

# Planning Board Roles and Responsibilities Part 1



Carol Ogilvie, Director

Office of Community Development



### You can please some of the people some of the time...

### But you can't please all of the people all of the time.



## OUTLINE

### **Customary Responsibilities (Required and Optional)**

Master Plan (RSA 674:2)
Subdivision (RSA 674: 35 & 36)
Site Plan Review (RSA 674: 43 & 44)
Excavation (RSA 155-E)
Driveways (RSA 236:13)
Scenic Roads (RSA 231: 157-158)
Capital Improvements (RSA 674: 5-8)
Zoning (RSA 674: 16)

### OUTLINE

### **Innovative Land Use Controls – Optional (RSA 674:21)**

 Incentive Zoning
 Performance Zoning
 Floating Zone
 Environmental zoning
 Transfer of Development Rights
 Accessory Apartments

 Cluster Development (aka Open Space or Conservation)
 Planned Unit Development
 Impact Fees
 Phased Development
 Growth Management

# The Master Plan

### The Foundation of Land Use Regulations

# "Planning is really hard; especially when it's about the future."

Yogi Berra

## What is a Master Plan?

Guide to development (RSA 674:1)

Shows the Planning Board's recommendations for desirable development (RSA 674:2)

Master Plan is not a regulatory document, BUT:

Without it, a zoning ordinance may be considered invalid.

Public participation is essential.

## Master Plan Components

 Must have:
 Vision Section

> Land Use Section

► May have:

- Transportation
- Community Facilities
- Economic Development
- Natural Resources
- Natural Hazards
- Recreation
- Utility and Public Service
- Cultural and Historic Resources
- Regional Concerns
- Neighborhood Plan
- Community Design
- Housing
- Energy
- Implementation

# How often should a Master Plan be updated?

RSA 674:3 recommends every 5 to 10 years NH OSP recommends every 5 years Rule of thumb:  $\succ$  When town conditions change significantly since last adoption/update >When zoning proposals being considered would be inconsistent with goals & objectives (Vision) of the current Master Plan

#### PREPARING A MASTER PLAN FOR YOUR COMMUNITY

A Handbook for Planning Board Members, Planners and Volunteers

















### Master Plan Statements:

- Existing villages and nodes are preferred for increasing density and providing a healthy mix of uses.
- Encourage the redevelopment of traditional neighborhoods and villages, rather than disconnected suburban models.

## **Example: Village Commercial District**

#### §245-8

ZONING

5245-9

#### § 245-9. Village Commercial District

- A. Purpose and Intent. The purpose of the Village Commercial District (VCD) is to implement the Vision Section of the Peterborough Master Plan, which includes the support of compact settlement patterns, mixed use land development and willable communities that increase accessibility for people of all ages. Specifically, the goals of this section are to:
  - concentrate development;
  - (2) allow and encourage a vibrant mix of land uses;
- (3) encourage infill development and higher densities; and
- (4) provide a pedestrian-friendly environment.
- B. Permitted Uses.
  - In the Village Commercial District, land may be used and buildings may be erected, altered, or used in accordance with applicable regulations for the following:
    - (a) residential.
    - (b) commercial.
    - (c) public/semi-public.
    - (d) light industrial.

Except that gasoline stations or the storage or handling of any volatile or hazardous materials are not allowed within one thousand (1,000) feet of the Contoocook River.

- (2) Any of these uses may be located independently on a lot, however a mix of uses in one building or on one (1) lot is strongly encouraged.
- C. Lot and Yard Standards.
  - (1) There are no minimum lot sizes, sofbacks, or frontages required. However, the lot must be wide enough and configured so as to accommodate adequate access for fire and emergency equipment, appropriate setbacks, and buffering, as required by the Planning Board during Site Plan Review.
  - (2) In order to provide groundwater recharge and green space in the District, no lot may have more than eighty percent (80%) impervious cover. In the event that a proposal involves more than one (1) lot, the eighty percent (80%) would not be applied to each lot, but the entire subject area would be treated as one lot.
  - (3) Floor Area Ratio: The maximum FAR shall be 2.4 to 1.
- D. Performance Standards. These standards do not apply when the only use of a lot is a single-family or two-family dwelling.
  - (1) Outside, uncovered, storage of vehicles, materials, or goods is prohibited, including storage trailers for these purposes. In no case shall designated parking or buffer areas be used for storage. For the purposes of this ordinance, "storage of vehicles" does not include those that are offered for rale at an approved vehicle side establishment.
  - (2) Parking shall be located to the side or rear of the building, where practical. Any proposal that involves more than ten (10) parking spaces shall also provide for a bicycle rack.



NOTE: This map only serves as a guide to Peterborough's Land Use Regulation Chapter 245. Written descriptions are the official Zoning Delineations.

## Example: West Peterborough District

#### ZONING

#### § 245-9.1. West Peterborough District

- A. Purpose and Intent. The purposes of the West Peterborough District are: to preserve the historic development parament of West Peterborough; to allow development in the area to respond to changing lifestyles, to allow uses that are currently not permitted by the ordinance, and to implement the Vision of the Peterborough Master Plan, which includes the support of compact satilement patterns, mixed use land development, the yeals of this section are to:
- (1) concentrate development;
- (2) allow and encourage a vibrant mix of land uses appropriate to the area;
- (3) encourage infill development and higher densities; and
- (4) provide a pedestrian-friendly environment.

B. Permitted Uses.

- (1) In the West Peterborough District, land may be used and buildings may be eracted, altered or used in accordance with applicable regulations for the following uses. All proposals for development, however, will be reviewed with consideration for the scale and character of the area, which includes, among other things, the type and amount of traffic that would be generated by the use. Any of these uses may be located independently on a lot. A mix of uses in one (1) building or on one (1) lot is also permitted, provided the site can adequately accommodate the activity.
  - (a) Residential Development single-family, two-family, multi-family
  - (b) Retail Sales and Service.
  - (c) Personal and Professional Services and Offices.
  - (d) Restaurants.
  - (e) Lodging.
  - (f) Light Industry.
  - (g) Public/Semi-Public Uses.
  - (g) Associated Accessory Uses.
- C. Lot and Yard Standards.
  - (1) There are no minimum lot sizes or frontages required. However, the lot must front on an approved struct and be wide enough and configured so as to site structures in accordance with the required setboards.
  - (2) A minimum setback of tan (10) fast from side and rear property lines is required. In addition, for non-residential uses, appropriate buffering will be provided, as determined by the Planning Board during Site Plan Raview.
  - (3) In order to provide groundwater recharge and green space in the District, no lot may have more than eighty percent (80%) impervious cover. In the event that a proposal involves more than one lot, the eighty percent (80%) would not be applied to each lot, but the entire subject area would be treated as one lot.

(4) Density.

(a) Single-Family: Four (4) dwelling units per acre.



NOTE: This map only serves as a guide to Peterborough's Land Use Regulation Chapter 245. Written descriptions are the official Zoning Delineations.

## Questions to ask during process:

MOST IMPORTANT:

What kind of town do you want? / What DON'T you want?

What would your town look like if the current zoning ordinance were fully implemented?





### Master Plan Implementation



#### PETERBOROUGH MASTER PLAN

Recommendation	Responsible Town Party and/or Cooperating Entities	Regulatory Action	Non-Regulatory Action	Time Frame
Overall Recommendation Plan at regular intervals. Economic Vitality		Master Plan Oversight Committee whose tas v Selectmen, May2004]	k it would be to monitor, update, and amend t	he Master
GOAL 1 – Promote economic vitality by encouraging new businesses and retaining established businesses in Town.	Economic Development Authority     Office of Community Development     Selectmen     Chamber of Commerce		<ol> <li>Encourage an affordable tax structure.</li> <li>Develop marketing programs to advertise the various businesses and the positives of our Town and Region. Include campaigns and participation in on-going regional marketing efforts. <i>In place</i></li> <li>Designate a single entity to provide outreach to businesses. <i>In place</i></li> </ol>	On-going
GOAL 2 – Examine and understand the relationship between the tax base and economic vitality.	<ul> <li>Planning Board</li> <li>Economic Development Authority</li> </ul>	<ol> <li>Provide properly-zoned land to accommodate these identified businesses.</li> <li>Addressed in part at 2004 Town Meeting. Under continued study.</li> </ol>	<ol> <li>Maintain a healthy balance of taxable land between commercial, residential, and open space uses.</li> <li>Identify those types of commercial entities that would deliver the most cost-effective dollars to the tax base and be acceptable to voters, and work to attract them to Peterborough.</li> </ol>	On-going On-going
GOAL 3 – Examine and improve the regional components essential for economic vitality.	<ul> <li>Selectmen</li> <li>Economic Development Authority</li> <li>Child Care Task Force</li> <li>Monadnock Connect</li> <li>ConVal</li> <li>Chamber of Commerce</li> </ul>		<ol> <li>Support and/or facilitate efforts to provide adequate service in these areas:         <ul> <li>Affordable housing/child care</li> <li>Labor supply (quantity and quality)</li> <li>High speed internet capability</li> <li>Reliable cell phone service</li> <li>Downtown now has free Wi-Fi.</li> <li>A cell tower was approved at the Country Club in 2004.</li> </ul> </li> </ol>	On-going

#### Implementation Strategies

# Subdivision

## Purpose of Subdivision Regulations

Authorized under RSA 674:35 & 36, a Planning Board may adopt regulations for the <u>"division of lots, tracts, or parcels of land into</u> <u>2 or more lots, plats, sites, or other divisions of land for the</u> <u>purpose, whether immediate or future, of sale, rent, lease,</u> <u>condominium conveyance or building development."</u>

Such regulations may:

- Provide against scattered or premature subdivision.
- > Provide for the harmonious development of the municipality.
- > Require the proper arrangement of streets.
- Provide for open spaces.
- Require suitably located streets of sufficient width to accommodate existing and prospective traffic.
- > Require parks and playgrounds.
- Require that the land be of such character that it can be used for building purposes without danger to health.
- Prescribe minimum areas of lots so as to assure conformance with local zoning ordinances.
- Include provisions which will tend to create conditions favorable to health, safety, convenience, or prosperity.

### Typical Subdivision Plat



# Site Plan Review

## Purpose of Site Plan Review Regulations

Authorized under RSA 674:43 & 44, a Planning Board may review site plans <u>"for the development or change or</u> <u>expansion of use of tracts for nonresidential uses or</u> <u>for multi-family dwelling units..."</u> The board may adopt regulations that:

- Provide for safe and attractive development
- Guard against conditions that would involve danger or injury to health, safety, or prosperity, such as:
  - Flooding;

Inadequate groundwater protection;

- Pollutants: noise, smoke, soot, particulates;
- Inadequate fire safety.

Provide for open spaces

Require the proper arrangement and width of streets Require that land be suitable to development without danger to health





## **Example References**



PREPARED BY THE SOUTHWEST REGION PLANNING COMMISSION DECEMBER 2001

#### MODEL NON-RESIDENTIAL SITE PLAN REGULATIONS

JUNE 2002



#### Prepared by the

NASHUA REGIONAL PLANNING COMMISSION

with funding by New Hampshire Department of Environmental Services

This document was prepared by the Nashua Regional Planning Commission with financial assistance from the New Hampshire Department of Environmental Services. The contents of this document reflect the views of the Nashua Regional Planning Commission which is soldly responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views of the above agencies. This document does not constitute a standard, specification or regulation.

# Excavation

### Regulation of Excavations

The New Hampshire Legislature has directly invested planning boards with the authority/responsibility to regulate RSA 155-E.

>RSA 155-E:11 authorizes the regulator (planning board) to adopt regulations as may be reasonably necessary to carry out the provisions of this chapter, including adopting a permit fee schedule.

RSA 155-E requires that a local zoning ordinance address excavations in some manner, i.e., that opportunities for some of these resources must be allowed in at least some, but not necessarily all, areas in town.

### Some Salient Issues to Consider

What is and what is not an excavation?
How much information should the applicant provide?

- What are reasonable conditions to place on a project?
- What about reclamation?

### Process and Administration

- Process for adopting regulations same as for Subdivision and Site Plan
- Board must still regulation, even without regulations, but regulations provide the framework for processing applications
- Grandfathered operations sometimes require special care
- Handbook is a resource for process and development of regulations.

RSA 155-E: The Law governing Earth Excavations

A HANDBOOK FOR NEW HAMPSHIRE MUNICIPALITIES



SOUTHWEST REGION PLANNING COMMISSION

# Driveways

>RSA 236:13 authorizes Planning Boards to adopt regulations that address the adequacy and safety of driveways.

#### Chapter 239

DRIVEWAY REGULATIONS for the TOWN OF PETERBOROUGH

#### TABLE OF CONTENTS

ARTICLE I	Authority and Purpose	1
ARTICLE II	Definitions	I
ARTICLE III	General Provisions	2
ARTICLE IV	Driveway Standards	2
ARTICLE V	Temporary Driveway Permits	.6
ARTICLE VI	Procedures	6
ARTICLE VII	Administration and Enforcement	.7

Regulations may deal with entire length of driveway, not just the intersection with the road.



## DOT Graphic from the "Policy for the Permitting of Driveways..."



EVERY EFFORT SHOULD BE MADE TO CONSTRUCT NEW DRIVES AND TO REDIRECT EXISTING DRIVES TO AN ANGLE OF ENTRY OF 75° OR MORE

20115

20

60°

RESIDENTIAL DRIVE -- RURAL/URBAN

 IN MOST CASES, URBAN R VALUES WILL BE LARGER
 CURBING IF PRESENT, COULD BE FLARED TO FIT DRIVE, OR ENDED AS SHOWN ON FIGURE X

10'

15'

5'

N.H. D.D.T. MARCH 1, 2000 CORNER LOT

FIGURE

# Scenic Roads

### What are Scenic Roads?

<u>Town</u> roads approved by the voters for such a designation Requires 10 signatures on a petition Once designated, no town or utility work can be done in the ROW without a public hearing with the Planning Board. Planning Board may adopt specific regulations

A town may, as part of a scenic road designation . . . impose provisions with respect to such road which are different from or in addition to those set forth in this section. (RSA 231:158)

# Capital Improvement Program
### What is a CIP?

A recommended program of municipal improvements projected over a six-year period (RSA 674:5).

What is its purpose?

To aid the Selectmen & budget committee in the preparation of the annual budget.

## How is the purpose accomplished?

After authorization by town meeting, the Planning Board or CIP Committee requests capital projects information from department heads and school boards.

Planning Board or CIP Committee advises departments and submits recommendations to Budget Committee and/or Selectmen.

## Example CIP Spreadsheet

I. COMMUNITY DEVELOPMENT	FY	09 Approved		FY10		FYII		FY12		FY13		FY14		FY15	TOTAL	Method of Financing
Professional Services (GIS)									\$	75,000					\$ 75,000	Capital Reserves
GIS Capital Reserve Fund	\$	15,000			\$	15,000	\$	15,000	\$	15,000	\$	15,000	\$	15,000	\$ 75,000	Taxation
Land Acquisition Capital Reserve Fund	\$	25,000			s	25,000	\$	25,000	\$	25,000	\$	25,000	\$	25,000	\$ 125,000	Taxation
Sub-Total	\$	40,000	\$	-	\$	40,000	\$	40,000	\$	115,000	\$	40,000	5	40,000	\$ 275,000	
Minus Revenues	\$	(2,500)	\$	(3,000)	s	(3,000)	\$	(3,000)	\$	(65,000)	\$	(5,000)	\$	(5,000)	\$ (84,000)	
Net Total	\$	37,500	\$	(3,000)	\$	37,000	\$	37,000	\$	50,000	\$	35,000	\$	35,000	\$ 191,000	
2. FIRE DEPARTMENT		FY09		FY10		FYII		FY12		FY13		FY14		FY15	TOTAL	Method of Financing
Ambulance I - (Lease/Purchase)											\$	100,000	\$	100,000	\$ 200,000	Participating Towns,
Ambulance 2 - (Lease/Purchase)					s	100,000	\$	100,000							\$ 200,000	Taxation
Command Vehicle I											\$	40,000			\$ 40,000	Taxation
Command Vehicle 2					\$	38,000									\$ 38,000	Taxation
Engine I Capital Reserve	\$	100,000	\$	100,000											\$ 100,000	Taxation
Engine I Purchase					\$	470,000									\$ 470,000	Capital Reserve
Engine 2 Capital Reserve									\$	165,000	\$	165,000			\$ 330,000	Taxation
Engine 2 Purchase													\$	500,000	\$ 500,000	Capital Reserve
Brush Truck Capital Reserve					\$	25,000	\$	25,000	\$	25,000					\$ 75,000	Taxation
Brush Truck Purchase											\$	75,000			\$ 75,000	Capital Reserve
Gear Replacement			\$	20,000	\$	20,000	\$	20,000		20000	\$	25,000	\$	25,000	\$ 130,000	Taxation
Capital Equipment			\$	12,500	\$	12,500	\$	12,500	\$	12,500	\$	15,000	\$	15,000	\$ 80,000	Taxation
Station Generator											\$	25,000			\$ 25,000	Taxation
Sub-Total	\$	100,000	\$	132,500	\$	665,500	\$	157,500	\$	222,500	\$	445,000	\$	640,000	\$ 2,263,000	
Minus Revenues	\$	(24,864)	\$	(24,864)	\$	(300,000)	\$	-	\$		\$	(75,000)	\$	(330,000)	\$ (729,864)	
Net Total	\$	75,136	\$	107,636	\$	365,500	\$	157,500	\$	222,500	\$	370,000	\$	310,000	\$ 1,533,136	
3. INFORMATION TECHNOLOGY		FY09		FY10		FYII		FY12		FY13		FY14		FY15	TOTAL	Method of Financing
Technology Plan	\$	62,800	5	66,100	s	58,600	\$	58,900	\$	52,300	\$	54,100	\$	50,000	\$ 340,000	Taxation
SSP Connectivity Plan															\$ -	
Emergency Communications															\$ -	
Sub-total	\$	62,800	\$	66,100	\$	58,600	\$	58,900	\$	52,300	\$	54,100	\$	50,000	\$ 340,000	
Minus Revenues	\$	(9,000)	\$	-	\$	-	\$		\$	-	\$	-	\$	-	\$ -	
Net Total	s	53,800	s	66,100	s	58,600	s	58,900	s	52,300	s	54,100	\$	50,000	\$ 340,000	

#### Town of Peterborough Capital Improvements Program FY 2010 - 2015

GRAND TOTAL	\$ 1,078,300	\$ 1,160,600	\$ 2,395,100	\$ 1,184,900	\$ 2,473,800	\$ 1,318,100	\$ 1,402,000	\$ 9,934,500	
Minus Revenues	\$ 243,589	\$ 325,864	\$ 1,333,000	\$ 186,000	\$ 1,405,000	\$ 258,000	\$ 340,000	\$ 3,847,864	
TOTAL AFTER REVENUES	\$ 834,711	\$ 834,736	\$ 1,062,100	\$ 998,900	\$ 1,068,800	\$ 1,060,100	\$ 1,062,000	\$ 6,086,636	
Percent Increase		0%	27%	-6%	7%	-1%	0%		
	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015		
Town Impact on the Tax Rate	\$1.20	\$1.20	\$1.53	\$1.44	\$1.54	\$1.53	\$1.53		





### THE PLANNING BOARD IN NEW HAMPSHIRE

#### A HANDBOOK FOR LOCAL OFFICIALS JANUARY 2007

Prepared by: NH OFFICE OF ENERGY AND PLANNING

#### DESIGN REVIEW ... Municipal Plans, Ordinances and Regulations

 Municipal Plans, Ordinances and Regulations	IV-24
 Municipal Impact	IV-26
 Physical Characteristics of the Site	IV-28

IV-24

----

#### CHAPTER 5 - WORKING WITH OTHER BOARDS AND ORGANIZATIONS

ZONING BOARD OF ADJUSTMENT & JOINT MEETINGS	V-1
BOARD OF SELECTMEN	V-2
CONSERVATION COMMISSION	V-3
REGIONAL PLANNING COMMISSIONS AND REGIONAL PLANS	V-3
STATE AGENCIES AND THE STATE DEVELOPMENT PLAN	V-4
The State Development Plan	V-4

#### Chapter 6 - Capital Improvements Programming

THE PURPOSE OF THE CHAPTER	VI-1
WHY PREPARE A CAPITAL IMPROVEMENTS PROGRAM?	VI-1
STEPS IN THE PROCESS OF CAPITAL IMPROVEMENTS PROGRAMMING	VI-3
Step 1. Organize for the CIP Process	VI-4
Step 2. Define Capital Projects	VI-7
Step 3. Prepare a Fiscal Analysis	VI-9
Step 4. Review the Master Plan	VI-22
Step 5. Solicit and Compile Projects	VI-26
Step 6. Review Proposed Capital Projects	VI-32
Step 7. Prepare the 6-year Project Schedule	VI-36
Step 8. Adopt and Implement the Capital Improvements Program and Budget	VI-40
Step 9. Update the Capital Improvements Program	VI-43

#### Appendices

А.	Sources of Assistance	A-1
	- Contacts	A-1
	- References	A-4
В.	Public Notices for Subdivision and Site Plan Review	<b>B-1</b>
C.	Rules of Procedure for Planning Boards	C-1
D.	Checklist for Subdivision Review	D-1
E.	Criteria for Determining Regional Impact	E-1
F.	Procedure for Application Review	F-1
G.	Example of Table of Contents for CIP	G-1
H.	Application Packet Distribution & Collection for CIP	H-1



# Purposes of Zoning (RSA 674:17)

- To lessen congestion in the streets;
- To secure safety from fires, panic & other dangers;
- To provide light and air;
- To prevent overcrowding of land;
- To avoid undue concentration of population;
- To facilitate adequate transportation, solid waste facilities, water, sewerage, schools, parks, child daycare;
- To assure proper use of natural resources and other public requirements;
- To encourage the preservation of agricultural lands and buildings; and
- To encourage the installation and use of solar, wind, or other renewable energy systems.

Zoning Ordinance Power to Restrict (RSA 674:16)

- Density of the Population
- Maximum building height/number of stories/size of building
- Lot size/% of lot coverage/size of yards and open space
- Location and use of buildings and land used for business, industrial, residential or other purposes

How are these purposes accomplished?

By regulating and restricting:

The height, number of stories and size of buildings and other structures. § 245-19."In the Village District, retail establishments shall not have a footprint greater than 2,000 sq. ft. in area."





B. Structures. No structure other than
Wireless
Communication
Facilities ... shall
exceed a total height of fifty (50) feet above the ground.

§ 245-20. Maximum Height A. Buildings. No building hereinafter erected in the town shall exceed three (3) stories in height above the ground.



### By regulating and restricting:

The lot size, percentage of lot that may be occupied, and the size of the yards, courts, and other open spaces.

*"The amount* of lot coverage, consisting of all buildings, structures and parking facilities, shall be no more than 80% of the total lot area."

<u>Coverage</u>. Coverage is used as a measure giving the ratio of the area covered by construction to the total lot area. Floor area ratio (FAR) is the ratio of the sum of all floors (first, second, third, etc.), to the lot area. For calculating surface run-off, one also needs to know how much of the area is paved as well as covered by construction (impermeable surfaces), as compared to absorbent (permeable) surfaces such as grass or gravel. Example:



## By regulating and restricting:

# The density of population

### "Lots in the Rural District shall be at least 3 acres in size and have a minimum of 300 ft. of contiguous frontage."



## By regulating and restricting:

The location and use of buildings, structures and land used for business, industrial, residential, or other purposes.

