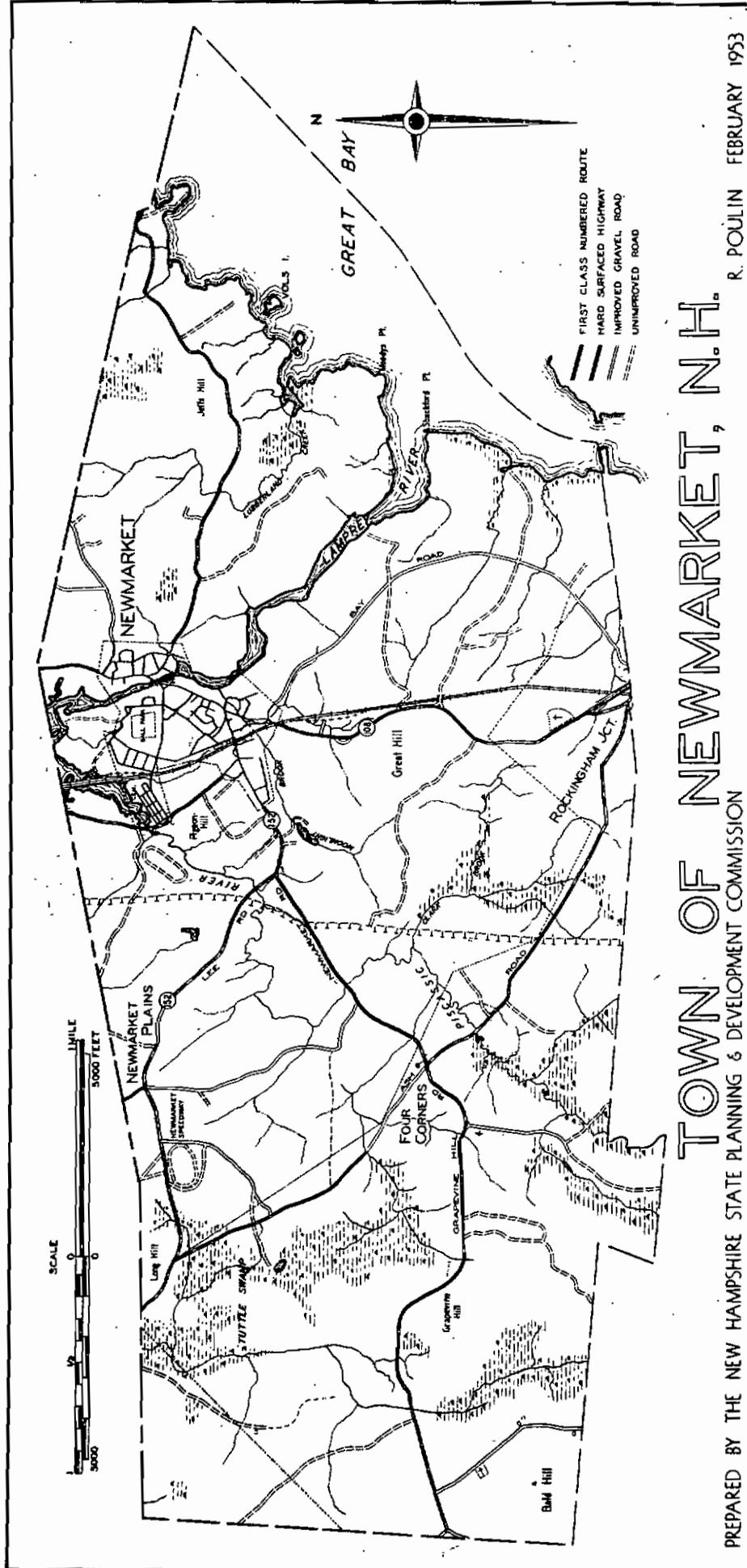


NEWMARKET Looks Ahead

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by



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CHAPTER I.

NEWMARKET: THE HISTORICAL, PHYSICAL, AND CULTURAL BACKGROUND

Situated on the southwestern shore of the Great Bay in Rockingham County, in New Hampshire, the Town of Newmarket consists of a populated area at the point where the Lamprey River flows into the bay and a considerable amount of outlying rural territory to the west. Total area of the town is 13.8 square miles. The city of Dover is approximately ten miles to the north and the city of Portsmouth approximately 12 miles to the northeast. The town is serviced by the Boston and Maine Railroad and State Highway 108.

The Town was originally settled around 1640 when settlers from the Dover-Portsmouth area moved to the southern Great Bay area. Houses dating back as far as 1694 can still be seen along the Packer's Falls Road. During the early part of its history, the area now known as Newmarket suffered from the numerous Indian raids which characterized the history of the southeastern section of New Hampshire.

Originally part of Exeter, Newmarket was incorporated as a parish in 1727 by Lieutenant-Governor John Wentworth and was incorporated as a town ten years later. Boundary line changes were made in 1805, 1807, 1818, 1849, and 1859. Part of the town of Durham was annexed in 1870, the last change in the area of the town.

In its earliest days a considerable amount of freight was shipped into Newmarket through the Great Bay at high tide. This ease of navigation, plus the availability of water power at the falls of the Lamprey River, stimulated industrial activity during the nineteenth century. Shoe and cotton textile manufacturing were the principal industries at this time. The town prospered from these industries until the 1930's, when the depression forced many of the mills to close.

The relief of the town of Newmarket varies from flat to gently rolling or sloping, the southwestern part of the town being characterized by the most

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uneven terrain. There are some swampy and marshy areas within the limits of the town, principally around the bay region. However, the soils in the area are generally characterized by good drainage. The bed rock of the town is of three types. A wide belt of eruptive rock formation takes in most of the town. The coastal formation is quartzite, while a strip in the west is composed of slaty schists. The soil has been altered by glacial action both by deposits and by the fact that, as the glacier receded, the sea flooded part of the town for a short time, distributing clays and sands from the glacial wash in layers. Most of the soils have developed under a forest cover of mixed hardwoods and softwoods. The soils are primarily of the Newmarket-Rockingham soil association, with a four to six inch surface layer of grayish brown loam. There is a twelve to fourteen inch subsoil layer of yellow-brown loam, which gives way to granodiorite till. While not of the most productive type, the favorable texture, good structure, and good drainage of the soils provide relatively good farm land for hay, forage, vegetables, and small fruits.

Land use in the outlying areas is divided between cropland, pastureland, and forestland. The typical cover for the forested areas is a combination of hardwoods, gray birch, and pine. Somewhat over half of the outlying areas is in crop and pastureland, devoted to dairy, poultry, and general farming. Farms are typically less than 100 acres in size. Some berries, small fruits, and forest products are produced. Farming produces a livelihood for only 20 percent of the town's population, however.

From its origin until 1920, the population of the town grew slowly, but steadily. The Federal Census for 1810 placed the population at 1,061. By 1880, the population had more than doubled, reaching 2,742. In subsequent years, the population gained and lost at the following rate:

1900 - 2,892	1930 - 2,511
1910 - 3,348	1940 - 2,640
1920 - 3,181	1950 - 2,709
	1970 - 3,350
	1975 - 3,615

→ 1960, 2,745

Thus, after reaching a depression low, the population in the last two decades has regained the level of 1900. In 1940, approximately 84 percent of the population had been born within the United States. The foreign born and first generation segments of the population are primarily French-Canadian and Polish, with some Irish stock being present as well. Approximately 42 percent of the population in 1940 was in the age group of 35 years or over.

In 1940, there were approximately 710 housing units in the town, with more than 85 percent of these being non-rural residences. Fifty percent of the residences in 1940 were tenant occupied. However, both the total number of residences and the percentage of ownership have increased since World War II.

The town is served by two churches, one of the Roman Catholic faith and one Congregational. There are two cemeteries within the town, one being operated by the Town.

Newmarket is well endowed with commercial establishments, with sixteen grocery stores, three auto dealers, several garages, bakeries, lunch counters drug stores, hardware and appliance stores, a variety store, an undertaker, and clothing stores.

After losing part of its industries in the depression years of 1929 to 1933, the town has partially regained its position. The industrial base is today somewhat more diversified than during the early developmental period. Textiles have been replaced in part by new industries, although shoe factories still are an important source of income. In all, there are eight industrial establishments in the town. These include three shoe factories, one steel rolling mill, one concern manufacturing electrical insulators, one textile mill, one wooden heel manufacturing plant, and one electrical generating plant. Labor for the industries is drawn in part from the town and in part from neighboring communities, including some as distant as Haverhill, Massachusetts. Part of the town's labor force is employed by industries and

businesses located outside of Newmarket, including the Naval Yard in Portsmouth and the University of New Hampshire at Durham.

In many respects, Newmarket is typical of towns in northern New England, possessing a mixed industrial, commercial, and agricultural base. The problems which it faces, administratively and economically, in future community development are similarly typical of those which many New England communities face. It is to some of these problems which the remainder of this report is addressed.

Born in U.S.	15.5%
" " Canada	22%
" " Poland	4.2% + 2.7%
" Eng & Scotland	12.7%
" Ireland	5.6%
" Others	4.2%

1967 U.M.H. Survey

CHAPTER II

ADMINISTRATIVE ORGANIZATION AND REPORTING IN NEWMARKET

General governmental problems in Newmarket may be divided into three categories. The first of these categories deals with the organization of the town government, the functions performed by the several departments, and the utilization of public personnel. Consequently, the first section of this chapter is concerned with the description of the town government of Newmarket. The second category is concerned with the condition of public property utilized by the town. Since the major problem of this area appears to be the Town Hall, the second section of the chapter is concerned with the present condition of the building and possible improvements which might be made. The third problem area is that of town reporting. In the final section of this chapter, an analysis is made of the present town report of Newmarket, with suggestions for the improvement of the document.

1. Town Administration

Newmarket possesses the typical governmental organization for New Hampshire towns. Responsibility for administration rests with the Boards of Selectmen, although commissions exist in some service areas to supervise administrative duties. The duties of the principal town officers are specified below, ~~following the chart~~

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Selectmen. The chief administrative officers are the selectmen, of whom there are three. They are elected for three-year terms with one vacancy occurring every year, which is filled at the town meeting. The selectmen perform the executive duties within the town and issue the town warrant concerning the town meeting and elections fifteen days before it is held, stating the time and the place. Originally the selectmen were responsible for the collection of taxes. They now assume only a final authority over the tax collector, who must submit his lists and monies to the selectmen, although he is directly responsible to the State Tax Commission. The selectmen are the assessors for the town, being required by state law to make an inventory of the "number of polls, cattle, acres of improved land, and all other ratable estate" yearly.

The Board of Selectmen is responsible for public welfare, while the health officer is appointed by the State Board of Health, although upon their recommendation. In the area of the construction and maintenance of highways, the highway agent is under the Selectmen's direct supervision. The Board of Selectmen also has the power of appointment over all special officers and generally may fill vacancies which exist in any town office.

The selectmen originally were responsible for the laws governing the schools. At present they simply issue a warrant for the school district similar to that for the town meeting. However, they still assess taxes for the school districts.

The Board is required by state law to make a list of those qualified to serve as jurors and to deposit the list with the town clerk. They may assist the town clerk when the jury is drawn. They are also required to publish the annual report of the town and school district.

Town Clerk. The main job of this elective official is one "of recording vital statistics, assisting in handling and counting votes, keeping records issued by other officials, and assisting in selecting jurors," but he must also issue various licenses and permits. He is elected by the townspeople for one year.

Town Treasurer. The Town Treasurer is also an elective official. He, as well as the town clerk, must post a bond. He makes payments on all items signed and verified by the selectmen. He keeps separate records of all monies received and spent, and checks the records of the tax collector and town clerk. The records which he does not use at any particular time must be in the custody of the town clerk. He is responsible for signing all notes in the name of the town, and he must also choose a reliable bank at which to deposit the town's money.

Tax Collector. Elected at each annual meeting for the coming year by a majority vote, the tax collector is responsible for the collection of taxes, including all state, county, town, school district, and highway taxes, as well as any special assessments which may be levied by the selectmen or assessors. He submits his books for inspections to the Town Treasurer on the first Saturday of every month and to the Selectmen whenever they request them. If he resigns or is declared incompetent, the Selectmen appoint someone to fill his office for the remainder of the year, but no one can be forced to become Tax Collector "for any cause." He must also furnish a bond, whose premium is paid by the town.

Highway Agent. Newmarket has only one highway agent listed in the 1952 Annual Report, but in previous reports two have been listed. Indeed, over a ten-year period, two such officials have generally been the rule rather than one. The highway agent is generally elected at the town meeting for a term of one year; but, if the town fails to elect a person or if that person refuses to take the required oath, the selectmen have the power of appointment.

In Newmarket, the highway agent is responsible for the maintenance and construction of all highways and sidewalks within the town, except for state and trunk roads. He has authority to employ men to work on the roads. In Newmarket, four men are so employed. With the consent and approval of the selectmen, the highway agent may call for bids for the necessary material and

services up to a limit of fifty dollars per mile of road. He is also responsible for insuring that the roads are kept free of obstruction. He may assess any individual for any obstruction that has been created up to the amount expended to remove it. He is also responsible to the townspeople for keeping the roads clear in the wintertime.

The condition of Newmarket's streets is very good, and, for the past three years, a definite improvement program has been under way. A full-time labor crew is supplemented by seasonally employed part-time labor. Equipment consists of four trucks, one being a new one. The cost of maintaining the streets is low.

Recently, the Selectmen of Newmarket discovered that, under New Hampshire law, Newmarket was entitled to pecuniary aid in the upkeep and maintenance of their streets. This allowance provides that the State will finance approximately 75 percent of the cost of maintaining a main highway that connects into a State highway. This aid has enabled Newmarket to improve its roads to a greater degree than had theretofore been done.

The Exeter crossing, at one end of Newmarket is one part of the highway system which needs improvement. Not only is the grading poor at the crossing, but definite traffic hazards are also involved. Improved grading to make access to and exit from the town would require cooperation from the State Highway Department and the Boston and Maine Railroad. A crossing at Elm Street, near New Village also has a high accident rate. The road is used very little with the exception of speeders. The crossing is frequently used by children to reach the skating rink on the far side. This road might be completely closed without any inconvenience to anyone, removing the danger of accidents.

Highway signs usually are provided and cared for by the State, but some difficulty has been encountered in securing State aid for signs to be erected within the town. No advertising on town highways or roads is practiced. At one time a street cleaner was employed for only one day a week, but this resulted in a very unsatisfactory condition. Recently a full-time street cleaner has been hired, and the condition of the streets has noticeably improved. Several of the merchants in the town are particularly pleased with the improvement.

Supervisors of the Check List. Each town is required to elect three qualified voters at each biennial November election to serve in this capacity. If any of these three should resign, or if their posts become vacant for any other reason, the remaining supervisors must fill it by appointment in writing. They meet fourteen days before an election and draw up an alphabetical list of qualified voters. The supervisors thereupon must also allow two sessions for any correction necessary. They must certify that the check list is correct to the best of their knowledge. Their chairman may serve as a moderator in the town meeting until one is elected or if there is a vacancy in that office. The supervisors have power to appoint an auditor if the town fails to do so, or again if there is a vacancy; this is limited, though, for if one of the supervisors is the Treasurer, he has no say in selecting an auditor.

Auditors. Through the Board of Selectmen, Newmarket chooses two auditors each year who have the power and the duty of examining the books at the close of the fiscal year and at other times to determine their correctness. Not only does this involve an audit of the treasurer's books, but those of the tax collector as well. In recent years, State auditors have been requested by the Selectmen to perform this function.

Police Chief and Police Department. The general duties of a police department have been aptly described by two experts on local government:

The police share the responsibility for maintaining law and order with the courts and the agencies of prosecution. The police may apprehend and arrest lawbreakers, but this is only the first step. The prosecuting attorney must bring proceedings against the offender, and upon the courts rests the responsibility for conviction. If the latter agencies fail to perform their functions fairly and efficiently, the police cannot be expected to carry the whole burden of maintaining order and combating crime.

The basic functions of the police department can be summarized as patrol, communication, investigation, traffic, regulation, and crime prevention. Another writer has expressed the job of the Police Department as being "to protect you,

the citizens of Concord, and your property. It's a twenty-four hour a day task and not an easy one."

Fisher and Bishop stress in their chapter on Police that politics should be separate from the police department; that the police department has a job which is "much more complicated than merely pounding a pavement and trying store doors and windows!" Indeed, their recommendation is that

A recruit to the police force should know something about procedure in criminal cases, the law of arrests, penal law, presentation of cases in court, police methods, criminal investigation, identification, search warrants, departmental rules and regulations, the care and use of firearms, personal hygiene, first aid, state laws and municipal ordinances, rules of legal evidence, and so on.

Not only does this apply to the policeman, but certain other standards as well as these must apply to the chief. He is primarily responsible for the type of police work his department does. If he is efficient, the department is likely to be efficient. He supervises that entire work of this department and is responsible for seeing that adequate training is given to those under him. He must ensure that departmental records are properly kept, and above all, he must be alert to the special needs of his town at any particular time.

To perform the functions outlined above, Newmarket employs three policemen. With only three men employed, it is evident that Newmarket's police force does not nor does it have the need to function as would one in a large city. Nevertheless, some patrol must be accomplished. In order to do this the station, or rather the room which serves as police headquarters in the Town Hall, must be left unattended. It would be difficult for the daytime officer to keep a tally sheet of all calls which he receives; thus, the records are not complete. (Ten special policemen are also used for dances and parades.) One officer is on duty during the day, and two at night. The size and use of the force creates certain difficulties in efficient operation.

Newmarket has adequate police equipment; a police cruiser, safety lights, life-saving equipment including a raft large enough to carry a diver plus two helpers, and the usual first aid materials. No training is demanded for recruits nor is any training provided for them. Traffic regulation including parking meters makes up the biggest part of the job. The jail is a room in the cellar of the Town Hall with little heat, three very cramped cells, and little light. All of these factors combined, plus a general impression of uncleanness, makes the jail appear out of character with modern methods.

The Police Chief's office on the first floor is entirely inadequate for the use of the whole department. It is suggested that the whole basement be made over into a Police Department. This would allow room for a garage under the building to house the Police cruiser, which is now kept out in the open in all kinds of weather, day and night.

Fire Department. In Newmarket the principal members of this department are called Fire Engineers, of which there are two, plus the Chief appointed by the Board of Selectmen. Their duty is mainly that of extinguishing fires, but it also involves a certain degree of fire prevention. By state law, they are required to inspect buildings for possible fire hazards. Not only must the Fire Department be prepared at all times to fight fires, but there must be adequate records of fires, including information concerning time, place, and type of fire, the methods used in fighting each particular fire, and the amount lost by each fire. These records can be used in planning attacks on other fires; for the firemen need training as much as do the policemen. The alarm system must be frequently inspected. Apparently this is done in Newmarket since the town reports list several items in regard to the alarm boxes.

There were fifty-three fires in Newmarket last year whose estimated costs were \$15,600. An inspection is made of all public buildings annually. Twenty-

four volunteers swell the department's ranks with most of them answering each alarm. The fire station is used for storing equipment; there are two rooms on the upper floor which serve as a kitchen and lounge.

Fire equipment includes two fire trucks plus hand supplies. There are seventy-four hydrants in town. A definite need for a tank truck which could carry water to those areas not served by hydrants is evident. The Chief estimates that such a truck would cost \$6,000. During the last war the Fire Department cooperated with the Civil Defense Authority.

Health Officer. Since 1915 this official has been appointed by the State Board of Health upon the recommendation of the selectmen. He and the three selectmen compose the local Board of Health. The health officer is the executive officer and secretary of this group. His term is for three years or until a successor is appointed. He may be dismissed upon action by the State Board of Health. The duties of the position include the enforcement of vaccination regulations, the prevention of the spread of contagious diseases, the prevention and abatement of public nuisances such as slaughter houses in residential areas, the examination of town water as well as suspected polluted water, and the enforcement of rules and regulations of the State Board of Health.

Water Commissioners. The nine Water Commissioners of Newmarket are elected at the town meeting. Term of office is three years; three vacancies occur each year. The Commissioners elect their chairman from the members and appoint all necessary officers including the superintendent. They fix the compensations of all their appointees and submit an annual report which shows the financial condition of the water works, which in turn must be published in the Town Report. The commissioners do not fix their own pay.

Budget Committee. The Newmarket budget committee is also composed of nine members, whose terms are for three years. Three new members are selected each year. One member is chosen by the School Board. Another is a selectman chosen by that group. The remainder are elected at large or appointed by the moderator, as the voters have decided. Newmarket elects these members at large.

The Budget Committee's function is the preparation of a budget for the town and school expenses. Public hearings are held with at least seven days' notice. All town officers are consulted about their estimated expenses and revenues as well as their future plans. When the budget is drawn up, it is included in the Town Report or published separately at least one week before the Town Meeting. The total amount appropriated by the voters cannot exceed the budget by any amount higher than ten percent, and no appropriation can be made for items not included in the budget.

School Board. The School Board of Newmarket was set up in accordance with a law of 1885 of the General Court which provided that such boards be composed of three members each elected for a term of three years. This election takes place at the school meeting within each community. The treasurer is also elected by the voters at the school meeting. Prior to 1949, he was also a member of the school board. School boards throughout the state have the following duties: providing at least thirty-six weeks of school per year in the standard elementary school; ensuring that the courses of study as prescribed by the State Board of Education are taught; prescribing rules of attendance and discipline; furnishing books and supplies; hiring and dismissing teachers; visiting the schools within their jurisdiction at least twice a year; and submitting their reports, including a complete financial report, to the town clerk. In addition, the chairman must provide four copies of all reports made by him to the town clerk for submission to the State Librarian and to the New Hampshire

Historical Society. Annual reports must be made to the State Board of Education. The truant officer is also appointed by the school board. From this outline of their duties, it is evident that the School Board is an active part of community life within all towns.

There are three public and one private (Parochial) schools in Newmarket. The high school houses grades seven through twelve. It is in very good condition. The equipment and facilities are also in good condition. At the present time a new combination gymnasium-auditorium is being built. The stipulation has been made that community organizations and clubs may use the annex provided they pay for the maintenance and receive the permission of the School Board during time of use. The new annex will not only take the burden off the Town Hall by providing a new recreational center, but it may with proper sponsorship also develop into a Community Center. School authorities have expressed considerable interest toward developing the annex to fuller community use. Plans are being made for more school-sponsored dances and social activities in the new building.

The other two school buildings are adequate. However, since they are very old buildings, they are not wholly satisfactory under present conditions. One building houses grades one to four. This building was at one time the Newmarket High School, but it was closed when a newer building was occupied. The school was later re-opened to house the first four grades. As stated previously, the building is very old and possesses all of the weaknesses of over-aged buildings. The cost of maintaining the two grammar school buildings exceeds the cost of maintaining one well-constructed, well-appointed one.

It is not the purpose of this section of the report to suggest that these expenditures are either excessive or below average. It is pertinent to raise a question, however, as to whether the town received a full value for the money expended for personnel in such fashion in 1952. For example, would the town have received better services in the public works and water departments by employing a full-time labor force of six men for both departments rather than a divided labor force of five full-time employees and twenty-four part-time employees? Would better supervision be achieved in these departments by combining the salaries and positions of the Highway Agent and the Water Works Superintendent? Does the expenditure of over \$2,000 for the clerical services of five individuals indicate the need for one town employee who would perform such services for all departments, thereby providing uniform clerical methods and procedures for the town generally?

The statistics which have been cited above indicated that attention might readily be given to a more systematic utilization of personnel by the town departments. Administrative experiences in several New Hampshire towns, including Hampton, Durham, and Milford, have proven considerably more efficient when efforts to centralize the town government along the lines suggested above have been followed. Better administration of the traditional form of town government and lower unit costs are generally conceded to result from such centralization of supervision, labor forces, and clerical work.

2. Town Hall

The present Town Hall, to put it bluntly, was found to be in a deplorable condition. The present use of the Town Hall is confined to the Police Department in the front left office and the Selectmen's Office on the second floor;

the main floor is occasionally used for basketball games. The box office on the first floor was filled with many inflammable articles, and the stage was broken down and unfit for use. Nearly all the sinks and toilets in the building were found to be either broken or unfit for public use. The interior is in poor shape since it has little or no janitor service, even though it was found that a janitor is paid \$15 a week to do some weekly cleaning. The plaster on the walls is cracked, with trash lying in most of the obscure corners of the building. It is doubtful whether the building would pass an inspection were fire regulations enforced. When basketball is played at night, the building is automatically turned into a firetrap. The basement of the building is filled with trash, rubber tires, lumber, and barrels. The cells are unsanitary and have not been washed out for years; and there is little or no ventilation in this area of the building.

The Police Chief's Office on the first floor is entirely inadequate for the use of the whole department. It is suggested that the entire basement should be made over into the Police Department and police car garage.

The Selectmen's Office is the only decent room in the building. It has been redecorated in light green and looks presentable. It is an example of what some of the other offices could look like in the same building.

The heating plant in the building is diversified, but hardly efficient. It is a large, coal-fed boiler which was originally intended to heat the whole building. The boiler itself is in need of major reconditioning. Recently a new chimney was built, which has helped somewhat. The Police Chief's office is heated by a small oil stove, while the Selectmen's office upstairs uses a gas heater connected to a radiator. If the building made use of a central heating plant, money would undoubtedly be saved. If another office were to

be added, another small heating system would probably be necessary to offset the inadequacy of the other three heating systems. This general condition merits attention immediately.

The third floor is unused, but it is high enough to allow the construction of more offices through the use of dormer windows.

The exterior of the building, as well as its foundation, is in comparatively good condition and requires little or no immediate work. The lawn and grounds have evidently had little or no care in the immediate past.

Before making an extensive survey on the over-all effectiveness of public property utilization, the present physical conditions has to be taken into consideration first. Secondly, one must consider how the originally-intended use of the buildings has been changed by the growth of the town. Thirdly, it is necessary to determine the level of efficiency at which buildings should be kept for the town's present use.

It is quite evident that the Town Selectmen, at the time the Town Hall was built, felt the building would have a multiple-purpose. It would be used primarily as a place for Town Meetings where all subjects on the town warrant could be publicly considered. Its second use was intended for the people as a public gathering place throughout the year for plays, performances, and general public meetings of any sort. Since then, the town has grown considerably in population, in industry, and in business.

It seems quite evident that the town has literally outgrown the Town Hall. Because of this growth, more and more administration must take place in order that the town may be run smoothly and with a constant view to future expansion. The extensive work of the Selectmen, Tax Collector, Police Department, Water Commissioner, and Highway Agent, plus outside agencies

that come in for a short time such as the Civil Service Commission, has increased since the construction of the Town Hall. However, possible solutions are evident. Because of the recent building of a new public school and auditorium in the community, the burden of using the Town Hall for all public gatherings will be lessened. This fact, plus the recent need for more administrative work by the town's office holders and the appointed public servants, seems to indicate strongly the need in the future for more emphasis upon the use of the Town Hall for administrative purposes.

Some of the changes which might permit more efficient use of the town hall are as follows:

1. The interior of the building might be revamped for more use of available space.
2. The Police Department space could be expanded for equipment and offices.
3. A few vacant offices could fulfill a dual purpose of being available to the outside agencies such as State Unemployment services and Civil Service as well as being available for rent.
4. More offices might be created for the multiple use of Tax and Water Commissioners and other office holders.
5. A better and more efficient heating system should be installed.
6. Possible use of the third floor should be considered.
7. Landscaping and general improvement of the exterior as an incentive to townspeople, as well as the creation of a neat looking Town Hall, should be undertaken.

The reasons for keeping public buildings at a certain level of operating efficiency may seem obvious, but they bear bringing out. By operating efficiently, we mean that a public building should be used to its fullest possible capacity and that it should be operated, maintained, and kept up at the lowest possible cost. The Town Hall does not satisfy either of these requirements. As the Town Hall is operated now, its condition suggests

laxity to the outsider. It presents no incentive to the rest of the townspeople for keeping the town clean and progressive looking, and it indicates wasteful use of public funds.

3. The Town Report

The Town Report of Newmarket is published in accordance with the Public Statutes of New Hampshire, ch. 43, sec. 12 (1891) and the Public Laws of New Hampshire, ch. 47, sec. 18 (1926), under which the selectmen are required by law to publish the reports of all town officers who submit reports annually. In essence, the report is an annual publication which

generally includes the report of the board of selectmen, listing the town budget, inventory, appropriations, and other items; the treasurer's financial report, the town clerk's financial report (fees, dog licenses, marriage licenses, automobile permits), and vital statistics; the financial statement of the highway agent; the financial reports of the trustees of the trust funds, and the cemetery and library trustees; and the report of the school superintendent and the school nurse.

The Annual Report of the Town of Newmarket covers these items to some degree and also includes reports of the Fire Department, Tax Collector, and Water Works. According to its title page, the report is prepared by the Town Clerk. A large part of the work is done by the selectmen.

The report for 1952 certainly lives up to the observation made by Herman C. Beyle that "municipal reporting in the United States may be called a jungle through which run only a few trails, and some of those are little used." A number of defects are apparent in the Newmarket report. There is no index, and the eighty-eight pages of the report seem to have had only a little, if any, planning. The general organization seems to be hit or miss.

The initial sections of the report are devoted to detailed enumerations of revenues and expenditures, followed by the treasurer's report, tax collector's report, the Town Clerk's report, and those of the water works and

the sewer department. Following these fifteen pages, printed on both sides, the annual report of the Newmarket school district is presented, starting with a school warrant and followed by the reports of the principal, superintendent, and guidance director. These all stress what has happened in the schools during the past year, the changes which were made in the curriculum, what has been done to the shop program for boys, and the other changes which have occurred. These reports discuss frankly and honestly the parts of programs which were not fulfilled and the means by which it hoped to accomplish these delayed, but not forgotten, tasks.

The last eight pages of the report are given over to vital statistics. Newmarket, like many other New England towns, does not list the total number of births, marriages, and deaths, but rather lists the individuals involved.

The school report is the only section of the report which is interesting and readable. The story of a school district is there; the story of the town on the other hand, appears to be lacking. Parents are informed of the progress of the guidance program at the high school; they can read a report which outlines its purposes and the methods used locally to serve it. The narrative form used is superior to the rest of the report, principally because it is not a dull list which leaves no impression with the reader.

In terms of format, the report is the standard six inches by nine, with a total of eighty-eight pages. The covers are of a slightly heavier material than the pages. In 1952, there were six hundred copies printed by Foster in Dover despite the fact that there were over nineteen hundred registered voters in town. Normally the town reports are sent by mail to the property owners; Newmarket has over eight hundred individual pieces of property with approximately four hundred owners. However, since the printer was late in delivering the 1952 Town Reports, they were handed out at the town meeting. Six hundred copies of the Town Report cost the town approximately \$400, according to the 1952 report.

We might well ask ourselves what a good town report should include other than those items required by the law and cited above. Any report certainly ought to contain the reasons for which it is published. The reasons for publishing Newmarket's report now seem to be the state law. But equally important is the fact that the elected and appointed officials should want their fellow townspeople to know what has been done by the town government during the last year. We would expect that a town report would serve as a directory of the town offices, that reports of the town administrators would be covered in the report. We would expect some financial statements, although we would expect to find consolidated, rather than single, items listed. We would or could expect to find graphs and pictures which would make our understanding more complete. A business organization would outline its future plans; a town report is the most feasible place for adapting this function to local government. Again, a good town report must be readable; thus, it must be attractive. It must be concise, but yet contain all information which the average citizen desires.

There appears to be a general belief that the Town Report is not read in Newmarket. It is true that the high school classes in social studies do use the Town Report, although generally the instructor is the only one who has a copy. However, much more widespread use is needed. It would be more desirable if the Town Report were to be sent to every family in Newmarket. It is almost essential that every registered voter should receive a copy. An exception could, of course, be made when two or more voters share the same family dwelling unit. A town report with this distribution would result in a more active and interested citizenry. It would also be helpful if the Town Reports were mailed 15 to 30 days before the town meeting. If necessary, the town warrant could be available in extra sheets at the meeting itself.

There are many suggestions which one might make for improving the Town Report. The first main problem to be overcome is that of lack of readability. At the present time the report is neither interesting nor stimulating. The cover is naturally the place where interest must first be stimulated. It is necessary to have the name of the town and the date upon the cover, but many cities and towns provide unique covers which have eye-appeal: Concord, New Hampshire for example, used the famed Concord coach in a pen and ink drawing using white on blue for its 1952 cover, while the city of Milwaukee used a section of the colored film from the movie entitled "The Milwaukee Way", displaying other cuts from the movie throughout the report. Wolfeboro, New Hampshire, more nearly the size of Newmarket, has used a photograph of a lake as its cover. In addition to photography, it would be possible to use the schools and their pupils as a place where original covers could be designed. Again, the city of Concord has an annual contest among its school pupils for the cover design of the school report. This serves a double purpose: not only do the pupils gain practice in this type of commercial art, but they also become interested in knowing what is in the report, thereby giving them an idea for the cover. A prize could be given for this purpose; more often the student would be happy with the recognition which he would receive for the cover.

Other features which are lacking in the present Newmarket report are an index and a table of contents. One cannot find the particular report in which he is interested unless he thumbs through the entire report. Another item which would be helpful would be a directory. The back cover could be used for this purpose in the following manner.

Police Department	Town Hall	Telephone
Fire Department	Fire Station	Telephone
Water Department	Water Works	Telephone
School Department	Superintendent	Telephone
	High School	Telephone

The town officers can also be listed in other ways. The elective officials can be listed on the inside of the front cover, while the appointive officials could be listed at the beginning of each departmental report.

The financial section of the report requires considerable work. It should be easily understood. While the long lists provided in the present report are undoubtedly correct, they are so long that they are not too valuable. Consolidation of similar items could and should be made.

To be sure, a complete account of all money spent by town officials should be kept not only by the body spending the money, but also by the treasurer. These lists, however, should be available to the citizens in the treasurer's office and do not have to be included in the report.

The type of consolidated report which might be used is indicated below, based upon the financial section of the 1952 report. This consolidation includes Expenses that might be enumerated by process and function in the following manner:

EXPENDITURES

General Administration

Salaries		\$2100.00
Personnel Service		2110.20
Clerical	\$ 51.50	
Auditing	445.36	
Custodial	795.00	
Bookkeeping	285.00	
Election	422.50	
Other	110.84	
Supplies		2156.13
Services (heat, light, printing)		1443.49
Travel		35.20
Miscellaneous		139.00
TOTAL		\$7984.02

Police

Personal Service	\$8,079.05
Supplies	476.21
Services (light; telephone; motor repairs; insurance)	321.40
Clothing Allowance	200.00
Withholding Taxes	727.70
TOTAL	\$9,804.36

Fire

Personal Services	\$2,240.60
Clerical	\$1655.75
Supplies	1,337.58
Services (insurance; telephone; electricity; etc.)	696.63
TOTAL	\$4,724.81

Health and Vital Statistics

Personal Service	\$ 967.85
Health Officer	
Salary	\$ 150.00
Supplies	97.43
TOTAL	\$1,065.28

Public Welfare
(including town poor, old age
assistance, soldier's aid)

Personal Assistance	\$2,229.73
Personal Services	8.00
Supplies	472.18
Travel	6.00
Service	59.39
TOTAL	\$2,775.30

Public Works
(including streets, highways,
cemetery, sidewalks, sewers)

Personal Service	\$11,265.23
Supplies	6,390.40
Services (including repairs, bonds, equipment charges, etc.)	9,047.40

Public Works cont'd

Sewer Fund	\$ 500.00
Town Road Aid	1,483.82
Withholding Tax	1,795.30
Retirement	459.87
Clothing Allowance	100.00
TOTAL	<u>\$30,942.02</u>

Recreation

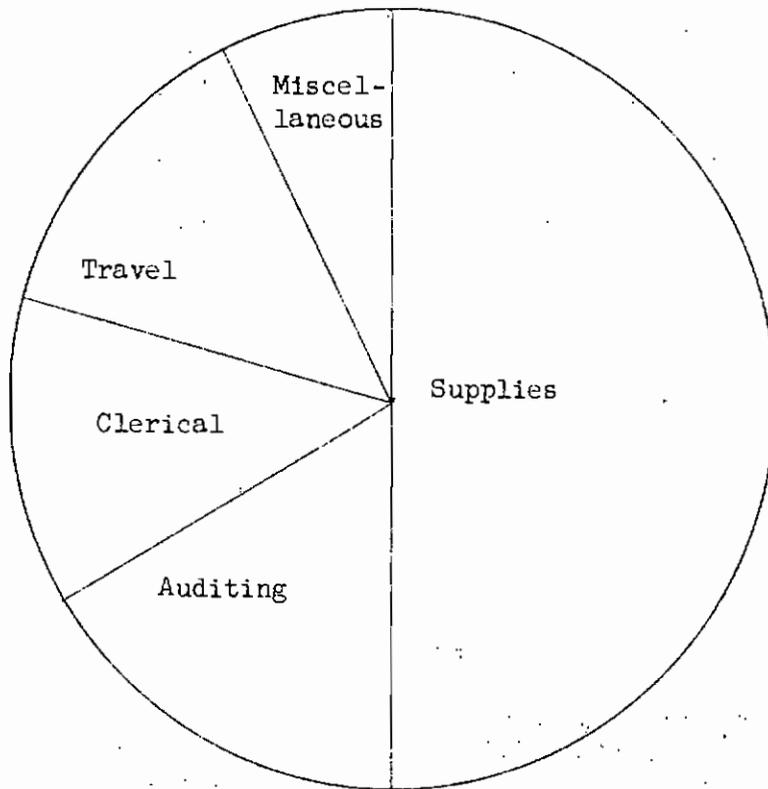
Playground	\$ 500.00
Band	700.00
Memorial Day Observation	250.00
Library	2,000.00
TOTAL	<u>\$3,450.00</u>

Other Expenditures

Taxes and Payments to Other Governmental Divisions	\$24,658.74
Interest	1,117.11
Temporary Loans	68,901.00
Bonds and Term Notes	4,000.00
Refunds and Rebates	265.85
School District	64,713.78
Damage by Dogs	66.09
Retirement	652.46
TOTAL	<u>\$164,366.03</u>

If the financial report were to be so consolidated, more space would be available for and could be devoted to departmental reports of a narrative nature.

Both charts and graphs belong in the financial section. Many communities use the simple 'pie' graph to show their sources of income as well as how their tax dollar is spent. Two such graphs are indicated below. They are based on the 1952 figures of town officers' expenses.



Town Management Expenses



Elections are expensive!

The selectmen's report could note what has been accomplished by the town government over the past year; whether goals have been met, with reasons for failure if they have not been accomplished; what plans have been formulated for the coming years; and proposals for definite future action. Progress reports should be made by the various departments. For example, the highway agent would be justified in including pictures of road improvement, as would the water commissioners in discussing the new methods by which drinking water would be provided. Pictures are very useful; indeed they often say more than do words. However, a narrative report must also be included. Any plans which any agency has formulated in view of the Newington airbase should certainly be included. If an agency wishes to purchase new equipment, this might be included in the report as well as the estimated cost. At the present time the fire department needs a tank truck which would cost approximately six thousand dollars. If the fire department's report stressed the fact that this was needed to serve the outlying areas of the town where no hydrants existed, the people would have a chance to consider this before they actually were to vote at town meeting.

Another feature which is considered very essential is the use of pictures and graphs. The use of graphs in the financial section has already been pointed out. They may also be used in the departmental reports. For instance, an increase in the number of cars registered in Newmarket could partially explain why more traffic accidents had occurred. The school report, which is one of the better sections of the present report, could be illustrated. Pictures of the remodeling done in the shop rooms and sketches of the new addition to the high school could also be included. The use of 'before and after' pictures makes the improvements much more obvious, especially to those citizens who may not realize how great the change has been.

In general, the town report of Newmarket should be modernized. Pictures and graphs can tell the story much better than long lists of figures. An attractive cover will help, but the rest of the report must be attractive as well. Fairly large type, good planning of pictures and graphic material, and a good layout must be used. It must be simple, yet comprehensive. A dummy report is appended to this survey. It is an attempt to show what is meant by departmental reports, as well as to show some of the changes and innovations which have been suggested. It should not be accepted as the end result, but it may prove useful as a beginning.

The cost of printing a dummy report such as the one included would be approximately four hundred dollars for six hundred copies of thirty-six pages. This would include at least fifteen engravings of pictures, an organization chart, financial pages, graphs, and a cover in half tones. It is recommended that the report be submitted to several nearby printers for bids and that the most acceptable one be taken; only in a rare case should only one printer be consulted.

Chapter III

REVENUS AND TAXATION

The Town of Newmarket, like many communities in New Hampshire, is faced with basic revenue problems. For example, are tax rates too high or too low in comparison with the tax rates of other areas? Is the appraisal of property carried out on an equitable, realistic basis? Are there sources of revenue of which the town does not take adequate advantage? Is the administration of taxes in the town carried out in the most efficient and feasible manner?

To answer these and similar questions, we have surveyed the general tax situation and problems of taxation in the town. One section of this report is devoted to a review of the appraisal of property, assessment of taxes, and the tax rates within the town; and the third is devoted to recommendations concerning the tax structure of Newmarket.

1. Sources of Revenue

Money to finance government in Newmarket comes from many sources--property taxes; poll taxes; licenses, permits, and fees; rent of town buildings and equipment; motor vehicle permits; income from parking meters, graves, and the public telephone; fines and forfeits from the municipal court; interest on taxes and deposits; national bank stock taxes; and from the State in the form of interest and dividends taxes, railroad taxes, and savings bank taxes. Each of these revenue items is levied in accordance with state laws, which define the limits within which the towns can receive revenue.

TABLE I

INCOME	1938		1943		1948		1952	
	\$	% of total	\$	% of total	\$	% of total	\$	% of total
Poll Taxes	1,368.00	2.1	58,825.89	86.0	1,928.00	1.7	2,232.00	1.3
Property Taxes	49,855.15	77.3			87,474.78	78.6	122,424.39	73.2
Motor Vehicle & Parking Meters	2,684.10	4.1	1,834.67	2.6	7,582.39	6.8	13,402.04	7.9
Licenses	272.20	0.5	474.40	0.6	686.97	0.1	469.60	0.3
Other Taxes	3,280.99	5.1	2,081.51	3.0	3,148.68	2.8	2,267.17	1.4
Miscellaneous	1,603.44	2.4	2,360.80	3.5	1,298.69	1.2	702.20	0.5
Poll & Property Taxes, Previous Years	5,461.83	8.5	2,753.69	4.3	9,117.80	8.2	25,801.47	15.4
TOTAL	\$64,529.60		\$68,330.96		\$111,237.31		\$167,816.87	

As indicated in Table I, property taxes constitute the major source of revenue for the town. Throughout the last fifteen years, property taxes have provided the town with more than 70 percent of its revenue. While there have been annual deviations, the percentage of revenue derived from Property Taxes has been relatively consistent, no major upward or downward trends being in evidence between 1938 and 1953. Next to previously uncollected property and poll taxes, motor vehicle permits and parking meter collections constitute the major source of revenue, followed by poll taxes and other minor taxes. Figure 1 shows the revenue breakdown graphically:

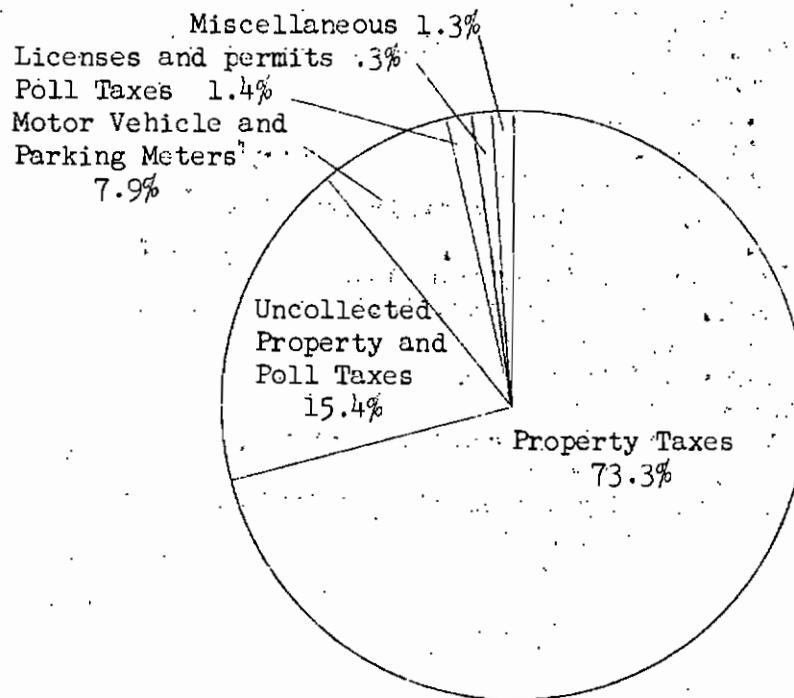


Figure 1
Sources of Revenue

The money received from these sources is expended on three basic items: town maintenance, support of schools, and the county tax. The proportionate expenditures for these items is shown in Figures 2 and 3. The following items are included under town maintenance:

- A. General Government
1. Town officers' salaries
 2. Town officers' expenses
 3. Election and registration expenses
 4. Municipal Court expenses

- A. (continued)
 - 5. Maintenance of Town Hall and other buildings
 - 6. State audit
 - 7. Damages and legal expenses
 - 8. Retirement fund
- B. Protection of Persons and property
 - 1. Police department
 - 2. Fire department
 - 3. Moth extermination and blister rust.
- C. Health
 - 1. Health department, including hospitals
 - 2. Sewer Maintenance
 - 3. Vital Statistics
 - 4. Town dump and garbage removal
- D. Highways and Bridges
 - 1. Maintenance
 - 2. Street lighting
 - 3. General expenses of highway department
 - 4. Tarring
- E. Public Welfare
 - 1. Town poor
 - 2. Old age assistance
 - 3. Aid to soldiers and their families
- F. Libraries
 - 1. Books, magazines, newspapers
 - 2. Maintenance expenses, including salaries
- G. Debt Retirement and Interest
- H. New Construction
- I. Public Service
 - 1. Parks and playgrounds
 - 2. Care of cemeteries
 - 3. Memorial Day and vets' associations
 - 4. Christmas lights

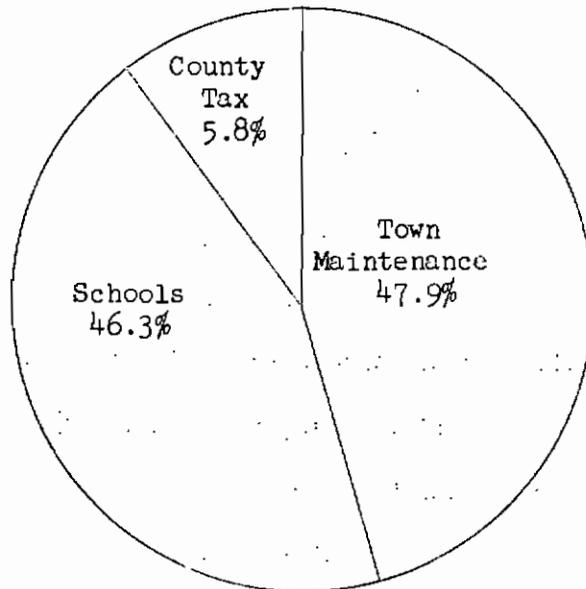


Figure 2

Major Categories of Town Expenditures

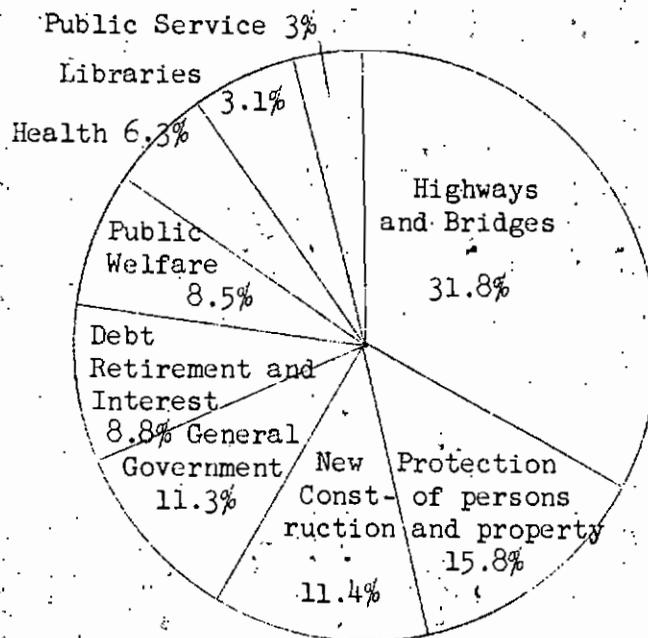


Figure 3

Expenditures for Town Maintenance

Table II shows expenditures under these categories for the years 1938, 1943, 1948, and 1953. The expenditures for schools, general government, police and fire protection, libraries, new construction, public service, and highway and bridge maintenance have perceptibly risen between 1938 and 1953, while only the expenditures for public welfare have decreased during this period.

These trends do not differ materially from expenditure trends elsewhere in the United States. The general cost of living increases which materially affect individuals' lives have had a similar effect upon governmental expenditures. The main problem which faces Newmarket, as other communities, is to assure that the sources of revenue keep pace with the level of needed expenditures. Since property taxes are the major source of revenue, we shall direct our attention next to this subject.

TABLE II

EXPENDITURES	1938	% of total maintenance	1943	% of total maintenance	1948	% of total maintenance	1953	% of total maintenance
Maintenance								
General Gov't	\$ 3,825.72	6.7	\$ 4,116.95	12.4	\$ 6,190.95	10.5	\$ 8,843.16	11.3
Protection of Persons and Property	3,690.57	6.5	6,080.85	18.3	9,280.14	15.7	12,480.06	15.8
Health	740.31	1.3	1,812.08	5.4	3,022.95	5.2	4,950.20	6.3
Highways & Bridges	12,576.00	21.8	12,041.24	36.0	23,871.61	40.5	24,984.79	31.7
Libraries	1,600.00	2.8	1,600.00	4.8	2,000.00	3.5	2,500.00	3.2
Public Welfare	8,403.09	14.6	3,674.22	11.0	6,595.92	11.3	6,699.23	8.5
New Construction	1,170.30	2.0	527.30	1.6	3,268.45	5.5	8,967.72	11.4
Debt Retirement & Interest	24,973.73	43.5	2,575.00	7.7	2,612.50	4.4	7,005.98	8.8
Public Service	486.45	0.8	966.00	2.8	1,962.03	3.4	2,371.58	3.0
TOTAL	\$57,466.17		\$33,393.64		\$58,804.55		\$78,802.72	
Town Maintenance	\$57,466.17	59.7	\$33,393.64	45.5	\$58,804.55	53.4	\$78,802.72	47.9
County Tax	7,541.50	7.8	5,264.82	7.2	8,383.82	7.6	9,341.58	5.6
State Tax	3,156.00	3.2						
School Tax	28,300.00	29.3	34,652.13	47.2	42,764.07	38.8	76,265.23	46.3
TOTAL	\$96,300.67		\$73,310.59		\$109,052.44		\$164,409.53	

2. The Property Tax

The largest single source of revenue in Newmarket is the general property tax. Real estate, improved or unimproved, in the form of lands and buildings; mills, factories and machinery; pipelines and electric plants; and public utilities, is taxable. Personal estate, such as stock in trade; boats; vehicles other than motor vehicles; draft animals; meat stock, such as oxen and cows; sheep, goats, and hogs; poultry, domestic rabbits and fur-bearing animals; and gas pumps, machinery, and portable mills, is also taxable. Table III shows Newmarket's income from the general property tax for the years 1938 to 1953, while Table IV provides a comparison of Newmarket's income from property as compared with that of nearby communities.

TABLE III

<u>INCOME</u>	Property taxes, including stock in trade	**Stock in trade tax	**Stock in trade as % of total prop. tax.	Poll tax
1938	\$ 62,229.04	\$ 3,546.60	5.7	\$2,214
1939	61,497.35	3,542.32	5.8	2,240
1940	63,398.77	3,469.85	5.5	2,300
1941	64,007.52	3,591.73	5.6	2,500
1942	65,292.39	4,030.08	6.2	2,600
1943	61,831.68	3,828.48	6.2	2,400
1944	70,644.97	4,640.70	6.6	2,360
1945	78,952.97	6,296.50	8.0	2,534
1946	79,104.76	7,585.80	9.6	2,328
1947	85,890.52	18,316.00	21.3	2,276
1948	99,264.92	20,999.00	21.2	2,364
1949	122,725.48	25,702.26	20.9	2,622
1950	105,973.87	24,459.21	23.1	2,556
1951	*130,028.78	29,449.07	22.6	*2,538
1952	*141,763.59	31,471.61	22.2	2,504
1953	*152,874.10	36,617.79	24.0	2,328

*Town Report Figures.

**Annual tax rate applied to valuations.
Other figures are from State Tax Commission Reports.

1. State of New Hampshire, Statutes Relating to Taxations, in Force January 1, 1946, with Court Decisions and Forms. Chapter 73 of the Revised Laws sections 7, 8, 9, 13.

TABLE IV

INCOME:	Property taxes		
	Newmarket	Somersworth	Durham
1938	\$ 62,229.04	\$143,099.87	\$ 52,279.91
1939	61,497.35	141,854.44	54,309.80
1940	63,398.97	157,751.63	56,472.50
1941	64,007.52	156,650.32	54,910.52
1942	65,292.39	162,076.88	48,840.73
1943	61,831.68	123,274.84	45,263.51
1944	70,644.97	151,754.09	53,237.87
1945	78,952.97	173,831.65	56,690.64
1946	79,104.76	182,541.59	65,086.78
1947	85,890.52	192,479.04	73,808.34
1948	99,264.92	218,556.18	108,493.52
1949	122,725.48	233,407.62	112,668.94
1950	105,973.87	250,249.13	116,828.30
1951	*130,028.78		*132,072.19
1952	*141,763.59		*148,290.29
1953	*152,874.10		*153,324.00

*Town Report figures

Other figures are from State Tax Commission Reports

Since 1944, the revenue from property taxes increased steadily, although it has not increased in its proportion of the total income of the town. In 1938, 77.2 percent of the town income was from the property tax levies, while in 1952, 73.2 percent of the town income was from this source.

The tax rate on property in Newmarket has been higher than the tax rates of the neighboring communities of Somersworth and Durham, and higher also than the average tax rate for the State. Table V shows the tax rates of the three communities and the State average. Since 1938, the tax rate in Newmarket has not been under the 1943 rate of \$4.29 per hundred dollars of assessed valuation and has been as high as the 1952 rate of \$5.80 per hundred dollars of assessed valuation. Durham's highest rate was \$4.20 per hundred dollars of assessed valuation in 1948, and Somersworth's highest rate was \$3.85 per hundred dollars of assessed valuation in 1953. The Newmarket rates have fluctuated almost wildly at times. For example, between 1947 and 1952 there was an increase of \$1.10 in the tax rate in Newmarket, while the State average increased by only \$0.81. In contrast, Durham's tax rate went down from \$4.10 per hundred dollars

of assessed valuation in 1949 to \$3.42 per hundred in 1950, the year the town was reevaluated by the State Tax Commission. The total valuation was raised from a total of \$2,745,662 to \$3,433,490. See Tables V and VI.

Thus, on a comparative basis it would appear that Newmarket has consistently maintained a lower level of evaluation than neighboring communities. This fact has, however, compelled the town to set its tax rate at a considerably higher level than the majority of the towns throughout the State.

TABLE V

TAX RATE: PER \$100

	Newmarket	Somersworth	Durham	State Average
1938	\$4.36	\$3.30	\$2.70	\$3.48
1939	4.43	3.25	2.75	3.45
1940	4.58	3.55	2.75	3.41
1941	4.58	3.55	2.65	3.35
1942	4.58	3.50	2.30	3.23
1943	4.29	3.80	2.10	3.03
1944	4.65	3.30	2.50	3.07
1945	4.90	3.80	2.61	3.26
1946	4.70	3.50	2.80	3.47
1947	4.00	3.60	2.90	3.71
1948	4.60	3.60	4.20	4.06
1949	5.59	3.60	4.10	4.31
1950	4.50	3.70	3.42	4.31
1951	*5.34		*3.62	4.35
1952	5.80	3.70	3.83	4.52
1953	5.50	3.85	3.93	4.48

* Town Report figures .

Other figures are from State Tax Commission Reports

In assessing property, the Board of Selectmen follow in large part the procedures established by law and the State Tax Commission. Property valuations in Newmarket are made originally by the selectmen and are reviewed by them each year. For evaluation purposes, a lot and the building on it are considered together. The valuation figure which is recorded in the town records on the "blotter" book is 30 percent of the value which the selectmen believe the property would have on the current market. In other words, if the consensus of the select-

men is that a parcel of land and the building on it would sell for \$4500 today, the valuation that is recorded in the "blotter" book is \$1500. This is Newmarket's method of allowing for the decreased buying power of today's dollar. It can safely be said that Newmarket's method is fully in accord with the Tax Commission's interpretation of full and true value for property assessment at the present time. In addition, it is possible that the town may be losing much needed revenue by the evaluation of property by this method.

TABLE VI

TOTAL VALUATIONS

	Newmarket	Somersworth	Durham
1938	\$1,428,479	\$4,342,940	\$1,936,293
1939	1,388,550	4,364,752	1,974,902
1940	1,384,257	4,443,370	2,053,549
1941	1,397,544	4,412,685	2,072,095
1942	1,425,598	4,630,768	2,123,510
1943	1,441,298	4,402,673	2,155,405
1944	1,464,420	4,598,609	2,129,515
1945	1,611,285	4,474,517	2,172,055
1946	1,638,080	5,215,474	2,234,528
1947	2,147,263	5,346,640	2,545,115
1948	2,157,933	6,071,005	2,583,179
1949	2,194,970	6,483,545	2,745,662
1950	2,354,411	6,763,490	3,433,490
1951	*2,434,385	*8,313,902	*3,672,314
1952	2,443,536	8,293,275	3,888,118
1953	2,778,904	8,588,870	3,922,142

*Town Report figures

Other figures are from State Tax Commission Reports

TABLE VII

VALUATION: IMPROVED & UNIMPROVED LAND AND BUILDINGS

	Newmarket	Somersworth	Durham
1938	\$1,053,130	\$2,820,250	\$1,783,530
1939	1,063,098	2,824,750	1,821,255
1940	1,040,878	2,883,080	1,889,905
1941	1,052,045	2,882,735	1,911,125
1942	1,068,020	3,119,175	1,969,025
1943	1,081,260	2,281,220	1,978,775
1944	1,083,050	3,014,580	1,912,745
1945	1,147,065	3,000,545	1,960,720
1946	1,155,405	3,195,575	2,065,615
1947	1,278,745	3,226,430	2,235,750
1948	1,279,060	3,847,305	2,275,204
1949	1,306,485	3,945,965	2,398,035
1950	1,344,410	4,101,400	3,117,160
1951	*1,536,200	*5,245,775	*3,386,323
1952	1,574,675	5,399,015	3,515,871
1953	1,683,500	5,677,045	3,604,469

*Town report figures

Other figures are from State Tax Commission Reports

The 1940 valuation of improved and unimproved lands and buildings in Newmarket was \$1,040,878, the lowest valuation in the 1938-1953 period. In 1953 this valuation had risen to \$1,684,500. The valuations have risen steadily since 1940, but are still not as high as the Durham and Somersworth valuations of improved and unimproved lands and buildings. Somersworth is a small city and had a population of 6,927 in 1950, compared to the Newmarket population of 2,709, and to the Durham population of 4,770 which includes a large student population. One would expect the total property valuations in Somersworth to be higher because of that fact, but one would not expect Durham's property valuations in 1953 to be twice as high as Newmarket's when it has only a little over half of Newmarket's population. Furthermore, the University property in Durham is tax exempt and is not included in the town's property valuations. (See Table VII.)

Total valuation of property in Newmarket has risen from the low figure

of \$1,384, 257 in 1940 to the total of \$2,778,904 in 1953. The total valuation in Durham has risen from \$1,936,293 in 1930 to \$3,922,142 in 1953. Somersworth's total valuation has risen from \$4,342,940 in 1938 to \$8,588,870 in 1953. Again, one can understand the difference between the Newmarket-Somersworth totals, but not so easily the Newmarket-Durham totals, particularly when one considers the fact that Newmarket is an industrial community and Durham is not. (See Tables VI, VII, and VIII.)

The foregoing breakdown of valuations confirms the conclusion that property valuation in Newmarket is not wholly in accord with trends throughout the State. If land, mills, factories, and buildings were assessed at the 1946 dollar level specified at the State Tax Commission, property valuation would rise to approximately 75 per cent of current value on the market. While maintenance of the present assessment system is undoubtedly advantageous to many property groups, it presents inequities with respect to other tax areas within the town and neighboring communities in the State.

TABLE VIII

VALUATION: MILLS, FACTORIES, AND MACHINERY

	Newmarket	Somersworth	Durham
1938	\$192,859	\$336,875	\$6,500
1939	130,950	359,260	7,000
1940	149,500	363,260	7,000
1941	153,300	316,485	7,000
1942	134,150	202,950	2,500
1943	136,650	205,375	2,900
1944	141,800	206,125	3,250
1945	186,000	203,795	2,250
1946	212,800	211,798	3,250
1947	213,450	256,515	4,800
1948	231,440	367,830	5,380
1949	246,700	626,455	28,380
1950	274,070	816,740	12,600
1951	*251,708	*973,822	*3,300
1952	*272,693	*964,235	*5,030
1953	*358,445		*1,500

*Town report figures

Other figures are from State Tax Commission Reports

In addition to the valuation of land (improved and unimproved) and mills, factories, and machinery, the total valuation of any town or municipality in New Hampshire includes the valuation of stock in trade. However, the assessment on stock in trade is administered somewhat differently.

The stock in trade tax is part of the general property tax, but is not a tax on specific property. It is, rather, a tax on the stock a person employs in his trade or business. The stock in trade valuation is based on the merchant's, manufacturer's, or tradesman's average value of stock used in trade during the year from April 1 to March 31. The merchant or manufacturer returns an inventory to the Board of Selectmen which in turn assesses it at a specific rate. In Newmarket, sixty-five per cent of the annual inventory that the merchants give has been recorded in the "blotter" book as the stock in trade valuation.

TABLE IX

VALUATION: STOCK IN TRADE

	Newmarket	Somersworth	Durham
1938	\$ 81,344	\$ 216,810	\$30,270
1939	79,962	214,215	30,090
1940	75,761	222,620	33,380
1941	78,422	233,275	33,460
1942	87,993	323,280	34,620
1943	89,475	322,520	38,470
1944	99,800	359,610	36,480
1945	125,500	360,512	36,790
1946	161,400	814,975	46,290
1947	457,900	862,850	52,960
1948	456,500	830,790	65,750
1949	458,180	888,970	59,200
1950	543,538	892,000	70,207
1951	*549,608	*1,532,790	*77,752
1952	542,614	1,507,865	76,232
1953	665,778	1,624,440	76,669

*Town report figures

Other figures are from State Tax Commission Reports

The valuation of stock in trade in Newmarket has steadily become

higher and income from this tax has also gradually increased. In 1940 valuation of stock in trade was only 5.5 per cent of the total valuation of property. By 1953, the valuation of stock in trade had risen to 24 per cent of the total valuation. See Tables III and IX.

State-wide, the increase has been much smaller. In 1940, stock in trade valuation constituted only 6.2 per cent of total valuation, while in 1953, the stock in trade value had risen to only 10.1 per cent of total valuation. Two conclusions can be drawn from this comparison. Either the size of business in Newmarket has increased at a rate far surpassing that of New Hampshire generally, or business has been assessed at a level considerably higher than that utilized throughout the State. In either case, it is difficult to justify the excessive burden which has been placed upon taxpayers in the stock-in-trade category.

As stated previously, Newmarket's total valuation is extremely low, and its tax rate is extremely high. It is possible that higher property valuations would lead to a lower tax rate, even though more new construction were undertaken. In addition, an artificially high tax rate may convince many individuals that new and needed improvements could not be borne by the town. There is evidence that in the past few years citizens of the town have been reluctant to appropriate money for many improvements because they believe that the tax rate would be too high. It might also be noted that the tax rate trend within the town may be a discouraging factor to industrial development. A high tax rate is not appealing to industries that might possibly consider Newmarket as a new location for their plants.

The valuation-tax rate situation in Newmarket is further complicated by the recent decision in the Bemis Bag case which asserted that both real estate and stock in trade should be assessed at the same percentage of total valuation. In the future, the town will be unable to set a different rate of valuation

for stock in trade. Consequently, Newmarket is faced with three alternatives. The assessment level of real property may be raised to the stock in trade level, or the latter may be lowered to the former's level. A more feasible means would be to achieve a middle ground which reflected a realistic valuation for both real property and stock in trade in the light of current values.

3. Exemptions

Exemptions from poll and property taxes cause most towns, and Newmarket is no exception, more than a slight loss of revenue. Paupers, insane persons, and veterans and their widows are exempt under state law from poll taxes. Veterans and their wives or widows are entitled to a thousand-dollar exemption on their properties, if their properties are not valued over five thousand dollars. Permanently disabled veterans and their wives or widows are allowed an exemption of three thousand dollars on the same basis. Each totally blind person has the same exemption as a veteran.

The extent to which veterans' exemptions have caused a loss in revenue to Newmarket is recorded in Table X. Between 1938 and 1953, veteran exemptions increased by 500 percent. At the 1953 tax rate, the exemptions amounted to an \$8,000-loss in revenue to the Town. While the town is in no position to modify its revenue losses through veteran exemption, it should be aware of the effect that the state law has upon its financial situation.

TABLE X

Exemptions

		Newmarket		Somersworth		Durham
1938	a,b	\$29,670	a	\$42,625	a	\$22,000
1939	a,b	31,237	a	40,700	a	26,000
1940	a,b	34,417	a	41,900	a	29,000
1941	a,b	39,400	a	44,440	a	30,000
1942	a,b	40,800	a	44,350	a	460
1943	a,b	43,300	a	46,425	a	20,000
1944	a,b	37,700	a	27,499	a	20,000
1945	a,b	43,400	a	54,000	a	61,000
1946	a	57,225	a	73,700	a	11,000
1947	a	73,325	a	128,505	a	12,000
1948	a	96,125	a	191,865	a	23,194

(Exemptions continued)

		Newmarket	Somersworth	Durham
1949	a	103,950	a 235,860	a 38,200
1950	a	103,265	a 287,900	a 51,050
1951	*a	114,075	*a 334,350	*a 71,700
1952	a	135,800	a 355,140	a 79,120
1953	a	148,650	a 400,730	a 95,900

a. Veteran b. Blind

*Town report figures

Other figures are from State Tax Commission Reports

The personal property and real estate of educational institutions, temperance societies, religious societies and houses of public worship, the GAR, United Spanish War Veterans, the VFW, the American Legion, the Disabled American Veterans, and the American National Red Cross are exempt from taxation if they are not used for other than religious, charitable, or educational purposes. Institutional exemptions are limited to one hundred fifty thousand dollars each. Orphanages and old peoples' homes are also exempt up to one hundred fifty thousand dollars each. These exemptions do not constitute a major problem in Newmarket.

4. Conclusions and Recommendations

In appraising the overall financial situation in Newmarket, it is valuable to compare its expenditures with those of other communities in the state.

Hampton	(2,847)	\$600,979.10
Hooksett	(2,792)	176,314.89
Newmarket	(2,709)	229,872.23
North Cumberland	(2,779)	281,482.65
Winchester	(2,388)	367,255.64

On a comparative basis, there seems little reason to believe that the government of Newmarket is excessively expensive. Nor is there reason

to believe that additional expenditures could not be carried by the town without an excessive burden to the taxpayer.

Keeping in mind the fact that there are varying conditions in each of the towns listed above, it is also illuminating to compare total valuation and tax rates for the year 1953.

	Valuation (1953)	Tax Rate (1953)
Hampton	\$ 9,489,498.00	\$ 3.75
Hooksett	2,310,687.00	6.20
Newmarket	2,778,904.00	5.50
North Cumberland	3,678,506.00	5.65
Winchester	3,421,412.00	6.20

*Includes town and precinct tax rates.

Again, Newmarket would generally seem to occupy a favorable position with respect to the level of valuation and the tax rate on property.

It is apparent from this information, as well as the data compiled in preceding sections, that Newmarket can well afford a program of town improvement; that the existing tax and expenditure situation can readily support additional capital outlays, if necessary. It is also evident from comparative studies that the valuation level is somewhat below that in other New Hampshire towns.

Many of the recommendations which might be made on the basis of this survey do not, however, concern finance themselves. They apply more precisely to the administration of taxes and property assessment. The town does not employ a systematic records system for describing and evaluating property.

Attempts to devise any systematic scale for providing equal treatment of property holders in assessment have not been made.

Appended to the original of this report are sample forms utilized in Durham and Portsmouth for assessing records. These forms provide a means for describing each parcel of property in the town and for weighting each factor which gives value to property. It is our belief that Newmarket would in the long run profit from the adoption of a similar system, one which would provide a clear and precise picture to every property holder and citizen of the basis for his assessment. The system also has the advantage of providing a records system which can be utilized for a long period of time and is not dependent upon individual memories for continued operation.

In order to place such a record system on a sound basis, it is desirable to accompany its installation with a scientific property appraisal study, thereby putting all property on an equal footing initially. The town might well request the State Tax Commission to provide this service at cost or vote to hire a private firm to make the study. The latter would cost considerably more than the survey by the State Tax Commission. Of considerable assistance in keeping property records current and consistent would be the enactment of a zoning ordinance which would require approval for major construction, repairs, and alterations. The information which the Board of Selectmen could obtain from the Zoning Commission or Planning Board would provide an excellent guide in making annual adjustments in property values.

A town tax map, while not a necessity, may be prepared by competent engineers at a cost of approximately \$1,500. Its primary advantage lies in the precise location which is given for all property in the town and the realization of revenue from property which might previously have escaped taxation.

In conclusion, it would appear that the financial situation in Newmarket is sound and that, on a comparative basis, the town could easily carry an increase in valuation of property. The major recommendation on tax structure involves the development of a modern record system for describing and assessing property and a survey of all property which would place valuation on a scientific basis.

CHAPTER IV

WATER AND SEWERAGE PROBLEMS

1. Introduction

The problems of water supply and sewerage are by no means peculiar to Newmarket, to the State of New Hampshire, or to the New England States; these problems are practically universal and are a matter of serious national concern. Evidence to this effect is contained in the following statements made by high ranking officials of the Federal Government.

"The waterways of the United States have always been one of our greatest natural resources. They have helped to shape the Nation's growth and to spread our people across the land. They have provided us, from colonial days, with food and transportation and power. As our country grew, they have become increasingly vital to American industry. This country without its water resources would be close to helpless.

"Today our lakes, streams, bays and rivers are being spoiled more and more by man-made pollution. Long ago, because of municipal sewage, most cities and towns had to install purification plants that would make water safe for human use. But the industrial wastes of our own time have more than doubled the degree of pollution in our surface waters.

"Our cities and our industries have far outstripped facilities to control water pollution. This would be serious at any time. In the present emergency, the threat to human life and to industrial production can dangerously impair the health and strength of the Nation.

"This threat must be met. It can only be met by immediate cooperative action on the part of industry and Government - Federal, State, and local."

"Our Nation has a major interest in the control of water pollution because of the importance of this problem to our health and well-being. For some years we in the Public Health Service have been working on a comprehensive national plan to produce a healthier America. The first element of the plan is a sanitary environment. A sanitary environment is the foundation of a sound health structure. A major task in creating a sanitary environment - and one of its most neglected aspects - is the development of a Nationwide program to reduce the pollution of our water resources."

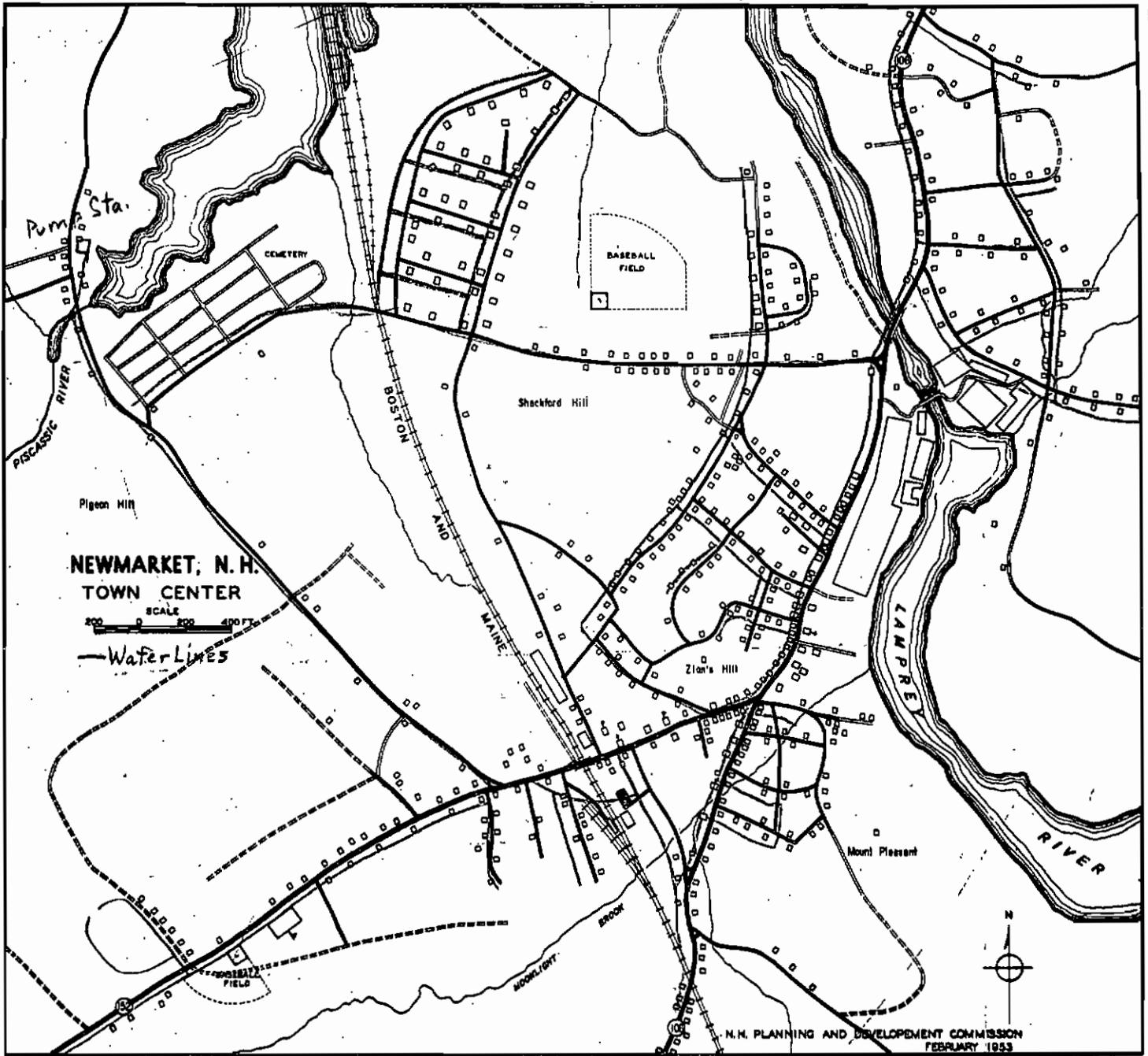
The two problems of water and sewerage are directly related and can be considered together under one heading; namely, water pollution. Public

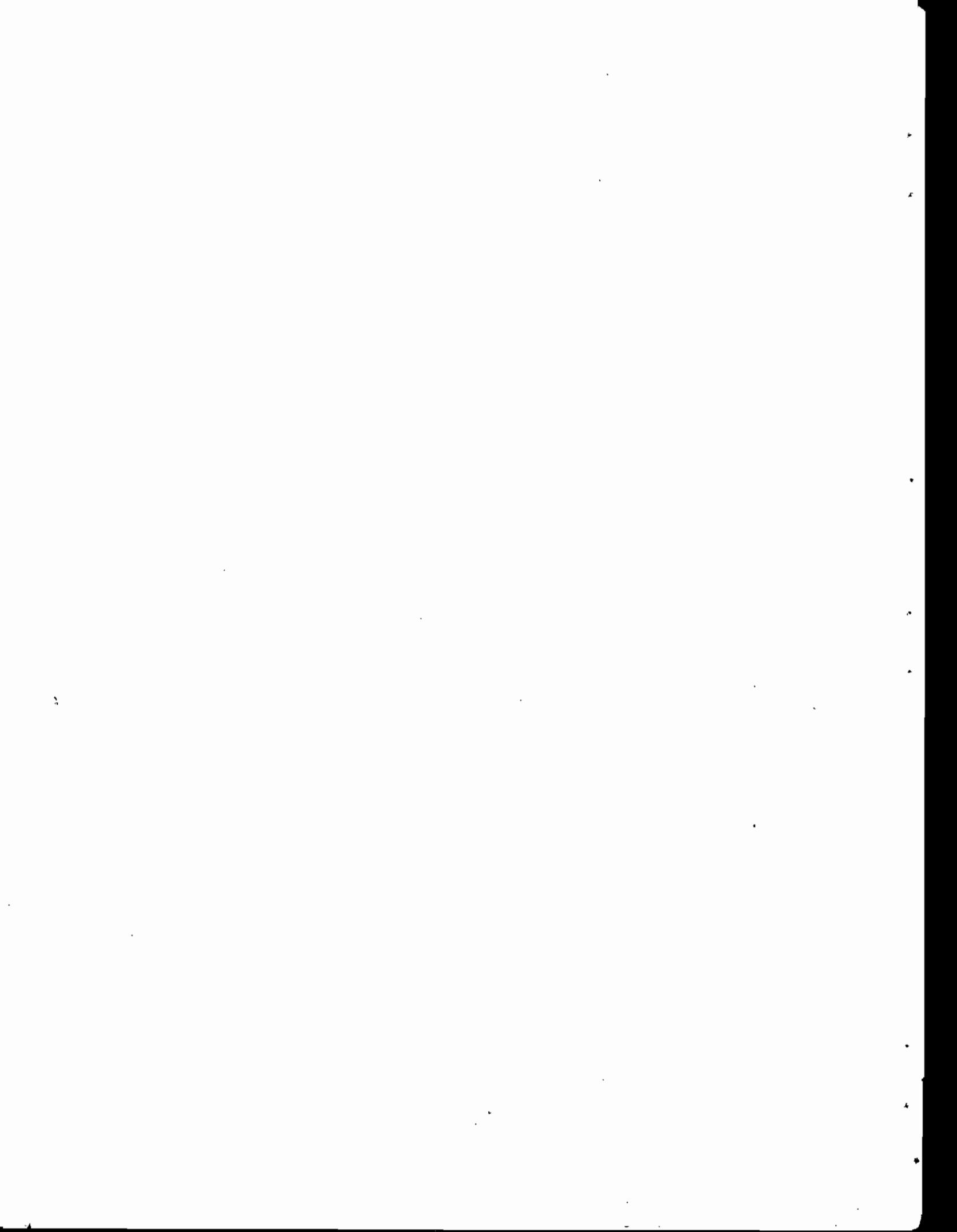
and industrial wastes, when indiscriminately discharged into bodies of water, result in the pollution of this water, the nature and volume of the wastes determining the degree of pollution in inverse proportion to the size of the body of water into which the wastes are dumped. Water polluted to a sufficient degree becomes useless for public water supply or for many industrial uses unless costly purification treatments are used. Further, sufficiently polluted waters destroy recreational facilities, kill off fish and wild life, reduce the value of farmland as the water is unsafe for irrigation or stock and all properties adjoining are generally devalued.

The problem of pollution can be met and solved, and, although in some cases the initial investment and maintenance costs are high, the results obtained from a proper system, in terms of convenience, health and conservation, while intangible, justify almost any expense within reason.

The water supply and sewerage systems of a community often are slighted in the considerations of civic thought, yet they constitute a major factor in the well-being of any area. The water and sewerage systems are the first elements of a sanitary environment without which a good community health structure is impossible. Not only do these systems influence the health situation, but they also directly affect the economic foundation. Water is basic to all industry. The presence or absence of sufficient water and the capitalization on this necessity may be of significant economic importance. Here in New England water is one of our most important natural resources. A greater abundance of streams, rivers, ponds and lakes cannot be found in any other region in the United States. Therefore, water and sewerage systems represent an important economic potential and a very necessary community function.

The purpose of this portion of the survey will be to depict the existing conditions, evaluate them in the light of other communities and recognized





standards and, where possible, suggest constructive recommendations that would be of value to the Town of Newmarket and its citizens.

2. Water and Sewerage Administration in Newmarket

The Water Department of Newmarket operates as a municipally-owned water works, under the supervision of a Board of Water Commissioners. The nine Water Commissioners of Newmarket are elected by the people in the town meeting. Terms of office are for three years with three vacancies occurring each year. The Commissioners elect one of their members chairman and appoint all necessary officers including the superintendent. They fix the compensation of all their appointees and submit an annual report which shows the financial condition of the water works, which in turn must be published in the Town Report.

The Sewer Department is an appendage of the Water Department. The Sewer Department has no titular head or commissioners, but is run by and in conjunction with the Water Department.

The property of the Water Department consists of the pumping station building, its pumps and adjacent sand filter, which are located on Packers Falls Road; an Imhoff septic tank located near the railroad tracks off Cedar Street; and a standpipe that is located off Rockingham Road on the top of Great Hill. In addition to this, there is miscellaneous equipment, meters and tools, plus 59 hydrants, and 56,500 feet of sewer and water pipe, as located on Maps 1 and 2.

The water works is 100 percent metered. The basic cost of service is 22 cents per 100 cubic feet (748 gallons) for the first 10,000 cubic feet, with the rate being reduced on a sliding scale as quantity of water consumed increases. This rate is considered quite reasonable for the area. Unit costs

per million gallons of output were, in 1952, as follows: operations - \$48.99, and fixed charges - \$49.48, giving a total unit cost of \$98.47. Since the system is comparatively small, these costs appear reasonable.

The personnel of the Water Department includes a superintendent, two full-time assistants and, during the year 1952, twelve other men for various periods of labor. The staff of the water works is completed by Doris Mullen for clerical work and Fred J. Durrell, who acts as treasurer. The Sewer Department, as has been pointed out, exists in name only and the Water Department constitutes its staff and force.

There appears to be no operating budget for either the Water Department or Sewer Department. The Water Department operated at the cost of \$22,308.96 for 1952 and the Sewer Department at \$500.19. Money is appropriated as needed. The Sewer Department received an appropriation of \$500.00 on December 3, 1952, which was completely expended. The Sewer Department needed only to draw nineteen cents from its last year's balance of \$68.32 and has \$68.13 as a balance for this year. Apparently, no amount is set aside for future projected sewer work or replacement and repair of the present system. Our recommendations indicate that the need for future finance planning is a definite necessity. Hence, we feel that a repair and building fund should be annually allotted to the Sewer Department above their immediate expenditures.

3. Water System

The general geographic location of Newmarket directly aids and tends to favor the Town's water supply. The supply is derived from an artesian well and Follet's Brook. If required, an additional supply can be obtained from the Lamprey River (3.5 million gallons per hour flow- lowest mean monthly average 1935-37 and 1940-43) and numerous springs in the area. The watershed area is approximately 1.75 square miles.

In providing the water supply to the Town, the following system is used. Water flows by gravity from Follet's Brook to the filter bed. Water from the well is pumped to the filter bed by a 100 gallon per minute electric pump. From the filter, the water flows by gravity through 10-inch tile pipe to a pump well. Water from the pump well is then pumped to an elevated storage tank of 212,000 gallons capacity. The pump has a capacity of 200,000 gallons per day and is driven by a 60 H. P. waterwheel. A standby 100 H. P. steam engine can also drive the pump at times of low water. River water can be pumped directly to the storage tank by this same pump under emergency conditions. Two pumps, one, 1000 g.p.m. one 750 g.p.m., at the Newmarket Manufacturing Company can also be used to pump river water into the system.

All water passes through a rapid sand filter before entering the system, and the filter is adequate for the load. The following statement, dated February 4, 1953, by Weston and Sampson, Consulting Engineers, indicates that the filter is operating considerably below peak capacity.

"The rate of filtration, found upon the output of the low lift pump, averaged 103 million gallons per acre per day. This is 20 per cent below the conservative rate of operation of plants of this type. The yield of the plant expressed in the same terms as the filtration rate was but 15.5 thousand gallons per acre per day. A comparison of the yield and the filtration rate indicates the per cent of capacity at which the plant operates. Even on the day of maximum output, June 8, 1952, the yield of the plant was but 1/4 its rate of filtration."

Pressure in the system appears to be adequate to provide satisfactory service in all areas. Water pressure ranges from 70 to 90 pounds per square inch depending on elevation, with approximately 75 pounds per square inch in the business district. This is considered excellent from a fire-fighting standpoint.

The New Hampshire State Board of Health Biennial Report for the period ending June 30, 1942, includes "Results of Examinations for Colon-Aerogenes Organisms" as follows:

Summary 1940 - 1942

	No. <u>Samples</u>	1 c.c. No. <u>Positive</u>	Per cent <u>Positive</u>	No. <u>Samples</u>	10 c.c. No. <u>Positive</u>	Per Cent <u>Positive</u>
Newmarket.	100	0	0	200	1	0.5

These examinations reflect the purity of the water from a health standpoint. Examinations were made in 129 municipalities and in the 1 c.c. samples, per cent of positive ran as high as 21.6 with Newmarket at 0 per cent; in the 10 c.c. samples, per cent of positive ran as high as 48.8 with Newmarket at 0.5 per cent; and of the 129 municipalities, records of only 21 were better than that of Newmarket. Although these samples were taken 10 years ago, there seems to be no reason for any contaminating influence to have appeared in the interim and the quality of the water today is assumed to be the same as of the time of these tests. Water used for residential and commercial consumption in Newmarket apparently is free from contamination.

In 1949, this system served 2,520 people (93 per cent of the population) with 445 existing services. Average daily consumption of water was 150,000 gallons per day, or 60 gallons per day per person. With a 200,000 gallon per day capacity pumping equipment, the system appears to be in good balance.

TABLE I

<u>Utility</u>	<u>Population</u>	<u>Number Of Services</u>	<u>Average Daily Con- sumption</u>	<u>Gallons Per Capita Per Day</u>
North Conway Water Precinct	2,350	490	250,000	106
Peterborough Water Works	2,500	600	250,000	100
Sunapee Water Works	2,300	335	200,000	87
Newmarket Water Works	2,520	445	150,000	60

In terms of present performance, then, the water system in Newmarket appears to be quite satisfactory. Pumping equipment is not overtaxed, as it is operating at only 75 per cent of rated capacity. With 445 services serving 2,520 people, 93 per cent of the population has running water, indicating that only the extreme rural residents must have their own water source. Local information from users indicates that flavor and color are good. Pressure is adequate, and there are privately-owned auxiliaries which can supply the system with river water in event of a fire emergency.

There is, however, one area in which the present system seems deficient. The system is probably most vulnerable from a mechanical standpoint. Mr. Thomas Filion, Water Commissioner, states that the system (standpipe, piping, and pump) is 60 years old. Such being the case, failure of the pump or of the standpipe can readily be considered as a potential threat, depending upon the maintenance which the equipment has received over the years.

Serious failure of the pump could cause extreme inconvenience to the populace for an extended period of time. Similarly, serious failure in the standpipe could be almost disastrous, as the entire area would be left without fire protection. The age of the general distribution system, in terms of chronological service, item group by item group, was estimated for this report by Newmarket's Water Superintendent, Harry A. Nutting. Mr. Nutting's estimates of the number of years in service and the proper functioning expectancy of that item as calculated by a standard water works equipment text presents the following figures for examinations. The cast iron pipe in the system was installed in 1894. Thus, this item is now 60 years old. The water works' text states that cast iron pipe is in good functioning order for 75-125 years. The smaller pipe in this system is wrought iron pipe and has been in use for 30 years. Wrought iron pipe has a functioning existence of from 25 - 40 years.

Superintendent Nutting stated that whenever possible this pipe was being replaced with copper tubing. The life expectancy of a standpipe is from 30-60 years, and the present one has already been in operation 60 years. This is also true of the pumping machinery, which has a time estimate from 35-60 years. Thus, both of these items, as has been stated, represent replacement needs in the immediate future if the system is to be considered sound. The hydrants are also over-aged; the first were installed 60 years ago. The functional time expectancy is only 30-50 years for hydrants. The filter plant, which has been in operation since 1924, has an operational expectancy of from 30-50 years. Thus, the filter plant is in a reasonably good age standing in comparison with the rest of the equipment.

It is concluded, then, that while the system is at present adequate and satisfactory, it is probably due for some early replacements. It is recommended that the entire system be examined in detail by competent water supply engineers and that steps be taken to replace those parts of the system that may be found to have deteriorated seriously. This recommendation is based on the fact that there is no evidence of such an examination in the recent past, although it is understood that some few years back consideration was given to the replacement of the standpipe at a cost of \$8,000 to \$10,000. This, in itself, indicates that concern must have been felt for its condition at that time.

If detailed examination proves the need for replacement, the costs of such replacements are estimated to be of the following magnitude.

250,000 gallon standpipe of modern design	\$40,000
90 yards of concrete @ \$55. per yard for foundation	4,950
	<hr/>
	44,950
Replacement of existing pump with two 5,000 g. p.h. pumps rigged for alternate and combined operation, electrically-driven	8,000
	<hr/>
Total Estimated Cost	\$52,950

No doubt this would appear to be a substantial expenditure for the Town. However, if amortized over 20 years, the normal municipal amortization period, it would mean an expenditure per capita in the order of \$1.00 per year. The fire protection advantages to the improved system might well reduce the fire insurance rates to an extent that an over-all saving could accrue to the populace, to say nothing of the convenience of assured household water supply. In the opinion of Mr. Thomas Filion, new equipment would not reduce the insurance rate, but it would lower the electric bill between \$700 and \$1,000 per year.

While equipment and facilities may require attention to provide future efficient and adequate service, the water supply appears capable of meeting any reasonable expansion of needs for some years to come. This conclusion would seem valid in the event of either additional residential or industrial growth. The extent of anticipated population increase is reflected in the following table.

TABLE II

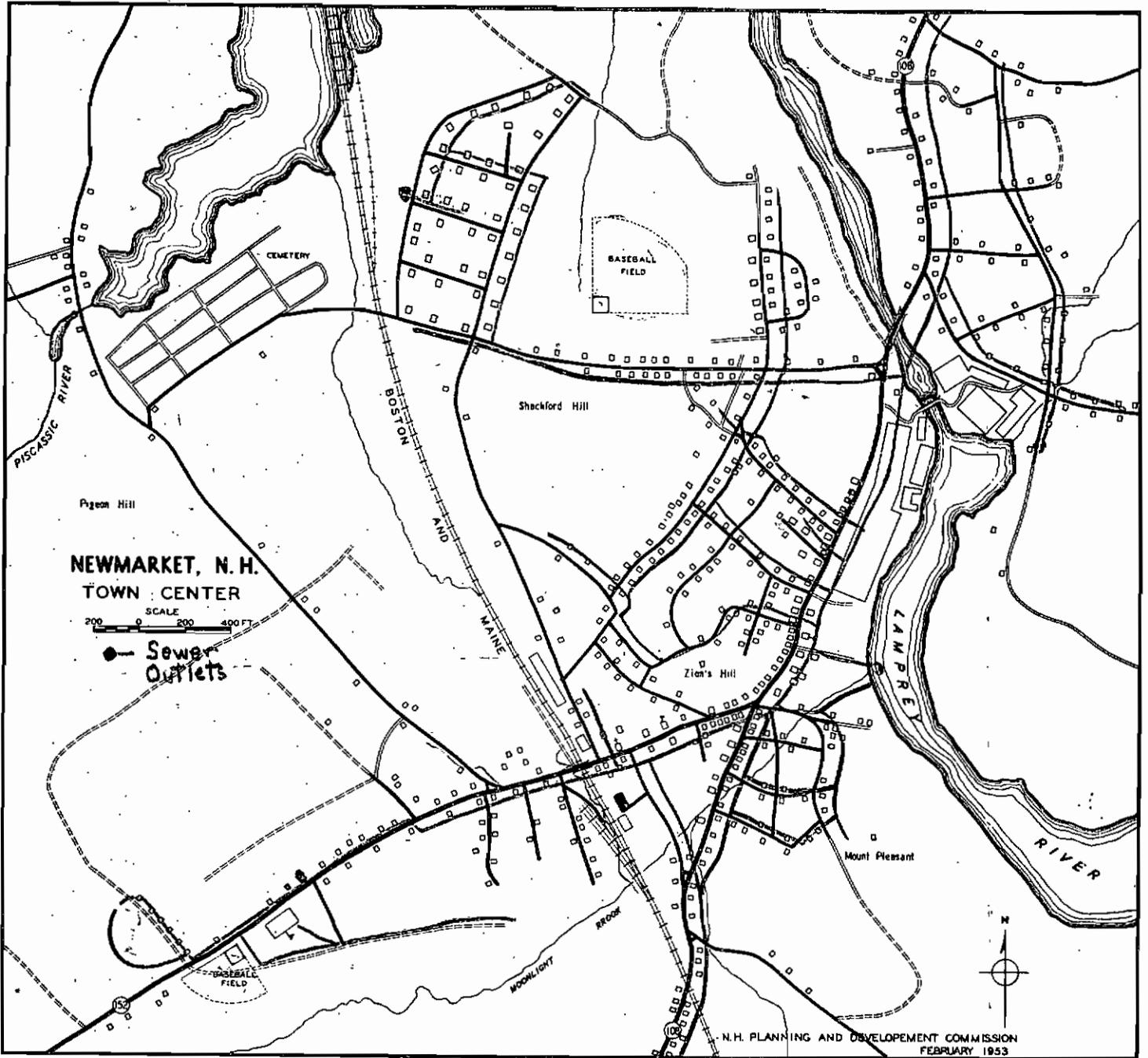
Population 1950 (Census)	2709
Population 1960 (Projected)	2890 - 3200
Population 2000 (Projected)	3200 - 5500

In addition to natural growth projection, these estimates include a possible influx of from 150 to 300 individuals as a result of the construction of the Newington Air Base. Despite such a potential growth, Camp, Dresser and McKee, Consulting Engineers, indicated that the Newmarket water system was adequate. Our survey would confirm this conclusion. While there seems to be no question concerning residential expansion, doubts have been raised concerning industrial water use. For example, Superintendent Nutting has stated that housing expansion caused by population growth would pose no problem. He believes, however,

that the system could not carry any further large industrial consumption. In considering this aspect of future water supply, it should be noted that in the past the system has supplied 100,000 gallons per day to the Boston and Maine Railroad. This fact alone would indicate that there is sufficient supply for some industry. In addition, the Lamprey River might provide a source of water for industry. Past experience again suggests the feasibility of this approach. A distilling plant which was located in Newmarket at one time took adequate water supply from the Lamprey River, thereby avoiding a tax upon the Town water system. The use of Lamprey River water for industrial purposes seems quite practical.

As there is very little residential or industrial property upstream from Newmarket adjacent to the Lamprey River, it would seem that the water flowing in the river should be reasonably clean up to the point where Newmarket wastes are introduced. Unfortunately, no pollution data on this part of the river is available. Industry, however, does not generally require highly purified water for process purposes. River water is at present being used by all of Newmarket's four industries for processing, cleaning, and cooling. In addition, one plant has a water purification system which renders the river water potable for the personnel. For manufacturers, other than those of products for human or animal consumption, or others having a particular need for uncontaminated water, it would appear that water from the Lamprey River would be well suited for industrial uses.

These facts seem, then, to preclude the possibility of new industry being excluded from the Town due to lack of sufficient industrial water. Potable water for workers could, of course, be drawn in sufficient quantity from the Town water supply system without overtaxing existing facilities. As indicated previously, the quantity of river water available for processing is substantial.

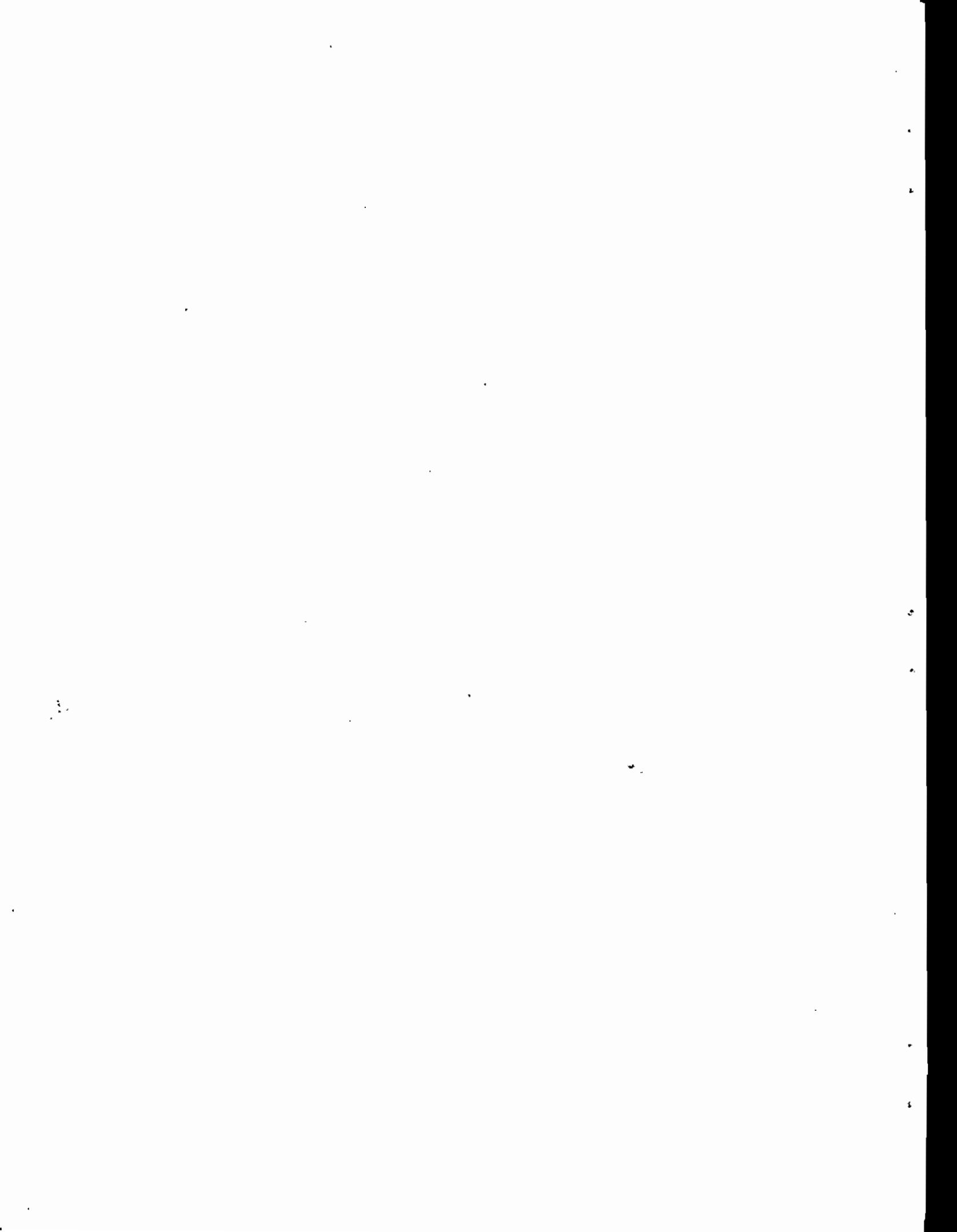


**NEWMARKET, N.H.
TOWN CENTER**

SCALE
0 200 400 FT.

● Sewer
Outlets

N.H. PLANNING AND DEVELOPEMENT COMMISSION
FEBRUARY 1953



It is our conclusion that the present water system in Newmarket is adequate for present purposes. Supply appears sufficient for some time to come, unless a phenomenal increase in population occurs. It is our recommendation, however, that serious consideration be given to the gradual replacement of existing equipment. It is our belief that the community would benefit from a long-range program which might avoid an emergency and would safeguard the welfare and safety of the citizens of the Town.

4. Sewerage, Sewage Disposal and Pollution

If it were not for the pollution effect of sewage and industrial wastes, no disposal problem would exist. Wastes would be disposed of in streams, lakes, ponds and tidal waters indiscriminately. This is, however, not the case, and the pollution of natural bodies of water has become a substantial community, State, and Federal problem.

In 1945, Great Bay, a tiday basin to the west of Portsmouth, became the subject of an extensive study by the New Hampshire State Planning and Development Commission, the study being entitled "The Great Bay Plan." Among the problems discussed in this report was the matter of pollution of waters of the Bay. The following is quoted from the statements made therein.

"The Town of Newmarket has a condition closely akin to Exeter's. Raw sewage is released from four exposed outlets into the Lamprey River close to the main business street. There is a large quantity of factory waste also discharged nearby. The river banks are therefore not clean, and strong, foul odors are often swept through the business section of the town. It is, of course, debatable how much of this is directly attributable to sewage alone. In the settlement referred to as the "New Village" there is a septic tank, the effluent of which contaminates the brook that drains into the Lamprey, because the tank is not properly operated.

"Exeter, on the other hand, contributes heavily to pollution by six outlets in the Exeter River. During the school year, the town's normal population is augmented by the population of Phillips-Exeter Academy. One large

factory discharges waste directly into the Exeter River. All town outfalls do not extend to the water. As a result the banks and mudflats of the river at low tide in summer are foul-smelling and unattractive. The odor permeates to the main business street, which is situated close to the river. Use of the river for pleasure boating has practically been discontinued partly because of the pollution conditions. In the winter time, the course traversed by wastes running downstream is seen as a yellow stain in the ice the length of the frozen river, plainly visible from the adjacent highway. Under winter conditions, the frozen river in the center of the town annually becomes a dumping area. Only a single public septic tank servicing a limited area where the hospital is situated represents the public treatment of sewage in Exeter."

Our survey not only confirms these conclusions concerning the pollution problem in Newmarket, but also indicates that the condition ascribed to Exeter pertains equally to Newmarket. There can be no doubt but that Newmarket is responsible for much of the pollution of the Great Bay. This is further attested to by the State Board of Health, the Biological Institute, and the U. S. Public Health Service in reports compiled from water samplings indicating the degree of bacterial pollution. These studies show an average of 2,895 coliform organisms near the mouth of the Lamprey River from 36 cultures run. The maximum number of coliform bacteria per 100 milliliters of water from a health standpoint is 70. In other words, waters exuding from the Lamprey River are from a pollution viewpoint 40 times in excess of that acceptable from a health standpoint, certainly not a type of concentration which can be condoned by State authorities or other communities downstream from Newmarket. Further it would appear that a large percentage of this pollution concentration originates in the wastes of Newmarket, as there is very little population bordering on the Lamprey River upstream from Newmarket. Pollution concentration from the Lamprey River, while not the worst pouring into Great Bay, is far from the best.

Figures from the same authorities quoted above show the following concentrations at the mouths of the various streams entering into the Bay.

	<u>Av. Coliform Bacteria per 100 Milliliters</u>
Exeter River	9,020
Lamprey River	2,895
Bellamy River	1,573
Oyster River	803
Upper Piscataqua River	767

While these statistics indicate that Newmarket is by no means the worst offender in the pollution of the Great Bay, they do not by any means excuse the Town from corrective action. The following statements indicate the immediate need for remedial efforts.

"Pollution and Health - The strongest argument in favor of scientific sewage disposal is the protection of public health. Because New Hampshire prides itself upon its reputation as a vacation state, communities share a deep responsibility to visitors of the state as well as residents in the matter of taking all reasonable precautionary measures for the sanitary conditions surrounding human activities. The discharge of raw sewage into brooks and rivers is a perpetual, potential menace to public health.

"Pollution and Fisheries, Industries. - Secondly, there is the general effect of pollution of fisheries industries to be considered. Some types of pollution act to discourage fish life. Bacterial pollution of some portions of the Great Bay waters, while not killing off the fish, has already caused the commercial sale of shellfish from these sections to be declared unlawful. Thus the intelligent development of a valuable resource is being deferred day by day, awaiting relief from existing conditions. While pollution has little effect upon present manufacturing plants on the rivers tributary to Great Bay, nevertheless, some new industries may be prevented from taking root because of contamination of river water that might be needed for certain washing processes.

"Pollution and Recreation - The effect of pollution on recreation is evident. Land for permanent or seasonal homes is little developed when offensive odors arise from mudflats soaked in sewage. People are reluctant, and surely unwise, to swim in water that is carrying public sewage. They will patronize regions where bathing may be enjoyed without anxiety. Power and sailboat enthusiasts, however attractive

may be the Bay and its pastoral river views, will avoid dirty waters which befoul the waterlines of boats. It is not pleasant to make a summer mooring station of a picturesque spot like the head of the Cocheco in Dover, or of the Exeter River in Exeter or of the Lamprey River in Newmarket when public wastes in large quantities are pouring into the river basin continually."

Having in mind all these facts, the cost, methods, and economical feasibility of correction must be considered. For one community to correct its condition without the other pollution contributors doing their comparable part would be, in a sense, wasted effort on the part of that community. The effective elimination of the detrimental pollution must be a cooperative effort on the part of all contributors. The problem then becomes not Newmarket's alone, but one involving all who border on the bay or rid themselves of wastes which ultimately flow into Great Bay. A firm understanding should be reached between all such communities that each will carry out its burden to the same extent and efficiency as the others. Such an agreement, while no doubt difficult to attain, can certainly be reached by sufficiently energetic and visionary representatives adopting reasonable and fair attitudes towards their real responsibilities for the final accomplishment of a general benefit for all.

The collective effort toward correction, however, requires leadership. The Town of Newmarket could readily supply that leadership. A program by which Newmarket would seek to clean its own back yard pollutionwise and seek the cooperative effort of neighboring communities would do much to raise the prestige of the town in the area. Certainly, the resultant publicity might well have a favorable effect upon many other aspects of community life. In the following pages we shall seek to describe some of the steps which might be undertaken to alleviate the problems.

Newmarket's existing sewerage system serves a high percentage of its population. Figures on the actual coverage are not available. The attached

maps, showing the extent of the collections, indicate, however, the service coverage. It is presumed that all properties within reasonable reach are connected to the system. From the maps, which have been made from surveyors' engineering field books, it has been calculated that there are approximately 25,600 feet of collecting sewers. This indicates that service is available to approximately the same group as that served by the water supply system, all but the most rural parts of town.

The system has three outlets, one in the "New Village" area and two which discharge directly into the Lamprey River. Those outlets discharging into the Lamprey River discharge raw untreated sewage, while that in the "New Village" area is equipped with a septic tank. The tank has apparently outlived its usefulness, however, and the purifying effect it may have on the sewage may be considered to be little, if any. For all practical purposes it may be concluded that all wastes, human and otherwise, eventually find their way into the Lamprey River and that none of these wastes are properly treated. It is this condition that lends to the general contamination of the Great Bay, a substantial natural resource which is suffering destruction with no return to the community.

Compared with other communities, Newmarket is fortunate in being located on tidal salt waters. Its wastes can be discharged with only the simplest purification treatment, since other communities in the area cannot draw domestic water supply from such waters. If the waters into which wastes are discharged were of a character usable for domestic water supply, the necessary treatment of wastes could be much more complicated and expensive. Under such circumstances, this complicated and expensive treatment would be mandatory under Chapter 166 of the Revised Laws of the State of New Hampshire. While Newmarket is exempt from these statutory provisions, there are at least three steps which it can take on its own initiative to remedy its sewage disposal problem.

1. Ordinances may be passed preventing the discharge of wastes into the Lamprey River by either private individuals or industries unless satisfactorily treated and purified by some recognized and suitable treatment. Periodical and rigid examinations should be made of such material as it is discharged to assure that the principles of such ordinances are carried out.

2. A primary treatment and dosing sewerage disposal plant can be constructed by the Town of Newmarket for purifying its wastes before discharge.

3. The three existing discharge points can be suitably tied together to a common lead to the proposed sewerage treatment plant.

From U. S. Geological Survey maps of the area, it would appear that the best location for the treatment plant would be on the right bank of the Lamprey River directly below, but outside, the limits of the center of the Town. This land appears to be available as no construction is shown on any of the maps consulted, and it is evidently woodland or pastureland. From the population growth figures of Camp, Dresser and McKee, quoted earlier in this report, it would appear that a treatment plant designed for a population of 3,200 would be adequate and would meet with expected future population growth. A plant of this size would cost approximately \$15.00 per unit of population or a total of \$48,000.

With the treatment plant so located, it is estimated that about 5,500 feet of pipe would be required to connect and tie in three existing outlets to the treatment plant. Pipe of this type with all necessary fittings costs approximately \$20.00 per lineal foot in place. This would then represent a capital expenditure of \$110,000.

Correction of existing conditions and prevention of Great Bay Pollution would then cost as follows:

5,500 lin. ft. pipe @ \$20. foot	\$110,000.
Treatment plant for 3,200 pop. @ \$15. per head	48,000.
Total Cost of Corrective Measures	\$158,000.

While this appears a staggering sum for a town the size of Newmarket, if divided over 20 years and spread over the population, the cost reduces itself to approximately \$2.50 per year capita for 20 years. With all the benefits that may accrue from such a system, it appears that such an expenditure is not a serious hardship. If the Federal Government should construct any facilities, as has been considered in the past, it would no doubt be interested in tying into the Town system. Through reasonable contributions from this source the per capita burden might be materially reduced.

According to a publication of the Federal Security Agency, Public Health Service, published in 1951, New England is far behind many other sections of the country in its sewerage treatment. If, in the future, Federal or State agencies should bring pressure to bear by legislation, many communities will be forced to take corrective steps. It is known, for example, that in Massachusetts within the last few years the State Public Health Department authorities have brought considerable pressure to bear on the town fathers of many communities for the purpose of eliminating adverse pollution conditions. As a further consideration, it might be noted that construction costs have been rising rapidly in recent years. Consequently, it might be a matter of wise economy to take remedial action now. Procrastination until the corrective measures are forced upon the community might result in considerably higher construction costs.

A pollution problem allied to sewage disposal is the care of the town dump. Rain or melting snow seeping through the decomposing waste material in a dump eventually finds its way into some body of water and has a polluting effect thereon. In a broader context of health conditions, a dump is undesirable as it is a breeding place for rats, insects and other types of vermin.

If the corrective steps already recommended are taken by Newmarket and expenses of the magnitude shown are incurred, it would certainly appear wise to investigate the polluting effect of the dump on surrounding waters. If the investigation shows a serious polluting effect, steps should be taken to effect correction. Two measures could be adopted: (1) separation of garbage from the rubbish, with disposal of the garbage by some other means; and (2) incineration of rubbish and garbage. Incineration possesses definite advantages. Residue is clean and sanitary and, in some instances, can be used for fill. In a town the size of Newmarket, a municipal incinerator would, of necessity, be small. The cost of such an undertaking would probably be economically feasible only if the construction were undertaken in conjunction with the surrounding communities. It is recommended that corrective steps be taken at the dump only after the other corrective steps on sewage disposal are completed.

In the final analysis, indiscriminate pollution cannot be condoned. While it must be admitted that Newmarket is not the sole delinquent in Great Bay pollution, it is unquestionably a participant. If the polluted conditions in Great Bay could be corrected by the proper treatment of the wastes now being discharged, many benefits could accrue to the community. Recreational facilities would be greatly enhanced. The return of healthy bathing facilities to the people is alone a considerable asset. Conditions for recreational and

commercial boating and fishing would be immeasurably improved and could prove to be a great asset, not only in terms of the local residents, but as an attraction to outsiders as well. Recreational boating is a fast growing pastime and a substantial industry. Its promotion in the sheltered waters of Great Bay could well be a boon to the entire area.

There can be little doubt that a concerted effort to eliminate the pollution conditions by the communities bordering on the Great Bay will prove worthwhile from a commercial, esthetic and sanitary standpoint.

5. Recommendations of Administrative Problems

In the course of this survey, we have noted a number of problems, the correction of which might lead to a more efficient operation of the water and sewerage system in the Town of Newmarket. Some of them are listed as follows, with suggestions or possible corrective action.

1. There is considerable difficulty in securing complete and accurate data concerning the location, age and condition of many facilities; for example, the exact extent of certain sewer lines is difficult to determine and the age of much of the equipment is estimated, rather than documented. It is true that much of the information is available in scattered sources and more is in the minds of able men. However, it would be of extreme value if a systematic record of past operations could be compiled for future reference. This can only be accomplished through the joint endeavors of all individuals concerned with the water and sewer systems. These records could also readily serve as a guide for future planning and operations.

2. The question of the proper utilization, reimbursement, and authority of supervising personnel has several times arisen during the survey. It was suggested that one full-time supervising officer be placed in charge of highways, sewers and water departments. The highway agent received somewhat over \$2,500 for labor and salary and the superintendent of the water works \$3,000. The total salary of these two positions would constitute an adequate and attractive income for an able and qualified town engineer.

Such a position with dual responsibilities would be both practical and efficient and could provide the technical knowledge needed to keep the systems at top efficiency. He would also provide for economical maintenance. To implement this proposal, it is recommended (1) that a competitive type of opportunity be opened to those who are interested and qualified; (2) that the salary of the superintendent be increased; and (3) a slight increase be given to two principle assistants. This would not necessarily increase the salary budget of the department. The 1952 Newmarket annual report shows that \$1,401.95 was paid for labor to assist the water superintendent and his two permanent workmen.

3. Furthermore, it is suggested that this full-time employee be in charge of a centralized purchasing system. It is easily noted that the purchases of supplies for the water works were made from no fewer than 18 sources with the expenditures of over \$4,102. Thus, it is obvious that the disbursement of money for supplies is not a trivial matter. An example of the current system of purchasing was noted at the past Water Commissioners' meeting. The item to be purchased was a new truck.

Instead of "shopping around" for a good buy, or writing for bids on a truck of the desired specifications, the arbitrary desire of the superintendent was accepted. Thus, through an inefficient purchasing system, an expense of \$100 to \$400 more was incurred by the Water Department. This is but one example; however, it is clear that an efficient purchasing system would more than pay for itself in money saved, efficiency and accountability.

4. This report has stated that certain extensive repairs will be necessary in the near future. The cost of these expenditures should normally be defrayed by a surplus or repair fund. The surplus fund that once existed is now defunct. This basic principle of business operation should be reinstated as part of a soundly-run department.

5. It is also suggested that an annual sewer tax be instituted to augment the sewer and repair replacement fund and current expenditures. The Town can hardly run the sewer and water system on a philanthropic basis. A nominal sewer tax collected with the water bill would be a relatively painless but beneficial source of revenue.

6. It is our consideration that some greater degree of recognition should be given the Water Commissioners for their efforts. The present token salary does not begin to compensate the Commissioners for their expended time and energies. Furthermore, a greater degree of compensation or recognition would serve to stimulate them to realize the responsibility and importance of their trust.

CHAPTER V
BUSINESS AND INDUSTRY

In considering Newmarket as a trading center, its position in a competitive commercial area must always be kept in mind. Within a 15 mile radius of Newmarket is one community with twice the population and two with approximately seven times as great a population. Because of their larger populations, these communities have developed and supported modern and extensive marketing facilities which are easily accessible to residents of Newmarket, and equally accessible to residents of neighboring communities. It should also be recognized that the largest trading center in New England is within a seventy mile radius, or at least a two-hour drive.

These facts naturally limit the type of commercial activity which can exist economically in Newmarket. As a rule, a new enterprise featuring large expenditure items cannot compete successfully with established competitive markets. It is evident, consequently, that a commercial and service center, based primarily upon subsistence goods and articles is most feasible for a town such as Newmarket. It is significant that Newmarket possesses at the present time most of the types of marketing facilities necessary to meet these requirements.

The primary question concerning Newmarket as a trading center is, however, whether it can expand and develop its existing facilities in order to serve a greater area and, consequently, draw more revenue into the community. Before attempting to appraise the problem, several pertinent facts should be stated.

Interviews with a number of businessmen in Newmarket reveal that the central problem in developing the shopping district is a lack of civic pride and desire for cooperative effort. While many individuals seem aware of the drawbacks in the center of town, there seems to be no incentive toward making an active effort which will improve appearances and bring more business to the town. While some steps have been taken, such as the addition of a street cleaner, a much more comprehensive program must be undertaken.

A large potential trading area is open to Newmarket if the townspeople and merchants wish to take the steps necessary to attract new customers.

Newmarket lies midway between the larger communities of Dover and Exeter. At an equal distance from these communities and Newmarket are a number of smaller communities, which might, with suitable inducements, turn their purchasing power from the larger communities to Newmarket. Based upon this premise the normal trade area for the town might be expanded from the 2,700 person population of Newmarket to a total maximum service population of 8,500, including parts of the population of Durham, Lee, Stratham, and Newfields as well as Newmarket.

II.

To encourage this population to shift its marketing habits, either wholly or in part, a concerted effort toward improvement must be made by existing facilities in the town. In present day, fast paced living, the buying public is uncompromising in its demands upon merchants. Without attempting a classification in order of importance, the more significant of the following requirements must be met before purchasing power will be shifted.

1. Uncongested traffic conditions
2. Adequate parking facilities
3. Attractive, modern, uncrowded stores and shops
4. One stop shopping facilities
5. Attractive surroundings

The present trading area of Newmarket, the center of town itself, is noticeably deficient in each of these respects.

1. Traffic conditions. With the exception of traffic from the west, entrances to and exits from the center of Newmarket are not wholly free from obstacles. Poorly graded rail crossings, sharp turns, and narrow, angled bridges are representative of the poor traffic conditions in the town.

Elsewhere in this report, suggestions are made for the modification or elimination of these traffic obstacles. The traffic situation is presently aggravated by parking along the main street. Diagonal parking results in congestion in some areas. If adequate off-street parking facilities are provided, it is recommended that parking on the main street be prohibited completely during heavy traffic periods: from 4 p.m. to 6 p.m. daily and all day Saturday. A red and yellow blinker light at the corner of Griffin's Hardware Store might also improve traffic conditions in the town.

2. Adequate parking facilities. Existing parking facilities are not sufficient for the present traffic volume nor will they be sufficient for any increased volume of trade. As a solution to this problem, off-street parking facilities could be increased. It should be noted here, however, that these areas should be located in proximity to the principle stores and shops and that they should be kept in good condition at all times, preferably being paved with asphalt and lined for parking spaces. As in many cities, these areas can be made to pay for themselves over a period of time by the installation of parking meters in the lot itself. (Advice and information concerning this technique might be obtained from the City Manager of Concord.) One possible site for such a lot might be the lot occupied by the old firehouse, which is now something of an eyesore and which could be readily eliminated.

3. Attractive Modern, Uncrowded Stores and Shops. It is an elementary principle of merchandising that stores which are competing for an increased market must, in addition to an adequate and reasonable price schedule, maintain their physical plants and equipment at a high level of appearance. An unpainted or faded store front will not normally receive the initial interest and attention of the customer, if there is a more attractive store with a painted or glass front nearby. Well designed signs further enhance the appearance to the prospective customers.

As a part of this survey, an experiment was made to test the reactions of individuals to the commercial establishments along the main street. A number of individuals, previously unfamiliar with the Town, were driven slowly along the main street and asked to select the stores which appeared most attractive to them. Only three of the establishments gave an appearance sufficiently neat, attractive, and unique to interest the observer. Similarly, very few of the window displays caught and held the attention of the disinterested observer visiting the community. Obviously, then, one of the first steps in increasing the market potential of the town must be a general face lifting of the store fronts. Some could be improved simply by painting the building; others would require more extensive work, which might include glass or composition fronts along with well decorated display windows. Modern marketing practice suggests that the best window displays are those which are relatively simple. Two or three items attractively placed in a window, supplemented by simple but colorful decorations, attract as many customers as do the windows in which the proprietor has placed a sample of every item in his stock.

Another technique for improving the appearance of the commercial area might be the use of display windows which would break up the monotony of the face of the commercial area. Set back windows, ones placed on a diagonal, and floor to ceiling windows are designs which might lend a more attractive appearance to Main Street.

Attractive exteriors and displays are not the sole solution, however, to marketing problems. The interior of the store must also be attractively laid out so that it will create and maintain the interest of the customer. The enterprise which desires to enlarge its purchasing public should take every

means possible to insure that the interior of the store possesses the following qualities.

1. Well-lighted salesrooms
2. Wide, uncluttered aisles
3. Clean, well-painted walls and fixtures
4. Clean floors, preferably covered with a type of composition tile
5. Simple arrangements of goods and counters for display
6. A minimum of displays, counters, or shelves above the eye level of the customer.

A combination of these factors within a store gives an appearance of cleanliness, spaciousness, and prosperity, all of which are factors which impress the new patron and prompt him to become a steady customer. Renovations of this type would go a long way toward removing the "small townish" quality which one resident of Newmarket has reported as one of the major drawbacks of its commercial district. In many cases, the modification could be undertaken with a small initial investment. If the improvements attracted new customers, additional changes could be made. (During the course of this survey, housewives in Durham who were interviewed, remarked that among the main deterrents to shopping in Newmarket have been the combined external and internal appearance of the stores.)

It is obvious that the improvement in physical appearance will not alone provide a sufficient inducement to attract new clientele. These changes must be accompanied by reasonable price policies and a stock of good quality merchandise. Customers will not shift to a renovated Newmarket trading center if the prices are excessive in relation to surrounding areas. Nor will they shift if the standard trade names or brands usually demanded are not stocked. Merchants should watch closely the types of products sold in neighboring communities as well as the prices being charged. A weekly or bi-weekly trip for this purpose might frequently pay off with increased patronage.

The marketing improvements outlined here, once completed, might be supplemented by concerted efforts to create interest in the renovated facilities. The Durham market could be readily reached through extensive advertising in the college newspaper. Individual proprietors might well attempt to determine the special products desired by the expanded marketing area and seek to insure new patronage by stocking such goods. In other words, the individual shopkeeper should determine the tastes of his potential buying public and cater to them. Such information can be readily compiled by talking with customers, following trade journals which indicate trends in merchandising, and by actual surveys of the potential market. In one area, a store which was in the process of reconditioning its facilities sent out a double postcard to all potential customers. The card contained an announcement on one of the cards that the store was being modernized and enlarged. This was supplemented by a request for an indication of the types of products and facilities which were needed and desired by residents of the area. In such a way, the store publicized its new policies and at the same time determined the interests of its potential customers. Merchants in Newmarket should be constantly alert to the fact that advertising, through the press, radio, or by means of handbills, can pay off when it is combined with good facilities, products, and salesmanship. Circulars such as those used recently by LaBranche's Market are a step in the right direction. Several stores might well have a joint advertising circular similar to this printed for distribution in neighboring communities.

4. One-stop shopping. In general, Newmarket possesses most of the stores which are necessary for one stop shopping. However, some of these facilities would have to be expanded or consolidated to bring about better customer service. For example, a supermarket, with butcher shop facilities, fresh fruits and vegetables, and frozen foods, as well as a variety of foodstuffs, is one prerequisite of the modern shopping center. Such conditions as self-service, adequate floor space, clear aisles, and prompt checking are necessary in a

modern grocery market. (One store in Newmarket already meets many of these demands).

Adequate variety stores and hardware facilities, other necessities for one stop shopping, already exist in Newmarket. A third type of facility which is considered essential for one stop shopping is a modern drug store, which provides the service of a registered pharmacist. The lack of pharmacists in the area surrounding Newmarket, particularly in Durham, may provide a key to the feasibility of expanded drug facilities. A modernized drug store, with the services of a pharmacist, could easily be supplemented by a full line of cosmetics, tobacco, and medical supplies, as well as the usual stock of magazines, newspapers, and possibly a lending library. Bake shops, barber shops, beauty parlors, jewelry stores, and appliance stores already exist in the town. With a modernization of the existing buildings, these could readily attract more trade to the town.

Adequate restaurants and lunch rooms are also an essential part of one stop shopping facilities. While lunch counters already exist in Newmarket, there are few, by admission of citizens of the town themselves, which provide an atmosphere in which residents of nearby communities in town for shopping might wish to stop with their families. Consequently, a clean, attractively decorated lunch room serving good, light lunches, such as the new Colonial Restaurant, may well serve a useful purpose in rounding out the commercial center of town.

The opening of a state liquor store in the area would provide a well-rounded shopping center. Regardless of one's attitude toward liquor, one must recognize that individuals buying liquor supplies on Saturday will frequently go to an area where they can combine most of their shopping at one time. It is conceivable, and has been suggested by some citizens of Durham during this survey, that this shopping trend to Dover (one mile farther than Newmarket) is prompted in part by the availability of a liquor

store there. If a liquor store were added in Newmarket, along with other improvements in the commercial center, many shoppers from Durham might be drawn to the town.

5. It is obvious that shoppers will not be attracted to a shopping center, no matter how modern or adequate the facilities are, unless the area is a pleasant one to enter. Face lifting of stores alone will not provide the desired pleasant atmosphere. A Main Street characterized by loitering young people, using coarse or obscene language, will be avoided by many people who would otherwise use the shopping facilities. Nor will individuals who feel that their cars may be tampered with while parked be disposed to utilize the shopping area. In other words, the social atmosphere in the commercial center must be pleasant if new customers are to be attracted. It should also be noted that there are individuals, both in Newmarket and in surrounding communities, who feel that the large number of stores and establishments dispensing beer have a detrimental effect upon the business district.

It must be admitted that the main street of town is not a particularly inspiring sight. Improvements in store fronts will help this problem considerably. Other steps might also be taken. For example, in many towns faced by a similar lack of shade trees along the street, dwarf pines and evergreens in containers have been spotted along the sidewalk to relieve the monotony of the street. Every possible effort should also be made to preserve the shade trees which do exist along some parts of Main Street. Daily efforts should be made to insure that the street is entirely free from litter and papers from spring until autumn, while adequate snow and ice removal on both the streets and sidewalks should be ensured in the winter.

III

In the above section, the major problems in the improvement of the Newmarket commercial section have been reviewed. No efforts have been made here to measure exactly the drawing power which a renovated and publicized "Main

Street" might have. Nor have we attempted to estimate the cost which the suggested changes might have for the individual proprietors. A marketing survey of this nature would involve more time and expense than was available to our group. However, we do believe that many proprietors can estimate their personal situations for themselves in the light of the suggestions made here. The general criteria which have been laid down provide guide lines by which individuals can evaluate their enterprises.

The achievement of these conditions can be attained by both individual and group effort. A Chamber of Commerce might aid considerably in developing the business of the town. By working together, merchants could plan the improvements of their individual businesses so that they would blend, rather than clash, in appearance. Proprietors could work cooperatively to divide the hours of business which would be most advantageous to all and which would attract the most business. They could jointly undertake surveys which would attract the type of merchandise which residents of neighboring communities would most like to see within the stores of Newmarket. Cooperative effort towards publicizing available facilities could readily be undertaken. Cooperative effort within the town government for a clean, well-lighted Main Street and adequate parking facilities would likewise be necessary. In other words, a planned, cooperative, effort which recognized that commercial facilities can and should be improved is the keynote for future development. When combined with good salesmanship and showmanship, the town may readily improve its economic position in the region.

INDUSTRY

The industry of any small town is generally its life blood; and this seems to be the case in Newmarket. There are seven mills in the town and most of them are in operation. Number one mill is owned by MacCallum Company and is used for storage. Number two mill is used by the N.H. Electric Company and Rockingham Shoe Company. Number three mill is owned and operated by the Sam Smith Corporation. Mills number five and six are owned and rented out by the Industrial Association. The Association bought the mills to rent to shoe manufacturers, but this practice will probably be used as a last resort. The mills draw their power from the Lamprey River through the N. H. Electric Company. While many of the residents of Newmarket work in surrounding communities and industries, such as the Portsmouth Navy Yard, the shoe factories employ about 1200.

One area for industrial expansion within the town appears to be the four-acre parking lot behind the Public Library. There appears to be no floor space within the mills for further development. As a matter of fact, the floor in number five mill is unable to support new type machinery which is too heavy. When the old machinery is worn out, a new site must be found to replace the old mill. Reconstruction of the old mill will probably be economically unfeasible.

There are diverse opinions within the town concerning the adequacy of facilities for drawing new industries. One individual was of the opinion that no land was adequate enough to draw new industries so that few industries would consider erecting a factory in any case. Another individual, on the other hand, believes that an ideal site for a new industry would be the area between Rockingham Junction and Ash Road. Power facilities are very convenient in this area since a power line cuts across the site.

There is also some question concerning the types of industries which should

be attractive to Newmarket. It is probable, however, that Newmarket should continue to think in terms of diversified industries as it has in recent years, rather than in terms of textile and shoe factories. There is general agreement, however, that employees in the area are plentiful and that the tax situation is very favorable to industry.*

The present economic condition of the people in Newmarket is, according to one source of information, average. However, there are indications that it is below average. The average mill wage is around \$50 per week, which is below mill wages in the rest of New Hampshire but par for this area. In Penacook, New Hampshire, for example, factory wages are in the vicinity of \$70 plus a week. It must also be taken into consideration that the mills are shut down part of the year, sometimes three or four months at a time. This drops the mill worker's annual income below even the area average.

The fact remains, that if and when industry does inquire into the potentialities of Newmarket, the town has no definite information to offer. It might be a great help to make a study such as that made in Newport, N.H. to determine the type and size of new industries that can be supported by the community. The report that resulted, prepared with the help of the Industrial Division of the New Hampshire State Planning and Development Commission, included valuable information on:

1. Location of town
2. Geographical conditions
3. Labor force available
4. Transportation facilities
5. Utilities
6. Industrial fuels available
7. Production Materials
8. Local industries
9. Local and state tax structure
10. Civic data
11. Aids to industry
12. Industry, property, and sites

*In fact, in our opinion, taxes are comparatively low, with assessments as low as 25 percent of actual value.

This information was supplemented by photographs, maps and graphs. A small pamphlet containing such data prepared by Newmarket for distribution to industries interested in the town might serve as a good publicity measure and would assist in planning industrial expansion.

CHAPTER VII
ZONING AND PLANNING

Zoning and town planning provide a possible means by which the town of Newmarket may guide its future development. The idea of planning is by no means a unique one. Town and city planning is evident in all civilizations, ancient and modern, primitive and advanced. In America, as early as 1623, the New England town fathers allotted lands to individuals in compliance with a communal plan. As the population increased, the development of New England towns followed a pattern that can easily be seen even today.

The making and accepting of land designation and regulation have always been the American way of life. Weaving the pattern of individual rights within the fabric of community harmony has been of paramount interest.... Community planning is by no means an accidental tradition; but rather it is a method that is utilized to protect the health and welfare of a community's inhabitants, to increase the attractiveness of a local community, and to achieve better use of a community's resources.... Planning, in the broadest sense, of course, has always meant looking into the future, envisioning a desirable end, and, then, with the materials at hand, setting out step by step to achieve it.

How does a community go about achieving an effective solution? The answer is that there is no single, simple solution to a community's problems. What needs to be done in any particular community is apparent only to its citizens, and it is they who must recognize their problems and cooperate in finding the answer. The State of New Hampshire has made available to the communities within its jurisdiction adequate means by which a municipality may develop itself. The success which some communities in the state have had in using these means and the possibility of similar action in the town of Newmarket is outlined below.

1. Methods of Community Development

One of the means which the state has made available to the towns for local developmental purposes is the planning board which may be established at the option of the municipality by ordinance. The function of a planning board is principally to form a master plan, including the Board's recommendations for

improvement and alterations. The Board has no administrative authority unless it is given specific authority to control the subdivision of land. Rather, "by exploring the community's problems, it attempts to visualize future trends and gives its advice and plan for the solution to the Selectmen or the Council, and the townspeople." The board's program falls into two phases.

First: A long range plan to be carried on over a period of time. The information gathered by the Planning Board used as a basis for recommendations in special studies as well as for the gradual creation of an over-all plan of development. The basic tool needed for all studies is a town base map. (Adequate maps of Newmarket are available.) From the base map, basic studies can be made of population distribution, land use, and property tax map.

Second: Special studies are carried out as time permits and in the order of necessity. Studies involving immediate problems should be made for the purpose of making immediate recommendations to the Town Meeting. Included in this category are fire protection, extension of electrification, extension of abandonment of roads, water supply, sewage disposal, new areas for residential development, parks and recreations, and zoning.

Every phase of the development plan should be discussed by the many civic organizations throughout the community.

Among the planning tools most useful in building the community plan are the zoning ordinance, the building code, and land subdivision control regulations.

Insofar as zoning seems to be a difficult problem in the future planning and development of Newmarket, it will be given special consideration at this point. Zoning is a result of planning; it can be effective as a means of control only if the planning that proceeds it is carefully and intelligently conceived. There are several reasons why zoning ordinances are used as tools of planning.

Zoning safeguards homes by preserving attractiveness and protecting

environment of residential areas, conserves property values, prevents congestion, protects health, places residences, commerce, industry, agriculture in its logical place for the best interest of all the townspeople, provides for economy in the conduct of local government through insuring orderly development and the prevention of scattered developments throughout the town.

The best possible approach to a well organized zoning ordinance is to first establish a Planning Board which is given the authority to draft an ordinance in accordance with the needs of the particular community. The zoning ordinance, once formulated, is administered by an Inspector of Buildings, who issues building permits in accordance with the provisions of the ordinance. Power to enforce his decisions rests with the Board of Selectmen. Recourse from the decisions of the Inspector may be had by appealing to a Board of Adjustment and, if the applicant is still unsatisfied, he may appeal to the Superior Court.

Two important qualifications exist relative to zoning ordinances. The first is that no zoning ordinance may become retroactive; that is, uses existing at the time of passage are permitted to remain, whether they do or do not conform to the ordinance. The second qualification is that unreasonable restrictions may not be adopted. Building code regulations are not considered here because information available to the committee indicate that they are impractical in respect to Newmarket at this time. A typical ideal zoning ordinance may be secured in Suggested Procedure for Community Planning, Zoning, Building Regulations, Land subdivision control regulations, Trailer regulations, prepared by the New Hampshire State Planning and Development Commission (August 1952).

Another tool of planning that is frequently used is land subdivision-control regulation. These regulations govern the plotting of land and the development of subdivisions within the community. They establish standards which protect the community by requiring conformity to plans for the physical

layout of the community, avoiding scattering of lots, providing adequate lot size, and avoiding poor locations, conformity to an existing zoning ordinance, adequate provision for such improvements as streets, sidewalks, sewers, drainage facilities, and street access to the area.

Proper planning and control can save the community expenses in installation and maintenance; they can prevent narrow street rights-of-way, congestion and health hazards. They may provide simple and accurate deed descriptions to purchasers of lots, and they prevent the undesirable location of developments. The Town Meeting may empower the Planning Board to control land subdivisions by adopting pertinent regulations. By adopting such controls, a town may save itself unwarranted expenses. These controls are designed to protect the future of the town.

Information about land subdivision regulations may be obtained from the State Planning and Development Commission in its Suggested Procedure booklet or from the Federal Housing Administration publications.

In addition to the enabling legislation provided by the State, there are also numerous state commissions and agencies that render services to the municipalities in practically all areas. They may provide a community with maps, technical and general information, financial aid and industrial, commercial and educational aid or they may render services too expensive or technical for a community to undertake, such as, conducting surveys, promoting inter-community cooperation and informing the town's people through lectures, conferences, and literature. There are at the service of any New Hampshire community several State agencies that are willing to assist in community planning. They offer advice, services, and information simply on request and should be fully utilized. Some of these, such as the State Planning and Development Commission have been mentioned; others are the Tax Commission, the Seacoast Regional Development Association, the Attorney General's office, the Highway Department, and the Federal Housing Authority.

A number of communities in New Hampshire have taken advantage of the enabling legislation to establish a Planning Board. Most of these Boards have met with more than average success in the projects they have undertaken. The Concord Planning Board has undertaken such projects as street improvements, off-street parking, a utilities extension plan, land subdivision legislation. Future projects which they intend to undertake are the development of recreational facilities and the revision of the zoning ordinance. The Greenland Planning Board has provided regulations for building, a zoning ordinance, and land subdivision control regulations. The Rye Planning Board has formulated a zoning ordinance for proposal and intends to undertake subdivision control regulations. Committees in the vicinity of Newmarket which have set up planning boards are Durham, Newington, Greenland, Stratham, Exeter, and Epping. The experiences of several communities in zoning and planning are set forth below.

Canterbury. After town meeting approval, a planning board was established at Canterbury, New Hampshire. Shortly after its organization, the board sent a letter to each resident of the town briefly outlining its objectives and soliciting the participations of individuals throughout the community. This letter helped to win the support of the community and erase the popular opinion that a planning board was a secretly operating committee. The board decided that its aim was to develop Canterbury to the best interest of all its residents. Each member was asked to state problems that the town faced. A period of questioning and suggestions for action then followed. Some of the questions presented to the board were as follows.

1. What does Canterbury have to offer present and prospective residents?
2. Is Canterbury attractive to small business? Is this what we need?
3. In what direction should we proceed?
4. What do we have to offer?
5. What property is for sale or could be purchased in town?

6. Should we try to enlist one real estate agent to interest residents in selling property?
7. What type of people should we try to attract to live in Canterbury?

Some of the suggestions for future action which were put forth during this period were as follows.

1. The town could be cleaned up without any expenditure of funds if home owners would tidy up their property.
2. Roads should be continually improved, starting with roads on which residences were located.
3. An inventory should be taken of what the town had to offer or improve.
4. Small industry was not a real solution to the town's problems.
5. An effort should be made to attract retired people to build and live in Canterbury.
6. Zoning possibilities should be explored.

Sulo J. Tani, Executive Director of the State Planning and Development Commission, was invited to attend a meeting of the planning board and to discuss community development. As a result of this meeting, the town began to set goals for the development of an accurate town map, the exploration of farming possibilities, the adoption of building regulations, and the improvement of town property.

Loudon. In the town of Loudon, the Planning Board utilized information that was made available to them by the Planning and Development Commission when they formulated plans for future development. Among the initial steps taken in the town were the following.

1. The formulation of a building code, based upon a survey of practices throughout the state.
2. The initiation of a survey of townspeople for the purpose of drafting a town history.
3. The circulation of an inquiry to all property owners for information on the location and availability for development, rent, and sale of land and property for business, manufacturing, and recreational uses.
4. The consideration of methods of publicizing the community's facilities, through roadside signs and other advertising media.
5. The consideration of such town improvements as roads, playgrounds, and picnic areas.

Hampton. The Hampton planning board was established primarily for the purpose of formulating a zoning ordinance. The ordinance was formulated, but it encountered considerable opposition in the public hearings. A professional consultant was engaged and through his advice, the ordinance was revised and again presented in a public hearing. Several opponents spoke against the ordinance vigorously at that time. Again the ordinance was revised, after consultation with the townspeople. It is interesting to note that one uncompromising opponent of zoning in the town later became one of its strongest advocates, primarily because of the manner in which his personal affairs became involved. The opponent, a businessman, found the value of his property being decreased soon after the first public hearings, as a result of the establishment of an undesirable business on adjoining property. After learning that the contemplated zoning ordinance would not have permitted the establishment of such a business in his particular land use area, the businessman's opposition to the zoning of the town disappeared. This incident in itself indicates the desirability of consultation and discussion of planning on a broad basis before public hearings are started. In Hampton, continued extension of the zoning provisions has been advocated since its first acceptance.

Future plans for zoning and development in Hampton include the adoption of an official town map and the development of a master plan for the town's future. In making these preparations, the planning board has consulted with the city engineer of Concord.

Durham. Under the authority of the New Hampshire enabling act, seven men were appointed by the Selectmen of the Town of Durham to serve on a planning board for a period of five years. The first undertaking of the board was the formulation of a zoning ordinance. Patterned on the ordinance of Portsmouth, Dover, and Somersworth, the board constructed an ordinance which was well adapted to the town's needs and which was accepted in town meeting.

In the opinion of the Durham officials, the use of a planning board for the formulation of a zoning ordinance is the most desirable method of embarking upon a zoning plan. The method is, in fact, more popular than the alternative

method of setting up a zoning commission to formulate the necessary ordinance. Durham experience indicates also that there should be strict enforcement of the ordinance if it is to serve its original purpose, especially with respect to building code provisions. The Zoning Board of Adjustment in the town has worked well; its decisions have never been reversed by the state courts. Furthermore, the use of planning and zoning organizations have enabled the town to meet problems of increased residential construction and adjustment of the town water and sewer systems to such growth with comparative ease. At present the planning board is extending its activities to the development of a master plan which will look at least two or three years into the future. Portsmouth. The motto which has been adopted by the Portsmouth Planning Board is "Portsmouth is reaching for a better tomorrow." A full time city planner has been hired to develop a master plan for the city. Proposed plans for the following types will be incorporated in this master plan.

Community and neighborhood plans	A street plan
A parking plan	Land use and revised zoning plans
A subdivision plan	A rehabilitation project
Parks and recreational development	

It is contemplated that in the development of such plans a long range view of community development will be taken. Three projects have already been completed by the Portsmouth Planning Board. A new building code, based upon standards set by the National Board of Underwriters, the National Fire Protection Association, and the Building Officials Conference of America, has been drafted. A subdivision ordinance has been prepared, and a study has been made for the construction and maintenance of off-street parking lots. In addition, the Planning Board was responsible for the preparation of "modern" town report. Zoning Experience in Newmarket. Newmarket first set up a committee to formulate a zoning ordinance in 1952. The ordinance failed to gain acceptance in the town meeting, however. There are several probable reasons for the failure of the plan. First, the ordinance was an attempt to transfer ordinances of other towns to the Newmarket situation without fully adapting them to the town's

particular needs. Second, the ordinance was too complex and all-inclusive in nature. Greater flexibility would have permitted amendments which would have met some of the demands of townspeople. Perhaps the strongest reason for the defeat of the proposal was the lack of publicity and information concerning the intent and meaning of the proposal which was provided to the townspeople. Only one public hearing was held. There was little civic participation and consultation in the drafting of the ordinance, and it was hastily presented after completion. Furthermore, no outside agencies were consulted or utilized in the formulation of the ordinance, a procedure which might have been advantageous. It should be noted, however, that the ordinance contained many liberal provisions, such as the allowance of repairs on residences up to \$500 before application of the Zoning Commission. Another major defect of the ordinance was the conspicuous absence of an official map or any clear definition of the boundaries which would be set up for the various zones.

3. Conclusions and Recommendations

As indicated earlier, zoning and planning are not an accepted part of New England local government. The prior experience in Newmarket does not necessarily indicate that zoning and planning are not needed by the town. Rather, it indicates that a concerted effort toward informing the citizens about the prospective ordinance must be undertaken before action is initiated. Facts concerning what the plan does and does not mean should be fully explained.

The experiences of other communities outlined in the preceding section indicate what can be accomplished with zoning and planning ordinances. By initiating a planning board and by using the 1952 proposed ordinance as a point of departure (simplifying and modifying it where necessary), a community-wide effort can be made to bring badly needed planning and zoning to Newmarket. In order to be truly successful, the plans and zoning ordinance must come directly from the people of Newmarket themselves. It cannot be handed to them by an outside group and still be acceptable and adapted to the town's needs.

No unit of town government, except the already overworked Selectmen, is in a position to gather the facts and to propose recommendations for the future development of the town. Because of this situation, there is a definite need for a planning board. The board in itself would be only advisory; it could not enact ordinances by itself or impose its recommendations upon the town. Any authority which it would possess must first be delegated to it by the town meeting. In other words, the planning board collects facts and ideas which it molds into plans of action, which are then considered by the citizens of the town, and which eventually serve as guides for the town's best interest.

Citizens of the town should be made cognizant of the fact that the efforts of a planning board are directed toward the furtherance of the town's progress. The townspeople should be actively solicited for their suggestions. One possible means for achieving this is through the various clubs and organizations. Actually, the more advertising which is given planning and zoning, the better are its chances of success. At the same time, the town should ask for the services of state agencies which are concerned with planning and zoning problems and which have been established for the purpose of providing technical advice and service to communities.

In summary, it would appear desirable for the town of Newmarket to authorize the appointment of a planning board which would first formulate a zoning ordinance adapted to the town's needs and which would then set about the development of a master plan for community development. A supplementary organization should also be established upon the acceptance of the zoning ordinance as a board of adjustment to rule on grievances or appeals under the provisions of the new system.

CHAPTER VII
RECOMMENDATIONS

Throughout this report a number of suggestions have been made for the improvement of the town of Newmarket. These recommendations can be generally divided into two classifications, the first being those which will require formal governmental action and the second being those which can be best undertaken through the cooperative efforts of citizens of the town. The various recommendations which have been made are enumerated in the following list.

GOVERNMENTAL. It is recommended -

1. that the Town Clerk and Board of Selectmen revise the format of the Town Report in accordance with suggestions offered in this report.
2. that the positions of Highway Agent and Water and Sewer Superintendent be combined into a single position of Public Works Superintendent and that the labor forces of these departments be combined into a single, full-time labor force.
3. that permanent clerical personnel be provided, either on a full time or part time basis, to handle the town records and bookkeeping, and that this individual maintain regular office hours in the Town Hall.
4. that the administration and records of the town be centralized in renovated and enlarged town offices in the Town Hall, thereby making the building a town hall in more than name only.
5. that a centralized purchasing system be adopted under the supervision of the recommended Public Works Superintendent.
6. that the jail and police offices be renovated and maintained in a sanitary and efficient manner.
7. that serious consideration be given to increased care to the exterior of public buildings, including landscaping.
8. that the acquisition of new and needed fire equipment be brought before the town as soon as possible.
9. that the B & M Railroad and the State Highway Department be consulted concerning the improvement of the Exeter Road grade crossing and that a flashing light be installed at the hardware store corner in town.
10. that a municipally operated parking lot with meters be constructed near the center of town.
11. that immediate consideration be given to the construction of a sewerage disposal plant.

12. that an annual sewer tax or rental be assessed to defray the costs of maintenance of the sewerage system.

13. that an inventory of all water system equipment be made immediately with a view to gradual replacement of items which are at the end of life expectancy estimates.

14. that serious consideration be given to the expansion of marketing facilities through the location of a state liquor store in the town.

15. that either the State Tax Commission or a private firm be requested to make an appraisal study of property within the town.

16. that a tax property records system be installed upon the basis of modern record management practices.

17. that a civil engineering firm be hired to prepare a tax map of the town in order to ensure completeness of tax coverage.

18. that a Planning Board be established under state enabling legislation, with a view toward the preparation of feasible zoning regulations and the development of more extensive plans for community development.

19. that full use be made of all existing state advisory services in the development of the foregoing recommendations.

INDIVIDUAL AND COOPERATIVE MEASURES. It is recommended -

20. that a group be organized, either through the existing Service Club or through a separate Chamber of Commerce, for the purpose of improving commercial facilities of the town.

21. that this group promote the improvement of store frontage and window displays, the coordination of hours of business, publicity for Newmarket merchants, and the cleanliness and attractiveness of the interiors of stores.

22. that this group undertake an active educational campaign for its members to acquaint them with the recent developments on merchandising and advertising through group discussions with experts and through the mutual exchange of information concerning developments which have taken place in other communities.

23. that an annual contest be sponsored by the group for the enterprise which has shown the greatest improvement in physical plant and merchandising.

24. that the group assume the initiative in attracting commercial establishments into the town to provide services not already offered.

25. that an industrial survey be undertaken to determine the extent to which the town needs new industries and the types of industries which might best be suited to the town.

26. that the planning of industrial development be carried out jointly by the cooperative efforts of the proposed Planning Board and the Industrial Association, utilizing the facilities of the State Planning and Development Commission where necessary.

27. that recreational facilities for children of school age be improved, particularly for those in older age groups who are in need of organized social activity and that these efforts be made through local civic groups rather than through the town government.

28. that owners of residential and industrial property be encouraged to maintain their property in the best and most attractive condition in order that the town may make a favorable impression upon visitors and in order that it may become a better community in which to live.

Interviews

Douglas E. Hunter, Selectman of Hampton, N. H.
 Harry N. Munsey, Selectman of Hampton, N. H.
 Russell Skelton, Chairman of the Durham Planning Board.
 Robert D. Rousseau, Newmarket Town Clerk.
 Richmon Walker, Highway Agent, Newmarket.
 John Valliere, Policeman, Newmarket.
 Thomas Caswell, Chief of the Newmarket Fire Department.
 Mairy Gordon, Newmarket Librarian.
 Rex Avery, Principal of Newmarket High School.
 Arthur R. Beauchesne, Selectman of Newmarket.
 Ralph Berry, Newmarket Industrial Association.
 Thomas Fillion, Newmarket Water Commissioner.
 Harry A. Nutting, Newmarket Water Superintendent.
 Albert Brown
 Arnold Carey
 John Carmichael
 Dr. Chapman
 Charles Crowley
 Fred Durrell
 Ralph Haines
 Elmer Kimball
 William A. McQueen
 Russell McQuirk
 Robert Shaw
 C. K. Shelton
 Charles Stevens
 John Stevens
 Gibson, Kingston Manufacturing Company, Inc.
 Gordon Allen, MacCallen Manufacturing Company.
 Jessie Loiselle, Newmarket Tax Collector.

Industries, Businesses and Agencies Consulted.

Pioneer Manufacturing Company, Newmarket.
 Rockingham Shoe Company, Newmarket.
 Warren Manufacturing Company, Newmarket.
 Yankee Shoemakers Division of Sam Smith Shoe Corp., Newmarket.
 Griswold-Jeweler, Newmarket.
 Renee Store and Barbershop, Newmarket.
 Novel's Department Store, Newmarket.
 Priest's, Newmarket.
 W. A. Gagda-Watchmater, Newmarket.
 Kingman's Rexal Drugstore, Newmarket.
 LaBranche's, Newmarket.
 New Hampshire Electric Co., Newmarket.
 Freddy's, Newmarket.
 Jas. B. Griffin, Newmarket.
 Marie's Remnant Store, Newmarket.
 Newmarket Real Estate Agency, Newmarket.
 Atlantic States Marine Fisheries Commission.
 Department of Health, Education, and Welfare
 New England Interstate Water Pollution Control Commission
 Outdoor Life
 New Hampshire Planning and Levelopment Commission
 New Hampshire Water Pollution Commission
 New Hampshire Insurance Underwriters Corp.