HOEFLE, PHOENIX, GORMLEY & ROBERTS, PLLC

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May 26, 2021

HAND DELIVERED

Peter Stith, Principal Planner Kimberli Kienia, Administrative Assistant Portsmouth Zoning Board of Adjustment City Hall 1 Junkins Avenue Portsmouth, NH 03801

Re:

Tuck Realty Corp.-Applicant Project Location: 668 Middle Street Tax Map 147/Lot 18 GRA Zone

Dear Mr. Stith, Ms. Kienia & Zoning Board Members:

On behalf Tuck Realty Corp., we are pleased to submit the following documents in support of a request for zoning relief:

- Portsmouth Land Use Application LU-21-23 uploaded today.
- 05/26/21 Memorandum and Exhibits in support of zoning relief (original and eleven (11) copies).

Very truly yours,

R. Timothy Phoenix

Kevin Baum

RTP/msw

Encl.

cc:

Michael Garrepy-Tuck Realty Corp.

Jones and Beach Engineers Art Form Architecture, Inc.

KEVIN M. BAUM

R. PETER TAYLOR

MEMORANDUM

TO: Portsmouth Zoning Board of Adjustment ("ZBA")

FROM: R. Timothy Phoenix, Esquire

Kevin M. Baum, Esquire

DATE: May 26, 2021

RE: Tuck Realty Corp. - Applicant

Project Location: 668 Middle Street

Tax Map 147/Lot 18

GRA Zone

Dear Chairman Rheaume and Zoning Board Members:

On behalf of Tuck Realty Corp. ("Tuck" or "Applicant"), we are pleased to submit this memorandum and attached exhibits in support of Zoning Relief to be considered by the Zoning Board of Adjustment ("ZBA") at its June 15, 2021 meeting.

I. Exhibits

- A. <u>Plan Set</u> by Jones & Beach Engineers, Inc.
 - 1. Existing Conditions Plan (Sheet C1)
 - 2. ZBA Plan (Sheet A1)
- B. Subdivision Plan for 660 Middle Street approved December 6, 2010.
- C. Site Photographs.
- D. Tax Assessors Card.
- E. <u>City GIS Map</u> identifying nearby zoning districts and surrounding area.
- F. Tax Map 147.

II. Property/Project

The subject property (the "Property") is located at 668 Middle Street with frontage on both Middle Street and Chevrolet Avenue. **Exhibit A**; **C**. The Property is currently developed with two residential buildings, an approximately 3,840 square foot (living space), three-family residence to the front of the lot, closest to Middle Street, and an approximately 1,920 square foot (living space), single family carriage house toward the middle of the lot. <u>Id</u>. The Property is located in the GRA Zoning District, with the front portion containing the three-family residence, also within the Historic District. The lot, at $\pm 81,050$ square feet, is significantly larger than most others in the nearby area. **Exhibit C** (aerial photograph).

Tuck proposes to subdivide the Property into three lots, consistent with the similar layout approved by the ZBA and Planning Board in 2010. **Exhibit A.2**; **Exhibit B.** Proposed Lot 3 will be approximately 43,644 square feet. <u>Id.</u> It will include the two existing residential buildings and retain access from Middle Street. <u>Id.</u> There will be no structural change to either of the

existing buildings, other than modest repairs or similar cosmetic upgrades. The number of dwelling units in each existing building will remain unchanged. Thus, the resulting lot will meet all density and other dimensional requirements of the Portsmouth Zoning Ordinance ("PZO"), with the exception of portions of the rear carriage house building and side stairs of the front residence, which are partially within the right side setback. <u>Id.</u> However, these conditions predate the relevant provisions of the PZO, and are, therefore, grandfathered. Residential use, which will continue on the lot, is permitted by right in the GRA Zone.

The rear portion of the lot will be subdivided into two lots, each with frontage on Chevrolet Avenue. <u>Id.</u> Proposed Lot 1 will be approximately 18,646 square feet and proposed Lot 2 approximately 18,756 square feet. <u>Id.</u> The proposed lots comply with all dimensional requirements of the PZO. No buildings are currently proposed for either Lot 1 or Lot 2 and Tuck's expectation and intent is that any future residential structures will be constructed in compliance with PZO requirements. The existing structure on Lot 2 will be removed. Id.

Despite its prominence and longstanding presence, Chevrolet Avenue is a private right of way and not a City street. Accordingly, relief is needed to allow frontage and for the future construction of a structure on a private right of way. Given the nature of Chevrolet Avenue and for the other reasons discussed below, this proposed limited subdivision meets the statutory variance criteria and the following relief should be granted.

III. Relief Required

- 1. PZO §10.521 to allow for 114' and 100' of frontage on a private right of way, where 100' of frontage on a formally accepted street or other road approved by the Planning Board and constructed to City subdivision specifications.
- 2. PZO §10.521 to allow 69.83' of frontage on Middle Street where 100' is required. 1
- 3. PZO §10.512 to allow construction of a structure on a lot with access to a private right of way.

¹ Lot 3's frontage on Middle Street is long existing and will not be modified by this proposed subdivision. Thus, Tuck believes it to be grandfather with no relief necessary. However, Tuck has included this requested variance out of an abundance of caution and upon discussions with City Planning Staff in the event the ZBA deems in necessary.

IV. Variance Requirements

- 1. The variances will not be contrary to the public interest.
- 2. The spirit of the ordinance is observed.

The first step in the ZBA's analysis is to determine whether granting a variance is not contrary to the public interest and is consistent with the spirit and intent of the ordinance, considered together pursuant to Malachy Glen Associates, Inc. v. Town of Chichester, 155 N.H. 102 (2007) and its progeny. Upon examination, it must be determined whether granting a variance "would unduly and to a marked degree conflict with the ordinance such that it violates the ordinance's basic zoning objectives." Id. "Mere conflict with the zoning ordinance is not enough." Id.

The Portsmouth Zoning Ordinance was enacted for the general purpose of promoting the health, safety, and welfare in accordance with the Master Plan by regulating:

- 1. The use of land, buildings and structures for business, industrial, residential and other purposes no changes are proposed to the existing residential buildings. The newly created rear lots will comply with all dimensional and use requirements of the PZO while allowing access from Chevrolet Avenue.
- 2. The intensity of land use, including lot sizes, building coverage, building height and bulk, yards and open space lot sizes, building coverage, building height and bulk, yards and open space requirements are all met; the proposal is consistent with the surrounding area and creates a natural transition to the nearby Frank Jones Brew Yard/Brewery Lane Apartments development across Chevrolet Avenue.
- 3. The design of facilities for vehicular access, circulation, parking and loading the Property has access from both Chevrolet Avenue and Middle Street; sufficient parking areas and driveways are maintained on the lots and will be more fully vetted during Planning Board review. **Exhibit A.2**
- 4. The impacts on properties of outdoor lighting, noise, vibration, stormwater runoff and flooding these purposes are not undermined and will be fully vetted during Planning Board review; the proposal will result in continued residential use of the Property in compliance with PZO open space and building coverage requirements.
- 5. The preservation and enhancement of the visual environment the historic existing structures will be maintained on Lot 2; the proposal provides a transition to the mixed use area across Chevrolet Avenue. Id.
- 6. The preservation of historic districts, and buildings and structures of historic or architectural interest the proposal maintains the existing historic structures. <u>Id.</u>; **Exhibit C**.
- 7. The protection of natural resources, including groundwater, surface water, wetlands, wildlife habitat, and air quality all building coverage and open space requirements are met (Exhibit A.2); the project will be fully vetted during Planning Board review.

In considering whether variances "in a marked degree conflict with the ordinance such that they violate the ordinance's basic zoning objectives." Malachy Glen, *supra*, also held:

One way to ascertain whether granting the variance would violate basic zoning objectives is to examine whether it would <u>alter the essential character of the locality</u>.... Another approach to [determine] whether granting the variance violates basic zoning objectives is to examine whether granting the variance would threaten the public health, safety or welfare. (emphasis added)

The proposal maintains the existing historic structures on the Property while allowing additional residential lots within the large, rear portion of the parcel closest to the CD4-W and GRC Zones and Brewery Lane commercial area. The resulting lot sizes comply with existing zoning within the GRA, while allowing frontage on Chevrolet creates a transition to the adjacent mixed use West End commercial area. **Exhibit A.2**. Lot 3 will remain virtually unchanged both with respect to the existing historic structures and its longstanding frontage on Middle Street. The proposed layout largely mirrors that approved for the neighboring property (660 Middle) in 2010. **Exhibit B**. Accordingly, the Project will neither "alter the essential character of the locality nor threaten the public health, safety or welfare."

3. Granting the variance will not diminish surrounding property values.

As noted, the existing residences will be preserved and the view of the Property from and frontage to Middle Street (and the Historic District) will remain essentially unchanged. The rear portion of the Property, will eventually be developed with compliant residences with access to Chevrolet, thereby creating a transition to the West End commercial area and avoiding additional traffic onto Middle Street. There will be little to no noticeable effect to surrounding residential properties and the commercial/mixed use area to the rear will be enhanced by the inclusion of walkable residential lots. The layout is consistent with the previously approved neighboring parcel, creating similarly sized lots along Chevrolet Avenue. Thus, if anything, granting the variances will improve the surrounding property values.

4. Denial of the variances results in an unnecessary hardship.

a. Special conditions distinguish the property/project from others in the area.

The Property is significantly larger than all of the nearby residential lots. It abuts or is near multiple different zoning districts, containing a mix of commercial/residential uses, with most of the surrounding residential lots having lesser lot area and more density than Tuck's

proposal. Additionally, the property has frontage on two longstanding heavily traveled roadways, with relief needed only due to Chevrolet Avenue's non-public status. These factors combine to create special conditions that distinguish the Property from others in the area.

b. No fair and substantial relationship exists between the general public purposes of the ordinance and its specific application in this instance.

Frontage requirements are put into place to ensure that lots to be developed have available access to public streets and adequate space to safely drive to and from the property. This requirement is effectively met in this instance. Proposed Lots 1 and 2 will have 114 and 100 feet of frontage, respectively, on Chevrolet Avenue. This fully meets the frontage length requirement, meeting safety goals. Relief is only required because Chevrolet is not a City street. Chevrolet Avenue has long existed and provided adequate access to the Brewery Lane commercial area and surrounding feeder streets. In fact, portions of the road are public, just not the area immediately adjacent to the Property. Accordingly, Lots 1 and 2 will have adequate frontage to ensure safe access to and from the proposed lots.

Likewise, the frontage for Lot 3 will not change nor will the driveway from the existing historic structures to Middle Street. While a gate on Chevrolet Avenue exists, Middle Street has been the primary, if not the sole, access to and from the residences for years without any know incident. Moreover, the ±69.83 feet of frontage, while less than the required 100 feet, is consistent with that of other properties in the area. **Exhibit A**; **Exhibit F**. Accordingly, the purposes of the 100 foot public street frontage requirement are either met or consistent with surrounding properties, and therefore, so there is no reason to strictly apply these provisions of the PZO in this instance.

c. <u>The proposed use is reasonable.</u>

If the use is permitted, it is deemed reasonable. <u>Vigeant v. Hudson</u>, 151 N.H. 747 (2005). The proposal maintains residential uses on the Property, which are permitted in the GRA Zone. Accordingly, the use is reasonable.

5. Substantial justice will be done by granting the variance.

If "there is no benefit to the public that would outweigh the hardship to the applicant" this factor is satisfied. <u>Harborside Associates, L.P. v. Parade Residence Hotel, L.L.C,</u> 162 N.H. 508 (2011). That is, "any loss to the [applicant] that is not outweighed by a gain to the general public is an injustice." Malachy Glen, *supra* at 109.

"The right to use and enjoy one's property is a fundamental right protected by both the State and Federal Constitutions." N.H. CONST. pt. I, arts. 2, 12; U.S. CONST. amends. V, XIV; Town of Chesterfield v. Brooks, 126 N.H. 64 (1985) at 68. Part I, Article 12 of the New Hampshire Constitution provides in part that "no part of a man's property shall be taken from him, or applied to public uses, without his own consent, or that of the representative body of the people." Thus, our State Constitutional protections limit the police power of the State and its municipalities in their regulation of the use of property. L. Grossman & Sons, Inc. v. Town of Gilford, 118 N.H. 480, 482 (1978). "Property" in the constitutional sense has been interpreted to mean not the tangible property itself, but rather the right to possess, use, enjoy and dispose of it. Burrows v. City of Keene, 121 N.H. 590, 597 (1981). (emphasis added).

The Supreme Court has held that zoning ordinances must be reasonable, not arbitrary and must rest upon some ground of difference having fair and substantial relation to the object of the regulation. Simplex Technologies, Inc. v. Town of Newington, 145 N.H. 727, 731 (2001); Chesterfield at 69. To "determine whether an ordinance is arbitrary and unreasonable, the injury or loss to the landowner must be balanced against the gain to the public." Metzger v. Town of Brentwood, 117 N.H. 497, 501 (1977). In other words, [w]hen the restriction as applied to a particular piece of land is unnecessary to accomplish a legitimate public purpose or the gain to the public is slight but the harm to the citizen and his [or her] property is great, the exercise of the police power becomes arbitrary and unreasonable and this court will afford relief under the constitution of this state. Id. at 503.

The proposal allows Tuck to make better use of a large lot, with the addition of new residential lots on the rear of the currently undeveloped portion of the Property. The proposal maintains the existing historic structures to the front of the Property while creating additional appropriately sized residential lots compliant with the dimensional requirements of the PZO and consistent with other properties in the area. Thus, there is no benefit to the public from denying the requested variances. In contrast, Tuck will suffer great harm as it would be unable to reasonably utilize the large undeveloped rear portion of the lot and existing Chevrolet Avenue frontage. Accordingly, there is no benefit to the public the public that would outweigh the hardship to the applicant if the variances are denied.

V. Conclusion

For all of the reasons stated, the Applicant respectfully request that the Portsmouth Zoning Board of Adjustment grant the requested variances.

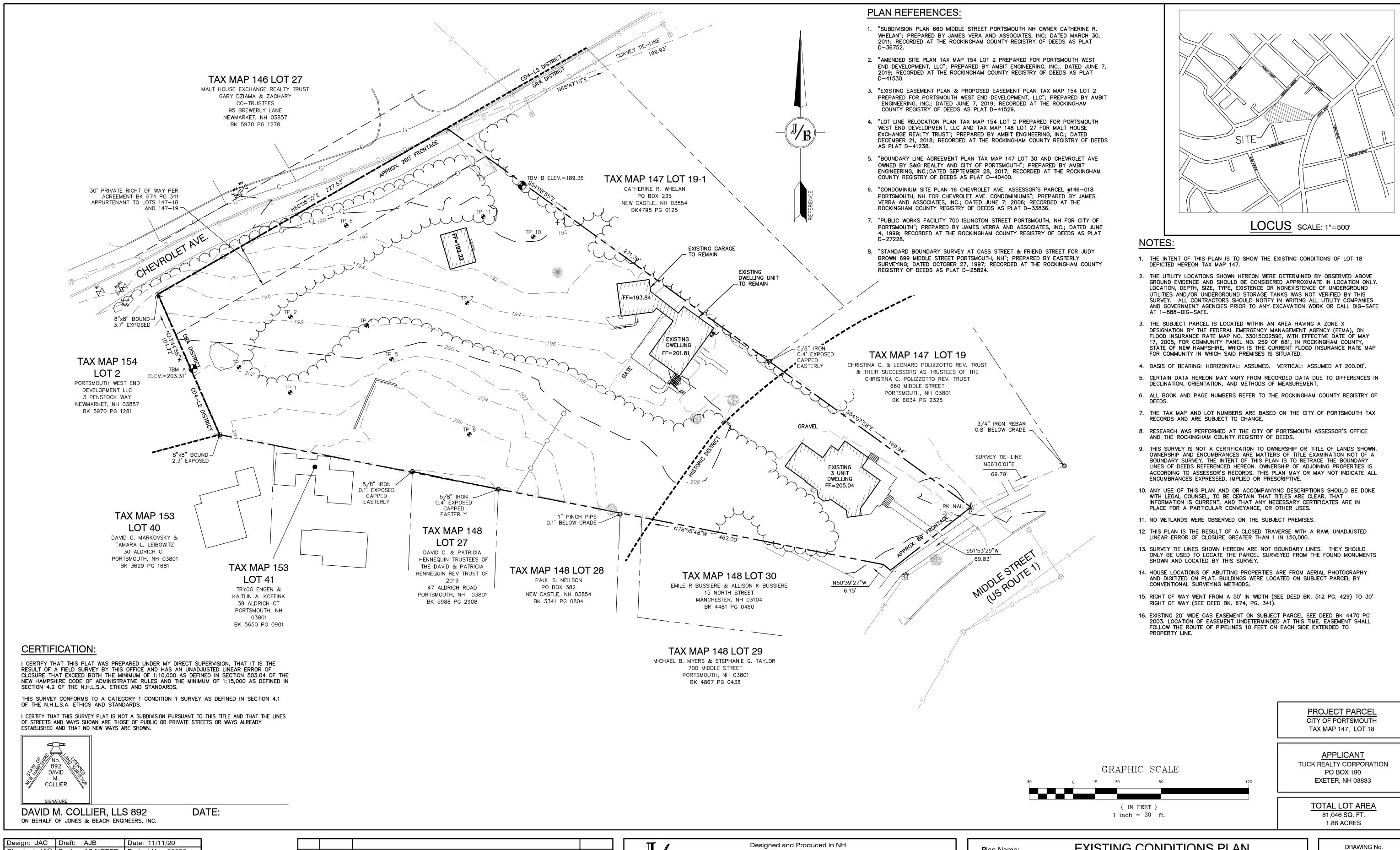
Respectfully submitted,

Tuck Realty Corp.

By: R. Timothy Phoenix

Kevin M. Baum





Design: JAC	Draft:	AJB	Date: 11/11/20	
Checked: JAC	Scale:	AS NOTED	Project No.: 20686	
Drawing Name: 20686-PLAN.dwg				
THIS PLAN SHALL NOT BE MODIFIED WITHOUT WRITTEN				
PERMISSION FRO	M JONE	S & BEACH ENG	GINEERS, INC. (JBE).	
ANY ALTERATION	S, AUTH	ORIZED OR OTH	HERWISE, SHALL BE	
AT THE USER'S S	OLE RISH	AND WITHOUT	LIABILITY TO JBE.	

1	5/26/21	REVISED FOR ZBA	AJB
0	1/26/21	ISSUED FOR REVIEW	LAZ
REV.	DATE	REVISION	BY

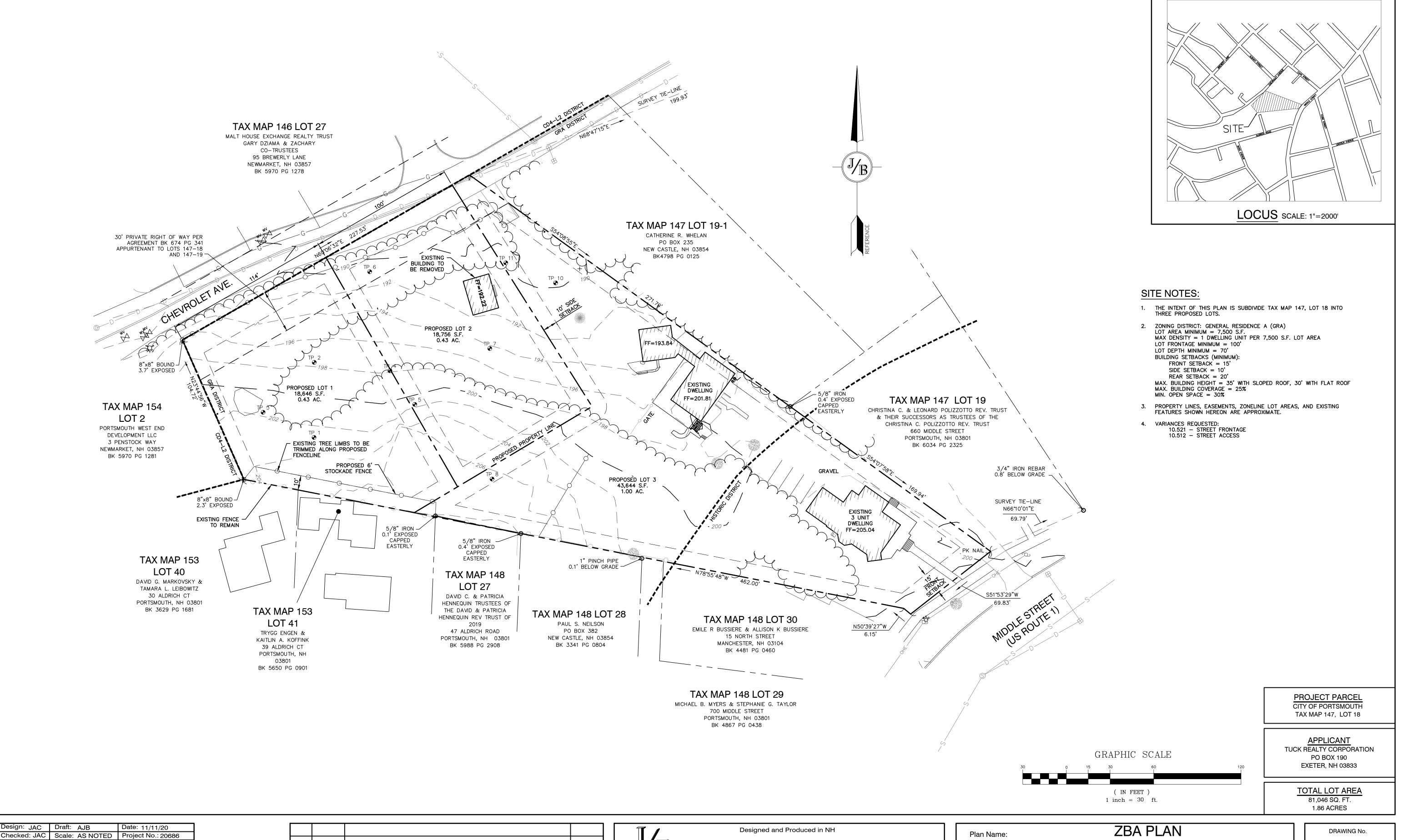
85 Portsmouth Ave. Civil Engineering Services 603-772-4746 FAX: 603-772-0227 PO Box 219 E-MAIL: JBE@JONESANDBEACH.COM Stratham, NH 03885

Plan Name:	EXISTING CONDITIONS PLAN	
Project:	668 MIDDLE STREET PORTSMOUTH, NH	
Owner of Record:	ELIZABETH B. LARSEN, TRUSTEE OF THE ELIZABETH B. LARSEN TRUST OF 2012	

668 MIDDLE STREET, PORTSMOUTH, NH 03801 DEED BK 5390 PG 2799

Owner of Record:

SHEET 1 OF 3 JBE PROJECT NO. 20686



Design: JAC	Draπ:	AJB	Date: 11/11/20		
Checked: JAC	Scale:	AS NOTED	Project No.: 20686		
Drawing Name: 20686-PLAN.dwg					
THIS PLAN SHALL	NOT BE	MODIFIED WIT	HOUT WRITTEN		
PERMISSION FRO	M JONE	S & BEACH ENG	GINEERS, INC. (JBE).		
ANY ALTERATION	S, AUTH	ORIZED OR OTH	HERWISE, SHALL BE		
AT THE USER'S S	OLE RISK	AND WITHOUT	LIABILITY TO JBE.		

1	5/26/21	REVISED FOR ZBA	AJB
0	1/26/21	ISSUED FOR REVIEW	LAZ
REV.	DATE	REVISION	BY

Jones & Beach Engineers, Inc. 85 Portsmouth Ave. Civil Engineering Services 603-772-4746 PO Box 219 FAX: 603-772-0227

Stratham, NH 03885

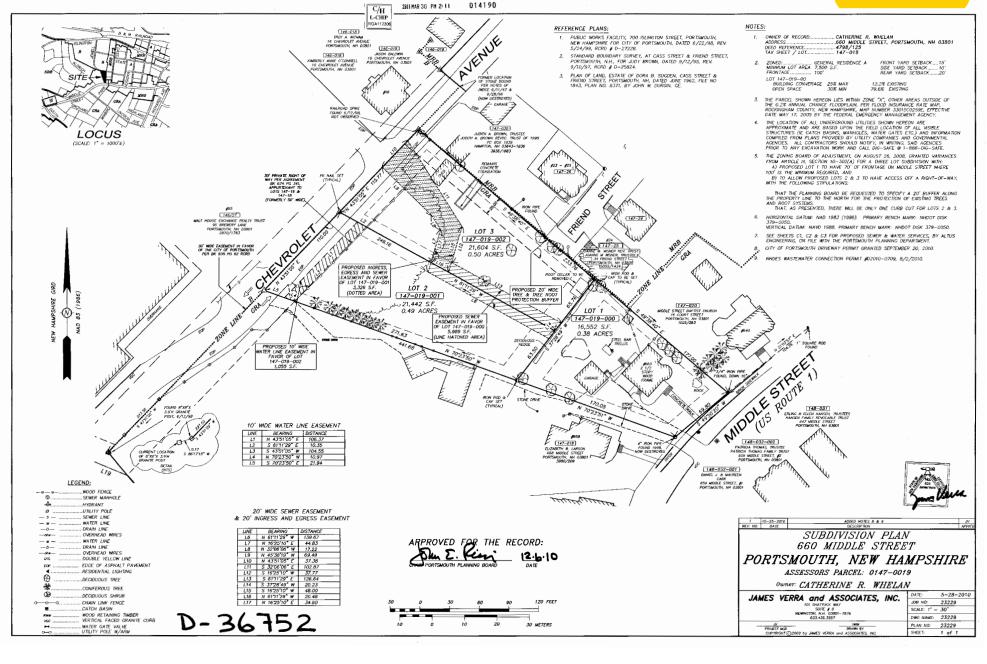
E-MAIL: JBE@JONESANDBEACH.COM

Plan Name:	ZBA PLAN	
Project:	668 MIDDLE STREET PORTSMOUTH, NH	
Owner of Record:	ELIZABETH B. LARSEN, TRUSTEE OF THE ELIZABETH B. LARSEN TRUST OF 2012	

668 MIDDLE STREET, PORTSMOUTH, NH 03801 DEED BK 5390 PG 2799

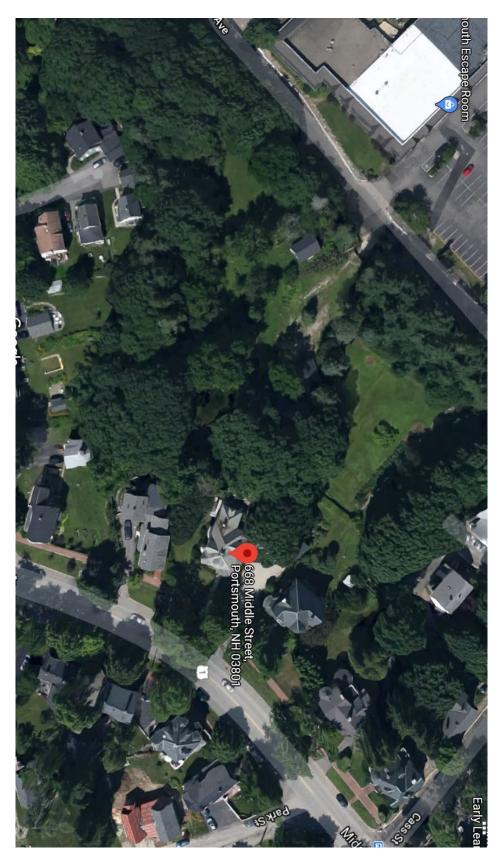
Owner of Record:

SHEET 2 OF 3 JBE PROJECT NO. 20686

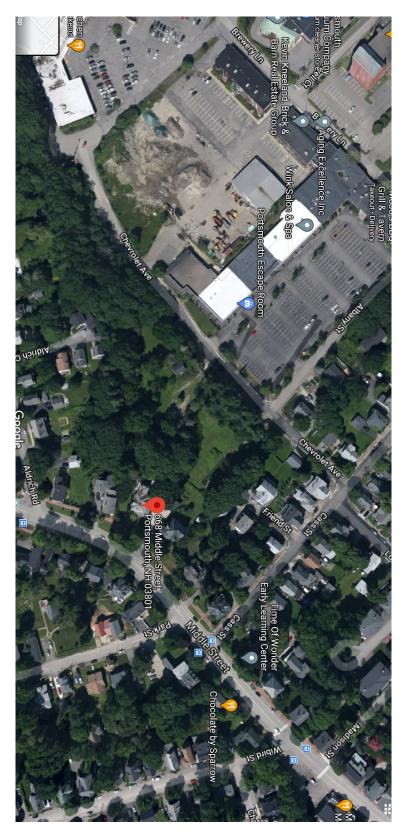


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Aerial View of Property



Aerial View of Property showing surrounding uses and densities



View of the Property from Middle Street (east)



View of existing buildings from Middle Street



View of Three-Family Residence from Middle Street (southeast)



View of Carraige House (Single Family Residence) from front (east)



View of Carraige House (Single Family Residence) from rear (west)



View from Property from the rear (northwest)



View from Property from the northwest



View from Property from Chevrolet Avenue (northwest)



668 MIDDLE ST

Location 668 MIDDLE ST **Mblu** 0147/ 0018/ 0000/ /

Acct# 34521 Owner LARSEN ELIZABETH B TRUST

OF 2012

PBN Assessment \$2,207,100

Appraisal \$2,207,100 **PID** 34521

Building Count 2

Current Value

Appraisal					
Valuation Year	Improvements	Land	Total		
2020	\$1,808,600	\$398,500	\$2,207,100		
	Assessment				
Valuation Year	Improvements	Land	Total		
2020	\$1,808,600	\$398,500	\$2,207,100		

Owner of Record

Owner LARSEN ELIZABETH B TRUST OF 2012 Sale Price \$0

Co-Owner LARSEN ELIZABETH B TRUSTEE Certificate

Address 668 MIDDLE ST Book & Page 5390/2799

PORTSMOUTH, NH 03801 Sale Date 12/20/2012

Instrument

Ownership History

Ownership History					
Owner	Sale Price	Certificate	Book & Page	Instrument	Sale Date
LARSEN ELIZABETH B TRUST OF 2012	\$0		5390/2799		12/20/2012
LARSEN ELIZABETH B	\$0		3980/0209		01/21/2003

Building Information

Building 1 : Section 1

Year Built: 1892 Living Area: 3,840 **Replacement Cost:** \$1,365,826

79

Building Percent Good:

Replacement Cost

Less Depreciation: \$1,079,000

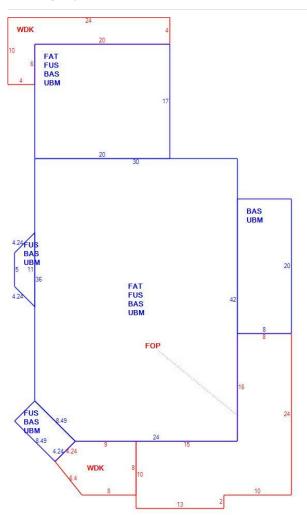
Building Attributes				
Field	Description			
Style:	3 Unit			
Occupancy	3			
Exterior Wall 2				
Interior Wall 2				
Interior Flr 2	Ceram Clay Til			
Model	Residential			
Grade:	X-			
Stories:	2			
Exterior Wall 1	Clapboard			
Roof Structure:	Gable/Hip			
WB Fireplaces	1			
Extra Openings	3			
Roof Cover	Slate			
Interior Wall 1	Plastered			
Extra Openings	0			
Bsmt Garage				
Interior Flr 1	Hardwood			
Heat Fuel	Gas			
Heat Type:	Hot Water			
AC Type:	None			
Total Bedrooms:	4 Bedrooms			
Total Bthrms:	4			
Total Half Baths:	0			
Total Xtra Fixtrs:	2			
Total Rooms:	14			
Bath Style:	Avg Quality			
Kitchen Style:	Avg Quality			
Kitchen Gr	В			
Metal Fireplaces	0			

Building Photo



(http://images.vgsi.com/photos2/PortsmouthNHPhotos/\\00\\01\97\\91.jpg)

Building Layout



(ParcelSketch.ashx?pid=34521&bid=34521)

	Building Sub-Areas (sq ft) <u>Le</u>		
Code	Description	Gross Area	Living Area
BAS	First Floor	1,802	1,802
FUS	Upper Story, Finished	1,642	1,642
FAT	Attic	1,582	396

FOP	Porch, Open	338	0
UBM	Basement, Unfinished	1,802	0
WDK	Deck, Wood	202	0
		7,368	3,840

Building 2: Section 1

Year Built: 1900 Living Area: 1,920 Replacement Cost: \$785,802 Building Percent Good: 89

Replacement Cost

Less Depreciation: \$699,400

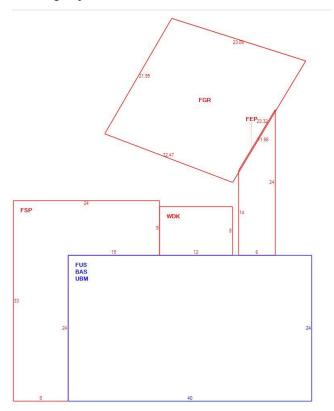
Building A	Attributes : Bldg 2 of 2
Field	Description
Style:	3 Unit
Occupancy	3
Exterior Wall 2	
Interior Wall 2	
Interior FIr 2	Ceram Clay Til
Model	Residential
Grade:	A
Stories:	2
Exterior Wall 1	Clapboard
Roof Structure:	Gable/Hip
WB Fireplaces	1
Extra Openings	0
Roof Cover	Asph/F Gls/Cmp
Interior Wall 1	Plastered
Extra Openings	0
Bsmt Garage	
Interior FIr 1	Hardwood
Heat Fuel	Gas
Heat Type:	Hot Water
AC Type:	None
Total Bedrooms:	3 Bedrooms
Total Bthrms:	4
Total Half Baths:	0
Total Xtra Fixtrs:	1
Total Rooms:	8
Bath Style:	Avg Quality
Kitchen Style:	Avg Quality
Kitchen Gr	В

Building Photo



 $(http://images.vgsi.com/photos2/PortsmouthNHPhotos// 00 \ 00 \ 93 \ 54.JPG)$

Building Layout



(ParcelSketch.ashx?pid=34521&bid=40101)

	Building Sub-Areas (sq ft)	<u>Legend</u>
Code	Description	Gross Area	Living Area
BAS	First Floor	960	960

Metal Fireplaces	0	

FUS	Upper Story, Finished	960	960
FEP	Porch, Enclosed	114	0
FGR	Garage, Attached	506	0
FSP	Porch, Screened	432	0
UBM	Basement, Unfinished	960	0
WDK	Deck, Wood	96	0
		4,028	1,920

4

Extra Features

	Extra I	Features		<u>Legend</u>
Code	Description	Size	Value	Bldg #
FBLA	FINISHED BSMNT	480.00 S.F.	\$20,500	2

Land

Land Use Land Line Valuation

Use Code 1050 **Size (Acres)** 1.85

DescriptionTHREE FAMFrontageZoneGRADepth

Neighborhood104Assessed Value\$398,500Alt Land ApprNoAppraised Value\$398,500

Category

Outbuildings

			Outbuildings			Legend
Code	Description	Sub Code	Sub Description	Size	Value	Bldg #
BRN9	BARN			432.00 S.F.	\$9,700	1

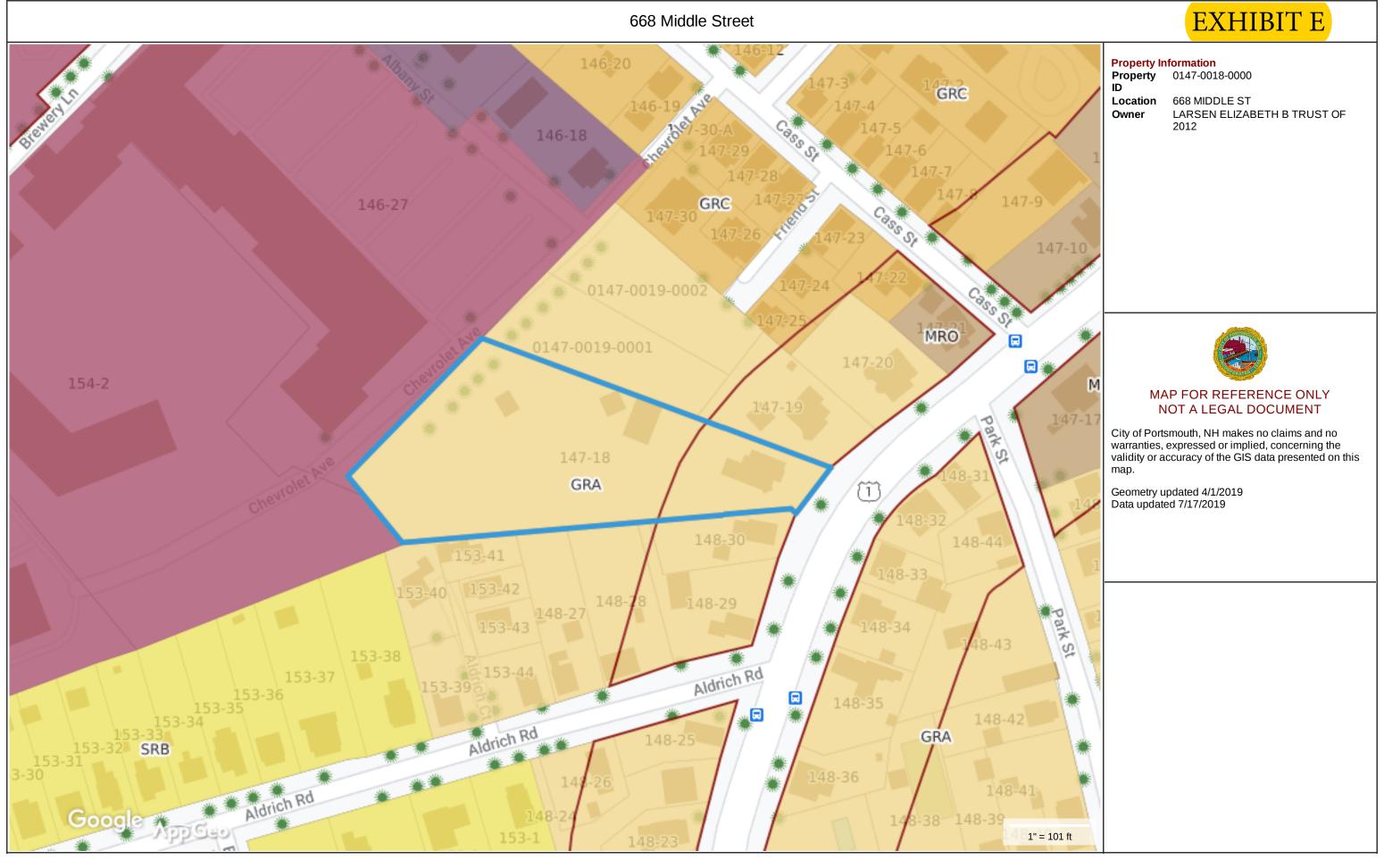
Valuation History

	Appraisal		
Valuation Year	Improvements	Land	Total
2020	\$1,808,600	\$398,500	\$2,207,100
2019	\$1,808,100	\$398,500	\$2,206,600
2018	\$1,643,600	\$346,000	\$1,989,600

	Assessment		
Valuation Year	Improvements	Land	Total
2020	\$1,808,600	\$398,500	\$2,207,100
2019	\$1,808,100	\$398,500	\$2,206,600
2018	\$1,643,600	\$346,000	\$1,989,600

reserved.

City of Portsmouth, NH



Map Theme Legends

Zoning

Residentia	Il Districts
R	Rural
SRA	Single Residence A
	Single Residence B
	-
GRA	General Residence A General Residence B
GRC	General Residence C
GA/M	H Garden Apartment/Mobile Home Park
lixed Resid	dential Districts
MRO	Mixed Residential Office
MRB	Mixed Residential Business
	Gateway Corridor
G2	Gateway Center
usiness D	
GB	General Business
В	Business
WB	Waterfront Business
ndustrial	
	Office Research
I	Industrial
WI	Waterfront Industrial
irport Dis	stricts
AIR	Airport
Al	Airport Industrial
PI	Pease Industrial
ABC	Airport Business Commercial
onservat	ion Districts
	Municipal
	Natural Resource Protection
haracter	
	Character District 5
	Character District 4
CD4	W Character District 4-B
CD4	-L1 Character District 4-L1
CD4	-L2 Character District 4-L2
ivic Distr	ict
Civio	District
<u>luni</u> cipal	District
Mun	icipal District
verlay Di	stricts
OLOE	Osprey Landing Overlay District
Dow	ntown Overlay District
Histo	oric District

City of Portsmouth

