



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 23, 2026**
Meeting Time: **7:00 pm**

Members Present: Gina Cruikshank (Chair), Doug Glennon (Vice Chair), Devon Dunn, George DeBoer, Tom Clark, Richard Robison (Councilor), Melina Gambino (Alternate), Tyler Allen (Alternate)

Members Not Present (excused): Ken Mavrogeorge, Kyle Pimental, and Jeff Sanborn

Staff Present: Donna Benton, Planning Director

G. Cruikshank (Chair) called the meeting to order at 7:00pm and noted T. Allen would sit for K. Pimental and M. Gambino would sit for Jeff Sanborn.

1. CITIZENS' FORUM

Citizens Forum Open

No one spoke

Citizens Forum Closed

2. APPROVAL OF THE PRIOR MINUTES

- June 9, 2026 Regular Meeting Minutes

Motion: G. DeBoer moved to approve the regular meeting minutes of June 9, 2026 as submitted. Seconded by: T. Allen. Vote: U/A

3. OLD BUSINESS

- A. Consideration and acceptance of a Site Plan Amendment for John & Maggie Randolph (Owners: 54 BRR, LLC), Assessor's Map I, Lot 6, zoned R-12, located at Uncommon Drive. (Proposal is to request an amendment to the approved Site Plan, File No. P20-60 and development agreement) *(WAIV-2026-0014) *[This item was previously heard by the Planning Board on May 26, 2026.]*

Motion: T. Clark moved to continue the item to the July 28, 2026 regular meeting of the Planning Board at 7pm in this room. Seconded by: T. Allen. Vote: U/A

4. NEW BUSINESS

- A. Consideration and acceptance of Transfer of Development Rights for Moses Lawrence, Assessor's Map 37, Lot 33, zoned O, located at 814 Central Avenue. (Proposal is to request one (1) unit through TDR, resulting in a total of three (3) residential units.) *(TRAN-2026-0005) *[This item was continued from the Planning Board meeting on June 9, 2026.]*

D. Benton explained that the applicant is proposing to purchase one residential unit through TDR, for a project total of three residential units, as there is an existing single-family house on the property.

The subject parcel is located within the Office Zoning District, and as current TDR regulations state that TDR base density in mixed-use zones is determined by the underlying zoning district, and given that a two-unit structure is permitted by right in the Office District, the applicant is granted a base density of two units, seeking to purchase the third.

Staff has reviewed the proposal and supplied a TDR memo to the applicant and review by the Technical Review Committee was not required for this project.

Bob Stowell, Trittech Engineering, represented the application and explained the existing conditions, proposal to add a townhouse style duplex with garage under, utilities, required permits, and TDR request.

Mr. Stowell addressed board member questions about existing paving and landscaping, and proposal to add residential rather than commercial.



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

Public hearing opened.

Paul LeBlanc, 816 Central Ave and abutter expressed concerns relating to living next door:

How many bedrooms for each unit

Parking specifics

Ground water/ Berry Brook/ runoff

Vinyl fencing location

Public hearing closed.

The applicant addressed public comment:

Three bedrooms each

Parking – two spaces in the garage each with space in the driveway

Runoff will be addressed through the process- there are many restrictions to adhere to

Proper screening can be provided

He addressed additional questions from the board regarding trees to be removed and kept.

STAFF RECOMMENDATION - TDR

§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 is not seeking relief caused by additional density.

Staff notes that the applicant has demonstrated consistency with relevant goals of the Master Plan, specifically citing an emphasis on infill development, attractive streetscapes, and low-impact growth.

The applicant described the project site and proposal within the context of the Office District and the neighboring lots, highlighting nearby four and five-unit dwellings, mixed-use structures, duplexes, and single-family homes.

The site currently has a density of roughly one unit per 17,744 square feet of developable land. In the Office District, the minimum required lot size is 10,000 square feet and allows up to two units by right. Up to four-unit structures are permitted at a rate of 1 unit per every 5,000 s.f. of lot area, though residential uses are only permitted in the second story or higher of any new structure. This means that the applicant, while complying with the density requirement, requires TDR relief for proposing a residential use in the first floor of each unit within the duplex and the Planning Board would be approving more than one principal building if this application is approved.

The property currently meets all underlying zoning dimensional requirements including setbacks and lot coverage.

The lot is served by municipal water and sewer services and does not indicate any impacts to protected wetlands, wetland buffers, or Conservation District area, although the parcel falls within the Secondary Groundwater Protection Zone, meaning that if the Board endorses this TDR plan, the applicant would be required to obtain a favorable Conditional Use Permit, first required Conservation Commission review, in order for the project to advance. The applicant would also be required to submit to this Board a full site plan for review and approval.

Although the proposal conforms with underlying zoning dimensional requirements, and proposes reasonable density, it requires subsequent environmental CUP relief and has opportunities using the underlying zoning



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that wouldn't require TDR. Staff also wants to ensure Dover is offering enough space for non-residential uses and the Office District allows both residential and non-residential uses.

Therefore, staff recommends the Planning Board vote to endorse the TDR request, staff would recommend doing so with the following subsequent conditions:

Subsequent Conditions to be Met Prior to Granting TDR:

1. A Site Plan application is required to be submitted for review and approval by the TRC and Planning Board;
2. Receipt of favorable Conditional Use Permit for impacts to the Secondary Groundwater Protection District;
3. The TDR density may be reduced after the TRC and/or Planning Board reviews a fully engineered and designed Site Plan.
4. Payment of TDR fees; and
5. Payment of water/sewer investment fees at time of request for service.

Board and staff discussion continued regarding the secondary water protection restrictions, impervious surfaces and impacts to waterways, existing vs proposed impervious surface percentages, allowable uses/residential vs commercial/ layout of proposal and future maintenance and landscaping upkeep.

D. Glennon noted whatever development the applicant moves forward with on this lot will result in an improvement to the stormwater runoff. The applicant has explained why the parcel would be difficult to develop for a commercial use. He is in favor of granting the TDR for this project.

Motion: D. Glennon moved to grant the TDR request with the subsequent conditions set by staff. Seconded by M. Gambino. Vote: 8-1 with R. Robison opposed.

- B. Consideration and acceptance of a Conditional Use Permit for Anthony & Stephanie Retrosi, Trustees of the Anthony and Stephanie Retrosi Revocable Trust, Map L, Lot 114, zoned R-20, located at 318 Dover Point Road. (Proposal is to construct permanent shore stabilization, resulting in approximately 2,015 square feet of temporary impacts and 1,113 square feet of permanent impacts within the Wetland Protection and Conservation Districts.) *(COND-2026-0024)

D. Benton explained that the applicant is proposing shore stabilization work along the rear of the subject property with the intent to protect the salt marsh habitat.

The proposal results in 1,113± square feet of permanent impacts and 2,015± square feet of temporary impacts, within the overlapping areas of the Wetland Protection and Conservation Districts.

The proposed impacts are overlapping within the Conservation and Wetland Protection Districts, however, due to the nature of the impacts within the wetlands and buffers, staff considered those criteria in the findings below.

The applicant received authorization from the U.S. Army Corps of Engineers for the proposed shoreline work, to include dredging and filling, on March 23, 2026. An NHDES Standard Dredge and Fill Wetlands Permit was approved for the project on November 18, 2025.

The Conservation Commission reviewed and endorsed the application at their June 8, 2026 meeting and requested a site walk during construction to see the development of the shore stabilization.



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Kirsten Bordem, Riverside and Pickering Marine Contractors represented the application and explained the shoreline stabilization project to permanently stabilize the shoreline, support the existing salt marsh from erosion, re-establish the eroded salt marsh and protect existing salt marsh from phragmites infestation. She explained the process and procedures that will be used.

Motion: D. Dunn moved to accept the application and declared no regional impact. Seconded by: T. Allen.
Vote: U/A

Public hearing opened.

No one spoke

Public hearing closed.

STAFF RECOMMENDATION-CUP:

The Wetlands Protection District ordinance §170-28.F provides for Conditional Use Permits to allow impacts to the Wetlands Protection District if standards related to demonstration that no practicable alternative is available, impact avoidance was considered, impacts were minimized, mitigation has been sought, and approval of the wetlands impact from NHDES Wetlands Bureau has been granted.

Planning Staff feels that the applicant considered and met all of the criteria as specified in §170-28.F per their narrative. The parcel is located within the Conservation District and Wetlands Protection District and a functions and values assessment was completed for the wetlands, with shoreline stabilization determined as the primary function and value. Although impacts are being proposed to the tidal wetlands, there is no reasonable alternative as the proposed work is intended to stabilize the shoreline and support the salt marsh.

As mentioned, the applicant has been granted an NHDES Standard Dredge and Fill Wetlands Permit and received authorization from the U.S. Army Corps of Engineers for the proposed shoreline work. The Conservation Commission also reviewed and endorsed the application.

The Planning Department recommends that the Planning Board make the necessary and supporting findings of fact, and vote to approve the Conditional Use Permit.

The applicant explained the project in more detail.

Motion: T. Allen moved to approve the Conditional Use Permit. Seconded by D. Dunn. Vote: U/A

- C. Consideration and acceptance of a Conditional Use Permit for David Patrick & Elizabeth Ann Cash, Assessor's Map 9, Lot 91, zoned CBD-M, located at 7 Church Street. (Proposal is to construct an attached two-car garage within the 10' rear setback.) *(COND-2026-0027)

D. Benton explained that the applicant is proposing to build an attached 1-car garage with portico 0 to 3 feet into the north (rear) 10-foot setback of the property. The garage would have about 195 s.f. of conditioned bonus space above the 370 s.f. garage.

Being located in the Central Business District Mixed-Use sub-district, relief of a rear setback would be through a conditional use permit.

As a Conditional Use Permit application, the Technical Review Committee did not review this application.

David Cash, owner represented the application. He explained the existing location and proposed build location. He gave background information about the property. He showed plans for the proposed one car garage with bonus space above and attached covered carport. He noted the 3' encroachment to the 10'



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setback. He explained the construction and design to match the existing historical house. He addressed impervious surface improvement.

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

Public hearing opened

Christopher Rohr, 9 Academy St, abutter is not against the project, but prefers the 10' buffer be enforced. The houses are very close together and would be better to maintain the setback.

Public hearing closed

The applicant addressed public comment noting there have been several iterations to the plans. Initially there were plans for a fully enclosed 2-car garage, but that option encroached five feet into the setback, so the plans were reduced to a 1-car garage and open carport to allow more light and less bulk. They also changed the design of the proposed roof.

D. Benton explained the 10-foot setback and the approval required to build into it.
The applicant clarified additional information for the board members.

D. Glennon noted the reasons the applicant meets the criteria and expressed being in favor of approval.
G. Cruikshank appreciates the extra effort in design and to minimize the impact to the setback.
Board members discussed their opinions about the project and the regulations.

Staff recommendation:

Chapter 170-19.B.2 outlines the criteria for granting a Conditional Use Permit for relief. Staff feels this proposal meets those criteria which include:

- (a) *That both public and private buildings and landscaping shall contribute to the physical definition of rights-of-way as civic spaces.*
- (b) *That development shall adequately accommodate automobiles, while respecting the pedestrian and the spatial form of public areas.*
- (c) *That the design of streets and buildings shall reinforce safe environments, but not at the expense of accessibility.*
- (d) *That architecture and landscape design shall grow from local climate, topography, history, and building practice.*
- (e) *That buildings shall provide their inhabitants with a clear sense of geography and climate through energy-efficient methods via a mixture of elements including windows, floor plan, and public and private space.*
- (f) *That encourage civic buildings and other public gathering places be provided as locations that reinforce community identity and activity.*
- (g) *That civic buildings shall be distinctive and appropriate to a role more important than the other buildings that constitute the fabric of the City.*
- (h) *That the preservation and renewal of historic buildings shall be facilitated.*
- (i) *That the harmonious and orderly evolution of urban areas shall be advanced by the proposed building and/or use.*
- (j) *That if the relief is granted, the surrounding neighborhood is not negatively impacted.*

Staff agrees with the applicant that the above 10 criteria have been met.

Consistency with Land Use Regulations – Central Business District

Chapter 170-20.B(2) outlines the criteria for granting a Conditional Use Permit for relief within the CBD.
Staff feels this proposal meets those criteria which include:

- (a) *The requested use shall be compatible with abutting uses and the surrounding neighborhood.*
- (b) *The requested use will not create undue traffic congestion, or unduly impair pedestrian safety.*



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(c) The requested use will not result in objectionable noise or odor which would constitute a nuisance.

Staff agrees with the applicant that the above three criteria have been met.

Staff Recommendation:

The Planning Department recommends that the Planning Board vote to accept the application and determine it not to have regional impact, open a public hearing, close the public hearing, make the necessary and supporting findings of fact, and vote to approve the Conditional Use Permit with the following conditions:

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

1. Provide physical and digital copies (including CAD) of complete plan set, which additionally shall include:
 - 1.1. The owner's signatures;
 - 1.2. The Planning File #COND-2026-0024;
 - 1.3. Revise plan to Academy St.;
 - 1.4. A note that a foundation certification will need to be provided; and Work with the Planning Department to endorse a development agreement per Chapter 170-20B(3) and then record at SCRD.

The Board changed the proposed conditions to remove the need for CAD drawings and add 1.5 A note be added that if they would like to enclose the portico that a new CUP would need to be granted.

Subsequent Conditions to Be Met Prior to the Issuance of Conditional Use Permit: (REVISED)

1. Provide physical and digital copies of complete plan set, which additionally shall include:
 - 1.1. The owner's signatures;
 - 1.2. The Planning File #COND-2026-0024;
 - 1.3. Revise plan to Academy St.;
 - 1.4. A note that a foundation certification will need to be provided; and Work with the Planning Department to endorse a development agreement per Chapter 170-20B(3) and then record at SCRD.
 - 1.5. A note be added that to enclose the portico, a new CUP would need to be granted

T. Clark noted the plan is well thought out and the impact is designed to be minimal.

Motion: T. Clark moved to approve the Conditional Use Permit subject to the subsequent conditions laid out by staff and as amended. Seconded by: D. Dunn. Vote: 4-4 with M. Gambino, T. Allen, R. Robison, and G. DeBoer opposed. With a 4-4 tie, the motion did not pass.

Motion: D. Glennon moved for those who voted in opposition to state their findings of fact. Seconded by: R. Robison. Vote: U/A.

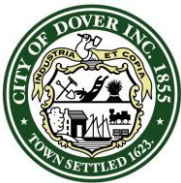
T. Allen stated the criteria to approve was met, but it was stated that doesn't compel board members to approve. He was torn on the vote as the applicant put together a thoughtful plan, but the abutter also has rights and expressed their concerns.

G. DeBoer agreed with what T. Allen said. The proposal is in the setback and there isn't a compelling reason to provide relief.

R. Robison agreed with T. Allen.

M. Gambino was concerned about the visual impact to the abutter.

D. Benton summarized that those opposed did not believe criteria 2A was met.



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D. Consideration and acceptance of a Site Plan for Cocheco Mills Holdings, LLC, Assessor's Map 2, Lot 37-A, zoned CBD-G, located at 383 Central Avenue. (Proposal is for a change of use to convert approximately 36,207 square feet of commercial space into 27 residential units.) *(SITE-2026-0005)

D. Glennon recused himself from the item as he is an abutter. D. Dunn acted as Vice Chair.

D. Benton explained that the applicant is proposing interior renovations to the existing Cocheco Mills, addressed at 383 Central Ave., to convert approximately 36,207 square feet of commercial space into 27 residential units.

There are no exterior changes proposed to the building or site. The proposed change involves converting commercial space on the canal and lower levels of the mill building, making these levels mixed-use, while the first and second floors would remain commercial and the third and fourth floors would remain primarily residential. Overall, the structure is proposed to consist of 46.21% residential use and 53.79% commercial use.

Five waivers from Chapter 153 are being proposed as part of this project related to the requirements for a landscape plan, architectural plan, streetscape rendering, landscape operations and maintenance plan, and outdoor lighting plan. As described in staff findings below, these waiver requests are based on no exterior changes being proposed to the existing structure.

The Technical Review Committee reviewed the application at their May 14, 2026 meeting. Part of the TRC discussion and review focused on items related to the change of use, including water and sewer demand, traffic impacts, and the designation of appropriate parking for the residential units.

Steve Haight, CivilWorks NE, represented the application and explained the proposal to convert the unused space in the commercial building into residential. There have been several TRC meetings and parking has been updated through that process. Waivers being sought are for site review regulation items that wouldn't apply because there is no work being done outside.

He addressed questions from the board relating to why the applicant wants to convert commercial to residential (no demand for it), clarifications about the floors of the building in question- lower levels which are partially underground) and vacancy.

Motion: D. Dunn moved to accept the application and declared no regional impact. Seconded by: M. Gambino. Vote: U/A

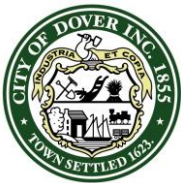
Public hearing opened.

Elitsa Maskwa, owner of 2 Waldron Court Dover asked questions about parking impact downtown.

Public hearing closed.

Mr. Haight addressed public comment regarding parking and that an analysis was done based off what the property owner has available for parking in the city and submitted a copy of the transportation center parking lot.

D. Dunn noted she is in favor of the project knowing it is hard to get commercial tenants in a building like this and there is no impact to street parking.



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STAFF RECOMMENDATION- WAIVERS:

§153-21 of the Site Plan Review Regulations state the “Planning Board may waive specific provisions of these regulations. The Planning Board may only grant a waiver if the Planning Board finds, by majority vote, that:

- (1) Strict conformity would pose an unnecessary hardship to the applicant and the waiver would not be contrary to the spirit and intent of the regulations; or
- (2) Specific circumstances relative to the subdivision, or conditions of the land in such site plan, indicate that the waiver will properly carry out the spirit and intent of the regulations.”

Planning Staff believes the applicant’s rationale for the requested waivers meets criterion (1), and granting such relief is not contrary to the spirit or intent of the ordinance. The applicant has requested relief from the above listed sections of Chapter 153 because there are no changes being proposed to existing landscaping, architectural, or lighting conditions. While a change of use is being proposed internally, the external conditions of the structure are not being altered as part of this project, and there will be no changes to the streetscape, architecture, landscaping, or outdoor lighting.

The Planning Department recommends that the Planning Board make the necessary and supporting findings of fact, and vote to grant the waivers with the following subsequent condition:

Subsequent Condition to be Met Prior to the Signing of the Plans:

1. Add a note that the Planning Board found the criteria of Chapter 153-21 have been met and the Board approved the following waivers:
 - §153-13A(12), relief approved from required landscape plan;
 - §153-13A(15), relief approved from required architectural plan;
 - §153-13A(17), relief approved from required streetscape rendering;
 - §153-13A(20), relief approved from required landscape operations and maintenance plan; and
 - §153-14E, relief approved from outdoor lighting requirements.

Motion: M. Gambino moved to grant the waivers with the subsequent conditions outlined by staff.
Seconded by: T. Allen. Vote: U/A

STAFF RECOMMENDATION-SITE PLAN:

§153-13 of the Site Review Regulations of the City Code provides for site review by the Planning Board of new construction of various types. This plan is consistent with those regulations.

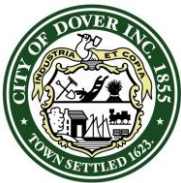
The Planning Department recommends that the Planning Board makes the necessary and supporting findings of fact, and vote to approve the site plan with the following subsequent conditions:

Subsequent Conditions to be Met Prior to Signing of Plans:

1. Provide physical and digital copies (including CAD) of complete plan set for final Planning Board signature which additionally shall include:
 - 1.6. Permit File #SITE-2026-0005;
 - 1.7. Owner’s signatures;
 - 1.8. Professional stamps and signatures;

Subsequent Conditions to Be Met Prior to Construction:

2. A pre-construction meeting may need to be held with City staff if determined by the City Engineer;
3. City’s standard site construction sign with the contact information for the general contractor must be displayed in a location approved by the City Engineer or Planning Director;



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Subsequent Condition to Be Met Prior to Building Permit:

4. Payment of Water and Sewer Investment Fees, if applicable, at time of request of service;

Subsequent Conditions to Be Met Prior to Occupancy:

5. Issuance of Certificate of Occupancy;
6. Surety or other form of security acceptable to the City is provided for any unfinished work;

Motion: M. Gambino moved to approve the Site Plan with subsequent conditions outlined by staff.
Seconded by: D. Dunn. Vote: U/A

5. STAFF COMMENT

- Brady Sullivan is hosting a charrette Saturday 9-11am at the former Liberty Mutual building
- Next meeting is July 28th
- TRCs since last meeting:
 - On June 11th: Site Plan amendment proposal for parking layout and landscaping changes to the approved light industrial project on Industrial Park Road (SITE-2025-0001)
 - On June 11th: TDR Site Plan proposal for two, new single-family homes at 89 Stark Ave.
 - On June 11th: Site Plan proposal to redevelop the existing structure at 75 Oak St. into 22 residential units.
- Upcoming TRCs:
 - On July 2: Second TRC for 96 Broadway, LLC to construct 2 duplexes with associated parking.
- Erin and Abby in our office have had their babies so congratulations to them!

6. MEMBER COMMENTS

- M. Gambino
 - Clarified her opposed vote reasoning. She misspoke that there would be a wall on the portico. By building into the buffer, the roof would be a visual disturbance to the abutter
 - St Mary's Academy will be leaving Church st within the next couple years. That building will be up for sale.
- G. DeBoer
 - Question for staff: how many units have been approved?
 - D. Benton noted approx. 1700 have been permitted, some are underway and some may not come to fruition. There is a list she can provide.
- The Chair signed
 - 36 Forest St.
 - 24 Winter St
 - 29 Weeks Lane
 - Granite St. subdivision and CUPs

7. ADJOURNMENT

Motion: D. Dunn moved to adjourn at 8:51 pm. Seconded by D. Glennon. Vote: U/A