MEMORANDUM

To: Planning Board
From: Juliet T.H. Walker, Planning Director
       Jillian Harris, Planner 1
Subject: Staff Recommendations for the July 19, 2018 Planning Board Meeting
Date: 7/16/2018

II. DETERMINATIONS OF COMPLETENESS

A. Subdivision

1. The application of Westwind Townhomes of Portsmouth, Owner, for property located at 1177 Sagamore Avenue.

2. The application of Portsmouth Housing Authority, Owner, for property located at 140 Court Street, and Ed Pac, LLC, Owner, for property located at 152 Court Street.

3. The application of Bruce Osborn, Barry Osborn and C. Kevin Osborn, Owners, for property located at 187 Woodbury Avenue and Frank Cavalieri, et al, Owners, for property located at 179 Woodbury Avenue.

   Planning Department Recommendation
   Vote to determine that the applications are complete according to the Subdivision Review Regulations and to accept the applications for consideration.

B. Site Plan Review

The application of Barbara R. Frankel, Owner, and Greengard Residences, Applicant, for property located at 89 Brewery Lane.

   Planning Department Recommendation
   Vote to determine that the application is complete according to the Site Plan Review Regulations and to accept the applications for consideration.
III. PUBLIC HEARINGS – OLD BUSINESS

A. The application of Carolyn McCombe, Trustee; Elizabeth Barker Berdge, Trustee; and Tim Barker, Owners, for property located on Martine Cottage Road, requesting Conditional Use Permit approval under Section 10.1017 of the Zoning Ordinance for work within the inland wetland buffer to construct a 1,840 ± s.f. single family home with associated garage, septic system and driveway, with 14,022 ± s.f. of impact to the wetland buffer. Said property is shown on Assessor Map 202 as Lot 14 and lies within the Rural (R) District. (This application was postponed at the May 17, 2018 and June 21, 2018 Planning Board Meetings).

Description
The applicant has requested to postpone to the August 16, 2018 Planning Board meeting and is in the process of working with the Conservation Commission to revise the plans as originally presented.

Planning Department Recommendation
Vote to postpone this application to the August 16, 2018 Planning Board meeting.
III. PUBLIC HEARINGS – OLD BUSINESS (Cont.)

B. The application of **Jon and Joan Dickinson, Owners**, for property located at **220 Walker Bungalow Road**, requesting Conditional Use Permit approval under Section 10.1017 of the Zoning Ordinance for work within the tidal wetland buffer to demolish the existing home and detached garage, construct a new 1,968 s.f. single family residence with attached 756 s.f. garage, a new septic system and the relocation of the driveway, with 8,990 ± s.f. of impact to the wetland buffer. Said property is shown on Assessor Map 223 as Lot 21 and lies within the Single Residence B (SRB) District.

Description
The applicant has requested to postpone to the August 16, 2018 Planning Board meeting and is in the process of working with the Conservation Commission to revise the plans as originally presented.

Planning Department Recommendation
**Vote to postpone this application to the August 16, 2018 Planning Board meeting.**
C. The application of Robert and Whitney Westhelle, Owners, for property located at 198 Essex Avenue, requesting Conditional Use Permit approval under Section 10.1017 of the Zoning Ordinance for work within the inland wetland buffer to construct a wood 12’ X 18’ garden shed, on cement blocks, with 216 ± s.f. of impact to the wetland buffer. Said property is shown on Assessor Map 232 as Lot 128 and lies within the Single Residence B (SRB) District.

Description
The applicant has requested to postpone to the September 27, 2018 Planning Board meeting.

Planning Department Recommendation
Vote to postpone this application to the September 27, 2018 Planning Board meeting.
III. PUBLIC HEARINGS – OLD BUSINESS (Cont.)

D. The application of Pease Development Authority, Owner, and Lonza Biologics, Inc., Applicant, for property located at 70 and 80 Corporate Drive, requesting Conditional Use Permit approval, under Chapter 300 of the Pease Land Use Controls, Part 304-A Pease Wetlands Protection, for work within the inland wetland buffer for the construction of three proposed industrial buildings: Proposed Building #1 with a 132,000 s.f. footprint; Proposed Building #2: 150,000 s.f. footprint; Proposed Building #3 with a 62,000 s.f. footprint; and two 4-story parking garages, with 55,555+ s.f. of impact to the wetland, 66,852 + s.f. of impact to the wetland buffer and a 1,000 l.f. stream restoration for Hodgson Brook resulting in 42,500 s.f. of wetland creation. Said property is shown on Assessor Map 305 as Lots 1 & 2 and lies within the Pease Airport Business Commercial (ABC) district. (This application was postponed at the June 21, 2018 Planning Board Meeting.)

This project is currently pending Site Plan and Subdivision Review as well. Staff recommends postponing the review of the Conditional Use Permit application in order to consider all land use applications related to this project at the same time.

Planning Department Recommendation:

Vote to postpone this application so that it can be considered at the same time as the applications for Subdivision and Site Plan Review.
E. The application of Westwind Townhomes of Portsmouth, Owner, for property located at 1177 Sagamore Avenue, requesting Preliminary and Final Subdivision Approval to subdivide one lot into two lots as follows:

1. Proposed lot #1 having an area of 33,378 s.f. (0.7663 acres) and 121.75’ of continuous street frontage on Sagamore Avenue; and
2. Proposed lot #2 having an area of 22,628 s.f. (0.5194 acres) and 102’ of continuous street frontage on Sagamore Avenue;

Said property is shown on Assessors Map 224 as Lot 13 and is located in the Mixed Residential Office (MRO) district where the minimum lot area is 7,500 s.f. and minimum continuous street frontage is 100’.

Description
This property was previously created through a voluntary merger by the applicant, and the applicant, citing legal requirements for condominiums, is now requesting to subdivide it into two lots again and then plans to re-merge the lots again after the condominium legalities are finalized. The subdivision conflicts with the prior site plan approval for the new residential units because the sewer connections are designed for one lot, not two.
Technical Advisory Committee Review
The TAC reviewed this application on June 5, 2018 and voted (with some hesitation due to the lack of clarity on the legal reasons for this proposal) to recommend approval with the following stipulations:

1. Modify existing manhole on side of Sagamore Avenue as necessary to lower grade for sidewalk (no higher than 6” above existing roadway) and provide additional pipe inlet in shelf for Lot 2.
2. Applicant shall work with the City to enter into a binding agreement to ensure no sewer connection or Certificate of Occupancy shall be issued until after the lots have been re-merged.

The Planning and Legal Departments have meet with the applicant and his attorney to draft a binding agreement as referenced above. A revised draft of the agreement is currently under review by the applicant’s attorney and Planning staff will provide an update on the status at the Planning Board meeting.

Planning Department Recommendation:

Vote to grant Preliminary and Final Subdivision Approval with the following stipulations:

1. Applicant shall modify existing manhole and pipe inlet as required by DPW.
2. Applicant shall work with the City’s Legal and Planning Departments to enter into a binding agreement to ensure no sewer connection or Certificate of Occupancy shall be issued until after the lots have been re-merged.
3. Property monuments shall be set as required by the Department of Public Works prior to the filing of the plat.
4. GIS data shall be provided to the Department of Public Works in the form as required by the City.
5. The final plat shall be recorded concurrently at the Registry of Deeds by the City or as deemed appropriate by the Planning Department.
IV. PUBLIC HEARINGS – NEW BUSINESS

It is recommended that Item IVA and IVB be discussed together and voted on separately.

A motion is required to consider these two items together.

A. The application of Portsmouth Housing Authority, Owner, for property located at 140 Court Street, requesting Conditional Use Permit approval pursuant to Section 10.1112.52 of the Zoning Ordinance to allow 64 residential units with 60 parking spaces, where 135 parking spaces are required. Said property is shown on Assessor Map 116 as Lot 38 and lies within the Character District 4 (CD4) and the Historic District.

Description
Based on recent amendments to the off-street parking requirements, the applicant is requesting a Conditional Use Permit to provide less than the minimum required by
Section 10.1112.30. The applicant’s proposal is to allow 64 residential units with 60 parking spaces, where 135 parking spaces are required.

The application for a Conditional Use Permit must include a parking demand analysis. In addition, requests to provide less than the minimum number of off-street parking spaces required shall also include permanent measures to reduce parking demand, including but not limited to provision of rideshare services, proximity to public transit, and shared parking on a separate lot.

According to the Assessment provided, the trip generation evaluation for the redevelopment of the existing site is not forecast to increase trip generation to and from the site above the existing condition. In addition, the forecasted parking demand (exclusive of staff or visitors) to accommodate the Feaster Apartments and the proposed Workforce Housing development is approximately 77 spaces, which is 17 parking spaces more than the proposed 60 spaces and approximately 42 spaces less than required by ordinance.

The applicant cites three other nearby facilities owned by the Portsmouth Housing Authority with excess parking spaces that could be used as satellite locations for long term parkers. In addition, a demand responsive shuttle for the Feaster Apartments is proposed as well as nearby parking lots and other modes of transportation available in the downtown area.

Planning Department Recommendation

Vote to grant a conditional use permit pursuant to Section 10.1112.52 of the Portsmouth Zoning Ordinance to permit 60 parking spaces where 135 parking spaces are required with the following stipulation:

1. The applicant shall submit an annual performance report on the effectiveness of the proposed measures to off-set parking demand (including whether the measures have been implemented and overall usage) to the Planning Department beginning one year from initial occupancy and at one year intervals thereafter for a period of five years. If the measures have not been implemented or the usage of the measures is not meeting performance targets, the property owner will propose additional parking off-set actions to be approved by the Planning Board.
IV. PUBLIC HEARINGS – NEW BUSINESS (Cont.)

B. The application of **Portsmouth Housing Authority, Owner**, for property located at **140 Court Street**, and **Ed Pac, LLC, Owner**, for property located at **152 Court Street**, requesting Preliminary and Final Subdivision Approval (Lot Line Revision) as follows:

1. Proposed Lot 38 as shown on Assessor Map 116 increasing in size from 59,976 s.f. to 62,500 s.f.; and
2. Proposed Lot 37 as shown on Assessor Map 116 decreasing in size from 4,587 s.f. to 2,113 s.f.

Said properties are shown on Assessors Map 116 as Lots 37 & 38 and are located within the Character District 4 (CD4) and the Historic District, where there is no minimum lot area and no minimum continuous street frontage.

**Description**
The applicant proposes to revise the lot lines between Map 116, Lots 37 & 38 to accommodate a future site plan submission that proposes to develop the site with a 64-unit workforce housing mixed-use development. Based on feedback from the Technical Advisory Committee, the applicant made minor updates to the shape and size of the proposed lots.

**Planning Department Recommendation**

Vote to grant Preliminary and Final Subdivision Approval with the following stipulations:

1. Property monuments shall be set as required by the Department of Public Works prior to the filing of the plat.
2. GIS data shall be provided to the Department of Public Works in the form as required by the City.
3. The final plat shall be recorded at the Registry of Deeds by the City or as deemed appropriate by the Planning Department.
IV. PUBLIC HEARINGS – NEW BUSINESS (Cont.)

C. The application of Mark J. and Marla P. Baldassare, Owner, for property located at 191 Sagamore Avenue, requesting Conditional Use Permit approval pursuant to Section 10.815 of the Zoning Ordinance to create a one bedroom Garden Cottage in an existing building, with a gross floor area of 384 s.f. Said property is shown on Assessor Map 221 as Lot 21 and lies within the General Residence A (GRA) District.

Description
The applicants request a conditional use permit to convert an existing accessory structure on the property to a garden cottage. Different from an Accessory Dwelling Unit, a Garden Cottage that complies with the standards of Section 10.815 is otherwise exempt from the residential density standards of the Zoning Ordinance (e.g. minimum lot area per dwelling unit).

Under the recently amended off-street parking requirements, the garden cottage and principal dwelling are required to provide 3 off-street parking spaces. The property has room for three parking spaces in the driveway.

The applicants had previously been using this building as a short-term rental, apparently unaware that the building and property have not been approved for this use. A cease and desist order was issued by the City’s zoning enforcement office in April 2018, and the applicants have complied.

The applicants acquired ownership of the property in 2014, prior to that time the outbuilding had received a permit to be used for a hobby/storage space. A previous request for a variance in the 1990s to allow the building to be converted to a dwelling unit was denied by the Zoning Board of Adjustment.

Even if the Garden Cottage CUP is approved by the Planning Board, the applicants will still not be permitted to use the outbuilding for short-term rentals. Short-term rentals are rentals that are less than 30 consecutive days.

The Ordinance requires that a Garden Cottage comply with the following standards (Section 10.815.30).

<table>
<thead>
<tr>
<th>Required Standard</th>
<th>Planning Department Comments</th>
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<tr>
<td>The existing accessory building shall not be expanded either vertically or horizontally, other than through the addition of a front entry not to exceed 50 sq. ft., or a side or rear deck not to exceed 300 sq. ft.</td>
<td>The applicants do not propose to modify the building vertically or horizontally.</td>
</tr>
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<td>The principal dwelling unit and the garden cottage shall not be separated in ownership (including by condominium ownership); and either the principal dwelling unit or the garden cottage shall be occupied by the owner of the property.</td>
<td>The applicants indicate that the principal and garden cottage will remain under common ownership and be occupied by the owner of the property.</td>
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### Required Standard

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<tr>
<td>The garden cottage shall not be larger than 600 sq. ft. gross floor area.</td>
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<td>A garden cottage that is within the required yard for the zoning district shall not have any windows or doors higher than eight feet above grade facing the adjacent property.</td>
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In order to grant a conditional use permit for a Garden Cottage, the Planning Board must first make the following findings (Sec. 10.815.40):

### Required Findings

<table>
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<tr>
<td>1. Exterior design of the Garden Cottage is compatible with the existing residence on the lot through architectural use of building forms, scale and construction materials.</td>
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<td>2. The site plan provides adequate open space and landscaping that is useful for both the Garden Cottage and the primary dwelling.</td>
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<tr>
<td>3. The Garden Cottage will maintain a compatible relationship to adjacent properties in terms of location and design, and will not significantly reduce the privacy of adjacent properties.</td>
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<td>Required Findings</td>
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<td>4. The Garden Cottage will not result in excessive noise, traffic or parking congestion.</td>
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**Aerial photo showing the relationship of the lot to surrounding lots and buildings:**
Planning Dept. Staff Recommendations for the July 19, 2018 Planning Board Meeting

Planning Department Recommendation
[Note: Applicants have been asked to recommend measures to address potential impact on privacy and noise for abutting neighbors. If the measures proposed are acceptable to the Planning Board, the Planning Department provides the following recommendation.]

1. Vote to find that the application satisfies the requirements of 10.815.40.

2. Vote to grant the conditional use permit as presented, with the following stipulations:
   1. In accordance with Sec. 10.815.50 of the Zoning Ordinance, the owner is required to obtain a certificate of use from the Planning Department verifying compliance with all standards of Sec. 10.815, including the owner-occupancy requirement, and shall renew the certificate of use annually. Prior to receiving the initial certificate of use, the applicant shall be required to obtain any permits required by the Inspections Department.
   2. The conditional use permit approval shall expire unless the initial certificate of use is obtained within a period of one year from the date granted. The Board may, for good cause shown, extend such period by as much as one year if such extension is requested and acted upon prior to the expiration date. No other extensions may be requested.
IV. PUBLIC HEARINGS – NEW BUSINESS (Cont.)

D. The application of Ivana and Mattias Verflova, Owners, for property located at 639 Middle Road, requesting Conditional Use Permit approval under Section 10.1017 of the Zoning Ordinance for work within the inland wetland buffer to construct a 442 ± s.f. wooden deck, with 1’ of gravel skirting around the perimeter, with 442 ± s.f. of impact to the wetland buffer. Said property is shown on Assessor Map 232 as Lot 122 and lies within the Single Residence B (SRB) District.

Description
This application is to build a deck adjacent to a house on Middle Road. The proposed deck is located completely within the 100 foot inland wetland buffer.

Conservation Commission Review
According to Article 10 Section 10.1017.50 the applicant must satisfy the following conditions for approval of this project.

1. The land is reasonably suited to the use activity or alteration.
The proposed deck is 369 square feet with a stone drip edge 1 foot wide surrounding the deck for an additional 73 square feet of impact or a total impact of 442 square feet in the buffer. The deck is proposed where lawn is currently located and will be constructed on
pilings with stone below so stormwater should infiltrate into the ground below the deck. This design is reasonable given the location in the 100 foot wetland buffer.

2. **There is no alternative location outside the wetland buffer that is feasible and reasonable for the proposed use, activity or alteration.**
   The entire house is in the wetland buffer and there is no opportunity for a deck outside the buffer without building it detached from the house near the street.

3. **There will be no adverse impact on the wetland functional values of the site or surrounding properties.**
   The proposed deck should not create any adverse impacts to adjacent properties.

4. **Alteration of the natural vegetative state or managed woodland will occur only to the extent necessary to achieve construction goals.**
   There will need to be lawn removed and replaced with crushed stone to build the deck as proposed.

5. **The proposal is the alternative with the least adverse impact to areas and environments under the jurisdiction of this section.**
   The proposed deck if constructed on piers with crushed stone below is not likely to create an adverse impact. The owners are committed to planting additional vegetation on the site. They have just planted 40 shrubs near the road and have proposed a planting bed between the deck and the house in the wetland buffer.

6. **Any area within the vegetated buffer strip will be returned to a natural state to the extent feasible.**
   The applicant has shown an area of plantings adjacent to the deck and has been asked to provide details at the meeting.

The Conservation Commission reviewed this application at the July 11, 2018 meeting and voted unanimously to recommend approval with the following stipulation:

1. Applicant to install crushed stone under the new deck.

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**Planning Department Recommendation**

**Vote to grant the wetland conditional use permit with the following stipulation:**

1. Applicant to install crushed stone under the new deck.
IV. PUBLIC HEARINGS – NEW BUSINESS (Cont.)

E. The application of Bruce Osborn, Barry Osborn and C. Kevin Osborn, Owners, for property located at 187 Woodbury Avenue and Frank Cavalieri, et al, Owners, for property located at 179 Woodbury Avenue, requesting Preliminary and Final Subdivision Approval (Lot Line Revision) between two lots as follows:

1. Map 162, Lot 56 increasing in area from 11,246 ± s.f. to 11,366 ± s.f. with 113’ ± of continuous street frontage along Woodbury Avenue; and
2. Map 162, Lot 57 decreasing in area from 5,587 ± s.f. to 5,467 ± s.f. with 56” ± of continuous street frontage along Woodbury Avenue.

Said lots lie within the General Residence A (GRA) District which requires a minimum lot area of 7,500 s.f. and minimum continuous street frontage of 100’.

Description
The application proposes a minor lot line revision transferring approximately 60 s.f. from Map 162, Lot 57 to Lot 56. At the March 17, 2016 meeting, on a separate approval for a lot line revision involving Map 162, Lot 56, the Board voted to waive the provision of the Subdivision Rules and Regulations, Section VI.I.2.B, requiring 10% additional width for corner lots.
Planning Department Recommendation

Vote to grant Preliminary and Final Subdivision Approval with the following stipulations:

1. Property monuments shall be set as required by the Department of Public Works prior to the filing of the plat.
2. GIS data shall be provided to the Department of Public Works in the form as required by the City.
3. The final plat shall be recorded at the Registry of Deeds by the City or as deemed appropriate by the Planning Department.
IV. PUBLIC HEARINGS – NEW BUSINESS (Cont.)

F. The application of Barbara R. Frankel, Owner, and Greengard Residences, Applicant, for property located at 89 Brewery Lane, requesting Site Plan approval for the construction of a 2-story assisted living home, with a footprint of 3,146 s.f. and gross floor area of 9,438 s.f., with related paving, lighting, utilities, landscaping, drainage and associated site improvements. Said property is shown on Assessor Map 146 as Lot 263 and lies within the Character District-4 L2 (CD4-L2) District.

Description
This project proposes to demolish the existing single-family home and to construct a 2-story assisted living home with 5 assisted living units and 1 caretaker unit. The project received approvals in 2015 and since the original approval was granted, the zoning district changed from Mixed Residential Business to CD4-L2 and the project was no longer in compliance with the new zoning district. At the April 2018 BOA meeting, the applicant was granted variances for principal and side yard maximums, front lot line buildout, minimum ground story height, façade glazing, building footprint and location of off-street parking spaces.

Technical Advisory Committee Review
The TAC reviewed this application on July 3, 2018 and voted to recommend approval with the following stipulations:
1. Sign D, if allowed by zoning, should be white lettering on green background, since it is directional, not regulatory.
2. The applicant shall work with the Planning, Public Works and Legal Departments regarding provision of an easement or ROW to the City for the portion of the road and or future sidewalk on the parcel to connect to the public portion of Albany Street.
3. Pavement patch limit along access road/drive from Albany Street should be to edge of north side of pavement.
4. Intersection at Albany Street will need mill and overlay.
5. Change overflow pipe from proposed Rain Garden #1 to access road/drive to straight pipe to a standard drain manhole in access road/drive. Pipe size from manhole to Albany Street needs to be 12” diameter.
6. Use City’s standard pipe trench detail.
7. Update electrical service based on recent meeting with Eversource and provide easement as needed.
8. Change labeling of access drive.
9. Define “POI-4” as indicated in Tables 1 and 4 in drainage report.

On July 10, 2018 the applicant submitted revised plans addressing items 1, 3-4 & 7-9 above to the satisfaction of the Planning Department.

Planning Department Recommendation
Vote to grant Site Plan Approval with the following stipulations:

**Conditions Precedent (to be completed prior to the issuance of a building permit):**
1. A note shall be added to the site plan that the drainage system design shall be reviewed and approved by DPW at the time of excavation.
2. The pipe trench detail should be reviewed and approved by DPW.
3. The Site Plans and any easement deeds and plans shall be recorded at the Registry of Deeds by the City or as deemed appropriate by the Planning Department.

**Conditions Subsequent:**
1. The provision of an easement or ROW to the City for the portion of the road and/or future sidewalk on the parcel to connect to the public portion of Albany Street shall be reviewed and approved by the Planning and Legal Department and approved by City Council.
V. CITY COUNCIL REFERRALS

A. Osprey Landing Water Tank Property

Description
The City of Portsmouth has decommissioned the former Osprey Landing Water Tank located off of Staysail Way in Spinnaker Point. The Spinnaker Point Condo Association is interested in acquiring the 65 by 60 foot parcel as it is surrounded by their property. This property is no longer needed for the water system, as other storage tanks have replaced the need for this one. The Spinnaker Point Condominium Association has submitted a request to release this property back to the Association.

At its meeting on July 9, 2018, the City Council voted to refer this matter to the Planning Board for a recommendation.

Planning Department Recommendation
Vote to recommend that the City Council release this land to the Spinnaker Point Condominium Association.

VI. OTHER BUSINESS

A. Review of Workforce Housing Covenant prepared by Attorney Peter Loughlin, as a condition of Site Review Approval granted on March 16, 2017, for property located at 3510 Lafayette Road.

Description
At its meeting on August 16, 2016, the Zoning Board of Adjustment granted approval for a residential use with 25 apartments at 3510 Lafayette Road with the stipulation that two (2) of the residential dwellings be designated at workforce housing units as defined in the Portsmouth Zoning Ordinance (Section 15.30) and New Hampshire State Statutes, RSA 674:58-61. The project subsequently received Site Plan Review Approval from the Planning Board on March 16, 2017 with the stipulation that a workforce housing covenant be negotiated for the units in question. Binding covenants of this nature require approval by the City Council with a recommendation from Planning Board. The covenant as proposed requires that the rental housing units remain as workforce housing units for a period of 30 years.

Planning Department Recommendation
Vote to recommend that the City Council authorize the City Manager to negotiate and enter into the covenant as presented.
VI. OTHER BUSINESS (cont.)

B. Proposed Zoning Amendments – Discussion and Scheduling

Description
The City’s Planning Department has been working with Rick Taintor, Planning Consultant, on a number of zoning amendments. Drafts of the following amendments have been included in the Planning Board’s packet this week for reference. The Planning Department staff would like to discuss a schedule and overall process for adoption of the proposed amendments. More details will be provided at the meeting as well as a list of other zoning amendments currently in progress.

1. Proposed Amendments to Sections 10.814 & 10.815 – Accessory Dwelling Units & Garden Cottages; and related amendments to Article 15 – Definitions;

2. Proposed Amendments to Article 12 – Signs;

3. Proposed New Section – Highway Noise Overlay Ordinance;