

CITY OF DOVER

DOVER PLANNING BOARD – MINUTES

Meeting Type: Regular Meeting
Meeting Location: Council Chambers, City Hall, 288 Central Ave, Dover, NH.
Meeting Date: **Tuesday, June 10, 2025**
Meeting Time: **7:00 pm**

Members Present: Gina Cruikshank (Chair), Doug Glennon (Vice-Chair), Ken Mavrogeorge, George DeBoer, Fergus Cullen (Councilor), Tom Clark, Kyle Pimental, Jeff Sanborn, Eric Salovitch (Alternate), Tyler Allen (Alternate)

Members Not Present (excused): Melina Gambino

Staff Present: Donna Benton, Planning Director

G. Cruikshank (Chair) called the meeting to order at 7:00p.m and noted that the applicants for items A, B, and F have requested that items be continued to the June 24th Planning Board meeting.

1. CITIZENS' FORUM

Citizens Forum Open

No one spoke

Citizens Forum Closed

2. APPROVAL OF THE PRIOR MINUTES

- May 27, 2025 Regular Meeting Minutes

Motion: G. DeBoer moved to approve the regular meeting minutes of May 27, 2025. Seconded by: K. Pimental. Vote: All in favor with F. Cullen abstaining

3. OLD BUSINESS

4. NEW BUSINESS

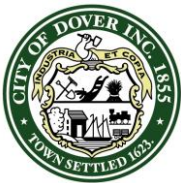
- A. Consideration and acceptance of a Conditional Use Permit for Crosby 180, LLC, Assessor's Map G, Lot 1-A, zoned CM, located at 180 Crosby Road. (Proposal is to allow wetland buffer impacts totaling 1352 s.f. associated with site improvements and the construction of a loading dock addition to the existing facility.) *(COND-2025-0010)
- B. Consideration and acceptance of a Site Plan for Crosby 180, LLC, Assessor's Map G, Lot 1-A, zoned CM, located at 180 Crosby Road. (Proposal is to construct a loading dock addition to an existing manufacturing facility, along with site improvements.) *(SITE-2025-0005)

The Vice-Chair announced that the applicant requested that Items A and B be continued to the June 24, 2025 Planning Board Meeting.

Motion: D. Glennon moved to continue these items to the June 24, 2025 Regular Planning Board meeting at 7pm in this room. Seconded by: E. Salovitch. Vote: U/A

F. Cullen made the following statement:

F. Cullen disclosed that he has a professional relationship with CivilWorks NE and McEneaney Survey Associates, and he is a client of these companies. He does not have any financial, personal, or professional interest that would create a conflict of interest in relation to this application. His evaluation of applications is unbiased and impartial. If any member of the Planning Board objects to his participation with any application, he asked them to say so. (No one spoke)



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- C. Consideration and acceptance of a Lot Line Adjustment for Raghbir Singh, Assessor's Map H, Lots 14-D, 14-D-1 and 14-D-2, zoned R-20, located at 4, 8, and 12 Zeland Drive. (Proposal is to adjust the lines between 3 parcels.) *(LOTA-2025-0005)

D. Benton explained that the Applicant is proposing a lot line adjustment involving three abutting properties: 4, 8, and 12 Zeland Drive. The proposal would transfer approximately 1,015 square feet each to both 4 and 12 Zeland Drive.

This adjustment stems from a previously approved TDR subdivision plan from 2021. Compared to underlying zoning, 4 Zeland is nonconforming due to insufficient lot area and 8 Zeland is nonconforming due to inadequate frontage.

None of the involved properties will become more nonconforming as a result of this adjustment.

Steve Haight, CivilWorks represented the application and explained this is a 2021 TDR subdivision and the purpose of the request is to straighten out a couple of lot lines to make them more conforming.

Motion: T. Clark moved to accept the application and declared no regional impact. Seconded by: J. Sanborn.
Vote: U/A

Public hearing opened.

No one spoke

Public hearing closed.

STAFF RECOMMENDATION – Lot Line Adjustment

Chapter 157-17 of the Land Subdivision Regulations of the City Code provides for the adjustment of existing lot lines between two or more lots. This plan is consistent with those regulations and though the lot and existing structure will remain nonconforming with underlying zoning, as a general principle, land use changes which increase conformity with underlying zoning are not only allowed, but actively encouraged.

The Planning Department recommends the Planning Board make findings, and vote to approve the application with the following subsequent conditions:

Subsequent Conditions to Be Met Prior to Signing of Plans:

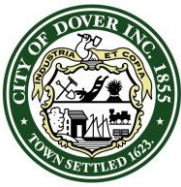
1. Provide physical and digital copies (including CAD) of complete plan set for recording at Strafford County Registry of Deeds which additionally shall include:
 - 1.1. Planning File Number #LOTA-2025-0005
 - 1.2. The owner's signatures

Motion: E. Salovitch moved to approve the Lot Line Adjustment with the subsequent conditions set by staff. Seconded by T. Clark. Vote: U/A

- D. Consideration and acceptance of a Minor Subdivision for 5 Sherman Street, LLC, Assessor's Map 12, Lot 138, zoned HR, located at 46 Rutland Street. (Proposal is to subdivide lot into two (2) new lots, for a total of three (3) lots. *(SUBM-2025-0003)

D. Benton explained that the Applicant is proposing to subdivide the property at 46 Rutland Street into two new lots- one on the corner of Rutland and Fisher, and the other fronting only on Fisher.

Both lots meet the Heritage Residential District's frontage requirement of 80 feet, except for the lot on the corner, which doesn't have enough frontage on Rutland. However, that corner lot does meet the frontage



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Meeting Type: Regular Meeting
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requirement on Fisher, and the applicant received a variance for the Rutland frontage on May 22, 2025 by the Zoning Board of Adjustment.

Each lot also meets the 10,000 square foot upland lot area requirement. As this is a Minor Subdivision, it didn't require review by the Technical Review Committee.

Christopher Berry, Berry Surveying and Engineering represented the application and reviewed details relating to the project including: approved ZBA frontage relief, setback for existing structure to remain and suggested condition for removal of the deck stairs.

Motion: F. Cullen moved to accept the application and declared no regional impact. Seconded by: G. DeBoer. Vote: U/A

Public hearing opened.

Elizabeth Griffin, 49 Fisher St asked about the lot with the wetlands and if the 10,000 sq ft includes the wetlands or not.

Justin Gray, 52 Rutland St spoke about lot square footages, driveway locations, regulations and proximity to intersections. He read from the code noting the density is not consistent with the neighborhood and encouraged the board to deny the request.

Lisa and Richard Fortin of 54 Fisher St submitted a comment opposing the proposal due to potential density on the subdivided lots directly across from their residence. They expressed strong disapproval, citing concerns about increased traffic and overdevelopment. They appreciated being informed about the proposal.

Public hearing closed.

Mr. Berry addressed public comment:

- Heritage zone build-to line
- Existing driveway plans
- Square footage of lots

Mr. Berry addressed questions from the board

- Driveway access
- Build-to line and lengths
- Utility access

Staff responded to board questions

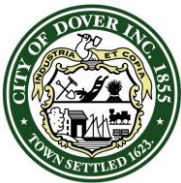
- Design regulations for the zone
- Frontage for corner lots

J. Sanborn expressed concern for splitting up large lots in the Heritage District into smaller lots.

STAFF RECOMMENDATION- Minor Subdivision

The plan is consistent with §157-15 of the City of Dover's Land Subdivision Regulations, which provides for subdivision of existing lots.

The Planning Department recommends the Planning Board make findings, and vote to approve the application with the following subsequent conditions:



CITY OF DOVER

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Meeting Type: Regular Meeting
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Meeting Date: **Tuesday, June 10, 2025**
Meeting Time: **7:00 pm**

Subsequent Conditions to be Met Prior to Signing of Plans:

1. Provide physical and digital copies (including CAD) of complete plan set for recording at Strafford Country Registry of Deeds, which additionally shall include:
 - 1.1. The owner's signatures
 - 1.2. Include the Planning File #SUBM-2025-0003
 - 1.3. The stamp and signature of the LLS on the final plans
 - 1.4. Confirm lot numbering with City Assessor
 - 1.5. Stairs be removed to solve the non-conforming setback

Motion: F. Cullen moved to approve the Minor Subdivision with the subsequent conditions. Seconded by E. Salovitch. Vote: 8-1 with J. Sanborn opposed

- E. Consideration and acceptance of Transfer of Development Rights for 25 Dover Point, LLC, Assessor's Map K, Lot 35, zoned R-12, located at 25 Dover Point Road. (Proposal is to purchase fourteen (14) units through TDR, for a total of twenty-one (21) units.) *(TRAN-2025-0001) *(This item was continued from the May 27, 2025 Planning Board Meeting)*

D. Benton explained that the Applicant is proposing a residential project with 21 condominium units, 14 of which would be purchased through TDR. The units would be spread across five buildings on a 2.58-acre parcel.

The lot currently has a single-family home on it, and the Zoning Ordinance allows the use of TDRs in the R-12 zone. After reviewing the property, the applicant has shown that the base density for the lot is 7 units. To reach the 21 units they're proposing, the applicant plans to buy 14 additional units through the TDR program.

Staff has reviewed the proposal and provided the applicant with a TDR memo. The memo outlines the issues staff has with the proposal and would continue to suggest the applicant reduce their unit count to a total of 12 to 14 to be similar to Village Drive next door.

This is the first step in the process to approve the TDR use on the lot. Applicant would need to come back for TRC and Planning Board review.

FX Bruton, Bruton and Berube; Steve Haight, CivilWorks and Zach Leavitt represented the application. Mr. Bruton pointed out the crux of the board discussion on the matter will likely be determining whether the proposal fits within the context of the neighborhood. He described the area and uses in the vicinity.

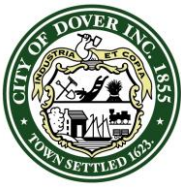
The base density is 7 units by right and the applicant is asking for 14 more. Originally the applicant was asking for 28 additional units and after discussion with staff was reduced to 25 and then 21. He believes the City has arrived at this request by averaging what is on either side of the lot for square footage per unit. He again highlighted the uses in the area for context. He addressed the criteria for TDR.

He described the proposed front setback being pushed back to 90' and that all of the existing projects in the area work and this is the right area for projects like the proposal.

Steve Haight, CivilWorks noted the proposal has gone through iterations based on Planning and Fire staff comments along with TRC. 30-foot setbacks meet the criteria, utilities and access were addressed.

He addressed questions from the board regarding: ownership/rentals, sewer abutter negotiations, abutter uses, existing sidewalk locations/walkability/public transportation, building and impervious surface percentages, density request in relation to the public feedback recently received and staff recommendations.

Motion: D. Glennon moved to accept the application and declared no regional impact. Seconded by: G. DeBoer. Vote: U/A



CITY OF DOVER

DOVER PLANNING BOARD – MINUTES

Meeting Type: Regular Meeting
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Meeting Date: **Tuesday, June 10, 2025**
Meeting Time: **7:00 pm**

Public hearing opened.

Dorna Hamer of 18 Tuttle Lane submitted a comment opposing the proposal in its current form. She cited concerns about increased traffic, pedestrian and cyclist safety, excessive density, and potential water runoff impacts. She recommended the Planning Board request a reduced number of units and require a sidewalk along Dover Point Road to improve safety.

Public hearing closed.

Staff comment:

Staff review is much more inclusive than just mathematics for density. The Sheffield Dr project has a non-residential component which this project does not and the applicant may not be comparing the two developments in an accurate way.

STAFF RECOMMENDATION – Transfer of Development Rights

§170-29 provides for additional density to be purchased through Transfer of Development Rights, provided that four criteria are met: The proposal is consistent with the Master Plan; is compatible with the land uses on neighboring lots; is created on property served by public water and sanitary sewer; and not seeking permitted relief caused by additional density.

The applicant has aligned their proposal with Master Plan Goal LU 2.1, which encourages increased density in already developed areas to help preserve rural lands.

A revision from a previous layout now shows buildings set back about 90 feet from Dover Point Road, which is an improvement from earlier versions. However, this remains noticeably closer to the road than the surrounding neighborhood, where setbacks are typically around 145 feet- like the nearby Village Drive development.

While the site is served by municipal water and the applicant has submitted a draft sewer easement for municipal sewer access, staff has concerns about the proposed density. The current plan suggests 21 units, about one unit per 6,000 square feet of developable land. In contrast, Village Drive was developed at one unit per 13,600 square feet. The Sheffield Drive development, which averages one unit per 3,600 square feet, supplies the added benefit of a mixed-use component.

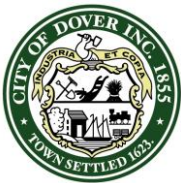
Staff believes a middle-ground approach, between the two neighboring developments, would be more appropriate. This would equate to around 12-14 units, or one unit per 8,600 square feet, which represents double the base density but maintains neighborhood compatibility. Staff would be more supportive of a revised proposal in that range, with a layout more closely mirroring Village Drive.

The Planning Department recommends the Planning Board make findings, and vote on the application as presented.

While the application is complete, staff has reservations regarding the compatibility of the proposed density with the surrounding neighborhood, particularly in relation to the number of units proposed.

Should the Board determine the TDR request is not consistent with the intent of the ordinance or surrounding context, staff recommends the Board vote to deny the TDR request as presented, with appropriate findings supporting the decision.

Alternatively, if the Board is open to a reduced TDR request, staff would recommend that the Board request that the applicant withdraw the current proposal and submit a revised plan with a lower unit count. This would allow re-notification of the revised proposal.



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Board discussion:

F. Cullen mentioned an idea for an advisory appearance with applicants before the board for TDR projects such as these seems beneficial. He wondered whether the Village Drive developer would present that same design today or not. Also the project abuts the turnpike and he noted the surrounding uses and unit counts including cemetery, Pointe Place with 500 units and gas stations. The comparison to Village Drive being next door might be given more weight than it should.

D. Glennon disagreed with the comparisons. Pointe Place has its own roads and systems, this is an individual lot and Village Drive is appropriate for context. He agrees with staff's recommendations and K. Pimental's comments.

E. Salovitch agreed the density proposed is too high and the buildings and impervious spaces will likely be over the regulation maximum.

G. DeBoer struggles with how to come up with the right density amount. In order to decide, he looks at how the residents will live: can they walk where they need to go, is there transportation? But it's a hard decision.

K. Pimental looks at TDR this way: it's the discretion of the board and there likely won't ever be a specific calculation to rely on for each project. Each project needs to be looked at individually. This project is requesting a 200% increase from what is allowed which seems an abuse of the TDR program. Staff has concerns and TDR is not meant to put as many units as possible on lots.

K. Mavrogeorge tests by looking at the abutting parcels and neighborhoods for proposed development. If the existing abutter will look out and see something similar or in the same mix of uses, then it seems reasonable. The TDR number is not up to us, it's the applicant/ designer of the proposal who needs to design and support their proposal. He agrees it looks like the impervious surface will exceed the regulation and the project is a little too dense as proposed.

The board wanted to know what the applicant prefers the board to do: take a vote tonight or table the item to discuss feedback heard and take up the item in the future.

FX Bruton suggested continuing the item so the applicant can discuss and come back at a future meeting with either the same proposal or a revised proposal.

Staff agrees that option can occur if the item is continued to a date certain, however if the unit number or other component changes, new abutter notices will be sent out at the applicant's expense.

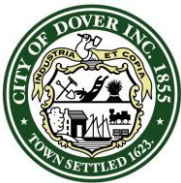
Motion: D. Glennon moved to table the item to the July 22nd Planning Board meeting at 7pm. Seconded by E. Salovitch. Vote: U/A

- F. Consideration and acceptance of a Transfer of Development Rights for Drowned Valley Holdings, LLC, Assessor's Map 37, Lot 43, zoned R-12, located at 11 Roosevelt Avenue. (Proposal is to request one (1) unit through TDR, for a total of two (2) residential units.) *(TRAN-2025-0005)

The Chair announced that the applicant requested that Item F be continued to the June 24, 2025 Planning Board Meeting.

Motion: E. Salovitch moved to continue the item to the June 24, 2025 Regular Planning Board meeting at 7pm in this room. Seconded by: T. Clark. Vote: U/A

- G. Consideration and acceptance of a Conditional Use Permit for Summit Land Development, Inc., Assessor's Map G, Lots 2, 2-1, 2-1A, 2-1B, 2-2, 29, 29-A, 29-C, 30-B (Owners: Westfield, LLC and Terra Nova Properties, LLC) and Assessor's Map G, Lot 19-B (Owner: City of Dover, NH), zoned CM, located at Littleworth Road. (Proposal is to establish a Residential Commercial Mixed-Use



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(RCM) District as part of a mixed-use commercial and residential master concept plan.) *(COND-2025-0009)

D. Benton explained that the Applicant is proposing a Conditional Use Permit to establish a Residential Commercial Mixed-Use overlay. The property owner has a signed development agreement with the City for a mixed-use development on the northern side of Littleworth Road, and a proposal that includes commercial/industrial uses with roadway improvements on the southern side.

Chapter 170-32 outlines the needs for a Conditional Use Permit in this instance with standards related to design guidelines, effects on surrounding properties, and a fiscal impact analysis is submitted. The applicant has submitted design plans, a fiscal impact analysis, and coordinated with various City departments regarding potential impacts. There have also been ongoing discussions, that have included NHDOT, about potential transportation impacts- any driveway permits or road improvements will fall under NHDOT's jurisdiction.

While TRC review isn't required for this permit, the committee did review the concept plans and shared feedback. It's important to note this permit is just the first step- each phase of development will still need full site or subdivision review. If there are major changes to the proposal, a revised permit application will be needed.

Cory Belden, Altus Engineering with Chad Kageleiry, Summit Development represented the application and explained the project. He addressed the criteria met for CUP and the various documents submitted.

The current version is a conceptual layout of the project. Upon approval of the CUP for rezoning, actual design plans will be generated and submitted. Various DES permits will be required as part of the process as will site applications that will come before Planning Board and have public hearings.

The development agreement for this project was signed in 2022. There is a stipulation to have the permitting and design started by July 1, 2025.

Board comments, questions and discussion relating to: impact fees and proposed retail options.

Motion: G. DeBoer moved to accept the application and declared no regional impact. Seconded by: T. Clark.
Vote: U/A

Public hearing opened.

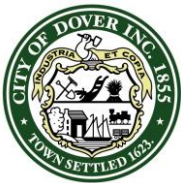
Glenn Jerry, 33 Wallace Dr, noted not many questions can be answered at this time. He is glad to see the single-family homes proposed closest to the abutters. This is reported as the largest project in Dover history so please be sure to inform the residents as the project moves forward so they are aware of the changes coming and have opportunities to speak. Please give ample time in the meetings for public comment when the project is at those stages.

There are some letters and pages in the packet without dates on them. He suggests this project will take several years and it will be important for documents to be stamped received to keep a record of them.

Christopher Parker, Deputy City Manager spoke on behalf of the City as a partial applicant as the City authorized a development agreement. He also highlighted that this is a huge project: 800,000 sq ft of commercial alone. This is the type of development planned for 20 years ago to allow for additional neighborhoods for people to get what they need rather than have to go downtown.

The City prefers the project be split up in a compatible way, keeping commercial industrial uses where appropriate and inclusive of significant buffering.

This request tonight is just the very start of the process. There is a required developer/abutter public meeting to be noticed prior to any site plan comes to the board. This is a milestone project like Pointe Place and the Waterfront development. It will take many years to construct and it's a positive step for the City.



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DOVER PLANNING BOARD – MINUTES

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Meeting Time: **7:00 pm**

Gary Dickerman of 39 Sandras Run is concerned about a section of the plan where the single-family homes are proposed. This is a home to many wildlife. Most of the remainder of the lot has been clear cut. He addressed the conservation boundary and requested it include the boundary to the subdivision. The mature forest should be considered an asset to the City. He also asked for some financial details relating to the buy-back of the roadways from tax revenue be included in future packets.

Kate Surman, 39 Sandras Run is concerned that the abutters are not shown on the design being presented which makes it difficult to explain and locate impacts. She addressed the concern for loss of wooded area, mature trees and wildlife. She described a stream near her house and that it should be a park, not homes with mowed grass lawns. It's important to maintain the connectivity of the forest rather than sporadic trees here and there. She described she is new to Dover and would like more clarity provided regarding what the packets mean and what the steps are to the process.

Dave Bovee, 75 Littleworth Rd prefers to have the land stay as it is, but gave pointers about street names and turning access points.

Flo Roberts, 51 Wallace Dr noted the wildlife study should have been done before everything was cut down. The deer are starving now and are dying. She requested the little portion of forest left not be destroyed.

[Gary Dickerman of 39 Sandras Run submitted a letter opposing the Conditional Use Permit. He objects to the proposed removal of woods between Sandras Run and Lucy Lane, which he notes is marshy. He suggests preserving this area as a wooded park instead of developing new parks elsewhere in the project. He also requested clarity between site plans provided in the materials and questioned the provided Fiscal Impact Analysis, arguing it underestimates school costs and overstates financial benefits to the city.

Crescencio and Erin Tellez of Wallace Drive submitted a letter regarding the proposed conceptual Master Plan requesting considerations to ease the transition for nearby neighborhoods. Their requests include enhanced buffering and privacy through landscaping and fencing, careful stormwater management to prevent runoff, and the possible extension of municipal sewer and gas services to Wallace Drive. They also advocated for safe pedestrian access to new park areas, sidewalk and crosswalk improvements along Columbus Avenue, and clear communication during construction. While acknowledging the scale of the development feels overwhelming, they expressed hope for a collaborative process that balances new growth with existing neighborhood needs.]

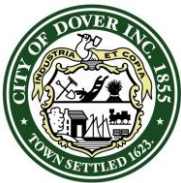
D. Benton addressed public comment:

- Abutters notices
- Fiscal impact analysis will be reviewed and revised as needed relative to the property taxes for the roadways
- Trees, streams, parking will all be reviewed with each site plan and can be amended as design work moves forward
- Road names

Board comments and questions and discussion

- Buffering and timetable
- Sewer access potential for existing abutters
- Impacts to emergency services

Public hearing closed.



CITY OF DOVER

DOVER PLANNING BOARD – MINUTES

Meeting Type: Regular Meeting
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STAFF RECOMMENDATION – Conditional Use Permit, RCM

The Residential-Commercial Mixed-Use Overlay District ordinance §170-32B provides for Conditional Use Permits to establish an overlay district that allows a mixture of residential and commercial uses on one parcel. Conditional Use approval may be granted if the applicant has shown that the project follows the City's design guidelines, demonstrated that it will not negatively impact surrounding properties, and provided a fiscal impact analysis that demonstrates the project will be at least cost-neutral to the City both now and over a 10-year period. Approval is also contingent on a formal agreement between the applicant and the Planning Board, which must be recorded with the Strafford County Registry of Deeds.

This application meets these standards.

The Planning Department recommends the Planning Board make the necessary and supporting findings of fact, and to approve the Conditional Use Permit with the following subsequent conditions, as the plans meet the standards outlined:

Conditions to Be Met Prior to the Issuance of Conditional Use Permit:

1. The owner's signatures shall be added to the final plat submitted for signature.
2. The applicant shall provide the Planning Department with a digital version of the final concept.
3. The applicant continues working with NHDOT on traffic related analysis and potential improvements.
4. A formal development agreement between the Planning Board and the applicant be recorded at SCRD.

Motion: F. Cullen moved to approve the Conditional Use Permit. Seconded by K. Mavrogeorge. Vote: U/A

5. STAFF COMMENT

- TRC items since last meeting:
 - June 5th: Site Plan Amendment, proposal is for a chapel addition at S. Thomas Aquinas High School.
- Upcoming TRC items:
 - June 12th: Site Plan, proposal is for the construction of a light industrial building off of Littleworth Road.
 - June 12th: Site Plan, proposal is for the conversion of the Liberty Mutual office building at 150 Liberty Way to a mixed-use building with commercial, office, and residential units.
- Presented Gina Cruikshank with the NH Planners Association Citizen Planner of the Year award

6. MEMBER COMMENTS

- G. DeBoer
 - Growth moving at the right pace
- J. Sanborn
 - Infrastructure that supports development- question to C. Parker on planning for it
 - C. Parker addressed this
 - K. Mavrogeorge addressed this from the City Engineering perspective
 - D. Glennon suggested an email list people can sign up for status updates for this project

7. ADJOURNMENT

Motion: K. Mavrogeorge to adjourn at 9:18 p.m. Seconded by D. Glennon. Vote: U/A