

Chapter Eleven

Public Facilities and Services

Introduction

This chapter provides a summary of existing public facilities and services within the Southern New Hampshire Planning Commission (SNHPC) region. These facilities include Education, Police Protection, Fire Protection, Emergency Services, Library Services and Government Offices (a map of the location of these facilities is provided at the end of this chapter). Other public facilities such as utilities, sewer, water, solid waste and stormwater are addressed in the Public Utilities and Communication chapter. Inclusion of a Public Facilities chapter serves many purposes. This information can be used to evaluate and coordinate public safety and service needs at a regional level and to aid communities in planning for necessary services and facilities to address the region's growth.

In doing so, each municipality within the State has the option to prepare and update a Capital Improvements Plan (CIP), as authorized by NH RSA 674:5. The CIP contains a list of projects that are either currently under construction, or are recommended for future construction in order to better serve the community. The CIP is used as a guide in consideration of annual budgets, and as a tool to implement the master plan.

A critical issue facing all communities within the region is how to fund and pay for increasing cost of services and public facilities. The region as a whole is quickly realizing that a community paying for facilities on their own is no longer sustainable and the need for regional services has become a necessity.

Much of the information presented in this chapter is based upon data obtained from the most current Town Report, Master Plan and CIP of each community, as well as information provided by School Administrative Offices, and the New Hampshire Departments of Education and Revenue Administration. Table 1 identifies the current status of each community's CIP. All municipalities within the region have adopted a CIP.

**Table 11.1
Capital Improvement Plans by Municipality**

Municipality	Plan Years	Adoption
Auburn	2008-2014	2008
Bedford	2006-2015	2005
Candia	2006-2011	2006
Chester	2008-2014	2008
Deerfield	2005-2010	2004
Derry	2007-2012	2006
Goffstown	2006-2011	2005
Hooksett	2006-2011	2005
Londonderry	2007-2012	2005
Manchester	2006-2011	2005
New Boston	2006-2011	2005
Raymond	2005-2010	2005
Weare	2006-2015	2005

Source: SNHPC

Overall Goal

Work to foster mutually supportive arrangements between communities for the provision and sharing of essential services, facilities and equipment.

Public Survey Results

The Public Facilities Survey was developed to garner public input regarding what SNHPC communities identified as the greatest deficiencies in their public facilities. It also seeks to identify which areas are of the greatest concern moving forward into the future. Over 100 respondents replied to the survey, which was made available to Town Planners, Town Managers, Public Works Directors, Board of Selectmen, Planning Boards, and Conservation Commissions within the region. The survey was posted on the SNHPC website, between October 1st, 2010 and December 1st, 2010. Every SNHPC region community participated in the survey.

- Are you aware of any major issues or problems with any of the public facilities in your community?
 - 46 percent of respondents identified major problems or issues with the public facilities in their communities.
- Which type of public facility is in need of some form of improvement in your community?
 - The highest areas of concern on a region-wide scale were for schools and town office buildings/town halls, with each receiving 19 percent of all responses. Recreational facilities ranked second highest at 18 percent of the total. Of course, each community had different areas of concern. For

instance, respondents in Derry overwhelmingly noted the need for more recreational facilities in their community, while a majority of Bedford respondents indicated the Town needs improved town office buildings/town hall.

- With the expansion of I-93, the population of the region is anticipated to grow. Do you think the public facilities in your community will be able to continue to keep pace with this growth?
 - 46 percent of respondents felt that the public facilities in their community would be able to handle the anticipated growth expected to come with the expansion of I-93 while 43 percent did not think they would be able to keep pace. 11 percent were unsure.
- Are the schools in your community overcrowded or has there been a decline in students K-12?
 - 21 percent of respondents said yes. Among SNHPC communities Manchester had the highest percentage of respondents who felt schools in their community were overcrowded (71 percent of respondents).
 - When asked if respondents felt school attendance in their community was declining, 64 percent said yes. 100 percent of respondents from Londonderry felt that school enrollment in their community was declining.
- Does your community assess impact fees for schools and other public facilities?
 - 48 percent of people responded that their community does assess impact fees for schools and other public facilities. Nine percent of those who took the survey said yes and 72 percent said no. 19 percent were unsure.
- Would you support establishing “cost sharing pools” and other similar financing arrangements, such as sand, salt, computers, IT and other services to reduce costs?
 - 73 percent of respondents were in favor of establishing “cost sharing pools” and other similar shared financing arrangements in an attempt to cut municipal costs while 11 percent were against it and 16 percent were unsure.
- Is your community currently supporting and funding its Capital Improvement Program (CIP)?
 - 68 said that their community was currently supporting its Capital Improvement Program (CIP) and 16 said it was not. 15 percent were unsure.
- Many states have adopted legislation which would provide for the creation of “public facility districts” with independent taxing authority which may mandate contiguous groups of municipalities and counties. Do you think this would be feasible in New Hampshire to consolidate and share certain public facilities such as public works, police, fire, planning, building inspection, etc.?

- 33 percent of respondents answered yes to this question, 37 percent answered no, and 30 percent were unsure.

Needs and Concerns

Based on the public survey results the most important issues facing the SNHPC region are:

- Rising cost of public facilities;
- Coordination of services; and
- Regional preparedness for emergencies.

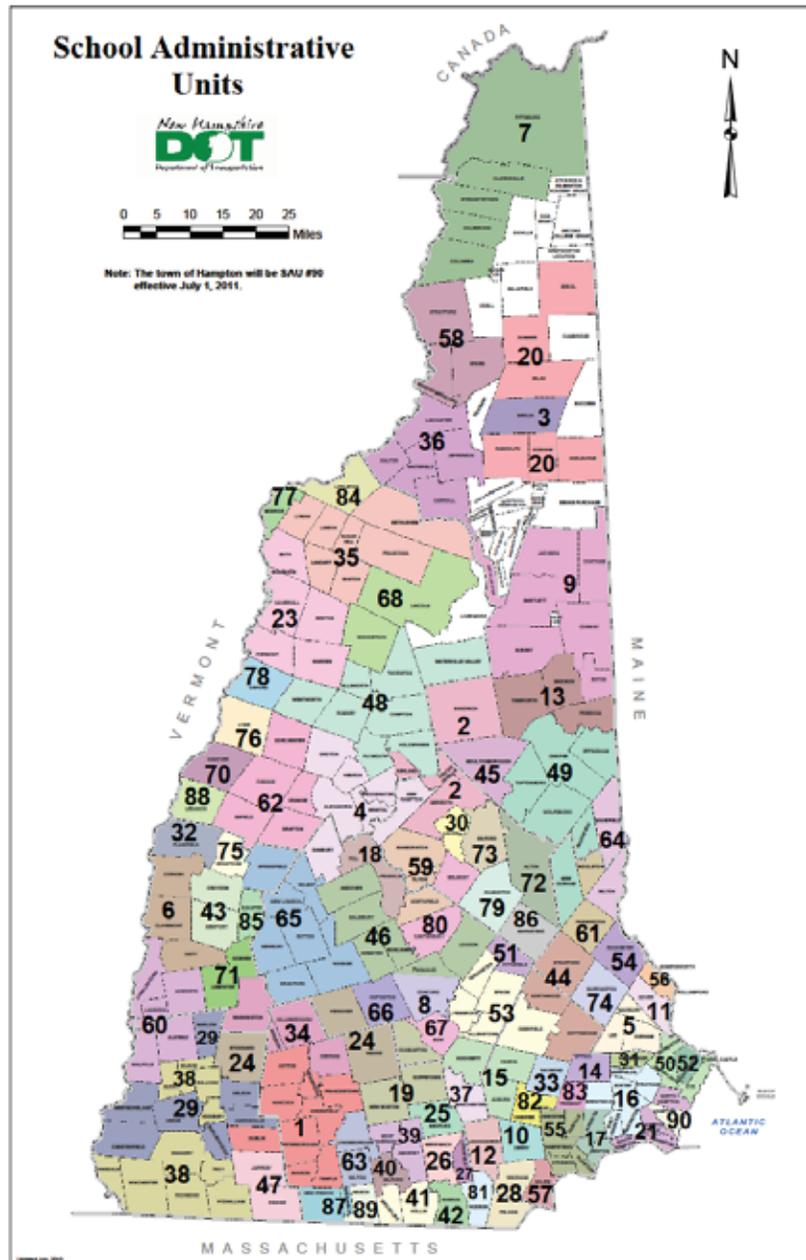
Education

The SNHPC region contains numerous public and private schools of various sizes and purposes. Based upon New Hampshire Department of Education data, there are currently a total of 88 schools located within the region as of the 2010-2011 academic year. These include 62 public schools and 26 private schools. A complete list of schools in the region can be found at the end of this chapter in Tables 21 and 22.

Each public school within the State belongs to a School Administrative Unit (SAU). SAUs are comprised of school districts located within either one or several communities. They are responsible for administrative and financial services, including regular meetings with school boards and preparing annual reports on the status of each school district. There are a total of 11 different SAUs covering the SNHPC region:

Auburn – SAU 15	Hooksett – SAU 15
Bedford – SAU 25	Londonderry – SAU 12
Candia – SAU 15	Manchester – SAU 37
Chester – SAU 82	New Boston – SAU 19
Deerfield – SAU 53	Raymond – SAU 33
Derry Cooperative – SAU 10	Weare – SAU 24
Goffstown – SAU 19	Pinkerton Academy – SAU 202

Only two SAUs shown above cover multiple municipalities located within the SNHPC region. SAU 15 handles the Towns of Auburn, Candia and Hooksett while SAU 19 handles the Towns of Goffstown and New Boston. All other municipalities located within the region either have their own SAU, or share an SAU with municipalities that lie outside of SNHPC’s jurisdiction. Even Pinkerton Academy, which is located in the Town of Derry, has its own SAU that is separate from the Town of Derry itself. Also noteworthy is in March 2006, each of the three municipalities comprising SAU 14 (Chester, Epping and Fremont) voted to withdraw. In July 2006, Chester officially formed and became a member of SAU 82.



As a result of increasing population growth within the region, two new public schools in the communities of Bedford and Weare have been constructed in the past five years, and one existing school in Raymond has completely been rebuilt and enlarged. The Town of Bedford constructed a combined Middle and High School campus that was completed in September of 2007. The combined new facility of both Bedford Middle and High School has a capacity of 1,900 students. Once the new facility opened, Bedford's existing McKelvie Middle School was able to become an intermediate level school serving grades 5 and 6. Before the transition, McKelvie Middle School hosted 6th, 7th and 8th grade, and was over capacity by 226 students.

The Town of Weare's new Middle School, which was completed on September 2007, has a student capacity of 920 students. This new school helped relieve over crowding within the Town's older school building. In a similar fashion, the Town of Raymond rebuilt the Iber Holmes Gore Middle School in December of 2006. This newly rebuilt school now supports a capacity of 823 pupils.

According to the New Hampshire Department of Education, there are a total of ten public high schools that support the region, nine of which are built within the region (Concord Senior High takes Deerfield students but resides in the city of Concord). Seven of these schools are regional schools (Table 2). Together these schools had a total enrollment of 16,492 students during the 2010-2011 academic year and a combined total capacity of 19,412 pupils.

Londonderry Senior High School, Raymond High School and newly built Bedford High School are the only public high schools within the region not serving multiple communities. Raymond has a total student population of 453 with plenty of room for growth. However, during the 2010-2011 academic year, Londonderry Senior High School had a student population of 1,730, which is 470 students under the school's capacity of 2,200 students, and Bedford's class is at 1,305 with a maximum capacity of 1,400. The enrollment numbers show the need for increased facilities with each High School nearing its capacity.

The City of Manchester's three high schools are experiencing capacity issues. West High School in Manchester have improved somewhat, with the completion of the new high school in Bedford; however the situation at Memorial High School is growing worse and currently, Memorial High School is over capacity.

School capacity is based upon the State of New Hampshire's recommended minimum square footage per pupil and minimum total square footage per general-purpose classroom, including laboratories and other special purpose classroom space. These standards are specified in the NH Code of Administrative Rules Ed 321.

While school capacity is continuing to be an issue within the region, the cost of providing educational services and programs is an ongoing and increasing expense for many of the region's municipalities. Total educational budgets for each community within the region for fiscal years 2005-06 through 2010-11 are shown in Table 11.3, and projected educational expenses are depicted in Table 4 for fiscal years 2010-11 through 2014-15. As can be seen by this data, all municipalities within the region have, and are likely to continue experiencing growth in education costs.

**Table 11.2
SNHPC Regional High Schools**

School	Communities Served	2010-2011 Total Enrollment	SNHPC Municipality Enrollment	School Capacity
Bedford High School	Bedford	1,305	1,305	1,400
Concord Senior High School	Deerfield, Concord	2,190	202	2,400
Goffstown Area High School	Dunbarton [^] , Goffstown, New Boston	1,233	1,102	1,340
John Stark Regional High School	Henniker [^] , Weare	792	552	1,269
Londonderry Senior High School	Londonderry	1,730	1,730	2,200
Manchester Central High School	Candia, Deerfield, Hooksett, Manchester, Deerfield	2,232	1,667	2,284
Manchester Memorial High School	Auburn, Deerfield, Manchester	2,030	1,796	1,782
Manchester West High School	Hooksett, Manchester	1,358	1,192	1,937
Pinkerton Academy*	Auburn, Chester, Derry, Hampstead [^]	3,169	3,169	3,400
Raymond High School	Raymond	453	442	1400

[^] - Community located outside SNHPC region

*- Current statistics, all Auburn students will be attending Pinkerton Academy by 2013

Sources: NH Department of Education School Administrative Units

**Table 11.3
Education Budgets by Municipality***

Municipality	FY 00-01	FY 05-06	FY 10-11	Percent Change FY 2005 to 2010
Auburn	\$5,918,807	\$9,471,705	\$11,352,309	19.85%
Bedford	\$27,297,645	\$42,820,682	\$58,566,290	36.77%
Candia	\$5,118,074	\$6,880,382	\$7,985,018	16.05%
Chester	\$5,648,671	\$9,521,870	\$11,220,677	17.84%
Deerfield	\$5,955,132	\$9,992,540	\$13,392,289	34.02%
Derry	\$43,917,786	\$68,336,008	\$74,460,758	8.96%
Goffstown	\$19,795,236	\$30,079,459	\$35,627,392	18.44%
Hooksett	\$12,262,084	\$21,663,139	\$27,239,497	25.74%
Londonderry	\$39,868,279	\$62,105,142	\$67,902,340	8.54%
Manchester	\$106,372,292	\$147,716,169	\$146,393,771	-.89%
New Boston	\$5,724,795	\$8,220,277	\$11,203,539	36.29%
Raymond	\$14,388,914	\$19,564,627	\$22,060,620	12.76%
Weare	\$7,002,366	\$9,835,200	\$14,178,128	44.16%

*Education budgets shown reflect total voted appropriations by each municipality less facilities, acquisitions and construction costs
Source: SAUs, MS-22 Reports filed with the NH Department of Revenue

Police Protection

Police protection is a necessary element for the safety and well being of everyone. Municipalities within the region have a broad range of police departments, and each department employs various numbers of police officers and staff. Most of the police officers in the region are full-time or part-time, however the towns of Bedford and Derry also have civilian officers who perform minor duties. Police officers are trained to handle numerous situations and calls for service. Calls for assistance can range from incidents such as motor vehicle accidents and speeding violations, to family and domestic disputes, and criminal offenses.

Police departments within the region utilize a variety of methods to dispatch their officers. Seven departments use their own dispatcher, while the others use either the Goffstown dispatcher or the Rockingham County Dispatcher. Auburn uses its own dispatcher from 8:00 A.M. until 4:00 P.M. and then converts to Rockingham County Dispatch for the evening and overnight hours.

Each department also faces an annual replacement of equipment and vehicles. Police vehicles, especially cruisers, rapidly accumulate miles due to the heavy amount of travel they endure. (For example, the Town of Weare expects to place an annual request for replacement of two police cruisers each year as a direct result of high mileage.) Vehicles that are replaced typically are sold at auction or donated to a department in need of a newer vehicle. With this annual routine comes increased budget concerns.

The City of Manchester has the largest police budget in the region. For fiscal year 2010-11, the budget was \$18,964,559 (Table 11.4). The smallest police department budget belongs to the Town of Chester, whose budget for fiscal year 2010-11 was \$408,104.

Nearly every community in the region experienced a small increase in their police budget from fiscal year 2009-10 to fiscal year 2010-11 (see Table 11.4). These budget increases allow for small upgrades to be made by each department in needed areas, and help reduce the strain of unforeseen police expenditures.

Table 11.4 Police Budgets by Municipality

Municipality	FY 2000-01	FY 05-06	FY 10-11	Percent Change FY 2005 to 2010
Auburn	\$547,476	\$780,053	\$946,550	21.3%
Bedford	\$2,024,533	\$2,714,029	\$3,642,685	34.2%
Candia	\$425,693	\$620,027	\$583,845	-5.8%
Chester	\$254,601	\$347,345	\$408,104	17.5%
Deerfield	\$325,292	\$542,826	\$617,972	13.8%
Derry	\$3,703,993	\$6,710,922	\$8,507,669	26.8%
Goffstown	\$2,020,644	\$3,377,061	\$3,610,632	6.9%
Hooksett	\$1,418,241	\$2,382,714	\$3,913,308	64.2%
Londonderry	\$3,887,986	\$5,736,562	\$6,500,195	13.3%
Manchester	\$16,357,345	\$21,297,533	\$18,964,559	-10.9%
New Boston	\$281,237	\$403,420	\$597,787	48.2%
Raymond	\$853,077	\$1,499,820	\$1,601,898	6.8%
Weare	\$503,474	\$859,609	\$1,200,115	39.6%

Source: MS-2 Reports filed with the NH Department of Revenue

In order to assist with police response and combine efforts for budget reductions, a police department may contract their services to neighboring communities. This allows for better response times in certain areas, and helps to take the strain off of a single department. The only department within the region currently practicing this is the Goffstown Police Department, which responds to dispatch calls in both New Boston and Weare. These contractual agreements are in addition to mutual aid agreements that communities may share. Mutual aid agreements allow for police from one community to lawfully enter into another community to assist in the resolution of an emergency situation.

Officer-to-population ratios can serve as good indicators of demand for law enforcement services.¹ While these averages will vary depending upon local economic conditions, perceived crime problems and community values, they represent benchmarks that can be

¹ Municipal Benchmarks, David N. Ammons, 2nd Edition, 2001, page 301.

used as a general level to assess adequacy of service and police staffing within the region. As shown in Table 11.5, all the communities within the region have less than 2.2 and 2.7 full-time staff per 1,000 population, which is less than the FBI benchmarks suggest.

Table 11.5
Police Employees by Municipality

Municipality	Police Employees*		2010 Population	Full-time staff/1,000 Population ratio
	2005	2010		
Auburn	9	9	4,953	1.550
Bedford	41	47	21,203	1.451
Candia	7	7	3,909	1.558
Chester	2	6	4,768	1.795
Deerfield	10	7	4,280	1.611
Derry	73	70	33,109	1.473
Goffstown	37	29	17,651	1.609
Hooksett	34	45	13,451	1.299
Londonderry	73	75	24,129	1.322
Manchester	277	220	109,565	1.498
New Boston	5	7	5,321	1.760
Raymond	28	24	10,138	1.422
Weare	10	10	8,785	1.879

Benchmark is 2.2:1,000

*Full time employees only

Sources: Town Offices and Local Government Center

Fire Protection

Similar to police protection, fire protection and fire suppression encompasses multiple areas. Fire protection calls are handled by both full-time and part-time staff. Calls range from the obvious fire rescue and hazardous material calls to the more sporadic downed power line and animal rescue calls.

Mutual Aid agreements are a common method for handling emergency situations. As with police mutual aid agreements, one municipality can call upon another municipality during an emergency when in need of assistance. Mutual aid agreements are used nationwide, and are a beneficial tactic for fire departments to use when handling an emergency situation.

In terms of budgets, the largest fire department in the region is in the City of Manchester, which has a fiscal year 2010-11 budget of \$18,524,852 (Table 11.6). The second-largest department is in the Town of Derry, which has a budget of \$10,087,078. The smallest budget in the region for fiscal year 2005-06 is in the Town of Deerfield, whose budget is only \$77,863. It should be noted, however that fire budgets in Bedford, Manchester,

New Boston, and Londonderry appear larger than they really are. This is because these communities do not break out their ambulance and emergency budgets from their fire budgets. The same applies to the Town of Goffstown, which stopped separating their fire and emergency budgets after fiscal year 2002-03.

Four of the thirteen fire budgets across the region experienced cuts from fiscal year 2009-10 to fiscal year 2010-11 (see Table 11.6). The largest decrease was in Auburn, which cut the fire budget by \$40,656. None of the other budget-cutting municipalities slashed \$10,000. The largest fire budget increase however was in the Town of Derry, which increased its fire budget by \$81,669 from fiscal year 2009-10 to fiscal year 2010-11. Budget increases in general allow for necessary upgrades, in addition to being better prepared for emergency repair situations or other unforeseen expenditures.

**Table 11.6
Fire Protection Budgets by Municipality**

Municipality	FY 00-01	FY 05-06	FY 10-11	Percent Change FY 05 to 10
Auburn	\$134,754	\$197,366	\$351,535	78.11%
Bedford	\$1,109,374	\$1,799,670	\$3,418,129	89.93%
Candia	\$87,500	\$102,000	\$99,050	-02.89%
Chester	\$41,084	\$202,569	\$313,027	54.53%
Deerfield	\$39,160	\$54,963	\$77,863	41.66%
Derry	\$3,329,499	\$6,779,871	\$10,087,078	48.78%
Goffstown	\$1,320,379	\$2,030,096	\$2,350,706	15.79%
Hooksett	\$1,174,738	\$1,979,051	\$3,322,868	67.90%
Londonderry	\$2,849,815	\$4,450,910	\$5,637,268	26.65%
Manchester	\$15,446,252	\$21,515,501	\$18,524,852	-13.90%
New Boston	\$91,550	\$123,860	\$211,492	70.75%
Raymond	\$247,894	\$367,385	\$415,247	13.03%
Weare	\$144,035	\$250,988	\$267,828	06.71%

Source: MS-2 reports filed with NH Department of Revenue

Similar to police, fire departments are also constantly in need of new equipment and vehicles. Replacement fire trucks and tankers are critical for public safety. Without updated and new equipment, the risk for breakdown and inadequate utilities could potentially lead to a severe problem during an emergency. Many departments are using equipment and vehicles that are quite old and in need of replacement. These needs are reflected within the CIPs.

Fire departments can contract out their service to neighboring communities. This method proves effective in cutting response time, allows for more success when handling a situation, and helps to save costs for the smaller communities taking advantage of this service.

Staffing statistics compiled by the National Fire Protection Association (NFPA) reveal different lengths of workweeks and ratios of career firefighters per 1,000-population for various sizes of communities. These staffing statistics or norms differ by region. Northeastern municipalities tend to employ higher ratios of career firefighters than do other regions. The average ratio for communities with populations of 25,000 to 49,999 is 1.76; a population of 50,000 to 99,999 is 2.07; and a population of 100,000 to 249,999 is 2.46. No ratios are available for municipalities smaller than 25,000 people.²

For the purpose of this chapter, the NFPA benchmarks can be compared to the existing ratios as shown in Table 11.7. The ratios indicate that full-time firefighting staffing levels vary significantly throughout the region, and that most of the three municipalities greater than 25,000 people in size have less than 2.46 full-time staff per 1,000-population, which the NFPA benchmarks suggest.

**Table 11.7
Fire Employees by Municipality**

Municipality	Fire Employees*		2010 Population	Full-time Fire Employee/1,000 Population ratio
	2005	2010		
Auburn	2	2	4,953	1.2477
Bedford	25	29	21,203	1.731
Candia	0	0	3,909	n/a
Chester	1	1	4,768	1.4768
Deerfield	0	11	4,280	1.389
Derry	77	73	33,109	1.454
Goffstown	14	17	17,651	1.1038
Hooksett	29	35	13,451	1.384
Londonderry	42	47	24,129	1.513
Manchester	258	258	109,565	1.425
New Boston	0	0	5,321	n/a
Raymond	4	4	10,138	1.2535
Weare	0	0	8,785	n/a

*Full time employees only

n/a – no NFPA benchmark is available for communities with less than 25,000 population

Sources: Town Offices and Local Government Center

Generally, these ratios should not be taken as absolute prescriptions or requirements for determining staffing needs. Each community needs to determine its own standards considering local factors, such as the use of volunteers, the population density of the community, and other factors that influence fire risk. There is no “one size fits all” standard for every community within the region.

² Municipal Benchmarks, David N. Ammons, 2nd Edition, 2001, Table 11.3, page 144.

Ambulance and Emergency Services

Another key public safety element is the provision of ambulance and emergency services. Emergency rescue services are often a joined unit of fire protection services, but these services can be a separate entity as well. As with some police and fire departments, emergency rescue services can be contracted out to neighboring communities, or they can be provided through a private emergency rescue company.

As discussed earlier, there are several communities that do not separate their fire and emergency service budgets, and therefore no ambulance budget information is available. Of the municipalities not separating their fire and emergency budgets, the largest emergency budget belongs to the Town of Derry, which commands just under \$672,758, giving them the largest budget in the region by far (Table 11.8). The smallest emergency service budgets within the region belong to the towns of Candia, who has only \$8,700 for fiscal year 2010-11.

Table 11.8*
Ambulance and Emergency Service Budgets by Municipality

Municipality	FY 00-01	FY 05-06	FY 10-11	Percent Change FY 2005 to 2010
Auburn	\$45,000	\$45,000	\$51,851	15.2%
Bedford	NBO	NBO	NBO	n/a
Candia	\$16,000	\$6,000	\$8,700	45.0%
Chester	\$25,000	\$32,000	\$55,500	71.9%
Deerfield	\$4,500	\$6,000	\$21,662	261.3%
Derry	\$1,081,931	\$1,956,935	\$672,758	-65.6%
Goffstown	\$20,350	NBO	\$2,055	n/a
Hooksett	\$47,796	\$66,507	\$105,950	59.3%
Londonderry	\$244,249	\$358,334	NBO	n/a
Manchester	NBO	NBO	NBO	n/a
New Boston	NBO	NBO	\$10,480	n/a
Raymond	\$41,905	\$42,905	\$45,730	6.6%
Weare	NBO	NBO	\$14,400	n/a

*NBO indicates that the Emergency Budget is not broken out from the Fire Budget

n/a – information is not available

Source: MS-2 reports filed with the NH Dept. of Revenue

There are a total of seven communities within the region that contract their emergency rescue service out to a neighboring community or have their service provided by a private entity. These municipalities include: Auburn, Candia, Chester, Deerfield, Hooksett, Manchester and Raymond. The towns of Auburn and Chester contract with the Town of Derry's Fire Department for emergency services. Candia and Manchester contract with Rockingham Ambulance. The Town of Hooksett contracts with Tri-Town Ambulance service and the Town of Deerfield contracts service with Raymond Ambulance Service.

Generally, measurements of adequacy and performance of a municipality's emergency management services are not based on population standards or ratios. Among the many key aspects of emergency management service (EMS) performance is speed of response.

According to a 1989 study of emergency management service in Washington, D.C., the national medical community and the EMS industry have defined a two-part standard for EMS responsiveness: “90 percent of EMT responses should be within 4 minutes, and 90 percent of paramedic responses should be within 8 minutes.”³ However, as noted in Municipal Benchmarks, reported performance targets, as well as the experience of the cities examined, skews the data. An 8-minute standard might be more realistic, but a 4-minute standard would be difficult for most municipalities to reach.⁴

Determining response times is a difficult task because this data is heavily dependent upon the proximity of EMS stations to the population centers being served. Many communities within the region have old fire stations that were built when population densities were focused around the center of town. Today, with increased growth and development, the population is more spread out and EMS stations are not able to provide adequate response times to the rural areas of town.

As depicted in the CIPs, many of the region’s communities are only now beginning to build new stations at proper locations to enable broader coverage. The Town of Raymond’s new station is an example. The Town of Londonderry recently received approval to build two new substations.

Volunteer EMT staff that is not always ready or available to respond further complicates the response time issue. Response times can be greatly improved when community stations are staffed with part-time or full-time help. Some communities such as the Town of Deerfield have addressed this issue by allowing the fire department to send out an engine on every call along with the ambulance.

In addition to these issues is the overall aging of the region’s population. With more senior citizens and senior housing projects, including age restricted housing, the need and demand for ambulance service has increased. Because of these issues, the State of New Hampshire has recently instituted a tracking system to begin to monitor EMS calls throughout the state. While this is an important function, response times are not requested or monitored.

Library Services

Libraries offer a valuable service to the general public. Currently, there are a combined total of 15 libraries located throughout the region’s 13 communities. The Town of Derry and the City of Manchester each have two libraries, while all the other municipalities each have one.

The region’s largest library system belongs to the City of Manchester. The City’s library budget is also the highest in the region, at approximately \$2,076,760 (Table 11.9). The next largest library belongs to the Town of Derry with a budget of \$1,274,443.

³ Municipal Benchmarks, David N. Ammons, 2nd Edition, 2001, pg. 105.

⁴ *Ibid.* pg. 105.

The smallest libraries within the region are located in the towns of Chester and Deerfield. All three of these municipalities' library budgets are less than \$100,000 each.

In David N. Ammons's Municipal Benchmarks, 2nd Edition, it is noted that persons wishing to judge the adequacy of local public library facilities, collection, staff, and performance can utilize the selected standards for public libraries developed by the International Federation of Library Associations and Institutions (IFLA) and statistics compiled by the U.S. Department of Education.⁵ There are also numerous facility standards including the standards of accessibility prescribed by the federal Americans with Disabilities Act of 1990 (ADA, 42, U.S.C./12100), which allow persons with physical disabilities to enjoy library facilities.

For the purpose of this chapter, it is suggested that the IFLA standards be utilized. These standards suggest that in small libraries there should be at least three volumes per capita, and in medium to large libraries two volumes per inhabitant. Also, in the smallest libraries there should be one full-time qualified librarian with clerical assistance, and in medium and larger libraries one qualified librarian per 2,000 population.⁶

In comparing these benchmarks with the information contained in Table 15, the following can be observed. Generally, the overall standard of one qualified librarian per 2,000-population in all the medium and large libraries throughout the region has not been met. However, many of the region's larger libraries also have part-time staff to make up for the number of qualified librarian staff. In addition, all the smallest libraries within the region have adequately addressed the standard of one full-time qualified librarian with clerical assistance.

With regard to the number of volumes at each library, only the Town of Goffstown has less than the suggested benchmark of two volumes per inhabitant. All of the other libraries within the region have an adequate number of volumes per the recommended benchmarks.

In terms of public use or visitation of library facilities, the U.S. Department of Education provides a breakdown of annual visits per capita based on population size. These per capita rates vary from 4.7 for populations less than 4,999, 5.0 for populations less than 24,999, 4.6 for populations less than 49,999, 4.0 for populations less than 99,999, and 3.7 for populations less than 249,999.⁷ Based upon these per capita numbers, only the Towns of Bedford, Derry and Londonderry equal or exceed the suggested annual visitation benchmark numbers. Datum for the Town of Chester is unavailable as a door counter is not in place at the library.

⁵ Municipal Benchmarks, David N. Ammons, 2nd Edition, 2001, pg. 217.

⁶ Ibid. pg. 216.

⁷ Ibid. Table 16.15, pg. 230.

**Table 11.9
Library Budgets by Municipality**

Municipality	FY 00-01	FY 05-06	FY 10-11	Percent Change FY 05 to 10
Auburn	\$51,357	\$82,896	\$120,958	45.9%
Bedford	\$425,170	\$659,940	\$984,652	49.2%
Candia	\$76,920	\$125,600	\$125,955	00.3%
Chester	\$73,935	\$94,500	\$86,929	-8.01%
Deerfield	\$42,205	\$64,605	\$82,797	28.2%
Derry	\$932,040	\$1,043,754	\$1,274,443	22.1%
Goffstown	\$358,929	\$541,884	\$675,805	24.7%
Hooksett	\$269,395	\$346,056	\$509,407	47.2%
Londonderry	\$715,804	\$1,114,573	\$1,236,179	10.9%
Manchester	\$2,302,570	\$2,701,475	\$2,076,760	-23.1%
New Boston	\$94,971	\$135,405	\$217,550	60.7%
Raymond	\$127,880	\$178,381	\$209,372	17.4%
Weare	\$100,601	\$157,892	\$174,194	10.3%

Source: SNHPC

Government Offices

Most municipalities include the following common government offices:

Town Administrator/Manager	Building Inspection/Code Enforcement
Tax Assessor	Finance
Insurance	Town Clerk
Tax Collector	Legal
Planning/Zoning	Town Council/Board of Selectmen
Public Works	

Within the region, these offices are generally housed within one municipal office building or town hall, making public access to government functions much easier for residents. Presently, there are no comprehensive space or facility standards for government offices or municipal office buildings within New Hampshire, except for federal and state ADA requirements for public access. The size and use of most government office buildings is generally determined based upon the local needs of each municipality as well as the functions and size of each department, including public access considerations.

Improvements to government offices are typically included in the CIP and the municipality's budget requests year to year. The City of Manchester has the largest overall governmental budget within the SNHPC region, having just over \$142 million during fiscal year 2005-06 (see Table 11.11). The next-largest budget for government services belongs to the Town of Derry, which has approximately \$28 million at its disposal. Conversely, the smallest operating government budget belongs to the Town of Candia, which had just under \$2 million; the only community in the region having under

\$2 million. Overall, ten municipalities within the region experienced an increase in their government budget from fiscal year 2004-05 to fiscal year 2005-06. Those experiencing a decrease in their budget were the towns of Auburn and Chester and the City of Manchester.

**Table 11.11
General Government Budgets by Municipality**

Municipality	FY 00-01	FY 05-06	FY 10-11	Percent Change FY 05 to 10
Auburn	\$1,940,744	\$3,062,676	\$4,601,284	50.02%
Bedford	\$9,059,254	\$16,470,963	\$24,372,702	48.00%
Candia	\$1,060,483	\$1,850,950	\$2,355,410	27.25%
Chester	\$1,592,388	\$2,572,563	\$3,543,489	37.74%
Deerfield	\$1,953,423	\$2,971,841	\$3,408,321	14.69%
Derry	\$16,761,933	\$28,370,603	\$34,968,039	23.25%
Goffstown	\$11,935,224	\$12,272,509	\$18,927,383	54.23%
Hooksett	\$6,454,692	\$12,739,765	\$22,773,011	78.76%
Londonderry	\$14,911,310	\$16,525,772	\$28,672,409	73.50%
Manchester	\$113,624,154	\$142,298,373	\$126,578,359	-11.05%
New Boston	\$1,947,158	\$3,508,553	\$4,018,063	14.52%
Raymond	\$5,774,592	\$8,460,617	\$7,030,242	-16.91%
Weare	\$2,982,831	\$3,775,457	\$4,563,489	20.87%

Source: MS-2 Reports filed with the NH Department of Revenue

**Table 11.12
General Government Employees**

Municipality	Government Employees						Average Number of Employees 2005- 2010
	2005	2006	2007	2008	2009	2010	
Auburn	8	8	8	8	8	8	8.0
Bedford	45	46	45	43	43	44	44.3
Candia	6	6	6	6	6	6	6.0
Chester	4	4	5	6	6	6	5.2
Deerfield	7	8	12	13	13	13	11.0
Derry	84	87	89	89	87	88	87.3
Goffstown	48	43	49	49	54	57	50.0
Hooksett	52	45	44	42	48	51	47.0
Londonderry	81	95	105	113	117	113	104.0
Manchester	700	692	697	736	714	719	709.7
New Boston	20	20	21	21	21	23	21.0
Raymond	23	23	25	25	26	25	24.5
Weare	25	26	24	25	27	28	25.8

Source: SNHPC, 2010 Census

Property Values and Tax Rates

Local property taxes, bonds and other state and federal aid provide the bulk of funding for most governmental services and facility improvements. The tax rate is set each year by the New Hampshire Department of Revenue. Tax rates are based upon municipal reports submitted to the state identifying the municipal budget adopted by the community, and the total assessed valuation of property within the community, including the amount of taxes levied and collected in prior years.⁸

The value of property and the tax rate plays an important factor in a municipality's ability to fund capital improvements. As a result, it is important for municipalities to maintain a high equalization ratio, which reflects how the assessed value of property equates to full market value. Generally, an equalization rate approaching 100 percent is desired. However, this is not always possible and cannot be achieved unless a community-wide property revaluation takes place on a regular basis.

There are also local tax districts, which affect how tax rates are set and levied. The Town of Derry had previously been divided into two separate tax districts: Derry and East Derry. This division was the result of there being two separate fire rates for each district. The East Derry Fire Precinct consolidated with the Derry Fire Department effective July 1, 2005, and it formally closed and ceased operations as of January 1, 2006. Therefore, Derry now has only one tax district.

In 2010, the highest equalized tax rate in the SNHPC region belonged to the City of Manchester at \$10.74. While Derry's tax rate is currently the highest in the region with \$28.48, Weare finds itself as the lowest with \$16.60. The Town of Raymond was the only municipality to decrease its rate from \$18.28 to \$18.14.

Table 11.13
Tax Rates per \$1,000 from 2000-2010 by Municipality

Municipality	2000	2005	2010	Equalized Tax Rate
Auburn	\$15.05	\$11.30	\$19.39	3.88
Bedford	\$16.50	\$13.78	\$19.62	4.27
Candia	\$16.88	\$14.62	\$19.90	4.34
Chester	\$18.08	\$16.40	\$18.79	4.88
Deerfield	\$19.98	\$17.95	\$22.96	4.26
Derry	\$23.32	\$19.07	\$28.48	9.14
Goffstown	\$22.14	\$18.37	\$22.91	9.26
Hooksett	\$18.76	\$17.06	\$21.68	6.27
Londonderry	\$22.30	\$16.82	\$20.33	5.00
Manchester	\$22.70	\$14.55	\$17.81	10.74
New Boston	\$20.25	\$14.27	\$17.25	5.02
Raymond	\$21.64	\$18.28	\$18.14	5.06
Weare	\$20.47	\$14.29	\$16.60	3.33

Source: NH Department of Revenue

⁸ See <http://www.nh.gov/revenue/git-rev.htm> for more information.

Future Conditions

Many new facilities were necessary as a result of the region's current and projected future growth. In addition, the basic need to update and replace obsolete and inadequate current facilities has become a priority for most communities in the region.

A brief description of planned projects can be found within each municipality's CIP. A list of all the major projects that are either currently under construction or planned for construction in the near future is provided at the end of the chapter.

The Town of Bedford is hoping to have a needs assessment study completed for their Town Offices in order to justify the construction of a new Town Office Building. Bedford has identified the need for a larger facility due to the insufficient space that the current Town Office building provides. The Town also hopes to build a new fire station to assist service needs in the South River Road area. Construction of the new Target and Lowe's shopping centers, the proposed elderly housing facilities along Hawthorne Drive, as well as a new Hampton Inn justifies this station's construction. Also the Ross Lurgio Middle and Bedford High School campus was recently completed.

The Town of Candia identified a desire to construct a Public Safety Complex, as well as a desire to restore their old library. Currently, the Library Restoration project is only in its planning stages, and no date for work has been scheduled. The Public Safety Complex has been issued a target construction date of 2010. While construction of this Safety Complex is not an urgent need, it is desirable for Candia, and would have multiple benefits.

The Town of Deerfield is in desperate need of a new Town Office building, Police Station and Fire Station. The problem, however, is that none of these projects passed at the Town Meeting in 2006, and therefore will have to be placed on hold until the community decides to vote for them.

The Town of Derry has identified a desire to construct a new fire station in order to replace their older, inadequate facility. In addition, the Town would also like to put an addition onto the Taylor Library. This addition would help to reduce the space crunch currently facing the library. The Town of Goffstown had scheduled a renovation project for their Town Offices to begin in 2006, but it was stricken.

The Town of Londonderry has identified a desire to replace two fire stations in the coming years. The South Fire Station would be replaced first, and the North/West Fire Station would be replaced second. Londonderry also hopes to renovate the South School building. The Town of New Boston's Whipple Free Library is in desperate need of replacement, and the Town was scheduled for construction to take place in 2009.

In the Town of Goffstown, has long range plans under consideration that may involve utilizing the building as a Middle School in the future.

The Town of Raymond plans to construct a new Town Office building in the near future. Once this is accomplished, the town is planning to then recycle the old Town Office building by relocating the library into it. In addition, Raymond hopes to construct a new Police Complex in the near future. Currently underway are the renovations and reconstruction of Iber Holmes Gove Middle School, which is scheduled for completion in 2006. Also, Raymond Ambulance Service will be building a new facility to be located adjacent to the Raymond Fire Department as a result of the Granite Meadows development planned at Exit 4 on Route 101.

The City of Manchester is currently exploring options for West High School, now that Bedford's new Middle and High School are open. Finally, the Town of Weare has one major project currently underway, and that is the construction of the new Weare Middle School.

Conclusions

The extent and adequacy of community facilities and services play an important role by contributing to the general welfare of residents and the quality of life of the community. Capital facility improvements are not easy to accomplish and require much community support and advanced planning.

To plan for the community facilities that are most needed in the future, an assessment and needs evaluation of existing facilities must be accomplished and included in Town Master Plans. It is critical that this information be evaluated, prioritized and included in a municipality's CIP. The Planning Board plays an important role in this process, particularly in identifying and sorting out the facility needs and priorities of the community.

With increasing education costs and municipal budgets, finding the tax dollars and other sources of funding for necessary capital improvements has become a difficult proposition for many communities. Long range planning and a strong financial commitment to specific public projects are necessary in today's economic environment.

Impact fees can be an important tool to help communities finance capital projects. However, impact fees alone will not build the schools, governmental office buildings, police and safety complexes, and libraries that will be needed in the future. Additional funding sources such as bonds and Tax Increment Financing (TIF) Districts must be considered, including state and federal grants.

In addition, and more importantly as cost continue to increase, municipalities can seek greater partnership with inter-municipal agreements and cost pools for the sharing of facilities and services under RSA Chapter 53-A. Through cooperation communities can relieve budget strains and begin to regionally sustainable.

With the continuing growth and development of the region, there will be greater demands placed on local resources stretching local services and the use of local facilities to the maximum extent and capacity. Ultimately, this could have negative consequences on public health, welfare and safety. Identifying capital facility needs early on and beginning to plan for and address those needs is an important planning function and responsibility.