

Town of Freedom, New Hampshire

Master Plan



LOON
FREEDOM, NEW HAMPSHIRE

Mary R Wason

Update May 2008

Freedom Master Plan Update May 2008

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*In dedication to Paul Dorian, whose contributions to the town of Freedom
and this Master Plan will always be remembered.
1933 – 2008*

ADOPTION OF FREEDOM, NEW HAMPSHIRE MASTER PLAN

In accordance with New Hampshire RSA 674:4, Master Plan Adoption and Amendment, and New Hampshire RSA 675:6, method of Adoption, the Freedom Planning Board, having held a duly authorized public hearing on the Freedom Master Plan on April 17, 2008, hereby adopts and certifies the Master Plan dated _____ .

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Date of Signature by Planning Board

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Date Filed: _____

NOTE: The original document with original signatures is on file with the Town Clerk.



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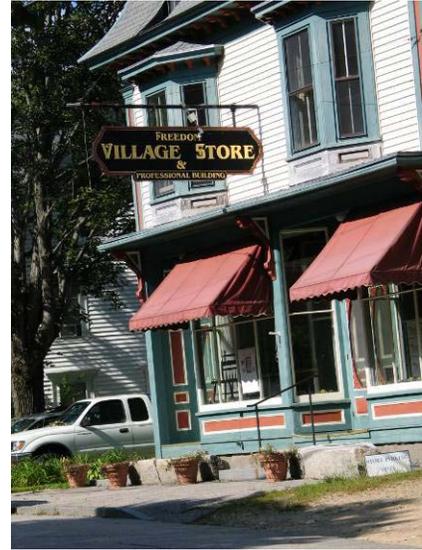
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FREEDOM VISION STATEMENT



Where are we now?

- Freedom has two population types: year-round and a larger seasonal population. While the year-round residents are spread throughout the town area, with some concentration in “the village”, the seasonal population tends to be concentrated around the town’s water bodies.
- The village area helps define Freedom’s character. The well-maintained wood frame houses, barns, town hall, and church are remnants of another era and represent much of the ‘image’ of town.
- Most residents desire that Freedom remains a rural community with a high quality of life for residents of all income levels.
- Most residents would like to manage growth within the capabilities of the town’s resources in an equitable manner that is in harmony with the natural environment, without any sudden changes in the rate of population growth.
- Freedom’s natural features are an integral part of the town’s rural character and their protection is a priority and an on-going process.
- Freedom’s shorefronts and surface and ground waters are major assets, and their quality is vital to the local economy.



Freedom’s first Master Plan was adopted in 1987 and updated in 1992. The goals of the original plan still apply today. The current planning cycle began with a Community Survey in 2005 that provided the views of 684 people, which the Master Plan Committee used as input to this plan.

Freedom is a small, predominantly rural town with a significant seasonal influx. The pace of life is perceived to be slower than in nearby towns. On a Saturday evening, the village is often without traffic. However, in the lakes area of Freedom there is plenty of traffic in the summer due to a significant influx of tourists and summer residents.

The increase in both year-round and seasonal residents has translated into an increase in the number of housing units. Since 2000, the number of building permits has accelerated; from 2000 to 2005 the town issued a total of 120 new building permits. Based on the 2005 Community Survey, most of Freedom’s residents appear to like the town the way it is. Respondents want to control the rate of change within the town so that the rural and environmental characteristics remain the same, and to balance growth with preserving the town’s rural character. An overwhelming majority of respondents, both year-round and seasonal, would like to see the population either stay the same or grow slightly. Respondents expressed a reluctance to see change that might compromise aspects of town life and

environmental quality that they value. The challenge for the planning board is to manage inevitable change in a way that will minimize any negative impacts to the town.

Since NH Route 25 was upgraded and rerouted away from the village center, Freedom has become much quieter. Most residents acknowledge that the absence of major highways has helped insulate the town from development pressure. However, this also caused the loss of the usual downtown amenities. The town has well maintained primary roads and unpaved roads, both of which have limited street lighting. Many residents desire to keep these country roads an integral part of Freedom. The demographics of Freedom also have an influence on the characteristics of the town. Freedom has an increasing population of people over 65 years old and a decreasing population of people between 20-34 years old. To keep younger people in Freedom, the town needs to foster local job opportunities.

Freedom residents place a high value on the natural environment. The town's surroundings and views of the mountains, lakes, streams, and fields are enjoyed throughout the town and help define its rural character. Outdoor activities are central to the lives of many Freedom residents. Residents and visitors value access to the lakes and forests of Freedom. The proximity to the White Mountain National Forest also provides additional outdoor activities. Safeguarding Freedom's lakes, rivers, streams, and wetlands is vital to preserving our natural environment. Freedom has 4,308 acres, or 19.5%, of land in conservation. This includes the recent acquisition of 2,261 acres of permanently protected land around Trout Pond.

Freedom sits on the Ossipee Aquifer, which is the state's most significant stratified drift aquifer. Cold, clear surface and ground waters are fundamental to this area and are highly valued. Since most of Freedom's population uses water from private wells, protection of the aquifer is extremely important to ensure future clean water supplies. This is a significant land use issue that requires careful planning. Freedom can manage limiting the use and protection of water resources through zoning and regulations. This aquifer is shared by surrounding communities (Effingham, Ossipee, Madison, and Tamworth) which makes protection of the aquifer a regional issue, not just a Freedom issue.

The concentration of historic structures, such as old, white clapboard houses and barns, gives Freedom Village much of its character. A vast majority of residents feel that preserving historical sites and buildings in Freedom is important

Residents use and appreciate the Library, the Town Hall, and the Freedom Elementary School, town facilities located in the village. These facilities are vital to the civic health of Freedom and serve as meeting areas and magnets for socially and economically diverse gatherings and functions. They create a "sense of place" that helps define Freedom's character. Residents view the continued support for these and other facilities as a priority.

Where are we going?

Population growth has been fairly rapid over the last 40 years, growing by approximately 30% each decade. This upward trend is predicted to continue. As reported by the U.S. Census Bureau, Freedom had the second largest percent increase in population between 1990 and 2000, as compared to the 30 municipalities in the Lakes Region. In 1990, there were 935 people living in Freedom; by 2000, the population had increased 39.4% to 1,303. The New Hampshire Office of Energy & Planning (OEP) estimates that the 2004 population in Freedom was 1,413, an 8% increase since 2000. Freedom ranks 13 among all 234 communities in New Hampshire in terms of percent population increase between 1990 and 2000. The OEP conservatively projects that Freedom's population will grow 45% by the year 2025. The majority of residents want growth managed in a way that protects the natural, cultural, and historic characteristics and assets of the town.

Freedom encourages traditional land uses that maintain the existing character of the land. This attitude has been manifested in various ways. Most Freedom residents support the Current Use program, making it more feasible for landowners to keep large tracts of land undeveloped. Residents have also supported putting large natural areas into conservation easements, as was done with property surrounding Trout Pond and its associated wetlands, which were incorporated into the Freedom Town Forest.

Freedom supports attracting light commercial activity, home businesses, and retail/service businesses. These industries could be important to the future of Freedom. Addressing development pressures with appropriate planning and regulations is a priority. The preservation of (1) the shorelines of the town's rivers and lakes, (2) wildlife habitat, and (3) historical sites and buildings is very important to the town. Encouraging development that respects these resources and promotes "green-space" are objectives the town and its planners wish to support in the future.

Freedom took a progressive tack in 1987, when a group of citizens created the first Master Plan. As stated earlier, that original plan is still viewed as a supporting basis for the town's ordinances and planning. People believe the involvement of citizens within the community, governing bodies, and the school system is important to keep the town viable. They want to encourage and recognize socially and economically varied participation in the community.

Where do we want to be?

In 2015, we would like to find that Freedom:

- Is a rural, peaceful place which has maintained its scenic beauty and where these characteristics continue to define the town. The town has been pro-active about ensuring this vision is fulfilled.
- Has protected its water resources (lakes, rivers aquifers) from contamination, depletion, and disfigurement using effective watershed and shoreline management principles.

- Has approved statutes that regulate new construction, seasonal conversions and campgrounds to protect water quality, shoreline ecosystems, natural habitats, and rural character.
- Has protected its rural atmosphere and landscape with regulations that preserve open space, wetlands, forests, fields, agricultural resources, scenic vistas, tranquility, and historic resources for the benefit of present and future generations.
- Has strengthened subdivision regulations and steep slope ordinances to avoid problems related to storm water run-off, soil erosion and sewage disposal and degraded natural habitat.
- Has acquired additional interests in land for conservation, water supply, open space, public recreation, and town facilities.
- Has enacted ordinances that are consistent with its current Master Plan and Vision Statement.
- Has maintained a low crime rate.
- Has kept its property tax stable.
- Has accommodated the services and infrastructure needs of residents without placing an undue tax burden on taxpayers.
- Has ensured economic development has not harmed the environment or abutting property.
- Has maintained the rights of all citizens to their individual peace and tranquility.
- Has planned and implemented a safe, attractive, and efficient road transportation network.
- Has retained the traditional character of the town center, has provided a sense of place, and has enhanced the community's identity.
- Has encouraged a range of housing options so that a diverse group of people is able to live in Freedom.
- Has provided quality educational opportunities for its residents.
- Has an up-to-date Emergency Management Plan.
- Has supported energy conservation and the use of alternative energy.

How do we get there?

The following chapters in this Master Plan contain the guiding principles and recommendations necessary to achieve this Vision for the Town of Freedom.

CHAPTER 1: DEMOGRAPHICS



1.1 INTRODUCTION

Understanding population characteristics and trends is one of the most fundamental aspects of a Master Planning effort. The demand for housing, land use, and municipal services all depends on the number of people in the town. In addition to knowing the total number of people, understanding the general characteristics of the population, such as age distribution, education and income levels, is useful. For example, a community with a younger population can expect more school aged children. Similarly, a town with an older population may require more specialized services for the elderly. This chapter examines important demographic trends including population, age, household income, and educational attainment. The data are based on the US Census and are historical. Projections assume that historical trends observed in the past will continue in the future. When possible, we provide comparisons to surrounding municipalities (Effingham, Eaton, Ossipee, Madison, and Tamworth), Carroll County, Lakes Region and the state.

1.2 EXECUTIVE SUMMARY

Freedom's population has more than quadrupled since 1950 and is one of the fastest growing communities in both the Lakes Region and the state. The source of the population growth is the result of net in-migration.

Freedom, like the population in general, is getting older. Compared to the surrounding communities, Freedom had the highest percent of population 65 years and over in 2000. Similarly, the median age in Freedom in 2000 was the second highest in the Lakes Region.

Population projections developed by both the OEP and the Lakes Region Planning Commission (LRPC), indicate that Freedom's population will continue to grow, potentially increasing 45% by 2025.

While the Community Survey did not indicate a current need for public transportation, Freedom's older population may need transportation services. This population growth and the aging of the population also have significant implications for land use. For example, if the older population own large tracts of land, they may feel financial pressure to sell property for subdivisions.

Demographic data support the need for Freedom to take a closer look at current and future land use, transportation, and housing needs. If Freedom's population continues to grow at projected rates, planning to preserve the natural resources and open space may be a challenge in the near future.

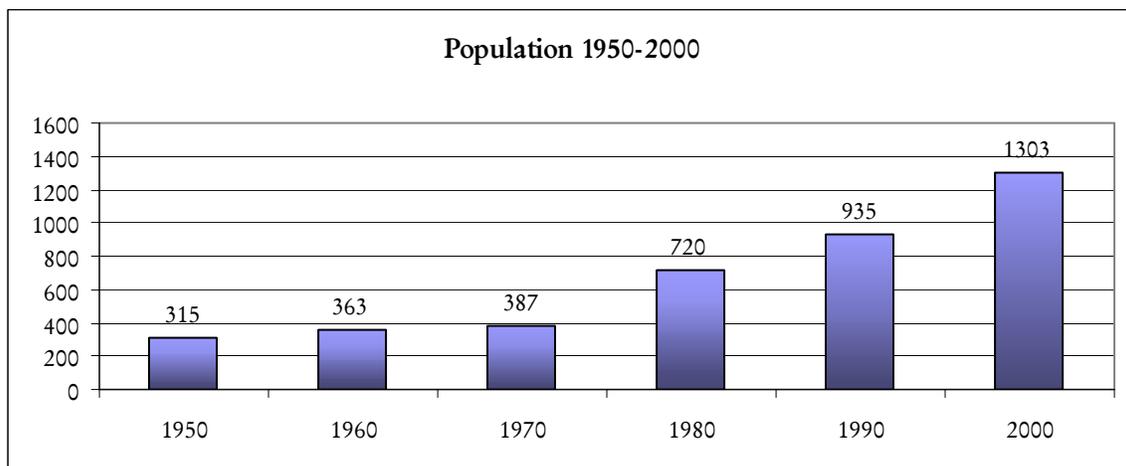
Additional historic Census data indicate that Freedom's population is well educated, has a relatively high median income, and a low poverty rate.

1.3 POPULATION

- Freedom’s population growth has been significant.
- Since 1950, Freedom’s population has more than quadrupled.
- Compared to all New Hampshire communities, Freedom’s percent population increase ranked 13th highest between 1990 and 2000.
- Between 1980 and 2000, Freedom’s population increased 81%.

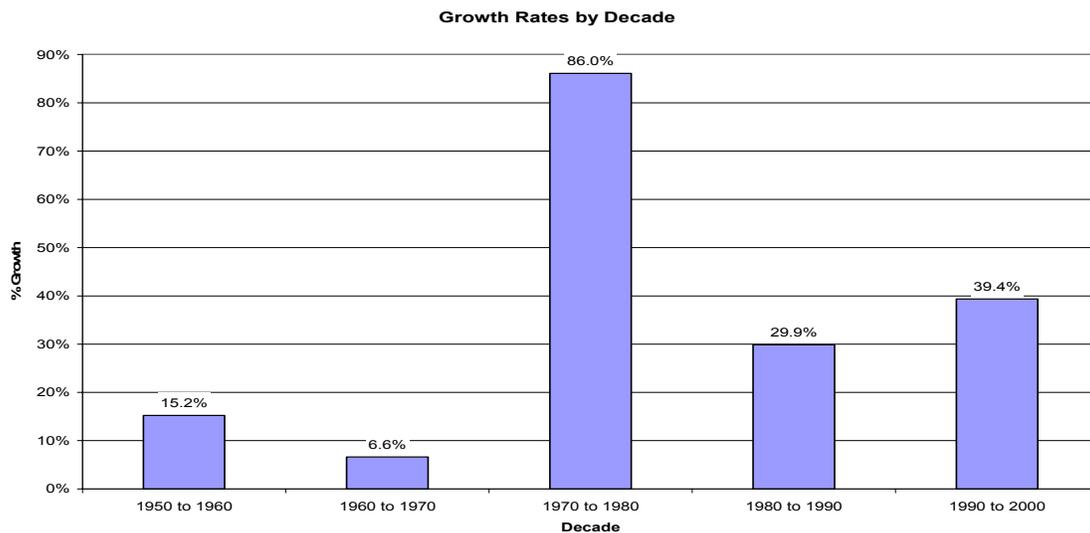
Freedom’s population has more than quadrupled since 1950, with the majority of the growth occurring between 1980 and 2000 (Figure 1-1).

Figure 1-1: Freedom’s Population 1950-2000



Source: U.S. Census

Figure 1-2: Growth Rate of Freedom’s Population by Decade



Freedom’s population growth was greatest in the 1970s. However, growth was also strong in the two decades since then. Compared to the significant percent population increase between 1990 and 2000, Freedom’s percent population increase (81.0%) between 1980 and 2000 has been moderate compared to surrounding towns (Table 1-2). During these 20 years, Effingham increased by 112.5% while Madison increased by 88.8%. In contrast, Eaton and Tamworth’s populations increased 46.50% and 50.1% respectively, between 1980 and 2000.

Similar to Freedom, the percent increase in the surrounding communities’ population was greater than Carroll County, the Lakes Region, and the state of New Hampshire between 1980 and 2000. The state of New Hampshire’s population increased 34.3% between 1980 and 2000, Carroll County’s population increased by 66% and the Lakes Region increased by 36.2%.

Table 1-2: Population: 1980-2000

Municipality	1980	1990	2000	Change 80-00	% Change 80-90
Freedom	720	935	1,303	583	81.0
Effingham	599	941	1,273	674	112.5
Eaton	256	362	375	119	46.5
Ossipee	2,465	3,309	4,211	1746	70.8
Madison	1,051	1,704	1,984	933	88.8
Tamworth	1,672	2,165	2,510	838	50.1
Carroll County*	14,035	18,021	23,298	9263	66.0
Lakes Region	78,126	91,900	106,428	28302	36.2
New Hampshire	920,475	1,109,252	1,235,786	315311	34.3

Source: U.S. Census

*Area in Lakes Region only

1.3.1 Births, Deaths, and Total Net In-Migration

- The population increase in Freedom is the result of net in-migration. 95% of the population increase between 1990 and 2000 is the result of people moving into Freedom.

The source of the greatest population increase in Freedom is the result of net in-migration (Table 1-3). Between 1990 and 2000, there were 113 births recorded in Freedom and 96 deaths, resulting in a natural increase (births minus deaths) of 17 persons. Since overall population increased by 368 persons, the total net in-migration was 351 persons (Table 1-4).

Table 1-3: Births, Deaths and Population Growth: 1990-2000

Year	Births	Deaths	Natural +/-	Total Population
1990	13	5	8	935
1991	12	8	3	
1992	13	6	7	
1993	13	6	7	
1994	5	4	1	
1995	6	4	2	
1996	11	15	4	
1997	11	10	1	
1998	8	13	-5	
1999	10	14	-4	
2000	11	11	0	1,303
Total	113	96	17	1,303

Source: Bureau of Health Statistics Data Management, NH DHHS

Table 1-4: Natural Increases and In-Migration: 1990-2000

Years	Natural Increase (births-deaths)	Population Change 1990-2000	Total Net In-Migration
1990-2000	17	368	351

Source: Bureau of Health Statistics Data Management, NH DHHS

1.3.2 Age

- The population of Freedom is getting older. In 2000 almost one quarter of the population in Freedom was 65 years of age or older. If the 1990-2000 trend continues, by 2010, 40% of the population could be 65 years of age or older.
- The median age in Freedom in 2000 was 48.6. If the 1990-2000 median age trend continues, the median age in 2010 would be over 67 years old.

Like the population of the state of New Hampshire, the population of Freedom is getting older. In 1980, 17.5% of the population in Freedom was 65 years of age or older (Table 1-5). In 2000, 24% of the population was 65 or older. Compared to the surrounding communities, Freedom had the highest population percentage that was 65 years and over in 2000. In fact, the percent of the population that was 65 years and older in the surrounding communities either remained relatively stable or decreased. The percent of 65 year olds and older in Effingham, Eaton, and Ossipee decreased between 1980 and 2000, and the percent of 65 years and older in Madison and Tamworth remained stable.

Table 1-5: Percent of Population 65 Years of Age and Over: 1980-2000

Municipality	1980	1990	2000
Freedom	17.5%	16.0%	24.0%
Effingham	15.7%	13.8%	12.6%
Eaton	15.2%	10.0%	12.0%
Ossipee	20.7%	17.7%	17.8%
Madison	12.0%	12.7%	12.0%
Tamworth	15.6%	15.1%	15.7%
Carroll County*	18.7%	17.9%	20.5%
Lakes Region	14.3%	14.4%	15.8%
New Hampshire	11.2%	11.3%	12.0%

Source: U.S. Census

*Area in Lakes Region only

As a result of the increase in the percent of the population 65 years and older in Freedom, the median age in Freedom is also higher than the surrounding communities (Table 1-6). In 1980, the median age in Freedom was 37.9 years. In 2000, the median age in Freedom was 48.6 years, while the median age in the state was 37.1.

Table 1-6: Median Age: 1980-2000

Municipality	1980	1990	2000
Freedom	37.9	39.0	48.6
Effingham	34.2	35.2	38.5
Eaton	33.9	36.4	45.3
Ossipee	37.8	36.8	41.5
Madison	32.1	34.6	39.6
Tamworth	34.3	36.3	40.6
Carroll County	38.3	36.9	42.5
New Hampshire	30.1	32.8	37.1

Source: U.S. Census

Given the percent of persons 65 years and older and the median age, the age distribution in Freedom similarly illustrates how the population is getting older (Table 1-7). In 1980, the largest percent (24.2%) of the population was between 20 and 34 years old. In 2000, the largest percent (31.9%) was between 35 and 54 years old.

Table 1-7: Comparison of Age Distribution: 1980-2000

Age	1980	% of Total	1990	% of Total	2000	% of Total
< 5	43	6.0%	63	6.7%	52	4.0%
5-19	121	16.8%	163	17.4%	182	14.0%
20-34	174	24.2%	179	19.1%	145	11.1%
35-54	158	21.9%	261	27.9%	416	31.9%
55-64	98	13.6%	119	12.7%	195	15.0%
65-74	89	12.4%	104	11.1%	194	14.9%
75 year +	37	5.1%	46	4.9%	119	9.1%
Total	720	100.0%	935	100.0%	1303	100.0%

Source: U.S. Census

1.3.3 Population Density

- As a result of the population increases, the population density is also increasing. In 1990 Freedom had 27.0 persons per square mile, and in 2000 it was 37.7.

The population density in Freedom has increased from 20.8 persons per square mile in 1980 to 37.7 in 2000 (Table 1-8). While this represents an increase of 16.9 persons per square mile between 1980 and 2000, two of the five surrounding communities, Ossipee and Madison, have experienced greater increases. Carroll County, the Lakes Region, and the state of New Hampshire all had greater density increases as well. The state's increase was more than twice the increase in Freedom.

Table 1-8: Population Density: 1980-2000

Municipality	Square Miles Land Area	Persons Per Square Mile 1980	Persons Per Square Mile 1990	Persons Per Square Mile 2000	Increase 1980 to 2000
Freedom	34.6	20.8	27.0	37.7	16.9
Effingham	38.5	15.6	24.4	33.1	17.5
Eaton	25.6	10.0	14.1	14.6	4.6
Ossipee	71.2	34.6	46.5	59.1	24.5
Madison	40.9	25.7	41.7	48.5	22.8
Tamworth	59.9	27.9	36.1	41.9	14
Carroll County*	444	31.6	40.6	52.5	20.9
Lakes Region	1,146	68.2	80.2	92.9	24.9
New Hampshire	8,969	102.6	123.7	137.8	35.2

Source: U.S. Census

*Area in Lakes Region only

1.3.4 Population Projections

- The OEP projects Freedom's population to increase 45% between 2000-2025. Similarly, Lakes Region Planning Commission (LRPC) projects a population increase of 46%.

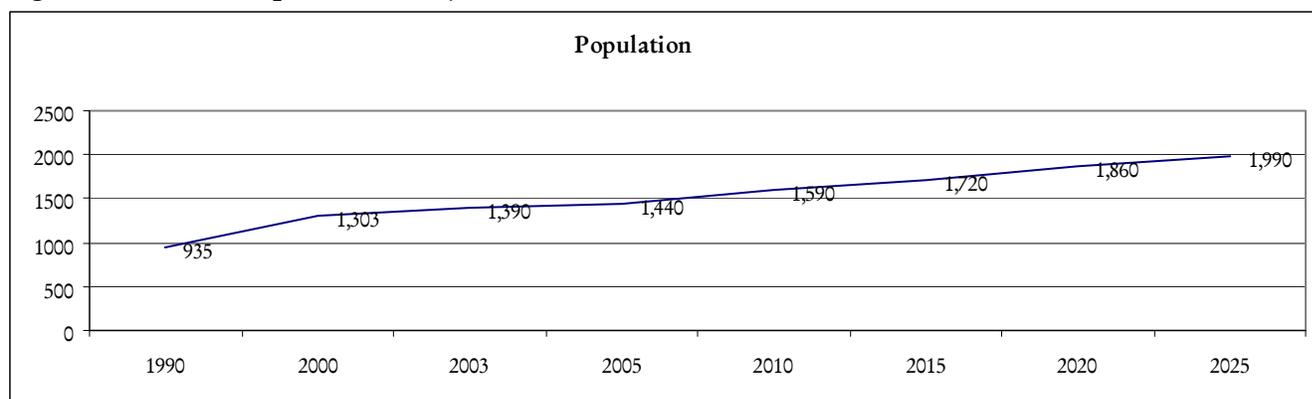
Population increases have direct impacts on the infrastructure, housing, and land use of a community. The previous population projections for 2000 by the OEP, and reported in the 1992 Master Plan Update, was 1,260. The actual 2000 population was only 3% higher than projected. According to the current OEP population projections, the Freedom population will increase 22% between 2000 and 2025 (Table 1-9 and Figure 1-1). By 2025, the projected population for Freedom is 1,990 or an increase of 45% from the 2000 Census data. LRPC also calculated population projections using a linear regression model. Using the 1980, 1990, and 2000 population data, the results were slightly higher compared to the OEP projections. The greatest difference between the OEP and LRPC projections occurs in 2025, where the OEP projects a population of 1,990 and LRPC projects 2,032, or 42 more residents.

Table 1-9: OEP and LRPC Population Projections for Freedom, NH

Year	OEP Population	OEP % Increase	LRPC Population	LRPC % Increase	Difference OEP - LRPC
1990 Actual	935		935		-
2000 Actual	1,303	39.4%	1,303	39.4%	-
2003 Estimated	1,390	6.7%	1,390	6.7%	0
2005 Projected	1,440	3.6%	1,449	4.2%	9
2010	1,590	10.4%	1,595	10.1%	5
2015	1,720	8.2%	1,740	9.1%	20
2020	1,860	8.1%	1,886	8.4%	26
2025	1,990	7.0%	2,032	7.7%	42
Cumulative Increase 2000-2025	687	45%	729	46.2%	

Sources: NH Office of Energy & Planning and LRPC

Figure 1-1: OEP Population Projections for Freedom, NH



Source: NH Office of Energy & Planning

1.4 EDUCATION

- Freedom has a well-educated population. Over 30% of the population has either a college education or advanced degrees.

Freedom has a relatively well-educated population in comparison to the surrounding communities, Carroll County, Lakes Region, and the state (Table 1-10). According to the 2000 Census, only 7.8% of the population had less than a high school education. Only Eaton had a lower percent (6.4%). Similarly, the percent having a college or graduate degree (31.3%) was the second highest. Only Eaton (33.2%) had a slightly higher percent with a college or graduate degree. Additionally, the percent of the population with a graduate or professional degree (12%) was the highest in Freedom in 2000, compared to the surrounding communities, Carroll County, Lakes Region and the state.

Table 1-10: Educational Attainment for Person 25 Years and Older: 2000

Municipality	Less than High School	High School Graduate	Some College or Associate Degree	College Graduate	Graduate or Professional Degree
Freedom	7.8%	31.9%	28.9%	19.3%	12.0%
Effingham	17.3%	36.9%	28.7%	11.0%	6.1%
Eaton	6.4%	25.5%	34.8%	24.7%	8.5%
Ossipee	18.4%	39.1%	26.7%	10.3%	5.8%
Madison	8.5%	37.3%	27.9%	20.4%	6.0%
Tamworth	21.7%	30.6%	25.3%	14.1%	8.2%
Carroll County*	11.8%	30.8%	29.5%	17.2%	10.6%
Lakes Region	14.2%	32.9%	28.7%	15.5%	7.9%
New Hampshire	12.6%	30.1%	28.7%	18.7%	10.0%

Source: U.S. Census

*Area in Lakes Region only

1.5 MEDIAN INCOME

- Compared to the surrounding communities, the median household income in Freedom was the third highest at \$40,187 in 1999. The median household income increased 31.8% between 1989 and 1999.
- Freedom had the second highest median family income in 1999 compared to the surrounding communities. The median family income increased 53.1% between 1989 and 1999.

The median household income in Freedom in 1999 was \$40,187 (Table 1-11). This represents an increase of almost \$10,000 or 31.8% from 1989. In 1989, the median household income in Freedom was the second highest compared to the surrounding communities. In 1999, the

median household income in Freedom was the third highest, behind Eaton (\$46,429) and Madison (\$43,523).

The median family income in Freedom in 1999 was \$32,115 (Table 1-12). This represents an increase of over \$17,000 or an increase of 53.1%. Compared to the surrounding communities, Freedom's median family income in 1999 was the second highest.

Table 1-11: Median Household Income: 1989 and 1999

Municipality	1989	1999	Change 1989-1999	% Change 1989-1999
Freedom	\$30,491	\$40,187	\$9,696	31.8%
Effingham	\$24,853	\$36,000	\$11,147	44.9%
Eaton	\$40,313	\$46,429	\$6,116	15.2%
Ossipee	\$25,117	\$34,709	\$9,592	38.2%
Madison	\$30,000	\$43,523	\$13,523	45.1%
Tamworth	\$25,552	\$35,200	\$9,648	37.8%
Carroll County	\$28,145	\$39,990	\$11,845	42.1%
Lakes Region*	\$30,351	\$43,643	\$13,292	43.8%
New Hampshire	\$36,329	\$49,467	\$13,138	36.2%

Source: U.S. Census

*Lakes Region incomes are average median income

Table 1-12: Median Family Income: 1989 and 1999

Municipality	1989	1999	Change 1989-1999	% Change 1989-1999
Freedom	\$32,115	\$49,167	\$17,052	53.1%
Effingham	\$27,656	\$38,000	\$10,344	37.4%
Eaton	\$43,750	\$53,750	\$10,000	22.9%
Ossipee	\$26,932	\$38,790	\$11,858	44.0%
Madison	\$32,500	\$51,080	\$18,580	57.2%
Tamworth	\$29,635	\$41,121	\$11,486	38.8%
Carroll County	\$32,308	\$46,922	\$14,614	45.2%
Lakes Region*	\$34,189	\$49,165	\$14,976	43.8%
New Hampshire	\$41,628	\$57,575	\$15,947	38.3%

Source: U.S. Census

*Lakes Region incomes are average median income

Note to Table 1-12: Households include all people who occupy a housing unit as their usual place of residence. A household, therefore, can consist of unrelated persons. In contrast, a family is defined as consisting of one or more persons living in the same household who are related by birth, marriage, or adoption. Median income is the midpoint of income numbers; with half of household or family incomes above the median number and half below.

1.6 POVERTY

- The percent of population in poverty in Freedom has historically been lower than the surrounding communities.

In 1989, Freedom had the smallest percent of population in poverty (4.9%) as compared to the surrounding communities, Carroll County, Lakes Region, and the state. In 1999, the number of persons in poverty in Freedom increased from 45 in 1989 to 88 in 1999, or an increase of 95.6%. Two towns experienced a decrease in persons and percent in poverty, Eaton (-4 persons or -14.3%) and Madison (-40 persons or -30.8%).

Table 1-13: Poverty Status: 1989 and 1999

Municipality	Number of Persons 1989	% of Population	Number of Persons 1999	% of Population	Change 1989-1999	% Change 1989-1999
Freedom	45	4.9%	88	6.8%	43	95.6%
Effingham	135	14.5%	191	15.3%	56	41.5%
Eaton	28	7.7%	24	7.2%	-4	-14.3%
Ossipee	355	11.2%	403	10.0%	48	13.5%
Madison	130	7.6%	90	4.5%	-40	-30.8%
Tamworth	202	9.4%	241	9.5%	39	19.3%
Carroll County	3,137	9.0%	3,411	7.9%	274	8.7%
Lakes Region	6,663	7.2%	7,217	6.8%	554	8.3%
New Hampshire	69,104	6.4%	78,530	6.5%	9,426	13.6%

Source: U.S. Census

CHAPTER 2: HOUSING



2.1 INTRODUCTION

Housing is a vital component of every town; it is an integral part of the local tax structure and can have an impact on school enrollments and essential town services. While new housing is associated with growth, the conversion of seasonal housing units to year-round residences is a prevalent growth trend in the Lakes Region. In many Lakes Region towns, people have converted their second homes into year-round residences.

The escalating cost of housing is a trend in both the Lakes Region and the state. These rising costs have put a substantial strain on younger, older, and low and moderate-income people looking for affordable housing. Coupled with increasing property taxes, housing that attracts and keeps working families is increasingly difficult to find in the Lakes Region. As reported in the Lakes Region Housing Needs Assessment, released by Lakes Region Planning Commission in 2004, home purchase price and wage information indicate that increases in home prices are outpacing increases in income. The most significant differentials were noted in Carroll and Merrimack Counties.

The following discussion examines the housing trends in Freedom as compared to adjacent communities, Carroll County, the Lakes Region, and the state when appropriate. The historical data are based on the US Census and the projections assume that historic trends will continue. Included in the presentation are the number of housing units, the type of housing units, projected number of housing units, median value of housing, and an analysis of the affordability of housing in Freedom.

2.2 EXECUTIVE SUMMARY

The number of housing units in Freedom has increased significantly since 1980. The percentage of housing units increased 73.1% between 1980 and 2000. (Population increased 81% in the same period—see Chapter 1: Demographics, page 1).



Most of Freedom's growth has been year-round, single family units driven by a one lot/one house zoning philosophy. By conservative estimates, the number of houses may increase another 60% by 2025.

While Freedom has experienced significant growth over the past ten years, Community Survey respondents indicated that they generally felt that the town was managing housing development well.

Finally, the need for affordable housing is an important issue to the survey respondents. Balancing increasing development, the protection of open space, and providing affordable housing is a daunting task for all municipalities, and can be especially challenging for small towns managed almost exclusively by volunteers.

Housing affordability in Freedom affects a higher percentage of people under 65 years old. Given past price increases for homes, affordable housing for younger families and the elderly will continue to present a challenge for Freedom in the future.

2.3 HOUSING UNITS

- The number of housing units in town increased from 812 in 1980, to 1,406 in 2000. This represents a 73.1% increase in housing units between 1980 and 2000.

Compared to the surrounding communities, the percent change of Freedom’s housing units was the largest. The greatest percent increase (67.4%) occurred between 1980 and 1990. Only Eaton had a decrease in the number of all housing units between 1990 and 2000. In 1990, the Census reported there were 240 housing units and, in 2000, there were 239.

Table 2-1: Number of all Housing Units: 1980-2000

Municipality	1980	1990	2000	Change 80-90	Change 90-00	% Change 80-90	% Change 90-00	% Change 80-00
Freedom	812	1,359	1,406	547	47	67.4%	3.5%	73.1%
Effingham	550	682	791	132	109	24.0%	16.0%	43.8%
Eaton	168	240	239	72	-1	42.9%	-0.4%	42.3%
Ossipee	1,826	2,617	2,742	791	125	43.3%	4.8%	50.2%
Madison	952	1,422	1,589	470	167	49.4%	11.7%	66.9%
Tamworth	1,136	1,523	1,662	387	139	34.1%	9.1%	46.3%
Carroll County*	11,585	16,553	18,011	4,968	1,458	42.9%	8.8%	55.5%
Lakes Region	47,048	60,864	64,520	13,816	3,656	29.4%	6.0%	37.1%
New Hampshire	386,381	503,904	547,024	117,523	43,120	30.4%	8.6%	41.6%

Source: U.S. Census

*Area in Lakes Region only

2.3.1 Type of Housing Units

- The number of year-round housing units grew 35.4% between 1990 and 2000. The number of seasonal units decreased 13.4% between 1990 and 2000, after increasing 192.8% between 1980 and 1990.
- The largest number of housing units in Freedom is single family, of which over 73% are owner occupied. Over 91% of the current available housing is single family.
- By 2025, the number of households in Freedom could be 60% more than in 2000.

Table 2-2 shows the number of year-round and seasonal housing units in Freedom. The years from 1980 to 1990 saw a large increase in the total number of seasonal units (304 to 890 units), while the number of year-round housing units decreased slightly (from 508 to 469 units). Conversely, between 1990 and 2000 year-round housing units increased from 469 to 635

(35.4% increase), while seasonal units decreased from 890 to 771, resulting in an overall decrease of 13.4%.

Table 2-2: Year-Round and Seasonal Housing Units: 1980-2000

Occupancy of Housing Units	1980	1990	2000	Change 80-90	Change 90-00	% Change 80-90	% Change 90-00
Year-Round Units	508	469	635	-39	166	-7.7%	35.4%
Seasonal Units	304	890	771	586	-119	192.8%	-13.4%
Total Housing Units	812	1,359	1,406	547	47	67.4%	3.5%

Source: U.S. Census

In 2000, 1,289 or 92% of the housing units were single-family units (Table 2-3). This is significantly higher than other neighboring municipalities (Table 2-4). In the Lakes Region in 2000, for example, 78.1% of the housing units were single-family units. Of the surrounding municipalities, only Madison had a higher percent of single-family units (92.8%). The number of duplexes, multi-family and manufactured housing all decreased between 1990 and 2000.

Table 2-3: Housing Types 1990-2000

Housing Types	1990	2000	Change 90-00	% Change 90-00
Single Family	1,123	1,289	166	14.8%
Duplex	16	10	-6	-37.5%
Multi-Family	32	8	-24	-75.0%
Manufactured Housing	114	97	-17	-14.9%
Other*	74	2	-72	-97.3%
Total Housing Units	1,359	1,406	47	3.5%

Source: U.S. Census

*The sharp decrease in the number of 'other' housing types is the result of the Census changing what was counted and overstated. In 2000, 'other' includes boat, RV, and camper.

Table 2-4: Percent Single-Family Units in 2000

Municipality	Total Housing Units	Single-Family Units	% Single-Family Units
Freedom	1,406	1,289	91.7%
Effingham	791	618	78.1%
Eaton	239	198	82.8%
Ossipee	2,742	2,101	76.6%
Madison	1,589	1,475	92.8%
Tamworth	1,662	1,375	82.7%
Carroll County*	18,011	15,596	86.6%
Lakes Region	64,520	50,385	78.1%
New Hampshire	547,024	365,532	66.8%

Source: U.S. Census

*Area in Lakes Region only

The number and tenure of housing units in Freedom also highlight the dominance of year-round housing growth, the decline of seasonal housing units, and the relatively small amount of rental housing in Freedom (Table 2-5). The owner occupied housing units in 2000 was 534, a 73.4% increase since 1990. The vacant housing units decreased 179 units from 983 in 1990 to 804 in 2000. The renter occupied housing units, which represents only 11% of the occupied housing units did not change and remained at 68 units.

Table 2-5: Number and Tenure of Housing Units: 1980-2000 and 2004 Estimated

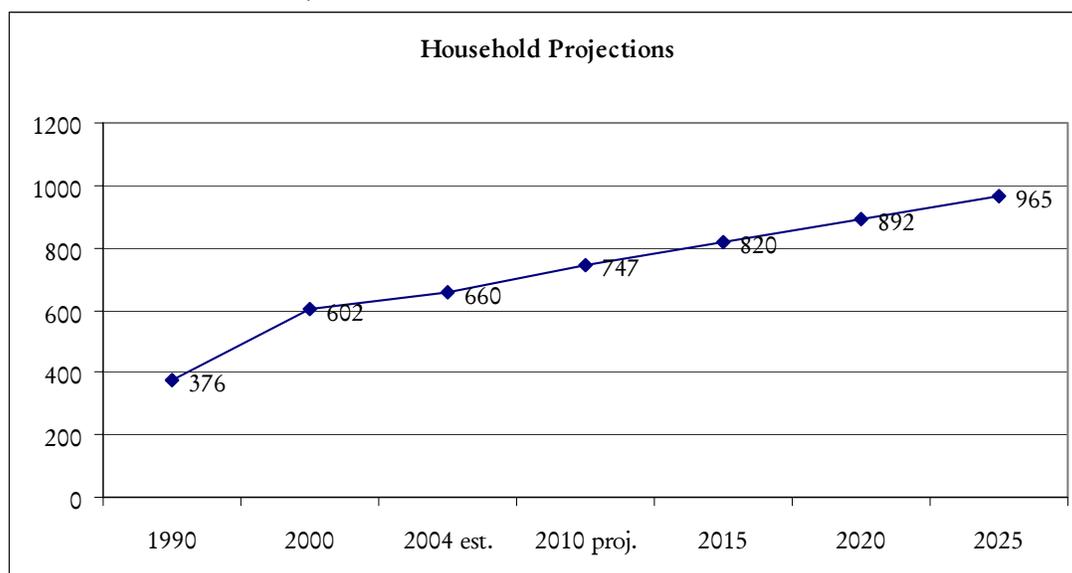
Tenure	1990	2000	2004 Estimated	Change 90-00	% Change 90-00
Owner Occupied	308	534		226	73.4%
Renter Occupied	68	68		0	0.0%
Total Households*	376	602	660	58	9.6%
Vacant**	983	804		-179	-18.2%
Total	1,359	1,406		47	3.5%

Source: U.S. Census and NH Office of Energy & Planning

*Total Households = Owner Occupied + Renter Occupied ** Vacant includes Seasonal Units

The NH Office of Energy & Planning estimates that in 2004, Freedom had 660 households. This represents an average increase of 14.5 new households annually since 2000. If this rate continues, by 2010, there will be 145 new households in Freedom, an increase of 24% (Figure 2-1). By 2025, the number of households in Freedom could be 60% more than in 2000.

Figure 2-1: Household Projections



Source: US Census and LRPC

LRPC has a household projection model (see Appendix A) that shows Freedom’s housing units growing to 965 by 2025. This model uses a number of factors (population projections,

household size, renter/owner-occupied ratio, vacancy rates, and stock replacement values) to project the number of housing units in the future.

The analysis of the housing projections based on population projections is consistent with the LRPC's household estimates and projections. The projected number of new year-round owner occupied housing units in Freedom is approximately 136 in 2010 or 14 per year.

However, the rate of issuance of new construction building permits since 2000 may mean that these projections are slightly low. Between 2001 and 2004 (Table 2-6), the town issued 120 new construction building permits. While these permits may not immediately increase the housing supply, they indicate that, since 2000, new construction production has continued at a higher than expected rate given the 14 per year projections.

Table 2-6: Number of Building Permits 2001-2004

Year	Total Number of Building Permits Issued	Building Permits Issued for New Construction
2001	167	21
2002	224	40
2003	183	28
2004	184	31
Total	758	120

Source: Freedom Annual Reports

2.4 HOUSING AFFORDABILITY

- Approximately 42% of the renters in Freedom were spending 30% or more of their household incomes on rent alone in 2000
- 29% of the homeowners under 64 years old and 15% of the homeowners 65 years and older were spending 30% or more of their household incomes on mortgage monthly costs in 2000.
- The median value of owner occupied homes increased almost 6% between 1990 and 2000 and represents the highest median value in the area.

Beyond the availability of new housing is the critical question of affordability. New Hampshire and many local communities struggle with the need for workforce housing. Workforce housing is defined as rentals or home ownership that is affordable to the average household in a community. Without affordable workforce housing, it is difficult for businesses and municipalities to attract and keep employees, which is a direct, negative impact to their business.

As reported by the New Hampshire Workforce Housing Council in March of 2005, housing demand for the wealthy is being met in New Hampshire, but working families seeking moderate and low-priced homes continue to face few choices they can afford.

The New Hampshire Workforce Housing Council and others have also pointed out that “municipal growth management strategies, such as building permit limitations, growth management ordinances, impact fees, traditional lot-size and setback requirements, restrictions on attached and manufactured units, and infrastructure requirements such as roads and sewers, increase the cost of housing generally and can reduce the number of moderate and low-priced homes created.”

An “affordable” rent or mortgage is generally defined as taking no more than 30 percent of a household’s annual gross income. Rents and mortgages in excess of 30 percent are generally considered to be too high for a household to adequately afford other necessities such as food, heat, and electricity.

An analysis of rental affordability based on median incomes and the fair market price of a two-bedroom unit in the area (Carroll County) provides a useful indication of affordable housing. The fair market rent is established by the US Department of Housing and Urban Development. The fair market rent for a two-bedroom unit in Carroll County was \$658 a month in 2000 (Table 2-7). In Freedom, the 2000 annual median family income for all households was \$49,167 or \$4,097 a month. Thirty percent of this median income in Freedom was \$1,220 a month, clearly adequate to afford the fair market rent (FMR) for a two-bedroom unit in Carroll County. However, the median monthly household income for a renter in Freedom was \$1,910 during the same period. Thirty percent of that income was \$573, not enough to afford a two-bedroom unit at the current fair market rent in the area.

Table 2-7: Freedom Housing Rent Affordability

Freedom Households	Fair Market Rent (FMR) for a Two-Bedroom Unit*		Freedom 2000 Median Household Income		30% of Freedom Median Family Income	
	Annually	Monthly	Annually	Monthly	Annually	Monthly
	\$7,896	\$658				
All Households			\$49,167	\$4,097	\$14,750	\$1,220
Renter Households			22,917	\$1,910	\$6,875	\$573

Source: US Census

* US Department of Housing and Urban Development (HUD)

According to the 2000 US Census, there were 20, or 41.7%, of the renters in Freedom who were spending 30% or more of their household incomes on rent alone (Table 2-8). Of these 20, none were 65 years and older.

Table 2-8: Households Spending 30% or More of its Income on Rental Housing in 2000

Municipality	FMR	30% or More 64 Years and Younger		30% or More 65 Years and Older	
		Number	% of Renters	Number	% of Renters
Freedom	\$658	20	41.7%	0	0%

Source: U.S. Census

While rent at the fair market rate is one indication of housing affordability, the cost of home ownership is also an issue. The increase in the cost of owner occupied homes is complex and requires consideration of factors such as location, taxes, population growth, land values, and local zoning and land use regulations. Once a household qualifies for a mortgage and purchases a home, the cost of home ownership can increase significantly due to property taxes and, in some cases, the structure of the mortgage (i.e., variable rate mortgages). While rents are usually analyzed to understand housing affordability for moderate and low-income households and families, the cost of owner occupied homes and the cost of mortgages can also have some of the same negative impacts on the local economy, housing affordability and the availability of employees for local and regional employers.

The median value of owner occupied homes between 1990 and 2000 increased from \$127,100 to \$134,300 in Freedom (Table 2-9). The median value in Freedom in 2000 was the highest and had increased the most (+\$7,200) compared to the surrounding communities.

Table 2-9: Median Value of Owner Occupied Homes 1990-2000

Municipality	1990	2000	Change 90-00	% Change 90-00
Freedom	\$127,100	\$134,300	\$7,200	5.7%
Effingham	\$89,500	\$93,800	\$4,300	4.8%
Eaton	\$134,100	\$107,900	-\$26,200	-19.5%
Ossipee	\$100,600	\$95,700	-\$4,900	-4.9%
Madison	\$113,400	\$108,000	-\$5,400	-4.8%
Tamworth	\$92,500	\$98,200	\$5,700	6.2%
Carroll County	\$119,000	\$119,900	\$900	0.8%
New Hampshire	\$129,400	\$133,300	\$3,900	3.0%

Source: U.S. Census

While the analysis using the FMR for a two-bedroom rental in the area in 2000 resulted in 41.7% renters in Freedom paying 30% or more of the household income on rent, a lesser percentage (29.1%) of homeowners under 64 years old were paying 30% or more on monthly mortgage costs (Table 2-10). However, compared to the surrounding communities, the percent under 65 years old paying 30% or more is higher than all but Effingham. Conversely, Freedom had the lowest percent (15.2%) of households 65 years and older paying 30% or more of the household income on mortgage monthly costs.

Table 2-10: Household Spending 30% or More of Its Income on Monthly Costs* 1999

Municipality	Median Mortgage	30% or More 64 Years and Younger		30% or More 65 Years and Older	
		Number	%	Number	%
Freedom	\$936	65	29.1%	21	15.2%
Effingham	\$859	57	30.2%	7	15.2%
Eaton	\$1,156	4	10.5%	6	30.0%
Ossipee	\$887	162	20.8%	91	33.5%
Madison	\$866	74	19.0%	19	22.6%
Tamworth	\$882	89	24.0%	42	25.8%
New Hampshire	\$1,226	42,669	19.4	12,835	26.1

Source: U.S. Census

*In the 2000 Census the selected monthly owner costs are calculated from the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees

Finally, a review of the percent households spent on monthly costs for housing with and without mortgages, indicate that those with mortgages were more likely to pay 30% or more on monthly costs than those without a mortgage (Table 2-11). Clearly not having a mortgage is less costly than having a mortgage. Yet, there are still households in Freedom with and without mortgages that are paying more per month than they can afford.

Table 2-11: Mortgage Status by Selected Monthly Owner Costs as a Percentage of Household Income 1999

% of Household Income spent on housing	Housing Units With a Mortgage		Housing Units Without a Mortgage	
	Number	%	Number	%
< 25%	93	52.8%	143	77.3%
25-29%	21	11.9%	14	7.6%
30-34%	20	11.4%	9	4.9%
35-39%	8	4.5%	0	0.0%
40-49%	18	10.2%	6	3.2%
50% or more	16	9.1%	9	4.9%
Not computed	0	0.0%	4	2.2%
Total	176	100.0%	185	100.0%

Source: U.S. Census

2.5 RECOMMENDATIONS

- Review zoning and subdivision regulations to see where modifications may be needed to encourage inclusionary zoning while protecting Freedom's rural and historic character.
- Explore development of senior housing – how to attract it and where to site it.
- Review zoning and sub-division regulations to address condominium conversions.

CHAPTER 3: NATURAL RESOURCES



3.1 INTRODUCTION

The primary focus of this chapter is to identify the natural resources in Freedom, recognize the role they play in giving the town its character and value, and suggest what strategies would best maintain that character.

All of the community's resources are interconnected; any change to one can have a significant impact on the others. As the population increases, demands on many of these resources will increase. The goal of this chapter is to help develop a balance between development and resource protection within Freedom that will guide future sustainable development within the community.

3.2 EXECUTIVE SUMMARY

Freedom contains 34.5 square miles of land area and 3.4 square miles of inland water area. The Ossipee River forms the southern border and Maine runs along the eastern border. Ossipee Lake and West Branch River frame the western side of the town and Madison and Eaton frame the northern edge. Freedom's rural character is, in part, defined by its many lakes and ponds, open space, wildlife habitat, and forests.



Courtesy M. Wason

Since the last Master Plan Update in 1992, Freedom's population has increased almost 40% and as noted in the Demographic Chapter, Freedom is one of the fastest growing communities in the state. As a consequence of the population increase, the number of year-round housing units has also increased. This level of growth is especially challenging to communities that value and want to maintain a quality of life associated with small, rural towns.

- The Master Plan community survey results clearly indicate that the citizens value natural resources.
- The preservation of wildlife habitat and open space, and the protection of the rivers, lakes, wetlands, and drinking water are important issues which the Master Plan needs to address.

Freedom has a significant number of acres with steep slopes and sandy soils. The Ossipee aquifer stretches across much of the western side of town and is a primary source of well water for the town. The quality of Freedom's lakes, ponds and rivers is an important source of recreation and tourism.

Almost 20% of the land in Freedom is currently in conservation. This land has created corridors of contiguous open space connecting Freedom and Madison. Freedom also contains significant areas of habitat, including threatened and endangered plants and animals.

This chapter addresses the existing and future quality of the natural resources in Freedom. Specifically, this chapter addresses some of the most important and potentially vulnerable natural resources in Freedom and identifies goals for protecting them.

The identification of the natural resources in Freedom is an important step in their future management and preservation. The Natural Resource map, located on page 29, illustrates topography, steep slopes, soils, wetlands, water resources and conservation land in Freedom.

3.3 CURRENT LOCAL NATURAL RESOURCES

3.3.1 Topography and Steep Slopes

Freedom is characterized by a hilly topography and is home to several hills whose elevation exceeds 1,000 feet, including Blazo, Prospect and Cragged Mountains and Durgin Hill. Development of hilly topography presents challenges. A recent publication entitled, “Regulating Development on Steep Slopes, Hillsides, and Ridgelines”, notes a number of issues associated with development on steep slopes.¹ The issues include not only the aesthetic quality of the hillsides, but also the adverse effect on ground water due to the increased erosion and sedimentation.

For planning purposes, slope percentages are often used to determine where development should not occur due to the steepness of the building site.² Ordinances in some communities define steep slopes as having a grade of 15% or greater, meaning that the elevation increases by 15 feet over a distance of 100 feet. In Freedom, 4,890 acres or 22.1% of the land has a slope of 15%-24% slope and 2,725 acres, or 12% the land has a slope of 25% or more.

Most of the steepest slopes in Freedom are located in the eastern half of the town. These lands are not readily developable and therefore are somewhat protected, but without permanent protection the slopes are still open to development.

A significant number of acres (2,261 acres) in the western half of town are part of the Town Forest and under conservation easement. In addition to the Town Forest, there are an additional 2,047 acres of conservation land. In total, 19.5% or 4,308 acres of the total land in Freedom is in conservation.

Freedom has a number of scenic vistas. Notably, the views along Cushing Corner Road provide views of the Ossipee Range and Sandwich Range, as well as Gunstock Mountain in Gilford. Other scenic vistas include the view of Green Mountain from Old Portland Road and Route 153, Prospect Mountain from Route 25 and Village Road, and numerous lake, field and valley vistas throughout town.

¹ Regulating Development on Steep Slopes, Hillsides, and Ridgelines, Lakes Region Planning Commission, 2006

² The slope of an area is measured by dividing the vertical height by the horizontal length or the rise over run.

Given these valuable resources, some areas in town are more suitable for development than others. Residential growth is primarily seen to occur in the future along the north side of Old Portland Road, along the north side of Village and Nason Roads and along NH Route 153 north of Cushing Corner Road as well as available open space within and adjacent to the Pine Barrens north of Ossipee Lake Road. The land is relatively free of steep slopes and the roads represent major throughways in Freedom.

Goal:

1. Prevent the loss of the aesthetic value of Freedom's hillsides, ridgelines and views, the important habitat they provide, and the water quality that can be threatened by erosion and sedimentation.

3.3.2 Soils

The most dominant soil types in Freedom are Herman (29%), Lyman-Berkshire (20%), and Colton Gravelly Loam (14%). These soils tend to be sandy. In the case of the Lyman-Berkshire soils, almost half is characterized as rocky and located on the 25-60 percent slopes.

Farmland is characterized as either prime farmland, farmland of statewide importance or farmland of local importance.³ Freedom's farmland accounts for approximately 12,666 acres or 57% of the land. Half of the farmland is considered of local importance. These lands are not prime farmland but have significance for the local production of food, feed, fiber and forage.

Farmland is also characterized as usually being well-drained and therefore in demand for development. In Freedom, like the rest of state, the number of working farms is small. Freedom is home to several small farms that produce vegetables, hay and other crops. In a long range plan it is also important to recognize niche farming as well, and the ability to grow food locally.

Goal:

1. Protect sensitive soils; prime farmland and farmland soils of statewide and local importance.
2. Protect against soil erosion and contamination.

3.3.3 Water Resources

Freedom is fortunate to have a multitude of water resources to meet existing and future needs for drinking water as well for enjoyment through recreation. Freedom's water resources include many lakes and ponds, wetlands and a significant aquifer. Freedom has 2,181 acres of surface water and sits over the Ossipee Aquifer; New Hampshire's largest stratified drift aquifer. According to the U.S. Department of the Interior geological survey, 9.3 square miles or 26% of the area in Freedom sits atop the stratified-drift aquifer. Such an aquifer is able to

³ NRCS. *New Hampshire Soil Attribute Data Dictionary*. <http://www.nrcs.usda.gov/technical/efotg/>

recharge the water table easily, providing water to wells and springs. See Appendix B for a description of the hydrologic cycle.

Freedom has a great responsibility to preserve the quality and protect the quantity of water resources for future generations. This will require careful strategic planning to balance economic growth and development with groundwater protection. Recharge areas need to be protected. Any land disturbance in these areas that reduces infiltration will reduce recharge. Developments that add impermeable surfaces, like roads and parking lots, will reduce recharge. Recharge areas are also susceptible to the introduction of chemical contaminants into the aquifer. Any contaminant spilled on the ground may infiltrate the soil and start moving through the groundwater.

3.3.3.1 Groundwater/Aquifer

With the largest portion of Freedom's water supply coming from wells, the community has a vested interest in the protection of ground water and the stratified drift aquifer.

Groundwater contains a variety of naturally occurring minerals, such as calcium, fluoride, iron, manganese, radon, and sometimes arsenic, usually in low concentrations. Some of these minerals, such as calcium, iron, and manganese can naturally occur in concentrations that make water unappealing because of taste, odor, or appearance. In many instances, radon or arsenic may pose a health risk if left untreated. The presence of chemicals in groundwater as the result of human activities is referred to as "contamination." Contamination can come from many sources.

While Freedom has no known brownfield sites, it has many potential sources of water contamination. Freedom has three areas where septic systems and sewer lines are within 500 feet of a water source or thirty or more septic systems are within a wellhead protection area and one where a highway is within 1,000 feet of a well. See Appendix C for information on NH Department of Environmental Services (DES) about potential contamination sources. Freedom's water resources not only provide drinking water but also are an important element to the tourism in the area. Given the cost of contamination of public water systems and the surface and groundwater resources located in Freedom, water protection should play a prominent role in the development of zoning and site plan and subdivision regulations. The town conducts water tests every year to monitor changes in levels of contaminants.

Goals:

1. To protect, preserve and maintain the town's potential groundwater supplies, wellhead protection areas, and related groundwater recharge areas.
2. To monitor the areas at high risk of contamination to act before water resources are degraded.

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3.3.3.2 Surface Water

Surface water in local lakes and ponds is the most obvious water resource. Freedom's lakes and ponds provide many recreational activities to both residents and visitors. The quality of the lakes and ponds is not only essential to the ecosystem, but also to the economy of Freedom.

One of the most serious threats to surface water in Freedom is invasive plants. Variable milfoil infestations continue to be a problem in the Ossipee Lake system. With funding from the town and the assistance of NH DES, a coalition of interested parties (Ossipee Lake Alliance, local businesses that depend upon the lake, and other towns) has used hand pulling and herbicide treatments in the past few years, with some success at limiting the growth. An important factor in containing and preventing future infestations is educating boaters and lakefront homeowners about this threat. Appendix D describes the problem of invasive species and current efforts to stop their spread.

Goal:

1. Freedom's shorefront properties, lakes, ponds and rivers constitute the town's most important natural and economic resources. Protection of the integrity of the water quality is paramount.

3.3.3.3 Wetlands

There are 1,689 acres of wetland in Freedom. Wetlands provide protection against shoreline and bank erosion and mitigate flooding during heavy precipitation by absorbing excess water, thus preventing downstream property damage. Wetland vegetation traps sediments and excess nutrients such as nitrogen and phosphorus from storm runoff, excess or improper lawn and garden fertilization. Disturbance or destruction of wetlands, and upland areas surrounding wetlands, should be minimized.

Wetlands provide habitat for nearly 140 of the 400 plus wildlife species in New Hampshire. Many fish species use wetlands and adjacent upland areas for critical feeding, spawning, and brood rearing habitat.

Goal:

1. Ensure protection of Freedom's wetlands. Conservation of wetlands is imperative to ensuring the balanced protection of the town's natural and economic resources.

3.3.4 Conservation Land

Conservation lands in Freedom provide scenic and open space resources, water resources, and wildlife habitat. These lands also support good air quality and mitigate climate impact. The total number of acres in conservation in Freedom is currently at 4,308 acres or 19.5% of the land. In 2005, Freedom joined with conservation groups and the town of Madison to create a Town Forest. The 2,600 acre site, established to permanently protect the area around Trout Pond, is the largest single piece of undeveloped land in Freedom. The Town Forest connects with other conserved properties resulting in over 5,000 acres of protected land in the two

municipalities of Freedom and Madison. In addition to the Town Forest, there are an additional 1,870 acres of conservation land.

Goal:

1. To promote the sound management of existing and future conservation lands in Freedom.

3.3.5 Plant and Wildlife Habitat

Freedom contains significant areas of habitat due to the varying topography, areas of undeveloped land, and its many lakes and ponds. Development puts pressure on both plants and wildlife habitat. When planning for housing and other development, an important goal is protecting plants and wildlife habitat and corridors. Appendix E provides information on endangered and threatened plants and animals reported in Freedom's town boundaries.

Goal:

1. Protect and preserve plant and wildlife habitat.

3.3.6 Light Pollution

In the balance of growth and development with preservation of the rural character of Freedom, an important aspect is the clear darkness of our night skies and the stars observed. This is an invaluable aspect of the quality of life in Freedom.

Goal:

1. Maintain the clarity and darkness of Freedom's night skies.

3.3.7 Noise Pollution

Tranquility is an important characteristic for many residents and visitors to Freedom and an important component of Freedom's rural character. As the town grows and sees increased development, it needs to protect the town's tranquility. Noise can come from many sources, and reasonable control of these sources will help ensure that tranquility remains an important aspect of the quality of life in Freedom.

Goal:

1. Ensure that tranquility is maintained for all residents.

3.3.8 Energy Efficiency

Scientists predict that by the end of the century, temperatures in New England could equal those of Virginia or Georgia, putting New Hampshire's valued natural resources – including fall foliage, winter recreation areas, forestry, and the maple syrup industry – at risk.

The factors related to increases in average air temperatures can have a direct affect on Freedom and its economy. A recent UNH study⁴, had the following findings:

- Outdoor winter recreation is a critical economic driver for New Hampshire's four northern counties and is vital to the entire state.
- Cold, snowy winters bring more visitors and generate more economic activity than warm, slushier winters.
- Energy policy choices today will impact the winter economy in the coming decades.

Energy efficiency is important not only to our air quality, but, as the above points out, our economy as well. The town annually adopts new energy codes and ensures that all new construction follows them. One challenge is to help individuals understand practical things they can do to respond to changes in climate.

Goal:

1. Ensure that Freedom does its best to promote and achieve maximum energy efficiency.

3.3.9 Conclusion

As Freedom faces the future with increased pressure from development, its natural resources need not only to be protected but also conserved. Emerging critical issues such as energy, air quality and climate change are global concerns that have local implications requiring that the town plan strategically to conserve agricultural lands, encourage local food safety and the production and use of alternative fuels for town vehicles as well as alternative modes of transportation. Freedom seeks to strike the balance of achieving sustainability while meeting the needs and protecting the character of the community.

3.4 RECOMMENDATIONS

- **Groundwater/Aquifer:** Consider adopting impervious surface limits in the site plan review regulations, and encourage the use of pervious structures for areas like overflow parking lots.

⁴ "Winter Recreation and Climate Variability in New Hampshire: 1984 – 2006" by Cameron Wake, Elizabeth Burakowski and Larry Goss. 2006, Commissioned by Clean Air-Cool Planet)

CHAPTER 4: LAND USE



4.1 INTRODUCTION

Understanding and managing land use and development are among the most important concerns of community planning. The critical nature of the Land Use Chapter is based on the premise that understanding how the land is currently used will better ensure that future development occurs in a way that supports the town's vision, goals, and objectives.

Freedom's location along the Maine border, and south of the Mt. Washington Valley, has attracted new residents and visitors for some time. Within the boundaries of Freedom are seven lakes and ponds, and two mountains. The town's population has quadrupled since the 1950's, and today it remains one of the fastest growing communities in the state. With its attractive landscape, abundance of natural resources, Freedom will continue to grow. This growth will place increasing pressure on the town's ability to balance community and individual land use interests.

4.2 EXECUTIVE SUMMARY

Since the last Master Plan in 1992, the most significant land use development has been the expansion of seasonal and year-round housing. This expansion has occurred, in large part, around the lakes and ponds.

Current zoning in Freedom reflects a desire to protect wetlands and the abundance of natural resources in Freedom. In 2005, the purchase of 2,261 acres of wooded land around Trout Pond doubled land under conservation protection. Two important land characteristics of Freedom are the abundance of steep slopes and the Ossipee aquifer.



Freedom's future land use vision is, in part, based on the limitations of the land and the abundance of natural resources located on and below the surface of the town. Future development on and near critical natural resources, especially the aquifer, will need best management practices. Additionally, most people in town want to preserve the character of the town, its historical sites and buildings. Resident respondents to the community survey also believe it is important to maintain some growth in community activities in the future.

4.3 HISTORICAL TRENDS

Freedom was incorporated in 1832 after separating from Effingham. In 1840, the first year figures are available, Freedom had a population of 926. During the 19th century, Freedom's population was concentrated in the village area and outlying farms. Due to the lack of significant prime farmland, farms were abandoned during the 19th century and the population of Freedom decreased.

The first road built in the area was Eaton Road. Route 25 has also had an important impact on the town, particularly the 1939 construction of the bypass as noted in Freedom Crossroads⁵ by Gail Bickford:

“In 1804, the “Great Ossipee Turnpike,” now Route 25, was chartered to run from Thornton through Sandwich, Tamworth, Effingham and Ossipee to the Maine border. Until 1939 it went right through the center of Freedom. When the new Route 25 was proposed, Selectman Charlie Towle persuaded the people to vote to have the road bypass the town. Probably this, more than any other single event in the town’s history, is responsible for the character of the village today.”

With the advent of rail access to the Lakes Region, Freedom began to attract summer visitors in the early 20th century. By the early 1920’s several youth camps occupied the extensive shore frontage. Shoreline development intensified after World War II as the American economy began to expand rapidly and people had access to automobiles and discretionary incomes.

4.4 RECENT TRENDS

As discussed in the Housing chapter, development along Freedom’s many lakes continues today with both seasonal and year-round housing construction. Between 1980 and 2000, seasonal housing development, including campgrounds, increased 192.8%. Another significant trend is the conversion of seasonal to year-round residences. In 2000 there were 1,406 housing units in Freedom. Since 2000, there have been 142 building permits for new construction (Table 4-1). The greatest number of permits issued in one year was in 2002 when 40 were issued.

Table 4-1: New Construction Building Permit Activity 2001-2005

Year	Building Permits Issued for New Construction
2001	21
2002	40
2003	28
2004	31
2005	22
Total	142

Source: Freedom Annual Reports

Table 4-2: Subdivision Activity 2001-2005

Year (March-March)	Number of Subdivisions Lots Approved
2001-2002	1
2002-2003	1
2003-2004	11
2004-2005	24
2005-2006	14
Total	51

Source: Freedom Internal Records

Subdivision activity between March 2004 and March 2006 was much higher than activity between March 2001 and March 2004 (Table 4-2). Between 2001 and 2004, the Planning Board approved 13 subdivision lots; between 2004 and 2006, they approved 38 subdivision lots.

⁵ Bickford, Gail. Freedom Crossroads, Freedom Press, 1989.

4.5 EXISTING LAND USE

Lakes, ponds and rivers account for 9.1% of the area in Freedom. Excluding surface waters, the majority of land (77.1%) in Freedom remains forested (Table 4-3). Only 8.4% is currently in residential use. Commercial, government, industrial and utility uses are each less than 1% and other urban, which is primarily campgrounds, occupies 1.5% of the land surface.

Table 4-3: Current Land Use, 2005

Land Use	Number of Acres	Percent of Total Land Area
Residential	1,857	8.4%
Commercial	64	0.3%
Government	22	0.1%
Industrial	5	0.0%
Transportation, Communication, Utilities	192	0.9%
Other Urban including Campgrounds and Cemeteries	331	1.5%
Agricultural	350	1.6%
Brush	1,978	9.0%
Forest	17,020	77.1%
Barren Land	249	1.1%
Total	22,066	100%

Source: Land use data based on LRPC's interpretation of 2003 aerial photography with local review.

Most of the residential use is located around the lakes, ponds, and rivers in the southern part of Freedom (Current Land Use Map, page 41). Notably, camping and residential development are predominant around Ossipee Lake, Danforth Ponds, Loon Lake, and Ossipee River. Other residential development is scattered along NH Route 153, Village Road, and Cushing Corner Road. Less dense residential development is dotted along town roads heading north into Madison and Eaton. Residential land use has intensified in the past twenty years and has led to increased development of roads.

As residential growth has occurred, the town has taken steps to preserve land. Town land under conservation protection recently doubled with the purchase of 1,870 acres of wooded land around Trout Pond in 2005. In the 1987 Master Plan, Freedom was predominantly a rural, residential community. Today, Freedom remains much the same. However, a comparison between 1986 and 2005 land use data illustrates how growth has changed the landscape (Table 4-4). While the 1986 and 2005 land use categories are not identical, between 1986 and 2005, residential land use has increased from 1,085 acres in residential use to 1,930 acres in 2005. The number of acres used for streets also increased 42.8%, from 381 acres to 544 acres.

In 1986, developed land accounted for approximately 7% of Freedom's area. In 2005, the total developed land had nearly doubled to 3,016 acres or almost 14% of the land area.

Interestingly, in the previous Master Plan, there was no indication of any conservation land. In 2005, land in conservation accounted for 4,131 acres or almost 20% of the total land in Freedom.

Table 4-4: Land Use, 1986 and 2005

Land Use	1986		2005		Change 1986-2005	
	Acres	Percent	Acres	Percent	Acres	Percent
Residential	1,085	4.9%	1,930	8.7%	845	77.9%
Commercial	19	0.1%	63	0.3%	44	231.6%
Industrial	4		5		1	
Streets	381	1.7%	544	2.5%	163	42.8%
Public/Semi-Public (Government)	39	0.2%	22	0.1%	-17	
Other (Outdoor, Campgrounds, Cemeteries, and Built up land, including utilities)			452		452	
Total Developed	1,528	6.9%	3,015	13.7%	1,488	97.4%
Conservation			4,308	19.5%		
Vacant	21,122	95.7%	14,742	66.8%	-6,380	-30.2%
Total Land Area	22,066		22,066			

4.6 LAND USE ISSUES

4.6.1 Steep Slopes

Freedom is characterized by an abundance of steep slopes. Approximately 12% of the land in Freedom has slopes of 25% or more. Development in these areas is unadvisable, and presents problems related to storm water run-off, soil erosion and sewage disposal.

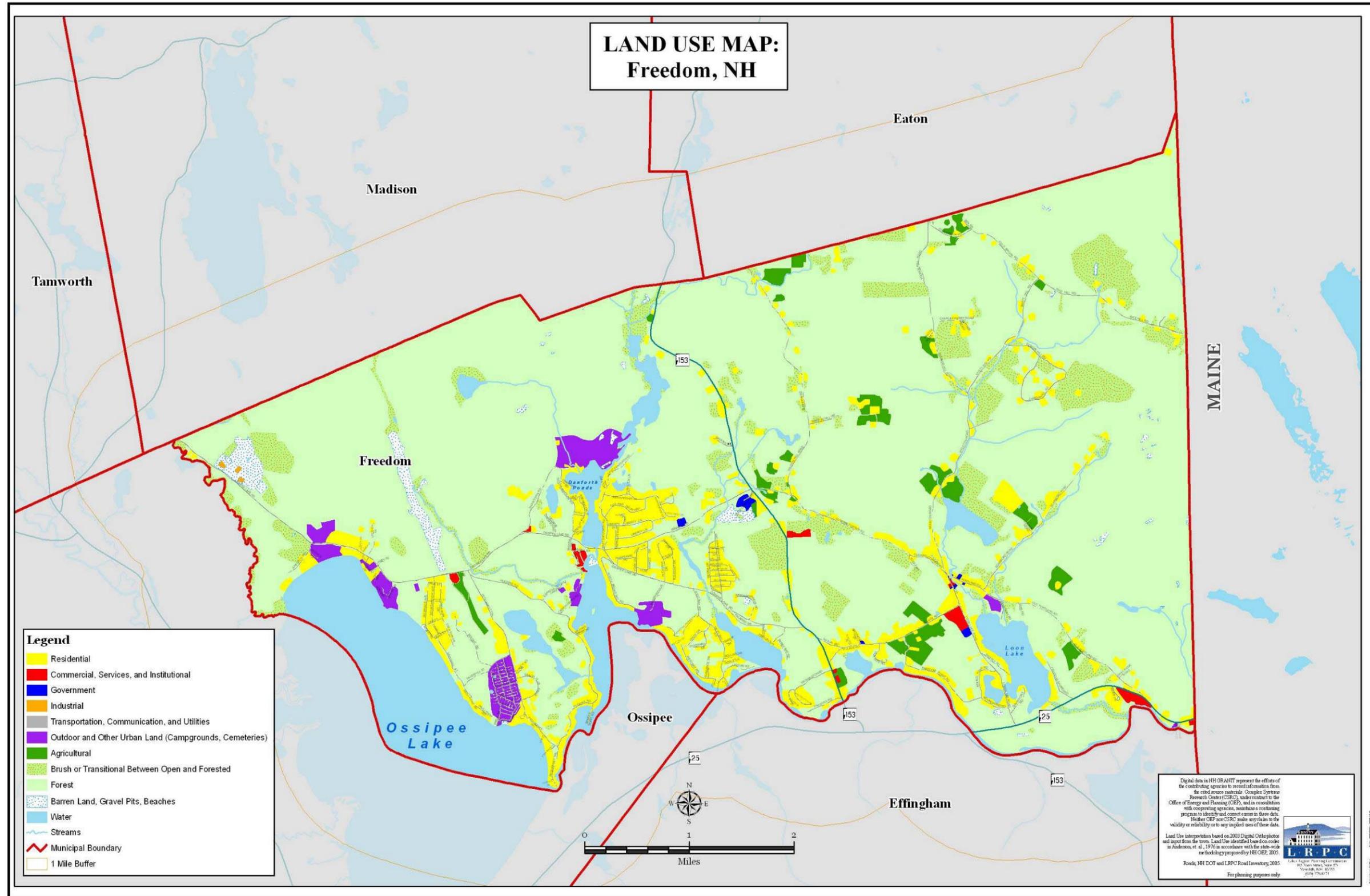
An additional 4,890 acres or 22.1% of the land in Freedom has a slope of 15-25%. These areas may also be unattractive for development due to the reasons noted above.

The minimum lot size for a subdivision in Freedom is determined by zoning, soil type, and slope of the land. Land where the average slope exceeds 25% may not be used to fulfill any part of the lot size requirement for a subdivision. The Planning Board should evaluate the town's subdivision regulations and steep slope ordinances to determine if they adequately address current concerns.

4.6.2 Aquifer

Land in the western part of Freedom is over the state's largest stratified drift aquifer: the Ossipee aquifer. Since most of Freedom's population uses water from private wells, protection of the aquifer is of vital importance. The town should consider the use of land use regulations to help ensure the protection of their drinking water supply.

Current Land Use Map



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4.6.3 Growth

The community survey did not indicate that respondents thought growth was a serious problem. However, half of the respondents indicated that more growth controls are needed. As in many small communities that experience growth, the desire to retain the rural character is important and is reflected by the answers in the survey.

A review of the zoning and subdivision regulations may produce some new and innovative ways to balance the rights of the property owners and future development. While conservation land limits development, innovative land use, such as cluster or conservation subdivisions, may help Freedom manage growth and provide lower cost housing. A review of the town's existing natural resource ordinances and exploration of a groundwater protection ordinance would focus community attention on these and related issues.

4.6.4 Zoning

Freedom first adopted zoning in 1987. While the zoning has been amended over the years, today's ordinance reflects a desire to manage commercial development and direct it to certain areas to protect wetlands and provide for open space. The current ordinance includes the following six zones: rural residential, general residential, shore front district, light commercial, village residential, and wetlands conservation overlay district (Table 4-5).

Table 4-5: Zoning

Zone	Acres	Percent of Total Land Area
Rural Residential	16,048	72.7%
General Residential	4,341	19.7%
Shore Front District	974	4.4%
Light Commercial	606	2.7%
Village Residential	92	< 1%
Wetlands Conservation Overlay District	1,689	7%

4.6.4.1 Rural Residential

The rural residential zone is the largest area in Freedom, representing 73% of the total acres. The rural residential zone is characterized by low-density, rural living and open space. Permitted uses include single family houses, agriculture, forestry, manufactured housing, water storage facility, and produce stand. The minimum lot size is 5 acres and 400 feet of road frontage for one house with private water and sewer.

4.6.4.2 General Residential

The general residential zone is the second largest area in Freedom with 19.7% of the total acres in this zone. The zone is located across the southern part of town and has easy access to major roads. Similar to the rural residential zone, permitted uses include single family homes, agriculture, forestry, manufactured housing, water storage facility, and produce stand. An

additional permitted use is cluster development. The minimum lot size for general residential is two acres with road frontage of 200 feet.

4.6.4.3 Shorefront

The shorefront district is an overlay district that includes most of the land immediately adjacent to Freedom's lakes, ponds and rivers. Because the soil types are characterized by erosion and drainage hazards, these lands require conservation and land management practices that minimize environmental and aesthetic degradation. The overlay district creates a 300 foot buffer around all lakes and ponds over 10 acres as well as the Ossipee River, measured from the high water mark. The overlay district accounts for 4.4% of the land. Permitted uses are outdoor recreational facilities and accessory uses such as beaches, docks and driveways.

4.6.4.4 Light Commercial

The light commercial zone is located along NH Route 153 south of Cushing Corner/Bennett Road intersection and south of NH Route 25 to the Ossipee River. In addition to the permitted uses in the rural residential zone, retail stores, automobile service stations and offices are permitted. A minimum of one acre is necessary for a home or business. The light commercial zone accounts for 2.7% of the land in Freedom.

4.6.4.5 Village Residential

Freedom has one small village residential zone located along Elm Street and Old Portland Road in the center of town. In total, less than 1% of the land in Freedom is zoned village residential. The objective for this zone is to preserve the historic past and the tradition of single-family homes. The minimum lot size is one acre and permitted uses are single-family dwellings, agriculture, forestry, water storage facility, and produce stands.

4.6.4.6 Wetlands Conservation Overlay District

The Wetlands Conservation Overlay District is an environmental overlay district superimposed over the zoning districts and accounts for 1,689 acres. The District is defined as the areas delineated as poorly and very poorly drained soils by the U.S. Department of Agriculture, Natural Resource Conservation Service, in the Soil Survey of Carroll County. The Wetlands Conservation Overlay District also includes swamps, marshes, and bogs which support vegetation adapted for life in saturated soil conditions. Permitted uses are those which will not require the erection or construction of any structures or buildings, will not alter the natural surface configuration by the addition of fill or by dredging, and uses that are otherwise permitted.

4.7 FUTURE LAND USE

Freedom's future land use vision is in part based on the limitations of the land and the abundance of natural resources located on and below the surface of the town. While Freedom has experienced growth, it is now, and will continue to be a quiet, residential community. There is no significant industry and little commercial activity. Tourism, rather than

manufacturing, is Freedom's (predominant) industry. The water resources and quiet, small town atmosphere will continue to attract tourists in the future.

The key challenge facing Freedom is to use best management practices and careful and creative regulations to manage the future of the village center, the growth of rural residential areas, and the protection of sensitive lands. The future land use map (page 47) reflects the desired developments in Freedom.

Half of the land in Freedom is not likely to be developed. The eastern part of the town is characterized by steep slopes, and much of the land on the western side is in conservation. While new houses may be built in this area, no large-scale subdivisions would be encouraged due to the challenging terrain and the desire to protect the natural resources located there.

Some possible future developments in the village district may be senior housing and another meeting place, such as a café or restaurant. Some appropriate light commercial businesses could also contribute to community activities if they are compatible with traditional village character.

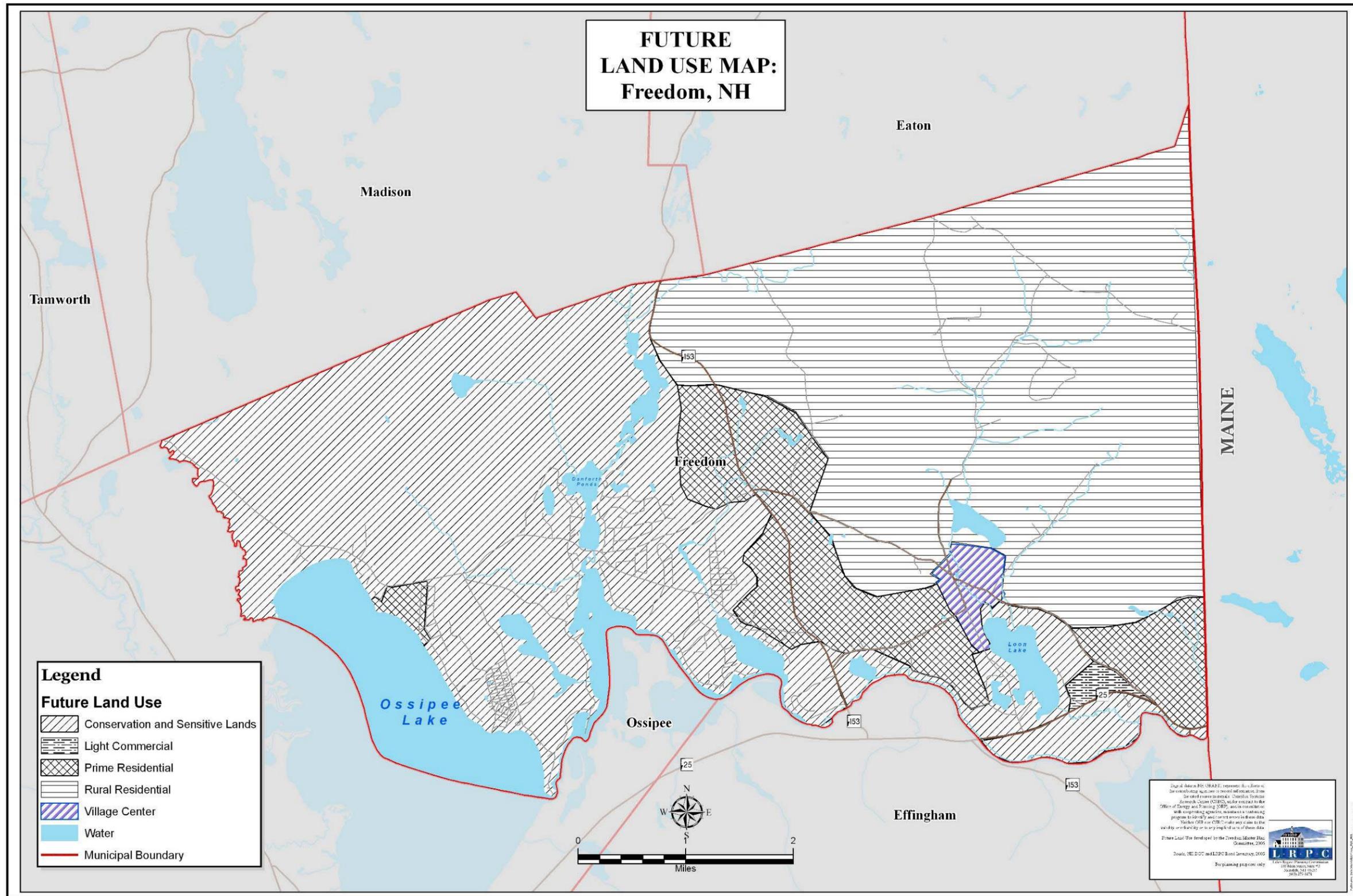
The expansion of commercial or industrial uses along NH Route 25 will be limited due to wetlands and land that is currently in conservation. It may be possible to expand the light commercial district along Route 153 between Bennett Road and the Madison town line.

Future residential growth is likely to occur primarily along the north and south side of Village Road and along NH Route 153. The land is relatively free of steep slopes and the roads represent major throughways in Freedom. Current subdivision regulations may suffice for growth in these areas. However, the town might require subdivisions to meet new specifications, such as cluster or conservation subdivision regulations near natural resources, such as open space and viewsheds. Outside of development along the roadways described above, additional future development could occur in sensitive land areas, characterized by large forest tracts, significant wildlife areas and in many areas, the presence of the Ossipee Aquifer. Any development in these sensitive areas needs stringent review to protect the natural resources. The town should promote relatively low-density residential development or seek to protect it with conservation programs.

4.8 RECOMMENDATIONS

- Review zoning and subdivision regulations to encourage innovative land use, such as conservation subdivisions.
- Employ innovative zoning and subdivision ordinance controls and other options, including education, to protect land values and sensitive natural resources.
- Ensure all applicable regulations, zoning and subdivision ordinances require Best Engineering and Environmental Management Practices (BMPs).
- Consider measures to regulate building on steep slope and ridgelines.

Future Land Use Map



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CHAPTER 5: TRANSPORTATION



5.1 INTRODUCTION

A transportation system is a key planning consideration for rural communities for several reasons. One reason is that transportation and land use are very closely related. Future development can only occur where roads exist. When development occurs it affects the quality of the transportation system. In Freedom, the majority of the roads are designed to carry low or moderate amounts of traffic. Exploring existing transportation system conditions provides the framework for assessing local needs and allows for the coordination with regional and state plans, as outlined in RSA 674:2 III.a.

Another reason that transportation is a key planning concern is that road maintenance and construction expenditures constitute a significant portion of the town budget. In 2005 highway maintenance and general expenses represented 35 percent of actual town expenditures. The town receives state Highway Block Grant Aid to offset the cost of road maintenance; the amount received is based on population and miles of roads. In 2005, Freedom received a total of \$72,649. Taking this offset into consideration, road maintenance and construction still accounted for 24 percent of town expenditures. Although the cost of the highway system is a significant part of the town's budget, the need for an efficient, well-maintained road system is critical to safe, quality transportation.

5.2 EXECUTIVE SUMMARY

The Freedom Highway Department is directed by a Road Agent who is elected for a three year term. The planning, construction, and maintenance of town roads and public transportation fall within this department's responsibility. The community survey administered in July 2005 asked several questions related to the work of this department. When residents were asked if the town is doing a good job of maintaining roads in the winter, nearly 95 percent agreed. Nearly 69 percent of the survey respondents agreed that the town does a good job planning roads and traffic.



Since a Master Plan should, according to RSA 674:3, promote adequate provisions for traffic and general transportation safety, it is important to understand current road conditions. The town can establish priorities in a relatively objective manner by ranking roads in terms of their deficiencies and the cost of needed improvements. In addition, this analysis can include other factors, e.g., pedestrian and bicycle access, rural character, and directing growth – especially in terms of protecting sensitive areas. The transportation and highway needs and goals should align with the Master Plan's overall vision of the town's future, combined with any changes in development, land use and/or zoning. Before discussing specific road improvement objectives, some background information on Freedom's road system is useful.

5.3 ROAD CLASSIFICATION

The State divides highways into six administrative classes as described in RSA 229:5. A brief description of these classifications follows:

Class I Trunkline Highways are highways on the state highway system. In New Hampshire the Department of Transportation (NHDOT) assumes full control and pays all costs of construction, reconstruction, and maintenance of these sections unless they are in an identified urban compact.

Class II State Aid Highways consist of highways on the secondary state highway system. All sections improved to the satisfaction of the NHDOT Commissioner are maintained by the state.

Class III Recreational Roads lead to and within state reservations as designated by the Legislature. NHDOT assumes full control of these roads.

Class IV Rural Highways are town roads within compact sections of cities and towns listed in RSA: 229.5, paragraph V

Class V Maintained Roads consist of all other traveled roads which the town has a duty to maintain regularly. These roads are commonly referred to as "Town Roads."

Class VI Un-maintained Roads are public ways that include roads which have not been maintained and repaired by the town in suitable condition for travel for five consecutive years or more, and discontinued roads made subject to gates and bars.

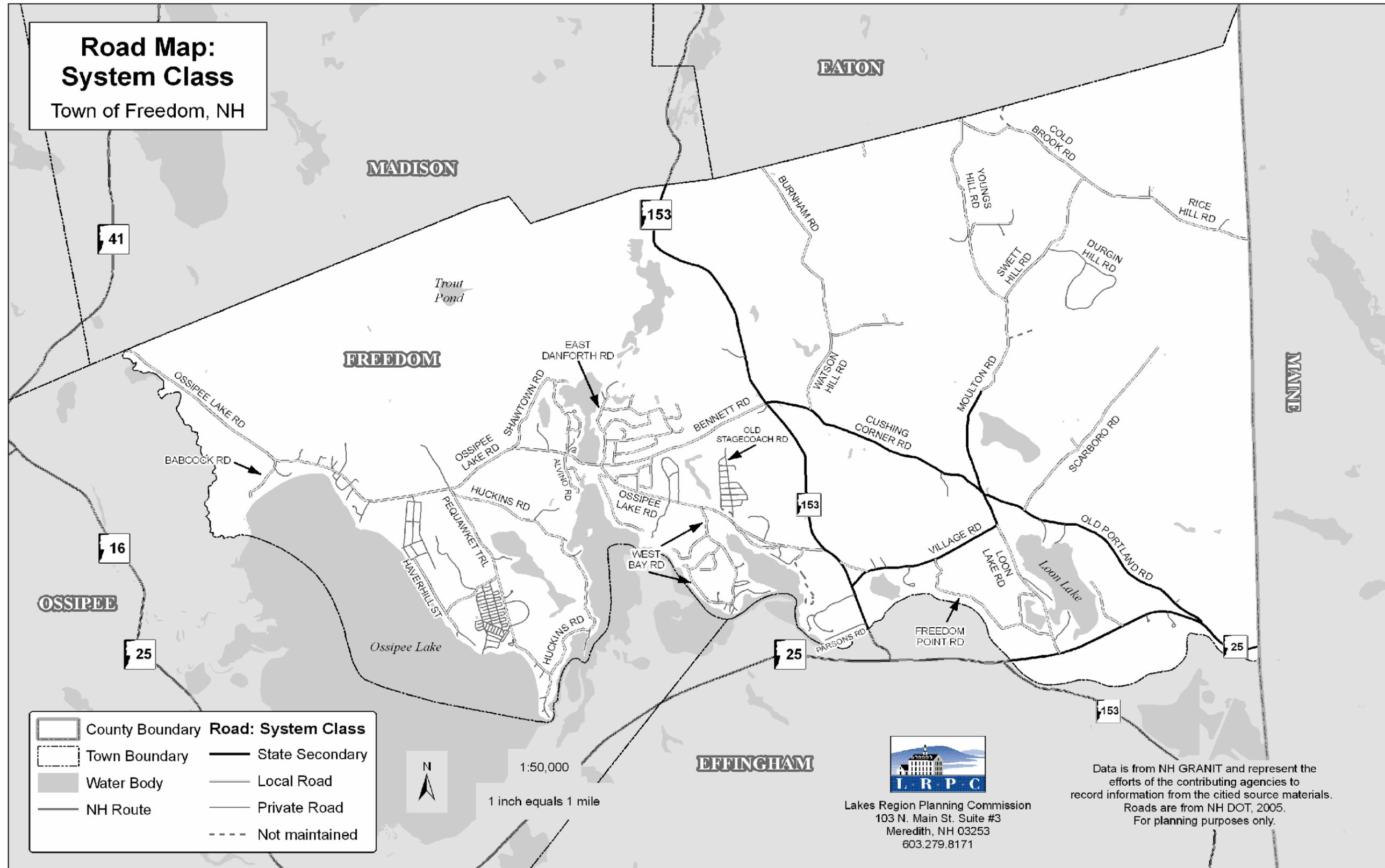
Freedom has only Class II, Class V, and Class VI roads. No State Trunkline or Rural Highways or Recreational Roads run through the town (see Road Map: System Class, page 53). Table 5-1 indicates the total road miles by administrative classification in Freedom. In addition to public ways, Freedom has a total of 25.07 miles of private roads. While not subject to town maintenance, a total of 9.5 miles of private roads are plowed by the town in the winter.

Table 5-1: Miles of Road in Freedom by Administrative Classification

Classification	Miles	Percent of Total
Class II	6.45	13.00%
Class V	42.76	85.57%
Class VI	0.76	1.52%
Total	49.97	100.00%

Source: LRPC Road Inventory

Road Map: System Class



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5.4 HIGHWAY NETWORK

Roads are also classified by their functional usage, or the kinds of traffic served. An *arterial highway* generally carries higher volumes of traffic at higher speed and for longer distances between larger communities and through smaller ones. Such roads often have limited access from abutting properties, median dividers, and grade separations. Freedom has no major arterial highways. The rural road system is limited to 2.35 miles of minor arterial highway, which is the section of NH Route 25 in the southeast portion of town.

In contrast to arterial highways, a *collector road* carries traffic between various neighborhoods and links the locally important traffic generators with the rural hinterland and the arterial roads. Collector roads should be constructed to serve a mixture of traffic at moderate speeds with some control of development and layout of intersecting roads. The road network in Freedom consists of approximately 20.6 miles of minor collector roads as identified by NHDOT and the town Road Agent.

The *local road* system constitutes all rural roads not classified as arterials or collector roads. The local road system, in comparison to collectors and arterial systems, primarily offers continuous access for all abutting properties, mostly in residential areas, and may be constructed to serve traffic at lower speeds and for shorter distances. There are currently 50 miles of local roads in Freedom. The state automatically classifies all town roads functionally as “local”, even though some town roads serve as collectors.

Functional classifications of roads are primarily qualitative. Because of varying geographic conditions; such as population densities, spacing between and size of communities, densities and patterns of road networks; criteria on sizes of population centers, trip lengths, and traffic volumes do not apply to all systems. However, considerable consistency is shown when functional classification is expressed as a percentage of the total length of roads. Table 5-2 indicates (when private roads are included with local roads) functional classifications are close to that experienced in other rural systems. The functional classification of roads in Freedom is displayed on the Road Map: Functional Class (page 57).

Table 5-2: Functional Class Percentage of Total Roads

System	Percent of Rural Road Length	
	Typical Distribution of Rural Functional Class	Freedom
Arterial	2-4%	3%
Collector	20-25%	28%
Local Road	65-75%	69%

Source: AASHTO-Geometric Design of Highways and Streets, LRPC Road Inventory

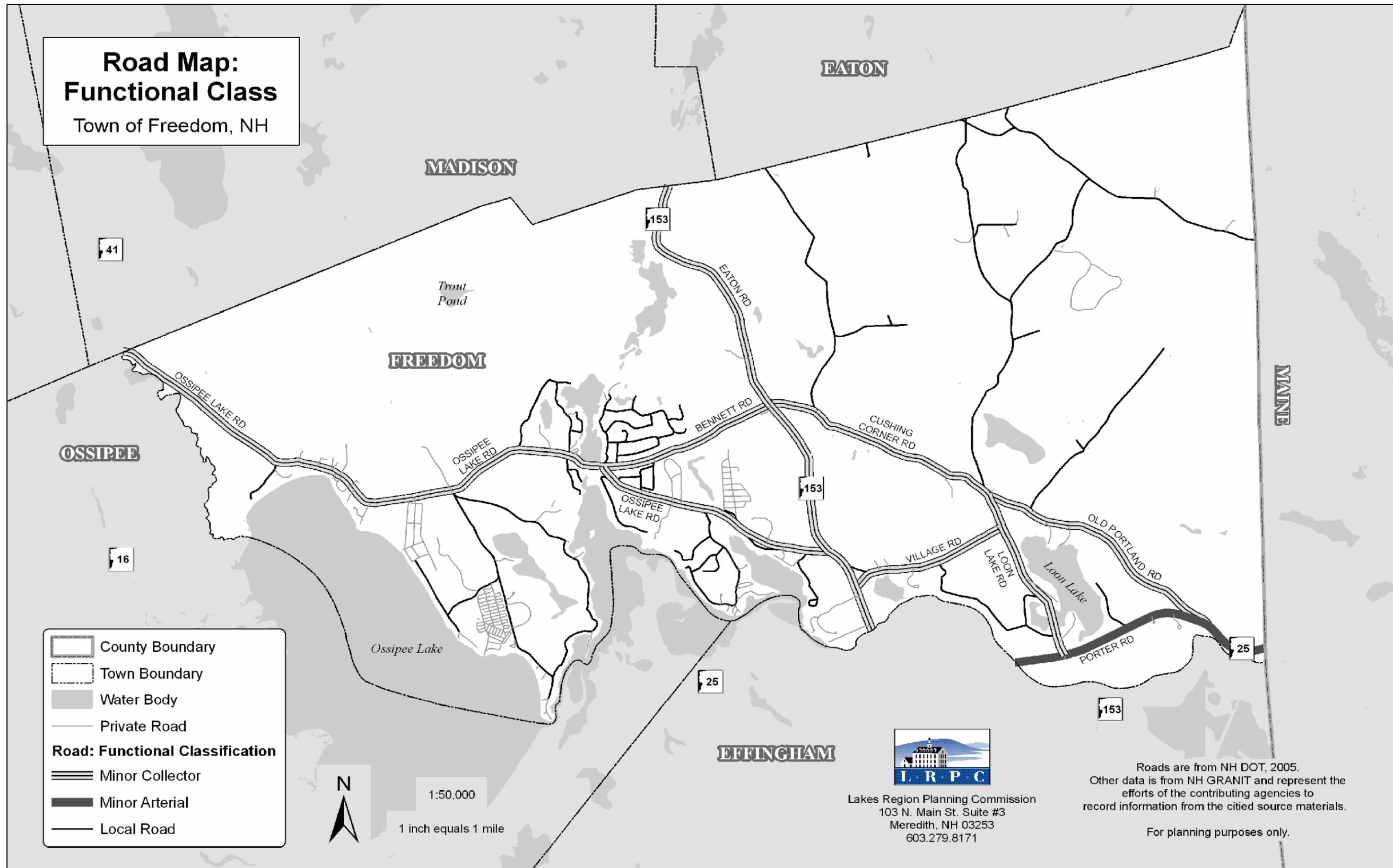
A road’s functional classification is useful in evaluating its adequacy. For example, a minor collector road should have greater pavement width and higher alignment and sight distance standards than would be needed on a residential or rural dead-end road. When roads are

constructed to serve only rural residential traffic, the pavement is not designed for the greater volumes of traffic or large number of heavy trucks. This fact should be kept in mind by the town in developing its land use controls. For example, if a town wants to retain a rural feel and minimize arterial roads, land use controls can influence the development according to the town's desires. Higher density uses along a rural-residential road will generate large amounts of traffic that may exceed the design capacity of the road. Generally, higher density commercial, industrial, and multi-family residential uses should be served by collectors or arterials that can accommodate the anticipated traffic.

Due to community concerns about some current functional road classifications, further study is recommended to explore options available to direct or limit traffic flow on town roads. Loon Lake Road is a prime example of a road needing further study. It is currently classified as a collector road, however, it is unpaved, adjacent to Loon Lake, and services the elementary school and Freedom Club beach. It also feeds directly onto Elm Street, the "main drag," that has neither sidewalks nor shoulders. Community concerns include the amount of overall traffic, heavy vehicular traffic, safety, road maintenance costs, environmental protection, and preserving rural character. Methods to address these concerns on this road and others throughout town include traffic calming techniques and posted load limit signs.

The current method of dealing with road upgrades is through the Town Meeting. When the Road Agent and Selectmen believe it is time to upgrade a road, they propose the project on a warrant article. The people attending Town Meeting discuss this proposal and vote to approve or disapprove the project. The process is working well and should continue to be the way the town decides on road improvements.

Road Map: Functional Class



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5.5 TRAFFIC FLOW

Area traffic volumes show relatively high increases over a short period of time. For example, the traffic counts conducted in Freedom on NH Route 153 at Square Brook indicate a 54 percent increase over the 5 year period from 1999 to 2004, when the average annual daily traffic (AADT) increased from 1,300 to 2,000 vehicles per day. Area traffic that may have an impact on Freedom includes NH Route 153 traffic in the neighboring towns of Eaton and Effingham. The AADTs for counter locations are highlighted in Table 5-3.

Table 5-3: Recent Area and Local AADT Percent Increase

Community	Location	1999	2000	2001	2002	2003	2004	Yrs/%Change
Eaton	NH 153 Eaton Center	1,600			2,100			3 years/31%
Effingham	NH 153 over Ossipee River		2,600			3,300		3 years/27%
Freedom	NH 153 at Square Brook	1,300					2,000	5 years/54%
Freedom	Ossipee Lake Rd. over Broad Bay Outlet			1,600			2,000	3 years/25%

Source: NHDOT

Many of the roads in Freedom are subject to seasonal variation in traffic flow, especially those roads on the lake shores (with seasonal housing) and the minor collector roads which serve them. Table 5-4 outlines Saturday traffic counts in the summer over a 24 hour period. While the AADTs are seasonally adjusted, these counts show the actual volume of traffic on a given road for the day. For example, the average daily volume shown for Ossipee Lake Road was estimated as 2,000 vehicles in 2004, while traffic counts conducted by the LRPC over July Fourth weekend of the same year indicate volume counts of 3,465 vehicles. (July 4 was a Saturday that year.) The fluctuations between average volume and peak volume are important because planning for roads and traffic is done on the basis of peak travel periods and forecasted increased traffic volumes.

Table 5-4: Actual Local Summer Saturday Traffic Counts

Location	2002	2003	2004
Shawtown Road		1,182	
Bennett Road	678		
Ossipee Lake Road (west of Pequawket)	1,339		
Ossipee Lake Road (west of Babcock)	1,335		
Ossipee Lake Road (west of Pequawket)			3,465

Source: Town Requested LRPC Traffic Counts

5.6 MAINTENANCE AND UPKEEP

The Lakes Region Planning Commission evaluated all roads in Freedom using the Road Surface Management System (RSMS) method. This method assesses the condition of road surfaces, drainage, and construction characteristics. The result of this survey is outlined in Tables 5-6 and 5-7, which displays the inventory of all roads and existing conditions. The purpose of RSMS is to provide communities with a system to assess the condition of the road network, weigh maintenance alternatives, and establish long-term programs and budgets. The premise of RSMS is the old adage that an ounce of prevention is worth a pound of cure. In road maintenance terms, routine and preventative efforts can save a community the cost of reconstruction, which can be 5-8 times as much as maintenance performed strategically over the useful life of a road. The leading goal of the program is to assist decision-makers in developing cost-effective strategies for road up-keep.

The outcome of the road surface evaluation is a rating for each road, called the Pavement Condition Index or PCI. The index is based on a scale of 1-100. Generally, roads with a PCI value of 60 percent or better are in the realm of routine and preventative maintenance and those roads with a PCI value of 60 percent or less indicate roads in need of rehabilitation or reconstruction. Existing road condition data is combined with factors provided by the Road Agent to evaluate maintenance strategies. These factors are volume of traffic and road importance. Generally, importance is defined by the services supported by the road. Essential services such as police and fire are of greater importance, for example.

The outcome of the RSMS is the conclusion that roads in Freedom are in the routine maintenance stage as outlined in Table 5-5.

Table 5-5: Road Improvements Based on Pavement Condition Index

Improvement Needed	PCI Range	Percentage of All Class V Roads
Reconstruction	0-45	
Rehabilitation	45-60	
Preventative Maintenance	60-75	
Routine Maintenance	75-100	100%

Source: Freedom RSMS

For these roads, regularly performed maintenance produces the greatest results in extending the life of a road. In Freedom, sand sealing is performed on a three year rotation of roads. For unpaved roads, re-grading and ditching is performed on a regular basis and when road conditions warrant an improvement, such as after severe rain and mud season.

In Freedom road improvements are based on tax cards, location of year round residents, and traffic volume. At town meeting, the community approves road improvements. The Road Agent builds the roads according to the Standard Specifications for Road and Bridge Construction, developed by the NH Department of Transportation.

Future road upgrades should be based on traffic studies, cost/benefit analyses of ongoing maintenance, and the capital costs of major construction work. These analyses should also consider the environmental impact a road upgrade would have on water resources, including the impact of non-permeable surfaces, versus the impact of on-going maintenance. Safety and the preservation of the town's rural character are also factors in these decisions.

While Freedom does not have an impact fee ordinance, it can charge developers for improvements the Planning Board deems necessary for occupancy of any portion of a development, as outlined in RSA 674:21. Fees for improvements are limited to highways, drainage, and sewer and water upgrades, and must be proportional to the improvements necessitated by the new development. While these improvements help off-set community costs, they are limited to a development's portion of the improvement and are no substitution for a long range transportation improvement plan.

5.7 PUBLIC TRANSIT AND OTHER MODES OF TRANSPORTATION

Due to the town's size and location, Freedom has no public transportation services. The Concord Trailways route between Boston and Colebrook has a stop in West Ossipee two times a day in each direction. The closest commercial airports are Laconia Municipal Airport 44 miles to the west, which has daily flights to Boston and the Portland International Jetport about 50 miles to the east. In 2004, the potential for renewed freight service and costs to upgrade to passenger service on the Conway Branch of the Ossipee Railroad was studied, however this project has not moved forward to date.

The community survey conducted in 2005 requested an evaluation of the statement "Freedom needs public transportation". Of those responding to the survey, 17% agreed or strongly agreed to the statement. While the town's size makes fixed route public transportation service infeasible, based on an aging population, the town should explore limited services by small bus or car. Potential providers for this type of service include the Carroll County Retired Volunteer Senior Program (RSVP).

Alternative modes of transportation are important to the overall transportation network and for recreational purposes. With a general lack of sidewalks in Freedom, pedestrians can find themselves in conflict with vehicular traffic. Bicycle and pedestrian access exists in the form of four foot wide paved shoulders along Ossipee Lake Road between Babcock Road and Pequawket Trail. This recent improvement represents a portion of a greater project which would create four foot wide paved shoulders the entire length of Ossipee Lake Road and connect to bicycle and pedestrian networks in other communities. In Freedom the shoulders represent safe passage along one of the community's more heavily traveled roads which connects the larger seasonal campgrounds, local water resources, and other recreational opportunities. It does not, however, connect to the Village.

5.8 RECOMMENDATIONS

- Amend town subdivision regulations concerning road access in order to avoid excessive driveways to abutting properties along any minor or local collector roads.
- Consider completing the four foot wide paved shoulders on Ossipee Lake Road.
- Explore the opportunity for coordination between existing agencies and organizations for the provision of some public transportation.

Table 5-6: Freedom Unpaved Roads Inventory, 2005

Road Name	Length (miles)	Section Start	Section End	Surface Type	PCI
Abenaki Drive	0.212	Mudgett Road	Dead-end	Unpaved	95
Babcock Road	0.368	Ossipee Lake Road	End	Unpaved	98
Berry Bay Road	0.373	Ossipee Lake Road	Dead-end	Unpaved	73
Burnham Road	1.741	Watson Hill Road	T/L	Unpaved	96
Charles Perry Road	0.546	Youngs Hill Road	Dead-end	Unpaved	77
Cold Brook Road	1.409	T/L	Rice Hill Road	Unpaved	86
Freedom Point Road	1.168	Round Pond Road	Village Road	Unpaved	96
Haverhill Street	1.084	Pequawket Trail	Dead-end	Unpaved	100
Huckins Road	1.614	Dead-end	Paved	Unpaved	98
Loon Lake Road IV	0.262	Paved	Unpaved	Unpaved	94
Loon Lake Road II	0.627	Unpaved	Paved	Unpaved	91
Mudgett Road	0.103	West Danforth Road	Abenaki Drive	Unpaved	98
North Broadbay Road	0.78	Ossipee Lake Road	Cul de sac	Unpaved	N/A
Packard Drive	0.477	Ossipee Lake Road	Ossipee Lake Road	Unpaved	92
Pauli Point Road	0.315	Haverhill Street	Dead-end	Unpaved	98
Pequawket Trail II	0.353	Paved	Huckins Road	Unpaved	98
Round Pond Road	0.707	Loon Lake Road	Loon Lake Road	Unpaved	89
Service Road	0.114	Babcock Road	Dead-end	Unpaved	85
Sherwood Forest Way	0.161	Cul de sac	Paved	Unpaved	92
Watson Hill Road	0.727	Bennett Road	Burnham Road	Unpaved	80
Watson Hill Road III	0.336	Paved	Paved	Unpaved	93
West Bay Road II	0.589	Pavement Change	Chick Drive	Unpaved	100
West Danforth Road	0.713	Ossipee Lake Road	Shawtown Road	Unpaved	98
Youngs Hill Road	1.192	Cold Brook Road	Paved	Unpaved	78

PCI = Pavement Condition Index

Table 5-7: Freedom Paved Roads Inventory, 2005

Road Name	Length (miles)	Section Start	Section End	Surface Type	PCI
Bennett Road	1.547	Ossipee Lake Road	Route 153	Paved	100
Chick Drive	0.364	West Bay Road	West Bay Road	Paved	84
East Danforth Road	0.651	Ossipee Lake Road	Dead-end	Paved	90
Fife and Drum Way	0.569	Independence Drive	East Danforth Road	Paved	93
Flintlock Lane	0.059	Independence Drive	Dead-end	Paved	91
Hampshire Road	0.238	Ossipee Lake Road	York Lane	Paved	98
Hillside Drive	0.243	Independence Drive	Dead-end	Paved	87
Huckins Road II	1.391	Pavement Change	Pequawket Trail	Paved	100
Huntress Bridge Road	0.055	T/L	Route 25	Paved	98
Independence Drive	0.893	East Danforth Road	Liberty Lane	Paved	93
Liberty Lane	0.874	East Danforth Road	Patriots Way	Paved	88
Little Knoll Circle	0.122	Independence Drive	Cul de sac	Paved	98
Loon Lake Road	0.301	Elm Street	Unpaved	Paved	100
Loon Lake Road III	0.117	Unpaved	Paved	Paved	91
Marina Road	0.268	Ossipee Lake Road	Dead-end	Paved	100
Moulton Road	0.922	Youngs Hill Road	Pavement Change	Paved	100
Moulton Road II	0.927	Pavement Change	Cushing Corner Road	Paved	57
Nason Road	0.262	Village Road	Route 153	Paved	98
Old Stage Coach Road	0.090	Ossipee Lake Road	Private	Paved	100
Olde Yankee Drive	0.386	Bennett Road	York Lane	Paved	96
Ossipee Lake Road	6.846	Route 153	T/L	Paved	100
Patriots Way	0.210	Bennett Road	Liberty Lane	Paved	98
Pequawket Trail	1.590	Ossipee Lake Road	Unpaved	Paved	98
Powder Horn Lane	0.136	Liberty Lane	Cul de sac	Paved	96
Rice Hill Road	1.085	Cold Brook Road	Pavement Change	Paved	74
Rice Hill Road II	0.491	Pavement Change	T/L	Paved	100
Shawtown Road	0.906	West Danforth Road	Ossipee Lake Road	Paved	98
Sherwood Forest Way II	0.298	Pavement Change	West Bay Road	Paved	100
Stoddard Lane	0.273	Chick Drive	Cul de sac	Paved	95
Swett Hill Road	1.343	Cold Brook Road	Youngs Hill Road	Paved	98
Watson Hill Road II	0.152	Burnham Road	Unpaved	Paved	98
Watson Hill Road IV	0.183	Unpaved	Dead-end	Paved	100
West Bay Road	0.923	Ossipee Lake Road	Pavement Change	Paved	100
York Lane	0.321	Ossipee Lake Road	Olde Yankee Road	Paved	100
Youngs Hill Road II	0.609	Unpaved	Moulton Road	Paved	100

PCI = Pavement Condition Index

CHAPTER 6: TOWN FACILITIES



6.1 INTRODUCTION

The services provided by the town’s taxpayers are an important part of a town’s life (see Tables 6-1 – 6-4). The community survey found high satisfaction with most areas. The library, school system and fire/rescue/EMS received the highest ratings. The area of most concern is communication between town residents and town boards.

Table 6-1: Community Survey Ratings of Town Services

Area Rated	Excellent/ Very Good/ Good	Fair/ Poor
Library	91%	9%
School System	89%	11%
Emergency Rescue and Ambulance	89%	11%
Fire Protection	88%	12%
Police Protection	85%	15%
Town/School Run Youth Programs	74%	26%
Community Recreation for Adults	59%	41%
Town/School Run Senior Programs	53%	47%
Communication about programs and activities by Town and Town Boards	44%	56%
Community Recreation for Children	41%	33%

Table 6-2: Community Survey Ratings of Zoning Activities

Zoning Board	Strongly Agree/Agree	Disagree/ Strongly Disagree
Strictly enforce zoning and code regulations	88.0%	12.0%
Restrict the number of building permits issued annually for new homes	71.7%	28.2%
Encourage condensed development which promotes green-space	65.3%	34.7%
No change to existing zoning ordinances	56.9%	43.0%

Table 6-3: Community Survey Ratings of the Highway Department

Highway Department	Strongly Agree/Agree	Disagree/ Strongly Disagree
Freedom needs public transportation	16%	84%
The town needs to better plan roads and traffic	31%	69%
The town is doing a good job maintaining the roads in the winter	95%	5%

Table 6-4: Community Survey Ratings of the Transfer Station

Transfer Station	Strongly Agree/Agree	Disagree/ Strongly Disagree
Freedom should have a septic lagoon for property owners	29%	71%
The winter hours at the Transfer Station meets our needs	88%	12%
The summer hours at the Transfer Stations meets our needs	89%	11%

The community finances town services with taxpayer funds. The allocation of budget dollars to various town activities is shown in Figure 6-1. The town budget, excluding the school budget, is shown in Figure 6-2.

Figure 6-1: Town Spending 2006

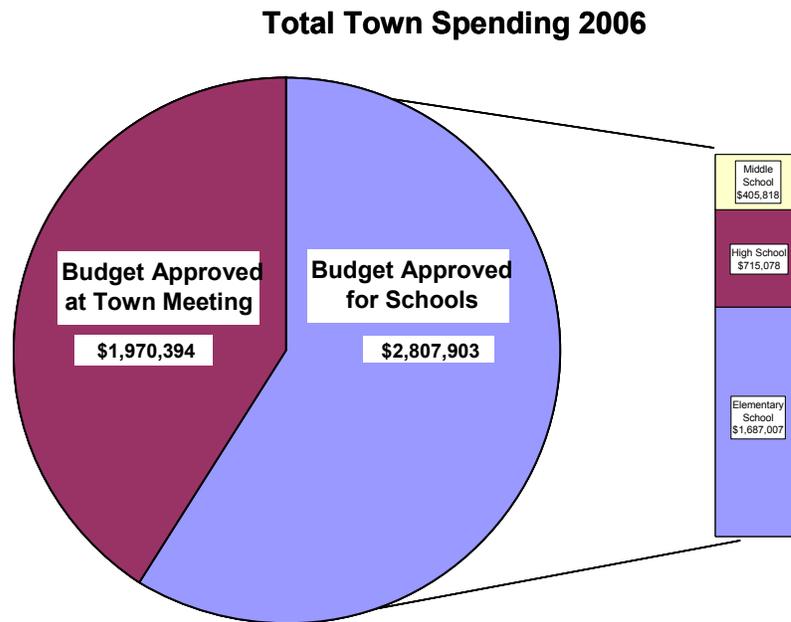
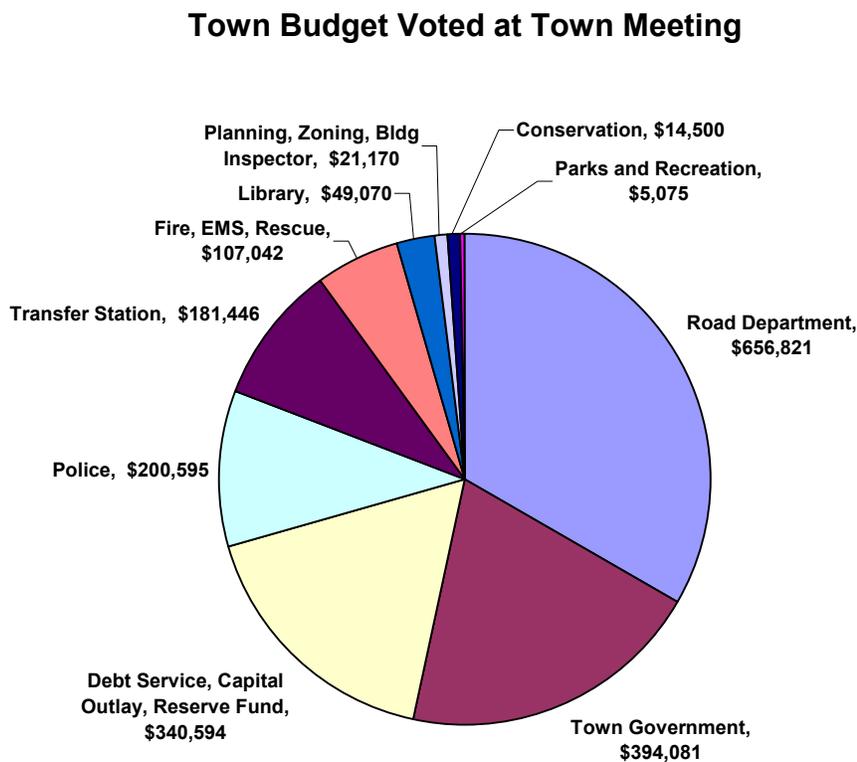


Figure 6-2: Town Budget excluding School Budget



This chapter includes the following groups that receive town funding for their operations:

- Town Government/Governance Groups
 - Board of Selectman
 - Planning and Zoning Boards
 - Conservation Commission/Forest Advisory Committee
 - Real Estate Assessment and Tax Collector
- Police Department
- Fire/Rescue Department
- Road Department
- Transfer Station
- School District
- Public Library
- Parks and Recreation Department
- Town Forest

Each section includes a description of the current operations, facilities, equipment, and staff and identifies the current needs and future requirements for additional capabilities and resources that flow from the Master Plan.

6.2 TOWN GOVERNMENT/GOVERNANCE GROUPS

6.2.1 Selectmen

Three selectmen head up the town government. They are elected for three year terms on a staggered basis. They draw up and oversee the town budget, assess taxes, and make management decisions about most town matters. The selectmen are assisted in their efforts by groups that focus on zoning and development, conservation, and tax matters. The Town Clerk is an elected office and is responsible for recording all town meeting decisions, as well as registering cars, issuing absentee ballots, granting wetlands permits, and other duties assigned by RSAs.

6.2.2 Planning and Zoning Boards

The Planning Board and Zoning Board of Adjustment (ZBA), along with the Zoning Officer and Building Inspector, oversee the zoning ordinances that direct development in the town.

The Planning Board has seven members, six elected for a term of three years and one serving as the selectmen's representative. Board responsibilities include review of subdivisions (major and minor), boundary line adjustments, lot mergers, and site plan for commercial, multi-family and waterfront development. They also propose changes in zoning ordinances that the town residents vote on at town meeting.

The Zoning Officer issues zoning permits for projects that do not require planning board review. If a project does not require such a review and conforms to existing zoning ordinances, he/she will issue a permit and refer the project to the Building Inspector who

issues a building permit. If the project does not conform to existing regulations, the Zoning Officer refers the matter to the ZBA.

The ZBA responsibilities include review of variances from zoning regulations, special exceptions (uses permitted under zoning regulations if certain conditions are met), and equitable waivers (for dimensional nonconformities made in error). The ZBA also hears appeals for administrative decisions in cases where the plaintiff believes that an error has been made regarding the application or interpretation of the zoning ordinance.

6.2.3 Conservation Commission and Forest Advisory Board

The Conservation Commission is comprised of five members, each appointed to a three year term by the Board of Selectmen. They have three major responsibilities: reviewing wetlands permits, viewing ZBA cases that deal with waterfront properties and making a recommendation prior to the hearing, and overseeing the Forest Advisory Committee

The Forest Advisory Committee was formed when the Trout Pond property was purchased as a town forest. It has seven members, six appointed by the Conservation Commission and one a selectmen's representative. The Forest Advisory Committee oversees activities in the Town Forest, including tree cutting and timber plans.

6.2.4 Real Estate Assessment and Tax Collector

With certain adjustments, the NH Commissioner of Revenue Administration sets the tax rate based on revenues, the budget approved by the voters at the town meeting, and the total assessed real estate value of taxable town properties. The selectmen propose the budget through the town warrant, which the voters approve at the town meeting.

The selectmen oversee the property valuation process. The town contracts with an outside firm to assess properties in Freedom on an ongoing basis (one quarter of properties each year) and to assess all properties with new construction or changes based on building permits. The Assessor sets property values and generates tax bills based on those assessments.

The Tax Collector collects taxes once a year in December. He refers requests for abatements to the selectmen. The selectmen can grant abatements with input from the assessor. If residents do not pay their taxes on time, the Tax Collector files an intent to lien on January 1 and issues the lien on February 1 of the year following the December due date. If taxes remain unpaid, the town can take the property on March 1, two years following the issuance of the lien. (In the past thirteen years the town has taken one property in this manner.)

6.3 FACILITIES

The town has two major meeting and office facilities: the Town Office on Old Portland Road and the Town Hall on Elm Street.

6.3.1 Town Office (33 Old Portland Road):

Built in 1890, this two-story wood framed building formerly served as the elementary school. The Town Office sits on a small lot (0.25 acres) on a hill with a steep, circular drive. This site also includes a 154 square foot bandstand built in 1920. Minimal parking is available, allowing for only two cars. The Town Office is located within the Freedom Water District, which provides the village potable water.



The first floor housed offices used by the Selectmen's Administrative Assistant, the Town Clerk, the Zoning Office, the Assessor, and the Tax Collector. In addition, it has a small workroom which also provides a private room for welfare meetings and a universally accessible meeting room for selectmen's meetings, when necessary. The second floor (1,148 square feet) houses the Selectmen, Police Department, and the Building Inspector. The building has a public restroom on the first floor. The only access to the second floor is by a stairway.

6.3.2 Town Hall (16 Elm Street):

This two-story wood framed building was built in 1889. It is a key meeting place for the town. The first floor has a kitchen and a large meeting room (1,800 square feet). Elections are held in this space. The second floor is a large space with a stage (2,800 square feet), and is the location of the annual town meeting.



The Town Hall is also within the Freedom Water District. A wheelchair lift makes the second floor accessible to people with limited mobility. The Town Hall is situated on a 0.15 acre lot with limited parking. There are two spaces (designated accessible parking) in front and access to the kitchen via a driveway shared with the First Christian Church.

6.3.3 Equipment

The Town Office activities supporting the Selectmen include computers, printers, and copiers as well as desks and other office furniture.

The Town Hall has a large number of tables and chairs for meeting use. The kitchen has the equipment needed to prepare simple meals and support pot-luck dinners.

6.3.4 Staff

The town has the following full- and part-time employees:

Full-time Employees*	Part-time Employees*	
<ul style="list-style-type: none"> ▪ Selectmen’s Administrative Assistant 	<ul style="list-style-type: none"> ▪ Zoning Officer ▪ Building Inspector 	<ul style="list-style-type: none"> ▪ Secretary for Planning and Zoning Boards, Conservation Commission, and Town Office Support

*Other employees will appear in individual sections of this report

6.3.5 Current Needs/Future Requirements

The current state of the Town Office is of major concern. The Board of Selectmen meetings are held on the second floor of the Town Office on Monday nights and are not universally accessible or compliant with the Americans with Disabilities Act (ADA).

Tax and building staff work on the second floor. The lack of universal accessibility means that citizens with disabilities must make special arrangements to participate in Board of Selectmen’s meetings or to meet with staff to obtain building permits/discuss code issues.

The selectmen have appointed a committee to address the municipal building requirements. The committee has finished Phase 1, specifying the requirements for town functions as 19,552 square feet. It is also considering functional requirements, e.g., conformance with life safety codes from the National Fire Prevention Agency. Phase 2 is to identify land that could serve as the site of this building (or two sites, if a single parcel of land is not available or affordable).

The population and housing projections indicate that Freedom will grow over the next ten years. Therefore, the town will need to increase services. The selectmen recommend increasing the office staffing by 1-2 employees within the next ten years to meet these needs.

Another area of need is information management. At the current time, the town has limited public information on its web site. By making public information such as lot and tax information available, the town could reduce the demand on the office staff to look up and copy information. The web site could also have warrant information and information for educating citizens on new developments in the town.

In addition to allowing individuals to access public information, town boards and committees would benefit from integrated and organized data. For example, the Planning Board could review prior activities on a given lot and see permits, site plans, and other information they need to complete their work.

Future growth in population may require an extension of the hours town officials are available to provide residents access to town services.

6.4 POLICE DEPARTMENT

In order to provide protection to the community, the Freedom Police Department provides twenty-four hour coverage seven days a week.

6.4.1 Facilities

The department is located on the second floor of the Town Office (described above) and consists of two offices and a storage room. The facility is currently inadequate in a number of areas:

- Not universally accessible
- No secure evidence area. Walls of room do not extend to the ceiling.
- No interview area
- Has a juvenile liability issue (The department is required to separate juveniles from “sight and sound” of other persons to protect their privacy and to ensure that the confidentiality of their information is protected).
- No alarm or other security system to prevent a break-in. Offices and the confidential information that the Police Department holds are not secure.
- No training area

6.4.2 Equipment

The Police Department currently has two police cruisers, a sedan, and a 4x4. The cruisers are equipped with radar guns, rifles, first aid kits, and defibrillators.

The department has received a 100% grant to purchase a Polaris six wheel Ranger (ATV), which it will share with Fire/Rescue. The Police Department has one laptop computer, two digital cameras, and two audio recorders.

6.4.3 Staff

The Police Department staffs fourteen shifts per week.

Full-time Employees		Part-time Employees
▪ Police Chief	▪ Sargeant	▪ Administrative Assistant
▪ Corporal	▪ Patrolman	

6.4.4 Current Needs/Future Requirements

Facilities:

The Police Department needs a facility that provides the following:

- Universal accessibility
- Cruiser sally port (garage)
- Additional office space
- Interview room
- Training room
- Accessible public and private bathrooms

Equipment:

The ten year projection includes four cruisers with radar units, rifles, first aid kits, defibrillators, and audio/video dash cameras for prosecution and liability. The department needs an additional computer, proper interview equipment, a network to link the computers, printers, proper audiovisual equipment for interviewing, training equipment, and a phone system.

The department is seeking a grant for a snow machine for winter use. If no grants are available, the department may request funds for this purchase from the town.

Staff:

As the town grows, the department will need additional staff.

6.5 FIRE/RESCUE/EMS DEPARTMENT

The Freedom Fire Department is an all volunteer group that covers three major activities: fire fighting, rescue, and emergency response.

- **Fire Fighting** includes responding to a wide range of fire situations, promoting activities that support fire suppression, and addressing life safety programs that save lives in emergencies.
- **Rescue** is the first responder for emergencies (accidents and illnesses), providing emergency care until the ambulance arrives and, if necessary, transports the injured or ill person to the hospital. The town has a three-year contract with Medstar Ambulance. The 2005 cost for this contract was \$19,550.
- **Emergency Response** has taken a much higher profile since September 11 and Hurricane Katrina. Given the possibility that a natural or man-made disaster could affect the town, the Fire Department has taken responsibility for planning for a potential disaster. While most residents think of Freedom as a small town, during the summer, the town's population swells with campers and summer visitors. The town's ability to respond to an emergency is critical.



The Fire Department participates in a regional mutual aid, a ten town consortium, which provides both firefighting and rescue support to six area towns.

The Emergency Management Director is responsible for updating and implementing the Emergency Operations Plan (EOP) and Hazard Mitigation Plan (HMP). The Freedom EOP was updated in August 2007 and provides a framework to town government for effectively responding to and recovering from disasters or emergencies. The Freedom HMP is scheduled

to be completed in June 2008 and will identify actions to mitigate natural disasters and weather-related events.

The growth in population and housing has led to a growth in fire/rescue/EMS activity. Table 6-5 shows statistics for key items in 2004 to 2006.

Table 6-5: Key Fire/Rescue/EMS Statistics 2004-2006

Category	2004	2005	2006
Medical Calls	110	121	171
Fire Calls			
Alarms	No data	39	32
Brush Fire	No data	6	5
Car Fires	No data	1	2
Chimney Fires	No data	8	2
CO Detector	No data	4	4
Cold Water Rescue	No data	1	
Dumpster Fire	No data	1	1
Electrical Problem	No data	2	2
Fireworks	No data	1	1
Flooding	No data	2	2
Fuel Spill	No data	3	
Furnace Problem	No data	2	
Illegal Burn	No data	5	20
Lightning Strike	No data	1	3
Missing Persons/Pedestrian Assist	No data		4
Motor Vehicle Accidents	No data	33	27
Permit Burn	No data	1	
Police Standby	No data	3	2
Power lines Down	No data	14	
Propane Leak	No data	3	5
Report of Explosion	No data	1	1
Service Call	No data	10	10
Smoke Investigation	No data	12	3
Stove & Other Household Fires	No data	2	6
Structure Fires	No data	17	12
Trees on Power Lines	No data	10	17
Total Fire Calls	132	182	161
Total Medical & Fire Calls	242	303	332

6.5.1 Facilities

The Fire Department has two buildings. The main station is at 218 Village Road. It is a one-story poured concrete building with a brick/masonry exterior. The building is 2,700 square feet, sitting on a lot of 2.07 acres. The station was built in 1977. The station has three bays and currently houses 3 trucks and a rescue vehicle. It has two half baths.

The “old” firehouse is at 15 Old Portland Road next to Cold Brook. It is a one-story concrete block and wood frame building that the Fire Department rents on a long-term lease from the Water District. The Fire Department is halfway through its ninety-nine year lease. This station houses the 1,500 gallon tanker and the two forestry trucks not in regular use.

6.5.2 Equipment

Table 6-6 shows the current Fire Department equipment. The rescue vehicle is well-equipped with life saving apparatus, including the jaws of life, a 10 kilowatt generator, self-contained breathing equipment, cardiac monitor, air bags, lights, rope rescue gear, trauma pads, and back woods packages for remote rescue.

At the station, the Fire Department also has oxygen tanks and other gear to support both fire fighting and rescue activities.

Refurbishment could extend the useful life of some apparatus by five to ten years until the department is able to replace it.

Table 6-6: Current Fire Fighting Equipment

Type of Vehicle	Year	Condition	Replacement Year	Location
1500 GPM Pumper	1997	Good	2017	Village Road
1250 GPM Pumper	1989	Good	2009	Village Road
1500 Gallon Tanker	1985	Poor	2005	Old Portland Road
F550 Rescue Truck	2001	Excellent	2021	Village Road
400 Gallon Forestry	1940s	Fair	(Not in regular use)	Old Portland Road
200 Gallon Forestry	1940s	Fair	(Not in regular use)	Old Portland Road
400 Gallon Forestry	2006	New		Village Road

6.5.3 Staff

The Fire Department operates on a volunteer basis. Volunteers must become a nationally registered emergency medical technician or a NH Certified Firefighter Level 1 within a year.

Full-time Employees	On-Call Employees	
<ul style="list-style-type: none"> ▪ None 	<ul style="list-style-type: none"> ▪ Fire Chief ▪ Assistant Chief ▪ Deputy Chief ▪ Fire Captain 	<ul style="list-style-type: none"> ▪ Fire Lieutenant ▪ Rescue Captain ▪ Rescue Lieutenant ▪ 15 Volunteers

6.5.4 Current Needs/Future Requirements

The Fire Department cannot adequately perform the new responsibilities and requirements placed on it due to increased new construction and growing population. The department would like to have a part-time (20-24 hours per week) Fire Chief immediately, with designated office hours.

Station Condition

The fire station on Village Road is in need of repair and is no longer large enough to accommodate the department. Due to the current growth in the town, the Fire Department supports the formation of a town committee to determine the feasibility of a Town Office/Public Safety Building.

The department would like to replace the 1985 Tanker with a 3,000 gallon pumper/tanker in 2006 with an estimated replacement cost of \$250,000. The department recommends that the town use a five or seven year lease/purchase arrangement to minimize the cost to the town. This apparatus would greatly enhance the town's firefighting capabilities in areas with minimal water access.

Other Issues

Passage of equipment through the village is sometimes slowed due to parking arrangements that often result in vehicles blocking the road.

The National Fire Prevention Association (NFPA) revises and adds to its standards every two or three years. The State of New Hampshire typically adopts them and so does the town. These changes affect the demands made on the Fire Department. One example is that a previous standard required that new subdivisions put water holding tanks on site for fire suppression (NFPA 1142 Standard on Water Supplies for Suburban and Rural Firefighting). NFPA has now adopted Life Safety 101 requiring sprinklers in new homes.

The aging of the population will put additional demands on the Fire Department. Medical calls increased ten percent between 2004 and 2005, and then jumped 41% in the last year. If this trend continues, the Fire Department will need additional capabilities to meet service requirements. This could include training existing staff and adding staff resources as well as upgrading technology.

6.6 HIGHWAY DEPARTMENT

The Highway Department is responsible for maintaining the Class V roads and keeping Class IV and V roads clear of snow in the winter. The Highway Department also clears snow on a few private roads.

6.6.1 Facilities

The Highway Department operates from a 3.57 acre lot at 58 Loon Lake Road. The main structure is a 3,000 square foot shop, built in 1978. The site also includes a one-story unfinished 1,152 square foot salt shed built in 1997; a 1,302 square foot open barn built in 1997, and a 10,000 square foot asphalt paving facility/apron built in 1999. In 2004, the Highway Department built a 784 square foot addition to the main garage for bathroom, lunch/break room, and office space.

6.6.2 Equipment

Table 6-7 shows the Highway Department’s existing equipment.

Table 6-7: Existing Highway Department Equipment

Year Purchased	Description	Years of Service	Est. Replacement Year
2000	Cat 924G loader	15-20	2015
2001	Morbark chipper	15	2016
2003	7500 International all wheel drive truck	10	2013
1995	Case 580L Backhoe	15	2010
2005	Ford F550 one ton	3-4	2008
1991	MB sweeper	20	2011
2001	Hiway 3 yard stainless steel sander	25	2026
2000	Hiway 5 yard stainless steel sander	25	2025
1999	Hiway 5 yard stainless steel sander	25	2024
1987	Fontaine 12 yard steel sander	20	2007
1997	Gallion 850 grader	20-25	2017

6.6.3 Staff

The Highway Department has the following full- and part-time employees:

Full-time Employees	Part-time Employees
<ul style="list-style-type: none"> ▪ Road Agent ▪ Foreman ▪ Labor/Truck driver ▪ Labor/Loader 	<ul style="list-style-type: none"> ▪ Labor: <ul style="list-style-type: none"> 1 in summer 2-3 in winter

6.6.4 Current Needs/Future Requirements

The community should identify long-term road improvements. It is recommended that the town develop a local Transportation Improvement Plan (TIP) to facilitate this process. The town should also explore the opportunity for coordination between existing agencies and organizations for the provision of adequate public transportation. Areas of need may include services for the elderly and disabled. See the Transportation Chapter (page 49) and Implementation Chapter (page 89) for additional needs.

6.7 TRANSFER STATION

The Transfer Station is open the following hours:

- Summer: Tuesday, Thursday, Saturday 8:00 am to 4:00 pm
Sunday 11:00 am – 4:00 pm
- Winter: Tuesday, Saturday 8:00 am – 4:00 pm
Sunday 11:00 am – 4:00 pm

6.7.1 Statistics

In 2006, the Transfer Station exceeded one thousand tons of waste (Table 6-8).

Table 6-8: Amount of Waste Collected at the Transfer Station: 2004-2006

Type of Waste	2004	2005	2006
Total Waste (tons)	774.25	907.01	1035.14
Municipal Solid Waste (MSW)*	475.24	608.20	621.27
Construction and Demolition	299.01	298.81	247.85
Glass			56.73
Recyclables			47.02
Scrap Iron			62.27

*2006 Data are for four months after the recycling program began. Without this program MSW would have been 725.02 tons.

6.7.2 Operations

The town contracts with Casella Waste Management to remove the waste the town generates. The town pays Casella a fee for each dumpster of municipal solid waste (MSW) they remove. The costs of waste removal have increased significantly, partially driven by the town's growth.

In 2006, the Freedom Transfer Station has expanded the recycling program to include paper, plastic, and tin (glass and aluminum recycling continues). The goal of this program is to reduce the cost of waste removal. Today, the town pays close to \$68 per ton for MSW, plus the trucking cost to remove it. Under the new program, each shipment of approximately ten tons of waste costs \$160 in trucking and realizes a savings of close to \$680. Recycling has saved the town over \$7,000 in 2006 alone. Townspeople have responded very positively to this program and the Transfer Station Manager expects it to grow.

Another factor that determines the Transfer Station's operations and costs is regulation. The state continues to tighten regulations regarding waste disposal. For example, towns must separate televisions and computers from the waste stream. The Transfer Station charges tipping fees for these items as well as others that are difficult to dispose of. The town also charges fees to dispose of other items, e.g.; refrigerators, large pieces of furniture, propane tanks, and various types of construction debris.

The Freedom Transfer Station financially supports the disposal of hazardous waste by participating in the Lakes Region Planning Commission's (LRPC) annual one-day program at the Ossipee Dump that occurs each summer. Residents are allowed to bring household hazardous waste for free on that day. Town residents may bring hazardous waste to the Lakes Region Household Hazardous Product Facility in Wolfeboro at other times during the year; however, residents, or the town, must pay for this service.

The Transfer Station Manager expects additional state requirements for separating and more carefully disposing of waste in the future. The state also regulates employees of transfer

stations through a certification process. The manager and attendants must renew their certification annually and progress through four levels over time.

6.7.3 Facilities

The Transfer Station sits on a 10 acre lot at 132 Bennett Road. It has a storage shed (98 square feet) and a one story unfinished garage (960 square feet), both built in 1980. A lean-to (962 square feet) and a concrete slab patio (930 square feet), built in 1990, are also on the site.

6.7.4 Equipment

Table 6-9 shows the Transfer Station’s existing equipment.

Table 6-9: Transfer Station Existing Equipment

Year Bought	Description	Years of Service	Est. Replacement Year
1991	Demolition Compactor	15	2006
2004	General purpose Compactor	10	2014
1991	MSW Can (40 yard)	10	2001
2004	MSW Can (40 yard)	10	2014
N/A	Demolition Can (40 yard)	10	N/A
N/A	Demolition Can (15 yard)	N/A	N/A
N/A	Recycling Dumpster	N/A	N/A
1995	Backhoe	20	2015
N/A	Waste Oil Barrel	N/A	N/A

6.7.5 Staff

The Transfer Station has two employees on duty when it is open and has the following full- and part-time employees:

Full-time Employees	Part-time Employees
<ul style="list-style-type: none"> Operator/Manager (Level 4 Certified) 	<ul style="list-style-type: none"> Attendants 3 (1 Level 4, 2 not certified)

6.7.6 Current Needs/Future Requirements

Facilities:

The Transfer Station may need the following site Improvements:

- Running water (state requirement)
- Septic system
- Paving the facility
- Building additions/modifications
- Reconfigure entrance and exit to better control access to the site, ensuring that only residents and permitted contractors use the Transfer Station.

Equipment:

The Transfer Station may need the following:

- Loader or backhoe
- Compactor boxes
- Additional compactor and a replacement compactor
- Weight scales
- Open top demo boxes

Staff:

With anticipated growth in population and housing units, the Transfer Station may need to increase its hours of operation and/or its staff.

6.8 SCHOOL DISTRICT

Freedom's children attend pre-school and grades one through six at the Freedom Elementary School, a member of School Administrative Unit (SAU) 13. They travel to Conway to attend Kennett Middle and High Schools, members of SAU 9.

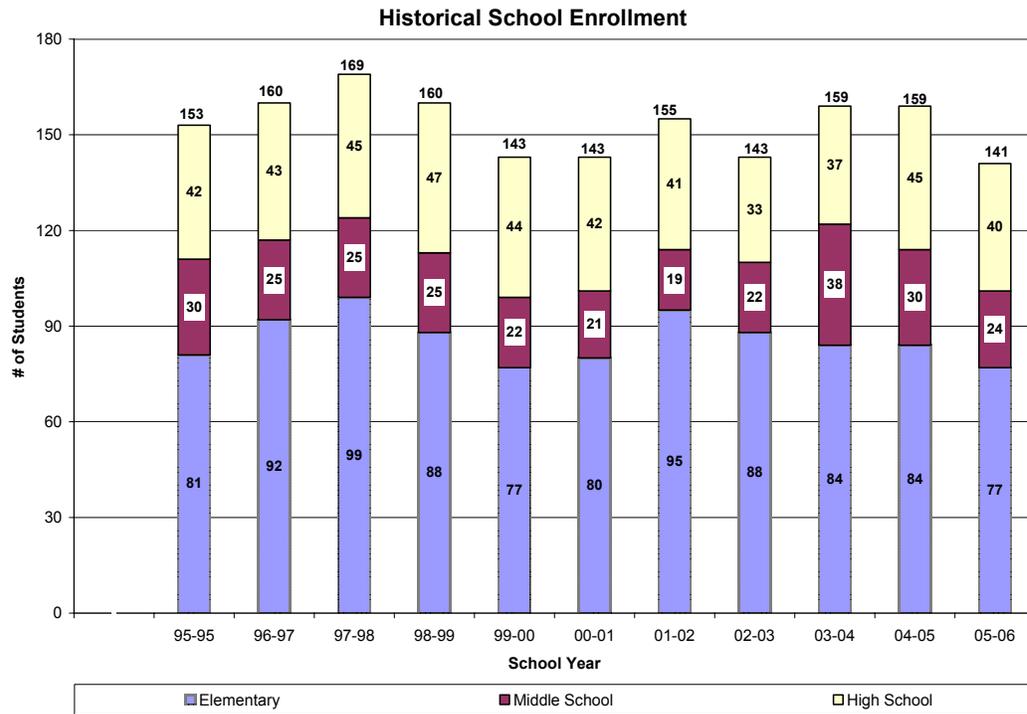
6.8.1 Enrollment

Freedom has remained stable in its overall student population. The school board has no evidence that would indicate substantial growth in enrollment in the next ten years.



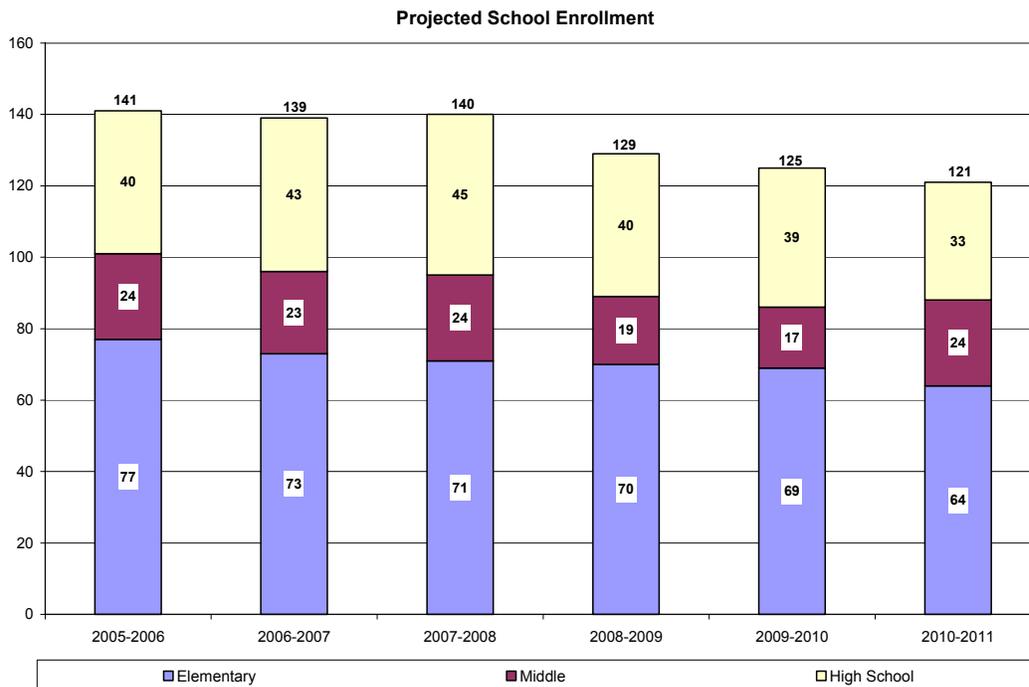
Figure 6-3 below shows the historical student population by school (elementary, middle school, and high school). Figure 6-4 shows that projected enrollment is expected to decline by twenty students by the 2010-2011 school year.

Figure 6-3: Historical School Enrollment



Source: New England School Development Council

Figure 6-4 Projected School Enrollment



Source: New England School Development Council

6.8.2 Facilities

The Freedom Elementary School is located at 40 Loon Lake Road on a five acre parcel of land. The 25,000 square foot building is steel on steel with a masonry exterior. Built in 1989 with an addition of a gym and other facilities in 2002, the elementary school is a wonderful resource for the children of Freedom. Parents recently led a fund drive to build a new playground because the old playground was no longer safe for children's use.



Current class size will allow for approximately 30% growth in a grade before overcrowding would become a problem. With the completion of the school addition in 2002, the facility has sufficient space to provide all necessary and required instructional and support programs, including physical education, music, art, lunch, library/media center, special education, reading, and occupational and physical therapies (OT/PT). Currently the elementary school has no major program space issues.

6.8.3 Equipment

Furniture: the school has a full complement of furniture and other supplies needed for providing its services.

Computers: The school has computers in each classroom as well as in the library and others for office use.

Transportation: The Freedom School District will continue with their current bus purchase plan with money to be allocated annually.

6.8.4 Staff

The school has the following full- and part-time employees:

Full-time Employees	Part-time Employees
<ul style="list-style-type: none"> ▪ Principal ▪ Grade 1 Teacher ▪ Grade 2 Teacher ▪ Grade 3 Teacher ▪ Grade 4 Teacher ▪ Grade 5 Teacher ▪ Grade 6 Teacher ▪ Administrative Assistant ▪ Nurse ▪ Custodian ▪ Intermediate Aide ▪ Special Education Teacher 	<ul style="list-style-type: none"> ▪ Preschool Teacher ▪ Kindergarten Teacher ▪ Media Aide/Title I Tutor ▪ Primary Aide/Title I Tutor ▪ Preschool Instructional Aide ▪ Special Education Aide ▪ Lunch Coordinator ▪ Custodian ▪ Reading Specialist ▪ Guidance Counselor ▪ Physical Education Teacher ▪ Music

Full-time Employees

- Speech and Language Teacher/Preschool Coordinator

Part-time Employees

- Art
- DPT
- School Psychologist
- Occupational Therapist
- Tin Mountain Teacher
- D.A.R.E. Instructor

6.8.5 Current Needs/Future Requirements

Program Goals/Consideration:

- Implement a community service component in our 6th grade graduation requirements.
- Cultivate increased interaction with the community.
- Investigate increasing community use of facilities and services, gym and health services.
- Investigate summer school and or other extended year round educational and recreational programs.
- Evaluate current pre-school and kindergarten programs.
- Investigate lunch program alternatives.
- Investigate implementing a foreign language program at the elementary level.
- Investigate the purchase of a generator.
- Build a storage shed for large sports equipment. Estimated cost is less than \$10,000.

Sports/Recreation Programs:

The Freedom School District will investigate the need for a part-time athletic/recreation director/coordinator. This person would coordinate programs, act as a liaison between the town and school programs, and investigate safety requirements for the fields, equipment, etc.

6.9 FREEDOM PUBLIC LIBRARY

Freedom Public Library is the town’s cultural and community center, providing a place for people to gather, learn, access information, and be entertained.

Currently the library is open 22 hours each week:

- Tuesday 2 pm-7pm
- Wednesday 10 am-2 pm
- Thursday 2 pm-7pm
- Friday 12 noon-5 pm
- Saturday 10 am-1 pm



6.9.1 Statistics:

Table 6-10 shows the growth in activity over the last few years:

Table 6-10: Select Library Statistics

Year	2004	2005	2006
Patrons	8,029	8,892	10,634
Adult Circulation	4,239	4,696	5,400
Juvenile Circulation	1,995	2,552	2,481
Non-book Circulation	1,818	2,549	3,145

6.9.2 Facilities

The Freedom Public Library is located at 38 Old Portland Road on a 2.3 acre parcel. The original wood frame library was built in 1971. An addition was made in 1998, resulting in a structure of 2,120 square feet of space.

Currently the library has a parking lot with seven spaces. Another three cars can park along the road at the front of the building. Patrons, employees, and volunteers all use the available parking spaces. The facility often lacks adequate space for everyone who comes to the library.

6.9.3 Equipment

Although the library anticipates that books and other printed material will always be the primary focus of the library, computers undoubtedly will continue to grow in importance at the library. Currently the library has a computer room with four computers for public access. Another computer is available in the lobby area. There are times when all five computers are in use.

The library's book collection is around 14,000 items including books, videos, audio books, and puzzles. This number is projected to increase to around 16,000 by 2010. With creative space use and careful collection development, the library should be able to house its collection within the current structure.

6.9.4 Staff

In addition to the paid staff, the library relies on a large group of volunteers, who work at the desk (check-in/check out books, respond to patron queries); reshelv books, and perform a variety of projects (automating the collection, completing an inventory, etc.).

Full-time Employees	Part-time Employees
<ul style="list-style-type: none"> ▪ None 	<ul style="list-style-type: none"> ▪ Librarian (25 hours) ▪ Library Assistant (23 hours)

6.9.5 Current Needs/Future Requirements

Population projections suggest that Freedom will grow by about 300 people in the next ten years. Obviously this growth will impact the library in many ways.

Facilities

While the library should have sufficient space for its book collection, space for computers will be more of a challenge and may require expansion of the existing facility.

Hours

To accommodate the needs of school children and working adults, the library will need to increase the hours it is open, including additional evening hours. Currently the library is open 22 hours each week. By the year 2015, the town anticipates that the library will need to be open 42 hours each week (Tuesday-Thursday 10-8, Friday 10-5, and Saturday 10-3).

Parking

With the projected increase in population and programming, the library anticipates needing to double the available parking spaces by 2015.

Equipment

The library will need three additional computers for public use and one for staff use. It also needs terminals in the lobby and children's room for access to the library's catalog.

Staff

Nearly doubling the hours the library is open will certainly impact the personnel needs of the library. The librarian, assistant librarian, and library assistant will need to increase their hours to full-time.

Along with the increase in the number of computers, computer use, and complexity of security and network issues, the library will soon need to hire someone to handle the library's information technology issues. Additionally, with the growth in population, usage, and programming, the library will need to hire a children's librarian.

6.10 PARKS AND RECREATION DEPARTMENT

Ten volunteers started the Parks and Recreation Department in 1995 as a way to raise funds for recreation programs for the town. In 2001, they succeeded in gaining funding for a new tennis court via a warrant article. As of today, three volunteers serve as an advisory committee, meeting as needed. Parents run the field hockey and baseball programs. Jody Skelton of Camp Huckins runs the fall soccer program. The Parks and Recreation Committee also sponsor dinners, theater groups, boat rides and other events.



Courtesy M. Wason

6.10.1 Facilities

The Parks and Recreation Department manages an 8.22 acre lot that contains a ball field, two storage sheds, a basketball court, a skating rink, and two tennis courts. The town also has two

town beaches (Loon Lake and Ossipee Lake) and the Freedom Community Park on Loon Lake Road.

6.10.2 Equipment

The department itself has two tennis nets. The rest of the equipment is provided by the volunteers who organize and run the program.

6.10.3 Staff

The Parks and Recreation Department is an all volunteer group.

6.10.4 Current Needs/Future Requirements

The advisory committee's first concern is maintenance. The surface of the new tennis court is cracking. The town has a maintenance contract, but it needs a person responsible for following up. Other land and existing structures also need maintenance. The committee recommends that the town set aside funds and hire someone to maintain all town parks and recreation facilities. This person would be responsible for checking all facilities and taking care of problems as they occur.

The old tennis court is still used frequently. The town should consider correcting the drainage problem and resurface the court.

The floor of the shed that houses sports equipment needs reinforcement and staining. The doors at the skating rink need to be fixed.

If the town wants to allocate funds to the Freedom Community Park, the following improvements could be made:

- Benches or picnic tables in a shady area
- Water fountains by the tennis courts and ball field
- Dugouts for both the home and away team at the ball field
- Re-staining the bleachers every two to three years

If the town wants to build another community park, the Committee recommends the town locates the new park on the other side of town, convenient to residents who live farther away from the existing park.

The town could use land it owns on Danforth Bay and Ossipee Lake for new facilities. However, the committee believes that, even if increased population would support more facilities, the town should not add more facilities until the existing ones are cared for more regularly.

Periodically, people ask the committee why Freedom does not have a paid recreation director like some other towns do. Historically, Freedom has relied on volunteers to run activities in which they were interested. For example, parents have typically run the sports programs. The Committee believes that the current system of volunteers works well and is part of what

makes the town special—it's a small town where people can get together for a common cause and help to make it a success.

6.11 TOWN FOREST

The Master Plan survey clearly revealed town consensus to preserve and enhance open spaces in Freedom, for the beauty they bring to our daily lives. In line with that view, a group of Freedom citizens led a drive to purchase the Trout Pond property, 1,984 acres in Freedom—2,600 in all—for a town forest. The group, Friends of Trout Pond, and its partners, Green Mountain Conservation Group and The Trust for Public Lands, succeeded in putting together the funding from a variety of sources to purchase the land and give it to the town.



The property provides many benefits to the town. The following summarizes the purposes of the conservation easement for the Town Forest:

- To preserve and conserve open spaces, scenic values, and cultural resources
- To preserve and conserve waterfront, streams, riparian areas, wetlands, and the quality of groundwater and surface water resources
- To guarantee public pedestrian access to the property for low-impact outdoor recreational activities and allow snowmobile use on designated trails
- To retain the property as an economically viable and sustainable tract of land for forest products

As part of the deal, a stewardship plan was drafted and approved for the Town Forest. This extensive document provides general information on the property, describes the objectives and allowed uses for the Town Forest, includes data for existing natural resources, and prescribes appropriate maintenance for the enhancement and protection of forest resources.

6.11.1 Facilities

The Town Forest has no habitable buildings. In 2006, three information kiosks were installed at proposed major trailheads. The property has limited Class VI roads, a network of snowmobile trails and nature trails.

6.11.2 Equipment

In 2006, approval was granted for the installation of three new steel gates at major forest entry points.

6.11.3 Staff

The Freedom Conservation Commission has the primary responsibility for managing the Town Forest, with guidance provided by the Forest Advisory Committee. The Town retains a licensed professional forester, who acts as a consultant.

6.11.4 Current Needs/Future Requirements

In 2006, work was completed to identify and map all of the existing roads and trails within the Town Forest. In 2007, the Forest Advisory Committee designated some trails as part of the nature trail system, installed signs and trail markers, and made maps of the trail network available to the public. In the future, the Forest Advisory Committee will continue to improve trails. Maintaining trails for forestry purposes and for low-impact recreation is an ongoing requirement. Due to limited stewardship funds, expansion of the network of maintained trails may take many years. In order to achieve the greatest positive impact upon the Town Forest, the town should take maximum advantage of grants and cost-share programs, which are normally made available on an annual basis.

6.12 RECOMMENDATIONS

- **Town Government:** Build new town office building that is handicap accessible, meets life safety codes, and all other regulatory requirements.
- **Transfer Station:** Provide running water and a septic system.
- **Town Government:** Improve information management/website for town boards and public, including increased on line access to town board and other public information.
- **Town Government:** Study the needs of the town's aging population and its impact on town services in terms of additional programs, staff, training, and upgraded technology.

APPENDICES



APPENDIX A: LRPC HOUSING PROJECTION MODEL

Similar to the projection model used in Lakes Region Planning Commission's Lakes Region Housing Needs Assessment report, the housing projections for Freedom is based on population projections provided by the NH Office of Energy and Planning. The assumptions used for the projection are:

- 1) Group Quarters – the proportion of Freedom's population in group quarters (nursing homes, correctional facilities, dorm rooms, etc) in 2000, remains the same in 2010;
- 2) Average household size is declining and will continue to decline at a rate of 1.9% over ten years, from 2.15 persons per household in 2000 to 2.11 in 2010;
- 3) The ratio of renters (11%) to home owners (89%) in 2000 will remain the same in 2010;
- 4) Vacancy rates will increase to a level that is considered 'typical' in the housing market, to a rate of 1.5 percent for owner occupied units and 5 percent for renter occupied units, and
- 5) A replacement factor of 1.7 percent of the 2000 housing stock was used to compensate for replacement due to deterioration and natural disaster.

Based on the outcome of the production model, the projected number of new year-round owner occupied housing units in Freedom in 2010 is approximately 136 or approximately 14 a year to accommodate the population growth in Freedom. (Table A-1). Based on the assumption that the composition of renters and owners remains the same, the analysis indicates no need to increase the number of rental units currently in Freedom to meet the population growth projections.

Table A-1: 2010 Population Based Housing Supply Projections

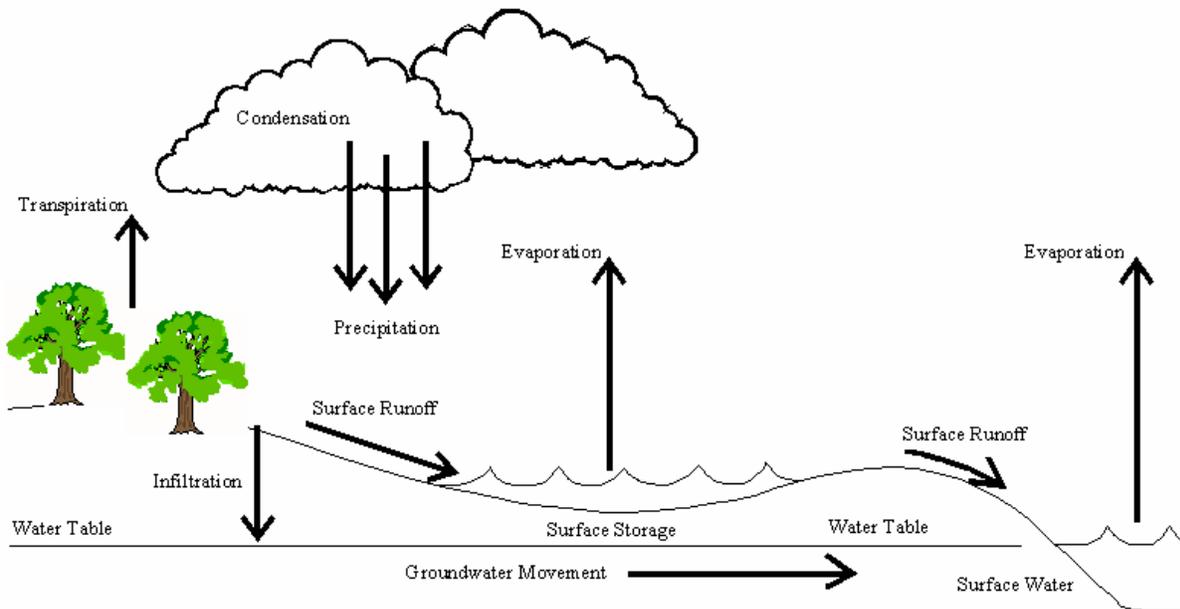
	Population	Owners	Renters	Total	Source
2010 Population Projection	1,590				NH Office of Energy & Planning
2000 Group Quarters	(6.00)				US Census
Population in Households	1,584				
Average Household Size (.98*2000 Household Size)	2.11				US Census/Standard
Projected Households (1,584/2.11)	751				
2000 Renter/Owner Occupied Percentages		0.89	0.11	100%	US Census
Projected Owner/Renter Ratio		668	83	751	(751*.89) (751*.11)
Vacancy Rates		0.015	0.05		Standard
		678	87	766	
Stock Replacement Needs (1.7% of 2000 Stock)		9	1	8	Standard (.017*392) (.017*68)
2010 Housing Supply		687	8	695	

Appendix A

	Population	Owners	Renters	Total	Source
2000 Supply Occupied		(534)	(68)	(602)	US Census
2000 Supply for Sale or Rent		(17)	(4)	(21)	US Census
2010 Net Production Need		136	-64	72	
10 Year Annual Average Production		14			

APPENDIX B: THE HYDROLOGIC CYCLE

Figure B-1: The Hydrologic Cycle



A stratified drift aquifer stores water in the spaces between particles of sand and gravel (called stratified drift) left behind by glaciers. The ‘soaking down to the water table’ is called recharging the aquifer, bringing water down into the saturated zone where it then can yield water to wells or springs. The Ossipee aquifer is a high yield aquifer, which means that it can recharge quickly with rainwater, but this also means it is vulnerable to easy contamination.

Groundwater is the water that flows underground eventually discharging out into rivers, streams and wetlands. Wetland functions include the storage of water, transformation of nutrients (purifying water), the growth of living organisms that need the protection of grasses and shallow water to mature, the diversity of wetland plants, and they are also temporary refuge to an extraordinary number of migrating birds.

Water stored in the aquifer is recharged, or replenished, when rain and snowmelt soak the ground again and move down through the soil to the saturated zone below the water table, rather than evaporating or running off in to surface waters. One of the most critical determinants of groundwater quality is the location of these recharge areas in relation to land use and potential contamination sources.

APPENDIX C: POTENTIAL CONTAMINATION SOURCES

The NH Department of Environmental Services (DES) lists the following Potential Sources of Contamination (PCSs)*:

- Vehicle service and repair shops
- General service and repair shops
- Metalworking shops
- Manufacturing facilities
- Underground and above-ground storage tanks
- Waste and scrap processing and storage
- Transportation corridors
- Septic systems (at commercial and industrial facilities)
- Laboratories and certain professional offices (medical, dental, veterinary)
- Use of agricultural chemicals**
- Salt storage and use
- Snow dumps
- Storm water infiltration ponds or leaching catch basins
- Cleaning services
- Food processing plants
- Fueling and maintenance of earth moving equipment
- Concrete, asphalt, and tar manufacture
- Cemeteries
- Hazardous waste facilities

*As identified in New Hampshire's Groundwater Protection Act (RSA 485-C)

**Subject to Best Management Practices (BMPs) developed and administered by N.H. Dept. of Food, Agriculture, and Markets

While Freedom has no known brown field sites, it has many of the potential sources of water contamination listed above. The NH Department of Environmental Services (NH-DES) provides an assessment of all public water supply sources.⁶ The assessment report rates each water supply source's vulnerability to contamination as low, medium, or high. The latest data for Freedom are from 2000 and 2002. Tables C-2 and C-3 show areas where NH-DES sees HIGH POTENTIAL risks to water sources. The results are split between community water sources and transient water sources. In Freedom, transient sources are campgrounds and camps. The ratings show six areas of high risk of contamination:

- High septic risks present three of four community water sources
- Medium risks from "Ag land cover" in all four community water sources

⁶ www.des.state.nh.us/dwspp/part1.htm

- The confirmed detection of contaminants after treatment at the Pine Landing Condo Association.
- The proximity of NH Route 153 to the Freedom Village Condos.
- High levels of potential contamination sources in eleven out of thirteen campgrounds or camps. (Camp Calumet campground and Camp Luethi Peterson rate low.)
- Two camps have high risk of contamination due to septic configuration.

Table C-1: NH-DES Risk Ratings to Water Sources by Community Systems:

<u>Community Systems</u>	<u>Detects</u>	<u>PCSs</u>	<u>Highways</u>	<u>Septics</u>	<u>Urban Land Cover</u>
Freedom Water Precinct				H	
Lov Water Co. Inc.				H	
Pine Landing Condo Association	H			M	H
Freedom Village Condos			H	H	

Table C-2: NH-DES Risk Ratings to Water Sources by Transient Water Systems*

<u>Transient System</u>	<u>PCSs</u>	<u>Septics</u>
Totem Pole Park	H	
Danforth Bay Camping Resort	H	
Camp Robin Hood Kitchen	H	
Camp Robin Hood/Chalet	H	
Camp Huckins Sportsfield	H	
Camp Huckins Main System	H	
Camp Calumet Lutheran	H	
Camp Calumet Conference Center	H	
Wabanaki Campground	H	H
Camp Cragged Mountain Farm	H	H
Lake Ossipee Conference Center	H	

*Transient Water Systems in Freedom are primarily campground systems

NH DES definitions of these rating criteria appear below:

- **Detects:** Confirmed detections of certain contaminants (after treatment) of suspected human origin, not including disinfection byproducts. H = contaminants were detected at or above trigger levels.
- **Septics:** The presence or density of septic systems and sewer lines in the vicinity of the water source. H = 10 or more septic systems or any sewer line within 500 ft of the well and/or high density of septic systems (more than 30) in the wellhead protection area (WHPA).
- **PCSs:** Potential contamination sources in the vicinity of the source. This includes any site known to DES where contaminants are known or very likely to be used in significant quantities, but where there are no known releases to the ground. H (for transient sources) = one or more PCSs in the WHPA.

- **Highways:** The presence of numbered state highways in the vicinity of the source. H = one or more sources within 1,000 feet of the well.
- **Urban Land Cover:** The percentage of urban land cover in the vicinity of the source. H = 10% or more of WHPA is urban.
- **Ag Land Cover:** The percentage of agricultural land cover in the vicinity of the source. M = less than 10% agricultural land. H = 10% or more agricultural land.

APPENDIX D: GROUNDWATER AND INVASIVE PLANTS

Native plants have evolved together over hundreds of years and nature has struck a balance between plant growth and the animals and insects that feed on them. Since the mid-1960s, exotic aquatic plants, such as milfoil and fanwort, have become a problem. Because these exotic plants do not serve as food for the native fauna, they grow without natural controls and encroach into and replace the habitats of native plants. When this happens, the food chain is disrupted, stunting fish growth and degrading wildlife habitat.

Green Mountain Conservation Group (GMCG) had taken the lead in addressing the water quality problems caused by invasive plants. Since 2002, GMCG has hired local youth in conjunction with the New Hampshire Lake Association's Lake Host Program to prevent the introduction and spread of exotic aquatic plants (such as variable milfoil) in Ossipee Lake. To date, these Lake Hosts have inspected more than 2,500 boats at the Pine River boat launch and provided information to many more boaters about the lake's milfoil infestations. Since 2002, the program has logged 135 "saves" on more than 60 lake access ramps, inspected more than 150,000 boats. No new lake infestations have occurred since the program began.

APPENDIX E: RARE AND ENDANGERED SPECIES IN FREEDOM

To help planners assess the relative importance of rare species, “flags” are attached. The flags are as follows:

- *** Highest – An excellent example of a globally rare species
- ** Extremely High – A good example of a global rarity or an excellent example of a state rarity
- ** Very High – A marginal example of a global rarity or a good example of a state rarity
- * High – A marginal example of a state rarity.

Endangered species are those that are in danger of being extirpated from the state, while threatened species face the possibility of becoming endangered.

Table E-1: Rare and Endangered Species in Freedom

Flags	Plants	Status
***	Blunt-leaved Milkweed	Threatened
	Budding Pondweed	Endangered
	Dwarf Ragwort	Threatened
	Farwell's Water Milfoil	Endangered
*	Golden Heather	Threatened
	Grassleaf Goldenrod	Endangered
**	Hairy Hudsonia	Threatened
	Large-spored Quillwort	Endangered
***	Hudsonia inland beach strand	
	Long-leaved Panic Grass	Endangered
**	Median level fen	
	Mermaidweed	Endangered
	Needle Beak Sedge	Endangered
***	Pitch pine – scrub oak woodland	
***	Red maple floodplain forest	
**	Sandy pond shore system	
***	Wild Lupine	Threatened
	Animals	
**	Common Loon	Threatened
**	Purple Martin	Endangered
***	Bridled Shiner	

Source: New Hampshire Natural Heritage Bureau, January 2006

http://nh.gov/dred/divisions/forestandlands/bureaus/naturalheritage/documents/web_towns.pdf

