

POPULATION & HOUSING



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I. Introduction

The examination of population and housing statistics is a critical element of a Master Plan. The state statute that addresses the purpose and description of a Master Plan (RSA 674:2) calls for a "*housing section which assesses local housing conditions and projects future housing needs of residents of all levels of income and ages in the municipality and the region as identified in the regional housing needs assessment performed by the regional planning commission pursuant to RSA 36:47, II, and which integrates the availability of human services with other planning undertaken by the community.*"

While population studies are not specifically addressed in the enabling legislation, to plan for the impacts of population changes as they relate to housing availability is obviously an integral part of the master planning process. By knowing Peterborough's past population trends and projecting the future population, it is possible to estimate the level of Town services necessary to serve the expected growth, as well as to plan for that growth to occur in an orderly manner. This section is intended to provide that information.

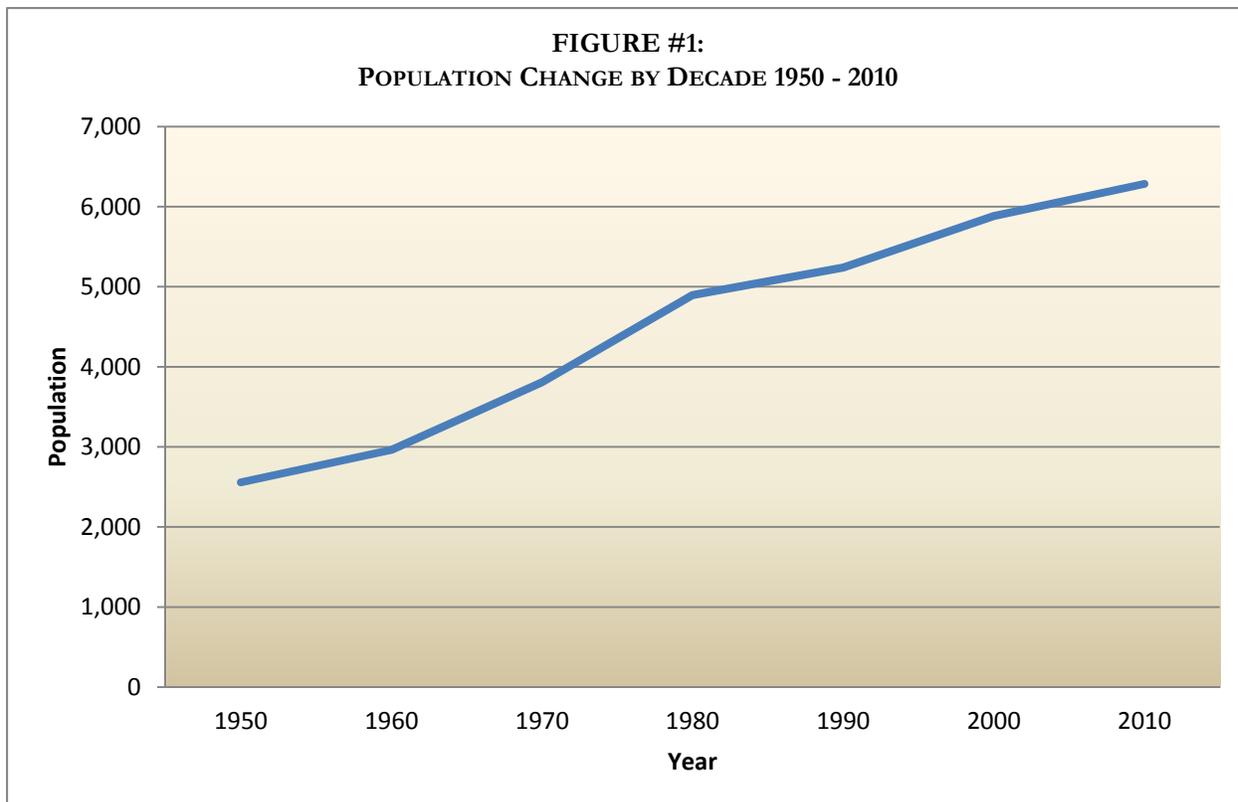
An analysis of the population and housing statistics also enables the Planning Board to determine whether amendments to the zoning ordinance might be required in order to address any inequities made apparent through the analysis. Following two important NH Supreme Court cases, the concept of equal opportunity housing is now firmly established in the master plan process. In short, every town must, through its Master Plan, address the current and future housing needs of its residents and, in doing so, must consider the housing situation in its neighboring towns as well.

II. Method of Analysis

This analysis relies on two primary sources: the US Census Bureau and the New Hampshire Office of Energy and Planning (OEP). Where appropriate, data from the Building Permit records of the Town are used as well. Information for both population and housing generally encompasses the years from 1970 to 2010; however, where the data are available, it goes back to 1950 or 1960. It must be noted that the way in which Census information is collected and reported results in some inconsistencies between decades or types of data. Nevertheless, this is the best and most comprehensive information available for this type of report.

III. Population Analysis

As of the most recent US Census count of 2010, Peterborough had a population of 6,284 people, with females having a slight edge over the male population (53.5% to 46.5% respectively). Since 1950 the population has more than doubled. The decade of the 1970s saw the largest growth spurt during this 60-year period, with nearly a third of the increased population being added in that decade. Figure #1 illustrates the rate of growth since 1950 and Table #1 shows the absolute numbers and the percentage changes for each decade.



**TABLE #1:
POPULATION BY DECADE 1950 – 2010**

DECADE	POPULATION	INCREASE	% CHANGE	AVG. ANNUAL % CHANGE
1950	2,556	86	3%	0.3%
1960	2,963	407	16%	1.6%
1970	3,807	844	28%	2.8%
1980	4,895	1,088	29%	2.9%
1990	5,239	344	7%	0.7%
2000	5,883	644	12%	1.2%
2010	6,284	401	7%	0.7%

SOURCES: U.S. BUREAU OF THE CENSUS

A. Age Distribution

Table #2 below presents the age categories as described by the Census from 1990 to 2010. The data are shown in absolute numbers, percentage change over time, and as a percentage of the total population.

The data clearly show the declining proportion of the younger population and the increasing proportion of the older population. The 45-64 cohort has seen the most growth over the last decade, and now makes up the largest proportion of the total population, a rank that was once held by the 20 – 44 year olds. Figure #2 on the following page illustrates this change quite markedly.

This trend is consistent with a national and statewide “graying” of the population, as the baby-boomers of the post-WWII era reach retirement ages. Studies conducted by the

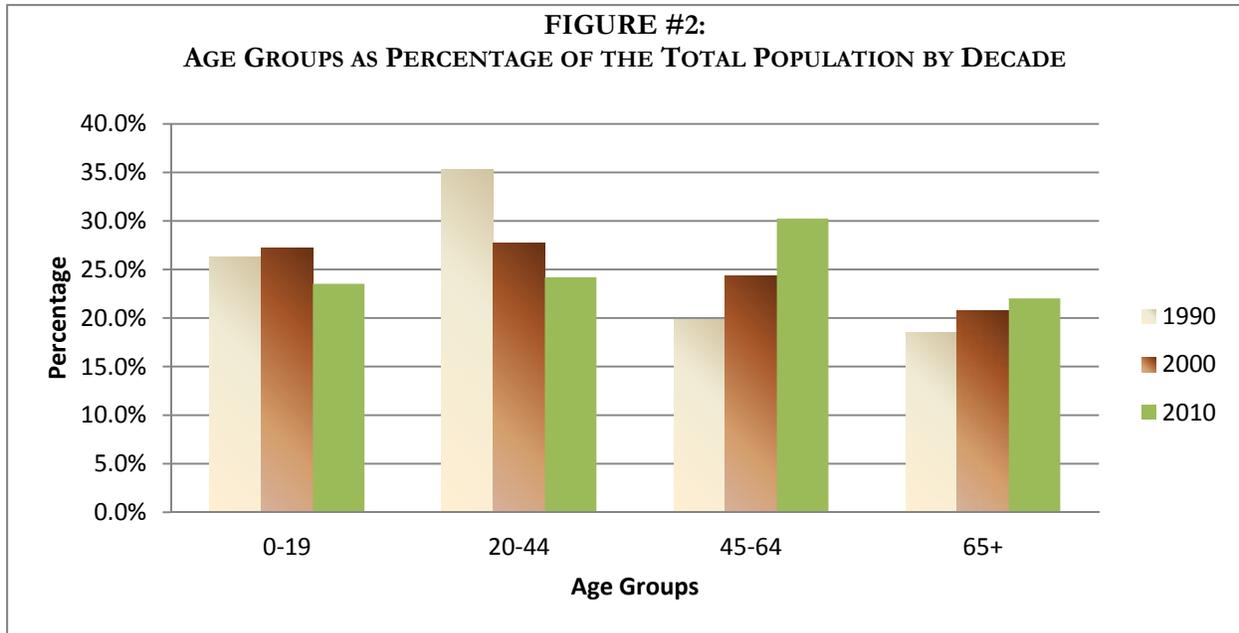
New Hampshire Center for Public Policy¹ bear this out, as well, illustrating the declining younger population and the increasing older population in virtually every county in the state.

The causes for this shift in the demographics in Peterborough vary. Here, the establishment of the RiverMead Retirement Community certainly played a role in the increase of the older population. And at the other end of the scale, we see young people moving away, and child-bearing women having fewer children – which is also reflected in a dramatic decline in the school-age population.

This shift in the demographics will bear watching, as it will have implications on public planning policy in the future. Planning for an older population, for example, is very different than planning for an influx of school-age children, in terms of both needed facilities and services.

TABLE #2: AGE DISTRIBUTION BY DECADE 1990 – 2010					
	1990	2000	% Change	2010	% Change
0-19	1,378	1,603	16.3%	1,478	-7.8%
20-44	1,848	1,630	-11.8%	1,521	-6.7%
45-64	1,041	1,430	37.4%	1,901	32.9%
65+	972	1,220	25.5%	1,384	13.4%
Total	5,239	5,883	12.3%	6,284	6.8%
Age Groups as Percentage of the Total Population					
	1990	2000	2010		
0-19	26.3%	27.2%	23.5%		
20-44	35.3%	27.7%	24.2%		
45-64	19.9%	24.3%	30.3%		
65+	18.6%	20.7%	22.0%		
SOURCE: U.S. BUREAU OF THE CENSUS					

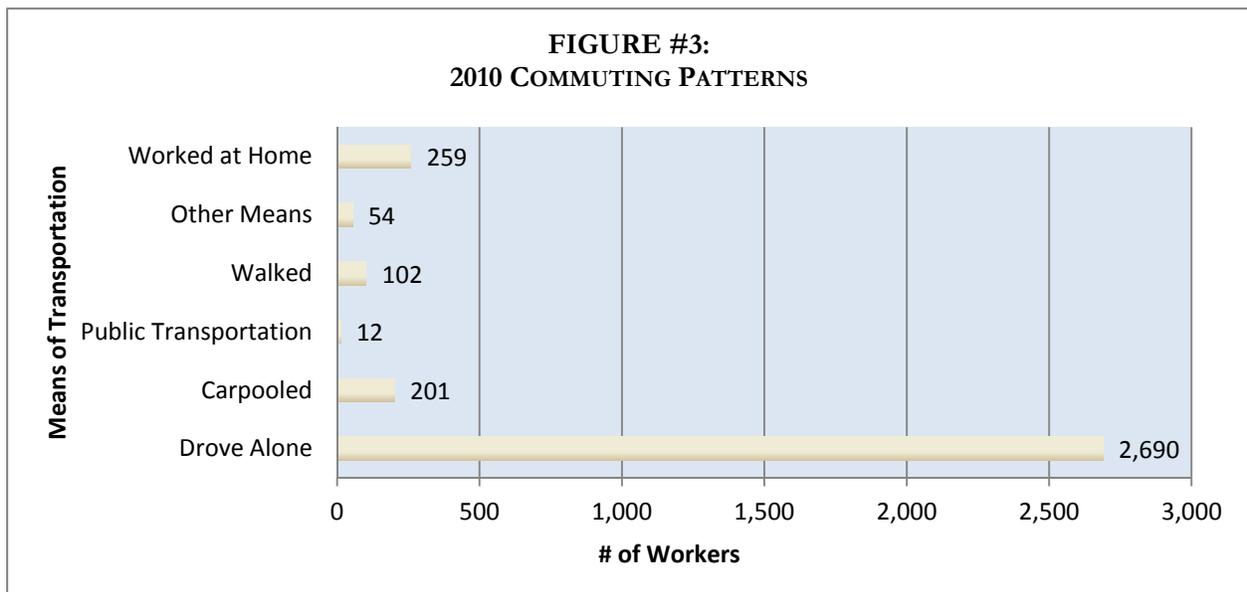
¹ “New Hampshire’s Shifting Landscape;” Presentation to the Greater Peterborough Chamber of Commerce, February 6, 2013 by Steve Norton, Economist with the NH Center for Public Policy.



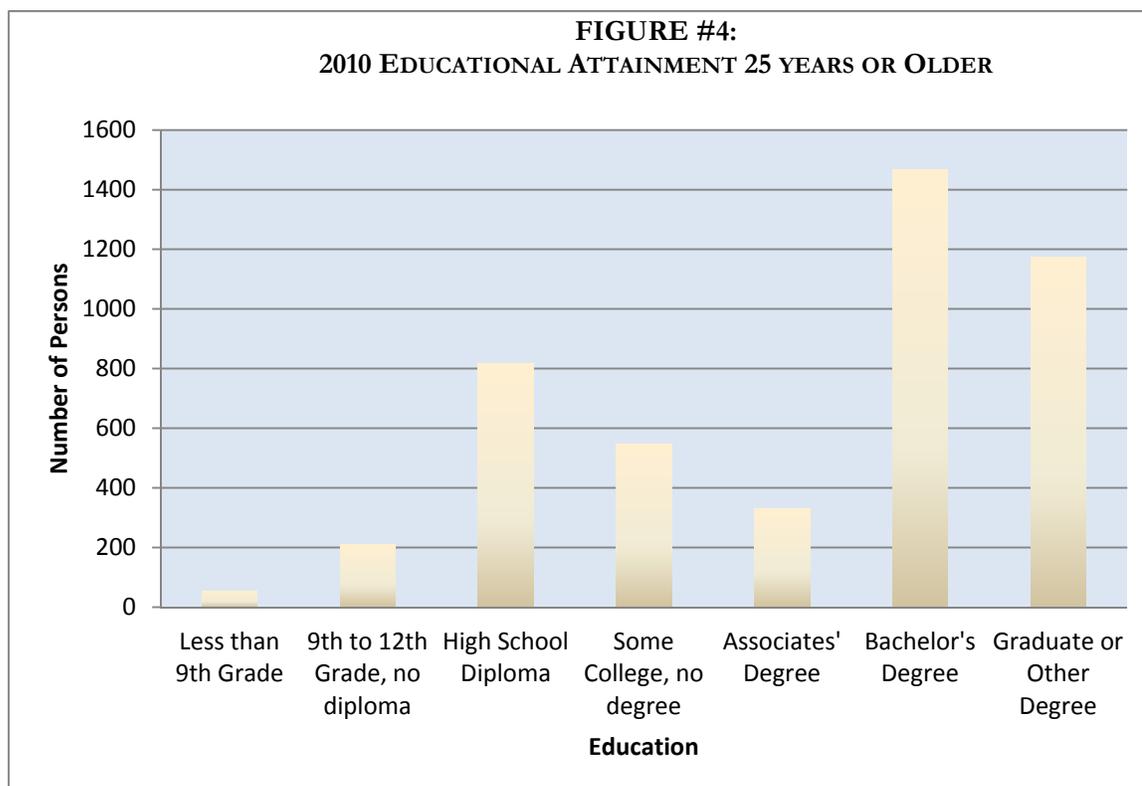
B. Selected Population Characteristics

Data from the 2010 US Census indicate that of the 5,118 people over the age of 16, 68% of them are in the labor force, up from 63% in 2000. Nearly half of these people are in management, business or science occupations (48%), followed by sales and office occupations (22%).

The large majority (95%) of employed persons commute to work (see Figure #3). Of those who do commute, 81% of them drive alone, with a mean travel time of nearly 24 minutes. Recent data on commuting locations are not available as of this writing, but data from the 2000 Census indicated that most commuters went to Jaffrey.



Of the population in Peterborough that is 25 years of age or older, 57% have a Bachelor's, Graduate, or other professional degree, while those with no high school degree make up less than 6% of that population.

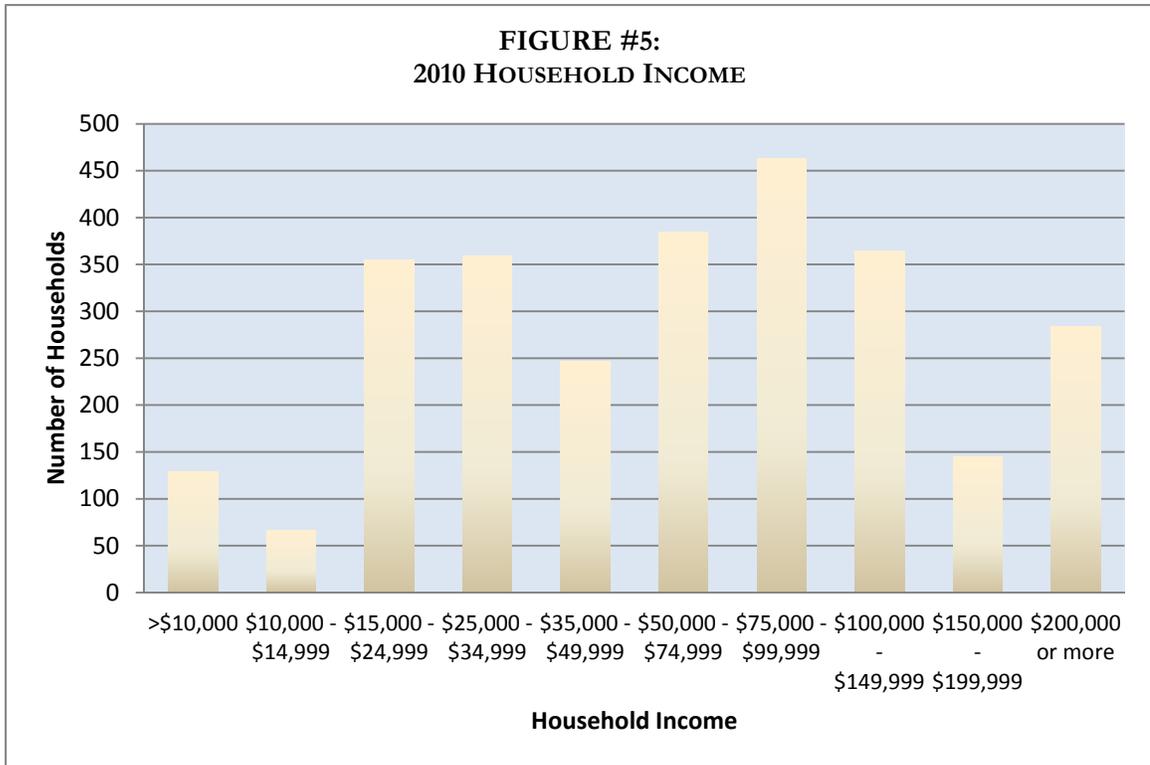


The Census collects income data on several demographic groups, including Families, Family Households, Households, and Non-Family Households. For the purposes of this document, only household² income is examined, as that demographic is more relevant to this analysis. The 2010 Census estimates the median household income at \$68,469. As Figure #5 illustrates, nearly half of the households in Peterborough have incomes of at least \$75,000, and 28% have incomes greater than \$100,000.

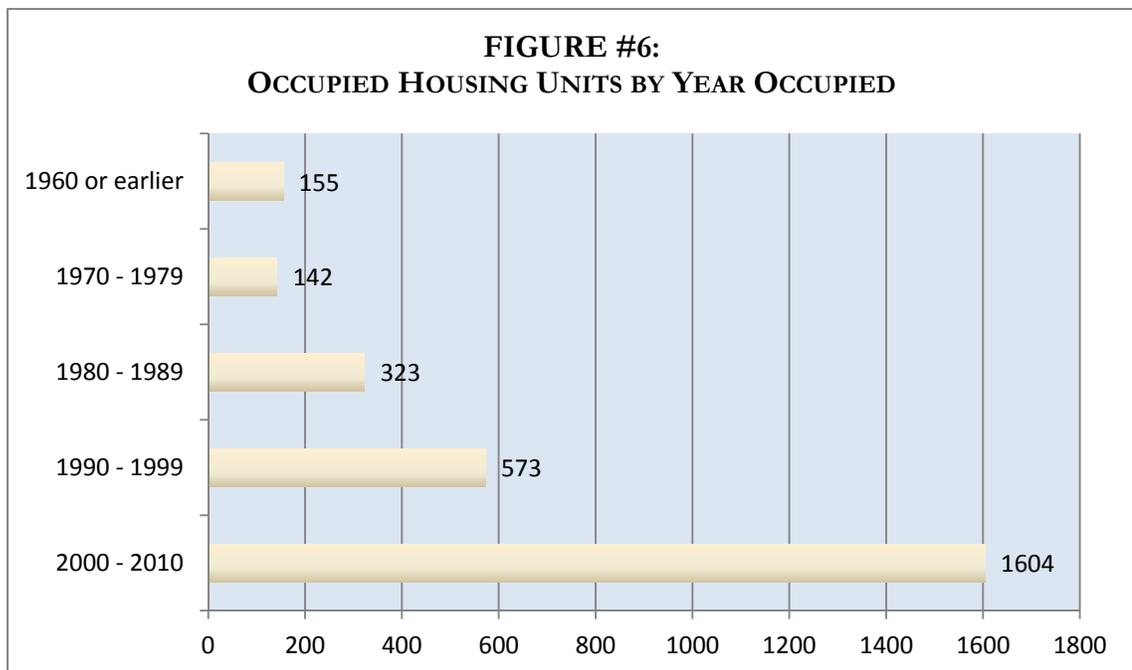
² A **HOUSEHOLD** consists of all the people who occupy a housing unit. A house, an apartment or other group of rooms, or a single room, is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live with any other persons in the structure and there is direct access from the outside or through a common hall. A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household. The count of households excludes group quarters. There are two major categories of households, "family" and "nonfamily".

A **FAMILY** household is a household maintained by a householder who is in a family (as defined above), and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives.

A **NONFAMILY HOUSEHOLD** consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.



Another interesting statistic on the population and housing in Peterborough is illustrated in Figure #6 below. Of the 2,797 occupied housing units in town as of 2010, 57% of them have been occupied by the current resident(s) only since the year 2000 or later. And only 6% of those housing units have been occupied by their current residents since 1960 or earlier. This speaks to a relatively new and even perhaps transient population. Unfortunately, the Census only asks respondents where they were living a year prior to that Census.



The average household size is 2.17 persons per household, which represents a continuing decline of about 0.1% per decade since 1970. The person per household numbers also differ fairly markedly between owner-occupied and renter-occupied household size. Census information from the 2000 and 2010 Census counts indicate a smaller person per household number for renters than for owners, but both categories have declined, as shown below:

<u>Year</u>	<u>Owner-Occupied</u>	<u>Renter-Occupied</u>
2000	2.51	2.10
2010	2.23	1.99

These data are consistent with state and national trends that show declining birth rates, increasing divorce rates, and an aging population. The smaller population per unit as well as the increasing elderly population has increased the demand for smaller and lower-cost units. The Town does have housing dedicated to the elderly with approximately 532 units available. These include assisted-living units, nursing homes, and senior housing developments.

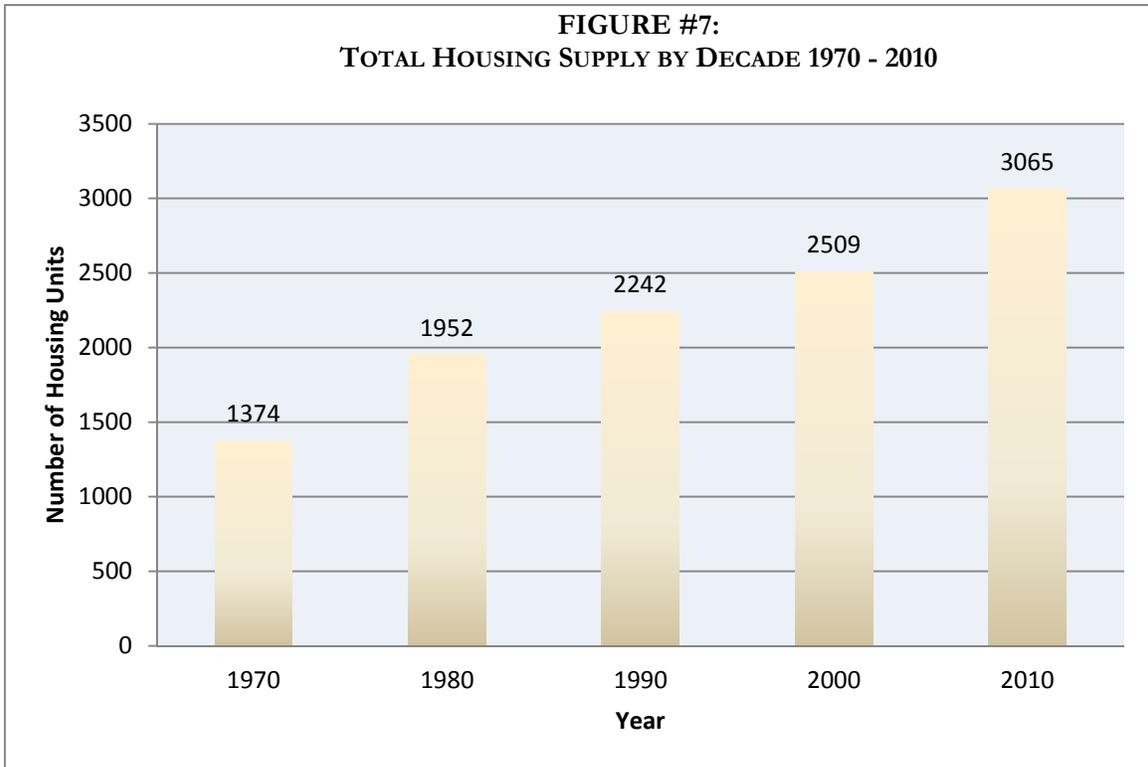
IV. Housing Analysis

The most recent estimates from the U.S. Census indicate that Peterborough's housing stock totals 3,065 units. Most of these units consist of single-family homes and are predominantly owner-occupied. Of the more than 200 units that were vacant at the time of the Census count, most of those were for sale or for rent, and about a quarter of them were designated for seasonal or recreational use.

The number of housing units has risen steadily over the past 40 years, as shown in Table #3 and Figure #7. The decade of the 1970s saw the greatest increase in the housing supply, consistent with the population increase that occurred that same decade. The rate of growth slowed considerably during the 1980s and 1990s, but began to pick up again during the 2000s.

TABLE #3:					
TOTAL HOUSING SUPPLY BY DECADE 1970 - 2010					
	1970	1980	1990	2000	2010
Total Housing Units	1,374	1,952	2,242	2,509	3,065
Percent Change	--	42.1%	14.9%	11.9%	22.1%
SOURCE: U.S. BUREAU OF THE CENSUS					

Of the more than 3,000 housing units existing as of 2010, single-family detached homes are the predominant housing type in town (see Table #4). That being said, Peterborough does have a fairly notable number of multi-family units, some of which are conventional rental apartments and some of which are of a condominium-type ownership. Table #4 does not include any mobile homes (manufactured housing) and the reason for this could be that once any permanent room is added on to a mobile home, the Census no longer counts it as such, but as a single family unit instead.



Note that the Census distinguishes between a single family detached and a single family attached: the single family attached unit is considered a house that is attached to another house, such as a row house or town house; which is also distinguished from a duplex or two-family residence that is typically built as one structure with two units within.

Figure #8 on the following page combines some of the categories shown in Table #4 in order to get a better visual of the comparison between single-family homes and duplexes and other multiple unit structures.

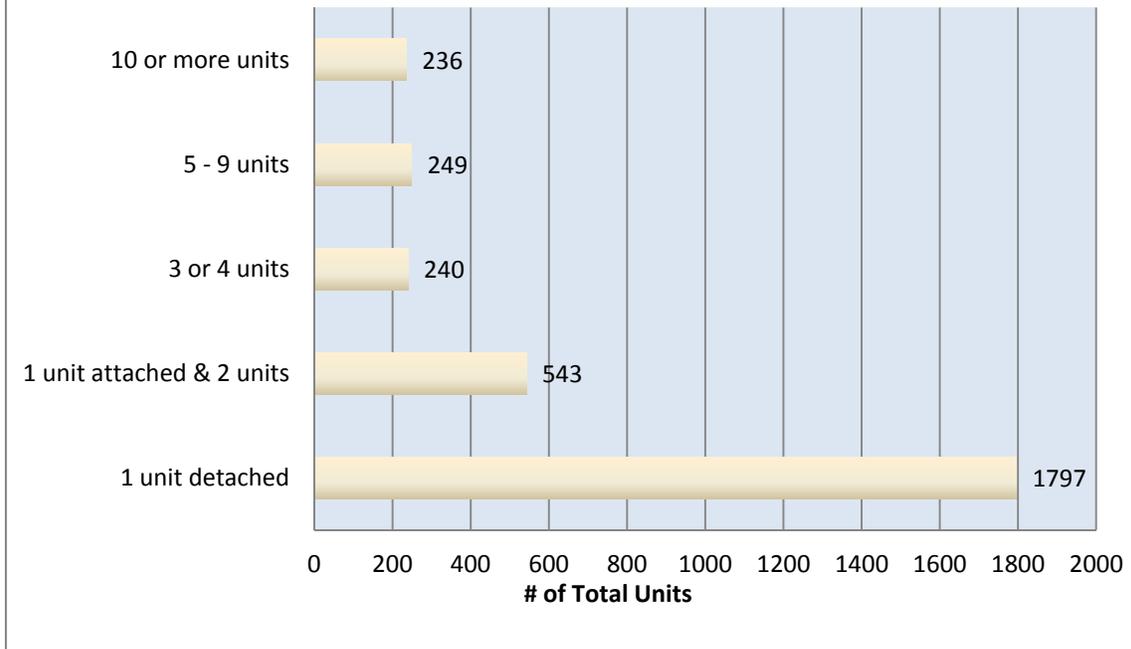
**TABLE #4:
TYPE OF HOUSING**

Type	# of Units
1 unit detached	1,797
1 unit attached	247
2 units	296
3 or 4 units	240
5 - 9 units	249
10 - 19 units	155
20 or more units	81

SOURCE: U.S. BUREAU OF THE CENSUS

The age of this housing stock is quite varied, as the information here illustrates. Figure #9 and Table #5 following presents the number of housing units built prior to 1940 and by each decade since then. The accompanying graph presents this distribution visually. Prior to 1940 there were just over 1,000 housing units in town. In the approximately 70 years since, the 1980s saw the highest number of housing units created, much of this the result of several large housing projects that were approved during this time period, (e.g. Southfield Village, Colonial Square, and Governor’s Square).

**FIGURE # 8:
OF UNITS IN STRUCTURE**



**FIGURE #9:
HOUSING STOCK BY YEAR BUILT**

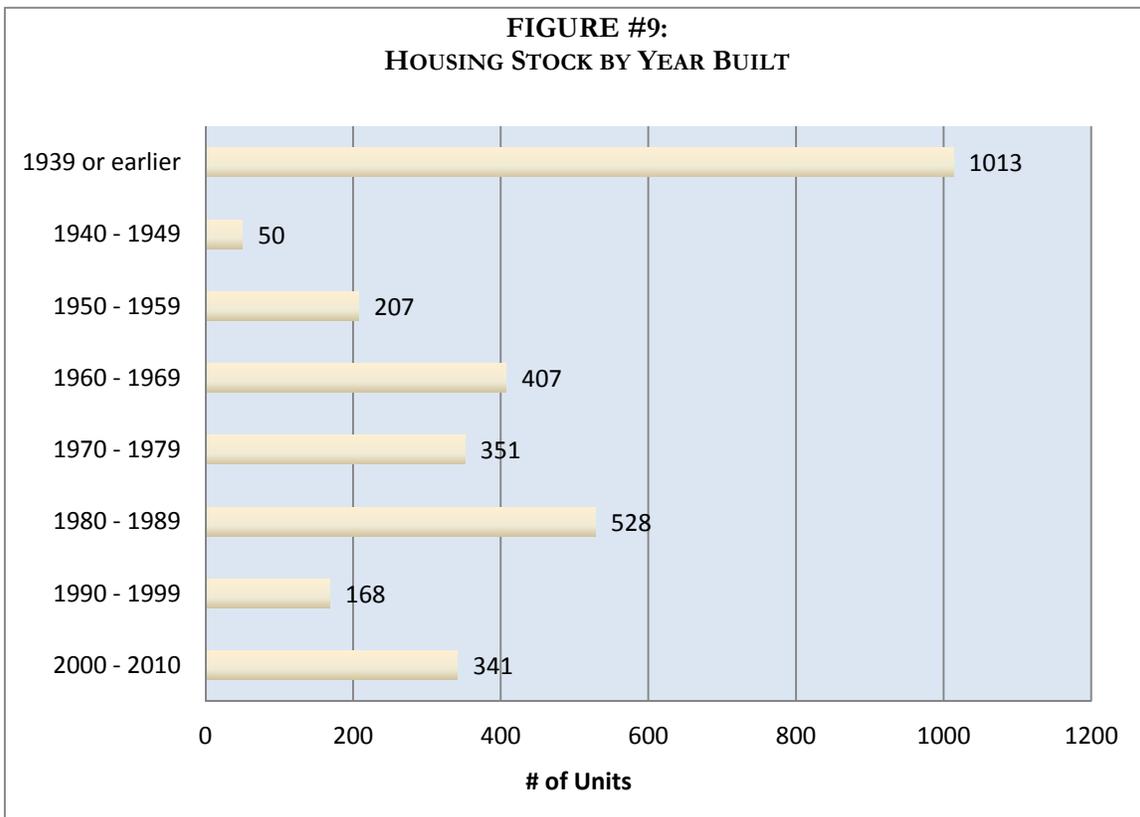
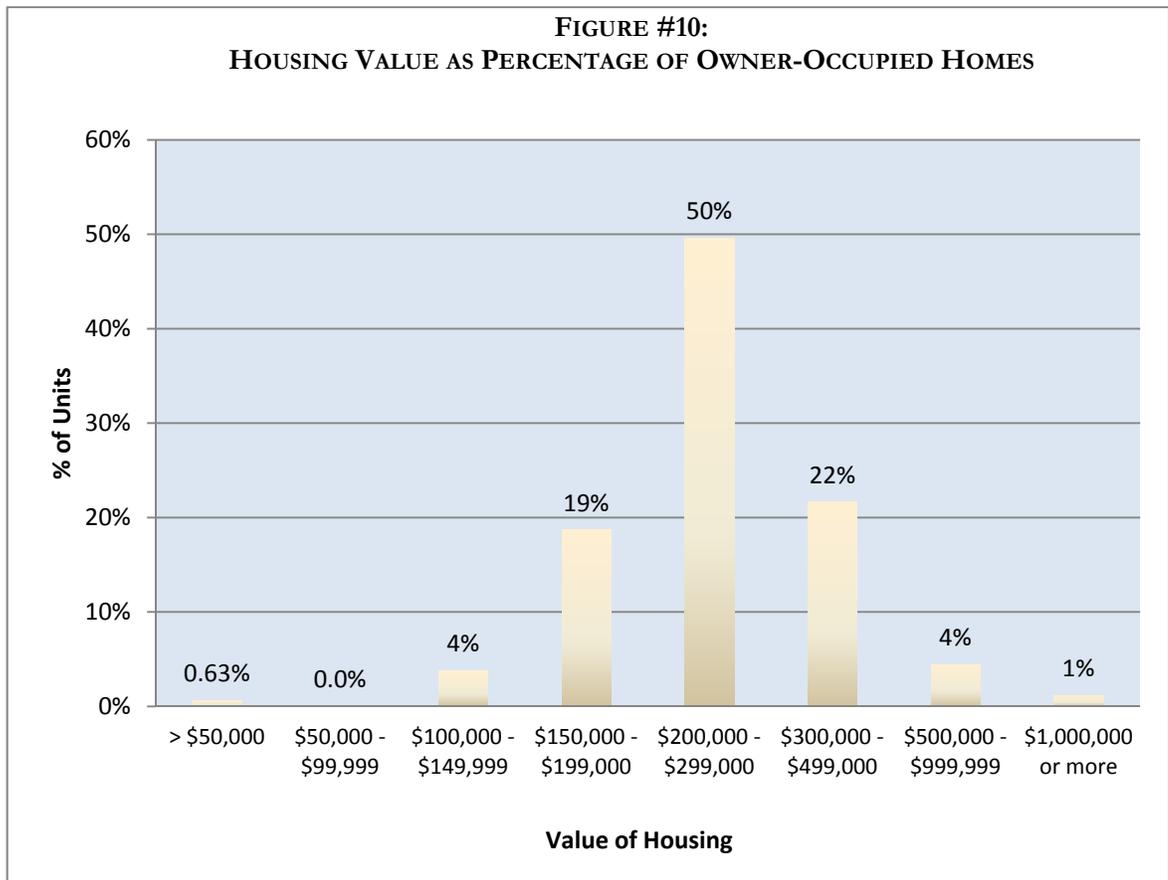


TABLE #5: AGE OF HOUSING STOCK	
Year Built	# of Units
2000 – 2010	341
1990 – 1999	168
1980 – 1989	528
1970 – 1979	351
1960 – 1969	407
1950 – 1959	207
1940 – 1949	50
1939 or earlier	1,013
SOURCE: U.S. BUREAU OF THE CENSUS	

TABLE #6: 2010 VALUE OF OWNER-OCCUPIED HOMES	
Value	# of Units
< \$50,000	13
\$50,000 - \$99,999	0
\$100,000 - \$149,999	78
\$150,000 - \$199,000	386
\$200,000 - \$299,000	1024
\$300,000 - \$499,000	447
\$500,000 - \$999,999	92
\$1,000,000 or more	24
SOURCE: U.S. BUREAU OF THE CENSUS	

The value of owner-occupied housing units is presented in Table #6 and Figure #10. The data indicate that the majority of owner-occupied homes are valued at \$200,000 and more. In fact, of the more than 2,000 units in this category, only 91 (less than 5%) are valued below \$150,000.



A. Housing Affordability

Affordability of housing is a central issue for this analysis whose primary purpose is to assess the current and future housing need of the population. According to federal definition, housing that is affordable represents no more than 30% of a resident's monthly income, whether it is for mortgage or rental payments. The following tables and graphs present information related to the availability and affordability of housing for Peterborough's population.

Table # 7 presents Census data on percent of income spent on housing for home owners – with and without a mortgage, and for renters. The data show that for the combined category of renters, more households pay less than 20% of their income for monthly housing costs, while the second largest group of households (33%) pays 35% or more for housing. Compared to the 2000 Census, more households are paying less than 20% (24% in 2000), however, more are also paying more (30% compared to today's 33%). For the renters, the largest group pays the most for their housing, followed by the group paying less than 20% for their housing. This number no doubt reflects the supply of subsidized rental units in town for qualified low- and moderate-income households whose rent is based on the federal guidelines for affordability.

TABLE #7: PERCENT OF INCOME SPENT ON HOUSING		
OWNER COSTS (with or without a mortgage)		
% of Income	Number of Households	% of Total Households
Less than 20%	779	38%
20 – 24.9%	297	14%
25 – 29.9%	167	8%
30 – 34.9%	138	7%
35% or more	683	33%
RENTER COSTS		
% of Income	Number of Households	% of Total Households
Less than 20%	176	25%
20 – 24.9%	163	23%
25 - 29.9%	91	13%
30 – 34.9%	49	7%
35% or more	223	32%
SOURCE: U.S. BUREAU OF THE CENSUS		

Working from the premise that no more than 30% of a household's income should be spent on housing, the possibilities for home ownership in Peterborough are examined in Table #8. The projected affordable home is calculated for households at the median income level, at 80% of the median income, and at 50% of the median income; 80% and 50% are considered to be moderate and low incomes, respectively.

**TABLE #8:
HOME OWNERSHIP AFFORDABILITY**

Median Household Income	\$ 68,469	80% of Median Household Income	\$54,775	50% of Median Household Income	\$34,235
30% of Monthly Income	\$ 1,712	30% of Monthly Income	\$1,369	30% of Monthly Income	\$ 856
Affordable Home	\$200,380	Affordable Home	\$160,205	Affordable Home	\$100,172
Assumed Taxes	\$ 5,691	Assumed Taxes	\$ 4,550	Assumed Taxes	\$2,845
Monthly Payment (including taxes and insurance)	\$ 1,598	Monthly Payment	\$1,278	Monthly Payment	\$ 801
SOURCES: U.S. BUREAU OF THE CENSUS; TOWN OF PETERBOROUGH					

Using a common affordability calculator – in this case, one provided by the New Hampshire Housing Finance Authority, we arrive at estimated housing costs for the three levels of median income in Peterborough. For purposes of these calculations, all assume an interest rate of 3.875% and no down payment; in addition, the taxes have been calculated on Peterborough’s 2012 tax rate of \$28.39.

The 2010 Census reports a median home value in Peterborough of \$250,150. Under the three scenarios presented in Table #8, none of the households would be able to afford a median valued home. Furthermore, in 2010 nearly half of the households in town earned less than the median income. It is worth observing a comparison to the Census reported median home value of \$250,100: in 2010 there were 45 homes sold in Peterborough; two were sold at \$250,000; 24 were sold below that number, and 19 were above. The lowest housing sale in that year was \$120,000 and the highest was \$585,000.

Table #8 addressed home owner affordability for all residents of Peterborough. In addition to this information, the NH Housing Finance Authority publishes guidelines of purchase and rent limits for the state specific to Workforce Housing (as defined by RSA 674:58). The state law sets income limits for both home ownership and renters for the purpose of determining what constitutes “affordable” housing for these two groups (affordable meaning paying no more than 30% of income, which include certain other calculated costs). The guidelines set income limits for home ownership at 100% of the median area income for a family of four, and renters’ income limits are 60% of the median area income for a family of three. The income limits are based on county data, and broken down further by HUD Fair Market Rent Areas. Peterborough falls within part of the Hillsborough County Fair Market Rent Area, and the 2013 Purchase and Rent Limits are as follows:

A family of four earning the median area income of \$81,000 should be able to afford a house priced at \$265,000. A family of three earning \$43,740 (60% of the median area income) should be able to afford a monthly rent of \$1,090. This information is what must be used in the event the Town should receive an application to construction Workforce Housing; in other words, in order to qualify for the benefits offered by the state law, the developer must ensure that the housing created does not exceed these purchase or rental limits.

B. Housing Needs Assessment

As noted in the Introduction to this chapter, the housing section of local Master Plans are required to project future housing needs of residents of all levels of income and ages in the municipality and the region, as identified in the regional housing needs assessment performed by the regional planning commission pursuant to RSA 36:47, II. Following the enactment of this law in 1988, all the regional planning commissions in New Hampshire responded to this requirement by developing a Fair Share Analysis. This analysis was based on the assumption that all towns within a region should share equally in the allocation of low-income housing units. A mathematical model was used to determine the number of units needed and how many each town in the region should provide. This analysis was incorporated into the 1992 Peterborough Master Plan.

The model used for the analysis became difficult to implement, due in large part to perceived weaknesses of the mathematical assumptions. Over time, other approaches to assessing housing needs were developed by the regional planning commissions and municipalities. The approach used here is as follows:

- (1) To examine opportunities for housing development, as currently provided in Peterborough by the zoning ordinance.
- (2) To analyze past population and housing trends of Peterborough and its neighbors, along with population projections, to gauge a reasonable expected rate of population growth.

C. Housing Opportunity

Table #9 following presents the zoning provisions for Peterborough as they relate to opportunities for various housing types, specifically which types are permitted and where, and what the minimum lot requirements for those dwelling units are. Peterborough has 12 zoning districts, nine of which accommodate some type of residential development.

District	Permitted Residential Uses	Minimum Lot Requirements
Family	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Cluster Development 	<ul style="list-style-type: none"> ▪ 40,000 sq. ft. single-family ▪ 50,000 sq. ft. two-family ▪ 150 feet of frontage
General Residence	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Multi-Family Dwellings ▪ Cluster Development 	<ul style="list-style-type: none"> ▪ 20,000 sq. ft. one- or two-family ▪ 10,000 sq. ft./unit multi-family ▪ 100 feet of frontage
Rural	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Cluster Development ▪ Manufactured Housing Parks 	<ul style="list-style-type: none"> ▪ 3 acres ▪ 200 feet of frontage

District	Permitted Residential Uses	Minimum Lot Requirements
Village Commercial	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Multi-Family Dwellings ▪ Cluster Development 	No minimum lot size, setback or frontage
West Peterborough	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Multi-Family Dwellings ▪ Cluster Development 	No minimum lot size or frontage <ul style="list-style-type: none"> ▪ Single-family – 4 units/acre ▪ Two-family – 8 units/acre ▪ Multi-family – as determined
Monadnock Community Healthcare	<ul style="list-style-type: none"> ▪ Elderly Housing ▪ Staff or Student Housing 	Minimum lot size – 25 acres Residential – 4 units/acre
Commercial	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Multi-Family Dwellings ▪ Cluster Development 	No minimum lot size 50 feet of frontage
Downtown Commercial	<ul style="list-style-type: none"> ▪ Single-family ▪ Two-family ▪ Accessory Apartments ▪ Multi-Family Dwellings ▪ Cluster Development 	No minimum lot size or frontage
Retirement Community	Elderly Housing as Single-family, Two-Family, Multi-Family, Congregate Care, or Cluster Development	50 acres
SOURCE: TOWN OF PETERBOROUGH ZONING ORDINANCE		

In addition to the opportunities allowed by the Zoning Ordinance, Peterborough is also home to over 200 so-called “affordable-income” rental housing units whose rates are based on the income of the residents. These units are dispersed as follows:

<u>Name/Location</u>	<u>Number of Units</u>
Riverview – Concord Street	94
Rockbrook – West Peterborough	24
Heatherbrook – West Peterborough	26
Prescott Hills - Route 202 North	48
Contoocook Housing Trust - High Street	30
Section 8 vouchers for use anywhere	<u>42</u>
Total	264

As the table indicates, there are a number of districts in Peterborough that allow a variety of housing types. There are, however, several limitations within this zoning structure that bear noting:

- (1) Within the Family and General Residence Districts there is very little land available for new construction. Almost all of the lots are occupied, so that any opportunity for new residential development must come from redevelopment of existing structures.
- (2) Given the scarcity of vacant lots in the Family and General Residence Districts, most residential subdivisions occur in the Rural District, where a minimum of three acres is required for a building lot. This use of land runs contrary to the stated goals of the Open Space chapter of this Master Plan and is contributing to sprawl.
- (3) Of the three primary residential districts (Family, General Residence and Rural), only the General Residence District allows multiple units on one lot; these units, however, must be in one building. Thus, while it is possible to have four dwelling units on one acre (10,000 square feet per unit), it is not possible to have four small homes on one acre, or a small home on 10,000 square feet.

In sum, despite the opportunities provided by zoning and the availability of the affordable apartments, given the restrictions noted above, it remains important to ensure that housing opportunities extend to all ages and income levels of the population.

D. Future Housing Need

The estimation of future housing need for the Town is a requirement of the state statute that addresses master plans. In order to estimate a projected demand for housing units, a person-per-unit number is calculated to arrive at the numbers of units that would be needed to support the expected population at a certain time. In the previous edition of this chapter, population projections from the Office of Energy and Planning (OEP) were used for the calculation of persons-per-unit. Unfortunately, the OEP is no longer publishing population projections and has removed from its data center all previous projections that were based on the 2000 Census. In addition, the U.S. Census Bureau has not prepared projections for municipalities in New Hampshire – only for the state as a whole. Given this, the alternative approach for this analysis is to examine the actual population and housing changes over time and consider whether the past is a reasonable predictor of the future. For the purposes of this plan, “future” is considered to be 20 years from the last Census, or 2030.

Methodology:

A person-per-unit number is calculated by dividing the population of the town by the number of housing units. For this exercise, those numbers are calculated for the past 40 years, shown below, in order to identify trends.

1970	2.79	1980	2.51	1990	2.34
2000	2.34	2010	2.05		

The person-per-unit number in Peterborough has been steadily declining since 1970. Not only is the trend rather dramatic, it also differs widely from both the state and the country, which has 2.14 and 2.37 person-per-unit number, respectively. A judgment must be made as to what seems a reasonable person-per-unit figure for the future. Although it has declined, to assume that it will decline at the same rate over the next twenty years is probably not reasonable. Alternatively, the average of the above numbers is 2.40, and while this does not seem reasonable, either, because it has been more than 20 years since Peterborough has had

a person-per-unit number close to that, for lack of better data this number will be used for the extreme example.

For the projected population, past trends are relied on to arrive at a reasonable expectation of population change. Since 1960 Peterborough's population has more than doubled; however, over the 50-year time span that amounts to just over 2% average annual increase; and over the past 20 years the Town has only seen a 1% average annual increase. Again, this methodology employs two numbers of 2.05 and 2.40 persons-per-unit to estimate future population and housing demand at a 1% increase and a 2% increase over the next 20 years. Table #10 presents the population and housing units changes by decade since 1960; and Table #11 illustrates the use of the four scenarios for estimating future housing need: a 1% population increase with 2.05 persons/unit and a 2.40 persons/unit; and the same person/unit at a projected 2% population increase.

TABLE #10: PETERBOROUGH POPULATION AND HOUSING CHANGES, 1970 - 2010				
Population By Decade				
1970	1980	1990	2000	2010
3,807	4,895	5,239	5,883	6,284
Numerical Change	1,088	344	644	401
Percent Change in Population				
1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	Avg. Annual % Change
29%	7%	12%	7%	2%
Housing Units By Decade				
1970	1980	1990	2000	2010
1,374	1,952	2,242	2,505	3,065
Numerical Change	578	290	263	560
Percent Change in Housing Units				
1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	Avg. Annual % Change
42%	15%	12%	22%	3%
SOURCE: U.S. BUREAU OF THE CENSUS				

TABLE #11: PROJECTED FUTURE HOUSING NEED TO 2030			
	Projected Population Increase	Additional Housing Units	
Population Projected at 1% Avg. Annual Growth	1,257	Total	Per Year
With 2.05 Persons/Unit		613	31
With 2.40 Person/Unit		524	26
Population Projected at 2% Avg. Annual Growth	2,514	Total	Per Year
With 2.05 Persons/Unit		1226	61
With 2.40 Person/Unit		1048	52

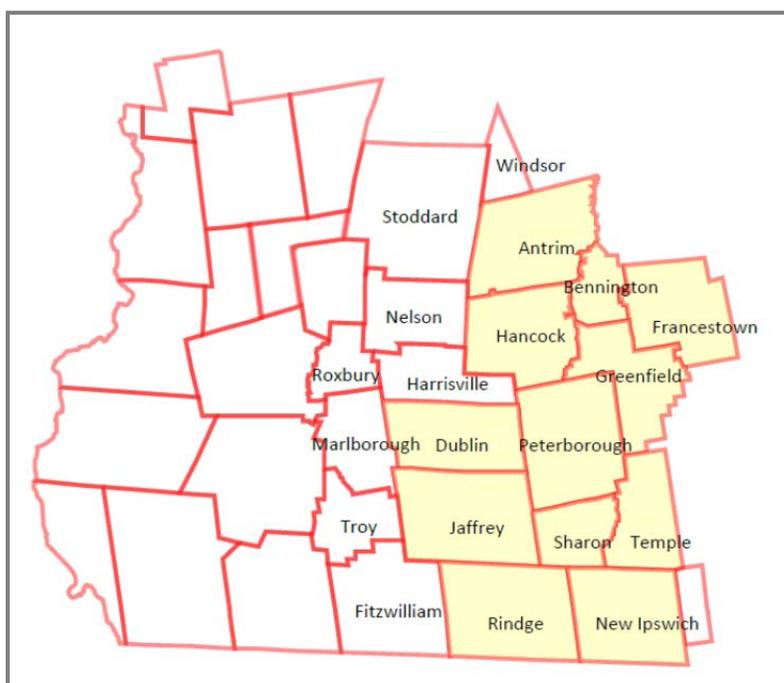
The data in the two tables above indicate that if Peterborough were to experience the same level of population growth between 2010 and 2030 as it did in the preceding two decades, the Town would need to add approximately 30 housing units on average a year, depending on the person-per-unit level at the time. By doubling the estimated increase in population, the housing need increases to 50-60 on average per year. Based on the past trends, it seems reasonable that Peterborough will be able to meet its projected housing needs to the year 2030.

V. Subregional Comparisons

This section examines Peterborough's population and housing statistics compared to the area in which it is located. For the purposes of this document, Peterborough's subregion is defined as the towns that share the ConVal School District, whether they are direct abutters or not; Jaffrey, which is an abutter but not in the School District; and Rindge and New Ipswich, which are not direct abutters nor in the School District, but are nevertheless "neighbors." (See map, courtesy of Southwest Region Planning Commission.)

A. Population

Table #12 below presents the population of these 12 towns by decade from 1970 to 2010, as absolute numbers and the percentage change by decade. Peterborough is the largest town in this subregion, followed by Rindge, Jaffrey, and New Ipswich. In terms of percentage change over the 40-year time period, Rindge surpasses all of the other towns, with an 11% average annual increase; Jaffrey had the least change at 1%; and Peterborough follows with a 2% average annual increase.



Most of the towns experienced their greatest population increases during the 1970s; only four towns (Bennington, Hancock, New Ipswich, and Temple) had their largest increase during the 1980s; this is consistent, however, with their housing growth, which is seen later. Subregion-wide, the 1970s and 1980s had the largest population increase, at 31% growth for each of the two decades. Again, with the exception of Rindge, by 2010 all of towns were experiencing single-digit percentage increases in their average annual population changes. Figures #11 and #12 following illustrate the subregional changes over the four decades for both numerical population changes and the percentage changes by decade.

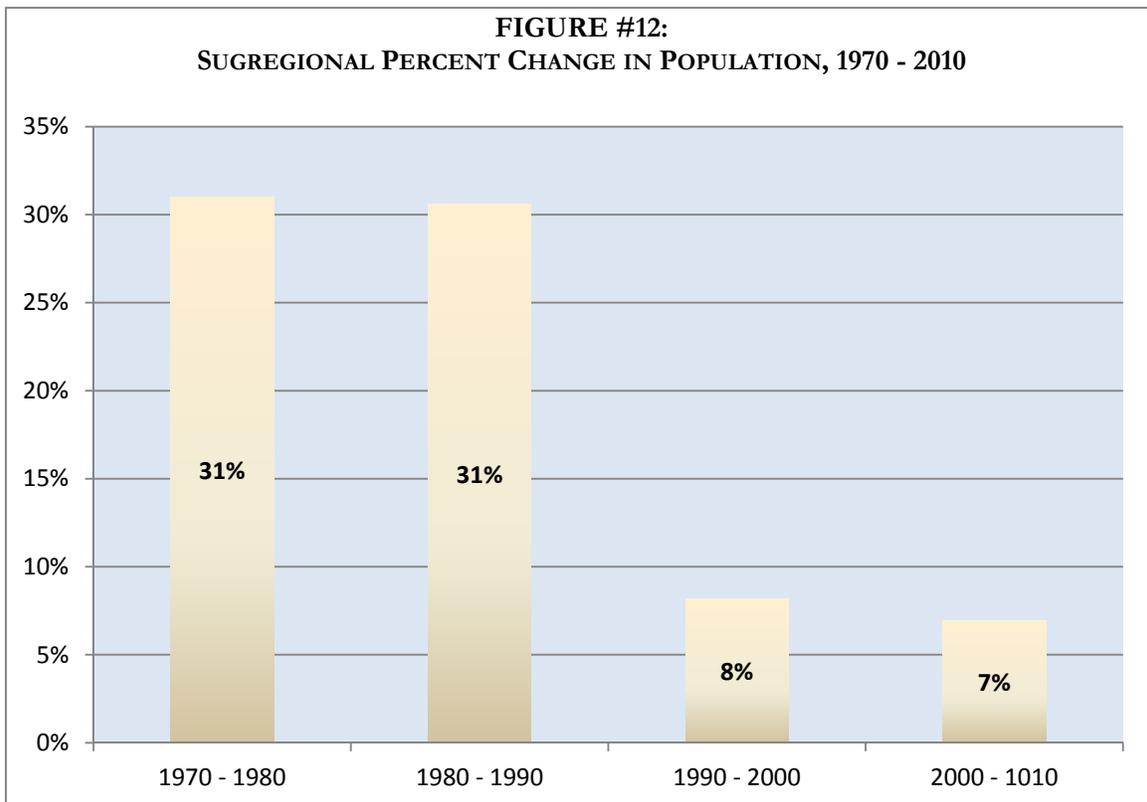
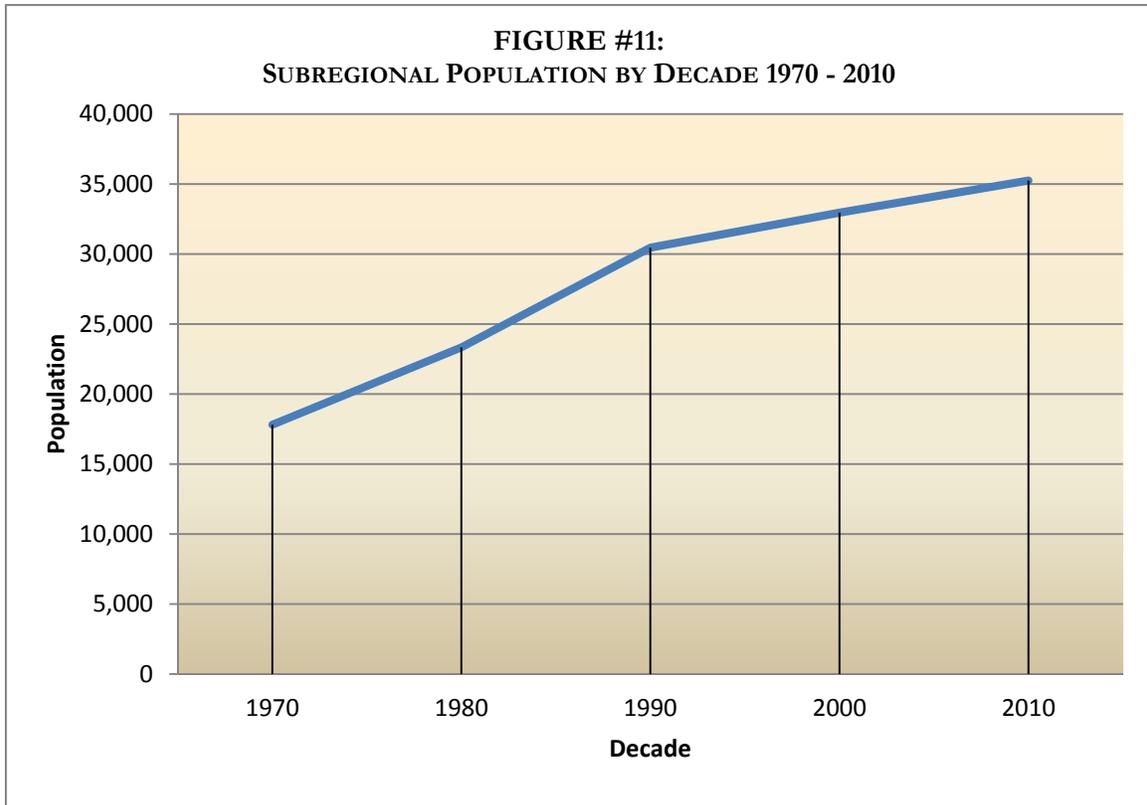
**TABLE #12:
POPULATION BY DECADE OF PETERBOROUGH AND SUBREGION**

Town	1970	1980	1990	2000	2010
Antrim	2,122	2,208	2,360	2,449	2,637
Bennington	639	890	1,236	1,401	1,476
Dublin	837	1,303	1,474	1,476	1,597
Francestown	525	830	1,217	1,480	1,562
Greenfield	1,058	972	1,519	1,657	1,749
Hancock	909	1,193	1,604	1,739	1,654
Jaffrey	3,353	4,349	5,361	5,476	5,457
New Ipswich	1,803	2,433	4,014	4,289	5,099
Peterborough	3,807	4,895	5,239	5,883	6,284
Rindge	2,175	3,375	4,941	5,451	6,014
Sharon	136	184	299	360	352
Temple	441	692	1,194	1,297	1,366
Total Subregional Housing Supply	17,805	23,324	30,458	32,958	35,247

SOURCE: U.S. BUREAU OF THE CENSUS

Percent Change by Decade

Town	1970 – 1980	1980 – 1990	1990 – 2000	2000 – 2010	Avg. Annual % Change
Antrim	4%	7%	4%	8%	3%
Bennington	39%	39%	13%	5%	3%
Dublin	56%	13%	0%	8%	3%
Francestown	58%	47%	22%	6%	4%
Greenfield	-8%	56%	9%	6%	5%
Hancock	31%	34%	8%	-5%	3%
Jaffrey	30%	23%	2%	0%	1%
New Ipswich	35%	65%	7%	19%	5%
Peterborough	29%	7%	12%	7%	2%
Rindge	55%	46%	10%	10%	11%
Sharon	35%	63%	20%	-2%	7%
Temple	57%	73%	9%	5%	6%
Subregional Percent Change	31%	31%	8%	7%	3%



Population Income:

Census data on incomes presents a varied picture: compared to the County and the State, Peterborough has the lowest median non-family income, but the highest median family income and by far the lowest percentage of people living in poverty³. This is a dramatic change from 2000, when Peterborough had the highest percentage of the three entities living below the poverty rate, at 9.1%. At the same time, the poverty rate has increased for both the County and the State since the year 2000.

TABLE #13: POPULATION INCOME COMPARISONS 2011			
	Peterborough	Hillsborough County	State
Median Household Income	\$68,469	\$86,639	\$64,664
Median Family Income	\$91,601	\$83,636	\$78,310
Median Non-Family Income	\$29,879	\$40,047	\$36,570
Per Capita Income	\$39,520	\$33,653	\$32,357
% Persons in Poverty	3.9%	7.5%	8%
SOURCE: U. S. BUREAU OF THE CENSUS			

An examination of income categories by Town, County and State (Table #14) illustrates that for all three entities nearly half of the households have annual incomes of \$75,000 or more. Hillsborough County is the highest, at 47%, followed by Peterborough at 45%, and the State at 42.5%. Furthermore, Peterborough has the highest percentage of households with an annual income of \$200,000 or more – more than twice the percentage of households in that income bracket statewide.

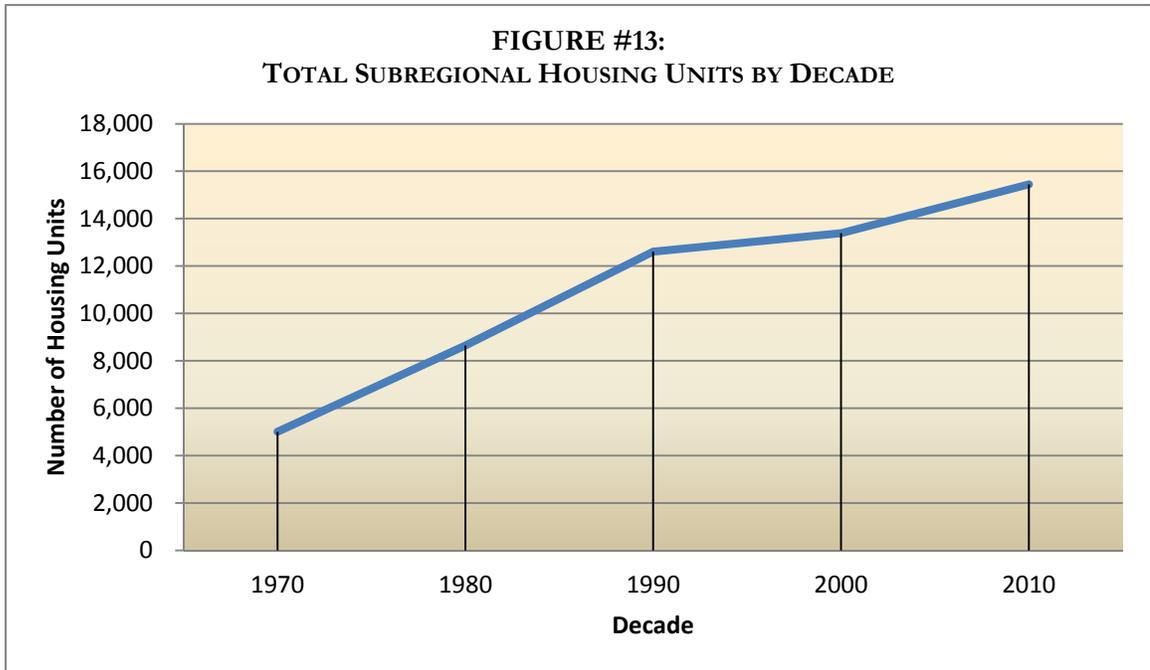
TABLE #14: HOUSEHOLD INCOME COMPARISONS BY INCOME BRACKET			
Yearly Household Income	Percent of Households		
	Peterborough	Hillsborough County	State
Less than \$10000	4.6%	4.1%	4.4%
\$10 - \$14,999	2.4%	3.5%	4.0%
\$15 - \$24,999	12.7%	7.9%	8.3%
\$25 - \$34,999	12.8%	7.6%	8.7%
\$35 - \$49,999	8.8%	11.7%	12.9%
\$50 - \$74,999	13.8%	18.4%	19.0%
\$75 - \$99,999	16.6%	15.2%	14.6%
\$100 - \$149,999	13.0%	18.4%	16.7%
\$150 - \$ 199,999	5.2%	7.5%	6.2%
\$200,000 or more	10.2%	5.7%	5.0%
SOURCE: U. S. BUREAU OF THE CENSUS			

³ Please refer back to Page 5-5 for definitions of Household, Family, and Non-Family.

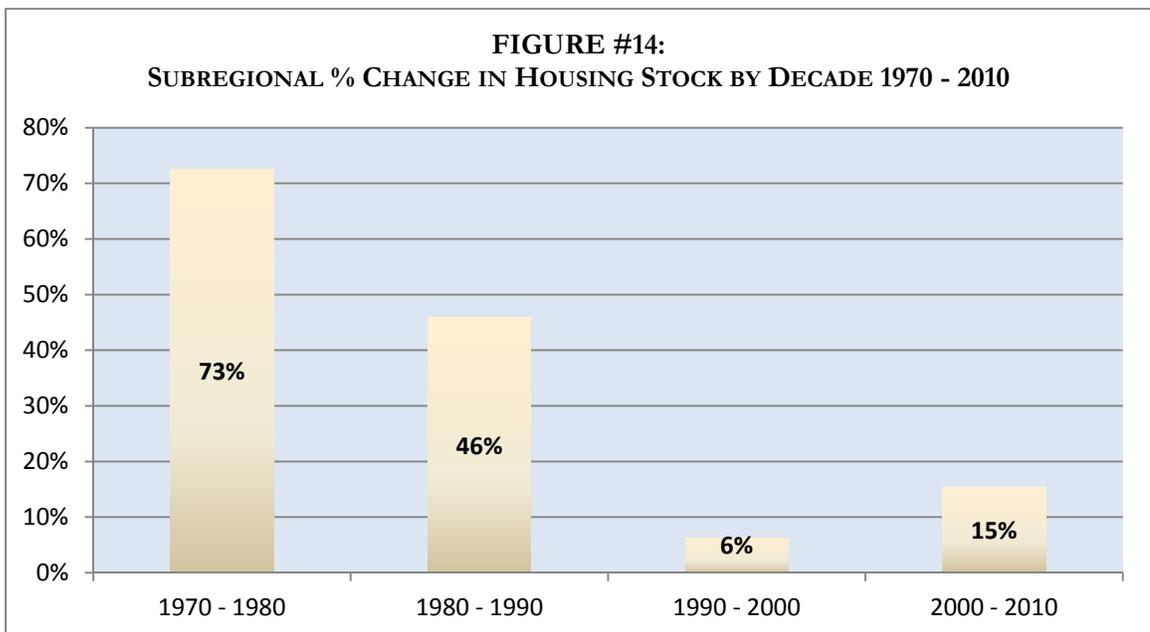
B. Housing

Table #15 below presents the housing stock data for Peterborough and its subregion from 1970 up to 2010 by decade. These data coincide closely with the population data for the same time period, in that the largest and fastest growth occurred in the 1970s and 1980s, especially for Peterborough and Rindge. The graphs on the following page illustrate the trend for the subregion as a whole.

TABLE #15:					
HOUSING STOCK BY DECADE FOR PETERBOROUGH AND SUBREGION					
Decade					
	1970	1980	1990	2000	2010
Antrim	658	779	1,162	1,160	1,329
Bennington	217	347	643	635	666
Dublin	282	491	651	686	785
Francestown	287	325	580	656	755
Greenfield	330	370	517	640	699
Hancock	399	495	723	814	864
Jaffrey	1,223	1,770	2,426	2,352	2,547
New Ipswich	545	798	1,326	1,449	1,916
Peterborough	374	1,952	2,242	2,509	2,956
Rindge	493	985	1,781	1,863	2,224
Sharon	64	81	128	159	164
Temple	137	252	429	465	542
Total Subregional Housing Supply	4,792	8,298	11,965	13,388	15,447
SOURCE: U.S. BUREAU OF THE CENSUS					
Percent Change by Decade					Avg. Annual % Change
	1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	
Antrim	18%	49%	0%	15%	3%
Bennington	60%	85%	-1%	5%	5%
Dublin	74%	33%	5%	14%	4%
Francestown	13%	78%	13%	15%	4%
Greenfield	12%	40%	24%	9%	3%
Hancock	24%	46%	13%	6%	3%
Jaffrey	45%	37%	-3%	8%	3%
New Ipswich	46%	66%	9%	32%	6%
Peterborough	422%	15%	12%	18%	17%
Rindge	100%	81%	5%	19%	9%
Sharon	27%	58%	24%	3%	4%
Temple	84%	70%	8%	17%	7%
Subregional % Change	73%	46%	6%	15%	5%



As noted above, the housing data essentially mirror the population data for the same time period, except that the percent changes for the housing stock tend to be greater than the changes observed for the population. Within the data are some differences worth noting; for example, during the 1970s Peterborough had only a 29% increase in population, but a 422% increase in the housing stock, the greatest increase by far of all 12 towns in this region. In addition, Peterborough’s average annual percentage change in population matched closely the average for the subregion (2% compared to 3%); whereas the housing growth was much higher; some of this difference is accounted for, however, by units that were approved but not built during the same decade.



VI. Conclusions

Over the past 50 years the population has increased with every decade – the differences are in the rate of that growth. The greatest rate of growth was seen in the 1970s and 1980s. Peterborough has experienced slight population growth since 2000. Most of that growth is from the 45-64 and 65+ age groups. By contrast, the 0-19 and 20-44 age groups have declined. Data collected by the New Hampshire Center for Public Policy show that this trend is not specific to Peterborough; in fact, the entire state and even many parts of the country, are experiencing the same demographic changes. Such demographic shifts require new thinking about planning for a growing elderly population and a shrinking workforce and school age population.

The housing growth has been more dramatic, although not all of the approved units have been built; for example, during the 1980-90s, 120 units were approved at Southfield Village, although only 20 were built and occupied before the project stalled. Over the past 10 years, an additional 10 have been constructed, and there are plans to slowly complete the project. Much of the new housing has been of the condominium type, supporting the 2003 Vision Statement that the demographics are changing and the housing types will need to change to meet those needs.

Mathematically at least Peterborough appears to be able to provide the numbers of housing units to support its current and expected future population. Affordability of housing appears to still be an issue. The Town's role here is to ensure that the zoning and other land use regulations are not prohibitory and exclusionary.

The Census data indicate a loss of younger (workforce and families) population, which puts the Town's economic health at risk, and a growing elderly population, which in turn needs its own types of services. These are challenges that need to be addressed, but cannot in their entirety, be addressed by a Master Plan.

Concerns over traditional development expressed in the 2003 Master Plan have been responded to by the Planning Board in its efforts to develop a Traditional Neighborhood Overlay Zone. This is a development technique – also known as Infill Development - that creates opportunities to “fill in” existing lots in developed neighborhoods, subject to design standards that honor the architecture and scale of the existing neighborhoods. The purpose of this approach is that by creating these infill opportunities, the pressure to develop in the outlying areas on larger lots will be reduced.

Other efforts by the Planning Board to address housing issues include revisiting the Open Space Residential Development (OSRD) Ordinance. This ordinance allows the Board to approve the construction of housing on smaller lots than conventional zoning would allow in order to set aside protected open space. The Board is reviewing this ordinance with an eye toward including other land use concerns above and beyond the protection of open space, such as sustainable construction practices that include the use of geothermal heating and cooling, the use of passive solar, and low impact stormwater management techniques.

[NOTE: Once this chapter is adopted by the Planning Board, the Vision Statements and Recommendations will be moved to their respective sections in the complete Master Plan (Chapters 2 and 12). Within these chapters is an explanation of these various statements and how they are used for planning purposes.]

Vision Statements

- ❖ Well-planned residential development will not negatively impact areas of sensitive open space, wildlife corridors, working forests and farms, aquifers, rivers, wetlands, steep slopes, or viewsheds.
- ❖ The demographics of Peterborough will change, and housing types will change to meet the needs.
- ❖ Affordable housing, both rental and owned, is an important factor in keeping a workforce in Peterborough and in allowing young people the opportunity for a “starter” home.
- ❖ A model of close-to-town traditional neighborhoods, rather than disconnected, suburban models, will help to control the cost of services and maintain the attractiveness of the Town.
- ❖ The reuse and adaptation of existing historical buildings and outbuildings for housing, where feasible, is preferred over new construction.
- ❖ New small businesses in defined “village” districts and in the downtown area must be carefully woven in with residential use and residential buildings so as not to negatively impact residential life.
- ❖ Appropriate land use regulations can guide new development at a rate and in locations that will maintain the “look and feel” of our Town.

Recommendations

GOAL 1 – Support the goals and objectives of the Open Space Chapter regarding the protection of sensitive open space, wildlife corridors, working forests and farms, aquifers, rivers, wetlands, and steep slopes

- (A) Consider the feasibility of designating a range of lot sizes for single-family homes in rural areas depending on distance from Town and environmental sensitivity.
- (B) Amend the Open Space Residential Development Ordinance to improve the process so as to encourage its use for the protection of open space and sensitive natural features, and consider requiring its use in the rural zoning district.
- (C) Review the incentive provisions of the Open Space Residential Development Ordinance to ensure that adequate incentive exists to encourage the use of cluster/open space development and sustainable development practices.
- (D) Revisit all applicable Land Use Regulations to ensure that they facilitate the protection of open space and sensitive natural features.

GOAL 2 - Encourage the building and retention of affordable housing both in rental and ownership markets so that people who earn at or below the median area income can purchase an affordable “starter home” in our community

- (A) Cooperate with established housing trusts, such as the Contoocook Housing Authority, that can buy or acquire land or existing buildings to be developed for individual moderate-income housing.
- (B) Support the housing trust or any other relevant organization that can sponsor loans or grants to town employees, moderate income local employees, seniors, and children of residents that would enable these groups to buy housing in Town.
- (C) Work with the Building Inspector to propose amendments to the Town Construction Code that reflect the goals of the Master Plan; in particular the use of sustainable and alternative “earth-friendly” materials and designs for housing, such as geothermal heating and cooling, and passive solar building siting.
- (D) Amend the Zoning Ordinance to comply with the New Hampshire statutory requirements regarding the provision of housing for a workforce that meets specified income limits.

GOAL 3 - Encourage a new model of traditional neighborhoods rather than disconnected suburban models

- (A) Encourage mixed-housing development in subdivisions (i.e. some mixture of housing types including apartments, two-families, townhouses, and single-families).
- (B) Encourage developments to include a mixture of sizes (i.e. some studio, 1-, 2-, 3-, 4-bedroom units), with some units protected by affordability covenants.
- (C) Encourage all developments to include housing suited to mixed-age groups (i.e. not purely elderly developments). Housing should include some family starter houses and apartments for workers.
- (D) Amend the Zoning Ordinance to allow in-fill development in existing built-up areas close to Town; this may include the development of apartments in existing houses and barns.
- (E) Zoning should encourage more housing close to the downtown or villages, on already established infrastructure and within walkable distance to shopping, services, schools, and recreation.
- (F) Allow smaller lots within the villages, but still apply, where appropriate, Conservation Subdivision Design principles.

GOAL 4 - Encourage the reuse and adaptation of existing buildings and outbuildings to provide additional housing and to maintain Peterborough’s distinctive character, which is defined by its residential scale and architectural heritage

- (A) Encourage the renovation and reuse of older buildings that are eligible for the National Register of Historic Places, or listed on the NH State Historic Inventory, or identified in town surveys.
- (B) Reuse existing historic structures for residential use, such as in barns or upper floors in buildings along Concord, Pine, Granite, Elm, Union, High Streets, etc.

GOAL 5 – Continue to support mixed use development in those districts where it is already allowed and explore other opportunities to permit this type of development, being sure to carefully weave nonresidential uses with residential uses so as not to negatively impact residential life, decrease the attractiveness of housing, or cause the loss of residential units

- (A) Ensure that small businesses are of a scale and type appropriate to the surrounding residential areas.
- (B) Where ground-floor businesses are allowed in residential neighborhoods in or adjacent to the downtown, an apartment should be encouraged on the upper floor or in another building on the property, in order to minimize the loss of housing units close to the downtown and keep the downtown vital.
- (C) Explore options for regulations that would allow for some small business and other types of nonresidential uses within a larger residential development.