

6 EXISTING AND FUTURE LAND USE



TOPICS INCLUDE:

Pembroke's land use patterns, past, present and future

Challenges & opportunities going forward

Summary of Pembroke's land use patterns

This chapter focuses on land use, the one chapter that comes to mind for most people when they think about a master plan. There are certain features that define what we categorize as land use – geography is the most visible along with the pattern and type of land uses that have developed over time. Regulations adopted by the community have certainly shaped these land uses and will continue to do so in the future. These land uses should support Pembroke's unique sense of place and its rural character. As Pembroke continues to grow and change, commitment to the mix of land uses, the natural environment and sense of place that residents expect and enjoy about living in Pembroke is vitally important. It is clear that Pembroke residents value its rural character and small town atmosphere. This master plan should reflect these values and the recommendations in each chapter should be carefully crafted to implement the vision for Pembroke and keep the community moving in the desired direction.

Pembroke is...
 a vibrant community that embraces its unique, historical character,
 values its forests, farms and rural character and supports a healthy,
 sustainable environment to live, work, shop and participate in
 community activities.

WHAT THE COMMUNITY SAID...

Input gathered throughout the public outreach process continued to demonstrate residents' desire to maintain the town's rural character and small-town atmosphere. As shown in Tables 9.1 and 9.2 below, respondents of the community survey also supported the importance of protecting natural resources, providing recreational opportunities for residents, expanding the commercially zoned area for additional businesses, and to better separate non-residential and residential development.

Table 9.1: Residents Ranked the Following for Their Importance:

Identified Land Use Actions	Important	Somewhat Important
Maintaining Pembroke's rural character as a goal of this Master Plan	70.9%	23.5%
Adopting landscape regulations for new development within the Subdivision and Site Plan Review regulations	40.7%	32.8%
Attracting and supporting new businesses in Suncook Village	42.2%	45.5%
Actively promoting Suncook Village as a resource in town	42.5%	37.0%
Developing a public, walking and bicycling rail trail along the Merrimack River railroad bed	48.1%	34.5%
Preserving existing Class VI rural roadways	30.4%	35.5%

Source: Pembroke Master Plan Community Survey, 2017

Table 9.2: Residents Indicated Their Stance on the Following:

Identified Land Use Actions	Yes	No	No Opinion
Regulations to develop public recreational trails and parks through new developments	76.0%	12.9%	11.0%
Amendments to the zoning ordinance to extend the existing Commercial Zone District (C-1) in NH 106 to Borough/North Pembroke Road	67.9%	23.6%	8.5%
Amendments to the zoning ordinance to help better separate non-residential development uses from residential development (i.e. buffers and/or setbacks)	73.4%	15.6%	11.0%
Amendments to the zoning ordinance to increase building setbacks to protect wetlands	69.7%	14.5%	15.8%
Amendments to the zoning ordinance to increase building setbacks to protect groundwater and aquifers	80.8%	9.5%	9.8%
Upgrades to Class VI roads to allow buildable lots	45.3%	35.9%	18.8%
Adoption of ordinances that encourage renewable energy options	74.4%	16.3%	9.4%

Source: Pembroke Master Plan Community Survey, 2017

Attendees at the community visioning session echoed much of the input gathered through the community survey. Identified strengths included the Suncook village, access to recreation through the range roads and the Merrimack River, available infrastructure, and housing availability. Similar to the community survey, protecting the aquifer and other natural resources was a concern. Opportunities mentioned included mixed use development in the Village and along Academy Road, as well as open space development.

Results of these engagement opportunities provide a direction for the objectives and recommendations identified in this chapter. Themes that can be identified from the visioning session and community survey include:

- Maintain rural character
- Support for a walkable, dynamic downtown in the Suncook Village
- Desire to attract and support new businesses and local job creation in town
- Support for mixed-use and new commercial development along Sheep Davis Road, NH 106, and in the Suncook Village
- Importance of preserving/acquiring natural resource areas to overall quality of life
- Interest in focusing development near existing development to retain Pembroke’s rural character.
- Strong support to protect streams/rivers, groundwater, agriculture and forests and recreational trails.; increase setback from wetlands, aquifers
- New housing development North Pembroke area (65.1%); Buck Street/NH 28 (51.3%)
- Support increased commercial activity on NH 106 to Borough Road/North Pembroke Road (67.9%)
- Support for extension of Commercial zoning district (C-1) on NH 106 to Borough Road/North Pembroke Road to increase commercial business in Pembroke (68%)



SUNCOOK VILLAGE

CHAPTER OBJECTIVES & RECOMMENDATIONS

<p>OBJECTIVE 1</p> <p>Utilize available methods to promote the protection of Pembroke’s rural character</p>	<ul style="list-style-type: none"> → Consider the establishment of a Forest Land Conservation District (See Natural Resources Chapter). → Consider the establishment of an Agricultural Conservation District (See Natural Resources Chapter). → Promote long-term protection of forest land and agricultural areas by purchasing development rights and securing restrictive easements (See Natural Resources Chapter). → Promote the use of the open space conservation ordinance by simplifying the density calculation process and the consideration of a range of density incentives (See Housing Chapter).
<p>OBJECTIVE 2</p> <p>Consider future land use changes to Pembroke Street</p>	<ul style="list-style-type: none"> → Consider the development of a mixed use zone in the vicinity of Route 3 and Academy Road to accommodate a mix of housing and small scale retail/office uses. → Conduct a Route 3 Pembroke Street Corridor Study as soon as reasonably feasible to develop a community vision for Pembroke Street using a “Complete Streets” approach (See Transportation Chapter). → Apply access management techniques along major corridors, including US 3 Pembroke Street and NH 106 to improve connectivity, promote safety, improve aesthetics, and maintain community character (See Transportation Chapter).
<p>OBJECTIVE 3</p> <p>Support the development and revitalization of Suncook Village</p>	<ul style="list-style-type: none"> → Consider adoption and promote the use of Community Revitalization Tax Relief Incentive (NH RSA-79-e) in the Suncook Village area (See Economic Development Chapter). → Address Suncook Village parking availability to improve parking convenience and ease for residents, businesses and visitors (See Economic Development Chapter). → Consider the development of a façade/property improvement program in Suncook Village (See Economic Development Chapter). → Develop architectural design guidelines to enhance the aesthetics, character, and existing design of residences and businesses in the Suncook Village area (See Community and Sense of Place Chapter).

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→ CHAPTER OBJECTIVES & RECOMMENDATIONS

<p>OBJECTIVE 4 Promote existing and future commercial development along NH 106</p>	<ul style="list-style-type: none"> → Consider the designation of specific areas along NH 106 and North Pembroke Road as Economic Revitalization Zones (ERZs) (See Economic Development Chapter). → Consider the expansion of the Commercial/Light Industrial (C-1) zone and the encouragement of mixed-use developments as appropriate within the Soucook River Development District. → Consider simplifying the Soucook River Development District regulations.
<p>OBJECTIVE 5 Consider long-term issues related to Pembroke’s future development</p>	<ul style="list-style-type: none"> → Study options for upgrading the Class VI sections of 3rd or 4th Range Roads in order to improve connectivity and provide an alternative route to Pembroke Street. → In coordination with the Town of Allenstown, study the needs and options for improvements to the Suncook Wastewater Treatment Plant.
<p>OBJECTIVE 6 Continually review and update the land development regulations</p>	<ul style="list-style-type: none"> → Continue to review the existing land use regulations and development review process with regards to the predictability of the planning review process.

CHALLENGES AND OPPORTUNITIES

PROMOTE THE PROTECTION OF PEMBROKE’S RURAL CHARACTER

The results of the community survey and visioning session point to strong support for the protection of Pembroke’s rural character. Options for continuing that support can be found in the Natural Resources and Housing chapters and are summarized below:

- (1) Consider the establishment of a Forest Land Conservation District that discourages fragmentation, encourages cooperative management agreements among and between private landowners, and provides tax incentives, beyond the Current Use assessment, for owners of parcels that lie within a potential large-lot zoning district.
- (2) Consider the establishment of an Agricultural Conservation District that discourages conversion of prime agricultural land to development, and provides tax incentives, beyond the Current Use assessment, to support locally grown food products.
- (3) Promote long-term protection of forest land and agricultural areas by purchasing development rights and securing restrictive easements.
- (4) Promote the use of the open space conservation ordinance by simplifying the density calculation process and the consideration of a range of density incentives.

SUNCOOK VILLAGE REVITALIZATION EFFORTS

As outlined in both the Community and Sense of Place and the Economic Development chapters, the revitalization and focus on Suncook Village is of utmost importance. A number of possible methods to approach the support and renewal of the Village are proposed in the two chapters and are summarized below.

VILLAGE PARKING

The availability of readily available parking in Suncook Village is a key element of any future revitalization plan for the Village. As noted in the Economic Development Chapter, an evaluation of parking policies and practices may lead to improvements and improved satisfaction for Suncook Village visitors, employees, and residents. Maintenance and layout of parking, hours of enforcement, signage, and various parking management strategies can be evaluated.

VILLAGE REVITALIZATION STRATEGIES

A summary of the coordinated strategy to revitalize Suncook Village can be found in the Economic Base Chapter. Opportunities exist for a shared vision and process between Allenstown and Pembroke that focus on:

1) zoning; 2) streetscape and façade; and 3) recreation. With regard to zoning, efforts can be made to see that the zoning on both sides of the river is similar in terms of density, permitted uses, and architectural standards. For issues relating to street scape, a similar look and feel on both sides, culminating in unifying aesthetics on the bridge could be in order. Features such as comparable light poles, street signs, and landscaping can accomplish this. Finally, recreation along the river should serve to not only keep people active but bring both communities together.

A key element of the recreational aspect would be the potential Merrimack River Rail Trail, which could attract visitors to the village and improve the quality of life for residents and businesses in the village. The trail could incorporate the small bridge near China Mill in Allenstown, and trail traffic could also be directed to or through the village so trail users can patron local businesses as is the case in many trail towns across the country. Finally, the development of a façade/property improvement program would be a proactive measure to stimulate future investment.

In addition to these methods, the potential use Community Revitalization Tax Relief Incentive (NH RSA-79-e) in the Village is discussed below.

THE FUTURE OF PEMBROKE STREET

A number of methods to enhance Pembroke Street can be found within the Master Plan. In the short-term, the preparation of a “Complete Streets” study of entire Pembroke Street Corridor Study would develop a baseline for future changes that addresses traffic (including lane widths), access from adjoining neighborhoods, pedestrians and bicyclists, and street trees. While Pembroke Street is a major connector of statewide significance, it is also an important local road that residents use in a variety of ways every day.

Beyond the corridor study, the Economic Development Chapter outlines a recommendation to consider the development of a mixed-use zone in the vicinity of Route 3 and Academy Road to accommodate a mix of housing and small-scale retail/office uses. This recommendation acknowledges changes in

demographics and development trends that have led to more interest in small scale housing mixed with small scale commercial development.

IMPROVING PEMBROKE'S COMMERCIAL BASE

A variety of options for the support of Pembroke's commercial base are outlined in the Economic Development Chapter, foremost being the continued work of the Pembroke Economic Development Committee (EDC) to develop the tools to promote and sustain appropriate levels of economic development.

The following potential zoning changes, land use regulation revisions, and potential incentives could be utilized to improve Pembroke's commercial base:

- (1) Consider the expansion of the Commercial/Light Industrial (C-1) zone and the encouragement of mixed-use developments as appropriate within the Soucook River Development District.
- (2) Consider simplifying the Soucook River Development District regulations.
- (3) Consider adoption and promote the use of incentives such as the Community Revitalization Tax Relief Incentive (NH RSA-79-e) in the Suncook Village area, the Economic Revitalization Zone (ERZ) program designation of specific areas along NH 106 and North Pembroke Road, and the Commercial and Industrial Construction Exemption (NH RSA 72: 80-83) in specific commercially zoned areas.
- (4) Continue to review the existing land use regulations and development review process with regards to the predictability of the planning review process.

KEY LONG-TERM ISSUES RELATED TO PEMBROKE'S FUTURE DEVELOPMENT

3RD AND 4TH RANGE ROADS

As described in detail in the Transportation Chapter, there is no alternative north-south route to Route 3 in the community. The potential for extensions to either the Class VI town-unmaintained 3rd Range Road or 4th Range Road to mitigate this issue has been a point of contention in the community for many years. It is possible, if not likely, that these sections of 3rd Range Road and 4th Range Road could at some point be upgraded to Class V town-maintained as part of a private subdivision development.

As noted in the Transportation Chapter, there is no clear consensus in the community on the desirability of improving these roadways; however, there is a consensus that improvements should not be undertaken with town funding. Local concerns as well as options regarding the potential improvements to the Range Roads are outlined in the chapter, and lead to the necessity for future planning efforts to shape the outcomes and investments in the area. In sum, while improvements to each road are possible, it is more likely that improvements to the 4th Range Road will occur in the foreseeable future. The issue summary as outlined in the Transportation Chapter:

Improvements to the 3rd Range Road would not provide the same community benefits as improving the 4th Range Road. Extending 3rd Range Road northerly from Church Road to its current terminus southerly of Belanger Street would provide a second access to the Pembroke Hill Elementary School. Currently, all points of access to this school lead to Pembroke Hill Road. The

relatively short length of 3rd Range Road would limit the potential for cut-through traffic but would allow for alternative routing of emergency vehicles and travel options for residents of this area.

With the abundance of undeveloped land on 4th Range Road and the rising demand for housing in New Hampshire, it is likely that 4th Range Road could see upgrades as a result of private development. If 4th Range Road were to be completed through to Church Road, it would provide an alternate north-south route to Pembroke Street. Site plan and subdivision regulations, as well as town road standards would shape any outcomes of private development and investment in this area. In anticipation of future development, the town should consider a plan for the extension of 4th Range Road and ensure that proper tools are in place for the Planning Board to manage appropriate development. Similarly, the Zoning Ordinance is a planning tool that can help guide future uses on range roads.

The plan should describe who would be responsible for constructing the road, how it might occur in phases, and the standards for the new road segments. It would also need to address how rural character could be preserved including the protection and/or relocation of stone walls and the protection or replanting of trees along the roadway. Further considerations would include any other improvements that should be made to existing portions of 4th Range Road, Pembroke Hill Road, Church Road or Dudley Hill Road, as well as any traffic calming measures which might be utilized to control speeds and discourage cut-through traffic. A similar approach should be considered regarding 3rd Range Road from Pembroke Hill Road to Church Road.

FUTURE SEWER CAPACITY

The Community and Recreation Facilities with Utilities Chapter describes the inter-municipal agreement related to the operation of the Suncook Wastewater Treatment Plant between Pembroke and Allentown.

Sewer service is provided through an inter-municipal agreement with the Town of Allentown. Approximately two-thirds of the town's residents are served by municipal sanitary sewer. The two towns share in the costs of operation and maintenance of the Suncook Wastewater Treatment Plant located on Ferry Street in Allentown. The treatment facility was designed in 1972 with a 1,050,000 gallons per day (gdp) capacity. The plant came online in 1977 and had a 20-year life expectancy.

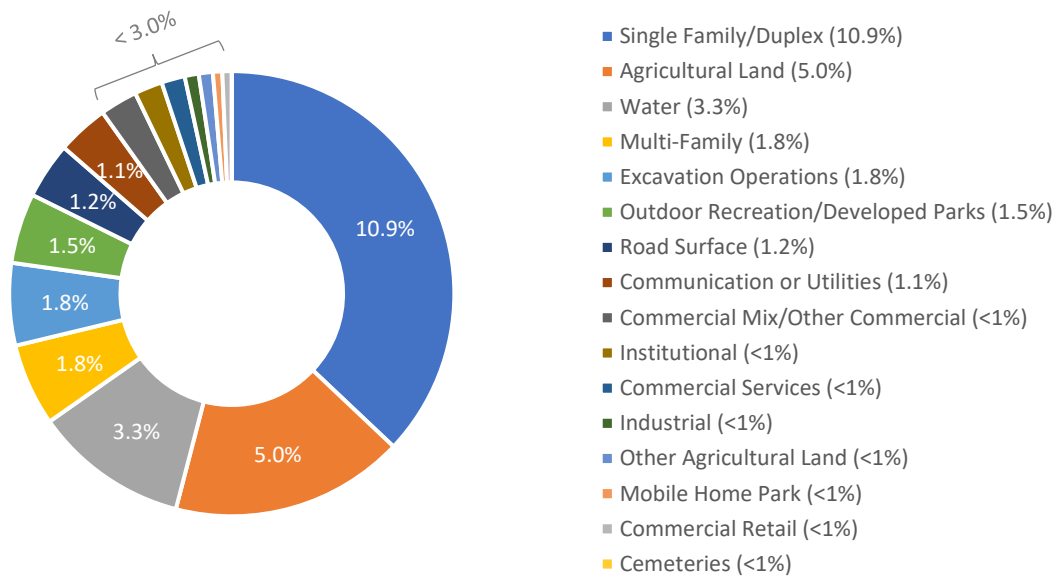
The future provision of sewer capacity to meet the needs of a sustainable and appropriate level development as described in this Master Plan is of key importance. In coordination with the Town of Allentown, the Town should continue to study the needs and options for improvements to the Suncook Wastewater Treatment Plant, as well as the allocation of capacity, in an updated inter-municipal agreement.

LAND USE TYPES AND TRENDS

EXISTING LAND USE

Utilizing aerial photography and assessing data sources, a detailed evaluation of the existing land uses in Pembroke was undertaken. This enabled a view of multiple land use types and how their sizes compare with other land use types. In addition to the analysis described below, the land uses are shown in Figure 6.4 below as well as on the **Existing Land Use Map**.

Figure 6.4: Percentage of Acreage Developed by Land Use Category



Of the developed land uses categorized, single family/duplex had the highest percentage with 1,585 acres, totaling 10.9% of total land area. This land use is present throughout Pembroke, along with multi-family and mobile home parks. Though it should be noted that multi-family and mobile home parks cover much less acreage than single family, with 257 and 26 acres, respectively. Agricultural lands are also a common land use, with 724 acres, totaling 5.0%, as well as water, which covers 490 acres, or 3.3% respectively.

Other uses with much smaller percentages include commercial services (<1%), commercial retail (<1%), commercial mix (<1%), institutional (<1%), industrial (<1%), excavation operations (1.8%), communication or utilities (1.1%), cemeteries (<1%), outdoor recreation/developed parks (1.5%), and other agricultural land (<1%). Much of these uses are located in highly developed areas in town, including along Sheep Davis Road, Route 3, and within the Suncook Village. Exact locations can be seen on the **Existing Land Use Map**.

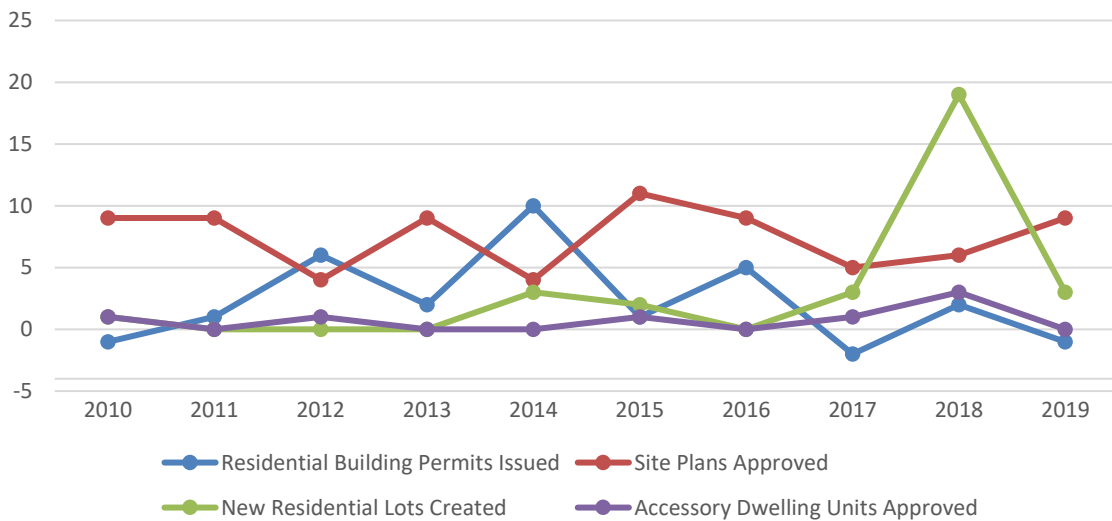
It should be noted that while not included in Figure 6.4, a large portion of land within Pembroke is undeveloped. Undeveloped land provides places for recreational opportunities, contributes to rural character and scenic beauty, and is beneficial to wildlife and natural habitats.

DEVELOPMENT TRENDS

Development patterns help make people aware of the changes taking place within a community, and research and analysis of development patterns is important to help better plan for future development. As described in the 2004 Pembroke Master Plan, new residential development was growing rapidly leading up to 2004, with significant increases in residential building permits and in new residential developments. Commercial development was also increasing, comprising 5% of all new development.

Since 2004, demographic changes reflective of a slowing economy have been evident. The population experienced minimal increase, the number of building permits has significantly decreased, and the amount of commercial development has increased to comprise <2% of the developed land uses. Figure 6.5 displays the number of residential building permits issued, number of new residential lots created, number of site plans approved (by the Planning Board), and the number of accessory dwelling units approved. As shown in the figure, these trends have varied over the ten years displayed, with the most noticeable increase occurring in 2018 with the number of new residential lots create. It should be noted that this large increase was caused by a large multi-family development approved in 2018. It should also be noted that the number of building permits issued is a net change in dwelling units and includes any demolition permits.

Figure 6.5: Development Trends, 2010-2019



Source: Pembroke Town Staff

DEVELOPMENT CONSTRAINTS

Land development projects are typically affected by a range of natural and man-made restrictions. These limitations to development have been charted and are shown herein on the **Development Constraints Map** and what follows are a series of brief descriptions of these various limitations to development.

Wetlands

Wetlands are areas where water is present at or near the soil surface for at least part of the growing season and influences the plants that can grow there, as well as the soil characteristics. There is now a much greater understanding of the function that wetlands provide, including flood control, water storage, groundwater recharge, erosion and sediment control, pollution filtration and wildlife habitat. As part of the NRI, a total of 3,951 wetlands representing 1,587 acres were mapped in Pembroke in the half-mile extended study area.

Floodplains

Floodplains are areas that have the potential to carry and store floodwater, also termed flood storage land. Preserving the floodplain's ability to store this excess water is key to protecting surrounding land uses, especially as the trend of extreme storms and frequency increases. An examination of these floodplain areas indicates that they are mostly open lands which are mostly owned by the town. Few man-made structures are found in these areas though there a number of small-sized privately owned lots along the Suncook River floodplains. Additional areas of concern are found along Route 28 and Bachelder Road because they would be crossed by the occurrence of 100-year floods.

Steep Slopes

Slopes that are greater than 15% are present in area throughout Pembroke and create a number of difficulties and dangers associated with development. Such steep topography is common in North Pembroke and along Route 3 and the Merrimack River from Bow Lane to Fairview Avenue. Similarly, steep slopes also characterize the area between Robinson and Plausawa Roads and other smaller areas located in the vicinity of Borough and Cross Country Roads.

Aquifers

Aquifers are sometimes quite large, underground deposits of porous rock, sand and other similar earth materials containing water into which wells can be sunk. Information obtained from the U. S. Geological Survey indicates that such stratified drift aquifers are broadly located in the vicinity of the Suncook, Soucook and Merrimack Rivers. In a number of instances, these underground water deposits underlie areas of high residential population, especially in Suncook Village as well as in the area between Route 3 and the Soucook and Merrimack Rivers. Significant aquifer deposits are also located at the north end of town beneath Interstate-393 and Routes 9/4/202, as well as in southeast section of Pembroke in the vicinity of Buck Street and Route 28.

Taking advantage of their great water carrying capacity, the Town of Pembroke currently maintains several aquifer-based drinking water wells which are located off Route 3 along the Soucook River near the Concord town line. These important sources of public drinking water are protected by required wellhead protection zones which are designated by the New Hampshire Department of Environmental Services (NHDES). These wellhead protection zones are shown on the **Development Constraints Map**.

The wellhead protection areas are unevenly located around areas of North Pembroke and Burrough Roads and along the Soucook River extending to 6th Range Road. Parts of 3rd, 4th, and 6th Range Roads, Borough Road and all of Beacon Hill Road are also included in this protection zone. Smaller sized wellhead protection areas are also located along Thompson Road and Route 28 near the Allenstown and Epsom town lines.

Public Lands

The Town of Pembroke, along with other public entities or agencies, possesses various public lands along the Soucook and Merrimack Rivers as well as at conservation areas such as the Whittemore Town Forest, Bragfield Pond and at several other parcels generally located in the mid-section of Town. The State of New Hampshire also owns parcels along Route 9 and the Suncook River and the School District has land holdings along Pembroke Street and on Maple Street in Suncook Village. Lastly, the Pembroke Water Commission and the Concord Water Precinct both own land along the Soucook and Merrimack Rivers for the purpose of protecting area water supplies.

LAND USE REGULATIONS

PEMBROKE ZONING ORDINANCE

Pembroke zoning ordinance divides the town into seven zoning districts and six overlay districts.

Table 6.1: Pembroke's Zoning and Overlay Districts

Type	District Name
Zoning District	Medium Density-Residential District (R1)
Zoning District	Rural/Agricultural-Residential District (R3)
Zoning District	Business/Residential District (B1)
Zoning District	Central Business District (B2)
Zoning District	Commercial/Light Industrial District (C1)
Zoning District	Limited Office District (LO)
Zoning District	Soucook River Development District (SR)
Overlay District	Architectural Design District (AD)
Overlay District	Aquifer Conservation District (AC)
Overlay District	Floodplain Development District (FD)
Overlay District	Shoreland Protection District (SP)
Overlay District	Suncook Business District (SB)
Overlay District	Wetlands Protection District (WP)

Source: Pembroke Zoning Ordinance

Pembroke has an extensive zoning framework in place that consists of several zoning districts and overlay districts, all of which are in place to accommodate residential and commercial uses as well as protect community character and foster environmental and resource protection. The seven zoning districts include the Medium Density/Residential District (R1) which is primarily residential with small office and home businesses; the Rural/Agricultural-Residential District (R3) which is a large-lot residential zone; the Business/Residential District (B1) which includes part of Suncook Village; the Central Business District (B2) which establishes a mixed-use village zone in the core of Suncook; the

Commercial/Light Industrial District (C1) consisting of commercial and industrial uses along Routes 3 and 106; the Limited Office District (LO) providing zoning for professional and office spaces; and, lastly, the Soucook River Development District (SR) which is a performance-based commercial district. The effect of these districts taken together is that they locate greater density and commercial uses along Routes 3 and 106, allow for traditional mixed-use village development in Suncook, and protect large tracts of rural residential land to the east of Route 3. The zones are depicted on the **Zoning Map**.

In terms of overlay districts, Pembroke has the Architectural Design District, designed to protect traditional architecture on Route 3; the Aquifer Conservation District which protects Pembroke's drinking water supply; the Floodplain Development District, designed to limit development in flood lands, and, to provide guidance when it cannot be avoided; the Shoreland Protection District, designed to protect water quality and limit the impact of development-driven erosion; the Suncook Business District which protects commercial space by restricting residential dwellings to upper floors of buildings; and, the Wetlands Protection District that protects the abilities of wetlands to function properly. Collectively these overlay districts seek to work with the underlying zones as they protect the environment, natural resources, community character, and the ability to maximize economic development.

In addition to the various districts and overlay districts in place Pembroke has several ordinances that provide guidance for specific types of development. One is Accessory Dwelling Units (ADU) ADUs are governed by section 143-18.1 and comply with recent changes to RSAs. They are permitted everywhere a single family home is by Special Exception and have requirements consistent with the new state law. ADUs are a great tool to alleviate housing pressures for both young people new to the workforce and downsizing seniors.

Home businesses are useful tool to finding a balance between economic development and housings and Pembroke permits them in different parts of town. Specifically, it can keep overhead costs down when someone wishes to start a business. It can also serve to "scale" economic development in a way that it fits in with community character. One challenge to regulating and permitting home businesses is that they often need more scrutiny than merely a building permit would provide but not as much as a site plan. One way to address this balance is between a minor and major home occupation framework that that is just what Pembroke does. Section 143-28 governs minor, while Section 143-29 manages major home businesses.

Section 143-73 governs the development of open space residential development in the Limited Office (LO), Medium Density Residential (R1), and the Rural/Agricultural Residential (R3) Districts. At its most basic level, the Ordinance allows for clustering of housing units. Lots may be reduced to 25,000, 30,000, or 40,000 square feet depending upon the presence of sewer and water and what zoning district the parcel is located in. Fifty percent of the tract must remain as open space and density is generally the same as a conventional subdivision. For Pembroke, this is a great tool to lower housing costs and protect rural character. One way to enhance this is to provide density incentives for different types and uses of open space depending upon the preferences of open space uses for the Town. Another way to improve the tool is by simplifying the density identification process. Currently a "yield plan" must be created to identify the number of permissible units. This process requires that a developer first design a conventional subdivision and then redesign it as a cluster. The challenge with this process is that it can

double the permitting costs which have the effect of dissuading developers from clustering. Simplifying this process could lower costs resulting in more clustering.

A final tool to point out is the Planned Development provisions that are described in 143-83. Planned developments are a tool similar to clustering for commercial development. The ordinance allows for Planned Commercial Developments or Planned Industrial Developments. In both cases, shared access, exit, and parking, as well as ten percent open space are required. This tool allows for more efficient and cost effective economic development. It can also allow for related businesses to cluster together increasing their productivity.

PEMBROKE SUBDIVISION AND SITE PLAN REVIEW REGULATIONS

Like the majority of New Hampshire communities, the voters of Pembroke have authorized the Planning Board to conduct Site Plan and Subdivision reviews. A site plan review is designated for new commercial or a change of use, as well residential developments (3 or more units) or the expansion of any of these categories. Subdivisions involve the division or resub-division (i.e. adjusting the lot line(s) between one or more existing lots) of lots for sale or lease. Both applications involve a similar process: 1) application is made; 2) Board determines if the application is complete; 3) Board determines if there is a regional impact; 4) Board approves or denies. When a plan is approved, it typically has conditions affixed to it and once conditions are met, the plans may be signed and building permits issued.

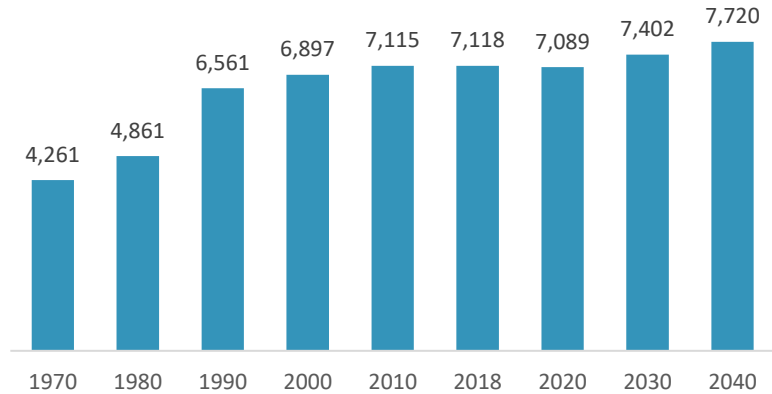
Pembroke's Site Plan Regulations (Town Code, Chapter 203) and Subdivision Regulations (Town Code, Chapter 205) lay out the process for both types of applications. The objective with such regulations is to provide not only the requirements for each type of application, but to outline a predictable process. For Pembroke, both documents accomplish these goals. With regard to requirements, these are spelled out with clarity and detail. Process is also described in a detailed manner. Some highlights include: major and minor application types in recognition of complexity; clearly defined roles for the applicant, planner, and Board; and, in the Site Plan Regulations, clarity on regional impact and substantial development and what constitutes substantial development. The level of predictability in the process can be improved by addition regional impact and completeness to the Subdivision Regulations. Additionally, the Town uses a Technical Review Process (TRC) which is very useful to identify issues early. This could be added to the regulations as well. Finally, sharing definitions could eliminate potential conflicts.

POPULATION AND GROWTH TRENDS

POPULATION TRENDS

Similar to trends experienced by New Hampshire and Merrimack County, Pembroke saw a consistent, steady growth in population through the 1990s, increasing the number of residents by 50% from 1970 to 1990. However, this trend changed by the year 2000, as Pembroke was still growing but at an increasingly slower rate.

Figure 6.1: Past and Projected Population

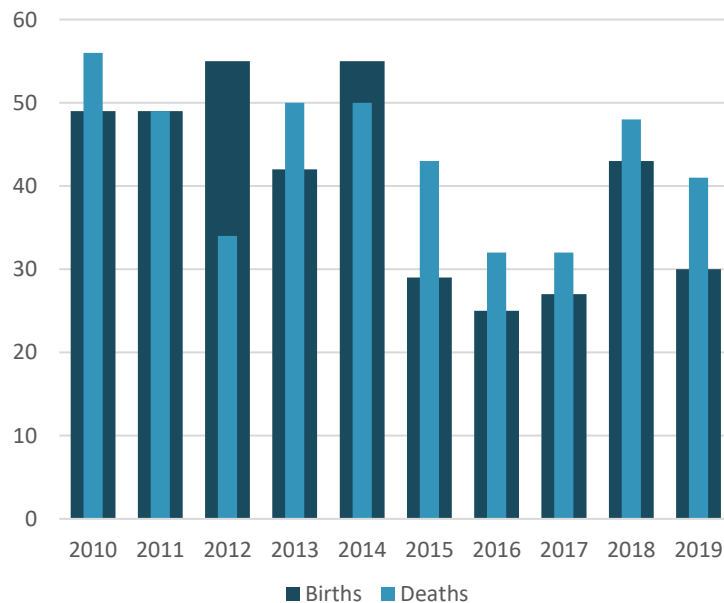


Source: 1970, 1980, 1990, 2000, 2010 US Census; NH Office of Strategic Initiatives Population Projections (Sept. 2016) and 2018 Estimates

In the fall of 2016, the NH Office of Strategic Initiatives (NH OSI) released population projections through 2040 for NH communities. The projections utilized past trends and 2015 population estimates. Projections for Pembroke (shown in Figure 6.1) show a minor decrease in population in 2020, but then a continued slow rate of growth through 2030 and 2040 with a 2040 population of 7,720 residents. It should be noted that the further out these populations go, the less reliable they are. Updated population projections should be consulted when available.

More recently in August of 2019, NH OSI released 2018 population estimates for NH communities. Pembroke’s 2018 estimated population of 7,118 (shown in Figure 6.2) indicates a consistent population since 2010, however higher than what was predicted for 2020. As previously noted, this demonstrates how population projections become less reliable over time. It is also worth noting that 2018 population estimates for many other communities in NH show an increasing trend statewide, which may be more apparent in Pembroke over the next few years.

Figure 6.2: Births and Deaths in Pembroke, 2010-2019



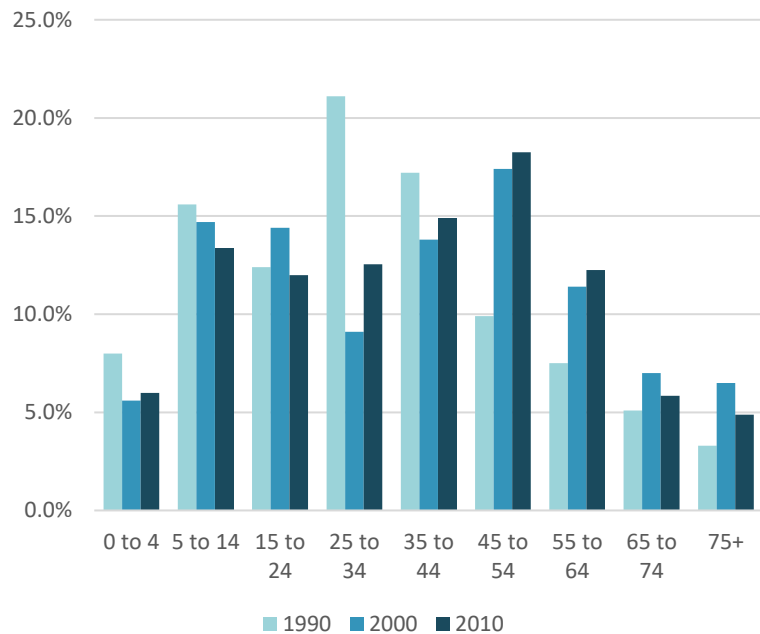
Source: Pembroke’s Annual Reports

Natural increase, the difference between births and deaths per year, naturally fluctuates over time.

AN AGING POPULATION

New Hampshire’s population is growing older, and Pembroke is no exception. New Hampshire experienced a large increase in births due to the baby boom post- World War II. Baby boomers now contribute to a larger adult population as they start to reach their 50’s and 60’s, causing a dramatic shift in the makeup of the population. The shift towards an older population with fewer younger adults has many potential impacts, including a decrease in the available workforce for early to mid-career positions, fewer children attending schools, and fewer young adults available for positions on many volunteer departments and committees in town.

Figure 6.3: Population by Age



Source: 1990, 2000, 2010 US Census

While it is certainly true that some older residents leave the state for retirement in the Sunbelt states, more and more of the aging population is choosing to age in place. Additionally, there is a trend of the state gaining older migrants as New Hampshire is an attractive state to retire to with a high quality of life.

CHALLENGES OF A CHANGING DEMOGRAPHIC

Day-to-day living for an aging population is becoming more of a concern as many retirees are remaining in rural areas to be close to family or to enjoy the scenic and recreation amenities available in the Central New Hampshire Region. Recreational, housing and transportation needs change as the population ages. Providing accessible year-round outdoor and indoor recreation opportunities for older residents as they age in place becomes more prevalent. The demand for smaller houses for downsizing families will likely continue to increase as the average household size continues to decrease statewide. Transportation, and the need for public transportation as the population ages could be especially problematic for those who must utilize different sources of transportation for everyday needs.

Additionally, one of advantages of having a strong middle-aged population is a strong working population, with many in the peak of their careers and earning potential. This also means a large portion of New Hampshire’s workforce will be retiring soon, potentially causing a shortfall of qualified workers available to fill their positions.