

Town of Jaffrey Downtown Plan



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Introduction

DOWNTOWN VISION STATEMENT

Downtown Jaffrey is recognized as the cultural and financial anchor of a well balanced, thriving community. A carefully crafted mix of small town charm and economic vitality has established downtown as a destination for business owners and patrons alike.

Attractive gateways frame each approach to the town center, beckoning the passerby with a hint of the friendly atmosphere and unique character awaiting them inside. This layout provides the visitor with a sense of place, and reveals the proud tradition of public and private investment that has made downtown Jaffrey a convenient and desirable place to gather and a great place to do business.

A modern roundabout serves to facilitate the flow of people, goods and services into and around the downtown area. Inside, past and present come together to form an engaging, comfortable landscape. Historically significant buildings have been faithfully preserved or artfully renovated for new uses. Newer buildings blend seamlessly with these original structures, yet each maintains its own distinct character.

A healthy mix of shops, offices and residential units line pedestrian-friendly streets and sidewalks. An attractive lighting and landscaping, places to sit and a range of entertainment options further enhance the hometown aesthetic, and make a trip downtown enjoyable for people of all ages and backgrounds.

Aesthetic appeal has not been achieved at the expense of function, however. State of the art telecommunications and affordable services are the foundation of an efficient business environment. Accessible parking help to maintain a steady stream of patrons throughout the day, and into the evening. The public and private sector work hard to make sure entrepreneurs have knowledge of and access to the resources they will need to be successful.

These features, coupled with a strong business retention and recruitment program, have enabled the Jaffrey downtown to attract and keep a number of key anchor tenants. Over time, additional businesses have seen the value in coming to Downtown Jaffrey, and as retail offerings have increased, so too have the number of shoppers.

Downtown Jaffrey is a place where some residents have made their home, and where others can feel at home while visiting. It is the showcase for a community that values both its businesses and its citizens. Downtown Jaffrey is, quite simply, the place to be.



In recent years, many organizations in Jaffrey have been focusing efforts towards revitalization of the Downtown. Organizations such as TEAM Jaffrey, a NH Main Street Community organization, the Jaffrey Chamber of Commerce and the Town of Jaffrey, all have an aspiration to turn Downtown Jaffrey into a dynamic and diversified center where business and community may thrive. If these organizations, as well as others in Jaffrey, wish to be successful in their endeavors, a common understanding of the current conditions of Downtown Jaffrey and a cohesive vision for the future needs to be articulated.

Jaffrey exists within a very unique environment. Mt. Monadnock, one of the world's most climbed mountains, has a predominant amount of its acreage within the Town. Thousands of visitors flock there every year to climb the mountain and enjoy the view that awaits them. Downtown Jaffrey could and should be a destination for these visitors. This plan has been created to recognize the assets of Downtown Jaffrey as well as address some of its limitations. Awareness of assets and limitations will help us prepare recommendations for creating a Downtown that is active, vibrant, accessible and attractive to residents and visitors alike.

The Town of Jaffrey delineated the geographic boundaries of the study area as the currently established Tax Increment Financing District and the TEAM Jaffrey, Main Street boundaries. This area also includes a portion of Jaffrey's National Register Historic District (See **Map 1: Downtown Study Area Aerial Imagery**). These basic studies were completed through a collaborative effort including the Town of Jaffrey, the Jaffrey Downtown Committee and the Southwest Region Planning Commission.

The basic studies within this chapter will help steer the Downtown Committee in creating the cohesive vision that will guide future development in Downtown Jaffrey. To move forward, there must be thoughtful reflection on what has passed and what currently exists. Knowing what there is to work with and what enhances or detracts from the Downtown will help guide the Town towards more needed and desirable development types. These basic studies will consist of the following:

- Inventory and Assessment of Existing Conditions
 - Historically Significant Buildings and Places
 - Land Use
 - Building Conditions
 - Streetscapes
 - Main St Dam & Riverfront
 - Parks and Open Spaces
 - Indoor and Outdoor Event Venues
- Traffic Studies
 - Traffic Patterns
 - Street, Highway and Bridge Conditions
 - Parking
 - Pedestrian and Bicycle Facilities
- Regulations
 - Zoning Ordinances
 - Town Guidelines
- Institutional Relationships
- Funding Options
 - TIF Districts
 - Grant Funding
 - Transfer of Development Rights
 - Impact Fees
- Supplemental Studies to examine specific development locations within the Downtown

Examination of all of these aspects of the Town will lead to an informed decision making process that will lead to conclusions that can be supported by all members of the community.

Inventory and Assessment

The Inventory and Assessment gives a current snapshot of Downtown Jaffrey. By reviewing historically significant sites, land use, building stock, streetscapes, parks and open spaces, and indoor and outdoor event venues, a sense of place can begin to evolve. It will also help us to determine conditions that need to be preserved and those that need to be improved.

Historically Significant Buildings and Places¹

The first mill in downtown Jaffrey was erected ca. 1770 on the Contoocook River by John Borland, whose lot included a large part of the downtown. This saw and grist mill was soon joined by a linseed oil mill. East Jaffrey remained a minor village until the Third New Hampshire Turnpike passed through it, bringing with it travel and goods from points northwest and into Vermont. In 1814 a cotton mill was erected, completed only six years after the state's first such mill was built in nearby New Ipswich. Around the mill and the adjacent river crossing emerged a small commercial center, with stores, shops, church, parsonage, and several hotels and dwellings. The Turnpike remained the spine of the village, but side streets soon joined it. In the 1840s the village acquired a school and post office, and its name was changed from Factory Village to East Jaffrey (in 1946, citizens voted to drop "East" from the village name).



During the mid-19th century, East Jaffrey enjoyed a spurt of growth, with additional streets, businesses and dwellings. In 1868, a brick cotton mill replaced the old wooden building, and a few years later, the facility added another brick building on the opposite bank of the river to house a boiler room, machine shop, picker room and dye house. Over 100 employees worked in the cotton mill or one of the company's other mills, which included grist, saw, planing mills that produced shingles, lath, finished lumber and boxes. Just north of East Jaffrey, but influencing its development, was Cheshire Mill, built in 1823 on the Contoocook River. Originally a cotton mill, it was rebuilt in 1828; a cluster of housing for its workers stood behind the mill. The owners of Jaffrey Mills ultimately bought this factory. In 1938 D.D.

Bean & Sons purchased it for the production of book matches, an industry that continues to operate today.



The village's prosperity during the mid-19th century is still reflected in the dozens of houses built in the Greek Revival style. An influx of Irish and French Canadian immigrants to work in the mills resulted in the construction of the first St. Patrick Church in 1887, to serve the Catholic population. The village continued to expand in the late 19th and early 20th century, with a wide range of domestic architectural styles spanning the economic spectrum, including a spurt of tenement and apartment construction between 1910 and 1920, a library (1896), a doubling of the cotton mill complex, and additional commercial buildings, many of which replaced or significantly updated earlier structures. A tree-planting program initiated in 1860 introduced maples on both sides of Main Street, some of which survive today.

During the Depression, the Town undertook several municipal improvement projects, including a fire station, war memorial, and school. Both the 1936 flood and 1938 hurricane/flood caused tremendous damage to the village and fundamentally changed its appearance. To

¹ Prepared by Elisabeth Durfee-Hengen for the Town of Jaffrey, 2006

For a complete list of Historic Buildings, see the National Register nomination completed for TEAM Jaffrey by Lisa Mausolf, Feb 2002

ensure against future such disasters, a dam was built on the Contoocook River next to the newly replaced Main Street bridge in 1938. This between-the-wars era was also one of increased automobile traffic, and three service stations were constructed within four years. Automobile use brought about the end of passenger rail service in 1953.

Downtown Jaffrey illustrates the evolution of a village center over a 200 year period. It evolved without a deliberate plan, but its appearance today forms an intact and diverse small New Hampshire townscape. The village retains a wide range of distinctive civic, religious, commercial and industrial resources. Its residences represent a cross-section of architectural styles from the early 19th through the mid-20th century and include Federal, Greek Revival, Italianate, Second Empire, Stick, Queen Anne, Colonial Revival, Craftsman, and Modern – and variants of each. In 2002, through the actions of TEAM Jaffrey, Downtown Jaffrey’s historic and architectural significance was recognized when the entire village was listed on the National Register of Historic Places.

Recognition of the village on the National Register of Historic Places is an excellent marketing tool in attracting tourists or new businesses; however, it does little to regulate the impact of future development on Downtown Jaffrey. There are options for the municipality that would create a regulatory method for maintaining the historic integrity of the downtown. Creating a Local Historic District (LHD) would be the most hands-on approach to regulating any changes within a Downtown Historic District. In a Local Historic District, a set of changes subject to review are created and any property owner seeking to make one of those changes must apply to the Historic District Commission (created by the ordinance) for approval.

A less restrictive, yet still regulatory, approach to Downtown preservation would be the creation of a Neighborhood Heritage District (NHD). These districts allow some regulatory review by a Historic District Commission but only when it involves new construction, major alteration or demolition. This gives the Town the opportunity to work with developers or property owners to ensure that new development or alterations to existing buildings are consistent with the surrounding streetscape. It also gives the Town the opportunity to work with property owners to find alternatives to demolition of historically significant properties.

Both of these approaches to preservation in the Downtown should involve the creation of Downtown Design Guidelines. These are not regulatory; but they can be effective in streamlining the site plan approval process, especially for new construction or alterations in a LHD or NHD. Finally, conducting a “Community Assets Inventory” or “Place Audit” would be beneficial in identifying existing resources to protect and enhance and discovering new ideas to help meet community goals. Consider involving local schools in this process.

Land Use

Land use is a study of how we employ land and is governed through the regulatory practice of zoning. A majority of the study area is within the General Business Zone, while some portions of the study area fall within the Residence A and B districts. The regulatory characteristics of these zoning districts will be discussed later in this chapter.

There are a total of 196 parcels within the Downtown Study area. The following chart represents a breakdown of those parcels by usage and acreage (See **Map 2: Downtown Study Area Land Use**):

The most common land use by acreage in Downtown Jaffrey is commercial (26.0%), followed by single family housing (18.7%). Only 4.9% of land use is mixed-use developments that combine commercial and residential uses. The remaining residential uses include a broad mix of two and three family units, apartments and condominiums for a total of 13.5% of the total land area.

Table 1: Parcel Data

	Number of Parcels [°]	Acreage	Percent of Total	Owned by Jaffrey Resident or Town	Owned by NH Resident or State	Owned by Out- of-State Resident	Total Assessed Value	Percent of Study Area Assessed Value
Single Family	47	22.27	18.7	44	3	0	\$7,681,609	18
Two Family	12	4.39	3.7	11	0	1	\$2,170,951	5
Three Family	11	3.76	3.2	7	4	0	\$2,202,909	5
Apartments	18	7.37	6.2	7	10	1	\$4,934,214	12
Condominiums	2	0.48	0.4	1	1	0	\$972,700	2
Mixed Use*	15	5.82	4.9	8	4	3	\$4,728,095	11
Commercial	26	30.90	26.0	13	5	8	\$11,349,917	27
Professional Office	6	1.66	1.4	3	1	2	\$1,471,245	4
Municipal	5	3.44	2.9	4	0	1	\$1,685,805	4
Church	4	3.59	3.0	4	0	0	\$3,658,885	9
Club	1	1.49	1.3	1	0	0	\$481,909	1
Open Land +	8	9.04	7.6	6	2	0	\$89,512	.2
Park	2	3.19	2.7	2	0	0	\$105,851	.2
Vacant/Developable	12	3.64	3.0	7	3	2	\$417,113	1
Roads/Water	5	18.01	15.1	-	5	-	-	
Totals	174	119.05	100.1	118	38	18	\$41,950,715	99.4

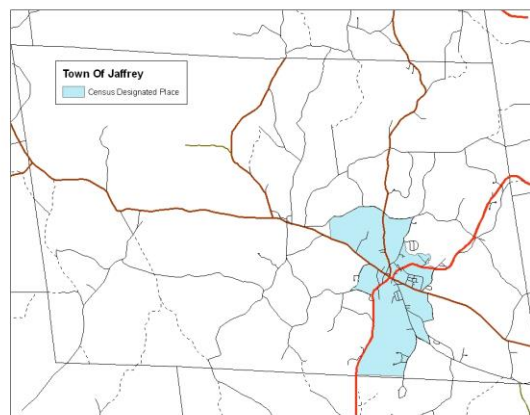
Data: Town of Jaffrey, 2009

[°] Note that due to the alignment of the Main Street Program Area and the Downtown TIFD, some parcels are not wholly included in the study (see Map 1). The parcels within the Study Area have been recalculated.

* Mixed Use = Commercial and Residential occupying the same building

+ Open Land = Rail Trail, conservation lands, and Town owned parcels

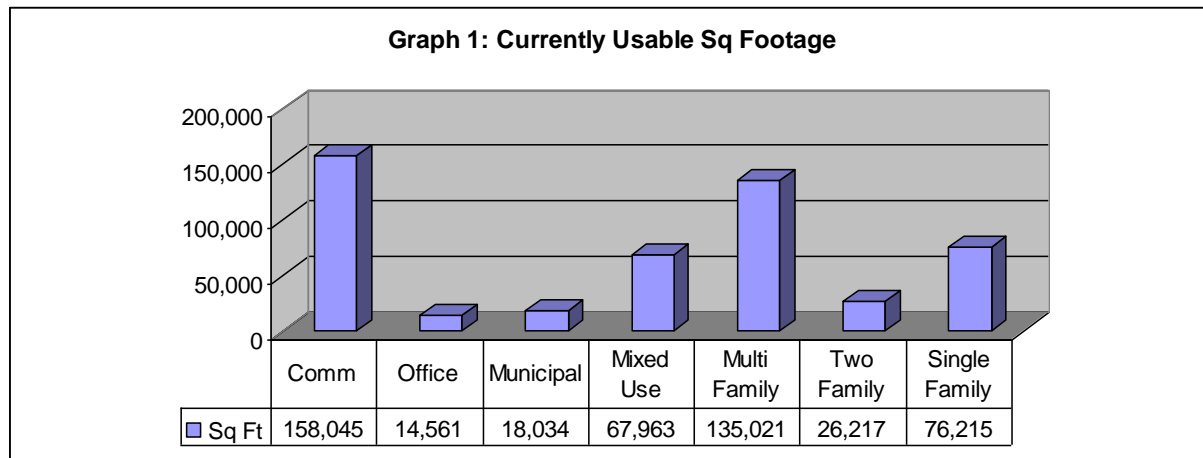
According to the 2000 census, the total Town population was 5,476 and the population within the Census Designated Place (see inset) was 2,802, meaning that 51% of the total population resided in about 6.5% of the total land area in close proximity to the Downtown area. Jaffrey had the highest CDP population density of all of the towns in the southwest region that have an identified Census Designated Place, which include Hinsdale, Marlborough, Jaffrey, Swanzey, and Winchester.



There are few vacant commercial and undeveloped parcels available, although there is considerable land available for infill development along Rt. 202. Recreational uses include the Rail Trail, the Community Ball Field and Town Owned Open Space. Institutional uses such as the Civic Center and Library provide passive recreation opportunities.

Building Stock

Within these 196 parcels there are 138 buildings in use as commercial, office, municipal or residential space. The following chart represents a breakdown of the usable square footage of all the buildings in Downtown Jaffrey by land use.



Streetscape

The following street furniture is located within the study area:



- Benches – There are 10 benches, mostly located within public spaces such as Memorial Park (Town Common), and the various parks in town. There is a mix of stone and metal benches.
- Business Signs – There are 24 business signs, with the majority (17) having landscaping or architectural elements that make them decorative. Of these, two were movable signs (sandwich boards) placed on or near the sidewalks.
- Hydrants – There are 15 hydrants in the study area.
- Light Poles – There are 13 decorative light poles that provide an excellent addition to downtown. These also have decorative banners that help attract attention as well as publicize the Town of Jaffrey.
- Street Signs – There are 12 decorative street signs located along Main Street and Rt. 202.
- Traffic Signs – There are 26 traffic signs (uniform traffic control devices) in the study area that help guide and control traffic. These signs are not visually appealing and do not add to the overall character of the area.
- Others: The study area also contains water fountains, gazebos, statues, shrubbery and other landscaping that add to the attractiveness of Downtown. Most of these are located in Memorial Park.

The study area is seemingly separated into two distinct districts based on the existing streetscape. Main Street (Rt. 124) maintains the look of a traditional New England Downtown. Retail storefronts meet well-maintained sidewalks that are landscaped and well-lit, creating a safe and friendly pedestrian

experience. Benches are placed in a number of locations, offering the opportunity to sit and enjoy the surroundings. The Town Common provides a nice site for an afternoon lunch or town gatherings, such as the Scarecrows-on-the-Common in October. Both the Library and Civic Center are located on Main Street, with large open spaces available for public use. The Jaffrey Mills give a sense of New England history that is a centerpiece of the Downtown. Pedestrian movement across the 5-leg intersection and crosswalks is extremely hazardous, due to the high volume of traffic through this area of Town. In addition, sidewalks could be widened to allow for the creation of a larger barrier between pedestrians and vehicular traffic, as well as creating an opportunity for outdoor dining.



This image of Downtown and the pedestrian experience on Main Street is in stark contrast to the experience encountered on Rt. 202. Development on Rt. 202, beginning with the Rite-Aid pharmacy on the northeast corner of the Rt. 124/Rt. 202 intersection, is oriented toward vehicular traffic. It is an arterial roadway to Route 101 and Route 9 that has a major impact on Downtown Jaffrey traffic. While there is room to create on-street parking spaces, most commercial stores on Rt. 202 provide ample off-street parking. Fewer cars parked on the side of the road allow for increased driving speeds that create a less pedestrian friendly experience. In addition to the wide roads and increased driving speeds, wide curb cuts are threatening to pedestrian safety. There are a number of multi-family and single family residential units that stand out in contrast to the auto-oriented commercial uses, leading to a lack of cohesiveness of the streetscape. This strip of Rt. 202 is not likely to be used by visitors to the Downtown.



Landscaping helps ease the contrast of the Rite Aid store parking lot to the denser streetscape on the opposing street corners and there is a good deal of existing landscaping on Rt. 202, although it is not consistent, and in some places it is completely lacking. Sidewalks are not well-maintained or lit, although some sidewalk lighting is likely provided by buildings. There is no seating available for public use. This section of Downtown Jaffrey lacks cohesiveness on its own and there is little or no sense of a connection with Jaffrey's Main Street.



There is opportunity to unite these disparate areas of Downtown. To a large degree the success of that unification depends upon the realignment of Route 202 and the creation of a roundabout at the 5-legged intersection. Yet, not all opportunities for improvement are completely dependent on this alteration. Noted earlier as a preservation tool, a "Community Assets Inventory" or "Place Audit" would also be a good start in determining what the residents of Jaffrey feel is an asset should be preserved or enhanced and what type of development should be deterred. Until such a time that an inventory is complete the

following are recommendations based upon observation of SWRPC staff, the Jaffrey Downtown Committee and common planning practice.

Pedestrian accessibility enhancements are essential in creating an attractive Downtown in which residents and visitors feel comfortable. In Jaffrey, enhancements include creating a safe and connected sidewalk system. Some enhancement projects may include:

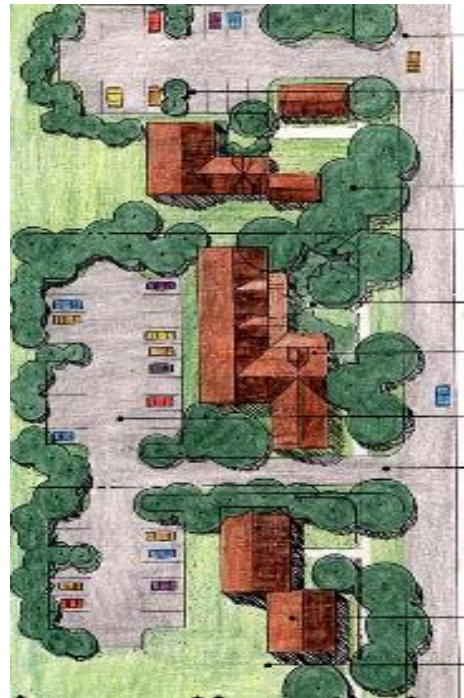
- Installation of new sidewalks and improvements to existing sidewalks on Route 202.
- Installation of new street lighting on Route 202 to ensure safety for pedestrians at night.
- Allow for on-street parking on Route 202. This creates a barrier between pedestrians and moving vehicles and slows down vehicular traffic by narrowing the road.
- Provide bicycle rack locations throughout downtown, particularly at the exits/entrances to the Rail-Trail, at Rite-Aid, and in public parking areas.
- Create exits on the Rail-Trail with signage directing pedestrians to retail opportunities.
- Encourage mixed-use development and new retail opportunities in downtown, e.g. Blake Street expansion and W.W. Cross.

Improvements to storefronts and landscaping are another way to enhance the streetscape and make Downtown a more desirable destination. Outdoor dining and retail sales attract those that may be driving through and add to the vibrancy of the Downtown. Allowing for sidewalk usage by local retail shops and restaurants would help support local businesses and invite activity to the downtown that is visible to the passerby. The Town could also consider the creation of a revolving loan fund for façade repairs. Offering low-interest rate loans to local property owners could help maintain the appearance of storefronts on Main Street and Route 202. Landscaping on Route 202 similar to the landscaping on Route 124 would also help in creating more continuity. Portable flower planters could help increase a sense of place with a relatively small financial investment and without creating a permanent change.

Redevelopment or infill development on Route 202, particularly to the north of the intersection with Route 124 would help in linking these streetscapes together. One prime opportunity for redevelopment is the Elite Laundry site. This vacant commercial site is a prime candidate for redevelopment that can start a process of revitalization along the Route 202 corridor. Finally, increasing housing diversity is a key component in creating a diverse and regularly utilized Downtown.

There are styles of development that should be deterred. Zoning could require that parking be located behind buildings. Building new retail space closer to the road and having parking in between the buildings could be one way to enhance future commercial development on Route 202. Creating new retail space in downtown and relocating parking would have less of a visual impact.

It is also important to manage vehicular traffic speed to create a safe, predictable environment for drivers and pedestrians. Traffic moves faster when roads are wide. Reducing expanses of pavement can slow traffic, reduce crossing distances for pedestrians, and allow for sidewalks. Installing traffic islands as a median at select places on Route 202 between Pelletier's and Main Street may help to reduce speed and inform drivers that they are approaching a downtown district. Median islands also provide a refuge for pedestrians crossing the street. Realigning Route 202 by way of Blake Street and a new River crossing south of the dogleg could decrease congestion on Main Street and allow for wider sidewalks, shorter crossing distances, and increase public parking spaces on Main Street.



Parks and Open Spaces

There are five parks/open space areas located in Downtown Jaffrey. The Town Common is a half acre common on Rt.124 that includes the Bandstand, the Buddies Monument, the World War II Gold Star Mothers memorial, and the Town Elm. The Library Green, home of the Soldiers' Monument, is open for public use. Charity Square is a small triangular open space of approximately 10,000 square feet that stands in front of the Post Office. Bissell Alderman Park, located on a strip of land 5,663 square feet in size, borders the Rite Aid parking lot along Peterborough Street. Memorial Park is located on River Street adjacent to the Contoocook River.



There is a small Welcome Center with a gazebo, located on Peterborough Street that provides visitors with information regarding things to do and events in Jaffrey. There is also ample parking available at this site. The Riverwalk runs between Blake Street and the Chamber of Commerce and can be accessed from the parking area on Blake Street. The Rails-to-Trails offers a significant recreational opportunity to both residents and visitors to Jaffrey. The trail is described in more detail in the traffic section of this chapter. Also available is the community Ballfield off Blake Street, which abuts the Rail Trail.

Indoor and Outdoor Event Venues



There are very few event venues within the study area. The Jaffrey Civic Center is the only indoor event venue suitable for large gatherings. The Library has a meeting room that accommodates up to 50 people. There is no air conditioning however, which makes use of the space in the summer less than desirable. Outdoor venues consist of the Town Common and the lawns of the Library and Civic Center. Just outside the study area, both the Fire Station and Pratt Auditorium at Conant High School serve as event venues for Jaffrey.

There is a five-year plan for the renovation of the Park Theater, which will provide another venue option for educational, cultural and entertainment programs and activities for residents and visitors to the Downtown and to the Monadnock Region.

Traffic

Traffic Patterns

Traffic through Downtown Jaffrey is encumbered by the US 202 'dogleg', which consists of a tandem set of two intersections (including a 5 legged intersection) that greatly constricts the flow of vehicles. This problem has been well documented in the past, and alternative solutions have been studied. In the rest of the study area, traffic flow is generally free-flow.

The Town of Jaffrey had a downtown traffic study conducted in the summer of 2004 by Vanesse Hangen Brustlin, Inc. (VHB). This study used 2001 traffic volume data, as well as original turning movement counts conducted in July 2003.² The study found that the 'dogleg' functionally operated at a level of service F (LOS F), which is the lowest possible. The 'dogleg' functions at an oversaturated state: the

² Downtown Jaffrey Study, Final Report, page 3.

arrival rate of vehicles is greater than the service rate of the intersections serving them. The intersections, therefore, control the maximum flow rate of vehicles (acts as a bottleneck).

Additional traffic counts and turning movement counts were conducted in September 2006. The results show that traffic levels in the ‘dogleg’ have increased by about 33% since 2001, and 24% since the VHB study was conducted in 2004. This growth in traffic has undoubtedly exacerbated the traffic problem in Downtown Jaffrey.

Turning movement counts in 2004 are shown graphically below.

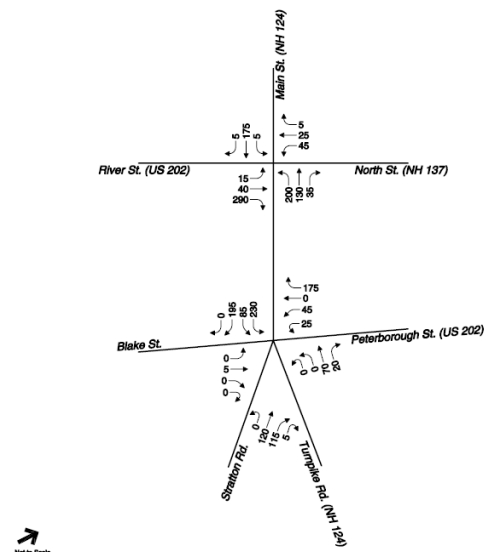


Table 2: Average Annual Daily Traffic

1994 AADT = 10,000
1998 AADT = 12,000
2001 AADT = 12,000
2004 AADT = 13,000
2005 AADT = 13,688
2006 AADT = 16,097

All peak hour movements have increased, and since no improvements to the traffic signals have been done, the LOS for the ‘dogleg’ remains at F. Some of the most significant increases are documented in Table 3, below.

Table 3: Downtown Turning Movements

Movement	2003	2006	% Increase
East bound Main St. through 1 st intersection	175 am 190 pm	200 am 229 pm	14% 21%
US 202 right onto Main St.	290 am 275 pm	275 am 286 pm	-5% 4%
Main St. left onto Peterborough St. (US 202 North)	230 am 265 pm	257 am 274 pm	12% 3%

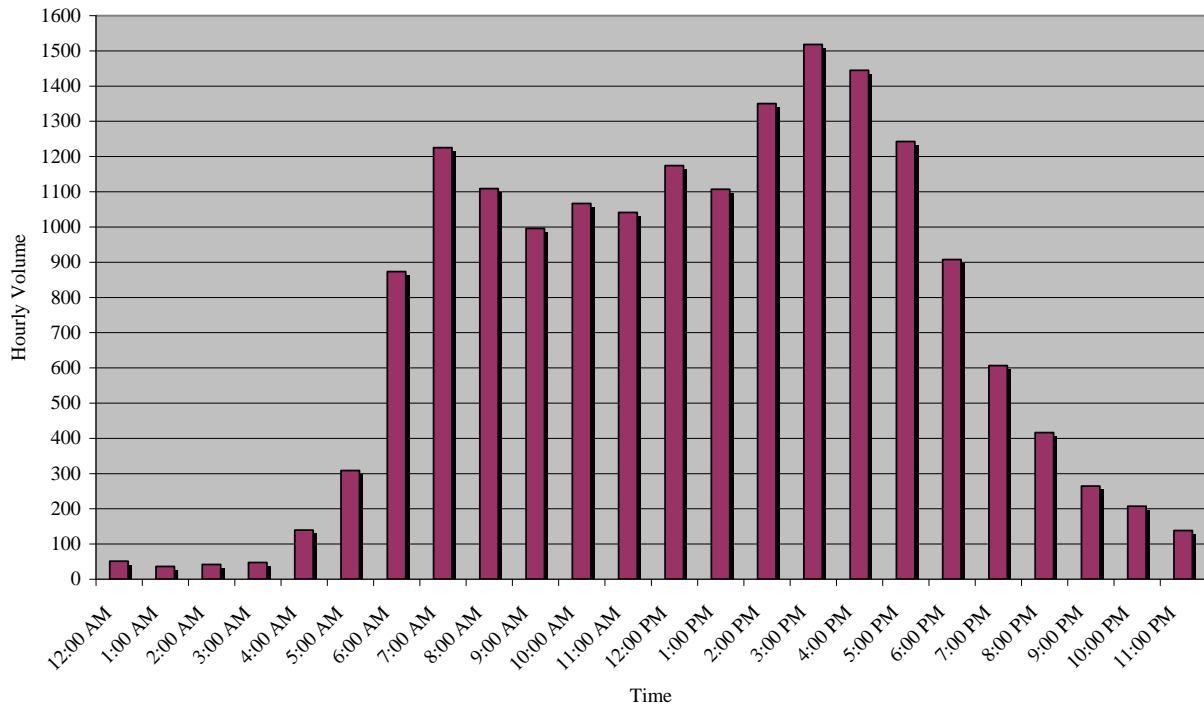
According to the VHB study, 2001 weekday volumes peaked above 1,100 vehicles per hour (veh/hr) from 3:00 to 4:00 pm. According to 2006 counts, this peak now reaches from noon to 6:00 pm, as well as from 7:00 to 9:00 am.

In 2001, Saturday volumes peaked above 1,100 vehicles per hour from 10:00 to noon. In 2006, Saturday traffic peaks above 1,100 vehicles per hour from 9:00 am to 4:00 pm (see figures below)

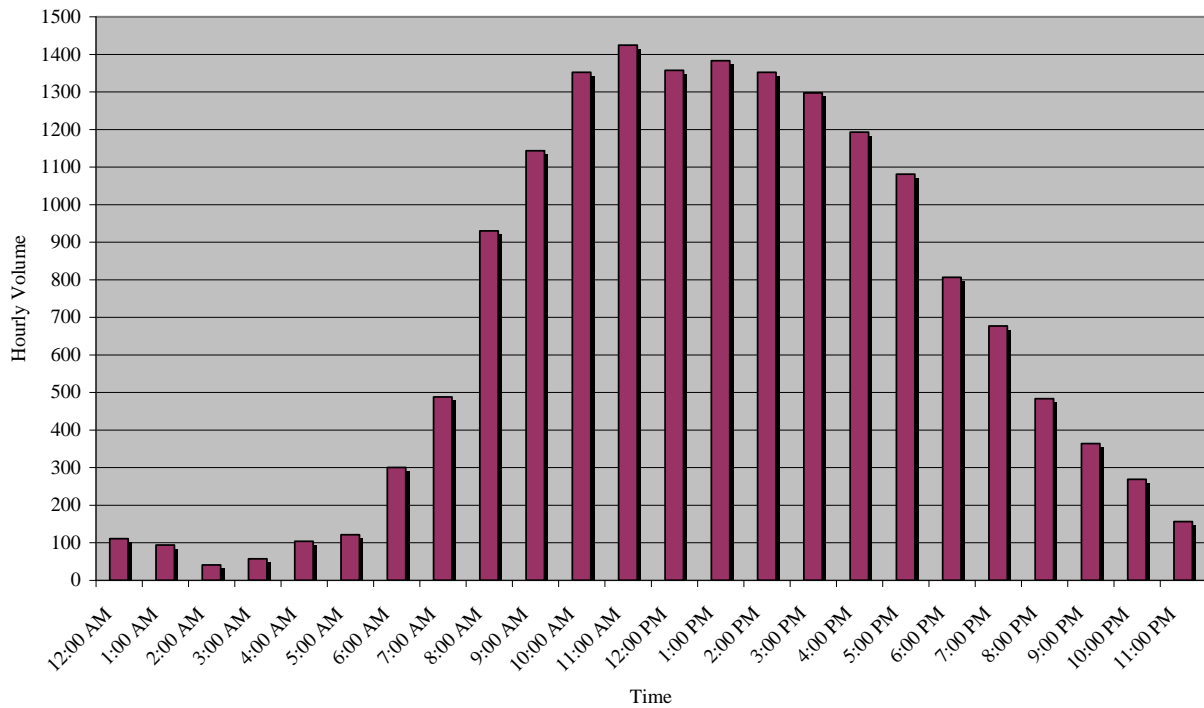
These trends indicate that traffic congestion is continuing to increase in intensity and last for longer amounts of time. It is anticipated that traffic congestion will continue to worsen in the coming years. The VHB study’s recommendations continue to be relevant to overcoming the traffic issues.



Graph 2: Main St. Between Peterborough St. and River St.
September 2006



Graph 3: Main St. Between Peterborough St. and River St.
September 2006-Saturday Volumes



Street/Highway/Bridge Conditions

NH 124, US 202, and NH 137 are all state maintained roadways. These roadways appear to be in good condition, with no visible potholes or cracked pavement sections.

The only bridge in the study area carries US 202/NH 124 over the Contoocook River/Mill Pond outlet (#155/084). This bridge is owned by NH DOT, and it was last inspected in May 2003. It is functionally obsolete, with a Federal Sufficiency Rating (FSR) of 58.6%.³ An FSR between 50% and 80% means that a bridge is eligible for Federal funds to rehabilitate it. FSR apply to modern bridges. It appears that this bridge was built in 1938, with some reconstruction in 1958. As such, this bridge might not meet modern standards and is considered obsolete. This does not mean, however, that the bridge is unsafe.

Parking Conditions

Parking in the study area consists of both on-street and off-street parking. There are a total of 1203 parking spaces in the study area. The 107 on street parking spaces are located mostly on Main St. and its' side streets and afford quick parking for businesses located in downtown. Most (69) have no time limits on parking. These parking spaces tend to be grouped in 2 or 3 at the side of the road for easy access and constitute 8.7% of the parking in the study area.

The two largest parking lots belong to St. Patrick School and Church and the Monadnock Plaza. The Church cumulatively has 131 parking spaces or 11% of all parking in the study area between the school and church. The other large concentration of parking is located at the Monadnock Plaza, with a total of 192 parking spaces, or 15.6%. The rest of the parking is also concentrated at the area's large businesses, such as Belletete's, Red's Garage and Rite-Aid.

Table 6: Parking Inventory

Type of Parking	Number of Spaces	Percentage of Spaces
Business Lot for Employees Only	94	7.62%
Business Lot for Patrons Only	882	71.53%
Business Lot, no limits	25	2.03%
Municipal Lots, employees only	11	0.91%
On-street, no limits	69	5.60%
On-street, time posted	38	3.08%
Public, Patrons only	29	2.35%
Public	18	1.46%
Public, time posted	37	3.00%
Total	1203	100.00%

Source: SWRPC

The largest municipal parking is located at Blake St. (37 spaces) and behind the Police Station (18 spaces). The parking lot located next to the public information center appears to be neglected and underutilized.

Parking appears to be ample in the study area, though not convenient to all locations. The existence of adequate parking is overshadowed by the fact that pedestrian movement is inefficient and dangerous. The renovation of the Park Theater and the redevelopment of the Jaffrey Mills could put a strain on the availability of Downtown parking.

³ NHDOT Bridge Design 2006 Inspection Report

Bicycle and Pedestrian Facilities

Downtown Jaffrey has many existing bicycle and pedestrian facilities and has the potential to expand these amenities. There are two somewhat different environments in this area, Main St. and US 202. These corridors, differing in land uses and transportation significance, have different challenges.

The total inventory of bicycle and pedestrian facilities is shown on the following table.

Table 7: Bicycle and Pedestrian Facilities

<u>Type</u>	<u>Feet</u>	<u>Miles</u>
Trails	3,108 feet	0.59 mi
Asphalt Sidewalks	4,671 feet	0.88 mi
Concrete Sidewalks	487 feet	0.09 mi
Crosswalks	624 feet	0.12 mi
Curb cuts	2,415 feet	0.46 mi
<i>Total</i>	<i>11,305 feet</i>	<i>2.14 mi</i>

Main St.

Main Street (NH 124) has ample sidewalks on both sides along the breadth of the study area. Sidewalks are well maintained, generally have a curb and are about 5' wide. Between Charlonne St. and the 5-legged intersection, on-street parking provides a safe buffer between pedestrian and roadway. The streetscape, as described on page 5, provides a very nice environment to walk through.

Curb cuts (or driveways) are few and far between in this area. They are generally spread out in frequency and narrow in length, which allows for diminished possibility of pedestrian vehicular conflicts. The only place where this is a problem is the Jaffrey Chamber of Commerce. The curb cut is approximately 50' long and should be marked in some manner.

There are numerous opportunities to cross Main St. using marked crosswalks at St. Patrick School, the United Church of Jaffrey, the Post Office as well as all four approaches at the 3 major intersections (School St., NH 137/US 202, and US 202/Blake St./NH 124/Stratton Rd.). Pedestrians are accorded a pedestrian phase at signalized intersections, and these are well marked although the crossing distance at the Blake Street, Main Street, Peterborough Street intersection is quite large and presents difficulty for some to cross within the allotted time. It is also difficult at times to cross at designated crosswalks, due to high traffic volume. This leads to increased incidences of jaywalking.

Side streets off of Main Street also exhibit similar characteristics.

US 202

US 202, north of Main St., has an inconsistent system of sidewalks, which is not conducive to pedestrian traffic. This inconsistency, along with higher travel speeds, a lack of buffer, and wider, more frequent curb cuts, makes pedestrian and bicycle activity more challenging in this corridor. There is, however, an opportunity to access the US 202 corridor from the rail-trail.

On the eastern side of US 202, sidewalks exist only in front of Rite-Aid and Athens Pizza. Foot tracks are apparent in front of the apartment buildings between these two sections, but the trail is precipitously close to the road. There are no sidewalks leading to the Monadnock Plaza, and the curb cuts into the auto parts store and gas station are wide, with lots of vehicular traffic.

The rail-trail provides opportunities for pedestrian travel along this side of the corridor, connecting Downtown to the baseball fields, and it could be extended past



Webster Street. The Rail-Trail connects all the way to the Rindge rail-trail which reaches into Massachusetts. Extending the trail to connect with Peterborough's downtown trail system would make US 202 a multi-modal corridor that would benefit all the towns in the Monadnock Region. However, at the current time, extension of the Rail-Trail to Peterborough requires the construction of a bridge and no funding is available for such construction. Jaffrey should consider placing signs along the Rail-Trail to notify users of access points to residential and commercial uses on the Rt. 202 corridor such as the Monadnock Plaza. Identifying access points from the trail could mitigate the lack of pedestrian access on Rt. 202 and increased use could help to keep vigilance over the trail, since currently it is overrun with graffiti and vandalism.

On the west side of US 202, there exists a better sidewalk system than on the east side. From the McDonald's south to Downtown, the sidewalks are wide enough for two people to walk together, the curbs are in good condition, and curb cuts are not as busy due to lower volume land uses. Near downtown, there is a public information gazebo along with some greenspace and a trail that parallels the river. This area, further described under public spaces, could be an attractive amenity to all travelers in the corridor.

There are currently three marked crosswalks on US 202 north of downtown. Additional crosswalks could be installed across from the public information gazebo to the Rail-Trail. Currently, crosswalks in this area are ignored by motorists. Possible solutions to this problem include creating crosswalks that are better delineated or the establishment of median islands.

Bicycle facilities

Bicycle facilities and amenities are not exclusively included in Downtown Jaffrey. It is presumed that most bicyclists would use the Rail-Trail. The Town is developing kiosks for cyclists at the Stratton Road entrance to the Rail-Trail. No bike racks were observed in our inventory. It would perhaps be appropriate to include bike racks at the library, Rite-Aid, and other locations where there would be both reason for bicyclists to want to lock their bikes and sufficient room to install racks that do not interfere with pedestrians. Bike racks could be decorative as to complement the existing theme of Downtown.

Summary

While Downtown Jaffrey does have many pedestrian amenities, there are still opportunities for improvement. We recommend the following projects:

- Implement an alternative traffic scenario at the 5-road intersection;
- Extension of the Rail-Trail to Peterborough, with spurs to Monadnock Plaza;
- Reorient some development towards trails;
- Install planting strip to break up curb cut in front of Chamber of Commerce;
- Install additional crosswalk across from public information gazebo on US 202;
- Make sidewalks on US 202 continuous from downtown to the gas station on the eastern side, and to the McDonald's on the western side; and
- Add bicycle racks where appropriate.

Regulatory

The purpose of zoning is to locate particular land uses where they are most appropriate and most desired. In most downtown districts, appropriate and desirable land use typically includes higher density, mixed use development that encourages multimodal transportation opportunities and is inclusive of all community residents. Zoning can be a powerful tool in creating our downtown communities. However, zoning may also be prohibitive of appropriate land uses. A review of current zoning in the study area shows a number of both positive and negative impacts that may result from its implementation.

Within the Jaffrey Downtown study area there are three zoning districts comprised of General Business (GB), Residence A (RA), and Residence B (RB). In addition to these zoning districts there is a TEAM Jaffrey Main Street district and a National Register Historic District (see **Map 3: Downtown Study Area**

Zoning). The most prevalent zoning district within the study area is the General Business District followed by Residence A, and Residence B. **Table 8: Zoning in Downtown Jaffrey** shows the current uses permitted by right as well as lot dimensional requirements for each of the districts.

The purpose of the General Business District is to provide a geographic location for the concentration of businesses that serve community needs. The location of the General Business district along the Rt. 202 corridor and its intersection with Rt. 124 was likely determined by the pre-existing commercial ventures located at the intersection as well as the speculation of increased vehicular traffic volume that would enter Jaffrey from the north and south along Rt. 202. The General Business zoning has allowed for commercial development along Rt. 202, although the implementation of lot dimensions and parking requirements has led to sprawl development dominated by open parking areas, large curb cuts and dangerous pedestrian conditions.

The Residence A zoning district was established to provide for the development of single family homes on 1-acre lots. This zoning was successful in establishing workforce housing for workers of the large manufacturing businesses in town. Due to the closing of these manufacturing businesses, the changing demographics of the community, and the high cost of home ownership, this residential zoning may no longer be allowing for the most appropriate uses, particularly in areas close to Downtown.

It is obvious that many changes have taken place in Jaffrey since the establishment of these zoning districts in 1981. While some alteration of the district boundaries have occurred since the adoption of this ordinance, there may be a need to re-establish boundaries or create new zoning districts that will allow for the development of appropriate and desirable uses that reflect the current needs in Downtown Jaffrey. The most effective means to accomplish this change would be by creating a Downtown District (as opposed to the existing overlay district) that allows for mixed use development with flexible dimensional and parking requirements. A Downtown district would help preserve historic development patterns and provide for a walkable environment at a human scale.

Table 8: Zoning in Downtown Jaffrey

Use	General Business	Residence A	Residence B	Dimension Requirements	
Single Family	P	P	P	General Business	MLS 1ac.
Two Family	P		P		FTG 125'
Apartments/Condo	P		P		FSB 30'
Mixed Use/ Commercial	P				SSB 30'
Open Space Development Plan		P	P		RSB 30'
Conversion to Apts.	SE	SE	SE		PRK 1 per 400 sf
Accessory Apts.		SE	SE		
Inns/Hotel	SE		SE	Residential A	MLS 1 ac (20,000 sf w/TS and in an OSRD or VPA)
B&B			P		FTG 125'
Retail/Sales	P				FSB 30'
Restaurant/ Tavern/Café	P				SSB 30'
Home Occupation		P	P		RSB 30'
Office	P				PKG 2/Unit
Banks	P				
Clubs/Assembly Area	P/SE	SE	SE	Residential B	MLS 1ac (20,000 sf w/TS or community septic system Within an OSDP or VPA)
Non-Profit/Civic	P				FTG 125'
Theaters	P				FSB 30'
Churches		P	P		SSB 30'
Museums	SE	SE	SE		RSB 30'
Nursery School/Daycare		P	P		PKG 2/Unit
Hospitals	SE	SE	SE		
Nursing Homes	SE	SE	SE		
Signs	P	P	P		
Government Buildings	SE	SE	SE		
Utility Buildings/Structures	SE	SE	SE	P = Permitted SE = Special Exception MLS = Minimum Lot Size FTG = Frontage FSB = Front Setback SSB = Side Setback RSB = Rear Set Back PRK = Parking	TS = Town Sewer
Funeral Homes			P		TW = Town Water
Mobile/Manufactured Housing			P		
Automotive Repair/Gas Service	P				OSDP = Open Space Development Plan
Recreation/Marine Vehicle Sales	P				VPA= Village Plan Alternative
Outdoor Recreation					

Institutional Relationships

Within any community, institutions operate and overlap in a shared area. Jaffrey's downtown area is no different. Within the downtown several institutions and organizations interact and overlap. These institutions include public, private, not-for-profit, religious and government organizations.

A survey was prepared by SWRPC and mailed to various institutions in the downtown area between July and September 2006. The purpose of this survey was to better understand the role of each organization and how they interact. Based on the survey findings, it was clear that many organizations have similar goals for the downtown, while others are unaware of how to participate or how they could interact with other organizations.

The following is a list of the institutions and organizations and their purpose/mission that participated in this survey:

Public Sector Institutions

Town of Jaffrey Municipal Staff

The Town is the municipal administrator for all federal, state and local law. The Town is governed by a Board of Selectmen and supported by numerous town departments and boards and a police and fire department.

Jaffrey Board of Selectmen

The Jaffrey Board of Selectmen is a three member volunteer board led by a chairman and elected by town residents.

Jaffrey Planning Board

The Jaffrey Planning Board is a seven member board with two alternate members. All members of the Planning Board are appointed by the Selectmen.

Jaffrey Conservation Commission is a seven member board appointed by the Selectmen.

Jaffrey Economic Development Council

The ED Council was created in 1995 with the intent to coordinate activities between the public and private sector in order to promote growth in Jaffrey. A major function of this Council is to support the two TIF districts in Town.

NH Department of Economic Development - NH Business Resource Center (BRC) at DRED

NH DRED develops and maintains relationships with local and regional economic development partners and organizations. They also have a group that actively tries to attract and recruit out-of-state businesses to (re)locate in NH.

NH DRED is also the agency which maintains and operates Mount Monadnock State Park which is open four seasons and generates significant recreational tourism business.

NH Department of Transportation

The mission of the NH DOT is to plan, construct and maintain the best possible transportation system and State facilities in the most efficient, environmentally sensitive and economical manner, utilizing quality management techniques consistent with available resources and mandated controls.

NH Division of Historical Resources

New Hampshire's State Historic Preservation Office was established in 1974 as the Division of Historical Resources. The historical, archaeological, architectural and cultural resources of New Hampshire are among its most important assets.

Jaffrey TIF District Advisory Committee

The Jaffrey TIF District Committee was created along with the two TIF districts in town in order to determine the most appropriate use of TIF funds received by the town.

Jaffrey Historic District Commission

Created in 1969 by a vote of Town Meeting, the purpose of the Jaffrey HDC is to preserve elements of the Town's cultural, social, economic and political and architectural history. The HDC succeeded in the nomination of the Downtown Historic District to the National Register of Historic Places.

Jaffrey Library

The Jaffrey Public Library serves as a learning and educational center for all residents of the community. The library provides a helpful environment with materials, services, and programs to assist community residents in obtaining information that meets their recreational, educational and professional needs.

Not-for-Profit Organizations

TEAM Jaffrey – Main Street New Hampshire Program

As the coordinator and administrator of the Jaffrey Main Street Program, part of the New Hampshire Main Streets Program, the mission of TEAM Jaffrey is to enhance, revitalize and aesthetically improve the downtown area of Jaffrey, NH; to promote tourism, support the existing commercial establishments and encourage new business opportunities.

Monadnock Economic Development Corporation (MEDC)

MEDC is a private, not-for-profit regional development organization whose goals are job creation and increasing the tax base for local communities. To accomplish these goals, MEDC engages in business retention, relocation, expansion and recruitment projects, as well as downtown revitalization and rehabilitation projects.

Jaffrey Historical Society

The Jaffrey Historical Society is responsible for maintaining the record of Jaffrey's history and preserving artifacts important to the Town. The Historical Society also provides educational programs for residents and visitors to Jaffrey, often held at the Civic Center.

Jaffrey Civic Center

The Center supports local artistic, cultural and civic needs including hosting art displays, poetry readings and meetings, providing youth activities such as historical lectures, scout meetings and art classes, and maintaining an auditorium which holds up to 125 people.

St. Patrick School

St. Patrick School educates children in a Catholic atmosphere and offers an alternative education choice to Jaffrey residents and residents of surrounding communities.

Religious Organizations

Harvest Christian Fellowship

Harvest Christian Fellowship is located in the heart of downtown Jaffrey and is seeking to play a larger role in the Jaffrey community.

United Church of Jaffrey

The United Church of Jaffrey has been serving the community for nearly two centuries and its current building has been located at 54 Main Street since 1850. The church provides an emergency shelter for the homeless and a local food pantry.

Presbyterian Church

This church has also been part of the community for many years and meets at the Woman's Club.

St. Patrick Church

Located at 87 Main Street and is part of the Archdiocese of Manchester.

Private Sector Organizations

Jaffrey Chamber of Commerce

The Chamber of Commerce is an organization dedicated to the betterment of the community through commerce. Their goal is to create an inviting environment for both new and existing businesses, residents and visitors alike.

Survey Results

Much useful information was gathered from the results of the survey. There is a good deal of coordination amongst institutions and organizations in downtown Jaffrey, although there is still much that can be done to create a fully functional network of groups that are working towards downtown revitalization. Some organizations are unsure of how they fit into that network, by either not seeing the benefit of their participation or not knowing where to fit themselves in. Others see no need of further involvement or believe that the network is sufficient as it is.

Role in Downtown

There are a number of organizations that play a direct role in Downtown revitalization. TEAM Jaffrey, the Jaffrey Chamber of Commerce, Monadnock Economic Development Corporation (MEDC), the Town of Jaffrey Economic Development Department and the Historic District Commission are all directly involved in actively seeking to revitalize the Downtown Community.

TEAM Jaffrey is a NH Main Street Community group dedicated to Downtown Revitalization through supporting local businesses, promoting tourism and enhancing traditional town assets and historic preservation. The **Chamber of Commerce** is a member driven organization that helps create a strong downtown business network that works to enhance business through community beautification and civic events.

Monadnock Economic Development Corporation (MEDC) is relatively new to Jaffrey, although their success in other towns in the region has been growing for over twenty years. Through access to funding sources and business recruiting tools, MEDC can assist in attracting business to downtown Jaffrey and expanding existing businesses.

The Town operates their own local business resource center through the Economic Development Department, as well as overseeing the Downtown Tax Increment Finance District and the Economic Development Council, both consisting of local residents. The Town Historic District Commission is directly involved in Downtown through the National Register Historic District designation. The Historic District Commission is charged with assisting the Downtown in retaining a sense of place through reviewing changes to structures with historic significance and in assuring that new development is consistent with the character of the Historic District.

Many other local organizations play a more indirect role, although they still have a significant impact on Downtown and revitalization efforts. Successful revitalization is often the result of civic engagement within the community. Supportive and involved residents create the climate that businesses need to be successful in rural downtowns. The more local organizations use the downtown or locate there, the more that downtown becomes the epicenter of town life.

Schools that are located in Downtown such as St. Patrick School, or located near downtown, such as the Jaffrey-Rindge Middle & High School, should be encouraged to use the downtown in their educational endeavors.

Many **religious organizations** are located in Downtown Jaffrey and could easily increase involvement through planning picnics or fundraisers on the common or library lawn. The Harvest Christian Fellowship, located in the heart of Downtown, had a strong desire to engage in the community but was not sure how to get started or what needed to be done. They even have funds that they would like to dedicate to community service in Jaffrey.

The **Civic Center** and **Library** are both important players, as they attract a large number of people to the Downtown. Both should be utilized by the Town and local organizations to attract other visitors that may not make regular trips to the Library or the Civic Center. The more exposure places like these get, the greater the likelihood of increased civic involvement or concern for the success of these institutions. The library noted in their survey that they often feel limited due to a small staff and lack of adequate meeting spaces and air conditioning. Increasing the use of these institutions could help garner more funding support for the library so they could hire more staff, improve the facilities and offer better service to the community.

The **Park Theatre** is owned by a not-for-profit group that is planning to rehabilitate the building into a 400-seat multi-use facility. When this is completed, this project will have a major economic and social impact on Downtown. Arts and culture are community assets that enhance financial strength, health and wellness, and social capital in the communities where they are supported

Most **state agencies** are only marginally involved in Jaffrey and serve in advisory or regulatory roles on projects as they arise. These groups still play an important role in assisting the town in revitalizing Downtown Jaffrey. The Division of Economic Development Business Resource Center sees themselves playing a secondary role to the local and regional development process and believe they can assist the town in connecting interested developers with available and developable sites through their resource referral program. The NH Department of Transportation regards their role in Downtown Jaffrey as limited to state highway maintenance and access. They do offer funding through the Highway Block Grant program that could assist the town in designing and implementing the thru-pass.

There is significant overlap in the roles of many organizations in downtown. Through examination of the survey it was found that at least five organizations are directly involved in attracting new businesses, job growth and broadening the tax base. Many are also involved in historic preservation, promoting local heritage and culture and providing educational resources. There is a good deal of collaboration that already occurs, although it seems that most of that collaboration happens between individual organizations and the Town and not amongst the organizations themselves.

Funding

Funding for organizations comes from a variety of sources including but not limited to grants, town funds, banks, event profits, and membership dues. While most organizations seem to be able to remain financially viable, many noted that funding was often an obstacle to success. Increased events or usage of Downtown venues, as stated earlier, is one way of raising awareness of the needs of these organizations, raising funds and perhaps increasing volunteer involvement.

Survey Recommendations

In order to create a stronger network of organizations in the Downtown, one solution may be to hold an annual Downtown Workshop open to any and all organizations that wish to play a role in creating a stronger, safer and healthier Downtown. The only way to create consensus and have all organizations in downtown working towards a common goal is to create a common vision that organizations can take back to their own work. Collaboration and communication on a regular basis amongst all the organizations in Downtown Jaffrey may lead to more creative problem solving, increased funding options, and increased civic involvement of local residents.

Funding Options

In order to attract businesses, retain a healthy business environment, encourage tourism and increase the livability of Downtown, it is important for municipalities to seek and engage in a wide variety of funding strategies, not just for municipal spending but for business owners as well. Funding strategies can have both public and private sources and often involve a partnership of both. Some of these strategies are written into the Town regulations, such as Tax Increment Financing Districts, Transfer of Development Rights, and Impact Fees. Others come from public and private grant sources or may come right from the community, with people volunteering their own time to the betterment of their community.

Many other downtowns have found that a combination of many funding strategies leads to a more successful revitalization effort. Jaffrey currently employs a number of funding strategies to revitalize Downtown Jaffrey including Tax Increment Financing, a small business assistance program and a revolving loan fund. This section will examine the strategies currently used by the Town of Jaffrey as well as examining other funding options that could help strengthen the revitalization effort in Downtown.

Tax Increment Financing

Tax Increment Financing (TIF) is a strategy that helps keep increased tax revenues created by new downtown development working within the downtown district. TIFs are most often created as an overlay district to a town's central business zoning district, but can be implemented anywhere that municipal improvements would help attract new business or business expansion.

When a TIF district is created, the current tax value of that district is distributed according to the customary distribution of taxes. Over the next several years, as business owners improve or expand their businesses, the tax value of their property increases. That incremental increase above the tax value at the time of the TIF district creation is used within the TIF district for improvements to town infrastructure such as sidewalks, street lights, signage, parking lots, roads, water and sewer. Once all of the public infrastructure projects have been completed, the new tax revenue in the TIF district returns to the customary distribution.

Jaffrey currently has the Downtown TIF district, an overlay to the General Business Zone, and the Stone Arch TIF, an overlay of the Stone Arch Industrial Park. The cumulative revenues in the Downtown TIF overlay have totaled \$1,049,354. What is not used for improvement projects at the end of every fiscal year is returned to the General Fund. Several projects have been completed with these funds, as well as continued support for on-going projects. Those projects include:

- Continued financial support of the NH Main Street Program organized and implemented by TEAM Jaffrey
- Rails-to-Trails improvements
- Downtown Traffic Study
- Consumer Intercept Surveys
- Pedestrian Enhancements
- Community Center Bond
- Community Center Planning
- Downtown Master Plan
- Administration

It is recommended that Jaffrey continue to use the TIF district and consider expanding it to include the entire area of the proposed Rt. 202 re-alignment so TIF funds can be used as a source of funding to assist the state in paying for the realignment. It would also help to fund future downtown revitalization projects, particularly for improvements along the currently existing Route 202 section of the study area.

Transfer of Development Rights

As of January 2006, only three municipalities in New Hampshire have adopted a Transfer of Development Rights provision. Transfer of Development Rights (TDR) is used to protect areas of the town from development while giving density bonuses in areas where dense development is appropriate. In a TDR transaction there is a sending zone and a receiving zone. A property owner in a sending zone is able to create sellable development rights by restricting development on his property.

For example, a farmer with 50 acres of land that can no longer afford the upkeep on his farm has decided to sell his property to a developer that intends to subdivide and build single family homes. The farmer is not happy that his farm will be subdivided, but he needs the income. However, in a TDR transaction, instead of selling his land he would be able to sell the development rights on his land. If he had 50 acres zoned for 2 acre residential lots he could create 25 units of development rights. He would then be allowed to sell those development rights to a developer looking to build multifamily housing in downtown.

Downtown would be what is known as the receiving zone. Developers looking to increase the density of their development from what is currently dictated by zoning would be allowed to purchase development rights from the farmer. The farmer then gets to keep his land in its current state, likely entering that land into a conservation covenant, and the developer gets the bonus density to create more units in his downtown development. TDR allows for increased development to be directed in areas where it is appropriate while allowing beautiful open spaces that add to the character of the community to be spared from development.

TDR also offers businesses or residential developers an incentive to locate in the downtown. Increasing the allowable square footage in an office building or increasing the number of units in a residential building are both incentives to developers. TDR does not need to be large scale. Any property owner within a sending zone, whether they have one development right to sell or fifty, can benefit from the sale, not only monetarily, but by knowing that they have conserved a piece of land for generations to come. While the current growth rate of Jaffrey may not necessarily require the use of TDR, it should be considered should growth in the town surpass expected rates.

Impact Fees

Impact Fees are one-time charges against new development. They are used to pay for capital improvements required due to new growth. Research has shown that property taxes alone are often not enough to pay for the infrastructure projects needed to support new residential and commercial development. By charging impact fees, municipalities are able to charge those that are directly benefiting from new infrastructure projects, rather than increasing taxes across the board. Impact Fees can only be assessed for capital improvement projects, which must be detailed in a Capital Improvement Plan.

Jaffrey has an up-to-date Capital Improvement Plan (CIP). Impact fees are reassessed every year based on an update of the CIP.

Revolving Loan Funds

A revolving loan fund is an excellent way to encourage small business growth within a community. Revolving loan funds often offer small businesses incentives such as a fixed rate, low interest, and/or long term financing that helps to fill the gap when a business falls short of meeting the equity requirements of a bank. Many businesses are encouraged to expand when they know the community can help support the endeavor with a flexible funding source. It also shows a pro-business attitude that will help attract new businesses to the community.

Jaffrey has a revolving loan fund that was created in 2003. It currently has approximately \$23,000 to offer to small businesses for start-up costs. The first loan was made to a fitness center that defaulted and a recently approved loan is being made to an antique book and paper store. Monadnock Economic Development Corporation (MEDC) also offers a revolving loan fund for new businesses and business expansion. MEDC is a relatively new presence in Jaffrey, but the combination of the Town's RLF and MEDC's RLF should prove a successful combination for business and job growth.

Grant Funding

There are a number of grant options available for downtown revitalization projects from a number of different federal and state programs.

State⁴

Division of Economic Development - New Hampshire Economic Development Matching Grants

This program provides funds for municipalities and counties to develop effective partnerships with state government to enhance economic development and bring new businesses to the state. The program encourages the development of high quality, out-of-state promotion projects for municipalities and counties to promote themselves to businesses. The primary goals of the program are to assist in the economic development of municipalities and counties, to raise the level of quality of the projects conducted by municipalities and counties, and to provide both technical and financial assistance that will contribute to the economic vitality of municipalities and counties in all parts of the state.

The Rural Development Council – Small Business Development Grants

The Rural Development Council offers grants for financing and facilitating development of small and emerging private business enterprises. Public bodies and non-profit organizations may apply for the funds. Communities applying must have populations of less than 50,000 to apply. The grants may be used to establish a revolving loan fund or for direct construction by a grantee. The purpose of the grants is to assist private businesses that will employ less than 50 people, will have less than \$1 million in projected revenues, and will use technological innovation and commercialization of new products that can be used in rural areas and new processes that can be used in such production.

Community Development Finance Authority – grants and technical assistance

The CDFA offers grant and technical assistance support for specific purposes. For example, the Seed Equity for Economic Development (SEED) program is designed to assist non-profit organizations that have economic development activities as a significant part of the program. Using a combination of state tax credits and Community Development Block Grant funding, CDFA provides project funding, technical

⁴ Information provided by the New Hampshire Office of Community Services at http://www.nheconomy.com/nheconomy/cs/main/index.php?ch_table=link3

assistance, and financial support to nonprofit community development organizations, counties, municipalities, cooperatives, and other volunteer citizens groups.⁵

Public Service of New Hampshire – Community Development Grants

Public Service of New Hampshire (PSNH) awards community development grants each year to projects that enhance the economy and quality of life in New Hampshire's communities.

Federal⁶

Economic Development Administration Investment Programs - Public Works Grants

Public Works and Economic Development investments help support the construction or rehabilitation of essential public infrastructure and facilities necessary to generate or retain private sector jobs and investments, attract private sector capital, and promote regional competitiveness, including investments that expand and upgrade infrastructure to attract new industry, support technology-led development, redevelop brownfield sites and provide eco-industrial development.

Rural Housing and Economic Development Grants

The Rural Housing and Economic Development (RHED) Program provides for capacity building at the State and local level for rural housing and economic development and to support innovative housing and economic development activities in rural areas.

Supplemental Studies

The W.W. Cross Building

The W.W. Cross Building is located at 39 Webster Street., while not within the study area designated for the Downtown Plan, it directly abuts the area and is a significant property. This manufacturing site has a history of being an integral part of the economy in Jaffrey. As with many large factories and mill buildings in New England, changes in the second half of the twentieth century's industrial economy have left significant unused space within the W.W. Cross Building. Monadnock Business Ventures, LLC (MBV) purchased the building in 2004, and a portion of the building, until recently has been used as a business incubator space and a portion has been used as warehouse space for D.D. Bean & Sons Co. Monadnock Economic Development Corporation (MEDC) became the owner of the property in 2006, after absorbing MBV. Currently, Solar Fitness and Evans Kempo Karate are tenants. The building and site need significant renovations.

The parcel of land on which the W.W. Cross Building is located is 11.29 acres in size, and has approximately 600 feet of frontage on Webster Street. The rail-trail is adjacent to the property on the north. The 115,000 square foot building is located within the General Business District. Surrounding land uses are primarily residential. The Monadnock Plaza is located to the north on the other side of the rail-trail

The W.W. Cross Building has been important to the town, providing jobs to hundreds of residents. It is still important due to the significant impact that a redevelopment of the existing structure or parcel could have in Town and particularly in the Downtown. Despite the efforts of MBV and MEDC, the building remains largely empty and is in violation of many Town building codes.

The Town needs to remain attentive to activities at this location. This 11-acre property could provide an excellent location for a mixed use development. It could also act as a link from the Main Street Area of

⁵ quote from <http://www.nhcdfa.org/web/index.html>

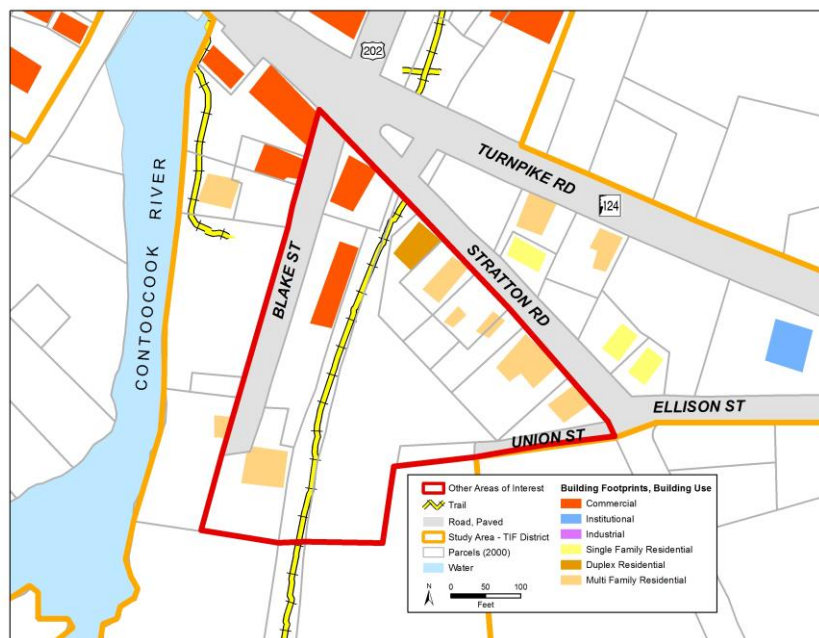
⁶ Information provided by Office of Housing and Urban Development at <http://www.hud.gov/offices/cpd/economicdevelopment/programs/>.

Downtown to the 202 corridor and provide an incentive to revitalize and redevelop the 202 corridor from Webster Street to Main Street.

The Blake-Union Crossroads

Blake and Union Streets have in the past, and will continue in the future, to impact the traffic flow in downtown Jaffrey. As Rt. 202 enters downtown Jaffrey from the northeast, it intersects Rt. 124 in the center of Downtown, creating a “dogleg”. Vehicular traffic coming down Rt. 202 from the northeast faces Blake Street while waiting at the intersection with Rt. 124. Union Street is perpendicular to Blake Street, although they do not intersect. Stratton Road runs southeast from the intersection of Rt. 124, Rt. 202, and Blake Street. Union Street, a dead end, is accessed from Stratton Road and it runs west from Stratton Road back towards Blake Street. The area of land bordered by Blake Street on the west, Stratton Road on the east and accessed from Union Street from the south, is known as the Blake-Union Crossroads.

There are a number of land uses within the Blake-Union Crossroads including single family residential, multi-family residential, commercial and former institutional uses. Zoning in the area is General Business. Along the eastern side of Blake Street, within the Crossroads, there are two commercial structures and a multi-family residence.



Recently, the Town purchased one of the commercial buildings and demolished it, that along with the purchase of state owned land abutting the property opens the areas for the Community ballfield and potential community uses.

There is public parking owned by the NH DOT on the west side of Blake Street as well as multi-family and commercial structures. Union Street is primarily multi-family residential uses. The tract of land between the ends of Blake and Union Street is owned by the NH DOT.

There are a number of important aspects of this area. The NH DOT parking area is significant due to the fact that it currently provides parking to the Downtown and could provide parking to any future uses at the Blake-Union Crossroads.

There has been some consideration of linking Blake Street and Union Street through the southern portion of the Depot property creating easy access to the proposed public ball field and better access to the rail

trail⁷. Jaffrey would also like to see the plan to bridge Blake Street over the Contoocook River in an effort to link it with US 202 come to fruition. Overall, linking Blake and Union, as well as Rt. 202 and Blake could alleviate some of the traffic issues the “dogleg” creates by replacing it with a more direct route through the center of downtown. The redevelopment of the Blake-Union Crossroads area could become a significant attraction for the Downtown and, as such, should be actively monitored by the Planning Board and other Downtown stakeholders.

Recommendations/Implementation Plan

Downtown Jaffrey has a vast amount of potential to once again become the epicenter of community life for residents of Jaffrey and become a desirable tourist location for visitors to the region. By creating a vision of Downtown Jaffrey that all stakeholders are willing to embrace, the town can begin to take some necessary steps to revitalize the area. The following is a list of recommendations for creating an environment that will foster downtown revitalization:

- Work in conjunction with the NH Department of Transportation to advance the Town’s preferred alternative to construct the Rt. 202 bypass by way of Blake Street. Due to the current financial status of the NH DOT, the Town will need to be creative in finding additional funding sources for this desperately needed change.
- Conduct a “Community Assets Inventory” or “Place Audit” to identify existing resources to protect and enhance, identify development types to encourage, and discover new ideas to help meet community goals. A “Place Audit” is a copyrighted exercise created by the Project for Public Spaces (PPS). Usage of their exercise requires formal, written permission from PPS
- Encourage outdoor dining and retail sales, and plan for parking to be located behind buildings or off-site.
- Enhance pedestrian accessibility, storefronts, landscaping, and housing diversity (see pp. 6-7).
- Encourage attractive commercial developments, low-speed vehicular traffic, and pedestrian enhancements road crossings (see pg. 7).
- Jaffrey Planning Board and TEAM Jaffrey should conduct an annual review of the Downtown Sub-Area Chapter in order to update information and verify that goals of the chapter are being achieved.
- Hold an annual Downtown Workshop prior to the review of the Downtown Sub-Area Chapter to offer citizens and stakeholders in Downtown an opportunity to share ideas, concerns and interests. Increased networking amongst organizations, downtown businesses and local residents will allow for greater creativity for supporting Downtown revitalization efforts and local organizations.
- Increase the TIF district boundaries to include the entire proposed area of the Rt. 202 realignment in order to capture increased taxes to assist the state in paying for the realignment and increasing revenues for downtown revitalization.
- Determine the Town’s eligibility for state and federal funds for downtown revitalization and infrastructure improvements such as the NH 202 realignment.
- Be proactive in the re-use of the former W.W. Cross Building and future downtown district economic development.

⁷ PENDING Site Plan for Monomonac Equities, dated 8/8/06; discussions with Town of Jaffrey Staff on 8/18/06.

Recommendations/Implementation Plan

Downtown Jaffrey has a vast amount of potential to once again become the epicenter of community life for residents of Jaffrey and become a desirable tourist location for visitors to the region. By creating a vision of Downtown Jaffrey that all stakeholders are willing to embrace, the town can begin to take some necessary steps to revitalize the area. The following is a list of recommendations for creating an environment that will foster downtown revitalization:

DOWNTOWN MASTER PLAN

IMPLEMENTATION STRATEGY UPDATE

(ADOPTED 9/14/21)

* S= Short Term: 1 year, M= Medium Term: 1-2 years, L=Long Term: 3-5 years

	Priority (1,2,3)	Time Frame* (S,M,L)	Funding (Potential Source)	Leadership
1) Goal: Coordinate Downtown Planning into the DOT 202/124 Intersection Improvements.				
<i>Action:</i> Recommend the Select Board appoint a Downtown Revitalization Committee. (DT Committee)	1	S	N/A	Select Board
<i>Action:</i> Consider TIFD District Boundaries.	1	S	N/A	PB/EDC/DT Committee
2) Goal: Encourage Attractive Commercial Development & Inviting DT Events				
<i>Action:</i> Develop an outreach plan and communication strategy to reach businesses and residents ⁸ .	1	S	PB/EDC Budget	DT Committee
<i>Action:</i> Pursue site environmental site assessment and remediation for the W.W. Cross facility.	1	S	EPA	Town Staff/BrAC
<i>Action:</i> Provide an information kiosk/welcome center for projects and events happening in town.	1	S	DT TIFD	DT Committee
<i>Action:</i> Increase opportunities for building social capital in DT through promotion of the arts & culture and support of organizations that provide such services.	2	M	DT TIFD, private funds, partnerships	Civic Center, TEAM Jaffrey, Chamber, Grass roots coalitions
<i>Action:</i> Evaluate existing Site Plan Regulations and Zoning for consistency with DT redevelopment goals (parking, access, uses)	2	M	N/A	PB
<i>Action:</i> Evaluate PB conditions of approval for Site Plans, for maintenance of infrastructure and enforcement.	2	M	N/A	PB

⁸ A comprehensive outreach strategy would include a broad spectrum of interests as outlined in the Master Plan

	Priority (1,2,3)	Time Frame* (S,M,L)	Funding (Potential Source)	Leadership
Action: Update the Main Street Program's (Architectural) Design Guidelines for inclusion in the Site Plan Regulations.	2	M	N/A	PB, TEAM Jaffrey
3) Goal: Improve Pedestrian access along Route 202N				
Action: Implement Pedestrian Enhancements as per NH transportation Alternatives Program funding.	2	S	NH DOT TAP	PB School Town Staff
Action: Extend interconnections on the Rail Trail	2	M-L	DOT/Transportation Enhancements	ConCom/Rec/TEAM Jaffrey Town Staff
4) Goal: Investigate applicability of adopting a Neighborhood/Local Historic District				
Action: Conduct a "Place Audit" or "Community Assets Inventory"	2	M	N/A	DT Committee
Action: Review the extent of the existing Historic District; determine interest and viability of an expanded district.	3	L	N/A	DT Committee
Action: Survey owners and residents for local interest; provide information on potential benefits. ⁹	3	L	N/A	DT Committee
5) Goal: Per Town Meeting 2020 Article 39: Sets a goal of 100% renewable, zero waste community.				
Action: Investigate options for Electric Vehicle Charging Stations	1	S	Grants/DOT	Town Staff/DT Committee
Action: Follow-up with WW Cross workshop for site redevelopment as an innovative technology center see https://www.townofjaffrey.com/sites/g/files/vyhli4561/f/uploads/wwcross_draft_report.pdf	2	M	N/A	Town Staff/MEDC/EPA

⁹ Recognizing a potential conflict between historic structures and potential low energy/carbon neutral retrofits.

BRIEF FUNDING DESCRIPTIONS

State Aid Funds for Class I, II, and III Highways (RSA 235:10-:21) are provided for the purpose of constructing or reconstructing sections of Class I, II, and III highways. This work, when requested by a municipality, would include improvements to unimproved sections of State secondary, Class II highways and Class III highways or to advance the priority of construction for special types of work such as improving drainage, riding surface, or elimination of sharp curves on Class I highways or improved sections of Class II highways.

Preliminary discussions between the municipality and the State (to include the District Engineer and the Municipal Highways Administrator) should be conducted to determine whether a desired improvement qualifies for Program funding. If a project qualifies, a determination is made as to how to prepare a cost estimate, which forms the basis of State/municipality's anticipated funding required.

With provision of an estimate to the municipality, an Application for Construction or Reconstruction must be made to the Municipal Highways Administrator by May 1st. The Application shall state that the municipality has raised, appropriated, or set aside its contributions for State Aid. Forms are available on the Department's Web Site (www.nhdot.com "Business Center"), in the District offices, or from the Administrator, Bureau of Municipal Highways (telephone 271-2107; email bureau46@dot.state.nh.us).

The municipality shall pay one-third (1/3) of the cost and the State shall pay two-thirds (2/3) of the cost. Fifty percent (50%) of the municipality's contribution for State Aid shall be remitted to the Commissioner of Transportation before any State Aid project is begun and the balance shall be remitted upon completion of the project. The reverse applies when the project is approved to be municipally-managed (see "Process for Municipally-Managed State Aid Highway Program Project").

Context Sensitive Solutions (CSS)

NHDOT has formally adopted and is incorporating the context sensitive solutions process into defining problems and their solutions on NH's transportation system. The process can result in short-term or long-term improvements. Working with the communities to understand their goals for future land use and the relationship to the transportation system is critical to the process. P&CA Project Managers are responsible for two CSS pilot projects in Meredith and Dublin and participate in the CSS Peer Exchange group. Five bureau staff have attended CSS training.

Safe Routes to School (SRTS)

A movement to encourage and enable elementary school children to safely walk and ride bicycles to school is catching on in the Granite State, and the NH Department of Transportation (NHDOT) encourages more communities to get involved. Safe Routes to School (SRTS) helps communities by reimbursing them for the costs of bringing new balance to our transportation system.

SRTS is designed for children from kindergarten through eighth grade, including those with disabilities, who live within approximately two miles of school. Schools interested in the program should begin the planning and organizing effort as soon as possible. Successful SRTS programs rely on close cooperation among school and municipal leaders, parents, children, and organizations and individuals dedicated to improving their communities and promoting safe bicycling and walking. Visit our [Getting Started](#) page for some useful tools and guidance, and contact the coordinator to set up a meeting with a local task force.

SRTS in New Hampshire offers three types of reimbursement funding:

- Startup grants of less than \$5,000 for preliminary planning and related activities
- Comprehensive travel plan funding of up to \$15,000 per school
- General grants for both infrastructure and non-infrastructure programs and projects. Infrastructure grants have been capped at \$100,000.

Transportation Enhancement (TE) Program

The 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) called for a ten percent designated share of all Surface Transportation Program funds to be used for Transportation Enhancement Activities. The intent of the program is to afford an opportunity to develop "livable communities" by selecting projects that preserve the historic culture of the transportation system and/or enhance the operation of the system for its users. The 1998 Transportation Equity Act for the 21st Century (TEA-21) continued the Transportation Enhancement Program and expanded the eligible use of funds. Also, visit the [National Transportation Enhancement Clearinghouse](#) Web site for more information.

The following activities are eligible if such activities relate to Surface Transportation:

- Provision of facilities for bicyclists and pedestrians
- Provision of safety and educational activities for bicyclists and pedestrians
- Acquisition of scenic easements and scenic or historic sites
- Scenic or historic highway programs (including the provision of tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroad facilities and canals)
- Preservation of abandoned railway corridors (including the conversion for use as bicycle paths and pedestrian facilities)
- Control and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums