

TRANSPORTATION CHAPTER

CONTENTS

Introduction.....	1
Transportation and Land Use	2
Existing Conditions	2
Road Classifications	2
Scenic roads	3
Roadway Conditions	4
Bridge Conditions	4
Traffic Volumes	5
Crashes	6
Intersection Conditions	6
Bike and Pedestrian Travel	7
Travel Patterns.....	8
Key Issues and Considerations.....	10
Financing Road Improvements	10
Alternative Modes of Transportation	11
Changing Demographics	12
Climate Change.....	13
Conclusion	14
Goals and Recommendations	14

INTRODUCTION

A safe and efficient transportation system is crucial for maintaining a vibrant, thriving community. Roads are key factors in shaping the development of a community as development can only occur where there are roads. Because of transportation’s direct relationship with land use, addressing transportation issues and concerns as they relate to land use planning, environmental impacts, and economic development is an integral component to Fremont’s master plan.

As stated in the Vision chapter of Fremont’s master plan, the town aims to ensure a safe, well-designed, and maintained road system suited to Fremont’s rural character. Fremont’s population has seen many changes in recent decades. There have been periods of rapid growth to virtually no growth. Additionally, the population in town has grown older like the rest of New Hampshire, and the expectation of services of both new and long-term residents has shifted. Balancing the needs and demand of the community while maintaining a cost-efficient road improvement program is a significant consideration and requires long-term planning as part of the Capital Improvement Program process.

Fremont’s Transportation Chapter establishes the community’s goals for investing in and maintaining transportation infrastructure for enhancing residents’ quality of life, while preserving and maintaining the rural character of the community. This transportation chapter examines all aspects of Fremont’s transportation network and identifies the challenges and opportunities for ensuring a safe and adequate system for all users. Because of transportation’s innate relationship with all other aspects of the community, this chapter incorporates findings and considerations from all other parts of the master plan including community vision, land use development, natural resources as well as zoning, and local land use laws and regulations.

TRANSPORTATION AND LAND USE

Transportation and land use are intimately linked. The land use patterns in the region have a significant effect on its transportation system, and vice-versa. Unlike many regions of its size in the United States, the Rockingham County region is fortunate to have a number of traditional downtown and village centers that remain active and viable. Nonetheless, much of the residential, commercial, and industrial development in the region is dispersed, encouraging, and sometimes necessitating a large amount of travel for individuals to work, shop, and fulfill their other daily needs. This sprawling development pattern makes it difficult for any mode other than the automobile to meet these needs.

The result is a high level of vehicle miles traveled (VMT) per capita and inefficient (if not infeasible) public transportation services. Not surprisingly, a large majority of the region's population uses private automobiles exclusively to meet their transportation needs. This increases traffic volumes and places a greater demand on road infrastructure as the population grows. This pattern has also meant that individuals without access to an automobile encounter significant mobility and accessibility issues. In turn, new road infrastructure needed to accommodate growth in traffic, encourages development and a continuation of dispersed land use patterns.¹

Shifting these patterns requires, in large part, changes to community land use regulations. There are several land use controls that can be used to regulate development and transportation patterns in town. Approaches include updating zoning regulations to encourage more compact, mixed-use development in town centers, while leaving open and rural areas for agriculture, recreation, and other suitable uses. More residential development near town centers and schools increases accessibility by

walking, bicycling or transit. It also boosts the vitality of downtowns as easier access supports increased patronage of downtown businesses.

The Fremont subdivision regulations include design standards for the arrangement, character, width, grade, and location of town roads. The regulations require roadway design to consider aspects such as relation to existing or planned streets, topographical conditions, public convenience, safety, and relation to other land uses. Fremont's regulations also encourage interconnected interior subdivision roads to minimize impact on the existing road networks - a goal stipulated in previous iterations of the Master Plan.

Fremont's site plan regulations and zoning ordinance also contain specific provisions for development within the Village District. These standards provide additional requirements for development within the town center that are intended to be compatible with the town's vision for a walkable downtown with mixed use development such as businesses, retail, and residential uses. The intent of these standards is to concentrate development within the town's designated downtown thus preserving surrounding natural resource areas and open space.

EXISTING CONDITIONS

ROAD CLASSIFICATIONS

New Hampshire State law adopted in the 1940s serves as the basis for the State Road System Classification that is still in use today. This classification scheme has eight categories of public roads. Each roadway is grouped based on the role of the roadway as well as on the entity responsible for its maintenance. Fremont is served by State-classified Class I, II, V and VI roadways, as shown in Table 1. Fremont also has several private roads (See Appendix A for complete list of roads).

¹Rockingham Planning Commission Long Range Transportation Plan

State Class	Road Mileage	Percent of total
Class 0 Private Roads	9.13	14%
Class I Primary State Highway	4.72	8%
Class II Secondary State Highway	3.57	6%
Class V Rural Roads Local	37.92	63%
Class VI Local Un-maintained	5.10	9%
Total	60.4 miles	

Table 1: Fremont Road Classifications

Class I roads are State-maintained trunk line or primary highways. In Fremont, the Class I road is Main Street (NH 107). Class II roads are State maintained secondary highways. In Fremont, these consist of Brentwood Road (NH 111A), Danville Road (NH 111A) and a portion of Beede Hill Road, from NH 107 continuing north to the intersection with North Road. Class III roads, otherwise known as Recreational Roads, are roadways that lead to or are within State Reservations designated by the Legislature. These roadways are owned and maintained by the State of New Hampshire. Fremont has no Class III roads. Class V, or Town owned and maintained roads, represent the largest percentage of the Fremont’s roadway network (roughly 63% of mileage). These roads make up the bulk of Fremont roadways such as North Road, South Road, Scribner Road, and many others. New residential subdivision streets that are turned over to the Town become Class V roads once they are accepted by the town’s governing body. There are several roads anticipated to become town roads in 2023-2024 including Gristmill Road, Bassett Lane, an extension to Copp Drive, and Thunder Road.

Class VI consists of “all other existing public ways” (RSA 229:5, VII). These roads include all local highways discontinued subject to gates and bars and all highways that have not been maintained and repaired by the town in suitable condition for travel for five successive years or more. There are seven Class VI roads in Fremont:

1. Shirkin Road (1.5 miles) gravel portion
2. Meetinghouse Road (0.25 miles)
3. Paradise Drive (0.61 miles)
4. Loon Way (0.5 miles)
5. Squire Road (0.72 miles)
6. Tavern Road (1.2 miles)

RSA 674:41, I(c) governs the development along Class VI roads and only allows for such under the following conditions:

- The local governing body (Select Board), after review and comment by the Planning Board, has voted to permit building on that Class VI highway or portion thereof.
- The municipality assumes neither responsibility for road maintenance nor liability for any damages arising out of road use.
- Prior to the issuance of a building permit, the applicant produces evidence that notice of the limits of municipal responsibility and liability has been recorded in the county registry of deeds.

Consistent with RSA 674:41 (minimum road access requirements under state law), Fremont’s land use regulations require all new development to have adequate frontage on a Class V Road or better. Building can only happen on a Class VI Road if the owner/applicant agrees to upgrade the road to the town’s road constructions standards and/or to a Class V, town-maintained road.

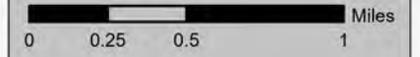
SCENIC ROADS

To preserve the scenic character of a community's more rural roads, many municipalities have made use of RSA 231 to designate "scenic roads". Such a designation must occur at an annual or special Town meeting.

In terms of utilizing the land on either side of a designated scenic road, the RSA states that stonewalls and trees having a circumference of fifteen (15) inches or more at a point four (4) feet from the ground cannot be removed



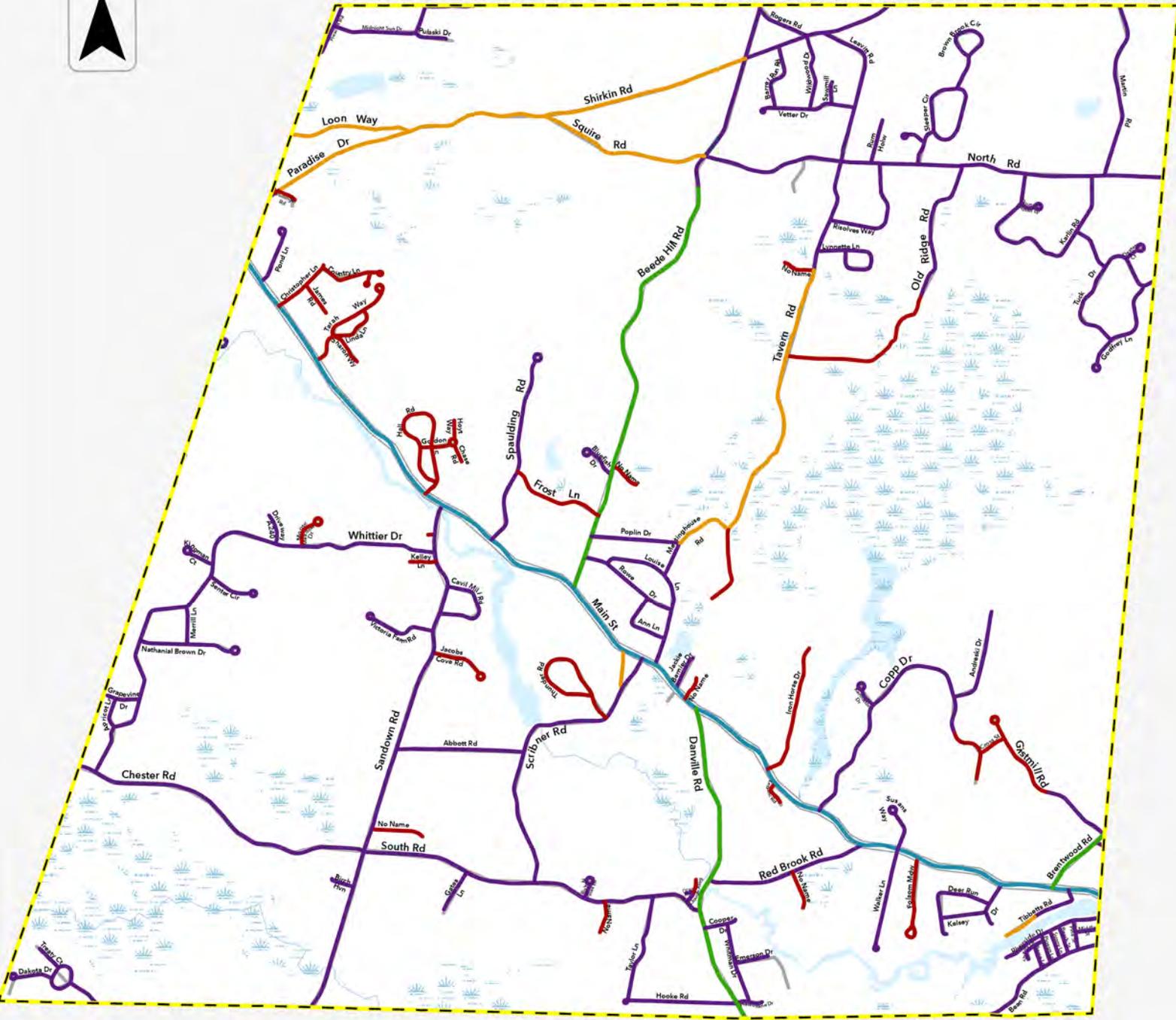
Town of Fremont, NH



Road Classification

2023

-  0 - Private
-  I - State Corridors
-  II - Regional Corridors
-  V - Local
-  VI - Not Maintained



Map 1

or altered without the consent of the Planning Board, unless they are within three (3) feet of the traveled surface and interfere with public safety. The Road Agent may, in emergency circumstances, cut and remove trees with only the permission of the Board of Selectmen.

Scenic road designation does not preclude the paving or widening of the road, nor does it necessarily limit the development potential of abutting property. Thus far, **North Road is the only highway in Fremont to obtain scenic road designation.**

ROADWAY CONDITIONS

The Fremont Highway Department strives to complete two miles of road resurfacing or rebuilding each year. Transportation planners have long held that sound roadway management involves rebuilding a road every twenty years. Once a roadway is built, it usually takes twenty years before it has deteriorated to the point of requiring reconstruction. Rebuilding or resurfacing two miles of roadway each year helps the town maintain the recommended twenty (20) year road reconstruction program. The Highway Department surveys the conditions of Fremont's roads on a regular basis and conducts yearly preventative maintenance to preserve the roads from future damage. The Highway Department enlists the help of subcontractors for seasonal road maintenance.

The Town has engaged a consulting engineer to complete a road evaluation study of Fremont's current road system conditions, which will provide recommendations that the Highway Department can use to prioritize needs, budget, and organize for long-term road maintenance and reconstruction. The study is anticipated to be completed in Summer, 2023. The Planning Board may revisit this transportation chapter at a later date and incorporate findings from the Road evaluation study upon its completion.



Figure 1: Bean Road Reconstruction 2019 (Photo Courtesy Leon Holmes)

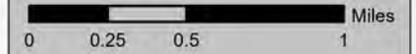
BRIDGE CONDITIONS

The NHDOT regularly inspects bridges belonging to municipalities on Class IV and V roads and publishes the results of the inspections annually in the State's Bridge List. There are seven bridges in Fremont that are regularly inspected by NHDOT. The State of NH owns two of these bridges and the Town owns five (Map 2). Two bridges in town are identified as structurally deficient and are included in the State's Municipal Bridge Red List. These are located on Scribner Road over the Exeter River and Martin Road over the Piscassic River. Both were constructed in 1941 and 1930, respectively. Red list bridges are inspected more periodically by the NHDOT.

In 2019, the town replaced the Sandown Road Bridge Overflow bridge, which was identified as a red list bridge in critical need of repair. Funding for replacement of the Martin Road bridge has been allocated in the State's



Town of Fremont, NH

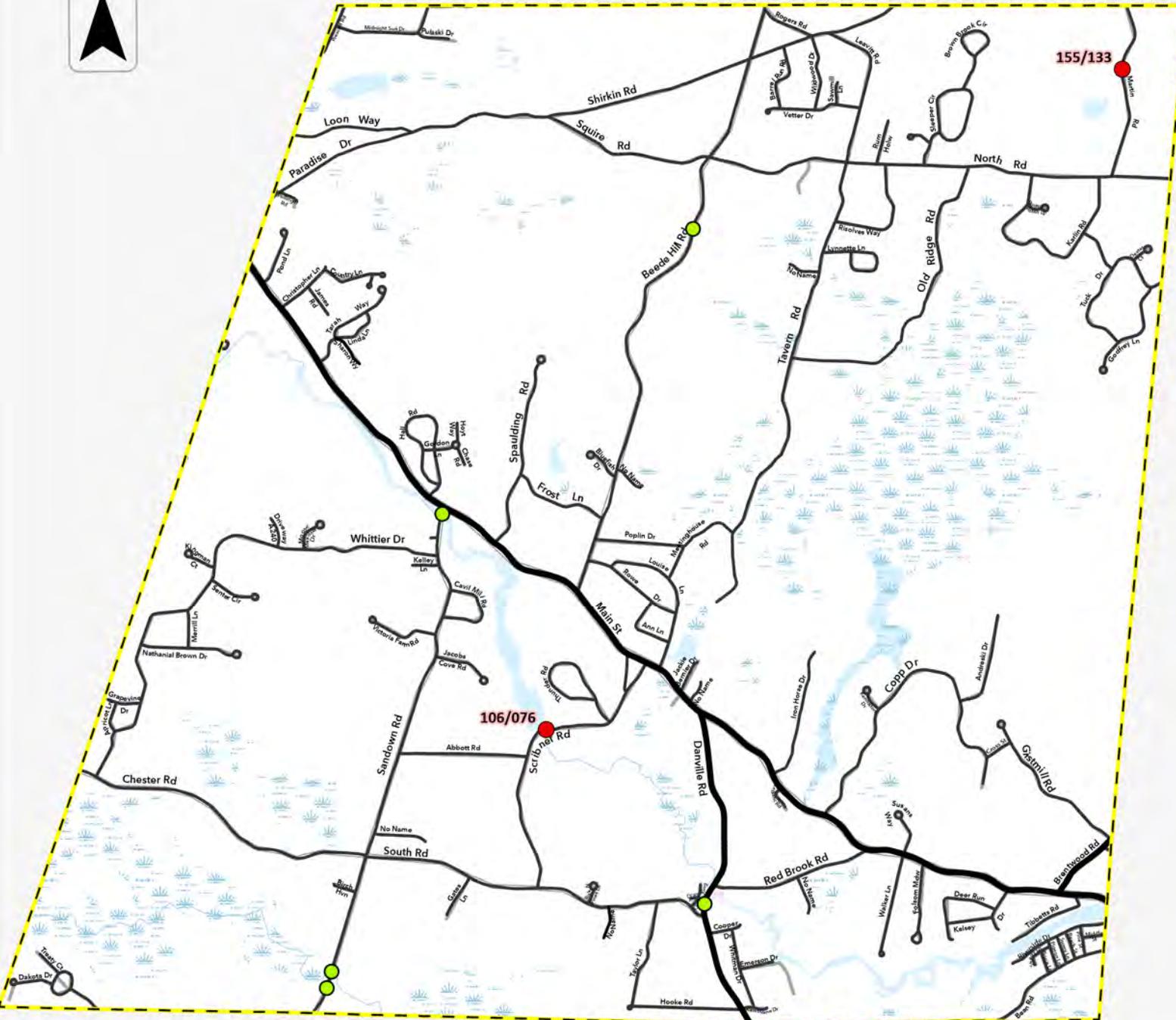


Bridges

2022

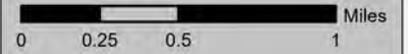
-  Fremont Red List Bridges
-  Fremont Bridges
-  Roads

Map 2





Town of Fremont, NH

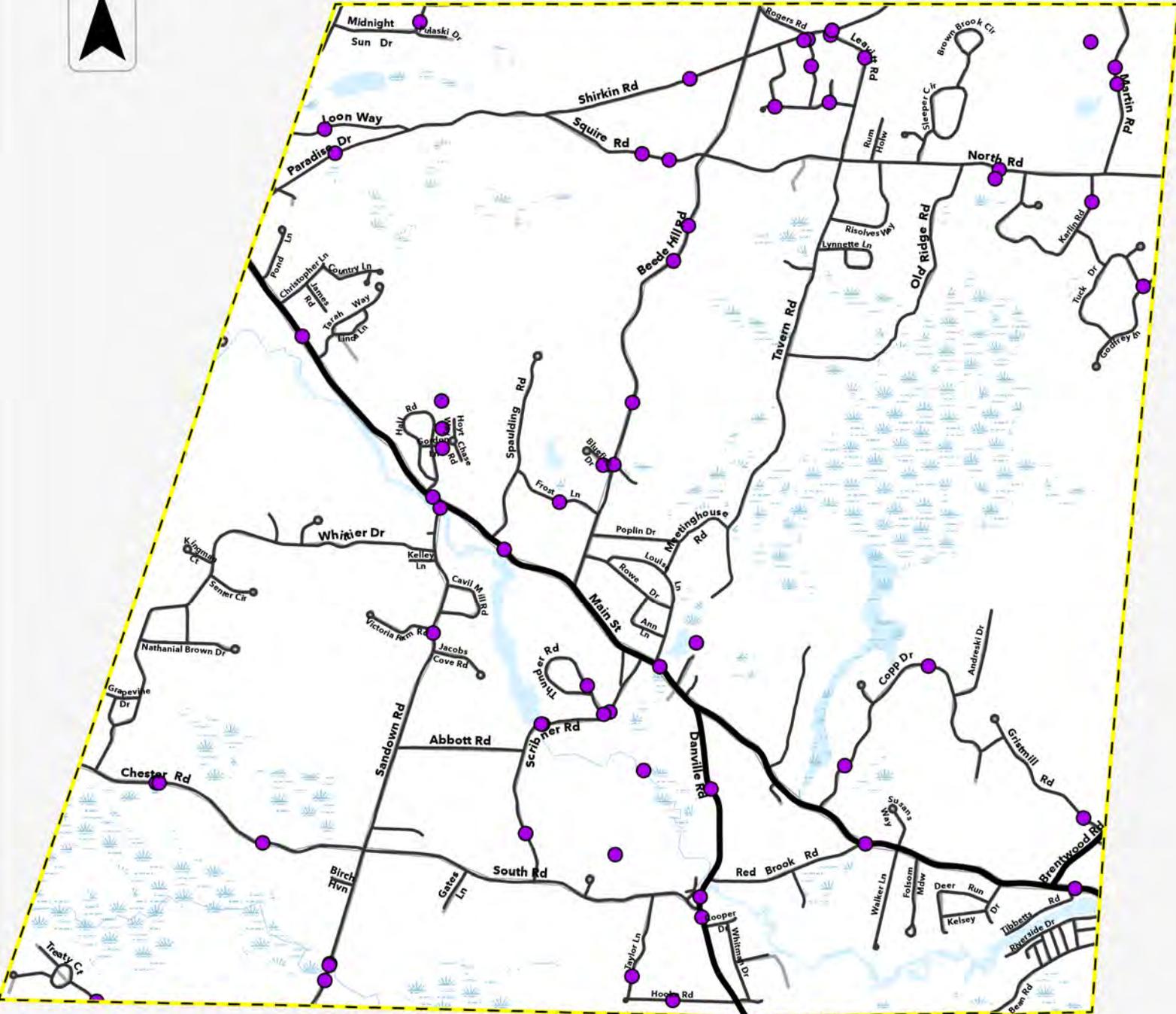


Culvert Locations

2022

- Roads
- Culvert Locations

Map 3



2023-2032 Ten Year Transportation Plan. Construction to replace the bridge is anticipated to begin in Summer of 2024 as are plans to rebuild and repave Martin Road. The cost share ratio for these bridge replacements is 80% State or Federal and 20% municipality.

Bridge	Owner	Condition	AADT, Year	Year built
Sandown Road over Exeter River Overflow	Town	Not deficient	1150 (2020)	1930, 2019 (rebuilt)
Sandown Road over Exeter River	Town	Not deficient	1150 (2020)	1950
Sandown Road over Exeter River	Town	Not deficient	1919, (2020)	1998
Scribner Road over Exeter River	Town	Structurally deficient	211 (2020)	1941
Beede Hill Road over Swamp	NHDOT	Not deficient	2413 (2020)	1930
NH 111A over Exeter River	NHDOT	Not deficient	2676 (2020)	1978
Martin Road over Piscassic River	Town	Structurally deficient	520 (2020)	1930

Table 2: Fremont Bridges

TRAFFIC VOLUMES

The New Hampshire Department of Transportation (NHDOT) and RPC conduct annual traffic counts throughout the State to enhance transportation planning efforts. Annual Average Daily Traffic (AADT) is the total volume of traffic at the given location for a 24-hour period representing an average day for the year. The NHDOT has a web-based application, which allows users to customize searches, and directly view and download traffic count data throughout the State. Visit Transportation Data Management System (ms2soft.com).

With proximity to major collectors such as NH Route 101 and 125, Fremont experiences moderate traffic volumes on its main roads. However, because neither of these highways runs directly through the town, Fremont does not have some of the major commuting and commercial thru-traffic that some of its neighboring communities do – one of the many characteristics that drew existing residents to Fremont and attract newcomers.

“I love the quiet and beauty of Fremont but that I can also hop on the highway and be anywhere from the beach to shopping, to shows in Manchester etc. in 30 minutes or less” – Fremont Resident, Master Plan Survey 2020

Traffic volumes are recorded by the NHDOT annually on the following state roads (See Table 1 in Appendix B for historic traffic count data):

Location	2021 AADT
NH 107 (Main St) at Raymond TL	5515
NH 107/NH111A West of Brentwood Rd	4873
NH 111A (Main St) at Fremont TL	2968
Beede Hill Rd South of North Rd over swamp	2676
NH 111A (Danville Rd) south of NH 107)	2604
Sandown Rd south of NH107 over Exeter River	2128
Sandown Rd at Sandown TL	1275
Martin Rd over Piscassic River	577
Scribner Rd over Exeter River	234

NH Route 107 (Main Street) and NH Route 111A are the most heavily traveled routes in Fremont. Route 107 is a 69-mile north-south state highway that connects Laconia in the Lakes Region with Seabrook on the Atlantic Coast. Cutting across the southwestern corner of Brentwood, NH 107 crosses the Exeter River into Fremont where it then intersects with NH 111A. The two routes overlap for about 2 miles before NH 111A splits off to

the south. In 2021, there was a recorded average of 5,515 vehicles per day on NH 107 (Main Street) at the Raymond town line. NH 111A, the northeast-southwest highway between Danville and Fremont, also experiences moderate traffic volumes. In 2021, the intersection of NH 107 and NH 111A recorded an average of 4,873 vehicles per day and NH 111A south of NH 107 averaged 2604 vehicles per day. Serving as a direct link between Fremont and Epping, Beede Hill Road runs North-South from NH 107 to the Epping town line and is also one of the heavier traveled routes in Fremont.

Traffic volumes have remained relatively consistent on Fremont’s State roads over the past decade with minor fluctuations in volumes year to year. Most noticeable is a decrease in traffic volumes on Fremont’s most heavily traveled roads in 2020, which is consistent with statewide traffic data trends during the COVID19 Pandemic (Figure 3). The need for social distancing combined with more formal stay at home recommendations during the pandemic greatly curtailed discretionary travel and reduced commute trips for many residents of the region able to work or participate in school from home. Highway traffic volumes statewide in New Hampshire dropped by as much as 56% in the spring of 2020 before gradually beginning to climb back up. More speed related crashes resulted from fewer cars on the road. The rate of bicycling and walking grew as many people sought options for outdoor activity after being isolated at home for extended periods.²

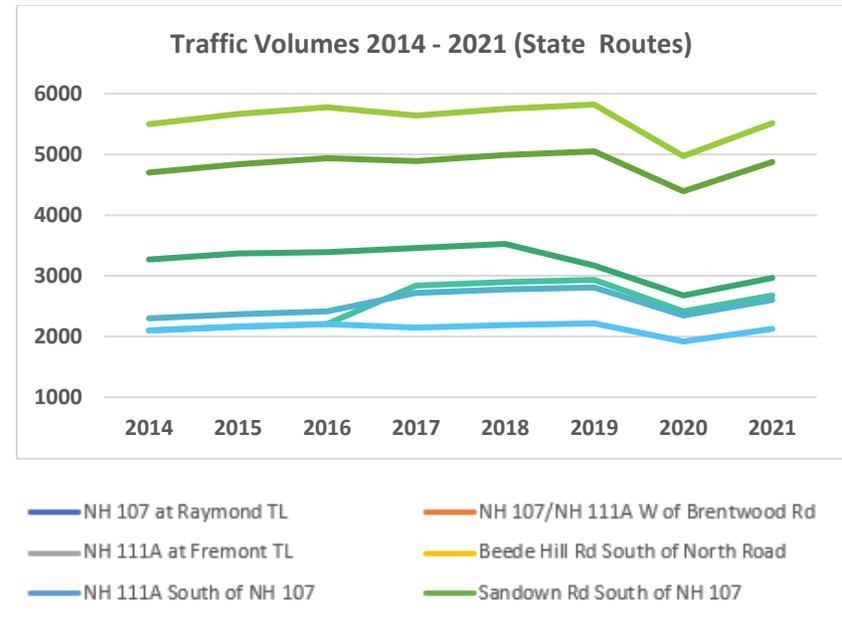


Figure 2: Annual Average Daily Traffic Volumes 2014-2021 State Routes

MOTOR VEHICLE CRASHES

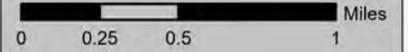
Motor vehicle crash data is compiled by the NH Division of Motor Vehicles in conjunction with local police reports. Fatality data is retrieved from the Fatality Analysis Reporting System. From 2010 to 2020, there were a total of 226 automobile crashes in Fremont one of which was fatal (2014). Most accidents involved vehicles colliding with fixed objects or other vehicles. Collisions with animals were also a significant cause of crashes. Most reported crashes occurred on Main Street; Fremont’s most heavily traveled route (Map 4).

INTERSECTION CONDITIONS

² https://www.therpc.org/download_file/view/2668/218



Town of Fremont, NH

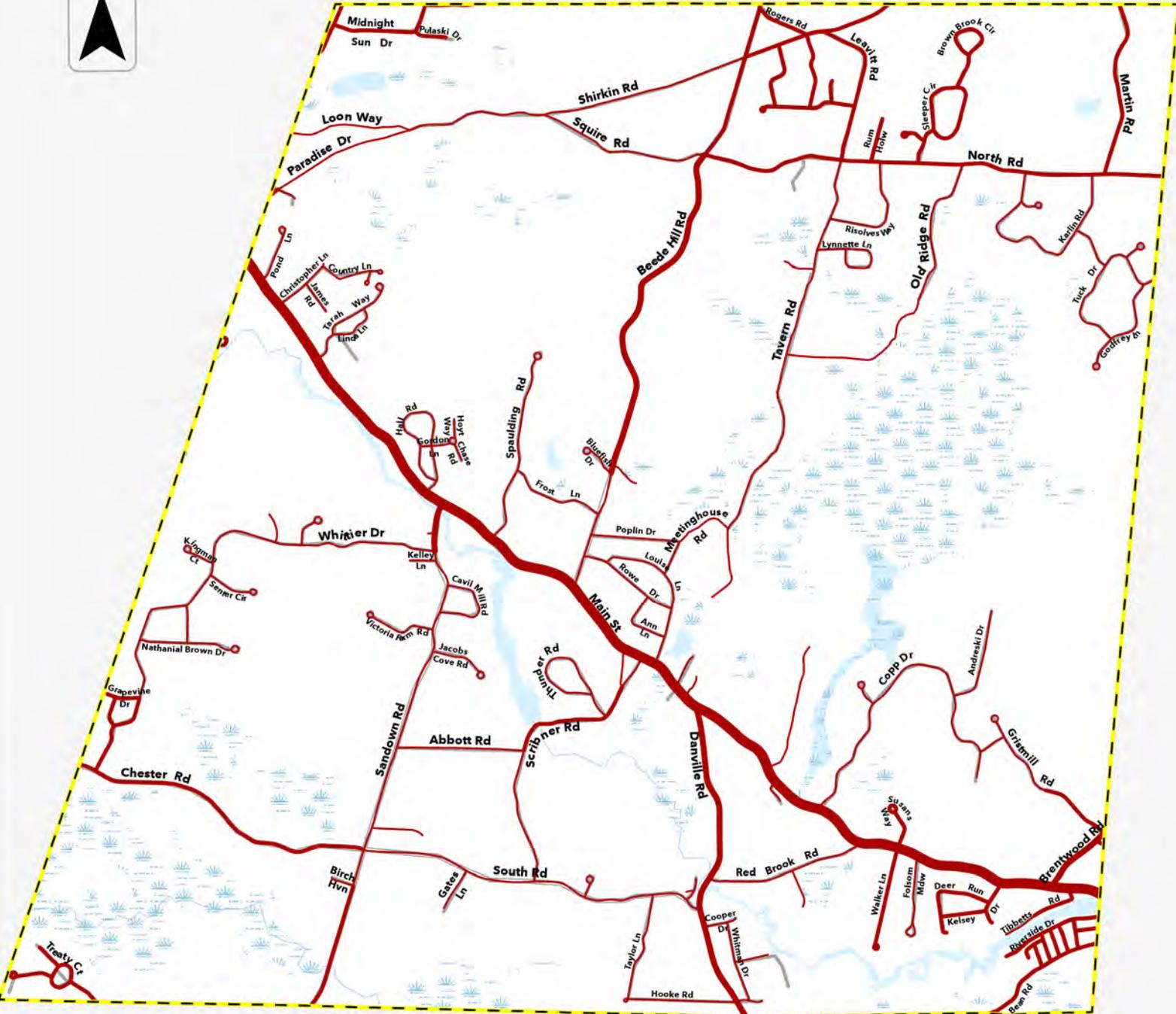


Average Annual Daily Traffic 2021

2021

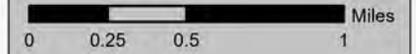
-  0 - 260
-  261 - 1350
-  1351 - 3200
-  3201 - 5822

Map 4





Town of Fremont, NH

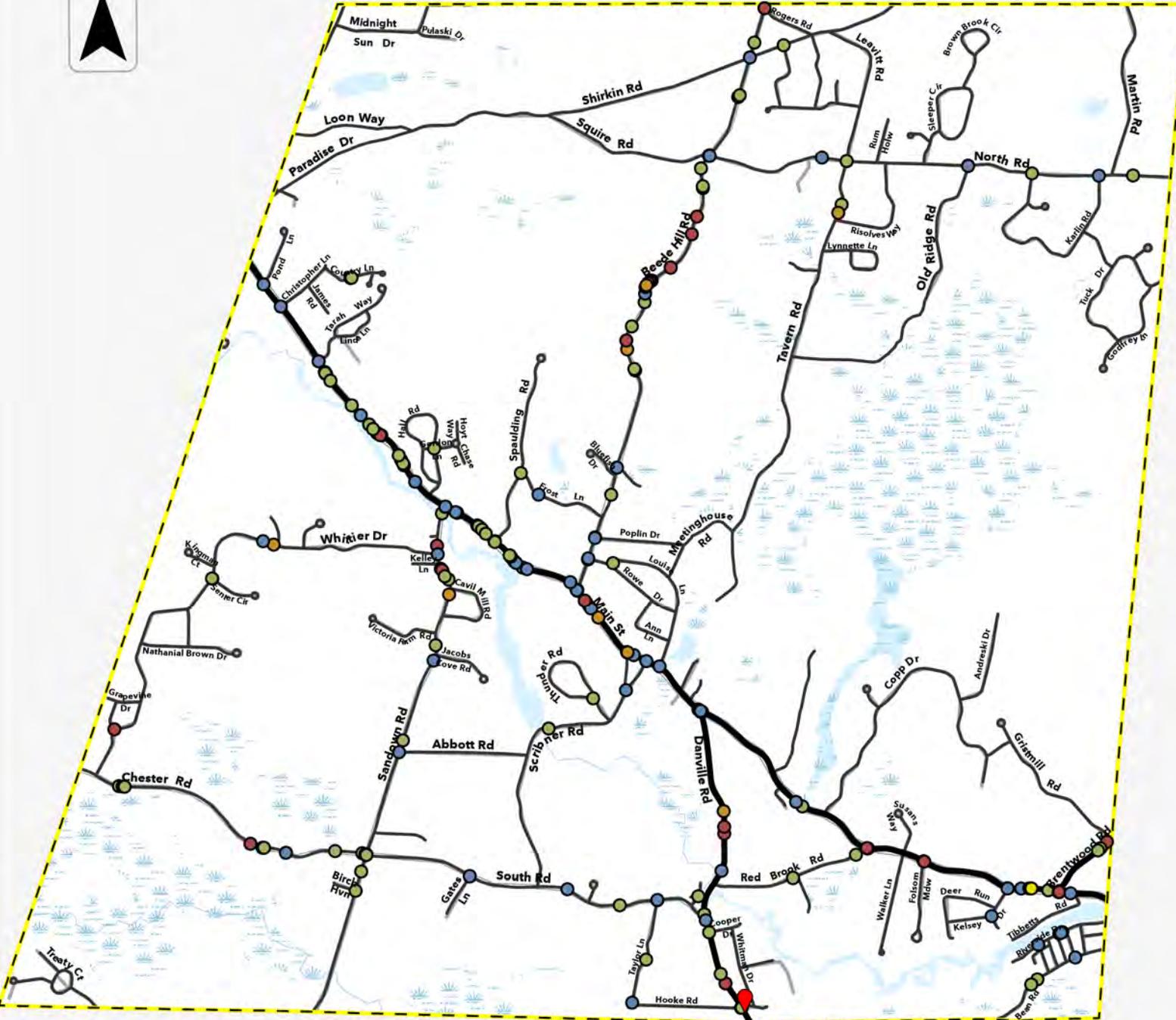


Crash Data 2010 - 2020

Crash Type

-  Other Motor Vehicle
-  Fixed Object
-  Pedestrian
-  Animal
-  Other
-  Fatality

Map 5



According to the NH Department of Transportation's [Strategic Highway Safety Plan](#), the three critical crash location types on New Hampshire roadways are intersections, drivers inadvertently departing from travel lanes, and work zones. Furthermore, 11% of fatalities and 23% of serious injuries occur at intersections. Of the total 226 automobile crashes mentioned above from 2010-2020, 126 were intersection-related crashes. The following intersections had the most crashes from 2010-2020:

1. Sandown Road and Main Street
2. Brentwood Road and Main Street
3. Beede Hill Road and Main Street

Additional intersections of concern as noted by the Fremont Road Agent include the following:

1. Leavitt Road and Shirkin Road
2. Red Brook Road and Route 107/Main Street
3. Abbott Road and Scribner Road
4. NH 107/Main Street and Copp Drive

Several factors may contribute to motor vehicle crash rates e.g., speed, road design, road conditions, animals, impaired drivers, distracted drivers etc. The Town may wish to engage professional assistance in evaluating these intersections for safety issues and possible solutions. The Rockingham Planning Commission can assist the Town with an intersection or high crash location assessment, which the Town could use to apply for NHDOT Highway Safety Improvement (HSIP) funding to either study the intersection further or identify solutions for improvements. Adding turn lanes, removing, or shielding obstacles, adding or improving medians, widening lanes, widening and paving shoulders, adding rumble strips, improving intersection layout, or providing better road markings are examples of roadway improvements that may reduce the severity of motor vehicle crashes at intersections.

The Town is currently evaluating a new layout and safety improvements for the Leavitt Road / Shirkin road intersection.

BIKE AND PEDESTRIAN TRAVEL

Fremont residents have routinely expressed a desire to keep traffic volume low in Fremont, with minimal truck traffic from commercial and industrial uses. To keep the road network rural, many have expressed a desire to not have sidewalks (with exception of near the school), but to allow for wider shoulders to allow for biking and walking. There are currently no sidewalks or dedicated bike lanes in town. However, there are many off-road trail networks in various recreation and conservation areas in town, which pedestrians and bicyclists may use for recreation and transportation purposes. The Rockingham Rail Trail spans 18 miles from Windham to Epping consisting mostly of hard-packed gravel surface and popular for walking, biking, horseback riding, cross country skiing and snowmobiling. South of Route 107, the rail trail allows for ATVs and motorcycles.

Previous iterations of the Master Plan and input from the Planning Board indicate that the Town wishes to make pedestrian travel safer in town, with emphasis on safer connections to the school, library, and town fields.

BICYCLE LEVEL OF TRAFFIC STRESS

Bicyclists often choose their routes based on their perceived level of traffic stress. For a bicycling network to attract the widest possible segment of the population, its most fundamental attribute should be low-stress connectivity, which means providing routes between people's origins and destinations that do not require cyclists to use links that exceed their tolerance for traffic stress and that do not involve an undue level of detour.

Bicycle Level of Traffic Stress (BLTS) is a planning tool that rates a road segment or crossing based on the traffic stress it imposes on bicyclists. Considering aspects such as shoulder width and traffic speeds, BLTS

identifies the areas where bicyclists are likely to feel more or less safe in relation to vehicle traffic. The LTS rates road segments on a scale of 1, low stress to 4 high stress. The complete LTS analysis for the region and methodology can be found on the Rockingham Planning Commission’s website: <https://www.therpc.org/transportation/bicycle-and-pedestrian/lts-1>



Fremont’s most heavily traveled road segments (Main Street, Danville Road, Brentwood Road, and Bedee Hill Road) are ranked higher with regard to level of traffic stress. Most of Fremont’s roads have a low stress level and classified as suitable for biking and walking for all ages and abilities (Map 5).

In recent years, Fremont has heard increasing concern by residents regarding the amount of traffic, especially truck traffic, on Beede Hill Road. Beede Hill Road provides a direct connection from Main Street (NH 107) North to the Town of Epping, whose commercial district directly abuts a portion of Fremont’s residential district. There has been ongoing discussion in town as well as between the Towns of Fremont and Epping of the mismatch between zoning districts and how to mitigate impacts to Fremont’s residential district from increased traffic volumes.

TRAVEL PATTERNS

Information on commuting is available from the 2015 American Community Survey (ACS) 5-year estimates. As of 2020, 91% of Fremont’s workers ages 16 and older commute by car, truck or van, a slight decrease from 2010 (95%) and slightly higher than the 2020 state average of 87%. Most Fremont workers drive alone to work, which has remained constant over the past decade. The rate of carpooling decreased slightly from 9% in 2010 to 7% in 2020. The percentage of people who work from home increased from 2010 (3.7%) to 2020 (8.3%), similar to the state average (Table 3).

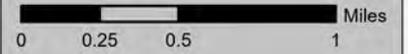
Means of transportation to work	2010		2020	
	Fremont	NH	Fremont	NH
Car, Truck, or van	94.5%	89.8%	91.0%	87.2%
Drove alone	85.5%	81.5%	84.4%	79.5%
Carpooled	9.0%	8.2%	6.6%	7.7%
Public transportation	0.0%	0.7%	0.0%	0.8%
Walked	1.8%	3.2%	0.0%	2.5%
Bicycle	0.0%	0.3%	0.0%	0.3%
Taxicab, motorcycle, other	0.0%	0.9%	0.5%	0.9%
Worked from home	3.7%	5.1%	8.5%	8.3%

Table 3: Means of Transportation to Work 2010, 2020 U.S. Census

The percentage of workers in Fremont who work in the state of New Hampshire has remained constant over the past decade and has been slightly lower than the State average over the same period. 67% of workers in Fremont work in Rockingham County (Table 4). **As of 2020, 445 people who live elsewhere commute into Fremont for work, 2,820 residents living in Fremont commute to work elsewhere, and 130 residents live and work in Fremont (Figure 6).**



Town of Fremont, NH

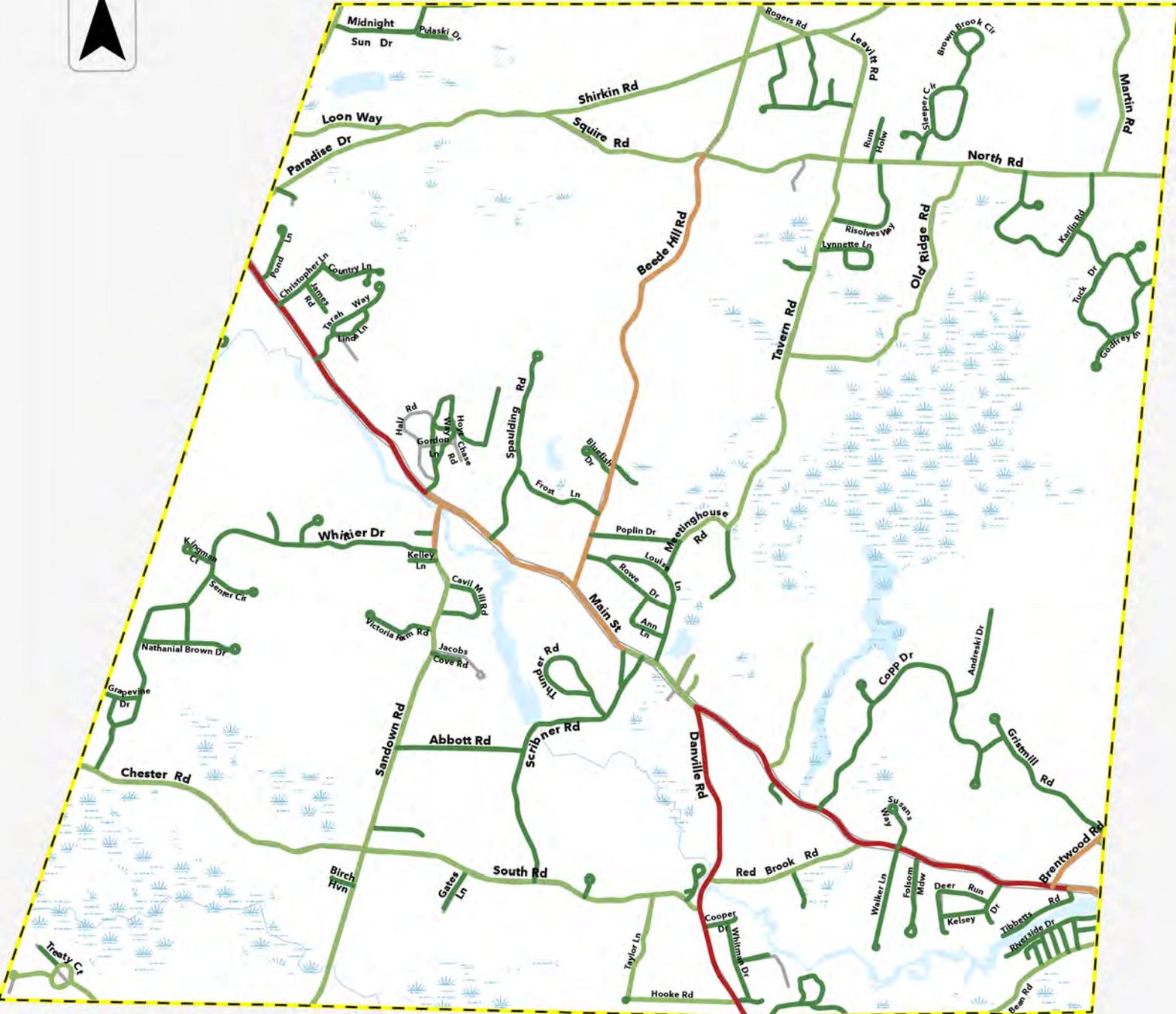


Level of Traffic Stress

2020

-  1
-  2
-  3
-  4

Map 6



PLACE OF WORK	2010		2020	
	Fremont	NH	Fremont	NH
Work in state of residence	77.8%	84.3%	80.8%	85.3%
Work in county of residence	61.8%	65.3%	66.6%	65.0%
Work outside county of residence	16.0%	19.0%	14.2%	20.3%
Work outside state of residence	22.2%	15.7%	19.2%	14.7%

Table 4: Place of Work 2010, 2020, U.S. Census

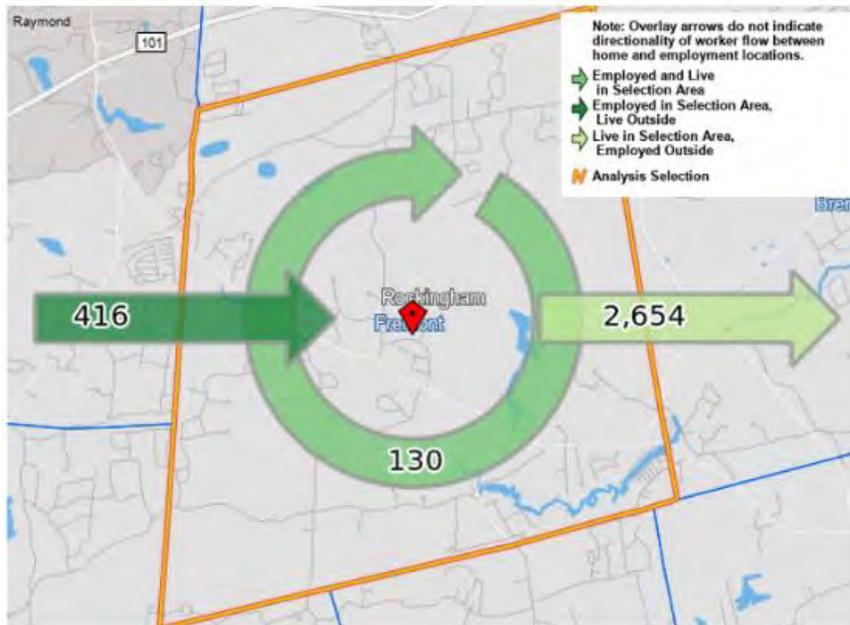


Figure 3: Commuting Patterns, Fremont

The average travel time to work in Fremont has increased from 30 minutes in 2010 to 37 minutes in 2020, and 25 minutes to 27 minutes for the same period for the rest of the State. This is showing that workers are traveling slightly longer distances to work each year. These trends show longer

commute times in predominantly single-occupancy vehicles, which contributes to local and regional congestion (Table 5)

2010		2015		2020	
Fremont	NH	Fremont	NH	Fremont	NH
30.1	25.5	35.1	26.9	37.0	27.4

Table 5: Average Commute Times 2010, 2015, 2020

PUBLIC TRANSPORTATION

Fremont currently does not provide any regularly scheduled bus or other public transit services. However, there are a number of free and low-cost regional services that provide on-demand and fixed-route services for older adults, veterans, adults with disabilities, Medicaid clients and the general public that Fremont residents may utilize along with private taxi services serving the Rockingham Region.

A full list of regional transportation services available to Fremont residents can be found on the town’s website: <https://www.fremont.nh.gov/social-services/pages/transportation-resources>

Trip Link is a regional transportation organization that helps connect people in southeastern New Hampshire to nearby and available transportation services. Trip link provides a searchable database of transportation options based on location ranging from fixed-route bus service, on-demand ride services, senior shuttles, volunteer driver programs, taxis, and limos. Users may also fill out a common application form used to match riders with a list of eligible services for which they qualify (based on age, where you live, whether you have a disability, income etc.). Visit Trip Link website for more information: <https://communityrides.org/>

Fremont is currently working with the Rockingham Planning Commission to evaluate the feasibility of establishing a volunteer driver program in town; a goal derived from the Fremont Age Friendly Community Assessment (2022).

PARK AND RIDE

Although not in Fremont, a park and ride lot is located on NH Route 125, just off the NH Route 101 Exit 7. This lot can be used to park your car and travel by carpool or vanpool. The lot has two hundred and forty-six spaces, has lights, bike racks and a public phone.

KEY ISSUES AND CONSIDERATIONS

FINANCING ROAD IMPROVEMENTS

New Hampshire communities have a duty to ensure that the roads and bridges in their towns and cities are in adequate and safe for travel. However, road maintenance and reconstruction expenditures represent significant costs that many towns struggle to meet. Towns and cities generally have two significant sources of revenue to maintain and improve road infrastructure: State aid from the NHDOT highway fund and local property taxes.³ The State's Highway Block Grant Aid program provides funding for construction and maintenance of municipal roads. This program allocates funding to municipalities based on a two-part apportionment formula, taking into consideration the municipality's total population and Class IV and V road mileage relative to the rest of the State.

Despite state resources for funding, there has continuously been an imbalance between infrastructure needs and available funding, resulting in rapid deterioration of road conditions and infrastructure throughout the State. Bridges are added to the NHDOT's Red List at a faster rate than repairs can be made to remove others from the list. While NHDOT has traditionally targeted paving/rehabilitation of 500 miles of roadway on an annual basis, in recent years fiscal constraint has allowed less than 300 miles to be completed per year. The gas tax and other methods of funding the transportation system have remained static since the early 1990s and when

³ <https://www.nhmunicipal.org/town-city-article/follow-money-new-hampshire%E2%80%99s-transportation-infrastructure-decline>

combined with fuel efficiency gains, have not kept pace with inflationary pressures that have raised construction and materials costs significantly over the same timeframe. This has resulted in significant underfunding of investment in transportation infrastructure and has forced municipalities to rely more and more on local property taxes to fund road projects.⁴

Fremont's Highway Department consists of 3 dedicated staff who are responsible for maintaining and improving nearly 43 miles of town roads. The Town also enlists assistance from sub-contractors for seasonal road maintenance and drainage work. Equipment replacement costs are significant and each year the Town puts forth a warrant article for \$25,000 to be contributed to the Town's Highway Equipment Capital Reserve Fund. Paving, resurfacing, drainage improvements, culvert replacements etc. are funded through the Town's Operating Budget.

"The Road Agent has done a great job with the Highway Department in recent years; fixing the roads while being fiscally responsible." – Fremont Resident Master Plan Survey 2020

Options for generating and/or accessing additional funding for financing road projects are limited. However, communities do have a few tools that can be utilized to help offset road project costs. RSA 261:153 allows municipalities to adopt a local additional registration fee of up to five dollars per vehicle to generate additional revenue to maintain and improve infrastructure. Depending on the rate of car registrations in town, this option has potential to generate some additional revenue to supplement the costs of town road construction and maintenance.

Offsite exactions and impact fees are also methods that can be used to generate funding for road projects. RSA 674:21, V(j) allows a municipality to

⁴ Rockingham Planning Commission Long Range Transportation Plan

charge a developer an "exaction" for off-site improvement needs determined by the planning board to be necessary for the occupancy of any portion of a development. Off-site improvements are those created by the development but located outside the boundaries of the property that is the subject of the site plan or subdivision application. Exactions may only be charged for highway, drainage, sewer, and water upgrades related to the development, and only in reasonable proportion to the benefit accruing to the development from those improvements. The other, more comprehensive method for recovering these costs is for a municipality to adopt an impact fee system through their zoning ordinance under RSA 674:21, V. In this context, "impact fee" means a fee imposed on a development to help meet the needs occasioned by that development for the construction or improvement of capital facilities owned or operated by the municipality. Impact fees may be assessed for a much wider variety of capital improvements.⁵ Currently, Fremont does not impose impact fees for road development. However, the Town will evaluate the feasibility of enacting impact fees for road improvements in the future.

REGIONAL AND STATE PLANS

As the federally designated metropolitan planning agency in southeastern, New Hampshire, the Rockingham Planning Commission is tasked with planning, prioritizing, and selecting transportation projects in the region for federal funding appropriated through the United States Department of Transportation Federal Highway Administration and Federal Transit Administration. The planning commission is responsible for the development of three project specific plans to help projects move through project development to implementation which are 1) The Long Range Transportation Plan (LRTP), which identifies transportation planning project needs over twenty or more years; 2) the State Ten Year Plan, which lists the highest priority projects from the LRTP for state funding and identifies

operational, maintenance, and improvements needed to accomplish those projects; and 3) The Transportation Improvement Program, which is a four-year short-range program of regional transportation projects derived from the Ten Year Plan, which are scheduled for implementation.

The RPC's project prioritization process begins with a request for project proposals from communities to include in the Long-Range Transportation Plan in the summer of even numbered years and concludes with submitting priority projects to NHDOT in the Spring of odd numbered years. Any new projects identified are combined with those already in the LRTP to form the project list that is the starting point for determining regional priorities for the State Ten Year Plan. The project selection process to establish priorities for the State Ten Year Plan is guided by a set of statewide project selection criteria and guidance from NHDOT. More information about the process can be found at: <https://www.therpc.org/transportation/transportation-plan>

The Martin Road Bridge replacement is currently in the RPC's Long Range Transportation Plan and the State Ten Year Plan.

ALTERNATIVE MODES OF TRANSPORTATION

As stated throughout the Master Plan, Fremont residents have consistently voiced their desire for the town to maintain its rural character. With this, many have expressed desire to not have sidewalks or bike lanes (Vision Chapter, 2020) but to allow for wider shoulders on existing roadways to allow for safe walking and bicycling. Given the town's rural nature, traveling in and out of town requires having an automobile. While there are some local businesses, restaurants, and other small commercial operations in town, most essential services such as doctor's offices, hospitals and grocery stores are located outside of Fremont. [Walk Score](#), an urban planning tool that measures walkability in communities nationally, rates Fremont as a "car-dependent" community. Additionally, there are limited to no public

⁵ <https://www.nhmunicipal.org/town-city-article/demystifying-impact-fees>

transportation options in town. Private ridesharing services such as Uber and Lyft may be available at times but not on a consistent basis. Many residents value the fact that Fremont remains a quiet and rural community yet its setting near NH 101 provides quick access to bustling community centers such as Portsmouth and Manchester. However, a lack of alternative transportation options may pose challenges for residents who are not able to or suddenly cannot drive.

The Rockingham Planning Commission is currently (2023) developing a Safety Action Plan for its twenty-six communities and will be soliciting input from each community on goals and priorities for improving walkability and active transportation opportunities in each respective town. Upon completion of the Safety Action Plan, each community in the RPC region will be eligible for funding through the [Safe Streets and Roads for All](#) program. With the development of the Safety Action Plan, Fremont may revisit the feasibility of improving walkability in its downtown center.

CHANGING DEMOGRAPHICS

Like the rest of New Hampshire, Fremont’s population is aging. In 2009, 8% of the town’s total population was age 65 and older, which increased to 17% by 2019.⁶ Transportation and mobility are critical for older adults as many will be unable to drive as they reach older adulthood. By 2040, the projected population of NH residents ages 65 and older will be 408,522. According to AARP 1 in 5 Americans over the age of 65 does not drive. That equates to 75,000 non-driving older adults in NH by 2030, based on population projections. The rural and quaint character of Fremont is valued immensely by its residents and according to the Fremont’s Age Friendly Community Survey, most residents want to stay in Fremont as they age (Figure 7). This statistic is not unique to Fremont. According to AARP, **90% of Americans ages 65 and older want to “age in place” in their homes and their**

⁶ https://healthyagingdatareports.org/wpcontent/uploads/2019/01/NHCommunityProfiles/NH_Towncode88_Fremont.pdf

communities. Most want to do so because they like their community, and they want to remain close to their doctors, friends, and families. Such connections are crucial to the health and wellbeing of older adults.⁷ However, like many rural communities, access to services may become more difficult for people as they age due to proximity and limited transportation options. According to Fremont’s Age Friendly Communities Survey, the top concern among residents regarding aging in Fremont is having transportation options once they can no longer drive (Figure 5).

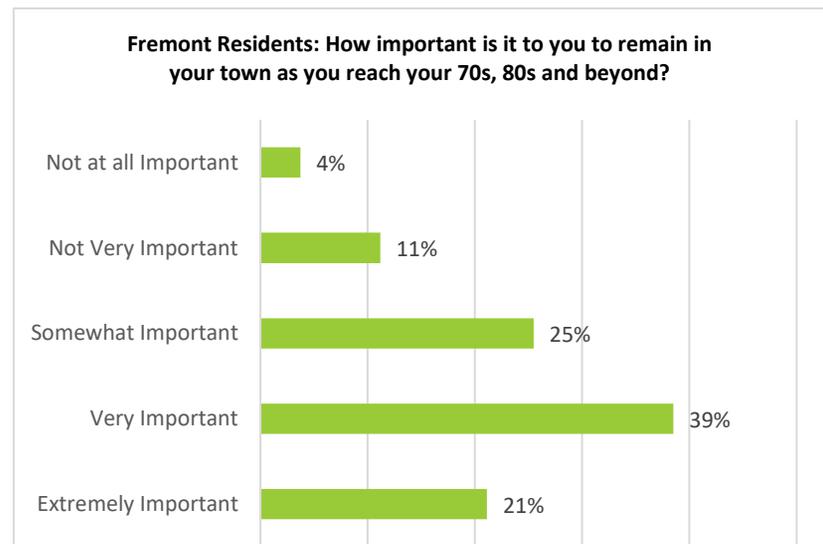


Figure 4: Age Friendly Community Assessment, 2022

Planning for an aging population is crucial and requires coordination among community leaders, service providers and organizations to meet the needs of older adults. Fremont is taking active steps toward improving transportation options to older residents in town. Through the Rockingham Planning Commission’s Age Friendly Communities program, the town is

⁷ <https://www.aarp.org/livable-communities/about/info-2018/aarp-livable-communities-preparing-for-an-aging-nation.html>

working with RPC to evaluate the feasibility of establishing a volunteer driver program in town.

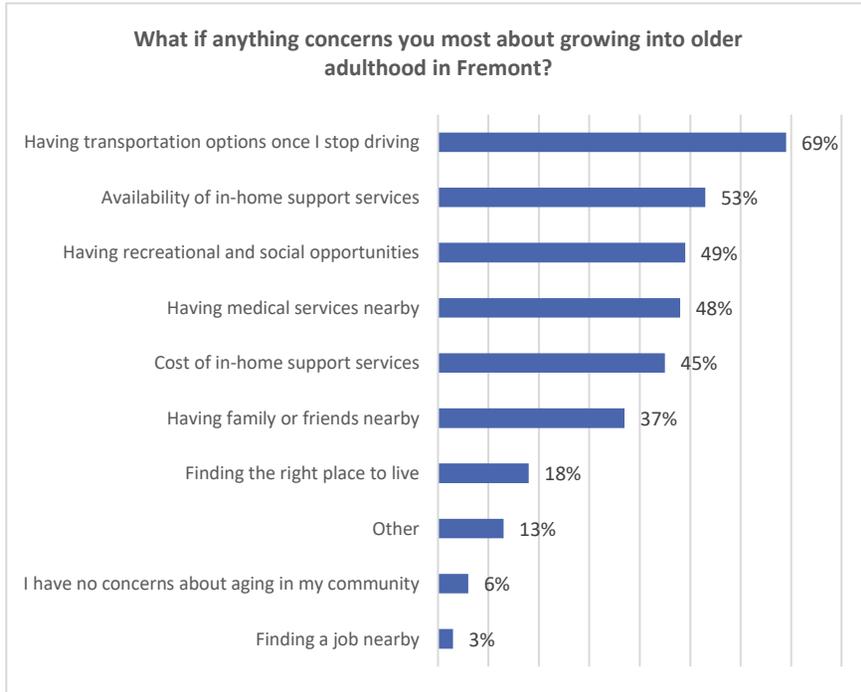


Figure 5: Fremont Age Friendly Communities Survey, 2022

“As a healthy senior, livability in Fremont is fine. However, I know of older residents with physical limitations and disabilities who have transportation and home services issues which can be difficult for them” – Fremont resident Age Friendly Community Survey, 2022.

CLIMATE CHANGE

New Hampshire is already experiencing the impacts of climate change, including more frequent and severe precipitation events, prolonged droughts, and rising sea levels. As the climate continues to warm, the State is expected to experience more of these extreme weather events, which pose significant risk to community infrastructure and property. Inland flooding from heavy rainfall is the most common weather event to cause damage and disruption to the State’s transportation infrastructure. This is compounded by growing development patterns, which contributes to increased stormwater runoff from impervious surfaces.

New Hampshire has abundant information from which to plan for climate change impacts, but further research and analysis is needed to develop site and asset specific actions to build resilience into natural and man-made systems. Short term actions such as incorporating new precipitation data and current sea-level rise projections into project planning and design are prudent.⁸ Regulating stormwater runoff and development within floodplains and preserving critical open spaces that serve as flood storage areas are examples of regulatory mechanisms communities can enact to better protect infrastructure and the environment from the damaging effects of severe storms. Fremont has taken active steps toward addressing these impacts with recently (2021) adopted pre and post construction stormwater management standards that reflect most current precipitation data. The Town also places restrictions on development within the Special Flood Hazard Area in its Floodplain Development Ordinance. The Planning Board should revisit these regulations periodically and update as needed to ensure future development in town is protected to the maximum extent practicable against flooding impacts.

The transportation sector is the largest source of greenhouse gas emissions in the United States and strategies to reduce emissions are beginning to be

⁸ Rockingham Planning Commission Long Range Transportation Plan

implemented at all levels of government including (but not limited to) increasing the efficiency of vehicle technology and promoting alternative modes of transportation. Most recently (2022), through the Bipartisan Infrastructure Law, the Federal government has allocated over \$27 billion in federal funding to help state DOTs and Metropolitan Planning Organizations advance solutions to reduce greenhouse gas emissions from the transportation sector. In response to this funding, the NH Department of Transportation has developed the [State of NH Plan for Electric Vehicle Infrastructure Deployment Plan](#), which outlines actions and strategies that the NHDOT will take to deploy EV charging infrastructure throughout New Hampshire over the next five years.

Local land use regulations and policies play a significant role in addressing how communities adapt to climate change. Given the increase in federal funding and incentives for reducing transportation greenhouse gas emissions, as well as shifting consumer preferences toward more efficient energy, it is not premature for communities to begin planning for a more resilient and sustainable transportation system.

CONCLUSION

As stated throughout, Fremont aims to ensure a safe, well-designed, and maintained road system suited to the town's rural character. Road construction and maintenance represents a significant cost in municipal budgets and careful planning is essential for promoting economic growth while preserving the community character and preventing strain of municipal services. As Fremont and its neighboring communities continue to experience residential and commercial growth, the town should proactively revisit its land use regulations and policies to ensure that road design and construction standards promote a safe, accessible, and resilient system for users of all ages and abilities.

GOALS AND RECOMMENDATIONS

The Planning Board has developed the following goals regarding transportation in Fremont:

1. Evaluate existing regulations and policies and revise as needed to ensure future development maximizes the efficiency of the town's road system and is harmonious with the community character.
2. Maintain a safe, efficient, and resilient road system that supports all users.
3. Improve safety and accessibility for non-motorized users.
4. Evaluate existing land use regulations for opportunities to promote the development of EV charging infrastructure in town.

Transportation Goals and Recommendations (2023)					
Recommendation 1 – Evaluate existing regulations and policies and revise as needed to ensure future development maximizes the efficiency of the town’s road system and is harmonious with the community character.					
	Responsible Party	Timeframe	Cost	Funding Source	Notes
Action Item 1.1: Continue to encourage interconnections between existing and future subdivisions where such connections are feasible.	Planning Board	Short term	no cost	NA	Carried over from 2009 plan.
Action Item 1.2: Evaluate existing Open Space Conservation ordinance and revise as needed to encourage development that maximizes the protection of natural and cultural amenities on the site and maintains the character of the community.	Planning Board	Short term	no cost	NA	Modified from 2009 plan based on committee feedback.
Action Item 1.3: Evaluate existing stormwater runoff and erosion control provisions of the Town's Subdivision and Site Plan Review Regulations and revise as needed to ensure best management practices are reflected.	Planning Board	Short term	no cost	NA	Fremont adopted updated stormwater management standards for site plan and subdivision regulations consistent with the requirements of the MS4 stormwater permit
Action item 1.4: Review existing regulatory framework and revise as needed to ensure bonding provisions are adequate, and the concerns of road damage, erosion control and stormwater management are factored into bond estimates for site plan, subdivision, and excavation developments.	Planning Board in conjunction with consulting engineer	Short term	no cost	NA	Carried over from 2009 plan.
Action Item 1.5: Amend the zoning ordinance to clarify the Town's policy	Planning Board	Short term	no cost	NA	Carried over from 2009 plan.

regarding development of land along Class VI highways.					
Action item 1.6: Conduct an audit of the town's current land use regulations for opportunities to incorporate stronger access management strategies into new development.	Planning Board in conjunction with the RPC and consultant engineer	Long term	Unknown	Unknown	New
Action Item 1.7: Consider requiring off-site improvements as part of any development that impacts Fremont's Road network.	Planning Board	Long term	Unknown	Unknown	New
Recommendation 2 – Maintain a safe, efficient, and resilient road system that supports all users.					
	Responsible Party	Timeframe	Cost	Funding Source	Notes
Action Item 2.1: Prioritize local intersections and substandard roadways in need of safety improvements in the town's CIP. Collaborate with the RPC to keep apprised of NHDOT funding and other sources to augment CIP funding.	Road Agent, Select Board	Long term	Unknown	Unknown	New
Action item 2.2: Develop a road evaluation study to identify and prioritize roads in need of maintenance and establish a schedule for repairs and upgrades.	Select board, Road Agent in conjunction with town's consulting engineer	Long term	unknown	ARPA funding	New; In progress; town has retained professional engineering services to develop study
Action Item 2.3: Develop a long-range plan for maintaining drainage swales and culverts along existing Town roads to alleviate flooding and erosion problems.	Select board, Road Agent in conjunction with consulting engineer	Long term	unknown	Town Budget, RPC assistance	

Action Item 2.4: Coordinate with NHDOT to explore traffic calming methods and access management strategies for Route 107/Main Street.	Select board, NHDOT, RPC in conjunction with neighboring corridor communities	Long term	unknown	NHDOT, Town Budget, RPC Dues	New
Action Item 2.5: Evaluate the feasibility of upgrading Shirkin Road west of Beede Hill Road (currently a class VI road) to improve development potential within the town's Shirkin Road district.	Select Board	Long term	Unknown	Town Budget	New
Recommendation 3 – Improve safety and accessibility for non-motorized users					
	Responsible Party	Timeframe	Cost	Funding Source	Notes
Action Item 3.1: Improve pedestrian access in Fremont's village district; particularly near the elementary school, library, and town fields. Work with the RPC to pursue funding from the Transportation Alternatives Program (TAP) and/or other sources for bike/ped improvements.	Select Board	Long term	Unknown	Unknown	New
Action Item 3.2: Coordinate with NHDOT to improve signage and safety measures near Rockingham rail trail crossings on North Road and NH 107.	Select Board, NHDOT, Fremont Snowmobile/ATV clubs	Long term	Unknown	Unknown	New
Action Item 3.3: Improve wayfinding signage and parking area conditions near local trailheads to improve safety and accessibility to the town's trail systems.	Conscom, Select Board	Long term	Unknown	Unknown	New
Action Item 3.4: Continue to encourage pedestrian and bike access within new developments (where appropriate) and	Planning Board	Short to long term	No cost	Unknown	New

making connections with neighboring residential areas.					
Action Item 3.5 Establish a volunteer driver program in town to provide accessible public transportation options to residents in need.	Select Board, Library Director, Land use Admin.	Long term	Unknown	Unknown	New; In progress; this was a goal that came out of the Age Friendly Community Assessment.
Recommendation 4 - Evaluate existing land use regulations for opportunities to promote the development of EV charging infrastructure in town.					
-	Responsible Party	Timeframe	Cost	Funding Source	Notes
	Planning Board	Long term	Unknown	RPC assistance	New

Class	Road Name	Length (mi)
Class 0 (Private)	Chase Rd (Black Rocks Village)	0.076
	Christopher Ln (Poplin Estates Coop)	0.257
	Clough Xing	0.054
	Copp Dr	0.258
	Country Ln (Poplin Estates Coop)	0.311
	Cross St	0.118
	Currier Ln	0.136
	Folsom Mdw	0.422
	Frost Ln	0.416
	Fuller Way (Black Rocks Village)	0.047
	Georges Ln	0.093
	Gordon Ln	0.169
	Gristmill Rd	0.455
	Hall Rd	0.811
	Hoyt Way	0.080
	Jacobs Cove Rd	0.309
	James Rd	0.145
	Kelley Ln	0.112
	Leblanc Rd	0.102
	Linda Ln	0.350
	Moose Meadow Dr	0.217
	Old Ridge Rd	0.726
	Sharon Way	0.153
	Pollinger Rd	0.082
Tarah Way	0.386	
Tavern Rd	0.330	
Thunder Rd	0.667	
Welch Ln	0.024	
Class 0 Total		7.092
Class I	Main Street	4.725
Class I Total		4.725
Class II	Beede Hill Rd	2.182
	Brentwood Rd	0.322
	Danville Rd	1.393
Class II Total		3.897
Class V	Abbott Rd	0.539
	Andreski Dr	0.431
	Ann Ln	0.283
	Apricot Ln	0.129
	Barrell Run Rd	0.297
	Beach St	0.120

Bean Rd	0.568
Beede Hill Rd	0.835
Birch Hvn	0.100
Bluefish Dr	0.221
Brown Brook Cir	0.480
Bruce Ave	0.102
Cavil Mill Rd	0.383
Chester Rd	1.321
Clough Xing	0.050
Cooper Dr	0.138
Copp Dr	1.177
Dakota Dr	0.231
Deer Run	0.406
Dexter Ct	0.149
Emerson Dr	0.143
Gates Ln	0.183
Godfrey Ln	0.520
Grapevine Dr	0.139
Gristmill Rd	0.312
Hawthorne Dr	0.110
Hooke Rd	0.509
Ingalls Ln	0.203
Iron Horse Dr	0.409
Jackie Bernier Dr	0.148
Karlin Rd	0.985
Kelsey Dr	0.326
Kenniston Ln	0.168
Kingman Ct	0.198
Kirstens Lndg	0.059
Leavitt Rd	0.663
Louise Ln	0.672
Lyford Dr	0.160
Lynette Ln	0.455
Martin Rd	0.750
Meetinghouse Rd	0.151
Merrill Ln	0.160
Middle St	0.096
Midnight Sun Dr	0.473
Nathaniel Brown Dr	0.486
North Rd	1.972
Old Ridge Rd	0.626
Pigeon Ln	0.124

	Pine St	0.126
	Pond Ln	0.306
	Poplin Dr	0.375
	Prescott Rd	0.228
	Pulaski Dr	0.137
	Red Brook Rd	0.680
	Risloves Way	0.505
	Riverside Dr	0.435
	Robinson Ct	0.146
	Rock N Pines Ln	0.149
	Rogers Rd	0.230
	Round Robin Loop	0.146
	Rowe Dr	0.440
	Rum Holw	0.187
	San Antonio Dr	0.243
	Sandown Rd	2.248
	Sawmill Ln	0.094
	Scribner Rd	1.461
	Senter Cir	0.265
	Shady Ln	0.118
	Shirkin Rd	0.654
	Sleeper Cir	0.597
	South Rd	1.494
	Spaulding Rd	0.899
	Sunny Ln	0.121
	Susans Way	0.258
	Tavern Rd	0.481
	Taylor Ln	0.462
	Tibbetts Rd	0.220
	Treaty Ct	0.538
	Tuck Dr	0.712
	Vetter Dr	0.440
	Victoria Farm Rd	0.359
	Walker Ln	0.475
	Whitman Dr	0.343
	Whittier Dr	2.212
	Wildwood Dr	0.323
Class V Total		38.267
Class VI	Loon Way	0.514
	Meetinghouse Rd	0.256
	Paradise Dr	0.658
	Shirkin Rd	1.477

	Squire Rd	0.727
	Tavern Rd	1.201
	Tibbetts Rd	0.146
Class VI Total		4.979

Appendix B: Historic Traffic Count Data (state roads only) Source: NH Department of Transportation

Location	2008	2009	2010	2011	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
NH 107 (MAIN ST) AT RAYMOND TL	4900			5300		5500	5665	5778	5640	5753	5822	4973	5515	5620
NH 111A (MAIN ST) AT FREMONT TL			3200		3200	3270	3368	3389	3457	3526	3171	2676	2968	3186
NH 111A (DANVILLE RD) SOUTH OF NH 107	2500			2400		2300	2369	2416	2721	2775	2808	2348	2604	2653
NH 107/NH 111A (MAIN ST) WEST OF BRENTWOOD RD	4100			4400		4700	4841	4938	4893	4991	5051	4394	4873	4966
SANDOWN RD AT SANDOWN TL	1100	1600		1000		1100	1133	1156	1284	1310	1326	1150	1275	1299
SANDOWN RD SOUTH OF NH 107 OVER EXETER RIVER	2000			2100		2100	2163	2206	2148	2191	2217	1919	2128	2168
SCRIBNER RD OVER EXETER RIVER (SB-NB)	270			240		220	227	232	257	262	265	211	234	238
BEEDE HILL RD SOUTH OF NORTH RD OVER SWAMP	2100			2200		2100	2163	2206	2842	2899	2934	2413	2676	2727
MARTIN RD OVER PISCASSIC RIVER	340	410		460		430	443	452	565	576	583	520	577	588