

TOWN OF ENFIELD TIF DISTRICT BUILD OUT ANALYSIS



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1.0 Introduction

The Upper Valley Lake Sunapee Regional Planning Commission (UVLSRPC) submits this build-out analysis report to the Town of Enfield Tax Increment Finance (TIF) District Committee. In fall 2008, the Committee commissioned UVLSRPC to conduct a build-out analysis of the Enfield TIF District (see Appendix A- TIF District Base Map) to answer the following questions:

- What is the residential development potential of the Enfield TIF District under existing development patterns?
- What is the residential development potential of the Enfield TIF District as allowed under existing zoning?
- What is the non-residential development potential of the Enfield TIF District under existing development patterns?
- What is the non-residential development potential of the Enfield TIF District as allowed under existing zoning?

To answer these questions, UVLSRPC completed build-out analyses for the Enfield TIF District under two scenarios: 1) A scenario developed by the TIF District Committee that accounts for existing development trends; and 2) A scenario based on existing zoning in the TIF District. The results of both build-out scenarios are presented in this report. Generally speaking, the results of a build-out analysis can facilitate further discussion relative to the following issues:

- Are there areas projected for development that the community would prefer not to develop or to develop at a lower density?
- Are there areas that the community would prefer to develop at higher densities?
- What steps should the community take now to accommodate future growth?
- What impacts will be associated with the projected growth?
- What additional services, infrastructure, or facilities will be required to serve the needs of future residents and employees?

Postscript: In March 2009, the Laramie Farms Residential Area was removed from the Enfield TIF District as a result of a vote at Enfield's 2009 Town Meeting. Build-out results for the Laramie Farms Residential Area remain in this report and should be considered separate from the build-out results of the Enfield TIF District.

2.0 Build-out Terminology

As the build-out results for the Enfield TIF District are presented in the following sections of this report, terminology will be used that may be unfamiliar to some. The following definitions are provided to assist in interpreting this report.

Build-out: A reference to a hypothetical point in the future when all land in a given geographical area (in this case the Enfield TIF District) that can be developed has been developed.

CommunityViz: CommunityViz is a software package used in conjunction with ArcGIS to develop build-out analyses spatially. This is the software package that was used to develop the Enfield TIF District build-out analyses presented herein.

Numeric Build-out: A numeric build-out analysis consists of a series of mathematical calculations that determine the number of potential lots per existing parcel based solely on area. Numeric build-out analyses do not take into account the specific geography of the lots, as calculations are based only on the total buildable area of each lot. One might consider a numeric build-out analysis to be a “gross” calculation of development potential.

Spatial build-out: A spatial build-out analyses considers the geography of the lot with regards to building placement and setbacks from constraints. Whereas the numeric build-out analysis yields the “gross” development potential, the spatial build-out analysis yields the “net” development potential. The Enfield TIF District build-out results presented in this report are spatial build-out totals.

Floor Area Ratio: Floor Area Ratio is the ratio between the gross floor space in a building and the area of the land it is built on. CommunityViz uses Floor Area Ratio to specify density assumptions for non-residential buildings. Floor Area Ratio (FAR) is determined by the following formula:

$$\text{FAR} = \frac{\text{Total Building Floor Area}}{\text{Total Lot Area}}$$

3.0 Data Development

3.1 Tax Parcels

The Town of Enfield provided UVLSRPC with tax parcel data in a Geographic Information Systems (GIS) based format for use in this project.

3.2 Buildings and Assessing Data

To fully utilize *CommunityViz Scenario 360*, GIS building footprint and assessing data was required. The Town of Enfield provided a shapefile containing building footprints, that were digitized from local orthophotography. The shapefile, however, contained data representing garages, sheds, gas station canopies, and other ancillary buildings. For each parcel in the

TIF District, UVLSRPC eliminated the ancillary buildings, and attached the appropriate assessing data for each building. In instances where a parcel contained more than one legitimate building, the Town of Enfield's online assessing database was consulted and the appropriate assessing information attached.

3.3 Development Constraints and Natural Features

UVLSRPC compiled existing data from various sources, including wetlands data from the National Wetlands Inventory, conserved lands data from the Society for the Protection of New Hampshire Forests, and steep slopes data from NH GRANIT. Digital floodplain data for each community was previously developed by UVLSRPC from Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps.

The following development constraints were considered in the CommunityViz build-out analysis (See Appendix A- Natural Constraints Map):

- A 400' sanitary radius around town wells.
- All National Wetlands Inventory (NWI) wetlands, including a town-mandated 50' protective buffer around all wetlands.
- All Federal Emergency Management Agency (FEMA) defined Regulatory Floodways
- All slopes of 25% or greater.
- A 50' protective buffer around protected shorelands, as mandated by the New Hampshire Comprehensive Shoreland Protection Act (CSPA).
- Other non-buildable parcels, including Huse Park and the Route 4 Cemetery.

These lands were removed from the analysis and considered to be unbuildable in both build-out scenarios.

4.0 Build-out Scenario #1

4.1 Build-out Scenario #1 Assumptions

Build-out Scenario #1 divides the Enfield TIF District into 12 sections (or sub-districts), each with unique assumptions (See Appendix A- Scenario #1 Build-out Assumptions Map):

Anderson Hill West Residential Area (2 DU/Acre)

This sub-district includes the area within the TIF District north of U.S. Route 4 and west of Anderson Hill Road, ending approximately 400 feet east of Maple Street. Historic development patterns in this area have been influenced primarily by steep grade changes, making higher density development a challenge. For these reasons, the TIF District Committee assumed a development density of 2 Dwelling Units per Acre for this sub-district.

Laramie Farms Residential Area (2 DU/Acre)

This sub-district includes the area delineated in the Laramie Farms development proposal previously submitted to the Enfield Planning Board. The Laramie Farms development proposal would develop this sub-district to a density of approximately 2 Dwelling Units per Acre.

Postscript: In March 2009, the Laramie Farms Residential Area was removed from the Enfield TIF District as a result of a vote at Enfield's 2009 Town Meeting. Build-out results for the Laramie Farms Residential Area remain in this report and should be considered separate from the build-out results of the Enfield TIF District.

Maple Street Residential Area (2 DU/Acre)

This sub-district includes the area within approximately 300 feet of Maple Street. There is an existing neighborhood along Maple Street developed to a density of approximately 2 Dwelling Units per Acre. It is envisioned that this neighborhood would continue to develop in its current fashion.

Mascoma River Greenbelt (No Development)

This sub-district is comprised of lands along the Mascoma River throughout the TIF District, including Huse Park and other public lands which are envisioned to create a "greenway" along the Mascoma River for recreational and environmental purposes. No development is envisioned to occur in this area.

Mixed-use Area- Baltic Mills (4 DU/Acre, FAR = 0.25)

This sub-district is envisioned to be a mixed-use area, with a 50/50 split of residential and non-residential development. This sub-district will serve as a transition area between the dense, mixed-use downtown core and the less dense commercial area along Route 4 East. Development assumptions include a moderate residential development density of 4 Dwelling Units per acre, and a Floor Area Ratio of 0.20 for non-residential development.

Mixed-use Area- Downtown (8 DU/Acre, FAR = 0.25)

This sub-district comprises Enfield's downtown core, including the entirety of Main Street within the TIF District. This area is envisioned to serve as the most densely developed sub-district of the TIF District, with a 50/50 split of residential and non-residential development. Development assumptions include 8 Dwelling Units per Acre for residential development, and a Floor Area Ratio of 0.25 for non-residential development.

Route 4 West of Oak Grove St- Commercial (FAR = 0.15)

This sub-district includes the areas south of U.S. Route 4 and west of Oak Grove Street. Historic development patterns in this area include primarily non-residential development, including the town's roller skating rink. This trend is envisioned to continue, and a Floor Area Ratio of 0.15 is assumed for future non-residential development in this area.

Route 4 West of Oak Grove St- Residential (4 DU/Acre)

This sub-district includes the areas north of U.S. Route 4 and west of Oak Grove Street to the start of the Laramie Farms Residential Area. Historic development patterns in this area reflect moderate density residential development, including a number of multi-family dwellings. This pattern is envisioned to continue. The TIF District Committee assumed a development density of 4 Dwelling Units per Acre in this sub-district.

Rural Residential Area (2 Acres/DU)

This sub-district is comprised of the lands between the proposed Laramie Farms development and the Maple Street residential area. It is envisioned to be a rural residential area, with limited residential development. The TIF District Committee assumed a development density of 1 Dwelling Unit per 2 Acres in this sub-district.

Southern TIF Residential Area (4 DU/Acre)

This sub-district is comprised of the two parcels south of the Mascoma River Greenway, where the town shed currently exists. It is envisioned that these parcels would be re-developed to a moderate residential density of 4 Dwelling Units per Acre.

U.S. Route 4 East (FAR = 0.15)

This sub-district is the largest by area in the TIF District, and extends along U.S. Route 4 from approximately 500 feet east of Baltic Street to the Canaan Town Line. The area currently features a mixture of residential and non-residential development, but is envisioned to transition into a primarily non-residential area. A mixture of commercial and light industrial uses is anticipated and a Floor Area Ratio of 0.15 was assumed for this sub-district.

Wellhead Protection Area (No Development)

The Wellhead Protection Area includes a 400' sanitary buffer around the town well to protect Enfield's water supply. The Wellhead Protection area also includes the entirety of the parcel immediately east of the town well. No development is assumed in the Wellhead Protection Area.

4.2 Build-out Scenario #1 Results

The following five tables provide a summary of the build-out analysis for Scenario #1. A map depicting build-out results by sub-district for Scenario #1 can be found in Appendix A of this report (see Appendix A- Scenario #1 Results Map).

Table 4.2 (A): Provides summary build-out results for the entire TIF District.

Table 4.2 (B): Provides residential build-out results by development assumption.

Table 4.2 (C): Provides non-residential build-out results by development assumption.

Table 4.2 (D): Provides residential build-out results by sub-district.

Table 4.2 (E): Provides non-residential build-out results by sub-district.

Table 4.2 (A): Scenario #1 Results Summary

Type of Development	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Residential (Dwelling Units)	267	306	573
Non-Residential (Square Footage)	348,336	1,015,537	1,363,873

Table 4.2 (B): Scenario #1 Results by Assumption (Residential DU)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
0.5 DU/Acre	N/A	19	19
2 DU/Acre	34	119	153
4 DU/Acre	10	54	64
FAR = 0.15	32	N/A	32
Mixed-use (Downtown)	161	70	231
Mixed-use (Baltic Mills)	29	44	73
No-Build Area	1	N/A	1
Total	267	306	573

Table 4.2 (C): Scenario #1 Results by Assumption (Non-Residential SF)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
0.5 DU/Acre	N/A	N/A	N/A
2 DU/Acre	N/A	N/A	N/A
4 DU/Acre	8,212	N/A	8,212
FAR = 0.15	138,524	761,867	900,391
Mixed-use (Downtown)	83,618	144,876	228,494
Mixed-use (Baltic Mills)	112,942	108,794	221,736
No-Build Area	5,040	N/A	5,040
Total	348,336	1,015,537	1,363,873

Table 4.2 (D): Scenario #1 Results by Sub-District (Residential DU)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Anderson Hill West Residential Area	29	7	36
Laramie Farms Residential Area	N/A	98	98
Maple Street Residential Area	5	14	19
Mascoma River Greenbelt	1	N/A	1
Mixed-use (Baltic Mills)	29	44	73
Mixed-use (Downtown)	161	70	231
Route 4 West of Oak Grove St. (C)	4	N/A	4
Route 4 West of Oak Grove St. (R)	10	46	56
Rural Residential Area	N/A	19	19
Southern TIF Residential Area	N/A	8	8
U.S. Route 4 East	28	N/A	28
Wellhead Protection Area	N/A	N/A	N/A
Total	267	306	573

Table 4.2 (E): Scenario #1 Results by Sub-District (Non-Residential SF)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Anderson Hill West Residential Area	N/A	N/A	N/A
Laramie Farms Residential Area	N/A	N/A	N/A
Maple Street Residential Area	N/A	N/A	N/A
Mascoma River Greenbelt	5,040	N/A	5,040
Mixed-use (Baltic Mills)	112,942	108,794	221,736
Mixed-use (Downtown)	83,618	144,876	228,494
Route 4 West of Oak Grove St. (C)	23,296	88,361	111,657
Route 4 West of Oak Grove St. (R)	N/A	N/A	N/A
Rural Residential Area	N/A	N/A	N/A
Southern TIF Residential Area	8,212	N/A	8,212
U.S. Route 4 East	115,228	673,506	788,734
Wellhead Protection Area	N/A	N/A	N/A
Total	348,336	1,015,537	1,363,873

4.3 Build-out Scenario #1 Key Findings

Key Findings (General):

- The Enfield TIF District is 47% residentially built-out under Scenario #1 development assumptions.

- The Enfield TIF District is 26% non-residentially built-out under Scenario #1 development assumptions.

Key Findings (Residential):

- Downtown Enfield is 70% residentially built-out under Scenario #1 development assumptions. The majority of new residential development in Downtown Enfield will be the result of redevelopment of existing lots to higher densities.
- Nearly one-third of all new residential development in the TIF District will come from the Laramie Farms development.

Key Findings (Commercial):

- Downtown Enfield is 37% non-residentially built-out under Scenario #1 development assumptions. The majority of new non-residential development in Downtown Enfield will be the result of redevelopment of existing lots to higher densities.
- Nearly 75% of all new non-residential development in the Enfield TIF District will occur in the Route 4 East sub-district, with a large percentage of that development occurring in parcel 014-069.

5.0 Build-out Scenario #2

5.1 Build-out Scenario #2 Assumptions

Build-out Scenario #2 analyses development potential in the TIF District according to Existing Zoning regulations. Two zoning districts affect the TIF District: the Community Business District (CB) and the Residential One District (R1). Each district has unique development assumptions, according to what is allowed in the ordinance (see Appendix A- Scenario #2- Build-out Assumptions Map).

Residential One District (2 DU/Acre)

The maximum allowed development according to the normal provisions of the Enfield Zoning Ordinance for the Residential One District are:

- 1 Dwelling Unit per Acre (with on-lot water/sewer supply)
- 2 Dwelling Units per Acre (with municipal water/sewer supply)

The Enfield TIF District Committee recommended that the development density of 2 Dwelling Units per Acre be assumed for all Residential One areas of the TIF District.

Community Business District (2 DU/Acre, FAR = 0.36)

Enfield's Community Business District allows both residential and non-residential development. This is reflected in the fact that nearly all areas of the TIF District have a combination of existing residential and non-residential development. Given this reality, the Enfield TIF District Committee assumed a 50/50 split in residential and non-residential development for the Community Business District.

The maximum allowed residential development according to the normal provisions of the Enfield Zoning Ordinance for the Community Business District are:

- 1 Dwelling Unit per Acre (with on-lot water/sewer supply)
- 2 Dwelling Units per Acre (with municipal water/sewer supply)

The Enfield TIF District Committee recommended that the development density of 2 Dwelling Units per Acre be assumed for all residential development occurring in the Community Business District under Build-out Scenario #2.

The maximum allowed non-residential density according to the normal provisions of the Enfield Zoning Ordinance for the Community Business District vary depending on the type of parking accommodations used in the development. Developers could reach the following Floor Area Ratios:

- FAR = 0.46 (On-lot water/sewer, surface parking only)
- FAR = 1.52 (On-lot water/sewer, structured/underground parking only)
- FAR = 0.36 (Municipal water/sewer, surface parking only)
- FAR = 1.19 (Municipal water/sewer, structured/underground parking only)

Currently, the maximum Floor Area Ratio in the Enfield TIF District is approximately 0.75 (at the Copeland Block). Based on previous development trends, the Enfield TIF District Committee recommended that a Floor Area Ratio of 0.36 be assumed for non-residential development in the Community Business District. Future development in the Community Business District is likely to be served by municipal water/sewer and will likely feature surface parking accommodations only.

5.2 Build-out Scenario #2 Results

The following three tables provide a summary of the build-out analysis for Scenario #2. A map depicting build-out results by district for Scenario #2 can be found in Appendix A of this report (see Appendix A- Scenario #2 Results Map).

Table 5.2 (A): Provides summary build-out results for the entire TIF District.

Table 5.2 (B): Provides residential build-out results by zoning district.

Table 5.2 (C): Provides non-residential build-out results by zoning district.

Table 5.2 (A): Scenario #2 Results Summary

	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Residential (Dwelling Units)	267	351	618
Non-Residential (Square Footage)	348,336	1,571,231	1,919,567

Table 5.2 (B): Scenario #2 Results by Zoning District (Residential DU)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Community Business (CB)	261	163	424
Residential One (R1)	6	188	194
Total	267	351	618

Table 5.2 (C): Scenario #2 Results By Zoning District (Non-Residential SF)

District	Existing	Spatial Build-out (Additional)	Total at Build-out (Existing + Spatial)
Community Business (CB)	340,124	1,571,231	1,911,355
Residential One (R1)	8,212	N/A	8,212
Total	348,336	1,571,231	1,919,567

5.3 Build-out Scenario #2 Key Findings

Key Findings (General):

- The Enfield TIF District is 43% residentially built-out under Scenario #2 development assumptions.
- The Enfield TIF District is 18% non-residentially built-out under Scenario #2 development assumptions.

Key Findings (Residential):

- The Residential One District will account for 54% of new residential development under Scenario #2 development assumptions. Much of this new residential development will occur in the Laramie Farms residential area.
- The Commercial Business District will account for 46% of new residential development under Scenario #2 development assumptions. This is a larger proportion than under Scenario #1, because the entire Commercial Business District (including the U.S. Route 4 East area) is assumed to be mixed-use in Scenario #2.

Key Findings (Commercial):

- The Commercial Business District will be home to all new non-residential development in the TIF District under Scenario #2 build-out assumptions. This totals more than 1.5 Million square feet of non-residential floor space. Putting this figure in a regional perspective, Centerra Park in Lebanon totals approximately 1.2 Million square feet.

6.0 Results Summary/Next Steps

The Enfield TIF District build-out analyses detailed in this report provide the two key building blocks for estimating the impacts of development: residential dwelling units and non-residential floor space. Table 6.1 below presents a summary of the results of the two build-out analysis scenarios.

Table 6.1: Summary of Scenario #1 and Scenario #2 Results

Scenario	Existing		Spatial Build-out (Additional)		Total at Build-out (Existing + Spatial)	
	Dwelling Units	Non-Residential SF	Dwelling Units	Non-Residential SF	Dwelling Units	Non-Residential SF
Scenario #1	267	348,336	306	1,015,537	573	1,363,873
Scenario #2	267	348,336	351	1,571,231	618	1,919,567

Using residential dwelling units and non-residential floor space, many development impacts can be estimated and planned for in the TIF District, including:

- Population
- School Children
- Employment
- Jobs-Housing Balance
- Water and Wastewater Demand
- Energy Consumption
- Tax Increment Revenues
- And Many More...

UVLSRPC recommends that the Enfield TIF District Committee carry this work forward and begin assessing these development impacts to plan for the future needs of the TIF District. This may include assessing the additional services, infrastructure, or facilities needed to accommodate development in the TIF District.

Now that a CommunityViz model of the TIF District has been developed, many additional tools are available. The TIF District Committee may also consider utilizing the CommunityViz Timescope Analysis tool. A Timescope Analysis allows growth factors to be applied to the build-out results to estimate how development might occur over time in areas of the TIF District. Also, the program can estimate the date at which build-out may occur.






Given that the Town of Enfield has a functional GIS system in place, and has access to quality GIS data and a CommunityViz build-out model, the town may consider purchasing a copy of CommunityViz to continue this work. The Upper Valley Lake Sunapee Regional Planning Commission looks forward to continuing to work with the Town of Enfield in planning for the future needs of the TIF District.

Appendix A- Project Maps

ENFIELD TAX INCREMENT FINANCE (TIF) DISTRICT BASE MAP

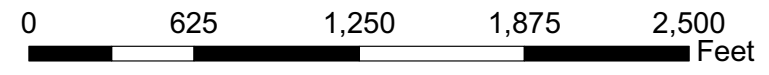


Legend

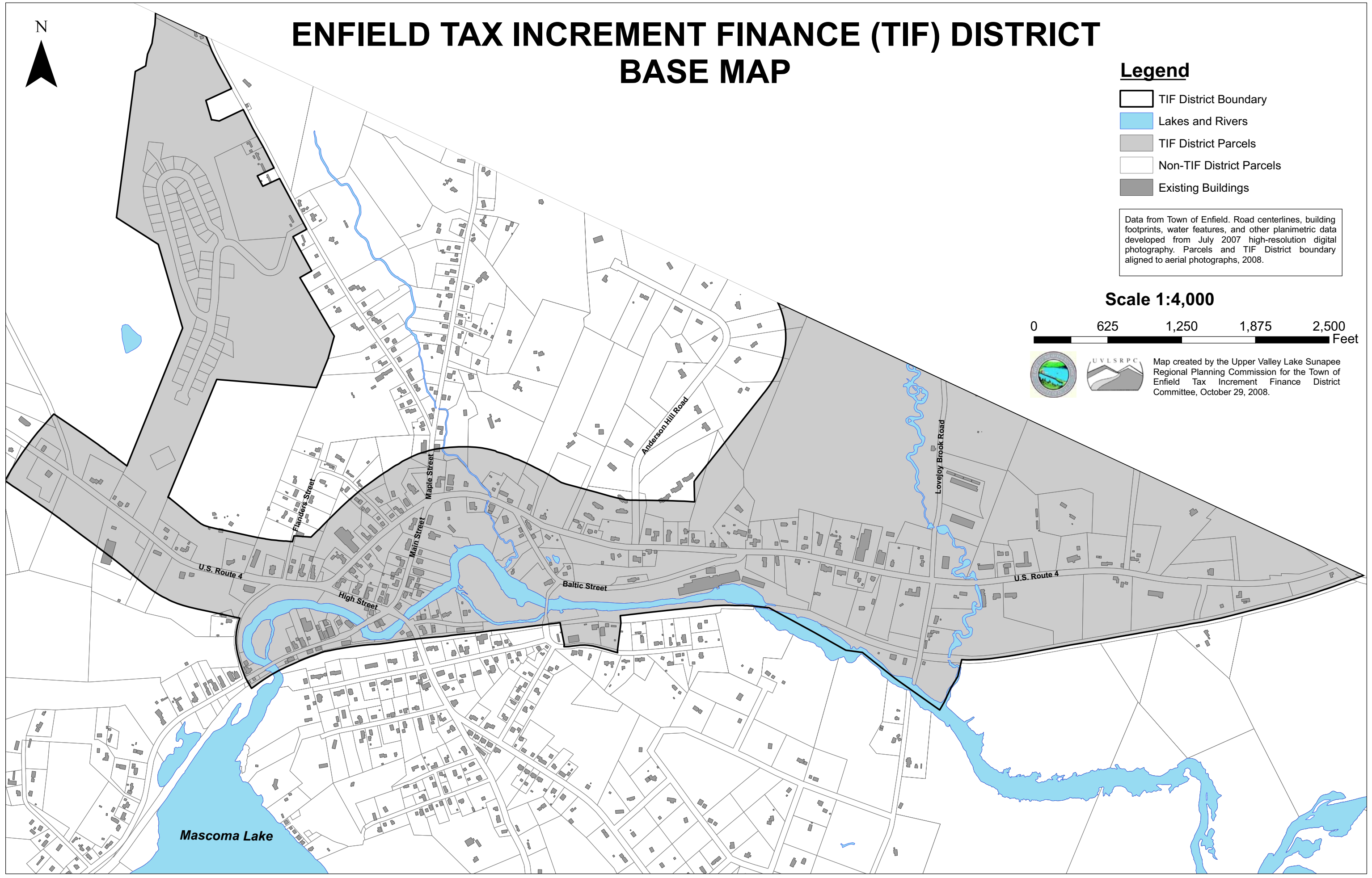
-  TIF District Boundary
-  Lakes and Rivers
-  TIF District Parcels
-  Non-TIF District Parcels
-  Existing Buildings

Data from Town of Enfield. Road centerlines, building footprints, water features, and other planimetric data developed from July 2007 high-resolution digital photography. Parcels and TIF District boundary aligned to aerial photographs, 2008.

Scale 1:4,000



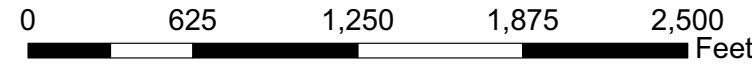
Map created by the Upper Valley Lake Sunapee Regional Planning Commission for the Town of Enfield Tax Increment Finance District Committee, October 29, 2008.



ENFIELD TAX INCREMENT FINANCE (TIF) DISTRICT NATURAL CONSTRAINTS MAP














Scale 1:4,000

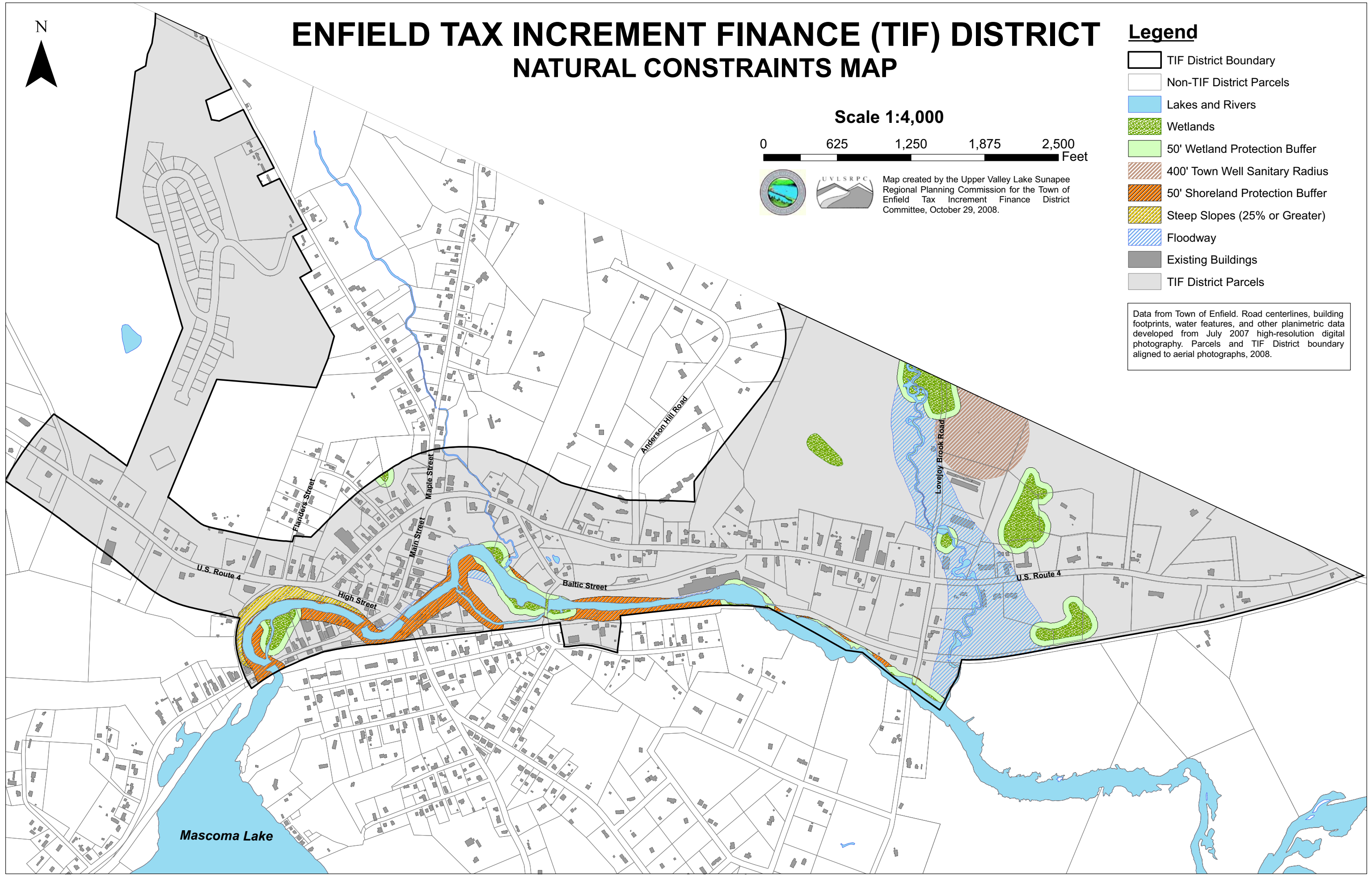


Map created by the Upper Valley Lake Sunapee Regional Planning Commission for the Town of Enfield Tax Increment Finance District Committee, October 29, 2008.

Legend

-  TIF District Boundary
-  Non-TIF District Parcels
-  Lakes and Rivers
-  Wetlands
-  50' Wetland Protection Buffer
-  400' Town Well Sanitary Radius
-  50' Shoreland Protection Buffer
-  Steep Slopes (25% or Greater)
-  Floodway
-  Existing Buildings
-  TIF District Parcels

Data from Town of Enfield. Road centerlines, building footprints, water features, and other planimetric data developed from July 2007 high-resolution digital photography. Parcels and TIF District boundary aligned to aerial photographs, 2008.



Appendix B- Floor Area Ratio Examples

Low Floor Area Ratio Example- Enfield Family Pharmacy (FAR = Approx. 0.10)

The Enfield Family Pharmacy building is typical of low-density, automobile-oriented commercial development. The building, which sits on a 1.35-acre parcel, has approximately 5,600 square feet of non-residential floor space. Most automobile-oriented commercial development in the Enfield TIF District has a Floor Area Ratio between 0.10 and 0.20.

Moderate Floor Area Ratio Example- Enfield Town Hall (FAR = Approx. 0.35)

The Enfield Town Hall, while an institutional use, reflects a moderate Floor Area Ratio. The building, which sits on a 0.56-acre parcel, has over 8,500 square feet of non-residential floor space. This density is envisioned for non-residential development in the downtown Enfield mixed-use area. This also represents the realistic "maximum density" that developers could reach while obeying on-site parking and setback requirements as delineated in the Enfield Zoning Ordinance.

High Floor Area Ratio Example- Copeland Block (FAR = Approx. 0.75)

The Copeland Block has the highest Floor Area Ratio (FAR) in the Enfield TIF District. The building, which sits on a 0.3-acre parcel, has over 9,000 square feet of non-residential floor space. The Copeland Block is one of the most recognizable buildings in the Enfield TIF District, and has a Floor Area Ratio of 0.75 because it was constructed before on-site parking standards and setback requirements were developed. Under the current Enfield Zoning Ordinance, developers cannot reach this level of density without constructing structured parking.