

Candia Four Corners Village District

Analysis of Development Potential and Impacts of Draft Zoning Amendment

**Public Hearing
November 20, 2019**



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Southern NH Planning Commission

MTAG Grant Report



TOWN OF CANDIA, NH
MTAG REPORTING
FOUR CORNERS VILLAGE ZONING
DISTRICT PROJECT

FINAL REPORT
JANUARY 25, 2018

Summary of Completed Tasks:

1. A public hearing on the draft zoning amendments (see Attachment #1) was held by the Planning Board on Wednesday, January 3, 2018. Prior to opening the public hearing, the Board Chair held a brief work session with the Planning Board. The Planning Consultant gave an overview of the project and described what work had been undertaken to date. The Chair opened the hearing for public comment at that point, and questions were answered by Board members and the Planning Consultant.
2. Following the conclusion of the hearing, the Board went into public meeting mode and discussed the results of the hearing and what action the Board should take. After some discussion, the members voted that the zoning amendments would not go to the ballot in March. The Board agreed to meet again in two weeks for a workshop on this issue and plan a path forward.
3. The Board met on January 17, 2018 to continue discussion of the zoning question. The Board agreed to hold another workshop on the issue on February 21, 2018. (See Attachment #2 for the minutes of the January 3 and 17, 2018 meetings.)

What Questions Have Come Up That Are Still Unanswered? Nothing at this point.

Are There Areas Where We Feel Progress Is Not Being Made? In the sense that the Board decided to not go to ballot this year, progress was not made in furthering Master Plan implementation. From the comments heard at the public hearing, it seemed that those who were objecting to the amendment were objecting to the proposed size of the district (much too large), and were concerned about how allowing mixed uses in the district would affect the rural character of Candia. It is not clear if additional public hearings this year might have eased those concerns; at any rate, there was simply not time to go through more than one additional public hearing, given the deadlines for posting the zoning ballot.

Has Anything Come Up That Surprised Us Or That We Could Have Included In The Application? Not at this point.

- In January 2018, consultant Carol Ogilvie completed a report with recommendations about the establishment of a Four Corners Village District.
- Carol Ogilvie's work was supported by a \$10,000 Municipal Technical Assistance Grant (MTAG) grant matched with \$2,500 in Town funds.

Concerns Over the MTAG Grant Report

- During public meetings in 2018 facilitated by consultant Carol Ogilvie, concerns were raised about the proposed Four Corners Village District including:
 - 1. That the size of the proposed Four Corners Village District was too large.**
 - 2. That the stipulations in the draft Four Corners Village District would not result in development characteristic of a rural village center.**
- Following the 2018 public meetings, the Candia Planning Board began working with the Southern New Hampshire Planning Commission (SNHPC) to address these concerns and revise the proposed district to fit the vision of the Town.

Highlights of the Revised Four Corners Village District Proposal

The Purposes of the Four Corners Village District

The Candia Planning Board has identified three purposes for the proposed Four Corners Village District.

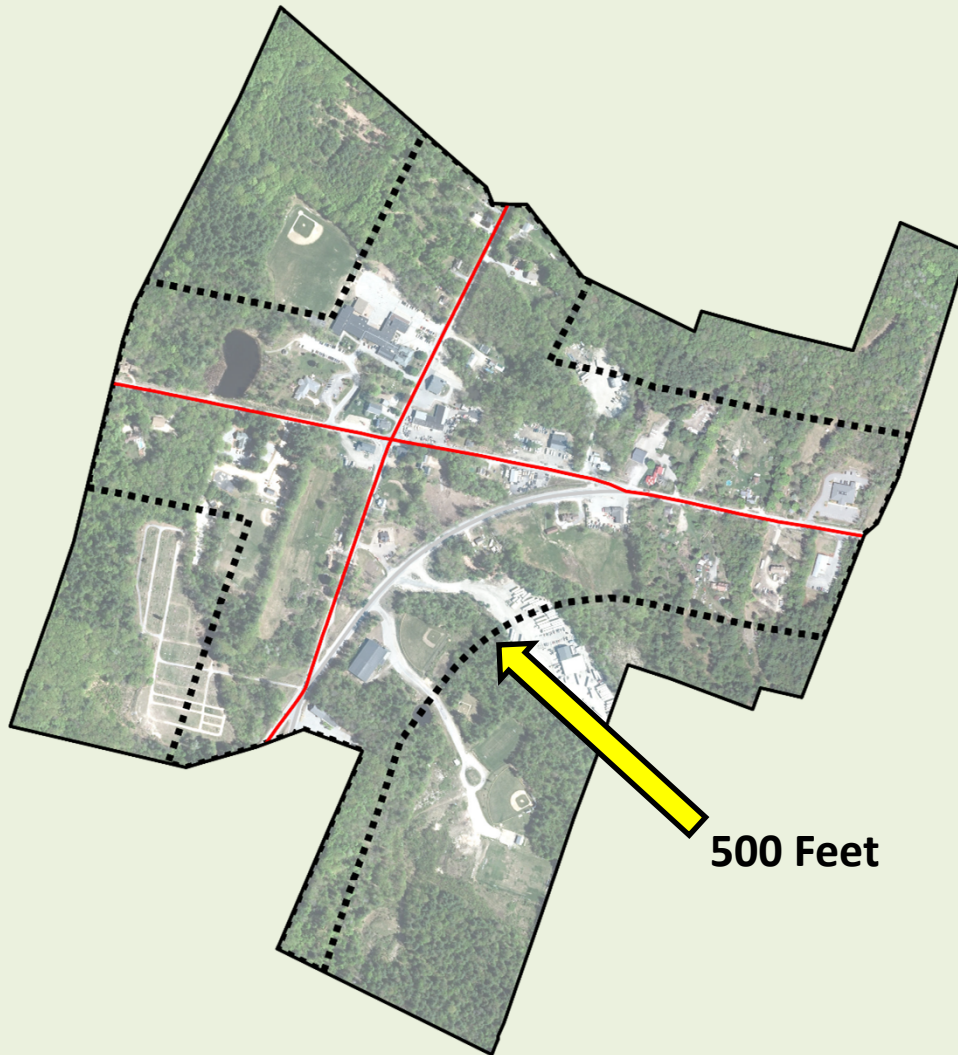
- **Purpose #1:** *“Allow mixed moderate density residential and small-scale commercial uses compatible with a village setting.”*
- **Purpose #2:** *“Permit new development, redevelopment and infill construction that increases the economic viability of the Four Corners area.”*
- **Purpose #3:** *“Allow for a range of housing types and sizes that can accommodate the current and future needs of residents at all life stages and income levels.”*

Addressing Concerns: The Boundaries of the Four Corners Village District



- In response to public comments, the boundaries of the Four Corners Village District were substantially reduced.
- **The proposed Four Corners Village District has been reduced from 822 Acres to 239 Acres.**

Addressing Concerns: Ensuring a Mixture of Uses in the Four Corners Village District



- In response to public comments, the proposed district was revised to ensure that non-residential and mixed-use development occurs in the immediate Four Corners area.
- Buildings or lots developed **solely for residential uses** within 500 feet of NH Route 27, NH Route 43, or Raymond Road would be permitted only by conditional use permit.

Addressing Concerns: Ensuring that Building Form is Consistent with a Rural Village

- The proposed district has been revised to include **maximum front building setback** of 25 feet for development occurring within 500 feet of NH Route 27, NH Route 43, and Raymond Road.
 - This ensures that buildings are closer to the road consistent with a village setting, and that parking is located to the side or behind buildings.
- The proposed district has been revised to include a **maximum building footprint** of 10,000 SF to ensure that development is consistent with the scope and scale of a rural village center.

Addressing Concerns: Ensuring that Building Form is Consistent with a Rural Village

- The proposed district has been revised to include language ensuring that **building styles utilized in the Four Corners Village District** are consistent with rural New England architecture.
- The proposed district has been revised to include a requirement that all buildings in the Four Corners Village District have **pitched roofs** unless the Planning Board determines that a pitched roof is not feasible or aesthetically desirable.
- The proposed district has been revised to include a **minimum fenestration (window coverage)** requirement of 30% on the ground floor and 20% on the upper floor.

Other NH Rural Village Examples



Main Street - New London, New Hampshire (Population 4,397)

Photo: Google

Other NH Rural Village Examples

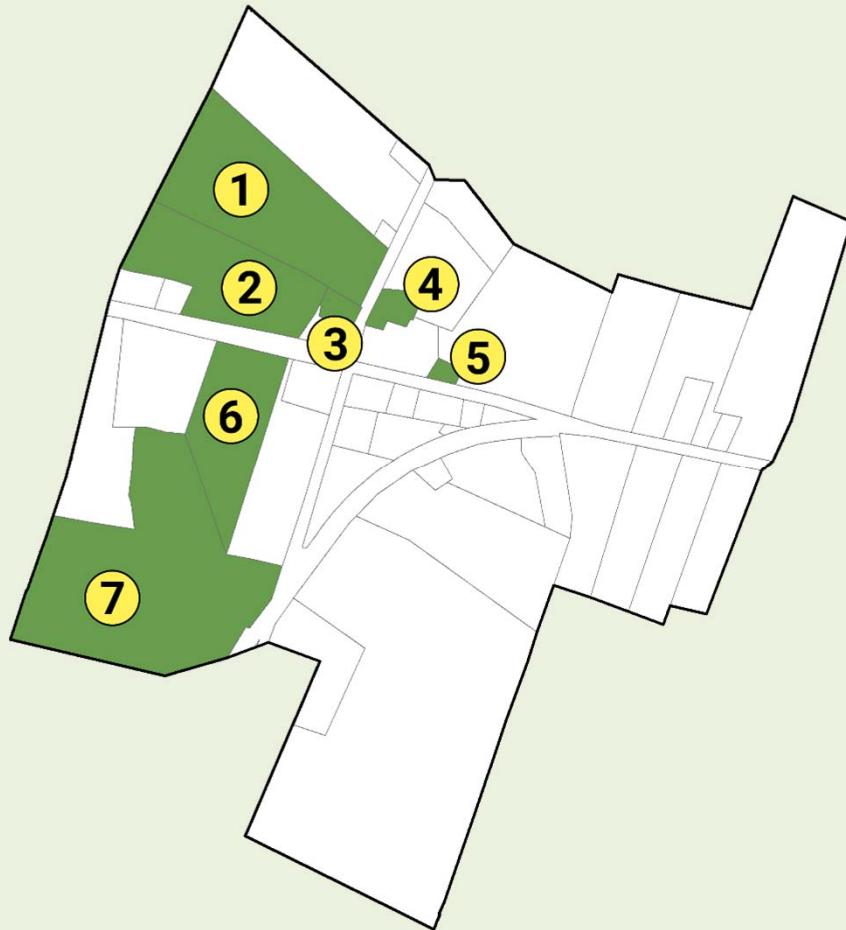


Main Street - Enfield, New Hampshire (Population 4,582)

Photo: Google

Analysis of Development Potential in the Proposed Four Corners Village District

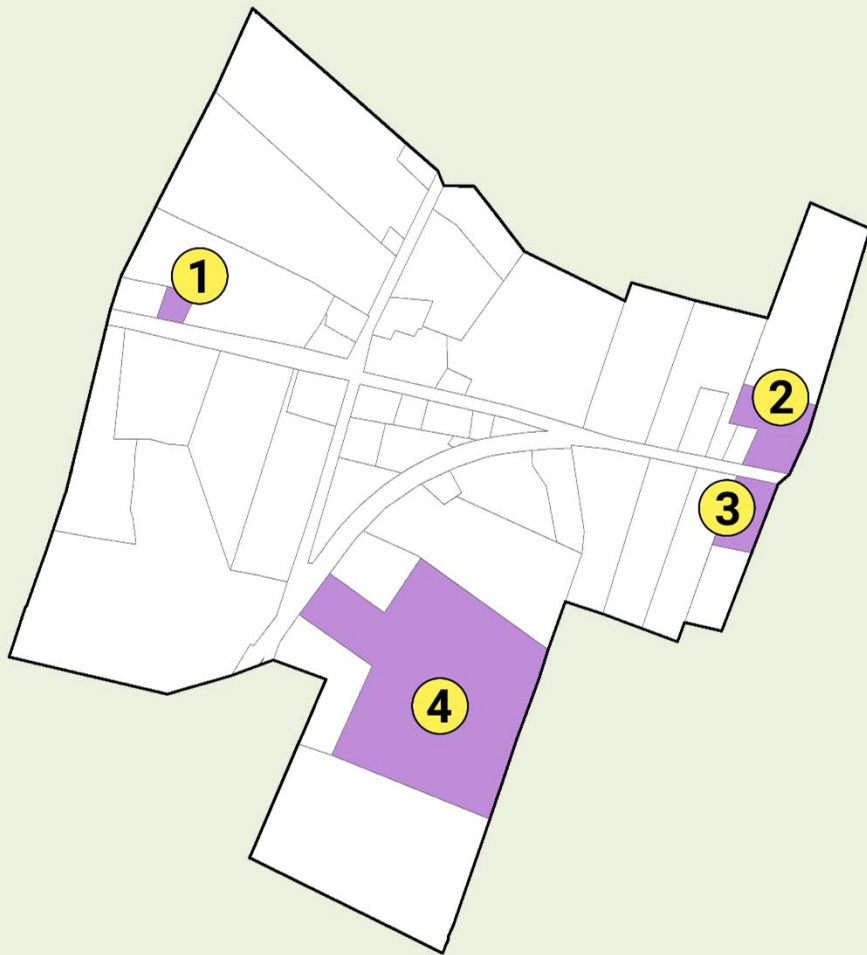
Constraints to Development: Public Lands



1. **Parcel 406-21**
Henry W. Moore School
2. **Parcel 406-18**
Smyth Public Library
3. **Parcel 406-20**
Candia School District
4. **Parcel 406-197**
Candia Fire Department
5. **Parcel 406-199**
Candia Hist. Society (School House)
6. **Parcel 409-94**
Candia Town Office/Moore Park
7. **Parcel 409-89**
Holbrook Cemetery

It is assumed that no development will occur on any of these public parcels.

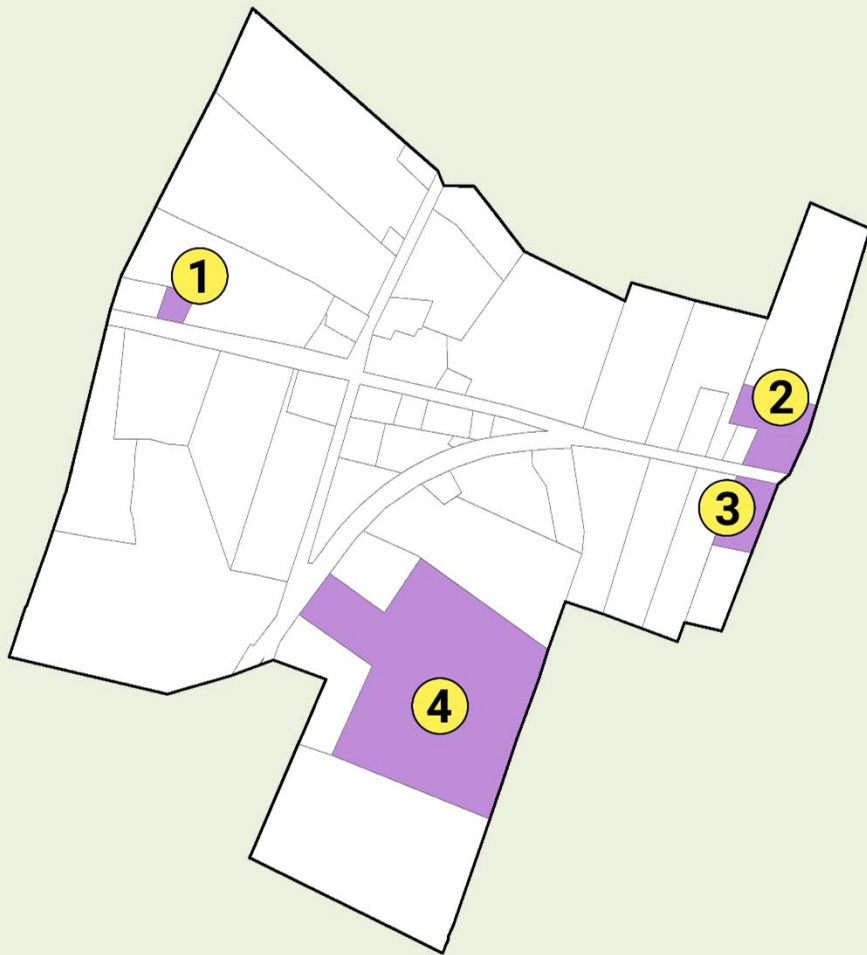
Constraints to Development: Quasi-Public Lands



- Certain properties in the proposed Four Corners Village District are privately owned but have current or pending public uses.

1. **Parcel 406-18-1**
Heirs of Walter and Mary Davis
2. **Parcel 409-96-1**
Candia South Branch Brook Holdings, LLC (Candia Courthouse)
3. **Parcel 409-193-2**
Samowitz & Klein Candia, LLC (Post Office)
4. **Parcel 409-207**
Candia Youth Athletic Association

Constraints to Development: Quasi-Public Lands



1. Parcel 406-18-1

It is assumed that this parcel will eventually become town property with no development potential.

2. Parcel 409-96-1

It is assumed that the lands behind the courthouse could be developed (less environmental constraints).

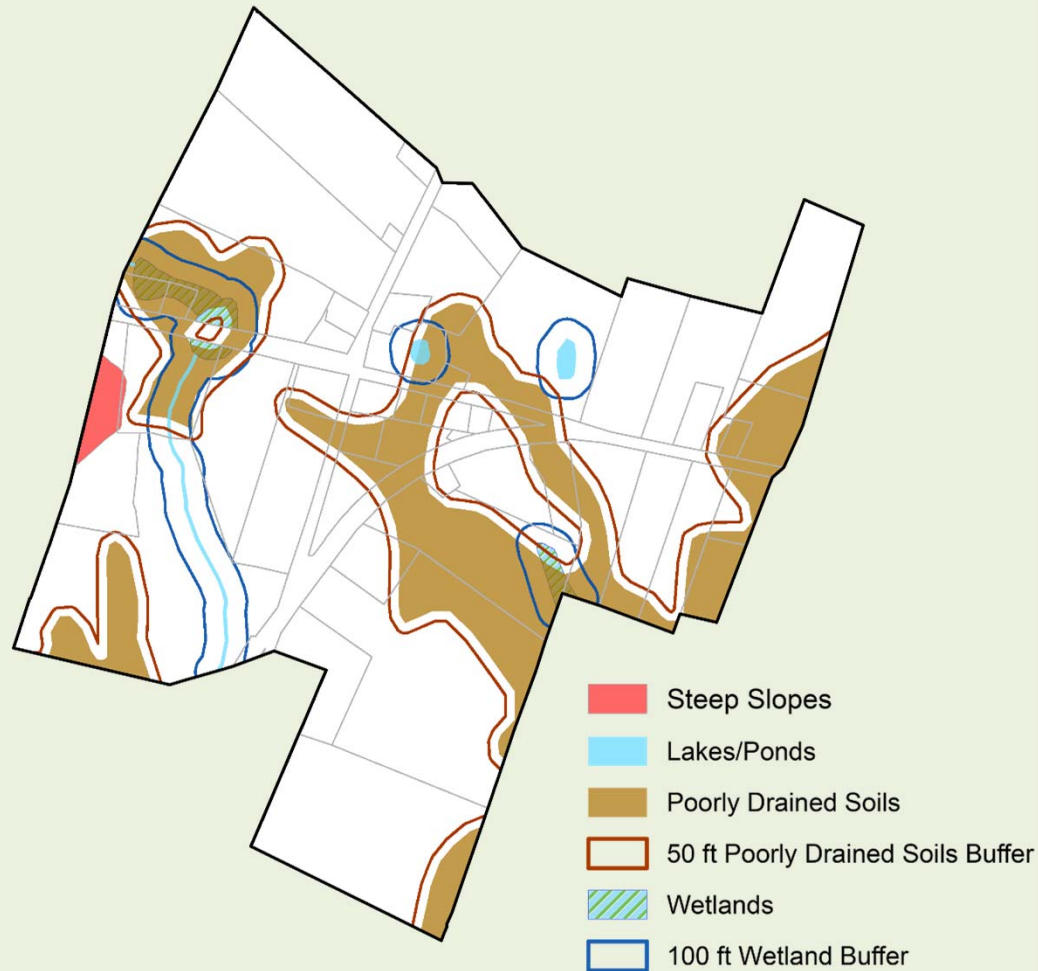
3. Parcel 409-193-2

It is assumed that the lands behind the post office could be developed (less environmental constraints).

4. Parcel 409-207

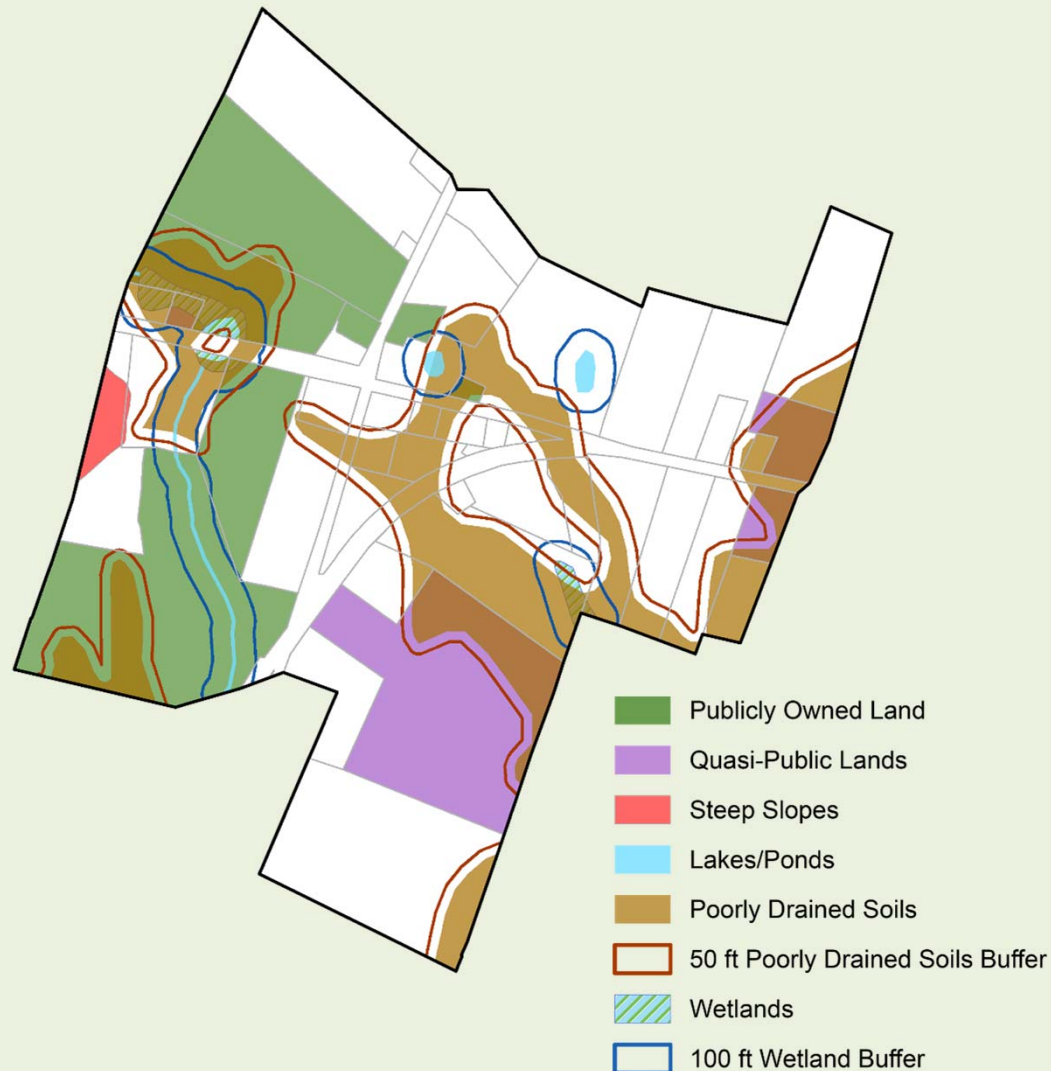
It is assumed that the majority of CYAA lands will remain as is, with the exception of the northwest field and the southern portion of the parcel.

Constraints to Development: Environmental Constraints



- **Wetland and Soil Constraints**
 - No building activity is permitted within 100 feet of any pond, flowing stream, or very poorly drained soil.
 - No building activity is permitted within 50 feet of any poorly drained soil.
- **Steep Slopes**
 - Slopes over 25% are not buildable under the Town of Candia's land use regulations.
- **Floodplains**
 - There are no floodplains within the proposed District.

Total Constraints to Development in the Proposed Four Corners Village District



- **Total Land in the District**
 - 239.02 Acres
- **Total Land with Development Constraints in the District**
 - 134.76 Acres (56.4%)
- **Total Unconstrained Land in the District**
 - 104.26 Acres (43.6%)

What is Floor Area Ratio?

Floor Area Ratio (FAR) is the ratio between the total amount of usable floor area of a building and the total area of the building's lot.

- FAR is the basis for quantifying non-residential development potential.
 - Higher FAR reflects higher density. Lower FAR reflects a lower intensity of land use.
- **The average FAR for existing non-residential development in the Four Corners Village District is 0.06. This is a low utilization of space.**
 - On average in the Four Corners Village District, developers are using 100 SF of land to produce 6 SF of non-residential space.

Floor Area Ratio Example – Charmingfare Place



Lot Size: 0.64 Acres
(27,878 SF)

Usable SF: 3,734 SF

Floor Area Ratio:
 $3,734 / 27,878 = \mathbf{0.134}$

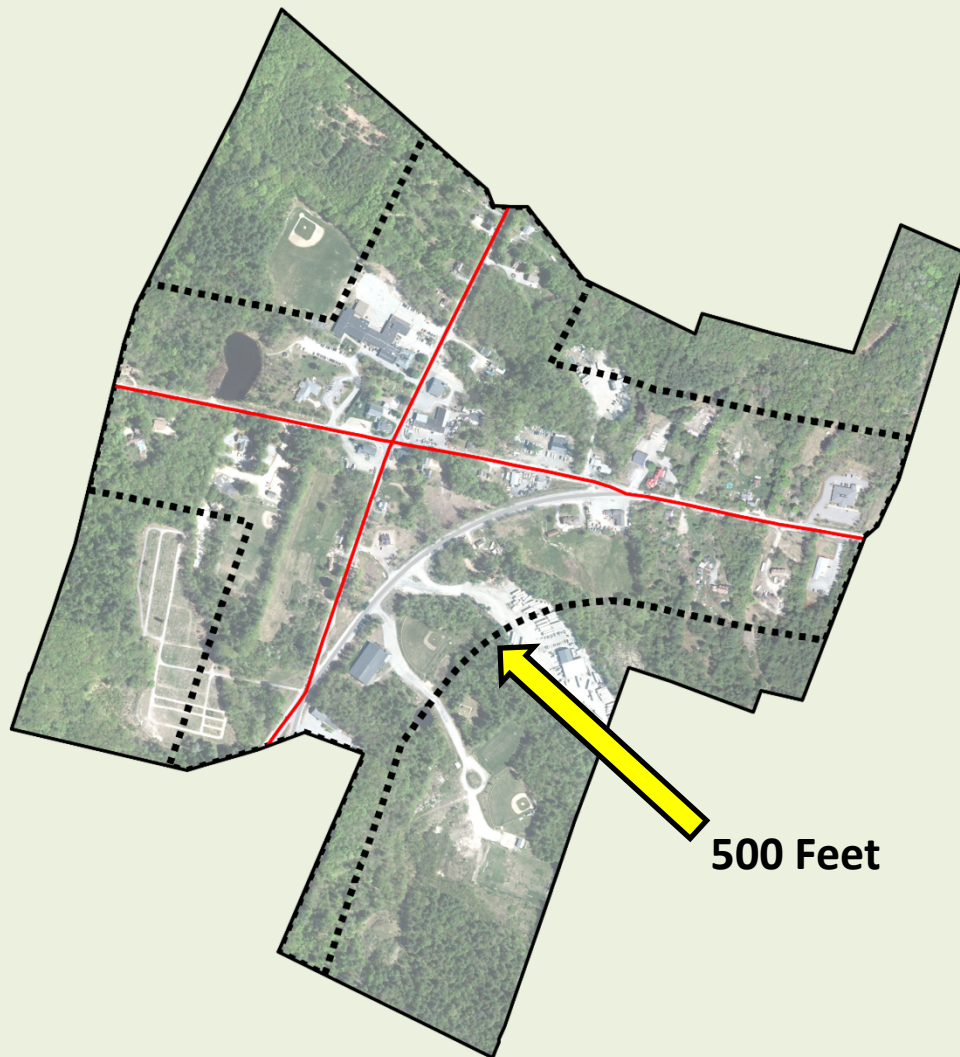
Charmingfare Place – Candia, New Hampshire

Mixed-use Development Assumptions



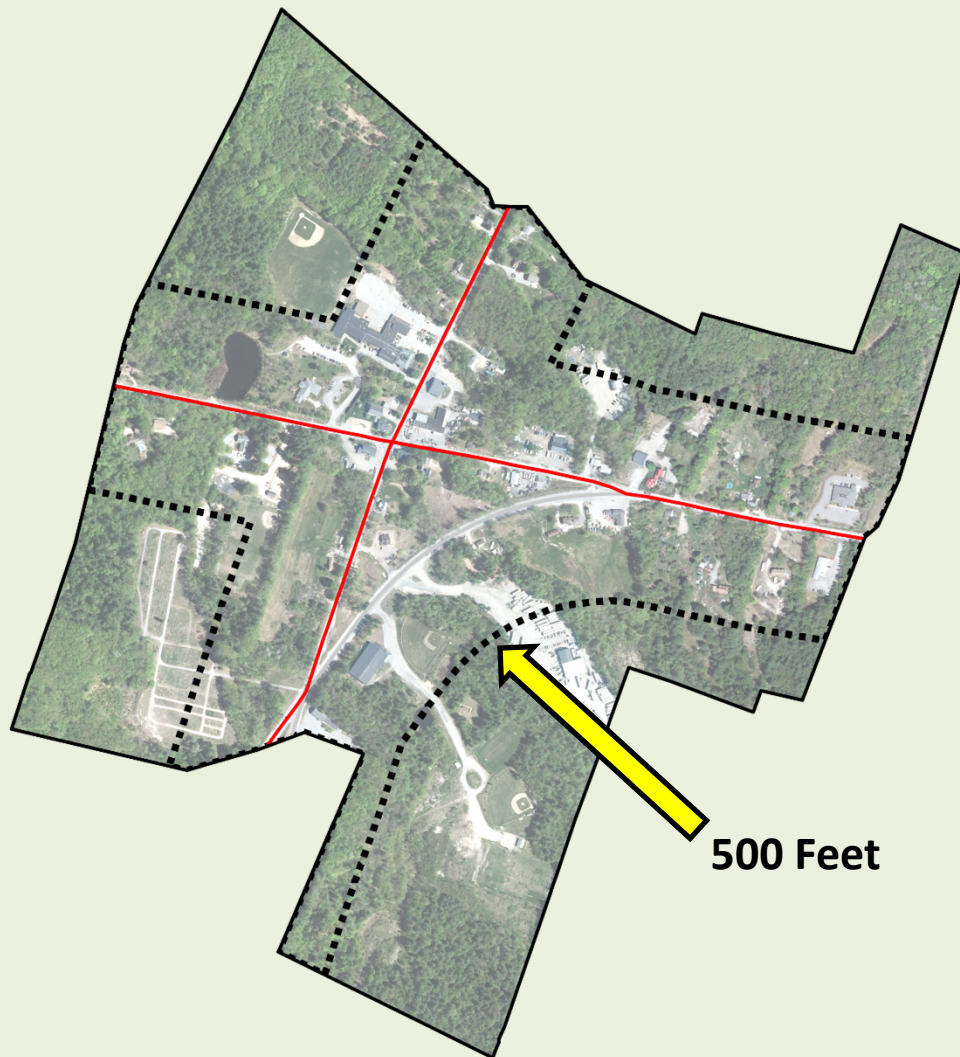
- For mixed-use development assumptions, the Candia ZRRC reviewed real-life examples from rural villages around New Hampshire.
- This example of mixed-use development best fit the vision for the Four Corners Village District:
 - **FAR = 0.16 (Non-residential)**
with
 - **4 Units/Acre (Residential)**

Development Assumptions in the Proposed Four Corners Village District



- Unconstrained land within 500 feet of NH Route 27, NH Route 43, and Raymond Road is assumed to **develop as mixed-use** (residential and non-residential).
 - **Total of 60.97 Acres**
- Unconstrained land beyond 500 feet of NH Route 27, NH Route 43, and Raymond Road is assumed to **develop as residential-only.**
 - **Total of 43.29 Acres**

Development Assumptions in the Proposed Four Corners Village District



- Unconstrained land within 500 feet of NH Route 27, NH Route 43, and Raymond Road is assumed to develop as follows:
 - **FAR = 0.16 (Non-residential)**
with
 - **4 Units/Acre (Residential)**
- Unconstrained land beyond 500 feet of NH Route 27, NH Route 43, and Raymond Road is assumed to develop as follows:
 - **4 Units/Acre (Residential)**

Understanding the Results of the Development Potential Analysis

- The following slides present the results of the development potential analysis.
- It is important to understand that this analysis is a mathematical exercise to determine the theoretical maximum amount of development that could realistically occur under the proposed Four Corners Village District regulations.
- **The scope and timing of actual development is largely driven by market forces. It is possible (and likely) that the proposed Four Corners Village District will never be developed to its theoretical potential under the proposed regulations.**

Results of the Development Potential Analysis

	Existing Development in Four Corners Village District	Maximum Long-Term Development Potential in Four Corners Village District	Additional Long-Term Development Potential in Four Corners Village District
Residential (Units)	23	417	394
Non-Residential (SF)	52,445	424,937	372,492

Note: Existing Non-Residential SF does not include the Candia Courthouse or Post Office, as those are considered public uses for the purpose of this analysis.

The development potential of the Four Corners Village District under the proposed zoning ordinance is as follows:

- **394 Additional Residential Units**
- **372,492 Additional SF of Non-residential Floor Space**

Planning-Level Analysis of Impacts of Development in the Four Corners Village District

Impacts of Potential Four Corners Village District Development

- **394 Additional Residential Units**
 - This translates to approximately **900 additional residents.**
 - *Assumes that half of new housing is owner-occupied and half is renter-occupied. Average occupancy figures based on U.S. Census data for the Town of Candia.*
 - Of those 900 people, there would be approximately **88 additional school-aged children**, which would return enrollment to approx. 2014 levels. The Henry W. Moore School is currently operating at approx. 57% capacity.
 - *Assumes that one-third of new units are one bedroom, one-third of new units are two bedroom, and one-third of new units are three bedroom. Enrollment figures based on a study by economist Russ Thibeault commissioned by NHHFA.*
- **372,492 SF of Additional Non-residential Floor Space**
 - This translates to approximately **372 additional jobs.**
 - *Assumes average of 1,000 SF per worker for non-residential floor space based on U.S. Energy Information Administration data for the New England Region.*

Potential Jobs and Housing in the Four Corners Village District



- The jobs and housing potential in the Four Corners Village District is relatively balanced.
- This indicates that the Four Corners Village District could be an area where people both live and work.

Valuation of Potential Four Corners Village District Development

- **394 Additional Residential Units**
 - The average assessed value of a residential unit in the Four Corners Village District today is \$179,133.
 - An additional 394 residential units could translate into a value of \$70.66 Million (in today's dollars).
- **372,492 SF of Additional Non-residential Floor Space**
 - The average assessed value of non-residential floor space in the Four Corners Village District today is \$62.19 per SF.
 - An additional 372,492 SF of non-residential floor space could translate into a value of \$23.16 Million (in today's dollars).
- **The total value of all additional development potential in the proposed Four Corners Village District (in today's dollars) is estimated to be \$93.82 Million.**

Potential Revenue from Four Corners Village District Development

Note: The Town of Candia's 2018 Municipal Tax Rate of \$24.08 is only being used as an illustrative example. In reality, tax rates can go up or down based on the actual amount of funding a municipality needs to function.

- The total value of all additional development potential in the proposed Four Corners Village District (in today's dollars) is estimated to be \$93.82 Million.
 - This would amount to \$2.26 Million in revenue based on Candia's 2018 Tax Rate of \$24.08 per thousand dollars of property value.

The Cost of Community Services

- While new development creates opportunities and revenue, there are costs associated with the community services needed to support new development.
- Cost of Community Services (COCS) studies have been conducted in a number of New Hampshire municipalities.
- **While COCS studies are not predictive of the financial impact of specific future developments, there are commonalities between the studies that have occurred in New Hampshire that indicate what a municipality could generally expect from future development.**

The Cost of Community Services

- Generally, COCS studies produce Expenditure/Revenue ratios for three categories of land uses: Residential, Commercial/Industrial, and Agriculture/Open Space.
- SNHPC reviewed COCS studies from 13 New Hampshire communities.
Every study found that:
 - Expenditures were **higher** than revenues received for *Residential* land uses. **(Avg. Ratio of 1.11 to 1)**
 - Expenditures were **lower** than revenues received for *Commercial/Industrial* land uses. **(Avg. Ratio of 0.35 to 1)**
 - Expenditures were **lower** than revenues received for *Agricultural/Open Space* land uses. **(Avg. Ratio of 0.57 to 1)**

Summary of Financial Viability of Four Corners Village District Development

- At a planning-level analysis, the proposed District is financially viable as currently drafted.
- **The District's financial viability results from the non-residential component of mixed-use development.**
- If fully built-out, the additional development in the proposed Four Corners Village District could generate an estimated \$2.26 Million in revenue (in today's dollars) versus an estimated \$2.08 Million in new expenses for community services to serve the District (in today's dollars).

Outside Projects Affecting Four Corners Village District Development

- The NHDOT Ten-Year Transportation Improvement Plan includes a project for **“Safety and Operational Improvements on NH Route 27, NH Route 43, and Raymond Road”** in Candia’s Four Corners area.
 - The project is programmed for \$5.9 Million with construction in FY 2028. (Engineering phase work will begin in FY 2022.)
 - No design has been developed yet, and the Town of Candia will have significant input in the NHDOT’s development of design alternatives.
 - **As part of the project, the Town should consider advocating for the installation of a closed drainage system and sidewalks for NH Route 27, NH Route 43, and Raymond Road in the Four Corners area.**

Questions?