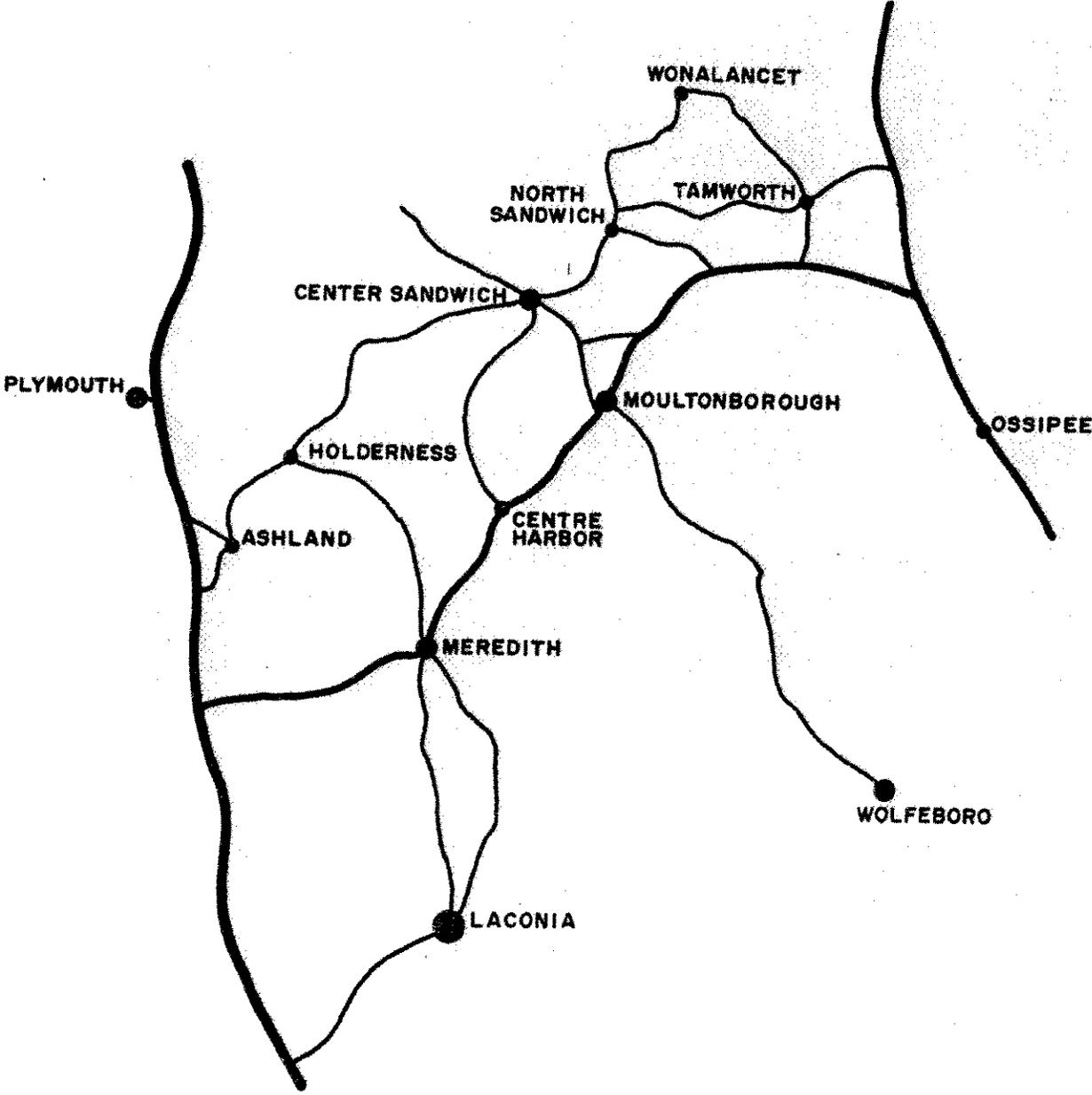


# TRANSPORTATION



## VI. TRANSPORTATION

### INTRODUCTION

Transportation systems have traditionally played an unobtrusive role in rural planning. Because transportation's chief function is to serve as a means to an end, providing access between residences, services, and employment centers, it is understandable that it has received less attention than the land uses it is intended to link. Several factors suggest that transportation planning should not be relegated to a secondary role in rural areas, however.

First, public decisions regarding transportation access can have a distinct influence on land use patterns in a community. Acceptance of new public roadways creates frontage which can stimulate subdivision activity. Improvement of existing roads can promote heightened commercial or residential development along the corridor. The construction of by-passes, the creation of waterfront access, and the discontinuation of town roads can all have a profound influence on growth and development patterns.

Second, while the private automobile has become the dominant mode of transportation in Sandwich, there are those who, because of age, income or physical disabilities, cannot take advantage of the mobility which an automobile offers. Special provisions may be necessary to accommodate the needs of that segment of the population which planners call the "transportation handicapped".

Lastly, it is important to consider the full range of public and private costs which accompany Sandwich's transportation network. Sandwich has an extensive network of town roads which must be maintained, plowed and sanded. The environmental costs associated with road construction and maintenance (erosion, sedimentation of water bodies, and increased salinity of streams, rivers and lakes) are well documented. The public also must bear the ever-increasing cost of providing school bus service to remote areas where sparse development has occurred. Because development is distributed in a scattered fashion across the town, Sandwich has no population concentrations of sufficient density to support a centralized public transit system which could link the Sandwich population to regional employment and service centers; Sandwich households must therefore bear the cost of purchasing and maintaining private automobiles. As energy costs increase, the private cost of transportation will consume an ever-greater share of each household's budget.

### COMMUNITY GOALS AND ATTITUDES

In the 1980 Community Goal Statement, prepared by the Planning Board as a policy guide for future planning activities, the following transportation goal was established:

- Transportation: "Encourage the development of an integrated transportation network which provides efficient, safe and pleasant movement of people and goods within the town and throughout the region".

This statement was developed on the basis of the Sandwich Community Survey which gave residents the opportunity to express their attitudes about various aspects of community life, including transportation access and road maintenance.

Generally speaking, respondents were highly satisfied with the quality of local roads. A majority (68%) rated summer road maintenance as either excellent or good, while 76 percent rated road maintenance as either excellent or good during the winter months.

A number of respondents indicated that driving distances or other transportation factors are a disturbing aspect of life in Sandwich; transportation related comments ranked sixth among all disturbing factors cited by survey respondents. Survey results also indicate that there is substantial support for the creation of a public transportation service, particularly one which would provide service for the elderly and the handicapped.

### EXISTING TRANSPORTATION SERVICES

#### 1. Road Network in Sandwich

The major transportation facility in Sandwich is the town's road network. Residents of Sandwich depend on this network for access to other points in the town and to regional market and employment centers. Similarly, tourists, hikers and other visitors to Sandwich arrive by private car via existing road networks. The major highways linking Sandwich to other population centers are Route 25 (a Class I State Highway) and Routes 109, 113 and 113A (Class II State Highways). Remaining roadways fall into the Class II, Class V and Class VI categories. Map VI-1 on page shows the location, classification and condition of Sandwich roads. Table VI-1 shows road mileage by class for Sandwich in 1980:

TABLE VI-1

#### Classified Road Mileage, Sandwich, 1980

<u>Year</u>	<u>Class I</u>	<u>Class II</u>	<u>Class III</u>	<u>Class IV</u>	<u>Class V</u>	<u>Class VI</u>	<u>Total</u>
1980	4.09	27.97	---	---	63.72	.06	95.84

Source: State of New Hampshire, Department of Public Works & Highways.

With almost 96 miles of public roadway in 1980, Sandwich has an unusually large road network to service its small population. The costs of maintaining this network are substantial, and have increased tremendously over time. According to Town Reports, Sandwich spent \$49,877 in 1971 for the maintenance of 95.0 miles of public roads; in 1979, the maintenance of 95.84 miles of roadway cost \$139,662. This represents an increase of 180 percent over a nine-year period, or about a 20 percent average annual rate of increase. In 1971, road maintenance cost \$525. per mile of public road; in 1979, road maintenance cost \$1,455 per mile. Inflation, increasing energy costs and the associated use in the cost of petroleum-derived paving materials probably account for much of this increase. Future decisions regarding the construction or approval of new town roads should be conditioned by the knowledge that maintenance costs will continue to escalate over time.

It is difficult to prepare projections of future traffic needs in and around Sandwich, especially in view of increasing fuel costs and anticipated fuel shortages. State Highway Department data (see Table VI-2 below) provides a general picture of traffic trends at three locations in Sandwich over the past decade:

TABLE VI-2

Average Annual Daily Traffic Volumes  
Sandwich, 1970, 1975, 1979

	Average Annual 24-Hour Traffic Counts			
	1970	1975	1979	% Change 1970-79
Route 25 between 109 & 113	2000	2500	3000	50%
Route 109 (Wentworth Hill Rd.)	300	400	400	33%
Route 113 (Beede Flats Road)	300	300	500	66%*

Source: State of New Hampshire Traffic Flow Maps, 1970, 1975, 1979, N.H. Department of Public Works and Highways.

\*Note: No. Sandwich has experienced a great deal of population growth.

Note that, while the percentage increases in traffic volume over the past decade seem large due to small base traffic counts, the average daily flow of traffic was still extremely low in 1979. The volume of traffic flowing through these three corridors will probably increase at a slower rate over the 1980-1990 period than in the previous decade as energy costs continue to escalate.

2. Truck Service

New Hampshire is serviced by more than 25 major trucking companies. Same day delivery service is available to or from Boston and overnight delivery is available to or from New York City. Long-distance truck transport service serving the Lakes Region include: Holmes Transportation, Inc.; Auclair Transportation, Inc.; Hemingway Transport, Inc.; H. P. Welch Co.; Quinn Freight Lines; St. Johnsbury Trucking Co., Inc.; Willey's Express, and the United Parcel Service.

3. Bus Service

No commercial bus lines provide direct service to Sandwich. The closest link to major bus routes is in Moultonborough; Concord Trailways provides service from Moultonborough north to Conway and south to Concord and Boston.

4. Rail Service

Rail service was never provided to Sandwich, a fact which historically was responsible for Sandwich's modest growth rate and lack of industrial development. The closest rail bed to Center Sandwich is located in West Ossipee (slightly west of Route 16), a distance of about 10 miles. Sandwich is also close to the Lincoln line of the railway; the Meredith stop

on this line is only about 12 miles from Center Sandwich. Both lines currently provide freight service only. The State of New Hampshire is currently developing a program to improve track conditions on the Conway Branch; plans to extend passenger service to Conway from Boston are also under consideration. Passenger service to either Meredith or Conway would be distinctly beneficial to Sandwich, providing passenger rail access to the town for seasonal visitors and access to southern New Hampshire, Boston and points south for Sandwich residents.

#### 5. Air Transportation

The closest commuter air service terminal is located at the Laconia Municipal Airport at a distance of approximately 20 miles from Sandwich. This facility offers a year-round commuter airline service with five daily flights to Boston. Small package cargo service is also available through the Laconia Airport. The Moultonboro Airport, located west of Route 25, provides landing service and hangar space to owners of private airplanes. The use of this airport has increased substantially in recent years. The present owner plans to construct more hangars and encourage industries to locate on this site, which suggests that even more planes will pass over the Town of Sandwich in the future.

#### 6. Other Transportation Modes

Numerous opportunities exist for Sandwich residents to mix travel and recreation. Walking, bicycling, boating, cross-country skiing and snowmobiling provide the traveller with a rich recreational experience which automotive transportation cannot offer. The preservation and expansion of these transportation/recreation opportunities in Sandwich should be given particular attention in the local planning process; as energy costs increase, "passive" recreational opportunities (sailing, cross-country skiing, walking and bicycling) should be emphasized.

### FEASIBILITY OF PUBLIC TRANSPORTATION IN SANDWICH

Results of the 1980 Sandwich Community Survey indicate that there is substantial support for the provision of some type of public transportation service in Sandwich. As mentioned earlier, respondents cited driving distances as the sixth most disturbing aspect of life in Sandwich; the provision of public transportation could help alleviate some of the tedium associated with frequent use of the private automobile. A majority of respondents also indicated their willingness to give tax support to a local transportation system to service the elderly and the handicapped, and a near-majority (49%) would be willing to give tax support to a system servicing all segments of the Sandwich population.

Several types of transportation systems could help meet the town's transit needs:

1. Car-pooling to Employment Centers. According to the results of the Sandwich Community Survey, many Sandwich residents work outside the town in regional employment centers. Car-pooling is an easy and efficient means of providing shared transportation service to a workplace which requires no new capital outlays and promotes energy conservation. Table VI-3 shows the number of respondents by workplace.

TABLE VI-3

Survey Respondents by Place of Work  
1980 Sandwich Community Survey

<u>Place of Work</u>	<u># Responses</u>
Sandwich	78
Meredith	22
Laconia	12
Center Ossipee	5
Moultonboro	4
Tamworth	4
Ashland	3
Plymouth	3
Wolfeboro	3
Concord	2
Boston	2

A car-pooling system could be developed to service some of the above employment centers.

2. CART System Linkage

The Lakes Region Planning Commission is currently developing a regional transit system to service the transportation handicapped. CART (Cooperative Action for Regional Transportation) is considering the provision of bus or van service one day per week to pick up Sandwich residents who require transportation to services in the Moultonboro-Centre Harbor-Meredith-Laconia corridor. The CART bus or van would provide a link between Sandwich and Moultonboro; from Moultonboro travellers would take the Concord Trailways bus to points south.

3. Volunteer Programs

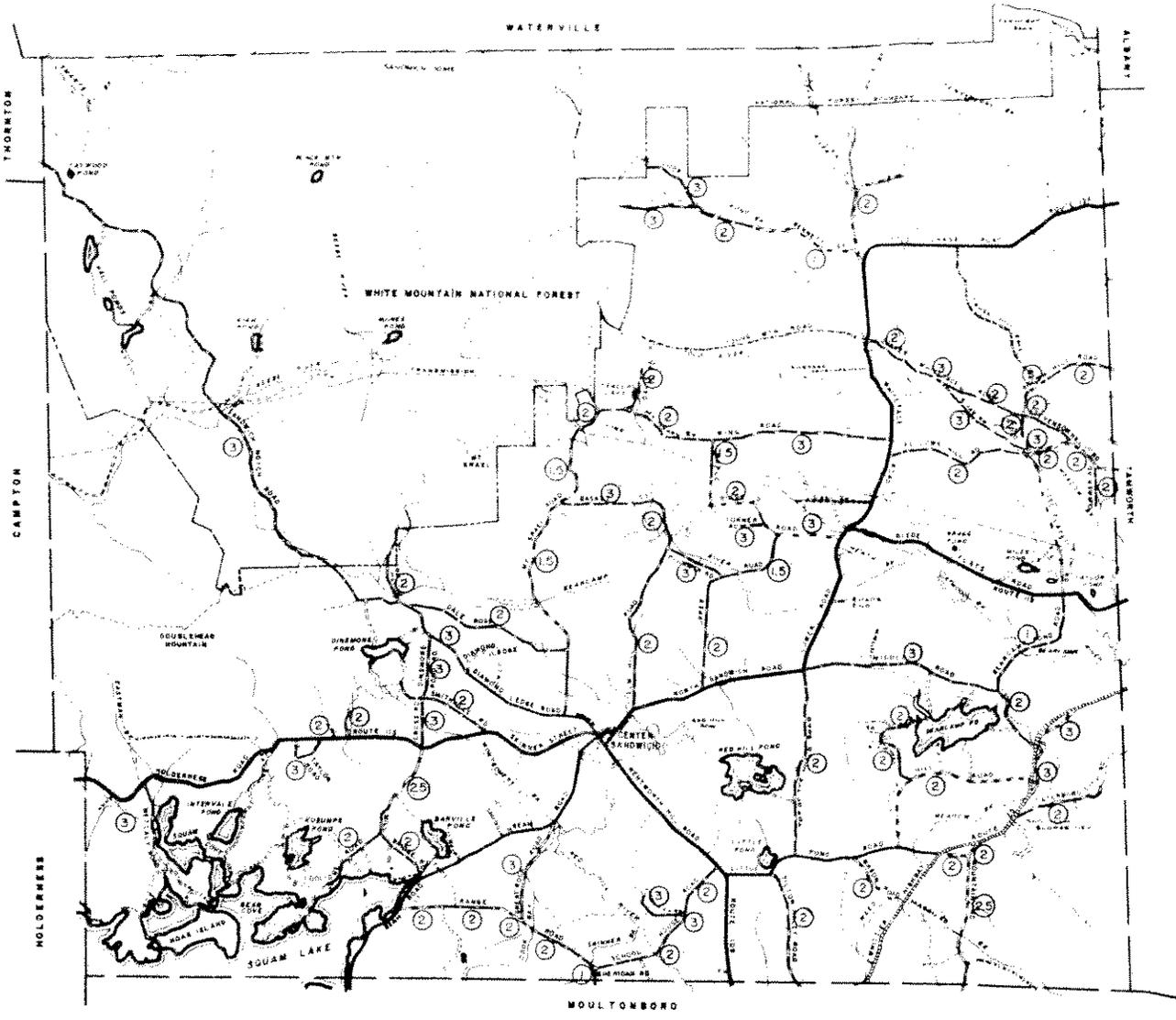
The FISH program has, in the past, provided some limited transportation services to Sandwich residents. Persons needing transportation to points within Sandwich or elsewhere in the region can call a volunteer who has offered to perform such a service. A volunteer system has two drawbacks, however: the potential users of such a system are often reluctant to take advantage of what can appear to them as "charity", and the maintenance of such a system depends on the continued willingness and availability of volunteers.

4. Town-Supported Public Transit

Sandwich could purchase or lease a van on experimental basis to provide transportation service to town residents. The service could be partially supported by charging fares, perhaps providing a full or partial subsidy to those who cannot afford the fares. According to survey results, the greatest demand for public transportation is for the following destinations: Meredith, Laconia, Centre Harbor, Moultonboro, North Conway, Concord, Manchester and Boston. The last three destinations must be discounted as possibilities for any locally-based system because of distance

and travel frequencies; service to these points is already commercially available through Concord Trailways. It is conceivable that a small, locally-supported system could attain sufficient levels of ridership to justify its continuation; such a service could make a daily run through Moultonboro, Centre Harbor, Meredith and Laconia and could provide less frequent (perhaps monthly or bi-monthly) service to North Conway.

Several major problems are associated with the development of a locally-supported transportation system in Sandwich. The cost of this type of system would almost certainly be greatly in excess of the fares which the system could charge if it is to compete with the cost of using a private automobile. Fares in excess of the cost of using a private automobile would mean very limited ridership. Second, this type of system would not eliminate the need for automobiles as a link in the system; the cost of providing home pick-up service would be prohibitively expensive and would not be justified except in special circumstances (such as the non-driving elderly or the handicapped). Lastly, extensive promotion and public commitment are necessary if ridership is to be generated and maintained.



ROAD CONDITION K

- ① = GOOD
- ② = AVERAGE
- ③ = POOR

LEGEND:

-  CLASS I
-  CLASS II
-  CLASS V E
-  CLASS V L
-  CLASS VI

# SANDWICH

NEW HAMPSHIRE



PREPARED BY  
Lakes Region Planning Comm.  
Meredith, New Hampshire

## VII. HEALTH, EDUCATION AND WELFARE

### Introduction

In the end all community services in some way affect people; but those falling into the area of Health, Education and Welfare do so in such a direct manner that they may be justifiably called the "Human Services". So they shall be treated in this chapter.

They are likely to be expensive and therefore are provided largely by the community itself. And in most towns, they absorb by far the lion's share of the budget--or can do so if they are even adequately supplied. Two elements contribute to this. Like all expenses in the 1970-1980 decade costs of traditional services have risen and in many instances have far exceeded expectation. But an even greater increase in costs has followed an expansion of services themselves, old and new, for instance:

In Health, the addition to medical care of preventive measures, the concept of fitness and development of health education--all are properly part of health care.

In Education, the concept of a system that includes structured continued learning opportunities throughout adult years, that offers adequate scholarships, when necessary, through college, and a greatly expanded program for special interest groups.

In Welfare, a change from the traditional definition of the "needy poor" to the concept of welfare as caring for the well-being of the entire community.

These are no longer merely visions. In the present atmosphere of Local-State-Federal responsibilities, they are now considered more and more as basic individual human rights which should be provided by each community. How much of this expansion can--and should--be funded must rest upon the attitudes and resources of each town.

However, it is clear that communities everywhere are changing: neither the town's people nor their town environments have remained the same. The art of town planning lies in predicting these changes with as much accuracy as possible, anticipating those changes that are desirable and feasible and adapting as best can be done to those that are otherwise inevitable. Both of these conditions are met best by a careful evaluation of the character of the town and a program developed therefrom. Planning is becoming a community necessity.

Sandwich is a town of rural setting and New England character. The Town Survey established a fact already well known, that its people wished their town to stay essentially as it is. They were not entirely opposed to bringing in some industrial or business activities to provide local jobs and income opportunities, especially if they could be kept away from a well-ordered town center and out of sight and hearing. They preferred--if any--professional offices and "light" industry and business.

Population details are given in the specific chapter elsewhere in this report. For purposes of discussions in this chapter, the significant factors are the trends in total numbers, age distribution and density.

In recent times, a low point of 615 was reached in 1950, but a steady rise followed to 960 in 1979. The accepted figure for 1980 is 895. For the last three years a plateau seems to have occurred, but all projections estimate an increasing number for the next 20 years to 1200 in 2000:

TABLE VII-1

Population  
Sandwich, New Hampshire, 1970-1980

1970	666*
1971	683
1972	700
1973	747
1974	801
1975	812
1976	808
1977	930
1978	984
1979	960
1980	895*

\*Federal Census figures. Intervening years are estimates made by the N.H. Office of State Planning.

In the last 10 years, the age group of 65 and over has increased from 19% to 21% of the total population - the largest gain of any one age group. In fact, both the pre-school and student age groups lost during the same period. Population in 1970 and 1980 and projections for 2000 show:

TABLE VII-2

Population Age Distribution, 1970-2000

<u>Age</u> <u>Groups</u>	<u>1970</u> <u>Pop.</u>	<u>%</u>	<u>1980</u> <u>Pop.</u>	<u>%</u>	<u>Percent</u> <u>70/80</u> <u>Change</u>	<u>2000</u> <u>Population</u>	<u>Percent</u>	<u>Percent</u> <u>80/00</u> <u>Change</u>
0- 4	33	5%	36	4%	-20%	36	3%	-25%
5-19	140	21%	161	18%	-14%	205	17%	- 6%
20-64	366	55%	510	57%	+ 4%	700	58%	+ 2%
65+	<u>127</u>	19%	<u>188</u>	21%	+11%	<u>266</u>	22%	+ 5%
Total	666		895			1,207		

Clearly, the 65+ age group is growing faster than any other. Distribution by sex follows the usual pattern, including a preponderance of women in the older age groups. The median age for 1980 has risen to 43.5. (In 1960 it was 34.7 and in 1970, 40.8 years.)

Density is low and if the town remains basically rural, this should continue. The principal population cluster is Center Sandwich. Access for the majority of people to the surrounding communities of Laconia, Wolfeboro and the Conways, therefore, is about equidistant.

New housing construction was favored in the survey only as single-family residential units and retirement housing.

Education levels in both the year-round and seasonal populations are high. Property values are high and 1979 median family income was \$15,919.

The town's expenditures for health, education and welfare services are shown in the table attached. Inflation, of course, has played a part in the advance of these figures. In general, 1970 dollars can be converted to 1980 dollars by a multiplication factor of 2.14. Conversely, 1980 figures can be compared to 1970 dollars by multiplying by a factor of 0.465.

Some of these expenses may be reduced by a greater use of County and State services available to Sandwich, among other towns. A list of such agencies available to Sandwich residents is attached.

An unbudgeted item that contributes much to meeting the human services needs of Sandwich is the traditional unscheduled, voluntary help given in time of need by neighbors and friends.

Relationships within the town are good, though tensions do exist. Long-time residents, retired outsiders and seasonal visitors remain as separate groups, but in an amicable association interested in the whole community. They are discerning of its needs and conscious of its resources, their limitations and values.

TABLE VII-3

Appropriations by Town of Sandwich  
for Health, Education and Welfare Services  
1970-1980

<u>Year</u>	<u>Item</u>	<u>HEW</u> <u>Approp.</u>	<u>Total</u> <u>Town</u> <u>Approp.</u>	<u>Population</u>	<u>HEW</u> <u>Percent</u> <u>of Total</u> <u>Approp.</u>	<u>HEW</u> <u>Per Capita</u> <u>Approp.</u>
<u>1970</u>	H = Hospital, Ambulance, Health Dept., Dump	\$ 5,400		666	1.7	8.11
	E = School Appropriations	167,406			53.7	251.36
	W/R = Town poor, P/P/Recr.	6,000			1.9	9.01
	Total	178,806	\$311,626		57.4	268.48
<u>1971</u>	H = Add Stray Animals,	6,000		683	1.3	8.78
	E	176,737			36.8	258.76
	W/R	5,683			1.2	8.32
	Total	188,420	479,868		39.3	275.87
<u>1972</u>	H	6,500		700	1.5	9.29
	E	201,631			45.7	288.04
	W/R	5,300			1.2	7.57
	Total	213,431	441,213		48.4	304.90
<u>1973</u>	H = Add Solid Waste Disp.	8,440		747	1.3	11.30
	E	201,650			31.6	269.95
	W/R	5,200			0.8	6.96
	Total	215,290	639,247		33.7	288.21
<u>1974</u>	H	10,784		801	2.0	13.46
	E	222,711			41.3	278.04
	W/R	5,500			1.0	6.87
	Total	238,995	538,778		44.4	298.37
<u>1975</u>	H	8,066		812	1.4	9.93
	E = Add Library	229,637			40.7	282.80
	W/R = Less Stray Animals	5,600			1.0	6.90
	Total	243,303	564,143		43.1	299.63
<u>1976</u>	H	8,643		808	1.3	10.70
	E	290,375			44.6	359.38
	W/R	6,800			1.0	8.42
	Total	305,818	650,585		47.0	378.49
<u>1977</u>	H	8,672		930	1.1	9.32
	E	300,555			36.9	323.18
	W/R = Add I-L Day Care	7,113			0.9	7.65
	Total	316,340	815,247		38.8	340.15
<u>1978</u>	H	9,367		984	1.4	9.52
	E	306,047			44.7	311.02
	W/R	6,540			1.0	6.65
	Total	321,954	685,051		47.0	327.19

Appropriations by Town of Sandwich  
(continued)

<u>Year</u>	<u>Item</u>	<u>HEW Approp.</u>	<u>Total Town Approp.</u>	<u>Population</u>	<u>HEW Percent of Total Approp.</u>	<u>HEW Per Cap. Approp.</u>
<u>1979</u>	H	\$ 9,887		960	1.2	10.30
	E	354,110			41.4	368.86
	W/R	8,650			1.0	9.01
	Total	372,647	856,220		43.5	388.17
<u>1980</u>	H	11,711		895	1.3	13.09
	E	376,236			42.7	120.38
	W/R	7,560			0.9	8.45
	Total	395,507	880,851		44.9	441.91

TABLE VII-4

Summary

Appropriations for Health, Education and Welfare Services by Year, 1970-80

<u>Year</u>	<u>Dollars</u>		<u>Per Capita</u>	
	<u>Actual</u>	<u>In 1970 \$</u>	<u>Actual</u>	<u>In 1970 \$</u>
1970	178,806	178,806	268.48	268.48
1971	188,420		275.87	
1972	213,431		304.90	
1973	215,290		288.21	
1974	238,995		298.37	
1975	243,303		299.63	
1976	305,818		378.49	
1977	316,340		340.15	
1978	321,954		327.19	
1979	372,647		388.17	
1980	395,507	185,097*	441.91	206.81*

\*Factor = 0.468

The interesting point of these comparisons is that, in terms of comparable dollars, the town appropriations in 1980 are less than in 1970. The apparent increase during the decade is due to inflation.

These town budget figures must be taken, not as the total expenditures in the health, education and welfare services in the town, but as the town's official share. The part of the total that the official town payments represent varies in the three fields:

- In Health, an appreciable portion.
- In Education, almost the entire expense.
- In Welfare, a relatively small amount.

However, the town appropriations do give some idea of the comparative funds necessary to support these services in Sandwich.

Within this frame of Sandwich, the following sections on health, education and welfare are to be read and judged.

TABLE VII-5

HUMAN SERVICE AGENCIES IN CARROLL COUNTY  
1980

Agency	Location	Area Served	Program Purpose	Services Offered	Eligibility	Fee	Contact
New Hampshire Division of Welfare, Carroll County District Office	North Conway	Carroll County	To administer State and Federal public assistance, medical assistance, food stamp and social and rehabilitation services programs.	<ul style="list-style-type: none"> <li>- Financial Assistance Programs</li> <li>- Medical Assistance Programs</li> <li>- Food Stamp Program</li> <li>- Social &amp; Rehabilitation Services</li> </ul>	Requirements vary among programs; contact DOW office for specific information	None	Irvin A. Grubbs, Jr. 204 N. H. Conway, NH 03301 356-5401
Carroll County Office of Employment & Training	Ossipee	Carroll County	To administer CETA Programs which provide job training and employment opportunities for economically disadvantaged and unemployed persons.	<ul style="list-style-type: none"> <li>- Counseling</li> <li>- Classroom Training</li> <li>- On-the-Job Training</li> <li>- Work experience for youth &amp; adults</li> <li>- Summer Youth Employment</li> <li>- Weatherization Program</li> </ul>	Must meet income and unemployment qualifications for each program	None	H. E. Erickson Carroll Cty. Office Ossipee, NH 03354 559-4903/539-4163
Outreach for the Elderly	Conway	Carroll County	To provide the opportunity for elderly shut-ins to get together at monthly meetings for fellowship, entertainment, presentations and refreshments.	<ul style="list-style-type: none"> <li>- Congregate Meals</li> <li>- Business Meeting</li> <li>- Social Program</li> </ul>	Shut-ins of Carroll County who are disabled and without transportation	25¢/month dues	Charles LaCasse 356-5401
Outreach to Carroll County Shut-ins Tape Program	Conway	Carroll County	To keep shut-ins of Carroll County in touch with the community by providing tapes of local newspapers, local happenings and interviews	<ul style="list-style-type: none"> <li>- Cassette recorder for each client</li> <li>- Tapes of Reporter, Granite State</li> <li>- News Programs</li> <li>- Special Interest Programs</li> </ul>	Residents of Carroll County who cannot get out into the community	None	Charles LaCasse 356-5401
Carroll County Retired Senior Volunteer Program	Conway	Carroll County	To provide volunteer service opportunities in the community for persons 50 years of age and over	<ul style="list-style-type: none"> <li>- Volunteer opportunities to serve in non-profit organizations such as schools, libraries, nursing homes and human service agencies</li> </ul>	Anyone 60 years of age and older	None	Judith Y. Hebert Box 1182 No. Conway, NH 03362 356-6263
American Association of Retired Persons (AARP), Mt. Washington Chapter #720	Conway	Any community within driving distance	To help the upper-age American meet his/her problems more realistically, economically and successfully	<ul style="list-style-type: none"> <li>- Defensive driving course</li> <li>- Pharmaceutical benefits</li> <li>- Opportunities for Community Services</li> <li>- Travel &amp; Insurance Services</li> <li>- Special Interest Programs</li> <li>- Correspondence Courses</li> </ul>	Anyone 55 years of age and over who is a member of AARP (National Assn. of Retired Persons). Members are actively employed, semi-retired, retired	\$2/year dues	Mrs. Mm. (Becky) Seisher Box 433 No. Conway, NH 03362 356-3702
Carroll County Nursing Home	Ossipee	Carroll County	To provide nursing home care for the residents of Carroll County	<ul style="list-style-type: none"> <li>- Physical Therapy</li> <li>- Occupational Therapy</li> <li>- Speech Therapy</li> <li>- Recreation</li> <li>- Social Services</li> </ul>	Any resident of Carroll County requiring institutional nursing care	Based on income; serves private and Medicaid patients	Alice A. Grant 539-4411
Carroll County Health and Home Care Services, Inc.	Ossipee	Carroll County	To provide trained responsible homemaker/home health aids in homes where illness, disability, or other problems may disrupt normal family living	<ul style="list-style-type: none"> <li>- Personal Care/Hygiene</li> <li>- Housecleaning</li> <li>- Laundry</li> <li>- Cooking</li> <li>- Budget Preparation</li> <li>- Shopping</li> </ul>	Serves all residents of Carroll County	Based on income	Eleanor McGuire Carroll Cty. Office Ossipee, NH 03364 539-4171

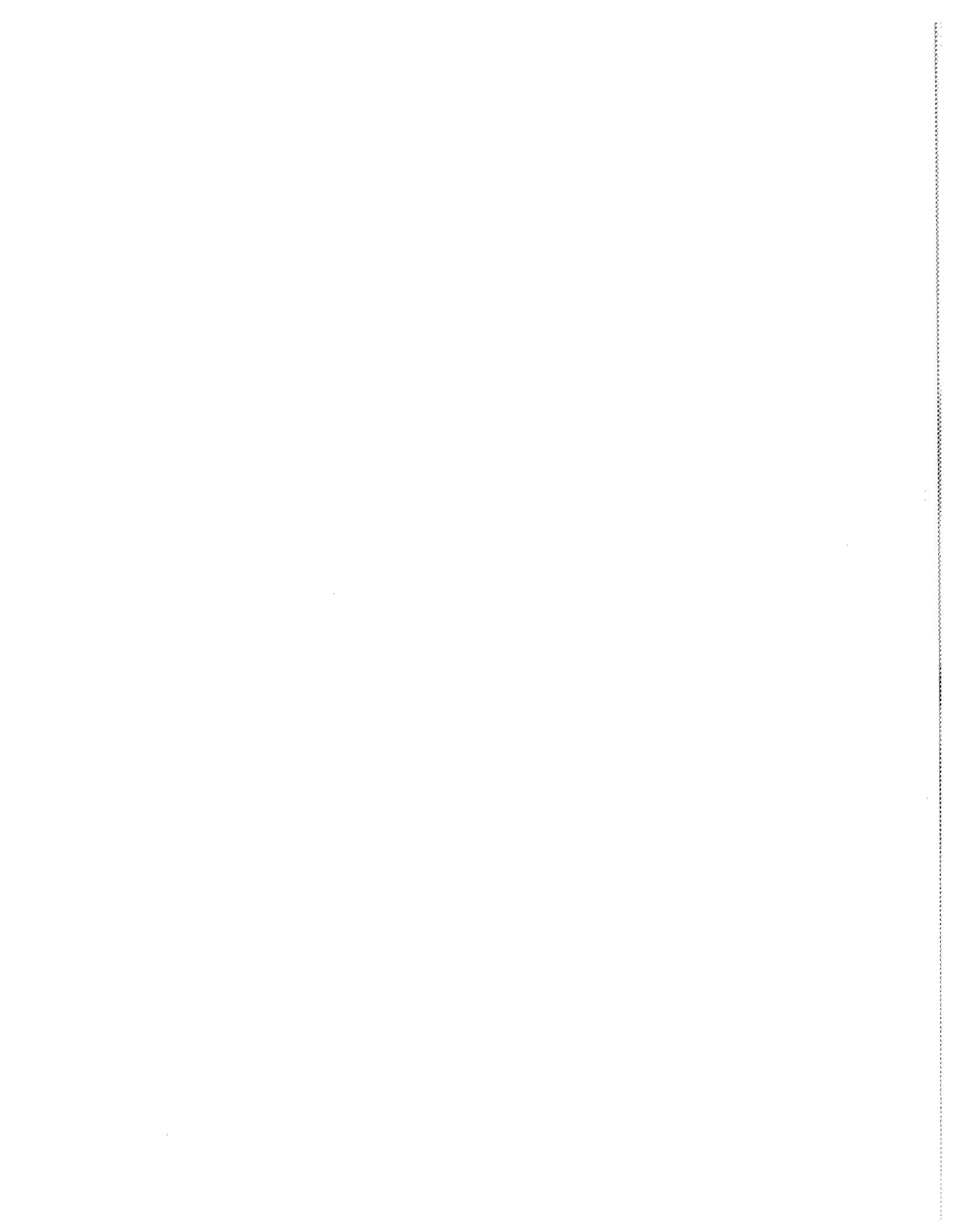
TABLE VII-5  
(continued)

Agency	Location	Area Served	Program Purpose	Services Offered	Eligibility	Fee	Contact
Carroll County Family Planning	Ossipee (branch) No. Conway (main office)	Carroll County	To provide information about the voluntary regulation and control of fertility	Educational and counseling services, referral and assistance for medical, and social services related to birth control, sterilization, infertility and pregnancy testing. Enrolled participants are eligible for fee-free doctors visits and consultation	Residents of Carroll County regardless of age and sex	Based on income	Donna Carpent Jeanne Payer Ossipee Referral Center 539-8951
Vaughn Community Health Service	No. Conway	Carroll County	To promote health in the individual, family and community; to provide child care and education programs for those children whose needs are not met by other agencies	- Adult Health Screening & Information Program - Carroll County Family Planning - Get-togethers - No. Conway Day Care Center - No. Conway Kindergarten	See listing for each program for requirements	See listing for each program	Mona McKeen, R.N. Box 401 No. Conway, NH 03860 356-2324
Mt. Washington Valley Women's Health Clinic	No. Conway	No Restrictions	To provide outpatient first trimester abortion and related services	- First Trimester Abortions - Pregnancy Testing - Male & Female Sterilization - Individual Counseling	Women of child-bearing age	Abortion - \$160; male sterilization - \$125; female sterilization - \$215; propanolol testing, 35.	Kay F. Littlefield Mt. Washington Valley Medical Center No. Conway, NH 03860 356-3559
MIC Program	No. Conway	Albany, Bartlett, Chatham, the Conways, Eaton, Freedom, Jackson, Madison, Tamworth	To provide supplemental foods for women, infants and children who are nutritionally at risk	- Nutrition Counseling - Food Supplements: milk, eggs, infant formula, cereals, juices, cheese	Women up to 6 weeks after delivery or for as long as they are breast feeding and children up to 5 years of age. All participants must meet program guidelines	None	Barbara Nichols Mt. Washington Valley Medical Center No. Conway, NH 03860 356-3935
North Conway Children and Youth Project	No. Conway	Albany, Bartlett, Chatham, the Conways, Eaton, Freedom, Jackson, Madison, Tamworth	To provide comprehensive mental and physical health services to children	- Health Exams - Immunizations - Dental Care - Treatment of illness - Counseling	Children 0-14 years of age from participating towns. Children must be registered with program before 5 years of age	Based on income	Carrroll Bergin, R.N. Mt. Washington Valley Medical Center No. Conway, NH 03860 356-5372/356-5972
American Red Cross	No. Conway	Carroll County	To promote individual well-being, save human lives and reduce human suffering	- Classes in first aid, water and boating safety, CPR, health education - Bloodmobile - Disaster Aid - Aid to military families	No restrictions	nominal charge for instructional classes	Gatherine Aquere West Side Road No. Conway, NH 03850 356-2694
Carroll County Coop. Extension Service	Loonway	Carroll County	To provide educational programs and technical assistance to improve the quality of life of County residents	Education programs and technical assistance concerning environmental quality, 4-H, agriculture, senior citizens, natural resource management, food & nutrition, community facilities and services, health, human resources, recreation and tourism, consumers	Residents of Carroll County	None	Dave Somerson Box 367, Main Street Conway, NH 03816 447-5922
Tamworth Pre-School, Inc.	Tamworth	Tamworth, Madison, Sandwich, Athol	To provide an academic program for children 4 and 5 years of age	- Pre-School Program - Afternoon Special Program - Day Care - Tutorial Program	Children 4-6 years of age who are residents of the service area	Based on income	Nancy Coville Box 10 Monahasset, NH 03507 324-7262

TABLE VII-5  
(continued)

Agency	Location	Area Served	Program Purpose	Services Offered	Eligibility	Fee	Contact
Little Mountaineers Kindergarten	Conway	No restrictions	To provide an academic program for children 4 and 5 years of age	Kindergarten Curriculum	Must be 4 or 5 years of age by October	\$10/week (one scholarship per year)	Elsie Mackerron Box 629 Conway, NH 03618 447-5068
American Association of University Women (AAUW)	Chocoma	National Organization; Northern Carroll County Chapter	To form action groups to meet community needs; to foster members' intellectual growth; and to broaden opportunities for women	- Sponsorship of community projects - Counseling and fellowship for women starting or changing careers	Membership is open to women who hold a degree from a 4-year college or university	\$12.50/year	Sarah Bechtold Chocoma, NH 03617 323-8234
Community Action Program in Coos, Carroll and Grafton Counties, Inc. (CAP)	Berlin	Coos, Carroll and Grafton Counties	To offer assistance to low and moderate income families in the service area	For Carroll County: - fuel assistance - Senior Meals-No. Conway, Ossipee - Headstart - No. Conway, Ossipee	Applicants must meet income guidelines	None	Robert Stauffer CAP P. O. Box 436 Berlin, NH 03570 466-3322
Prepared Childbirth Classes	Conway	Carroll County	To educate expectant parents	- Lamaze Technique - Refresher Course - Discussion of pre-natal care, labor and delivery, post-partum care, Caesarean birth, bottle and breast feeding	Expectant parents	\$25 for 6 two-hour lessons	Joan Lohate Rt Box 176 Conway, NH 03618 447-5286
Carroll County Mental Health Services, Inc.	No. Conway	Carroll County	To provide psychiatric counseling and care for the residents of Carroll County	- In-patient - Alcohol services - Drug services - Individual & group therapy - Personal growth counseling - Psychological evaluation - Family counseling - Elderly services - Children's services - Psychiatric Evaluation - Medication Evaluation - Couples Therapy	No restrictions	Sliding Scale	Gertrude A. Lopes Box 2700 No. Conway, NH 03660 356-5457/356-5458
Center of Hope for Developmental Disabilities	Redstone	Carroll County	To provide sheltered employment for developmentally disabled adults in Carroll County	- Individualized service plan for each employee - Crafts training - Tutoring in elementary math, reading, writing - Social development through field trips, parties - Sports programs	Developmentally disabled adults 18 years of age and older. Those under 21 years of age must be referred by the School District	Sliding Scale	Storrie Ellis Box 789 No. Conway, NH 03663 356-3114
Adult Health Screening and Information Program	No. Conway	Northern Carroll County	To provide a free comprehensive health screening clinic for adults	Screening tests for diabetes, TB, high blood pressure, vision, hearing, weight, iron deficiency, breast self-exam technique	Residents of northern Carroll County 18 years of age and older	None	Joana McKeen, R.N. Box 491 No. Conway, NH 03669 356-2324

SOURCE: Directory of Human Services in Carroll County,  
Carroll County Human Services Council, Inc.,  
1980



## HEALTH

### Summary

The Goal of the Health Services is:

To provide Sandwich, directly or indirectly, with a full-scale medical, dental and health service made up of the following:

1. Initial and continuing ambulatory care locally.
2. Emergency care locally and regionally.
3. Referral to specialists, hospitals, nursing homes and specialized facilities.
4. Health education and preventive medicine programs.

### The Present Situation Shows

1. A town interested in remaining essentially as it is, a rural agricultural/residential community with only a very modest increase in population predicted for the next 20 years--but a population that is growing faster in the age group 65 and over and losing in those under 20.
2. A town in which those over 35 die for the most part of cardiovascular disease and cancer and those under 35 from accidental injury--save for the very few who die at birth.
3. A town which is statistically well supplied with physicians, but where there are gaps in providing a full-coverage service.
4. A town in which the young population especially is interested in health education, but where there is little specialized effort in that direction.
5. A town which has only the beginning of an organized home nursing service but in which neighbor and friend are always ready to help.

The Plan for the future in Health, therefore, proposes:

1. An increase in medical personnel by
  - a. One internist within two years;
  - b. One family type physician within four years;
  - c. One Visiting Public Health Nurse within two years.
2. A coordinated round-the-clock emergency service, within one year.
3. An enlarged clinic facility within two years.
4. A preventive medicine/health education program based upon a home nursing service within four years.
5. An increase in the number of nursing home beds in Carroll County available to Sandwich residents within two years.

## HEALTH

### GOAL

To provide Sandwich directly or indirectly with full-scale medical, dental and health service made up of the following:

1. Initial and continuing ambulatory care locally.
2. Emergency care locally and regionally.
3. Referral to specialists, hospitals, nursing homes and specialized facilities.
4. Health education and preventive medicine programs.

### SITUATION AT PRESENT

#### Community Survey

The survey showed an unusual support (89%) for establishment of an emergency number for health care. While 115 respondents considered existing health care provisions to be adequate to excellent, 50 respondents thought that it could be improved. Most frequent complaints were the limited choice of doctors (32 responses), inadequate clinic facilities (26), and the absence of a visiting nursing service (19). In fact, there was indication elsewhere in the survey of strong support for a Home Nursing Service. Some residents identified the need for improved availability of doctors, for family practitioners, and for doctors who can advise on the use of health foods and the holistic approach to health.

In addition, a few other individual comments indicated an interest in health, rather than traditional medical practice only:

"Need a Mental Health Clinic."

"Need special care for the elderly."

"Could and should deal with health issues through government funding, especially from State and County services."

"Need better public education as to services available, better explanation of illnesses to patients and, in general, more health care and education rather than purely medical care."

#### Vital Statistics

Population figures for the decade 1970-80 are estimates (save for 1970 and 1980), but are the best available (see tables given in the "Introduction" above). Most significantly, the estimate for the senior ages in the year 2000 is 22% of the total. All figures suggest an aging population, with more women than men in the older years.

Births

Births in the decade 1970-1980 are distributed as follows:

TABLE VII-6

Births in Sandwich, 1970-1980

<u>Year</u>	<u>Live Births (Male)</u>	<u>Live Births (Female)</u>	<u>Live Births Total</u>	<u>Rate (LB/1000 Population)</u>	<u>Hospital Delivery</u>	<u>Office/Home- Delivery</u>
1970	3	3	6	9.0	6	
1971	2	3	5	7.3	5	
1972	4		4	5.7	4	
1973		4	4	5.4	3	1
1974	3	5	8	10.0	8	
1975	1	3	4	4.9	3	1
1976	2	5	7	8.7	5	2
1977	3		3	3.2	2	1
1978	4	5	9	9.2	7	2
1979	5	4	9	9.4	7	2
1980	5	3	8	8.9	7	1
Total	32	35	67		57	10

Median Rate 70-80 = 8.7

TABLE VII-7

Site and Attendant at Births, 1970-1980

<u>Site</u>	<u>Physician</u>	<u>Attendant Midwife</u>	<u>Non-Professional</u>
<u>Hospital</u>			
Lakes Region General	39		
Huggins	9		
Concord	2		
Sceva Speare	2		
Mary Hitchcock	1		
Memorial	1		
Worcester	1		
Frisbie Memorial	1		
Boston Women's	1		
	<u>57</u>	<u>57</u>	
<u>Home</u>	8	1	4
<u>Physician's Office</u>	2		
<u>Total</u>	<u>67</u>	<u>1</u>	<u>4</u>

Percent hospital deliveries = 85%.

Percent of all deliveries attended by:

Physician = 92.5  
 Midwife = 1.5  
 Non-Professional = 6.0

There is no marked pattern in the birth rates for Sandwich, a not surprising fact in view of the small sample. By any comparison the Sandwich rate is low:

TABLE VII-8

Live Births Per 1000 Population, Sandwich, N.H., 1970-79

	<u>1970</u>	<u>1979</u>	<u>Median 1970-79</u>
Sandwich	9.0	9.4	8.0
New Hampshire	18.3	14.5	14.5

and is a further indication of a relatively older age distribution in Sandwich's population. Though all of the out-of-hospital births occurred in 1973 and thereafter, no basic shift toward home deliveries is indicated. As is the pattern in New Hampshire and the United States, almost all deliveries are attended by physicians.

The following table gives a detailed comparison for the last decade between live births in Sandwich and in the State of New Hampshire:

TABLE VII-9

Comparative Birth Rates, Sandwich and N.H., 1970-80

<u>Year</u>	<u>Estimated Mid-Year Population New Hampshire</u>	<u>Estimated Population Sandwich</u>	<u>Live Births New Hampshire</u>		<u>Live Births Sandwich</u>	
			<u>Number</u>	<u>Rate</u>	<u>Number</u>	<u>Rate</u>
1970	742,000	666	13,506	18.3	6	9.0
1971	758,000	683	13,302	17.7	5	7.3
1972	774,000	700	12,133	15.7	4	5.7
1973	794,100	747	11,545	14.6	4	5.4
1974	807,800	801	11,613	14.4	8	10.0
1975	812,000	812	11,101	13.6	4	4.9
1976	822,000	808	11,186	13.6	7	8.7
1977	849,000	930	12,074	14.2	3	3.2
1978	871,000	984	12,368	14.2	9	9.2
1979	886,200	960	12,828	14.5	9	9.4
1980	918,827	895			8	8.9

Live Birth Rate = Live Births per 1000 population.

Median Live Birth Rates, 1970-1979: New Hampshire = 14.45  
Sandwich = 8.0

The birth rate in the State has been essentially at a plateau from 1973 on. Sandwich, on the other hand, has shown a rather erratic figure, probably due to the small size of the sample. The last two years' rates of 9.2 and 9.4 do not at present establish any trend. The comparison of the two medians speaks for itself.

Deaths

Deaths and Rates (Deaths per 1000 population) for Sandwich in the decade 1970-80 show:

TABLE VII-10

Deaths in Sandwich, 1970-80

<u>Year</u>	<u>M</u>	<u>F</u>	<u>T</u>	<u>Rate</u>
1970	11	4	15	22.5
1971	9	4	13	19.0
1972	9	2	11	15.7
1973	5	4	9	12.1
1974	7	6	13	16.2
1975	8	6	14	17.2
1976	8	1	9	11.1
1977	4	6	10	10.8
1978	9	7	16	16.3
1979	6	9	15	16.8
1980	<u>3</u>	<u>4</u>	<u>7</u>	7.8
Total	79	53	132	

Median death rate: 1970-80 = 16.2

Comparable rates for the State and Carroll County are:

<u>Year</u>	<u>Sandwich</u>	<u>Carroll County</u>	<u>N.H.</u>
1970	22.5	13.5	10.0
1978	16.3	9.2	8.0

Death rates for Sandwich have fallen during the decade, but the pattern is not definite and the rates still are considerably above those of Carroll County and the State. Certainly, medical care has improved in the last 10 years and there is other evidence as well that Sandwich's population is becoming older. However, there may be a purely fortuitous factor here. It is very difficult to find consistent population figures for these years.

TABLE VII-11

Age Distribution of Deaths, Sandwich, 1970-80

<u>Year</u>	<u>0-4</u>	<u>5-19</u>	<u>20-34</u>	<u>35-64</u>	<u>65+</u>
1970	2		1	4	8
1971				3	10
1972				6	5
1973		1		1	7
1974				2	11
1975		1		3	10
1976				3	6
1977				3	7
1978			1	3	12
1979	1	1		2	11
1980			<u>1</u>		<u>6</u>
Total	3	3	3	30	93

Median Age at Death for 1970-80 = 65+

The age distribution of deaths in Sandwich follows the pattern of all communities with a rising median age and a low birth rate.

Examination of the chart above and the list of causes of death below reveals an interesting fact: Of the 9 deaths before the age of 35, 3 were newborns and 6 were due to injuries in adult years. The overriding cause after age 35 is heart and blood vessel disease.

The location of death bears some significance of the kind of treatment to be made available.

TABLE VII-12  
Location of Deaths, Sandwich, 1970-80

<u>Year</u>	<u>Home</u>	<u>Road/Field</u>	<u>Ambulance</u>	<u>Convalescent Home</u>	<u>Hospital</u>
1970	4	1	1	2	7
1971	5		1		7
1972	2	2			7
1973	2	1		1	5
1974	2	1		4	6
1975	1	3		2	7*
1976	3			1	4*
1977			1	3	5*
1978	6	1		2	7
1979	1	2		2	10
1980	<u>1</u>	<u>1</u>	—	—	<u>5</u>
Total	27 (20%)	12 (9%)	3 (2%)	17 (13%)	70 (53%)

\*One death in each of these years has no record of place of death.

The larger number of deaths in the hospitals and convalescent/nursing homes needs no explanation. The 20% of all deaths in the past decade that have occurred in the home point to the possibility of a first aid program directed to this particular need.

TABLE VII-13  
Time Between Onset of Fatal Symptoms  
and Actual Deaths, Sandwich, 1979-80

<u>Year</u>	<u>0'-30'</u>	<u>Percent*</u>	<u>30'- 2<sup>o</sup></u>	<u>Percent*</u>
1970	4	26.7		
1971	4	30.8	1	7.7
1972	3	27.3		
1973	5	55.6		
1974	3	23.1		
1975	6	42.9		
1976	3	33.3	1	11.1
1977	4	40.0		
1978	6	37.5	1	6.3
1979	7	46.7		
1980	<u>2</u>	<u>28.6</u>	<u>1</u>	<u>14.3</u>
Total	47	35.6	4	3.0

\*Percent of all deaths in each year.

The time intervals in the table above reflect the availability of emergency care. Local help should be available to most Sandwich households within 30' of the first alarming symptoms. Within the first 2 hours, a patient should be able to reach a hospital and definitive care.

It is clear that a percent of all deaths occur within minutes of the first fatal symptoms, in most instances before any professional aid can reach the site. Most are due to heart attacks or respiratory arrest. Should not, therefore, all people in Sandwich be given a course in CPR--cardio-pulmonary resuscitation?

The following table gives the major causes of death in Sandwich for the years 1970-80. The figures indicate the presence of the various diseases in the Sandwich population. Since any one individual may have more than one disease, the figures below do not agree with the total deaths given elsewhere:

TABLE VII-14  
Major Causes of Death, Sandwich - 1970-80

	Male	Female	Total
I. Cardio-vascular Disease	52	33	85
Arteriosclerosis	40	30	70
Coronary disease	26	14	40
Congestive Failure	9	9	18
Stroke	11	6	17
Cardiac Arrest	9	7	16
Hypertension	6	2	8
II. Respiratory Disease	6	7	13
Respiratory Failure	4	4	8
Pneumonia	2	3	5
Emphysema	2	1	3
III. Renal	4	1	5
Urinary Infection	1		1
Prostatic Enlargement	1		1
Renal Failure	4	1	5
IV. Cancer	12	13	25
Metastatic	6	7	13
Bile Ducts		2	2
Pancreas	2	1	3
Breast		4	4
Lung	1	1	2
Uterus		1	1
Gastro-Intestinal	6	1	7
Leukemia	2	3	5
V. Accidents	4	2	6
Hunting	1		1
Work	1		1
Auto	1	1	2
Plane		1	1
Drowning	1		1

		<u>Male</u>	<u>Female</u>	<u>Total</u>
VI.	<u>Metabolic Diseases</u>	4	8	12
	Diabetes	1	6	7
	Inanition	1	1	2
	Liver Failure	2	3	5
	Alcoholism	2		2
VII.	<u>Infection</u>		4	4
VIII.	<u>Neonatal Disease</u>	3		3
	Anoxia	2		2
	Respiratory Distress	1		1
	Prematurity	1		1
IX.	<u>Maternal Disease</u>			

The figures above present no surprises, especially in an older population. Vascular disease, in all its phases and forms, leads the list--as it does throughout the United States. Cancer is a close second, with cancer of the gastrointestinal tract and the leukemias more prominent than others.

The low incidences of infections is interesting, including the usual urinary and pulmonary diseases that were so common in the past in an older age population. This, of course, is a direct result of the intelligent use of antibiotics.

The problems of cardio-vascular disease and cancer are quite different. Treatment of these conditions has improved considerably during the past decade, but the most effective means lies in prevention and this, in turn, depends upon education--health education. Unfortunately, Sandwich has no adequate coordinated program.

The following table summarizes maternal and infant deaths for the past decade for the State of New Hampshire and Sandwich. The record for Sandwich is good, but it must be admitted that the sample is small and one or two deaths make a considerable difference. The Sandwich figures are too few and scattered to show any patterns. The only group in the State figures that seems to show a trend is the steady improvement of the Neonatal (newborn) Death Rate. The proximity to hospital care may be a factor in the low Sandwich rates.

TABLE VII-15

Summary of Maternal and Infant Deaths, Sandwich  
and State, 1970-1980

Year	Maternal Deaths				Fetal Deaths			
	New Hampshire		Sandwich		New Hampshire		Sandwich	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
1970	3	2.2	0	0.0	131	10.2	1	166.7
1971	3	2.2	0	0.0	121	9.1	0	0.0
1972	1	0.8	0	0.0	105	8.6	0	0.0
1973	0	0.0	0	0.0	76	6.6	0	0.0
1974	1	0.9	0	0.0	89	7.6	0	0.0
1975	0	0.0	0	0.0	80	7.2	0	0.0
1976	1	0.9	0	0.0	79	7.0	0	0.0
1977	2	1.7	0	0.0	72	5.9	0	0.0
1978	0	0.0	0	0.0	68	5.8	0	0.0
1979	1	0.7	0	0.0	103	8.0	0	0.0

Year	Neonatal Deaths				Infant Deaths			
	New Hampshire		Sandwich		New Hampshire		Sandwich	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
1970	117	13.3	1	166.7	234	18.1	0	0.0
1971	175	13.2	0	0.0	226	17.0	0	0.0
1972	123	10.1	0	0.0	178	14.7	0	0.0
1973	146	12.6	0	0.0	190	16.5	0	0.0
1974	121	10.4	0	0.0	163	14.0	0	0.0
1975	114	10.6	0	0.0	150	13.5	0	0.0
1976	101	9.0	0	0.0	128	11.4	0	0.0
1977	90	7.5	0	0.0	114	9.4	0	0.0
1978	95	7.7	0	0.0	124	10.0	0	0.0
1979	97	7.6	1	111.1	132	10.3	0	0.0

Notes: Maternal Death = Death of a pregnant woman (due to pregnancy or from causes arising from pregnancy).  
 Rate = Maternal Deaths per 10,000 Live Births.  
Fetal Death (Stillbirth) = Birth of a fetus after 20 weeks gestational age, at least 350 gms. in weight and without vital signs.  
 Rate = Fetal Deaths per 1,000 Live Births.  
Neonatal Death (Newborn Death) = Death of a newborn less than 28 days of age.  
 Rate = Neonatal Deaths per 1,000 Live Births.  
Infant Death = Death of an infant between ages 28 days to one year.  
 Rate = Infant Deaths per 1,000 Live Births.

## Morbidity

Sandwich people appear generally healthy. Infectious and contagious diseases are rare--save for the ubiquitous "cold" which still baffles the medical practitioner and the health authorities. There are periods of higher incidence of flu and flu-like diseases, but in recent years at least these have not appeared in epidemic form--probably due to adequate immunization. The N.H. Department of Health notes that none of the reportable diseases has been recorded from Sandwich in the past decade. Sexually transmitted diseases are either non-existent or of occasional occurrence only.

The setting of Sandwich in a rural area relatively free of pollution, given to a lifestyle which by comparison to the urban centers is less hectic, the opportunity for regular in-built exercise and time for conversation and contemplation are all factors which may well be positive elements in the beneficial New Hampshire "air".

## Medical Care

Manpower within Sandwich itself is limited:

### Physicians:

- 1 Internist
- 1 Family Practitioner
- 1 Family Practitioner/Pediatrician
- 1 Gynecologist

Two of the above are associated with the Sandwich Health Center, one is full time at Huggins Hospital and one maintains an independent office in his home. All are on the staff of at least one of the regional hospitals, the Lakes Region General Hospital in Laconia, the Huggins Hospital in Wolfeboro and the Memorial Hospital in North Conway. Additionally, three retired physicians live in Sandwich, but do not practice.

### Dentists

One dentist conducts a general dental practice in an office attached to his home.

### Nurses

Eleven Registered Nurses live or work in Sandwich; two work in a physician's office, one works in the Sandwich Health Center, two work as visiting nurses in neighboring towns, three are staff nurses in a nearby hospital, convalescent home or school. There is one School Nurse. Two are not in practice.

Two Licensed Practical Nurses live in Sandwich.

Most of the resident nurses do occasional brief tours of private duty in emergency situations.

## Para-Medical Personnel

One trained occupational therapist lives in Sandwich and one active dental therapist.

The Sandwich Health Center is the only medical facility in town--save the occasional use of one of the meeting rooms in the school, fire station or churches. The Center houses doctors' offices, examining rooms and limited treatment and laboratory facilities. Some preventive medicine services are also provided. Two of the town's physicians make the Center their local headquarters. It has a staff of eight, half of whom are part-time.

The Center was built in 1956 with local and town donations. It is now owned by the town.

Approximately 10,000 patient-visits occurred during the past year.

Referral elsewhere is easily available. In the surrounding towns and cities, especially Laconia, Wolfeboro and North Conway, almost all of the specialties are covered by Specialty Board certified physicians. Hospital services available at these three locations provide 24-hour emergency and in-patient care. They also serve as regional x-ray, laboratory and special treatment centers for ambulatory patients. An Intensive Care Unit is in full operation at one of the hospitals.\* Clinic and in-patient services also are available to Sandwich patients at the Mary Hitchcock Hospital and Dartmouth Medical Teaching Center in Hanover. Except in urgent situations, patients may even go to the centers in Boston and New York.

Emergency Care is provided by private ambulance services and, for the Sandwich Health Center, a 24-hour number through which a physician on call can be secured. The town reimburses Sandwich residents completely or in part for this emergency transportation. Not all requests are answered by a house call, but a qualified physician can always be reached. Arrangements may possibly be made for a more general emergency number for the town.

Recently, some members of the Sandwich Volunteer Fire Department have received training as Emergency Medical Technicians. Seven have been so qualified. They form a rescue squad ready to respond to calls from accidents, disasters and other emergencies. They are reached either thru a call to the Kemp-Symonds Ambulance Service (279-4431) or the Mutual Aid Fire Call (524-1545). Training is strict and is maintained.

## Health Care

### Home Nursing Services

For many years two visiting nurses whose primary employment was elsewhere, responded to whatever extent they could to home nursing needs in Sandwich.

In July 1976 the Trustees of the Quimby Fund of Sandwich made an arrangement with the Visiting Nurse Association of Wolfeboro and Vicinity to supply home nursing care and physio-therapy services to the people of the Town of Sandwich. The Quimby Fund Trustees paid for that part of the services that were rendered to the people of the Town, that was not covered by whatever insurance the people who received the services did hold, or was not otherwise paid for by them. The plan

\*Lakes Region General Hospital in Laconia.

has worked very well and the Quimby Fund Trustees have paid for the service each year and have subscribed for it up through the end of 1980. A staff nurse of the VNA of Wolfeboro, who lives nearby in Ossipee, takes care of all calls received from the Sandwich people.

TABLE VII-16

Wolfeboro Visiting Nurse Association Statistics,  
Sandwich, 1977-80

<u>1980</u>	<u>Visits</u>	<u>Patients</u>
Skilled Nursing Care	234	
Physiotherapy	<u>54</u>	
Total	288	
<u>1979</u>		
Skilled Nursing Care	203	
Physiotherapy	<u>83</u>	
Total	286	30
<u>1978</u>		
Skilled Nursing Care	238	
<u>1977</u>		
Skilled Nursing Care	121	
Physiotherapy	<u>1</u>	
Total	122	

1980 costs for Sandwich can be summarized as follows:

Total direct costs*	\$3,191.39	* <u>Direct costs</u> = those expenses pertaining specifically to furnishing service to Sandwich patients.
Total indirect costs*	<u>2,397.79</u>	
Total	\$5,589.18	
Total income allocable	\$7,247.08	* <u>Indirect costs</u> = those expenses pertaining to the general costs of maintaining the WVNA, shared by all towns served, on a pro-rata basis.
Excess income/costs	1,657.90	
Quimby Fund Appropriation	\$3,550.00	
1981 Request	2,200.00	

1980 income applied to Sandwich costs is covered by:

Medicare/Medicaid/Insurance	\$3,299.64	**This appropriation is the last to be made by the Quimby Fund.
Fees paid to nurse	322.50	
Fund Drive	35.00	
**Quimby Fund Appropriation (1980)	<u>3,550.00</u>	
	\$7,247.08	

In 1980 the average cost of a skilled nursing care visit is \$12.50 and of a call for physiotherapy \$20.00. This is an overall figure and may not be the cost in any particular town.

The Wolfeboro Visiting Nurse Association receives Sandwich patients for the most part by referral from hospitals and physicians arranging for continuing and convalescent care. Patients may call directly and are sometimes referred by other agencies or neighbors. An especially close cooperation with the Carroll County Health and Home Care Services, Inc., greatly reduces duplication of services or increases the efficiency of each in caring for patients with multiple needs.

The Wolfeboro Visiting Nurse Association has requested \$3,550.00 for its 1980 operation in Sandwich and to cover the 1979 deficit. The Quimby Fund has generously agreed to this, understanding that other services will be found to meet any deficits after 1980.

In April, 1980, a group of interested persons formed the Sandwich Home Nursing Association. The purpose of the Association is "to procure and maintain for the people of the Town of Sandwich, the best home nursing care and physiotherapy that are available and feasible, according to our local resources, both financial and human. An additional purpose is to set up and operate the Sandwich Home Nursing Fund, for which gifts and bequests will be solicited and received". The purpose of this Fund is to make available money which is to be used to pay toward the cost of the home nursing and physiotherapy services received by the people of the town. The VNA of Wolfeboro collects on all the insurance the treated people hold and gratefully receives any cash payments in addition that the treated people will pay them. Whatever part of the services rendered by the VNA that remain unpaid for, will be subsequently billed to the Sandwich Home Nursing Service, starting January 1st, 1981. This is because the Quimby Fund will have carried the full cost of the program for 4½ years by that date, and the Fund must be relieved of this burden. It is planned that a request ("article") for money from the Town of Sandwich will be placed on the Warrant for March 1981 by the Trustees of the Sandwich Home Nursing Service, and money also will be raised for the Fund by other means as well.\*

The SHNA plans to continue, for the present, a contract with the WVNA to supply visiting nursing care and physiotherapy for Sandwich.

Almost all immunizations are carried out by private physicians. At times the State Department of Health, with or without additional Federal support, has organized immunization programs to meet particular needs, such as the swine flu immunization. The schools require basic immunizations for matriculation and it appears that this is quite rigidly followed. Immunizations can be obtained at the three nearby regional hospitals and at the Sandwich Health Center. Under the State law, children cannot attend school without required immunizations. For those not seen by their own physicians, the State Health Department runs clinics at the schools.

In recent years, at least, no epidemics have occurred.

Health Education is meager at best and is largely informal. Depending upon the inclination of the doctor or nurse and the given circumstances, each patient visit is an occasion for health education. In a more formal organization, the Wolfeboro Visiting Nursing Association has conducted "Blood Pressure Days" and "Health Screening Clinics", often associated with other community events.

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\*The Town voted \$1,000 for this purpose for 1981 at the Town Meeting, March 11, 1981.

Much specialized health counseling service is available in nearby towns--such as classes for prenatal mothers.

There are no Mental Health facilities within Sandwich, except, of course, its physicians who may see mentally disturbed patients in the course of their practice. There are clinics in Laconia and Franklin, but except in an emergency situation, they will admit people only from the immediate area.

The Carroll County Mental Health Services, Inc. covers Carroll County residents through two clinics (the Memorial Hospital in North Conway and the Huggins Hospital in Wolfeboro) and a staff of 13 trained psychiatric workers. A consulting psychiatrist is available. Patients are seen by referral or by direct request. A strictly limited number of beds is available at the Huggins Hospital for brief hospitalization and specialized hospitals elsewhere in the State are used for longer periods of treatment or for unusual situations. The Carroll County Service accepts patients suffering from drug abuse and alcoholism, as well as from emotional disturbances. Within the staff there is specialized capability in the fields of child psychology and the emotional problems of the elderly.

Drug Abuse and Alcoholism are problems difficult to assess in Sandwich. Neither is openly identified in a community traditionally inclined to protect its privacy. But there is a rather general feeling that drugs are not used extensively even by the young group in the community and that the use of alcohol is rather more common. This seems to be true of some of the elderly groups, as well.

Local Alcoholics Anonymous meetings generally are avoided; Sandwich residents with problem drinking tend to go out of town to clinics held in neighboring towns. The Carroll County Mental Health Services offers help to Sandwich, and can be reached on an emergency basis 24 hours a day. Veterans have an available service at the regional VA Hospital.

Among the school students, particularly at High School level, hard drug use is no longer a problem. Some marijuana seems still to be used, especially at week-end parties. On a local scale, there is a certain amount of sale of the drug, actually in Sandwich and for local consumption. Alcohol consumption, especially at parties, however, continues. Some of this is due to people from outside Sandwich. The number of instances of driving while intoxicated is increasing and in about half Sandwich citizens are involved.

Dental Care in Sandwich is provided by one dentist, living and practicing in town and also by several in the towns within 30 miles of Sandwich. Laboratory work is available within a reasonable time. Curative care is well covered and absorbs the total time of the one dentist in town and an assistant. No dental hygiene program exists, though there is ample evidence that much preventive work could be done. The income from a small endowed fund left to the town by one of its citizens has been used to help those unable to pay for dental treatment.

A School Health program is hampered by lack of funds, but those involved feel that slow and steady progress is being made.

In the 7th and 8th grades in the Inter-Lakes High School, a specified course in drug abuse, alcoholism and sexually transmitted disease is given. Thereafter, some continuing health education is incorporated in the biology courses. The School Nurse provides professional consultation for this teaching, but does only a small portion of the classroom work herself. Some health education is incorporated into the curriculum in the lower grades in Sandwich by the regular teachers.

The High School in Meredith has its full-time nurse and the Elementary School in Sandwich is covered by a weekly visit by the District School Nurse. Each school provides a small reasonably equipped health room. One of the local physicians is the appointed School Physician for Sandwich.

With the cooperation of the State Department of Health, the schools conducted last year an immunization audit and clinic for those not cared for by their own physicians. The State Law is mandatory for attendance in school, the only exceptions being for religious or medical reasons.

Drug abuse among school students is not a problem with the exception of some use of marijuana outside of the school. Alcohol abuse especially at weekend parties is still a disturbing reality. Pregnancy and sexually transmitted disease are not apparent community problems; the number is few and can be given individual attention.

### Sanitation

TABLE VII-17

Source of Water, Sandwich, 1980

	<u>Primary Source</u>	<u>%</u>	<u>Second Source</u>	<u>%</u>
Dug Well	112	37%	12	75%
Deep Well	170	57%		
Spring	10	3%	3	19%
Lake	2	1%	1	6%
Other	6	2%		
	300		16	

The town's water supply is clearly an individual household matter. Many of the above sources are old, especially the dug wells. Most of the new installations, however, are deep wells.

Sandwich sewage disposal is almost entirely by septic tank:

TABLE VII-18

Methods of Sewage Disposal, Sandwich, 1980

	<u>Primary System</u>	<u>%</u>	<u>Second System</u>	<u>%</u>
Septic Tank	209	89%		
Cesspool	10	3%	4	23%
Privy	10	6%	8	47%
Composting Toilet	1	0.3%	2	12%
Holding Tank	2	1%	1	6%
Chemical Toilet	1	0.3%	2	12%
	301		17	

Many of the septic tanks are old and predate the revision of the State Laws in the mid-seventies. By the figures above, the privy is still a good second; the composting toilet has made little inroad.

Whether Sandwich has reached the point of needing a community sewage disposal system or a water plant is under some consideration. Since the Sandwich aquifers seem adequate for the drilled well system of supply, it is unlikely that any central supply system is needed. Most opinion at present concerning the sewage system points to an improvement in the present means of waste disposal rather than a collecting system carrying the outflow to some existing or new sewage treatment facility. A special problem of contamination may arise from multiple use of a single well.

Increasing use of the Town Dump is leading to an early exhaustion date--by some estimates as quickly as within the next ten years. As a means of developing revenue and to relieve pressure on the landfill dump a recycling project was begun. Studies continue in seeking valid alternatives to the landfill type of dump for Sandwich.

New State requirements for periodic (and unfortunately costly) testing of Dumps for toxic wastes may prove to be a future problem.

On December 10, 1980, the New Hampshire Water Supply and Pollution Control Commission considered recommendations for change in existing regulations affecting water supplies and sewage disposal systems. The Commission voted:

1. To leave the minimum lot size as it is, at 30,000 sq. ft.
2. To leave soils classifications and requirements as at present.
3. To rule out waivers to regulations for any reason.
4. To require individual applicants to identify means of replacement of systems.
5. To require each new owner of a lot to submit to the Commission a form for sale of the parcel showing clearly the new ownership.
6. To require that lots be demonstrated as capable of handling wastes expected from occupation of the land in accordance with existing regulations, accepting that the Commission may direct as many test sites to be unmanned as they may feel necessary.

Later at another meeting, the Council voted to require that a composting toilet be served by the full-sized field required. (At present, such toilets have been fed into a one-half sized field.)

These new regulations are now being distributed to authorities throughout the state.

Many health services outside of Sandwich are available to Sandwich residents. These have been listed in the Introduction above and in several available publications.

## Comment

Health and medical services for Sandwich will be determined by the kind of town Sandwich people wish to have. It seems clear from the survey what this is, not much different from its present state, a rural, essentially agricultural/residential type of community, with nearby larger centers available, through good transportation for facilities not feasible for the town itself. Health and medical care, therefore, must rest on:

1. Local primary ambulatory service;
2. An adequate referral system to nearby specialists and diagnostic and treatment facilities; nursing homes and hospitals.
3. Adequate 24-hour emergency care, including transportation to hospitals;
4. A broad well-developed home nursing service;
5. Health education program covering the entire population.

More specifically, Sandwich people spoke from their own point of view through the Sandwich Community Survey. Most of the many and various comments bearing on health or medical services could be grouped under these areas of concern:

1. Lack of an adequate home nursing service.
2. Questions of both adequacy and availability of physicians; wanting specialty services not now within the capabilities of the clinic staff.
3. Inadequacy of diagnostic and treatment facilities and space at the Sandwich Health Clinic.
4. Inability to reach a physician in an emergency and rather haphazard ambulance service.
5. A lack, in general, of coordinated health education, both in the schools and beyond and of public health programs/facilities available elsewhere.

The agreement between the factual survey and the theoretical needs listed above is interesting. The basic question then is this: Given the services at present available and the town's ability to support any expansion, what programs should be followed for the future?

A broad based fully active home nursing service is perhaps the key to a satisfactory rural community health and medical service. It can relieve the high-cost hospitalization requirements by providing lower-cost home care, maintaining at the same time, the far more valuable and highly desirable home atmosphere for the patient. Of course, when hospitalization is a necessity, there is no question, but even here the home nursing service provides a follow-up to the hospital that is an efficient bridge between the acute phase of treatment to complete recovery. Above all in importance, the physician knows that he has in the home service nurse, a professional colleague who can supplement and extend his own care more efficiently than he could himself.

The home nurse, in addition to her skilled nursing capabilities, holds, par excellence, the position of health educator. She sees her pupils one to one and at the time of highest receptibility of her teaching.

By U.S. standards, Sandwich is over-staffed with physicians. The national figure is one physician per 750 population and Sandwich with 895 people has four. It would seem, therefore, Sandwich would be amply supplied with MD's. Even if the surrounding area from which patients come to Sandwich physicians is included, the ratio is satisfactory. (Some Sandwich residents, however, feel that Sandwich practitioners should accept Sandwich patients only.) Special practice requires a still larger population base--much larger. Possible exceptions for the Sandwich area are the specialties of internal medicine and pediatrics, especially when combined with family practice. Staff appointments at regional hospitals, where patients can be seen in these specialties, are also possible.

Two of the present physicians will retire within the next few years and another may elect not to return to full practice in Sandwich. If these positions are filled by full-time practitioners, there should be ample manpower for the future.

Although a large number of those who responded to the survey question on health/medical services voiced their satisfaction with medical care in Sandwich, a low rating was given to the physical facilities of the Health Clinic. It is admittedly small, crowded, lacking in privacy and inadequate for good patient-physician rapport. Unquestionably, the comfort and calibre of medical practice would improve if these structural changes could be made. This new construction is critical and urgent.

Emergency care was given a poor score also. If 23-47 percent of the deaths by year in the last 10 years in Sandwich occurred within the first 30 minutes following the first fatal symptoms, then any effort to reduce this mortality must be made either in prevention or in emergency care.

A better known and more secure emergency care number for Sandwich alone would help. It is essential that this number be manned by a registered nurse or physician at all times. Not all of these calls would require a house visit by a professional, but the emergency number should give confidence to the town that immediate professional care is available if necessary.

Rescue Squads are often inadequate for this purpose, since in many instances the care of a skilled physician is needed as soon as possible. Although four physicians in active practice reside in Sandwich, no combination of their hours on call can be expected to guarantee constant 24-hour emergency coverage. However, if the public is informed that the telephone number of the Fire Department (524-1545) is to be used for any medical emergency, the dispatcher can often determine whether to send out the Rescue Squad - which automatically will be accompanied by an ambulance - or whether to send the ambulance alone and notify the hospital that the patient is coming in. In every case from Sandwich, the patient should go to Lakes Region General Hospital, which not only has 24-hour physician coverage in the Emergency Room, but also possesses an Intensive Care Unit.

Within the projected population increase 1980-2000, there is hardly justification for establishing in Sandwich its own ambulance service on a 24-hour basis. Overtures have been made to nearby towns for developing a cooperative service. Most towns believe this is a highly individual town problem and have not seen an advantage to a combined effort. It seems, therefore, that Sandwich must look to an upgrading of its own ambulance service.

A great deal could be accomplished in the care of emergencies through training of the lay population itself. Imaginative teaching with a minimum of visual aids, could bring first aid within each household. The Red Cross has had extensive experience in such training.

As mentioned above, a broad and well-developed program of home nursing care is a necessary part of the health and medical services for Sandwich. There is also an urgent need for increasing the bed capacity of the Carroll County Nursing Home so as to accommodate the increasingly large number of residents in the 65 and over age range who need such placement, but for whom no space is currently available. This problem, of course, relates not to Sandwich alone but exists in all the other communities of Carroll County. Therefore, we urge the Selectmen of Sandwich and their health officials to develop a campaign in association with the other towns throughout the county which will convince the Board of Commissioners that adequate additional bed capacity must be provided within not more than 18 months, together with whatever funds are needed to cover the cost increases for equipment, maintenance and personnel.

A surprisingly frequent complaint in the survey shows, in one way or another, that there is much ignorance in the population concerning health and that a much better physician-patient relationship could be developed if more time were spent in explaining symptoms and their meaning and the treatment prescribed. This is one phase of a campaign that could be extended to the schools and to the adult population via various interested town groups. And into the homes by the Home Service Nurse.

### The Plan

Below is a plan proposed as a list of priorities with a time schedule suggested:

1. An increase in personnel by
  - \*a. One internist within one to two years.
  - \*b. One family-type physician within four years.
  - \*\*c. One Visiting/Public Health Nurse within two years.
2. A coordinated round-the-clock emergency service, within one year.
3. An enlarged clinic facility within two years.
4. A preventive medicine/health education program, based upon a home nursing service within four years.

5. An increase in the number of nursing home beds in Carroll County available to Sandwich residents, within two years.

\* These could be replacements.

\*\*This nurse could be one of the Sandwich Home Nursing Association.

In no way is this listing meant to be a rigid schedule, but merely one that is practical and possible. The individual items may be accomplished in a totally different order or time--and succeed. But there is need for an initiative followed by continuing coordination of the elements of this plan.

In this respect Sandwich is fortunate in having an established Health Clinic which, logistically at least, could serve as a center for the health services of the town. Whether future physicians in Sandwich would join those already here as a group in the Clinic or practice separately is a matter for future decision. In any case, the Sandwich area is too small for uncoordinated medical/health practice to give the best service possible.

Could Sandwich form a continuing community committee of representatives, say of the practicing physicians, the Home Nursing Service, the Town and the community-at-large to act as a central reference point for discussion of medical and health matters?

#### Budget

Inflation for the next ten years is almost totally unpredictable. Therefore, it is difficult to make any estimates of the costs of this program. The increases proposed lie essentially in manpower and construction. In terms of 1980 dollars, doubling of the size of the existing Sandwich Health Center building would cost approximately \$24,000. The costs of adding new personnel to the clinic staff must be so variable that specific figures even for two years hence will have little meaning. Perhaps a better grasp of cost-responsibilities of the town for health budget support can be gained from the earlier chart of actual and per capita expenditures.

TABLE VII-19

#### Town Appropriations for Health by Year, 1970-80

<u>Year</u>	<u>Dollars</u>		<u>Per Capita</u>	
	<u>Actual</u>	<u>In 1970 \$</u>	<u>Actual</u>	<u>In 1970 \$</u>
1970	5,400	5,400	8.11	8.11
1971	6,000		8.78	
1972	6,500		9.29	
1973	8,440		11.30	
1974	10,784		13.46	
1975	8,066		9.93	
1976	8,643		10.70	
1977	8,672		9.32	
1978	9,367		9.52	
1979	9,887		10.30	
1980	11,711	5,480*	13.09	6.12*

\*Factor = 0.468

These figures, of course, represent only the appropriations made from town funds for health purposes. The total amount spent for medical and dental care and for health promotion from State and Federal monies and from private sources - including payment of fees by the patients themselves all add to far more than the official town funds spent each year.

## EDUCATION

### Summary

The desire of the people of Sandwich is that their children be prepared to live in a rapidly changing world and to meet their own potential. To do so, it is felt that a well-coordinated program of studies K-12 be prepared that will better stimulate the students to learn. This must be coupled with programs that will develop enthusiasm and motivation among both teachers and students. If these conditions can be met, many of the dissatisfactions Sandwich people have registered may begin to disappear.

Recently, under a new administration, considerable progress has been made in working to solve many of the problems indicated in this report and improving the general educational status of the Inter-Lakes School District.

The Goal of the Master Plan for Education, therefore, is:

To provide useful and comprehensive education for all children of Sandwich, K-12, whatever their abilities or handicaps, and to provide all feasible scholarships for furthered education in both college and vocational training as suits the needs and aspirations of our students. It is also a goal to enhance the means for continuing education for adults as a life learning mode.

In working toward this Goal, the following priorities for action constitute a Plan:

1. To make known to the Inter-Lakes School District the public interest in continued effective efforts to improve discipline in general and specifically to control drug and alcohol abuse, within one year;
2. To promote continuing studies involving Administration, Faculty and Community concerning content of the curriculum, with a report of progress to be submitted within the current school year;
3. To improve reliability and time-efficiency of the school bus system for the benefit of Sandwich children, within one year;
4. To improve Sandwich payment formula contract with the Inter-Lakes School District, while exploring further the possibility of joining another school system, within two years;
5. To improve relevance of Vocational Training to the needs of the area, within two years;
6. To improve facilities for the handicapped, within two years; and
7. To develop coordinated, continuing adult educational programs, within three years.

## EDUCATION

### I. GOAL

To provide useful and comprehensive education for all children of Sandwich, K-12, whatever their abilities or handicaps, and to provide all feasible scholarships for furthered education in both college and vocational training as suits the needs and aspirations of our students. It is also a goal to enhance the means for continuing education for adults as a life learning mode.

This statement is a general one, as it must be in consideration of the mandate of the townspeople (Summary of the Sandwich Community Survey Results, February, 1980):

"Opinions about the current status of schooling were generally favorable. A large majority of respondents indicated that buildings, class size and teacher quality were either good or excellent, administration rated highly. A small majority rated curriculum and extra curricular activities favorably. Programs for the handicapped were considered to be fair or poor by most respondents. Interest in adult education programs was expressed by 181 persons.

"The strongest negative feelings were expressed toward student behavior. Eighty-nine respondents rated discipline fair or poor, while 55 considered it to be either good or excellent. Eighty-seven persons considered the drug/alcohol problem to be fair or poor and only 27 described the situation as good or excellent.

"Most respondents considered the educational situation to be improving. Seventy-seven felt that local public schools are improving and only 43 considered them to be getting worse. More people (76) were in favor of remaining within the Inter-Lakes School System than were against (73) such action. Few favored enlarging the Inter-Lakes facilities or acquiring the old Belknap College for Junior High. A large number of respondents (135) favored joining another school system, while only 48 were against this idea. These attitudes are difficult to reconcile, given that a majority (77 to 73) favored remaining with Inter-Lakes.

"Only two respondents singled out schools as one of the most desirable aspects of the community and only ten considered the schools as a least desirable attribute. The most commentary directed to schooling related to school taxes. Six respondents suggested that Sandwich seek a better tax break from Meredith and the Inter-Lakes School System."

Approximately one-fourth of those who answered the questions now have children or recently have had-in school. Fifty-five percent (55%) are in the elementary grades and 45 percent in the 7th through 12th grades. Of all nine features of the present school system listed in the survey, only three were given an unfavorable rating:

Discipline  
Drug/alcohol control  
Handicapped education

Given a favorable rating were:

Buildings  
Class Size  
Teachers

Administration  
Curriculum  
Extra Curricular

Out of 94 who answered the question, only 12 said they were planning to take their children out of the public system and send them to private schools. All these were in the upper grades.

Often individual opinions, as they vary, are significant in showing a range of public thought. The following are typical comments:

Educational opportunities in general are poor.  
Vocational courses are needed in the High School.  
Sandwich schools are poorly maintained.  
Educational facilities need to be nearer Sandwich.  
Use present Town buildings and retired talent in Town on a part-time basis to assist in teaching.  
Join the new Moultonborough School.  
Seek a better tax break for Sandwich from Meredith and the Inter-Lakes School.  
Sandwich should build its own schools.  
The system is adequate as it is.  
Enlarge Inter-Lakes if a "reasonable" plan can be worked out.  
Sandwich should take over Belknap College.  
There should be a better variety of courses available.  
There is too much innovation in the schools.  
Not enough data is available to the public yet to make a decision to join other school systems.  
The School Bus System is poorly operated; the drivers are irresponsible.  
Need better arts and sciences laboratories.  
Standards in schools are too low, especially in reference to the "basics".  
No need to educate adults all over again.  
Need an immediate study of the entire school system and action.  
We need a high school program with proper educational systems--proper student guidance--proper programs--more community participation in the planning of future needs for our children's educations--this is the #1 issue that should take priority over every other issue or idea in this tort--Our children are our most important product.

## II. THE PRESENT SITUATION

Studies - Reports of two extensive studies of the Inter-Lakes High School have become available within the last several months. A third is statewide in scope. They are invaluable in content and most timely in issue and have been used as background throughout this Education Report:

"Report of the Visiting Committee", Inter-Lakes High School Evaluation Commission on Public Schools, New England Association of Schools and Colleges, April 1980.

"Study of Renovation, Conversion and Expansion, Inter-Lakes High School", Dr. Kenneth W. Humphries, Educational Consultant, August 1980.

"Public School Taxes and You", Center for Educational Field Services,  
University of New Hampshire, Morrill Hall, Durham, N.H.

### Enrollment

Sandwich belongs to the Inter-Lakes School District. The town, thru the District, supports its own school, grades K thru 6, but sends its Junior and Senior High School students to the Regional School in Meredith.

The schools making up the Inter-Lakes District are:

	<u>School</u>	<u>Grades</u>
Meredith	Lang Street	K and 1
	I-L Elementary	2 - 6
	I-L High	7 - 12
Sandwich	Sandwich Central	K - 6
Centre Harbor	None	None

Student enrollment in the District, 1970-71 through 1980-81, as of September 3, 1980, and student projections 1981-82 through 1983-84 and partial 1984-90 are presented in the chart below. Based on enrollment compared to projections for the past two years in the chart, the administration believes the projections are somewhat high.

Apart from the projections beyond 1981-82, all grades show a consistent increase from the 1971-72 figures until the last three to four years. In these later years, there has been an apparently significant drop in enrollment in all grades. Total enrollment for the District peaked in 78-79 with 1,183. K-6 also reached a maximum in the same year, but 9-12 had topped out the previous year, 77-78.

In the face of this change--or is it a trend--projection for future planning becomes particularly difficult. The figures in the chart attached are to be taken with considerable reservation.

At present, nothing indicates any significant transfer in or out of students between private schools and the public system.

TABLE VII-20

ENROLLMENT BY YEAR AND GRADE  
INTER-LAKES SCHOOL DISTRICT  
 1970-1980, Projections 1981-1990

Year	K	Elem.		1970-1980, Projections 1981-1990											
		Spec.	Ed.	1	2	3	4	5	6	7	8	9	10	11	12
1971-72				96	90	48	95	74	86	72	77	79	82	71	68
1972-73				97	83	87	55	94	85	83	82	85	80	81	71
1973-74				85	87	91	96	59	96	87	93	87	78	74	75
1974-75	86	6		78	68	84	88	89	61	101	90	94	88	78	65
1975-76	84	19		85	65	68	85	88	95	67	102	88	90	87	62
1976-77	97	5		107	84	68	73	83	90	99	69	100	87	83	80
1977-78	67	37		107	93	91	76	80	85	99	102	77	103	82	79
1978-79	78	15		79	111	94	99	88	87	99	102	99	72	88	72
1979-80	74	29		83	72	104	94	99	81	85	85	97	88	58	77
1980-81				91	84	76	103	101	95	86	86	85	87	79	52
1981-82				34	55	93	81	132	114	98	86	83	81	81	72
1982-83				55	30	57	100	83	140	101	106	82	79	73	78
1983-84				68	48	31	62	103	88	116	101	103	79	73	66
1984-85										81	116	98	99	73	66
1985-86										88	81	113	94	92	66
1986-87										84	88	79	108	87	84
1987-88										70	84	85	76	100	79
1988-89										70	70	81	82	71	91
1989-90										70	70	68	78	76	65

TABLE VII-21

Enrollments by Year and Grade Groupings  
Inter-Lakes School District, 1971-80 and Projections, 1981-1990

<u>Year</u>	<u>K-6</u>	<u>7-8</u>	<u>9-12</u>	<u>7-12</u>	<u>Total K-12</u>
1971-72	489	149	300	449	938
1972-73	501	165	317	482	983
1973-74	514	180	314	494	1008
1974-75	560	191	325	516	1076
1975-76	589	169	327	496	1085
1976-77	607	168	350	518	1125
1977-78	636	201	341	542	1178
1978-79	651	201	331	532	1183
1979-80	636	170	320	490	1126
1980-81	550	172	303	475	1025
1981-82	509	184	317	501	1010
1982-83	465	207	312	519	984
1983-84	400	217	321	538	938
1984-85		197	336	533	
1985-86		169	365	534	
1986-87		172	358	530	
1987-88		154	340	494	
1988-89		140	325	465	
1989-90		140	287	427	

- Notes: 1. 1974-1980 figures include the group, "Elementary Special Education", as well as "Kindergarten".
2. 1971-74 and 1980-1990 do not include "Kindergarten" or "Elementary Special Education".
3. 1984-90 include only the Junior and Senior High School years (7-12).
4. This chart is a composite of several sources: Interviews and correspondence with I-LSD officials. Personal research of enrollment records of I-LSD. There is variation among these sources as to exact figures, but those shown in this chart seem to be the best attainable. However, a much greater variation exists in the projections for the next decade.

Enrollment of Sandwich students in the Inter-Lakes Districts, based on A.D.M. (Average Daily Matriculation), except for 1980-81 actual enrollment, (A.D.M. at year end will show a reduction in number).

TABLE VII-22

Enrollment of Sandwich Students,  
Inter-Lakes School District, 1975-76 to 1980-81

<u>Year</u>	<u>K-6</u>	<u>7-12</u>	<u>Total</u>
75-76	69	69	138
76-77	61	65	126
77-78	62	64	126
78-79	77	62	139
79-80	61	66	127
80-81	65	57	122

The K-6 grade figures include all children in attendance at the Sandwich Central School. A few children from Centre Harbor and other towns have attended the Sandwich Elementary School. The figures include those children.

The Sandwich Central School enrollment for the past 10 years is close to the levels of the late 70's.

The drop in Sandwich students at Inter-Lakes grades 7-12 reflects the interest in sending students to private school. The Master Plan survey shows that 28% of the Sandwich students in 9-12 grade levels do not attend Inter-Lakes High School. A followup question on future plans for parents entering their children in private school in the future indicated that 13% plan to do so when the children are between 12 and 15 years old.

A sample breakdown for the year 79-80 shows a slight preponderance of girls over boys in K-6, but the reverse in 7-12:

TABLE VII-23

Enrollment of Sandwich Students by Grade and Sex, 1979-80

	K	1	2	3	4	5	6	7	8	9	10	11	12	Total
Boys	6	5	2	6	3	7	3	7	5	8	6	3	2	63
Girls	2	8	5	7	7	6	7	3	9	4	4	4	3	69

Grand Total 132

	<u>K-6</u>	<u>7-12</u>	<u>Total</u>
Boys	32	31	63
Girls	<u>42</u>	<u>27</u>	<u>69</u>
	74	58	132

Note: This total is higher than the corresponding year in the enrollment table above. The difference lies in the base of the previous table being the A.D.M.

No records are available of enrollment with career intent. Therefore, Sandwich students are not listed in the Inter-Lakes High School in courses set in a specific educational direction. There is no adequate program that directs students to select courses of study that lead to college or other education goals. However, the School Board and the Administration have addressed this situation and are in the process of developing specific programs of study in which students will select courses for college, vocational, business or other educational directions. The present guidance and counselling service appears to be used to meet individual learning and personal problems and not to advise on the content and direction of study. This duty is assumed by the Administration and the faculty.

## Curriculum

The Administration and School Board believes that the present course offering at the Senior High School is too extensive, for the present facility and school population. Small classes of 4 to 10 students contribute to scheduling problems with classrooms now available. Plans to reduce course offerings are currently under study by the Administration and School Board.\* The 1980 Inter-Lakes High School consultant's report addresses this problem in detail.

In view of the present interest in a return to balance in the curriculum, it is surprising that only one comment in the Sandwich Survey brought out this issue.

It does not seem to have sufficient weight based on numbers to have special emphasis, yet it is a nationwide problem. Accordingly, curriculum combination and curriculum revision now in the planning stage are proceeding in this direction.

TABLE VII-24

### Building Capacities and Enrollments Inter-Lakes School District, 1980-81

<u>Building Capacity</u>		<u>1980</u>	<u>1980-81</u>
	<u>Capacity**</u>	<u>Enrollment</u>	<u>Sandwich</u>
			<u>Enrollment</u>
Elementary School			
Sandwich Central	100	65	65
I-L Elementary	385	365	
Lang Street	190	196	
I-L Jr., Sr. High School	<u>459</u>	<u>475</u>	<u>57</u>
Totals	1,134	1,101	122

\*Capacity of elementary schools is based on 25 students per classroom except for 20 students per classroom for Kindergarten. The High School capacity is based upon State minimum space requirements per student.

The elementary school buildings are capable of handling additional students. The High School is over State minimum capacity. The projections for the next three years indicate the High School will continue to have more than capacity enrollment through the mid-1980's.

## Manpower

The present ratio of students to teachers is 21:1 at the elementary level and 13:1 at the Inter-Lakes High School. The State of New Hampshire is currently averaging a 17.5:1 student-teacher ratio in high schools of 400-600 students. (The State does not maintain figures for the K-6 grades).

The average salary paid academic personnel in the Inter-Lakes District in 1979-80 was \$11,359 dollars. This compares with a N.H. State average of \$12,387 dollars yearly for the year 1979-80.

\*Many changes have been made recently in this direction.

In the Sandwich Central School (K-8) and only the three full-time teachers, that the three full-time teachers have two classes each and a half-time colleague teaches the Kindergarten. To a slight degree, this affects the average.

Exactly what factor salary levels at Inter-Lakes play is difficult to judge. At Inter-Lakes amounts--and even at the N.H. average--most teachers find it necessary to secure a second income. Such jobs are not always easy to obtain in moving into the Inter-Lakes area. Real competition, however, comes within communities to the south, especially in the Boston area. A teacher averaging \$9,000 at Inter-Lakes would receive \$15,000 in Boston. Cost of living increases in Boston do not constitute the whole difference.

Salary appears not to be the final determining factor for many teachers--either in deciding to come to Inter-Lakes or to stay here. The lifestyle possible in the area has a major value for those who wish to follow a career in such a place, though less so, of course, for the transient teacher on his way to other positions.

At the moment, Inter-Lakes has no shortage of applications from teachers wishing to come here, except for certain specialties.

#### Transportation

Bus time for Sandwich students varies between elementary and high schools. The earliest pickup is at 6:30 A.M. The High School classes begin at 8:10 A.M. and the elementary starts at 8:30 A.M. Some high school students change busses en route. Some high school students leave home one hour and 40 minutes before school starts and some elementary students leave home two hours before school starts. In many cases, the time is doubled on the return trip in the afternoon.

The late Sandwich bus leaves at 6:00 P.M. and arrives in Center Sandwich at 6:30 P.M. An extra bus has been added recently to relieve the Sandwich Elementary student problem. The full effect of this extra service is not known at this time, but it seems to have improved the transportation considerably.

The cost of the School Bus service in 1979-80 was 89¢ per mile. The total budget for the year was \$125,000 dollars with a total mileage of 140,000. This compares to a cost in 1978-79 of 81¢ per mile. The 1980-81 budget carries a figure of \$142,000 dollars for busing. With approximately 140,000 miles again expected, the projected cost per mile for the coming year is 81¢.

#### Handicapped Programs

The Inter-Lakes School District will conform to State and Federal regulations in respect to the handicapped during the current school year. The following table shows the number of handicapped in the District in the last four years:

1980-81	=	38
1979-80	=	42 (5 from outside I-LSD)
1978-79	=	27
1977-78	=	23

During 1980-81 handicapped children are going to the following schools:

Sandwich Central	4
Lang Street	4
I-L Elementary	11
I-L High School	17
Other	<u>2</u>
	38

Space problems and specific accommodations for the handicapped are critical in the high school. The situation is better for the elementary students.

Only Lang Street School has had handicap facilities brought up to the required level. This was done when the building was renovated in 1978 as a part of the overall project.

The other buildings are covered by the "Grandfather Clause" until such time as regulations are made. At that time the physical changes to accommodate the handicapped would have to be made.

The State of New Hampshire laws and regulations identify 17 categories of handicap, including emotional, functional and physical disabilities.

The I-LSP carries a budget item of 15,000 dollars for the handicapped.

There is no District program in adult education in effect. The High School facilities, especially the assembly halls, are used frequently by community groups. Most of these are non-profit organizations, but a few are clearly commercial. An effort is being made to restrict these and to increase the availability of the school facilities to community organizations.

In Sandwich, the Central School auditorium is often used by community groups. This use could be increased. The resources of the Sandwich Elementary Program of Recreation have been augmented by funds from the Quimby Trustees.

### Scholarships

Such funds available to Sandwich students were furnished in 1979-80 largely by:

Sandwich Town Club  
Quimby Trustees  
Women's Club  
Moultonborough Lion's Club

### Sandwich and the Inter-Lakes District

Sandwich joined the Inter-Lakes School District in 1963. Sandwich support of the District is governed by a formula approved upon joining the District. The cost is based upon two factors, the number of Sandwich students attending the District (average daily attendance) and the town's equalized valuation. Each factor represents 50 percent of the formula. Efforts were made to change the formula in 1979, but were unsuccessful. Two efforts by Sandwich to withdraw from the District in 1978 and 1979 were unsuccessful, primarily due to the lack of an alternative school facility to accommodate grades 7 through 12.

## District Plans

A Building Program designed to solve high school space needs is expected to be presented at the March 1981 Annual District Meeting. The consultant's report estimates \$1,600,000. An architect has drawn final plans for renovation and expansion of the high school and public meetings are presently being held. At the Inter-Lakes School District meeting in Meredith on March 17, 1981, this bond issue was approved.

### III. Critical Comment

The Town of Sandwich population has increased 34% over 1970 according to the 1980 U.S. Census. The town's student population attending Inter-Lakes High School has decreased 17% during the last five years. The Sandwich student population decrease, coupled with the total decrease within the District since 1978-79, indicates that the Sandwich Elementary School has adequate space. However, the Jr-Sr. High School situation is overcrowded according to State standards and appears to be so for at least three years, seriously jeopardizing the school's accreditation.

The crowded situation, while a critical matter, must not be used as the sole reason for any proposed expansion. The dollars involved and the time required to execute and pay for building require that all factors be weighed before any building is approved. Sandwich's program, due to the laws affecting the costs of withdrawal from a School District, will have to bear its share of any building.

The curriculum situation needs positive correction in two areas. First, there is a definite need to eliminate many courses that are not needed to conform to an academic direction such as college and/or vocational studies. This effort should free up classrooms currently used for minimum and small sized classes.

Secondly, there is a need for curriculum coordination from elementary through Junior-Senior High School. Particular attention must be given to English and Mathematics.

The manpower situation at the High School should be reviewed in connection with the curriculum. While a 13:1 ratio provides a highly favorable student-teacher learning relationship, it adds to cost. Attention must be given to encourage the needed personnel to remain during the analysis.

The student transportation within Sandwich requires needed review with time consumed from pickup to start of school as the target for charge. A target of a maximum of one hour for elementary students and one hour and twenty minutes for Junior-Senior High School each way from home to start of school should be costed out. The present elapsed time situation should also be analyzed to determine how many students now spend more than the time targets outlined above.

At the time of this writing, the effect of the bus just added to the Sandwich run has not been fully evaluated. A thorough study of the entire busing situation remains a valid procedure.

District effort for vocational or recreational adult education should be pursued. A program at the high school is believed to be the target.

There is still a need in Sandwich for student recreation programs after school for elementary and high school students from September through June, although much has been accomplished recently through private and town donations and volunteer leadership by town residents interested in youth activities.

The increased affect of inflation on the cost of education beyond a high school emphasized the need for more community effort in support of scholarship funding.

The evaluation of the Junior-Senior High School requires follow-up. Periodic progress should be presented to the public.

The building plans for the Inter-Lakes High School should not be approved unless and until the curriculum problem is resolved. This is especially important for Sandwich. Should a major building program be approved, it will have the effect of locking Sandwich into the Inter-Lakes District, due to the laws affecting the costs of withdrawal.

#### IV. The Plan

Below is a Plan given as a list of priorities with a time schedule suggested:

##### Priorities

1. Make known to the Inter-Lakes School District the public interest in continued effective efforts to improve discipline in general and specifically to control drug and alcohol abuse within one year.
2. Promote continuing studies involving administration, faculty and community concerning content of curriculum and making a report of progress within current school year.
3. Improve reliability and time efficiency of school bus system for benefit of Sandwich children within one year.
4. Improve Sandwich payment-formula contract with Inter-Lakes, but explore further the possibility of joining another school system within two years.
5. Improve reliance of vocational training to the needs of the area within two years.
6. Improve facilities for the handicapped within two years.
7. Develop a coordinated continuing adult education programs within three years.

In no way is this listing meant to be a rigid schedule, but merely one that is practical and possible. The individual items may be accomplished in a totally different order or time--and succeed.

#### V. Budget

As in all town expenses, we are facing an unknown rate of inflation in the next decade. Unfortunately, this seems to apply to all expenditures involved in the town's responsibilities in education. And these costs include two of the most expensive of all budget items--personnel and building. In fact, it is the largest single element of the total Town Budget.

Two studies of the Inter-Lakes High School this year have recommended increases in both personnel and building--both as essential to meet outstanding deficiencies. It is likely, therefore, that the personnel budget will increase by something more than the inflation factor. A figure of \$1,600,000 dollars has been placed on the recommended renovations and construction. To some degree this will probably be reduced. The Inter-Lakes School District approved this bond issue at a meeting in Meredith on March 17, 1981.

Apart from these particular demands, the best idea of the future budgets may be gained from the budgets of the past decade.

TABLE VII-25

Town Appropriations for Education by Year, 1970-80

Year	Dollars		Per Capita	
	Actual	In 1970 \$	Actual	In 1970 \$
1970	\$167,406	167,406	\$251.36	251.36
1971	176,737		258.76	
1972	201,631		288.04	
1973	201,650		269.95	
1974	222,711		278.04	
1975	229,637		282.80	
1976	290,375		359.38	
1977	300,555		323.18	
1978	306,047		311.02	
1979	354,110		368.86	
1980	376,236	176,078*	420.38	196.74*

\*Factor = 0.468

As is abundantly clear, the town gives almost the total support of education of Sandwich students, K through 12. Some Sandwich parents choose to pay from their own funds for private schools. These are relatively few at present. Adult education and teaching of the handicapped in most instances operate with State or Federal funds.

The State Constitution rests the responsibility for education upon the State Legislature and the legislators have laid down specific policies and principles to indicate the type of education they desire for the State. However, the Legislature has placed the burden of financial support of the program upon the local communities. The cities and towns thus are in the position of paying for essentially a State mandated program. Extensions beyond this depend largely upon the resources of the individual town. Even State aid funds, designed to equalize to some extent education opportunities, rarely go beyond the basic mandated program. Federal funds, which make up 35 percent of the total State budget (1976) are largely categorized. The funding of education within each town or city in New Hampshire is a complex matter.

The property tax is the main stay of the town support of public education. It is a traditional tax and is rooted deeply in New England's English heritage. By intention, the property tax places the burden of support of community services upon those able to pay in accordance with the degree of their wealth. Unfortunately, as the region has grown--New Hampshire particularly--equability has steadily diminished.

In part, this is due to the high cost of even a minimum education program. A town with a low property valuation must assess its citizens at a much higher rate to meet the costs of its schools. Paradoxically, the property wealthy towns enjoy a relatively low tax rate - and in this fact alone attract other personal and commercial wealth, only to widen the gap even more. The following table shows this:

TABLE VII-26

Municipal Appropriations for Education  
Wealthy and Poor Towns in New Hampshire

	Equalized District Property Wealth Per Pupil	Property Tax Rate Per \$1000 of Equalized Valuation	Town Spending Per Pupil (Property Wealth x Tax Rate)
<u>1974</u>			
(a) Wealthiest 1/6 of towns	\$104,369	\$12.91	\$1,347
(b) Poorest 1/6 of towns	28,074	26.92	755

From "Public School Taxes and You".

Even the lower tax rate of the property-wealthy towns raises a much larger gross amount which in turn provides better schools and programs.

It is true that legislation requires the State to help needy school districts to the extent that a basic program is supported. But the minimum is necessarily below the desirable and certainly well below the optimum. In the end, the State support depends upon the appropriations passed by the legislature. These have been chronically underfunded. Despite Federal and State aid, elementary and high school education remains essentially a local tax burden.\* Although there are other tax methods by which school budgets could be met, it seems unlikely that any basic change will be made soon.

Sandwich, Meredith and Centre Harbor form the Inter-Lakes School District. The three are compared in the following table:

\*The vocational technical program is the exception to this rule. A \$4,000,000 addition to the Laconia V-T faculty is funded by the State with a portion of the student cost and transportation contributed by the district.

TABLE VII-27

Municipal Taxes and Appropriations for Education,  
Sandwich, Meredith, Centre Harbor, 1978

	1977-78	1977-78	1978	1978	1979-80
	Equalized Valuation Per Pupil	Pupils in Residence	School Tax Per \$1000 Equalized	Local School Revenue Per Pupil	Foundation Funding Per Pupil
Inter-Lakes Coop					
Centre Harbor	221,149	140	8.45	\$1,624	0
Meredith	167,937	833	10.11	1,382	0
Sandwich	401,491	126	6.93	2,394	0
Coop	201,573	1,099	9.11	1,529	0

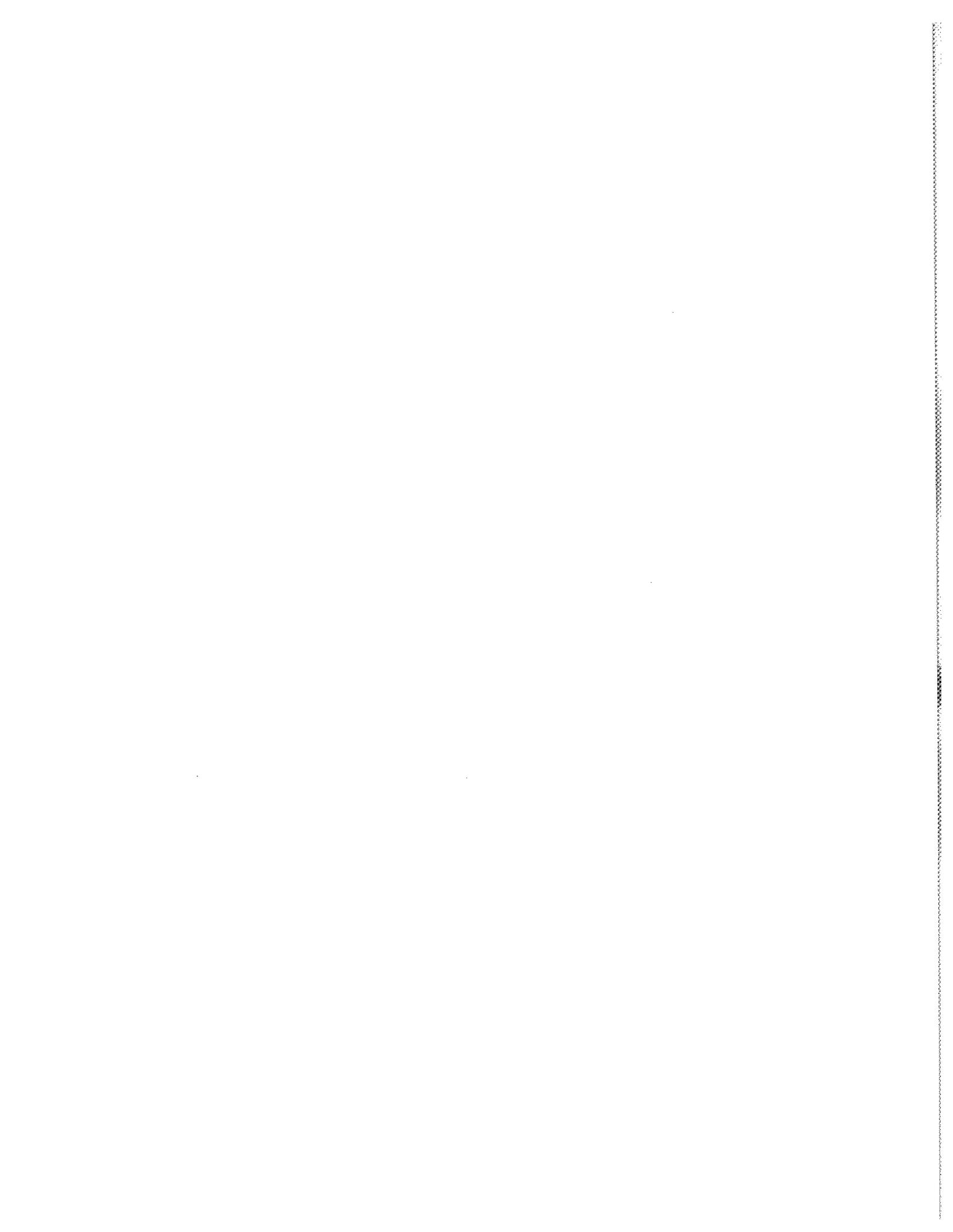
From "Is It Fair to You?", Center for Educational Field Services.

Clearly, Sandwich would be classified among the property-wealthy towns. It sends a relatively few students to Inter-Lakes High School. These two factors raise the cost per student for Sandwich well above both Meredith and Centre Harbor. However, in relation to the total valuation of the town, the school tax rate is the lowest of the District.

Throughout the years, considerable dissatisfaction has arisen over the terms of the payment formula and within the last few years three separate committees have studied the possibilities of other arrangements. Two principal actions could be taken: change the formula or withdraw from the COOP. The first action requires agreement by the entire district and the second involves approval by the State Department of Education and a vote by the members of the COOP. Additionally, leaving the COOP would require Sandwich to continue its share of the capital expenses of the ILSD, plus compensation for 5 percent State aid. It would require also an alternate school for its students.

Up to the present, no attempt to write a substantially different formula has succeeded. The question of withdrawal from the COOP was never resolved; no satisfactory alternative school was ever found. Unofficial approaches were made two years ago to Moultonboro to join them in their new high school, but they were not ready for a combined venture.

Meanwhile, under new direction the Inter-Lakes High School has improved. Many Sandwich parents for some time have been unhappy with the school environment and curriculum. Discipline is now better and recent efforts by faculty and administration look to a distinct change in teaching.



## WELFARE

### Summary

The Goal of the Welfare services for Sandwich is:

To provide the necessities of living to more Sandwich residents unable to do so for themselves, and, in a broader sense, to provide certain amenities for all residents as part of Sandwich community life.

### The Present Situation Shows

A town interested in remaining essentially as it is, a rural agricultural/residential community with only a very modest increase in population predicted for the next 20 years--but a population that is growing faster in the age group of 65 and over and losing in those under 20.

That traditional welfare assistance is not a large problem, that there have been sufficient funds to meet this type of assistance. Basically, welfare needs are met through State welfare programs supplemented by the town.

But that the increasing complexity of modern community living is requiring a greater depth and variety of services than can be supplied within the town--yet the Sandwich requirement still remains low.

That in many of these services, Sandwich residents can presently be served by county (Carroll and Belknap), State and Federal agencies.

That related problems beyond basic needs requiring solution largely within the town are transportation, housing and employment, many of which are particularly concerned with the elderly and the mid to low income groups.

That recreation, especially for the youth and the elderly of the town, is more and more being considered a town service.

Finally, that the Welfare requirements of Sandwich are greatly alleviated by the totally informal traditional help of relatives, friends and neighbors--an assistance that must not be disrupted by any "official" plan.

Accordingly, the Plan for future welfare activity within Sandwich proposes the following:

1. Review and continue the individualized program of financial assistance to those needing basic help, under the Selectmen, year by year and suggest that special effort be made to bring these financial assistance programs to the attention of Sandwich residents.
2. Through representation on pertinent committees, explore mass transit options, within one year.
3. Explore, in cooperation with the newly formed Sandwich Senior Housing Committee, the feasibility of Retirement Housing in Sandwich, within one year and of low-income housing, within two years.

4. Explore the feasibility of employment in varying ways of the talents and experience of retired persons (such as craft work, part-time teaching and day care) living in Sandwich, with or without payment, for the benefit of Sandwich and the surrounding area, within two years.
5. Request that the Selectmen appoint a committee to study the development of a year-round community-sponsored recreational and cultural program for Sandwich, especially for the youth and the elderly within two years.
6. Develop cooperative support with health practitioners and authorities and the Police Department to control the problems of drug, alcohol and sexual abuse within two years.
7. Establish an office for the elderly to coordinate and make known existing services for the senior citizens and to serve as a center for development of such services.

I. GOAL

"To provide the necessities of living to those Sandwich residents unable to do so for themselves and, in a broader sense, to provide certain amenities for all residents as part of Sandwich community life."

II. THE PRESENT SITUATION

Survey

In the light of this broad definition of welfare, the statistical results and the comments of almost the entire Survey are pertinent to a discussion of the welfare situation in Sandwich. Some, however, are worth emphasizing.

First, only three heads of household are listed as on "welfare", though a total of nine persons in all are placed in this group. (In 1978, 3.9% of families in Sandwich were below the poverty level -- about 8).

Ninety percent (90%) of Sandwich residents responding to the Survey own their own homes.

No one was listed as "Unemployed". The largest "occupation" is "Retirement" (32%). This is followed by "Construction Work" (19%) and "Professional" (10%). One-third work on a part-time basis. Fifty-four percent (54%) work in Sandwich.

In the following services

- Elderly Housing
- Recreational Facilities
- Alcohol/Drug Abuse Programs
- Family Planning
- Mental Health
- Nursing Service
- Vocational Counseling
- Companionship Programs
- Financial Assistance for
  - Heating/Fuel
  - Housing
  - Medical Expenses
  - Food
  - Taxes
  - Legal Expenses

only two, Recreational Facilities and Nursing Service, were given a significant favorable majority--in fact, any majority at all. Sandwich was willing to support the same two by taxes by a wide majority and weakly so for Elderly Housing and Mental Health. While a clear negative was given to the entire list of Financial Assistance, all but Legal Expenses were, Sandwich felt, better supported by taxes than by private contributions--but only by narrow margins. In all categories, there were significant numbers who expressed no preference.

Nevertheless, there is a good community spirit in Sandwich and an obvious desire to have Sandwich remain about as it is--an essentially rural, residential and agricultural town stressing the natural beauty of its environment and finding in its people a rather unusual combination of early residents and later arrivals, many of whom came first for the summer and then chose to stay permanently year-round.

### Basic Needs and Services

For members a Food COOP provides most staples and some "luxury" items at generally favorable prices.

A fuel assistance program is available to Sandwich residents who qualify through the Community Action Program, as well as emergency assistance and weatherization of homes.

Thrift shop sales periodically are held in town.

Financial assistance comes largely from the annual town appropriation by the Town Meeting and is dispersed by the Selectmen on an individual application basis. It is used in the traditional care of the Town Poor and Old Age Assistance. \$5,000 dollars is carried in the current budget for this purpose. \$4,583 were spent in 1979.

In all aspects of welfare needs, there is strong support by informal, unorganized volunteer service given by neighbors and friends. Church sponsored support is also high.

Sandwich residents are eligible too for assistance from County, State and Federal Sources.

Public welfare, other than the town appropriated funds mentioned above, comes to our residents from the North Conway District Office of the New Hampshire Welfare Division. Although the N.H. Welfare Division also has a district office in Laconia, Sandwich residents are officially in Carroll County and must report to North Conway and be served from there.

The only Family Service type organization in our area of both Carroll and Belknap Counties is the Lakes Region Family Services located in Laconia. They have recently opened an office in Meredith for counseling and a mother-support group and for battered wife, abused spouse and child counseling services.

The Child and Family Services of Concord and Manchester also extend help, but largely in the area of adoption.

A peculiar aspect of being a "border town" of Carroll County is that while our children attend school in Belknap County (Meredith) and are therefore served by Lakes Region facilities for testing and mental health, they are Carroll County residents and their parents are served by Carroll County facilities. Hence, choice exists as to whether Carroll County Mental Health or Lakes Region Mental Health will serve them.

Day Care Centers are still available in other towns under County, State and Town funding, but the State contribution has been reduced, increasing the cost to the individual, in some cases, beyond ability to pay and, therefore, eliminating the service for many families, especially those with two parents working. The Food Stamp Program under Federal Title XX funds has been eliminated. CAP energy supplements for fuel and home energy improvements continues.

Counseling is not formally existent; however, schools and the clergy address this locally, while other programs are held in neighboring towns.

The Carroll County Home is available to Sandwich residents for nursing home care--as are other private institutions. The Veteran's Administration Unit in Franklin is open to Veterans for similar care.

Trust Funds are handled by Sandwich Trustees of Trust Funds. Most have to do with cemetery maintenance, but a few provide financial aid to children for health care. \$1,651.00 was paid out in 1979 (with more available). Other trusts provide for children with educational needs. \$1,454.00 was paid out in 1979 in this category.

The basic needs and specific requirements of the elderly as individuals and as a group keep appearing throughout many aspects of human services. Financial, health, food, recreational, fuel, social, transportation, housing, legal -- all these may be problem areas for this age group. Often remedies cannot be found in routine services. Often, too, the answers lie as much in the lack of information about available services. Sandwich has no specific office or agency or committee to which the elderly can phone for help.

### Transportation

There is no public transportation available in Sandwich. Those without autos of their own must rely on neighbors and friends. Often arrangements can be made for a fee to be driven locally. The nearest scheduled public buses stop in Meredith, Moultonborough, Centre Harbor, Laconia, Conway and Ossipee. No special services are provided for the elderly or the handicapped. As the number of elderly persons in Sandwich increases, the number of those unable to drive will also increase.

Road service is adequately handled. Roads to all inhabitants are kept open in the winter with State roads in town having priority. In the Survey a large majority graded road maintenance as "Good" or "Excellent".

The Community Action Program is planning to bring North Country Transit System down into the county. (See Carroll County 1980 Comprehensive Regional Human Services Plan.) Recent funding cuts have eliminated the Carroll County Human Services Coordinating Council which prepared this plan. The Lakes Region Planning Commission has been developing plans for a system called CART-- Cooperative Action for Regional Transit. The Commission is looking for Federal funding to start the project. Its purpose is to provide transportation to the outlying areas. They have suggested service once a week in 12-15 passenger mini-buses at a cost of \$5.00 to \$6.00 per person. No town funds are being sought at this time. The LRPC wishes and expects this service to come as closely as possible to being self-supporting. In a sense, they would be a Transportation Brokerage. The service, as planned, would go to Wolfeboro or Laconia, with in-city shuttles to get people around on arrival to the bus terminal.

### Housing

Ninety percent (90%) of Sandwich people own their homes with only 9 percent renting. Single-family housing accounts for 99 percent of all housing in Sandwich. Single family units are clearly favored in any new construction. A majority (64%) favor the construction of retirement housing in town and 36%) of all respondents favor the addition of some form of low-income housing to Sandwich's housing supply. Most people responding to the survey feel that the present rate of growth of the town is preferable.

The survey further reports in the analysis, "Summary of the Sandwich Community Survey Results", "Respondents were asked what type of fuel is used to supply energy for space heating, cooking, hot water, and supplemental heat in their homes. It is interesting to note that wood is cited by 44 percent of respondents as their primary heating source, while oil is the second most prevalent heating fuel (used by 40 percent of respondents as a primary source of heat). Most people have electric stoves (47%), while a smaller percent use bottled gas (39%), wood (10%), kerosene (2%) and oil (2%) for cooking. Over half (51%) of respondents have electric hot water heaters.

"Solar energy is used by several households as a source of heat. Eight respondents indicate that the sun provides their hot water, four persons indicated that their primary space heat system is solar, and thirteen respondents said that the sun provides supplemental heat for their homes."

A certain amount of wood cut on town property is made available to residents who will pick it up. Otherwise, wood is obtained from private wood lots or by purchase.

### Employment

Self-employment is high; 32% of those responding to the survey question indicated that they were retired, 19% said they worked in the construction field, and 10% listed themselves as "Professionals". Thirty-four percent (34%) of those who gave their occupation said they worked part-time only. Fifty-two percent (52%) of the employed residents of Sandwich work within the town and 70 or 47% work outside Sandwich in neighboring cities and towns. Four work out of State. Twelve survey respondents gave lack of employment opportunities as a disturbing situation in Sandwich.

CETA (Comprehensive Employment and Training Act) office is located in Ossipee for Carroll County residents. The offices of the Division of Employment Security are in Conway, Laconia, and Rochester.

There are several outlets in town--and others in nearby towns and throughout the State--for craft and art works made by Sandwich people: The Sandwich Home Industries and its affiliates (non-profit), The Tappan Shop (private), Surroundings (private) and the Sandwich Gallery (private) as well as private studios and workshops.

### Recreation

Residents of Sandwich enjoy a wide range of hobbies and recreational activities, as evidenced by the responses to question 15h. The ten most popular spare-time activities are (in descending order of popularity): gardening, reading, skiing, hiking, fishing, sports, swimming, music/art, hunting and arts and crafts.

Respondents to the survey generally felt that Sandwich's outdoor recreation opportunities are satisfactory; 71 percent of all respondents rated the town's outdoor recreation facilities as "good" or "excellent". A majority (59%) of survey respondents indicated that they would like to see a year-round recreation program. Many people (72%) indicated that they would like to see town-owned lands and buildings utilized more for recreation and activities. Support for the development of indoor recreation programs is more limited (64% of all survey respondents said they would not favor tax support for a community center).

Sandwich has a multitude of recreational organizations appealing to a wide variety of interests:

- Crafts groups in various kinds of handicrafts, enamelling, painting, rug making, needlework, basketry, jewelry, pottery, weaving, woodworking, lampshades,
- The Sandwich Players
- Choral Groups
- Boy and Girl Scouts
- Church related programs
- School related programs
- Library programs
- The Library itself
- The Town Club
- The Coliseum.

The varied interests and abilities of Sandwich residents themselves make for much informal recreational activities--music, talks, craft work, discussions and the old fashioned pleasures of conversation.

The Sandwich Fair may be considered in part at least a recreational event. Much dissatisfaction was expressed in the survey with the operation of the Fair, but there was much said in its favor, as well, particularly as a valuable get-together with friends seen only infrequently and as an agricultural exhibit. Curiously though, the Midway came in for much harsh criticism; it remains one of the best attended features of the Fair.

A few Trusts have been set up for such recreational activities as maintenance of the swimming areas.

### Town Services

The Town Beach and the Quimby Field programs during the summer are well patronized and apparently appreciated. The Red Cross Sandwich Chapter Water Safety Program is operated by a Chapter Committee in cooperation with the town; the members of the Water Safety Program act as lifeguards for the beach at Squam.

Specific services for the elderly, youth and the handicapped were rated in the survey as only fair at the best and generally poor.

Most of the respondents felt that the Police force is basically the right size, but suggested additional strength in the summer.

Insofar as other existing town services impinge upon welfare problems, they seem to be satisfactory.

### III. COMMENT

#### Basic Needs and Services

The traditional care of the Town Poor and Old Age Assistance are taken care of through Public Welfare with supplement by the Selectmen with the town's annual welfare appropriation. A greater problem may be the young couple raising a family hit by the increasing inflation who are able and willing to work hard but find that the ends still do not meet. As pointed out in the Carroll County 1980 Comprehensive Regional Human Services Plan, Yankee pride and independent spirit stops many from asking for help when it is needed. That there is a low use of food stamps may be due to lack of transportation. Emergency fuel help is available and needed. It must be emphasized that the high incidence of neighbor helping neighbor, personally or through a church program, meets these basic needs in most cases.

The two offices of the N.H. Welfare Division, being in North Conway and Laconia, are about equidistant from Sandwich and are, therefore, equally inaccessible to Sandwich people due to the distance and transportation problems. Carroll County residents commonly go to the Conway office. Both local and State funds could be used more efficiently if more accurate information of the needs of Sandwich residents was available.

Federal and State funds do provide a substantial part of the total welfare services--they help support well-accepted programs such as Food Stamps, Day Care Centers, Aid to Dependent Children, Mental Health Clinics. Clearly, any change in these funds would seriously disrupte the programs. Actually, Title XX funds were cut recently, causing a reduction of service. Fortunately, CAP energy funds for supplementary fuel assistance and home insulation and other energy-oriented improvements for the needy have not been cut. Most of the agencies available to Sandwich residents in Carroll County are supported by a combination of one or all of five sources of funds:

Town funds through Town Warrant  
County Funds  
State Funds  
Federal Funds--through appropriations to  
the State for transfer to the County.

Sandwich being near the border of Carroll County places its people in an unusual position. Because of distances involved Sandwich residents are often permitted to use facilities in Belknap County as well as Carroll. Whatever difficulties this may present to record-keeping, it is many times an advantage to our people.

Unfortunately, not all agencies in the County keep records of the distribution of their clients by town of residence. It appears though from knowledge of Sandwich needs that these numbers would be small:

Medicaid - 6  
AFDC - 3  
Food Stamps - 4  
N.H. Division of Welfare - 11

On the other hand, one family might use several agencies.

Drug/Alcohol/Sexual abuse are inter-related problems that require a community approach. Particularly among health, education, welfare, church and community workers, it is a continuing matter of concern in Sandwich. Much better than the 60's but no better than last year. If not the whole answer, at least a point of attack is an increased coordination of all professionals and volunteers interested in the matter. The tragedy of the situation is that lack of information and inability to get help are still obstructions to any programs in this area.

### Transportation

Lack of transportation limits accessibility of human services and employment opportunity for the elderly, the handicapped and low-and-fixed income residents.

Nevertheless, it would seem at present that although Sandwich experiences all these restrictions, lack of transportation represents more of an inconvenience than a need for the majority. Undoubtedly, this reflects the degree to which neighbors and friends help out with needed transportation. However, as gasoline becomes dearer and perhaps more scarce, private transportation can no longer be relied upon and public transportation will undoubtedly increase. Further study to anticipate this is indicated. However, to one group this lack of public transportation is much more than an inconvenience. Those on very low incomes find that lack of transportation often blocks their use of available support. Many of the essential social service offices are in North Conway, Ossipee, Laconia or Rochester. In most cases, Sandwich people can use any one of these offices, but timely transportation to any one of them is a major problem.

This brings up the question of population centers and how people are distributed throughout the town. As they are scattered around a rather large area, would it work to bring them to a central boarding area? The only real experience here would be the example of the School Bus connecting with mini buses bringing students from the periphery of town. It is possible that a volunteer service could in some way be combined with the scheduled buses.

Two endeavors at solution of the transportation problem are now in the field:

1. CAP Plan to bring North Country Transit System into the County.
2. LRPC Plan for CART.

These should all be supported, especially to direct attention to the still unsolved part of the problem--transportation from individual homes to town bus terminal. While everyone would benefit from such a service, the low income, the retired elderly and the handicapped would be particularly well served.

### Housing

It seems most likely that new single-family units will fulfill the future requirement for customary housing if Sandwich remains the type of community obviously desired in the survey.

Efforts, therefore, should be directed toward the feasibility studies of special housing for the elderly retirees and for appropriate low-income housing.

Certainly, these should be designed with energy saving in mind--separate homes and retirement and low-income housing. The two renewable sources of energy in the Sandwich area are wood and the sun. Of these, wood is the most presently available and probably less expensive of the two. Solar energy is perhaps ideal, especially for retirement and low-income housing. But its present initial cost for active solar heating installations is prohibitive in relation to the rest of the costs of the housing. The profitable amortization period is long for those on a fixed or low income. With further developments in technique and equipment, solar energy could be tapped, especially for larger retirement or low-income combined units. On the contrary, passive solar units can be incorporated into the basic design of the housing at little cost. These can also be profitably combined with wood heating.

Meanwhile, it seems more effective to develop ways of burning wood more efficiently--including making growing, cutting, splitting and collecting easier and lower in costs.

A newly formed Sandwich Senior Housing Committee has been active in securing further data on attitudes toward retirement housing. Its findings will merit full consideration.

### Employment

Expanding local or regional employment opportunities is not a priority, according to the survey. Fifty percent (50%) favor light industry development to provide new jobs for the area. Heavy industry was strongly opposed (over 91%). Agricultural and home businesses lead at 95% and 92% respectively as being suitable types of growth for Sandwich.

However, employment for the elderly and the handicapped, partly as a therapeutic measure is to be considered. Home craft work does face high technical standards if sale is to be made through the Sandwich Home Industries. The Industries, however, offers classes in a variety of craftworks at nominal cost under League-certified and other qualified teachers. There is a potential body of qualified instructors in the Sandwich area which might be available for a town program with aims that would not duplicate the Industries efforts. The development of a "golden age" shop might be an answer if overhead could be met. Part-time teaching and day care services are other possibilities for the elderly.

## Recreation

Outdoor recreation was rated as good to excellent by 71 percent in the survey. Fifty-nine percent (59%) would like to see a year-round recreation program. Many (72%) would like to see the town-owned buildings and lands utilized more for recreation and activities. A tax-supported community center for indoor recreation program availability was not supported well (64% opposed). Instead, renovation of the present Town Hall was favored two to one.

## Town Services

The survey gave a strong identification of the deficiency of the town services in the recreational field as lying in the lack of programs for the young and the elderly.

It is worth noting that the older one gets the more appreciative he becomes of the services the town offers to him in protecting his person and property through the Police and Fire Departments.

At this time it is expected that there will be significant cuts in Federal funding for human services. This may place an increased burden on local towns to provide necessary services.

## IV. PLAN

The list of priorities that follows represents the outline of a Plan for Welfare in its broad sense, based upon the observations of the present situation and the consideration of the needs arising out of them:

1. Review and continue the individualized program of financial assistance to those needing basic help, under the Selectmen, year by year and suggest that special efforts be made to bring these financial assistance programs to the attention of Sandwich residents.
2. Through representation on pertinent committees, explore mass transit options, within one year.
3. Explore, in cooperation with the newly formed Sandwich Senior Housing Committee, the feasibility of Retirement Housing in Sandwich, within one year, and of low-income housing, within two years.
4. Explore the feasibility of employment in varying ways of the talents and experience of retired persons (such as craft work, part-time teaching and day care) living in Sandwich, with or without payment, for the benefit of Sandwich and the surrounding area, within two years.
5. Request that the Selectmen appoint a committee to study the development of a year-round community-sponsored recreational and cultural program for Sandwich, especially for the youth and the elderly, within two years.
6. Develop cooperative support with health practitioners, school teachers and authorities and the Police Department to control the problems of drug, alcohol and sexual abuse, within two years.

7. Establish an office for the elderly to coordinate and make known existing services for the senior citizens and to serve as a center for development of such services.

This is not meant to be a rigid schedule, but merely one that appears practical and possible. The individual items may be accomplished in a totally different order or time--and succeed equally well.

Whatever plan may be followed, it should never be allowed to interfere with the remarkable degree of welfare assistance available within the community through relatives, neighbors and friends.

#### V. BUDGET

An effort was made to attach a cost figure to the various elements of the plan above, but it proved impractical. Too many unpredictable variables are in the picture. Perhaps more to the point is the acceptance of a valid course with implementation financed as possible.

Some further help may be gained from the figures for the past 10 years:

TABLE VII-28

#### Town Appropriations for Welfare/Recreation by Year, 1970-80

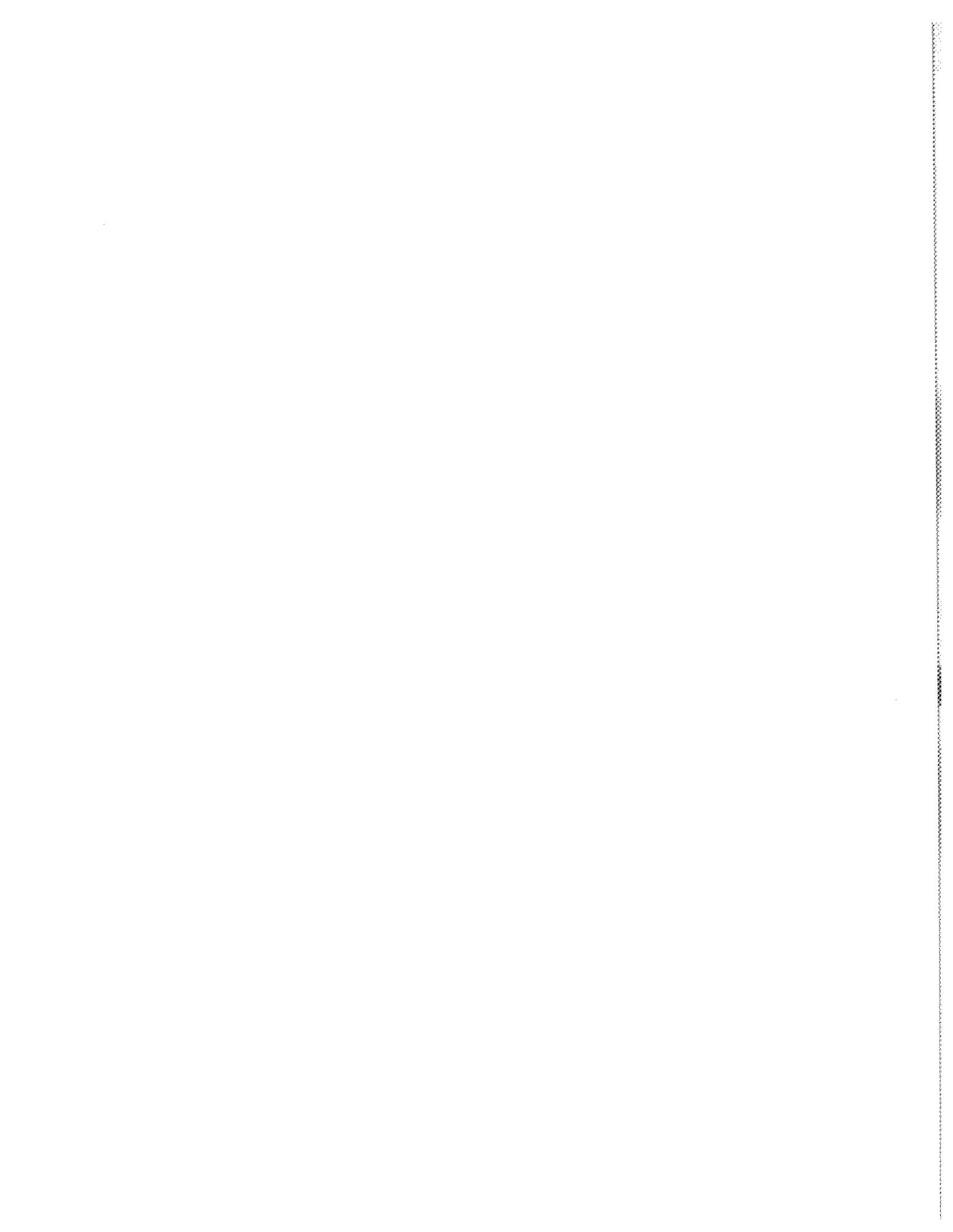
Year	Dollars		Per Capita	
	Actual	In 1970 \$	Actual	In 1970 \$
1970	\$6,000	\$6,000	9.01	9.01
1971	5,683		8.32	
1972	5,300		7.57	
1973	5,200		6.96	
1974	5,500		6.87	
1975	5,600		6.90	
1976	6,800		8.42	
1977	7,113		7.65	
1978	6,540		6.65	
1979	8,650		9.01	
1980	7,560	3,538*	8.45	3.96*

\*Factor = 0.468

These figures do not by any means represent the total expenditures in welfare within Sandwich. They are only those amounts budgeted from town funds. In addition to these town amounts, given under long tradition to the "needy poor" of a town, are State welfare payments and many local funds made available by voluntary groups and purely private resources.

Quite apart from actual cash support are the many free services provided by the County, State and Federally supported special service agencies.

In totally unestimated amounts, church people, relatives, friends and neighbors give unsung welfare services to those in need in Sandwich.



## HEALTH, EDUCATION AND WELFARE

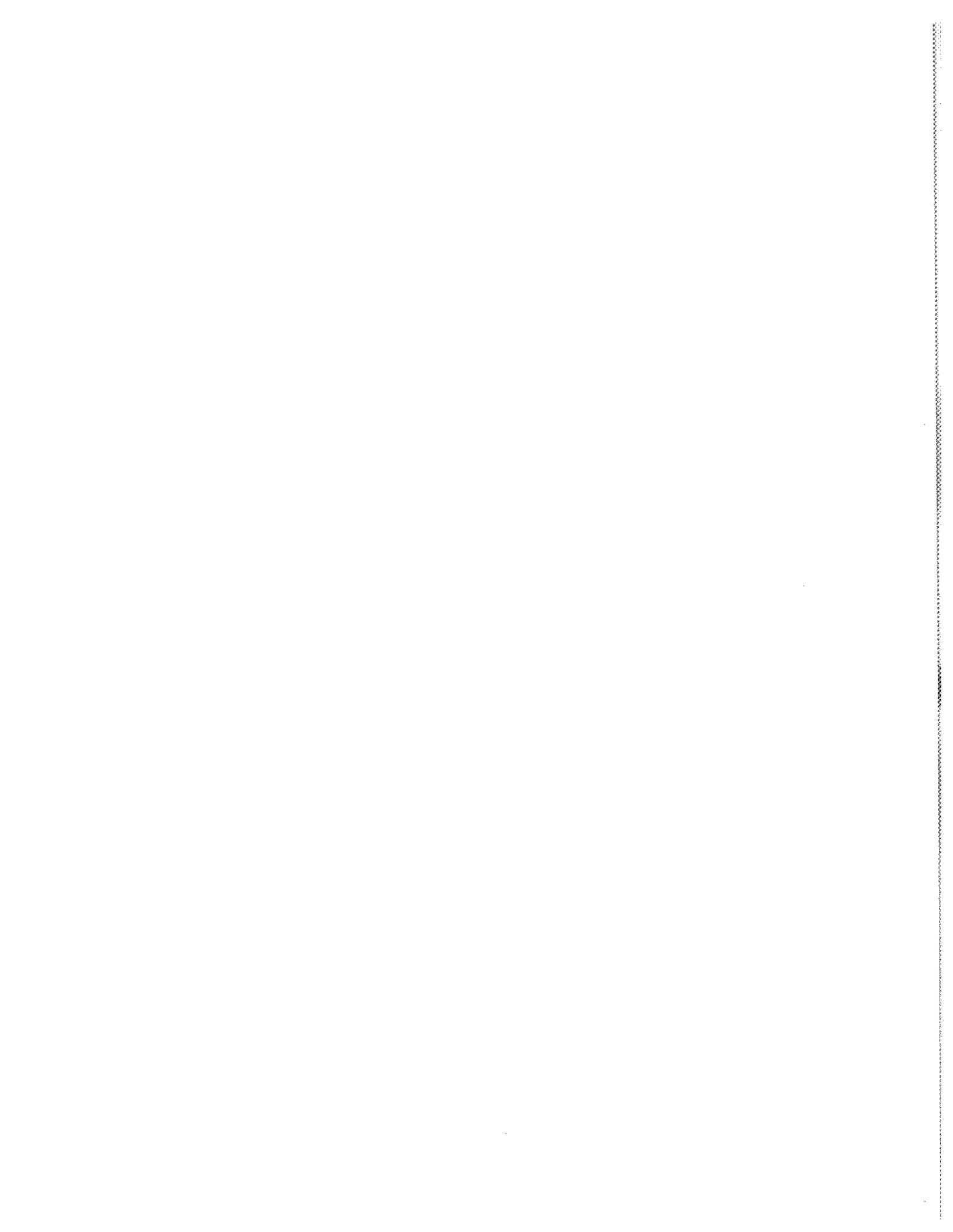
### Postscript

These plans are presented in the sure knowledge that they are of value only as they are made the basis for action.

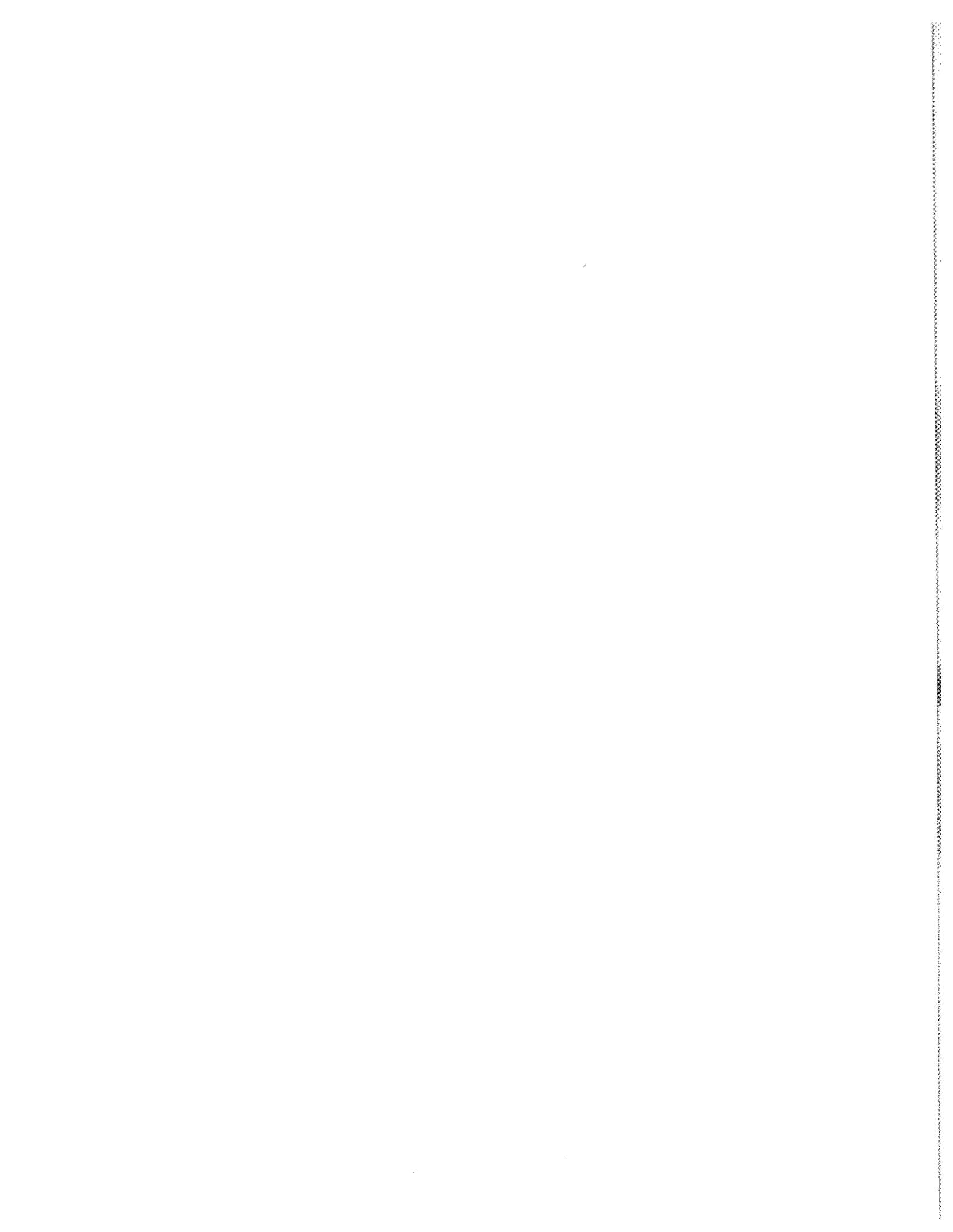
We hope and urge that Task Forces be appointed in each of these areas to see to this.

It will not be an easy assignment. So much of what may be accomplished will depend upon the circumstances of the town and its resources at any considered time in the future. Human services are costly, and, no matter how desirable, must be scrutinized in the light of the town's total responsibilities. It is, therefore, more than necessary to spend wisely the monies that do become available.

The recommendations for health, education and welfare made in this Plan, we believe, provide a practical and useful guide to developing human services in Sandwich, with some indication of priorities and a time frame. Circumstances inevitably will bear upon the details of any programs put into action. How these are carried out, in what order, which specific projects are included and when they are ordered must rest upon the judgment of those in Sandwich given that responsibility and the town's own wishes expressed by its people.



# ECONOMIC BASE



## VIII. ECONOMIC BASE

### Summary

The 1980 Sandwich Business Survey, performed by local volunteers in conjunction with the Master Plan process, indicates that there was a total of at least 74 active businesses and institutions operating in the Town of Sandwich in 1980. Retail trade (including the manufacture and sale of crafts) is the largest employer and includes more firms than any other business sector in Sandwich. The service sector (which includes professional, personal and repair services) is the second largest industry in the town, while construction ranks third.

The Sandwich economy is distinguished by a predominance of craftspersons, designers, antique shops and art galleries. This relative concentration of art, craft and design firms constitutes an important local "industry" which, although it eludes standard economic classification, is indisputably a key element in the economic and cultural life of the town.

Sandwich's economic base is closely tied to the regional economy. Because the local population is relatively small, the town cannot support the same level of commercial outlets, banks and service firms as Centre Harbor, Moultonboro, Meredith and Laconia; Sandwich residents have effectively traded the convenience of residing closer to commercial centers for the rural atmosphere and remote location of the town.

Sandwich's economic base is also tied to regional employment opportunities. The Business Survey indicates that a total of 157 full and part-time jobs were available in local businesses in 1980. Because the local labor force was estimated to be about 500 persons, this means that over two-thirds of all working Sandwich residents must commute to jobs outside the town. In the 1980 Sandwich Community Survey, residents expressed their awareness that local employment opportunities are limited: 70 percent of all respondents rated local employment opportunities as "poor".

The regional rate of unemployment is extremely low. In fact, the most recent data available suggests that the unemployment rate in the region surrounding Sandwich is lower than the average unemployment rate in the State as a whole-- a remarkable achievement in light of the fact that New Hampshire's unemployment rate is currently substantially below New England and national averages.

Wage rates in the Sandwich region are lower than State averages. The extent to which low regional pay scales affect Sandwich residents is somewhat unclear. The fact that many local residents are self-employed, coupled with the fact that there is a relatively high concentration of professionals residing in Sandwich suggests that the wage rates paid to Sandwich workers may not entirely conform to regional averages.

Residents are in favor of selected types of economic activities in Sandwich, while relatively few persons favor the development of heavy industry, shopping centers, or motels in Sandwich, there is substantial support for the growth of local businesses, light industry, home businesses, agriculture and professional offices in the town.

## Community Goals and Attitudes

In the 1980 Community Goal Statement, prepared by the Planning Board as a policy guide for future planning activities, the following economic goal was set forth:

Economy: Sandwich should promote selected growth and diversification of those economic activities which will provide employment opportunities for its residents.

This statement was prepared on the basis of the results of the Sandwich Community Survey which gave residents the opportunity to express their sentiments regarding the strengths and weaknesses of the local economy and to indicate their preferences with respect to the type and location of future economic development in Sandwich. These attitudes are summarized below:

- Sandwich residents feel that local employment opportunities are limited. Respondents to the Sandwich Community Survey rated local employment opportunities as "poor" more often than any other single aspect of town life. Of those who expressed an opinion about local job opportunities, 77 percent rated these as "poor", and 15 percent rated these as "fair". A total of only 7 percent of all respondents rated local employment opportunities as either "excellent" or "good".
- This recognized lack of employment opportunities is not of pressing concern to most residents, however. When asked, "What aspects of living in Sandwich disturb you most?", only 12 respondents indicated that the lack of local employment opportunities was of concern to them. This factor was ranked tenth of all disturbing features of life in Sandwich. These attitudes suggest that, while Sandwich's limited range of job opportunities is widely acknowledged, this has little influence on people's general perception of the quality of life in Sandwich.
- Strong opinions were expressed in the survey regarding the types of growth that were thought to be suitable for Sandwich's future development. There was almost unanimous support for agriculture (95%) and home businesses (92%). Professional offices (73%) and retail businesses (72%) also received significant positive response. In answer to the question as to where in town future business development should locate, Route 25 was the most frequently cited response. Center Sandwich was next, followed by other village locations (No. Sandwich, East Sandwich). Restaurants were also favored by a majority of those responding (53% for, 39% against). Light industry was not viewed as warmly. While a majority were in favor of light industry, the vote was very close. Fifty percent (50%) favored the location of light industry in Sandwich, but 45 percent were opposed and 5 percent were undecided. There was an equal division of feeling about rooming houses - 46 percent for and 46 percent against. Three

other types of growth all received very definite negative responses. Seventy-five percent (75%) were opposed to shopping centers, 81 percent were against motels and a full 91 percent were opposed to heavy industry.

### SANDWICH BUSINESSES

In order to establish the number and types of business establishments currently operating in Sandwich, a Sandwich Business Survey was conducted in the summer of 1980. The survey canvassed all known operating businesses in the town and included public and semi-public institutions if they provided any full or part-time job opportunities. A total of 74 active businesses and institutions were surveyed. These establishments have been classified in the following categories for the purposes of this study:

#### Sandwich Industries\*

- |                                 |                           |
|---------------------------------|---------------------------|
| ● Agriculture and Forestry      | ● Public Institutions     |
| ● Construction and Maintenance  | ● Retail Trade and Crafts |
| ● Finance-Insurance-Real Estate | ● Services                |
| ● Manufacturing                 | ● Transportation          |

\*Categories are adapted from those used by the U.S. Bureau of the Census.

Table VIII-1 lists Sandwich businesses by industry and year of establishment. Note that service-type firms and retail trade (including crafts manufacture and sale) businesses far outnumber all other types of firms in Sandwich. Together, services and retail/crafts firms account for 55 percent of all businesses located in the town. The predominance of service and retail firms is characteristic of many rural areas, particularly those which rely on the seasonal influx of tourists and summer residents as a significant component of their economic base. The relative abundance of craftspersons, designers, antique shops and art galleries in Sandwich is remarkable and serves to lend a unique cultural character to the Town of Sandwich as a whole. The local economy includes two potters, three handcraft shops, three jewelers/silversmiths, one lithographer, two art galleries, one sculptor, an architect, one interior designer and three antique shops.

Construction businesses constitute the third greatest industry in the Town of Sandwich, with a total of 17 in this sector. This concentration of construction firms in a town the size of Sandwich seems rather high; assuming a 1980 population of about 900, this means that there is one construction firm for every 53 residents of the town. Many of these businesses probably derive a modest share of their annual revenues by repairing, painting, altering or building new homes located in Sandwich; the town's population and its rate of growth are small enough, however, to suggest that many of these local construction firms must perform much of their work outside the town borders. When asked in the 1980 Business Survey if there are any problems with his business location in Sandwich, one carpenter noted, "My work involving home construction is necessarily dependent upon growth, which is something Sandwich is lacking... I am not objecting to this, however. I am perfectly happy to build houses outside of town and to enjoy slow and orderly growth in town."

TABLE VIII-1

Index of Active Businesses  
Sandwich, 1980

<u>Date</u> <u>Established</u>	<u>Name</u>	<u>Location</u>	<u>Type of Business</u>
		<u>Agriculture &amp; Forestry</u>	
1946	Bickford Logging	East Sandwich	Logging
1950	Poultry Maplewood Farm	East Sandwich	Poultry
1952	Francis G. Hambrook	Vittum Hill Road	Land Surveyor/Forestry Consultant
1975	Mt. Israel Farm	Center Sandwich	Retail Farm Supplies, Swine, Gravel
1978	DiFillippe Farm & Greenhouse	Chase Road	Greenhouse & Farm
NA	Maurice Auger	Plummer Mill Pond Road	Logging
		<u>Construction &amp; Maintenance</u>	
1924	R. N. Peaslee & Son	Route 113, No. Sandwich	Carpenter & Builders
1945	Howard F. Tilton	West Sandwich	Plumbing & Electrician
1959	Mauch Electric	Elm Hill Road	Electrical
1969	Van Adriance	Route 113	Carpenter, Builder
1971	Sandwich Cabinet Shop	Junction 113-113A	Cabinet & Furniture Maker
1972	Richard L. Benton, Jr.	Schoolhouse Road	Carpentry, Construction
1973	Roger B. Merriman Carpentry	Center Sandwich	Carpenter, Painter
1973	Neal Hanson Builders	Rte. 113, So. Sandwich	Builder
1975	Donald Burrows	Sandwich	Painting & Carpentry
1975	Richard & Anne Papen	Mt. Israel Road	Caretaking & Maintenance
1976	Robert Dunlap & Son	East Sandwich	Excavating
1976	Al Foisy	Mt. Israel Road	Carpenter, Electrical, Plumber
1976	Robert Rowan	Mt. Israel Road	Electrical Contractor
1977	Ted Adriance	No. Sandwich	Woodchipping & Excavation
1978	Dave Dunham	No. Sandwich	Builder & Remodeling
1980	Donald MacDougall	Range Road	Caretaking & Maintenance
NA	Morton Rogers	Diamond Ledge Road	Mason, Carpenter
		<u>Finance-Insurance-Real Estate</u>	
1939	D. W. Emerson	Main Street	Real Estate & Insurance
1975	Reuben N. Hodge Agency, Inc.	Main Street	Insurance
1972	Calvin J. Osberg	Little Pond Road	Trustee - Estate

TABLE VIII-1  
(continued)

<u>Date Established</u>	<u>Name</u>	<u>Location</u>	<u>Type of Business</u>
1972	Bearcamp Mills	North Sandwich	Shingles
1974	Bickford Lumber	East Sandwich	Sawmill/Lumber, Wholesale & Retail
1836	U. S. Post Office	<u>Public</u>	
1899	Samuel Wentworth Library	L. Corner, N. & C. Sandwich	Post Offices
1900's	Sandwich Historical Society	Center Sandwich	Library
NA	Sandwich Highway Department	Center Sandwich	Museum
NA	Federated Church of Sandwich	Route 113	Road Maintenance
		Center Sandwich	Church
<u>Retail Trade and Crafts Manufacture and Sale</u>			
1900's	A. G. Burrows	Center Sandwich	Grocery; Gasoline
1926	Sandwich Home Industries	Main Street	Retail & Consignment Craft Objects
1939	Silver Craft Studio	Lower Corner	Silver Jewelry
1953	Botanical Lampshades	Little's Pond Road	Handcrafted Flower Lamp Shades
1955	"Nick's Antiques, Etc."	Main Street	Antiques, Used Furniture, Glassware
1966	Ayotte's Designery	Center Sandwich	Handcraft Shop
1968	Elliott's Hardware	Center Sandwich	Hardware
1968	Harvest Press/Shop	Main Street	Printing & Gifts
1971	Sandwich Kiln	Upper Road	Pottery Manufacture
1975	Pamela Hitchcock	Route 113	Jewelry
1976	Ben Bullard	Old Fire House	Sculpture
1976	Congdon & Co.	Sunshine Farm	Antiques
1977	Frances Strayer	Schoolhouse Road	Silversmith
1978	Antiques & Auctions Ltd.	Route 113A	Antique Shop & Auction Location
1979	Aspen Tree Pottery	Skinner Street	Pottery Manufacture
1979	Benton, Berg & Sun	Junction 113-113A	Solar Systems (dealer & installer)
1979	Sandwich Gallery	Skinner Street	Lithographer
1980	Surroundings	Main Street	Art Gallery & Frame Shop
1980	Tappan Shop	Skinner Street	Handcraft
NA	Elli Shop	Burleigh Hill	Used Books & Gifts
NA	W. M. Burrows	No. Sandwich	Grocery

TABLE VIII-1  
(continued)

<u>Date Established</u>	<u>Name</u>	<u>Location</u>	<u>Type of Business</u>
1952	Corner House Inn	Junction 109 & 113	Lodging/Restaurant
1957	Katie Poh's Kitchen	Maple Ridge Road	Private Order Baked Goods
1959	MaryAnne Gotshall	Lower Corner	Mimeograph
1970	Ann's Beauty Salon	Mt. Israel Road	Hairdresser
1970	Sandwich Health Center	Route 113	Doctor's Offices
1974	Lee S. Norton	Junction 113 & 113A	Piano Maintenance & Repair
1975	Mona Laundry Service	Mt. Israel Road	Laundry Washing & Drying
1975	Bill's Auto Body	Diamond Ledge Road	Auto Body Repair
1977	Fine Quality Woodworking	113A White Face Road	Furniture Repairs
1978	Claudia's Beauty Salon	Vittum Hill Road	Hairdresser
1978	Richard Devens, III	Squam Lakes Road	Architect
1978	Intervale Publishing Co.	Range Road	Publisher
1978	JoAnne's Beauty Salon	Little Pond Road	Hairdresser
1978	Taylor's Garage	Center Sandwich	Automobile Service
1979	Arpad Peter Lep	Route 113	Interior Design
1979	Sandwich Garage	Main Street	Automobile Service
1980	Dolan's Auto Body	Route 113	Auto Body Repair
NA	John Webb	Skinner Street	Accounting & Tax Returns
NA	Millstone	Route 113	Catering Service
		<u>Transportation</u>	
1963	Peaslee's Transportation	Little's Pond Road	Busing/Trucking

Agriculture and forestry also play a role in the economic life of Sandwich, although the relative importance of these two industries had declined dramatically since the 19th century. The 1980 Business Survey reveals that there are two logging companies, three commercial farms and one forestry consulting firm currently operating in Sandwich. Sandwich's two manufacturing businesses (a shingle producer and a sawmill) also rely on local forest resources for their raw material.

According to the survey, there are only three firms in the finance-insurance-real estate sector of the local economy. The town's population and its level of overall business activity is probably not large enough to support a branch bank at this time. According to the 1980 Sandwich Community Survey, most local residents go to either Meredith or Moultonboro for banking services. The presence of only two real estate brokers in Sandwich is probably a product of two factors: (1) demand for housing and real estate in Sandwich is not as acute as in towns with a less remote location, and (2) much of Sandwich's real estate is held in large tracts and very little land in the town is ever offered for sale.

Remaining businesses fall into two general categories: public or semi-public institutions and transportation. Transportation is the smallest industrial sector in Sandwich; only one busing service falls within this category. While public and semi-public institutions are not properly termed "businesses", they were included in the survey because they constitute a source of local employment. The three Post Offices, the Wentworth Library, the Town Highway Department, the Sandwich Historical Society and the Federated Church of Sandwich comprise the public and semi-public sector of the Sandwich economy.

Employment Opportunities: According to the Business Survey, Sandwich's businesses and institutions provided a total of 100 full-time jobs and 57 part-time jobs in 1980. Table VIII-2 below summarizes employment opportunities by business sector.

TABLE VIII-2

Employment by Business Sector  
Surveyed Sandwich Businesses, 1980

	<u>Full-Time</u> <u>Employment</u>	<u>Part-Time</u> <u>Employment</u>	<u>Total</u>	<u>% of Total Employ-</u> <u>ment in Sandwich</u>
Agriculture & Forestry	7	4	11	7.0
Construction & Maintenance	21	5	26	16.6
Finance/Insurance/Real Estate	2	2	4	2.5
Manufacturing	8	3	11	7.0
Public Institutions	7	9	16	10.2
Retail Trade & Crafts	27	14	41	26.1
Services	27	9	36	22.9
Transportation	<u>1</u>	<u>11</u>	<u>12</u>	<u>7.7</u>
All Sectors	100	57	157	100.0

Source: 1980 Sandwich Business Survey.

Retail trade, services and construction firms are the three largest employers in Sandwich. Together, these three industries provide two-thirds of all local job opportunities, a pattern which is typical of rural areas with little or no manufacturing base. Note that more than a third of all employment opportunities are for part-time jobs. Retail trade and crafts firms rely particularly heavily on part-time employment, reflecting both the seasonality and small size of firms in this sector.

Survey results also indicate that 18 out of the 157 jobs available locally are filled by persons residing outside of Sandwich. Given a population of about 500 residents in the labor force age category, this means that over two-thirds of all working-age residents must seek employment outside Sandwich if they wish to work.

Age and Growth Patterns of Industries: Which economic sectors are experiencing the greatest growth rate in Sandwich? The service sector in Sandwich has grown remarkably; over two-thirds (65%) of all service-type firms were established during the last five years. The growth of the service sector in Sandwich is consistent with national trends; as disposable income and the population increase, the demand for personal, professional, repair and other services will continue to expand. Construction and trade firms also account for a large proportion of all young businesses in Sandwich; about half of all the firms in these two sectors are five years old or less. All three fast-growing sectors share common characteristics; they require relatively little start-up capital, have modest labor requirements, and serve a relatively small market area. The manufacturing sector in Sandwich is limited to two sawmills, neither of which were established in the last five years.

Owned/Rented Space: Sandwich resembles many rural areas (and contrasts sharply with urban concentrations) in local ownership patterns: almost all local business operators (87%) reported that they own the space where they conduct their businesses. Such a high rate of ownership is attributable to a combination of the following factors: many (32) Sandwich firms are home businesses, there is only a limited amount of rental space in the town, and the rental of business space is often a much less attractive investment than a mortgage leading to eventual full ownership. Small, young businesses account for most of the firms renting space in Sandwich (professional services, personal services and retail trade account for the majority of renters).

Businesses Planning Expansions: About one-fifth (21%) of all Sandwich businesses indicated that they have any plans to buy, build or lease more square feet of building space and/or more land for business expansion. In general, it appears that the majority of local businesses find that their space requirements are met by the existing facilities available to them. Among businesses planning expansions, two are construction firms, four fall in the retail trade/crafts category, one is a transportation firm and eight fall in the service category.

Seasonal Businesses: A very small (7%) proportion of firms operate on a seasonal basis. Seasonal businesses are concentrated in those industries that depend on the summer population (retail, service and construction) or the climate (agriculture) for their livelihood.

## Household Income Patterns in Sandwich

The most recent income estimates available for Sandwich were prepared by the Office of State Planning in early 1980 for median family income in 1979. According to these Office of State Planning estimates, the 1979 median family income\* in Sandwich was \$15,919 which was substantially above the Carroll County figure of \$13,600 and very close to the New Hampshire level of \$15,972.

Looking back to the results of the 1970 U.S. Census, income distributions in Sandwich appear to differ somewhat from both Carroll County and State distributions. Table VIII-3 below presents income patterns for Sandwich, Carroll County and the State in 1969.

TABLE VIII-3

### Household Income Patterns Sandwich, Carroll County and State, 1969

Income Range	Number of Households Sandwich	Percent		
		Sandwich	Carroll County	State
Under \$4,000	38	13.4	15.8	11.0
\$ 4,000 - \$ 5,999	25	8.8	15.2	10.6
\$ 6,000 - \$ 7,999	41	14.5	18.6	14.6
\$ 8,000 - \$ 9,999	48	17.0	15.7	16.2
\$10,000 - \$14,999	64	22.6	23.3	30.2
\$15,000 - \$24,999	38	13.4	8.2	14.1
\$25,000 and over	29	10.3	3.2	3.3
Total	283	100.0	100.0	100.0

Source: 1970 U.S. Census

Note that Sandwich had relatively fewer families with incomes below \$6,000 per year in 1969 than Carroll County, and was more comparable to State distributions at the under \$6,000/year level. At the opposite end of the income scale, Sandwich has relatively greater concentrations of households than both the County and the State. In 1969, almost one out of every four Sandwich households had an income of \$15,000 or more; in Carroll County, only one out of approximately every 10 households claimed incomes at this level; in the State as a whole, one out of every six households earned \$15,000 or more.

The 1980 Community Survey also provided income information. Forty-one percent (41%) of the year-round adults who answered the survey indicated that they receive less than \$9,000 per year, 20 percent between \$9,000 and \$15,000, 8 percent between \$15,000 and \$20,000, 5 percent between \$20,000 and \$30,000 and 5 percent above \$30,000. In addition, 19 percent receive social security checks and only 1 receives welfare assistance. The median individual income range for the respondents was \$9,000 to \$12,000. This appears to be consistent with the State figures when one considers that many households have more than one income earner.

\*The term "median family income" means that half of all households have incomes above this level and half have incomes below this level.

## Unemployment

The limited range of local employment opportunities in Sandwich might suggest a high rate of local unemployment. While there is no current data available on unemployment at the local level, the fact that so few people voiced the sentiment that employment opportunities were a disturbing feature of life in Sandwich in the Community Survey suggests that the local unemployment rate is probably quite low.

The best available data on unemployment in the Sandwich area was compiled for the job centers of Conway, Meredith/Laconia and Wolfeboro in 1979. While neither these nor the average Carroll County rate of unemployment are exact indicators of the rate present in Sandwich, they nonetheless suggest that the local rate is probably well below the State average. Table VIII-4 presents 1979 unemployment rates for the three job centers surrounding Sandwich, Carroll County and the State.

TABLE VIII-4

Unemployment Rates by Job Center,  
County and State, 1979

	<u>No. Persons Unemployed</u>	<u>Rate</u>
Job Center		
Conway	120	2.3%
Meredith-Laconia	500	2.8%
Wolfeboro	80	1.9%
Carroll County	270	2.2%
New Hampshire	14,000	3.2%

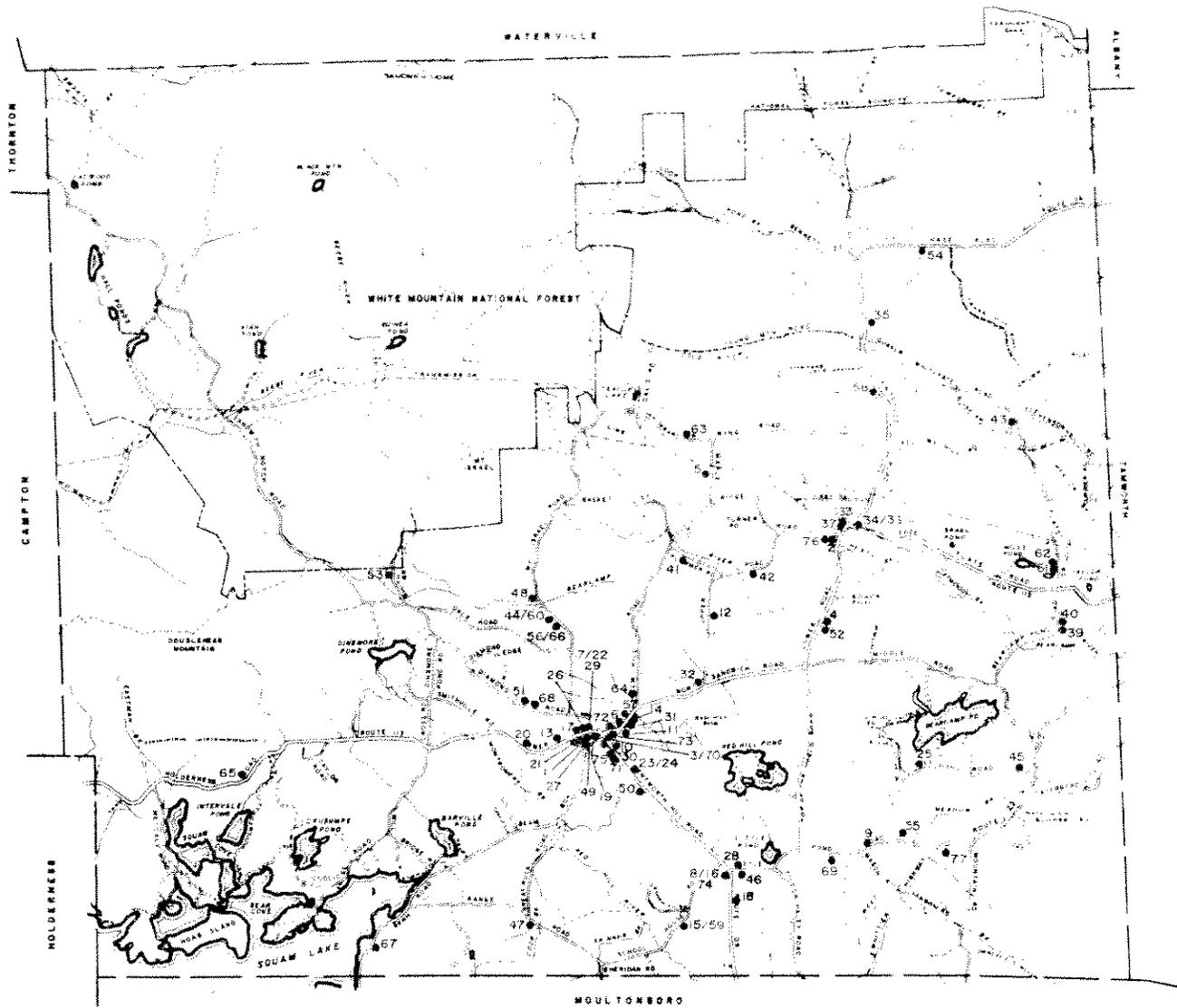
Source: Published and unpublished information from the  
New Hampshire Department of Employment Security.

KEY TO MAP OF SANDWICH BUSINESSES  
(See Map VIII-1 on Page 8-13)

1. Burrow's Store, Center Sandwich
2. Burrow's Store, North Sandwich
3. Corner House Inn
4. Ellie Dow, Catering
5. Katie Pohl's Kitchen, Catering
6. Elliott's Hardware
7. Harvest Press and Shop
8. Mary Anne Gottshall, Mimeographing
9. Botanical Lampshades
10. Sandwich Home Industries Craft Shop
11. Ayotte's Designery
12. Sandwich Kiln
13. Aspen Tree Pottery
14. Pamela Hitchcock, Jeweler
15. Frances Strayer, Silversmith
16. Silver Craft Studio
17. Sandwich Gallery, Lithographer
18. Ben Bullard, Sculptor
19. Surroundings, Art Gallery and Frame Shop
20. Ell Shop, Books
21. Tappan Shop, Gifts
22. Denley M. Emerson, Real Estate and Insurance
23. Reuben N. Hodge Insurance Agency
24. Reuben N. Hodge Agency, Inc., Real Estate
25. Francis G. Hambrook, Consulting Forester, Land Surveyor
26. John Webb, Accounting, Tax Returns
27. Richard Devens, Architect
28. Calvin Osberg, Estate Planning
29. Intervale Publishing Co.
30. Nick's Antiques, Etc.
31. Congdon & Co., Antiques
32. Woodland Acres, Antiques, Chair-Caning
33. Antiques & Auctions, Ltd.
34. Sandwich Cabinet Shop
35. Fine Quality Woodworking
36. Benton, Bert & Sun, Solar Systems
37. Lee Morton, Piano Tuner
38. Arpad Peter Lep, Interior Designer
- 39.-40. Bickford Lumber, Sawmill, Logging
41. Moe Auger, Logging
42. Bearcamp Mills, Shingles
43. Ted Adriance, Woodchipping, Excavating

KEY TO MAP OF SANDWICH BUSINESSES  
(continued)

44. Ann's Beauty Salon
45. Claudia's Beauty Salon
46. Joanne's Beauty Salon
47. Donald MacDougal, Caretaking and Maintenance
48. Anne and Dick Paper, Caretaking and Maintenance
49. Sandwich Garage
50. Taylor's Garage
51. Bill's Auto Body Shop
52. Dolan Auto Body
53. Mt. Israel Farm
54. DiFillippi Farm & Greenhouse
55. Maplewood Farm Poultry
56. Mona Laundry Service
57. Sandwich Health Center
58. R. N. Peaslee & Sons, Carpenter and Builder
59. Richard Benton, Carpenter
60. Al Foisy, Carpenter, Electrician, Plumber
61. Neal Hanson, Builder
62. Dave Dunham, Builder
63. Robert Rowan, Electrician
64. Mauch Electric
65. Howard Tilton, Plumbing, Electrician
66. Donald Burrows, Painting, Carpenter
67. Roger Merriman, Painting, Carpenter
68. Gil Rogers, Chimneys, Carpenter
69. Earl Peaslee, Transportation, Logging
70. Sandwich Historical Society
71. Samuel Wentworth Library
72. Federated Church of Sandwich
73. Town of Sandwich
74. Post Office, Sandwich
75. Post Office, Center Sandwich
76. Post Office, North Sandwich
77. Robert Dunlap, Construction



# SANDWICH

## NEW HAMPSHIRE



PREPARED BY  
Lakes Region Planning Comm.  
Meredith, New Hampshire

