COMMUNITY
DEVELOPMENT
#48

DOVER, N.H.

A PROGRAM OF COMMUNITY RENEWAL

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PREFACE

If it is the wish of its people there is no doubt but that the City of Dover can become the major city of the New Hampshire Seacoast. Its location between the manufacturing centers of Massachusetts and the growing markets of Maine, New Hampshire and Vermont gives it unlimited potential; its people with their industrial skills and their demonstrated ability to learn offer fertile ground for the establishment and expansion of industry; its accessibility, its buying power and the unfulfilled commercial needs of the area comprise its potential as a retail center; its land its beauty and its dignity are the foundation of its attraction as a residential center; and its convenience to the Summerland of the Seacoast and the Winterland of the North are its bonuses.

Dover can be the major city of the Seacoast but it must be the wish of its people.

Dover was settled in 1623 and became a city in 1855. It developed from a settlement numbering a handful of people in a few cabins to over 20,000 people and about 6,000 structures. In the process it became the highly industrialized city of today and filled about five of its twenty-five square miles of land. Its problem is to fit the new to the old.

That which is old is not necessarily bad but neither is it necessarily good. Much of Dover has a history of which its people can be proud and is therefore deserving of respect. But there is also that which is merely old with neither historical significance nor modern utility. The Dover Community Renewal Program must separate the one from the other. Dover is a proud city but there are within its bounds, as in all old cities, areas which detract from its pride and its attraction. This report attempts to identify these areas, isolate them and cause to be removed those conditions which are undesired In some instances the only cure is complete removal of the area and its replacement; in others the remedy is less drastic and requires only restoration of a dignity and quality which is beginning to fade. In yet others the only action necessary is that which will protect existing areas of quality from the blight which has affected other areas.

The main object of the Dover Community Renewal Program is to provide the information and the tools so that if it is the wish of its people then the City of Dover may Attain its full and proud potential.

CITY OF DOVER, NEW HAMPSHIRE

WALWORTH JOHNSON
MAYOR

LETTER OF TRANSMITTAL

The City of Dover, through its Planning Board and with the assistance of a grant from the Housing and Home Finance Agency, has prepared this Community Renewal Program.

In accepting this Report and submitting it to the people, the City Council does not commit itself to the execution of the entire program. The Council has, however, recognized that the City of Dover has certain problems and accepts this program as one means of solving these problems. The degree to which the recommendations in this program are followed will depend upon the people. If private individuals taking private action can solve the problems of this City, then the Council need take no action. It is, however, the responsibility of the Council to maintain the standards of the City of Dover and if private action cannot accomplish this objective then the Council, as the representatives of the people, must.

The City Council of the City of Dover hereby submits this Community Renewal Program to the people of Dover for their consideration.

Signed,

Walworth Johnson

Walworth Johnson,
Mayor.

WJ:c

CITY OF DOVER, NEW HAMPSHIRE

DOVER PLANNING BOARD

PLANNING - ZONING - SUBDIVISION - COMMUNITY RENEWAL

ACKNOWLEDGEMENTS

The Dover Community Renewal Program was prepared with the assistance of a Federal Grant in the amount of $28,000 approved and issued to the City by the Housing and Home Finance Agency of the United States Government.

The Dover Planning Board hereby gratefully acknowledges the guidance furnished Board Staff in the preparation of this Program by the New York Regional Office of the Housing and Home Finance Agency, the advisory services of Purcell Associates, Newington, Connecticut, and the Marketability Report prepared by the W. H. Ballard Company of Boston, Massachusetts.

In addition, the Board Staff respectfully acknowledges the great assistance and vast amounts of time contributed to this Program by the Members of the Dover Planning Board and the Citizens Advisory Committee for Community Improvement.

The technical services of Mr. Robert J. LaPointe, Assistant Planner, and Miss Caroline Marcotte, Secretary, are gratefully acknowledged.

Signed,

Henry Neil,
Planning Director & Consultant to the Board.

THE BEGINNING

In early 1963 it became apparent to the Dover Planning Board that the City of Dover was facing a variety of problems which might benefit from a common approach. It was the thought of the Board that more adequate solutions to the individual problems might be forthcoming if they were faced together rather than individually and that at least a partial solution might be found in some form of redevelopment.

Among these problems was traffic, with 18,000 cars per day passing through the heart of the city and only 6,000 using the expressway bypass; there was downtown parking with the customers of over fifty stores competing for an inadequate number of parking spaces with the employees of five major industries; there was the downtown retail area slowly but surely losing stores; there was the 'Miracle Mile' with its tremendous drawing power served by a totally inadequate two-lane highway; there were the unattractive residential areas in the heart of the city with old and frequently dilapidated structures crowded on to tiny lots, stifling not only themselves but also the downtown retail and industrial areas; and there were the better quality residential areas threatened by creeping blight caused by a few dilapidated structures or by the conditions of adjacent areas.

All of these problems had to be faced and solutions devised.

The Planning Board therefore recommended that the City Council authorize the submission of an application for federal funds to enable the city to prepare a Community Renewal Program. After careful consideration the Council approved this action and in February of 1964 the United States Housing and Home Finance Agency approved a grant to the City of Dover in the amount of $28,000 to enable the city to study the location and nature of blight within its bounds and to develop remedies for this blight.

The City Council then designated the Planning Board as the body responsible for the preparation of the Dover Community Renewal Program.

DEFINITION

A Community Renewal Program is an assessment of a community in terms of how it may be improved. More specifically, it attempts to identify areas within the community in which some form of renewal would be beneficial and to outline the form and degree of renewal required. The Program organizes these areas according to a schedule based on the urgency of the action required, the effects of the actions, if taken, the costs of the actions and the community's ability to pay.

NATURE OF THE PROGRAM

The end product of a Community Renewal Program provides a recommended program of improvement which the community may elect to follow or to deviate from. In either case it presents a direction and a basis upon which the community may make decisions. If the facts within the Program can contribute to the improvement of the City then the Program has achieved its objective.

As time passes and conditions change, the recommended actions may require modification to conform to the changing conditions and when specific action is contemplated more specific information should be obtained.

COUNCIL POLICY

As a guide to the Planning Board in its work the City Council adopted the following as its official policy:

"It is the adopted policy of the City Council of the City of Dover that the City Government of the City of Dover will take all actions which, in the opinions of the Members of that Government, are within the means of the community and which will most rapidly and most effectively ... provide for all of the Citizens of Dover the following:

a) Decent, safe and sanitary housing,

b) Adequate and satisfactory public services,

c) Full and complete business services for all of their needs and desires,

d) Full opportunity for employment with reasonable recompense."

PROGRAM OBJECTIVES

In keeping with this policy the Planning Board, with the approval of the City Council, set as the goals of the Community Renewal Program the following:

1) To locate and outline those areas of the community, both residential and non-residential, which are either blighted or deteriorating

2) To determine the degree of blight present in each.

3) To determine the actions which must be taken to correct this blight and prevent its recurrence, and the part which renewal programs must play.

4) To estimate the costs of these actions and the City's ability to finance that portion which must be performed by public action.

5) To evaluate the willingness and ability of private groups and citizens to participate in the programs.

6) To anticipate the consequences of the proposed programs upon the Citizens of Dover and the remaining portions of the City.

7) To prepare for the City of Dover a long range program of urban renewal action expressed in terms of definite priorities and schedules.

GENERAL PLAN

In order to fully understand the proposals made under the Community Renewal Program, it is essential that some basic knowledge of the City be possessed. The provision of this knowledge is the function of the Dover General Plan. Prior to the presentation of program recommendations, therefore, is presented a condensed form of the General Plan divided into its various segments.

These segments follow.

POPULATION

GENERAL:

A community is an area of land occupied by people. Its nature, its needs and its future are determined by that people..

Since the function of planning is to improve the community for its inhabitants, it is necessary to know something about these inhabitants. To plan adequate community facilities one must know the number and the location of this populace, to know the opportunity for industry one must know their ages, skills and level of education, and to know the need for stores one must know their income.

Some of this information follows. The remainder will be found under the subject heading to which it is pertinent.

LOCATION:

The vast majority of Dover's population are concentrated in the area between the loop of the Spaulding Turnpike and the Rollinsford boundary. Large sub-concentrations are located on the original settlement area of Dover Point and on newly developed subdivisions around the intersection of Back River Road and Spruce Lane to the south and around the intersection of Old and New Rochester Roads to the north.

NUMBER AND AGE:

In 1960 Dover had a total population of 19,131, an increase of 20% over the 1950 population of 15,875. This increase was caused partially by the location of Pease Air Base in Newington, partially by expansion of the State University in Durham and partially by normal increase.

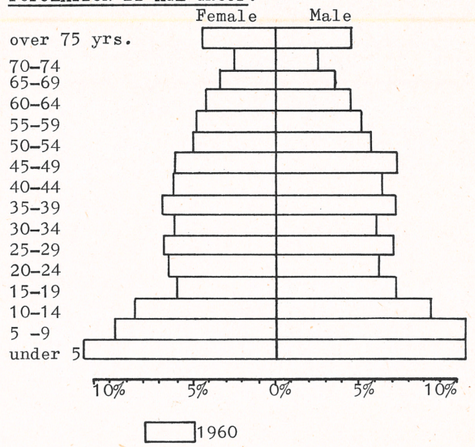
Analysis of Dover's 1950 and 1960 populations populations in five year groupings shows an increase in the proportion of young people in the 1960 population with greatest increases in the very young group and in the young marrieds.

INCOME:

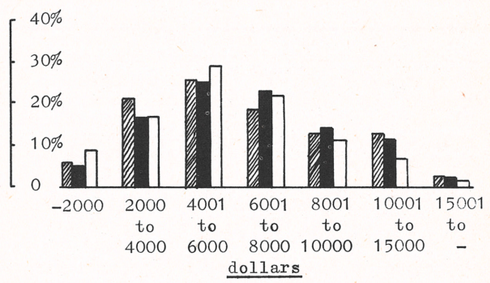
The median family income in Dover is relatively high for the area although the substantial superiority over the median male income emphasizes the dependence of the areas residents on "second jobs" or on the woman of the household working and thereby contributing to the family standard of living.

An encouraging fact is that due to this willingness to accept second jobs or working women, fully 49% of Dover's families have a total annual income between $4,000 and $8,000 with only 21% earning less than $4,000 annually.

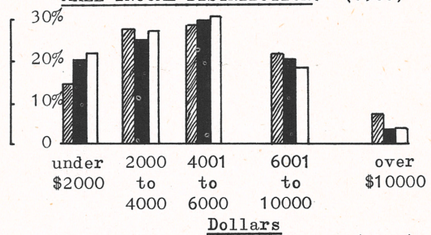
POPULATION BY AGE GROUP:



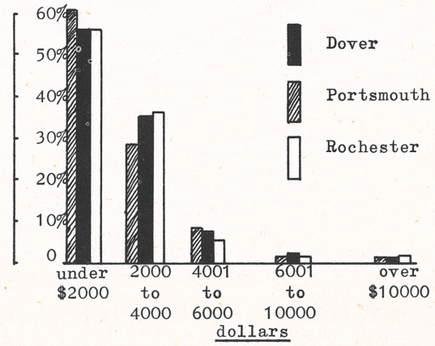
FAMILY INCOME DISTRIBUTION: (1960)



MALE INCOME DISTRIBUTION: (1960)



FEMALE INCOME DISTRIBUTION: (1960)



ETHNIC GROUPS:

In 1960 a full 31% of Dover's population was either foreign born or had foreign parents, but no significant concentration of any single ethnic group or of the foreign born could be located within the city.

The largest ethnic group was the Canadian, or French-Canadian, which made up 41% of all foreign stock, followed by the Irish with 14%, the British with 11% and the Greek with 8%.

POPULATION PROJECTION:

Population increase or decrease in a result of two factors, the first of which is natural increase, the second movement of people in and out of the community.

Natural Increase:

Natural increase is the result of there being more births than deaths. In Dover in the early 1950's there were approximately 200 more births than deaths annually. By the early 1960's this figure had risen to over 300 more annually. This increase has been mainly due to the increase in the child bearing portion of the population.

Unless some event or condition causes exodus of this age group or a reduction in its reproduction rate, this high rate of natural increase will continue. One such condition might be loss of employment which normally results in a reduction in the birth rate.

Migration:

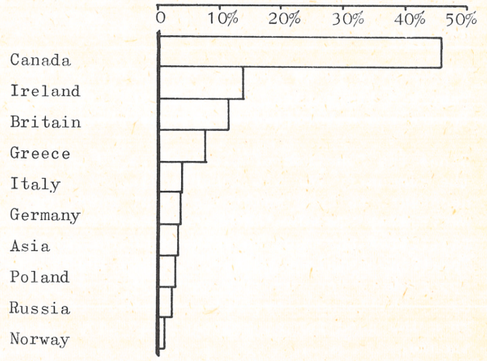
This same condition could cause a change in the migration pattern. Between 1950 and 1960 in-migration exceeded out-migration sufficiently to add 678 persons to the population. Failure of the city to provide substitutes for jobs lost at Portsmouth Navy Base or Pease Air Base could result in a reduction in this influx while successful action in this field coupled with improved community facilities and an improved supply of rental housing could increase it.

Estimated 1970 Population:

It is estimated that during the coming years natural increase will add approximately 350 persons annually to the city's population, while migration will increase the 1960 population by approximately 5% by 1970.

By 1970, Dover should have a population of approximately 23,500 persons.

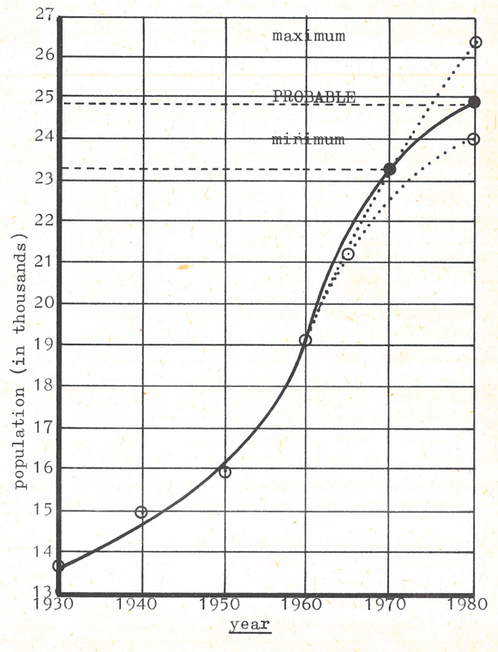
FOREIGN STOCK: (% total F.S.)



NATURAL INCREASE:

YEAR	BIRTHS	DEATHS	DIFFERENCE
1950	398	211	187
1951	426	216	210
1952	435	199	236
1953	435	198	237
1954	451	236	215
1955	506	246	260
1956	502	232	270
1957	549	211	338
1958	574	237	337
1959	527	237	290
1960	534	208	326
1961	563	234	329
1962	534	282	252
1963	609	268	341
1964	629	288	341

POPULATION PROJECTION:



LAND USE

GENERAL:

The City of Dover is a complete community affording its people the chance to live, work, shop and play within its bounds. In 1965 Dover is a good, and in many ways an excellent, community in which to live. But its future character will depend upon the action taken now to remedy some existing conditions and prevent their recurrence.

EXISTING SITUATION:

Dover consists of twenty-five square miles of land of which about five are developed. This development includes an industrial park, an intown industrial area, a downtown shopping center, a large area of thoroughfare business and houses ranging from those which should be improved by enforcement of the Housing Code to those which can compare in quality to any in the nation.

LAND USE:

Zone		Area Zoned*	Area In Use
R-1	Single Family	5,516.6	
R-2	Four Family	225.3	
R-3	Multi Family	298.9	
	Residential	6,040.8	972.6
B-1	Neighborhood Bus.	19.9	
B-2	Central Business	100.3	
B-3	Thoroughfare Bus.	217.8	
O	Office	89.1	
	Commercial	427.1	104.5
I-1	Restricted Ind.	239.8	
I-2	Industrial	183.9	
	Industrial	423.7	100.3
A	Agriculture	9,108.4	
	Public		657.5

*includes streets .

FACTORS AFFECTING LAND USE:

The use of land is affected by the past, by the market and by the regulations upon the land.

The past exerts influence in that if an area is presently occupied by old structures, its use for a more modern, more productive use is precluded. The market affects land use in that if the land does not offer what the market requires in the form of location, services and soils, then the land will not be used. Regulations affect the land by limiting the nature of use.

PRIVATE ACTION:

Private action operates through the market. If there is a demand for a use, if suitable land is available for that use, if that land available is properly served by required facilities and if that land can be purchased at a price low enough to make development economically feasible, then private action will develop the land.

In Dover the land exists and the Marketability Study states that a market exists. The questions to be asked then are: a) Is the land suitable, b) Is it properly serviced, and c) Is it priced low enough to make development economically realistic?

a) With respect to the suitability of the vacant land a problem exists. Subdivisions during the past decade have used up virtually all the land suitable for septic tank use. Comparison of a soils type map and an existing land use map reveals that remaining land in the main part will require servicing by public sewer to make development possible. Since present city law requires that the developer pay the entire cost of any extension of sewer or water lines, the question then becomes one of economics. Can the individual private developer afford to extend these facilities and retain an economically sound proposition? Due to the intervention of the Turnpike and the topography of the land, the answer in many cases is no.

b) In addition to the requirements of water and sewer there is the matter of highway accessibility.

Much of the undeveloped land in the City is located unattractively from the viewpoint of development. The Marketability Report states that "From a realty point of view accessibility brings vitality and value". This factor is in large part the reason for the success of the "Miracle Mile" and the Industrial Park. This is the reason that the major routes throughout the City are lined with development. Much of the remaining land is not advantageously located.

c) Once again the factor of utility provision is involved in the question of price. To the initial cost of unserviced land must be added the cost of providing these services. And in this item of price and economic feasibility is involved the difference between vacant and occupied land.

It is tempting to assume that development which has deteriorated in condition will also have depreciated in price sufficiently to permit and encourage private re-use. Unfortunately, this is too often not so. In the first instance, the private person must purchase not only the land but the structure upon it. Since in most cases he must pur-

chase a number of lots to assemble a large enough parcel of land and since these areas are almost always densely covered by the old structures, this procedure is highly expensive. After purchase the potential developer must clear the existing structures and prepare the land for the proposed re-use. This process in many cases results in land costs too prohibitive for profitable use. In addition, the developer can rarely purchase and clear an area large enough to remove the impact of blight and dilapidation.

PUBLIC ACTION:

Since the City depends upon new development to help pay the constantly increasing costs of maintaining the community, it must face the decision that if the above conditions are not such as to cause new development, what action should be taken?

It is recommended that serious consideration be given to the following proposals:

1) That the community not simply ignore the problem with the attitude that the City neither needs nor wants new development. As labor and materials costs rise so will the City budget and lacking new development to pay new taxes, so will the tax rate.

2) That the City extend sewer trunk lines at its expense through areas in which it is desired to stimulate development. Such action combined with the zoning power would enable the City to guide development, and avoid recurrence of the situation which occurred in the area around Spruce Lane, Back River Road, where the development of large subdivisions at such a distance from the main area of the City required the construction of a new elementary school to serve the area.

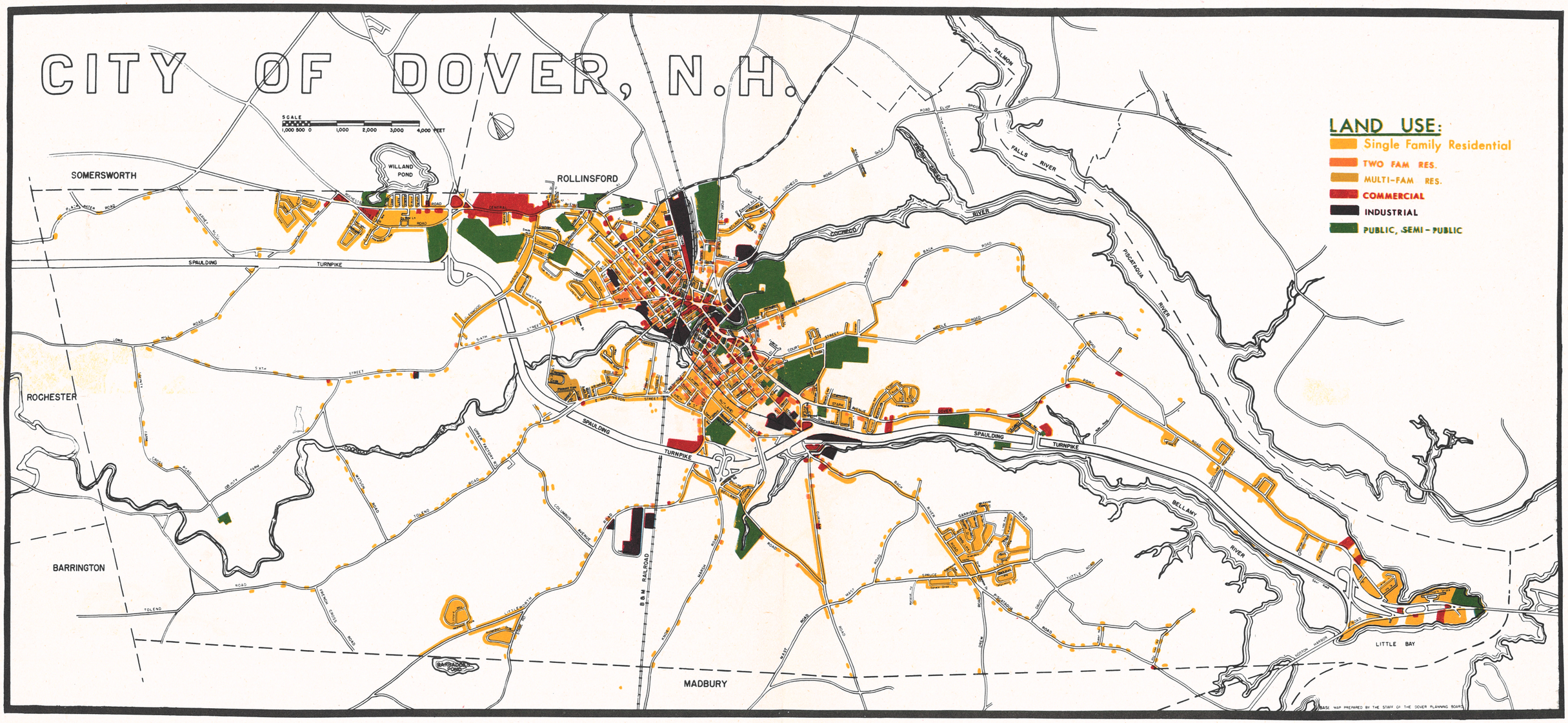
3) That the City construct a second barrel to the "Miracle Mile", as described in the Transportation section to enable the market forces created by that area to be transformed into development and taxes.

4) That the City take advantage of the market for apartment housing by zoning sufficient land in suitable locations with appropriate safeguards for protection of lower density residential development.

5) That the community use the powers and funds of urban renewal to eliminate the most serious areas of blight within the City and make the land available for more desirable and more profitable re-use. Such re-use might stimulate private redevelopment of adjacent land.

6) That the existing housing, fire, health and building codes be used to prevent the occurrence or recurrence of blight within the City to avoid a future need for further renewal activities.

CITY OF DOVER, N.H.



BASE MAP PREPARED BY THE STAFF OF THE DOVER PLANNING BOARD

CITY OF DOVER, N.H.

SCALE
1,000 500 0 1,000 2,000 3,000 4,000 FEET

N

SOMERSWORTH
ROLLINSFORD
WILLAND POND
SPAULDING TURNPIKE
ROCHESTER
BARRINGTON
MADBURY
BARBADOES POND
LITTLE BAY
SALMON FALLS RIVER
PISCATAQUA RIVER
BELLAMY RIVER
GARRISON

ZONING MAP

- R-1 Low Density Residence
- R-2 Medium Density Residence
- R-3 High Density Residence
- B-1 Neighborhood Business
- B-2 Central Business
- B-3 Thoroughfare Business
- I-1 Restricted Industrial
- I-2 Industrial
- O Office
- A Agriculture

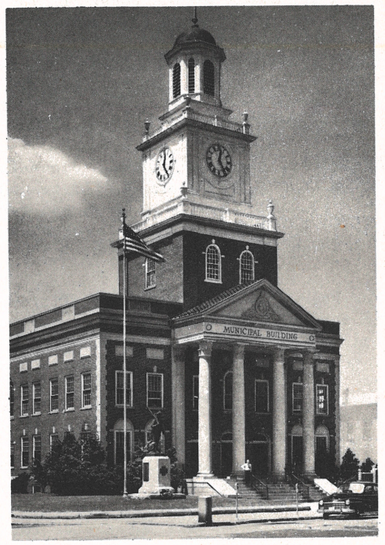
BASE MAP PREPARED BY THE STAFF OF THE DOVER PLANNING BOARD

ZONING MAP

COMMUNITY FACILITIES

GENERAL:

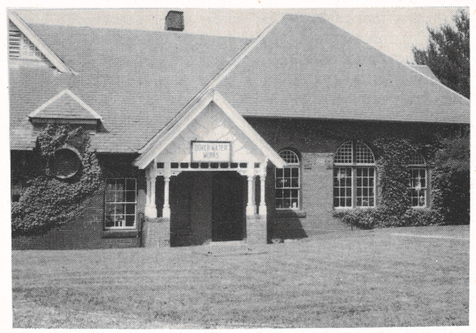
The community facilities are the physical plant of the services rendered by the community as a whole for the convenience and benefit of the individual citizen. They include water and sewer lines, schools, parks, fire stations, the municipal building, streets and sidewalks. In most cases these have been created piecemeal as the need or opportunity arose with little thought as to a cohesive and complete whole. Dover is now at a stage in its development where it should view all additions to or modifications of these facilities as a step towards an eventual complete system.



WATER:

Most of the built up section of Dover is presently served by City water. While the City supply has proven completely adequate due to forethought concerning purchase of supplies as they became available, many private wells have proven inadequate to meet demands during extended dry periods such as the community has experienced in recent years.

There are, however, inadequacies in the City distribution system due to the age and insufficient pressure of some sections of the system. Because of these problems, arrangements are presently being made for a comprehensive study of the water system to determine specific problems and solutions and to ensure future adequacy of supply. It would therefore be premature and pointless to attempt further review in this report.



SEWER:

The sewer system is under complete review through a program to eliminate river pollution. The attached map is submitted as graphic evidence of the need for this survey in view of the unrelated complexity of the existing system and the number of outfalls which discharge raw sewerage into the Cocheco River. Concerning this sewer system, it will suffice to say that any proposals must take into account any use changes or street changes proposed. In particular, any relocation of the Tannery will have a decided effect on sewage system proposals.

SCHOOLS:

A brief summary of the Dover School System and plant establishes the basic problem of age of certain schools. This problem is already being met through the past construction of the Woodman, Horne and Garrison Schools and the construction of the proposed High School.

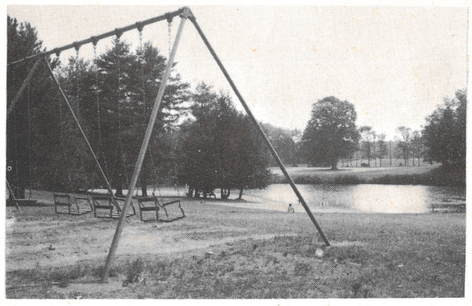
Therefore, the only proposal concerning the Dover School System which will be made in this report is the relocation and replacement of two elementary schools. These are the Pierce and the Sawyer Schools.

The Pierce School, located on Pierce Street, to the east of Central Avenue, was constructed in 1858 and occupies less than one half acre of land compared to the twelve acres of the Horne Street School Site and the twenty two acres of the Garrison School Site. Enrollment in 1954 totalled 131 and in 1963, 133. A survey of the residences of school system pupils conducted in 1964 by the School Department clearly shows the location of this school to be no longer suitable. It is therefore recommended that the use of this school be discontinued and a new elementary school constructed in the Hill Street - Ham Street area.

The Sawyer School was constructed in 1870 and occupies one-half acre of land. Its enrollment decreased between 1964 and 1963 from fr1 to 201. The same 1964 survey clearly indicates the locational obsolescence of this school. It is recommended that its use be discontinued and a new school constructed in the general vicinity of the Mineral Park - New Hampshire Circle housing project. Such a school would relieve pressure on other elementary schools, reduce student travelling time and permit school district lines to be revised to require less students to cross major highways.

PARK SYSTEM:

Dover has an excellent, widely diversified and well operated parks system. This report makes only the recommendations that:



1) The City consider the location of small playlots in the built-up areas of the City. These playlots should be equipped with the normal equipment of swings, slides, etc., and be designed to serve the needs of preschool or early grades children. They require only a small area and could be constructed on vacant lots.

2) The City consider the acquisition of land along the riverbanks for eventual recreational use upon completion of the river cleanup program. As an initial project it is recommended that an area of land be purchased between the Dover Point Road and Piscataqua River as a replacement for that portion of Hilton Park which will be lost to the new bridge.

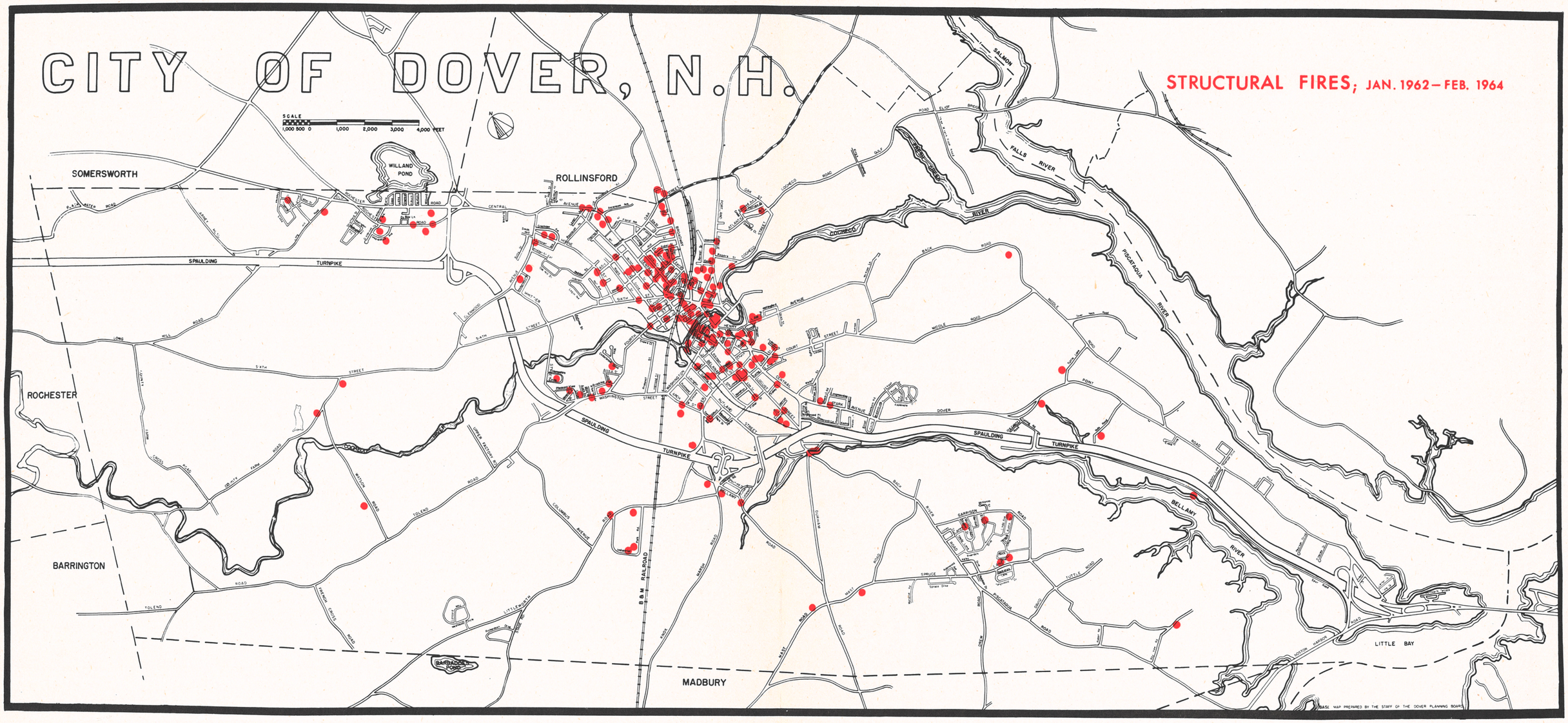
CENTRAL AREA - DOVER, N.H.

EXISTING SEWER SYSTEM

R. ROBERT CASO AREA PLANNING DIRECTOR
JUNE, 1957

CITY OF DOVER, N.H.

STRUCTURAL FIRES; JAN. 1962 – FEB. 1964



BASE MAP PREPARED BY THE STAFF OF THE DOVER PLANNING BOARD

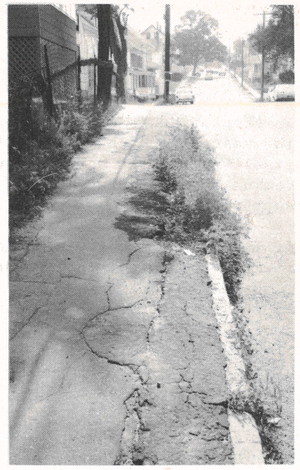
STREETS AND SIDEWALKS:

Proposals for new streets have been made in the section headed "Transportation". The major suggestions of this sub-section are twofold.

First, it is recommended that the City change its policy concerning sidewalk construction to permit the City to pay the entire cost of the sidewalk and to draw up a long range program for sidewalk maintenance and construction. The present policy whereby the owner of abutting land must request sidewalk construction and pay half of its cost has been demonstrated to be unsatisfactory by the condition of City sidewalks.

It is further recommended that the City develop. a program of curb installation where these are lacking. In many sections of the community the grass verge between sidewalks and the street has eroded because of the absence of curbs. The result is a very unsightly irregular edge to the street.

In addition, it is proposed that the City coordinate street and sidewalk maintenance and construction with the recommended area code enforcement program to cause maximum benefit to each area by coordinated public and private improvement.

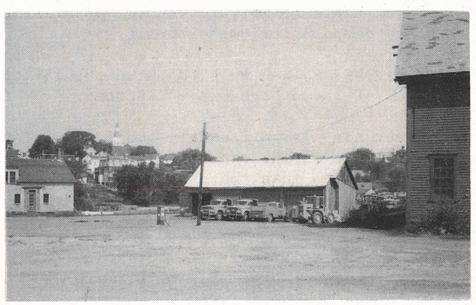


PUBLIC STRUCTURES:

Dover Municipal Building is an excellent structure completely capable of performing its functions. The Police area was modernized in 1964 and is now completely satisfactory for its purposes.

The Fire Station is located on Broadway to the east of Central Avenue. It is structurally unsound and proposals are presently under consideration to rehabilitate it and construct an addition. It is suggested that serious consideration be given to the construction of a new station in the proposed Downtown Redevelopment Project area on Fourth Street between Chestnut Street and Central Avenue. The realignment of Fourth Street and the widening of Pierce Street as recommended would provide a Central Station located at this site with excellent access east and west while dual north-south access would be provided by Central Avenue and the proposed extended Chestnut Street.

The Public Works barns are in very poor structural condition and should be replaced at the earliest possible date. Their present site appears to be completely satisfactory and has the advantage of being City owned and centrally located.



ECONOMIC BASE

GENERAL:

An Economic Base Study is an evaluation of the means by which a community supports itself and of the potential within the community for improvement of that level of support.

If the City of Dover is to improve itself it must raise the money to do so and the major portion of this money will come from property taxes — residential, commercial and industrial. The future of the City therefore depends upon its prospects for new development, which in turn depend upon a) The characteristics of the approximately 8,000 persons in the city's labor force with respect to their ages, skills and incomes, b) The younger generation who will become the labor force and their ability to be trained for new skills, c) The nature of the commercial and industrial enterprises which provide employment and d) The ability of the community to develop its present industries and attract new sources of employment and income.

This section will therefore consider Dover's economy and the forces acting upon it. For convenience the report is divided into four sections. The statistical facts have been placed in an appendix so that the analysis, conclusions and recommendations may be more cohesive. The arrangement of the report is therefore analysis, conclusions, recommendations and statistical appendix.

ANALYSIS:

In order to place population characteristics in context those of Dover's residents have been compared to those of comparable communities in different sections of the State, -- Keene, Laconia, Portsmouth and Concord.

A. The People:

1. Dover has a relatively younger population than the comparable communities.

2. Dover has a less well educated population than any of the others except Laconia.

3. Dover has a significantly smaller portion of its people in the managerial and professional positions than the other communities but a significantly larger number of trained operatives and craftsmen.

4. Dover has relatively fewer of its families in the low income categories than any of the other communities.

B. The Labor Force:

1. Unemployment among Dover's Labor Force is highest among the youngest and oldest age groups.

2. The potential and actual male labor force is virtually equal but only about 60% of the potential female labor force is in the actual force.

3. Only 82% of the labor force actually worked six months or more.

4. The largest portion of the labor force is concentrated in the 'Operative' classifications with the number evenly divided between male and female workers, followed by the almost exclusively male 'Craftsmen and Foremen' classification and the predominantly female 'Clerical' group.

5. These predominant categories of 'Craftsmen' and 'Operatives' are relatively highly paid occupations in the City.

C. The Jobs:

1. Dover has a relatively high proportion of its employment in the manufacturing category.

2. Sales employment is low, with nearby Portsmouth having a much higher percentage of its labor force in the category. While the percentage discrepancy might be explained by the large Dover manufacturing section, the actual numbers of jobs support the observation.

3. The low number of jobs in the 'service' category evidences an even more striking discrepancy.

4. While the number of non-manufacturing firms has increased appreciably and the number of manufacturing firms has remained virtually stable, the actual job increases have come in the manufacturing firms with an increase of 29.6% between 1957 and 1963 and non-manufacturing of only 13.5%.

D. The Industries:

Manufacturing:

1. The past year has seen the proportion of employment represented by the two largest firms fall from 32.5% to 30.0% with the Leather & Metal Products industries proportions increasing accordingly.

2. Overall manufacturing employment has fallen from 5454 to 4996 with losses occurring in almost all sections. The The reduction resulted from cutbacks in employment by several major city employers.

Retail:

1. Despite an evident reduction in the number of retail outlets, employment, payroll and sales have risen.

2. Distribution of sales increases has been reasonably uniform.

Service:

1. Despite a reduction in the number of service establishments, payroll and sales in this category increased between 1954 and 1958.

CONCLUSIONS:

The following conclusions are drawn from these facts:

1. There appears to be a very definite and clear opportunity for expansion of the sales and service industries with emphasis on the latter. The low proportions of employment in these categories indicates that the City's residents are drawing upon the services, retail and otherwise, of other communities.
2. Immediate large expansion of Dover's labor force is possible only by drawing upon the female labor supply. Otherwise employees for new industry may be provided only by drawing from existing industry.

3. The high proportion of unemployment in the youngest and oldest brackets may be attributed to outdated skills among the older workers and lack of skills among the young.

RECOMMENDATIONS:

It is therefore recommended that:

1) An evaluation of all Dover industries be made immediately with respect to their prospects and needs for expansion and that all concerned city departments coordinate actions under the Dover Economic Commission to aid and encourage such expansion.

2) The nature of the industries which either supply materials to or use the products of existing industries be examined, and the possibility of establishing such industries within the City be determined.

3) Action be taken as soon as possible to enable expansion both of the Central Business District and the 'Miracle Mile' to take place with consequent increased employment and payroll.

4) The School Department examine its vocational program with respect to its effectiveness and possible expansion. In line with this action, a survey of vocational school graduates should be made to establish the use made of the vocational training given. In addition, it is recommended that the Economic Commission and local industrial leaders work with the School Department to establish the need for and nature of Adult Training or Retraining courses.

C. THE JOBS:

Table 1: Type and Number:

	DOVER		KEENE		LACONIA		PORTSMOUTH*		CONCORD	
	#	%	#	%	#	%	#	%	#	%
Manufacturing	3452	44.7	2569	34.5	2453	40.0	2320	32.5	2666	23.3
Sales	1085	14.0	1067	14.3	891	14.5	1457	20.4	1604	14.0
Public & Semi	1075	14.0	1241	16.7	1063	17.3	1193	16.7	3534	30.9
Service	850	11.0	1194	16.0	921	15.0	869	12.2	1945	17.0
Construction	441	5.7	403	5.4	363	5.9	418	5.9	677	5.9
Whlsle, Wrhse & Trans.	225	2.9	275	3.7	197	3.2	369	5.2	371	3.2
Agriculture	176	2.3	88	1.2	50	.8	43	.6	144	1.3
Not Reported	411	5.3	602	8.1	200	3.3	471	6.6	483	4.2

Table 2: Trend:

	MANUFACTURING				NON-MANUFACTURING		TOTAL		% UNEMPLOYED
	DURABLE		NON-DURABLE						
	# IND.	# EMPL.	# IND.	# EMPL.	# IND.	# EMPL.	# IND.	#EMPL.	
1957	13	2069	18	1886	198	1741	229	5696	
1958	13	2237	19	1891	190	1670	222	5758	
1959	14	2702	19	2149	187	1757	220	6608	
1960	11	2479	19	2530	189	1779	219	6788	4.1
1961	13	2274	20	2672	196	1866	229	6812	4.8
1962	14	2403	20	2767	198	1825	232	6775	3.6
1963	14	2298	18	2829	213	1977	245	7064	4.2

Table 3: Period of Employment:

	#	%
Total persons worked	9095	100.0
50 - 52 weeks	5725	62.9
48 - 49 weeks	513	5.6
40 - 47 weeks	724	8.0
27 - 39 weeks	516	5.7
14 - 26 weeks	758	8.3
13 weeks or less	859	9.5

D. THE INDUSTRIES:

Table 1: Manufacturing:

INDUSTRY	EMPLOYMENT 1963 #	1963 %	1964 #	1964 %
Electric Motors & Equipment:				
Clarostat	1400		1250	
Eastern Air Devices	375		250	
	1775	32.5%	1500	30.0%
Leather Products:				
Fronia Shoe Company	90		90	
Dan Lewis	200		175	
Miller Shoe	600		525	
Peabody Seel	18		20	
Tiara Footwear	350		350	
United Tanners	180		180	
Weiss Lawrence	650		650	
Prosper Shevenell	65		65	
	2153	39.4%	2055	41.1%
Rubber and Plastics:				
Davidson Rubber	600		600	
	600	11.0%	600	12.0%
Metal Products:				
American Lightning Rod Company	10		8	
Capitol Products	30		30	
D'Arcy	70		70	
Dover Cutting and Die	18		20	
Franklin Electro Plating	18		18	
Kidder Press	635		635	
	781	14.3%	781	15.6%
Other:				
M&M Bakeries	75		00	
Spaulding Fibre	70		60	
	145	2.7%	60	1.2%

Table 2: Retail:

	1948	1954	1958	1961
# Stores	251	248	249	NA
# Employees	823	860	900	NA
Payroll	$2,004,000	$2,679,000	$3,092,000	NA
Per Capita Sales	1,302.51	1,711.98	1,564.89	1,690.20
Total Sales	$20,676,000	$27,176,000	$29,938,000	$32,337,000
Food Stores	NA	NA	7,997,000	8,728,000
Eating & Drinking Places	"	"	1,143,000	1,226,000
General Merchandise	"	"	3,118,000	3,816,000
Apparel, Accessories	"	"	3,941,000	4,192,000
Furn., Appl. Furnishings	"	"	1,918,000	1,944,000
Automotive	"	"	3,040,000	3,274,000
Gasoline Service Station	"	"	1,615,000	1,802,000
Building & Farm Materials	"	"	2,322,000	2,377,000
Drug, Proprietary Stores	"	"	798,000	939,000
Other Retail	"	"	3,787,000	4,039,000
Non Stores Retailers	"	"	259,000	---

Table 4: Wholesale:

# Establishments	21	NA	22
# Proprietors	8	"	12
# Employees	119	"	202
Payroll	345,000	"	653,000
Total Sales	6,234,000	"	9,219,000

Table 3: Service:

# Establishments	86	129	103
# Proprietors	88	128	102
# Employees	106	176	193
Payroll	198,000	198,000	519,000
Total Receipts	824,000	1,765,000	1,935,000
Personal Service	NA	NA	654,000
Auto Service	"	"	523,000
Other	"	"	758,000

TRANSPORTATION

GENERAL:

There are approximately 125 miles of roadway within this community ranging from dirt roads to the Spaulding Turnpike. Some of these highways are satisfactory, some unsatisfactory. Some meet the need to which they are put, others do not. Many of Dover's roads are carrying more traffic than they should at higher speeds than is safe. Traffic control laws help but have their limitations.

Many factors contribute to these problems. One is increased wealth which puts more vehicles on the roads; another is improved technology which enables these vehicles to move faster; yet another is land use development which tends to cluster around the major highways; still another is the problem that cars must stop and when they stop they must be put somewhere. If there is no off-street parking then they will park on the street and a road built with four lanes is reduced to two travel lanes. When there are too many cars passing through downtown, who do not wish to be downtown but merely to get around it, the obvious solution is to divert some of the traffic. But in this diversion, what happens to the new areas through which the vehicles now pass? What happens to the gasoline stations and small stores which depended upon drawing from this moving traffic for their lievelhood?

These problems exist and must be met but careful forethought must be given to the possible effects of any solutions.

EXISTING SITUATION:

There are four basic types of highways. The Turnpike carries vehicles through the community; the primary road carries vehicles from one section of the community to another; the secondary road channels traffic onto the primary roads and the tertiary road picks up vehicles at their garages or driveways and guides them onto the secondary roads.

THE TRAFFIC FLOW MAP:

The Traffic Flow Map shows the number of daily trips occurring on the major roads on an average day. Analysis of these facts reveals the following:

1. The Spaulding Turnpike is only partially fulfilling the function for which it was designed. This road was designed as a by-pass road to the built-up section of Dover and was provided with four interchanges to facilitate its use. According to traffic counts the Turnpike carries an average of 6,000 vehicles per day compared to 12,000 - 20,000 on Central Avenue - Dover Point Road. Analysis of the traffic on Dover Point Road reveals that much of this traffic travels straight through from the bridge at Dover Point to the traffic circle at the extreme northern end of Central Avenue.

It is therefore apparent that much of the traffic congestion within the City could be relieved if vehicles could be persuaded to use the Turnpike. It appears that a major reason against use of the Turnpike is the existence of the Toll Station immediately to the north of the Dover Point Interchange. South of this interchange traffic counts show 17,000 vehicles per day and north only 6,000 vehicles per day.

2. Central Avenue is being compelled to serve as not only a through road because of the failure of the Turnpike but also as the City's only primary road. Although other streets such as Broadway, Portland Avenue, Sixth Street and Washington Street have the characteristics of primary roads, they all depend upon Central Avenue for either continuation or connection and are therefore reduced to the actual function of secondary or collector roads.

This situation results in virtually all traffic passing through the City concentrating upon Central Avenue - a situation aggravated by the one-way pattern of Main Street - Downtown Central Avenue and Washington Street.

In addition the rapid development of the land along upper Central Avenue (Miracle Mile) has resulted in a complete disruption of traffic flow in that area during the major portion of every business day and a totally unacceptable situation at peak periods.

3. Because of this avoidance of the Turnpike and congestion of Central Avenue, drivers are forced to find alternative routes which results in overly heavy and overly fast traffic on such roads as Horne Street, Arch Street and Glenwood Avenue.

PROPOSALS:

It is proposed that as possible solutions to the above stated problems, the following be given careful consideration.

1. Upon construction of the new Dover Point Bridge either complete removal of the Toll Station or its removal to the Newington side of the bridge with a corresponding reduction in the amount of the toll from 10¢ to 5¢.

Since either measure would remove an incentive to departure from the Turnpike at this interchange, this measure could result in the removal of much of the through traffic from Downtown Dover. In the event of adoption of the second alternative, the greater number of persons paying the toll would more than compensate for the reduction in amount.

2. That a new access road connecting the Silver Street interchange and Washington Street be given careful consideration to remove much of the traffic from Silver Street and Arch Street.

3. That a second bridge across the river in the Downtown area be considered to relieve the pressure on the Central Avenue bridge.

4. That an alternative route to upper Central Avenue be constructed to the west of the Avenue between the Somersworth Circle and Glenwood Avenue. It is proposed that this alternative road be constructed close enough to Central Avenue to add to its attraction rather than diminish from it.

Such an alternative route would not only relieve the situation on the Avenue but would open up additional land for commercial development in proximity to the existing "Miracle Mile".

5. That Fourth Street, Pierce Street and Broadway be connected into an east-west route which would not require the use of Central Avenue as a connection.

6 That a new secondary road and bridge be constructed to connect the newly developed area around Garrison Road with the Dover Point Road and thereby enable much of the traffic from this developing area to avoid the congestion at the Central Avenue - Sawyer Mills - Spaulding Turnpike intersection.

CITY OF DOVER, N.H.

TRAFFIC FLOW: average daily trips

SCALE
1,000 500 0 1,000 2,000 3,000 4,000 FEET

N

SOMERSWORTH

ROCHESTER

BARRINGTON

ROLLINSFORD

MADBURY

DOVER

WILLAND POND

SPAULDING TURNPIKE

B & M RAILROAD

CENTRAL AVENUE

COCHECO RIVER

SALMON FALLS RIVER

PISCATAQUA RIVER

BELLAMY RIVER

LITTLE BAY

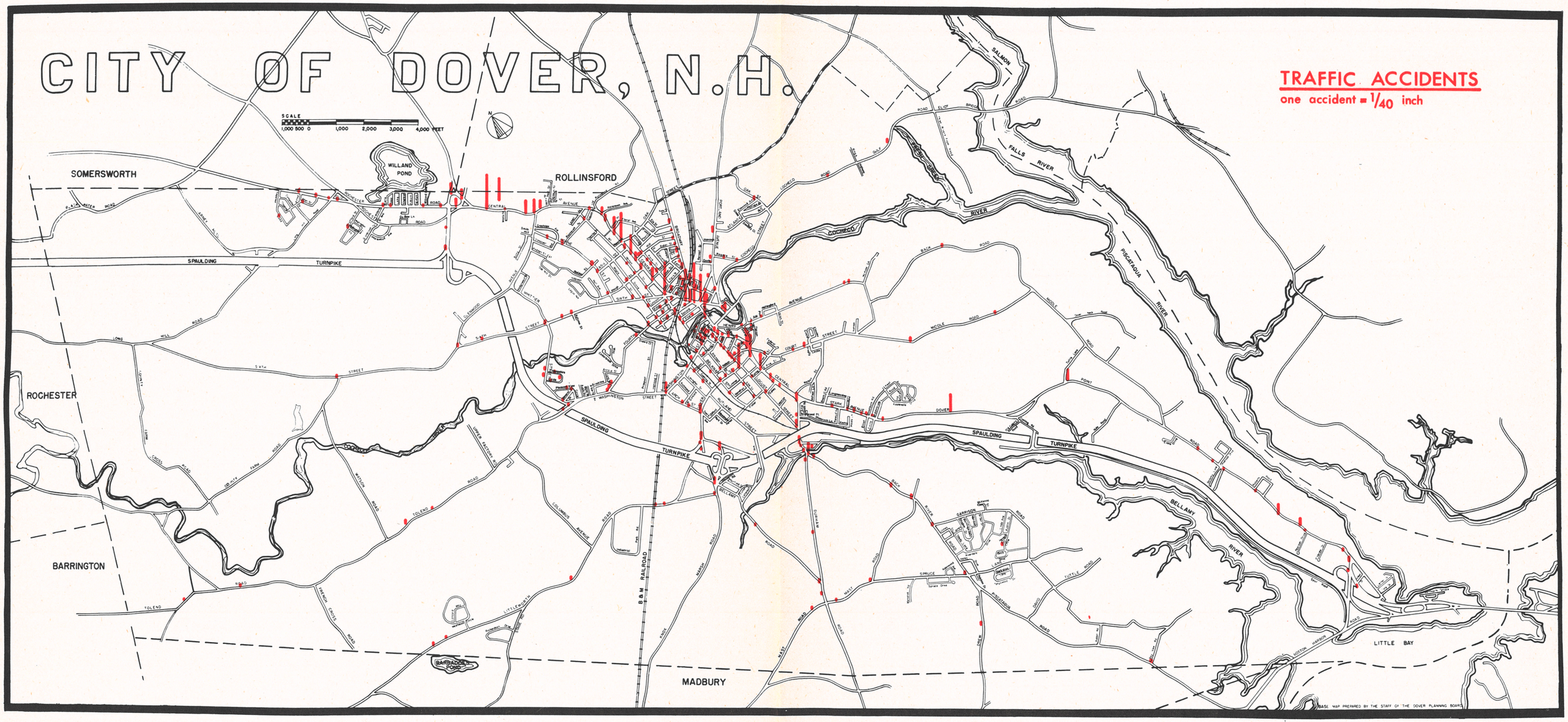
BARBADOES POND

12520
2470
6618
13762
13844
12747
16280
2944
3111
3247
3200
6529
7248

BASE MAP PREPARED BY THE STAFF OF THE DOVER PLANNING BOARD

CITY OF DOVER, N.H.

TRAFFIC ACCIDENTS
one accident = 1/40 inch



RENEWAL FACTORS

ABILITY TO PAY

GENERAL:

The City of Dover is a non-profit corporation in existence to provide services to its inhabitants. The inhabitants pay for these services through property taxes, motor vehicle permits, poll taxes and fees for various special services.

Each year a certain amount of funds must be raised from these sources to meet the normal operating expenses of the community - the money to pay the salaries of city employees, to purchase necessary materials and to keep the physical plant of the community operating.

Each year a decision must be made as to whether an extra amount should be raised to invest in a capital improvement - the urban renewal project, the new sewer line, the new school. Too often the urgency of the need removes the element of choice and the community is compelled to make a large expenditure at an inconvenient time with no opportunity to wait for more favorable circumstances which might reduce the cost of or increase the benefits from the project.

A Capital Improvement Program is an attempt to anticipate the need for such projects, to compare their relative values to the community and by relating their estimated costs and the city's anticipated resources to create a schedule for their accomplishment which will be of maximum benefit and least disturbance to the community. Within this report the specific objective is to evaluate the potential effect of urban renewal upon the community's financial structure.

Urban renewal requires the expenditure of funds. As such it must be measured beside other community projects vying for those same funds. A decision must be made as to whether the limited monies available shall be allocated to an urban renewal project, to a new sewer line, to a new school or whether they shall be spent at all.

The decision which must be made is whether the value contributed to the community by each project justifies its cost to the community.

Basically the question is, "Can the City of Dover afford to take this action"?

In the case of urban renewal, the question may well be rephrased, "Can the City of Dover afford not to take this action"?

THE CITY'S FINANCIAL POSITION:

Each year the City of Dover must raise almost 90% of the funds required to operate the community from taxes on the property owned by its citizens. Each year the total amount to be raised increases. These increases are mainly due to increased costs of living which require that the community pay its employees more in order to be able to compete for their services with private industry, and to increased costs of material. Additional reasons are that as the city expands so must the services it renders expand and as the income of its people rises so do they demand improved services.

The attached table itemizes the actual expenditures of the City between 1950 and 1962 divided into the major categories. It displays the constantly rising costs of local government. Of particular interest are the expenses of General Government which show regular attempts at reduction of the cost with equally regular frustration of these efforts by substantial increases in the years following each cut.

Also itemized are the sources of revenue from which the funds came to make the expenditures. Immediately apparent is the overwhelming dependence upon the property tax as a source of revenue. During the years depicted this source was called upon to produce never less than 80% of the funds required to operate the community.

ANALYSIS:

The city's expenditures have risen consistently in the past and will continue to rise in the future. As labor costs rise in private industry the city must match the increases or lose its employees. Similarly the city must meet the increased costs of materials or do without the materials. There is no miraculous way to prevent this increase in city costs.

Unless there is a change in state law to provide an alternative major source of income, property taxes will continue to rise to meet the increased costs. Increases in the other sources of revenue such as licenses, fees and fines can help but because of their small proportion of overall revenues, they can have little effect on the increasing property tax.

It is therefore apparent that such a significant source of revenue as the community's property deserves a great deal of care and attention in order to ensure its continued ability to pay. However, there are within the City areas which have been permitted to depreciate in value and are therefore contributing proportionately less to the unkeep of the city's services than formerly while in many cases requiring more of these services. Such areas have depreciated in value through blight either within themselves or in adjacent properties, or through factors such as traffic. A significant example of such an area is the Downtown Commercial area which in 1964 was adjudged sufficiently depreciated in value to pay $54,000 less in taxes than in 1963.

Since the expenses of the city do not decrease with the depreciation of property, such reduction in taxes paid by any one area must be compensated by increases throughout the remainder of the community. It is therefore in the interests of the entire community to take any necessary actions to retain, restore or increase property values.

This then is the reason that in the face of steadily increasing expenditures and equally steadily increasing taxes, the City of Dover must consider Urban Renewal. This is the reason for the question, "can the City of Dover afford not to undertake renewal".

THE COST AND THE EFFECT:

Within each study area where action has been proposed the estimated costs of and potential benefits from such action have been itemized. The attached tables place the cost of the proposed Downtown Project, as the proposed action of first priority, in its fiscal context with the other capital expenditures which are either currently underway or are most likely to be undertaken. In this manner the urban renewal project may be most readily compared in cost to these items.

The first table lists the items under consideration together with their estimated costs and the portion of that cost which must be directly borne by the community. The Statistical Appendix calculates the anticipated annual cost of each of these items based upon an assumed bonding period and interest rate. These annual costs are then applied to an anticipated assessed valuation so that their relative effects on the tax rate may be calculated and compared.

Anticipated Effect on Tax Rate:

YEAR	HIGH SCHOOL	BELKNAP PARKING	COCHECO SEWER	BELLAMY SEWER	URBAN RENEWAL
1966	2.15	0.13	0.76	---	-----
1967	2.08	0.13	0.72	0.42	-----
1968	2.00	0.12	0.70	0.41	-----
1969	1.93	0.12	0.68	0.39	0.92/1.48
1970	1.86	0.11	0.66	0.38	0.89/1.43

Potential Capital Items:

ITEM	ESTIMATED COST	LOCAL SHARE	PROPOSED BONDING PERIOD
High School	3,350,000	2,100,000	20 years
Urban Renewal	4,000,000	1,000,000	20 years
Belknap Parking	50,000	50,000	5 years
Bellamy Sewer	400,000	160,000	10 years
Cocheco Sewer	1,093,900	787,000	20 years

TABLE I: ACTUAL CITY EXPENDITURES:

ITEM	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
General Government	88,508	101,627	98,342	125,240	115,271	124,923	139,967	122,793	141,025	180,730	166,318	158,396	175,912
Public Safety	143,077	161,725	178,221	184,800	186,823	200,638	212,139	227,063	240,286	259,070	275,737	287,327	292,703
Public Works	135,342	164,182	196,907	171,540	174,253	169,306	211,852	236,663	238,434	250,373	252,287	303,223	301,624
Pub. Hlth. & Welf.	63,869	67,585	64,510	60,739	64,537	55,567	57,097	63,040	65,080	59,949	62,173	70,675	71,991
Parks and Recreation	25,063	29,880	27,584	22,474	24,757	28,731	28,652	27,536	37,938	49,910	42,158	50,779	44,774
Public Library	20,060	22,230	24,630	24,128	25,983	27,478	30,362	29,092	32,911	32,451	33,539	38,290	38,048
Schools	232,692	298,692	330,035	384,610	402,301	442,910	511,345	558,512	598,283	706,896	757,166	819,854	994,981
Hospital	65,109	65,795	42,287	50,000	50,000	45,000	45,000	39,000	38,000	36,000	30,000	37,000	24,000
Cemetery	2,000	3,000	6,563	6,500	6,500	5,000	5,000	5,500	4,500	4,500	---	2,000	8,190
Payment on Bonds	53,268	71,163	116,203	134,306	152,710	127,700	119,200	113,000	158,000	190,000	206,000	213,000	120,000
Interest	3,800	5,880	5,250	6,724	5,190	32,472	35,739	36,481	61,916	53,770	105,899	98,591	62,954
County Tax	64,925	75,665	81,526	71,432	71,370	75,258	80,985	76,349	76,185	95,948	100,982	98,564	99,251
Sub-Total	897,713	1,067,424	1,172,068	1,228,778	1,279,695	1,334,983	1,477,338	1,534,951	1,692,558	1,919,597	2,032,259	2,203,927	2,234,427
Capital Outlay	37,757	53,681	20,532	6,817	46,622	51,220	62,772	16,865	33,542	19,554	8,791	8,018	35,589
TOTAL	935,470	1,121,105	1,192,600	1,249,310	1,326,317	1,386,203	1,540,110	1,551,816	1,726,100	1,939,151	2,041,050	2,211,945	2,270,016

TABLE 2: TOTAL CITY REVENUES:

ITEM	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
Property Tax	769,943	979,379	1,039,880	1,061,137	1,175,654	1,142,057	1,194,884	1,148,705	1,255,696	1,594,447	1,774,103	1,878,702	2,084,258
Motor Veh. Permits	45,361	49,071	49,285	56,940	63,067	74,260	79,107	82,187	81,175	94,054	105,165	115,670	114,038
Poll Tax	13,209	16,166	12,779	12,146	12,494	12,226	9,962	9,370	9,542	12,026	12,690	13,986	14,276
Int. & Div. Tax	23,669	26,425	24,137	22,714	23,423	25,742	29,125	28,720	29,856	28,707	29,456	30,840	28,999
Other Taxes	33,864	29,426	26,307	27,302	29,845	43,522	45,813	44,032	37,787	21,685	43,068	21,421	16,113
Licenses, Fees & Fines	15,662	14,981	17,924	18,268	19,528	21,006	20,078	22,221	21,499	28,726	27,886	30,926	34,445
Parking Meters	20,398	19,593	18,839	20,382	19,851	17,047	13,414	15,048	14,302	14,800	11,999	11,124	14,771
Other Gov'ts	2,495	5,921	5,426	8,405	5,392	6,401	6,702	19,766	35,885	29,760	29,307	6,361	8,495
Bond Issue Revenue	---	---	---	---	---	---	16,150	6,050	5,950	24,522	19,820	97,462	28,698
Misc. Receipts	7,871	117	4,027	48,468	11,569	24,683	817	55,355	53,258	28,239	3,672	436	16,951
TOTAL	931,490	1,141,079	1,198,604	1,276,110	1,360,475	1,366,944	1,416,051	1,431,453	1,544,960	1,876,966	2,096,165	2,206,928	2,361,044

STATISTICAL APPENDIX:

Capital Items Calculations:

1. Proposed High School:

Estimated Cost:	$3,350,000	Local Balance:	1,900,000
Federal Grants:	350,000	Bonding Period:	20 years
Balance:	3,000,000	St. Annual Principal:	45,000
State Aid:	900,000	City Annual Prin.:	95,000
Local Share:	2,100,000	Total " "	140,000
Private Donations:	200,000	Est. Interest Rate:	3.3%

YEAR	OUTSTANDING	INTEREST DUE	LOCAL PRINCIPAL	TOTAL DUE
1	2,800,000	92,400	95,000	187,400
2	2,660,000	87,780	"	182,780
3	2,520,000	83,160	"	178,160
4	3,380,000	78,540	"	173,540
5	2,240,000	73,920	"	168,920

2. Bellamy Sewer Project:

Estimated Cost:	$400,000	Bonding Period:	10 years
Local Share:	280,000*	City Annual Principal:	$28,000
Amount to be bonded:	280,000	Est. Interest Rate:	3.3%

YEAR	OUTSTANDING	INTEREST DUE	LOCAL PRINCIPAL	TOTAL DUE
1	280,000	9,240	28,000	37,240
2	252,000	8,316	"	36,316
3	224,000	7,392	"	35,392
4	196,000	6,468	"	34,468
5	168,000	5,544	"	33,544

*Although local share is 40% there are some totally local costs to be met. The 70% local share used here has been taken as probable from the detailed Cocheco Sewer Project Estimates.

3. Belknap Parking Lot:

Estimated Cost:	$50,000	Bonding Period:	Five years
Local Share:	50,000	City Annual Principal:	$10,000
Amount to be bonded:	50,000	Estimated Interest Rate:	3.3%

YEAR	OUTSTANDING	INTEREST DUE	LOCAL PRINCIPAL	TOTAL DUE
1	787,100	25,974	40,300	66,274
2	746,800	24,644	39,200	63,844
3	707,600	23,351	"	62,551
4	668,400	22,057	"	61,257
5	629,200	20,764	"	59,964

4. Cocheco Sewer Project:

Estimated Cost: $1,093,900 Bonding Period: Twenty Years

Local Share: 787,100 City Annual Principal: $40,100 first year
39,200 subsequently

Amount to be Bonded: 787,100 Estimated Interest Rate: 3.3%

YEAR	OUTSTANDING	INTEREST DUE	LOCAL PRINCIPAL	TOTAL DUE
1	50,000	1,650	10,000	11,650
2	40,000	1,320	"	11,320
3	30,000	990	"	10,990
4	20,000	660	"	10,660
5	10,000	330	"	10,330

5. Downtown Redevelopment Project:

Estimated Cost: $4,000,000 Bonding Period: Twenty years/Ten years

Local Share: 1,000,000 City Annual Prin: $50,000/$100,000

Amount to be Bonded: 1,000,000 Est. Interest Rate: 3.3%

YEAR	OUTSTANDING	INTEREST DUE	LOCAL PRINCIPAL	TOTAL DUE
1	1,000,000	33,000	50,000/100,000	83,000/133,000
2	950,000/900,000	31,350/29,700	" "	81,350/129,700
3	900,000/800,000	29,700/26,400	" "	79,700/126,400
4	850,000/700,000	28,050/23,100	" "	78,050/123,100
5	800,000/600,000	26,400/19,800	" "	76,400/119,800

CITIZEN PARTICIPATION

CITIZENS ADVISORY COMMITTEE:

A Citizens Advisory Committee of twenty-eight persons worked closely with the Planning Office throughout the preparation of this Program. The Program benefitted greatly from it.

It is most strongly recommended that this body be continued in existence and be given regular periodic reports on all community development work underway. The Committee would serve the purposes of coordination, review and public information. The value of the Committee would be further enhanced by the addition to its membership of all members of the City Council, Economic Commission, Housing Authority, Zoning Board of Adjustment and other groups involved in community development. The Planning Board members are already members of the Committee. While addition of these persons would reduce the nature of the body as a 'Citizens Committee' it is felt that the benefit to be gained from the resulting exchange of information would be highly beneficial.

NEIGHBORHOOD ORGANIZATIONS:

On several occasions during recent years proposed governmental actions have resulted in the formation of neighborhood groups to oppose or protest the actions. Significant examples are the Dover Point groups formed to oppose the rezoning of an area on the Point for industrial use and the Horne Street group which protested the proposed rezoning of an area for apartment use.

It is suggested that such neighborhood organizations be formed throughout the City and that a program of community improvement be developed with and through them. As an example of one possible program, the program of combined code enforcement and public facility improvement proposed elsewhere in this report could be made infinitely more effective and meaningful if combined with a program of voluntary private improvement. While such programs would be beneficial throughout the City, they would be particularly meaningful in those areas into which blight is already intruding but in which for some reason urban renewal is not recommended.

GENERAL:

In addition to the above specific committees and programs it is recommended that those groups involved in community development and improvement continually address groups such as Rotary, Kiwanis, etc., so that the people of the City may be constantly aware of what is being done and be enabled to express their views on these actions.

MINORITY GROUPS

GENERAL:

For the purposes of the Community Renewal Program the Housing and Home Finance Agency has defined a minority group as one "...composed of persons subject to discrimination in gaining access to the local housing supply because of race, color, creed or national origin".

FOREIGN STOCK:

In 1960 fully 31% of Dover's residents were either foreign born or had foreign parents. The largest single ethnic group was the Canadian, or French-Canadian, which made up 41% of all foreign stock, followed by the Irish with 14%, the British with 11%, and the Greeks with 8%.

No significant concentration of any single ethnic group or of the foreign born could be located within the City.

NON-WHITE PERSONS:

The 1960 Census listed 24 non-white persons within the City. Again no concentration could be located.

CONCLUSIONS:

1) Since no non-white persons have been located within any of the proposed clearance projects and since the number within the City is so small no special survey of the housing open to non-white persons has been made.

2) Because of the numbers, the dispersal and the absorption of the foreign born and foreign stock no special treatment has been accorded them in the Community Renewal Program. It is assumed that the pattern of absorption of the past will continue in the future.

RELOCATION

GENERAL:

In any urban renewal project involving displacement of persons or businesses, the law requires that the government body responsible for the action locate alternative housing or space for those dislocated. Special funds are made available to assist in this relocation. It is required that the alternative housing offered be 'standard' housing, i.e., that it at least meet the minimum housing standards of the community.

The following is an assessment of Dover's ability to provide such 'relocation' housing.

AVAILABLE RESOURCES:

The 1960 Census of Housing counted 5,852 units of housing in the City of Dover. Of these 196 were classified dilapidated and 679 deteriorating. Complete removal of the dilapidated structures from the housing supply would leave available approximately 5,650 housing units. An additional reduction in the amount of 50% of the deteriorating housing, would leave a housing supply of approximately 5,300 standard units suitable for relocation purposes.

The three proposed projects involve a total of 292 housing units of which at least 150 may be assumed to have been subtracted from the figures on housing supply by the above actions. There is therefore a base minimum of 5,150 units available.

The Ballard report states that there is a consistent vacancy ratio of 4.5% of Dover's housing supply. There are therefore normally approximately 260 units of standard housing available. In addition, there is the public housing supply and the housing for the elderly. Turnover in these units will provide for some of the relocatees.

Since only about 220 families will be displaced by the combined actions of the three projects there is adequate housing within the community to meet their relocation needs, particularly since the three projects will not be conducted simultaneously. The largest displacement will be caused by the Downtown project involving approximately 260 units available. By the beginning of relocation activities for the second project not only will additional units be available through the normal actions of the market but code enforcement activiti. should have corrected some of the deteriorated housing deficiencies and added this housing to the available supply.

ABILITY TO PAY:

A survey of the occupations of the residents of the proposed renewal areas revealed relatively few retired persons with most employed persons earning between $1.50 and $2.00 per hour. The location of housing within the means of this group is therefore not anticipated to be a problem.

COST OF AVAILABLE HOUSING:

A survey of standard housing costs in the community using the knowledge of the City's realtors established the following price ranges:

HOUSES:

# BEDROOMS	EST. PRICE RANGE*
2	$85–$125 monthly
4	$95–$135 monthly
4	$125–$160 monthly

With no utilities supplied.

APARTMENTS:

# ROOMS	EST. PRICE RANGE*
3	$12–$25 weekly
4	$14–$25 weekly
5–6	$20–$25 weekly

*While it is recognized that there is within the community housing costing more and costing less, these figures are presented as approximate ranges for the majority of available rental apartments. The seeming discrepancy between the normal top figure for three rooms and for five rooms is caused by the supply factor which makes available many more high quality three room apartments than five room apartments.

NON-RESIDENTIAL RELOCATION:

The small number of non-residential relocation cases involved did not justify a survey of available resources. The industrial relocation of United Tannery, assuming approval of the Downtown Project, would be accomplished using the services of the Dover Economic Commission. The commercial relocation, which is very limited, could be readily absorbed into available vacant space in or near the Central Business District.

CODES

GENERAL:

The City of Dover presently has four codes which can be directly used to control deterioration and blight. These are the Fire Code, Building Code, Health Code and Housing Code.

Under the Fire Code any condition causing a fire hazard may be required to be corrected. Under the Building Code any building which is structurally unsafe may be required to be repaired or removed. Under the Housing Code, structures used for dwelling purposes must meet minimum acceptable conditions. Under the Health Code, conditions endangering health may be required to be corrected or removed.

The combined use of these four codes can remove limited deterioration or prevent its occurrence in an area. Their use to correct or remove individual dilapidated structures can provide the incentive for private improvement of adjacent properties and result in a general upgrading of that section of the community.

It is recommended that for maximum benefit these codes be applied on an area basis to prevent such areas from depreciating to such an extent as to require the use of urban renewal. It is suggested that the codes might be combined as follows:

a) Structural Conditions: Housing Code for residences, Building Code for others.

b) Interior Conditions: Housing, Health or Fire Codes.

c) Exterior Conditions: Health or Fire Codes as appropriate.

The application of these measures throughout an area rather than on a spot basis throughout the community can create the proper atmosphere and confidence in the future of an area to persuade property owners to expend funds for improvement of their properties. The degree to which this program of code enforcement is successful will determine the degree in which urban renewal must be used.

FINANCIAL ASSISTANCE FOR CODE ENFORCEMENT:

Under the Housing Act of 1965 funds have been made available through the Housing Finance Agency to enable communities to undertake such code enforcement activities. If Dover can qualify for such assistance the necessary program of code inspections could be accelerated.

ZONING:

While one of the primary functions of a Zoning Ordinance is to lend stability to the use of land in a community, it must also be recognized that as the community develops and needs change so must the Zoning Ordinance adapt. The desire to ignore a problem will not cause that problem to disappear.

The Zoning Ordinance must continually recognize new needs and trends and adjust for them. If it does not, the Zoning Board of Adjustment will be required to hear applications for variance with no guidance furnished by the Ordinance. Specifically, if there is a demand for land in the community for certain uses but no provision is made for this use, the Board of Adjustment will be asked to grant variances to permit such uses in many diverse locations. The Board should not be required to deal with this situation.

As one method of ensuring the effectiveness of the Ordinance it is recommended that periodic checks be made of the applications for variance from the terms of the Zoning Ordinance to determine if any trends have developed or if any particular request is constantly reappearing. If such a trend appears then it should be carefully evaluated to determine whether it warrants a change in the Ordinance or whether special reference to it should be inserted.

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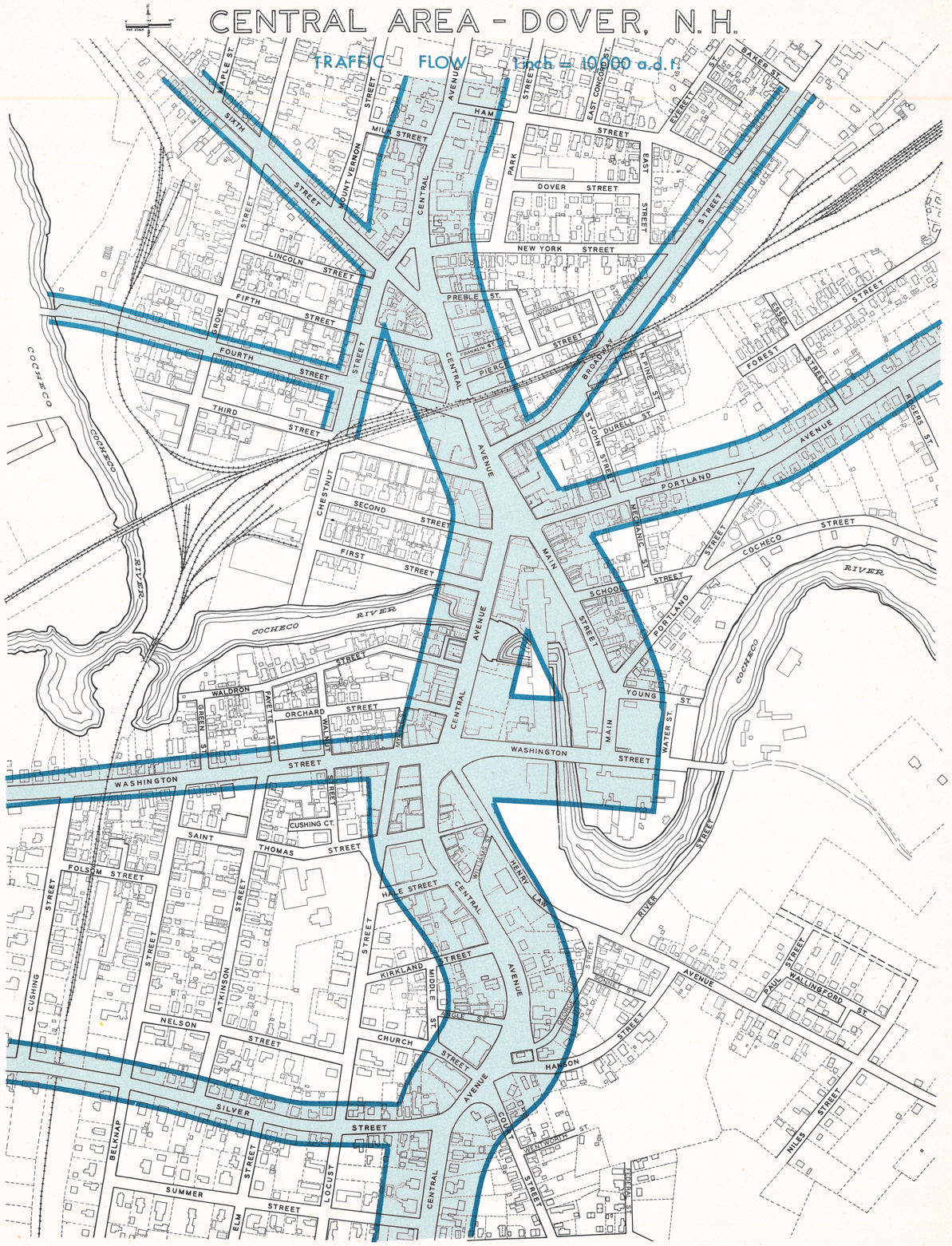
CENTRAL AREA - DOVER, N.H.

TRAFFIC FLOW 1 inch = 10000 a.d.t.



R. ROBERT CASO AREA PLANNING DIRECTOR
JUNE, 1957

ADMINISTRATION

URBAN RENEWAL:

Under the laws of the State of New Hampshire the fields of planning and urban renewal are separated. Urban renewal by statute is the responsibility of the community Housing Authority. There is therefore a devision of responsibility between planning for the community and urban renewal. It is suggested that in order to overcome this statutory requirement and to gain maximum benefit from the work of both groups an arrangement be made whereby a representative from the Planning Board and from the Housing Authority attend all meetings of the other group involving any matter concerning planning or renewal. Thus each group would be fully aware of the work of the other and of the information available through the other. It is further proposed that the City Council establish a special subcommittee to keep the Council constantly informed of progress of renewal activities. The Council would thus be better prepared to take action as requested by the Authority and might assist by coordinating other activities with urban renewal activities to secure maximum advantage and lowest cost to the community. An additional proposal is that the Citizens Advisory Committee for Community Improvement be maintained as a permanent committee and receive regular reports on all community development activities. Such a procedure would improve public information and coordination.

ZONING:

Since under present practice a member of the Zoning Board of Adjustment is also a member of the Planning Board, communication between the two groups is already established.

The Zoning Board of Adjustment, however, lacks staff and is served only by a member of the Board who performs secretarial duties. The duties of this position place heavy demands upon the time of this person. In addition, the Board of Adjustment, because of this lack of staff, must rely to a large extent on personal knowledge of the area in question.

It is therefore recommended that the Zoning Board of Adjustment be allocated sufficient funds to enable them to engage the services of a professional secretary to attend all meetings and keep the required minutes, thereby enabling the Board Member who presently must keep minutes to devote his entire time to the subject at had. The secretary would also be responsible for processing all paper work involved in the Board's work.

Such a full-time city employee could be contacted at all times with reference to variance applications. It is suggested that this secretary might be the secretary to the Planning Board so that her knowledge of available information could be used.

In addition, it is proposed that as part of the Planning Director's duties, he be required to prepare prior to all meetings of the Zoning Board a factual description of the area involved in the application under consideration. Such description should include no recommendations but would supply the Board with vital factual information. The Planning Director should not be required to attend Board meetings.

The above arrangements and procedures would increase the efficiency of both the Planning Board and the Zoning Board of Adjustment by ensuring knowledge by the Planning Board of variance actions and by making available to the Zoning Board professional services. Since both of these Boards are intimately concerned with land use, their most efficient operation is desirable to prevent the occurrence of conditions which can result in blight.

STUDY AREA DELINEATION

A Community Renewal Program must consider the entire community. It is, however, obvious that the program should devote a great deal more time to the older core areas of the City than to new areas such as Morningside Park. It is also obvious that while problems and solutions may initially be considered on a city-wide basis, they must eventually be considered within a very local context so that the specific nature of the problem and the potential effects of the solution may be properly evaluated.

In order to define these local areas the Dover Community Renewal Program followed the following procedure:

a) A map was prepared outlining general neighborhoods within the City.

b) The 1964 Assessor's records were used to locate areas of generally poor structural structural conditions.

c) Traffic volumes, traffic accidents and structural fire locations were located on maps,

d) The original neighborhoods map was modified to encompass areas involving similar structural conditions and problems of traffic or fire incidence.

The result was a map defining logical areas with similar problems. These areas were designated study areas and were used as bases for gathering and evaluating information. The numbers assigned to them were assigned early in the program and do not indicate any system of priority.

It will be noted that all of the resulting study areas fall within the central or core area of the city. This was not a matter of intent but was a result of the above procedure. It also conforms to logic that the areas most in need of some sort of action should be located in the area of the city subject to most forces and influences.

APPRAISAL SYSTEMS

In devising and preparing the methods to be used in this program careful consideration was given to the establishment of a standard system for evaluating environmental conditions. An intricate system was devised incorporating all of the pertinent factors. Testing of the system in practice, however, resulted in disuse. Dover is a relatively small community and it was found that the principal environmental problems were peculiar to the individual study areas. The Tannery is an environmental problem in areas 1 and 2-a, the gas tanks in area 3-a.

It was therefore decided that the size of the city and the nature of the problems justified the abandonment of the uniform system and the evaluation of the environmental conditions in each area on an individual basis.

Structures were appraised by two methods. The 1964 Assessor's records were used as a base and were supplemented by a Structural Condition sheet used in visual inspections.

In assigning point values to the Structural Condition sheet the guiding policy was adopted that a number of small readily correctible deficiencies should not be permitted tO produce a sum total of points equal in number to a single serious and very difficult to correct deficiency.

In classifying the condition of the structure by the total number of points this same system was used so that a rating of Poor requires a minimum of 20 appraisal points, which number of points would require a great number of minor defects and would therefore presuppose a generally dilapidated and neglected condition.

In the final analysis sample structures were checked a second time by a separate appraiser to ensure the classification arrived at by the point system corresponded to the actual condition of the structure.

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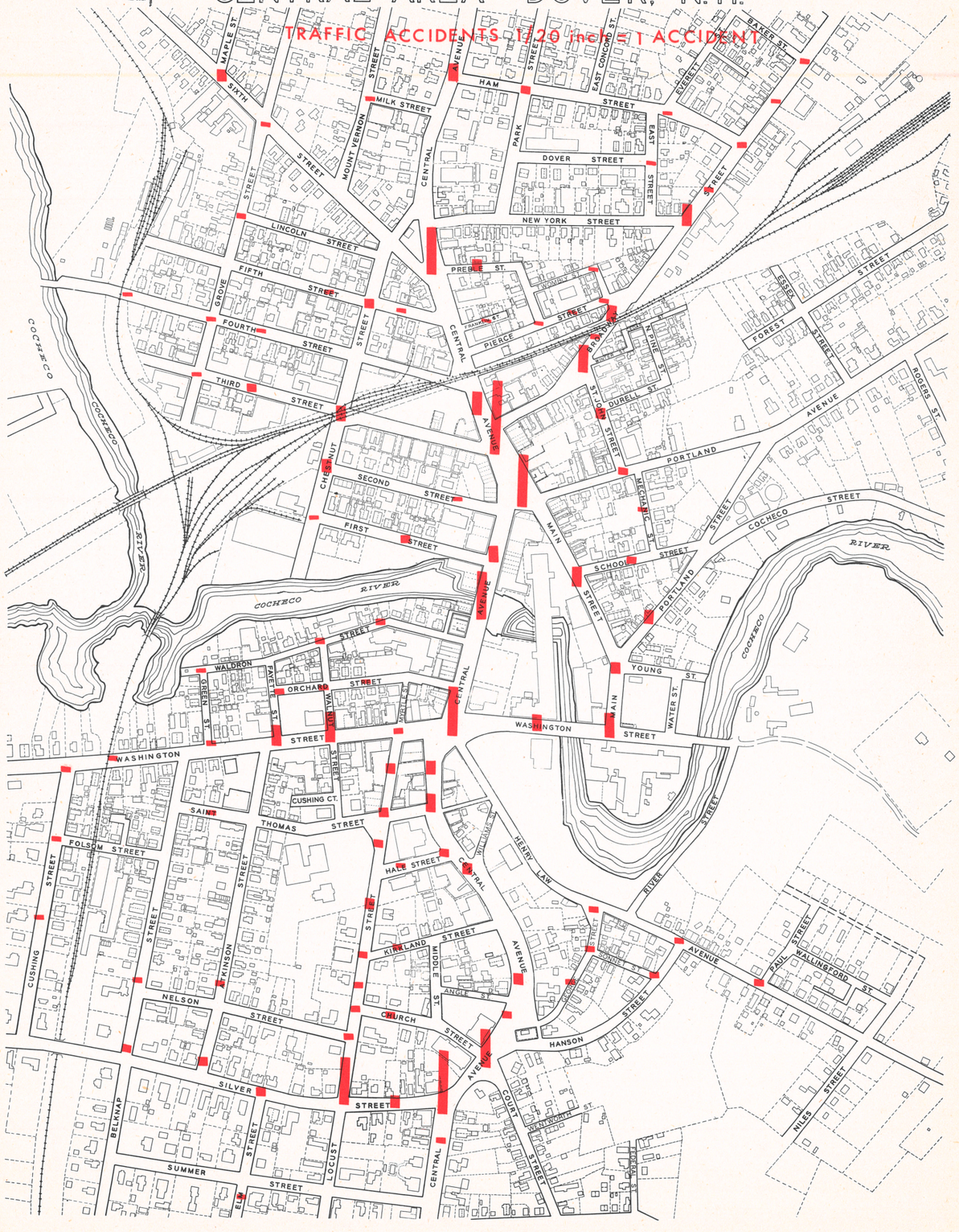
CENTRAL AREA - DOVER, N.H.

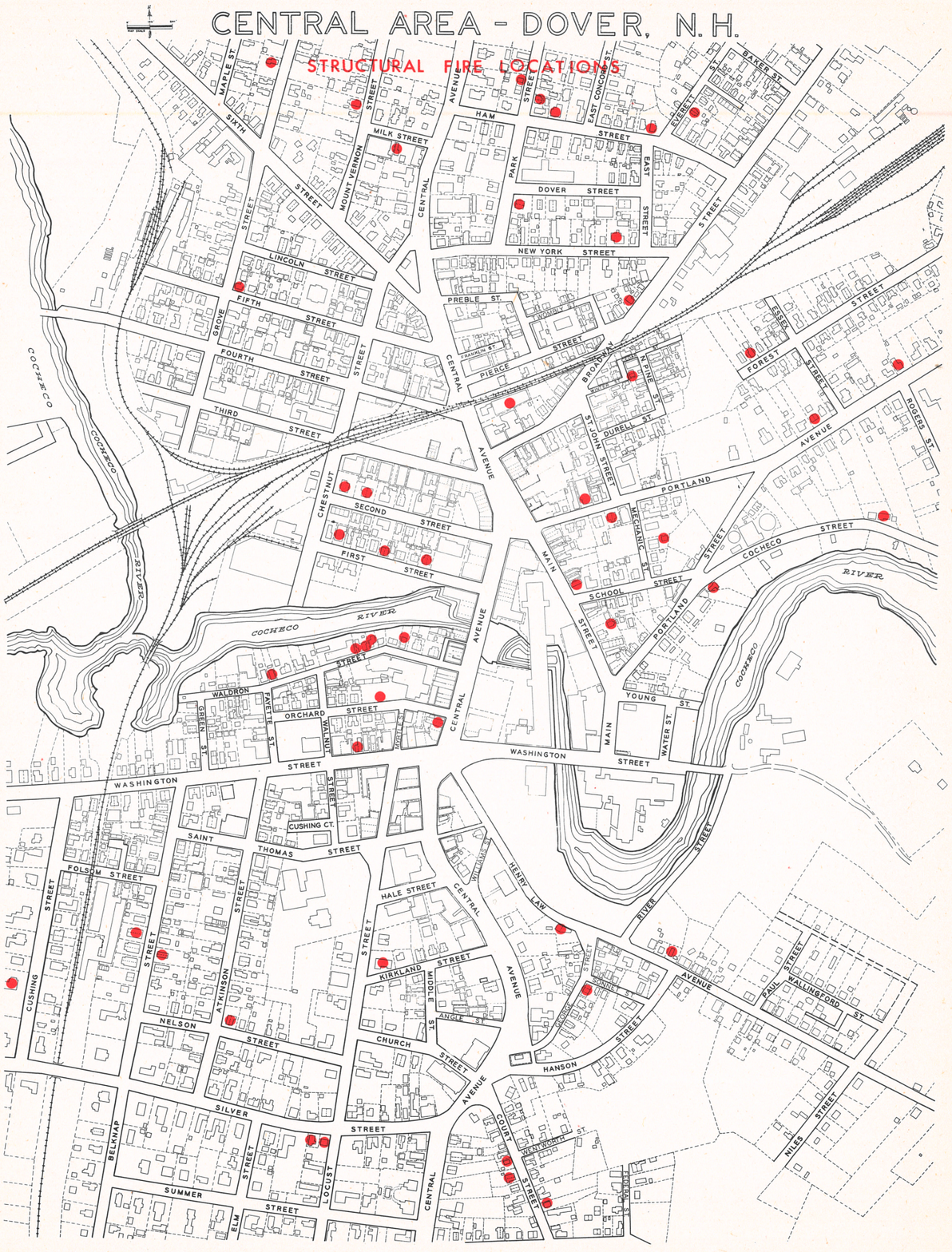
TRAFFIC ACCIDENTS - 1/20 inch = 1 ACCIDENT



S. ROBERT CABO AREA PLANNING DIRECTOR
JUNE, 1957

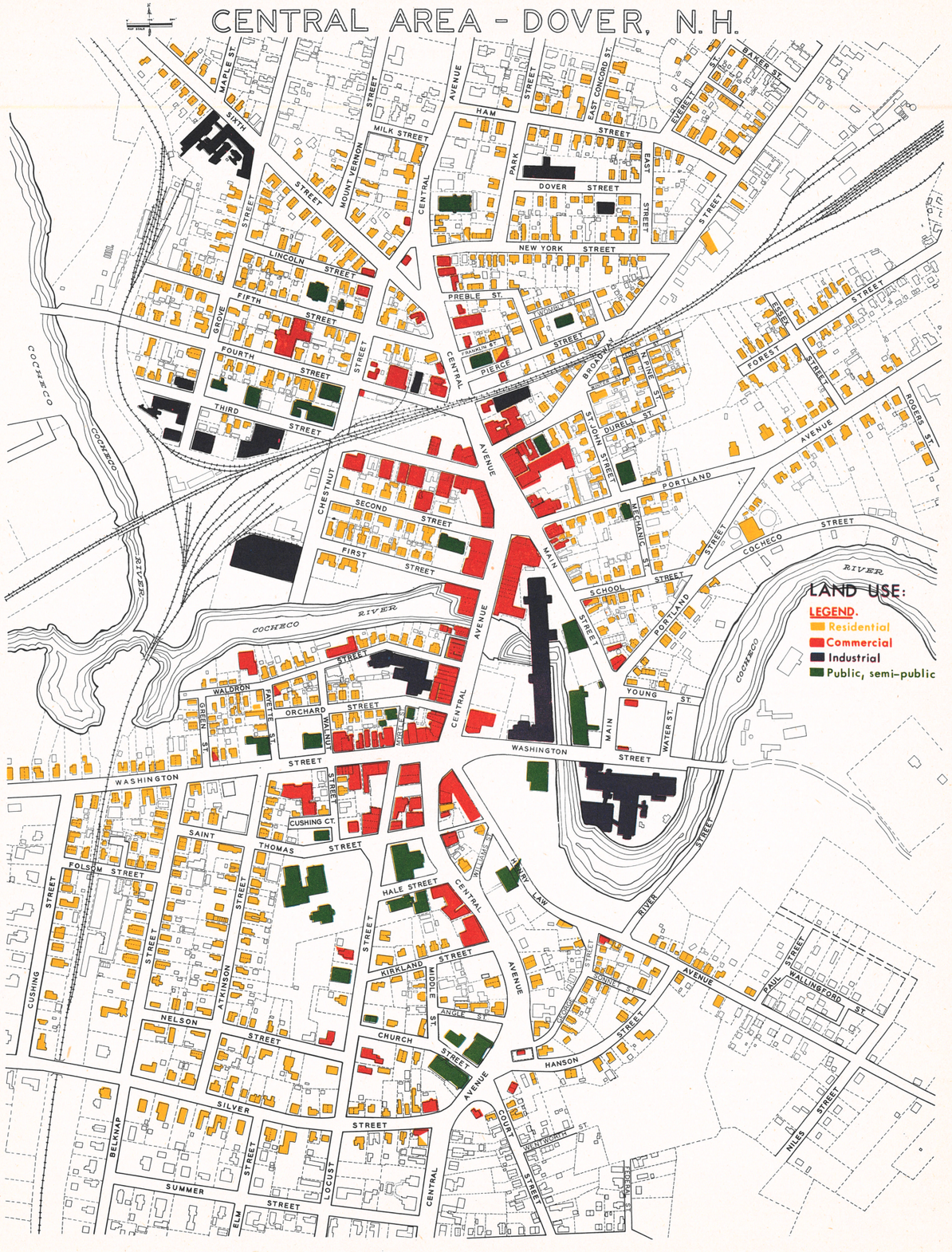
CENTRAL AREA - DOVER, N.H.

STRUCTURAL FIRE LOCATIONS



S. ROBERT CASO AREA PLANNING DIRECTOR
JUNE, 1957

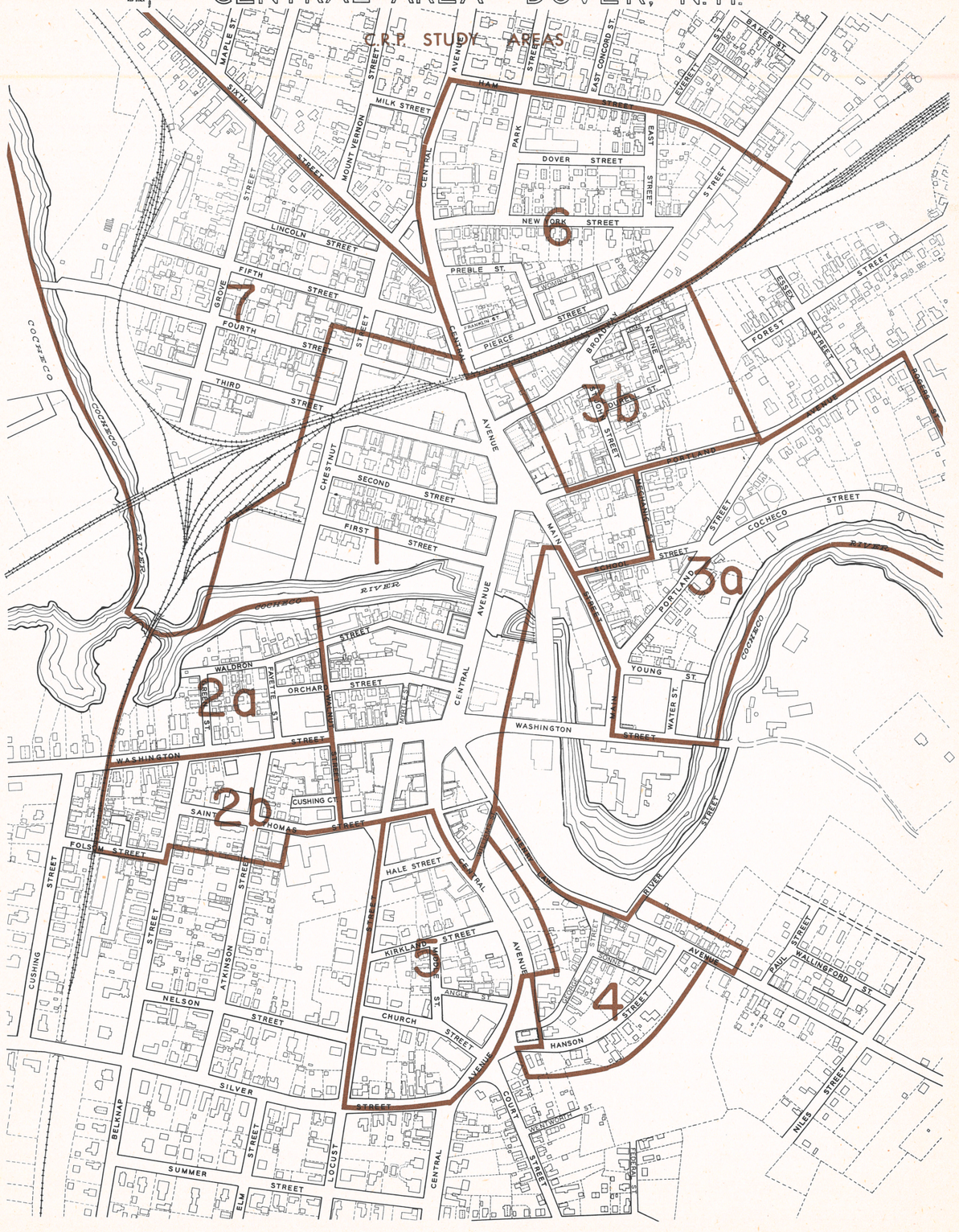
CENTRAL AREA - DOVER, N.H.



R. ROBERT CASO AREA PLANNING DIRECTOR
JUNE, 1957

CENTRAL AREA - DOVER, N.H.

C.R.P. STUDY AREAS



S. ROBERT CASO AREA PLANNING DIRECTOR
JUNE, 1807

STRUCTURAL APPRAISAL POINT SYSTEM

FACILITY APPRAISAL:

Inadequate or Unsafe Electrical Facilities	5
Inadequate or Unsafe Plumbing Facilities	5
Inadequate or Unsafe Heating Facilities	3
Inadequate or Insufficient Bathroom Facilities	3
Inadequate or Insufficient Toilet Facilities	8
Inadequate or Insufficient Kitchen Sink Facilities	3

STRUCTURAL APPRAISAL PENALTY POINT ALLOCATION

	VERY GOOD	GOOD	FAIR	POOR	VERY POOR
Exterior Walls	0	1	5	10	15
Chimneys	0	0	1	2	3
Foundation Walls	0	1	5	10	15
Roof	0	1	2	5	8
Stairs & Porches	0	0	1	2	3
Gutters & Drains	0	0	0	1	2
Gen. Cond. of Lot					
Gen. Cond. of Structure					

STRUCTURAL CONDITIONS:

CLASSIFICATION	DESCRIPTION	APPRAISAL POINTS
Very Good	Stable & Attractive Structural Condition	0–2
Good	Requiring only normal maintenance	3–9
Fair	Requiring minor repairs	10–19
Poor	Requiring moderate repairs	20–29
Very Poor	Serious structural defects	30+

STRUCTURAL DEFICIENCY RATING SYSTEM:

CONDITION	DEFICIENCY POINTS
Structural Classification Poor	1
Structural Classification Very Poor	2
Inadequate or Unsafe Plumbing Facilities	1
Inadequate or Unsafe Heating Facilities	1
Inadequate or Unsafe Electric Facilities	1
Inadequate or Insufficient Bathroom Facilities	1
Inadequate or Insufficient Toilet Facilities	1
Inadequate or Insufficient Kitchen Sink Facilities	1

ACTION RECOMMENDED:

2 or more deficiency points - - - - - - - - - - - - - - - - - - Clearance

STUDY AREA ANALYSES

STUDY AREA ONE

STATISTICAL DESCRIPTION:

Total Area 50.5 Acres
Street Area 11.0 Acres, 21.8%
Estimated Population 400 persons
Total # Structures 133

Residential Structures 57
Substandard Res. " 23
% Substandard Res. " 40.3%

Commercial Structures 66
Industrial " 4
Public or Semi Public 6

Dwelling Units 192
Substandard 76
% Substandard 39.5%

MARKETABILITY STATEMENT:

"Downtown Dover compared to its competition is becoming relatively hard to get to, congested, offering scrambled parking, meters and fines or violations...

....In perhaps over-simplified terms we can conclude that the needs of Dover's Central Business District are three:

1) Highway accessibility.

2) Wide contiguous parking.

3) Extensive new construction".

(Ballard Marketability Report)

BACKGROUND DATA:

During the preliminary stages of the Community Renewal Program, the following statements were made and the following information became available concerning Downtown Dover.

1) Mr. Parker Webb, an agent responsible for major department store locations, stated that the last chance for survival of Downtown Dover might well be gone, but that a chance might remain if drastic action were taken immediately.

2) Mr. William Ballard, a nationally recognized authority on realty, stated that Downtown could be saved only by major redevelopment.

3) The New Hampshire Board of Underwriters stated that in the Downtown Dover area, "Mutually exposing buildings of inferior construction and narrow side streets coupled with the poorly manned, inadequately equipped fire department combine to produce a situation where the probability of a conflagration is pronounced".

4) In 1964 a reassessment of all property in the City revealed that Downtown Dover had depreciated in value sufficiently so that it paid $54,000 less in taxes in 1964 than in 1963, with property values ranging within one-half of one block from less than two dollars per square foot to more than eighteen dollars per square foot.

5) It was learned that all of the major department stores were seriously considering relocation.

6) Many structures in the immediate vicinity of the prime commercial buildings are structurally unsound and lacking in basic amenities.

7) Virtually all traffic passing through the City concentrates upon two lanes of Downtown Central Avenue with inadequate off-street parking facilities compelling the use of the balance of the Avenue for diagonal parking.

8) New construction downtown by private means is discouraged by the prohibitive cost of acquiring and clearing the large number of small lots and structures necessary to accumulate a reasonable amount of land.

9) The existence and operation of the Tannery produces an environment which is deleterious to both residential and commercial structures.

10) At the present time raw sewerage is dumped into the Cocheco River all along its banks with only a very small percentage processed in the City Sewerage Treatment Plant. The result is a highly unpleasant odor at certain times of the year and an unsightly river all year.

OBJECTIVES AND PROPOSALS:

In accord with these facts the following objectives were set and the following proposals are advanced to attain these objectives:

1.) TRAFFIC:

a. Objective) To reduce the volume of traffic using downtown Central Avenue by removing industrial and through traffic.

Proposal) It is proposed that a bridge and a new road be constructed across the Cocheco River to connect Chestnut Street with Washington Street in the area of Myrtle Street.

Upon completion of this new road it is proposed that Main Street and Central Avenue be returned to two-way traffic so that industrial traffic might be directed along Main Street, through traffic along Chestnut Street and commercial traffic along Central Avenue.

b. Objective) To provide a major east-west connector road within the City accessible to the Downtown area.

Proposal) It is proposed that Fourth Street be diverted at a point to the west of the railroad tracks and reconstructed to enter Central Avenue immediately opposite Pierce Street. It is further proposed that Pierce Street be widened with a better connection to Broadway.

c. Objective) To remove heavy truck traffic from downtown Central Avenue.

Proposal) It is proposed that upon completion of the extension to Chestnut Street, all truck traffic be banned from downtown Central Avenue except for certain restricted loading periods and that such traffic be diverted along Main Street and Chestnut Street.

d. Objective) To reduce the number of interruptions in the flow of traffic along Downtown Central Avenue.

Proposal) It is proposed that the number of cross streets between Chestnut Street and Central Avenue be reduced by absorbing some into the proposed parking area and thereby reducing their convenience to through travel and by the conversion of at least one to a pedestrian mall.

2) PARKING:

a. Objective) To create a major central parking area to serve both the existing downtown and the proposed new commercial structures.

Proposal) It is proposed that the existing First Street Parking Lot be incorporated into a major Central Parking area which would extend from the First Street lot across a ramp covering the Cocheco River through the site of the present Tanners Building.

It is further proposed that a second tier of parking be constructed over this increased lot and that all diagonal parking then be prohibited on the Avenue and only short term parallel parking be permitted.

Such a two tier parking area would provide approximately 1800 parking spaces while removal of diagonal parking from the Avenue would cause the loss of approximately 50 spaces.

b. Objective) To provide off-street parking to serve the Washington Street commercial area.

Proposal) It is proposed that a parking lot designed to hold approximately 90 cars be constructed in the area between the new extension to Chestnut Street, Walnut Street and the rear of the structures fronting on Washington Street.

c. Objective) To provide off-street parking for the Lower Square area.

Proposal) It is proposed that the parking lot on the site of the Belknap Church Lot be extended through that land fronting on Locust Street between the Church Lot and St. Thomas Street. The combined lots would provide space for approximately 50 cars.

d. Objective) To provide off-street parking for the approximately 2500 industrial workers in the downtown area. A preliminary survey has indicated a need for between eight and nine hundred spaces.

Proposal) It is proposed that two lots be constructed, the first in the area bounded by Main Street, School Street, Portland Avenue and Mechanic Street, part of which should be reserved for commercial parking, the second in the area between the Cocheco River, Washington Street, Main Street and to include part of the land across Young Street along the river.

3) EXPANSION SPACE:

a. Objective) To provide space to serve the needs of expanding existing businesses as well as potential new companies.

Proposal) It is proposed that Urban Renewal be used to make the following general areas available for new commercial development.

1. An area between First and Second Street, the Court House and Chestnut Street.

2. An area in the Second-Third Street block which fronts on Second Street.

3. An area between Chestnut Street, the Cocheco River and the B & M Railroad presently occupied by the Eastern States Warehouse.

4. An area between the United Tanners location and the proposed Chestnut Street Bridge extension.

b. Objective) To upgrade the existing retail area.

Proposal) It is proposed that simultaneously with the activities proposed above a program of rehabilitation of the older existing buildings be encouraged.

4) ENVIRONMENT:

a. Objective) To correct the offensive factors caused by the Tannery and its employment within the City.

Proposal) It is proposed that discussions be held with the Tannery concerning the possible relocation of tha Tannery to an area better suited to its needs. It is further proposed that the Economic Development Office be requested to undertake such discussions and to investigate potential financial assistance available to the Tannery.

b. Objective) To correct the offensive factors caused by the pollution of the river.

Proposal) Insofar as this situation is currently involved in the City's river cleanup program no proposal is necessary.

ESTIMATED COST:

Assessed Value of Property to be taken		$1,100,000 Approximately
Estimated Purchase Price	2,000,000	
Estimated Clearance Cost	120,000	
Estimated Site Improvements Cost	2,000,000	
Main Street Project Balance Due	20,000	
Estimated Survey and Planning Costs	160,000	
ESTIMATED GROSS COST		$4,300,000
ESTIMATED DISPOSITION PROCEEDS		300,000
ESTIMATED NET COST		$4,000,000
LOCAL SHARE		$1,000,000

Potential Effect of New Property on Valuation

	Assessed Value	Stock In-Trade	Gross New Value	New Gain*
A. @$16.00/sq.ft.	$3,200,000	$1,070,000	$4,270,000	$3,170,000
B. @$18.00/sq.ft.	3,600,000	1,200,000	4,800,000	3,700,000
C. @$20.00/sq.ft.	4,000,000	1,340,000	5,340,000	4,240,000

*Gross new value less value of land originslly cleared.

Potential increase in value of existing property;

Potential increase in value of existing property:

Assessed Value	$6,800,000 (Inc. stock-in-trade)
10% Increase	680,000

Potential Gain from new tannery:

Estimated Cost	$1,000,000 -- $1,500,000
Estimated Assessed Value	1,000,000

THEREFORE:

1) Assuming new property assessed at $16.00 per square foot and assuming neither increase in the value of existing property nor a new tannery;

The Project could add approximately $3,170,000 in assessed valuation or $87,000 annually in taxes.

2) Assuming new property assessed at $18.00 per square foot and a 10% increase in the value of existing structures scheduled to remain and to benefit from the increased parking and the attraction of the new stores, but again discounting the effect of a new tannery;

The Project could add approximately $4,380,000 in assessed valuation or $121,000 annually in taxes.

3) Assuming new property assessed at $20.00 per sq. ft., a 10% increase in the value of existing structures to remain and the construction of a new tannery somewhere in the City;

The Project could add approximately $5,920,000 in assessed valuation or $166,000 annually in taxes.

STUDY AREA TWO-A

STATISTICAL DESCRIPTION:

Total Area 13.8 Acres
Street Area 1.2 Acres, 8.7%
Estimated Population 200 persons
Total # Structures 42

Residential Structures 37
Substandard Res. " 16
% Substandard Res. " 43.2%

Commercial Structures 3
Industrial " 0
Public or Semi Public 2

Dwelling Units 66
Substandard 32
% Substandard 48.5%

MARKETABILITY STATEMENT:

"This could be substantially a clearance project but its reuse potential would depend heavily upon how much frontage is cleared on Washington Street and what type of uses continued, easterly on Orchard Street and Walnut Street towards Central Avenue...It would seem that as long as the Tannery stayed on Walnut Street, that future uses of this area are limited."

Ballard Marketability Report

BACKGROUND DATA:

Study area 2-a is immediately adjacent to the proposed Downtown Project south-western boundary. It has excellent logical bounds in the edge of this proposed project, the Cocheco River, Washington Street and the railroad spur.

It is extremely densely developed with wide ranges in structural conditions, very narrow streets and mixed land uses. It is affected by the proximity of the Tannery.

The Cocheco River is presently polluted and at certain times emits a highly unpleasant odor.

Many of the rear structures are not connected to the sewage system but use outfalls into the river. As the river is cleaned up and these outfalls are in the process discontinued, the river should become much more attractive.

Washington Street provides excellent access to the area but local travel within the area is extremely poor due to the street pattern and the very narrow streets.

Certain uses such as the Post Office, the Church and a limited number of houses on Orchard Street could be potentially highly attractive but are overshadowed by the predominant blight.

OBJECTIVES AND PROPOSALS:

In accord with these facts the following objectives were set and the following proposals are advanced to attain these objectives:

1) LAND USE:

a. Objective) To remove blight from the area and take advantage of the potential created by the Downtown project, the river, the Post Office and the Church.

Proposal) It is proposed that a clearance project be undertaken with the only structures to remain being the Post Office and the Church.

Should their retention be in tune with the reuse of the area certain structures abutting Orchard Street should be permitted to remain.

b. Objective) To meet the need within the City for modern apartment housing conveniently located to both private and public services.

Proposal) That the cleared land be reserved for garden or row-type town housing.

c. Objective) To improve the nature of the Church property.

Proposal) That the Church be permitted to purchase adjacent property for either parking or lawn use.

2) TRAFFIC:

a. Objective) To improve the flow of traffic on Washington Street and within the study area.

Proposal) It is proposed that the existing street pattern be modified within the study area to permit of larger lots and interior driveways.

In addition, where possible, direct access from Washington Street to abutting property should be limited.

3) PARKING:

a. Objective) To reduce the use of city streets for parking with their subsequent reduction in utility for traffic movement.

Proposal) That all permitted reuses be required to provide a sufficient number of parking spaces to meet their needs.

4) ENVIRONMENT:

The current river cleanup program, the removal of the Tannery under the proposed Downtown project, the modernization of the street pattern proposed under the project and the requirement of open space under the Zoning Ordinance will correct the environmental deficiencies.

POTENTIAL INCOME:

Potential Value of New Property

A.	@ $3.00/sq.ft.	$ 600,000
B.	@ $5.00/sq.ft.	$ 1,000,000
C.	@ $7.50/sq.ft.	$ 1,400,000

Value of Property to be Cleared:

$ 343,720

THEREFORE:

1) Assuming new property assessed at only value of existing good quality property in area and assuming conversion of some land presently paying taxes to use for street purposes;

The Project could add approximately $250,000 in assessed valuation or approximately $7,000 annually in taxes.

2) Assuming the use of the same area as above but with development of slightly higher value;

The Project could add approximately $650,000 in assessed valuation or approximately $18,000 per year in taxes.

3) Assuming development of approximately twice the value of existing good quality housing in the area;

The Project could add $1,000,000 in assessed. valuation or approximately $28,000 per year in taxes.

ESTIMATED COST

Assessed Value of Property to be taken	$343,720
Estimated Purchase Price	563,000
Estimated Clearance Cost	34,000
Estimated Site Improvements Cost	100,000
Estimated Survey and Planning Costs	56,000
ESTIMATED GROSS COST	753,000
ESTIMATED DISPOSITION PROCEEDS	90,000
ESTIMATED NET COST	663,000
LOCAL SHARE	166,000

STUDY AREA TWO-B

STATISTICAL DESCRIPTION:

Total Area 9.9 Acres
Street Area 2.8 Acres, 28.3%
Estimated Population
Total # Structures 30

Residential Structures 28
Substandard Res. " 8
% Substandard Res. " 28.6

Commercial Structures 2
Industrial " 0
Public & Semi Public 0

Dwelling Units 86
Substandard 19
% Substandard 22.1%

MARKETABILITY STATEMENT:

"Except for a few structures that a firm housing code could handle there seems to be only a modest need for urban renewal in Area 2-B".

Ballard Marketability Report

BACKGROUND:

The area is located between Washington and Folsom Street, Walnut Street and the Railroad tracks.

Land uses are mixed and include an automobile salesplace, the Telephone Company building, an office structure and residential uses.

There are some blighted structures within the area and there is very dense land coverage in the area along the railroad tracks tracks between Washington Street and Folsom Street.

OBJECTIVES AND PROPOSALS:

a. Objective) To remove the dilapidated structures which exist and prevent the deterioration of the remainder of the residential area.

Proposal) That strict code enforcement be applied immediately and that the results of this enforcement and the future pattern of the area be closely observed to determine the need for renewal.

STUDY AREA THREE - A

STATISTICAL DESCRIPTION:

Total Area 35.6 Acres
Street Area 5.2 Acres 14.6%
Estimated Population
Total # Structures 63

Residential Structures 54
Substandard Res. " 22
% Substandard Res. " 40.7%

Commercial Structures 9
Industrial " 0
Public or Semi Public 0

Dwelling Units 87
Substandard 28
% Substandard 32.2%

MARKETABILITY STATEMENT:

"We recommend that the north end of area #3...be considered for development as new central business retail uses. This will require the demolition of practically 80% of the frontage on Main Street and Central Avenue except the new two-story motel".

Ballard Marketability Report

BACKGROUND:

Topography is an extreme problem with retaining walls bounding many lots at conflicting angles and the streets at severe grades in some sections.

Existing land use is mixed, with residential uses, small stores, a used car lot, an industrial parking area and the Gas Works creating a highly unattractive mixture.

In a relatively small area immediately adjacent to the Downtown commercial area there are five major industries employing between them approximately 2,435* people (Table I). These industries are located in old structures unsuitable for other use and difficult to lease for any use. Because of their location, very little off-street parking is available and many employees are forced to use street parking thereby congesting the streets, impeding traffic flow and filling space otherwise available to Downtown shoppers.

The provision of off-street parking for these industries in an accessible location would increase utility of these buildings, thereby raising their value to the community and increasing the possibilities of occupancy of the vacant sections of the structures.

OBJECTIVES AND PROPOSALS:

1. PARKING:

   a. Objective) To provide adequate parking for the downtown industrial complex.

      Proposal) That the industrial parking area along Water Street be extended to the north of Young St. along the riverbank and that the area of land enclosed by Main Street, School Street, Mechanic Street and Portland Avenue be cleared with that portion at the intersection of Main Street and Portland Avenue be used for commercial parking and the balance for industrial parking.

      It is proposed that this industrial parking be either leased to the individual industries or allocated according to individual monthly tickets sold to the employees.

2. LAND USE:

   a. Objective) To improve the appearance of Main Street and to encourage more attractive use of the land.

      Proposal) It is proposed that at such time as a market appears for this land, the area abutting Main Street be substantially cleared. Since no such market appears to exist at the present time the only feasible action is code enforcement to prevent worsening of conditions.

3. TOPOGRAPHY:

   a. Objective) To improve the utility of the land.

      Proposal) That cutting and filling techniques be used to eliminate some of the many retaining walls, thereby creating larger lots suitable for development.

4. TRAFFIC:

   a. Objective) To improve traffic circulation in the area.

      Proposal) That Mechanic Street be moved to the west to line up with St. John Street and that an extension of Mechanic Street be built from School Street to Portland Street.

STUDY AREA THREE-B

STATISTICAL DESCRIPTION:

Total Area 14.9%
Street Area 2.7 Acres, 18.1%
Estimated Population
Total # Structures 60

Residential Structures 59
Substandard Res. " 13
% Substandard Res. " 22.0%

Commercial Structures 0
Industrial " 0
Public & Semi Public 1

Dwelling Units 107
Substandard 23
% Substandard 21.4%

MARKETABILITY STATEMENT:

"...# 3-B as delineated poses a problem on future re-use. Our study suggests that #3-A and #3-B should be combined and so arranged as to exclude the easterly area of #3-A and to include the easterly area of Study Area #1".

Ballard Marketability Report

BACKGROUND:

The land use is residential with structures crowded onto small lots. The street pattern is very poor with extremely narrow streets and a dead end on Cedar Street.

The environment suffers from the lack of space and the proximity of the Railroad tracks and the commercial uses of Broadway and Central Avenue.

Definite attempts at individual property improvement are apparent in the presence of aluminum storm windows and other factors.

OBJECTIVES AND PROPOSALS:

1. LAND USE:

a. Objective) To remove or correct the dilapidated structures and encourage the improvement of the remainder.

Proposal) That the worst of the structures be removed and that the abutters be encouraged to purchase the property to provide some open space and that those structures not justifying removal be improved by code enforcement.

2. TRAFFIC:

a. Objective) To improve traffic flow.

Proposal) That where possible and as the opportunity arises the streets be widened.

3. ENVIRONMENT:

a. Objective) To improve the atmosphere of the area and encourage property improvement.

Proposal) That should code enforcement require clearance of a property, the City give serious consideration to its purchase and use as a playlot.

STUDY AREA FOUR

STATISTICAL DESCRIPTION:

Total Area 10.5 Acres
Street Area 2.4 Acres, 22.9%
Estimated Population, 200 persons
Total # Structures 47

Residential Structures 46
Substandard Res. " 20
% Substandard Res. " 43.4%

Commercial Structures 1
Industrial " 0
Public or Semi Public 0

Dwelling Units 73
Substandard 31
% Substandard 42.4%

MARKETABILITY STATEMENT:

"We recommend that Area #4 be extended southerly to include Wentworth Street and Federal Street to Court Street and Union Street ... to make this east side of Central Avenue all one project area which would include everything on the east side of Central Avenue down to Court Street and down Court Street. Such a project would not be for total clearance but would include rehabilitation and spot clearance on Court, Union, Hanson, Henry Law Avenue and would probably include total clearance on George Street, Sonnet Street and the inside portion of Wentworth Street and Federal Street.

...for this steeply sloping land ... apartment house construction is probably the most reasonable future use".

Ballard Marketability Report

BACKGROUND:

The area is located between Central Avenue at its intersection with Silver Street and Henry Law Park. The northernmost portion is occupied by Central Towers, the housing for the elderly high-rise building.

The worst structural conditions are to be found along George Street and Sonnet Street with the structures on Hanson Street being of good quality.

Topographically the area slopes rapidly downwards from Central Avenue and simultaneously down from Hanson Street to George Street. Those structures on the south-eastern side of George Street are situated in a bowl-like area.

With respect to the street system, Hanson Street is basically good, Sonnet Street is in very poor condition and George Street suffers from an extremely severe grade with a highly dangerous intersection at the Central Avenue end.

OBJECTIVES AND PROPOSALS:

In accord with these facts the following objectives were set and the following proposals are advanced to attain these objectives:

1) LAND USE:

a. Objective) To eliminate the blighted section from this area and replace it with development of a type to stimulate an upgrading of the adjacent areas.

Proposal) That those structures fronting on Hanson Street and Sonnet Street, together with those fronting on the southern side of Henry Law Avenue, be cleared and the land reused for apartment housing, possibly using the provisions of Section 221(d) 3 of the Housing Act. These apartment structures should be constructed on a line perpendicular to George Street if practicable.

2) TRAFFIC:

a. Objective) To eliminate the excessively severe grade at the top of George Street and the highly dangerous intersection at the juncture of this street with Central Avenue.

Proposal) That George Street be realigned prior to the beginning of this section of severe grade in order to connect with Hanson Street to the north east of the structure located at 8 Hanson Street, and that following this realignment, that portion of George Street between the new section and Central Avenue be abandoned and closed off.

b. Objective) To remove the unsightly condition of Sonnet Street.

Proposal) That serious consideration be given to the abandonment of Sonnet Street with the land fronting on this Street being combined with land fronting on George Street or Hanson Street to form larger lots.

ESTIMATED COST:

Assessed Value of Property to be taken

	$132,700
Estimated Purchase Price	215,000
Estimated Clearance Cost	13,000
Est. Site Improvement Cost	13,000
Est. Survey and Planning Costs	22,000
ESTIMATED GROSS COST	263,000
ESTIMATED DISPOS. PROCEEDS	63,000
ESTIMATED NET COST	260,000
LOCAL SHARE	65,000

POTENTIAL INCOME:

Potential Value of New Property

A. @ $3.00/sq.ft. $360,000

B. @ $5.00/sq.ft. 600,000

Value of Property to be cleared: $132,700

THEREFORE:

The Project could add between $230,000 and $460,000 in assessed valuation or between $6,300 and $12,600 annually in taxes.

STUDY AREA FIVE

STATISTICAL DESCRIPTION:

Total Area 20.0 Acres
Street Area 4.5 Acres, 22.5%
Estimated Population
Total # Structures 46

Residential Structures 34
Substandard Res. " 2
% Substandard Res. " 5.8%

Commercial Structures 6
Industrial " 0
Public & Semi Public 6

Dwelling Units 55
Substandard 3
% Substandard 5.5%

MARKETABILITY STATEMENT:

"...a development plan which called for the removal of a portion of this deterioration, together with the appropriate frontage on Central Avenue...would be necessary to attract redevelopment of this land.."

BACKGROUND:

Land Use is mixed and traffic flow acceptable except at the intersection of Church Street and Central Avenue. Traffic accidents are heavy at this point possibly due to attempts to cross the Avenue from Church Street to Hanson or Court Streets.

OBJECTIVES AND PROPOSALS:

1. LAND USE:

   a. Objective) To prevent the spread of blight due to the presence of dilapidated secondary structures.

      Proposal) That codes be enforced and that where necessary dilapidated secondary structures be compelled to be removed.

2. TRAFFIC:

   a. Objective) To eliminate the high number of accidents at the intersection of Church Street and Central Avenue.

      Proposal) That serious consideration be given to closing Church Street between Middle Street and Central Avenue. Since this is done for a portion of the school day at the present time it would be merely an extension of an existing practice. The unused portion of street could be attached to the school as play area.

STUDY AREA SIX

STATISTICAL DESCRIPTION:

Total Area 30.3 Acres
Street Area 7.2 Acres, 23.8%
Total # Structures 213

Residential Structures 95
Substandard Res. " 2
% Substandard Res. " 2.1%

Commercial Structures 13
Industrial " 2
Public & Semi Public 3

Dwelling Units
Substandard
% Substandard

MARKETABILITY STATEMENT:

"This is really a spot clearance and housing code enforcement area".

Ballard Marketability Report

BACKGROUND:

Land use is mixed with industry, commercial and public and semi-public uses interspersed with residences.

The street pattern is generally good with the possible exception of Franklin, Preble and Twombly Streets. Pierce Street, Ham Street and New York Street receive heavy use by traffic as connectors between Broadway and Central Avenue and as means to avoid the low bridge at Broadway and the grade railroad crossing on Central Avenue.

OBJECTIVES AND PROPOSALS:

a. Objective) To maintain the present generally good quality of the area and if possible improve upon it.

Proposal) That code enforcement be used to correct the few violations which appear to be principally dilapidated garages and secondary structures and to maintain the quality of the area.

STUDY AREA SEVEN

STATISTICAL DESCRIPTION:

Total Area 70.9 Acres
Street Area 8.1 Acres, 11.4%
Estimated Population
Total # Structures 114

Residential Structures 96
Substandard Res. " 0
Substandard Res. " 0

Commercial 7
Industrial 5
Public & Semi Public 6

Dwelling Units
Substandard
% Substandard

MARKETABILITY STATEMENT:

"This area is substantially a spot clearance and housing code enforcement area."

Ballard Marketability Report

BACKGROUND:

Land use is predominantly residential with industry on the periphery and the commercial garage in the heart of the area.

Traffic flow is generally satisfactory.

Residential uses are sound with some dilapidated secondary structures, such as garages.

OBJECTIVES AND PROPOSALS:

1. LAND USE:

a. Objective) To maintain the good quality of the area and prevent the intrusion of blight.

Proposal) That code enforcement procedures be used to eliminate or correct the few violations and prevent the creation of others.

STUDY AREA SIX

STATISTICAL DESCRIPTION:

Total Area 30.3 Acres
Street Area 7.2 Acres, 23.8%
Total # Structures 213

Residential Structures 95
Substandard Res. " 2
% Substandard Res. " 2.1%

Commercial Structures 13
Industrial " 2
Public & Semi Public 3

Dwelling Units
Substandard
% Substandard

MARKETABILITY STATEMENT:

"This is really a spot clearance and housing code enforcement area".

Ballard Marketability Report

BACKGROUND:

Land use is mixed with industry, commercial and public and semi-public uses interspersed with residences.

The street pattern is generally good with the possible exception of Franklin, Preble and Twombly Streets. Pierce Street, Ham Street and New York Street receive heavy use by traffic as connectors between Broadway and Central Avenue and as means to avoid the low bridge at Broadway and the grade railroad crossing on Central Avenue.

OBJECTIVES AND PROPOSALS:

a. Objective) To maintain the present generally good quality of the area and if possible improve upon it.

Proposal) That code enforcement be used to correct the few violations which appear to be principally dilapidated garages and secondary structures and to maintain the quality of the area.

STUDY AREA SEVEN

STATISTICAL DESCRIPTION:

Total Area 70.9 Acres
Street Area 8.1 Acres, 11.4%
Estimated Population
Total # Structures 114

Residential Structures 96
Substandard Res. " 0
Substandard Res. " 0

Commercial 7
Industrial 5
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MARKETABILITY

MARKETABILITY

GENERAL:

The indications, pressures or capacities which we may find indicated by the marketplace are not to be construed as the only or final determinants of community renewal program action, but are on the other hand to be realistically considered in preparing an overall program which is also fully responsive to such things as a municipality's financial ability, the citizens interest and support, the social and regulatory rights and limitations of the city itself and the environmental conditions outside of Dover's borders as these may all bear upon the decision as to what benefits may be realistically achieved in Dover.

Population and Income:

The City of Dover experienced almost 40% of the county population increase. This suggests that as a combination of factors which make one place more desirable than another, including available sites, municipal administration, convenient shopping, job opportunities, etc., the City of Dover was relatively more attractive than other centers in the county. It is none the less subject to the competitive attraction of the adjacent County of Rockingham and City of Portsmouth.

Families earning from $6,000 to $10,000 and over $10,000 are increasing at rates in excess of 200 per year suggesting an increased demand for such things as housing units in the value ranges that serve or appeal to these incomes at the rate of 200 per year.

In these higher income categories Dover shows an understandable excess over the State figures. We respectfully suggest that the reader reflect on this increased affluence of the marketplace and the mobility of the buying market, which the automobile enables to move its place of residence to some point distant from its place of employment and to move its shopping loyality to newer stores with easy accessibility and wide areas of convenient and attractive parking. Families whose incomes have so substantially increased will not long be content with old and outmoded land use, old housing, old shopping areas and land developments.

Housing and Construction:

Dover has been keeping pace with the State in the character, condition and value of its housing plant. In the renter occupied category the City of Dover generally has proportionately more units in the upper rent categories. Unless rents are disproportionately high for Dover this suggests that Dover's rental plant has somewhat more value than the State and this is reflected in a higher median rent. Vacancies in Dover seem not to be an issue at a tolerable 4% to 5% level.

Social and Employment:

Dover's census statistics with respect to education suggests the industrial worker characteristics of a city which is not holding in residence the professional college talent in an amount equal to that in the State. Knowledge is the basis of earning power, buying power, supervision capacity and tax paying power. What does this portend for the City of Dover located even in such close proximity to the State University? What does this mean in terms of Dover's capacity to attract those industries which are highter paying and seek greater talent in their employees in the supervisory categories? The implication is sobering.

As far as the resident population is concerned Dover would appear to have an average or approximate employment mix and its employment growth reflects general population growth.

Trade and Commerce:

Dover is not quite holding its own in total retail sales inasmuch as its per capita increase is $191 against $197 for the State when, starting from a larger base, it should be proportionately more. If Dover had not had extensive new construction north of the city between its Central Business District and Somersworth and Rochester, out in an open area with lots of free parking and convenient to the Turnpike, we wonder whether or not Dover could have numerically retained its retail sales position.

Wholesaling does not appear to be a major endeavor for a city in Dover's location.

Market Trends and Potentials:

We assume a capacity to break with the past, because courageous urban renewal programming and an alert Citizens interest and action can bring new forces into play, not heretofore experienced within a city. Yet there is a reasonable limit in all land use categories beyong whcih it is not reasonable to expect the market to absorb.

Within this framework we envision that Dover has a modest opportunity and, yes, a real need to undertake a revitalization of its city. There is sufficient demand for new commercial construction to make a major undertaking in the downtown area feasible. There is sufficient demand for industrial uses from both new job opportunities as active development work will create them and arising out of replacement, so that the new industrial uses development should be furthered. To a limited degree Dover could have some success in multi-family construction that was not competitive with the extensive public housing and housing for the elderly which the city has already undertaken. We would expect the maximum market for any volume of multi-family housing in Dover, to be in the vicinity of rentals at $110 to $135 for a two-bedroom unit.

Market Factors and Renewal Policy:

Urban renewal, to those viewing it as the enormous real estate program that it is, is a program, 1) To upgrade land use patterns from obsolescent designs of the past, 2) To change neighborhood and city wide declining trends to at least stability and hopefully improved trends of use, activity and value, and 3) A program to create neighborhood benefits for properties and uses which may remain in an area or which may be attracted to come into an area.

Urban renewal is also a process of clearance of not only physical structures but more particularly of obsolescence. The clearance of these obsolescent functions, as well as structures that are worn out and substandard, brings the opportunity for the creation of new land patterns through the public powers of land assembly via the eminent domain process. It is the resultant new land design that makes possible the new land uses that upgrade the entire area and its environment. This brings us to the process of new construction by private investment, enabled by urban renewal activity, which then becomes new tax base for municipal increasing income and which basically brings new user benefits and customer satisfaction for all the citizens.

This is not a problem which can be successfully legislated. It is a process decided by the thousands of individual purchasers, both resident and non-resident in Dover, who decide, because of the competitive process that is America, to patronize the individual store or environment which offers them the most of what they want.

In today's market these purchasers apparently want shiny new stores with open store areas and broad merchandise selection. They want to be flattered by this surrounding. They also want a place to park their automobiles that is easy to get into, that is near the front door and not at the back door and that usually is free without time limits or ticket threat. This is the competition which downtown must be redesigned to meet.

Urban renewal policy, of course, cannot force a customer to make his purchases downtown, but urban renewal policy, with enlightened citizens support, can tend to redesign downtown to a degree (and it will usually require an extensive degree) that will reattract this customer to buy in the central business district and thus support his own community's tax base.

Renewal policy should respond to these realities of the marketplace in which the individual consumer alone is the determining factor.

Put in sumple terms, we believe that a city's role in urban renewal activity on a broad scale will be to search out opportunities where there exist basic assets of accessibility and acceptability.

As a basic recommendation of Community Renewal policy it would seem that a responsible municipality must seek out a way, either within the present legal structure or within a modification which it could sponsor, so that the city may require of existing property owners certain very minimum maintenance standards. Just as the city has assumed the responsibility of restricting new construction through building codes, the city can protect neighborhoods by restricting or controlling existing construction and protecting existing neighborhoods through housing codes.

The City must demonstrate financial responsibility in handling its own municipal affairs for the long term benefit of all. It must gear urban renewal action to the rightful total interest and claim of all and not only to the audible or popular few. The investors and users who make up the market will be attracted to a municipality with the most responsible city government.

The market will not respond in accordance with the estimated potentials if Dover's urban renewal action program does not respond to these wants, needs and motivations of the marketplace. The market will not seek out and in fact has not sought out in other cities, the re-utilization of cleared areas which formerly may have been the worst substandard areas, but which after renewal action were still surrounded by deteriorating uses and "back door" conditions.

Conclusions:

1) In Dover there is a need for renewal action. As far as real estate generally is concerned the trend is downwards and this trend may accelerate unless appropriate action is taken. Urban renewal is a major useful tool for the municipality in this direction.

2) Community renewal planning will be just as useful as is its flexibility of operation and its capacity to be understood by those who must implement it.

3) Relative accessibility and location are the key attributes in planning for re-uses to be absorbed by the market. This may be accessibility for employees, for materials for industry; it may be accessibility to customers and the parking lots for commercial endeavors; and it may be accessibility to schools, to church, to shop, for residential re-use.

Included in the thought of accessibility is the desire of close proximity, access or even neighborliness to uses of a similar compatible nature which is sometimes called homogeneity of use, with respect to residential programs or competitive and comparative shopping in retail areas.

4) Based upon the market's capacity to absorb, Dover's community renewal program should have "on the shelf" in preliminary form a series of digestible size projects, categorized by the expected types of re-uses, so that they may be "released" for execution only as the then market has demonstrated its capacity to abosrb such use. It is the future of Dover that is to be built. Most of the existing old uses can be "held" an extra few years if in so doing the absorption potential can more easily be assured.

5) Successful re-use must originate from an asset position, or from a "panel of good use" influence, be it location, accessibility, physical features, customer appeal or economic needs.

6) There does exist a reasonable though not unlimited market for well conceived, well timed projects and the cleared land which these projects might make available. In the planning of each project the factors suggested herein are important considerations, so that the projected re-uses will be attractive to the market and thus utilized. The market can digest only so much cleared land each year, and therefore the timing of individual and successive projects is exceedingly important.

7) Like dozens of other similar cities, with similar problems, Dover can avail itself of the tools and process of urban renewal to change declining land use patterns to stable and even growth opportunities for substantail new construction.

This 'Marketability' section consists of extracts from the "Community Renewal Program, Market Study. Dover, New Hampshire". prepared by William S. Ballard of the W. H. Ballard Company of Boston, Massachusetts. Copies of the full report are available for inspection but due to their limited number cannot be released for distribution. This condensation has been approved by Mr. Ballard as an accurate presentation of his report.

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RECOMMENDED PROGRAM

GUIDING POLICY

It has been the policy in the preparation of this Program to recommend clearance only where it is felt to be to the definite advantage of the community at large or where conditions in the area concerned have deteriorated to such a point as to be beyond correction by lesser means.

In cases of doubt as to reuse potential or degree of the problem the attitude recommended is basically "wait and see". It has been recommended in several cases that the community attempt to correct a situation by code enforcement and resort to renewal only after establishing that code enforcement proceedings are not having the desired effect.

The guiding policy has been one of practicality and realism. It is recommended that no area be cleared if there is doubt as to its reuse for a better purpose and schedule recommendations have been based upon maximum benefit to the City and relationships between the various projects.

TIMING

The method of scheduling used within this Program differs from that used in most Community Renewal Programs in that no attempt has been made to fix or assign specific years in which projects should begin or by which they should be completed. This procedure was decided upon after consideration of urban renewal projects in other communities established that rarely does a project proceed as scheduled. An urban renewal project is a complex undertaking requiring extensive preparation and involving careful work. As a result, projects estimated to require only a short period have required much longer periods.

The method used in the Dover Community Renewal Program involves recognition of the relationships between the recommended actions. In one instance it is recommended that if the proposed Downtown project is not completed then the proposed Waldron Street project be abandonned. The beginning of the Waldron Street project therefore depends upon the date of completion of the Downtown project. In another instance it is recognized that Dover is a relatively small city with many demands upon a limited budget. The term "as soon as is practical" has therefore been used in scheduling the beginning of the proposed George Street project.

It is submitted that the size of the City of Dover and its limited resources make such a timing system more realistic and more practical than any attempted scheduling of specific years.

FUTURE OF THE PROGRAM

General:

A Community Renewal Program is not a single document to be prepared, written, printed and forgotten. If the Program is to be worthwhile it must be used and if it is to be used it must be kept current.

Use of the Program:

If the Program is not used it has no value and the money spent in its preparation has been wasted. This Program was designed as a Program which the City of Dover might carry out and from which it might benefit. But the test of the value of the Program is not completely in how many of its recommendations become reality. If the Program is only a stimulation of discussion and contribution of ideas and facts to be considered in a Program, then it has served its purpose.

The Dover Community Renewal Program presents a recommended series of actions. The people of Dover must decide whether to follow these recommendations, modify them or ignore them.

Continuity of the Program:

This Program has been based upon facts. If these facts change then so must the Program. In 1965 certain areas of this city are healthy and others are not in as good condition as might be desired. If in 1970 these conditions remain the same then the Program retains its validity. If the conditions have changed then the Program must change to meet and incorporate new conditions. To retain its value the Program must be constantly adjusted to conform to current facts.

This Program of continuity and adjustment is the responsibility of the Planning Board and its staff.

Scope of the Program:

This Program has united for the first time many ideas and proposals which have been discussed individually many times previously. In the Community Renewal Program these ideas have been combined into a cohesive whole and presented as an organized Program.

In its continuing form the Program should continue to draw together and organize individual proposals. As the sections of the Master Plan are refined so should their conclusions and policies be incorporated into the Program; as zoning changes are approved so should their effects be considered in the light of the Program; as the City takes action so must the effects of its action be evaluated and included in the Program.

The Dover Community Renewal Program has been prepared as a useful and contemporary report. It should be maintained as such.

RECOMMENDED PROGRAM

Recognizing that Dover is a small city with a great many demands upon a limited budget, this program recommends only three major projects with additional action being based upon conditions in existence following completion of these projects.

Recommedation 1: That the Downtown Project included in Study Area I be undertaken immediately. In the interests of speed and of dividing the relocation impact it is suggested that it be accomplished in two stages. The first stage should include the proposed bridge and the area south of the Cocheco River. The second stage would accomplish the balance of the project.

This staging would also serve as a demonstration of the sincerity of the community in its desire to improve the study area and possibly induce some commitments or strong indications of commitments of private reuse prior to completion of the second stage.

Recommendation 2: That immediately upon completion of the Downtown Project the Waldron-Washington Project included in Study Area 2-a be undertaken. This Project is small enough to be accomplished in a single stage and in addition for successful reuse will require complete elimination of the substandard factors in the area.

It is, however, recommended that if the Downtown Project is not undertaken then this Waldron-Washington Project be abandoned. The success of this Project is directly associated with improvement of the adjacent area included in the Downtown Project.

Recommendation 3: That as soon as is practical following completion of the Waldron-Washington Project, the George Street Project included within Study Area 4 be undertaken. While it is recognized that topography is a definite problem in this location, its location convenient to Central Avenue, Henry Law Park and the new High Rise Housing for the Elderly lends it potential. As an added impetus to development in this area, it is suggested that the special mortgage provisions available under Section 221 (d)3 of the Housing Act be utilized providing a suitable sponsor can be located.

Recommendation 4: That the North Pine Street -- Durell Street section of Study Area 3-b be subjected to a strong program of code enforcement. While the street pattern and structural conditions in this area could warrant a clearance project, it is not felt that market conditions and demand justify such a project. This area should, however, be subjected to continued scrutiny to determine its reaction to code enforcement and to evaluate the need for further action.

Recommendation 5: That at such time as market conditions shall indicate a demand for the land, that portion of Study Area 3 to the west of the intersection of School St. and Portland Street be cleared for redevelopment. Traffic conditions, land use and structural conditions justify such action at the present time but the location, topographical nature of the land and adjacent land use do not meet the existing market needs.

Recommendation 8: That in order to prevent the appearance of commercial blight in the "Miracle Mile" of Upper Central Avenue because of the effect of the heavily overburdened road, the construction of the alternate road described in the "Transportation" Section of this report be undertaken as soon as is feasible.

Recommendation 6: That the Gas Company be approached concerning the removal of their facilities located at the intersection of Cocheco Street and Portland Street. This facility, together with the land use conditions mentioned in Recommendation 5 and the present condition of the Cocheco River preclude better use of the land included in the eastern portion of Study Area 3-a. While there are topographical problems in this area, it is felt that upon removal of the above stated nuisance factors, this topography could be converted to an asset to the private development of the property for apartments. It is not recommended that any urban renewal action be taken in this area.

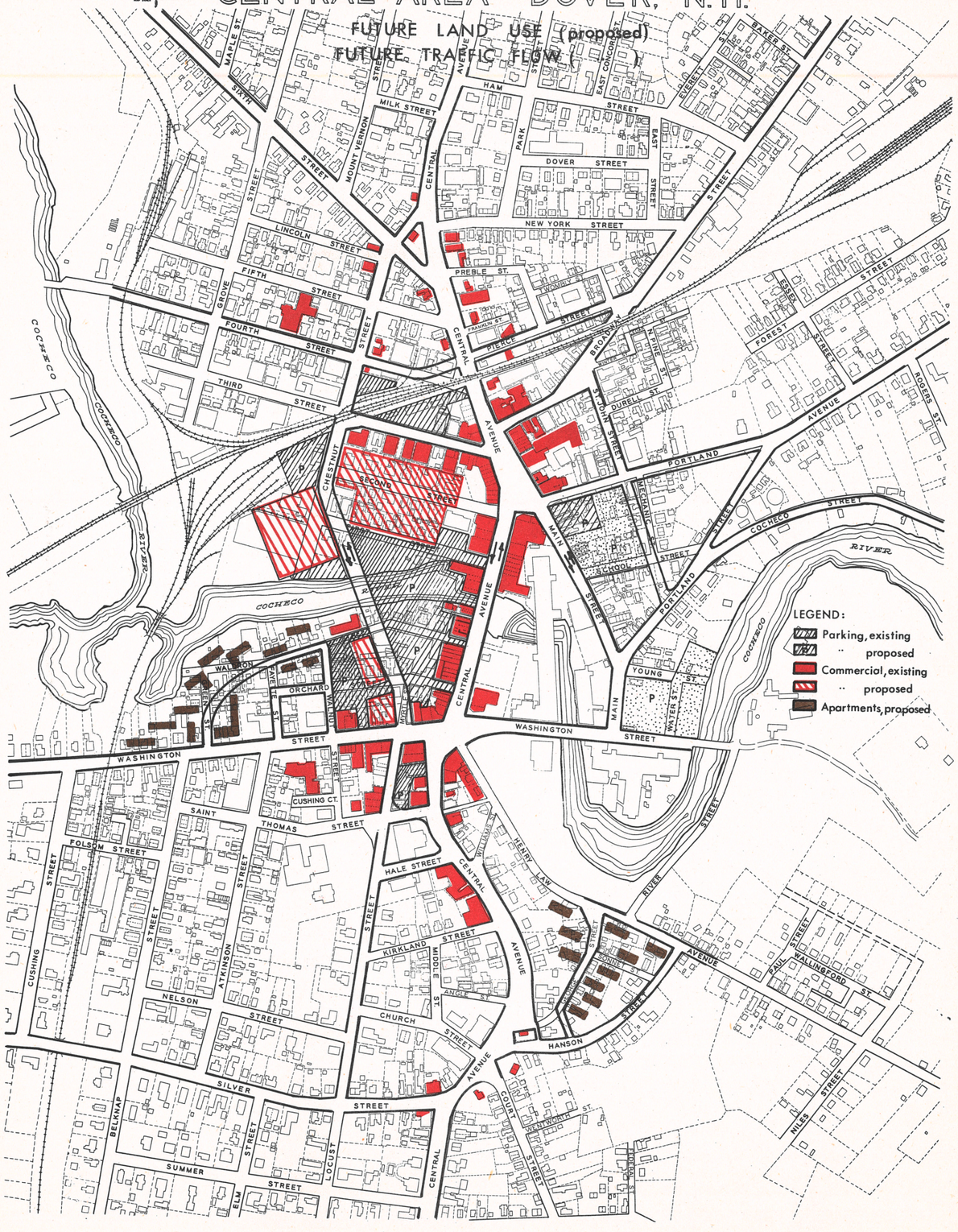
Recommendation 7: That areas 2-b, 5, 6 and 7 be subjected to intense and continued code enforcement to remove the present dilapidated structures, halt and reverse spot deterioration and maintain and upgrade the generally good conditions. No urban renewal action is recommended in these areas. Area 2-b should, however, be kept under close scrutiny as to its progress under code enforcement, with possible partial clearance and redevelopment if the area does not improve.

Recommendation 9: That the housing, building, fire and health codes be used to prevent the occurrence of further conditions requiring the consideration of urban renewal as a means of correction. Had these codes been in existence and enforced in the past the city would not now be faced with the need for urban renewal. The degree to which they are enforced now will determine the degree to which the city will need urban renewal in the future.

CENTRAL AREA - DOVER, N.H.

FUTURE LAND USE (proposed)

FUTURE TRAFFIC FLOW ( )



S. ROBERT CARO AREA PLANNING DIRECTOR
JUNE, 1957

SUPPLEMENTAL DATA

to the

PROGRAM FOR COMMUNITY RENEWAL

CITY OF DOVER, NEW HAMPSHIRE

Prepared for the

Dover Planning Board

by

Henry Neil
June, 1966

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GUIDING POLICY CLARIFICATION:

A statement is contained in the Guiding Policy that "In cases of doubt as to reuse potential or degree of the problem the attitude recommended is basically wait and see". This statement requires clarification insofar as the intent is not to delay decisions as to treatment, but is to urge that the specific renewal action recommended not be executed until it has been determined that:

a) Normal code enforcement is inadequate to reverse the downward trend of property in the area or,

b) Market conditions are such as to lend reasonable assurance of redevelopment.

This policy and its intent are specifically involved in Recommendations 4, 5 and 7. The intent of the Policy is particularly clear in Recommendation 7 where an initial recommendation of code enforcement is supported by an alternative recommendation.

TIMING:

In answer to the suggestion that the Community Renewal Program might benefit from inclusion of anticipated or suggested specific years for commencement or completion of renewal activities it is pointed out that the procedure used and reasons advanced for such procedure on Page 46 of the Community Renewal Program have been substantiated by the history of the Downtown Project recommended in Study Area One.

In the Community Renewal Program it was suggested that Dover's size and pertinent experience would make more meaningful a recommended timetable based on completion of certain actions and fulfillment of certain conditions rather than the proposal of specific years. In accord with this system recommended renewal actions have been presented as a sequence dependent upon completion of each step prior to commencement of the next.

As an example of the unsuitability of the suggested alternate system for the City of Dover, it is pointed out that the Downtown Project was originally proposed in 1963 by the Dover Planning Office. After a year of study the Citizens' Advisory Committee recommended it for immediate action in 1964. The Dover City Council referred it to the Housing Authority who again studied it and it was not until 1965 that an application for Survey and Planning funds was prepared and submitted. In 1966 this application is still under review. This particular project is therefore two to three years behind schedule. Any proposed timetable involving the Downtown Project would be similarly off schedule. It is therefore submitted that the Timing system used is better adapted to the City of Dover.

[illegible]

CONSIDERATION OF BALLARD RECOMMENDATIONS:

During the planning review of the Dover Community Renewal Program by the Department of Housing and Urban Development, a question was raised as to the treatment accorded the recommendations of the Ballard Marketability report.

The initial printed report was received in March, 1965. It was reviewed carefully and discussed in detail with the Planning Board and the Citizens Advisory Committee. The recommendations of the Community Renewal Program were prepared and approved after consideration of these marketability recommendations. The individual decisions to vary from or conform to the Ballard recommendations were made and approved in light of local knowledge of local conditions.

Evidence of this consideration of the marketability recommendations may be noted in the inclusion within each study area analysis of a pertinent quotation from the Ballard report.

CITIZEN PARTICIPATION:

The preparation of the Community Renewal Program involved the participation of many community groups including the Chamber of Commerce, Downtown Board of Trade, Rotary, Kiwanis and Exchange Club. These groups were informed in addition to the directly involved groups such as the City Council, Planning Board, Housing Authority, Economic Commission and Citizens Advisory Committee.

Renewal proposals were discussed with all of these groups and their opinions solicited and considered. In addition, with respect to the proposal for Downtown Redevelopment a survey of each downtown merchant was made on an individual basis and on the subject of providing industrial parking facilities a similar survey was made of downtown industrialists.

As a result of this participation in the Program the Citizens Advisory Committee suggested and made arrangements for a television program to be filmed and broadcast explaining the proposed first project. At a later date the filming of this Program was stopped at the request of the Housing Authority.

In addition, the Citizens Advisory Committee suggested that a downtown information office be opened to explain the objectives and proposals of the first proposed project. A vacant store was offered for this Project and the Downtown Board of Trade agreed to pay all utility bills. As a result of this suggestion and arrangement the entire Planning Office moved into this temporary office for the months of December and January.

In a further effort to ensure complete knowledge of all Community Renewal Program proposals the local radio station, WTSN, arranged for a series of half hour programs explaining the objectives and proposals of the Community Renewal Program. The local newspaper, Foster's Daily Democrat, also carried full details of the Program. Strong recommendation for continuation of this public participation is contained in the Community Renewal Program.

CODE REVIEW:

Within the proposed scope of services contained within the Community Renewal Program was provision for review of all city codes. As a result of Workable Program requirements and City desires, such review and amendment was completed prior to completion of the Community Renewal Program. This contract item was therefore completed outside the Community Renewal Program with no involvement of Community Renewal Program funds. A list of the codes and their dates of adoption or amendment follows:

CODE	DATE OF ADOPTION OR AMENDMENT
Building Code	12/26/63
Plumbing Code	1/25/63
Electrical Code	5/8/63
Housing Code	12/26/63
Fire Prevention Code	1/14/65
Subdivision Regulations	3/23/64
Zoning Ordinance	5/64

Examination of all of these codes will establish their current nature and adoption or amendment prior to completion of the Community Renewal Program.

NEIGHBORHOOD ANALYSIS:

In the Community Renewal Contract is included a section relative to the preparation of a Neighborhood Analysis. The fulfillment of this contract item has been questioned insofar as the Community Renewal Program while considering the City as a whole concentrates upon a portion of the municipality for the reasons set forth in the section on "Study Area Delineation" on Page 28 of the Community Renewal Program. The reason for this apparent omission of the contract item is that during the preparation of the Community Renewal Program and after approval of the contract, the Neighborhood Analysis originally prepared in 1962 was revised and updated by the original consultant. A copy of the revision is attached.

As a result of this action the requirement that the City of Dover prepare a Neighborhood Analysis was fulfilled outside of the Community Renewal Program and was therefore not considered within it.

ENVIRONMENTAL DEFICIENCIES:

In answer to the comment that the Community Renewal Program should contain a uniform system for the evaluation of environmental deficiencies reference is made to the statements on Page 28 of the Community Renewal Program, "Appraisal Systems". Within this section is noted the fact that "Dover is a relatively small community and it was found that the principal environmental problems were peculiar to the individual study areas".

During preparation of the Community Renewal Program such a system of uniform deficiency rating was devised and tested. A map contained in the Dover Planning Office displays the results of this test. The map graphically portrays the peculiarity of Dover's environmental problems to specific areas and the resulting confusion when such problems are incorporated into such a system.

Examples of such environmental problems in Dover are the Tannery within the Downtown area, the Gas Tanks immediately adjacent to Downtown and the heavy traffic and inadequate highway of upper Central Avenue or "Miracle Mile".

Each of these deficiencies is identified within the Community Renewal Program and a solution to each proposed. Dover's environmental deficiencies do not lend themselves to the uniform system which would well service a larger community. They are therefore considered individually and solutions proposed individually.

STRUCTURAL CONDITION SCORING SYSTEM:

In assigning penalty points to the structural evaluation sheet Page 28 of the Community Renewal Program points out that "...the guiding policy was adopted that a number of small readily correctible deficiencies should not be permitted to produce a sum total of points equal in number to a single serious and very difficult to correct deficiency". In accord with this policy the classification 'Poor' within the Community Renewal Program requires a point total of 20. To attain such a score a structure would have to contain at least one critical deficiency plus several minor deficiencies. Exterior walls or foundation walls for example are considered the most serious and most difficult to correct deficiencies. They are, however, assigned a maximum number of 15 points which in itself would classify the structure as in "Fair" condition although this defect is serious. The reason for this apparent discrepancy is that it was expected in theory and proven in practice that a structure with either of these defects invariably also had several lesser defects and easily moved into the 'Poor' or 'Very Poor' classification.

As an example a structure with 'Very Poor' exterior walls would frequently have roofing problems or problems in its stairs, porches and gutters. In either case the point total would be in excess of 20 and the building therefore classified as 'poor'. Had the point system been lowered to fifteen so that this single critical deficiency would classify the structure as 'Poor' the potential problem arose that a host of relatively minor problems such as chimneys, windows, doors, porches and gutters could result in the designation for removal of a basically sound and rehabilitable structure.

In accord with the above system the classification of "Critical Deficiency" would be applied to exterior walls and foundation walls, the classification "Intermediate Deficiency" to roofs and inadequate interior facilities such as toilets, electrical or plumbing facilities and the classification "Minor Deficiency" to such items as doors, windows, gutters, porches, stairs and chimneys.

STRUCTURAL DEFICIENCY RATING:

In rating structural deficiencies, the scoring system requires a total of two or more deficiencies for the recommended action clearance. The question has been raised as to why most of the structural deficiencies considered are allotted only one deficiency point.

The reason for this allocation was the desire to clearly differentiate between structures which might be rehabilitated from these economically infeasible of such treatment. In accord with this intent, the structural classification 'Very Poor' which requires either two critical deficiencies or one critical and many major and/or minor deficiencies, is assigned two penalty points insofar as such a structure would be beyond normal rehabilitation. On the other hand, a structure classified as 'Poor' with no other deficiencies might be possible of rehabilitation. If, however, the same structure also had inadequate plumbing or heating facilities, the classification would move to a clearance recommendation on the assumption that the combination of conditions would make rehabilitation of the structure expensive and improbable.

STRUCTURAL INSPECTIONS:

In clarification of the methods and sources of information for structural classification the following is submitted:

a) Interior Inspections: In 1963 the City of Dover retained the professional appraisal firm of Cole-Layer-Trumbull to re-appraise every structure and property within the municipality. During this procedure the trained personnel employed noted the existence and nature of heating and plumbing facilities and the condition of interior structural units. In extracting data from the inspection sheets used by the appraisers, Community Renewal Program Staff used only factual data insofar as judgements by appraisal personnel could not be substantiated. A copy of the assessor's card used is attached.

b) Community Renewal Program Staff performed exterior structural inspections using standard forms. The point system applied to these forms to classify the results was tested in the field and adjusted prior to the actual inspections to ensure that

the results reflected true conditions. Upon this determination, the inspections were performed and graded uniformly.

Copies of all inspection forms as checked and graded are maintained in the files of the Dover Planning Office. In addition, a map pinpointing structural conditions in the core area was prepared and maintained in the Planning Office. Because of the extreme sensitivity of the information and classification this map was not and will not be published.

COMMERCIAL STRUCTURAL CONDITIONS:

The absence of statistics concerning the condition of non-residential structures has been noted in the review of the Dover Community Renewal Program. The reason for such absence is oversight. All such structures were evaluated and the scoring sheets are retained in the Office of the Planning Board. Insofar as virtually the only area in which computation of the results of these sheets would be meaningful is the downtown area or Study Area I, and since a Survey and Planning Application documenting such conditions has already been submitted to the Department of Housing and Urban Development, it is suggested that the time spent in transforming the results of the inspection sheets to area figures would be meaningless and valueless. The inspection forms are, however, available in the Planning Office for inspection or review.

PROJECT I: "STAGING":

Recommendation I suggests that Project I be undertaken in two stages. The question has been raised as to whether this means a single project accomplished in two conservative phases or whether it means two separate projects.

The intent of the recommendation was that the area be planned, submitted and approved as a single project but that its execution be divided into two phases. Under the phasing envisioned the area south of the Cocheco River would be acquired, demolished and improved simultaneously with construction of the proposed bridge. Thus the circulation plan would be complete and the existing downtown could benefit from this new circulation plan during the execution of the larger northern portion of the project. In addition the delay between acquisition of the two portions would serve to spread relocation demands over a longer period of time.

CODE ENFORCEMENT PROGRAM:

In various sections of the Community Renewal Program the recommendation is made that vigorous code enforcement be applied to areas. The question has therefore been raised as to the use of Code Enforcement Programs in these areas.

At the time of preparation of the Community Renewal Program the Code Enforcement Program procedures had not yet been issued. The Community Renewal Program therefore does not specify the use of such programs but simply recommends code enforcement. The City of Dover is, however, aware of the availability of Federal financial assistance for code enforcement and should the need arise can apply for such funds.

UPPER CENTRAL AVENUE:

Two areas not expressly referred to within the Community Renewal Program which might appear eligible for and needful of renewal action are the Willand Pond area between Rochester Road and Willand Pond, and the commercial area on Upper Central Avenue between Glenwood Avenue and the traffic circle to the north west. This commercial area is locally known as the "Miracle Mile".

The Willand Pond area at first glance appears to be definitely substandard and to justify clearance activity. This condition, however, is the relic of the former zoning ordinance which "under-zoned" this area. The area was originally subdivided into twenty-five foot lots and its zoning permitted mobilehomes and trailers to be permanently located on the land. As a result, a mixture of shacks, occasional mobilehomes and single family homes and vacant parcels arose. The area was rezoned in 1964 to R-1 (Single Family Residential). This zone permitted only single family homes on 10,000 square foot lots with minimum frontage of 100 feet. No mobilehomes were permitted. As a result, the area has been given stability and variances to install more mobilehomes have been vigorously opposed and defeated. The area has been improving since and no renewal action is felt necessary other than the generally recommended code enforcement.

The "Miracle Mile" area is a rapidly developing commercial area. The same rezoning in 1964 restricted the areas of the community open to commercial enterprises, but classified this area for the "Thoroughfare Business" zone. The value of the land is therefore high and normal market trends are gradually eliminating undesirable or non-conforming uses. No renewal action is felt necessary.

RESOLUTION APPROVING CERTAIN STUDIES AS SECTIONS OF THE COMPREHENSIVE PLAN OF THE CITY OF DOVER

WHEREAS the Dover Planning Board did receive in 1957, 1962 and 1963 certain reports entitled "Land Use Plan", "Capital Improvement Programming", "Community Facilities Plan", "Traffic Circulation and Parking Plan" and "Neighborhood Analysis", said reports prepared as portions of a Comprehensive Plan for the City of Dover and financed in part by a grant from the United States Government, and

WHEREAS the City of Dover has requested that the Department of Housing and Urban Development of the United States Government accept and approve a document entitled "Dover, New Hampshire, A Program of Community Renewal", which document is submitted by the City of Dover as fulfillment of the terms of a contract dated June, 1963, by and between the City of Dover and the United States Government, and

WHEREAS said Department of Housing and Urban Development has stated that such approval and the fulfillment of said contract can be granted and certified only upon demonstration that the City of Dover has accepted the various components of a Comprehensive Plan,

NOW THEREFORE BE IT RESOLVED by the Planning Board of the City of Dover that said reports, as amended by said "Program of Community Renewal", are hereby accepted and approved as sections of the Comprehensive Plan of the City of Dover.

RESOLUTION ADOPTED JULY 11, 1966, UPON MOTION BY TUTTLE, SECONDED BY DUBOIS, and unanimous vote of the Planning Board in favor.