



MEMORANDUM

To: Planning Board

From: Juliet T.H. Walker, Planning Director

Jillian Harris, Planner 1

Subject: Staff Recommendations for the November 19, 2020 Planning Board Meeting

Date: 11/13/2020

III. PUBLIC HEARINGS – ZONING AMENDMENTS

A. Flood Plain Overlay District Zoning Amendments

Amendments to the Zoning Ordinance, Article 6 – Overlay Districts related to the Flood Plain Overlay District.

A presentation on this agenda item will be made at the meeting.

B. Site Plan Review Regulation Amendments

Amendments to Articles 2, 6, 7, and new Attachment B of the Site Plan Review regulations.

A presentation on this agenda item will be made at the meeting.

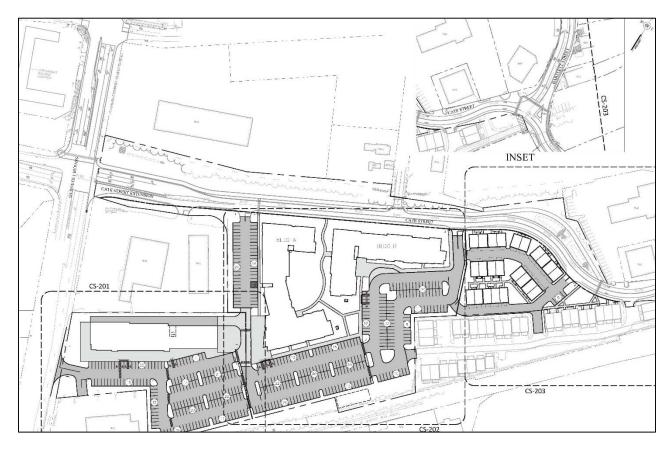
C. Subdivision Regulation Amendments

Amendments to Section II, Section IV, and Section V.

A presentation on this agenda item will be made at the meeting.

IV. PUBLIC HEARINGS - CITY COUNCIL REFERRALS

A. Request by **August Consulting, PLLC** for naming of a new, unnamed City roadway located between Cate Street and Route 1 Bypass as **West End Yards Way**.



Description

Cate Street Development, LLC, the developer of the West End Yards mixed use project has submitted a request for the naming of the new public roadway that is being constructed to connect Cate Street to the Route 1 Bypass.

Per the City Ordinances, Article V, Section 11.501 any naming of a public street must go before the Planning Board for a public hearing prior to final vote by the City Council. As part of the public hearing at Planning Board, it has been City policy to notify affected abutters of the proposed street naming. The City Council referred this request to the Planning Board at the October 5, 2020 meeting.

The City Ordinances also stipulate that "no existing or proposed street name shall duplicate the name or names of other proposed or existing streets irrespective of the use of the suffix, "Street", "Avenue", "Boulevard", "Drive", "Place", "Way", "Court", or the like."

As part of the consideration of new street names or street name changes, the City maintains a list of potential street names, which can be referenced during the naming

process. However, the City is not bound to that list of potential street names and can also consider names proposed by members of the public and property owners.

In addition to the proposed name submitted by the developer – West End Yards Way -- the list of potential street names maintained by the City has been provided below to the Board for reference. These were developed by former Planning Director Holden in 2008.

Possible Alternative Street Names:

Former Portsmouth Street Names

(these were used and discontinued sometime in the past)

Ackerman St	Cross St	Mason St	River Rd
Ark Lane	Divinity St	Massy St	Rosemary Lane
Auburn St	Graffort's Lane	Maudlin Lane	Sifton St
Buck St	Graves End St	Mystic St	Steton St
Cambridge St	Joshua St	North Rd	Tombs St
Cottars Lane	King St	Pitt St	White's Rd
Cow Lane	Marginal Way	Queen St	
Creek St	Marlborough St	Rebellion Rd	

Names of Mayors

Badger	Eldredge	Jenness	Reding
Bailey	Emery	Laighton	Rowe
Berry	Faye	Laskey	Simes
Broughton	Goldsmith	Morrison	Sise
Butler	Goodrich	Neal	Tilton
Dale	Graves	Page	Toppan
Dexter	Hackett	Pender	Treat
			Yeaton

Planning Department Recommendation

Vote to recommend that the City Council approve the naming of the public road to [name to be determined by Board].

B. Request by **TF Moran**, **Inc.** for naming a new private subdivision road located off of Banfield Road as Walford Lane.



Description

This is a request from the developers of the Village at Banfield Woods project, approved at the September 17, 2020 Planning Board Meeting. The suggested name for the private road within the development is Walford Lane as the property was once part of the Walford Plantation.

While this is not a public road, the subdivision regulations and City Ordinances reference the Planning Board's role in road naming. While the regulations do not stipulate that this has to be done as a public hearing, it has been the Planning Board's policy to notify abutting properties and to allow for a public hearing prior to approving the name. This process is also consistent with state laws governing the naming of streets. The City Council referred this request to the Planning Board at the October 19, 2020 meeting.

For private roads, the list of potential street names is not typically referenced.

Planning Department Recommendation

Vote to recommend that the City Council approve the naming of the private road to Walford Lane.

V. DETERMINATIONS OF COMPLETENESS

SITE PLAN REVIEW

- **A.** The application of Bacman Enterprises, Inc., Owner, for property located at 140 Edmond Avenue requesting Site Plan Review Approval.
- **B.** The application of Raleigh Way Holding, LLC, Owner, for properties located at 0 Falkland Way requesting Site Plan Review Approval. [request to postpone]
- **C.** The application of 553-559 Islington Street, LLC, Owner, for property located at 553 Islington Street requesting Site Plan Review Approval.

Planning Department Recommendation

Vote to determine that the applications are complete according to the Site Plan Review Regulations and to accept the applications for consideration.

VI. PUBLIC HEARINGS - NEW BUSINESS

It is recommended that Items VI.A and VI.B be discussed together and voted on separately.

A motion is required to consider these items together

- A. The application of Bacman Enterprises, Inc., Owner, for property located at 140 Edmond Avenue requesting Wetland Conditional Use Permit Approval according to Article 10.1017 of the Zoning Ordinance for impacts in an inland wetland buffer. This is an after-the-fact application for 1,169 square feet of impact to replace an asphalt and gravel parking area with a pervious paver parking area and 583 square feet to install new landscaping where grass currently exists. Said property is shown on Assessor Map 220 Lot 81 and lies within the Single Residence B (SRB) District.
- **B.** The application of **Bacman Enterprises**, **Inc.**, **Owner**, for property located at **140 Edmond Avenue** requesting Site Plan Review approval for improvements associated with the expansion of an existing chiropractor office and residence, to remove an existing asphalt driveway and replace it with a 1,169 s.f. pervious paver driveway, add 583 s.f. of grading work for landscaping and drainage, and add a 384 s.f. shed with a ramp in the rear of the property. Said property is shown on Assessor Map 220 Lot 81 and lies within the Single Residence B (SRB) District.



Description

The property contains a 2-unit residential structure with a chiropractic office located on the lower level, owned and operated by the property owner. Zoning approvals were granted in 2005 for the chiropractic office to expand into the entire 2,300 s.f. of the lower level of the structure subject to two conditions, one which was not satisfied for code requirements. In June 2019 and October 2020 the property owner received further Zoning approvals to confirm the legal use of the entire lower level as a chiropractic office and certain parking relief pursuant to Sections 10.1113.20 and 10.1114.32 of the Ordinance.

As the use was expanded on the property, the property owner completed improvements to the lot without a Wetland Conditional Use Permit for work done within the 100' wetland buffer. The unpermitted work amounts to an overall reduction of impacts to the wetland and wetland buffer. This application proposes additional work such as a 2' wide infiltration trench and landscaping in the wetland buffer. This work was reviewed by the Conservation Commission at the July 2020 Conservation Commission meeting. Upon review by the Portsmouth Technical Advisory Committee there were concerns about the configuration of parking on the street and on the lot. As a result the plan was amended to accommodate the required parking and was presented for further review by the Conservation Commission at their November 4, 2020 meeting.

Conservation Commission Review

- 1. The land is reasonably suited to the use activity or alteration. The impacts proposed from this project include six parking spaces. These six spaces were reconfigured to add three stacked spaces and remove spaces proposed along the roadway. These three spaces are further from the wetland across the street.
- 2. There is no alternative location outside the wetland buffer that is feasible and reasonable for the proposed use, activity or alteration. The area converted to pervious pavers has been used for parking since the business has been located here for forty years. By grading into the hill further from the wetland the three additional spaces were created.
- 3. There will be no adverse impact on the wetland functional values of the site or surrounding properties. The improvements which have been made in the buffer, while made before a permit was granted, overall the reconfigured spaces should not change the project impacts.
- 4. Alteration of the natural vegetative state or managed woodland will occur only to the extent necessary to achieve construction goals. This aspect of the project has not changed.
- 5. The proposal is the alternative with the least adverse impact to areas and environments under the jurisdiction of this section. The proposed project should not cause adverse impacts to the adjacent wetland area or the wetland across the street due to the direction of water flow from the site.
- 6. Any area within the vegetated buffer strip will be returned to a natural state to the extent feasible. The applicant is proposing to install wetland buffer plantings to offset the

impact and enhance the wetland buffer area. This landscape work has not yet been completed.

The Conservation Commission reviewed the wetland conditional use permit application at the November 4, 2020 meeting and voted unanimously to recommend approval as presented.

Technical Advisory Committee Review

The TAC reviewed this application at the November 3, 2020 meeting and voted to recommend approval with the following stipulation:

1) That the applicant provide a proposed list of plant species for the proposed landscaped area located next to and behind the porous pavement parking area.

On November 10, 2020 the applicant submitted revised plans addressing the stipulation to the satisfaction of the Planning Department.

Planning Department Recommendation

Wetland Conditional Use Permit

1) Vote to grant the Wetland Conditional Use Permit as presented.

Site Plan Review

- 2) Vote to grant Site Plan Review approval with the following stipulations:
 - 2.1) The site plan and any easement plans and deeds shall be recorded at the Registry of Deeds by the City or as deemed appropriate by the Planning Department;
 - 2.2) The applicant shall receive City Council approval to install the plantings on City property.

IV. PUBLIC HEARINGS - NEW BUSINESS (Cont.)

C. The application of Raleigh Way Holding, LLC, Owner, for properties located at 0 Falkland Way requesting Site Plan Review approval for the demolition of an existing garage and shed and the construction of a new 4-unit residential building with associated parking, stormwater management, lighting, utilities and landscaping. Said properties are shown on Assessor Map 212 Lots 112 & 113 and lie within the General Residence B (GRB) District.

Description

Applicant has requested to postpone this application to the December meeting.

Planning Department Recommendation

Vote to postpone this application to the December meeting.

VI. PUBLIC HEARINGS - NEW BUSINESS (Cont.)

D. The request of 553-559 Islington Street, LLC, Owner, for property located at 553 Islington Street requesting a Conditional Use Permit in accordance with Section 10.1112.14 of the Zoning Ordinance for the provision of 8 on-site parking spaces where a minimum of 9 are required and Site Plan Review Approval for a 359 s.f. addition and renovation to an existing six-unit apartment building, with the removal of an existing garage and addition of paving and striping, landscaping and lighting. Said property is shown on Assessor Map 157 Lot 3 and lies within the Character District 4-L2 (CD4-L2) District.



Description

The project proposes interior alterations of the existing six-unit apartment building, and a small addition at the rear of the building to permit the structure to be brought into or to exceed code compliance. An existing garage in the rear of the property will be removed and parking will be reconfigured with the addition of paving and striping, landscaping and lighting.

At the September 15, 2020 meeting, the Zoning Board of Adjustment granted the following variances:

1) A Variance from Section 10.5A41.10A to a lot area per dwelling unit of 1,201 s.f. where 3,000 s.f. per dwelling is required;

- 2) A Variance from Section 10.5A.41.10A to allow 19.5% open space where 25% is the minimum required;
- 3) A Variance from Section 10.5A.41.10A to allow a ground story height of 10'7.5" where 11' is required;
- 4) A Variance from Section 10.321 to allow a nonconforming building or structure to be enlarged, reconstructed or extended without conforming to the requirements of the Ordinance.

At the November 4, 2020 Meeting of the Historic District Commission, the Board voted to approve the Certificate of Approval with the following stipulation:

1) The applicant shall simplify the façade of the small building as discussed at the meeting and shall resubmit it for an Administrative Approval.

Parking Conditional Use Permit

The off-street parking standards in the City's Zoning Ordinance for 6 residential units requires between 1-1.3 spaces per unit depending on the size of each unit and 2 visitor spaces for a total of 9 parking spaces required for this project. The applicant has indicated they can only provide eight parking spaces on the site due to the constraints of the site.

Per Section 10.1112.14 of the Zoning Ordinance, the Planning Board may grant a conditional use permit to allow a building or use to provide less than the minimum parking spaces required by the off-street parking standards. An application for a conditional use permit for off-street parking must include a parking demand analysis.

Per Section 10.1112.142, an application for a conditional use permit shall identify permanent measures to reduce parking demand including but not limited to proximity to public transit and shared parking on a separate lot. The applicant notes that, to off-set parking demand, the applicant has listed the following factors for consideration:

- They have added a dedicated space on the site plan for bicycle parking;
- There is a COAST bus stop close to the site;
- The building is within walking distance to downtown Portsmouth and the West End, allowing for rental to someone who does not have a vehicle;
- There is on-street parking available within walking distance to the site.

At the November 10, 2020 TAC suggested a few potential locations for an additional space, but the applicant noted site constraints that prevent the addition of a 9th parking space. The TAC had no further comments or recommendations.

Technical Advisory Committee Review

The TAC reviewed the site plan review application at the October 6, 2020 meeting and voted to recommend approval with the following stipulations:

1. The sewer shown on this plan 'by the City' will not happen prior to this project. Do not flow fill the existing sewer. It is ok to show a future sewer line and 'coordinate with the City' in the future. Right of access for the future installation of this line by the City should be acquired during this process. If needed, sewer should be replaced

- out to the edge of parking from the building now before new stairs are constructed. New sewer lateral will connect at that spot in the future.
- 2. A temporary construction easement shall be provided to the City for future installation of sewer line and the plan shall be updated to note the required easement.
- 3. Shut off for the domestic water tap shall be in the sidewalk, not in the curb line as shown.
- 4. Applicant to coordinate with Eversource on possible removal of pole in front of the building. The pole in front of the building is there only because of the attachment point of the overhead service. Relocating the service attachment should be investigated, so that the pole can be removed permanently.
- 5. Applicant to update basement stair and egress floorplan per Fire code requirements.

On October 28, 2020 the applicant submitted revised plans addressing stipulations 1 & 3-5 to the satisfaction of the Planning Department. The remaining stipulations are included in the recommendation below.

Planning Department Recommendation

Parking CUP

- 1) Vote to accept the findings of the applicant's parking demand analysis and to find that the provision of 8 off-street parking spaces provided will be adequate and appropriate for the proposed use of the property.
- 2) Vote to grant a conditional use permit pursuant to Section 10.112.14 of the Portsmouth Zoning Ordinance to permit 8 parking spaces on the lot where 9 off-street parking spaces are required.

Site Plan Review

3) Vote to grant Site Plan Review approval with the following stipulations:

Conditions Precedent (to be completed prior to building permit issuance)

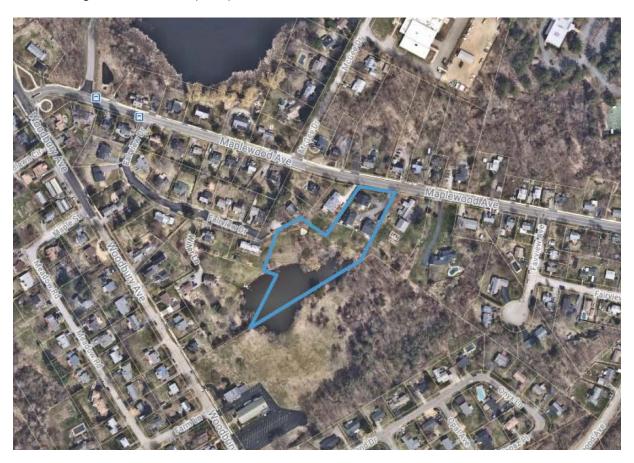
- 3.1) A temporary construction easement shall be provided to the City for future installation of sewer line, as needed, and the plan shall be updated to note the required easement. Final sewer design and easement shall be reviewed and approved by DPW.
- 3.2) The site plan and any easement plans and deeds shall be recorded at the Registry of Deeds by the City or as deemed appropriate by the Planning Department.

Conditions Subsequent

3.3) Applicant shall coordinate with Eversource on possible removal of pole in front of the building. The pole in front of the building is there only because of the attachment point of the overhead service. Relocating the service attachment should be investigated, so that the pole can be removed permanently.

VI. PUBLIC HEARINGS - NEW BUSINESS (Cont.)

E. Petition of The Village at Thompson Pond Condominium, Owner, for property located at 996 Maplewood Avenue requesting Wetland Conditional Use Permit approval under Section 10.1017 of the Zoning Ordinance to restore the shoreline of Thompson Pond where invasive species were removed and mulched in place essentially clearing the 25 foot vegetated buffer. The restoration plan includes plantings to restore the buffer with native vegetation. Said property is shown on Assessor Map 219 Lot 4 and lies within the Single Residence B (SRB) District.



Description

This application is an after the fact permit for cutting within the vegetated buffer strip along Thompson Pond. The applicant was working to remove invasive species but then mulched in place a strip from the shoreline of the pond extending about 15-20 feet inland where a no cut vegetated buffer strip is required. The applicant has proposed a restoration plan which is in the form of this Conditional Use Permit Application to restore the site. Additionally, due to the sensitivity of the wetland area at the rear of the site a conservation easement was recorded during the development of this property. That easement has been included for your review.

Conservation Commission Review

- 1. The land is reasonably suited to the use activity or alteration. The applicant has stated they were working with good intentions when removing the invasive species on the site and did not intend to completely clear the vegetated buffer. So, while the work done was not allowed as it was conducted the proposed planting locations are reasonable for this project.
- 2. There is no alternative location outside the wetland buffer that is feasible and reasonable for the proposed use, activity or alteration. Given that this is an after the fact restoration plan to approve a violation of the wetland ordinance this is there is no alternative area for restoration.
- 3. There will be no adverse impact on the wetland functional values of the site or surrounding properties. The applicant has proposed a design which should, if installed as proposed and maintained to be free of invasive species, will over the longterm be a more functional buffer for the site.
- 4. Alteration of the natural vegetative state or managed woodland will occur only to the extent necessary to achieve construction goals. The goal of this project is to restore the site. Given that the vegetated buffer has been effectively removed from this site the proposed planting plan will restore the site to a more functional state.
- 5. The proposal is the alternative with the least adverse impact to areas and environments under the jurisdiction of this section. The proposed planting plan appears to be an appropriate way to restore the site. It is not clear how these plantings will be maintained and protected in the future. A statement and plan for their long term survival/success would be helpful to insure future impacts are avoided.
- 6. Any area within the vegetated buffer strip will be returned to a natural state to the extent feasible. The applicant has proposed plantings to restore the buffer where the impact occurred.

The Conservation Commission reviewed the wetland conditional use permit application at the October 14, 2020 meeting and voted unanimously to recommend approval with the following stipulations:

- 1. The applicant shall prepare a maintenance plan for current and future landscapers.
- 2. A plan shall put in place for the 25 ft. buffer which includes; no cutting around the portion of the pond the Association owns.
- 3. The applicant shall maintain the entire property using organic land management practices.

Planning Department Recommendation

Wetland Conditional Use Permit

- 1) Vote to grant the Wetland Conditional Use Permit with the following stipulations:
 - 1.1) The applicant shall prepare a maintenance plan for current and future landscapers.
 - 1.2) A plan shall put in place for the 25 ft. buffer which includes no cutting around the portion of the pond the Association owns.
 - 1.3) The applicant shall use organic land management practices wherever practical.

VI. PUBLIC HEARINGS - NEW BUSINESS (Cont.)

F. Petition of Thomas Murphy, Owner, for property located at 95 Dodge Avenue requesting a Conditional Use Permit in accordance with Section 10.814 of the Zoning Ordinance for the construction of an attached accessory dwelling unit of 745 s.f. gross floor area. Said property is shown on Assessor Map 258 Lot 39 and lies within the Single Residence B (SRB) District.



Description

The applicant is requesting a conditional use permit to create an attached accessory dwelling unit (AADU) as part of a newly constructed single-family residential structure. The applicant intends to employ a phased approach to the construction of the new units. The ADU will be built first at which point the applicant will move in and demolish the single family home. Then, construction will begin on a new single family home where the applicant will ultimately live, vacating the AADU.

The Zoning Board of Adjustment will review this application at their November 17, 2020 meeting to determine if relief will be granted to permit 2 driveways on a lot where only 1 driveway is permitted.

In addition to the dimensional requirements of Section 10.521, the Ordinance requires that an AADU comply with the following standards (Section 10.814.30 and 10.814.40).

Planning Department Comments
The applicant has indicated
compliance with this requirement,
verification will be required in order
for a certificate of use to be issued.
The applicant has indicated
compliance with this requirement,
verification will be required in order
for a certificate of use to be issued.
The applicant has indicated
compliance with this requirement.
compliance with this requirement.
The applicant has indicated
compliance with this requirement.
compliance with this requirement.
An interior door is being provided.
All interior door is being provided.
The ADU is proposed to have one
bedroom and one office and to be
745 s.f.
The ADU is proposed as part of a
newly constructed single-family
home. While the addition for the
accessory dwelling unit is lower in
height and set back from the primary
dwelling, the entrance to the
accessory dwelling unit is designed
more like a primary entry way. Some
modest design modifications to the
entryway could help this project
maintain the appearance of a single
family home, rather than a duplex.
The AADU is setback from the
proposed front wall of the principal
dwelling unit.
The applicant is requesting that the
Planning Board grant a modification
for this requirement.
1

Required Standard	Planning Department Comments	
The addition to or expansion of the existing single-family dwelling may include an increase in building height only as an upward expansion of the existing principal building with no increase in building footprint.	The AADU is proposed as part of a newly constructed single-family dwelling.	
The building height of any addition or expansion that includes an increase in building footprint shall be less than the building height of the existing principal building.	The AADU is proposed to be less than the building height of the newly constructed principal building.	
The AADU shall be architecturally consistent with the existing principal dwelling through the use of similar materials, detailing, roof pitch, and other building design elements.	The AADU is designed to be aesthetically consistent with the existing single family structure.	

In order to grant a conditional use permit for an ADU, the Planning Board must first make the following findings (Sec. 10.814.60):

Required Findings	Planning Department Comments
1. Exterior design of the ADU is	The AADU is designed to be
consistent with the principal dwelling on	aesthetically consistent with the
the lot.	existing single family structure.
2. The site plan provides adequate	Both the primary dwelling and the
open space, landscaping and off-street	AADU will have access to usable
parking for both the ADU and the	open space and landscaping.
primary dwelling.	Required total parking is 3 spaces
	and the site design provides for
	more than 3 spaces.
3. The ADU will maintain a	The proposed AADU should not be
compatible relationship to adjacent	incompatible with adjacent
properties in terms of location, design	properties, nor have a significant
and off-street parking layout and will not	impact on the privacy of adjacent
significantly reduce the privacy of	properties.
adjacent properties.	
4. The ADU will not result in	The location of this unit in an
excessive noise, traffic or parking	established residential
congestion.	neighborhood is unlikely to create a
	noticeable change in traffic.

Request for Modifications

The applicant is requesting modifications of required standards pursuant to Section 10.814.70 of the Zoning Ordinance as follows:

1) To allow 41.4% of the total façade area to be dedicated to the ADU which does not comply with the requirements of Section 10.814.531.

The secondary entrance and main entrance to the ADU may require a modification to maintain the appearance of a single-family dwelling. The proposed design could be perceived as 2 separate dwellings as viewed from the north elevation primarily due to the design of the entry way to the ADU. Should the Board decide a modification is necessary, the design should be updated accordingly or the Board should consider modifying the standard for this application per Section 10.814.70.

Planning Department Recommendation

- 1) Should the Board find that a modification is consistent with the findings in Section 10.814.60, vote to grant the following modifications:
 - 1.1) To allow 41.4% of the total façade area to be dedicated to the ADU which does not comply with the requirements of Section 10.814.531.
 - 1.2) To allow the secondary entrance to be designed as presented on the north elevation.
- 2) Vote to find that the application satisfies the requirements of 10.814.60.
- 3) Vote to grant the conditional use permit as presented, with the following stipulation:
 - 3.1) In accordance with Sec. 10.814.90 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. 10.814, including the owner-occupancy requirement and shall renew the certificate of use annually.

VII. CITY COUNCIL REFERRAL

A. Request for report back on letter from resident Tom Morgan requesting zoning amendments to permit solar farms at appropriate locations, and to draft site plan review regulations to protect abutters, the environment, and taxpayers from improper installations.

Description

At the October 19 City Council meeting, the Council voted to refer correspondence from Tom Morgan to the Planning Board for a report back. The staff is in the process of reviewing this request and will plan to have a report back to the Planning Board for the December meeting. Some additional background on related efforts is provided below.

The Sustainability Committee is currently looking at formulating a net zero recommendation and they are working on bringing in a speaker from Clean Energy New Hampshire to their November meeting. In conjunction with that presentation the Committee will be discussing net zero recommendations they can make to the City Council.

Related to solar arrays – it is important to note that there are two large solar projects already in place in Portsmouth currently. One at the Portsmouth drinking water plant and one at the high school.

Supporting renewable energy is consistent with the City's Master Plan. While large solar arrays are not currently permitted under our Ordinance, even if we were to zone for this there is very limited land available that would be suitable for large solar arrays and there are other factors that make it challenging to undertake as a private endeavor. The City has already implemented measures to allow for and encourage the installation of wind power and solar energy panels on private property and buildings (see sections 10.910 and 10.517 respectively of the zoning ordinance and we also have green building incentives in the Site Plan Review regulations).