

Appendix B

Economic Development

While economic development can mean different things to different people, most agree that it entails more than just bringing additional businesses and jobs or adding to the local tax base. Healthy and sustainable economies provide public resources to protect the environment, to preserve local character, to create a strong social safety net and to support quality public services. Accordingly, economic development initiatives should create an atmosphere that is attractive to and supportive of business initiatives without detracting from the local character of the community. Ultimately, the policies should work to diversify and strengthen the local economy and to ensure a healthy tax base with adequate resources to fund quality schools, parks, roads, and town services.

Goffstown has made considerable progress towards the Economic Development goals set in the 1997 Master Plan. This progress includes new zoning initiatives, design guidelines and progress towards utility expansion. Goffstown has also expanded its “soft” economic development infrastructure with the Goffstown Main Street Program and Pinardville Business Association, aimed at coordinating and enhancing economic development efforts at the village centers. As a result, economic conditions in the village centers have improved.



This Chapter provides an overview of the current economic conditions in Goffstown and includes recommended Action Items to help Goffstown continue recent efforts to realize economic health and vitality over the next 10 years and beyond. A key element in preparing these recommendations was ensuring that goals and objectives set out in the Chapter are coordinated with and mutually supportive of other elements of the Master Plan Update.

1 Economic Development - Historical Context

Economic activity in Goffstown's early days was almost exclusively agricultural, serving a predominantly self-sufficient economy. Lumbering and fishing were the main businesses of early inhabitants drawing on valuable timber and bountiful fishing of the Piscataquog and Merrimack Rivers. The Grasmere area initially served as the commercial and political center of Goffstown. By the late 19th century, the political center had shifted to Goffstown Village, where a commercial and residential center had also developed. The proximity of woodlands and water power spawned several manufacturing mills in the Goffstown Village area along the Piscataquog River. Pinardville developed at the turn of the 20th century with the prosperity of the Manchester textile mills. Agriculture, including orchards, poultry and dairy operations were prominent in the early part of the 20th century, but had declined in economic significance by the 1980s. Forestry declined with the cutting of the most valuable timber and the conversion of land to more economically attractive uses, including residential development. During the past several decades, Goffstown's commercial activity has mainly been centered on Route 114A in Pinardville, Main Street in Goffstown Village and a small center in Grasmere. Distinctions among these areas remain, requiring tailored responses to the challenge of economic development.

In the 1967 Master Plan, the Town is described as a suburban and residential community which had a projected need for retail and service establishments to serve the growing population. The plan also noted that a lack of industrially zoned land dampened the prospects for attracting industry to Goffstown thereby precluding the associated benefits of tax revenue and higher paying jobs. In 1967, there were 67 acres of industrially zoned land. This increased to 94 acres by 1976 which represented less than one percent of the Town's total land area. In the mid-1970s the land between Daniel Plummer and Route 114 was zoned industrial, along with small areas on Route 114 abutting the railroad.

By 1981, there were several small industries in Goffstown but no concentrated industrial growth. This was attributed, at least in part, to the lack of municipal sewer and water. The thrust of the 1981 Master Plan was to strengthen and diversify the economic base of the community by encouraging the establishment of new industries at specific sites. This had to be accomplished without unreasonable impacts upon the environment, as well as without incurring excessive community facilities costs. Protection against further commercial strip development in Pinardville and along South Mast Road was also desired. The 1981 Master Plan also contained statements and policies, based on a survey of Town residents, which supported additional economic development.

In general, the 1980s provided Goffstown with additional commercial and industrial businesses serving local needs and broader markets. For the most part, the majority of new businesses were of small scale, reflecting the desires of town residents. However, economic development in Goffstown occurred

at a much slower pace than some neighboring communities, while at the same time, the town was also experiencing rapid residential growth. There has been additional economic development since the 1987 Master Plan. Many local businesses, however, suffered during the recent recessionary period.

Several important actions have been taken in recent years in response to the many local economic development challenges. The Industrial Council, originally established in 1966, was renamed the Economic Development Council (EDC) and charged with assisting in the broader area of economic development of both commerce and industry. With its revitalization, the EDC began its new role by conducting an assessment of the Goffstown business climate. The EDC also serves as an advocate for local businesses and for new businesses considering locating in Goffstown. The Town has also expanded the responsibilities of the Town Planner to include coordination of economic development activities.

In 1982, the Industrial Corporation was formed for the purpose of fostering the Town's growth and prosperity through the provision of industrial, commercial, manufacturing and warehouse facilities. Although this Corporation is a private entity, it can and has served economic development in Goffstown by facilitating the transfer of several properties.

The 1997 Master Plan recommended a multifaceted strategy to strengthen and diversify Goffstown's tax base. These strategies sought to retain existing businesses, foster new business growth and development, and attract businesses from outside the Town. In the 1997 Plan, the Town also tried to secure a balance of businesses to service both local and wider (i.e., regional, national and international) markets. Following the 1997 Master Plan, Goffstown established the Goffstown Main Street Program. It is an economic development program to provide support, advice and promotion to current and potential business owners and residents of the Goffstown Village area.

The Route 114/144A Corridor Management Plan, adopted by the Planning Board in 2003, established a focused and integrated land use, economic development, and transportation strategy for the Town centered around the Route 114/144A corridor. This Master Plan Update expands this strategy Town-wide, always in a way that is compatible with the scale and character of the affected neighborhoods.

2 Employment Trends and Projections

Many Goffstown businesses, including retail, service and construction companies, primarily serve local needs and are referred to as non-basic establishments. Businesses which capture sales dollars from outside of the Town, on the other hand, are typically referred to as base (or basic) establishments. Base establishments function as engines for local and regional economies, bringing money into the community, expanding the economy and supporting secondary, non-basic establishments. Increasing the number of base establishments is an essential strategy of economic developers because

this activity generates the resources needed for maintaining or improving the overall well-being of the local community.

Historically, urban areas such as Manchester and Nashua have attracted the majority of regional basic establishments, while suburban areas such as Goffstown primarily developed as a residential community with most business activity focused on non-basic establishments such as providing residential services and amenities. As the greater Manchester area continues to expand, however, there are increasing options for Goffstown to diversify and expand its local economy. Attracting a larger proportion of the basic establishments forecast to locate in Hillsborough County would satisfy several of the Town's stated economic development goals, including diversifying and stabilizing the tax base and bringing more and higher paid jobs to the community. This Chapter discusses the existing economic conditions in Goffstown and recommends strategies that will help expand the local job base, tax revenues and economic activity to the community.

A. Overview

Table 1 provides an overview of key economic indicators for Goffstown and shows changes in these indicators between 1990 and 2000. This table reveals that Goffstown has made improvements in all of the key economic indicators, including total employment, business establishments, and median household income. Despite this success, however, economic development initiatives are falling short in two important and related areas: diversifying the tax base and providing high paying jobs locally. In 1994, commercial and industrial development contributed 10.7 percent of all property valuation; in 2002 this number was 12.5 percent. By the next year, in 2003, this had dropped back to 9.4 percent.

In addition, there is an increasing gap between the type of jobs available locally as compared with resident job skills, and income levels required to buy a home in Goffstown. A key economic strategy in the future, therefore, will still be to achieve more diversity in the tax base and attract more high paying jobs for residents.

	1990	2000	Percent Change
Population	14,621	16,929	15.8%
Employment	8,080	9,066	12.2%
Business Establishments	212	260	22.6%
Residents Commuting Out of Town	6,069	6,971	14.9%
Non-residents working in Town	1,986	3,122	57.2%
Median Household Income	\$ 42,160	\$ 55,833	32.4%

Source: NH Department of Employment Security & Southern New Hampshire Regional Planning Commission

B. Current Employment and Wages

Employers and Key Industries in Goffstown

Goffstown is in Hillsborough County, New Hampshire’s most populous and job-wealthy County in the State; currently approximately three out of every ten jobs in New Hampshire are located in Hillsborough County. In 2002, average weekly wages were approximately \$756 in Hillsborough County; roughly \$74 higher than the State average and \$50 more than the next highest county. Key industries in Hillsborough County included manufacturing, retail trade, health care and social assistance and government. In 2002, there were some 10,800 business establishments, slightly more than half of which were located in either Manchester (30%) or Nashua (24%)

For the same year (2002), there were 261 business establishments in Goffstown, approximately 2.4% of all establishments in Hillsborough County. 190 of these establishments were service providers and 71 were goods providers. In addition to private employers, there were ten government establishments located in Goffstown, employing 665 persons. The largest employers in Goffstown are St. Anslem’s College (475 employees), Town of Goffstown (400 employees), Shaw’s Supermarket (200 employees) and Shop ‘n Save (200 employees).

Goffstown has a different employment mix as compared with Hillsborough County, in part because employment in the County is dominated by the urban areas of Manchester and Nashua. Goffstown’s employment mix is also influenced by its historical focus on residential development and services. Accordingly, the main industries in Goffstown are retail trades, health care, education and social assistance. Hillsborough County, on the other hand, has

a greater share of employment in the professional, scientific and technical sector as well as in the wholesale trade sector as compared with Goffstown. **Table 2** compares the number of establishments by industry for Goffstown and Hillsborough County as recorded in the 1997 US Economic Census. (The US Economic Census is held every five years, and data for 2002 is not yet available for local municipalities.)

Industry	Goffstown		Hillsborough County	
	Total Establishments	Percent	Total Establishments	Percent
Wholesale Trade	17	8.3%	127	10.3%
Retail Trade	46	22.3%	261	21.1%
Real estate & rental & leasing	10	4.9%	68	5.5%
Professional, scientific, and technical services	26	12.6%	245	19.8%
Administrative & support & waste management & remediation services	11	5.3%	78	6.3%
Health care & education & social assistance	27	13.1%	115	9.3%
Arts, entertainment, & recreation	6	2.9%	27	2.2%
Accommodation & food services	22	10.7%	107	8.7%
Other services	24	11.7%	80	6.5%
Whole sale trades (Merchant Wholesalers)	16	7.8%	100	8.1%
Manufactures' sales branches and sales offices				
Whole Sale Trade	1	0.5%	27	2.2%
Total	206		1,235	

Source: 1997 US Economic Census

Table 2: Employment by Industry for Goffstown and Hillsborough County

Employment in Goffstown

Employment is typically measured in two ways, by place of residence and by place of work. Employment by place of residence is the number of people residing in a town who hold a job regardless of where they work. For Goffstown, there were 2,446 people employed in private covered jobs, e.g., jobs for which unemployment compensation is collected. Employment by place of work is the number of people who hold jobs in a town regardless of where they live. For Goffstown in 2000, this number was 3,175. Accordingly, the majority of workers who live in Goffstown are employed outside of the Town. **Table 3** shows how Goffstown compares to the greater Manchester area and surrounding suburbs.

	Employed Persons	Jobs in Town	Jobs/ Employed Persons
Goffstown	8,993	3,175	0.35
Manchester	56,855	64,834	1.14
Manchester Suburbs	48,330	39,812	0.82
Manchester PMSA	105,185	104,646	0.99
Source: NH Department of Employment Security			

As **Table 3** illustrates, other Manchester suburbs have a higher ratio of jobs in town to employed persons when compared with Goffstown. Despite growth in the number of new business establishments, the number of employees living in Goffstown and the number of jobs in Town, Goffstown still has a relatively low number of businesses in proportion to its population. Accordingly, as shown in Table 1 of this Chapter, 78 percent of all residents work in neighboring communities such as Manchester, Bedford and Nashua.

One of the primary reasons so many Goffstown residents work outside the community has to do with wage levels offered by local industries. As compared with Hillsborough County, the types of jobs offered in Goffstown are in relatively lower paid industries. Goffstown has proportionally fewer jobs as compared with the County as a whole in the wholesale trades, and professional, scientific and technical services which are among the highest paying sectors. In 2002, Goffstown's average weekly wage for private industries at \$541 was nearly \$200 less than the county average of \$729.

Average weekly wages in Goffstown are also lower as compared with other similar suburban type communities in Hillsborough County. Among all communities in Hillsborough County, Goffstown is the 7th lowest in terms of average weekly wages for private establishments. This is especially striking because five of the six towns with lower wages (Antrim, Deering, Frankestown Hancock, and Mason) have fewer than 60 business establishments. New Boston, which also has a lower average weekly wage, had only 96 establishments. Goffstown has 261 business establishments.

C. Occupational Characteristics and Unemployment Rates

Despite the fact that most of the jobs in Goffstown offer relatively lower wages, Goffstown residents are well educated and tend to be employed in higher paying occupations. According to the 2000 US Census, approximately 85% of residents have at least a high school diploma and 25% have a Bachelor’s Degree or higher level of educational attainment. In 2000, nearly a third of all residents held managerial or professional jobs and another 29% held technical, sales and administrative jobs. **Table 4** illustrates the breakdown of employment by occupation for Goffstown residents in 2000.

Table 4: Employment by Occupation, Goffstown Residents, 2000

	1970		1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Managerial & Professional	792	24.3%	1048	18.9%	2148	28.0%	3082	33.6%
Technical, Sales & Administrative Support	864	26.5%	1825	32.9%	2820	36.7%	2641	28.8%
Service	371	11.4%	774	13.9%	895	11.7%	1220	13.3%
Farming, Forestry & Fishing	20	0.6%	33	0.6%	79	1.0%	9	0.1%
Precision, Production, Craft & Repair	575	17.7%	795	14.3%	873	11.4%	1267	13.8%
Operators, Fabricators & Laborers	633	19.4%	1078	19.4%	860	11.2%	956	10.4%
Total	3255	100.0%	5553	100.0%	7675	100.0%	9175	100.0%

Source: NH Department of Employment Security

In addition, Goffstown residents have consistently experienced lower unemployment rates as compared with the State of New Hampshire, and the Manchester Labor Market Area (LMA). **Table 5** illustrates the unemployment rates for the State, LMA and Goffstown in 1990 and 1995 together with data by individual year between 2000 and 2003. The data shows a period of low unemployment locally and nationally revealed in 1995 and 2000. The Town, however, continued to have a low unemployment rate through 2002 and, while the nation as a whole and Manchester began to rebound in 2003, Goffstown, conversely, experienced an increase in unemployment.

Table 5: Unemployment Rates (%) in State of NH, Manchester and Goffstown

Year	State	Manchester LMA	Goffstown
1990	5.7	5.8	4.6
1995	4.0	4.0	2.7
2000	2.8	2.5	2.7
2001	3.5	3.6	2.6
2002	4.7	4.9	2.4
2003	4.3	4.5	3.6

Source: NH Department of Employment Security

D. Future Employment Trends and Projections

Employment forecasts for Hillsborough County were prepared by the New Hampshire State Office of Employment Security. Not surprising, Hillsborough County is projected to have the largest increase in jobs of any of the New Hampshire counties during the forecast period. Employment in the County overall is expected to increase by 32,765 jobs between 2000 and 2010. The majority of this job growth is forecast for the services sector (33 percent) and agriculture, mining and construction (22 percent). Other important future industries for Hillsborough County will be retail trade (14 percent), government (13 percent) and finance, insurance, and real estate (F.I.R.E.) (10 percent). Manufacturing is forecast to decrease slightly, by slightly less than 2 percent. This data is highlighted in **Table 6**, which shows forecast employment by sector for Hillsborough County.

Table 6: Estimated Employment by Sector in Hillsborough County, 2000 - 2010

Industry	Actual 2000	Estimated 2010	Change 2000- 2010 (%)
Agriculture, Mining, Construction	8,458	10,294	21.7%
Manufacturing	42,296	41,499	-1.9%
Trans., Comm., Utilities	9,063	9,580	5.7%
Wholesale Trade	10,525	11,402	8.3%
Retail Trade	38,114	43,407	13.9%
F.I.R.E.	12,565	13,881	10.5%
Services	65,347	86,836	32.9%
Government	7,464	8,439	13.1%
Total			

Source: NH Office of Employment Security

3 Current Economic Development Activity

In addition to providing jobs and opportunities for residents, business development in Goffstown provides an important source of tax revenue that helps to decrease the percentage of local revenues required from residential properties. Individual business facilities generally have higher values than residential properties and thus pay more property taxes. In addition, property taxes paid by businesses help to finance the Town's education costs while not directly contributing to school enrollment. Currently, approximately 9.4% of local revenues generated are from commercial and industrial taxpayers. As shown in **Table 7**, this is lower than many towns of similar size.

Table 7
2003 Percentage of Commercial/Industrial Property Valuation and Full Value Tax Rate for Goffstown and Selected Communities

	% of Commercial/Industrial Property Valuation	Full Value Tax Rate
Amherst	10.3%	\$21.99
Bedford	16.4%	\$20.34
Exeter	19.2%	\$19.50
Goffstown	9.4%	\$20.71
Lebanon	39.9%	\$26.59
Londonderry	17.1%	\$21.98
Milford	29.3%	\$31.82
Somersworth	22.5%	\$24.18

Source: NH Department of Revenue Administration

As noted previously, this 9.4 percent of valuation in Commercial and Industrial property dropped from the previous years 12.5 percent. This is likely due, in part, to residential property values rising faster than commercial and industrial properties, in addition to relatively more residential development occurring.

There are two main areas of commercial and industrial activity in Goffstown – Goffstown Village and Pinardville. Various factors have resulted in a somewhat different mix of businesses within these areas.

Goffstown Village

At the core of Goffstown Village is a small downtown which is predominantly comprised of retail and office space along with a few industrial businesses. The character of this area can be classified as “small town Main Street”. Most businesses in the Village are small and many cater to residents of the western part of Goffstown, as well as traffic passing through from Dunbarton, New Boston and Weare.

The business environment in Goffstown Village is healthy and vibrant; currently there are infrequent vacant retail spaces on Main Street. This success is due, in part to the efforts of the Goffstown Main Street program, which has been actively promoting economic development in Goffstown Village. The vision for the program is to encourage an environment in the village area of Goffstown that is conducive to business activity, provides space for public use, is safe for vehicular traffic, is mindful of the residential community, is aesthetically pleasing, enhances the natural environment and encourages historic preservation of the properties. Since its inception in 1999, Goffstown Main Street has attracted some \$1.5 million in improvements to Goffstown Village.

There are, however, a few remaining pockets of property that are zoned for industrial or commercial use that are presently undeveloped. These areas are located along East Union Street, and the area between Depot Street and the Piscataguog River. Additional opportunities for economic development lie with undeveloped and underdeveloped parcels currently zoned for commercial or industrial use.

Pinardville

Pinardville, which is located on the eastern side of Town adjacent to Manchester, has larger areas zoned for commercial and industrial development, as well as many more existing businesses. While retail establishments are obvious along Route 114A, there are many industrial businesses and professional offices in this area which are less visible from the Route 114 or Mast Road. The industrially zoned area between Daniel Plummer and Route 114 has a mix of businesses and has been a site of successful economic development. There is, however, room for additional and more intense development of this area. Other undeveloped or underdeveloped areas in Pinardville include industrially and commercially zoned parcels on the west and east sides of Route 114, and the site of the former Town landfill.

Challenges to future economic development in Pinardville include:

- mitigating traffic levels and curb cuts;
- improving pedestrian pathways and access;
- improving the quality and consistency of architectural styles;
- improving the quality and placement of signage;
- filling gaps in sewer and water service lines; and
- delineating and protecting existing neighborhoods.

The businesses in Pinardville have formed a Pinardville Business Association that has taken initial steps towards promoting and organizing the future development of the area.

The Route 114/114A Corridor Management Plan lays out a strategic approach to improving the aesthetics, streetscape and pedestrian accessibility in the village. These investments are key to increasing the economic vitality of Pinardville and reorienting the village to be pedestrian-oriented rather than automobile dominated.

Mast Road/Route 114 between Goffstown Village and Pinardville

There are significant sections of commercial and industrial zoning along Mast Road between Goffstown Village and Pinardville, which offer potential for additional development that would not directly impact either the Village or Pinardville areas. These are presently undeveloped or underdeveloped and include the area between Henry Bridge Road and Nickerson Corner. A fourth site, which could be a critical location for future commercial/industrial development, is the area adjacent to the Women's Prison presently owned by Hillsborough County. The current underdeveloped nature of this approximately 250 acre parcel (combined with its proximity to Routes 101, 293 and 3 via Route 114, and accessibility to municipal water and sewer) makes it a very desirable and marketable location for a flexible, multi-use business park.

As described in the Route 114/114A Corridor Management Plan, it is essential that any development in these areas be well integrated and connected to adjacent developed areas. These connections should be in the form of economic, land use and transportation connections. Transportation

connections should include well developed street networks, trails and paths, sidewalks, and bicycle connections.

Goffstown Economic Development Council

The Goffstown Economic Development Council is tasked by the Selectboard as the lead economic development organization within the Town. The Council plays a key role in making Goffstown more attractive for development.

The Council's "Economic Development Goals in 2004" are:

1. Follow through on the Downtown Development Initiative.
2. Follow through on the Route 114/114A Corridor Management Plan.
3. Keep St. Lawrence in Goffstown.
4. Get high-speed internet access into town for businesses.
5. Follow through with the Business Visitation Program.
6. Invite one business each meeting to showcase itself.
7. Be a proactive proponent for business retention and expansion.

4 Summary and Recommendations

Goffstown is in a unique position in terms of economic development. Locally, the economy depends heavily on the economic activity within the Greater Manchester area and Hillsborough County; a region that is currently expanding and forecast to continue to do so. Goffstown's location and highway access places it in a position to benefit from healthy levels of growth expected to occur in the wider region. Goffstown's proximity to Manchester and Bedford in particular, presents opportunities for attracting new businesses that may desire a small town setting with good access to the amenities and services of a larger urban area next door. In addition, residential growth in the towns of Dunbarton, Weare and New Boston provide an opportunity to support the development of additional retail and consumer services in Goffstown.

Goffstown's distribution of industry and employment, relative to the county, has areas of both economic strengths and weaknesses. The mismatch between the types of industries and jobs located County-wide with those offered locally implies there may be opportunities to attract higher wage jobs to the community. In order to maintain the fiscal health of the local economy, Goffstown clearly needs to improve its ability to foster and attract establishments in industries with higher average wages.

From an infrastructure standpoint, the Town is well positioned to attract this new development. Businesses need infrastructure such as municipal water and sewer, access to major transportation routes, and communication facilities. Goffstown has significant areas with water and sewer and has plans to continue to improve these services. Existing or proposed commercially and industrially zoned areas off Route 114 and Goffstown Back Road provide access to Routes 293, 93, 101 and 3 for destinations north, south, east and west. Proximity to Manchester also offers access to a selection of cellular, internet,

and cable providers as well as Manchester Airport for passenger and air cargo transportation.

In addition to these infrastructure needs, a community's quality of life characteristics can also be a precursor to successful, integrated economic development. Goffstown has many positive aspects that make it attractive from this respect. The Uncanoonuc Mountains and Piscataquog River provide recreation, attractive views and enhance the small town feel. New development, however, must also be carried out in a manner which is sensitive to Goffstown's natural features.

Many of the economic development goals set in Goffstown's 1997 Master Plan have been achieved. These include creating a Residential/Small Business Office District in Pinardville and a Village Commercial district in Goffstown Village. In addition, as recommended in the 1997 Master Plan, Design Guidelines have been established for Goffstown Village. They are currently implemented via a design team operating under the auspices of the Goffstown Main Street program and supported with small incentive grants for improvements.

In summary, the Town of Goffstown has made considerable progress towards improving economic development activity and enhancing the overall environment for responsible, sustainable development with wide spread benefits. At this point, Goffstown needs to build on previous success and focus new efforts on continued diversification of the tax base, attracting additional basic industries to the community that bring more and higher paid jobs for residents. The ground work has largely been laid for this activity building on the multifaceted strategy laid out in the 1997 Master Plan and strengthened into an integrated strategy in the Route 114/114A Corridor Management Plan. The 2005 Master Plan Update builds on both of these Plans to recommend a multifaceted strategy.

Goal EconDev 1: Strengthen and reinforce the role of existing villages
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Action EconDev 1. Continue support of the Goffstown Main Street Program

The Goffstown Main Street Program has been a catalytic force in stimulating considerable improvements to Goffstown Village. These improvements include local promotions, sponsorship of a design review teams, implementation of a building improvement grant and encouraging new development in the Goffstown Village area. Importantly, economic development activities sponsored by the Main Street Program are carried out with public involvement and support and are consistent with established community goals.

Action EconDev 2. Expand and reinvigorate the Pinardville Business Association

The Pinardville Business Association currently offers key services to its local community but would likely benefit from a more active and coordinated approach to providing economic development services and initiatives.

Building on the success of the Goffstown Main Street Program, the Pinardville Business Association could take a more active role to promote and organize business development, establish design guidelines and attract appropriate projects to the community. They may consider creating their own Main Street style program for Pinardville. Economic and social ties to St. Anselm College should be maximized for mutual benefit. Strong linkages will benefit the college as well as increase the economic benefits from the students, faculty and staff at the college.

Particular emphasis in Pinardville should be placed upon:

- Improving pedestrian access to (from adjacent residential areas) and along Mast Road
- Implementation of pathway, trail network and sidewalk connections to the County Land and St. Anselm College
- Reducing commercial sign clutter
- Increasing the roadway connectivity of the area to better disperse traffic away from Mast Road (creating one or more street connections to Daniel Plummer Road from existing dead end streets, for example)
- Improving streetscape aesthetics along Mast Road through curb cut/access management actions, landscaping and reducing the visual impacts of large surface parking lots from Mast Road.

Action EconDev 3. Encourage the Goffstown Main Street Program and Pinardville Business Association to strengthen ties and develop a coordinated approach that strengthens both villages.

Action EconDev 4. Create Mixed Use Neighborhood Commercial Centers

There are opportunities to create small scale, mixed use neighborhood commercial centers, especially in areas along Route 114 such as Wallace Road, Normand Road and Henry Bridge Road. The Back Road corridor also presents such opportunities. Such commercial centers may include pockets of higher (though still of a moderate level) density, housing units together with smaller scale, neighborhood commercial centers. The objective would be to offer local services to residents, minimizing the need to create traffic while creating opportunities for local businesses. Coordinated small and moderate scale infill/redevelopment at such sites could be used to strengthen the economic vitality and attractiveness of these neighborhoods. Other characteristics might include shared parking, access from side streets off of Route 114, and pedestrian-orientation.

Expanding this concept to other areas of the Town should be explored as well. For instance, there may be opportunities in the northeast corner of the Town, which has seen extensive residential development over the past twenty years, to develop one or more small-scaled neighborhood commercial centers. These serve to create a focal point within a neighborhood and can reduce automobile traffic by creating small retail/service oriented businesses to meet some of the daily needs of neighborhood residents.

Action EconDev 5. More fully integrate and expand the surrounding residential areas of villages into cohesive neighborhoods.

Opportunities to expand and more fully integrate surrounding neighborhoods into Goffstown Village, Pinardville and Grasmere Village should be explored. To accomplish this, extension of water and sewer may need to occur. Principles of 'Traditional Neighborhood Design' (see the Route 114/114A Corridor Management Plan, Chapter 3) should be incorporated. Expanding residential areas adjacent to the villages provides more economic base with which to support village businesses. Residents will be within walking distance of businesses, reducing traffic impacts within villages. It is critical that strong pedestrian linkages be provided within and between neighborhoods and from neighborhoods to village centers.

Goal EconDev 2: Create a favorable atmosphere for industrial and commercial development

Objective EconDev 2-1: Continue improvements to Town Zoning code to provide flexibility and opportunity.

See the Land Use Chapter to see a more detailed/comprehensive discussion of zoning and land use issues.

Action EconDev 6. Create and attract businesses to Commercial/Industrial "FlexZone" Districts.

At the 2005 Town meeting, residents created a new district classification which allows a combination of commercial and/or industrial uses within Goffstown Village and along Route 114. On lots of adequate size, commercial uses would be allowed along road frontage where it is most desirable, while lower profile industrial uses would be allowed on the back land. In addition to serving the general public, the commercial portion could serve industrial neighbors (example: industrial employees eat at an adjacent deli thereby reducing traffic). In this way commercial/industrial land can be used more efficiently in order to maximize its contribution to the Town's tax base as well as the value to property owners. There are additional locations within the Town to utilize this flexible zoning approach.

Action EconDev 7. Rezone Mast Road to complement economic development actions.

Goffstown's two main travel corridors, Mast Road on the south side of the Piscataquog River, and the Elm Street/Center Street/Back Road corridor on the north, will see the greatest demand for commercial development over the next decade. In order to meet the need for business use, while preserving the historic nature of homes and buildings and minimizing traffic problems, property along Mast Road currently zoned Residential should be rezoned, as described in the Route 114/114A Corridor Management Plan, from the Manchester city line to Normand Road/Villa Augustina (where it will border the proposed Village District).

In the Pinardville area, this would enhance the value of property by allowing the lowest intensity business use for properties which may no longer be desirable residential locations. On Mast Road, near Goffstown Village, this rezoning would help preserve current architecture and compatibility with residential neighborhoods, and it would be a pro-active measure against future pressure for more intense commercial use.

Action EconDev 8. Rezone the Elm Street/Center Street/Back Road Corridor.

The residential property along the Elm/Center/Back Road corridor (the Back Road) should also be rezoned to RSBOD, from Tirrell Hill Road to the Manchester city line. In addition, the portion of Center Street from Tibbets Hill Road to Tirrell Hill Road should be re-zoned to the proposed Neighborhood Commercial District, which would provide Grasmere area residents with limited retail services, thereby helping to alleviate traffic in Pinardville and the Village.

The Back Road currently provides a means of keeping through traffic out of Goffstown Village. Neither the road itself, nor the land uses along it, are currently suited to handle significant increases in vehicular traffic levels. Even so, due to its location and the convenience of its connection to Route 114 further east, vehicular traffic levels are expected to continue to increase over time.

Many Town residents and officials believe that the Back Road is suitable for economic development in the future. There is already water service along much of its length. Because of the expected increase in vehicular traffic, there will come a day when the Back Road may no longer be suited to single family use. The Town will need to consider how to plan for the gradual change of land use along the Back Road from single family residential use to more mixed use and multi-family land uses. The node concept being developed along Route 114 should serve as a model for the future development along the Back Road.

Action ED 8. Modify the Zoning Code to encourage Home occupations. (see the Land Use Chapter for more detailed information)Objective EconDev 2-2: Use utilities and other infrastructure to direct and guide future industrial/commercial development.

Action EconDev 9. Create a Working Group of the Economic Development Council (bringing in others as appropriate) to study the feasibility of and needed steps to implement Tax Increment Financing (TIF) Districts with Goffstown.

Tax Increment Financing Districts provide an innovative (and underutilized in NH) method for communities to pay for needed infrastructure improvements to attract commercial and industrial development. New tax revenues from development are used to defray costs of providing roads, utilities and other improvements. Opportunities exist to use TIF districts within Goffstown Village, Pinardville (Mast Road as well as along Daniel Plummer Road) and potentially as part of the development of existing County Land.

Action EconDev 10. Bring utilities to underserved areas of Town in conjunction with economic development and growth management goals:

- Sewer Lines to Daniel Plummer Road Industrial Park
- Water and sewer lines to Route 114 and Shirley Hill Road
- Water services and sewer lines to Goffstown Back Road.

This should be done as part of a comprehensive review of the organization and structure to plan, fund and implement utilities in Goffstown as well as the service areas to meet economic development and growth management objectives of the Town.

Daniel Plummer Road. A sewer line constructed along the full length of Daniel Plummer Road would make a considerable amount of land available for development which is now used for septic systems. This would be a much more efficient use of an existing industrial zone. Also, with the availability of municipal sewer, adjoining land could also be rezoned for commercial or industrial use.

Route 114 and Shirley Hill Road. This area along Route 114, between the Bedford town line and Shirley Hill Road, has a depth of 500 to 700 feet and is currently zoned industrial. Although this is one of Goffstown's most desirable areas in terms of the visibility of the businesses from Route 114 and highway access, without sewer and water service this site is less likely to be developed in the near future. If a sewer line was constructed along Daniel Plummer Road (as discussed above) an extension of this line down St. Anselm Drive and across Route 114 to serve this area would be feasible.

Goffstown Back Road. This area is located along Goffstown Back Road and extends from the Manchester border to the Radio Towers and the river. Much of this area is currently zoned Industrial, with water service available near the Manchester city line. Sewer service could be extended from Riverview/Allard Park to this area. Bringing sewer service to the Grasmere area itself could help encourage compact development in this village area. If the sewer line is extended from the existing service areas, however, it may also encourage development along the entire length of the extension, minimizing the benefits of compact development in the village area. Consequently, the Town must find ways to limit sewer connections along the main line extensions. This is one factor in the Town's consideration of assuming control of the public sewer.

Goal EconDev 4: Build partnerships to create economic development opportunities.

Objective EconDev 4-1: Connect potential developers with land owners and sellers

Action EconDev 11. Work with Hillsborough County to develop County Land in Goffstown.

This 243 acre area owned by Hillsborough County has development on only approximately 40 of those acres. This is one of the most desirable locations in Goffstown to responsibly develop and the Town should intensify efforts to establish a partnership with the County to help meet Goffstown's economic development needs.

Development should be consist of an appropriate scale and mix of open space, preserved natural features and growth areas. To be sure that the plans can enjoy widespread support with the various interest groups in the Town, the Conservation Commission and other advisory boards and councils should be consulted during the early development phases of the plans. The Route 114/144A Corridor Management Plan extensively discusses the configuration and connections that should be created to new and existing development.

Action EconDev 12. Identify development opportunities for the contiguous area along and to the south of Mast Road.

Much of this contiguous area south of Mast Road, beginning to the east of the Villa Augustina ball fields and extending approximately one mile easterly to the west end of the County land, is currently or recommended to be zoned to allow industrial or commercial use. This area is served by Town water and sewer. Commercial or industrial land already for sale consists of plots owned by Crotched Mountain Development (82.2 acres), Verres Financial (13.8 acres), and Thomas King (32.5 acres). The Town should be proactive about attracting appropriate development to these sites. The Route 114/144A Corridor Management Plan extensively discusses the configuration and types of development to improve the visual quality of the corridor, attract appropriate uses, while reducing traffic impact along Route 114.

Action EconDev 13. Guide development opportunities at Pare Farm and the Barnard Parcel.

These properties, adjacent to the town transfer station, have potential as a flex-zone commercial-industrial site. The boundaries of this site are Henry Bridge Road, Harry Brook, Elm Street, the transfer station property, and the Piscataquog River. The soil and slope are conducive to an industrial park setting and the site has access to town water from the Grasmere Water District. There are significant power line rights-of-way currently dissecting the property. This became DPW site. Access could be obtained by the construction of a roadway through the transfer station entry way and also through construction of an access road from Henry Bridge Road. This would discourage additional traffic from using Center Street.

Objective EconDev 4-2: Extend partnerships to non-profit and community organizations

Action EconDev 14. Build partners to develop a River Walk along the Piscataquog on either side of Mast Road in Goffstown Village.

A river walk along the Piscataquog is recommended as an economic development strategy because it could make the River more accessible to residents and visitors and simultaneously expand and promote the

community as a commercial/retail destination. Such a river walk would likely result from a coordinated effort between the community, the Town and existing non-profit organizations.

Action EconDev 15. Increase economic and cultural links to St. Anselm College.

Goffstown's St. Anselm College is a four-year catholic liberal arts college, offering majors in 32 fields of study. It has been ranked among America's Best Colleges in annual ratings published by *U.S. News and World Report* for the past eight years. It includes 40 buildings situated on over 300 acres and has more than 400 employees, most of whom are local residents. The College is a potential resource that could assist Goffstown in gaining a competitive advantage for local businesses and for attracting upper income retirees to Town.

The Town, through the Board of Selectmen and the Economic Development Council, should explore all possibilities for expanding its relationship with the College, ranging from simple activities such as renting facilities for meetings, presentations, etc., to facilitating programs such as student internships, business scholarships, "real-life" business case studies, and incubating and implementing newly developed theories and technologies.

Goal EconDev 5: Attract quality development that meets the expectation and aspirations of the community.

Objective EconDev 5-1: Determine true costs associated with growth, growth management and no growth scenarios

Action EconDev 16. Undertake fiscal analysis to ascertain the 'true' costs of growth.

There is considerable mis-information about the cost associated with growth, especially with regards to the cost of providing services for residential development. For example, a number frequently cited in Goffstown is that a new house must be valued at \$320,000 for the Town to break-even, encouraging the community to build large, expensive, single family homes. In order to build support for non-traditional housing and mixed use developments, it is important for Town planners to understand the different costs and benefits associated with these types of development. Likewise it will be critical to dispel myths and misconceptions held by the public. A study that examines the assumptions and facts behind costs to the community in terms of tax revenues and costs to extend services would lay the foundation for a more ambitious economic development program. The Southern NH Planning Commission in Manchester is able to assist with studies of this type.

Objective EconDev 5-2: Identify the Community's Expectations and Aspirations regarding Economic Development

Action EconDev 17. Prepare a community vision and specific goals and targets for economic development.

The entire Goffstown community must philosophically embrace the concept that a healthy economy and its traditional character and values are mutually compatible. In the past, too many residents have felt that Goffstown could only be preserved by blocking or limiting business growth, while at the same time lamenting steady increases in property taxes. In fact, if the types of residential growth currently developed in Goffstown continue to outpace non-residential property as a percentage of the tax base, the increasing demand for schools and municipal services could potentially increase taxes at an even faster rate. Using the fiscal costs of growth analysis recommended in the previous section as a starting point, Goffstown can work to develop a unified community vision for economic development. The Route 114/114A Corridor Management Plan works toward achieving a 15% share of property tax revenues derived from non-residential property taxes. This goal should continuously be revisited and reaffirmed through all of the growth management and economic development activities of the community.

Action EconDev 19. Encourage senior housing as one means of economic development.

Senior housing can bring increases in the Town's taxable property without the accompanying increases in education and other Town Service costs. They also provide a customer base for the other types of commercial land uses the Town is attempting to encourage. There are costs associated that do need to be considered as residents age.

Action EconDev 20. Ensure the current committee, board, town staffing and commission/district structure and composition meets the long term economic development and planning needs of the community.

Currently, planning, economic development and the planning, financing and management of utilities necessary for coordinated economic development activities is fragmented among many commissions, districts and town departments. This structure should be evaluated to ensure it is flexibly and nimbly able to meet the Town's economic development and growth management needs.