
TOWN OF GOSHEN, NEW HAMPSHIRE

MASTER PLAN

As Amended on January 8, 2013

Prepared by the Goshen Planning Board
with professional services provided under contract by the
Upper Valley Lake Sunapee Regional Planning Commission

January 10, 2013

P.O Box 68, Goshen, NH 03752

<http://www.goshennh.org/index.html>

Adoption of Amended Master Plan Goshen, New Hampshire

The Planning Board of the Town of Goshen, New Hampshire, in accordance with the provisions and procedures of RSA Chapter 675:6, including conducting a public hearing on January 8, 2013, does hereby adopt this amendment to the Town of Goshen Master Plan of 2002. The goals and policies contained in this Plan are designed to serve as a planning guideline for the Planning Board and other town boards and departments in the performance of their respective duties.

Date Adopted: _____

Goshen Planning Board:

Doug O'Clair, Acting Chairman

John Wirkkala, Member

Alicea Bursey, Acting Member

Allen L. Howe, Acting Member

William Ball, Select Board Representative

Foreword

It is the duty of the Planning Board to prepare and amend a Master Plan to guide development of the municipality (RSA 674:1-I). The primary purpose of the Master Plan is to establish the most appropriate future development of the community and to guide the Planning Board in performance of its duties in a manner that “...*achieves the principles of smart growth, sound planning, and wise resource protection*” (RSA 674:2).

The Master Plan shall include, at a minimum, a Vision section that contains a statement of the desires of the citizens for their community and a Land Use section that translates the Vision statements into physical terms. It shall show existing conditions and proposals for future land use. The Master Plan may also include a number of additional sections that are pertinent to the specific community.

In preparation of a Master Plan, people...present and future residents of the Town...are an essential element to consider. During the process of updating Goshen’s 2002 Master Plan, the Planning Board provided multiple forums for public input, including a Community Visioning Workshop, a Community Attitude Survey, as well as several other public forums at which preliminary results were presented and discussed. The Planning Board thanks the many residents who contributed their thoughts, comments, and time to the process of Master Plan development. We are also grateful for the cooperation of the town departments, employees, and committees. This has been a long process and your support has been most helpful. Everyone who participated has helped inform the process of updating the Town Master Plan.

Yet, this is a process that never ends. The Master Plan is a non-binding document that guides the Planning Board, but does not mandate specific actions. It has no established timetable for implementation. Moving forward, be assured that Planning Board will continue to adhere to all requirements for public hearings that will provide opportunities for additional input related to Goshen land use. In addition, the Master Plan must be reviewed on a regular basis to ensure that it continues to be a useful guide for managing municipal growth. It is your Town and your continued participation is necessary to shape its future.

TABLE OF CONTENTS

Table of Contents	ii
List of Tables.....	v
List of Figures.....	vi
HISTORICAL BACKGROUND	1
Historic Areas	2
Historic Assets	4
INTRODUCTION.....	5
VISION AND GOALS	6
Rural Character.....	7
Town Services and Recreation	8
Historic Preservation and Education	14
Land Use Planning.....	15
Natural and Scenic Resources Preservation.....	16
Village Area Development	18
Sustainable Community	18
LAND USE AND DEVELOPMENT.....	19
Existing Land Use Overview	19
Land Use Regulation Enactment	20
Land Use Regulation Implementation	23
Review of 2002 Master Plan Land Use Priorities	27
Future Land Use	32
COMMUNITY VISIONING WORKSHOP	35
Centers of Community Activity	35
Transportation.....	36
Community Infrastructure & Utilities.....	36
Natural Resources	36
Rural Community Character	37
Smart Growth	37
Economic Development.....	37
Long-Term Land Use.....	37

COMMUNITY ATTITUDE SURVEY	39
POPULATION AND HOUSING	41
Introduction	41
Population Trends	41
Housing Trends.....	45
Analysis Summary.....	47
ECONOMIC CONDITIONS AND TRENDS	48
Existing Economic Conditions.....	48
Economic Trends	51
Analysis Summary.....	52
COMMUNITY FACILITIES AND SERVICES	54
Introduction	54
Community Attitudes.....	54
Municipal Facilities.....	55
Utilities	70
Analysis Summary.....	71
TRANSPORTATION	73
Introduction	73
Public Road System	73
Road and Bridge Maintenance	73
Traffic in Goshen.....	77
Scenic Roads	77
Local and Regional Transportation Services.....	78
Analysis Summary.....	79
ENERGY RESOURCES	80
Introduction	80
New Hampshire Statewide Energy Overview	81
Municipal Energy Efficiency	83
Recommendations	86
SWOT ANALYSIS	88
Introduction	88
SWOT Analysis Chart.....	88

NATURAL AND CRITICAL RESOURCES	90
Inventories of Natural and Critical Resources.....	90
Management of Natural and Critical Resources.....	90
Open Space Protection Techniques	93
Assets	94
Problems	95
ACKNOWLEDGEMENTS	97
APPENDIX A COMMUNITY ATTITUDE SURVEY RESULTS	99
APPENDIX B MAPS AND OTHER RESOURCES	109
Map Resources	110
Other Publications	111

LIST OF TABLES

Table 1. A partial inventory of historic areas in Goshen.....	3
Table 2. Comparison of population change, 1980-1990, 1990-2000, 2000-2010.....	42
Table 3. Number of residents by age group, 1990, 2000, and 2010.	44
Table 4. Number of Goshen residents aggregated by age group, 1990, 2000, 2010.....	44
Table 5. Number and percent of Goshen residents by age group, 2000 and 2010.	44
Table 6. Number and percent of Lempster and Goshen residents by age group, 2010.	45
Table 7. Number of Goshen households by housing type, 1990, 2000, 2010.....	46
Table 8. Number of occupied Goshen housing units and tenure, 1990, 2000, 2010.	46
Table 9. Average Goshen household size, 1980, 1990, 2000, 2010.....	46
Table 10. Goshen workforce place of work information (2000 Census).	49
Table 11. Goshen 1989 and 1990 income summary, adjusted to 2009 dollars.	49
Table 12. Principal regional employers in the UVLSRPC Region.	50
Table 13. Unemployment Rates (not seasonally adjusted).....	51
Table 14. Highway mileage of Goshen roads by legislative classification.	75
Table 15. Goshen highway statistics for Class V and Class VI Roads.	76
Table 16. Average annual daily traffic (AADT) for roads in Goshen.....	77
Table 17. New Hampshire energy consumption by use sector (1990, 2004, 2009).....	82
Table 18. Annual utility cost (\$) and energy cost intensity by Goshen facility, 2010.	84
Table 19. Annual utility consumption and energy use intensity by Goshen facility, 2010.	84
Table 20. SWOT Analysis for Goshen, NH, 2009.	89
Table 21. Partial inventory of natural and scenic areas in Goshen.	91
Table 22. Inventory of major lakes in Goshen.....	92

LIST OF FIGURES

Figure 1. Goshen Decennial Population (Source: US Census, NH OEP).....	42
Figure 2. Population forecast for Goshen, 2000-2030.	43
Figure 3. Trends in income for Sullivan County residents, adjusted to 2009 dollars.	50
Figure 4. Public rating of Goshen municipal services, 2009.	57
Figure 5. Public rating of Goshen town spending for rated services, 2009.	57
Figure 6. Public rating of Goshen municipal facilities, 2009.....	58
Figure 7. Public rating of Goshen town spending for facilities, 2009.	58
Figure 8. Public rating of Goshen municipal equipment, 2009.	59
Figure 9. Public rating of Goshen town spending for equipment, 2009.....	59

HISTORICAL BACKGROUND

The first settlement of Goshen developed along the Province Road. This historic road was laid out in 1768 from Charlestown to Boscawen. The first settlers, Captain Benjamin Rand, William Lang, and Daniel Grindle, settled here in 1769. All came here from the Portsmouth area of New Hampshire. Crops of the first settlers were often destroyed by early frosts, the climate here being more severe than in the coastal part of the state. It was often necessary for these settlers who came in the early years, and even for the ones who came at a later date, to procure grain from Walpole and other Connecticut River towns.

Other settlers, most coming from many coastal towns, added to the growth of the tiny settlement. Portions of the surrounding towns of Fisherfield (Newbury), Wendell (Sunapee), Newport, Washington, Lempster, and Unity were incorporated as the Town of Goshen on December 27, 1791.

Nearly all of the first settlers were farmers. Gradually, as the population grew, many small water mills, such as sawmills, grist mills, a fulling mill, a clothespin factory, a tannery, a cooper shop, a carriage shop, several blacksmith shops, a woodworking shop, and two creameries existed along the Sugar River and its tributaries. Present-day Goshen is no longer an agricultural community. There are several part-time farms. The principal businesses in the center of town are now a building supplies store and a convenience store with gasoline pumps. There are also tourist facilities and numerous small businesses and home businesses that are scattered throughout the town.

The center of the town has shifted several times during the years. The town center was for many years located on Center Road. Later, the Town Hall was moved from its original Center Road location to its current location in the village, on Route 10. Currently, the Olive G. Pettis Library, Grange Hall, Fire Station, Church, Post Office, stores, and businesses are also clustered in the village.

Five religious societies existed in the town in the past: Congregational, Free Will Baptist, The Christian Chapel, the Methodist Society, and the Baptist Church. The Baptist Church in the village is still active as the Goshen Community Church, and it is currently the only church in Goshen.

The town was at one time divided into five school districts, each with its own one-room schoolhouse. These one-room schoolhouses were later reduced to two in number, one of which served grades one through four, while the other one served grades five through eight. This was the situation until the mid-1950s, when a cooperative district was formed with the neighboring town of Lempster.

Population reached an early high in 1840 with 779 residents, and then declined until it reached a low of 255 in 1930. Since that time, population increased to 742 in 1990, remained fairly stable at the 2000 census, then increased to 810 in the 2010 census. Thus Goshen's population is now at a new historic high level.

In the 1800s, young people left farms and migrated to the towns and cities for factory employment. Gradually, as farms were abandoned, forests took the place of the fields and pastures. In time, lumbering became a lucrative local occupation. Present-day Goshen has become a “bedroom” community whose adult members are primarily employed in nearby towns and cities.

HISTORIC AREAS

A unique feature of Goshen is the Franklin Pierce Lead Mine. (This was actually a graphite mine, but by local custom it is referred to as the “lead mine.”). During the nineteenth century, ore from this mine was moved by oxcart to the railhead at Hillsboro, and from there it was shipped to Taunton, Boston, and other places to be used for the manufacture of melting-pots, or crucibles. The mine was first owned and operated by Benjamin Pierce and later became the property of his son, President Franklin Pierce. As part of past Goshen Old Home Day celebrations, a hike to the Pierce Lead Mine has been a highlight of the activities. Pieces of graphite are still to be found at the site. The property was donated to the New England Forestry Foundation in memory of the former owner’s father, Judge Jesse Barton of Newport.

Goshen was the birthplace of Captain John W. Gunnison, an important western explorer, who was massacred in Fillmore, Utah, in 1853. Nationally, two towns, a national forest, a canyon, a mountain peak, an island, a pass, a valley, and a butte all bear his name. At the canyon, a National Monument has been created to memorialize him. Locally, there is a lake named after him. The local house in which he was born is located on Center Road. It is formally entered on the National Register of Historic Places as the Captain John W. Gunnison House. A state marker honoring Captain Gunnison has also been placed on the lawn of the Olive G. Pettis Library in the village.

The Benjamin Rand House, built by one of the three original settlers, is the oldest house in Goshen. Captain Benjamin Rand came to Goshen in 1769, and construction of his house started soon thereafter. The house is located on Ekberg Road, off Brook Road. It has been preserved and modernized, and it currently serves as a private residence.

There is a remarkably high concentration of plank houses in Goshen. These unusual houses are currently listed in the National Register of Historic Places. These structures are built of wide hemlock planks, two or three inches thick, set vertically with connecting dowels into sills and plates at top and bottom. Eighteen houses of full or partial plank construction were researched by Walter R. Nelson, who brought this type of construction to the attention of nationally known architectural historians. These houses were built between about 1800 and 1860. The houses are scattered throughout the town, but clusters exist on Route 10 in or near the village, as well as on Center Road. These houses are all shown on a map of conservation lands and historic sites in Goshen.

A partial inventory of historic areas in Goshen is included in Table 1. In addition to the historic areas listed in Table 1, Goshen has many other historic areas. Preservation and protection of all of these historic areas is important to the character of the town.

Table 1. A partial inventory of historic areas in Goshen.

Historic Area	Location	Present Use
Franklin Pierce Lead Mine, formerly owned and operated by President Franklin Pierce	East of Washington Road, accessed off Mountain Road	Abandoned. Currently the property of the N.E. Forestry Foundation.
Captain John W. Gunnison House, birthplace of Captain Gunnison	Center Road	Private home.
Plank Houses	Eighteen houses located throughout town, with clusters in the village and on Center Road	Private homes and businesses.
Benjamin Rand House, built by one of the original settlers	On Ekberg Road, off Brook Road	Private home.
Goshen Community Church, originally the Baptist Church	Mill Village	Active community church.
One-room schoolhouses	One in Mill Village, and one on Center Road	The schoolhouse in the village is currently vacant; the one on Center Road is a private seasonal “camp.”
Site of the original Town Hall and Town Pound	Center Road	Abandoned site. Only the stone foundation of the pound remains.
Grange Hall	Mill Village	Until the fall of 2001, was still used by the Grange. It is currently awaiting designation for town use.
Nelson Wheelbarrow site	One-half mile east of Mill Village on Brook Road	Privately-owned building.
Old firehouse	One-half mile east of Mill Village on Brook Road	Privately-owned building.
Mill dam and waterfall	Junction of Route 10 and Lear Hill Road	Year-round natural dam and waterfall on the Sugar River.

HISTORIC ASSETS

The Franklin Pierce Lead Mine, which is accessed via Mountain Road, has been donated to the New England Forestry Foundation and has often been visited on Old Home Day celebrations. This historic site is accessible to the public.

The Captain John W. Gunnison House, which is located on Center Road, was built in 1779. This home is on the National Register of Historic Places.

The Benjamin Rand House, which is the oldest house in town, was built in 1769. The house, which is located on Ekberg Road, off Brook Road, has been preserved and modernized, and it currently serves as a private residence.

Our community has 18 plank houses, which is a remarkably high number of these unusual homes in an individual town. Each of these houses is entered on the National Register of Historic Places.

The Goshen Community Church serves an active membership. The church building is an example of typical New England architecture and has been in continuous use since it was built in the middle of the 19th century.

There is the stone foundation of the original town pound, where stray animals were gathered in colonial times. This is located next to the old Town Hall site on Center Road. It is now on privately owned land, but is publicly accessible with permission of the land owners.

An active Historical Society generates interest in the history of the town and meets on a regular basis. Goshen's Old Home Day celebration, which in past years has brought together current and former residents for a day of remembrance and festivities, is no longer an annual event.

A published town history and other historical publications have been produced, and many citizens have purchased copies.

The Cemetery Commission has assembled a complete collection of handwritten cemetery records and hand-drawn maps. These materials, which are in the keeping of the Cemetery Commission, are available to the town.

INTRODUCTION

Under New Hampshire law, the preparation and adoption of the Master Plan is the responsibility of the Planning Board. In the fall of 2008 the Goshen Planning Board began the process of updating the town's 2002 Master Plan, which had previously been amended once before in 1985. Planning Board members completed some tasks, but also contracted with the Upper Valley Lake Sunapee Regional Planning Commission (UVLSRPC) for professional services. Those professional services included assistance throughout the process and specifically development of the following products:

- Land Use and Natural Resources Maps
- Population and Housing Report
- Economic Trends Report
- Community Facilities and Services Report
- Transportation Report
- Energy Report
- SWOT (Strengths, weaknesses, opportunities, and threats) Analysis

The Goshen Planning Board gathered public input to guide preparation of an updated Master Plan that incorporated the community's collective vision for the future of our town. Based on the citizens' overall guideline for future development, the Goshen Planning Board developed in 2009 the following Vision Statement and supporting goals that provided the foundation on which this amended Master Plan has been developed. These goals were developed to better ensure that the vision that Goshen residents have for the Town can be attained.

VISION AND GOALS

Vision Statement: *“Over the next ten years, Goshen will remain a small, rural residential community, with quiet, uncrowded living conditions, a healthy environment, and a vibrant small town atmosphere. Managed growth will result in buildings, roads, and public facilities that are well-maintained and scenic beauty that is undiminished.”*

Goals:

- To preserve and enhance the small town character of Goshen and the open, rural character of the land.
- To provide efficient and effective town services and recreational opportunities, at a level that is consistent with the ability of the community to pay for them.
- To preserve and promote the appropriate use of existing historic properties and areas, such as the town center, historic houses, town cemeteries, and the Pierce Lead Mine; and to enable citizens to understand and appreciate the early history and development of Goshen.
- To adopt land use planning practices that preserve steep slopes, important soils, and other natural and built features to ensure that growth occurs in an orderly manner that will maintain the rural and scenic character of the community.
- To preserve and foster Goshen’s natural, scenic, and recreational resources, including surface waters, aquifers, wetlands, parks, agricultural land, open unfragmented land and public access.
- Provide for a vibrant community by allowing a diversity of housing within the village area integrated with appropriate nonresidential development that includes eating establishments, offices, home-based businesses, and arts and crafts studios.
- Maintain a sustainable community through energy conservation, alternative energy efforts, recycling, and proper disposal of household and hazardous waste.

For each of the sub-sections that follow, one of the above Master Plan goal statements is listed followed by objectives useful in attaining that goal.

RURAL CHARACTER

Goal Statement: To preserve and enhance the small town character of Goshen and the open, rural character of the land.

Preservation of Rural Character Objectives

To protect the existing rural character of the Town.

1. Enforce existing ordinances and regulations that the Town has adopted to protect Goshen's small town rural character. These include provisions that protect the Town's visual character, including the careful regulation of hillside and ridgeline construction and the location of commercial transmission towers, antennas, and similar structures that are potentially visually intrusive.
2. Maintain communications with NHDOT regarding pending road improvement projects to ensure implementation of "context-sensitive design" practices that maintain the character of important community features, particularly in the village area.
3. Develop zoning regulations that enable the Town to facilitate the removal of abandoned buildings and accumulated clutter (i.e., non-permitted junk yards) on private property.
4. Provide Scenic Road designations when appropriate public support exists.

Development Restraint Objectives

To limit or restrict certain types of development that would adversely alter the rural character of the town.

1. Enforce existing ordinances and regulations that the town has adopted.
2. Carefully review and monitor all commercial development and multi-unit residential projects to ensure that existing ordinances and site plan regulations are applied and enforced in such a way that the rural character of the Town is preserved.
3. Review all commercial development proposals to ensure that they will not lead to commercial strip development.
4. Prohibit development projects that do not comply with Town noise ordinances or that are hazardous, environmentally unsound, or are otherwise injurious to the public welfare.

Earth Material Excavation Objectives

Commercial earth excavations are the only industry that the State of New Hampshire has required local communities to regulate (RSA 155-E). The following objectives provide for earth material excavation while also protecting the economic base, quality of life, environment, and aesthetic values of the community.

1. Carefully review each application for a new or expanded commercial earth excavation to ensure that the operation will comply with provisions of Goshen's Earth Excavation Regulations as well as with State standards of RSA 155-E.

2. Representations made by an applicant during the permit process must remain binding after the permit is granted.
3. Use free services of the Natural Resource Conservation Service or employ professional engineering or environmental consultants, as needed, for independent expertise when reviewing an earth excavation or a site reclamation proposal for a new or expanded excavation site.
4. When possible, the total area open to excavation should be minimized by reclaiming one excavation location prior to opening a different area to excavation on the same parcel.
5. Specific permit conditions should be included to address impacts relating to such factors as noise, dust control, days and hours of operation, and number of truck trips per day.
6. Enforce all conditions that are made in connection with granting an excavation permit.

Open Space Land Acquisition and Preservation Objectives

To acquire and preserve open space land that is particularly suitable for public recreational uses or that contains critical resources that should be protected for the common good.

1. Working on its own or with other groups, the Conservation Commission should attempt to add key properties to the Town's open space network. The use and development of such properties may be controlled either by acquisition of the properties or by acquiring conservation easements, deed restrictions, or development rights.
2. The Planning Board should use existing regulations to promote open space preservation by encouraging and planning for permanent open space in the design and layout of all new development projects.

Agricultural Lands Objective

To ensure that agricultural operations are in keeping with the rural character of our Town.

1. Update the Town's inventory of all agricultural lands and open spaces in Goshen.
2. Make a concerted effort to protect our agricultural land. Open Space development, lot size averaging, and conservation easements are examples of potential tools for accomplishing this.
3. Prohibit the development of "agribusiness" (factory farming) or any high-density animal farming in town.
4. Promote local agricultural activities by supporting local Farmer's Markets that sell local produce and other locally made goods.

TOWN SERVICES AND RECREATION

Goal Statement: To provide efficient and effective town services and recreational opportunities, at a level that is consistent with the ability of the community to pay for them.

Municipal Buildings Objectives

To create a core of attractive, functionally sound municipal buildings either in their current locale or in a more appropriate location.

1. First, for the immediate future, the Town should protect and preserve the value of what we have. Second, the Town should evaluate the long-range alternatives for municipal buildings (i.e., relocate and rebuild vs. retain and remodel).
2. The Select Board should establish a Municipal Buildings Review Committee (MBRC). This committee should include individuals with expertise in building codes, as well as electrical systems, plumbing and heating systems, and general building maintenance and construction.
3. The MBRC should inspect all town buildings and tabulate repairs necessary to address major physical deficiencies and functional inadequacies, especially addressing areas that violate local, state, or federal regulations and safety codes. Any repair issues that place life and property at risk should be highlighted.
4. The MBRC should prepare a second list of routine maintenance projects required for existing municipal buildings and a proposed schedule for such maintenance.
5. The Select Board and MBRC shall examine the repair list and the maintenance list and develop a plan for voter approval to include individual budgets necessary to complete all repairs identified as placing life and property at risk, as well as routine maintenance.
6. Town Municipal Joint Boards should determine what constitutes adequate space for all town employees and officials and housing of department equipment and facilities.
7. Ultimately, voters must provide some guidance to Town officials regarding the two (or more) options: relocate and rebuild vs. retain and remodel, etc.
8. The Select Board should decide which option (relocate and rebuild vs. retain and remodel) to pursue for each municipal building and either develop a budget for land acquisition and new building(s) design, or a priority listing and budgets for alteration of existing or proposed facilities.
9. Adopt a long-term Capital Improvements Program (CIP) for the Town. This would project how municipal building needs could be satisfactorily met for the next 6 to 10 years.
10. Explore the concept of a uniform architectural style for the municipal buildings in the village area, if the long-range plan is retain and remodel.

Municipal Services Objectives

To provide town services at a level consistent with the ability of the community to pay for them.

1. Evaluate alternates of Capital Reserves vs. bonds to meet needs for capital expenditures.
2. As required to achieve the objective criteria of the CIP, allocate funds to Capital Reserve Funds.
3. Ensure that there will be no excessive expenditure of public money to supply required services for any new development (e.g., road upgrades).
4. Be proactive in ensuring that broadband access to the Internet will be available in all parts of the community in as short a time frame as possible.
5. Evaluate how existing transportation services provided by the Sullivan County Directory of Community Transportation Services can benefit Goshen residents, and develop a plan to expand possible services to Goshen.

Library Objectives

To continue to improve the services offered by the Olive G. Pettis Library.

1. Continue to develop the collection of materials to strengthen the core collection and include contemporary materials.
2. Continue to provide a robust variety of programs for children, and increase program services to include such offerings as teen-oriented programs, family and adult reading programs, and outreach to home-bound residents.
3. Complete the online cataloging of the materials collection for automated management through utilization of the LibraryWorld Web service.
4. As budget allows, upgrade computers, software, and other technology equipment for staff and patron use.
5. Develop library property for public recreation, enrichment, and entertainment by constructing a self-guided nature trail and an outdoor patio.
6. Make improvements to the library building according to the library's 10-year plan, including repairing or replacing the roof and older windows, supplementing the insulation in the attic, upgrading the heating system, replacing old lighting fixtures with improved energy-efficient fixtures, protecting the handicap entrance from buildup of ice and snow, and enclosing the front entrance for climate control.

Grange Hall Objectives

To continue to upgrade the Grange Hall building so that it can help to solve the town's needs for additional meeting spaces and storage areas:

1. Decide on a public use or uses for the Grange Hall.
2. Add an electric or chemical toilet to the building. (It is thought that the Friends of the Goshen Grange plan to implement this objective.)
3. Retrofit the kitchen as a storage area for the Goshen Historical Society and other town boards.
4. Provide a handicapped access ramp to the first floor.

Fire Department Objectives

To continue to improve the effectiveness of the Fire Department.

1. Establish, mark, and number the water supply locations in Goshen.
2. Divide the town into sections and map these sections to the available water supply locations.
3. Purchase full protective clothing for every fire fighter.
4. Purchase up-to-date equipment, such as infrared detection equipment, for the Fire Department.
5. Continue to improve the Fire Department's training program.

Police Department Objectives

To continue to improve the effectiveness of the Police Department.

1. Upgrade and add new police equipment, techniques, and manpower as needed to ensure adequate response capabilities.

2. Coordinate emergency medical services with other local suppliers of emergency medical services.
3. Work with the school to develop safety programs at each grade level.
4. Work with the school to develop a specific Release or Non-Release Policy for sudden emergencies such as tornados or other severe weather warnings.

Cemetery Commission Objectives

To maintain attractive cemeteries in Goshen at a reasonable lot price.

1. Complete the digitization of cemetery records.
2. Survey and map out the new section of the Mill Village Cemetery.
3. Continue the improvement work of straightening, cleaning, and restoring grave markers.

Highway Department Personnel Objectives

To promote efficient use of Highway Department manpower and equipment.

1. Strive to reduce the cost per mile of road maintenance.
2. Set up, maintain, and use an easily accessible record-keeping system for each town road that includes information such as the class, length, width, surface type, bridges, culverts, legal status, history, construction plans, and repair and maintenance data.
3. Provide funds to enable the Road Agent to attend public works training programs at town expense.

Highway Department Equipment Objectives

To promote efficient use of Highway Department equipment.

1. Prepare a Capital Improvements Plan for upgrading and replacing Highway Department equipment.
2. Prepare a comprehensive maintenance schedule for highway equipment and submit a monthly maintenance check-off sheet to the Select Board.
3. Protect and shelter the town's highway equipment. Additional buildings should be planned and constructed as soon as there is a need for them.
4. Before purchasing new equipment, make sure there is a location where the equipment can be adequately housed.

Town Roads Capital Improvement Plan Objectives

To develop and implement a Capital Improvements Plan for repairing and upgrading existing roads, culverts, and bridges.

1. Establish a listing of town road section(s), culverts, and bridges that should be brought up to town standards in the next 6 to 10 years, and prioritize this list so that work can be planned and implemented in an orderly fashion. This work should be done with the assistance of an experienced highway engineer, as needed.
2. Include funds for repairing and upgrading the highway system (to achieve appropriate standards or meet expanded needs) in the town budget each year, and specify the amount of

this money that is to be expended that year and the amount that is to be put into a Capital Reserve Fund for use in the future.

3. Bring Town roads up to appropriate standards as soon as funds allow for this to be accomplished.

Road Standards and Design Objectives

To ensure that Goshen roads are designed to meet modern road engineering standards.

1. Review the existing town road standards to determine if they are appropriate.
2. Use the services of an engineer with highway design expertise to assist in the design of any new road construction or any major improvements to existing roads.
3. Prepare a highway drainage plan for town roads.
4. Protect the roadside environmental quality through appropriate design of new roads and repair of existing roads; attention should be paid to the appropriate design and maintenance of drainage ditches.
5. Ensure that any new road foundation work will stand up to changing weather conditions and projected traffic volume.
6. Keep the width of the travel surface of roads, especially when paved, to a minimum to reduce storm water runoff, to reduce construction and maintenance costs, and to preserve the natural features of the environment.

Roads and Growth Objectives

To discourage undue expenditure by the Town for repair, improvement, or construction of roads. The Highway Department, Planning Board, Select Board, and Building Inspector should work together to restrict development in areas where roads are inadequate to support increased traffic:

1. Highway Department: Identify and list any town roads that are unable to support increased traffic because of their present condition. Draw up another list of roads that are able to support a minor traffic increase. Submit these lists to the Select Board and the Planning Board.
2. Planning Board: Evaluate growth in areas that are serviced by roads that are unable to support increased traffic, as well as in any other areas that they determine are unsuitable.
3. Planning Board: Carefully review new land development proposals to ensure they will not place an inordinate demand on town roads.
4. Planning Board: Disapprove development plans if significant improvements to an existing town road are necessary to service a new development, or approve such plans only if the applicant volunteers to bear the entire cost of such improvements.
5. Planning Board: Do not allow subdivision roads to become an additional burden and expense to the Town.
6. Select Board: Keep all Class VI roads as Class VI roads, so that the Town is not responsible for maintaining them. Any minimal maintenance (such as for access for forest fire equipment) should be done using the state "Emergency Lane" statute (RSA 231:59-a). The status of Class VI roads should be recorded in town and state records.

7. Select Board and Building Inspector: Adhere to a Class VI road building policy as adopted by the Select Board.

Road Use Objectives

To deter any misuse of the Town road system, including misuse that occurs through improper or excessive development of the land that adjoins it.

1. Enforce current driveway regulations that prohibit hazardous driveways and that require that drainage from driveways should not have an adverse affect on town roads.
2. Enter into a Memorandum of Understanding with NHDOT to cooperatively manage new applications for driveway access to the state-maintained highways in Town (Route 10, Route 31, and Brook Road).
3. Monitor gravel, logging, and other heavy vehicular traffic through Town to ensure that it does not damage the town roads. Enforce the state statue that provides that the owners of any vehicles that cause damage to town roads are liable to the Town for the cost of repairs (RSA 236:39 and 236:9 - 12).
4. Ensure that the use of road salt or other de-icing chemicals does not adversely affect drinking water, any other water or wetland resources, or roadside trees.
5. Monitor the volume of traffic through town to ensure there is no increase that causes a clogging effect or a deterioration of the town road system.

Recreation Objectives

To develop a long-range comprehensive recreation plan for the Town.

1. Appoint a Recreation Committee to study community recreation needs.
2. Evaluate various pieces of property in town that might increase recreational opportunities for the Town, and determine how to obtain appropriate properties or enhanced recreational opportunities at a reasonable cost.
3. Establish a Capital Reserve Fund to help pay for easements and rights-of-way for future public recreation areas.
4. Appropriate funds each year to cover the cost of any care and maintenance work that the town Highway Department might need to perform for recreational facilities, and include these funds in the regular Highway Department annual budget.
5. Expand the town's network of public recreational trails and enhance the trail system by adding trail markings.
6. Identify an alternate route for the 1.6 mile portion of the Sunapee-Ragged-Kearsarge Greenway Coalition (SRKGC) trail that currently passes through Goshen that would keep the trail off public roadways.
7. Make the beach area at Rand Pond a viable beach by building a footbridge over the wetland area that separates the access road and the beach and clearing the water of plant growth.

Goshen-Lempster Cooperative School (GLCS) Objectives

To provide for a healthy, safe, and educationally stimulating environment for the students, teachers and staff, and the community as a whole.

1. **Maintain Buildings and Grounds.** Maintain clean and well-kept buildings and grounds to promote a healthy environment and to present a positive visual appeal.
2. **Maintain Access.** Keep the GLCS roadway free of ruts to improve traffic flow and visual appeal.
3. **Promote Health and Safety.** GLCS has removed a playground in the rear of the building due to safety and repair concerns. The Parent Teacher Student Organization held a Fall Road (foot) Race to raise funds to procure additional playground equipment. There is hope that the race will be an annual event. Community members have donated woodchips and sand to help keep our current spaces safe and fun.
4. **Stay Current with New Technology.** Continue administration and staff efforts to increase instructional use, student applications, and technological understanding by using grants, district funds, and donations to equip our school with a computer lab, laptop carts, classroom computer stations, SMART Boards, digital cameras, iPads, and other relevant technology as it becomes available.
5. **Address Facility Needs.** In the fall of 2009 a number of local contractors and community members with a history of involvement with the school facility came together and advised the administration on previous efforts in maintaining the building and helped prioritize future facility maintenance. The most important need identified was maintenance of the current structure, especially the 1980's concrete section housing our middle school and gymnasium. A new energy efficient building addition to replace the current elementary wing and SAU office in the next five years would better accommodate the needs of our students and teachers, and also address the growing number of heating, venting, air conditioning, plumbing, and electrical issues arising from aging systems in the existing structure.

HISTORIC PRESERVATION AND EDUCATION

Goal Statement: To preserve and promote the appropriate use of existing historic properties and areas, such as the town center, historic houses, town cemeteries, and the Pierce Lead Mine; and to enable citizens to understand and appreciate the early history and development of Goshen.

Historic Property Preservation Objectives

To preserve existing historic properties and areas in Goshen.

1. Whenever possible, work with appropriate groups to acquire or help to preserve historic properties (including acquiring easements to property, if possible).
2. Encourage the establishment of an historic district or districts in town.

Preservation of Historical Materials and Education for History Appreciation Objectives

To increase the appreciation of Town history in the minds of the townspeople and interested public.

1. The Goshen Historical Society should continue to gather and archive significant historical documents and artifacts, as well as encourage new research into the history of the Town and its people.

2. The Goshen Historical Society should continue to create an online database of the Society's holdings.
3. In cooperation with other Town departments, the Goshen Historical Society should work towards the establishment of a secure and permanent site for the storage of significant items relating to the town's history and a readily accessible site for displaying items of particular visual interest.
4. The Goshen Historical Society should seek to expand its membership.

LAND USE PLANNING

Goal Statement: To continue to support existing as well as future land use planning practices that preserve steep slopes, important soils, and other natural and built features and to ensure that growth occurs in an orderly manner that will maintain the rural and scenic character of the community.

Development and Enforcement of Regulations Objectives

To develop and enforce Town ordinances, regulations, and codes to protect the best interests of Goshen residents and taxpayers.

1. Annually review Town's ordinances, regulations, and codes, and amend them as needed to ensure that: they protect the best interests of the community, while providing reasonable opportunity for land use; they support the idea that any growth and change must not unjustly affect the town residents and taxpayers; they reflect modern practices; and they foster implementation of the objectives of this Master Plan.
2. Enforce provisions of all ordinances, regulations, and codes, including those dealing with water pollution control, septic systems, building development, signs, subdivisions, and excavations in order to protect the health, safety, and general welfare of Goshen's citizens and visitors.
3. Consider employing an Enforcement Officer, perhaps in a joint arrangement with neighboring communities, to facilitate the enforcement of Goshen's ordinances, regulations, codes, and bylaws.

Subdivision Coordination Objectives

To closely monitor any proposed subdivisions and notify appropriate departments so that they may consider the possible impacts of these subdivisions.

1. Notify the Fire Chief of any major subdivision that could have an impact on fire protection requirements. Involving the fire chief early in the process of reviewing subdivision applications can help to minimize the impacts of new development on existing services and can help to identify opportunities to increase the safety of future residents.
2. Notify the School Board of any major subdivision that could have an impact on school building space, school programs, and quality of instruction.
3. Notify the Road Agent of any major subdivision that would involve the development of new roads or the significant modification of existing roads.

Regulations and Land Values Objectives

To use Town ordinances and regulations to protect and enhance land values in town.

1. Establish environmental setbacks on all waterways and bodies of water¹.
2. Adhere to the provisions of the Water Resources Protection Ordinance included in the Town's Zoning and Building Ordinances and other Town regulations to manage storm water runoff and prevent erosion and sedimentation.
3. Implement and enforce cooperative plans between loggers, town officials, and landowners to prevent erosion and sedimentation during logging operations, and ensure that the land is left neat and without brush piles that create a fire hazard.

Orderly Development Objectives

To prohibit scattered or premature subdivision or development of land. Planning Board Objectives:

1. Thoroughly research and evaluate each subdivision and development proposal to ensure that the town's prohibition of scattered or premature subdivision or development of land is observed.
2. Ensure that there will be no excessive² expenditure of public money to supply required services for any new development.
3. Discourage development in the underdeveloped portions of the community until road accesses and other town services are upgraded to accommodate a higher density without placing an increased tax burden on our current residents.
4. Enlist the technical assistance of existing planning agencies, when appropriate, to review development proposals. Applicants should be required to pay the associated costs.

NATURAL AND SCENIC RESOURCES PRESERVATION

Goal Statement: To preserve and foster Goshen's natural, scenic, and recreational resources, including surface waters, aquifers, wetlands, parks, agricultural land, open unfragmented land, and public access.

Natural Resources and Development Objectives

To apply existing Goshen and State of New Hampshire regulations that require that development projects and land use be based on the carrying capacity of our natural resources. Planning Board and Building Inspector Objectives:

1. Encourage a low density of development in areas of town where slope, soils, or other natural features make the land less suitable for development.

¹ State of New Hampshire Shoreland Water Quality Protection Act (SWQPA) applies only to lakes, ponds, and impoundments greater than 10 acres all 4th order and greater streams and rivers, and all designated rivers and river segments under RSA 483.

² Determination of "excessive" must be made on an application-by-application basis to evaluate anticipated Town costs for additional infrastructure (e.g., roads) and services (e.g., fire protection) versus anticipated tax new revenues.

2. Ensure that the topography of land chosen for any proposed development has natural drainage and suitable soils and slope for the intended development use.
3. Work with the New Hampshire Department of Environmental Services, the Health Department, and other agencies to carry out proper guidelines in the installation and maintenance of septic systems.

Natural Resource Impacts Objectives

To minimize the impact of development projects on our natural resources.

1. Save natural vegetation and trees whenever possible, both during and after all development projects.
2. Plan roads to fit the contour of the land, avoiding stretches of steep land and wet areas.
3. Keep the width of the travel surface of roads, especially when paved, to a minimum to reduce storm water runoff.
4. Require that all development, including grading, clearing, and construction of driveways, provide for the retention of native topsoil, stabilization of hillsides, prevention of erosion, and prevention of consequent sedimentation of streams and watercourses.
5. Require that storm water discharge from a site, after development, shall not exceed pre-development levels and that existing drainage patterns will not be altered in a manner that causes adverse impact on neighboring properties, town highways, or surface waters.
6. Require that plans for development on any type of slope include provisions to avoid erosion of the shallow soil that remains after trees and stumps are removed.

Natural Resource Protection Objectives

To protect Goshen's natural and critical resources, so that they will continue to contribute to our economic, aesthetic, and physical well-being. Conservation Commission objectives:

1. Periodically update the Natural Resources Inventory of Goshen's natural and critical resources and work for their protection.
2. Periodically review and carry out the steps that are necessary to establish the highest possible water quality at Gunnison Lake and Rand Pond.
3. Work with appropriate state and regional agencies to develop a water resources management and protection plan, or "local water plan," for Goshen.

VILLAGE AREA DEVELOPMENT

Goal Statement: Provide for a vibrant community by allowing a diversity of housing within the village area integrated with appropriate nonresidential development that includes eating establishments, offices, home-based businesses, and arts and crafts studios.

Objectives:

1. Assess the benefits and costs of developing a community water supply and sewer system in the village area.
2. Plan for sidewalks in the village area to accommodate an increase in pedestrian traffic as this area develops in the future.
3. Perform essential repairs and necessary maintenance of public buildings to ensure that the town sets an appropriate standard for private residences and businesses.
4. Work to create an attractive village center that will result in the amicable coexistence of residential and nonresidential development both of which comply with Town noise and other ordinances.
5. Improve the aesthetics in the municipal core area by planting trees, landscaping, or other practices.
6. Work with NHDOT to ensure that the character of the village area is preserved by implementing a “context-sensitive design” when any road improvements take place through the center of the Town.

SUSTAINABLE COMMUNITY

Goal Statement: Maintain a sustainable community through energy conservation, alternative energy efforts, recycling, and proper disposal of household and hazardous waste.

Objectives:

1. Implement recommendations in Peregrine Energy’s 2011 report³, which was based on its Energy Technical Assistance Program (ETAP) assessment of energy use in the municipal buildings.
2. Assess the potential for small-scale hydro and wind-power generation.

³ Peregrine Energy Group. 2011. Energy Efficiency Opportunities for Town facilities Goshen, New Hampshire. Preliminary Assessment.

LAND USE AND DEVELOPMENT

EXISTING LAND USE OVERVIEW

Goshen is a town characterized by many appealing natural land features, including flood plains, terraces, mountains, and upland hills. Much of the land is forested and crossed with streams. There are two large water bodies, Gunnison Lake and Rand Pond. There is abundant beauty. Beneath the earth's surface are minerals and a variety of soils. The most valuable of the below earth materials are sand and gravel. The most abundant of these deposits are located along the western side of the south branch of the Sugar River. This is in an area that is proximate to Mill Village Road (Route 10) and to the existing center of the village. The presence of a large aquifer in this area and its potential value for a municipal water source should be considered.

Since 1970, when the Zoning Ordinance was first adopted, Goshen has been divided into three zones. Although there have been numerous changes to other content in the Ordinance, the original three-zone structure has remained unaltered. The principal zone which encompasses the entire town is residential-agricultural. Another zone is a small, designated one that permits a limited variety of tourist related businesses to exist on Brook Road near Rand Pond. A third zone allows for light commercial activities to be conducted in a designated portion of the village. Provisions are included in the Ordinances for businesses that have certain characteristics to be located in any district in Town.

Goshen has not changed its zoning districts for more than 40 years. The original districts and the flexibility within the ordinances to address specific needs on a case-by-case basis through special exceptions have adequately accommodated the land use needs of Goshen landowners. Although the original Ordinance was designed to serve a predominantly rural, agricultural community, it has continued to provide a basic framework that has satisfied most citizens to the present day. Over the past four decades, much of the land that was once employed for agricultural use has been allowed to return to a natural vegetated state. This decline in farming has not, however, changed the nature of the community. It still remains rural, with the majority of its land undeveloped. A New Hampshire state statute allowing undeveloped land to be taxed at a "current use" rate, combined with decisions of local landholders to provide conservation easements, have worked to preserve Goshen's open space. The Goshen Conservation Commission administers a lease agreement on land surrounding Gunnison Lake, as well as maintaining Memorial Park, the 60 acre parcel gifted to the town by Hazel Gladue Johnson. This open space provides what is probably Goshen's greatest asset for positively shaping its future development. The possibility of plentiful healthy, outdoor recreation and ample opportunities to establish quiet, rural residences should continue to make Goshen a desirable community of choice for many years yet to come.

At the community visioning session, which preceded the more detailed preparation of this Master Plan, the principal expressed priority goal of participants (citizens and landowners in attendance) was to maintain a vision for Goshen's future strikingly similar to that which was expressed in prior Master Plans, namely: ***"Over the next ten years, Goshen should remain a small, rural residential community, with quiet, uncrowded living conditions, a healthy environment, and a vibrant small town atmosphere. Managed growth will result in buildings, roads, and public facilities that are well-maintained and scenic beauty that is undiminished."*** This is clearly not

a “*No Growth*” vision, but rather a “*Managed Growth*” vision. Such a vision is completely compatible with the guiding principle of RSA 674:2 that the Master Plan is to establish the most appropriate future development of the community in a manner that “...*achieves the principles of smart growth, sound planning, and wise resource protection*” (RSA 674:2).

Participants in this public forum also chose to make it a Master Plan goal to encourage an appealing village center. A later section of this report summarizes the participants’ desire to “*Provide for a vibrant community by allowing a diversity of housing within the village area integrated with appropriate nonresidential development that includes eating establishments, offices, home-based businesses, and arts and crafts studios.*”

An Existing Land Use Map is included in Appendix B. Mapping was completed by UVLSRPC using ArcView GIS and was based upon readily available data sources from the town, UVLSRPC and the GRANIT System.

The following section identifies significant accomplishments, changes in land use, and land use issues that have arisen in Goshen since completion of the 2002 Master Plan.

LAND USE REGULATION ENACTMENT

Since the adoption of the last Master Plan on January 3, 2002, the Planning Board has brought forward for voter consideration 47 proposed changes to the Zoning and Building Ordinances. The voters approved 40 of the 47 proposed changes. The bulk of these proposals addressed the overall goals and priority policies that were listed in the 2002 Master Plan.

The most significant of the amendments to the Zoning Ordinance that voters have adopted over the past ten years can be grouped into several broad categories, as follows.

Rural Character Preservation

- III.B.3. Requires that the overall density on a lot not exceed one dwelling unit per three acres. The effect of this change alters the density for dwelling units in multi-family buildings (e.g. apartments, condos, and connected town houses) so as to be the same as the density currently required for single-family residences.
- III.M. Reduces the visual impact of new building construction on scenic hillsides and ridgelines.
- III.O. Establishes a maximum density and minimum setbacks from property lines for campgrounds, as well as minimum maintenance standards for recreational vehicles.
- III.Q. Broadens the applicability of the building height restriction of 35 feet to also apply to structures other than buildings. Silos, barns, church towers, and any cell towers continue to be exempt. This amendment also empowers the Zoning Board to allow a higher structure by special exception.
- IV. Aligns language in the Zoning Ordinance with language in the Subdivision Regulations regarding the frontage and building setbacks for the commercial raising and slaughtering of animals.
- V.E. Regulates outdoor advertising (signage).

- VI.D. Clarifies that while the ordinance on “Non-Conforming Buildings, Land, or Uses” provides an exemption from the length of frontage requirement for such properties, it does not exempt them from the frontage requirement altogether.
- VII.A-H. Provides developers with an option for “Open Space Development,” which prevents fragmentation of open space while accommodating a condominium form of ownership. Paragraphs D, E, and F of this option specify that only land which could be developed may be used in meeting eligibility requirements under the Town’s Open Space Developments ordinance. This concept of “*developable land*” was suggested by the New Hampshire Office of Energy and Planning (OEP) as a desirable standard for Planning Boards to use when considering cluster developments, such as those made possible by Goshen’s Open Space Developments Ordinance. As a result of this amendment, Goshen’s Zoning Ordinance defines developable land area as that portion of the tract remaining after deducting wetlands, floodplains, and acreage with slopes 25% and greater.

Environmental Protection

- III.B.5,6. Specifies that all buildings, not just residential buildings, are covered by the Town’s steep slope protections.
- III.B.7. Requires a Zoning Board of Adjustment review process when activities are proposed that would alter terrain on lands having a slope of 25% or greater.
- III.H. Limits impact by controlling development in wetland areas.
- III.I. Prohibits water mining in this community.
- XIV. Several amendments were made to Section XIV of the Zoning Ordinance, the “Floodplain Development Ordinance,” in accordance with revisions required by the Federal Emergency Management Agency (FEMA) and the N.H. Bureau of Emergency Management.
- X.V. Protects ground water and public drinking water by requiring proper handling and storage of possible pollutants, and by restricting possible uses for areas within a wellhead protection zone or an aquifer.

Health and Safety

- III.L. Prevents reduction in visibility of the night sky by defining annoying lighting and adds provisions to regulate outdoor lighting.
- III.R. Adds a prohibition against making loud and unreasonable noises (a provision already contained in the State Criminal Code), which details certain specific types of noises which are restricted during certain hours, or in certain locations near residential dwellings. Any violation continuing after written notice subjects the violator to the penalties provided under State law. The amendment also contains a series of exclusions and exceptions.
- III.S. Adds the “Outdoor Wood-Fired Hydronic Heaters (OWHH) Ordinance.” This ordinance accommodates OWHHs, but also establishes requirements for new installations to protect the public’s health, safety and welfare.
- III.T. Adds the “Small Wind Energy Systems Ordinance,” to accommodate small wind energy systems in appropriate locations, while protecting the public’s health, safety and

welfare. A “Small Wind Energy System” is a wind energy conversion system to be used primarily for onsite consumption.

- XIII.4 Requires that if any new Personal Wireless Service Facility (e.g., cell tower) is constructed within the Town, then space must be reserved on this tower for emergency communications transmission equipment for Goshen Town Services, including dispatching services, unless waived by the Planning Board.
- XVI. More comprehensively clarifies the Building Ordinance by including references to the state building code and other relevant state laws in Goshen’s Building Ordinance.

Ordinance Clarification

- Adds several amendments that clarify Town regulatory responsibility: The Select Board has authority to set fees for building permits (XVI.3.b); the Planning Board has authority to act on requests for use of a portable rock crusher (III.K); the Zoning Board of Adjustment has authority to grant special exceptions for “non-conforming properties and uses (VI.6); and home business are defined in three categories which clarify responsibilities for the Zoning Board of Adjustment and the Building Inspector (V.A.2).
- IX.B. Clarifies uses that are allowed by Special Exception and specifies the standards that the ZBA must use in granting Special Exceptions.
- Adds several amendments that clarify terms in the Zoning Ordinance and Building Ordinance and bring the Town’s Zoning Ordinance and Subdivision Regulations into alignment with each other.

Ordinance Administration

- IX.A. Clarifies the deadline for administrative appeals to the Zoning Board of Adjustment.
- XI. Adds a “Penalty” section that clarifies that per RSA 676:17 state penalty provisions supersede any penalty provisions in local ordinances.
- XVI.3. Amends the Building Ordinance to require that sufficient details be included in a building permit’s application request.

In addition to proposing changes to the Zoning and Building Ordinances, the Planning Board has also adopted other special purpose regulations during the last decade. In each case, the Board held one or more public hearings to solicit citizen input. After having solicited and considered such public input, the Board adopted the following significant regulations:

Driveway Regulations, adopted June 2003

The purpose of these regulations is to maintain compliance with RSA 236:13 and to ensure that driveways in Goshen are designed, constructed, and maintained in a way that provides the maximum safety and protection to the traveling public and in a way that protects and maintains the serviceability of affected highways.

Excavation Regulations, adopted April 2004

Development of local earth excavation regulations was listed as a priority policy in the Town’s 2002 Master Plan. A major purpose of these local regulations is to uphold the intent and standards of RSA 155-E (which regulates commercial earth excavation) and maintain the availability of earth resources and construction materials, while protecting the interests of all those who reside in and

visit the Town of Goshen. The regulations are also designed to oversee the operation and reclamation of commercial earth excavations so as to minimize hazards, safeguard public health and welfare, to preserve the natural assets of soil, water, forests, and wildlife, and to maintain the aesthetic features of the environment and community. In addition, the regulations are intended to ease the administrative aspects of excavation regulation by clarifying the application process and the permitting procedures.

Subdivision Regulations, amended June 2005 and January 2006

Amendments were made to the Town's long-standing subdivision regulations to provide the following:

- To offer the option of an "Open Space Development" form of subdivision, in conformance with the Goshen Zoning Ordinance. (June 2005)
- To treat any application to further subdivide or re-subdivide any portion of land as a "major subdivision" if such application is made within 10 years following the approval of an earlier subdivision. (June 2005)
- To specify review procedures that the Planning Board shall follow for subdivisions that involve land designated as "Special Flood Hazard Areas" by the National Flood Insurance Program. (January 2006)

Site Plan Review Regulations, adopted June 2005.

At Town Meeting in March 2005, the Planning Board received the Town's authorization to adopt Site Plan Review Regulations (Article 29). Under authority of RSA 674:43, these regulations govern development or change or expansion of use of tracts for nonresidential uses or multi-family residences containing more than two dwelling units. The purpose of the regulations is multifold: to protect the public health, safety, and welfare; to promote balanced growth; to promote the timing of development to prevent uncoordinated development of land without the adequate provision of public services and facilities; to ensure sound site utilization; to avoid development which may result in negative impacts on the environment or property values; and to guide the character of development.

LAND USE REGULATION IMPLEMENTATION

This section provides some historical perspective and key examples that illustrate where Goshen has successfully implemented new types of regulations, has participated in the state regulatory review process for Land Use proposals impacting the town, has resolved conflicts through mitigation, and has received court validation of regulations and their implementation.

Site Plan Review Regulations – First Application

In 2005 the Town received an application from the Mountain Reach Development Group, LLC, to construct a 26 unit open space condominium development with associated on-site and off-site improvements. The property consisted of two recorded lots, tax map 412, lots 30 and 31 on Old Province Road, Goshen, NH, with a total of 29.6 acres. This property is land that has been locally known as the "Dorr Property." The property is located in the Goshen residential and agricultural zoning district. Because the application involved both an open space subdivision and multi-family units, both the Town's subdivision and site plan review regulations were applicable.

The project was conditionally approved September 26, 2006. The applicant subsequently requested two amendments to the approval. The first amended plan was approved January 8, 2008 and the second amended plan was approved August 26, 2008.

Due to the recession the project was not implemented beyond some initial clearing of trees. State statutes stipulate that approved subdivisions must be substantially completed within a specific time period or the approval expires. The N.H. Legislature enacted in 2009 Paragraph V of RSA 674:39, which says (among other things) that any site plan or subdivision approved between July 1, 2005 and July 1, 2009 shall be allowed 6 years after the date of approval to achieve substantial completion of the improvements as described in RSA 674:39, II.

The applicant requested an extension of time to achieve substantial completion on the project. The Planning Board determined that the 6 year deadline established under RSA 674:39 would be August 26, 2014 for the project. The board approved on September 27, 2011 the requested extensions and defined as part of its decision what portions of the project must be completed to achieve substantial completion by the deadline.

Personal Wireless Services Facility – First Application

Early in 2012, New Cingular Wireless PLS, LLC, d/b/a AT&T Mobility (“AT&T”), represented by its attorneys, Downs Rachlin Martin, PLLC (DRM) submitted an application to erect a personal wireless service facility (“PWSF”) at 143 Cross Road (Map 203, Lot 241). This application was made in conformity to requirements set out in Section XIII of the Town of Goshen Zoning Ordinance and Building Ordinance. Section XIII, Goshen’s PWSF Ordinance, was adopted by Goshen voters in March 2006. The AT&T application marked the first occasion when this ordinance was applied.

On March 27, 2012, the Planning Board and Zoning Board of Adjustment held a joint hearing on the AT&T proposal. At that time, the Planning Board reviewed the application and found that it was sufficiently complete to be suitable for further Board review. Meeting separately, the ZBA granted a variance to maximum height specifications in the PWSF Ordinance, which made possible the future permitting of a structure of 100 feet, as proposed by AT&T.

The Planning Board later conducted a site review, in accordance with Section 8.1 of the Town’s PWSF Ordinance. Subsequent AT&T submissions included a wetland study by A & D Klumb Environmental LLC, a NEPA Threshold Screening report, also by Klumb, and a driveway access and fencing proposal. All were reviewed by the Planning Board. A final public hearing was held on May 1, 2012, at which time the Planning Board provided AT&T with site approval and granted a PWSF permit.

AT&T representative Will Dodge, Downs Rachlin Martin, stated that the Town’s PWSF Ordinance that had been previously established by the Planning Board and the voters made for a very streamlined application process and that all forms needed were accessible from the towns website.

Lempster Wind Project and SEC Action

In 2007, the Goshen Planning Board and Select Board took an active role in reviewing and commenting on a proposal by Public Service of New Hampshire (PSNH) and the Lempster Wind project to change the existing utility poles and electric lines along Route 10 through the center of Goshen village. While taking no position in opposition to the wind farm itself, the members of the

Planning Board and Select Board unanimously agreed that the new poles would violate the height standard of the Zoning Ordinance. It was further agreed that installing more numerous, much larger poles with additional heavy wires would create an industrial look that would be out of keeping with the small town appearance of Goshen's village center. In pursuit of a better outcome the town gained legal status as an "intervenor" in the Lempster Wind proposal that was then being reviewed by the New Hampshire Site Evaluation Committee (SEC). The town's involvement was strictly limited to addressing the matter of the poles and wires. While the SEC ultimately ruled that the new poles and lines would have some aesthetic impacts on the Town, it did not find them sufficient to deny or modify the project.

The attorney for Lempster Wind suggested mitigation and the SEC recommended that the parties meet to seek a resolution. Therefore, a meeting was held in Goshen where town officials met with representatives of Lempster Wind, PSNH, other parties to the proposed project, as well as the legal counsel for the SEC. After additional legal negotiation, a settlement was achieved that avoided litigation. In exchange for concessions from PSNH and Lempster Wind, the town agreed to drop its opposition to the poles and wires. PSNH for its part agreed to limit the size and number of poles in Goshen village. Lempster Wind agreed to compensate the town for the legal expenses that Goshen had incurred as an intervenor. It also agreed to provide a cash mitigation fund that the town could use to improve aesthetics of the village area and thereby offset some of the visual impact of the new poles and wires.

Goshen Land Use Court Cases

By the very nature of the work they are asked to perform, land use boards are always subject to potential litigation from an applicant, abutter, or some other aggrieved party. Whether it is in applying the Zoning Ordinance or in applying other regulations, there will be times when a board's decision will not satisfy one or more parties, the appeal process is exhausted, and the Town is taken to court.

Over the past decade, Goshen's Planning Board and Zoning Board of Adjustment (ZBA) have been made the defendant in a series of challenges and legal actions initiated by subsidiaries of Carroll Concrete, Guildhall Sand & Gravel and Newport Sand & Gravel (NS&G). The town recognizes and respects that the appeals process is a legitimate part of our legal system designed to ensure reasonable and lawful decisions. The following information is provided for historical perspective related to Goshen land use and should not be misconstrued as a condemnation of any applicant for exercising their legal rights of appeal on important land use issues.

The Planning Board found itself the defendant in two legal actions brought by a Carroll Concrete subsidiary, Guildhall Sand & Gravel. Rather than solely challenging the Planning Board on the *application* of the Town's regulations to a particular situation, the company challenged the *lawfulness* of the regulations themselves. In both cases, the Planning Board's regulatory positions were successfully defended in court:

- In 2001, the Planning Board applied conditions to Guildhall's 2001 Goshen Excavation Permit for the Davis site. The intent of one of the most important of these conditions was to lessen the impact of what citizens described as overly intensive truck traffic in the village area. The permit's conditions quickly became the expressed basis for a law suit brought by Guildhall against the Planning Board. In 2002, Judge Jean Burling issued a Superior Court decision affirming the Planning Board's authority to establish operating hours, as well as its authority to

set a daily upper limit for number of trucks and an annual maximum for the number of cubic yards that could be extracted from the Davis site.

- In 2003-2004, the Planning Board held a number of public hearings aimed at developing local excavation regulations. When the Board was convinced that it had thoroughly heard sufficient testimony and gathered enough information to proceed, it adopted, in April 2004, Excavation Regulations for the Town of Goshen. The Board's decision was immediately challenged in a legal action brought by Guildhall Sand & Gravel. The company asserted that the State of New Hampshire already had a comprehensive regulatory structure (Chapter 155-E) in place, and that Goshen's Regulations were therefore invalid. In 2007, the New Hampshire Supreme Court ruled that Guildhall's argument for State preemption was invalid. According to the high court's ruling, the State statute, 155-E, only established minimal standards for issuing local excavation permits. A town was empowered to adopt local regulations that imposed stricter regulations. Goshen's Regulations were upheld, and a precedent was established permitting communities throughout New Hampshire to adopt excavation regulations that best served their own local needs.

On four separate occasions between 2000 and 2009, NS&G applied to the ZBA for a special exception that would enable it to excavate sand and gravel on the so-called "Anderson property," located near the village center, just west of Mill Village Road South. At the time of the first application, in August 2000, the property was owned by John and Kenneth Anderson, trustees of Birch Hill Realty Trust, Wolfboro Falls, N.H., and not by Carroll Concrete or any of its subsidiaries. By the time of the fourth application, in January 2009, Carroll Concrete had purchased the property from the Anderson family.

Each time that NS&G submitted a new application for a special exception on this property, the proposal was altered sufficiently enough for the ZBA to determine, as required by state statute, that it was materially different from the previous application and thus eligible for a full hearing process. Nevertheless, the ZBA – whose membership changed over time – consistently voted to deny the requested special exceptions.

Reasons for the denial have included that the project would negatively impact traffic and public safety, that it would have a negative impact on property values, and that it would negatively affect the community character in such a way that it would be offensive to the public. NS&G requested a rehearing on two occasions and these rehearsings were granted when requested; in both instances, the ZBA reaffirmed its decisions and denied the requests for a special exception.

The last three of NS&G's four applications resulted in legal action being taken by NS&G against the ZBA:

- On June 21, 2001, NS&G initiated a law suit against the ZBA to protest that board's decision to deny a special exception for the Anderson site. Superior Court Judge Philip P. Mangones issued a decision on February 24, 2003. Judge Mangones found that the ZBA had acted reasonably and lawfully in rejecting the special exception request. The Judge concluded that community character was an appropriate consideration for the ZBA in making their decision.
- On October 18, 2004, NS&G once again brought a law suit against the ZBA. This time the Company contended that the ZBA's process was flawed. Filed as a legal action before the ZBA had an opportunity to rule on a new special exception request, this action occurred at a

time when court resources were limited. This case languished for almost two years without a hearing. Finally, NS&G withdrew the case. The 2004 proceedings were never resolved.

- On November 18, 2009, NS&G once again brought a legal action in Sullivan County Court against the ZBA. NS&G contended that the ZBA was “biased” and that the legal grounds of its September 1, 2009 decision denying a special exception was unlawful and unreasonable. On May 31, 2011, Superior Court Justice Marguerite L. Wageling ruled that NS&G had not proven any part of its case. The Judge upheld the ZBA in its decision and reaffirmed that the matters of noise, truck traffic, property values and community character could all be found to provide lawful and reasonable grounds for denial of the special exception. NS&G appealed this decision to New Hampshire’s Supreme Court. The Supreme Court granted NS&G’s request to put the case "on hold" (with the Town assenting to that request) pending Town action on a newer application submitted to the Town.

NS&G’s 2012 application produced a different result. On Wednesday, April 18, 2012, a newly comprised ZBA found this new, fifth application to be materially different from the prior four proposals. At a subsequent hearing held on Wednesday, July 25, 2012, this ZBA decided that the new proposal would satisfy all the Ordinance’s criteria. The special exception was therefore granted on July 25, 2012. The ZBA’s decision on this matter was the subject of a citizen appeal, and a rehearing took place on September 2, 2012. At this rehearing, the ZBA reaffirmed its July 2012 decision granting the special exception. A Planning Board hearing held on October 11, 2012, provided the necessary permit to operate an excavation at the site.

On November 28, 2012, NS&G filed a notice of withdrawal of appeal from the New Hampshire Supreme Court of its pending legal action against the Town of Goshen. The Town of Goshen assented to this decision and notice of the withdrawal was formally ordered by the Supreme Court on December 4, 2012.

REVIEW OF 2002 MASTER PLAN LAND USE PRIORITIES

The 2002 Master Plan identified several specific recommendations (identified in bold-face type for each bulleted item below). The following tabulation provides a summary of what has been done to address each of those recommendations.

- **Adopt a Capital Improvements Program for the town. This would project how municipal needs could be satisfactorily met for the next 6 to 10 years.** Goshen still does not have a Capital Improvement Program (CIP). Although past Select Boards have made efforts at addressing this need, there is no CIP for the town. This should be a top priority for the Planning Board. Until such time as a CIP is adopted, the Select Board and the Budget Committee should annually reevaluate how to best use bonds and Capital Reserve Funds to achieve stable taxes and meet the need for capital expenditures.
- **Review and update Goshen ordinances, regulations, and codes on a regular basis to ensure that they foster the implementation of this Master Plan and that they protect the best interests of the community.** The Planning Board offered a total of 47 Zoning Ordinance amendments to voters during the decade 2002-2012; of these, 40 were approved by voters. Key amendments that were adopted during this time period are listed above. That so many amendments were adopted in this decade is to a considerable degree a reflection of the fact that

the Zoning Ordinance had remained little changed for many years following its enactment on May 10, 1970. Since 2002, a backlog of many potentially desirable changes was placed on the annual March ballots and most of these suggested changes were adopted by the voters. A farsighted and energetic Zoning Board received Planning Board approval to study and suggest changes to the Ordinance during 2002. The resulting suggestions were presented to the voters as 15 amendments in March 2003. All but one of these amendments passed with strong voter approval. The amendment that did not pass did nevertheless receive a strong majority vote (149 to 121); however, this proposal, which was for a Village Overlay excluding earth excavation in the village area, had been made the subject of a land-owners' protest petition. The 2/3 affirmative vote required as a result of this protest petition was not achieved.

The bulk of the Zoning Ordinance amendments that were adopted – as well as comprehensive Site Plan Review Regulations (2006), Driveway Regulations (2003), Excavation Regulations (2004), and Subdivision Regulation amendments (2005, 2006) – supported the overall goals and priority policies that were listed in the Town's 2002 Master Plan. In particular, they focused on preserving the Goshen's small town rural character, implementing good land use planning practices that ensured that growth would occur in an orderly fashion, preserving Goshen's natural and scenic resources, and protecting the health and welfare of the public.

Goshen's Planning Board must remain watchful for specific areas where Ordinance amendments may be required. The Office of Energy and Planning (OEP), the UVLSRPC, the Town's Select Board and (of course) Town property owners and residents are all potential sources for identifying problems or potential issues where Ordinance changes may be desirable. Whenever such areas are identified, it is the Planning Board's responsibility to give Goshen's voters an opportunity to make their opinions known.

The Planning Board has also worked with other Town Boards in furtherance of the goals of the 2002 Master Plan. It assisted the Select Board with development of a Class VI Road building policy, which that board adopted. It recommended that the Conservation Commission prepare a warrant article, which the voters passed, that provided property tax exemptions for home wind and solar energy installations. The Planning Board assisted the Building Inspector by devising a checklist and updating building permit forms. The Board has provided the Road Agent with an approved form for issuing driveway permits.

In recent years, the Planning Board has focused its efforts on making the minutes of its meetings, significant decision documents, as well as its regulations and application forms, available in electronic form on the town Web site. Paper copies are still available for people who choose them. The Board has adopted new forms or updated forms for subdivision, excavation, cell tower, and site plan applications, all of which are available online.

- **Develop specific ordinances to protect and preserve the visual and environmental quality of those portions of Goshen that are characterized by steep slopes, prominent knolls, ridgelines, and significant focal points.** Goshen's Zoning and Building Ordinances now contain such regulations.
 - ✓ "III.B.5. No building permits will be granted to build buildings on land designated on official town soils and elevation maps as having a slope of 25% or greater".

- ✓ “III.B.6. No building permits will be granted to build buildings on land designated on official town soils and elevation maps as having a slope of 15%-25% except by special exception granted by the Zoning Board of Adjustment following presentation of satisfactory evidence that septic, erosion, and access factors will be adequately addressed”.
 - ✓ “III.B.7. No alteration of terrain or excavation on land designated on official town soils and elevation maps as having a slope of 25% or greater shall occur without a special exception granted by the Zoning Board of Adjustment following presentation of satisfactory evidence that erosion and access factors will be adequately addressed...”
 - ✓ “III.M. Scenic Ridgeline and Hillside Overlay Provision. In the interests of maintaining its scenic character, the Town of Goshen has adopted a Scenic Ridgeline and Hillside Overlay Provision. All proposed new structures, or additions to existing structures, located in ridgeline or hillside areas which are visible, or which will when developed be visible, from the vantage point of any public waters or public highways located one-half (½) mile or more away, measured in a straight line, shall be sited so as to comply with the following requirements...”
- **Develop and adopt local earth excavation regulations, for new or expanded pits, that are more thorough than the provisions of RSA 155-E and that are suited to Goshen’s needs.** As described above, such regulations were developed and adopted in April 2004. The regulations were challenged and the New Hampshire Supreme Court found in Goshen’s favor (Guildhall Sand & Gravel, LLC v. Goshen, 2007, 155 N.H. 762, 929 A.2d 199). The regulations have been used successfully in review and approval of excavation applications in Goshen. The Planning Board fulfilled its responsibilities under 155-E and the Goshen Excavation Regulations by granting permits for commercial excavations to Gary Caron, as well as NS&G. After having for many years operated an active excavation, Mr. Caron was given a permit for reclamation purposes and successfully completed his reclamation in 2009. On October 11, 2012, the Planning Board approved a permit for NS&G to operate an excavation at the Anderson site.
 - **Strictly enforce all provisions of all ordinances, regulations, and codes.** The Town has defended challenges against the Town’s regulations, as described above. However, in instances where violations occur in the course of project implementation or daily affairs, enforcement is a weak area. It must be remembered that the Select Board, not the Planning Board or ZBA, has enforcement authority. Goshen has a building inspector, but not a code enforcement officer. While Goshen has well-established procedures for subdivisions, building permits, occupancy permits, protection of sensitive areas, etc., violations still occur. It is likely that some violations are the result of ignorance of the regulations, while others likely represent willful disregard for regulations. The Town should investigate the cost of a shared or contracted code enforcement officer to deal with a limited set of suspected violations that threaten health and safety or that detract from the Town’s character. One obvious issue that could be pursued without being overly intrusive with enforcement is in the area of non-permitted junk yards, since they could adversely affect health, safety, and the environment.
 - **Appoint a Recreation Committee to study community recreation needs.** The Town does not yet have such a committee. The Conservation Commission has done a good job of

managing such outdoor recreation areas as hiking trails, a picnic area, and the beach property at Rand Pond. The Olive G. Pettis Library has taken the lead in providing indoor entertainment and cultural events, including offering holiday parties for children and sponsoring programs from the New Hampshire Humanities Council and other presenters. The Fire Department has joined the library in its sponsorship of holiday parties, and the Historical Society has joined in the presentation of Humanities Council programs. While the recreation and enrichments programs that are offered to Goshen residents are impressive for a town of such small population, a Recreation Committee could provide a valuable service in assessing and coordinating community recreational events.

- **Establish an historic district or districts in town.** The Town does not have such a district. The 2002 Master Plan summarized Town history and provided a partial summary of historic sites. While Goshen will always have its history, the relative importance of the various geographic areas in Town has changed with time. Small towns often can't afford to preserve historic buildings just because they had significance to an earlier generation. Yet those structures and their history might be more likely to live on, if the structures retained a purpose and a meaning for the current and future generations. For example, Town ownership of the Grange Hall has preserved a historic building, but unless the Town converts that building to a useful purpose it will likely lose voter support when maintenance is required. One of the authors/editors recently visited the New Bedford Whaling Museum and read a quote by preservationist Sarah Delano on a display describing rescue of New Bedford's waterfront historic district: *"If you bulldoze your heritage, you become just anywhere"*. Goshen must pursue ways to preserve its history or risk becoming *"...just anywhere"*. Designation of a historic district would be a good start. Clearly the area around the Town Hall and public buildings is likely to remain the town center for years to come. As such, it would seem to be a logical area for the establishment of a Historic Village District.
- **Adopt good land use planning practices to ensure that growth takes place in an orderly manner and in a pattern that maintains the rural character of the town.** Over the past decade the town has adopted several key Zoning Ordinance provisions that address this issue, as well as adopting robust Site Plan Review Regulations. These regulations are described above. However, state regulations can have impacts on local communities and may require that local regulations be adapted. One fairly recent development on the state level relates to workforce housing. For many the term *"workforce housing"* conjures up the image of low-cost, cheaply made housing that would attract low-income families with hoards of kids who would overwhelm our school and increase the tax burden for all. Using statutory definitions for what constitutes *"affordable"*, the NH OEP tabulated that in 2009 the *"affordable"* purchase price for a home in Sullivan County would be \$194,000; the *"affordable"* monthly rent would be \$870. If a town provides its fair share of the regional need for workforce housing, that town need not make any adjustment to ordinances to make special accommodation for such housing development. Therefore, the Town's legal counsel has recommended the Planning Board take no regulatory action related to this legislation. It is likely that the statute will be further clarified by the Legislature or by the Courts. The main point here is that Town officials should help ensure that land use planning decisions are made based on facts and not misconceptions

- **Develop and implement an effective groundwater protection ordinance.** The town has taken several important steps to protect its groundwater supply. New ordinances include a Water Resources Protection Ordinance and a prohibition against water mining; new Goshen Excavation Regulations also contain provisions to protect aquifers; and new Site Plan Review Regulations have provisions related to storm water management. Yet good ordinances need enforcement to be effective. In rural areas the risk to water contamination typically does not arise from a major point source, since large commercial operations are a rarity. The source of contamination is often from the homeowner who doesn't properly store or dispose of contaminants. Continued education and hazardous waste collection days will help, but so would enforcement in situations where a cursory visual inspection of a site or water sampling conducted by the Conservation Commission would indicate that contamination of water resources could be occurring or imminent. The Town should implement targeted code enforcement starting with areas that relate to health and safety or that could significantly impact the stated Vision for the Town.
- **Ensure that new developments are not scattered and premature, which would necessitate an excessive expenditure of public money to supply required services.** Goshen's new Site Plan Review Regulations are an important tool in addressing this issue. With the Mountain Reach development the Planning Board did require that the developer first commit to improving the public road (to support anticipated increased traffic arising from the proposed development) before initiating the on-site development. Yet, while this was a specific example of successful application of leverage made possible by probable denial based on "scattered and premature" criteria, some broader contradictions may exist related to this issue. On the one hand, residents want to maintain the rural character of the town, yet on the other hand they don't want scattered development. The image of rural character tends toward single-family homes on large parcels, yet historically most small New England towns also had areas of denser mixed development (i.e., businesses and residential housing) in their village centers. Yet Town regulations that require a minimum 3 acres per dwelling unit, even for a garage with an apartment or multi-unit buildings, do not promote consolidation of housing. The Town might do well to evaluate zoning districts or other ideas that focus development where existing infrastructure can support it. Such concepts might require some trade-offs on minimum lot size.

On the other hand, some development in Goshen may not be scattered (e.g., dense development around Rand Pond), but may be approaching a situation where lack of municipal water and sewer systems could become a limiting factor. Thus it is possible to envision situations where any additional development in an already heavily developed area would be premature because the water and sewer infrastructure to support it does not exist. The town should be cautious not to allow expansion of existing use (e.g., more bedrooms), especially on small lots, without professional evaluation that water and septic services will support it.

- **Work with the Conservation Commission and other groups to acquire open space land through gift or purchase.** In 2007, the Conservation Commission made a donation to the Society for the Protection of New Hampshire Forests (SPNHF) which helped to secure a conservation easement for 1,095 acres on the eastern slope of Mt. Sunapee (known as the Pillsbury-Sunapee Ridge Forest Easement Project). Of the 1,095 acres, 845 are located in Newbury and 250 acres are located in Goshen. The Conservation Commission is eager to work

with Goshen property owners who are considering placing conservation easements on their properties. The Commission can provide useful information and may be able to provide legal assistance for these people.

- **Bring town roads up to town standards as soon as funds allow for this to be accomplished.** Road standards should be appropriate for existing and anticipated traffic loads. There should be a review of existing town road standards (in Subdivision Regulations) to ensure that they are appropriate for current and future anticipated traffic. Once that review is completed, an incremental plan with budgets should be developed for distinct road sections that can then be presented to the voters. If a development were proposed that would cause traffic to exceed the capacity of the road to handle it, that development could already be deemed premature under Goshen's regulations. Thus there is no need to codify unrealistic road standards simply to provide an impediment to development.

FUTURE LAND USE

A Future Land Use Map is included in Appendix B. Mapping was completed by UVLSRPC using ArcView GIS and was based upon readily available data sources from the town, UVLSRPC and the GRANIT System.

Residential/Agricultural District

There may be reasons to consider sub-categories within the existing Residential/Agricultural District. As part of this Master Plan Workshop there was mention of a Village District that would promote mixed commercial and residential use, most likely on smaller lot sizes. Such a district would make services more accessible for people living in the local area.

Depending on what might occur in the future on the state level with workforce housing legislation, there may develop a need to distinguish between a Rural Residential District with less dense housing opportunities and a General Residential District that provides for denser housing or multi-family structures. A General Residential District might be located to promote development along existing road corridors and close to facilities (e.g. school), whereas the Rural Residential category would encompass the majority of land in Town and maintain, as much as possible, the current look and character of a small New Hampshire town.

Light Commercial District

A petitioned zoning ordinance amendment was placed on the March 2012 ballot that, if passed, would have substantially increased the size of the Light Commercial District. This petitioned proposal was submitted in full accordance with state regulations and demonstrates how members of the public can initiate changes to the local regulations. The stated purpose of the amendment was:

‘To see if the Town will vote to amend the Goshen Zoning Ordinance, as proposed in Zoning Amendment No 1, by expanding the size of the Light Commercial District, by allowing "earth removal activities" (as newly defined) as a permitted use in the Light Commercial District, and by making such activities in that district, and on public highways, exempt from those portions of the Ordinance regulating noise, undue hazards and offensive business. Earth Removal is currently allowed only by special exception granted by the zoning board of adjustment. Such

activities would no longer require a special exception in the Light Commercial District, but would continue to be subject to a permit from the Planning Board under RSA 155-E.'

After holding a public hearing on the petitioned zoning ordinance amendment, as required by state statute, the Planning Board voted (3 to 2) to not recommend the proposal on the ballot. A statement of the board's decision was printed on the ballot, as required by state statute.

Subsequent to the hearing, a protest petition was filed in full accordance with State regulations. The impact of the protest petition was that a 2/3rds affirmative vote would be required to pass the proposal. While a strong affirmative vote was achieved (197 Yes vs. 120 No), the required 2/3rds affirmative vote for passage was not achieved.

Following an appeal by the originator of the petitioned ordinance, the Select Board sought legal advice and ultimately ruled on May 14, 2012, that the protest petition was valid and that the petitioned ordinance amendment thus did not garner sufficient votes to pass.

This petitioned zoning ordinance amendment did not arise due to demands for commercial development in the area that were specifically prohibited under the existing ordinances. Since earth material excavation is allowed in any Goshen district by special exception, the significant expansion of the Light Commercial District was not necessary in itself to allow excavation to occur. The petitioned ordinance changes were constructed to ensure the ZBA would be by-passed by eliminating the special exception requirement for earth material excavation, but only within the newly expanded Light Commercial District.

In the future the Town should be cautious regarding expansion of the Light Commercial District without thoughtful consideration of the potential impacts on the town's tax base and character of such a change in land classification. In this instance, although the Town failed to approve a sweeping change in the zoning ordinance to allow excavation in an expanded Light Commercial Zone, the ZBA, in July 2012, did grant a special exception allowing excavation to take place for a specific site within the original Light Commercial zone in response to a new application from NS&G

Presently town ordinances provide options for "Home Occupations" and "Simple Home Businesses" to accommodate businesses operating out of one's home (i.e., even within the Residential/Agricultural district). The ordinances also include a special exception approach that would allow the ZBA to consider permitting "Home-Based Commercial Use", which is a home business that does not meet the criteria of a "Home Occupation" or a "Simple Home Businesses". This approach would be less likely to result in commercial "sprawl" or what is referred to as "strip mall" development in more urban areas. Such development often results in conflicts between residential and commercial land uses and may well diminish the attractiveness for future development, commercial or residential. A consolidated Light Commercial District with regulations to accommodate low impact businesses within the Residential/Agricultural District is the best approach to maintaining the character of the town. Goshen taxpayers should not lose sight of the fact that the town's current tax base is solidly built on revenues derived from residential use. To keep those revenues secure, the town must remain an attractive and desirable place for people to live and to build recreational or full-time residences.

Tourist District

The existing district is well-defined and no reason for expansion is anticipated.

Recreation Overlay District

Goshen's current regulations do not recognize the existence of the Mt Sunapee Resort ski area in town. It would be possible to create a recreational overlay district for Mt Sunapee that would simply identify the unique types of development associated with the already existing ski area and not be designed to promote any future ski-associated housing development; it could even specifically exclude residential housing development. Creating such a district would not alter ordinances to promote a certain type of activity, but rather would alter ordinances to recognize existing land uses associated with a long-established enterprise.

Mt Sunapee Resort is presently developing a summer recreational program that will increase year-round use of the area. Thus any new district should consider the type of development that would accompany both summer and winter activities.

This new overlay district would simplify future development within the existing ski area by pre-defining permitted uses. This overlay district should be developed with input from the Mount Sunapee Resort management and after examination of a similar district that exists in Newbury.

Sugar River Corridor Overlay District

Many people recognize the beauty of the Sugar River in Town, but not everyone understands the need for in-stream and riparian habitat protection. Hurricane Irene caused a lot of local damage and devastated many areas of Vermont, but well-intentioned post-Irene in-stream work in that state resulted in major degradation of aquatic habitat. Straightening channels, lining them with rocks, removing streamside trees and other vegetation may be good for moving water and debris downstream, but such activities are not good for aquatic habitat. Stripping away streamside vegetation removes cover and shading, thus resulting in an increase in water temperature and greater risk of stream bank erosion. Loss of in-stream leaf litter and woody debris will result in fewer aquatic insects, which translates to fewer fish and fewer wildlife that prey on fish.

While there may exist a need to protect property by stabilizing stream banks (e.g., behind Goshen's Fire Station), it should be undertaken with proper permits and techniques to protect the stream habitat. Also, people must recognize that stream banks are not golf courses and mowing to the edge only increases the likelihood of erosion. It's pointless to fix stream erosion one place only to have it move downstream to the next section of bank that has been stripped of vegetation.

This overlay is most needed within the Village area where human impacts are probably greatest, but the concepts of riparian habitat protection apply to every natural water body in Town. If a broader shoreland protection overlay district was developed and adopted, this specific overlay district would not be needed.

Shoreland Protection Overlay District

This overlay district would simply extend some or all of the state's shoreland protection to more water bodies in Goshen. The specific water bodies and specific protections would be defined with expert guidance, if the district were created.

Drinking Water Protection Overlay District

This district would incorporate in local ordinances certain protections for any DES identified potential municipal water sources or for any other DES identified aquifers, as desired by the community. Specific measures to protect these resources would be developed with appropriate expert guidance.

COMMUNITY VISIONING WORKSHOP

The Planning Board hosted a Community Visioning Workshop September 27, 2008 at the Goshen-Lempster Cooperative School. The Community Visioning Workshop was the first step in gathering public input for the Master Plan update. Goshen residents identified and prioritized issues in land use and development, public roads and transportation, conservation (including natural resources, open space, and historic resources), economic development, community facilities and town services, and population and housing. In addition, residents shared their broad vision for what they would like Goshen to be in fifteen years and beyond. A senior level Upper Valley Lake Sunapee Regional Planning Commission planner, Peter Dzewaltowski, organized and facilitated the workshop with assistance from Planning Board members and other volunteers.

The key issues identified in the Community Goals workshop became the foundation for the subsequent Community Attitude Survey⁴. Goals for the Workshop were:

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

The full report of the Workshop results is available on the Town web site at www.goshennh.org.

CENTERS OF COMMUNITY ACTIVITY

Workshop participants identified a number of places where cultural and recreational activities take place in Goshen. These important centers of community activity included “single-point” resources, such as the Library, and “linear” resources, such as the trail around Gunnison Lake. Most of the single-point resources are located in the town center. These include the following:

- Town Hall
- Olive G. Pettis Library
- Grange Hall
- Fire Station
- Stores
- Post Office

Other single-point resources are located at various places outside the town center. These include:

- Transfer Station and Highway Garage
- Goshen-Lempster Cooperative School (located in Lempster)

⁴ The mail survey was conducted in the spring of 2009 and provided the second opportunity for public input in the process of updating the Master Plan. The results from the survey have been incorporated throughout the chapters of the Master Plan.

- Gunnison Lake
- Rand Pond

The principal linear resources identified were the Sugar River corridor and the Ruth LeClair Memorial Trail around Gunnison Lake. Participants also noted that while the town lacks a developed network of official trails with signage, there is a possibility for developing a multipurpose, non-motorized trail network that uses existing trails on private land and Class VI roads. These existing and potential resources can offer opportunities for community activity and can be important nodes for expanding similar activities or complementary development if properly managed by the town.

TRANSPORTATION

Due to the expressed desire of Goshen's workshop participants is to remain a community of single-family homes, it is important that such homes be well served by their town-wide road system. Many Class VI roads in Goshen are currently used as trails and could be officially developed into an extensive system of trails. Class VI roads were also identified for the possible designation as fire lanes or scenic trails. Participants at the workshop suggested that certain Class V roads may be appropriate for Scenic Road designation; Center Road and Lempster Coach Road were offered as examples. It was noted that the town does not have a management system in place to care for roads and bridges and it was recommended that the town explore creating an organized management system for public road infrastructure that would facilitate long-term, scheduled care, as well as identify short-term maintenance needs. Public transportation does not exist within the town. Residents would like to see more transportation options, such as some form of transit service between Goshen and neighboring Sullivan County destinations (e.g., Valley Regional Hospital, Washington Street shopping area in Claremont).

COMMUNITY INFRASTRUCTURE & UTILITIES

Workshop participants that improvements to existing infrastructure are needed regardless of Goshen's existing and projected slow growth rate. The most obvious pressing needs are for improved and expanded town office space, as well as storage space for town records. Participants noted that there has been an increased demand for expansion of certain services, such as recycling hours, senior facilities, and daycare. Some of these services need not be publically funded, but there are ways a town could promote private enterprise in these areas. Ways of meeting these needs will have to be determined, and future decisions will be required about the use and rehabilitation of existing buildings.

NATURAL RESOURCES

Goshen is fortunate in having a large portion of its land in conservation easement. However, residents identified several areas for future conservation. These include key areas where additional easements might link together currently protected land tracts. Closing these gaps was identified as a conservation priority. The preservation and provision of wildlife corridors was identified as another conservation priority. Residents identified landowner education and public access for recreation as important goals. "*Keep Goshen Beautiful*" signs were one idea offered by a participant.

RURAL COMMUNITY CHARACTER

Goshen has a significant history and culture, with an economy historically based in agriculture and small mill enterprises. An overwhelming priority for workshop participants was that Goshen maintain this rural character and preserve the potential for pastoral land uses and rural lifestyle. Preserving the rural community character of Goshen will require a concerted effort to guide future development in a manner that preserves features such as open lands, agricultural practices, and undeveloped ridgelines throughout the community. The town's land use regulations currently encourage larger, undeveloped tracts of land to remain open space by providing incentives for developers to cluster housing on smaller concentrated lots and utilize the remaining undeveloped land as protected open space. Future commercial and residential development should occur in a manner that respects and enhances rural character.

SMART GROWTH

The town has adopted specific land use measures to ensure that development will occur in manner respectful of the traditional rural character of the town. These measures include an open space development ordinance, and ordinances for protection of steep slopes, scenic ridgelines, and hillsides. Site plan review regulations provide another recently adopted means to oversee future commercial and multi-family housing developments. Historically, Goshen has evolved in a pattern of low density residential development which is scattered throughout town along the existing road system. This development pattern has served the community well. However, it is unclear if a future continuation of this growth pattern is desirable or will detract from the rural character of the community. Furthermore, the town will need to consider whether its regulatory framework will continue to facilitate the development patterns and traits that the community values.

ECONOMIC DEVELOPMENT

Workshop participants felt that future business development should be concentrated in the downtown village area. However they would like new businesses and services to blend in and reinforce the existing core Goshen village character. Concentrated development is difficult at present, without a developed infrastructure including water and sewer utilities, as well as data infrastructure like high-speed internet service. Goshen Village is the town's only practical option to accommodate future village-style development within the existing settlement pattern. One idea for future village development is to focus diverse housing options (apartments, condos, etc.) in the village area. This will help meet the needs of an aging and diverse population by placing a higher density of housing close to needed services. Providing for a balance of housing types was cited as a way to support the character and fiscal health of the community because it could offer more affordable housing options for a younger, working-age population.

LONG-TERM LAND USE

Workshop participants gave high priority to the need for planned development, including planning for future housing and commercial enterprises. Compared to other towns, development pressure within Goshen has been minimal from a regional standpoint over the past decade. Long-term regional employment growth in the Upper Valley and emerging growth in the Precision Valley (Claremont & Newport) should, however, make Goshen increasingly attractive for new housing

development. Balancing any such growth against the protection of important natural resources will be an important consideration for future land use goals and decisions.

Goshen does not strictly regulate development of historic properties or agricultural lands and would do well to consider how best to preserve the character of the community through proactive regulations and conservation practices.

COMMUNITY ATTITUDE SURVEY

The Planning Board members, with assistance from an UVLSRPC Planner, Michael McCrory, used information from the Goshen Community Visioning Workshop and from other attitude surveys to develop a questionnaire for use in updating the Master Plan.

In the spring of 2009 658 questionnaires that consisted of 22 questions were mailed to households based on addresses obtained from the Town's tax records. The board attempted to avoid mailing duplicate questionnaires to the same household. Yet if people with different last names lived at the same address and there was no knowledge that they were part of the same household, each was mailed a questionnaire. UVLSRPC Planners agreed this method should provide reasonable input from the Goshen public. While this approach probably missed some people who do not own property in Goshen (e.g., renters, although someone could reside in a rental unit and still own property in Goshen), this was seen as the most practical approach available for implementing the survey with the available resources. The board expected that this approach would obtain responses from a representative sample of the population.

Of the 658 surveys mailed, 122 surveys were completed and returned. As an incentive for participation, one survey participant was selected at random from all completed and returned surveys to receive \$50 worth of Goshen Transfer Station punch cards. The UVLSRPC staff assisting with this project and selected the winner, an individual who wished to remain anonymous.

Of those who responded to the survey, 51% had lived or owned property in Goshen for more than 20 years, 78% were property owners⁵, 64% were year-round residents, and 52% were registered voters. Those aged 51-70 comprised 53% of the respondents, while 25% were over 70 years of age.

When asked how Goshen might accommodate more affordable housing, 54% recommended the town permit one accessory apartment within a residence or garage, 30% suggested that conversion of larger houses into multi-residence buildings be permitted.

When asked about the pattern of commercial development they would like to see in town there was a near equal split between those who would like to see it restricted to the current Light Commercial District (38%) and those who would like to see an expanded Light Commercial District to include all of Route 10 (40%).

Participants were asked to rate a number of questions related to Goshen housing using categories of "Strongly Agree", "Agree", "Neutral", "Disagree" or "Strongly Disagree". The "Neutral" 49% response to the statement "*The Town is managing housing development well*" may indicate a lack of knowledge about how housing development is managed in town. Over 80% "Agreed" or "Strongly Agreed" that some land should be protected from housing development. Results were mixed in response to the statement "*Encouraging housing growth will stimulate the economy*", with 43% responding "Agree" or "Strongly Agree" and 33% responding "Disagree" or "Strongly

⁵ Although Town tax records were used to obtain mailing addresses, a household member may have completed the questionnaire who did not actually own property in Goshen (e.g., a non property owning household member living with a Goshen property owner).

Disagree”. While 51% did not think housing development was excessive, 47% had a neutral response. Eighty-three percent “Agreed” or “Strongly Agreed” that *“The impact on Town services and tax base should be considered when evaluating regulations related to housing”*.

A similar rating system, as described above for housing, was used for questions related to industry in Goshen. Eighty percent “Agreed” or “Strongly Agreed” with the statement that *“The Town should encourage environmentally sensitive, low-impact business and industry development”*. Eighty-three percent “Agreed” or “Strongly Agreed” that *“The Town should identify areas in which to locate business and industrial development”*. Eighty-five percent “Agreed” or “Strongly Agreed” that *“The Town should discourage high impact business or industry that has a negative impact on the environment”*. When specifically asked about one particular type of industry, earth material excavation, 65% “Agreed” or “Strongly Agreed” that *“The Town should limit the areas where sand and gravel excavation is allowed”*.

Survey results tabulated by question are included as Appendix A. It should be remembered throughout, that such results as obtained from the Community Attitude Survey and, in fact, the Master Plan itself, provide non-binding guidance to the Planning Board in performance of its duties. Planning Board and citizen initiated proposals to change town ordinance must, by state regulation, incorporate a public hearing process to ensure additional opportunities for citizen participation.

POPULATION AND HOUSING

Pertinent population data (local and regional) were collected and analyzed to understand the amount and type of growth that has occurred historically in the Town of Goshen and, using Office of Energy and Planning population projections, what the town can expect over the next 5 to 10 years

Available pertinent housing data were collected and analyzed to determine the current and potential trends in the local and regional housing market. It is necessary to understand the nature of the current housing stock and current housing demand as well as the demand for future housing in terms of the quantity that can be expected to be provided and where it can be accommodated.

INTRODUCTION

An understanding of Goshen's population characteristics and trends provides the basis for short-term and long-term community planning. Total population, rate of growth, long-term population projections and the characteristics of Goshen's various population groups can have an important influence on housing, land use, community services and facilities. Population characteristics change due to several independent factors: births, deaths, and migration both into and out of the community.

Forecasting demands on community facilities and services and potential future growth patterns is more of an art than science. Using these demographic data in community planning will help Goshen anticipate and prepare for events indicated by trends in the data. The interdependence of population and housing will be of vital importance in Goshen.

POPULATION TRENDS

Goshen's rural history has kept the town's population relatively low when compared to other nearby communities. Figure 1, below, indicates a previous historic high of 779 individuals in 1840. The subsequent decline in population has been attributed to the industrial revolution and emigration to cities and developed areas. The trend since the mid 20th century has been steady growth to present. Based on final 2010 census numbers, Goshen's population of 810 is a new historic high (Figure 1).

Figure 1. Goshen Decennial Population (Source: US Census, NH OEP).

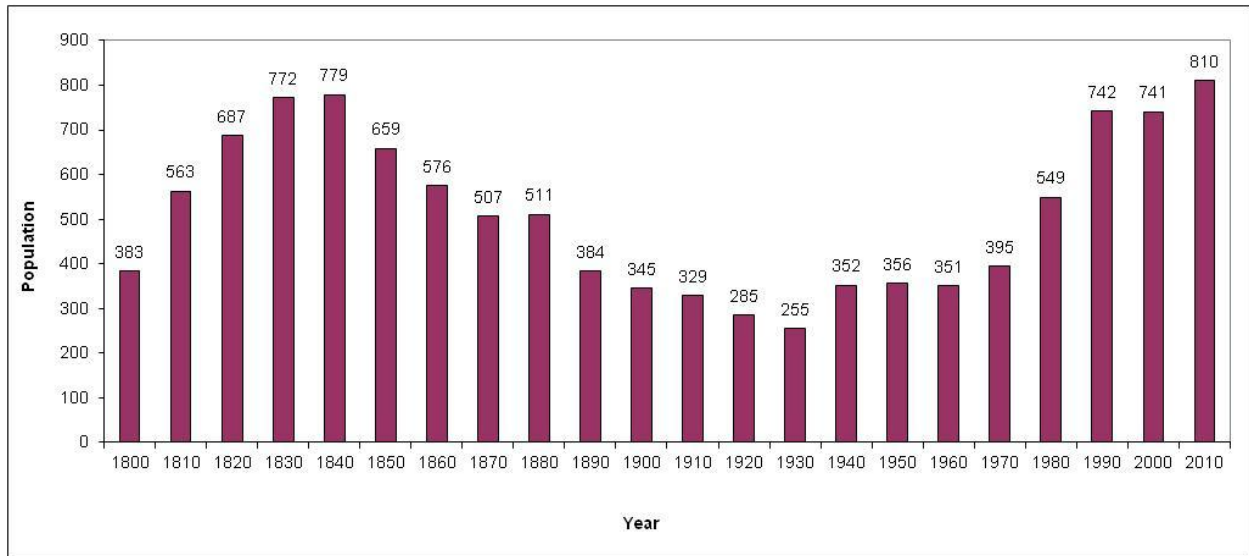


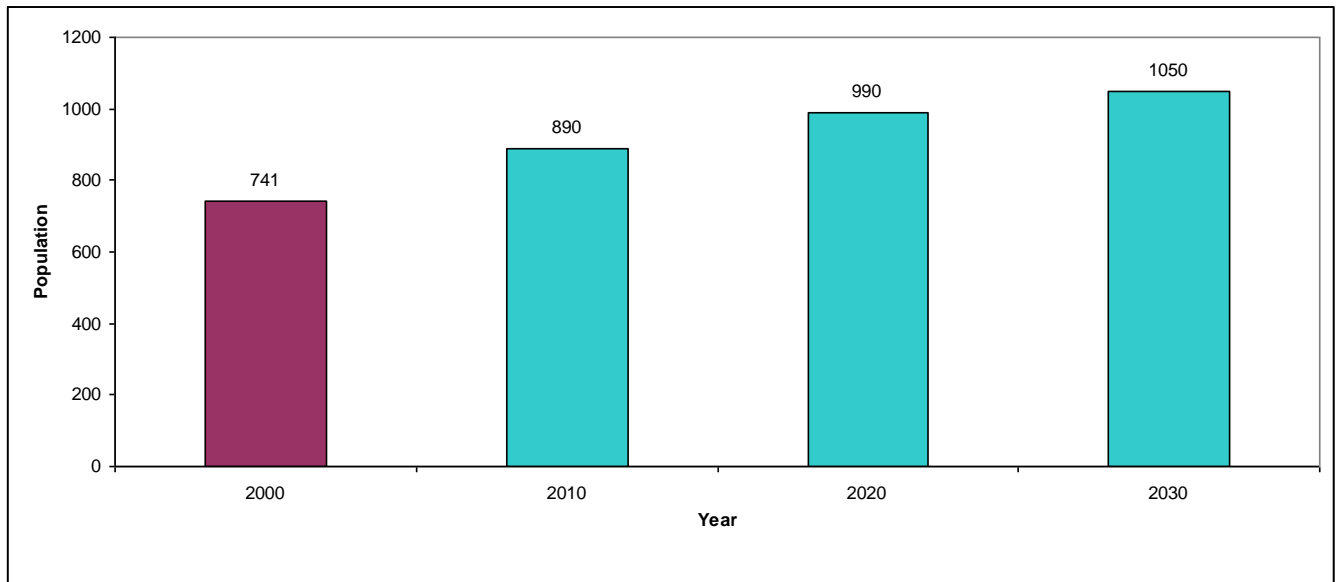
Table 2 illustrates the rates of population change in Goshen, Sullivan County, and New Hampshire. Goshen is predominantly a residential community with relatively limited commercial and industrial properties. This information, combined with the projected growth to 2030 (Figure 2), indicates that community planning should anticipate steady growth independent from local commercial or industrial growth. While the trend was in the correct direction, it should be noted that the 2010 OEP projected population was about 10% greater than the 2010 Census result of 810 individuals.

Table 2. Comparison of population change, 1980-1990, 1990-2000, 2000-2010

Geographic area	1980-1990	1990-2000	2000-2010
Goshen	35.1%	-0.1%	9.3%
Sullivan Co.	7.0%	4.8%	8.1%
New Hampshire	20.5%	11.4%	6.6%

Source: US Census, NH OEP.

Figure 2. Population forecast for Goshen, 2000-2030.



Source: *Municipal Population Projections 2010 to 2030*, NH OEP, January 2007

Upon receipt of the 2010 Census information the Goshen Planning Board conducted an analysis of the changing demographics in the town. Particular focus was directed toward whether the observed trends in the 2002 Master Plan persist. The analysis examined:

- The average age of the population;
- Validity of long-term population forecasts;
- Trends for age cohorts in Goshen that tend to require more community services (e.g. the young and very old in need of personal care).

The US Census age group categories have changed slightly over time. Using the data from Table 3, a direct comparison can be made between the census years 1990, 2000, and 2010 for three age groupings: 5 and under, 6 through 59, and 60 or over. Table 4 shows a distinct shift in the age of the Goshen population between 1990 and 2010. The number of children of 5 years and younger decreased nearly 31%, while the number of people of 60 years or older increased 53%. The U.S. Census reported that the median age of the Goshen population was 40.3 years in 2000 and 47.0 years in 2010. Yet the Table 4 aggregations are too broad to be very useful for understanding population trends. Using the age groups presented in the 2002 Master Plan for the 2000 Census data, the addition of the 2010 Census Data provides more useful results (Table 5).

One striking result from the comparisons in Table 5 is that the age 45 and older component of Goshen's population increased from 40.5% in 2000 to 53.5% in 2010 with the greatest change (9%) occurring in the age 45 to 59 years group. There is probably linkage between the two groups showing the greatest population decline: those in the 6-19 age group (-6.7%) and the 35-44 age group (-5.8%). The age 35-44 group represents established families, more likely to include multiple children or older children. Thus it is not surprising that declines in the 6-19 age group would coincide with the declines in 35-44 age group.

Table 3. Number of residents by age group, 1990, 2000, and 2010.

Age Group	1990	Age Group	2000	Age Group	2010
5 years and under	62	5 years and under	38	5 years and under	42
6 to 17 years	141	6 to 19 years	163	5 to 19 years	120
18 to 29 years	85	20 to 34 years	100	20 to 34 years	110
30 to 59 years	324	35 to 44 years	137	35 to 44 years	104
60 to 69 years	79	45 to 59 years	147	45 to 59 years	235
70 years and over	51	60 to 74 years	107	60 to 74 years	133
		75 years and over	43	75 years and over	66
Total	742		735		810

Source: US Census Data.

Table 4. Number of Goshen residents aggregated by age group, 1990, 2000, 2010.

Age Group	1990	2000	2010
5 years and under	62	38	42
6 through 59	550	547	569
60 years and over	130	150	199
Total	742	735	810

Source: US Census Data.

Table 5. Number and percent of Goshen residents by age group, 2000 and 2010.

Age Group	2000		2010	
	Number	Percent	Number	Percent
5 years and under	38	5.2%	37	4.6%
6 to 19 years	163	22.2%	125	15.4%
20 to 34 years	100	13.6%	110	13.6%
35 to 44 years	137	18.6%	104	12.8%
45 to 59 years	147	20.0%	235	29.0%
60 to 74 years	107	14.6%	133	16.4%
75 years and over	43	5.9%	66	8.1%
Total	735	100	810	100

Source: US Census Data.

The increase in average age by nearly 7 years in the past decade (40.3 years 2000 vs. 47.0 years 2010) probably indicates that as Goshen residents age, the younger age groups are not being “replenished”. It appears that the established families that would include age 6-19 children are leaving town or not settling in Goshen. Loss of these age groups drives the average age higher.

The 2010 census population data for our neighboring town, Lempster, exhibits a similar pattern with the age 45-59 age group being the largest percentage wise. In both towns more than half the population is age 45 and older (Table 6). Statewide about 24.4% are aged 45-59 years; 44.1% are aged 45 or older (US Census data).

Table 6. Number and percent of Lempster and Goshen residents by age group, 2010.

Age of Population	Lempster		Goshen	
	Number	Percent	Number	Percent
5 years and under	57	4.9%	37	4.6%
6 to 19 years	192	16.6%	125	15.4%
20 to 34 years	166	14.4%	110	13.6%
35 to 44 years	143	12.4%	104	12.8%
45 to 59 years	359	31.1%	235	29.0%
60 to 74 years	177	15.3%	133	16.4%
75 years and over	60	5.2%	66	8.1%
Total	1,154	100	810	100

Source: US Census Data.

HOUSING TRENDS

The 2002 Master Plan provides a detailed summary of the housing statistics for Goshen. The following summarizes housing data that were not available at the time of the 2002 Master Plan update and other data in the Master Plan that should be considered in reviewing the trends from 2000 to 2010. The following tables and quantities should be viewed as approximate numbers for planning purposes only. The intent of this section is to provide an overview of apparent trends in housing for Goshen for consideration in projecting and planning for future community development trends and needs for services.

From 1990 to 2000 Goshen’s housing inventory generally maintained the same mix of housing units (Table 7) with an increase in owner-occupied housing units in 2000 (Table 8). From 1990 to 2000 the number of single-family units increased by 8 (Table 7) and the number of occupied housing units increased by 16 units (Table 8). The number of vacant, seasonal homes decreased by 15 units in that same period. This may indicate a trend toward changing use of the existing housing stock from seasonal to year-round occupancy. Table 8 shows a doubling in the number of renter occupied units between 2000 and 2010, while owner occupied units increased 14% and seasonal units declined by about 18% during that same period. The more recent household size data in Table 9 may be interpreted to indicate a trend toward smaller household size overall.

Table 7. Number of Goshen households by housing type, 1990, 2000, 2010.

	1990	2000	2010
Total	394	389	444
Single-Family	328	336	
Multi-Family	16	13	
Manufactured Housing/Mobile Home/ Other	43	41	

Sources: US Census data.

Table 8. Number of occupied Goshen housing units and tenure, 1990, 2000, 2010.

	1990	2000	2010
Occupied	263	279	344
Owner-Occupied	236	251	287
Renter-Occupied	27	28	57
Vacant	131	110	100
For Rent/Sale	13	9	10
For Rented/Sold, Not Occupied	0	0	1
Seasonal, Recreational, or Occasional Use	112	97	80
Other	6	4	9
Total	394	389	444

Source: US Census data.

Table 9. Average Goshen household size, 1980, 1990, 2000, 2010.

	1980	1990	2000	2010
Overall	2.7	2.79	2.67	2.35
Owner-Occupied	-	2.80	2.58	2.31
Renter-Occupied	-	2.78	3.46	2.58

Source: US Census data.

It is interesting to note that the number of renter occupied housing units increased from 28 in 2000 to 57 in 2010 (Table 8). Increased number of renter occupied units could indicate a more transient population who are unable to or do not wish to commit to a home purchase. It could also indicate increased public awareness of rental opportunities in Goshen. In 2000 10.0% of occupied housing units were rentals, whereas that number increased to 16.6% in 2010.

While more housing units were available and rented in 2010 than in 2000, the decline in average household size for renter-occupied housing from 3.46 in 2000 to 2.58 in 2010 demonstrates that in 2000 a fair portion of renters were probably established families with multiple children or possibly multi-generational households. A similar trend toward lower average household size for owner occupied housing is apparent between 1990 (2.80) and 2010 (2.31) (Table 9). These data demonstrate changing demographics for Goshen's population, but do not provide reasons for this change. Given the upward shift in average age (40.3 years 2000 vs. 47.0 years 2010), another possible explanation may be an influx of older individuals without children moving to Goshen. Despite the possible reasons, the reality remains that Goshen's population is, on average, older in 2010 than in 2000. If the trend continues (i.e., the average age continues to increase), there will be an increased need for elder services.

ANALYSIS SUMMARY

Planning for Goshen's future should include a broader assessment of the important regional features upon which Goshen depends. The 2002 Master Plan clearly identifies Goshen as a residential community with important and necessary ties to regional employment and commercial centers. This sentiment was reiterated during the Community Vision Workshop in November 2009.

- Population projections forecast moderate long-term population growth.
- Goshen Planning Board should use the 2010 Census data to chart a better understanding of the current composition of the population and likely short-term trends to anticipate the need for future services.
- Housing is the predominant land use in Goshen and principal tax revenue source for the Town. Wise land use practices should ensure preservation of the tax base by maintaining the rural setting that attracts people to Goshen.
- NH OEP records are based on incomplete Goshen data for housing unit gains and losses over time. It will be useful for the Planning Board to track building permit data maintained at the Town offices to gain a better understanding of housing development.
- One may infer from available historic data that there is a transition of seasonal to year-round housing units. While this is no clear indication of a trend to convert seasonal housing to year-round use, it is important to gain an understanding of this possible trend. There may be a need to plan for future conversions and increased demand on services without construction of new housing and a limited increase in the tax base.

ECONOMIC CONDITIONS AND TRENDS

The town's economy and economic growth potential were examined using published and publicly available data.

Goshen's early economy was based on agriculture, silviculture, and related commerce typical of a pre-industrial rural community. The community thrived with a peak population of 779 in 1840. This number was recently surpassed with the 2010 census placing Goshen's population at 810. The economic trends affecting present-day Goshen depend on regional economies rather than localized economies as in 19th Century. Planning for the community's future should recognize Goshen's reliance on regional employment and economic trends.

Information presented on economic trends relies on a number of statewide and federal sources. Some of the referenced population and income information has been obtained from decennial Census tables for 1990 and 2000, as well as the recently released 2009 American Community Survey (ACS). These data sources are supplemented by reports and economic projections the NH Office of Energy and Planning (NH OEP), NH Economic & Labor Market Information Bureau (NHELMIB), and New England Economic Partnership (NEEP). The geographic scope of these studies and the range of US Census data are from the town-level to a county-wide scale. These data are intended for general planning and interpretation of trends for inherently unpredictable economic conditions. US Census and ACS data may be searched using the following website: <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>

EXISTING ECONOMIC CONDITIONS

Employment Statistics

The majority of Goshen's current workforce, which is approximately 50-60% of the town's population (US Census, NH Employment Security), commute to employment locations in other communities (Table 10). Approximately 13% of the workforce remains in Goshen (including Town employees, self-employed and those working for commercial businesses and industries) and 67% work in nearby communities (2000 Census). The remaining workforce respondents reported commuting to destinations in other New Hampshire communities, Vermont, and beyond. Table 10 provides specific detail on commuting destinations. The median travel time to work for the Goshen workforce is approximately 28 minutes (2000 Census).

Income figures for Goshen are available from 1990 and 2000 Census tables. Table 11 provides a summary for Per Capita and Median Household income for Goshen, adjusted for inflation to 2009 dollars. These figures indicate an increase in per capita income with a corresponding decrease in median household income, which can occur when there is a shrinking household size in the community, as indicated in the Population and Housing Report.

Published income figures for Goshen are not available through the ACS. It is reasonable to review county-wide data trends for 1989, 1999, and the 2009 ACS to understand regional income trends relevant to Goshen. Figure 3 provides a graphical representation of the available data, adjusted for inflation to 2009 dollars. The trend toward of increasing income for Sullivan County residents between 1990 and 2000 was reversed due to the economic recession that began in December 2007. Economic gains since 1989 were lost due to the recession.

Table 10. Goshen workforce place of work information (2000 Census).

State	Community	Portion of 2000	
		Workforce Commuting to Community	Approx. Distance to Community (mi)
New Hampshire	Bradford	0.8%	15
	Claremont	18.2%	15
	Goshen	13.3%	-
	Lebanon	3.8%	30
	Lempster	4.1%	8
	Newbury	1.5%	10
	New London	4.6%	19
	Newport	30.7%	5
	Sunapee	1.8%	10
	Unity	1.0%	10
	Washington	0.5%	10
	Other Towns	16.1%	-
Vermont		0.8%	-
Massachusetts		1.8%	-
Outside of New England		1.0%	-

Table 11. Goshen 1989 and 1990 income summary, adjusted to 2009 dollars.

Income type	1990 Census (1989 Data)	2000 Census (1999 Data)
Median Household Income	\$57,250	\$54,670
Per Capita Income	\$22,410	\$26,370

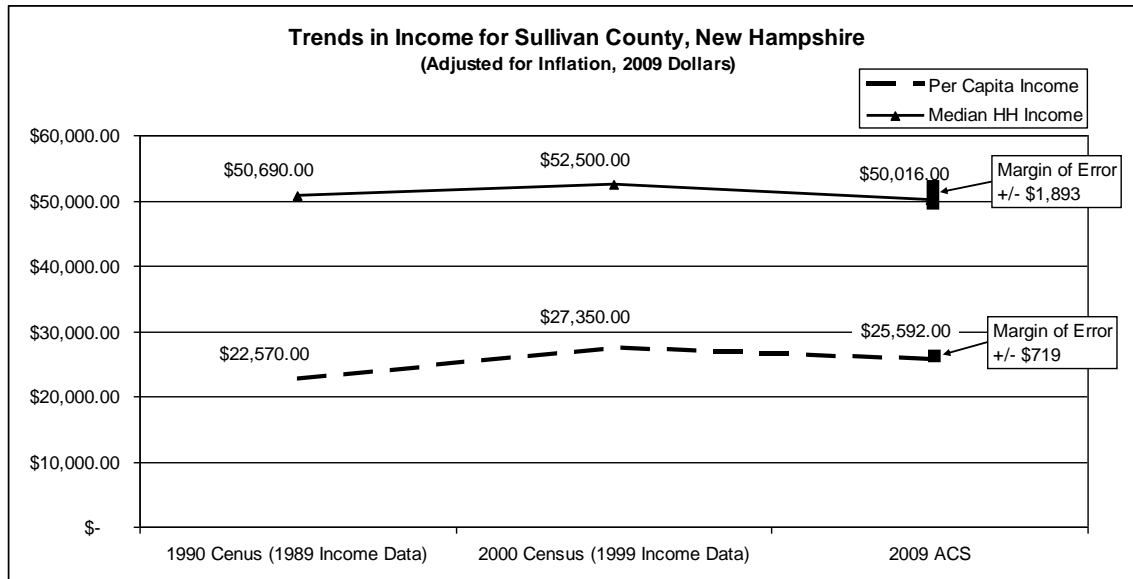
Sources: US Census data.

Regional Employment

The Goshen workforce, regardless of where individuals work, relies on the regional economy. The NH Economic & Labor Market Information Bureau (NHELMIB) identifies 25 principal regional employers in the UVLSRPC Region, summarized in Table 12. No information is available on the number of Goshen residents, if any, employed by each of these businesses. However, many of the largest regional employers are located in Hanover and Lebanon while few Goshen residents work in these communities (Table 10).

New Hampshire, although not immune to the national recession, has maintained a relatively low unemployment rate. The 2000 Census reported a 2.7% unemployment rate for Goshen. The Great Recession officially began in December of 2007 and “officially” ended in June 2009. Table 13 outlines unemployment rates over the last year for the State, the Goshen region (Newport Labor Market Area, or “LMA”) and the Nation. The State’s economy has improved during this time period with unemployment rates decreasing in all three segments. However, the local economy is lagging behind both the State and County indicating slower job recovery in the immediate region.

Figure 3. Trends in income for Sullivan County residents, adjusted to 2009 dollars.



Sources: US Census data (1990, 2000), ACS Data (2009).

Table 12. Principal regional employers in the UVLSRPC Region.

Employer	Location	Industry Sector
Dartmouth Hitchcock Med Ctr	Lebanon	Health Care and Social Assistance
Dartmouth College	Hanover	Educational Services
Hypertherm Inc	Hanover	Manufacturing
Sturm Ruger & CO	Newport	Manufacturing
Timken Aerospace	Lebanon	Manufacturing
Tele Atlas	Lebanon	Information
New London Hospital	New London	Health Care and Social Assistance
Valley Regional Hospital	Claremont	Health Care and Social Assistance
Alice Peck Day Memorial Hosp	Lebanon	Health Care and Social Assistance
Thermadyne	West Lebanon	Manufacturing
Hanover Inn	Hanover	Accommodation and Food Services
William P Clough Extended Care	New London	Health Care and Social Assistance
US Army (CRREL)	Hanover	Professional and Technical Services
Becket School	Orford	Educational Services
Whelen Engineering CO	Charlestown	Manufacturing
Walmart Supercenter	Claremont	Real Estate and Rental and Leasing
Dartmouth Printing CO	Hanover	Information
RSD Transportation Inc	West Lebanon	Transportation and Warehousing
Kendal At Hanover	Hanover	Health Care and Social Assistance
West Central Behavioral Health	Lebanon	Health Care and Social Assistance
Tele Atlas Americas	Lebanon	Information
Walmart	West Lebanon	Retail Trade
Carroll Concrete CO	Newport	Construction
Newport Sand & Gravel CO Inc	Newport	Construction
Shaw's Supermarket	West Lebanon	Retail Trade

Note: Employer data sorted by size of employer; NHELMIB obtained information from InfoUSA.com

Table 13. Unemployment Rates (not seasonally adjusted).

Geographic Location	Sept 2009	Aug 2010	Sept 2010	Oct 2010
Newport LMA	6.3%	6.2%	5.8%	5.6%
Sullivan County	6.0%	5.5%	4.9%	4.8%
New Hampshire	6.5%	5.7%	5.1%	5.0%
United States	9.5%	9.5%	9.2%	9.0%

ECONOMIC TRENDS

Predictions, especially relative to the economy, are often very difficult to make. These predictions, or forecasts, are based upon recent trends and are typically only moderately reliable for short-term forecasts. A recent report by the New England Economic Partnership (NEEP)⁶ notes New Hampshire lost approximately 4.5% of the State's jobs in the recession and, as of fall 2010, recovered approximately half of those lost jobs. This recovery has been broad based across many industries with only the financial segment losing ground. At current growth rates NEEP is projecting New Hampshire to regain all of the jobs lost by the first quarter of 2012, with long-term growth beginning to occur by the first quarter of 2013.

The real estate market throughout the state continues to struggle with home sales dropping 17% in the third quarter of 2010 compared to the same quarter in 2009. This trend can be seen in residential permit starts that peaked in 2004/2005 and have decreased significantly since then. This market will continue to be unstable until the job market returns to positive growth, the backlog of homes on the market decreases, and the residential mortgage foreclosure crisis eases.

Predominant Industries and Employment

Of the 25 largest employers listed in Table 12 the predominant industries are health care, manufacturing, education, technology, construction, transportation, and service (hospitality, retail, etc.). The current national recession has proven that the regional economy is not recession-proof, but is capable of absorbing dramatic negative impacts of the diminished economy.

Prior to the recession it was generally expected that these predominant industries would contribute to a continued steady economic growth in the region. That these well-established industries have been able to endure the current recession indicates that the long-term trend of regional economic growth will remain viable. This affects the Goshen workforce as it does all other communities in the region.

As stated above, this region has been able to absorb the negative impacts of the national economic recession, but has not avoided them. While the employers in the region have had remarkable resilience to the recession, the region still experienced a significant increase in its unemployment rate. The specific rate of growth will remain uncertain until it is clear the region and the nation have recovered from this recession.

⁶ NHEC, Nov. 17, 2010, New Hampshire Economic Outlook

Future Growth in Goshen

Land use regulations that have been adopted by the Town, as well as the results of the Community Workshop and surveys that took place in 2008 and 2009, demonstrate the community's continued desire to manage growth and development, including residential, as well as commercial development, in a manner that is environmentally friendly. This is not a "No Growth", but rather a "Managed Smart Growth", approach to land use.

A critical task for the Town is to direct its future growth to match its vision. Some development types that will likely affect Goshen are identified as:

- **Residential Development:** Goshen's housing demand will be affected by the expansion of jobs in the nearby labor market areas. Only when the current recession eases can Goshen anticipate a recovery in the housing market. The demand for new housing, including second/vacation homes associated with the local recreational attractions, will also affect how land is developed throughout the town. It is important to balance the long-term costs of the various forms of residential development with the benefits to the community. For example: vacation homes provide tax income for the Town with limited demand on services, but with the risk that these homes become year-round dwellings with unanticipated demands on municipal services.
- **Commercial/Retail Development:** It is anticipated that Goshen's commercial development will remain somewhat limited to small-scale and home-based endeavors. The 2008 Community Workshop attendees were generally interested in promoting commercial development primarily along the major state highways where non-residential uses already exist. Some attendees also were interested in the possibility of focusing some limited moderate-density residential and non-residential development in a village area centered on the NH 10/Brook Road intersection. As in past planning surveys, the fundamental interest expressed by participants was in maintaining Goshen's rural character while avoiding development patterns that would detract from it.
- **Industrial Development:** Goshen's rural nature and local geology, as well as extensive tracts of conserved land, may result in a de facto reliance on agriculture, silviculture, mills, and earth materials extraction as the primary industrial development possibilities. The Town should take care to manage these types of development to avoid adverse impacts to community character, which its residents highly value.
- **Infrastructure Improvements:** Basic infrastructure improvements focused on broadband telecommunication lines for Goshen's residents will improve the quality of life and make the town more attractive for individuals and businesses that value reliable access to the internet and similar technologies.

ANALYSIS SUMMARY

- Approximately 13% of the workforce work in the community, 67% work in nearby communities, and the remaining 20% work regionally/nationally. The median travel time to work is approximately 28 minutes.

- The recently released American Community Survey indicates that any modest increases in county-wide household and per capita incomes have been slowed and likely set-back by the recession.
- The recession did impact unemployment rates in Goshen and the region, but to a lesser extent than seen nationally.
- Regional employers have demonstrated a capacity to absorb some, not all, of the negative impacts of the recession. Regional and statewide unemployment rates have been somewhat less than the national rates.
- The nature of the regional industries indicates that economic development will continue to grow. The statewide recovery of jobs lost due to the recession will likely balance by 2012 with economic growth beginning in 2013.
- Planning for the community's future should recognize Goshen's reliance on regional employment and economic trends and foster the community desire to manage growth in Town.
- Town sponsorship of infrastructure improvements, particularly broadband internet infrastructure, will likely make Goshen more attractive to new residents of the area and small businesses.

COMMUNITY FACILITIES AND SERVICES

Community facilities and services were inventoried including current capacity, gaps in services, deficiencies, and planned expansions; and potential issues related to future land use and growth estimates were addressed. Qualitative estimates of community facility requirements were provided, as they relate to population projections and land use patterns, and identify likely future infrastructure and service needs.

INTRODUCTION

The Town of Goshen provides a range of services for its residents and property owners that include police and fire protection, road maintenance, municipal governance and administration, education, and social services. Many of these services require facilities either for operations or storage of equipment and records. This report summarizes existing facilities in the Town and public input regarding the quality of services, and it reviews existing deficiencies and planned expansions based on input from Town representatives.

Generally, the size of a community dictates the level of services that the municipal government needs to provide. Community planning necessarily includes evaluating the capacity and capabilities of the facilities and services available and working to anticipate future demands and to manage existing facilities. At present, Goshen provides services in a manner that adequately meets the needs of land owners and residents. However, there are deficiencies, especially in facility maintenance. There clearly exists a need for improvements to existing facilities to improve energy efficiency, safety for personnel and property, and long-term integrity of town buildings. It should be a priority for the municipal government to address these needs.

The following paragraphs summarize the existing conditions and functions of specific community buildings and facilities. These summaries include survey results of public opinion and comments regarding the respective facilities, as well as input received from Town representatives.

COMMUNITY ATTITUDES

In Spring 2009 the Planning Board conducted a community attitude survey addressing various topics including land use, sufficiency of services, and public opinions about desirable land uses and future development. The following figures summarize community opinions regarding municipal services, facilities, and equipment. These survey responses provide the Town with insight about community attitudes and possible acceptance of future plans and improvements. These responses, however, should not be used as the sole basis for funding of community facilities, services, and equipment.

The following bullets are *interpretations* of the survey responses:

- Generally, community services (Figure 4) receive a positive rating (combination of “Excellent”, “Very Good”, and “Good” assessments) from the majority of survey respondents (> 50%). The one exception was Highway Maintenance. It should be noted here that Town highway personnel now employed are not the same individuals who were employed at the time of the survey.

- Both Fire Protection and Highway Maintenance (Figure 5) received the highest response for services requiring additional funds (27%).
- Many of the services, facilities, and equipment listed were rated with a positive rating from the majority of respondents regardless of known and identified facility and equipment deficiencies by Town representatives (Figure 4, Figure 6, Figure 8). These results reflect positively on those individuals who provide services to residents. Concerning facilities and equipment, the above results coupled with the high incidence of “No Opinion” responses, indicates that public education will be a necessary part of any capital improvement project.
- Large blocks of respondents (at least 45% of respondents in 16 of 19 questions) chose to keep the funding for services, facilities, or equipment the same (Figure 5, Figure 7, Figure 9). This indicates a strong popular desire to maintain level funding for town expenditures. Any substantial budget increase for facility upgrades or new construction will require a clear and well-defined need and scope of work.

MUNICIPAL FACILITIES

Information for the following paragraphs was collected through review of existing Town planning documents and Town Reports, input from the Goshen Planning Board, public input during a community workshop, and comments from the following individuals:

Chief Ed Anderson, Jr., Officer Russ Lamson, Goshen Police Department;
 Chief R. Shepard, Chief Dan Peterson, Goshen Fire Department;
 Kevin Bevilacqua, Goshen Road Agent;
 Ed Andersen, Goshen Transfer Station;
 Lars Nelson & Arthur Jillette, Goshen Cemetery Commission;
 Cynthia Phillips, Librarian, Olive G. Pettis Library;
 Michele Munson, PhD, Superintendent, Goshen-Lempster School District, and;
 Bea Jillette, Goshen Conservation Commission and Friends of Goshen Grange Hall.

Goshen Town Hall

The Town Hall is part of a core collection of historically significant municipal buildings along NH Route 10 in the Goshen Village area. This building currently houses offices for the Town Clerk, Tax Assessor, Selectmen, and Police Department and serves as the primary municipal meeting space. While there has been some reorganization of office space over the years, the approach to conducting business has remained unchanged in the last decade. There has been the addition of some Saturday hours once a month in an effort to accommodate people who can’t come to the office on the weekdays. The central location provides “one-stop shopping” for dog licenses, automobile registrations, and tax payments. It also houses many of the Town’s records and provides a location for posting official notices and minutes of meetings and hearings.

The following bullets summarize identified issues, as we move forward:

- There is an immediate need for more space to accommodate these uses as well as demand for other municipal boards and functions.

- Areas within the building do not meet current life safety or Americans with Disability Act (ADA) access code requirements (specifically, the downstairs office area). Further, there is an interest in increasing safety and security personnel working in the downstairs office.
- The Town Office area is too small to meet current needs.
- Public records are stored in areas throughout the building, including the public meeting area. Improved, secure storage is needed.
- The building can accommodate most meetings. There is a need to increase capacity for municipal meetings beyond the adjacent Town Library space.
- There are no dedicated office spaces for the elected, appointed, or volunteer boards (e.g., Planning Board, Zoning Board of Adjustment, Conservation Commission, etc.).
- In the summer of 2010 the Police Department invited the Administrator for the Selectmen's Office to share space upstairs because of limited space in the downstairs office currently occupied by the Town Clerk and Tax Assessor. This arrangement has worked well so far.
- The Police Department facilities currently meet its needs. There is no need for secured holding facilities on-site. Police Department facility needs will likely change as the population in Goshen grows.

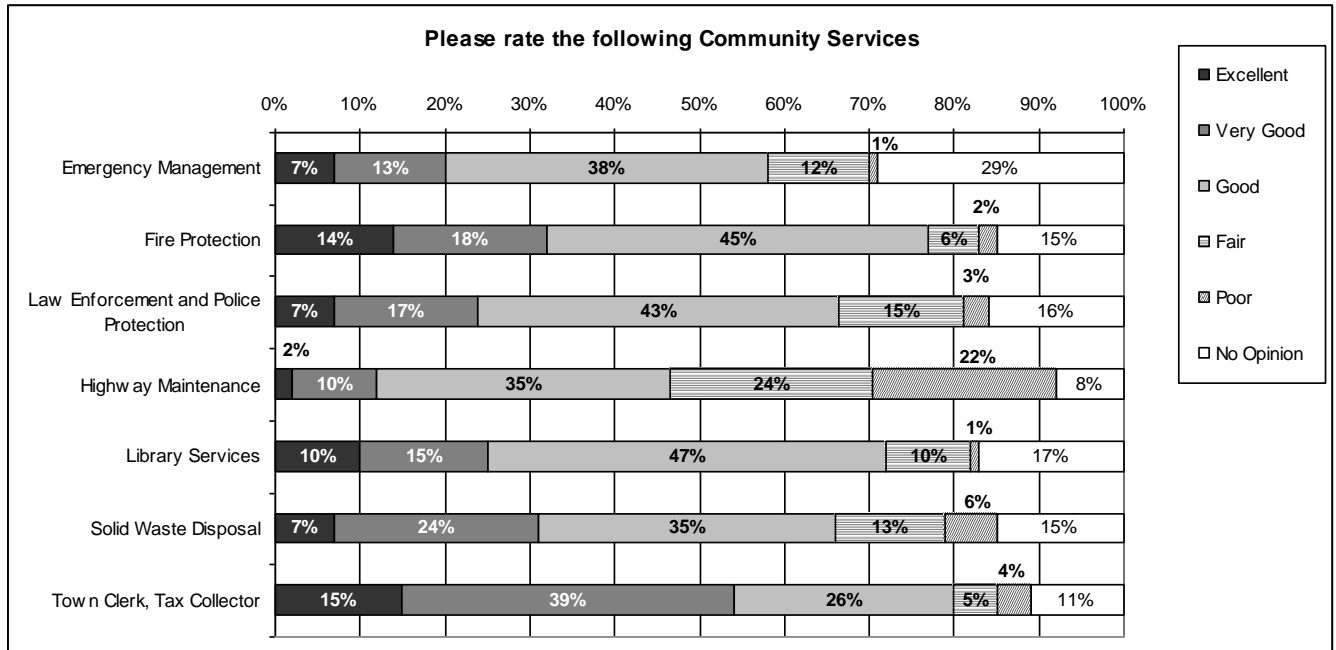
Olive G. Pettis Library

The Olive G. Pettis Library is located in the Goshen Village adjacent to the Town Hall, and across from the Fire Station, and Grange Hall. The Library recently completed a number of necessary building improvements to maintain the use of the building including improved storage, a handicap entrance, plumbing installation, and completion of a computer workspace. The Library building also serves as a small community meeting and activity space. There is one part-time librarian managing the library supported by a volunteer Board of Trustees and community volunteers.

The Library maintains a collection of books, audio books, periodicals, and videos, and provides computers with satellite internet access for public use. The library is a prominent activity center for the community and offers activities and programs for all ages. Such programs range from youth reading and activity groups to instructional classes (e.g., computer and internet use), and cultural events. The building has also become a popular after-school venue for grade school students.

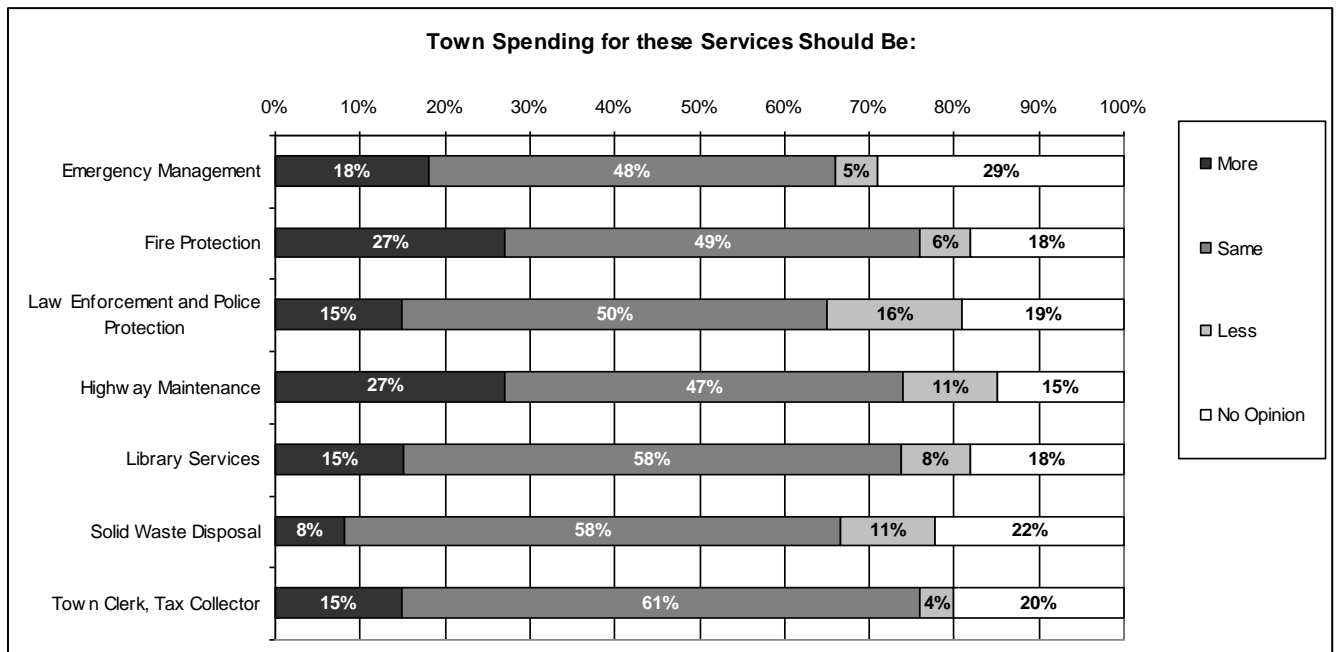
The Library budget for capital improvements, maintenance and acquisition of books and other media, equipment, and public programs receives funding from a variety of sources. Town appropriations provide a substantial portion of funding. Trust income, subsidies, grants, private donations, and fund-raising events supplement the budget. At present the Library manages a basic level of operation to keep within its annual budget. Library Staff continue to seek new funding opportunities and sources.

Figure 4. Public rating of Goshen municipal services, 2009.



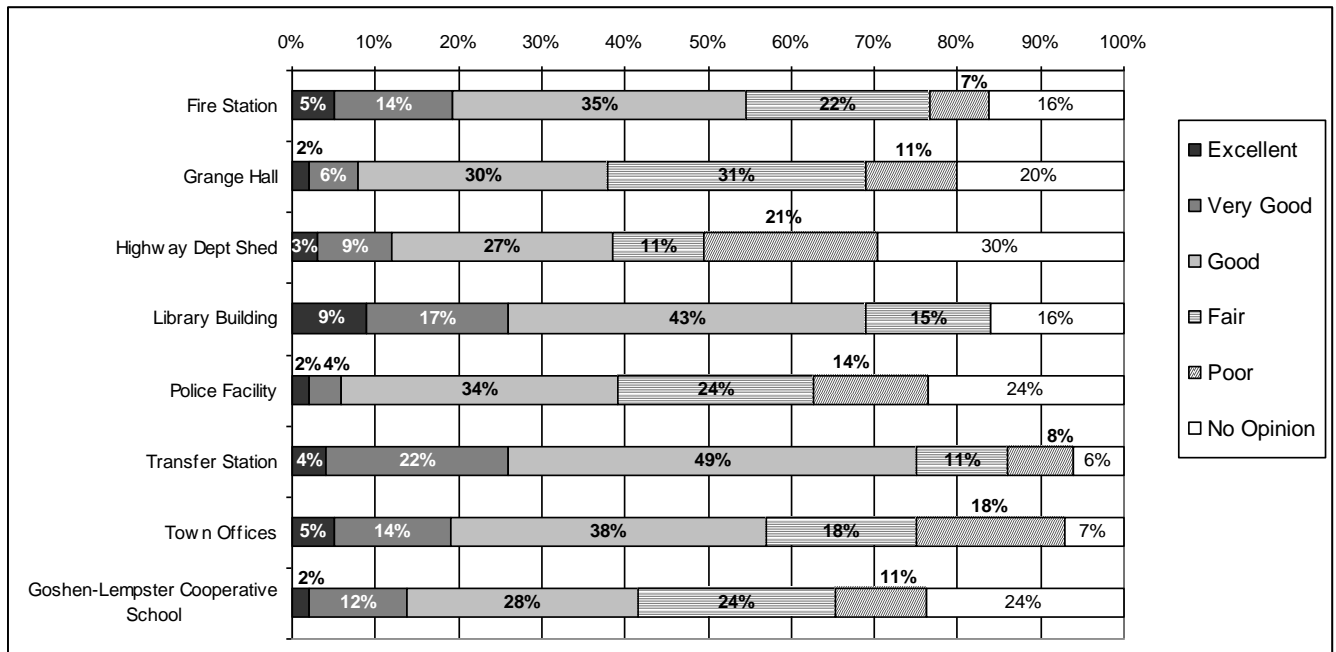
Source: Goshen Community Attitude Survey

Figure 5. Public rating of Goshen town spending for rated services, 2009.



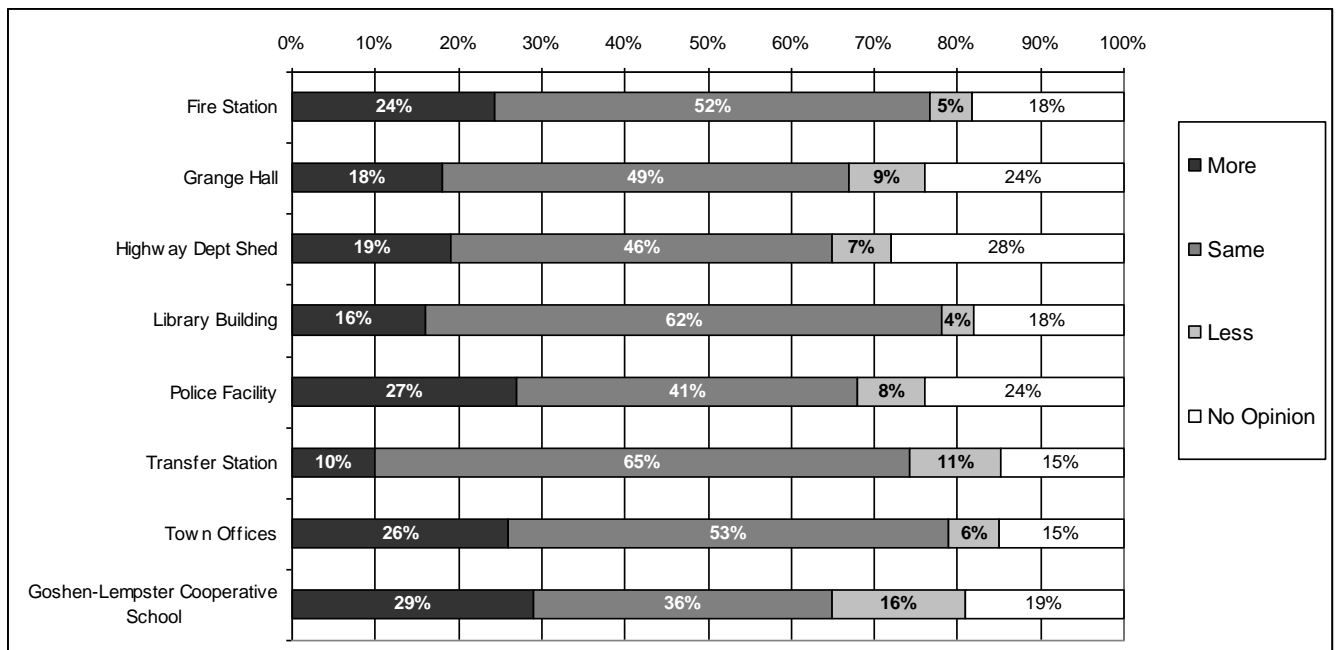
Source: Goshen Community Attitude Survey

Figure 6. Public rating of Goshen municipal facilities, 2009.



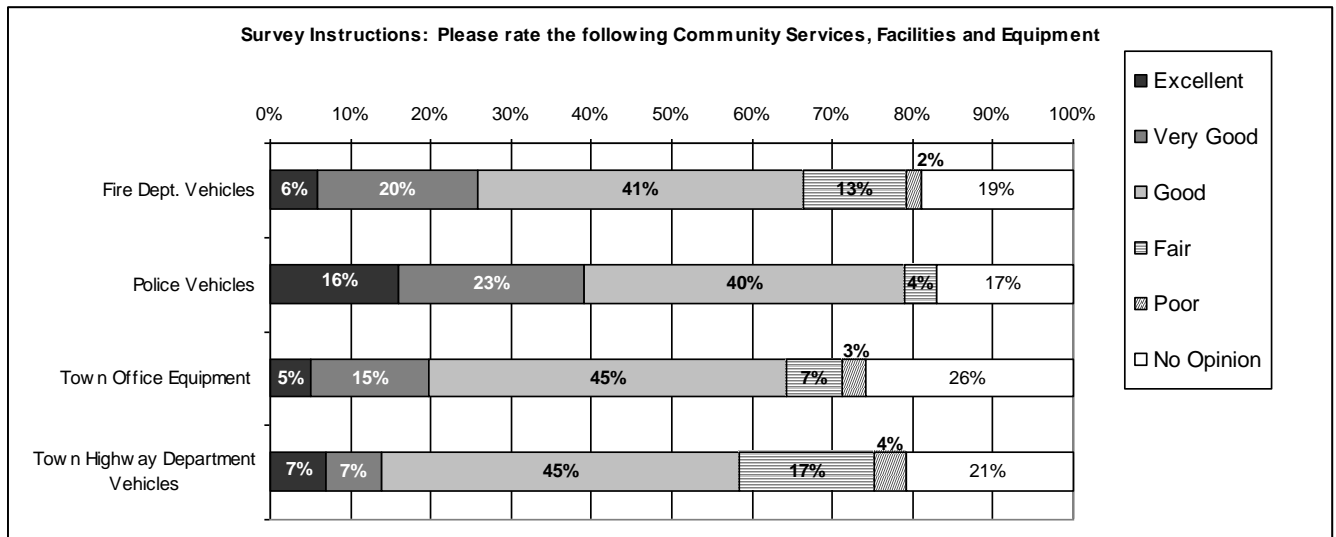
Source: Goshen Community Attitude Survey

Figure 7. Public rating of Goshen town spending for facilities, 2009.



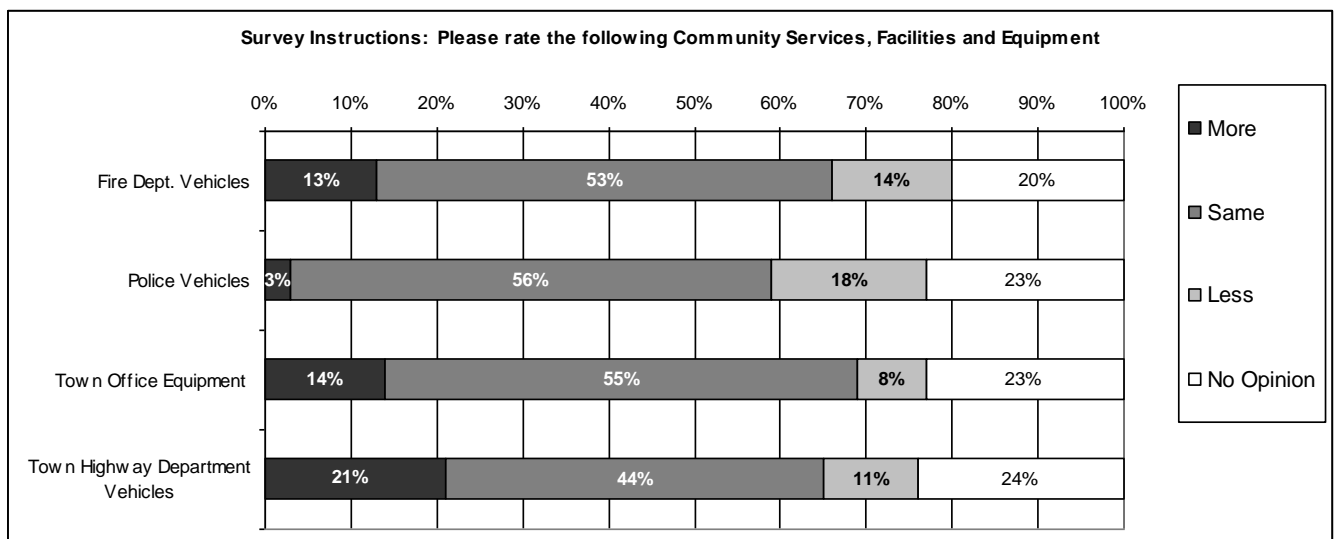
Source: Goshen Community Attitude Survey

Figure 8. Public rating of Goshen municipal equipment, 2009.



Source: Goshen Community Attitude Survey

Figure 9. Public rating of Goshen town spending for equipment, 2009.



Source: Goshen Community Attitude Survey

The Olive G. Pettis Library has made significant strides in several important areas over the past decade:

- The library building has been improved by the addition of shelving that frames the interior doors in the main room and by the conversion of a utility room into an attractive computer room where several users can work comfortably at built-in desk areas. In addition, light-filtering blinds have been installed on all the windows in the main room; these provide improved comfort for patrons and also protect the collection from light damage.

- A small storage shed with shelves has been constructed behind the main building to house gardening supplies, program supplies, and other items that are needed only periodically.
- The library's collection of materials has been upgraded to strengthen the core collection and to offer contemporary materials to patrons of all ages.
- The library has enabled patrons to take advantage of advancements in technology by providing computers and by offering satellite Internet service to patrons either on their own portable devices or on the library's computers.
- With the assistance of volunteers, the librarian is in the process installing Library World, an online Web service that facilitates the digital cataloging of all materials, allows patrons to search the catalog online, and automates the process of check-out and check-in of materials through bar code scanning. Over one-fourth of the library's collection has now been cataloged online. The trustees were successful in raising funds for this project by securing significant grants from two local banks.
- Program offerings for patrons of all ages have remained strong. Numerous enrichment programs have been offered, including a wide variety of presentations arranged through the NH Humanities Council. Programs for our young people have increased, and the Librarian has achieved particular success in providing structured after-school homework help to children in grades K-12.
- Outreach to the public has been improved through the installation of an announcement sign on the front lawn of the library and by the introduction of the library's own Web site (GoshenLibrary.org) that provides information on library programs, special events, and acquisitions.

The following bullets summarize identified issues, as we move forward:

- As with other historic buildings in the village the Library building will require regularly scheduled maintenance. Substantial capital improvements will be necessary in the near future including replacing the heating system and roof, as well as a possible energy efficiency retrofit to tighten the building envelope.
- Site issues for the library include maintaining the front and side building accesses and improving all-season parking options for patrons. Specific issues are crowding and icing of the side entrance parking area and poor maintenance of the parking along Route 10.
- The building has limited capacity for public gatherings due to life safety requirements, which limits the scale and scope of public events it can offer.

Goshen Grange Hall

The Grange Hall is located on land across NH 10 from the Town Hall and adjacent to the Fire Station in the Goshen Village. The Goshen Grange Hall was donated to the town by the Sunapee Mt. Grange in 2002. This building, which is on the NH Historic Register, has recently undergone substantial restoration due to the efforts of The Friends of the Goshen Grange Hall (FOGGH), a non-profit organization formed for that purpose.

With no financial support from the town budget, FOGGH, with the help of other residents of Goshen, have made remarkable improvements since 2002:

- Repaired the foundation
- Replaced roof shingles
- Painted the building
- Purchased and installed storm windows and shutters
- With voter approval, FOGGH entered into an agreement with the Hillsborough Historical Society to donate two of the four painted theater curtains to the Hillsborough Historical Society in exchange for that society's payment in full to renovate one of the two remaining curtains. FOGGH itself financed professional renovation of the remaining curtain. Thus the Grange Hall now houses two remarkable, fully-restored theater curtains.

The following bullets summarize identified issues, as we move forward:

- The Grange Hall requires some further work to enable use of the downstairs including installation of a chemical toilet, heat units, and other limited internal renovations. FOGGH seeks to complete as much as they can with the remaining funds at their disposal.
- Building code, handicap access, and life safety issues need to be addressed to ensure the building can meet current standards for public-access or public assembly buildings.
- Planned uses for this building must be assessed based on its proximity to the Town Hall, Library, and Fire Department and its location in the Goshen Village. Integrating the Grange Hall into this cluster of buildings may present an opportunity for the Town to identify cost-effective solutions to meet municipal facility needs including office and meeting space, and secure records storage.

Goshen Fire Department Building and Emergency Services

The Goshen Fire Department Building is the fourth municipal building that forms the core collection of historically significant municipal buildings the Goshen Village. The Goshen Fire Department building houses facilities, equipment, and records for the Fire Department, Forest Fire Department, Emergency Medical Service, and the Town Emergency Management Director. The facility also serves as a meeting and training space for these Departments and is the center for operations in the event of a community emergency.

The Fire Department, Forest Fire Department, and Emergency Medical Service personnel are principally based on community volunteers and one paid position (Office of the Fire Chief), which is appointed by the Select Board and receives an annual stipend. At present there are 20 volunteers that fill the various duties and roles required by each of the above emergency services depending on the purpose and prevailing authority assigned to respond to a given call. For example, volunteers use the Fire Department equipment and practice the Fire Department hierarchy for a structure fire, switch to Forest Fire Department equipment and hierarchy for brush or forest fires. Fundamentally, these emergency services seek to use individual volunteer skills and vocations to complement needs in the respective organizations.

The last decade has been a time marked by improvements for Goshen's Fire Department. The Department has been active in advancing members' training, upgrading equipment, and acquiring improved response vehicles. It has also been a time during which the Department has worked out an arrangement for sharing its limited space with other emergency responders. Such

accommodation and cooperation has allowed all responders to perform their duties to the benefit of the town. The following is a listing of some of the principal accomplishments of the past decade:

- In 2008, an office was created in the Fire Station to serve as Office Command Center for Emergencies. Besides serving the Fire Department, this office also serves the Goshen Fire Warden, the Goshen Emergency Medical Rescue Squad, and the Goshen Emergency Management Director. Cooperation among all these people is facilitated by the fact that they are largely the same people, serving all four departments.
- Successful applications for grants have made it possible to acquire personal protective equipment (PPE), such as air packs, for the Fire Department. A recent grant also provided personal protective gear for the Goshen Fire Warden's forestry personnel.
- In 2008 the Department acquired a thermal imaging camera.
- Portable defibrillators were purchased and installed at the Town Office and the Transfer Station.
- All Goshen responders have undergone various trainings. The Emergency Medical Rescue personnel have EMT and paramedic trainings available for members. Members are CPR trained and certified.
- In 2009, local officials worked with the North Country Resources Conservation Development Council to develop a "Rural Fire Water Resources" map for Goshen⁷.
- Emergency vehicles have been upgraded recently. In 2008, the Fire Department acquired a 2008 E-1 Typhoon Fire Truck. This vehicle has a 1,000 gallon water tank, and has a pump that has a pumping capacity of 1,250 gallons per minute. In 2009, the Department purchased a 1991 Ford F550 to serve as a reserve truck. This support utility truck has a 15 kW generator and a light tower. In 2011, the Department replaced the 1977 pumper with a 1989 Mack pumper-tanker. This vehicle has a 1,500 gallon water tank with a 1,000 gallon-per-minute pump. The Department acquired 1,500 feet of 4-inch water supply hose for the Mack truck.

The following bullets summarize identified issues for the facility, as we move forward:

- The Fire Station is located adjacent to the Sugar River. While it is not in the floodplain, the station is exposed to the hazards of flooding and erosion along the river. The Fire Department is currently investigating approaches for stream bank stabilization to protect the building and land underneath it from further erosion. Any stabilization work will be undertaken only after necessary State permits have been applied for and granted.
- The land upon which the Fire Station is located may have a restrictive deed that limits use of the land to only a Fire Station.
- The Fire Station does not have sufficient storage for department equipment and documents (some of which need to be kept confidential). The Fire Department maintains a free-standing

⁷ Town of Goshen Rural Fire Resource Plan. An Action Plan for Improved Emergency Response for Firefighting in Goshen, NH. 2010. NH Rural Fire Protection Association.

storage building in addition to the Fire Station for excess equipment suitable for cold weather storage.

- The overall structure, which is approximately 45 years old, requires extensive maintenance and does not meet current National Fire Protection Association guidelines for facility operations. The preferred alternative is replacing it with a new building at the same site. If full replacement is not feasible, then a renovation of the building will require, at a minimum, replacement of the roof and interior improvements to increase operational effectiveness. Roof replacement has been approved and will be completed in 2012.
- The age and condition of the building makes ongoing operations and maintenance expensive. The building needs to be kept at approximately 50° Fahrenheit to keep equipment operational for emergency calls (including preventing water in the Fire Engine from freezing). Heating is a significant cost for this facility. The Energy and Technical Assistance Program (ETAP) building assessment recommended the addition of exterior insulation to reduce energy costs.
- Funding for much of the recently acquired equipment has been made available through state and federal grants.
- Fire Department and Forest Fire Department vehicles range in age from 1967 to 2008. The older vehicles impede the safe and efficient operations of the Fire Department because they are outdated and maintenance for older vehicles is increasingly difficult. Replacement of the older vehicles is a priority for the Fire Department.
- Future population growth in the community may exacerbate existing conditions at the Fire Department. Expanded capacity may be necessary to serve the growing community and its needs.

Goshen Police Department

For the past decade, the Goshen Police Department has continuously functioned as a small and effective unit of Town government. Although there have been some personnel changes, Ed Andersen, Jr. has served as Chief throughout this time. Although Chief Andersen is paid as a part time Town employee, he is responsible for management of the department's budget and administration of the department's functioning. The department today has a single full-time officer and other qualified backup personnel who are called upon when needed. The following briefly describes several of the department's accomplishments since the adoption of the last Master Plan:

- Although the Department is small, it has served, as it does today, as a personalized 24/7 responder for Goshen's citizens. The department continues to provide house checks for residents who are out-of-town and who request them.
- The department obtained grants for equipment upgrades. In particular, a Crime Star grant allowed Goshen's Police to put new equipment in town vehicles and become self-dispatching. Chief Andersen estimates that this improvement has saved Goshen's taxpayers about \$3,000 per year for the past three years.
- Along with other town departments, Goshen's Police Department has willingly accepted reduced funding during the present economic recession. The Town's principal response vehicle was replaced in 2012 following voter approval at Town Meeting. The department is attempting to continue to use an older vehicle until the economy improves. Similarly, the department has

been affected by the town's acute lack of office space. In the short-term, the department has agreed to share its office space with the Select Board Administrative Assistant until the Town can create additional space.

Town Transfer Station

Goshen maintains the community transfer station and Highway Department garage on town-owned property along Brook Road. The transfer station serves as a collection point for waste disposal using a "pay-as-you-throw" system plus free recycling of paper, glass, tin and aluminum cans, and mixed paper. The Transfer Station accepts a range of waste types including household waste, construction waste and debris, clean wood and yard waste for a community burn pile, car batteries and waste oil. The on-site structures include a small warming hut and enclosures to help all-weather drop-off of waste and recyclables. The Town contracts with a regional disposal service to relocate most of the waste to regional waste sites. Scrap metal and batteries are sold to nearby scrap facilities. Transfer Station staff participate in regional workshops and training sessions to keep up to date on current and developing practices.

Overall, the facility operates well and there are currently no needs to expand existing facilities. Given the limited schedule of operations for the facility, an option to accommodate increased demand would be increasing the hours of operation and number of pick-ups by the disposal service.

Town Highway Department Garage

The Goshen Highway Department garage is located on the same property as the transfer station. The Highway Garage serves as a storage and maintenance facility for the Highway Department equipment and materials. The garage is a steel structure constructed approximately 60 years ago. The Highway Department employs two full-time staff and one part-time staff. The equipment includes two 6-wheel trucks, one one-ton pick-up truck, a grader, and backhoe.

Over the past decade, the primary concern of the Highway Department has been to maintain the existing Town roads rather than to upgrade them. Goshen's roads, like most rural roads in New Hampshire, are difficult to maintain. The town's highway problems are further compounded when there are severe weather events, unexpected equipment failures, and sudden turnovers in personnel.

It is difficult to do the work that needs to be done now, while trying to develop a long range plan for the Highway department. Nevertheless, a long range plan should be developed. This plan would be of great benefit to the town's taxpayers as well as to the Road Agent. Such planning would establish a systematic schedule for upgrading all the various town highways. It would also create a schedule for replacing and upgrading equipment.

One recent accomplishment of the current Road Agent stands out. The Cross Road Bridge washed out during Hurricane Irene in August 2011, making the bridge impassable to all traffic. After waiting for FEMA to assess the damage and make an estimate of what emergency funds might be available for a repair to the bridge, Agent Kevin Bevilacqua made a major temporary repair to the road, thus enabling the re-opening of Cross Road access to Brook Road.

The following bullets summarize identified issues for the Highway Department facility on Brook Road, as we move forward:

- The garage structure is in poor condition and, until recently, leaks were common. Holes in the exterior metal have been sealed and the building has been insulated with spray foam. These repairs will reduce operating expenses until a long-range plan is developed to further renovate or replace the structure. A new structure could better meet current and anticipated future operational needs, but would represent significant cost.
- The ETAP study confirmed what was commonly known; namely, that heating the building is a major cost (approximately \$12,000 annually). There was missing and failing insulation on the interior of the structure. Removal of old insulation and application of spray-foam insulation has been completed in 2012 and will result in significant reduced heating costs for the structure. This action will reduce current operational costs while, hopefully, long-term facility plans are explored.
- Storage is tight for current operations. By necessity the garage is used for storage of the larger trucks. All other equipment is stored outside and it would be preferable to store all equipment under cover.
- An enclosed road salt/sand storage facility has been constructed adjacent to the Highway Garage.
- The Highway Department can accommodate the needs of the Town and its existing road network. Significant construction of new roads or restoring Class VI roads to Class V roads will impact Highway Department maintenance capacity.

Goshen-Lempster Cooperative School District

Goshen and its neighboring Community of Lempster have sought to meet their two communities' educational needs through formation of the Goshen-Lempster Cooperative School District, SAU #71. By sharing resources the two communities are able to provide education for grades K-8. The Goshen-Lempster School building and SAU office (in a separate building) are located on the same property in Lempster. The main school building, constructed in the 1950's and then expanded in the mid 1980's, is generally in good condition.

Current student enrollment at the Goshen-Lempster School is approximately 160 students (grades K-8) with 80 high school students attending high school in nearby communities. The School District pays flat rate tuition for each student's high school education to another school district in New Hampshire. If the receiving school tuition is more than the SAU #71 tuition payment, then the student's family or guardian is responsible to pay the difference. The family of each high school students is responsible for providing their child's transportation to and from high school. Nearby school districts that have received tuition payments for high school students include Newport, Sunapee, Kearsarge, Keene, Fall Mountain, and Claremont.

The Goshen-Lempster Cooperative School has many programs and approaches to provide students with expanded opportunities to meet their needs and to help ensure their success in the school and in the community. In addition, some programs are available that allow GLCS teachers and staff to improve their skills and to share their knowledge with students. Specific programs are highlighted below.

- Whole school small group reading and math support daily. This new program allows all staff (teachers, paraprofessional, nurse, administration, etc.) to work with students at their reading and math levels to address needs or enrichment.
- Occupational and physical therapy programs related to speech and language.
- Individualized programming for special needs students. This is a new program approved by the New Hampshire Department of Education that enables GLCS staff to provide specialized on-site support for special needs students on site instead of finding out-of-district placement
- “Cinnamon Street” after school program (3:00 pm to 6:00 pm daily) provide on-site after school child care for children of parents who cannot be home immediately after school.
- After school sports: boys and girls soccer, basketball, track and field, cheerleading - many of these are new.
- Music and instruments, art lessons that allow students to highlight their musical skills at the various assemblies and functions.
- District-funded after school academic support in language arts and reading (5 days a week 3:00 pm to 5:00 pm); parents support the program by providing transportation home.
- All-day kindergarten. This addition has resulted in significant improvement in school readiness in grade 1, thus setting the stage for greater levels of achievement in that first year and beyond.
- The middle school concept was initiated where students in grades K-4 have single classrooms with one teacher and students in grades 5-8 have separate teachers for math, language arts, science, and social studies and rotate as a grade level during the day.
- Student council provides students an opportunity to develop leadership skills and an understanding of democratic principles.
- Geography bee - a fun competition that challenges students to sharpen their geography knowledge.
- Veterans’ Day program to highlight military service where all local veterans are invited for a breakfast with the students and then a concert comprised of patriotic songs, readings from student essays, etc.
- Babysitting training/club for children grade 5-8 where the GLCS nurse works with students to highlight safe and appropriate skills for providing child care.
- Weekly “exploratories” to introduce students to new areas/skills. This consists of 1.5 hours weekly where all staff take turns offering multi-week classes in areas such as cooking new foods, computer engineering projects, robotics, chess, career exploration, writing, etc.
- A full range of special education services and psychologist services are available to support students and families, as necessary.
- Homeless Student Education support - part of Title 1 (Elementary and Secondary Education Act & No Child Left Behind) requirements with expanded definition to include families living with families for financial reasons, living in seasonal housing out of season, etc. The support

allows children to stay in their previous school, to include them in supplemental programs for any academic needs, and to connect them with social services.

- GLCS currently receives the following grants: Title 1 - math and reading: a federal grant to help ensure that all children meet challenging state academic standards; Title IIa - professional development: a federal program to increase academic achievement by improving teacher and principal quality; Pre-engineering – grades 5-8 pre-engineering science; e-rate - technology cost reimbursement for internet access/connectivity; fresh fruit and vegetable - daily for all students; and American Recovery and Reinvestment Act - staffing support.
- The GLCS gymnasium was renamed as the Horace and Lois Cragin Gymnasium
- A new score board was installed in the gymnasium to support GLCS expanded sports programs.

The following bulleted items identify GLCS concerns, as we move forward:

- The building and mechanical systems are aging, requiring ongoing maintenance with potential high-cost repairs and replacement projects that will require public support for funding. Challenges for the site include the presence of asbestos tile, roof repairs, needed maintenance of the building envelope to improve energy efficiency, and lack of plumbing service to the SAU office.
- Efforts have been made to accommodate the evolving academic needs in the school building including reassigning use of rooms or dividing larger spaces to create smaller, dedicated work spaces. The School District emphasizes safety and code compliance, but the ongoing maintenance and requirements to accommodate educational needs indicates a facilities plan is necessary to assess the current, short-term, and long-term facility needs. There is no indication at this time that regular, moderate population increases in Goshen and Lempster will require an expansion to a size over that of the existing facility.

Cemeteries

The Goshen Cemetery Commission manages three cemeteries: Mill Village Cemetery, Four Corners Cemetery, and North Goshen Cemetery. The Cemetery Commission, currently comprised of 3 elected commissioners, conducts ongoing projects to maintain and enhance these community facilities. There are very few private cemeteries in Town due to the community's historic reliance on the Town cemeteries.

The cemeteries are at varying degrees of occupancy: near capacity at North Goshen Cemetery, approximately 30 available plots at the Four Corners Cemetery, and to up to 400 available plots at the Mill Village Cemetery. The Village Cemetery has an entire section of land to accommodate new plots. At this time, this section has not been laid-out and a survey of the section will be needed to develop a precise layout of plots for future sale and occupancy.

Since the adoption of the last Master Plan in 2002, the Cemetery Commission has been busy. The following is brief summation of some of the Commission's most significant accomplishments:

- As always, maintenance of the town's three cemeteries demanded much of the Commission's effort. Typically, annual "spring cleanups" utilizing volunteer labor initiated the seasonal maintenance program. Later in the summer and fall, additional brush clearing and tree removal

occurred. The Sullivan County Correctional facility contributed workers in recent years, which has greatly furthered this work. Young volunteers have continued the tradition of placing flags on soldiers' graves. The largest single item in the budget (which takes about 50% of the budget) is the contracted mowing expenses.

- The Commission upgraded driveways at the Mill Village and the North cemeteries. They also repaired the white picket fence and a stone wall, as well as cut brush and removed stumps at the Four Corners cemetery.
- A considerable amount of work has been expended in clearing the upper lot (new section) of the Mill Village cemetery. A number of lots in this section have already been sold. However, if the burials per year remains constant at their current rate (about four or five per year), Goshen's cemetery needs should be met for the next 30 or more years.
- The Commission continued to pursue an ongoing program of repairing, restoring, cleaning and straightening of stones.
- The Commission has begun a transition to computerized record keeping. Making records easily accessible should provide a long term benefit to the Commissioners, descendants of Goshen's buried dead, and historical researchers.

The following bullets summarize identified issues for cemeteries, as we move forward:

- Capital improvements focus on maintenance of existing facilities like grading and/or repaving access roads, tree maintenance, or similar activities. Capital improvements and maintenance of the cemeteries constitute the majority of Commission expenditures. Appropriations from the Town budget and from sale of plots (currently \$100 each, burial costs are additional), are used to meet annual expenses.
- The Cemetery Commission commits volunteer time and funds for part-time staff to complete two projects: repair of broken or degraded grave markers and developing a photographic and digital database of the grave markers.

Conservation Commission, Open Space, and Recreation Areas

Approximately 97% of Goshen is undeveloped (including water bodies and wetlands) and approximately 42% of land has been conserved under a number of conservation and open space easements. The Goshen Conservation Commission manages a limited number of properties for public conservation and recreation benefits. The three primary properties managed or overseen by the Conservation Commission are Memorial Park, the Rand Pond public beach, and Williamson Park at Gunnison Lake.

The following bullets summarize the condition of these properties:

- Memorial Park is approximately 60 acres and is under a private conservation easement. This parcel is maintained as undisturbed open space for wildlife habitat.
- The Rand Pond property is approximately 0.8 acres and is available for public use, except access to the property is difficult. Public access off Brook Road to Rand Pond adjacent to the town-owned parcel is managed by the NH Fish and Game Department. There are no short-term plans to improve access to the Town property.

- Williamson Park is land owned by the NH Water Resource Board and leased by the Town. The park consists of a picnic area, non-motorized boat access to Gunnison Lake, and a three-mile trail around the lake. The Conservation Commission maintains this recreation area year-round.
- There are a number of parcels the Conservation Commission has identified as priority areas for future conservation. The Conservation Commission encourages private land conservation practices and does not see municipal land acquisition as a priority for Goshen.

Goshen's Conservation Commission had several noteworthy attainments in the past decade:

- The Commission actively pursued its management role for the lease area at Gunnison Lake, Williamson Memorial Park, as well as Memorial Park (the former Hazel Gladue Johnson property) and the Rand Pond Beach. Improved bridges were added to the Ruth LeClair Memorial Trail around Gunnison Lake, and replacement picnic tables were added at Williamson Park. The Commission replaced boundary markers at Memorial Park.
- The Commission hired a consulting firm that successfully prepared a Natural Resource Inventory for Goshen⁸.
- The Commission assisted the Planning Board in preparation of an ordinance change proposal that provided homeowner tax exemptions for home wind and solar energy installations.
- In 2007, the Conservation Commission made a donation to the Society for the Protection of New Hampshire Forests (SPNHF) which helped to secure a conservation easement for 1,095 acres on the eastern slope of Mt. Sunapee (known as the Pillsbury-Sunapee Ridge Forest Easement Project). Of the 1,095 acres, 845 are located in Newbury and 250 acres are located in Goshen.
- Commission members were active in water testing, and participated in the New Hampshire Volunteer River Assessment Program. They have been pursuing a water testing program at Gunnison Lake and have worked with the Rand Pond Protective Association to test water at Rand Pond.

Historical Society

Although the Goshen Historical Society is not an official Town department, it is a non-profit organization that is dedicated to preserving historically significant documents and artifacts related to the Town, as well as to increasing citizens' awareness and appreciation of the history of the Town. Over the last decade, the Historical Society has made important gains.

- Over the past two years, Society members have been engaged in the daunting task of archiving the Society's large collection of official town records and other items of historical importance to the Town. Documents and artifacts are being placed in acid-free storage containment and are being entered into a digital database that will be available for citizens, researchers, genealogists, and other interested persons to search online.

⁸ Severance, John and Elise Lawson. 2005. The Natural Resource Inventory for Goshen. Watershed to Wildlife, Inc., Natural Resource Consultants.

- The Society has hosted well-attended public events on historic preservation of old homes, conservation and archiving of documents, and the history of the Grange movement in New Hampshire.
- Several oral history interviews have been conducted and recorded to preserve the memories of long-time Goshen residents about their life and times in Goshen.
- In 2012 the Society was awarded a Conservation License Plate Grant from the New Hampshire State Library to preserve three volumes of Goshen's early Town records. Preservation work made possible by the grant will be undertaken by Kofile, Inc., in 2013.

UTILITIES

Electrical Infrastructure

The Town of Goshen is served by two non-overlapping electrical utilities: Public Service of New Hampshire and the New Hampshire Electric Cooperative. The Town may wish to take advantage of municipal energy efficiency programs to reduce maintenance and operating costs of Town facilities. There are a number of public interest groups and agencies that can offer energy efficiency advice or financial incentives.

Communications Infrastructure

Goshen is served by FairPoint Communications for its landline telephone infrastructure, but does not have cable television. Cell phone reception is available in Goshen, but areas of poor signal strength still exist in our rural community.

Currently, residents, businesses, and municipal offices can gain access to the Internet via dial-up or satellite service. As of October 2012, Fairpoint currently provides high speed internet access to significant portions of town. Satellite service is available for public use at the Olive G. Pettis Library. The Town Office building also has satellite internet service. The UVLSRPC is currently conducting a study of broadband internet availability in the region. AT&T has submitted an application for a new Personal Wireless Services Facility (PWSF) tower to be located in Goshen. The Goshen ZBA granted a height variance and the application was approved in June 2012 by the Goshen Planning Board. There will be space on the monopole tower for three other communication installations.

High-speed internet access is becoming an increasingly important component to a community's communications infrastructure. The New Hampshire Broadband Mapping Program has evaluated the extent and quality of existing broadband internet service in the state. Among the many products of the Program is the development of broadband availability maps to guide future broadband investments. The "Fast Roads" program, funded by the American Recovery and Reinvestment Act, will allow fiber optic cable to be run along Route 10 from Keene to Hanover. Goshen Village should benefit from this installation sometime in 2013 or 2014. Currently, fiber optic cable has been installed in Town offices, the library, and the fire station with planned functionality in 2013. Further information on this project is available at the following web site: <http://iwantbroadbandnh.org/>.

Municipal Water and Sewer Services

There are presently no municipally managed water supply or sewer collection systems in Goshen. Public water supply or sewer collection systems enable higher-density development in rural areas

and often dictates where new development occurs in a geographic area. A community water supply and/or sewer system, combined with appropriate amendments to local land use regulations, zoning and broad community support, can encourage development of village area.

There are two candidate areas in Goshen that may benefit from public water and/or sewer systems: the Goshen Village along Route 10 and the Rand Pond area. The Goshen Village provides an opportunity for a carefully planned and executed village district for moderate density, possibly mixed-use, development. Rand Pond is a popular recreational area with a mix of seasonal and permanent residential activity. Future growth around Rand Pond may make such systems necessary to benefit public health to maintain the pond as a natural resource. Assessing the benefits and costs of such systems in the community is recommended.

ANALYSIS SUMMARY

- It is important to understand the state of community facilities and services and the potential future demands the community will have on those facilities and services.
- Large blocks of respondents to the 2009 Community Attitude Survey (at least 45% of respondents in 16 of 19 questions) chose to keep the funding services, facilities, or equipment the same. This indicates a strong popular desire to maintain level funding for town expenditures. Any substantial budget increase for facility upgrades or new construction will require a clear and well-defined need and scope of work.
- The Goshen Town Hall does not have sufficient office space, storage, or access and egress facilities for a public building.
- The Library staff and volunteers seek to maintain and possibly expand the Library's status as a center of community activities.
- For the most part, Town structures are being maintained without substantial planning to anticipate future needs, renovations or replacement.
- The cluster of municipal buildings in the Goshen Village reinforces the residents' sense of community. To the extent possible, facility planning should consider how the Town Hall, Grange Hall, Fire Station, and Library properties can be integrated with complimentary facilities and uses.
- Both the Fire and Highway Department buildings require significant maintenance or replacement. Facility deficiencies affect equipment and operations. The Town should make an effort to assess and develop plans to improve conditions for these two departments.
- The Goshen Police Department, Fire Department, and related emergency services can provide for present community needs and there should be no problem accommodating moderate population growth in the near-term. Planning is necessary to evaluate long-term needs and the potential impact of a major development on Town services.
- The Town of Goshen should develop a Capital Improvement Program to assess, understand and plan for near-term and long-term capital expenditures. The CIP can provide a basis for assessing whether managing capital reserves or bonds would be the most cost-effective for a particular project. This process will likely include substantial educational efforts.

- Vehicles become outdated and require increasingly costly maintenance as parts and available services diminish over time. Maintaining a regular equipment replacement schedule will benefit operational effectiveness and minimize maintenance costs. Major equipment upgrades or lease programs can be integrated as part of a CIP.
- In advance of development of a CIP, the Goshen Planning Board is encouraged to tour all Town facilities with Town Staff that operate the facility to better understand the particular facility needs.
- Future planning efforts should incorporate the Hazard Mitigation Plan⁹.
- The Goshen-Lempster School District requires facility planning to help accommodate current needs for capital improvements and accommodate the evolving needs of the educational facility. The capacity to accommodate students is less of an issue than maintaining and improving an aging facility.
- The three Town cemeteries are managed by a Cemetery Commission, which oversees capital improvements and maintenance.
- The Conservation Commission manages few properties in Goshen. The majority of conserved land in the Town is privately owned or managed. The Conservation Commission advocates public and private land conservation practices when possible.
- A statewide program is under way to evaluate and expand (through the “Fast Roads” program) internet access for each municipality. The resultant mapping and reporting will inform future communications infrastructure initiatives.
- There are two areas in Goshen that may benefit from municipal water and/or sewer services: Goshen Village and lands around Rand Pond. These areas may provide the Town with opportunities to direct moderate density and possibly mixed-use development. Planning and regulatory controls will be necessary to ensure such facilities will meet the Town’s Vision for land use and growth.
- This report did not address whether it would be cost-effective or justifiable to discontinue any services or cease use of any of the facilities. One possible option in future facility planning is discontinuance of local services and development of agreements for inter-municipal police and fire protection services with neighboring towns.

⁹ Town of Goshen, New Hampshire Hazard Mitigation Plan. 2007. Prepared by the Town of Goshen Hazard Mitigation Committee and the Upper Valley Lake Sunapee Regional Planning Commission.

TRANSPORTATION

A descriptive overview of Goshen's roadway and transportation system was prepared and areas where major improvements may be warranted in support of the Town's overall goals and objectives were identified. This report included a fundamental inventory of major roadways, public transit service, and pedestrian and bicycle facilities.

INTRODUCTION

The Town of Goshen is located in the southeastern quadrant of Sullivan County. Goshen's transportation system is comprised of rural highways. The Town is located in proximity to Interstates 89 and 91, which are two regional transportation corridors to major cities in the Northeast. The transportation system that serves Goshen has a fundamental influence on its land use patterns and is an important factor in short-term and long-term community planning.

PUBLIC ROAD SYSTEM

The public road system in Goshen includes approximately 28 miles of roads. Table 14 summarizes the mileage of each legislative classification of road in the Town. Table 15 provides a more detailed summary of road conditions for Class V and VI roads and was based on a similar table in the 2002 Goshen Master Plan.

ROAD AND BRIDGE MAINTENANCE

Maintenance of Town roads is a major cost to the community and should be managed responsibly. It is important to seek a consensus in the community regarding how best to balance the cost of roadway maintenance with the necessary and critical role roads and bridges play in daily activities and commerce.

State Highway Maintenance

The NHDOT maintains data on the condition of three state roads in Goshen as part of its statewide road maintenance management program: NH 10, NH 31, and Brook Road. NHDOT's data indicates that the entire lengths of NH 10 and NH 31 in Goshen currently require "major" work (e.g., full-depth reconstruction) and Brook Road requires "some" work (e.g., pavement rehabilitation).

The UVLSRPC Transportation Advisory Committee had strongly supported a proposal by NHDOT to reconstruct NH Route 10 from downtown Newport through Goshen and Lempster (ending at the Marlow Town Line). However, due to statewide budget shortfalls, this project was removed from the state's Ten-Year Transportation Improvement Plan in 2007. While there is no specific timeline on these plans, the UVLSRPC will continue to advocate for its addition to the Transportation Improvement Plan.

Bridge maintenance is another important function provided by NHDOT statewide. The NHDOT also has in its database of bridge projects the replacement of the Cross Road Bridge over Gunnison Brook. This project is identified as a State/Town-funded project that was projected to be accomplished in 2011. The Cross Road Bridge (actually a culvert) was completely washed away

during Hurricane Irene. A “temporary” replacement (i.e., culverts) with increased water carrying capacity was installed to provide a traffic connection with Brook Road.

Occasionally improvements to state-maintained highways have, historically, resulted in negative impacts to the character of the community. NHDOT recognizes these past errors and seeks to implement context-sensitive design practices to implement compatible and beneficial roadway improvements for existing and future land uses. Of specific concern in Goshen is how future improvements to NH Route 10 may impact the character of the village center and roadway use of non-motorized modes of travel (e.g., pedestrians and bicycles).

Class VI Roads and Private Roads as Emergency Lanes

The 2002 Master Plan states: “The Class VI roads should be kept passable as fire lanes and available for public recreation”. RSA 229:5 defines the State Highway classifications. According to this RSA Class VI roads attain their status effectively through lack of regular maintenance for five consecutive years. Conversely, a municipality may unintentionally cause a Class VI road to legally revert back to a Class V road with regular maintenance that would render it passable year-round, as would be expected with keeping the road passable for emergency purposes. RSA 231:59-a provides an exemption for the maintenance of Class VI roads and private ways as emergency lanes. This statute specifies a public process for the Town Select Board to identify such emergency lanes. Future use of this process would facilitate the 2002 Master Plan recommendation.

Road and Highway Access

Goshen recognizes the relationship between land use and transportation as well as the long-term costs of maintaining existing and new roads. It is important for the Town to periodically review its adopted standards to ensure that best practices are being met.

Part of the effort of road maintenance involves the management of highway access. NHDOT issues driveway access permits for state-maintained roadways. In Goshen, which has adopted land use regulations, the Planning Board has power to review access to town roads and adopt design standards for new facilities. Accordingly, in 2003, Goshen adopted and published driveway regulations and permit application procedures for access to Town-maintained roads. The Select Board also posted Class VI roads with year-round weight limits in 2007 and adopted a policy related to building on Class VI roads. In 2011 “Dead End” signs were installed on roads with Class VI status in a proactive attempt to aid motorists who all too frequently have relied on GPS over common sense, only to find themselves stranded.

Since NHDOT regulates the issuance of driveway access permits on state highways and the Town of Goshen regulates the use and development of parcels adjoining those highways, managing access to state highways must be a cooperative effort between the two parties. To facilitate this cooperation, the NHDOT has shown a willingness to enter into Memorandums of Understanding with communities to coordinate access management on state highways and development of the adjacent land. The Town of Goshen should consider the possibility of entering into such an agreement with the NHDOT to cooperatively manage access in the Route 10, Route 31, and Brook Road corridors.

Table 14. Highway mileage of Goshen roads by legislative classification.

Legislative Class	Description	Mileage
I	Trunk Line Highways, consist of all existing or proposed highways on the primary state highway system, excepting all portions of such 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. In Goshen, US Route 10 is in this class.	2.68
II	State Aid Highways, consist of all existing or proposed highways on the secondary state highway system, excepting portions of such highways within the compact sections of cities and towns, which are classified as Class IV highways. All sections improved to the satisfaction of the Commissioner of Transportation are maintained and reconstructed by the State. All bridges improved to state standards on Class II highways are maintained by the State. All other bridges on the Class II system shall be maintained by the city or town until such improvement is made. Bridge Aid funds may be utilized to effect such improvements. In Goshen, Brook Road and NH Route 31 are in this class.	8.31
V	Rural Highways, consist of all other traveled highways which the town has the duty to maintain regularly. The Town-maintained roads in Goshen are listed in Table 15.	13.92
VI	Non-maintained Highways, consist 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 for five (5) successive years or more. However, if a city or town accepts from the state a Class V highway established to provide a property owner or property owners with highway access to such property because of a taking under RSA 230:14, then notwithstanding RSA 229:5, VII, such a highway shall not lapse to Class VI status due to 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 Town non-maintained roads in Goshen are listed in Table 15.	3.72
TOTAL		28.63

Table 15. Goshen highway statistics for Class V and Class VI Roads.

Road Name	Class: V or VI	Length (mi)	Width (ft)	Surface Type	Bridges & Culverts
Ball Park Rd	V	1.161	16	GR	CU/BR
Brickyard Rd	V, VI	0.62	10	GR	CU
Center Rd	V	1.826	18	GR/BP	CU
Center Rd	VI	0.312	6		
Cross Rd	V	2.088	18	GR	CU/BR
DeRo Rd	VI	1.062	8	GR	CU/BR
Ekberg Rd	V	0.196	6	GR	CU
Four Corners Rd	V	0.254	8	GR	CU
Lear Hill Rd	V	0.596	18	BP	CU/BR
Lempster Coach Rd	V	1.058	17	GR	CU/BR
Lempster Coach Rd	VI	0.844	6	GR	CU
Meadow Rd	V	0.134	12	GR	
Messer Rd	V	0.453	8	GR	CU
Mountain Rd	V	0.556	6	GR	CU
Mountain Rd	VI	0.559	6		
Mummery Rd East	V	0.228	6	GR	CU/BR
Mummery Rd West	V	0.281	6	GR	CU/BR
Old Province Rd	V	0.44	18		
Page Hill Rd	V	0.201	8	GR	CU
Page Hill Rd	VI	0.639	4		
Parker Rd	VI	0.308	4		
Province Rd	V	2.554	9	GR/BP	CU
Rand Pond Rd	V	1.135	10	GR	CU
Sholes Rd	V	0.138	12	MIX BIT	CU

Surface Type: BP=Bituminous Penetration, GR=Gravel, MIX BIT=Mixed Bituminous

Bridges & Cluverts: BR=Bridge(s) along road segment, CU=Culvert(s) along road segment

Source: 2002 Goshen MP (Name, Surface Type, Bridges & Culverts); NHDOT 2010 Road Inventory (Class, Length)

TRAFFIC IN GOSHEN

The traffic counts collected in Goshen focus on state highways or locations adjacent to these highways. Table 16 provides a summary of the NHDOT-maintained traffic counts at stations in Goshen and at Town lines. Given the character of development, the layout of roadways, and the following information, it is apparent that congestion is not an immediate concern for the Town or its residents.

Table 16. Average annual daily traffic (AADT) for roads in Goshen.

Location	2001	2003	2004	2007	2010*
NH 10 at Goshen/Newport town line	3300	3100	3300	2800	2750
NH 10 at Goshen/Lempster town line	1900	1900	2200	2300	2150
NH 31 near intersection of NH 10	1000	1000	1000	1100	1075
Brook Rd near intersection with NH 10	1200	-	1300	1300	1275
NH 10 just south of intersection with NH 31	2100	-	2300	2400	2250
Lear Hill Road over south branch of Sugar River		360	570	350	400

*Traffic volumes for 2010 are presented as raw data without NHDOT adjustments to represent AADT.

Source: NHDOT (2002-2009 Traffic Counts), UVLSRPC (2010 Traffic Counts)

SCENIC ROADS

The Scenic Road designation permitted under state law protects trees and stone walls situated on the public right-of-way of a particular road. This tool can help in the preservation of the rural, scenic and historical landscape in a town. Goshen currently has no roads with this designation. Candidate roads may include Center Road, Lempster Coach Road, and Mill Village Road.

The procedure under RSA 231:157 allows 10 or more persons who are voters of the town or whose lands abuts the proposed designated road to petition for a vote to be held at Town Meeting to consider the proposal with Class I and II highways being excluded from this law. After Town Meeting designation, any repair, maintenance, reconstruction or paving work shall not involve or include the cutting or removal of trees, or the tearing down or destruction of stone walls, except with the prior written consent of the Planning Board or other designated municipal body and following a public hearing. However, the limited removal of natural and man-made obstructions is

allowed for trees that are “public nuisances” threatening safety or property and for restoring the service of a public utility under emergency circumstances.

Per RSA 231:158, the Scenic Road classification does not affect the town's eligibility to receive state aid for road construction, nor does it affect the rights of abutting landowners to work on their own property.

LOCAL AND REGIONAL TRANSPORTATION SERVICES

Human Service Public Transportation

At the time of this report there are no direct public transportation services in the Town of Goshen. However, Community Alliance Transportation Services offers regularly scheduled transportation services nearby in Newport. There are also a number of community organizations that provide volunteer, county-wide transportation services to individuals in need for appointments like non-emergency medical visits. The Sullivan County Directory of Community Transportation Services is available for view or download at <http://www.sullivancountyrcc.org>.

Passenger Bus, Rail, and Air Services

Passenger Bus:

- Greyhound Bus Lines (formerly Vermont Transit) and Dartmouth Coach both operate private, for-profit intercity bus services that serve the region. Each service has regularly scheduled routes. Greyhound Bus provides services to Burlington, Montreal, Boston, and New York City (via connection). Dartmouth Coach provides direct services to Boston (and Logan Airport), Stamford, and New York City. Bus schedules and information on stops and stations close to Goshen can be obtained from the individual service providers.

Passenger Air Travel:

- Lebanon Airport provides passenger air service to Boston, Massachusetts, and White Plains, New York. The Lebanon Airport is also a fully-equipped general aviation airport with ample hangar space. In 2009, the Lebanon Airport served approximately 12,000 passengers. There are also a number of general aviation airports in nearby communities that serve private aircraft including Claremont and Newport.
- The Manchester-Boston Regional Airport is located approximately 65 miles from the Town of Goshen. This airport is served by six airlines and offers non-stop service to nearly 20 destinations both in the continental United States and Canada. In 2009, the Manchester-Boston Regional Airport served nearly 3 million passengers.

Passenger Rail:

- AMTRAK's “Vermont” passenger rail service, operating between Montreal and Washington, D.C. via New York City, makes one stop per day in each direction in Claremont Junction about 20 miles from Goshen.

Park-and-Ride Facilities

Park-and-Ride facilities can reduce the prevalence of single-occupant vehicle use by providing a point for people from rural areas to collect and carpool to common destinations. Goshen could sponsor a park-and-ride facility as a community transportation and energy conservation initiative.

Implementing a park-and-ride facility does not require a new parking lot; existing public or private parking areas not typically used on weekdays or currently under-utilized can have a secondary benefit, with owner permission, as a park-and-ride facility.

ANALYSIS SUMMARY

- Goshen's road network constitutes the major component of the community's overall transportation infrastructure.
- The Town maintains nearly 14 miles of highways. NHDOT maintains approximately 11 miles. An additional 3.7 miles of roads in Goshen are non-maintained roadways and public ways held by the Town.
- Road and bridge maintenance costs are a major portion of the annual Town budget.
- Goshen should consider entering into a Memorandum of Understanding with NHDOT to cooperatively manage new applications for driveway access to state-maintained highways in Town.
- Goshen should maintain communications with NHDOT regarding pending road improvement projects to ensure implementation of context-sensitive design practices to maintain the character of important community features and address non-motorized uses of state highways.
- Data from the six traffic count stations in Goshen indicate a general, upward trend in traffic volumes from 2003 to 2007. However, this trend is not apparent in the 2010 raw data, and traffic congestion is not an immediate concern for the Town.
- The Town should periodically review its land use regulations to ensure all roadway and driveway requirements are consistent with best management practices.
- Goshen is situated within reasonable proximity to important regional modes of transportation: two interstate highways, railway service, two bus lines, and two regional airports with regular, scheduled passenger service.
- There is opportunity to specify emergency lanes along private and Class VI roads in Goshen. This process should follow the statutory outline in RSA 231:59-a.
- Using the information available from the Sullivan County Directory of Community Transportation Services (<http://www.sullivancountyrc.org>) Goshen can evaluate how existing services can benefit the community and develop a plan to expand possible services to community members.
- Designate scenic roads in the community starting with Center Road and Lempster Coach Road as potential first-round candidate roads.

ENERGY RESOURCES

The UVLSRPC coordinated with the Planning Board to identify existing community issues, goals, and opportunities with regard to community energy planning.

INTRODUCTION

Energy use and energy conservation is an increasingly important topic in the Town of Goshen. 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 communities in New Hampshire, including Goshen, 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 addresses energy and fuel resources, energy needs, and a strategy for conservation of energy. The purpose of this Chapter is to provide some background on energy issues, usage patterns, and local energy conservation efforts, and to make recommendations based on principles discussed below.

Community Attitudes

Principal findings from the Community Attitude Survey that support land use planning and municipal policies that promote opportunities for energy efficiency and renewable energy practices:

- 80% “Agree” or “Strongly Agree” the Town should encourage environmentally sensitive, low-impact business and industry development.
- 83% “Agree” or “Strongly Agree” the Town should identify areas in which to locate business and industrial development.
- 80% believe the Town should encourage high-speed internet access, and “Home-based business” was the type of commercial activity most desired by survey respondents.
- 91% of respondents “Agree” that the Town should promote energy conservation.
- 86% of respondents “Agree” that the Town should promote alternative energy production.

The Town could take advantage of a strong community desire to have information discussions and cover topics like municipal and residential energy efficiency practices.

Goals

This chapter serves as an important first step to help the Town begin examining its energy usage and develop implementation strategies to:

- Reduce municipal energy consumption and costs. Pursue energy savings for all municipal facilities, equipment, and vehicles through weatherization and building renovations, operational guidance, and developing purchasing policies in favor of energy-efficient equipment.
- Encourage land use development that provides opportunities for energy conservation practices including energy-conscious site design and building construction. Utilize regulatory tools and

incentives to encourage, where appropriate, mixed land uses and clustered buildings in the interest of energy efficient development practices.

- Promote energy efficiency practices among Goshen residents. Encourage energy conservation and use of alternative energy resources and provide educational resources for residents to reduce private energy consumption.

NEW HAMPSHIRE STATEWIDE ENERGY OVERVIEW

Energy generation, consumption, and conservation are statewide, national, and international issues. The statewide approach to energy consumption, conservation, and climate change issues provide context for Goshen's individual planning efforts. Success in energy conservation and improved air quality must begin at the local level with an understanding of the broader issues in the state.

Statewide Energy Use and Trends

According to the NH Office of Energy and Planning (NH OEP), electricity generation and transportation account for more than half of NH's net energy use. In 2007:

- Petroleum comprised the largest proportion of gross energy use at 38.7%, followed by nuclear at 26.3%, natural gas at 15.1%, and coal at 10.5%.
- Renewable energy sources played a much smaller role, with 4.2% coming from wood and wood waste; 2.9% coming from hydro; and less than 1% coming from solar, wind, or geothermal.
- 55.3% of NH households used oil for home heating. Other heating sources used in the state included natural gas (14%), wood (10.3%), propane (10%), kerosene (5%), and electricity (4.8%).

The U.S. Energy Information Administration, an agency within the U.S. Department of Energy, collects and disseminates a broad range of energy statistics within the United States. Table 17, below, provides a summary of energy consumption by sector (residential, commercial, industrial, and transportation) for 1990, 2004, and 2009.

The data in Table 17 illustrates overall growth in statewide energy consumption of nearly 15% over the nearly 20 years of record, which generally matches the population growth for the same period. While energy consumption increased by nearly 30% between 1990 and 2004 there was a significant drop in energy consumption between 2004 and 2009. This may be associated with the economic recession of the latter half of the decade. Transportation and residential sectors constitute the major portion of energy consumption for the period of record (64% in 2009).

Table 17. New Hampshire energy consumption by use sector (1990, 2004, 2009).

Category	1990		2004		% change		2009		% change	% change
	Usage	% Share	Usage	% Share	'90-'04	Usage	% Share	'04-'09	'90-'09	
Population	1,109,117		1,299,169		17.1%	1,316,470*		1.3%	18.7%	
Energy Consumption (trillion BTU)	264.6		340.6		28.7%	303.0		-11.0%	14.5%	
Per Capita Consumption (thousand BTU/person)	239		262		9.6%	230		-12.2%	-3.8%	
By Sector (trillion BTU)	Usage	% Share	Usage	% Share	Usage	Usage	% Share	% change	% change	
Residential	78.8	29.8%	99.6	29.2%	26.4%	88.1	29%	-11.5%	11.8%	
Commercial	43.5	16.4%	75.6	22.2%	73.8%	69.7	23%	-7.8%	60.2%	
Industrial	69.3	26.2%	56.2	16.5%	-18.9%	39.4	13%	-29.9%	-43.1%	
Transportation	73	27.6%	109.2	32.1%	49.6%	105.8	35%	-3.1%	44.9%	
Total	264.6	100%	340.6	100%	28.7%	303	100%	-11.0%	14.5%	

Source: U.S. Energy Information Administration (<http://www.eia.gov/state/>)

Renewable Energy Resources

Heavy reliance on nonrenewable, mostly imported energy resources (e.g., petroleum, natural gas, and coal) can introduce some risk to the state's energy supply and overall economic well-being due to price fluctuations from global demand and geopolitical influences. Renewable energy resources, which are often locally or regionally available, are an important long-term consideration to introduce diversity into the array of energy resources for the state.

Currently, renewable energy sources comprise a small share of the state's energy portfolio. New Hampshire has abundant renewable energy resources (e.g., biomass, geothermal heat, hydroelectric, wind, solar, etc.), which are becoming more economically viable as technologies progress. By using more of its own renewable energy resources New Hampshire and its communities can decrease vulnerability to energy disruption and keep energy investments in the local economy.

Air Quality and Climate Change

The increase in carbon dioxide emissions, a byproduct of burning fossil and biomass fuels, has caused statewide, national, and international concern about air pollution and impacts on climate conditions. Although this chapter is not specifically about climate change, integrating energy efficiency goals into local land use planning and municipal policy will help reduce consumption of these fuels and impacts on air quality and the climate. Ultimately, these efforts are necessary to maintain the existing quality of life in Goshen and throughout New Hampshire.

Land Use, Transportation, and Energy

There has been an increased emphasis on the connection between transportation, land use planning, and energy. Statewide planning initiatives are recognizing this connection and seek proactive strategies to minimize the consumption of resources and the long-term costs of development. Small, rural communities like Goshen, with limited local services and where its residents commute to regional employment centers, will find it challenging to find a simple solution that can address the relationship between transportation, land use, and energy. The Planning

Board is encouraged to seek assistance from the UVLSRPC to identify peer communities and initiatives that might be applicable for Goshen.

MUNICIPAL ENERGY EFFICIENCY

Overall, municipal operations and energy consumption is a small fraction of the total energy consumption for public and private properties in Goshen. Regardless, it is important for the Town to reduce its energy demands through building weatherization and upgrades and energy efficient operations and procurement guidance for Town Staff and Officials. The Town should lead by example to reduce the cost of maintaining and operating its facilities and vehicle fleet thereby saving local tax dollars.

Recent Energy-Related Achievements

The Town can promote energy efficiency through its land use regulations and ordinances. Goshen has already adopted proactive policies and ordinances to encourage use of renewable energy resources by its residents and property owners:

- Adopted a small wind energy system ordinance in accordance with RSA 674:62-64.
- Adopted property tax exemptions for wind and solar installations in accordance with RSA 72:61-72.
- Participated in the American Recovery and Reinvestment Act funded Energy Technical Assistance Program for New Hampshire Communities (ETAP) and received technical assistance in the form of developing a baseline energy inventory of municipal buildings, as well as building energy assessments of municipal buildings.

Municipal Facility Energy Efficiency

As part of the Energy Technical Assistance and Planning (ETAP) initiative, which was funded by the American Recovery and Reinvestment Act, the Town began tracking and monitoring building energy use and auditing energy use in the municipal buildings. The ETAP program provided Goshen with a preliminary building assessment in 2011 with specific recommendations to reduce municipal facility energy consumption.

Baseline Inventory and Long-Term Monitoring

It is important, as part of a long-term energy efficiency program, to track energy usage and costs. The Town has begun developing an inventory of energy consumption for its buildings, which can be transferred into the U.S. Environmental Protection Agency's secure Portfolio Manager online database. Portfolio Manager is free to use and provides summary statistics to track usage over time. This initial inventory is considered the 'baseline inventory' to help track future energy savings and monitor whether energy efficiency goals are achieved.

As part of the ETAP program, initial inventories were completed for the Town Offices, Grange Hall, Library, Fire Station, and Highway Garage. Table 18 and Table 19 summarize the energy costs and consumption based on information collected by community volunteers and Town Staff.

Energy Cost: The total annual energy cost for the buildings is about \$19,806. The cost per square foot varies from a high of \$5.16 at the Town Garage down to \$0.14 at the Grange Hall.

Table 18. Annual utility cost (\$) and energy cost intensity by Goshen facility, 2010.

Facility	Square Feet	Cost (\$)				Total	Per Square Ft
		Electricity	Oil	Propane			
Town Hall	2,924	1,973	2,664	-	4,637	1.59	
Grange Hall	2,682	377	-	-	377	0.14	
Fire Station	2,080	940	3,007	-	3,947	1.90	
Town Garage	1,600	1,767	-	6,486	8,253	5.16	
Library	1,012	952	1,640	-	2,593	2.56	
Total	10,298	\$6,009	\$7,311	\$6,486	\$19,806	\$1.92	

Source: Energy Efficiency Opportunities for Town Facilities, Goshen, NH (ETAP, August 2011)

Energy Use: Total energy use for the buildings is about 31,751 kilowatt hours (kWh) for electricity, 2,957 gallons for oil, and 3,264 gallons for propane. The total energy intensity units are expressed in thousands of British Thermal Units (kBtu), a standard unit of measure for energy, per square foot.

Table 19. Annual utility consumption and energy use intensity by Goshen facility, 2010.

Facility	Square Feet	Electricity kWh	Oil Gallons	Propane Gallons	Total kBtu	Site kBtu Per Square Ft
Town Hall	2,924	12,072	1,074	-	191,520	65
Grange Hall	2,682	1,279	-	-	4,365	2
Fire Station	2,080	4,505	1,205	-	184,104	89
Town Garage	1,600	9,351	-	3,264	329,592	206
Library	1,012	4,544	678	-	110,457	109
Total	10,298	31,751	2,957	3,264	820,037	80

Source: Energy Efficiency Opportunities for Town Facilities, Goshen, NH (ETAP, August 2011). kWh = kilowatt hours, kBtu = thousands of British Thermal Units.

Building Assessments

The consultant for ETAP prepared a preliminary energy efficiency and renewable energy investment assessment for certain facilities in Goshen with assistance from Town Staff, members of the Selectboard, Planning Board, and other community volunteers¹⁰. The goal of the report was to identify cost-effective energy efficiency and renewable energy investments that Goshen should consider as part of its long-term energy management plan. The assessment included evaluations of the Town Hall, Grange Hall, Town Library, Fire Station, and Highway Garage.

Major Findings and Recommendations:

- The Town Garage uses more energy per square foot than any other town garage in New Hampshire assessed under the ETAP program.
- The existing heating equipment installed at the Town Grange is a good choice for current temporary use and potential full-time winter use of the building.
- Measures recommended in the report can reduce energy consumption about 14% in the Town Hall, Fire Station, and Library.

The Town should endeavor to address the detailed energy efficiency recommendations in this report as an initial phase of improving municipal energy efficiency.

Opportunities for Increasing Municipal Energy Efficiency

Goshen can continue to improve upon municipal energy efficiency through ongoing monitoring of use, setting energy efficiency goals, and identifying new projects. Opportunities include:

- Engage the electric utility company or an independent contractor to conduct interior lighting assessments to eliminate unnecessary fixtures and retrofit existing fixtures with more efficient lighting where and when cost effective.
- Purchase energy efficient equipment when replacing appliances or systems.
- Establishment of a no-idling policy to reduce vehicle emissions, and/or purchase of technology such as idling retrofits that provides auxiliary power while engines are off to reduce emissions.
- Installation of renewable energy production systems (solar, wind, geothermal, biomass) where appropriate and when cost effective.
- Coordinate energy efficiency programs with the local schools to maximize potential community savings.

Formation of a Local Energy Committee

The generation and use of energy and emissions from energy use – whether for homes, businesses, or transportation – has a significant impact on the environment, and the health and welfare of the community. Local energy committees are an important way to help inform decisions makers and residents about how to advance cost-effective strategies that conserve energy, reduce costs, and help protect the environment.

¹⁰ Peregrine Energy Group. 2011. Energy Efficiency Opportunities for Town facilities Goshen, New Hampshire. Preliminary Assessment.

An energy committee in Goshen, if formed, could have the following roles:

- Advise the Planning Board on regulatory and planning strategies relative to energy efficiency and conservation;
- Coordinate with boards, commissions, schools and other organizations to promote and implement energy efficiency and conservation measures in the community;
- Conduct public outreach and education efforts to help residents reduce household energy use and costs;
- Report to the Board of Selectmen on energy usage for municipal facilities on an annual basis and as requested; and
- Provide information to the Board of Selectmen about strategies to reduce municipal energy use of municipal facilities.

RECOMMENDATIONS

Energy planning is integral to Goshen's long-term municipal and land use planning efforts. The following recommended actions are all steps to achieving a more sustainable energy economy. By promoting energy conservation behaviors and the employment of energy efficient measures Goshen can do its share to minimize undue municipal costs and community-wide demand for carbon-based energy sources and greenhouse gas emissions.

Provide Municipal Energy Efficiency Leadership

The Town of Goshen can establish itself as a leader in energy conservation and efficiency.

- Form a Local Energy Committee and adopt an energy action plan to reduce energy consumption in Goshen.
- Develop a Portfolio Manager account to track municipal energy use on an ongoing basis. Designate an individual in Town (e.g., a member of the Energy Committee once it is formed) to report energy use trends to the Board of Selectmen.
- Pursue grant and loan funding whenever possible for energy improvements to effectively leverage Town funds.
- Evaluate plans for municipal building additions/renovation or new building construction for energy efficiency measures.
- Establish a fund in the municipal budget for energy efficiency projects including those identified in the ETAP building assessment.
- Evaluate the Town's vehicle fleet and create new policies for staff use and purchasing that will reduce the energy use and costs.
- Establish and promote a community park and ride facility on municipal or private land for commuters traveling to regional employment centers.
- Conduct outreach and educational events on energy issues. Work with the Town Library to provide resources and programs to residents on ways to reduce energy consumption.

- Establish regular communication among Town committees (including the Energy Committee, if formed) and the Board of Selectmen to coordinate energy projects and efforts.

Adopt Regulations and Ordinances to Promote Energy Efficient Development Practices

Goshen encourages renewable energy by allowing tax exemptions for properties installing such technologies. Additionally, the Town has adopted land use regulations to protect air quality and to address wind generation installations. Continued work on the Town's land use regulations to permit innovative land uses would further promote energy efficiency in local development projects.

- Provide incentives in regulatory review processes that encourage voluntary implementation of energy efficiency practices, innovative land use techniques, or mixed use development proposals.
- Design a village center overlay district that would allow an appropriate mix of building uses (e.g., residential and small-scale commercial and retail) to promote maximize efficient use of infrastructure (e.g., roads, school).

SWOT ANALYSIS

A Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis was conducted related to growth and development issues for the town using public input from the recent visioning and community forum efforts as well as the analysis and mapping results.

INTRODUCTION

A SWOT analysis is a strategic planning tool to evaluate internal and external influences upon a common vision or specific goal. SWOT analyses are a common method for a company or organization to assess its capacity to execute a plan or achieve an attainable goal. In the context of municipal planning, the SWOT analysis evaluates the internal and external factors of a community (e.g., quality of community services, external development pressures, internal attitudes toward commercial development, etc.) as they may pertain to the community values. For Goshen, these factors are reflected in the previously stated Vision Statement and Master Plan Goals.

SWOT ANALYSIS CHART

The SWOT Analysis is a quick summary of internal and external influences on the community vision in a four-quadrant table. The SWOT analysis summary (Table 20) should be used as guidance in identifying influences that can affect the pending planning process in the near future.

Table 20. SWOT Analysis for Goshen, NH, 2009.

	<i>INTERNAL INFLUENCE</i>	<i>EXTERNAL INFLUENCE</i>
<i>POSITIVE IMPACT</i>	<p>Strengths:</p> <ul style="list-style-type: none"> • Small town, quiet rural lifestyle • Outdoor recreation • Support for town services (fire, police, highway, school) • Rural character • Natural resources • Undeveloped slopes and ridgelines (scenic value) • Good public participation • Limited infrastructure to maintain (e.g., low road miles) • Low cost housing relative to the region • Local investment in land conservation • Strong identity • Support for home-based businesses • Strong interest in residential development along existing roads • Village center is important community asset 	<p>Opportunities:</p> <ul style="list-style-type: none"> • Trails could be integrated into one town-wide system • Community support for diversity of housing options in the Village • Mount Sunapee State Park • Center and Lempster Coach Roads offer scenic byway designation options • Broadband mapping program • Potential access to small-scale hydro-power generation • Cluster residential development to preserve open space, ridgelines, and wildlife habitat • Minimal development pressure at present (opportunity to plan for future) • Support for outdoor recreation • Business development in specific areas • Goshen Grange Hall may serve municipal facility needs • Strong regional employment trends
<i>NEGATIVE IMPACT</i>	<p>Weaknesses:</p> <ul style="list-style-type: none"> • Recreation trails not marked, no consistent trail network • No Capital Improvement Program to plan and budget for major capital expenditures • No sidewalks in the Village • No water/sewer infrastructure • Limited suitable land for commercial development • Degrading Fire Station and Highway Garage facilities require substantial renovations • Town hall storage and office space is insufficient, unsafe, and does not allow handicap access 	<p>Threats:</p> <ul style="list-style-type: none"> • Limited public transportation options • Increased population will increase demand on services and community facilities • Limited broadband access • Large commercial developments • Large residential developments • Global competition with local agriculture • Erosion along Sugar River may affect Fire Department property

NATURAL AND CRITICAL RESOURCES

Management and preservation of natural and critical resources should be considered when examining growth and development in Goshen. This chapter provides some information on the natural resources that exist in Goshen, and discusses some methods by which these resources can be managed and protected. A Natural Resource Map is included in Appendix B. Mapping was completed by UVLSRPC using ArcView GIS and was based upon readily available data sources from the town, UVLSRPC and the GRANIT System.

INVENTORIES OF NATURAL AND CRITICAL RESOURCES

Table 21 and Table 22 below provide a partial inventory of the natural and critical resources in Goshen. The data in both tables is largely based on information from the USDA Soil Conservation Service.

In addition to the scenic areas and major bodies of water listed in Table 21 and Table 22, Goshen has many scenic vistas and many small ponds and brooks. Preservation and protection of all of these natural resources is important to the quality of life in Goshen.

The Goshen Conservation Commission contracted with Watershed to Wildlife, Inc. to produce a natural resource inventory for Goshen¹¹. The complete report and electronic map files are available from the Goshen Conservation Commission, at the Olive G. Pettis Library in Goshen, and on the Town web site at www.goshennh.org.

MANAGEMENT OF NATURAL AND CRITICAL RESOURCES

To manage and preserve Goshen's natural and critical resources, growth and development should occur only in areas that are capable of supporting it environmentally. Expense to taxpayers should also be a concern.

Open space directly supports four economic sectors in New Hampshire: agriculture, forestry, tourism and recreation, and second homes¹². Without open space, New Hampshire communities and the state would see income, jobs, and taxes derived from those sectors diminished. This 1999 report stated: *"The open space economy is larger than the whole tourist industry and is second only to manufacturing in terms of both income and employment"*.

¹¹ Severance, John and Elise Lawson. 2005. The Natural Resource Inventory for Goshen. Watershed to Wildlife, Inc., Natural Resource Consultants.

¹² The Economic Impact of Open Space in New Hampshire. 1999. The Society for the Protection of New Hampshire Forests.

Over half of New Hampshire's 5.74 million acres are in current use and approximately half of that is open to the public for hiking, fishing, hunting, nature observation, snowshoeing or skiing¹³. Of land in current use statewide, 87% is categorized as Forest Land. Forty-three percent of enrolled land is comprised of parcels of 10 to 30 acres. Annual household income of 56% of current use land holders is under \$60,000 annually; 90% of land owners are New Hampshire residents; and 82% of current use land owners are individuals or families.

Table 21. Partial inventory of natural and scenic areas in Goshen.

Name/Identity of Area	Location	Status	Description
Goshen Brook	Off Route 10	Wooded	Beautiful wetland area.
Chandler Hill	Off Center Road	Wooded	Intermediate mountain with view of surrounding countryside.
Ledges west of the old Crane farm	One-half mile west of village	Woods	Ledge on hill west of Sugar River. Overlooks Mount Sunapee.
North Goshen-Sunapee Line	Brook Road	Woods & open fields	Beautiful view of north and west overlooking Wendell Valley to Croydon Range and Mount Ascutney.
Gunnison Brook	Along Brook Road	Public & private	Beautiful babbling brook, trout stream, rocks.
South Branch of the Sugar River	Along Route 10, passing through the center of Goshen	Public & private	Scenic waterway, flowing very close to the downtown area of Goshen.
Mill dam and waterfall	Junction of Route 10 and Lear Hill Road	Private	Year-round natural dam and waterfall on Sugar River. Swimming pool, beautiful rocks. Could be developed into a nice area.
Chimney Rock and Elephant Rock	Off Province Road	Private	Unusual geological features with historic interest
Mount Sunapee – Pillsbury ridgeline	Newbury to Goshen and Washington	Public & private	Scenic ridgeline with recreational trail along ridge from top of Mount Sunapee to Pillsbury State Park, for hiking, skiing, and wildlife observation.
Williamson Park	Adjoining Gunnison Lake, off Route 31	Public	Picnic area and boat launch.

¹³ A Layperson's Guide to New Hampshire Current Use. 2007. SPACE (Statewide Program of Action to Conserve Our Environment).

Table 22. Inventory of major lakes in Goshen.

Water Body	Statistics	Description
Rand Pond	Area: 49 acres Length: 1.1 miles Elevation: 1254 feet Average Depth: 12 feet Maximum Depth Sounded: 25 feet	Color: Colorless Bottom: 5% gravel, 80% muck, 10% rock, 5% sand Emergent Vegetation: Scant Submerged Vegetation: Common Shoreline: 10% rocky, 89% wooded, 1% meadow
Gunnison Lake	Area: 96.2 acres Length: 4100 feet Elevation: 1232 feet Average Depth: 19-20 feet Maximum Depth: 44 feet	Color: Colorless Bottom: Mostly sand and silty sands (very little organic matter). <i>Note:</i> Site was cleared, but had stumps when construction ended. These will decay, however, leaving the bottom noted above. Emergent and Submerged Vegetation: Difficult to predict at this point, although there will be some. Shoreline: Nearly all wooded; some open.

Goshen properties are divided into tax classifications of residential, commercial, and exempt. Based on 2012 records, none of the approximately 100 acres of commercial property are in current use. Of the 580 acres of exempt property, 15% of the acres are in current use. Over 11,100 acres of residential property (approximately 46% of Goshen’s residential total acreage) are in current use tax status.

Based on a study of several New Hampshire communities¹⁴, the conclusion was that if land is taken out of open space and converted to residential use, under the existing tax structure it would typically cost more for services than is generated in taxes. In other words...open space land is an economic asset that helps stabilize property tax rates. Residential land use carries with it demands for community service such as roads, police and fire protection, waste disposal, and schools. Yet tax revenues from some forms of housing, such as recreational and seasonal housing, frequently more than cover the additional service costs. While conversion of open space to some forms of commercial use may require fewer services than residential development of that same property, caution should be used to ensure that commercial development is not detrimental to those residential uses that are revenue positive for the community (e.g., recreational and seasonal housing). Promotion of commercial uses that might diminish those community characteristics sought by recreational and seasonal home owners could be detrimental to the town’s tax rate stability. Town planners and residents might be wise to consider one of the principal precepts of

¹⁴ Does Open Space Pay? 1996. Auger, Philip A. University of New Hampshire Cooperative Extension.

medical ethics when considering regulations that would affect commercial and residential development in Goshen; namely, “*First, do no harm*”.

Much of the land in Goshen consists of slopes over 15%, wetlands, water recharge areas, and flood hazard areas and is thus unsuited to development for such uses as homes, roads, and commercial buildings. Preservation of prime agricultural land, instead of converting such land into building lots, will help ensure maintenance of the town’s rural character. *Prime agricultural land* is defined as land that is best suited for producing food, feed, forage, fiber, and oilseed crops. The land can also be cropland, pasture land, forest land, and the like. It has the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops economically when treated and managed, including water management, according to modern methods.

Those places listed in the Table 21 and Table 22 above should be protected. In addition, those places listed in Table 1 should also be protected. The town should conserve these lands, not only because of potential health and safety problems if these lands were developed, but also because they are scenic and suited to recreational uses and thus are economically important. Another way to maintain the rural character of the town is to provide Scenic Road designations when appropriate public support exists under RSA 231:158, as described above.

Goshen’s natural setting is one of its main attractions for recreation. It is extremely important that residents place an emphasis on preserving any points of natural beauty, both to ensure that future construction does not strain town services and to ensure the town’s future attractiveness for residents and visitors alike.

It is stressed that the responsibility of protecting Goshen’s critical resources lies with the individual landowner, as well as with the community.

OPEN SPACE PROTECTION TECHNIQUES

We should use whatever methods are available, including acquisitions, easements, and land use management controls, to ensure the protection of our critical resources. In some cases, the town, or an agency of the town, such as the Conservation Commission, acquires land from a private owner, either by a sales arrangement or a donation arrangement. In other cases, the landowner retains ownership or use of the land, but provides for public access and conservation. In yet other cases, a non-profit entity such as a land trust acquires the land and holds the land for the benefit and enjoyment of the entire community.

In most methods of open space protection (except when the land is purchased outright at full market value), the landowner can receive tax benefits through the land transfer. In all cases, the result of the transfer is that the land will be properly managed beyond the lifetime of the owner.

The simplest, most direct, most permanent method for protecting open space is the outright transfer of land, either through sale or donation, from a private citizen to a town or governmental agency. The town can also purchase land through an installment-buying plan, in which the owner remains on the land and continues to use it, but the town can relieve the owner of local property taxes. Another strategy that the town can use is to purchase land and resell some portion of it that is most suitable for development, while retaining and protecting the rest of the land as permanent open space.

In arrangements such as a Life Estate or a Purchase and Leaseback arrangement, a landowner can donate or sell a piece of land, but retain or lease the right to use all or part of the land, subject to appropriate restrictions on land use.

Transfers of land may also be restricted through easements or reverter clauses. A reverter clause is a stipulation included in a donation of land or in an easement that insures that the conditions placed upon the transfer by the grantor will be honored.

The underlying principle that allows for restricted transfer is that ownership of land involves a “bundle of rights,” such as the right to farm, cut wood, build on the land, or bequeath the land. It is also the right of the owners to put restrictions on the future use of their land that may be binding forever.

An easement conveys a right, privilege, or advantage in the use of a particular piece of land apart from the ownership of the land itself. The public purpose might not require easements over the total land, but would be satisfied by holding a few strategic areas, such as strips along the sides of streams or parcels of farmland.

Restricted transfers of land are perhaps the easiest way for landowners to preserve the integrity of their old homestead even after they sell it. It is also an easy way for the town to encourage protection of open space and other critical areas.

Land can also be preserved through acquisition by a conservation land trust. A conservation land trust is a private, non-profit service entity, yet it is also a “public trust,” since its lands are held for the benefit and enjoyment of the entire community. Similarly, a community land trust can acquire land for the public benefit. A community land trust is a non-profit corporation. Once land is acquired by a conservation land trust or a community land trust, it is generally held forever by the trust and is subject to conditions written into the trust.

Finally, the town of Goshen could preserve land and at the same time generate revenue for the community by acquiring land for use as town forests.

In the 2009 Community Attitude Survey questions were asked about support for land conservation. Seventy-seven percent of respondents supported the conservation easement approach where the land remains property of the owner, 83% favored conservation through direct donation of land to the Town, but only 47% agreed with land conservation that relied on purchase of property by the Town.

ASSETS

There is currently a lot of open space in Goshen. We have not yet reached the development stage where open space is a luxury. Most people in Goshen are oriented toward the outdoors and thoroughly enjoy being able to walk through open woods and fields. Still others, who may not have the time or physical ability to use the outdoor resources to their fullest extent, place value on its existence and conservation.

There is a natural playground potential in Goshen. The numerous brooks and hills allow us to have close-to-home recreational opportunities.

The town has local control of Gunnison Lake. Through a lease agreement with the New Hampshire Water Resources Department, Gunnison Lake has been placed under the administration of the Goshen Conservation Commission.

The town is fortunate in that Pillsbury State Park and the adjoining Jessie Barton Memorial Forest are preserved as conservation lands. This provides a guaranteed natural open space for the future. It would be desirable if adjoining land in Cherry Valley (and along Mountain Road) could be added to this preserved open space.

The town does not have a municipal water system. Each family depends on being able to dig or drill for fresh, clean water on their own property. Thus far, community members have had the luxury of being able to do this without interfering with their neighbors' intentions or with the town's intentions for land use.

Until now, air quality in the community has been excellent. Contributing factors include the absence of heavy industry, low density of population, and Goshen's distance from cities.

There are several scenic vistas in Goshen. Some of these might be improved even more with a modest amount of time and money being invested by the town.

Wildlife constitutes another important asset in Goshen. Fish and wildlife populations have economic importance, because they provide hunting, fishing, and nature study opportunities. Wildlife and its habitat provide an index to the quality of life for the people of Goshen.

Numerous detailed map overlays (see Appendix B) have been produced to help determine locations of various natural and critical resources. A map overlay is available for each of the following:

- Open land wildlife suitability
- Woodland wildlife suitability
- Soils subject to flooding
- Agricultural land capability
- Slope
- Wetlands
- Rivers and streams
- Aquifers

It is hoped that these maps will help to increase community awareness of important natural and critical resources that could either be managed or conserved for the benefit of the town.

PROBLEMS

The town must balance the public's desire for clean air and water, along with the desirability of preserving and conserving natural resources, with the desire of some individuals or businesses to "develop" private lands.

A proliferation of individual sewage disposal systems may be straining the soil's natural abilities to safely cleanse wastewater. It seems likely that a future public sewage system may be necessary for downtown Goshen, as well as at Rand Pond.

Heavy use of road salt or other de-icing chemicals in the winter months may be endangering private wells, wetlands, other water resources, and roadside trees.

The town must ensure that gravel excavation and transportation activities in town do not adversely affect air quality, scenic vistas, or the natural beauty of the region.

The town should use whatever methods are available, including acquisition, easements, and land use management controls, to ensure the protection of our open spaces and critical resources.

ACKNOWLEDGEMENTS

First and foremost, we wish to acknowledge the work of those individuals who undertook development of the Town's 2002 Master Plan. That document provided much guidance for development of existing ordinances and regulations that have helped achieve the people's expressed Vision for their community. It is from that solid beginning that the Planning Board undertook this amendment of Goshen's Master Plan.

Acting as both authors and editors, John Wirkkala and Allen Howe were primarily responsible for preparation of this amended Master Plan report. They wrote some sections, updated others, and incorporated and expanded upon materials included in several reports prepared and authored by UVLSRPC Planners Peter Dzewaltowski and Michael McCrory while working under contract to the Town of Goshen. Yet none of this would have been possible without considerable participation of others. Everyone who participated has helped inform the process of updating the Town Master Plan.

The authors/editors and the Planning Board members wish to thank all Town elected and appointed officials, as well as all Department Heads, Town employees and volunteers, members of the public, SAU 71 Superintendent, and UVLSRPC staff whose participation in the multi-faceted process of updating the Goshen's Master Plan made development of this document possible.

APPENDIX A
COMMUNITY ATTITUDE SURVEY RESULTS

Town of Goshen
Community Attitude Survey
Summary Results
July 8, 2009

Prepared by:
The Goshen Planning Board

With Assistance from:
Upper Valley Lake Sunapee
Regional Planning Commission

Goshen Community Attitude Survey Results 2009

Total surveys returned = 122

(no.) = the number of question-specific responses used as the denominator for determining percentages

Total Surveys mailed = 658

18.5 percent response rate

1. Which best describes the area of Town in which you live or own land? **(118)**
 - 10%** a. Village Area
 - 90%** b. Rural Area, Nearest Road: _____

2. How long have you lived or owned property in Goshen? **(121)**
 - 3%** a. Less than 1 year
 - 8%** b. 1-5 years
 - 15%** c. 6-10 years
 - 22%** d. 11-20 years
 - 21%** e. 21-30 years
 - 30%** f. 31 years plus

3. Are you a (check all that apply): **(122)**
 - 64%** a. Year-round resident
 - 21%** b. Part-time or seasonal resident
 - 78%** c. Property owner
 - 1%** d. Renter
 - 52%** e. Registered voter

4. What is your age? **(121)**
 - 0%**a. Under 18
 - 2%**b. 18-30
 - 21%**c. 31-50
 - 52%**d. 51-70
 - 25%**e. Over 70
 - 0%**f. I prefer not to answer

5. Why do you feel Goshen is a desirable place to live? (Check all that apply) **(122)**
 - 23%**a. Born and/or raised in the area
 - 76%**b. Small-town atmosphere
 - 80%**c. Uncrowded, quiet living conditions
 - 64%**d. Outdoor recreation opportunities
 - 61%**e. Friendly people
 - 4%**f. Employment opportunities
 - 4%**g. School system
 - 15%**h. Town planning
 - 5%**i. Low housing cost
 - 11%**j. Low taxes
 - 11%**k. Other(s) - Please specify: *scenic vistas, low crime, proximity to Sunapee, town not "over regulated"*

6. Would you support the creation of a paid, full or part-time Town Manager/Administrator staff position to assist the Town in complying with state regulations? **(119)**
 - 36%** a. Yes
 - 45%** b. No
 - 19%** c. No opinion

7. Which of the following types of future residential development would you like to see in Goshen?

	Throughout Town (village & rural)	Village Area	Rural Areas	Nowhere
a. Single-family residences (109)	74%	6%	16%	4%
b. Two-family residences (two-unit dwellings) (89)	34%	19%	8%	39%
c. Conversion of large homes to multi-family residences (87)	15%	30%	5%	51%
d. Multi-unit residences (84)	13%	19%	7%	61%
e. Manufactured/mobile homes on individual lots (87)	22%	3%	30%	45%
f. Manufactured/mobile homes in “parks” or “courts” (88)	6%	1%	13%	81%
g. Cluster housing with single-family homes on small lots with the balance preserved as open space (99)	31%	11%	24%	33%

8. How should Goshen accommodate affordable housing (i.e., housing that costs no more than 30 % of household income) for those individuals with limited and/or fixed incomes? (Check all that apply) (122)

- 54%a. Permit one accessory apartment within a residence or garage
- 28%b. Permit greater residential density for projects designated as affordable housing
- 15%c. Encourage multi-family housing
- 30%d. Permit conversion of large homes to multi-family residences
- 13%e. Other options (Please describe):

9. What pattern of commercial development would you prefer to see in Goshen? (Check all that apply) (122)

- 38%a. Restricted to the current light commercial district along Route 10
- 40%b. Expanded light commercial area to include all of Route 10.
- 16%c. Additional light commercial center(s) concentrated outside the existing village center.
Where?: **Route 10 & Brook Road**
- 12%d. Provision for heavy commercial industry in a concentrated area of Goshen.
Where?: **Route 10 & Brook Road**
- 36%e. Restrict gravel excavation to particular part(s) of Goshen (State law requires that each Town must allow for some excavation somewhere in Town. Goshen currently allows it everywhere, by Special Exception).
Where?: **Outside of the village, screened, where sand and gravel currently exist**
- 31%f. Expand tourist district for tourist-related commercial activities.
Where?: **Route 10, Brook Road, Mt Sunapee area**
- 20%g. No further commercial development
- 8%h. Other (Please specify): **Mill Village development, agriculture, preserve what’s left, shape growth**

10. Should the Town support the creation of an outdoor recreation district, comparable to the Mt. Sunapee Recreation District in Newbury, to include the public land within the existing Mt. Sunapee State Park Leasehold? (116)

In answering this question, assume that the purpose of such a district in Goshen would be comparable to that in Newbury, which is: “...to accommodate the needs of year-round recreation uses within the leasehold area of the Mt. Sunapee Resort.” More specifically, the purpose of this district is to: (1) provide for the base facilities necessary to operate the ski mountain; (2) encourage the use of the facilities and site for year-round recreational and cultural uses and activities; and (3) allow for commercial uses accessory to these principal uses.”

- 50% a. Yes
- 36% b. No
- 14% c. No opinion

11. Please rate the following Community Services, Facilities and Equipment.

Town Services										
	Please Rate this Service						Town Spending for this Service Should Be:			
	Excellent	Very Good	Good	Fair	Poor	No Opinion	More	Same	Less	No Opinion
a. Building Inspector (111, 100)	8%	6%	29%	14%	9%	33%	12%	50%	6%	32%
b. Conservation Commission (111, 100)	7%	21%	33%	9%	3%	27%	15%	53%	3%	29%
c. Emergency Management (106, 97)	7%	13%	38%	12%	1%	29%	18%	48%	5%	29%
d. Fire protection (114, 103)	14%	18%	45%	6%	2%	15%	27%	49%	6%	18%
e. Health and Welfare (108, 98)	3%	7%	30%	16%	6%	39%	18%	40%	9%	33%
f. Highway maintenance (114, 105)	2%	10%	35%	24%	22%	8%	27%	47%	11%	15%
g. Law enforcement and police protection (116, 105)	7%	17%	43%	15%	3%	16%	15%	50%	16%	19%
h. Library services (115, 106)	10%	15%	47%	10%	1%	17%	15%	58%	8%	18%
i. Planning Board (114, 101)	9%	18%	32%	14%	8%	20%	13%	50%	11%	26%
j. Solid waste disposal (111, 103)	7%	24%	35%	13%	6%	14%	8%	58%	11%	22%
k. Select Board (113, 99)	4%	18%	34%	9%	12%	24%	14%	51%	10%	25%
l. Town Clerk, Tax Collector (117, 105)	15%	39%	26%	5%	4%	9%	15%	61%	4%	20%
m. Zoning Board (110, 99)	3%	16%	35%	13%	8%	25%	9%	54%	10%	27%

Town Facilities										
	Please Rate this Facility						Town Spending for this Facility Should Be:			
	Excellent	Very Good	Good	Fair	Poor	No Opinion	More	Same	Less	No Opinion
n. Fire station (113, 98)	5%	14%	35%	22%	7%	16%	24%	52%	5%	18%
o. Grange Hall (113, 97)	2%	6%	30%	31%	11%	20%	18%	49%	9%	24%
p. Highway Dept Shed (111, 94)	3%	9%	27%	11%	21%	30%	19%	46%	7%	28%
q. Library building (113, 100)	9%	17%	43%	15%	0%	16%	16%	62%	4%	18%
r. Police facility (110, 97)	2%	4%	34%	24%	14%	24%	27%	41%	8%	24%
s. Transfer station facility (114, 102)	4%	22%	49%	11%	8%	6%	10%	65%	11%	15%
t. Town office facility (114, 101)	5%	14%	38%	18%	18%	7%	26%	53%	6%	15%
u. Goshen-Lempster Cooperative School (113, 102)	2%	12%	28%	24%	11%	24%	29%	36%	16%	19%
Town Equipment										
	Please Rate this Equipment						Town Spending for this Equipment Should Be:			
	Excellent	Very Good	Good	Fair	Poor	No Opinion	More	Same	Less	No Opinion
v. Fire Dept. vehicles (111, 101)	6%	20%	41%	13%	2%	19%	13%	53%	14%	20%
w. Police vehicles (111, 101)	16%	23%	40%	4%	0%	17%	3%	56%	18%	23%
x. Town office equipment (110, 99)	5%	15%	45%	7%	3%	26%	14%	55%	8%	23%
y. Town Highway Department vehicles (107, 97)	7%	7%	45%	17%	4%	21%	21%	44%	11%	24%

12. Would you like the Town to continue Old Home Day? (120)

68%a. Yes **3%**b. No **30%**c. No opinion

If yes, what time of year should the event take place? (106)

36%a. Summer **34%**b. Fall **30%**c. No opinion

Do you have suggestions for improving Old Home Day? : **Educate public about the town, gain more participation, softball game, better parking, avoid conflicting with other events, farmers market**

13. Please rank the following reasons why conserving land is important (Rank 1 through 5, 1 being most important)

	1	2	3	4	5
a. Forestry (117)	19%	21%	21%	22%	16%
b. Recreation (117)	32%	24%	17%	12%	15%
c. Aesthetics (118)	22%	26%	21%	14%	17%
d. Open space (117)	56%	10%	20%	6%	8%
e. Agriculture (118)	31%	8%	8%	24%	30%

14. Please indicate your agreement or disagreement with the following statements, as they apply to Goshen:

Housing					
Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
a. The Town is managing housing development well. (116)	7%	26%	49%	16%	3%
b. Some land should be protected from housing development. (117)	43%	38%	10%	7%	2%
c. It is important to provide affordable housing. (115)	10%	38%	30%	14%	7%
d. Encouraging housing growth will stimulate the economy. (114)	9%	34%	24%	25%	8%
e. There is excessive housing development. (116)	1%	2%	47%	44%	7%
f. There are not enough apartments in Town. (114)	3%	15%	42%	28%	12%
g. Housing in Goshen is too expensive. (112)	9%	17%	48%	21%	5%
h. The impact on Town services and tax base should be considered when evaluating regulations related to housing. (112)	37%	46%	13%	4%	0%

Industry					
Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
i. The Town should encourage environmentally sensitive, low-impact business and industry development. (118)	34%	46%	13%	4%	3%
j. The Town should identify areas in which to locate business and industrial development. (115)	35%	48%	9%	7%	2%
k. The Town should discourage high-impact business or industry that has a negative impact on the environment. (117)	53%	32%	9%	4%	2%
l. The Town should limit the areas where sand and gravel excavation is allowed. (119)	41%	24%	15%	16%	3%
m. The Town should allow intensive commercial development. (113)	3%	10%	12%	34%	42%

15. Should the Town actively encourage the provision of high-speed Internet access throughout Goshen? (115)

80% a. Yes **4%**b. No **16%** c. No opinion

16. What businesses or services would you like to see, or see more of, in Goshen (check all that apply)? **(122)**

- 43%**a. Arts and crafts
- 19%**b. Automotive service
- 14%**c. Sand and gravel excavation
- 57%**d. Eating establishments
- 43%**e. Professional Offices (doctors, dentists, specialists, alternative practitioners)
- 36%**f. Lodging (B&Bs, motels, hotels)
- 36%**g. Tourism-based businesses (guided hikes, amusements)
- 33%**h. Personal services (barbers, hairdressers, laundry/dry cleaning, etc.)
- 22%**i. Forestry and timber
- 11%**j. Manufacturing
- 39%**k. Light industry (e.g. research and development)
- 58%**l. Home-based businesses (“cottage industries”)
- 21%**m. Banking
- 13%**n. Other: **parks/play areas, farming, services, cell phone service, light commercial,**

17. Assuming that the local property tax would support the acquisition and maintenance of any new recreational facility, which of the following types of choices would you like to see in Goshen (check all that apply)? **(122)**

- 18%**a. Softball/baseball field
- 14%**b. Basketball court
- 11%**c. Volleyball/Tennis courts
- 46%**d. Hiking & cross country ski trails
- 43%**e. Bike paths
- 20%**f. Boat launch for residents
- 26%**g. Picnic area
- 20%**h. Ice skating
- 20%**i. More parking spaces at existing trail heads
- 22%**j. Multi-purpose recreation area
- 33%**k. Additional beach area for residents
- 15%**l. Band stand
- 20%**m. No recreation facilities needed
- 6%**n. Other (**none specified**)

18. Several suggestions have been made to help foster an improved sense of community. Please check those you support. **(122)**

- 36%**a. Strategically located bulletin boards around Town
- 17%**b. A parent and/or citizens organization to administer Town athletic programs
- 57%**c. A small periodic Town Newsletter
- 20%**d. An outing club to plan and foster tourist and local community activities
- 31%**e. Periodic community information discussions on local current events sponsored by the Town boards and community organizations
- 31%**f. Cultural events like concerts or lectures
- 12%**g. Other (Please suggest ideas:) **Website and/or blog, billboard for events, special events**

19. The Town should continue to acquire conservation land through:

Statement	Agree	Disagree	No Opinion
a. Land that is kept by its current owner, but which the current owner allows the Town to manage as conservation land (“Donated conservation easement”). (111)	77%	9%	14%
b. Land that is donated to the Town, so that the Town owns it, and the Town manages it as conservation land. (112)	83%	4%	13%
c. Land that the Town purchases, using Town funds, and manages as conservation land. (107)	47%	33%	21%

20. The Town's Land protection efforts should:

Statement	Agree	Disagree	No Opinion
a. Protect wetlands, surface waters and their buffers. (114)	88%	7%	5%
b. Protect scenic views and view points. (112)	78%	14%	8%
c. Protect hill tops. (114)	63%	21%	16%
d. Be left to private trusts. (112)	28%	35%	38%

21. The Town should promote:

Statement	Agree	Disagree	No Opinion
a. Additional recycling (organic waste, asphalt, electronics, etc.). (113)	82%	10%	8%
b. Energy conservation. (112)	91%	2%	7%
c. Alternative energy production. (114)	86%	5%	9%
d. Hazardous waste collections. (114)	90%	4%	6%
e. Public access to lakes, rivers and ponds (114)	76%	9%	15%
f. Public access to trails(113)	81%	7%	12%

22. Are any of the following traffic conditions a problem on roads in Goshen? (60)

Please specify which roads:

- 42%** a. Truck traffic Rt 10 Washington Road, Brook Road, Rand Pond Rd, Ballpark Rd
- 27%** b. Traffic speed Brook Road - old pronnee rd corner! , Route 31, Rt 10, Messer & Cross Rd,
- 7%** c. Pedestrian safety School area
- 7%** d. Traffic noise Rte 31- Large Trucks.
- 3%** e. Traffic safety Brook Rd and Route 10 north of Cross Rd
- 3%** f. Inadequate street lighting Village area
- 12%** g. Other Bridge on Cross Road

APPENDIX B
MAPS AND OTHER RESOURCES

This appendix includes maps developed by the UVLRPC during the process of updating the 2002 Master Plan and also lists resources that the Planning Board used in preparing the 2002 Goshen Master Plan.

In the decade since the 2002 Master Plan was completed the internet has provided then unimaginable access to a plethora of pertinent on-line publications, maps, and data. The web sites are too numerous to mention here, but a primary source for items related to Land Use in New Hampshire is the New Hampshire Office of Energy and Planning web site located at: <http://www.nh.gov/oep/resources.htm>

Goshen Regulations are available at the Town Office or on the Town's web site at: www.goshennh.org

The following publications were identified in the 2002 Master Plan and have been repeated here for historical reference. It is very likely that some of these reports have been updated or supplemented.

MAP RESOURCES

Goshen, NH - Base Map Showing Conservation Lands and Sites on National Register of Historic Places. Prepared by the Upper Valley Lake Sunapee Regional Planning Commission, 1999.

Drinking Water Resources and Potential Contamination Sources for the Town of Goshen. Prepared by the New Hampshire Department of Environmental Services, December 18, 2000. The map also identifies the locations of stratified-drift aquifers. The map is accompanied by a document, keyed to the map, which lists potential contamination sources and locations in Goshen where public drinking water is supplied.

Stratified-Drift Aquifers, Town of Goshen. Prepared by the Upper Valley Lake Sunapee Regional Planning Commission, 1998.

Altitude of Water Table, Data Collection Locations, Concentration of Major Chemical Constituents, and Surficial Geology for Stratified –Drift Aquifers in the Lower Connecticut River Basin, Southwestern New Hampshire, Town of Goshen; and Saturated Thickness and Transmissivity of Stratified Drift in the Lower Connecticut River Basin, Southwestern New Hampshire, Town of Goshen. Prepared by the New Hampshire Department of Environmental Services, Water Resources Division, in cooperation with the U.S. Department of the Interior, Geological Survey, 1992.

General Highway Map of Sullivan County, 1962, Revised 1987.

Soil Types, Town of Goshen. Prepared by the Upper Valley Lake Sunapee Regional Planning Commission, 1997.

Soil Survey Map of Goshen, New Hampshire. Prepared by Sullivan County Conservation District in cooperation with the U.S. Department of Agriculture, Soil Conservation Service, 1976. The following map overlays are available:

- * Slope Map

- * Agricultural Land Capability
- * Soil Limitations for Dwellings
- * Soil Limitations for Local Roads, Streets, and Parking Lots
- * Soil Limitations for Septic Effluents
- * Wetlands
- * Soils Subject to Flooding
- * Probable Sources of Sand & Gravel
- * Inventory of Existing Natural and Man-Made Ponds
- * Stream Patterns
- * Suitability for Woodland Wildlife
- * Suitability for Open Land Wildlife

OTHER PUBLICATIONS

Soil Survey of Sullivan County New Hampshire. Prepared by the USDA Department of Agriculture, Soil Conservation Service, in Cooperation with New Hampshire Agricultural Experiment Station, 1983. Updated survey data is available at the Newport office of the University of New Hampshire Cooperative Extension.

New Hampshire Planning and Land Use Regulation, 2000-2001 edition. Issued by the New Hampshire Office of State Planning.

Ground-Water Resources in New Hampshire: Stratified Drift Aquifers (Water-Resources Investigations Report 95-4100). Prepared by the U.S. Geological Survey in cooperation with the New Hampshire Department of Environmental Services, Water Resources Division, 1995.

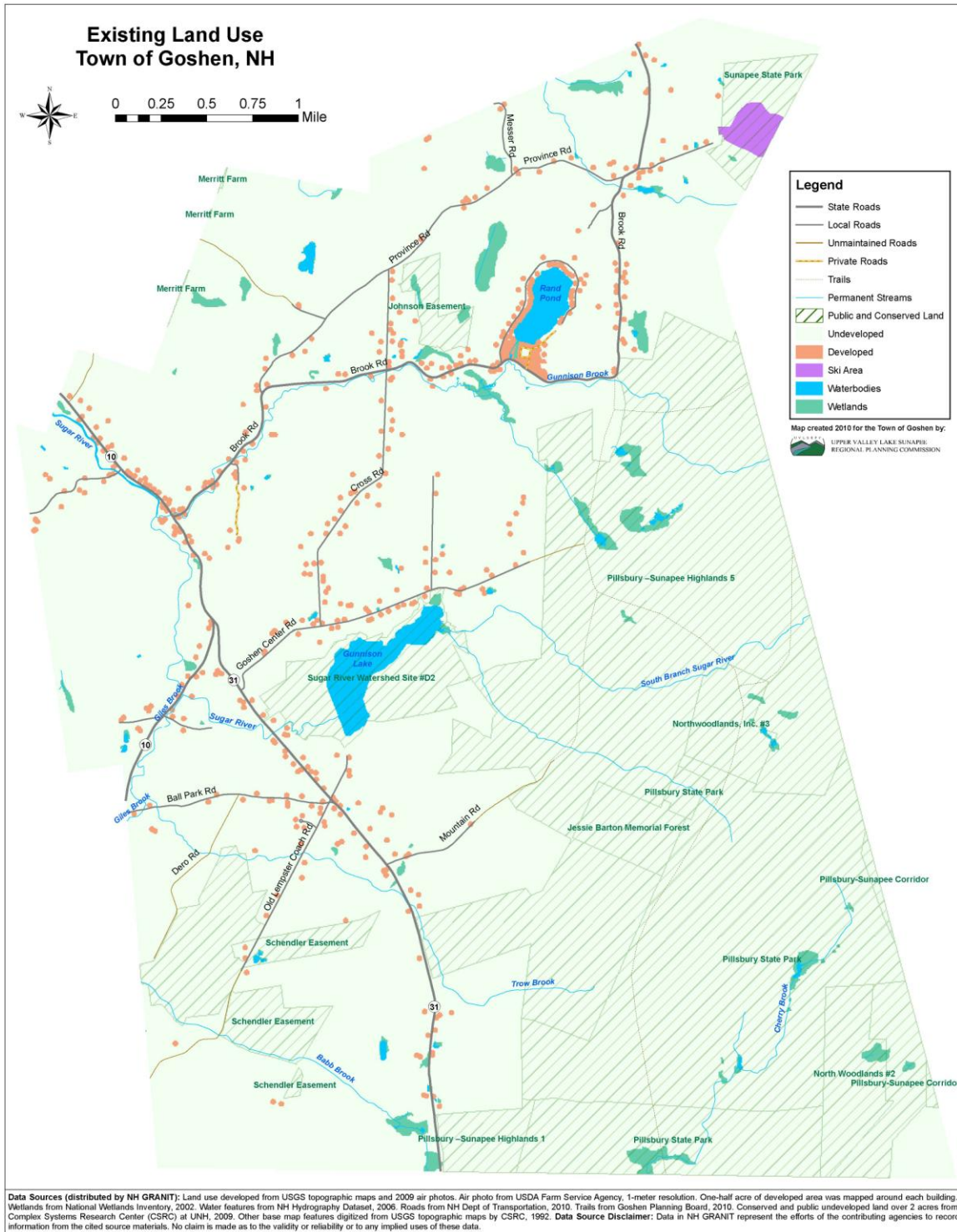
Geohydrology and Water Quality of Stratified-Drift Aquifers in the Lower Connecticut River Basin, Southwestern New Hampshire (Water-Resources Investigations Report 92-4013). Prepared by the U.S. Geological Survey in cooperation with the New Hampshire Department of Environmental Services, Water Resources Division, 1994.

History of Goshen, New Hampshire, by Walter R. Nelson, published in 1957, and republished, with the author's handwritten notes, in 1984. Published by the Goshen Historical Society and the Town of Goshen.

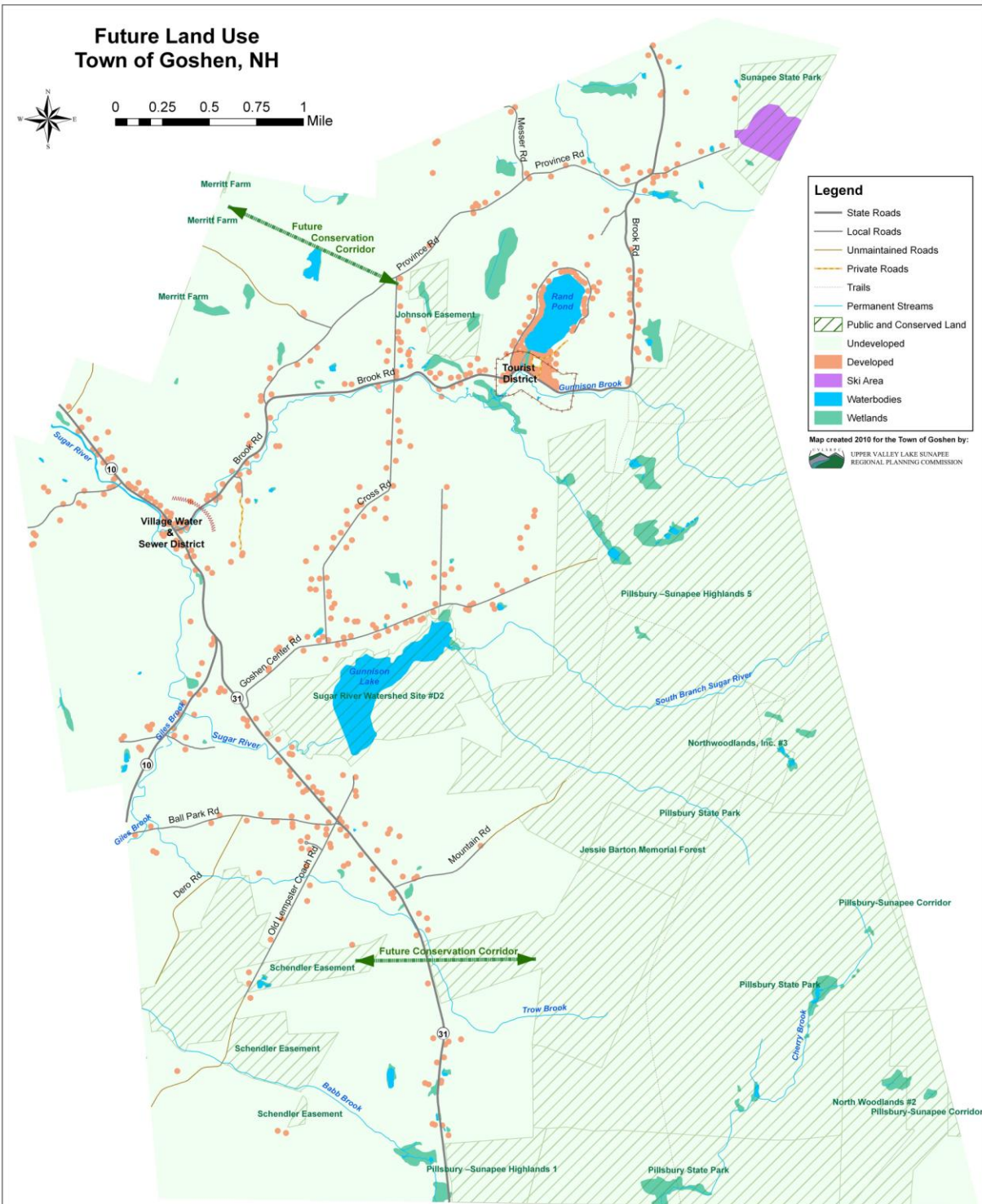
A Supplement to the History of Goshen, New Hampshire, by Doris Nelson Newman and Harry W. Wassier, edited by Ronald O. Whiting. Published by the Goshen Historical Society, 1976. This is an update to Walter R. Nelson's *History of Goshen, New Hampshire.*

Open Space for New Hampshire, a Toolbook of Techniques for the New Millennium, prepared by Dorothy Tripp Taylor, New Hampshire Wildlife Trust, 2000.

Existing Land Use Map, 2011. This map is included here to provide Goshen residents with an idea of what information is available. A larger format map is available for viewing at the Goshen Town Office.

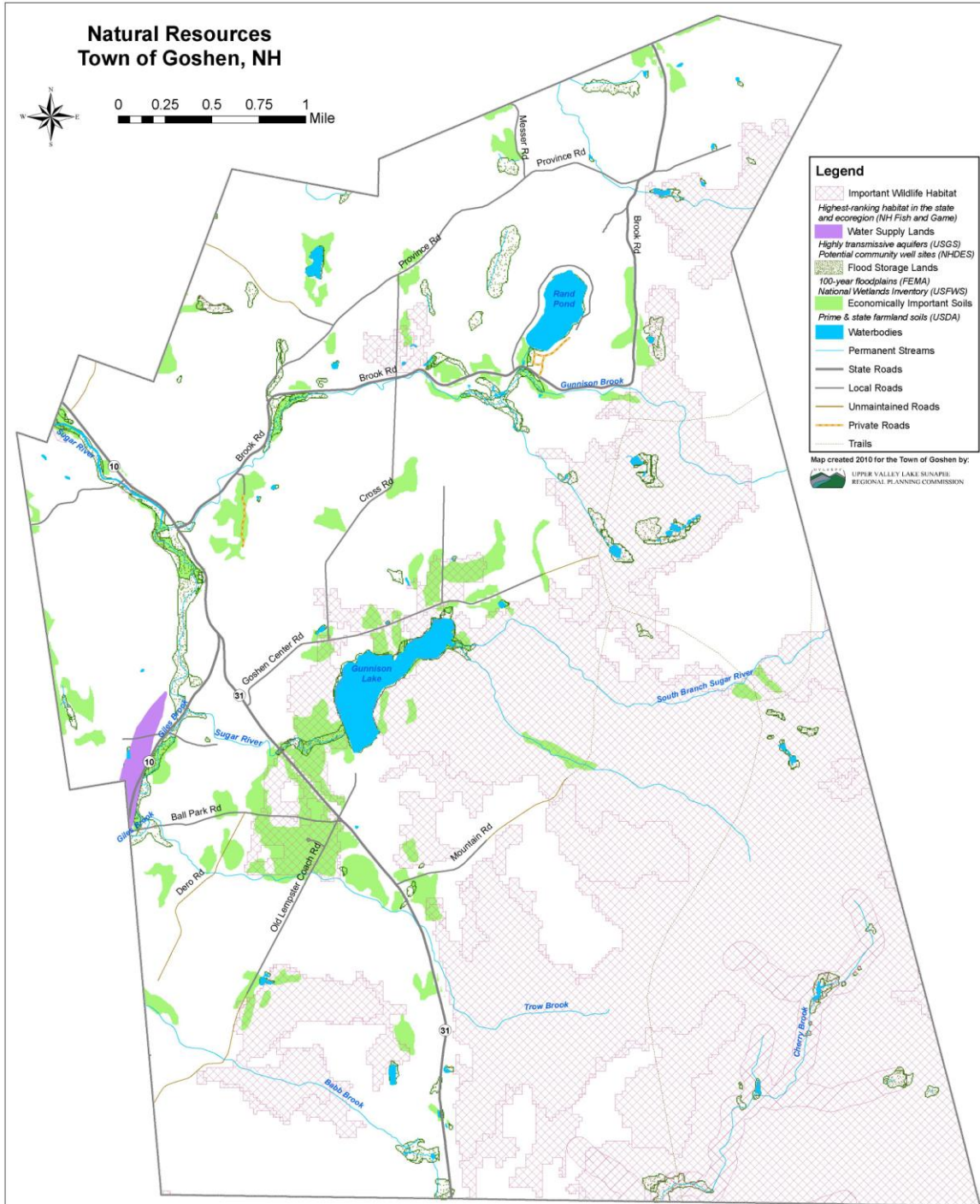


Future Land Use Map, 2011. This map is included here to provide Goshen residents with an idea of what information is available. A larger format map is available for viewing at the Goshen Town Office.



Data Sources (distributed by NH GRANIT): Land use developed from USGS topographic maps and 2009 air photos. Air photo from USDA Farm Service Agency, 1-meter resolution. One-half acre of developed area was mapped around each building. Wetlands from National Wetlands Inventory, 2002. Water features from NH Hydrography Dataset, 2005. Roads from NH Dept of Transportation, 2010. Trails from Goshen Planning Board, 2010. Conserved and public undeveloped land over 2 acres from Complex Systems Research Center (CSRC) at UNH, 2009. Other base map features digitized from USGS topographic maps by CSRC, 1992. **Data Source Disclaimer:** Data in NH GRANIT represent the efforts of the contributing agencies to record information from the cited source materials. No claim is made as to the validity or reliability or to any implied uses of these data.

Natural Resources Map, 2011. This map is included here to provide Goshen residents with an idea of what information is available. A larger format map is available for viewing at the Goshen Town Office.



Data Sources (distributed by NH GRANIT): Natural resources data from the Natural Services Network (NSN) dataset, 2007, developed by the Jordan Institute. 2010 data of wildlife habitat from NH Fish and Game Department's Wildlife Action Plan were used to update the NSN dataset. Water features from NH Hydrography Dataset, 2008. Roads from NH Dept of Transportation, 2010. Trails from Goshen Planning Board, 2010. Other base map features digitized from USGS topographic maps by CSRC, 1992. **Data Source Disclaimer:** Data in NH GRANIT represent the efforts of the contributing agencies to record information from the cited source materials. No claim is made as to the validity or reliability or to any implied uses of these data.