

1999 MASTER PLAN UPDATE
FOR THE TOWN OF
HILLSBOROUGH, NEW HAMPSHIRE



Prepared by the
PLANNING BOARD with assistance from
CENTRAL NEW HAMPSHIRE REGIONAL
PLANNING COMMISSION

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Hillsborough Master Plan 1999 Update

Adopted by the Hillsborough Planning Board in accordance with RSA 675:6, following a public hearing on December 15, 1999

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MAP 1: Roads

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INTRODUCTION

The Hillsborough Planning Board, in November of 1996, decided to undertake a revision of the 1986 Master Plan, written by J. Tolman. Not only was this a requirement of the State Statute, but the coming bypass forced a new look at the future of the town. There is little doubt that the bypass will cause changes in the life of the town, not only in a reduction of the traffic downtown. There will be others, more subtle and slower in coming, and perhaps initially less apparent. Some of these changes may be slight, others more radical, but come they will. The fact that Route 202, a north-south highway and a new, faster Route 9, an east-west highway, meet in the heart of town, will have economic consequences. Where the bypass takes off from the old Route 9 at the eastern and western ends of town, and at the junction of Route 9 and Route 202 pressures on land use can be expected which now do not exist. When the bypass is ready for traffic in 2001 or 2002, the Town and its governing bodies should be able to control these changes in the interest of all citizens, as well as developers.

The Master Plan should give us a vision of what we want our town to be. It should be a guide for the townspeople and the administration to determine which measures should be taken to accomplish our goals. There cannot be any doubt that as time goes on, changes must inevitably occur; however, it is up to us to lead these changes into proper channels to everyone's advantage. Development of our resources as demanded by commerce will be relentless. To protect at the same time the character of a small, semi-rural town as preferred by the majority of the citizens, requires the ability to plan and regulate such demands before changes have occurred which no one wants but which can not be prevented and then are beyond correction. In order to accomplish both an increase in economic activity and a preservation of small town character, willingness must exist to regulate development through land use and building requirements. This plan makes a number of recommendations for the town to act upon and to ensure that, as much as possible, we keep what we have and yet stimulate economic development.

What is the vision we have of Hillsborough? Several questionnaires and the Community Profile of October 1998 have shown beyond doubt that the people want to maintain the friendly small town character. At the same time they expressed the need to stimulate economic development. Shopping, employment, and an increase in our tax base are some of the most obvious goals. We want a place where we cannot go into the Post Office or supermarket without meeting someone we know and like to talk with. We want a town where people say hello to each other, whether they wave their hands from the cab of their truck or while walking along Main Street. We want a town with a sense of community. We wish to live in a community where our children will get an appreciation of rural life and at the same time will learn about the technologies that our society requires. We want to be able to walk safely downtown at all hours of the day.

Often enough, these aspects get lost in towns which become urban or even suburban, when commercial or industrial considerations prevail over social and community interests. We have to make efforts to forestall such changes without impeding growth. We do need commerce and shopping, but we need open space and forest as well. Our population will grow, the town will become more crowded, demands on services and land will increase.

Changes in our social life are inevitable. When houses are built, we want to ensure their safe occupancy also after the original owner has left and new owners inhabit the building. We want to live in the land of deer, moose and bear and at the same time we want the conveniences of cars, trucks, and cable television.

The Master Plan fulfills two purposes. On one hand it gives a broad picture of what Hillsborough is, what it has to offer, what it looks like and who the people are who live here. We may call this an inventory. On the other hand it contains a set of recommendations based on data collected for measures to be taken, what regulations to enact, and in general the direction into which we should move for the next ten years, or even longer.

Much of the material collected can be found in this book, but some maps are too large to be included and will lose their clarity upon reduction to the size that would be required. These maps will be turned over to the Town's Administration, where they should remain for inspection and consultation.

For the preparation of this document many sources were used. Information from the Office of State Planning, the State Department of Employment Security, the Final Environmental Impact Statement for the Bypass, the Central New Hampshire Regional Planning Commission, the 1986 Master Plan, town records and maps, as well as direct observation, were used.

Many people have contributed to the present plan. At this point their work is acknowledged with appreciation for their effort and their time spent. Without these citizens the Plan could not have been written. This is important because the Plan is a Community Plan. It will effect everyone at some time or another. Only when many citizens contribute does it gain meaning and purpose, so that it will become a tool for everybody. We express to all our thanks.

GOALS AND OBJECTIVES

The coming bypass has served as a wake-up call. Now we have to look at our town not as a community where we feel comfortable and which does not change over much time, but as a town where changes are going to occur. We do not really know neither what these changes will be nor how these changes will affect us. That the bypass will cause changes in town is certain, but what these changes will be is not so sure. The center of town is in serious decline. How can we reverse this? The bypass forces us to look at land use along the bypass and what the economic pressures on land use might be. Unregulated and unrestrained development may endanger the small town character of Hillsborough. These are only a few of the questions to be considered.

The questionnaires of the Planning Board in 1997 and of the Economic Development Committee of the Master Plan in 1998, and the Community Profile have left no doubt about the priorities of the community. From this information and from the contributions of the many people who worked on the Master Plan, it has been possible to develop a set of major and minor recommendations for the Town to act upon. It must be clear that whatever changes or measures are recommended, ultimately the people themselves have to realize them. No official institution, Board of Selectmen, Planning Board or any other board or committee can revitalize the center of town, use our land resources effectively, or make any other major change unless the citizens themselves do this. The Town's governing bodies can only pave the road and create the climate for the changes that must be made to meet the challenges of the future. Hopefully, that is done in such a way that we do not lose the character of town and still give economic forces enough room for development for the benefit of the entire community.

According to RSA 674:2 "The master plan shall generally be comprised of a report or a set of statements and land use and development proposals with accompanying maps, diagrams, charts and descriptive matter designed to show as fully as is possible and practical the planning board's recommendations for the desirable development of the territory legally and logically within its planning jurisdiction." It has been our goal to fulfill this requirement. Its purpose shall be to aid the planning board in the performance of its duties.

The specific objectives are to be found in each of the chapters. They are encapsulated by the recommendations following at the end of the chapters. Each chapter provides the background information and analysis for each of the municipal functions. From that information the recommendations have been formulated.

In broad terms the objectives are:

1. To provide guidelines for the Town to expand without losing its semi-rural character and without extending the so-called infrastructure of the Town beyond its resources.
2. To facilitate economic expansion along Routes 9 and 202. This expansion should occur without stretching the Town's resources beyond their capacity and it should not endanger the small town character of Hillsborough. The revitalization of the center of Town is considered imperative.
3. To further the social structure of the town through its community services and promoting increased residential development near the center of the Town.

CHAPTER 1

A BRIEF HISTORY OF HILLSBOROUGH

The rolling country around the four villages, Hillsborough Center, Upper and Lower Village and Bridge Village (or downtown Hillsborough), which today makes up Hillsborough, New Hampshire, was originally inhabited by Native American tribes, mostly of the Penacook Nation. French and English explorers came to this area in the first half of the 17th century, but the majority of the early European settlements were along the seacoast.

More than a century later, in 1735 and 1736, Colonel John Hill was granted a tract of land about six miles square for a settlement in South Central New Hampshire. He gave it his name, and thus called it Hillborough. The 's' was added later. He drew up a hill community with a generous tract of land, which would be known as Hillsborough Center. Hill, who lived in Boston, was not among the settlers. There is some speculation that he visited the settlement in the summer months.

For the original settlers, it was a time of great uncertainty. Because of the French and Indian Wars, an attempt to build a settlement at the Concord end of the town in the late 1730s had ended in failure. The second settlement at Hillsborough Center, some 15 to 20 years later, was successful. New Hampshire was then a remote and isolated frontier, with most of its towns comprising of farming families who cleared and worked the rocky soil. The Center Village was a self-contained hill community with a tract of common land, a lost-animal pound, and a meeting house, churches, stores and taverns. All around it, farms were cut from the forests. Stones from the cleared land became walls to show the boundaries.

Hillsborough was incorporated at the Bradford Inn on Bible Hill on November 4, 1772. Three years later, a war began to win independence from Great Britain. New Hampshire became the first state to form its own independent government, and while many Hillsborough citizens fought for their liberty, no battles were pitched on New Hampshire soil. After the war was won, Hillsborough continued its quiet existence as an agricultural community.

Shortly after the conflict, a decorated veteran named Benjamin Pierce came to Hillsborough to survey land. He was so taken by the town that he bought a small cabin and farm, and settled. Pierce became involved in local and, eventually, in state politics. He twice served New Hampshire as governor. But it was one of his eight children who brought Hillsborough to the nation's attention. Franklin Pierce was born in Hillsborough in 1804, and learned at his father's knee the great cost of the nation's liberty. He spent his childhood at the Pierce Homestead at the Lower Village, and would write in later years that in all his life he would not meet a nobler people than those of his hometown. After graduating from Bowdoin College, Franklin would return to serve as Hillsborough Town Moderator, and then as its State Representative. His career would lead him to become the only U.S. President from New Hampshire, and he attributed it all to his hometown. Indeed, Pierce was just one of a number of prominent Americans who hailed from Hillsborough, including Benjamin Pierce Cheney, one of the founders of the American Express Company (and a close friend of Daniel Webster, for whom he erected a bronze statue in front of the State House). Benjamin J. Keith, who was one of the key promoters of Vaudeville in the United States, was a native of Hillsborough.

The agricultural world that Pierce grew up in was fading as he became President in 1853. Newly arrived immigrants from French speaking Canada, and others from Scotland and Ireland brought new skills. Great mortar-free stone bridges spanned Hillsborough's many rivers, making travel about the sprawling town easier. The local economy would change little until the 1840's, when the decline of farming was met with the dawning of the industrial era in New Hampshire. It was an interesting turn of events, as new farming machines were invented and the farmer's life changed from subsistence to commercial farming. Some farmers moved to the more fertile lands of the Midwest, but others found work in the new mills rising along the Contoocook River. Suddenly the Upper and Lower Villages and the Center Village became overshadowed by the booming Hillsborough Bridge where a half dozen mills used energy from the Contoocook, and fine new houses and a new business district grew up along the river's edge. Tenement houses were built within walking distance of the mills. By the second half of the 19th century, Hillsborough had grown to more than 3,000 people. It was a self-sufficient community with a mixed economy and a thriving business district. There were dance halls and an opera house. Textiles were king, and the railroads came to town with grain, cotton, and raw materials, and carried away the town's milled products and livestock. They also brought all sorts of items for the local grocers and dry goods stores. Soon they carried a new commodity as well, the visitor.

The rail lines, coupled with the booming industry in New England's southern cities, gave Hillsborough farmers a new cash crop: tourists. Families would escape the heat and crowds of Boston and spend the summer in Hillsborough's old farm houses. A fine summer hotel was built on Loon Pond, and a roadside hotel sprang up downtown. With its country roads, fine houses, lakes and streams, and shady streets, Hillsborough was considered one of the loveliest towns in the State.

With the growth of the Bridge Village, now simply called Hillsborough, the rest of the town changed. Cows replaced sheep on the hillsides. Livestock was raised for export to other states. Hillsborough had some of the greatest breeding herds in the nation. Rosewald Farms, which consisted of a number of farms owned by William Niedner, had the top Guernsey herd in the country. Later, Holsteins were bred by many and sold worldwide. The town had four dairies that bottled and distributed milk. They were Rosewald, Perry Farms, Skyview owned by Maurice Parker, and the Hillsboro Dairy, which purchased milk from the numerous farmers in town to supply the homes and summer camps in Hillsborough, Henniker and Antrim.

Poultry was also a considerable industry in the 1900s, with eggs picked up in crates to be sold in urban areas. Many of the poultry farmers also raised broilers. Three grain stores supplied the local farmers' needs. Vegetables and apples were grown on some of the higher elevations.

The gunfire that began in Europe during August 1914, would have great implications for the pride of the Contoocook. World markets for woolen and milled products collapsed. Foreign competition and the Great Depression caused Hillsborough's industries to decline and, with it, its local businesses. The Second World War brought little relief. After the war, the woolen and hosiery factories struggled with unions, crippling strikes, and competition from the south. As they gradually closed down, the town tried to keep its people employed. A

group of local citizens, led by the merchant Everett Feldblum, helped erect a building to entice a slipper factory, later on a box factory, to become the Harvey Farm on West Main Street. They operated during a short span of years, after which the building became vacant. Feldblum, working with the Office of Industrial Development, enticed GTE Sylvania (Osram Sylvania since 1995) to occupy the vacant building. The Sylvania plant built electric components and lighting equipment and, after retooling, became an international leader in halogen automotive lighting technology. Today Osram Sylvania and Frameworks, a local manufacturer producing automotive light bulbs for Sylvania, employ more than 1000 people. Frameworks operates in buildings originally fabricating hosiery. The plant's success brought economic stability to the area but for downtown it was a little too late. Despite the new industries, the commercial center of the town continued to decline. New homes and restored older farmhouses in the Center Village made this into a year-round community again. In downtown Hillsborough, once stately Victorians and row houses fell into decay. To the west, along Routes 9 and 202, a new business area developed with car dealerships, restaurants and stores.

The Town did find unity in its opposition to a Federal Government plan to store radioactive materials in subterranean caverns throughout the granite-rich town. Protests sent waves throughout America, and Hillsborough was in the headlines. In the end, the townsfolk won, and the government looked elsewhere.

The history of Hillsborough would not be complete without the contributions of three nationally known auctioneers. The first was William Manahan, who lived in the Lower Village. He was known throughout the eastern states for his wit and humor as well as his skill in obtaining top dollar for whatever he sold. He was also moderator and served a number of terms as a State Legislator. He and his son, William Manahan, Jr., established Manahan Studio (now operated as Phelps). Before he died, Manahan gave Hillsborough a considerable tract of land with a beach, known as Manahan Park. The Manahans were succeeded by Richard Withington, one of the top antique auctioneers in the country, and Richard Crane, who deals in antique tools. Both auctioneers are still operating; both have generously contributed to the welfare of the town.

The history of Hillsborough is a typical tale of a New Hampshire town. For its sense of worth Hillsborough can boast the state's only US President as a native son, more preserved stone arch bridges than any other town, two remarkable historic areas in the Center and Lower Villages, and Fox Forest, one of the most interesting forests in the region. Its rural roads, old mills, venerable farms, lakes and river-ways make Hillsborough a blessed town in terms of heritage and history.

Many of the town's residents have been active in protecting Hillsborough's heritage. Residents deserve much credit for their successful efforts to move control of the Franklin Pierce House away from the State, and run and restore it with care and detail. In the late 1970's, residents of the Hillsborough Center area worked for three years to create the town's first historic district. While the Center Village has had a turbulent existence, it has succeeded in preserving one of the town's proudest assets. Much of its success is due to volunteerism and pride in a community that has preserved the inherent charms of the Center for decades. Recently, concerned citizens formed a group to give downtown Hillsborough a needed facelift, with better sidewalks, lighting and landscaping. These efforts, combined with the

Planning Board's Master Plan efforts, show a growing concern to preserve the town's past. The timing could not be better, for southern New Hampshire is experiencing a housing and retail boom that is quickly advancing on Hillsborough.

Hillsborough no doubt has a bright future, but much is still needed to preserve the town's heritage and remind citizens and visitors of its vibrant past. The town lacks a heritage commission and does not currently have a complete inventory of its historic buildings. A coordinated effort is needed to promote tourism based on Hillsborough's rich heritage.

Conclusion

Combined with the challenge of the coming bypass, the town is at a crossroad. Hillsborough may choose to take control of its future by defending and rejoicing in its past. Better zoning, preservation, and planned development will keep the town's heritage alive, and thus preserve our sense of community.

Recommendation 1. Heritage Commission

The Town should consider the establishment of a Heritage Commission. It would encourage the preservation of the historic character of our Town and prepare an inventory of our historic buildings and sites. It would serve as a source of information and advice to the town's governing bodies.

Recommendation 2. Pierce Homestead Historic District

The Franklin Pierce Homestead and its neighboring house should be declared a Historic District. This location at the beginning of the bypass could be an important tourist attraction at the gateway to the town.

Chapter 2

HISTORICAL, CULTURAL AND NATURAL RESOURCES AND CONSERVATION

Introduction

To foster the health of community, our welfare, the economic base and our sense of place, Hillsborough needs to preserve our natural resources and amenities. Hillsborough has a long history of stewardship over its natural resources. Fished and hunted by the native Americans, logged and later farmed by the earliest settlers, the natural resources have provided for the people of Hillsborough, and gave the community its rich history.

The landscape of Hillsborough, consisting of about 44 square miles, is composed of hills and mountains, river valleys, rocky soils and sand and gravel banks, forests, pastures and wetlands. This landscape provided the means of subsistence for the early residents of the Town.

It is important to recognize that all natural resources are equally important and are difficult to separate. They “work together” to create a healthy and productive environment. The purpose of this chapter is to identify important and unique resources within Hillsborough, explore their importance, and recommend strategies to insure conservation and intelligent use of these resources.

Key Facts

- ◆ Hillsborough has a limited soil base for agricultural activities. Except for pastureland in the northwest of town, some cropland in the floodplain of the Contoocook Valley, and some scattered parcels, agriculture has disappeared from Hillsborough. There are several hobby farms in Town, but one of the last operational farms left is owned by Ervin Lachut, and is located on Cooledge Road.
- ◆ Hillsborough has a significant amount of wetlands. These wetlands, particularly the smaller wetlands that are not easy to identify, are under increasing pressure from development and other human activities.
- ◆ The stratified drift aquifers located near Pierce Lake and in the Contoocook River have the greatest volume of recoverable water, and may be suitable for town wells in the future.
- ◆ Hillsborough’s surface and ground water resources are threatened by numerous activities such as: landfill, commercial excavation sites near aquifer boundaries, failing subsurface sewage disposal systems, junk yards, underground storage tanks, erosion and sedimentation, nutrient infiltration into water bodies, increased use of public waters for boating, fertilizer and pesticide use, storage of fuels and other toxic materials.
- ◆ Hillsborough has a large diversity of flora and fauna, including popular game animals as well as rare and endangered species.

- ◆ Hillsborough has an active forest industry. A permit for logging is necessary. In 1998 alone the logging industry in Hillsborough produced \$695,406 of harvested wood.

Timber harvest is important to the local economy, but we must keep in mind that cutting in sensitive areas need extra attention and care to avoid excessive harm to these areas. Good logging practices are essential to preserve a timber stand for future cutting and the forest's biodiversity.

Municipal Regulations Relating to Conservation

Efforts to control growth, while protecting its resources in an economically viable manner, resulted in the following land use regulations:

Town Zoning Districts	Town-adopted Resource & Conservation Ordinances
Residential	Floodplain Ordinance
Commercial	Historic District Ordinance
Rural	Excavation Regulation (minimal)
Central Business District	Loon Pond Watershed Regulations (water supply)

Surface Water Resources

Loon Pond (c. 155 acres) serves as the only source of public water for the Town of Hillsborough. The Town owns some land near the pond and at its shore, but most of the land around the pond is privately owned. The Loon Pond ordinance (Chapter 160 of the Town Code) was approved in 1981 and protects the Loon Pond watershed from activities endangering the water quality.

Between 1983 and 1999, the NH Department of Environmental Services (NHDES) issued 94 well permits to Hillsborough residents. Clusters of wells are found in the more recent development off Bible Hill Road: Gibson Road, Symonds Road, Meetinghouse Road and others in that area. The NHDES keeps a record and maps the new well locations.

Ponds

Hillsborough has a number of important ponds within its boundaries:

1. Loon Pond, with an area of about 155 acres is the main municipal water supply of town. Much of its western and northeastern shores has been subdivided and/or developed for houses.
2. Contention Pond, 95 acres, located just northwest of Loon Pond. Most of its western shore has been developed for houses.
3. Gould Pond (Emerald Lake), 45 acres, with an average depth of 21 ft, is the center of the Emerald Lake Village District and is surrounded by house lots.
4. Pierce Lake (Jackman Reservoir), 519 acres, is shared with Antrim.
5. Bagley Pond, most of which is in Windsor, with about 3 acres in Hillsborough.

6. Carter Pond, 3 acres, in the north central section of Town.
7. Camp Road Pond (Nissen's Pond) is part of the summer camp on Cooledge Road.

Rivers and Brooks

1. The Contoocook River flows along the southern border of Hillsborough, coming from the south where it is the boundary between Antrim and Deering, then going east into Henniker.
2. Beards Brook coming from East Washington Road to the Contoocook River.
3. Sand Brook coming from the Farrar Marsh State Wildlife Management Area flowing into Gould Pond.
4. Shedd Brook flowing from Windsor into Beards Brook.
5. Black Pond Brook coming from Windsor into Shedd Brook.

Watersheds

Hillsborough lies within the Contoocook River watershed. Within this watershed are smaller watersheds such as the Beards Brook and Loon Pond watersheds.

Wetlands (see Map 6)

Wetlands are a crucial resource within Hillsborough. They provide important wildlife habitats, flood control, drainage of upland water, filtration of sediments and chemicals, recreational activities, and aesthetic beauty. Because they provide such a wide array of services to humans and wildlife alike, Hillsborough must recognize the vast importance of these resources and provide for their protection.

The majority of the identified wetlands lie east of Loon Pond, the largest being the Farrar Marsh State Wildlife Management Area. The Environmental Impact Statement of the Bypass also revealed numerous smaller wetlands along the projected highway corridor. The total land area of Hillsborough wetlands is not known.

In spite of these wetland identifications, no inventory has been made to give a description and the value of each individual wetland. Such a study would identify "prime" wetlands, and could assist with further protection of those resources and particularly prevent the destruction of the smaller wetlands.

Groundwater and Aquifers (see Map 7)

Groundwater is a critical resource for Hillsborough. Perhaps the most basic and fundamental requirement for development, clean water (and clean air) translates into a healthy environment and a desirable location to live. Hillsborough contains eight major aquifers within its borders, to a total of 6.1 square miles or 14 % of its land base (Groundwater Resources in NH, Stratified Drift, USGS, 1995). The general location of these aquifers is the Contoocook River valley, the Sand Brook Marsh and Beards Brook area. They also underlie an irregular strip of wetlands running north-south about 2 miles east of the Windsor-Hillsborough town line. The most valuable areas of identified aquifers are located near Pierce Lake and the Contoocook River, where the yield is highest, between 2,000 and 4,000

cubic feet per day. Past development patterns in Hillsborough have located intense commercial/industrial uses, such as automotive repair shops, commercial gravel pit operations and others industrial uses over important aquifers, thus increasing a potential for groundwater contamination.

Hillsborough has no wells utilized for public water supply in the community because all drinking water comes from the one surface water source: Loon Pond. However the pockets of aquifers located near Pierce Lake and the Contoocook River can be a potential source of public wells (see Chapter 9).

Land and Forestry Resources (see Map 4)

The public properties in Hillsborough are many. A combined total of 87 such properties have been identified. Many of these lands, such as old cemeteries, are very small and only of historic value. Others are some parcels near the Contoocook River, without commercial value. The municipal landfill, school properties, municipal buildings, etc... have no conservation value. Discounting these parcels with little value or developed municipal lands, the publicly owned conservation lands cover a little more than 3,090 acres in Hillsborough. Following is a breakdown of the important conservation lands, excluding the smaller and developed properties (figure 2-1).

Most of the forest lands are logged. In the year of April 1, 1998 to March 31, 1999 the forest yielded (based on the logging permit applications only): 4,878,850 board feet of lumber and 31,856.65 ton of pulp wood. The total value was \$695,406.06.

Figure 2-1 CONSERVATION LANDS (Refer to Map 4 for location)

	#Name	Tax Map	Lot #	Acres	Owner/Manager
1	Widow Murdough Wood Lot	2	8	11	Cons. Comm.
2	Lowe Forest State Park	2 & 3	1	717	State
3	House Rock Lot (Johnson Lot)	3	6	20	Cons. Comm.
4	Sand Brook Marsh	3 & 6	38	291	State
5	Chute Forest (Farley Road)	4 & 5	4	108	SPNHF
6	Seymour Lot	5	55		Cons. Comm
7	Farley-West Marsh	5	67		Cons. Comm.
8	Brown Grass Lot	5	106		Water Comm.
9	Lake Front Lot	5	117	3	Water Comm.
10		5	133		Water Comm.
11		5	133		Water Comm.
12		5	141	57	Water Comm.
13	Hildredth Mill Lot	6	36		Cons. Comm.
14	Hildredth Mill Lot	6	42		Cons. Comm.
15		6	40	162	State
16		7	134	8	Town
17	Gleason Falls	8	20	4	Cons. Comm.
18	Knapton Lot	8	22		Cons. Comm.
19	Fox Forest	8	143	193	State
20	Cottrell Property	8	40	101	SPNHF
21	Latham Lot (Maj. Andrews Lot)	8	34	10	Water Comm.
22		8	35	15	SPNHF
23		9	40	7	Town
24	Rowe Marsh	9	99	18	State
25	Fox Forest	9	2	478	State
26	Fox Forest	9	172	129	State
27	Fox Forest	9 & 11	144	635	State
28	Manahan Park	10	26	47	Town
29		12	102	7	Fire Department
30	River Property	12	119	14	Town
31	River Property	12	135		Town
32		12	156	31	Town
33	Pierce Homestead	11-A	2	13	State
34	River Lot	11-C	349	7	Town
35	Beards Brook Park	11-E	13	3	Town
36	Butler Park	23	144		Town

Lands kept in Current Use amount to 16,711 acres.

Historical and Cultural Resources

National Register of Historic places

Historic Place	Date Listed	Location	Description
Franklin Pierce Homestead	October 1966	Route 31	Two story frame building. Built by Gen. Benjamin Pierce; now a museum.
Contoocook Mills Island District	June 1975	Mill Street	Collection of historic mills: George Little's Mill, Marcy Mill, and Smith Mill.
Jonathan Barnes Homestead	February 1982	North Road	Home of the Reverend Jonathan Barnes, one of Hillsborough's grantees.

The Hillsborough Railroad Bridge, placed on the registry in 1975, burned down in 1985.

The Environmental Impact Statement for the bypass lists many buildings along Main Street, which could be placed on the National Registry. In addition, a fair number of buildings in the Rural District would easily qualify. As of this time there is no inventory of such buildings.

New Hampshire Historical Markers and Historic Sites

These markers stand at places of historical significance to the State of New Hampshire. Some of these places contain tangible reminders of the past, others indicate the location of where buildings once stood or a historical event took place.

One of the best known historical sites in Hillsborough is the Franklin Pierce Homestead, built in 1804 by Benjamin Pierce, the father of Franklin Pierce, who was born here. Pierce was a Revolutionary War general, and governor of New Hampshire from 1827 to 1830. Franklin Pierce became the 14th President of the United States. The Homestead is located on Route 31 or the Second New Hampshire Turnpike, close to its junction with Route 9.

A commemorative marker stands at the place where Colonel John Hill granted a triangular piece of land to the Rev. Jonathan Barnes, Hillsborough's first settled minister. The grant provided for the establishment of a church, meeting-house, school, Town pound, and the Town burial grounds. Descendants of Jonathan Barnes still occupy several of Hillsborough's oldest homes.

Among the historic sites are the Stone Arch bridges, all of them constructed during the middle of the 19th century, without mortar and supported only by carefully shaped and placed fieldstones.

They are:

- Bridge over Beards Brook on Gleason Falls Road. One arch.
- Bridge over the Gleason Falls on Beard Brook Road. One arch.
- Bridge over Beards Brook where Shedd-Jones Road crosses the brook. Two arches.

- Bridge over the brook running from Pierce Lake to Beards Brook on the Second New Hampshire Turnpike. Two arches. One arch is in poor condition and will soon be reconstructed.

The Dutton Twin Houses on West Main Street belonged to Ephrate Dutton, a well-to-do merchant. They were built in 1860 and were identical in style: Greek Revival in intent, with French renaissance windows, Gothic gables and a classic facade.

After his marriage, Franklin Pierce moved out of his father's home to a house nearby in the Lower Village. This house was built in 1812.

When Franklin Pierce was running for the presidency he hosted a mass meeting and held a barbecue along the Contoocook River near Bridge Street.

One of the oldest covered railroad bridges in the United States was located over the Contoocook River near West Mill Street. It was built in 1869, rebuilt in 1903, and burned down in 1986.

Marcy Block, now called Robertson's Block, was created in 1825 and was the first business block in Town. It is also the site of the first house built in Hillsborough (1741).

The Hillsborough Community Building was the home of Governor John B. Smith. It now houses the Fuller Library, the Town offices in the basement, and various small meeting rooms on the upper floors. It is also the location of the DAR Museum of Hillsborough memorabilia.

Woolen mills sustained the economy of Hillsborough during the pre- and post Civil War years. Wood's Woolen Mill was located at the intersection of West Mill Street and Bridge Street. It was the last mill to close.

The Town Pound in the historic Center Village was built in 1774. It now is in the custody of the Conservation Commission.

The Samuel Bradford Inn, established in 1766, was located on Bible Hill. The first Hillsborough town meeting was held here on November 24, 1772.

Two of Hillsborough's earliest homes are the Timothy Bradford House on Bear Hill Road and the Saltmarsh Place on Stowe Mountain Road. Both were built around 1770.

Cemeteries

As do many of the old, small towns in Central New Hampshire, Hillsborough has a rich heritage. Its cemeteries, both small and large, are an important historic and personal link with the past. They are in the care of the Cemetery Trustees.

CEMETERY

Cooledge Cemetery
Farrar Cemetery
Kimball Cemetery
Kimball Hill Cemetery
Monroe Cemetery
Hillsborough Center Cemetery
Codman Cemetery
Gerry Cemetery
Clark Cemetery
Pine Hill Cemetery
Maple Avenue Cemetery
Harvey Memorial Cemetery
St Charles Cemetery
Preston Cemetery
Bear Hill Cemetery
St Mary's Cemetery
Dascomb Cemetery
Bible Hill Cemetery

LOCATION

Cooledge Road
Carter Hill Road
Kimball Road
Kimball Hill and North Roads
Flint Road
Hillsborough Center Village
Beard Road
Concord End Road
Center Road
Atwood Road
Atwood Road
Shedd Road
Shedd Road
Preston Street
Bear Hill Road
Center Road
West Main Street
Bible Hill

Wildlife and other Natural Resources

Hillsborough is home to a diverse flora and fauna. Among the plants are a number of endangered species that are found here in several unique habitats.

Deciduous Trees

Dominant trees are: Red Oak, Green and White Ash, Beech, Sugar, Silver and Red Maple, White, Grey and Yellow Birch. The forests that dominate the South and Central New Hampshire forests are comprised mainly of white pine, hemlock and hardwood.

Evergreen Trees

White and Red Pine, Hemlock, White and Red Spruce.

Endangered or Threatened Plants:

Endangered species are listed in the Natural Heritage Inventory. One plant found only in Hillsborough is the Wedge Sand Blackberry (*Rubus cuneifolius*). It is, however, not listed as an endangered species, federally or globally.

Fauna

- ◆ Birds are found here in great variety. The endangered Purple Martin is known to nest in Hillsborough.
- ◆ Amphibians are less known. Salamanders, frogs and toads are everywhere.
- ◆ Reptiles include lizards, snakes, and turtles. No precise inventory has been made.
- ◆ Fish is an important game animal. They are well represented in lakes and rivers. Fishing is an important sport for many of our residents.
- ◆ Mammals are represented by numerous species. The bigger animals recorded here are the White Tail Deer, Black Bear, Moose, Coyote. The smaller animals, such as the Raccoon, Beaver, Fisher Cat, Otter and Skunk are fairly common.

Many of these mammals are near or on the top of the Food Chain. Some animals like the Moose and the Bear move freely through the forest seldom staying long on one place. They do need large uninterrupted forests and open spaces. Increased development and fragmentation of the forest land threaten the habitat of these large animals.

Corridors To mitigate the effect of development and forest fragmentation undeveloped corridors or greenways between habitats are needed. They can be along rivers and brooks such as along the wooded banks of the Contoocook River. Utility lines offer equally important corridors. One such utility line crosses Hillsborough in the southwestern part of Town. Another runs from Pierce Lake toward the east, crosses Beards Brook and Center Road.

Examples of Natural Communities Undisturbed land is necessary for biological diversity. The more biodiversity is found in an area, the more valuable and self-sustaining a community becomes, both from an ecological and from an economic perspective. The following prominent communities have been identified in Hillsborough.

- ◆ Black Gum-Red Maple Basin Swamp is a palustrine natural community that has been found of high importance in the State of New Hampshire. One location in Hillsborough is of this type.
- ◆ The Level Bog is another system in the palustrine community. Of the nineteen reports on this community, one has been reported in Hillsborough.
- ◆ The Farrar State Wildlife Management Area (Sandbrook Marsh) is an example of a swamp with many wetland and freshwater species.
- ◆ Lowe State Forest is a rich area that benefits of its topography: because of steep slopes it is not very accessible. Few roads traverse the area and wildlife is abundant. The State has begun a forest management program in this forest.
- ◆ Fox Forest with its 1,400 acres is a State managed land with many trails for hiking, cross country skiing and horseback riding. One of the features is a Sphagnum Moss Quaking Bog. This rare community harbors unique plants such as the Pitcher Plant and cranberries. A boardwalk has been constructed for public access.

- ◆ Chute forest, managed by the Conservation Commission, is an important woodland habitat for plants and animals.
- ◆ One rookery of the Great Blue Heron has been reported. Only 32 such rookeries have been found in the State.

Scenic Vistas Noteworthy are the Gleason Falls on Beards Road and the spectacular views from Kimball Hill Road.

Soils and Slopes (see Map 6)

Soils and slopes are perhaps the most determining factors in the development pattern of an area. Gentle slopes and well-drained soils generally are developed quickly, leaving the steeper slopes and poorly drained soils to be developed in the future.

No accurate information is available about the number of acres of land with slopes of 25 % or over. Most of these slopes are scattered throughout the Town. Development trends of the community make it necessary to limit development on slopes, in order to prevent erosion through runoff resulting from the lack of vegetation. In addition, they can easily become hazards because of mudslides and falling trees.

Hillsborough has a variety of soils within its boundaries. The best use for each soil type is based on the parent material, slope, depth of restrictive layers (hardpan), percolation characteristics and others.

Well drained, level soils are preferred for development. Such soils do not overlay hardpan, or have seasonal high-water tables. They consist of sand and gravel material with mild slopes. The quantity of such soils is limited in Hillsborough. Examples of such soils are Colton (A/B slope), Monadnock (B slope), and Groveton. The exact acreage of these soils is not known.

Soils in Hillsborough acceptable for development have moderate slopes (8 - 15 %), may overlay hardpan or bedrock, have a relatively high water table, have relatively poor percolation characteristics. They contain cobbles and stone. Though still acceptable for development, they are more costly to build upon than preferred soils. Examples are Admas (C slope), Becket (B slope), Marlow and Monadnock (C slope). The exact acreage of these soils is not known.

Unacceptable for development are soils that consist of a thin layer of soil on top of restrictive layers, steep slopes with 25 % or more, or with parent material encumbered by large rocks, as well as stone and ledge outcrops. Development on these soils is expensive and difficult, requiring blasting, highly engineered septic systems with complex drainage requirements. Examples of such soils are Tunbridge and Lyman. When disturbed, these soils are subject to erosion.

Soils acceptable for agricultural use are few and limited. They include Ondawa, Podunk, Madawaska, and Groveton soils. They are often also desirable for development. Thus community planners should create measures to preserve these soils for future agricultural uses.

Geomorphology

One natural feature found in Hillsborough is the House Rock, a very large glacial erratic in the northeastern part of Town.

Stratified sand and silt from glacial outwash lie next to the Contoocook River.

There are a number of high hills or mountains in Hillsborough. They are:

Campbell Mountain	1408 ft West of Pierce Lake
Sulphur Hill	1395 ft West of upper Village
Stowe Mountain	1572 ft NE of Upper Village
Jones Hill	1604 ft Next to Stowe Mt
Monroe Hill	1210 ft East of Hillsborough center
Kimball Hill	1241 ft NE of Hillsborough center
Thompson Hill	1768 ft Northern part of town, near Bradford line

Unnamed peaks near Contention Pond, 1188 and 1320 ft., west of Kimball Hill toward Thompson Hill 1351, 1382, 1394, 1604 ft. and east of Thompson Hill 1552 and 1429 ft.

Farming

Farming in Hillsborough has largely disappeared. Although Hillsborough has some good farm land, most is scattered in smaller parcels. Some pastures are harvested for hay, other for a few cows. The only active farm is in the northwestern part, owned by Ervin Lachut. His extensive pastures are used for cattle. In the southeastern part, south of Route 9, an area in the floodplain is used for truck farming.

Resource Preservation

Conservation Commission The Conservation Commission is charged with the “Conservation and proper utilization of natural resources and water shed protection.” The Commission keeps an index of all open space, natural, aesthetic and ecological areas within the town and obtains information pertinent to the proper utilization of such areas. It also keeps an index of all marshlands, swamps and other wet areas. It makes recommendations to the town’s governing bodies of programs for protection, development or utilization of such areas. The Commission may receive gifts of money and property, such gifts to be managed by the Commission. Currently the Commission manages several parcels of land (Figure 2-1).

The Commission advises on Dredge and Fill permits; it organizes the annual Contoocook River cleanup; it is working on a trail system and in general it oversees the conservation of open space. The Loon Award was given to Linda Stellato for her work to establish the recycling program in Hillsborough.

Historic District. Hillsborough Center Village with its historic buildings and cemetery has been declared a separate zoning district with regulations to preserve the historic and aesthetic character of this area of 185 acres.

Historical Society The private Historical Society concerns itself mostly with the management of the Franklin Pierce Homestead.

Construction Materials

The construction material which is produced in Hillsborough is sand and gravel. This is mined at a number of permitted excavations located for the most part along the 2nd New Hampshire Turnpike (Route 31) from the intersection with Route 9 until Cooledge Road and on the north side of Route 9 immediately west of this intersection. The source of this gravel are glacial drifts.

The 1998 Excavation Tax Summary of gravel banks in Hillsborough lists nine sites, but not all of these are active and permitted. They are:

	Map	Lot
Bumford	10	35
Daniels	7	107
Edwards, Ellen	10	46
Edwards, Eugene	7	176
Edwards, Eugene	7	190
Ellice	7	71
Mello	7	195
Patenaude	12	185 and 206
State of New Hampshire	10	43

Of these the Patenaude site is in connection with the development along Jefferson Drive and will only be temporary. The excavated material issued on the site. No permit needed. The Ellen Edwards site is not active and carries no permit.

There are other sites with gravel inventory and it can be expected that with the coming of Bypass construction new banks will be opened. The total available inventory is not known.

Where in the past the provisions of RSA 155:E were largely ignored, this is expected to change. State mandated assessment and subsequent taxes, and the reclamation standards and requirements or RSA 155:E will induce most gravel bank owners to mitigate environmental damage, reclaim depleted sites and diminish hazards caused by steep slopes.

The location of these sites is over known aquifers. It is therefore imperative that special attention will be paid to storage of fuel oils and other chemicals on these sites to prevent leaking of these materials into the soil. This and other permit requirements of RSA 155:E should be strictly enforced.

Summary and Recommendations

Hillsborough has many natural resources, which are important for the preservation of the community character and public health. The vast quantities of forest provide lumber and employment. Some small farming is left of its agricultural past. Its flora and fauna are diverse, as are the ecosystems. Hillsborough has a good number of lakes and wetlands. Groundwater is available in its aquifers for future use. Open space in the form of pastures

and forests characterize the rural area. In an effort to preserve these critical resources for future generations, the following recommendations are made. They are to serve as a general guide for the eventual achievement of the goals outlined by the residents and officials: the preservation of open space and the rural character of Hillsborough to promote the health, welfare and prosperity of the Town.

Recommendation 1. Identification of Ecologically Important Plots of Land

Hillsborough, through the Conservation Commission, should inventory ecologically rare and important areas. The community should encourage acquisition of such parcels by using various techniques such as purchase of development rights, fee ownership, purchase of easements, or gifting.

Recommendation 2. Natural Resource Overlay District

The Planning Board should work with the Conservation Commission to develop a Natural Resource Overlay Protection District to help preserve crucial resources in the community, and further prevent development of such areas as wetlands, steep slopes, and aquifers. Soil based lot size standards should be one method to achieve this.

Recommendation 3. Require Septic Upgrades for Home Owners/Businesses Expanding or Changing to More Intensive Uses

Hillsborough should require all landowners who are expanding homes or businesses located near water bodies, such as Emerald Lake, Contention and Loon Ponds, and Pierce Lake, to upgrade their septic systems in proportion to the size of the expansion or additional space. This would prevent older and failing septic systems near these water bodies from being overburdened. This would probably require a zone change.

Recommendation 4. Increased Communication between Planning Board and Conservation Commission

The Planning Board should give the Conservation Commission the opportunity to provide input on all Site Plan review and Subdivision applications heard before the Board. This would identify all ecological concerns that the development may pose.

Recommendation 5. Education

The Conservation Commission should institute an educational program for our children. It is well understood that what children learn when young, they apply when grown-up. It is their future which is the subject of this chapter.

Recommendation 6. Trail System

The Conservation Commission should continue and complete as soon as possible an inventory of a trail system. Work is already underway, but its early completion is of town-wide importance.

Recommendation 7. Excavation Sites

A town ordinance for Excavation should replace the existing one, and spell out requirements and conditions for the operation of gravel banks according to RSA 155E.

Chapter 3

ROADS AND TRANSPORTATION

Introduction

A safe and efficient transportation network is essential for a community. The trends of development have followed the roads that were established over the years. The potential growth of the town will, to a large extent, depend on the road network in Town. Planning and development will depend on the transportation network.

The purpose of this chapter is to provide an inventory and assessment of Hillsborough's road network. Recommendations will be made how to plan for the future and how to achieve goals concerning transportation needs for the next several years.

Many of the residents believe that the current condition of the roads requires some investment. They desire bicycle paths and sidewalks. They feel that safe and efficient roadways are important to the community, and that the community should engage in planning for improvements.

Key Facts

- ◆ Hillsborough gets a bypass to alleviate traffic congestion in the center of the Town. The bypass will be ready in 2001 or 2002. The completion of the bypass will have a great and lasting effect on the future of Hillsborough.
- ◆ Hillsborough has no long term improvement plan for its road system or for its sidewalks.
- ◆ Hillsborough has no curb regulations to control access to roadways.

Regional and Interstate Transportation, Air, Rail and Bus Transportation

Passenger Air Travel goes via the airport in Manchester where major airlines provide connection with other cities. The municipal airport in Concord is only for freight and private airplanes. Other commercial airports are in Swanzey and Lebanon. Deering has a small privately owned airport, once part of Hawthorne College in Antrim.

Passenger Rail Service is at Brattleboro, Vermont, or at Boston or Springfield, Massachusetts. Freight terminal is in Concord.

Bus Service is at Concord and at Brattleboro, Vermont.

Trucking is done by a wide variety of transport companies. Centers are in Concord, Keene, Manchester, and Nashua.

There is no *public transportation* in and out of Hillsborough. The relatively small population and sparse development do not warrant public transportation. People who want to go to Keene, Concord or Peterborough have to use their cars or other private means of transport. There is a Senior Van Service (603-464-5777) for the elderly, but there is nothing for the young and middle-aged people.

Bridges

Hillsborough has the good fortune of having a relatively large number of old, stone arch bridges, almost all of these are still in use (see also Chapter 2). The two-arch bridge on the Second New Hampshire Turnpike near Fuller's Corner will be repaired in the near future. The old bridge over Route 202 near its junction with Route 9, which has been replaced by a modern and wider bridge to accommodate increased traffic is no longer in use. A portion of this bridge is still standing but is closed to the public for reasons of safety. These stone arch bridges are:

- on Beard Road over the Gleason Falls
- on Gleason Falls Road,
- on the Second New Hampshire Turnpike (two-arch bridge),
- on Saw Mill Road near Route 9 (new)
- on Shedd-Jones Road where it crosses Beards Brook (two-arch bridge)
- on Route 149 over the Contoocook River, part new, part older.
- on Route 202 over the Contoocook River

Each year, the NHDOT and municipal officials conduct surveys of existing bridges within each community to determine the structural integrity of each bridge. As of 1998 Hillsborough had 5 "redlined" bridges: two bridges on East Washington Road, two on Beard Road and the one on the Second New Hampshire Turnpike have been redlined by the State. This means that they have been found structurally deficient. These are 5 of the 27 bridges at various locations in the community (See figure 3-1).

Figure 3-1 Town of Hillsboro Bridge Summary

Bridge Location	Feature Crossed	Bridge ID #	Year Constructed	Owner	Deficiencies	Funct. Class	Length	ADT	Year of ADT
Sleeper Road	Beards Brook	56144	1964	Town	N/A	9	22	55	1987
Coolidge Road	Shedd Brook	61102	1956	Town	N/A	9	29	250	1993
Coolidge Road	Beards Brook	61139	1970	Town	N/A	9	27	250	1993
Washington Road	Cedar Brook	62143	1994	Town	N/A	8	18	200	1993
NH 31	Black Pond Brook	71072	1940	NH DOT	N/A	8	13	2300	1993
Center Road	Brook	72136	1953	Town	Functionally	8	24	200	1993
Danforth Corners	Section 1.01 Beards Brook	83124	1974			9	34	130	1987
Gleason Falls Rd.	Beard Brook	88093	1900	Town	Functionally	9	34	0	1993
Shedd Road	Shedd Brook	89064	1919	Town	Functionally	9	26	250	1987
Gleason Falls Rd.	Beards Brook	89093	1900	Town	Functionally	9	12	0	1993
Beard Road	Beards Brook	92090	1900	Town	Structurally	9	30	225	1987
Second NH Turnpike	Brook	93044	1900	Town	Structurally	9	34	570	1993
Second NH Turnpike	Brook	93045	1900	Town	Structurally	9	29	570	1993
Jones Road	Beards Brook	100070	1900	Town	Structurally	9	45	250	1987
Beard Road	Beards Brook	107056	1965	Town	N/A	9	27	290	1993
NH 9	Beards Brook	111042	1951	NH DOT	Functionally	2	79	6500	1992
Old Trunk Line Hwy	Beards Brook	112042	1919	Town	N/A	9	36	470	1993
Bypassed Historic	N. Branch Brook	118035	1980	NH DOT	Structurally	9	80	0	NONE
US 202	N. Branch Brook	117035	1980	NH DOT	N/A	6	112	4000	1993
NH 149	Contoocook River	114033	1900	NH DOT	Functionally	8	246	2100	1993
Town Road	Nelson Brook	146102	1900	Town	N/A	9	12	115	1987
Bog Road	Sand Brook	152095	1985	Town	N/A	9	11	50	1984
Bog Road	Nelson Brook	154113	1985	Town	N/A	9	11	50	1984
Red Fox Crossing	Nelson Brook	158080	1984	Other Town Agency	N/A	9	14	0	1993
Emerald Drive	Gould Pond	169081	1984	Other Town Agency	Functionally	9	14	300	1989
US 202, NH 9	Sand Brook	170071	1974	NH DOT	N/A	2	11	8000	1993
Old US 202	Contoocook River	171064	1933	Town	N/A	9	222	790	1993

Source: NH DOT Mini Bridge List, 1998.

Roads and Highways

Functional Classification

Hillsborough has Class I, II, V and VI roads.

Class I roads are part of the primary state road system. In Hillsborough they are Routes 9 and 202.

Class II highways are part of the state secondary road system. They are maintained and reconstructed by the State. Unimproved sections must be maintained by the Town. Bridges on these roads are maintained by the State, all other bridges are the responsibility of the Town. In Hillsborough Class II roads are: Route 149, School Street, Center Road and East Washington Road until Loon Pond, Route 31(Second New Hampshire Turnpike) and a section of Cooledge Road about 1 mile long.

Class V roads are all improved town roads that the town must maintain.

Class VI roads are all public unimproved town roads and have been so for a minimum of five years.

According to the State Aid Classification Road Mileage, Hillsborough has, as of January 1998:

Figure 3-2

Road Classification		Miles	% of Total Miles
Class I	Trunk Line Highway	7.751	8.2%
Class II	State Aid Highway	8.83	9.3%
Class III	Recreational Roads	0	0%
Class IV	Urban Highways	0	0%
Class V	Rural Highways	62.4	65.8%
Class VI	Unmaintained Roads	15.08	15.9%
Total		94.94	100%

Source: NHDOT, Classified Road Mileage Summary Report, January 1, 1998.

The stretch on Cooledge Road and all of School Street, Center Road and East Washington Road are summer maintenance only, that is the State maintains these roads but does not plow them.

When the bypass has been completed the sections on Cooledge Road and School Street/Center Road/East Washington Road, Main Street and Henniker Street will be turned over to the Town of Hillsborough.

With a few exceptions, all town roads are owned by the Town and the Emerald Lake Village District. These exceptions are roads owned by the abutters but with the Town owning an easement through them. All roads owned by Emerald Lake Village District are improved gravel roads. Gould Pond Road, which connects the District with other parts of the Town is a town road, and hardtop until Gould Pond.

A discontinued road is still a town road, but is not maintained. State statutes require that roads must be discontinued by a vote at Town Meeting. In previous years the Town has voted to “abandon” roads. Although the wording was technically incorrect, the underlying intent seems to be a vote for discontinuance. Roads that have been labeled as “abandoned” in this chapter do not receive town maintenance, but their legal status as a dedicated town road is currently unknown.

Highway Capacity Analysis

This analysis is an estimate of the maximum amount of traffic a given roadway can accommodate, in other words a measure of the degree of congestion. The Level of Service (LOS) is a measure of the type of operating conditions that occur along a roadway or an intersection at generally 1-hour periods on peak time. It includes many factors such as freedom to maneuver, travel delay, safety.

Level of Service: Abbreviated definitions:

LOS A: Free flow at 60 miles per hour. Under ideal conditions 420 passenger cars per hour (PCPH) on a two-way highway, a single lane in each direction.

LOS B: A stable flow, but presence of other motorists noticeable. Can support 750 PCPH.

LOS C: Still free flow, but passing becomes more difficult. Some traffic congestion causes slowing and turning traffic. 1200 PCPH can be maintained. Still a desirable level of service.

LOS D: High Density, stable flow. Speed and freedom of movement restricted. Delay expected 75 % of the time. Maximum flow of 1800 PCPH can be maintained.

LOS E: Operating at near capacity level. Restricted freedom of maneuverability. Congestion and delay levels high. Maximum 2800 PCPH.

LOS F: Forced breakdown of flow. Lengthy queues occur.

Mostly overlooked for transportation planning, it is an important indicator. Most Hillsborough roads have a high level of service, but the intersection of Route 9/202 and School Street rates E and F. Most of Route 9 through Hillsborough is experiencing a reduction to C and D, indicating restricted flow. The bypass may correct this situation.

Current traffic conditions on State and major roads

As of 1999 the State and the CNHRPC have a total of 16 traffic-counting sites, most maintained on a staggered basis and in 3-year increments. The Average Annual Daily Trips (AADT) is counted. On most roads this has increased since counting began, the largest increase on Center Road/School Street: 53 % from 1992 to 1997. The roads that experienced significant increase are the Second New Hampshire Turnpike (Route 31), Route 149 (Bridge Street) and Beard Road. Again, the bypass should lead to decreases in the AADT of these roads. The following tables give the result of these traffic counts from 1989 to 1998 (figures 3-3 and 3-4).

Figure 3-3: Percent Change for Traffic Count Locations, Hillsborough, NH 1989 to 1998

NH DOT	Route	General Location	Year Start For Comparison		Year End For Comparison		Total % Change	Annual % Change
Counter ID				AADT		AADT		
217001	NH 9	West of Route 31	1989	4171	1997	4632	10	1.25%
217050	NH 31	Windsor Town Line	1989	1400	1997	1500	7	.875%
217051	Old US 202	Henniker Town Line	1992	920	1997	830	-11	*2.2%
217052	NH 149	South of US 202	N/A	N/A	1997	4100	N/A	N/A
217053	Center Street	North of US 202/NH 9	1992	1500	1997	3200	53	10.6%
217054	US 202/9	1 Mile West of NH 149	N/A	N/A	N/A	N/A	N/A	N/A
217055	US 202/9	East of US 202	N/A	N/A	N/A	N/A	N/A	N/A
217057	NH 149	Deering Town Line	1992	2200	1997	2600	15	3%
217058	US 202/9	Henniker Town Line	1989	6600	1997	8900	26	3.25%
217090	Bradford Road	Over Shedd Brook	1992	300	1997	270	-11	-2.2%
217091	Center Road	Over Brook	1992	200	1997	220	9	1.8%
217092	NH 31	Black Pond Brook	1992	2100	1997	2800	25	5%
217093	Turnpike Road	Over Brook	1992	500	1997	610	18	3.6%
217094	Beard Road	Beards Brook	1192	330	1997	450	27	5.4%
217095	NH 9	Beards Brook	1192	6500	1196	7200	10	2.5%
217096	Old Trunk Line	Over Beards Brook	1992	450	1997	490	8	1.6%

Source: NH DOT, Bureau of Transportation Planning, Traffic Volume Reports 1993 to 1997. "N/A" indicates only 1 year of data gathered in the time frame; thus no comparison can be made as of April 1999.

Figure 3-4: Projected Traffic Volumes for 2007, Major Roadways, Hillsborough, NH

NH DOT	Route	General Location	Year of Most Recent Data Collection For Each Location		Total % Change from Comparison Date*	Annual % Change	Projected AADT in 2007**	Difference from 1997
Counter ID			AADT					
217001	NH 9	West of Route 31	1997	4632	10	1.25	5211	579
217050	NH 31	Windsor Town Line	1997	1500	7	0.88	1632	132
217051	Old US 202	Henniker Town Line	1997	830	-11	-2.20	674.4	-155.6
217052	NH 149	South of US 202	1997	4100	N/A	N/A	N/A	N/A
217053	Center Street	North of US 202/NH 9	1997	3200	53	10.60	6592	3392
217054	US 202/9	1 Mile West of NH 149	N/A	N/A	N/A	N/A	N/A	N/A
217055	US 202/9	East of US 202	N/A	N/A	N/A	N/A	N/A	N/A
217057	NH 149	Deering Town Line	1997	2600	15	3.00	3380	780
217058	US 202/9	Henniker Town Line	1997	8900	26	3.25	11570	2670
217090	Bradford Road	Over Shedd Brook	1997	270	-11	-2.20	210	-60
217091	Center Road	Over Brook	1997	220	9	1.80	260	40
217092	NH 31	Black Pond Brook	1997	2800	25	5.00	4200	1400
217093	Turnpike Road	Over Brook	1997	610	18	3.60	830	220
217094	Beard Road	Beards Brook	1997	450	27	5.40	572	122
217095	NH 9	Beards Brook	1996	7200	10	2.50	9000	1800
217096	Old Trunk Line	Over Beards Brook	1997	490	8	1.60	568	78

Source: NH DOT Traffic Volume Reports (various years) and CNHRPC

(*) Start date for % change calculation varies by traffic monitoring location.

(**) Projections do not account for completion of the Hillsborough Bypass

The traffic counts and the bypass have led to estimates of future traffic. Figure 3-4 gives these predictions for the year 2007. As with all predictions, they are subject to many uncertain variables.

State Highway 10-year Plan (STIP): 1995-2005

The only project affecting Hillsborough is the bypass. The total cost is projected to be \$37,100,000.

The Bypass (from the Environmental Impact Statement for the Bypass, 1996)

State Route 9, which passes through the center of Hillsborough, is the only road from Keene to Concord, with Hillsborough almost exactly in the middle. The road not only has to accommodate through traffic but local traffic as well. Little has been done over the years to ease traffic other than placing traffic lights in the center where Route 9 and Route 149 meet. In the summer months on weekends this road crossing causes large backups of traffic.

After decades of planning and arguing the State is now in the process of constructing a bypass, which runs from near the town line with Henniker at the east end of town to the intersection of Route 9 with Route 31 on the west end of town. It is a stretch of approximately 4.5 miles. Construction started in the fall of 1998. The bypass should be ready in 2001 or 2002. (See map). The effect of the bypass on traffic is given in the following table, which lists traffic counts in 1990, and estimates of what they would be with and without the bypass. These are average daily totals (See Figure 3-5).

Figure 3-5

Roadway	Location	1990 (actual) AADT	2015 (without Bypass) AADT	2015 (with Bypass) AADT
Route 9	Near Old Henniker Road	9,300	16,280	7,610
Route 9 and 149	Intersection of 9 and 19	11,500	20,100	10,250
Main Street	Wall Street	13,910	25,200	15,300
Route 9	Near Beard Road	7,750	14,300	1,900
Route 9	East of Route 31	4,425	14,300	1,900
Connector Routes 202 and 9 (Bypass)	N/A	N/A	N/A	12,500

Source: Hillsborough Bypass Environmental Statement (EIS)

From these projections it appears that although through traffic will be greatly reduced, increased local traffic will be very heavy near the center of Town. It can be expected that many cars will use Church Street or other side streets to avoid backups and delays. This in itself will cause problems, and a careful record of car traffic along Main Street and side streets will be needed to plan for corrective action. A continuation of Myrtle Street to Dump Road, already recommended by J. Tolman in the 1986 Master Plan, may be one solution.

Besides overpasses and underpasses at Beard Road, Center Road, and Bible Hill Road, there will be two crossings for pedestrians and snowmobiles; one north of the town dump, the other near Old Henniker Road.

Commuting Pattern

Hillsborough is considered part of the Concord Labor Market Area, composed of 30 communities. Many Hillsborough residents commute to other communities to work and hence rely on the major roads: Routes 9, 202, 149 and 31 (to a lesser extent). In 1990 about 54 % (1,230) of Hillsborough residents commuted to various locations for their work. Most common destinations are Concord and Henniker, with Peterborough and Manchester not far behind.

On the other hand, 1,347 or 56.9 % of the total working population in Hillsborough comes from other towns.

Without a good highway system this commuting pattern would not be possible.

Figure 3-6 gives the commuting pattern for Hillsborough.

Figure 3-6: Commuting Patterns for Hillsborough, NH and Neighboring Communities

Community	1990 Population	Estimated Residents Working	Commuting to Another Town		Working In Town		Total Working	Non-residents Commuting Into Town	
			Number of Workers	Percent	Number of Workers	Percent		Number of Workers	Percent of Total
Antrim*	2,360	1,182	968	81.9%	214	18.1%	437	223	51.0%
Deering	1,707	793	685	86.4%	108	13.6%	336	228	67.9%
Henniker	4,151	1,991	1,088	54.6%	903	45.4%	1,426	523	36.7%
Hillsborough	4,498	2,249	1,230	54.7%	1,019	45.0%	2,366	1,347	56.9%
Hopkinton	4,806	2,397	1,782	74.3%	615	25.7%	1,484	869	58.6%
Warner	2,250	1,192	883	74.1%	309	25.9%	507	198	39.1%
Washington	628	287	223	77.7%	64	12.3%	146	53	36.3%
Windsor	107	81	67	82.7%	14	17.3%	31	17	54.8%

*Source: New Hampshire Employment Security, New Hampshire Community Patterns from the U.S. Census, 1990. *Indicates communities outside of the Concord, NH Labor Market Area.*

Pavement Management and Road Reconstruction

Currently the Town budget contains moneys for road maintenance and repairs, based on local needs and field observations. There is no comprehensive plan involving all municipal departments to make future determinations of road maintenance and repairs. This should be part of the Capital Improvement Budget.

Access to Roads and Highways

The Town and the Planning Board should require access to roads according to RSA 236:13, using standards according to RSA 236:16. Speed Limits and Sight Distance should be set according to the American Association of State Highway Transportation Officials (AASHTO).

A curb cut policy should be developed for all properties along major highways. Existing driveways are often poorly defined and curb cuts sometimes extend the entire frontage of parcels.

Such policy should state:

- ◆ The number of curb cuts any one parcel can contain.
- ◆ Limitation of turning movements such as right in, right out.
- ◆ Encourage shared access, or provide public rights-of-way connecting parcels for eventual construction of connector roads to limit curb cuts on major highways.
- ◆ Town regulations appear to require a minimum of a 50 feet right-of-way (HTC, Par. 197-1). A minimum of 18 feet road deck should be required with the center line coinciding with the center line of the right-of-way. Chapter 127 of the Town Code on Driveways is unclear and vague.

Sidewalks

Most sidewalks in the center of the Town are in fair to poor condition, especially along Main Street. Some places they are absent, making pedestrian traffic difficult (Henniker Street). The Town will install new sidewalks on Church Street to accommodate schoolchildren, which is a good beginning. A sidewalk improvement program for the Town, particularly for West Main Street is badly needed. This should be part of the revitalization process where not only the sidewalks but also utility poles and the absence of trees need to be considered.

Parking

One of the major complaints we hear again and again, is the absence of adequate parking in the downtown area. Other than parking on Main Street, Central Street and School Street there is not much. When the stoplights were installed, a number of parking spots had to be sacrificed. The nearest parking areas are at the new Post Office and the Fire Station, but they obviously are not Public Parking areas. A plan for downtown parking must be an important part of a revitalization plan.

Transportation and Land Use

Hillsborough will continue to grow and develop. Future land use policies should coincide with the existing transportation network. Strip development along Route 9/202, combined with regional growth, has begun to congest these roadways. Further strip development should be controlled through curb cut policies and other land use regulations to prevent expansion of sprawl and excessive construction of driveways with access to roadways.

Town Map

Map 1 presents a road map of the Town, including named private roads. There are other private roads, but the ones listed are named because there is more than one house or house lot on these roads or because they have a name sign at the beginning.

Below is a list of roads, derived from the list of town roads mentioned in the 1986 Master Plan, several maps the Town gives out to the public, and the tax map. Almost every road has been traveled for accuracy. Each name is followed by notes indicating the Class; improved gravel (otherwise improved hardtop); Emerald Lake Village District (if not town- or state-owned.); the approximate location; discontinued, abandoned, scenic, etc., (Scenic Roads have been so designated by Town Meetings).

The condition of the roads vary greatly with some fairly good, others very poor. Deteriorating pavement, poor drainage, poor base material and other problems have caused poor road conditions where they exist. There are a great number of gravel roads that are maintained regularly by the Town's Highway Department. Limited budgets do not permit substantial improvements of the Town's road system.

Town Roads

The Hillsborough Town Code stipulates that all roads should be on a minimum of 50 ft. right-of-way. The width of the actual road deck is not stated (Chapter 197 of the HTC). A minimum of 9 ft. for each traffic direction, a total of 18 ft., is strongly recommended. The center line of the road deck should coincide with the center line of the right-of-way. Many of the old roads are too narrow, with narrow rights-of-way, making widening difficult.

Town Roads There are 77.48 miles of Town maintained roads in Hillsborough. The condition varies considerably. Common problems, particularly of the older roads, are: poor alignment, narrow right-of-way and narrow road deck, poor drainage, and deteriorated pavement.

Private Roads Hillsborough has numerous private roads. They are found mainly in the rural part of town. Most of these are gravel roads and vary from good to poor. They were allowed in subdivisions to defray the costs from the town to the property owners and when the Town Code did not offer specific requirements.

Gravel Roads Many if not most of the roads in the rural part of town are gravel roads. They are maintained as well as possible and routinely graded and covered with new fill. Often they develop ridges, washboard effect, a condition that is very hard on both passengers and cars.

A List of Town Roads

Access Road - see Old Railroad Drive

Alpine Way - Cl. V, gravel, Emerald Lake

Antrim Road - Rte 202

Atwood Road - Cl. V, from Rte 31 to Maple Hill Cemetery, Upper Village

Autumn Road - Cl. V, gravel, Emerald Lake

Barden Hill Road - Cl. V, from 2nd NH Turnpike at bridge near Fuller's Corner to Antrim town line, SCENIC

Bear Hill Road - Cl. V, south of Contoocook River to Henniker, gravel on last stretch to Henniker

Beard Road - Cl. V, runs north from Rte 9/202 from intersection with Sawmill Road

Beaver Glen Road - Cl. V, gravel, Emerald Lake

Bethel Road - Cl. V, gravel, runs north from eastern section off Gleason Falls Road

Bible Hill Road - Cl. V, runs north from Osram Sylvania; the northernmost section is gravel

Birch Tree Lane- Cl. V, gravel, Emerald Lake

Blair Avenue - Cl. V, runs east off School Street

Bog Road - Cl. V, gravel from Gould Pond Road north to intersection with Concord End Road

Boulder Pass - Cl. V, gravel, Emerald Lake

Boulder Road - Cl. V, off Bible Hill Road.

Bobolink Lane - Cl. V, gravel, Emerald Lake

Breezy Point Road - Cl. V; off Rte 9 to Antrim Town Line at Pierce Lake shore

Bridge Street (Rte 149) - Cl. V

Briggs Street - Cl. V, west off Bridge Street

Brown Street - Cl. V, downtown

Bucklin Road - former name of Danforth Corners Road

Butler Avenue - Cl. V, (also called Butler Court) off Butler Street

Butler Street - Cl. V, downtown

Camp Road (Livermore Road) - Cl. V, gravel, summer maintenance only

Carter Hill Road - Cl. V, gravel, NE corner near Bradford town line

Center Road - Cl. V, runs from School Street to Center Village

Central Street - Cl. V, downtown

Childs Way - Cl. V, near intersection with Antrim Road

Church Street - Cl. V, downtown

Clarke Road - Cl. V, off Henniker Street

Colby Road - Cl. V, gravel, runs NW from Bog Road to Concord End Road

Colby Hill Road - Cl. VI, runs E from intersection of Bog Road and Concord End Road

Concord End Road - Cl. V, from Center Road to NE, Cl. VI after intersection with North Road, turns again into Cl. V 2000' from Bog Road

Contoocook Falls Road - Cl. V, to Henniker from Rte 9/202

Cooledge Road - Cl. V, runs N from 2nd NH Turnpike

Country Road - Cl. V, gravel, off E. Washington Road to Bradford Town Line, northern stretch of about 1 mile Cl. VI. SCENIC

Cross Street - Cl. V, off Main Street S to Depot Street

Dam Road - Cl. V, gravel, off 2nd NH Turnpike opposite Corner Store, loops around at dam and ends at the turnpike near Fuller's Corner. Part summer maintenance only

Danforth Corners Road - Cl. V, gravel, between Stowe Mountain Road and E. Washington Road

Dascomb Street - Cl. V, gravel, N off West Main St

Dawn Street - Cl. V, gravel, Emerald Lake

Dean Hill Road - Cl. VI; from North Road N to Kimball Road, SCENIC

Deerpoint Drive - Cl. V, gravel, Emerald Lake

Depot Street - Cl. V, downtown

Dump Road - N. off W. Main to Police Station and Town Dump

East Washington Road - Cl. V, Rte 149, from Center Village to East Washington
 Edgebrook Road - Cl. V, S off W. Main, near junction with Rte 202
 Eli Road - Cl. VI, off Carter Hill Road
 Ellen Brook Road - Cl. V, gravel, Emerald Lake
 Emerald Drive - Cl. V, gravel, Emerald Lake
 Farley Road - Cl. VI, small part at north end Cl. V, between Danforth Corners Road and
 Gleason Falls Road
 Firefly Lane - Cl. V, gravel, Emerald Lake
 Flint Road - Cl. V, between North Road and Concord End Road.
 Gay Avenue - Cl. V, off School Street
 Gerry Road. - Cl. V, gravel, off Center Road, N to Concord End Road
 Gibson Road - Cl. V, off Meeting Hill Road
 Gleason Falls Road - Cl. V, gravel, central section Cl VI
 Gould Pond Road - Cl. V, gravel, part in Fox Forest is owned by the State
 Greene Road - Cl. VI, connects Severance Road with Sleeper Road
 Greenfield Drive - Cl. V, gravel, Emerald Lake
 Grimes Field (also called the Race Track), town owned sports fields
 Hall Road - Cl. V, gravel, off 2nd NH Turnpike
 Harvey Way - Cl. V, off Bible Hill R
 Hemlock Street - Cl. V, gravel, Emerald Lake
 Henniker Road - Cl. V, N. of and parallel to Henniker Street
 Henniker Street - Cl. V, this is the stretch of Rte 9/202 east of School Street
 High Street - Cl. V, off Wyman Street, E. of Bridge Street
 Hillcat Drive - off School Street to schools.
 Hillside Street - Cl. V, gravel, Emerald Lake
 Holman Street - Cl. V, off Henniker Street, downtown
 Hoyt Lane - Cl. V, between W. Main and parking lot, next to Parkside Gallery
 Hummingbird Lane - Cl. V, gravel, Emerald Lake
 Huntington Drive - Cl. V, gravel, Emerald Lake
 Jackson Street - Cl. V, between Henniker St. and Cross St
 Jefferson Drive -Cl. V, most not yet constructed. off Whitney Road
 John Street - Cl. V, off Mill Street
 Jones Road - Cl. V, gravel from Beard Road to Center Village, SCENIC
 Keith Road - Cl. V, Gravel, off Saw Mill Road, Lower Village
 Kellom Road - Cl. VI, connects Bailey Adams Road with Country Road, near Bradford town
 line.
 Kemp Road - Cl. V, N off Rte 9, opposite Antrim Road
 Kimball Road - Cl. VI, connects Dean Hill Road with Sand Knoll Road.
 Kimball Hill Road - Cl. V for 2700', then Cl VI, off North Road
 Kings Row - Cl. V, gravel, Emerald Lake
 Livermore Road: see Camp Road
 Main Street - part of Rte 9/202
 Maple Street - Cl. V, off High Street
 Mary Rowe Drive - Cl. V
 McNeil Road - Cl. V, connects Boulder Road with Symonds Road
 Meeting Hill Road. - Cl. V, off Bible Hill Road
 Melody Lane - Cl. V, gravel, Emerald Lake
 Merrill Road - Cl. V, spur off Old Henniker Road

Midnite Walk - Cl. V, gravel, Emerald Lake
 Miller Road - Cl. V. short spur of Contoocook Falls Road before bridge.
 Moccassin Trail -Cl. V, gravel, Emerald Lake
 Moore Road - Cl. VI, from Beard Road to Bible Hill; short stretch (c. 500 ft) from Bible Hill west Cl V.
 Mountainside Road - off Barden Hill Road, against Antrim town line. End, gravel, private.
 Myrtle Street - Cl. V, downtown
 Newman Street - CL V, downtown
 North Road - Cl. V, gravel, from Center Village to Concord End Road
 Norton Drive - Cl. V, off Henniker Street to Wastewater Plant
 Old Driftway - Cl. V. Dead end from Rte 9/202, W of Beard Road
 Old Lantern Road - Cl. V, gravel, Emerald Lake
 Old Henniker Road- Cl. V. Parallel to and north of Henniker Street
 Old Railroad Dr. - Cl. V, off Contoocook Falls Road, before bridge (Access Road)
 Park Ave (Park Place) - Cl. V, off Park Street
 Park Street - Cl. V, downtown
 Patten Hill Road- Cl. V, gravel, Emerald Lake
 Pearl Street - Cl. V, connects Mill Street with Union Street
 Pine Glen Road - Cl. V, gravel, Emerald Lake
 Pine Ridge Road - Cl. V, off Blair Avenue
 Pleasant Street - Cl. V, Between Church Street and Central Street
 Poor Farm Road - Cl. VI, part Cl. V, loops off E. Washington Road, north of Contention Pond
 Preston Street - Cl V, crosses Henniker Street near downtown
 Prospect Street - Cl V, E off Bridge Street
 Rabbit Path - Cl. V, gravel, Emerald Lake
 Raccoon Alley - Cl. V, gravel, Emerald Lake
 Rainbow's End - Cl. V, gravel, Emerald Lake
 Ravenhead Lane -Cl. V, gravel, Emerald Lake
 Ray Road - Cl. V, gravel, east off Concord End Road at junction with North Road
 Red Fox Crossing - Cl. V, gravel, Emerald Lake
 River Street (Water Street) - Cl V, from Bridge Street to Preston Street
 Robbins Road - Cl. V, gravel, off East Washington Road near Loon Pond
 Robins Road - Cl. V, gravel, Emerald Lake
 Sand Knoll Road - Cl. VI, from Concord End Road to Bradford town line
 Saw Mill Road - Cl. V, Lower Village
 Schwartz Avenue - Cl. V, gravel, off Contoocook Road after bridge
 School Street - Cl. V, Rte 149 until Hillcat Drive, downtown
 Second NH Turnpike - (part north of Rte 9 is Rte 31) Cl. V. gravel S of junction with Barden Hill Road.
 Seminole Road - Cl. V, gravel, Emerald Lake
 Severance Road - Cl. VI, west from Sleeper Road
 Shedd Road - Cl. V, gravel, from 2nd NH Turnpike to Beard Road. SCENIC.
 Skyview Lane - Cl. V, gravel, Emerald Lake
 Sleeper Road - Cl. V until Severance Road, from there Cl. VI, off East Washington Road
 Spring Street - Cl. V, gravel, Emerald Lake
 Stowe Mountain Road - Cl. V, gravel, N. from Windsor Road, crosses Rte 31, dead ends beyond intersection with Danforth Corners Road

Sulphur Hill Road - Cl. V, end Cl. VI, west off 2nd NH Turnpike near Rte 9
 Summer Street - Cl. V, west off Bridge Street
 Sunrise Place - Cl. V, gravel, Emerald Lake
 Symonds Road - Cl. V, south off Meeting Hill Road
 Turtle Bridge Crossing- Cl. V, gravel, Emerald Lake
 New Valhalla Farm Road - Cl. V, N. off Windsor Road almost on Windsor town line
 Union Street - Cl. V, off Bridge Street
 Vine Street - Cl. V, between Summer and Union Streets
 Wall Street - Cl. V, dead end, S off W. Main Street, downtown
 Walnut Street - Cl. V, downtown
 Washington Circle - Cl. V, south off Whitney Road
 Water Street - see River Road
 West Main Street (see 87) - part of Rte 9/202 from Rte 149 westward to Rte 202
 West Mill Street - Cl. V, W off Bridge street along river
 Whitney Road - Cl. V, W from Bog Road
 Whittemore Street - Cl. V, connects Park St. with Holman St.
 Windsor Road- Cl. V, W off 2nd NH Turnpike, Upper Village
 Windsor Terrace- Cl. V, north of Rte 9, off Kemp Road
 Winter Road - Cl. V, gravel, Emerald Lake
 Woodlawn Avenue - Cl. V, west off Church Street, dead ends
 Wyman Street- Cl. V, west off Bridge Street

Other Roads: Private, Abandoned, Discontinued, Not Existing

The following roads are either abandoned (ab'd), discontinued (disc'd), non-existent (ne), private (priv) , or projected (proj).

Allen Road: ab'd, and ne, between E. Washington Road and Beard Road
 Arlington Court: priv, off Windsor Road
 Bailey Adams Road: ab'd, north near Bradford line
 Bedell Road: priv, north of W Main Street between Dump Road and Dascomb Road
 Begley Pond Road: disc'd
 Beech Street: ne
 Bennett Circle: priv, off Breezy Point Road
 Berkley Place: ne, revoked Windsor Place development
 Bon-Bini Drive: priv, N of Rte 9, between Old Driftway and 2nd NH Turnpike
 Bickford Road: priv, off Hall Road
 Brookside Road: proj, off Antrim Road
 Burnham Road: priv, off Hall Road.
 Buswell Road: priv, off McAdams Road
 Bystrek Road: priv, N off Gleason Falls Road
 Carr Road: priv, off East Washington Road near Bradford town line.
 Chipmunk Lane: priv., Emerald Lake
 Crosby Road: priv, off Hadley Road.
 Davis Road: priv, off East Washington Road near Contention Pond.
 Deer Lane: priv, W off Bible Hill Road.
 Dowlin Road: priv, off Rte 9 to Pierce Lake.
 Duncklee Road: priv, off East Washington Road to Contention Pond
 Edwards Road: priv, off Rte 9 to Pierce Lake

Elliot Road: priv, off Marina Road to Pierce Lake
 Emerald Lane: priv, N off Old Henniker Road
 Emery Road: ne
 Forest Lake Drive: priv, Emerald Lake
 Gould Pond Road: projected, west of Gould Pond Road to Emerald Lake
 Grimes Cottage Road: priv, off East Washington Road to Contention Pond.
 Grove Street: ne
 Hadley Road: priv, off East Washington Road to Contention Pond
 Hampton Ct: ne, revoked Windsor Place Development
 Hanson Drive: priv, off Barden Hill Road to Pierce Lake
 Hill Street: priv, off Bridge St. near Deering boundary
 Hubbard Road: priv, off Wilson Road, ab'd
 Ice House Road: priv, off Rte 9 to Pierce Lake
 Jahado Trail: priv. off East Washington Road to Contention Pond.
 Jefferson Drive: projected, part Cl. V.
 Knapton Dr: priv, off Barden Hill Road to Pierce Lake
 Lake View Court: priv, off Barden Hill Road to Pierce Lake
 Lake Shore Terrace: priv, Emerald Lake
 Lakin Drive: priv, Emerald Lake
 Lasala Road: priv, off 2nd NH Turnpike, NE of Windsor Road intersection
 Lincoln Circle: proj
 Low's End Road: priv, off Carter Hill Road
 Madison Circle: proj
 Marina Road: priv, off Rte 9 to Pierce Lake
 McAdams Road: priv, off Barden Hill Road to Pierce Lake
 McClintock Road: priv, of Barden Hill Road to Pierce Lake
 McColley Road: Priv, off Rte 9 to Pierce Lake
 McCoy Road: priv, off Hall Road. or ne.
 Morgan Road: priv, off Barden Hill Road to Pierce Lake
 Oak St: ne
 Old County Road: disc'd
 Old Road to Bible Hill: beginning at intersection of Rte 9 and 2nd NH Turnpike and ending
 on Beard Road across from Moore Road. and 2nd NH Turnpike. ab'd
 Penstock Road: priv, between Keith Road and Rte 9.
 Pierce Lake Drive: priv, off Mountainside Drive to Pierce Lake
 Pine Rock Road: priv, off Barden Hill Road to Pierce Lake
 Piper Road: priv, off Duncklee Road
 Poverty Plains Road: priv, off Gleason Falls Road.
 Richard Drive, off Marina Road
 Ridge Road: proj. off Rte 202.
 Rocky Point: priv. off East Washington Drive to Loon Pond
 Skunk Farm Road: proj. off Rte 202, west, path
 Sparrow Road: Emerald Lake, proj.
 Sunny Ridge Road: proj
 Tasker Road: priv, off Morgan Road
 Temple Road: priv, off Hall Road
 Tower Way: ne, revoked Windsor Place development
 Tuttle Lane: priv, east off Bible Hill Road, north of Meeting Hill Road

Valhalla Farm Road: ab'd, just SE of New Valhalla Farm Road
Williams Road: priv, off Gay Avenue
Wilson Road: disc'd, off Stowe Mountain Road

The Hillsborough road system is characterized by a great number of gravel roads and Class VI roads, which for all practical purposes are unfit for car travel. The main north-south and east-west roads are in the western and southern part of town: Main Street, Route 9 and Route 9/202. The only north-south road in the eastern part of town, Bog Road, is only hardtop until Gould Pond Road and gravel from there to the north. East-west roads north of Main Street are Gleason Falls Road and Danforth Corners Road which are mostly gravel or Class VI. Other north-south roads such as Bible Hill Road and Beard Road are part hardtop becoming gravel to the north. The main thoroughfare to the north is Route 31/Second New Hampshire Turnpike, which runs NW to Washington. East Washington Road runs diagonally through the Town, from Hillsborough Bridge to the NW corner, where it goes into East Washington. Both Deering and Antrim can be reached through state roads: Routes 149 and 202 respectively. Henniker and Stoddard can be reached via Route 9 toward the east and west respectively. Windsor is only accessible via Windsor Road. Bradford must be reached via Route 114 from Henniker.

The gravel roads are in good to fair condition and regularly maintained by the Town's Highway Department. Many of these gravel roads periodically develop ridges (washboard effect) making travel very hard on cars. Although the Highway Department regularly evens out the surface with a grader and fill, permanent improvement is not possible. The problem is inherent of gravel roads. The macadam-topped roads are in fair condition, with some resurfacing for some and repair by patching for others. Budget constraints determine the extent of road work. A long-term plan for road improvement and maintenance is not available. In 1994 the town had a Road Survey prepared by the Engineering Department of the University of New Hampshire. This survey could be updated and serve as a base for a long-term program as part of a Capital Improvement Plan.

With the bypass coming School Street/East Washington Road and Cooledge Road, as well as Main Street, now Cl. II roads, will become town roads, Cl. V. Public transportation is absent. This is of great inconvenience to the elderly and young people who are without means to move through town or to the major shopping areas in Concord, Keene and Peterborough. The only access to Emerald Lake, with 10 % of the population, is via Preston Street/Old Henniker Road and Bog Road.

Highway Department

The town's Highway Department consists of a Highway Foreman and five other workers. They do all highway repairs and snowplowing as well as other needed work. A road grader, a backhoe, a front-end loader and three dump trucks constitute its equipment. The equipment is in good condition and maintained well.

Summary and Recommendations

Hillsborough, though viewed by many as a small semi-rural community, has, and will have, a variety of transportation issues. Its location, at the junction of a major north-south highway, Route 202, and a major east-west highway, Route 9, makes it imperative that it plans for a future traffic increase, even with the bypass coming. Where the bypass begins and ends, and

where it joins Route 202, development pressures will occur and this will inevitably lead to traffic problems at these junctions, and just as likely elsewhere in town when it recovers from the present economic slump. The following recommendations must be seen as a general guide towards a plan of action.

Recommendation 1. Comprehensive Access Management Plan

Hillsborough should develop a comprehensive curb policy for properties adjacent to major roadways such as Routes 9 and 202. Developers who apply for site plan review and subdivision approval should plan for shared access. Hillsborough should encourage the development of parallel access roads in high traffic commercial/industrial areas as a means to control access to these highways.

Recommendation 2. Exactions for Transportation Needs

Hillsborough should seek appropriate exactions in the form of vehicular easements, construction of infrastructure, or monetary contributions from developers seeking subdivision or site plan approval for projects directly served by substandard roads.

Recommendation 3. Create a Comprehensive Road Improvement Plan

Hillsborough should create a comprehensive road improvement plan, in conjunction with a Capital Improvements Program, for the next 10 years in order to make cost effective, logical roadway improvements throughout the community.

Recommendation 4. Sidewalk Improvements

Hillsborough should create a sidewalk improvement program which, when carried out, will lead to safe pedestrian traffic in the center of Town.

Recommendation 5. Bicycle Paths

The Town should promote bicycle paths in high volume traffic areas with the plan to create a community-wide bicycle path system. This can be accomplished by amending the Site Plan Review and Subdivision Regulations.

Recommendation 6. Regional Transportation Improvement Process (TIP)

The Town should continue its participation with the CNHRPC regarding coordination of transportation issues through the Commission's Transportation Advisory Committee (TAC).

Recommendation 7. Pursue Grants to Fund Roadway and Pedestrian Walkway Improvements and Parking

Hillsborough should pursue available grant opportunities for highway and pedestrian walkway improvements and for the development of downtown parking from such sources as: Transportation Equity Act for the 21st century (TEA-21), and CDBG (Community Development Block Grants Program)

Recommendation 8. Coordinate Land Use Planning with Transportation Issues

Future land use planning and transportation issues should be coordinated wherever possible to control traffic patterns in Hillsborough.

POPULATION & HOUSING

Introduction

This chapter focuses on the population of Hillsborough, including migration patterns, historical trends, demographics, as well as projections for future growth. The information in this chapter is presented so that it may be compared with other municipalities in the Central New Hampshire Region, Merrimack County, and the State. Information presented in this chapter has been derived from the Office of State Planning, United States Bureau of Census, and the New Hampshire Bureau of Vital Statistics, and the New Hampshire Department of Employment Security.

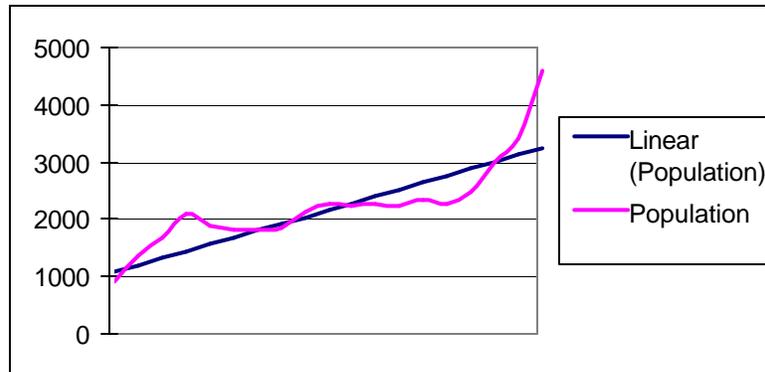
With a population of 4,498 individuals in 1990, Hillsborough has the sixth largest population in the observed region (a total of 22 communities), surpassed by Concord, Pembroke, Bow, Hopkinton, and Allenstown. Hillsborough's population increases some during the summer months; however, no estimate has been completed regarding the total number of individuals that seasonally reside in Hillsborough.

Key Facts

- ◆ Hillsborough has the sixth largest population of the 22 communities observed in this chapter;
- ◆ Hillsborough has a population density of 101 persons per square mile, which is more dense than most communities in the Central New Hampshire Region;
- ◆ Hillsborough's population has increased 31% from 1980 to 1990, which was lower when compared to neighboring communities;
- ◆ Hillsborough's population is projected to increase 50 % over the 1990 figure by the year 2020 to a population of 6670 individuals, or 151 persons per square mile. This is the second largest projected population increase in the Central New Hampshire Region;
- ◆ Hillsborough has a poverty rate of 15% which is significantly higher than County and State poverty rates for 1990;
- ◆ Hillsborough, like other communities in the Central New Hampshire Region, is not racially diverse;
- ◆ The median and per capita income in Hillsborough is the second lowest in the Central New Hampshire Region;
- ◆ The age groups most likely to expand in the future are those between 6 and under, 30 to 44, and 60 years of age; and
- ◆ Hillsborough's population distribution by age group is similar to that of abutting communities in the CNHRPC Region.

Part 1: Population

Hillsborough Historical Population Trend: 1790 to 1990
Figure 4-1



Source: New Hampshire Office of State Planning, Historical Population Trends 1790 to 1990.

Regional Population Trends: 1970 to 1990

During the period of 1970 to 1980, 16 of the 22 communities surrounding Hillsborough observed population increases of 20% or more. It is important to note that eight of those communities experienced population increases of 50% or greater. From 1970 to 1980, Hillsborough's population increased 24%. This was the sixth lowest increase of the observed communities (Figure 2).

From the period of 1980 to 1990, Hillsborough's population increased 31%. This was the ninth highest increase in the observed communities. For comparison directly abutting communities of Antrim and Henniker had a growth rate less than Hillsborough's. The Town of Deering matched Hillsborough's rate of growth.

Figure 4.2 Historical Population Percent Increases for Hillsborough, NH, with a Projected Population for 2000

	1970 Population	1980 Population	% Change 1970 to 1980	1990 Population	% Change 1980 to 1990	Average % Change Over 10 Years	Predicted 2000 Population (Average % Change X 1990 Population)
Antrim	2,122	2,208	4.1%	2,360	6.9%	5.5%	2,489
Allenstown	2,732	4,398	61.0%	4,649	5.7%	33.3%	6,199
Boscawen	3,162	3,435	8.6%	3,586	4.4%	6.5%	3,820
Bow	2,479	4,015	62.0%	5,500	37.0%	49.5%	8,221
Bradford	679	1,115	64.2%	1,405	26.0%	45.1%	2,039
Canterbury	895	1,410	57.5%	1,687	19.7%	38.6%	2,338
Chichester	1,083	1,492	37.8%	1,942	30.2%	34.0%	2,602
Concord	30,022	30,400	1.3%	36,006	18.4%	9.9%	39,553
Dunbarton	825	1,174	42.3%	1,759	49.8%	46.1%	2,569
Deering	578	1,041	80.1%	1,707	64.0%	72.0%	2,937
Epsom	1,469	2,743	86.7%	3,591	30.9%	58.8%	5,703
Henniker	2,348	3,246	38.3%	4,151	27.9%	33.1%	5,523
Hopkinton	3,007	3,861	28.4%	4,806	24.5%	26.4%	6,077
Hillsborough	2,775	3,437	23.9%	4,498	30.9%	27.4%	5,729
Loudon	1,707	2,454	43.8%	4,114	67.6%	55.7%	6,406
Pembroke	4,261	4,861	14.1%	6,561	35.0%	24.5%	8,170
Pittsfield	2,517	2,889	14.8%	3,701	28.1%	21.4%	4,495
Salisbury	589	781	32.6%	1,061	35.9%	34.2%	1,424
Sutton	642	1,091	69.9%	1,457	33.6%	51.7%	2,211
Warner	1,441	1,963	36.2%	2,250	14.6%	25.4%	2,822
Webster	680	1,095	61.0%	1,405	28.3%	44.7%	2,033
Wilmot	516	725	40.5%	935	29.0%	34.7%	1,260

Source: US Department of Commerce, US 1990 Census

From the period of 1980 to 1990, Hillsborough's population increased 31%. This was the ninth highest increase in the observed communities. For comparison, directly abutting communities of Antrim and Henniker had a growth rate less than Hillsborough's. The Town of Deering matched Hillsborough's rate of growth.

Population Trends 1990 to 1996:

The New Hampshire Office of State Planning, under RSA 78-A: 25, is required to complete annual estimates for the population of each municipality in the State. The following is the most current population estimate for Hillsborough and surrounding communities. Overall, NHOSP notes that the population growth in Hillsborough since 1990 has been modest (Figure 4-3).

Figure 4-3: Population Trends 1990 to 1996

	1990	1991	1992	1993	1994	1995	1996	<i>Net Change</i>	<i>Net % Change</i>
Allenstown	4,649	4,606	4,601	4,631	4,712	4,742	4,839	190	3.9%
Antrim	2,360	2,365	2,357	2,362	2,377	2,372	2,374	14	0.6%
Boscawen	3,586	3,561	3,566	3,586	3,552	3,572	3,629	43	1.2%
Bow	5,500	5,550	5,586	5,681	5,817	5,919	6,093	593	9.7%
Bradford	1,405	1,399	1,406	1,413	1,416	1,415	1,412	7	0.5%
Canterbury	1,687	1,708	1,700	1,717	1,730	1,748	1,771	84	4.7%
Chichester	1,942	1,955	1,972	1,992	2,010	2,021	2,046	104	5.1%
Concord	36,006	36,059	36,364	36,762	37,010	37,290	37,850	1844	4.9%
Dunbarton	1,759	1,781	1,800	1,827	1,862	1,876	1,937	178	9.2%
Deering	1,707	1,717	1,714	1,724	1,742	1,740	1,760	53	3.0%
Epsom	3,591	3,613	3,645	3,702	3,763	3,742	3,834	243	6.3%
Henniker	4,151	4,121	4,087	4,019	4,062	3,987	4,086	-65	-1.6%
Hillsborough	4,498	4,494	4,510	4,543	4,584	4,586	4,597	99	2.2%
Hopkinton	4,806	4,829	4,818	4,852	4,890	4,902	4,935	129	2.6%
Loudon	4,114	4,239	4,246	4,300	4,340	4,358	4,437	323	7.3%
Pembroke	6,561	6,533	6,542	6,600	6,619	6,636	6,688	127	1.9%
Pittsfield	3,701	3,712	3,752	3,812	3,834	3,856	3,916	215	5.5%
Salisbury	1,061	1,066	1,071	1,072	1,085	1,091	1,103	42	3.8%
Sutton	1,457	1,455	1,449	1,460	1,472	1,478	1,472	15	1.0%
Warner	2,250	2,315	2,313	2,321	2,404	2,421	2,449	199	8.1%
Webster	1,405	1,402	1,403	1,405	1,417	1,426	1,447	42	2.9%
Wilmot	935	943	932	940	959	978	980	45	4.6%

Source: New Hampshire Office of State Planning, Various publications

Projected Future Populations

Predicting future population growth is crucial for planning for expansion of community services and facilities. Based on New Hampshire Office of State Planning projections, Hillsborough's population will increase by 48% over the 1990 population by the year 2020. This percentage is the second largest projected population increase for all communities in the Central New Hampshire Region. It is expected that only Deering will surpass this rate of growth. With such a large overall population increase projected, impacts on increasingly strained municipal facilities and services, such as water, sewer, and schools, will be significant. Also, such a significant population increase will undoubtedly affect land use trends in the community. Thus Hillsborough should begin to implement capital planning and land use strategies to avoid future crises (Figure 4-4).

Figure 4-4

	1990 Population	2005 Population	2010 Projected Population	2015 Projected Population	2020 Projected Population	Projected % Change From 1990
Antrim	2,360	2,703	2,831	3,088	3,334	41%
Allenstown	4,649	5,236	5,378	5,627	5,900	27%
Boscawen	3,586	3,929	4,033	4,213	4,402	23%
Bow	5,500	6,597	6,787	7,127	7,501	36%
Bradford	1,405	1,545	1,593	1,678	1,772	26%
Canterbury	1,687	1,915	1,967	2,058	2,158	28%
Chichester	1,942	2,234	2,302	2,425	2,562	32%
Concord	36,006	41,095	42,220	44,193	46,382	29%
Dunbarton	1,759	2,125	2,197	2,329	2,476	41%
Deering	1,707	2,063	2,199	2,491	2,785	63%
Epsom	3,591	4,184	4,312	4,541	4,795	34%
Henniker	4,151	4,484	4,628	4,885	5,170	25%
Hopkinton	4,806	5,385	5,545	5,829	6,144	28%
Hillsborough	4,498	5,267	5,541	6,104	6,670	48%
Loudon	4,114	4,900	5,082	5,420	5,795	41%
Pembroke	6,561	7,250	7,450	7,801	8,187	25%
Pittsfield	3,701	4,231	4,324	4,537	4,752	28%
Salisbury	1,061	1,209	1,248	1,319	1,397	32%
Sutton	1,457	1,615	1,667	1,762	1,867	28%
Warner	2,250	2,641	2,710	2,830	2,962	32%
Webster	1,450	1,583	1,632	1,720	1,817	25%
Wilmot	935	1,070	1,102	1,160	1,224	31%

Source: NH OSP "New Hampshire Population Projections: Total Population for Cities and Towns 2000 to 2020, Sorted by Planning Commission "October 1997.

Population Densities: 1970, 1980, and 1990

A common measure of population in relation to community character is the population density. In 1970, only five communities in the Central New Hampshire Region had a population density of 100 persons or more per square mile. In 1980, that figure increased to six. As of 1990, nine communities in the Central New Hampshire Region had a population density of 100 or more persons per square mile. Hillsborough exceeded 100 persons per square mile in 1990. It is estimated that the population density of Hillsborough in the year 2000 will be 128 persons per square mile. This is expected to be less than the regional average (Figure 4-5).

Figure 4-5

	<i>Land Area Sq. Mile</i>	<i>1970 Population</i>	<i>Persons Per Sq. Mile 1970</i>	<i>1980 Population</i>	<i>Persons Per Sq. Mile 1980</i>	<i>1990 Population</i>	<i>Persons Per Sq. Mile 1990</i>	<i>Predicted 2000 Population</i>	<i>Predicted Persons Per Sq. Mile 2000</i>
Antrim	35.7	2,122	59	2,208	62	2,360	66	2,490	70
Allenstown	20.6	2,732	133	4,398	213	4,649	226	6,199	301
Boscawen	24.7	3,162	128	3,435	139	3,586	145	3,820	155
Bow	28.5	2,479	87	4,015	141	5,500	193	8,221	288
Bradford	36	679	19	1,115	31	1,405	39	2,039	57
Canterbury	44.6	895	20	1,410	32	1,687	38	2,338	52
Chichester	21.1	1,083	51	1,492	71	1,942	92	2,602	123
Concord	64.3	30,022	467	30,400	473	36,006	560	39,533	615
Dunbarton	30.9	825	27	1,174	38	1,759	57	2,569	83
Deering	30.8	578	19	1,041	34	1,707	55	2,937	95
Epsom	34.2	1,469	43	2,743	80	3,591	105	5,703	167
Henniker	44.1	2,348	53	3,246	74	4,151	94	5,523	125
Hopkinton	43.3	3,007	69	3,861	89	4,806	111	6,077	140
Hillsborough	44.6	2,775	62	3,437	77	4,498	101	5,729	128
Loudon	46.8	1,707	36	2,454	52	4,114	88	6,406	137
Pembroke	22.8	4,261	187	4,861	213	6,561	288	8,170	358
Pittsfield	23.6	2,517	107	2,889	122	3,701	157	4,495	190
Salisbury	40	589	15	781	20	1,061	27	1,424	36
Sutton	42.3	642	15	1,091	26	1,457	34	2,211	52
Warner	55.7	1,441	26	1,963	35	2,250	40	2,822	51
Webster	28.6	680	24	1,095	38	1,450	51	2,033	71
Wilmot	29.5	516	17	725	25	935	32	1,260	43
Average			76		95		118		152

The character of a community is often linked to a particular population density. The community should determine what is acceptable, and consider measures to achieve that density through control of population growth.

Racial Composite

The Central New Hampshire Region, like much of New Hampshire, has little racial diversity. Some in-migration from other states has increased the diversity of the region, but the racial composite of Hillsborough and the surrounding region is unlikely to significantly change in the near future.

Figure 4-6: Racial Composite

	White	Black	American Indian	Asian	Other	Total 1990
Antrim	2,338	1	8	13	0	2,360
Allenstown	4,587	24	9	24	5	4,649
Boscawen	3,544	16	9	16	1	3,586
Bow	5,454	9	2	26	9	5,500
Bradford	1,401	1	1	0	2	1,405
Canterbury	1,671	6	2	8	0	1,687
Chichester	1,928	1	5	8	0	1,942
Concord	35,350	226	101	243	86	36,006
Dunbarton	1,746	0	8	5	0	1,759
Deering	1,696	6	1	3	1	1,707
Epsom	3,565	8	10	8	0	3,591
Henniker	4,087	20	6	25	13	4,151
Hopkinton	4,782	6	1	16	1	4,806
Hillsborough	4,456	6	9	24	3	4,498
Loudon	4,095	5	8	6	0	4,114
Pembroke	6,502	22	15	12	10	6,561
Pittsfield	3,682	8	5	3	3	3,701
Salisbury	1,060	0	1	0	0	1,061
Sutton	1,440	3	2	6	6	1,457
Warner	2,243	1	1	4	1	2,250
Webster	1,933	1	2	3	0	1,405
Wilmot*	N/A	N/A	N/A	N/A	N/A	N/A

Source: 1990 US Census as prepared by the Department of Commerce. (*) Indicates communities with population below minimum population threshold to be analyzed by US Census.

Population by Gender

Hillsborough's population, when divided by gender, is relatively equally distributed. This is in keeping with regional, state, and county averages

Figure 4-7 Population by Gender

	Total	Male	%Male	Female	%Females
Allenstown	4,649	2,301	49.5	2,348	50.5
Antrim	2,360	1,145	48.5	1,215	51.5
Boscawen	3,586	1,751	48.8	1,835	51.2
Bow	5,500	2,744	49.9	2,756	50.1
Bradford	1,405	718	51.1	687	48.9
Canterbury	1,687	848	50.3	839	49.7
Chichester	1,942	964	49.6	978	50.4
Concord	36,006	17,466	48.5	18,540	51.5
Dunbarton	1,759	904	51.4	855	48.6
Deering	1,707	867	50.8	840	49.2
Epsom	3,591	1,755	48.9	1,836	51.1
Henniker	4,151	2,132	51.4	2,019	48.6
Hopkinton	4,498	2,165	48.1	2,333	51.9
Hillsborough	4,806	2,358	49.1	2,448	50.9
Loudon	1,441	2,045	49.7	2,069	50.3
Pembroke	6,561	3,250	49.5	3,311	50.5
Pittsfield	3,701	1,789	48.3	1,912	51.7
Salisbury	1,061	547	51.6	514	48.4
Sutton	1,457	743	51.0	714	49.0
Warner	2,250	1,120	49.8	1,130	50.2
Webster	1,405	680	48.4	725	51.6
Wilmot*	935	463	49.5	472	50.5
Observed Average	99,131	48,755	49.2	50,376	50.8
Hillsborough County	336,073	164,450	48.9	171,623	51.1
Merrimack County	120,005	58,743	49.0	61,262	51.0
State Of NH	1,109,252	543,544	49.0	565,708	51.0

Source: 1990 IS Census as prepared by the US Department of Commerce

Population by Age Group

An important element in the planning for future expansion of municipal services and facilities is analysis of age groups (called "cohorts"). Decreases or projected increases in the size of some age groups in a community could have a significant impact of the scale and type of services provided to these age groups.

Historical Trends

Historical trends can provide some indication of how particular populations might change in the future. Historically, the total population of the community has increased by approximately 2% annually. Over the period of 1970 to 1990, the total population of Hillsborough has increased from 2,632 to 4,461, for a total increase of 70%. Over the same period, several cohorts increased by 50% or more. Some notable age groupings include children ages 3 to 4, children age 5, and children age 18. Several adult cohorts also increased, including those ages 25 to 44, and those in their early 60s (Figure 4-8).

The table below provides cohort projections for 2000 and 2010. These projections are based upon the average net percent change from 1970 to 1990.

Figure 4-8 Hillsborough, NH Population by Age; Historical Analysis, 1970 to 1990, With Projections

	1970	Cohort as % of Population	1980	Cohort as % of Population	1990	Cohort as % of Population	% Change 1970 To 1990	Average Annual % Change 1970 to 1990	<i>Est.</i> <i>Cohort</i> <i>Size</i> <i>2000</i>	<i>Est.</i> <i>Cohort</i> <i>Size</i> <i>2010</i>
Under 1 to 3	152	6%	80	2%	202	5%	33%	2%	235	274
3 and 4	78	3%	45	1%	162	4%	108%	5%	249	383
5 Years	35	1%	25	1%	89	2%	154%	8%	158	279
6 Years	71	3%	21	1%	81	2%	14%	1%	87	93
7 to 9 Years	184	7%	82	2%	274	6%	49%	2%	341	424
10 to 13 Years	207	8%	117	3%	266	6%	29%	1%	304	347
14 Years	56	2%	32	1%	63	1%	13%	1%	67	71
15 Years	40	2%	17	0%	64	1%	60%	3%	83	108
16 Years	45	2%	39	1%	65	1%	44%	2%	79	97
17 Years	48	2%	34	1%	63	1%	31%	2%	73	84
18 Years	14	1%	21	1%	58	1%	314%	16%	149	384
19 Years	68	3%	29	1%	54	1%	-21%	-1%	48	43
20 Years	38	1%	18	0%	44	1%	16%	1%	47	51
21 Years	43	2%	34	1%	56	1%	30%	2%	64	74
22 to 24	160	6%	118	3%	151	3%	-6%	0%	147	143
25 to 29	168	6%	139	4%	364	8%	117%	6%	576	913
30 to 34	159	6%	126	3%	454	10%	186%	9%	875	1,687
35 to 44	247	9%	192	5%	764	17%	209%	10%	1,564	3,200
45 to 54	330	13%	167	4%	403	9%	22%	1%	448	497
55 to 59	134	5%	84	2%	173	4%	29%	1%	198	227
60 to 61	25	1%	36	1%	83	2%	232%	12%	179	387
62 to 64	88	3%	44	1%	90	2%	2%	0%	91	92
65 to 74	219	8%	137	4%	284	6%	30%	1%	326	375
75 and Over	166	6%	142	4%	154	3%	-7%	0%	148	143
TOTAL	2,623	100%	3,759	100%	4,461	99%	70%	4%	6,024	8,135

Source: US Department of Commerce, US Census 1970, 1980, & 1990; as Formatted by NH OSP

School Age Children Trends 1970 to 1990

School related services are typically the most expensive community service provided by rural communities within New Hampshire. Because of this, it is important to make an estimate of the number of school age children to serve as a general guide for planning of capital expenditures such as school additions, purchase of additional buses, expansion of core facilities, and other similar items (see also Chapter 8).

Figure 4-9

	1970	Cohort as % of Population	1980	Cohort as % of Population	1990	Cohort as % of Population
Under 1 to 3	152	16%	80	16%	202	15%
3 and 4	78	8%	45	9%	162	12%
5 Years	35	4%	25	5%	89	6%
6 Years	71	8%	21	4%	81	6%
7 to 9 Years	184	20%	82	16%	274	20%
10 to 13 Years	207	22%	117	23%	266	19%
14 Years	56	6%	32	6%	63	5%
15 Years	40	4%	17	3%	64	5%
16 Years	45	5%	39	8%	65	5%
17 Years	48	5%	34	7%	63	5%
18 Years	14	2%	21	4%	58	4%
Total	930		513		1,387	

Source: 1990 US Census

Comparison of Population by Age with Neighboring Communities

It is important to examine how the composition of Hillsborough's population relates to abutting communities. Any major discrepancy between communities could indicate that one community may be burdened with the cost of providing more services compared to abutting communities, and thus may be a basis for proposing a growth management ordinance. Based on 1990 data, there is no serious discrepancy in the composition of the population of Hillsborough as compared to the selected communities below. Unfortunately, no data is available for Windsor, Antrim, or Washington at the time of this report (Figure 4-10).

Figure 4-10: Age Cohorts for Hillsborough and Selected Neighboring Communities, From 1990 US Census

1990	Hillsborough	Cohort as % of Population (in percent)	Deering	Cohort as % of Population (in percent)	Henniker	Cohort as % of Population (in percent)	Bradford	Cohort as % of Population (in percent)	Hopkinton	Cohort as % of Population (in percent)	Cohort as % of Population (Average)
Under 1	45	1	28	2	47	1	22	2	44	1	1
1 and 2	157	3	69	4	134	3	43	3	144	3	3
3 and 4	162	4	65	4	124	3	53	4	136	3	3
5 Years	89	2	23	1	66	2	26	2	61	1	2
6 Years	81	2	30	2	47	1	25	2	67	1	2
7-9 Yrs	274	6	76	4	171	4	68	5	242	5	5
10-13 Yrs	150	3	66	4	101	2	54	4	144	3	3
12-13 Yrs	116	3	42	2	93	2	27	2	132	3	2
14 Years	63	1	19	1	39	1	17	1	66	1	1
15 Years	64	1	25	1	43	1	14	1	84	2	1
16 Years	65	1	19	1	32	1	19	1	53	1	1
17 Years	63	1	10	1	31	1	20	1	80	2	1
18 Years	59	1	19	1	90	2	12	1	62	1	1
19 Years	54	1	22	1	262	6	17	1	49	1	2
20 Years	44	1	19	1	241	6	13	1	49	1	2
21 Years	56	1	19	1	156	4	12	1	29	1	2
22 to 24	151	3	72	4	244	6	60	4	116	2	4
25 to 29	364	8	152	9	313	8	97	7	231	5	7
30 to 34	454	10	192	11	372	9	138	10	366	8	10
35 to 39	431	10	153	9	431	10	145	10	463	10	10
40 to 44	333	7	116	7	278	7	113	8	467	10	8
44 to 49	226	5	95	6	172	4	77	5	384	8	6
50 to 54	177	4	85	5	120	3	54	4	279	6	4
55 to 59	173	4	73	4	113	3	60	4	219	5	4
60 to 61	83	2	23	1	37	1	31	2	78	2	2
62 to 64	90	2	40	2	74	2	37	3	121	3	2
65 to 69	173	4	63	4	111	3	43	3	212	4	4
70 to 74	111	2	38	2	76	2	48	3	184	4	3
75 to 79	97	2	21	1	62	1	25	2	131	3	2
80 - Over	94	2	34	2	71	2	35	2	116	2	2
TOTAL	4,498	100%	1,708	100%	4,151	100%	1,405	100%	4,809	100%	100%

Income analysis

Income and poverty levels of a community can also be indicative of the types of social services that a municipality may require.

As of 1990, Hillsborough had an annual median family income of \$37,122. That figure was less than the average regional median family income by \$4,600, and was the second lowest income of the observed communities. The median family income and per capita incomes were also significantly lower than the State and County median incomes. The per capita income was also lower than the regional average by approximately \$2,000. Possible reasons for the discrepancy in income may be the slightly lower educational levels of the residents of the community or the type of employment offered in the community in relation to neighboring communities. (Figure 4-11)

Figure 4-11: Median and Per Capita Income for Hillsborough, NH, and the Central New Hampshire Region

	1990 Population	1990 Median Family Income In Dollars	1993 Per Capita Income In Dollars	Persons In Poverty 1990	% Of Population Below 185% Poverty Level
Allenstown	4,712	37,649	13,599	837	18%
Antrim	2,435	38,029	14,087	514	21%
Boscawen	3,586	33,466	12,028	702	20%
Bow	5,500	56,855	21,432	268	5%
Bradford	1,405	41,106	19,257	269	19%
Canterbury	1,687	49,318	19,896	191	11%
Chichester	1,942	42,604	15,925	242	12%
Concord	36,006	39,531	16,912	5,712	16%
Dunbarton	1,707	38,750	14,934	320	19%
Deering	1,759	47,130	18,943	183	10%
Epsom	3,495	37,142	14,667	491	14%
Henniker	4,194	45,153	15,649	597	14%
Hillsborough	4,442	37,122	14,557	646	15%
Hopkinton	4,806	52,407	26,582	366	8%
Loudon	4,211	40,833	14,621	509	12%
Pembroke	6,503	44,893	16,177	656	10%
Pittsfield	3,700	28,229	12,184	870	24%
Salisbury	1,063	37,969	14,758	155	15%
Sutton	1,457	40,990	18,516	228	16%
Warner	2,250	43,317	18,733	343	15%
Webster	1,405	42,772	14,591	119	8%
Wilmot*	925	43,021	16,476	186	20%
Average	N/A	\$41,758	\$16,569	N/A	15%
Hillsborough County		\$46,249			
State Of NH		\$41,628			

Source: "Kids Count New Hampshire 1996 Data Book" authored by Children's Alliance of New Hampshire.

Persons in Poverty:

Poverty is defined by the U.S. Bureau of Census and is adjusted annually to allow for changes in the consumer price index (CPI). Unfortunately, data for poverty by municipality is only published every ten years, after each census. The poverty level figures vary according to family size, number of children, and age of the householder.

The percentage of Hillsborough individuals living in poverty in 1990 was 15%. This figure is significantly higher than the State average (6.4%) and the Hillsborough County average of 5.9%. Though being higher than the state and county average, the poverty level was exactly average at 15% for the 22 observed communities in the Hillsborough area.

The exact reason for such significant poverty levels is difficult to identify. To begin, the census occurred during 1990 during which New Hampshire was in the midst of a recession. However, it is important to note that with the poor economic conditions of the year, the poverty level remained relatively low for Hillsborough County and other communities. Other factors that may contribute to a significant poverty level include educational level of residents and the lack of diverse industry near Hillsborough.

Educational Levels of Residents

Of the total population living in Hillsborough in 1990, only 18%, or 807 individuals had secured a higher education beyond a high school diploma. This is below both the sample and County averages. Of the 10 communities examined, Hillsborough had a greater percentage of population that received a higher education than 5 of the other communities observed. Communities, which have a higher percentage of population with advanced education than Hillsborough, include Hopkinton, Bow, and Henniker (Figure 4-12).

Figure 4-12

	Less than Grade 5	High School Grade	Some College W/O Degree	Associate Degree	Bachelor Degree	Graduate/ Professional Degree	Total 1990 Population	% of Total Population with Associates or Better Degree
Allenstown	16	119	488	238	189	54	4,649	10%
Boscawen	26	885	410	141	275	58	3,586	13%
Bow	25	848	683	349	911	481	5,500	32%
Epsom	53	795	460	221	287	151	3,591	18%
Henniker	8	539	466	196	604	291	4,151	26%
Hillsborough	13	1,005	466	257	323	227	4,498	18%
Hopkinton	0	788	523	384	821	557	4,806	37%
Loudon	14	1,069	452	241	243	96	4,114	14%
Pembroke	28	1,296	814	421	764	254	6,561	22%
Pittsfield	7	996	320	75	200	55	3,701	9%
Sample Average	190	9,340	5,082	2,323	4,617	2,224	45,157	21%
Hillsborough County	1,775	61,772	40,723	18,063	39,030	17,927	335,838	22%
Merrimack County	587	25,210	13,906	6,339	13,118	6,834	120,240	22%

Source: 1990 US Census as prepared by the Department of Commerce. Selection of Communities was based on US Census Data. Note that the Census does not track educational information for communities with less than 2,500 persons. This sample excludes the City of Concord.

Part 2: Housing

Introduction

Safe, decent, dignified, and affordable housing for all residents is vitally important to every community. Quality and affordable housing translates into a higher quality of life, less social problems, and a more attractive and viable community.

Everybody in Hillsborough understands the need to provide quality affordable housing for all income levels. However, community leaders also need to control growth to limit negative impacts on existing infrastructure. In 1990, Hillsborough contained the third highest number of housing units (2,157) in the region. Over the next 20 years, Hillsborough's housing stock is estimated to grow to approximately 4,500 units.

Key Facts

- ◆ In 1990, Hillsborough had the third largest number of dwelling units of the 22 communities observed;
- ◆ Hillsborough's housing stock increased by 15.25% during 1980 to 1990. This is less than the regional average. Hillsborough's population increased by 23.59% over the same period;
- ◆ The median home price in Hillsborough is \$97,100. This is significantly lower than the median house price as compared to neighboring communities and the observed region. Further, Hillsborough has one of the lowest median incomes in the Region;
- ◆ The median monthly rent in Hillsborough is \$423. This is average for the Region, however due to a slow development trend and good economy, it is suspected that this has increased to approximately \$550 to \$650 per month;
- ◆ The vast majority of Hillsborough's housing (73%) stock is detached, single family dwellings. This is typical for neighboring communities and the Central New Hampshire Region;
- ◆ The number of persons per dwelling unit is 2.09. This is slightly higher than the regional average;
- ◆ Hillsborough contains 48 dwelling units per square mile. This is the seventh most dense development pattern of observed communities.

Historical Trends

Housing in Hillsborough and surrounding communities has steadily increased since 1970. In Hillsborough, the housing stock of the community and the population has increased at a matching rate of 62% (Figures 4-13 and 4-14).

In comparison to neighboring communities, Hillsborough has been able to balance population growth with housing needs. Some surrounding communities have not been as fortunate. Hillsborough has also not experienced the rate of population increase, as did abutting communities.

Figure 4-13: Historical Housing and Population Trends, Abutting Communities

	Population 1970	Population 1990	Net Percent Change
Hillsborough	2,775	4,498	62%
Antrim	2,122	2,360	11%
Deering	578	1,707	195%
Bradford	679	1,405	107%
Henniker	2,348	4,151	77%
	Housing 1970	Housing 1990	Net Percent Change
Hillsborough	1,337	2,157	61%
Antrim	761	1,162	53%
Deering	375	757	102%
Bradford	523	757	45%
Henniker	808	1,558	93%

Source: 1990 US Census

Figure 4-14: Regional Housing and Population Trends

	1990 Population	1980 Population	1970 Population	1990 Total Housing Units	1980 Total Housing Units	1970 Total Housing Units
Antrim	2,360	2,208	2,122	1,162	941	761
Allenstown	4,649	4,398	2,732	1,868	1,592	852
Boscawen	3,586	3,435	3,162	1,221	1,114	912
Bow	5,500	4,015	2,479	1,860	1,284	757
Bradford	1,405	1,115	679	757	696	523
Canterbury	1,687	1,410	895	724	583	326
Chichester	1,942	1,492	1,083	724	526	361
Concord	36,006	30,400	30,022	15,697	12,126	9,547
Dunbarton	1,759	1,174	825	685	431	354
Deering	1,707	1,041	578	757	461	375
Epsom	3,591	2,743	1,469	1,396	1,074	519
Henniker	4,151	3,246	2,348	1,558	1,181	808
Hopkinton	4,806	3,861	3,007	1,924	1,480	1,104
Hillsborough	4,498	3,437	2,775	2,157	1,828	1,337
Loudon	4,114	2,454	1,707	1,476	880	568
Pembroke	6,561	4,861	4,261	2,536	1,788	1,390
Pittsfield	3,701	2,889	2,517	1,527	1,197	892
Salisbury	1,061	781	589	422	355	301
Sutton	1,457	1,091	642	776	660	473
Warner	2,250	1,963	1,441	1,039	899	720
Webster	1,405	1,095	680	577	444	351
Wilmot*	935	725	516	485	401	263

Source: 1990 US Census

Persons per Dwelling Unit

As of 1990, Hillsborough housed approximately 2 persons per dwelling unit. This was typical for the region. Increases in this figure could indicate a variety of conditions in the future. For instance, should the figure increase, it could be simple population growth, or it may indicate a poor economy, a sharp increase in housing costs, or a change in racial or demographic trends. This figure should be monitored in the future (Figure 4-15).

Figure 4-15: Persons Per Dwelling Unit

	Persons per Dwelling Unit 1970	Persons per Dwelling Unit 1980	Persons per Dwelling Unit 1990	Rank 1990
Bradford	1.30	1.60	1.86	1
Sutton	1.36	1.65	1.88	2
Wilmot	1.96	1.81	1.93	3
Antrim	2.79	2.35	2.03	4
Hillsborough	2.08	1.88	2.09	5
Warner	2.00	2.18	2.17	6
Deering	1.54	2.26	2.25	7
Concord	3.14	2.51	2.29	8
Canterbury	2.75	2.42	2.33	9
Pittsfield	2.82	2.41	2.42	10
Webster	1.94	2.48	2.44	11
Allenstown	3.21	2.76	2.49	12
Hopkinton	2.72	2.61	2.50	13
Salisbury	1.96	2.20	2.51	14
Dunbarton	2.33	2.72	2.57	15
Epsom	2.83	2.55	2.57	16
Pembroke	3.07	2.72	2.59	17
Henniker	2.91	2.75	2.66	18
Chichester	3.00	2.84	2.68	19
Loudon	3.01	2.79	2.79	20
Boscawen	3.47	3.08	2.94	21
Bow	3.27	3.13	2.96	22

Source: 1990 US Census

Housing Trends 1970 to 1990

The number of houses built in Hillsborough from the period of 1970 to 1980 was average for the Central New Hampshire Region. During that period, a total of 491 units were developed. During the period of 1980 to 1990, the rate of housing development decreased by half of the previously observed rate of 1970 to 1980. For this period, Hillsborough experienced below average housing development. Hillsborough's rate of development was significantly lower than Deering, Antrim, and Henniker. However, Hillsborough's rate of growth for 1980 to 1990 did exceed the rate of development in Bradford (Figure 4-16).

Figure 4-16: Housing Trends 1970 to 1990, with 2000 Projection

Revised 5/14/99	1970 Total Housing Units	1980 Total Housing Units	% Change 1970 to 1980	1990 Total Housing Units	% Change 1980 to 1990	Average % Change Over 10 Years	% Projected 2000 Total Dwelling Units (Average % Change X 1990 Housing Units)
Antrim	761	941	23.7%	1,162	23.5%	23.6%	1,436
Allenstown	852	1,592	86.9%	1,868	17.3%	52.1%	2,841
Boscawen	912	1,114	22.2%	1,221	9.6%	15.9%	1,415
Bow	757	1,284	69.6%	1,860	44.9%	57.2%	2,925
Bradford	523	696	33.1%	757	8.8%	20.9%	915
Canterbury	326	583	78.8%	724	24.2%	51.5%	1,097
Chichester	361	526	45.7%	724	37.6%	41.7%	1,026
Concord	9,547	12,126	27.0%	15,697	29.5%	28.2%	20,128
Dunbarton	354	431	21.8%	685	58.9%	40.3%	961
Deering	375	461	22.9%	757	64.2%	43.6%	1,087
Epsom	519	1,074	106.9%	1,396	30.0%	68.5%	2,352
Henniker	808	1,181	46.2%	1,558	31.9%	39.0%	2,166
Hopkinton	1,104	1,480	34.1%	1,924	30.0%	32.0%	2,540
Hillsborough	1,337	1,828	36.7%	2,157	18.0%	27.4%	2,747
Loudon	568	880	54.9%	1,476	67.7%	61.3%	2,381
Pembroke	1,390	1,788	28.6%	2,536	41.8%	35.2%	3,430
Pittsfield	892	1,197	34.2%	1,527	27.6%	30.9%	1,999
Salisbury	301	355	17.9%	422	18.9%	18.4%	500
Sutton	473	660	39.5%	776	17.6%	28.6%	998
Warner	720	899	24.9%	1,039	15.6%	20.2%	1,249
Webster	351	444	26.5%	577	30.0%	28.2%	740
Wilmot	263	401	52.5%	485	21.0%	36.7%	663
Observed Towns	23,494	31,941	36.0%	41,328	29.4%	32.7%	54,830

Source: 1990 US Census, projection by CNHRPC, 1999

Housing Projections 1990 to 2010

Housing projections can be useful in the process of projecting the size of future populations, as well as the capacity to serve future dwellings by municipal services. The Office of State Planning estimates that the population of Hillsborough in 2020 will be 6,670. To maintain an average of 2.09 persons per dwelling units, construction of 898 units must occur over the next 21 years (1999 to 2020). This translates to an average construction rate of 43 units per year. Based on average past trends of 1970 to 1990, it is likely that the size of Hillsborough's housing stock will increase by approximately 2.1% per year, thus meeting than anticipated need.

Figure 4-17: Housing Projections to 2010

Revised 5/14/99	1990 Total Housing Units	Average % Change Over 10 Years	Predicted 2000 Total Dwelling Units (Average % Change X 1990 Housing Units)	Predicted 2010	Predicted 2020
Antrim	1,162	23.6%	1,436	1,774	2,193
Allenstown	1,868	52.1%	2,841	4,322	6,573
Boscawen	1,221	15.9%	1,415	1,640	1,900
Bow	1,860	57.2%	2,925	4,599	7,231
Bradford	757	20.9%	915	1,107	1,338
Canterbury	724	51.5%	1,097	1,662	2,518
Chichester	724	41.7%	1,026	1,453	2,059
Concord	15,697	28.2%	20,128	25,810	33,097
Dunbarton	685	40.3%	961	1,349	1,893
Deering	757	43.6%	1,087	1,560	2,240
Epsom	1,396	68.5%	2,352	3,962	6,674
Henniker	1,558	39.0%	2,166	3,012	4,188
Hopkinton	1,924	32.0%	2,540	3,354	4,428
Hillsborough	2,157	27.4%	2,747	3,499	4,456
Loudon	1,476	61.3%	2,381	3,842	6,198
Pembroke	2,536	35.2%	3,430	4,638	6,271
Pittsfield	1,527	30.9%	1,999	2,616	3,423
Salisbury	422	18.4%	500	592	701
Sutton	776	28.6%	998	1,283	1,649
Warner	1,039	20.2%	1,249	1,502	1,805
Webster	577	28.2%	740	949	1,217
Wilmot	485	36.7%	663	906	1,239
Observed Towns	41,328	32.67%	54,830	72,743	96,508

Source: CNHRPC based on average 10-year percent change 1970 – 1990.

Number of Dwelling Units by Housing Type

The vast majority of Hillsborough's housing stock consists of single family, detached dwelling units. Most of these units are located away from the Village Center, and are supported by private water and sewer. The second most frequent variety of housing available in the community is 2 to 4 family units. Hillsborough's high majority of single family units are typical of small, rural communities in New Hampshire. As is typical with communities dominated by single family housing, the issue of "sprawl" often arises as the community grows. Hillsborough should address this issue in the future, and encourage land use policies that limit residential sprawl.

Regional Housing Composition

The housing stock of Hillsborough, like many rural communities in New Hampshire, is primarily comprised of single family, detached dwellings. The second largest portion of the housing stock for the community consists of 2 to 4 unit multifamily structures. Small portions of the total housing stock consisted of mobile homes, and large multifamily building consisting of 5 or more dwelling units. Single family dwellings are the preferred housing type for the community and should be encouraged, provided that open space preservation and housing affordability is maintained. (Figure 4-18).

Figure 4-18: Analysis of 1990 Housing Types for Communities in the Central New Hampshire Region

	Total # of Housing Units	# of 1 Unit Detached	1 Unit Attached	2 to 4 Units	5 to 9 Units	10 Units or More	Mobile Homes
Allenstown	1,868	701	42	291	158	51	625
Boscawen	1,221	742	18	184	50	14	213
Bow	1,860	1,825	12	17	1	0	5
Bradford	757	634	7	49	11	3	53
Canterbury	724	663	12	22	0	0	26
Chichester	724	607	12	49	0	0	56
Concord	15,697	6,014	685	3,315	1,058	3,381	1,244
Dunbarton	685	619	8	34	1	0	307
Deering	757	555	15	23	0	1	163
Epsom	1,396	927	17	82	14	49	307
Henniker	1,558	998	52	173	137	79	119
Hillsborough	2,157	1,551	70	291	71	58	116
Hopkinton							
Loudon	1,476	1,106	17	50	19	13	271
Pembroke	2,536	1,472	117	544	192	95	116
Pittsfield	1,527	776	18	288	122	163	160
Salisbury	422	385	2	8	0	0	27
Sutton		776	722	7	20	0	1
Warner		1,039	758	11	72	31	19
Webster	577	529	5	5	0	1	37
Wilmot	458	417	4	8	10	0	19
Antrim*	1,162	846	36	111	58	32	79

Source: 1990 US Census; () indicates communities not affiliated with CNHRPC*

Median Rents and Housing Prices

Housing costs are an integral part in the development of a community, as such costs can influence the types of business draw to an area. In 1990, Hillsborough's median rent was \$423 per month. This amount exceeded typical rental costs in Antrim, was par with Henniker and Bradford, and was significantly lower than the median rent in Deering.

The median price for a house in Hillsborough in 1990 was \$97,100. This figure was significantly lower than housing costs in the neighboring communities of Antrim, Deering,

Henniker, and Bradford. This figure was also lower than almost all other communities in the Central New Hampshire Region, with the exception of Pittsfield (Figure 19).

Based on the improved economy that has developed since 1994, it is suspected that the median rent in Hillsborough has increased to approximately \$550 to \$650 per month. It is also suspected that the price of homes has increased.

Figure 4-19 Median Rents and Housing Prices, 1990

	# of Renter Occupied Dwelling Units	1990 Median Rent	# of Owner Occupied Units	1990 Median Single Family Dwelling Unit Value
Allenstown	457	\$415	1,305	\$107,400
Boscawen	287	\$415	886	\$103,600
Bow	74	\$588	1,739	\$164,900
Bradford	105	\$425	409	\$109,000
Canterbury	71	\$413	535	\$128,900
Chichester	73	\$469	606	\$118,500
Concord	6,779	\$485	7,443	\$112,400
Dunbarton	37	\$400	568	\$134,100
Deering	56	\$467	526	\$115,200
Epsom	227	\$512	1,024	\$115,100
Henniker	456	\$429	949	\$124,000
Hillsborough	445	\$423	1,197	\$97,100
Hopkinton				
Loudon	139	\$435	1,237	\$112,000
Pembroke	786	\$435	1,658	\$120,000
Pittsfield	494	\$398	843	\$97,200
Salisbury	28	\$375	350	\$109,000
Sutton	74	\$430	485	\$123,400
Warner	170	\$450	675	\$116,800
Webster	51	\$519	440	\$120,000
Wilmot	40	\$432	319	\$128,200
Antrim	220	\$405	644	\$108,800

Source: 1990 US Census

Dwelling Units per Square Mile

Hillsborough has a housing density of 48 homes per square mile. This is the seventh most dense development pattern of all communities in the Central New Hampshire Region. This density exceeds the neighboring communities of Bradford, Antrim, and Deering. Based on Office of State Planning Population Projections, the development density of Hillsborough is expected to increase over the next several years. This could have a large effect on the rural character of the community, and limit open space. Thus, Hillsborough should encourage cluster and planned unit developments to preserve valuable open space (Figure 4-20).

Figure 4-20: Dwellings Per Square Mile

	Land Area (Sq. Miles)	# of Dwelling Units 1990	Dwelling Units / Sq. Mile	Rank
Salisbury	40	422	11	1
Canterbury	44.6	724	16	2
Wilmot	29.5	485	16	2
Sutton	42.3	776	18	3
Warner	55.7	1,039	19	4
Webster	28.6	577	20	5
Bradford	36	757	21	6
Dunbarton	30.9	685	22	7
Deering	30.8	757	25	8
Loudon	46.8	1,476	32	9
Antrim	35.7	1,162	33	10
Chichester	21.1	724	34	11
Henniker	44.1	1,558	35	12
Epsom	34.2	1,396	41	13
Hopkinton	43.3	1,924	44	14
Hillsborough	44.6	2,157	48	15
Boscawen	24.7	1,221	49	16
Pittsfield	23.6	1,527	65	18
Bow	28.5	1,860	65	19
Allenstown	20.6	1,868	91	20
Pembroke	22.8	2,536	111	21
Concord	64.3	15,697	244	22
Average	633	41,328	65	N/A

Source: 1990 US Census

Affordable Housing

Municipalities are mandated by State law to provide adequate, affordable housing opportunities. How to provide these opportunities is left to the local community leaders. Typical regulations that can greatly effect the affordability of housing within a community include Site Plan Regulations, Subdivision Regulations, Building Codes, and Zoning. Depending on natural conditions, and the infrastructure of the community, these regulatory tools can be used to influence a variety of types of housing located in a community. This section highlights a variety of techniques that may be employed to develop a safe, sanitary, and affordable housing stock, which supports the community character.

Cluster Development

This type of development, as is implied by the title, allows for the grouping of detached housing units as opposed to traditional subdivisions by reducing lot sizes and setbacks. While the individual lot associated with each home is far smaller than a traditional subdivision, the density of the original track is the same or sometimes less. Though there is typically a reduction in the cost of road construction and utilities that may translate into lower home prices, the real benefit of this type of development is preservation of open space.

To be a viable option for affordable housing, multifamily units must be permitted in cluster developments. To date, Hillsborough has not adopted a cluster development ordinance.

Multifamily Housing

Perhaps the most traditional method of providing affordable housing is multifamily housing. This leads to housing with a greater density than most other developments. Typically multifamily housing consists of apartments, town homes, and condominiums and is developed in locations with access to public water and sewer systems. Historically, multifamily housing is the foundation of the rental-housing base of the community. As of 1990, Hillsborough contained a total of 490 units of multifamily housing.

Hillsborough currently permits the development of two-family homes or duplexes in the rural zone. Development of multifamily houses with up to 4 units is permitted only by special exception. Multifamily structures with up to 4 units are permitted in the Residential District. Multifamily uses are permitted in the Commercial District when they are considered an "accessory use"; such as in a Village mixed use situation. Residential houses and apartments are allowed in the Central Business District. The total land area where multifamily developments are permitted without special exception or accessory use status is 1,908 acres, or 6.9% of the total community.

Accessory Dwelling Units

Accessory Dwelling Units, sometimes known as accessory or "in-law" apartments, provide a low cost-housing alternative for community residents. These units are constructed within or attached to a single family home and are generally inhabited by older relatives or young, unmarried family members in higher priced subdivisions. Although some communities treat these units as duplexes, this type of housing is becoming increasingly popular in the State. Currently, Hillsborough permits duplexes in the Rural and Residential Zone; however, the Town Code does not make any distinction between accessory apartments and duplexes.

Accessory apartments can be constructed in such a way as to minimize the impact on the character of a neighborhood by restricting the size of the unit, number and locations of exits, and the number of mailboxes which can be located at the property.

Manufactured Housing

Often viewed as the most undesirable form of housing in a community, manufactured housing, or mobile homes, have received a great deal of attention in recent years. Recently, the State enacted legislation requiring communities be more permissive in the way they regulate manufactured housing. RSA 674:32 requires that manufactured homes be permitted to be located on individual lots in most, but not all zoning districts. Currently, Hillsborough permits the location of manufactured homes in the Rural and Residential Zones both in mobile home parks and on individual lots. Further, Hillsborough also has specific performance requirements for mobile home parks, including open space, densities, and buffers.

Inclusionary Housing Programs

Inclusionary housing programs are another method used to encourage the development of quality affordable housing for low-income individuals by private developers. Generally, a

developer can request a greater than normal development density in exchange for setting aside a certain percentage of a development for low to moderate income house holds. Set aside requirements for inclusionary developments range from 5 to 40% of the entire acreage being developed. Aside from the important fact that the private sector is providing affordable housing, segregation by income levels is reduced, as lower income homes are integrated into the overall residential development of the community.

To make such a program a success, developers must still be afforded reasonable profits. In most communities, inclusionary housing programs are not mandatory. However, developers wishing to use the program must secure a special exception before proceeding to the planning board. Some zoning ordinances that permit inclusionary zoning require a cluster provision for such developments, while others require below market rate units to be distributed equally throughout developments.

Linkage Programs

Linkage programs are similar to inclusionary programs, however they are typically used to offset social impacts as a result of a very large commercial or industrial complex which may locate in a community and relocate large numbers of employees which require new or affordable housing. Typically, large influxes of employees create significant housing demand, thus causing increases in housing prices or rents. Since these linkage programs imply a relationship between large commercial/industrial developments and the need for additional housing, it is important that all housing requirements to be borne by businesses are based on a rational relationship.

These programs typically require developers to either construct housing, or provide funds to rehabilitate low income housing in a community, based on a floor area ratio of the commercial use which puts the burden on the existing housing stock. Less formal programs allow density bonuses in exchange for contributions (both monetary and physical) towards improving affordable housing in a community.

Affordable Housing and Rehabilitation

Rehabilitation of housing stock is important for the long term welfare and health of the community. Most of Hillsborough's multifamily units were constructed at the beginning of the twentieth century (1900 to 1940). Because of this, the general condition of these structures may be deteriorated. Further, construction materials such as lead paint, asbestos, and others may cause health issues to those living in these structures. This is typical of affordable housing in many communities in the Central New Hampshire Region and the State.

Because of this fact, programs have been developed to assist nonprofit organizations, municipalities, and for profit developers and landlords rehabilitate deteriorating affordable housing units. One popular source of funding to meet this end is the Community Development Block Grant Program. Administered by the Office of State Planning, New Hampshire receives several million dollars which communities may compete for annually for funding of eligible projects, including rehabilitation of affordable housing units, or expansion of infrastructure to serve affordable housing units. Other sources of public funds for affordable housing include the Community Development Finance Authority. Private sector

sources and organizations, such as Habitat for Humanity, exist to improve low income housing sources.

Summary and Recommendations

Residents and community leaders of Hillsborough understand the need to provide quality, affordable housing to residents of all income levels. Community leaders want to remove blight, and develop housing to meet the needs of the community, while preserving the rural, low-density development of the community. The projected growth estimates must be viewed with concern. Though Hillsborough has experienced lower than average population growth as compared to most neighboring communities, as well as the general CNHRPC Region, the Office of State Planning has projected that the population of Hillsborough will increase by almost 50% by the year 2020. This is the second greatest population increase projected for all communities in the Central New Hampshire Region. Thus, community leadership should consider some long term growth management policies to reduce the strain of such a great population increase on community facilities and services.

Hillsborough currently provides opportunities for small-scale multifamily development.

Recommendation 1. Revitalize Existing Housing Stock

Hillsborough should promote renovation of existing deteriorated multifamily structures by using both public and private resources such as Community Development Block Grant Program, Community Development Finance Authority, Habitat for Humanity, and others.

Recommendation 2. Creation of a Cluster Development Ordinance

Hillsborough should consider adopting a Cluster Ordinance to promote development of detached, single family structures, while preserving open space and providing additional sources of recreation that would not normally be afforded to the community by traditional subdivisions.

Recommendation 3. Monitor Changes in Age Cohorts

Hillsborough should track changes in age groups to in order to tailor community services to shifting population groups.

Recommendation 4. Zoning Changes to Accommodate Affordable Housing

Hillsborough should explore zoning changes to promote affordable housing through various means such as Accessory Dwelling Units, Inclusionary Housing Programs and others.

Chapter 5

EXISTING AND FUTURE LAND USE

Introduction

A changing population, increasing development, a need to diversify housing and variations in the regional and local economy have had a direct impact on Hillsborough's landscape. An analysis of existing land use trends in the community allows for a variety of social and economic factors to be studied through the examination of how these factors influence the landscape. Perhaps of even greater importance, analysis conducted in this chapter will help the community to gain greater understanding of how the various social and economic aspects of the community use land as a resource. Through informed land use planning, Hillsborough's productive and attractive landscape may be conserved and wisely used. Needed are planning for the efficient movement of traffic and protection of critical natural features, while understanding and adjusting for changing populations and economic trends. The primary vehicle for implementing desired and necessary changes to land use patterns within Hillsborough shall be the 'Future Land Use' portion of this chapter which will recommend the required zoning and other regulatory changes needed to adapt Hillsborough to changing times and implement the community's land use goals and visions. The first part of this chapter is the background and inventory for those changes.

Key facts identified in this chapter:

- ◆ Hillsborough is comprised of a number of smaller individual communities or villages. These communities are important to the character of Hillsborough, and should be preserved.
- ◆ Hillsborough residents want to keep their "rural character." This rural character is exemplified by large open spaces, small gravel roadways, low density residential development outside of the villages, and agricultural, forestry and recreational land uses.
- ◆ Hillsborough residents desire to maintain and increase the commercial and industrial base of the community, provided that they are developed to reflect Hillsborough's rural and historic atmosphere.
- ◆ The Hillsborough Bypass is a dominant feature of future land use considerations.
- ◆ The commercial/industrial zone should be extended to the west and north of route 9, whereas that part of the commercial zone cut off by the Bypass should be returned to rural zone.
- ◆ Several minor corrections and additions to the commercial zone are recommended. These include more specific definitions, corrections to present use, as well as buffer and landscape requirements.
- ◆ Residents desire a commercial land base but are concerned with some of the challenges that commercial development poses; such as air and water contamination by emissions and waste, the emergency response capabilities of fire and rescue to hazardous materials, trucking and traffic issues, and noise and light pollution in mixed neighborhoods of businesses and residences.
- ◆ That part of the town north of the Bypass should remain predominantly residential and rural. Among methods to achieve this end are proposals to increase the minimum lot size in the rural areas. Based on information discussed in the Population and Housing Chapter of this document, this should not diminish affordable housing opportunities, as

the median home price for single family dwellings in Hillsborough is significantly lower than that of most other towns in the Central New Hampshire Region.

PART 1, BACKGROUND

General Landscape:

Hillsborough is characterized by prominent hills and mountains that are surrounded by clean streams and lakes, vibrant wetlands, picturesque fields and extensive wooded areas. It is these features which make Hillsborough unique, and give the community a great feeling of pride and sense of place. Hillsborough's steep hillsides, water bodies, many streams and wetlands, and limited road system have discouraged the development of large subdivisions and commercial ventures in much of the northern part of town. The land is mostly forested with a mixture of pine, hemlock and hardwoods. The climate and soil are favorable for tree growth and there is an active forestry and logging industry in the area that utilizes this productive forest resource. Commercial agriculture which was the economic base of settling Hillsborough in the 18th and 19th century has moved away seeking more suitable land for farming. However there is still some former farmland kept open in scattered locations.

Because of the numerous natural constraints and transportation issues, future developments in rural areas should be permitted only where topographic, soil, wetland and other conditions allow this without detrimental effect to the town (available roads for vehicle access, fire protection, steep slopes, soil type, drainage for septic systems, wetlands, and town services).

It is the goal of Hillsborough residents to maintain their rural character, large open areas, and important natural and historic resources while promoting commercial land use and affordable housing opportunities.

Development Patterns, Past and Present

Hillsborough is a community consisting of a total of 44.6 square miles. About 28,160 acres of the town is land, while approximately 823 acres is water. Hillsboro experienced significant rates of growth in the period of 1960 to 1990, and is expected to continue to grow in the future. The historical growth pattern of the community is similar to that of a traditional New England town. Development was centered around the village areas of the community with more dispersed growth in the rural outskirts of the town. The village areas historically developed around mill locations at waterpower sources (Hillsboro Bridge and Lower Village) or at crossroad hubs for transportation (Upper Village, Hillsboro Center). Downtown Hillsborough (or Bridge Village) grew as the center for local business and commerce with the advent of the railroad, with a concentration of banks, professional offices, eating establishments and retail shops. Development along the Contoocook River, especially the textile mills and transportation, further helped concentrate business and residences in the Hillsborough Village area.

Hillsborough contains five individual and unique communities. These smaller communities are: Emerald Lake District, Hillsborough Center, Lower Village, Upper Village, and Downtown Hillsborough (Hillsborough Bridge Village), the larger downtown area. A key factor in the explanation of the development of these small communities is the significant size of the town overall. Because Hillsborough is large in land area, separate community

centers for trade, commerce and social interaction were required in the past, as traveling across town was substantially more difficult before modern transportation.

Emerald Lake District Created in the 1960's, the Emerald Lake Development was originally intended to provide summer cottages around Gould Pond for vacationing families. The development includes about ten percent of Hillsborough's population. Many undersized, nonconforming parcels characterize this area of town. Over the past three decades the area has steadily evolved into a year round community. This has presented numerous issues pertaining to water quality and transportation. The Emerald Lake area is discussed in greater detail in chapter seven.

Hillsborough Center is located 3 miles north of Hillsborough Village at the junction of the Center Road, East Washington Road, and North Road. This village was the original settlement and the community is characterized by several historic structures. Much of this portion of town comprises the Hillsborough Historic District.

Hillsborough Upper Village is located in the western part of town on Route 31, 1.5 miles north of the Route 9 junction. This village contains a cluster of homes and a small commercial district including a rural general store. Radiating out from this area are the roads to Windsor, East Washington, and Route 31 which continues north to Washington.

Hillsborough Lower Village is located 2.5 miles west of the business center along Route 9 and the junction of Route 31, near Franklin Pierce Lake. The original settlement grew around local mills on the North Branch of the Contoocook. This stream was dammed early in the 1900's to create Jackman Reservoir for hydroelectric power, now known as Franklin Pierce Lake. There is a cluster of homes, some with historical value, in the village with a group of houses around the lake, and scattered development outside the village.

Downtown Hillsborough This portion of town is located along Routes 9 and 202 and the major intersection of Route 149 and School St. It was originally called 'Bridge Village' because of proximity to the Contoocook River and has developed into the major center of commerce and public services. A dense mixture of commercial uses, mixed uses and multifamily structures characterizes this area. Most of the structures located in this area of the town were constructed at the turn of the century. The Town offices, Library, Post Office, Police and Fire Stations and Schools are located in this section of Hillsborough.

Development Activity in the Decade from 1988 to 1998

The past decade saw only a few major subdivisions: Colonial Heights, Garden Gate Condominiums, Crest Village and Windsor Place. Of these the Windsor Place Subdivision has been revoked in 1998.

Commercial development took place for the most part along Route 9/202. New businesses are McDonalds, House of Pizza, Granite Bank (formerly the Peterborough Savings Bank), Hillsboro Ford, Cricenti's Supermarket, and Sampan restaurant, all near the future junction of Route 202 and the bypass. Several businesses and the American Legion were built along Route 9 west of this junction until the Corner Store.

Land Uses in Hillsborough

Open Space and Current Use

Current Use is a State initiated program that allows landowners of ten or more undeveloped acres, or wetland areas of any size, to enroll their property in this program. This provides landowners with the ability to be assessed at a reduced amount in exchange for keeping their property as open space. Should the landowner decide to develop his land, or remove land from current use status, the owner is assessed a penalty.

Because of the larger parcels of land in the rural areas of the community, Current Use has been an important factor in determining land use patterns in Hillsborough. As of March 1999 the Town has 16,711 acres in current use assessment. This represents approximately 60% of the entire land area of the Town. The majority of the properties under Current Use status are located to the westerly and northern areas beyond the villages. Much of the land enrolled under Current Use in these locations has steeper slopes, less developable soils, and are removed from improved roadways. Development of most properties enrolled in current use would require significant cost for improvement of roadways, drainage, and other infrastructure for any future subdivisions.

Commercial Land Use

Commercial development in Hillsborough in recent years is primarily in strip development along Rte. 9 from the Henniker town line west to the junction of Rte. 31 at Lower Village. Recent commercial developments, for instance include Rite Aid, a McDonalds, expansions to the Osram Sylvania Plant, a rebuilt Eaton's Furniture, Cricenti's Market, Cumberland Farms Convenience store, and Agway Farm & Garden Store.

Commercial growth in Hillsborough has traditionally been centered at the intersections of Routes 9 & 202 with Route 149 and School /Bridge St. This natural crossroads has attracted several commercial ventures, including restaurants, retail stores, banks, professional offices, and churches. Also located in this center are the Town services such as Town Hall, Library, Police and Fire Departments. The concentration of these community services has made Hillsborough Village a hub for surrounding towns.

Other commercial uses along Route 9 and Route 202 south and Route 31 north include 2 new car dealerships, several gasoline service stations, antique shops, numerous auto repair shops, and several commercial gravel excavations.

Commercial development has continued in Hillsborough at a moderate and steady rate. Much of the land currently zoned for commercial use along routes 9 and 202 is developed. Further use of some of the commercial zoned land for the Bypass right-of-way will reduce further development potential.

In order to provide opportunities for commercial and industrial development the commercial zoning district should be expanded. The following are recommended zoning changes:

- ◆ Rezone the land on the north and south side of Water Street (between Route 149 and Preston/Depot Streets) from Residential to Commercial.
- ◆ Rezone the land currently owned by Hillsborough Ford (map 11, lot 323) from Rural to Commercial.
- ◆ Rezone the land of the current Sampan Restaurant (Map 11, lot 308) from Rural to Commercial.
- ◆ Rezone Harvey Way and the surrounding land from Residential to Commercial. This area has the following boundaries: Route 9 Bypass to the north, town land to the east, the current commercial zone boundary to the south, and Bible Hill Road to the west.
- ◆ Rezone the land on the north side of Route 9 from Residential to Commercial, with boundaries defined from the intersection of Beard Road west to the existing Commercial zone, then north along said boundary to the south of the Bypass (right of way), then east to the point of the beginning.
- ◆ Rezone the existing commercial land on the north side of the Bypass (right of way) between Beard Road and Route 31 to Rural.
- ◆ Rezone from Residential to Commercial the land on the north side of Route 9, west from the intersection with Route 31. This land includes map 10, Lots 35, 36, 37, 41, 42, 43, 44, 45, 46 and 47. Map 10, lots 39 and 40 should remain in the Commercial zone. Map 10, lots 38 and 40 should remain Residential as a “buffer” zone for the Pierce Homestead.

These changes have been recommended by the Land Use Committee, which was the group responsible for drafting this chapter. Any proposed zoning change would need to be approved by the voters at the annual Town Meeting. The recommendations reflect existing uses or the perceived community desire for changes in use.

Commercial Development Concerns

Hillsborough residents value a strong commercial and industrial economic base. However, residents are also concerned about the environmental impacts that may be created by businesses. Residents would like commercial facilities to blend with the rural character of Town combined with good landscaping.

During the Planning Board approval process, state and federal permits should be listed on the application. If there are any references to hazardous materials or processed, the application should be reviewed by the Fire Chief and any other designated person. This review should be aimed toward an assessment of the Town’s capabilities to handle any emergencies that may result from commercial use or storage of hazardous materials. The Planning Board in its review of the application should consider the Fire Chief’s recommendation as to storage and handling of such materials.

Residential Land Use

Hillsborough, like many other rural communities, is characterized by residential development. Hillsborough contains three types of residential development. The first is dense, urban, residential development, located near the junction of Route 9/202 and School Street. This area is characterized by dwelling units ranging from duplexes to excess of 10 units per structure. Many of these dwellings are generally located as an accessory use to

commercial uses, such as professional offices or restaurants. Municipal water and sewer serve the majority of the units in this area of Hillsborough.

A second, more predominant type of residential development in the community might be characterized as Village residential of single family homes. The majority of this development is located around the downtown area, in the four outlying villages and around the lakes, and in a few developments such as Bible Hill. Private water and sewer systems serve most of these dwellings except in the downtown Hillsborough Village area.

The third and largest part of the town is in the Rural Zone where the housing is single family development on larger lots of two plus acres, generally low density except in the villages. The homes are mostly located along the roads, many of them gravel roads connecting the two main north/south roads, Route 31 and the Center/East Washington Road. All these home are served with private water and sewer and generally have open space lands nearby.

Land Use and the Hillsborough Bypass

Overview

After several years of planning, construction has commenced on the Hillsborough Bypass. The purpose of the Bypass is to route traffic around the center of Hillsborough, thus reducing congestion in Hillsborough Village and travel time to Keene and Concord and other points west and east of Hillsborough. For more information, see the Transportation Chapter of this document.

The location of Bypass will effectively divide Hillsborough. The section of the community south of the Bypass is predominately a mix of commercial and dense residential development. The area north of the Bypass is generally rural, with low-density development, with some exceptions, such as the Emerald Lake District and Upper and Lower Villages.

Though the Bypass will improve traffic and congestion issues in Hillsborough Village, a reduction in traffic may hurt businesses dependent on through traffic. However the reduction in traffic is an opportunity to improve parking in the Downtown Village area and to increase businesses serving area residents.

Land Use Considerations

The Hillsborough Bypass will have a significant impact on future land use considerations in Hillsborough. It is important to note that the Bypass will be a limited access highway. Therefore, development directly associated with the Bypass will be located near points of access. The east end of town near the Henniker line, a connector with route 202 south off Bible Hill Road, and the west side of town near the Lower Village.

Land North of the Bypass

The Community feels that land north of the Bypass should remain rural. The Town transportation network in this portion of Hillsborough is generally comprised of limited gravel roads. The town should continue to promote low density, residential development with cluster housing, and recreational opportunities.

Land South of the Bypass

Land south of the Bypass will most likely continue to be a mixture of commercial, industrial, and urban residential land uses. The Town should continue to encourage development of these land uses, while making proper transportation considerations, such as shared access driveways and installation of proper turning lanes and signaling when warranted.

Off Ramps and Commercial Modes of Development

The other dominant aspect of the Bypass will be a demand for business sites at the points of access and exit points for the highway. Some development in anticipation of the Bypass has already occurred at the intersection of Routes 9 and 202, with the construction of Rite Aid (a chain pharmaceutical store) and a McDonalds fast food restaurant. More development is likely at locations where exit and on ramps will be developed by the Bypass.

Development around these intersections will create an impact on local traffic and aesthetics. Though development of motorist services should be situated at these locations, some land should be reserved for higher quality commercial and industrial development that will provide improved employment opportunities and a larger tax base for the community. One method of ensuring that land near access points to the Bypass is not swallowed by strip development is to encourage shared access points, and require buffers of up to 1,000 feet between dissimilar land uses.

Zoning Analysis

General Statement

Zoning was first implemented in Hillsborough in 1976, during a period of significant development. Land use regulation in Hillsborough, as is typical with most rural communities, is comprised of only a few zoning districts. Currently, the Town contains 4 primary zoning districts and three overlay districts. Analysis of the strengths and weaknesses of these district regulations will assist in the development of future land use recommendations (see Zoning Map).

Rural Zone The largest land use district in Hillsborough, the rural zone comprises approximately 24,724 acres, or 88% of the total land area in Hillsborough. Permitted uses in the district include single and two family structures, agricultural uses, accessory uses, home occupations, and rooming houses. Uses by special exception include: multifamily dwelling (3 units or more), nursing/retirement homes, mobile home parks, recreational facilities, professional offices employing more than one professional, community centers and other institutional uses, churches and meeting halls.

Minimum lot size in the rural zone ranges from one acre for single and two family structures on "Lake Lots" to 2 acres for selected uses on all other lots in the Zone. Lot frontage requirements are generally 200 feet, except for parcels fronting water bodies.

Residential Zone The second largest zoning district in the Town, the residential district contains 1,900 acres. The district is located between Hillsborough Center and Hillsborough Village. Permitted uses are similar to the Rural Zone; however, multifamily dwellings (up to 4 units), professional offices, and various institutional uses become permitted uses. Uses by

special exception include multifamily dwellings containing more than four units, nursing homes, restaurants, rooming houses for 10 persons or more, and mobile home parks. The following scenarios should be considered:

- ◆ If the lot size in the Rural Zone is increased, the area of the community located in the Residential Zone should be expanded to compensate for the reduction in affordability that will result from shifting the minimum lot size in the rural zone from 2 to 5 acres.
- ◆ Lot sizes for the multifamily units not on water or sewer should be determined by soil carrying capacity.

Commercial Zone Containing 508 acres, this zone is located along Route 202 and Route 9. Permitted uses include professional offices, institutional uses, all commercial uses, and light industrial uses which employ no more than 30 people. Uses by special exception include single and multifamily dwelling units that are accessory to a commercial use, private clubs, and industries employing more than 30 workers.

The location of the Commercial Zones in Hillsborough have been organized along Route 202 and Route 9, the main traffic thoroughfares. This has encouraged strip development in a line east/west through town.

Definitions

The current definitions in the Zoning Ordinance are no longer adequate for the needs of the community. With changing trends in the economy, new definitions are needed for light industrial, heavy industrial, home occupations, and commercial uses.

Noteworthy Omissions to the Current Zoning Ordinance

Hillsborough, like many rural communities, has very basic zoning. However technology and societal trends change, communities must adapt and implement more innovative land use strategies in order to protect the sense of place and aesthetic beauty in the community. Notable omissions in the zoning ordinance that should be considered in the future include a telecommunication ordinance, adult oriented business ordinance, strip development regulation at Bypass intersections, aquifer protection overlay district, an outdoor lighting ordinance and a steep slope ordinance. Community leaders should also revise definitions in the zoning ordinance to make it more current with business and industrial trends.

PART 2: FUTURE LAND USE

Recommendations

Well planned, and intelligent land use strategies will be crucial in order to protect Hillsborough's unique community character and heritage. They will be needed to promote Hillsborough's economic base, as well as foster diverse housing opportunities, and protect the community's natural resources by providing open space and generous yields of natural resources from Hillsborough's landscape. Hillsborough must develop such a comprehensive strategy in order to find an acceptable balance between new growth and cultural and natural preservation. Without such a long-term strategy, the Town may lose crucial natural resources as well as its unique rural character and sense of place.

Recommendation 1: Revision to the Site Plan and Subdivision Regulations

The community needs to understand the importance for specific land use regulations. As the community grows, and larger projects are developed, it is important to have such regulations implemented to protect the Town and future property owners in new developments. Specific regulations also assist developers during the planning and budgeting phases of projects, as they can better plan for all costs that may be part of a development project. Thus it is strongly recommended that Hillsborough revise the Site Plan and Subdivision Regulations in accordance with the following.

One method is through exactions and impact fees. Exactions are contributions of land, money, or construction of infrastructure improvements as they are warranted by the size and scale of the new Subdivision or Site Plan. Developers who bring about new subdivisions of site plans pay before final approval is granted.

Impact fees are more complex and only merited when a community grows at a much faster pace than surrounding communities, and therefore may have to demand specific fees to pay for extra roads, schools, and other explicit elements of the infrastructure which will be the result of the development (see *Recommendation 2*).

The recommendation is:

- ◆ Road exactions for development on substandard roadways
- ◆ Phasing of development for larger projects (for instance greater than 10 dwelling units)
- ◆ Specific bonding and surety requirements for all new infrastructure (roads, drainage structures, sidewalks, etc.)
- ◆ Landscape and buffer standards
- ◆ Automatic review by the Fire Chief of all applications dealing with hazardous materials.
- ◆ Automatic review by the Conservation Commission of all applications dealing with environmentally sensitive properties.

Recommendation 2: Impact fees and growth management

Hillsborough should periodically review the development trends of abutting communities, as well as the County and the Central New Hampshire Region, to determine if its rate of growth is disproportionate to surrounding areas. If warranted, the community should enact various growth management practices, including impact fees if warranted.

Recommendation 3: Adult Entertainment Standards.

With the increased infiltration of the adult entertainment industry into New Hampshire from neighboring states, many communities in the State have created requirements of those industries in order to protect the community. Though it may be a remote threat, Hillsborough should pro-actively prepare for the possible development of these businesses. It should be noted that several communities in the Central New Hampshire Region have implemented such measures. Such measures usually provide the following:

- ◆ Buffering requirements from schools, town buildings, day care centers, elderly developments, residential areas, and similar land uses.
- ◆ Performance Standards for structures, such as arrangement of windows and signage, and area densities for buildings which may be devoted to such businesses.

- ◆ In the case of dancing establishments, the hours of operation and seating capacity should be defined.
- ◆ Such uses should be permitted by special exception only.

Implementation of such provisions would protect Hillsborough's character and protect the Town during the planning process of such establishments.

Recommendation 4: Telecommunication Facility Ordinance

Telecommunication technology has become a dominant feature of society. Cell towers are becoming more common, and in the opinion of some, reduce the aesthetic character of the community. Hillsborough is currently unprotected against these facilities due to a lack of a specific telecommunications ordinance in the Zoning Ordinance. Hillsborough should create a comprehensive telecommunications ordinance that specifies the location, height, and other aspects of tower development in order to protect the aesthetics, property value, and character of Hillsborough. Thus, in order to protect the aesthetics of the community in the future, Hillsborough should designate a Telecommunication overlay district.

Recommendation 5: Slopes Ordinance

Many attractive hills and small mountains characterize Hillsborough. Several of these have slopes that may be threatened by development in the future. Therefore it is recommended that the community implement a "Slope Ordinance" as an amendment to the current zoning ordinance. Such an ordinance would not permit development of slopes greater than 25% with access roads and driveways at a maximum slope of 15%. This would preserve the aesthetic character of the community, while eliminating erosion and storm water runoff concerns.

Recommendation 6: Aquifer Protection Ordinance

Hillsborough should amend the current zoning ordinance to create an Aquifer Overlay District to exclude development of commercial excavation of gravel and other material over designated aquifer districts. Such intense use of land over the aquifer, and excavation into the aquifer, can reduce the quality of water yielded from the resource. This is because the sand and substrate used to filter pollutants from recharge surface water have been reduced. The Town should also explore reducing the permitted amount of impermeable surface on lots in aquifer districts, thus reducing the negative impacts on the aquifer. Furthermore, the Town should prohibit other intense uses over known aquifers such as: car washes, boat storage, gas stations, automotive repair facilities, dry marinas, and other industrial uses.

Recommendation 7: Building Regulations

Historically many rural communities in New Hampshire have not adopted a formal building code. Though this may have been sufficient in the past, increased building trends in the state now necessitate that a formal building code be adopted, in order to protect the Town, the home buyers, and developers. It is recommended that Hillsborough adopt the most current New Hampshire Plumbing and Electrical code, and the safety codes of the 1981 National Fire Protection Assoc. Life Safety Code. A certificate of compliance should be considered for new construction and for renovations of rental housing.

Recommendation 8: Cluster Development Ordinance as Part of the Zoning

Preservation of open space while providing continued opportunity for development is crucial for maintaining Hillsborough's rural character. Thus it is recommended that Hillsborough amend the current zoning ordinance by adopting a "Cluster Ordinance". This type of ordinance allows for the grouping of detached housing units by reducing lot sizes and setbacks. This is accompanied by enough open space (parks, woods, etc.) to keep the housing density (acreage) specified in the zoning. This means the individual lot associated with each home is far smaller than in a traditional subdivision, while keeping the density of the whole tract the same with the maintenance of some open space. The benefits to the Town are the more efficient use of public services, reduced development sprawl, and expanded opportunity for developing affordable housing without increasing density.

Recommendation 9: Conservation Easements

The Planning Board should make it a policy to request conservation easements be acquired on sensitive parcels where subdivisions or site plans are being proposed. Conservation easements should be used as buffers around wetlands and other sensitive or scenic areas. In addition to developers, there is an opportunity for any landowner to use conservation easements to preserve family property and/or benefit from aesthetic and financial considerations. The community should also consider creating a Town Fund with the penalties from Current Use Removals for the purchase of easements on desirable scenic or recreational properties.

Recommendation 10: Changes to the Rural Zone

Permit the construction of specific recreational land uses in the Rural Zone, such as golf courses, game preserves, cross-country ski area, or horse trails. Such uses are desirable as they preserve open space, provide recreation opportunities, do not require additional local services, and /or provide job opportunities.

Consider amending the Rural Zone north of the newly constructed Bypass. This should have a larger lot size than currently exists, perhaps up to five acres with a 300 foot road frontage. However to compensate for this, the Residential Zone should be expanded, and the minimum lot size for areas south of the bypass in the rural zone should be reduced to provide for continued housing affordability.

Chapter 6:

EMERALD LAKE VILLAGE DISTRICT

Introduction

The Town of Hillsborough is made up of several unique communities. These communities are further discussed in the Chapter 6, Land Use. This chapter will discuss the area of Hillsborough known as "Emerald Lake". Though a separate and distinct community like other areas of Town, Emerald Lake has several unique and complex issues. This chapter will discuss the various issues of Emerald Lake, identify future development possibilities of the district, and recommend policies to address planning concerns and issues in that community.

Key facts identified in this chapter:

- ◆ Emerald Lake District consists of several hundred non-conforming lots. The size of these lots combined with natural constraints, make development difficult.
- ◆ Surface water contamination of Gould Pond will continue to be a concern as the District further develops.
- ◆ Approximately two-thirds of the total number of lots in the District remains undeveloped. The total rate of development is roughly two new houses each year.
- ◆ The road system in and out of the District is limited. This will raise public safety concerns as the area develops.

History and Existing Conditions

Emerald Lake, initially developed in 1961, and was marketed the by the initial developers, Banquer and Bello, under the name Emerald Lake Shores.

Emerald Lake Village District was formed on June 26, 1979. The District, originally comprised of about 1,500 parcels, currently consists of approximately 1,200 parcels of land serviced by 13 miles of Class V gravel roads. Over time, mergers and annexations have reduced the number of properties in the development.

The District surrounds the 43-acre Gould Pond. The pond was renamed "Emerald Lake" by the original developers in 1968.

The small, undersized, nonconforming lots of the development coupled with a trend to renovate seasonal homes into year round dwellings present a growing water quality concern. Because the development is serviced by a water system, no immediate health risk from drinking water exists. However, surface water quality requires constant vigilance. Thus surface water quality is monitored by the Emerald Lake Volunteer Water Assessment in conjunction with the Department of Environmental Services. Fortunately water quality has improved continuously during the last five years.

Population

The 1998 year-round population of the Emerald Lake Development was estimated at 504. The population doubles during the summer months to approximately 1,086 individuals. Of the 362 homes and cottages within the development approximately 50% are maintained as

year-round residences. Construction of new dwellings within the District is at the low rate of about two homes per year. In 1997 there were 168 registered voters living in the District.

District Government and Infrastructure

The District is governed by elected officials, consisting of three Commissioners, one Clerk, one Treasurer, and one Moderator. Commissioners are elected for three years, while all other officials are elected for one-year terms. The District has one annual meeting where Warrant Articles are submitted for the purpose of raising funds for the management of the affairs of the District. Items managed by these funds include road maintenance and improvements, park and beach maintenance, and operation of the Water Department. Maintenance of the thirteen miles of road is contracted out on a yearly basis. The long-term plan is to upgrade the roads with gravel and hard-pack rock dust. Presently, all roadways within the development are gravel.

For 1998, the District tax rate was \$3.16 per thousand of property evaluation. This sum is added to the normal town and school tax. The 1998 water fee was \$150.00 per year.

The District Commissioners manage the Emerald Lake Water Department, which serves the entire development. Maintenance of the water system is contracted out to a State approved water maintenance company. Water supply needs are serviced by six artesian wells, which have a daily capacity of about 52,000 gallons. Currently, the water system services 364 users.

Eastman Park and Emerald Beach provide major sources of recreation for residents of the District. The former has a playground for young children, which meets all state and federal safety standards with swings, monkey bars, toddler mounts, swim rafts and a 20-foot octagonal gazebo. The facility also boasts an enclosed basketball court. These larger beaches are open to the public. In addition to these facilities, the development contains three small, private beaches, for their owners and guests. A private beach club operates a private beach and clubhouse at 106 Gould Pond Road. Its use is restricted to members of the Emerald Lake Property Owners Association (ELPOA) at a cost of \$200 per year per family.

Emerald Lake in Relation to Hillsborough

The Emerald Lake District is part of the Town of Hillsborough and therefore subject to all the laws and regulations of the Town. The town provides police and fire protection, and children attend the Hillsborough public school system. Interestingly, the District contains approximately 10% of the total property valuation for the Town, and roughly 10% of the Town's total population. For practical purposes, the only access to the District is via Old Henniker Road, Whitney and Bog Roads.

Summary

The development pattern at Emerald Lake is a prime example of land use prior to implementation of zoning. Lots in the development are very undersized (ranging up to a quarter acre in size) and have poor carrying capacity for septic systems and dwellings. In spite of efforts by the District to promote annexation of empty lots to permanent home sites, the process of correction is costly and takes time. A study should be made as to whether such increases in lot size could result in a tax advantage to the owner. Although the water in

the pond is continually monitored and the water quality has been improving, the possibility does exist that greater housing density poses a threat to the water in the pond. Continuous vigilance of the Volunteer Water Assessment is greatly encouraged.

Recommendation 1: Water Quality

Continuing monitoring of the water quality of Gould Pond is required, coupled with a review of septic system setbacks from water bodies to ensure that bacteria and nitrate levels do not escalate in the Lake.

Recommendation 2: Roadway Improvements

Future roadway needs for the District should be anticipated as development of the area continues and traffic increases.

Recommendation 3: Lot Mergers

The merger of adjacent lots should continue to be encouraged.

Chapter 7

ECONOMIC DEVELOPMENT

Introduction

Hillsborough needs a strong business and commercial base to provide jobs for the residents and to increase the Town's tax base. To attract desirable business, the community must provide an educated work force, a reasonable unemployment rate, sound community services and facilities and a desire of the community to enter into partnership with the business community.

In this chapter recent economic trends in Hillsborough will be analyzed, available labor and commercial resources discussed, and recommendations made for economic strategies for the foreseeable.

Key facts identified in this chapter:

- ◆ Hillsborough's downtown is economically depressed. Second hand retail shops inhabit the area. Businesses tend to stay for no longer than one year. Recently Foodees (one of a chain of pizza restaurants) which anchored the village district, closed and was sold by auction.
- ◆ The Hillsborough bypass will have an economic effect on the Town. The exact nature of the impact cannot be predicted. Increased commercial development is expected near the access points to the bypass.
- ◆ Osram Sylvania, an automotive light manufacturer, provides 40 % of the total jobs in the community. Should this business relocate or close, the loss of jobs would be catastrophic for the town and neighboring communities.
- ◆ Jobs in Hillsborough generate the highest average weekly wage rate of the towns surrounding Hillsborough. However, the average weekly wage growth from 1993 to 1996 has been only 1 %, far lower than of the surrounding communities.
- ◆ During the period of 1993 to 1996 Hillsborough lost 2 % of its total job base, but it still retains the highest number of jobs of abutting communities. With the departure of Frameworks the loss will be worse.

Economic Development Goals.

To guide policy recommendations for this chapter, the following goals have been set:

- ◆ Hillsborough should have an adequate economic base to support employment and consumer needs of the residents.
- ◆ Hillsborough should have a diverse job base for residents of all levels of education, age and skill.
- ◆ Hillsborough should actively encourage diversification of the local economy to minimize the adverse effect of future recessions.

Historical Economic Base

At the time of its founding Hillsborough was a farming community. Originally farms were operated at a subsistence level, but soon farms began to supply enough to sell the surplus to the community and surrounding villages. During the 19th century industrial revolution textile mills were built in Hillsborough Bridge using the water power of the Contoocook River. They lasted well into the second half of this century when the last mill closed in the 1980s, unable to compete with industries elsewhere. After World War II, the production of electronics, automotive parts and other hard goods became the dominant industrial activity in the Town. At the same time commercial activities increased along Route 9.

Summary of the Current Business Activities

Industrial Sector

Here we find the largest employer in Town: Osram Sylvania and Frameworks, which employ over 900 people. The other, smaller, industrial business is Barrett and Gould, precision metal, (Frameworks will move to Antrim in the near future). In addition six active sand pits along Route 31 and Cooledge Road produce sand and gravel.

Commercial / Service Sector

Hillsborough has several service oriented businesses such as restaurants, fast food restaurants, auto dealerships, electric contractor, supermarkets, hardware stores, used car lots and repair garages, a substantial number of second hand or antique shops, a golf course, service stations etc. Most of these are located along Routes 9/202. There are two large auto dealerships, Hillsborough Ford and Wyman Chevrolet, with large repair shops.

Professional/Specialty

The professional community in Hillsborough is relatively small. Many residents in need of professional services have to go elsewhere, to Concord, Keene or even further.

Home Occupation

Home occupation has become increasingly popular and viable in New Hampshire as in the nation. The trend can be attributed to development of high technology communications such as the Internet, fiber optics. It is unclear how many people depend on home occupations. Common examples of such home based occupations are childcare (under 6 year old children), writers, artists, consultants, software specialists. Such home based occupations are desirable because they do not put a burden on community services, but prove a sound source of employment.

Public Sector

The schools are the largest employer in Hillsborough with approximately 200 employees, both full and part time. The town employs about 40 employees including the police department and the library, and excluding the fire department.

Figure 7-1. Hillsborough Business Community in 1998

Type of Business	Number of Firms
Antique/Flea Market/Junk Store	11
Restaurants	14
Banks	4
Hair Salons	9
Automobile Repair	8
Gas Stations	8
Grocery Stores	7
Leisure/Entertainment	5
Pharmacy/General Merchandise	1
Lodging	5
Professional Offices (lawyers, realtors, insurance offices)	13
Florists	2
Retail Establishments	35
Service Oriented	41
Manufacturing	3
Other	Unknown

Source: Hillsborough Master Plan Committee, 1999

Business Community Strength and Weaknesses

Assets

Hillsborough has several assets that should be exploited to promote economic growth.

First, Hillsborough is located almost exactly between Keene and Concord. All traffic between these two cities must go through Hillsborough, and until the bypass has been completed in 2001, the only East-West road is through the heart of town. A number of service stations and fast food and other restaurants serve the traveler's needs.

Second, Hillsborough contains opportunities for industrial and commercial expansion between Route 202 and the business corridor along the present Route 9. This area has well drained soils, gradual slopes, and easy access to major arteries: Routes 202 and 9. Some areas not now served by water and sewer lines, are close enough to them for future connection.

Third, Hillsborough's center of town has the potential to be an attractive commercial center. Several older structures could be renovated into attractive professional offices, restaurants or specialty shops. The community should make investments in this area in an effort to revitalize it.

Fourth, Hillsborough contains tourist and recreational amenities that should be promoted. The Franklin Pierce Homestead , Pierce Lake, Fox Forest, the stone arch bridges, snowmobile and hiking trails, the Balloon Festival, the Center Village and surrounding countryside, the Contoocook River, should be marketed to attract tourists.

Fifth, water and sewer rates are among the lowest in the State.

Liabilities

Naturally, Hillsborough has several liabilities that put the community at a competitive disadvantage with respect to economic growth.

First, the water and sewer systems have limited capacity. Sewers are crucial for expansion and attraction of light industrial facilities.

Second, the Hillsborough Town Code is vague and needs to be clarified, so that businesses wishing to expand or locate in Hillsborough will have a clear understanding of all requirements they must fulfill. Regulations regarding signs are particularly confusing.

Third, Hillsborough has the image of being a poor community with few cultural or social assets. The Town should conduct an aggressive marketing campaign to promote the strengths of the community. Such marketing should be conducted or coordinated by a professional marketing firm.

Lastly, a single employer, Osram Sylvania, provides 40 % of the total jobs in Hillsborough. Should this firm ever move out of Hillsborough or experience a reduction in business, the loss of jobs to the local and surrounding communities would be significant.

Access to Major Highways

Hillsborough is located at the junction of Route 202, a major north-south highway, and Route 9, an east-west highway connecting Keene with Concord. This natural crossroads has helped to develop the community into a regional hub for small-scale shopping and a source for employment in Hillsborough and surrounding towns.

Hillsborough is located 18 miles west of Interstate 89. This may be a minor disadvantage as some companies want immediate access to an Interstate highway.

Availability of Community Facilities for Economic Development

Facilities such as sewer, water and roadways are important elements for economic success. Hillsborough has some infrastructure issues that need to be addressed in the near future.

Comparison of Facilities with Abutting Communities

Economic development is often the result of a competitive process in which communities compete with abutting communities for desirable business. Figure 2 compares some of the major elements for light industrial development for Hillsborough and abutting communities. Of the 6 communities bordering on Hillsborough, only Antrim and Henniker have a municipal sewer system. It is important to note that the sewer systems of both communities have greater capacity than that of Hillsborough. Other important features are that none of the communities have, are natural gas or direct access to a railroad line (figure 7-2).

Figure 7-2: Comparison of Key Amenities for Economic Development

	Municipal Water		Municipal Sewer		Distance to Interstate 89	Natural Gas Line	Cellular Access	Rail Access
	Free Capacity (1000s of Gallons)	Coverage (% of Land Area)	Free Capacity (1000s of Gallons)	Community Coverage				
Hillsborough	1.3	Unknown	23.5	45%	18 miles	*	Yes	None
Antrim	1	Unknown	120	20%	25 miles	*	Yes	None
Bradford	*	*	*	*	6 miles	*	Yes	None
Deering	*	*	*	*	Unknown	*	Yes	None
Henniker	300	Unknown	510	34%	9 miles	*	Yes	None
Washington	*	*	*	*	23 miles	*	Yes	None
Windsor	*	*	*	*	15 miles	*	Yes	None

Source: NH SOICC

* not available

Hillsborough Wastewater Treatment

As discussed in Chapter 9 the Hillsborough Wastewater Treatment Plant built in 1984, operates at near capacity. This must be remedied in order to continue to provide viable wastewater treatment for industrial firms looking to locate or expand in Hillsborough.

Municipal Water System

Manufacturing firms generally require a public water supply. When groundwater may be available this is not always crucial

Roads

Commercial development is dependent on a good road system. With the coming bypass it is likely that the traffic situation will improve a great deal.

Commercial Development Patterns

Commercial development in Hillsborough characterized by strip development that began in the 1960s. Most development is along Route 9/202.

Route 9 west and east of Hillsborough Ford

Commercial development along Route 9 typically has been strip development. The businesses need large parking lots and depend on heavy local and through traffic. Uses are, among others, several fast food restaurants, a Rite-Aid, two car dealers, a supermarket. The buildings are of recent construction, well kept up, and each has direct access to the highway.

Hillsborough Village (Hillsborough Bridge)

The center of Town is characterized by mixed use. Both residences and businesses can be found here. It generally coincides with the recently enacted Central Business District of the Town Code. Parking is very limited along Route 9 (here called West Main Street to the west and Henniker Street to the east of the traffic light on the corner with School and Bridge Streets). Also along Bridge Street and School Street parking opportunities are few. This area is economically depressed. Numerous second hand and antique stores characterize this area. Businesses are transient, some staying no longer than a few years. Very little stable development can be found here: several service stations, a bakery, an electronic/computer business, a newspaper office, a few professional offices and two banks among others. This area does not invite any serious shopping. As stated above, parking opportunities are very limited and pedestrian facilities are poor.

Hillsborough should strongly consider implementing a downtown improvement plan for this area with the assistance of the New Hampshire Main Street Program and with Community Development Block Grants or other grant funds. Improvements which should be added are for example expanded parking and pedestrian facilities, landscaping and ornamental lighting. In addition the Town should create opportunities for property owners to rehabilitate their structures in this area such as through property tax abatements, zoning bonuses to owners who improve the facade of their buildings. The visual impression of this part of town is poor, the absence of trees and the presence of telephone poles with numerous wires and cables dominating.

East of the cross roads are several gas stations, a small shopping mall, several grocery stores, and a diner. Further east the buildings are at greater distance from each other, older than those of the west side of town and again less dependent on high traffic volumes. A few repair garages, dry storage facility and an auto supply store characterize this area. Before the strip toward the west was developed this was a major business district of the town.

Labor Force

Employment Wage Rates by Business Sector

The average weekly wage in the private sector has steadily declined in Hillsborough since 1994: by 1.5% or \$8 per week. It is also important to note that the number of jobs in Hillsborough as declined by 4.5%. With the future leaving of Frameworks this figure will be much larger (see figure 7-7).

Figure 7-3: Public Sector Employment and Wage Trends, 1993 to 1996 in Hillsborough, NH

Year	Federal	State	Local	Total	Avg. Weekly Wage
1993	13	9	233	255	\$397.12
1994	14	8	243	265	\$422.44
1995	14	7	254	275	\$428.05
1996	14	6	250	271	\$447.46

Source: New Hampshire Employment Security, Economic and Labor Market Information Bureau, 1993 to 1996.

The public sector, in contrast to the private sector, has experienced increases in average weekly wage and total employment opportunities. Since 1993, the average weekly rate for public sector employees has increased by \$50 per week, or 12.5%. It is important to note however, that the 1996 average weekly wage was still significantly lower, by \$50, than in the private sector. The increase in employment opportunities by a total of 16 jobs was at the local government level (see figure 7-3).

Figure 7-4: Education Levels of Hillsborough, NH, and Abutting Communities, 1999

1999	% of Population with High School Diploma	% of Population with Bachelor Degree or Better
Hillsborough	83.0	20.0
Antrim	78.3	17.9
Bradford	87.9	31.7
Deering	82.1	26.8
Henniker	88.9	38.0
Washington	75.6	21.1
Windsor	86.0	17.5

Source: NH SOICC Community Profiles, 1999

Educational levels of the Labor Pool

The educational level of Hillsborough's labor pool puts the community at a disadvantage when attracting firms need educated labor. Of the six abutting communities, four have a better-educated population. This fact, combined with comparable infrastructure of these communities could have a negative effect on economic development efforts.

Of the total population in Hillsborough in 1990, only 18% or 807 individuals, had an education beyond high school. This is below the sample and County averages of 21 and 22% respectively. Of 10 regional communities examined, Hillsborough had a greater percentage of population with higher education than only 4 of the other communities examined. Communities with a higher percentage of population with advanced education than Hillsborough are Hopkinton, Bow, Henniker and Pembroke. Having a low education level puts a community at a disadvantage when attracting businesses at a competitive level (see figures 7-4 and 7-5).

Figure 7-5: Educational Levels of Residents in Communities of 2,500 Persons or More in the Central New Hampshire Region, 1990

	Less than Grade 5	High School Graduate	Some College w/o Degree	Associate Degree	Bachelor Degree	Graduate/ Professional Degree	Total 1990 Population	% of Total Population with Associates Degree or Better
Allenstown	16	1,119	488	238	189	54	4,649	10%
Boscawen	26	885	410	141	275	58	3,586	13%
Bow	25	848	683	349	911	481	5,500	32%
Epsom	53	795	460	221	287	151	3,591	18%
Henniker	8	539	466	196	604	291	4,151	26%
Hillsborough	13	1,005	466	257	323	227	4,498	18%
Hopkinton	0	788	523	384	821	557	4,806	37%
Loudon	14	1,069	452	241	243	96	4,114	14%
Pembroke	28	1,296	814	421	764	254	6,561	22%
Pittsfield	7	996	320	75	200	55	3,701	9%
Sample Average	190	9,340	5,082	2,523	4,617	2,224	45,157	21%
Hillsborough County	1,775	61,772	40,723	18,063	39,030	17,927	335,838	22%
Merrimack County	587	25,210	13,906	6,339	13,118	6,834	120,240	22%

Source: 1990 US Census as prepared by the Department of Commerce

** excludes the City of Concord*

Historical Wage Trends

Of the 5 communities around, Hillsborough has been blessed with the highest average weekly wages. However the increase in wages paid by Hillsborough employers has only increased by \$2.65 per week since 1993.

Comparison with surrounding communities shows that Hillsborough has been fortunate to retain the highest number of jobs and the highest average weekly wage rate, but recent trends have been disappointing when compared with our neighbors. Of the six communities observed Hillsborough had the lowest increase in average weekly wage since 1993.

Figure 7-6: Average Weekly Wage Rates, 1993-1996, for Hillsborough and Selected Abutting Communities

	1993	1994	1995	1996	Net Change	Net % Change
Hillsborough	\$488.51	\$494.58	\$499.27	\$491.16	\$2.65	1%
Antrim	\$399.45	\$425.84	\$486.43	\$499.41	\$99.96	25%
Deering	\$311.80	\$361.70	\$332.57	\$337.67	\$25.87	8%
Henniker	\$394.86	\$455.50	\$461.95	\$469.57	\$74.71	19%
Bradford	\$314.04	\$325.82	\$345.77	\$365.30	\$51.26	16%
Washington	\$324.91	\$285.40	\$311.01	\$362.44	\$37.53	12%
Average	\$372.26	\$391.47	\$406.16	\$420.93	\$48.66	13%

Source: New Hampshire Employment Security, Economic and Labor Market Information Bureau, 1993 to 1996.

Job Creation from 1993 to 1996

Though Hillsborough offers the most jobs of the six communities observed, job opportunities have steadily declined since 1993, while Antrim and Deering have seen their job base increase by 118% and 103 %. During this same period Henniker lost 6 % of its total job base.

Hillsborough's job base peaked during this period to 2164 jobs, but decreased by 6.4% (138 jobs) the following year. This coupled with the fact of the impending departure of Frameworks is of considerable concern.

Exact causes are a matter of speculation. Common factors are industry restructuring, federal trade agreements, and general industry competition.

Figure 7-7: Total Jobs for Hillsborough and Selected Abutting Communities, 1993 through 1996

Number of Jobs	1993	1994	1995	1996	Net Change	Net % Change
Hillsborough	2,062	2,097	2,164	2,026	-36	-2%
Antrim	358	394	800	782	424	118%
Deering	75	112	147	152	77	103%
Henniker	1,505	1,345	1,403	1,418	-87	-6%
Bradford	269	299	308	285	16	6%
Washington	36	37	41	39	3	8%

Source: New Hampshire Employment Security, Economic and Labor Market Information Bureau, 1993 to 1996.

Unemployment

Unemployment in New Hampshire is at an all time low since the recession of the earlier part of this decade. In Hillsborough County the unemployment rate has decreased by 2.6% since 1993. This indicates a relatively healthy state of the economy, but labor shortages can result in rising wage rates that in turn may hamper economic growth.

Local Tax Rate

Despite common perception, the Hillsborough local tax rate is average when compared with abutting communities. Furthermore, the Hillsborough tax rate has had the slowest increase of these communities for the period of 1996 to 1998. This is an advantage when trying to attract new business.

Figure 7-8: Comparison of Tax Rate Trends for Hillsborough and Abutting Communities 1996 to 1998

Municipality	1996	1997	1998	Net Change	Net % Change
Hillsborough	\$28.46	\$28.59	\$29.86	\$1.40	5%
Antrim	\$33.06	\$32.16	\$35.34	\$2.28	7%
Bradford	\$27.03	\$31.48	\$29.53	\$2.50	9%
Deering	\$29.21	\$32.17	\$32.12	\$2.91	10%
Henniker	\$40.12	\$42.15	\$42.75	\$2.63	7%
Washington	\$18.19	\$18.99	\$21.04	\$2.85	16%
Windsor	\$18.92	\$18.41	\$19.31	\$0.39	2%

Source: NH Department of Revenue Administration

Summary of local tax rate

The local tax rate is determined by school, town and County needs. In 1995-96 the Town's real property was re-evaluated as required by statute. This caused a change in the tax rate; however, for most individual properties the total taxes underwent only minor changes. During the past ten years the tax rate showed a gradual climb, which was the result of increased school budgets more than of municipal and county rates. The table below shows the municipal, county and school taxes for the past ten years, as well as the total tax rate per \$1000 assessed value. For the Emerald Lake District an extra assessment is levied to cover expenses for this district.

Figure 7-9 gives the breakdown of local taxes for the Schools, Town and County.

Year	Total Tax Rate	School	County	Municipal	Emerald Lake
1997	28.59	19.39	2.13	7.07	3.36
1996	27.99	18.89	2.01	7.09	4.41
1995	47.58	33.90	3.13	10.55	4.67
1994	43.28	29.78	3.17	10.33	4.84
1993	41.03	27.46	3.22	10.35	4.88
1992	41.83	28.11	3.20	10.52	4.77
1991	41.90	28.33	3.08	10.49	6.23
1990	40.23	27.23	3.23	9.77	4.84
1989	35.50	23.91	2.78	8.81	2.71
1988	36.00	26.15	2.01	7.84	6.83
1987	30.00	22.60	1.88	5.52	4.93

Types of Industry to Promote and Develop

The Hillsborough community understands the need to promote businesses that provide steady and quality jobs with living wages. Hillsborough should avoid promoting “quick fix”. Businesses that may assist with the tax base but in the long run do not create quality employment, may be detrimental to the environment and relocate after a short period of time. We should promote businesses and industries that complement each other, that are clean, and do not produce nuisances to others. Home based occupations should be encouraged as a way to diversify the local economy.

Summary and Recommendations

The community understands the need to expand local businesses and attract new businesses that offer quality job opportunities for local residents. Economic development is important to the local citizens. But is equally apparent that this cannot be achieved without outside assistance, but so far little has been done to alleviate the existing conditions. The method of revitalization is an unfamiliar subject for Hillsborough. Fortunately there are outside sources, such as Mainstreet New Hampshire, which can and should be called upon to come to our assistance.

The following recommendations are to serve as a general guide for economic development.

Recommendation 1. Hire an Economic Development Firm and/or Director

Hillsborough should consider hiring a professional economic development director or a firm to promote business. Such a firm or person should actively market the Town to potential industries that desire to locate in our region. An economic development director should also work to strengthen and retain local business and industry.

Recommendation 2. Enroll in the New Hampshire Main Street Program

Hillsborough should submit applications to enroll in the New Hampshire Main Street Program. This program provides professional assistance and helps funding for the revitalization of downtown and Main Street areas. This program could have a significant impact on downtown Hillsborough.

Recommendation 3. Seek Grants to Expand Water and Sewer Coverage and Capacity

The need to expand water and sewer coverage and capacity has been discussed in this chapter and in chapter 9. Hillsborough should seek grant opportunities to this end.

Recommendation 4. Provide Zoning Incentives for Aesthetically Pleasing Development.

Hillsborough should adopt specific architectural and landscape standards for all commercial developments, so that commercial development will have a minimal impact on the rural character of the town.

Recommendation 5. Promote Home Occupations; Develop Minor Site Plan Regulations

Hillsborough should continue to promote home occupations and cottage industries in order to diversify the local economy, reduce costs to the infrastructure and reduce sprawl. The Planning Board should consider drafting Minor Site Plan Regulations, where permitting home businesses would be delegated to the Town Planner, Code Enforcement Officer, Police Chief and Fire Chief, and Highway Foreman.

Recommendation 6. Business Visitation Program

The Town's Community Development Director should institute a visitation program so that Town Government better understands the needs of our local businesses.

Recommendation 7. Tax Increment Financing

Hillsborough should investigate the possibilities of Tax Increment Financing (TIF). Under this program tax increments which are the result of property improvements, are used to finance further improvements in the district such as sidewalks, street improvements etc. in that area. The Town has to approve the formation of a Tax Increment District before this type of financing can be applied.

Chapter 8

COMMUNITY SERVICES

Introduction

Community services constitute the fabric of the Town's government. It is their function to promote our health, welfare and safety; in short they are guardians of our quality of life. They are indispensable. In Hillsborough, as in many other New Hampshire communities, many of these services are performed by paid employees, while others are done by unpaid volunteers. Without the dedication of these volunteers the infrastructure of the Town would not function.

Considering the future growth and development of the Town, we need to understand the existing level of community services and facilities, discuss the problems and plan for appropriate capital expenditures to provide for the desired level of services. An inventory and analysis of existing facilities helps to identify future needs. (see Map 2)

Key findings

- ◆ According to predictions Hillsborough will undergo a large population increase by 2020 (see Chapter 4). This growth will have considerable effect of community services.
- ◆ Many of Hillsborough's facilities, Schools, Town Hall and Library are in need of expansion.
- ◆ The Fuller Library is significantly smaller, by about 4000 sq. ft., than recommended by guidelines.
- ◆ The Hillsborough Rescue Squad's number of calls has increased by 46 % since 1990 (300 vs. 450 calls per year).
- ◆ The recently expanded Police and Fire Department Stations should provide sufficient space into the foreseeable future.
- ◆ The School Capital Improvement Planning Committee determined that the elementary/middle school requires an additional 26,000 square feet in size, and that an additional 4800 square feet is required by the High School.

Town Offices

Facilities and Personnel

The Town Office is located in the basement of the John Butler Smith Mansion, better known as the Fuller Library, on School Street (telephone 464-3877). The allotted space is inadequate for the needs of the staff. No individual or private offices exist for any of the Town employees. They all share open spaces.

The Town Office houses the Town Administrator, Community Development Director, Town Clerk, Tax Collector, Welfare Officer, Code Enforcement Officer and administrative support personnel as well as most Town records. A total of eight employees are located in these offices.

The Town Office serves all Town Boards and Commissions: Selectmen, Planning Board, Zoning Board of Adjustment, Water and Sewer Commission, Cemetery Trustees, Conservation Commission etc.

A Youth Services Director, a Welfare Officer, a Health Officer, a Code Enforcement Officer, a Police Chief, a Fire Chief, a Highway Foreman, and a Fire Warden are the other officials who, each in their own domain, make the Town function. Total paid Town employees (excluding Fire Dept.) is about 40.

Commissions

A number of appointed and elected commissions complete the government. They are:

Planning Board	7 members	Elected
Conservation Commission	7 members	Appointed
Water/Sewer Commission	3 members	Elected
Zoning Board of Adjustment	5 members	Appointed
Historic District Commission	3 members	Appointed
Park Board	7 members	Appointed
Fuller Library Trustees	3 members	Elected
Supervisors of the Checklist	3 members	Elected
Trustees of Trust Funds	3 members	Elected
Cemetery Trustees	3 members	Elected

The Administration Budget for the year 1998-1999 was \$3,608,809.

Public and Facility Needs

It is recommended that the Town Administration make a study to determine alternatives for the Town Offices, such as removing the Library and using the freed space as office space.

The current offices have no employee break room, there are no meeting rooms and private offices, safety measures against fire and other hazards are poor, and accessibility for handicapped persons is poor.

Public Safety Agencies

The Town of Hillsborough supports and is served by two Public Safety agencies: the Hillsborough Police Department and the Hillsborough Fire Department.

Police Department

Personnel:

The Police Department consists of a professional police force, at present (1998) employing up to 21 people, including Hillsborough Dispatch Communication Officers. All are professionally trained and certified. The force is led by a Chief. There are nine full-time and two part-time police officers, one secretary, and one school crossing guard. The dispatch

unit consists of four full-time and four part-time communication officers. In 1998 it processed 22,000 calls.

Investigations

The Force's duties are varied, and in one year, 1998, it handled 8,426 calls for service: 652 were crime related, with 1,065 criminal offenses committed. Of these 257 cases were actively investigated; 363 in-custody arrests (93 juveniles); 1,059 motor vehicle stops, 372 of these were cited; 221 motor vehicle accidents.

The variety of cases is shown by a summary of the cases:

- ◆ domestic disputes/protection orders served;
- ◆ juvenile crimes and problems: runaway and truancy;
- ◆ motor vehicle accidents and summons;
- ◆ alcohol related crimes: DWI, unlawful possession;
- ◆ assault, theft, burglary, criminal mischief, shoplifting;
- ◆ disorderly conduct;
- ◆ forgery and bad checks; and
- ◆ harassment.

From the Hillsborough Annual Town Reports it appears that the number of investigations varies between 2,945 in 1991 and 2,002 in 1995, the most recent number, for 1998, being 2,552.

The department is active in promoting public safety and crime prevention. Officers frequently conduct programs in Hillsborough schools to educate young people about the dangers of illegal drug use.

The Hillsborough Dispatch Unit provides services to Hillsborough and the neighboring towns Antrim, Deering, Bennington, Washington. The highway departments of these towns also make use of the Dispatch Center and pay Hillsborough for these services.

In 1998 the Police Department moved into a new, state-of-the-art, police station on Dump Road.

Facilities

A new 10,000 sq.ft. facility houses the Police Department and Dispatch. It has two holding cells, booking facilities, a juvenile holding area, interview rooms, complaint room, office space for all officers, a sally port, training room and a public meeting room. The station is fully equipped with up-to-date communication and electronic security devices.

The force is equipped with three black-and-white patrol cars, two unmarked patrol cars and one 4-wheel drive truck.

Fire Department and Rescue Squad

Facilities and Personnel of Fire Department

The Fire Department is a well-trained and respected volunteer force. There are about fifty certified members, led by a Chief, Deputy Chiefs and other officers. The Hillsborough Rescue Squad is a unit of the Fire Department and funded through donations.

The volunteer firemen participate in frequent training and in-service programs. An active Ladies Auxiliary of about fifteen members assists the department.

The firemen are active in promoting fire prevention and annually conduct programs in the schools.

The Department operates two engines, two tankers, one utility vehicle, one pumper, a chief's vehicle, and the rescue squad ambulance equipment.

Since 1998 the department is housed in the enlarged and renovated fire station on Central Street, total area 7,005 sq. ft. The former Police Station has been added to the Fire Department's quarters. It now has office and storage space for officers, storage space for equipment and records, workshop space, showers for men and women, a large training room and new kitchen facilities. A recreation room is also included. Should expansion be needed in the future, a second floor can be added to the training room. A modern phone and intercom system has been installed. This new facility should serve the town for thirty years.

Vehicles and Equipment

Type of Vehicle	Year	Condition
Pumper	1993	Good
Pumper	1989	Good
Tanker (Ford)	1989	Good
Tanker (Chevrolet)		To be replaced
Chief's Cruiser (Ford)	1997	Good
Forestry Vehicle (Jeep)		Good
Ambulance		Good

Response trends

Fire Department Responses from 1990 to 1998:

Year	Number of Calls
1990	*
1991	*
1992	*
1993	*
1994	154
1995	179
1996	179
1997	*
1998	197

* unknown

Facilities and Personnel of Rescue Squad

The Hillsborough Rescue Squad is independent from the Fire Department. It is funded by donations and Town appropriations. Its facilities are shared with the Fire Department.

Rescue Squad Responses since 1990:

Year	Number of Calls	Number of Transports
1990	*	*
1991	307	181
1992	*	*
1993	315	330
1994	*	*
1995	382	234
1996	383	234
1997	428	*
1998	451	*

* unknown

Source: Hillsborough Annual Reports

From the reports it shows that the ambulance service has increased some 50 % in 8 years. The current volunteer status of the Rescue Squad should be reviewed periodically, particularly in view of population growth and the subsequent increase in demand for services, to determine if and when a full time staff is needed.

Solid Waste

Hillsborough disposes of its solid waste by transfer. The waste is collected in trailers and hauled to an incinerator in Concord. The Town is charged on a per load basis for hauling. Since January 1999 a new complex adjacent to the transfer station has been added for recyclable material. Recycling is now required.

Recyclable waste, individual or commercial, is disposed of as follows: paper, paints, batteries, textiles, waste motor oil and antifreeze must be kept separate. Disposal by transfer

will continue. To insure compliance all solid waste must be in clear plastic containers. Demolition waste, currently crushed and buried, will be received at a separate pad. Brush and wood materials are stored and periodically burned. This procedure is expected to continue.

Solid waste destined for the Hillsborough facilities must be segregated at the source, i.e. by the individual producers of waste. Clean paper, plastics, metals (including clean cans), must be separated from garbage destined for transfer. The commingled scrap will be stored in one of the two new buildings.

In the near future the existing dump will be capped, i.e. covered with gravel and soil. Where possible this land will be released for private or public use, depending on the condition of the land after capping. Some segments will permit unrestricted use, others will be used under restricted conditions. Sport fields and parks are possible uses.

Library

Facility

The library is housed on the first floor of the John Butler Smith Mansion. On the second floor are meeting rooms also for use by other community groups. The third floor houses historical material from the Historical Society and the DAR Museum that is open to the public on Saturday mornings by appointment.

The current facility encompasses 2,693 square feet. This is significantly lower than the planning guide of the Wisconsin Department of Public Instruction (used by the State) recommends. According to these recommendations the library should have 6,848 square feet. The library has no reading room, no workspace for staff, inadequate shelf space for books. There is no space for the recently started music collection under the Doris and Joseph Solomon Fund. For the year 2020 the required space would be 8,775 square feet.

The library meets most of the other standards for membership in the Statewide Development System (NH RSA 210-D) for public libraries. This system does not provide space guidelines.

General Operations

The Fuller Library on School Street is open Monday from 12:00 - 4:00 p.m., Tuesday and Thursday from 9:30 a.m. to 5:00 p.m., Friday from 12:00 to 5:00 p.m. and Saturday from 9:00 a.m. to 1:00 p.m. It is closed on Wednesday.

Membership is free to Hillsborough residents. Non-residents may become members for a yearly fee of \$15 for a family, \$10 for individuals and \$5 for students and faculty of Hillsborough Schools. Books, magazines, etc. are loaned for a two-week period. Video tapes are available for people of 16 years and older for two-day periods. The library contains approximately 21,000 volumes.

Services offered are:

- ◆ weekly pre-school story time
- ◆ children's summer reading program
- ◆ adult book discussion groups
- ◆ statewide inter-library loan service
- ◆ project Lift: an adult literacy program
- ◆ museum passes to such places as the Christa McAuliffe Planetarium in Concord, Museum of Fine Arts in Boston, Currier Museum in Manchester
- ◆ fax service
- ◆ typewriter
- ◆ computer with Internet access, and
- ◆ supply forms for deaf and blind people to obtain materials from the State of New Hampshire.

The library has issued more than 3,000 library cards. Work is in progress to computerize loan service. The library maintains a continuing relationship with the school system to coordinate programs and avoid duplication.

Personnel and Budget

Staffing is by three full-time equivalents of whom one is head librarian. A Board of Trustees determines policy and budget. The 1997 budget was \$81,465; the Project Lift budget was \$33,475. Annual fund-raising is through book sales and raffles, with some matching money available.

Schools

Facilities and Finances

Schools are historically the most expensive community service provided on the local level. Typically the school system uses 60 - 70 % of all tax revenues. In Hillsborough this is about 70%.

The actual revenue sources for the school year 1996-1997 were as follows:

- ◆ LOCAL - unreserved fund balance, trust funds, rentals, lunch sales, co-payments of health insurance, tuition.
- ◆ STATE - foundation aid, building aid (50%), vocational education transportation, driver education, catastrophic aid, kindergarten aid.
- ◆ FEDERAL - child nutrition.

The remainder of the budget is financed through local property taxes in Deering and Hillsborough. The funding formula is based one half on equalized valuation and one half on average daily attendance. The recently approved State statute on school financing will greatly benefit Hillsborough taxpayers, who can expect a considerable reduction in their school taxes as of 1999. At the time of writing the exact numbers are not yet known.

Hillsborough operates three schools: an elementary school, a middle school and a high school, all three located on School Street and Hillcat Drive. The schools provide education

from Kindergarten through grade twelve for all students from Hillsborough, Deering and Windsor, and for grade six to twelve from Washington. Hillsborough and Deering form a Co-operative School District. The towns of Washington and Windsor pay on a tuition basis. All three school districts form SAU 34.

The most significant changes in the Hillsborough- Deering Cooperative School system during the past 10 years have been the acquisition of 19 acres of land and the construction of a new high school. During the same period the student population has increased from 1,035 to 1,368, 423 in the High School, 328 in the Middle School and 617 in the Elementary School.

Future Requirements

In order to plan for the future, one must go back nearly 50 years, to 1950. At that time the several village schools were consolidated and the first addition, for elementary students, was constructed on the west end of the high school building. In 1957 the Haslett Wing provided the first major expansion for the high school in 30 years. During the 1960's the elementary wing was further extended with two more additions making a total of 20 classrooms. A much-needed addition was rejected by the voters in 1974, but a modified plan was accepted a year later, adding six more classrooms, a music room, media center and cafeteria. At the annual district meeting in 1987, the voters approved a bond issue for \$6,500,000, with 50% state aid, to build a new high school on a nineteen acre tract of town-owned land, west of the existing school property. Within two years the building was ready for occupancy. The old high school was modified to accommodate middle school students and the elementary school expanded into the previous middle school area.

In reviewing our school history it is apparent that every decade required a major capital outlay to provide additional space, and the 1990's is no exception. The Capital Improvement Committee has identified the need for an additional 26,000 sq.ft. in the elementary/middle school and 4,800 sq.ft. in the high school. Future population growth of the Town and changes in curriculum, computers and special education will cause new demand for more school space.

School Enrollment

Over the past ten years school enrollment has remained fairly constant. This reflects the total population which did not increase either. The lack of population increase can be ascribed to several causes, but if the state predictions for future growth hold true, school enrollment can be expected to increase proportionally.

Year	Total	Elementary School	Middle School	High School
1998-99	1,341	578	317	446
1997-98	1,368	617	328	423
1996-97	1,341	488	436	417
1995-96	1,315	494	456	365
1994-95	1,288	496	457	335
1993-94	1,310	541	438	331
1992-93	1,240	508	426	306
1991-92	1,278	566	374	338
1990-91	1,225	571	566	340
1989-90	1,252	656	255	313
1988-89	1,252	567	366	319

Highway Department

The Highway department consists of a Highway Foreman and five other workers. They are responsible for conducting all highway repairs and snowplowing. Major design and construction is contracted out to consulting and construction firms.

The facility is located on Dump Road next to the Recycling Plant. It consists of a large garage, which is adequate for the needs. Next to the garage is space for storage of equipment and supplies. The equipment for road maintenance consists of two dump trucks, two plow trucks, a road grader, a front end loader, and a backhoe. All equipment is well-maintained and in good condition.

Post Office

The Post Office was moved to its present location on School Street in 1967. In 1999 the Post Office moved to its new location on Central Street. It has 14 employees including the Postmaster. There are 2,000 post office boxes and four rural delivery routes with 2,000 or more customers. For every mailbox about four people are getting mail. There are many postal meters and first class and bulk permits for those who do large mailings.

The former post office was inadequate for the volume of mail and the new post office was built close to the old one, with sufficient parking space for employees, postal trucks and customers. The new post office has a surface area 5,832 sq. ft. The Post Office services Deering, East Washington, and Hillsborough, including the Emerald Lake Village District.

Years ago there were seven employees; now with double the number of employees there is ten times as much mail.

1967: 900 boxes 1985: 1300 boxes 1997: 1700 boxes

In 1970 rural delivery had one route with 300 stops and 85 miles to cover from Deering to Windsor and East Washington. The Highway Contract route was separate, still is, and goes only to Washington. At present there are four rural routes with 1500 stops and 150 miles to cover.

Comparison of 1967 and 1997

	1967	1997
Postal Employees	8	15
PO Boxes	700	2100
Rural Routes	1	4
Miles to Cover	85	150
Rural Mail Stops	300	1500
Permit Holders	1	32
Postage Meters	?	25

Funding Sources for Facilities and Expansion of Services

A variety of funding techniques and sources are available for expansion and renovation of community facilities.

Capital Reserve Funds

Capital Reserve Funds allow communities to incrementally save money for the eventual purchase of new equipment or expansion of community facilities. Because the community is saving gradually for each item, large increases of taxes are avoided. Capital Reserve Funds are interest bearing accounts and can only be expended by a vote of the Governing Body, in Hillsborough this is by the people at the Annual Meeting.

Grants

A variety of public and private grant sources are available to municipalities for the purchase of new equipment of the expansion or construction of new community facilities. Community Development Block Grants are competitive grants awarded by the Office of State Planning to communities with various projects, including water and sewer expansion, building of community or senior centers, sidewalk construction, downtown beautification projects, and handicap accessibility projects. The Department of Environmental Services provides a variety of grants for projects addressing water quality and non-point pollution concerns. Private grant sources are also available for community projects.

Trusts

Typically, most communities have trust funds, which were donated to the community by civic oriented individuals and families. These trusts are usually reserved for special uses, such as Library programs, Community building, children’s activities, Rescue Squad and others.

Tax Increment Finance Districts

Tax Increment Finance district is a zoning technique that allows communities to finance improvements in a district by taxes raised by the improvements made to properties located in

the district. Under state law, up to 5% of the total area of a community can be used for a single tax increment district. Districts must be created by the same process as zoning districts. The community can also dissolve tax increment districts. There is no limit to the number of districts that a community may create (see also Chapter 7).

Exactions

Exactions are monies that a community can collect from a developer to finance improvements for the infrastructure and services that a development may have on the community. Typically, they are collected for roadway improvements. Very large developments may warrant contributions to community services such as the police, fire department, schools and recreation (see chapter 5).

Impact Fees

Impact fees are assessed to all new dwellings and commercial structures built in a community. The fees are assessed because of the impact new buildings may have on the community services and/or infrastructure. They are commonly collected for schools, road improvements, and community services. To collect Impact Fees, the community must create and adopt an impact fee ordinance as stimulated by RSA 674:21. Communities are enacting impact fees when they experience excessive growth in relation to neighboring communities.

Property Taxes

Property taxes remain the dominant funding source for local governments in New Hampshire. Long Term Planning and Capital Reserve Funds can prevent excessive and unexpected increases of the local tax rate.

Non-governmental Community Services

Churches

Hillsborough has five churches: Hillsborough Baptist Church, St. Mary's Catholic Church, Contoocook Valley Bible Chapel, Smith Memorial United Church of Christ, United Methodist Church.

Youth and Family Services

Child Development Center; Head start Program; Big Brothers and Sisters; AA.

Service Organizations

American Legion; VFW Post 744; Loyal Order of Moose, Lodge 1091; Lions Club; Masonic Temple; Ladies Aid Society; Daughters of the American Revolution (DAR) St. Joseph's Community Services; Senior Citizen Van Service. Boy Scouts of America; Hillsborough Youth Athletic Organization. Hillsborough Medical Center; Hillsborough Physical Therapy; Hillsborough Family Health; Concord Regional Visiting Nurses Association; First Moment Midwifery Service; Hillsborough Food Pantry.

Recommendations

Recommendation 1: Capital Improvement Program

Hillsborough should create a Capital Improvement Program to plan and finance its improvements. They should include ALL departments, all expansion and renovations and additions of facilities and equipment. This plan should cover a 10 year period and be updated annually. It can prevent unexpected tax increases which may be difficult to enact. Capital Reserve Funds should be established. For planning purposes, the Capital Improvement Budget should be combined with the School Capital Improvement Budget.

Recommendation 2: Expansion Fuller Library

Hillsborough should conduct a feasibility study to determine alternatives for the Fuller library. A capital reserve should be established toward future expansion or a new facility.

Recommendation 3: Restoration of the Butler Smith Building

Hillsborough should conduct a feasibility study to determine which options are available regarding expansion and renovation of the Town Offices in the Butler Smith Building. This should also lead to a study for the restoration of the interior of the Butler Smith Building. The construction of library facilities has heavily damaged the original interior. The unique exterior and interior of this building warrant a restoration.

Recommendation 4: Rescue Squad Capabilities

A study should be made of the Rescue Squad as an all volunteer service as compared with a (partial) professional force as the number of calls continues to increase.

Chapter 9

UTILITIES

Introduction

Utilities are very important in the growth and development of every community. The capacity and physical location of utilities often is a key influence in determining the location for commercial, industrial, and dense residential development. Utilities discussed in this chapter include electric power, water, sewer, wastewater system and treatment facilities and telephone.

This chapter will elaborate on the relationship between utilities and development, discuss capacity issues pertaining to utilities, and offer recommendations for improving the capacity of existing utilities.

Key findings discussed in this chapter:

- ◆ Public water, sewer, and electric power are important factors that have an effect on economic development.
- ◆ Hillsborough's wastewater treatment facility is currently operating near capacity. A major factor in this condition is that the system collects both waste water and storm water.
- ◆ According to the Office of State Planning, Hillsborough's population is expected to increase 33% over the next twenty years. This is the second largest population increase projected in the Central New Hampshire Region. This increase will have a serious effect on the capacity of the water and sewer systems.
- ◆ Hillsborough's public water supply is Loon Pond. Concern exists that no alternative water supplies have been developed.
- ◆ Three-phase power is generally located along major roadways. This is of direct importance for economic development in the community.

Electric Power

The Town of Hillsborough is served by Public Service of New Hampshire (PSNH). PSNH maintains a regional office in Hillsborough from which thirteen other communities are served. Two power substations serve the primary electrical needs of the community. The main power substation is near the Jackman Hydro Plant, located on Saw Mill Road. The other substation of less importance is on Bridge Street. Power is delivered to nearly all customers by above ground cables. With possibly very few exceptions all homes in Hillsborough are provided with electricity.

Three-phase power is needed for the development of Commercial and Industrial properties. It serves high electric demand of those land uses. Three-phase power lines in Hillsborough are located in the following areas:

- ◆ Along Route 9 from the Antrim town line to the Agway store on the East side of Town.
- ◆ Along Old Henniker Road to the Henniker town line.
- ◆ Along Norton Drive to the gate of the Hillsborough Sewer Plant.
- ◆ South on Route 149 to the Deering town line.
- ◆ South on Route 202 to Pherus Press.
- ◆ North on School Street/Center Road beginning at the corner of School and Myrtle Street to the Hillsborough Water Treatment Facility on Loon Pond.
- ◆ Along Dump Road to the Hillsborough Town Garage.
- ◆ Along Sawmill Road beginning at the Jackman Hydro Plant to Second New Hampshire Turnpike, then northerly along said road ending just prior to the Corner Store.
- ◆ From Route 9 along Preston Street ending in front of the John Sands III residence.
- ◆ From Route 9 along Church Street ending in front of St. Mary's Church.
- ◆ Along Central Street from Route 9 ending in front of new Post Office.
- ◆ From Route 149 east on Prospect Street to Bear Hill Road ending in the yard of BFL Associates.
- ◆ From Route 149 west along West Mill Street ending in front of the old Beck Mills.

Single Phase Distribution Lines

Single-phase power primarily serves individual residences throughout Hillsborough. Most structures located on Class V roadways have single phase power.

Two-Phase Distribution Lines.

Along Route 31 (Second New Hampshire Turnpike) from the intersection with Route 9 until the beginning of Cooledge Road runs a two-phase distribution line. A conversion to three-phase service is relatively inexpensive.

Extensions and changes of existing or construction of new lines is done on demand.

Municipal Sewer

Currently, the municipal sewer network serves approximately 2 square miles (or 4.5%) of the total land area in Hillsborough. It is estimated that the system serves 3,000 people, close to 60% of the population of the community. In general, the system serves the area surrounding the intersection of Route 202 and School Street.

The wastewater treatment system was constructed in 1984 with a capacity of 475,000 gallons per day (gpd). The collection system consists of numerous pipes six to twelve inches in diameter, 2 pumping stations located on West Main Street and Bear Hill Road, and 2 lift pumps at the treatment plant.

The wastewater treatment plant is located at the end of Norton Drive, east of the center of town. Wastewater is treated in aerated lagoons with chlorine. Processed water is discharged into the Contoocook River. In case of power failures, a secondary emergency power system is provided with generators. The plant, in addition to treating in system sewage, treats septic system sludge from private septic systems in Hillsborough and neighboring communities.

Currently, the wastewater treatment facility operates close to maximum capacity. One of the reasons for this condition is that Hillsborough's drainage system collects storm water in addition to wastewater from those served by the system. During rain events, storm water enters the system, and thus adds to the normal load of sewage treatment. Town officials believe that it would be far more efficient if this storm water was discharged directly into the Contoocook River and other wetlands, after primary treatment by proper catch basins and drainage swales. A feasibility study must be made to determine all viable options for separation of storm water or expansion of the sewage system beyond the existing capacity.

Municipal Water

The Hillsborough water supply is Loon Pond, north of the Hillsborough Center Village. Water is fed by gravity through the intake line to sand filter beds (also known as cells). After filtration, water is treated with sodium hypochlorite, potassium hydroxide and zinc orthophosphate, injected via metering pumps in the main building. The filtration plant was constructed in 1996.

A vertical turbine pump is available to meet peak demands. Its operation is automatically controlled by level control in the Bible Hill reservoir.

Two cast iron eight-inch transmission mains proceed cross-country to the Bible Hill reservoir. Water passes through a control valve vault and thence into the reservoir, which is a buried concrete structure with two equal cells with holding capacities of 500,000 gallons each.

The control valve maintains a preset pressure in the upstream main to maintain service to customers between Loon Pond and the reservoir. It opens to maintain a pre-determined level in the reservoir, but will close when the upstream pressure drops below the preset value. If the reservoir at any time drops below a preset level, a signal starts the vertical turbine pump at the Loon Pond filtration building. When the pump starts, the rising pressure opens the control valve and the reservoir fills again. When the level has become normal again, the pump shuts off.

A sixteen-inch main along Bible Hill Road feeds water onto Main Street. This is the only feed line into Town. See Map 3 for the water distribution system.

Loon Pond currently serves as the only source of water for the municipal water system. Water from the pond is distributed to the community by a single line. If at any time the current distribution system from the pond fails, or water from Loon Pond becomes undrinkable, much of the Town's population will be without water. At this time, no alternative water sources for domestic water needs have been developed. However, it is important to note that pockets of high yield stratified drift aquifer exist in the community near Pierce Lake. The daily volume of water that may be extracted for public use may be

suitable for expansion of the Town water system. This should be studied in greater detail in the near future. Other aquifers in the community have lower daily yields, but may be suitable for community water supply sources. These are located parallel to Route 31 and Cooledge Road, near the Contoocook River (at the North Branch River Junction), south of Route 9 opposite Dump Road, and also along the Contoocook River from the wastewater plant along the river to the north east. See Map 7.

The total dependence of the Town on the surface water of Loon Pond and on a single line to bring water to the Town requires a contingency plan for future water shortages.

Telephone

A modern, up-to-date telephone system is indispensable for any community, in particular for its economic development.

Two telephone companies provide telephone services to Hillsborough residents and businesses: Granite State Telephone and the Contoocook Valley Telephone Company. The former is an independent telephone company with headquarters in Weare. It services the Hillsborough Upper Village. Its numbers begin with 478. The Contoocook Valley Telephone Company is owned by MCT Telecom, an independent telephone company, which acquired the Contoocook Valley Telephone Company in 1994. Its headquarters are in Contoocook. Its telephone numbers begin with 464.

Both companies offer the latest technology and fiber optic cables. If a business or home requires one or any number of telephones, both providers are capable of handling the volume. Standard home features like caller identification, call forwarding, and call waiting are available. Emergency service is available 24 hours a day.

Current details regarding telephone and internet services offered by both companies can be obtained from their respective websites: www.gstelephone.com and www.mctel.com.

MediaOne brings cable television and cable internet services to Hillsborough, but only to the Town's most populated area. Elsewhere satellite service must be used.

Summary and Recommendations

Hillsborough's wastewater treatment plant operates near capacity. Storm water infiltration, combined with a projected population increase of 33% by 2020, should force Hillsborough to find a cost-effective improvement or enlargement of the system. The municipal water system is especially vulnerable, as it is a surface water source. Hillsborough should consider development wells to serve future water needs. The following recommendations are made:

Recommendation 1. Expansion of Wastewater Treatment Plant

A feasibility study to examine all possibilities for expansion of the capacity of wastewater treatment should be conducted. Possible funding sources for sewer capacity expansion should also be identified.

Recommendation 2. Develop Alternative Water Sources

The Town should develop a plan for an alternative water supply system. The possibility of exploring alternative sources from the high yield stratified drift aquifers near Pierce Lake should be considered. This would increase the water supply and at the same time provide for an alternative if the Loon Pond water fails or becomes polluted.

Recommendation 3. Water and Sewer Renovation Plan

A plan for renovation, expansion and replacement of water and sewer lines should be developed. The town should identify federal and state grant opportunities.

Recommendation 4. Water and Sewer Fee Schedule Review

The Water and Sewer Commission should periodically review the water and sewer fee structure. Infrastructure improvements should be borne by system users.

Chapter 10

PARKS AND RECREATION

Introduction

Hillsborough contains a variety of recreational resources and facilities. These range from ball fields to hiking trails, to fishing. All sources of recreation are equally important and should be promoted and supported by the community. Further, it is important to provide recreational facilities for all residents of all ages. This chapter describes what the recreational resources are in Hillsborough.

Significant findings in this chapter are:

- ◆ Several entities provide a variety of recreational resources for the residents.
- ◆ Recreation is highly valued by the residents.
- ◆ Several recreation programs are provided for the young and their families, however, programs are lacking for senior citizens and teenagers.
- ◆ Hillsborough is blessed with several diverse recreation opportunities, including sport fields, rivers and lakes, and large public parks.

Existing Facilities

The Park Board

The Park Board is responsible for the maintenance and the scheduling of the use of parks in Hillsborough. They are the Manahan Park on Pierce Lake, Grimes Field at the west end of Town, Butler Park in the center, the Beard Brook Pool on Beard Road, and the Stone Bridge Park on the Route 202/9 intersection.

The Park Board has two full time employees for the summer season to perform maintenance and oversee volunteer programs at the parks. The parks are available for town residents and non-profit groups.

The Park Board consists of seven members, appointed for three year terms.

Schools

The schools have sport fields outdoors, and basketball courts for indoor sports.

The school buildings are available for adult education.

The Conservation Commission

The Hillsborough Conservation Commission currently manages 7 properties that are used by residents as sources for recreation. Some uses for these properties are hiking, bird watching, picnicking, cross country skiing, and snowmobiling.

State of New Hampshire

The state owns a number of significant tracts of land, which are important recreational resources. They are the Pierce Homestead, Fox Forest, Low State Forest, Sand Brook Marsh.

Permitted activities vary from facility to facility. Common uses are hiking, snowmobiling, cross country skiing, horseback riding, and fishing. The state owns more than 2,450 acres of land.

Community Groups

The only prominent community group for recreation for young people is the Hillsborough Youth Athletic Association (HYAA). This was founded in 1984 by parents when budget cuts suspended many athletic programs.

In addition there is the Hillsborough Historical Society which maintains the Franklin Pierce Homestead.

Private and For Profit Recreational Resources

The community contains a variety of private facilities available for the general public: the Angus Lea Golf Course, and a bowling alley among others. There are a variety of commercial establishments which provide supplies and equipment.

Description of Major Facilities

Manahan Park

Manahan Park started with a donation of 48 acres to the Town in 1959 by Mr. and Mrs. William Manahan Jr., on the shores of Franklin Pierce Lake. Today the park contains 78 acres. A few years ago the Park Board prepared a Master Plan for future development and usage of the park, which included tennis courts and gazebos. These improvements have yet to be implemented. Budget constraints have prevented efforts to go forward with the plan. Activities at Manahan Park include swimming (including lessons), volleyball, boating, picnicking, fishing, crafts, games, water skiing, and tubing. The town provides lifeguards during the summer, there is a raft for diving and a roped off area for swimming. The remainder of the lake is used by motor boats, some water skiing and sailing. Facilities include the beach, changing rooms, bathrooms, picnic tables, grills, a playground, volleyball net, a raft, boat ramp, office/storage building. During the summer 200 to 400 people use the park every day. Scouts use the "Witches Hole" area for camping.

Fox Forest

The Caroline A. Fox Research and Demonstration Forest, more conveniently known as the Fox State Forest, was donated by Caroline Fox to the State of New Hampshire in 1922. It began with 348 acres of forest, field and pasture, and now has about 1,400 acres. The primary uses of Fox Forest are research and demonstration of forestry. It is also used for biking, hiking, cross country skiing, snowshoeing, snowmobiling, horseback riding, and bird watching. With the exception of snowmobiles, motorized vehicles are not allowed in the forest. Camping is not allowed, and neither are campfires. There is a small insect and disease laboratory and herbarium at the site.

Fox Forest is a working forest and some of the trees are cut for lumber. The money made from timber harvest goes into the trust for salaries, research, and maintaining the Forest. There are a couple of stands of very old trees - some black gum trees are over 400 years old,

and it is believed that a virgin stand of timber exists on the White Cross Trail. There is also a small museum at the site with displays of tools used in forestry from years past. Currently discussions are underway about the future of Fox Forest, because the State wants to place management into the hands of local organizations.

There are over 22 miles of trails through the forest, maintained by volunteers from the community. A map of trails is available and updated periodically. There is no admission fee; the forest is open from dawn to dusk. The lands include a mud bog that is a wetland with standing water and many unique plants. Several streams run through the forest. The forest is visited by around 3000 people a year. Deer, moose, bear, barred owls and many other birds, and many smaller animals can be seen in the forest.

Grimes Field

Grimes Field originally known as the Fair Grounds, was donated by the Grimes family in 1928 for use as a recreation and athletic field. It is located close to downtown, on the banks of the Contoocook River. There are approximately 4 acres of fields with baseball/softball diamonds, a playground, tennis courts and an outdoor ice skating area. The Park Board hires summer help to mow the grass, line the ball fields, maintain the fences, erect soccer goals, and pick up the trash.

Activities at Grimes Field include softball, baseball, soccer, ice skating, tennis, picnicking, walking, jogging, playing at the playground, carnivals, parades, canoe access to the river. One of the events which brings people from many miles around to Hillsborough is the Annual Hot Air Balloon Festival held each summer. Park use is heavy during the warm weather athletic season. No data on the number of people using the park is available.

Butler Park

Butler Park is a small downtown park, at the corner of West Main Street and Central Street. It was donated to the town in 1924 by Miss Jennie Butler. The intention of Miss Butler was that the existing building would be torn down and a new town library erected in its place. Not enough money was raised, the existing building was torn down and grass was planted. Benches were installed, and from time to time the Hillsborough Bird and Garden club plants flowers. Butler Park is a nice shady place to sit and rest on a hot summer afternoon.

Hillsborough Youth Athletic Association (HYAA.)

This organization was formed in 1983 by a group of parents when sports were cut from the school budget. They started with baseball for middle school students, expanded to include baseball for the elementary students as well. Soccer was added to the program in 1985, and finally basketball was added in 1986. Parent volunteers coach these sports.

In order to get started the HYAA got donations from businesses, organizations and citizens. It still benefits from donations, which supplements money from registrations from the children playing these sports. The money is used for equipment, janitorial fees, insurance, and league fees. Insurance and league fees range from \$1000 to \$2500 per year, depending on the sport.

HYAA has considered adding football and soccer to their programs, but decided against them. Football is an expensive sport, and it is played at the same time as soccer, and there is limited field space. Spring soccer is played at the same time as baseball, and again there is limited field space. HYAA uses the fields at Grimes Field (maintained by the Park Board) and at the elementary school for the baseball and soccer programs, and at the middle/elementary school gym for basketball. Occasionally teams can use the gyms at His Mansion in Deering or the Washington Elementary School. The HYAA has been very successful, with a growing number of participants each year. Without it, Hillsborough and Deering children would not have the opportunity to participate in baseball, soccer, and basketball.

The Park Board also maintains the Stone Bridge Park, which is the old bridge which crosses the Contoocook River at the intersection of Routes 9 and 202. The local Girl Scouts are planning to clean up the park and put picnic tables there for use by travelers as a rest area.

Franklin Pierce Homestead

Hillsborough has the good fortune to be the birthplace of a United States President: Franklin Pierce. The home of his youth on the Second New Hampshire Turnpike, the Pierce Homestead, a National Historic Landmark, is owned by the State of New Hampshire. It is maintained and operated by a group of Hillsborough residents, the Pierce Homestead Committee. Over 22,000 people visit the Homestead each year, and the number may rise due to increased efforts to publicize the fact that it is there.

People in search of recreation with a historical twist can also go on a walking tour of some of Hillsborough's cemeteries. The Historical Society has produced a brochure on this topic. In addition there are the Stone Bridges, most of them still in use today. Two fine examples are the bridge over Beard Brook at Jones Road, and the bridge across Beard Brook at Gleason Falls. Until a few years ago the bridge across the Contoocook River on Route 202 was used by all traffic traveling Route 202. Today a new bridge carries the traffic, but the remains of the stone bridge remain, and is used as a rest stop by some travelers.

Other Historical Buildings

Besides the Franklin Pierce Homestead, several other buildings are of historical significance. Some are listed in the Environmental Impact Statement for the bypass:

Sawyer "Twin" Bridge (off Route 202)

Deacon Tristram Sawyer House, also known as the Meier House after its present owner (2 Bible Hill Rd), soon to be demolished.

Charles D. Robbins House (365 West Main Street)

William Whittle House (117 Preston Street)

Daniel Merrill farm (339 Old Henniker Rd)

Alvah Merrill-George Wood Farm (366 Old Henniker Rd)

George Grinnell House (137 Henniker street)

Martha Lovering Block (5 Depot Street)

Post Office Block (2-6 Bridge Street)

Rumrill Block (17 West Main Street)

Marcy Block (8 West Main Street)

Smith Memorial Congregational Church (30 West Main Street)

Parkhurst-Appleton House (40 West Main Street)

W. H. Harmon House (50 West Main Street)
Dutton Houses (60-66 West Main Street)
Rumrill Homestead (96 West Main Street)
Samuel K. Martin House (97-107 West Main Street)
Dascomb Tavern (127-129 West Main Street)
J. W. Chadwick House (175 West Main Street)
Bessie Gladding House 2 near West Main Street)
Pierce/McNeil-Elijah Read House (289 Second N.H. Turnpike)

The Bear Hill Road Historic District (Bear Hill Road,) about 1,000 acres meets the criteria for its “continuing ability to convey the Town’s 19th and early 20th century agricultural context through its farmsteads and associated land which remains in active agricultural use” (Bypass EIS: 3-148).

The Center Village is zoned as a Historic District. It has maintained many of the characteristics of original Hillsborough.

Angus Lea Golf Course

Angus Lea Golf Course on West Main Street on the site of the old Dascomb Farm, is a nine hole course open to the public. Equipment is available for rent and sale, golf carts for rent. People can take lessons; there is a summer golf camp for children to learn how to play golf. There also two tennis courts available to the public.

King Pin's Kandlepins

This a candlepin bowling alley which has leagues for team and individual competition, and lanes available for use by the public. They have several sets of “bumpers”, which allow small children to bowl successfully and enjoy the sport.

Other commercially run recreational facilities include the Dreamer’s Den in the center of town, Sleeper Hill Farm for horseback riding near East Washington and the Hillsborough Trout Farm. Recreational supplies and equipment can be found at a number of local businesses, some of which are: Morse’s Sporting Goods (fishing, hunting and general outdoors), Agway, Valley Home Center, Edgewater Farm, and Whitney’s Greenhouses (gardening supplies); Apple Tree Fabric, Valley Yarn Shop, Piexx (computer and ham radio supplies).

Regional Recreational Resources

Several recreational facilities in neighboring towns are available to Hillsborough citizens. Pillsbury State Park is located in Washington on Route 31. The park is open year round and is used for camping, fishing, canoeing, swimming and cross country skiing. Lovewell Mountain in Washington offers a more ambitious hike than can be found in Hillsborough. Mt. Kearsarge in Warner is also a popular mountain for climbing, as is Mt. Monadnock in Jaffrey.

A private campground with facilities for recreational vehicles is the Oxbow Campground, located in Deering right across the town line.

Antrim has Gregg Lake where people can swim, go boating, and have picnics, and Camp Sachem where people can go bird watching. Crotched Mountain in Greenfield offers swimming. Tory Pines is an 18 hole golf course in Franconia. There is an indoor skating rink in Henniker which is available for use by the public, and also is used by Hillsborough children who participate in the regional ice hockey program. Pat's Peak is the closest downhill skiing facility, and offers ski lesson programs for local school children.

New Hampshire is blessed with many outdoor recreational opportunities, and Hillsborough is fortunate to be situated so that nearly everything in the state is accessible for day trips. The seacoast offers beaches and ocean boating and fishing, while the White Mountains offer rugged terrain and many camping and backpacking opportunities. The Lakes Region offers many swimming, boating and fishing opportunities, and is only a little more than an hour away.

Hillsborough Recreational Facilities and Professional Planning Guidelines

All segments of the population must be afforded an opportunity to participate in a variety of recreational programs and experiences. In an effort to better assist communities in understanding what basic levels of recreational programs and facilities are appropriate, guidelines have been developed by several professional associations and planning organizations throughout the country. Unfortunately no standards have been developed by the State of New Hampshire. Therefore, standards used in this chapter are general guidelines published by recreation professionals. It must be noted that more facilities for various activities may be needed to satisfy particular interests of Hillsborough residents.

In general, Hillsborough has recreational programs comparable to other rural communities. The community far exceeds professional guidelines with respect to ball fields. The major focus and strength of the program is on younger children (under age 12) and families. The community has also numerous outdoor facilities and public access to water bodies, including two beaches and a municipally owned boat launch (figures 10-1 and 10-2).

Figure 10-1: Comparison of Indoor Facilities, Hillsborough, NH to Suggested Standards

	Suggested Number of Indoor Facilities for Populations of 2,500 to 5,000	Current Hillsborough Facilities, Population 4,442 (1990)	Notes
School Facilities Available For Public Use	Yes	Yes	
Gym or Large Multi-use Room	1	2	Schools
Auditorium or Assembly Hall	1	None	
Art and Crafts Facilities	1	None	Schools
Teen Center	1	1	Town
Senior Citizen Center	1	None	
Game Room	1	None	
Public Library	1	1	
Sheltered Multipurpose Facility	1	None	

Source: Facility Guidelines, Maine SPO, Office of Comprehensive Land Use Planning, Dept of Economic and Community Development, January 24, 1989.

RECREATIONAL FACILITIES

See Map 2

1. Angus Lea Golf Course	Golf
2. Beards Brook	Swimming, Picnicking
3. Butler Park	Resting
4. Contention Pond	Ice Fishing
5. Contoocook River Trail	Hiking, Nature Walk
6. Downtown Hillsborough	Antique Hunting
7. Eccardt Farm (Washington)	Farm Animals, Museum of Old Farm Tools
8. Conservation Lands (see Figure 2-1)	Hiking, Nature Walks, Cross Country Skiing, Snowmobiling, Birding
9. Franklin Pierce Homestead	History
10. Franklin Pierce Lake	Boating
11. Fuller Library	Books
12. Grimes Field	Outdoor Sports: Baseball, Tennis, Biking, Jogging, Ice Skating, July Balloon Festival
13. Gleason Falls	Stone Arch Bridge, Scenic Area
14. Gleason Falls Road	Stone Arch Bridge
15. Gould Pond	Swimming, Boating, Fishing
16. Hillsborough Camp	Family Camp, Canoeing, Fishing
17. Hillsborough Center Village	History
18. Hillsborough Trout Farm	Fishing
19. Junction Routes 202 and 9	Stone Arch Bridge
20. King Pin's Kandlepins	Bowling
21. Loon Pond	Summer Fishing
22. Manahan Park	Beach Activities
23. New England College (Henniker)	Hockey
24. Oxbow Campground (Deering)	Private Campground
25. Pat's Peak (Henniker)	Downhill Skiing
26. Pillsbury State Forest (Washington)	Camping, Boating, Hiking
27. Schools	Sport Fields, Indoor Basketball Courts
28. Second New Hampshire Turnpike	Stone Arch Bridge
29. Shedd-Jones Road	Stone Arch Bridge
30. Sleeper Hill Farm	Horseback Riding

Figure 10-2: Comparison of Outdoor Facilities, Hillsborough, NH to Suggested Standards

	Suggested Facilities, Population 2,500 to 5,000	Current Hillsborough Facilities, 1999, Population 4,442	Notes
Neighborhood Park, 2 to 10 acres, located within 1/2 mile of concentrations of 50 homes or more	1	1 Butler Park	Not applicable outside of Hillsborough Village and Emerald Lake District
Community Rec. Facility (centralized with ball fields, tennis courts, etc.)	1	1	Grimes Field
Community Park, 100+ acres	1	1	Low State Forest, Manahan Park (78 acres)
Baseball Field (90 ft Baselines)	1	1	Grimes Field
Softball/Little League Fields	3.3 fields	8	Grimes Field, Elementary and High Schools
Basketball Courts	2.2 courts	2 full, 3 half courts	School Gyms
Tennis Courts	3	2	Grimes Field
Multi-purpose Field (Soccer, Football, Field Hockey)	2	6	Grimes Field
Swimming Area to serve 5% of population (15 sq.ft./person)	At least 1	2	Manahan Park Beard Brook
Ice Skating Facility (5,000 sq.ft. per 1,000 population)	1	1	Grimes Field
Play Grounds (General)	2	1	School
Day Camping Area	At least 1	1	Peasley's Farm
Horse Shoe Court	At least 1	None	None
Shuffleboard Court	At least 1	None	None
Picnic Area (tables and grills) 2 Tables per 1,000 population	At least 1 facility with 9 tables	1	Manahan Park
Outdoor Education Facility	At least 1	None	Harris Center (regional)

Source: Facility Guidelines, Maine SPO, Office of Comprehensive Land Use Planning, Dept of Economic and Community Development, January 24, 1989.

Figure 10-3: Comparison of Suggested Recreational Programs to Existing Programs in Hillsborough, NH

	Suggested Number of Programs For Populations of 2,500 to 5,000	Current Hillsborough Facilities, Population 4,442 (1990)	Notes
RECREATIONAL ADMINISTRATION			
Recreation/Park Board	Yes	1	Municipally Funded Board
Park and Rec. Dept.	Yes	1	Part-time
Combines School and Town Program (facilities and programs)	Yes	Yes	Many School Facilities are open to the Public
LEADERSHIP			
Summer Programs			
Swimming Instructor	Yes	Yes	Manahan Park
Summer Rec. Director	Yes	1	
Winter Programs			
Skating Rink Supervisors	1	None	Grimes Field
1 General Program Supervisor	1	None	None
Year Round Programs			
Full-time Recreation Director	1	None	None
1 Full-time Staff Person	1	None	None
Part-time Program Specialists as Needed	Yes	None	None
PROGRAMS			
Swimming Lessons	Yes	Yes	Manahan Park
Supervised Play Ground Programs	Yes	Unknown	None
Senior Citizen Club/Ctr	Yes	No	None
Teen Program	Yes	Yes	West Main Street
Skiing Club	Yes	Yes	School Run Program
Ice Skating	Yes	Yes	Grimes Field
Special Community Events	Yes	Yes	Hot Air Balloon Festival/Annual Carnival
Organized Drama Group	Yes	None	None
Organized Music Program	Yes	Yes	Adult Education
Arts and Crafts Program	Yes	Yes	Manahan Park
Adult Recreation Program	Yes	Yes	
Dance Program/Lessons	Yes	No	Informal Dances are held by Private Establishments
Day Camp Program	Yes	No	Private Day Camp is available

Source: Facility Guidelines, Maine SPO, Office of Comprehensive Land Use Planning, Dept of Economic and Community Development, January 24, 1989.

Figure 10-4: Summary of Typical Cost of Construction for Selected Recreational Facilities

	Expected Low Cost of Construction	Expected High Cost of Construction	Average Cost of Construction
RECREATIONAL FACILITY			
All Weather Track (with Soccer Field in the Center)	\$250,000	\$600,000	\$290,000
Pave Existing Dirt Track	\$140,000	\$150,000	\$145,000
Repave Existing Track	\$55,000	\$70,000	\$63,000
Little League Baseball Field	\$30,000	\$75,000	\$40,000
Basketball Court	\$12,000	\$14,000	\$13,000
Basketball Court (2 Courts)	\$22,500	\$27,000	\$25,000
Public Beach	\$75,000	\$125,000	\$100,000
Boat Launch	\$25,000	\$50,000	\$40,000
Golf Courses (per hole)	\$35,000	\$50,000	\$42,000
Ice Rink (Hockey Rink)	\$20,000	\$75,000	\$35,000
Lighting - Softball Field	\$25,000	\$40,000	\$35,000
Multipurpose Field (Jr. Soccer and Field Hockey)	\$25,000	\$70,000	\$40,000
Multipurpose Field (Football and Softball)	\$30,000	\$70,000	\$60,000
Multipurpose Field (Soccer and Softball)	\$60,000	\$120,000	\$85,000
Play Area (Cost Per Acre)	\$7,000	\$25,000	\$16,000
Play Ground/Tot Lot - Neighborhood	\$7,000	\$12,000	\$9,000
Play Ground - Town Wide	\$35,000	\$72,000	\$40,000
Pool - Outdoor	\$400,000	\$550,000	\$500,000
Softball Field - 250' to 275'	\$35,000	\$55,000	\$43,000
Softball Field - 280' to 300'	\$45,000	\$75,000	\$55,000
Tennis Court (1 Court)	\$19,000	\$22,000	\$20,000
Tennis Court (2 Courts)	\$33,000	\$35,000	\$34,000
Tennis Court (3 Courts)	\$45,000	\$60,000	\$55,000

Source: Facility Guidelines, Maine SPO, Office of Comprehensive Land Use Planning, Dept of Economic and Community Development, April 1989.

Future Needs

The community values quality recreational facilities and resources. Through its actions it has expressed the need to continue to provide for and expand the resources. Primarily, residents believe that additional programs for all age groups, especially for senior citizens and teenagers, are needed.

Currently Hillsborough does not employ a full time recreation director. As the community grows the need for a full time professional should be studied.

Second, the Community does not have a Senior Center. Recreation and social interaction for senior citizens is very important. It improves the quality of life and general welfare of elderly people in the community. Typically, senior citizen recreation programs include “bingo nights”, field trips to cultural events and attractions, community dinners and social luncheons, as well as day trips to various tourist locations.

As is the case with the older members of the community, the teenage population lacks a community center and recreational program. Such programs can serve as positive influences on teenagers, and reduce loitering and other negative behavior. Common teenage programs include structured summer and “midnight” basketball games, field trips to sporting events and attractions, day trips (such as white water rafting), a rollerblade/skate board park, and teen dances. These programs usually are geared to youngsters under 17. It should be noted that a center for teenage socializing is being prepared on West Main Street, at least partly filling the needs cited above. Figure 10-3 lists Hillsborough facilities compared with suggested programs. Figure 10-4 gives approximate costs of such programs.

Summary and Recommendations

The following recommendations are meant as guidelines for improving recreational opportunities for all residents over the next years.

Recommendation 1

Hillsborough should develop a long term recreational improvement plan for expansion of existing and construction of new facilities.

Recommendation 2

The Park Board should periodically explore the need for a full time recreation director.

Recommendation 3

Hillsborough should consider and institute a senior citizen recreational program and community center.

Recommendation 4

Hillsborough should study the need for, and if warranted, implement a teenage recreation program.

Recommendation 5

Hillsborough should seek proper recreation exactions from developers proposing large residential developments.

Recommendation 6

The Park Board should periodically review staffing, equipment levels and condition of equipment in the parks. A long term equipment plan should be developed.

Chapter 11

HILLSBOROUGH TOWN CODE

The current Hillsborough Town Code was approved by the Town Meeting of 1989. Part I, *Administrative Legislation*, concerns the administrative business of the Town, while the Part II, *General Legislation* concerns all legislation of a regulatory nature. As is the case with many communities, some portion of the Hillsborough Town Code is outdated and irrelevant for the modern day. This chapter briefly summarizes the Town Code, provides an account of each chapter, and provides generalized recommendations regarding an update. The following chapters are found in the general legislation:

Chapter 91: ALARMS This chapter deals with false fire and police alarms, and penalties associated with false alarms.

Chapter 95: ALCOHOLIC BEVERAGES This chapter concerns the sale and manufacturing of alcoholic beverages. It also stipulates that the sale and consumption of alcohol in public places requires a license.

Chapter 101: BICYCLES This chapter dictates that all bicycles must be licensed, and are required to have lights. Bicycles may not be ridden on sidewalks.

Chapter 104: BOXING A holdover from the past, this chapter states that all bouts must be authorized.

Chapter 107: BUILDING CONSTRUCTION This chapter states that all building permits must be issued by the Selectmen. This chapter also adopts the National Fire Protection Association's Life Safety Code. Commercial construction requires recommendations of the Planning Board after a Site Review.

Chapter 110: NUMBERING OF BUILDINGS This chapter states that houses and all other buildings must have a number. Specifications are given.

Chapter 123: DOGS This chapter states that all dogs must be licensed. Free roaming dogs or dogs causing a nuisance may be impounded.

Chapter 127: DRIVEWAYS This chapter states that construction of all driveways requires a permit from the Superintendent of Public Works.

Chapter 132: EXCAVATIONS This chapter states that for all excavations a permit from the Selectmen is required.

Chapter 138: FLOODPLAIN DEVELOPMENT This chapter, re-adopted in 1999, requires a permit from the Selectmen for all building permits to be issued to properties in the floodplain. Further, this ordinance requires all developments to satisfy requirements from the Federal Emergency Management Agency. Procedures and requirements are included.

Chapter 140: FOOD PRODUCTION AND DISTRIBUTION This chapter affirms that food marketing and production is regulated by the State of New Hampshire.

Chapter 142: FUEL OIL This ordinance prohibits the delivery of oil to buildings not used for habitation. Furthermore, it is stated that installation of burners requires a permit from the Fire Chief.

Chapter 147: HISTORIC DISTRICT RULES This chapter regulates the use of buildings in the historic district (Center Village) and sets standards and requirements for Certificates of Approval from the Historic District Commission.

Chapter 152: LANDFILL This chapter sets rules for the use of landfill facilities.

Chapter 156: LOGGING AND WOOD CUTTING This chapter regulates bonding and permits for logging.

Chapter 160: LOON POND This chapter (modified in 1999) details restrictions for use of and building activities around Loon Pond, which serves as the Town's water supply.

Chapter 164: NOISE This chapter is about unnecessary and unreasonable creation of motor vehicle noise.

Chapter 170: PARKS This chapter gives rules for the use of the Town's parks.

Chapter 181: SEWERS This chapter provides detailed regulations for the use, construction and assessment of town sewers.

Chapter 185: SITE PLAN REVIEW This chapter details the regulations for Site Plan Review by the Planning Board for non-residential site plans and multifamily buildings.

Chapter 189: SNOW AND ICE This chapter states that snow and ice shall be placed so as to be without dangers to pedestrian and vehicular traffic.

Chapter 193: SOLID WASTE This chapter regulates the disposal of solid and hazardous waste.

Chapter 197: STREETS AND SIDEWALKS This chapter details street and sidewalk construction. Provisions of RSA 252 are adopted in this chapter.

Chapter 201: SUBDIVISION OF LAND In this chapter are the regulations for minor and major subdivisions in accordance with RSA 674:35 (previous RSA 36:19-29).

Chapter 205: SUNDAY ACTIVITIES This chapter states that municipal events such sports, movies, concerts and which require an admission fee, need permits.

Chapter 209: TAXATION This chapter deals with property tax exemptions: for solar energy; for senior citizens, for the blind. It gives procedures for tax liens.

Chapter 213: TAXICABS This chapter stipulates that all taxicabs need a license and insurance coverage.

Chapter 219: VEHICLES AND TRAFFIC This chapter concerns speed and parking restrictions; turns, stops and signage for most of the Town's streets.

Chapter 223: WATER This chapter details the regulations about the use of the municipal water supply.

Chapter 229: ZONING This chapter contains regulations about the zoning map and the land use requirements and signage in each of the zones.

On those subjects for which no local ordinance exists or only in a very limited form, State statutes apply.

Recent Revisions.

Recent improvements to the Town Code include the creation of a Central Business District, which was approved in 1999. This district allows residential use of buildings in the center of town, and releases businesses from the parking, setback and coverage requirements for commercial buildings. A newer version of the Loon Pond ordinance was approved in 1999. Chapter 138, Flood Plan Development, which had been originally inserted in the Code without following proper procedures, was also approved in 1999.

Summary

Several chapters of the Town Code are out-of-date, are ignored or not enforced. Many of these chapters need review. Chapters especially in need of updating include Site Plan Review, Subdivision Review and the Zoning Ordinance. Close examination of these Land Use chapters reveals a number of inconsistencies and minor errors that should be corrected. Further, the Town's Highway Regulations should be examined to insure that current industry standards are being applied.

Recommendation. Revision of Town Code

The Planning Board should consider a revision of the Town Code in cooperation with the Selectmen. Priority should be given to the Chapter on Zoning with special attention to new provisions in accordance with the recommendations of the Chapter on Land Use.

APPENDICES

- Appendix 1 Community Profile
- Appendix 2 1997 Planning Board Survey
- Appendix 3 1998 Economic Survey