and yet does not waste land.

The housing pattern in Pelham has primarily been dispersed single family structures on lots of one acre or more. This has occurred primarily because of the need to provide both on-site water supply and sewage disposal. It has also reinforced maintenance of the rural character because of the large lot requirement.

This goal seeks to maintain those values, and yet encourages housing developments in clusters or similar arrangements to provide other housing options that do not use up as much land and are less costly.

Near the Town Center higher densities (consistent with environmental constraints) should be allowed to provide housing that is a short distance to commercial services, school and public facilities.

- GOAL: Allow the Town's fair share of low, moderate, and elderly housing to be developed by the private sector.

Pelham recognizes its obligation to allow construction of low and moderate income housing that is consistent with local zoning, constructed by the private sector, and is tax revenue producing. Such housing should be consistent with regional housing goals. Undue concentrations of such units should be avoided. Preference could be given to projects where a small percentage of an otherwise market rate project are reserved for low and moderate income families.

- GOAL: Maintain a moderate rate of housing growth through the planning period.

Pelham from 1970 to 1980 grew by 49.5 percent in population and 46.6 percent in housing stock. By comparison the regional rates were 36.8 percent and 48.3 percent respectively. The state grew 24.6 percent in population and 37.5 percent in housing units.

Pelham's rates between 1970 and 1980 could be characterized as moderately rapid although more housing units were constructed in the first half of the decade than in the second half. It is expected, given current trends that the 1980s

growth might be closer to the state average for the last decade. Such growth could be accommodated and could be serviced by existing schools if current family size prevails.

Environment

- GOAL: Maintain environmental standards to insure clean air and water and to provide overall environmental quality.

Pelham has generally provided a quality environment for its citizens. As the Town develops, however, it may be confronted with environmental degradation of water quality from on-site sewage disposal. The 1980 Facilities Plan by Davis, Benoit, and Tessier indentified several potential problem areas.

The Town should continue to conduct itself to prevent developments which may degrade the environment and to take remedial actions when an environmental problem occurs.

- GOAL: Limit development in environmentally sensitive areas: flood plains, steep slopes (over 15 percent), and areas with poor soil conditions, and/or inadequate drainage.

Extensive development experience has shown that there are valid reasons for limiting development in such areas. Flooding conditions cause damages to life and property in flood plains. Development on steep slopes causes danger of erosion and difficulty for disposal of on-site sewage. Development in poor soils can result in structural problems and/or the potential of flooding or pollution from sewage.

This goal seeks to provide guidance to channel development away from such areas. Equitable regulatory mechanisms can be developed to address these problems.

- GOAL: Secure open space by purchase or other instrument to meet future community needs of maintaining the rural character of the community, providing passive recreation, and protecting watersheds.

A community needs to set aside land through various

techniques in order to preserve its character and to provide open space for future generations. The Town of Pelham has already acquired land either by purchase or by tax sale. The Town also has other options to secure such open space by easement, by purchase of development rights and by tax policy (i.e. current use assessment).

This goal can be achieved by developing an acquisition plan for important areas and tracts of land.

- GOAL: Identify and protect productive agricultural and forest lands in the Town.

Both agricultural and forest lands contribute to the character of the community and both are subject to development pressure. Agricultural land is important for its potential to produce forage and food crops. Forest land can provide commercial timber, a renewable fuel source, and a natural habitat and environment which protects the watershed and natural resources.

This goal can be achieved by first seeking assistance from the Soil Conservation Service to identify the extent of agricultural lands and the New Hampshire Division of Forestry and lands, the non profit Society for the Protection of New Hampshire Forests, and the New England Forestry Foundation to identify key forest lands. Protection can be achieved through the regulatory process (zoning, etc.), through purchase, and/or by incentives (density bonuses to channel development).

- GOAL: Preserve the community's architectural and historical resources.

Preservation of the Town's architectural/historical resources (buildings and structures) is important because it provides a visible link to the past and it retains buildings and structures that can no longer be economically reproduced. Preservation preserves the richness and diversity of the community's past.

There are both public regulatory and funding actions to preserve these resources. Local historic districts provide for a review of decisions which physically change the exterior of buildings within

the district. Low interest loans and grants, and federal tax incentives are other techniques that can be used.

Community Services

- GOAL: Provide operating services that expand to meet the growth of the Town. Seek new ways to provide services that are more effective, efficient, and equitable.

The Town of Pelham along with many other southern New Hampshire communities has grown rapidly in the last three decades. This growth has caused the expansion of many essential services. Sometimes the response has been incremental expansion; sometimes the Town has chosen not to provide a municipal service. This growth has caused a re-thinking of traditional small rural town assumptions.

Inflation has and continues to erode the purchasing power of the municipal dollar. It appears in the 1980s that Federal and State transfer payments to the local level may decrease as program budgets are reduced. Thus the Town will need to think of new and perhaps innovative ways of providing service in the community.

- GOAL: Establish a Capital Improvement Program to upgrade and then expand (if needed) Community facilities.

A Capital Improvement Program is a planning tool to help the community budget its major expenditures for physical facilities and equipment over an extended period (usually six years) of time. It allows the Town to anticipate and budget for such needs as road improvements, fire equipment, buildings, and similar costly items.

Implementation of such a goal will allow the Town to control its growth and to meet the needs of the community on a scheduled basis.

- GOAL: Provide community facilities in a manner that encourages orderly growth and does not place an excessive service burden on the community.

There is a linkage between the provision of certain municipal services such as roads, water, and sewer and the location of future growth. To the extent that the provision of such services can be used to channel growth by avoiding excessive costs, the Town should be encouraged to exercise that option.

6

RECOMMENDATIONS FOR LAND USE

A Master Plan provides a vehicle to: identify needs, recommend methods for managing the development of the community, identify appropriate land use patterns, recommend a course of public expenditures to meet the development needs, and recommend the regulatory devices that will allow implementation of the Plan's recommendations.

In this section of the Plan, recommendations for future land use in the community are made. The recommendations are based on several factors: the existing land use pattern, the natural systems characteristics, the values and goals expressed by the citizenry through public participation and questionnaires, and technical planning issues.

Prior to making the land use recommendations, general statements about the policy of the community regarding the overall development of the Town and its effort to manage growth are developed. These statements also consider where development should and should not take place. They are not profound, but they do state where the Town stands on such development issues.

GROWTH MANAGEMENT

This section sets the overall framework for the growth of the Community identifying where and when development should take place in the Town. The Land Use Plan, later in this Chapter, indicates the general types of development that should be permitted.

Growth management is a process where the public sector exerts some measure of control over private development decisions. The level of control varies widely from community to community. At one end of the continuum are those communities without zoning or other land use control devices. At the other end of the continuum are communities that have the full range of land use regulations and may even place a limit on the number of residential units that can be built in a single year.

Growth management, in addition to restrictive features, can also be used to stimulate certain kinds of growth and in specific locations. For example, the community

could provide density bonuses for clustered housing to save open space or it could create an industrial park with the necessary roads and utilities, to foster that type of growth.

The data gathered from the Community Survey suggests that residents do desire to have the type and rate of growth managed by the community. The following statements then set the general context for future decision-making with regard to the development of the community.

Municipal Corporate Responsibility. While most development decisions rest properly with the private sector, this Plan asserts that the Town has a municipal responsibility to review private development decisions to ascertain their impact on the physical, economic, and environmental character of the community. Inevitable economic growth must be evaluated to balance the benefits and burdens that such growth creates.

In conducting its review of development, this Plan recommends that decision-making bodies have the responsibility to: (1) involve parties affected by a proposed development in a public forum, (2) make a timely decision, generally in less than 90 days (except under unusual circumstances) to avoid excessive costs and delays, (3) establish a review process that differentiates between projects of varying scales, complexity, and impact, and (4) render a decision that is consistent with the general goals and policies articulated in this Master Plan.

Location of Development. Preferred locations for development are obviously those areas where there are few, if any, development constraints. The Limited Capability Areas map prepared by Davis, Benoit, and Tessier can be used as a guide to suggest locations for such future development. This map delineates areas of limited development capability. The areas are a composite of flood plains, severe soils, steep slopes, and wetlands.

Based on studies of Pelham and elsewhere, development should be channeled away from areas which have natural development constraints. The following characteristics indicate where development is discouraged by the Plan:

Within the area mapped by the Flood Insurance Administration as subject to 100 year flooding.

Within areas exhibiting severe soil conditions for septic disposal systems, as defined by the U.S. Soil Conservation Service.

On slopes in excess of 15 percent particularly where erosion of soil may take place from the loss of vegetative cover and the lack of soil depth.

Where aquifer and aquifer recharge areas are thought to be located.

Where agricultural lands are located that provide and support truck crops, pasture crops, and livestock.

Where important wildlife habitats, ecological preserves, and areas of archeological/historical value are located.

Where man-made uses, (for example, communication towers, utility transmission lines, high noise areas, and aircraft flight paths) create a nuisance or a health and/or safety hazard.

Where forest lands are managed, such as Certified Tree Farms.

Timing of Development. The Town of Pelham has experienced rapid population growth in the past three decades. However, the rate of growth declined in the 1970s, particularly in the last half of the decade. Nevertheless, its proximity to major employment centers in southern New Hampshire and northern Massachusetts, its rural amenities and its remaining vacant land, indicate that it will continue to face growth pressures in the next decade.

This Plan makes a commitment to allow continued growth provided that such growth does not adversely affect the natural environment, create excessive service costs and demands, or adversely affect the quality of life.

This Plan does not at this time call for the imposition of a limit on the number of dwelling units built in a given year.

Nevertheless, in order to provide reasonable growth consistent with the Town's ability to provide affordable services, this Plan proposes to have the Planning Board monitor the number of dwelling units built each year. If in any year, the rate exceeds the annual average number of dwelling units constructed in the previous ten years then the Planning Board may recommend corrective action after careful study. Such corrective action may include a temporary moratorium to evaluate trends and/or an annual limitation on the number of dwelling units constructed.

FUTURE GROWTH POTENTIAL

The Town of Pelham has approximately 17,468 acres or 27.3 square miles of land within its corporate boundaries. According to the Appendix of the Facilities Plan by Davis, Benoit and Tessier, the land is apportioned into the following uses described in Table 6.1.

Table 6.1: EXISTING LAND USE

	<u>Acres</u>	<u>Percent of Total</u>
Residential	1,980	11.3
Commercial	86	.5
Industrial	89	.5
Public/Semi Public/Roads	850	4.9
Agriculture/Orchard/Open	916	5.2
Woodland	13,097	75.0
Recreation/Water	450	2.6
	<u>17,468</u>	<u>100.0</u>

Source: Facilities Plan, Davis, Benoit & Tessier, 1980.

It can be seen that 14,014 acres or 80.2 percent of the land in Pelham is not developed. This indicates that there is vast acreage available for future development. However, not all of that land is suitable for development. In fact, much of it is not suitable for development due to natural, economic, and/or legal constraints.

The Davis, Benoit, and Tessier Limited Capability Map identifies areas where development potential is limited. While these factors do not absolutely prohibit development, they do suggest that development may be restricted or limited.

Even assuming that the limited development capability

land and public lands are excluded from development, this Master Plan has identified about 4,500 acres which are suitable for development. This means that there is substantial room for additional development and population growth.

In order to illustrate the growth potential for Pelham several development options are described below.

Option 1. This option assumes that the population per dwelling unit will remain stable at the 3.36 persons per dwelling unit and that all of the appropriate land (4,500 acres) is developed residentially at a density of .7 dwelling units per acre. The last figure was derived by allowing 1 dwelling unit per acre and adding 40 percent additional land for roads, oversized lots, and incidental poor terrain. Using this data, the following formula would allow Pelham to add some 10,600 additional people.

$$3.36 \text{ persons/d.u.} \times .7 \text{ d.u./acre} \times 4500 \text{ acres} = 10,584$$

Option 2. This option carries the same assumptions except that the number of people per dwelling unit is decreased to 2.88 people per dwelling unit (the same persons/d.u. as the region).

$$2.88 \text{ persons/d.u.} \times .7 \text{ d.u./acre} \times 4500 = 9,072$$

This option adds just over 9000 people to Pelham.

Option 3. This option uses a person per dwelling unit of 3.12 (halfway between the Pelham rate and the Regional rate) and removes 300 acres to be used for non-residential purposes. This approach would lead to the following formula:

$$3.12 \text{ persons/d.u.} \times .7 \text{ d.u./acre} \times 4200 = 9,172$$

This approach yields an additional population of almost 9200 people.

Option 4. This option uses the same approach as Option 3. However, an additional 3000 acres is added for development from the limited capability area at a very low density of one dwelling unit per four acres. This approach would yield the following:

3.12 persons/d.u. x .7 d.u./acre x 4200 = 9,172

3.12 persons/d.u. x .25 d.u./acre x 3000 = 2,340
11,512

This option yields an additional population of 11,512 people.

Some variant of Option 4 appears to be the most likely development scenario because (1) it is likely that not all of the favorable land will be developed residentially, and (2) not all of the limited capability land will remain vacant.

Absorption Rate. The question is how fast will the Town absorb the additional population. From 1970 to 1980 Pelham added some 718 dwelling units or an average of 70 dwelling units per year. However, in the last half of the decade the average yearly increase was smaller.

It is difficult to speculate on the future given the uncertainty at the National level and the inflationary situation. However, given the slower recent growth, this Plan anticipates that in the 1980s the number of dwelling units added may average about 50 dwelling units per year rather than the 70 of the previous decade. At a dwelling unit density of 3.12 per dwelling unit, Pelham would add about 1560 people during the decade. That would bring the 1990 population to 9646 or an increase of 19 percent over the 1980 population.

If however, the 70 unit per average prevailed, then 2184 people would be added and the population would increase by about 27 percent.

Summary. It can be seen from the development options, that Pelham can more than double its population even if only the "best" land is used for residential development. If public sewerage disposal facilities and water service were to be provided then the development potential would be far greater since major environmental constraints would be diminished.

RECOMMENDED LAND USE

The Future Land Use Plan illustrates the broad spatial components of the Master Plan. It embodies the locational preferences for various activities expressed by the townspeople and the locational limitations

imposed by the constraints of natural systems, (i.e., slopes, soils, flood plains, and wetlands). While the land uses planned may be appropriate for a long period of time, a major review should take place every six years. Based on changing conditions and priorities, the Land Use Plan should be updated.

This map does not spell out the timing of the development that would lead to the land use pattern portrayed. In Pelham, as in other New Hampshire communities, the subdivision and development of large parcels takes place according to market forces and the random availability of land. A community like Pelham, which does not have municipal water and sewer and where street construction is largely a subdivider responsibility, has less control over the development pattern and its timing than communities with such facilities.

Development of the Future Land Use Map. The Future Land Use Map (on page 92), was developed from a combination of base data: existing land use, natural systems constraints, and community preferences as expressed in community surveys and through the Sounding Board. It represents a policy approach that maintains a low density dispersed residential development pattern with primarily on-site water and sewer service.

In developing the proposed land use map, a natural systems approach was used. First, the flood plains and wetlands were identified on the base map. These areas were designated either for public control (e.g., either ownership or restrictive covenant) or private control. Most of the privately owned wetlands remain as an extension of residential areas. Public ownership of swamps, bogs, etc. of considerable size would prevent development that might otherwise be subject to flooding and would preserve wetlands thus helping insure a ground water supply.

Second, the steep slope map was overlaid to examine those constraints. Next, the Limited Capability Map prepared by Davis, Benoit, and Tessier was examined. It contained a composite analysis of flood plains, severe soils, steep slopes and wetlands. All of the constraints were combined and mapped to show where development capability was limited. Future development was proposed primarily in areas with few development limitations.

It must be remembered that any map is a generalization and an abstraction of what is really occurring on the ground. Therefore, development decisions should be based on the best available data from a specific site. It is quite conceivable, for example, that an area mapped as limited capability could sustain substantial development because of the characteristics of a particular site. The converse can also be true as well.

After these natural systems features were identified, all publicly owned or restricted land was mapped (from the RCA districts) to reflect the status of that land. Finally, land already zoned for commercial and industrial uses and/or developed was identified. The remaining land was then analyzed for its development potential.

Land Use Types. The Town of Pelham is primarily a residential community with extensive open space. Only a small amount of land is devoted to commercial, industrial, and public or semi-public uses. Given the values and preferences of the residents, existing land use and zoning, it would appear that the community will continue to develop as primarily a residential community and will continue to have a large amount of open space. The Plan recommends the following land use types for Pelham.

Low Density Residential. This category will allow single family development (or clustered development) at a density of one unit per two or more acres. This density is envisioned to take into account the development limitations caused by soil conditions, steep slopes, the need to dispose of sewage on-site, and similar natural systems constraints.

Land in this category would not necessarily be strict two acre zoning. Rather it means that the overall density would be about one-half unit per acre when the various physical constraints are taken into account. The Plan recommends allowing cluster development in all residential areas to encourage the best use of land and to avoid monotonous, grid pattern developments.

Medium Density Residential. This type of development is envisioned in areas which are more suitable

for development based on the capability map. Land reserved for medium density residential would average about one dwelling unit per 40,000 square feet to one unit per two acres. The same cluster provision should be allowed.

Commercial. The commercial land use is to be reserved for retail uses, professional, business, personal services, offices, restaurants, and similar uses. Such commercial uses should be concentrated in areas of high visibility and good highway access, and where they will not conflict with the already established residential pattern.

Future commercial development should occur among and as an extension of the existing commercial development pattern. Steps should be taken to avoid lengthening the commercial strip in Pelham, but further intensity through careful siting, access, and traffic control, and signage could be acceptable.

The Planning Board may also want to consider the establishment of a limited commercial district devoted primarily to business and professional uses and similar non-retail commercial uses.

Industrial. Land devoted to industrial use in Pelham is currently limited. Two areas are zoned for industrial use with only a portion of one area presently developed. Industrial use in this Plan is envisioned to provide for light manufacturing (e.g., electronics products and similar facilities), for warehousing functions, and for product assembly.

Industrial uses are to be located on land which does not fall in the Limited Capability area as defined by Davis, Benoit, and Tessier. Further it should not be located in areas where a conflict with adjacent residential areas will develop.

Institutional. Public and semi-public land uses (i.e., municipal buildings, churches, schools, and fraternal organizations) provide a community with its physical identity. This Plan recommends that institutional uses be retained in their present locations around the Old Town Center. Insofar as possible, future municipal development should take place in the same area to reinforce the institutional dominance of that area.

Open Space. The preservation of open space is of major importance to the community's residents as a factor contributing to the "rural character" which they find important. The Plan calls for the designation of open space for a variety of purposes. Such purposes include channeling development away from environmentally sensitive areas, providing open passive recreation space for current and future residents, providing public access to ponds, and providing for agricultural and forest products.

Open space in this Plan may be publicly or privately owned or held. Public control could be attained through fee simple ownership, by easement, or through the purchase of development rights. Private ownership could be controlled through use of the Town's police power, typically by the zoning ordinance. Current use assessment can also be used.

PROPOSED LAND USES

This section of the Master Plan describes the various geographic locations in the community and the types of development that is recommended to occur in these geographic areas.

West of Mammoth Road. This area, a long rectangular section, is bounded on the South by the Massachusetts border, on the West by Hudson, on the North by Windham, and on the East by Mammoth Road.

It is the least developed part of the community and is characterized by relatively high elevations, steep slopes, thin soil depths, and roads that have fallen into disuse over the years.

The natural systems constraints and the narrow and limited road network suggest that this area should have low density residential use primarily.

To maintain an open space network, land in the Gumpas Pond and Brook area is recommended to be retained as open space either through zoning, easement, or public purchase.

At the northern extremity of Pelham, an industrial zone has been created. Since it is near through highways and underlain by soil conditions which can sustain that type of development, it is recommended that this use remain for future industrial development.

Several areas shown on the land use map within this section have fewer development constraints. Located in the vicinity of Jeremy Hill and also in the southwest corner of the Town, these areas could sustain higher levels of residential development in the medium density range. Particular site characteristics, however, should be a determinant of the density allowed.

Beaver Brook/Golden Brook Valleys. These valley areas contain the principal flood plains of the community. They traverse the Town in a general North-South direction and divide the Town at about the mid-point.

This Plan recommends that the flood prone land and the wetland areas adjacent to the brooks form an open space spine through the Town. These areas should be preserved in their natural state thus avoiding development subject to flood damage and providing recreational opportunities to Town residents.

The underdeveloped land along these valleys should be preserved through regulatory techniques, easement, and/or public purchase, if necessary. The Plan recommends that the Conservation Commission and the Planning Board work cooperatively in developing a comprehensive program to identify, survey, and recommend protection measures for all property in these valleys.

Beaver Brook to Mammoth Road. This area, having an elongated football shape, runs in a north-south direction with Mammoth Road running on the western side and Beaver Brook on the eastern side. Mammoth Road and Beaver Brook converge in both the northern and southern end of the community.

This area has the lowest percentage of land which has limited development capability. It has good potential for development because of its low, rolling terrain, and generally good soil conditions. Since the development constraints are relatively minor, this area could potentially sustain a variety of residential, commercial, and/or industrial development should the Town desire it.

The Land Use Plan recommends medium density residential development for most of the area. However, the Plan

also suggests allowing light industrial development occur in an area near the intersection of Marsh and Mammoth Road between Marsh Road and Beaver Brook. Other sites could accommodate light industrial development providing they do not conflict with residential uses already established.

Also located in this sector of the community is the Town's historic center. The Plan recommends that the Town Center remain as the focus of institutional activity. Schools, churches, Town offices, library, and the fire and police facilities should remain in that area. In order to reinforce the Town Center, moderate density housing in a clustered arrangement is recommended. The Plan recommends that an indepth study be conducted to determine the desirability and feasibility of establishing an historic district for the Town Center area. A sample historic district ordinance is in Appendix B.

Route 38 Corridor-South. This area covers the land butting Route 38 from the intersection with Gage Hill Road south to the Massachusetts border. Route 38 runs along the valley floor adjacent to Beaver Brook between Gage Hill Road and Willow Street.

Between Gage Hill Road and Willow Street the Plan recommends continued commercial activity excepting those areas which are unsuited for development because of environmental constraints. Surrounding the Willow Street intersection are housing units in subdivisions on either side of Route 38. It is anticipated that these housing units may be adversely affected by surrounding commercial activity.

South of these residential areas are mixed uses of commercial, industrial, and additional residential units.

Despite the fact that strip commercial development is not sound land use planning from traffic and aesthetic standpoints, it is nevertheless a reality.

The Plan recommends that commercial uses be allowed to continue between Gage Hill Road and the Massachusetts border. However, it is recommended that access points be carefully controlled; that signs be limited in size, location, and number; and that setbacks and landscaped area requirements be increased.

Route 38 Corridor-North. The land adjacent to Route 38 north of Gage Hill Road to the Salem Town line is covered in this area. Route 38 turns northeastward and rises out of the valley floor climbing over rolling terrain before entering Salem. It is characterized as having extensive open land with several single family subdivisions running along and away from Route 38. It also contains a few roadside commercial establishments.

The Plan recommends that the land use in this area not be allowed to convert to strip commercial development. Large open parcels should be reserved for future residential development of low or moderate density depending on the development constraints. The Island Pond and Harris Pond Brook watersheds are recommended for open space preservation.

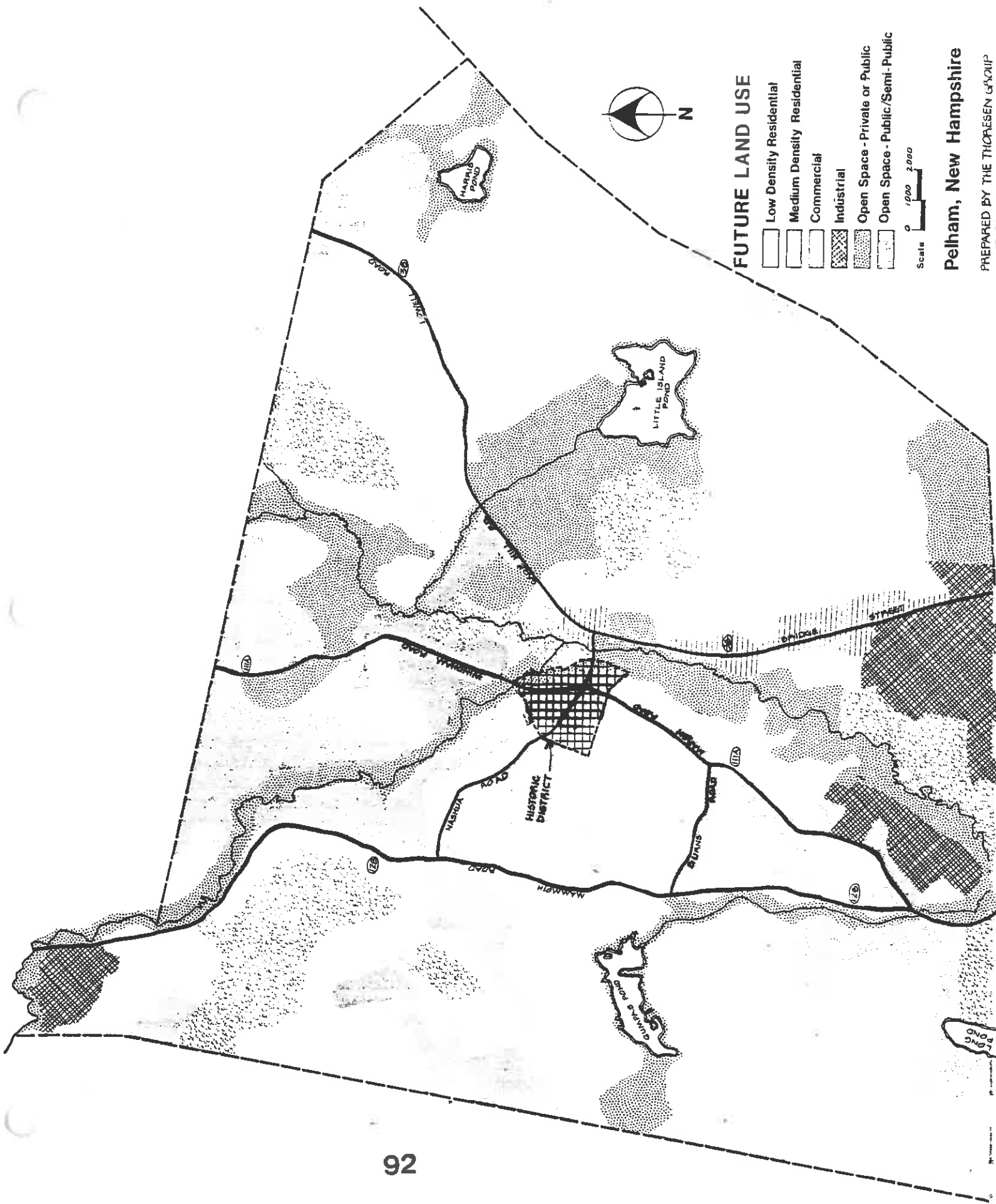
Northern Pelham Triangle. This triangular area is bounded on the North by the Windham Town line, by Route 38 on the southeast, and by Beaver Brook on the West. This area is generally designated for continued residential use with the density varying depending on the land capability.

Some lands, because of their development constraints, in the vicinity of Simpson Mill Road and Golden Brook are recommended to be retained in open space but held primarily in private ownership.







East of Route 38. The remainder of the Town not previously described is located in this quadrant. It contains such natural features as Harris and Little Island Ponds, and it is bisected in the southern portion by a power transmission easement.

Much of this area, particularly in the vicinity of Jericho Road, has already developed in a residential land use pattern. This Plan recommends that low and medium density residential development occur in this area depending on the development capacity of the land.

However, it is recommended that some lands be retained as open space uses to channel development. Land surrounding Little Island Pond and Harris Pond (not already developed) and lands in the southeasterly corner of the Town adjacent to the Dracut line, are specific locations reserved for open space because of their development constraints. Furthermore, it is recommended that the Town acquire public access points to all public water bodies in the Town.



FUTURE LAND USE

-  Low Density Residential
-  Medium Density Residential
-  Commercial
-  Industrial
-  Open Space - Private or Public
-  Open Space - Public/Semi-Public

Scale 0 1000 2000

Pelham, New Hampshire

PREPARED BY THE THORSEN GROUP

7

IMPLEMENTATION

A Master Plan is a guide for community decision-making. It is an advisory document prepared and adopted by the Planning Board. The Plan is general in its scope to provide an overview of the desired development of the community. The Master Plan is designed to help ascertain future needs and to provide a framework to manage the growth of the community.

In order to implement the recommendations of the Master Plan, the Town must rely on other, more specific, mechanisms. To carry out the Plan, the Town can 1) enact and/or amend ordinances and regulations, 2) create a capital improvement program, 3) alter or expand municipal services, 4) create an official map to identify future streets and public lands, 5) use eminent domain powers, and/or 6) secure funds from other levels of government to carry out specific projects.

Some of the implementation tools cited above are more commonly used than others. This section of the Master Plan focuses on three major implementation strategies commonly used by the municipal government and the Planning Board. Recommendations are made with respect to: 1) a capital improvement program designed to forecast major expenditures for buildings; 2) municipal services in terms of program, personnel, and support needs; and 3) changes in the ordinances and regulations to align them with the goals and recommendations set forth in this plan.

CAPITAL IMPROVEMENT PROGRAM

A Capital Improvement Program is a budgetary document which forecasts major (usually in excess of \$5,000) normally non-recurring expenditures for a six year period with the first year being the Capital Budget. These expenditures may be for municipal land, buildings, services (e.g. water and sewer, etc.), or equipment (e.g. fire trucks, road equipment, etc.). These projects may be needed to correct existing deficiencies, provide an extension or expansion of services, or provide new activities or services.

The scheduling of capital improvements can be used to help manage the community's growth, by anticipating

future needs and servicing future growth. Under a recent New Hampshire Statute, a Town must have a Master Plan and a Capital Improvement Program adopted by the Planning Board if it intends to control the rate of growth of the community. Therefore, it is an important part of the planning process.

Currently, the Town of Pelham does not have a comprehensive Capital Improvement Program. A well prepared Capital Improvement Program is designed to: 1) provide an overall picture of the Town's major capital needs; 2) establish priorities for various projects; 3) discourage piecemeal improvements and avoid duplication of expenditures; 4) coordinate activities of various departments; and 5) provide an opportunity for citizens to comment on the proposed improvements and priorities. When the program is adopted and fully utilized, it insures that needed facilities are provided on a timely basis and within the financial capability of the Town.

This Master Plan recommends the establishment and annual updating of a six year Capital Budget and Improvement Program for the Town of Pelham. Establishing the Program would assist in planning for the future and would allow the Town to exercise the full range of growth management options.

The Capital Improvement Program would have the following components: 1) a general discussion of the purposes and benefits of a Capital Improvement Program; 2) a discussion of the community's financial capacity, method of funding, and the maximum tax impact of the proposed projects; 3) a description of the proposed projects for the six year period, their costs, timing and method of funding; and 4) recommendations by the Planning Board of its priorities.

Procedure. The Board of Selectmen, acting as coordinators for the program, would prepare and distribute annually the Capital Expenditure request forms (see Appendix C) to the various department and agency heads. Department heads would be asked to identify their capital expenditure needs for the next six years specifying costs and priorities.

After the requests have been compiled, the Plan recommends a joint sub-committee consisting of members of the Board of Selectmen, Planning Board,

and Budget Committees. They meet to analyze the requests, set priorities, and make funding recommendations. Interviews with department heads may be desired to provide a fuller understanding of the requests.

The joint sub-committee form is recommended to facilitate dialogue among Town bodies. It is important for the Planning Board to be involved because, under RSA 31:62-a, they are required to prepare and adopt a Master Plan and Capital Improvement Program.

Once the Capital Improvement Program is prepared and adopted it would proceed through the normal budgetary process. Each year the process would be repeated and the program updated. In addition, a review of the previous year's funded projects would be prepared.

MUNICIPAL SERVICES

In order to meet the needs of a growing community, municipal services and facilities may have to be expanded. In our society, however, while there is a general perception that private sector growth is viewed as positive, public sector growth is viewed as negative. Therefore, it is often necessary for a public need to reach "crisis" proportions before the governing body can be convinced to allocate funds to meet the public need.

This section seeks to identify public needs in advance so that the community will be aware of them before they reach crisis proportions. Based on interviews with department heads, community growth trends, and general planning standards, it appears that the following community services and facilities will be needed or need to be upgraded in the next decade.

General Government

Town Hall. General government functions are provided primarily from the Town Hall. The current building is centrally located in the old Town center. It is a visually prominent wood frame building with some Greek Revival features.

This important municipal building is being fully utilized at least on the first floor for

functions that require public access. Expansion space within the shell on the first floor is non-existent. All of the offices appear fully utilized in terms of space. Expansion is possible on the second floor, but it is not currently accessible to the handicapped.

The site on which the Town Hall is located is very small, not more than about one quarter acre in size. Such a site does not allow for expansion nor does it provide adequate on-site parking for employees or the general public. Municipal standards suggest a site of up to four acres with parking spaces for up to fifty cars. These standards appear high for Pelham. Nevertheless, substantial additional land is needed to meet future Town needs.

Given the growth of the Town and the current site and building space limitations, it would appear that the Town should be evaluating expansion options.

Recommendations:

1. The Plan recommends an evaluation of future space needs by an architect to determine the space needs after a program of uses has been prepared by the Administrative Assistant.
2. If the current building (along with expansion) can reasonably accommodate future space needs of the Town, then the Plan recommends that the Town enter into option agreements with abutting landowners to purchase adjacent open land for building expansion and for future off street parking.

Other General Government Needs. While staffing levels are normally outside the scope of review of a Master Plan, one position in the municipal government does appear needed to meet the needs of a growing community. That position is a full-time building inspector/zoning enforcement officer. The level of development activity associated with construction, the board of adjustment and site review suggests that a full-time position would be a prudent investment for the Town.

Recommendations:

The Plan recommends the creation of a full time

Building Inspector/Zoning Officer. A review of the existing budget indicates that the Town's expenditures of the Board of Adjustment, the legal account, and the existing building inspector account are almost equivalent to a full-time position. Therefore this position would not substantially increase the current level of expenditure. A Building Inspector should be able to process all development applications, interpret the zoning ordinance, support Board of Adjustment and Planning Board activities, and perform on-site inspections during the construction phase of projects.

Public Safety-Police/Fire

The current building, housing both the police and fire departments, is centrally located in the old Town center. The building, built in the early 1970s, appears to have reached capacity both in terms of space utilization and in terms of equipment storage (primarily, fire apparatus).

The building's location places virtually all (except for the southwest, northwest and northeast corners) of the Town within a three mile radius. This radius is acceptable for a fire department response distance although a two mile radius is preferred.

According to a variety of standards, sites for fire/police stations should be in the two to five acre size range. This would allow for (1) the building, (2) parking for staff and the public, (3) maneuvering room for vehicles, and (4) future expansion space. The current site of around one acre does not allow for all of these conditions to be met adequately.

The current 6,000 square foot building for both fire and police services (4,500 square feet for fire, 1,500 square feet for police) appears small to meet current and future needs. In examination of the building suggests that an additional equipment bay (15' x 60') for fire apparatus is needed. In addition using an average standard of 160 square feet per police officer, the police facility should have about 2,000 square feet or about 500 square feet more than it has now.

While it is difficult to ascertain site and building size standards (particularly for communities of less

than 10,000 population), and while it is difficult to predict when the facility must be expanded, it is expected that the Town will be confronted with the need to expand the public safety complex during the time horizon of this Plan.

When expansion is contemplated, this Plan suggests that the Police and Fire Services remain together with a central dispatch system because of the economy of shared service and because of the increased coordination that can be achieved.

Recommendations:

1. It is beyond the scope of a master plan to determine needed manpower levels and the equipment needs for the police and fire services, nevertheless, the Plan does recommend that both services initiate a planning process that will determine what the Town needs are for future police and fire services. For example, technical assistance is available through the State Fire Service Training Division of the Department of Education and "A Basic Guide For Fire Prevention and Control Master Planning", and the New Hampshire Police Standards and Training Council.
2. Once the future manpower, space, and equipment needs have been ascertained, the Plan recommends that a Site Evaluation Committee be established to evaluate site options. The options would include (a) expansion on the existing site (perhaps vertically), (b) expansion plus extension (land acquisition) of the existing site, (c) relocation to a new site in the Town center, and (d) establishment of a substation for the fire department to decrease central station space needs and to provide better coverage in selected locations.

It is suggested that the Committee have the following members: a Planning Board representative, a Board of Selectmen representative, the Administrative Assistant, the Fire Chief, the Police Chief, and one or more citizens at large.

Public Works/Highways

The public works function is currently performed on a contractual basis by a private vendor. Therefore, the Town does not have a garage or equipment to perform these functions. Currently, this appears to be a cost effective way to carry out this function.

Whether or not this continues to be cost effective will depend on a number of factors: (a) a competitive market where more than one vendor can provide the service, (b) the willingness of the present vendor to continue to provide services to the Town, and (c) the need for expended services to meet resident expectations.

Recommendation:

1. The Plan recommends that the Board of Selectmen monitor the delivery of the public works service to determine if and when it would be cost effective to institute a publicly funded and managed function.

Other Considerations. The public works function primarily concerns itself with winter and summer maintenance of the bridge and street system in Pelham. As part of the development of this Plan, discussions were held with the Road Agent to determine, in general where the highway network should be improved. As a result of these discussions, available information, and on site observation, a recommended course of action is suggested below.

Recommendations:

1. This Plan recommends, as part of the Capital Improvement Program, that a highway improvement program be established by priority. Among the roads recommended for improvements are the following: (a) Mammoth and Marsh Roads - selected improvements of vertical and horizontal curves and paving; (b) Tenney Road - reopening of the road between Nashua Road and Tenney Road to provide an additional cross community connection; (c) Hayden, Willow, Burns, and Hobbs Roads

selected improvements of vertical and horizontal curves and creation of uniform pavement width; (d) Jericho Road - improvements to connect to I-93; and (e) selected improvements and repaving of subdivision streets (i.e. the subdivision north of Jericho Road).

Solid Waste Disposal

The Incinerators, which started operation in 1978, were constructed through an Economic Development Administration grant. The existing facility has excess capacity. The director does not have projections as to when the incinerator will reach capacity since a number of variables will influence the solid waste disposal growth. The site and equipment appear able to accommodate substantial additional growth.

Recommendations:

1. The Plan recommends that the director prepare growth projections under a series of scenarios to determine when the incinerator will reach capacity and when they should be replaced. Such scenarios might include closure of other landfills, use by commercial haulers, as well as normal residential and commercial/industrial growth.

Library

The existing library, while renovated in the mid 1970s to provide extra space, is another municipal facility that appears to have a need for expansion during the time horizon of this Plan. While the space is pleasant, and well maintained, there is only a limited amount of space available for patrons doing research or reading.

The site is extremely small (about one quarter acre) and does not provide any off street parking for staff or patrons. Neither does it provide any substantial space for expansion. A site that could accommodate a building of 10,000 to 12,500 square feet (enough for a population roughly two times Pelham's current population) should be in the three acre range.

Buildings on either side prevent lateral expansion,

leaving only the rear for site acquisition and construction. Off-street parking would continue to be unavailable even if the existing site were extended to the rear.

Recommendation:

1. While the present structure is an important public building, its location presents a substantial problem to expansion. The Plan recommends that the Library Trustees prepare a long-range expansion plan that evaluates the present building, alternative Town center sites, and the re-use of the present building if it is not feasible for continued use as a library.

Recreation and Open Space

The Nashua Regional Planning Commission in conjunction with the Recreation Commission has already conducted an extensive study of existing facilities and proposed uses for Camp Alexander. The study focuses on ways to supplement current facilities through the development of Camp Alexander.

The Town has also acquired either through tax delinquency or by purchase several tracts of land for passive recreational use. The Plan had identified in the Future Land Use map several areas which either should be acquired or protected through public action.

Recommendations:

1. The Plan recommends continued planning sponsored by the Recreation Commission to develop the Camp Alexander site as a primary recreation resource to the Town. Unfortunately, its remote location in the southwest corner of the Town makes a long trip (up to six miles) for many potential users. A phased program is recommended.
2. The Plan recommends that the Recreation Commission coordinate with the Planning Board on future recreational sites in other locations of the community. In this way the Planning Board, as part of its subdivision review function, could require the dedication of land for future neighborhood parks.

3. The Plan recommends that the Conservation Commission evaluate the open space areas specified on the Land Use map, set priorities, and recommend a course of action for purchase, easement or other preservation device. Seek funding through the capital improvement program

Education

The school system witnessed substantial growth in student enrollment and physical plants in the 1960s and 1970s. Since 1977 it has experienced a decline in enrollment. The peak grade 1 population occurred in 1976 and dropped dramatically in the late 1970s so that by 1978 the grade 12 enrollment was greater than grade 1, a reversal from the early 1970s.

The current buildings appear adequate for the planning period. There is some room for expansion, particularly at Memorial School. The school system in the late 1970s took steps to make its facilities more energy efficient and addressed maintenance problems in the older section of Sherburne School. The playground facilities exhibit problems in siting, overlapping, ballfields, sun orientation, and general maintenance.

Recommendations:

1. The Plan recommends that the School Department continue to monitor the enrollment trends to determine a need for additional facilities and advise the Planning Board on an annual basis of its analysis.
2. The Plan recommends that the School Department analyze its physical plant needs, including site needs, and advise the Planning Board about existing and proposed site needs.
3. The Plan recommends that the School Department analyze the school recreation facilities and recommend priorities for upgrading the recreation facilities.

Water and Sewer

The Town of Pelham does not provide water or sewer service through a municipal system. Rather water and sewerage disposal service is provided on each

building site or through small privately owned community systems.

The Town desires to maintain such an approach for the delivery of these services in the planning period. The costs of municipal water and sewer services are felt to be prohibitively expensive for the Town.

Given the Town's objective, development proposals must be carefully evaluated to insure that (1) ground-water supplies are not polluted by sewage disposal systems, and (2) groundwater supplies are not depleted.

The Davis, Benoit, and Tessier 1980 Facilities Plan did make a number of recommendations to address potential sewage disposal problems.

Recommendations:

1. The Plan suggests that the Davis, Benoit, and Tessier priority recommendations be followed to improve the sewage disposal situation.

REGULATORY RECOMMENDATIONS

The Town of Pelham has a full range of ordinances that regulate the development of land. As part of this Master Plan, all of them were reviewed to determine their compatibility with existing State statutes, planning practice, and the goals, objectives, and land use policies recommended in this Plan.

The following critique of the ordinances and regulations of the Town of Pelham is intended to provide observations and suggestions for amendment to the existing ordinances and regulations in a general sense. Once the Planning Board has adopted this plan, or portions thereof, the ordinances and regulations should be revised to reflect that plan. At that time, details of these and other suggestions can be debated.

Zoning Ordinance

The Pelham Zoning Ordinance is in need of extensive revision and additions to correct certain defects, make its use easier, and implement the recommendations of this Plan.

Zoning Map. It is recommended that a verbal description of the zoned boundaries be shown as an annex to the official zoning map and kept in the Town Clerk's

office. The recital of metes and bounds need not be reprinted with the text of the ordinance. The ordinances ought to include a zoning map which says: "For accurate reference see the official zoning map located in the office of the Town Clerk".

Format. Uses and dimensional requirements ought to be set forth in tables insofar as possible. This change will reduce the number of pages. Logical tables would be: 1) uses; 2) required lot dimensions; 3) sign dimensions; 4) parking space requirements; and 5) special exceptions.

Pyramiding. Under the current ordinance, residential uses are permitted in residential, commercial, and industrial zones, under certain conditions. Commercial uses are permitted in commercial and industrial zones. While early zoning ordinances were written this way, few are today. Basic zonal divisions between residential, commercial, and industrial ought to be mutually exclusive. Therefore, it is recommended the policy of pyramiding be abolished.

Mobile Homes. Mobile homes are a popular and relatively inexpensive form of housing. Many people find them aesthetically unpleasing. Pelham permits them only in a small area along Simpson Mill Road and prohibits them elsewhere. New Hampshire Supreme Court decisions in recent years have made it clear that municipalities can restrict mobile homes to mobile home parks or to certain zones. The establishment of a new mobile home zone in Pelham may not be desired by the owners of nearby conventional dwellings. However, there may be a need for less expensive housing (mobile homes) in Pelham. It would be wise to explore this question further in the near future to determine whether there is any location in the municipality where additional mobile homes might be located.

Sand and Gravel Excavation. The ordinance ought to contain detailed rules and regulations governing the excavation of sand and gravel based on the provision of RSA 155-B.

Wetlands. Given that Pelham's residents derive their drinking water from ground water sources and given that surface water runs off to the ground water supply, it would be unwise for the Town to permit the wholesale destruction of wetlands. Determining the actual role of any one wetland in water supply protection or

flood protection is often difficult. The State in 1967 adopted a permit system to govern the dredging and filling of all wetlands. The Pelham Zoning Ordinance now forbids the use of wetlands in computing minimum lot sizes but does not expressly forbid their filling and construction thereon. The Zoning Ordinance ought to do so and reference the state statute. The variance procedure is available when due to unusual circumstances a hardship would result.

Low Density Residential. Certain areas of the municipality have been recommended for low density residential use. This would require the institution of another zone category.

Special Exceptions. The ordinance should provide for a list of uses which are permitted by special exception and a standard set of criteria for the granting of special exceptions. Examples might be schools, churches, and other institutions which normally occur in residential zones but which have impacts greater than those of a single family house. Other examples might include cluster developments, funeral parlors, and nursing homes.

Cluster Zoning. The Plan recommends the inclusion of a cluster zone in the ordinance. A cluster ordinance ordinarily calculates the number of dwelling units that could be build in a conventional subdivision and then permits the same (or slightly higher number) to be built in groupings (clusters). The purpose is to reduce service costs (roads, water lines, etc.) and to increase the amount of common open space.

An appropriate ordinance for Pelham might permit, but limit the size of, multi-family dwellings; include wooded or landscaped buffer areas on sides adjacent to already developed single-family neighborhoods; and carefully ascertain that sewage disposal systems were likely to function properly.

Site Plan Review. The Plan recommends that the zoning ordinance refer to the site plan review requirements for non-residential and multi-family uses, so that there is a clear link between them.

Building Per Lot. The ordinance ought to require that each principal building be on a separate lot unless specifically exempted in a cluster situation. This

would include multi-family dwellings and industrial and commercial uses. Reduction of the required yards should be included in such a section.

Home Occupations. Pelham's new housing developments are almost entirely residential. Businesses are confined to the commercial and industrial zones. Yet, often residents want to begin a small business in their homes, be it child care, a bakery, fixing small engines, or a professional office. The possible effects of home occupations on residential neighborhoods are almost as varied as the occupations themselves. Forbidding home occupations is probably both unfeasible and unnecessary. Regulation is necessary but difficult. Pelham's existing ordinance appears to be working reasonably well except that the number of non-residents permitted is too high. It should be reduced to two or one. By doing so, the ordinance will help ensure that the true "home" occupation can survive, but that businesses of the size to require employees are located in a commercial or industrial zone.

Junk Yards and Dumps. Junk yards and dumps should be allowed by special exception in some zones, but standards and criteria need to be set forth in the ordinance to control their location and impact.

Junk Autos. The keeping of unregistered automobiles on the premises in residential zones ought to be restricted so that NONE are in view from public ways or residentially zoned property.

Roads and Utilities. Construction of streets, roads, and utility lines in RCA districts is properly a subject for special exceptions by the Board of Adjustment under certain conditions. This part of the ordinance should be modified to make clear what those conditions are.

Aesthetic Compatibility. This article (Article 5, Section 6) attempts to provide aesthetic standards for the exterior appearance of buildings. While the article expresses an understandable sentiment, it is probably illegal for a number of reasons. First, it is too vague. Second, the majority petition idea has no basis in the State statutes. Third, the Board of Adjustment hearing has no basis in State statute either. It is recommended that

it be deleted.

Historic District Overlay

The Plan recommends that the Planning Board examine the feasibility and desirability of creating an historic district for the Town Center. Such a district would require a review by a Historic District Commission of any exterior changes proposed for existing buildings, new construction, and/or demolition of existing buildings. A sample ordinance is provided in Appendix B of this Plan.

Subdivision Regulations

The Pelham subdivision regulations need only minor revisions and additions to reflect recent changes in State statutes and recommendations within this Master Plan.

Definitions. The definition of subdivision should be altered to fit new State enabling legislation, particularly the reference to condominiums.

Preliminary Plans. Given the strictness with which the 90 day deadline for Planning Board action on a subdivision is being enforced by the New Hampshire Supreme Court, this Plan recommends that the "preliminary" plan stage be made optional on the part of the subdivider and that no time limits run from its submission. If the subdivider wishes to submit a final plan on the first day he/she appears before the Board, he/she should be permitted to do so. He/she runs the risk in doing so of having to modify the plan in light of the findings by the Planning Board, but the choice is the applicant's.

90 Day Rule. The beginning of the period from which the 90 days run should be clarified. The submission of an application, the required plans, and the application fee are all appropriate beginning points.

Recording the Plat. The Planning Board ought to record the plat with the subdivider providing the fees at the final public hearing.

Industrial Frontage. Provisions in the subdivision regulations and the zoning ordinance permitting industrial uses to have frontage on private ways

ought to be carefully considered and possibly eliminated.

Building Code

Pelham adopted the 1967 version of the National Building Code as promulgated by the American Insurance Association. As the time of its adoption that code was a reasonable choice for a town like Pelham.

The Code is now obsolete, it is no longer being updated, and copies are not readily available.

The Town should adopt, in its stead, the BOCA Basic Building Code, the BOCA One- and Two-Family Dwelling Code, the BOCA Plumbing Code, and the National Electrical Code.* All should be adopted for reference with certain amendments, bringing the BOCA Code's administrative sections into line with New Hampshire Statutes insofar as procedural matters are involved. (A sample of such administrative sections was forwarded to the Planning Board under separate cover.) Other sections need to be added to make the Code conform to federal regulations relating to flood building and flood hazard areas. As a part of the administrative section, the Town should adopt an appropriate permit fee schedule for permits.

The major disadvantage of the adoption of the BOCA Code is that annual subscription fees are required to BOCA. The advantages are that BOCA employees are available to answer inquiries about the Code either by telephone or by letter. The BOCA Code is used very widely in New Hampshire and most builders are familiar with it, and the BOCA Code permits innovative construction techniques and is revised and periodically updated.

Health Ordinances

Health Ordinances reviewed include the sewage disposal ordinance and the water supply ordinance.

* BOCA stands for Building Officials and Code Administrators International, Inc., a non-profit municipal service organization dedicated to professional code administration and enforcement. Their address is BOCA, 1313 East 60th Street, Chicago, Illinois 60637. Their telephone number is 312-947-2580. Fees charged by BOCA for membership are dependent upon the size of the municipality.

From a theoretical point of view, the ordinances relating to sewage disposal and water supply appear to be satisfactory except for a minor definitional problem. Due to the way the definitions of "seasonal dwelling" and "year-round dwelling" are worded, it appears that there may well be a number of dwellings which are left out of the ordinance's coverage altogether. These would be residences in use for less than 180 days a year but not located within 500 feet of the various named ponds. This definitional problem could be easily corrected. Otherwise, both ordinances appear to be workable.

Safety By-Law

This By-Law relates in part to swimming pools and in part to building height and in part to basement apartments.

Insofar as the ordinance regulates the safety of swimming pools, it appears to do so satisfactorily. It is unclear how this ordinance was adopted—whether by Town Meeting vote or by vote of the Board of Selectmen—but it would be preferable to have it adopted by Town Meeting vote.

The provisions of the By-Law relating to building height ought to be in the zoning ordinance.

Provisions relating to the prohibition of basement apartments ought to be in the zoning ordinance as well.

Enforcement

Enforcement of the zoning ordinances, subdivision and site plan review regulations, and building codes was viewed by many Pelham residents as insufficient. Fifty-eight percent of those who responded to the citizens' survey felt that zoning was insufficiently enforced.

The following suggestions would not solve all of the problems perceived by Pelham's citizenry, but would aid in their resolution:

1. Provide a standard form to use for all building permit applications. These forms should be available at all times at the Town offices. The form should incorporate a statement of intent to be signed by the applicant wherein the promises to comply with all Town ordinances and regulations

as may be appropriate.

2. Establish a standard time and place for the submission of applications for building permits. The Building Inspector ought to be available during certain office hours on a regular schedule, and those hours ought to include evening hours at least one day a week.
3. Provide a standard form for complaints about the lack of enforcement of building and zoning laws. The form ought to note that it may be signed or left unsigned since it is the municipality's responsibility to follow up on complaints.
4. Set up a standard process for the prosecution of violations of the zoning and building ordinances. The first step would be a cease and desist order issued by the Building Inspector on his own initiative, or upon complaint, verified by inspections. The Selectmen should establish a procedure for the Building Inspector to follow when the initial order proves ineffectual. Presumably this would involve contacting the Town Attorney and filing a complaint with the Court to prosecute the violation of the ordinance.

PLANNING BOARD
NEXT STEPS

The Planning Board is the official body designated under State law to make and adopt the Master Plan. It has the responsibility to see that the Plan is implemented and followed.

The 1981 Master Plan identifies a number of steps for further action on the part of the Planning Board. For the remainder of 1981, the following actions are recommended:

1. Conduct a public review of the Master Plan and hold hearings as necessary.
2. Adopt the Master Plan, after any needed amendments, as a guide to future development of the community.
3. Initiate early discussions with the Board of Selectmen and the Budget Committee to begin the process of drawing up the next year's capital improvement program. A sample procedure is provided in Appendix C of the plan.

4. Work on revisions to the zoning ordinance to bring before the 1982 Town Meeting.
5. Develop a schedule for the succeeding years which will identify by priority the additional steps to be taken to implement the recommendations in the Master Plan.

The Master Plan should be a living and changing document for the community. It should be referred to frequently and updated as conditions change. The 1981 Master Plan is designed to help bring about a more desirable future in Pelham.

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APPENDICES

APPENDIX A

The 1980 Citizens Survey
is bound separately and
is available at the Town
Offices

APPENDIX B

Sample Historic Ordinance

APPENDIX C

Capital Improvement Program Process

APPENDIX B

ARTICLE I

Section I-1 Historic District

The historic district shall be superimposed upon the other districts established in this zoning ordinance. The regulations and procedures of Article II HISTORIC DISTRICT REGULATIONS shall apply in addition to the regulations of the underlying districts and other applicable Town Ordinances.

Section I-2.1 Boundaries

Historic District(s) shall be shown on the Zoning Map as from time to time adopted and amended by the Town Meeting. They may coincide with, cross, or include all or part of one or more of the underlying districts.

Section I-2.2 Uses

Uses permitted in the underlying zoning districts are permitted.

Section I-2.3 Certificate of Appropriateness Required

A building or demolition permit shall not be issued until and unless a Certificate of Appropriateness is issued by the Historic District Commission in accordance with the provisions of Article II.

ARTICLE II

HISTORIC DISTRICT REGULATIONS

Section II-1 Grant of Power

This ordinance and the Historic District Commission hereby established shall have the powers granted in the Revised Statutes Annotated, Chapter 31:89 a thru l, of the State of New Hampshire.

Section II-2 Purposes

It is hereby declared as a matter of public policy that the recognition, preservation, enhancement, and continued use of structures, sites, areas, and districts within the Town of Pelham having historic, architectural, cultural or design significance is required in the interest of the health, economic prosperity, cultural enrichment and general welfare of the community. The purpose of this ordinance are to:

- (a) Safeguard the heritage of the Town by providing for the protection of structures/areas representing significant elements of its history;
- (b) Enhance the visual character of the Town by encouraging and regulating the compatibility of architectural styles within Historic Districts reflecting unique and established architectural traditions;
- (c) Foster public appreciation of and civic pride in the beauty of the Town and the accomplishments of its past;
- (d) Strengthen the economy of the Town by protecting and enhancing the Town's attractions to residents, tourists and visitors;
- (e) Stabilize and improve property values within the Town; and
- (f) Promote the private and public use of structures/areas within Historic Districts for the education, prosperity and general welfare of the community.

Section II-3 Historic District Commission

There is hereby established an Historic District Commission with the functions and duties as set forth in this Article, and as may be needed to carry out the purposes of this Article.

Section II-3.1 Membership

- (a) The Historic District Commission shall consist of seven members, all of whom (1) must be residents of

the Town, and (2) must have demonstrated interest and ability to understand, appreciate, and promote the purposes of this Article.

- (b) Membership shall be comprised of duly authorized representatives of the following:

Board of Selectmen,
Planning Board,
Five citizens at large, three
of whom shall reside in the
district.

- (c) All members shall be appointed by a majority of the Board of Selectmen.

Section II-3.2 Term

Members shall be appointed for three year terms. However, the initial appointment shall be staggered so that 3 members shall be appointed for one year, 2 members for two years, and 2 members for three years. Members shall serve no more than two successive terms. In the event of a vacancy, interim appointments may be made by the appointing authority to complete the unexpired term.

Section II-3.3 Officers/Quorum

The Commission shall annually elect a Chairperson, Vice-Chairperson, and Secretary from its own membership. Four members of the Commission shall constitute a quorum for the conduct of business.

Section II-3.4 Meetings

The Commission shall hold regular meetings and may hold special meetings at the call of the Chair provided that required public notice requirements are met.

Section II-4 Powers and Duties of Commission

The Historic District Commission shall have the following powers and duties:

- (a) Establish rules and regulations for the conduct of business which are consistent with the purposes of this Article.
- (b) Establish, adopt, and make available to applicants and the public, guidelines and standards to be used by the Commission in reviewing and passing on applications for a Certificate of Appropriateness to construct, alter, modify, repair, move or demolish any building and/or structure within an historic district.
- (c) Approve, disapprove, in whole or in part, applications for Certificates of Appropriateness for which a permit is required under Section II-5.1. Said Certificate of Appropriateness or Notice of Disapproval shall be filed with the Building Inspector following the Commission's findings.
- (d) Request reports and recommendations from Town departments and agencies and from other organizations and sources who may have information or can provide advice pertinent to the application or its impact on the district.
- (e) Retain professional consultants as may be necessary to carry out the purposes of this Article subject to the availability of funds for this purpose.
- (f) Recommend and propose amendments and/or revisions of this Ordinance and of the boundaries and limits of any historic district to the Town Meeting.
- (g) Keep or cause to be kept accurate and complete records and minutes of meetings, findings of the Commission, and records of each application, all of which shall be part of the public record.

Section II-5 Scope of Review

It is unlawful for any person to construct, alter, modify repair, move or demolish any building, structure, or improvement which lies within an historic district without first obtaining a Certificate of Appropriateness from the Historic District Commission in the manner prescribed in this Article.

Section II-5.1 Activities Requiring Certificates

For the purposes of this Article the following activities shall be reviewed by the Historic District Commission whether

or not such activity requires the issuance of a permit:

- (a) Erection, construction, alteration, sandblasting, major repair, or demolition of a building or structure.
- (b) Erection, alteration, or removal of any exterior, visible feature of a building or structure.
- (c) Construction, reconstruction or significant repair of any sidewalk, street, street light, traffic control device, pole, by a public agency or utility, including public buildings.
- (d) Alteration, including grading, excavating, tree removal and/or paving of a site.

Section II-5.2 Exceptions:

The Historic District Commission is not required to review the following activities:

- (a) Ordinary maintenance and repair of any architectural feature which does not involve a change in design, materials, or outer appearance or involve removal thereof.
- (b) Painting or repainting of a building(s) or structure(s) in any color.

Section II-6 Application Procedure

The following procedure shall be followed in processing applications for approval of work covered by this Article.

Section II-6.1 Submission of Materials:

The applicant shall make written application of the Historic District Commission through the Building Inspector for a Certificate of Appropriateness. The application is to include:

- (a) Completed standard Town permit form.
- (b) Narrative description of the project.
- (c) Graphic materials of sufficient clarity and detail that the Commission will have a clear understanding of what the applicant intends to do.

Any site plans, building plans, elevations, perspective sketches, photographs, building material samples or other information reasonably required by the Commission to make its findings shall be made available to the Commission by the applicant.

Section II-6.2 Hearings and Notices:

- (a) The Historic District Commission shall conduct a hearing on the application within twenty days of the filing of a completed application package.
- (b) The Commission shall issue a Certificate of Approval or Notice of Disapproval within 20 days of the hearing date unless the applicant shall agree to an extension in writing.
- (c) Failure to render a decision within the specified time shall be deemed to constitute approval by the Commission.
- (d) Written notice of the Commission hearing date shall be given to each direct abutting property owner.
- (e) The Commission in its discretion, for applications it deems necessary, may require notice of the hearing to be published in a newspaper of general circulation in the Town following the procedures in the State statutes.
- (f) To the extent practical, joint hearings will be held in the case of applications requiring hearing before other Town Boards.
- (g) The applicant shall be required to pay an application fee the amount of which shall be specified in the Historic District Commission's and Regulations.

Section II-7 Review Criteria

In making a determination on an application, the Historic District Commission shall take into account the Purposes of this Article and give consideration to the following:

- (a) The historical, architectural, or cultural value of the building(s) or structure(s) and its relationship and contribution to the setting.
- (b) The compatibility of the exterior design, arrangement, texture, and materials proposed to be used in relationship to the existing buildings or structures and its setting, or if new construction, to the surrounding area.

- (c) The scale and general size of the buildings or structures in relationship to existing surroundings including consideration of such factors as the building's overall height, width, street frontage, number of stories, roof type, facade openings (windows, doors, etc.) and architectural details.
- (d) Other factors, including yards, off-street parking, screening, fencing, entrance drives, sidewalks, signs, lights, and/or landscaping which might affect the character of any building or structure within the district, and similar factors which relate to the setting for such structure or grouping of structures.
- (e) The impact that the applicant's proposal will have on the setting and the extent to which it will preserve and enhance the historic, architectural, and cultural qualities of the district and community. The Commission shall be guided by the following:
 - (1) Every reasonable effort shall be made to provide a compatible use which will require minimum alteration to the structure and its environment.
 - (2) Rehabilitation work shall not destroy the distinguishing qualities or character of the structure and its environment. The removal or alteration of any historic material or architectural features should be held to a minimum.
 - (3) Deteriorated architectural features should be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on physical or pictorial evidence rather than on conjectural designs or the availability of different architectural features from other buildings.
 - (4) Distinctive stylistic features or examples of skilled craftsmanship which characterize historic structures and often predate the mass production of building materials shall be treated with sensitivity.
 - (5) Changes which may have taken place in the course of time are evidence of the history and development of the structure and its environment, and these changes shall be recognized and respected.

- (6) All structures shall be recognized as products of their own time. Alterations to create an earlier appearance shall be discouraged.
- (7) Contemporary design for additions to existing structures shall be encouraged if such design is compatible with the size, scale, material, and character of the neighborhood, structures, or its environment.
- (8) Wherever possible, new additions or alterations to structures shall be done in such a manner that if they were removed in the future, the essential form and integrity of the original structure would be unimpaired.

Section II-8 Findings

At the conclusion of its review, the Historic District Commission shall issue in writing one of the following:

Section II-8.1 Certificate of Appropriateness:

- (a) If in the opinion of a majority of Historic District Commission members present and voting the applicant's proposal meets the purpose of this Article, then the Historic District Commission shall issue a Certificate of Appropriateness signed by the Chairperson together with any changes, conditions, and/or stipulations necessary to secure the public health, safety and general welfare.
- (b) After the issuance of this Certificate, the Building Inspector may issue any building, demolition or other permit for the approved project.

Section II-8.2 Notice of Disapproval:

- (a) If in the opinion of the majority of the Historic District Commission members present and voting the applicant's proposal does not meet the purpose of this Article, then the Historic District Commission shall issue a Notice of Disapproval in writing together with the reasons for such decision signed by the Chairperson of the Commission.
- (b) The issuance of a Notice of Disapproval shall prohibit the Building Inspector from issuing a building, demolition, or other permit.

APPENDIX C

MEMORANDUM

To: All Department Heads
From: The Board of Selectmen
Re: Capital Budget and Improvement Program

A Capital Budget and Improvement Program identifies long term capital needs and establishes a priority for the community to follow. The Town of Pelham is commencing to develop a Capital Budget and Improvement Program. The time period covered is six years. Commencing April 1, 1982 to April 1, 1988. The Planning Board is authorized under RSA 31:62-a to approve and adopt the Capital Improvement Program. The budget is submitted annually, and the CIP is revised annually to encompass the following six years.

A capital project is defined as a major expenditure (usually non-recurring) which includes one or more of the following:

- 1) land acquisition
- 2) construction or expansion of a community facility or utility lines
- 3) non-recurring rehabilitation of a facility with a cost over \$5,000
- 4) design work or planning study related to an individual project

In order for the capital budgeting process to proceed on time, the enclosed forms must be returned by September 1, 1981. Thank you for your cooperation.

SWT/vh
Enclosure

- (c) If the applicant's proposal is denied, the applicant may and is encouraged to make modifications to the proposed plans and shall have the right to resubmit the application at any time after so doing.

Section II-9 Appeals

Any person aggrieved by a decision of the Historic District Commission shall have the right to appeal the Board of Adjustment. Such an appeal when taken shall stay all proceedings in furtherance of the action appealed, unless the Historic District Commission shall certify that by reason of facts stated in a certificate issued by it, a stay would cause imminent peril of life or property.

Section II-10 Separability

In case any sub-section, paragraph or part of this ordinance is for any reason declared invalid or held unconstitutional by any court of last resort, every other sub-section, paragraph or part shall continue in full force and effect.

Section II-11 Remedies for Violations

In case of violation of any ordinance or regulation made under the authority conferred by this subdivision, the Historic District Commission, in addition to other remedies, may institute any appropriate action or proceedings to prevent, restrain, correct or abate such violation.

CAPITAL IMPROVEMENT PROGRAM

INSTRUCTIONS FOR PROJECT REQUEST FORMS

1. GENERAL INSTRUCTIONS

Attached are project forms for your department to complete. The period covered is April 1982-April 1, 1988. If you are contemplating no capital improvements in the next 6 years, please write N/A and return it.

Forms should be completed and returned to the Planning Board by September 1, 1981. After the forms are completed, department heads will be asked to appear before the Capital Budget subcommittee composed of representatives of the Planning Board, Selectmen, and Budget Committee to explain their capital improvement requests.

2. INSTRUCTIONS FOR PROJECT REQUEST FORM

- A. Prepare a separate form for each project submitted in duplicate.
- B. Submit one copy to the Board of Selectmen and keep one for your records.
- C. In future years, if the project is resubmitted, please revise the expenditure estimates to reflect current costs.
- D. Below is a description of the attached form.
 1. Project Number. Leave blank. The Capital Budget subcommittee will assign a number.
 2. Department. Put name of your department.
 3. Project or Equipment. Enter a short appropriate title.
 4. Description Purpose of Project. Identify the project. Where it is located, and why the project is necessary. If it is related to another government project, indicate the relationship.
 5. Priority. Enter here your assessment of the priority need for the project by circling the appropriate letter. The categories are outlined below:
 - A. Projects which are very essential and should have been implemented in the past or which have arisen from an emergency situation that was not foreseen earlier.
 - B. Projects which cannot reasonably be postponed. These may be needed to complete an essential, partially finished project, to maintain a minimum, presently established departmental program.

CAPITAL IMPROVEMENT PROGRAM
Project Request Form

1. Project Number

2. Department:

3. Project or Equipment:

4. Description/Purpose of Project:

5. Priority:

- A.
- B.
- C.
- D.
- E.
- 6.

7. Estimated Cost:

- Land:
- Construction:
- Equipment:
- Other:
- Total:

8. Effect on Budget:

- Operation:
- Maintenance:
- Personnel (#):
- Personnel (\$):
- Other:
- Total:

9. Source of Funds:

- (1) Current Revenue
- (2) General Obligation Bonds
- (3) Revenue Bonds
- (4) Federal Grant
- (5) State Grant

- (6) Special Assessment
- (7) Other - Specify _____

Explanation: _____

10. Starting Date of Project:

11. Completion Date of Project:

12. Comments:

Signature:

Title:

Date:

13. Relationship to 1981 Master Plan (to be filled out by Planning Board)

CAPITAL IMPROVEMENT PROGRAM
INSTRUCTIONS FOR PROJECT REQUEST FORMS
Page 2

- C. Projects which should be carried out within a few years to meet anticipated needs of a current departmental program or for replacement of unsatisfactory facilities.
 - D. Projects needed for a proper expansion of a departmental program. The exact timing of these can wait until funds are available.
 - E. Projects which would be needed for ideal operation but which cannot yet be recommended for action. They can be postponed without detriment to present services.
6. Blank. If your department is submitting more than one project, please rank each in order of importance, e.g., 1 out of 5 (1/5).
 7. Estimated Cost. Identifying accurate projected costs is a most important aspect of this program. Carefully calculate all costs which are likely to be incurred for the categories listed.
 8. Effect on Budget. Enter the effect this project will have on the Town's operating budget both in dollar and personnel terms. If the project will bring in revenue, place that under "other", subtract the difference, and enter a total.
 9. Source of Funds. Enter the funding source(s) to complete the project. If more than one, indicate the percent allocation.
 10. Starting Date of Project. Enter the project year.
 11. Completion Date of Project. Assuming the project will begin when requested, enter when it will be completed.
 12. Comments. Enter any points to clarify or document the project, if plans were prepared, indicate their status.
 13. Relationship to 1981 Master Plan. Leave blank. The Planning Board will complete this after reviewing the project's relationship to the Master Plan.

If you have any questions, please contact the Planning Board Chair.