HOEFLE, PHOENIX, GORMLEY & ROBERTS, PLLC

127 Parrott Avenue, P.O. Box 4480 | Portsmouth, NH, 03802-4480 Telephone: 603.436.0666 | Facsimile: 603.431.0879 | www.hpgrlaw.com

March 29, 2022

HAND DELIVERED

Peter Stith, Principal Planner Portsmouth Zoning Board of Adjustment 1 Junkins Avenue Portsmouth, NH 03801

Re:

635 Sagamore Development, LLC, Owner/Applicant

Project Location: 635 Sagamore Avenue

Tax Map 222, Lot 19

General Residence A (GRA Zone)

Dear Mr. Stith and Zoning Board Members:

On behalf of 635 Sagamore Development, LLC, applicant, enclosed please find the following documents in support of a request for zoning relief:

- Portsmouth Land Use Application uploaded to Viewpoint today.
- Owner Authorization.
- 3/29/22 Memorandum and exhibits in support of zoning relief.

Very truly yours,

R. Timothy Phoenix

Kevin Baum

KMB:pcb Enclosures

CC

635 Sagamore Development, LLC Jones & Beach Engineers, Inc. Artform Architecture, Inc.

MEMORANDUM

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

From: Kevin Baum, Esq.

R. Timothy Phoenix Esq.

Date: March 29, 2022

Re: 635 Sagamore Development, LLC, Owner/Applicant

Project location: 635 Sagamore Avenue

Tax Map 222, Lot 19

General Residence A (GRA) Zone

Dear Chairman Parrott and Zoning Board Members:

On behalf of 635 Sagamore Development, LLC ("Sagamore" or "Applicant") we are pleased to submit this memorandum and the attached exhibits in support of zoning relief to be considered by the ZBA at its April 19, 2022 meeting.

I. Exhibits

- 1. Plan Set by Jones and Beach Engineers
 - a. C1 Existing Conditions Plan
 - b. C2 ZBA Site Plan
 - c. C3 Topographic Site Plan
- 2. Architectural Elevations and Floor Plans-by ArtForm Architecture, Inc.
 - a. Sea Watch (Buildings 1-2)
 - b. Sweet Peekaboo (Buildings 3-5)
- 3. Site photographs
- 4. Tax Assessors Card
- 5. City GIS Map identifying nearby zoning districts and surrounding area

II. Property/Project

The subject property is located at 635 Sagamore Avenue (the "Property") in the GRA Zoning District. It is currently developed as the Luster King auto detailing shop, with an existing two story building towards the front of the lot and a service garage to the rear. **Exhibit 1.a.** The frontmost building also contains a residential apartment on the second floor, currently utilized by the former owner and operator of the Luster King business. The existing commercial buildings are non-conforming as to use, and with respect to primary commercial building, also non-conforming as to the front setback. <u>Id.</u> The buildings are generally in disrepair and incongruous with the surrounding residential area. **Exhibit 3.**

The Applicant proposes to remove the existing commercial building and garage and redevelop the Property with five new single-family homes with access via a private driveway from Sagamore Avenue. Exhibit 1.b; Exhibit 2. The proposal removes the long non-conforming commercial use and will create five new residences, consistent with the surrounding neighborhood. Exhibit 3 (aerial photo); Exhibit 5. Nearby properties include the 144 unit Sagamore Court Condominium to the north and the 122 unit Tidewatch Condominium, which directly abuts the Property to the west. Id. Other nearby abutters are largely developed with single family residences with similar density as the proposed project. The Property is currently served by septic, it is the Applicant's intention to tie into the municipal sewer system upon completion of the Sagamore Avenue Sewer Extension Project, as has been previously discussed with the Public Works Department.

The proposal meets all use and dimensional requirements of the Portsmouth Zoning Ordinance ("PZO") with the exception of Section 10.513 allowing no more than one free-standing dwelling per lot and Section 10.521 requiring a one acre lot area per dwelling unit. The proposal includes five dwelling units on a ±1.947 acre lot, or 2.57 units/acre (1 unit per 16,959 square feet). As noted, this density is consistent with surrounding lots, including the more densely developed Sagamore Court Condominium (144 units/15.01 acre = 9.59 units per acre) to the north and similarly dense Tidewatch Condominium (122 units/53.59 acre = 2.27 units per acre) directly to the west. Notably, the SRB Zone, located across Sagamore Avenue, permits a lot area of 15,000 square feet per dwelling unit or approximately 2.9 units per acre. The proposal at 16,959 square feet per unit is slightly less dense. Thus, in addition to cleaning up a long distressed and non-conforming site, the proposal creates a natural transition between the GRB Zone and existing multi-building condominium developments to the north and west (rear) of the Property. The Applicant has spoken with several abutters who are in favor of the proposed five unit development.

III. Relief Required

The proposed project meets setback, lot coverage and open space requirements. **Exhibit**1.b. However, limited relief is required to allow the proposed structures on a single lot and for lot area per dwelling unit. Required relief is as follows:

- PZO§10.513 permitting one freestanding dwelling per lot, where five freestanding single-family units are proposed.
- PZO $\S10.521$ (Table of Dimensional Standards) permitting one dwelling unit per acre, five dwelling units on ± 1.947 acres or 2.57 dwelling units per acre is proposed.

IV. Variance Requirements

- 1. The variance will not be contrary to the public interest
- 2. The spirit of the ordinances 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 NH 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 ordinances basic zoning objectives." Id. "Mere conflict with the ordinance is not enough." Id.

The Portsmouth Zoning Ordinance was enacted for the general purpose (PZO§10.121) 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- The Property currently houses a non-conforming commercial auto detailing business and service garage. Exhibit 3. The proposal would replace those buildings with brand new, to code, residences consistent with surrounding uses.
- 2. The intensity of land use, including lot sizes, building coverage, building height and bulk, yards and open space- The proposal complies with building coverage, height, yards and open space requirements. The proposed five new dwellings on a single lot, at 2.57 dwelling units per acre is consistent with surrounding properties and less than the density permitted by right across Sagamore Avenue.
- 3. The design of facilities for vehicular access, circulation, parking and loading- The Project will be served by a private driveway from Sagamore Avenue. Exhibit 1.b. There is currently no defined curb cut on the property so the redevelopment will improve driveway distances, site lines and overall traffic safety from the Property. Exhibit 3. The driveway will undergo further review as part of the Planning Board and NHDOT review processes.
- 4. The impacts on properties of outdoor lighting, noise, vibration, stormwater runoff and flooding- The Property is currently used as a commercial auto detailing facility in the middle of a residential area. *Id.* The proposal will convert the Property to residential use with lighting, noise and other conditions more appropriate for the neighborhood. Stormwater runoff will be improved over the current development which is significantly

paved and will discontinue the use of cleaning and other commercial chemicals on the site.

- 5. The preservation and enhancement of the visual environment- The removal of the distressed commercial structures and addition of five new tastefully designed homes will preserve/enhance the visual environment.
- 6. The preservation of historic districts buildings and structures of historic or architectural interest. The property is not in the historic district. The existing structures to be removed are of no known historic or architectural interest.
- 7. The protection of natural resources, including groundwater, surface water, wetlands, wildlife habitat and air quality- The Project will have no negative effect on these purposes. It will remove a commercial use, including associated cleaning solutions and other chemicals used onsite. The Project will be further vetted by the Planning Board.

In considering whether variances "in a marked degree conflict with the ordinance such that they violate the ordinances basic zoning objectives." Malachy Glen, supra, the New Hampshire Supreme Court 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 <u>threaten the public</u> health, safety or welfare. (Emphasis Added)

The Property is located in a densely developed residential area. While there are some other nearby commercial properties, they are located closer to Sagamore Creek in the Waterfront Business Zone, are largely less impactful and are more buffered from nearby residences than the current business operations on the Property. The proposal would convert a long non-conforming commercial use that is grossly incongruent with the character of the locality and impacts the health, safety and welfare to residential use. The proposed new homes are consistent with the residential character of the neighborhood and the construction of five brand new, to code, residences will greatly improve the public health, safety and welfare over Luster King's existing commercial use. Sagamore Avenue can easily support the additional five dwelling units. The density is consistent with nearby properties, which include two large condominium developments and creates a natural transition between these developments and the adjoining GRB zone. Thus, permitting five code compliant, single-family buildings on ±1.947 acres does

not alter the essential character of the locality nor will it threaten the public health, safety or welfare.

3. Granting the variances will not diminish surrounding property values

The commercial buildings currently located on the Property are distressed, incongruent with the surrounding residential neighborhood and frankly an eyesore. The proposal would clean up the site by removing the commercial buildings/uses and replacing them with brand new tastefully designed residences. The proposal will improve the area significantly, thus greatly improving the overall value of surrounding properties.

4. Denial of the variances results in an unnecessary hardship

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

The Property at ±1.947 acre is larger than most lots in the area. **Exhibit 5.** Two notable exceptions are the Tidewatch and Sagamore Creek Condominiums, which are more or similarly dense with 122 and 144 units, respectively. <u>Id.</u>; <u>see also Walker v. City of Manchester</u>, 107 N.H. 382, 386 (1966) (hardship may be found where similar nonconforming uses exist within the neighborhood and the proposed use will have no adverse effect on the neighborhood). Additionally, the Property is non-conforming with respect to both its commercial use and front setback. The parcel size, location near other densely developed residential parcels and longstanding non-conformity of the current use combine to create special conditions.

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

The purpose of the requirements for one free standing dwelling per lot and lot area per dwelling unit is to prohibit overcrowding, allow for air, light, and separation between neighbors, and to permit stormwater treatment. The proposal meets all lot area, building and open space coverage, height and external setback requirements. Additionally, the proposal provides for voluntary setbacks between each of the five new buildings of at least 20 feet, consistent with the side setback requirement for the district. Thus, adequate area for air, light, separation between neighbors and stormwater treatment is provided. The proposed density is also consistent with the surrounding area, which includes many smaller sized lots with homes located in relatively

close proximity. **Exhibit 5**. Moreover, granting the requested variances will significantly improve the Property and surrounding area by removing two blighted, non-conforming commercial structures and replacing them with five brand new, needed homes. The entire area will be upgraded, thus it follows that there is no reason to apply the strict requirements of the ordinance. This transitional location, located near and adjoining two densely development condominiums and across Sagamore Avenue from the GRB Zone is well suited for the proposed five building single-family development.

c. The proposed use is reasonable

If the use is permitted, it is deemed reasonable. <u>Vigeant v. Hudson</u>,151 NH 747 (2005). The proposal is a residential use in a residential zone and thus 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</u>, L.P. v. Parade Residence Hotel, LLC, 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." <u>Malachy Glen</u>, 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). Sagamore is constitutionally entitled to the use of the lot as it sees fit subject only to the effect of the development with respect to zoning. In this instance, granting approval not only protects the rights of the Owner/Applicant but renders the Property more conforming, to the benefit of the surrounding property owners as well.

Granting approval removes blighted buildings and non-conforming commercial use while adding needed residential housing within Portsmouth. Thus, there will be no gain to the <u>public</u> from denying the variances and no harm to the public by granting the variances. Conversely, denial of the variances cause great harm to Sagamore and its abutters by continuing the commercial use of the property. Accordingly, substantial justice dictates that the requested variances be granted.

V. Conclusion

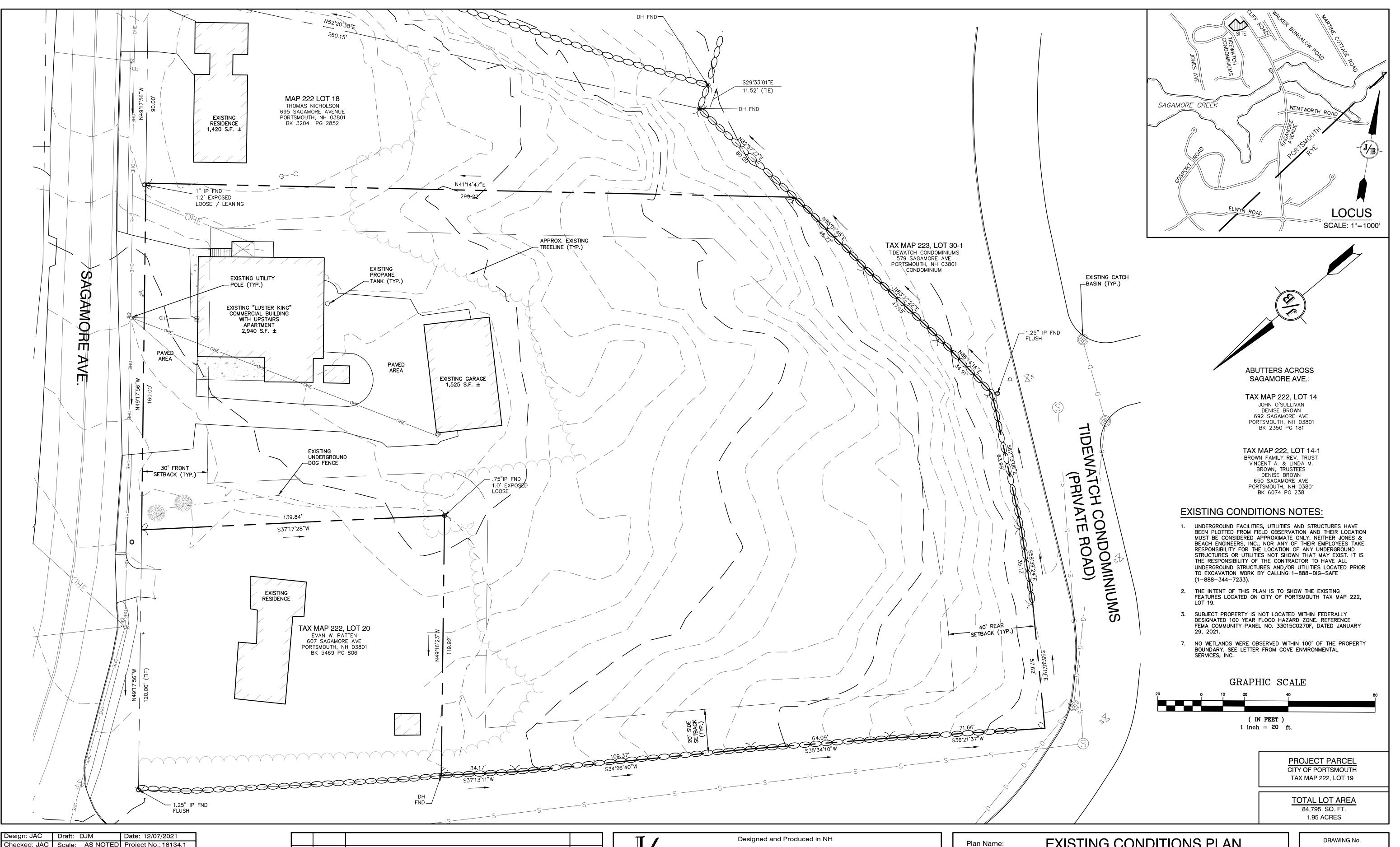
For all of the reasons herein stated, Sagamore respectfully requests that the Portsmouth Zoning of Adjustment grant the requested variances.

Respectfully submitted, 635 Sagamore Development, LLC

By:

Kevin Baum, Esq.

R. Timothy Phoenix, Esq.



Checked: JAC | Scale: AS NOTED | Project No.: 18134.1 Drawing Name: 18134-CONCEPT-8.dwg THIS PLAN SHALL NOT BE MODIFIED WITHOUT WRITTEN PERMISSION FROM JONES & BEACH ENGINEERS, INC. (JBE). ANY ALTERATIONS, AUTHORIZED OR OTHERWISE, SHALL BE AT THE USER'S SOLE RISK AND WITHOUT LIABILITY TO JBE.

3	3/21/22	REVISED CONCEPTUAL LAYOUT	DJM
2	2/10/22	REVISED CONCEPTUAL LAYOUT	DJM
1	2/4/22	REVISED CONCEPTUAL LAYOUT	DJM
0	1/6/22	ISSUED FOR REVIEW	DJM
REV.	DATE	REVISION	BY

Jones & Beach Engineers, Inc.

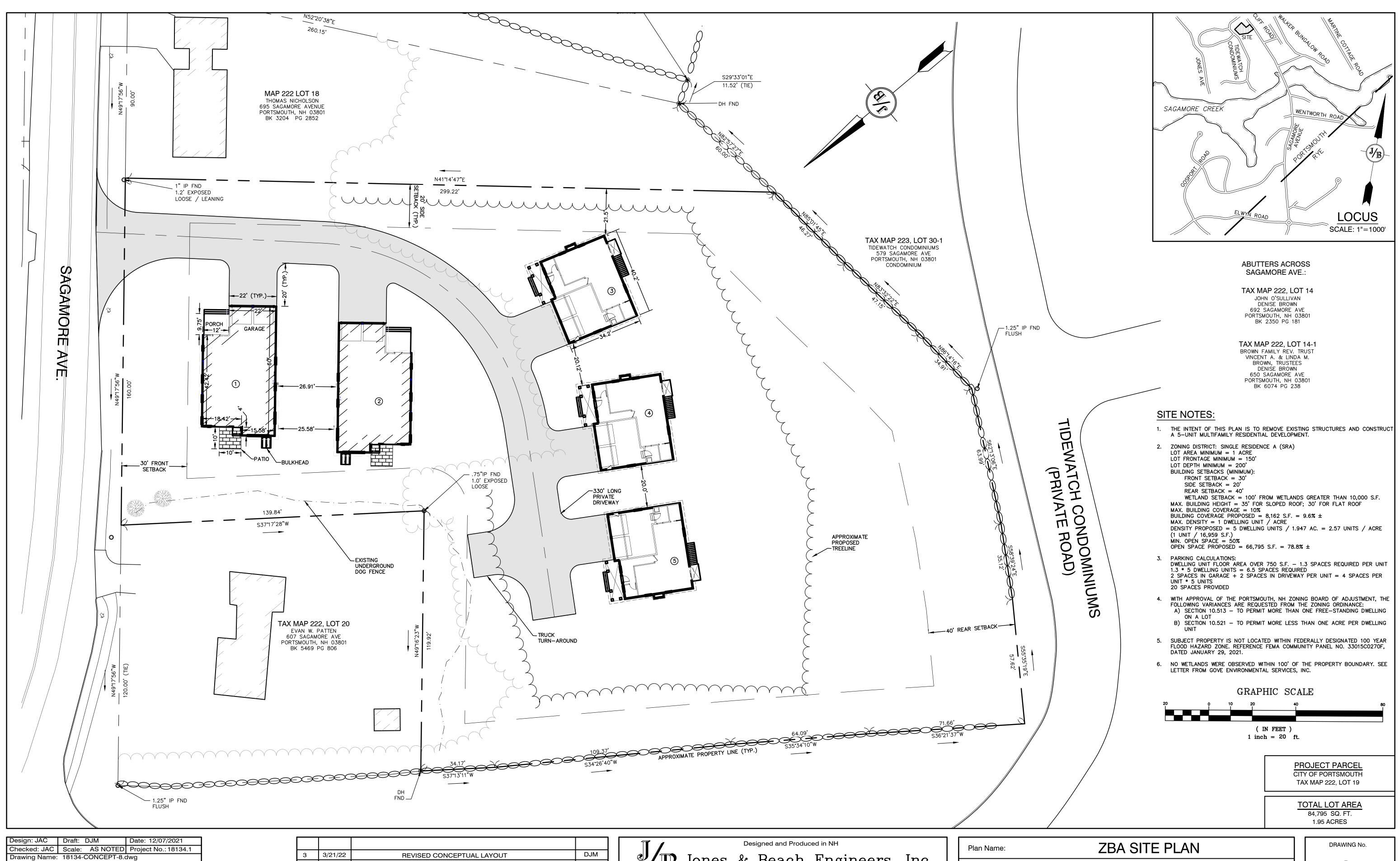
85 Portsmouth Ave. Civil Engineering Services 603-772-4746 FAX: 603-772-0227 PO Box 219 E-MAIL: JBE@JONESANDBEACH.COM Stratham, NH 03885

EXISTING CONDITIONS PLAN

635 SAGAMORE DEVELOPMENT, LLC Owner of Record;3612 LAFAYETTE RD., DEPT 4, PORTSMOUTH, NH 03801 BK 6332 PG 1158

5-UNIT RESIDENTIAL SITE 635 SAGAMORE AVE., PORTSMOUTH, NH Project:

SHEET 1 OF 3 JBE PROJECT NO. 18134.1



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0	1/6/22	ISSUED FOR REVIEW	DJM
RFV	DATE	REVISION	BY

Jones & Beach Engineers, Inc.

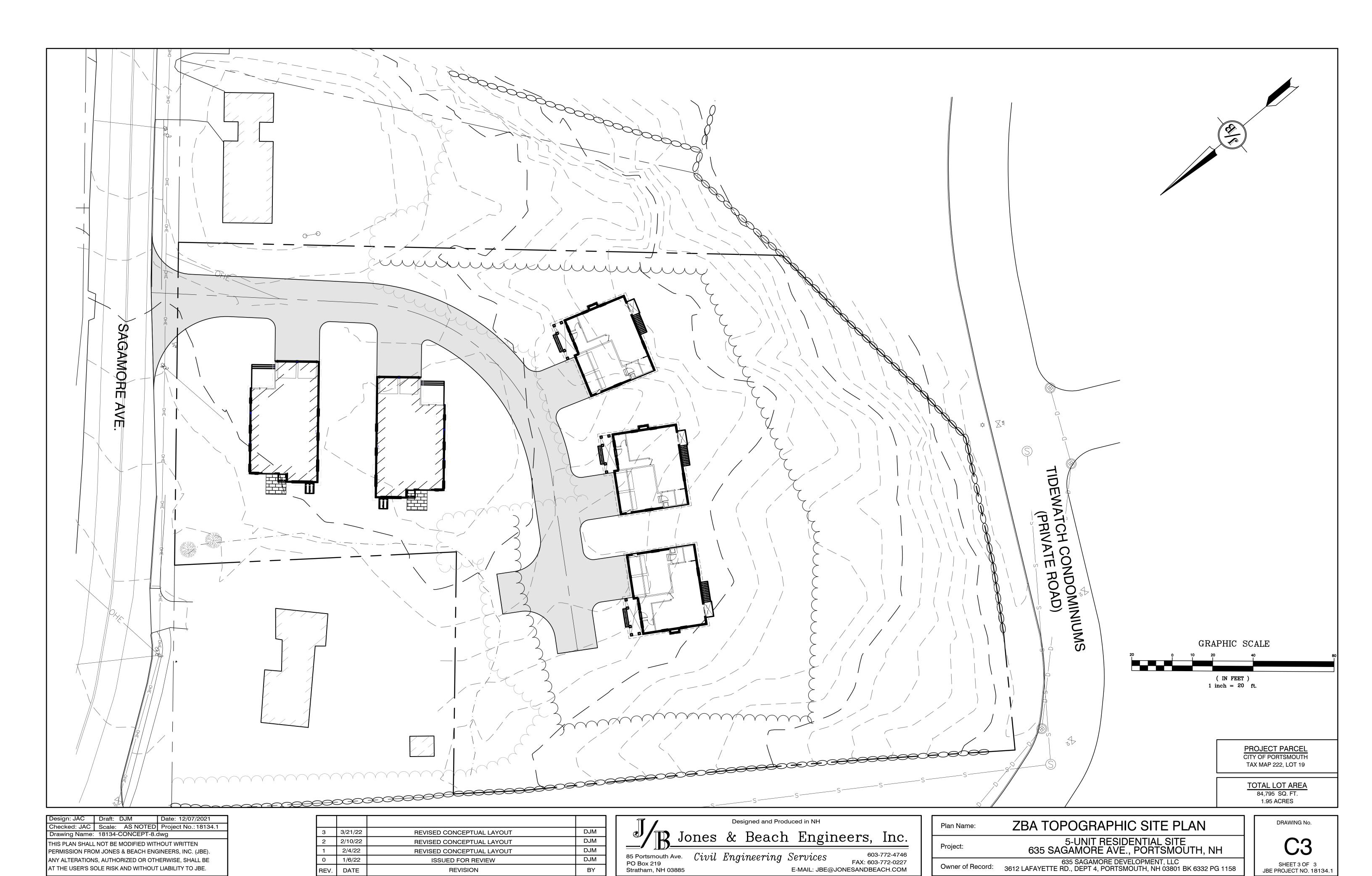
85 Portsmouth Ave. Civil Engineering Services 603-772-4746 FAX: 603-772-0227 PO Box 219 E-MAIL: JBE@JONESANDBEACH.COM Stratham, NH 03885

5-UNIT RESIDENTIAL SITE 635 SAGAMORE AVE., PORTSMOUTH, NH

635 SAGAMORE DEVELOPMENT, LLC 3612 LAFAYETTE RD., DEPT 4, PORTSMOUTH, NH 03801 BK 6332 PG 1158

Project:

JBE PROJECT NO. 18134.1



Sea Watch

419.126.v14 GL (1/27/2022)

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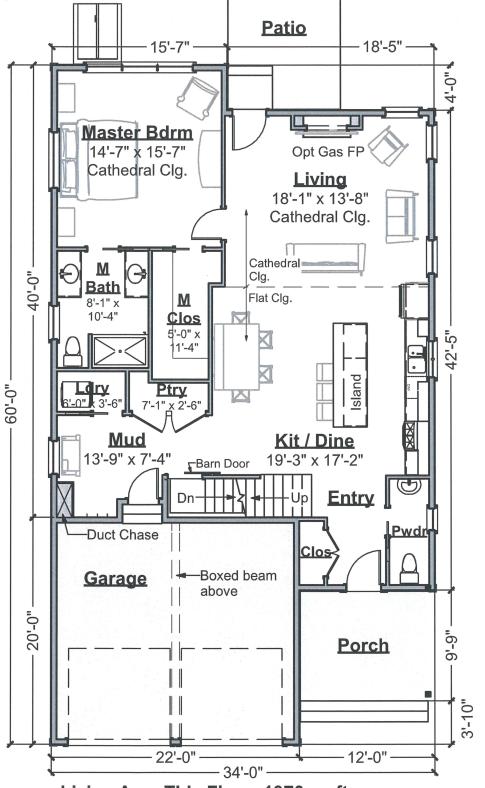
Sea Watch

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Living Area This Floor: 1370 sq ft

9 ft Ceilings, unless noted otherwise

First Floor Plan

Scale: 3/32" = 1'-0"

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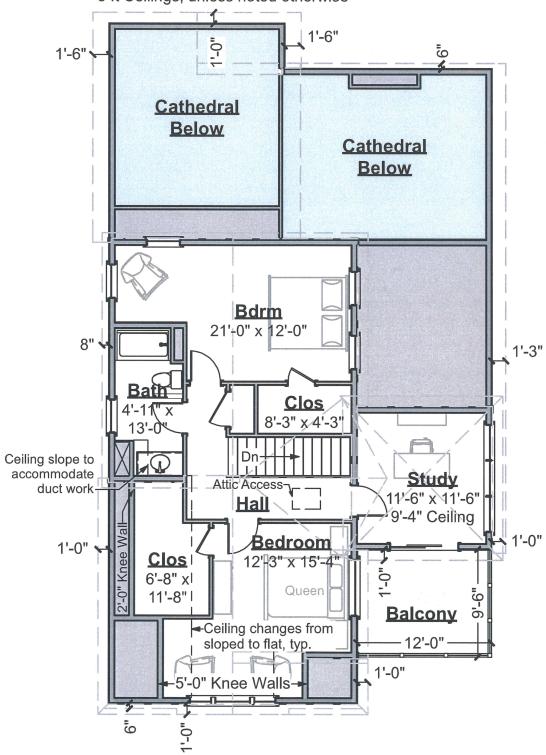
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Living Area This Floor: 979 sq ft

8 ft Ceilings, unless noted otherwise



Second Floor Plan

Scale: 3/32" = 1'-0"

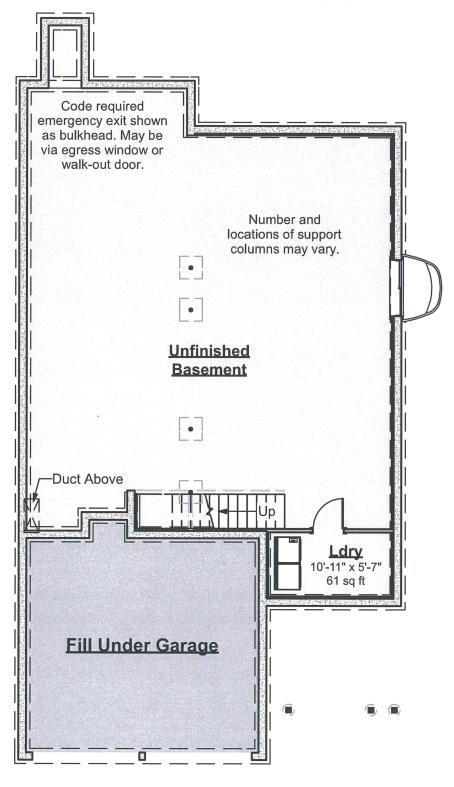
Sea Watch

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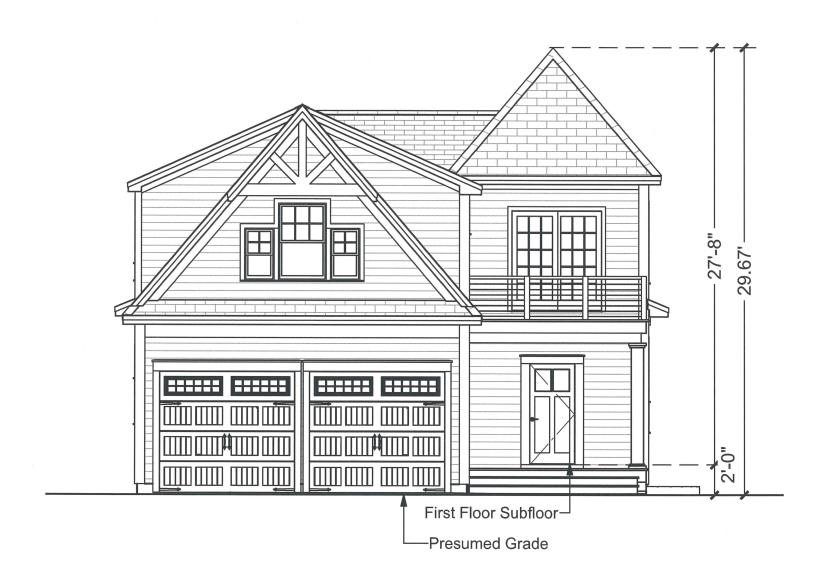


Foundation Plan

Scale: 3/32" = 1'-0"



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Front Elevation

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Right Elevation Scale: 1/8" = 1'-0"



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Rear Elevation

Sea Watch

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Left Elevation

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Interior Views

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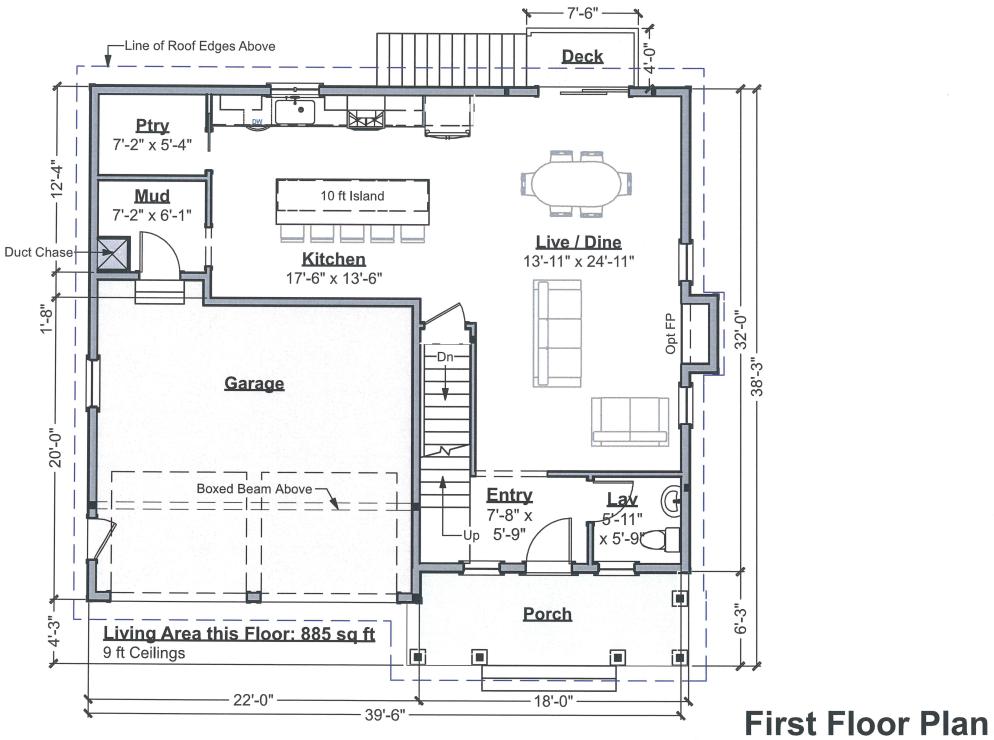


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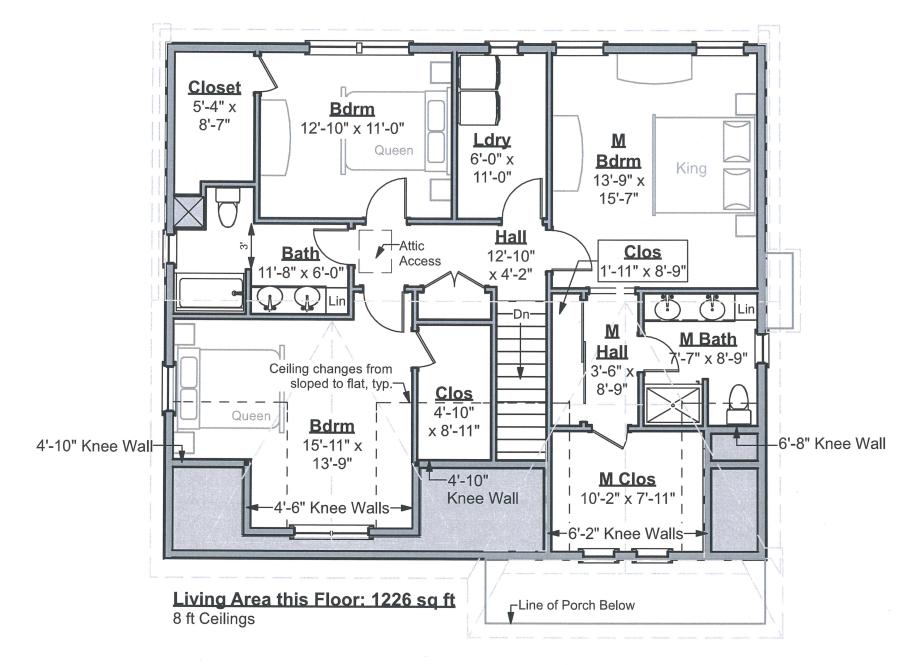


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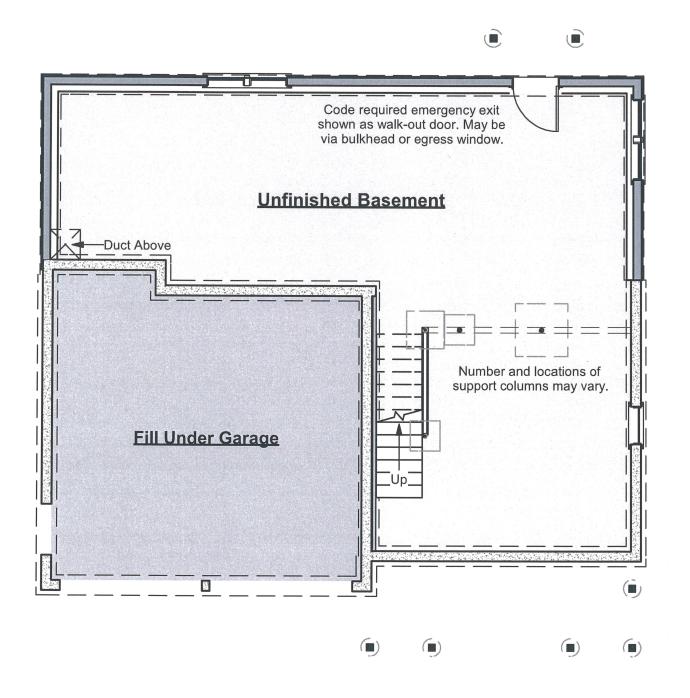
Second Floor Plan

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Foundation Plan

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Front Elevation

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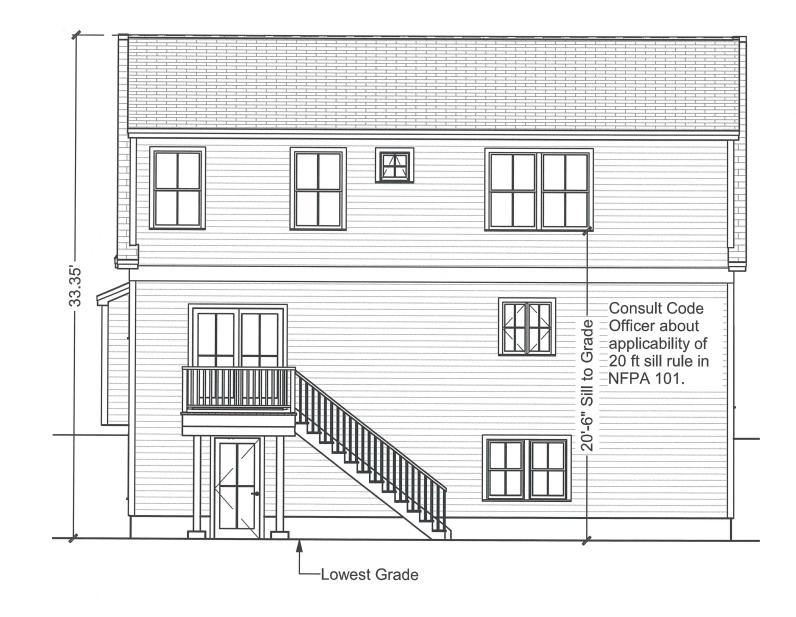
Right Elevation

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Rear Elevation

418.124.v13 GL (3/4/2022)

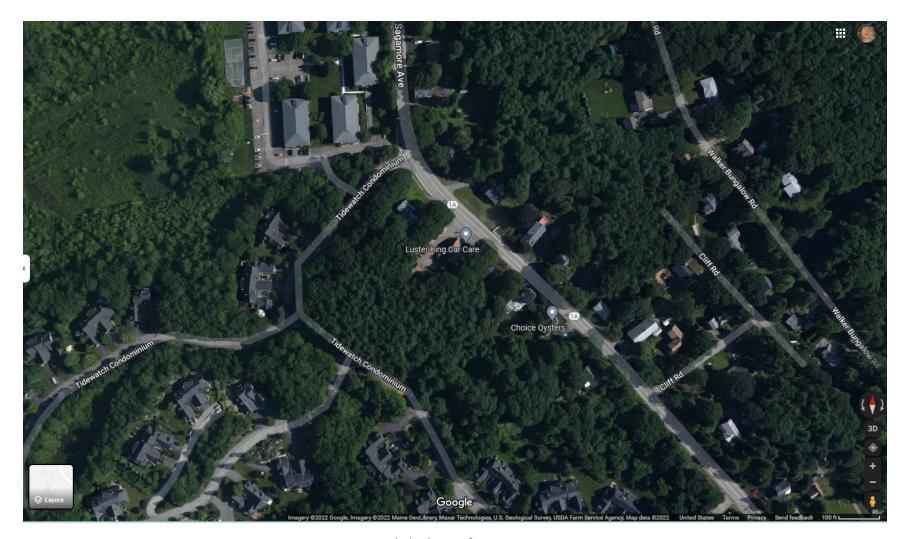
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Left Elevation



Aerial view of Property



Front View of Property (Sagamore Ave)



Front View of Property



Front View of Property



Side View of Property



View of Service Garage and Shed



Rear View of Property

635 SAGAMORE AVE

Location 635 SAGAMORE AVE **Mblu** 0222/ 0019/ 0000/ /

Acct# 35416 **Owner** 635 SAGAMORE

DEVELOPMENT LLC

PBN Assessment \$682,800

Appraisal \$682,800 **PID** 35416

Building Count 2

Current Value

Appraisal					
Valuation Year Improvements		Land	Total		
2020	\$407,600	\$275,200	\$682,800		
	Assessment				
Valuation Year	Improvements	Land	Total		
2020	\$407,600	\$275,200	\$682,800		

Owner of Record

Owner

635 SAGAMORE DEVELOPMENT LLC Sale Price \$387,133

Co-Owner Certificate

 Address
 3612 LAFAYETTE RD DEPT 4
 Book & Page
 6332/1158

 PORTSMOUTH, NH 03801
 Sale Date
 09/24/2021

Ownership History

Ownership History				
Owner	Sale Price	Certificate	Book & Page	Sale Date
635 SAGAMORE DEVELOPMENT LLC	\$387,133		6332/1158	09/24/2021
HINES FAMILY REVO TRUST	\$0		4885/1538	02/11/2008

Building Information

Building 1: Section 1

Year Built: 1950 Living Area: 4,477 **Replacement Cost:** \$513,721 **Building Percent Good:** 54

Replacement Cost

Less Depreciation: \$277,400

Description Retail/Apartment Commercial C 2 3.00	
Commercial C 2	
C 2	
2	
3.00	
Vinyl Siding	
Pre-Fab Wood	
Gable/Hip	
Asph/F Gls/Cmp	
Drywall/Sheet	
Inlaid Sht Gds	
Carpet	
Oil	
Hot Water	
Unit/AC	
PRI COMM	
NONE	
WOOD FRAME	
AVERAGE	
CEIL & WALLS	
AVERAGE	
Wall Height 10.00	

Building 2 : Section 1

 Year Built:
 2000

 Living Area:
 1,650

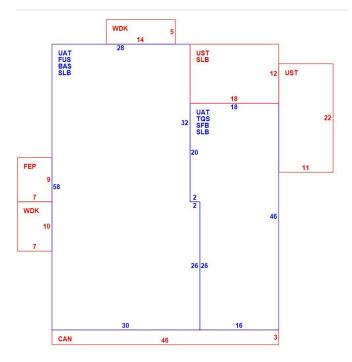
 Replacement Cost:
 \$153,450

Building Photo

Building Photo

 $(http://images.vgsi.com/photos2/PortsmouthNHPhotos///0033/DSC01732_\zeta) and the continuous continuo$

Building Layout



(ParcelSketch.ashx?pid=35416&bid=35416)

	Building Sub-Areas (sq ft)		<u>Legend</u>
Code	Description	Gross Area	Living Area
BAS	First Floor	1,676	1,676
FUS	Upper Story, Finished	1,676	1,676
TQS	Three Quarter Story	776	582
SFB	Base, Semi-Finished	776	543
CAN	Canopy	138	0
FEP	Porch, Enclosed	63	0
SLB	Slab	2,668	0
UAT	Attic	2,452	0
UST	Utility, Storage, Unfinished	458	0
WDK	Deck, Wood	140	0
		10,823	4,477

Building Percent Good: 84

Replacement Cost

Less Depreciation: \$128,900

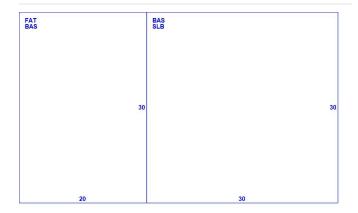
Less Depreciation: \$128,900 Building Attributes : Bldg 2 of 2			
Field	Description		
Style:	Service Shop		
Model	Commercial		
Grade	С		
Stories:	1		
Occupancy 1.00			
Residential Units			
Exterior Wall 1	Vinyl Siding		
Exterior Wall 2			
Roof Structure	Gable/Hip		
Roof Cover	Asph/F Gls/Cmp		
Interior Wall 1	Drywall/Sheet		
Interior Wall 2			
Interior Floor 1	Concr-Finished		
Interior Floor 2	Carpet		
Heating Fuel	Oil		
Heating Type	Hot Water		
AC Type	None		
Bldg Use	AUTO S S&S		
Total Rooms			
Total Bedrms			
Total Baths			
Kitchen Grd			
Heat/AC	NONE		
Frame Type	WOOD FRAME		
Baths/Plumbing	AVERAGE		
Ceiling/Wall	CEIL & WALLS		
Rooms/Prtns	Rooms/Prtns AVERAGE		
Wall Height 12.00			
% Comn Wall			
1st Floor Use:			
Class			

Building Photo

Building Photo

 $(http://images.vgsi.com/photos2/PortsmouthNHPhotos///0033/DSC01731_\zeta) and the continuous continuo$

Building Layout



(ParcelSketch.ashx?pid=35416&bid=40140)

	Building Sub-Areas	(sq ft)	<u>Legend</u>
Code	Description	Gross Area	Living Area
BAS	First Floor	1,500	1,500
FAT	Attic	600	150
SLB	Slab	900	0
		3,000	1,650

Extra Features

Land

Land Use Land Line Valuation

Use Code 0310 **Size (Acres)** 1.93

PRI COMM Frontage SRA Depth

Neighborhood306Assessed Value\$275,200Alt Land ApprNoAppraised Value\$275,200

Category

Description

Zone

Outbuildings

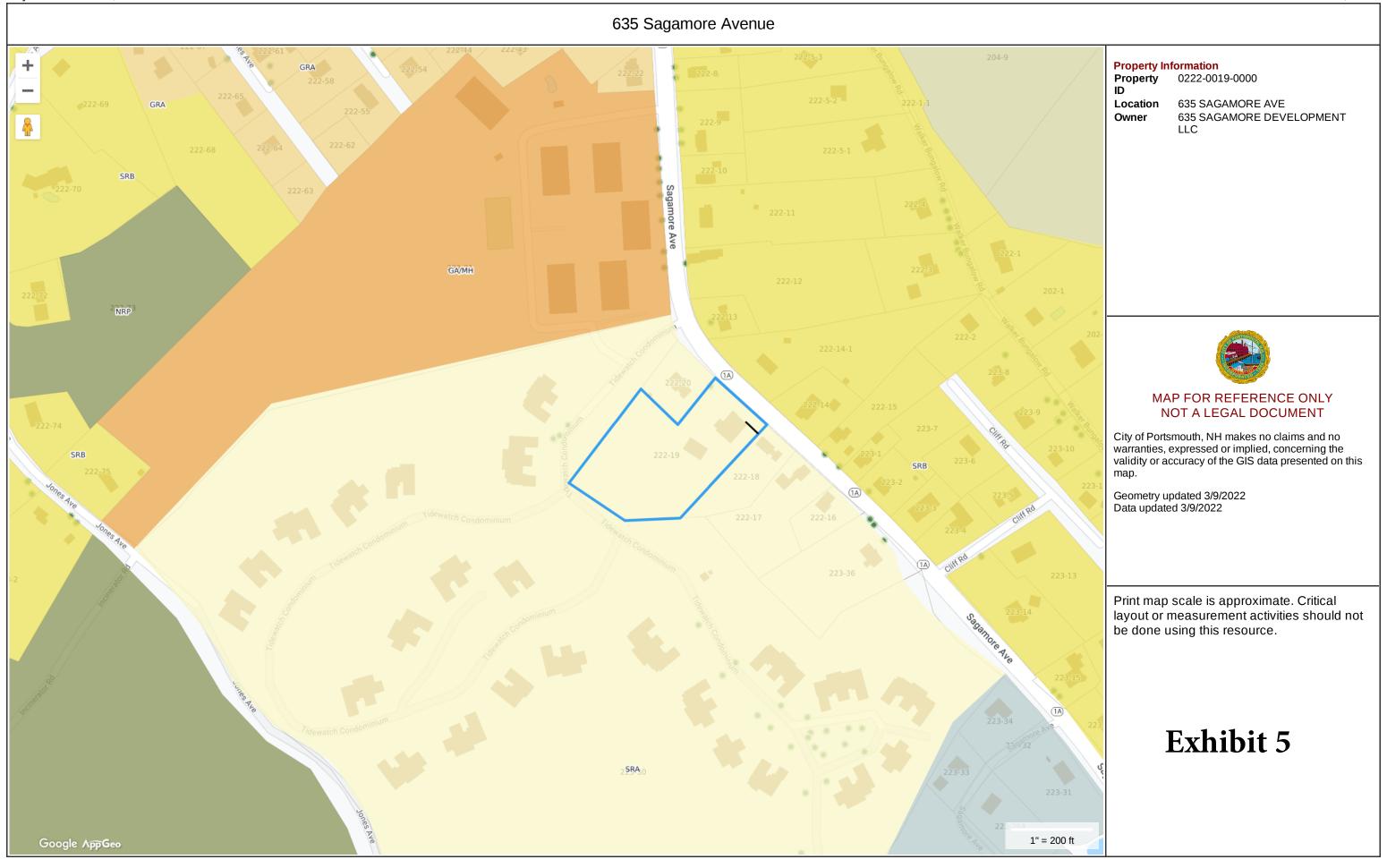
Outbuildings <u>Legend</u>						
Code	Description	Sub Code	Sub Description	Size	Value	Bldg#
PAV1	PAVING-ASPHALT			1344.00 S.F.	\$1,200	1
SHD1	SHED FRAME			96.00 S.F.	\$100	1

Valuation History

	Appraisal		
Valuation Year	Improvements	Land	Total
2020	\$418,400	\$275,200	\$693,600
2019	\$418,400	\$275,200	\$693,600
2018	\$391,100	\$254,800	\$645,900

Assessment			
Valuation Year	Improvements	Land	Total
2020	\$418,400	\$275,200	\$693,600
2019	\$418,400	\$275,200	\$693,600
2018	\$391,100	\$254,800	\$645,900

City of Portsmouth, NH March 28, 2022



Map Theme Legends

Zoning

Residentia	Il Districts
R	Rural
SRA	Single Residence A
	Single Residence B
GRA	-
OKA	General Residence B
	General Residence C
GA/M	H Garden Apartment/Mobile Home Park
lixed Resid	dential Districts Mixed Residential Office
MRO	Mixed Residential Business
MIND	Gateway Corridor
	Gateway Corndor Gateway Center
_	
usiness D	
	General Business
	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	rict
Civio	District
<u>luni</u> cipal	District
Mun	icipal District
verlay Di	stricts
∭ OLOD	Osprey Landing Overlay District
Dow	ntown Overlay District
Histo	oric District

City of Portsmouth