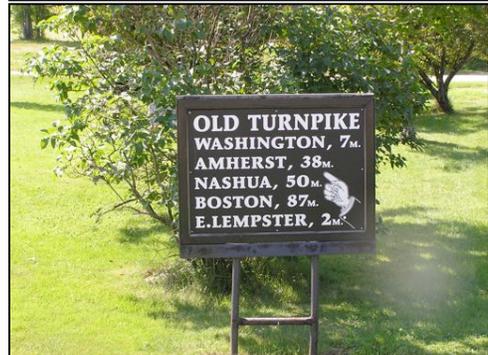


TOWN OF LEMPSTER

**MASTER PLAN
JUNE 2007**



**Prepared by the Lempster Planning Board
with Technical Assistance Provided by
Upper Valley Lake Sunapee
Regional Planning Commission**

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ADOPTION OF MASTER PLAN

LEMPSTER, NEW HAMPSHIRE

The Planning Board of the Town of Lempster, New Hampshire, in accordance with the provisions and procedures of RSA Chapter _____, including conducting a public hearing on _____, 2007, does hereby adopt the Town of Lempster Master Plan of 2007. The goals and recommendations contained in this Plan are designed to aid the Planning Board and other town boards in the performance of their respective duties for the purpose of guiding and accomplishing the coordinated and harmonious development of the Town of Lempster, New Hampshire.

Date Adopted: _____

Lempster Planning Board

R. Mark Adams, Chairman

William Rodeschin, Vice Chairman

Kirt Wirkkala, Secretary

Richard Fairweather

Everett Thurber, Ex-officio

CHAPTER I INTRODUCTION

This Master Plan is the result of the Planning Board expending considerable effort gathering public input in order to prepare a plan which reflects our town's collective vision for the future of our community. The overall guideline for the future development of our community expressed by the people of Lempster through this Master Planning process is:

Over the next ten years, the Town of Lempster should remain primarily a rural residential bedroom community with uncrowded living conditions, a quiet and undisturbed lifestyle, a scenic and unpolluted natural environment, and a government that welcomes private investment and entrepreneurship in technological and natural resource based industries which are consistent with community goals.

PURPOSE OF MASTER PLAN

The process of developing an updated Master Plan is an opportunity to undertake a comprehensive evaluation of our community's needs and desires as they pertain to the anticipated growth of our town. The overall purpose of the Master Plan is to provide guidelines for the future growth and development of our community. It is a guide for future growth and a tool for public officials and private citizens in decision-making and in the administration of the Lempster Subdivision Regulations. It is a consensus-building planning process which attempts to identify the guidelines for growth of our Town as preferred by the townspeople and not just a few individuals. The following Master Plan is based on reports supplied by Planning Board members, other officials and agencies, and on responses and comments developed by questionnaires. An attempt has been made to reflect the consensus viewpoints from these sources concerning the town's past, present and desired future. The goal of this master planning process is to proactively chart a course identifying the desired future of our community. Without this comprehensive planning process, in a relatively short time, Lempster could find it has lost many of the features our townspeople cherish.

PROCESS TO UPDATE THE MASTER PLAN

In the spring of 2004, the Planning Board unanimously voted to prepare a Master Plan in accordance with the NH Planning Statutes, Chapter 36. At that time, the Planning Board and interested citizens identified the pertinent issues to address and the questions to include in a Community Survey. A Community Survey was prepared and administered in the summer of 2004. Tabulation of the survey results was completed in the fall of 2004. A community workshop was held in November 2004.

Under New Hampshire law (RSA 674:2, 3 & 4), the preparation and adoption of the Master Plan is under the purview of the Planning Board. For each chapter of the Master Plan update, the Regional Planning Commission prepared a draft based on public input for the Planning Board to review and critique. Following this review, the Regional Planning Commission incorporated the requested revisions. After all the revised draft chapters were completed, they were assembled into an integrated document for the Planning Board's review. The Planning Board conducted a public hearing on the draft Master Plan update in _____ 2007 and adopted the updated Town Plan at the end of the public hearing. It is the intent of the Planning Board to update the Master Plan as they perceive conditions are changing which warrant a fresh look at how to address these

challenges. As reflected in RSA 674:3, the Master Plan is recommended to be updated every five to ten years to remain current. Future boards have a point of departure for keeping it current in changing times and for dealing with new problems, needs and issues.

ACCOMPLISHMENTS SINCE ADOPTION OF THE 1987 MASTER PLAN

Before we look to the future and the development issues facing our community, it is beneficial to look back and take stock of the accomplishments the Town has achieved since adoption of the 1987 Master Plan update. This is not intended to be an exhaustive listing of those accomplishments, but rather a summary of the highlights. Included are:

- Construction of the Highway Garage Building and Transfer Station;
- Expansion of the Goshen-Lempster School;
- Addition of handicap access to the Town Office Building;
- Repairs and improvements of the Town Office Building;
- Establishment of a Capital Improvement Program (CIP);
- Adoption of excavation and new subdivision regulations;
- Strengthening town government practices;
- Acquired land for expansion of the cemetery;
- Obtained new aerial ladder fire apparatus; and
- Codified the Fire Department as a town department, and
- Acquired land for potential municipal complex.

2007 MASTER PLAN UPDATE: PRIORITIES FOR IMPLEMENTATION

The Planning Board's efforts in developing this long range Master Plan have resulted in numerous recommendations on a variety of topics. In an effort to provide some guidance in the intermediate term, the Planning Board has identified the top priorities for implementation of the 2006 Master Plan Update as follows:

1. Establish zoning regulations to guide growth
2. Amend town regulations and ordinances for consistence with current recommendations
3. Revitalize village centers and improve the overall appearance of Lempster
4. Enhance community facilities, namely buildings and roads

A summary of all goals and recommendations may be found in the appendices.

ACKNOWLEDGMENTS

The Planning Board wishes to acknowledge with gratitude the constructive assistance and input of the following, whose past and present contributions were invaluable in developing the Master Plan and the updates:

The Board of Selectmen
Questionnaire Respondents
Town Officials
Community Workshop Participants
Upper Valley Lake Sunapee Regional Planning Commission

The Lempster Master Plan is based on the views of the town's citizens and local officials. The Upper Valley Lake Sunapee Regional Planning Commission facilitated the master planning process for the Planning Board in the update of the Master Plan to prepare a document that reflects the goals and desires of the Town of Lempster and its citizens.

CHAPTER II REGIONAL SETTING

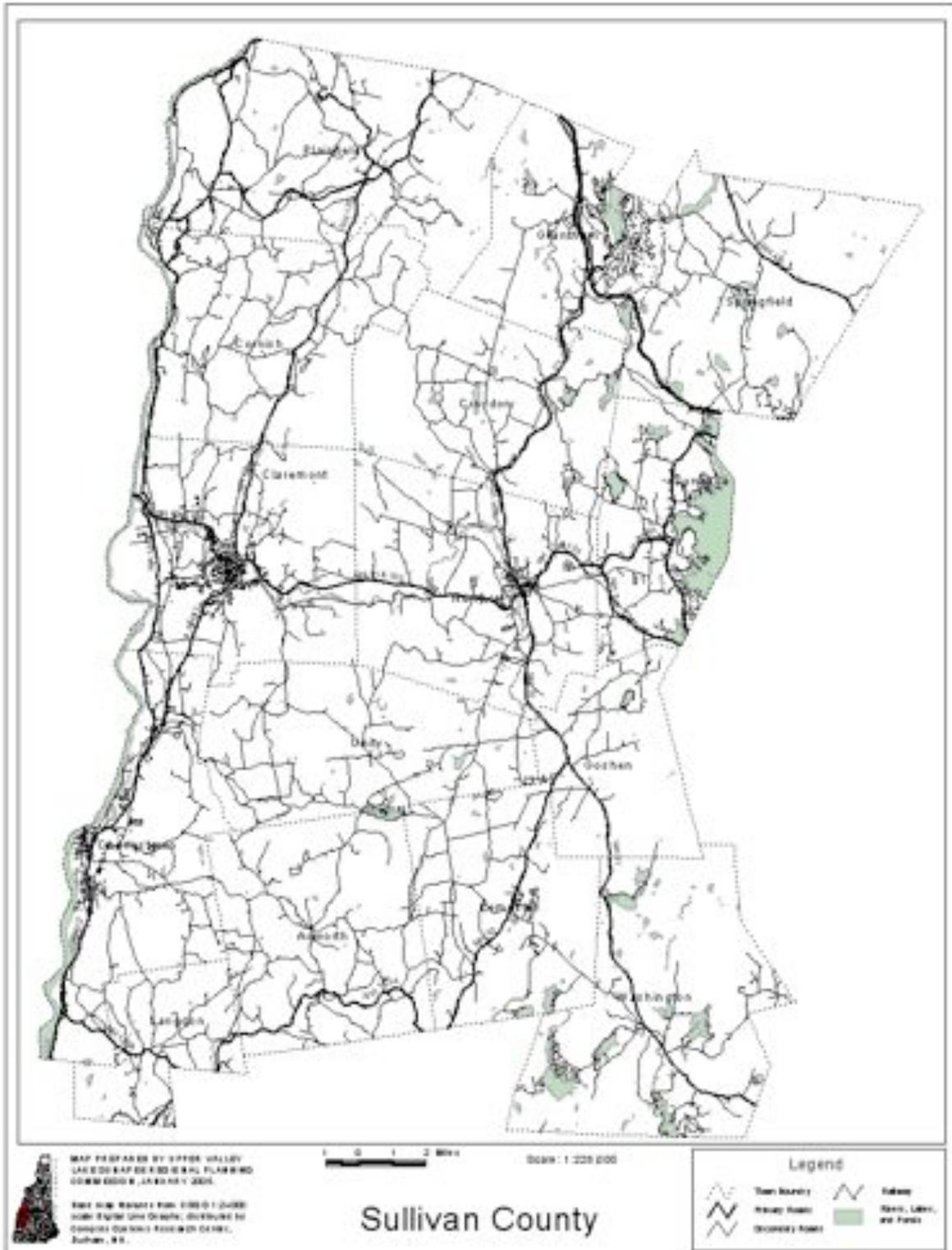
It is important to understand the Town of Lempster's setting in the region to identify the factors primarily responsible for fueling growth and development.

The Town of Lempster is in Sullivan County, in the west-central part of New Hampshire, south of the Newport-Claremont regional employment and service center (see Map II-1). Adjacent communities include Goshen, Acworth, Washington, Unity and Marlow. Lempster is primarily a bedroom community for people working in Claremont/Newport and Keene. It is the growth in these nearby centers that generates the demand for much of the development in Lempster.

Lempster's road system provides the major link to its region. Interstate 89, with interchange 13, provides Lempster with somewhat convenient access northwest to the Lebanon-Hanover-White River Junction area and southeast to Concord and Manchester. New Hampshire Route 10 and the town's major local roads provide access to neighboring communities including Keene, Hillsborough, Washington, Goshen, and Unity.

The town's area covers about 33 square miles, which is divided by three separate watersheds: the Sugar River, Ashuelot, and Cold River.

MAP II-1 MAP OF SULLIVAN COUNTY



CHAPTER III COMMUNITY VISION

Ongoing citizen and business participation is critical in the master planning process. The best community master plans are the product of a process that solicits public input from a wide range of citizens and stakeholders. In a nutshell, the process of developing a Master Plan involves community residents and leaders answering four questions:

1. Where are we now? (Community profile)
2. Where are we going? (Trends)
3. Where do we want to be? (Vision)
4. How do we get there? (Action plan)

The visioning process is essentially answering question No. 3 above. It is a process of finding out what the most commonly held community values are. Does the community desire economic growth? Where? Are there special natural and historic resources that the community wishes to preserve? What kind of housing should be encouraged? Answering this type of question helps define the guiding principles and priorities for the master plan and subsequently, the resulting regulations and policies for the Town of Lempster.

As a first step in the visioning process, the Lempster Planning Board held a Community Goals Workshop with community residents, landowners, and town officials. Participants offered a vision and their opinions about land use, transportation, natural resources, economic development, housing, community facilities, and public services.

The goals for the workshop were the following:

- To generate a set of statements that articulates the desires of Lempster residents
- To generate a list of priority issues to be addressed in the Community Attitude Survey and the Master Plan update
- To articulate recommendations regarding these issues, to be incorporated in the Master Plan

A Community Survey was then conducted to gain wider public input. The results of both are summarized below in the form of a community vision, core principles, and recommendations.

COMMUNITY VISION

In fifteen years, Lempster will be a community...

- That uses land use regulations as a tool to balance development and rural character
- That meets the needs of the future but reflects the rural and quiet character of today
- With vibrant village centers and an improved overall appearance
- That has conserved its natural, historic, and cultural resources
- Where farms and agriculture continue to prosper
- Where tourism is promoted
- That promotes a high level of community spirit
- That provides a quality education in the public schools

- Where existing land uses and property values will be protected
- That retains its small town atmosphere
- That provides recreational opportunities
- Where town government is valued and citizen participation is fostered

CORE PRINCIPLES

The following core principles and recommendations are based on citizen input:

Preserve What Makes Lempster Special

- Encourage business development that respects community values
- Reuse old buildings
- Ensure that development respects the natural and historical environment
- Preserve land for conservation
- Maintain Lempster Street and East Lempster Four-Corners as historic districts
- Care for the historic Meeting House
- Make Lempster's history visible

Provide Direction for Lempster's Growth

- Control growth by encouraging development in certain areas, e.g. village centers
- Implement land use regulations as a tool to balance development and rural character
- Control lot sizes, structures and location of land uses
- Caution not to "over-regulate," but to ensure proper protections are in place

Improve the Appearance of Lempster

- Promote a sense of community
- Improve appearance of Town buildings
- Save historic public buildings
- Encourage vibrant village centers
- Better maintain roads but preserve their rural character

Maintain a Healthy Civic Environment

- Instill a sense of pride in the community
- Support community events like socials, potluck dinners and festivals
- Promote volunteerism and community involvement
- Enhance the recycling program
- Bring East Lempster and Lempster together

Increase Tax Base

- Be sure land use controls are in place before seeking economic development
- Ensure that business development is appropriate in scale and is consistent with Lempster's vision
- Promote tourism
- Provide better internet access
- Encourage responsible natural resource-based industries

PRIORITIES

Housing

- Consider cluster-designed subdivisions to preserve open land
- Locate housing developments where infrastructure and services exist
- Create building standards for safety, energy efficiency and to allow more modern building materials
- Consider an accessory apartment ordinance as a means to provide affordable housing

Transportation

- Maintain roads and structures efficiently with a management system
- Advocate for consistent, reliable public transportation for the elderly and disabled
- Develop sidewalks within village areas to promote pedestrian safety
- Maintain scenic buffers along scenic roadway corridors by purchasing scenic easements and/or scenic road designation

Natural Resources

- Educate residents about the benefits of and need to preserve groundwater resources
- Adopt policies that protect prime agricultural lands from development pressures
- Develop policies to protect surface water quality, such as shoreland regulations for rivers, streams, ponds, and lakes
- Create policies that discourage development in sensitive natural areas, such as steep slopes, wetlands, and floodplains
- Work with the Conservation Commission and land conservation groups to identify and conserve important open space lands, particularly shoreland
- Consider subdivision flexible density standards and other creative land planning techniques to preserve natural and historic resources
- Ensure that new commercial/industrial development, does not contribute to environmental pollution and negatively impact neighboring property uses and values
- Investigate and develop noise and lighting regulations to guard against noise and light pollution

Economic Development

- Encourage small, diversified businesses and provide services to assist business owners.
- Encourage and promote tourism
- Beautify and promote village areas
- Participate in regional economic development programs, such as Sullivan County Comprehensive Economic Development Strategy (CEDS)
- Create historic preservation policies to encourage continued economic development and tourism

Facilities, Utilities, Public Services, and Recreation

- Locate/build a new Public Safety building to house all emergency services.
- Encourage regional cooperation on recreational facilities
- Support reuse of existing historical buildings, when feasible, for town services
- Review existing solid waste management program and develop an action plan to make it more self-sustaining
- Pursue the implementation of the needs analysis of current public facilities and make recommendations for additional facilities needs
- Conduct a needs analysis of current recreational facilities and parks and make recommendations for changes
- Create interconnecting multi-use paths
- Maintain access and trails for scenic vistas

Land Use

- Implement land use regulations to manage development and preserve important resources
- Compact development should be promoted and scattered development discouraged, to maximize transportation efficiency, preserve important resources, and ensure that people live close to services
- Senior citizen housing should be planned for in central areas rather than outlying areas.
- Impose limits on commercial business size and location to preserve town character and reduce pressure on town services
- Use the build-out analysis to plan for balanced growth and match the pace of commercial and residential development

CHAPTER IV POPULATION

The population of a community is the result of past and present conditions and is the key to plans for the future. In retrospect, it is not difficult to discern the relationship between past numbers and types of residents, settlement patterns, housing, land use, growth or decline of employment opportunities and adequacy of public facilities. When looking into the future, however, these relationships become less apparent. Which factors will stimulate or suppress future growth? Will the trend toward lower birth rates and declining household size continue? How will Lempster be affected by state and regional growth trends? Planning for Lempster's future needs must take all of these questions into account.

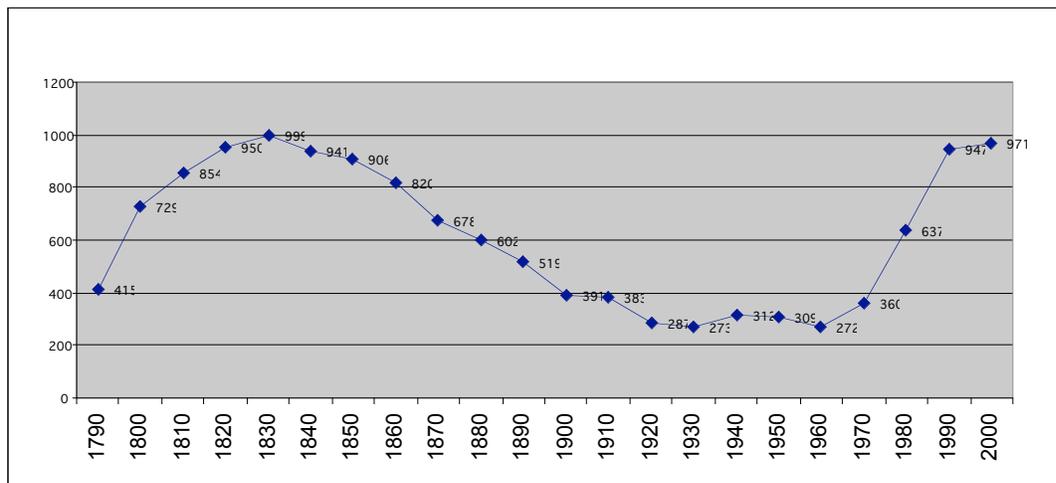
Because many important decisions rely on an understanding of population trends, this chapter provides a foundation for much of the analysis and needs projection found elsewhere in this Master Plan. To the extent that Lempster's decision-makers understand population trends, they can take steps to meet future demands for housing, transportation, recreation opportunities and community facilities in the most efficient and equitable manner possible.

Public input from the Community Attitude Survey indicates that growth is one of the most significant issues facing Lempster.

HISTORIC TRENDS

The early years of Lempster were those of an agricultural era with a subsequent decrease in population as a result of industrialization. As shown in Figure IV-1, Lempster's population level began to climb in the late 1700's. In 1830 with a population of 999, Lempster's population attained peak levels about equal to that of today. The town's growth during the 19th Century was a direct result of the advent of the Second New Hampshire Turnpike, which changed Lempster from an agricultural to a turnpike community. After 1830, the town's population declined until the 1930's.

Figure IV-1: Historic Population Trend



Source: US Census Bureau

After a century of population loss, Lempster's population has exhibited a dramatic growth rate since 1960. While some of the growth in the earlier decades of this trend may be attributed to the presence and expansion of local industry, Lempster has been greatly affected by regional development trends since the 1960's.

POPULATION TRENDS

The 2000 Census for Lempster counted 971 persons. This represents an increase of 334 persons or 52% since 1980. This rate of growth out-paced the state's (34%) and Sullivan County's (12%) rate of growth during the same period. While significant, this growth rate is less than the previous decade. Between 1970 and 1980 the population grew 77%, the greatest percentage growth since the 1790s.

As shown in Table IV-1, Lempster's growth for the past decade is below County and State figures.

Table IV-1: Population Growth

	1970	1980	1990	2000	% Change 1990-2000
Lempster	360	637	947	971	2.5%
Sullivan County	30,949	36,063	38,592	40,458	4.8%
New Hampshire	737,578	920,475	1,109,117	1,235,786	11.4%

Source: U.S. Census, STF 1, 100% count

POPULATION BY AGE

Age distribution can provide a good focus for assessing the needs of a community. If a town has a large preschool population, for example, it may indicate a need for more school space. Likewise, a large, increasing elderly population may indicate a need for more nursing home space or health care and transportation services.

Table IV-2: Population Age Distribution, 2000

	0-4	5-19	20-64	65+
Lempster	52 (5%)	203 (21%)	579 (60%)	137 (14%)
Acworth	44 (5%)	190 (23%)	475 (57%)	127 (15%)
Langdon	25 (4%)	113 (19%)	378 (65%)	70 (12%)
Unity	78 (5%)	257 (17%)	880 (58%)	315 (21%)
NH	75,685 (6%)	268,480 (22%)	743,651 (60%)	147,970 (12%)

Source: U.S. Census, STF 1, 100% count.

Table IV-2 compares population age distribution in Lempster and New Hampshire for 2000. Lempster's population distribution nearly mirrors that of the State in 2000. Since 1970 Lempster's own distribution has changed most dramatically in the school age group and individuals 65 years and older. The trend over the past 40 years has been a general aging of the population. Table IV-3 shows a decreasing proportion of preschool and school age children and an increasing proportion of working age and elderly population groups.

Table IV-3: Lempster Population by Age Trend

	0-4	(5-19)	20-64	65+
1970	31 (9%)	113 (31%)	178 (49%)	38 (11%)
1980	51 (8%)	166 (26%)	356 (56%)	64 (10%)
1990	75 (8%)	239 (25%)	543 (57%)	90 (10%)
2000	52 (5%)	203 (21%)	579 (60%)	137 (14%)

Source: U.S. Census, STF 1, 100% count.

Preschool Population

The 2000 preschool population was 52, according to the U.S. Census, down 31% from 1990.

School Age

School age children may be the most important segment of a population because it represents tomorrow's labor force. In 1990, there were 239 people between the ages of 5 and 19, which compares with 203 in 2000, a decrease of 15%.

Labor Force

The labor force in a community is actually all those individuals that are of working age, usually between the ages of 20 and 64. This does not mean that all these persons are actually working. The labor force group - at 579 persons for the year 2000 - represents the largest percentage of the total population. This age group has shown a slight increase since 1990 (about 7%).

Elderly

In 1990, Lempster's elderly population was 90. This figure grew to 137 in 2000 for a 52% increase. The number of elderly in Lempster, as a percent of its total population, is consistent with neighboring communities but about 2 points higher than the State. The proportion of elderly is expected to continue to increase as the Baby Boomers (those born between 1946 and 1964 when birth rates rose sharply) age.

POPULATION PROJECTIONS

Predicting future populations is not an exact science. The NH Office of Energy and Planning is responsible for providing periodic population projections for NH towns. Table IV-4 provides population projections for the future. These are the latest provided by the Office of Energy and Planning.

It is interesting to note that it is projected that Lempster’s population will increase at a greater pace than the State and Sullivan County over the next 20 years.

Table IV-4: Population Projections

Jurisdiction	2000	2010		2020			
	No.	No.	No. Gain	% Gain	No.	No. Gain	% Gain
Lempster	971	1,120	149	15.3%	1,340	220	19.6%
Sullivan County	40,458	44,324	3,866	9.6%	48,654	4,330	9.8%
New Hampshire	1,235,786	1,385,562	149,776	12.1%	1,520,566	135,004	9.7%

Source: U.S. Census and NH Office of Energy and Planning Population Projections

Analysis Summary

- After a century of population loss, Lempster population has experienced growth since 1960.
- Current rates of population growth out-pace the county and the state.
- Lempster’s population is becoming more concentrated with individuals 65 years old and older.
- Lempster’s population is projected to grow faster than the state and the county.

GOAL: Ensure population growth is at a pace that is consistent with the town’s ability to accommodate its impacts upon transportation infrastructure and community facilities.

Recommendations

- Require impact studies for major subdivisions (Planning Board)
- Continue to plan for capital facilities improvements with a Capital Improvement Program (Planning Board)

CHAPTER V HOUSING

Safe, quality, diverse housing that reflects the community is vitally important to the long-term future of Lempster. The housing character of any community is perhaps the most obvious indication of the town’s quality of life.

Public input from the Community Attitude Survey and the Community Visioning Workshop provided direction for future residential development as follows:

- Most residents want to see single-family residential development.
- The least desired form of residential development is multi-family.

HOUSING TRENDS

The number of housing units in Lempster has more than doubled since 1970. As reflected in Table V-1: Lempster Total Housing Units have increased from 218 units in 1970 to 577 units in 2000. This is about 12 units per year. About 387 of the total year 2000 units are occupied, the remainder is classified as vacant, for sale, rent or are seasonal units (the largest category being seasonal vacant totaling 159). Note that while the total housing units have been on the rise in Lempster since 1970, the number of seasonal housing units began to decline during the 1990s.

Table V-1: Lempster Housing Units: 1970-2000

Type of Units	Number of Units				Change		Change		Change	
					1970-1980		1980-1990		1990-2000	
	1970	1980	1990	2000	No.	%	No.	%	No.	%
Total Housing Units	218	391	554	577	173	79	163	42	23	4
Seasonal Housing Units	131	198	200	159	67	51	2	1	-41	-21

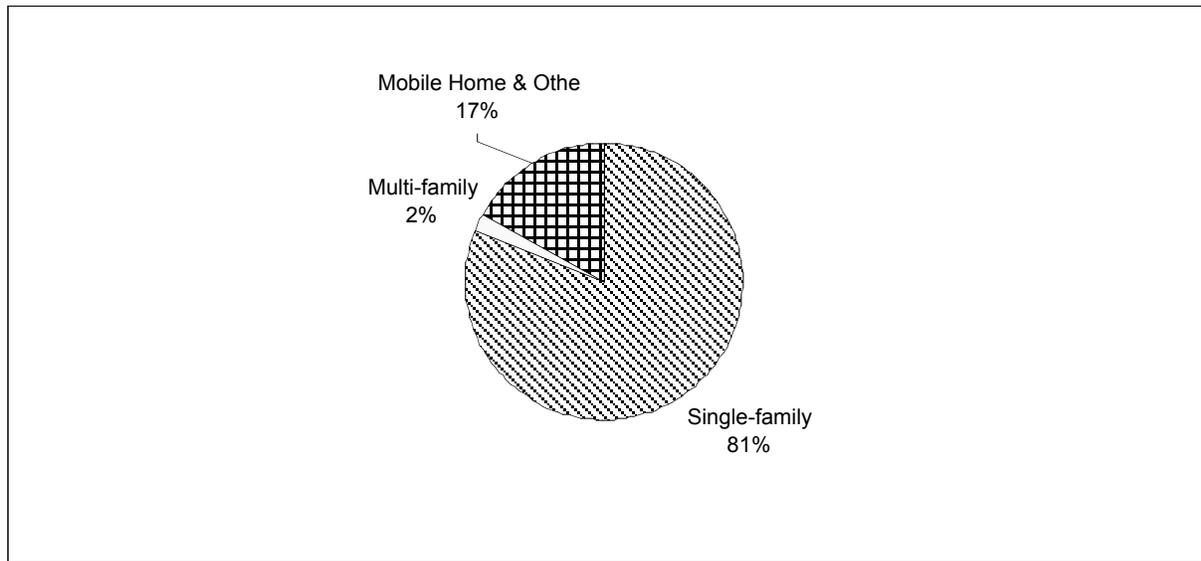
Source: U.S. Census

HOUSING UNITS BY TENURE AND TYPE

According to the U.S. Census, most of Lempster’s housing is owner-occupied, about 89 percent of total occupied units. Only 11 percent of total occupied housing units are renter-occupied. This is typical for rural communities. There are only 43 total occupied rental units in Lempster.

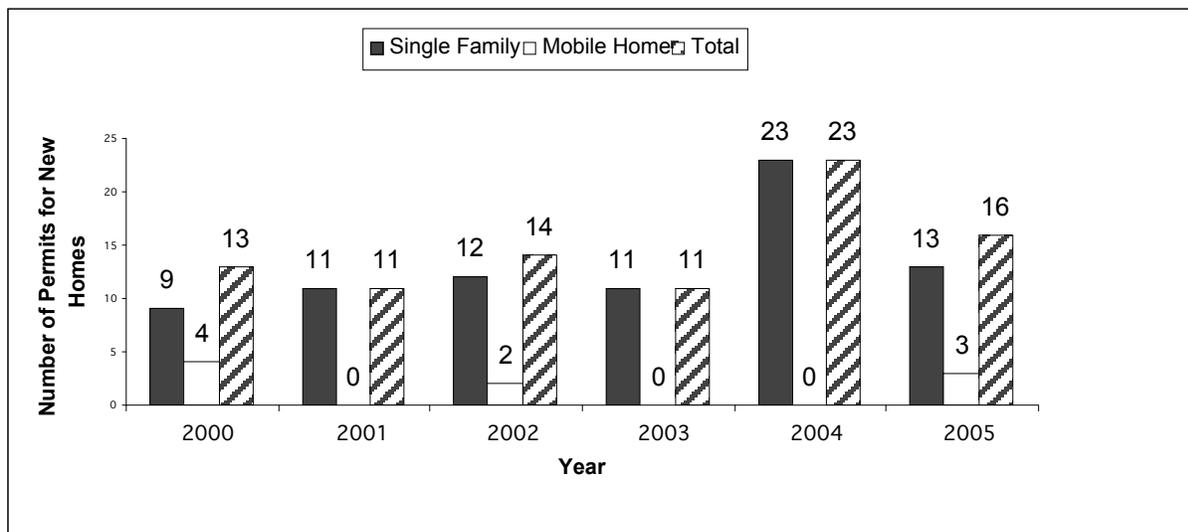
Single-family housing units dominate Lempster’s housing stock (82%), followed by mobile homes and other (17%), and very few multi-family units (2%). The trend during the 1990s was an increase in single-family units and a decrease in multi-family, mobile homes and other housing types. Figure V-1 shows the housing stock by type for the year 2000. Multi-family units and manufactured housing are important because these forms of housing are most affordable.

Figure V-1: Units by Type 2000



Source: US Census Bureau, Census 2000

Figure V-2: Lempster Housing Permits 2000-2005 by Type



Source: NH Housing Finance Authority

Housing permit data suggest that the pace of housing construction is increasing (see Figure V-2). Since 2000 Lempster has permitted 88 housing units, most of which are single-family homes. Such growth has not been experienced since the late 1980s. In fact, the number of permits granted in 2004 was the largest ever recorded (23). Note that a housing permit does not necessarily mean the housing unit will be constructed.

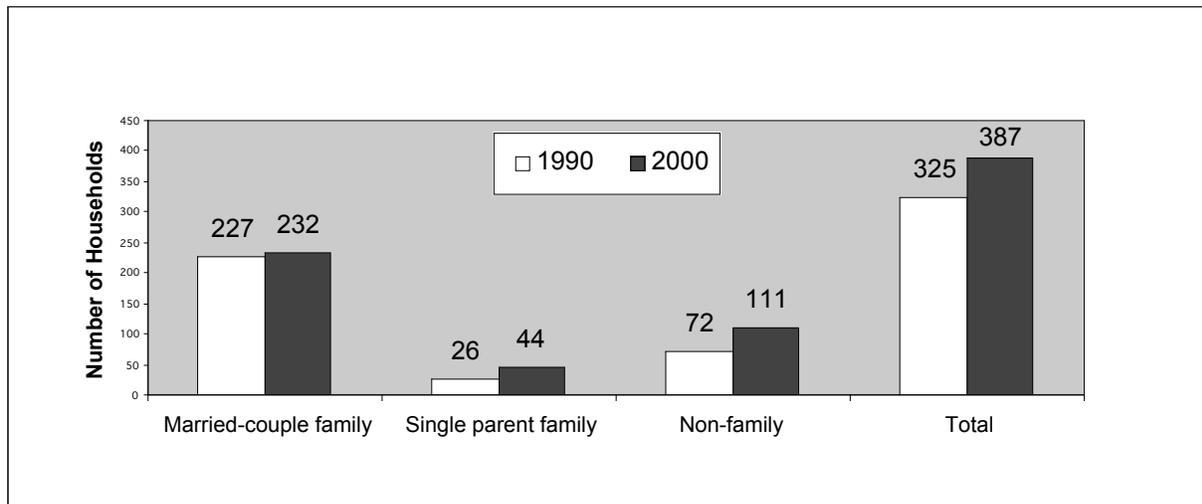
HOUSEHOLDS

The demand for housing is driven by the number of households. Lempster had a total of 387 households counted in the 2000 Census, an increase of about 19 percent since 1990 when

households totaled 325. This is a faster rate of growth than the state, which grew 15% during the same period.

During the past decade, household growth had been the greatest in non-family and single-parent categories, which represent about 40% of total households for the year 2000 (see Figure V-3). This is an increase of 10% in the proportion of these households since 1990. Increasing non-family households is the trend for most communities in New Hampshire. Non-family means a person living alone or with someone who is unrelated. This population has unique housing demands, namely smaller and more affordable units.

Figure V-3: Change in Households from 1990-2000



Source: U.S. Census Bureau

Growth in households outpaced growth in housing units during the 1990s. Lempster added 23 housing units to the housing stock, while households increased by 62. As a result, total vacant housing units decreased by 17%. Presumably, some household growth was supported by the conversion of seasonal units (classified by Census as vacant) to year-round units.

HOUSING COSTS AND AFFORDABILITY

The key factors affecting housing affordability are housing costs and household income. Within Sullivan County, the cost of housing is the greatest in the towns of Grantham, Plainfield, Cornish, and Sunapee and the lowest in Unity, Acworth and Charlestown. While Lempster does not have the lowest housing costs among its neighbors, prices and rents in terms of owner costs, are low compared to the State (see Table V-2).

Table V-2: Community Comparison of Housing Costs

2000 Median Housing Costs				
2000 Median Housing Value for Specified Housing Units				
	Owner With Mortgage (Per Month)	Owner Without Mortgage (Per Month)	Renter Median Gross Rent (Per Month)	Median Value Owner- Occupied*
Charlestown	\$867	\$423	\$464	\$81,500
Lempster	\$900	\$392	\$541	\$83,300
Claremont	\$910	\$395	\$499	\$79,800
Unity	\$870	\$353	\$722	\$88,100
Newport	\$913	\$384	\$552	\$80,900
Acworth	\$870	\$407	\$613	\$92,700
Sullivan County	\$955	\$409	\$537	\$91,900
New Hampshire	\$1,226	\$441	\$646	\$133,300

Source: US Census Bureau, Census 2000. *Note: Specified owner-occupied units include only 1-family houses on less than 10 acres without a business or medical office on the property. The data for “specified units” exclude mobile homes, houses with a business or medical office, houses on 10 or more acres, and housing units in multi-unit buildings.

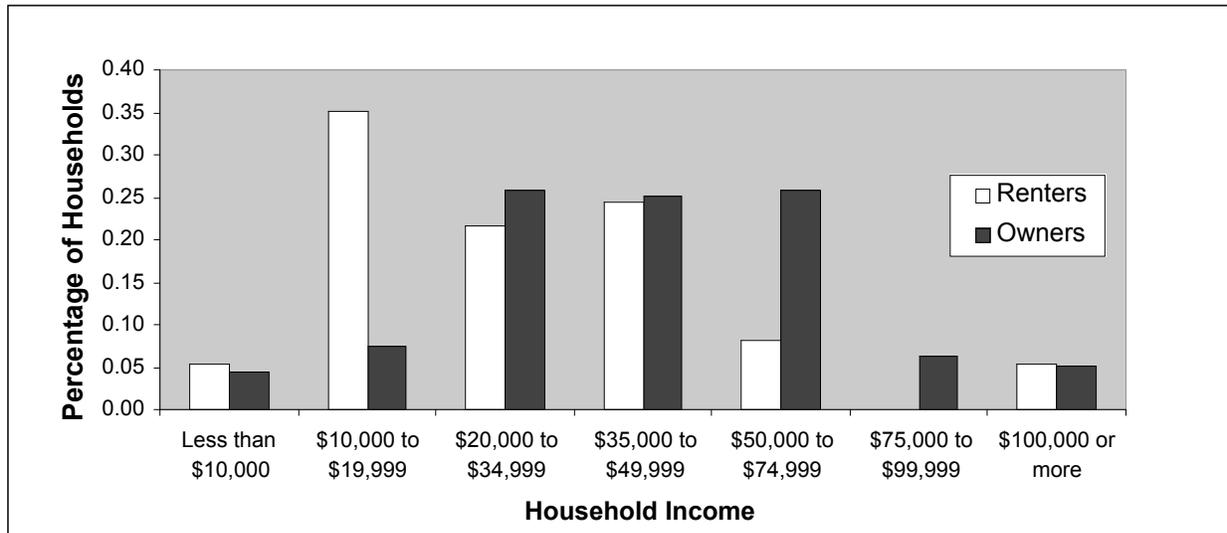
Median Household Income (MHI) increased significantly during the 1990s. For the year 2000, MHI was \$40,458. This is about \$9,000 less than the State of New Hampshire which had a MHI of \$49,467 for the same year (see Table V-3 below). During the 1990s MHI in Lempster had a percentage increase greater than its neighbors. However, incomes are still low compared to the state.

Table V-3: Median Household Income

Community	1990 MHI	2000 MHI	Percent Increase
Lempster	\$28,750	\$40,458	41%
Acworth	\$33,661	\$37,386	11%
Unity	\$31,458	\$41,594	32%
Goshen	\$32,813	\$42,625	30%
NH	\$36,329	\$49,467	36%

In general, renters have lower incomes than homeowners. Figure V-4 shows the percentage of renter and owner households by income category.

Figure V-4: Percentage of Lempster Households by Income and Tenure



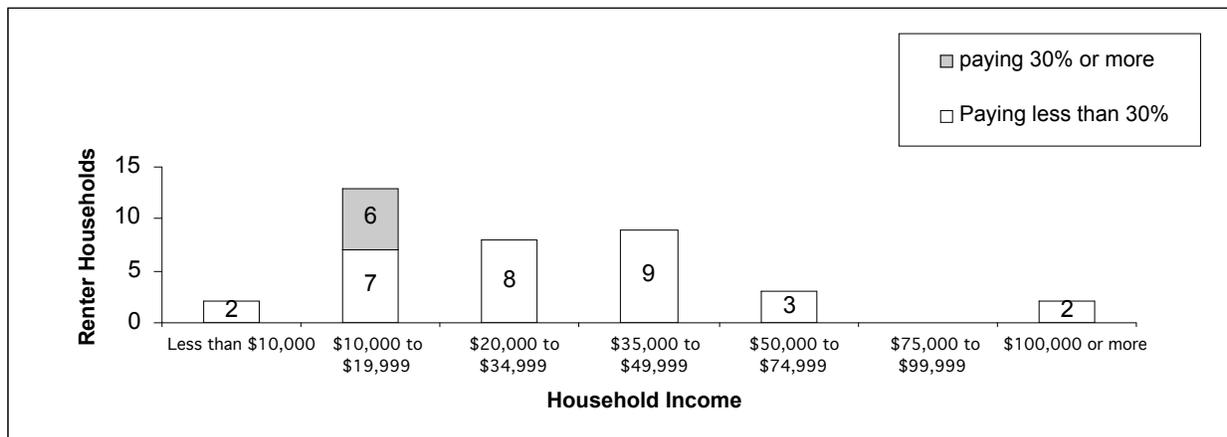
Source: US Census Bureau, Census 2000, SF3, Tables H73, H97, H94 and H69.

The US Department of Housing and Urban Development (HUD) affordability guidelines require housing costs to be no more than 30 percent of income in order to be classified as affordable. As one might expect, the higher the household income, the less a household is burdened by housing costs.

RENTERS

Only 16% of Lempster renters paid more than 30% of their income on rent. This is significantly less than statewide and County figures that indicate about one-third of renters were burdened by housing costs.

Figure V-5: Gross Rent Overpayment at 30 Percent of 1999 Household Income



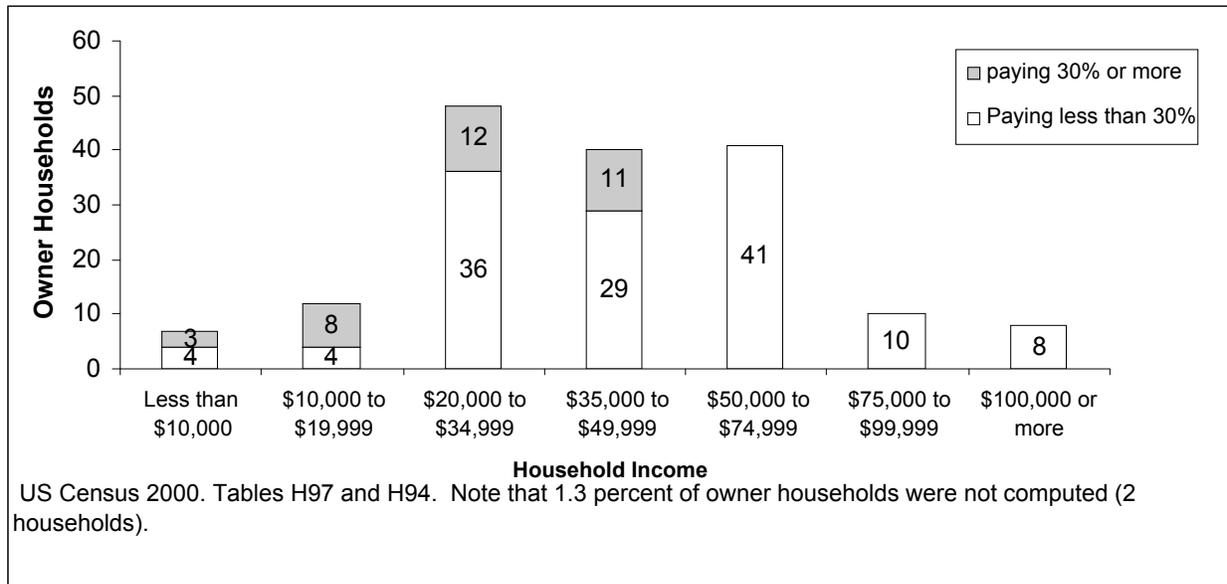
Source: US Census Bureau, Census 2000 SF3, Table H73. Note that 21% of renter households were not computed (8 households).

All renters who paid 30% of their income on housing costs (six total) had incomes in the \$10,000 to \$19,999 range (see Figure V-5).

OWNERS

A much larger proportion of Lempster's homeowners were burdened by housing costs (21%) compared to renters. As Figure V-6 shows, all of these households earned less than \$50,000. The percentage of homeowners that are burdened is consistent with State (22%) and Sullivan County (21%) figures.

Figure V-6: Owner Cost Overpayment at 30 Percent of 1999 Household Income



CONDITION OF HOUSING STOCK

Based on Census sample data for the year 2000, about 57% of Lempster's residential structures were built after 1970. Lempster's oldest homes, those built in 1939 or earlier, make up 18% of the 2000 total housing stock. The median year for housing unit construction in Lempster was 1973, similar to the statewide median of 1971. This means that an equal number of homes were built after 1973 as before.

The condition of Lempster's housing stock as measured by over-crowdedness and complete plumbing facilities is fair and improving. Less than 1% of occupied housing is considered over-crowded (more than 1 person per room) and less than 1% of occupied housing lacks plumbing. In 1980 these figures were 6.8% and 15.3% respectively.

The condition of the existing housing stock and its quality was an issue addressed in the Upper Valley Housing Needs Assessment where it was found that Sullivan County had much of its housing stock in poor condition. The condition of housing is primarily linked to a homeowner's ability to afford repairs and maintenance. When the local economy is weak, wages and disposable income are low, and other day-to-day matters take priority over much-needed roofs and the painting of siding and trim. Only strengthening the area's economy will address this problem. In the meantime, Lempster may consider providing incentives for residents to repair and maintain their homes. Also, educating residents about home repair funding programs,

including those provided by New Hampshire Rural Development, will assist many in better understanding their options.

HOUSING SETTLEMENT AND DESIGN

The location and design of housing can have significant impacts on a community. New housing developments that are located far from services necessitate automobile use, while design features such as cul-de-sacs and excessive streets are expensive to maintain. In order to guide land use to best fit community objectives, it is important to understand the impacts development can have on both the way a community looks and its finances and the tools that can be used to control development.

As Lempster grows, consideration should be given to expanding and/or reconfiguring the village areas to accommodate additional housing development. This would help preserve important natural resources in rural areas of the community and offer housing options close to services and shopping e.g. the grocery store. This is especially important for the aging and disabled populations. Future zoning and subdivision regulations' dimensional requirements need to encourage existing settlement patterns in terms of lot size and coverage, setbacks, road width and design in order to facilitate this growth. Also, policies could encourage the reuse of old buildings for housing and consideration of public infrastructure such as water and sewer could allow higher development densities.

The design of housing and the use of materials also have consequences in terms of health, safety and energy use. Fire retardant materials can help prevent the spread of fire and assist in the evacuation of occupants. Energy efficient materials and methods can reduce operation costs and conserve energy. To ensure that construction adheres to the most current materials and standards, the building code should be kept up-to-date by referencing the most current standard code. Training local code enforcement staff in administering permits for building development is also critical. Considering the size of Lempster and neighboring communities, consideration should be given to employing a building inspector cooperatively among the neighboring towns. This would allow sharing the cost of maintaining a trained professional building inspector to implement and enforce the State Building Code. Proper administration of codes not only ensures that buildings are energy efficient, they most importantly protect residents from shoddy construction practices which lower the value of housing and are potentially unsafe.

ACCESSORY APARTMENTS

When considering zoning, Lempster should think about providing a provision to allow for accessory apartments. An accessory housing unit is a small apartment located within what is otherwise a single-family home. These arrangements are often found in single-family zoning districts as a way to provide inexpensive housing, often for older or younger relatives. For the elderly, it provides the individual a degree of independence. For younger people it may provide the ability to save for purchasing their own home.

The provision's chief benefit is that the dwelling can service a wide range of needs while maintaining the single-family character of the neighborhood. They can be permitted by right or by special exception in certain zoning districts. Provisions can be included restricting the size, entrance and other characteristics to maintain the character of the area.

ANALYSIS SUMMARY

- Housing units have increased at a slower rate during the 1990s than during the prior decade. However, building permit data suggest a faster rate of housing growth in the past five years.
- Household growth was greater than housing unit growth during the 1990s. This has resulted in fewer vacant seasonal units (decreased 17% during the 1990s).
- Non-family households are increasing as a percentage of total households. This population has unique housing demands, namely smaller and less expensive units. However, most new development is single-family homes.
- Housing costs are more affordable for renters than homeowners.
- Recent housing settlement has been scattered throughout the community.
- The condition of Lempster's housing stock is improving as measured by overcrowdedness and presence of plumbing facilities. Still, issues with housing condition within Sullivan County remain.
- When considering zoning, consideration should be given to diversifying Lempster's housing stock; this may include a provision for accessory apartments.

HOUSING GOALS AND RECOMMENDATIONS

GOAL: Maintain and enhance the diversity of housing types, sizes, and prices.

Recommendations

- Monitor housing development within the community. Tracking building permits and certificates of occupancy can do this. (Building Inspector)
- Ensure that local land use regulations encourage the private development of rental housing and affordable owned units by incorporating reasonable lot size requirements in areas suitable for denser housing development while accommodating the minimum square-foot requirements needed for health and safety. (Planning Board)
- Encourage accessory dwellings by providing a provision in any future zoning ordinance. (Planning Board)

GOAL: Use land effectively by maintaining traditional human-scale settlement patterns that are not land consumptive and that encourage neighborhoods that are walkable and provide a sense of community while providing transportation choice to residents of all physical abilities and ages.

Recommendations

- Housing development plans and patterns should be consistent with existing and proposed land use and transportation plans, both local and regional, in the interest of conserving energy, maintaining adequate municipal facilities and services and preventing sprawl. (Planning Board)

- Promote forms of housing development which would protect open space and reduce energy consumption. (Planning Board)
- Encourage housing in suitable areas where development will be compatible with the protection of natural features. (Planning Board)
- Site designs for residential development should ensure access for emergency services. (Planning Board and Fire Department)
- Direct housing development to village centers. (Planning Board)
- Consider water/sewer development and/or alternative septic designs to encourage denser development within the village centers. (Planning Board and Selectboard)

GOAL: Improve the condition of the existing and future housing stock.

Recommendations

- Promote the maintenance, conversion and rehabilitation of the current housing stock to meet needs. (Selectboard)
- Take advantage of housing subsidy programs and funds available for housing rehabilitation through the New Hampshire Housing Finance Authority, NH Rural Development and the U.S. Department of Housing and Urban Development. (Town Office Promotion)
- Implement and enforce building codes. Together with neighboring towns, consideration should be given to the cooperative support of a shared building inspector to implement the building code. (Selectboard)
- All structures should have adequate access for emergency services. (Building Inspector)
- Consider not allowing development in floodplains. (Planning Board)

CHAPTER VI TRANSPORTATION

An excellent transportation system is essential for the movement of people, goods, and services both within Lempster and to places beyond. Although transportation may be accomplished using a variety of different modes, the automobile is the dominant form of transportation in Lempster given the area's current infrastructure and low population density.

The primary roads in Lempster include New Hampshire Route 10, which runs north/south (state primary highway), and the 2nd NH Turnpike (state secondary highway), which bisects Lempster from east to west. The remaining roads are local. There is no public transportation in Lempster.

During the Community Visioning Workshop held in November 2004, participants identified several transportation issues. They include:

- Keeping local roads rural (narrow, unpaved, tree-lined); and
- Improve maintenance of roads

Of those responding to the Community Survey, about 40% rate summer and winter road maintenance as "good."

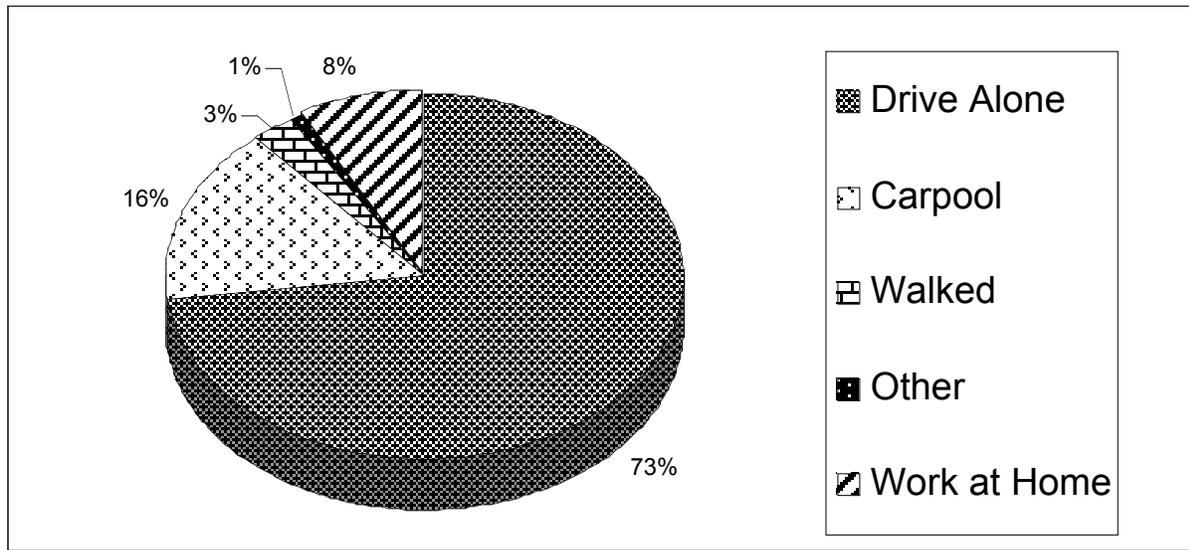
DEMOGRAPHICS

Commuting patterns

In the year 2000, there were 495 Lempster residents 16 years old and older who commuted to work. About 397 or 80% of working residents commuted out of town to work. Of those, thirty-seven percent of workers commuted to Newport and Claremont, followed by 4% of workers traveling to Lebanon. About 2% of Lempster residents work in Keene and another 2% in Hillsboro.

The average commuting time to work in 2000 was 33 minutes, a slight increase from the 27 minutes reported in 1990. The State of NH's 2000 average commuting time was 25 minutes. Figure VI-I summarizes the commuting means in Lempster based on 2000 U.S. Census data. It is interesting to note that Lempster has a high percentage of carpoolers (16%) compared to the State of NH where only about 10 percent carpooled in the year 2000.

Figure VI-1: Commuting to Work 2000



Source: US Census Bureau, Census 2000

Other important 2000 U.S. Census facts about Lempster's population include:

- Nine percent of Lempster's total population is dependent upon transit or assisted automotive travel due to their young age and inability to drive a motor vehicle (between 10-15 years).
- Fourteen percent of Lempster's population is 65 years old and older. The ability to drive for this population is becoming increasingly difficult. This segment of the population is expected to grow as the Baby Boomer generation ages.
- Nine percent of Lempster's population between the ages of 21 and 64 have a disability, which for some makes transportation to employment and services a challenge due to their inability to drive a vehicle.
- Seven percent of Lempster's population is below the poverty level, which may make motor vehicle transportation prohibitively expensive.
- Four percent of Lempster's households are auto less.

It is important to note that the figures described above are consistent with similar communities in New Hampshire and throughout the United States. Within these communities, a growing challenge is to provide transportation options to those who cannot utilize motor vehicles. Part of the answer from a municipal perspective is encouraging an environment that provides transportation choice. However, this may not be enough considering Lempster's rural environment where demand for these services is relatively low and the cost to serve those in need prohibitively high. Friends, family, and volunteers providing a ride is probably the best way to serve these groups' transportation needs, although liability issues are increasingly discouraging these informal networks.

As more people have become reliant upon automobile travel, development has become increasingly dispersed. This is evident in Lempster where the historic village along Lempster

Street has become less of a focal point in the community as development has occurred scattered throughout town. This development trend results in considerable travel distances between places that are important to people's lives such as home, work, shopping, and school. In order for Lempster to refocus development back towards historic villages, zoning, and site plan review will be necessary to coordinate land use and transportation. These tools can provide a community with the ability to shape development so that it provides more transportation choice. This could mean directing land uses towards village areas where shops, services, and housing can be intermixed allowing people to walk or ride a bicycle as a form of transportation. Zoning can require development densities that will encourage walking and bicycling. Site plan review can require the installation of sidewalks and other alternate transportation facilities to link commercial and residential development to the community. Clearly, shaping development and mixing land uses will not eliminate the need for motor vehicles or bus transportation, which will remain necessary to reach destinations outside of Lempster where most goods and services are available.

GOAL: Provide a transportation system that will meet, to the greatest extent possible, the mobility needs of local residents.

Recommendations

- Support transportation services for the elderly, disabled and youth. (Selectboard)
- Consider zoning as a means to focus development towards village centers and promote alternative transportation modes. (Planning Board)
- Create an equitable system of financing public transportation improvements including levying off site exactions to cover the costs of transportation and drainage improvements caused by development. (Selectboard & Planning Board)

PUBLIC ROAD SYSTEM

Roadway classification

The public road system in Lempster totals approximately 59 miles. All Lempster's public roads are broken into (4) different legislative highway classifications per RSA 229:5 as outlined below.

1. Class I. Primary State Highways consist of all highways on the primary state highway system, except for those segments of certain highways within the urban compact section of cities and towns listed in RSA 229:5, V (none in Lempster). State maintained.
2. Class II. Secondary State Highways consist of all highways on the secondary State highway system, except for urban compact sections. State maintained.
3. Class V. Town or City Roads and Streets consist of all highways which the municipality has the responsibility to maintain regularly, except for those within compact sections. Municipally maintained.
4. Class VI. All other existing public ways including all highways discontinued as open highways and subject to gates and bars and all highways that have not been maintained and repaired by the municipality in suitable condition for travel for 5 successive years or more. Unmaintained.

Table VI-1 outlines Lempster’s roadway miles based on this highway classification system. The number shown for Class VI roads reflects the information available through the current New Hampshire Department of Transportation (NHDOT) road inventory database.

Table VI-1: Road Classification Mileage

Roadway Classification	Roadway Miles
Class I. Primary State Highways—NH Route 10	8.030 miles
Class II. Secondary State Highways—2 nd NH Turnpike (east of Route 10)	6.610 miles
Class V. Town Roads and Streets—e.g., School Rd et al.	34.344 miles
Class VI. Unmaintained Roads—e.g., Keyes Rd to Unity TL et al.	10.394 miles
TOTAL	59.378 miles

Source: New Hampshire Department of Transportation 2004.

Highway expenditures

Road maintenance costs are an important consideration in most municipalities as the expense to operate a highway department is typically a large percentage of a community’s annual budget. In Lempster’s case, about 40% of the town’s non-school expenses have been dedicated to roads.

Table VI-2: Highway Department Expenditures

Year	Total Highway Expenditure	Total Non-school Expenses
1998	\$181,500	\$444,416
1999	\$200,000	\$493,667
2000	\$220,250	\$536,043
2001	\$216,538	\$540,791
2002	Not Available	Not Available
2003	\$238,591	\$576,046
2004	\$240,165	\$598,186
2005	\$292,640	\$663,747
2006	\$258,953	\$695,695

Source: Lempster Town Reports.

Road conditions

There is currently no comprehensive information about the condition of Lempster’s roads. The NHDOT has data on the condition of NH Route 10, which indicates that only a small portion of the road needs major work. Although Lempster does not maintain Route 10, the road is the major highway within town and its condition affects residents greatly. Maintenance and repairs of Route 10 are completed by the state and must compete with other state roads for limited funds.

Class V roads are town maintained and comprise the majority of the road system. As roadway reconstruction projects are very expensive, maintaining roads in consistently good condition to prevent severe deterioration can help to keep the costs down. The Town of Lempster should consider using a pavement management system to assist in prioritizing maintenance. This system consists of a methodology that is used in managing municipal highways and developing a

budget and priorities for roadway improvements. “Worst first” maintenance policies can end up costing a community greatly as roads that could be repaired inexpensively are sometimes left to deteriorate while roads already too far gone receive needed highway funds and would probably require no additional cost if repaired later.

Traffic volumes

Traffic volumes in Lempster have increased along US Route 10 (6% from 1997 to 2001) and have decreased on local roads where counts have been taken. The table below (VI-3) depicts the traffic volumes at (3) locations in town. The small reduction in traffic on the 2nd NH Turnpike could be attributable to variation in the sample counts.

Table VI-3: Annual Average Daily Traffic Volumes at Selected Locations

Highway	Location	1998 AADT	2001 AADT	Percentage Change
2 nd NH Turnpike	East of NH Rt. 10	510	490	-4%
Dodge Hollow Rd.	West of NH Rt. 10	50	40	-20%
NH Route 10	Goshen @ Lempster TL	1,800*	1,900	10%

Source: New Hampshire Department of Transportation and Upper Valley Lake Sunapee Regional Planning Commission. * 1997 count

Bridges, culverts and drainage

Bridges and culverts are important structures providing access over surface water and drainage features. If damaged, they can potentially cut off or delay emergency vehicle service to the town or a residential area. Those locations that are accessed by only one route over a bridge or large culvert without alternate routes are most susceptible. It is particularly important that these structures be built of appropriate minimum dimensions to accommodate at least 25-year storm events and be maintained in good structural condition.

There are 10 bridges in Lempster for which the NHDOT maintains bridge condition data. Six of these bridges are on the State Primary Highway Route 10 and four are on local roads. According to the NHDOT’s bridge condition assessment published in 2003 within the State Ten Year Plan, there are no red listed (have known deficiencies) or yellow listed (structurally deficient) bridges in Lempster.

Dirt Roads

Over 50% of all town maintained roads in Lempster are unpaved. These unsurfaced roads are designed differently than primary roads such as NH Route 10 and have different demands and impacts on the environment. Many of these roads were once trails and were gradually improved by adding crushed rock and/or gravel with little, if any, engineering.

To maintain roads in good condition, it is essential to drain water off roadways. Once stormwater is appropriately drained, it is then important to manage it so that it does not create pollution problems in adjacent surface waters. Impervious surfaces, including unpaved and paved roads, driveways and parking lots can adversely affect surface waters by contributing pollution. Pollutants from roadways can include sediments such as sand, petroleum products, and salt. In order to minimize the impact from roads, it is important that site development limit impervious surfaces roadway/driveway design properly handle runoff, and road maintenance procedures minimize erosion. Best Management Practices (BMPs) can be implemented by the town to maintain good water quality and to minimize flood damage to town infrastructure. Those BMPs may include vegetated buffer zones around surface waters, drainage basins that minimize erosion and allow for sediments to settle, and slope stabilization methods.

GOAL: Create and maintain road construction and maintenance procedures that are sensitive to the environment.

Recommendations

- Enhance the maintenance of gravel/dirt roads by implementing Best Management Practices (BMP) to minimize sediment erosion and protect water quality. (Road Agent)
- Encourage concentrated development in order to minimize the amount of needed road infrastructure and thereby reduce impervious surface. (Planning Board)

Capital Improvement Program (CIP)

A CIP is a nonbinding and advisory process that assists the governing body in budget planning. In Lempster, the legislative body has authorized the Planning Board to prepare a recommended program of municipal capital improvements. It provides costs and estimates for capital expenditures that allow a community to prepare for major expenses and avoid surprises. The application in terms of transportation may include preparing for replacing the highway garage, fixing roads and bridges and purchasing new highway equipment.

GOAL: Enhance the efficiency and cost-effectiveness of the town's road maintenance and reconstruction program.

Recommendations

- Develop and maintain a long-range improvement program for existing roadways, bridges and culverts. (Road Agent)
- Ensure the proper construction of roadways, bridges and culverts by continued implementation of road standards. (Planning Board & Road Agent)
- Continue to maintain a capital improvement program for advising the Lempster Selectboard. (Planning Board)

ROAD STANDARDS AND POLICIES

Access to highways and roads

Access points along highway and road corridors are important for the public's transportation needs, however, excessive or poorly planned access can have a major impact upon safety and roadway capacity. Too many, uncoordinated curb cuts and/or driveways can cause higher accident rates and safety hazards. Improperly designed and constructed accesses could cause adverse harm to the adjacent roadway and to the health and safety of town residents and to the traveling public. Therefore, accesses should be designed, built, and maintained in the best way possible to provide access to sites and to minimize potential problems.

The New Hampshire Department of Transportation regulates access by issuing driveway permits for all residential driveways, commercial entrances and new subdivision roadways along Class I and II highways. The State's design requirements limit a site to two driveways unless highway frontage exceeds 500 feet. Additionally, the maximum width of any access is 50 feet, driveway turn radii is not to exceed 50 feet, and driveway grades are to slope away from the highway to the existing ditch line.

The Town of Lempster currently has a permit system for driveways on Class V roads but no standards for construction exist. RSA 236:13-V authorizes planning boards to adopt driveway regulations to require a permit for all driveways, entrances or exits to public ways under municipal jurisdiction. Driveway regulations are based on safety issues such as adequate sight distances, maximum grade, minimum and maximum width requirements and proper drainage. In most communities, after the planning board has developed and adopted driveway regulations with standards for these areas of concern, the road agent administers the driveway permit system with appeals to the planning board. All new access points should be given careful consideration in driveway regulations in order to maintain and preserve the health, safety and general welfare of the town.

Existing access connections, including structures like culverts, remain the responsibility of the landowner. If any driveway connection threatens the integrity of the public road, the planning board or designee can require the owner to make the necessary repair. If the owner refuses to make the repairs, then the town may perform the repair and assess the cost to the landowner per RSA 236:13VI.

GOAL: Balance mobility and access on town roads.

Recommendations

- Amend the town's driveway design and construction regulations to include standards e.g. turning radius, drainage, sight distances and grade. (Planning Board)
- Consider the creation of an access management policy. (Planning Board)
- Consider requiring landowners to make repairs to driveways that threaten the integrity of local roads under RSA 236:13VI. (Planning Board)

Impact of developments and Off-site Exactions

Major subdivisions, multi-unit housing developments or commercial developments can have a significant impact upon the community in terms of increased traffic volumes and/or weight loads on town roads and bridges. It is well established under New Hampshire law that a landowner's vested right of access does not include the right to develop land in a way that will overburden the road or force a municipality to spend money to upgrade it. Any large development proposal should be closely evaluated for its likely impact on existing infrastructure and to determine if it might meet the scattered and premature clause in RSA 674:36-II, a, which allows a community to deny an application until planned improvements are made. Another option is to require funds from the developer to cover the cost of necessitated off-site infrastructure (highways, water, sewer, drainage) improvements (RSA 674:21, V) when the need of them is related to the development.

It is important to pay careful attention during development review to ensure that large development proposals do not cause unsafe conditions, overload infrastructure, and/or burden financial resources of the community.

New roads

Wider, straighter and flatter roads can adversely affect natural and scenic resources. A minimum travel surface width of 20 feet on local roads and 24 feet for collector roads are allowed under Lempster Subdivision Regulations. According to the American Association of State Highway and Transportation Officials (AASHTO) Guidelines for Geometric Design of Very Low-Volume Local Roads, the recommended total roadway width, including traveled way and shoulders, for both minor and major access roads (equivalent to Lempster's 'local road') is 18 feet for design speeds up to 40 mph (Washington, D.C., AASHTO, 2001). While seeking to maintain rural character, Lempster may consider requiring slightly narrower local roads in circumstances where safety and function are not sacrificed. Often it is perceived that wider roads are safer; however, this is not necessarily true in all circumstances. Wider roads have a tendency to facilitate higher vehicle speeds that can contribute to higher severity vehicle crashes or fatalities. Conversely, narrow roads encourage slower vehicle speeds and result in minor crashes. When considering road standards it is important to ensure that emergency response vehicles have adequate turning radii and road width to access all structures. It is also important to ensure that emergency response vehicles are appropriately sized given existing and future development because a large emergency response apparatus can require larger roads, which may not be consistent with community goals to maintain rural character.

Heavy vehicles

Given the soils resources in Lempster, excavation industries are extensive along Route 10. This corridor is used heavily to transport sand and gravel to locations predominantly north of town. As a result, a significant portion of the traffic on Route 10 is heavy vehicles. Although Lempster does not maintain Route 10, heavy vehicles can exact great wear and tear on peripheral locally-maintained routes. Attention should be paid to routes used to and from excavation sites to ensure traffic does not unduly burden roads. RSA 231:190 and 231:191 allow a municipality to set weight limits on Class IV, V and VI roads. For these limits to be enforceable certain procedures need to be followed.

Class VI Roads

Class VI roads are public rights-of-way that the public has a right to use; however, not necessarily the right to develop. These roads are not maintained by the town and are generally not considered acceptable roadways for residential access. Lempster has about ten miles of Class VI roads.

As development pressures increase, landowners will become increasingly interested in accessing their property via these roads. While landowners seek use of their land, the town must consider the budget implications of increasing the amount of maintained roads and the associated safety issues, should development be permitted without upgrading to a Class V. These corridors are also important recreational resources. By permitting development on Class VI roads, municipalities will almost certainly be confronted with additional infrastructure, emergency service, budgetary, and environmental challenges.

The Town of Lempster should have a written policy for dealing with Class VI roads to ensure a fair process for issuing or not issuing building permits. Important elements to this policy include when building permits should be granted and when maintenance should be discontinued. Lempster may also reclassify the roads to Municipal Trails or Fire Lanes. Municipal trails maintain the public right-of-way but preclude development. Fire lanes allow additional state money for maintenance for a legitimate fire protection purpose associated with these roads.

Street Names and Numbers

The proper assignment of street names and numbers is crucial to emergency response. Duplicate or similar sounding street names and irregular number schemes can make a quick response difficult. The town currently has a street numbering ordinance that regulates how streets are named and numbered. The fire chief implements the assignment of street numbers.

A review of the current ordinance reveals some issues that warrant attention, some of the major ones are listed below:

1. Naming driveways serving one structure is permitted.
2. There is no guidance given to consistently address multi-unit buildings.
3. The importance of avoiding duplicate or similar sounding street names is not emphasized.

Correcting street naming and numbering policies early and implementing changes according to the adopted rules will avoid costly and politically unpopular corrections in the future.

GOAL: Ensure that future development does not negatively impact Lempster's infrastructure, environment, emergency services, and financial solvency.

Recommendations

- Require off-site improvements i.e. non-impact fee development exactions for developments determined to have a significant impact upon town highways, water, sewer (when and if present or needed) and drainage. (Planning Board)
- Consider allowing narrower local roads, where appropriate in an effort to maintain natural and scenic resources. (Planning Board)
- Develop a Class VI road policy indicating when building permits should be granted and when they shouldn't, and when maintenance should be discontinued. (Selectboard)
- Preserve Class VI roads for future transportation and recreational use. Consider their classification as municipal trails or fire lanes. (Selectboard)
- Amend Street Numbering Ordinance to prevent conditions that may delay emergency responders. (Selectboard)
- Consider land use regulations as a tool to direct growth to locations where infrastructure is adequate. (Planning Board)

Scenic Roads

The goal of keeping well-maintained roads and preserving their rural character does not necessarily need to be at odds. The rural character of roads is important to Lempster residents and visitors. Features such as stonewalls, old trees, narrow winding roads, and scenic vistas add to the aesthetics of the community and contribute to the rural character of the town. Lempster has many roads with significant scenic qualities.

Any road, other than a Class I or II highway, may be designated as a scenic road by town meeting vote per RSA 231:157. Designated scenic roads enjoy certain protections designed to preserve the scenic qualities of stonewalls and larger trees within the public right-of-way along these scenic corridors. The main purpose of scenic road designation is to protect the scenic qualities of the road. However, its designation can also limit the amount of development supported by the road by maintaining roadway features which prohibit capacity improvements.

GOAL: Preserve the rural character of the town.

Recommendation

- Consider dedicating roads of exceptional scenic value as “scenic roads” under RSA 231:157. (Selectboard and Planning Board)

CHAPTER VII NATURAL RESOURCES

Lempster's natural environment is one of the town's major assets: its ponds, agricultural lands, hilltops, and forested areas are the backdrop and foundation for all human activities. Our physical, emotional and cultural well-being are inseparably linked to the health of natural systems. The economic, cultural, public safety, and health benefits of environmental protection are increasingly being quantified in economic and social measures that show them to bring significant values to human society.

At the Community Goals Workshop held in November 2004, participants identified several natural resource goals including:

- Preserve and raise awareness of water resources.
- Protect special resources such as open fields, wildlife and water resources.
- Purchase more land for conservation.
- Better maintain town forests and protect them from development.
- Use zoning to preserve open space and direct growth.

Community survey results indicate:

- More than half of respondents indicated that if land use regulations were adopted they should protect shoreland, wetlands and groundwater.
- About 60 percent of respondents strongly agree that preserving lakes/ponds and streams is important.
- More than 80 percent of respondents agree that protecting wildlife habitat is important.
- Almost 85 percent of respondents agree that preserving scenic views is important.
- About 80 percent agree that preserving aquifers is important.

This chapter provides an overview of Lempster's environment including its open spaces, watersheds, waterbodies, potential drinking water supplies, wildlife, forests, and other natural systems. Goals, policies and recommendations are also provided for protections of these resources.

FOREST RESOURCES

Forested areas provide the appealing backdrop for New England villages. In Lempster, wooded areas include a broad range of species, sizes and ages of trees. Most of Lempster lands are forested and privately owned.

These areas have many benefits, including:

- Providing important wildlife habitat;
- Providing jobs and raw materials for construction and wood products;
- Improving air quality;
- Contributing to the scenic landscape (especially in fall);
- Creating a screen for sun, wind, sights and sounds;
- Serving as a recreational resource;
- Fuel wood; and
- Stabilizing land to minimize soil erosion and resulting sedimentation, which degrades water quality.

Much of the commercially marketable forestland in Lempster is located on steep slopes. Poorly managed forest harvesting operations, as well as development of large areas of forested land, can result in wildlife habitat degradation, soil erosion, and other negative environmental impacts. The town should encourage landowners to seek technical forestry expertise to develop a forest management plan for any area which will be logged.

GOAL: Preserve and protect Lempster forests to ensure that they continue to provide environmental, aesthetic, and economic benefits.

Recommendations

- Provide educational materials on forestry best management practices to forestland owners. (Town Office Staff)
- Support state, federal, and private acquisition of land, through donation or conservation easements, to protect the town's forestry resources. (Selectboard)

AGRICULTURAL RESOURCES

Farming was a significant form of land use in Lempster until the mid 1900's. As the population migrated to the cities and more fertile lands in the Midwest, many farms were abandoned, with fields and pastures growing up to bushes, saplings, and finally renewed forests. Today there are few farms left in Lempster and many fields sit idle.

Much of the northern New England character is built upon the framework of the preexisting agricultural economy; however, open land that farming maintains does more than provide bucolic views. These lands provide habitat and travel corridors for wildlife, educational opportunities and "breathing space" for residents and visitors, as well as a disappearing link with history. Local farms provide fresh, high-quality food directly to the community and the region, eliminating the need for energy- and cost-intensive shipment and travel. They contribute directly and also indirectly to the economy by providing the quality of life that attracts companies and their workforce as well as tourists.

New Hampshire has major climatic and agricultural resource limitations on food production. Many of the things which the state is best suited to produce are energy and technologically intensive, as well as perishable and seasonal. New Hampshire is heavily dependent on imported foreign energy resources.

Soils that are best suited for agriculture and existing conserved lands are shown on Map VII-1.

Since agriculture is an important contributor to Lempster scenic, historic, and cultural quality of life, incentives should be created or continued to ensure that farmlands will remain open and viable in the future. The values or benefits of open space and agricultural lands include the following:

- Enhances the small-town character of Lempster;
- Provides scenic views that contribute to the quality of life and to a visitor's aesthetic experience;
- Supports tourism;
- Promotes self-sufficiency and small-scale economy when continued for agricultural purposes;
- Enhances and protects wildlife habitat;
- Ensures that agricultural land will be available if and when the demand for local agriculture products increase;
- Keeps local money in the economy;
- Ensures a positive fiscal impact for the town by paying taxes and not requiring services;
- And enhances neighboring property's value.

In contrast to much of the steep, forested areas, which pose significant constraints for development, agricultural lands usually impose the least constraints to development for residential, commercial, or industrial uses. This partly explains why so few of these resources remain today, and is the reason why the community needs to act soon if it wishes to conserve these lands.

The Current Use program in New Hampshire provides property owners the benefit of reduced property taxes on open space lands, but does not ensure long-term protection. The purchases of conservation easements, development rights or fee simple acquisition of significant open space or agricultural lands do provide long-term protection.

GOAL: Conserve our agricultural lands for their positive impact on the economic base resulting from their scenic qualities and food production value.

Recommendations

- Work closely with local, state, and federal land protection organizations to preserve agricultural lands through the use of conservation easements.(Conservation Commission)
- Consider zoning regulations to concentrate development away from prime agricultural lands. (Planning Board)
- Assist agriculture-related businesses through participation in state, regional, and local programs.(Selectboard)
- Consider providing tax benefits to encourage the preservation of agricultural land. (Selectboard)

OPEN SPACE AND SCENIC RESOURCES

The scenic landscape of a community helps define its natural, cultural and historical heritage and thus establishes its identity. A visually pleasing environment makes a significant contribution to a community's overall quality of life. The erosion of the visual character of a community can

have not only psychological impacts, but also very real economic impacts through the loss of tourism, depreciated real estate values, and an inability to market the community to prospective businesses and residents. As with other environmental impacts, visual degradation can happen incrementally to slowly change the character of a community. Open space land also provides wildlife habitat and corridors.

Several recent studies have shown the high economic value contributed by open space land. Open space also brings in more money in taxes than it uses in services. According to the *Economic Impact of Open Space in New Hampshire (Resource Systems Group, Inc. for the Society for the Protection of NH Forests)*, each acre of open space land provides \$1,500 of economic benefit to the community and state. Open space is vitally important to attracting and retaining businesses and increasing property values. It is also the foundation of agriculture, forestry, tourism, and recreation.

Inventorying and assessing scenic resources can help the town prioritize lands for protection. Below are some features worth considering.

Scenic features

- Hilltops and ridgelines
- Meadows and agricultural lands
- Forests
- Waterbodies/wetlands
- Cultural and historic features
- “Working landscape” (farms, animals, crops)
- Natural features and open space
- Community gateways

Important aspects

- Diversity and contrast
- Sense of order
- Uniqueness
- Depth and layers
- Focal points
- Intactness

Lempster is authorized under RSA 79-A: 25 to dedicate all or a portion of their Land Use Change Tax to the conservation fund. The town currently contributes 5% or up to \$5,000.00 of the Land Use Change Tax revenues towards conservation. The conservation fund may be used for expenses associated with land or easement acquisition and management, studies, maps, or any other conservation commission activity authorized by RSA 36-A.

The varying topography of Lempster affords town residents and visitors numerous scenic views which contribute to the town’s unique character. While there are several scenic views in Lempster, most of them are in residential areas not usually seen by travelers on state highways.

The several mountain ridges and deep valleys can only be appreciated from a distance and require seeking an elevation to be seen. Some scenic views and natural areas have been identified in the following table (Table VII-1).

Table VII-1: Scenic Views and Natural Areas in Lempster

Location	Description	Object of View or Significance
1. Top of the Mountain Road	Scenic View	Mountains
2. South Road	Scenic View	Sand Pond
3. Dodge Hollow Road	Scenic View	Silver Mountain
4. NH Route 10	Scenic View	Silver/Lempster Mountain range
5. Benway Hill Road	Scenic View	Lempster Mountain range
6. Grandview Road	Scenic View	Lempster Mountain
7. Grandview Road (bottom of)	Scenic View	Sunapee Mountain
8. Bean Mountain Road	Scenic View	Mountain ranges, Vt.
9. Dodge Brook, Dodge Hollow	Natural Area	Scenic waterway and fishing
10. Beaver Pond	Natural Area	Natural bog
11. Bog, east of NH Route 10	Natural Area	Wildlife
12. Hurd Pond	Natural Area	Fishing and wildlife
13. Dodge Pond	Natural Area	Fishing and wildlife
14. Duck Pond	Natural Area	Fishing and wildlife
15. Town Forest, Long Pond and Mill Rd	Natural Area	Wildlife and hunting
16. Giles Brook Marsh	Natural Area	Wildlife and hunting
17. Honey Brook State Forest	Natural Area	Wildlife and hunting
18. Dodge Brook State Forest	Natural Area	Wildlife and hunting
19. Cold River and Keyes Hollow	Natural Area	Fishing and wildlife
20. Ashuelot Headwaters	Natural Area	Important natural community

Source: Lempster Open Space and Recreation Committee 1985. Revised by Planning Board 2005

Some of these should be considered for “pull-off” and/or picnic areas, while some may warrant the negotiation of scenic easements, development rights or outright purchase. In addition, tree-cutting practices and sign ordinances should be established which will ensure that Lempster’s residents and visitors will be able to enjoy these beautiful views in the years ahead.

The visual quality of the subjects of these views should also be protected. Development on the town’s ridgelines and hilltops could significantly alter the town’s rural character.

GOAL: Identify and conserve important open space and scenic lands for their economic, recreational and scenic values.

Recommendations

- The town should consider allocating all or a percentage of the land use change tax to their Conservation Fund, as do many other communities, including Claremont and Walpole. (Selectboard)
- Identify and prioritize parcels of land that residents feel should be protected because of important scenic, cultural, ecological, historical or recreational value. (Conservation Commission)
- Develop an inventory and analysis of Lempster scenic views and vistas, particularly those at high risk of being lost. (Conservation Commission)
- Develop land use regulations to protect ridgelines, scenic views, and natural areas. (Planning Board)
- Promote sound tree cutting practices. (Planning Board, Conservation Commission & Town Office Staff)
- Develop a sign ordinance. (Planning Board)
- Consider providing tax benefits to encourage the preservation of open space land. (Selectboard)

WILDLIFE AND RARE PLANT SPECIES

Because Lempster has numerous ponds, large forested areas, a number of wetlands and open fields, it has excellent habitats for a diversity of wildlife. This biodiversity enriches the community by providing environmental, economic, and social benefits.

Important issues for protecting wildlife habitat and maintaining biological diversity are:

- Wildlife and its habitats enhance our quality of life and enrich our community.
- Wildlife related activities, such as fishing, hunting and wildlife watching, generate significant economic activity.
- Wildlife and its habitats cannot be supported solely through public acquisition of lands for protection, so local communities and private landowners are critical partners in wildlife conservation.

Critical habitat types include deer wintering areas (“deeryards”), wetlands and riparian areas (undisturbed vegetative buffers surrounding water courses). Wetlands and riparian areas are covered under the Water Resources section of this chapter. Deeryards are wooded areas consisting mainly of coniferous trees (softwoods such as hemlock and pine) that provide shelter from heavy snowfall and cold winter temperatures. Without such areas, many deer would not survive the long winter months.

The NH Natural Heritage Inventory (NHI), a state program within the Division of Forests and Lands, has documented the Common Loon and a significant Upper Perennial Riparian System in Lempster. The NHI finds, tracks, and facilitates the protection of NH’s plant and animal species of concern, and exemplary natural communities. Exemplary communities are distinctive communities of forests, wetlands, grasslands, etc. that are found in few other places in the state, or are communities that are very old and in good condition. Species of concern are those species

listed as threatened or endangered under the New Hampshire Endangered Species Conservation Act of 1979 or under the New Hampshire Native Plant Protection Act of 1987.

There are five basic impacts on wildlife that result from development:

- Unique or significant habitats are not recognized as such and are subsequently developed;
- Too much of an area may be developed, leaving an inadequate representation of natural plant communities to support native wildlife;
- Some wildlife will be more successful in association with human development at the expense of other species;
- Domestic pets, especially cats, prey excessively on native wildlife;
- Disruption of travel corridors between important wildlife habitats.

The future well-being of wildlife in Lempster depends upon large areas that are natural and undeveloped, as well as natural corridors along rivers, streams, and wetlands. A major challenge for biological diversity is sprawling development patterns that cover the rural landscape and that can cause habitat fragmentation. The fragmentation of wildlife habitat can result in parcels that are too small to support populations of some native species. Small parcels likely mean an increase in human disturbance, low productivity, decreased food availability, and increased predation by domestic animals. Wide-ranging species such as black bear will no longer be found in that habitat.

For optimum wildlife habitat, blocks of unfragmented land should be protected from human activity or development. Wildlife biologists consider 250 acres as a minimum for unfragmented habitat.

GOAL: Protect and preserve sufficient and viable habitats to ensure the continuation of healthy wildlife and rare plant species.

Recommendations

- Develop a Natural Resources Inventory to identify, analyze, and make recommendations for wildlife habitat and travel corridor protection. (Conservation Commission)
- Identify and catalogue parcels of unfragmented land in Lempster, with a special emphasis on lands that abut other parcels of conservation land, water bodies, or known wildlife habitat or travel corridors. (Conservation Commission)
- Use designs that protect important resources when subdividing land, particularly within those areas identified as unfragmented. (Planning Board)
- Amend Subdivision Regulations to require applicants proposing construction on undeveloped properties to contact the NHI Program to find out if species of special concern are known to be located on the property. (Planning Board)
- Educate landowners about the importance of protecting and enhancing wildlife habitat by providing workshops and/or displaying wildlife maps and publications in the town offices and library. (Conservation Commission)

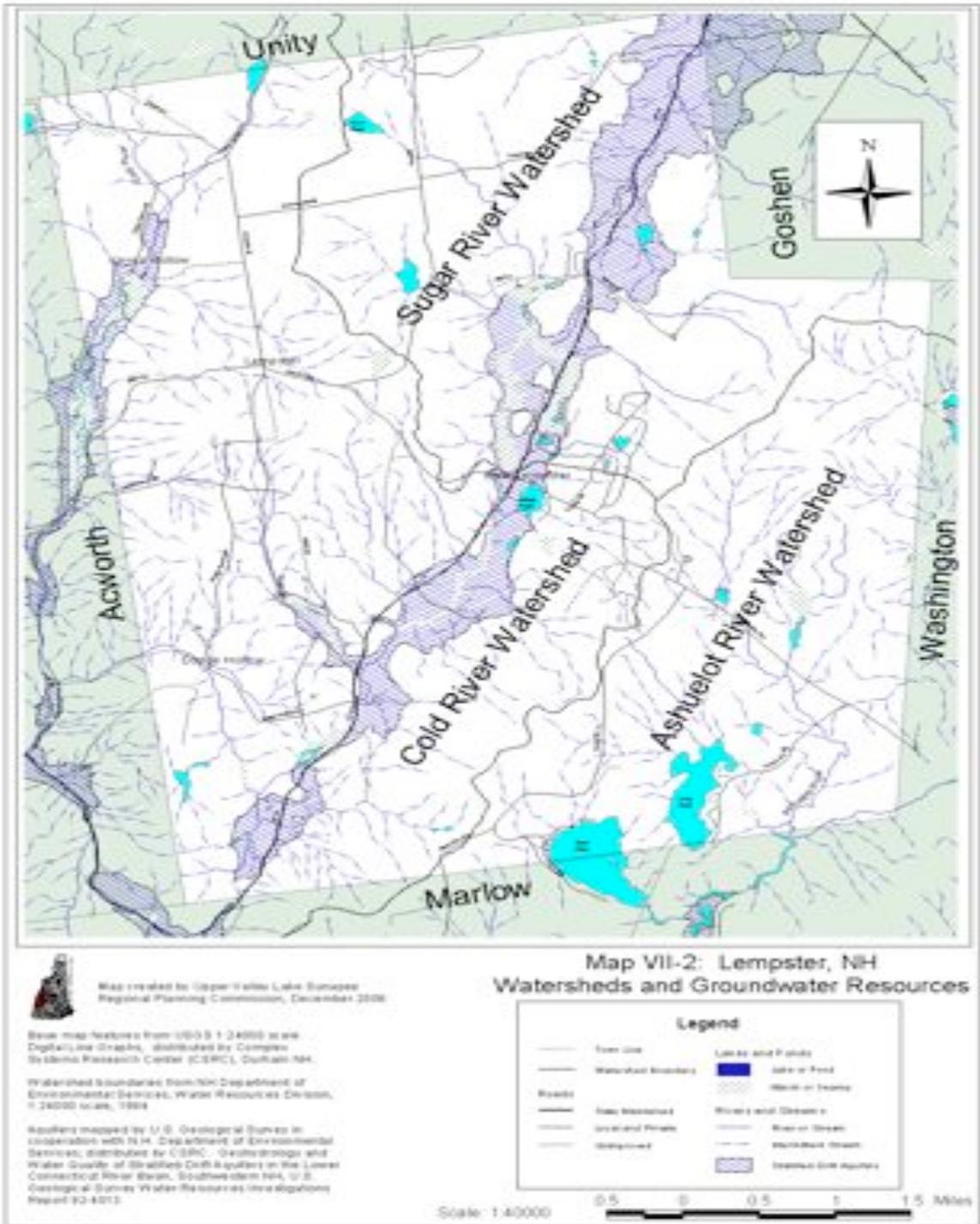
- Support private, state and federal acquisition of land, through donation or conservation easements, to protect the town's wildlife resources. (Conservation Commission and Selectboard)

WATER RESOURCES

Lempster's water resources are important and highly valued features of the Town's landscape. Dodge, Sand and Long Ponds contribute to the scenic environment, encourage tourism, stimulate economic development, provide important habitat, and present a variety of recreational opportunities. Groundwater resources are an important drinking water source for Lempster.

The topics in this section are presented in subsections for organizational purposes, but it is important to remember the interconnectedness of all water resources. All water in the environment is part of one hydrologic cycle and alterations to one feature of the system may lead to changes in another. Similarly, water resources know no political boundaries and consequently, activities that take place in one community often affect the residents of another.

Map VII-2 - WATERSHED AND GROUNDWATER RESOURCES



Watersheds

Three watersheds divide Lempster: the Sugar River, Cold River and Ashuelot River. (See Map VII-2). A watershed is made up of all the land that drains into a body of water. The line that connects all of the highest elevations around the water body defines the boundary of a watershed. As rain and snowmelt travel within this “catch basin” and flow by gravity into the water bodies and ground, they carry various amounts of nutrients and pollutants with them. A watershed approach to water resources planning is critically important, as watersheds are the main units of surface water and groundwater recharge. In addition, the land uses located within a watershed directly impact the water quality.

Surface waters

In the Community Goals Workshop, participants clearly communicated the protection of surface waters, and in particular pond frontage, as one of the town’s primary natural resource goals. Surface water pollution can result from a variety of human activities within a watershed. Nonpoint source pollution (pollution that cannot be traced to a single source such as a pipe) is the biggest contributor to water quality degradation nationwide (See Table VII-2). Pollution from pesticides, herbicides, septic systems, road chemicals, and other sources run over impervious surfaces such as parking lots, roads and construction sites on developed land, and into waterways.

Table VII-2: Nonpoint Pollution Sources

<i>Primary Groundwater Impacts</i>	<i>Primary Surface Water Impacts</i>
Surface impoundments	Erosion
Manure storage facilities	Snow dumps
Industrial chemicals	Stormwater runoff
Municipal chemicals	Agricultural runoff
Septage disposal lagoons	Pesticide use
Subsurface disposal concentration	
Junkyards	
Landfills and dumps	
Hazardous waste	
Salt piles	
Salted roads	

Much can be done at the local level to prevent degradation of surface water quality. Shoreline protection, including preservation of vegetative buffer strips, and erosion and sedimentation control can both be used to reduce the amount of pollution entering surface waters.

In 1994, New Hampshire enacted limited protection for lake, river, and coastal shores through RSA 483-B, the Comprehensive Shoreland Protection Act. The Act governs all structures within the protected shoreland, which within Lempster includes the Ashuelot and Cold Rivers and

Dodge, Sand, Long and Hurd Ponds. This includes, but is not limited to, primary structures, accessory structures, and water dependent accessory structures. Some changes made to the Act in 2001 affect the placement of structures within the protected shoreland. While the primary building setback remains 50 feet from the reference line, no municipality may establish a setback less than 50 feet from the reference line after January 1, 2002. In the case of a municipality with a greater shoreland setback, the more stringent setback shall apply. The other change to the Act was the inclusion of the Connecticut River, which is now protected. Additional protections are legislated for the Asheulot and Cold Rivers, both in the New Hampshire Rivers Management and Protection Program (RSA 483).

Maintenance or restoration of a natural vegetation buffer within the shoreline setback is important to water quality. In developing a strategy for establishing protective buffers for surface waters and wetlands, the Town should include protection and management techniques that go beyond regulation. Land acquisition is an important non-regulatory measure to protect water quality. Lempster has been fortunate to own several conserved forests that are not available for development. However, many opportunities remain for shoreland protection. The Conservation Commission is authorized by RSA 36-A: 4 to acquire the fee simple (full title) or a lesser interest in land for conservation purposes in the name of the Town. Other water resource protection options to pursue are conservation easements, which place permanent restrictions on certain uses of the land. Permanent restrictions may be appropriate for the Long Pond Town Forest (643 acres), which is currently protected by fee ownership and could be developed if the land was sold by the Town. The New Hampshire Nature Conservancy Ashuelot River Watershed Land Conservation Plan has identified this land as important wetland, forest, pond and river habitats and critical to the health of the Ashuelot River (as it is the headwaters).

Erosion and sedimentation control and stormwater management are other tools that can be used to decrease surface water quality degradation associated with development and other activities. Development on steep slopes is a significant source of sedimentation of surface waters. The erosion potential is greater because the soils tend to be shallower in these areas and the volume and velocity of surface water runoff is higher. Areas with slopes over 15 percent (See Map VII-3) pose a challenge to develop in an environmentally sound and cost-effective manner. Land with slopes over 25 percent is often best left as open space, due to the potential for erosion when disturbed.

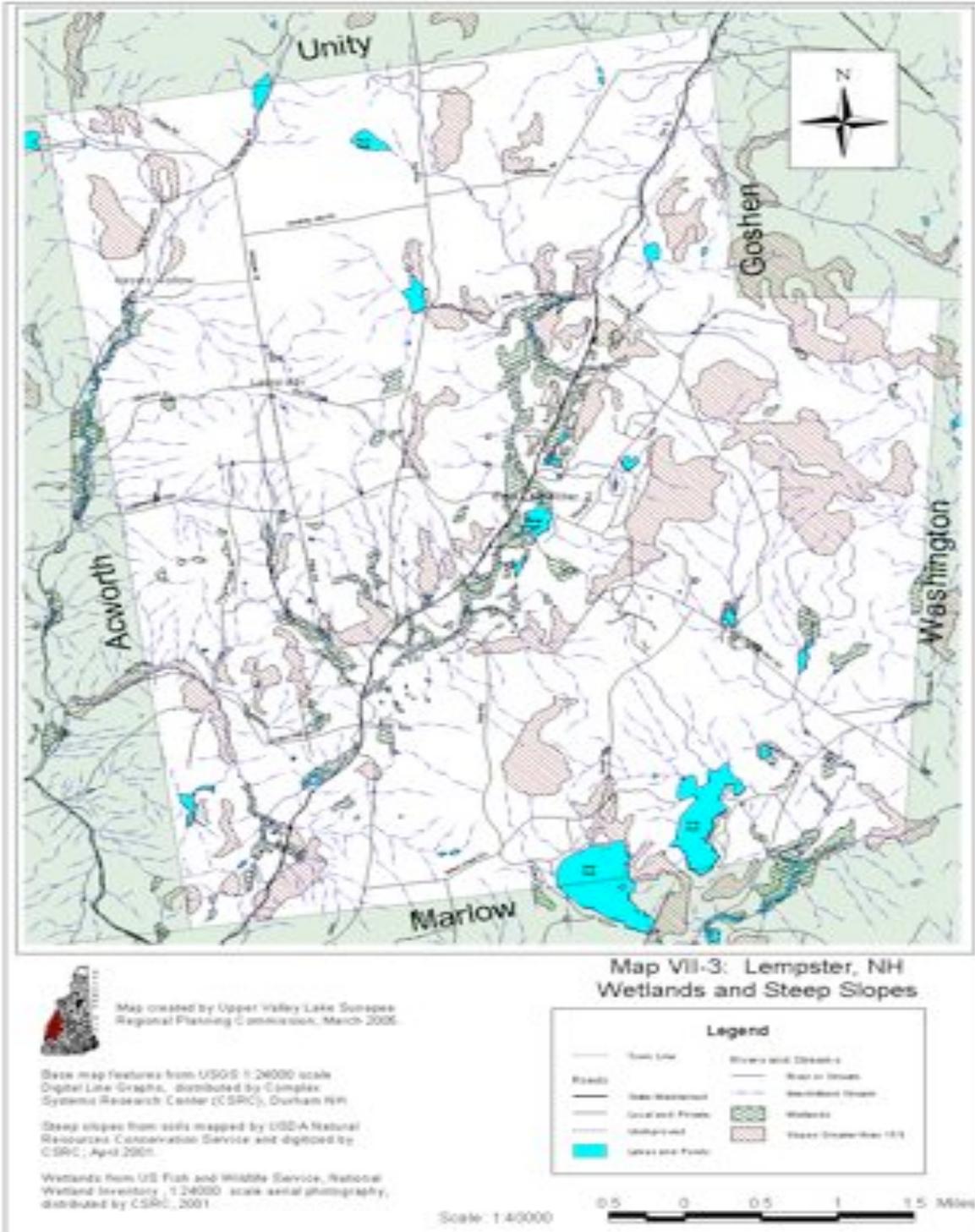
Stormwater runoff from roads and other impermeable surfaces often enters surface waters directly or via drainage structures, and carries with it salt, sediment, and other pollutants. One approach, termed “low-impact development” or “LID” promotes dispersed, on-site practices that slow down and cleanse runoff on its way to ground and surface waters. This approach promotes low-tech methods such as rain gardens, open drainage swales, and depression storage to disperse and treat stormwater runoff.

GOAL: Maintain or improve the water quality in all of the town’s surface water features. Ensure that the water bodies continue to support environmental, recreational, aesthetic, and other values.

Recommendations

- Create policies to protect surface water quality, such as shoreland regulations for rivers, streams, ponds, and lakes. (Planning Board)
- Support efforts to educate landowners regarding issues such as the importance of vegetated buffers and the impacts of improper use of fertilizers. (Conservation Commission)
- Cooperate with landowners and land protection organizations to permanently protect riparian lands through conservation easements or other means. (Conservation Commission)
- Permanently protect the Long Pond Town Forest that includes a portion of the Ashuelot headwaters, a significant upper perennial riparian system. (Conservation Commission, Selectboard & Planning Board)
- Consider creating a Steep Slopes District in order to prohibit development on slopes over 25 percent, and carefully plan and manage development on slopes between 15 and 25 percent. (Planning Board)
- Update the town's regulations to adequately address the issues of stormwater management, erosion and sediment control to improve the quality of the town's waterbodies. (Planning Board)

MAP VII-3 WETLANDS AND STEEP SLOPES



Wetlands

Wetlands are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. Wetlands include such areas as swamps, bogs, fens, floodplains and shorelands. Wetlands must have the following three attributes:

1. At least periodically, the land supports predominantly hydrophytes (wetland flora);
2. The substrate is predominantly undrained hydric soil; and
3. The substrate is saturated with water or covered by shallow water for at least fourteen days during the growing season each year.

The value of wetlands for groundwater and stream recharge, flood attenuation, pollution abatement, and wildlife habitat is still little understood and vastly under-appreciated. Wetlands and their valuable functions are essentially doing the work of engineers free of charge, saving municipality's money and effort in pollutant and flood mitigation. Most wetland areas in Lempster are found in areas of poorly drained soils associated with the ponds and brooks. Map VII-3 shows wetland areas mapped by the US Fish and Wildlife Service, National Wetland Inventory. Smaller wetland systems are not identified through this aerial photography.

Wetlands are delicate ecosystems, susceptible to disruption by change in the surrounding environment. Wetlands possess the potential to absorb nutrients from sewage, wastewater effluent and runoff, carrying trace metals and agricultural chemicals. Pollutants such as oil, grease or road salt from highways can be trapped by wetlands before polluting surface waters and groundwater. However, partial loss of wetland area can reduce the capacity of a wetland to perform its important functions. The small, incremental filling and degradation of wetlands over the years continue to add up to a significant loss of wetland acreage and function. Frequently, this loss is accompanied by an increase in urban runoff, carrying pollutants to surface waters and increasing sedimentation.

New Hampshire legislation RSA 482-A, Fill and Dredge in Wetlands, states that a permit is required from the New Hampshire Wetlands Board for any construction, excavation, removal, filling or dredging in wetlands. Municipalities are also permitted to designate some wetlands within their borders as "Prime Wetlands" because of size, unspoiled character, fragility, or uniqueness. Designation of these wetlands as prime assures an added layer of protection in the dredge and fill permitting process.

The state guidebook *Buffers for Wetlands and Surface Waters* (NH Office of Energy and Planning) recommends 100 feet as a reasonable minimum buffer width under most circumstances to protect wetlands for the benefit of wildlife, drinking water quality, scenic beauty and the local economy. Acquiring easements from willing landowners is an excellent non-regulatory strategy for protecting important wetlands and buffers.

The Conservation Commission has several major responsibilities towards the protection of wetlands, including the opportunity to review and comment on any proposed local wetland

project to the NH Wetlands Board and/or the U.S. Army Corps of Engineers. The Conservation Commission is also responsible for inventorying and mapping wetlands.

GOAL: Protect and preserve wetlands to ensure continued habitat preservation, flood control, and purification of surface waters.

Recommendations

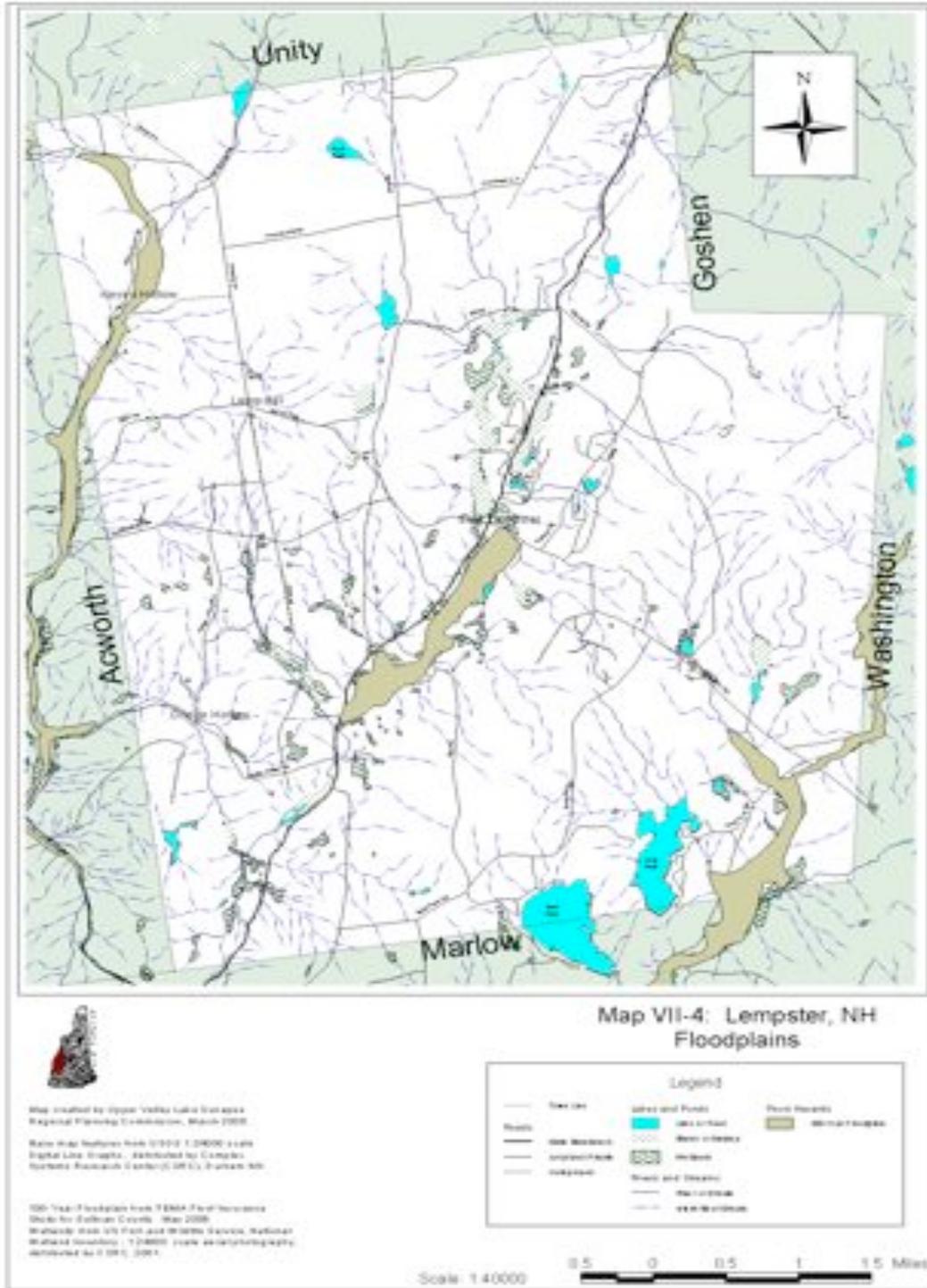
- Consider establishing 100' setback requirements within zoning and subdivision regulations to protect wetlands from fill/development and salt from roads and parking. (Planning Board)
- Conduct a local wetlands inventory to identify and evaluate wetlands and assess protection needs. (Conservation Commission)
- Inventory and legally designate prime wetlands for special protection from encroachment by development. (Conservation Commission)
- When evaluating development proposals that affect wetlands, consider adjacent upland habitats, buffers, stormwater effects, and other such impacts. (Planning Board)
- Work with land trusts and other conservation organizations to prioritize wetlands for conservation easements and other forms of permanent protection. (Conservation Commission)

Floodplains

Floodplains and ponding soils are the periodically water-inundated flat lands adjacent to rivers and streams. Floodplains serve as storage areas for water during times of flooding and provide travel corridors for wildlife. Due to their important ecological characteristics, development in floodplains presents some special problems, including: 1) a high probability of property damage during flooding; 2) the restriction of periodic water storage resulting in potentially greater flooding; and 3) the increased likelihood of erosion and sedimentation. The latter factor can cause increased turbidity of water in rivers and streams.

A few designated floodplains exist in Lempster including the Asheulot and Cold River areas and a segment of the Hamlin Brook corridor (See Map VII-4). Homes or structures in these areas, or anywhere in the town, are unable to be insured against flood loss unless Lempster begins participating in the National Flood Insurance Program (NFIP). Not participating in the NFIP also precludes federal financial disaster assistance due to flood. Although there may be a low potential for flood in the community and little development within the flood areas, the choice of not participating in the program should be made only after considering flood hazards and determining if insurance and floodplain management will benefit the community.

MAP VII-4 FLOODPLAINS



GOAL: Manage development of the 100-year floodplain so it can perform its function of passing and storing floodwaters.

Recommendations

- Consider the benefits of participating in the National Flood Insurance Program.(Selectboard & Planning Board)
- Consider implementing floodplain regulations that are more stringent than the current (FEMA) regulations, and discourage development in the floodplain. (Planning Board)

Groundwater resources

Groundwater is water below the land surface. Groundwater is found in gravel pockets or in fissures in bedrock. The term “aquifer” describes water saturated earth materials from which a water supply can be obtained. There are three types of groundwater aquifers: stratified drift; till; and bedrock. The basic difference is that stratified drift and till aquifers are composed of unconsolidated glacial deposits (loose earth materials), while bedrock aquifers are solid rock. In stratified drift aquifers, the materials are sorted sand and gravel. In till aquifers, the materials are a gravel, sand, silt and clay mixture. In bedrock aquifers, the rock is fractured.

Map VII-2 shows groundwater resources in Lempster.

All Lempster residents are reliant upon groundwater resources for drinking water, agriculture and industrial processes. Groundwater also serves to support sensitive ecosystems, such as wetlands and wildlife habitats.

Groundwater contamination can occur from a variety of sources, both natural and manmade. While groundwater may commonly contain one or more naturally occurring chemicals, such as iron and manganese, which are leached from the soil through which it percolates in concentrations that may exceed Federal or State drinking water standards, it is the contamination from human activities that pose the greater threat. The most common sources of human-induced groundwater contamination are: waste disposal practices; materials/waste storage practices; and agricultural practices. The aggregate impact of individual septic systems is a large contributor to groundwater pollution.

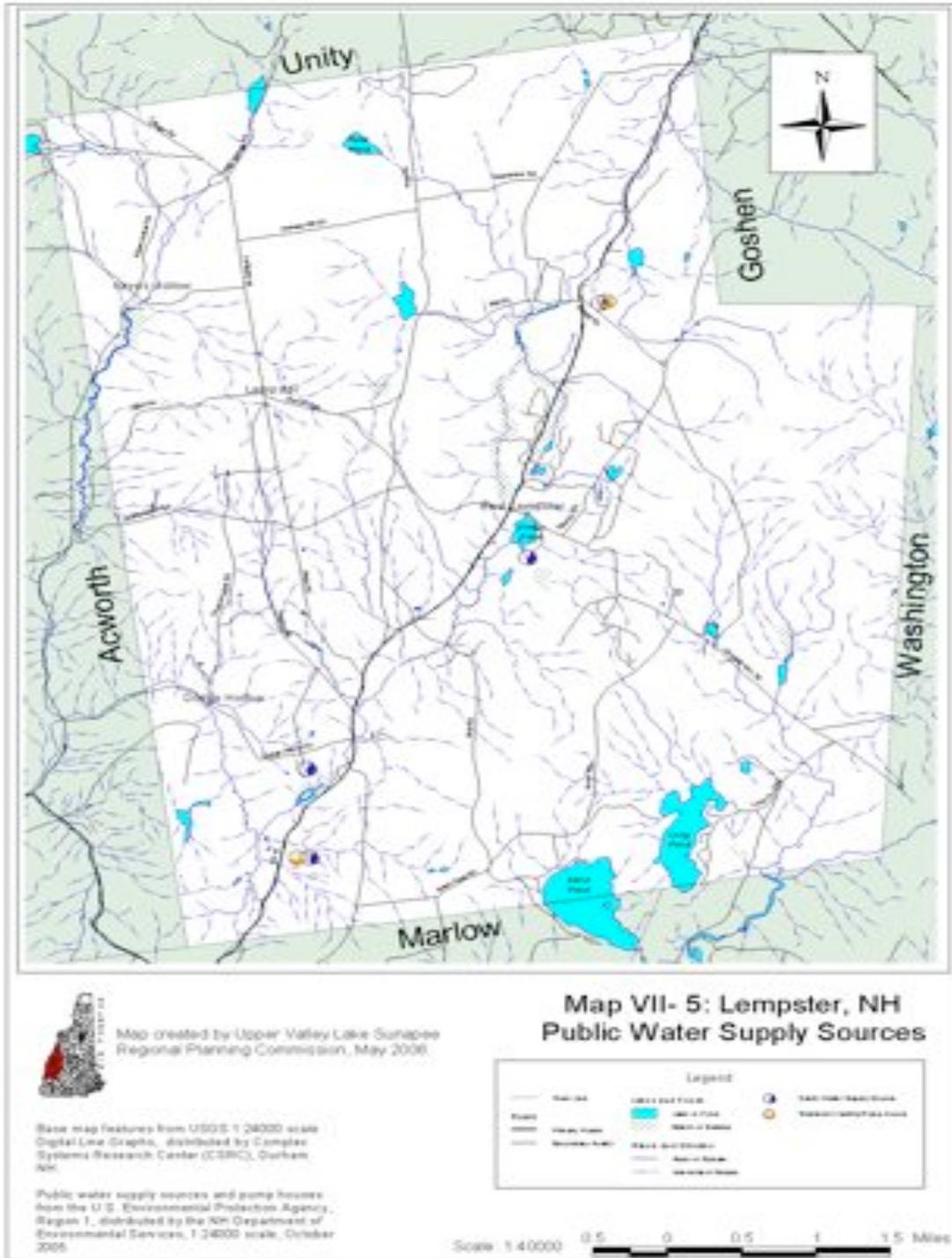
Lempster may consider studying and identifying a well site for a future public drinking water supply. This would allow the creation of a Drinking Water Protection Ordinance (DWPO) to prohibit uses involving toxic or hazardous materials, single walled fuel tanks, snow dumping, automotive uses, laundry and drycleaning, landfills, and road salt storage in the vicinity of the well. Existing public drinking water supplies are depicted in Map VII-5.

GOAL: Protect the groundwater resources in Town to ensure that an adequate supply of clean drinking water is available for residents, businesses, and visitors.

Recommendations

- Development proposals should be designed to minimize the amount of impermeable surfaces and provide for on-site stormwater treatment to enable groundwater recharge. (Planning Board)
- Consider studying and identifying a public water supply to provide residents water quality protections. (Planning Board)
- Educate residents about septic system maintenance. (Town Office)
- Participate in regional household hazardous waste collections. (Selectboard)
- Educate residents about the benefits of and need to preserve groundwater resources. (Town Office)

MAP VII-5 PUBLIC WATER SUPPLY SOURCES



Best Management Practices

In many cases, the water quality impacts associated with development and other activities can be minimized if proper care is taken in how the activity is planned and carried out. Best Management Practices (BMPs), (site source) strategies to prevent or reduce non-point source pollution, have been developed for many activities, including:

- Septic systems, to maintain proper functioning;
- Road construction and maintenance, to control erosion and sedimentation;
- Road salting and snow dumping;
- Site development;
- Excavations;
- Logging;
- Agriculture;
- Stormwater management; and
- Use and storage of hazardous materials.

If applied, BMPs can help protect surface waters and groundwater. Information on BMPs is available from a variety of agencies and organizations.

GOAL: Gather information and resources for, and implement, best management practices to protect surface waters and groundwater from nonpoint pollution.

Recommendations

- Provide information about BMPs to landowners. (Town Office)
- Incorporate BMPs into future land use regulations as conditions of approval for applicable activities. (Planning Board)
- Ensure that BMPs are followed when required. (Planning Board & Road Agent)

EARTH MINERAL RESOURCES

Lempster's earth mineral resources include deposits of sand and gravel which are mined commercially throughout Lempster.

Sand and gravel operations are important to our economy. These earth resources provide construction aggregate for roads and other development activities and, thus, it is important that known deposits of these resources be identified and wisely used.

At the same time, earth excavations can be a disruptive land use, creating dust, noise, fumes, and heavy truck traffic, which may leave a damaged landscape. Excavation activities may cause erosion and sedimentation, fuel spills, and exposure of the water table, which may in turn contaminate groundwater. Excavation too close to the water table may result in local flooding in wet years when the water table is unusually high. Thus, it is important that excavation operations be performed with care. Plans for excavations should consider the impacts on aesthetics, wildlife, ground and surface waters, air quality, roads, adjacent land uses, and the character of the surrounding area. They should also include a reclamation plan and security to ensure implementation of reclamation measures.

Map VII-6 shows construction materials and earth resources within Lempster. The data on the map are from the USDA Natural Resource Conservation Service and are most useful to understand probable locations of sand and gravel resources. Another indicator of sand and gravel resources are aquifers, which are shown on Map VII-2. By their very nature, stratified-drift aquifers are prime sand and gravel deposits. Aquifers and potential sand resources coincide along the Route 10 corridor from Newport to Marlow.

Lempster excavation regulations and state law RSA 155-E regulate earth excavations. These provisions provide a local review process by the Planning Board to ensure adequate standards and safeguards exist to minimize environmental impacts. Additional controls, namely directing the location of sand and gravel excavations, can be obtained through zoning.

One provision in state statute RSA 155-E allows a town with identified US Geological Survey aquifers to protect those resources by prohibiting any excavation which would substantially damage a known aquifer. Map VII-2 identifies these resources and can be used as part of the application process. Possible damages resulting from an excavation located directly over an aquifer include adverse effects on the water table from digging too deep and the danger of pollution from spills of truck oils and other chemicals used on the site which could percolate through the soils into the groundwater.

Construction material resources are valuable for their use in local construction and for export to other communities. Responsible excavation operations which devote careful attention to environmental concerns and site restoration can continue to provide Lempster with a stable economic resource that also meets other goals of preserving rural character, aesthetics and the environment.

GOALS: Ensure that earth resource extraction methods will not result in significant degradation to the aesthetic, environmental, or economic values of surrounding areas.

Ensure the reclamation of land areas that are disturbed by the extraction of earth minerals

Recommendations

- Continue to review each excavation application to ensure compliance with the provisions of RSA 155-E and local standards. (Planning Board)
- The Planning Board should require that the applicant for a new or expanded earth excavation identify the location of the proposed operation relative to the known aquifers based on the referenced “stratified-drift aquifer map” (Map VII-2). If the proposed operation overlays a known aquifer, then the Planning Board should require the applicant to demonstrate that their earth excavation will not substantially damage the known aquifer. (Planning Board)
- In reviewing an earth excavation application, the Planning Board should call upon any outside engineering or environmental consultants, including the Natural Resource Conservation Service, at the applicant’s expense, for advice on potential adverse impacts of the proposed operation and recommendations on how to mitigate those impacts, and review of the proposed reclamation plans. (Planning Board)

CHAPTER VIII ECONOMIC DEVELOPMENT

A community's economic structure is determined by the way in which residents, businesses, and government receive and spend income. The local and regional economy is dynamic in nature and is strongly related to both the state and national economies.

The region's first settlers were primarily subsistence farmers and sheep raisers. As transportation routes further developed, the relationship between farms and towns strengthened as the buying and selling of products took place. Better transportation routes along the Connecticut River and the Turnpike system allowed the region to export farming products and thereby increase money and spending within the region. Income multiplication occurred as growth in agriculture productivity and output increased and farm inputs such as fertilizers, veterinary services, seeds, and banking services supported the agricultural industry and circulated money throughout the region. As the region's economic environment diversified, there was less dependence upon agriculture. During the mid to late 1800s national events caused a change in the region's economic environment. Better transportation, among other things, facilitated the mass migration of farmers to the Midwest. The railroads reached Newbury, starting tourism and resort development in the Lake Sunapee area. The region no longer had a comparative advantage for producing agriculture products and therefore lost much of the agriculture industry and the region's population. There was, however, a new economy emerging. Railroads and the utilization of waterpower gave advantages to the region's industrial centers to produce textiles and machine tools. The peak of this manufacturing era was in the 1920s. Shortly thereafter the industry began to decline, as the advantages to producing similar products were elsewhere in the world. The machine tool industry held on the longest and still remains to some degree, while the textile manufacturers in Newport ceased operation sometime in the 1950s. This was driven by competition from southern cotton mills, which caused Newport to restructure and manufacture shoes for a short period of time.

The economy continues to evolve. Manufacturing industries have been predominantly replaced with service and technological industry sectors. Sullivan County communities that were heavily invested in manufacturing have had a difficult time as the economy restructures once again, this time towards service-oriented industries. Agriculture has become an even smaller part of the regional economy, although it still remains a priority. As the roles of the region's development centers change according to their comparative and absolute advantages with respect to larger market areas, the mix of industries change.

Too often today's economic development is heavily focused on increasing the municipal tax base, which is a narrow and often unsatisfied objective. Wage levels are also an important consideration, but they are often deceiving in terms of understanding true regional benefits. Successful economic development is a comprehensive approach, which focuses primarily on increasing the productive capacity of the regional economy.

The overall objective of economic development planning is to improve the growth possibilities of the regional economy by either enhancing the comparative or absolute advantage of the region to export products, or by improving opportunities and conditions for intraregional trade. How a municipality or region achieves these objectives will characterize the general quality of life and

the area's attractiveness to employers and residents. This is a complex process, as housing, childcare, public policy, and resource availability, among other factors, must be balanced to achieve an environment which nurtures business and supports community values.

There are three general ways local government can influence economic development. They are:

1. Infrastructure development (water, sewer, transportation, communications and labor);
2. Development and support of public and private institutions such as development corporations; and
3. Creation of public sector policies e.g. land use, taxation, and education.

There are five basic economic development strategies that can be employed. They include:

1. Keeping dollars inside the community or region by supporting the intraregional exchange of goods and services;
2. Supporting existing business by helping existing business expand and stay in the community;
3. Encourage new business and entrepreneurship;
4. Recruit outside businesses, which are consistent with community-wide economic development goals; and
5. Local and regional planning.

Community Survey Results

Residents and landowners were given a list of land uses and asked which they would like to see in Lempster. Below are the activities favored by the majority of survey respondents and those not wanted in town:

Would Like to See (% Yes)

Farms (88%)
Post Office 85%
Cottage Industries/Home Occp 73%
Horticulture 73%
Restaurants 64%
Professional Offices 53%
Light Manufacturing 53%
Personal Services 53%
Tourism 53%
Recreation activities 53%

Would Not Like to See (% No)

Heavy Manufacturing 71%
Shopping Centers 64%
Motorized Race Tracks 56%
Warehousing 56%

Trends

The growth in Lempster in recent years has been largely residential development. Lempster has become primarily a bedroom community for people to find less expensive housing associated with employment opportunities created in the Newport/Claremont area or second homes for those out-of-state.

Industry and commercial ventures in Lempster are few. Currently, there is one store in full operation, supplying minimum food needs. Other commercial activities include maple sugaring, automotive service stations, vegetable production and earth excavation for sand and gravel.

Other primary industries in Lempster are logging, sawmills, and education (Goshen-Lempster School).

As towns surrounding Lempster continue to grow, Lempster may offer an attractive alternate location for industry. This is why it is important to consider how and where the Town wants to grow to eliminate potentially adverse impacts of poorly sited, incompatible growth. The Route 10 area, which was identified in the last master plan update as a location to encourage light industrial growth, continues to be a preferred location for that type of development. Given the likelihood that many sand and gravel sites will redevelop once depleted, it is important that consideration be given to the desired land uses for these areas. Growth should be concentrated and not dispersed throughout the community. Consideration should be given to the development of water and sewer infrastructure in areas where growth is desired.

Another consideration is fostering an environment for in-town employment opportunities for Lempster's young people, to permit them to settle here if they so choose. Cooperative enterprises, perhaps based on the town's forest resources might be considered initially. Small, industrious activities by residents within their homes often referred to as cottage industries are often outgrowths of the agricultural industry but are now becoming more technological and information oriented e.g. computers and internet. These activities can be very beneficial for a community. They provide outlet for ingenuity and entrepreneurial endeavors while also keeping money circulating inside the community. Attracting this investment is sometimes as simple as being the "right" location. This often means a high "quality of life", especially good schools.

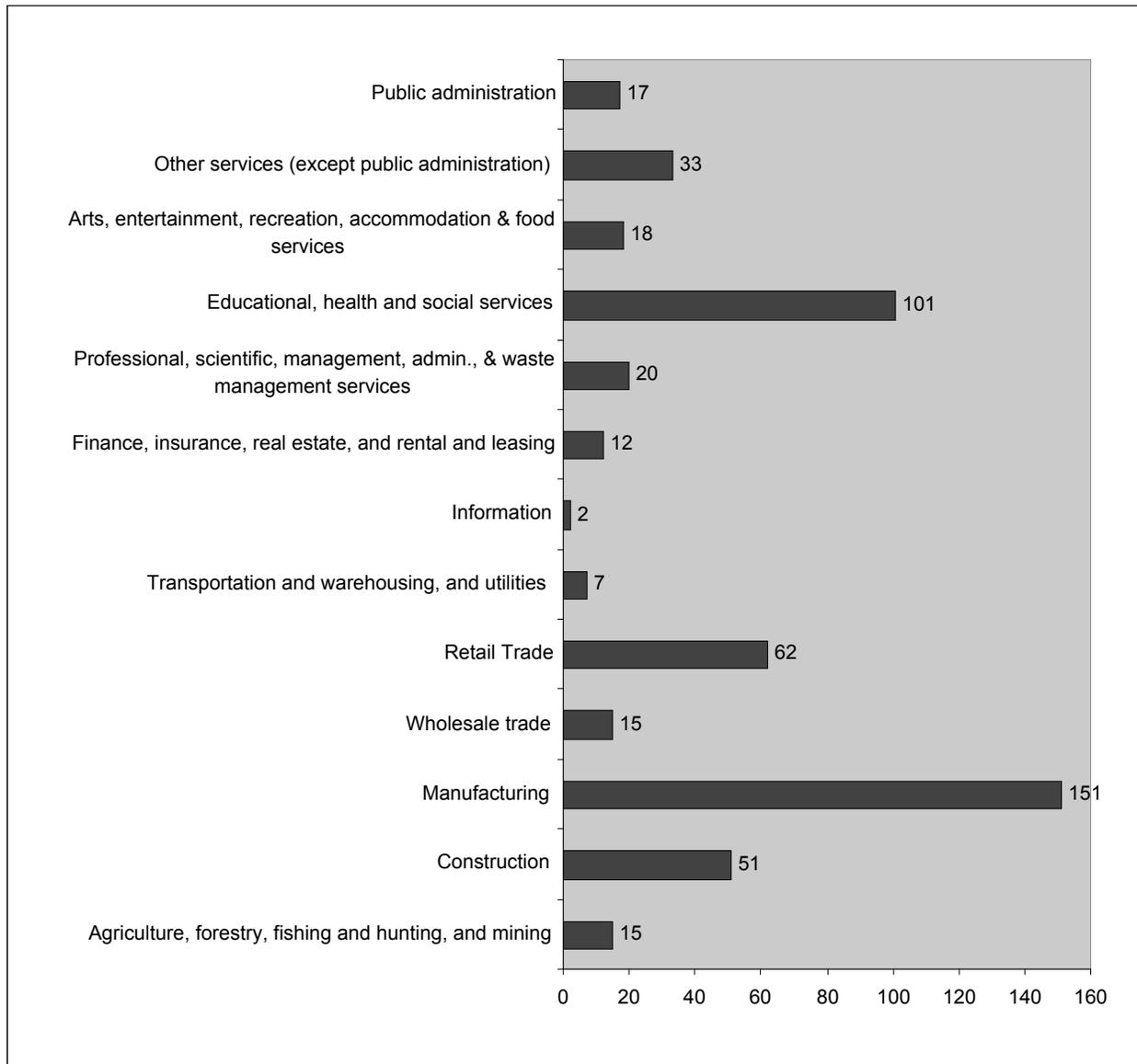
Lempster's timber resources and lumber mills also could support manufactured wood products industries, e.g. furniture, cabinets etc. Lumber and related industries could be encouraged to expand in Lempster to improve the economy and employment opportunities. More modern industries or occupations could also be a focus of efforts. These could include information technology related business or the manufacturing of crafts such as dolls or custom jewelry.

The town's economic welfare is related closely to the area perceived by the business community as an attractive, high-amenity region with good highway transportation access. Low unemployment and housing vacancy rates have been minor constraints. The Sullivan County Comprehensive Economic Development Strategy is a process that seeks to address the region's greatest development issues and is a valuable resource for Lempster as they consider development options.

Employment

The percentage of Lempster's residents' employment by industry sector is presented graphically in Figure VIII-1. The total number of Lempster residents employed equals 504 for the year 2000. The predominant employment sectors, when combined equal almost half of Lempster's employment, include, manufacturing (30%), educational, health and social services (20%) and retail trade (12%).

Figure VIII-1: Lempster Resident Employment by Industry Sector: 2000



Source: US Census Bureau, Census 2000

Note: “Resident Employment” refers to Lempster residents and the industry sectors they are employed. These jobs may or may not be located in Lempster.

A comparison of the resident employment by industry sector between the Town of Lempster, the UVLSRPC Region and the nation is provided in Table VIII-1. The resident employment in Lempster is significantly higher in the manufacturing sector with a percentage about double that of the region and the nation. The percentages of resident employment in Lempster in the information and finance, insurance and real estate sectors is low compared to the region and the United States.

Table VIII-1: Percentage Lempster Resident Employment by Industry Sector Compared to the UVLSRPC Region and the U.S: 2000

Percentage of Resident Employment			
Industry Sector	Lempster	UVLSRPC Region	U.S.
Agriculture, forestry, fishing, hunting & mining	3	1	2
Construction	10	6	7
Manufacturing	30	15	14
Wholesale trade	3	3	4
Retail Trade	12	12	12
Transportation, warehousing & utilities	1	3	5
Information	0	3	3
Finance, insurance, real estate & rental and leasing	2	4	7
Professional, scientific, management, administration, & waste management services	4	7	9
Education, health & social services	20	31	20
Arts, entertainment, recreation, accommodation & food services	4	7	8
Other services	7	4	5
Public administration	3	3	5

Source: U.S. Census

Unemployment and Underemployment

The UVLSRPC Region as a whole has a very low unemployment rate, far below state and national averages. As shown below in Table VIII-2, the unemployment rate in Lempster was about the same as the State of New Hampshire and below the national average. A tight labor market can restrict economic growth.

The problem with the measure of unemployment is that it does not consider the situation of those employed. Underemployment refers to those who are not fully utilizing their skills in the work place. Often, skilled machine tool trades persons who are out-of-work cannot find comparable employment and settle for one or more lower-paying and less-skilled jobs. Many of these individuals work low-paying jobs, collect assistance or have given up looking for work

altogether. The Region and those underemployed persons will benefit from more information and planning for this population.

Table VIII-2: Comparison of Unemployment Rates, Lempster, New Hampshire & U.S.: 1990 & 2000

Unemployment Rate			
Year	Lempster	New Hampshire	U.S.
1990	5.9%	5.7%	5.6%
2000	2.7%	2.8%	4.0%

Sources: N.H. Department of Employment Security & U.S. Bureau of Labor Statistics

Income

Income levels in Lempster lag behind the state and the U.S. Median household income is defined as the total earnings derived by all members of the household, which when ranked together with all household incomes would divide the top and bottom half of all incomes. It is a measure of economic well-being and/or poverty. The median household income for the Town of Lempster in 2000 was \$40,458 which was about 22% lower than the median household income for the State of New Hampshire and about 4% lower than that found across the U.S. for the same year.

Table VIII-3: Comparison of Median Household Income, Lempster, New Hampshire & U.S.: 1990 & 2000

Median Household Income			
Year	Lempster	New Hampshire	U.S.
1990	\$28,750	\$36,329	\$30,056
2000	\$40,458	\$49,467	\$41,994

Source: U.S. Census

Per capita income is total income divided by the number of individuals within the community or region. These figures consider the population of an area. The per capita income in the Town of Lempster has been lower than the State of New Hampshire since 1990 and has been consistently lower than U.S. figures as shown in Table VIII-4.

Table VIII-4: Comparison of Per Capita Income, Lempster, New Hampshire & U.S.: 1990 & 2000

Per Capita Income			
Year	Lempster	New Hampshire	U.S.
1990	\$11,060	\$15,959	\$14,420
2000	\$19,172	\$23,844	\$21,587

Source: U.S. Census

Poverty

The U.S. Census Bureau uses money and income thresholds by family size and composition to determine if an individual is “poor”. If a family’s total income is less than that family’s defined threshold, then every individual in that family is considered poor. These thresholds vary geographically and are adjusted annually for inflation. For instance, a family of five with three wages earners and two dependents earning an annual income of \$22,000 would not be considered poor as their income exceeds the poverty threshold for this family unit (\$20,380 for 1999).

The proportion of poor individuals within the Region is relatively low compared to other parts of the U.S. e.g., Kentucky, Mississippi and Oklahoma. Poverty is one measure of the individuals who try to make ends meet with an income that is less than “livable”. The overall poverty level for the UVLSRPC Region has remained constant from 1990 to 2000 at 7.6% and the poverty level in the state of New Hampshire has remained relatively constant at about 6.5%. The poverty level in Lempster dropped from 11.2% in 1990 to 7.3% in 2000. In 1990, the poverty level in Lempster exceeded state levels, but was still less than that found across the nation. By 2000 the poverty level in Lempster remained higher than the state but was considerably less than the poverty level found across the U.S.

Table VIII-5: Comparison of Poverty Levels - Persons in Poverty, Lempster, New Hampshire & U.S.: 1990 & 2000

Poverty Level			
Year	Lempster	New Hampshire	U.S.
1990	11.2%	6.4%	13.1%
2000	7.3%	6.5%	12.4%

Source: U.S. Census

Goals and Recommendations

GOAL: Encourage economic stability by supporting and strengthening the development of a balanced, diversified and healthy economy compatible with a high quality of life, and with minimal adverse environmental and socioeconomic impacts.

Recommendations

- Participate and/or monitor the Comprehensive Economic Development Strategy (CEDS) planning process in Sullivan County, which may have a potential to provide resources to Lempster's development objectives. (Planning Board and Selectboard)
- Support a positive attitude towards the business community by encouraging diverse private-interest participation in economic planning processes and the preparation of economic development plans. (Planning Board and Selectboard)
- Through land use controls, foster the growth of industry sectors that are consistent with local and regional policies and are sustainable given national and global trends. Given community survey results, options include home-based business (cottage industries), farms, horticulture, tourism, recreation and technology based industry. (Planning Board)
- Continue to provide a predictable local permit process with clear expectations, which is equitable to all applicants. (Planning Board and Selectboard)

GOAL: Support economic opportunities by facilitating improved employment opportunities for the under- and unemployed, which benefit the individual employer and the workforce equally.

Recommendations

- Contribute to the creation of a more effective workforce development system by:
- Guiding residents to educational and training services throughout the region (Town Office); and
- Creating a regional workforce development collaborative together with business leaders through which employers, colleges, high schools and training programs improve the effectiveness of training programs and education to address employer needs and provide career advancement for workers. (Planning Board & Selectboard)
- Maintain high quality K-12 education options for the residents. (Selectboard)

GOAL: Maximize economic efficiency by using the existing infrastructure (physical and social) to the greatest extent possible. New physical infrastructure should be directed towards villages and regional growth centers.

Recommendations

- Work to define the extent of village centers in the areas of the Town Offices and Lempster Street. (Planning Board)

- Consider guiding commercial and residential growth towards village centers by providing adequate roads, bridges, water and sewer and other public facilities in those locations. (Planning Board)
- Encourage development that is compatible with existing infrastructure. (Planning Board)
- Control development so that it does not financially burden community resources. (Planning Board)
- Consider encouraging cottage industries, home-based business and tourism/recreation industries. Also consider limiting the size of any large commercial building to a scale that is consistent with its surroundings. (Planning Board)
- Revitalize downtown and village areas. Existing buildings, particularly old buildings, should be used for new businesses. Commercial, industrial and residential land use should be well-designed and compatible with the existing or historic aesthetic character of the area. (Planning Board & Selectboard)
- Establish a “Village Service Team” consisting of town departments to work with local organizations and businesses on village improvement efforts. (Selectboard)

GOAL: Improve the growth dynamic of the regional economy by enhancing Lempster’s comparative advantage and the local exchange of goods and services.

Recommendations

- Permit and support land uses that contribute to the enhancement of intraregional exchanges of goods and services (i.e., support local businesses and their expansion and the creation of new related business). (Selectboard & Planning Board)
- Seek economic development that improves the region’s ability to export products and services. (Selectboard & Planning Board)
- Support the development and diversification of existing natural resources industries such as sand and gravel and lumber and saw mill operations. This could include furniture making or the identification of probable uses for depleted sand and gavel sites. (Selectboard & Planning Board)
- Promote tourism as a significant economic asset and educate the general public about the importance of the region’s natural and cultural assets to the regional economy. (Selectboard & Planning Board)
- Encourage new technologies such as high-speed telecommunications capacity. (Selectboard & Planning Board)
- Partner with local private interests (e.g. resource excavation, agricultural, forestry and local entrepreneurs to investigate how local policies and land use controls can be supportive of future development initiatives. (Selectboard & Planning Board)

GOAL: Strengthen community pride and identity.

Recommendations

- Continue to support community events such as Old Home Day as a celebration of new successes and the town's heritage. (Selectboard)
- Hold an annual community meeting to revisit priorities and discuss progress on current development activities. (Selectboard)
- Create information tools (e.g., newsletter, website, press release) to share successes with the general public. (All town Boards and Departments)

CHAPTER IX COMMUNITY FACILITIES

Community facilities and services play an important role by contributing to the general welfare of residents, and add to the quality of life in a community. Naturally, the demand is far from static. Existing facilities may become inadequate because they are not cared for, because they do not satisfy current needs, or because they do not meet future demands which result from population growth and land development. To plan for the community facilities that will be needed in the future, it is first necessary to determine the adequacy and condition of existing facilities and then determine the suitability of the existing facilities to meet future demands. This chapter serves as a review of these facilities. It should also be noted that the primary focus is with physical facilities and not with the programs which they accommodate.

The following plan for community facilities includes an inventory of facilities and equipment, an analysis of relevant trends and needs, and provides recommendations to meet future demands based on the Town's anticipated growth. The plan is divided into separate sections, each addressing a specific community facility or service. They include:

- Town Buildings & Management of Town Government
- Library
- Cemeteries
- Fire Protection
- Highway Department and Transfer Station
- Police Protection
- Education
- Recreation Facilities

GENERAL

Lempster's facilities are not managed under a single comprehensive program; rather improvements have taken place on an as-needed, piece-meal basis. The only two town buildings that are currently adequate for the town's needs are the Town Garage and the Transfer Station. All other facilities are in need of significant repair due to their age and lack of maintenance. This is perhaps due to the emphasis of volunteer management of town functions and the high-level of commitment that proper maintenance requires. Another issue related to maintenance and operation is coordination between the various town departments and community groups. Town departments would benefit from a more cooperative maintenance effort. For example, community groups such as the Library Trustees make decisions regarding community buildings without coordinating with town government or acting under the guidance of town directives, which are currently nonexistent.

Because many of Lempster's facilities are expected to require significant foundation improvements, moving the buildings becomes a more attractive option if site constraints warrant. Rehabilitation of these building also affords an opportunity to upgrade the structures with current technologies such as installing energy conservation measures and including network and video wiring. These are recommendations of the Lempster Building Needs Committee.

Another recommendation of the Lempster Building Needs Committee is the construction of a new public safety complex. All emergency services have inadequate building space and through a process, the buildings needs committee has collectively advocated for a central complex to house all emergency services. While determining how Lempster will house their various government functions consideration should be given to the sharing of certain facilities such as central record keeping, community rooms and kitchens.

Lempster currently has few land use controls. Without zoning, Lempster has limited ability to regulate private utilities and telecommunication facilities. By establishing zoning, Lempster would have the ability to determine where these facilities could be located and ensure that their development would be in harmony with community values.

GOALS: General

Safely, efficiently and effectively meet the municipal, social, educational, and utility service needs of its residents and businesses in a responsible and efficient manner.

Maintain a sufficient group of volunteers to manage town functions.

Support the enhancement of integrated and modern communications networks when such facilities do not have significant adverse environmental, health or aesthetic impacts.

Enable new economic opportunities through the use of communications technology.

Issues: General

- No comprehensive building maintenance program is in place.
- Existing buildings have site constraints in their current location e.g. limited parking.
- Without zoning, Lempster cannot regulate private utilities and facilities beyond the abilities granted under police powers.
- Buildings are technologically outdated.

Recommendations: General

- Have town-wide department and community group meetings on a regular basis. (Selectboard)
- Establish a comprehensive building maintenance program for all town buildings. The building needs committee in consultation with town departments could create this. All capital improvements should be in the town Capital Improvement Program. (Selectboard and Planning Board)
- Establish an energy conservation team to plan for efficient public facilities and services. (Selectboard)
- Adopt zoning laws to discourage growth which places a burden on the town to provide facilities and services. (Planning Board)

TOWN BUILDINGS & MANAGEMENT OF TOWN GOVERNMENT

Land and buildings comprise the physical character of a community. They give us the icons and monuments that we recognize as “our town” and provide us with a sense of place that is both recognizable and familiar, while providing members of the community with a frame of reference and an image of Lempster.

Lempster has three public buildings in addition to the highway garage and fire station; the Town Hall, Town Office Building and the Miner Memorial Library. Town government includes the following: Selectboard, Planning Board, Conservation Commission, Tax Collector, Town Clerk, Public Welfare Officer, Sexton, Supervisors of the Checklist, Moderator, Building Inspector, Health Officer, and Road Agent.

Town Hall (also known as “Meeting House”)

The Lempster Town Hall is centrally located on Lempster Street. Constructed in 1794 on a hilltop about a mile from its present location, the two-story wood frame and clapboard structure measures approximately 42’ x 50’ with a 14’ square 100-foot tall tower and belfry added in 1822 after the building was moved down the hill by oxcart. The foundation has been faced with concrete. A Revere bell, hung in 1824 and recast in 1844 by the Holbrooks, is located within the belfry. Above the door is a black sign reading “Silver Mountain Grange/Lempster Town Hall/Union Hall No. 196”. The Town Hall is located on a site which is less than one acre. The parking area is large enough for about fifteen cars.

Over the years, the Town Hall has been shared by the Silver Mountain Grange (since 1897), the town library, a high school academy (1835), and the Lempster Dramatic Union (1854) and continues to serve as a multi-purpose building today. In light of its historical and architectural significance, the Town Hall was listed on the National Register of Historic Places September 8, 1980.

The main floor of the Town Hall includes a large meeting room and stage, with a furnace room and storage room behind the stage, as well as an attached 9’ x 4’ nonfunctioning outhouse. The meeting room can accommodate up to 250 people. It has been used for a variety of functions, including town meetings, town elections, occasional theatrical presentations and is available for private parties and receptions. The building is essentially “mothballed” except for a few annual events such as Old Home Day when it is open to the public. The second floor contains three large rooms currently used to keep town documents and items of the Historical Society. The building is heated on an as-needed basis and there is no running water and only limited electrical infrastructure.

Town Office

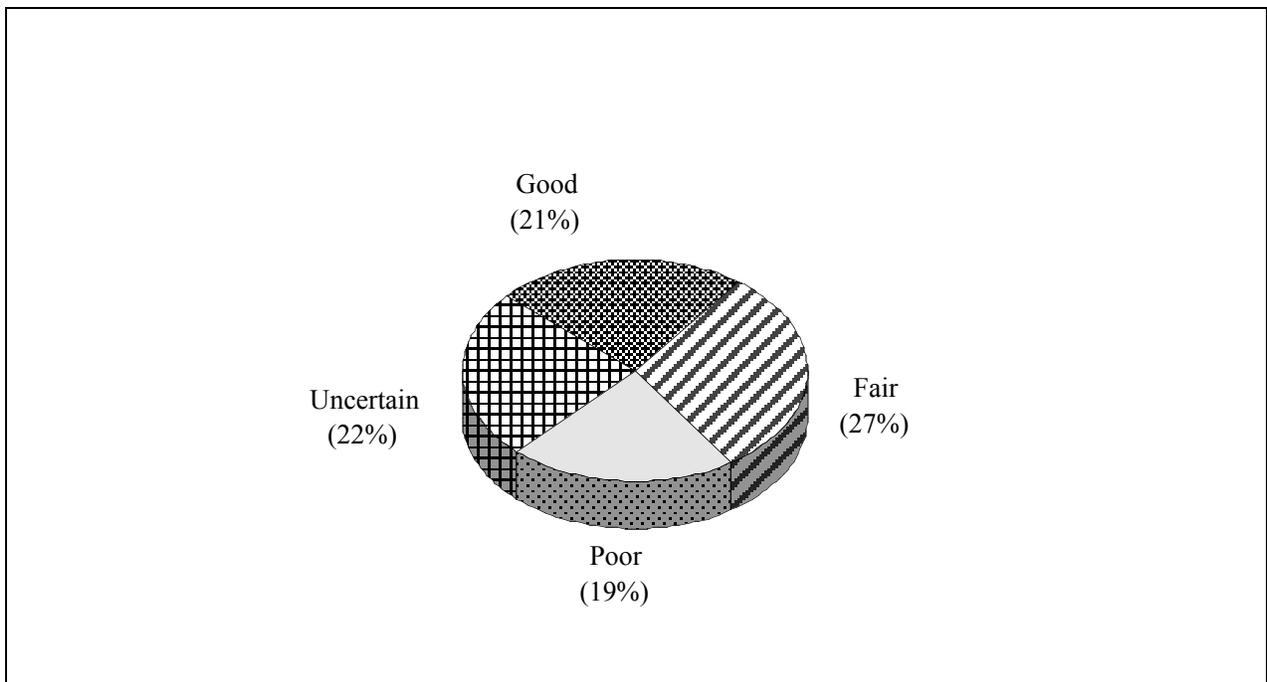
The Town Office Building is located at the four corners on Route 10 in East Lempster. The 42’ x 36’ 1 _ story frame and clapboard structure is located on a site less than an acre in size, with a recently expanded parking area. The building and site are constrained by Mountain Road to the north, and the cemetery to the east, all of which come within a few feet of the office building. Thus the expansion potential of this building is limited.

The Town Office Building has partitioned office areas for the selectmen, town clerk, police, and storage of town records and a public meeting area. The building has a furnace, toilet and running water. Recent renovations include new entrance steps, paneling and doors to divide the office space, a suspended ceiling, carpet and paint.

The Town Office receives a great deal of use, including town administration and meetings of the Board of Selectmen, Planning Board and Conservation Commission. Eventually additional town office space and a larger meeting room will be needed.

Town services provided with a limited paid staff.

Figure IX-1: Management of Town Government Rating



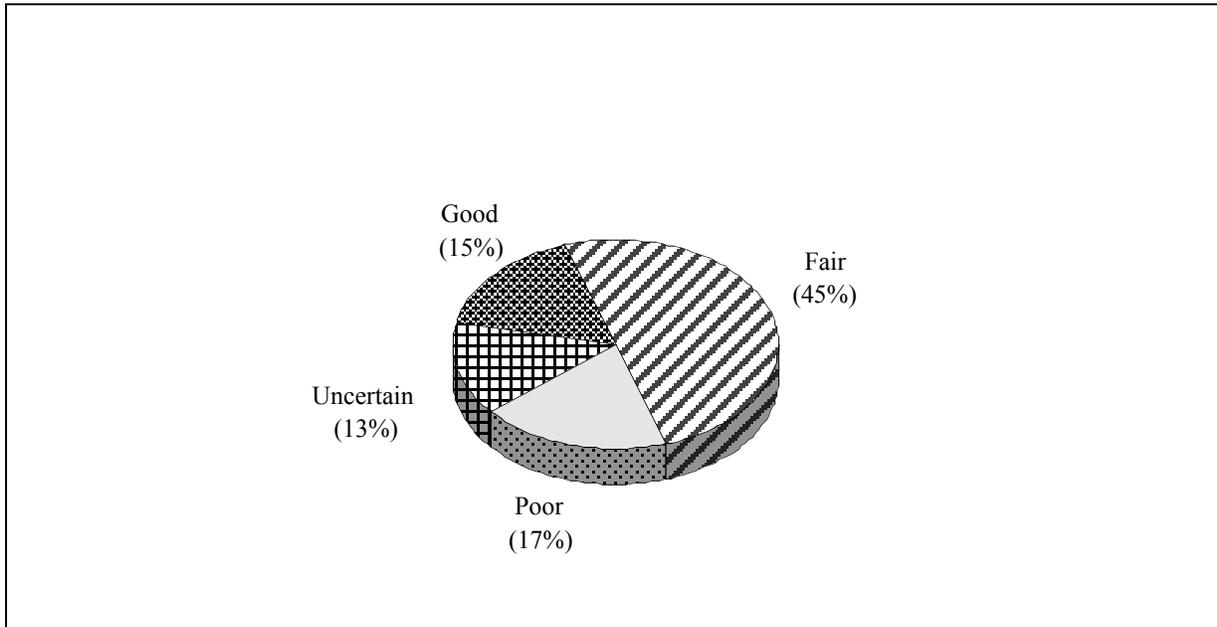
Source: Lempster Community Attitude Survey 2005

Community Survey Results: Management of Town Government

21% of those responding to the Community Survey thought the management of the Town Government was good, 27% thought it was fair, 19% thought it was poor, and 22% were uncertain.

Twenty-eight respondents provided no response (11%).

Figure IX-2: Care of Town Buildings Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Town Buildings

15% of those responding to the Community Survey thought the management of the town buildings was good, 45% thought it was fair, 17% thought it was poor, and 13% were uncertain.

Twenty-five respondents provided no response (9%).

Issues: Town Buildings & Management of Town Government

1. Most town buildings are in need of major restoration of all building systems.
2. Each town building has its own unique historical value making modernization complicated.
3. Ongoing maintenance of town buildings needs improvement.
4. The Town Hall has no running water and only minimal electrical infrastructure.
5. Only the Town Office is handicap accessible.
6. The town has demands for additional space for office and meetings.
7. The Planning Board, Tax Collector, Police and Town Clerk share the Town Office, which make private meetings with citizens difficult.
8. Adequate storage in the Town Office is lacking.
9. All buildings need enhanced Internet access and other modernization in an effort to keep current with modern technologies.

Recommendations: Town Buildings & Management of Town Government

- Revisit the investigation of long-term space needs for the Town Office and how they should be accommodated. The capital costs of meeting these long-term needs should

- be added to the Town's Capital Improvement Program (CIP). The community needs to build support for the preferred alternative. (Selectboard and Planning Board)
- Any work completed on these building should be respectful of their unique historic features.(Selectboard)
 - Careful consideration should be given to including full frost wall foundation improvements and fire suppression systems as part of any restoration work to any or all of the town buildings. (Selectboard)
 - It is recommended that the Selectboard in consultation with the Planning Board lead an effort to identify and prioritize possible sites to accommodate the structures that have been identified as having potential to move. Optimally these buildings would be located together and sited such that they facilitate the development of a centralized mixed-use village center(s). Given soil types and the isolation of Lempster Street, the best location for this complex is in East Lempster near Route 10. There is currently a Route 10 reconstruction project planned by NHDOT in 2014. This will provide an opportunity to provide input to ensure the roadway will respect the village center if located nearby. (Selectboard and Planning Board)
 - Create a comprehensive building maintenance program for all town buildings in order to ensure efficient maintenance, and updated systems. (Selectboard)
 - When renovating the Town Hall, consider the addition of an elevator as part of the restoration of the Town Hall and include basic accessibility to all buildings. (Selectboard)
 - Ensure adequate parking is provided for each facility.(Planning Board & Selectboard)

LIBRARY

The Miner Memorial Library has its own building at the corner of Route 10 and the Second NH Turnpike. The library, which has about 882 square feet of floor space, was built in 1845. It has a collection of approximately 5,000 volumes. One part-time employee and 10 volunteers support the Library.

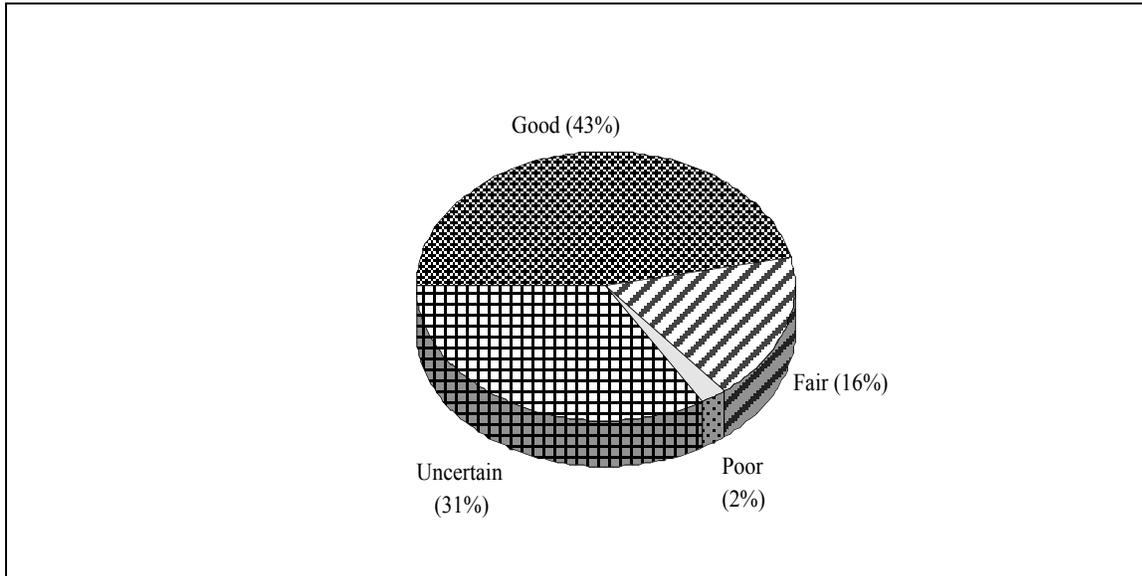
The American Library Association no longer publishes suggested minimum standards for libraries; however, the staff at the Library has calculated a need for a core collection of about 6,000 plus 2-3 additional titles per person using the Connecticut State Library Space Planning Guide. Keeping up with technology and Internet availability is another challenge for the library. Perhaps the largest need is for adequate space.

The current building is not handicap accessible and has no parking or plumbing. The building, listed on the State Historic Register, consists of one room, a storage area, and foyer. Lempster residents have not decided whether to continue using the building as a library, to accommodate other community functions, or relocate the library to another facility. Any improvements to this building will require the acquisition of additional land or relocation of the building. The Lempster Building Needs Committee has studied the Library and recommends relocating it to the same piece of land as the Town Office Building.

A total of 2,360 square feet of space is demanded to accommodate an expanded collection, office, storage, reading room, and an accessible bathroom. This would be a sizable addition to

the historic building, changing its character significantly. If the building is to maintain its historic appearance it should not be expanded to accommodate the library facility and a new building should be found or constructed.

Figure IX-3: Library Service Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Library

43% of survey respondents rated the library service as good, 16% rated the service as fair, 2% rated the service as poor and 31% were uncertain.

Twenty-two respondents provided no response (8%).

Issues: Library

1. Inadequate in size and configuration
2. No plumbing.
3. No parking.
4. Not handicap accessible.
5. Insufficient technological resources.
6. Existing collection of books is small.
7. Only one exit.
8. No fire protection.

Recommendations: Library Service

- The Town should further study the Library and its relation to other buildings in an effort to help the community decide whether the building should continue to be used as a library. (Selectboard and Planning Board)

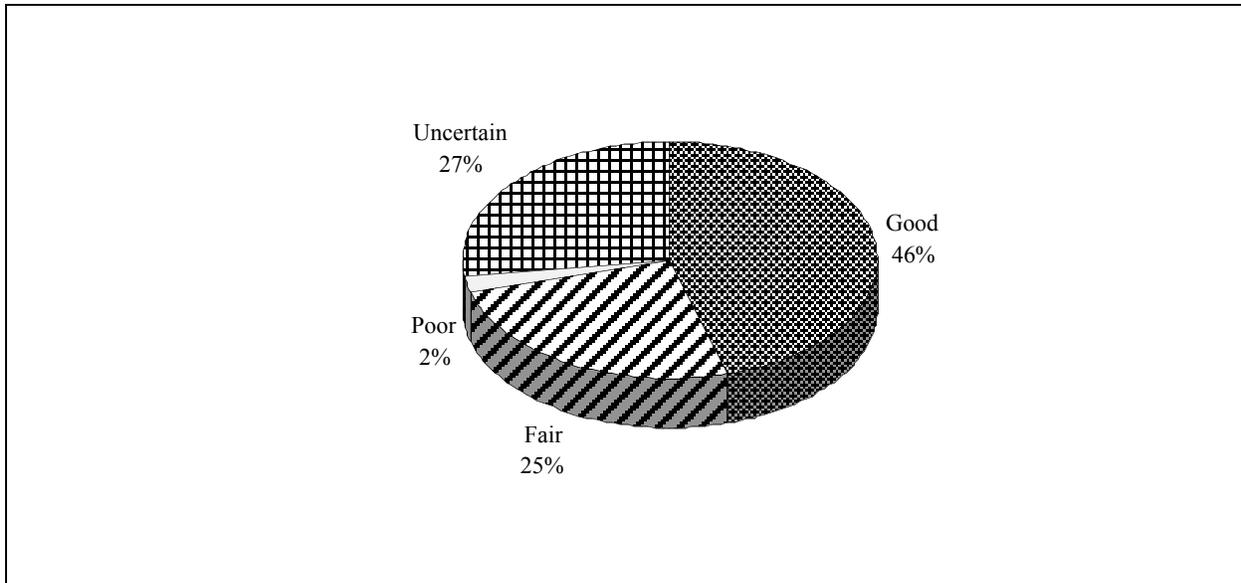
- Pursue the Lempster Building Needs Committee’s recommendation to move the Library next to the current Town Office building. (Selectboard)
- The community needs to go through a process to determine options for uses for the existing library and whether to build a new building for library space or use an existing one. This process needs to involve a broad spectrum of the community to build support. (Selectboard and Planning Board)
- Begin planning for Library capital expenditures to include expanded space, computers, copier, fax machine, and additional print and nonprint materials. (Selectboard, Planning Board and Library Trustees)

CEMETERIES

The Town of Lempster has one cemetery located behind the town office and accessed by Mountain Road. There are a few burial lots still remaining and room for an additional three acres expansion. The funds for expansion are available in the current capital improvement program. There is a need for renovation of the existing utility shed, a small amount of space for storage, and a fence upgrade.

The town highway department currently maintains the existing cemetery. Lempster currently charges a fee of \$250 for burial plots. Plots are reserved for past and present residents and their immediate family. There are no comprehensive operating policies for the Cemetery.

Figure IX-4: Cemetery Maintenance Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Cemetery

In terms of cemetery maintenance service, 46% rated the service as good, 25% rated the service as fair, and 2% rated the service as poor.

Thirty-one respondents provided no response (12%).

Issues: Cemetery

1. Expansion of the Cemetery is planned.
2. Existing storage building is in need of foundation repairs.
3. Some additional storage space is needed.
4. Fees are charged for burial plots but they may not cover the cost of operation and maintenance.
5. Operating policies are outdated.

Recommendations: Cemetery

- If repairing the existing building to accommodate storage needs is not practical, consider erecting a small storage building to house cemetery maintenance equipment. (Road Agent and Selectboard)
- Reevaluate the existing fee structure in relation to cemetery operating expenses. (Selectboard)
- Update operating policies for the cemetery. (Cemetery Trustees & Selectboard)

FIRE PROTECTION & RESCUE SQUAD

The Lempster Fire Department is a volunteer department, which includes 18 volunteer firefighters. These volunteers have various levels of state certification with a Department elected Chief, Assistant Chief, Captain, three Lieutenants, and fourteen other volunteer firefighters. The Rescue Squad is also housed in the Fire Department’s building and has 12 volunteers which include several EMTs. The Rescue Squad is a separate but closely linked group that provides response to fires, accidents, and medical emergencies. The Fire Department and Rescue Squad are separate town departments.

An inventory of the current equipment in the Fire Department and Rescue Squad, the life expectancy and the estimated replacement cost in 2005 dollars is provided in the table to follow.

Table IX-1: Fire Department Equipment

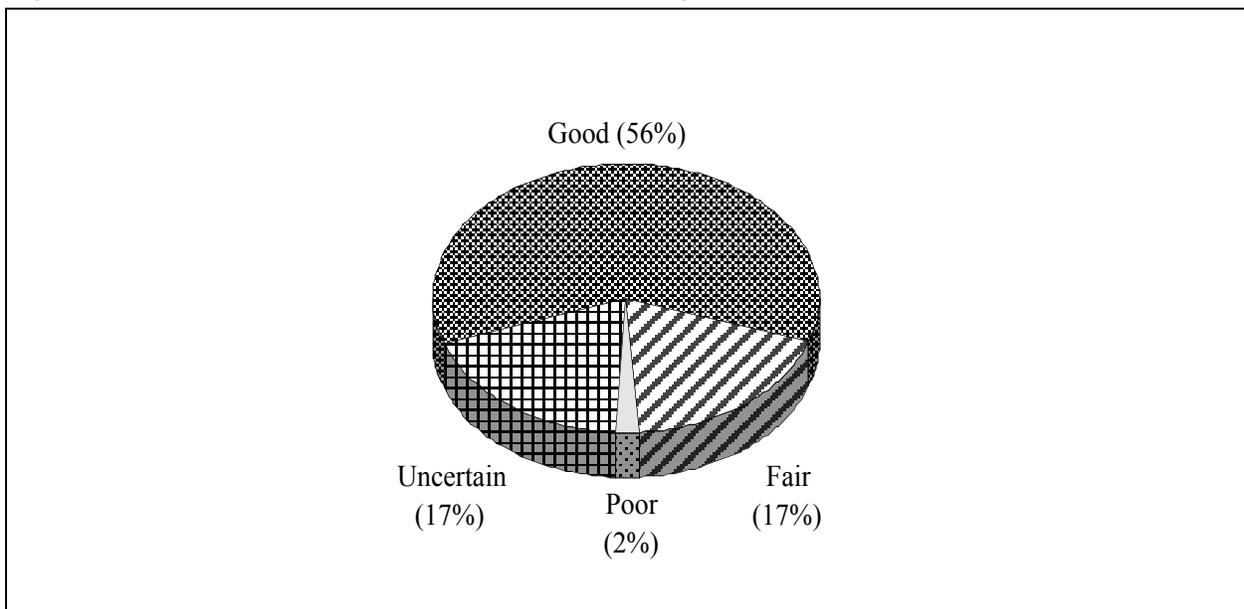
Description of Equipment	Life Expectancy	Estimated Replacement Cost in 2005 Dollars
1991 Engine	5 Years	\$275-300,000
1999 Ladder	24 Years	\$500-650,000
2000 Tanker	15 Years	\$200-250,000
1994 Rescue Truck	3 Years	\$125-175,000
1995 Squad Vehicle	3 Years	\$35-40,000
Forestry Vehicle	0 Years	50,000
1994 Utility Vehicle	5 years	\$30-35,000

Source: Lempster Fire Department and Rescue Squad, 2005

The fire station building was constructed in 1948 and is centrally located on Lempster Street between Lempster and East Lempster Villages. The fire station portion of the building has 3,640 square feet for apparatus bays. In addition, there is 1,600 square feet of office, meeting room, kitchen and storage space.

There are slope and drainage issues with the existing site, which have prompted officials to evaluate the relocation of the Fire Station. A site located at 929 U.S. Rte 10 is under consideration.

Figure IX-5: Fire Protection and Rescue Service Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Fire Protection & Rescue Services

56% rated the fire protection and rescue services as good, 17% as fair, 2% as poor and 17% were uncertain.

Eighteen respondents provided no response (7%).

Issues: Fire Protection and Rescue Services

1. The Fire Department has identified the replacement of their building as the highest replacement need. A new building is needed to accommodate larger equipment and to meet Occupational Safety and Health Administration (OSHA), National Fire Protection Association (NFPA), and NH Health Rules. Given site constraints at the existing building, finding a new central location for the Department is critical. (Selectboard and Planning Board)

Recommendations: Fire Protection and Rescue Services

- Pursue the development of a public safety complex in the Route 10 area near Lempster village to accommodate Police, Fire, Rescue Squad and the Forestry Department. (Selectboard and Planning Board)

HIGHWAY DEPARTMENT

The Lempster Highway Department includes an appointed road agent and a crew of two full time positions. The Road Agent is responsible for making recommendations to the Selectboard for hiring all highway department staff. All highway equipment and an office are located in a 60'x 80' building located on Olds Road.

Highway Department equipment currently included in inventory is listed in Table IX-2.

Table IX-2: Highway Department Equipment

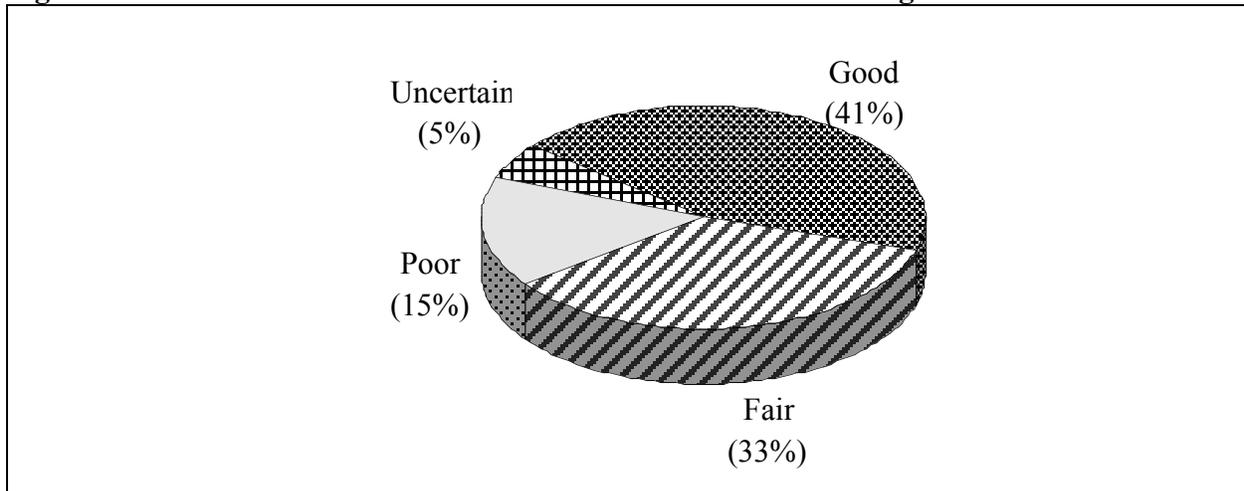
Description of Equipment	Life Expectancy	Estimated New Replacement Cost in 2004 Dollars
2004 IH plow truck	14 years	\$135,000
2000 Mack 10-wheel	9 years	\$140,000
1994 IH plow truck	4 years	\$135,000
2000 CAT 416c backhoe	4 years	\$90,000
1976 JD 570A grader	<5 years	\$190,000
IH 4-40 loader	10 years	\$150,000

Source: Lempster Highway Department, 2005.

Community Survey Results: Highway Department

The 2005 Community Survey provided feedback on Highway Department snowplowing and summer road maintenance services.

Figure IX-6: Summer Maintenance of Town Roads Service Rating

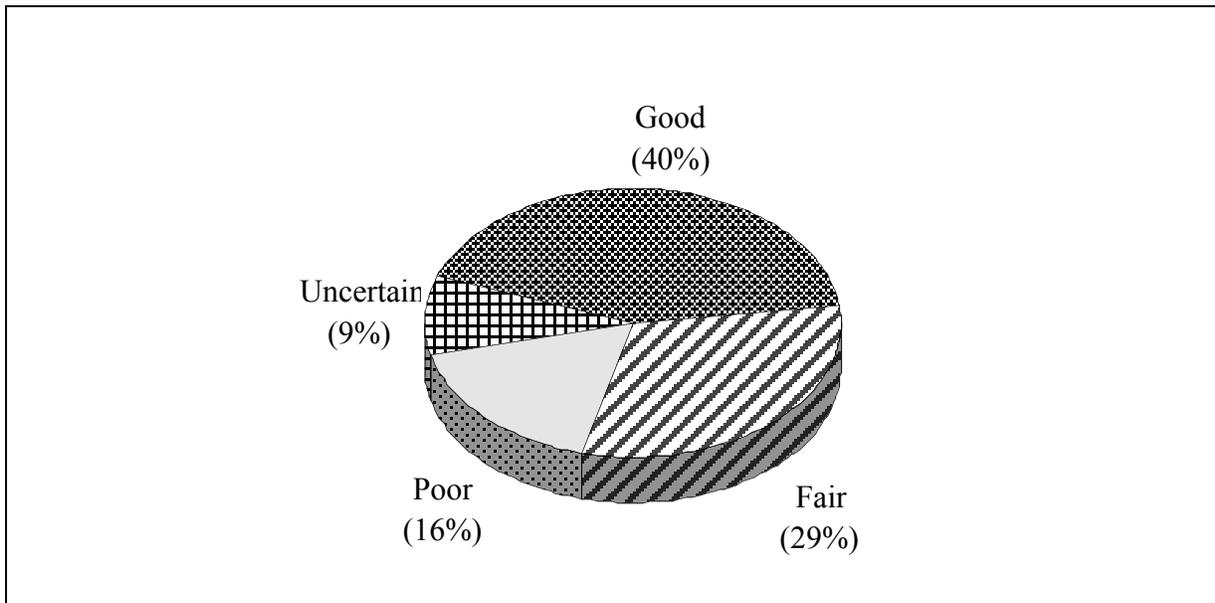


Source: Lempster Community Attitude Survey 2005

41% of respondents rated the summer maintenance of Town road service as good, 33% rated the service as fair, 15% rated the service as poor and 5% were uncertain.

Eighteen respondents provided no response (7%).

Figure IX-7: Snowplowing of Town Service Rating



Source: Lempster Community Attitude Survey 2005

At the time of the survey, 40% of respondents rated the snowplowing service as good, 29% rated the service as fair, 16% rated the service as poor and 9% were uncertain.

Seventeen respondents provided no response (6%).

Issues: Highway Department

1. Demands on the Highway Department are increasing. As the mileage of town-maintained roads increases, the need to add personnel and equipment grows accordingly. Also efforts to “do things right” prompts better practices and needs for more training and equipment.
2. Public demands for better roads, often associated with growing or new populations, require more equipment and training for public works staff, primarily because of the increased sophistication and complexity of new equipment. This increases the costs of the Highway Department and training and outside service requirements.
3. Grader will require replacement within five years. Fuel storage may need upgrading to accommodate larger, more efficient deliveries.
4. A pick-up truck is needed in the near future.

Recommendations: Highway Department Services

- The town should consider evaluating the need to add both new equipment and personnel to complete summer and winter maintenance of the road system if new growth results in new public streets. (Road Agent & Selectboard)
- Consider enhancing the training program for highway department staff. (Selectboard)
- Plan for the capital expenditure to increase fuel storage capacity and new pick-up trucks in the Capital Improvement Program. (Road Agent & Planning Board)

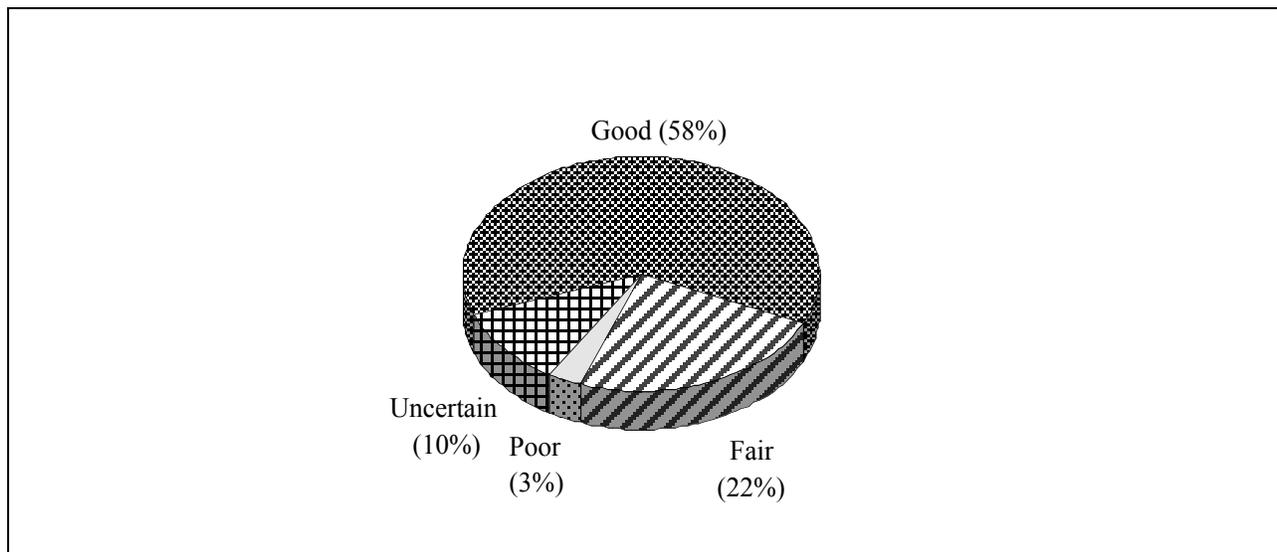
TRANSFER STATION

The Lempster Transfer Station includes one pole-barn building 30x50 feet in size, which houses an office for a part-time attendant, trash compactor, and recyclables and their handling bins. The transfer station is under the umbrella of the Highway Department.

Lempster is part of the VT-NH Solid Waste Project which sends all household waste to a waste-to-energy facility in Claremont. Lempster once operated a landfill but currently sends construction and bulk waste to be land filled outside of Lempster. The current transfer station handles all trash and recyclables and is located on Lovejoy Road. The current contract between the VT-NH Solid Waste Project and the waste-to-energy facility in Claremont will expire in 2007. This will require Lempster to make a decision as to how the town will dispose of its solid waste.

About 70% of Lempster’s waste is incinerated (600 tons), 14 percent is landfilled and the remaining 16% is recycled.

Figure IX-8: Transfer Station Service Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Transfer Station

58% of those responding rated the transfer station as good, 22% rated the service as fair, 3% rated the service as poor and 10% were uncertain.

Eighteen respondents provided no response (7%).

Issues: Transfer Station

1. Trash compactor capacity is small (2 yards).
2. Some transfer costs such as weekly backhoe operation and oversight are completed by highway department and are not included in the transfer station budget. This takes away from Highway Department resources when these costs could be covered by an increase in user fees.
3. Lempster will need to decide whether to continue to send solid waste to the waste-to-energy facility or seek other options.
4. The amount of recycled solid waste could be improved.

Recommendations: Transfer Station

- Plan within the Capital Improvement Program for the purchase of a larger trash compactor. (Planning Board)
- Educate elected officials about the additional costs born by the highway department in operating the transfer station and its impact on other services.(Road Agent)
- Reevaluate user fees and operation policies. (Road Agent)
- Evaluate options for the disposal of solid waste. (Road Agent, Planning Board & Selectboard)
- Strive to increase the amount of recycling by considering changes in the town's solid waste program. This could include a pay-as-you-throw system. (Selectboard)

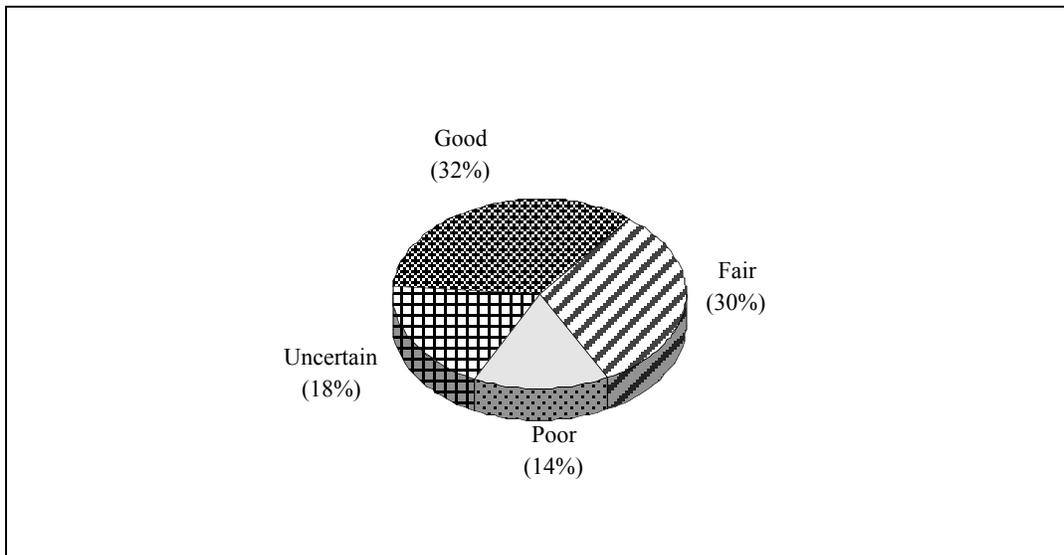
POLICE PROTECTION

The Police Department Office is located in the Town Office building occupying a space of about 108 sq. ft. (9' x 12'). Police Department personnel include a full-time police chief and one part-time officer and one seasonal officer when needed.

The principal piece of equipment is the one police cruiser. The current police cruiser was purchased in 2006 at a total cost of about \$35,000, including the vehicle and fit-up for police use, and has a life expectancy of about five years.

Like most town departments, the Police are confronted with space limitations while sharing space in the Town Offices

Figure IX-9: Police Protection Service Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Police Protection

32% of respondents rated the police protection service as good, 30% rated the service as fair, 14% rated the service as poor, and 18% were uncertain regarding the service.

Sixteen respondents provided no response (6%).

Issues: Police Protection

1. More storage, office, and evidence retention space is needed for the Police Department
2. Population growth and increased seasonal recreation increases demands on police service.

Recommendations: Police Protection

- The town should pursue accommodating the Police space needs in a public safety complex on a site near Route 10. (Selectboard)
- Consideration should be given to future demands for police service and the likelihood of additional staff and cruiser needs. (Police Department and Selectboard)

EDUCATIONAL SERVICES

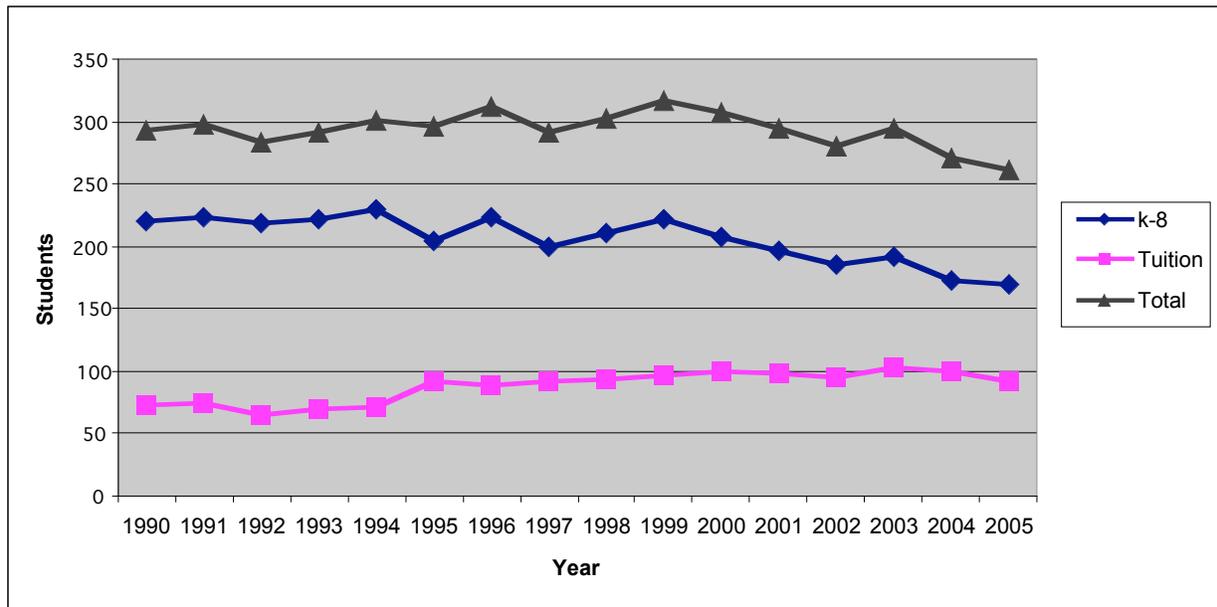
The Goshen-Lempster School is located off Route 10 in East Lempster. The 23 acre site, owned by the cooperative school district, includes the school, ample parking, and a playground area. The school serves students in kindergarten through grade eight, with high school students having a choice of high schools in the area at a fee.

Enrollment trends since 1990 for Lempster students are shown in Figure IX-10.

While the Goshen-Lempster School is ideally located from a two-town perspective, it is not central within Lempster, and some areas of town, especially the southwest corner, are far from the school facility. School bus access should be a consideration of the Planning Board as it reviews subdivision and development proposals. Also, the Board should communicate with school officials regularly about these matters, as well as about potential impacts on the school facilities due to changing enrollments.

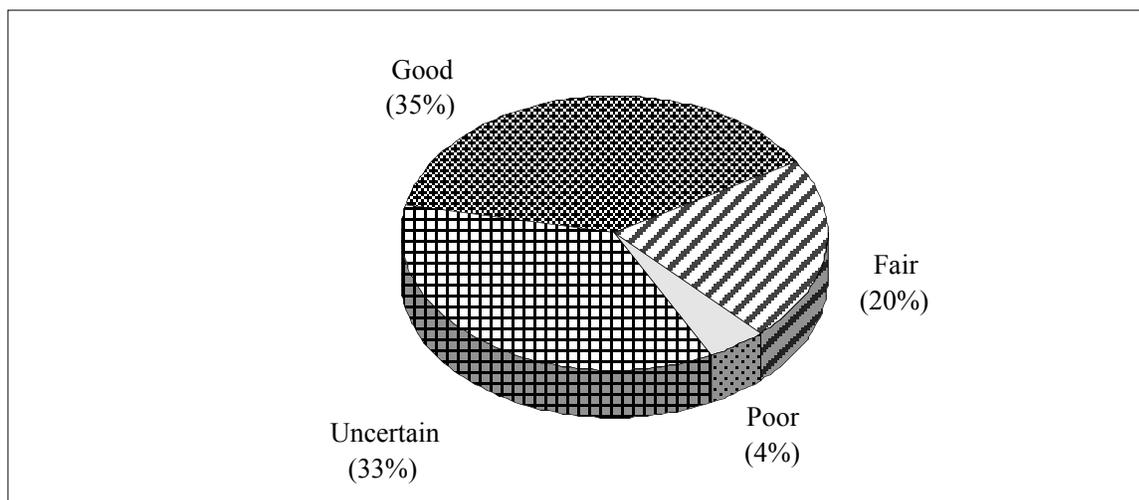
Enrollments at the Goshen-Lempster School increased steadily due to population growth in the two towns during the 1980s; however, since 1990 enrollments have decreased.

Figure IX-10: Goshen-Lempster School Enrollment



Source: Lempster Town Report, 2005

Figure IX-11: Educational System Rating



Source: Lempster Community Attitude Survey 2005

Community Survey Results: Educational Services

When asked to rate the school services, 33% of the respondents were uncertain, leading one to believe most of these were nonresident property owners. Almost an equal percentage 35% rated the school services as good.

Twenty-two respondents provided no response (8%).

Issues: Educational System:

1. Residential development increases the burden on schools, and, given the state's reliance on property taxes, has the ability to increase community tax rates if the taxes on new residential development do not cover additional school costs.
2. The Planning Board does not plan for large school capital expenditures in the Capital Improvement Program.
3. Communication and cooperation between school and local government needs improvement.

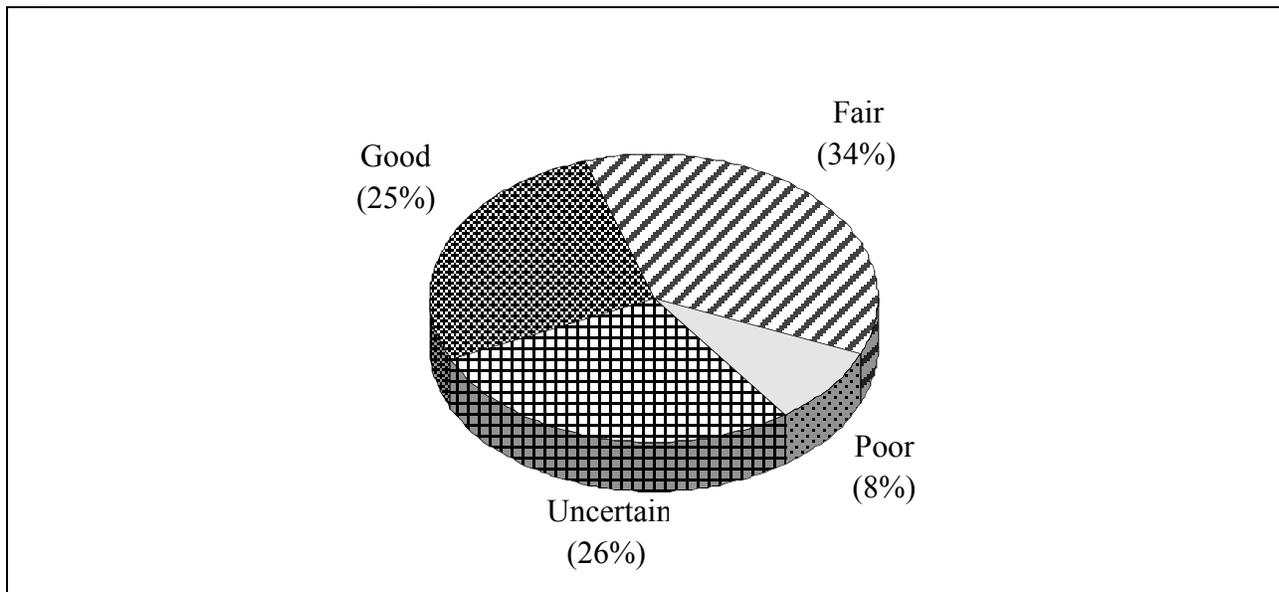
Recommendations: Educational System

- As tax structures are reevaluated, Lempster should consider the growth pressures wrought by existing tax schemes, and the revenue/cost inequity that results from concentrating job growth in regional growth centers. Consideration should be given to creative regional solutions to address this problem. (Selectboard)
- Begin accounting for large school capital projects in the Capital Improvement Programming process. (Planning Board)
- Begin having meetings with school officials regarding issues of mutual interest. (Selectboard & Planning Board)

RECREATIONAL FACILITIES & SERVICES

Recreation services provided by the Town are limited. Existing recreational facilities include the Town baseball diamond (Ballpark Field, which is half owned by the neighboring Town of Goshen), Long Pond, town and state forests and class VI roads. The Goshen Lempster Athletic Association, a private group of residents, manages Ballpark Field. The town manages all other facilities

Figure IX-12: Town Beach Rating



Source: Lempster Community Attitude Survey 2005

Long Pond includes a beach, boat launch, picnic tables and sanitary facility. The Ballpark includes a little league baseball diamond, dugouts, fence and backstop.

Community Survey Results: Town Beach

The most prominent town owned recreation facility is the town beach on Long Pond. When asked how you would rate the service, 25% rated the town beach as good, 34% rated the service as fair, 8% rated the service as poor and 26% were uncertain.

Twenty-two respondents provided no response (8%).

Issues: Recreational Facilities and Services

1. There is no standing committee to evaluate the recreation facility needs.
2. There is a need to improve the method of communicating recreational events and programs to the community.
3. There is a need for the following recreational facility improvements:
 - a. Construct a building at the beach area for changing.
 - b. Replace and/or add picnic tables at the beach area and consider the addition of toilets or port-a-potty.
 - c. No map of Class VI roads for recreational use.

Recommendations: Recreational Facilities and Services

- Create a recreation committee to evaluate and pursue town recreation needs. (Selectboard)
- Explore alternative methods to improve communication about upcoming recreation events and programs including (Selectboard):
 - School announcements;
 - Incorporating announcements into a town website;
 - Posting on a community bulletin board; and Publishing a quarterly newsletter.
- The Town should consider incorporating the following list of recreational improvements into a Town Capital Improvement Program Recreation Stakeholders & Planning Board):
 - Construct a building at the beach area for changing and consider either a bathroom or port-a-potty;
 - Map Class VI roads for recreation use; and
 - Replace and add picnic tables at the beach area.

PERSONAL WIRELESS FACILITIES

The major planning issue in wireless communications technology today is the siting and construction of new communication towers and supporting network infrastructure including power lines, access corridors and support buildings. These include towers for wireless communications facilities and wireless telecommunication facilities. The towers and network infrastructure must be developed in an efficient, safe, and thoughtful manner. Possible impacts upon scenic and cultural resources, aesthetics, and public health should all be considered during the planning process.

The Telecommunications Act of 1996 restricts the authority granted under New Hampshire to municipalities to prohibit wireless telecommunication facilities by zoning. Municipalities may not prohibit or have the effect of prohibiting efforts to provide wireless telecommunication facilities, and must provide reasonable opportunities for location of such facilities.¹ Other wireless communication towers such as towers for radio and television are not covered by the Telecommunications Act of 1996 leaving Lempster with greater authority to regulate these facilities. Lempster should respond proactively by assessing where these facilities may be located within the municipality and by enacting conditions under the zoning authority to implement that policy decision. There are two broad approaches to regulating these facilities: 1) is to promote a small number of large towers to serve the area; 2) is to promote a larger number of smaller towers to provide similar service area. Often communities take the approach of encouraging smaller towers, as they can often be less conspicuous from public roads, waterways and scenic areas.

In addition, there is some uncertainty about the health effects of the electromagnetic fields generated by wireless communications facilities upon people living near them.² The Telecommunications Act of 1996 provides that no local government may regulate a wireless telecommunication facility on the basis of the environmental effects of radio frequency emissions to the extent that such facilities comply with the Federal Communication Commissions (FCC) regulations concerning such emissions.²

¹ Federal Telecommunications Act of 1996, Section 704, (a), (7), (B), (I), (II).

² Federal Telecommunications Act of 1996, Section 704, (a), (7), (B), (iv).

An applicant for a wireless telecommunication tower must prove to the satisfaction of the local government that the proposed facility will be in compliance with the FCC=s regulations on radio frequency emissions.

The Federal Communications Commission retains jurisdiction over the public airwaves and the communications industry in general. Additionally, the Federal Aviation Administration (FAA) exercises control over the location and height of wireless communication towers and similar structures to prevent interference with airport operations. The maintenance of a modern and accessible communications network is considered essential to the public welfare. Public safety agencies, such as emergency medical services and fire and police departments, rely on communication facilities to provide essential services.

The field of wireless communications and telecommunications is undergoing rapid change. Advancements in this technology have and will continue to affect growth in Lempster. Technological improvements will enable people to work at home and telecommute to work or to other remote or central offices more readily.

In the hilly topography characteristic of this region, towers and related facilities need to be located on the hilltops or higher elevation points in order to provide the broadest service area coverage. These tower structures and their supporting infrastructure can alter mountaintops and ridgelines in ways that negatively impact scenic resources vital to the region=s economic future and cultural richness. Aesthetic concerns will increase as more mountains and ridgelines are developed. Alternative tower designs that mitigate the impact of wireless communications towers on scenic resources should be considered in addition to where these structures can be appropriately located.

Issues: Personal Wireless Facilities

1. New communications towers and supporting infrastructure detract from the beauty of the Lempster and should be sited and constructed only as necessary to meet the region=s changing needs.
2. Lempster has no zoning to regulate telecommunication facilities.

Recommendations: Personal Wireless Facilities

- New towers, access corridors and utility poles serving towers should not be sited or constructed where adequate communication coverage can be obtained through use of existing structures. Those wishing to provide new or expanded communications services should use or collocate on existing structures whenever possible. Owners or operators of existing tower space should facilitate the sharing of that space unless sharing or collocation is prohibitive due to frequency interference, adverse aesthetic impacts or a demonstrated risk to public health. The use of existing structures, such as water towers, church steeples and buildings, to support the wireless communications broadcast equipment is encouraged whenever it will not have a negative impact on significant historic or aesthetic resources. (Planning Board)
- An applicant for installation of new transmission facilities should demonstrate that

- public exposure to Radio Frequency (RF) radiation will not exceed the applicable Federal Communications Commission (FCC) standards for human exposure. Assessment of possible health effects should be based on the cumulative effects of all RF emissions at any given location, and should include both pre-construction and post-construction monitoring. (Planning Board)
- Siting and design of new communications towers and facilities (including any support and maintenance structures, necessary access corridors and utility lines) should minimize impacts on natural, scenic, wildlife habitats and corridors and aesthetic resources. The use of the ridges for communications towers and related facilities needs to be undertaken in a manner that will neither unduly detract from nor adversely affect the region's scenic values. (Planning Board)
 - To minimize conflict with scenic values, facility design and construction for new communication towers and accessory facilities should adhere to the following principles (Planning Board):
 - where feasible, new towers should be sited in areas not highly visible to the traveling public and not visible from residential areas, historic districts and public use areas or outdoor recreation areas such as hiking trails and beaches;
 - new towers should be located in forested areas or be sufficiently landscaped to screen the lower sections of towers and related ground fixtures from public vantage points, such as trails, roads or water bodies;
 - new towers should use materials, architectural styles, color schemes, lighting fixtures, mass and other elements to promote aesthetic compatibility with surrounding uses and to avoid adverse visual impacts;
 - where prominent views of a site exist, new towers should be located downgrade of the ridge so as not to exceed the elevation of the immediate ridge;
 - where new access roads are proposed, they should be located to follow the contours of the land and to avoid open fields or meadows in order to minimize their visibility;
 - new towers should not be sited on peaks and ridges that function as regional focal points;
 - existing tree cover should be maintained to the maximum extent possible, with tree removal allowed only to clear the footprint area of the tower construction and accessory facilities; and
 - a blue or black colored balloon or crane should be raised to indicate the height of the tower.
 - In the event that use of a tower is discontinued, the site should be restored to its natural condition, or to the condition that existed prior to construction, as appropriate. The developer of a new tower should provide the town with a site restoration and reclamation plan at the time of application for the new tower site in the event the tower and accessory facilities are abandoned in the future. This site restoration and reclamation plan should include provisions for removal of the tower and accessory facilities, regrading, revegetation, a time frame for accomplishing the site restoration, and adequate security, such as a letter of credit or performance bond, including anticipated inflation, to provide the funds necessary for completing the site restoration and reclamation plan. (Planning Board)

ENERGY AND RELATED FACILITIES

It is in the community's interest to promote renewable energy sources and conservation while protecting important community features from negative impacts. Solar, wind, hydroelectric, and other power generation facilities can be a benefit to the community if sited and planned appropriately.

Another consideration for Lempster is the establishment of an energy plan. Such a plan would identify ways in which Lempster could implement conservation measures in their day-to-day operations. It could also include standards for private construction that would enhance energy efficiency

Issues: Energy Facilities

1. Lempster does not have an energy plan.
2. No zoning to help regulate the siting of energy facilities.

Recommendations: Energy Facilities

- Consider an energy committee to develop an energy plan to identify ways Lempster can conserve energy and explore alternative fuels for municipal operations. (Selectboard)
- Encourage conservation through land use planning policies. (Planning Board)
- Incorporate energy conservation in the rehabilitation of town buildings.(Selectboard)

CHAPTER X LAND USE

INTRODUCTION

Land use both determines and responds to the character of a community. Existing land use patterns are the physical expression of numerous public and private decisions which have been made in the past; in turn, patterns of existing land use have a substantial impact on the location and type of future growth.

Land use considerations are closely related to virtually every other facet of planning. All of the chapters of this Master Plan which discuss population, housing, the local economy, transportation, community facilities, historic resources, water resources, and open space relate in some way to land use. For example, the recommendations in the Natural Resource Chapter pertaining to preservation of wetlands, surface water and groundwater resources in Lempster are, in part, land use recommendations. Lempster's land use plan is really a synthesis of land use considerations and many of the recommendations which appear elsewhere in this plan.

Much of Lempster's planning and future decision-making revolves around the proper use of manmade and natural resources. Manmade resources include, for example, the road network, public and private buildings, farms and recreation facilities. Lempster's natural resources include its forests, surface and groundwater, scenic views, clean air, wildlife, and soils. They present both opportunities for and constraints to development and must be conserved or used with care so as to not preclude their continued use. Development in Lempster has shown that some areas are naturally better suited for a particular use than others. If Lempster is to protect its natural resources and provide a high quality of life for its citizens, then the capability of Lempster's natural resources to accommodate development must be considered. Lempster needs to try to strike a balance between responding to the development pressures while preserving the natural resources and rural, small town quality of life treasured by all.

Another factor affecting the land use of our community, which has been invisible until relatively recently, is land use planning and regulations. The process of consensus building through the preparation of the Master Plan to determine what direction the community wants for its future is a relatively new process. Historically, development occurred where it was easiest and least costly to develop and where access, sewage disposal and water supply were least problematic. Most of the relatively flat sites with good soils and access have already been developed. Much of the remaining area which could be developed has environmental limitations which constrain development. How the community chooses to plan for the future use of those more environmentally sensitive areas will to a large extent determine the future land use patterns and quality of life in Lempster.

COMMUNITY SURVEY RESULTS: LAND USE

The Community Survey gathered information on land use from a number of perspectives. The Planning Board developed and administered a Community Survey which provided the Board with guidance throughout the process of updating the Master Plan.

Respondents indicated that uncrowded conditions, small town atmosphere, and peace and quiet were the most important aspects of Lempster's rural character.

When asked their opinion about how the Town should respond to future growth, 65 percent indicated the town should implement land use regulations. If land use controls were to be

implemented most respondents (67%) felt they should regulate growth in order to ensure that neighboring land uses do not negatively affect each other. Water resources were also identified as a resource land use controls should protect.

Most surveyed would like to see the farming and single-family homes within Lempster. Seasonal and vacation homes were also desired but most indicated that multifamily housing (3 units +) was not desired. In terms of commercial and industrial development, most would like to see cottage industries, home businesses and some additional services such as auto service and restaurants. Heavy manufacturing was the most unwanted commercial and industrial land use. One-third of respondents did not want to see any commercial and industrial development. When asked where they would like to see growth, most responded that growth should occur in the Route 10 areas of town (85%).

Those responding to the survey showed very strong support for natural resource preservation.

At least 80 percent of respondents agree that preserving the following is important:

- Open fields and agriculture
- Town forest
- Lakes and ponds
- Streams
- Aquifers
- Wetlands
- Wildlife habitat
- Scenic views

HISTORICAL LAND USE

The present land use pattern of development in Lempster is based primarily on a road system which was developed to serve a rural community of the mid-1800's.

Generally, open fields for farm and dairy use characterized the land with a dispersed population that was served by a wide-ranging road network. However, travel and communications limitations resulted in discernable centers where public and private services such as schools, blacksmith and shoe shops, and saw and grist mills were conveniently available. Many of the outlying population concentrations are now largely deserted since the farm population, once dispersed over the town's area, migrated elsewhere (e.g. to the midwest for easier farming and to urban areas for economic opportunities); and the Second NH Turnpike lost its importance, leading to the decline in the Lempster Street area. Much of the open land has returned to forest and the old roads have become trails in many areas. However, the mid-1800's pattern of land use, serving almost 1,000 people, suggests a valid option for future growth if low density development is related to the carrying capacity of town soils and other natural resources. Convenient mixed-use service centers again may be desirable if significant growth occurs and as automobile fuel becomes more expensive.

CURRENT LAND USE

One hundred and fifty years after the agriculturally-oriented population peaked, residential growth has once again raised the population to the historic high experienced in the 1830's. Much of the current land use is less intensive than 150 years ago with the migration off the land and the disappearance of outlying centers. The Goshen-Lempster Cooperative School, several

automobile service facilities and sand/gravel operations are the town's major business uses. Public buildings are concentrated in the East Lempster area.

Of the 32.3 square miles of land area within Lempster, most is rural and undeveloped. The balance of the town is developed with residences, second homes, and some agricultural and industrial purposes. The predominant pattern of residential development is decentralized along the town road system. Previous development in the Nichols Road area has not been intensive, with many lots ranging in size from about 2 to 8 acres for year-round residence and second home use. Long Pond and Sand Pond development in the western part of town contain lots that range from 1 to 3 acres. Historic village areas on Lempster Street and near route 10 in the vicinity of the Library and Town Offices have experienced very little development in modern times.

LAND CAPABILITY

The fundamental premise of the land capability concept is that the natural features of the environment vary in their ability to support development. Steep slopes, flood-prone areas, wetland soils, the soil type and slope, and the presence of bedrock at or near the surface can serve as major constraints to development. While it is possible to overcome such natural constraints through intensive engineering, this is often a costly and elaborate process; efficient and environmentally sound planning seeks to guide growth into areas with adequate natural capability and capacity to support development.

One of the chief factors to consider in assessing land capability is the capacity of the site to treat sewage effluent properly. Inadequate soil capability to absorb and treat septic effluent has already caused nutrient enrichment of surface waters; poor site planning can also cause the contamination of private well waters by failed septic systems.

The physical properties of each soil type in Lempster determine, to a large extent, the capabilities of the land to support development. A variety of physical factors are responsible for this determination: depth to bedrock, shrink-swell properties, lead-bearing capacity, drainage, corrosivity and toxicity. Definitions of these soil properties can be found in the Soil Conservation Service's Soil Survey for Sullivan County New Hampshire. For the purposes of the Master Plan, the soil characteristics most important to identify are:

1. their ability to safely and effectively process effluent from on-site septic disposal systems.
2. their ability to physically support the construction and maintenance of roads, building foundations and infrastructure.

CRITICAL LAND FEATURES

Additionally, five categories of critical land features that are all environmentally sensitive to development were presented in the Natural Resource Chapter. The critical land uses categories discussed in the Natural Resources Chapter include wetlands, floodplains, steep slopes, aquifers, and prime agricultural lands. Each of these natural resources has been mapped which are presented in the Natural Resources Chapter. These are critical resources that should either not be developed or be developed only in an environmentally sensitive manner.

SURFACE DRAINAGE

The hydrologic characteristics of a natural watershed and the potential impacts of surface drainage from land use development are important factors in analyzing Lempster's land use carrying capacity.

Surface drainage from Lempster is divided into three major drainage basins or watersheds as shown on the Watersheds and Groundwater Resources Map found in the Natural Resources Chapter. As reflected in the Table XI-1, 47% of the town lies within the Cold River Watershed. Smaller areas of town are covered by the Sugar River Watershed (29 %), and the Ashuelot River Watershed (24%).

Table X-1: Major Drainage Basins

Watershed	Area in Acres	Percent of Town Area
Cold River Watershed	9,876	47%
Sugar River Watershed	6,097	29%
Ashuelot River Watershed	4,983	24%
Total	20,956	100%

Source: UVLSRPC GIS Mapping

Any alteration of water course dynamics in town can have undesired consequences. Most significant of these potential consequences is increased peak storm runoff resulting from development. New buildings, roads, and parking lots decrease the amount of permeable surface that can absorb rainfall or snowmelt, thereby increasing the amount of runoff that concentrates in a watercourse during a storm. This increased concentration can consequently cause flooding that causes erosion and turbidity levels that adversely impact water quality.

Such impact not only can adversely affect public health and safety, but the town may find itself liable for making repairs to private, as well as public, property damaged by cumulative increased peak runoff. One way of avoiding these potential problems is to establish a town-wide policy of requiring new development to release stormwater at a rate that does not exceed the existing natural condition. This "zero-peak runoff" policy would involve either detaining increased peak runoff on-site in manmade basins, and/or by injecting runoff into the ground where sand and gravel deposits are of sufficient depth to rapidly absorb the water.

Another significant factor affecting water quality is the physical characteristics of a watershed basin and its associated network which can be more susceptible to assimilate pollutants during periods of low flow. When septic leachate or fertilizers enter the receiving waters, they can result in periods when the water has high levels of nutrients or potential for pathogenic contamination.

Water quality is generally highest in the undeveloped areas. Sinuous drainage networks (i.e. winding streams or wetland areas) tend to improve water quality. Basins that are long and narrow provide more opportunity for direct contamination from abutting land uses than those that are more circular. Basin boundary influence must be measured ultimately in the context of slope, soils, and geological conditions.

Table X-2: Building Permits for New Dwelling Units, Lempster, NH 1980 - 2004

Year	Type of Dwelling Unit			Total Dwelling Units
	Single Family	Multi Family	Manufactured Home	
1980	6	0	0	6
1981	2	0	2	4
1982	3	0	3	6
1983	8	0	2	10
1984	5	0	3	8
1985	7	0	4	11
1986	15	4	0	19
1987	15	0	6	21
1988	12	0	4	16
1989	11	0	5	16
1990	3	0	3	6
1991	2	0	3	5
1992	4	0	2	6
1993	2	0	0	2
1994	4	0	3	7
1995	4	0	0	4
1996	7	0	3	10
1997	8	0	0	8
1998	4	0	0	4
1999	5	0	5	10
2000	9	0	4	13
2001	11	0	0	11
2002	12	0	2	14
2003	11	0	0	11
2004	23	0	0	23

Note: Takes into account any dwelling unit demolitions

Source: Information submitted by the town to NHOEP for the annual survey of building permit activity.

LAND USE PATTERNS & TRENDS

The general configuration of current land use development is decentralized along those portions of the road system which survived from the 1800's era.

Thirty-five years ago, the periods of population decline and stability had ended and, with them, the migration from the land ceased and a slow increase in residential land use began. Today, the trend is accelerating with about three times as many people living in Lempster today as 30 years ago. There is no reason to expect that either stability or decline will reverse the trend in the next decade or two – particularly with statewide and regional growth at high levels. Population growth translates into land use change. Presently, growth and change are only in early stages in gross terms. More people require more permanent dwellings – some converted second homes and some new dwellings in formerly open areas. This may constitute only minor land use change but suggests a clear indication of more substantial change to come. The incremental changes brought about by residential growth over the past thirty years have begun to change the rural character of the community. The rural character of the community is being challenged because of suburbanization of the existing town road frontages resulting in a sprawling development pattern along the existing road system, which is land consumptive. Natural amenities of a high order are typical of the town's excellent physical environment and generally will remain so for years, but not forever in view of increasing internal and external development pressures. All the elements for growth are presently in place: area development, accessibility, natural attractiveness, and an inventory of approved subdivision lots.

Present land use can be characterized as equivalent to that of the 1860's in overall density but not in character. As previously noted, 150 years ago, more land was in agricultural and dairy use while, today, reforestation of open space continues and the town's development is primarily single-family residential uses. Less back land is in use today than was in use 150 years ago, but more land convenient to the road system is devoted to permanent dwellings each year, contributing to the expansion of residential sprawl along existing town roads. According to the NH Office of Energy and Planning, the population of Lempster is projected to increase by 38% between 2000 and 2020.

Population Growth at Build-Out

In June 2005, UVLSRPC completed a build-out analysis of Lempster as the first step in the update of the Lempster Master Plan. The Lempster Planning Board initiated a study of the build-out potential of the community to answer questions such as:

- How much additional land area can be developed?
- How many residential lots could be added?
- How much could the population of Lempster increase at full build-out?

This build-out analysis looked at the potential development of Lempster given development limitations. This provides the community the opportunity to then examine this projected future development of the town to see if it is consistent with the desires of the community.

A build-out analysis is a model for predicting development possibilities. Like all projections, it is predicated on assumptions which are outlined in the study report. Timing is not relevant to the build-out analysis as it is assumed that time is condensed to allow all possible development to occur today. Economic realities may prevent expansion to the projected possibilities. The build-out analysis holds static demographic, technological, zoning changes, expansion of municipal infrastructure and other variables which affect development patterns in order to create a picture of Lempster when fully built-out under today's conditions.

The basic methodology for the build-out analysis was to first map areas which are protected from development. Then maps for conserved lands, wetlands, and steep slopes were prepared. Finally, the development potential of the undeveloped or unprotected areas of town was calculated.

Some of the results of this build-out analysis are summarized as follows:

- At full build-out, an additional 8,082 dwelling units are predicted including both permanent and seasonal housing. This represents an increase of 1400% in dwelling units for the town over the 577 dwelling units existing in 2000. At full build-out, the total number of dwelling units is projected to be 8,659.
- At full build-out, the additional 8,082 dwelling units could support a population increase of 16,589 that would represent about a 1700% increase over the 2000 population of 971. The full build-out population could reach 17,560 which is 18 times the 2000 total town population.
- Without zoning, Lempster's future is one in which growth is spread out all over town at relatively high densities.

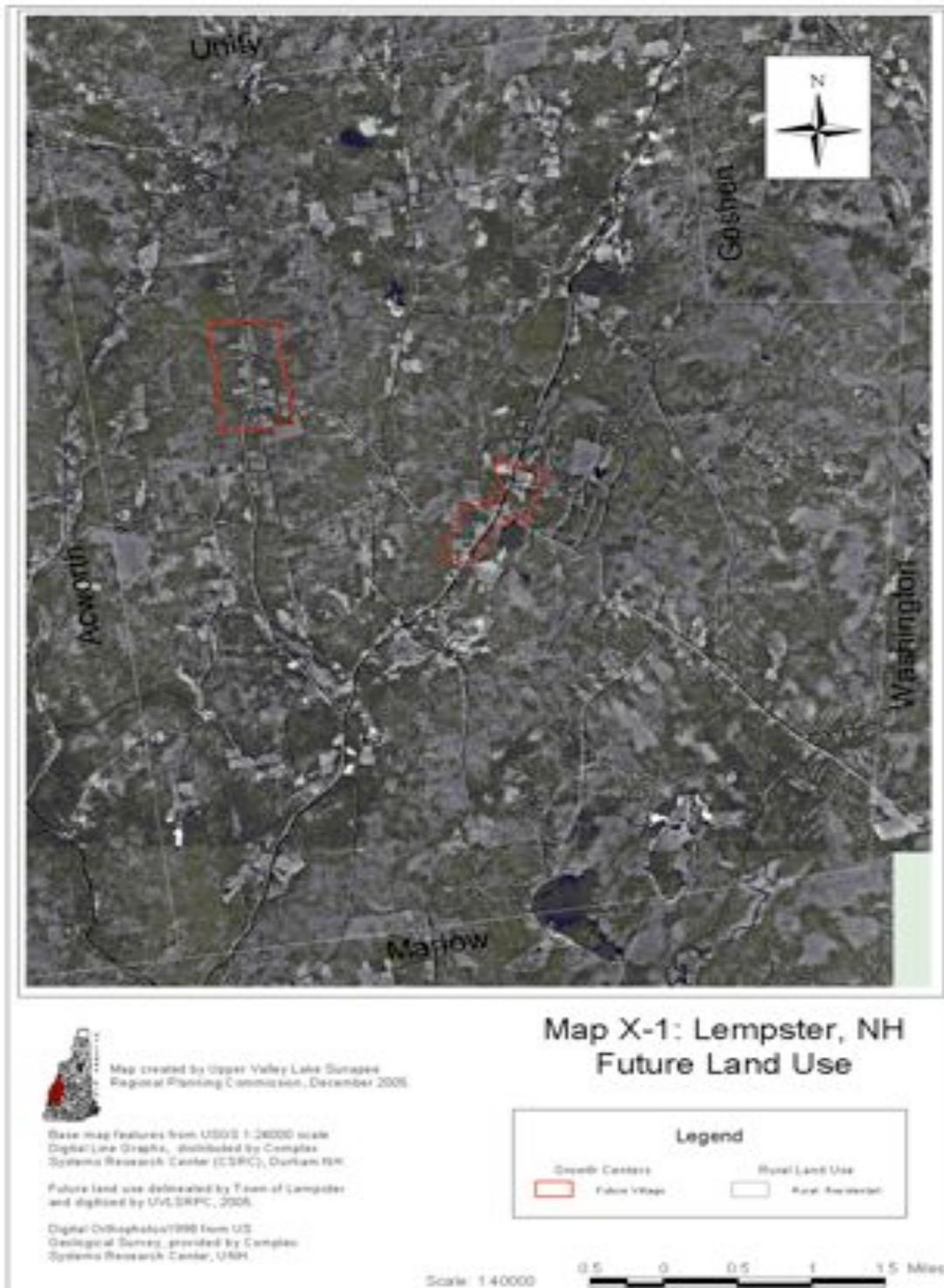
FUTURE LAND USE

Population projections indicate the town will add about 369 people between the year 2000 and 2020. The Office of Energy & Planning reports that the per capita land consumption in New Hampshire has risen to 1.6 acres per capita. Using this assumption, the 369 persons would result in 590 additional acres being consumed for residential development. This is less than 3 percent of Lempster's total area. Still, there is good reason for concern since it can be expected that this new development will be in-fill along existing roads, intensifying the sprawling pattern established over 100 years ago and giving the impression of higher densities than really exist.

Future land use change can be guided in positive directions. Given that many residents feel that the retention of rural character and amenities is important, growth should be guided such that it is efficient (low public sector costs and taxes) and respectful of the environment (natural physical conditions-soils, slopes etc.). Although the "best" land may be redeveloped first, reasonable public policies and prudent implementation can protect the town's residents and taxpayers against adverse fiscal and physical impacts by poorly planned development.

Road access, available land, and the attractiveness of the region's recreation resources are likely to contribute to growth in the next 10 or 20 years. The mid-1800's land use pattern provides a good model for future growth and development. Since it was based essentially on the same road system as exists today, it is undoubtedly the most topographically, physically and, therefore, economically valid approach to regrowth and redevelopment. In terms of land use, the historic pattern can offer a practical future mix of residences and businesses. Institutional, recreational and personal services are encouraged to locate in the village centers of Lempster Street and Route 10. Light industrial and commercial services are encouraged to locate in the vicinity of Route 10 near the abandoned Jolly Farmer. Outside of these areas, low density residential in-fill is encouraged. Please refer to the Future Land Use Map X-1.

MAP X-1 FUTURE LAND USE



Future land use patterns and densities and future actions by town officials also will depend on economic and population pressure, as well as on private sector decisions and the resulting availability of land within the town. Large tracts in private hands are of particular concern as future determinants of the physical and fiscal character of the town. Decisions to subdivide large tracts could alter the situation far sooner and more drastically than the rate of change suggested by the population forecast, which extends current trends. Such decisions could either preserve and enhance or begin to destroy the town's rural character, quality, and values, depending on the existence or absence of private deed restrictions and positive public sector policies and implementation measures.

Some actions by town officials can help encourage desirable changes. Subdivision regulations should encourage common driveways and access roads along arterials and some major collectors to limit access between local centers to a few, safely separated points. Such limitations would not affect land use patterns significantly but would permit low density dispersal in highway corridors without a proliferation of hazardous intersections while preserving natural rural character along the road system.

Nationwide, and particularly in rural areas, transportation will continue to depend almost entirely on the individual motor vehicle. Increasing its efficiency and fostering land use patterns which reduce both the number of trips and trip distances will allow the motor vehicle to continue to provide efficient service in the future.

It should be stressed that any prudent measures adopted to encourage desired patterns of land use change will not significantly affect town-wide growth which is primarily a product of market conditions, i.e., of private economic needs and decisions. It is equally important to emphasize that, if redevelopment based on the town's historic 1800's pattern can be achieved, it need not be at the expense of private property rights or values. In fact, such values will be increased substantially by far-sighted, intelligent policies and implementation measures. Communities that exercise foresight preserve and enhance character and quality, and enjoy relatively low public sector costs and taxes. Those which fail to anticipate and deal with growth problems invariably deteriorate and pay dearly for their failure in lost amenities and heavy fiscal burdens. It is never too early to act, but it often is too late.

ANALYSIS SUMMARY

1. Preserve historic and cultural areas that were identified as priorities by the Planning Board including Lempster Street, East Lempster Four Corners, Dodge and Keyes Hollow, historic cemeteries, and the Town Pound (old town center).
2. Ensure that the Town Forest, Ashuelot headwaters, and other similar forested areas with large tracts of undeveloped land remain available for forestry, recreational and open space uses by discouraging or minimizing residential development.
3. Protect shoreland around all types of surface waters including lakes and ponds, streams and wetlands. Studies evaluating impacts on water quality have demonstrated the importance and effectiveness of natural vegetative buffers as the last line of defense in filtering pollutants before they reach the surface water resource. A combination of root depths and vegetative species is best, mixing grasses, bushes and trees to form the vegetative buffer.
4. Conserve wetlands and water bodies including Gallop Marsh, Long, Dodge, Hurd, Sand, and Duck Ponds.

5. Regulate growth. The town currently has no zoning ordinance. The Community Visioning Workshop and Master Plan Survey completed by the Planning Board has identified this as an issue to be addressed by developing land use regulations to manage growth.
6. Guide growth. The town has been experiencing considerable residential growth and the population projections indicate that this growth is anticipated to continue in the future. For the long term, the town needs to address the issue of managing the density of residential development in the community, particularly the more rural areas of the community with relatively poor access. As reflected in the build-out analysis, substantial growth potential exists in some of the rural parts of the community. Suburbanization of these rural areas would not be consistent with the town's goal of preserving the community's rural character.
7. Protect the Cold, Sugar, and Ashuelot River watersheds.

GOALS: The Planning Board spent considerable effort soliciting public input on the Master Plan update in order to develop a plan which reflects the community's collective vision for the future of Lempster.

The Planning Board developed the following land use goals based on input received from public meetings on updating the Master Plan, feedback compiled from results of the Community Survey and considerable discussion among the Board members:

- **To remain, over the next fifteen years, primarily a rural residential community with uncrowded and quiet living conditions and a scenic and unpolluted natural environment.**
- **To preserve, protect, improve and enhance the natural, agricultural, scenic, recreational, cultural, and historic resources and the desirable characteristics of the traditional Northern New England land use settlement pattern. Compact patterns of development are preferable to noncontiguous development and the spread of strip land use development along the public road system.**
- **To maintain and improve the accessibility to and the economic viability of the existing village centers.**
- **To ensure that the density, intensity, and siting of future development is consistent with the capacities of access, on-site water supply, on-site wastewater disposal systems, and natural constraints to support such land use development.**
- **To protect the character of rural areas and their natural resources through continued wise use and enjoyment of natural resources, and by avoiding scattered development and incompatible land uses.**
- **To maximize protection of natural resources such as streams, wetlands, aquifers, lakes, wildlife, agricultural/open lands, hillsides and ridges.**
- **To afford the opportunity for a variety of housing types and values, including affordable housing.**

Recommendations:

- Create and implement a zoning ordinance to manage the location and density of land uses. (Planning Board)
- Protect the Gallop Marsh, Ashuelot River headwater area, water bodies (including but not limited to the Cold and Sugar Rivers), wetlands, and wildlife resources. Alternative approaches could include one or more of the following(Planning Board in consultation with the Conservation Commission):
 - Large minimum lot size zoning districts to reduce the density of development in these environmentally sensitive areas.
 - Adoption of a large setback to provide for wildlife corridors along and around these water resources. The publication “Buffers for Wetlands and Surface Waters - A Guidebook for New Hampshire Municipalities” last revised in May, 1997 was prepared by a consortium of organizations including: Audubon Society of New Hampshire, UNH Cooperative Extension, Natural Resource Conservation Service, and the NH Office of State Planning (now the Office of Energy and Planning). While the publication recommends a minimum buffer width of one hundred feet from all surface waters including lakes, ponds, streams and wetlands, it recognizes that larger buffers are needed for the protection of wildlife corridors. The publication recommends a minimum buffer width of 660 feet to protect travel corridors for all wildlife except black bears.
 - Create and adopting a Wetlands Overlay District which would include buffers.
 - Developing a Shoreland Overlay District to protect lakes, ponds and streams which would include buffers.
- Establish a Conservation District within zoning for the Ashuelot headwaters area and other similar forested areas with large tracts of undeveloped land to ensure continued availability for forestry, recreational and open space uses and discourage or minimize residential development. A Conservation District would provide for forestry, recreational and open space uses while requiring a large minimum lot size in the range of 25 to 50 acres to manage both the use and intensity of development permitted.
- In this type of resource protection district, residential use can be permitted only with approval of a Special Exception by a Zoning Board of Adjustment. (Planning Board)
- Within zoning establish village center districts in the areas of East Lempster and Lempster Street to encourage higher densities and mixed land uses. (Planning Board)
- Consider one or more recreation districts within zoning. (Planning Board)
- Consider the development of light industrial/commercial zoning in the Route 10 north area within zoning. (Planning Board)
- The town should consider adopting a standard within zoning that requires a substantial natural buffer around lakes and ponds. The minimum buffer width of one hundred feet is recommended in the publication “Buffers for Wetlands and Surface Waters - A Guidebook for New Hampshire Municipalities” last revised in May, 1997. (Planning Board)
- The town should consider creating and adopting comprehensive shoreland regulations within zoning. Again, a minimum natural buffer of one hundred feet from the high water mark is recommended along streams by the publication cited above. (Planning Board)
- The town should consider adopting a lot size averaging provision in the zoning ordinance to provide another option for subdivision design in the community. This would provide the Planning Board and the subdivider with a more flexible approach to laying out a subdivision while preserving important open space resources.

(Planning Board)

- The town should use overlay districts within zoning as a method to protect natural or sensitive resources such as steep slopes and groundwater resources. (Planning Board)
- The town should consider alternative methods to manage long-term growth and density of residential development in the community. As reflected in the build-out analysis, substantial growth potential exists in the rural parts of the community. Suburbanization of these rural areas would not be consistent with the town's goal of remaining a rural, residential community. The more traditional approach would be to create and implement different zoning districts with alternative lot sizes and permitted densities of development. A new innovative approach developed in Norwich, Vermont manages the density of development based on distance from the town service center, the quality of the road providing access to the development from the town center and other local Master Plan goals. (Planning Board)

APPENDIX

LEMPSTER MASTER PLAN

SUMMARY OF GOALS AND RECOMMENDATIONS

IV. POPULATION

GOAL: Ensure population growth is at a pace that is consistent with the town's ability to accommodate its impacts upon transportation infrastructure and community facilities.

Recommendations

- Require impact studies for major subdivisions (Planning Board)
- Continue to plan for capital facilities improvements with a Capital Improvement Program (Planning Board)

V. HOUSING

GOAL: Maintain and enhance the diversity of housing types, sizes, and prices.

Recommendations

- Monitor housing development within the community. Tracking building permits and certificates of occupancy can do this. (Building Inspector)
- Ensure that local land use regulations encourage the private development of rental housing and affordable owned units by incorporating reasonable lot size requirements in areas suitable for denser housing development while accommodating the minimum square-foot requirements needed for health and safety. (Planning Board)
- Encourage accessory dwellings by providing a provision in any future zoning ordinance. (Planning Board)

GOAL: Use land effectively by maintaining traditional human-scale settlement patterns that are not land consumptive and that encourage neighborhoods that are walkable and provide a sense of community while providing transportation choice to residents of all physical abilities and ages.

Recommendations

- Housing development plans and patterns should be consistent with existing and proposed land use and transportation plans, both local and regional, in the interest of conserving energy, maintaining adequate municipal facilities and services and preventing sprawl. (Planning Board)
- Promote forms of housing development which would protect open space and reduce energy consumption. (Planning Board)
- Encourage housing in suitable areas where development will be compatible with the protection of natural features. (Planning Board)
- Site designs for residential development should ensure access for emergency services. (Planning Board and Fire Department)
- Direct housing development to village centers. (Planning Board)

- Consider water/sewer development and/or alternative septic designs to encourage denser development within the village centers. (Planning Board and Selectboard)

GOAL: Improve the condition of the existing and future housing stock.

Recommendations

- Promote the maintenance, conversion and rehabilitation of the current housing stock to meet needs. (Selectboard)
- Take advantage of housing subsidy programs and funds available for housing rehabilitation through the New Hampshire Housing Finance Authority, NH Rural Development and the U.S. Department of Housing and Urban Development. (Town Office Promotion)
- Implement and enforce building codes. Together with neighboring towns, consideration should be given to the cooperative support of a shared building inspector to implement the building code. (Selectboard)
- All structures should have adequate access for emergency services. (Building Inspector)
- Consider not allowing development in floodplains. (Planning Board)

VI. TRANSPORTATION

GOAL: Provide a transportation system that will meet, to the greatest extent possible, the mobility needs of local residents.

Recommendations

- Support transportation services for the elderly, disabled and youth. (Selectboard)
- Consider zoning as a means to focus development towards village centers and promote alternative transportation modes. (Planning Board)
- Create an equitable system of financing public transportation improvements including levying off site exactions to cover the costs of transportation and drainage improvements caused by development. (Selectboard & Planning Board)

GOAL: Create and maintain road construction and maintenance procedures that are sensitive to the environment.

Recommendations

- Enhance the maintenance of gravel/dirt roads by implementing Best Management Practices (BMP) to minimize sediment erosion and protect water quality. (Road Agent)
- Encourage concentrated development in order to minimize the amount of needed road infrastructure and thereby reduce impervious surface. (Planning Board)

GOAL: Enhance the efficiency and cost-effectiveness of the town’s road maintenance and reconstruction program.

Recommendations

- Develop and maintain a long-range improvement program for existing roadways, bridges and culverts. (Road Agent)
- Ensure the proper construction of roadways, bridges and culverts by continued implementation of road standards. (Planning Board & Road Agent)
- Continue to maintain a capital improvement program for advising the Lempster Selectboard. (Planning Board)

GOAL: Balance mobility and access on town roads.

Recommendations

- Amend the town’s driveway design and construction regulations to include standards (e.g. turning radius, drainage, sight distances and grade. (Planning Board))
- Consider the creation of an access management policy. (Planning Board)
- Consider requiring landowners to make repairs to driveways that threaten the integrity of local roads under RSA 236:13VI. (Planning Board)

GOAL: Ensure that future development does not negatively impact Lempster’s infrastructure, environment, emergency services, and financial solvency.

Recommendations

- Require off-site improvements i.e. non-impact fee development exactions for developments determined to have a significant impact upon town highways, water, sewer (when and if present or needed) and drainage. (Planning Board)
- Consider allowing narrower local roads, where appropriate in an effort to maintain natural and scenic resources. (Planning Board)
- Develop a Class VI road policy indicating when building permits should be granted and when they shouldn’t, and when maintenance should be discontinued. (Selectboard)
- Preserve Class VI roads for future transportation and recreational use. Consider their classification as municipal trails or fire lanes. (Selectboard)
- Amend Street Numbering Ordinance to prevent conditions that may delay emergency responders. (Selectboard)
- Consider land use regulations as a tool to direct growth to locations where infrastructure is adequate. (Planning Board)

GOAL: Preserve the rural character of the town.

Recommendations

- Consider dedicating roads of exceptional scenic value as “scenic roads” under RSA 231:157. (Selectboard & Planning Board)

VII. NATURAL RESOURCES

GOAL: Preserve and protect Lempster forests to ensure that they continue to provide environmental, aesthetic, and economic benefits.

Recommendations

- Provide educational materials on forestry best management practices to forestland owners. (Town Office staff)
- Support state, federal, and private acquisition of land, through donation or conservation easements, to protect the town's forestry resources. (Selectboard)

GOAL: Conserve our agricultural lands for their positive impact on the economic base resulting from their scenic qualities and food production value.

Recommendations

- Work closely with local, state, and federal land protection organizations to preserve agricultural lands through the use of conservation easements.(Conservation Commission)
- Consider zoning regulations to concentrate development away from prime agricultural lands. (Planning Board)
- Assist agriculture-related businesses through participation in state, regional, and local programs.(Selectboard)
- Consider providing tax benefits to encourage the preservation of agricultural land. (Selectboard)

GOAL: Identify and conserve important open space and scenic lands for their economic, recreational and scenic values.

Recommendations

- The town should consider allocating all or a percentage of the land use change tax to their Conservation Fund, as do many other communities, including Claremont and Walpole. (Selectboard)
- Identify and prioritize parcels of land that residents feel should be protected because of important scenic, cultural, ecological, historical or recreational value. (Conservation Commission)
- Develop an inventory and analysis of Lempster scenic views and vistas, particularly those at high risk of being lost. (Conservation Commission)
- Develop land use regulations to protect ridgelines, scenic views, and natural areas. (Planning Board)
- Promote sound tree cutting practices.(Planning Board, Conservation Commission & Town Office)
- Develop a sign ordinance. (Planning Board)
- Consider providing tax benefits to encourage the preservation of open space land. (Selectboard)

GOAL: Protect and preserve sufficient and viable habitats to ensure the continuation of healthy wildlife and rare plant species.

Recommendations

- Develop a Natural Resources Inventory to identify, analyze, and make recommendations for wildlife habitat and travel corridor protection. (Conservation Commission)
- Identify and catalogue parcels of unfragmented land in Lempster, with a special emphasis on lands that abut other parcels of conservation land, water bodies, or known wildlife habitat or travel corridors. (Conservation Commission)
- Use designs that protect important resources when subdividing land, particularly within those areas identified as unfragmented. (Planning Board)
- Amend Subdivision Regulations to require applicants proposing construction on undeveloped properties to contact the NHI Program to find out if species of special concern are known to be located on the property. (Planning Board)
- Educate landowners about the importance of protecting and enhancing wildlife habitat by providing workshops and/or displaying wildlife maps and publications in the town offices and library. (Conservation Commission)
- Support private, state and federal acquisition of land, through donation or conservation easements, to protect the town's wildlife resources. (Conservation Commission and Selectboard)

GOALS: Maintain or improve the water quality in all of the town's surface water features.

Ensure that the water bodies continue to support environmental, recreational, aesthetic, and other values.

Recommendations

- Create policies to protect surface water quality, such as shoreland regulations for rivers, streams, ponds, and lakes. (Planning Board)
- Support efforts to educate landowners regarding issues such as the importance of vegetated buffers and the impacts of improper use of fertilizers. (Conservation Commission)
- Cooperate with landowners and land protection organizations to permanently protect riparian lands through conservation easements or other means. (Conservation Commission)
- Permanently protect the Long Pond Town Forest that includes a portion of the Ashuelot headwaters, a significant upper perennial riparian system. (Conservation Commission, Selectboard & Planning Board)
- Consider creating a Steep Slopes District in order to prohibit development on slopes over 25 percent, and carefully plan and manage development on slopes between 15 and 25 percent. (Planning Board)
- Update the town's regulations to adequately address the issues of stormwater management, erosion and sediment control to improve the quality of the town's waterbodies. (Planning Board)

GOAL: Protect and preserve wetlands to ensure habitat preservation, flood control, and purification of surface waters.

Recommendations

- Consider establishing 100' setback requirements within zoning and subdivision regulations to protect wetlands from fill/development and salt from roads and parking. (Planning Board)
- Conduct a local wetlands inventory to identify and evaluate wetlands and assess protection needs. (Conservation Commission)
- Inventory and legally designate prime wetlands for special protection from encroachment by development. (Conservation Commission)
- When evaluating development proposals that affect wetlands, consider adjacent upland habitats, buffers, stormwater effects, and other such impacts. (Planning Board)
- Work with land trusts and other conservation organizations to prioritize wetlands for conservation easements and other forms of permanent protection. (Conservation Commission)

GOAL: Manage development of the 100-year floodplain so it can perform its function of passing and storing floodwaters.

Recommendations

- Consider the benefits of participating in the National Flood Insurance Program. (Selectboard & Planning Board)
- Consider implementing floodplain regulations that are more stringent than the current (FEMA) regulations, and discourage development in the floodplain. (Planning Board)

GOAL: Protect the groundwater resources in Town to ensure that an adequate supply of clean drinking water is available for residents, businesses, and visitors.

Recommendations

- Development proposals should be designed to minimize the amount of impermeable surfaces and provide for on-site stormwater treatment to enable groundwater recharge. (Planning Board)
- Consider studying and identifying a public water supply to provide residents water quality protections. (Planning Board)
- Educate residents about septic system maintenance. (Town Office)
- Participate in regional household hazardous waste collections. (Selectboard)
- Educate residents about the benefits of and need to preserve groundwater resources. (Town Office)

GOAL: Gather information sources and for, research and management, best practices to protect surface waters and groundwater from nonpoint Pollution.

Recommendations

- Provide information about BMPs to landowners. (Town Office)
- Incorporate BMPs into future land use regulations as conditions of approval for applicable activities. (Planning Board)
- Ensure that BMPs are followed when required. (Planning Board & Road Agent)

GOALS: Ensure that earth resource extraction methods will not result in significant degradation to the aesthetic, environmental, or economic values of surrounding areas.

Ensure the reclamation of land areas that are disturbed by the extraction of earth minerals

Recommendations

- Continue to review each excavation application to ensure compliance with the provisions of RSA 155-E and local standards. (Planning Board)
- The Planning Board should require that the applicant for a new or expanded earth excavation identify the location of the proposed operation relative to the known aquifers based on the referenced “stratified-drift aquifer map” (Map VII-2). If the proposed operation overlays a known aquifer, then the Planning Board should require the applicant to demonstrate that their earth excavation will not substantially damage the known aquifer. (Planning Board)
- In reviewing an earth excavation application, the Planning Board should call upon any outside engineering or environmental consultants, including the Natural Resource Conservation Service, at the applicant’s expense, for advice on potential adverse impacts of the proposed operation and recommendations on how to mitigate those impacts, and review of the proposed reclamation plans. (Planning Board)

VIII. ECONOMIC DEVELOPMENT

GOAL: Encourage economic stability by supporting and strengthening development of a balanced, diversified and healthy economy compatible with a high quality of life, and with minimal adverse environmental and socioeconomic impacts.

Recommendations

- Participate and/or monitor the Comprehensive Economic Development Strategy (CEDS) planning process in Sullivan County, which may have a potential to provide resources to Lempster’s development objectives. (Planning Board & Selectboard)
- Support a positive attitude towards the business community by encouraging diverse private-interest participation in economic planning processes and the preparation of economic development plans. (Planning Board & Selectboard)
- Through land use controls, foster the growth of industry sectors that are consistent with local and regional policies and are sustainable given national and global trends. Given community survey results, options include home-based business (cottage industries), farms, horticulture, tourism, recreation and technology based industry. (Planning Board)

- Continue to provide a predictable local permit process with clear expectations, which is equitable to all applicants. (Planning Board and Selectboard)

GOAL: Support economic opportunities by facilitating improved employment opportunities for the under- and unemployed, which benefit the individual employer and the workforce equally.

Recommendations

- Contribute to the creation of a more effective workforce development system by:
 - Guiding residents to educational and training services throughout the region (Town Office); and
 - Creating a regional workforce development collaborative together with business leaders through which employers, Colleges, high schools and training programs improve the effectiveness of training programs and education to address employer needs and provide career advancement for workers. (Planning Board & Selectboard)
 - Maintain high quality K-12 education options for the residents. (Selectboard)

GOAL: Maximize economic efficiency by using the existing infrastructure (physical and social) to the greatest extent possible. New physical infrastructure should be directed towards villages and regional growth centers.

Recommendations

- Work to define the extent of village centers in the areas of the Town Offices and Lempster Street. (Planning Board)
- Consider guiding commercial and residential growth towards village centers by providing adequate roads, bridges, water and sewer and other public facilities in those locations. (Planning Board)
- Encourage development that is compatible with existing infrastructure. (Planning Board)
- Control development so that it does not financially burden community resources. (Planning Board)
- Consider encouraging cottage industries, home-based business and tourism/recreation industries. Also consider limiting the size of any large commercial building to a scale that is consistent with its surroundings. (Planning Board)
- Revitalize downtown and village areas. Existing buildings, particularly old buildings, should be used for new businesses. Commercial, industrial and residential land use should be well-designed and compatible with the existing or historic aesthetic character of the area. (Planning Board & Selectboard)
- Establish a “Village Service Team” consisting of town departments to work with local organizations and businesses on village improvement efforts. (Selectboard)

GOAL: Improve the growth dynamic of the regional economy by enhancing Lempster’s comparative advantage and the local exchange of goods and services.

Recommendations

- Permit and support land uses that contribute to the enhancement of intraregional exchanges of goods and services (i.e., support local businesses and their expansion and the creation of new related business). (Selectboard & Planning Board)
- Seek economic development that improves the region's ability to export products and services. (Selectboard & Planning Board)
- Support the development and diversification of existing natural resources industries such as sand and gravel and lumber and saw mill operations. This could include furniture making or the identification of probable uses for depleted sand and gravel sites. (Selectboard & Planning Board)
- Promote tourism as a significant economic asset and educate the general public about the importance of the region's natural and cultural assets to the regional economy. (Selectboard & Planning Board)
- Encourage new technologies such as high-speed telecommunications capacity. (Selectboard & Planning Board)
- Partner with local private interests (e.g. resource excavation, agricultural, forestry and local entrepreneurs to investigate how local policies and land use controls can be supportive of future development initiatives. (Selectboard & Planning Board)

GOAL: Strengthen community pride and identity.

Recommendations

- Continue to support community events such as Old Home Day as a celebration of new successes and the town's heritage. (Selectboard)
- Hold an annual community meeting to revisit priorities and discuss progress on current development activities. (Selectboard)
- Create information tools (e.g., newsletter, website, press release) to share successes with the general public. (All town Boards and Departments)

IX. COMMUNITY FACILITIES

GOALS: General

Safely, efficiently and effectively meet the municipal, social, educational, and utility service needs of its residents and businesses in a responsible and efficient manner.

Maintain a sufficient group of volunteers to manage town functions.

Support the enhancement of integrated and modern communications networks when such facilities do not have significant adverse environmental, health or aesthetic impacts.

Enable new economic opportunities through the use of communications technology.

Recommendations: Town Buildings & Management of Town Government

- Revisit the investigation of long-term space needs for the Town Office and how they should be accommodated. The capital costs of meeting these long-term needs should be added to the Town's Capital Improvement Program (CIP). The community needs to build support for the preferred alternative. (Selectboard & Planning Board)
- Any work completed on these building should be respectful of their unique historic features. (Selectboard)
- Careful consideration should be given to including full frost wall foundation improvements and fire suppression systems as part of any restoration work to any or all of the town buildings. (Selectboard)
- It is recommended that the Selectboard in consultation with the Planning Board lead an effort to identify and prioritize possible sites to accommodate the structures that have been identified as having potential to move. Optimally these buildings would be located together and sited such that they facilitate the development of a centralized mixed-use village center(s). Given soil types and the isolation of Lempster Street, the best location for this complex is in East Lempster near Route 10. There is currently a Route 10 reconstruction project planned by NHDOT in 2014. This will provide an opportunity to provide input to ensure the roadway will respect the village center if located nearby. (Selectboard & Planning Board)
- Create a comprehensive building maintenance program for all town buildings in order to ensure efficient maintenance, and updated systems. (Selectboard)
- When renovating the Town Hall, consider the addition of an elevator as part of the restoration of the Town Hall and include basic accessibility to all buildings. (Selectboard)
- Ensure adequate parking is provided for each facility. (Planning Board and Selectboard)

Recommendations: Library Service

- The Town should further study the Library and its relation to other buildings in an effort to help the community decide whether the building should continue to be used as a library. (Selectboard & Planning Board)
- Pursue the Lempster Building Needs Committee's recommendation to move the Library next to the current Town Office building. (Selectboard)
- The community needs to go through a process to determine options for uses for the existing library and whether to build a new building for library space or use an existing one. This process needs to involve a broad spectrum of the community to build support. (Selectboard & Planning Board)
- Begin planning for Library capital expenditures to include expanded space, computers, copier, fax machine, print and nonprint materials, and additional children and book collections. (Selectboard, Planning Board and Library Trustees)

Recommendations: Cemetery

- If repairing the existing building to accommodate storage needs is not practical, consider erecting a small storage building to house cemetery maintenance equipment. (Road Agent and Selectboard)

- Reevaluate the existing fee structure in relation to cemetery operating expenses. (Selectboard)
- Update operating policies for the cemetery. (Cemetery Trustees & Selectboard)

Recommendations: Fire Protection and Rescue Services

- Pursue the development of a public safety complex in the Route 10 area near Lempster village to accommodate Police, Fire, Rescue, and the Forestry Department. (Selectboard & Planning Board)

Recommendations: Highway Department Services

- The town should consider evaluating the need to add both new equipment and personnel to complete summer and winter maintenance of the road system if new growth results in new public streets. (Road Agent & Selectboard)
- Consider enhancing the training program for highway department staff. (Selectboard)
- Plan for the capital expenditure to increase fuel storage capacity and new pick-up trucks in the Capital Improvement Program. (Road Agent & Planning Board)

Recommendations: Transfer Station

- Plan within the Capital Improvement Program for the purchase of a larger trash compactor. (Planning Board)
- Educate elected officials about the additional costs born by the highway department in operating the transfer station and its impact on other services. (Road Agent)
- Reevaluate user fees and operation policies. (Road Agent)
- Evaluate options for the disposal of solid waste. (Road Agent, Planning Board & Selectboard)
- Strive to increase the amount of recycling by considering changes in the town's solid waste program. This could include a pay-as-you-throw system. (Selectboard)

Recommendations: Police Protection

- The town should pursue accommodating the Police space needs in a public safety complex on a site near Route 10. (Selectboard)
- Consideration should be given to future demands for police service and the likelihood of additional staff and cruiser needs. (Police Department & Selectboard)

Recommendations: Educational System

- As tax structures are reevaluated, Lempster should consider the growth pressures wrought by existing tax schemes, and the revenue/cost inequity that results from concentrating job growth in regional growth centers. Consideration should be given to creative regional solutions to address this problem. (Selectboard)
- Begin accounting for large school capital projects in the Capital Improvement Programming process. (Planning Board)
- Begin having meetings with school officials regarding issues of mutual interest. (Selectboard & Planning Board)

Recommendations: Recreational Facilities and Services

- Create a recreation committee to evaluate and pursue town recreation needs. (Selectboard)
- Explore alternative methods to improve communication about upcoming recreation events and programs including (Selectboard):
 - School announcements;
 - Incorporating announcements into a town website;
 - Posting on a community bulletin board; and
 - Publishing a quarterly newsletter.
- The Town should consider incorporating the following list of recreational improvements into a Town Capital Improvement Program Recreation Stakeholders & Planning Board):
 - Construct a building at the beach area for changing and consider either a bathroom or port-a-potty;
 - Map Class VI roads for recreation use; and
 - Replace and add picnic tables at the beach area.

Recommendations: Personal Wireless Facilities

- New towers, access corridors and utility poles serving towers should not be sited or constructed where adequate communication coverage can be obtained through use of existing structures. Those wishing to provide new or expanded communications services should use or collocate on existing structures whenever possible. Owners or operators of existing tower space should facilitate the sharing of that space unless sharing or collocation is prohibitive due to frequency interference, adverse aesthetic impacts or a demonstrated risk to public health. The use of existing structures, such as water towers, church steeples and buildings, to support the wireless communications broadcast equipment is encouraged whenever it will not have a negative impact on significant historic or aesthetic resources. (Planning Board)
- An applicant for installation of new transmission facilities should demonstrate that public exposure to Radio Frequency (RF) radiation will not exceed the applicable Federal Communications Commission (FCC) standards for human exposure. Assessment of possible health effects should be based on the cumulative effects of all RF emissions at any given location, and should include both pre-construction and post-construction monitoring. (Planning Board)
- Siting and design of new communications towers and facilities (including any support and maintenance structures, necessary access corridors and utility lines) should minimize impacts on natural, scenic, wildlife habitats and corridors and aesthetic resources. The use of the ridges for communications towers and related facilities needs to be undertaken in a manner that will neither unduly detract from nor adversely affect the region's scenic values. (Planning Board):
- To minimize conflict with scenic values, facility design and construction for new communication towers and accessory facilities should adhere to the following principles (Planning Board):

- Where feasible, new towers should be sited in areas not highly visible to the traveling public and not visible from residential areas, historic districts and public use areas or outdoor recreation areas such as hiking trails and beaches;
 - new towers should be located in forested areas or be sufficiently landscaped to screen the lower sections of towers and related ground fixtures from public vantage points, such as trails, roads or water bodies;
 - new towers should use materials, architectural lighting, color, fixtures, mass and other elements to promote aesthetic compatibility with surrounding uses and to avoid adverse visual impacts;
 - where prominent views of a site exist, new towers should be located downgrade of the ridge so as not to exceed the elevation of the immediate ridge;
 - where new access roads are proposed, they should be located to follow the contours of the land and to avoid open fields or meadows in order to minimize their visibility;
 - new towers should not be sited on peaks and ridges that function as regional focal points;
 - existing tree cover should be maintained to the maximum extent possible, with tree removal allowed only to clear the footprint area of the tower construction and accessory facilities; and
 - blue or black colored balloon or crane should be raised to indicate the height of the tower.
- In the event that use of a tower is discontinued, the site should be restored to its natural condition, or to the condition that existed prior to construction, as appropriate. The developer of a new tower should provide the town with a site restoration and reclamation plan at the time of application for the new tower site in the event the tower and accessory facilities are abandoned in the future. This site restoration and reclamation plan should include provisions for removal of the tower and accessory facilities, regrading, revegetation, a time frame for accomplishing the site restoration, and adequate security, such as a letter of credit or performance bond, including anticipated inflation, to provide the funds necessary for completing the site restoration and reclamation plan. (Planning Board)

Recommendations: Energy Facilities

- Consider an energy committee to develop an energy plan to identify ways Lempster can conserve energy and explore alternative fuels for municipal operations. (Selectboard)
- Encourage conservation through land use planning policies. (Planning Board)
- Incorporate energy conservation in the rehabilitation of town buildings. (Selectboard)

X. LAND USE

GOALS: To remain, over the next fifteen years, primarily a rural residential community with uncrowded and quiet living conditions and a scenic and unpolluted natural environment.

To preserve, protect, improve and enhance the natural, agricultural, scenic, recreational, cultural, and historic resources and the desirable characteristics of the traditional Northern New England land use settlement pattern. Compact patterns of development are preferable to noncontiguous development and the spread of strip land use development along the public road system.

To maintain and improve the accessibility to and the economic viability of the existing village centers. with the capacities of access, on-site water supply, on-site wastewater disposal systems, and natural constraints to support such land use development.

Continued wise use and enjoyment of natural resources, and by avoiding scattered development and incompatible land uses.

To maximize protection of natural resources such as streams, wetlands, aquifers, lakes, wildlife, agricultural/open lands, hillsides and ridges.

To afford the opportunity for a variety of housing types and values, including affordable housing.

Recommendations

- Create and implement a zoning ordinance to manage the location and density of land uses. (Planning Board)
- Protect the Gallop Marsh, Ashuelot River headwater area, water bodies, wetlands, and wildlife resources. Alternative approaches could include one or more of the following (Planning Board in consultation with the Conservation Commission):
 - Large minimum lot size zoning districts to reduce the density of development in these environmentally sensitive areas.
 - Adoption of a large setback to provide for wildlife corridors along and around these water resources. The publication “Buffers for Wetlands and Surface Waters - A Guidebook for New Hampshire Municipalities” last revised in May, 1997 was prepared by a consortium of organizations including: Audubon Society of New Hampshire, UNH Cooperative Extension, Natural Resource Conservation Service, and the NH Office of State Planning (now the Office of Energy and Planning). While the publication recommends a minimum buffer width of one hundred feet from all surface waters including lakes, ponds, streams and wetlands, it recognizes that larger buffers are needed for the protection of wildlife corridors. The publication recommends a minimum buffer width of 660 feet to protect travel corridors for all wildlife except black bears.
 - Create and adopting a Wetlands Overlay District which would include buffers.
 - Developing a Shoreland Overlay District to protect lakes, ponds and streams which would include buffers.
- Establish a Conservation District within zoning for the Ashuelot headwaters area and other similar forested areas with large tracts of undeveloped land to ensure continued availability for forestry, recreational and open space uses and discourage or minimize residential development. A Conservation District would provide for forestry, recreational and open space uses while requiring a large minimum lot size in the

- range of 25 to 50 acres to manage both the use and intensity of development permitted.
- In this type of resource protection district, residential use can be permitted only with approval of a Special Exception by a Zoning Board of Adjustment. (Planning Board)
 - Within zoning establish village center districts in the areas of East Lempster and Lempster Street to encourage higher densities and mixed land uses. (Planning Board)
 - Consider one or more recreation districts within zoning. (Planning Board)
 - Consider the development of light industrial/commercial zoning in the Route 10 north area within zoning. (Planning Board)
 - The town should consider adopting a standard within zoning that requires a substantial natural buffer around lakes and ponds. The minimum buffer width of one hundred feet is recommended in the publication “Buffers for Wetlands and Surface Waters - A Guidebook for New Hampshire Municipalities” last revised in May, 1997. (Planning Board)
 - The town should consider creating and adopting comprehensive shoreland regulations within zoning. Again, a minimum natural buffer of one hundred feet from the high water mark is recommended along streams by the publication cited above. (Planning Board)
 - The town should consider adopting a lot size averaging provision in the zoning ordinance to provide another option for subdivision design in the community. This would provide the Planning Board and the subdivider with a more flexible approach to laying out a subdivision while preserving important open space resources. (Planning Board)
 - The town should use overlay districts within zoning as a method to protect natural or sensitive resources such as steep slopes and groundwater resources. (Planning Board)
 - The town should consider alternative methods to manage long-term growth and density of residential development in the community. As reflected in the build-out analysis, substantial growth potential exists in the rural parts of the community. Suburbanization of these rural areas would not be consistent with the town’s goal of remaining a rural, residential community. The more traditional approach would be to create and implement different zoning districts with alternative lot sizes and permitted densities of development. A new innovative approach developed in Norwich, Vermont manages the density of development based on distance from the town service center, the quality of the road providing access to the development from the town center and other local Master Plan goals. (Planning Board)

BUILD-OUT ANALYSIS

LEMPSTER, NEW HAMPSHIRE

**An Estimate of the Maximum Amount
of Future Residential Development
Possible Under Current Conditions**

Prepared for the
Lempster Planning Board

by
UPPER VALLEY LAKE SUNAPEE
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30 Bank Street
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June 2005

INTRODUCTION

The Upper Valley Lake Sunapee Regional Planning Commission (UVLSRPC) performed this build-out analysis at the request of the Lempster Planning Board in conjunction with the Board's update of the town master plan. The build-out analysis is a tool for assessing the compatibility between the community's vision for the future and the current regulatory environment. The term "build-out" is a planning reference to a hypothetical calculation of the maximum development allowed under existing regulations. The purpose of the build-out is to answer questions such as:

- How many new lots can be developed?
- How would this potential growth be distributed throughout town?
- How much would the population increase?
- The results of a build-out analysis often facilitate further discussion within the context of planning for the community's future, including:
- How will the possible growth affect the community?
- Are there areas with a lot of potential for growth which the community would prefer not to develop at a lower density?
- Are there areas that the community would prefer to develop at higher densities to concentrate growth where facilities and services will be more efficient and cost effective to provide?
- What additional facilities and services will be required to serve the needs of future residents?
- What steps should the community be initiating in the near future to accommodate future growth?

A build-out analysis is a model for calculating development potential. This build-out analysis estimates potential residential development in Lempster under current land use controls. It is predicated on certain assumptions which are outlined in this report. A different set of assumptions would result in a different estimated potential population. A build-out analysis, unless performed lot-by-lot, also relies on many generalizations. The underlying assumption is that factors which may bias the numbers in one direction or the other balance out; and that presenting the numbers aggregated for larger areas of the community also balances out irregularities associated with data collected on smaller geographic areas.

Timing is not relevant to the build-out analysis as it is assumed that time is condensed to allow all possible development to occur today. The build-out analysis holds at today's conditions factors such as demographics, technology, municipal infrastructure and other variables that may affect development patterns.

METHODOLOGY AND ASSUMPTIONS

The UVLSRPC used its geographic information system (GIS) and data layers provided through GRANIT, the state's GIS system housed at the UNH Complex Systems Research Center, and the NRCS Soil Survey for Sullivan County to perform the analysis. Each of the GIS data layers and other data sources, as well as the assumptions associated with this analysis, is outlined below. The UVLSRPC utilized PC ARC/INFO 3.5.2 and ArcView 3.2 software to perform the GIS analysis. Spreadsheet analysis was performed using Microsoft Excel 2003.

The town was analyzed in nine study areas identified by the Planning Board as shown on the attached map.

Future residential development was calculated for each of these nine sections of town and presented accordingly. The results are shown on the attached map and a more detailed large colored map available for viewing at the town office.

Development Density

This build-out analysis estimates the potential future population of Lempster in the absence of a local zoning ordinance. To incorporate development limitations associated with the land into the analysis, including wet and steep areas, soil-based lot sizes utilized by NH Department of Environmental Services for reviewing proposed residential subdivisions were used for the build-out analysis.

Surface Water

The area occupied by ponds and lakes was excluded from the developable land area. Surface water information was based on the USDA NRCS Soil Survey for Sullivan County.

Land Protected From Future Development

Publicly-owned conservation land and privately-owned land protected from development with conservation easements or other development restrictions was deducted from the land area available for future development. Conserved lands were identified using the 2005 GRANIT conservation land layer as a starting point and then revising it utilizing information on additional parcels provided by the Lempster Planning Board and the Society for the Protection of NH Forests.

Existing Road Rights-of-way

Road centerlines were based on 1:24000 digital line graph data provided through GRANIT. Centerlines were buffered twenty-five feet on either side to approximate general right-of-way areas. These areas were then excluded from developable land calculations.

Future Roads

The area that would be taken up with future road right-of-way associated with potential growth was deducted from the land area available to form new lots.

The percentage of land needed for roads and other utilities increases with the density of development. A deduction of 18% was used for this analysis based on previous sampling by

UVLSRPC of densities in the Region similar to that which would be found in Lempster at build-out.

Residential vs. Nonresidential Land Areas

At the present time, nonresidential buildings represent 8% of the assessed value of the buildings in town. For the purposes of this analysis this figure was used for the percentage of developed lots in the future that would be developed for nonresidential purposes throughout most of the town. The one exception was along NH Route 10 (Study Areas 3 and 6) where it was assumed that the proportion of nonresidential development will be twice that of the rest of the community (16%).

RESULTS

The 2000 US Census counted 577 dwelling units in Lempster. It is estimated that under current regulatory circumstances, a total of 8,659 units could be located in Lempster. The distribution of potential residential development across town is listed below and shown on the attached map. Unlike a town with zoning where development can be concentrated in areas where the town can provide facilities and services in a cost effective manner, the absence of a zoning ordinance leaves the potential for development in Lempster to spread haphazard throughout town.

Study Area	Estimated Number of Potential Residential Lots
1 – Lempster Street	1,763
2 – Hurd Pond	1,521
3 – Route 10 North	273
4 – Lempster Mountain	847
5 – Dodge Hollow	1,207
6 – Route 10 South	283
7 – Silver Mountain	948
8 – Long/Sand Pond	760
9 – Bean Mountain	1,057

The next step in calculating a potential future year-round population for Lempster under current regulations is to estimate the number of these residential units that would be occupied year-round. For the purposes of this analysis, the vacancy rate (5.4%) was assumed to remain constant. An assumption that the percentage of housing units currently occupied seasonally (27.6%) would also remain the same in the future yields an estimate of 5,802 housing units occupied year-round in the future. However, dense development located without regard for protection of the community's special features will more likely result in a sharp decrease in the percentage of seasonal homes. For the purposes of this analysis, the percentage of seasonal dwelling units was assumed to be only half of today's figure (13.8%) at build-out. This provides an estimate of 6,996 dwelling units occupied year-round in Lempster at build-out.

Occupancy Status	Housing Units Counted by 2000 US Census	Estimated Number of Housing Units at Build-out
Year-round occupied	387	6,996
Vacant	31	468
For seasonal use	159	1,195
Total housing units	577	8,659

Population

The U.S. Census reported a population of 971 for Lempster in 2000. Assuming an average household size of 2.51 persons per household as reported 2000 U.S. Census, the population of Lempster would increase by a factor of 18 to approximately 17,560 at build-out.

For comparison, the Region's largest two communities in 2000 were Claremont with 13,151 residents and Lebanon with 12,568. Sullivan County had a population of 40,458 in 2000; Concord had 40,687 and Keene 22,563.

Seasonal dwellings represent an additional segment of the community requiring consideration for services as well. However, the number of seasonal residents or users of seasonal dwellings is difficult to estimate. Household size, length and frequency of stay, turnover of users, all affect the nature of the community's needs relative to these dwelling units.

The U.S. Census counted 203 school-age children (ages 5 through 19) in Lempster in 2000. Assuming the age structure of the population remains the same at build-out, the potential school-age population for Lempster is 3,671. The U.S. Census counted 137 Lempster residents age 65 or over in 2000. Again, assuming the percentage of the total population comprised of older residents remains the same at build-out, the potential population of older adults in Lempster is 2,478. Both of these segments of the population require special considerations when planning for facilities and services needed in the future.

Traffic Generation

Traffic generation estimates are based on factors developed from nation-wide sampling and provided by the Institute of Transportation Engineers (Trip Generation, 6th Edition, ITE, Washington, D.C., 1967). The figure for single-family residences (9.57 trips per day) was applied to all occupied year-round housing in Lempster as multi-family housing in rural communities without public transit is also auto-dependent. This results in an estimated 3,704 trips per day associated with today's year-round residents increasing to about 66,952 trips per day at build-out. Some considerations relative to the magnitude of this potential traffic increase are:

- Without zoning, Lempster's future is one in which growth is spread out all over town at relatively high densities, meaning the substantially increased traffic volume associated with this growth has the potential to also be widely distributed, posing a significant maintenance challenge for future local officials.
- The 66,952 figure reflects only locally-generated traffic. Non-local traffic will continue to increase as the regional population grows.
- Traffic generated by commercial and industrial growth can also be expected to grow.

CONCLUSION

This analysis of the potential year-round population of Lempster indicates that under current conditions, Lempster has the potential to grow to a year-round population of 17,560. This represents an eighteen-fold increase over the 971 residents counted in the 2000 U.S. Census.

It should be kept in mind that a build-out analysis is a model based on a set of assumptions—different assumptions will yield different results. Whether the results show future growth with an accuracy of $\pm 0.1\%$ or $\pm 10\%$, they provide a basis for assisting the Planning Board as it continues to strive for a balance among growth, the community's vision for its future, and the municipality's ability to provide facilities and services.

The analysis lays a foundation for easily testing alternative regulatory schemes as part of the master plan process, such as a differential between the minimum lot size in areas best suited to growth and the rural areas, to evaluate effects on total population and the distribution of population. Used in this way, a build-out analysis can serve not only as a catalyst for change if the impacts associated with the anticipated growth appear inconsistent with the community's desires and capacities, but also as a tool examining options for affecting a different future.



SURVEY FACTS

Total Surveys Mailed =	1,131
Less Deceased	
Residents/Bad Addresses =	-3
Number of Valid Surveys =	1,128
Number of Completed Returns =	264
Total Response Rate =	23%
Survey Mailing Date =	Feb. 23, 2005

TOWN OF LEMPSTER

Planning Board
 Mark Adams, Chair
 P.O. Box 61
 Lempster, NH 03605

LEMPSTER COMMUNITY ATTITUDE SURVEY 2005 RESULTS

GENERAL QUESTIONS

1. Which best describes the area of town in which you live or own land? (Please refer to map at end of survey and mark below)

<u>48</u>	<u>18%</u>	a.	Lempster Street Area (Area 1)
<u>23</u>	<u>9%</u>	b.	Hurd Pond Area (Area 2)
<u>40</u>	<u>15%</u>	c.	Route 10 North (Area 3)
<u>26</u>	<u>10%</u>	d.	Lempster Mountain Area (Area 4)
<u>41</u>	<u>16%</u>	e.	Dodge Hollow Area (Area 5)
<u>24</u>	<u>9%</u>	f.	Route 10 South (Area 6)
<u>11</u>	<u>4%</u>	g.	Silver Mountain Area (Area 7)
<u>55</u>	<u>21%</u>	h.	Long/Sand Pond Area (Area 8)
<u>5</u>	<u>2%</u>	i.	Bean Mountain Area (Area 9)

2. How long have you lived or owned property in Lempster?

<u>12</u>	<u>5%</u>	a.	Less than 1 year
<u>54</u>	<u>20%</u>	b.	1-5 years
<u>31</u>	<u>12%</u>	c.	6-10 years
<u>61</u>	<u>23%</u>	d.	11-20 years
<u>44</u>	<u>17%</u>	e.	21-30 years
<u>65</u>	<u>25%</u>	f.	31 years plus

3. Do you plan to stay in Lempster?

<u>206</u>	<u>78%</u>	Yes
<u>6</u>	<u>2%</u>	No
<u>59</u>	<u>22%</u>	Nonresident landowner
<u>3</u>	<u>2%</u>	No Response

If yes, please indicate how long you anticipate living or owning property in Lempster?

<u>2</u>	<u>1%</u>	a.	Less than 1 year
<u>14</u>	<u>5%</u>	b.	1-5 years
<u>19</u>	<u>7%</u>	c.	6-10 years
<u>104</u>	<u>39%</u>	d.	10 years or more
<u>105</u>	<u>40%</u>	e.	I plan to live here upon retirement
<u>2</u>	<u>1%</u>		No Response.

4. Are you a (check all that apply):

<u>166</u>	<u>63%</u>	a.	Year-round resident
<u>56</u>	<u>21%</u>	b.	Part-time or seasonal resident
<u>204</u>	<u>77%</u>	c.	Property owner
<u>8</u>	<u>3%</u>	d.	Renter
<u>131</u>	<u>50%</u>	e.	Registered voter

LAND USE QUESTIONS

5. What aspects of Lempster's rural character are important to you? (Check all that apply)

<u>230</u>	<u>87%</u>	a.	Uncrowded conditions
<u>181</u>	<u>69%</u>	b.	Scenic views
<u>115</u>	<u>44%</u>	c.	Community spirit
<u>143</u>	<u>54%</u>	d.	Historical features (e.g. stone walls)
<u>120</u>	<u>45%</u>	e.	Historic buildings
<u>211</u>	<u>80%</u>	f.	Peace and quiet
<u>217</u>	<u>82%</u>	g.	Small town atmosphere
<u>26</u>	<u>10%</u>	h.	Other (please specify): _____ (see attached)

6. How should the Town respond to future growth? (Check one)

<u>43</u>	<u>16%</u>	a.	No response is necessary
<u>172</u>	<u>65%</u>	b.	Implement land use regulations
<u>41</u>	<u>16%</u>	c.	No opinion

7. If Lempster enacted land use regulations, how should they regulate growth? (Check all that apply)

<u>91</u>	<u>34%</u>	a.	Encourage commercial and industrial development in certain areas of town
<u>177</u>	<u>67%</u>	b.	Ensure that neighboring land uses do not negatively affect each other
<u>133</u>	<u>50%</u>	c.	Establish minimum lot sizes and density requirements for residential development
<u>125</u>	<u>47%</u>	d.	Provide ridgeline and hilltop protection
<u>142</u>	<u>54%</u>	e.	Provide shoreland protection
<u>166</u>	<u>63%</u>	f.	Provide wetlands protection
<u>173</u>	<u>66%</u>	g.	Provide protection for groundwater resources
<u>81</u>	<u>31%</u>	h.	Provide for a higher density of development in villages and a lower density in rural areas
<u>18</u>	<u>7%</u>	i.	Include one town-wide district for all land uses
<u>80</u>	<u>30%</u>	j.	Include multiple use districts specifying permitted uses

8. Which of the following commercial/industrial uses would you like to see in Lempster? (Circle one for each letter)

	Yes	%	No	%	Uncertain	%	No Response	%
a. Light manufacturing	140	53%	65	25%	35	13%	24	9%
b. Heavy manufacturing	19	7%	188	71%	18	7%	39	15%
c. High-tech industry	112	42%	81	31%	43	16%	28	11%
d. Professional offices	141	53%	57	22%	32	12%	34	13%
e. Cottage industries/Home occupations	193	73%	28	11%	20	8%	23	9%
f. Resource extraction (e.g. sand pits)	64	24%	132	50%	39	15%	29	11%
g. Warehousing	57	22%	148	56%	31	12%	28	11%
h. Mini-storage	79	30%	123	47%	35	13%	27	10%
i. Gas stations	165	63%	49	19%	27	10%	23	9%
j. Auto service and repair	177	67%	43	16%	16	6%	28	11%
k. Retail shops	133	50%	77	29%	23	9%	31	12%
l. Shopping centers	41	16%	170	64%	19	7%	34	13%
m. Restaurants	168	64%	53	20%	17	6%	26	10%
n. Bed and Breakfasts	204	77%	22	8%	11	4%	27	10%
o. Farms	233	88%	7	3%	7	3%	17	6%
p. Large-scale animal farms	89	34%	104	39%	37	14%	34	13%
q. Horticulture	193	73%	20	8%	23	9%	28	11%
r. Motorized race tracks	73	28%	147	56%	18	7%	26	10%
s. Non-motorized race tracks	75	28%	119	45%	34	13%	36	14%
t. Post office	225	85%	6	2%	11	4%	22	8%
u. Personal services (laundries, hairdresses, etc.)	139	53%	58	22%	32	12%	35	13%
v. Tourism activities	140	53%	57	22%	36	14%	31	12%
w. Recreation activities (skeet shooting, mini-golf, picnic areas)	156	59%	44	17%	36	14%	28	11%
x. Other	20	8%	239	91%	0	0%	5	2%

9. Where would you like to see commercial/industrial growth occur? (Refer to map and check all that apply below)

<u>26</u>	<u>10%</u>	a.	Lempster Street Area (Area 1)
<u>8</u>	<u>3%</u>	b.	Hurd Pond Area (Area 2)
<u>114</u>	<u>43%</u>	c.	Route 10 North (Area 3)
<u>4</u>	<u>2%</u>	d.	Lempster Mountain Area (Area 4)
<u>11</u>	<u>4%</u>	e.	Dodge Hollow Area (Area 5)
<u>111</u>	<u>42%</u>	f.	Route 10 South (Area 6)
<u>10</u>	<u>4%</u>	g.	Silver Mountain Area (Area 7)
<u>3</u>	<u>1%</u>	h.	Long/Sand Pond Area (Area 8)
<u>7</u>	<u>3%</u>	i.	Bean Mountain Area (Area 9)
<u>24</u>	<u>9%</u>	j.	Scattered throughout town
<u>87</u>	<u>33%</u>	k.	I do not want to see commercial/industrial growth
<u>28</u>	<u>11%</u>	l.	No opinion

10. Which types of residential development would you like to see in Lempster? (Check all that apply)

	Yes	%	No	%	Uncertain	%	No Response	%
a. Single family residential	228	86%	13	5%	8	3%	15	6%
b. Two family residential	92	35%	101	38%	23	9%	48	18%
c. Multifamily (3 units +)	19	7%	178	67%	16	6%	51	19%
d. Manufactured Homes (mobile homes)	56	21%	135	51%	34	13%	39	15%
e. Elderly Housing	124	47%	64	24%	38	14%	38	14%
f. Seasonal/vacation homes	195	74%	31	12%	18	7%	20	8%
g. Accessory apartments (apartment w/in a single family home)	87	33%	86	33%	48	18%	43	16%
h. Cluster housing (homes on smaller lots with open space retained)	40	15%	134	51%	51	19%	39	15%

11. Where would you like to see residential growth occur? (Refer to map and check all that apply below)

<u>63</u>	<u>24%</u>	a.	Lempster Street Area (Area 1)
<u>38</u>	<u>14%</u>	b.	Hurd Pond Area (Area 2)
<u>50</u>	<u>19%</u>	c.	Route 10 North (Area 3)
<u>34</u>	<u>13%</u>	d.	Lempster Mountain Area (Area 4)
<u>42</u>	<u>16%</u>	e.	Dodge Hollow Area (Area 5)
<u>44</u>	<u>17%</u>	f.	Route 10 South (Area 6)
<u>33</u>	<u>13%</u>	g.	Silver Mountain Area (Area 7)
<u>37</u>	<u>14%</u>	h.	Long/Sand Pond Area (Area 8)
<u>32</u>	<u>12%</u>	i.	Bean Mountain Area (Area 9)
<u>107</u>	<u>41%</u>	j.	Scattered throughout town
<u>52</u>	<u>20%</u>	k.	I do not want to see residential growth
<u>46</u>	<u>17%</u>	l.	No opinion

12. Would you be in favor of preserving the following resources? (Choose all that apply)

<u>216</u>	<u>82%</u>	a.	Old Meeting House (i.e. Historic Town Hall)
<u>166</u>	<u>63%</u>	b.	Historic homes
<u>179</u>	<u>68%</u>	c.	Valley Hall (current town office building)
<u>8</u>	<u>3%</u>	d.	I do not support protection of any of these resources
<u>26</u>	<u>10%</u>	e.	No opinion
<u>28</u>	<u>11%</u>	f.	Other (please specify): _____ (see attached)

PUBLIC SERVICE QUESTIONS

13. How would you rate each of the following public services? (Circle the best answer for each service)

	Good	%	Fair	%	Poor	%	Uncertain	%	No Response	%
a. Educational system	92	35%	53	20%	10	4%	87	33%	22	8%
b. Fire protection	149	56%	46	17%	6	2%	45	17%	18	7%
c. Police protection	85	32%	79	30%	37	14%	47	18%	16	6%
d. Animal protection & control	37	14%	57	22%	44	17%	101	38%	25	9%
e. Summer road maintenance	107	41%	88	33%	39	15%	12	5%	18	7%
f. Winter road maintenance	106	40%	77	29%	41	16%	23	9%	17	6%
g. Library service	114	43%	42	16%	5	2%	81	31%	22	8%
h. Mgmt of Town Gov't	55	21%	72	27%	50	19%	59	22%	28	11%
i. Transfer station	154	58%	58	22%	8	3%	26	10%	18	7%
j. Recycling	80	30%	74	28%	45	17%	45	17%	20	8%
k. Care of town buildings	39	15%	119	45%	46	17%	35	13%	25	9%
l. Care of Town beach	65	25%	89	34%	20	8%	68	26%	22	8%
m. Care of cemeteries	105	40%	59	22%	5	2%	64	24%	31	12%
n. Other (please specify):	11	4%	253	96%	0	0	0	0	7	3%

14. Please indicate which community facilities you would like the Town to develop and/or improve with tax dollars. (Check all that apply)

<u>144</u>	<u>55%</u>	a.	Rehabilitate the Town Meeting House (Town Hall)
<u>101</u>	<u>38%</u>	b.	Rehabilitate Valley Hall (current town office building)
<u>84</u>	<u>32%</u>	c.	Expand the Town forest
<u>106</u>	<u>40%</u>	d.	Expand Town conserved lands
<u>65</u>	<u>25%</u>	e.	Replace the fire station
<u>65</u>	<u>31%</u>	f.	Create more recreation amenities
<u>81</u>	<u>11%</u>	g.	Create a town common
<u>30</u>	<u>12%</u>	h.	Improve cemeteries
<u>31</u>	<u>41%</u>	i.	Other (please specify): _____ (see attached)

15. Please identify how strongly you agree or disagree with the statements below. (Mark one for each letter)

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Response
a. The Town should evaluate the long-term costs and benefits of building new buildings.	107 41%	88 33%	27 10%	16 6%	9 3%	17 6%
b. The Town should develop an emergency safety complex where fire, police and rescue are centrally located.	60 23%	79 30%	60 23%	38 14%	13 5%	14 5%
c. The Town should purchase land for conservation.	55 21%	74 28%	80 30%	29 11%	12 5%	14 5%
d. There are enough Town-owned recreation facilities.	20 8%	61 23%	109 41%	41 16%	14 5%	19 7%
e. The Town maintains its properties well.	8 3%	54 20%	118 45%	49 19%	15 6%	20 8%
f. The appearance of Lempster's villages is appealing.	14 5%	82 31%	75 28%	67 25%	12 5%	14 5%
g. Lempster should preserve and promote its historical resources (buildings, houses, features)	84 32%	100 38%	53 20%	10 4%	6 2%	11 4%

(Question 15 Continued...)

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	No Response
h. It is important to vote on Town issues.	159 60%	81 31%	14 5%	0 0%	0 0%	10 4%
i. Lempster's local roads should maintain a rural character (e.g., narrow, unpaved, tree-lined)	79 30%	82 31%	41 16%	35 13%	14 5%	13 5%
j. The Town should adopt and enforce their own building code.	58 22%	105 40%	42 16%	26 10%	20 8%	13 5%
k. Growth of the Mt Sunapee State Park is good for Lempster.	38 14%	67 25%	76 29%	46 17%	26 10%	11 4%
l. Privacy - Not being able to see your neighbors is important.	99 38%	71 27%	62 23%	19 7%	3 1%	10 4%
m. Preserving open fields and agriculture is important.	128 48%	98 37%	24 9%	3 1%	2 1%	9 3%
n. Preserving ridgelines and hilltops from development is important	115 44%	67 25%	48 18%	14 5%	8 3%	12 5%
o. Preserving the Town forest is important	123 47%	97 37%	28 11%	2 1%	2 1%	12 5%
p. Preserving lakes and ponds is important	158 60%	90 34%	6 2%	0 0%	1 0%	9 3%
q. Preserving streams is important	157 59%	90 34%	7 3%	1 0%	1 0%	8 3%
r. Preserving aquifers is important	145 55%	73 28%	26 10%	1 0%	2 1%	17 6%
s. Preserving wetlands is important	128 48%	86 33%	32 12%	5 2%	3 1%	10 4%
t. Protecting wildlife habitat is important	149 56%	84 32%	19 7%	2 1%	1 0%	9 3%
u. Preserving scenic views is important	133 50%	91 34%	22 8%	5 2%	3 1%	10 4%
v. Gravel and sand excavations are important/good.	18 7%	44 17%	87 33%	55 21%	48 18%	12 5%

OPEN QUESTIONS

16. What is the Town's biggest challenge for the future?

194 Responded at 73%
No Response = 70

17. What is the best feature of Lempster?

199 Responded at 75%
No Response = 65

18. Which Lempster feature needs the most improvement?

171 Responded at 65%
No Response = 93

19. Other comments:

81 Responded at 31%
No Response = 183

QUESTIONS FROM GOSHEN-LEMPSTER SCHOOL BOARD

1. It is the current policy of the Goshen-Lempster School Board to allow high school students from our district to attend any public high school in the state of New Hampshire, but to pay tuitions only up to a certain capped amount. This cap is defined as the higher of the two tuition charges for Newport High School and Fall Mountain High School (\$9703.00 in 2005-06). The family of any student who attends a high school that is more expensive than this capped amount must pay the difference.

Which statement best describes your opinion regarding the balance between maintaining high school choice and controlling spending?

- | | | | |
|------------|------------|----|--|
| <u>14</u> | <u>5%</u> | a. | Students should be able to choose any public high school, and the district should pay their entire tuition. |
| <u>127</u> | <u>48%</u> | b. | The current policy strikes a good balance between high school choice and controlling spending. |
| <u>63</u> | <u>24%</u> | c. | The district should send all of our high school students to a single high school and negotiate a lower tuition rate. |
| <u>61</u> | <u>23%</u> | d. | No opinion. |

2. In 1996, district voters elected to withdraw from SAU 43 (Newport) and operate independently as SAU 71 as a way to have more influence upon school decisions. This required the district to employ its own Superintendent and Administrative Assistant, and eventually to hire a part-time Special Ed Coordinator, which significantly increased administrative costs.

Which statement best describes your opinion regarding the balance between the advantages and costs of operating as our own SAU?

- | | | | |
|------------|------------|----|---|
| <u>66</u> | <u>25%</u> | a. | The advantages of operating as our own SAU are substantial enough that I am in favor of its continuation. |
| <u>82</u> | <u>31%</u> | b. | We should try to re-join the Newport SAU 43 in order to save administrative costs. |
| <u>115</u> | <u>44%</u> | c. | No opinion |

SUMMARY OF THE LEMPSTER COMMUNITY VISIONING WORKSHOP

November 20, 2004

Goshen/Lempster Elementary School

On November 20, 2004, a Community Visioning Workshop sponsored by the Lempster Planning Board was held at the Goshen/Lempster Elementary School with about 70 community residents, business owners and town officials.

Attendees included:

Mark Adams	Richard Fairweather	Roger Kieffer	Carol Rittenhouse
Wendy Adams	Tess Fallansby	Justin Lindholm	Bill Robinson
Anton Angelich	Mary Fellows	Rebecca Luppold	Bernard Rosen
James Beard	Richard Fellows	Robert Luppold	Barbara Sanders
Lorraine Bergeron	Maddy Ferland	Mark Magoon	Grayce Schmidt
Read Blinn	Henry Frank	Dennis Maloney	Richard Schur
Cindy Cheever	Susan Fratus	Margaret Maloney	Audrey Shaw
Jim Cheever	Dick Fraser	Paul Miller	Willard Shaw
Donna Claytor	Dorothy Hathaway	Lucia Misa	Samuel Shuman
Richard Claytor	George Hibbard	Linda Murgatroy	Lannie Simino
Laurie Clute	Yorick Hurd	Linda Murray	Terry Spada
Celia Cooley	Cecelia Jeffrey	Laura Nagy	Dan Thompson
Jeff Coutant	Donald Jeffrey	Stephen Nagy	Pam Thompson
Sharon Coutant	Chris Kelsey	Howard Nettland	Everett Thurber
Mike Curry	David Kelsey	George Peterson	Claire Thurber
David Diehl	Margaret Kemp	Judy Patterson	Rachel Tirrell
Emily Fairweather	Don Kieffer	Laura Pinkney	Phil Tirrell
Bill Rodeschin	Kirt Wirkkala	Pat Plover	Roberet White
Jill Schuler	Erik Walker	John Walker	Mary Wirkkala
Sue Roberts			

Organizers:

Lempster Planning Board
Peter Dzewaltowski, Regional Planner UVLSRPC

Facilitators:

Susan Fratus
Eric Walker
John Wirkkala
Rachael Tirrell
Mary Wirkkala
Sue Roberts

Public input is an important component in the master planning process. The Community Visioning Workshop was the first step in gathering public input for the Master Plan update. Lempster residents identified and prioritized issues in land use, transportation, conservation, economic development, recreation & open space, housing, and community facilities and services. In addition, residents shared their broad vision for what they would like Lempster to be in fifteen years and beyond. UVLSRPC staff and volunteers facilitated the discussions.

This written summary is the foundation for the Visioning Chapter of the Master Plan. The key issues identified in the Community Goals workshop will become the foundation for the Community Attitude Survey. The survey will provide the second opportunity for public input in the process of updating the master plan. The results from the survey will be incorporated where appropriate throughout the chapters of the Master Plan.

Goals for the Workshop:

1. To generate a set of statements that articulate the desires of Lempster residents
2. To generate a list of priority issues to be addressed in the Community Attitude Survey and the Master Plan update.
3. To possibly articulate recommendations to resolve these issues, to be incorporated in the Master Plan.

Workshop Format:

Given the large size of the group, six group-facilitated discussions were organized by topical area and led by volunteers. Each session began with an overall brainstorm of important issues related to the respective topic. After summery presentations from each group and input from the larger group, participants were given an opportunity to “vote” for what they felt to be the top three issues in that master plan category. To do this, people individually identified their top three priorities for each master plan category on a form. Three points were awarded for an issue being selected as the top priority, two points for the second priority and one point for the third priority. The Lempster Community Visioning Workshop Summary to follow lists the issues in each master plan category by priority and identifies the number of priority points awarded each issue. The total points awarded for each master plan category may differ since some people came and left during the workshop and did not prioritize issues in all the master plan categories.

Community Visioning Workshop

Summary of Key Themes

Preserve What Makes Lempster Special

- Encourage business development that respects community values
- Reuse old buildings e.g. Jolly Farmer
- Ensure development respects the natural and historical environment
- Purchase land for conservation
- Maintain Lempster Street as historic district
- Care for the historic Meeting House, one of three in USA
- Make Lempster's history visible

Provide Direction for Lempster's Growth

- Control growth by encouraging development in certain areas e.g. village centers
- Consider zoning as a tool to balance development and rural character
- Control lot sizes, structures and location of land uses
- Caution not to "over-regulate," but to ensure proper protections are in place

Improve the Appearance of Lempster

- Promote a sense of community
- Improve appearance of Town buildings
- Save historic Town Hall
- Encourage vibrant village centers
- Better maintain roads but preserve their rural character

Maintain a Healthy Civic Environment

- Instill a sense of pride in the community
- Support community events like socials, potluck dinners and festivals
- Promote volunteerism and community involvement
- Create a recycling program
- Bring East Lempster and Lempster together
- Create a co-operative for?

Increase Tax Base

- Be sure land use controls are in place before seeking economic development
- Ensure business development that is appropriate in scale and is consistent with Lempster's vision
- Promote tourism
- Provide better internet access
- Responsible natural resource-based industries

Community Visioning Workshop

Summary of Key Issues

Economic Development

Economic development should be consistent with existing rural character. Zoning should be investigated to control growth and manage the impacts of development.

Housing

Need to consider zoning and building standards for home construction. Residential development should be planned with the conservation of open space in mind.

Conservation

Use zoning to preserve open space. The Town should direct growth in order to conserve natural resources, such as clean water for drinking and recreation, and preserve the Town's historic features.

Public Roads & Transportation

Need a plan to keep roads rural. Town roads could be improved by better maintenance and improvements designed to enhance emergency service.

Community Facilities & Town Services

Care for community buildings. Replace fire station and consider the development of a community safety complex.

Land Use

Develop zoning ordinance for land use. Plan for development along Route 10 and in village centers. Consider purchasing lands for conservation.

Economic Development				
Category	Priority	Priority Pts	ID	Description
	1	79	A	Maintain rural character
	2	68	C	Investigate zoning in order to maintain rural character
	3	43	B	No large scale development
	4	43	D	Regulations in place before actively attracting business
	5	24	I	Increase tax base with clean quiet environmentally friendly business
	6	17	J	Limit economic development to certain areas, e.g. Route 10
	7	10	H	Reuse of already established business in area, e.g. Jolly Farmer
	8	10	P	Create and maintain historic character
	9	8	L	Take advantage of community/tourist traffic on Route 10, e.g. shops and Jolly Farmer
	10	8	X	Encourage vibrant village centers
	11	7	K	Create industrial park on Route 10
	12	5	R	Help to individuals to maintain homes and buildings
	13	5	S	Create group to assist and attract business and industry Lempster wants
	14	5	W	Help businesses understand why Lempster wants growth
	15	5	Z	Create a cooperative business owned by village meeting place to exchange ideas, e.g. Acworth General Store
	16	4	E	Better internet access
	17	4	O	Town should not be an obstructionist to self employed or home based business
	18	4	V	Create a business incubator
	19	3	O	Inn and bed and breakfast
	20	3	Q	Forest resources
	21	3	U	Create poster add like Ben and Jerry's CEO search for attracting business
	22	3	AA	Develop an academy to encourage arts conservation and creativity
	23	2	G	Opposition to zoning because of no perceived threat
	24	2	M	Beautify town
	25	1	N	Restaurant to help build community
	26	1	T	How do we encourage development?
Other issues/topics with no priority points:				
			F	Natural barrier to large employers
			Y	Transportation issues come with development, be mindful of transportation options for elderly

Housing				
Category	Priority	Priority Pts	ID	Description
	1	98	A	Zoning, Where is it headed? Needs to be looked at
	2	47	U	Adopt standard for houses, e.g. building codes, people currently living in campers
	3	43	C	Sensible zoning may lead to more attractive homes and greater pride in community
	4	27	G	Protection of historic open space. Development in-fill. Skepticism of effectiveness of zoning - has witnessed zoning fail to do what it was intended
	5	19	J	Developers are here now, in trouble if not protected by some kind of zoning or building code
	6	17	W	Enforcement issues of existing state building codes
	7	14	K	Farming areas developed/overbuilt, impacts to local services and taxes, loss of sense of town, loss of farms and open space, school systems become saturated, impacts from neighboring towns growing to shared schools services and bus routes
	8	14	V	Homes converted from seasonal to year round with inadequate septic systems, e.g. happening at Long Pond and lowering value of all pond properties
	9	11	N	Price pressures/raise taxes/displacement of long term residents
	10	10	F	Consider housing for elderly and singles
	11	10	O	More homes = more children = school costs rising, zoning could limit or slow impact
	12	10	R	Taxes go up if someone fixes up older houses, disincentive to improve town. There should be incentives to improving building and lands
	13	8	I	Cluster housing could be a hard sell. Lempster is affordable considering regional housing pressures
	14	7	B	Recent assessment change, definition of owners land, need taxation and current use issues explained
	15	7	E	Difficulty educating on importance/significance of zoning
	16	7	H	Homes accompanied by larger companies are attractive, peace and quiet privacy, great landscape
	17	6	Z	Grants to improve housing energy efficiency
	18	4	Q	Multiple residents on single parcel
	19	4	Y	The benefit to town having own building codes is that they can enforce them
	20	2	S	A diverse population is a benefit to the community
	21	2	T	Infrastructure issues capital investments up with growth
	22	1	L	"Big city" housing costs influencing affordability of Lempster properties, people will commute very long distances
	23	1	AA	Additional housing results in increased taxes
Other issues/topics with no priority points:				
			D	Hard to differentiate between housing/zoning/land use issues
			M	Upper valley housing costs put pressure in Lempster
			P	Zoning may not prevent some impacts
			X	State needs to be dedicated to enforcement of codes
			BB	Need youth, but most leave to other areas for work

Conservation				
Category	Priority	Priority Pts	ID	Description
	1	69	B	Use zoning to preserve open space
	2	33	C	Conserve clean water for drinking and recreation
	3	32	V	Town should direct growth
	4	28	I	Save historic town hall
	5	22	A	Preserve open fields
	6	20	K	Conservation and expansion of conserved lands
	7	15	F	Preserve historic resources
	8	13	S	Conserve wildlife, loons on Long Pond, Beaver Pond and cranes
	9	9	T	Continue tax break for current use
	10	8	H	Reopen Methodist Church as community church
	11	8	N	Important to keep all resources, noise pollution affects this
	12	8	AU	Protect public water supply by seeking money and identify options, including acquiring land for protection
	13	8	AV	Prepare for proposals to generate wind power and protect Lempster's scenic resources
	14	7	AE	Keep Lempster quaint
	15	7	AM	No further development on Long Pond
	16	6	M	Access to scenic areas by foot, add and preserve what has been already established and agreed upon by landowners
	17	6	AD	Sidewalks and lighting on Lempster Street
	18	5	L	Privately owned motor-cross park affects Lempster's trails leading to park off road vehicle use on private land and noise pollution (restrict night use, do we need a noise ordinance?)
	19	5	R	Conserve wetlands
	20	5	U	Reclaim sandpits after use, should be a town requirement, suggest it be reclaimed as industrial parks
	21	4	J	Continue publication of "The Owl"
	22	4	O	Take responsibility private and publicly owned
	23	4	Q	Town enforced junk ordinance and provides support and means
	24	4	W	Town should consult with "model town" to get information on how it is done
	25	4	AQ	Preserve Sunapee mountain range, "Silver Mountain"
	26	4	AT	Manage town natural resources and earned income
	27	3	G	Grants and budget needs
	28	3	P	Trash and pollution along roads, junk on personal property, landowners should clean up or be fined
	29	3	AF	Preserve oldest house in Lempster
	30	3	AH	Curbing and protecting monuments at schools
	31	3	AP	Conserve Route 10 as scenic road
	32	3	AR	Investigate mechanisms to conserve resources
	33	2	AJ	Monitor removal of trash barrel
	34	2	AK	Preserve plant life and protect against invasive species and mercury
	35	2	AW	Be prepared for water bottling proposal to withdraw public water
	36	1	D	Educate the steps to development
	37	1	E	Need to include organizations and their participation e.g. historical society

Conservation				
Category	Priority	Priority Pts	ID	Description
	38	1	AS	Make sure camping facilities respect all ponds, e.g. septic systems
Other issues/topics with no priority points:				
			X	More acceptable use for junk food store
			Y	Make library handicapped accessible, move building to Lempster Street where congregational church used to be
			Z	Handicap accessibility for all public buildings
			AA	Preserve town office
			AB	Need better fence around cemetery
			AC	Preserve Lempster Street the way it is
			AG	Model ideas around Portsmouth
			AI	Mark Duck Pond trail
			AL	Leave Dodge Pond as it is
			AN	Encourage wind energy
			AO	Town should investigate impact of DSL

Public Roads and Transportation				
Category	Priority	Priority Pts	ID	Description
	1	40	H	Need plan to keep rural roads rural in face of growth
	2	33	A	Leave roads as they are
	3	27	S	Provide better access to roads for safety emergency use
	4	24	FH	Balance traffic and mobility with preservation of rural character when improving roads
	5	22	F	Traffic speed is a problem
	6	21	L	Don't pave dirt roads
	7	19	BB	Can we get better maintenance of town roads?
	8	17	D	Make map of walking trails, like Long Pond to Duck Pond Trail
	9	17	V	Enforcement of road rules and regulations
	10	14	K	Mountain Road is in horrible shape
	11	13	I	Limit use of salt on roads
	12	13	EE	Clearly marked trails for different uses, wheeled vehicles, horseback riding, walking, snow shoeing, cross country
	13	11	P	Limit new construction on back roads and Class 6 roads
	14	10	O	More roads wider for emergency service vehicles and turn around in areas
	15	9	FJ	State to improve mountain road so state resumes responsibility
	16	8	B	More walking and biking trails
	17	8	Z	Senior Transportation to hospital and doctors, but not groceries
	18	7	Y	Bus service for high school students, adequate busing an issue
	19	7	CC	Better enforcement of snow mobile and four wheel use of public roads
	20	7	FK	Improve major roads to improve emergency response and vehicle safety
	21	6	FG	More space on roads for bikes and pedestrians
	22	4	E	Multiuse of trails - some travel concerning monitor speed limits on back roads and post speed limits
	23	4	T	Clarify and communicate with Marlow for Sand Pond Road
	24	4	X	Contact TeleAtlas mapping for better maps and clarification of roads
	25	3	W	Runoffs addressed from properties and driveways
	26	3	AA	Bus transportation grants , grants federal/state money for bus service possibly non-profit bus service
	27	2	J	When cutting brush and stumps, clean up
	28	2	U	Regulations improve for personal roads and town roads and driveways
	29	2	FF	Get more landowner agreements for different types of usage for town properties and who can access those
	30	2	FI	Maintain "poor character" of mountain road to limit traffic
	31	1	G	Improve a road go faster
Other issues/topics with no priority points:				
			C	Make River Road a trail
			M	More horse trails
			N	More logging roads open for community use
			Q	If this isn't your vision look elsewhere
			R	Our private roads are also being abused
			DD	By enforcing the rules, people wouldn't feel forced to block a class 6 road

Community Facilities and Town Services				
Category	Priority	Priority Pts	ID	Description
	1	45	A	Replace small and outdated fire station, desire to have community safety complex
	2	33	B1	Renovate town meeting house
	3	26	B4	Consolidate town buildings
	4	22	F	Historical Society identify needs for new buildings
	5	21	B3	Insulate/heat bathrooms of town meeting house
	6	20	E	Move central Lempster, preserve East Lempster, Route 10 traffic increasing building close to road, no room to expand
	7	18	M	Offer incentives to recycle - tax wise
	8	16	S	Town office leaves a lot to be desired, needs better appearance
	9	14	D	Add bathroom to library, make more useable
	10	14	R	Find ways to maintain volunteer fire department, 8 calls vs. 120 calls, more hours, more training, hard to commit to and maintain regular jobs
	11	11	OO	Use Lempster owl to communicate what is happening in the community
	12	10	QV	Encourage recycling
	13	9	O	Free recycling, but charge for items needed transport, ex. rubbish
	14	9	CC	Consider town manager, keep local people interested in community, need training for Selectboard, be sure Selectboard agendas are posted for public
	15	9	HH	Develop community green with walking trails (Duck Pond)
	16	8	C	More fairs, community events to bring town together and meet neighbors, restore old town meeting house to museum
	17	8	L	Solid waste incinerator in Claremont to close, where will they bring their waste?
	18	7	EE	Long Pond needs improvement to bathrooms and boat ramps
	19	6	N	Recycling center is good, plenty of space
	20	6	Q	Swap-shop, outgrown items in used conditions, use volunteers to keep organized
	21	6	QW	Encourage community involvement to bring East Lempster and Lempster together
	22	5	H	Current school have enough land to expand? Should they always remain in cooperation with Goshen?
	23	5	AA	Is three selectmen enough to run a town?
	24	5	DD	Have Christmas social and meeting dinners at the town hall
	25	5	QR	Use website to post meeting agendas
	26	4	J	Possibility of own high school to accommodate small towns vs. small town going to large town
	27	3	B2	More community events and get together
	28	3	G	Is school large enough, considering population increases
	29	3	P	Should the fee system be pay per bag or per pound, more recycling could generate money
	30	3	U	How to address volunteers "work bees" paint clean, wash windows
	31	3	V	Spring and Fall community weekends for cleanup
	32	2	BB	Need more involvement and input to community decisions
	33	2	FF	Dodge Pond needs improvement to beach area

Community Facilities and Town Services				
Category	Priority	Priority Pts	ID	Description
	34	1	I	Should they renovate the school vs. starting over and building a new school
	35	1	II	Should buy land to preserve for recreation now
Other issues/topics with no priority points:				
			K	Current school built for 200 students
			T	Paid employees, but custodian to sweep, take pride sweep own areas clean windows
			W	Sullivan County prisoners, scout, 4H, to help with maintenance
			X	Does town get percentage of traffic violation fees, building inspector fees collected, percentage used to offset costs of his office
			Y	Law breakers pay off in community service
			Z	Schools to have community service requirements as part of civics program
			GG	How should we interact with state to regulate and maintain recreational resources
			JJ	Have a barbecue at the beach
			KK	Snowmobile clubs, maintain trails
			LL	Enhance the cross country trails at the school
			MM	Hunting as more trails
			NN	Not noted
			PP	Need playgrounds
			QQ	Support Lempster Library functions
			QS	Inform people about website
			QT	Need sledding hill in Lempster
			QX	Need town motto, suggest "neighbors helping neighbors"
			QY	Another motto, "Lempster is not forgotten"

Land Use				
Category	Priority	Priority Pts	ID	Description
	1	134	A	Develop zoning ordinance for land use
	2	41	C	Future growth plans along route 10
	3	38	K	Establish land trust fund to purchase land and restrict development
	4	36	F	Preserve woodlands
	5	24	D	Determine town centers
	6	22	E	Maintain Lempster Street, historic/resident define as historic district with boundaries
	7	17	B	Comprehensive plan identifying land suitable for development
	8	16	G	Establish industrial use areas
	9	15	H	Recreation use, set aside, Duck Pond - extend and develop further, open to public, Long Pond - residents only
	10	4	I	Agriculture - encourage family farming, large commercial animal farming should be discouraged
	11	4	L	Form study committee to investigate sustainable agriculture
	12	4	N	Plan to gather and discuss issues in events similar to CVW
	13	4	O	Formulate a direction for Lempster
	14	3	M	Find more volunteers for local events, issues and boards
	15	2	J	Encourage continued recreational use on private land where land owners consent

Community Vision
Description
Rural, quiet natural beauty friendly people.
New growth population sensitive to community wishes
Consider entering single SAU contract with another town
Choice of high school is important
Lempster will encourage private land owners to allow recreational access
Community activities encouraged e.g. square dancing, old home day, pot-luck, Christmas social, harvest festival, winter outdoor activity
Create vibrant village center atmosphere
Establish land trust fund that allows Lempster to buy land for community use.
Allow planning for a state donation
Lempster back together as whole, not East Lempster against Lempster
Heart of Lempster is again Lempster Street
East Lempster more of a business district
Limit growth and maintain rural character
Manage business growth on route 10 and keep other areas residential
Use zoning to control land use, but don't over regulate
Business district is not strict development and is attractive
Lempster has a sense of community with a centralized center of town and more community events and more volunteers
Businesses are small in scale and community oriented
Lempster for the peace and quiet
Lack of respect and noise from race track in summer
More businesses like race track could hurt the town, zoning may be an answer or master plan
Rural character and conservation versus building up and preserving the quality and the cleanliness of environment
State federal or private grants to preserve land, more local participation in this and more interest from the state
Recreation designated areas, commercial and non commercial
Room for everyone
Access to the great possibilities and maintain character to the town.
Historically preserve the character of the town
Older people being pushed out of their housing because of taxing, more stress on preservation than spread
Let's not get too many rules in place that it gets too costly to enforce
Monitor early and late speed control on snow mobiles and dirt bikes
Preserve the nature around us
Preserve the meeting house built in 1794 one of three in USA
Show up at public meetings, vote at election time
More respect for town officers and staff
Better database of information newsletter, circulation, and community website
Develop our natural resources, gravel and forests, but maintain rural atmosphere
Have one or two commercial areas Route 10 , second NH Turnpike
Keep our forests
Make our history visible
Bring in business but maintain rural character
Expand tourism
Limit and control industrial growth and location
Market zoning as a way of creating, maintaining and obtaining our vision
Encourage donations of land for conservation, advertise to people that they can donate and get benefits

Community Vision
I don't want Lempster to change at all (given that it will, can it be controlled)
A town with enthusiastic participation from a large diverse groups of stake holders, abroad investment in community
Town with more community and social activities
A town which values its historic buildings and places
A town with orderly growth
I have never been asked before to participate in planning, it's great to be involved.
Zoning
Keep old feeling of Lempster village by supporting historical businesses and controlling growth in certain areas
Lempster Street to Maple Street
Define Lempster as historic district, from Route 10 to Unity Keyes Street
Town forester that oversees town owned land
Town is responsible and follows ordinances for all public and private lands, implementing zoning and building codes
Town purchased conservation land and buildings to improve economic development through environmental and historic integrity
Maintain rural character while building reasonable economic and social development
Selectmen maintain priority of development
Balance of lifestyle and economics to result in better quality of life
Economic development that fits environmental and scenic vision
Encourage growth that allows Lempster to be as its
Encourage town participation to guide growth
Control lot sizes and structures