

- A. Peterborough Town House, 1 Grove Street, Peterborough NH
- B. Rodney Bartlett, Town Administrator. Tel: 603- 924-8000. Email: [rbartlett@peterboroughnh.us](mailto:rbartlett@peterboroughnh.us)
- C.
  - i. Peterborough has identified the need for additional types of housing, particularly workforce housing.
  - ii. Creation of a set of zoning codes which will allow the construction of a new village node.
  - iii. Identify what it is that makes the existing villages (Downtown as well as West Peterborough) work and write form-based code that will allow its replication.
  - iv. The town has repeatedly identified the existing villages as the kind of development it would like to see increased.
- D. Year-round population is 6,284.
- E. Median income is \$61, 201.
- F. The Master Plan is 10 years old. A comprehensive re-write was adopted in 2003. Since then, various updates and new additions have been included in 2003, 2006, 2011, 2012, 2013 and 2015.
- G. The Vision Chapter, which was rewritten in 2015, the Housing Chapter, and the Economic Development chapters all discuss the need for diverse housing.
- H. The request for MTAG funds is for \$3,600.
- I. The cash match is \$1,200 that is guaranteed from the budget of the Office of Community Development.
- J. The total funding required for this project is \$4,800.
- K. "I certify that the information contained in this application is true and complete to best of my belief."

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Rodney Bartlett, Town Administrator

2 a.

This project is intended to address the limitations that exist in Peterborough today to create a range of housing types to serve current and projected future needs of the population due to constraints within the zoning ordinance. Currently, the smallest lot size allowed (in our general residence district) is one-half acre, a lot size associated with suburban development, not with the village feel which the town has identified as most desirable, most recently in public outreach work done as the Master Plan Steering Committee rewrote the vision chapter of the master plan. In the family district and the rural district, lot sizes are even larger at one acre and three acres. This means that even in a place where it would be desirable to extend the village development pattern, and where municipal water and sewer could be made available, the current zoning will not allow it.

This is problematic for a number of reasons: the town has said that walkable, human-scaled development is important; that affordable workforce housing is crucial to the economic vitality of the town; and the town has also said that it wishes to preserve the rural character of the outlying districts in town. As it stands now, any growth is going to run counter to all those desires. Without meaningful changes to the zoning ordinance, this situation will not change. A review of various housing statistics supports our conclusions:

- The majority of housing in Peterborough is detached, single-family
- Much of what the Census categorizes as multi-family is owner-occupied condominiums
- There is NO manufactured housing in town and very little opportunity to locate any except within a manufactured housing park.
- 39% of owners carry a housing burden (pay more than 30% of their income for mortgage)
- 42% of renters carry a housing burden.
- Outside of West Peterborough and the Traditional Neighborhood Development District, there is no opportunity to create a mix of housing types.
  - The Rural District allows single-family and two-family. But it is not possible to locate two detached units on the same lot.
  - The General Residence District allows four units per acre, but they must be attached – i.e, an apartment building, but not four detached units on one parcel.

2. b. i.

Peterborough has a reasonably vital downtown, with typical New England housing in close proximity: small lots with small houses, small lots with medium and large houses; some duplexes; and a few apartment buildings. This area provides a good range of housing types and prices; excellent walkability; and the elusive charm.

In addition to the village-type development found in the downtown, the village of West Peterborough serves as an excellent example of a historic mill village with a mix of land uses. Most of those land uses were not permitted by zoning until the

voters adopted a new, mixed-use village ordinance in 2004. The adoption of the ordinance has enabled West Peterborough to blossom: existing property owners have improved their properties and new development has been created that further enhances the vitality of the area, for example: an abandoned mill building is now home to 10 residential and commercial condominiums and a new organic market and restaurant; a new mixed-use building; the re-use of an old factory building; and finally, the implementation of a Tax Increment Finance District for West Peterborough enabled a \$2 million public works improvement project.

2. b. ii. 1.

In an effort to expand the opportunities for the village land use patterns the town adopted a Traditional Neighborhood Design (TND) in-fill ordinance in 2013 which makes it possible to increase density in a small geographic area adjacent to the downtown, subject to lot coverage and design standards.

During the several years the Planning Board worked on the TND, town staff were able to identify subdivisions created over the previous 10 years and quantify the amount of land which was being used for single family development. It was clear that because of the zoning ordinance restrictions and provisions, the only available areas for new subdivisions was in fact in the Rural District, with its three-acre minimum lot size.

The issue we now face is that outside of these three compact areas there is no way under our current zoning to replicate this effective and desirable building pattern, even though townspeople constantly refer back to the village as the kind of development they would like to see.

Additionally, any growth is going to come at the expense of affordability. Current lot prices in Peterborough average \$80,000, a price which means that the delivered cost to the consumer is going to be in the neighborhood of \$400,000, at the usual percentages of land price to finished dwelling price.

2. b. ii. 2.

Peterborough recently rewrote the vision section of the master plan and as part of that we asked people to talk about the areas in town which they particularly liked. Most of those areas are currently unreproducible under the existing zoning.

2. b. ii. 3.

Local employers, working with the Peterborough Economic Development Authority, have also identified work-force housing as an issue for the area. A person earning minimum wage for a 40-hour week can afford housing at about \$500 per month; and that is a housing-only price, not including the transportation necessary to travel from work to that affordable housing. Additionally, employers have seen issues with employees paid above minimum wage having difficulty finding well-maintained, conveniently-located affordable housing. We also see high school

graduates leaving the area even though there are entry-level work-force openings available. This is driven in part by the lack of affordable housing.

Peterborough has a large retirement community population which employs quite a number of low-wage workers. One of the areas which might be rezoned to accommodate a new village node is immediately adjacent to the retirement village and to our largest industrial employer. This new village node could provide work-force housing, housing which might mean that the employees did not have to drive to work, thus achieving huge transportation savings for them.

2. c. i.

Our goal is to identify options to create housing to retain and attract young people and young families, as well as accommodating the changing needs of aging segments of the population. The ultimate goal here is to create a set of zoning codes which could be laid down on any appropriate area in the town of Peterborough to guide the development of a new village: A village with a variety of housing types, a high walkability index, and some small retail.

2. c. ii.

We will know we have succeeded when we see heterogeneous development occurring: small houses on small lots; dignified apartment buildings; duplexes; large houses on village lots; affordable rental units; small retail; and home occupations. We will really know we have success when we see the narrow streets of the new village full of baby strollers and ball games.

2. c. iii.

In general, Peterborough has said this is the kind of development it wants. In particular, however, there is a great deal of fear associated with having village development near existing neighborhoods. Will this development devalue my house? Will smaller mean poorer quality? If we allow manufactured housing in this new district are we creating a substandard neighborhood?

The other thing that will need to happen to allow the creation of a new village is to create new zoning code. Our task will be to analyze completely what we have in our existing villages in order to write code which will allow it to be replicated.

2. d.

Public outreach and education is critical to having the townspeople understand and support the idea of creating a new village “from scratch”. Fortunately, we have 12 years of the West Peterborough District Ordinance to point to as illustration of the positive outcomes of a carefully thought-out plan. The TND is new, but the first project using the new ordinance is under construction at this time and looks very promising. Certainly when the planning board held public hearings on the project the reactions from the public were generally quite positive.

## 2. e.

Some of this work of analyzing our existing villages has already been undertaken in creating the TND infill ordinance: we know what our lot sizes, set-backs, lot coverages are in the existing village. What we will need to do is assess what things are most important to creating a village: does architectural style matter? What is the ideal street width? How much rental housing is too much? What is the ideal type and size of rental housing? Some of these questions can be answered through research, some need to be answered by the people of Peterborough. We will engage Carol Ogilvie, of Ogilvie & Klein Associates., to assist us in the process. In addition to her official qualifications (see attached) Carol also brings a long association with Peterborough to this project.

The public outreach sessions will be held, as much as is feasible, out of the Town House and in the neighborhoods/areas that seem suitable for village development. As part of the public process (see separate discussion on the public outreach efforts) we will engage important stakeholders in town, such as employers who have trouble hiring and retaining employees because many cannot afford to live in Peterborough (e.g. Monadnock Community Hospital, NH Ball Bearing, Rivermead Retirement Community.)

## 3. Public Engagement

One of the early activities in our project is to establish a steering committee that will at the outset develop a publicity and marketing plan that will provide details that at this time are not known. That being said, at this stage, we envision at the very least the following activities:

Major stakeholders from industry, real estate, and public entities will be invited to a conversation over dinner. At this meeting the idea of a new use of an old development style will be discussed. Town officials and the consultant will ask this group what they see as the issues around housing in Peterborough, particularly as they relate to the disconnect between what is needed and desired by different demographic segments and what is affordably available. Discussion will cover the varying needs of entry-level workers, young professionals, young families, artists, empty-nesters, and those who wish to age in place. By having this conversation as part of a meal we break down the innate us vs. them construct of the town sitting at the front of the room asking questions of an audience. This event will be held at a location away from the Town House.

All property owners in areas which might be suitable for a new development style will be contacted at the outset of this project. Postcards will be sent to every address in the potential new district(s), explaining the purpose of this process and encouraging them to participate. While it is not our intent to tie this new zoning framework to any particular parcel or sets of parcels at the outset, it would be disingenuous to pretend that we do not know where in town this is most feasible.

In order to insure that the voters understand and support the project, our initial task will be to invite the entire town to a gathering to talk about what we are proposing: to create the possibility of new villages within the town of Peterborough. At this meeting relevant information from the Master Plan Vision chapter, the Housing chapter, and the Economic Vitality chapter will be shared.

The town has already done some of this work in preparation for the infill ordinance (Traditional Neighborhood Development) that was adopted by voters in 2014. Many of the issues that drove the infill development ordinance still exist, since the TND only applies to a limited geographic area directly adjacent to the Downtown. This will be explained at the public engagement sessions.

Once the large presentation has been made and the landowners have been identified and spoken to, town volunteers and our consultant will begin to create possible scenarios. A regular series of public gatherings will be held to discuss and exhibit our progress. The steering committee, community planning officials, and our consultant will guide the conversations at a series of community meetings. The early meetings will concentrate on what we have vs. what we want; the later meetings will flesh out how we can get what we want. These meetings will be held at a variety of locations. Food, that great social lubricator, will be served at all these sessions.

It will be important to have visual examples of what it is that we propose: maps, models, and photographs from other areas. It is difficult for people to envision what a zoning ordinance will produce without these examples. These meetings will be open to anyone who would like to attend; people who live in areas which might be affected by this new ordinance will receive a written invitation to be part of the conversation. Some of these meetings will, in fact, be for particular neighborhoods. Local business owners will also be invited to participate in these discussions, particularly the largest employers who are challenged with hiring and keeping employees who cannot afford to live in Peterborough.

Since our goal is to go to town meeting in May of 2017, once we have created our model ordinance we will hold official public hearings as well.

<b>WORK PLAN OVERVIEW</b>						
<b>Activity</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Inputs</b>	<b>Associated Costs</b>	<b>Measurable Outputs</b>	<b>Outcomes/ Impacts</b>
Verify the need for the project	Consultant/OCD Director	July 2016	Consultant reviews all relevant ordinances and the assessing database regarding housing in Peterborough	Consultant time	Documentation of need/Written report of findings	Verification of need
Establish Steering Committee	Planning Board/OCD Director	July 2016	Exploration of affordability, role of rentals and starter homes, the cost to build, and the cost of land vs. affordability	NA	List of issues to be addressed	Creation of group committed to change
Public meetings/workshops (listening sessions) to present need for the project and receive public input.	Steering Committee/Consultant	August – September 2016	Discussion with stakeholders (large employers and landowners).	Consultant time/advertising, notices, mailings/food	Better understanding of exactly which market shares are underserved and the economic impact	Public awareness of need and purpose of project
Preparation of zoning and/or regulations amendments/ Public presentation of drafts/Revise as necessary	Consultant/OCD Director	September – October 2016	Using analyses of existing villages, create new form-based code and, if possible, select location for new districts	Consultant time	Preliminary overlay district code. Map of possible locations	Visual representation of new village node(s)
Public Hearing with Planning Board to present draft amendments/Revise as necessary/ Additional public hearings as necessary	Consultant/OCD Director	October – December 2016	Steering Committee and Consultant present draft zoning amendments	Consultant time/ Public notices	Draft zoning amendments/ Graphic representations of concepts	Planning Board and public awareness of potential zoning changes
Planning Board votes to move amendments to ballot	Planning Board	January 2017	The public has the opportunity to comment	NA	Moves to ballot	Town vote on proposal
Zoning Amendments pass	Voters	May 2017	Public voting on the ballot	NA	The Town has new zoning codes aimed at creating housing opportunities	The Town now has increased opportunities to meet a range of housing needs in designated areas.

<b>INTERMEDIATE GOAL #1: Verify the Need for the Project</b>						
<b>Activity</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Inputs</b>	<b>Associated Costs</b>	<b>Measurable Outputs</b>	<b>Outcomes/ Impacts</b>
Review current ordinances and the assessing data to determine need for zoning changes	Consultant/OCD Director	July 2016	Existing Zoning Ordinance and other Land Use Regulations/ Assessing Database	Consultant time	Awareness of current regulations. Better understanding of housing issues specific to Peterborough	Verification of need
Prepare written report detailing findings	Consultant	July 2016	Public input on existing conditions/Analysis of existing zoning	Consultant time	Report that documents the need for the project	Documentation of the need for the project
Convene a Community Conversation with stakeholders and the general public	Steering Committee/OCD Director/Consultant	July 2016	Facilitated discussion with large employers in town regarding employment relative to housing. Partners in the Conversation: Realtors/Contoocook Housing Trust/School District/Town Administrator/Housing Developer/Representatives from Hospital, long-term care and retirement facilities and other larger employees	Consultant time/ invitations/food	Better understanding of the housing issues and availability facing employees in Peterborough	Buy-in from major stakeholders/Inventory of existing affordable housing
<b>INTERMEDIATE GOAL #2: Develop Outreach Strategy</b>						
<b>Activity</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Inputs</b>	<b>Associated Costs</b>	<b>Measurable Outputs</b>	<b>Outcomes/ Impacts</b>
Announcement of grant for the project	Steering Committee/OCD Director	July 2016	Press Releases of the project in various media.	Consultant time/ Public notices		Public awareness of the project
Design the number and format of public outreach sessions	Steering Committee/OCD Director/ Consultant	July 2016	Steering Committee/Stakeholders	Consultant time	Timeline for activities	Public awareness of the project
Develop publicity and marketing plan	Steering Committee/OCD Director/ Consultant	July 2016	Timeline	Consultant time	Postcards/newspaper ads/website information	Public awareness of the project

<b>INTERMEDIATE GOAL #3: Implement Outreach Strategy</b>						
<b>Activity</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Inputs</b>	<b>Associated Costs</b>	<b>Measurable Outputs</b>	<b>Outcomes/ Impacts</b>
Implement the publicity and marketing plan	Steering Committee/OCD Director/Consultant	July 2016 – January 2017	Timelines	Consultant time	Public interest	Public awareness of the project
Convene Public Workshops before and after land use amendments are drafted	Steering Committee/OCD Director/Consultant	August 2016 – January 2017	Public comment/ involvement	Consultant time/ public notices/ food	Refinement of zoning code/ determination of possible location	Public awareness of the project
Widely disseminate draft amendments according to the publicity and marketing plan	Steering Committee/OCD Director/Consultant	September 2016 – January 2017	Public comment/ involvement	NA	Refinement of zoning code/ determination of possible location	Public acceptance of concept
<b>INTERMEDIATE GOAL #4: Develop Draft Zoning Amendments</b>						
Following the first public workshop, potential zoning amendments will be drafted and presented at a second public workshop.		September – October 2016	Public comment/Explore possible solutions/ Questions to answer: What are the qualities the town is looking for? What are the possible incentives to developers? What are the potential barriers and how to overcome them? What does the regulatory structure need to look like to make it work?	Consultant time	Refinement of zoning code/ determination of possible location	Code better matches the ideals of the Town
Additional public workshops will be held as necessary, depending on any subsequent changes to the draft amendments.		September – December 2016	Public comment/earlier drafts. The identification of possible solutions, i.e.: Redevelopment of existing or underutilized buildings; increasing density within existing buildings; and higher density village node development.	Consultant time	Refinement of zoning code/ determination of possible location	Town embraces a vision of a new village overlay district

<b>INTERMEDIATE GOAL #5: Zoning Amendments Placed on the Ballot</b>						
<b>Activity</b>	<b>Responsible Party</b>	<b>Timeframe</b>	<b>Inputs</b>	<b>Associated Costs</b>	<b>Measurable Outputs</b>	<b>Outcomes/ Impacts</b>
Public Hearing(s) on Final Draft	Planning Board	December 2016 – January 2017	Public comment/earlier drafts	Consultant time	Overlay zoning district amendment goes to Planning Board for final decision	Planning Board reviews ordinance
Following conclusion of Public Hearing, Board votes to place amendments on the ballot	Planning Board	January 2017	Planning Board quorum to vote	NA	Amendments move to ballot	Planning Board takes last look before moving to ballot
Warrant is posted	Planning Board/OCD Director	March 2017	Ballot language is prepared	NA	Ballot is available for review	Town votes
Town Meeting vote on amendments	Registered voters	May 2017	Town Meeting is held	NA	Ballot results	New ordinance is adopted