MEMORANDUM

To: Andre Garron, Community Development Director, Town Staff and Londonderry Planning Board

Date: October 5, 2012

From: Ted Brovitz and HSH Review Team

Subject: Technical Memorandum: Completeness Review for the Woodmont Commons Planned Unit Development Master Plan Application and Supporting Materials

Attached is a technical memorandum regarding our team’s evaluation of the completeness of the Woodmont Commons PUD Master Plan application in terms of responding to the informational submittal requirements of the PUD Ordinance (Section 2.8) of the Londonderry Zoning Ordinance. We will attend the Planning Board meeting on October 10th to provide a summary of our evaluation, supplemental application materials to be considered moving forward into the technical review, and to answer questions that the Board, Town staff and hearing participants may have.
Review Team Completeness Evaluation and Recommendations

The Review Team’s Process and Responsibility

This memorandum reflects the coordinated efforts of the review team, consisting of Howard/Stein-Hudson Associates (the lead), ICON Architecture, and RKG Associates. Our initial task is to assist the Town of Londonderry staff and the Planning Board in reviewing the Woodmont Commons PUD Master Plan application for material and informational completeness as it relates to the technical and informational requirements of the PUD Ordinance under Section 2.8 of the Town’s Zoning Ordinance.

General Observations

Project Status

The Woodmont Commons PUD Master Plan was originally dated and submitted on October 14, 2011. After a preliminary evaluation by town staff and the review team, the applicant selected to request a continuance from the Planning Board, which was granted, to allow time to revise the application and supporting materials. The revised PUD application was resubmitted on October 3, 2012 and is organized in accordance with the Town of Londonderry’s Planned Unit Development (PUD) Ordinance, Section 2.8 of the Town’s Zoning Ordinance.

Organization of the Revised Application and Supporting Materials

The revised Woodmont Commons PUD Master Plan application has been re-formatted so that, it follows, item by item, Section 2.8.9 of the PUD Ordinance, the Submission Requirements for a PUD Master Plan. The application Table of Contents is now organized into the following major headers:

- **Materials (2.8.9.1)** – The application responds directly to material requirements 2.8.9.1.1 through 2.8.9.1.6. Additionally, the application now specifically responds to the Section 2.8 of the PUD Ordinance (Planning Board Criteria for Review of PUD Proposals) including General Considerations (2.8.8.1) and Specific Objectives (2.8.8.2).
- **Information (2.8.9.2)** – The application responds informational requirements 2.8.9.2.1 through 2.8.9.2.25.
- **Appendices** – The application includes a formal appendix which contains supplemental and supporting materials including the following:
  1. Definitions
  2. List of Abutters
  3. Streets Specifications and Palette
  4. Signage Plan
  5. Examples of Covenants, Restrictions and Easements
  6. Articles of Formation
  7. Trip Capture
  8. Traffic Data
  9. Water Supply
  10. Fiscal Impact Scope
The revised application also includes a List of Figures and List of Tables making it easier to locate supporting information.

Size, Scale and Design of the Proposed PUD

The proposed Woodmont Commons PUD Master Plan is one of the largest development projects ever proposed in Londonderry, and the first to be reviewed under the PUD Ordinance which was adopted on January 4, 2010. TND 1 - The Land Plan and Overall Concept of the Woodmont Common PUD Master Plan indicates that the proposed project contains approximately 625 acres with up to 1,430 dwelling units of mixed types (including 130 accessory apartments), up to 700,000 square feet of office building space, up to 300 beds or 250,000 square feet of medical space, up to 3 hotels with 150 to 400-guest rooms (totaling up to 550 guest rooms), and up to 882,500 square feet of retail space. (The revised PUD Master Plan includes an increase of 130 accessory apartments and an additional 50,000 square feet of retail space).

The Woodmont Commons PUD is identified in the application as a Traditional Neighborhood Development (TND). According to the Statement of Purpose (page 4) Woodmont Commons is intended to be a “mixed-use and pedestrian-friendly development” emulating historic, walkable New Hampshire towns that “pre-date the invention of the automobile. According to the application, is includes: shops, dwellings and workplaces in close proximity of each other; regular geometric patterns of streets and blocks; a hierarchy of street types and designs; well configured squares, greens, gardens and parks; civic buildings for assembly and activity; visually unified neighborhoods and village centers; and neighborhoods scaled to allow comfortable alternatives to using the automobile.

Completeness Evaluation

Based on our review of the application materials in comparison to the criteria in Section 2.8 of the Planned Unit Development Ordinance, the Woodmont Commons PUD Master Plan as submitted is complete in that the application has provided direct responses to the Material Requirements (2.8.9.1) and Informational Requirements (2.8.9.2).

Considerations and Recommendations for Technical Review

If the Planning Board makes a determination that the Woodmont Commons PUD Master Plan application is complete, there are a number of relevant issues that we suggest the Board consider in the technical review stage of the PUD application. We will provide the Board and the Woodmont Team with a detailed report regarding the material and informational criteria evaluation under the technical review and approval process on October 12th. Some of the key topics include the following:

Provide a detailed list of proposed modifications/waivers from the zoning ordinance, subdivision regulations and site plan regulations, and other local regulations.

The application proposes numerous additions, deletions, modifications and waivers from existing local regulations and policies. Under Appropriate Regulatory Consistency (2.8.8.1.1) on page 6 of the application, a statement is made that "consistent with the flexibilities in the PUD Ordinance, the specific provisions of the Town's Conservation Overlay District, the Floodplain Development Ordinance and the Local Excavation Standards shall not apply to the Project". The statement goes on to say that to meet the project’s statement of purpose and Section 2.8.2.1, the PUD needs to be independent from applicable subdivision regulations, site plan regulations, and Zoning Ordinance. The application also states that
Section 2.8.8.2 (page 7) justifies exemption from the Town’s impact fees, and where any conflicts occur between town standards, the Project Master Plan will prevail. Further in the application there are other statements proposing the exemption from dimensional requirements (except for a limited residential area) and from the Town’s growth management ordinance, landscaping, parking and several other controls. Under Section 4 - Land Uses (2.8.9.2.4) of page 27 of the application, the “Nature of Master Plan and Allowable Changes” header provides broad latitude in terms of the actual placement of buildings and uses. Additionally, TND-3 Land Use Plan allows for large projects (such as hospitals and hotels) can be located in several different subdistricts and on either side of I-93 without regard to the overall conceptual plan.

As the first test of the PUD ordinance, there needs to be a careful balance between flexible standards that result in good Traditional Neighborhood Development (such as compact, walkable, mixed use areas) and opening the door to large scale development without sufficient controls. The Planning Board should require the applicant to provide a detailed list of proposed waivers from the Zoning Ordinance, Subdivision Regulations, Site Plan Regulations and all other local regulations and formal policies along with a statement of purpose and justification for such waiver. The applicant should provide a series of detailed alternative development regulations that ensure that the PUD is built out over time according to the overall concept. (See below for recommendation on alternative development standards).

Provide supporting analysis to determine impacts on area traffic and circulation, stormwater, water and sewer infrastructure capacity, and fiscal demand on public facilities and services.

The PUD application provides only minimal information pertaining to potential impacts on public infrastructure and services generated by the project. Analysis is need in terms of the incremental and overall impacts of the PUD as well as the proposed methods for addressing off-site impacts as the project develops.

Relative to fiscal impacts on municipal facilities and services, the Review Team had discussions with local officials and the Woodmont Team and has worked out a scope of services for a Fiscal Impact Study that will be conducted by the applicant during the technical review stage. (See Appendix 10). Relative to traffic impacts, basic information has been provided regarding projected future volumes on surrounding streets and intersections as well as anticipated internal trip capture and passby trip rate assumptions. Our understanding is that supplemental data will be provided by the applicant during technical review on traffic projections for different development scenarios that may occur based on the overlapping maximas defined on TND-3 Land Plan.

The major challenge that the Planning Board faces in determining traffic, infrastructure, facility and service impacts generated from the project is that the Land Use Plan (TND-3) is not specifically tying the amount and type of development to identified subdistricts except in a few areas. Much of the development can occur over large land areas and on both sides of I-93 making it particularly difficult to determine community impacts. In the technical review stage, the Planning Board should consider the need for further definition of land uses in the Master Plan, and whether or not further definitions are necessary for approval of the plan as a PUD of its magnitude.

Prepare Alternative Zoning Plan and Development Standards for each subdistrict to control development of the PUD Master Plan during subsequent stages of review.

Alternative Zoning Plan

The zoning plan should clearly illustrate the changes to the underlying zoning districts and general...
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location of different street types, public and civic spaces, and development envelopes throughout the PUD area. During technical review, the applicant should prepare the Zoning Plan using TND 3 Woodmont Commons Master Plan Level 2 as a starting framework. For each subdistrict (i.e. W-2-1, W-2-2, W-2-3, etc.) an integrated PUD Zoning Plan should clearly identify the subdistrict boundaries, the primary street types (perimeter and internal), development envelopes (including general location of buildings and parking), dedicated buffers, natural/cultural attributes and constraints, and dedicated civic open spaces.

The subdistrict descriptions (example below) should be organized and provide the following information:

**Subdistrict W-2-1:**
- Total Area: (provided in acres)
- Maximum Development:
  - Residential (number of dwelling units and other information such as unit type, tenure and number of bedrooms).
  - Commercial/Retail (in gross square feet)
  - Commercial/Office (in gross square feet)
  - Mixed Uses – Combined buildings with commercial (in gross square feet) and residential (number and type of dwelling units).
  - Medical Facilities – Typical of facility, gross square footage, and number of beds.
  - Accommodations - Typical of facility, gross square footage, combinations with other uses, and number of guestrooms.
  - Community, Civic or Public Facilities and Benefits – Type of facility, ownership, planned amenities or services, gross square footage.
- Street Types – The selected street types from the Woodmont Commons Streets Specifications and Palette.
- Parking – The number of public on-street and off-street parking spaces for each proposed land use and the approximately amount of shared spaces in each subdistrict.
- Dedicated Civic and Open Spaces – Approximate acreage, type, ownership and maintenance responsibilities.
- Cultural, Natural or Historic Amenities to be protected in the subdistrict.

Alternative PUD Development Standards

Rather than proposed exemptions from local regulations, the applicant should prepare detailed, well-organized, and integrated standards for: building and lot uses, general building form, design and scale; street types; and civic spaces. The alternative development standards should focus on creating positive relationships between private and private spaces, and provide a regulatory framework that corresponds to the principles and patterns of Traditional Neighborhood Development as reflected in the overall concept plan. The current Woodmont Commons PUD Master Plan application contains several regulatory elements that can be enhanced and supplemented to form an Alternative Development Standards such as outlined below:

- **Section 1 - General Purpose and Description**
  - Purpose and Intent
  - Zoning Plan for Subdistricts

- **Section 2 – Blocks, Street Types and Frontage Zones**
  - Block Development Standards
  - Street Specifications and Palette
  - Building Frontage Types
The Review Team contends that a sufficient level of detail is necessary in the Woodmont PUD Master Plan so that Planning Board interpretation or significant deviation from the suggested forms do not become issues during site plan or subdivision review. We look forward to working with Town staff, the Planning
Board and applicant on clarifications and additional materials needed for the PUD Master Plan technical review.