

Chapter VI HOUSING

INTRODUCTION

The purpose of the Housing Chapter in this Master Plan is to identify Pembroke's current housing inventory, short-term housing needs, and to develop long-range plans for single family, multi-family, manufactured homes, and senior housing.

Safe, quality, and sanitary housing that reflects the rural atmosphere of the community is important to the long-term future of Pembroke. The housing character of any community is perhaps the most obvious indication of the quality of life in the community. Pembroke's housing stock consists largely of detached, single-family homes. Over 32% of housing units are multi-family, and an additional 5% are manufactured homes. The Town has five manufactured housing parks.

The vision for this chapter is to consider the character of the community and natural resources when planning for the future housing needs of a growing population. The uplands area of Town are relatively undisturbed, criss-crossed by Class VI range roads with travelways of Borough Road, Cross Country Road, and North Pembroke Road. Recent development has been seen in the uplands area along both Cross Country Road and North Pembroke Road. Other recent housing development has occurred along Whittemore Road, along Pembroke Street, and along Brittany Circle.

The March 2003 Survey Results indicated that residents wanted to see conservation subdivisions (also known as cluster development) and elderly housing. Over half of the respondents felt that Pembroke was growing too quickly. Additionally, 60% felt that new residential growth should be concentrated in the uplands area.

OBJECTIVES OF THE CHAPTER AND RECOMMENDATIONS

These Objectives were developed as a result of Subcommittee analysis and interpretation of the data contained within the following Chapter and from concerns raised from Pembroke residents and landowners from the Community Survey. They are listed in the beginning to give the reader the opportunity to view the results without reading through the entire Chapter.

- To maintain and increase the diversity of housing types and settings in Town.
 - Retain the residential character of Route 3 by encouraging additional businesses to use the existing structures as is by revising regulations.
 - Promote cluster development in all areas of Town.
 - Encourage mixed use in the Village area by increasing parking availability and proximity to housing units.
 - Encourage mixed building types in new developments, including single-family, duplex, townhouse, and condominium homes by revising regulations.
- To encourage affordable senior housing to locate to Pembroke.
 - Continue discussions with the Concord Area Trust for Community Housing (CATCH) and the Community Action Program (CAP) for locating senior housing in Town.
 - Develop a list of parcels within the Town suitable for a senior housing development.

COMMUNITY SURVEY RESULTS

The March 2003 Community Survey yielded 780 replies from 2956 surveys distributed, which equals a 26.4% return rate. The following questions were pertinent to the **HOUSING CHAPTER**. The full survey results are displayed in the **APPENDIX CHAPTER**.

What type of housing would you like to see the Town of Pembroke encourage?

Single family, elderly housing, and conservation subdivision (homes are on small lots with remaining land as protected open space) were the top three types of housing survey respondents checked as having high or medium priority. Multi-family (3-4 units), Multi-family (5+ units), and manufactured housing on individual lots (including modular and mobile homes) were rated as having the lowest priority.

In your opinion, which statement best characterizes Pembroke's rate of residential growth?

Over 50% of the survey respondents checked that Pembroke was growing too fast. Approximately 34% checked that Pembroke was growing at an appropriate rate.

If growth continues to occur, to what one area should future residential development be directed?

More than 60% of the respondents checked that future residential development should be directed to the Upland Area of Pembroke.

Do you support smaller lot sizes in your neighborhood area if other land in Town is protected from development?

Approximately 65% of respondents did not support smaller lot sizes in their neighborhoods. Just under 20% of respondents did support the smaller lot sizes. The remaining 15% were either unsure or undecided.

GENERAL HOUSING CHARACTERISTICS

Housing Stock and Supply

The amount and types of housing a community contains will influence property values, land use, and population growth. Trends can be charted that give direction to how a municipality should be handling its own unique housing situation.

Table VI-1
Pembroke Housing Supply by Type 1990-2000

Total # of Housing Units by Type	1990	2000	Percent
Single Family	1,472	1,710	62.5%
Multi-Family	948	878	32.1%
Manufactured	116	146	5.3%
Total	2,536	2,734	100.0%

Sources: 1990, 2000 US Census

Tracking the ages of homes within a community can contribute information on the community character, tax base, and housing supply and opportunities. Historic homes that are well-kept are both economic and historic assets to a town.

Table VI-2
Age of Houses in Pembroke, 2000

Age of House	Number of Houses
10 years and under	150
11 to 20 years	638
21 to 40 years	781
41 to 60 years	305
more than 60 years	860

Source: 2000 US Census

The largest proportion of homes are older than 60 years (31.5%), followed closely by homes aged 21 to 40 (28.6%). New homes under 10 years are the lowest proportion (5.5%), giving a rough approximation of the number of new residential building permits that have been issued within the last decade. As of the 2000 Census, there were a total of 2,734 housing units in Pembroke.

Housing Density

Housing density is calculated by dividing the number of housing units by the square mileage of the area. It is a measure of how thickly settled an area is.

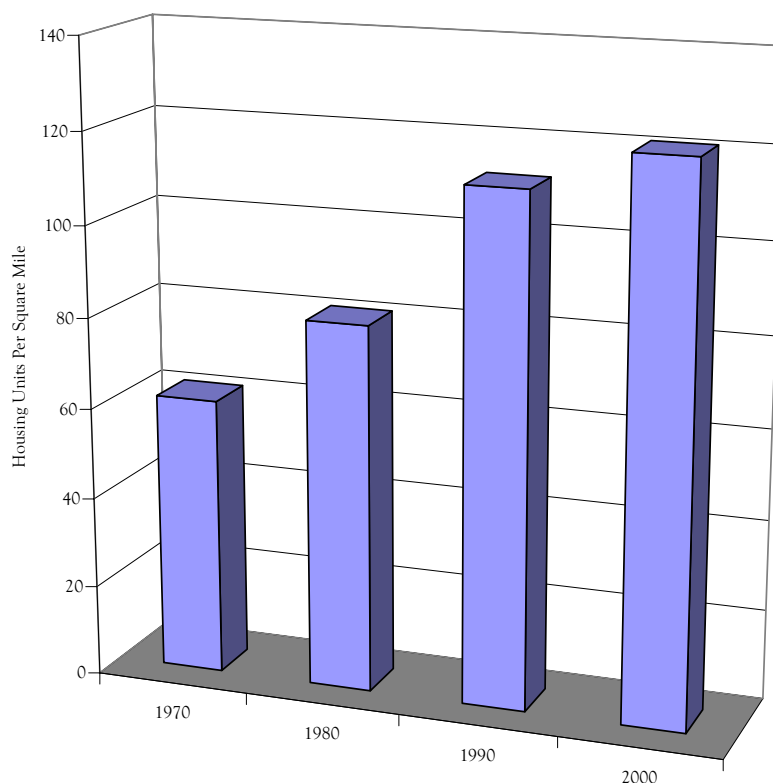
Table VI-3
Change in Housing Density, 1970-2000

Year	Units	Density per Square Mile	% Change from Previous Decade	% Change from 1970
1970*	1,386	61.3	~	~
1980	1,828	81	32.1%	32.1%
1990	2,536	112.2	38.5%	83.0%
2000	2,734	121	7.8%	97.4%

Sources: 1970-2000 US Census *1970 figure does not include seasonal and migratory units

As illustrated in Figure VI-1 below, a steady increase in Pembroke's housing density (housing units per square mile) has been occurring since 1970. A more pronounced leap occurred from in the 1980's (38.5%) which is consistent with the growth boom that New Hampshire, and Pembroke, experienced at that time. Between 1990 and 2000, a smaller increase (7.8%) indicated a leveling off of new homes as compared to previous decades.

Figure VI-1
Change in Housing Density, 1970-2000



Sources: 1970-2000 US Census *1970 figure does not include seasonal and migratory units

Table VI-4 illustrates the changing density of abutting communities in the 1990's. Pembroke, while with the third highest number of dwelling units per square mile (121), had the fourth lowest density change (7.8%) between 1990 and 2000. Within the area, Bow experienced the highest change in density at 25.2% while Allenstown experienced the lowest change at 5.1%.

Table VI-4
Change in Housing Density in Pembroke and Abutting Communities, 1990-2000

	Land Area (Sq. Miles)	# of Dwelling Units, 1990	Dwelling Units / Sq. Mile, 1990	# of Dwelling Units, 2000	Dwelling Units / Sq. Mile, 2000	Change in Density, 1990-2000	% Change, 1990-2000
Allenstown	20.5	1,868	91.1	1,962	95.7	4.6	5.1%
w/o BBSP*	10.0	1,868	186.8	1,962	196.2	9.4	5.0%
Bow	28.2	1,860	66	2,330	82.6	16.6	25.2%
Chichester	21.2	724	34.2	849	40.1	5.9	17.3%
Concord	64.0	15,697	245.3	16,881	263.8	18.5	7.5%
Epsom	34.5	1,396	40.5	1,592	46.2	5.7	14.1%
Loudon	46.0	1,476	32.1	1,684	36.6	4.5	14.0%
Pembroke	22.6	2,536	112.2	2,734	121	8.8	7.8%

Sources: 1990-2000 US Census Data; Community Information, NHARPC web site

*Allenstown's second density is portrayed when Bear Brook State Park's acreage is factored out of the total land area for the Town

Population Increase

Any discussion about housing increases also needs to consider the rise in population that occurs as a result of additional homes. While the majority of population information is located in the **DEMOGRAPHICS CHAPTER**, a brief examination of the comparisons between Pembroke's population increase in the last decade and those of abutting communities will continue to offer insight into these relationships.

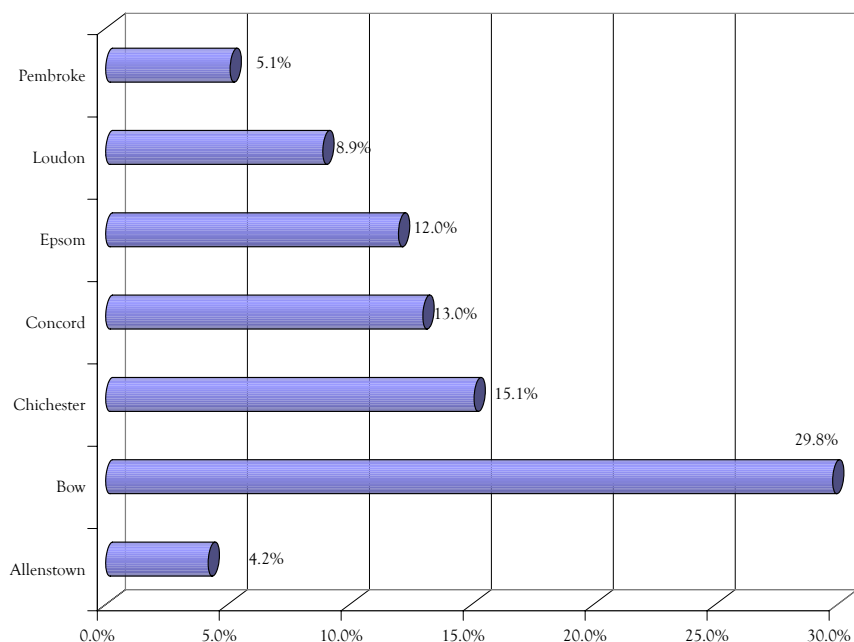
Table VI-5
Population Increase, 1990-2000
Pembroke and Abutting Communities

	% Increase, 1990-2000
Allenstown	4.2%
Bow	29.8%
Chichester	15.1%
Concord	13.0%
Epsom	12%
Loudon	8.9%
Pembroke	5.1%

Sources: 1990 US Census & 2000 US Census

Table VI-5 above and Figure VI-2 below illustrate that Pembroke has experienced a minimal increase in population (5.1%) in the 1990's. The town with the highest proportion of population growth is Bow at 29.8%, while Allenstown had the lowest amount of growth (4.2%). These findings are consistent with the housing density changes discussed in the previous section.

Figure VI-2
Population Increase, 1990-2000, Pembroke and Abutting Communities



Sources: 1990 US Census & 2000 US Census

COST OF HOUSING IN PEMBROKE

This section examines the costs of housing in Pembroke from both a rental and an ownership perspective. When the term *contract rent* is used, it indicates the price paid monthly by the tenant to the landlord. Contract rent is the advertised cost of the unit, and the utilities included in this payment vary from unit to unit. *Gross rent* indicates the sum of the contract rent and the prices of the utilities the tenant uses. Housing costs have increased dramatically since the 2000 Census.

Rental Costs Versus Home Ownership Costs

Rental and ownership costs include rent (or mortgage) and utilities. The median is defined as the middle value when numbers are arranged in increasing (or decreasing) order. In the following tables, median values were taken directly from Census or other records.

Table VI-6
Pembroke's Monthly Gross Rent or Mortgage Payments
and Relationship to Income, 1999

	Renter Occupied	Owner Occupied	
		With Mortgage	Without Mortgage
Median Cost per Month	\$562	\$1153	\$465
Payment as Percent of Income*	13.6%	28.0%	11.3%

Source: 2000 US Census Digital SF-3 Table DP-3, DP-4,

*Based on 1999 Median Household Income - \$49,494

The US Department of Housing defines affordable housing as that which does not exceed 30% of annual household income and which includes all expenses related to housing, including utilities and taxes (see Page 16 for further detail). Using this definition, as indicated by the figures in Table VI-6, both renters and owners in Pembroke are living affordably although taxes and utilities are not taken into consideration in these figures.

Table VI-7
Value of Owner-Occupied
Housing Units, 2000

	Median
Allenstown	\$97,900
Bow	\$169,400
Chichester	\$120,000
Concord	\$112,300
Epsom	\$115,400
Loudon	\$114,800
Pembroke	\$112,500

Source: 2000 US Census

Compared to abutting communities, Pembroke's home values are within the lower range. In Table VI-7, the average, or mean, of the seven communities' value of owner-occupied housing units is \$120,300.

Table VI-8
Median Contract Rent for
Renter-Occupied Housing Units, 2000

	Median Contract Rent
Allenstown	\$516
Bow	\$541
Chichester	\$520
Concord	\$577
Epsom	\$520
Loudon	\$521
Pembroke	\$492

Source: 2000 US Census Digital SF-3 Table QT-H12

Contract rent is the amount paid to a landlord monthly basis. In Table VI-8, Pembroke's rental housing units rented at the lowest range compared to abutting communities, with \$492 as Pembroke's median rent in 2000. The contract rent does not include utilities. The highest community's rent, Concord, is \$577 and the mean, or average, of all area rents is \$527.

Rental Housing Costs

The costs of renting an apartment or rental house in Pembroke, with utilities, are discussed in this section. Table VI-9 depicts the median rent that people in Pembroke and surrounding towns pay. Pembroke falls in the lowest range of housing costs, according to the US Census:

Table VI-9
Median Gross Rent for
Pembroke and Abutting Towns, 2000

	Median Gross Rent
Allenstown	\$597
Bow	\$720
Chichester	\$575
Concord	\$647
Epsom	\$594
Loudon	\$588
Pembroke	\$562

Source: 2000 US Census Digital SF-3 Table QT-H12

From Table VI-9, the highest gross rent paid is \$647 in Concord, while Pembroke is \$562. The mean, or average of the surrounding communities' gross rents is \$612. Pembroke appears to be more affordable for people seeking rental housing and may in the future see more competition for apartments.

The Town of Pembroke keeps its own records for the contract rents available in Town. In Table VI-10, the rents range from \$540 for a one-bedroom apartment to \$625 for a three-bedroom unit. These costs are much lower than the medians for Merrimack County (\$639 and \$900, respectively), as displayed below in Table VI-11. Manufactured housing park rent is approximately \$250, in addition to the cost of renting the manufactured home if it is not owned by the occupant.

Table VI-10
Average Welfare Rental Housing Costs in Pembroke by Housing Type, 2003

	Utilities Included in Cost	Monthly Cost
Efficiency Apartment	No	~~~~
1 Bedroom	No	\$540
2 Bedroom	No	\$585
2 Bedroom Townhouse	No	~~~~
3 Bedroom	No	\$625
Park Rent (Mobile Home)	No	\$250

Source: Pembroke Welfare Director

The monthly housing costs displayed in Table VI-10 reflect the full cost of tracked rents in Pembroke by people seeking welfare assistance and are not the subsidized portions paid by people requiring assistance.

Table VI-11 lists the median gross and contract rents by unit size for a 2002 sample of rental units in Merrimack County. No data specific to Pembroke was available. Where sample sizes were smaller than 20, the sample was not of sufficient size to provide a reliable calculation, and therefore the medians were not reported. However, the data for units in samples smaller than 20 were used in the calculation of medians for all units.

Table VI-11
Median Contract Rents for Merrimack County, 2002

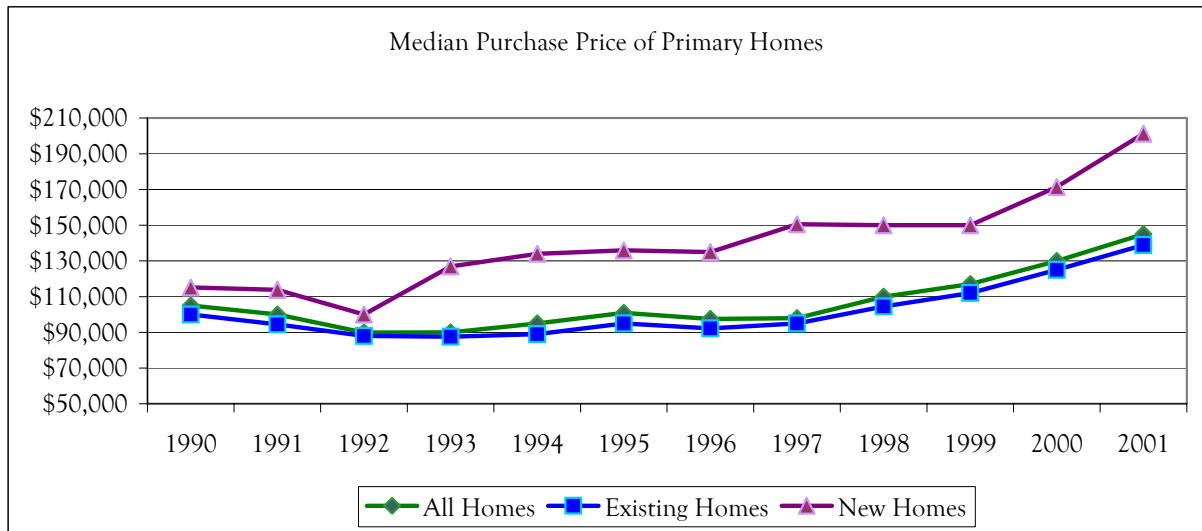
Unit Size (Bedrooms)	Sample Size	Median Contract Rent	Rent Range
0	52	\$520	\$328 - \$697
1	412	\$639	\$375 - \$1,200
2	675	\$868	\$450 - \$1,631
3	63	\$900	\$632 - \$1,891
4+	11	~~~~	\$796 - \$1,265
All	1,213	\$789	\$328 - \$1,891

Source: New Hampshire Housing Finance Authority, 2002 Residential Rental Cost Survey (p. 5)

Merrimack County and State Home Purchase Prices, 1990–2001

The following two Figures depict averages of Merrimack County and State home purchase prices between 1990 and 2001. The numbers within Figures V-3 and V-4 are low compared to the average price for homes being sold in Pembroke in 2003 in Table VI-13.

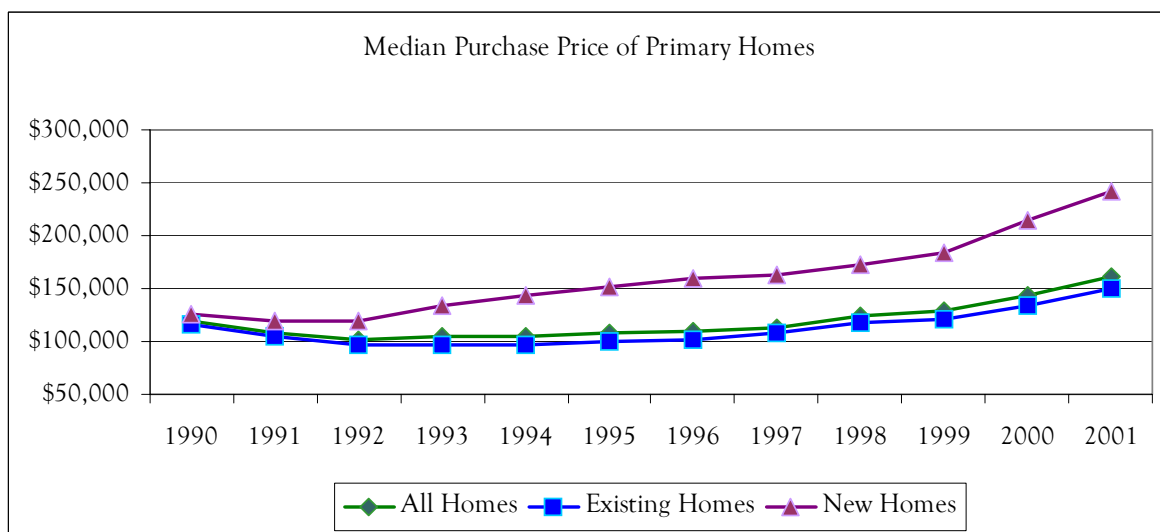
Figure VI-3
Average Home Purchase Prices in Merrimack County, 1990-2001



Source: NH Housing Finance Authority Purchase Price Database, 2002

In Merrimack County, the average home price in 1990 was around \$105,000, while in 2001, that price soared to nearly \$150,000. New homes sold at considerably more, for about \$50,000 additional per home in 2001. In 1990, new homes were sold for only \$10,000 more.

Figure VI-4
Average Home Purchase Prices in New Hampshire, 1990-2001



Source: NH Housing Finance Authority Purchase Price Database, 2002

The average home in New Hampshire was sold for about \$120,000 in 1990, while in 2001 the average home sold for approximately \$160,000. New home prices in 2001 increased to about \$240,000. The average for New Hampshire (\$160,000) was only slightly higher than that of the average for Merrimack County (\$150,000).

Current Asking Prices of Homes in Pembroke

A “snapshot” can be taken of the current housing market conditions found in Pembroke. The Northern New England Real Estate Network provided information, via public access on the Internet, on those homes which are being sold in Pembroke through commercial selling agencies. The average selling price of a manufactured home, as of June 2003, was \$28,000 as indicated by the single manufactured home for sale in Pembroke.

Table VI-12
Asking Price of Manufactured Homes in Pembroke

Home Style	Bedrooms	Baths	Number of Homes for Sale	List Price
Single- Wide	2	1	1	\$28,000
Average Asking Price				\$28,000

Source: June 2003 Northern New England Real Estate Network

Single family homes dominated the housing market in June 2003. The Northern New England Real Estate Network, a carrier of the multiple listing service, listed 45 homes for sale at that time. The average asking price for all homes was \$230,485, with a low of a two-bedroom home at \$159,950 and a high of a four-bedroom home at \$288,200.

Table VI-13
Asking Price of Traditional Single-Family Homes in Pembroke

Home Style	Bedrooms	Baths	Number of Homes for Sale	Average List Price
Single Family	2	1	2	\$159,950
Single Family	3	1	4	\$179,575
Single Family	3	1 ½	18	\$234,987
Single Family	3	2	6	\$217,433
Single Family	3	2 ½	5	\$242,600
Single Family	4	1 or ½	6	\$228,257
Single Family	4	2+	4	\$288,200
Average Asking Price				\$230,485

Source: June 2003 Northern New England Real Estate Network

Compared to the 2001 Merrimack County average of \$150,000 in Figure VI-3, Pembroke homes are selling much higher. The most likely cause is the recent jump in overall home prices around the State and in the County over the last 18 months.

Table VI-14
Asking Price of Multi-Family Homes in Pembroke

Units	Lot Size	List Price
2	4,791	\$139,900
2	9,147	\$155,000
4	n/a	\$175,500
2	34,848	\$219,900
2	32,670	\$279,900
Average Asking Price		\$194,040

Source: June 2003 Northern New England Real Estate Network

Multi-family and condominium units are also available for sale in Pembroke. Five multi-family homes, containing between two and four units apiece, were for sale in June 2003. The two-unit homes with large lots are selling for considerably more than those with smaller lot sizes. The average asking price for a multi-family home is \$194,040 as shown in Table VI-14. Depicted in Table VI-15, only three condominium units were listed, with an average asking price of \$137,900.

Table VI-15
Asking Price of Condominium Units in Pembroke

Bedrooms	Baths	List Price
1	1 ½	\$143,900
2	1 ½	\$134,900
2	1 ½	\$134,900
Average Asking Price		\$137,900

Source: August 2002 Northern New England Real Estate Network

HOUSING GROWTH TRENDS

Pace of community growth can be gauged by both population and by the number of households the community contains. Household size and the number of new residential building permits issued gives important information that directly relates to the capacity of Town services and provides information for future land use considerations.

Household Size

Household size statistics were gathered from a number of different sources. Despite differing methodologies in calculating the figures, it appears that the average number of people declined after 1970 and has remained constant since that time. In 2000, an average of 2.6 persons lived in each housing unit.

Table VI-16
Average Household Size

	1970	1980	1990	2000
Persons per household	3.2	2.5	3.1	2.6

Source: 1980, 1990, 2000 US Census; NHARPC Website

The number of people in each housing unit is further clarified in Table VI-17. The total number of occupied units (2,661) differs from the number of total housing units (2,734) as indicated in Table VI-1. In households occupied by owners, the average household size increases to 2.8 persons; the number of renters in households is only 2.2 persons.

Table VI-17
Population per Occupied Unit, 2000

Unit Types	Number of Units	Average Household Size
Total Occupied Units	2,661	2.59
Owner-Occupied Units	1,808	2.8
Renter-Occupied Units	854	2.16

Source: 2000 US Census SF-1 Table DP-1

New Residential Building Permits

The number of building permits issued has been recorded by the Building Inspector. The figures below in Table VI-18 include replacement manufactured homes. The locations of building permits issued between 1998 and 2003 are depicted on the *Residential Building Permits Issued 1998-2003 Map*.

Table VI-18
Residential Building Permits Issued by Housing Type, 1990 – 2002

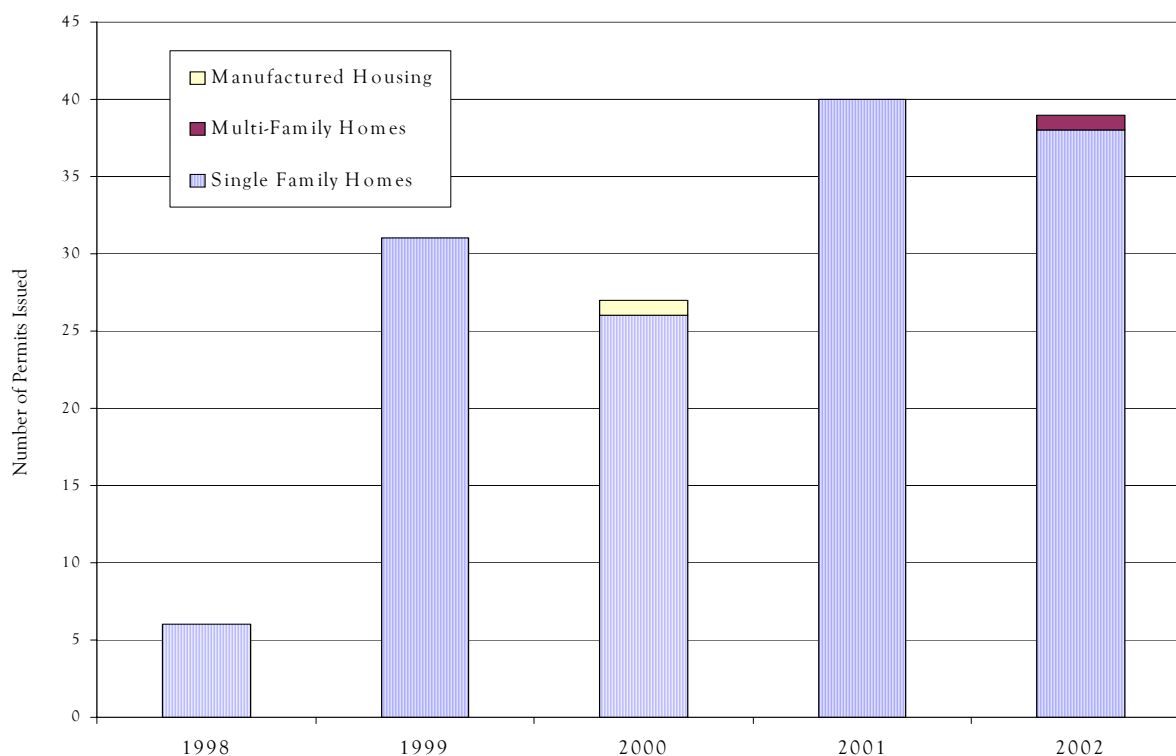
Housing Type	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	13-Year Total
Single Family Homes	7	8	7	7	11	9	9	10	12	31	26	40	44	221
Multi-Family Homes	0	0	0	-1	0	0	1	0	0	0	0	0	1	2
Manufactured Homes	0	0	0	0	0	0	0	0	0	0	1	0	0	1
Yearly Totals	7	8	7	6	11	9	10	10	12	31	27	40	45	224

Source: Pembroke Town Offices

As shown in Table VI-18 and in Figure VI-5, the number of building permits has raised from a mere seven (7) in 1990 to 44 in 2002. As total figures are not yet available for 2003, they are not depicted although it appears the number will be somewhat less than the 2002 figure of 45 permits. Over the five-year span shown, only one (1) permit for a manufactured home and two (2) permits for a multi-family home were granted. Of the 224 total residential building permits issued between 1990 and 2002 for new construction, only three (3) were not single-family homes.

Prior to 1998, the number of permits issued for homes ranged from seven to twelve on a yearly basis. In 1999, however, 31 permits were issued. Between 1999 and 2000, the permit range has spanned from 27 to 45. Taking the high of 12 in 1998 and comparing it to the total of 2002 (45), the number of building permits issued in Pembroke has increased 275%.

Figure VI-5
Residential Building Permits Issued by Housing Type, 1998 – 2002



Source: Pembroke Town Offices

Projected Housing Growth

According to the study conducted by Planning Decisions, Inc. June, 2002, “A Smart Growth Future for Pembroke,” Pembroke is likely to experience an additional 1,500 new housing units built over the next twenty years. This is a projected 50% increase in the current housing stock resulting from on-going growth and the effects of widening of Interstate 93. According to the jump identified in Figure VI-5 above, building permits have already increased substantially.

A remarkable increase in subdivision plans have been introduced to the Planning Board even within the last year. In fall of 2003 the Board approved a 72-unit townhouse cluster subdivision and recently denied a 120 single family subdivision, with 48 elderly units and an additional 48 multi-family units, because the application was incomplete. The introduction of new and revised plans is expected to continue, particularly as discussions about the I-93 widening proceed further.

An additional influence on the growth of housing in Pembroke will be the Growth Management Ordinance recently adopted by the Planning Board. The ordinance, which is reviewed annually by the Planning Board and sunsets on March 31, 2008, allows the issuance of permits equivalent to 2% of the previous year's total dwelling units. Unused permits are rolled over into the following year, but are given out only after the regular yearly allocation has been utilized and expire if not used within that next year.

AFFORDABLE HOUSING

The Department of Housing and Urban Development (HUD) defines affordable housing as that which does not cost more than 30 percent of the annual household income, including mortgage payments, taxes, and utility costs. Affordable housing is a problem for renters and homeowners, young families and the elderly alike. In 1999, 45% of renters across New Hampshire could not afford the fair market rents in their area (*Feeling the Pinch*, The New Hampshire Housing Forum).

Any household spending more than 30% of its income on housing is considered cost-burdened. A homeowner with a mortgage and taxes of \$1,200 per month needs an annual income of \$47,950 (\$23.98 per hour), while a renter with rent of \$868 per month (the median cost of a 2 bedroom unit in 2002) needs an income of \$34,690 (\$17.34 per hour) to remain at or below 30%. An estimated 30% of all households (renter and owner) in New Hampshire paid more than 30% of their income for housing in 2000. The standard does oversimplify reality in that some families find it harder to pay 30% of their income for housing than others, depending on total family income: low-income families are hit hardest. Thus, this oversimplification actually understates the housing problems of low-income families.

Affordable housing is an issue that is considered by all levels of government. The federal government has long been promoting affordable housing through various programs administered by the Department of Housing and Urban Development. State government has promoted affordable housing through passage of several laws requiring communities to provide affordable housing. Furthermore, the State has also created several commissions and departments, such as the New Hampshire Housing Finance Authority, to examine and foster the development of affordable housing opportunities.

As a result of growing concern over access to affordable housing, all regional planning commissions in the State have been charged by State law to develop affordable housing needs assessments for each community within their region every five (5) years.

Pembroke's Theoretical Share of the Regional Affordable Housing Stock

Based on the affordable housing need assessment conducted by the Central New Hampshire Regional Planning Commission (CNHRPC), Pembroke has three times the number of its theoretical fair share of affordable housing:

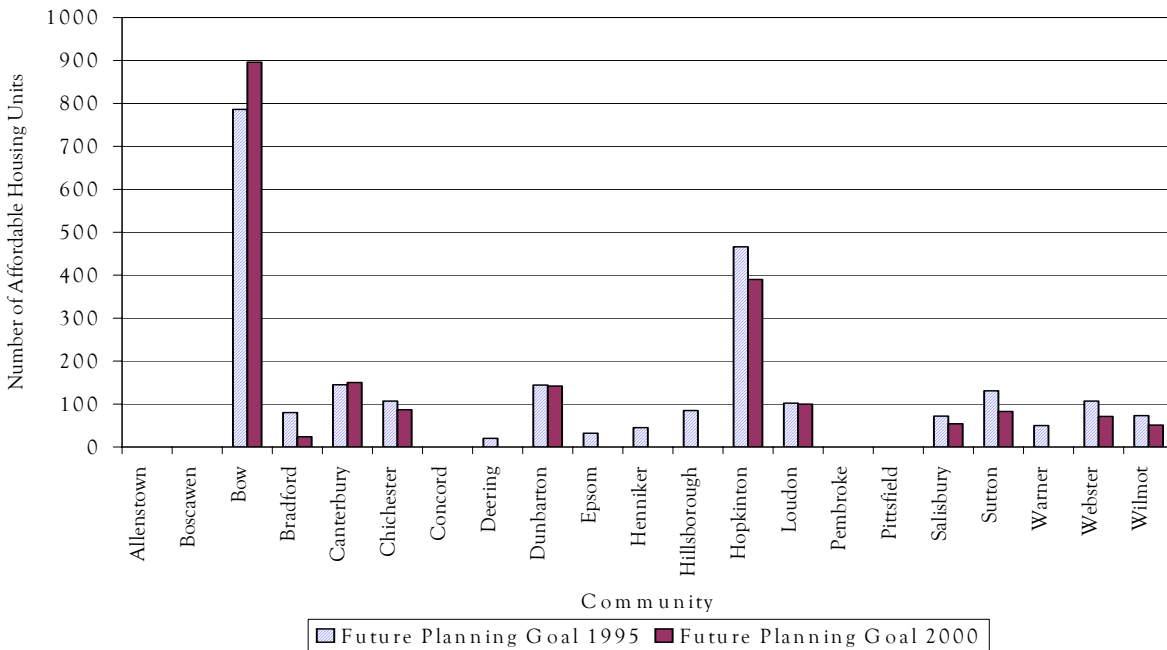
Table VI-19
Summary of Affordable Housing Needs for the Central New Hampshire Region

	Theoretical Community Share of Regional Affordable Housing Stock	Total Number of Existing Affordable Housing Units	Future Planning Goal (Number of Units Community Should Develop)
Allenstown	392	1,054	0
Boscawen	308	490	0
Bow	1,072	176	896
Bradford	171	147	24
Canterbury	225	75	150
Chichester	236	149	87
Concord	6,150	8,849	0
Deering	167	192	0
Dunbarton	245	103	142
Epsom	415	448	0
Henniker	493	557	0
Hillsborough	563	648	0
Hopkinton	805	416	390
Loudon	502	402	100
Pembroke	735	996	0
Pittsfield	374	772	0
Salisbury	122	69	54
Sutton	190	107	83
Warner	310	317	0

Source: CNHRPC Affordable Housing Needs Assessment, 2000

Many communities in the CNHRPC Region should look to increase the number of affordable units available in their Town, particularly in light of substantial rent increases and lack of housing availability over the past few years. According to Table VI-19, Pembroke has no need to specifically develop opportunities for further affordable housing. Approximately one-third of housing in the community is considered affordable. If other municipalities in the Region better accommodated their theoretical “fair share” of affordable housing, individuals and families requiring low-cost housing could locate to communities other than Pembroke, Allenstown, Boscawen, Concord, Deering, Epsom, Henniker, Hillsborough, Pittsfield, or Warner.

Figure VI-6
Comparison of Affordable Housing Goals for Communities in the
Central New Hampshire Region, 1995 vs. 2000



Source: CNHRPC Affordable Housing Needs Assessment, 2000

Many communities in the CNHRPC Region should look to increase the number of affordable units available in their Town, particularly in light of substantial rent increases and lack of housing availability over the past few years. According to Table VI-19 and Figure VI-6, Pembroke does not need to encourage more affordable housing, although the need and desire for senior housing should warrant the attraction of new senior housing options.

Manufactured Housing

For some of those priced out of the expensive home purchase market, the only viable option is manufactured housing ("manufactured housing" includes both single-family mobile homes and prefabricated homes set on permanent foundations, either of which having been transported to the home site in one or more sections). Manufactured housing can be organized in three types of locations - individually owned lots, investor-owned parks, and cooperatively-owned parks.

NH RSA 674:32 stipulates that all communities that have adopted land use regulations shall allow manufactured housing as an allowed use. Of the total land area zoned for residential use, manufactured housing must be permitted on a majority of that land area. The State has provided communities with two options for the development of manufactured housing. First, communities may permit the development of manufactured housing on individual lots. No special exception requirement is allowed for this type of development pattern, unless a special exception is required for the construction of traditional dwelling units on individual lots, or traditional subdivisions. Secondly, communities may encourage the development of manufactured housing in a park atmosphere. The law requires that reasonable densities and expansion potential must be permitted to these types of development. Communities need to ensure that no undue barriers to the development of affordable housing have been created by reviewing all special requirements of manufactured housing.

Table VI-20
Manufactured Housing Parks in Pembroke

Name	Location	Number of Lots
Tanglewood	Sheep Davis Rd	21
Ashley Park Cooperative	Dearborn Rd	12
Sun Briar Knoll	Mass Ave	5
Sheetz Park	Thompson Rd	4
Silver Fox Estates	Friendship Ave	19

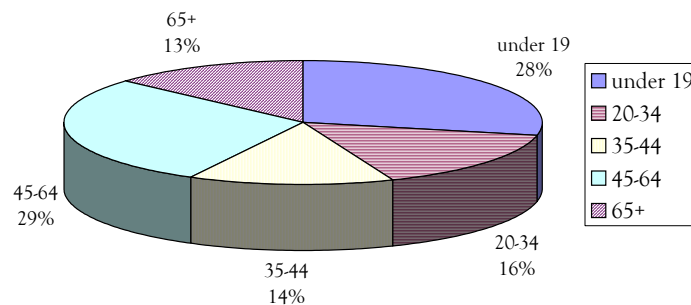
Source: Town of Pembroke

In Pembroke are a total of five (5) manufactured housing parks as illustrated in Table VI-20. They are located throughout the Town. The number of lots in the parks total 61. As the total number of manufactured homes in Pembroke is 146 (see Table VI-1), the remainder of manufactured homes are situated on individual lots.

Senior Housing

Like many other small towns in New Hampshire, Pembroke has a growing number of senior citizens. Housing for seniors is crucial for those who cannot take care of themselves, afford taxes, or have the resources to upkeep their homes. Senior activities are important within any community for both social and practical purposes. Pembroke's seniors require transportation to reach essential services such as the grocery store and for health care. They typically rely on others to transport them to these services.

Figure VI-7
Percentage of Population by Age Group, 2000



Source: 2000 US Census DP-1

Seniors now comprise almost 15% of the total population of the Town. Within the next ten years, that number should be expected to double. According to Figure VI-7, within ten to twenty years, there will be a boom of elderly people requiring housing. Senior housing also has an additional benefit that is attractive to many municipalities. Over 55 housing communities pay a fair, although sometimes discounted, tax rate yet do not contribute children to the public school system. Additionally, non-profit organizations such as the Community Action Program (CAP) can be sought to purchase, implement, and manage a senior housing development. Pembroke should develop a plan to accommodate its seniors within the next decade and enlist the assistance of non-profits.

RESIDENTIAL TAXATION

Comments about residential taxes were among the most common write-in responses of the Community Survey results. A discussion about housing in general is not complete without addressing taxes, which influence the number of people selling their homes to move out of Town or buying homes to move into Pembroke. As taxes increase, fewer elderly residents will be able to remain in their homes and may be forced to look elsewhere for housing.

Tax Comparisons

Equalized valuation, or equalization, is an adjustment of the town's local assessed values, either upward or downward, in order to approximate the full value of the town's property. Each year, the NH Department of Revenue Administration (NH DRA) equalizes the property values for every city and town. This process is due to an imbalance caused by varying local assessment levels. Adjusting these values among towns is the only way for statewide consistency. The total value of all property in town is adjusted based upon the comparison of recent property sales with local property assessments. Once property values have been equalized, public taxes and state revenues shared by towns and cities may be fairly apportioned among them. This includes state education property taxes and county taxes.

As generated statistics, equalization ratios are used when revaluation companies are planning their work and are used by assessing officials to periodically check the validity of assessments. Ratios are computed using properties that have sold during the period: the prices the properties actually sold for are compared to the values listed on the assessment cards. The median ratio in a listing of properties is selected to represent the equalization ratio in a town because it gives equal weight to all properties regardless of selling price. The ratio can help towns judge when revaluation should occur and how the town compares with other towns or cities.

The full value tax rate is the equalized tax rate for a town. Contrary to popular belief, the town's equalization ratio cannot be applied directly to the local assessed rate to equal the full value tax rate since other variables are involved. This full value tax rate permits comparisons to other towns in the state for apportionment purposes.

Revaluation in Pembroke is performed annually, with 25% of homes, structures, and businesses being reassessed. Every four years, a full revaluation of the Town is complete and the cycle continues.

Table VI-21 below compares Pembroke's tax rates, before and after equalization, with the abutting communities. The net valuations displayed here have not been equalized.

Table VI-21
Tax Rates of Pembroke and Abutting Communities, 2001 - 2002

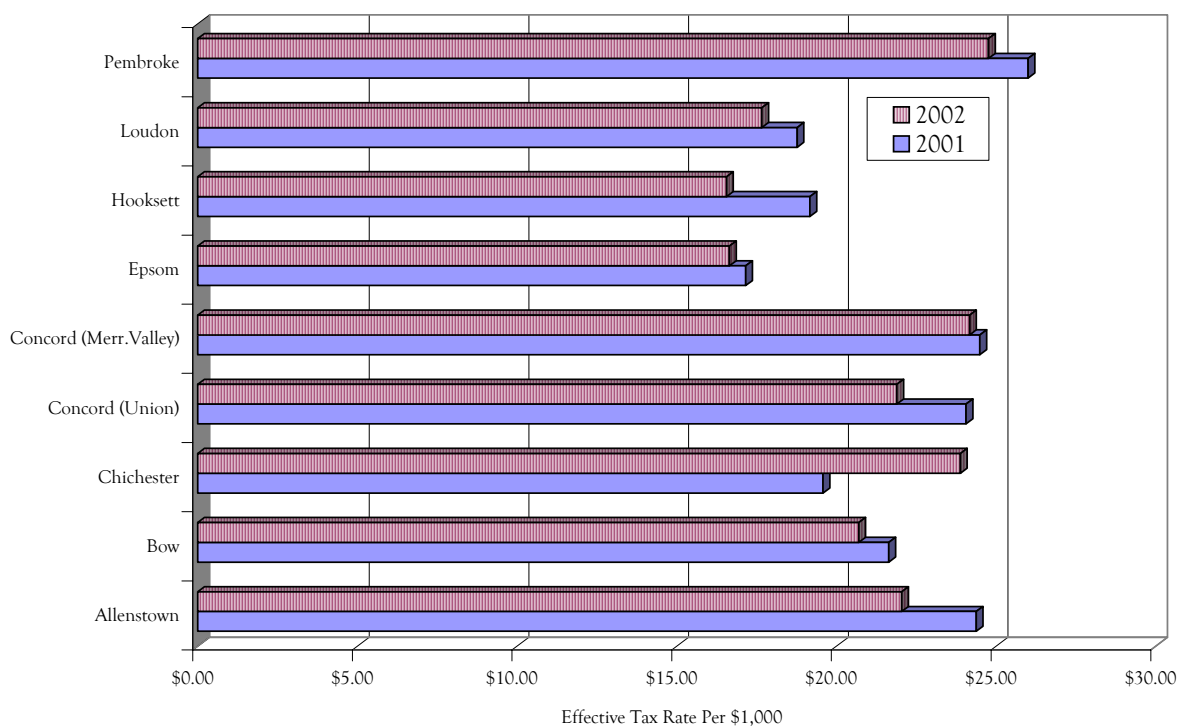
Community	Net Valuation		Effective Tax Rate Per \$1000		Equalization Ratio		Full Value Tax Rate Per \$1000	
	2001**	2002*	2001**	2002*	2001**	2002*	2001**	2002*
Allentown	\$163,516,693	\$183,241,933	\$26.28	\$24.06	93%	92%	\$24.38	\$22.04
Bow	\$651,415,245	\$838,300,562	\$29.09	\$23.15	62%	89%	\$21.64	\$20.70
Chichester	\$106,466,928	\$110,332,191	\$28.62	\$32.99	68%	72%	\$19.58	\$23.88
Concord (Union)	\$1,345,514,100	\$1,422,226,800	\$27.34	\$26.40	88%	83%	\$24.06	\$21.89
Concord (Merr Valley)	\$897,009,849	\$948,151,674	\$27.83	\$29.15	88%	83%	\$24.49	\$24.17
Epsom	\$166,208,735	\$170,923,822	\$25.15	\$37.94	69%	60%	\$17.16	\$16.65
Hooksett	\$760,194,546	\$774,533,306	\$25.27	\$25.20	78%	66%	\$19.17	\$16.56
Loudon	\$255,298,969	\$264,042,587	\$22.86	\$24.80	83%	71%	\$18.77	\$17.66
Pembroke	\$246,619,471	\$255,701,458	\$39.16	\$40.32	67%	61%	\$26.00	\$24.76

Source: *NH Department of Revenue Administration website, Table – 2002 Property Tax Rates, 01/28/03 update

**Comparison of Effective Rate of Taxation Based on Full Value of Property with Local Tax Rate – Tax Year 2001

In terms of tax rate, Pembroke had both the highest effective tax rate (\$40.32) and the highest full value tax rate (\$24.76) in the area in 2002 as well as in 2001. This is not directly attributable to the equalization ratio since Bow's is lower at 62% and Chichester (68%) and Epsom (69%) are at nearly the same level as Pembroke (67%). Figure VI-8 graphically illustrates the effective tax rate in 2002 of Pembroke and surrounding communities as shown in Table VI-21 above.

Figure VI-8
Effective Tax Rates of Pembroke and Abutting Communities, 2002



Source: *NH Department of Revenue Administration website, Table – 2002 Property Tax Rates, 01/28/03 update

To better place the tax rates in Table VI-21 into perspective, comparisons of residential values to manufactured home values are displayed in Table VI-22 to show total housing valuation.

Table VI-22
Residential Building Valuation of Pembroke and Abutting Communities, 2002

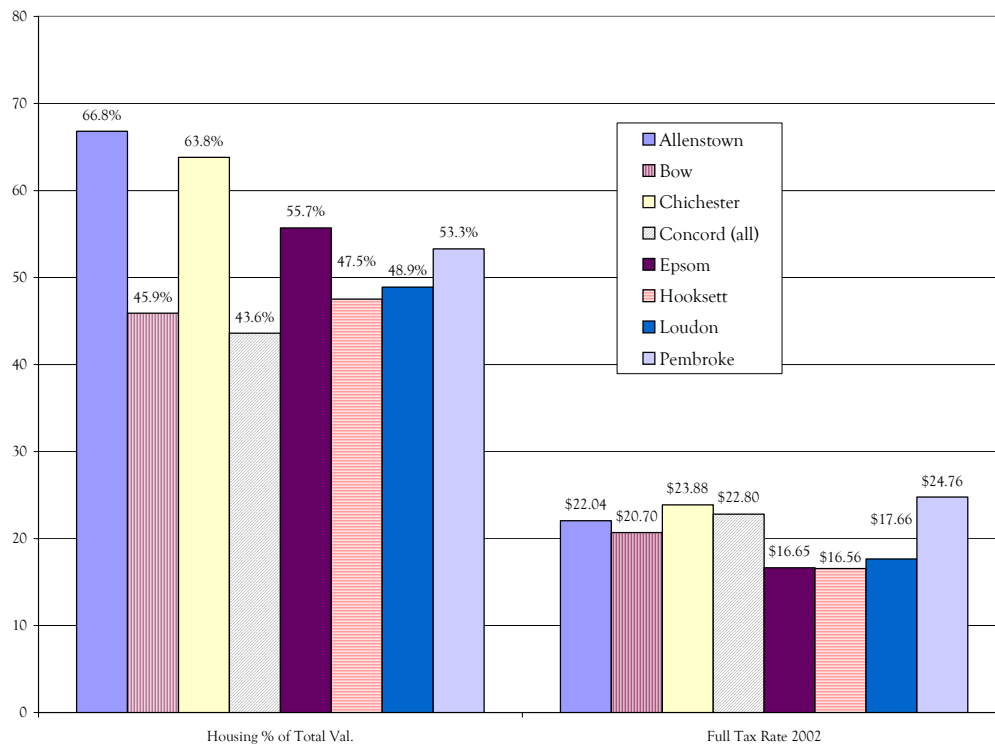
Community	Net Valuation	Residential Buildings	% of Valuation	Manufactured Housing Buildings	% of Valuation	Total Housing Valuation %
Allenstown	\$183,241,933	\$106,483,400	58.1%	\$15,893,300	8.7%	66.8%
Bow	\$838,300,562	\$384,784,275	45.9%	\$0	0.0%	45.9%
Chichester	\$110,332,191	\$68,491,200	62.1%	\$1,935,800	1.8%	63.8%
Concord*	\$2,370,378,000	\$1,030,916,500	43.5%	\$2,155,300	0.1%	43.6%
Epsom	\$170,923,822	\$86,161,550	50.4%	\$9,077,450	5.3%	55.7%
Hooksett	\$774,533,306	\$359,136,300	46.4%	\$8,572,800	1.1%	47.5%
Loudon	\$264,042,587	\$119,608,200	45.3%	\$9,545,900	3.6%	48.9%
Pembroke	\$255,701,458	\$134,862,900	52.7%	\$1,452,600	0.6%	53.3%

Source: NH Department of Revenue Administration: Table – Property Tax Publications, 2002, Tables by County

*Concord's Tax Rate is an average between Concord Union (\$26.40) and Merrimack Valley (\$29.15)

Figure VI-9

Residential Valuation and Full Value Tax Rate of Pembroke and Abutting Communities, 2002



Source: NH Department of Revenue Administration: Table – Property Tax Publications, 2002, Tables by County

*Concord's Tax Rate is an average between Concord Union (\$26.40) and Merrimack Valley (\$29.15)

Table VI-22 indicates that Pembroke's manufactured housing valuation is the second lowest (0.6%) of all area towns with manufactured housing, and total housing valuation accounts for 53.3% of Pembroke's valuation. The highest percentage of housing valuation is Allentown (66.8%), while Concord (43.6%) has the lowest percentage, as shown in Figure VI-9.

Within the State, Pembroke ranks 200th of 227 towns (ranking lowest to highest) in terms of full-value tax rate according to the NH Department of Revenue Administration (NH DRA).

Table VI-23
Pembroke Assessed Land Valuation, 2002

Community	Current Use	Conservation Restriction	Discretionary Easement	Residential	Commercial / Industrial
Allentown	\$273,977	\$0	\$0	\$32,018,150	\$15,380,170
Bow	\$602,460	\$0	\$0	\$167,279,125	\$21,812,275
Chichester	\$714,711	\$0	\$0	\$25,090,100	\$4,045,900
Concord*	\$1,303,600	\$0	\$0	\$449,676,300	\$237,540,200
Epsom	\$902,588	\$0	\$0	\$46,978,900	\$12,020,150
Hooksett	\$364,050	\$0	\$0	\$176,731,956	\$102,313,000
Loudon	\$1,899,200	\$0	\$0	\$63,982,000	\$29,524,100
Pembroke	\$943,600	\$950	\$46,788	\$66,212,850	\$11,951,450

Source: NH Department of Revenue Administration: Table – Property Tax Publications, 2002, Tables by County

*Concord's Tax Rate is an average between Concord Union (\$26.40) and Merrimack Valley (\$29.15)

As depicted in Table VI-23, Pembroke's residential land valuation is over \$66 million. The average for Merrimack County is over \$78 million, while the average for communities surrounding Pembroke, excluding Concord, is over \$72 million. While Pembroke's assessed residential land valuation is modest and the commercial land valuation is the second lowest of abutting towns, the high tax rate and its impact to property owners should be reexamined.

SUMMARY

The goal of the Subcommittee for the **HOUSING CHAPTER** was to discover the quantity and types of housing in Pembroke. The information is based on the 2000 Census and other records. The concerns from citizen input were the rapid residential growth in Pembroke, high taxes, and leaving Pembroke Street unchanged. The data shows Pembroke as the second lowest in residential growth for our area, but with the increasing number of surrounding towns implementing Growth Management Ordinances, we are starting to feel the pressure of development.

We recognize that a difference between Planning Decisions, Inc's housing growth projections and the NH Office of Energy and Planning's housing growth projections exists. This situation will be monitored by the Planning Board.

The objectives of this Chapter are to increase senior housing, encourage zoning changes to the cluster and mixed use ordinances, implement a growth management ordinance to accommodate the future housing projections, revise regulations to retain the residential feel of Pembroke Street while still allowing commercial use, and encourage commercial businesses to help offset the high tax rate.

- Respectfully Submitted, Cindy Lewis, Housing Subcommittee Chair