



Joint Committee of the Planning Board and Planning, Licenses & Development Committee

Tuesday, October 14, 2025

6:30 PM

City Hall, 2nd Floor Council Chambers

A. AGENDA ITEMS

1. Roll Call
2. Approval of Meeting Minutes – September 8, 2025
3. Public Workshops:
 - a. **Ordinance O-2025-28-A Relating to Zone Change.** Petitioner, Adam Wright, proposes to amend the Zoning Map of the City of Keene by changing the zoning designation of the five properties located at 305 Winchester St, 0 Winchester St, 291 Winchester St, 371 Pearl St, and 363 Pearl St (TMP #s 593-003, 592-019, 592-020, 592-021 & 593-004) from Low Density to Commerce; change the zoning designation of the eastern and southern portions of the property located at 347 Pearl St (TMP #593-005) from Low Density to Commerce; and, change the zone designation for the southern portion of the properties located at 339 Pearl St and 331 Pearl St (TMP #s 593-006 & 593-007) from Low Density to Commerce. The total area of land that would be impacted by this request is ~2 ac.
 - b. **Ordinance O-2025-34 Relating to Zone change.** Petitioner, City of Keene Public Works Department, proposes to amend the Zoning Map of the City of Keene by changing the zoning designation for a portion of the property located at 62 Maple Ave (TMP #227-006-000) from Industrial Park to Medium Density. The total area of land that would be impacted by this request is ~1.3 acres.
4. Discussion Items:
 - a. Potential Modifications to Site Plan Review Thresholds.
 - b. Proposed follow-up regarding bills adopted during the 2025 Legislative Session, including [HB 413](#) relative to subdivision regulations on the completion of improvements and the regulation of building permits (Effective 7/1/2025), [HB 577](#) relative to modifying the definition of ADUs (Effective 7/1/2025), and [HB 457](#) relative to zoning restrictions on dwelling units (Effective 9/13/2025).
5. New Business
6. Next Meeting – November 10, 2025

B. MORE TIME ITEMS

1. Private Roads
2. Neighborhood / Activity Core areas ("Neighborhood Nodes")
3. Short Term Rental Properties

A. ADJOURNMENT

City of Keene
New Hampshire

JOINT PLANNING BOARD/
PLANNING, LICENSES AND DEVELOPMENT COMMITTEE
MEETING MINUTES

Monday, September 8, 2025

7:30 PM

Council Chambers, City Hall

Planning Board

Members Present:

Harold Farrington, Chair
 Roberta Mastrogiovanni, Vice
 Chair
 Mayor Jay V. Kahn
 Councilor Michael Remy
 Sarah Vezzani
 Armando Rangel
 Kenneth Kost
 Michael Hoefer, Alternate

Planning Board

Members Not Present:

Ryan Clancy
 Randyn Markelon, Alternate
 Tammy Adams, Alternate
 Stephon Mehu, Alternate

Planning, Licenses &

Development Committee

Members Present:

Kate M. Bosley, Chair
 Philip M. Jones, Vice Chair
 Robert C. Williams
 Edward J. Haas
 Andrew M. Madison

Planning, Licenses &

Development Committee

Members Not Present:

All Present

Staff Present:

Mari Brunner, Senior Planner
 Evan Clements, Planner
 Megan Fortson, Planner

I) Roll Call

Chair Farrington called the meeting to order at 7:35 pm. Roll call was conducted and Mr. Hoefer was invited to join the Planning Board as a voting member.

II) Approval of Meeting Minutes – July 14, 2025

Councilor Haas offered the following correction to the meeting minutes: *Page 6, Line 193 – to change the word “principles” to “principals.”*

Additionally, Chair Farrington offered the following corrections:

Line 238 – to add the letter “r” at the beginning of the sentence.

Line 373 – should read as “maximum height”

A motion was made by Mayor Kahn that the Joint Committee accept the July 14, 2025 meeting minutes as amended. The motion was seconded by Councilor Jones and was unanimously approved.

III) Public Workshops:

- 29
30 a) **Ordinance O-2025-28 Relating to Zone Change.** Petitioner, Adam Wright,
31 **proposes to amend the Zoning Map of the City of Keene by changing the zoning**
32 **designation of the properties located at 0 Winchester St (TMP #592-019-000), 291**
33 **Winchester St (TMP # 592-020-000), 371 Pearl St (TMP #592-021-000), 305**
34 **Winchester St (TMP #593-003-000), 363 Pearl St (TMP #593-004-000), 347 Pearl**
35 **St (TMP #593-005-000), 339 Pearl St (TMP #593-006-000), and 331 Pearl St (TMP**
36 **#593-007-000) from Low Density to Commerce. The total area of land that would**
37 **be impacted by this request is ~2.6 ac.**
38

39 Mr. John Noonan of Fieldstone Land Consultants addressed the Committee on behalf of the
40 petitioner, Adam Wright. Mr. Noonan stated the applicant is looking to amend the zoning map and
41 noted the applicant owns multiple lots on Pearl Street and Winchester Street. Mr. Noonan stated
42 the applicant is planning to purchase the other lots that are included in the application. Ultimately,
43 the plan is to either sell or merge the lots, but Mr. Wright wants to be able to change the zoning
44 from Low Density residential to Commerce in order to increase the number of uses that would be
45 permitted on the lots. The applicant feels this is a reasonable request.
46

47 Mr. Noonan explained that the Commerce District is located to the south of the subject parcels
48 where there are currently fast food restaurants are located. There is a parking lot across the street
49 that is owned by Keene State College, and with the new roundabout, this area mimics the
50 characteristics of the Commerce zone located directly abutting to the south compared to the
51 adjacent residential properties that are in the Low Density district along Pearl Street.
52

53 Mr. Noonan stated these properties are also different from the other lots along Pearl Street in that
54 there is frontage along both Pearl St and Winchester St, especially if they are merged. He noted
55 that both streets have municipal infrastructure for water and sewer, which is required. Liberty Gas
56 is also available on these streets. Hence, having multiple uses could work well on these sites, which
57 would be permitted in Commerce District.
58

59 This concluded Mr. Noonan's comments.
60

61 Ms. Vezzani asked to be recused, as some of the abutters are longtime clients of hers.
62

63 Councilor Haas asked whether other potential districts were looked at for rezoning this area, such
64 as Commerce Limited. Mr. Noonan answered in the negative and stated they did not consider
65 others districts because the subject parcels are located between the Low Density and Commerce
66 Districts and these parcels would become spot zoned if a different zoning district was proposed.
67

68 Mayor Kahn asked how the applicant would interpret this relative to traffic impacts in the
69 neighborhood. Mr. Noonan stated that with the construction of the roundabout anything that would
70 be a commercial use would come off Winchester Street where there are two lanes of traffic
71 traveling in either direction. There are also municipally owned sidewalks that extend around the
72 corner onto Pearl St. He explained that if there was going to be a residential use, then they could
73 potentially locate the residential driveways off the Pearl Street frontage of those lots. Mr. Noonan
74 noted the applicant has not given any thought to designs for buildings or site layouts at this time.
75

Chair Farrington asked how far up toward the roundabout the median exists on Winchester Street. Mr. Noonan referred to a plan and explained the median starts at the roundabout, runs just past lot 3 and ends at that location.

Mayor Kahn stated his other concern addressed in zoning is the 50-foot setback required when abutting a Residential District. Mr. Noonan added that those setbacks would affect the portion to the west where the lots would remain in the Low Density Residential District.

Staff comments were next.

Planner, Megan Fortson, addressed the Committee and stated the proposed Zoning Map Amendment includes the conversion of eight existing parcels along Pearl and Winchester streets from a Low Density zoning designation to a Commerce zoning designation. The parcels currently range in size from approximately 0.11 acres up to 0.57 acres for a total impacted acreage of almost 2.7 acres.

Ms. Fortson stated that in these rezoning decisions, the petitioner's intended use of the property should not be considered; rather, the permitted uses allowed in the proposed district should be evaluated for their suitability on the site. Additionally, the Committee should consider, in reviewing the surrounding land use and zoning patterns, the consistency of the proposed rezoning request with the current Master Plan. In addition, the existing and proposed zoning requirements and the possible resulting impacts should be considered. The existing development on the parcels range from a few undeveloped lots to a lot with an existing outbuilding only and a few single family- and two-family residences.

Ms. Fortson then provided some background regarding the surrounding land use and zoning patterns. There is a mix of land uses. Adjacent to this larger cluster of parcels, there is the Keene State College Winchester Street parking lot, which is located to the east. There are McDonald's and other commercial uses located directly to the south of the subject parcel. There is Riverside Plaza and other commercial uses are located to the south and southeast. As Mr. Noonan explained, the proposed ordinance would extend the limits of the Commerce District further to the north. Zoning districts adjacent to the subject parcels include Low Density to the north and west, and Commerce to the east and south. The Downtown Edge and High Density Districts begin approximately 500 feet to the northeast across the Ashuelot River. There is another area of High Density Zoning located about 810 feet to the west of the subject parcels further along Pearl Street.

Ms. Fortson reviewed the proposal's compliance with the 2010 Master Plan but noted that the 2025 Comprehensive Master Plan would soon be adopted.

For Community Vision, the vision focus area that is most relevant to the proposed rezoning is focus area one, which describes a quality built environment. This focus area contemplates the interconnection of the built environment and residents by focusing on specific goals that are relevant to both. Examples include striving to provide quality housing while continuing to sustain a vibrant downtown, as well as maintaining neighborhoods while balancing growth and ensuring the provision of infrastructure. The proposed zoning change would expand the Commerce District further to the north, thereby providing an opportunity for potential developers to construct

buildings containing a mix of dwelling units and commercial uses. Rezoning and redeveloping the subject parcels in this way could help provide a transition area between the existing homes in the Pearl Street neighborhood and the existing commercial amenities offered along Winchester Street. All of these uses are able to be served by the existing municipal infrastructure in this area.

In regards to its compliance with the Future Land Use Plan, the subject parcels are located in what is called the Winchester Street Strategic Planning Area of the Future Land Use Map. This area is described as having opportunities for a mix of higher density housing and provisions of retail and community services that transition to the Key Road commercial area along Winchester Street towards Keene State College and the Blake Street neighborhood.

The proposed zoning change would allow for the development of a myriad of uses on these parcels, regardless of whether they are merged or developed as individual lots. Permitted uses would include multifamily apartment buildings with commercial uses on the 1st floor, as well as, but not limited to, office, retail and restaurants.

Ms. Fortson noted this neighborhood also straddles the downtown neighborhoods, traditional neighborhoods, mixed-use and business industrial live-work areas of the Future Land Use Map. The downtown neighborhood area is identified as being best suited to accommodate carefully planned growth and density. Alternatively, the business area of the Future Land Use Map is identified as being best suited for a mix of low impact industrial and business uses, in conjunction with live-work artist space where employees and business owners live in close proximity to their place of employment or business.

Finally, in regard to the Housing Chapter, the Master Plan recognizes the community's ability to improve upon its existing housing stock and create new housing opportunities across all income and lifestyles. The plan describes that a balance of the mix of rental and owner-occupied units will continue to be a determining factor in Keene and the region's health and prosperity. Overall, housing must be conveniently located, as well as being healthy, safe and affordable.

Ms. Fortson stated this proposal, given the fact that it is going from a lower impact zoning district to a higher impact zoning district, would potentially allow developers to provide new, diverse housing options at an affordable price in a location that is convenient for jobs, services and downtown amenities.

Ms. Fortson then provided a comparison between the existing and proposed zoning districts.

The Low Density District is intended to provide for low intensity single-family residential development. All uses in this district shall have city water and sewer service.

The Commerce District is intended to provide an area for intense commercial development that is accessed predominantly by vehicles. Shopping plazas and multiple businesses in one building would be typical in this district. All uses in this district shall have City water and sewer service.

In the Low Density district, the only use that is permitted by right and without a Conditional Use Permit through the Cottage Court or a Conservation Residential Development includes single family dwellings, community gardens and conservation areas.

In contrast, the Commerce District has quite a few commercial, institutional, congregate living and social service, industrial and open space uses. All these categories are allowed by right.

Comparison of Requirements:

Lot Size

Low Density: minimum lot size of 10,000 square feet.

Commerce: minimum lot size is 15,000 square feet

Setbacks

Low Density: 15-foot front set back, 20-foot rear set back and 10-foot side set back.

Commerce: 20-foot front, side and rear setback with an increased 50-foot setback if a property is located adjacent to a Residential Zoning District.

Lot coverage

Low Density: Impervious surface coverage of 45%.

Commerce: Impervious surface up to 80%.

Ms. Fortson noted this would create a cluster of commercially zoned partials along Pearl Street and Winchester Street with the abutting parcels to the north, northwest and west remaining part of the Low Density District.

Any future development on these lots, if they are rezoned to Commerce, would need to be reviewed to ensure that there is sufficient capacity of sewer and water services available for the proposed development.

In regard to recommendations, there are recommended motions. For the Planning Board, if the Board finds the application appropriate, the recommended motion would be to find the proposed ordinance consistent with the 2010 master plan. For the PLD Committee, the recommended motion would be to recommend that the Mayor set a public hearing date.

This concluded Staff comments.

Councilor Remy asked how many lots are compliant with the 15,000 square feet of minimum lot size. Ms. Fortson stated she was not sure. The Councilor noted 339 Pearl Street would be on the edge of being noncompliant, 371 Pearl Street would remain as noncompliant, and there is one other lot that would become noncompliant.

The Chair asked for public comment next.

The Chair noted to communication the Board was sent from James and Patricia Wright of 344 Pearl Street who are opposed to this zoning change.

Ms. Barbara Peloquin of 308 Pearl Street stated she has lived in this property for 55 years and noted that she had concerns about this proposal. She began by stating she did not receive an abutter notification until this past Friday which made it difficult to get ready for this meeting. Ms. Peloquin questioned why the applicant himself was not present at today's meeting. She went on to say that adding the roundabout is a positive aspect for this area, but living on Pearl Street is not always

comfortable when it comes to this roundabout. She stated it is dangerous to try and exit Pearl Street. She reminded the Board of a similar change requested for the end of Wood Street in 1989 for the storage unit site. The understanding was that ten trucks will enter and exit the site Monday through Friday and noted there are trucks that come to this site at 2 am disturbing the neighborhood. She stated the conditions on Pearl Street are not as simple as has been presented tonight.

Ms. Peloquin stated it would be helpful to have a more defined explanation as to what is being proposed for this area. She stated she is not opposed to change but is opposed to having to close her windows and doors all summer because of the smells that travel from the restaurants close by. Ms. Peloquin stated when an entire neighborhood is being proposed to be changed, it is necessary for the neighbors to know what they can expect.

Ms. Peloquin noted the roundabout off Island Street is interesting. The street is not wide enough and access to the sidewalks are treacherous. A once comfortable neighborhood is not the same anymore. She referred to the how unsafe the sidewalk in front of Carbone's Window site is and the unsafe experiences she has witnessed.

Ms. Michelle Wright stated she lived at 344 Pearl Street as a child and now owns rental property on Pearl Street. Her parents, Mr. and Mrs. Wright, who are 83 and 81 years old, live at 344 Pearl Street. Like many neighbors, they are aging in place in this community that they have called home for multiple decades. She stated she is before the Committee with her parents to express strong opposition to the proposed rezoning of Pearl Street from Low Density to Commercial. She felt this would negatively affect abutters, most of whom are seniors, living out their retirement in a peaceful neighborhood.

Ms. Wright went on to say Commercial Zoning opens the door to taller buildings that tower over homes, subsequently robbing residents of sunlight, views and privacy. Ms. Wright continued by addressing the below topics:

Traffic and Safety: As was indicated by Ms. Peloquin, increased vehicle trips, delivery trucks, and customer traffic within a narrow residential street will exacerbate already dangerous conditions for seniors, children and pedestrians.

Noise: Extended business hours bring constant disruption. Early mornings, late nights and weekends, especially within the parking lots. This is a problem the neighborhood has been forced to deal with since the farmland was converted to a fast-food alley on Winchester St.

Light Pollution: Bright signage and parking lot lights will spill into yards and bedrooms, disrupting rest as experienced by the location of McDonald's and the previous construction staging area the neighborhood has had.

Stormwater and Environmental Risks: More pavement and larger buildings mean runoff, erosion and potential flooding into properties. Ms. Wright noted that several times, just on Wagner Street, drains have overflowed and flooded. This area being so close to the Ashuelot River is also a problem.

Loss of Privacy: Larger buildings and more foot traffic erode the peace and safety that the neighborhood has long valued.

Property Values: The presence of Commercial Zoning in a quiet residential block reduces the value of homes and discourages future families from moving here.

Ms. Wright continued by stating the City's Master Plan lays out clear goals to support aging in place and protect the quality of life for seniors, preserving neighborhood character and ensuring new development is compatible with existing uses. In addition, the Master Plan explains the City's need to encourage new housing in locations where it aligns with infrastructure and community needs. She felt this proposal conflicts with all of those items. Creating more housing or commercial activity by disrupting a longstanding residential neighborhood does not align with the Master Plan and its growth at the expense of those who have already built their lives here.

Ms. Wright stated the neighborhood has lived through this type of change in the past, when farmland nearby was rezoned for Commerce and the neighborhood saw fast food restaurants spring up. The shift brought noise, traffic, and light pollution right to the residents' doorsteps. To move forward with the rezoning will take it right from their doorstep into their living rooms. The previous change created undue stress for the residents, and it forever changed the neighborhood character. To allow further commercial encroachment, simply for the sake of investors, is unconscionable.

Ms. Wright stated that as a realtor, she understands the urgent need for more housing in Keene and across the nation. She stated she supports thoughtful development, but it must not come at the cost of existing homeowners, many of whom are elderly and have earned the right to quiet enjoyment in their golden years. We can build new housing in ways that respect the Master Plan, protect our seniors and preserve neighborhood integrity.

Ms. Wright stated they are they are the neighborhood of Keene; the residents, the voice, the community, the very fabric of Keene the Master Plan represents and purports to protect. Neighborhoods are not simply clusters of houses. They are as alive as the people who dwell in them. They are created and sustained by individuals who believe in the ultimate American dream, the right to home ownership. That dream, though increasingly elusive across the nation, remains the heartbeat of Keene. Here, families have worked for decades to secure a modest piece of earth to build a home to raise children, to share meals at a kitchen table, to tend gardens that nourish more than just the body.

She stated that as leaders, this Committee has the rare opportunity to set a precedent to declare that Keene neighborhoods are not expendable. They are essential. Their health, stability and continuity are critical to the well-being of our City. By preserving what we have and building upon it thoughtfully, you affirm that growth does not mean erasure, and progress does not mean displacement. The voices of Pearl Street and neighborhoods like it carry generations of stories. These are stories of resilience, of floods endured, of laughter rising from porches, of children running through twilight, or elders aging with dignity in the homes they built. This is not simply nostalgia. It is the foundation of civic health. Strong neighborhoods create strong cities. When we protect them, we protect our people, our history and our shared future, and thoughtfully develop as a community.

In closing, Ms. Wright stated Pearl Street is more than an address. It is a legacy. It is proof that neighborhoods are not only where we live, but who we become. They are where the laughter of children once echoed. Where families sat down to dinner at 5:00. Where neighbors looked after one another without hesitation. They are the foundation upon which Keene has built its character and its strength. She asked that the Committee see beyond maps and zoning lines. See the lives lived here. The generations who have poured their work, their love and hope into these homes and into the City. See the future that can still thrive if we honor the past. We, the residents, are not against growth. We are for community; we are for a city that remembers its people. We are for the right to age in peace in the homes we built and no pass forward. The stories and legacies of this place. The Master Plan is not just policy. It is promise. A promise to preserve, protect and nurture the very fabric of Keene its neighborhoods, its people, its soul. Let us keep that promise.

Ms. Lori Whippie of 352 Pearl Street addressed the Committee next. Ms. Whippie stated she lives right across from where a major part of this proposed change is going to be happening. She stated she, too, shares strong opposition to this change. Ms. Whippie apologized for not being prepared and added she too did not receive a letter until last minute and expressed her disappointed in the lack of efforts by the City to notify the community about this meeting.

Ms. Whippie stated she shares the same frustrations as her neighbors. The roundabout is not wide enough and is incredibly dangerous for residents to exit their street. She also added she has concerns with where the crosswalks are placed because it is almost impossible to see pedestrians. She stated the other troubling issue is the residents don't know what is going to be constructed on their street.

Ms. Whippie stated she, too, has been affected by noise and light pollution as well as the staging area for construction and stated it is disappointing the lack of attention that has been given to homeowners on this street.

Ms. Whippie stated this is her first home. Her husband is in the military and, when he retires in four years and comes back home, she does not want him to come back to a place of noise and unrest. She noted that he has earned his place of peace and is someone who has given almost 20 years to the military. She added, when they purchased their house, they never realized the amount of noise and trouble that comes from the McDonald's parking lot. She indicated it is loud even at 2 to 3 am. She stated there is constantly garbage in her yard and it is difficult to keep up with that. Ms. Whippie pointed out that they live very close to the river and have experienced flooding in the basement, causing a lot of property damage. She felt a commercial property would devalue her home and cause more issues than what she is experiencing.

Mr. James Wright stated he has lived in his residence for 60 years. Mr. Wright stated he has lived through two flooding events, but this is his home and wants to continue to live here. He referred to two properties the City has ignored for many years on Pearl Street for over 30 years. He talked about the difficulty in living so close to a roundabout. Mr. Wright stated he has heard the applicant is intending to construct a restaurant on Pearl Street. He talked about the effort he has put into trying to get a speed sign on this street but has not been successful.

Councilor Jones stated to the public they would have another opportunity to address the full council in about a month. He further stated this Committee cannot be project specific but can dictate the types of uses that can be located.

Ms. Peloquin addressed the Committee again and stated she understands the process. Ms. Peloquin stated she does not want to be in another situation with the kind of use that already exists on Pearl Street where large trucks travel by her house and talked about the issue she is already having with large vehicle causing her house to shake and windows that have cracked due to these vehicles driving by her house. She stated they have no recourse for this, but if they had known what was going to happen, they could have raised objection. Ms. Peloquin pointed out that she has also learned that a commercial use in a neighborhood could decrease property value.

Councilor Bosley stated the responsibility of this Committee is to deliberate what they feel is the best use of this property and all the uses that can be located on this property. The Councilor stated someone could approach the City and say, for example, they were going to construct a beautiful greenhouse, and they could sell that concept to the neighbors. On that information, the City could change the underlying zoning. However, because the zoning is now changed a car dealership can be located in that zone, and at that point, there will be no recourse to stop any of the permitted uses in that zoning district. She stated, hence, it is better the Committee doesn't know so that they could evaluate the most potentially harmful use that could be located if the zoning was changed

With no further comment, the Chair closed the public hearing.

Councilor Remy stated, in looking through the list of potential uses, while the Master Plan is very broad, it talks about some important uses, which have been highlighted. This particular zone, as Staff have called out in their report, is a "call out zone" and is in the Winchester/Marlboro Street Strategic Planning Area. He referred to the following language: *the intent was there are opportunities for a mix of higher density housing and provision of retail and community services that transition to the Key Road commercial area along with Winchester Street towards Keene State College and the Blake Street neighborhood in the direction of Main Street.* The report goes on to address Marlborough Street on the other side. He felt that from a Master Plan perspective, the uses meet that definition. Whether it aligns with the neighborhood on Pearl Street is something that would need to be discussed.

Councilor Bosley stated, on the surface of this, she would tend to disagree with Councilor Remy. She stated during the meeting she has been driving up and down Pearl Street on Google Maps because she wanted to get a feel for what the neighborhood is like. She stated she agrees there is potential for some commercial zoning but did not feel it needs to go this far down Pearl Street. She stated there is a really nice residential neighborhood here that needs to be protected; she stated with the recent changes to the commercial district, we could see a six-story building with housing on the upper floors and commercial on the lower floor and did not feel this would be in keeping with this neighborhood. She continued by stating the myriads of other uses that would be allowed in Commerce may not align. The Councilor stated she would be amenable to looking at the front four lots that are directly adjacent to the roundabout, which could serve a commercial purpose, but the three lots at the rear belong to the neighborhood.

Councilor Jones felt the City has already set a precedent with change of zoning on Pearl Street 10 years ago, in which it would have changed from a lower impact to a higher impact. At that time, it was determined that the other end of Pearl Street, where it meets West Street, is a failed intersection, and that the City should not be moving to a higher impact. The Councilor noted nothing has changed at that intersection, it is still a failed intersection and added moving to a higher impact is not the right thing to do at this time.

He went on to say, as Ms. Whippie had stated, there is the potential for flooding and now we are going to be taking an area and almost doubling the impervious surface from 45% to 80% and stated he disagreed with this as well. Councilor Jones stated this is not the right idea for this neighborhood. The Committee can't look at projects, but can look at commercial uses, and some of those uses as outlined on the list provided to the Committee don't fit in this neighborhood.

Councilor Madison stated he agrees Councilor Jones and stated he, too, was looking at Google Maps and noted this is a residential street; it is not meant for a lot of traffic. Looking at the commercial uses that could potentially go into these lots is concerning because of the traffic that would be introduced by those uses onto Pearl Street. He felt traffic would turn around on to people's driveways or turn around onto the other two streets off of Pearl Street. He did not feel Pearl Street was designed for this type of traffic.

Mayor Kahn asked Staff what the options the petitioner has to scale back his application. He asked whether this was under the Committee's purview. Ms. Brunner, Senior Planner, stated that at the public workshop phase, the Joint Committee could modify the zoning proposal. It is a legislative decision, and the Board has the leeway to make such a change.

The Mayor asked whether it would be a denial of this initial request, but with a message that the petitioner could come back with a revised petition. Ms. Brunner stated if the Committee modified the proposal and if it is impractical for any development to happen, it could be considered a denial or it could be considered a modification.

Councilor Bosley stated she would like to leave a portion of it as a change and noted she couldn't see anyone wanting to live in those lots on that roundabout; specifically, the two lots that directly abut the roundabout. Anything further back would be disrupting the residential neighborhood. She stated her preference would be to consider that, but would be amenable to strike the entire conversation, if that's direction the Committee wants to proceed.

Councilor Remy asked Councilor Bosley if she was proposing to include 363 and 305 Pearl Street. He felt 371 and 291 Pearl Street would be challenging. Councilor Bosley stated to create continuity you would need 363 and 305, which was her original suggestion, but stated her preference would be to divide 363 in the center. Councilor Remy stated his comments around the master plan was regarding the lots being discussed now but would not apply to the lots in the rear.

Councilor Haas stated it is unfortunate that we are locked into the definitions of zones and their permitted occupancies. He felt the City should explore opportunities to accommodate these transitional zones; to accommodate small residential neighborhoods as they move up against a commercial zone.

A motion was made by Councilor Remy that the Joint Committee amend the proposed ordinance to remove 331 Pearl Street, 339 Pearl Street and 347 Pearl Street so that the only remaining properties would be the City's property at 0 Winchester Street, properties at 291 Winchester Street, 305 Winchester Street, 363 Pearl Street and 371 Pearl Street.

The motion was seconded by Councilor Bosley.

Councilor Haas explained, with the amendment, the petitioner could withdraw the petition, or it would move to a public hearing on the amended proposal.

Mr. Hoefer stated he would be in support of the amendment.

Councilor Jones felt that unless the petitioner had requested an amendment, it is not something the Committee should be proposing. Ms. Brunner stated what the Committee is doing right now is creating an A version, which would not require a continuance of the public hearing. The notice of the public hearing would reflect the A version, and the neighborhood would be provided with a change to the ordinance.

The Mayor felt this was a reasonable accommodation for the petitioner and the neighborhood.

The amended motion made by Councilor Remy carried on a 10-2 vote, with Councilors Jones and Madison voting in opposition.

A motion was made by Councilor Jones that the PLD Committee request the Mayor set a public hearing on Ordinance O-2025-28-A. The motion was second by Councilor Williams and carried on a unanimous vote.

A motion was made by Councilor Remy that the Planning Board find Ordinance O-2025-28-A consistent with the 2010 Master Plan. The motion was seconded by Armando Rangel and carried on a unanimous vote.

b) Ordinance O-2025-29 Relating to Cross Site Access Exception from the Parking Lot Pavement Setback. Petitioner, City of Keene Community Development Department, proposes to amend Sec. 9.4.2.A of the LDC to create an exception to the parking lot pavement setback requirement to allow for cross-site access drive aisles across property lines.

Mr. Clements addressed the Committee and stated this ordinance proposes to amend Section 942 Dimensions and Siting, Subsection A - Setbacks to create an exception to the parking lot pavement set-back requirement to allow for cross-site access drive aisles across property lines. The intent of this change is to promote vehicular traffic movements between commercial properties without the need for vehicles to travel from one property to the next on the public right of way.

Evan Clements, Planner, stated this change will reduce the number of short hops from one plaza to the next as patrons travel to nearby stores. This change will also create flexibility for businesses that operate across multiple parcels and are looking to create internal connections to each side of the operation. The proposal includes some requirements for cross access connections, including size, location, access agreements and planning review.

Mr. Clements stated the article in the Committee's packet outlines onsite-parking requirements based on zoning and driveway design standards.

Section 4 of the article outlines the requirements of parking lots within the city, excluding single and two family uses.

Table 9-2 is the travel and parking surface setback requirements. This is based on parking lot size and impervious surface setback from the edge of the property to where the pavement ends. The

idea is that this requires some kind of permeable green space around the perimeter of parking lots to promote green infrastructure and smart stormwater solutions.

In the Downtown Districts, with the form-based codes, there are a different set of rules related to parking lots.

This proposal is more for the traditional landform.

Cross site access, Mr. Clements stated, is a form of access management, which is one of the aspects of land use management and one of the Planning Board site development standards in Article 21 of the Land Development Code. Access management involves the planning and coordination of the location, number, spacing and design of access points from the public right-of-way onto adjacent property. This allows for efficient control of vehicle movements by reducing conflicts and maximizing the traffic capacity of roadways. Well-planned access management systems facilitate safe access to land along roadways, while promoting and supporting an efficient street system and unified access and internal site circulation for development.

A cross site access is the continuation of a parking lot drive aisle across a property line that allows vehicles to travel from one property to another without having to re-enter the street system. These connections can have a one-way or two-way traffic flow, with examples of these connections currently existing throughout the City. They are especially prevalent along existing major commercial corridors, such as West Street. Mr. Clements provided an example of this from a rendering of the West Street Plaza.

The core function of this proposal is to provide an allowance for these design elements to happen naturally as part of a site plan design review and development process. Currently, if a property owner wanted to create an access point, there is no allowance in our zoning code outside of the downtown. An applicant would need to get a variance. He noted Planning Staff have had, within the last year, at least two proposed developments for this type of change. He noted this conflict existed in the previous zoning code as well.

Mr. Clements felt this proposal is almost a cleanup, meaning it is a common-sense approach to how things should be done. This concluded Mr. Clements' presentation.

Councilor Haas stated if there are two separate properties but the same owner, the solution was simple. If there are different owners, they would need to have an agreement. He asked what happens if one of those properties is sold and one of those owners doesn't want to continue with this. He asked whether deed restriction would be required. Mr. Clements stated there is a provision for cross access agreements when they are necessary. He added the property owner would either need to negotiate with the new property owner to continue that cross access or abandon it.

Mr. Clements stated the general intent is for safety. The first recommendation is 22 feet wide for two-way, and 11 feet for one-way, which is just about in line with current regulations are for drive aisles in parking lots. Connections shall be far enough from the front property line to promote vehicular and pedestrian safety.

He added Staff did not want to establish a distance that would be uniform so that parcels of different sizes could be accommodated and a property owner is not being forced to apply for a variance to meet the distance required by the City.

Ms. Brunner referred to page 31, item F, which says planning review shall be required per Section 26.12.3, which includes administrative planning. It does not mean a full site plan review.

There was no public comment, as there was no public present.

A motion was made by Councilor Remy that the Planning Board finds Ordinance O-2025-29 consistent with the 2010 Master Plan. The motion was seconded by Mayor Kahn and was unanimously approved.

A motion was made by Councilor Jones that the PLD Committee request the Mayor set a public hearing on Ordinance O-2025-29. The motion was seconded by Councilor Madison and was unanimously approved.

IV) New Business

None

V) Next Meeting – October 14, 2025

There being no further business, Chair Farrington adjourned the meeting at 9:22 PM.

Respectfully submitted by,
Krishni Pahl, Minute Taker

Reviewed and edited by,
Megan Fortson, Planner
Emily Duseau, Planning Technician



MEMORANDUM

TO: Joint Planning Board & PLD Committee (PB-PLD)

FROM: Megan Fortson, Planner

THROUGH: Mari Brunner, Senior Planner

DATE: October 8, 2025

SUBJECT: Ordinance O-2025-28-A – Relating to Map Amendment in the vicinity of Winchester St & Pearl St

Recommendations:

Planning Board:

"To find that Ordinance O-2025-28-A is consistent with the 2025 Comprehensive Master Plan."

Planning, Licenses, & Development Committee:

"To recommend that the Mayor set a public hearing date."

Background:

This ordinance originally proposed to rezone ~2.65 acres of land between Pearl St. and Winchester St. from Low Density (LD) to Commerce (Com). The 8 properties proposed to be rezoned included 3 properties on Winchester St. and 5 properties on Pearl St. Following public comment and deliberation, the Joint Committee created an "A" version of the ordinance, O-2025-28-A, which removed three of the Pearl Street parcels from the proposed amendment, as shown in Figure 1. The area of land affected by the proposed zoning change in the A version is ~1.6-ac.

At the request of the petitioner, City Council referred this ordinance back to PB-PLD for further discussion. The petitioner then submitted a proposal to "split zone" three parcels on Pearl St. that had been removed in the "A" version, and this revised proposal was included in the notice for the Oct. 14th public workshop. However, after the notice for the workshop went out, the petitioner was made aware of a recent change to city code that established new rules for split-zoned parcels. The new section states:

"Where an existing lot of record falls into more than one zoning district, the provisions of each district shall be applied separately to each portion of the lot, with the following exception:

- a. ***For lots or portions thereof which are not large enough to be subdivided, the property owner may choose to apply the provisions of the district which comprises the largest share of the lot to the portion(s) of the lot that cannot be subdivided. ..."*** (emphasis added)

Given these new rules, the petitioner indicated to staff that they intend to withdraw their request to amend the ordinance, and instead they would like to move forward with the “A” version of the ordinance that came out of the September 8th public workshop.

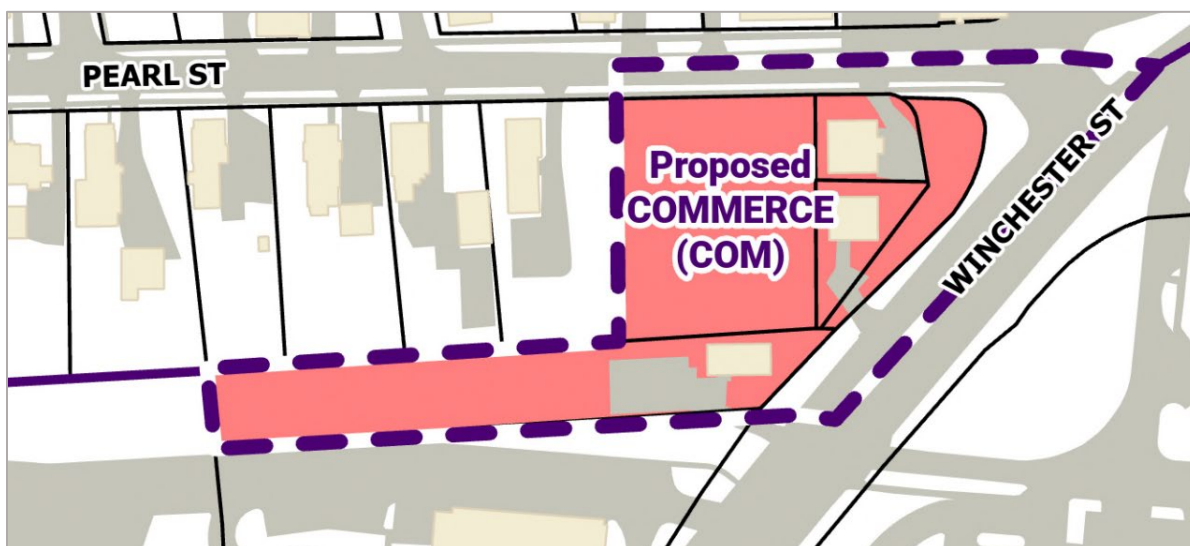


Figure 1. Area proposed to be rezoned from Low Density to Commerce in the “A” version of the ordinance, O-2025-28-A.

Master Plan Consistency:

The 2025 Comprehensive Master Plan was endorsed by City Council on September 18th with the adoption of Resolution R-2025-32 and was subsequently adopted by the Planning Board at their meeting on September 29th. Included below is a summary of the updated ordinance’s compliance with the new Master Plan.

Future Land Use Map:

The area proposed to be re-zoned is in a transition area between a well-established, downtown-adjacent neighborhood area (often referred to informally as the “Italian Neighborhood”), and an area designated as “Corridor-oriented Commerce” on the Future Land Use Map. This area is also near the Ashuelot River, which provides an important north-south wildlife corridor through Keene.

The Downtown Character area includes historic downtown neighborhoods that provide “missing middle” housing types (e.g., duplex, triplex, townhome, and other house-scale housing types) and is described as highly walkable and multimodal. The Corridor-Oriented Commerce character area serves as a “mixed-use regional magnet” attracting a combination of residential and commercial uses and tends to be clustered along major thoroughfares, including Winchester St. Properties in this area are intended to serve as a hub for chain development, workforce, and consumer uses. Multimodal transportation, including walking, biking, public transit, and vehicular access are identified as the primary means of transportation in these areas.

The “A” version of this ordinance would add commercially zoned land along Winchester St., which is consistent with the Future Land Use Map, and would add a limited amount of commercially zoned land along the south side of Pearl St. in a residential neighborhood area (Figure 1).

Master Plan Goals:

The 2025 Comprehensive Master Plan goals are organized around six strategic pillars: Livable Housing, Thriving Economy, Connected Mobility, Vibrant Neighborhoods, Adaptable Workforce, and Flourishing Environment.

Goals relevant to this map amendment include “Boost Infill Development and Redevelopment (Goal 1 under the Livable Housing pillar), “Attract and Grow Keene’s Businesses of all Scales” (Goal 3 under the Thriving Economy pillar), and various goals under the Vibrant Neighborhood Pillar, which aims to *“Support vibrant community neighborhoods that reflect their unique identity.”*

The proposal would change the zone designation for five parcels along Winchester St. and Pearl St. from Low Density (LD) to Commerce (Com). LD allows for a limited number of uses by right, including single-family homes, community gardens, and conservation areas. This district also allows for cottage court developments, which allows “missing middle” style housing to be built with Planning Board approval. In contrast, the Commerce District allows for a large variety of uses by right, including multi-family housing with commercial space on the first floor, retail and/or office uses, light industrial, and congregate living uses.

The parcels along Pearl St and Winchester St were historically part of the Italian Neighborhood in Keene. Homes in this area range in density from single- and two-family homes interspersed with multi-family buildings that fit in with the fabric of the existing buildings. However, along Winchester St., many of these properties have been transitioned to more automobile-oriented uses with a regional draw, such as fast-food restaurants, a commuter parking lot for Keene State College, a gas station, retail, and an urgent care center.

The project narrative states that the location of these five parcels does not serve the Low Density District well due to the proximity of the parcels to heavy traffic on Winchester St. as well as adjacent fast-food restaurants. The narrative also states that changing the zoning designation of the Winchester & Pearl St lots would make the properties more marketable to potential developers and investors. If rezoned to Commerce, these parcels could be redeveloped to allow for a mix of commercial and multi-family uses to provide a transition between existing commercial uses on Winchester St and residential properties along Pearl St.

In reviewing this request, the Committee will need to balance concerns about impacting the character of the existing historic Pearl St. neighborhood with the community’s goals of attracting new businesses and promoting redevelopment of underutilized properties.



APPLICATION TO AMEND THE ZONING MAP

Applicant: ADAM WRIGHT Date: 7/24/25
Address: 4 FORBES LANE, ANDOVER, MA 01810
Telephone: (617) 785-0478 Email: adamw1919@gmail.com
Property Owner (If different): ADAM WRIGHT
Location of proposed boundary line adjustment: PEARL ST. & WINCHESTER ST.
Present Zoning District: LD Proposed Zoning District: COM
Parcel ID #'s of Property to be Rezoned: 592-019, 592-020, 592-021, 593-003, 593-004, 593-005,
593-006, AND 593-007
of Abutters on Abutter List: 30 (includes Owners & Agent)


Applicant's Signature

SUBMITTAL REQUIREMENTS WHICH MUST BE COMPLETE AT TIME OF SUBMISSION TO THE CITY CLERK:

- A properly drafted Ordinance containing the full description of the proposed new boundary line for the Zoning Map Amendment.
- A typed or neatly printed narrative explaining the purpose of, effect of, and justification for the proposed change(s).
- \$100.00 application fee.
- As provided for in RSA 675:7 I (a), because the proposed amendment changes the boundary line of a zoning district, the Applicant shall submit a notarized list of **affected property owners*** within each of the zoning districts impacted by the proposed boundary line adjustment. This list shall be sequentially numbered and shall include the parcel ID number and address of each property owner and must be current with the Assessing Department's records within ten days of submittal. The list shall also include the name of any agent who should receive notice. Two sets of mailing labels shall be provided. If the proposed boundary line adjustment would affect 100 or fewer properties, the applicant shall be responsible for the cost of the required notice sent by mail to each affected property owner.
- Three maps showing the boundary of the area or areas to be changed, one at 8 1/2" x 11" and two at City tax map scale (24" x 36").

***Affected property owner** means the owner of any property (or property agent) directly abutting either side of the proposed boundary line adjustment, and the subject property or properties. (Direct abutters would include properties across water bodies or roads).



APPLICATION TO AMEND THE ZONING MAP

Date Received by City Clerk: _____ Ordinance Number: _____

On City Council agenda: _____ Workshop to be held: _____

Public Hearing to be held: _____

APPLICABLE FEES:

Application Fee @ \$100.00 \$ 100.00

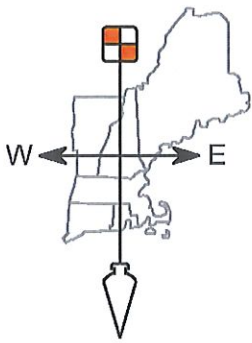
Publication of Notice in The Keene Sentinel @ \$90.00 \$ 90.00

Postage Fees for property owners/agents
and abutters at current USPS 1st Class Mailing rate 30 x 0.69 \$ 20.70

Total Fees submitted to City Clerk \$ 210.70

The petitioner is also responsible for the publication costs for the public workshop before the joint Planning Board and Planning, Licenses and Development Committee. Additional fees will be collected by the Community Development Department for the mailing costs associated with the public workshop as well as the publication of the public workshop notice.

WORKSHOP FEE TO COMMUNITY DEVELOPMENT
\$20.70 MAILING FEE + \$62.00 LEGAL ADVERTISEMENT = \$82.70



FIELDSTONE

LAND CONSULTANTS, PLLC

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206 Elm Street, Milford, NH 03055 - Phone: 603-672-5456 - Fax: 603-413-5456
www.FieldstoneLandConsultants.com

APPLICATION TO AMEND THE ZONING MAP (REV A)

Tax Map 592, Lots 019, 020, 021,
Tax Map 593, Lots 003, 004, 005, 006, 007
Pearl Street & Winchester Street – Keene, NH

September 29, 2025

Prepared For:
Adam Wright

Narrative:

This Ordinance proposes to amend the Zoning Map designation for Tax Map Parcels 592-019, 592-020, 592-021, 593-003, 593-004, 593-005, 593-006, and 593-007 from Low Density (LD) to Commerce (COM). These properties are located along intersection of Pearl Street and Winchester Street on the western side of the roundabout.

The properties together are situated along the corner of Pearl Street and Winchester Street, where there is a mix of residential and commercial uses. The petitioner of this application, Adam Wright, has the intent to own these lots and develop the land as a commercial use. The residential homes on these lots have been vacant for many years and have fallen into disrepair. The location of these properties does not serve the residential Low Density (LD) zoning well, as the roundabout vehicle traffic and adjacent fast-food restaurants hinder the appeal of residential homes at this intersection. Based on feedback from the Joint Committee, the request has been amended to have three lots remain in Low Density (LD) residential. The lot sizes would be reduced to a minimum lot size to maintain a neighborhood feel along Pearl Street. The lot sizes would be adjusted via Boundary Line Adjustment process and allow for the proper setbacks between the LD and COM districts while providing some useable COM district space for development. This would eliminate any parcels from being in a split zoning and the parcel lot lines would match the new zoning district lines.

The location of the properties on Winchester Street are best suited to be zoned Commerce (COM). The permitted uses in the Commerce (COM) zoning district would allow for a broader range of uses. These uses include many types of commercial business types, along with multi-family housing allowed. The many uses permitted would make the properties much more marketable to potential investors and developers. The lots could be developed to include a mix of commercial, multi-family residential, and single family residential uses that could provide a transition between the existing commercial and residential uses from Winchester Street to Pearl Street. The frontage of the properties along Winchester Street would provide ideal visibility and access for a commercial business. This section of Winchester Street has two lanes for traffic on each side of the divided roadway, south of the roundabout. This allows for heavier traffic along Winchester Street and typical of the Commerce (COM)

Adam Wright

Pearl St. & Winchester St. Intersection – Keene, NH

Application to Amend the Zoning Map REV A

Page 2

of 2

zone, whereas the double lanes are not typical of the residential zones, specifically the Low Density (LD) residential zone in the surrounding neighborhoods.

For these reasons, we believe the request for amending the zoning district map in this location is a reasonable request. The proposed zoning would incorporate the feedback from the Joint Committee hearing and provide a combination of LD and COM zoning. Below is a draft of the ordinance to amend the zoning map.

Draft Ordinance:

That Article 2.4 ZONING MAP, of the City of Keene, NH Land Development Code (LDC), as amended, be and hereby further amended by changing the zoning designation on the "1977 Amended Zoning Map of the City of Keene", as adopted by the Keene City Council on September 1, 2021, as part of Article 2 entitled, "ESTABLISHMENT OF ZONING REGULATIONS & DISTRICTS", of the said LAND DEVELOPMENT CODE (LDC), from Low Density (LD) to Commerce (COM), on the following parcels so that three parcels will remain in Low Density (LD) along Pearl Street and parcels with frontage on Winchester Street will be designated Commerce (COM).:

592-019-000-000-000	0 Winchester Street
592-020-000-000-000	291 Winchester Street
592-021-000-000-000	371 Pearl Street
593-003-000-000-000	305 Winchester Street
593-004-000-000-000	363 Pearl Street
593-005-000-000-000	347 Pearl Street
593-006-000-000-000	339 Pearl Street
593-007-000-000-000	331 Pearl Street

This information was prepared by:

FIELDSTONE LAND CONSULTANTS, PLLC



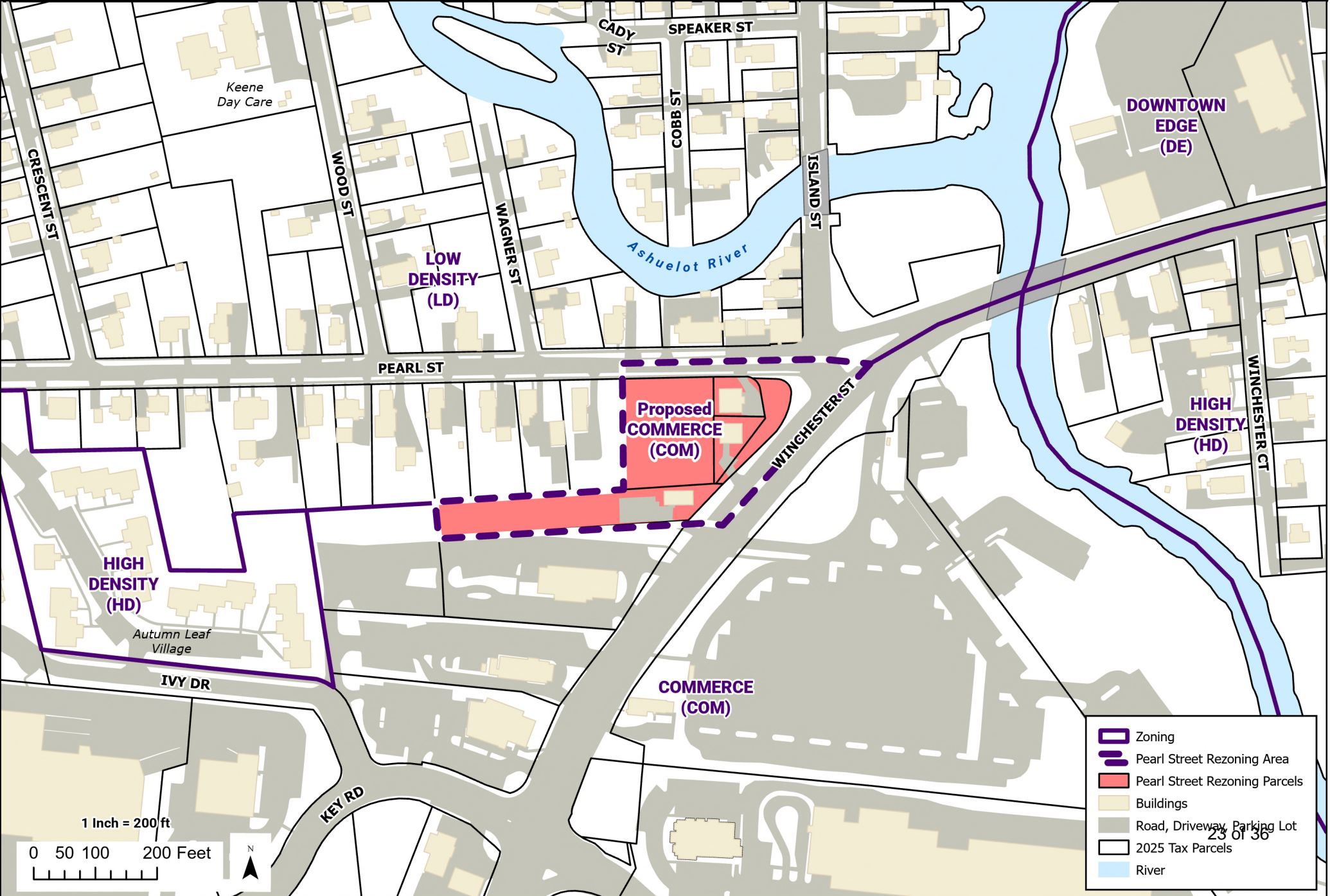
Chad E. Branon, P.E.

Civil Engineer / Principal

Proposed Zoning Map Amendment Pearl Street, Keene, NH Tax Map 593 Lots 3-4 & Tax Map 592 Lots 19-21

Prepared by KGIS
 9/15/25
 City of Keene Parcels:
 CAI Inc
 Basemapping:
 KGIS2025

DISCLAIMER:
 The City of Keene makes no
 warranty or representation as
 to the accuracy, timeliness or
 completeness of any of the data.
 The City of Keene shall
 have no liability for the data
 or lack thereof, or any decision
 made or action taken or not taken
 in reliance upon any of the data.



Staff Report – Ordinance O-2025-34

The Ordinance:

Petitioner, the City of Keene, on behalf of owner Cheshire Medical Center, proposes to amend the official Zoning Map of the City of Keene by changing the zoning of an ~1.24-ac section of the 50-ac parcel at 62 Maple Ave (TMP #227-006-000) from the Industrial Park District to the Medium Density District.

In rezoning decisions, the Petitioner's intended use of the property should not be considered. Rather, the permitted uses allowed in the proposed district should be evaluated for their suitability on the site. Additionally, the Board should consider and review:

- Surrounding land use and zoning patterns;
- The consistency of the proposed rezoning request with the Master Plan;
- Existing and proposed zoning requirements; and,
- Possible resulting impacts.

Background / Surrounding Land Use and Zoning Patterns

The subject parcel is located on the north side of Maple Ave, about 800' southwest of the Maple Ave/Route 12 intersection and ~200' northeast of the Maple Ave/ Park Ave intersection. The property is the site of the Cheshire Medical Center residency program, which occupies a portion of the existing ~142,790-sf building. Adjacent uses include single-family homes and a church to the east, apartments and single-family homes to the south, apartments and a funeral home to the west, and undeveloped land to the north.

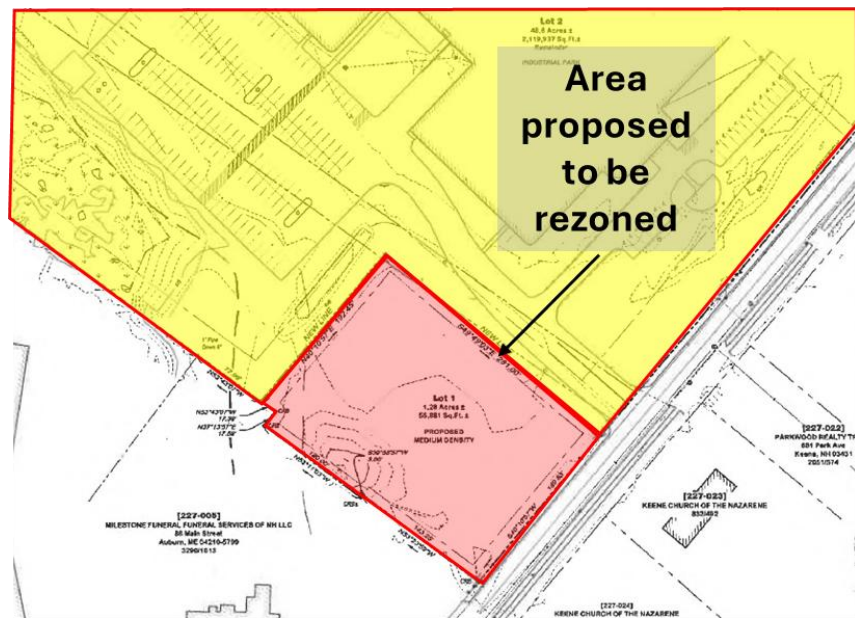


Figure 1. An image taken from the submitted plan showing the extent of the area proposed to be re-zoned.

The proposed Ordinance would expand the footprint of the Medium Density (MD) District further to the east along Maple Ave by re-zoning the southernmost portion of the existing 50-ac parcel as shown in Figure 1. This new area of Medium Density would be surrounded by the Industrial Park (IP) District to the north and east, Low & High Density to the south, Commerce to the southwest, and Medium Density to the west. Figure 2 shows the location of the subject parcel and Figure 3 shows the location of this parcel in relation to the adjacent zoning districts.



Figure 2. Aerial imagery from 2020 showing the location of the parcel at 62 Maple Ave.

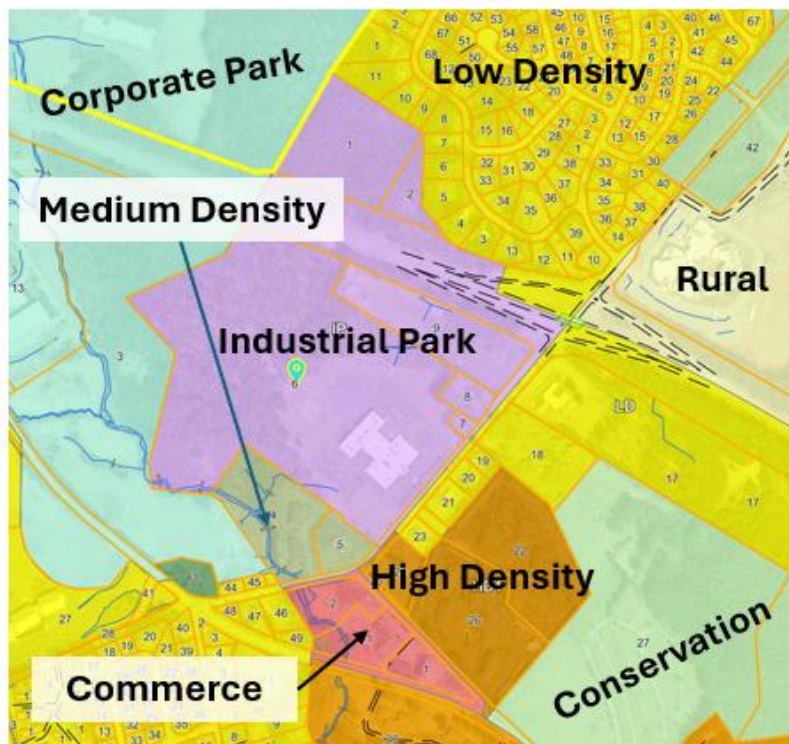


Figure 3. The zoning of the parcel at 62 Maple Ave and surrounding parcels.

Master Plan Consistency

The 2025 Comprehensive Master Plan was endorsed by City Council on September 18th with the adoption of Resolution R-2025-32 and was subsequently adopted by the Planning Board at their meeting on September 29th. Included below is a summary of the proposed ordinance's consistency with the new Master Plan.

The area proposed to be re-zoned sits in a location surrounded by a mix of both single- and multi-family residential uses as well as commercial uses, such as churches and schools. There are no industrial uses in this area; however, the 62 Maple Ave. site was historically the site of an industrial use. It is also important to note that Maple Avenue is on the City's list of "Institutional Streets" where institutional uses, such as hospitals and churches, are allowed irrespective of the underlying zoning district.

Future Land Use Map:

The Future Land Use Map identifies this area as being a desired location for a future Neighborhood Business Node. These "nodes" are characterized as a transitional form of development with small centers in neighborhood areas with higher densities that harmonize with adjacent residential structures. Multimodal transportation options should be offered in these areas, which are abundant with neighborhood-serving commercial uses, such as hair salons, laundromats, and dry cleaners that serve residents living in "missing middle" housing types. The project narrative states that the ~1.24-ac of land proposed to be rezoned would be transferred to the City of Keene from Cheshire Medical Center as part of their annual "PILOT" (Payment in Lieu of Taxes) agreement. The Committee will need to decide whether the proposed zoning map amendment to allow for residential uses on this traditionally industrial/commercial site makes sense in the context of the surrounding neighborhood.

Additionally, the Committee may want to consider expanding the area of the proposed re-zoning to include the other five properties located in this portion of the Industrial Park District given the fact that no industrial uses currently exist in this area and this area of the Future Land Use Map does not include industrial uses. The uses of these parcels include two single-family homes at 84 & 90 Maple Ave, Trinity Lutheran School & Church at 100 Maple Ave, and two undeveloped lots located across Route 12 (TMP#s 513-001 & 513-002) that are immediately adjacent to a Low-Density neighborhood. Expanding the proposed area of re-zoning to include these five additional parcels would not only expand the potential for increased residential development in this area, but would also bring the residential uses on two of these parcels into compliance with the underlying zoning district. If the Committee is amenable to this recommendation, staff recommend changing the zone designation of the four parcels on Maple Avenue to Medium Density and the zone designation of the two parcels off Route 12 to Low Density.

Master Plan Goals:

The 2025 Comprehensive Master Plan is organized around six strategic pillars: Livable Housing, Thriving Economy, Connected Mobility, Vibrant Neighborhoods, Adaptable Workforce, and Flourishing Environment. The two pillars most relevant to this proposed zoning change include Livable Housing and Vibrant Neighborhoods. The Livable Housing pillar aims to "*expand enticing housing options for all*" with a series of goals related to boosting infill development and redevelopment, removing barriers to housing development, and increasing the diversity of options and sustainability of the housing stock for all current and future residents. Additionally, the

Vibrant Neighborhoods pillar aims to “*support vibrant community neighborhoods that reflect their unique identity.*” Goals of this pillar include supporting a built environment that encourages social connections and intersections, fostering collaboration and community relationship building, and fostering a high quality of life for all residents.

The proposed conversion of ~1.24-ac of the 50-ac parcel at 62 Maple Ave from Industrial Park to Medium Density could serve as an opportunity to allow for the creation of additional “*missing middle*” housing units in this area. However, this would create a split-zoned parcel and would leave six parcels in this area zoned in whole or in part as Industrial Park. In deliberating the merits of this proposed zoning change, the Committee may wish to discuss whether the proposed area of rezoning should be expanded to include the additional five parcels in this section of the Industrial Park District.

Characteristics of Existing and Proposed Zoning Districts

Intent of the Zoning Districts:

The proposal is to convert a ~1.24-ac portion of the existing ~50-ac parcel at 62 Maple Ave from the Industrial Park District to the Medium Density District. A description of each of these districts from the Zoning Ordinance is included below.

- **Current Zoning – Industrial Park:** The Industrial Park (IP) District is intended to provide for relatively low-intensity manufacturing and research and development firms that are employee intensive, clean in nature, and promote an attractive industrial park environment. Service operations and sales activities are excluded from this district, except for minor sales that may be accessory to the primary use. All uses in this district shall have city water and sewer service.
- **Proposed Zoning – Medium Density:** The Medium Density (MD) District is intended to provide for medium intensity residential development and associated uses. All uses in this district shall have City water and sewer service.

Based on the intent statements, the proposed zoning for the ~1.24-ac portion of the parcel could be appropriate in that City water and sewer service is available via Maple Ave and both districts allow for lower-intensity uses including residential and light industrial.

District Uses: The permitted uses of the Industrial Park (IP) District (existing) and Medium Density (MD) District (proposed) differ significantly. The Industrial Park District allows for research and development facilities; day care centers; data centers; light industrial businesses; and conservation areas by right. Additional uses including offices, solar energy systems of varying scales, and telecommunications facilities are either permitted with limitations in this district or can be approved through a Conditional Use Permit (CUP) process.

Alternatively, the Medium Density District allows for residential buildings containing up to 6 units by right as well as community gardens and conservation areas. Additional commercial uses including neighborhood grocery stores, offices, restaurants, light retail establishments, group homes, and day care centers are permitted through the submittal of a CUP application. Domestic violence shelters and telecommunications facilities are permitted in this district with limitations. Table 1 shows the permitted principal uses in the Industrial Park District and Table 2 shows the permitted principal uses in the Medium Density District.

6.3.5 Permitted Uses

COMMERCIAL USES		SECTION
Office	SE	8.3.2.W
Research and Development	P	8.3.2.AB
INSTITUTIONAL USES		SECTION
Day Care Center	P	8.3.3.C
INDUSTRIAL USES		SECTION
Data Center	P	8.3.5.C
Industrial, Light	P	8.3.5.E
OPEN SPACE USES		SECTION
Conservation Area	P	8.3.6.C
INFRASTRUCTURE USES		SECTION
Solar Energy System (Small-Scale)	P ¹	8.3.7.A
Solar Energy System (Medium-Scale)	CUP	8.3.7.B
Solar Energy System (Large-Scale)	CUP	8.3.7.C
Telecommunications Facilities	P ¹	8.3.7.E

P = Permitted
P¹ = Permitted with limitations per Article 8.
SE = Permitted by Special Exception
CUP = Permitted by Conditional Use Permit

Table 1. Permitted uses list for the Industrial Park District.

3.5.5 Permitted Uses

RESIDENTIAL USES		SECTION
Dwelling, Above Ground Floor	P	8.3.1.A
Dwelling, Multifamily	P ¹	8.3.1.C
Dwelling, Single-Family	P	8.3.1.D
Dwelling, Two-Family / Duplex	P	8.3.1.E
COMMERCIAL USES		SECTION
Neighborhood Grocery Store	CUP	8.3.2.V
Office	CUP	8.3.2.W
Restaurant	CUP	8.3.2.AC
Retail Establishment, Light	CUP	8.3.2.AE
INSTITUTIONAL USES		SECTION
Day Care Center	CUP	8.3.3.C
CONGREGATE LIVING / SOCIAL SERVICES USES		SECTION
Domestic Violence Shelter	P ¹	8.3.4.A
Group Home, Small	CUP	8.3.4.F
OPEN SPACE USES		SECTION
Community Garden	P	8.3.6.B
Conservation Area	P	8.3.6.C
INFRASTRUCTURE USES		SECTION
Telecommunications Facilities	P ¹	8.3.7.E

P = Permitted
P¹ = Permitted with limitations per Article 8.
CUP = Permitted by Conditional Use Permit

Table 2. Permitted uses list for the Medium Density District.

Dimensional Requirements:

Table 3 highlights the dimensional requirements for the Industrial Park and Medium Density Districts. The frontage, story above grade, and height requirements for the two districts are similar, but overall, the dimensional requirements reflect the differences in allowed uses in each of these districts. The Industrial Park District requires a 4-ac minimum lot size and a minimum of a 30'-setback from side property lines. Meanwhile, the Medium Density District has a maximum 15' front and rear setback requirement with a minimum lot size of only 8,000-sf and a 60' minimum lot width at building line requirement. This stark difference between the required minimum lot sizes, setbacks, and lot coverage calculations for each district are reflective of their intended uses.

Table 3. Dimensional Regulations for the Industrial Park & Medium Density Districts		
Dimensional Standard	Industrial Park	Medium Density
Minimum Lot Area	4-ac (~174,240-sf)	8,000-sf (~0.18-ac)
Minimum Lot Width at Building	None	60'
Minimum Road Frontage	50'	50'
Minimum Front Setback	50'	15'
Minimum Rear Setback	50'	15'
Minimum Side Setback	30'	10'
Maximum Building Coverage	25%	45%

Maximum Impervious Coverage	70%	60%
Minimum Green / Open Space	30%	40%
Maximum Stories Above Grade	2 (3.5 with a Special Exception)	2
Maximum Building Height	35' (50' with a Special Exception)	35

Implications of the Proposed Change

Density of Development:

The proposed amendment would extend the footprint of the Medium Density District along Maple Ave with the abutting parcels to the east and north remaining part of the Industrial Park District and the parcels to the south in the Low & Medium Density Districts. This re-zoning would reduce the potential number and intensity of allowed uses on this portion of the parcel; however, if the lot were to be subdivided in the future, the parcel could be developed using the Cottage Court Overlay CUP process to allow for the potential construction of multiple residential buildings on the same parcel by right. Due to the fact that this portion of the Industrial Park District is comprised of only six parcels, rezoning all of these parcels to Medium Density would make any future potential uses of these lots align with the Low & High Density uses directly across Maple Ave to the south.

Provision of city water and sewer service:

The parcel has existing City water and sewer service connections along Maple Ave. Both the Industrial Park and Medium Density Districts require connections to the City water and sewer utilities. Any future development on this parcel or any of the other parcels in this portion of the Industrial Park District will need to be evaluated for sufficient capacity of existing water and sewer systems prior to the commencement of a new use on any of these sites.

Recommendation:

If the Committee is inclined to modify the ordinance as recommended by staff, the following motion language is recommended.

Joint Committee of the Planning Board and PLD: *"Move to modify Ordinance 0-2025-34 by changing the zoning designation of the four parcels located at 62, 84, 90, and 100 Maple Avenue from Industrial Park to Medium Density, and to change the zoning designation of the two parcels located at 0 Off Route 12 (tax map 513, lots 1 and 2) from Industrial Park to Low Density."*

Planning Board motion: *"To find proposed Ordinance 0-2025-34-A consistent with the 2025 Comprehensive Master Plan."*

Planning, License and Development Committee motion: *"To recommend that the Mayor set a public hearing date."*



APPLICATION TO AMEND THE ZONING MAP

Applicant: City of Keene Date: 9/29/25

Address: 350 Marlboro Street, Keene, NH 03431

Telephone: (603) 352-6550 Email: dlussier@keenenh.gov

Property Owner (If different): Cheshire Medical Center

Location of proposed boundary line adjustment: Southern most corner of Parcel 227-006

Present Zoning District: IP Proposed Zoning District: MD

Parcel ID #'s of Property to be Rezoned: Approximately 1.24 acres of parcel 227-006

of Abutters on Abutter List: 7

SUBMITTAL REQUIREMENTS WHICH MUST BE COMPLETE AT TIME OF SUBMISSION TO THE CITY CLERK:

- A properly drafted Ordinance containing the full description of the proposed new boundary line for the Zoning Map Amendment.
- A typed or neatly printed narrative explaining the purpose of, effect of, and justification for the proposed change(s).
- \$100.00 application fee.
- As provided for in RSA 675:7 I (a), because the proposed amendment changes the boundary line of a zoning district, the Applicant shall submit a notarized list of **affected property owners*** within each of the zoning districts impacted by the proposed boundary line adjustment. This list shall be sequentially numbered and shall include the parcel ID number and address of each property owner and must be current with the Assessing Department's records within ten days of submittal. The list shall also include the name of any agent who should receive notice. Two sets of mailing labels shall be provided. If the proposed boundary line adjustment would affect 100 or fewer properties, the applicant shall be responsible for the cost of the required notice sent by mail to each affected property owner.
- Three maps showing the boundary of the area or areas to be changed, one at 8 1/2" x 11" and two at City tax map scale (24" x 36").

***Affected property owner** means the owner of any property (or property agent) directly abutting either side of the proposed boundary line adjustment, and the subject property or properties. (Direct abutters would include properties across water bodies or roads).



APPLICATION TO AMEND THE ZONING MAP

Date Received by City Clerk: 9/30/25 Ordinance Number: 0-2025-34

On City Council agenda: 10/2/25 Workshop to be held: _____

Public Hearing to be held: _____

APPLICABLE FEES:

Application Fee @ \$100.00 \$ N/A

Publication of Notice in The Keene Sentinel @ \$90.00 \$ N/A

Postage Fees for property owners/agents
and abutters at current USPS 1st Class Mailing rate \$ N/A

Total Fees submitted to City Clerk \$ N/A

The petitioner is also responsible for the publication costs for the public workshop before the joint Planning Board and Planning, Licenses and Development Committee. Additional fees will be collected by the Community Development Department for the mailing costs associated with the public workshop as well as the publication of the public workshop notice.



CITY OF KEENE NEW HAMPSHIRE

ITEM #1.1.

Meeting Date: October 2, 2025

To: Mayor and Keene City Council

From: Donald Lussier, Public Works Director

Through: Rebecca Landry, Deputy City Manager

Subject: **Petition to Amend the Zoning Map - 1.24 Acre Portion of 62 Maple Avenue - Industrial Park to Medium Density Ordinance O-2025-34**

Recommendation:

Refer to the Joint Planning Board / Planning, Licenses and Development Committee

Attachments:

1. Narrative - O-2025-34
2. Application - O-2025-34
3. Maps - O-2025-34
4. O-2025-34 Relating to a Zoning Map Amendment – Maple Avenue

Background:

The Public Works Director has submitted the attached Application to Amend the Official Zoning Map of Keene to rezone a 1.24 acre segment of 62 Maple Avenue from Industrial Park to Medium Density to create the opportunity to replace the existing West Keene Fire Station located on Hastings Avenue with a new station on Maple Avenue at some future date.



September 29, 2025

TO: The Mayor & City Council
THROUGH: Elizabeth Ferland, City Manager *EL (ACM)*
FROM: Don Lussier, Public Works Director *DL*
RE: Application for Zoning Map Amendment

Recommendation

That the City Council approve an application for a Zoning Map Amendment dated 9/29/25

Background

As part of their annual "Payment in Lieu of Taxes" (PILOT), the Cheshire Medical Center has agreed to subdivide and transfer a portion of their property located at 62 Maple Avenue (Parcel No. 227-006) to the City. Under the terms of this agreement, approximately 1.24 Acres located in the southernmost corner of the parcel (with frontage on Maple Ave) will be transferred. The transfer of this parcel will create an opportunity to replace our existing fire station located on Hastings Avenue with a new station on Maple Ave at some future date. In addition to being ideally situated to serve the emergency response needs of West Keene, relocation of Station 2 would free up the former National Guard Armory for redevelopment.

The subject parcel is currently zoned Industrial Park (IP). Within the IP zoning district, the minimum lot area is 4 acres. Therefore, the proposed subdivision would create a non-confirming parcel. However, the parcel immediately abutting to the southwest is within the Medium Density (MD) zone. The MD zone has a minimum lot area of 8,000 square feet.

The proposed Zoning Map amendment is coincident with the proposed Subdivision parcel boundaries and will allow for the intended future use without a Zoning Variance.



CITY OF KEENE

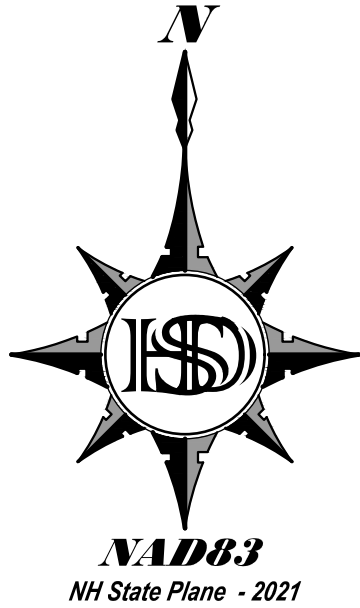
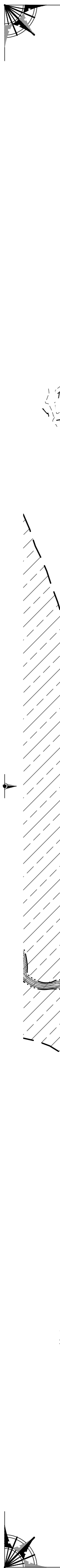
In the Year of Our Lord Two Thousand and Twenty Five

AN ORDINANCE Relating to a Zoning Map Amendment – Maple Avenue

Be it ordained by the City Council of the City of Keene, as follows:

That the Zoning Map of the City of Keene, as amended, is hereby further amended by changing the zoning designation of a portion of Tax Map Parcels 227-006, known as 62 Maple Avenue from Industrial Park (IP) to Medium Density (MD), as shown as “Lot 1, 1.28 Acres \pm , 55,881 Sq.Ft. \pm , Proposed Medium Density” on a map entitled “Two Lot Subdivision Plan, Land of Cheshire Medical Center, Located at Tax Map 227 Lot 06, 62 Maple Avenue, Keene, Cheshire County, New Hampshire, Book 3164, Page 1025” prepared by Huntley Survey & Design, PLLC, dated 8/30/2025.

Jay V. Kahn, Mayor



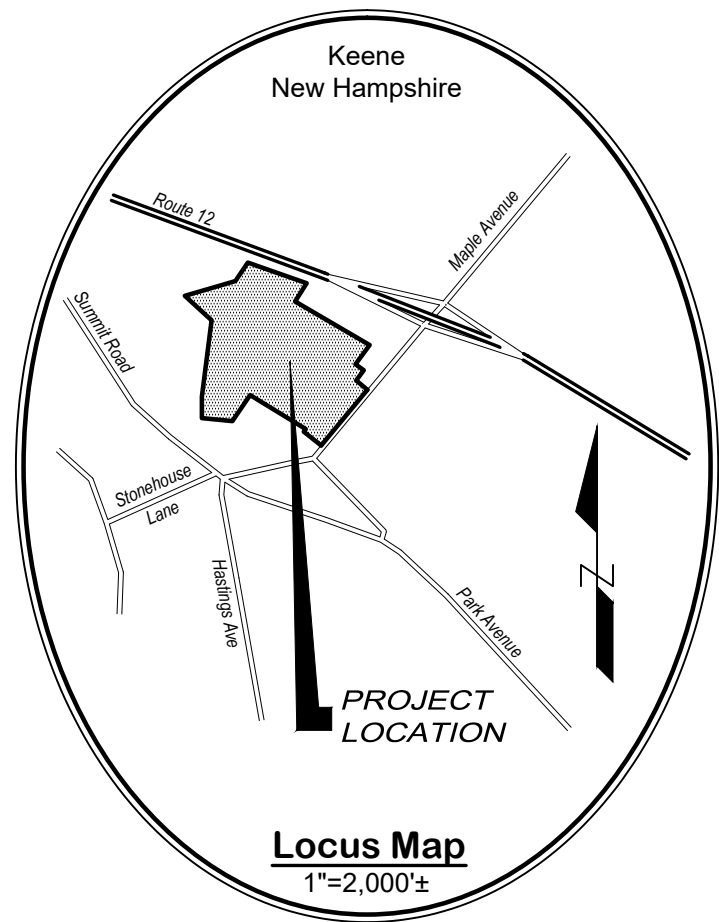
Symbol Legend

	CATCH BASIN		STONE WALL
	DRAIN MANHOLE		CHAIN LINK FENCE
	HYDRANT		WOOD RAIL/STOCKADE/MESH FENCE
	WATER VALVE		BARBED WIRE FENCE
	WATER LINE		EDGE OF WATER
	SEWER MANHOLE		TREE LINE
	MANHOLE		EDGE OF PAVEMENT
	UTILITY POLE W/GUY WIRES, OVERHEAD LINES AND NUMBERS		EDGE OF GRAVEL
	LIGHT POLE		EDGE OF WETLANDS
	UNDETERMINED UTILITY BOX		IRON PIN/PIPE
	CHESHIRE REGISTRY OF DEEDS		STONE/CONCRETE BOUND
	TAX MAP PARCEL NUMBER		CRB SET
	DEED VOLUME & PAGE		5/8" REBAR WITH ALUMINUM CAP

Plan References

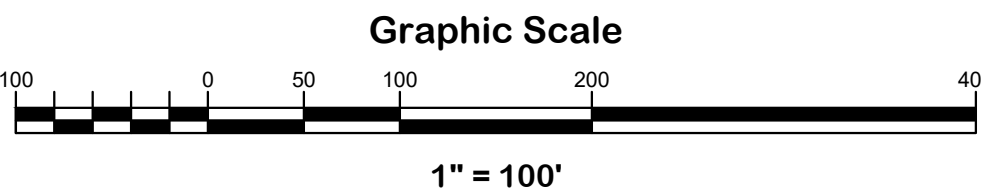
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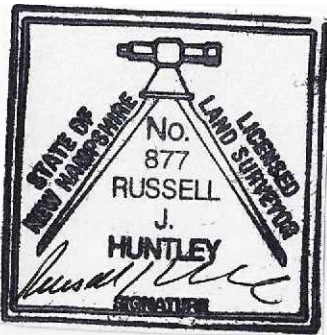
Notes

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Surveyor's Certification

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Existing Conditions Plan

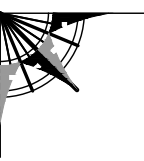
LAND OF
Cheshire Medical Center
located at
Tax Map 227 Lot 06
62 Maple Avenue, Keene, Cheshire County, New Hampshire
Book 3164, Page 1025

Surveyed 11/2021 Plan prepared 08/30/2025
Project No. H25-047 Cad File No. H25-047.dwg

Huntley Survey & Design, PLLC

NH & VT Land Surveying, Wetlands & NH Septic System Design
659 West Road, Temple, NH 03084 (603) 924-1669 www.huntleysurvey.com

NO.	DATE	REVISION	BY



NAD83
NH State Plane - 2021

Transmission
Easement
641/405 & 489
per Plan Ref No 1

Lot 2
48.6 Acres ±
2,119,937 Sq.Ft.±
Remainder
INDUSTRIAL PARK

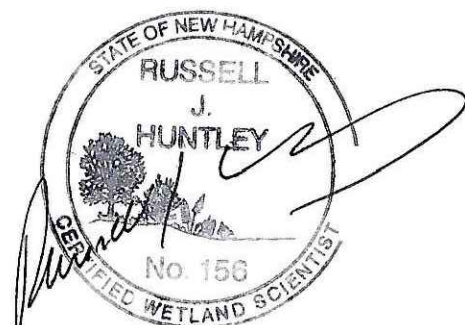
Lot 1
1.28 Acres ±
55,881 Sq.Ft. ±
PROPOSED
MEDIUM DENSITY

[227-021]
CEDARCREST INC
91 Maple Ave
Keene, NH 03431
2966/92

[227-022]
PARKWOOD REALTY TRUST
681 Park Ave
Keene, NH 03431
2051/574

[227-023]
KEENE CHURCH OF THE NAZARENE
832/492

[227-024]
KEENE CHURCH OF THE NAZARENE
55 Maple Ave
Keene, NH 03431
1165/289

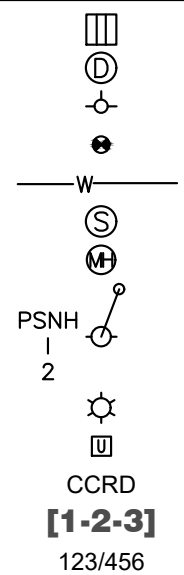


[227-020]
CEDARCREST FOUNDATI
91 Maple Ave
Keene, NH 03431
1677/574

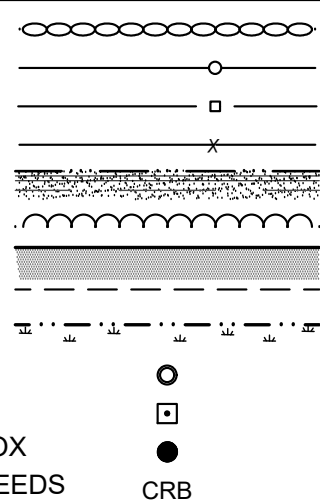
[227-004]
PRINCETON KEENE TWO LLC
1115 Westford Street
Lowell, MA 01851
3127/958

[227-005]
MILESTONE FUNERAL SERVICES OF NH LLC
86 Main Street
Auburn, ME 04210-5799
3290/1013

Symbol Legend



CATCH BASIN
DRAIN MANHOLE
HYDRANT
WATER VALVE
WATER LINE
SEWER MANHOLE
MANHOLE
UTILITY POLE W/GUY
WIRES, OVERHEAD
LINES AND NUMBERS
LIGHT POLE
UNDETERMINED UTILITY BOX
CHESHIRE REGISTRY OF DEEDS
TAX MAP PARCEL NUMBER
DEED VOLUME & PAGE



STONE WALL
CHAIN LINK FENCE
WOOD RAIL/STOCKADE/MESH FENCE
BARBED WIRE FENCE
EDGE OF WATER
TREE LINE
EDGE OF PAVEMENT
EDGE OF GRAVEL
EDGE OF WETLANDS
IRON PIN/PIPE
STONE/CONCRETE BOUND
CRB SET
5/8" REBAR WITH ALUMINUM CAP

Zoning Districts

IP (Industrial Park)

MAX HEIGHT 35'
LOT SIZE 4 ACRES
FRONTAGE 50'

BUILDING SETBACKS

FRONT 50'
SIDE 30'
REAR 50'

MAX BUILDING COVERAGE 25%
MAX IMPERMEABLE COVERAGE 70%

MD (Medium Density)

MAX HEIGHT 35'
LOT SIZE 8,000 SF
FRONTAGE 50'

BUILDING SETBACKS

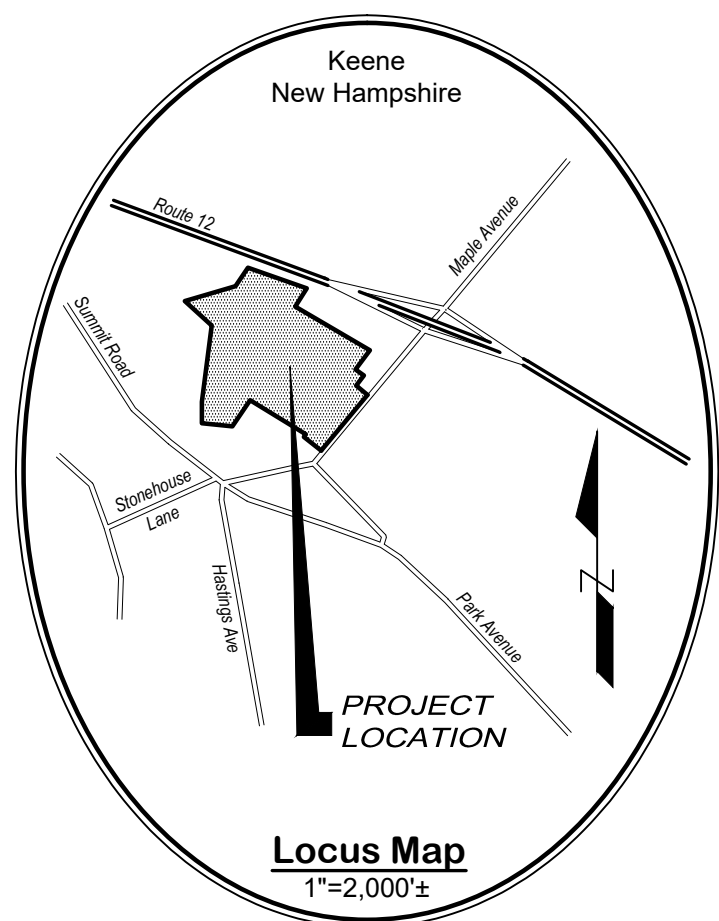
FRONT 15'
SIDE 10'
REAR 15'

MAX BUILDING COVERAGE 45%
MAX IMPERMEABLE COVERAGE 60%

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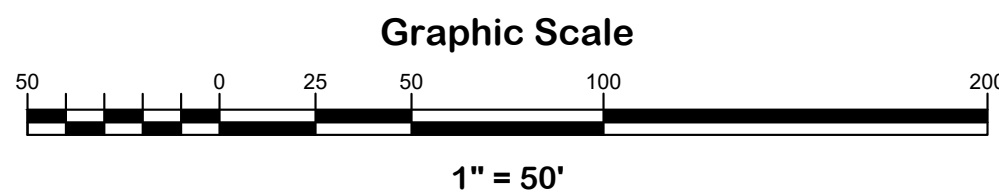
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Owner Certification

I CERTIFY THAT I/WE AM/ARE THE CURRENT OWNER(S) OF THE TRACTS SHOWN HEREON AND THAT I APPROVE OF THE SUBDIVISION.

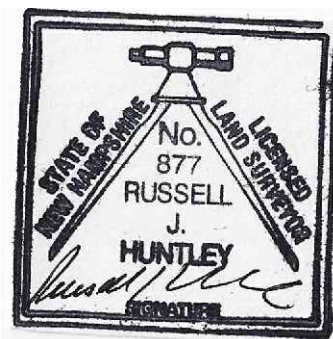
DATE

DATE

**APPROVED BY THE
KEENE PLANNING BOARD**

BY _____ CHAIRMAN
AND _____ SECRETARY
ON _____

NO.	DATE	REVISION	BY



Two Lot Subdivision Plan

LAND OF
Cheshire Medical Center

located at
Tax Map 227 Lot 06
62 Maple Avenue, Keene, Cheshire County, New Hampshire
Book 3164, Page 1025

Surveyed 11/2021 Plan prepared 8/30/2025
Project No. H25-047 Cad File No. H25-047.dwg

Huntley Survey & Design, PLLC

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659 West Road, Temple, NH 03084 (603) 924-1669 www.huntleysurvey.com