1 MILFORD PLANNING BOARD MINUTES ~ DRAFT 2 OCTOBER 17, 2023 Board of Selectmen Meeting Room, 6:30 PM 3 4 **Members Present: Staff:** 5 Doug Knott, Chairman Terrey Dolan, Director Comm. Development 6 Janet Langdell, Vice Chairman Andrew Kouropoulos, Videographer 7 Peter Basiliere, Member 8 Susan Robinson, Member 9 Susan Smith, Alternate 10 Tim Finan, Selectman's Rep 11 12 **Excused:** 13 Paul Amato, Member 14 Andrew Ciardelli, Member 15 Darlene Bouffard, Recording Secretary 16 17 18 19 1. Call to order: Chairman Knott called the meeting to order at 6:30 p.m. The Planning Board and staff were introduced, noting that Tim Finan is the liaison for the Board of Selectman to the 20 Planning Board for this application as D. Freel has recused himself from this application. S. Smith, 21 22 Alternate Planning Board member, will be sitting and voting in place of P. Amato or A. Ciardelli. 23 24 2. Approval of Meeting Minutes: The minutes of September 19, 2023 Planning Board were 25 reviewed. J. Langdell moved to approve the minutes as presented. S. Smith seconded. All were 26 in favor with T. Finan abstaining. Motion passed. 27 28 3. Public Hearings: 29 30 Case SP 2023-02: Continuation from the August 15, and October 3, 2023 Hearings for the Application 31 for Major Site Plan Consideration for *The "Q"* Rental Apartment Community (SP #2023-02), Tax Map 32 43, Lot 69-2, ("0" Ponemah Hill Road). The applicants are TM Bolduc Holdings, LLC. The residential 33 project is proposed for 216 multi-family (rental) apartment units in a community complex, with six 34 residential buildings and a clubhouse. The overall property shall remain partially zoned as Limited 35 Commercial-Business ("LCB") Zoning District, under Section 5.07.1.H and partially zoned as Commercial 36 ("C") Zoning District under Section 5.05.1.P of the Town of Milford's Zoning Ordinance. 37 38 D. Knott continued that additionally, Waiver Requests have been proposed to be considered under the 39 Milford Development Regulations Section 5.02.0, specifically 5.07.L Delineation of Wetland or Wetland 40 Buffers, Section 5.07.M Delineation of Slopes in excess of 25% and Section 5.07.N Existing Topography. 41 These waivers are needed for the Planning Board to not require the submission of the information required 42 in the developable area of the site. This area is a \pm -8.5 acre non-developable area. 43 44 Matt Petersen, representing the applicant, is here to review additional information, noting the Waiver 45 Requests that were submitted were not posted for a public hearing so tonight, the hearing is to confirm the 46 Lot Line Adjustment and request the waivers for topography on that portion of the subdivision as that the 47 work will be done when that lot is developed at another time. That parcel has no determination of density 48 and there is no value of doing that at this time. The waiver has not changed since that submission, if the 49 Board has concerns, they can be discussed tonight. T. Finan indicated the subdivision was approved, the 50 waivers had just not been noticed? M. Petersen said that is correct. J. Langdell indicated the subdivision 51 would have had a separate vote than the waiver request and that was the question that was raised at the last 52 meeting. T. Dolan explained the Subdivision was approved at the August 15, 2023 meeting, the Waiver 53 was not discussed at the time, it was a language thing and T. Dolan wants to dot the I's and cross the T's, 54 it turned out that this area, had no discussion for the waivers, and is approximately 8.5 acres. That is because 55 of it being wet and the topography, it is part of the open space and not part of the planned development. M.

Petersen said the applicant is not proposing anything on that 8.5 acre parcel and it will remain in its natural

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state. D. Knott asked if it could be developed at some point? M. Petersen responded that it will not, because the density for the apartments is already set for the larger parcel, therefore no further density can be added.

S. Smith asked if the minutes for the subdivision were provided to members? T. Dolan responded that they were provided at a previous meeting yes. The subdivision was approved at the August 15, 2023 meeting, that was the first formal vote for the application. T. Finan asked about the May 2023 meeting that Matt referred to? M. Petersen responded that is the date when he submitted the application to the town, the waiver requests were in that in May 2023 submission. M. Petersen read the approval of the subdivision in the August 15, 2023 minutes which do not refer to or mention the waiver request. P. Basiliere asked what is the opinion of T. Dolan? T. Dolan said the waiver request was an omission in the May 19 letter. P. Basiliere clarified his request, asking if T. Dolan agrees with the waiver request, that the information is not necessary and the ordinance does not require it? T. Dolan responded that this +/- 8.5 acre parcel is substantially wetland plus with the topography, he does not think it is worth getting the wetlands or topography done since it is not part of the application in front of the Planning Board, but he did want to formalize the waiver request, it is part of the 43 acre parcel for the calculations. S. Robinson asked if it is Terrey's recommendation that the waiver be approved? T. Dolan responded that is his recommendation.

Janet Langdell referred to the memo page 2 and should the recommendation be noted on the plan as well? T. Dolan responded that is correct, a note should be on the plan to that affect. D. Knott stated, if that parcel is not buildable, why would that note be on the plan? T. Dolan said because at a minimum just a simple plan note that states the land is not buildable would be helpful. D. Knott said it is not buildable because of density, wetness and slope, so why a note? In the experience of T. Dolan, in both private and public sector, we would require an applicant to note that as open space. M. Petersen agreed with T. Dolan since 20 years from now, any land that's left, will be considered to put additional homes on and if there is a note on the plan that says all of the 44 acres is needed for the density of the 216 units and no further development is allowed on the undeveloped piece because of unit counts, or something clear. J. Langdell said we have seen areas of town that 15-20 years ago were not considered buildable and now those developments have water problems. D. Knott noted that as one condition of approval. The memo was continued to be reviewed.

M. Petersen continued with the memo, noting another BBQ area was added and a small putting green and dog park were added. Another BBQ area by another building with benches etc., he came up with different ideas for outside locations. The path around the Quarry, made up of a stone dust path which then changes to a gravel path around the buildings. Stoneyard Drive was looked at for curbing or no curbing, there is a 3.5-foot gravel apron on Stoneyard Drive which is painted and gets down to Nathaniel Drive. There are other projects that sidewalks could be provided for, Matt is involved in some of the projects on the other parcels. The traffic engineer is here tonight; the attorney has provided the number of .0 children per unit, total number of anticipated children is 18 for the entire complex, that is what the study shows and that is all he can go by. That information was e-mailed to Terrey the day after the last meeting. T. Dolan just saw that information today. Janet said that was information the Board asked for. J. Langdell asked if people actually use the indoor dog washing station? M. Petersen said he is not a dog person so he is not the person to ask. J. Langdell said there are people shaking their heads yes. M. Petersen said since Covid, it seems like people all have dogs now. J. Langdell said she is a dog person but she did not see that as a need, she is just trying to learn and she appreciates the work being done by the applicant to create a neighborhood instead of a random group of boxes where people can come and go from.

D. Knott continued with the memo review – sidewalks were just talked about any further comments on that? S. Smith asked about the 3-4 houses mentioned, where will they go? Steve Desmarais, Salt Creek Properties, indicated that when talking about the waiver for the wetland Matt mentioned it, there are no other houses. M. Petersen said there is a piece above a proposed gas station that is being looked at for 3-4 houses on Nathaniel Drive which could join the sidewalk with South Street. S. Robinson asked if the Board can ask anything about that possibility? T. Dolan said no, there is no application yet for it. D. Knott continued with the memo – Section D Stormwater management, no further staff comments on that. S. Smith asked if these are new comments? T. Dolan said he has re-written the stormwater comment regarding the Medlyn Brook clean up on their property and that the clean up must be confirmed prior to any Building Permits being issued in the complex. The first Phase of the complex is the roadway. P. Basiliere asked if

it is Building Permits or Occupancy Permits? T. Dolan answered it is Building Permits, Phase 1 is actually the roadway and then Phase 2 is a number of buildings. M. Petersen said the roadway and drainage is Phase 1 to stabilize the run off and then they will start with the Pod closest to the road and work the way out. S. Desmarais noted they will clean up the Brook the first thing. D. Knott said the applicant has said since the get go that they will do brook the clean-up first. J. Langdell asked about that re-written comment about the Medlyn Brook clean-up, is that in the packets? T. Dolan thought he had gotten it in there. J. Langdell would like the minutes to reflect that revised comment about the clean-up of Medlyn Brook on their property.

M. Petersen said he was before the Conservation Commission for the Gas Station Zoning Variance last Thursday and all his materials were with him and the Conservation Commission told him he does not need to present anything, their letter is being written and will be provided to Matt. Matt received the letter yesterday from Conservation with four comments on it from the Conservation Commission. Everything seems to be moving along, it was on the agenda but they (MCC) asked me not to present anything. J. Langdell asked if the letter that is coming will be in favor of the application? M. Petersen said the letter is actually the AoT, we cannot get an AoT without a letter from Conservation, in the letter from the State, it specifies a letter from ConCom. D. Knott so what would that condition be? J. Langdell said it would be State permit that is still in progress. M. Petersen noted that the mylars can't be signed unless that permit is approved

D. Knott continued to E – Transportation, T. Dolan had a question for the DOT? Yes, T. Dolan explained 14 months ago, the Town was waiting for a response regarding the off ramp of Route 101 and the consultant has not received any comment either. Bob Bolenger, Traffic Engineer, said that the comment of Terrey is correct, the DOT was contacted in September 2022 and now it is over a year with no response, the DOT is given the opportunity to review and comment in the Urban compact area, however a NH DOT driveway permit is not required for this project. Bob communicated with DOT two weeks ago and in his experience it seems municipalities get better communication with DOT than consultants. There has not been any communication from them, Mr. Bolenger would have loved to come here tonight with something, a letter stating everything was copacetic but he has not heard and does not have a date certain. This application does not require a permit from DOT, we simply asked for a review. S. Robinson asked if there has been any correspondence on any of the properties he is working on with them? Mr. Bolenger responded that he would like to keep it specific to this application, but anything that is sent to DOT is taking very long for a response – there is a backlog up there, this project was put on the DOT radar over a year ago after review comments with Hoyle-Tanner were in. Mr. Bolenger would anticipate comments will come in at some point.

Just to clarify, J. Langdell indicated we are not talking about a driveway permit, so that's not an issue, she understood that there is a possibility of impact to the on-ramp and off-ramp at Route 101, that was the question being referred to. T. Dolan agreed, saying it was the west-bound off-ramp. Mr. Bolenger said specifically the left hand turn, which operates terribly and will be a little worse in the future, this will not add to that volume, The Q is north of that site, we are not adding to that. J. Langdell said that clearly was a question on the table and the DOT has not responded to it. J. Langdell asked which department that went to? Mr. Bolenger responded because it is the Urban Compact area we went to the Bureau of Planning and Community Assistance, that would be the appropriate Bureau for a section of Urban Compact roadway. Janet asked who is the contact? Mr. Bolenger said it is Mr. Kevin Wrestle. That is not someone she has dealt with, she is just curious. D. Knott asked if there are any further comments or questions on the Transportation portion of the memo?

P. Basiliere asked about the comment on the "Complex", that is regarding this project? T. Dolan said it is. And the applicant has agreed to draft an easement, said Mr. Basiliere, which will go to perpetuity that restricts access to emergency vehicles? M. Petersen said it does not restrict, it allows emergency vehicles. T. Dolan said the easement will allow the town emergency vehicles to have access. D. Knott thought that would also give residents and employees access in an emergency situation by the Management Company, J. Langdell also would like that in the access. P. Basiliere asked when the town will see a draft of that? M. Petersen responded that will be done when the meets & bounds get done, it will go all the way through to Ponemah Hill Road. P. Basiliere wants to see a draft, for himself, and that it restricts anyone but emergency

vehicles or in the case of an emergency downstream that residents and employees can go out that way. M. Petersen indicated that an emergency gated access point is exactly that, the residents won't use it, only for an emergency. M. Petersen said that was discussed at the last meeting that this is just an emergency access easement for emergency vehicles to use in an emergency, nothing is planned to make that a public road. Normally the easement is a condition of approval, said J. Langdell. S. Smith questions the second bullet on the memo which seems very restrictive, saying no residents. M. Petersen indicated that a note on the plan will state no access to Ponemah Hill Road, the easement is a different thing; no construction vehicles on Ponemah Hill Road would be a note on the plan, for construction vehicles to use Stoneyard and Nathaniel to access the site, that is a note on the plan.

D. Knott continued with the memo, item F1 – that was discussed, regarding the DOT. T. Dolan agreed that was discussed. Item F2: T. Dolan said we now have the computation, J. Langdell responded that the gentleman making reference to the tax implications with all the children this complex would now have and stating this is a premature application. The studies that Janet Langdell has seen from NH Housing Finance Authority are that the majority of new students coming into the schools are coming from single family homes and not apartments and that was the additional information the Board asked for and she said she thinks that was provided. P. Basiliere asked what those numbers were? M. Petersen stated that the study showed .08 children per unit, the end number being 18 students and that information has been submitted. The younger kids aren't having kids. J. Langdell asked that T. Dolan send the children information that was sent to him to the Board members so they have it. S. Smith asked about the other comment on the memo about the Hoyle-Tanner report and if that has been provided? B. Bolenger indicated he believes that comment was carried over from the last staff report and that the e-mails have all been copied to T. Dolan since this began. There is a documented record of that. T. Dolan explained there is no response back from the DOT, but there has been information provided.

Seeing no other comments or questions from the Board. There are the three waivers and then the site plan, which he would like to vote on separately. If there are comments on the waivers, those should be brought up now. The hearing was opened to the public. Bob Chisholm, was not sure if it falls under the waivers, it may be both - the open space conservation ordinance and has that been applied to this? Per the requirements of the ordinance should it be required? Has that been reviewed? The waiver being requested is for the wetland and slopes, which could be part of the ordinance. D. Knott is NOT to delineate the wetlands and slopes. B. Chisholm asked if that were applied, would it affect the math? D. Knott said it would not because it speaks to the intent to develop within that. B. Chisholm stated there is a subsection c and d that if you don't meet the requirement, that the Planning Board has the discretion to enact c and d to apply these requirements to the project which ultimately goes to the Master Plan. Mr. Chisholm understands this ordinance is to protect the residents of Milford. Has the Board reviewed this? J. Langdell said traditionally that section of the ordinance was developed for the development of single-family homes, to protect parts of nature, the environment that were important; that is kind of where that section of the ordinance came from. It traditionally has not been applied directly to multi-family developments. That does not mean that the Planning Board, working with the Conservation Commission, does not look at developments and how they are citing and what they are doing to the land and how they are treating it. The Board does take that into consideration with this particular development that has come forward with a plan to address the Quarry that's there and the natural resources that are there.

Steve Desmarais, Salt Creek Properties, explained the waiver is to NOT actually survey every two feet of the topography and where the wetland delineation is because this project is not going anywhere near it or interfere with it, that's all just gonna be walking trails for everyone to use like they've always done. This is basically an open space development, if it was being developed residentially with single family homes, the houses would sprawl all over every inch of buildable land and the drainage from that would affect everything. M. Petersen indicated the regulations that are being brought up are for open space residential subdivision, this is a site plan, that's why its five acres for density. The section of the ordinance does not pertain to this, the zoning requirements were met, that is why it is before the Planning Board now, this is not the section to be followed for Site Plan, that is a section to be followed for subdivision. Staff has already reviewed this, this is a Site Plan review, the regulations do not relate to this application and to continue to discuss them is wrong. Mr. Chisholm asked for clarification and again, was told they do not apply to this application and if he would like to meet off line to discuss the regulations in more detail, J. Langdell said

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277 278 279 she would be willing to do that. Mr. Chisholm thanked the Board and does not feel that is necessary. D. Knott commented that was not really about the waiver, that was more Site Plan related. There were no further comments or questions from the public. D. Knott closed the public portion of the meeting.

The only condition captured by D. Knott for the waiver was the note regarding the non-developable area which Mr. Petersen agreed to add to the plan. J. Langdell moved to approve the waivers for 5.07.L, M and N with the condition added to the plan on the non-developable 8.5+/- acre area. P. Basiliere seconded. All were in favor. Motion passed.

- D. Knott opened the hearing to the public for any Site Plan comments or questions. Scott Kimball, Whitten Road, asked for clarification on the anticipated affect on this property with Climate Change over the next 15, 20, 25 years. Mr. Kimball provided information from the Association of Chemical Engineers regarding the changes in the Arctic; this information has not been entered into the Climate Change model which anticipates increased temperatures, Mr. Kimball also brought the UNH 2021 study on climate change effects in which they predict a 7-9% increase for mid-century. Those studies will be provided to the Board to look at and disseminate. The studies will show that in the next 10-15 years there will be more and more families going into these apartments out of necessity, since studies now show first time buyers are being locked out of purchasing their first homes. Mr. Kimball provided the reports to T. Dolan.
- D. Knott recognized S. Fournier's raised hand in the public comments portion of the meeting. S. Fournier, 9 Woodward Drive, questioned the calculation of the 216 units, because as she reads the open space conservation district ordinance, she believes it applies to site developments of five dwelling units or more, and the calculation provided in that open space district would be to 62 dwelling units. This may be an appealable error by an interested abutter. Thank you. There were no further comments or questions from the public. D. Knott closed the public portion of the hearing.

Regarding that last comment by S. Fournier, S. Smith asked if there is anything specific in the open space conservation district, as in language that refers to single family dwellings as opposed to multi-family? J. Langdell said it would not be a site plan if it were single family dwellings. S. Smith felt that does not sound appealable to her then, she just wanted to make sure.

No disrespect Matt, but with some of our larger developments in Milford that do not have lots of access, she was a little concerned about this development at the end of Nathaniel Drive, at the end of Stoneyard Drive, when there is no sort of back loop area. Some of the work that's been done to work with the site, there are still more sites to develop that can improve the situation, but putting that many units at the end of what is actually a dead end, but Fire and Police were okay so who are we to be more concerned than they. Janet Langdell does appreciate the care the team has given to this plan. There were no other comments from Board members. D. Knott asked for a motion, for which Doug has four conditions to note. J. Langdell listed the conditions: 1) note for the 8.5+/- acres that has wetlands and slopes that is non-developable; 2) easement documents for emergency access from Stoneyard to Ponemah Hill; 3) note on plan that no construction vehicles will use Ponemah Hill Road; 4) final State wetland permit from NHDES. S. Smith asked if a note should be on the plan for emergency access on Ponemah Hill Road? 5) D. Knott noted that will be the easements. S. Smith thought that it was suggested to be a note on the plan. M. Petersen added that it would be clearer as a note on the plan. J. Langdell said that Josiah Bartlett Drive (Bartlett Commons) with emergency access to North Street would be an example of that. M. Petersen can work with staff to make sure the language is correct. S. Desmarais thinks Ledgewood was done that way too.

T. Finan moved to approve Site Plan SP2022-02 for 216 rental apartments at Map 69 Lot 1-1 with the five conditions stated. S. Smith seconded. All in favor. Motion approved.

4. Other Discussions:

T. Dolan indicated at the information requested at the last meeting is included in tonight's packet. The recommendation from staff is to keep it as a waive process so that there are fewer potential challenges. The waiver requests would be heard by the Planning Board and considered on a case-by-case basis. T. Dolan indicated that the Town's 30% Open Space is in line with other towns.

The understanding of S. Smith was that for the two companies looking to reduce the open space requirements, that was to avoid having to come to the Planning Board to request it. J. Langdell said that it was to allow expansion without knowing if a Waiver would be approved, for which the Board should encourage businesses to come forward to have those discussions. If a Warrant Article were to be written, P. Basiliere asked what exactly would be in it? J. Langdell said the Board asked how this could be done and how we could incorporate criteria that could explain an Industrial applicant would like to expand on their property and stay in town, but will not meet the open space requirement, or if they could use more than one of the properties owned by said property owner to meet the open space. Or another area that could be explored would be if that owner wanted to make a contribution to a fund that would add to/improve the area as an example.

P. Basiliere understands what is being requested, but what would a Warrant Article ask for? The language of a Warrant Article might be multi-step, said J. Langdell, to include changing the Zoning Ordinance for the "I" district and adding new language relative to changes in criteria and it would also require a change to the development regulation as well to be consistent. D. Knott believes that by requiring the waiver, that might cause them to come in to talk about options with staff, that would not be a guarantee but having that discussion up front would provide them some sense of, what we would be looking for, it would cause them to at least come in to talk about it. J. Langdell asked if the reduction of the open space would need to be done through the ZBA for a Variance, since that would not meet the ordinance. T. Dolan said if the regulation changes, it would require a town vote. But a variance would require the property owner to request a Variance from the ZBA. Under Hardship, related to a Variance, that would be if a property owner cannot expand without a reduced Open Space requirement. The only way this has been handled in Milford, that T. Dolan has seen is through a waiver process. J. Langdell said that would only be done on a new property/application. But the owner would be making the property non-conforming to the current zoning, Janet Langdell believes that is ZBA.

D. Knott noted that the Board also does not want to encourage the anchor businesses in Milford to leave town because the process is onerous. We would want them to stay, but how can we balance that? That is why there have been discussions of having a conditional process of handling this through the Planning Board, which would take it out of the Variance, but again that would require certain criteria. D. Knott asked how the definition of "hardship" is handled in Zoning? T. Dolan indicated the definition is very vague. D. Knott asked how a business proves hardship? J. Langdell stated she is not a zoning person so she would like to have Andrea or Joan, or folks that have served on ZBA for years to come and speak to this at some point, but she would also think that for an established business in this town, coming in to ask for a Variance is somewhat different than a new company coming and, building a new building and asking for an open space variance, those would be different cases, she would think. Maybe that is a question for Steve Buckley at NHMA. D. Knott agreed and stated we don't want to drive existing businesses out of town. P. Basiliere said he believes the managers that came to the Planning Board to have this discussion can appreciate that and feel they have a little more flexibility.

T. Dolan feels it also depends on what is abutting the property. S. Robinson asked about the possibility of creating open space within the buildings, like a rooftop garden. T. Dolan has never seen that it would count towards the open space commitment or helping with rain run off, such as rain gardens. But then again. J. Langdell said that could be counted toward criteria, if a reduction is being requested, that type of trade off could be asked for, that is the give and take. S. Robinson saw recently for the first time a "rain chain" where the water comes down in such a way, that it ends up in the correct place. T. Dolan said it does the same thing as a down spout from a roof. D. Knott is seeing more plans that have roof landscaping. If this were to be handled through a waiver process, S. Smith said would we need to spell out some of these conditions in advance? J. Langdell said T. Dolan is under the impression that we can currently do this through a waiver process. T. Dolan believes that can be done, but he would like to get a legal interpretation, possibly from Mr. Buckley and ask about some of the alternatives he mentioned. J. Langdell said also to ask Lincoln Daley, this must have also come up in his time in Community Development. S. Smith asked if there is currently a waiver process for open space? J. Langdell said she does not remember any "after the fact" waiver applications coming in. New development is different, but she does not remember any requests for existing businesses.

S. Smith said if the Planning Board can override the zoning conditions in different circumstances. J. Langdell said the Planning Board cannot override the zoning conditions. S. Smith corrected her statement to stay "waive" those conditions. Janet Langdell said in some situations we go to a Conditional Use Permit because that allows the Planning Board to make the decision. T. Finan asked if this waiver of open space was done for Alene Candles? J. Langdell thought that that was done as a new development. S. Smith thinks what the businesses were looking for an easier way than the ZBA variance process. S. Smith asked if the Planning Board would be able to change the Zoning Board's open space requirement. J. Langdell explained that it is not the Zoning Board's requirements, it is the Town's Zoning Ordinance requirement, the Planning Board can propose and have good grounds of why we want to make this change and also why we would ask the public to vote in the affirmative on the change. We want to engage the Zoning Board as well in those discussions and Conservation Commission for major changes in the Zoning Ordinance. S. Smith said it is still an open matter whether the Planning Board would be able to use a Waiver process to reduce the Open Space requirement. J. Langdell indicated that T. Dolan will do some

Janet Langdell said when this first same up for discussion, it was only for the Industrial "I" zone, which is Powers Street and the West end of Milford, we were not talking about ICI-1 and ICI-2 because they are in very different locations.

5. Upcoming Meetings:

11/07/23 - Planning Board Work Session

11/21/23 - Planning Board meeting

homework for the next meeting.

6. Adjournment. The meeting was adjourned on a motion made by J. Langdell and seconded by T. Finan. All were in favor. The motion passed unanimously.

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Signature of the Chairperson/Vice-Chairperson:						

The Planning Board minutes of 10-17-23 were approved