

Town of Warner, New Hampshire



Main Street Warner Village – Original Painting by Charlie Brown, 1943



Developed by the Warner Planning Board
With assistance from the Central New Hampshire Regional Planning Commission
Adopted May 16, 2011

*Town of Warner,
New Hampshire*



Master Plan 2011

Adopted May 16, 2011

**Amended:
August 6, 2018**

Produced by:

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Acknowledgements

This Master Plan reflects the work of many people over the course of three years. The Town is fortunate to have a dedicated Planning Board and a lively community who participated in the surveys, visioning sessions, and work sessions that went into the development of all of the Master Plan chapters. Without the time, thoughtful analysis, and input from the entire Warner community, this Master Plan would not have been accomplished.

A debt of gratitude is also due to the people of Warner who will help to implement the Master Plan in the future, particularly volunteer officials, board members, and municipal staff. The Plan will not play a significant role in the shaping of the Warner community without their work.

The following people were instrumental in developing the contents of this Master Plan:

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Thank you also to Laura Buono, Town Administrator, and all Department Heads who contributed their time and energy to this Plan.

Thank you to Tracey Hallenborg, Land Use Secretary, for all of the hard work and coordination provided during the Master Plan update process.

The following staff of the Central New Hampshire Regional Planning Commission provided assistance in developing this plan:

Vanessa Goold, Regional Planner
Ruairi O'Mahony, Transportation Planner
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Cover image: *Main Street Warner Village – Original Painting by Charlie Brown, 1943. A copy of the painting is currently on display at the Upton-Chandler House on West Main Street. The Upton-Chandler House is owned and operated by the Warner Historical Society. Website: www.warnerhistorical.org.*

Funding and Data Sources



Funding for the **TRANSPORTATION CHAPTER** was provided by the NH Department of Transportation through its annual agreement with the Central New Hampshire Regional Planning Commission (CNHRPC) to undertake local and regional planning transportation planning activities.



Funding for portions of the **ENERGY CHAPTER, FUTURE LAND USE CHAPTER, and IMPLEMENTATION CHAPTER** was provided by the NH Office of Energy and Planning through its Targeted Block Grant agreement with the CNHRPC. Much of the statistical data in the Plan originated from NH OEP publications.




Funding for a portion of the **ENERGY CHAPTER** was provided through Energy Technical Assistance and Planning for New Hampshire Communities (ETAP). ETAP is funded by the American Recovery and Reinvestment Act (ARRA) of 2009 through the U.S. Department of Energy, administered by the NH Office of Energy and Planning, and managed by CLF Ventures.



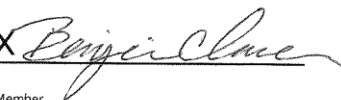
Most digital data for the maps of the Master Plan was made available through the NH GRANIT system before its modification to fit the needs of this Plan. Town-specific GIS data and tax map data was provided by the Town of Warner.

In accordance with New Hampshire RSA 674:4, Master Plan Adoption and Amendment, and New Hampshire RSA 675:6, Method of Adoption, the Warner Planning Board, having held a duly noticed public hearing on August 6, 2018, hereby adopts and certifies the Transportation Chapter.

X 
Chair

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Vice Chair

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Selectmen's Representative

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Member

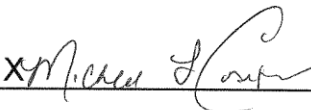
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Member

This document was received and recorded by the Town Clerk on June 4, 2019.

X 
Warner Town Clerk

Certificate of Adoption

In accordance with New Hampshire RSA 674:4, Master Plan Adoption and Amendment, and New Hampshire RSA 675:6, Method of Adoption, the Warner Planning Board, having held a duly noticed public hearing on May 16, 2011, hereby adopts and certifies the Introduction Chapter, Community Vision, Goals and Objectives Chapter, Demographics Chapter, Housing Chapter, Economic Development Chapter, Community Facilities Chapter, Transportation Chapter, Natural Resources Chapter, Energy Resources Chapter, Existing Land Use Chapter, Future Land Use Chapter, Implementation Chapter, Maps and Appendices of the 2011 Warner Master Plan, dated May 16, 2011.

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This document was received and recorded by the Town Clerk on May 17, 2011.

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- Appendix G – Traffic Count Data
- Appendix H – Town of Warner Hazard Mitigation Plan, 2008

Chapter 1. Introduction

1.1 Purpose

The Warner Planning Board has developed this Master Plan to aid Town officials, boards, and committees in guiding future development of the community. In accordance with the New Hampshire Revised Statutes Annotated (RSA) 674:2, the Master Plan's purpose is to "set down as clearly and practically as possible the best and most appropriate future development" of the Town. The Master Plan is also "a set of statements and land use and development principles for the municipality with such accompanying maps, diagrams, charts and descriptions as to give legal standing to the implementation ordinances and other measures of the planning board." This is an advisory document that lays the foundation for land use and capital improvement planning, based on a vision, goals, and objectives expressed by Warner residents.

The Master Plan documents existing conditions and current trends in Warner, and sets forth a plan for the future. The Planning Board writes and revises the Zoning Ordinance, Subdivision Regulations, and Site Plan Regulations based upon the guidance provided in the Master Plan. Additionally, the Master Plan provides a basis for the Capital Improvements Program (CIP), pursuant to RSA 674:5. The CIP is prepared by the CIP Committee to advise the Board of Selectmen on the annual budget with respect to municipal capital improvement projects anticipated within the next several years. As such, this document is an important expression of the intent and desires of Warner residents for the future of the community.

The Master Plan includes the following chapters: the **Introduction; Community Vision, Goals and Objectives; Demographics; Housing; Economic Development; Community Facilities; Transportation; Natural Resources; Energy Resources; Existing Land Use; Future Land Use; and Implementation**. The Warner Planning Board, after a duly noticed public hearing in accordance with RSA 675:6, adopted all chapters and **Appendices**.

1.2 Master Planning Process

The Warner Planning Board contracted with the Central New Hampshire Regional Planning Commission (CNHRPC) to begin work on the Master Plan in 2008. A Master Plan Subcommittee was formed to oversee the development of the Plan. Throughout the Master Planning Process, public involvement was sought to gain input from as many community members as possible. In 2008, the Planning Board distributed a Master Plan Community Survey with questions on a wide variety of topics including land use, economic development, environmental concerns, housing, municipal services, and concerns for the future. The survey was posted online and made available in hard copy at town offices. It received 230 responses. Subsequently, a community visioning session was held on December 8, 2008, to gather viewpoints and ideas from Warner residents.

In April 2009, a second visioning session targeted at town board and committee members, as well as the public, was held that focused specifically on land use issues. In March 2010, an economic development survey was distributed among local business owners and commercial property owners, followed by an economic development public forum in April 2010. All Master Plan chapter discussions were conducted at regularly scheduled Planning Board work session meetings between 2008 and 2010. Survey results and visioning session summaries are contained in **Appendices B – F**.

1.3 Chapter Overview

The chapters contained in the Master Plan are designed to address major aspects of planning and development within the Town of Warner. All chapters should be seen as interrelated and integral linkages are made wherever possible in the text. The Plan should be interpreted as a single document, even though chapters were developed individually. The Master Plan is intended to provide policy guidance for Town boards and committees as they undertake their work to maintain and improve the quality of life in Warner for current and future residents.

Chapter 2. Community Vision, Goals and Objectives

Describes the overarching desires of Warner residents for how they wish the Town to be in the future. Broadly summarizes results of the 2008 Community Survey. This chapter also lists out the major goals and objectives identified in subsequent chapters.

Chapter 3. Demographic Trends

Summarizes US Census data relating to various characteristics of Warner's population, such as population growth trends, age, gender, education, income, work, and commuting patterns.

Chapter 4. Housing

Describes Warner's existing housing stock, tenure, and costs. Traces recent trends and discusses future housing needs, including affordable housing for the workforce and senior populations.

Chapter 5. Economic Development

Examines Warner's job market, employment trends, business taxes, and the outlook for future commercial development. Considers land use, available commercial property, infrastructure needs, and community desires for future businesses in Warner.

Chapter 6. Community Facilities

Details each Town department's facility, staffing, and equipment needs, with a specific timeframe, priority and cost for future purchases.

Chapter 7. Transportation

Considers Warner's transportation infrastructure network, including roads, pedestrian and bicycle facilities, as well as trails. Discusses transportation needs and trends, and makes recommendations for future policies and physical improvements.

Chapter 8. Natural Resources

Summarizes and adopts by reference the 2009 Warner Conservation Plan, which incorporates the findings of the 2009 Natural Resources Inventory, a catalog of Warner's natural resources. Describes policy-level goals as well as concrete conservation targets.

Chapter 9. Energy Resources

Introduces the topic of energy planning as a municipal concern, reviewing statewide and local energy profiles and identifying areas for action on energy conservation, efficiency, and sustainable energy production.

Chapter 10. Existing Land Use

Describes how land is currently being used in Warner, from conservation to residential development to commercial use, and how land use relates to economics, housing, energy, transportation, and natural resource management.

Chapter 11. Future Land Use

Enumerates plans for future development in Warner, based upon community desires, current trends, and projected needs.

Chapter 12. Implementation

Provides a structured summary of all recommendations contained in earlier chapters, with a simple table showing the anticipated cost, priority level, and responsible party for every recommendation. This chapter is intended to serve as an active planning tool for residents, board members, officials, and municipal staff to carry out the vision expressed in this Master Plan.

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Chapter 2. Community Vision, Goals and Objectives

2.1 Introduction

The master planning process provides an opportunity for towns to consider their values and priorities for future development. The central question of a master plan is, “What do you want your town to look like in ten or twenty years?” Subsidiary questions include, “What do you value about your town?” and “What most concerns you about future development?” When the answers to those questions have emerged, the community can begin to shape its plan to preserve and improve important elements. The master plan is a tool that guides policy and focuses the town’s actions on achieving its stated vision.

This chapter summarizes the vision for Warner expressed by residents during the master planning process in 2008-2010. Plans are iterative documents, and this master plan builds upon the views expressed in the previous plan adopted in 1999. Although change occurs and community attitudes are not static, many members in the Warner community value the same features and amenities that they did a decade ago. An important element of this plan is to identify core aspects that should be protected. At the same time, residents have expressed their ideas for how to improve the community. The Community Vision chapter, then, reflects Warner’s shared values, concerns, and its wishes for the future.

2.2 Community Survey and Visioning Session Results

Warner’s residents possess a strong community spirit that is rooted in a deep sense of place. They are connected to Warner’s rural character and the beauty of its natural resources, as well as its social and cultural vitality. The vibrant downtown village remains the geographic and emotional center of Warner, something that many small New Hampshire towns have lost over the years.

In order to gain public input for the Master Plan, a community survey was conducted in 2008. The survey was posted online as well as being made available in hard copy at the town offices. The survey garnered a total of 230 responses. Many of the questions repeated those asked in the previous Master Plan survey in 1998, in order to gauge shifts in attitudes, values, and priorities. In a comparison of the duplicated questions, there were very few significant differences in the responses given.

Following the survey, two community visioning sessions were held. The first took place in December 2008, and participants shared their thoughts on a broad vision for Warner. The second, held in April 2009, focused more specifically on existing and future land use issues. Results from the survey and both visioning sessions can be found in **Appendix B**.

Community Amenities and Services

Warner's natural amenities and its community services are highly valued by residents. In both the 1998 and 2008 surveys, the most important quality of Warner for residents was the town's natural environment. Rural character ranked second in 2008, followed by community spirit, location, and family ties. The presence of a central working village was rated of high or very high importance by 82% of respondents. Town services including road maintenance, police, fire, EMS, and waste management were all rated as good or excellent. Among families with children, 81% ranked Simonds Elementary School good or excellent. Most respondents believe that medical services, youth recreation, sports, and town forest amenities are good or excellent. There is some feeling that adult and senior recreational opportunities and town beach facilities could be improved.

Concerns for the Future

The top concerns for Warner's future expressed in the 2008 survey and at the visioning sessions were that property taxes are too high; young and old residents won't be able to afford living here; and the loss of small town character. Survey respondents indicated somewhat less concern about the pace and character of future development; however, discussion at the visioning sessions as well as survey comments suggested that development should be guided so as to preserve Warner's present character. Ten years ago, those surveyed were most concerned with the loss of small town character, the pace and control of development, and escalating taxes.

Then as now, the loss of natural environment was ranked relatively low as a concern compared to others mentioned above. Residents strongly support environmental conservation, as evidenced in both the survey and the visioning sessions, but perhaps the relatively low ranking of concern indicates that they have high confidence in the success of town open space conservation efforts.

Environmental Concerns

Maintaining the town's rural character requires active conservation and management of its natural resources. This is a high priority for Warner's residents. In fact, 73% of 2008 survey participants believe that the preservation of open space in Warner is important or very important, and 69% favor continuing to expend funds for open space preservation. This echoes attitudes expressed in 1998, when 80% of respondents supported natural resource conservation and 71% favored expansion of conservation funds. Similarly, in both 1998 and 2008, approximately three-quarters of survey participants supported limitation or prohibition of future development in floodplains. Visioning session attendees expressed additional concern for water quality and aquifer protection.

Renewable energy is a new issue addressed in the current master planning process, and one that enjoys strong support. Among those surveyed, 92% think the town should encourage energy conservation and renewable energy generation, and 83% support allowing commercial wind and solar power generation in town.

Business and Commercial Development

Over half of 2008 survey respondents think that Warner should encourage commercial or industrial growth of some kind, with top choices being small restaurants and retail shops, a pharmacy, medical/dental offices, agriculture, and home businesses. Commercial and industrial development should be directed to specific areas such as industrial parks. There is a split on the expansion of existing commercial zones: about 40% of respondents feel that the zones should be expanded, while 40% think they should remain as they are. Currently, business and commercial development is allowed in two zoning districts that make up only 2.2% of the town's total area, a low figure compared to nearby towns. Warner residents favor enacting tax benefits or zoning changes to encourage local businesses on Main Street, and they support the practice of charging fees for new development to lessen financial impacts on town services.

At the visioning sessions, a variety of views emerged, but overall the feeling was that new business should be welcomed in Warner, particularly in the downtown and at Exits 7 and 9. Residents favor putting conditions on development, however, such as requiring design or performance standards, encouraging green building standards, protecting water quality and floodplains, and promoting local job creation.

Residential Development

The majority of survey and visioning session participants support residential growth as long as it continues to be in keeping with Warner's rural character. In particular, there was a strong feeling that affordable housing for both the elderly and the workforce is needed. A Workforce Housing Overlay District was passed in 2010 at Town Meeting. Future workforce housing development is anticipated. Residents favor residential or mixed-use development in the downtown area within the water and sewer district, although there is not strong support for reducing lot sizes to increase village density. Sixty-two percent of survey respondents are in favor of maintaining the natural integrity of hill tops and ridgelines. Visioning session participants also expressed their wish to limit future development in remote areas of town and on Class VI roads.

Transportation

In keeping with wishes to direct commercial and residential development in desired areas, Warner residents think it is very important to promote walkability and decrease traffic congestion with new development. Three-quarters of survey respondents believe that pedestrian, bicycle, and carpooling facilities should be required improvements on future development proposals; they also favor creation of bicycle and pedestrian paths linking the downtown and Exit 9 Intervale areas.

The biggest traffic concern perceived by residents is vehicular flow and safety in the Exit 9 area. When asked about traffic and parking in the downtown area, survey respondents were split about whether there were issues to be addressed. Less than half believed that there were problems with traffic, and just over half rejected the idea that traffic calming measures such as

sidewalk bump-outs would improve the situation. Respondents also had differing views on whether there was enough parking in the downtown.

Public transportation was a third major issue addressed in the survey and visioning sessions. Nearly all survey respondents (96%) want public transportation service to Concord, and there is also some support for transit within Warner. The town is currently investigating the possibility of reestablishing a bus stop near Exit 9 with service to Concord and points south. Overall, the community favors the encouragement of alternative transportation facilities (pedestrian, bicycle and public transportation) in town. Current roads, traffic, and parking are generally seen to be fine, with the exception of Exit 9 as a major concern.

Historic Character

Views on historic structures and districts have not changed measurably over the past decade. Residents overwhelmingly support the preservation of important historic sites because they contribute so much to the town's character. Residents want future development to match the historic architectural style to some extent so as to preserve the small town atmosphere and retain Warner's historic identity.

Recreation

Warner residents favor expansion of recreational opportunities, particularly for adult and elderly citizens. In particular, a better trail system and trail markings were suggested improvements. Survey respondents and visioning session participants also strongly support the creation of a senior or intergenerational recreation facility.

2.3 A Vision for the Future

A comprehensive vision for Warner's future emerges from the community survey and the two visioning sessions held in 2008-2009. Residents are generally very happy with Warner as it is today. They see opportunities for improvement and for stronger protective measures. The shared vision for Warner includes:

- An active downtown village area with more small businesses and community amenities
- Continuing protection of open space to ensure that the natural, scenic, and recreational amenities in Warner continue to be available
- An affordable tax structure predicated on a strong tax base and wise public spending practices, keeping Warner affordable for all citizens
- Appropriate commercial and industrial development in the Exit 7 & 9 areas that serve as gateway areas to town and offer significant employment opportunities for Warner residents
- Continuing excellent public services that help residents maintain a high quality of life, education, health, and social services

- Protection for natural resources, especially drinking water sources, floodplains, and sensitive habitat areas
- A mix of housing choices, including options for the elderly and working families, that are affordable and accessible to amenities
- Green energy infrastructure that reduces Warner's dependence on nonrenewable resources, as well as green building practices being encouraged for new development
- A multi-use trail system linked together throughout town, including excellent pedestrian and bicycling facilities in the downtown-to-Intervale corridor
- The preservation of links to the past with protected historic areas and structures
- Regional links with surrounding towns, including public transportation to Concord

The remainder of this Master Plan addresses each of these themes in greater detail, including the following goals and objectives for how to implement the Town of Warner's vision for the future.

2.4 Goals and Objectives

As the Planning Board developed this Master Plan with input from the community and other Town boards, committees, and staff members, goals and objectives were generated for each chapter. **Goals** are broad statements articulating the Town's overall desires for a particular issue, focusing on ends rather than means. **Objectives** are statements of action which will move toward the achievement of the associated goal. Finally, specific **recommendations** have also been made to carry out the objectives. This articulation of planning priorities stems from assessments of existing conditions, achievement of previous Master Plan goals, community input, and guidance from the Planning Board and other Town boards, committees, and staff.

The following goals and objectives form the basis for changes to ordinances and regulations, capital improvement program (CIP) funding, and future planning priorities. In order to meet the goals, the recommendations listed in each chapter and summarized in **CHAPTER 12 – IMPLEMENTATION**, should be carried out by the designated party.

Table CV - I. 2011 Master Plan Goals**Housing Goal:**

1. Warner strives to provide a supply of safe, sanitary, environmentally sensitive, and affordable housing to its residents, including those of all ages and income levels, in the belief that a diverse population helps to create a strong and vibrant community.

Economic Development Goal:

2. To support the existing business community and to encourage economic growth that serves local needs, is environmentally responsible, fits aesthetically with the town's historic architecture, and provides a net increase in municipal revenue.

Community Facilities Goal:

3. Provide high quality facilities and services to Warner residents in a cost effective manner and continue to update services to meet the needs of the current and future Warner community.

Transportation Goal:

4. Promote the improvement of public roads in Town; encourage a system of transportation that will meet the mobility needs of all local residents by providing for the efficient movement of people, goods, and services within Warner and throughout the region; maintain a commitment to the rural and historic character of the community; and provide a well-maintained and safe transportation system that meets the functional and aesthetic needs of the community, in a cost-effective manner.

Natural Resources Goals:

5. Protect key natural resources identified for protection in the Town's Conservation Plan.
6. Enhance conservation outcomes in Warner by working with adjacent towns to maintain wildlife corridors and flood storage capacity and to expand conservation areas.
7. Maintain and expand recreation opportunities compatible with natural resources protection by working with other recreation interests in town and with the State Forests Division and NH Fish & Game.

Energy Resources Goal:

8. To maximize energy conservation and efficiency, and reduce Warner's overall carbon footprint in both the public and private sectors.

Future Land Use Goal:

9. To provide a physical environment for Warner residents and visitors conducive to a vibrant local economy, a mix of housing opportunities, a convenient and safe mobility network, and the protection of valuable natural resources that contribute to the high quality of life in Warner.

Chapter-Specific Objectives

The objectives associated with each Master Plan goal are listed within each chapter and are summarized below. Recommendations for attaining the objectives can also be found in each chapter, as well as in **Chapter 12 – Implementation**. Objectives are numbered for reference purposes only; no priority order should be inferred.

Chapter 4 – Housing

- A. To encourage residential development near existing village areas where public services already exist
- B. To preserve Warner’s rural character and natural resources by minimizing development in outlying areas such as on Class VI roads and near unfragmented conservation lands
- C. To support energy-efficient home design and construction, including the use of on-site renewable energy production
- D. To provide reasonable and realistic opportunities for the development of workforce housing, particularly near existing services, roads, and amenities
- E. To encourage the development of affordable housing for seniors in areas with easy access to existing services and amenities

Chapter 5 – Economic Development

- A. Take a more pro-active approach to marketing the town’s assets in order to increase local business and promote additional growth
- B. Tailor zoning and land use regulations so that incoming development meets consistent, attractive, and area appropriate architectural standards
- C. Offer incentives for energy efficient, environmentally sound commercial development
- D. Promote nodal development in the Village, Exit 7 and Exit 9 areas such that the Interstate exit areas act as welcoming gateways to the Village, and the Village retains its compact, historic character
- E. Improve roadway geometry in the Exit 9 area to ensure traveler safety and ease of traffic flow to current and future commercial establishments
- F. Improve bicycle and pedestrian access to business districts
- G. Support and encourage home-based businesses and local agricultural enterprises with appropriate zoning and land use regulations
- H. Promote the use of RSA 79-E, the Community Revitalization Tax Relief Incentive, to encourage reuse and infill development in the Village
- I. Pursue grants and/or cooperative agreements for site specific developments in the Exit 9/Intervale Charrette area
- J. Establish a separate Economic Development Committee to advise, implement, and coordinate economic development efforts in Warner

Chapter 6 – Community Facilities

- A. Proactively plan and budget to ensure that Town departments are adequately staffed and have suitable facilities for the future
- B. Encourage Warner residents to be involved in community facilities, departments, and services
- C. Look for opportunities to improve energy efficiency and reduce energy costs when making building improvements

Chapter 7 – Transportation

- A. Generally, future development in Warner should only be permitted to take place at locations where the primary road function is appropriate for the type of development proposed
- B. Regularly monitor road conditions in the town to ensure that those projects with the most urgent need are adequately addressed
- C. Utilize available traffic count data from NHDOT & CNHRPC to identify corridors and routes that may become impacted in the future by current development trends
- D. Identify major commuter roads used to enter and exit Warner and work to make them more efficient and safe
- E. Create a Town infrastructure that allows people who work in Warner to get to and from their place of employment in an economical, timely and sustainable manner
- F. The Town of Warner should facilitate the creation of a pedestrian infrastructure network that allows safe, efficient, reliable, and continuous travel throughout Town
- G. Encourage the planning and development of a safe, accessible, and efficient regional and local bicycle route system for commuting and recreational purposes
- H. Create an environment in which bicycling is an attractive alternative to motorized modes of traffic
- I. Where applicable utilize traffic calming measures to make Warner more accessible for pedestrians and other non-motorized forms of transport
- J. The Planning Board should maintain its policy of requiring developer sponsored off-site improvements
- K. During the lifetime of this plan, the Town of Warner should build upon the requirements of its current Site Plan Review Regulations, and establish a set of access management guidelines in order to alleviate traffic congestion in Town. These guidelines should be utilized by the Planning Board in considering proposals for new development in Warner
- L. Work with District 5 of the NHDOT to ensure the adoption of a Memorandum of Understanding between the Town of Warner and NHDOT regarding access management issues on state roads in Warner
- M. To have adequate and safe parking areas in key locations in Town to encourage economic activity and ease of use and access to facilities and buildings
- N. Improve the existing park & ride service in Warner by expanding capacity and improving access management issues in the Exit 9 area

- O. To ensure that transportation options and services are available to all residents of Warner regardless of socio-economic status
- P. The Town of Warner should adopt a set of road construction standards that allow for and encourage a variety of road types that enhance the uniqueness of Warner's current and future transportation infrastructure
- Q. Establish a method of identifying potential scenic routes and roads in Warner to ensure that the intrinsic aesthetic and historic qualities of the Town are protected and preserved
- R. Discourage inappropriate, scattered and premature development along Class VI roads in Warner
- S. Encourage, support and facilitate an expanded Town Trail network in Warner.
- T. Ensure a safe, reliable, and efficient system of bridges that will meet the transportation needs and goals of the town
- U. Ensure that all residents of Warner have safe and efficient access to alternative routes in the event of an emergency

Chapter 8 – Natural Resources

- A. Actively pursue the conservation targets set in the 2009 Warner Conservation Plan through land and easement acquisitions
- B. Strengthen local regulatory tools to protect natural resources, such as floodplains, riparian areas, scenic views, aquifers, and wildlife habitat areas
- C. Conduct education and outreach efforts to help the public learn about Warner's conservation areas and the need for ongoing natural resource protection

Chapter 9 – Energy Resources

- A. Develop strong regulatory tools that promote energy conservation, efficiency, and renewable energy production
- B. Encourage land use patterns that minimize energy use, such as denser mixed use nodes and the development of a multi-modal transportation network
- C. Make improvements to municipal buildings and pursue energy savings in all municipal systems (streetlights, vehicle fleet, waste management) to reduce overall municipal carbon footprint to the greatest extent feasible
- D. Encourage and provide educational resources for residents to reduce private energy consumption
- E. Promote Warner as an energy conscious community to attract environmentally responsible commercial and residential development

Chapter 11 – Future Land Use

- A. Provide opportunities for denser, more affordable housing closer to the Village, R-1 and R-2 zones, and in the Workforce Housing Overlay Zones, to support a mix of housing types for young and working families as well as seniors

- B. Continue to develop regulatory tools that encourage small business retention and development in the Village, as well as appropriate commercial enterprises near Exit 9 and commercial or light industrial development near Exit 7
- C. Use strong zoning and land use regulations to protect sensitive environmental areas, particularly along the Warner River, in the Mink Hills, and around Mount Kearsarge
- D. Promote agricultural development and protect important agricultural soils through the use of zoning and/or land use regulations
- E. Discourage the fragmentation and subdivision of large undeveloped parcels, which provide important tracts of undisturbed wildlife habitat and travel corridors
- F. When considering the location or expansion of community facilities, work to support the integrity of the Village area as the "town center" where residents can easily obtain public services in a walkable, vital community environment

Objectives without specific Recommendations on how to accomplish them do not offer a means for achievement. At the conclusion of each of the Chapters, a comprehensive list of Recommendations for each Objective is given. These Recommendations are the product of the data that was collected and its interpretation by the Warner Planning Board and Master Plan Subcommittee.

2.5 Summary

Measures to implement the Recommendations should be taken as an immediate first step after the completion and adoption of this Master Plan by the Planning Board. Modifications to regulations and the zoning ordinance are proposed within the document. While the Planning Board can amend its subdivision and site plan review regulations with duly noticed public hearings, zoning ordinance changes can occur only through a vote at Town Meeting. Cooperation and delegation are essential for the new Master Plan to make a difference to Warner. The Board of Selectmen, Planning Board, Conservation Commission, and Town Departments, Committees, staff and the Warner community all need to play a role in ensuring the success of this Master Plan and its Recommendations through their weekly or monthly activities.

Chapter 3. Demographic Trends

3.1 Introduction

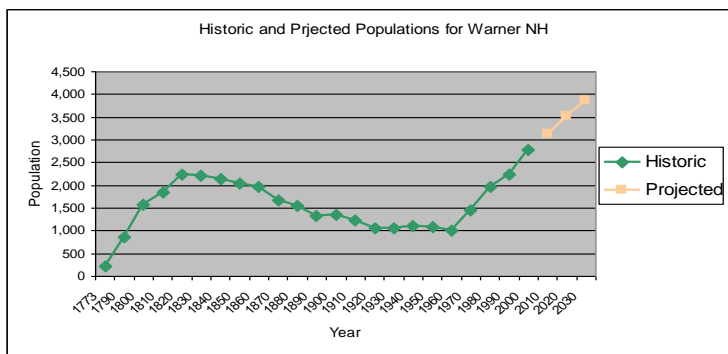
In order to create effective growth management plans for any community, an understanding of the Town’s population is necessary. General characteristics of the population must be taken into consideration, as well as the unique needs of specific groups. These needs can and should have a significant impact on plans made in regards to land use, housing and municipal services provided among other things. By analyzing recent trends in the Town of Warner, reasonable projections can be made as to what will characterize the population in the future. By recognizing the specific needs of the community, the Town will be able to tailor plans to Warner’s particular needs.

The majority of figures in this section are from the 1990 and 2000 US Censuses. Additional numbers come from yearly estimates or projections put out by the New Hampshire Office of Energy and Planning (OEP). Although these numbers are as accurate as possible, readers must recognize and accept a slight margin of error for estimates and projections.

3.2 Historic Trends of Population

The first census in Warner was taken in 1773, a year before the town was incorporated. At that time the population was 213. The population grew until 1820 and then declined for 150 years. The 1820 peak of 2,246 was held until 1990 when the population reached 2,250. The 2000 census gave the population as 2,769; a 23% increase in the population from 1990. During the same time the State’s population grew by 11%. **Figure D-1** illustrates Warner’s historic population. **Table D-1** details more recent population numbers.

Figure D-1. Historic and Projected Populations for Warner, NH



Source: US Census 2000; * NH OEP population Estimates

**Table D-1. Historic Population Growth,
Town of Warner, 1950-2006**

Year	Population	Absolute Change	Percent Change
2006*	2,934	-19	-0.6%
2005*	2,953	14	0.5%
2004*	2,939	41	1.4%
2003*	2,898	15	0.5%
2002*	2,883	81	2.9%
2001*	2,802	42	1.5%
2000	2,760	510	22.7%
1990	2,250	287	14.6%
1980	1,963	522	36.2%
1970	1,441	437	43.5%
1960	1,004	76	-7.0%
1950	1,080	NA	NA

Source: US Census 2000; * NH OEP population Estimates

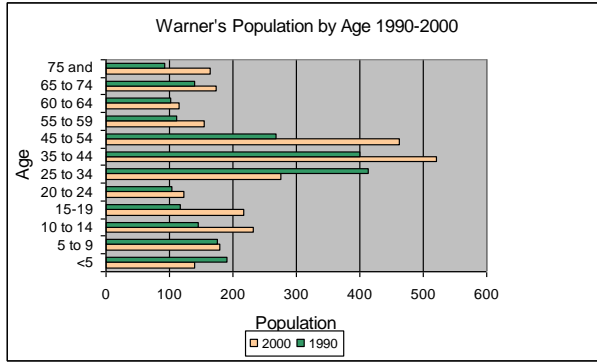
3.3 Population Characteristics

The population characteristics of a town can be used to identify what type of development will be most useful for a community. It is important to look at the needs of particular groups within a community such as school children or the elderly. By taking a closer look at the town's population, more can be learned about who makes up the town, and what needs they currently have or may have in the future.

3.3.1 Age

Between 1990 and 2000 the greatest change in Warner was an 85% increase in citizens between fifteen and nineteen years old. There was also a 76% increase in those over the age of seventy-five. During the same time period, the State saw 13% and 30% growth in each of those groups respectively. The age group from twenty-five to thirty-four saw the largest decrease at 33%, followed by those under the age of five with a loss of nearly 27%. Approximately 32% of the population is over the age of fifty-five, and at nearly 17%, the largest age group in Warner is forty-five to fifty-four. **Figure D-2** shows Warner's age demographic changes from 1999 to 2000, while **Table D-2** compares Warner's age demographic with that of the entire state.

Figure D-2. Warner’s Population by Age



Source: US Census 1990 & 2000.

Table D-2. Population Distribution and Change by Age Group

Age Group	1990		2000	
	Percent of Total Warner	Percent of Total State	Percent of Total Warner	Percent of Total State
<5	8.5%	7.6%	5.1%	6.1%
5 to 9	7.8%	7.3%	6.5%	7.2%
10 to 14	6.5%	6.5%	8.4%	7.5%
15-19	5.2%	6.9%	7.9%	7.0%
20 to 24	4.6%	7.5%	4.5%	5.6%
25 to 34	18.3%	18.5%	10.0%	13.0%
35 to 44	17.7%	16.4%	8.9%	17.9%
45 to 54	11.8%	10.2%	16.8%	14.9%
55 to 59	5.0%	4.0%	5.6%	5.1%
60 to 64	4.5%	3.9%	4.2%	3.8%
65 to 74	6.2%	6.5%	6.3%	6.3%
75 and older	4.1%	4.9%	5.9%	5.7%

Source: US Census 1990 & 2000.

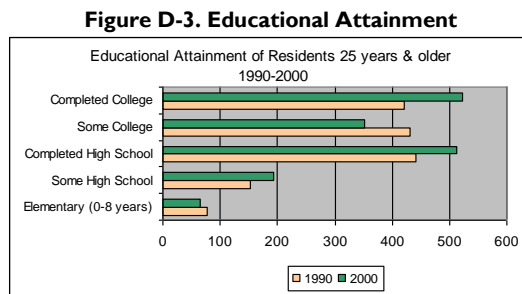
Much of the growth Warner experienced seems to be due to middle aged adults moving to town and bringing older children with them. Thus the increase in middle aged adults also explains the jump in the ten to nineteen year old demographic. At the same time established families are on the rise in town, there has been a trend of younger adults (twenty-five to thirty four) to leave Warner. As the increase of older adults correlates with the increase in older children, the lack of young adults has lead to a decrease in young children.

Nearly 6% of Warner’s population is over seventy-five, compared with roughly 4.5% of the six surrounding towns’ (Bradford, Henniker, Hopkinton, Webster, Salisbury and Sutton) populations. This trend continues even when extended to include everyone over the age of fifty-five; 32% of Warner is in this age bracket, while only 21% of people in the surrounding towns fit it. These higher percentage of older residents may be due to the two retirement communities in Warner (Pine Rock Manor and Kearsarge Elderly Housing), while there is one in the other towns collectively (Austin Home in Webster).

Although population numbers since 2000 are only available as estimates, it appears that growth in Warner slowed after 2000. The NH OEP’s estimate for Warner’s population in 2005 was 2,973, a roughly 7% increase from 2000. This estimate for 2005 is however about 13% higher than what was projected for 2005 in the 1999 Master Plan. This implies that although Warner’s growth has slowed, the town is still growing faster than previously expected. Current projections put Warner at a population of 3,130 by 2010; a 13% increase from 2000. The State is expected to grow about 10% by 2010. From these numbers, it appears that Warner continues to grow more quickly than the rest of the state, though not nearly at the rate it experience from 1990 to 2000. It is also notable that growth in Warner is happening very unevenly, with older adults and older children making up much more of the population than young adults and young children.

3.3.2 Education

Between 1999 and 2000 Warner’s population became a more highly educated demographic. The number of residents who’s highest level of education was under eighth grade decreased by 14%. There was also a nearly 19% decrease in residents who had been to college but did not graduate, and community members who have completed college increased by 27%. This can all be seen in **Figure D-3**.



Source: US Census 1990 & 2000.

As of 2000, a greater percentage of Warner residents held bachelor, graduate or professional degrees than residents in all of New Hampshire, as seen in **Table D-3**.

Table D-3. Education Attainment Level of Residents of Warner, Merrimack County and New Hampshire

Attainment Level	Warner	New Hampshire
Less than 9th grade	3.5%	3.9%
Some High School (no degree)	10.3%	8.7%
High School Graduate (includes equivalency)	27.5%	30.1%
Some College (no degree)	18.8%	20.0%
Associate Degree	8.5%	8.7%
Bachelors Degree	19.5%	18.7%
Graduate or Professional Degree	11.8%	10.0%

Source: US Census 2000.

The increase in education in town likely goes back to the growth from 1990 to 2000, with highly educated people moving to Warner to retire.

The 1990-2000 growth is also apparent in school enrollment. Between 1990 and 2000, Warner saw a nearly 59% increase in students over the age of three. The greatest increase (187%) was seen in college students. This is likely due to The College of Saint Mary Magdalen, which relocated to Warner in 1991. On the other end of the scale, Nursery school enrollment was down by 18%. The School enrollment numbers can be seen in **Table D-4**.

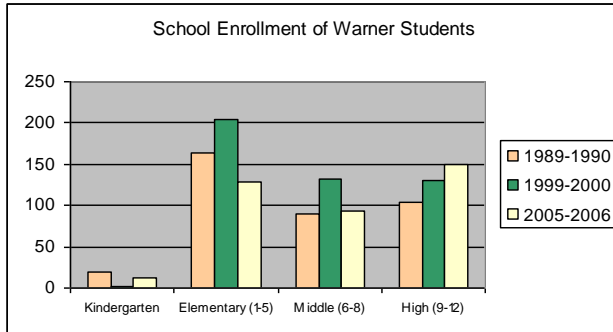
**Table D-4
School Enrollment in Warner
(Ages three and above)**

School Level	1990	2000	% Change
Nursery School	49	40	-18.4%
Kindergarten, Elementary, and High School	363	523	44.1%
College	71	204	187.3%
Total	483	767	58.8%

Source: US Census 1990 & 2000.

Figure D-4 further breaks down enrollment in public schools for the academic years 1989 to 1990, 1999 to 2000 and 2005 to 2006. These figures correlate roughly with the populations of each age group, with an overall an increase of enrollment in all grades (except kindergarten) from 1990 to 2000, followed by a decrease in younger grades, while numbers of High Schoolers continue to increase.

Figure D-4. School Enrollment



Source: New Hampshire Department of Education, Average Daily Membership & SAU#65, Resident Membership Numbers Jan. 1990.

3.3.3 Housing

Historically, the majority of Warner’s households have been married parents and offspring living together. While this continues to hold true (family households made up 69% of total households in 2000), the number of non-family households is on the rise. Non-family households made up 26% in 1990, and 31% in 2000. There has also been a drop in the average number of people living in a household. This trend again reinforces the idea of childless households, such as older couples moving to Warner. According to the New Hampshire Housing Finance Authority (NHHFA), household size tends to decrease by 2% every ten years. If the NHHFA is correct, by 2010 the average household size in Warner will be 2.46. This shift towards smaller, less family oriented households can be used by the Town to determine what type of housing ought to be considered when planning any new developments. The numbers for households in Warner are shown in **Table D-5**.

Table D-5. Household and Family Types in Warner

Household Type	1990	2000	% Change
Total Households	845	1048	24.0%
Family Households	594	728	22.6%
Non-family Households*	218	320	46.8%
Average Household size	2.65	2.51	-5.30%

*Includes single householders. Source: US Census 1990 & 2000.

3.3.4 Employment

The types of work done by Warner citizens are shown in **Table D-6**. Employing 508 people, managerial or professional positions are the most common types of work. This group is 37% of the entire population. The next largest occupation was Sales and Office Work, with 23%. The

smallest group was farming, fishing or forestry; with 16 employed residents they made up just 1% of the working public. The largest employers in town are Warner Power, Market Basket, MESA International, McDonald's, Pine Rock Manor, Evans Fuel Mart, RC Brayshaw & Co., Inc. and Techni-Cut, Inc.

**Table D-6. Occupation of Employed Persons- 2000
(Workers 16 Years and Older)**

Occupation	Number
Management, professional	508
Service	177
Sales and office	316
Farming, fishing, forestry	16
Construction, extraction, maintenance	152
Production, Transportation, material moving	208
Total	1377

Source: US Census 2000.

The businesses in Warner begin to explain the population growth between 1990 and 2000. Of the eight major employers mentioned above, three of the top five, were established between 1990 and 2000. Market Basket, which employees 100 people opened in 1995, MESA International and McDonald's each employing forty individuals opened in 1993 and 1990 respectively. This means that between 1990 and 2000, 180 new jobs were created in just those three businesses. The jobs created by these new companies in town, along with other smaller factors, such as the establishment of The College of Saint Mary Magdalen would have brought workers to town, and thus explain part of the dramatic increase in population.

3.3.5 Income

Income numbers suggest that Warner's economy changed in recent decades. The 1989 median household income in Warner was \$37,917. Of the six surrounding towns, Warner had the third highest median household income. Between 1989 and 1999, Warner experienced a 16% increase of median household incomes, bringing the number to \$44, 142. However, other towns experienced comparatively larger increases. By 1999, Warner households had the lowest median income compared to neighboring towns. **Table D-7** gives a comparison of household incomes in 1989 and 1999 between Warner and surrounding towns.

**Table D-7.
Median Household Incomes**

Town	1989	1999	Change
Warner	\$37,917	\$44,142	16.4%
Bradford	\$36,667	\$49,018	33.7%
Henniker	\$36,951	\$50,288	36.1%
Hopkinton	\$46,810	\$59,583	27.3%
Salisbury	\$36,771	\$55,000	49.6%
Sutton	\$35,536	\$50,924	43.3%
Webster	\$40,043	\$54,052	35.0%

Source: US Census 1990 & 2000.

Table D-8 shows household income ranges in Warner and New Hampshire. With 51%, Warner has a higher percentage of households making under \$50,000 than the whole State with about 51%. Slightly over 5% of Warner’s households make under \$10,000, while just above 6% of state households fall under \$10,000.

**Table D-8.
1999 Income by Household for Warner and New Hampshire**

Income Range	Warner		New Hampshire	
	Households 1,057	% of total 100	Households 474,750	% of total 100%
<\$10,000	55	5.2%	28,808	6.1%
\$10,000 to \$14,999	52	4.9%	22,635	4.8%
\$15,000 to \$24,999	115	10.9%	51,226	10.8%
\$25,000 to \$34,999	160	15.1%	55,301	11.6%
\$35,000 to \$49,999	221	20.9%	81,875	17.2%
\$50,000 to \$74,999	231	21.9%	109,447	23.1%
\$75,000 to \$99,999	104	9.8%	60,009	12.6%
\$100,000 to \$149,999	87	8.2%	43,093	9.1%
\$150,000 to \$199,999	20	1.9%	12,118	2.6%
\$200,000 or more	12	1.1%	10,238	2.2%

Source: US Census 2000.

Warner looks slightly better financially if family rather than household incomes are compared; though still lower than other communities. Warner has a greater percentage of families in all income brackets under \$50,000 than either the state or nearby towns. Overall 49% of Warner families make under \$50,000 while 41% of State and 38% of surrounding town families fall into that category.

**Table D-9.
Median Family Income**

Median Family Incomes, 1999	
Warner	50,926
Bradford	57,083
Henniker	59,527
Hopkinton	67,737
Salisbury	62,321
Sutton	56,685
Webster	57,396

Source: US Census 2000.

The lower incomes in Warner and the small change between 1989 and 1999 incomes is likely correlated to the three businesses which opened in Warner between 1989 and 1999. Though it at first seems unlikely that an increase of businesses in town could cause a decrease in median income levels, it makes sense if one considers the types of businesses which moved to town; Market Basket, a grocery store, Mesa International, a designer, importer, wholesaler and retailer of hand-crafted, decorative products for the home, and McDonald's a fast food restaurant. Although each of these businesses likely has a few highly paid positions, the majority of the employment opportunities provided are likely lower paying jobs. This would explain in part, why income levels have dropped. More business came to town and brought more jobs with it, however the jobs are not as lucrative as those which already existed, thus bringing the median household income down from 1989 levels.

Despite the low median income levels, in comparison with surrounding communities, the Town Report indicates that Warner is better off financially than these numbers suggest. In 2007, the Town's Trust Fund generated \$108,283. This was a 96% increase from 2006 and 71% more revenue than was expected. A second indicator that the general population is not struggling financially is the amount of direct welfare assistance given out by Warner. In 2007, Warner spent \$9,590 on welfare, less than 1% of the town's budget and less than was spent in the surrounding towns. Welfare assistance however is up from 2006.

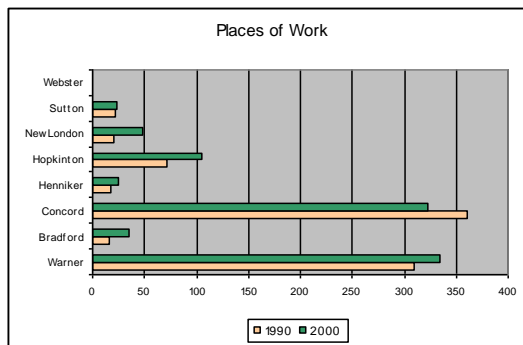
Part of the discrepancy between income numbers and the underlying positive economic factors may also be caused by the large percentage of older adults in the population. According to the 2000 census nearly 16% of the town receives retirement income and 27% receives social security. Also in 2000, 33% of Warner residents over the age of sixteen were not in the labor force. Taking the age distribution of the town into account as well as the numbers of retirement and social security receivers, it seems reasonable to assume that a fair number of people in Warner are retired.

3.4 Commuting Information

While many towns in New Hampshire are becoming "bedroom communities", Warner continues to have a sizeable population living and working in Warner. The town also continues to maintain a small but steady stream of commuters into Warner. **Figure D-5** compares where

people living in Warner worked in 1999 and 2000. The graph shows a shift of more people working in Warner than Concord. In 1999, 360 people worked in Concord and 309 worked in Warner. As of 2000, 323 people worked in Concord and 334 in Warner. This, again, is explainable by the new businesses in Warner.

Figure D-5. Places of Work



Source: US Census 1990 & 2000.

Figures D-6 and D-7 compare the top ten towns that Warner residents work in, as well as the top ten towns where people who work in Warner live.

Figure D-6. Places of Work



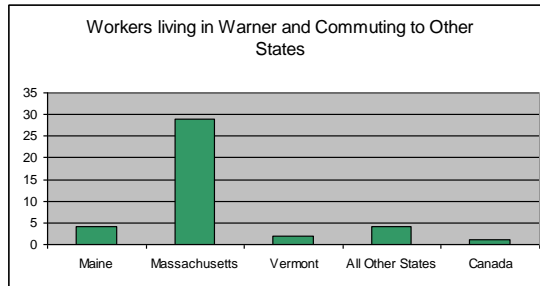
Figure D-7. Worker Residences



As can be seen, the majority of people in Warner work in either Warner or Concord (65%). Also noticeable is that the most people, working in Warner also live there. (52%)

A small number of Warner residents (2.9% of the working population) work outside the state. The distribution of these commuters is shown in **Figure D-8**.

Figure D-8. Out of State Commuters



Source: Source: US Census 1990 & 2000.

As is typical in most New Hampshire towns, the most popular transportation through town is the private automobile. This can be seen in the commuting data in **Table D-10**. With such a large percentage of residents living and working in town, it ought to be possible to create infrastructure such that other modes of transportation are available to residents, whether they are commuting or moving around town for daily needs.

Table D-10. Travel Mode to Work

Type of Transportation	Number	%
Drive alone	1117	82.8%
Carpooled	104	7.7%
Public Transportation	0	0%
Walked	31	2.3%
Works at Home	87	6.4%
Other	10	0.7%

Source: US Census 2000.

3.5 Summary

Warner exemplifies many qualities of a quintessential New Hampshire town. The population is highly educated and many of the residents work in Town. Main Street is an attractive area with strong mixed use development. There is a strong economic base with a majority of workers employed in professional or managerial positions. There is however a wide variety of work done by town residents. Although a small percentage of the overall population, some Warner residents continue to make a living farming, which provides the town with an important connection to it's past.

Between 1990 and 2000 Warner experienced a major growth boom. Understandably, this raised concerns for many people that Warner was growing at an unsustainable rate and

precautions were needed in order to protect Warner’s small town character. Although such precautions are always wise, Warner’s growth rate seems to have slowed since the 2000 census. What is more important is to recognize the type of growth Warner is experiencing. Overall, the town is filling up with established families (middle aged adults and mid-late teen children) and older adults. There is a general decrease in young adults and young children. An older population is likely to bring more affluence with them, which will further edge out young adults and families. Maintaining an overall mix of age demographics is important for the vitality and sustainability of a town and thus Warner may wish to explore the possibility of attracting business which would provide jobs for the desired demographic or to create reasonable cost housing for young adults.

Chapter 4. Housing

4.1 Introduction

Housing and the development of new residential buildings play a considerable role in determining the character of a town, particularly a rural one such as Warner. Housing development, availability and affordability are integrally tied to local and regional economic development, because the distribution of housing affects where people decide to center their lives in relation to their workplace and community. Working to ensure that there is appropriate housing available to families, people of varying ages and those at different income levels will promote a diverse and vibrant community.

It is very important to the residents of Warner that the town's rural character and active village area be preserved. The amount, location, and quality of future residential development will significantly influence the town, both visually and in terms of the sense of community.

As its population grows, Warner will need to accommodate newcomers with additional housing units. This chapter summarizes the current housing stock, its condition, type, and availability, in order to provide a baseline from which to plan for the future. After a discussion of existing housing, future needs and scenarios are presented. In particular, issues of affordability, housing type, demographic shifts, and the geographic distribution of housing will be considered.

4.2 Housing Goals and Objectives

Warner strives to provide a supply of safe, sanitary, environmentally sensitive, and affordable housing to its residents, including those of all ages and income levels, in the belief that a diverse population helps to create a strong and vibrant community. In order to achieve that goal, this Master Plan presents the following objectives:

- To encourage residential development near existing village areas where public services already exist
- To preserve Warner's rural character and natural resources by minimizing development in outlying areas such as on Class VI roads and near unfragmented conservation lands
- To support energy-efficient home design and construction, including the use of on-site renewable energy production
- To provide reasonable and realistic opportunities for the development of workforce housing, particularly near existing services, roads, and amenities
- To encourage the development of affordable housing for seniors in areas with easy access to existing services and amenities

4.3 Existing Housing Stock

The 2000 U.S. Census showed that Warner had 1,228 housing units, an 18% increase over the 1990 figure of 1,039. By 2007, the number of dwelling units had grown to 1,366, a further 11% increase.¹ At the time of the Census, 1,048 units were occupied while 180, or 15%, were vacant. Most vacant units were seasonal residences. Three-quarters (76%) of occupied units were owner-occupied in 2000, and one-quarter (24%) were renter-occupied (see **Table H-1**).

Table H-1. Housing Units by Tenure and Occupancy

Housing Units	1990	2000	# Change	% Change
Total Housing Units	1,039	1,228	189	18%
Occupied	845	1,048	203	24%
Owner	675	797	122	18%
Renter	170	251	81	48%
Vacant	194	180	-14	-7%
For Sale	20	11	-9	-45%
For Rent	21	8	-13	-62%
Seasonal	127	152	45	20%

Source: NH Housing Finance Authority, from 1990 and 2000 U.S. Census.

Between 1990 and 2000, the number of vacant units both for rent and for sale declined. Vacant units for sale declined by 45% and vacant rental units declined by 62%, indicating that demand for available housing increased. As of the 2000 Census, out of 259 rental units, only 8 were available, for a vacancy rate of 3%. According to the Housing Solutions for New Hampshire handbook by the New Hampshire Housing Finance Authority, vacancy rates below 5% indicate that there is a shortage of rental housing.² Although the most recent Census data is ten years old, it is likely that Warner's rental housing market is still tight, given the low number of multi-family building permits since 2000. Low vacancy rates can mean that there is not enough housing on the market, inflated housing costs, and/or a need for more housing development.

Table H-2 shows that the number of mobile homes decreased by nearly 10% between 1990 and 2000. Additionally, only seven manufactured housing units have been constructed since 2000 (see **Table H-3**). This is likely due to changes made to the Zoning Ordinance in 1999 limiting their placement to manufactured housing parks or subdivisions and prohibiting future placement on individual lots.

Three-quarters of Warner residents own their homes (See **Table H-2**). For those living in single family homes, 75% were homeowners while 25% rented. Among residents of multi-family housing, 83% rented and 17% owned their units, but this accounts for only 14% of the total housing stock. Tenure information for mobile homes and other housing was unavailable from the 2000 Census.

¹ Estimates from NH Office of Energy and Planning, "Current Estimates and Trends in New Hampshire's Housing Supply, Update: 2007." November, 2008. Accessed 8/13/09 at <http://www.nh.gov/oep/programs/DataCenter/Housing/documents/2007housingreport.pdf>. Additional building permit data for 2007-2008 from the Town of Warner.

² New Hampshire Housing Finance Authority, "Housing Solutions for New Hampshire." October 2004. Accessed 10/13/09 at http://www.nhhfa.org/ri_housinghandbook.cfm.

Table H-2. Housing Units by Type and Tenure

Type	1990	% of Total	2000	% of Total	% Change
Total Units	1,039		1,228		18.2%
Single Family Units	758	73%	921	75%	21.5%
SF Owner Occupied	583		692		18.7%
SF Renter Occupied	53		98		84.9%
Multi-Family Units	133	12.8%	173	14.1%	30.1%
MF Owner Occupied	12		24		100%
MF Renter Occupied	102		143		40.2%
Mobile Home & Other	148	14.2%	134	10.9%	-9.5%

Source: NH Housing Finance Authority, from 1990 and 2000 U.S. Census.

Table H-3. Housing Unit by Type and Recent Building Trends

	Single Family	Multi-Family	Manufactured	Total
2000 Census	921	173	134	1,228
2000 post-Census	11	4	0	15
2001	23	0	0	23
2002	14	2	6	22
2003	24	0	0	24
2004	19	0	0	19
2005	14	2	0	16
2006	11	0	0	11
2007	4	0	1	5
2008	3	0	0	3
Totals	1,044	181	141	1,366

Source: 2000 U.S. Census; 2000-2006 data from NH Housing Finance Authority; 2007-2008 data from the Town of Warner.

The age of Warner's housing units spans a well-distributed range. Approximately 32% of housing units in 2000 were built after 1980; 30% were built between 1940 and 1969, and the remaining 38% of houses were built prior to 1940 (see **Figure H-1**). Like most towns in the area, the majority of housing in Warner consists of single family homes. As of the most recent Census, they accounted for 75% of the housing stock, while 14.1% were multi-family and 10.9% were mobile homes. Compared to nearby towns, Warner has a larger percentage of multi-family and manufactured housing (see **Figure H-2**). Hopkinton, another town with an active village center, is closest in profile. Single family homes, however, continue to be the most common housing type built in recent years (see **Tables H-3** and **H-4**). The number of annual building permits issued has fluctuated significantly since 2000, peaking between 2001 and 2003, and dipping to only 3 in 2008. This trend echoes statewide and national trends in housing and economic activity. The **New Buildings 1999-2008 Map** shows the distribution of recent development in Warner.

Figure H-1. Age of Warner Housing Units

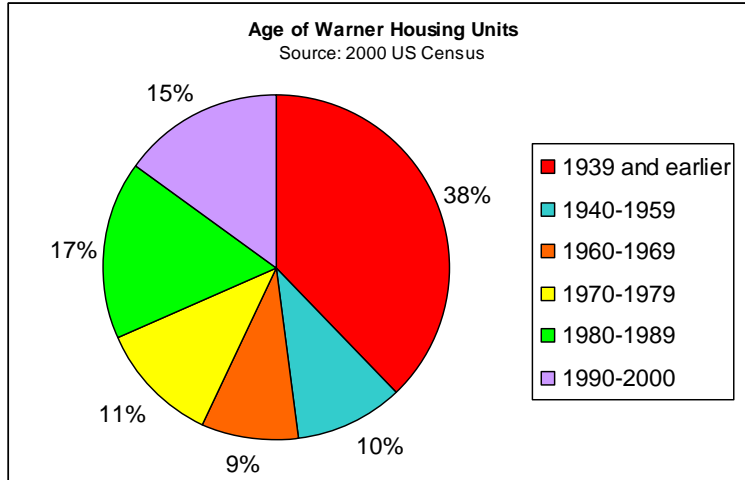
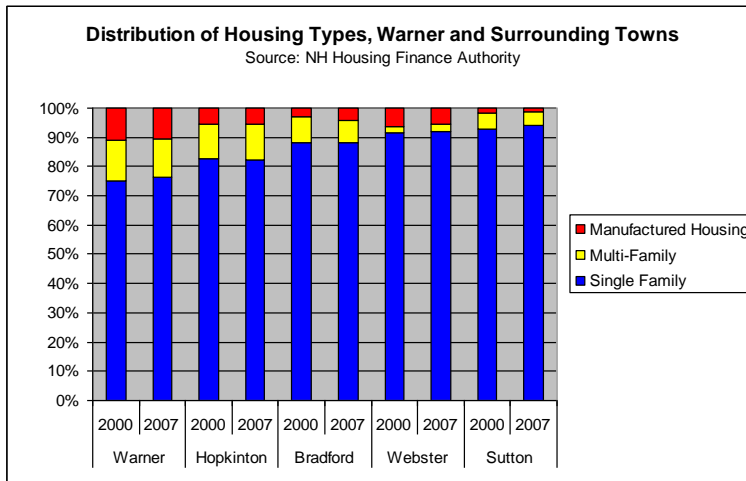


Table H-4. Housing Units by Type, Warner and Neighboring Towns

Area	Year	Single Family		Multi-Family		Manufactured Housing		Total
		Count	%	Count	%	Count	%	
Warner	2000	921	75	173	14	134	11	1,228
	2007	1,040	76	181	13	142	10	1,363
Hopkinton	2000	1,829	83	258	12	123	6	2,210
	2007	1,963	82	291	12	131	5	2,385
Bradford	2000	673	88	67	9	22	3	762
	2007	764	88	67	8	36	4	867
Webster	2000	614	91	15	2	43	6	672
	2007	730	92	20	3	43	5	793
Sutton	2000	768	93	45	5	13	2	826
	2007	942	94	47	5	13	1	1,002
Merrimack	2000	35,167	63	16,853	30	4,224	8	56,244
	2007	40,401	64	17,979	29	4,606	7	62,986
NH	2000	340,878	62	170,128	31	35,518	6	546,524
	2007	383,795	63	183,436	30	39,061	6	606,292

Source: NH Housing Finance Authority.

Figure H-2. Housing Supply Comparisons: Warner and Surrounding Areas



Source: NH Housing Finance Authority.

4.4 Household Size

Household size can be used as an indicator of how a town’s population is distributed. Warner’s household size decreased overall from 2.66 to 2.52, or 5%, between 1990 and 2000, as shown in **Table H-5**. Household sizes among owner occupied units are higher than for renter occupied units. Statewide and nationally, household sizes are also decreasing. The US Census Bureau predicts that they will continue to shrink in future decades as the population ages.

Table H-5. Household Size by Tenure for Occupied Housing Units

	1990	2000	% Change
Total	2.66	2.52	-5%
Owner Occ.	2.74	2.65	-3%
Renter Occ.	2.36	2.13	-10%

Source: 1990 and 2000 US Census

4.5 Community Survey Results

The community survey conducted in 2008, via mail distribution and online using Survey Monkey, returned a total of 229 responses. A majority of respondents (71%) felt that current residential growth was in keeping with Warner’s rural character. For those who disagreed, most felt that rural sprawl was a problem and that development should be more clustered or encouraged in village areas.

When asked what kinds of housing were needed in Warner, two-thirds (68%) of respondents felt that single family homes were most needed or somewhat needed. Eighty-four percent believed that elderly housing was needed, and 60% percent felt that duplexes were most needed or somewhat needed. Just over half (53%) indicated a need for cluster development, and just less than half (49%) thought there was a need for apartment buildings. Over three-quarters of respondents believed that mobile homes were not needed, either in subdivisions/parks or on single lots. Fifty-eight percent felt that condominiums were also not needed. These results show that the community recognizes the need to provide additional housing, particularly for families and the elderly. Respondents showed a clear preference for single family or duplex housing over mobile homes and condominiums.

Two-thirds (66%) of respondents felt that there was a need for affordable housing in Warner, for seniors and/or low- to moderate-income residents. Over half of respondents (55%) would encourage residential development in and around the village where public water and sewer utilities are available; however, about the same proportion (56%) were not in favor of reducing lot sizes in the village to accommodate infill development. The survey question relating to desired areas for future residential development was open ended and received 101 responses. Answers were grouped in categories supporting smart growth near village areas, existing roads, and existing services (27%), rural areas (18%), other random or unspecified areas (17%), specific areas named (14%), outside of Warner (13%), and proximity to I-89 (9%). Three percent indicated that they preferred no new residential development at all.

4.6 Demographic Trends and Housing

The Population section provides a detailed description of Warner's demographic trends. However, it is worth noting here the effects that a changing population may have on housing needs. During the 1990s, Warner gained residents over the age of 45 as well as older children (aged 10 to 19), while it lost young families (adults aged 20-44 and children under 9 years of age). More recent school enrollment data from 2005-2006 shows that enrollment at the elementary and middle school levels declined, while high school enrollment grew. If the population continues to trend toward more seniors and fewer school aged students, housing needs may shift toward other housing types such as townhouses, duplexes, and additional senior housing developments. If these demographic trends also reflect a reaction to housing availability, it may be that the development of more affordable or workforce housing options, such as rental opportunities, would attract more young couples and families.

4.7 Trends in Housing Costs

Recent data indicate that Warner's housing stock is relatively affordable in the Central New Hampshire region. **Table H-6** shows median purchase prices and median gross rents for Warner and surrounding towns, as well as for Merrimack County. Except for Webster, Warner has the lowest median purchase price at \$227,900. The median gross rent for a two-bedroom unit in Warner was \$932 in 2008, below the county-wide median of \$1,019. Figures for individual towns should be considered an estimate of current conditions. The sample size was

less than 50 (except for Merrimack County as a whole), which NHHFA considers volatile and not statistically valid.

Table H-6. Regional Median Purchase Price and Gross Monthly Rent, 2008

Town	Median Purchase Price	Median Gross Rent (2-BR Units)
Warner	\$227,900	\$932
Bradford	\$230,000	N/A
Hopkinton	\$255,000	N/A
Sutton	\$279,000	N/A
Webster	\$188,000	N/A
Merrimack County	\$232,000	\$1,019

Source: Median Purchase Prices from NHHFA Purchase Price Database. Median Rental Costs from NHHFA Residential Rental Cost Survey.

Rental cost trends are often presented in nominal dollars, indicating sharp increases over a period of time. Those increases are real; however, when adjusted for annual inflation, the increases are less stark. Table H-7 shows median gross rental costs for all units and for two-bedroom units in Warner, the Concord MicroNECTA³ area, and Merrimack County from 2000 to 2009. All figures were adjusted for inflation and expressed in 2008 dollars. Figure H-3 charts these trends, showing that while the region has had fairly stable rents that mirror inflation, Warner rents have increased to levels more consistent with the region as a whole.

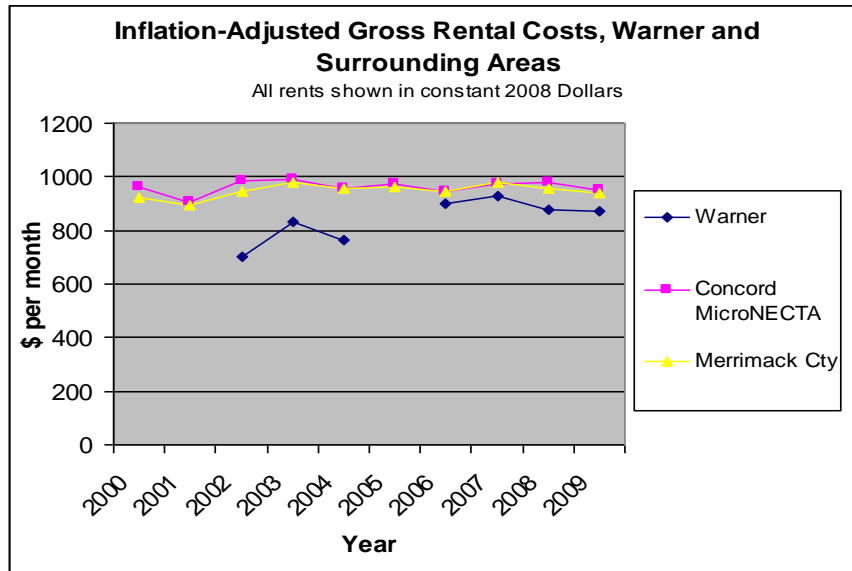
Table H-7. Inflation-Adjusted Median Gross Rental Costs, Warner and Surrounding Area (2008 Dollars)

Year	Warner		Concord MicroNECTA		Merrimack County	
	All Units (\$)	2-BR Units (\$)	All Units (\$)	2-BR Units (\$)	All Units (\$)	2-BR Units (\$)
2000	N/A	N/A	961	1,019	925	1,018
2001	N/A	N/A	907	1,019	894	1,011
2002	701	N/A	986	1,069	944	1,039
2003	833	N/A	988	1,075	982	1,075
2004	765	N/A	959	1,057	959	1,066
2005	N/A	N/A	972	1,070	961	1,043
2006	902	N/A	948	1,028	948	1,015
2007	930	967	972	1,059	977	1,059
2008	875	932	980	1,024	958	1,019
2009 (Jan-May)	873	954	953	1,020	939	1,007

Source: NH Housing Finance Authority Residential Rental Cost Survey. All figures are adjusted for inflation in 2008 dollars using the Bureau of Labor Statistics CPI Inflation calculator, at <http://data.bls.gov/cgi-bin/cpicalc.pl>.

³ The Concord MicroNECTA, or Micropolitan New England City and Town Area, includes the communities of Allentown, Barnstead, Boscawen, Bow, Canterbury, Chichester, Concord, Epsom, Hopkinton, Loudon, Pembroke, Pittsfield, Salisbury, Warner, and Webster.

Figure H-3. Inflation-Adjusted Gross Rental Costs for All Units, Warner and Surrounding Areas



Source: NHHFA Residential Rental Cost Survey. All figures are adjusted for inflation in 2008 dollars using the Bureau of Labor Statistics CPI Inflation calculator, at <http://data.bls.gov/cgi-bin/cpicalc.pl>.

4.8 Future Housing Needs

Estimating future housing needs can be difficult at the municipal level, due to variability in residential construction rates and population growth. As discussed in the Population section, Warner’s population growth has slowed since 2000, but is still growing faster than had been expected a decade ago. The NH Office of Energy and Planning’s estimates for future population growth, therefore, may be conservative. **Table H-8** shows population and housing projections through 2030. Population projections are from the New Hampshire Office of Energy and Planning. The number of housing units for 2000 and 2005 are from the New Hampshire Housing Finance Authority. According to the US Census Bureau, household size in 2010 is expected to be approximately 98% of the 2000 figure. Accordingly, housing units have been projected based on 98% of the 2000 ratio of 2.25 persons per unit.⁴ For each 10 year period, the same 2% decrease was assumed to arrive at the projected number of housing units. This may also be a conservative estimate, given the 5% decrease in household size measured by the decennial 1990 and 2000 censuses. Using these assumptions and estimates, by 2030, Warner can expect an additional 480 housing units over 2005 levels or approximately 19 units each year. This projected increase over the next twenty years represents a 36% increase in Warner’s housing stock.

⁴ Note: The persons per unit calculation in **Table H-8** is based on total housing units in Warner, which is slightly different from the household size reported in **Table H-5**, measured by occupied units only.

Table H-8. Population and Housing Projections, Warner

Year	Population	Housing Units	Persons/Unit
2000	2,760	1,228	2.25
2005	2,950	1,347	2.19
2010	3,130	1,420	2.21
2015	3,320	1,521	2.18
2020	3,520	1,629	2.16
2025	3,720	1,739	2.14
2030	3,870	1,827	2.12

Source: Population estimates and projections from NH Office of Energy and Planning, Jan. 2007. Housing Units for 2000-2005 from NH OEP's "Current Estimates and Trends in New Hampshire's Housing Supply, 2007." Housing unit projections for 2010-2030 based on projected change in persons/unit. According to the US Census Bureau, in 2010 the number of persons/unit will be 98% of the 2000 figure. This 2% decrease was carried forward for each subsequent 10 year period.

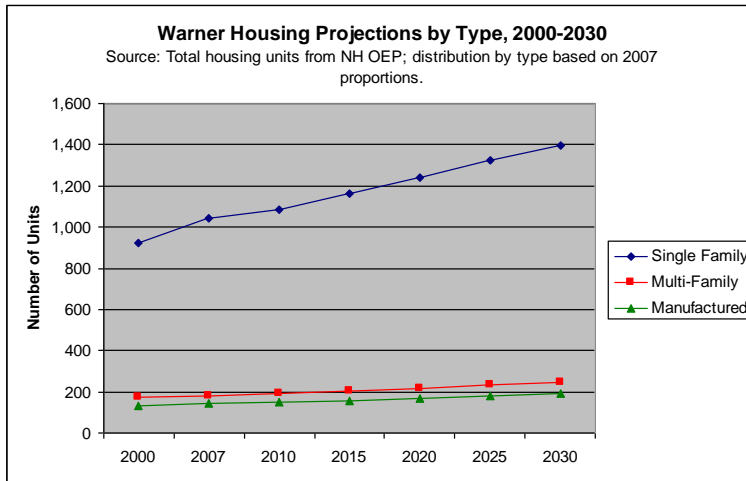
Table H-9 breaks down projected housing units by type, based on 2007 proportions (76.3% single family, 13.3% multi-family, 10.4% manufactured housing). By 2030, Warner should plan for an additional 354 single family homes, 62 multi-family units, and 48 manufactured homes over 2007 numbers. It is important to note that the Workforce Housing Law, RSA 674:58-61, which took effect January 1, 2010, may influence the number and distribution of housing units built in Warner in the future. The law calls on municipalities to provide reasonable and realistic opportunities for the development of workforce housing that is affordable for low- to moderate-income families. Also, as mentioned above, the need for a variety of housing types to accommodate an aging population may change the distribution of single family homes versus multi-family and manufactured housing. **Figure H-4** graphically displays the projections for Warner.

Table H-9. Projected Housing Units by Type

Year	Single Family	Multi-Family	Manufactured	Total
2000	921	173	134	1,228
2007	1,040	181	142	1,363
2010	1,083	189	148	1,420
2015	1,160	202	158	1,521
2020	1,243	217	169	1,629
2025	1,327	231	181	1,739
2030	1,394	243	190	1,827

Source: Total Housing Units from NH Office of Energy and Planning.
Projections by type calculated based on 2007 proportions.

Figure H-4. Housing Projections by Type



4.9 Affordable Housing

In New Hampshire, RSA 674:58-I defines affordable housing as “housing with combined rental and utility costs or combined mortgage loan debt services, property taxes, and required insurance that do not exceed 30 percent of a household’s gross annual income.” Therefore, every household has its own “affordable” threshold, regardless of income. Those earning less than the area median income, however, are often more constrained in their housing choices due to limited resources and affordable options. Housing affordability is a challenge across New Hampshire. Most communities currently do not have enough affordable housing available for households at or below median income levels.

Affordable housing typically refers to housing that meets the 30% or less cost threshold for households earning 80% or less of the area median income. For Warner, the area generally used to calculate median income is Merrimack County. *Workforce housing* is more specifically defined by RSA 674:58-I as “housing which is intended for sale and which is affordable to a household with an income of no more than 100 percent of the median income for a 4-person household for the metropolitan area or county in which the housing is located.... ‘Workforce housing’ also means rental housing which is affordable to a household with an income of no more than 60 percent of the median income for a 3-person household....” Workforce housing can include, but is not limited to, subsidized and affordable housing in the traditional use of the term.

In Merrimack County, the median income for a 4-person household in 2009 is \$74,900. At that level, the maximum house price homebuyers can afford is calculated at \$224,000 by the New

Hampshire Housing Finance Authority.⁵ A 3-person household at 60% of the area median income is earning \$40,450, and can afford a rental unit at \$1,010 per month, including utilities. As of 2008, Warner’s median house purchase price was just above the affordable threshold at \$227,900, and the median gross rent was below the affordable threshold at \$932 per month. Town-specific data on median income is not available on an annual basis; therefore it is difficult to assess how Warner residents currently compare to the county median. However, at the time of the 2000 Census, Warner households earned \$44,142, nearly 10% less than the county-wide median household income of \$48,522. Assuming the disparity in incomes continues today, Warner residents may be bearing a higher cost burden for their housing. The community survey conducted in 2008 indicated that residents see housing costs as a major issue. The two greatest concerns of respondents were that property taxes would rise too high and that living in Warner would become unaffordable for older and younger generations.

4.9.1 State and Local Regulations

The New Hampshire Legislature has passed several statutes requiring towns to encourage the development of affordable housing:

1. RSA 674:2, III stipulates that town master plans containing housing chapters must assess local housing conditions and project future needs of “residents of all levels of income and ages in the municipality and the region as identified in the regional housing needs assessment performed by the regional planning commission.”
2. RSA 672:1, III-e states that the “establishment of housing which is decent, safe, sanitary and affordable to low and moderate income persons and families is in the best interests of each community...and serves a vital public need. Opportunity for development of such housing shall not be prohibited or unreasonably discouraged by use of municipal planning and zoning powers or by unreasonable interpretation of such powers.”
3. RSA 674:32 bars communities from excluding manufactured housing and sets requirements for location of such housing.
4. RSA 674:44-h-j and 673:4-c, passed in 2008, allow towns to establish housing commissions that act as advisory land use boards. Housing commissions may acquire and dispose of real property and administer affordable housing funds.
5. RSA 674:58-61, passed in 2008 and placed in effect January 1, 2010, requires towns to provide reasonable and realistic opportunities for the development of workforce housing. Towns must allow workforce housing of some kind in the majority of residentially zoned land in town, and they must allow multi-family developments (defined as 5 units or more) somewhere in town. Towns can comply with the law by adopting a voluntary inclusionary zoning ordinance; however, any inducements included in such an ordinance must not render the project economically unviable.

⁵ New Hampshire Housing Finance Authority, “2009 Workforce Housing Purchase and Rent Limits, RSA 674:58 – 61.” Accessed 10/15/09 at http://www.nhhfa.org/rl_docs/2009WHPurchaseRentLimits.pdf.

4.9.2 Warner's Theoretical Fair Share of Regional Affordable Housing Needs

The Central New Hampshire Regional Planning Commission last published a Regional Housing Needs Assessment in 2000. As of 2009, a draft update has been released to analyze the housing needs for individuals and families of all income levels in the Central New Hampshire region. The draft assessment relies on methodologies developed by Bruce Mayberry in a 2003 report prepared for the New Hampshire Housing Finance Authority.

The draft assessment presents four models projecting housing needs in the region. These models vary in how housing projections are distributed based on how each model defines the need for low-income households. Models A and B distribute a higher number of units, while Models C and D allocate fewer units.

No single number of housing units is projected for each town, and projections from the draft assessment should not be viewed as a hard and fast number the town should achieve. Rather, they provide an estimate for the needs in the region and suggest how that projected need might be distributed among the region's municipalities, based on a variety of factors such as employment centers, population, and existing affordable housing stock. Because four different sets of projections were presented in the draft assessment, an average of the four may be considered the most reasonable estimate for Warner. **Table H-10** shows the average of the four models for Warner, surrounding towns, and the CNHRPC region, broken down by age group.

Table H-10. Theoretical Regional Fair Share Housing Projections, Warner and Surrounding Towns

Municipality	Average of 4 models		Total
	<65	65+	
Warner	48	5	53
Bradford	21	8	29
Sutton	27	10	37
Salisbury	16	4	19
Webster	21	5	26
Hopkinton	101	23	124
Henniker	60	8	67
CNHRPC	1,778	585	2,363

Source: Central New Hampshire Regional Housing Needs Assessment 2009 DRAFT.

These figures were generated with a projected target year of 2010 and were based largely on 2000 Census data. Future regional housing needs assessments should extend the planning horizon farther, particularly once 2010 Census data becomes available.

4.9.3 Workforce Housing

The Workforce Housing Law, RSA 674:58-61, as mentioned above, went into force on January 1, 2010. In order to comply, municipalities must ensure that their local land use regulations,

taken individually *and* collectively, provide reasonable and realistic opportunities for workforce housing development. The Warner Planning Board followed the development of the law closely, and wishes to conform. In 2009, CNHRPC conducted a regulatory audit of the Town's land use and development regulations to identify inconsistencies with the Workforce Housing law. The documents assessed included Warner's Zoning Ordinance, Subdivision Regulations, Site Plan Review Regulations, Building Code, and the 1999 Master Plan. The purpose of the audit was to aid the Planning Board in complying with the new law and in protecting the Town from legal complaints relative to workforce housing development.

In conducting the regulatory audit, town land use regulation and planning documents were examined for provisions that ran counter to the mandate to provide reasonable and realistic opportunities for workforce housing development. The regulations were considered both individually and collectively for exclusionary measures that would conflict with the Workforce Housing law. Additionally, they were examined for gaps that could potentially be filled in order to better comply with the law.

Major findings and recommendations of the audit follow:

1. The Workforce Housing law specifies that the municipality must allow for the development of multi-family structures containing five units or more in some areas of town. Warner limits the number of dwelling units to four per structure. In order to comply, the town should redefine "Multi-Family Development" in section IV-K of the Zoning Ordinance to allow five (or more) units per structure.
2. The Building Code sets a minimum floor area requirement of 500 square feet for any free-standing single family dwelling unit, which is inconsistent with the term "manufactured housing" given in the Zoning Ordinance, defined as a structure at least 320 square feet in size. The Town should modify one or the other definition to be consistent.
3. The Workforce Housing law states that the "collective impact" of all ordinances and regulations must be considered when determining the reasonable and realistic opportunity for workforce housing development. Warner's ordinances and regulations currently do not offer incentives or incorporate special allowances specifically for workforce housing development. Taken collectively, provisions such as frontage and setback standards, road standards, landscaping requirements, application fees, and lot sizing as they stand currently contribute to an exclusionary effect that potentially prevents the economically viable development of workforce housing. The Town should craft and adopt a Workforce Housing Ordinance, either as an overlay district or as a town-wide inclusionary zoning ordinance.
4. Accessory dwelling units are one example of a potentially affordable housing type. Currently, Warner does not permit accessory dwelling units. The town should consider permitting them either town-wide or as an option specifically for workforce housing developments.

5. Manufactured housing, including mobile homes, is another example of a potentially affordable housing type. Currently, Warner restricts all manufactured housing to parks or subdivisions which must be at least 10 acres in size. This excludes manufactured housing as an economically viable type of housing on single family lots. Additionally, the existing definition of manufactured housing does not clearly distinguish modular (or “presite built”) homes from mobile homes. The Town should clarify that difference in the definitions portion of the Zoning Ordinance. The Town should consider allowing modular manufactured homes in all residential zones. Mobile homes could still be confined to parks and subdivisions; however, the Town should also consider reducing the minimum tract size to less than 10 acres in proportion to the number of dwelling units constructed.
6. Under current regulations, multi-family dwellings are permitted by right only in Zone R-2. The minimum lot size for a 5-unit dwelling (if permitted) would be 3 acres with water and sewer or 6 acres without. Current mean lot size in Zone R-2 is approximately 3.5 acres, and only a handful of undeveloped lots exist near the Village Water District where service could be extended. The Town should consider allowing multi-family units by right in R-1, where the Village Water District exists, and reducing the minimum lot size requirements for workforce housing developments.
7. Subdivision and Site Plan Regulations contain waiver sections, but do not specify workforce housing developments as projects eligible for waivers. The Town has adopted a Workforce Housing ordinance, and will update these regulations, either in specific sections where site standards are described, or in the waiver sections to say that workforce housing projects are eligible for waivers of certain standards at the discretion of the Planning Board and in accordance with the Workforce Housing ordinance.

Warner has clearly articulated in its 1999 Master Plan, the 2008 community survey, and in regular Planning Board sessions the desire to encourage the development of affordable housing to provide a diverse supply of housing options in the community. There are a small number of inconsistencies and gaps in town regulations that, if addressed, will provide a more coherent framework for workforce housing development. The major recommendation that arises from this regulatory audit is that Warner should adopt a Workforce Housing Ordinance, whether it is an overlay district or a town-wide Inclusionary zoning ordinance. Adoption of such an ordinance, along with the resolution of inconsistencies identified in the audit, would ensure that the Town complies with the Workforce Housing Law.

One current site, the Odd Fellows Block, has potential to be transformed into a workforce housing development. The building, located downtown near the elementary school, could be redeveloped into approximately twelve dwelling units. A subcommittee has been investigating the feasibility of this project and may seek Community Development Block Grant funds for the development.

4.9.4 Senior Housing

Warner’s growing senior population will require new and different types of housing. Housing for seniors is important for those who do not have the physical or financial resources to maintain single family homes, do not drive, or require some level of assistance to carry out daily tasks. Therefore, clustering senior housing together and locating it near to public services and amenities makes sense in terms of affordability, convenience, efficiency, and sense of community.

The theoretical fair share estimate for Warner shown above predicts a need for approximately five senior housing units by 2010. This should not be construed to mean that Warner will not need many more senior housing units in future decades. As of 2000, the largest segment of the Town’s population (16.8%) was aged 45 to 54, meaning that they will reach retirement age starting around 2010. Another 22% of Warner residents were already over the age of 60 at the 2000 Census.

The development of senior housing can be encouraged through incentives using inclusionary zoning techniques similar to affordable housing provisions. This could be accomplished with an overlay district or applied town-wide. Senior housing developments could take a variety of forms, from duplexes to townhouses to multi-family dwellings. Warner should consider adopting a senior housing ordinance as well as other ways to encourage the development of additional senior housing units in the future.

4.10 Existing Residential Zoning Provisions

Warner’s Zoning Ordinance permits some form of residential development in every zoning district except the Intervale Overlay District near Exit 9. In Zone B-1, single family homes and multi-family conversions are allowed by special exception only. In Zone C-1, multi-family conversions are allowed by right and all other residential uses require a special permit (see Table H-11).

Table H-11. Residential Use Regulations

Uses	R-1	R-2	R-3	B-1	C-1	OC-1	INT	OR
Single Family	P	P	P	S	S	P		P
Two-family	P	P	S		S			
Multi-family	S	P	S		S			
Conversion to multi-family	S	P	S	S	P	S		

P = Permitted by right S = Special Exception required. Anything without a P or an S requires a variance. Source: Warner Zoning Ordinance, Adopted March 10, 2009.

The Village Water District, which provides public water and sewer service, currently encompasses all of B-1, most of R-1, a small portion of R-2 near Split Rock Road, and the Intervale District. Future housing, particularly workforce and senior housing, should be concentrated in areas within or near the Village Water District to take advantage of public utilities. The workforce housing regulatory audit found that Zone B-1 has no remaining undeveloped parcels. Zone R-1 has about a dozen undeveloped lots over ½ acre in size,

although a few are inside the floodplain. In R-2, there are only a handful of undeveloped lots near the Village Water District. Future housing development will necessitate one or more of the following:

1. the subdivision of lots large enough to create two lots meeting minimum size requirements;
2. the extension of water and sewer service; or
3. redevelopment of existing structures.

Warner may also wish to consider expanding the use regulations to allow multi-family development by right in Zones R-1 and B-1.

4.11 Summary

Warner can expect its population to grow by over 1,000 people by 2030, with an attendant increase in housing units. These units will be needed in particular by seniors and low- to moderate-income families. While current housing costs are relatively affordable in Warner, it will be crucial for the Town to provide adequate housing options for these groups.

With the Workforce Housing Law taking effect in 2010, the Town must ensure that its regulations allow for real opportunities for workforce housing development. The adoption of a Workforce Housing ordinance in March 2010 has helped to ensure that the Town is in compliance.

Because it is so important to residents that the Town retain its rural character and its active, working village, Warner should identify specific areas where future housing will be encouraged, and work to prevent housing development in environmentally sensitive or very rural areas. Open Space developments are already required for major subdivisions, which can help to cluster housing on smaller lots and preserve open space for common use and preservation. Energy efficient housing development can also help individual residents and the Town to lower utility costs, improve environmental quality, and reduce dependence on outside energy sources.

With these concepts in mind, Warner can achieve its vision of enhancing its historical small town character and preserving a strong sense of community spirit.

4.12 Recommendations

Based on current needs and community input, recommendations from the findings of this chapter reflect Warner's recognition that it is vital to provide sufficient housing opportunities for residents at all age and income levels, in a manner sensitive to the town's character and natural resources. Future housing development should strike a balance between the needs of current residents, the town as a whole, and future residents.

To achieve the goals and objectives stated in this chapter, recommendations for housing development are as follows:

- Create a Housing Commission to advise land use boards on affordable housing developments and to manage affordable housing properties and funds.
- Conduct community outreach to educate residents about what workforce housing is and isn't; why it is needed and how it can contribute to local economic development
- Adopt a senior housing ordinance that offers incentives to create senior housing facilities or to incorporate affordable units for seniors in larger developments, focused in areas near the Village or other public services and amenities.
- Clarify definitions of manufactured and modular/presite built housing in the Zoning Ordinance; allow modular housing in all areas where single family homes are permitted; and reduce total required tract size for manufactured housing parks/subdivisions in proportion to the number of units being developed.
- Allow accessory dwelling units on single family lots as an affordable housing alternative.
- Make changes to Subdivision and Site Plan Regulations in keeping with any workforce housing or senior housing ordinances adopted, to ensure consistency.
- Encourage mixed use development in the village area by specifying as a permitted use in the Zoning Ordinance, to encourage residential development where services and amenities exist; consider allowing mixed use development in C-1 and Intervale districts.
- Enact steep slope regulations preventing development on ridgelines and hilltops to protect outlying areas from development.
- Redefine “multi-family development” to allow at least five dwelling units per structure, to comply with the Workforce Housing Law.
- Consider allowing multi-family dwellings by right in Zones R-1 and B-1, to encourage infill and redevelopment where public utilities and services exist.
- Enact energy efficiency regulations that encourage and support (or require) energy efficient residential construction as well as on-site renewable energy generation, including solar electric, solar hot water, and wind energy systems.

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Chapter 5. Economic Development

5.1 Introduction

Warner is fortunate to have a vibrant business sector that serves the community and the region. Aside from external market forces, the town's economic health depends on a number of interrelated factors addressed in this Master Plan, including a qualified workforce, available housing, developable land and reasonable land use regulations, a convenient transportation network, and natural resources management. Results from resident surveys and public forums indicate that the citizens of Warner place a high value on a flourishing business community while desiring to retain the historic rural atmosphere that makes the town unique.

Local government, business, and institutional organizations are all important in drawing new investment and directing growth where it will fit best. The additional tax base resulting from new businesses could help to relieve the burden on residential property owners. Economic development could also strengthen Warner's role as a regional destination. This chapter reviews the existing economic landscape, addresses recent trends, and presents future actions that Warner can pursue to encourage appropriate growth and achieve the community's goals.

5.2 Economic Development Goals and Objectives

Based upon community input from the 2008 Master Plan Community Survey, the 2010 Economic Development Survey and several public forums, the following goal expresses the broad desires of Warner residents with regard to the town's economic base:

Goal ED-1: *To support the existing business community and to encourage economic growth that serves local needs, is environmentally responsible, fits aesthetically with the town's historic architecture, and provides a net increase in municipal revenue.*

This goal is supported by the following objectives:

- Take a more pro-active approach to marketing the town's assets in order to increase local business and promote additional growth
- Tailor zoning and land use regulations so that incoming development meets consistent, attractive, and appropriate architectural standards
- Offer incentives for energy efficient, environmentally sound commercial development
- Promote nodal development in the Village, Exit 7 and Exit 9 areas such that the Interstate exit areas act as welcoming gateways to the Village, and the Village retains its compact, historic character
- Improve roadway geometry in the Exit 9 area to ensure traveler safety and ease of traffic flow to current and future commercial establishments

- Improve bicycle and pedestrian access to business districts
- Support and encourage home-based businesses and local agricultural enterprises with appropriate zoning and land use regulations
- Promote the use of RSA 79-E, the Community Revitalization Tax Relief Incentive, to encourage reuse and infill development in the Village
- Pursue grants and/or cooperative agreements for site specific developments in the Exit 9/Intervale area
- Establish a separate Economic Development Committee to advise, implement, and coordinate economic development efforts in Warner

5.3 Community Perceptions and Needs

The 2008 Master Plan Community Survey and Community Visioning Session posed several questions relating to economic development and sought input from all Warner residents. A 2009 visioning session addressed land use topics in relation to business needs. In 2010, a targeted Economic Development Survey was also distributed to local business owners and commercial landowners to solicit feedback from the business community. This was followed up by a third public forum convened to discuss economic issues in more detail. Public input from all of these sources indicates solid support for Warner's business sector and the desire for economic growth within appropriate limits.

5.3.1 2008 Community Survey

The 2008 community survey drew **229 responses from 1,048 households for a 22% response rate.**

A majority of respondents (54%) believe that Warner should encourage economic growth, while 28% do not and 18% are unsure. Most people are confident that the Planning Board is managing commercial growth well: 61% feel that current development is consistent with the town's character. A majority of respondents (57%) are supportive of the town offering monetary or regulatory incentives to attract new businesses on Main Street, and 82% rated the maintenance of a central, working village in town as important or very important. At the same time, however, two-thirds of respondents (66.4%) favor the introduction of fees for new development to help pay for new infrastructure. Survey respondents would like to see more local jobs for residents. The overall message from the Community Survey is that Warner residents want to keep the business community thriving, and grow both the tax base and the job base in town; however, there needs to be a balance between attraction incentives and the need to avoid an undue financial burden to the town resulting from economic development.

Should Warner encourage commercial/industrial growth?

	Response Percent	Response Count
Yes	54.0%	122
No	27.9%	63
Unsure	18.1%	41

Do you feel the current commercial growth is in keeping with Warner’s rural character?

	Response Percent	Response Count
Yes	61.3%	136
No	21.6%	48
Unsure	17.1%	38

Would you support enacting local tax benefits or zoning changes to improve the town’s fiscal structure by encouraging local businesses along Main Street?

	Response Percent	Response Count
Yes	56.8%	129
No	22.5%	51
Unsure	20.7%	47

Would you like to see Warner introduce fees on incoming development in order to lessen the town’s fiscal burden in regards to new infrastructure?

	Response Percent	Response Count
Yes	66.4%	152
No	14.0%	32
Unsure	19.7%	45

How important is maintaining a central, working village to you?

	Response Percent	Response Count
5 (most important)	52.9%	120
4	29.5%	67
3	11.9%	27
2	2.6%	6
1 (least important)	3.1%	7

Does Warner currently have a sufficient number and diversity of employment opportunities?

	Response Percent	Response Count
Yes	14.0%	32
No	62.0%	142
Unsure	24.0%	55

Respondents to the 2008 Community Survey were asked additional questions on the specifics of future economic development with regard to location and type of new business activity. More than two-thirds of respondents (69%) support the encouragement of green design standards in new development, and 20% favor requiring such standards. Responses were mixed on whether commercial zoning districts should be expanded or added: 22% believe current districts should be expanded; 18% endorse the creation of new commercial zones; 39% want the districts to remain as they are; and 21% are unsure. In terms of the types of new development desired by the community, top choices include small restaurants, small retail shops, a pharmacy, medical offices, and agricultural operations (see **Appendix B** for full survey results).

Would you support encouragement or requirement of incorporating green design (environmentally sound principles of building layout, materials, and energy use) features in new development in Warner?

	Response Percent	Response Count
Yes, encouragement	68.6%	157
Yes, requirement	20.1%	46
No	7.9%	18
Unsure	3.5%	8

Should Warner rezone to expand the current zones or create new zones for commercial and industrial development?

	Response Percent	Response Count
Yes, expand the current zones	22.3%	50
Yes, create new zones	17.9%	40
No, don't change	39.3%	88
Unsure	20.5%	46

5.3.2 2010 Economic Development Survey

The 2010 Economic Development survey received **37 responses from 164 surveys sent for a 22.5% response rate.**

Survey respondents from the business community strongly support economic development (83%), particularly new development at Exits 7 (72%) and 9 (76%). Respondents are somewhat

open or supportive of zoning and regulatory changes, and cite the need for better signage and marketing to promote business in Warner. Comments from the survey indicate that business owners are struggling with current tax rates and would like the town to be more proactive in working with developers to locate in Warner. Respondents also articulated the desire for the town to be more supportive of home-based businesses (see **Appendix C** for full survey results).

Would you like to see additional commercial development in Warner?

	Response Percent	Response Count
Yes	82.9%	29
No	17.1%	6

Where would you like to see more commercial development?

	Response Percent	Response Count
Exit 7	72.4%	21
Exit 9	75.9%	22
Village	37.9%	11
Other	24.1%	7

A majority of respondents (61%) would like to see an office complex in town. Opinions are mixed about the need for a new C-2 district near Exit 7: 47% support the idea to allow larger industrial or manufacturing operations, while 44% believe that the zoning districts should remain as they are. When asked generally where commercial districts should be expanded, if at all, top locations indicated were west of Exit 7, west of Exit 9 along NH 103, or further up North Road near Exit 9.

Would you like to see an office complex?

	Response Percent	Response Count
Yes	61.3%	19
No	41.9%	13

Would a C-2 Commercial District (a second type of commercial district with different allowed uses or dimensional regulations) in lieu of the existing C-1 at Exit 7 be advantageous?

	Response Percent	Response Count
No – Districts are fine as-is	43.8%	14
Yes – allow larger industrial or manufacturing buildings than at Exit 9 C-1	46.9%	15
Yes – other advantage	3.1%	1
Other	12.5%	4

If the Commercial District expanded, where should it occur?

	Response Percent	Response Count
Districts are fine as-is	19.4%	6
Along Rt. 103 east	19.4%	6
Along Rt. 103 west of Exit 9	45.2%	14
Exit 7 west to include the gravel pit	54.8%	17
Exit 8 area	22.6%	7
Extend along North Road beyond Exit 9	45.2%	14
Other	6.5%	2

5.3.3 Visioning Sessions

Visioning Sessions were held in December 2008, April 2009, and April 2010. Participants attending Master Plan visioning sessions voiced a number of desires and concerns relating to economic development. Many people support additional commercial development, but cite the need for more parking in the Village, the need to be mindful of sensitive environmental areas (particularly near Exit 7), and the lack of readily developable commercially zoned land. Participants voiced the desire for more green development and architectural design standards. There was support for the concepts introduced in the Exit 9 Charrette prepared in 2004, which envisioned a gateway area with a mix of retail, professional offices, and lodging, connected by multi-use paths and incorporating a consistent design theme.

Residents and business owners both voiced support for Village businesses, although issues regarding floor area limits, lack of public parking, drainage limitations, and very few open lots were raised with respect to expanding commercial activity in the Village. In several discussions, participants articulated a need for better signage and promotion of downtown businesses and events for out-of-town visitors, thru-travelers, and the local community. For example, travelers stopping off at Exit 9 may not be aware that there is a Village business district beyond the Market Basket Plaza. Some participants were concerned that additional development at the Interstate exits could detract from business in the Village. There appears to be some tension in the community regarding the wish for greater activity in the Village without significant traffic increases. Finally, there is some support for investigation into whether Warner should designate an historic district in the Village to achieve greater protection of its unique character.

Traffic safety concerns at Exit 9 figured largely in all three public forums (as discussed in greater detail in the Transportation Chapter). The consensus among residents is that the intersection at Market Basket Plaza must be improved to prevent vehicular accidents. However, opinions differ on how and whether the town could fund such improvements. Safety issues at the intersection will be exacerbated if additional development occurs. Participants generally supported more development in the area, with the caveat that the business types should fit well with the existing mix and that the Planning Board should be attentive to design standards.

A variety of thoughts and opinions were expressed relating to commercial development at Exit 7. Most participants favor additional development in the area, especially a commercial/light industrial mix of uses. Some concerns were raised regarding impacts to floodplains, aquifers, and forest lands. The lack of available, developable land and the need for water and/or sewer infrastructure were discussed along with the possibility of expanding the C-I zone.

Another topic mentioned at public sessions related to the importance of agriculture and forestry to the local economy. Greater local awareness is desired generally, with particular attention to zoning and land use regulations as they pertain to farmers' needs. The local agricultural economy is growing and is anticipated to continue in coming years. The lack of housing for seasonal workers is a key issue for certain agricultural concerns in town, and this is where potential zoning changes could be necessary.

5.4 Existing Conditions and Recent Trends

Warner's current economic landscape includes an active village center, commercial amenities in the Intervale at Exit 9, as well as several commercial-industrial businesses near Exit 7, many home based businesses, and agricultural enterprises. The recent economic recession slowed new development and has had some effect on the local job market. A look at the current economic picture, including the workforce, business and industry, community and regional characteristics, and land use can provide a better understanding of Warner's strengths, assets, and options for future actions.

5.4.1 Workforce

As the Demographics chapter describes, Warner's workforce is well educated compared to the state average, and the majority of workers are occupied in service-oriented or managerial jobs. The majority of jobs in Warner are held by local residents. Still, most residents commute to jobs outside of Warner, mainly in Concord, Manchester, Hopkinton, and New London.

The local job market was steady in the early part of this decade, and then picked up between 2005 and 2007. **Figure ED-1** displays the total average annual number of jobs each year, broken down by industry type. Jobs began declining in 2008, but were still above 2005 levels. As jobs increased, so did wages: between 2004 and 2008, Warner workers' average weekly earnings increased from \$526 to \$708. Local wages are significantly lower than those found in the Concord Labor Market Area and even lower than state averages, as shown in **Figure ED-2**. This is especially true for workers in service industries. While wages for goods-producing jobs are at or above regional levels (although still less than state averages), service workers in Warner receive much lower salaries than their neighbors (see **Table ED-1**). This is likely due to the fact that many local service sector businesses in Warner employ workers in lower paying retail and restaurant customer service roles.

Figure ED-1. Average Annual Number of Jobs in Warner

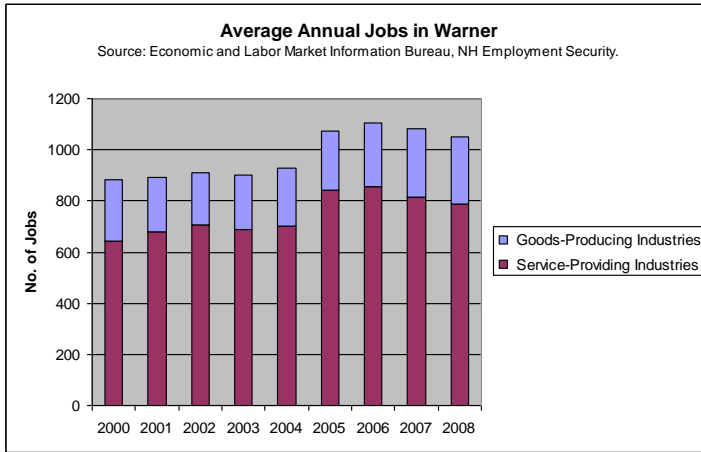


Figure ED-2. Average Weekly Wages, Warner, Region, and State

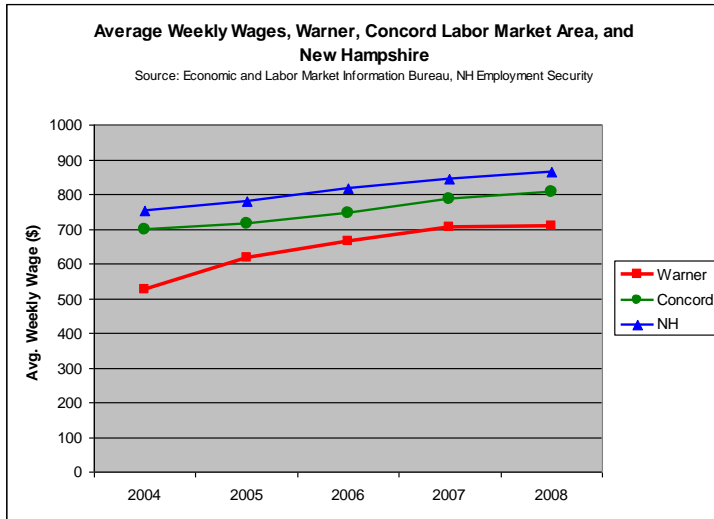


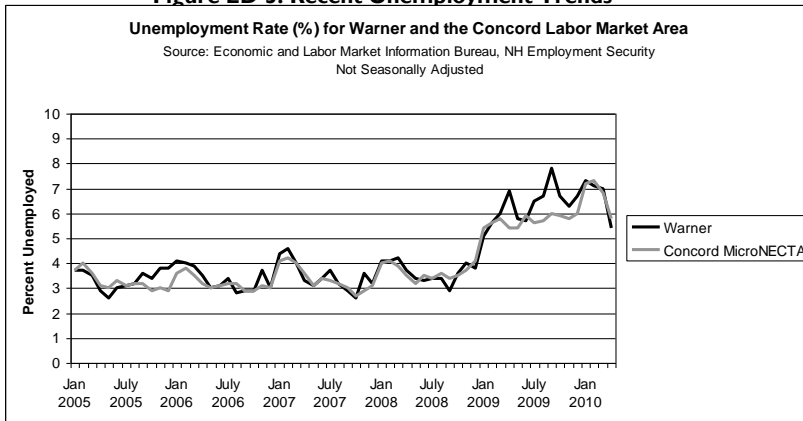
Table ED-1. Average Weekly Wages by Industry Type

	2004	2005	2006	2007	2008
Warner	Average Weekly Wage (\$)				
Total	526	618	665	704	708
Goods	782	803	858	935	946
Services	444	568	609	628	629
Concord MicroNECTA					
Total	697	715	746	785	808
Goods	790	812	845	941	944
Services	683	702	733	767	792
New Hampshire					
Total	754	780	816	843	864
Goods	926	956	1,011	1,052	1,073
Services	715	741	774	800	822

Source: Economic and Labor Market Information Bureau, NH Employment Security.

Recent unemployment trends demonstrate the effects of the recession, rising from a steady 3 to 4% in 2005-2008 up to a peak of 7.8% in September 2009. **Figure ED-3** shows Warner’s unemployment rate compared to its labor market area, the Concord MicroNECTA⁶. Warner has had a higher unemployment rate than the region during the recession, but recent figures show it may be falling back in line with regional figures.

Figure ED-3. Recent Unemployment Trends



⁶ The Concord MicroNECTA, or Micropolitan New England City and Town Area, includes the communities of Allenstown, Barnstead, Boscawren, Bow, Canterbury, Chichester, Concord, Epsom, Hopkinton, Loudon, Pembroke, Pittsfield, Salisbury, Warner, and Webster.

5.4.2 Business and Industry

Warner employers are listed in **Table ED-2**, and consist of a mix of manufacturing/industrial, retail, service, and public organizations. Seven of the top employers are in the industrial or manufacturing sector, three are retail companies, ten are service-oriented, and five are community service organizations.

In addition to the major employers, Warner has numerous small businesses and home-based businesses. The Kearsarge Area Chamber of Commerce (formerly the Warner Business Association) is active in promoting local economic development for all business types. Approximately 45 businesses and organizations are listed as active members on the group's website. The Chamber of Commerce is instrumental in organizing several annual events, such as Spring into Warner, the Holiday Shopping Tour, the Festival of the Trees, as well as hosting regular Business After Hours sessions for networking and professional development. The town does not currently have an Economic Development Committee, which could function as a liaison with the Chamber of Commerce and advise the Planning Board and Board of Selectmen on economic development issues.

Table ED-2. Employers in Warner

Employer	Partial Address	Employer Size
Market Basket	Route 103 W	200
Warner Power	Depot St	80-125
Milton Caterpillar	780 Route 103 East	50-70
Pine Rock Manor	Denny Hill Rd	50-99
Mc Donald's	Route 103 & I-89	40
Simonds-Warner Elementary School	Church St	36
Town of Warner	5 West Main St	36
R C Brayshaw & CO	Waterloo St	28
Knoxland Equipment Wear	Warner Rd	20-49
College of Saint Mary Magdalen	Kearsarge Mountain Rd	20-49
Premier Coach	Route 103 E	20-49
Warner Ag	Route 103	20-49
Dunkin' Donuts	Route 103 W	17
Foot Hills of Warner	E Main St	15-18
Irving Circle K	Route 103 West	11
Pellettieri Associates Inc	Old Pumpkin Hill Rd	10-9
Sugar River Bank	2 West Main St	9
Mesa International	Kearsarge Mountain Rd	8
Country Houses Real Estate	1 East Main St	7
Subway	I-89 & Route 103	7
Evans Express Mart	Route 103 West	5-7
Aubuchon Hardware	Route 103 W	5-9
Charlie Mac Pizza	17 E Main St	5
US Post Office	36 East Main St	5
Main Street Bookends of Warner	16 E Main St	4
Colby Linehan Realty	11 E Main St	3-5
Wingdoodle	E Main St	3-5
Brown Family Realty	8 E Main St	3
Pizza Chef	Route 103 W	2
White Mountain Gourmet Coffee	2 East Main St	2

Source: Town of Warner; Economic and Labor Market Information Bureau, NH Employment Security.

5.5 Community and Regional Characteristics

Warner is situated advantageously along the I-89 corridor between Concord and Lebanon, and is a frequent stopping point for travelers seeking services. Warner's business district is also a central node for nearby communities along NH 103 (particularly Bradford, Sutton and Webster). Although there are businesses scattered around town that were established prior to the adoption of zoning, most commercial activity is concentrated in the Village and at the Interstate Exits. Having the Market Basket grocery store and gas stations as anchors at Exit 9 draws significant numbers of people, as evidenced by the traffic counts discussed in the Transportation Chapter. Natural amenities in town, such as Mt. Kearsarge, Rollins State Park, and the Mink Hills also draw visitors.

New London and Concord are the two nearest and most popular destinations for hospital care, theaters, and shopping outside of Warner. Warner is on the outskirts of the Lake Sunapee region, a popular vacation destination year-round for visitors from all over New England. Capitalizing on this proximity may be an avenue Warner can pursue to spur economic development.

5.6 Taxes

Table ED-3 shows Warner’s annual property tax rates between 2003 and 2009. Rates were relatively steady until 2008, when the total tax increased from \$20.68 to \$23.72 per \$1,000 of assessed value. Meanwhile, rates for the Village Water District tripled during the seven year period, rising from \$0.77 to \$2.50 for property owners in the precinct. In that time, significant repairs and improvements were made to the water and sewer systems, including the installation of a new community well and storage tank. These tax increases have been felt keenly by Warner residents; many comments were made in public forums and through the surveys indicating that the tax burden was a source of serious concern. In 2010, a revaluation was undertaken which reduced the town’s total assessed value by approximately 3%. As a result, the total tax rate will increase, although changes to individual property tax bills will vary depending on whether the property was revalued at a higher or lower amount.

Table ED-3. Warner Tax Rates, per \$1,000 in Assessed Value

	2003	2004	2005	2006	2007	2008	2009	2010
Local	\$7.12	\$7.01	\$7.01	\$7.33	\$7.49	\$8.75	\$8.85	\$8.99
School	8.00	8.26	6.92	8.46	8.61	10.19	9.98	10.83
State	4.12	3.15	2.36	2.29	2.19	2.34	2.12	2.41
County	1.95	2.28	1.99	2.01	2.39	2.44	2.65	2.74
Total	\$21.19	\$20.70	\$18.28	\$20.09	\$20.68	\$23.72	\$23.60	\$24.97
Precinct	\$0.77	\$1.18	\$1.00	\$2.39	\$2.46	\$2.01	\$2.50	\$1.97

Source: Warner Assessing Office, 2010.

Compared to surrounding towns, Warner’s tax rate is higher than average. **Table ED-4** shows 2009 total tax rates (not including precinct taxes) for the area. The smaller, more rural towns tend to have lower tax rates than Hopkinton and Henniker, which are somewhat more developed and have higher populations. Warner is in the middle of the range, but higher than the average. Warner and its neighbors are rated at or near 100% of their full value, meaning that the total town tax rates are quite close to full value tax rates and make for a straightforward comparison.

It should be noted that, as of 2010, municipal taxes for all Town services accounted for 36% of the total tax bill. County government represented 11.5%, while the cost of schools (local and state) constituted 53% of the total tax rate.

Table ED-4. Tax Rates in Warner and Neighboring Towns

Town	2009 Total Tax Rate	Equalization Ratio	2009 Full Value Tax Rate
Wilmot	\$18.26	94.4%	\$17.23
Andover	\$17.40	100.0%	\$17.86
Salisbury	\$18.29	100.0%	\$18.19
Webster	\$17.42	107.4%	\$19.20
Bradford	\$19.33	100.0%	\$19.38
Sutton	\$18.33	109.8%	\$20.05
Warner	\$23.60	100.0%	\$23.43
Hopkinton	\$26.83	96.3%	\$25.95
Henniker	\$27.28	100.0%	\$27.06
Average of all towns:	\$20.75	100.1%	\$20.93

Source: NH Department of Revenue Administration.

5.7 Developable Land

Some developable land remains in Warner's commercial zoning districts. The Village business district, however, has virtually no vacant lots. Infill development or adaptive reuse in the Village may be possible to some extent, but opportunities are limited. While there are a number of undeveloped parcels in the two C-1 districts, many have some kind of development concern (such as wetlands, floodplains, or steep slopes). There are a few undeveloped parcels in the Intervale at Exit 9 on NH 103 and North Road, as well as some potentially developable land along Chemical Lane just south of the Village. This area is within the C-1 district and is served by public water and sewer. The Exit 7 area also has a number of unbuilt parcels along NH 103. The need for and feasibility of developing public water and/or sewer facilities near Exit 7 to attract new businesses may be worth investigating.

In 2011, the Town voted to add approximately 70 acres in the C-1 district near Exit 7, and to allow larger and multiple buildings on a single lot. The intent of these changes was to accommodate additional commercial development and to add flexibility to the Zoning Ordinance.

According to annual town reports, only four commercial or business building permits were issued between 2005 and 2009, and the most recent commercial site plan to be approved was in 2007. Although conceptual designs and site plan questions continue to come before the Planning Board, the rate of applications and approvals has decreased dramatically from the first half of this decade.

5.8 Summary

Due to the recent economic recession, Warner is at a potentially advantageous planning stage. With little development pressure at the moment, the town has the chance to strategically plan for the type and extent of commercial growth that its citizens desire, and to design economic development efforts to attract suitable businesses in the future.

There is widespread support among residents and the business community for increased economic development in Warner that is appropriate in scale, environmentally sound, and beneficial to the community. However, opinions differ on how and where to site new development. The Exit 7 and Exit 9 areas are favored locations by those wishing to see more commercial activity, but at this time, buildable land is relatively scarce. An expansion of the commercial zones and potential changes to the zoning ordinance such as gross floor area limits may be necessary to accommodate significantly more development.

Business retention is of particular importance to the town's economic development plans. Community events like Warner's annual festivals are important in cultivating community support for local businesses, and should be promoted. Additional events such as a business showcase could spotlight a rotating set of businesses, encourage owner interaction, and run special promotions to draw customers. Another way for the town to support existing businesses is to work with NHDOT to make sure there are blue directional signs on all Interstate exit ramps directing travelers to downtown businesses. Site plan regulations should be reviewed to ensure that they encourage home based businesses to develop and expand within the intended limits of the underlying zoning districts. Finally, Warner should support its agricultural community as part of its economic development strategy and as a way to preserve rural character. The town could consider adopting an Agricultural Conservation overlay zoning district that protects areas best suited for agriculture and minimizes conflicts with other types of land uses. Farm tours, tourist maps, and harvest festivals are other ways to draw attention to agricultural businesses.

Attracting new businesses will require planning and outreach efforts. First, land use regulations must be reviewed and possibly modified to clearly articulate the town's desires in terms of development focus areas, site design and architectural guidelines. Outreach to businesses and developers may be needed to discuss development opportunities. The town has a valuable resource in the Kearsarge Area Chamber of Commerce, whose mission is to promote economic development in the community. The Chamber may have key resources to contribute throughout the planning process in terms of marketing, outreach, design ideas, and connection to the development community. Warner could also establish an Economic Development Committee to advise the Town on economic development matters, implement projects, and act as a formal liaison with the Chamber of Commerce and existing and potential business owners. The development of an Economic Development Plan would help Warner to identify and prioritize strategies for business retention and development.

The costs and tax benefits to the town relating to economic development should be investigated in more detail. A balance must be struck between offering incentives to new

businesses and requiring them to pay for new infrastructure and public services. Intersection improvements at Exit 9, for example, are necessary for safety reasons as well as to promote commercial development in the vicinity. The town has explored funding possibilities with NHDOT, and now needs to find a way to fund the town's share. The local share of improvement costs could potentially be supplemented by future developers, but in large part will likely fall to the municipality. A capital reserve fund may be one way to steadily accrue funds for this purpose. A Tax Increment Financing (TIF) District may be another. A TIF identifies an area where development or redevelopment will occur. Base assessed value is calculated, and then as the Town completes improvement projects and new development occurs, increases in assessed value result in additional real estate taxes that are paid into a special fund that helps to finance the public improvements. Base taxes from the district continue to be paid to the general fund so that no tax revenue is diverted, and there is no extra tax burden to residents to fund development. The use of a TIF district requires approval at Town Meeting and the recruitment of businesses to ensure that improvement costs can be financed adequately.

Compared to many communities in New Hampshire, Warner has several advantages when planning for economic development. First, it has a strong commercial base with a healthy local economy and an active Chamber of Commerce. Second, existing zoning has concentrated economic activity at key nodes in town where additional development is desired. Third, it possesses a vital sense of community and a beautiful setting that contribute to a high quality of life for residents, workers and business owners. Third, it is in a convenient location between Concord and Lebanon with three Interstate exits that offer easy transportation access. Finally, the Planning Board and the community are proactively engaged in creating a sustainable and successful local economy. A coordinated effort that draws on all of these resources will have a powerful effect on Warner's economic future.

5.9 Recommendations

The following recommendations are made based upon current needs and community input, in order to achieve Warner's economic development goals and objectives. Recommendations are not listed in priority order.

- Review building façade standards in the site plan review regulations for specificity to ensure that future commercial development is attractive and consistent with Warner's historic, rural character.
- Incorporate access management standards and guidelines in business and commercial zoning districts to prevent conflict points for traffic entering and exiting roadways (see Transportation Chapter for a detailed discussion).
- Consider modifying zoning and site plan review regulations to allow for the economical construction of temporary housing at agricultural operations. An Agricultural Conservation Zoning District could be adopted to clarify preferred and allowed uses.

- Develop a financial strategy, such as the establishment of a capital reserve fund or a TIF District, to raise necessary funds for Exit 9 intersection improvements.
- Investigate the need for and feasibility of water and/or sewer infrastructure in the C-1 district at Exit 7. Investigate the possibility of a TIF District to finance such infrastructure development.
- Establish an Economic Development Committee to advise and implement economic development activities and provide an official liaison between the town and the business community.
- Explore cooperative efforts between the Planning Board and the Kearsarge Area Chamber of Commerce to retain and attract commercial development.
- Develop an Economic Development Plan that identifies local assets, needs, and specific goals, and prioritizes strategies for business retention and development.
- Evaluate the town's sign regulations to insure that it allows flexibility for businesses while still maintaining the town's desired site design aesthetics.
- Evaluate zoning ordinance provisions regarding home-based businesses to allow flexibility without compromising underlying zoning principles.
- Advocate for alternative transportation options, including intertown public transportation and expanded pedestrian and bicycle facilities to promote safe, healthy, and convenient transportation options for residents and workers.
- Work with NHDOT to install blue Tourist Oriented Directional Signs on the Interstate that direct travelers to local businesses.
- Continually modify the Town website with a section for businesses, including contact information and a basic overview of Warner's economic development goals and plans.

Chapter 6. Community Facilities

6.1 Introduction

Community services and infrastructure are the backbone of the Town. Administering these services and maintaining community facilities constitute one of the primary functions of local government. As the Town experiences population and development changes, community facility and service needs also shift. The purpose of this Chapter is to inventory and evaluate Warner's public infrastructure. Future needs of each Town department are also forecast to make sure that the community can make better planning decisions.

One way that the Town can plan for anticipated facility and service requirements is through the Capital Improvement Program (CIP) process. Enabled under RSA 674:5 and authorized in Warner at the 1988 Town Meeting, the CIP links local infrastructure improvements to Master Plan goals, land use regulations, and economic development. It is a document prepared by a subcommittee of the Planning Board that makes recommendations for capital expenditures (items over \$10,000 with a useful life of at least three years) over a period of six years. The CIP's sole purpose is to aid the Board of Selectmen and the Budget Committee in their annual budgeting process. Capital improvement expenditures can then be placed on the Town Warrant for voter approval. In this way, funds for large infrastructure improvements can be set aside annually in anticipation of future needs. For example, if a new community building is projected to be built five or ten years in the future, the CIP may make a recommendation to place funds annually into a capital reserve fund so that the cost of the building as a proportion of the annual tax appropriation stays level. The CIP Subcommittee looks to the Master Plan for guidance when it prepares its recommendations. Therefore, the Community Facilities Chapter in the Master Plan is particularly important for capital improvement planning.

This Chapter also summarizes community input on the adequacy of Town facilities and services, based upon results from the Community Survey and comments at public visioning sessions. Residents value access to community facilities and excellent municipal services, both of which contribute to the high quality of life enjoyed in Warner.

6.2 Community Facilities Goals and Objectives

The following goals and objectives were developed based upon information gathered from Town department heads, issues raised by residents through the Community Survey and Master Plan visioning sessions, and concerns identified by the Planning Board:

Goal CF-1: *Provide high quality facilities and services to Warner residents in a cost effective manner and continue to update services to meet the needs of the current and future Warner community.*

This goal is supported by the following objectives:

- Proactively plan and budget to ensure that Town departments are adequately staffed and have suitable facilities for the future
- Encourage Warner residents to be involved in community facilities, departments, and services
- Look for opportunities to improve energy efficiency and reduce energy costs when making building improvements

6.3 Community Perceptions and Needs

Warner residents are generally happy with the facilities and services the community provides. The 2008 Community Survey asked a variety of questions relating to municipal services, amenities, and other opportunities. When asked to rate municipal services such as safety services, road maintenance, transfer station, and public utilities, the majority of survey respondents rated services either good or excellent. Simonds Elementary School likewise was rated excellent or good by 89% of respondents (when removing the “N/A” responses). Kearsarge Regional Middle and High Schools got fewer excellent ratings, but still were considered to be either good or excellent by 81% and 77% respectively (when removing the “N/A” responses). Warner’s highway department is also viewed positively: over three-quarters (76%) of respondents indicated that they were satisfied with how Town roads were maintained. No major concerns were raised relating to municipal services at the Visioning Sessions.

How would you rate the following municipal services?

		Excellent	Good	Fair	Poor	Undecided or N/A	Needs Improvement
Police Protection	Response %: Count:	21.4% 48	48.2% 108	18.3% 41	4.0% 9	2.2% 5	6.3% 14
Fire Protection	Response %: Count:	44.2% 100	46.5% 105	4.0% 9	0% 0	5.3% 12	0% 0
Emergency Medical Services	Response %: Count:	37.4% 83	41.4% 92	8.6% 19	1.8% 4	9.9% 22	2.3% 5
Road Maintenance	Response %: Count:	25.7% 58	48.7% 110	15.9% 36	7.1% 16	0.4% 1	4.0% 9
Snow Removal	Response %: Count:	39.0% 72	46.6% 104	9.4% 21	2.2% 5	1.3% 3	2.2% 5
Transfer Station/Recycling Program	Response %: Count:	32.0% 72	46.2% 104	12.0% 27	3.6% 8	1.3% 3	5.8% 13
Building Code Enforcement	Response %: Count:	6.8% 15	35.6% 78	18.7% 41	6.8% 15	29.2% 64	3.7% 8
Town Water (precinct)	Response %: (% without N/As): Count:	10.2% (21.4%) 21	22.9% (48%) 47	6.8% (14.3%) 14	3.9% (8.2%) 8	53.2% 109	3.9% (8.2%) 8
Sewer (precinct)	Response %: (% without N/As): Count:	11.4% (24.5%) 23	22.3% (47.9%) 45	6.9% (14.9%) 14	3.0% (6.4%) 6	54.0% 109	3.0% (6.4%) 6
Town Administration	Response %: Count:	22.1% 49	41.4% 92	18.5% 41	6.3% 14	6.3% 14	6.3% 14

How would you rate the schools serving Warner?

		Excellent	Good	Fair	Poor	Undecided or N/A	Needs Improvement
Simonds Elementary (K-5)	Response %: (% without N/As): Count:	36.4% (48.5%) 80	30.5% (40.6%) 67	5.0% (6.7%) 11	1.4% (1.8%) 3	26.4% 58	1.8% (2.4%) 4
Kearsarge Regional Middle School (6-8)	Response %: (% without N/As): Count:	16.0% (23.3%) 35	39.3% (57.3%) 86	9.1% (13.3%) 20	1.4% (2%) 3	32.4% 71	2.7% (4%) 6
Kearsarge Regional High School (9-12)	Response %: (% without N/As): Count:	10.5% (15.9%) 23	40.6% (61.4%) 89	10% (15.2%) 22	2.3% (3.4%) 5	34.7% 76	2.7% (4.1%) 6

Overall, are you satisfied with the maintenance of Warner's roads?

	Response Percent	Response Count
Yes	76.2%	173
No	14.5%	33
Unsure	8.4%	19

Another set of questions related to amenities in Town. Residents gave these amenities a more mixed review. In particular, adult and senior recreational opportunities and beach facilities were ranked only “fair” or “poor” by the largest number of respondents. An open-ended question seeking ideas for additional amenities drew responses including additional recreational opportunities (such as a community or recreation center), more commercial development, restaurants, pedestrian and bicycle facilities, public transportation, and activities for seniors. Respondents also indicated their desire for a pharmacy, and one has recently opened in Warner Village. Just over half of respondents (52.7%) stated that they were satisfied with public access to the Warner River. Feedback from public forums also indicated a desire for more recreational opportunities, amenities for seniors, better bicycle and pedestrian trails, and more commercial services.

How would you rate the following amenities in Warner?

		Excellent	Good	Fair	Poor	Undecided or N/A
Medical/Health Services	Response %: Count:	12.4% 28	32.0% 72	29.8% 67	11.6% 26	14.2% 32
Youth Recreational Opportunities	Response %: Count:	8.4% 19	44.9% 101	18.2% 41	6.2% 14	22.2% 50
Adult Recreational Opportunities	Response %: Count:	4.0% 9	24.7% 55	31.8% 71	24.2% 54	15.2% 34
Senior Recreational Opportunities	Response %: Count:	3.2% 7	20.1% 44	22.4% 49	21.5% 47	32.9% 72
Town Beach	Response %: Count:	5.9% 13	22.4% 49	25.6% 56	28.3% 62	17.8% 39
Sport Facilities	Response %: Count:	4.9% 11	37.2% 83	27.4% 61	13.5% 30	17.0% 38
Town Forest Management	Response %: Count:	12.5% 27	47.7% 103	10.2% 22	2.3% 5	27.3% 59

Please tell us about any other services or opportunities you would like to see in Warner.

Comment	Count
Recreational opportunities	25
Economic development (more stores and services)	14
Restaurant open in evening	13
Pharmacy	8
Public transportation	7
Beach	7
Pedestrian/bike amenities	6
Senior programs/facilities	6

Are you satisfied with the current public access to the Warner River?

	Response Percent	Response Count
Yes	52.7%	118
No	19.6%	44
Unsure	27.7%	62

6.4 Anticipated Population Trends

The Demographic Trends Chapter contains a thorough discussion of how Warner’s population is growing and changing. Current estimates and projections indicate that the population is growing steadily and will continue to do so in the next ten to twenty years. The older adult and older children age groups are expanding, while younger adults and younger children will account for a smaller proportion of the Town’s population. By 2030, it is expected that Warner’s population will increase by 31% over 2005 NHOEP estimates, adding approximately 35-40 persons annually. Correspondingly, projections show an expected increase of 480 housing units in that period, at a rate of approximately 19 units per year. NHOEP’s projections suggest that Warner is growing slightly more rapidly than the state as a whole, but not nearly as rapidly as it did during the 1990s.

As the Town’s population grows and the community develops, there will be an increased demand for community facilities and services. While projections for population and housing are not predictions, they do provide a rough basis for community planning. It is important to consider such projections when making decisions about the expansion of services, personnel requirements, equipment purchases, and funding allocations.

6.5 Town Hall and Community Offices

Warner’s administration operates out of two buildings: Town Hall at 5 East Main Street and the Old Graded School at 49 West Main Street. The Town Hall is a brick building constructed in 1910. An addition was completed in 1989, providing an accessible entrance, restrooms, and Town Administration offices. The Town Hall presently contains the Board of Selectmen, Assessing, Town Clerk, Finance, and Land Use offices, as well as two large meeting spaces for Town Meeting, board and committee meetings, and other community events. There are currently three full-time, one part-time, and two on-call staff members. The building received a new roof in 2010, and repairs to the front steps will likely be made in 2011.

Personnel needs are expected to remain level for Town Administration over the next five years. Within six to ten years, staff for additional zoning enforcement may be required.

The Old Graded School was also constructed in 1910. It houses several community programs, including Kearsarge Valley Community Action, the Senior Center, Senior Community Service Employment Center, Head Start, Warner Cooperative Preschool, Commodity Supplemental

Food Program, Congregate Meals, Emergency Food Pantry, and the Women, Infants, and Children Program. The Welfare Office hours expanded in 2010 to offer services daily during weekday business hours. The main section of the building received roof repairs in 2009 (the flat roof at the rear of the building was completed several years earlier), but needs additional improvements for health, safety, and energy efficiency.

Both buildings were assessed in a professional energy audit in 2009, which recommended several major improvements. Both buildings need insulation and air sealing, as well as a replacement heating system in the Town Hall. The energy audit recommended improvements to the Old Graded School's heating system and the installation of a ventilation system, as well as roof improvements to the addition.

6.5.1 Department Needs

- Town Hall: The building energy audit completed in 2009 indicated that the building would benefit from insulation, air sealing, and ventilation improvements, as well as a replacement heating system.
- Old Graded School: The building energy audit recommended air sealing and insulation, better HVAC controls, roofing over the addition, and potentially a new boiler.
- Although the Town Hall will not require an addition, there will need to be adequate space provided for the storage of Town documents in a vault of some sort. This may be possible without significant financial outlay.
- The Town Hall will require a new copier within 6-10 years.

6.6 Transfer Station

The Transfer Station is located on NH 103, where Warner residents bring garbage and items for recycling, as well as reusable items for the "swap" area. The Transfer Station is run by one full-time and three part-time staff and one volunteer. In 2009, ash and gypsum debris were removed from the site to comply with NHDES regulations, and the facility was reconfigured for safety and ease of use. The Town completed its purchase of the Transfer Station land from the State in 2009. The operating hours of the Transfer Station have also expanded to include Sundays, which relieves Saturday traffic and the need for expanded parking.

The 2009 energy audit identified several energy improvements, including air sealing, insulation, storm windows, and hanging plastic strips for the shed addition door. According to the auditor, these improvements would cost approximately \$17,000 and could cut the building's heating load in half.

A Transfer Station Facility Committee has been meeting regularly to analyze Warner's waste disposal needs now and into the future. Potential considerations include single stream recycling, a different swap shop facility, more storage capacity, handling of demolition materials, and traffic and parking patterns. Due to the volatility of the recycling market, changing regional waste management situations, and evolving technology, long term planning can be difficult. However,

the Transfer Station staff and Facility Committee are working closely to monitor usage patterns and community needs.

Table CF-1 shows recent waste and recycling tonnage and revenues for the Town of Warner. Total tonnage and revenue have fluctuated over the five-year period, but not in a correlated fashion. This is due to the volatility of markets for waste and recycled materials.

Table CF - I. Waste and Recycling Tonnage and Revenues, 2005-2009

Material	2005		2006		2007		2008		2009	
	Tons	Rev.	Tons	Rev.	Tons	Rev.	Tons	Rev.	Tons	Rev.
Metals	8	\$732	2	\$477	1	\$543	1	\$1,473	5	\$3,120
Aluminum Cans	4	\$3,148	6	\$4,979	4	\$4,743	N/R	N/R	N/R	N/R
Batteries	2	\$199	6	\$5,594	N/R	\$341	N/R	\$153	1	\$365
Plastics (incl. PET & HDPE)	13	\$2,207	10	\$1,649	22	\$5,030	21	\$4,595	14	\$1,919
Mixed Paper	215	\$12,003	356	\$14,913	208	\$15,725	98	\$5,332	104	\$3,226
Corrugated Cardboard			N/R	N/R	N/R	N/R	92	\$9,136	95	\$4,510
Steel Cans	16	\$389	9	\$395	8	\$560	7	\$1,165	9	\$420
Scrap Metal	98	\$5,918	95	\$2,581	45	\$5,965	67	\$13,185	72	\$6,647
Demo Debris	70	\$11,463	64	\$10,642	51	\$8,836	N/R	\$8,810	132	\$12,536
E-Scrap	3	N/A	4	\$1,385	21	\$1,035	N/R	\$2,318	N/R	\$2,999
Totals	429	\$36,059	552	\$42,615	360	\$42,778	286	\$46,167	432	\$35,742

Rev. = Revenue. N/R = Not Reported. Source: Warner Town Reports.

6.6.1 Current Equipment

The Transfer Station currently possesses the following equipment. See **Table CF-4** for projected upgrades and replacements.

- Skid steer loader
- Trash compactor
- Marathon Downstroke Bailer
- Horizontal Bailer
- Glass Crusher

6.6.2 Department Needs

- Within the next six to ten years, an additional full-time employee may be necessary to operate the Transfer Station
- New Skid Steer Loader in 2015
- Compactor Overhaul in 2020

- New Downstroke Bailer in 2010
- Potential energy improvements, including air sealing, insulation, storm windows, and plastic strips over the shed addition door
- In the next five years, additional storage and loading area space, as well as more parking
- In the next six to ten years, expanded capacity for processing construction and demolition material

6.7 Parks and Recreation

One of the top priorities to emerge from the 2008 Community Survey about town amenities was for increased recreational opportunities, particularly for adults and seniors. Recreational opportunities were generally ranked “good” or “fair.” All of Warner’s existing recreational facilities are for outdoor activities. The survey responses suggest a wish for a recreation center providing opportunities for indoor recreational activities. This echoes the recommendations made in the 1999 Master Plan, when such facilities were also suggested.

The Parks and Recreation Department currently employs one part-time staff person. Another two to five volunteers help to coordinate activities. It is anticipated that within the next five years, the part-time position should be increased to full-time.

Currently, Warner offers the following recreational facilities:

1. Bagley Field, located on Route 103 between Exits 7 and 8 off of I-89, which has soccer fields used by summer and fall soccer camps.
2. Silver Lake Recreation Area, which hosts swimming programs and has popular picnicking facilities.
3. Riverside Park, located on a 16 acre parcel off North Village Road, includes a little league baseball field which is fenced and in good condition, and a softball/T-ball field, also in good condition. The field has a new sprinkler system using water from the Warner River. The facility also is used by the football program for not only Warner, but also for Bradford, Henniker, Hillsborough, Hopkinton and Sutton. A new skate board park was recently constructed at the Park as well, funded through the Nancy Sibley Wilkins Trust and private donations.
4. Snow mobile trail system, maintained by the Kearsarge Trail Snails, connecting to surrounding communities. In 1998, a suspension bridge over the Warner River was completed, linking additional trails to the system.
5. Chandler Reservation, which has numerous hiking trails.
6. Warner River, for canoeing or kayaking.
7. The Sunapee-Ragged-Kearsarge Greenway (SRKG) trail system connects Warner to

surrounding communities for hiking and cross country skiing.

8. Rollins State Park - hiking trails at Mt. Kearsarge.

6.7.1 Current Equipment

The Parks and Recreation Department currently has one mower, purchased in 2007 at no cost to the Town. This is due for replacement within the next year.

6.7.2 Department Needs

- Within the next five years, change the staffing from one part-time to one full-time employee.
- Within the next six to ten years, investigate whether the Town should consider moving facilities farther away from the Warner River, due to frequent flood events.
- Within the next five years, purchase a new mower for recreational fields and facilities.

6.8 Cemeteries

Warner's cemeteries are operated and maintained by the Trustees of Town Cemeteries, a board of five elected members. Mowing and maintenance are carried out by the American Legion and two private landscaping services, funded by a line item in the Town budget as well as donations. **Table CF-2** lists the 28 existing cemeteries in Town. Currently only three cemeteries still have spaces available. No changes to staffing, facilities, or equipment are anticipated within the next ten years for Warner's cemeteries.

Table CF - 2. Warner Cemeteries

Name and Location	Number of Lots	Lots Available
Davisville Cemetery, Route 103	208	some
New Waterloo Cemetery, Route 103	352	yes
Schoodac Cemetery, Webster Road	242	some
Bailey Cemetery, NH 103 at Bradford Town Line	Unknown	no
Bartlett Graves, Newmarket Road	private	no
Bean Graves, off Bean Road	private	no
Brown Family Cemetery, Mason Road	private	no (exc. Brown family)
Coal Hearth Cemetery, Pumpkin Hill Road	81	no
Colby or Collins, off Melvins Road	22	no
Ferrin Graves, off Red Chimney Road	private	no
Gore or French's Brook Cemetery, Kearsarge Mountain Road	45	no
Hoyt Cemetery, Old Henniker Road	5	no
Johnson Cemetery, Collins Road	7	no
Kittredge Cemetery, Collins Road	11	no
Lower Warner Cemetery, Route 103	97	no
Magdalen College Cemetery	private	no
Melvins Cemetery, Route 103	47	no
Morrill Plains Cemetery, Retreat Rd.	21	no
Morse Cemetery, Route 103	10	no
Old Warner Village Cemetery, Main St	194	no
Page Cemetery, Page Road	45	no
Parade Ground Cemetery	127	no
Pine Grove Cemetery, Warner Village off W. Main St.	Unknown	no
Poor Farm Cemetery, off Mason Hill Rd.	5	no
Pumpkin Hill Cemetery, Old Pumpkin Hill Rd.	54	no
Seavey Cemetery, Kearsarge Mtn. Rd.	Private	no
Sisco Cemetery, Cunningham Pond Rd.	69	no
Tory Hill or Pattee Cemetery, Kearsarge Mtn. Rd	Private	no
Waterloo Cemetery, Bean Rd.	Private	no

6.9 Police Department

According to the 2008 Community Survey, Warner residents believe that the Police Department is doing a good job: 70% of respondents rated the Warner Police Department “good” or “excellent.” There are currently five full-time and one part-time employees of the Department, which is located at 180 NH 103 West. The building was constructed in 2000 and provides adequate space for current and foreseeable future needs. The 2009 energy audit recommended the installation of a proper air barrier between the ceiling and the attic, which could reduce the building’s energy demand by about 40%.

Recently, the Police Department has been handling an increased number of motor vehicle incidents, as well as criminal investigations. **Table CF-3** shows Police Department activity over the most recent five year period. According to the Police Chief, staffing levels significantly affect reported departmental activity. With a full roster, officers have a stronger presence in the community and generate more contacts. During this five-year period, one position on the police force was vacant, but then filled in 2009. Changes in personnel largely account for the fluctuations shown below, according to the Chief.⁷

Table CF - 3. Police Department Activity, 2005-2009

Type	2005	2006	2007	2008	2009
Motor Vehicle:					
Accidents	39	50	43	33	44
Citations	220	62	37	67	91
Assist Motorist	31	22	241	30	32
Warnings	136	293	269	355	760
Total Motor Vehicle:	426	481	390	485	927
Criminal:					
Investigation	380	326	350	401	608
Juvenile	18	13	49	18	18
Untimely Deaths	3	5	5	4	8
Warrants	11	15	15	12	26
Arrests	44	55	57	78	55
Total Criminal:	454	452	476	513	715
Dispatch Usage/Calls	6,330	5,762	4,858	6,096	5,830

6.9.1 Current Equipment

The Police Department currently possesses the following vehicles:

- 2008 Cruiser
- 2010 Cruiser
- 2007 Cruiser (SUV)

⁷ Police Chief Chandler, personal communication, 1/18/11.

6.9.2 Department Needs

- Within the next five years, expanding services, hours and availability to the public may be necessary.
- Within the next six to ten years, it is anticipated that the Department will need an additional full-time officer.
- In 2012, purchase a replacement for the 2008 Cruiser
- In 2014, purchase a replacement for the 2010 Cruiser
- In 2016, purchase a replacement for the 2007 SUV Cruiser

6.10 Fire Department

The Warner Fire Department is staffed by an on-call Chief, a 33-member on-call firefighting team, and eight to ten Rescue members certified as Emergency Medical Technicians (EMTs). Medical emergencies are the most common response calls, followed by motor vehicle accidents and mutual aid requests. While the Fire Department responds first to medical emergencies, Warner's ambulance transport services are contracted with the Town of Hopkinton. Additionally, a small portion in the southwest corner of Town is served through a mutual aid agreement with the Towns of Henniker and Bradford. The Fire Department operates out of its headquarters at 27 East Main Street, and has additional equipment stored at the Old Fire Station located at 15 Kearsarge Mountain Road.

The Fire Department Headquarters was built in 1962 and is nearing the end of its useful life. The building is not compliant with the Americans with Disabilities Act (ADA) or with the National Fire Protection Association (NFPA) life safety code. The building also lacks an exhaust system and adequate office and training space. The Fire Department anticipates that a new facility will be needed by 2014 or 2015, with approximately 14,000 square feet, to accommodate the present and future needs of the department for the subsequent 50 years. A location has been secured close to Warner Village, where the majority of responses are requested.

The Fire Department has been gradually adding a network of "dry hydrants" to provide additional water supply sources outside of the Warner Village Water District. Additional dry hydrants are planned for construction and numerous locations for dry hydrants have been identified in the Town's Rural Water Supply Plan. Grant funding is expected to be available to partially offset the cost of the projects.

Table CF-4 displays Fire Department activity over the most recent five year period.

Table CF - 4. Fire Department Activity, 2005-2009

Type	2005	2006	2007	2008	2009
Alarm Activations	24	21	33	30	17
Chimney Fires	6	8	8	3	2
Medical Emergencies	195	177	177	216	197
Motor Vehicle Accidents	78	54	53	69	46
Service Calls	16	14	11	19	16
Structure Fires	-	27	26	10	4
Wires Down	12	9	8	7	9
Brush/Forest Fires	15	16	9	11	9
Mutual Aid	40	31	38	9	29
Other	-	3	4	6	-
Smoke Investigations	-	5	14	7	4
Vehicle Fires	5	12	9	6	5
Haz Mat	5	7	3	4	2
CO Detection Activities	-	1	1	2	4
False Alarms	-	2	4	3	6
Illegal Burns	4	2	2	8	1
Total:	400	389	400	410	351

6.10.1 Current Equipment

The Warner Fire Department currently possesses the following equipment:

- 1996 Freightliner pumper (Engine 1)
- 1999 Freightliner Rescue
- 2001 Tanker (1500 gal. tank)
- 2008 4x4 Tanker (1630 gal. tank)
- 1980 GMC Tanker (1500 gal. tank) spare
- 1984 GMC Utility 4x4 (Forestry)
- 2010 Pumper (1500 GPM Pump/1000 gal. tank)

6.10.2 Department Needs

- In the next five years, the Fire Department will require a new headquarters facility that is code compliant and provides the space and facilities necessary to deliver high quality emergency response services to the citizens of Warner.
- In the next five years, purchase new radios and pagers that meet new narrow band frequency requirements.
- In the next five years, install four new dry hydrants as determined by Warner's Rural Water Supply Plan, which will allow for quicker response in providing water for firefighting purposes and potentially reduce insurance rates for Warner residents.
- In the next five years, replace the 1984 Forestry truck.

- In the next six to ten years, replace Engine 1.
- In the next six to ten years, replace the 1999 Rescue truck.

6.11 Emergency Management

Warner's Emergency Management Department consists of one appointed official, the Emergency Management Director (EMD). This office is required to plan for and respond to emergencies and disasters that occur in Warner and possibly in other communities. Within the state of New Hampshire, there have been nine instances of FEMA declared major disasters since 2005. If that trend continues, the EMD will play an increasingly important role. The Town must continue to plan for events such as floods, power outages, and the like. Such planning requires time and resources. After the planning is completed, the Town must exercise the plan to see what works and what needs improvement. This is a constant review and improvement program. In the next five years, it is anticipated that additional time and resources will need to be allocated to fulfill the duties of the EMD, perhaps in the form of a Deputy Director of Emergency Management. The EMD will need office space, as well as an updated Emergency Operations Center (EOC), which could potentially be located at a new Fire Department facility.

The Emergency Management Director is also responsible for overseeing the updating of the Town's Hazard Mitigation Plan and Emergency Operations Plan. One major safety issue that has come up during the planning process is the lack of an alternative evacuation route from Kearsarge Mountain Road north of Kirtland Street. The EMD recommends that the Town hire a qualified engineer to conduct a study to establish a suggested alternate route. Approximately 600 residents on Kearsarge Mountain Road would be stranded if the lower portion of the road were blocked to traffic, leaving them no way out or around.

6.11.1 Department Needs

- In 2013, the Hazard Mitigation Plan will need to be updated.
- In the next five years, potentially provide a volunteer or stipend-funded Deputy Director position.
- In the next five years, acquire office space and an updated EOC.
- In the next five years, establish an alternate evacuation route off of Kearsarge Mountain Road. The first step is to commission a professional engineering study to recommend such a route.

6.12 Highway Department

The Highway Department is headquartered on NH 103 west of Exit 9, near the Town's Transfer Station and the NHDOT Highway Facility. The Highway Garage was built in 1998 and houses the Town's road maintenance equipment and office space for staff. The Highway Department received high ratings from respondents to the 2008 Community Survey: 76% were

satisfied with the Town's road maintenance, and 74% rated the Highway Department as Good or Excellent. The Highway Department currently employs seven full-time and three part-time staff who maintain Warner's roads.

The Highway Department also completes major rehabilitation, repair, and road construction projects. For example, the drainage configuration on Main Street in the Village was reconstructed in 2009 and 2010 to mitigate water damage, pooling and flooding. The Highway Department also replaces culverts, bridges, and reconfigures road beds to improve safety and to address flooding issues. The Department maintains a road construction fund and a bridge repair fund and annually requests significant capital appropriations through the CIP and town budget process. The Highway Department makes the largest departmental capital expenditure requests across all Town departments, due to the high cost of transportation improvements.

Within the next five years, the Highway Department will need to hire a permanent replacement for the grader operator who recently retired. In addition, the Highway Shed will require roof and building repairs to address leaks, air quality, worker safety, and energy efficiency. Bridge and road repair funds will continue to be requested through the CIP. The Highway Department sees no other major changes or needs in the longer term, unless the Town experiences significant development.

6.12.1 Current Equipment

The Highway Department currently possesses the following equipment:

- 1981 20C Massey Ferguson Tractor
- 1986 R Model Mack Truck
- 1997 R Model Mack Truck
- 1998 R Model Mack Truck
- 1999 850 Galion Grader
- 2002 Cat Excavator M-312
- 2003 CV712 Mack Truck
- 2006 CV712 Mack Truck
- 2006 F550 Ford Truck
- 2007 WA250 Komatsu Loader
- 2008 F550 Ford Truck
- 2009 2015 Mahindra Sidewalk Tractor
- 2009 M15R MorBark Chipper
- 2010 F350 Ford Truck

6.12.2 Department Needs

- In the next five years, replace the 1986 R Mack Truck
- In the next five years, replace the 1997 R Mack Truck
- In the next five years, replace the 1998 R Mack Truck

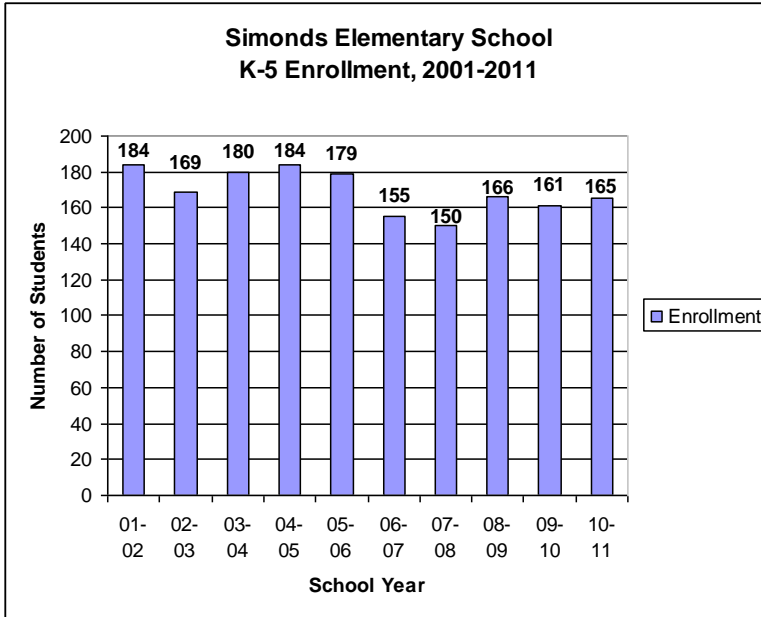
- In the next five years, replace the 2002 Cat Excavator M-312
- In the next five years, consider purchasing a used street sweeper at an estimated cost of \$60,000 rather than paying for a rental at \$10,000 per year.
- In the next five years, hire a permanent grader operator
- In the next five years, complete building roof repairs and energy improvements, per the 2009 building audit

6.13 Kearsarge Regional School District

The Town of Warner is part of the Kearsarge Regional School District (SAU #65), which also serves Bradford, Newbury, New London, Springfield, Sutton, and Wilmot. Children in grades K-5 from Warner attend Simonds Elementary School in Warner Village. When they reach grades 6-8, they attend Kearsarge Regional Middle School in Sutton and then Kearsarge Regional High School in Sutton for grades 9-12. The school district is a separate taxing entity with its own operating budget separate from Warner's municipal budget.

Simonds Elementary School was built in 1871 and has had two additions in 1960 and 1987. The school has the capacity for up to 250 students. **Figure CF-1** shows enrollment figures for the most recent ten-year period. The number of students slightly decreased over the past decade. Updated enrollment projections have not been released for the next decade at the time of writing; however, population projections indicate the potential for modest population growth in Warner. Young families appear to be shrinking as a proportion of the Town's population, which may mean that school enrollment will not experience any significant increase in the coming years.

Figure CF -I. Simonds Elementary School Enrollment, 2001-2011



6.13.1 Department Needs

While the school has no general space needs anticipated for the next decade, several improvements will need to be made to the facility, including:

- Asbestos tile removal
- Flooring replacement
- Re-keyed locks
- Paving the bus access road
- Installation of a sprinkler system

6.14 Pillsbury Free Library

The Pillsbury Free Library is located on Main Street in Warner Village in a brick and granite building constructed in 1891, which was donated to the Town by the George A. Pillsbury family. Since the Library’s inception, the Town has supported the library annually with funds equal to 1/15 of 1% of the Town’s net assessed valuation for that year. The Library is owned by the town and governed by a Board of Trustees, which manages the operations, budget, and staffing.

Since the last Master Plan was written, the Library has expanded in many ways. It is open more hours per week, and has significantly increased its cardholder membership, collection holdings, computer and internet offerings, and programs, including literacy assistance. **Table CF-5** displays some of these changes.

**Table CF - 5. Expanded Pillsbury Free Library
Activities, 1999-2009**

	1999	2009	% Increase
Hours open per week	26	33	27%
Registered borrowers	1,850	3,167	71%
Collection Size (all media)	18,415	29,348	59%
Total Circulation (checkouts)	17,502	32,334	85%

Source: 1999 Master Plan; 2009 Warner Annual Report

The Library has also increased its online presence and services, with an online library catalog, downloadable audio books and eBooks, online language courses, a community events calendar, and free wireless internet service. Educational workshops and assistance are available for those seeking help with these services, with some volunteer assistance. The Library upgraded most of its public computer system in 2010 to accommodate newer services and applications. An updated, more interactive web site is currently under development. The Library Board of Trustees is committed to increasing the availability of resources and services for Warner residents in order to fulfill their evolving reading, research, communication, and informational needs. To that end, the Trustees are seeking support and funding for several significant improvements and service expansion within the next decade.

As an historic 120-yr-old building playing an increasingly significant role within the community, the Library faces maintenance issues and space constraints. In 2010, the roof's copper flashing and trim were renewed, and the masonry of the chimney and front archway on the historic portion of the building were repaired and repointed. The remaining sections of original masonry will need similar repair in the near future. Some of the historic stained glass windows need protection and/or repair.

In 2009, an energy audit was completed on the building and the Trustees completed several energy improvements based upon its recommendations, including air sealing, programmable thermostats, and basement window replacements. The auditor made several additional recommendations for energy conservation and improved efficiency which the Trustees have submitted as CIP requests.

Due to the increased use of the Library, including the growing collection, technology services, and community programs, the building is running out of space. The most recent addition was constructed in 1993. Since that time, the local population has grown by over 20% and the number of cardholders has approximately doubled. The collection has also increased by at least 60%. The Trustees have requested that a Library addition be placed in the CIP for consideration within the next five to ten years.

6.14.1 Department Needs

- In the next two to three years, complete energy conservation upgrades recommended by the 2009 energy audit, including insulation of the original arched ceiling and restoration and improvement or replacement of windows in the old section of the Library.
- In the next two years, install a new integrated library system (ILS) that includes a circulation system and an online patron access catalog (OPAC) with modern features that patrons can connect to from home, work, or anywhere they have an internet connection.
- In the next two to five years, repair and repoint the lime mortar joints of all sections of the historic part of the building not repaired in 2010.
- In the next two to five years, increase staffing and/or hours to cope with increases in programs and use of library services including online assistance and technological improvements.
- In the next five years, make improvements to the drainage of water coming off the roof, to prevent erosion of the landscaping elements and reduce moisture infiltration into the building.
- In the next five years, make improvements to the basement meeting room area including fixing the floor to eliminate the hazardous changes in floor level, and addressing the sound quality and uneven heating of the space.
- In the next five to ten years, expand or modify the Library to provide additional space for computers and collections, services (such as teen programs and tutoring), and larger public meeting facilities.

6.15 Warner Village Water District

The Warner Village Water District, or “Precinct,” is a separate governing entity within the Town of Warner, managed by a three-member elected Commission. It provides public water and sewer facilities to approximately 200 businesses and residents in and around the Village area. The District’s operating budget is raised from taxes and user fees paid by District residents. There are two full-time and one part-time staff, as well as six volunteers who operate and manage District services.

The Water District draws its supply from two gravel wells located near the Warner River and Chemical Lane. Two storage tanks, located on Denny Hill (constructed in 1987) and off Latting Lane (constructed in 2007) hold a total of approximately 300,000 gallons of water and provide added fire suppression capacity within the Village area. The distribution network has been gradually upgraded from its original pipes dating back to 1893. Three additional areas along West Main Street and Kearsarge Mountain Road still require water pipe replacements, and one sewer line replacement is needed along Main Street in the Village.

In 2009, four private wells were drilled for residents on North Village Road, whose District water service was inadequate. Service to the area was shut off, resulting in water savings from not having to operate a blowoff on the line to keep the water clear. Within the past three

years, water meters throughout the District have been replaced, so as to more accurately gauge water usage

The Sewer system, originally implemented in 1902, was reconstructed in 1975, and serves essentially the same area as the Water District. The treatment plant is located on Joppa Road, and is served by pumping stations that move sewage and treated wastewater through the treatment cycle. Ultimately, treated wastewater returns to the Warner River and solid waste sludge is transported by truck to Concord. Recent improvements include a reconditioned rotor assembly for oxidation ditch #2 in 2009, corrected connections at the Exit 9 Pump Station, and replacement sewer lines along Main Street in Warner Village.

Significant expansion to the Water District boundaries or the water and sewer systems is not generally anticipated. As vacant properties within or near the District are developed, utility connections will need to be supplied. There are several vacant lots on West Main Street for residential use and a number of parcels near Exit 9 for commercial use that may require water and sewer connections within the next five or ten years. New customers are required to pay a tie-in fee that covers installation of new connections. Residents or business located beyond Precinct boundaries wishing to tie into the system must bear all construction, labor, materials, permitting, and other costs associated with the service extension.

The 2009 energy audit evaluated energy use and costs associated with all water and sewer facilities. Numerous opportunities for fuel and electricity savings were found at the treatment plant. Most involved insulation, air sealing, fuel and electricity metering, and better thermostatic controls to achieve savings through energy conservation and efficiency.

6.15.1 Current Equipment

The Water District currently possesses the following equipment (does not include treatment plant systems):

- Utility truck with plow blade
- Light duty utility truck

6.15.2 Department Needs

- In the next six to ten years, a potential new well site will need to be identified in an area distant from the existing wellfield.
- In the next five years, replace water lines along Kearsarge Mountain Road.
- In the next six to ten years, install a second clarifier for the wastewater treatment plant.
- In the next six to ten years, replace water and sewer lines along West Main Street from Mill Street to Roslyn Street.
- Make energy efficiency and conservation improvements recommended in the 2009 building audit as they are economically feasible.

6.16 Summary

One of the most fundamental functions of municipal government is the provision of community services and facilities. As Warner's population grows and changes, the Town will need to adjust its delivery of services to accommodate varying needs. The items and projects identified by each department in this chapter represent current expectations for community facility and service needs over the coming decade. However, each passing year brings unexpected changes, and the Town will need to continually review and update projected requirements for community facilities and services.

The annual CIP process offers an excellent planning mechanism for anticipated capital expenditures, and should be continued. The purpose of the CIP is to assist the Budget Committee with annual budgeting to appropriate sufficient funds for upcoming projects in order to avoid uneven taxpayer burdens from year to year.

The Town should also make sure to investigate grant and low cost loan availability for major facility and service expenditures. State and federal programs may be offered to assist municipalities offset part or all of certain expenses.

Warner's community facilities and services are highly regarded by its residents. The Town should continue to strive for high quality services that fit the needs and wishes of the community in an efficient manner.

Tables CF-6, CF-7, and CF-8 summarize the projected equipment, staffing, and facility needs identified by all Town departments. The Planning Board, CIP Committee, Budget Committee, and Board of Selectmen should use the information presented here to guide future planning and budgeting, in consultation with Department heads and the public.

Table CF - 6. Equipment Needs Summary

Equipment Item	Dept.	Purchase Date	Est. Replace Date	Estimated Replacement/ Upgrade Cost	Replacement Priority (High-Med-Low)
1. Copier	Town Hall	2010 (used)	2020	\$8,000	High
2. Skid Steer Loader	Transfer Station	2005	2015	\$35,000	Medium
3. Trash Compactor (overhaul)	Transfer Station	1990	2020	\$10,000	High
4. Downstroke Bailer	Transfer Station	1990	2010	\$25,000	Low
5. Mower	Parks	2007	2011	\$15,000	High
6. Police Cruiser	Police	2008	2012	\$30,000	High
7. Police Cruiser	Police	2010	2014	\$33,000	High
8. Police Cruiser (SUV)	Police	2007	2016	\$35,000	High

9. Pumper Truck (Engine 1)	Fire	1996	2016	\$350,000	H - M - L
10. GMC Utility 4x4 (Forestry)	Fire	1984	2014	\$75,000	H - M - L
11. Freightliner Rescue	Fire	1999	2019	\$225,000	H - M - L
12. Radios and Pagers	Fire	N/A	2011	\$24,000	H - M - L
13. R Model Mack Truck	Highway	1986	2012+	\$163,000	Low
14. R Model Mack Truck	Highway	1997	2012+	\$168,000	Low
15. R Model Mack Truck	Highway	1998	2012+	\$170,000	Low
16. Cat Excavator M-312	Highway	2002	2012+	\$215,000	Low
17. Integrated Library System	Library	N/A	2013	\$10,000	H - M - L

Table CF - 7. Staffing Needs Summary

Staffing Need	Department	Estimated Time Frame
1. Add one full-time employee	Transfer Station	2016-2020
2. Increase part-time position to full-time	Parks and Recreation	2011-2015
3. Add one full-time employee	Police	2016-2020
4. Create new Deputy EMD position (volunteer or with stipend)	Emergency Management	2011-2015
5. Hire permanent grader operator	Highway	2011
6. Hire additional staff/expand hours	Library	2013-2016

Table CF - 8. Facility Needs Summary

Space Need	Department	Estimated Time Frame
1. Building energy improvements	Town Hall	2011-2015
2. Building energy improvements	Old Graded School	2011-2015
3. Document storage vault	Town Hall	2011-2020
4. Building energy improvements	Transfer Station	2011-2015
5. Expanded storage, loading, and parking space	Transfer Station	2011-2015
6. Expanded processing capacity for construction and demolition material	Transfer Station	2016-2020
7. Consider moving recreation facilities farther away from Warner River	Parks and Recreation	2016-2020
8. New Headquarters facility	Fire Department	2014-2015
9. Install additional dry hydrants as identified in Rural Water Supply Plan	Fire Department	2011-2015
10. Provide office space and updated EOC	Emergency Management	2011-2015
11. Commission engineering study and develop alternate route off of Kearsarge Mountain Road	Emergency Management	2011-2015
12. Roof repairs and building energy improvements	Highway	2011-2015
13. Asbestos tile removal	Simonds Elementary	2011-2015
14. Flooring replacement	Simonds Elementary	2011-2015
15. Re-keyed locks	Simonds Elementary	2011-2015
16. Pave bus access road	Simonds Elementary	2011-2015
17. Installation of a sprinkler system	Simonds Elementary	2011-2015
18. Building energy improvements	Library	2012-2013
19. Repair/repoint building exterior	Library	2013-2016

20. Improve water drainage around building	Library	2011-2016
21. Basement area improvements	Library	2011-2016
22. Building expansion/modification	Library	2016-2020
23. Skylight improvements	Library	2016-2020
24. Replace water lines on Kearsarge Mountain Road	Village Water District	2011-2015
25. Identify new water well site	Village Water District	2016-2020
26. Install second clarifier at WWTP	Village Water District	2016-2020
27. Replace water and sewer lines along West Main Street from Mill Street to Roslyn Street	Village Water District	2016-2020
28. Facility energy improvements	Village Water District	2011-2020

6.17 Recommendations

The following recommendations are made based upon current needs and community input, in order to achieve Warner's community facilities goals and objectives. Recommendations are not listed in priority order.

- Through the CIP and annual appropriations, provide for equipment, staffing, and facility needs using **Tables CF-6, CF-7, and CF-8** above as a guide
- The Parks and Recreation Committee should further investigate the need for and feasibility of adding additional recreational facilities, such as a recreation center
- Department Heads should continually research the availability of state, federal, or private funds to offset costs for facility improvements, and apply for funding whenever available
- Ensure that all department and committee meetings are regularly scheduled and publicly noticed to encourage community awareness and participation in Town activities
- The Energy Committee should coordinate with each Town Department to advise them on potential energy improvements, efficiencies, and savings when recreational facilities are constructed or upgraded

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Chapter 7. Transportation

7.1 Introduction

A safe and efficient transportation network is an essential component for the development of a prosperous community. Land-use and transportation are inextricably linked. Sound and thoughtful transportation planning is an essential part of guiding development in order to preserve valued features of the community and achieve and enhance community goals. The Community Survey and Visioning sessions conducted by the Master Plan Committee as part of this master plan update indicate that the community characteristics most valued by Warner's residents are its rural character and small town atmosphere. Warner's transportation system and its connections to the regional and state network provide access to the goods and services that residents and commerce require. It plays a large role in the development of the town, and in defining the town's character. With all future development, balancing the desires of residents to maintain Warner's rural character with the increasing demand on the transportation system will be vital to Warner's future.

The existing transportation network, which in the case of Warner refers almost exclusively to the system of roads and highways, has a profound influence on the location and development of land use throughout the town. Development trends in Warner have traditionally been influenced by Interstate 89 and NH Route 103, along with the town's centralized village core, and the low density residential and undeveloped areas which give the town its distinctly rural character. All land use activities require access to adequate transportation routes and are most likely to locate where access is the easiest and least costly. Due to the financial commitment required for the improvement and maintenance of an adequate transportation system and the direct relationship between land use patterns and traffic circulation, the identification and analysis of current transportation needs is crucial to the orderly accommodation of growth and development. This section of the master plan is intended to provide such an analysis, while also enabling the Town of Warner to fully participate in all levels of transportation planning – local, regional, state and federal.

7.2 Transportation Chapter Goals and Objectives

Following a comprehensive Master Plan Community Survey and a number of Master Plan Visioning Sessions carried out in late 2008/early 2009, the following goal was established to aid with the development of this transportation strategy for Warner:

Goal TR-1: *Promote the improvement of public roads in Town; encourage a system of transportation that will meet the mobility needs of all local residents by providing for the efficient movement of people, goods, and services within Warner and throughout the region; maintain a commitment to the rural and historic character of the community; and provide a well-maintained and safe transportation system that meets the functional and aesthetic needs of the community, in a cost-effective manner.*

This goal is supported by the following objectives:

- Generally, future development in Warner should only be permitted to take place at locations where the primary road function is appropriate for the type of development proposed
- Regularly monitor road conditions in the town to ensure that those projects with the most urgent need are adequately addressed
- Utilize available traffic count data from NHDOT & CNHRPC to identify corridors and routes that may become impacted in the future by current development trends
- Identify major commuter roads used to enter and exit Warner and work to make them more efficient and safe
- Create a Town infrastructure that allows people who work in Warner to get to and from their place of employment in an economical, timely and sustainable manner
- The Town of Warner should facilitate the creation of a pedestrian infrastructure network that allows safe, efficient, reliable, and continuous travel throughout Town
- Encourage the planning and development of a safe, accessible, and efficient regional and local bicycle route system for commuting and recreational purposes
- Create an environment in which bicycling is an attractive alternative to motorized modes of traffic
- Where applicable utilize traffic calming measures to make Warner more accessible for pedestrians and other non-motorized forms of transport
- The Planning Board should maintain its policy of requiring developer sponsored off-site improvements
- During the lifetime of this plan, the Town of Warner should build upon the requirements of its current Site Plan Review Regulations, and establish a set of access management guidelines in order to alleviate traffic congestion in Town. These guidelines should be utilized by the Planning Board in considering proposals for new development in Warner
- Work with District 5 of the NHDOT to ensure the adoption of a Memorandum of Understanding between the Town of Warner and NHDOT regarding access management issues on state roads in Warner
- To have adequate and safe parking areas in key locations in Town to encourage economic activity and ease of use and access to facilities and buildings
- Improve the existing park & ride service in Warner by expanding capacity and improving access management issues in the Exit 9 area
- To ensure that transportation options and services are available to all residents of Warner regardless of socio-economic status
- The Town of Warner should adopt a set of road construction standards that allow for and encourage a variety of road types that enhance the uniqueness of Warner's current and future transportation infrastructure

- Establish a method of identifying potential scenic routes and roads in Warner to ensure that the intrinsic aesthetic and historic qualities of the Town are protected and preserved
- Discourage inappropriate, scattered and premature development along Class VI roads in Warner
- Encourage, support and facilitate an expanded Town Trail network in Warner
- Ensure a safe, reliable, and efficient system of bridges that will meet the transportation needs and goals of the town
- Ensure that all residents of Warner have safe and efficient access to alternative routes in the event of an emergency

7.3 Planning Policy Context

Transportation system improvements need to be carried out in a coordinated manner based on clear and concise guidance at the federal, state, regional and local level. Federal and state transportation agencies have, in recent years, come to recognize that transportation planning, in order to be effective, must be integrated with land use planning. Federal legislation, primarily the Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA-LU), has created an entirely new framework for state transportation planning programs, in that it articulates the need for a multimodal, intermodal and multi-goal approach, stressing the close tie between transportation and land use planning. There is currently a clear hierarchy of plans in place which have influenced this transportation strategy for Warner. The following section sets the strategic context from which this transportation chapter has been shaped.

7.3.1 Federal Transportation Guidance

At the federal level, the Safe, Accountable, Flexible, and Efficient Transportation Equity Act of 2005 (SAFETEA-LU) is the primary piece of Federal transportation planning legislation, which informs state and regional plans. SAFETEA-LU builds upon the Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA) and the Transportation Equity Act for the 21st Century (TEA21) of 1998. The federal Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA) required states to develop a coordinated, comprehensive, and financially-constrained long-range transportation strategy that placed a strong emphasis on coordination between local, regional, and state agencies. It mandated better integration of transportation and land use decision-making processes. It also elevated the importance of maximizing system efficiency and demand management rather than an exclusive reliance on building new capacity. SAFETEA-LU authorizes the federal surface transportation programs for highways, highway safety, and transit for the 5-year period from 2005-2009.

7.3.2 New Hampshire Long Range Transportation Plan

The New Hampshire Long Range Transportation Plan, formally adopted in May 2008, is a statewide planning document formulated to establish strategic direction for further

investment in, and management of, state transportation assets over the next twenty years. Although primarily a state-wide planning tool the plan focuses on significant local transportation issues such as congestion and the inter-relationship between transportation, economic development and land-use. The New Hampshire Long Range Plan offers the following strategic vision for transportation in New Hampshire:

In the year 2030, transportation in New Hampshire will enhance environmental quality, promote sustainable economic development and land use, and preserve the State's unique character and quality of life. Transportation in New Hampshire will provide safe and secure mobility and travel for all of the state's residents, visitors and goods movements, is well-maintained and reliable, and provides seamless interstate and intrastate connectivity.

The Town of Warner's transportation strategy will be consistent with this vision and aim to implement all applicable policies from the statewide plan at the local level in striving for sustainable transportation solutions in the town.

7.3.3 New Hampshire Statewide Transportation Improvement Plan (TIP)

The development and prioritization of projects in the State of New Hampshire is an ongoing effort to address transportation needs at the local, regional, and statewide levels. The Ten Year Transportation Improvement Plan, updated every other year, is the result of a complex interactive process. With the previous Ten Year Plan as a starting point, the process includes input from the local level, development of Transportation Improvement Plans (TIPs) by nine Regional Planning Commissions (RPCs), numerous public hearings by the Governor's Advisory Commission on Intermodal Transportation (GACIT), then review and approval by the Governor and Legislature.

As a member community of the CNHRPC, the Town of Warner has representation on the Regional Planning Commission and its Technical Advisory Committee (TAC). As a result, the Town has input into the process of development of the NH DOT Ten-Year Plan and regional Transportation Improvement Program (TIP). The Town of Warner has participated in the TIP process over the years on a range of transportation projects covering access management and overall highway improvements. For the most up to date information regarding projects affecting Warner the most recent New Hampshire Statewide Transportation Improvement Plan should be consulted.

Performance measures and conditions such as pavement condition, bridge ratings, congestion levels, accident rates, user surveys and available funding levels are considered in determining project need and prioritizing project implementation. It is important that the transportation strategy of this master plan is consistent with the goals and objectives of the Statewide TIP to ensure that transportation issues in Warner are continually met by the appropriate level of State funding.

7.3.4 Central New Hampshire Regional Transportation Plan

The Central New Hampshire Regional Transportation Plan is an advisory document that seeks to establish the direction for transportation services and facilities in the Central NH Region over the next twenty-five years. The Regional Transportation Plan is an important document as it reflects the views of the Central New Hampshire Regional Planning Commission as prepared by its Transportation Advisory Committee (TAC). The TAC consists of members from regional organizations and interest groups, municipalities and representatives from New Hampshire's Department of Environmental Services, the Department of Transportation and the Central New Hampshire Regional Planning Commission. This group studied and analyzed the present transportation issues affecting the region as well as current plans for expansion in order to direct transportation growth and performance into a more sustainable model in the coming years.

Based upon the TAC Members goals, nine major recommendations were developed in order to improve transportation in the region. Of particular concern to Warner are the following points:

- Towns in the region need to focus on Smart Growth and create town centers for public transportation hubs
- Park & Ride facilities are being utilized and should be expanded
- The public ought to be involved in transportation changes
- Programs enabling children to walk or bike to school should be encouraged
- Support should be given to the Coordinated Transit Study

It is important that the Warner Transportation chapter is consistent with the goals of the regional transportation plan, in order for the town and the Central NH region to develop their transportation systems and infrastructure in a cooperative and supportive manner.

7.3.5 Local Transportation Planning Initiatives

7.3.5.1 Town of Warner Exit 9 Design Charrette

The Town of Warner hosted a design charrette in June 2004 which incorporated the views of the local community and a number of key planning and engineering professionals from the region. The design charrette resulted in a number of potential improvements to access management and design issues in the Exit 9 area, as well as discussing the importance of preserving the overall rural and historic character of Warner. The design charrette study has proved to be an invaluable tool in the preparation of this transportation chapter as it effectively functioned as an extended and all encompassing community visioning session for transportation issues affecting the town. The views of the community as expressed in this study have been fully analyzed and have informed every step in this plan making process.

7.3.5.2 NH 103 Access Management Study

In 2005, an Access Management Study for NH 103 was conducted in the Exit 9 Intervale area. The purpose of the study was to reduce the number of conflict points, to separate conflict areas, and to remove turning vehicles from through traffic, while providing safe access to new development. Included in the analysis are descriptions of current road geometry, a discussion of traffic volume and turn counts, intersection level of service, and traffic accidents. The Access Management Study acts as a guide for the Planning Board to use when considering development plan proposals or other changes in the Intervale area. Therefore, the transportation strategy of the Warner master plan will consider the recommendations of the Access Management Study in the context of the overall transport strategy for the town.

7.3.5.3 Simonds Elementary School Warner – Safe Routes to School Travel Plan 2009

The purpose of the Simonds Elementary School Safe Routes to School (SRTS) Travel Plan is to identify measures that may encourage more students to bike and walk to school in Warner. Simonds Elementary school is located on Church Street in the center of the Town of Warner's village core at the intersection of West Main Street and Kearsarge Mountain Road. During the study process a wide array of transportation data were collected, including traffic counts (speed, volume, and turn counts), a review of pedestrian and bicycle levels of service (PLOS/BLOS), and the compilation of all known accident data for the area to identify possible accident hot spots. Furthermore, a comprehensive survey was distributed to parents. Survey responses were reviewed and students at the school were asked to discuss their concerns regarding walking and biking to school. The result of the study is a list of potential projects to make walking and biking to school in Warner safer and more appealing.

Although the SRTS program in Warner is focused on elementary school children the overall project has the potential to greatly improve the pedestrian and bicycling environment in the town. Warner's SRTS Program therefore informs the town's master plan. Community members and the CNHRPC have been fortunate to work on the SRTS Program and the master plan at the same time. As a result, data and recommendations contained in the SRTS Travel Plan have been incorporated into the transportation chapter.

7.4 Community Survey

As part of the public consultation process carried out during the preparation of the town's master plan a comprehensive community survey was conducted in 2008. This survey included a number of questions which specifically relate to transportation issues in the town. The results of the community survey indicate that there are a number of key transportation issues which need to be addressed if the Town of Warner is to promote and develop a more connected, co-operative and sustainable transportation infrastructure. For the full community survey, see **Appendix B**.

7.4.1 Road Condition & Maintenance

The majority of residents in Warner are happy with the maintenance and condition of roads in the town. It is essential that the town maintains its strong record of a high level of road maintenance to ensure that the transportation system in Warner operates as efficiently as possible. Effective road maintenance is one of the most important factors for a rural community such as Warner. The transportation system in Warner is dependent on its road network, and the continued utilization of the Warner Road Sufficiency Rating System to monitor road conditions is recommended.

Overall are you satisfied with the maintenance of Warner's roads?

	Response Percent	Response Count
Yes	76.2%	173
No	14.5%	33
Unsure	8.4%	19
Not Applicable	0.9%	2

7.4.2 Traffic Safety

In general, do you feel traffic/vehicular safety is a problem or likely to become a problem in Warner Village?

	Response Percent	Response Count
Yes	39.7%	89
No	46.9%	105
Unsure	13.4%	30

Do you feel that "traffic calming" measures, such as sidewalk bump-outs at intersections, would be a helpful addition to Main Street?

	Response Percent	Response Count
Yes	28.8%	65
No	54.4%	123
Unsure	16.8%	38

The biggest traffic concern perceived by residents is vehicular flow and safety in the Exit 9 area. This concern is addressed specifically in the next section. When asked about traffic and parking in the downtown area, survey respondents were split about whether there were issues to be addressed. Less than half believed that there were problems with traffic, and just over half rejected the idea that traffic calming measures such as sidewalk bump-outs would improve the situation. Respondents also had differing views on whether there was enough parking in the downtown. Residents do show a concern for managing traffic resulting from new development, with over 60% feeling that traffic is one of the most important criteria in considering new development proposals.

7.4.3 Exit 9 Intervale

As previously mentioned, the area in which residents are most concerned about traffic safety and congestion is on Rt. 103 in the Warner Intervale area at Exit 9. Over 70% of respondents feel that traffic congestion and vehicular safety is a problem or likely to become a problem in the Intervale area. The most common measure which respondents thought should be taken to improve traffic in the Exit 9 area, with almost 60% of respondents, is to install traffic lights, stop signs or other traffic control devices. The second most popular choice with over 30% of respondents was to construct a safety boulevard or landscaped median. These responses are clearly representative of the overall feeling in Warner that there is a major problem at the Exit 9 area. The NH103 Access Management Study and the Exit 9 Design Charrette also clearly represent the identification of this problem. Improving the Exit 9 area is one of the biggest challenges facing the Town of Warner and is a project that should be prioritized during the lifetime of this plan.

In general, do you feel traffic/vehicular safety is a problem or likely to become a problem in the Warner Intervale (Exit 9) area?

	Response Percent	Response Count
Yes	74.3%	165
No	19.4%	43
Unsure	6.3%	14

What measures if any should be considered to improve traffic on Route 103 in the Warner Intervale (Exit 9) area?

	Response Percent	Response Count
Construct a safety boulevard (landscaped median)	33.2%	72
Roundabout	13.4%	29
More Enforcement (increased police presence)	19.8%	43
Traffic control devices (traffic lights, stop signs)	57.1%	124
Nothing – there isn't a problem there	18.0%	39

One prominent statistic to emerge during the community survey is that over 75% of respondents supported the creation of bicycle and pedestrian paths linking the Exit 9 area with Warner Village. This is a view which was echoed during the SRTS parental survey and is certainly something which should be considered in greater detail by the Town of Warner.

Do you support the creation of bicycle and pedestrian paths linking Warner Intervale (Exit 9) area with Warner Village?

	Response Percent	Response Count
Yes	77.1%	172
No	22.9%	51

7.4.4 Bicycle and Pedestrian Facilities

Survey respondents showed significant support for transportation infrastructure for bicyclists and pedestrians. Over 75% of respondents said that pedestrian and bicycling amenities and ways to accommodate carpooling should be among the improvements that incoming developments are required to plan for in their proposals. Also over 60% of respondents that it was very important to promote walk-ability, decrease congestion and increase the quality of life with future development. Again, these views are also represented in the SRTS Travel Plan, and point a significant percentage of the population of Warner who would strongly support improved transportation infrastructure for bicyclists and pedestrians.

Should pedestrian and bicycling amenities and ways to accommodate carpooling be among the improvements that incoming developments are required to plan for in their proposals?

	Response Percent	Response Count
Yes	76.3%	171
No	13.8%	31
Unsure	9.8%	22

How important do you feel it is to promote walk-ability, decrease congestion and increase the quality of life with future development?

	Response Percent	Response Count
Very Important	62.7%	143
Somewhat Important	31.8%	72
Not at all Important	5.5%	13

7.4.5 Employment Data and Transportation

Due to Warner's rural development pattern and location, it is not surprising that the majority of people get to work by driving alone. However, it can also be seen that over 50% of respondents favor some type of transportation system in Warner. Based on the survey results below, priority should be given to improving the transportation system to facilitate movement with Warner itself, and getting people to and from Concord effectively and efficiently.

If employed, how do you primarily get to work?

	Response Percent	Response Count
Drive Alone	58.6%	126
Carpool	5.1%	11
Public Transit	0.0%	0
Bike	0.5%	1
Walk	1.9%	4
I Work at Home	13.0%	28
Not Applicable	20.9%	45

Would you be interested in some type of public transportation in Warner?

	Response Percent	Response Count
Yes	54.4%	118
No	45.6%	99

If interested in public transportation, what type of service would you like to see?

	Response Percent	Response Count
Service within Warner	35.9%	47
Service to Concord	96.2%	126
Service to New London	27.5%	18

7.5 Existing Transportation Network

During the development of this chapter it was necessary to carry out a complete inventory of the existing transportation infrastructure serving the town. Warner's transportation network is dominated by NH Route 103, a two lane arterial that traverses the town from the southeast to the northwest and I-89 which runs parallel to NH103. However, there are a number of different types of road existent in the town which are equally important to the overall transportation network. The State Aid classification system, which is identified by RSA 229:5 and 229:231, established responsibility for construction, reconstruction, and maintenance as well as eligibility for use of State Aid funds. This classification system also provides a basic hierarchy of roadways.

State Aid Highway Classification

Class I: Trunk Line Highways: Class I consists of all existing or proposed highways on the primary state highway system, excepting all portions of the highways within the compact sections of cities and towns. The state assumes full control and pays costs of construction, reconstruction and maintenance of its sections with the assistance of federal aid. NH Route 103 is the most obvious example of a Class I Highway in Warner.

Class II: State Aid Highways: Class II highways are all existing or proposed highways on the secondary state highway system, excepting portions of the highways within the compact sections of cities and towns, which are classified as Class IV highways. All sections improved to the state standards are maintained and reconstructed by the state. All other sections must be maintained by the city or town in which they are located until brought up to state standards. The same applies to bridges on Class II highways.

Class III: Recreational Roads: Class III roads consist of all roads leading to, and within, state reservations designated by the Legislature. NHDOT assumes full control of reconstruction and maintenance. Examples of such roads in Warner include Kearsarge Mountain Road to Rollins State Park, and Old Main/Denny Hill/Pumpkin Hill Roads to Carroll State Forest.

Class III-a: New Boating Access Highways: Class III-a roads are defined as new boating access highways from any existing highway to any public water in the state. All Class III-a highways are limited access facilities defined in RSA 230:44. Warner does not have any Class III-a roads.

Class IV: Town and City Streets: Class IV highways consist of all highways within the compact sections of cities and towns listed in RSA 229:5. Extensions of Class I (excluding turnpikes and interstate portions) and Class II highways through these areas are included in this classification. Warner is not included in the designated towns for this classification.

Class V: Rural Highways: This classification consists of all traveled highways that the town or city has the duty to maintain regularly. Schoodac Road, Poverty Plains Road and Kelly Hill Road are examples of Class V roads in Warner.

Class VI: Unmaintained Highways: This class consists of all other existing public ways, including highways discontinued as open highways and made subject to gates and bars, and highways not maintained and repaired in suitable condition for travel thereon by the town for five (5) or more successive years. However, if a city or town accepts from the state a Class V highway established to provide a property owner or property owners with a highway access to such property because of a taking under RSA 231:14, then notwithstanding RSA 229:5, VII, such a highway shall not lapse to Class VI status due to the failure of the city or town to maintain and repair it for five (5) successive years, and the municipality's duty of maintenance shall not terminate, except with the written consent of the property owner or property owners. The Class VI designation is frequently applied to roads that have been abandoned or discontinued, which can lead to confusion as to the ownership of the road. If a vote was taken at a town meeting to formally discontinue a road, that road is no longer a public way. It then belongs to the abutting landowners.

Of the seven possible state classifications, Warner's roads fall into five of these: Class I, Class II, Class III, Class V and Class VI roads. Warner's road system is typical of most New Hampshire towns, in that the most mileage is accounted for by Class V roads.

Table TR-1 displays roadway mileage by classification. The **Highway Classification Map** displays the classes in a graphic format.

Table TR-1: Warner Roadway Mileage by Classification

Road Classification	Description	Miles 2009
Class I	Trunk Line Highway	24.3
Class II	State Aid Highway	2.0
Class III	Recreational Roads	6.9
Class III-a	New Boating Access Highways	0.0
Class IV	Urban Highways	0.0
Class V	Rural Highways	62.6
Class VI	Unmaintained Highways	18.1
Total		113.9

Source: NHDOT

7.5.1 Functional Classification System

The functional classification system identifies roads by the type of service provided and by the role of each highway within the state system based on standards developed by the US Department of Transportation. While the state aid classification system outlined above is the primary basis for determining jurisdiction, the following system is important for determining eligibility for federal funds.

Recognition of the principal function that a highway, road, or street is intended to serve can reduce potential conflicts between land use activities and traffic movements. For example, from a theoretical standpoint, residential development should never be permitted or encourage to locate along major highways due to the opportunity for direct land use/traffic conflicts. The need for direct access to residential properties causes numerous left turn and crossover movements as well as ingress/egress movements, all of which slow and/or interrupt the smooth flow of traffic, while substantially increasing the potential for accidents to both pedestrians and vehicles. The five basic functional classifications are described below.

Principle Arterial/Controlled Access: These highways consist of interstates and some primary state routes that form the basic framework of the State roadway system. They primarily function as the main routes for interstate commerce and traffic. In addition, they also link major geographic and urban areas to economic districts of the State. Controlled Access is a designation adopted by NHDOT, the effect of which is to minimize the frequency of curb cuts, thereby controlling the amount of traffic crossing lanes and stopping on the road. Interstate 89 is an obvious example principal arterial roadway found in Warner.

Arterial Systems: These roadways serve as long distance traffic movements and are secondary to primary arterial roadways in that minor arterial

primarily serve as links between major population areas, or between distinct geographic and economic regions. An example of a Minor Arterial road as defined by the State DOT is Route 9/202 to Keene. Currently, no roads classified as Minor Arterial exist in Warner.

Major Collectors: These roadways differ from arterial roadways due to size and general service area. Collectors serve traffic in a specific area, whereas arterials generally serve traffic moving through an area. Thus, average trip lengths on collectors are shorter than trips on arterials. Furthermore, collectors gather traffic from local roads and streets and distribute them to the arterial. Routes 103, 114 and 127 are classified as collector roads.

Minor Collector: These roads provide access to smaller communities within a geographic area or economic region. They may link locally important trip generators, such as shopping centers, to surrounding rural areas. They also serve as links between two or more major collectors.

Local Roads: These roads and streets are used primarily to provide access to adjacent properties. These roads have numerous turning movements in and out of abutting driveways and curb cuts.

Scenic Roads: A major component of a town's rural character can be its unpaved and scenic roads. These roads help to retain a sense of history and rural quality that Warner's residents have indicated a strong desire to maintain. The purpose of a designation as a scenic road is to protect the intrinsic qualities of that stretch of road which add to the aesthetic and environmental qualities of an area. The process involved in designating a road as scenic is discussed later in this chapter.

Generally, future development in Warner should only be permitted to take place at locations where the primary road function is appropriate for the type of development proposed. As part of its Site Plan Review Regulations, The Planning Board should consider the functional classification of any road on which development is proposed to ensure that the proposed development is appropriate for the existing roadway function.

7.6 Current Road Conditions

Current road conditions in the Town vary by location, but it is generally accepted by the Highway Department, the Planning Board, and the Board of Selectmen that there are issues to be addressed in the Town's road network. The Warner Road Committee was established in 2007 by the Board of Selectmen to develop a list of priorities for repair and reconstruction of existing roads. Using a road sufficiency rating system recognized

by the United States Department of Transportation, the Committee established the Warner Road Sufficiency Rating System.

The system looks at road foundation, number and conditions of culverts, drainage, slope and alignment. It also takes into consideration traffic count data, accident data and the potential for emergency vehicle access along each route. **Table TR-2** highlights the ten priority location road segments where reconstruction is needed in Warner. This list should be updated annually in order for the Town to establish the most important areas for road maintenance.

Table TR-2: Priority Road Improvements

Road Name	Score	Ranking
Pumpkin Hill Rd. – Mason Hill to Lindley’s Drive	10	1
Pumpkin Hill Rd. – Lindley’s Drive to Town Line	13	2
Newmarket Rd. – Horne St. to Collins Rd.	18	3
Denny Hill Rd. Old Main St. to Pumpkin Hill Rd.	19	4
North Village Rd. – Silver Brood to Flanders Rd.	22	5
Newmarket Rd. – Bean Rd. to Retreat Rd.	22	5
Waldron Hill Rd. – Flanders Rd. to Gould Rd.	25	7
Kearsarge Mt. Rd. – Pattee Lane to Tory Rock	30	8
Retreat Rd.	32	9
Burnt Hill Mason Hill to end of pavement	38	10
Red Chimney/Farrell Loop	38	10

Source: Town of Warner, CIP, 2009 - 2014

The Road Committee should regularly monitor road conditions in the town to ensure that those projects with the most urgent need are adequately addressed, and should utilize the Warner Road Sufficiency Rating System to survey town roads at defined intervals to ensure that the most pressing reconstruction needs are identified.

7.7 Current Traffic Conditions for Roads with Count Data

Since the 1980s the New Hampshire Department of Transportation (NHDOT) has conducted traffic counts at hundreds of locations around the State on a three-year cycle. In many cases, counts at specific locations may go back ten or more years, providing a sense of how traffic patterns have changed over the years. The Central New Hampshire Regional Planning Commission (CNHRPC), through funding provided by NHDOT, conducts a municipal traffic counting program which enables municipalities to request traffic counts at specific locations around a town. Between the counts collected by the NHDOT and the CNHRPC over the years, there exists a wealth of traffic count data for the Town of Warner.

As of 2010, NHDOT and the CNHRPC have regularly monitored traffic at 60 locations in Warner. The traffic count data contained in **Appendix G** of the Master Plan shows the location of traffic counts conducted on Warner’s roads and what the counts were.

The **Road Count Location Map** gives a better understanding of where these counts were conducted in the community.

Predictably, the traffic count data shows that I-89 is the roadway that by far carries the most traffic, with in excess of 21,000 vehicles travelling the route daily. The amount of traffic travelling on I-89 was significantly reinforced to the residents of Warner in July 2009, when a sink-hole developed just north of Exit 7 on the north bound lanes of the highway. All traffic was diverted through Warner to rejoin the highway at Exit 9, which brought the town to a standstill. While it is highly unlikely that such an event will take place again, the Town should work with NHDOT, and the traffic count data that the bureau provides to monitor traffic volumes on I-89 and to ensure that the correct emergency management procedures are in place.

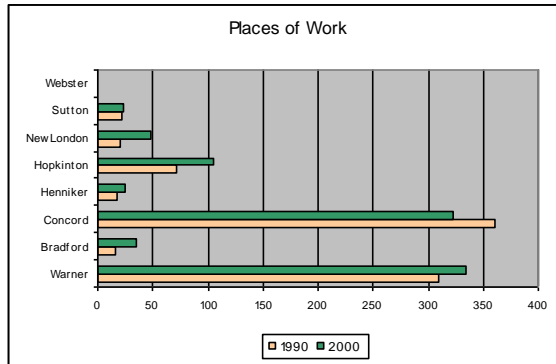
The other most travelled areas are along NH Route 103, particularly on the eastern side of the village near Exit 9. It is reasonable to assume that the majority of the traffic measured along this route passes through downtown. The peak volumes for the Exit 9 area occur on Friday evenings and Saturday mornings, according to the 2004 Town of Warner Design Charrette. This reflects the commercial nature of this district. The traffic data collected for the Class V roads in town should be utilized by the Town of Warner to identify local areas with high volumes of traffic such as Dustin Road.

Regular monitoring of traffic during peak times is critical in the planning process, as accurate projections are required for logical transportation and land use planning. The Planning Board should utilize available traffic count data from NHDOT and CNHRPC to identify corridors and routes that may be impacted by future development trends. In locations where traffic has increased significantly, land use trends and access management policies should be closely examined, adopted, and modified to best maintain and promote an efficient transportation network. The Town of Warner should work with NHDOT and CNHRPC to identify and conduct traffic counts on roads of concern in the community on an annual basis. Finally, traffic count data should be published by the Town annually and be available on the Town website.

7.8 Commuting Patterns

The 2000 US Census is the most recent and reliable source of information available with regard to commuting patterns in the Central New Hampshire Region. While certain towns in the Central New Hampshire Region are becoming “bedroom communities”, Warner continues to have a sizeable population living and working in Warner. The town also continues to maintain a small but steady stream of commuters into Warner. **Figure TR-1** compares where people living in Warner worked in 1990 and 2000. The graph shows a shift of more people working in Warner than Concord. In 1990, 360 people worked in Concord and 309 worked in Warner. As of 2000, 323 people worked in Concord and 334 in Warner. This shift can be explained by the number of new businesses in Warner since the 1990 census was undertaken.

Figure TR-1: Commuting Information



Source: US Census 1990 & 2000

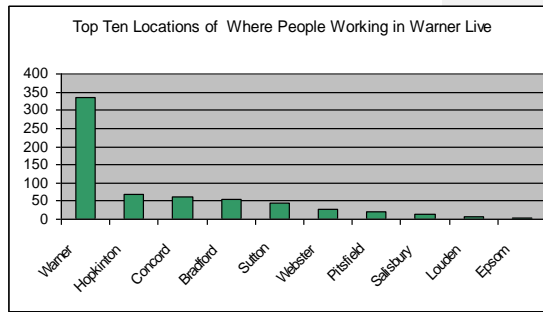
Figures TR-2 and TR-3, below compare the top ten towns that Warner residents work in, as well as the top ten towns where people who work in Warner live.

Figure TR-2. Top Ten Commuting Destinations



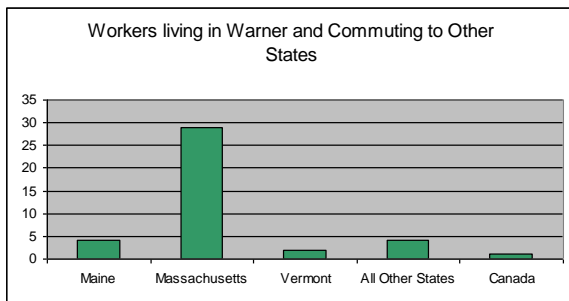
Source: US Census 2000.

Figure TR-3. Top Ten Worker Residence Locations



The majority of people in Warner work in either Warner or Concord (65%). Also noticeable is that the most people, working in Warner also live there. (52%) A small number of Warner residents (2.9% of the working population) work outside the state. The distribution of these commuters is shown in **Figure TR-4**.

Figure TR-4. Out of State Commuters



Source: US Census 2000.

As is typical in most New Hampshire towns, the most popular transportation through town is the private automobile. This can be seen in the commuting data in **Table TR-4**. With such a large percentage of residents living and working in town, it ought to be possible to create infrastructure such that other modes of transportation are available to residents, whether they are commuting or moving around town for daily needs.

Table TR-4: Travel Mode to Work

Type of Transportation	Number	%
Drive alone	1117	82.8%
Carpooled	104	7.7%
Public Transportation	0	0%
Walked	31	2.3%
Works at Home	87	6.4%
Other	10	0.7%

Source: US Census 2000.

Understanding the commuting patterns of the labor force in the community can assist in planning roadway improvements that will make important travel routes more efficient, safe, and promote economic growth in a sound and sustainable fashion. As noted in the Goals and Objectives, the Board of Selectmen and Highway Safety Committee identify major commuter roads used to enter and exit Warner and work to make them more efficient and safe. The Highway Safety Committee should identify local residential roads that are not suited for heavy commuter traffic, and work to minimize this “through traffic” wherever viable alternatives can be provided. Traffic counts should be reviewed and analyzed to identify roads that have shown an increase in traffic over the years. Finally, yearly traffic counts should be carried out on roads that the Town sees as a concern in order for reliable usage patterns to be analyzed.

Another major objective is to create a Town infrastructure that allows people who work in Warner to get to and from their place of employment in an economical, timely and sustainable manner. To implement this, a local bicycle and pedestrian network should be facilitated that allows residents to access major points of interest in Warner in a safe and efficient manner. The Town should work with the Simonds Elementary

School – SRTS Program as far as practicable to achieve this. Warner should also look into developing and supporting educational efforts to improve commuter habits and traffic patterns that occur within the community.

7.9 Pedestrian Infrastructure

Residents of Warner value the rural and historic character of the town, yet there is a threat to that atmosphere from the increasing numbers of cars on the road and their associated speed, especially in the residential neighborhoods and the village core. Pedestrian facilities, such as paved sidewalks and gravel walking paths are critical features for roadways with high volumes of traffic or high speeds. The primary purpose of sidewalks is to improve safety for pedestrians by separating them from travel lanes of roadways. In addition to this, sidewalks can also serve as a source of recreation for residents, a non-motorized mode of travel, serve to beautify an area, or stimulate economic activity in rural and village settings. In Warner, the existing red-brick sidewalks play an important functional and safety role as well as aesthetically adding to the physical environment of the village core. The Simonds Elementary School SRTS Travel Plan contains a wealth of information on the existing condition of the pedestrian infrastructure in the town, as well as containing a list of local pedestrian infrastructure improvements which will encourage a safer and more inviting pedestrian network. The Travel Plan should serve as a valuable planning tool to aid the Town of Warner with improvements and additions to its pedestrian infrastructure network.

Warner's existing pedestrian infrastructure is highlighted in the **Pedestrian Infrastructure Map**.

In terms of walkability, the Town of Warner should facilitate the creation of a pedestrian infrastructure network that allows safe, efficient, reliable, and continuous travel throughout Town. The Planning Board should promote a pedestrian route system to maximize transportation opportunities in and around Warner that would reduce the amount and necessity of automobile traffic. Where applicable, the Planning Board and Energy Committee should identify and prioritize areas with existing pedestrian facilities for regular maintenance and propose new areas for facilities that will extend and connect the existing infrastructure.

7.9.1 Rail Trail

Traversing Warner is an abandoned railroad corridor. Portions of this old railroad line have been converted into rail trail that supports pedestrians and bicyclists. This is intended to be part of The Concord to Lake Sunapee Rail Trail (CLSRT), a proposed rail trail connecting downtown Concord to Lake Sunapee along the abandoned Concord to Claremont Railroad bed. The planned trail would pass through the towns of Concord, Hopkinton, Warner, Bradford, and Newbury. There are teams in each community along the corridor working simultaneously to open pieces of trail in their towns. The CLSRT is envisioned to be an economic development opportunity, tourist attraction, a historic resource, a recreational amenity, and a non-motorized

transportation corridor connecting town centers and open spaces. A non-profit board has formed to help advance the project.

The town should work with NHDOT, private land owners, volunteers and the non-profit boards to complete the trail in Warner, along this corridor, using the former rail bed when possible, doing so in a manner that respects and protects the private property rights of owners.

7.10 Bicycle Infrastructure

Similar to the provision of pedestrian infrastructure, planning for a bicycle network requires a different approach from that of motorized transportation planning. Bicyclists have different needs from those of motorists, including wider shoulders, better traffic control at intersections, and stricter access management. Often, roadways are designed solely with motor vehicles in mind and Warner is no exception to this. New Hampshire law indicates that it is illegal for adults to ride bicycles on sidewalks, yet without the proper bicycle infrastructure in place, those who wish to travel by bicycle are forced to do so illegally on the sidewalk or unsafely in the travel lanes.

As the concern over air quality, traffic congestion, and other issues increases, the need and desire for a well-maintained and safe bicycle route system will continue to grow from a luxury into a necessity. By creating an adequate local bicycle infrastructure, members of the community will have the ability to travel within Town for employment, shopping, and recreational purposes without driving.

In order to encourage the planning and development of a safe, accessible, and efficient regional and local bicycle route system for commuting and recreational purposes, the Town of Warner should adopt and support the statewide and regional bicycle networks and take all available steps to help implement them within Town. In addition, the Energy Committee should research funding opportunities for creating and maintaining a local bicycle network. Where applicable, the Highway Department should consider widening, striping, and paving the shoulders of Town roads to accommodate bike lanes.

With the objective of creating an environment in which bicycling is an attractive alternative to motorized modes of travel, the Town of Warner should work with the Police Department, the Elementary School and the College of Saint Mary Magdalen to promote and educate the public on bicycle safety and transportation. The Planning Board could encourage, through its Site Plan Regulations, the placement of bicycle racks at businesses and multi-family developments, where appropriate. The Energy Committee should work with other groups and organizations to help promote public awareness, acceptance, and the possibility of bicycling as a viable mode of transportation in Warner.

7.11 Traffic Calming Measures

Traffic calming is a significant challenge for most communities in the United States. This is particularly true for small, rural communities such as Warner where the main roadway through the town serves a dual role. Outside the town, the roadway provides high-speed travel over long distances; within the built-up area, however, the same roadway accommodates local access, pedestrians of all ages, on-street parking, bicycles, and the many other features unique to the character of a community. This convergence of roadway purposes presents both an enforcement challenge for the community and a potential safety problem for the public.

Addressing the issue through law enforcement alone often leads to temporary compliance at a significant cost. A more permanent way to reinforce the need to reduce speed is to change the look and feel of the road by installing traffic calming treatments that communicate to drivers that the function of the roadway is changing. Traffic calming has been evaluated and used extensively within low-speed urban areas in the United States but less so in rural areas where driver expectations and traffic characteristics are different.

Lowering speed limits is a well-established method of improving pedestrian safety and other non-motorized modes of travel. In both rural and urban areas, the minimum speed limit a town can impose is 25 miles per hour. Limits can be made lower at intersections (RSA 265:63) and in school zones (RSA 265:60). However, traffic calming also suggests road design techniques using active or physical controls (bumps, barriers, curves, rumble strips, etc.) and passive controls, such as signs and traffic regulations, to reduce vehicle speeds. Traffic calming measures foster safer and quieter streets that are more accommodating to pedestrians and cyclists and enhance neighborhoods and downtown environments. The potential benefits of traffic calming include reduced traffic speeds, reduced traffic volumes – by discouraging “cut-through” traffic on residential streets – and often improved aesthetic quality of streets. An example of some effective and applicable traffic calming techniques include:

Speed Humps, Speed Tables, Raised Crosswalks: All of these techniques involve raising the height of the pavement in a more subtle fashion than with a speed bump, allowing vehicles to pass over them at the intended speed of the road, but preventing excessive speeds and alerting drivers to the existence of non-motorized users.

Chicanes or Medians: These devices effectively narrow road width and slow down traffic by placing a physical impediment either in the middle of the road (median) or on the side of the road (chicane). These traffic-calming devices lend themselves to landscaping and improve the visual experience for all users of the road, as well as reducing speeds. Both techniques can provide additional safety for crossing pedestrians. Medians may serve as a refuge by allowing pedestrians to cross one lane of travel at a time, while chicanes provided at crosswalks reduce the overall

distance from one side of the road to another and slow down traffic at those crossings.

Narrow Lane Widths: Many residential streets have been constructed to such a width that getting motorists to obey a 25 or 30 mph posting is extremely difficult. In addition, it can be costly to physically narrow the roadway or install various physical traffic calming measures. A low-cost way of reducing speeds is to narrow the roadway lane through the use of edge lines and centerlines. A number of jurisdictions across the country have installed this type of pavement marking application to create 9 to 10-foot-wide lanes. Narrow lanes force drivers to operate their vehicles laterally closer to each other than they would normally be accustomed to. Slower speeds are a natural result.

Modern Roundabout: Not to be confused with a traditional high-speed rotary or traffic circle, this is an intersection treatment that forces motorized traffic to slow down to speeds under 25mph in order to negotiate a center island that can be landscaped. Such speeds allow pedestrians to safely cross around the perimeter of the roundabout and cyclists to safely become a part of the circulating traffic.

Where applicable, the Planning Board should establish requirements for traffic calming measures to make Warner more accessible for pedestrians and other non-motorized forms of transport. The Highway Safety Committee should promote a “share the road” campaign to alert drivers to the location of sidewalks and crosswalks within Warner. The Town should work with NHDOT regarding the placement and maintenance of crosswalks on State roads within Town. The Committee should also investigate the use of innovative methods to increase safety, such as raised crosswalks, striped of colored crosswalks, increased signage, and clear and defined walking paths. Finally, the Police Department should investigate the use of appropriate traffic calming measures to discourage high speeds and to direct traffic around neighborhoods.

7.12 New Development

New development is often phased over extended periods of time and the ultimate, as well as the immediate, impacts of development on traffic volumes and transportation systems should always be considered. The magnitude of new development obviously determines the traffic impacts that the development will have. Depending on existing roadway traffic volume, distribution patterns, and the physical condition of local roadways, small scale as well as large-scale development can often have significant impacts on the surrounding roadway network. By requiring transportation/traffic impact studies for new developments of a certain size or for developments located in areas where significant transportation problems are known to exist, the Town of Warner’s Planning Board can effectively evaluate the scope of impacts associated with

any new development. Through this kind of scrutiny, recommendations for project phasing, and developer participation in necessary improvements can be developed and problems of safety, congestion, and expensive upgrading of poorly planned roads can be avoided.

As federal and state assistance for local road construction has decreased (in most cases), in recent years, and will likely continue to decrease in future years, the construction, improvement, and maintenance of local roads has increasingly become the responsibility of municipalities and developers. That a developer accepts the responsibility for performing all necessary "on-site" infrastructure improvements is now considered standard practice. However, where developments will have significant impact on the transportation infrastructure in Warner, developers should also be responsible for addressing these issues.

The two basic methods for securing developer participation in roadway and other infrastructure improvements necessitated by new development are through negotiated development agreements and through the assessment of formula based development impact fees. The Planning Board should maintain its policy of requiring developer sponsored off-site improvements.

7.13 Access Management

Access management has become an increasingly important issue for new developments in rural and suburban communities. Access management works to do the following:

- 1) Limit the number of places vehicles are turning and entering the roadway
- 2) Reduce deceleration in travel lanes, thus promoting efficiency
- 3) Remove turning vehicles from travel lanes

By accomplishing these three major goals, access management prevents roadways from becoming snarled with congestion, thus helping to ensure roadways will meet transportation needs for years to come. The goals of access management are to reduce congestion, increase safety, and implement coordinated land use and transportation plans. Often access management can be improved by focusing on smaller site improvements, like defined entryways and exits, shared driveways, and connections between adjacent subdivisions. These types of facilities are easiest to implement as part of a new development. Improvements to existing facilities can also greatly enhance the capacity and character of a roadway, but a more cooperative approach is required between the Town and the landowner to plan, fund, and complete the improvements.

In 2005 an Access Management Study for NH Route 103 was conducted in the Exit 9 Warner Intervale area to reduce the number of conflict points, to separate conflict areas, and to remove turning vehicles from through traffic, while providing safe access to new development. The access management plan acts as a guide for the Planning Board to use when considering development proposals in the Intervale area. Further

opportunities exist to enhance access management by better coordinating planning efforts like a Master Plan, Zoning Ordinances, Subdivision Regulations, and impact fee ordinances. The Master Plan can set the stage for improvements by clearly identifying goals for the transportation network. Zoning Ordinances can further aid in the process by tailoring frontage requirements, lot sizes, signage and architectural standards, and possibly by identifying overlay districts. Using Subdivision Regulations, a community can further improve access management by having provisions for shared driveways and connector roads between subdivisions.

Certain areas in Warner, particularly the Exits 7 and 9 areas, and the downtown village core, are considered to be the prime commercial and/or industrial land parcels within the town. As the greater Concord area continues to be developed, pressure on these routes will continue to increase. Therefore, a balance needs to be established to help meet both the economic and transportation needs of the community. During the lifetime of this Plan, the Town of Warner should build upon the requirements of its current Site Plan Review Regulations, and establish a set of access management guidelines in order to alleviate traffic congestion in Town. These guidelines should be utilized by the Planning Board in considering proposals for new development in Warner. The Planning Board should review and consider the adoption of the following requirements into their Site Plan and Subdivision regulations as recommended by the NHDOT.⁸

The NHDOT recommends the following access management techniques:

7.13.1 Sight Distances

For all access points, the Planning Board should require that the American Association of State Highway Transportation Officials (AASHTO) standards, listed in **Table TR-5**, be applied:

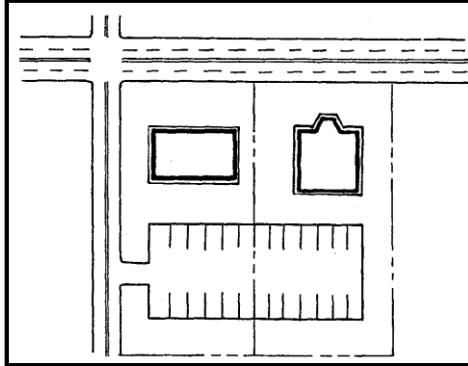
Table TR-5: Sight Distance Highway Standards

Type of Road	Posted Speed Limit/ Typical Speed of Traffic	Minimal Safe Sight Distance
Minor Roads	30mph or lower	200ft
Through Roads	31 to 40mph	275ft
Through Roads	41 to 50mph	350ft
Major Roads	51 to 60 mph	475ft

Source: American Association of State Highway Transportation Officials (AASHTO).

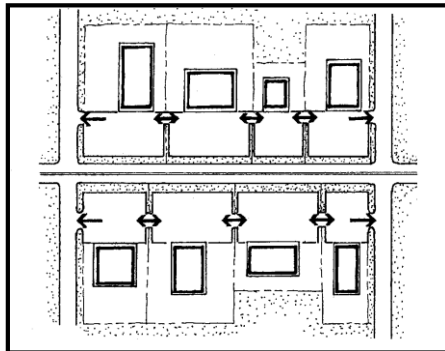
SHARED ACCESS POINTS: All new site plans on heavily traveled roadways should have shared access points with abutting parcels. This will reduce the number of driveways (curb cuts) on major roadways, and improve traffic movement and safety conditions.

⁸ NHDOT: Access Management: Route 16 Corridor Management Plan



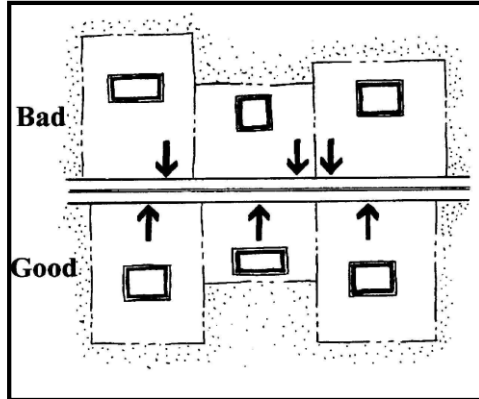
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

INTERCONNECT SITES: Developers should provide rights-of-way to connect commercial and multifamily sites, thus creating parallel access roads along major roadways, which will help to reduce congestion, and slow the need to expand highway capacity.



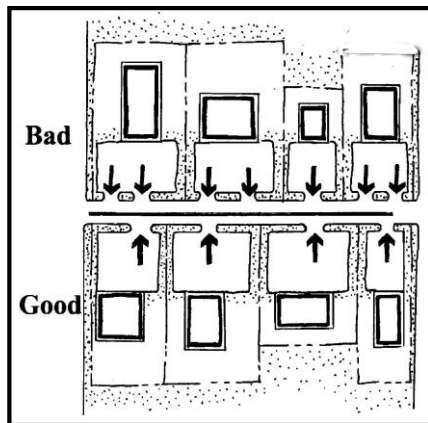
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

DISTANCE BETWEEN DRIVEWAYS: A minimum distance between commercial and multifamily driveways on major roadways should be set in order to better stream-line turning movements and improve safety.



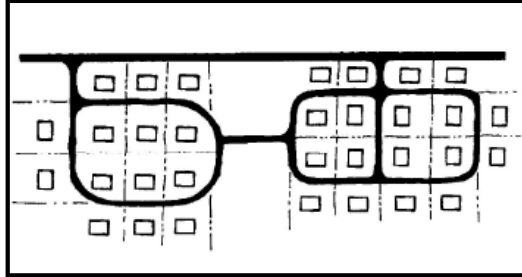
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

NUMBER OF DRIVEWAYS PER LOT: The Planning Board should limit the number of driveways for parcels fronting major collector or arterial roadways. Furthermore, continuous, undefined driveways should be prohibited; as such driveways often confuse drivers and contribute to accidents.



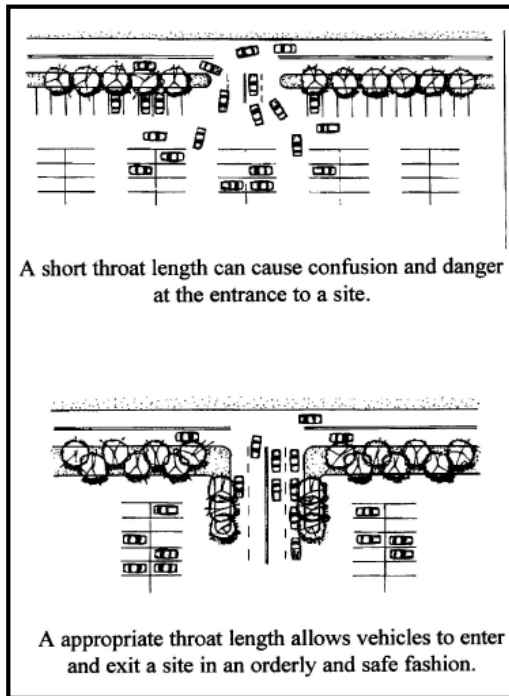
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

CONNECT ADJACENT ROADWAYS: Developers should design subdivisions to connect with other public roadways in other subdivisions. This will allow employees and customers to move from site to site without entering and exiting the arterial.



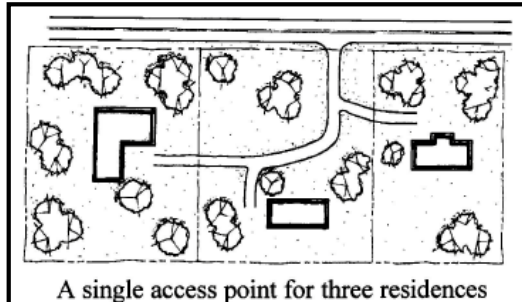
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

MINIMUM DRIVEWAY THROAT LENGTHS: A minimum driveway throat length should be defined for commercial and large multifamily developments in order to help better define internal traffic movements at those sites.



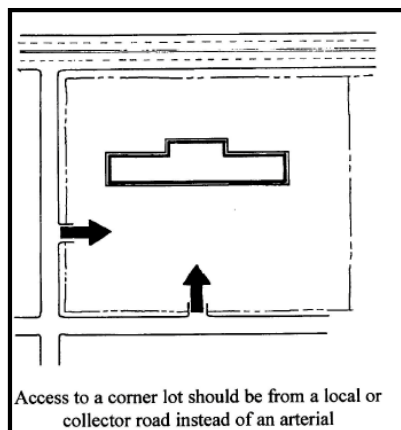
Source: NHDOT: Access Management: Route 16 Corridor Management Plan

SHARED DRIVEWAYS: Shared driveways should be constructed for subdivisions and multi-family housing on major roadways. This would improve traffic flow and safety conditions of the roadway. The Planning Board, when reviewing developments proposing shared driveways, should require all proper easement and maintenance agreements to be incorporated into the deed of each parcel.



Source: NHDOT: Access Management: Route 16 Corridor Management Plan

CORNER LOT ACCESS POINTS: All corner lots fronting a major road should be accessed from the adjacent local or collector road, not the major roadway. Again, this will reduce congestion and improve safety.



Source: NHDOT: Access Management: Route 16 Corridor Management Plan

A key element in implementing effective access management guidelines is the seamless communication between NHDOT and the Town of Warner during the review and approval process for site plans and driveway permits. As part of the NH Route 103 Access Management Study, a Draft Memorandum of Understanding (MOU) was established between the Town of Warner and District 5 of the NHDOT to better coordinate access management issues during development review. To date this MOU has not been adopted. It is recommended that the Town of Warner and NHDOT review and amend this MOU if needed to ensure its adoption.

7.14 Parking

The results of the community survey indicate that the residents of Warner are split as

to whether parking is an issue in the Town. Of all the respondents 45% believe that current parking provisions are inadequate. Safe and adequate parking facilities, or the lack thereof, is one of the most voiced concerns facing many small, rural New Hampshire communities. The key to a vibrant downtown is to not only have a pedestrian infrastructure in place but to also have accessible and convenient parking available, which encourages economic activity and ease of use and access to facilities and buildings. One step toward this objective is for the Highway Safety Committee to make sure that parking facilities throughout Town meet the Americans with Disabilities Act (ADA) requirements. An Economic Development Committee, should one be formed, could also undertake a supply and demand study to assess the current and future needs of public parking within Town.

7.15 Park & Ride Facility

The park and ride facility close to I-89 Exit 9, off NH Route 103 serves the transportation needs of a number of area residents who rideshare on a regular basis. Gas prices have slowly risen over the last year to put ridesharing back on the minds of commuters. Warner is fortunate to have access to two rideshare programs for town residents. The NHDOT New Hampshire Rideshare Program and the CNHRPC's Program for Alternative Transportation & Health Rideshare Program actively promote ride sharing services to the area. The existing facility in Warner, which the majority of those who rideshare use, has 24 parking spaces with an average occupancy rate of over 85% (meaning that there are typically fewer than three open spaces).⁹ The park and ride operates with two curb cuts. The easterly drive is one-way in and the westerly drive is one-way out. The exit drive is located very close to the Market Basket Driveway and creates an additional conflict area within the larger Market Basket intersection.

The Town of Warner has expressed a desire to enhance the existing facility, to provide increased capacity and to ease access management issues in the Exit 9 area. An expanded park and ride facility in Warner can act as a successful tool to reduce highway congestion and improve the environment in Warner. The Planning Board should reference the NH 103 Access Management Study to identify potential opportunities to expand and improve the park and ride facility in Town, and should work closely with NHDOT to agree on the design, layout and composition of an expanded park and ride facility in Warner to ensure that it is agreeable to both parties.

7.16 Public Transportation

Over 50% of survey respondents in the community survey were interested in having some form of public transportation services available in Warner. Of these 50%, 96.2% would like to see a regular service to Concord. This is representative of the high

⁹ NHDOT/CNHRPC Park & Ride Occupancy Study, 2010.

number of Warner residents who work in the State Capital. Important to consider in discussing a public transit system in Warner is that 32% of the population is over the age of 55, and the Town also accommodates two retirement communities, Pine Rock Manor and Kearsarge Elderly Housing. Increasing demand for public transit has been established as a defined need for aging populations throughout the United States. A key objective for Warner is to ensure that transportation options and services are available to all residents of Warner regardless of socio-economic status. The Energy Committee should further investigate if there is a need and interest in creating regularly scheduled public transportation service from Warner to Concord. The Town should research the possibility and feasibility of implementing a ride-share, carpool, or shuttle program from Warner to Concord to correspond with morning and evening commuting times.

7.17 Town Road Construction Standards

How streets are designed and built is a key part of well-planned, orderly growth. The design and construction of roads affects the visual quality of communities, public safety, and quality of life for years to come. Different streets have different functions, thus requiring different designs. Road design standards should have built-in flexibility that fits with natural contours, that preserves natural features, and meets other community objectives. Rigid design standards can lead to over- designed roads, which encourage excessive vehicle speeds, and present a less attractive neighborhood streetscape. Sound road design considers topographic features, to assure proper road functions and to minimize impacts to vegetative and other natural features. Flexible street alignment and design standards allow new roads to fit well with the land, and preserve the natural features to the area as much as possible.

Residential street standards provide the basis for safe, efficient, and economical access to these areas. Specifying street geometrics that discourage excessive speeds and emphasize access attains safe residential streets. Residential houses are efficiently accessed with lower travel speeds on streets that are safer for bicyclists and pedestrians. The purpose of residential streets is to serve the land that abuts them. In doing so, residential streets should promote the safe and efficient movement of vehicular and pedestrian traffic and take into consideration land use, construction, and future maintenance.

Many communities are taking the position that smaller, "less built" roads, servicing residential areas help to preserve the residential "community feel" of a neighborhood, rather than a cut-through to other areas of Town. By allowing for smaller, narrower roads that meet all necessary pedestrian, bicycle, and vehicular safety and transportation standards, Warner can retain the small-town feel that is so important for its residents.

Provisions for flexible design requirements for Town roads will allow the Planning Board and developer the necessary flexibility to design, approve, and build roads that are at the appropriate scale. Keeping pavement and travel lanes to a minimum width, relative to a

streets function, helps keep speed down, preserves a more appealing streetscape, reduces costs to the developer and Town, and allows the Town to retain its rural look and feel while accommodating growth.

In order to facilitate consistent but sufficiently flexible road design standards that enhance Warner's rural character, the Town should research the creation of pedestrian and wildlife underpasses, where appropriate and feasible, when roads/bridges are being built or reconstructed. Warner should also work with NHDOT and the local utility company to explore the idea of burring utility lines or staggering utility poles, when roads are reconstructed or built. Finally, the Board of Selectmen and Road Committee should analyze the associated cost of the different types of roads currently in Town to ensure that the Town is balancing fiscal concerns with those of aesthetics, residential preference, and safe.

7.18 Scenic Roads

A major component of a town's rural character can be its unpaved and scenic roads. These roads help to retain a sense of history and rural quality that Warner's residents have indicated a strong desire to maintain. RSA 231:157 allows towns by a vote at town meeting to designate any road other than a Class I or II highway as a Scenic Road. A municipality may rescind its designation of a scenic road using the same procedure.

The effect of designation as a scenic road is that, except in emergency situations, there shall be no tree cutting of trees with a circumference of 15 inches at 4 feet from the ground or alteration of stone walls by the town or a public utility within the right-of-way without a hearing, review, and the written approval of the Planning Board. This law does not affect the rights of individual property owners; nor does it affect land uses as permitted by local zoning.

In recognition of the fact that the state law is not very stringent, the statute was amended in 1991 to allow towns to adopt provisions other than what is spelled out in the law. These additional regulations could include giving protection to smaller trees or by inserting criteria for the Planning Board to use in deciding whether to grant permission. RSA 231:157 is an important piece of legislation for the preservation of culturally important and scenic roads in Warner. Its residents cherish the historic and aesthetic qualities of the Town. The Town of Warner should therefore consider identifying and cataloguing roads with scenic vistas and aesthetic qualities to protect and preserve the intrinsic qualities of the Town.

The Planning Board should work with its residents to provide outreach and education about the State Scenic Road Law and its potential for preserving the historic and rural qualities of Warner. The Board should also consider identifying roads with scenic vistas and aesthetic qualities, such as traditional New England stone walls, historic buildings, natural aesthetically important fauna, and farms. Finally, the Planning Board should annually identify potential roads for Scenic Road designation.

7.19 Class VI Roads & Trails

Class VI roads are roads that are not maintained by the Town, may be subject to gates and bars, and are normally gravel surfaced. A Class V road can become a Class VI road if the Town has not maintained it for five years or more. Under RSA 674:41, I(c), for any lot whose street access (frontage) is on a Class VI road, the issue of whether any building can be erected on that lot is left up to the "local governing body" (Town Selectmen) who may, after "review and comment" by the planning board, vote to authorize building along that particular Class VI road, or portion thereof. Without such a vote, all building is prohibited.

Even if the Board of Selectmen does vote to authorize building, the law states that the municipality does not become responsible for road maintenance or for any damages resulting from the road's use. The purpose of RSA 674:41, I(c) is to prevent scattered and premature development. It seems that the residents of Town are in agreement with this law, as a strong view was represented during the community survey and visioning sessions that future development should be limited in remote areas of town and on Class VI roads.

In Warner, the Board of Selectmen require that developers who wish to build on a Class VI road must bear the expense of the construction of upgrading that portion of the road necessary and use the guidelines as have been established by the Director of Public Works. This policy should be maintained.

Across the State, many communities are beginning to look at Class VI roads as candidates for designation as Class A Trails because they have little or no development associated with them, are scenic, have no inherent liability concerns, public access is already allowed, and they serve to connect large areas of open space, conservation, and/or agricultural lands. By reclassifying certain roadways that meet these criteria to Class A Trails, the community could be taking a step in creating a community-wide system of greenway trails. Unlike Class VI roads that the Town does not maintain, Towns, at their option, may conduct maintenance on Class A Trails.

It is important to stress that reclassification of Class VI roads to Class A Trails will not inhibit the access rights of landowners along the roadways. In the case of a Class A trail; landowners can continue to use the trail for vehicular access for forestry, agriculture, and access to existing buildings. However, under such classification, new building development as well as expansion, enlargement, or increased intensity of the use of any existing building or structure is prohibited by New Hampshire Statute. The Town and owners of properties abutting Class VI roads are not liable for damages or injuries sustained to the users of the road or trail.

To maintain the system of Class VI roads and trails enjoyed by Warner residents for recreation and access to natural areas, the Planning Board and Board of Selectmen should discourage inappropriate, scattered and premature development along Class VI roads in Warner. Residents and board members should encourage, support and facilitate an expanded Town Trail network in Warner. Several actions could support these objectives. First, the Town should identify Class VI roads, as well as existing paths, and areas along the various water bodies in Town, that connect open space, forest, conservation, and/or agricultural land, that would help create a greenway trail network. Second, the Town should create a public education campaign that highlights the benefits of a Town greenway system. Third, the Board of Selectmen should investigate the location of railroad segments, with landowner permission, that could be used in the linking of existing and future greenway trails in the community. A further step would be to identify for designation, as Class A Trails, some of the Class VI roads within Town by working with abutting landowners. Finally, the Town should work with abutting

landowners to share maintenance and monitoring duties of formal trails or informal greenway networks that are on Class VI roads.

7.20 Bridge Inventory

Bridges are a key component of the highway system, as they connect road segments across streams, lakes, rivers and other roads. Bridges are the most expensive sections of roads, and a lack of adequate bridges can create transportation bottlenecks, which are often difficult to remedy.

The New Hampshire Department of Transportation (NH DOT) maintains an inventory of all bridges in New Hampshire using Federal Sufficiency Ratings (FSR), a nationally accepted method for evaluating bridges. An FSR represents the relative overall effectiveness of a bridge as a modern day transportation facility. With an FSR greater than 80 a bridge is generally accepted to be in good condition overall. A bridge having an FSR between 50 and 80 is eligible for Federal bridge rehabilitation funding. A bridge with an FSR less than 50 is eligible for either Federal bridge replacement or rehabilitation funding. These ratings are based on modern, federally accepted standards, and often historic bridges do not meet these standards.

Table TR-6 shows the bridges in Warner as listed on the NHDOT Bridge Summary. The classification of Structurally Deficient or Functionally Obsolete does not mean that the bridge is necessarily unsafe for use. Rather, it indicates that the bridge does not meet a particular standard, for example it is a one lane bridge or has a particular feature that is outdated. The historic covered bridges listed in this table will always have an SD rating because they will never meet the modern standards.

Of particular note in the table below are Dalton/Joppa Covered Bridge, and Connors Mill Road Bridge which are both on the Town's municipal red list. A bridge is considered to be "structurally deficient" and is placed on the Red List if one or more of its structural elements (girder, stringer, deck, pier, abutment, etc.) have an inspection rating of "4" or less, with "9" being a "perfect" bridge and "0" being a "closed" bridge. The Bridge on NH 127 crossing the Warner River is also on the State's redlist. All three of these bridges are in need of significant repair and the town should work, firstly with their own municipal budget to repair the municipally maintained bridges, and secondly with NHDOT to ensure that the needs of these structures are prioritized in any future bridge rehabilitation activities.

Specifically, Warner should work with NHDOT to repair, replace, and/or upgrade bridges that have a FSR of less than 80. Second, the Town of Warner should establish a fund for bridge maintenance, with a specific amount, decided by the Board of Selectmen to be appropriated annually. These actions will help to ensure that the bridge network remains safe and useable in all areas of town.

Table TR-6: Warner Bridge Network

Bridge	Location	FSR	Deficiency	Owner	AADT/Year
Mink Hill Lane	Silver Brook	94.3	N/A	Town	100/1989
North Village Road	Silver Brook	82.81	N/A	Town	200/1984
Dalton/Joppa Covered Bridge *	Joppa Road West	12.9	SD	Town	160/2007
Connors Mill Road *	Schoodac Brook	27.0	SD	Town	100/1984
I-89 (NB)	Joppa Road	87.4	FO	State	21000/2004
Schoodac Road	Frazier Brook	99.9	N/A	Town	310/1993
I-89 (SB)	Joppa Road	87.4	FO	State	21000/2004
I-89 (NB)	Warner River	93.4	ND	State	20000/2004
NH103	I-89 NB	98.0	ND	State	18000/2004
NH103	I-89 SB	98.0	ND	State	18000/2004
I-89 (SB)	Warner River	93.4	ND	State	20000/2004
Poverty Plains Road	Schoodac Brook	60.1	N/A	Town	200/1984
I-89 (NB)	Schoodac Brook	96.4	N/A	State	21000/2004
I-89 (SB)	Schoodac Brook	96.4	N/A	State	21000/2004
I-89 (SB)	Warner River	97.3	ND	State	9700/2007
I-89 (NB)	Warner River	97.3	ND	State	9700/2007
NH 127 #	Warner River	51.4	SD	State	1600/2006
I-89 (SB)	NH103	97.0	ND	State	21000/2004
I-89 (NB)	NH103	95.0	ND	State	21000/2004

* = Municipal Redlist; # = State Redlist; FO = Functionally Obsolete; SD = Structurally Deficient

7.21 Emergency Management

As part of the 1999 Town of Warner Master Plan, a number of new routes were recommended in Town to address emergency management issues at key locations in Warner. Over ten years later no action has been taken on these routes. The routes identified in the 1999 Plan are:

- Kearsarge Mountain Road to North Road – There is no escape route for residents of Kearsarge Mountain Road above Kirtland Street in the event of a disaster. Additionally, Warner’s Hazard Mitigation plan identifies this issue.
- Denny Hill to Main Street. This link was also recommended in the 1989 Master Plan and continues to be a recommendation strongly urged by the Road Agent for safety, as well as traffic relief.
- Between Kearsarge Mountain Road and Pumpkin Hill Road. Due to the wetlands in this area, this option is less feasible; however it should still be investigated.

It is still of vital importance to Ensure that all residents of Warner have safe and efficient access to alternative routes in the event of an emergency. To that end, it is recommended that a Capital Reserve Fund be established, as per the Town of Warner's current CIP, and a minimum of \$50,000 should be included in the budget to address emergency management routes.

7.22 Transportation Funding Opportunities

The creation, maintenance, and improvement of the transportation system in Warner are necessary in order for the Town to meet the needs of its residents and to provide a reliable transportation network. The following programs and options should be reviewed by the Town as potential opportunities to meet the transportation goals set out in this Chapter of the Master Plan.

7.22.1 Federal Programs and Resources

The Safe, Accountable, Flexible, and Efficient Transportation Equity Act of 2005 (SAFETEA-LU)

The Safe, Accountable, Flexible, and Efficient Transportation Equity Act of 2005 (SAFETEA-LU) is the parent legislation that funds a variety of transportation programs including the Congestion Mitigation and Air Quality (CMAQ) Improvement Program and the Transportation Enhancement (TE) Program. SAFETEA-LU authorizes the federal surface transportation programs for highways, highway safety, and transit for the 5-year period from 2005-2009.

Transportation Enhancement Funds (TE)

The Transportation Enhancements Program (TE) is another viable source for improving roads in communities. Funding for the TE program is slightly more than \$3 million dollars in the State annually. These funds are provided in an 80/20 match, with the State paying for the majority of the project cost. Typical examples of projects eligible for TE funds include:

- Facilities for bicyclists and pedestrians;
- Safety and education activities for bicyclists and pedestrians;
- Acquisition of scenic easements and scenic or historic sites;
- Scenic or historic highway programs;
- Rehabilitation and operation of historic transportation buildings, structures, and facilities;
- Preservation of abandoned railway corridors; and
- Establishment of transportation museums.

Congestion Mitigation and Air Quality Funds (CMAQ)

The Congestion Mitigation and Air Quality program (CMAQ) is another viable source for improving roads in communities. Funding for the CMAQ program is approximately \$10 million dollars in NH biennially. These funds are also provided in an 80/20 match, with the State paying for the majority of the project cost. Projects applying for CMAQ funds must demonstrate a benefit to air quality and often include sidewalk, transit, and rail projects.

Federal Aid Bridge Replacement Funds

These funds are available for the replacement or rehabilitation of Town-owned bridges over 20 feet in length. Matching funds are required and applications for funding are processed through the NHDOT's Municipal Highways Engineer.

Safe Routes to School Program (SRTS)

The SRTS program in NH was established to allow more children from grades K-8 to walk or cycle to and from school. SRTS offers 100% reimbursement to communities who bring a new balance to their transportation system by providing increased education, encouragement, evaluation and infrastructure to improve facilities for walking and biking to school.

7.22.2 State Funding Sources

Highway Block Grants

Annually, the State apportions funds to all cities and towns for the construction and maintenance of Class IV and V roadways. Apportionment "A" funds comprise not less than 12% of the State Highway budget and are allocated based upon one-half the total road mileage and one-half the total population as the municipality bears to the state total. Apportionment "B" funds are allocated per mile of Class V road in the community. Block grant payment schedules are as follows: 30% in July, 30% in October, 20% in January, and 20% in April. Any unused funds may be carried over to the next fiscal year.

State Bridge Aid

This program helps to supplement the cost to communities of bridge construction on Class II and V roads in the State. Funds are allocated by NHDOT in the order in which applications for assistance are received. The amount of aid a community may receive is based upon equalized assessed valuation and varies from two-thirds to seven-eighths of the total cost of the project.

Town Bridge Aid

Like the State Bridge Aid program, this program also helps communities construct or reconstruct bridges on Class V roads. The amount of aid is also based upon equalized

assessed valuation and ranges from one-half to seven-eighths of the total cost of the project. All bridges constructed with these funds must be designed to support a load of at least 15 tons. As mandated by State Law, all bridges constructed with these funds on Class II roads must be maintained by the State, while all bridges constructed on Class V roads must be maintained by the Town. Any community that fails to maintain bridges installed under this program shall be forced to pay the entire cost of maintenance plus 10% to the State Treasurer.

7.22.3 Local Sources of Transportation Improvement Funds

Local Option Fee for Transportation Improvements

New Hampshire RSA 261:153 VI (a) grants municipalities the ability to institute a surcharge on all motor vehicle registrations for the purpose of a funding the construction or reconstruction of roads, bridges, public parking areas, sidewalks, and bicycle paths. Funds generated under this law may also be used as matching funds for state projects. The maximum amount of the surcharge permitted by law is \$5, with \$.50 allowed to be reserved for administering the program.

Impact Fees

Authorized by RSA 674:21, communities can adopt an impact fee ordinance to offset the costs of expanding services and facilities that must be absorbed when a new home or commercial unit is constructed in Town. Unlike exactions, impact fees are uniform fees administered by the building inspector and are collected for general impacts of the development, as opposed to exactions that are administered by the Planning Board and are collected for specific impacts unique to new site plans or subdivisions on Town roads. The amount of an impact fee is developed through a series of calculations.

Impact fees are charged to new homes or commercial structures at the time a building permit is issued. When considering implementing an impact fee ordinance, it is important to understand that the impact fee system is adopted by amending the Zoning Ordinance. The law also requires that communities adopting impact fees must have a current Capital Improvements Program (CIP). Lastly, State law also stipulates that all impact fees collect by a community must be used within 6 years from the date they were collected, or else they must be refunded to the current property owners of the structure for which the fee was initially collected.

Capital Reserve Funds

This is a popular method to set money aside for future road improvements. RSA 35 V mandates that such accounts must be created by a warrant article at Town Meeting. The same warrant article should also stipulate how much money will be appropriated to open the fund, as well as identify which Town entity will be the agent to expend the funds. Once established, communities typically appropriate more funds annually to replenish the fund or to be saved and thus earn interest that will be put towards large projects or expenditures in the future.

7.23 Summary

The overall goal of this chapter is to maintain a transportation network that is efficient and safe for all potential modes of travel while enhancing the rural and historic character that is Warner's heritage. Bearing in mind the commitment to the preservation of the rural and open space aesthetic character of Warner and the disruption to the quality of life that comes from vehicular congestion, this Chapter supports the principle that maximizes incentives for the use of alternative transportation modes and routes. This commitment takes form in the support for traffic calming, slower speeds, preservation of the character of roads with scenic attributes, development of bicycle and pedestrian facilities, proper consideration of road networks as part of neighborhoods, and pedestrian paths and passageways. Careful and thoughtful movement in Warner in all of these directions would result in the improvement of the transportation infrastructure and the protection and preservation of the open space and rural aesthetic character valued by the community, all without adversely impacting individual landowner rights.

This Transportation Chapter is not complete by itself; instead, it is a piece of a larger planning vision for Warner. The Master Plan is an opportunity for the community to articulate what they, the residents of Warner, want for the coming years. The effort of this Transportation Chapter is to identify what the residents of Warner want regarding mobility and safety, although everything in this Chapter needs to be considered as part of the entire 2010 Master Plan for the desires of the community to be wholly recognized.

7.24 Recommendations

Based upon the goals and objectives laid out in the Transportation Chapter, the following recommendations were developed. Recommendations are not listed in priority order.

- As part of its Site Plan Review Regulations, the Planning Board should consider the functional classification of any road on which development is proposed to ensure that the proposed development is appropriate for the existing roadway function.
- Utilize the Warner Road Sufficiency Rating System to survey town roads at defined intervals to ensure that the most pressing reconstruction needs are identified.
- In locations where traffic has increased significantly, land use trends and access management policies should be closely examined, adopted, and modified to best maintain and promote an efficient transportation network.

- The Town of Warner should work with NHDOT and CNHRPC to identify and conduct traffic counts on roads of concern in the community on an annual basis.
- Traffic count data should be published by the Town annually and be available on the Town website.
- The Town of Warner should identify local residential roads that are not suited for heavy commuter traffic, and work to minimize this “through traffic” wherever viable alternatives can be provided.
- Traffic counts should be reviewed and analyzed to identify roads that have shown an increase in traffic over the years.
- Yearly traffic counts should be carried out on roads that the Town sees as a concern in order for reliable usage patterns to be analyzed.
- A local bicycle and pedestrian network should be facilitated that allows residents to access major points of interest in Warner in a safe and efficient manner. The Town should work with the Simonds Elementary School – SRTS Program as far as practicable to achieve this.
- Warner should look into developing and supporting educational efforts to improve commuter habits and traffic patterns that occur within the community.
- Promote a pedestrian route system to maximize transportation opportunities in and around Warner that would reduce the amount and necessity of automobile traffic.
- Where applicable, identify and prioritize areas with existing pedestrian facilities for regular maintenance and propose new areas for facilities that will extend and connect the existing infrastructure.
- Adopt and support the statewide and regional bicycle networks and take all available steps to help implement them in town.
- Research funding opportunities for creating and maintaining a local bicycle network.
- The Town of Warner should work with the Police Department, the Elementary School and the College of Saint Mary Magdalen to promote and educate the public on bicycle safety and transportation.

- The Planning Board could encourage, through its Site Plan Regulations, the placement of bicycle racks by businesses and multi-family developments, where appropriate.
- Warner should work with other groups and organizations to help promote public awareness, acceptance, and the possibility of bicycling as a viable mode of transportation in Warner.
- Promote a “share the road” campaign to alert drivers to the location of sidewalks and crosswalks within Warner.
- The Town should work with NHDOT regarding the placement and maintenance of crosswalks on State roads within Town.
- Investigate the use of innovative methods to increase safety, such as raised crosswalks, striped or colored crosswalks, increased signage, and clear and defined walking paths.
- Investigate the use of appropriate traffic calming measures to discourage high speeds and to direct traffic around neighborhoods.
- The Planning Board should review and consider the adoption of the following requirements into their Site Plan and Subdivision regulations as recommended by the NHDOT.
- Review the existing Draft MOU between the Town of Warner and NHDOT District 5 to ensure it is still relevant. If necessary the MOU should be amended and every effort made to adopt it to ensure better coordination between the Town and the state to ensure effective access management planning.
- The Town should make sure that its parking facilities throughout Town meet the Americans with Disabilities Act (ADA) requirements.
- The Town should undertake a supply and demand study to assess the current and future needs of public parking within Town.
- The Town of Warner should reference the NH 103 Access Management Study to identify potential opportunities to expand and improve the park & ride facility in Town.
- The Town should work closely with NHDOT to agree on the design, layout and composition of an expanded park & ride facility in Warner to ensure that it is agreeable to both parties.

- The Town should investigate if there is a need and interest in creating regularly scheduled public transportation service from Warner to Concord.
- The Town should research the possibility and feasibility of implementing a ride-share, carpool, or shuttle program from Warner to Concord to correspond with morning and evening commuting times.
- Warner should research the creation of pedestrian and wildlife underpasses, where appropriate and feasible, when roads/bridges are being built or reconstructed.
- Warner should work with NHDOT and the local utility company to explore the idea of burring utility lines or staggering utility poles, when roads are reconstructed or built.
- Warner should analyze the associated cost of the different types of roads currently in Town to ensure that the Town is balancing fiscal concerns with those of aesthetics, residential preference, and safety.
- The Town should work with its residents to provide outreach and education about the State Scenic Road Law and its potential for preserving the historic and rural qualities of Warner.
- The Town should consider identifying roads with scenic vistas and aesthetic qualities, such as traditional New England stone walls, historic buildings, natural aesthetically important fauna, and farms.
- Warner should annually identify potential roads for Scenic Road designation.
- The Town should identify Class VI roads, as well as existing paths, and areas along the various water bodies in Town, that connect open space, forest, conservation, and/or agricultural land, that would help create a greenway trail network.
- The Town should create a public education campaign that highlights the benefits of a Town greenway system.
- Investigate the location of railroad segments, with landowner permission, that could be used in the linking of existing and future greenway trails in the community.
- Identify for designation, as Class A Trails, some of the Class VI roads within Town by working with abutting landowners.

- The Town should work with abutting landowners to share maintenance and monitoring duties of formal trails or informal greenway networks that are on Class VI roads.
- Warner should work with NHDOT to repair, replace, and/or upgrade bridges that have a FSR of less than 80.
- The Town of Warner should establish a fund for bridge maintenance, with a specific amount, decided by the Board of Selectmen to be appropriated annually.
- A Capital Reserve Fund should be established, as per the Town of Warner's current CIP, and a minimum of \$50,000.00 be included in the budget to address emergency management routes.

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Chapter 8. Natural Resources

8.1 Introduction

Warner is fortunate to have many undisturbed natural areas, significant wildlife habitat, and large forest blocks unfragmented by houses and roads. Its citizens place a high value on these resources for the ecological services they provide, the numerous nature-based recreational opportunities available, and the beautiful scenery. The location and quality of Warner's natural resources directly impact land use, community character, and economic development. Given the strong support for natural resource conservation, in 2009 the Conservation Commission completed a Natural Resources Inventory (NRI) and a Conservation Plan. Those documents inventory Warner's natural resources and articulate plans and priorities for future conservation.

Most of Warner is forested – about 87% or nearly 31,500 acres – with 75% of the forest cover dominated by hardwood or mixed hardwood/conifer and about 25% in pure conifer forest types. About 3% of the land base is in agriculture or open grasslands, largely north of the Warner River valley, 1% is in open surface waters (lakes, ponds, rivers), 3% in forested and non-forested wetlands, and about 7% in various types of developed land uses, including transportation, gravel pits, and other open lands. The State's *Wildlife Action Plan* ranks most of the town as highest quality habitat statewide or supporting landscape.

This section of the Master Plan is intended to briefly summarize and incorporate the NRI and Conservation Plan (available on the Town of Warner website) by reference. This chapter also addresses community perceptions about natural resource conservation and provides goals and recommendations for natural resource.

8.2 Natural Resources Goals and Objectives

Drawing from issues identified in the 2009 Conservation Plan and NRI, and the 2008 Master Plan Community Survey, the following goals were developed to capture the desires of Warner residents for protecting the Town's natural resources:

Goal NR-1: *To protect Warner’s valuable land, water, plant, and wildlife resources identified in the 2009 Conservation Plan through a variety of educational, regulatory, and fiscal management strategies to provide a healthy natural environment indefinitely to all Warner residents.*

Goal NR-2: *Enhance conservation outcomes in Warner by working with adjacent towns to maintain wildlife corridors and flood storage capacity and to expand conservation areas.*

Goal NR-3: *To promote the wise use of the Town’s natural resources, including timber, firewood, agricultural, and gravel resources, for the benefit of current and future Warner residents.*

Goal NR-4: *Maintain and expand recreation opportunities compatible with natural resources protection by working with other recreation interests in town and with the State Forests Division and NH Fish & Game.*

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These goals are supported by the following objectives:

- Actively pursue the conservation targets set in the 2009 Warner Conservation Plan through land and easement acquisitions
- Strengthen local regulatory tools to protect natural resources, such as floodplains, riparian areas, scenic views, aquifers, and wildlife habitat areas
- Conduct education and outreach efforts to help the public learn about Warner’s conservation areas and the need for ongoing natural resource protection

8.3 Community Perceptions and Needs

According to the results of the 2008 Master Plan Community Survey, Warner residents highly value the Town’s natural environment and rural atmosphere. They solidly support natural resource conservation, including direct land conservation and regulatory measures.

The survey posed a number of general questions to gauge support for natural resource protection. Among survey respondents, 57% rated Warner’s natural environment and 55% rated the Town’s rural character as the most important aspects of the Town. When asked to rate the importance of open space preservation, 56% indicated that it was of highest importance. More than two-thirds (69%) believed that the Town should continue to spend money on conservation, and 75% favored the use of zoning as a mechanism for natural resource protection.

Over the past decade, the Conservation Commission has actively pursued land or easement acquisitions, such as that at the time of the survey, about 26% of the Town was considered to be conserved. Survey respondents were asked whether they would like to see more, less, or the same level of conservation effort. About half replied more (49%), while 42% wanted the same, and 10% wanted less. Full survey results can be found in **Appendix B**.

What qualities of Warner are most important to you?

	Natural Environment %	Rural Character %	Community Spirit %	Location %	Family Ties %
5 (most important)	56.6%	54.9%	41.5%	17.4%	25.3%
4	23.0	28.8	35.7	20.5	15.4
3	13.7	11.5	17.9	29.9	13.1
2	5.3	4.4	4.5	16.1	12.7
1 (least important)	1.3	0.4	0.4	16.1	33.5

How important is the preservation of open space in Warner?

	%	Count
5 (Most Important)	56.2%	127
4	16.4	37
3	19.0	43
2	5.8	14
1 (Least Important)	2.7	6

Should the Town of Warner continue to spend money in order to protect its natural resources and open space?

	%	Count
Yes	69.1%	154
No	20.6	46
Unsure	10.3	23

Do you think zoning is an appropriate and effective way to protect the natural landscape and wildlife?

	%	Count
Yes	75.2%	167
No	11.7	26
Unsure	13.1	29

Approximately 18% of land in Warner is considered to have some form of conservation protection.¹⁰ Would you like to see more, less or the same level of conservation effort in Warner?

	%	Count
More	48.6%	107
Less	9.5	21
The Same	41.8	92

¹⁰ The Community Survey cited conservation data from the year 2000.

On the subject of new development, the greatest number of respondents (74%) said that environmental impact was very important when considering new proposals. When asked whether they favored the encouragement or requirement of green building design principles in new development, 68% said yes to encouragement and 20% favored green building requirements.

Which of the following criteria do you feel are most important in considering new development proposals?

	Very Important %
Environmental Impact	73.9%
Location	69.4
Impact on Town Services	68.5
Safety	67.3
Tax Base	66.5
Noise	64.7
Traffic	63.8
Light Pollution	63.5
Jobs	63.3
Aesthetics	62.5
Change in abutting prop. value	57.3
Business Size	50.7

Would you support encouragement or requirement of incorporating green design (environmentally sound principles of building layout, materials, and energy use) features into new buildings in Warner?

	%	Count
Yes, Encouragement	68.4	156
Yes, Requirement	20.2	46
No	7.9	18
Unsure	3.5	8

8.4 Conservation Plan and Natural Resources Inventory

The 2009 Natural Resources Inventory (NRI) and the Conservation Plan were developed as tools for future open space management planning. When the Town of Warner moves forward to acquire land, to make plans for existing open space within the Town, or to review parcels for future development, the documents will help determine priorities for conservation. They also serve as a way to ensure that the open space within the Town will be maintained so that it protects the high quality of life that Warner residents presently enjoy. Rather than repeating the contents of the documents, they are hereby adopted by reference as elements of this Master Plan. A brief summary is included below.

The NRI catalogs and maps important resources by type, including:

- Forest Resources
- Recreational Resources
- Scenic Parcel Resources
- Scenic Views Resources
- Water Resources
- Wildlife Resources

The NRI provides a set of reference maps and information on all of the Town's protected lands, including an analysis of which types of resources are under-protected. The results of the inventory showed that valuable agricultural soils and drinking water source areas in particular lack protection by conservation easement or public ownership. Overall, however, the NRI found that as of 2009, 9,700 acres, or 27% of the Town's land area, had some form of permanent protection. The **Conservation Lands Map** displays existing conservation lands. Another 23,250 acres were enrolled in current use as of 2009, bringing the total area of temporarily or permanently conserved land to 32,950 acres, or 93% of the Town's total area.

Findings from the NRI provided the basis for the Conservation Plan, along with the results of a Conservation Questionnaire distributed by the Conservation Commission in 2009. The Conservation Plan focuses on land conservation efforts, including the identification of future projects, advocating for regulatory protections, and public education and outreach. Warner's Conservation Plan outlines three major goals:

1. Protect key natural resources identified for protection in the Plan.
2. Enhance conservation outcomes in Warner by working with adjacent towns to maintain wildlife corridors and flood storage capacity and to expand conservation areas.
3. Maintain and expand recreation opportunities compatible with natural resources protection by working with other recreation interests in town and with the State Forests Division and NH Fish & Game.

Specific objectives were developed to carry out Goal 1, including active cooperation with Town boards to strengthen regulatory protection tools; coordination with neighboring towns and regional entities; continued land and easement acquisition, and public education on conservation issues.

The Plan identified six Natural Resource Areas within which conservation efforts will be focused:

1. Schoodac Brook sub-watershed
2. Willow Brook sub-watershed
3. Stevens Brook sub-watershed
4. Warner River corridor
5. Mink Hills
6. Blackwater River drainage

Each area contains distinctive natural features and characteristics discussed in the Plan, and a specific conservation target is established for each area. In all, the Conservation Plan sets a goal for the conservation of an additional 3,390 acres to bring the Town total up to 13,195 acres, or 37% of its total area. The rationale for this target was derived from existing zoning and development patterns, earlier reports and discussions of the Conservation Commission, responses from community surveys, and the anticipated effects of development on water quality and habitat loss. The plan outlines key recommendations associated with regulatory protection, direct land conservation, public outreach, voluntary action, and recreational uses to achieve its stated goals.

8.5 Conservation Targets

The following conservation targets measure specific outcomes of the town's actions to protect natural resources. They are protective of the natural resources that the Conservation Commission has identified as important and reflect the high level of town support for the land conservation work accomplished to date, where 56% of residents responding to the 2008 *Master Plan* survey indicated the preservation of open space in Warner is "most important"; "natural environment" and "rural character" were the two top ranked "qualities of Warner," at 57% and 55%, respectively; and 69% indicated a willingness to continue spending town money to protect natural resources and open space.

- Protect meaningful blocks of high quality conservation land and distinctive natural features in at least 40% of the Mink Hills, Blackwater, and Stevens Brook natural resource areas; protect high quality wetland and upland systems in at least 30% of the Schoodac and Willow brook natural resource areas; protect at least 20% of the Warner River corridor.
- Connect conservation blocks of > 250 acres, particularly along stream and wetland corridors, to enhance wildlife movement.
- Ensure a minimum buffer of 300' around conserved wetlands and establish riparian buffers along all streams and other water bodies, ranging in size from 75' in headwater streams (including intermittent streams) that can be crossed easily to wider buffers for larger streams and wetlands.
- Protect a significant percentage of Warner's unique and special habitats, e.g., south facing slopes, vernal pools, wetland complexes, State-identified wildlife habitat, rare plant communities, and floodplain forests, either through conservation ownership/easements or by voluntary land management practices.
- Protect groundwater resources throughout town.

The targets for conservation land in each of the Natural Resource Areas (NRAs) are based on existing zoning and development patterns, conservation goals identified in Conservation Commission reports and discussions, and the effects of development on streams and stream systems. Clearly, the Warner River Corridor is already the most developed part of town, yet it also contains significant, highly productive aquifer zones and the town's current water supply wells, as well as the river, a conservation priority. In addition, a large number of residents, who benefit from close-to-home conservation lands and associated recreational opportunities, live in the corridor.

Conservation goals for the Mink Hills area focus on protecting unfragmented blocks of high quality conservation land; 40%, less than half the area, represents a reasonable minimum target for achieving this goal, particularly in light of development patterns in the area and Town support for conservation projects in the Mink Hills. Similar goals of protecting large blocks of conservation land, along with scenic views and water resources, apply to both the Stevens Brook and Blackwater Drainage NRAs. Rich in natural resources, including prime agricultural lands, aquifers, diverse and significant wildlife habitats, and water resources, the Stevens and Schoodac brook NRA targets of 30% will help protect these conservation priorities, in smaller blocks of land.

In addition to the above rationale for its targets, the Conservation Commission believes that land conservation plays an important role in protecting water quality, minimizing flood damage, and sustaining aquatic ecology in Warner. Research by the Center for Watershed Protection summarized by the NH Department of Environmental Services in *New Hampshire Stormwater Management, Volume I: Stormwater and Antidegradation* (Available online at the NH DES website) indicates that when the land surface of a watershed is from 0 to 10% impervious, receiving waters are slightly impacted by watershed development. When imperviousness exceeds 25% of the watershed, streams suffer significant impairment (they do not meet federal water quality standards). The NRA targets implement a strategy of using conservation land to ensure that 20% to 40% of the land in Warner is protected from rooftops, roads, driveways, patios, parking lots, and other features of our built environment that contribute to imperviousness – less than half the goal for pervious lands, but a significant step.

The table below indicates how conservation efforts to date compare with conservation targets. Note that Town lands managed for conservation purposes, such as the Warner Town Forest, are included, even though they are not permanently protected by conservation easements. Active recreation areas in the Warner River floodplain and at Silver Lake are also included, as are the Warner Village Water District lands along the Warner River.

Table NR-1. Conservation Targets by Natural Resource Area

Natural Resource Area	Target Acreage	Current Protected Acres	Acres Shy of Goal
Blackwater Drainage	40%, 800 ac	67%, 1,329 ac	
Mink Hills	40%, 6,012 ac	31%, 4,652 ac	1,360 ac
Schoodac Brook	30%, 1,244 ac	17%, 691 ac	553 ac
Stevens Brook	40%, 1,901 ac	52%, 2,458 ac	
Warner River Corridor	20%, 1,448 ac	7%, 508 ac	940 ac
Willow Brook	30%, 703 ac	7%, 166 ac	537 ac
Totals	12,108 ac	9,805 ac	3,390 ac

8.6 Summary

Warner's approach to natural resource conservation is multi-faceted: in response to community input, the Town continues to identify and protect land and water resources through acquisition, regulation, and educational efforts. The 2009 Natural Resources Inventory and Conservation Plan, incorporated into this Master Plan by reference, detail the priorities and actions recommended by the Conservation Commission. The task ahead is to continue and expand upon the work that has already begun.

8.7 Recommendations

The following recommendations are made based upon current needs and community input, in order to achieve Warner's natural resources goals and objectives. Recommendations are not listed in priority order.

- The Planning Board and Conservation Commission should work together to identify where local regulatory tools can be strengthened to protect natural resources, e.g., floodplains, riparian areas, scenic views, aquifers, wildlife habitat, and work together to help implement them.
- Develop a wildlife habitat conservation checklist to be used in project reviews.
- Continue to promote acquisition of conservation easements consistent with the Conservation Commission's land conservation guidelines.
- The Conservation Commission should continue working with regional and statewide land trusts and state agencies interested in protecting land in Warner.
- The Conservation Commission should work with Selectmen and appropriate groups in town to permanently protect Town-owned lands with good conservation value, including lands currently under management (town forests, for example) and those with

no managing entity.

- The Conservation Commission should explore new funding sources for land and easement acquisition as one way to offset the need for annual appropriations.
- Create opportunities for the public to learn about natural protection, conservation, and what they can do to help protect resources in town.
- Continue to refine resource inventories and monitor conservation opportunities.
- Promote policies that encourage current use.

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Chapter 9. Energy Resources

9.1 Introduction

Energy use is another major focus for community planning in the Town of Warner. The use of energy for electricity, heating, and transportation is integrally tied to community planning, individual lifestyles, natural resource conservation, and environmental quality. The connection between energy use, rising energy costs, and the implications of global climate change in particular have raised concerns within communities. Many in New Hampshire, including Warner, have begun taking action to individually and collectively reduce energy consumption and greenhouse gas emissions. The state adopted RSA 269:1(n) in 2008 authorizing municipalities to include an energy section in their master plan that “includes an analysis of energy and fuel resources, needs, scarcities, costs, and problems affecting the municipality and a statement of policy on the conservation of energy.” The purpose of this Chapter is to provide some background on energy issues, usage patterns, local energy conservation efforts, and to make recommendations based on principles discussed below.

In 2007, the Town of Warner adopted the New Hampshire Climate Change Resolution on a Town Meeting warrant article, along with 163 other communities across the state. The resolution placed the Town on record in support of actions by the President and Congress to address the issue of climate change, including the establishment of a program to require reductions in US greenhouse gas emissions and the creation of a national research initiative to develop sustainable energy technologies. The resolution also called on the Board of Selectmen to appoint a volunteer energy committee in Warner to work for energy savings and emissions reductions at the local level. The Selectmen did so in 2008, and the committee has already taken action on a number of fronts.

Increasing energy efficiency and reducing the Town’s carbon footprint can play a role in natural resource conservation locally, regionally, and even globally. The Town of Warner adopted the 2007 New Hampshire Climate Change Resolution and established a local energy committee in 2008, which works to reduce municipal energy use and encourages residents to pursue energy savings.

Drawing from issues identified in the 2009 Conservation Plan and NRI, the 2009 Warner Building Energy Audit, and the 2008 Master Plan Community Survey, the following goal was developed to capture the desires of Warner residents for protecting the Town’s natural resources and reducing energy consumption:

Goal ER-1: *To maximize energy conservation and efficiency, and reduce Warner’s overall carbon footprint in both the public and private sectors.*

This goal is supported by the following objectives:

- Develop strong regulatory tools that promote energy conservation, efficiency, and renewable energy production
- Encourage land use patterns that minimize energy use, such as denser mixed use nodes and the development of a multi-modal transportation network
- Make improvements to municipal buildings and pursue energy savings in all municipal systems (streetlights, vehicle fleet, waste management) to reduce overall municipal carbon footprint to the greatest extent feasible
- Encourage and provide educational resources for residents to reduce private energy consumption
- Promote Warner as an energy conscious community to attract environmentally responsible commercial and residential development

9.2 Community Perceptions and Needs

According to the results of the 2008 Master Plan Community Survey, Warner residents are aware of the energy impacts of development and support efforts to reduce energy consumption in town. They favor measures to encourage energy efficient building design and transportation options, as well as the promotion of renewable energy sources.

When asked whether they favored the encouragement or requirement of green building design principles in new development, 68% said yes to encouragement and 20% favored green building requirements. Respondents were resoundingly in favor of energy conservation and renewable energy: 92% replied that the Town should encourage these efforts. Finally, 83% of survey respondents indicated that the Town should allow the commercial generation of wind and solar power.

Would you support encouragement or requirement of incorporating green design (environmentally sound principles of building layout, materials, and energy use) features into new buildings in Warner?

	%	Count
Yes, Encouragement	68.4	156
Yes, Requirement	20.2	46
No	7.9	18
Unsure	3.5	8

Should the Town encourage energy conservation and alternative energy generation?

	%	Count
Yes	91.6%	208
No	5.7	13
Unsure	2.6	6

Should the Town allow commercial wind power and solar power generation?

	%	Count
Yes	82.6%	185
No	2.7	6
Unsure	14.7	33

9.3 Energy Committee Priorities and Actions

The mission of the Warner Energy Committee is to recommend local steps to save energy and reduce emissions to the Board of Selectmen. This will include measures which encourage and empower our citizens and community to move toward greater energy conservation, security, sustainability, and more responsible energy usage. The committee advocates protecting the natural local and global environment by supporting the development of a civic and business environment which fosters and attracts green businesses and jobs, promoting local sources of renewable energy, and proposing solutions to benefit citizens that reduce energy costs and environmental impacts.

Since its inception, the Warner Energy Committee has formulated four major areas of interest:

1. Reductions in municipal energy use and greenhouse gas emissions
2. Conducting public outreach and education efforts to help residents reduce household energy use and emissions reductions
3. Building Warner's reputation as a "green" community that supports energy efficiency and conservation, as a way to attract environmentally conscious businesses and residents
4. Support local farms and agriculture as a sustainability measure, providing local food sources for area residents.

In support of these priorities, the Committee has taken several steps. First, it submitted two petition warrant articles that were passed at 2008 Town Meeting. Those articles established property tax exemptions on real property equipped with wind and solar powered energy systems in accordance with RSA 72:62 and RSA 72:66. The tax exemptions cover 100% of the assessed value of such systems for both residential and commercial sites.

Second, the Energy Committee applied for and received an \$11,150 grant from the NH Public Utilities Commission in 2009 to conduct energy audits in eight Town- and Precinct-owned buildings. A private consultant was hired who completed the audits and provided a written report in December 2009. The audit identified areas for improvement of building envelopes and heating systems to reduce energy use, costs, and emissions. A more detailed summary of the audits is below.

Third, the Energy Committee spearheaded an effort in 2010 to install five new bicycle racks in Warner Village to promote bicycling as an alternative and fossil fuel-free means of transportation. The racks were funded by a variety of community organizations, and are located at Town Hall, the Post Office, the Pillsbury Free Library (2), and the Warner Historical Society.

In 2010, the Energy Committee also enrolled in a free statewide program called Energy Technical Assistance and Planning for New Hampshire Communities, or ETAP. The program

can provide assistance on prioritizing recommendations from the 2009 building audit, as well as reviewing specifications for bids, providing lists of energy contractors, and offering energy planning assistance.

Other sustainable energy efforts are ongoing in Warner. For the 2011 Town Meeting, the Town is proposing to begin funding municipal energy improvements, based on Energy Committee recommendations from the 2009 building audit. The Town completed lighting retrofits in most municipal buildings to replace incandescent bulbs and old fixtures with newer more efficient fluorescent lighting. The library has had its own energy audit and is taking steps to reduce building energy consumption. For the public, the library has two “Kill a Watt” meters available to check out, which measure the amount of electricity being used by household appliances. Finally, Energy Committee members regularly attend annual conferences and periodic training workshops to learn about additional opportunities for funding and energy saving efforts occurring throughout the state.

All of the actions mentioned above represent steps toward a more sustainable energy economy in Warner. They are part of an overall picture that begins with *energy conservation* (often the least expensive way of reducing wasted energy), and moves on to adopting *energy efficiency* measures (including material and system upgrades), to culminate in *sustainable energy* production (the generation of heat or electricity from renewable resources). By promoting energy conservation behaviors, the employment of energy efficient measures, and the ultimate switch to sustainable energy systems where they are most cost-effective, Warner can do its share to minimize demand for carbon-based energy sources and greenhouse gas emissions.

9.4 Statewide Energy Use Overview

Statewide, 38.8% of energy use is for electricity, while 33.8% is for transportation and 27.4% goes toward heating buildings. **Figure ER-1** shows the breakdown by sector from 2007. For the heating sector, residential buildings use the largest share of energy, followed by the industrial and commercial sectors. Municipal energy use is included in the commercial sector. New Hampshire’s fuel mix is largely imported. Just over half of the energy used in the state comes from petroleum, followed by nuclear energy, natural gas, coal, and wood, as shown in **Figure ER-2**.

Per capita energy use in New Hampshire increased in the 1990s and early 2000s;¹¹ however, 2008 figures from the US Energy Information Administration indicate that energy use had slightly declined, and that New Hampshire residents rank 45th in the nation for per capita energy use, at 235 million BTUs per year.¹² Nonetheless, the national Energy Policy Act of 2005 (EPAAct) called for states to set goals for 25% below 1990 consumption levels. On a per capita basis, for example, the 2012 goal would be 178.9 million BTUs, still well below 2008

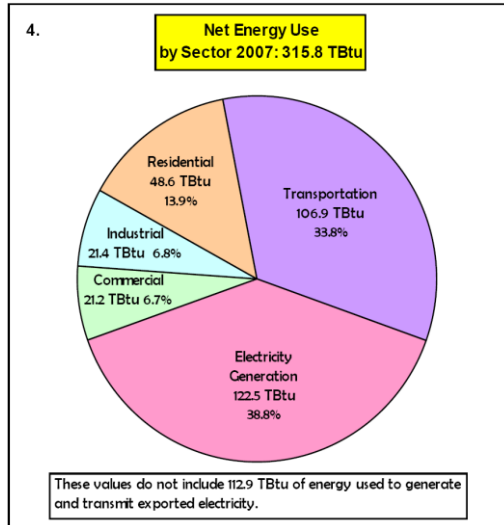
¹¹ Rockingham Planning Commission, 2008. Regional Master Plan Energy Chapter. Accessed 8/4/10 at <http://www.rpc-nh.org/PDFs/projects/energy/Energy%20Chapter%206-4-08.pdf>.

¹² US Energy Information Administration, New Hampshire Quick Facts. Accessed 8/4/10 at http://tonto.eia.doe.gov/state/state_energy_profiles.cfm?sid=NH.

consumption levels.¹³ The New Hampshire Climate Action Plan released in 2009 set a goal of reducing greenhouse gas emissions by 20% below 1990 levels by 2025, and 80% below 1990 levels by 2050. Thus, there is an immediate need to tackle energy reductions, beginning at the local level.

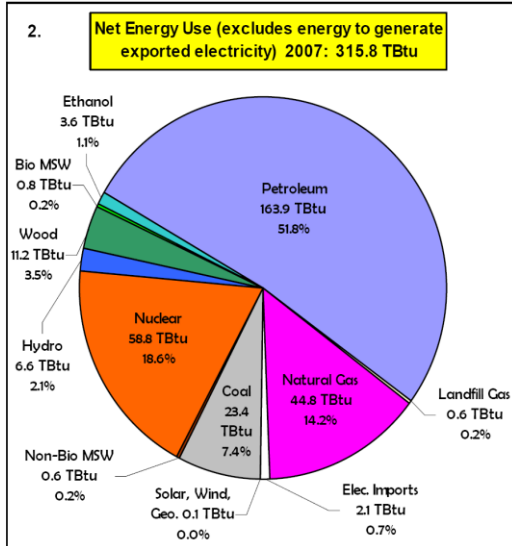
¹³ US DOE Energy Efficiency & Renewable Energy New Hampshire Energy Summary Fact Sheet. Accessed 8/4/10 at http://apps1.eere.energy.gov/states/energy_summary_print.cfm?state=NH.

Figure ER-I. New Hampshire Statewide Energy Use by Sector, 2007.



Source: NH Office of Energy and Planning. New Hampshire Energy Facts 2007: Summary and Snapshot. From <http://www.nh.gov/oep/index.htm>. TBtu = Trillion British Thermal Units.

Figure ER-I. New Hampshire Energy Use by Type, 2007.



Source: NH Office of Energy and Planning. New Hampshire Energy Facts 2007: Summary and Snapshot. From <http://www.nh.gov/oep/index.htm>. TBtu = Trillion British Thermal Units.

9.5 Reducing Municipal Energy Use

The first step toward reducing municipal energy use is to establish a baseline from which to compare. Warner has begun the process of benchmarking its energy use by taking an inventory of lighting, electrical, and heating fuel usage for all municipal facilities. With this data as a starting point, the Town will be able to measure the effectiveness of future energy reduction efforts. This data is a snapshot of a recent twelve-month period that demonstrates the annual municipal energy demand and the cost for energy expended by the Town.

Table ER-1 displays annual municipal energy costs and **Table ER-2** shows usage and building efficiency. Using the most recent available data over a twelve-month period, the inventory indicates that the Town of Warner is currently spending nearly \$95,000 annually to heat and light municipal buildings and facilities, at an average cost of \$0.94 per square foot. **Figure ER-3** compares energy use by facility. The Sewer Treatment Plant uses the most energy at 613 million British Thermal Units (MMBTUs), most of which is electricity. The Old Graded School and the Town Hall come next, at 517 and 476 MMBTUs, respectively. However, the Library is the most energy intensive building, using 58 thousand British Thermal Units (kBtUs) per square foot.¹⁴ Energy intensity is the amount of energy expended per square foot on site to heat, cool, and electrify the area. This measure relates to how much energy is being used on site and fluctuates directly with how much lighting is being used and how thermostats are managed. The Library also has the second highest annual energy costs, at \$10,713, after the Sewer Treatment Plant, which cost the Town \$20,798 in electricity and fuel.

Table ER-1. Annual Municipal Energy Costs

Annual Energy Costs						
Source: Town Energy Inventory, Oct 2009-Sept 2010						
Facility	Electricity Cost	Oil Cost	Propane Cost	Total Cost	Sq. Ft.	Cost per Sq. Ft.
Village Water District - Sewer	\$17,474		\$3,324	\$20,798	N/A	N/A
Library	\$7,142	\$3,557	\$13	\$10,713	6,900	\$1.55
Old Graded School	\$3,917	\$6,228	\$162	\$10,307	10,502	\$0.98
Street Lights	\$9,690			\$9,690	N/A	N/A
Town Hall	\$3,748	\$5,752		\$9,500	11,587	\$0.82
Village Water District - Water	\$9,238		\$113	\$9,351	N/A	N/A
Highway	\$3,819		\$5,466	\$9,284	11,160	\$0.83
Police	\$3,534		\$1,741	\$5,274	5,400	\$0.98
Fire Department	\$1,861	\$1,895		\$3,756	5,648	\$0.67
Transfer Station	\$3,392			\$3,392	4,240	\$0.80
Parks & Rec.	\$1,644			\$1,644	N/A	N/A
Old Fire Station	\$206	\$662		\$868	960	\$0.90
Total	\$65,665	\$18,094	\$10,818	\$94,577	56,397	\$0.94

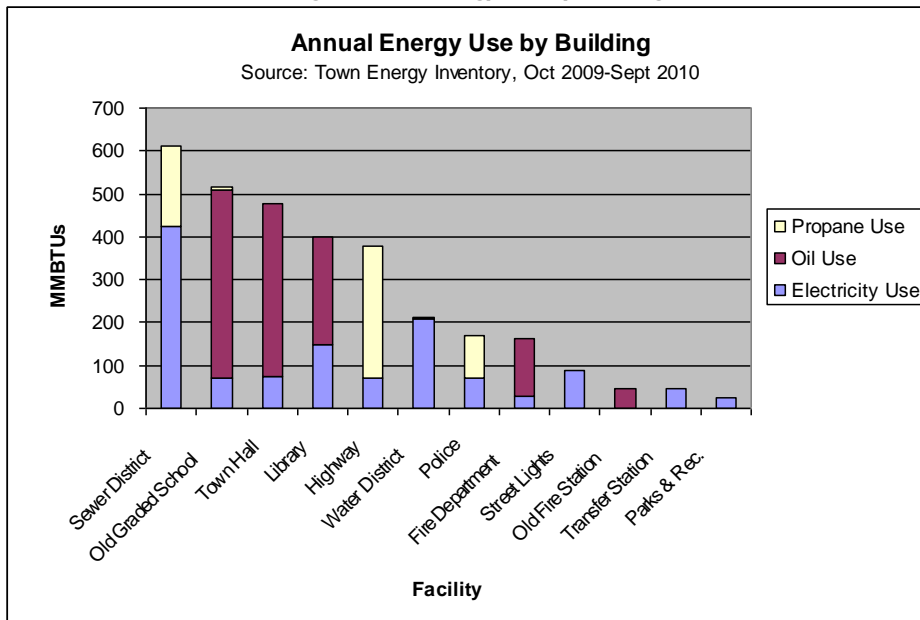
¹⁴ A kBtU is 1,000 BTUs or one one-thousandth of an MMBTU (1,000,000 BTUs).

Table ER-2. Annual Municipal Energy Use

Annual Energy Use									
Source: Town Energy Inventory, Oct 2009-Sept 2010									
Facility	Electricity Use		Oil Use		Propane Use		Total MMBT		kBTu per Sq. Ft.
	(kWh)	MMBTUs	(gal)	MMBTUs	Use (gal)	MMBTUs	Us	Sq. Ft.	
Sewer District	124,204	424			2,079	189	613	N/A	N/A
Old Graded School	20,947	71	3,145	436	104	9	517	10,502	49
Town Hall	21,519	73	2,905	403			476	11,587	41
Library	43,840	150	1,792	249	8	1	399	6,900	58
Highway	20,233	69			3,416	311	380	11,160	34
Water District	60,741	207			71	6	214	N/A	N/A
Police	21,077	72			1,089	99	171	5,400	32
Fire Department	8,260	28	957	133	21	2	163	4,508	36
Street Lights	26,279	90					90	N/A	N/A
Old Fire Station	381	1	334	46			48	960	50
Transfer Station	13,357	46					46	4,240	11
Parks & Rec.	6,917	24					24	N/A	N/A
Total	367,755	1,255	9,134	1,267	6,788	618	3,140	55,257	39

MMBTU = Million British Thermal units; kBTU = Thousand British Thermal Unit; kWh = kilowatt hours; gal = gallons; sq. ft. = square feet

Figure ER-3. Energy Use by Building



The Sewer Treatment Plant and the Water District together use more electricity than all other municipal facilities combined. Water District Commissioners may wish to consider reviewing electric loads and investigating possible ways to reduce electricity demand through operational procedure changes or equipment upgrades. On the heating fuel side, the Old Graded School, the Town Hall, and the Library use the greatest amount of heating oil. As indicated in the 2009 energy audit, which is summarized in the following section, envelope improvements and system upgrades could help to reduce heating demand in each of those buildings.

9.6 2009 Energy Audit Results

A municipal building audit completed in 2009 evaluated the following facilities:

- Town Hall
- Old Graded School (CAP Building)
- Police Department
- Fire Department
- Highway Department
- Transfer Station
- Wastewater Treatment Facility
- Old Fire Station

The auditor found numerous opportunities for improvements in all eight buildings that were assessed. The top deficiencies identified were insulation and air sealing, heat recovery, ventilation, and equipment. Improvements to building envelopes were found to be the most obvious next steps to energy reduction, because such work would immediately result in energy conservation. After such improvements are made, the next step would be to upgrade heating and distribution systems based on the revised heating needs of the buildings. The Town's first priority is to make insulation and air sealing improvements to the Town Hall and the Old Graded School. A summary of the audit results is contained in **Table ER-3**.¹⁵ As the Town continues to track its energy use and costs, administrators and department heads will be able to identify fluctuations in energy prices and demand. This information may assist in budgeting and planning processes for energy improvements.

The 2009 energy audit recommended major envelope improvements to the Old Graded School and Town Hall, involving re-insulating exterior walls, weather-stripping and air sealing windows and doors, and insulating attic spaces. Mechanical system upgrades include a new ventilation and piping system in the Old Graded School and replacing the boiler and rezoning the distribution system in Town Hall. Similar improvements are recommended for other municipal facilities, to be performed based on cost-effectiveness and funding availability.

¹⁵ Note that the data depicted in **Table ER-3** is not identical to the usage and cost data presented in **Tables ER-1 and ER-2** due to slightly different reporting periods. The data used by the consultant for the energy audit came from calendar year 2009, while the energy inventory used updated data from October 2009 through September 2010. Both datasets cover a twelve-month period, however, and are fairly similar. The winter months of early 2009 saw higher heating fuel usage and costs due to extremely cold weather and a spike in oil prices at the time.

Table ER-3. 2009 Building Audit Results (2009 Usage Figures)

Facility	Oil (Gal)	LP (Gal)	Electricity (kWh)	kBtu /Sq. Ft.	Cost (\$)	Emissions (lbs)	Prominent Deficiencies
Town Hall	4,057	--	19,428	57.4	\$15,413	104,184	Insulation Glazing Equipment
Old Graded School	4,567	--	20,160	72.0	\$17,615	120,054	Insulation Heat Recovery Ventilation
Police	--	2,033	19,750	59.6	\$9,217	39,232	Air Sealing
Fire	817	--	7,290	29.4	\$3,869	23,379	Air Sealing Insulation
Highway	--	5,122	21,120	48.4	\$19,081	78,508	Heat Recovery Ventilation Insulation
Transfer Station	934 (Kero)	--	18,731	45.0	\$7,005	34,109	Air Sealing Insulation Equipment
Wastewater	--	2,200	130,968	289.0	\$24,500	121,507	Insulation Electric Loads AS/HRV
Old Fire Station	152	--	459	33.8	\$658	3,712	Air Sealing Glazing Insulation
Library*	2,654*	--	44,000*	80.4*	Not Available	Not Available	Air Sealing Insulation
Totals:	13,181	9,355	281,906	--	\$97,358	524,685	

Source: S.E.E.D.S. 2009. Town of Warner Building Energy Performance Results. *Library usage data comes from an average of 2006-2007 and 2007-2008 12-month cycles, as reported in S.E.E.D.S. 2009. Building Energy Performance Assessment, Pillsbury Free Library.

9.7 Other Energy Improvement Efforts

Improvements to building energy performance represent one element in a suite of actions to reduce energy use in Warner. Other possible strategies include:

- Monitor energy consumption using energy inventory and benchmarking tools to evaluate progress toward goals
- Purchase of more fuel efficient vehicles, or conversion to cleaner burning fuels such as biodiesel where possible
- Interior lighting assessments to eliminate unnecessary fixtures and retrofit with more efficient lighting where and when cost effective
- Streetlight retrofits and removal of unnecessary light posts
- Purchase of most energy efficient equipment when replacing appliances or systems
- Reduction of solid waste through purchasing choices (choosing less packaging, reusing items, etc.), recycling, and composting
- Establishment of a no-idling policy to reduce vehicle emissions, and/or purchase of technology such as idling retrofits that provide auxiliary power while engines are off to reduce emissions
- Installation and promotion of pedestrian, bicycle, carpooling, and public transportation

facilities, in coordination with state and regional programs (such as NH Rideshare, PATH, and Safe Routes to School)

- Installation of renewable energy production systems (solar, wind, geothermal, biomass) where appropriate and when cost effective
- Assessment and revision of zoning and land use regulations to promote energy efficient development and plan for compact, nodal growth patterns

This is not intended to be an exhaustive list. No single strategy will lead Warner to achieving its energy goals. The pursuit of both small and large changes will be necessary to reach the desired level of savings. It is also important to note that policy shifts, planning considerations, and behavioral changes are just as important as making system or equipment improvements.

9.8 Resources for Energy Improvements

In making energy improvements, Warner will need to access a variety of resources. Broadly speaking, funding sources can come from 1) grants, 2) incentives, 3) loans, or 4) municipal appropriations. One example of a grant program is the Greenhouse Gas Emissions Reduction Fund (GHGERF) administered by the New Hampshire Public Utilities Commission (PUC). This program funded the 2009 building energy audit and supports energy efficiency and renewable energy projects around the state. The fund draws its support from the Regional Greenhouse Gas Initiative, a regional cap-and-trade system involving ten states in the northeast.

Incentive programs are typically offered by utility companies. For example, PSNH offers rebates on electric motors, HVAC systems, lighting, and variable frequency drives for its large commercial and industrial customers. Payments for products are typically paid on monthly energy bills over time with the savings realized by the improvements. Other incentives include tax breaks, and can be available at the federal or local level. Warner's adoption of NH RSA 72:62 and 72:66 provides tax credits for homeowners installing renewable energy systems, for instance.

Loans can be obtained from public, private, and non-profit institutions. For example, the New Hampshire Community Development Financing Authority (CDFA) provides loans to municipalities through its Municipal Energy Reduction Fund (MERF) that are structured out of energy savings. Private banks also offer loans that can be used for energy upgrades, and may be the best option available when grant-backed public or non-profit loan programs expire.

Finally, municipalities may choose to raise funds for energy improvements through one-time appropriations, the establishment of capital reserve funds, or the issuance of bonds. As mentioned above, Warner is considering the establishment of a capital reserve fund to pay for municipal energy projects. The Capital Improvements Program (CIP), which is updated annually, should incorporate anticipated upgrades, improvements, and new facilities when necessary and feasible that will result in energy conservation, increased efficiency, and sustainable energy generation.

9.9 Regulatory Support for Energy Reduction

The Planning Board plays a key role in moving Warner closer to its energy reduction goals by promulgating regulations and preparing ordinances that support energy conservation, efficiency, and sustainable energy production. The Board is also responsible for articulating long term planning goals for the community that would encourage energy conscious development patterns and reduce reliance on nonrenewable energy sources. For example, nodal development that includes a mix of uses, transportation facilities to accommodate all modes of travel, and energy efficient architectural design would begin to enable lifestyles that are less reliant on fossil fuels. This general policy approach is supported and discussed in the Existing and Future Land Use Chapter, the Transportation Chapter, and the Economic Development Chapter as well.

One area where the Planning Board could take action is to develop a small wind energy system ordinance that specifies the standards and requirements for residential installations. Many towns across New Hampshire have already adopted such ordinances in accordance with RSA 674:63, which states that local land use ordinances and regulations “shall not unreasonably limit such installations or unreasonably hinder the performance of such installations.” The New Hampshire Office of Energy and Planning (NHOEP) developed a model ordinance that may be adapted for use in Warner. When developing such an ordinance, the Planning Board should consider the potential impacts of wind energy systems to steep slopes and ridgelines.

The Planning Board could also consider proposing an energy efficiency and sustainable design ordinance that sets out specific guidelines for site design, building materials, low energy and/or renewable energy production systems, construction waste management, building envelop performance standards, and other innovative building technologies. Two sources for model language include the New Hampshire Department of Environmental Services’ Innovative Land Use Planning Techniques handbook and the Town of Epping’s Energy Efficiency and Sustainable Design Ordinance adopted in 2007.

The community’s land use regulations should also be reviewed for their adaptability and sensitivity to the effects of climate change. For instance, the Town should consider adopting a post-construction stormwater management ordinance that requires design for 100-year storm events. Scientific evidence indicates that severe storm events will become more frequent over the coming decades. Infrastructure and land uses should be designed to handle such events to minimize damage and as part of the Town’s hazard mitigation strategy.

The 2010 Town Meeting voted to adopt the New Hampshire Building Code as Warner’s effective building code. This includes the International Energy Conservation Code 2009, developed by the International Codes Council to encourage better building practices to improve energy efficiency. The Town should periodically review the code and look for opportunities to adopt requirements that exceed its standards while not placing an overly onerous or costly burden on developers and homeowners.

9.10 Outreach as an Energy Conscious Community

Town boards and officials have a role to play in reducing private energy use not only through policy setting but also through public outreach and education. The Warner Energy Committee is committed to such efforts and has already begun its promotional efforts in the community. For example, committee members submit updates for publication in the seasonal Town Newsletter and the Annual Report, as well as organizing public information events on a range of topics. The Energy Committee has also sponsored film screenings on relevant themes. Outreach could also include education and coordination with Town boards and committees, to ensure that decision makers are well informed about energy reduction strategies and priorities.

Such efforts not only encourage Warner residents to look for ways to conserve energy, but they also send the message that Warner is an energy conscious community. As the Town's reputation grows, it is possible that "green" businesses and individuals may choose to locate in Warner due to its environmentally sensitive atmosphere. The lower operational costs associated with a growing inventory of energy efficient homes and buildings could be attractive to many people. Ultimately, this could be a boon to the community as energy costs continue to rise and the effects of climate change build.

Additional outreach strategies in Warner could include:

- Creating a dedicated website for the Warner Energy Committee with resources for individuals and business owners
- Frequent town website updates on local energy-related issues
- Workshops and events organized in partnership between the Energy Committee and the Kearsarge Chamber of Commerce and/or a future Economic Development Committee on energy-related topics for businesses
- Continued informational events for the public on relevant topics, including how energy ordinances and regulations affect homeowners and businesses
- Press releases and articles in the Town newsletter, Intertown Record, Concord Monitor, and other area publications
- Participation in the annual Solar Homes Tour and other such events
- Holding a Burn Wise Stove Change Out Event in concert with the EPA's national campaign to promote efficient wood burning practices

9.11 Summary

Warner residents are becoming increasingly concerned with energy use, costs, and environmental impacts. Current data indicates that all three are increasing, both regionally and globally. The Warner community has a strong interest in energy conservation, which is tied into land use and conservation, environmental quality, community planning, transportation, and economic development. The Town has already taken numerous actions in support of its energy conservation goals. The task ahead is to continue and expand upon the work that has already begun.

9.12 Recommendations

The following recommendations are made based upon current needs and community input, in order to achieve Warner’s energy conservation goals and objectives. Recommendations are not listed in priority order.

- Develop a small wind power systems ordinance, stringent post-construction stormwater management ordinance, and others that encourage energy conservation, efficiency, and climate change preparedness.
- Look at State Building Code for opportunities to increase energy efficiency and renewable energy standards.
- Encourage mixed use development in the Village and potentially in the Intervale area.
- Construct an Energy Committee website containing news and resources on energy consumption reduction strategies.
- Conduct outreach, educational events on energy issues, including at the Fall Foliage Festival and other community events
- Encourage denser workforce housing, particularly in and around the Village.
- Explore partnership opportunities with Kearsarge Chamber of Commerce and/or with a newly formed Economic Development Committee to encourage energy efficiency in businesses.
- Encourage incorporation of energy issues in the K-12 school curriculum.
- Work with the Library to continue to provide resources and programs to residents on ways to reduce energy consumption.
- Explore municipal composting program, and look for resources from the Merrimack County Conservation District and UNH Cooperative Extension.
- Pursue grant and loan funding whenever possible to make energy improvements, to effectively leverage Town funds.
- Establish regular communication among the Energy Committee, Planning Board, and Board of Selectmen to coordinate efforts, particularly for projects relating to building and transportation energy reductions.

Chapter 10. Existing Land Use

10.1 Introduction

The Existing Land Use chapter summarizes the current state of Warner's landscape. It reviews the uses and distribution of activities that are occurring throughout town, and describes changes in land use patterns over recent decades. Tables and maps included in this chapter depict existing conditions and natural features affecting the use of land. This chapter serves as a basis for analyzing and guiding development patterns in the future. Future land use goals and recommendations are contained in the Future Land Use chapter.

The essential character of Warner remains that of a rural town with a downtown village core surrounded by low density residential and undeveloped areas. Warner is split along a central diagonal corridor by the Warner River and by Interstate 89, which roughly parallels the river. To the north and south lies hilly, mostly forested terrain dominated by Mt. Kearsarge in the north and the Mink Hills to the southwest. This topography continues to influence the way land is used, concentrating residential and commercial development largely along the river/interstate corridor and reserving much of the surrounding land for forestry, farming, conservation, and recreation. Business and commercial uses are predominantly confined to the Village, Exit 7 and Exit 9 areas.

There have been few dramatic changes in land use since the last Master Plan was adopted a decade ago. Modest commercial development has occurred. New homes have been built in nearly every zoning district. The Warner Conservation Commission has initiated a number of conservation easements and outright land acquisitions to significantly increase the town's total protected area.

10.2 Land Use Summary

An analysis of existing land use by Assessor classification reveals that the amount of developed land has slightly increased over the past decade, particularly for residential uses, while the amount of vacant land has decreased. **Table LU-1** shows acres of land by land use category as recorded in the Assessing database.

Residential and commercial development is profoundly influenced not only by topography, but also by the structure of the town's transportation network. NH 103 is the major route through town, along which many buildings are clustered. Lower density residential development occurs along local roadways. Warner currently has a policy restricting new development along Class VI unmaintained roads, with the result that large areas of forests and hills are undeveloped. The Transportation Chapter discusses in detail how traffic circulation relates to development, recent trends, and strategies to coordinate the management of the transportation network.

In 1998, the Master Plan Committee conducted a windshield survey to verify data recorded on tax cards. At that time, residential acreage calculations were made by totaling the actual acres of each residential parcel under two acres. For larger parcels, two acres were considered to be used for residential purposes, and the remainder was classified as vacant land. Using 2009 Assessing records, the same formula was applied. Data from 1989, included in the previous Master Plan, is also presented, although the classification methodology was not preserved. Over the past two decades, there have been increases in acres dedicated to residential uses (although a discrepancy shows up in the 1989 single family number, likely due to calculation methodology). This trend is supported by the number and distribution of building permits during the same period. **Table LU-2** shows that 153 of the 172 new building permits obtained in Warner between 1999 and 2008 were for single family homes. The **New Buildings Map** shows the locations of recent construction, and the **Existing Buildings Map** depicts the overall distribution of buildings by zoning district in Warner. The **Land Use by Assessor Classification Map** shows how each parcel has been categorized.

Vacant land has decreased somewhat, while public/government acreage has increased (due in large part to open space acquisitions by the town, which accounts for some of the decrease in the “vacant” category). However, the overall magnitude of land use change is not great. Warner’s land use has remained fairly stable over the past ten years, and more than three-quarters of the town is still undeveloped.

Table LU-1. Existing Land Use

Existing Land Use			
Type	Total Acres 1989	Total Acres 1998	Total Acres 2009
Residential			
Single Family	2,278	1,180	1,445
Duplex (two-family)		22	46
Multi-Family (more than 2)	27	36	39
Manufactured Housing	67	77	111
Commercial/Industrial	246	340	253
Private Institutional		143	129
Public/Government	3,817	6,100	6,431
Vacant	27,661	27,563	27,170

Source: 1989 and 1998: 1999 Master Plan; 2009: Warner Assessing Database.

Table LU-2. Building Permits for New Primary Residences or Businesses

New Building Permits											
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total
Single Family	12	15	23	24	24	20	16	12	4	3	153
Multi Family	0	0	0	0	0	1	1	0	0	0	2
Manufactured	3	0	0	1	0	0	1	2	1	0	8
Commercial	1	0	1	2	3	0	1	0	1	0	9
Total	16	15	24	27	27	21	19	14	6	3	172

Source: Town of Warner. The numbers shown above include only new primary building permits, and do not include accessory structures or reconstruction permits.

10.3 Protected Land

While much of Warner remains undeveloped, about a third of vacant land is permanently protected from future development, and two-thirds is potentially open to development (within constraints such as road access, steep slopes, and wetlands). In 2009, the Warner Conservation Commission and the Society for the Protection of New Hampshire Forests (SPNHF) completed a Natural Resources Inventory (NRI) for the town. As part of the NRI process, the Conservation Commission updated data on conservation lands to reflect recent open space acquisitions and protective measures applied to parcels in town. **Table LU-3** demonstrates that 9,246 acres are publicly owned or permanently protected by conservation easements or deed restrictions. That represents 26% of Warner's gross area, and 34% of its vacant land. Since 1999, when 7,030 acres were protected, conserved lands have increased by over 2,200 acres, or 32%.

The NRI provides a deeper analysis of current resource protection in Warner. Several findings indicate that future conservation efforts should be prioritized to protect important water, forest, and farm lands. According to the document, less than 4% of the Village Precinct drinking water protection area and only 13% of areas suitable for well development have been permanently conserved. Just over one quarter of the Mink Hills forest block is protected, as are less than 10% of the town's productive softwood forest soils. Only 4% of prime agricultural soils and 10% of soils of statewide importance in Warner are conserved. The **Existing Conditions Map** shows conserved lands and how they relate to floodplains, drinking water protection areas, and agricultural soils. A community survey conducted in 2008 showed that 70% of respondents favored the town continuing to spend money on natural resource protection, which indicates that the political support for future conservation exists in town; now funding must be targeted on the most sensitive, unprotected lands.

The Conservation Commission also completed a Conservation Plan in 2009 with a professional conservation planner and the aid of the Audubon Society. The plan articulates three major goals: 1) to protect key natural resources identified in the plan as priorities; 2) to work with neighboring towns to maintain wildlife corridors and flood storage capacity; and 3) to maintain and expand compatible recreational opportunities where appropriate on conserved lands. A more detailed discussion of the town's natural resources and conservation priorities is contained in the Natural Resources chapter.

Table LU-3. Conservation Lands

Conservation Lands		
Preservation Method	Number of Parcels	Acres
Conservation Easement	29	2,359
Deed Restriction	1	41
Publicly Owned	67	6,671
Method Not Specified	20	174
Total	60	9,246
Warner Gross Area (GIS)		35,502
% Conserved		26%

Source: Warner NRI Conservation Lands layer (provided by SPNHF) and NH Political Boundaries (1:24,000) GIS Data Layer downloaded from NH GRANIT.

10.4 Current Use

The Current Use program provides a mechanism for property owners to pay taxes on the value of their land based on its classification as open space, rather than its potential developed value. While enrolled in current use, land must remain undeveloped, although it can be farmed or logged. If a property owner wishes to remove land from the program, he or she must pay a penalty. Land enrolled in current use, therefore, is only nominally protected, because participation is entirely voluntary. It is a tax status that supports open space conservation rather than a tool for long term land protection.

The Town of Warner now has 23,252 acres, or 65% of total area, enrolled in current use. Most of that land is forest land, while only a small portion is wetlands, farmland, or unproductive land. The total assessed value for land in current use is \$2,119,700. **Table LU-4** shows Warner's current use inventory as of 2009. Today the town has approximately 1,000 more acres in current use than it did at the time of the last Master Plan: in 1998 there were 22,425 acres in current use. Farmland is assessed at the highest value per acre compared to other uses, because it is a more intensive use of the land and theoretically provides more consistent annual income.

Table LU-4. Current Use Inventory
2009 Current Use Inventory

	Acres Enrolled in Current Use	Assessed Valuation	CU Value/Acre
Farm Land	826	\$232,340	\$281
Forest Land	17,133	\$1,677,380	\$98
Forest Land with Documented Stewardship	3,975	\$187,180	\$47
Unproductive Land	245	\$4,080	\$16
Wetland	1,074	\$18,720	\$17
Total	23,252	\$2,119,700	\$91

Source: Warner Assessing Office, 2010.

10.5 Earth Excavation

According to the 2009 Natural Resources Inventory prepared for the Conservation Commission by the Society for the Protection of New Hampshire Forests, there are four active gravel pits in Warner. Two private gravel pits are located on Poverty Plains Road. The two major excavation sites are both near Exit 7. One is a 38-acre gravel pit on Pleasant Lake Road owned by the Town of Warner, used for extracting gravel for town road projects and other uses. This was purchased by the Town in 2004. The other is a 91-acre site located between NH 103 and the Warner River, owned by Warner Aggregates. Both of these sites are located in environmentally sensitive areas near floodplains or over high yielding aquifers that are potentially favorable for the development of public drinking water supply wells.

Warner has existing excavation regulations that guide the development, permitting, operation, and reclamation of gravel pits. The zoning ordinance, however, is silent on the subject. According to RSA 155-E, if a municipality does not designate areas where commercial excavation is allowed, then it is deemed to be allowed by special exception in all non-residential areas. The Planning Board may wish to examine the use tables in the Zoning Ordinance to more specifically guide their location.

10.6 Zoning and Land Use

Warner's zoning districts generally support its rural character. Residential zones, which account for 31% of town land, allow greater density in the downtown village area and along the Warner River/I-89/Route 103 corridor. Zoning districts intended for very low intensity use and land conservation, the Open Conservation (OC-1) and Open Recreation (OR-1) districts, cover 67% of the town's area. Business and commercial districts are limited to the downtown village

and Exits 7 and 9 along I-89. These make up only 2.2% of Warner’s land area.¹⁶ The **Existing Conditions Map** shows zoning district boundaries and how they relate to drinking water sources, floodplains, steep slopes, conservation lands, and important agricultural areas. **Table LU-5** summarizes the acreage by zoning district.

Table LU-5. Acres by Zone

Acres by Zone		
Zoning District	Acres	% of Total
B-1	26	0.1%
C-1	732	2.1%
OC-1	10,614	29.9%
OR-1	13,176	37.1%
R-1	349	1.0%
R-2	2,688	7.6%
R-3	7,917	22.3%
Total	35,502	100.0%

Source: CNHRPC Zoning GIS layer from Town of Warner.

Although the zoning ordinance sets forth usage and lot size requirements, it has not concentrated residential development in the denser zoning districts over the past decade. The **New Buildings Map** shows that homes have been built in nearly every area in town, including several homes in the Mink Hills area which has been identified as a conservation priority. Very little new construction has occurred in the Business (B-1) and Commercial (C-1) districts. Additional incentives and/or restrictions may need to be employed in order to direct future development in desired areas. It should also be noted that, given current zoning regulations, there are very few developable parcels in the B-1 downtown village district. If the town wishes to encourage denser or mixed use development in that area, it may need to revise the zoning ordinance or consider enlarging the village district.

Commercial enterprises are limited currently to a 20,000 square foot gross floor area in the C-1 zoning district, and as of 2010, to 4,000 square feet in the B-1 district. It remains unclear whether or not these size limits affect the decisions of developers and business owners to locate in Warner. A community survey conducted in 2008 showed that 54% of respondents want the town to encourage more commercial/industrial development, and 65% are in favor of relaxing the 20,000 square foot restriction in C-1 zones. Additionally, 62% of survey participants indicated that Warner lacks sufficient local employment opportunities. A small number of undeveloped parcels remain in the C-1 districts, but various environmental constraints, as well as regulatory limitations, may prevent significant additional development in those areas. A more detailed discussion of zoning and commercial development potential is contained in the Economic Development chapter.

¹⁶ In comparison, the business and commercial zoning districts in neighboring towns are somewhat higher: Bradford’s business/commercial districts account for 3.3% of land area; Henniker’s account for 9.2%, and Hopkinton has zoned 4% of its land for business or commercial use (excluding the Village Precinct area).

In 2004 the town participated in a design charrette for the Exit 9 area to explore possibilities for how and what kinds of new development could be pursued. The conceptual design that was generated suggested that a hotel, several office buildings and retail businesses could be established in the Intervale district, with bicycle and pedestrian facilities to link those businesses to the downtown and create an attractive “gateway” district welcoming visitors to Warner. To date, the ideas expressed in the charrette have not come to fruition, due to lack of interest from private developers. Further investigation must be undertaken to determine whether this is driven by adverse economic conditions, restrictive town regulations, or lack of local incentives.

In 2005 an access management study for NH 103 was also conducted in the Exit 9 area. The purpose of the access management plan is to reduce the number of conflict points, to separate conflict areas, and to remove turning vehicles from through traffic, while providing safe access to new development. Included in the analysis are descriptions of current road geometry, a discussion of traffic volume and turn counts, intersection level of service, and traffic accidents. The study makes parcel-specific recommendations for improved traffic flow, shared driveway access, and intersection changes in both the near and long term. A series of zoning changes were recommended and a draft memorandum of understanding was developed to establish better coordination between Warner and NHDOT in the access management process during development review. The access management plan acts as a guide for the Planning Board to use when considering development plan proposals or other changes in the Intervale area.

10.7 Summary

Warner retains its rural character and is fortunate in the level of natural resource conservation it has attained. The downtown village continues to be a vital core that is highly valued by the community. Over the past ten years, land use patterns have not changed dramatically, although the town continues to experience incremental development in all zoning districts.

Approximately one quarter of Warner’s land area is currently protected. Of the remaining undeveloped, unprotected land, several sensitive areas should be considered for future targeted conservation efforts: aquifers and drinking water protection areas; floodplains; wetlands; and areas with important agricultural and forest soils. The Conservation Plan completed in 2009 helps to guide the prioritization process and set goals for future conservation efforts.

Warner residents have expressed concern over rising tax rates. They support commercial development, particularly in the downtown area, as a way to increase the town’s tax base and support the continued vitality of Warner’s local economy. Several factors must be considered in this regard. First, few undeveloped parcels remain in the downtown. Future businesses will need to find locations where they can convert existing buildings and uses. A recent change to a 4,000 square foot gross floor area limit will need to be evaluated in terms of how well it accommodates business needs. Third, drainage and parking issues must be addressed in relation to new commercial development so as to provide adequate facilities without increasing impermeable surface area. Finally, as activity in the downtown increases, the town should ensure that pedestrian and bicycle facilities are available to encourage alternative transportation options.

Residential development is currently occurring in all parts of town, although it has slowed in the past few years. The 2008 community survey showed that residents place a high value on the rural, scenic character of Warner and that there is significant support for additional conservation efforts. If single family homes continue to be built in a scattered fashion around town, eventually population increases could create “rural sprawl” that will change the town’s landscape in ways its residents may not like. Warner’s zoning ordinance now mandates conservation subdivisions for major developments; however, it does not prevent single family homes from being built on large lots anywhere in town. The community may wish to consider incentivizing mixed use or denser residential development in areas near the Village by promoting the use of RSA 79-E tax incentives, offering certain zoning or regulatory relaxation, or investigating the possibility of adopting RSA 162-N, which can establish economic revitalization zone tax credits.

Chapter 11. Future Land Use

11.1 Introduction

The focus of earlier chapters has been on historic and existing conditions in Warner, all of which tie into how land is used and regulated. The Future Land Use chapter takes elements relating to housing, economics, natural resources, transportation, demographics, and community needs to express a vision for Warner in the next ten to twenty years. The Future Land Use chapter and **Future Land Use Map** describe how residents would like the Town to look in the coming years. Together, they offer a guide for the Planning Board and other Town officials when making decisions relating to land use and development.

Since the 1999 Master Plan was adopted, the types and distribution of land uses in Warner have remained much the same. The Conservation Commission has worked diligently to conserve significant areas of land in the past decade to protect wild and rural areas throughout Warner, one of the major future land use goals from the 1999 plan. Today, residents continue to value and desire the protection of Warner's rural atmosphere. The community also wants to see well-managed commercial development in the Village and at Exits 7 and 9. There is a desire for additional housing opportunities for working families and seniors, and for a variety of safe and efficient transportation options.

The Planning Board developed the following Future Land Use goals based upon community feedback, input from other Town boards and committees, and experience with development applications:

Goal LU-1: *To provide a physical environment for Warner residents and visitors conducive to a vibrant local economy, a mix of housing opportunities, a convenient and safe mobility network, and the protection of valuable natural resources that contribute to the high quality of life in Warner.*

This goal is supported by the following objectives:

- Provide opportunities for denser, more affordable housing closer to the Village, R-1 and R-2 zones, and in the Workforce Housing Overlay Zones, to support a mix of housing types for young and working families as well as seniors
- Continue to develop regulatory tools that encourage small business retention and development in the Village, as well as appropriate commercial enterprises near Exit 9 and commercial or light industrial development near Exit 7
- Use strong zoning and land use regulations to protect sensitive environmental areas, particularly along the Warner River, in the Mink Hills, and around Mount Kearsarge.
- Promote agricultural development and protect important agricultural soils through the use of zoning and/or land use regulations
- Discourage the fragmentation and subdivision of large undeveloped parcels, which provide important tracts of undisturbed wildlife habitat and travel corridors

- When considering the location or expansion of community facilities, work to support the integrity of the Village area as the “town center” where residents can easily obtain public services in a walkable, vital community environment

11.2 Future Land Uses

The **Future Land Use Map** displays areas of town recommended for various land use types. It is intended to be a graphic representation of the Planning Board’s direction regarding future land use for Warner residents. The map also serves as a guide to assist the Planning Board in the coming years in making decisions regarding the preservation of the Town’s physical, natural, economic, and historic assets and in promoting appropriate opportunities for commercial, industrial, and residential land growth.

The **Future Land Use Map** is not the same thing as a zoning map, although closely related. It expresses the desire for a certain geographic distribution of land use types in the future. It can be used as the basis for zoning changes in the future. However, it does not represent regulatory districts or authority regarding current land development applications or decisions. The community and the Planning Board should regard this map as a planning tool.

11.3 Future Land Uses and Zoning

The future uses of land and the recommendations for changes in the current pattern of zoning, as described below, were developed from suggestions proposed by the Planning Board, the results of community surveys, and from recommendations that grew out of public visioning sessions and forums.

11.3.1 Residential Development

Figures described in the Housing Chapter indicate that Warner currently contains approximately 1,366 housing units.¹⁷ The Town can expect more than 450 new housing units by 2030, comprised of approximately 355 single family homes, 60 multi-family units, and 50 manufactured homes. Respondents to the Community Survey support additional residential development as long as it continues to be in keeping with the town’s rural atmosphere. As such, residential development is proposed to remain very similar to current zoning guidelines. High density development, including multi-family and mixed use, should be concentrated near the village and along West Main Street up to the Exit 9 Intervale area, where water and sewer services and many amenities are located.

Medium density development (with minimum lot sizes of approximately one to two acres) is to be encouraged along NH 103 and certain Class V town-maintained roadways. If necessary,

¹⁷ See Housing Chapter, **Table H-3**.

medium density residential development could be permitted farther up Kearsarge Mountain Road, up Pumpkin Hill Road to Mason Road, and in the area north of Schoodac Road out to Couchtown Road.

Low density residential development (including R-3, OR and OC districts, with lot sizes of over three or five acres) is to be allowed in all other areas of Town, as long as there is access to a town-maintained road. This low density area should also accommodate agricultural and forestry uses. A small change was made to the **Future Land Use Map** to designate the area southeast of Schoodac Road east to Schoodac Brook as a Low Density Residential area instead of Medium Density. This change was made in order to protect opportunities for and encourage the development of agricultural enterprises in the area.

As of 2010, there is a new Workforce Housing Overlay District in effect as a supplement to Warner's Zoning Ordinance. This overlay district covers all B-1, R-1, R-2, and R-3 districts, as well as parts of the OC-1 district. Under the Workforce Housing Ordinance, density and frontage requirements may be relaxed at the Planning Board's discretion as an incentive for developers to build housing that is affordable to Warner's working families and households, in accordance with RSA 674:58-61. The intent of the overlay is to provide for a variety of housing types, including both owned and rented properties, that are affordable to moderate and low income residents. Multi-family workforce housing developments are only allowed in B-1, R-1, and R-2 zoning districts, in and around Warner Village. In R-3 and OC districts, where the project parcel size is large enough, open space developments that cluster homes and set aside common open space are required. The Planning Board designed the Workforce Housing Ordinance to complement existing zoning, so that such development would not contravene or overwhelm existing development patterns.

11.3.2 Commercial Development

Commercial development should continue to occur where it is currently located: in the Village, and at Exits 7 and 9. Where possible, the focus should be on local business retention, which could include expansion of businesses in the Village. In 2010, Warner residents approved a zoning change to increase the maximum square footage allowed in the B-1 district, which was intended to support the development of existing and new businesses within the Village area. There may be opportunities to reduce the minimum lot size in the B-1 district as well, as another strategy for promoting infill development.

Warner residents also support additional development at the interstate exits. Retail and service businesses are most desired near Exit 9, while residents prefer light industrial uses to be located either along Chemical Lane or near Exit 7. On the **Future Land Use Map**, two changes were made from the 1999 version: first, the Commercial/Industrial area near Exit 9 was reduced slightly so as not to extend so far up North Road. Second, the Commercial/Industrial area near Exit 7 was expanded east toward the Warner River and along NH 103/127 to the Webster and Hopkinton Town Lines; and west to Pleasant Pond Road south to the Hopkinton Town Line. If the C-1 district in the Exit 7 area were to be expanded to match the **Future Land Use Map**, Residents and board members feel that developers

could potentially take advantage of additional commercial development opportunities in the area if the zone was expanded.

11.3.3 Warner Village Area

Warner's Village is the geographic and emotional core of the Town, and future land use determinations can have a profound impact on it. As discussed above, infill commercial and high density residential development should be encouraged in and near the Village. The **Future Land Use Map** indicates that high density residential development could be allowed all along Main Street from Split Rock Road on the western end to Exit 8 on the eastern end. In Master Plan visioning sessions, residents noted that one reason the Village is so special is that it is not one long strip, but rather, "you know it when you get there, and you know when you leave it." That feeling should be maintained by keeping businesses clustered where they are currently, and enforcing architectural guidelines in the site plan regulations for future development. By allowing more high density residential development to occur near the Village, rather than pushing it farther out, more new residents will be likely to patronize Village businesses and use the services available there.

11.3.4 Community Facilities

The **Future Land Use Map** does not identify specific areas for community facilities. However, when considering expansion of existing facilities or the location of new facilities, Town boards and committees should attempt to find locations that are accessible to as many residents as possible. For facilities serving the entire town, the Village is the ideal place to locate new facilities. Community facilities should be accessible by walking, bicycling, and potential public transport whenever possible. During the Master Plan Update process, residents expressed a desire for increased recreational and community facilities, in particular a senior recreation center and an intergenerational community center. If such a facility were to be built, sites in or near the Village should be considered first, if available.

11.3.5 Rural Character and Natural Resource Protection

Warner residents continue to feel that the undisturbed, rural feel of Warner's hinterlands is one of the most important aspects influencing their decision to live here. In the past decade, a number of property acquisitions and conservation easements have been secured by both public and private entities, ensuring that those lands will never be developed. At this stage, approximately 87% of the Town is forested, and approximately 27% of the Town's area is permanently protected or under conservation management. The Conservation Commission continues to work toward its conservation goals in six identified "natural resource areas" roughly corresponding with the Town's watersheds. These goals are generally compatible with the **Future Land Use Map**, indicated by the light green and blue areas.

As is typical of many New England towns, historical development in Warner occurred along the Warner River. Today, Interstate 89, NH 103, and Warner Village are all located close to the river. Future development decisions relating to the Warner River corridor could encounter challenges relating to conflicting priorities. A River Conservation Area is identified on the **Future Land Use Map**; however, much of the area is currently zoned for commercial, business, or high density residential development. The area denoted by the River Conservation Area contains significant floodplain, aquifer, and wellhead protection areas, besides being an important wildlife corridor. The Planning Board and Conservation Commission should work together to balance development priorities with natural resource protection. Land use regulations should be well designed and enforced to make sure that future development does not infringe upon flood storage areas, existing or future drinking water sources, or critical wildlife habitat areas.

Agriculture is another important element contributing to Warner's rural character (as well as the local economy). In recent years there has been a resurgence of agricultural development to meet a growing demand for local food and fiber products. Farms along Kearsarge Mountain Road, Gore Road, and off of NH 103 East, are a few examples of recently expanding operations. As noted above, the **Future Land Use Map** was modified to include areas of existing open lands and important agricultural soils along Schoodac Road in a lower density land use designation. Warner does not possess a great deal of prime farmland; therefore, it is important to protect and encourage the use of available farmland wherever possible. The Planning Board should investigate the need for an agricultural incentive overlay district or other regulatory tools that would offer incentives for agricultural operations and protections for existing operators.

11.4 Summary

Warner's general character and land use priorities have not changed drastically since the last Master Plan was adopted. The **Future Land Use Map** incorporates only a few changes from the 1999 version. Residents wish to keep the small town, rural feel of Warner intact, which includes a vital central Village, relatively dense residential development near the Village, limited commercial and light industrial development near Exits 7 and 9, an active small scale agricultural economy, and large tracts of undisturbed lands in outlying areas. Warner's citizens wish to see a mix of housing types, including affordable and senior housing, in the future. Proximity of new development to an array of transportation options is another important factor.

The Zoning Ordinance, as well as Site Plan Review and Subdivision Regulations, are the most effective and commonly used tools to effect future land use goals. The Planning Board should examine these documents on a regular basis to make sure that they reflect the desires of the community contained in the Master Plan. The Planning Board, Conservation Commission, Zoning Board of Appeals, and other boards and committees should all work together whenever possible to keep communication lines open and to include a diversity of perspectives on land use matters. Finally, community outreach and education are very important aspects when planning for future development as well as regulatory changes. The community at large may support an outcome, but not fully understand the reasons behind an ordinance change or a new

set of land use regulations. The Planning Board and other Town officials should do their best to publicize such discussions, invite public participation, submit articles to the Town Newsletter, and hold educational events from time to time so that residents feel involved in shaping the future of Warner.

11.5 Recommendations

The following recommendations are made based upon current needs and community input, in order to achieve Warner's overall future land use goals and objectives. Recommendations are not listed in priority order.

- Periodically review residential development application trends and solicit input from developers to discover whether ordinances and regulations are contributing to the desired mix of housing types in each zoning district, and make changes as necessary based on findings.
- Consider extending the C-1 and/or Intervale Districts slightly farther up North Road to match the area designated for commercial/industrial use on the **Future Land Use Map**.
- Consider expanding the C-1 District near Exit 7 to match the area designated for commercial/industrial use on the **Future Land Use Map**.
- Investigate the need for an agricultural incentive overlay zone to encourage agricultural development and to protect prime agricultural soils.
- Initiate regular discussions between the Planning Board and Conservation Commission to develop effective regulatory and process tools (such as checklists) that protect natural resources such as floodplains, riparian areas, scenic views, aquifers, and wildlife habitat.

Chapter 12. Implementation

12.1 Introduction

In order to be effective, a Master Plan must be implemented by the community. Putting the plan into practice requires coordination among Town boards, staff, and committees on an ongoing basis. According to RSA 674:2, III(m), a master plan may include “An implementation section, which is a long range action program of specific actions, time frames, allocation of responsibility for actions, description of land development regulations to be adopted, and procedures which the municipality may use to monitor and measure the effectiveness of each section of the plan.”

This Implementation Chapter will enable the Warner Planning Board and Board of Selectmen to oversee the completion of the 95 recommendations made in this Master Plan. The Planning Board prioritized each recommendation and identified a project leader, when the task should be completed, and approximately how much money it would cost to complete. In addition, a detailed schedule of coordination activities will lay out the structure for the completion of all recommendations over the next ten years. This Chapter is dynamic and should be reviewed and modified every one to two years to measure the progress made on the recommendations.

12.2 Prioritized Recommendations

The Planning Board ranked each of the recommendations according to whether it was a high, medium, or low priority, and indicated who would be responsible for leading the implementation. The highest priorities were to be started within two years of the completion of the Master Plan. The medium level priorities were to be started within three to five years, and the lowest priorities within six to ten years. Approximate costs were associated with each recommendation. **Table IM-1** summarizes the prioritized recommendations by project leader (note that there are several recommendations with two or more project leaders, so the total is higher than the actual number of recommendations).

Table IM-I. Project Leader and Recommendations Summary

Project Leader	H	M	L	Total
Board of Selectmen	5	7	3	15
CIP Committee	0	1	0	1
Conservation Commission	5	4	1	10
Department Heads	1	0	0	1
Energy Committee	2	9	1	12
Economic Development Committee	0	3	1	4
Highway Department	1	3	1	5
Highway Safety Committee	1	3	0	4
Library Trustees	0	1	0	1
Planning Board	14	16	11	41
Police Department	0	0	1	1
Road Committee	0	1	0	1
Simonds School	0	1	1	2
Transfer Station	0	1	0	1
Water District	0	0	1	1
Total Recommendations	29	52	22	100

The following recommendations are a compiled list of all those found within the Chapters of the Warner 2011 Master Plan. The boards, departments, and committees are listed in alphabetical order. The Chapters are abbreviated with the following two-letter designations:

CF = Community Facilities
 ED = Economic Development
 ER = Energy Resources
 HO = Housing

LU = Existing and Future Land Use
 NR = Natural Resources
 TR = Transportation

Recommendations were ranked by priority level (High, Medium, or Low), and by estimated cost. The following abbreviations indicate the priority level and cost estimate:

H = High Priority, to begin within 1-2 years
 M = Medium Priority, to begin within 3-5 years
 L = Low Priority, to begin within 6-10 years

\$N = Negligible Cost or Zero Cost
 \$ = Less than \$10,000
 \$\$ = \$10,000 to \$25,000
 \$\$\$ = Over \$25,000

Table IM-2. Prioritized Action Plan

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
1	\$N	L	Create a Housing Commission	HO	Board of Selectmen	Planning Board
2	\$	L	Conduct public outreach on workforce housing	HO	Planning Board	CNHRPC, Community Action Program
3	\$N	L	Adopt a senior housing ordinance to incentivize development	HO	Planning Board	--
4	\$N	H	Amend modular housing definitions and regulations	HO	Planning Board	CNHRPC
5	\$N	H	Allow accessory dwelling units	HO	Planning Board	CNHRPC
6	\$	M	Review Subdivision and Site Plan regulations for consistency with Workforce Housing ordinance	HO	Planning Board	CNHRPC, New Hampshire Housing Finance Authority (NHHFA)
7	\$N	M	Allow Mixed Use in B-I district; consider allowing in Intervale Overlay District	HO	Planning Board	--
8	\$	M	Adopt a Steep Slopes ordinance to protect ridgelines and hilltops from development	HO	Planning Board	Conservation Commission
9	\$N	H	Consider allowing multi-family dwellings by right in R-I and B-I districts to encourage infill and redevelopment	HO	Planning Board	--
10	\$	L	Adopt energy efficiency ordinance or regulations that encourage (or require) energy efficient residential construction and/or on-site renewable energy generation	HO	Planning Board	Energy Committee
11	\$N	H	Review building façade standards in site plan regulations for aesthetic requirements	ED	Planning Board	--
12	\$\$	H	Incorporate access management standards in B-I and C-I districts	ED	Planning Board	NHDOT
13	\$N	H	Consider allowing temporary seasonal housing for agricultural operations and/or adopting an Agricultural Conservation Zoning District	ED	Planning Board	CNHRPC, NH Dept. of Agriculture, Kearsarge Area Chamber of Commerce (KACC)
14	\$	H	Develop financial strategy to raise necessary funds for Exit 9 intersection improvements	ED	Planning Board	NH DOT/Engineering Firm
15	\$\$	L	Investigate need and feasibility of water/sewer infrastructure near Exit 7	ED	Village Water District	Engineering Firm

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
16	\$N	M	Establish Economic Development Committee	ED	Board of Selectmen	Planning Board, Kearsarge Area Chamber of Commerce
17	\$N	M	Explore cooperative efforts between Planning Board and Kearsarge Area Chamber of Commerce	ED	Planning Board	Kearsarge Area Chamber of Commerce
18	\$	L	Develop Economic Development Plan	ED	Economic Development Committee (once formed)	Board of Selectmen, Kearsarge Area Chamber of Commerce
19	\$N	L	Evaluate sign regulations for flexibility for businesses and aesthetic requirements	ED	Planning Board	Kearsarge Area Chamber of Commerce
20	\$N	M	Evaluate Zoning Ordinance for home-based businesses	ED	Planning Board	Board of Selectmen
21	\$N	L	Advocate for alternative transportation options such as public transportation and expanded pedestrian and bike facilities	ED	Economic Development Committee (once formed)	Planning Board
22	\$N	M	Work with NHDOT to install blue Tourist Oriented Directional Signs on I-89	ED	Economic Development Committee (once formed)	Kearsarge Area Chamber of Commerce
23	\$N	M	Modify and maintain Town web page for businesses	ED	Board of Selectmen	Economic Development Committee (once formed)
24	\$\$\$	H	Provide for equipment, staffing, and facility needs according to Tables CF-6, CF-7, and CF-8	CF	Board of Selectmen	Capital Improvements Program (CIP) Committee
25	\$N	H	Department Heads continually research availability of external funds for community facility improvements	CF	Board of Selectmen	Department Heads
26	\$N	H	Ensure that all meetings are regularly scheduled and publicly noticed to increase community awareness and participation in Town activities	CF	Department Heads	Municipal Staff
27	\$N	H	Energy Committee coordinate with each Town Department to advise on potential energy improvements when facilities are constructed or upgraded	CF	Energy Committee	Department Heads
28	\$N	H	Under Site Plan Regulations, Planning Board should consider the functional classification of any road on which development is proposed to ensure that the development is appropriate for existing roadway function	TR	Planning Board	Economic Development Committee (once formed)

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
29	\$N	H	Use the Warner Road Sufficiency Rating System to survey town roads at defined intervals to ensure that the most pressing reconstruction needs are identified	TR	Board of Selectmen	Road Committee
30	\$N	M	Examine land use trends and access management policies in areas where traffic has increased significantly, to maintain and promote an efficient transportation network	TR	Planning Board	Assessing Clerk
31	\$N	H	Work with NHDOT and CNHRPC to identify and conduct traffic counts on roads of concern in the community on an annual basis	TR	Planning Board	Board of Selectmen, Highway Department
32	\$N	L	Traffic count data should be published by the Town annually and be available on the Town website	TR	Planning Board	CNHRPC
33	\$N	L	Identify local residential roads that are not suited for heavy commuter traffic, and work to minimize this “through traffic” wherever viable alternatives can be provided	TR	Board of Selectmen	Police Department
34	\$N	M	Traffic counts should be reviewed and analyzed to identify roads that have shown an increase in traffic over the years	TR	Highway Department	Board of Selectmen, Planning Board
35	\$N	M	Yearly traffic counts should be carried out on roads that the Town sees as a concern in order for reliable usage patterns to be analyzed	TR	Highway Department	Board of Selectmen, Planning Board
36	\$\$	L	A local bicycle and pedestrian network should be facilitated that allows residents to access major points of interest in Warner in a safe and efficient manner	TR	Highway Department	Energy Committee, CNHRPC (Safe Routes to School Committee)
37	\$N	L	Develop and support educational efforts to improve commuter habits and traffic patterns that occur within the community, working with Safe Routes to School program at Simonds Elementary	TR	Simonds School (Safe Routes to School Committee)	Board of Selectmen, CNHRPC
38	\$N	M	Promote a pedestrian route system to maximize transportation opportunities in and around Warner that would reduce the amount and necessity of automobile traffic	TR	Energy Committee	CNHRPC

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
39	\$N	M	Where applicable, identify and prioritize areas with existing pedestrian facilities for regular maintenance and propose new areas for facilities that will extend and connect the existing infrastructure	TR	Energy Committee	CNHRPC
40	\$N	M	Adopt and support the statewide and regional bicycle networks and take all available steps to help implement them within Town	TR	Energy Committee	CNHRPC
41	\$N	M	Research funding opportunities for creating and maintaining a local bicycle network	TR	Energy Committee	CNHRPC
42	\$\$\$	M	Where applicable, the Highway Department should consider widening, striping, and paving the shoulders of Town roads to accommodate bike lanes	TR	Highway Department	Planning Board
43	\$	M	Work with the Police Department, the Elementary School and the College of Saint Mary Magdalen to promote and educate the public on bicycle safety and transportation	TR	Police Department	Simonds School, College of Saint Mary Magdalen
44	\$N	M	Encourage, through Site Plan Regulations, the placement of bicycle racks by businesses and multi-family developments, where appropriate	TR	Planning Board	Kearsarge Area Chamber of Commerce
45	\$N	M	Work with other groups and organizations to help promote public awareness, acceptance, and the possibility of bicycling as a viable mode of transportation in Warner	TR	Energy Committee	--
46	\$N	M	Promote a "share the road" campaign to alert drivers to the location of sidewalks and crosswalks within Warner	TR	Highway Safety Committee	--
47	\$	M	Work with NHDOT regarding the placement and maintenance of crosswalks on State roads within Town	TR	Highway Safety Committee	Police Department
48	\$N	M	Investigate the use of innovative methods to increase safety, such as raised crosswalks, striped or colored crosswalks, increased signage, and clear and defined walking paths	TR	Highway Safety Committee	Police Department
49	\$N	L	Investigate the use of appropriate traffic calming measures to discourage high speeds and to direct traffic around neighborhoods	TR	Police Department	Highway Safety Committee

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
50	\$N	M	Review and consider the adoption of access management requirements into Site Plan and Subdivision regulations as recommended by the NHDOT	TR	Planning Board	Highway Safety Committee
51	\$N	H	Review the existing draft access management MOU between the Town of Warner and NHDOT District 5 to ensure it is still relevant. If necessary the MOU should be amended.	TR	Planning Board	CNHRPC
52	\$N	H	Make sure that parking facilities throughout Town meet the Americans with Disabilities Act (ADA) requirements	TR	Highway Safety Committee	--
53	\$	L	Undertake a supply and demand study to assess the current and future needs of public parking within Town	TR	Economic Development Committee	Kearsarge Area Chamber of Commerce
54	\$N	L	Reference the NH 103 Access Management Study to identify potential opportunities to expand and improve the park & ride facility in Town	TR	Planning Board	CNHRPC
55	\$N	H	Work closely with NHDOT to agree on the design, layout and composition of an expanded park & ride facility in Warner to ensure that it is agreeable to both parties	TR	Planning Board	NHDOT
56	\$N	L	Investigate if there is a need and interest in creating regularly scheduled public transportation service from Warner to Concord	TR	Energy Committee	--
57	\$N	M	Research the possibility and feasibility of implementing a ride-share, carpool, or shuttle program from Warner to Concord to correspond with morning and evening commuting times	TR	Energy Committee	NHDOT, CNHRPC
58	\$N	L	Research the creation of pedestrian and wildlife underpasses, where appropriate and feasible, when roads/bridges are being built or reconstructed	TR	Planning Board	--
59	\$N	L	Work with NHDOT and the local utility company to explore the idea of burying utility lines or staggering utility poles, when roads are reconstructed or built	TR	Board of Selectmen	--

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
60	\$N	M	Analyze the associated cost of the different types of roads currently in Town to ensure that the Town is balancing fiscal concerns with those of aesthetics, residential preference, and safety	TR	Board of Selectmen, Road Committee	--
61	\$N	L	The Town should work with its residents to provide outreach and education about the State Scenic Road Law and its potential for preserving the historic and rural qualities of Warner	TR	Planning Board	--
62	\$N	L	Consider identifying roads with scenic vistas and aesthetic qualities, such as traditional New England stone walls, historic buildings, natural aesthetically important fauna, and farms	TR	Planning Board	--
63	\$N	L	Annually identify potential roads for Scenic Road designation	TR	Planning Board	--
64	\$N	M	Identify Class VI roads, as well as existing paths, and areas along the various water bodies in Town, that connect open space, forest, conservation, and/or agricultural land, that would help create a greenway trail network	TR	Board of Selectmen	--
65	\$N	M	Create a public education campaign that highlights the benefits of a Town greenway system	TR	Board of Selectmen	--
66	\$N	M	Investigate the location of railroad segments, with landowner permission, that could be used in the linking of existing and future greenway trails in the community	TR	Board of Selectmen	--
67	\$N	M	Identify for designation, as Class A Trails, some of the Class VI roads within Town by working with abutting landowners	TR	Board of Selectmen	--
68	\$N	M	Work with abutting landowners to share maintenance and monitoring duties of formal trails or informal greenway networks that are on Class VI roads	TR	Board of Selectmen	--
69	\$\$\$	H	Work with NHDOT to repair, replace, and/or upgrade bridges that have a Federal Sufficiency Rating of less than 80	TR	Public Works Director	Board of Selectmen

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
70	\$\$\$	M	A Capital Reserve Fund should be established, as per the Town of Warner's current CIP, and a minimum of \$50,000 be included in the budget to address emergency management routes	TR	CIP Committee	Board of Selectmen
71	\$N	M	The Planning Board and Conservation Commission should work together to identify where local regulatory tools can be strengthened to protect natural resources, e.g., floodplains, riparian areas, scenic views, aquifers, wildlife habitat, and work together to help implement them	NR	Conservation Commission, Planning Board	--
72	\$N	M	Develop a wildlife habitat conservation checklist to be used in project reviews	NR	Conservation Commission	Planning Board
73	\$\$\$	M	Continue to promote acquisition of conservation easements consistent with the Conservation Commission's land conservation guidelines	NR	Conservation Commission	Board of Selectmen
74	\$N	H	The Conservation Commission should continue working with regional and statewide land trusts and state agencies interested in protecting land in Warner	NR	Conservation Commission	--
75	\$N	H	The Conservation Commission should work with Selectmen and appropriate groups in town to permanently protect Town-owned lands with good conservation value, including lands currently under management (town forests, for example) and those with no managing entity	NR	Conservation Commission	Chandler Reservation Trustees
76	\$N	H	The Conservation Commission should explore new funding sources for land and easement acquisition as one way to offset the need for annual appropriations	NR	Conservation Commission	
77	\$N	H	Create opportunities for the public to learn about natural resource protection, conservation, and what they can do to help protect resources in town	NR	Conservation Commission	Non-governmental organizations (NGOs)
78	\$N	H	Continue to refine resource inventories and monitor conservation opportunities	NR	Conservation Commission	NGOs (Ausbon Sargent Land Preservation Trust, Society for the Protection of New Hampshire Forests)

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
79	\$N	L	Promote policies that encourage current use	NR	Conservation Commission	--
80	\$N	M	Develop a small wind power systems ordinance and others that encourage energy conservation, efficiency, and climate change preparedness	ER	Planning Board	Energy Committee
81	\$N	M	Look at State Building Code for opportunities to increase energy efficiency and renewable energy standards	ER	Energy Committee	Planning Board
82	\$N	H	Encourage mixed use development in the Village and potentially in the Intervale area	ER	Planning Board	CNHRPC
83	\$N	M	Construct an Energy Committee website containing news and resources on energy consumption reduction strategies	ER	Energy Committee	Planning Board
84	\$N	M	Conduct outreach, educational events on energy issues, including at the Fall Foliage Festival and other community events	ER	Energy Committee	Planning Board
85	\$N	M	Encourage denser workforce housing, particularly in and around the Village	ER	Planning Board	CNHRPC
86	\$N	M	Explore partnership opportunities with Kearsarge Chamber of Commerce and/or with a potential Economic Development Committee to encourage energy efficiency in businesses	ER	Planning Board	Kearsarge Area Chamber of Commerce
87	\$N	M	Encourage incorporation of energy issues in the K-12 school curriculum	ER	Kearsarge Regional School District	Energy Committee
88	\$N	M	Work with the Library to continue to provide resources and programs to residents on ways to reduce energy consumption	ER	Pillsbury Free Library	Energy Committee
89	\$N	M	Explore municipal composting program, and look for resources from the Merrimack County Conservation District and UNH Cooperative Extension	ER	Transfer Station	Board of Selectmen
90	\$N	H	Pursue grant and loan funding whenever possible to make energy improvements, to effectively leverage Town funds	ER	Board of Selectmen	Energy Committee
91	\$N	H	Establish regular communication among the Energy Committee, Planning Board, and Board of Selectmen to coordinate efforts, particularly for projects relating to building and transportation energy reductions	ER	Energy Committee, Planning Board, Board of Selectmen	--

#	Cost	Priority	Recommendation	Chapter	Project Leader	Who Assists
92	\$	M	Periodically review residential development application trends and solicit input from developers to discover whether ordinances and regulations are contributing to the desired mix of housing types in each zoning district, and make changes as necessary based on findings	LU	Planning Board	Zoning Board of Appeals
93	\$N	L	Consider extending the C-1 and/or Intervale Districts slightly farther up North Road to match the area designated for commercial/industrial use on the Future Land Use Map	LU	Planning Board	Economic Development Committee (once formed), CNHRPC
94	\$N	M	Investigate the need for an agricultural incentive overlay zone to encourage agricultural development and to protect prime agricultural soils	LU	Planning Board	Kearsarge Eat Local
95	\$N	M	Initiate regular discussions between the Planning Board and Conservation Commission to develop effective regulatory and process tools (such as checklists) that protect natural resources such as floodplains, riparian areas, scenic views, aquifers, and wildlife habitat	LU	Planning Board, Conservation Commission	--

12.3 Strategies for Implementation

Several of the 98 Recommendations in this Plan are dependent on other supportive influences, such as a Capital Improvement Program, revisions to the Subdivision Regulations or Site Plan Review Regulations, or Zoning Ordinance amendments. Project leaders, including the Boards, Departments, Commissions, and entities within Town, all play a key role in making sure the Recommendations get implemented in a timely manner. A consistent schedule for revisiting this Chapter and the Master Plan will allow for an organized and expected timetable for implementing the Master Plan.

12.3.1 Revise the Capital Improvements Program (CIP)

Warner revises its CIP on an annual basis. The CIP has a variety of purposes and should have many beneficial effects on Warner's financial, budgetary, and planning functions. First, the CIP will contribute to stabilizing the Town's tax rate and budget each year by planning and budgeting for major capital expenditures well in advance. Financing methods such as bonding and capital reserve funds are recommended in order to make annual capital expenditures more stable, predictable, and manageable. Wide fluctuations in annual Town budgets caused by sudden or large one-time capital expenditures will be reduced.

Second, the CIP offers a management tool for Town officials. The 2011 Master Plan contains projections and analyses of the Town's demographic trends and community facility needs which all local officials should find useful in planning and delivering public services. A comprehensive, longer-term picture of capital needs is created because all capital items are placed into one schedule. The CIP is designed to be used by officials as a management tool.

Third, The CIP will serve both citizens and developers as a useful guide for expenditures planned by the Town to accommodate projected growth. The citizen who wants to know when and at what costs a particular service will be expanded can consult the CIP, as can the developer who wants to know when, for example, water or sewer service will be expanded.

Finally, the CIP plays a key role in the Budget Committee's process. RSA 674:8 is not specific about how the CIP is actually used in preparation of the annual Town Budget. It simply requires the Planning Board "...submit its recommendations for the current year to the Mayor (Board of Selectmen) and Budget Committee... for consideration as part of the annual budget." This clearly means that the CIP is not binding in any way upon Town appropriations and expenditures. The CIP is thus an advisory document without the force of law. A properly prepared CIP will, however, be effective and credible when annual consideration of the budget takes place.

Many of the Recommendations in the Master Plan will be dependent upon funding that should originate in a CIP.

12.3.2 Regulation Revisions

The Planning Board now has a list, through the Master Plan Recommendations, of different regulatory or zoning changes that they themselves or other Boards or Commissions wish to implement. The Planning Board is in charge of creating and revising the Subdivision Regulations and Site Plan Review Regulations. In addition, the Planning Board is charged with creating and bringing forth revisions to the Zoning Ordinance for approval at Town Meeting.

Table IM-3 illustrates the regulatory changes suggested in the Master Plan.

Table IM-3. Regulation and Ordinance Revisions

Recommendation (brief description)	Chapter	Recommendation # in Prioritized Action Plan
Adopt a senior housing ordinance	HO	3
Amend modular housing definitions and regulations	HO	4
Allow accessory dwelling units	HO	5
Review Site Plan and Subdivision regulations for consistency with Workforce Housing Ordinance	HO	6
Encourage mixed use	HO, ER	7, 84
Adopt a steep slopes ordinance	HO	8
Encourage multi-family development in denser areas	HO, ER	9, 10, 87
Encourage energy efficient development	HO	11
Review building façade standards	ED	12
Strengthen access management standards	ED, TR	13, 51
Encourage agricultural development through zoning	ED, LU	14, 97
Evaluate sign regulations for flexibility and aesthetics	ED	20
Encourage appropriate home-based businesses	ED	21
Incorporate bicycle rack standards in Site Plan Regulations	TR	45
Identify regulatory tools that can be strengthened to protect natural resources	NR	73
Develop a small wind power systems ordinance	ER	82
Examine State Building Code for opportunities to increase energy efficiency and renewable energy standards	ER	83
Review residential development trends and ordinances and regulations to discover whether regulations are contributing to the desired mix of housing types in each district, and make changes as necessary	LU	94
Consider expanding C-1 and/or Intervale Overlay Districts	LU	95, 96

12.3.3 Coordinate Activities

Each Board, Department, and Commission has their priorities according to the Prioritized Action Plan for implementation. There are several factors which may inhibit the ability of the project leader to implement Recommendations as suggested in the Prioritized Action Plan, including funding and time. The Planning Board recognizes that it may not always be feasible to implement the Recommendations as suggested and understands that each Board, Department, and Commission will offer their best efforts to complete their Recommendations. Internally, each group can exercise discretion to reprioritize and work on whichever Recommendations are most important or most practical given time or monetary constraints.

As a cohesive Town endeavor, all Boards, Departments, and Commissions have a stake in the implementation of the Master Plan. Over the next several years, regular activities will need to be undertaken in order to accomplish the objectives of the Master Plan. Close coordination between different groups will be necessary to effectively continue working on the Master Plan and its Recommendations.

The Master Plan is a dynamic document which should be reviewed on a regular basis as to its relevancy and to add new tasks as old tasks are completed. The Capital Improvements Program, Zoning Ordinance, and regulations are all documents that need to be updated, or at least reviewed, annually. The **Implementation Schedule** in **Table IM-4** proposes a timeline of important activities:

Table IM-4. Implementation Schedule

	Date	Task	Project Leader
2011	Summer 2011	Adopt Master Plan	Planning Board
	Fall 2011	Amend 2011 Capital Improvements Program	CIP Committee
	Fall 2011	Hold All-Boards Meeting for Implementation	Board of Selectmen
	Winter 2011	Adopt 2012 Capital Improvements Program	CIP Committee
2012	Spring 2012	Bring Zoning amendments to Town Meeting	Planning Board
	Spring 2012	Bring capital purchases to Town Meeting	Board of Selectmen
	Spring 2012	Begin High (H) Priorities	Planning Board
	Summer 2012	Update Subdivision and Site Plan Regulations	Planning Board
	Summer 2012	Re-evaluate Implementation Chapter and amend	Planning Board
	Fall 2012	Amend 2012 Capital Improvements Program	CIP Committee
	Fall 2012	Hold All-Boards Meeting for Implementation	Board of Selectmen
	Fall 2012	Adopt 2013 Capital Improvements Program	CIP Committee
	Fall 2012	Begin to evaluate the Master Plan's effectiveness	Planning Board
	Winter 2012	Write Zoning amendments for Town Meeting	Planning Board
	Winter 2012	Review one Master Plan Chapter (#1)	Planning Board
2013	Spring 2013	Bring Zoning amendments to Town Meeting	Planning Board
	Spring 2013	Bring capital purchases to Town Meeting	Board of Selectmen
	Spring 2013	Review two Master Plan Chapters (#2 & #3)	Planning Board
	Summer 2013	Update Subdivision and Site Plan Regulations	Planning Board
	Summer 2013	Re-evaluate Implementation Chapter and amend	Planning Board

	Summer 2013	Review two Master Plan Chapters (#4 & #5)	Planning Board
	Summer 2013	Amend 2013 Capital Improvements Program	CIP Committee
	Fall 2013	Hold All-Boards Meeting for Implementation	Board of Selectmen
	Fall 2013	Adopt 2014 Capital Improvements Program	CIP Committee
	Winter 2013	Write Zoning amendments for Town Meeting	Planning Board
	Winter 2013	Review two Master Plan Chapters (#6 & #7)	Planning Board
2014	Spring 2014	Bring Zoning amendments to Town Meeting	Planning Board
	Spring 2014	Bring capital purchases to Town Meeting	Board of Selectmen
	Spring 2014	Begin Medium (M) Priorities	Planning Board
	Spring 2014	Review two Master Plan Chapters (#8 & #9)	Planning Board
	Summer 2014	Update Subdivision and Site Plan Regulations	Planning Board
	Summer 2014	Re-evaluate Implementation Chapter and amend	Planning Board
	Summer 2014	Amend 2014 Capital Improvements Program	CIP Committee
	Summer 2014	Review two Master Plan Chapters (#10 & #11)	Planning Board
	Fall 2014	Hold All-Boards Meeting for Implementation	Board of Selectmen
	Fall 2014	Adopt 2015 Capital Improvements Program	CIP Committee
	Winter 2014	Write Zoning amendments for Town Meeting	Planning Board
	Winter 2014	Review one Master Plan Chapter (any remaining Chapter)	Planning Board

12.3.4 Evaluate the Master Plan Chapters

By Spring 2012, approximately one year after the Master Plan was adopted, the Planning Board should have a solid sense for how well the Master Plan has served the Town. Some Chapters will be recognized as having more relevance than others, and some Recommendations will have been completed. RSA 674:2, III urges an evaluation of the effectiveness of the Master Plan.

The Warner Planning Board should review chapters of the Master Plan regularly beginning in late 2012. There are eleven Chapters of the Master Plan, which should be reviewed over a period of two to three years. By doing so, new ideas for the next version of the Master Plan will be generated and the Planning Board will know what has worked well in a Chapter and what can be improved upon. The Recommendations can be reviewed for their effectiveness and relevancy and can be “checked off” when completed. The comprehensive amendment for the Master Plan should begin in 2016.

12.4 Summary

The Planning Board has developed a comprehensive Prioritized Action Plan for the Recommendations found within the Master Plan. This Action Plan lists the project leader, who should assist, the priority level, the cost range, and where each Recommendation was found in the Master Plan.

This Chapter contains the action statements for Town Boards, Departments, and Commissions to work on the Master Plan Recommendations. Coordination among groups will be essential to implement the Master Plan. The table of regulatory revisions should guide the Planning Board

to work on those amendments. A detailed time schedule is included for specific activities that spans from 2011 to 2014.

Not only should the CIP, current Zoning Ordinance, and current regulations be updated on a regular basis, but so also should this Implementation Chapter. The Planning Board should look to begin reviewing and then updating the Warner 2011 Master Plan in 2016. Each Chapter should be individually evaluated to measure its effectiveness in terms of effecting change.