

# NASHUA re-CODE


Sam Durfee, *Planning Manager, City of Nashua*

OPD Annual Spring Conference  
May 9, 2026

Track #3: Regulatory Reform: Opportunities and Challenges

NH OPD 2026 Spring Conference



PRINCIPLE 

# Setting the Stage

- 2021 Imagine Nashua gave clear direction
- Representative Municipal Structure
  - Strong Mayor, Board of Aldermen
- \$225,000 allocated for code update
- HOP 1.0 +\$150,000
  - Expanded scope, additional visioning opportunities
- HOP 2.0 +\$100,000
  - Site Plan & Subdivision Regulations – Unified Land Use Code
  - Pre-approved ADU building plans

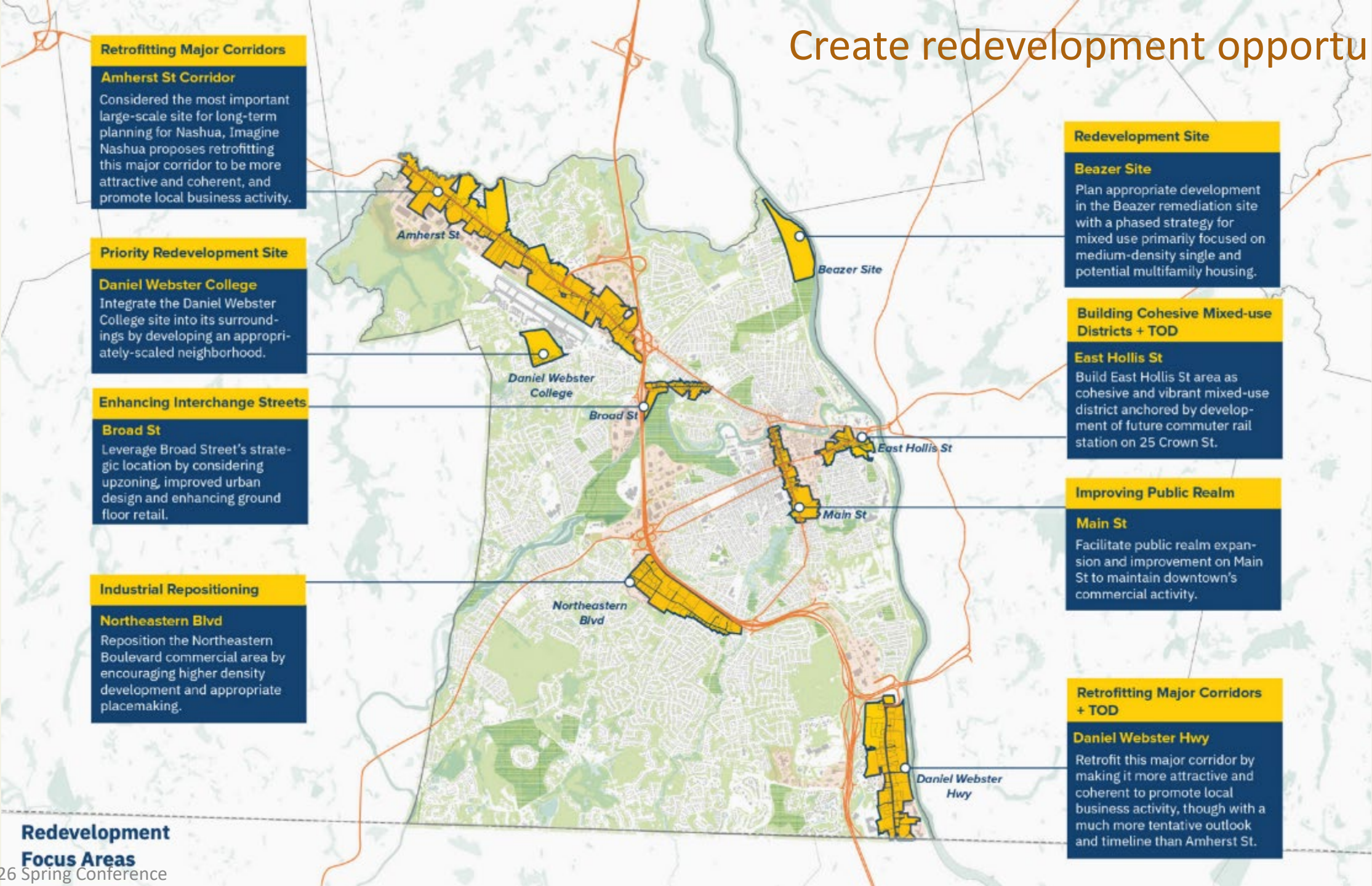
# Pros & Cons of a Comprehensive Update

- **Internal consistency:** All sections (use, dimensional, administration, definitions) are aligned—fewer conflicts and gaps.
- **Modernization at scale:** Enables structural fixes.
- **Predictability:** One unified transition to a new regulatory framework.
- **Stakeholder buy-in:** Extended process allows for broader engagement.
- **Time-intensive:** Slower to deliver immediate fixes.
- **Cost:** Consultant and staff capacity demands are significant.
- **All-or-nothing risk:** Organized opposition can sink the entire effort.
- **Change management burden:** Learning curve for all users.

# Key Land Use Goals of Master Plan

- Create redevelopment opportunity
- High-quality, green building design (HB 428, 2025)
- Affordable Housing – Robust Inclusionary Zoning Ordinance
- Improve multi-modal transportation – Standards for new streets
- Improve process – align regs with existing character
- Improve public realm & livability – form standards, more green space

# Create redevelopment opportunity



### Retrofitting Major Corridors

#### Amherst St Corridor

Considered the most important large-scale site for long-term planning for Nashua, Imagine Nashua proposes retrofitting this major corridor to be more attractive and coherent, and promote local business activity.

### Priority Redevelopment Site

#### Daniel Webster College

Integrate the Daniel Webster College site into its surroundings by developing an appropriately-scaled neighborhood.

### Enhancing Interchange Streets

#### Broad St

Leverage Broad Street's strategic location by considering upzoning, improved urban design and enhancing ground floor retail.

### Industrial Repositioning

#### Northeastern Blvd

Reposition the Northeastern Boulevard commercial area by encouraging higher density development and appropriate placemaking.

### Redevelopment Site

#### Beazer Site

Plan appropriate development in the Beazer remediation site with a phased strategy for mixed use primarily focused on medium-density single and potential multifamily housing.

### Building Cohesive Mixed-use Districts + TOD

#### East Hollis St

Build East Hollis St area as cohesive and vibrant mixed-use district anchored by development of future commuter rail station on 25 Crown St.

### Improving Public Realm

#### Main St


Facilitate public realm expansion and improvement on Main St to maintain downtown's commercial activity.

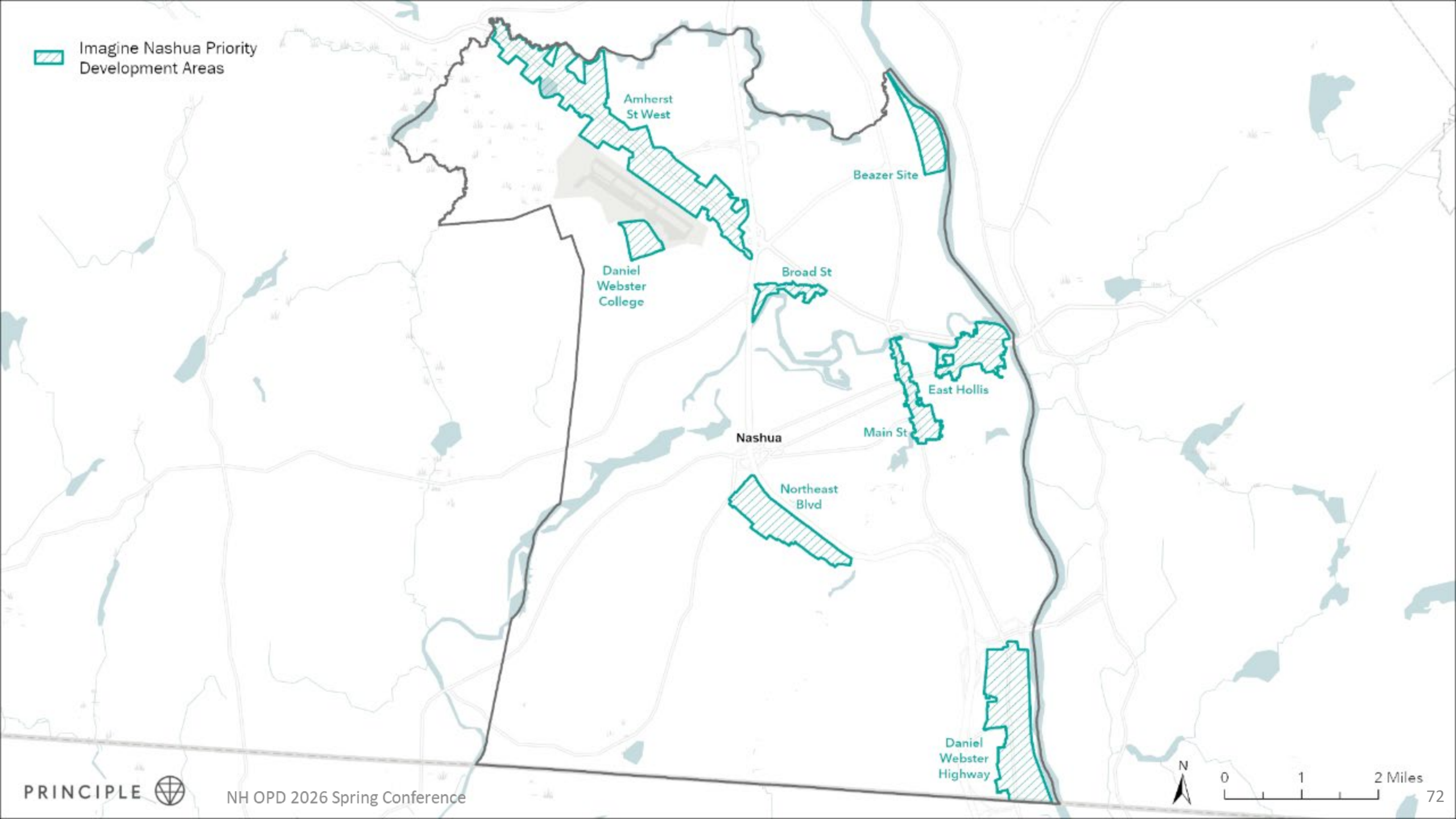
### Retrofitting Major Corridors + TOD

#### Daniel Webster Hwy

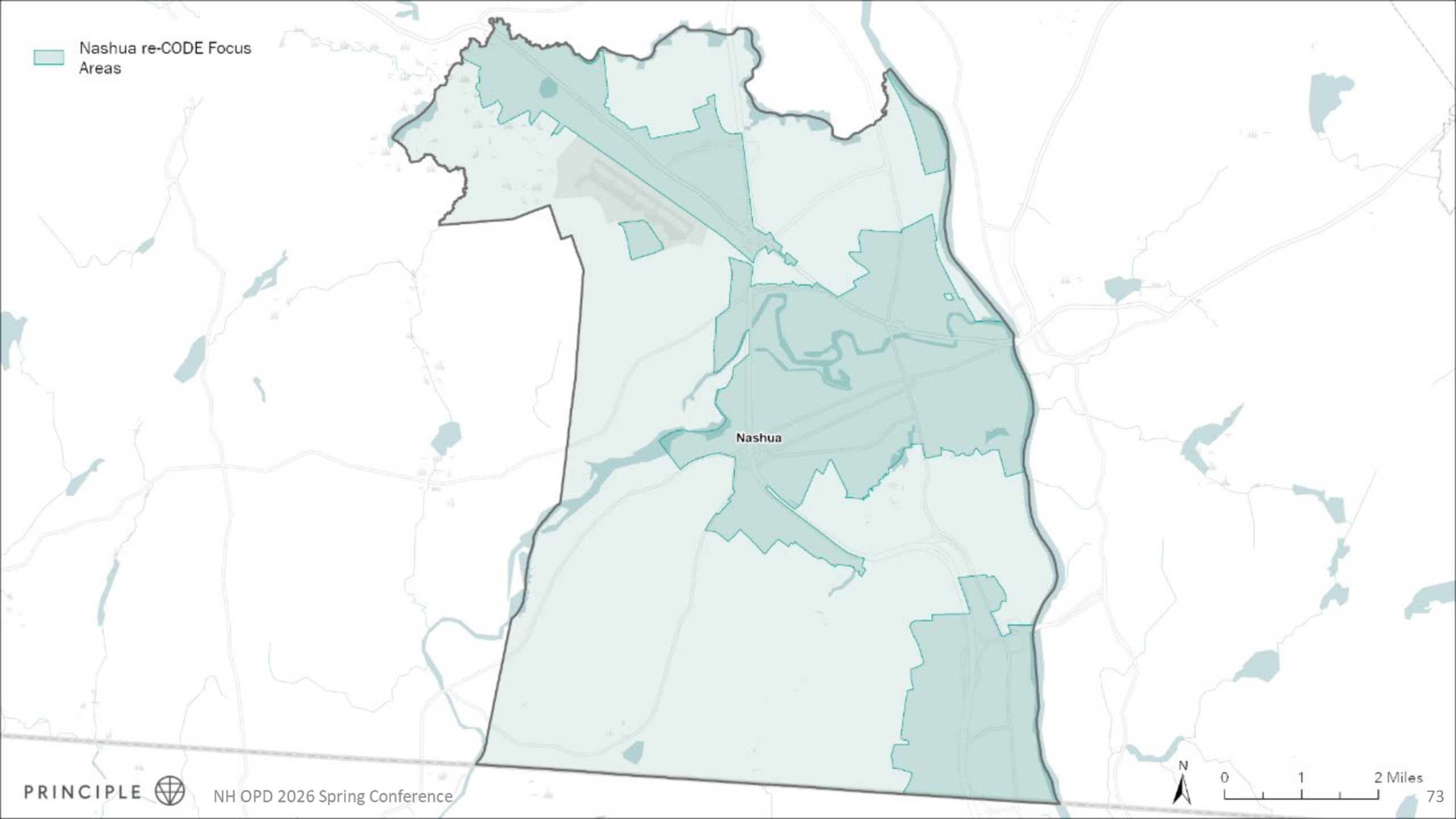
Retrofit this major corridor by making it more attractive and coherent to promote local business activity, though with a much more tentative outlook and timeline than Amherst St.

## Redevelopment Focus Areas

 Imagine Nashua Priority Development Areas



Nashua re-CODE Focus Areas



Nashua



# Imagine Nashua:

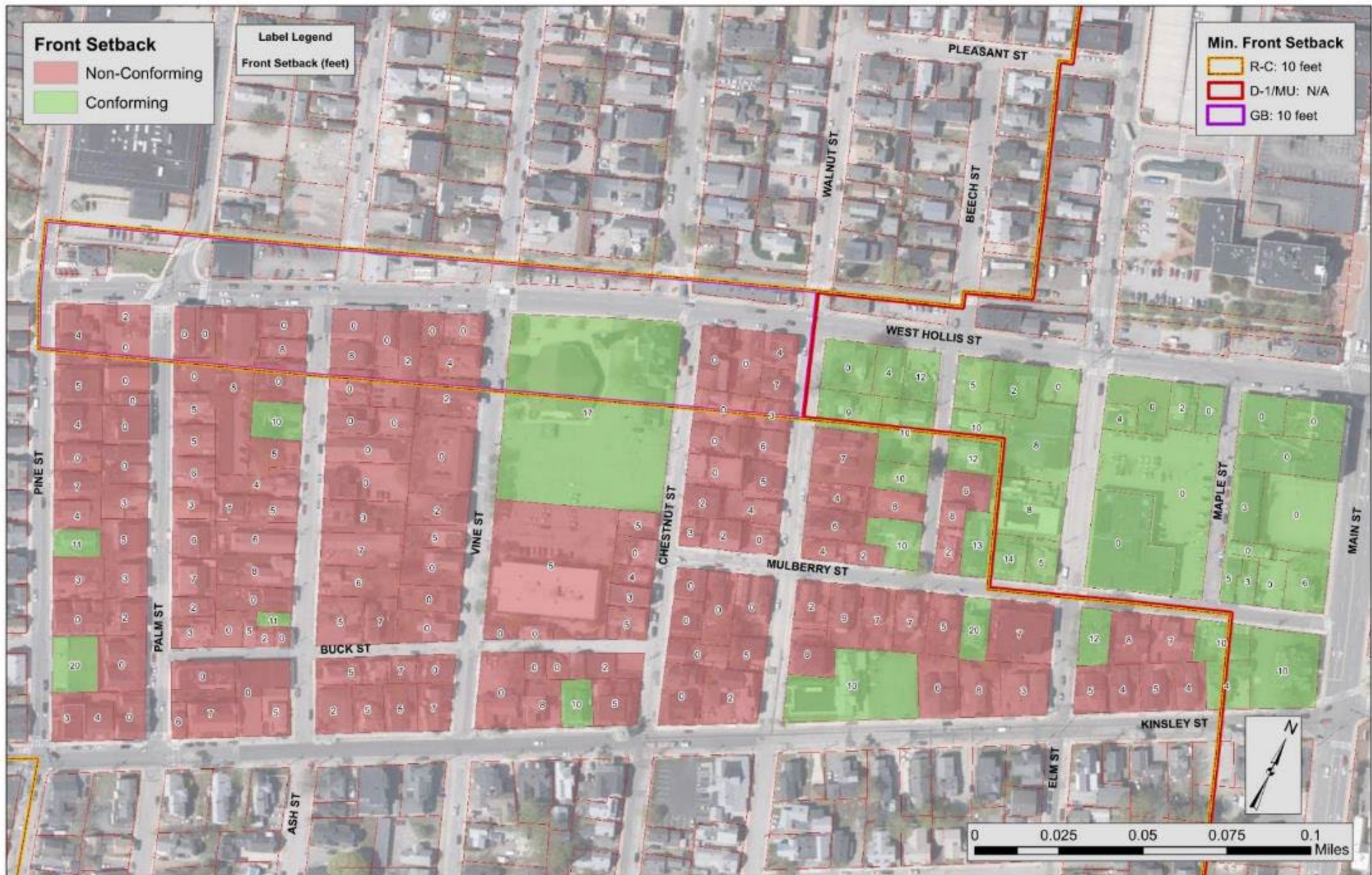
- Utilize scenario planning

## Plan NH Charrette











### Districts

- Conservation Open Space (CON)
- Civic (CIV)
- Suburban Residential (R-40)
- Suburban Residential (R-30)
- Suburban Residential (R-18)
- Suburban Residential (R-9)
- Suburban Residential (R-A)
- Neighborhood Residential (NR)
- Urban Residential (UR)
- Mid Rise 3 (MR3)
- Mid Rise 4 (MR4)
- Mid Rise 5 (MR5)
- Mid Rise 6 (MR6)
- High Rise 8 (HR8)
- Urban Mill (MILL)
- Commercial Industrial (CI)
- Commercial Business (CB)
- Special District (SD)
- Fabrication (FAB)



# Opting Into the Redevelopment Overlay

## A Voluntary but Transformational Choice

### Key Point:

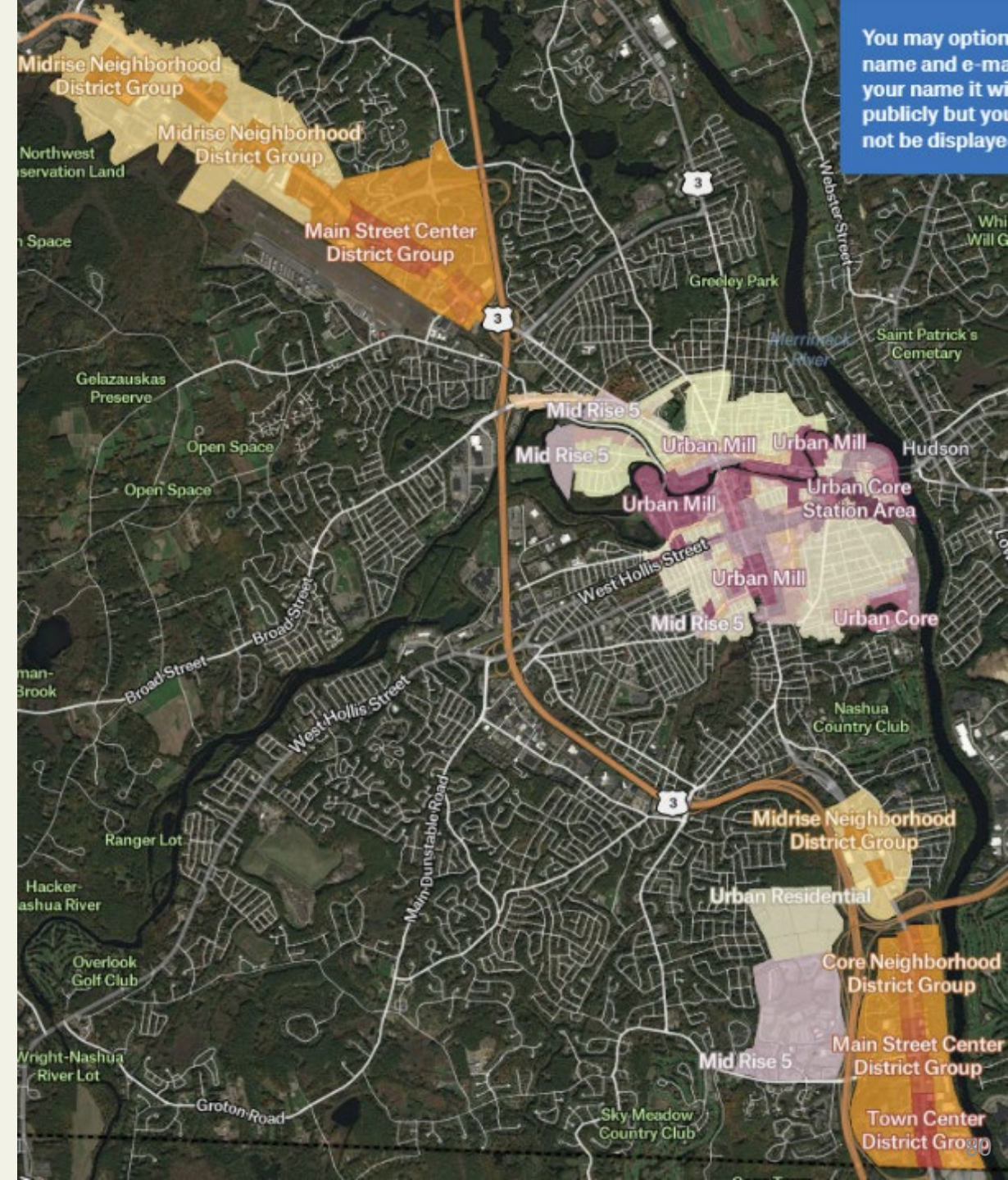
The Redevelopment Overlay is *opt-in*. No property owner is required to use it — but for those who do, it offers powerful tools and incentives.

### What It Means to Opt In:

- Applicant chooses to follow the Overlay procedures (Regulating Plan, Master Plan, IZ, Site Performance)
- In exchange, gains access to expanded development potential under the overlay standards

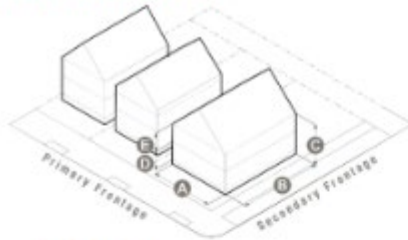
### Applies To:

- Properties located within mapped Redevelopment Overlay District boundaries



# Building Type Standards

## J. Apartment House



### (1) Description

(a) A moderate floor plate building designed to appear as a large, detached house that includes multiple dwelling units.

### (2) Building Form

Building Width (A)	26 ft min, 56 ft max
Building Length (B)	44 ft min, 68 ft max
Number of Stories (C)	2 max
First Floor Height (D)	10 ft min, 12 ft max
Upper Floor Height (E)	10 ft min, 12 ft max
First Floor Elevation	2 ft min
Façade Build Out	-
Attachments	None

### (3) Lot Development

Lot Coverage	65% max
Green Score	0.35 min, 0.40 ideal

### (4) Fenestration

First Floor Fenestration (Primary)	20% min, 50% max
First Floor Fenestration (Secondary)	15% min, 50% max
Upper Floor Fenestration	15% min, 50% max

### (5) Building Placement

Parking Front Setback (Primary)	20 ft min
Parking Front Setback (Secondary)	10 ft min

### (6) Use and Occupancy

Density Factor	
-Lot Area <5000sf	1500 min
-Lot Area ≥5000sf	1125min
-Net Zero Building	850 min
-IZ Units Provided	850 min
IZ Requirement (% of Total Units)	See Table 73-1
Outdoor Amenity Space/DU	1 min

### (7) Permitted Massing Components

Connector	Side Wing
Port-Cochere	Tower
Rear Addition	

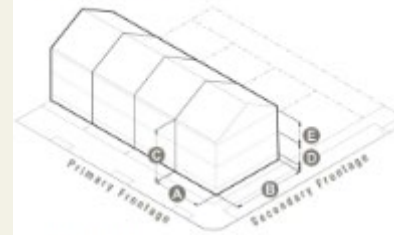
### (8) Permitted Architectural Components

Bay Window	Porch
Canopy	Portico
Cross Gable	Roof Deck
Cupola	Shed Dormer
Deck	Stoop
Dormer Window	Turret
Gallery	

### (9) Permitted Roofs

Gable	Mansard
Gambrel	Saltbox
Hipped	

## N. Townhouse



### (1) Description

(a) A multi-story, attached building type characterized by individual houses that share common side walls with adjacent houses. Each building typically has a separate primary entrance directly accessible from the frontage and is designed as vertically stacked spaces with defined front and rear facades. Multiple Townhouses are normally configured linearly, creating a continuous street wall.

### (2) Building Form

Building Width (A)	18 ft min, 36 ft max
Building Length (B)	34 ft min, 60 ft max
Number of Stories (C)	2 min, 3 max
First Floor Height (D)	9 ft min, 12 ft max
Upper Floor Height (E)	9 ft min, 12 ft max
First Floor Elevation	2 ft min
Façade Build Out (Primary)	70% min
Attachments	1 side min

### (3) Lot Development

Lot Coverage	65% max
Green Score	0.35 min, 0.40 ideal

### (4) Fenestration

First Floor Fenestration (Primary)	15% min, 50% max
Upper Floor Fenestration	15% min, 50% max

### (5) Building Placement

Parking Front Setback (Primary)	20 ft min
Parking Front Setback (Secondary)	10 ft min

### (6) Use and Occupancy

Density Factor	
-Lot Area <6500sf	950 min
-Lot Area ≥6500sf	850min
-Net Zero Building	650 min
-IZ Units Provided	-
IZ Requirement (% of Total Units)	-
Outdoor Amenity Space/DU	1 min

### (7) Standards

(a) This Building Type must be constructed as part of a continuous row of attached buildings, sharing a party wall with adjacent structures. Freestanding, single buildings are not permitted.

### (8) Permitted Massing Components

Connector	Rear Addition
Penthouse	Side Wing
Port-Cochere	

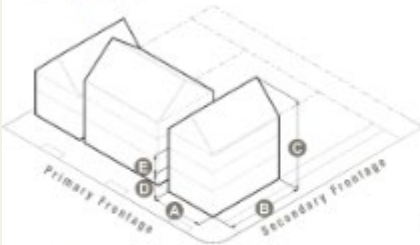
### (9) Permitted Architectural Components

Balcony	Porch
Bay Window	Portico
Canopy	Roof Deck
Cross Gable	Shed Dormer
Deck	Stoop
Dormer Window	Turret
Gallery	

### (10) Permitted Roofs

Flat	Hipped
Gable	Saltbox

## P. Shophouse



### (1) Description

(a) A small-to-large-sized, multi-story building that combines commercial and residential uses within a single structure. Typically, the ground floor features a storefront and direct street access designed for commercial activities. The building is commonly detached but may be attached. The upper floors must have an entrance from a frontage.

### (2) Building Form

Building Width (A)	36 ft max
Building Length (B)	60 ft max
Number of Stories (C)	3 max
First Floor Height (D)	12 ft min, 18 ft max
Upper Floor Height (E)	9 ft min, 12 ft max
First Floor Elevation	0 ft min
Façade Build Out (Primary)	80% min
Façade Build Out (Secondary)	65% min
Attachments	1 side max

### (3) Lot Development

Lot Coverage	65% max
Green Score	0.30 min, 0.35 ideal

### (4) Fenestration

First Floor Fenestration (Primary)	35% min, 70% max
First Floor Fenestration (Secondary)	20% min, 70% max
Upper Floor Fenestration	20% min, 50% max

### (5) Building Placement

(a) N/A

### (6) Use and Occupancy

Density Factor	
-Lot Area <6500sf	950 min
-Lot Area ≥6500sf	850min
-Net Zero Building	650 min
-IZ Units Provided	-
IZ Requirement (% of Total Units)	-
Outdoor Amenity Space/DU	1 min

### (7) Standards

- (a) A Storefront component is required on the first floor on the primary frontage.
- (b) A Gallery may be built on the third floor of a primary frontage, provided that it above a Gallery on the floor below.

### (8) Permitted Massing Components

Connector	Side Wing
Rear Addition	Tower

### (9) Permitted Architectural Components

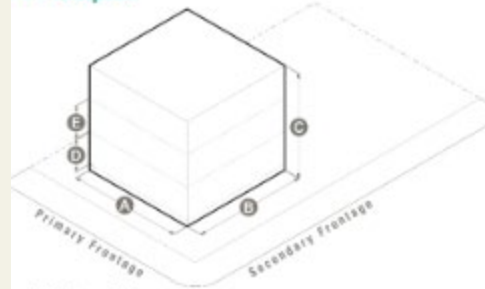
Arcade	Gallery
Balcony	Porch
Bay Window	Portico
Canopy	Roof Deck
Cross Gable	Shed Dormer
Cupola	Stoop
Deck	Turret

Dormer Window

### (10) Permitted Roofs

Gable	Mansard
Gambrel	Saltbox
Hipped	

## I. Multiplex



### (1) Description

(a) A moderate floor plate, detached building designed with one primary entrance shared by multiple dwelling units typically organized with a symmetrical facade.

### (2) Building Form

Building Width (A)	36 ft min, 56 ft max
Building Length (B)	-
Number of Stories (C)	3 max
First Floor Height (D)	10 ft min, 12 ft max
Upper Floor Height (E)	10 ft min, 12 ft max
First Floor Elevation	2 ft min
Façade Build Out	-
Attachments	None

### (3) Lot Development

Lot Coverage	65% max
Green Score	0.35 min, 0.40 ideal

### (4) Fenestration

First Floor Fenestration (Primary)	20% min, 50% max
First Floor Fenestration (Secondary)	15% min, 50% max
Upper Floor Fenestration	15% min, 50% max

### (5) Building Placement

Parking Front Setback (Primary)	20 ft min
Parking Front Setback (Secondary)	10 ft min

### (6) Use and Occupancy

Density Factor	
-Lot Area <5000sf	1500 min
-Lot Area ≥5000sf	1125min
-Net Zero Building	850 min
-IZ Units Provided	850 min
IZ Requirement (% of Total Units)	See Table 73-1
Outdoor Amenity Space/DU	1 min

### (7) Standards

(a) Building design should elevate the ground floor dwelling units above the grade to position window sills at or above the eye level of pedestrians on the adjacent sidewalk. This elevation enhances privacy and allows for natural light and ventilation into the unit, encouraging residents to keep windows open and unobstructed.

### (8) Permitted Massing Components

Connector	Side Wing
Port-Cochere	Tower

Rear Addition

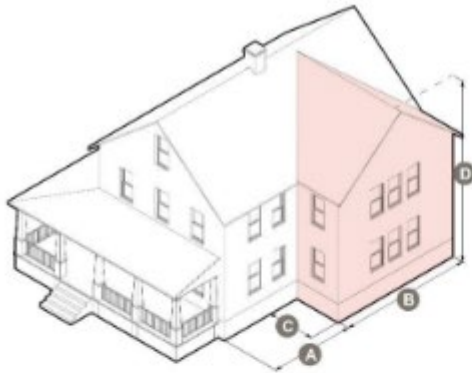
### (9) Permitted Architectural Components

Balcony	Gallery
Bay Window	Porch
Canopy	Portico
Cross Gable	Roof Deck
Cupola	Shed Dormer
Deck	Stoop
Dormer Window	Turret

### (10) Permitted Roofs

Flat	Hipped
Gable	

# Massing and Architectural Component Standards



(a) A multi-story extension from the side walls of a primary building or accessory building.

(b) Standards

- [1] Side wings may not encroach on setbacks.
- [2] The primary building may only have one side wing per side.
- [3] Side wings may be centered or offset at the side wall of the primary building, provided they share at least 6 ft with the common wall.
- [4] A side wing may only attach to a primary or accessory building, though other components may attach to it.
- [5] The side wing may be used for vehicular parking, provided the Carriage House doors are not within the frontage area.

(c) Dimensions

Setback from façade (A)	8 ft min
Width (B)	max 2/3 width of primary building
Projection (C)	max 2/3 width of primary building
Absolute Height (D)	Equal to or less than height of primary building
Fenestration	20% min
Height	N/A
Length	N/A
Area	N/A
Eave Height	N/A
Gable End Setback	N/A
Top Plate Height	N/A

(2) Rear Addition

(8) Balcony



(a) An unroofed platform attached to a building face with a railing that provides outdoor space above the first floor.

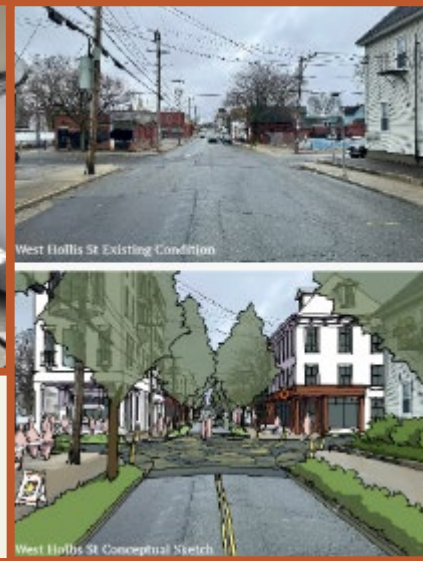
(b) Standards

- [1] Balconies are only permitted on upper stories.
- [2] Balconies may not be enclosed and must be unroofed unless it is recessed into the envelope of the building or component to which it is attached.
- [3] Balconies may be projecting, integral, terraced, or a combination thereof.
- [4] Balconies may wrap around corners to attach to galleries, porches, decks, or balconies on abutting building faces.
- [5] A balcony must be visually supported by brackets, corbels, or beams along its full width, or physically supported by another component.
- [6] A projecting balcony must have a clear height above the ground of at least 10 ft.
- [7] The railing of any balcony oriented toward a frontage must have posts and railings with spacing, except when recessed into the envelope of the building to which it is attached.
- [8] When built on top of a porch, gallery, portico, or arcade, the balcony may extend to the boundaries of the component below.

(c) Dimensions

Setback from facade	N/A
Width (A)	No more than the width of the adjoining building face.
Projection (B)	8 ft max
Absolute Height	N/A
Fenestration	N/A
Height	N/A
Length	N/A
Area	N/A
Eave Height	N/A
Gable End Setback	N/A
Top Plate Height	N/A

- 19 Public Presentations
- 16 Days of Public Engagement
- Countless meetings with developers/design professionals and citizens



Set up, onboarding, data transfers, communications, Regulatory audit

10/1/21 Master Plan Adopted

12/1/22 LUC RFP Issued

8/9/23 HOP 1.0 Signed

3/11-16/24 Vision Week: Amherst St & Tree Streets

9/17/24 Planning Board Intro to re-CODE

12/9/24 HOP 2.0 Signed

5/7/25 Interfaith Council re-CODE Presentation

8/13/25 BIDA Development Example

9/18/25 Chamber re-CODE Presentation

2/19/26 E&EC Re-CODE

4/21/26 PEDC Development test, Policy Points, IZ

5/20/26 Board of Aldermen First reading

5/19/26 PEDC Policy Points

6/23/26 Board of Aldermen Second reading, Adoption

9/15/26 Project Completion Code effective. ADU Plans Adopted

5/30-31/25 Plan NH Millyard Charrette

5/26/25 Release of First Draft, Feedback Period

8/26/25 PEDC Inclusionary Zoning

10/1/25 Site Plan & Subdivision Regulatory Audit

5/7/25 Interfaith Council re-CODE Presentation

8/13/25 BIDA Development Example

9/18/25 Chamber re-CODE Presentation

2/19/26 E&EC Re-CODE

4/21/26 PEDC Development test, Policy Points, IZ

5/20/26 Board of Aldermen First reading

5/19/26 PEDC Policy Points

6/23/26 Board of Aldermen Second reading, Adoption

9/15/26 Project Completion Code effective. ADU Plans Adopted



4/15/23 Principle Group Selected

9/14/23 Work begins

Code Writing

5/6-10/24 Code Week

10/9/24 PEDC & Human Affairs Intro to re-CODE

4/15/25 PEDC Building Types, Districts, Test

6/5/25 PEDC Redevelopment Overlays

8/21/25 PEDC Parking & Mobility

9/16/25 PEDC Zoning Map & Green Score

11/12/25 Developer Tour re-CODE Presentation

9/29/25 PEDC Use Table, Site Standards, IZ

2/19/26 PEDC Recap, Work Planning

5/5/26 Conservation Commission Wetlands, Open Space

5/20/26 Board of Aldermen Submission of code as legislation

6/16/26 PEDC PUBLIC HEARING

Development of pre-approved ADU plans

3/19/26 Planning Board Recap & Policy Points



NH OPD 2026 Spring Conference

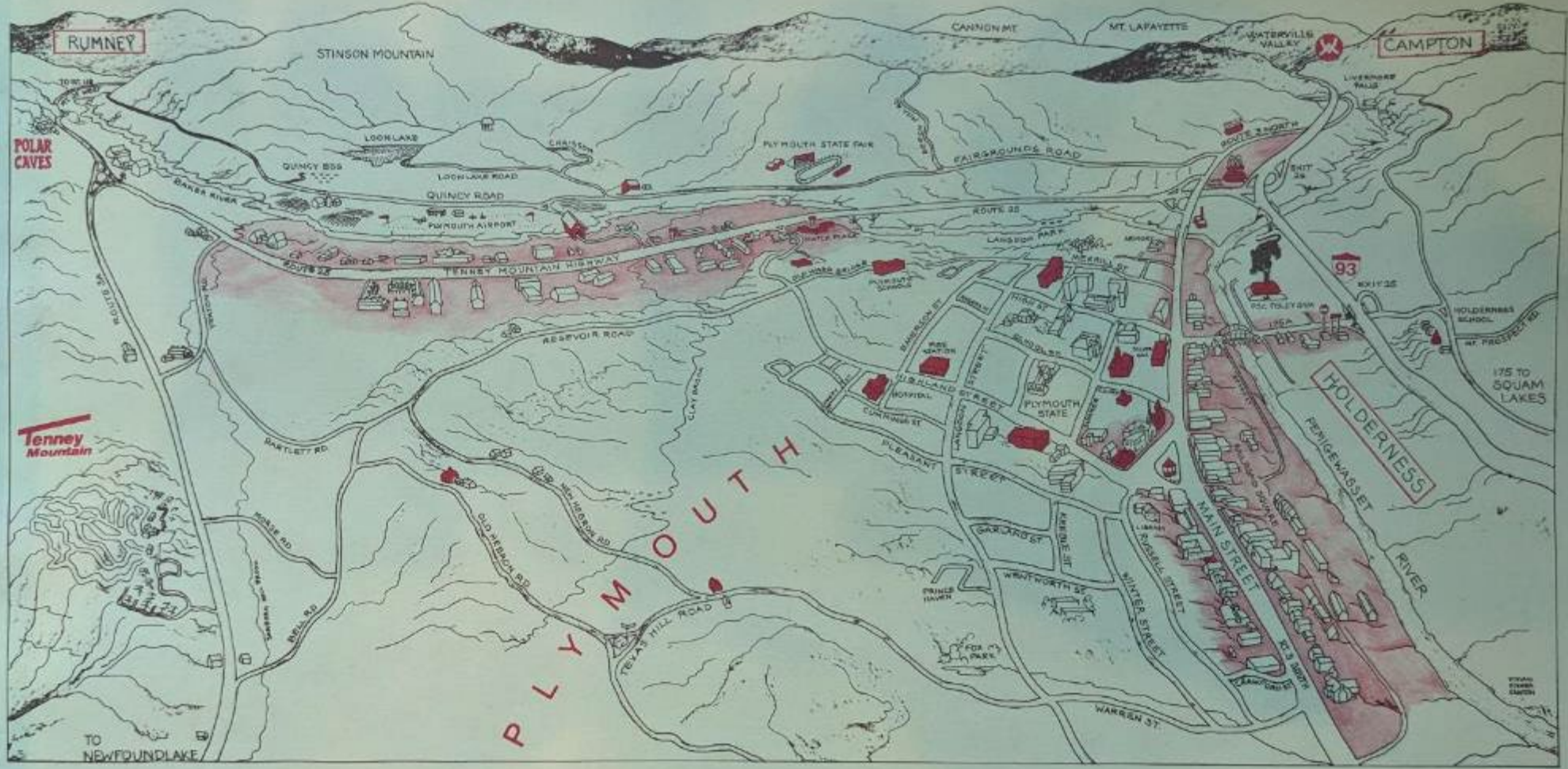
# *An incremental approach to regulatory change*

Joseph Perez, Director of Planning & Economic Development

Town of Plymouth, NH

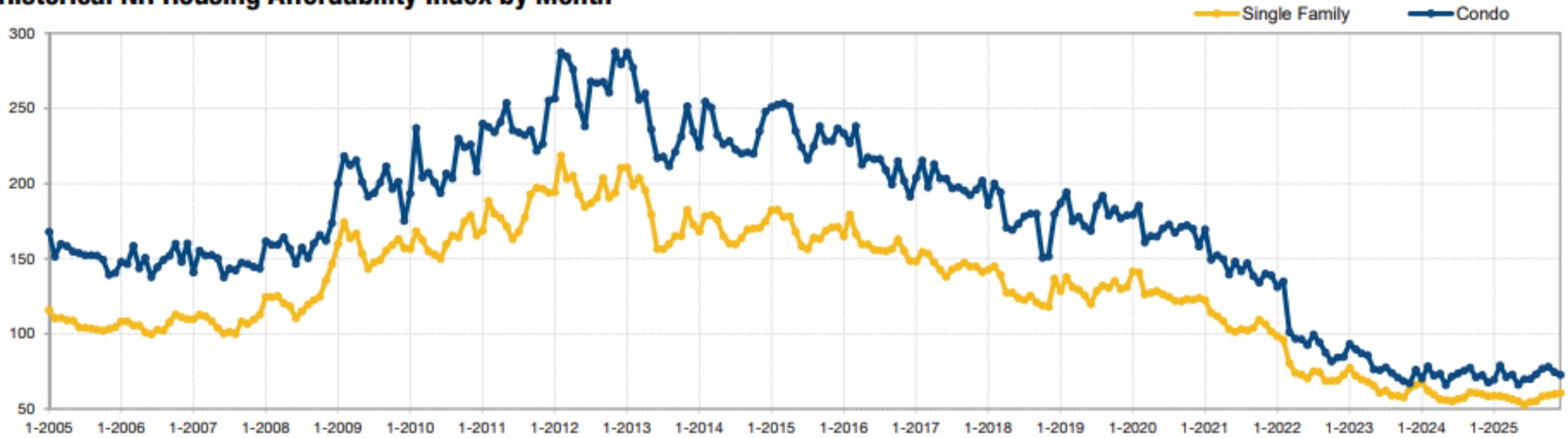
*NH OPD Planning and Zoning Conference*

*Saturday May 9<sup>th</sup>, 2026*



**WELCOME TO PLYMOUTH**  
NEW HAMPSHIRE  
THE SERVICE COMMUNITY TO THE LAKES AND MOUNTAIN REGIONS

## Historical NH Housing Affordability Index by Month



Current as of January 5, 2026. All data from New Hampshire REALTORS®, Inc. and PrimeMLS, Inc. Report © 2026 ShowingTime Plus, LLC. | 13



*Meeting  
Plymouth's  
Housing  
Needs*



*May 2003*



*Applied  
Economic  
Research*

**CONCLUSIONS**

The major conclusions of this analysis are:

**MORE HOUSING WILL BE NEEDED TO SUPPORT ECONOMIC GROWTH:**

- During the 1990s both the region and the town were able to sustain strong job growth, without the need to add many new housing units.
- This was possible because at the beginning of the decade the area had high unemployment and high housing vacancies as a result of the recession, the deepest since the Depression of the 1930s.
- As job growth occurred during the decade, unemployed residents were put back to work and new workers filled vacant housing units. Neither required new housing units.
- By the end of the decade, both the unemployment rate and housing vacancy rates had dropped to normal or below-normal levels.
- This unusual pattern of strong job growth combined with low levels of housing construction cannot be repeated in the coming decade without creating housing or economic development problems, because both the unemployment rate and housing vacancy rates are now at or below normal levels. In contrast to excess labor and housing at the start of the last decade, the town and region now have low unemployment and an emerging housing shortage.

**RECOMMENDATIONS**

Based on AER's analysis the major housing issues the town should address are:

- The town's ordinances are not well-equipped to deal with what is likely to be a significantly higher demand for new housing during the coming years.
- The town and PSC, working together, need to address student housing issues more effectively.
- There is a mismatch between the area's economic growth, which consists largely of lower paying jobs, and the ability of the private market to provide new worker housing.

Under all of these scenarios Plymouth will have to build more housing units in the next decade than it did in the past decade. During the 1990s Plymouth experienced a net increase of 32 housing units according to US Census figures. Under the projections in this analysis, Plymouth will experience an addition in the range of 250-450 new units during the next decade. These higher levels of housing construction activity in Plymouth can potentially require additional capacity in services, especially schools. The addition of 450 new housing units in a community that currently has approximately 1,700 occupied housing units represents a dramatic increase that would impose burdens on a variety of municipal services.

Taken as a whole, the projections indicate that Plymouth needs to add between 250 and 450 new housing units during the next decade, with the most probable construction activity likely to be in the 350-450 new units. This is exclusive of additional student housing built on

**2018 Plymouth Master Plan:  
A Vision for Plymouth's Future**



**HOUSING**

**Housing Goal:** Encourage the development and maintenance of safe and affordable housing for residents of all ages.

Housing Policies, Tasks and Strategies:	Responsibility (Lead in Bold)	Timeframe Short = 1 to 2 yrs. Medium = 3 to 5 yrs. Long = 5 to 10 yrs. Ongoing = Periodic and/or Continuous
1. Collect available demographic data and review annually.	<b>Town Administration,</b> Planning Board	Ongoing
2. Continue to enforce health and safety regulations, including the state building code, local occupancy limits, and registration of rental units.	<b>Code Enforcement Officer, Land Use &amp; Planning Director,</b> Select Board	Ongoing
3. Continue seeking registration of rental units, and revisit adoption of inspection requirement for rental units.	<b>Select Board, Code Enforcement Officer, Land Use &amp; Planning Director,</b> <b>Town Meeting Voters</b>	Short

4. Strictly enforce necessary dwelling unit and dwelling unit occupancy requirements.	<b>Town Administration</b>	Ongoing
5. Treat as if there is an adequate supply of accessible dwelling units in and near the downtown and other neighborhoods to serve the needs of the growing senior population.	<b>Town Administration,</b> <b>Housing Providers</b>	Ongoing
6. Encourage residential uses above the first floor in the Downtown, and continue to prohibit residential uses on the street level.	<b>Planning Board</b>	Ongoing
7. Maintain the single-family neighborhood feel of the Single-Family Zone by continuing to prohibit multifamily dwellings and carefully manage duplexes.	<b>Planning Board,</b> <b>Town Meeting Voters</b>	Ongoing
8. Explore educational opportunities to improve understanding of student occupancy limits and related issues. Establishing a relationship with real estate agents will help avoid future conflicts and could help inform new owners of student housing regulations.	<b>Code Enforcement Officer, Land Use &amp; Planning Director</b>	Short/Ongoing
9. Support Plymouth State University's efforts to keep dorm capacity in line with student enrollment.	<b>Planning Board,</b> <b>Town Administration,</b> <b>Select Board</b>	Ongoing
10. Consider providing density bonuses when housing will be permanently affordable.	<b>Planning Board,</b> <b>Town Meeting Voters</b>	Medium
11. Enable creative site design to minimize development costs, while providing a mix of housing types and conserving high priority resources.	<b>Planning Board,</b> <b>Town Meeting Voters</b>	Short/Ongoing

## Announcing InvestNH Municipal Planning & Zoning Grants

JULY 27, 2022

As part of Governor Sununu's \$100 million InvestNH initiative, \$5 million has been allocated to provide grants to municipalities to analyze and update their land use regulations to help increase housing development opportunities. The NH Department of Business and Economic Affairs has contracted with New Hampshire Housing to administer this program.

This program will fully launch on August 5, 2022, when application information will be available. Any municipality is eligible to apply. Grants will be used to hire consultants to support and study zoning or other regulatory causes of a lack of affordable housing, identify potential changes to local land use regulations, and/or establish or update those regulations in response to those findings. Community engagement will be an important part of municipal work under these grants.

Two types of grants will be available. A municipality may be awarded both types of grants.

[Click here to learn more.](#)

# Project Timeline



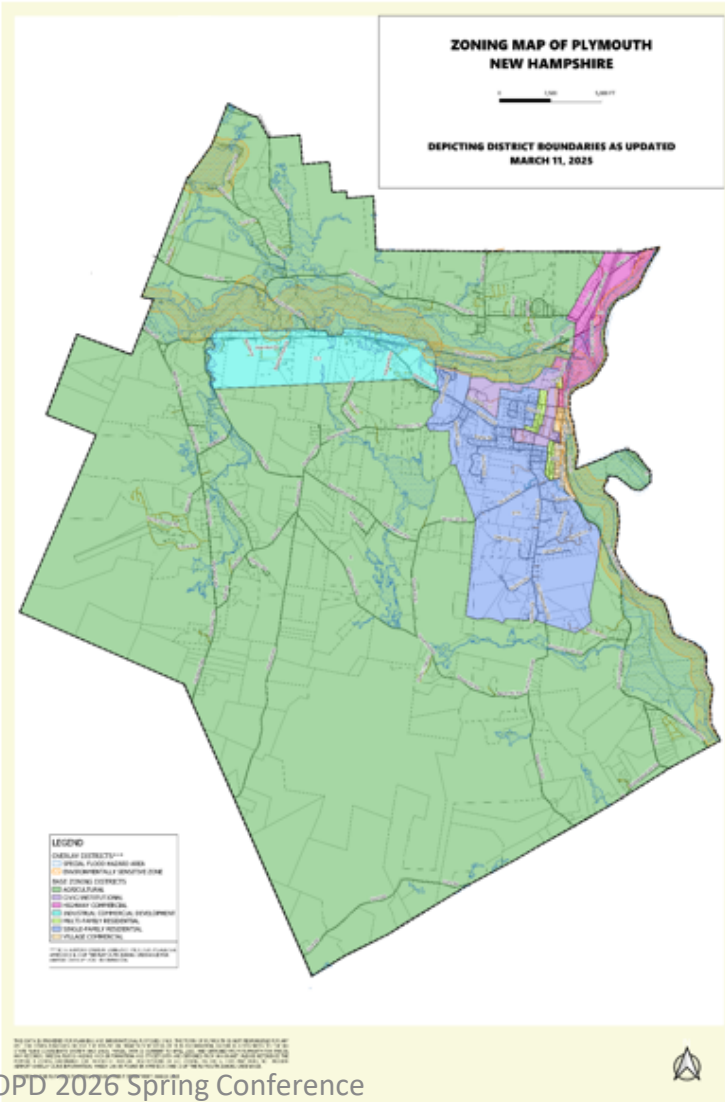
# HOP 1.0 Housing Needs Assessment



- Underserved populations
  - Low- and moderate-income workers in Plymouth and workers with non-traditional leases e.g. traveling nurses
  - Young adults and early-career families
  - Seniors needing accessible, affordable housing
- Rising housing costs and high taxes
- Greater housing choice desired
- Infrastructure capacity limitations
- Desire to maintain Plymouth's character
- Regulatory barriers to housing development



# HOP 1.0 Zoning Audit



## Recommendations:

- Make regulations clear and consistent
- Reduce minimum lot sizes to match existing development patterns
- Adopt an inclusionary zoning overlay to promote workforce housing
- Define “character”
- Allow multifamily by right in multifamily residential zone and 1-4 unit attached single-family by right in all residential areas
- Develop road stubs for future connectivity
- Modernize parking standards



## Planning for Housing Opportunities in Plymouth, New Hampshire

Prepared for the Plymouth Planning Board  
by Barrett Planning Group LLC



**Phase 1 Report: Housing Needs Assessment**  
September 20, 2023

This project was supported by an InvestNH Housing Opportunity Program (HOP) grant from the New Hampshire Housing Finance Authority to the Town of Plymouth.



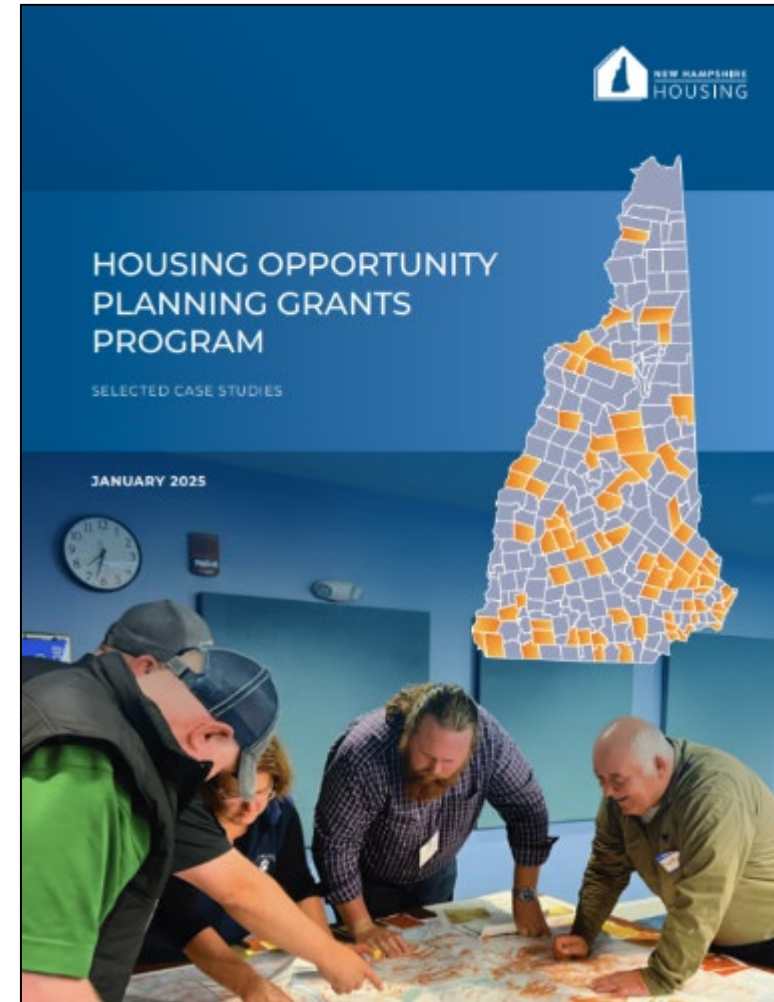
## Planning for Housing Opportunities in Plymouth, New Hampshire

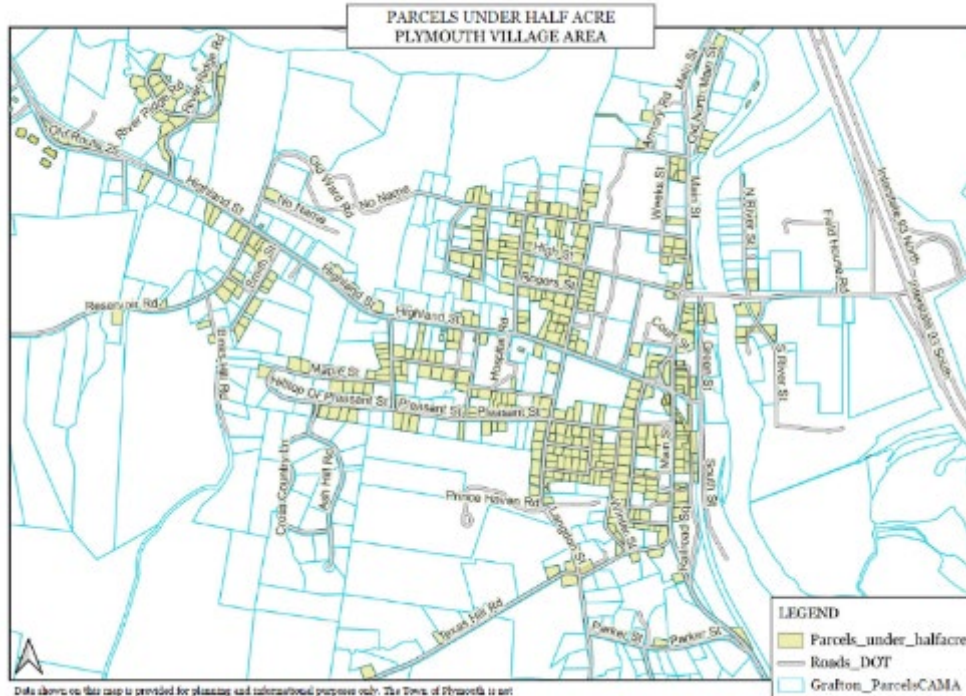
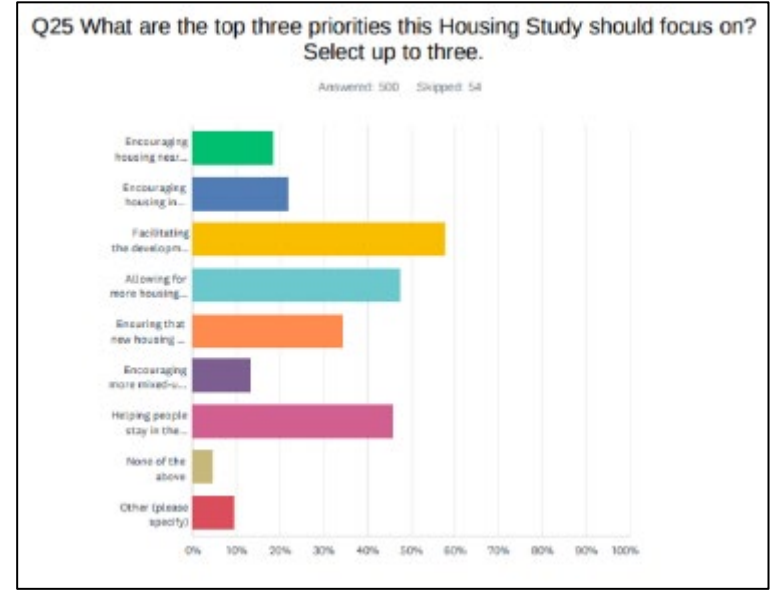
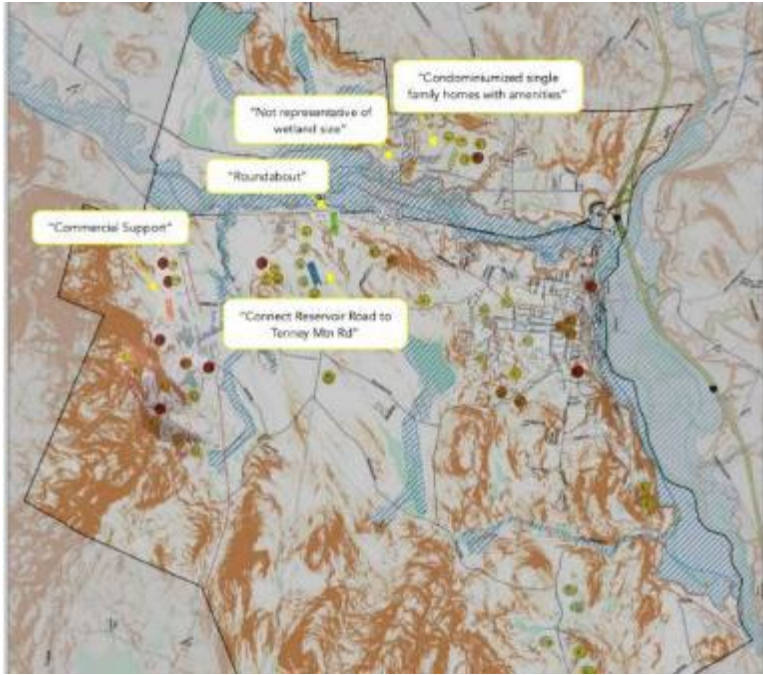
**Phase 2 Report: Regulatory Audit and Strategies to Address Housing Needs**  
September 25, 2023



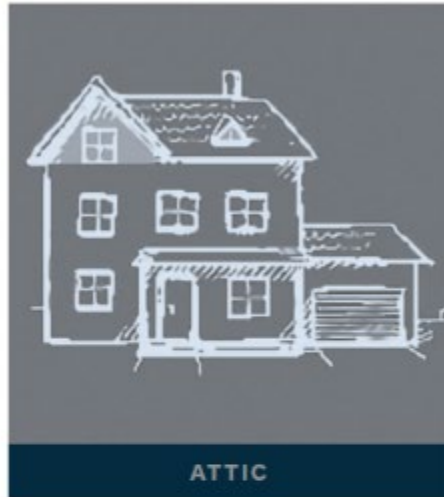
This project was supported by an InvestNH Housing Opportunity Program (HOP) grant from the New Hampshire Housing Finance Authority to the Town of Plymouth.

67





# Accessory Dwelling Units (ADUs)



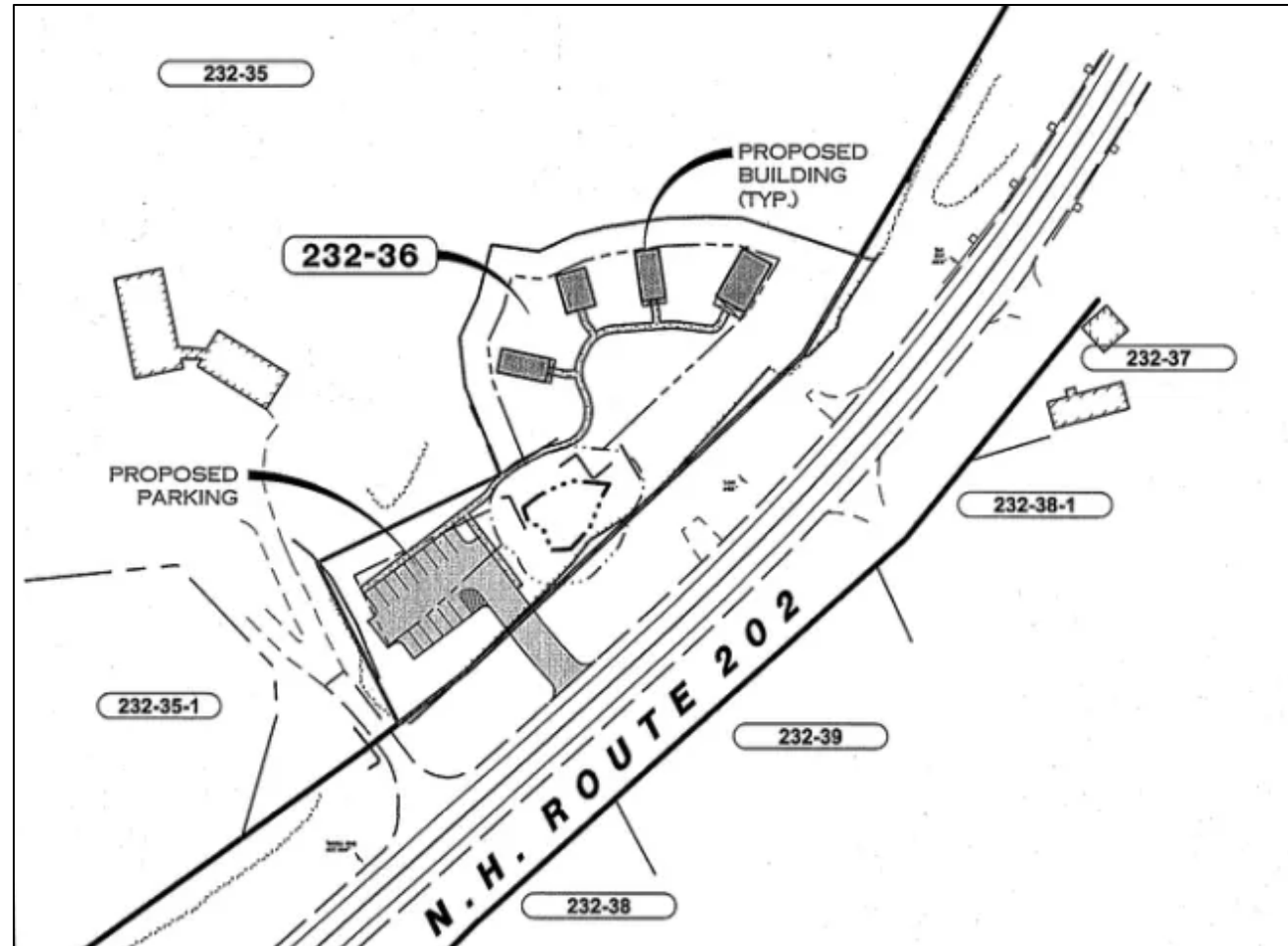
# Parking Standards



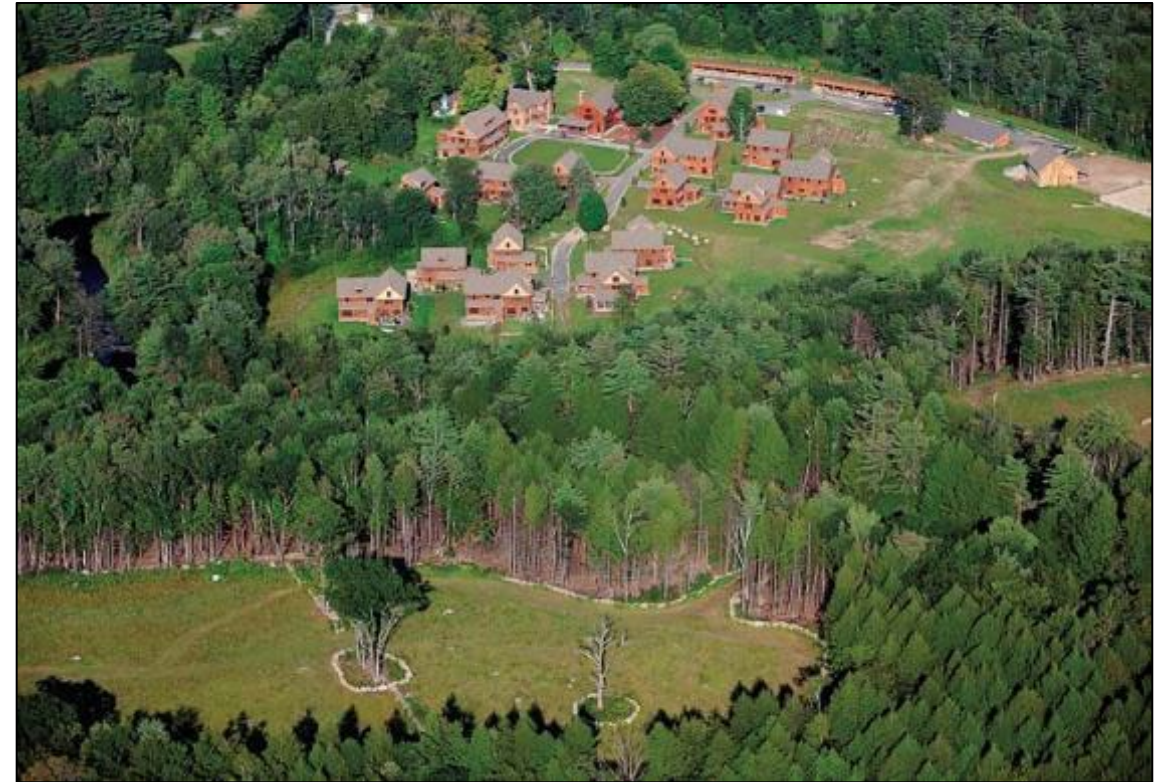
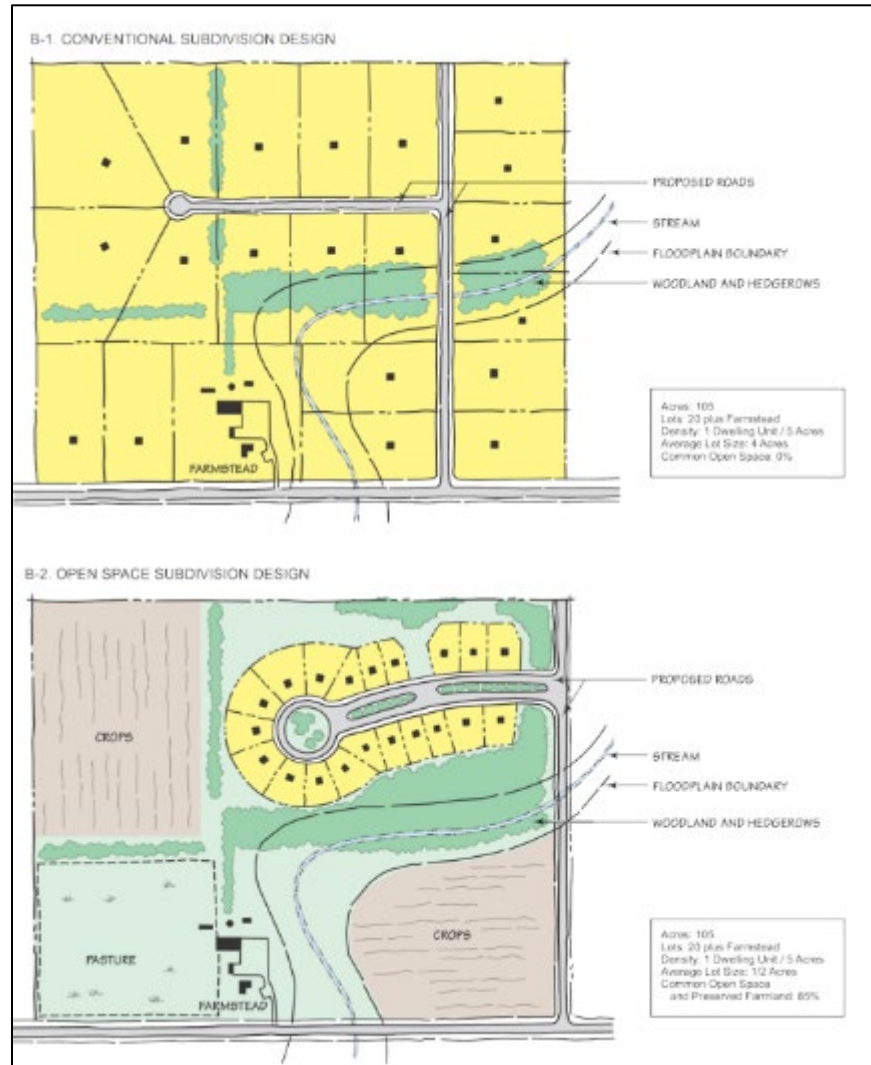
# Single-Family Attached



# Residential Colocation



# Open Space Residential Development



# Zoning District Right-Sizing

## Recommendations

### Density by Design to Support Housing Choices

Topic	Recommendations	Reasoning
<b>Minimum Lot Size and Unit Density</b>	Diversify minimum lot sizes by district and reduce minimum lot sizes in the SFR and MFR Districts to more closely match existing development patterns.	Under the current regulatory scheme, <u>40% of lots in the SFR District, and 85% in the MFR District do not meet the minimum lot size</u> for their district. Lowering the minimum lot area to better match the existing conditions will mean more units are legal, allowing property owners more freedom to use their lot as they see fit. This will also increase density in two areas that are well served by public sewers and water.
<b>Setbacks and Frontage</b>	Diversify Setbacks and Frontages by District, reducing them in the SFR, MFR, and CI Districts to 15 or 20 feet.	Diversifying lot setbacks and frontages will make districts feel more varied, and reducing setbacks in the SFR, MFR and CI Districts will re-align zoning with the existing patterns of land use in these areas.
	Allow the frontage and setbacks of a given lot match the average of surrounding properties.	Allowing setback averaging will allow for more walkability in areas adjacent to the Village Center, and encourage density without altering the character of the neighborhood.
<b>Use of Special Exceptions</b>	Allow multi-family dwellings as a by-right use in the MFR District, and within any new Overlay Districts.	This will simplify the process of creating multi-family housing in areas where it is already a part of the character of the neighborhood, and where it can be best supported given current infrastructure.

# Zoning District Right-Sizing

1985

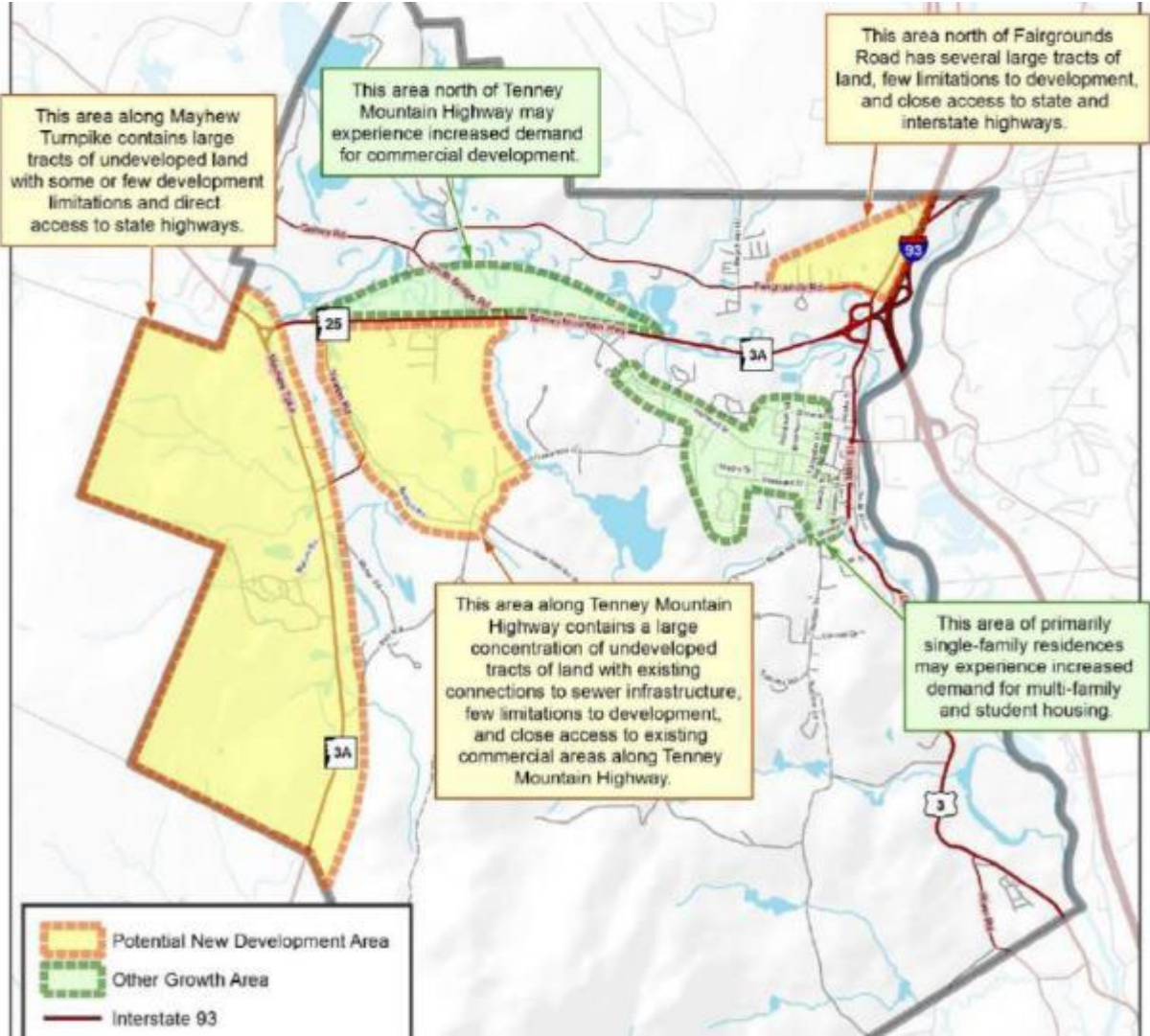
2022

Section 304.1 Residential, Single Family - R					
PERMITTED USES			ALLOWED BY SPECIAL EXCEPTION		
Single Family Dwelling Duplex House			Two Family Dwelling Cluster Development Civic Use, limited to public safety, recreation		
AREA DIMENSIONS					
Area in Square Feet	Minimum Lot Size	Frontage In Feet	Minimum Yard Dimensions In Feet		
			Front	Side	Rear
SF1	10,000	100	30	15	15
SF2	20,000	100	30	15	15
SF3	40,000	150	30	15	15
TF1	12,000	100	30	15	15
TF2	25,000	100	30	15	15
TF3	40,000	150	30	15	15

SF refers to Single Family. TF refers to Two Family.  
 1 refers to lots served by public water and sewer.  
 2 refers to lots served by public water or sewer.  
 3 refers to lots with on site water and sewage disposal.

Minimum lot size (in acres per dwelling unit) for property served by:							
-municipal sewage disposal	0.5	0.5	1.0/.5**	0.5	0	0.5	0.5
-private sewage disposal and treatment system designed in accordance with appropriate state standards	0.5	0.5	1.0/.5**	0.5	0	0.5	0.5
-an on-site septic disposal system	1	1	1	1	0	1	1
			** See below				

# Master Plan Growth Areas



TOWN OF PLYMOUTH ZONING ADMENDMENTS

Amendment 1: Definitions

Are you in favor of zoning amendment number one as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend Article II, Definitions, to create a new definition for "dwelling, attached single-family"; amend the definition of "dwelling, multiple unit" to "dwelling, multifamily," describing a building to be occupied by between three and six units, and create a new definition for the term "open-space residential development."

YES 325  
NO 83

UNDERVOTE 19 OVERVOTE 0

Amendment 2: Use Table

Are you in favor of zoning amendment number two as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend Article III, Section 304 to change the table of uses by updating names of certain uses for clarity; change multifamily dwellings not exceeding 6 units from a special exception to a permitted use within the multifamily residential zoning district; allow single-family attached dwellings, up to four units, as a permitted use in MFR, A, CI, and VC and by special exception in HC and ICD districts; and amend the provisions referencing parking for more than, less than, or equal to 125% of the minimum parking requirement to eliminate the internal conflict; accessory dwelling units will be by special exception in the SFR zone and permitted in all other zones; remove Cluster Residential Development and replace with Open Space Residential Development; and add a footnote to the Table of Uses to refer to the Plymouth Subdivision Regulations for regulations that apply in Open Space Residential Developments.

YES 304  
NO 91

UNDERVOTE 32 OVERVOTE 0

Amendment 3: Dimensional Requirements

Are you in favor of zoning amendment number three as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend Article III Section 304, to change the dimensional standard table to reduce the minimum required road frontage for a lot in SFR and MFR where off-site sewer is present from 100' to 75' and reduce minimum setbacks in those zones, which would also allow the option of using front setbacks based on the average of surrounding residential lots within 300', but not less than 5' or 10', respectively; add a separate setback table for uncovered parking spaces, and reduce the minimum parking setbacks in some districts and allow parking as close as 5' by special exception; change minimum lot sizes to a consistent unit of measure and replace the lot area per multi-unit building table with a consistent requirement for additional square footage per unit over one, differentiated by district; where off-site water and sewer is available reduce minimum lot size in SFR to 10,000 square feet and MFR to 7,500 square feet; remove dimensional reference to Cluster Residential Development and add footnote to refer to the Plymouth Subdivision Regulations; and simplify lot size requirements by replacing one acre with 40,000 square feet, and half an acre with 20,000 square feet in all cases aside from lots served by on-site well and septic systems.

YES 287  
NO 111

UNDERVOTE 27 OVERVOTE 0

TOWN OF PLYMOUTH ZONING ADMENDMENTS CONTINUED

Amendment 4: Off-street Parking

Are you in favor of zoning amendment number four as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend article IV Section 411 to change the parking requirement table to eliminate unused uses; amend the multifamily dwelling and accessory dwelling unit parking requirements; adjust the setback requirements between parking facilities and property lines; update qualitative requirements including requiring a buffer provision for most new parking in the side yard, delete ambiguous wording in Section 411.4(C) and clarify throughout; and amend Section 411.4(D) to apply to nonresidential uses only.

YES 319  
NO 78

UNDERVOTE 30 OVERVOTE 0

Amendment 5: Multiple Buildings on a lot

Are you in favor of zoning amendment number five as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: to change Article III, Section 304.2 and Article IV, Section 401.1 to consolidate the commercial co-location section and multiple buildings on a single lot section into a new Section 401.1 which would allow more than one principal structure on a lot subject to Site Plan Review where applicable; and provided relevant life safety, fire, and other requirements are met. Multiple single-family or two-family dwellings on a lot would be allowed by conditional use permit. More than one main structure would also be removed from Section 304, Table of Uses, and Section 304.2 of Article III will be deleted once this amendment to Article IV, Section 401.1 is inserted.

YES 292  
NO 103

UNDERVOTE 31 OVERVOTE 0

Amendment 6: OSRD

Are you in favor of zoning amendment number six as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend Article III, Section 304 and Article V to remove the current Open-Space Residential District requirements and replace with a reference to a new set of open-space residential district standards that will be housed in the Plymouth Subdivision Regulations. In section 304 remove the reference to Cluster Residential Development, add footnotes to the Tables of Uses and Area Dimensions to refer to the Plymouth Subdivision Regulations, and create a new definition for Open Space Residential District accordingly in Article II.

YES 298  
NO 90

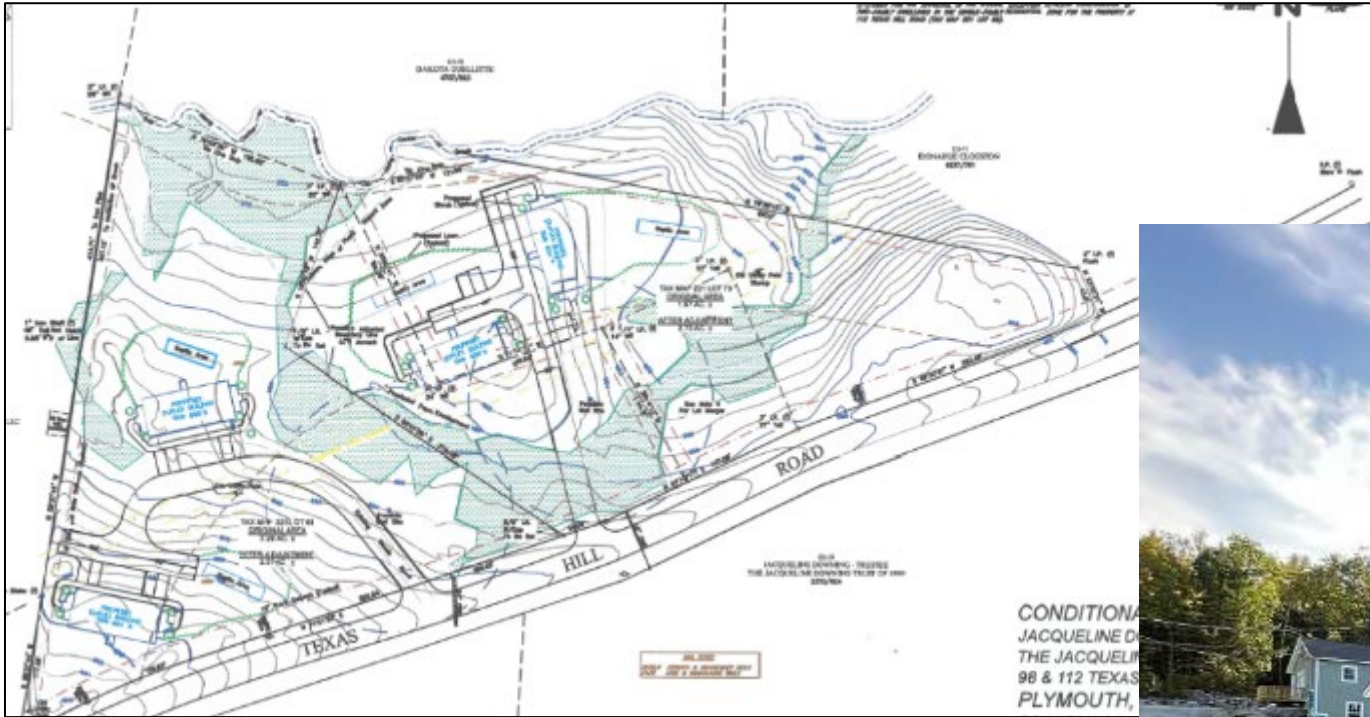
UNDERVOTE 39 OVERVOTE 0

Amendment 7: Accessory Dwelling Units

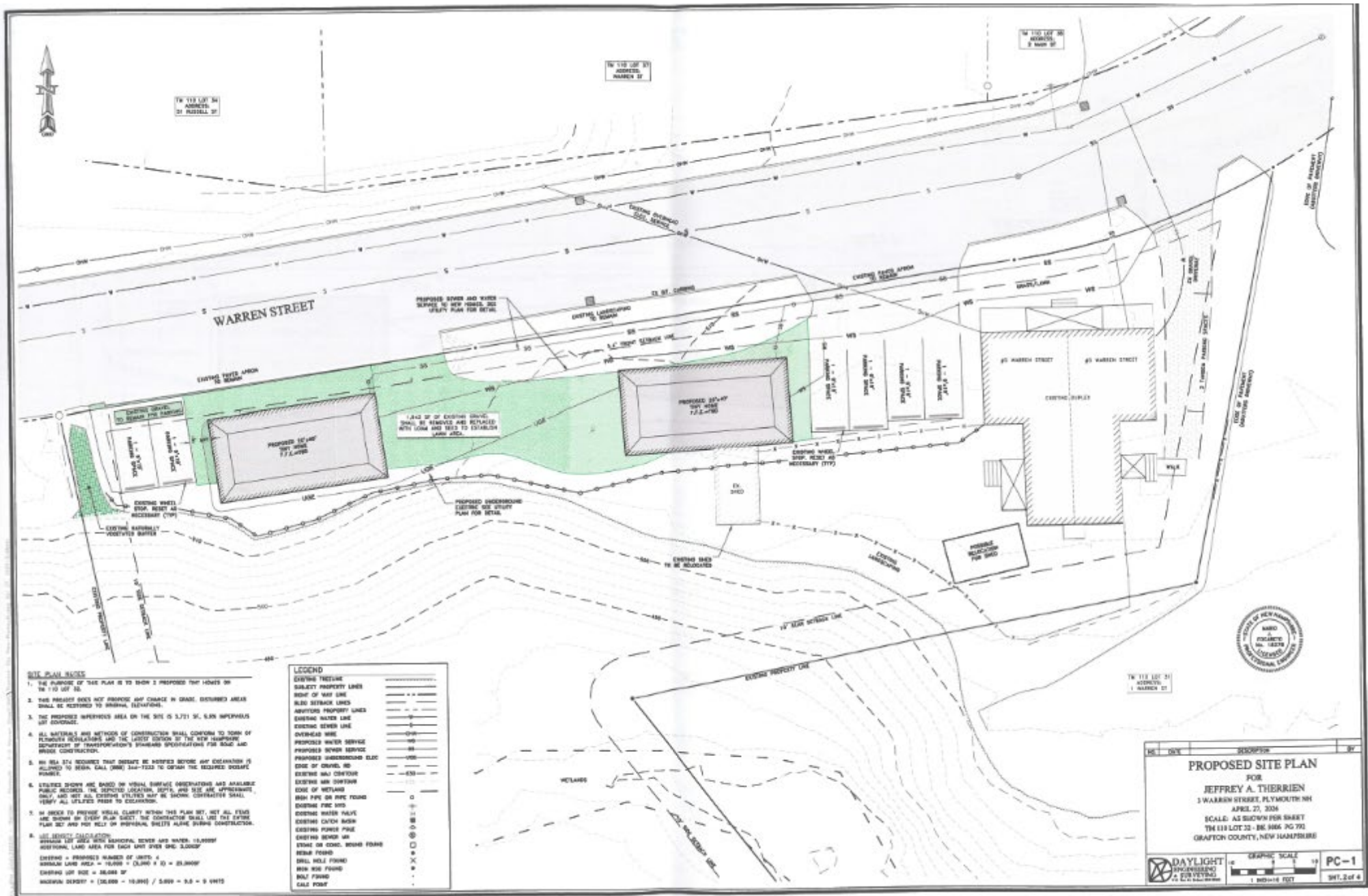
Are you in favor of zoning amendment number seven as proposed by the Planning Board, to amend the Plymouth Zoning Ordinance as follows: amend Article IV Section 415 to change the accessory dwelling unit requirements by removing reference to a requirement for a conditional use permit, and removing the statement about where they are permitted, to eliminate redundancy with the other provisions for permitted uses in Article III. This would also remove inaccurate language referencing State statutes; simplify the purpose statement section; and change the required parking spaces to a minimum of one for an accessory dwelling unit, in addition to the spaces required for a single-family home.

YES 332  
NO 62

UNDERVOTE 33 OVERVOTE 0







- SITE PLAN NOTES**
1. THE PURPOSE OF THIS PLAN IS TO SHOW 2 PROPOSED TYPICAL HOUSES ON TN 113 LOT 33.
  2. THIS PROJECT DOES NOT INVOLVE ANY CHANGE IN GRADE. DISTURBED AREAS SHALL BE RESTORED TO ORIGINAL ELEVATIONS.
  3. THE PROPOSED IMPERVIOUS AREA ON THE SITE IS 3,721 SQ. FT. IMPERVIOUS SURFACE.
  4. ALL MATERIALS AND METHODS OF CONSTRUCTION SHALL CONFORM TO 2008 NH PLUMBING REGULATIONS AND THE LATEST EDITION OF THE NEW HAMPSHIRE DEPARTMENT OF TRANSPORTATION'S ENGINEERING SPECIFICATIONS FOR ROAD AND BRIDGE CONSTRUCTION.
  5. AN 18" DIA. REQUIRED THAT MUST BE INSTALLED BEFORE ANY EXCAVATION IS ALLOWED TO BEAN. CALL (NH) 344-7323 TO OBTAIN THE REQUIRED BODICE FORMS.
  6. UTILITIES SHOWN ARE BASED ON VISUAL SURFACE OBSERVATIONS AND AVAILABLE PUBLIC RECORDS. THE EXACT LOCATION, DEPTH, AND SIZE ARE APPROXIMATE. ONLY AND NOT ALL EXISTING UTILITIES MAY BE SHOWN. CONTRACTOR SHALL VERIFY ALL UTILITIES PRIOR TO CONSTRUCTION.
  7. AN OWNER TO PROVIDE VISUAL CLARITY WITHIN THIS PLAN SET, NOT ALL FEAS ARE SHOWN ON EVERY PLAN SHEET. THE CONTRACTOR SHALL USE THE EXISTING PLAN SET AND NOT RELY ON INDIVIDUAL SHEETS ALONE DURING CONSTRUCTION.
  8. SEE EXISTING UTILITIES.
- ADDITIONAL NOTES:**
- 1. MINIMUM LOT AREA WITH MINIMUM SEWER AND WATER: 15,000 SQ. FT.
  - 2. MINIMUM LOT AREA FOR EACH UNIT OVER ONE FLOOR: 1,000 SQ. FT.
  - 3. MINIMUM LOT AREA = 10,000 + (1,000 x 10) = 20,000 SQ. FT.
  - 4. MINIMUM LOT AREA = 10,000 + (1,000 x 10) = 20,000 SQ. FT.
  - 5. MINIMUM DEPTH = (10,000 + 10,000) / 5,000 = 4.0 = 4 UNITS

**LEGEND**

EXISTING TRENCH	-----
SUBJECT PROPERTY LINES	-----
BOUNDARY OF 180' LINE	-----
ADJUTANT PROPERTY LINES	-----
EXISTING WATER LINE	-----
EXISTING SEWER LINE	-----
OVERHEAD WIRE	-----
PROPOSED WATER SERVICE	-----
PROPOSED SEWER SERVICE	-----
PROPOSED UNDERGROUND ELEC	-----
EDGE OF DRIVEWAY	-----
EXISTING MAIL CONTAINER	-----
EXISTING NEW CONCRETE	-----
EDGE OF RETAINING	-----
18" DIA. PIPE OR PVC FOUND	-----
EXISTING FIRE HYD	-----
EXISTING IRON PIPE	-----
EXISTING CATCH BASIN	-----
EXISTING FURROW PIPE	-----
EXISTING BENCH MARK	-----
STONE OR CONC. BENCH MARK	-----
STONE FOUND	-----
DRILL HOLE FOUND	-----
IRON PIPE FOUND	-----
HOLE FOUND	-----
CALL POINT	-----

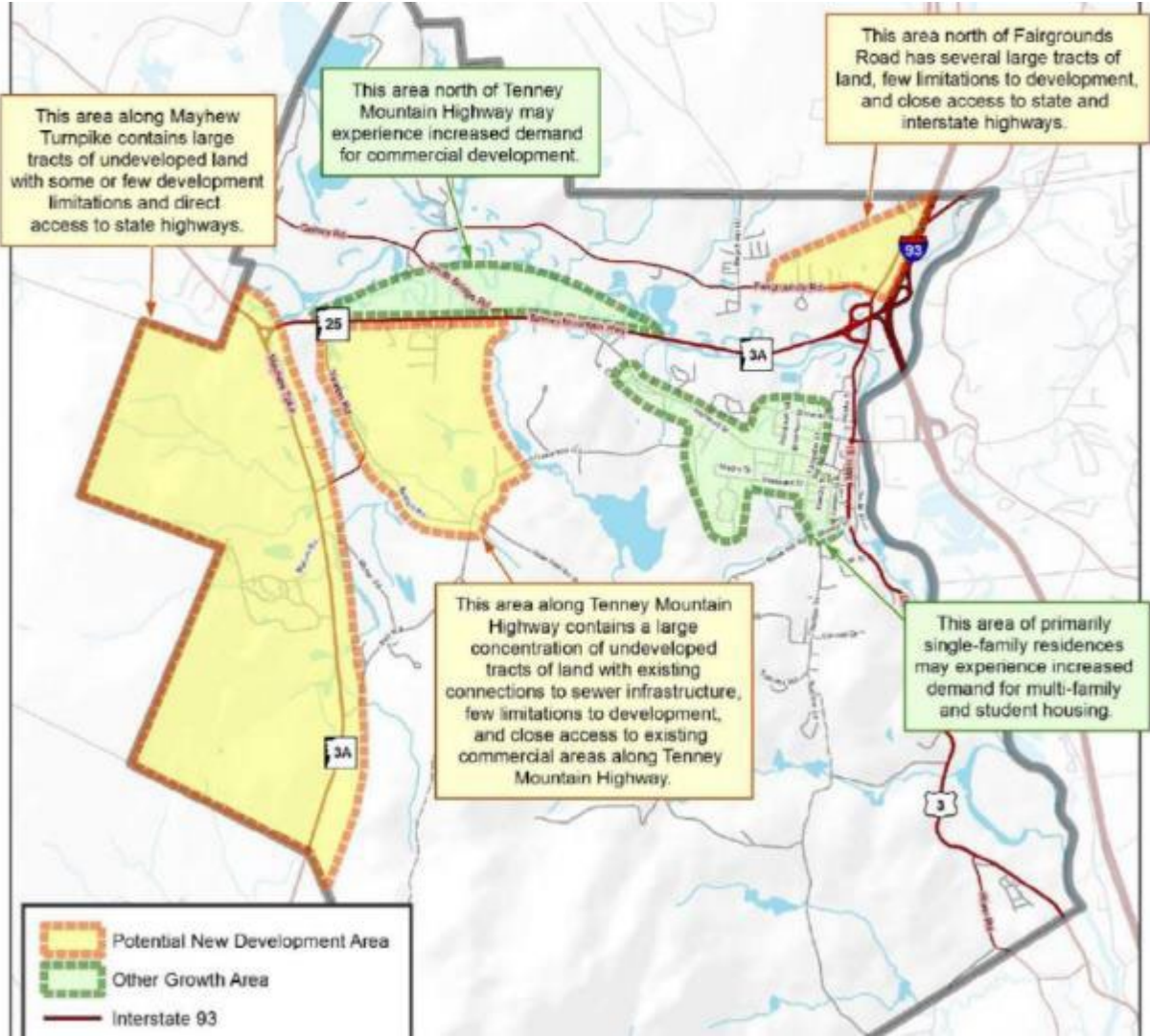
**PROPOSED SITE PLAN**  
 FOR  
**JEFFREY A. THERRIEN**  
 1 WARREN STREET, PLYMOUTH NH  
 APRIL 27, 2024  
 SCALE: AS SHOWN FOR SHIRT  
 TN 113 LOT 33 - BE 1064 PG 792  
 GRAFTON COUNTY, NEW HAMPSHIRE

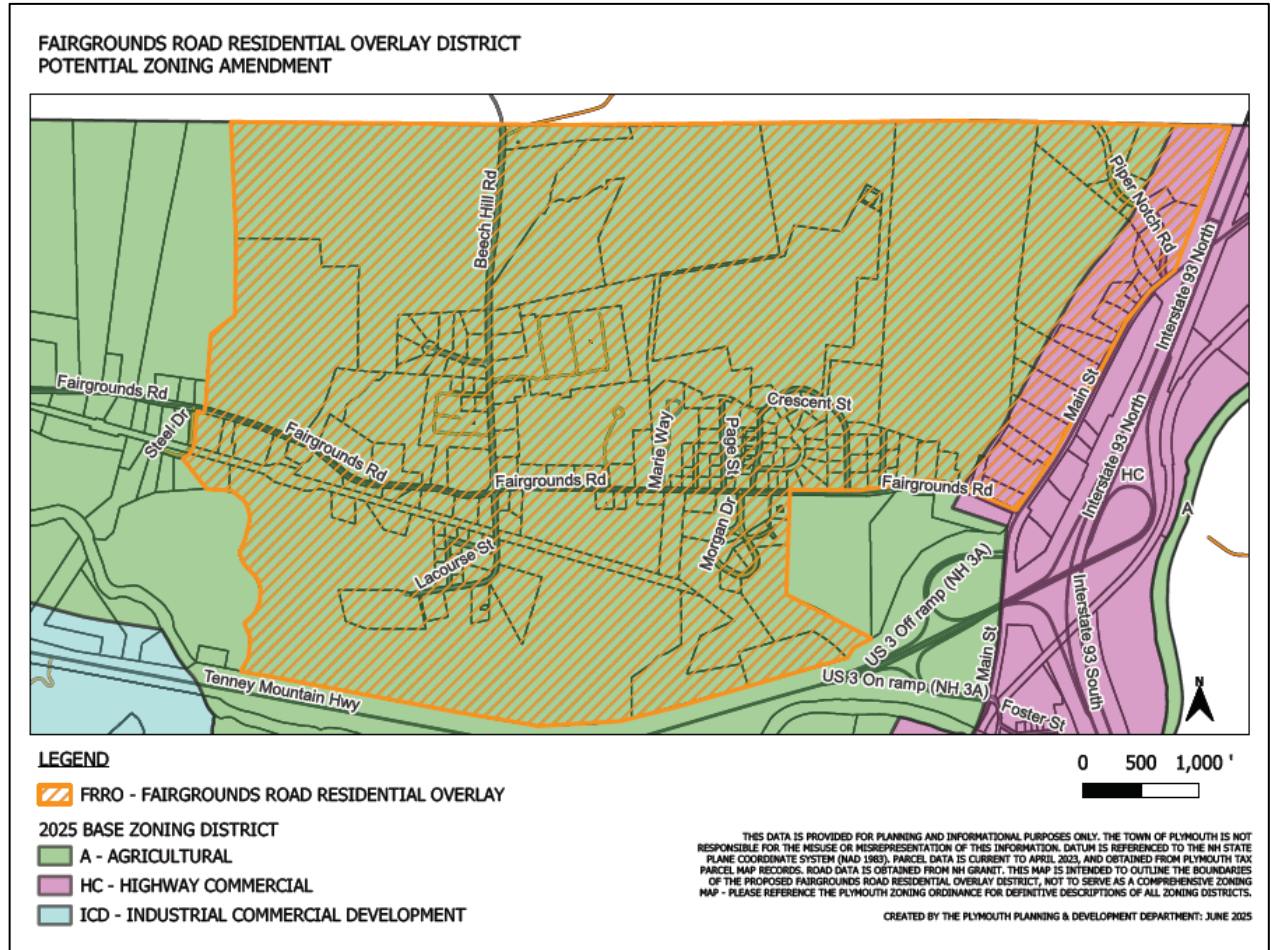
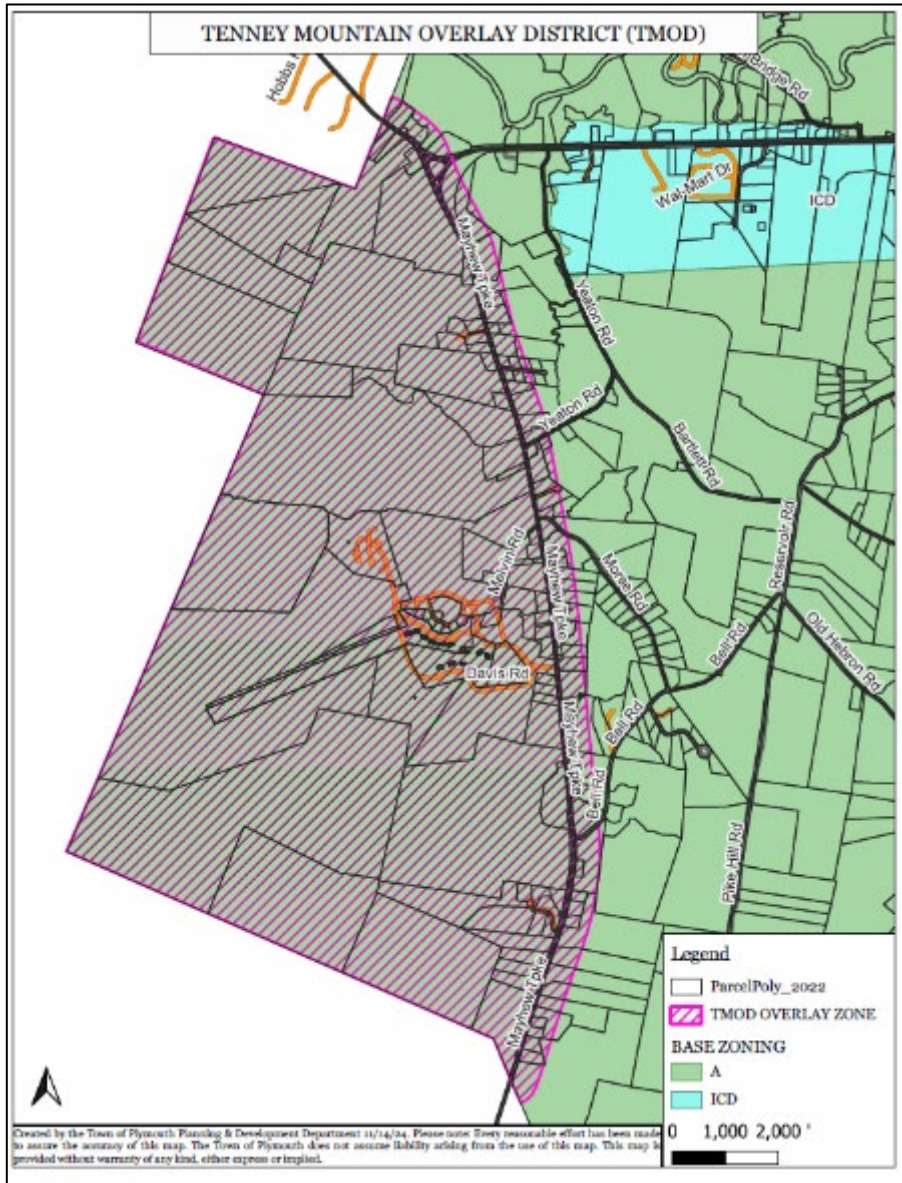
DAYLIGHT ENGINEERING & ARCHITECTURE  
 100 W. 10th Street  
 Concord, NH 03301  
 TEL: 603.271.1111  
 WWW.DAYLIGHTNH.COM

GRAPHIC SCALE: 1" = 10'-0" FEET  
 PC-1  
 SHEET 2 OF 4

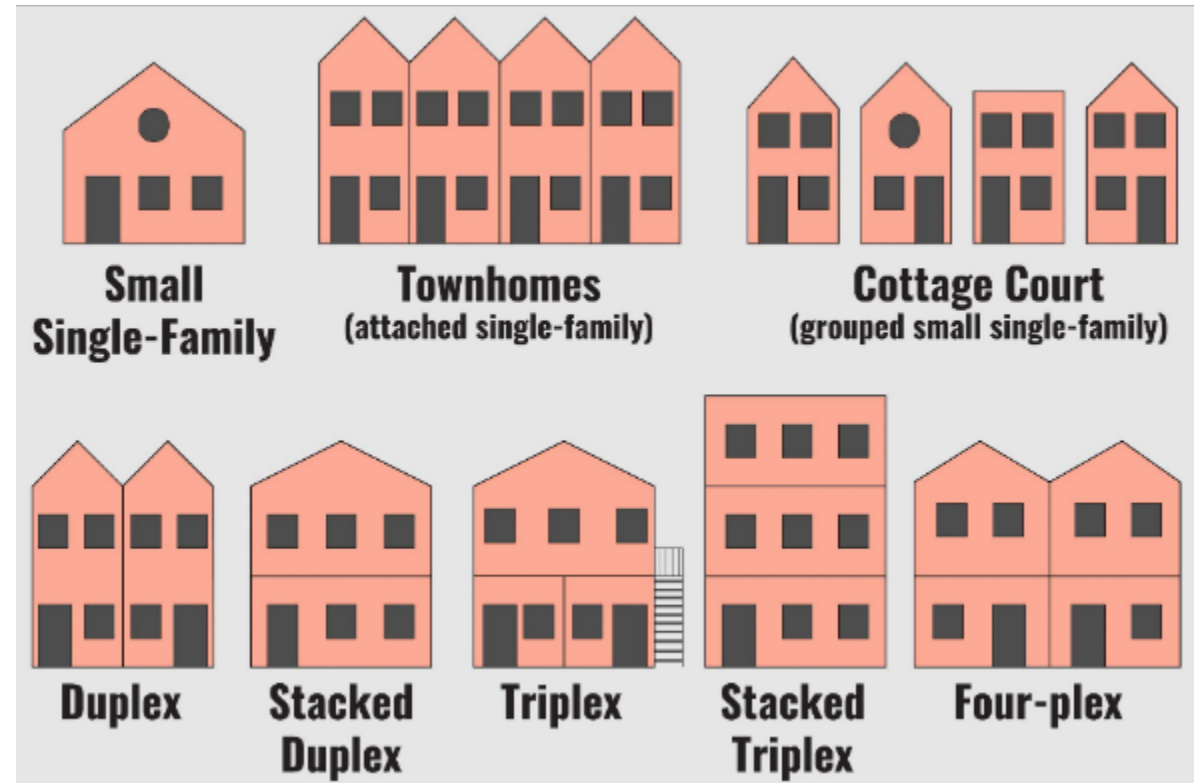
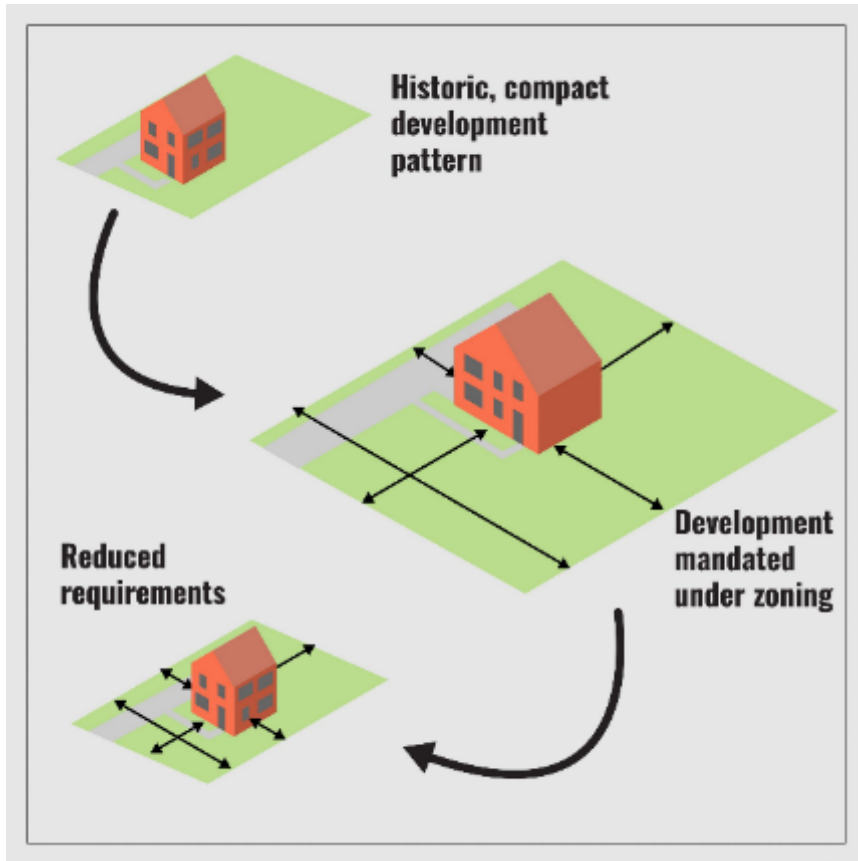


# Master Plan Growth Areas





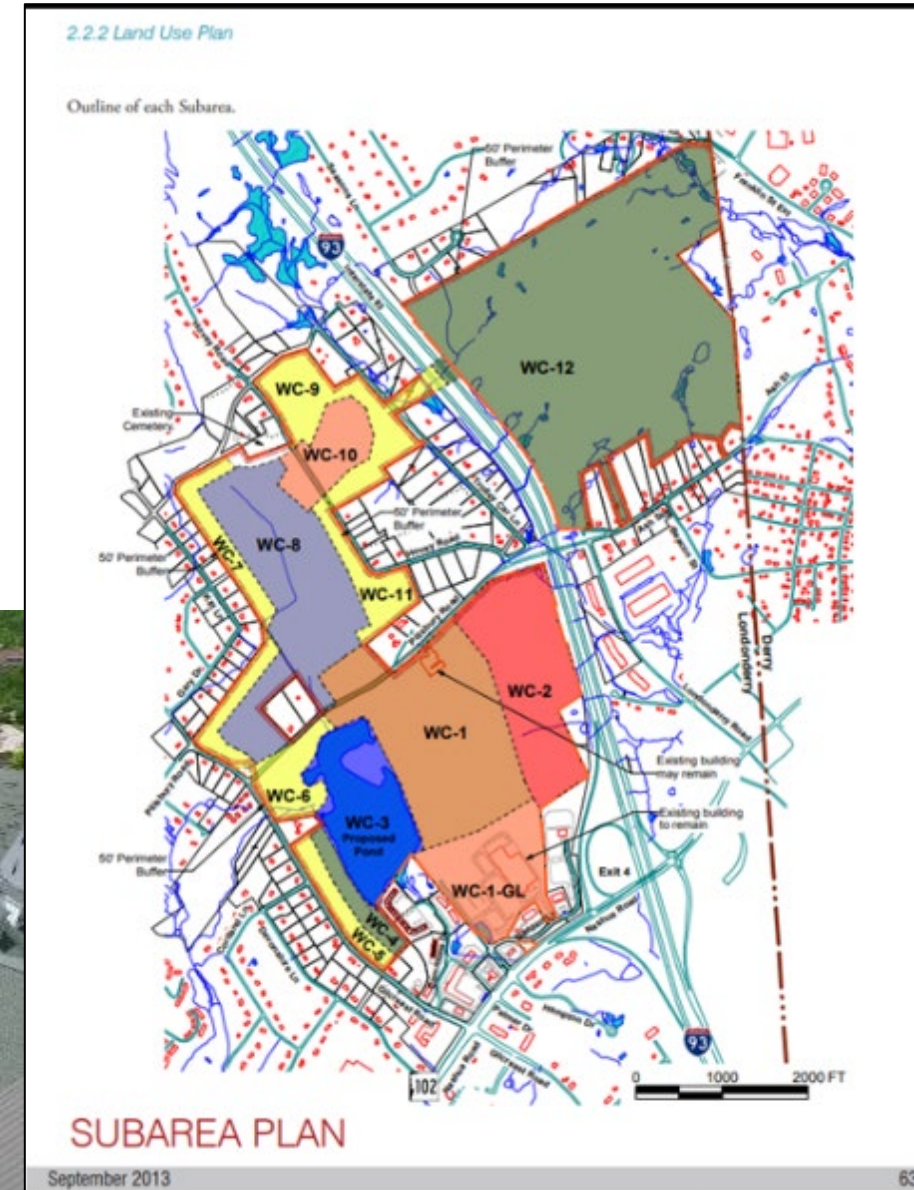
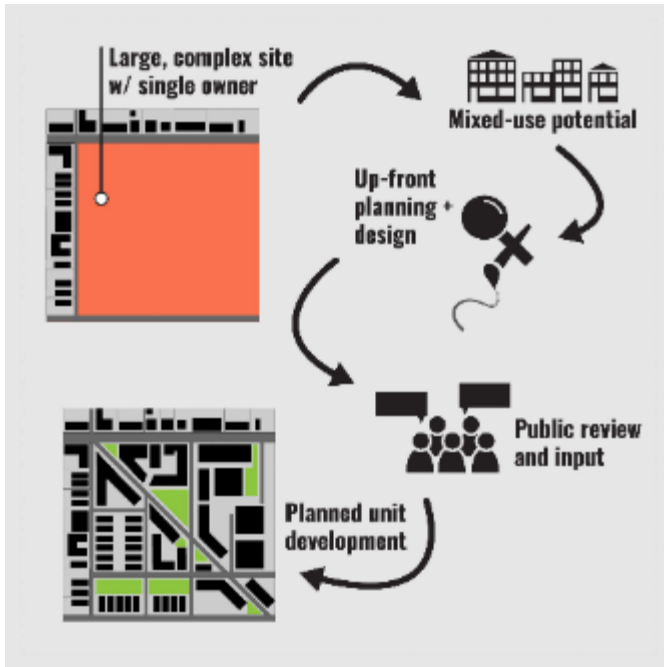
# Fairgrounds Road Residential Overlay



# Fairgrounds Road Residential Overlay



# Tenney Mountain Overlay



Annual Town Meeting Zoning Ballot  
**Zoning Amendment 1 Compliance with recent changes to State law**

	scanned	manual	total
Ballots Cast	689	3	692
Overvotes	0	0	0
Undervotes	31	0	31
Yes	538	1	539
No	120	2	122

Annual Town Meeting Zoning Ballot  
**Zoning Amendment 2 Accessory Dwelling Unit Owner Occupancy**

	scanned	manual	total
Ballots Cast	689	3	692
Overvotes	0	0	0
Undervotes	23	0	23
Yes	440	0	440
No	226	3	229

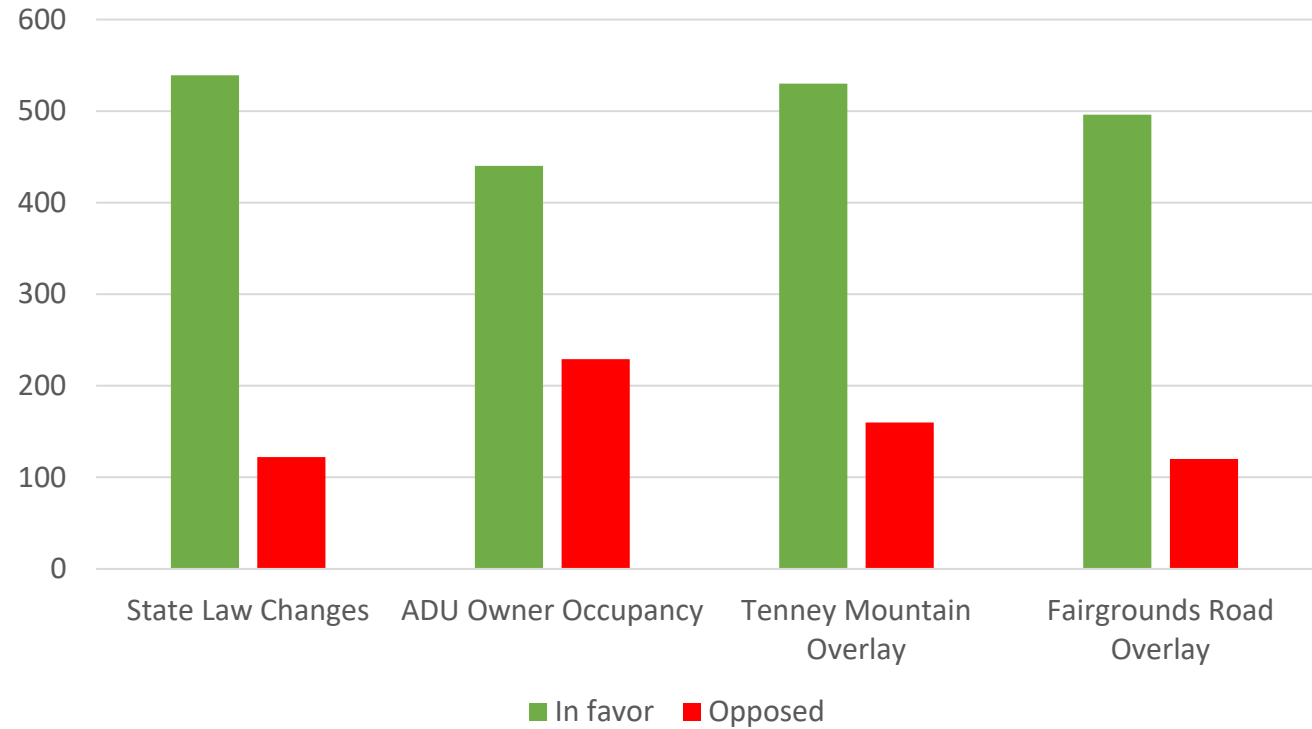
Annual Town Meeting Zoning Ballot  
**Zoning Amendment 3 Tenney Mountain Overlay District**

	scanned	manual	total
Ballots Cast	689	3	692
Overvotes	0	0	0
Undervotes	2	0	2
Yes	530	0	530
No	157	3	160

Annual Town Meeting Zoning Ballot  
**Zoning Amendment 4 Fairgrounds Road Residential Overlay District**

	scanned	manual	total
Ballots Cast	689	3	692
Overvotes	0	0	0
Undervotes	76	0	76
Yes	495	1	496
No	118	2	120

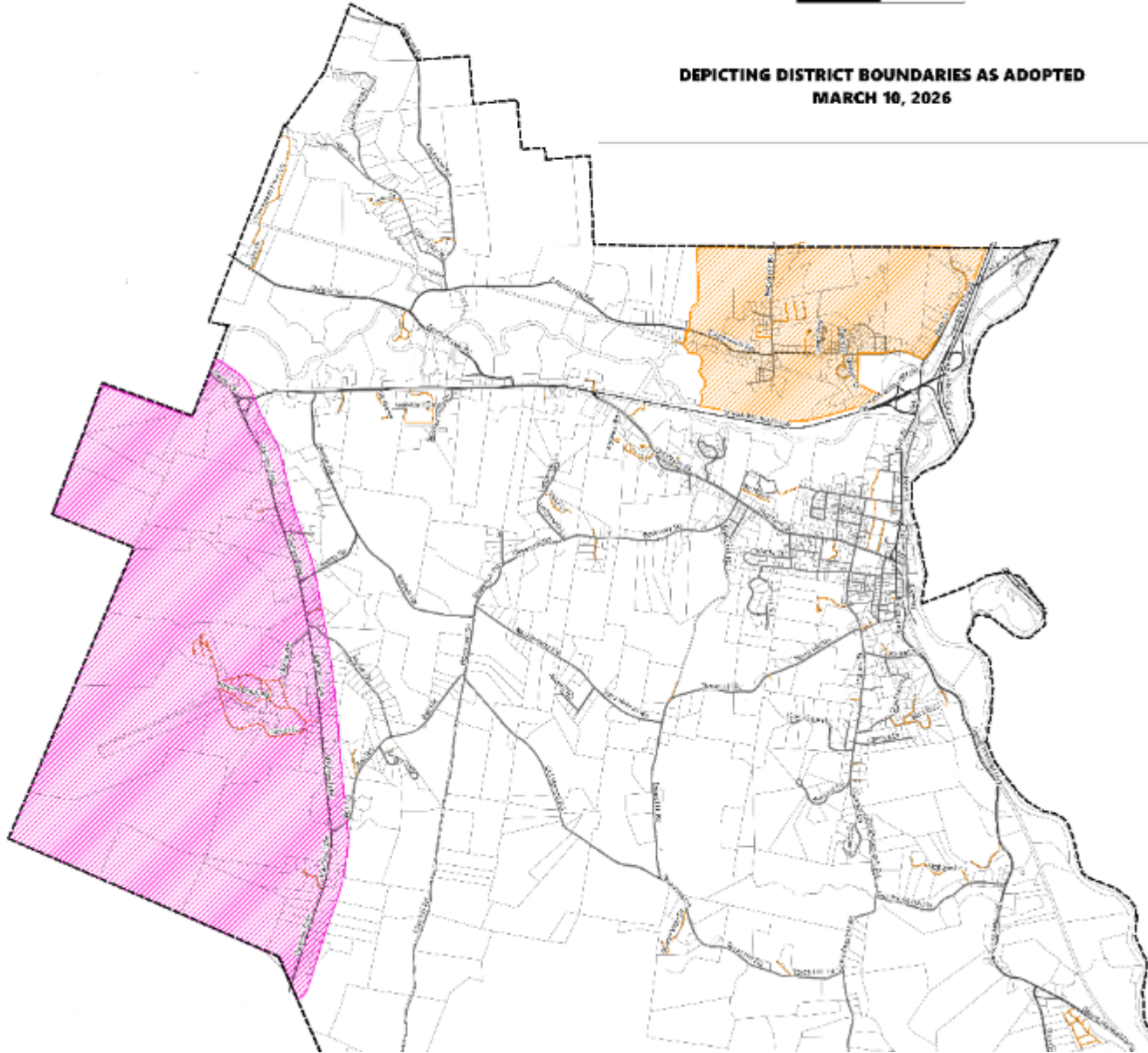
## 2026 Zoning Amendments



**FAIRGROUNDS ROAD RESIDENTIAL OVERLAY  
AND TENNEY MOUNTAIN OVERLAY DISTRICTS**

0 2,000 5,000 FT

**DEPICTING DISTRICT BOUNDARIES AS ADOPTED  
MARCH 10, 2026**



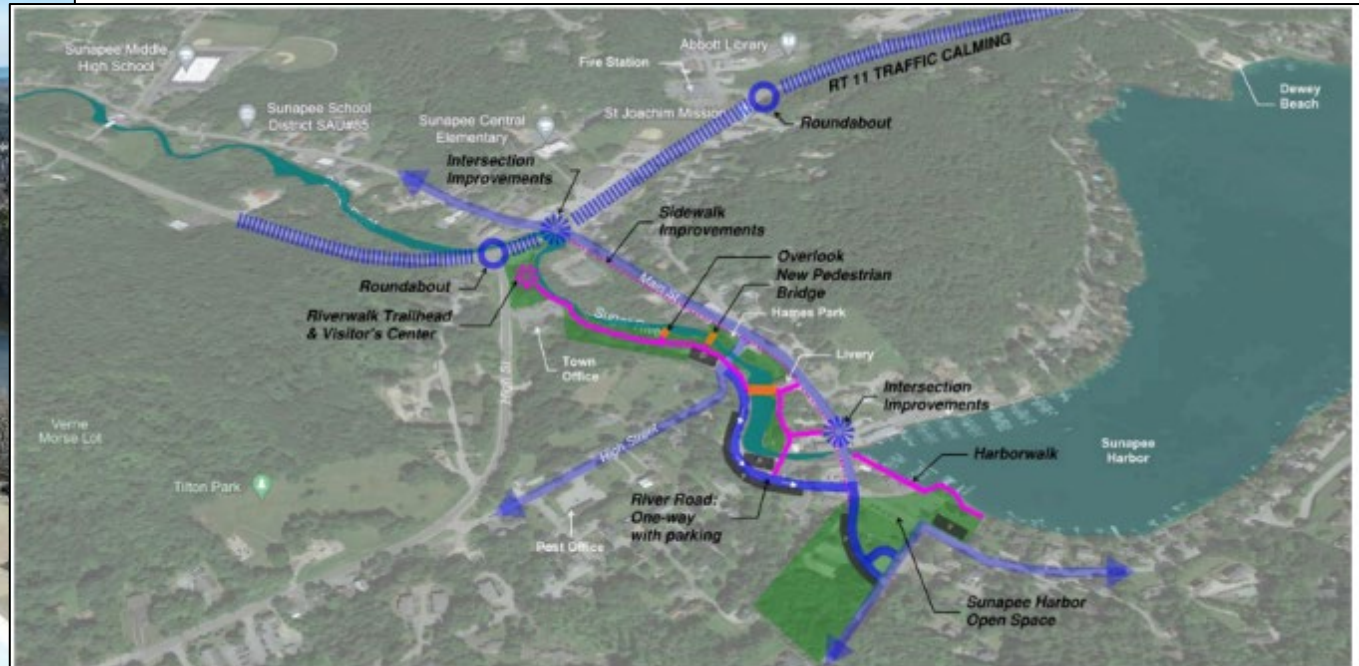
# HOP Grantee Charrette Specifics

## Benefits

- ❑ Prioritized application
- ❑ Waived program fee (\$6,500)
- ❑ Opportunity for additional hosting-related funds, based on need.



Manchester Charrette, April 2025



An overview of overall circulation in the project area, including recommended improvements.

# Housing Master Plan Project Community Meeting

Join us and share your thoughts on  
the future of Plymouth's Housing



## Community Meeting



Monday  
March 2, 2026  
6:30pm - 8:00pm



Plymouth Regional  
High School  
Bobcat Cafe  
86 Old Ward Bridge Road



For questions or information  
please reach out to  
[planning@plymouthnh.gov](mailto:planning@plymouthnh.gov)

Plymouth's Planning Board is hosting a Community Meeting to learn more about your housing needs, challenges, and vision for the Town. This meeting will start with a presentation on the planning process followed by an opportunity to share your thoughts on housing.

This meeting will help inform the creation of Plymouth's Housing Chapter for the current Master Plan.

All are welcome to attend.

Learn more on our website

[plymouthnh.gov/projects/housing\\_chapter.php](https://plymouthnh.gov/projects/housing_chapter.php)



Town of Plymouth, New Hampshire  
**SIX WORD STORY**



## BE HEARD—TELL US YOUR HOUSING STORY!

"Home" has meaning for everyone. For some, it's about owning their dream house; for others, it's about having a home at all. A home can be a single-family home, an apartment, a condo, or a place where people live together and share everyday housekeeping chores. It can be a shelter for people who have no home. It can be your parents' basement! **Tell us about your home!** What does "home" mean to you? Is your home special? A fixer-upper? What do you long for in the place you hope to call home someday?

## HOW DO I PARTICIPATE?

Six Word Story Boxes will be available at four locations around Plymouth:

- **Pease Public Library:** 1 Russell St, Plymouth, NH 03264
- **Plymouth Regional Senior Center:** 8 Depot St, Plymouth, NH 03264
- **Plymouth Town Hall:** 6 Post Office Square, Plymouth, NH 03264
- **Plymouth Recycling Center:** 56 Beech Hill Rd, Plymouth, NH 03264

The Plymouth Planning Board and Planning Department want to hear from you! Take a card, write down your thoughts about **home**, and put your card in the box at any of the above locations. Remember: you're limited to six words!

**The Six-Word Story Project will be accepting responses until Monday, September 15, 2025.**

## QUESTIONS? WANT TO KNOW MORE?

Please contact:  
Joseph Perez, Director of Planning and Economic Development, Town of Plymouth  
e: [planning@plymouthnh.gov](mailto:planning@plymouthnh.gov)  
p: 603-536-1731 ext. 101.

# Strategies for Zoning Reform

NEW HAMPSHIRE PLANNING CONFERENCE

MAY 9, 2026



New Hampshire Department of  
**BUSINESS AND  
ECONOMIC AFFAIRS**



# Questions

118

- ▶ Why is your community talking about zoning reform?
  - ▶ Great Awakening
  - ▶ Recent Master Plan
  - ▶ NIMBY/YIMBY “push-pull”
  - ▶ Developers
  - ▶ Litigation
  - ▶ Desire for tax base growth
  - ▶ Desire for no growth
  - ▶ Special market considerations, e.g., short-term rentals

# How much are you trying to change?

- ▶ Can the issues you want to address be solved with ...
  - ▶ A simple fix?
  - ▶ A new district?
  - ▶ Eliminating a useless district?
  - ▶ Tweaks?
  - ▶ Are you trying to change policy, ordinance/structure and format, or both?
- ▶ Or is the ordinance simply a mess, *soup to nuts*?

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# Who's driving the bus?

## ▶ The Perfect Alignment

- ▶ Planning Board
- ▶ City/town staff
- ▶ Other boards, commissions
- ▶ Organized constituents
- ▶ Community, neighborhood groups
- ▶ Developers





# Or not ...

THE PERFECT STORM

# Incremental Change

- ▶ Baby steps can be much better than no change!
- ▶ Considerations:
  - ▶ Communities with little/no track record
  - ▶ Controversy or disagreements within the Planning Board, other municipal boards
  - ▶ Communities with limited staff capacity, new staff
  - ▶ Changes that may ruffle feathers but not enough to trigger a world war



# Considerations

- ▶ Will you be more successful in the long run by breaking big zoning changes into smaller bites?
- ▶ Can a big zoning change occur piecemeal?
- ▶ Plymouth example:
  - ▶ “Roll back” changes that created widespread nonconformities
  - ▶ Make change less “scary”
  - ▶ Introduce new ideas incrementally
  - ▶ Introduce big ideas next





# Can you fix obvious defects?

- ▶ Readability Example:
- ▶ FAST – ORDER FOOD ESTABLISHMENT: An establishment whose primary business is the sale of food for consumption on or off the premises which is (a) primarily intended for immediate consumption rather than for use as an ingredient or component of meals; (b) available upon a short waiting time; (c) packaged or presented in such a manner that it can be readily eaten outside the premises where it is sold; and (d) primarily prepared in advance of a specific order for such food. Establishments that do not provide direct table service to their patrons shall be considered fast-order food establishments. Establishments providing primarily take-out service or delivery service shall be considered fast-order food establishments. Establishments where the patrons order at a counter or window and carry the food order to a table shall be considered fast-order food establishments.



# Just making text easier to read makes a difference!

- ▶ Fast-Order Food Establishment: An establishment whose primary business is the sale of food for consumption on or off the premises which is:
  - ▶ primarily intended for immediate consumption rather than for use as an ingredient or component of meals;
  - ▶ available upon a short waiting time;
  - ▶ packaged or presented in such a manner that it can be readily eaten outside the premises where it is sold; and
  - ▶ primarily prepared in advance of a specific order for such food.
- ▶ This term also includes food establishments that:
  - ▶ Do not provide direct table service to patrons;
  - ▶ Provide primarily take-out service or delivery service;
  - ▶ Provide food orders at a counter or window such that patrons carry their food to a table.

# How does your zoning define “family”?

- ▶ Family: An individual or two or more persons, related by blood, marriage, adoption or guardianship, or not more than five persons not so related, occupying a dwelling unit and living as a single housekeeping unit.
- ▶ Family: One or more persons occupying a dwelling unit and living as a single housekeeping unit.



# Do you have a Table of Uses and use regulations in text - and do they agree?

**Table 2: Inconsistencies Between Use Table and Text**

Use	District*	Text**	Table
Christmas Tree Sales	NB	Y	N
Fast-Order Food Establishment	NB	Not mentioned	CU
Garaging of 2 or more heavy commercial vehicles	GB	SE	Y
Recyclable Materials Transfer Ctr.	I	Not mentioned	E
Wholesale	C	SE	N

\*NB = Neighborhood Business, GB = General Business, I = Industrial, C = Commercial

\*\*Y = allowed by right, N = Prohibited, SE = Special Exception, CU = Conditional Use

# What is “Community Character”?

- ▶ Finding (Zoning Audit)
- ▶ Community Character is set as a requirement for Conditional Use Approvals, Special Exceptions, and Variances. However, the Zoning Ordinance provides no criteria for what constitutes “community character.” There are also no character and purpose descriptions for any of the districts ...



# What if a fundamentally disorganized ordinance stands in the way of zoning reform?

- ▶ Lack of hierarchy and lots of repetition – with inconsistencies throughout
- ▶ Example:
  - ▶ ... in the *N* district, the ordinance moves from a boundary description to dimensional regulations, within which some special exception provisions exist, followed by a lengthy section on signs to an assortment of principal and accessory use regulations, and special exceptions for a variety of residential and nonresidential uses. A similar pattern repeats in other sections, often duplicating verbatim the language from the *N* district. The pattern abruptly changes in the *X* District, where the ZO introduces a host of additional regulations available through conditional use permits.

# Odd/ difficult-to-understand definitions

- ▶ Definition of Buffer/Corridor Zone
- ▶ A protective buffer strip naturally vegetated and/or planted with native or indigenous saplings, shrubs and ground covers displaying a typical woodland appearance appropriated to the condition and said type of the landforms.



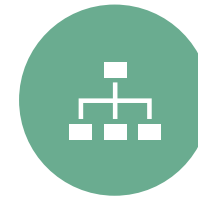
# Pervasive nonconformities



Compare the ZO's dimensional requirements with actual dimensions of lots and development today and identify any significant mismatches. If significant clusters exist with undersized parcels or development that exceeds setbacks, consider rezoning those areas to districts in which they would conform or altering the dimensional requirements so that more lots and buildings conform.



This kind of mapping exercise could also help to begin identifying where boundaries of existing zones should be modified based on conditions "on the ground," i.e., the established built form and patterns of use in various locations.



May be critical for Master Plan implementation!

# “Soup to nuts” required when

...

- ▶ “Tweaks” won’t work
- ▶ ZO needs to be reorganized
- ▶ ZO has multiple structural defects, e.g., inconsistencies, repetition, difficult to use, fundamental “disconnect” with Town goals, Master Plan

# Continuum of “fixes”

- ▶ **Helpful!** Adding graphics, design guidelines to a Euclidean(use-based) ordinance
- ▶ **Manageable!** Introducing form-based code or character districts via optional overlays
- ▶ **Taking the next step!** Weaving a form-based code into an existing structure (“parallel” fixes)
- ▶ **Form replaces use** ... city/town-wide FBC
- ▶ However, FBC is not the only option for major zoning revisions and “soup to nuts” updates. Much can still be done within the “Euclidean” framework.

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# Be brave!

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