

City of Rochester, New Hampshire

Zoning Board of Adjustment

Variance Application

TO:	BOARD	OF AD	JUSTM	ENT
	CITYO	E DOCI	JECTED	

DO NOT WE	RITE IN THIS SPACE
CASE NO	2-24-19
DATE FILED	
	C91
	ZONING BOARD CLERK

Applicant: Douglas Coulstring c/o Bruton & Berube, PLLC	>
E-mail: josh@brutonlaw.com	Phone: 603-777-0579
Applicant Address: 601 Central Avenue, Dover, NH 0380	1
Property Owner (if different): GN & LL Coulstring Family	Trust
Property Owner Address: 16 Sweet Court Road, Rocheste	er, NH
Variance Address: 16 Sweet Court Road, Rochester, NH	
Map Lot and Block No: 50/1	
Description of Property: Residential	
Proposed use or existing use affected: Residential	
The undersigned hereby requests a variance to the terms	of the Rochester Zoning Ordinance, Ch. 275, Section
and asks that said terms be waived to permit Ch.275.21.4	ł.M(10).
Permitting 1-lot in an approved 3-lot, pork-chop subdivision	on, to include a 2-family dwelling.
The undersigned alleges that the following circumstances the strict terms of the Zoning Ordinance and thus constit presenting my case the testimony should be confined	
contains langetta Esq	Date: March 19, 2024



City of Rochester, New Hampshire

Zoning Board of Adjustment

Variance Criteria

1) Granting the variance would not be contrary to the public interest because:
Please see attached.
2) If the variance were granted, the spirit of the ordinance would be observed because:
Please see attached.
3) Granting the variance would do substantial justice because:
Please see attached.
4.) If the variance were granted, the values of the surrounding properties would not be diminished because:
Please see attached.
 5.) Unnecessary Hardship: a. Owning to special conditions of the property that distinguish it from other properties in the area, denial of the variance would result in an unnecessary hardship because: i. No fair and substantial relationship exists between the general public purposes of the ordinance provision and the specific application of that provision to the property because:
Please see attached.
And: ii. The proposed use is a reasonable one because:
Please see attached.
b. Explain how, if the criteria in subparagraph (A) are not established, an unnecessary hardship will be deemed to exist if, and only if, owning to the special conditions of the property that distinguish it from other properties in the area, the property cannot be reasonably used in the strict conformance with the ordinance, and a variance is therefore necessary to enable reasonable use of it.
Please see attached.
4

BRUTON & BERUBE, PLLC

FRANCIS X. BRUTON, III CATHERINE A. BERUBE JOSHUA P. LANZETTA ATTORNEYS AT LAW

601 Central Avenue Dover, NH 03820 Office - 603.749.4529

Of Counsel
JAMES H. SCHULTE

Cell - 603.777.0579 josh@brutonlaw.com

March 20, 2024

Attn: Zoning Board of Adjustment City of Rochester, New Hampshire 31 Wakefield Street Rochester, NH 03867

Re:

Variance to Permit a 2-Family Dwelling in an Approved Pork-chop

Subdivision

Applicant:

Doug Coulstring c/o Bruton & Berube, PLLC

Owner:

Coulstring GN & LL Family Trust c/o Bruton & Berube, PLLC

MBLU:

204/34

Address:

16 Sweet Court Road, Rochester, NH 03867

Zone:

Agricultural (AG)

Dear Zoning Board Members:

The purpose of this letter is to submit a Variance Application (the "Application") to construct of a 2-family dwelling¹ in a subdivision approved under the City of Rochester's "Porkchop Subdivision" ordinance,² and located at Map 204, Lot 34 (the "Property") on behalf of Douglas Coulstring (the "Applicant").

Pursuant to N.H. R.S.A. $674:33(I)(b)(1) - (5)^3$ and the Zoning Ordinance of the City of Rochester, New Hampshire⁴, the Applicant seeks a variance under Chapt. 275 § 21.4.M(10) of the Ordinance to construct a 2-family home in the Agricultural ("AG") zone (the "Project"), and respectfully requests that the Zoning Board of Adjustment review the Application during its meeting on April 10, 2024, or during its next available meeting, and grant the Application.⁵

¹ The Ordinance (as defined in footnote 4 herein) defines 2-family dwelling as "[a] building which: A. Contains exactly two residential units; B. Is not attached to any other dwelling or dwelling unit; and C. Occupies its own individual lot on which there is no other dwelling or principal use." *Ordinance* § 275-2.2 [sic]. The Ordinance does not provide pagination; no citation in this letter includes page numbers.

² The Ordinance defines Porkchop Subdivision as "[a] special subdivision that allows a limited number of flag lots in order to help preserve scenic roads and discourage development of new culs-de-sac on back lots [sic]." *Id.* ³ *RSA* 674:33(I)(b)(1) – (5).

⁴ Zoning, City of Rochester, New Hampshire § 275 (2024) (the "Ordinance").

⁵ Ordinance § 275.21.4.M(10).

I. ENCLOSED DOCUMENTS

Please find 1-copy of the following documents enclosed:

- a) Application dated March 19, 2024;
- b) Abutters List dated March 20, 2024; and
- Site Plan prepared by Northam Survey LLC dated March 20, 2024 (the "Plans")

II. NARRATIVE & ANALYSIS

In 2022, the Applicant and his extended family purchased a 3-lot subdivision fronting Betts Road in the City's AG zone (the "Subdivision"). The Applicant purchased the undeveloped lots with the intent to create a multi-generational family property allowing 3-generations of his family to live in immediate proximity, and to simultaneously allow him to care for his young children, and aging parents, including his disabled mother.

This plan included constructing 1-single family residence for each of his siblings on 2-small lots fronting Betts Road,⁶ and constructing one 2-family dwelling on the single—and substantially larger—rear lot, to house his young family and parents.⁷

Following his purchase, the Applicant contacted the City's building department to confirm the parameters of the proposed 2-unit design, and he was advised by Building Inspector Graves that a duplex was permitted if the units were contained in an attached structure. The Applicant then had the 2-unit home design finalized, and submitted multiple items during the construction permit process illustrating phased construction of Unit 1 and Unit 2, including separate—and approved—septic system and conduit designs, before the building department ultimately denied the building permit for Unit 2 in September of 2023.

Following the denial, the Applicant diligently finished constructing Unit 1 as an ADA compliant dwelling, and his parents moved into the home. The Applicant now seeks a variance to construct a 2-family dwelling by adding Unit 2 as an attached dwelling unit in a subdivision approved under the City's Porkchop Subdivision ordinance to complete his family's multigenerational property and allow his young family to live in immediate proximity to his parents.

III. LEGAL ANALYSIS

The project substantially complies with the Ordinance, the Application, and the 5-variance criteria as set forth in NH RSA 674:33.

The variance criteria are enumerated and *italicized* below with the Applicant's responses following in plain text.

⁶ Map 204, Lots 34-1 and 34-2.

⁷ Map 304, Lot 34. Approximately 13.15 acres.

A. The variance is not contrary to the public interest.

The Applicant respectfully asserts the variance (i.e., allowing the Applicant to construct a 2-family dwelling on a 13.15-acre lot created under the Porkchop Subdivision ordinance) represents a reasonable use of the Property, and the public interest is served, by permitting orderly development in Rochester's AG Zone. This Project does not 1) alter the essential character of the surrounding neighborhood, 2) impact abutters, and/or 3) affect the public.⁸

B. The spirit of the ordinance is observed.

The spirit of the ordinance is observed because the project encourages the most appropriate use of land in the AG Zone, and on real property already improved with a residential use. Allowing the Applicant to add a second-attached-unit to the existing home on the Property, when the home is designed to accommodate the second unit is reasonable when juxtaposed with the existing lot size, density, and open space in the immediate neighborhood. Additionally, the single structure and shared driveway comprising the proposed 2-family dwelling does not compromise preservation property as intended by the Porkchop Subdivision ordinance.⁹

C. Substantial justice is done.

Substantial justice is done by granting this variance because it allows the Applicant's property to be reasonably utilized considering abutting property uses (including high density culde-sac subdivisions and mobile home parks), lot sizes, and its locus in the AG Zone. This proposal does not burden the public in any way, and substantially benefits the Applicant by allowing them to reasonably use their property with no detrimental effect to surrounding property.

D. The values of surrounding properties are not diminished.

The Applicant respectfully asserts that all surrounding properties have an associated value premised on the existence of structures and features like those on the Property. Here, the Project will not affect any abutting neighbor and is consistent with nearby uses.

- E. Literal enforcement of the provisions of the ordinance would result in an unnecessary hardship.
 - a) Owning to special conditions of the property that distinguish it from other properties in the area:

⁸ See section E below.

⁹ "The purpose of a porkchop subdivision (see definition in Article 2) is to help preserve the scenic character of neighborhoods by encouraging owners of parcels along existing roads and streets to concentrate subdivision to one side of the parcel and retain the remainder as open space and allowing some minimal level of development on parcels with significant acreage in the rear in order to avoid inducing property owners to develop culs-de-sac [sic] at a higher level of development." *Ordinance* § 275-21.4.M.

i. No fair and substantial relationship exists between the general public purposes of the ordinance provision and the specific application of the provision to the property because:

Rochester enacted its Porkchop Subdivision¹⁰ ordinance to simultaneously allow flag lots¹¹ while preserving scenic roads and discourage cul-de-sac development.¹² Here, the approved 3-lot Porkchop Subdivision fully complies with the City's Porkchop Subdivision ordinance, except the applicant now seeks to construct a 2-family dwelling (i.e., 1-structure containing 2-separate living units) to house his young family and elderly parents in the same location."¹³ The Applicant's intent to live with his entire family, and encourage their positive interaction, is an effort to provide a safe, comfortable, and caring living environment, while consolidating income, and providing future residential care. This pattern of intergenerational living has been promulgated—for millennia—by agrarian societies worldwide, and the public is not served by prohibiting the Applicant from housing his children and parents in proximity, and on Property located in the City's agricultural zone.

There is no is no fair and substantial relationship between the general public purpose of the Ordinance's provision limiting the Property—a 13.15-acre lot—from containing 1-structure with a shared driveway that is designed to accommodate 2-units (i.e., to accommodate 1-family) from its stated purpose of preventing cul-de-sac development. Here, the location of the proposed 2-unit structure 1) consolidates development to 1-area on the Property, 2) preserves the scenic character of the Property and surrounding neighborhood, and 3) retains the entire rear of the Property as wooded open space that will not be developed in the future. ¹⁴ Also, the Property abuts multiple, high

¹⁰ See footnote 2 defining Porkchop Subdivision.

¹¹ The Ordinance defines Flag Lot as "[a] lot with less than the required frontage on a public road but with sufficient buildable area at the rear. The access area [(i.e. driveway or private road]) is construed as the "flagpole" with the rear area as the "flag" (i.e. the developable lot area lacking road frontage)]." *Ordinance* § 275-2.2.

¹² See footnote 9; Ordinance § 275-21.4.M.

The Porkchop Subdivision ordinance allows Porkchop Subdivisions if applicants demonstrate compliance with 14 criteria. It is undisputed the Property, as legally subdivided and approved, met all 14 criteria. Here, the Applicant exclusively seeks relief from section 275.21.4.M(10) requiring that each lot in a Porkchop Subdivision be relegated to a "single-family use only." *Ordinance* § 275.21.4.M(10). Arguing in the alternative, the Ordinance fails to define "single-family use," or "family," while specifically defining "single family dwelling [as] a[n] detached dwelling which: A. Contains exactly one residential unit []; B. Is not attached to any other dwelling unit; and C. Occupies its own individual lot on which there is no other dwelling or principal use. *Ordinance* § 275-2.2. Here, the definition of single-family dwelling specifically omits all mention of the <u>use</u> of such property. Given the City's specific and intentional omission of use, and applying the doctrine of *ejusdem generis*, a **single-family use** is not limited to the members of a nuclear family (i.e., father, mother, and children), and is expanded to include extended family such as grandparents or other consanguineous relatives. Resultantly, no variance is required because the Property; proposed to include a 1-structure, 2-unit home; is being used for a "single-family use," and fully complies with the Ordinance—including the Porkchop Subdivision ordinance—in its entirety. *See generally Ordinance* § 275-21.4.M.

density cul-de-sac developments, and mobile home parks, ¹⁵ and there is no reason to prevent an attached 2-unit, 2-family dwelling, from being constructed in the proposed location on the Property.

ii. The proposed use is a reasonable one.

In this specific instance, it is reasonable to approve a variance allowing construction of a 2-family dwelling unit on a lot created under the City's Porkchop Subdivision ordinance, and surrounded by high-density cul-de-sac development, because the single-structure does not impact preserved acreage on the rear of the 13.15-acre lot or create a high-density cul-de-sac development that includes multiple lots and structures thereon. ¹⁶

iii. If the criteria [above] are not established, explain how, owing to special conditions of the property that distinguish it from other properties in the area, the property cannot be reasonably used in strict conformance with the ordinance, and a variance is therefore necessary to enable a reasonable use of it:

The Property is unique because it abuts 1) a 12-lot cul-de-sac to the north, 2) a 68-lot cul-de-sac to south, and 3) railroad tracks with multiple mobile home parks to the east. This area of Rochester features high density cul-de-sac, u-shaped, and mobile home developments, all within the AG zone, and it is inequitable to prevent the applicant from constructing 2-units in 1-structure when such construction does not impact preservation of the Property in anyway.

IV. RELIEF REQUESTED

Pursuant to NH RSA 674:33, the Applicant respectfully requests the ZBA:

- 1. Approve the Application; and
- 2. Grant all relief necessary to affect this request.

Please do not hesitate to contact me with questions or concerns at josh@brutonlaw.com or 603-749-4529.

Sincerely,

/s/ Josh Lanzetta

Joshua Patrick Lanzetta, Esq.

¹⁵ See section E.a.iii.

¹⁶ *Id*.

275-21.4Conditions for particular uses.

For each individual use listed below, all of the specific conditions attached to that use must be met along with the base criteria articulated in § 275-21.3 above.

- M. Porkchop subdivision. The purpose of a porkchop subdivision (see definition in Article 2) is to help preserve the scenic character of neighborhoods by encouraging owners of parcels along existing roads and streets to concentrate subdivision to one side of the parcel and retain the remainder as open space and allowing some minimal level of development on parcels with significant acreage in the rear in order to avoid inducing property owners to develop culs-de-sac at a higher level of development. Porkchop subdivisions are allowed subject to the following requirements:
- (1) Quality of project. A finding by the Planning Board that the proposed development is superior to development that would likely occur otherwise.
- (2) Parcel size. The development parcel shall have a minimum size of six gross acres and minimum frontage of 150 feet on an existing public way.
- (3) Three lots. There shall be a maximum of three lots created from any one lot.
- (4) Minimum lot size. The minimum lot size for each new lot shall be 40,000 square feet or the minimum lot size for the district, whichever is greater.
- (5) Average lot size. The average lot size for new lots in the porkchop subdivision shall be at least 120,000 square feet or 1.5 times the minimum lot size for the district, whichever is greater.
- (6) Frontage. The minimum frontage for each new porkchop lot shall be 50 feet.
- (7) Common access. All lots shall be entered from a common access point.
- (8) Separate driveway. Each porkchop subdivision shall have a common driveway independent from any other subdivision.
- (9) No further subdivision. There shall be no further subdivision of any of the porkchop lots other than lot line adjustments.
- (10) Single-family. The porkchop lots shall be used for single-family use only.
- (11) Width. The all-season passable width of any shared driveway shall be 20 feet when serving two or more lots.
- (12) Easement width. The width of the common driveway access easement shall be 30 feet. Additional width may be required to accommodate slope and drainage easements.
- (13) Turnaround. An acceptable turnaround for the fire trucks may be required.

(14) Recording. A document satisfactory to the City Attorney shall be recorded establishing the conditions of use of any common driveway, providing for indemnification for the City for emergency services, and including suitable language to ensure that the private way will not become a City road or street.

16 Sweet Court





Esri Community Maps Contributors, Rochester GIS, © OpenStreetMap, Microsoft, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/ NASA, USGS, EPA, NPS, US Census Bureau, USDA, USFWS

16 SWEET CT Property Location Vision ID 6296

0204/0034/0000/ Parcel ID

Card # Sec #

6298 Account # Bldg # 1 ರ್ ರ

Land Use 1010 Print Date 11/2/2023 11:25:27 A

88,600 88,600 555 379,600 O Year | Descri | Prior Assesse | Year | Descri | Prior Assess | Year | Descri | Prior Assesse 291,000 379,600 SUBDIVISION THE SUBDIVISI CORRECTED
DFVM PER USPS RE ROCHESTER, NH **NOISIN** Total Land Value Total BLDG LAND LAND SUMMARY /ISIT / CHANGE HISTORY 60,000 331 2022 Assessed 291,000 60,000 331 Purpost/Result Current Assesse 351,331 Value OUS ASSESSMENTS (HISTOR) OWN ADD CHG DEED CHANGE 532 ISED VALUE DEED CHANGE MAPPING CHG MAPPING CHG 532 INTER ONLY Appraised Extra Feature Value (Bldg) EXT ONLY 60,000 28,600 Appraised Outbuilding Value (Bldg) Appraised Value Appraised Building Value (Card) Total Appraised Parcel Value Total Appraised Parcel Value Appraised Land Value (Bldg) APPRA LUC Co | Prior Assessed | BLDG LAND ᆍ告ద┞┞ 60,000 2,350.25 Adj UnitPrice Valuation Method 2021 02-15-2023 01-03-2023 03-04-2022 09-21-2020 04-27-2020 04-27-2020 07-06-2023 Infl3 Adj CURRENT 532 532 PREV 101 101 673 Infl3 Add underground service, rough and finish wiring to cod Infl2 Adj rough in residence per plan and return to set fixtures. Total Description LAND BLDG Inf12 BLDG LAND LAND 2020 underground 320 gallon liquid propane tank 2 bed 1.75 bath 1800sq UNIT A LAND LINE VALUATION SECTION 13.15 AC UnitPric | Size Adj | Cond | Nbhd | Nb Adj | Infl1 | Infl1 Adj 38 38 38 38 Notes A AGRICULTURAL SALE CODE DRIVEWAY EASEMENT FOR 234-34, 34-1 & 34-2 BK-4777, PG-910; RURAL NORTH Description underground service 1.000 Parcel Total Land Area 2,667 115,000 95,000 75,000 1010 SALE DATE | SALE PRICE EGAL DESCRIPTION VEIGHBORHOOD 60,000, 1.00000 1.00 2,500.0 0.94011 1.00 BUILDING PERMIT RECORD Code 1010 Stat 08888800 O ILEVEL 02-24-2022 09-15-2020 10-19-2018 05-08-2017 ر % د BUILDING NOT 10-17-2002 Total Card Land Units 13.15 AC Disclaimer. This information is believed to be correct but is subject to change and is not warranteed. Year 02-15-2023 02-15-2023 02-15-2023 02-15-2023 Insp Date 02-15-2023 02-15-2023 1.000 TRAF BOOK/PAGE UTILITIES 158 87 236 876 106 300 11,000 17,000 15,000 5,000 5,000 0 WELL 0 SEPTIC 0 PROPANE Loc Adj PAVED MEDIUM PRIMARY P EXCESS A E,AVFO 5011 4807 4610 4474 2606 Price 00 Land Type HEATING SY PLUMBING ELECTRIC ELECTRIC STG TANK RES BLDG TIMBER INT Description COULSTRING GILBERT N & LAURAL S & L SWEET PROPERTIES LLC LESPERANCE DONALD LAMBERT ARTHUR G & VICTORIA E ES SALES INFORMATION-GRANTEE 03866-1025 COULSTRING GN & LL FAM TRUST) COULSTRING GN & LL FAM TRUST 1.000 12.150 LandU COULSTRING GILBERT N & E-22-517 E-22-465 M-22-433 MJB-22-101 Permit Id SINGLE FA CU ALLOTH 푿 M-23-470 M-22-615 P-22-209 Description 18-389-18 2/15/23 - DF P/U HSE PROBATE 1996-0389 P O BOX 1025 ROCHESTER 09-08-2022 08-24-2022 08-11-2022 03-13-2019 08-29-2023 11-07-2022 Issue Date 10-04-2022 10-18-2022 1010 6730 FNC ω

Land Use 1010 Print Date 11/2/2023 11:25:27 A			24 GAR 24 (456 sf) 24 8 19	œ					
of 1 Account# 6298 of 1 Bldg# 1		17 (245 st) 10	68 FFL BMT (1,792 st)	20	OFP 6 46				
Card # 1 Sec # 1		14 16 EFF (140 sf)	32			Unit Price Grade Adj. Appr. Value	Unit Cost Underreciated Value	99 04 39 36 55	286,201
0204/ 0034/ 0000/ /		BLU A74	Building # Section # % Owner % Owner 323,333 2022 A 1000	100		LDING EXTRA		448 448 1,792 0 0 0	4,701 2,240
Parcel ID 02	Element Cd	Solar Central Vac Nbhd Modifier MH Make MH Serial # Color;Mdl #;D Condo Main	Adjust Type Code Condo Floor Condo Location COST / MARKET Building Value New Year Built Remodel Rating Year Remodeled Depreciation % Functional Obsol Economic Obsol Trend Factor	Special Adj Condition % Percent Good	Dep % Ovr Dep Ovr Comment Misc Imp Ovr Misc Imp Ovr Comment Cost to Cure Ovr	OUTBUILDING & YARD ITEMS(L) /XF - BUILDING Onty Dim 1 Dim 2 Grade Condition Yr Blt	BUILDING SUB-AREA SUMMARY SECTION	0 0 0 0 0	1,792 4,7
16 SWEET CT	Description	RANCH GOOD (-) WOOD CONCRETE VINYL GABLE ASPH SHINGLE	NONE AVERAGE AVERAGE CONCRETE GOOD TYPICAL SAME PROPANE FORCED W/A			OB - OUTBUILDING &) L/B Qnty Dim 1 C	Bulle	HO HO	Ttl Gross Liv / Lease Area
Property Location 16 S Vision ID 6298	Element Cd Desc	Style Grade B- Stories 1 Units 1 Foundation 01 Exterior Wall 1 04 Roof Structure 01	i perior	AC Percent Bedrooms 2 Full Bath(s) 1 3/4 Bath(s) 1	Half Bath(s) Extra Fixture(s 1 Kitchen(s) 1 Extra Kitchen(Total Rooms 5	Code Description	- Portion of the control of the cont	BMT BASEMENT EFP 1ST FLOOR FFL 1ST FLOOR GAR GARAGE OFP OPEN PORCH WDK WOOD DECK	

ABUTTER'S LIST

March 20, 2024

Re:

Variance to Permit 2-family dwelling on 1-lot in a Pork-chop Subdivision

Applicant:

Doug Coulstring c/o Bruton & Berube, PLLC

Owner:

Coulstring GN & LL Family Trust c/o Bruton & Berube, PLLC

Address

MBLU:

204/34

Address:

16 Sweet Court Road, Rochester, NH 03867

Zone:

Agricultural (AG)

27 FOX LN, ROCHESTER, NH 03867-5137 19 GINA DR, ROCHESTER, NH 03867-5184 76 BETTS RD, ROCHESTER, NH 03867-5184 144 CHARLES ST, ROCHESTER, NH 03867-5184 119 HALL RD, BARRINGTON, NH 03825-3209 11 SWEET CT, ROCHESTER, NH 03867-5184 326 CLARK ST WORCESTER, MA 01606 83 BETTS RD, ROCHESTER, NH 03867-5184 P O BOX 175, ROCHESTER, NH 03867-5184 244 MILTON RD, ROCHESTER, NH 03867-5184 H 13 GINA DR, ROCHESTER, NH 03867-5184 N/A 404 RT 125, BRENTWOOD, NH 03833 9 FOX LN, ROCHESTER, NH 03867-5184 P O BOX 1025, ROCHESTER, NH 03867-5184 17 FOX LN, ROCHESTER, NH 03867-5184 75 BETTS RD, ROCHESTER, NH 03867-5184 PO BOX 429 OSSIPEE, NH 03864

PO BOX 1025 ROCHESTER, NH 03866-1025 601 CENTRAL AVE., DOVER, NH 03820

