1 Town of Exeter 2 Zoning Board of Adjustment 3 October 17, 2023, 7 PM 4 Town Offices Nowak Room 5 Final Minutes 6 7 I. **Preliminaries** 8 9 10 Town Code Enforcement Officer Doug Eastman was also present. 11 12 Members Absent: Clerk Theresa Page, Laura Davies 13 14 15 16 I. **New Business** 17 A. The application of 81 Front Street, LLC for a variance from Article 4, Section 4.2 18 19 20 21 22 23 24 25 26 order to allow the Board time to have a site walk 27 28 29 passed 5-0. 30 31 32 33 34 35 sorry, the law prohibits us from talking to you." Attorney Somers, who was present, suggested having the sitewalk on the 36 37 38 39 40 public are welcome to attend as well. 41 42 43

Members Present: Chair Robert Prior, Vice-Chair Esther Olson-Murphy, Joanne Petito -Alternate, Martha Pennell - Alternate, and Laura Montagno - Alternate.

Call to Order: Chair Robert Prior called the meeting to order at 7 PM.

Schedule I and Section 4.3, Schedule II to permit multi-family use in the R-2 zoning district where only single family and duplex structure are permitted; and a lot area per dwelling unit of 9,801 square feet where 12,000 square feet is required. The subject property is located at 81 Front Street, in the R2, Single Family Residential zoning district. Tax Map Parcel #72-195. ZBA Case #23-14.

Mr. Prior said the Board received a letter from Attorney Sharon Somers requesting a continuance of this case until the Board's November meeting, in

Ms. Petito made a motion to continue the hearing of 81 Front Street based on the letter from the applicant received in the office today. Ms. Olson-Murphy seconded. The motion

Mr. Prior asked the Board to schedule a walkthrough of the property. If more than three members of the Board are together, that constitutes a legal meeting, so none of us can talk amongst ourselves during the walkthrough. If any members of the public attempt to engage us in conversation, we must say "I'm

night of the scheduled hearing [November 21]. Mr. Prior suggested meeting at 5 PM. Ms. Montagno said she would prefer to see the property in the daylight. Mr. Prior suggested November 21 at 3 PM. He said abutters and members of the

B. The application of Douglas W. Johnson and Linda R. Comerci for a special exception per Article 4, Section 4.2, Schedule I: Permitted Uses and Article 5, Section 5.2 to permit the conversion of an existing detached garage into a residential unit. The subject property is located at 10 Highland Street, in the R-2, Single Family Residential zoning district. Tax Map Parcel #65-142. ZBA Case #23-13.

Mr. Johnson, the owner of 10 Highland Street, was present to discuss the application. The property dates back to 1899 and the barn structure likely dates from the 1940s. The overall plan is to renovate and convert the barn with a living unit so that he and his wife can move back to Exeter from Alaska. The barn structure is in poor condition. It would have a 1,100-1,200 square foot living area loft over a vehicle garage. They will stay within the footprint of the existing foundation.

Mr. Prior said the residential use was granted to the previous owners, but they allowed it to expire. Mr. Johnson said the owner was granted a permit to put four units in. They were talking about demolishing the barn and structure. What they did was convert the farmhouse structure into a two-unit duplex. Two houses in the back were subdivided off, so we have roughly $\frac{1}{2}$ acre left in the front. We haven't decided whether to keep the house as a two-family or make it back into a single family.

Mr. Prior said four units were approved in March 2017, with two in the back and two in the front. Mr. Johnson said no, the two in the back were subdivided off. Mr. Eastman said the two subdivided homes are not relevant to this case and are separate from the four units that were approved.

Mr. Johnson said there will be two units in the house and one in the barn. Ms. Petito said they are requesting relief here just for the barn, to create one unit.

Mr. Prior asked if he's not planning on changing the footprint of the structure. Mr. Johnson said that's correct, the barn is 40' x 26' and we are staying in that foundation. The roof will be higher, likely around 28 feet. We don't want the barn structure to overwhelm what's already there. We would go with a minimal roof, probably queen post construction, to keep the existing pitch. There will be a vaulted living area on the first floor in the west end, which would connect up to a loft above the east side. The east side of the first floor would be the garage.

Mr. Prior said there is no change in lot coverage, this is just the conversion of the existing structure into a residential unit.

Mr. Prior asked for public comment, but there was none. Mr. Prior brought the discussion to the Board.

Mr. Prior said the case seems straightforward, especially given the approval granted in 2017.

Schedule I: Permitted Uses and Article 5, Section 5.2 to permit the conversion of an existing detached garage into a residential unit. Ms. Olson-Murphy seconded. Ms. Petito, Mr. Prior, Ms. Olson-Murphy, Ms. Pennell, and Ms. Montagno voted aye. The motion passed 5-0.

C. The application of 107 Ponemah Road, LLC for a special exception per Article 4, Section 4.2, Schedule I: Permitted Uses and Article 5, Section 5.2 to permit the conversion of an existing single family residence and attached barn into three (3) residential condominium units. The subject property is located at 50 Linden Street, in the R-2, Single Family Residential zoning district. Tax Map Parcel # 82-11. ZBA Case #23-15.

Attorney Sharon Somers of Donohue Tucker and Ciandella, Henry Boyd of Millennium Engineering, and applicant Gal Peretz were present to discuss the application.

Attorney Somers said they are looking to convert the existing single-family and barn into a three-family unit. The structure will be in the same footprint as it is currently located.

Mr. Boyd discussed the site plans. The existing structure is less than four feet from the westerly property line, so we are looking to make that more conforming by shortening the building. There are two existing curb cuts, which will both be maintained. There are some topography challenges on the site, with a stone retaining wall and a walkout in the back. The driveway will be paved with pervious pavers. We recut the existing paved driveway to provide parking, with two spaces in the front and four spaces in the back. This will be two stories; we designed a deck so that it would comply with the building setback. We will leave the natural grade in the back and have pervious pavers, so there will be a slight reduction in impervious surface: we will go from an open space of 71.6% to 71.8%. The building will be made smaller by taking the 38.5' depth and cutting five feet off of it.

Mr. Prior asked if the entrance for one of the units will be off of the right-hand side and the other two from the left-hand side on Linden Street. Mr. Boyd said for the house building, with one unit, there are multiple access points. The other two units will be housed within the new barn structure. Mr. Prior asked if the house would only have one unit, and Mr. Boyd said that's correct.

Ms. Pennell asked if this property is on town sewer. Mr. Boyd said no, but there is an existing sewer manhole nearby and the abutter to the east is already tied in. There are discussions about an easement where there would be a new sewer pipe for all three units tied into that manhole. Mr. Prior asked about town water. Mr. Boyd said yes, they're on town water. Ms. Montagno asked if tying into the town sewer is a given or still in discussion. Attorney Somers said because this will have three units, we will need to go to the Planning Board for site review. It's premature to talk about this. If the Board wishes to make a condition of

approval that we have town sewer, that's fine. Ms. Montagno asked if the existing house is on a septic, and Attorney Somers said yes.

Ms. Montagno asked how many bedrooms would be in each unit in the new building. Attorney Somers said two bedrooms in each unit. Mr. Prior said that's a hard upper bound, because that affects parking.

Ms. Olson-Murphy said there are three units and six parking spaces. Where's the guest parking? Mr. Boyd said he didn't think guest parking was required. Ms. Montagno said that multifamily requires guest parking based on the total number of units, with one additional space for guest parking for each four units; that includes one space for up to four. Mr. Boyd said we don't show one in the plan, but we could accommodate it. Mr. Prior asked if the house unit would only have two bedrooms. Ms. Olson-Murphy said the plan shows 3-4. Mr. Boyd said he doesn't know much about the inside of that building. Ms. Montagno said it's two spaces required for each unit with 2+ bedrooms, regardless of whether it's three or four. Mr. Prior said 7 spaces are required. Mr. Boyd said they can do that.

Attorney Somers said the property is located on 3.5 acres. The single family contains 2,430 square feet with four bedrooms. It was built in 1840 and has been used as a residence since that time.

Attorney Somers went through the special exception criteria. A) The use is a permitted special exception as set forth in Article 4.2, Schedule I; yes, it is permitted. B) That the use is so designed, located and proposed to be operated that the public health, safety, welfare, and convenience would be protected; yes, we intend to demolish the attached barn and construct within essentially the same footprint. We're going to increase the conformity of the property by pulling the side of the barn back to follow the setback. There is adequate space to accommodate the two dwelling units that will be in the new barn. The property is on municipal water and we plan to extend municipal sewer to the property, as well as enable the property to the west of ours to tie into the municipal sewers, which will have public health benefits. There is adequate space on-site for the vehicles for the units and for one guest parking space. C) That the proposed use will be compatible with the zone district and adjoining post-1972 development where it is to be located; yes, the property is zoned for residential use. It has single-family use by right and this use by special exception. The proposed use of this property is going to remain residential in character and therefore is compatible. D) That adequate landscaping and screening are provided; this would go to site review, but we've had discussions with the property owner of the property on the westerly side as to the kind of screening or landscaping that they might like to see. That will be ultimately worked out by mutual agreement. On the easterly side, there's a fence acting as a screen between properties. Mr. Prior asked if that fence is owned by the applicant's property, and Attorney Somers said no, it's owned by the abutter. E) That adequate off-street parking and loading is provided and ingress and egress is so designed as to cause minimum interference with traffic; yes, we've addressed that. F) The use conforms with all

applicable regulations covering the district; yes, and we're also taking the non-conformity of the setback and making it a little more conforming. G) The applicant may be required to obtain Planning Board or Town Planning approval; yes, this will go to site review. H) That the use shall not adversely affect abutting or nearby property values; yes, it is not going to adversely affect the nearby or abutting properties. I) and J) do not apply.

Attorney Somers went through the additional criteria for conversions. The minimum lot size for each unit is going to have to be 4,500 square feet; yes, the lot size is 15,246 square feet, so we meet this standard. The structure has been a residence for 10 years. Relative to open space, because this is contemplated to have municipal sewer, we've calculated the open space at 40% or 6,099 square feet of open space, and we have 11,621 square feet of open space, so we exceed the minimum. We intend to have this conversion form a condominium, so these will not be rental units, they will be for sale. We are not seeking an expansion of the existing structure. This is going to be on municipal sewer, so there's no need to get into septic facilities.

Mr. Prior said the application says six parking spaces. Is it acceptable that the approval states there must be seven? Attorney Somers said yes.

Ms. Olson-Murphy asked if the new footprint is smaller than the current one, and Attorney Somers said that's correct.

Mr. Prior asked for public comment.

Theresa Page of 46 Linden Street, an abutter and a member of the ZBA who had recused herself from voting and discussion, gave public comment. She and her husband purchased the property next to the applicant's home in 2022. We expected the applicant's property to be a residential use. It's a larger home that lends itself to being a multi-unit, so we're not opposed to the general idea. At first it was vacant, then it had an Air BnB/short term rental for up to 12 people, which was challenging. This is a small, three-house neighborhood. After that it was a boarding house for a dozen workers, which had an increased number of cars and traffic. The spillage over was difficult to manage. When we initially moved in, we had no plans to add fencing, but it became a situation where we did it at our own expense. We're located next to the Y, the Seacoast Schools, and the parking lot, so it's busier than we expected. Kids walk across our neighborhood, and buses come from the other side. With the increased use next door, the traffic has been comical at times. Having a turnaround on the applicant's property will help with some of that, but if we're adding more cars and people, it's challenging. Sound and traffic are a concern. It's important that it goes to Planning Board approval. This Board has the option of deferring approval until the Planning Board approves it. Traffic around the entire area should be considered. If it's going to be condos sold separately, she'd like it to be a condition that it doesn't change what the permissible use is. She would also like to see the sewer being made a requirement.

Mr. Prior asked if her home is currently on sewer. Ms. Page said yes. Mr. Prior asked about the current use of the property. Ms. Page said it's rented to a couple with a handful of dogs and it's lovely. It's single-family use now.

Lucas Elsasser of 46 Linden Street, Ms. Page's husband, said in the application described moving from one to three units as a "slight intensification," and that's a mischaracterization. It sounds like it will be two bedrooms per additional unit rather than four, which is comforting, but it's still 8-10 people on the property and going from two cars to eight. The square footage in the application said the lot size is 15.246 square feet but the site plan says 14.594 square feet, a discrepancy of 652. The impervious surface is 3,625 square feet, but in the site plan is 4,139 square feet, a difference of 500+ square feet. Is there a setback requirement for new construction, specifically between 50 and 52 Linden Street? Does the square footage include the decks or the new driveways? Would it exceed that 60/40 ratio between open and impervious surface? Would the pervious pavers be considered open space? There are two mature trees in the area they'll have to take down. It may not affect our property values, but adding decks on the back side dramatically changes the character of the property and means less privacy for us. The new structure will be taller than the existing barn and there will be much less green space.

Ms. Page said the pavers cover more area than is needed to turn around and come right up to the fence on our side. We've had issues with headlights. She's worried that it will encourage parking along the fence. If that could remain green space, that would prevent the problem.

Mr. Prior asked Mr. Eastman if the previous uses of the property which the abutters described were legal uses. Mr. Eastman said no, and he took action. The owner acquiesced and moved the boarders out around July. He gave them a deadline and they moved. Now the house is being rented as a single family home, so there are no violations at this point.

Mr. Boyd said regarding the parking, these pervious pavers are expensive, and they do work to help with groundwater recharge. The paved area is large to accommodate the parking the town requires as well as prevent residents from having to back all the way out into the street. He doesn't think there's enough room between the edge of the paver and the abutter's fence for people to park. We could eliminate some of the pavers with a product called "GrassPave" to get back some green space. We can work out screening with the abutter. He added that he doesn't know why the numbers in the application vary from the survey.

Mr. Prior said the Board didn't get a site plan tax map. It's hard to see the location of the abutting homes. Mr. Boyd said we show the abutters' homes on the map, but it wasn't in the packet. It's not detailed but it shows the locations. Attorney Somers presented the Board with the original application from 2022 that includes the tax map. Mr. Prior reviewed it and said it looks like all of the houses sit towards the front of their lots.

298

299

300

301

302

303

Attorney Somers said we did run into some zoning violations, but that is now history. The property is being properly used. The Board can move forward and decide if we meet the criteria. Traffic is not the purview of this Board, and it will be studied extensively in the site review. We explained the amount of open space and the presence of the pavers. Those kinds of things will be taken care of with the Planning Board. Regarding the presence of the deck and removal of trees, if this property were to remain as a single-family home and the owner decided to renovate the barn into more bedrooms with a deck, they could do that by right. That's not a basis for this Board to find that the criteria are not met. The setback being improved upon is a plus. The exterior of the main building is not being changed and will help to maintain the essential character of the building and neighborhood. Ms. Petito asked about the discrepancies in the numbers between the application and site plan. Attorney Somers said even with the discrepancies, we exceed the minimums for open space etc.

Ms. Petito went through the special exception criteria. A) The use is a permitted special exception as set forth in Article 4.2, Schedule I; yes. B) That the use is so designed, located and proposed to be operated that the public health, safety, welfare, and convenience would be protected; yes, it appears to be. Ms. Montagno said there's a concern with traffic. Ms. Pennell said there's no space for saving snow if they have to plow. Several parking spaces could be consumed by snow piles. Mr. Prior said that's something for technical review, it's not a stated concern in the ordinance. Ms. Montagno said regarding the footprint, even though they're making one side less of an incursion, there's a deck that's added on to the back. Does that not get counted as the footprint from a setback perspective? Mr. Eastman said the deck would have to meet the setback. Ms. Olson-Murphy said it does on the plan. Ms. Olson-Murphy asked if them completely tearing down the building and rebuilding makes it a new structure that has to conform to the setback. Mr. Prior said they are allowed to build a new structure on the existing footprint, and they're using less than the footprint. C) That the proposed use will be compatible with the zone district and adjoining post-1972 development where it is to be located; Mr. Prior said yes, it is residential. Ms. Petito said it seems to be compatible with the zoned district. D) That adequate landscaping and screening are provided; we haven't heard about screening or landscaping. Ms. Olson-Murphy said they've come up with some ideas. Mr. Prior said the application states that it intends to provide screening on the westerly side of the property as mutually agreed by the applicant and the owner of 52 Linden Street. One can infer that if there is no mutual agreement, this application would be invalid. We could make that a condition of approval. Ms. Montagno asked why the property on the other side isn't addressed. Mr. Prior said the property owner on the other side at 46 Linden already paid for a fence which they are responsible for. Ms. Montagno said they expressed a concern even with that fence about lights. Mr. Prior said the owner of the property has the right to put lights on the property. Where we have some leverage is to make a requirement that there be adequate landscaping between 50 and 52, where it's

closer to that structure. Ms. Petito continued with the criteria. E) That adequate off-street parking and loading is provided and ingress and egress is so designed as to cause minimum interference with traffic on abutting streets; yes, we heard about the parking, there are four spots in the back, two in the front, and they're adding one on the side. Mr. Prior said the application states six, so the approval will have to state that there will be seven. We also heard from an abutter that ingress, egress, and parking has been an issue in the past, but that's for technical review. F) That the use conforms with all applicable regulations governing the district where located; it's already non-conforming in the setbacks. Mr. Prior said he thinks we're fine with that. G) The applicant may be required to obtain Planning Board or Town Planning approval; yes, we did have an abutter who requested that. Mr. Prior said yes, we will make any approval dependent on site plan approval from the Planning Board. H) That the use shall not adversely affect abutting or nearby property values; we haven't heard that it does. I) and J) do not apply.

Ms. Petito went through the additional criteria for conversions: A) The number of spaces for off-street parking shall comply with Article 5.6, offstreet parking; yes, we went through that. B) The minimum lot size required for each unit requires 30% of the minimum lot size per unit; yes, we went through that. There was some discrepancy with the square footage but it appears it would still meet that. Mr. Prior said 4,500 is required. Even at the lower numbers presented it's still ok. C) The structure has been a residence for 10 years; yes, it has. D) The lot must meet a minimum of 20% open space; she believes it does. E) Does not apply as these will not be rental units. Each unit will be sold. F) May require the site plan to have Planning Board approval; yes, all conversions of three or more units must be reviewed. G) The Board may allow expansion to an existing structure for the purpose of providing additional area for the units, providing all other requirements are met; there is no expansion. H) Prior to any renovations or building, the applicant shall provide evidence to the Building Inspector that septic system is adequate for the units; this does not apply, as it will be on town sewer. That can be a condition of approval.

Mr. Prior asked if there was any further discussion from the Board. Ms. Montagno asked what the options are: either approve with conditions or defer until after Planning? Mr. Prior said we can say an approval is dependent on not just site plan review but on site plan approval. Ms. Olson-Murphy said we can make it a condition of approval but we can't wait for them to approve it.

Ms. Petito made a motion to approve the application of 107 Ponemah Road for a special exception per Article 4, Section 4.2, Schedule I: Permitted Uses and Article 5, Section 5.2 to permit the conversion of an existing single family residence and attached barn into three (3) residential condominium units, subject to the following conditions: 1) the units must be connected to existing municipal water and sewer supply systems; 2) adequate landscaping as mutually agreed upon by the applicant and the residents at 52 Linden Street be put in place; 3)

the applicant will add one parking space in addition to what is stated in the application, for a total of 7 parking spaces; and 4) that the approval of this application is dependent on site plan approval by the Planning Board. Ms. Pennell seconded. Ms. Petito, Mr. Prior, Ms. Olson-Murphy, and Ms. Pennell voted aye. Ms. Montagno voted nay. The motion passed 4-1.

D. The application of Mario A. Ponte for a variance from Article 5, Section 5.6.6. to permit less parking spaces than required for the residential and retail uses proposed for within the existing building at 85-87 Water Street. The subject property is located in the WC-Waterfront Commercial zoning district. Tax Map Parcel #72-29. ZBA Case #23-16.

Applicant Mario Ponte and builder John DeStefano were present to discuss the application. Mr. Ponte said this is the building that Trends is currently in.

Ms. Petito said she wanted to disclose that she rents office space from the applicant, but she doesn't think she needs to recuse herself. She is not in the building under discussion

Mr. Ponte said we'd like to renovate the apartments on the second floor. There are three apartments on the second floor, but there will be four. There is one existing retail space, but we will convert it to two. There will be two more apartments below the retail. We need parking relief like most of the buildings downtown. He was told by the Engineer that his building owns most of the alleyway, but we need additional parking spaces.

Mr. Prior asked Mr. Ponte to describe the existing layout. Mr. Ponte said upstairs there are three apartments. There have been apartments there for 60 years. They're occupied, but we're not renewing their leases because we're renovating. One floor below the street level, we use the space as storage for Trends and the bookstore. It was apartments maybe 10 years ago.

Mr. Prior said there will be a net gain in the number of apartments, so a net gain in the requirement for parking. The applicant said he was told 20 years ago that the building was already allocated 20 parking spaces out front. Mr. Prior said they're fictitious. Ms. Petito said without considering these spaces as parking there would be no new development downtown. Mr. Ponte said both the church converted to apartments and the loka got parking relief.

Mr. Prior asked if any changes to the exterior of the building are being made. Mr. Ponte said yes, we're bringing it back to its original historical significance, with dormered windows. It's already been approved by the HDC twice.

Ms. Petito said she thinks the relief being sought would be for seven additional spaces. Mr. Prior said they don't exist, we get that. Downtown is a mix of residential and retail, and nobody has enough parking. Ms. Montagno asked if

the supposed spaces take into account overnight winter parking. The municipal lot only has 18 dedicated spaces for overnight parking. Ms. Petito said this is similar to the renovation of the loka building, which was recently approved. Mr. Prior said solving parking is not within the ZBA's purview. Ms. Montagno said it is within our purview to approve or deny a variance from the parking regulations in our zoning.

Mr. Prior asked for public comment, but there was none.

Barry Pastor of Front Street said parking downtown is a problem for everybody. The parking ban in place during the winter may not make a difference to the businesses, but people living there need a place to park overnight. Mr. Prior said he shares his skepticism that anyone would want to buy a condominium unit that doesn't come with parking, but it's not the business of this Board to question the business plan of anyone who comes before us.

Mr. Prior closed the public session and went into Board deliberations. He said these parking spaces are fictitious to some extent, but where can we draw the line to say this building can have them and this one can't? He doesn't believe that this Board can draw such a line. It's up to the town to address the shortage of parking that exists.

Ms. Olson-Murphy made a motion to approve the application of Mario A. Ponte for a variance from Article 5, Section 5.6.6. to permit less parking spaces than required for the residential and retail uses proposed for within the existing building at 85-87 Water Street. Ms. Pennell seconded. Ms. Petito, Mr. Prior, Ms. Olson-Murphy, and Ms. Pennell voted aye. Ms. Montagno voted nay. The motion passed 4-1.

II. Other Business

A. Request for Rehearing: Aaron Jefferson – 165 A Kingston Road, Tax Map Parcel #115-12, ZBA Case #23-12

Mr. Prior said this is strictly a discussion within the Board, and doesn't get public input. The criteria for rehearing is that A) there is new evidence that was not available at the time of the application, which is not the case; or B) The Board determines that an error has been made in its decision, which the applicant believes. Our decision was unanimously to deny the application, and there were four separate criteria that we determined that the application did not meet, criteria 1, 2, 3, and 5.

Ms. Petito said she wasn't present at the previous meeting, but she read the minutes and didn't see any error. The concerns raised by abutters were very carefully considered by the Board. The Board came to a reasoned decision. She went out to look at the site, and it's right in the middle of residences, so she understands the concerns.

Mr. Prior said given that their denial was unanimous, he doubts the applicant would have much of a chance in Superior Court.

Mr. Prior said that Ms.Montagno, Ms. Pennell, and Mr. Prior were the members present at the prior meeting who are here tonight. It was a long

discussion with a lot of public testimony and back-and-forth, but we did a good job of rendering a decision taking into account the applicant, the abutters, and the interests of the town. Ms. Montagno made a motion to deny the request to rehear the variance application for the property at 165-A Kingston Road. Ms. Petito seconded. Ms. Petito, Mr. Prior, Ms. Olson-Murphy, Ms. Pennell, and Ms. Montagno voted aye. The motion passed 5-0. B. Approval of Minutes: August 15, 2023

Ms. Montagno made a motion to approve the minutes of August 15, 2023 as submitted. Ms. Pennell seconded. Ms. Montagno, Ms. Pennell, and Mr. Prior voted aye and the motion passed 3-0.

III. Adjournment

 Mr. Prior made a motion to adjourn. Ms. Olson-Murphy seconded. Ms. Petito, Mr. Prior, Ms. Olson-Murphy, and Ms. Pennell, and Ms. Montagno voted aye. The motion passed 5-0. The meeting was adjourned at 9 PM.

Respectfully Submitted, Joanna Bartell Recording Secretary