



**LEBANON CITY COUNCIL
OCTOBER 4, 2023 - 7:00 PM
COUNCIL CHAMBERS, CITY HALL OR
REMOTE VIA VIRTUAL PLATFORM
LEBANONNH.GOV/LIVE**

1. Call to Order

To participate in this meeting, please [join live via Microsoft Teams](#) or call 929-229-5356 (access code: 892 706 368#). If you have trouble accessing this meeting, please [email Shaun Mulholland](#).

The October 4, 2023 Lebanon City Council Meeting is hereby called to order.

2. Pledge of Allegiance

3. Public Forum Announcement by the Mayor

Any member of the public who desires to speak on any item may do so when the item is taken up by the Council and will be allowed to speak on the subject for not more than three minutes. **(Note: Speakers are asked to state their name, ward of residence, and to use the microphone provided.)**

4. Open to the Public

5. Recognitions: None

6. Approval of Minutes

- A. MOTION TO approve the minutes as presented in the October 4, 2023 agenda packet.

7. Appointments

- A.
- Zoning Board of Adjustment, Dan Nash (Reappointment Regular Member)
 - Planning Board, Richard Ford Burley (Regular Member)
 - Diversity, Equity, and Inclusion Commission, Kathy McCarty (Regular Member)

8. Public Hearing Items: None

9. Old Business: None

10. New Business

- A. Early Learning Center of the Upper Valley Project Presentation
- B. Presentation of 2023-2024 Proposed Zoning Amendments

- C. Guidance and Further Direction on the Future Redevelopment of Municipal Parking Lots Behind City Hall
- 11. City Manager Report**
- 12. Council Representatives to Other Bodies Report**
- 13. Future Agenda Items**
- 14. Non-Public Session**
- 15. Adjournment**

Meetings are open for in-person and remote attendance. Members of the public that wish to attend remotely may do so by going to LebanonNH.gov/Live where you will find instructions on how to enter the meeting. Members of the public will be able to participate and ask questions through the City's virtual platform or by phone. Please note: Should technical difficulties occur during the meeting that disrupts virtual or phone connection(s), the meeting will continue without remote access capabilities.

Future Board/Committee/Commission Appointments
Board/Committee: Lebanon Housing Authority
Position: Regular Member
Applicant: C. Chapman
City Councilor: TBA
Assigned Date: 09/26/2023

Board/Committee: Planning Board
Position: Regular Member
Applicant: B. Monroe
City Manager: S. Mulholland
Assigned Date: 09/13/2023

Proposed Future Agenda Items: Dates may be tentative and this list is not considered all-inclusive.
October 18, 2023 (5:30pm start)

New Business:

- A. Work Session: Overview and Presentations of the 2024 Capital Improvements Program (CIP) and Capital Budget
- B. Discuss recommendation from the Tree Advisory Board regarding matching funds for the USDA Urban Forestry Grant
- C. Acceptance of River Park Drive as a City-owned and maintained public street
- D. Fire Chief Wheatley – SAFER Grant for Additional Firefighters
- E. Review and Discussion of 2023 3rd Quarter Budget Report and Release of Collected Public Schools Impact Fees
- F. Acceptance of tax deeds from the City Clerk

October 24, 2023 – Community Conversation with Councilors Whittlesey and Simon

November 1, 2023 (6:00pm start)

New Business:

- A. Review and Action on Properties Qualified for Tax Deeding

November 7, 2023 – Budget Work Session (5:30pm start)

November 8, 2023 – Budget Work Session (5:30pm start)

November 14, 2023 – Budget Work Session (5:30pm start)

November 15, 2023 – Regular Meeting

November 16, 2023 – Budget Work Session (5:30pm start)

November 28, 2023 – Budget Work Session (5:30pm start)

November 29, 2023 - Budget Work Session (if needed, 5:30pm start)

**Agenda
Lebanon City Council
October 04, 2023**

6. Acceptance Of Minutes:

Minutes To Be Accepted

- September 20, 2023 (Regular Meeting)

MOVED, to approve the minutes as presented in the October 4, 2023 agenda packet.

DRAFT

**LEBANON CITY COUNCIL
REGULAR SESSION MINUTES
Wednesday, September 20, 2023, 7:00 p.m.
Council Chambers**

Remote Via Microsoft Teams: LebanonNH.gov/Live

MEMBERS PRESENT: Mayor Tim McNamara, Assistant Mayor Clifton Below, Erling Heistad, Karen Liot Hill, Christian Simon, George Sykes, Douglas Whittlesey, Devin Wilkie, and Karen Zook

MEMBERS ABSENT:

STAFF PRESENT: City Manager Shaun Mulholland, Deputy Director of Planning & Development Tim Corwin, Airport Director Carl Gross

1. CALL TO ORDER: Mayor McNamara called the meeting to order at 7:00 p.m.

2. PLEDGE OF ALLEGIANCE: Councilor Heistad led the Council in the Pledge.

- City Manager Shaun Mulholland announced the meeting criteria for the public.

3. PUBLIC FORUM: Mayor McNamara made the Public Forum announcement.

4. OPEN TO PUBLIC:

- Councilor Simon informed the Council that he will be submitting an agenda item request for a discussion by the Council to create a TIF District in the West Lebanon Business District.

5. RECOGNITIONS:

- **RESOLUTION HONORING BEAUTIFICATION PROJECT SPONSORS**

WHEREAS, the City of Lebanon recognizes the importance of creating and maintaining beautiful public spaces for the benefit and enjoyment of its residents and visitors; and

WHEREAS, beautification projects aimed at enhancing public spaces in downtown Lebanon and along Main Street in West Lebanon were initiated; and

WHEREAS, these beautification projects have greatly improved the aesthetics and overall ambiance of our community, fostering a sense of pride and well-being among the citizens; and

WHEREAS, the success of these projects would not have been possible without the generous support of these sponsors, Advance Transit, Alice Peck Day Memorial Hospital, Bee Friendly Gardeners, Claremont Savings Bank, Crafts Avenue Neighborhood, Goss Logan Insurance, Hato Viejo Coffee, Hypertherm, Lebanon Garden Club, Lebanon Permanent Firefighters Association, Mascoma Bank, Premier Property Services, Rotary Club of Lebanon, Simple Energy, subLyme Payments, The Sherman Family, West Lebanon Feed & Supply, and Woodsville Guaranty Savings Bank, who contributed through monetary donations or by actively participating in the planting and maintenance of these spaces throughout the summer and into the fall; and

1 **WHEREAS**, these sponsors have demonstrated a strong commitment to the betterment of our
2 community, making it a more vibrant and attractive place to live, work, and visit.

3
4 **NOW, THEREFORE BE IT RESOLVED**, that the Lebanon City Council, on behalf of the City of
5 Lebanon, acknowledges the invaluable contributions of these sponsors in making our city more beautiful
6 and welcoming, fostering a sense of community pride and togetherness and extend our gratitude and
7 appreciation to all the sponsors.

8
9 Dated this 20th day of September 2023.

10
11

Timothy J. McNamara, Mayor
12 *on behalf of the Lebanon City Council*

13
14 **• RESOLUTION HONORING EV-FRIENDLY EMPLOYERS**

15 **WHEREAS**, the Lebanon City Council is committed to promoting sustainable transportation options and
16 reducing or eliminating greenhouse gas emissions; and

17
18 **WHEREAS**, Electric vehicles (EVs) [reduce emissions by two-thirds](#) compared with gasoline vehicles,
19 even after accounting for emissions created by electricity production, and EVs get cleaner as our electrical
20 grid gets cleaner; and

21
22 **WHEREAS**, EVs save drivers money compared with comparable gas vehicles thanks to greater
23 efficiency, lower fuel costs, and minimal maintenance; and

24
25 **WHEREAS**, The least expensive, safest, and most logical places to charge an EV are at home or at
26 work, where vehicles typically sit for eight or more hours per day; and

27
28 **WHEREAS**, Not everyone can charge at home – especially renters and residents of multi-unit housing –
29 which makes the availability of charging at work even more important; and

30
31 **WHEREAS**, Being an EV-friendly employer can help with recruiting and retaining workers who
32 want to drive EVs; and

33
34 **WHEREAS**,

- 35 • Dartmouth Health provides more than 20 EV charge ports for employees at three sites
36 (Dartmouth Hitchcock Medical Center, the Heater Road Clinic, and Alice Peck Day
37 Hospital); and
- 38 • Hypertherm Associates provides at least seven charge ports at four of its buildings; and
- 39 • Adimab recently installed EV charging for employees; and
- 40 • Mascoma Bank offers employees an exceptionally low rate on loans to buy EVs; and
- 41 • Local car dealers including Lebanon Ford, Volvo and Volkswagen of Lebanon, and
42 Nissan of Lebanon provide EV charging for use by employees and others; and

43
44 **WHEREAS**, these employers serve as role models for forward-thinking employers throughout the Upper
45 Valley.

46
47 **NOW, THEREFORE, BE IT RESOLVED** by the Lebanon City Council that we, the members of the
48 Lebanon City Council, express our gratitude to Dartmouth Health, Hypertherm Associates, Mascoma

1 Bank, Adimab, Lebanon Ford, Volvo and Volkswagen of Lebanon, Nissan of Lebanon, and all other
2 employers in Lebanon who make EV charging available to their employees or otherwise facilitate
3 adoption of EVs by employees. We are grateful for their efforts to meet the needs of employees who drive
4 EVs and to create a sustainable and greener future for our City.

5
6 **ALSO, BE IT RESOLVED** that the members of the Lebanon City Council express our gratitude to
7 employers elsewhere in the Upper Valley who may employ Lebanon residents and who make some EV
8 charging or other EV- friendly policies available to employees, including:

- 9 – Dartmouth College and Kendal in Hanover, NH;
- 10 – In Enfield, N.H. – Montcalm Golf Club in Norwich, Vt
- 11 – Solaflect EV and King Arthur Baking Company, in Hartford and White River Junction,
12 Vt.
- 13 • The Town of Hartford; Norwich EV; Mascoma Bank; Key Chevrolet of White River; Upper
14 Valley Honda, and All-Star White River at the Gilman Office Center.

15
16 **LASTLY, BE IT RESOLVED** that the members of the Lebanon City Council encourage other
17 employers to take advantage of free assistance for installing workplace EV charging that is available
18 through the federal EMPOWER program (Equitable Mobility Powering Opportunities for Workplace
19 Electrification Readiness) by contacting EMPOWER at www.workplacecharging.com or
20 Jessica.Wilcox@des.nh.gov.

21
22 Dated this 20th day of September 2023.

23
24

Timothy J. McNamara, Mayor
25 *on behalf of the Lebanon City Council*
26

27 **6. ACCEPTANCE OF MINUTES:** September 6, 2023 (Regular Meeting)

28 Amendments: Page 23, Line 13 in agenda packet: Change “Mr. Dan Nash” to “Mr. Kevin Purcell”

29
30 *Councilor Heistad MOVED to approve the September 6, 2023 minutes as amended and presented in*
31 *the July 19, 2023 City Council agenda packet.*

32 *Seconded by Councilor Wilkie..*
33

34 **The Vote on the Motion was approved (9-0)*
35

36 **7. APPOINTMENTS: NONE**
37

38 **8. PUBLIC HEARING ITEMS: NONE**
39

40 **9. OLD BUSINESS: NONE**
41

42 **10. NEW BUSINESS:**

- 43 **A. Authorization for the City Manager to renew the lease with Federal Aviation**
44 **Administration for operation of the Airport Control Tower**
45

46 Included in agenda Packet: *(Page 27)*
47

1 Airport Director Carl Gross reviewed the background to renew the lease with the Federal Aviation
2 Administration.

3
4 **BACKGROUND:**

5 The Federal Aviation Administration (FAA) entered into a ground lease with the City of Lebanon in 1961
6 to construct and operate an Air Traffic Control Tower (ATCT) at the Lebanon Municipal Airport. The most
7 recent lease term began on July 1, 1974 and ended on June 30, 1998. The lease provided the option for the
8 FAA to renew to lease on a year-to-year basis provided that the occupancy does not extend beyond June
9 30, 2023.

10
11 The terms of the lease include, but are not limited to:

- 12
13 – The use of the leased property will be for the operation and maintenance of air traffic
14 control facilities.
15 – The ground lease is for 0.33 acres more or less.
16 – The allowance for adjustment to the amount of land or facility layout.
17 – The lease is retroactive to July 1, 2023.
18 – The term of lease is 20 years (expiring September 30, 2043).
19 – The lease is a no cost lease for the federal government.
20

21 **ACTION:**

22 *Councilor Whittlesey MOVED, that the Lebanon City Council hereby authorizes the City Manager to*
23 *enter into and execute a lease agreement with the Federal Aviation Administration (Tenant) for*
24 *approximately 0.33 acres of land at the Lebanon Municipal Airport for the operation of the Airport*
25 *Control Tower.*

26 *Seconded by Councilor Simon.*

27
28 **The Vote on the Motion was approved (9-0)*
29

30 **B. Discussion with Jon Livadas (Woolen Mill Housing Project) re: Application of RSA 79-E**
31 **and Potential for Historic and Affordable Housing Relief**
32

33 Included in agenda Packet: *(All supportive documents can be found on Pages 28- 37)*

- 34 1. August 21, 2023, Email from Jon Livadas re: 79E Informal Review of Potential Request
35 2. September 12, 2023, Memo from 106 Associates to the Lebanon Heritage Commission re: Historic
36 Status and Opinion on Secretary's Standards – Lebanon Woolen Mill Complex, 1 Foundry Street
37 3. City Council Policy CC-105, Community Revitalization Tax Relief Incentive Program Guidelines, as
38 adopted on August 4, 2021
39

40 **BACKGROUND:**

41 Jon Livadas of LWM Residential, LLC requested time with the City Council to informally review and
42 discuss potential tax relief under the provisions of NH RSA 79-E as it relates to Historic Structure
43 Rehabilitation and Affordable Housing.
44

45 City Manager Mulholland wanted the Council to look at the existing policy CC 105, noting that Mr.
46 Livadas Site Plan application has already been approved by the Planning Board, but he will be going back
47 to them with some modifications to his application. Mr. Livadas will be pursuing 79-E, which he has not
48 done yet and will be trying to get some additional information to find out what will be viable.
49

1 Mr. Jon Livadas and Mr. Scott Newman came forth and noted that part of what they are trying to
2 understand is the language in the 70F 90 US Legislation about a conditional 4 years for a building that
3 could be listed on the Historic Registry and follows the renovation standards. They have gone through
4 the historic process and we are eligible to be listed (in the National Register of Historic Places), but they
5 are not going to pursue getting this property listed for many reasons. Per Mr. Newman's Memo (dated
6 September 12, 2023, and listed on page 31, Council agenda packet), we will be following the standards
7 accordingly, and are asking for guidance/clarity from Council on the potential for them to get additional
8 years (from the 79-E program).

9
10 In response to Mayor McNamara's request for more information, Mr. Scott Newman (Principal of 106
11 Associates and Historic Preservation Consulted) explained that the Mill is/has been an integral piece of
12 the City's economic and social development since the 1880's until it shut down in the 1960's and further
13 described the property's history noting the building qualifies because it is a late 19th Century Mill
14 development and further explained the Mill's construction, it's engineering heritage and historical assets
15 as follows:

- 16
17 • The Mill's exterior will remain the same. There will be no adjustments to exterior walls
18 outside of some new window penetrations on the south side;
- 19 • The oldest piece of building, which is a small single structure at the entryway, is in complete
20 disrepair structurally. The roof is about to cave in; the floor is rotted through with what he
21 calls a garden growing up from below. After consulting the construction team and others,
22 they suggested demolishing this building, but said no because it is the most important part of
23 the building, noting their intent is to celebrate the history of this building.
- 24 • The reason for not pursuing historic tax credits is the timing and how long it takes. They have
25 faced 8-month delays just to get an answer on decisions, which usually consisted of more
26 questions. In terms of having an economically viable development it is the length of time it
27 takes. From a financial standpoint (there will be 60 units in the middle) it is a smaller portion
28 of the overall development so the time, cost, and amount of credits they would get ended up
29 not being worth what they were pursuing.
- 30 • They will be preserving as much as they can (exterior/interior) and explained how this would
31 be done (i.e., common areas, post & beam construction, brick where possible).

32
33 Mr. Livadas noted that the project was set to meet the highest preservation standards, even the tax credit
34 standards. Most of the project was approved but the timing to get those tax credits for a building this big
35 ran out and became untenable.

36 37 **Council Discussions:**

38
39 Councilor Heistad spoke about the Knox Woolen Mill in Camden, ME, noting it is a prime example of a
40 mill that has been repurposed into housing. Beautiful job.

41
42 In response to Councilor Liot Hill's question regarding who determines the eligibility of property on the
43 National Registry, City Manager Mulholland noted eligibility and listing of a qualified property is
44 determined by the National Park Service and renovations must meet the Secretary of the Interior's
45 Standards for Rehabilitation. *(See page 35; 5.2; #3, Council agenda packet.)*

1 Councilor Liot Hill noted this was the first time they have seen a project like this under the 79-E Program
2 and wanted to make sure the Council was setting up a review precedent correctly so others may come
3 forward in the future.

4
5 Mayor McNamara questioned if this particular project would qualify under Benefits. (listed on page 35)

- 6 • Promotion of the preservation and reuse of existing building stock throughout a municipality by the
7 rehabilitation of historic structures; (RSA 79-E:7, II-a)

8 The City Manager said yes.
9

10 Councilor Whittlesey's question centered around #3 (page 35 of agenda packet) as follows and requested
11 Mr. Livadas to explain what the makeup of housing they are proposing to build.

- 12 • The City Council may, in its discretion, grant up to four (4) additional years of tax relief for the
13 Substantial Rehabilitation of a Qualifying Structure that is listed on or determined eligible for
14 listing on the National Register of Historic Places, State Register of Historic Places, or is located
15 within and important to a locally designated historic district, provided that the Substantial
16 Rehabilitation is conducted in accordance with the U.S. Secretary of Interior's Standards for
17 Rehabilitation. (RSA 79-E:5, III)
18

19 Mr. Livadas noted their plan is 100% market rate housing given its location; the overall market; and the
20 financial viability of building housing right now in the Upper Valley. He spoke about a workforce
21 housing project they are doing in Newport, NH, noting that it is more costly to build affordable housing
22 in Lebanon than it is to build market rate housing (i.e., different requirements; standards; different time
23 periods for different developments; workforce issues; cost of construction; interest rate increases). He
24 wanted guidance from the Council regarding what the different hurdles might be that they would have to
25 clear to potentially make sense of affordable housing in their development. We would love to have an
26 affordability component to this, but it is not a viable option right now. What would it take to get certain
27 years (from the 79-E Program) and gave examples. His concern, generally, is the housing crisis. He
28 spoke about the time period in getting a project under control and the costs associated with due
29 diligence/planning and finally getting approval is one year. In Lebanon, land is too costly, and it is too
30 risky to buy land and hope you get the funding to build. Land is in such high demand that one would
31 probably not find a seller who is willing to wait a year for closing. This only heightens the risk of an
32 affordable project.
33

34 Mr. Livadas also noted that the market is currently 99.5% leased; rents have risen 30% over the last 5-
35 years (6%/year on average). This is due to no new housing being built, which has resulted in standard
36 macro-economic issues where the demand is greatly outpacing the supply and has resulted in the top of
37 the market being units that should not be at the top of the market. The hospital continues to grow. There
38 are rumors that Dartmouth College will be doubling in size, so this demand issue and this outpacing of
39 demand over supplies is about to potentially get worse and will continue to do so. The reality of
40 everyone's desire to build affordable (housing) he understands, but noted there simply needs to be
41 housing, and market rate housing will hopefully jump start the natural ecosystem life cycle of housing and
42 gave examples. As new housing becomes available, people will have to spend money to renovate
43 apartments/houses.
44

45 Mr. Livadas questioned the structure for affordability in the 79-E Program, noting that none of these bans
46 make financial sense and does not pencil in for all the reasons he discussed. Projects are going to stall
47 and their big concern is that they are heading in that same direction (i.e., interest costs, construction costs,

1 etc.) Can we find a different way to approach that affordability chart (*page 36, agenda packet*) and make
2 it more financially feasible for developers to include affordability to get these projects going? He felt that
3 the Targeted Area Median Income (AMI) and the percentages under the AMI needs adjustment. He has
4 not analyzed, yet, what the trade-off is in terms of affordability but questioned if there was another way to
5 do this without involving State/Federal agencies and legislation working with the town to earmark certain
6 affordability data.

7
8 Mayor McNamara noted the Council does not have a specific request yet; we have a position from a
9 developer who is saying the AMI Chart (page 36) as currently envisioned and adopted by the Council
10 barely two years ago may not be doing anything for the City in the current market and requested the
11 Council have philosophical discussions regarding revising the AMI Chart given the current situation.

12
13 The Council discussed the following:

- 14 • The length of the abatement in terms of years
- 15 • The need to incentivize affordable housing
- 16 • The importance of receiving tax revenues (under the 79-E Program)
- 17 • Workforce housing challenges in making this more affordable/available to the City
- 18 • The numerous public benefits this project would have by adding the additional 4-years of tax
19 related for projects that include affordable housing
- 20 • Whether or not to modify the table (page 36)
- 21 • Discretionary potential that can be added by the Council to vary the affordability requirements
22 while still balancing the overall benefits to the community vs. the tax revenue the City would be
23 forgoing
- 24 • Compared the benefits of this project to the Greenfield project on Mt. Support Road
- 25 • Increase in municipal resource costs (i.e., subsidy on the City's tax bill that current
26 homeowners/renters pay for new developments; no break on water/sewer; additional costs to the
27 City for school aged children --+/- 17 at an average of \$200K/year/per student as calculated by
28 the Planning Board; the impact fee of \$500K this project would have to pay to the City which
29 does not include water/sewer fees
- 30 • Reasons why employers in the Upper Valley are having difficulties finding/keeping employees
31 and the unintended effect on these employers so employees can find housing in Lebanon
- 32 • The need to take this issue (housing) on and not keep kicking the can down the road
- 33 • The potential this project could have in bringing a benefit to the Downtown area of the City (i.e.,
34 a building being repurposed vs. a building sitting there in disrepair in perpetuity
- 35 • The pros/cons if this project falls through and what the alternatives might be if it does fall through
36 (i.e., the building might sit there for years in an unusable state)
- 37 • The need to understand the financial viability of this project
- 38 • How the chart (page 36) was developed as just a guide for the Council and the Council has the
39 flexibility/discretion to adjust it as necessary or not even use it if they choose to
- 40 • The assets in the City and how we use them. There is a cost in not taking action in doing
41 something with a property. Protecting an asset as well as making available housing for those that
42 need it
- 43 • How there is a value to the community to take an asset and turn it into a new/improved asset.
- 44 • The advantages of preserving historical property in Lebanon and turning it into additional
45 housing

- How the Council should not miss the conversations about affordability and workforce housing. Can we reinterpret or re-envision the idea of affordability for the benefit of the community that might not be reflected in the cost of rent?

Councilor Liot Hill hoped Mr. Livadas and Mr. Snow were getting the general consensus from the Council at least for the first 11 years for their 79-E application and the openness of the Council to consider a proposal for adding an additional 4-years. Whatever you come forward with has to be palatable. If the chart that the Council has does not work for you, the Council is open to hearing something that does work for you but that needs to be in the spirit of affordability and gave examples. We live in a community where there are a lot of people who cannot afford, and will not be able to afford, to live in these units and we (the Council) have to answer to all our constituents.

Mr. Livadas thanked the Council and noted that in their other projects they have had tenants with vouchers and understand firsthand what affordability means for this area and the struggles for people who want to stay in the area. When he does put something together he will be thinking about the spirit of affordability. He spoke about tax bases and the increased tax bases, noting these will not go up if this project does not get built. When you build an all affordable building, there is legislation that allows you to get your tax increase limited and spoke about theoretical housing developments like Spencer Street. Just as a general informational note: flexibility with this (AMI) will bring a lot more people to the table to build and focus on affordable housing.

Allan Reetz: (Works in Public and Government Affairs for the Hanover Coop Food Stores): He spoke about the benefits of having bicycle and E-bike infrastructure and gave examples, noting this is an amenity that is often overlooked.

ACTION: *No action is required by the Council. Item is for informational purposes only.*

C. Review and approval of RFP for development of 20 Spencer Street, Lebanon for Workforce Housing Units

Included in Council agenda Packet: *(All supportive documents, maps, images and additional information can be found on Pages 38- 53)*

1. DRAFT City of Lebanon Request for Proposals for 20 Spencer Street, Lebanon, NH
2. DRAFT City of Lebanon Request for Proposals for 20 Spencer Street, Lebanon, NH Selection Process and Criteria
3. NH RSA Chapter 75 Appraisal of Taxable Property, Section 75:1-a

BACKGROUND:

In 2016 the City initiated the Downtown Visioning Study which included the former DPW facility located at 20 Spencer Street, approximately 1.92 acres of land. This location was selected as one of the areas to be redeveloped as part of the visioning study. The property is located within the Downtown Tax Increment Finance District. The City Council requested the EDC and the Downtown TIF Advisory Board to develop and RFP to redevelop the property.

The City issued an RFP for the redevelopment in August of 2019. Two proposals were submitted one of which was from the Braverman Company, LLC. The proposal involved the construction of a multifamily apartment building with as many as 94 units. Forty-five of those units were proposed to be workforce

1 housing (80-100% AMI). The units would be a combination of 1 & 2 bedrooms. The Braverman Company
2 proposed to purchase the property for \$1.5 million.

3
4 The former DPW structures on the property were demolished by the City in 2021. A number of
5 environmental issues remained on the site including previously undetected quantities of PCBs. The PCB
6 contaminated soil was removed and transferred to an appropriate disposal site out of state. The site soils
7 still contain levels of Arsenic higher than what is permitted by state standards. However, this only applies
8 to drinking water. The site is served by City water and sewer. There is nothing from the environmental
9 perspective that prohibits development of the site at this point. The total cost of demolition and site cleanup
10 was just under \$1 million.

11
12 The Braverman Company withdrew from the project in January of 2023. Ken Braverman, the company
13 principal felt that the economics were not feasible for the project at this time. The cost of capital,
14 construction, and the shortage of construction labor resulted in his decision to withdraw from the
15 partnership with the City.

16
17 On June 7, 2023, the City Council requested the EDC and the Downtown TIF Advisory Board to make
18 recommendations as to what the next steps should be to redevelop the property. The Council suggested
19 the EDC & TIF Advisory Board incorporate the Council's Strategic Objectives, Priorities and Strategic
20 Plans into their discussion and review of 20 Spencer Street and the back parking lots, along with looking
21 into what non-profit organizations can bring to the table and how this would potentially affect City
22 property taxes.

23
24 The EDC and TIF Advisory Board held meetings to discuss recommendations. On July 27, 2023 the EDC
25 voted the following:

26
27 ***Motion by Mr. Brown that the Economic Development Committee recommends that the***
28 ***City Council approve the RFP developed by the Economic Development Committee to go***
29 ***out in September and come back within approximately 120 days, while also pursuing a***
30 ***parallel track to solicit proposals from the non-profit housing community.***

31 ***Seconded by Mr. Purcell.***

32
33 **** The Vote on the MOTION was approved by the EDC (5-0-0)***

34
35 The TIF Advisory Board did not have a quorum of its members to act on the proposal.

36
37 On September 6, 2023 the City Council received the recommendation of the EDC. After much discussion
38 the Council took the following action;

39
40 ***Assistant Mayor Below MOVED, that the Lebanon City Council authorizes the City***
41 ***Manager to work with non-profit housing organizations to develop proposals for workforce***
42 ***housing to be considered by the City Council.***

43 ***Seconded by Councilor Sykes***

44
45 **** The Vote on the revised Motion was approved (9-0).***

46
47 The City Manager has modified the RFP to solicit for profit and non-profit entities to submit proposals
48 for a workforce housing development on the property. He is requesting the Council to review the RFP

1 *(pages 40 -50, Council agenda packet)* to ensure it elicits the information necessary to allow the Council
2 to make a determination to move forward with a development project on the property.
3

4 City Manager Shaun Mulholland noted the goal is to elicit all the comments City Councilors may have so
5 that when proposals do come in, they have answered all the questions that the Council can foresee at this
6 particular time.
7

8 Council Discussions: 9

10 Mayor McNamara would like to see: 1. What segment of the population are the developers proposing to
11 address? (i.e., what percent of AMI will they be using, if any; how are their proposals going to be
12 subsidized) 2. What are the anticipated property tax revenues that will be under their development
13 scenario, because this does vary between projects? City Manager Mulholland noted the PA67 form is the
14 form that will give you that information.
15

16 Councilor Liot Hill was interested in the possibility of home ownership opportunities and explained her
17 reasons, noting that building equity is a way to build wealth and renting is not putting anyone in a
18 position to build wealth and referenced page 43 in agenda packet, asking other Councilors to give their
19 feedback on whether or not the language should be enhanced in the RFP:

- 20 1) Land Uses: The City is interested in the following land uses for the site: a) Residential uses
21 may be ownership or rental housing. The City's goal is that all units would meet the standards
22 for workforce housing.
23

24 Councilor Heistad spoke about the young people growing up in Lebanon who do not understand that
25 ownership is a way of moving upward. We (the City) need to have a mechanism for them to do this.
26

27 Councilor Whittlesey spoke about his reasons why he felt home ownership is now generational wealth
28 (i.e., building wealth for children or grandchildren). If we do this, it is probably not going to result in a
29 whole lot of wealth for an individual person, but on the flip side, for rental residents as time goes on, they
30 will get squeezed out unless they do have home ownership in a property.
31

32 Councilor Liot Hill noted we are now making a policy decision on this project (20 Spencer Street) and the
33 Council decided that they were not interested in market-rate housing for this, which means the City will
34 be subsidizing this housing in one way or another. What we are trying to do with this property is to serve
35 low-income people, some of which are low-income families. This is a potential opportunity for us to
36 build a pathway for people to build their way out of poverty and explained her reasons. If we are going to
37 invest tax payer dollars into this project, do we really want to favor rental proposals or do we want to
38 potentially favor some ownership opportunities that will have a more long-term impact?
39

40 Councilor Whittlesey spoke about other subsidies (i.e., non-city tax credits, grants and other subsidies).
41

42 Councilor Below noted this project is less than a 2-acre site and spoke about what Mr. Braverman had
43 proposed for the site before he pulled out. Home ownership is unlikely to be a realistic opportunity at this
44 point in time, but even if it was, we are already facing the fact that the City will be contributing to
45 developed workforce housing in perpetuity. We should be looking for opportunities to help people build
46 generational wealth, but the level of demand is so high that he thought the highest and best use of this
47 property (20 Spencer St.) is long-term rental opportunities. He also addressed people who have Section 8

1 housing vouchers (some who are in the workforce) and how they cannot use these vouchers because there
2 are very few properties that meet the criteria. He also spoke about the RFP as presented in the agenda
3 packet and right now it is written that proposals will be evaluated by the EDC (Economic Development
4 Commission) and the Downtown TIF Advisory Board and was uncertain if this still makes sense.

5
6 City Manager Mulholland had the Lebanon Housing Authority review this (RFP) so there may be
7 additional things the Council asks for before they submit a proposal. They did feel comfortable about
8 complying with this RFP. Twin Pines Housing may also be submitting a proposal. In terms of the TIF,
9 this would have an impact on their revenues, and we will have them review 79-E's before they come to
10 the Council. It makes sense to him to have the EDC-TIF review the submissions and vet them before
11 they come back to the Council, but if the Council wants to remove them, this can be done.

12
13 Councilor Sykes spoke about workforce housing and while he likes the idea of home ownership
14 opportunities, the need for housing is now and the time it would take us to come to a really good way of
15 doing this is more than what he thought could be invested in for this particular project. He would be
16 interested in hearing about what legislation/city ordinance can be changed to provide mechanisms for
17 people to buy their apartments in existing buildings. He does not want to confuse this project with home
18 ownership because this project is a rare opportunity for the Council to actually move on truly
19 workforce/low-income housing in the City.

20
21 Mr. Bill Dunn (Chair of the EDC) pointed out: 1. The concept of building/development for the Mill does
22 create a relief on everything else and explained his reasons. 2. He cautioned that when you create a new
23 development that is specifically designed for a certain income level, with all sorts of constraints, what you
24 are creating is what he calls a forever building. It is something that will remain forever in that use in
25 perpetuity and explained his reasons.

26
27 Councilor Whittlesey also spoke about his reasons why he felt the Council could skip the EDC/TIF piece
28 in the RFP for this project. Given the way that the selection criteria is laid out, he suggested he would
29 like to reduce the development vision from 40% to 35% (page 49, agenda packet,) and increase others to
30 15% (page 50, agenda packet), noting specifically the 3rd bullet point because it speaks to what we are
31 trying to accomplish.

32
33 Councilor Wilkie concurred with Councilor Whittlesey and felt the Council should have home ownership
34 discussions. As far as EDC/TIF involvement on this project, he felt if they want to remain involved in
35 providing recommendations, this should be fine.

36
37 Mayor McNamara asked the Council if they had any consensus on if the project should be reviewed by
38 the EDC/TIF or whether it just comes directly to the Council, noting this would change things
39 substantially with regard to the way these proposals are reviewed and how this RFP goes out.

40
41 Assistant Mayor Below would be ok having representatives from the Council do this. Another option is
42 to make it a little more flexible and say: A Review Committee, consisting of a group of volunteers
43 representatives that may come from the City Council, the EDC, the Downtown TIF Advisory Board that
44 would get together to review proposal(s) and then bring directly to the Council. Or, the City
45 Administration may need to work on a proposal that comes in, noting this is a different process than what
46 the Council envisioned before because we will be choosing between different types of proposals.

1 Councilor Simon noted the biggest deciding factor of this project's RFP is time.

2
3 Councilor Liot Hill spoke about her reasons why she felt the Council should act as a review committee for
4 proposals (on this project).

5
6 Councilor Whittlesey again spoke about the changes he would like to see in the RFP which includes:

- 7 • Reducing Development Vision: from 40% to ~~35%~~ 30% (page 49, agenda packet). Assistant
8 Mayor Below and Councilor Liot Hill suggested changing this to 30%, and Other from 10% to
9 20% (page 50)
- 10 • Financial would remain at 30% (page 50, agenda packet)
- 11 • Other (page 50, agenda packet): Change from 10% to 20%.

12
13 **ACTION:** *No action was taken by the Council.*

14
15 **D. Vote to Make Public Previously Sealed Non-Public Session Minutes of the City Council**

16
17 Included in agenda Packet: *(Supportive document can be found on Pages 54-57)*

18 1. Chapter 189 HB 321-FN-LOCAL (Final Version) – Approved: August 4, 2023; Effective Date:
19 October 3, 2023

20
21 Mayor McNamara reviewed the background behind the legislation driving this review by the Council.

22
23 City Manager Mulholland spoke about the confusion over this legislation noting that all the Sealed Non-
24 Public Session Minutes from the City Council will be reviewed and cleaned up and then given to the
25 Council in batches. Once we are back on track, Sealed Minutes will be reviewed annually and again at
26 the 10-year mark. This will exceed the spirit of the law and allow for the transparency requirements.
27 Tonight, the batch includes the years from 1979-1984, noting this is what City Management could find
28 and was uncertain if there any Sealed Non-Public Session Minutes that precede the year 1979. There
29 were some Sealed Non-Public Session Minutes that were not included in the list below because they dealt
30 with the reputation of someone, etc. and should remain sealed.

31
32 Assistant Mayor Below questioned if the Council needed to take a vote on any sealed minutes that need to
33 remain sealed. City Manager Mulholland noted that some sealed minutes will require more analysis and
34 time and may require a legal review in some cases, but the batch list below includes the minutes that are
35 the easiest to unseal.

36
37 **BACKGROUND:**

38 House Bill 321 was approved by the legislature on August 4, 2023, and becomes effective on October 3,
39 2023. This legislation establishes a timeframe for the release of previously sealed, non-public minutes for
40 all municipalities in the State.

41
42 While adequate time has been provided by the State to address the issue, City Administration has made the
43 choice to begin the process now and will be working over the next several months to cull through previously
44 sealed, non-public minutes to determine their continued sensitivity in relation to the protected categories
45 outlined in RSA 91-A. A list of minutes that are determined to be available for release will be provided to
46 the Council for a vote to release to the public.

Below is the list we have reviewed to date, along with the protected category under which they are classified:

91-A:3.II(e) – Pending Claims or Litigation

Monday, April 16, 1979	Wednesday, January 19, 1983
Wednesday, June 6, 1979	Wednesday, February 2, 1983
Wednesday, August 1, 1979	Wednesday, March 16, 1983
Monday, August 27, 1979	Wednesday, May 4, 1983
Wednesday, September 19, 1979	Wednesday, July 20, 1983
Wednesday, December 19, 1979	Wednesday, November 16, 1983
Wednesday, April 29, 1981	Tuesday, March 6, 1984
Wednesday, April 15, 1981	Wednesday, May 2, 1984
Wednesday, May 20, 1981	Wednesday, January 20, 1988
Wednesday, July 1, 1981	Friday, February 12, 1988
Wednesday, October 6, 1982	

91-A:3.II(l) – Consideration of Legal Advice

Wednesday, January 20, 1988

91-A:3.II(d) – Acquisition, Sale, or Lease of Property

Wednesday, December 17, 1980	Tuesday, March 3, 1981
Wednesday, June 3, 1981	Tuesday, February 14, 1984
Wednesday, May 16, 1984	

ACTION:

Councilor Liot Hill MOVED, that the Lebanon City Council hereby unseals and makes available to the public all City Council non-public session minutes as listed and provided in the September 20, 2023 City Council Agenda Packet.

Seconded by Councilor Whittlesey.

****The Vote on the Motion was approved (9-0).***

11. City Manager Report:

City Manager Shaun Mulholland updated the Council on the following:

- Councilor Simon was notified by a constituent that the left turn lane letters at the sections of Seminary Hill, South Main Street, Main Street, Maple Street have the “N” backwards.
- Miracle Mile: Will be worked on next year.
- USDA Forestry Grant: This was a grant submitted by the Tree Advisory Board and has been approved. There is a 50/50 match and will deal with trees along urban heat zones.

- EV Grant: Has been put together and will deal with EV Charging Stations. 50/50 match
- FEMA Funding for the City after the flooding/storms this summer: Grafton County does not qualify for funding, so any damage in Lebanon will need to be covered by the City.
- Route 12A Bridge & Main Street Improvements: Will have impact on some businesses.
- Hiring a Traffic Czar to manage roadway projects.
- Community Conversation dates: Sept 26th and October 24th
- Fire Station Presentation will take place on September 27th at a Special Meeting.
- Child Care Learning Center will be presented at the October 4, 2023 Council Meeting

12. COUNCIL REPRESENTATIVES TO OTHER BODIES:

- EV Friendly Expo, Saturday, September 30, 2023, 8:00 AM – 3:00 PM. LEAC will be the lead sponsor.
- There was an article in the Boston Globe praising Lebanon, NH's pollinator gardens.

13. FUTURE AGENDA ITEMS: NONE

14. NON-PUBLIC SESSION: NONE

15. ADJOURNMENT:

Councilor Whittlesey MOVED for adjournment.

Seconded by Councilor Heistad.

**The Vote on the MOTION was unanimously approved (9-0)*

The meeting was adjourned at 9:20 PM.

Respectfully submitted,
Dona E. Gibson
Recording Secretary

Agenda
Lebanon City Council
October 04, 2023

7. Appointments:

Appointments

Board/Committee Appointments as presented by City Clerk Jaseya Ewing

- Zoning Board of Adjustment, Dan Nash (Reappointment Regular Member)
- Planning Board, Richard Ford Burley (Regular Member)
- Diversity, Equity, and Inclusion Commission, Kathy McCarty (Regular Member)

Included in this Section:

1. Memo from City Clerk Jaseya Ewing dated October 4, 2023



Office of the City Clerk & Tax Collector
51 N. Park Street
Lebanon, NH 03766

MEMORANDUM

DATE: October 4, 2023
TO: The Honorable Mayor & City Council
FROM: Jaseya Ewing, City Clerk & Tax Collector
RE: **Appointments Proposed for Council Discussion/Action:**

If the Council wishes to proceed with action on the appointments below, a nomination should be made and voted on for each appointment.

Note: nominations do not need to be seconded.

Zoning Board of Adjustment

- **Dan Nash** – Reappointment as a regular member of the Zoning Board of Adjustment for a 3-year term.

Term: 10/23-10/26

Planning Board

- **Richard Ford Burley** – Appointment as a regular member of the Planning Board for a 3-year term.

Term: 10/23-10/26

Diversity, Equity, and Inclusion Commission

- **Kathy McCarty** – Appointment as a regular member of the Diversity, Equity, and Inclusion Commission for a 2-year term

Term: 10/23-10/25



CITY OF LEBANON BOARD/COMMITTEE APPLICATION

You must meet the basic requirements listed below to be considered for appointment to a City board/committee.

BASIC REQUIREMENTS:

- ✓ Lebanon/West Lebanon resident (except for those boards who membership makeup includes non-resident)
- ✓ Willingness to learn
- ✓ Commitment to attend meetings
- ✓ Treat people fairly
- ✓ Consider the best interest of the community as a whole when making decisions
- ✓ Must have attended one meeting of the board that you wish to apply to within the last six months to observe the process and function of the board.

Check all that apply:

I am an applicant for: Zoning Board-full member

☒ Check if for re-appointment

Name: Dan Nash
(Please print)

Address: [REDACTED]
(street) (Town) (Zip)

Mailing Address, if different from above: _____

Home Phone: [REDACTED] Work Phone: [REDACTED] Cell Phone: [REDACTED]

Email Address: [REDACTED]

Continued on reverse side.....

How long have you resided in Lebanon? 30+ years
(This will not necessarily reflect on your possible appointment.)

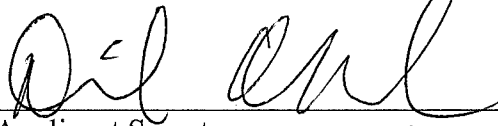
Why would you like to serve?

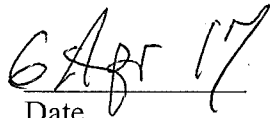
The Zoning Board is a necessary entity to provide hearings on zoning matters that balance the needs of landowners and citizens.

State a few of what you feel your qualifications are or why you wish to be appointed to this board/committee.

I have many years of experience on the Zoning Board and enjoy serving the city in this capacity.

I hereby certify that I meet the basic requirements for applying to a Lebanon board/committee.


Applicant Signature


Date

Official Use Only

Interview Committee Review

Date Received by City Clerk _____ Date of Review _____

Date of Appointment _____ Appointment Term _____

Committee/Board to which appointed _____

Please return to:

Lebanon City Clerk's Office
51 North Park Street, Lebanon, NH 03766

Fax # 442-6148

Email: Sandi.Allard@lebcity.com

From: [cityclerk](#)
To: [Kara Tracy](#); [Jaseya Ewing](#)
Subject: FW: [EXTERNAL] Online Form Submission #7715 for Board Member Application
Date: Tuesday, September 12, 2023 7:03:35 AM

Mercedes LaQuire

Assistant City Clerk – City of Lebanon
51 North Park Street
Lebanon NH 03766
(603)448-3054
Mercedes.LaQuire@lebanonnh.gov

From: noreply@civicplus.com <noreply@civicplus.com>
Sent: Monday, September 11, 2023 8:00 PM
To: cityclerk <cityclerk@lebanonnh.gov>; webmaster <webmaster@lebcity.com>
Subject: [EXTERNAL] Online Form Submission #7715 for Board Member Application

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Board Member Application

Application Process

After submitting this application, you will be contacted and interviewed by one of our City Councilors. Your application will then go before the full Council at one of their regular meetings for consideration of appointment. If you have questions, please contact the City Clerk's Office at 603-448-3054 or cityclerk@lebanonnh.gov.

Basic Requirements

- *Lebanon/West Lebanon resident (except for those boards whose membership makeup includes non-resident)*
- *Willingness to learn*
- *Commitment to attend meetings*
- *Treat people fairly*
- *Consider the best interest of the community as a whole when making decisions*
- *Must have attended one meeting of the board that you wish to apply to*

within the last six months to observe the process and function of the board.

(Section Break)

First Name Richard

Last Name Ford Burley

Physical Address

City Lebanon

State NH

Zip Code 03766

Is this your mailing address? Yes

Home Phone Number

Work Number *Field not completed.*

Email Address

How long have you resided in Lebanon? 4 years

(Section Break)

Is this an application for re-appointment? This application is not for re-appointment.

For which board, committee, or commission are you applying? Planning Board

Other Committee *Field not completed.*

Why would you like to serve? Lebanon is one of the fastest growing cities in the Northeast, and with the differential between the daytime and nighttime populations, the pressure driving that growth isn't going to slow down anytime soon. As a new resident and a part of that growth, I want to do everything I can to help it to happen in a welcoming and equitable way that takes into account the needs of long time residents and newcomers alike.

State a few of what you feel your qualifications are While I haven't done much work in planning, I have served the last two years as the secretary of Lebanon's Diversity, Equity,

or why you wish to be appointed to this board / committee.

and Inclusion Commission, so I'm familiar with many of the ways the city functions and many of the processes that take place behind the scenes. I also have an eye for detail—I was the committee member tasked with reading the city Code and Charter and revising the language for gender neutrality—and am excited by the opportunity to learn more about the nuts and bolts of land use and development in Lebanon.

Certification

I hereby certify that I meet the basic requirements for applying to a Lebanon board / committee.

Email not displaying correctly? [View it in your browser.](#)

From: [Kara Tracy](#)
To: [Kara Tracy](#)
Subject: RE: Richard Ford Burley PB Appointment
Date: Wednesday, September 27, 2023 1:31:30 PM

From: Shaun Mulholland <Shaun.Mulholland@lebanonnh.gov>
Sent: Monday, September 18, 2023 4:00 PM
To: Jaseya Ewing <Jaseya.Ewing@lebanonnh.gov>
Cc: Kara Tracy <Kara.Tracy@lebanonnh.gov>
Subject: Richard Ford Burley PB Appointment

Jaseya

Can you proceed with placing my nomination for Richard Ford Burley to be appointed to the Planning Board on the next Council agenda?

Shaun Mulholland
City Manager
City of Lebanon, NH
51 N. Park St.
Lebanon, NH 03766
603-448-4220

From: [Kara Tracy](#)
To: [Kara Tracy](#)
Subject: FW: Interview Request for DEIC
Date: Wednesday, September 27, 2023 1:40:00 PM
Attachments: [Councilor Interview Report Form - McCarty.doc](#)

From: noreply@civicplus.com <noreply@civicplus.com>
Sent: Monday, September 11, 2023 9:23 PM
To: cityclerk <cityclerk@lebanonnh.gov>; webmaster <webmaster@lebcity.com>
Subject: [EXTERNAL] Online Form Submission #7716 for Board Member Application

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Board Member Application

Application Process

After submitting this application, you will be contacted and interviewed by one of our City Councilors. Your application will then go before the full Council at one of their regular meetings for consideration of appointment. If you have questions, please contact the City Clerk's Office at 603-448-3054 or cityclerk@lebanonnh.gov.

Basic Requirements

- *Lebanon/West Lebanon resident (except for those boards whose membership makeup includes non-resident)*
- *Willingness to learn*
- *Commitment to attend meetings*
- *Treat people fairly*
- *Consider the best interest of the community as a whole when making decisions*
- *Must have attended one meeting of the board that you wish to apply to within the last six months to observe the process and function of the board.*

(Section Break)

First Name	Kathleen
------------	----------

Last Name	McCarty
-----------	---------

Physical Address

City	Lebanon
State	New Hampshire
Zip Code	03784
Is this your mailing address?	Yes
Home Phone Number	
Work Number	Field not completed.
Email Address	
How long have you resided in Lebanon?	2 months, and will be here for at a minimum 7 years.

(Section Break)

Is this an application for re-appointment?	This application is not for re-appointment.
For which board, committee, or commission are you applying?	Diversity, Equity, and Inclusion Commission
Other Committee	Field not completed.
Why would you like to serve?	I am immensely passionate about serving on Lebanon's Diversity, Equity and Inclusion committee due to my unwavering commitment to promoting equity, social justice, and inclusivity within our community. As an individual who has worked in special education for the past 5 years, who was born from a special needs mother, and who currently works for a special needs nonprofit, I have a never ending amount of passion for this board. By being part of this committee, I aim to actively contribute towards creating an environment where everyone feels represented, respected, and included. Being a member of this committee would allow me to make an impact on our town by ensuring equal opportunities for all residents while strengthening our community.
State a few of what you feel your qualifications are or why you wish to be appointed to this board /	I am well prepared and enthusiastic about the opportunity to serve on the Diversity, Equity, and Inclusion committee. My ability to empathize with others coupled with my strong communication skills will help me to engage with community

committee.

members of all backgrounds. I want to be appointed because I truly want to make a difference. I want to help our town become an even more welcoming and inclusive place for everyone who calls it home.

Certification

I hereby certify that I meet the basic requirements for applying to a Lebanon board / committee.

Email not displaying correctly? [View it in your browser.](#)

Councilor Interview Report Form

Councilor Name: Devin R. Wilkie

Date of Interview: 19 Sept 2023

Applicant Name: Kathy McCarty

Board(s) to Which Applied: Diversity, Equity, and Inclusion Commission

☒ Regular Seat

☐ Alternate Seat

Has Applicant Attended Meeting of Board to Which Applying? ☒ Yes ☐ No

(If yes, indicate date of meeting.) Date: 19 Sept

Recommend Appointment: ☒ Yes ☐ No

☒ Regular Seat

☐ Alternate Seat

General Comments: Kathy is an enthusiastic new member of the community and has some great ideas for the commission. She is involved in this field through her work and can provide valuable insight. I am happy to recommend her appointment.

(PLEASE NOTE: THIS FORM WILL BE INCLUDED IN THE AGENDA MATERIALS WHEN APPLICANT IS SCHEDULED TO APPEAR BEFORE THE CITY COUNCIL.)

Standard Questions for All Applicants:

1) What do you believe is the purpose of this Board/Committee?

Advance DEI in the community.

2) Are you familiar with the meeting dates and time commitments of this Board/Committee?
Would you be available for additional meetings, site visits, or other official events when necessary?

Yes, yes.

3) Do you have any previous experience working with this type of Board/Committee, or in a related field, in this community or any other community?

Professional experience in supporting people with special needs.

4) Do you have any interest in attending educational presentations and seminars in order to further educate yourself relative to the work of this Board/Committee?

Yes — already doing this.

5) Do you anticipate that you would have to recuse yourself from more than an occasional meeting due to a conflict of interest (perceived or real) relating to your past or present employment, organizational membership, real estate holdings, family ties, or other reasons?

No

6) What do you think are the key challenges for this Board/Committee?

Difficult to access a busy population for insight, ideas, volunteers.

7) What do you think are the key opportunities for this Board/Committee?

Connect with local businesses, develop lasting relationships, recruit volunteers from volunteer hours, developing relationships, etc.

8) What would you like to see this Board/Committee accomplish in the next year?

Listening sessions

Agenda

Lebanon City Council

October 04, 2023

10. New Business:

10.A – Early Learning Center of The Upper Valley Project Presentation

Background

In August of 2021, the City became part of a comprehensive effort by Vital Communities to address the childcare crisis in the Upper Valley. Some of the other partners in this project include the Couch Foundation, Dartmouth Health, Dartmouth College, Early Care and Education Association of the Upper Valley, Let's Grow Kids, the Corporate Council, and numerous other stakeholders. There are three major areas of focus. Advocacy; Recruitment and Retention of Childcare Workers; and Facilities and Program Models. Progress has been made in all three areas.

The employers in the Upper Valley are very concerned about the lack of affordable housing and the lack of affordable childcare. Both issues directly relate to the lack of workforce which is critical to our economy. There was an estimated shortage of approximately 2,000 childcare slots in the Upper Valley, with a particular shortage noted in the number of infant care slots. The lack of affordable childcare is not a new issue, it has existed for a very long time, however, it has become worse. As was true for many in the service industry, the COVID-19 Pandemic exacerbated the shortage of childcare options. Several childcare centers have closed in the Upper Valley, while others have reduced intake due to the inability to hire staff. An article in the Valley News on 9/6/23 discussing the pending expiration of federal funds is about to make the situation even worse.

On September 23, 2022, the City solicited a Request for Interest (RFI) for a Childcare Provider Partnership that would operate a new childcare center in the City to meet an estimated 9%-10% of the need for childcare services in the Upper Valley. The Partnership had these specific goals:

1. At least 51% of the children using the facility would come from families who are low to moderate income.
2. The provider would be required to pay competitive wages and benefits to be negotiated between the City and the provider.
3. The City would like to explore the feasibility of the provider providing services during non-traditional hours and on weekends.
4. The City would like to explore the feasibility of the provider operating an on-the-job training facility for its own operations as well as the other providers in the region.
5. The facility is anticipated to serve approximately 200 children.
6. The City is placing enhanced emphasis on infant care as part of the mix of childcare programs.

The model for this partnership is similar to a program that has been in operation in the Town of Allenstown, New Hampshire for over a decade. The partnership in that community involves the municipality owning and maintaining the facilities while a non-profit partner provides the programming.

The RFI closed on January 13, 2023. Two providers submitted proposals. A selection committee recommended the Boys & Girls Club of Central New Hampshire as the successful entity. The City contracted with Placework Studios, an architectural firm, and ReArch Company as the construction management firm.

The City Manager is proposing a site at the Airport Tech Park as the location for this facility. This land is City-owned and is in close proximity to manufacturers and the retail area of Route 12A. The proposed facility is just over 23,000 square feet with an estimated project cost of \$22 million.

The development team put together a project proposal which has been included in the City's Capital Improvement Plan. The funding follows the Allenstown model in that the capital cost of the project would be funded by grant funds, tax credits, energy rebates and donations. The City will own the building and will be responsible for the building systems on an ongoing basis. The Boys & Girls Club of Central New Hampshire would be responsible for the cost of electricity, custodial services and their operations. The City would be responsible for the lease payments to the Airport Fund for use of the property.

Action

No action is required by the City Council. The purpose of discussing this project on this date is to provide more time for the Council to understand and ask questions about the project. The City Council will address this project as part of the overall Capital Improvements Plan during the deliberations on the 2024 Municipal Budget.

Included in this Section:

1. Vital Communities Early Childhood Education Initiative Narrative Report: January-December 2022
2. September 26, 2023, Conceptual Design Report - Early Learning Center of the Upper Valley
3. September 26, 2023, Project Cost Summary – Early Learning Center of the Upper Valley
4. October 4, 2023, City Council Presentation by Placework – Early Learning Center of the Upper Valley
5. September 6, 2023, *Valley News* Article – “Childcare is about to get a lot more expensive”



Early Childhood Education¹ (ECE) Initiative

Narrative Report: January – December 2022

The City of Lebanon, New Hampshire

Grant Overview

- Award Date: October 25th, 2021
- Award Amount: \$152,000
- Award Duration: 3 years
- Purpose of Award: To support Vital Communities staff working on the Early Childhood Education Initiative.

ECE Initiative Overview

With support from the Couch Family Foundation, the City of Lebanon, NH, and Dartmouth College in late 2021 and early 2022, Vital Communities launched a three-year Early Childhood Education (ECE) initiative that aims to increase the availability and affordability of high-quality ECE in the Upper Valley. Serving as a backbone organization for a Collective Impact model, Vital Communities is leveraging its bi-state networks of businesses, municipal leaders, and other economic development stakeholders to partner with the ECE sector in developing and implementing a coordinated approach to addressing the region's childcare crisis.

Project Activities and Outcomes: January – December 2022

Project activities and outcomes described below align with the Implementation Plan presented in the proposal focusing on four key elements of a Collective Impact model: 1) Governance & Infrastructure; Strategic Planning & Implementation; 3) Community Involvement; and 4) Evaluation & Improvement.

1. Governance & Infrastructure

Year 1 Goal: Identify champions and form cross-sector group; establish backbone processes

Identify Champions.

Following the November 2021 Childcare Symposium organized by Vital Communities in coordination with a multi-stakeholder Steering Committee,² over 40 symposium participants signed up to engage further in tackling

¹ In Fall 2022, the Steering Committee decided to change the name of the initiative from "Early Care & Education" to "Early Childhood Education" to emphasize "education" and thus highlight the importance of the early years of a child's development as more than "care."

² Initial Steering Committee Members: Amy Brooks (UVECEA - Upper Valley Early Care & Education Association), Brooke Couch Freeland (Couch Family Foundation), Christine Benner (Economic Development Coordinator, Newport), Rebecca Parton (Dartmouth-Hitchcock), Sara Kobylenski (Corporate Council, NH Center for Nonprofits, & Couch Family Foundation consultant), Shaun Mulholland (Lebanon City Manager), and Sarah Jackson (Vital Communities).

the region’s childcare crisis. The Steering Committee organized them into work groups described below and also expanded the Steering Committee itself over the year to ensure that it comprised a cross-section of stakeholders. New members came from Let’s Grow Kids (VT), New Futures (NH), Save the Children (NH), Creative Kids Adventures (VT/NH), the Greater Upper Valley Integrated Services Team (GUVIST), Hypertherm / the HOPE Foundation, and River Valley Community College.

Establish Backbone Processes.

Vital Communities hired a part-time Project Coordinator, Dr. Andra Daunhauer, in January while waiting for confirmation of full funding for the three-year initiative. In June she resigned to accept a more senior role with another organization, but she continues to be a valuable member of the Steering Committee. Following Dr. Daunhauer’s departure, Vital Communities engaged a part-time consultant, Dr. Joanne Roberts, to lead the initiative in coordination with the Steering Committee. We also recruited for a full-time Program Manager. While the recruitment process took longer than anticipated in light of the tight labor market, we are delighted that Anna Hubbard was able to join us in that Program Manager role in late December.

Vital Communities also worked on its backbone processes throughout the year, including:

- Scheduling, creating agendas, facilitating and following up on Steering Committee meetings
- Scheduling work groups, working with co-chairs to create agendas, and assisting with meeting facilitation and follow-up
- Creating systems for sharing workgroup meeting minutes and recordings
- Providing finance, administration and communications support to the project
- Expanding its website to include a preliminary a collection of ECE resources
- Creating a policy for and providing stipends to ECE providers and parents to participate in workgroup meetings
- Creating an ECE Community Discussion List listserv that anyone can join

2. Strategic Planning & Implementation

Year 1 Goal: Map the landscape and use data to make case; launch and support work groups; and create common goals and strategy

Map the Landscape and Use Data to Make the Case.

Numerous speakers at the November 2021 symposium used data to make the case for the importance of tackling the childcare crisis in the Upper Valley. Highlights are presented in the textbox and additional details are available on the [ECE page](#) of the Vital Communities website.³

Throughout 2022, the Steering Committee hosted speakers who shared additional research and best practices. For

Childcare in the Upper Valley

- In a 2018 survey, 96% of surveyed parents said that childcare was necessary for them to work
- Approximately 9,500 children under age 5 live in the Upper Valley
- 70% of those children – approximately 6,600 children - require childcare
- Capacity in Summer/Fall was 5,071 slots
- Only 1 in 20 infant providers surveyed had vacancies in 2021
- 25% of New England households reported a childcare disruption in the past 4 weeks (September/October 2021)
- The annual mean wage of childcare workers in Southern Vermont (\$35,100) is 72% of the threshold for qualifying for food assistance for a family of 4.
- The childcare workforce has shrunk by 10% nationwide since the start of the pandemic

³ [Childcare Symposium Session 1: Impact on the Local Labor Market](#) and [Childcare Symposium Session 2: What is working in the Upper Valley?](#)

example, Kim Votta, a consultant hired by ECEA, presented information regarding ECE enrollment, tuition rates, salaries and facility costs as part of the sector's work to determine the true cost of care.

Launch and Support Work Groups.

Based on the outcome of the November 2021 symposium, the Steering Committee created three work groups and invited symposium participants to join them. Vital Communities also shared information about the work groups with the general public (through its website and bi-weekly e-news), inviting community participation. The result was a strong cross-section of stakeholders in each of the three work groups, as listed below.

Advocacy	Facilities & Program Models	Staff Retention & Recruitment
1. Alex Torpey, Hanover Town Manager	1. Amy Brooks, ECEA	1. Alison Chisolm, Consultant (formerly with River Valley Community College)
2. Amy Brooks, ECEA	2. Brenda Metzler, LGK	2. Amy Brooks, ECEA
3. Brooke Couch-Freeland, Couch Family Foundation	3. Elyse Crossman, Claremont Chamber of Commerce	3. David Watts, Simon Pierce
4. Charlotte Rutledge, Parent	4. Jillian Dubois, New Futures	4. Elizabeth Craib, Granite United Way
5. Dellie Champagne, Save the Children	5. Jenn Parker, Center Provider, Grantham	5. Elyse Crossman, Claremont Chamber of Commerce
6. Drake Turner, LGK	6. Jessica Ratey, Couch Family Foundation	6. Janet Hunt, New Futures
7. Elizabeth Asch, Center Provider, Hanover/Lebanon	7. Katie Jenks, ECEA	7. Jenn Parker, Center Provider, Grantham
8. Elizabeth Swanton, Alice Peck Day Hospital	8. Shaun Mulholland, City Manager, Lebanon	8. Joslyn Meier
9. Erika Moen, Parent; Dartmouth Faculty	9. Tammie Hazlett, Home care provider, Thetford	9. Katie Jenks, ECEA
10. Heather Drinan, Dartmouth College		10. Kristiana Birmingham, Bridgewater Community Center
11. Janet Hunt, New Futures		11. Kelly Jarosz
12. Jessica Ratey, Couch Family Foundation		12. Kim Smith, Hypertherm
13. Jillian Dubois, New Futures		13. Lindsey Trombley, Orange County Parent Child Center
14. Joslyn Meier		14. Michael Bennett, Couch Family Foundation
15. Lisa Bozogan, Waypoint		15. Rachel Woitkowski, New Futures
16. Mariah Davis, Mascoma Bank		16. Rebecca Owens, City of Lebanon
17. Martha Dickinson, Dartmouth Health		17. Ruth Brisson, Center Provider, Woodstock
18. Michael Bennett, Couch Family Foundation		18. Sunnie McPhetres, DCCCC; Dartmouth rep.; ECEA Board
19. Rebecca Owens, City of Lebanon		19. Tammie Hazlett, Home care provider, Thetford
20. Ruth Brisson, Center Provider, Woodstock		
21. Sara Kobylenski, Couch Family Foundation; Corporate Council		
22. Sunnie McPhetres, DCCCC; Dartmouth rep.; ECEA Board		
23. Tammie Hazlett, Home care provider, Thetford		
24. Tiffany North-Reid, Dartmouth College		

Create Common Goals & Strategy.

In April 2022, the Steering Committee agreed upon the following goal: *Increase the availability and affordability of high-quality early childhood education in the Upper Valley, with a priority on infant/toddler care, funding, and research both on established best practices and creative innovations relevant to workgroup focus.*

Working toward that goal, each workgroup identified the following priorities the first half of 2022:

Advocacy

- Write on Op-Ed on childcare needs, in the context of current legislative actions (see context on page 5 for Valley News Op-Ed: "[Nurturing a Child Care Industry Vital for Success](#)"; see also Vital Communities' Board Member's letter to editor: "[Hoping for Solutions to Upper Valley Child Care Problem](#)")
- Educate local decision-makers on use of ARPA and local infrastructure funds
- Create a town-level map of providers for localized education and engagement purposes ([ECE Providers in the Upper Valley](#))
- Host legislative roundtable support to report on the first steps of the ECE initiative (ECE Steering Committee members joined the November 2022 roundtable organized by the Upper Valley Public Health Council and Dartmouth Health)

Facilities and Program Models

- Property tax exemption for childcare facilities (generated NH SB 221)
- Childcare provider services support cooperative
- Childcare consumer cooperative
- Zoning regulations and other local code modifications
- Public private partnerships ([City of Lebanon plans to open child care center to address growing need](#))
- Business literacy skills and support

Workforce Recruitment and Retention

- Inventory of workforce development supports (ECE Workforce Pathways Inventory for NH and VT produced in Summer 2022)
- Recommendations for temporary and permanent changes to regulations (Lebanon, NH opened up fingerprinting services for all prospective child care workers in the region, regardless of their home address)
- Marketing plan to promote ECE as a desirable field (in process)
- Investigate workforce development bills in NH and VT (ongoing)
- Research innovative short- and long-term staffing solutions (ongoing)
- Need for mental health supports for staff
- Preparation of new educators for the challenges of working with young children (ECEA is implementing a "Career Cultivator" initiative, with 12 people currently in the program)
- Wellness initiatives for current educators (planned for 2023)

During the second half of 2022, Dr. Joanne Roberts worked with the Steering Committee to articulate their roles and responsibilities as follows:

- **Steering Committee Roles and Responsibilities:**
 - Provide oversight of the ECE Initiative, including sustaining funding
 - Direct the focus of the workgroups so efforts are aligned with the mission statement/North Star
 - Resolve issues when they arise
 - Approve and review ECE Initiative budget
 - Receive updates from the two workgroup Co-Chairs and Project Consultant
 - Encourage and supports the efforts of all involved in the ECE Initiative
 - Act as the voice for the Initiative representing and advocating for the issues critical to early childhood education

Dr. Roberts also engaged with each of the workgroups and the Steering Committee to further refine and right-size goals and strategy which are setting the stage for Year 2, as outlined on pages 6-7.

3. Community Involvement

Year 1 Goal: Facilitate community engagement and build public will

Facilitate community engagement.

With dozens of community members participating in workgroup meetings, the initiative is succeeding in engaging the community, although more can always be done. Vital Communities posts meeting notes and recordings for each workgroup on its website within a week of the meeting to maximize opportunities for asynchronous participation. ECE resources, events and other information are distributed through an ECE “Community Discussion List” that Vital Communities launched in the spring and that now has 63 subscribers. Additionally, Dr. Roberts has proactively reached out to a wide array of community members, including state officials, advocacy organizations, researchers, and potential partners. She will work with the new Project Manager to further expand this engagement.

Build public will.

In the spring, the Steering Committee submitted an Op-Ed to the Valley News that highlighted the ECE crisis in the Upper Valley. The piece was not published but it did contribute to an April 17, 2022 Op-Ed by the Valley News editorial staff describing the crisis and mentioning the ECE initiative: ["Nurturing a Child Care Industry Vital for Success"](#)

A number of initiatives have been launched by Lebanon City Manager Shaun Mulholland and demonstrate the public will that the ECE initiative is generating:

- Legislation for a property tax exemption for ECE providers, developed by Mr. Mulholland as he engaged with NH state legislators as well as with other municipalities
- Provision of digital fingerprinting services to all ECE job applicants in the Upper Valley (i.e., not confined to just Lebanon, or just NH residents), aiming to expedite the background checks that represent a barrier in the hiring process.
- Development, in coordination with the ECE Steering Committee, of a public-private partnership to establish a new ECE center with 185-200 slots as well as a training facility for prospective ECE professionals.
- Revision of City ordinances to facilitate the opening of new ECE facilities.

4. Evaluation & Improvement

Year 1 Goal: Analyze baseline data to identify key issues and gaps; establish shared metrics.

Identify key issues and gaps. The November 2021 Symposium resulted in a preliminary list of key issues and gaps created by the Steering Committee (see text box). The work groups' goals and strategies reflect these needs.

Establish shared metrics.

Metrics will be developed in Year 2.

Challenges & Lessons Learned

Vital Communities encountered challenges in staffing the initiative, with the first staff person leaving after six months due to a more senior and higher paying opportunity elsewhere. With Dr. Joanne Roberts in place as a Project Consultant during the second half of the year, and with the hiring of a Project Manager in late 2022, Vital Communities is now in a stronger position to offer the necessary backbone support to the initiative.

Additional challenges and lessons learned throughout the year included the following:

- Lack of an action-oriented, coordinated, cohesive approach to addressing the ECE crisis in NH
- Cost of ECE -overhead, staffing
- Lack of a state governance structures in VT and NH
- Messaging and problem-solving the urgency of the ECE staffing crisis
- Zoning and permitting issues and lack of standard guidance
- Messaging the connection between ECE as a small business directly connected to other businesses
- As one Steering Committee member put it, "the ECE challenge is not your typical economic development project – this is a business model broken in many ways."

Year Two Plans

Dr. Roberts worked with each of the workgroups and the Steering Committee in Summer / Fall 2022 to refine and right-size the ECE initiative's goals and strategy which are setting the stage for Year 2.

- Advocacy Work Group
 - North Star

Childcare Symposium Recommendations

Preliminary List

- Collective procurement by ECE centers for accounting services, employee benefits, heating fuel, food, etc.
- Property tax exemptions for ECE centers
- Revisions in center licensing requirements to reduce costs (time and money) & expand the number of centers that can be licensed
- Tuition support for prospective ECE professionals in exchange for commitment to work in field for specified number of years
- "Fast Track" certification programs
- PPP-style grants to support ECE centers on workforce retention & recruitment in short-term
- Engage the region's seniors as classroom volunteers to support ECE professionals
- Secure business engagement on the issue, including letters to legislators
- Tax exemptions for businesses that subsidize childcare
- Dependent Care Flexible Spending Accounts funded in part or in full by employers
- Work with public school systems to utilize potential federal funds to offer childcare
- Use a contracting model by companies or municipalities to pool subsidies for centers, not employees
- Increase bi-state cooperation on the issue

- Advocate for policies and investments to support the increase of high-quality, accessible, and affordable early childhood education in the bi-state Upper Valley by growing a grassroots advocacy campaign, engaging a broad range of stakeholders, and identifying sustainable childcare business models to improve the economic vitality of the region.
- Strategic Goals
 - Publish one-pagers summarizing the issues facing VT and NH ECE quality, availability, affordability, capacity, compensation and benefits
 - Coordinate efforts with other groups in both states, including the identification of where gaps exist
 - Create a centralized online communication platform for ECE advocacy opportunities and information (the listserv was created and now has 63 subscribers and has received almost 1,000 posts in February 2023)
 - Support advocacy skills and opportunities in the community (e.g., MomsRising scholarships for parents/community members; NH Advocacy Day 2/22/23)
 - Support Week of the Young Child (Creating ID cards for ECE staff so that they can access educator discounts at stores in the area, advertising materials to be displayed throughout the Upper Valley, social media post planning for the week)
 - Communicate findings and continue to make connections and network with the business community and municipal leaders
- Facilities and Program Models Work Group
 - North Star:
 - Identify, develop, and support strategies and models to reduce financial barriers such as operational costs, tax breaks, zoning requirements, etc. Connect early childhood educators to the networks providing business-related technical assistance and capital access to optimize their business operations, lower operation costs, and increase their capacity. Identify and support opportunities for cooperative procurement of services.
 - Strategic Goals:
 - Facilitate the development of an integrated network of business support organizations that can provide the necessary business-related technical assistance to existing providers to support early childhood educators to increase capacity, maximize revenue, and capture operating efficiencies.
 - Develop a list of Vermont and NH grants and/or low-cost loans available for facility improvements and expansions. Add to the Vital Communities ECE Initiative website, ECEA, and other websites so the information is readily available.
 - Locate a contractor who can provide estimates for facility improvements to use as a resource.
 - Develop a rubric to score applications for the City of Lebanon ECE concept (this rubric was developed and used in a process which Dr. Roberts supported.)
 - Bring these concepts to the Advocacy Committee
- Staff Retention and Recruitment Work Group
 - North Star:

- Identify, influence, and elevate strategies that promote bi-state sustainability and expansion of existing early education providers by supporting the retention and recruitment of early childhood educators, and promoting fair compensation and benefits.
- Strategic Goals
 - Develop the Early Education Workforce
 - Identify and support organizations and funding sources to develop a robust pipeline of new early childhood educators i.e., ECEA, Tech Centers, colleges, and middle/high schools. (Apprenticeships, mentorships, etc.)
 - Update and maintain a bi-state inventory documenting innovative strategies and funding promoting early education workforce retention and recruitment.
 - Bring these concepts to the Advocacy Committee
 - Promote Fair Compensation and Benefits
 - Consult with subject matter experts. Share accurate data and identify gaps focused on fair and equitable early childhood educator compensation and benefits and the inequity of marginalized populations in the Upper Valley.
 - Develop an inventory of Upper Valley compensation and benefits in other business sectors with similar or less pre-employment requirements.
 - Identify strategies to retain qualified educators
 - Bring these concepts to the Advocacy Committee

Recent Developments (early 2023)

- The retention/recruitment work group and facilities work group have been combined to form the Workforce and Program Models Committee. The former groups were often working in parallel.
- A modular classroom has been approved to allow for the expansion of the ECEA's program to train additional ECE teachers.
- Lebanon schools are beginning a program to offer credit for the development of ECE teaching credentials
- The State of NH is considering an ECE department, acknowledging that neither DHHS nor DOE currently hold the issue well
- Dartmouth College and Dartmouth Health have named ECE as a primary area of interest

REPORT

Early Learning Center of the Upper Valley

Concept Design

9.26.23



Project Team



Shaun Mulholland, City Manager
David Brooks, Assistant City Manger
Nathan Reichert, Planning Director
Rebecca Owens, Associate Planner
Carl Gross, Lebanon Municipal Airport Director



Chris Emond, Chief Executive Officer
Marti Ilg, Early Education Consultant

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Josh Lacasse, AIA



Kaki Martin, FASLA, Principal
Sharon Komarow, ASLA
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Dave Fenstermacher, PE, Managing Director

ENERGY BALANCE
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Project Overview

SUMMARY

The City of Lebanon intends to create a new early learning center that will provide high quality child care for 140 children 0-5 and 60 school-age children. The City will partner with the Boys and Girls Club of Central New Hampshire (BGCCNH) to operate the early learning center, as well as an associated staff training center, to be housed in the same building. This report summarizes the conceptual design developed by the Placework team in collaboration with the City and BGCCNH.

The site is adjacent to a parcel of conservation land that is easily accessible by the public and the future center. The City envisions this development not only as a childcare facility, but as a public park that accommodates this use. The early learning education model will also incorporate a nature-based approach. As such, the integration between the building, the interior/exterior spaces provided by porches adjacent to all classrooms, and the surrounding play spaces, landscape and adjacent woodland is paramount.

The proposed design takes advantage of the existing slope of the site and maximizes its engagement with the natural landscape in a manner that is accessible to all, while minimizing site work. The new building will provide approximately 15,000 square feet of program space, with a total estimated square footage of 23,500.

The building will feature a high-performance building enclosure and on-site photovoltaics to support net-zero energy use. Energy conservation, embodied carbon, and health and wellness goals will be mutually re-enforced with the design concept and aesthetics.

An start to construction start in early 2025 is assumed, for opening to the public by September 2026.

PROCESS

TEAM + LEADERSHIP

The conceptual design was developed in collaboration with the City of Lebanon and the Boys and Girls Club of Central New Hampshire between March through September 2023. The City of Lebanon contracted Placework to lead the design team; sub-consultants Klopfer Martin Design Group (KMDG - Landscape Architecture), VHB (Civil Engineering), Energy Balance (Sustainability Consulting), Resilient Buildings Group (Energy Modeling) and Taitem Engineering (Mechanical, Electrical, Plumbing and Fire Protection) were added to the design team.

The project was led by City Manager Shaun Mulholland. Stakeholders at the Kickoff and subsequent design meetings included city staff representing the City Manager's Office, Planning & Development, Public Works, Facilities, Lebanon Municipal Airport and the Fire Department. Boys and Girls Club of Central New Hampshire Executive Director Chris Emond and early education consultant Marti Ilg.

GOAL SETTING + VISION

The process began by discussing the overarching goals for the project and the specific program and sustainability goals for the building and site. Placework led a Sustainability Charrette that helped to define many of the goals outlined in the Project Performance Requirements (see Appendix for full document.) Early conversations led to the development of the Guiding Principles (see page 7) which remain the touchstone for project development.

PROGRAMMING

The programming phase began with site visits to existing early learning centers. Marti Ilg led Placework through existing BGCCNH centers in Belmont, Laconia and Concord, as well as a nature-based private preschool. Observations of classroom interiors and spatial relationships, administrative areas, support space, and outdoor play areas brought to light successes and challenges of a variety of designs.

A programming meeting was held on March 14th. Participants confirmed that the program should be based on National Association for the Education of Young Children (NAEYC) guidelines, which require 50 sf/child, both indoor and outdoors. These standards exceed state of New Hampshire requirements for licensing and will provide future opportunity for NAEYC accreditation. Programming accounted for classroom and support spaces, administration areas, and a workforce development center. The training area requires separation from the early learning center to maintain



security. It includes a large training room as well as a small and large meeting room to accommodate a variety of training applications. The program also includes a secure entrance area that provides access to a restroom, a parent storage area, and a small meeting space. The whole building will be served by a commercial kitchen. Please see the appendix for full program information.

DESIGN

Through a series of internal design team meetings and periodic presentations to the City of Lebanon and Boys and Girls Club of Central New Hampshire, the design team developed a conceptual design centered around the Guiding Principles, Program requirements, and Project Performance Requirements.

Three general site and building organizational schemes were initially considered: a “Linear” arrangement distributing the program on two or more levels, a distributed “Campus” approach that distributed the program spaces among a series of small buildings, and the “Courtyard” scheme, that arranged the classroom programs off of two primary wings, each with direct access to a central courtyard.

Building concepts that emerged from the site exploration were variations on the Linear and Courtyard approach. Ultimately the courtyard was selected as the scheme that allowed for all of the program to remain on one level (with a sloped connecting corridor between two wings), eliminating the need for an elevator and simplifying occupation of the building.

The courtyard scheme was developed and integrated with the site design and conceptual building systems. Direct access to the outdoors onto covered porches is a feature of each classroom. The porches are directly adjacent to age-appropriate play area, allowing for a transition from indoors to outdoors as an extension of the classroom.

Preliminary review of the plan with the Boys and Girls Club of America Safety Director for the Northeast Region was conducted in September, and revisions made to the plan to accommodate entrance security and additional classroom restrooms.

PRESENTS - design inspiration photos



Guiding Principles

Program

- Provide early learning and school-age programming for 200 children in the Upper Valley
- Provide a Training area to support workforce development

Design

- Exceed space requirements; Design using NAEYC recommended standards
- Support creative and nature-based early learning
- Build in future flexibility
- Prioritize Safety + Security
- The unique nature of the site will inform the design

Sustainability

- High performance standards will serve the City's sustainability goals
- The building and site will serve as tools to educate children and the public



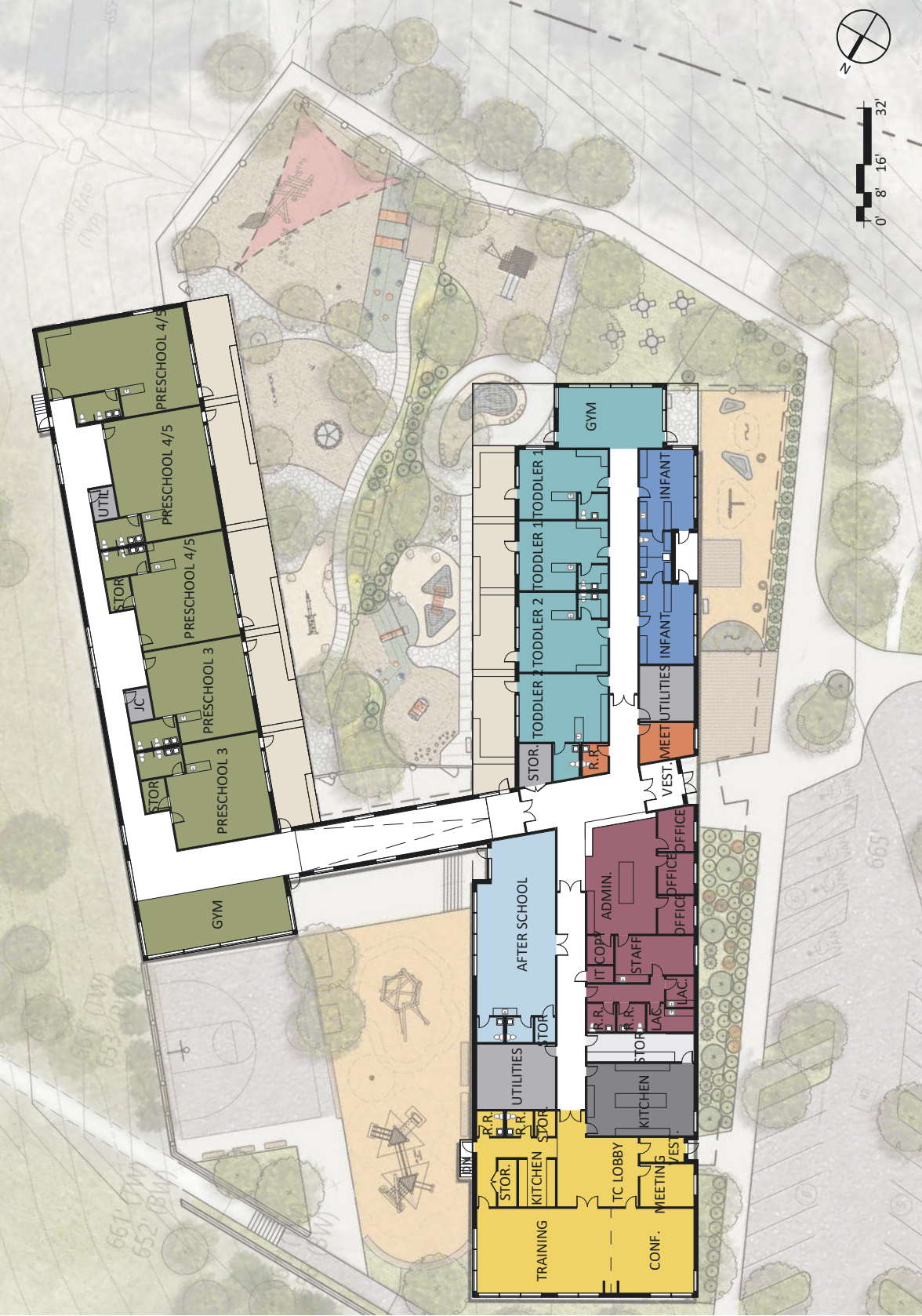
Site Plan



Site Section



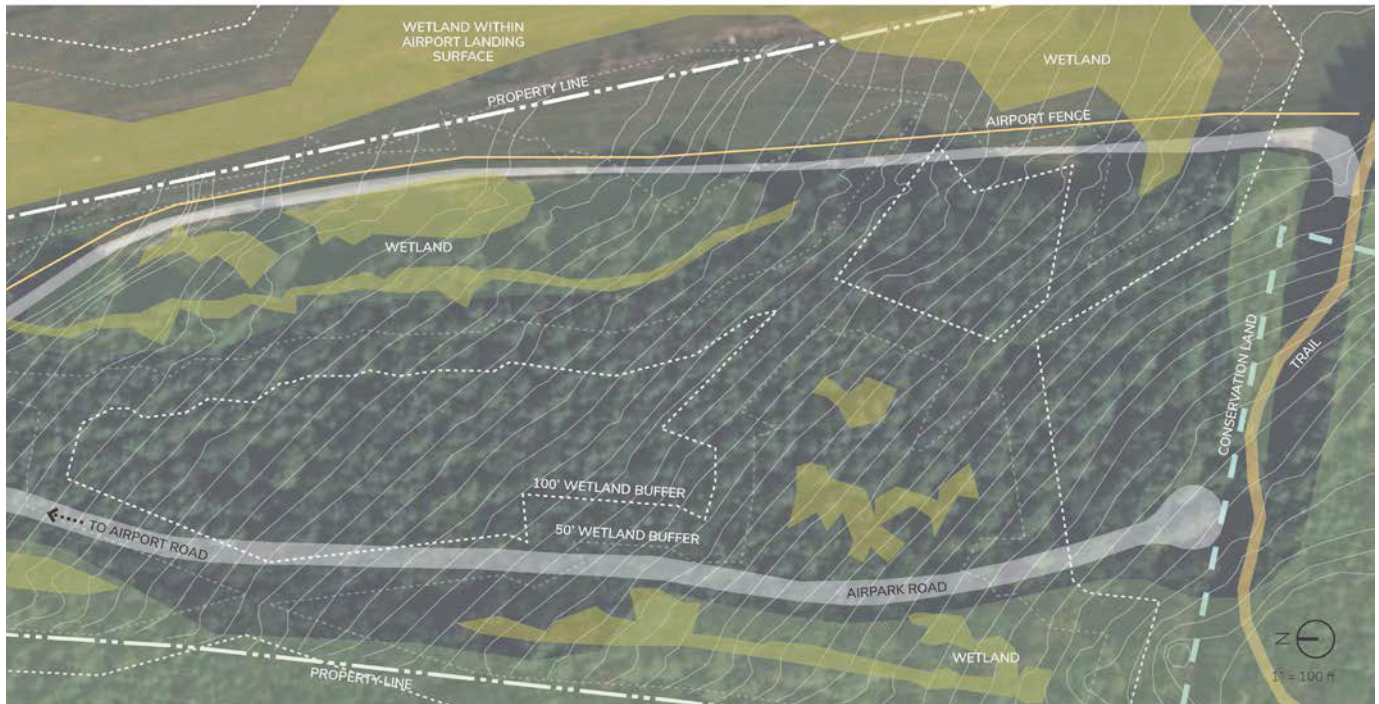
Building Concept Plan



First Floor Plan

Concept Design Narratives

EXISTING SITE PLAN



Civil Engineering Narrative

STORMWATER

The stormwater management will include surface flow directed to a series of deep-sump hooded concrete catch basins, concrete manholes, and HDPE piping. Structures shall be 4-ft interior diameter minimum. Roof drains will also be connected to the closed-pipe drainage system which will eventually discharge to a surface infiltration basin with stone line sediment forebay, located approximately 150-ft from the building downslope. The basin has an approximate footprint of 7,025 SF and provides about 21,075 CF of storage. The basin will be planted with a New England Erosion Control Restoration Mix.

SEWER

There is an existing 8-in sewer line that runs along Airpark Road with an 8-in service stub installed for the project. Based on the elevations, a sewer pump station and force main will be required sewer service for the facility. Sewer manholes should be 4'-interior minimum and concrete. The pump station is pending design, but it should be assumed that the piping would be 2-in SDR 21.

WATER

There is an existing water line located in Airpark Road with a water stub provided. Pending final design, assume a water gate will need to be installed and a 6-in fire protection line and 2-in domestic line will be installed for water service. There is an existing hydrant located at the end of the cul-de-sac that will need to be relocated to accommodate the revised roadway layout.



ELECTRIC

Existing power is located within Airpark Road. Assume underground connection from the street to the building. Due to the modification of the roadway and utility poles will need to be relocated. Coordination with the power provider will be required related to the location of the transformer (pole mounted versus ground pad).

PAVEMENT MARKINGS

Pavement markings shall conform to the Standard Specifications for Road and Bridge Construction, NHDOT and the Manual of Uniform Traffic Control Devices, current editions. Traffic markings shall be yellow or white Traffic Marking Paint as manufactured by Sherwin-Williams (S-W) equal to Sherwin-Williams Paints 'SetFast Acrylic Latex Traffic Marking Paint Yellow' (S-W TM2161) or Sherwin-Williams Paints 'SetFast Acrylic Latex Traffic Marking Paint White' (S-W TM2160), or approved equal. Accessible spaces should be painted blue.

SIDEWALKS

Bituminous Concrete Sidewalk - 1.25" Surface course, 1.25" Binder Course, 8" Compacted Gravel (1.5" Max stone size). 4'W min (5' preferred). ACR's were needed.

CURBING

Where the sidewalk abuts the curb, assume monolithic concrete curb. For the landscape islands and edge of roadways, assume all vertical granite curb.

PAVEMENT

For standard duty pavement assume 1" Bit Top Course, 1.5" Bit Dense Binder Course, 12" NHDOT 304.3 Crushed Gravel. See City of Lebanon standards for thickness and material requirements for all work done in the right of way.

For heavy duty pavement assume 1.5" Bit Top Course, 2.5" Bit Dense Binder Course, 12" NHDOT 304.3 Crushed Gravel. See City of Lebanon standards for thickness and material requirements for all work done in the right of way.



Landscape Concept Design Narrative

Early Learning Center of the Upper Valley | Lebanon, NH
25 August 2023

Design Goals

The landscape surrounding the Early Learning Center is designed to meet the following primary goals:

- 1) Prioritize the site as a public amenity open space park with a childcare center sited within it;
- 2) Take advantage of connections to adjacent passive recreation trails and existing slopes of the site;
- 3) Ensure that public facing spaces, such as play spaces for school age children, are easily seen and accessible to the public, and that more sensitive childcare related spaces are appropriately protected;
- 4) Provide engaging and age-appropriate play spaces for use by the childcare center;
- 5) Incorporate accessible circulation routes through all of the childcare playground spaces and public amenity spaces;
- 6) Minimize the impacts of building on a slope by balancing cut/fill and maximizing the use of slopes to the extent possible.

Site Demolition and Clearing

The scope of site clearing includes 1) removal of existing paving at the cul-de-sac portion of the existing roadway to facilitate construction of the new access loop and parking and 2) clearing and grubbing as needed to facilitate earthwork for construction of the new building and playgrounds.

Arrival

Arrival to the site will be from Airpark Road to a newly configured loop drive with angled parking (see Civil narrative). A cast-in-place concrete sidewalk runs along the perimeter of the parking area and connects to the sidewalk at the front façade of the buildings. Public amenity benches are available. Within the loop drive, a site wall mediates the grade change and forms the rear of the dumpster enclosure. Assume the dumpster enclosure is 7' tall powdercoated aluminum fixed louver panels with a double gate Shadow 100 series by Ametco or similar. 1 (800) 321-7042

Childcare Play Areas

Age-appropriate play equipment used at prior projects has been included on the site plan as placeholders since design is currently only at concept stage. Drawing from these prior projects, suggested allowances for play equipment are included below. These allowances are intended to cover the cost of the equipment and freight only. Installation of the equipment would be an additional cost.

Infant

The infant area, located at the southwest corner of the building, is surrounded by a 6' fence and screening plantings. Ground plane materials are primarily poured-in-place rubber safety surfacing with smaller areas of wood decking, stone paving, and planting beds. Low mounds (approximately 18" high) are included within the rubber surfacing. Play equipment include a pull-up bar, whale drums, mirror play panel, and storage benches. An allowance of \$18,000 is suggested for infant play equipment.

Toddler and Preschool

The toddler and preschool playground spaces are located in the courtyard between the two wings of the building with the toddler area on the west side of the courtyard and the preschool area to the east. A 6' fence surrounds the outer edge of the playground space and a 4' fence separates the age group areas from each other. Safety surfacing is engineered wood fiber, with poured-in-place rubber used on sloped and mounded areas. Varied paving materials as shown on the site plan connect the play features and building entrances to each other and provide space for flexible activities. Both toddler and preschool spaces include a sand play area and planting beds. A tensioned fabric shade sail supported by powdercoated steel posts provides shade in the preschool playground.

Play equipment in the toddler area includes a playhouse, low bridge, embankment slide and climbing half-spheres set on the slope, storage benches, and a wood play structure with climbing element and double slide. The suggested allowance for toddler equipment is \$72,000.

In the preschool area, play equipment includes a black locust (robinia) play structure, two embankment slides and climbing half-spheres set on the slope, 4-person teeter totter, saucer spinner, net group spinner with accessible seating surface, spring rocker, and a sand and water play table with a stainless-steel water pump. The suggested allowance for preschool equipment is \$144,000.

Shared/Public Spaces

On the northeast side of the building, a play space designed for elementary school aged children can be used by the childcare center's afterschool program and is also open to the public. For the purposes of pricing, assume safety surfacing in the school-age play space is poured-in-place rubber. The suggested allowance for school-age play equipment is \$120,000. A half basketball court at the east side of the school-age play area includes a basketball goal and requires 10' fencing along the east edge to keep balls within the play area.

Trails connect from the project site to existing trails. Assume the trails shown are created as mown pathways through meadow.

Landscape Materials

Cast-in-Place Concrete

At all site stairs, seat walls, and walkways, provide concrete materials, formwork, placement, and finishes required to obtain specified architectural appearance. For concrete work that will be visible, the minimum 28-day compressive strength will be 4,500 psi; for all other work, the minimum 28-day compressive strength will be 4,000 psi. Provide a medium broom finish on all walking surfaces, a steel trowel finish on all other horizontal surfaces, and smooth-rubbed finish on vertical surfaces. Provide a one half-inch max radius at all edges.

Bituminous Concrete

The bituminous concrete paving will be laid in two (2) courses with a minimum finish depth after rolling of 4-inches. Painted graphics, where shown on the site plan, shall be painted with an acrylic paint system intended for application over bituminous concrete.

Wood Decking

Assume decking shall be thermally modified ash decking as provided by Arbor Wood of Duluth, MN (www.arborwoodco.com) or approved equal. Unless otherwise noted, decking shall be flush with grade and shall be affixed to pressure treated wood sleepers set in a gravel base.

Ashlar Style Stone Paving

Ashlar style stone paving shall be real flagstone pavers (not manufactured stone) at dimensions of roughly 18-30" long by 12-24" wide. Flagstone shall be set in an ashlar style pattern on a crushed stone setting bed. Colors should range in grays, blues and browns, typical for New England flag stone.

Poured-in-place Rubber Safety Surfacing

Poured-in-Place rubber surfacing shall be a 2-layer poured rubber surfacing system. Cushion course shall be blend of 100% recycled SBR and aromatic polyurethane binder. Cushion Course thickness shall be designed in accordance with play equipment critical fall height requirements and shall range from 2.5-3.5" in thickness. Wearing course shall be a blend of EPDM (ethylene propylene diene monomer) rubber granules in colors selected by landscape architect and shall be blended with aliphatic urethane binder. Wearing course shall be 0.5" thick.

Engineered Wood Fiber

Engineered wood fiber shall be IPEMA (International Play Equipment Manufacturer's Association) certified shredded wood fiber designed for use as safety surfacing. Wood fiber shall be 12" thick with a geotextile layer over 6" of crushed stone.

Stabilized stone dust surfacing shall consist of crushed aggregate materials with Organic-Lock binder as provided as provided by Envirobond Products Corporation, and supplied, pre-mixed with aggregate, by Read Custom Soils (readcustomsoils.com).

Site Walls

Retaining site walls shall be constructed of flat faced concrete block. Finish shall be a 50/50 combination of smooth premier finish and umbriano mottled finish. All walls shall be topped with a solid flat faced cap in coordinating color and finish. Vertical unit retaining walls shall be by Unilock. Contractor shall provide stamped structural drawings for unit block walls. (<https://commercial.unilock.com/>)

Seat walls shall be cast-in-place concrete with wood bench tops (see Site Furniture).

Fencing

Unless otherwise noted, assume fencing shall be welded wire mesh fence with horizontal wires welded on both sides of the vertical wire creating rigid panels. Finish shall be powdercoated. Posts shall be square aluminum tube. Fence shall be Metalco Twinbar Fence by MFR Manufacturing Co. (<https://mfrcorp.com/>) or approved equal.

At the half-basketball court, provide 10' vinyl coated chain link fencing with 2" mesh to contain balls.

Site Furnishings

For the purposes of pricing, picnic tables and chairs at the picnic area shall be America picnic table by Equiparc, with Douglas Fir slat tops and black powdercoated structure. (<https://equiparc.com/>)

At seat walls, provide wood bench tops mounted to concrete seat walls. Basis of design for bench tops shall be Link bench tops in thermally modified ash as manufactured by Landscape Forms, Kalamazoo, MI, www.landscapeforms.com or approved equal.

Free standing bench shall be Link straight inline bench with back and armrests tops in thermally modified ash as manufactured by Landscape Forms, Kalamazoo, MI, www.landscapeforms.com or approved equal.

Provide and install Hoop Rack bike racks as manufactured by Dero of Minneapolis, MN, www.dero.com, or approved equal. Bike racks shall have black powdercoat finish and shall be embedded in a concrete base.

Handrails and Guardrails

For all handrails on both sides of cast-in-place concrete stairs and ramps, provide 1.25-inch hot-dipped galvanized steel tubing with factory-applied black coating, embedded in concrete bases. Guardrails shall be 1.25-inch hot-dipped galvanized steel tubing with factory-applied black coating, embedded in concrete bases, and welded wire mesh panel by Metalco.

Planting Soils

Assume site topsoil will be stripped and stockpiled for reuse on-site in planting areas. Soil samples shall be submitted for testing and analysis by an approved soils testing laboratory and amended as directed by Landscape Architect prior to placement.

Seeding

At all disturbed areas that are not treated otherwise, provide 4" planting soil and seeded native grass mix. Seed shall be New England Native Warm Season Grass Mix as supplied by New England Wetland Plants Inc. (<https://newp.com/product/new-england-native-warm-season-grass-mix/>) or approved equal. Seed to be applied at a rate of 23 lbs/acre.

Shrubs

As shown on the plans, provide shrubs sourced regionally and conforming to the minimum guidelines established by the American Standard for Nursery Stock. Assume #3 pots planted 3 feet on center. Provide 3 inches of mulch in planting beds.

Trees

Provide native trees sourced regionally and conforming to the minimum guidelines established by the American Standard for Nursery Stock. All shade trees will be specimen quality. Shade trees shall be a mixture of 2 to 2.5-inch caliper specimens and 3-3.5" cal. specimens planted in locations shown. Provide 3 inches of mulch at all shade tree locations. Refer to plan for total quantity of trees.

For woodland restoration trees, provide 1" cal mixture of native deciduous and evergreen trees in locations shown. Woodland restoration areas shall receive native grass seed and do not require mulch.

Mulch

Mulch at planting beds shall be high quality, double-ground, premium bark mulch aged for a minimum of 6 months and not longer than two years. Bark mulch shall be shredded to a uniform size; free of dirt, debris and foreign matter; with pieces no thicker than one-quarter inch.

Irrigation

Provide and install a domestic water service and complete irrigation system for planting beds and tree plantings within the spaces associated with the childcare center as shown on the plans, including drip irrigation at all planting beds; deep-watering tree stakes for all trees at planting beds; moisture and rain sensors; integrated w/ internet-ready smart controller for wired and wireless connectivity. Areas receiving native grass seed mix and woodland restoration tree plantings will not be included in the area covered by the automatic irrigation system and will require manual watering using hoses and sprinklers until established.

Irrigation utilities will include water service points of connection in the landscape; a new building domestic service for irrigation in building mechanical space; electrical service points of connection in the landscape; new electrical circuits; conduits to points of connection in the landscape; communications to indoor controller; pipe sleeves. Additionally, provide hose bibs on all building facades.

Architectural Narrative

APPROACH

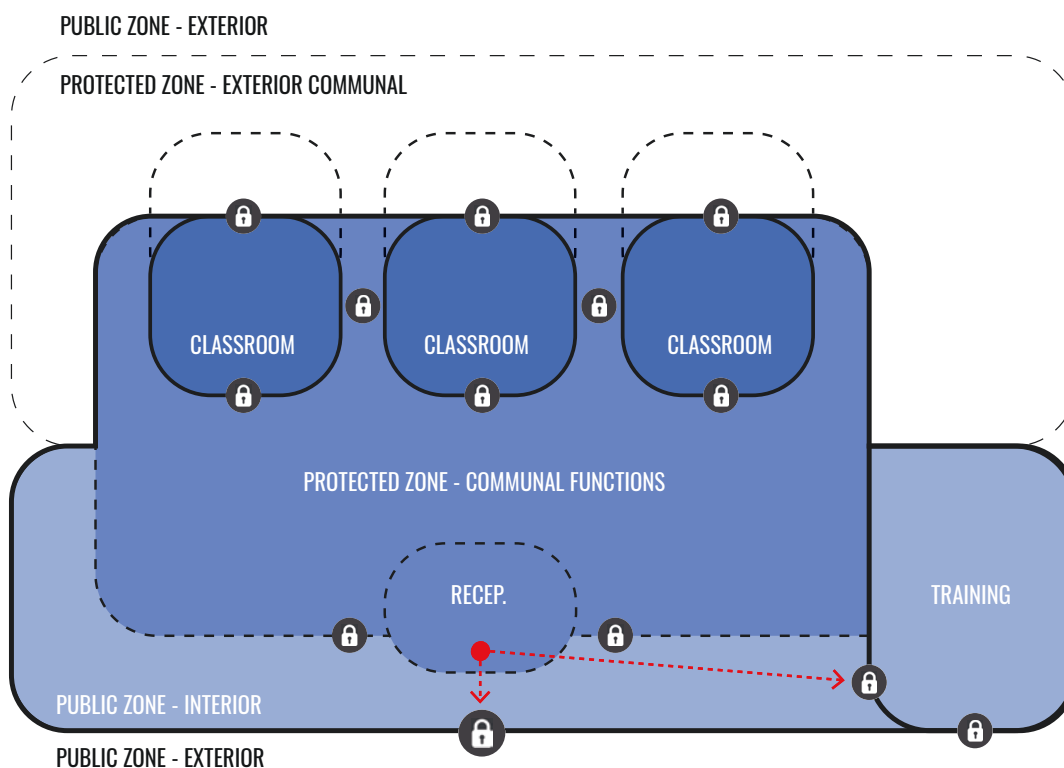
The architectural approach responds to the gently sloping site. As the early childhood program requires that all classrooms be on one level and that each opens directly onto the exterior, the building navigates the slope in a manner that allows this to happen while highlighting views beyond. The building form creates a courtyard onto which most of the early learning classrooms face, creating a multi-level playground that serves both the toddlers and preschool children.

The building will also serve 60 school-age children, and their play area is separate from the early learning area, on the north side of the building. This side of the building is accessible from the parking area, and will be open to the public as a park during off hours.

As outlined in the Project Performance Requirements, the building will generate more energy than it consumes and will feature high performance envelope and systems. The project will generate more electricity than it uses and eliminate fossil fuel use on site. The Energy Use Intensity (EUI) target for the building exclusive of the kitchen is 20 kBtu/sf/yr, however the kitchen may consume 45% of the total building energy usage, therefore we expect the overall building EUI to be 35 kBtu/sf/yr.

SECURITY

Security is of utmost importance to safeguard the wellbeing of both students and staff. The training center will be accessed by adults that do not yet have security clearance to teach, therefore it will need to be separated from the classroom areas.



The front entrance will be secured and controlled by the administration. Parents may gain access through a key fob or keypad system, to be determined by the operator. A public zone will be accessible to people granted access to the front door; security doors will limit access to the three classroom wings (Infant/Toddler, Preschool and After School).

STRUCTURE

The substructure of the addition is assumed to be a continuous concrete footing, stem wall, and slab-on-grade system. Concrete design to be optimized to reduce concrete. Concrete to use locally available low-carbon concrete mixes; assume the following: for footings, 70% slag/fly-ash/other replacement of cement; walls, columns and piers, 50% replacement; interior slabs 25%; exterior slabs 25% replacement.

The primary structure will be a double-stud wall. Concrete masonry unit (CMU) partitions are to be provided to 8'-0" at the public rest rooms only. Roof construction is assumed to be a wood truss or steel bar joist with long-span metal decking system. All wood is to be either FSC-certified or locally sourced (which may not be feasible for structural members - to be determined).

Columns and integrated screening for exterior porches/entry canopy to be wood; some structural and others decorative.

Structure will be designed for deconstruction, avoiding materials that cannot be recycled when possible and using fastening systems and components to facilitate eventual deconstruction. Where possible, partitions are non-structural for future removal or relocation.

ENVELOPE

The building envelope will meet the following targets: R-20 earth contact insulation; R-40 walls and R-60 roof/attic insulation.

Insulation approach as follows:

- Below grade walls, 4" EPS or mineral fiber plus 2x4 16"OC with cellulose
- R-20 Glavel under slab, except over footings, where there will be 4" EPS. Slab edge 4" EPS
- Walls: R-40 wood frame double stud wall with cellulose and air barrier/variable vapor barrier (Intello Plus) interior membrane.
- Loose fill or dense pack R-60 wood fiber or cellulose in wood truss system
- Roof is assumed to be fully adhered membrane on deck with a vent cavity, second deck under that, then packed truss cavities, Intello variable vapor retarder, strapping and gyp ceiling below.

The design assumes a continuous air barrier allowing for not more than 0.05 cfm/sq.ft. of shell area air leakage at 50 Pa test pressure.

EXTERIOR FINISHES

The building will have two primary cladding systems: wood -preferably Eastern white cedar with 3 coats oil-based semi-transparent stain. Assume a second cladding material for approximately 20% of the building on the sculptural portions of the north end of each bar. The finish on this area may be dark gray brick or slate and is presumed to extend to grade. All exterior finishes will use weather barrier plus strap-ping or a drained rainscreen system for drainage.

Roof materials will be fully adhered single ply roofing membrane at flat areas and metal (standing seam soldered) at low slope roof areas as shown. Exterior metal trims, fascia, soffit material to match metal roofing material throughout.

Rooftop equipment screening will be integrated into building roof design/light monitor. Assume miscellaneous metal structure and cladding to match building exterior.

DOORS AND WINDOWS

Daylighting the classrooms is a key strategy, and as such fixed window monitors approximately 30" tall are assumed along the length of all toddler and preschool classrooms, as well as extending over the front entrance and administration area. Doors are to be U - 0.3, R-3.3, metal insulated or wood/glass doors where no vestibule; and aluminum/glass entry doors with double low-e glass both sides of vestibules at all main entries

Typical and light monitor windows to be triple-glazed windows; U=0.20; SHGC=0.21. There will be 24" tall Light Louvers located just inside the ~30" tall daylight windows located just under the finish ceiling. <http://lightlouver.com/>

The intended window to wall ratio is 35%. Doors and windows are assumed to include triple-pane glazing. All habitable spaces to have operable windows (awning/hopper type) - assume 25% of window area, excluding light monitors.

Entrance doors (two sets of front and vestibule doors) are assumed to be aluminum. Balance of exterior doors to be fiberglass with wood to the interior, such as Marvin Commercial, with aluminum hardware. Operator assist hardware at entrance, vestibule, and main corridor doors (6 total.)

INTERIOR PARTITIONS

Typical interior to be wood studs with cellulose sound attenuation. Gypsum wall board to be USG EcoSmart, typical. Assume 5/8" Type X at mechanical chase wall interiors.

INTERIOR FINISHES

Ceilings to be acoustic panels and/or ceiling tiles. Allow for upgraded ceiling finishes within the entrance space and connector.

Flooring to be linoleum sheet or tile, typical, with wood base in finished rooms and rubber base at service rooms. No vinyl flooring or base will be accepted. Recessed metal walk-off grates outside entrance doors and in vestibules, typical. Walk-off carpet or mat inside each exterior door.

All interior materials are to have a Declare, Cradle-to-Cradle, and/or Health Product Declaration and Red List materials as defined by the International Living Future Institute (ILFI) are to be avoided. No added formaldehyde will be permitted in interior millwork. All materials, paints, coatings and sealants will be specified as low or zero-VOC.

Windows will include bird-collision deterrents such as film or frit. All windows, to have light filtering shades: daylighting windows to have 95% light blocking GreenScreen Mecho shade just inside Light Louvers; view windows to have same 95% light blocking GreenScreen Mecho shade.

TOILET ROOMS

All restrooms are to have ceramic/porcelain tile flooring and wainscot to 48". All toilet accessories to be provided by CM. No toilet partitions are anticipated. Provide toilet accessories at all bathrooms, lactation rooms, and classroom sinks.

INTERIOR CASEWORK & SPECIALTIES

Interior custom casework to include sink cabinets, wood cubbies and base cabinets with counter tops as shown on the plans. Assume 30sf of tack board per classroom.

COMMERCIAL KITCHEN

The commercial kitchen is intended to serve at least two meals a day to approximately 150 children and 60 adults. All equipment will be electric including a recirculating hood; no gas hookup is anticipated. The equipment will support the cooking of whole, healthy foods; no deep fryer or broiler grill is anticipated. Appliances + Food Service equipment to be specified by future kitchen consultant.

Preliminary equipment list:

- Walk in freezer
- 1 3 or 4 door commercial refrigerator
- 1 upright refrigerator for produce only
- Commercial electric oven
- 6-burner electric range
- Recirculating range hood
- Food processor
- Hand washing sink
- 2 bay food prep sink
- 3 bay dish sink
- Commercial dishwasher

SIGNAGE

ADA-compliant interior room signage to be provided at all rooms; assume wood base material. Interior wayfinding signage assumed at the Administration, Training and (2) Gross Motors areas. Allowance for sustainability-specific educational graphics and or signage to highlight features of the building.

Allowance for exterior signage at both the Early Learning Center entrance and Training Center entrance. Allowance for site signage for parking area, trail head and public access play areas.

WASTE

Develop and implement a Construction Waste Management plan during the project design phase. Do not generate more than 7.5 pounds of construction waste per square foot of the building's floor area. (Per LEED v4.1)

PHOTOVOLTAICS

Provide photovoltaic panels to meet current and future on-site energy demand. Demand is anticipated to be 250 kWp-DC for the building, car charging and commercial kitchen. A battery system should be considered at additional first cost to save on future demand charges.

***Please see the Appendix for full size drawings containing the Mechanical, Electrical, Plumbing and Fire Protection Design Narratives**

Design Considerations

Site Noise

Andy Shapiro, our high performance building design consultant, has researched the issue of noise at the site from airplane takeoffs. We are not concerned about noise inside the building when windows are closed, because the building will be appropriately designed to mitigate airplane noise. The concern is around outdoor play time and indoors when windows are open. There are presently an average of 67 flights a day at the airport. About 10% of these are regional jets, for which we have noise data, but some prop planes can be noisier. A map of sound levels along the runway was part of the airport master planning, and Carl Gross, the Airport Manager, provided data on noise level testing of a regional jet. A literature search for guidelines for periodic noise effects on children did not turn up relevant studies: most of the studies are around very busy airports, and those show significant effects on children.

Andy consulted with Bradley Dunkin at Cavanagh Tocci, a well regarded acoustic consulting firm. Dunkin has experience with airplane noise and he looked at the location of the site relative to the runways, the master plan document and the regional jet noise profile data. His conclusion was "Aircraft operations at this location would certainly be disruptive to outdoor activities. Fortunately, operations are infrequent, but outdoor communication could be difficult when they occur. I still don't think hearing damage would be a concern, but students could be startled and might experience stress from this." He also recommended that if we want to be more clear about actual noise levels at the site, they could set up a sound monitor at the building location for a week or so.

We would like to note the proximity to the adjacent quarry, Lebanon Crushed Stone, Inc. If there is blast activity on that site, there may be vibration issues as well. The acoustical engineer for the coming design phases recommends both sound and vibration testing on site to inform the design approach.

Traffic

VHB found the traffic studies prepared for other Boys & Girls Clubs have used Institute of Transportation Engineers (ITE) Land Use Code 495: Recreational Community Center to estimate site trips. Based on ITE Land Use Code 495 for 20,000 square foot building, the project would generate:

- Weekday Daily = 578 total trips (278 in and 278 out)
- Weekday AM Peak Hour = 38 total trips (25 in and 13 out)
- Weekday PM Peak Hour = 50 total trips (24 in and 26 out)
- Saturday Daily = 182 total trips (91 in and 91 out)
- Saturday Peak Hour = 21 total trips (11 in and 10 out)

Airpark Road, Airport Road, and Plainfield Road (NH Route 12A) are all under local jurisdiction and would not directly require NHDOT's review or approval.

Article V Section 5.1.G.2 A of the City's Site Plan Regulations: a Traffic Impact Study is not required since these estimates do not exceed the City of Lebanon's trip thresholds (i.e., 1,000 vehicles per day or 100 vehicles per hour). However, the Planning Board may require a Traffic Impact Study if there is reason to believe such development could adversely affect levels of service or have other adverse impacts.

Initial conclusion: A trip-generation letter may be appropriate for the proposed 20,000 sf Boys & Girls Club facility to be located on Airpark Road in Lebanon, NH.

Geotechnical

Preliminary geotechnical investigations were completed in July. This work was contracted directly by the City of Lebanon and the full report is forthcoming. However, Sanborn Head did provide the following initial analysis:

The subsurface conditions were as anticipated and generally consisted of the following:

- Veneer of Topsoil over;
- (+/-) 10 to 20 feet of dense, glacial till over;
- Inferred Bedrock
- Groundwater was not observed.

The glacial till was fairly silty and will likely be difficult to work with once it becomes wet. However, it appears that most areas within the building footprint are fills.

Total Project Budget



City of Lebanon Early Learning Center Lebanon, NH

Total Project Budget Worksheet

September 26, 2023

Rev #0

Conceptual Design		
Construction Duration	14	Months
Area Breakdown		
Total SF	23,400	Gross Square Feet
Professional Fees	\$ 1,850,000	
Architectural	ABOVE	
Civil/Landscaping	ABOVE	
Structural	ABOVE	
MEP/FP	ABOVE	
Energy/Envelope Consulting	ABOVE	
Professional Fees Subtotal	\$ 1,850,000	
Construction Cost		
Learning Center	\$15,954,442	January 2024 costs (see below for escalation)
Sitework	included above	
Additional Costs/Alternates	\$194,638	Geothermal Ground Sourced Heat Pumps
January 2024 Construction Cost Subtotal	\$ 16,149,079	
Construction Escalation to January 2025	\$ 16,988,831	Based on 5.2% based on www.edzarenski.com
Alternates Cost Subtotal	\$0	
Owner Costs		
Reimbursable Expenses	\$ 10,000	Suggested order of magnitude value
Geotechnical Engineering	\$ 25,000	Suggested order of magnitude value
Construction Testing	\$ 15,000	Suggested order of magnitude value
HazMat Demo Survey	NA	New facility - Not Applicable
HazMat Abatement	NA	New facility - Not Applicable
Permits		
Lebanon NH Permit	NA	City waived permit fees
NH Department of Fire Safety State Building Permit	\$ 10,000	Suggested order of magnitude value
City Sewer Allocation	\$ 500	Suggested order of magnitude value
Storm Water	\$ 1,000	Suggested order of magnitude value
Utility Fees (Power, Phone)	\$ 150,000	Allowance carried pending utility information/scope
Builder's Risk Insurance	NA	Carried in Construction Cost
Furnishings, Fixtures, Equipment	\$ 600,000	Boys & Girls Clubcost history results pro-rated
Roof mounted solar PV	\$ 705,000	Suggested order of magnitude value based on 235 kw
Appliances	NA	Carried in Construction Cost
Food Service Equipment	NA	Allowance carried in Construction Cost
Playground Equipment	NA	Allowance carried in Construction Cost
Radon detection system	\$ 50,000	Suggested order of magnitude value
Phone System	\$ 35,000	Suggested order of magnitude value
IT Data	\$ 15,000	Suggested order of magnitude value
Fiber - Comcast Service	\$ -	Comcast has agreement to extend to end of Airpark Road
Fiber - City System	\$ 20,000	Suggested order of magnitude value
Audio Visual	\$ 25,000	Suggested order of magnitude value
Security System	\$ 35,000	Suggested order of magnitude value
Owner Signage	NA	Carried in Construction Cost - Interior & Exterior Signage
Moving and Miscellaneous	\$ 15,000	Suggested order of magnitude value
Building Certifications	NA	Not Pursuing
Envelope/Mechanical Commissioning	\$ 50,000	Suggested order of magnitude value
Miscellaneous Professional Fees	\$ 75,000	Other Misc. reimburseables, legal, advertising, etc.
Federal Tax Credit Consulting	\$ 30,000	Suggested order of magnitude value
Tax Credits/Rebates - Geothermal	\$ (426,543)	Credits received in subsequent year post construction
Tax Credits/Rebates - Solar	\$ -	Credits TBD & received in subsequent years post construction
Owner Design Contingency @ 5%	\$ 849,442	
Owner Project Contingency @ 5%	\$ 849,442	
Owner Cost Subtotal	\$ 3,138,840	18.48%
Total Project Budget	\$ 21,977,671	Includes Professional Fees, Construction Costs, Owner Costs

Budget - Trade Breakdown



Upper Valley Early Learning Center Lebanon, NH

Conceptual Design Estimate Review

September 26, 2023

Rev #0

Division	Description	Total
Div-1	Pre-Construction Services	\$ 34,575
Div-1a	General Conditions	\$ 892,325
Div-1b	General Requirements	Part of ABOVE
Div-3	Concrete	\$ 976,050
Div-4	Masonry	\$ 342,630
Div-5a	Steel	\$ 67,500
Div-5b	Misc Metals	\$ 35,100
Div-6a	Rough Carpentry	\$ 1,317,235
Div-6b	Architectural Woodwork	\$ 397,800
Div-7a	Waterproofing	\$ 28,848
Div-7b	Building Insulation	\$ 227,573
Div-7c	Air Sealing & Air Barrier	\$ 301,844
Div-7d	Sealants & Caulking	\$ -
Div-7e	Roofing	\$ 700,210
Div-7f	Siding	\$ 438,875
Div-8a	Exterior Storefront, Windows, & Glazing	\$ 1,059,406
Div-8b	Doors, Frames, & Hardware	\$ 299,800
Div-9a	Gypsum Wall Board Assemblies	\$ 498,341
Div-9b	Finish Flooring	\$ 216,300
Div-9c	Ceilings	\$ 163,800
Div-9d	Painting	\$ 157,538
Div-10	Specialties	\$ 105,750
Div-11	Equipment	\$ 73,250
Div-12	Furnishings	\$ 87,798
Div-21	Sprinkler	\$ 138,800
Div-22&23	HVAC & Plumbing	\$ 1,549,200
Div-26	Electrical	\$ 1,326,900
Div-27	Communications	Part of ABOVE
Div-28	Electronic Safety and Security	Part of ABOVE
Div-31	Sitework	See BELOW
Div-32	Exterior Improvements	See BELOW
Div-33	Site Utilities	See BELOW
	Sub Total	\$ 11,437,448
	CM Contingency - Conceptual Design Contingency (Pre-Bid 5%, Post-Bid 4%)	9.00% \$ 1,029,370
	General Liability Insurance	0.44% \$ 54,854
	Bond	0.96% \$ 120,208
	Construction Manager Fee	5.50% \$ 695,303
	Total based on January 2024 Dollars	\$ 13,337,183
Sitework & Improvements		
Div-31, 33	Sitework & Utilities	\$ 1,462,533
Div-32	Exterior Improvements	\$ 781,925
Div-33	Site Utilities	Part of ABOVE
	Sub Total	\$ 2,244,458
	CM Contingency - Conceptual Design Contingency (Pre-Bid 5%, Post-Bid 4%)	9.00% \$ 202,001
	General Liability Insurance	0.44% \$ 10,764
	Bond	0.96% \$ 23,589
	Construction Manager Fee	5.50% \$ 136,445
	Total based on January 2024 Dollars	\$ 2,617,258

APPENDIX



Meetings:

1. Project Kickoff & Visioning Meeting
2. Sustainability Visioning/Site Analysis
3. Childcare Site Visit / Stakeholder Interviews
4. Community Conversations
5. Concept Design Progress Review
6. Concept Design Progress Review
7. Concept Design Draft Presentation

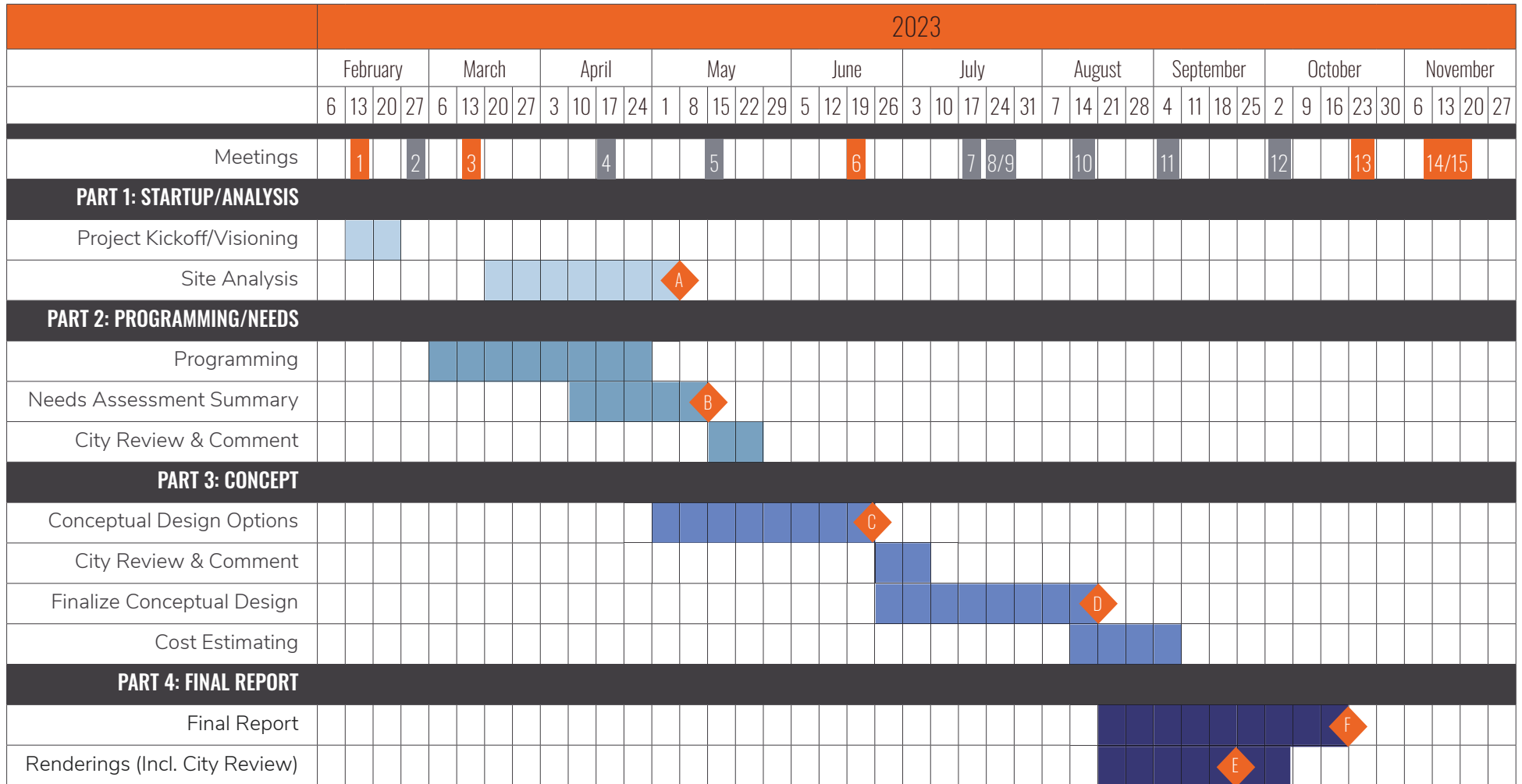
8. Energy Charette

9. Community Conversations
10. Design Review
11. Cost Estimate Review
12. Final Presentation
13. City Council Presentation
14. Donor/Funding Presentation
15. Donor/Funding Presentation

Project Schedule

CITY OF LEBANON - CHILDCARE CENTER

In-person Meeting Virtual Meeting



Deliverables:

- A. Preliminary Site Plan / Analysis
- B. Tabular Program / Needs Assessment

C. Draft Concepts

- D. Final Concept Package
- E. Draft Renderings
- F. Final Report

Placework

Updated 8/15/23

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Program

		AREA (sf)					Notes
		Proposed	Quantity	Total	Children	Staff	
ADMINISTRATION / TRAINING	1. Community Support			680			
	Meeting Room	150	1	150			Community use, DCYF supervised meetings (6 person)
	Vestibule	200	1	200			
	Gender Neutral Restroom	65	2	130			Standard ADA
	Shower Room	50	2	100			Optional - for staff and use as emergency shelter
	Family Storage	100	1	100			Stroller and carseat storage
	2. Administration			940		10	
	Open Office	580	1	580		5	4-5 workstations and 1-2 "touchdown" workstations
	Private Office	120	3	360		5	Director and others unspecified
	3. Training Center			2,025			
	Training Center Entrance	100	1	100			Separate from family entrance
	Training Room	875	1	875			30-35 occ. Also used for staff meetings
	Observation Rooms	150	2	300			May not need to be dedicated space
	Conference Room	500	1	500			20 person max.
	Meeting Room	150	1	150			Admin and training combined
	Kitchenette - Training	100	1	100			Combine with staff area?
	4. Building Service			1,425			
	Kitchen	625	1	625			Commercial Kitchen
	Storage	300	1	300			Service cart and food storage
	Service and Utilities	500	1	500			Deliveries, maintince, laundry, near kitchen
				5,070	Subtotal, Net Assignable Events		

EDUCATION	5. Classroom			10,600	212	25	
	Infant Room	400	2	800	16	4	8 children (50sf/child indoor & outdoor)
	Toddler 1 Room	500	2	1,000	20	4	10
	Toddler 2 Room	600	2	1,200	24	4	12
	Preschool 3	800	2	1,600	32	4	16
	Preschool 4/5	1,000	3	3,000	60	6	20
	Indoor Gross Motor	1,500	1	1,500			50 sf/child x 30 children, flexible, incorporated with circualtion?
	After School Activity	1,500	1	1,500	60	3	Potential overlap with afterschool? Not shared. Secure?
	6. Support			802			
	Staff Room	300	1	300			Coat Hooks, mail, lounge area, small meeting
	Kitchenette	150	1	150			
	Lactation Room	56	2	112			56sf/ lactation room, counter, cold storage, sink
	Staff Restroom	65	2	130			
	Classroom Support - infant	200	2				food prep/changing/restrooms; incl in classroom total
	Classroom Support - toddler	200	2				food prep/changing/restrooms; incl in classroom total
	Classroom Support - preschool	200	3				food prep/changing/restrooms; incl in classroom total
	In-classroom Storage	10	11	110			
	7. Outdoor			100			
	Indoor/Outdoor Porches	200	6				One per classroom minimum
	Outdoor Storage	100	1	100			Accessed by all classrooms ideally, but most importantly for infant/toddler
				11,502	Subtotal, Net Assignable Administrative		

16,572		NET TOTAL
20,715		GROSS TOTAL (25% CIRCULATION)

Project Performance Goals

The following is a draft of the project goals, developed based on the AIA Framework for Design Excellence.

overarching project aspirations:

CERTIFICATIONS The project does not intend to pursue certification, but may meet the certification standards of ILFI's Living Building Challenge Core, Net Zero Energy and/or Petal Certification.

RESOURCES Efficient use of materials contributes to a Carbon Positive building and a circular economy.

ENERGY The project generates more electricity than it uses.

WATER Stormwater is absorbed into the ground to recharge local watersheds or used on site. Potable water is used responsibly.

WELLNESS Building and site prioritize occupant health and wellbeing.

COMMUNITY The project has a positive impact on the surrounding community and ecosystem.

ECOLOGY Ecological assets on site aspire to exceed its pre-development condition.

ECONOMY Built efficiently to meet today's needs and durably to serve future needs.

INTEGRATION Overall design and performance goals are mutually re-enforcing. Building and site design provide opportunities for and reinforce the education model.

CHANGE Design is optimized for flexibility and future (adaptive) reuse.

DISCOVERY Owner monitoring and feedback ensure and manage ongoing health and sustainability performance ranging from employee and child health to energy and air quality management.

Metrics



design for resources

1.1 RECYCLING

- 1.1.1 Recycle xx% of construction waste, by weight. (set target)
- 1.1.2 Recycling containers in all occupied areas and central site to consolidate/hold recyclables for municipal pick up.

1.2 ON-SITE COMPOSTING

- 1.2.1 Composting containers in all locations where food is prepared or consumed.
- 1.2.2 Provide on-site composting area integrated with site design.

1.6 EMBODIED CARBON REDUCTION

- 1.6.1 Sequester more CO₂e than is emitted in material production (cradle to gate).
 - Measure and track embodied carbon of all building materials.
 - Plan for all wood framing and structure; FSC certified lumber
 - Minimize concrete with efficient structural design.
 - Structural specifications to minimize CO₂e

1.7 DESIGN FOR DECONSTRUCTION

- 1.7.1 Fastening systems and components to facilitate eventual deconstruction.
- 1.7.2 Minimize composite and other materials that cannot be recycled.



2. design for energy systems

2.1 RENEWABLE ENERGY

- 2.1.1 The project generates more electricity than it uses.
- 2.1.2 Provide photovoltaic panels to meet current and future on-site energy demands.
- 2.1.3 Fossil fuel use is eliminated on site; consider battery v. generator for emergency operations.

2.2 HIGH PERFORMANCE BUILDING ENVELOPE

- 2.2.1 Reduce energy load. Target EUI = 35. (20 excluding commercial kitchen)
- 2.2.2 Provide efficient (0.05/5/20/40/60) Enclosure Design:
 - 0.05 cfm/sq.ft. of shell area air leakage at 50 Pa test pressure
 - R-5 windows with appropriate solar heat gain coefficient (SHGC)
 - R-20 earth contact insulation
 - R-40 walls
 - R-60 roof/attic insulation

2.3 HVAC SYSTEMS DESIGN CRITERIA

- 2.2.3 Window to wall ratio optimized. (Max. 30% - confirm).
- 2.2.4 Optimize exterior window shading and Solar Heat Gain Coefficient.
- 2.2.5 Lighting Power Density is reduced by 20% or more from benchmarks for similar spaces (see Archtoolbox.com for benchmarks)
- 2.2.6 Minimize holes in enclosure for mechanicals that cannot have dampers; Use ultra-low leakage dampers at enclosure for mechanicals
- 2.3.1 Zoning optimized for energy use reduction and occupant control. Thermostats are controllable by occupants of that zone.
- 2.3.2 Energy recovery ventilation to be provided with minimum operating effectiveness of 85%

2.4 HVAC OPERATIONS CRITERIA

- 2.4.1 Equipment is accessible for maintenance and replacement.
- 2.4.2 Systems serviceable by local technicians with minimal special training.

2.5 MEASUREMENT AND REPORTING

- 2.5.1 Measure post-occupancy VOC and carbon-dioxide levels.
- 2.5.2 Owner will track energy usage and share with design team.

2.6 COMMISSIONING

- 2.6.1 Commission the building enclosure (BECx)
- 2.6.2 Commission the mechanical & electrical systems (Cx)



3. design for water

3.1 SITE WATER

- 3.1.1 All storm water collected and managed on site.
- 3.1.2 Rain-water collection/re-use for landscape irrigation.

3.2 POTABLE WATER

- 3.2.1 Potable water use reduction of 20% from baseline (as established by EPA and CBECS source data).
 - Lavatory and toilet flow rates <-1.0 gpm
- 3.2.2 Climate appropriate native plantings. No potable water use for irrigation.



4. design for wellness

4.1 AIR-QUALITY AND VENTILATION

- 4.1.2 Provide air-quality testing on site prior to construction.
- 4.2.2 Provide energy recovery ventilation to maximize fresh air and limit energy losses.

- 4.2.3 Optimize fresh air quantities in all spaces.
 - Exceed ASHRAE 62.1 Existing Buildings or 62.2 Residential Buildings standards for ventilation and Indoor Air Quality (IAQ)
- 4.2.4 Reduce airborne dust and pathogens
 - MERV 13 or better filters are used throughout.
- 4.2.5 Provide post-occupancy VOC and carbon dioxide level testing.
- 4.2.6 Healthy landscape and garden maintenance; use organic materials only.

4.2 HEALTHY MATERIALS

- 4.2.1 Design team specifies and builder procures products that have a Declare, Cradle-to-Cradle, and/or Health Product Declaration.
- 4.2.2 Specifications and procurement ensure:
 - Avoid ILFI Red List materials.
 - No added formaldehyde allowed in millwork and fiberglass insulation.
 - Natural stone counter tops to meet low radon emission limits.
 - Zero VOC coatings and low VOC paints and sealants.

4.3 DAYLIGHTING + VIEWS

- 4.3.1 Daylighting and view opportunities are maximized in all program areas and balanced against heat gain.
 - Initial designs show what percent of floor area is anticipated to achieve adequate lighting through daylighting only.
 - Design drawings document % of floor area with access to views of the outdoors.
 - Electric lighting automatically responds to daylighting levels.

4.4 COMFORT

- 4.4.1 Users have access to thermostats and operable windows,
- 4.4.2 All windows have operable shades for glare reduction and thermal control.

4.5 HEALTHY KITCHEN

- 4.5.1 Provide all electric/healthy food kitchen
 - No deep fryer, no broiler grill

4.6 ACOUSTICS

- 4.6.1 Provide adequate sound isolation from airport noise
- 4.6.2 Design mechanical systems and interior surfaces for sound attenuation to mitigate acoustic disruption.

4.7 ACTIVE DESIGN

- 4.7.1 Accommodate bike travel for public, parents and staff.
 - Provide covered bike rack with outlet for e-bike charging.
 - Provide safe walking and bike lanes.
 - Include shower in staff bathroom area.



5. design for equitable communities

5.1 ENGAGEMENT

- 5.1.1 Hold “Community Conversations” to engage community throughout design and construction process
 - Incorporate community input

5.2 ECONOMIC DIVERSITY

- 5.2.1 Commitment to serve minimum 50% low and moderate-income families.



6. design for ecology

6.1 LANDSCAPE DESIGN

6.1.1 Maximize native or climate-appropriate plants.

- Percent of native plants to be documented on project plans.

6.1.2 Include design for vegetable gardens.

6.2 BIRD FRIENDLY

6.2.1 Building includes bird collision deterrents.

6.3 LIGHT POLLUTION

6.3.1 Indoor and site lighting is dark sky compliant.



7. design for economy

7.1 COMPACTNESS

7.1.1 Minimize square footage by seeking opportunities for shared space to meet multiple program needs.

7.2 INCENTIVES

7.2.1 Design and build to meet NH Saves energy and water incentives.

- Other grant requirements to be identified by City of Lebanon

7.3 DURABILITY

7.3.1 Durability and replacement time value is assessed in materials selection.



8. design for integration

8.1 VISION

8.1.1 Develop a Vision Statement and Guiding Principles for the project.

8.2 INTEGRATED DESIGN

8.2.1 Continued communication and integration of vision throughout design and construction team.

- Hold Environmental Design Charrette with Owner and design team during conceptual and schematic design phases.

8.3 ADMINISTRATION

8.3.1 Integration of nature-themed curriculum with conservation land.



9. design for change

9.1 RESILIENCE

9.1.1 Design for passive survivability; building will be habitable for extended periods without power.

9.1.2 Provide generator or battery back-up for emergency power.

9.2 FUTURE USE

9.2.1 Design for flexibility/reuse of space over time.

- Partitions are non-structural for future removal or relocation.



10. design for discovery

10.1 BUILDING PERFORMANCE

10.1.1 Collect and analyze data

- Conduct post occupancy evaluations of occupant comfort, ease of operations, material durability, etc.; 1 month, 1 year, beyond.
- Calculate actual EUI (kBtu/sq.ft.-yr) annually.
- Calculate solar energy production, exports and grid energy exports.

10.2 PUBLIC EDUCATION

10.2.1 Provide signage throughout building and operator's marketing materials highlighting sustainable features of the building.

10.2.2 Develop case study for Low-Environmental/High-Social Impact Childcare

- Collect and assess teacher/student sick time teachers and compare with traditional childcare settings.

SITE PLAN CONCEPT



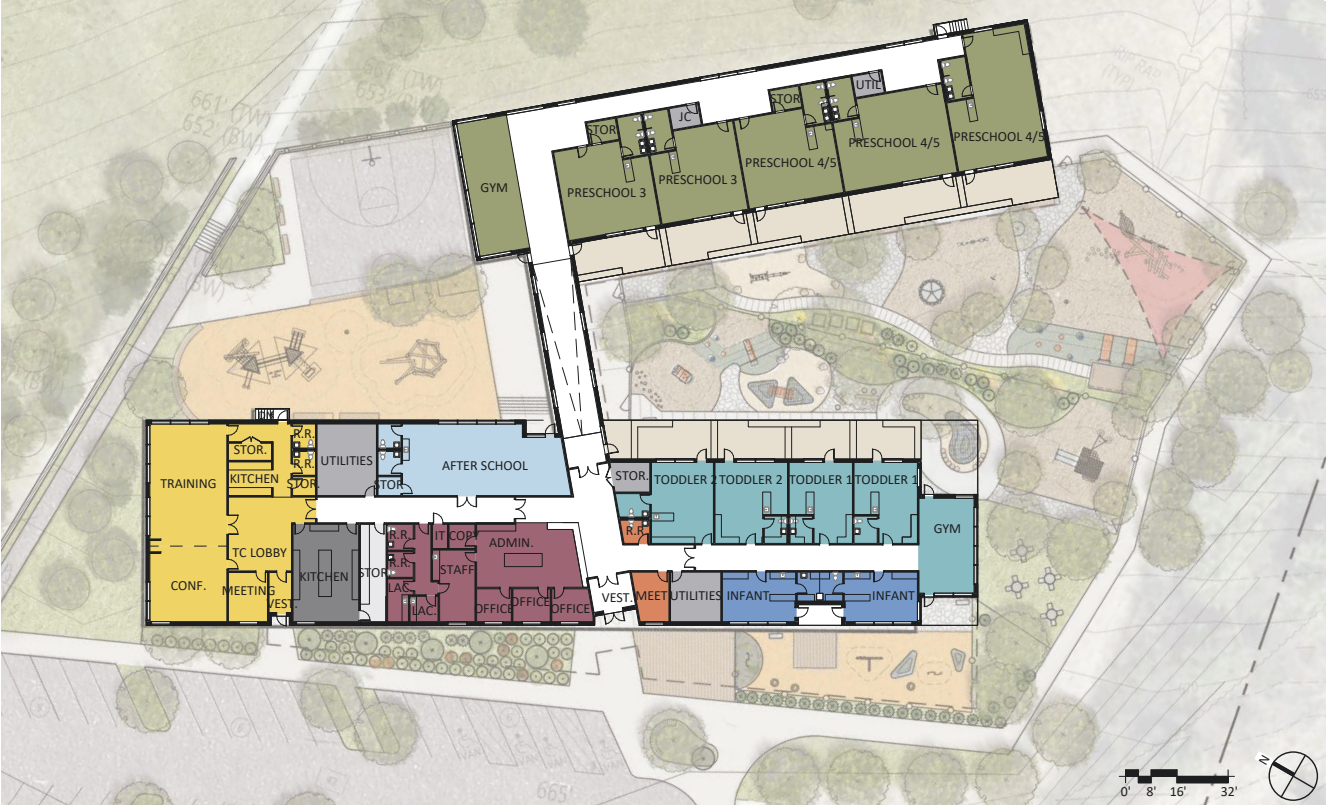
EARLY LEARNING CENTER OF THE UPPER VALLEY

BUILDING PLAN CONCEPT

SCALE: 1" = 30'

TOTAL INTERIOR AREA
23,400 SF

- Community Support
- Administration
- Training
- Infant
- Toddler
- Pre-School
- School Age



EARLY LEARNING CENTER OF THE UPPER VALLEY

FRONT ENTRANCE

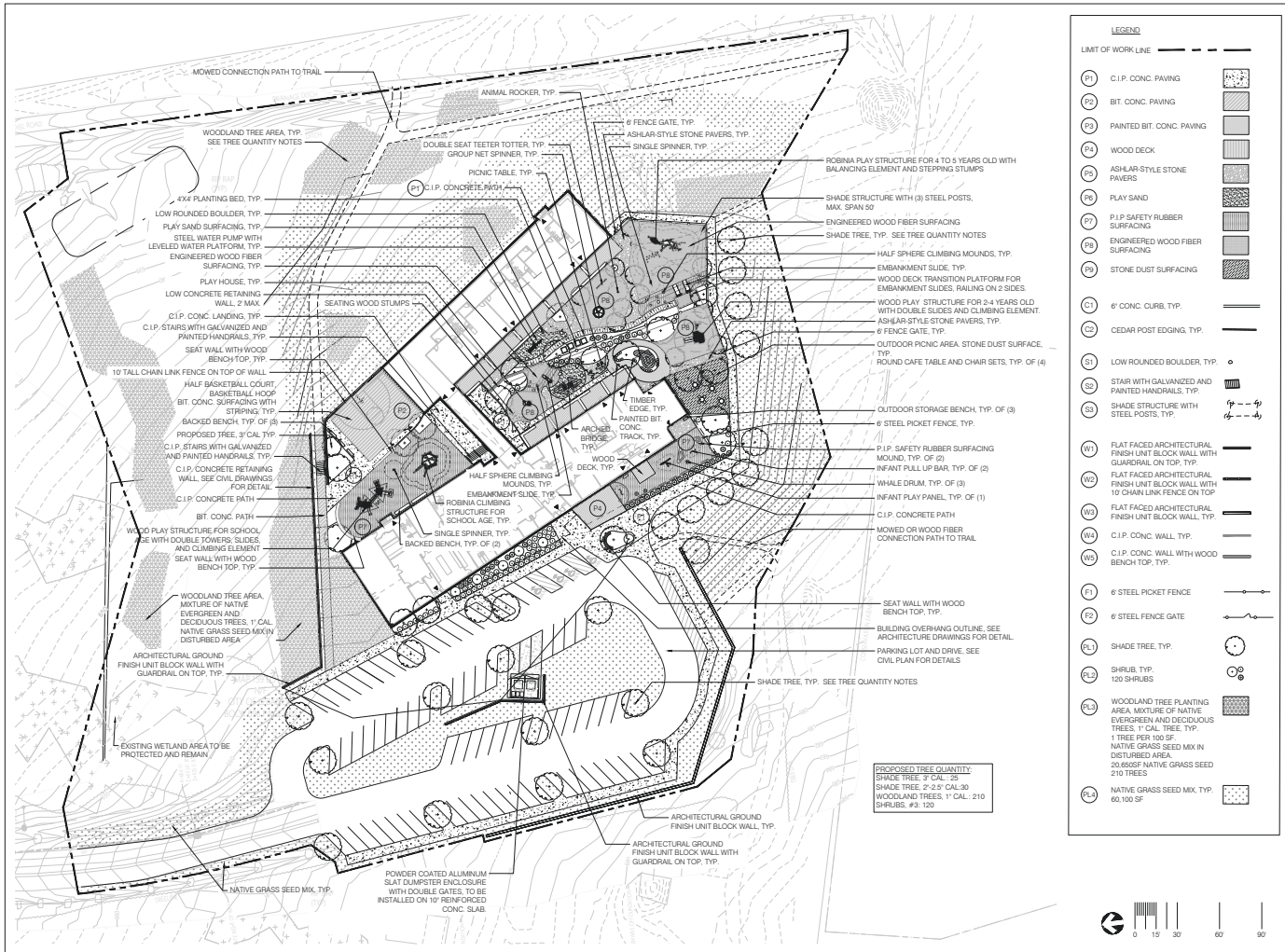


EARLY LEARNING CENTER OF THE UPPER VALLEY

COURTYARD



EARLY LEARNING CENTER OF THE UPPER VALLEY



kmdg
KIDDERMAN DESIGN GROUP

60 CANAL STREET | 2ND FLOOR
BOSTON, MA 02114
T: 617.227.2560
www.kidderman.com

CLIENT:
CITY OF LEBANON

REVISIONS:
REV DATE NOTE

PROJECT:
EARLY LEARNING CENTER OF THE UPPER VALLEY

LEBANON, NH
DRAWING:
SITE CONCEPT PLAN

DRAWN: MF REVIEW: SK KM

SCALE: 1:30

DATE:
18 SEP 2023

SHEET:

L1.0

ROOM SCHEDULE						
Department	Name	Number	Area	Program Area	Program Dates	Program Notes
TRAINING	CONF.	113	564 SF	100 SF	64 SF	
TRAINING	MEETING	118	187 SF	150 SF	37 SF	
TRAINING	8B	118	94 SF			
TRAINING	8B	118	94 SF			
TRAINING	STOR.	121	73 SF			
TRAINING	KITCHEN	122	143 SF	100 SF	43 SF	
TRAINING	TC LOBBY	127	512 SF	400 SF	112 SF	
TRAINING	CORRIDOR	133	544 SF	100 SF	104 SF	
TRAINING	STOR.	128	45 SF			



Placeworks

PROJECT NO.: 29-004
EARLY LEARNING CENTER

SHEET TITLE:
PROPOSED FLOOR PLAN

SEAL:	BY: JL	CHECK: AM
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A101

1. CONTROLS:

- A. Provide a KMC controls BAC-9901 building automation system. The system shall include a laptop with KMC Commander system, and all components, wiring, and parts for a fully functional BAS system that controls each piece of equipment.
- B. Provide CO2 sensor in each room.
- C. Insulate all piping as per Energy Code. Insulate all ductwork with 1" duct insulation.
- D. Provide commissioning services as outlined in the International Energy Conservation Code.

2. PRESCOLD, T150, PRESCOLD, 150

A. Heating & Cooling

- 3-in or wider water head pump shall between rooms and located in the corridor ceiling, with Grundfos Alpha 2 pump and piping to each fan coil.
- Design: General GSH with BAS compatible programmable thermostat, drain pan with TWSER outdoor supply, isolation valves, motorized valves.
- Each outdoor supply shall have a hydraulic drain out coil. Design: basic Magiquest OR MERV13 filter, ECM variable speed motor, drain pan with water sensor.
- The fan coil shall have a duct distribution to supply ductwork terminating at a TWS T150 diffuser and the return ductwork shall terminate at a ceiling TWS T150 diffuser.

B. Ventilation (ERV) - AACHN NRSER 2.5200 CFM, located on roof, all sources head pump handling/working with electric backflow, cold, hot, gas, heat, vent, MERV13 filter.

- Each outdoor supply shall have a 10" supply and exhaust duct and route from the 30"x16" corridor main to the space. The supply duct shall terminate at the ceiling with a TWS T150 diffuser and the exhaust shall terminate at a ceiling TWS T150 diffuser.
- Each outdoor supply shall have a 4" return duct and shall tie off from the 10" return duct and route to the bathroom. This exhaust duct shall terminate at the ceiling with a TWS T150 diffuser.

2. PRESCOLD, T150, PRESCOLD, 150

A. Heating & Cooling

- 3-in or wider water head pump shall between rooms and located in the corridor ceiling with Grundfos Alpha 2 pump and piping to each fan coil.
- Design: General GSH with BAS compatible programmable thermostat, drain pan with water sensor outdoor supply, isolation valves, motorized valves.
- Each outdoor supply shall have a hydraulic drain out coil. Design: basic Magiquest OR MERV13 filter, ECM variable speed motor, drain pan with water sensor.
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- Each outdoor supply shall have a 4" return duct and shall tie off from the 10" return duct and route to the bathroom. This exhaust duct shall terminate at the ceiling with a TWS T150 diffuser.

3. CMV

A. Heating & Cooling

- 3-in or wider water head pump shall between rooms and located in the corridor ceiling
- Design: General GSH with BAS compatible programmable thermostat, drain pan with water sensor outdoor supply, isolation valves, motorized valves.
- Each outdoor supply shall have a hydraulic drain out coil. Design: basic Magiquest OR MERV13 filter, ECM variable speed motor, drain pan with water sensor.
- The fan coil shall have a duct distribution to supply ductwork terminating at a TWS T150 diffuser and the return ductwork shall terminate at the ceiling with a TWS T150 diffuser.

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- Each outdoor supply shall have a 4" return duct and shall tie off from the 10" return duct and route to the bathroom. This exhaust duct shall terminate at the ceiling with a TWS T150 diffuser.

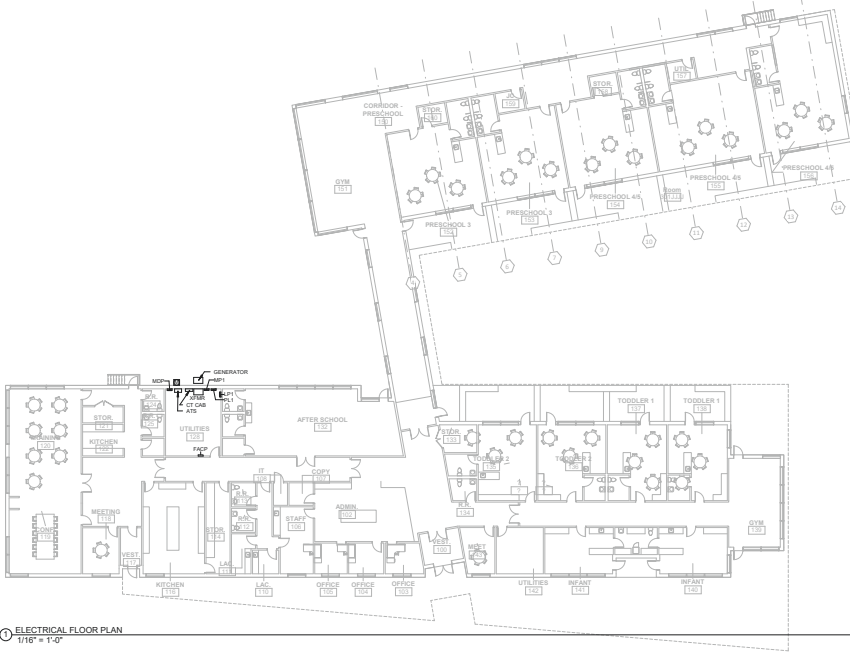
[illegible]

1 MECHANICAL FLOOR PLAN
1/16" = 1'-0"

M10'

ELECTRICAL DESIGN NARRATIVE

1. ELECTRICAL SERVICE
- A. The building is expected to be served by a 805-1000A 480V/277V, 3-phase, 4-wire electrical service. Field verify incoming service line.
 - B. Primary service will be fed from utility pole on building side of street. Service will then feed a utility transformer within a vault.
 - C. All electrical located on the exterior of the building shall be UL listed for exterior installation including hardware and mounting enclosures.
 - D. The building will be solar ready, including power and data pathways to the solar array.
2. METERING AND MONITORING
- A. A total of (1) electrical meter will monitor building electrical usage.
 - B. Electrical load monitoring to be with eUsage. It is estimated that the project will monitor 50 or so circuits, but total count to be determined.
3. POWER DISTRIBUTION
- A. Provide new main distribution panel (MDP) located in Utility (301PP). The MDP will feed circuits to equipment serving (1) step-down transformer, (1) generator for back-up power, and 250KW for PV solar system.
 - B. The step-down transformer will feed circuits to branch panels. Branch panels will feed circuits within the building, including HVAC, plumbing and common areas.
 - C. Backup power will be provided by a generator. The new generator will provide service for emergency lighting, Office and Administration computers, and HVAC equipment.
 - D. The 250KW PV solar system will service building, kitchen loads, and car charging loads.
 - E. EV charging will account for charging 10% of parking (3 spots) as well as future loads.
 - F. Convenience receptacles will be located throughout the building, in offices, classrooms, hallways and communal spaces.
 - G. All device mounting heights shall be 48" AFF to operate parts including electrical panels.
 - H. All devices in classroom spaces will be sensor proof.
4. LIGHTING
- A. Lighting throughout project will be LED. All spaces will be equipped with occupancy controls.
 - B. Lighting on the exterior of the building and surrounding property will be LED. All exterior lighting will be controlled by photocells or timers to prevent operation during daylight.
 - C. Emergency egress pathways will be outfitted with emergency (LED) lighting. Exit signs will indicate egress doorways.
5. LIGHTING CONTROLS
- A. 80% adjust 40% dimmable pendant mounted linear LED medium color temperature lighting for general lighting.
 - B. Linear lights in two zones, parallel to daylight windows, hung 2-foot down from ceiling.
 - C. Each zone to have closed-loop continuous dimming, with single sensor per zone connected directly to LED drivers, adjustable dimming control with 0-10V ballast.
 - D. Lights in corridors to be auto-on/off with night light fixtures on 24/7.
 - E. Provide ability to 50% illumination on surfaces for cleaning.
 - F. No central lighting control system.
 - G. Exterior lights on daylight and occupancy sensors, or if owners want some lights on all the outside daylight sensor only. Provide simple time clock control if owners want some exterior lights on for certain hours.
6. LIFE SAFETY
- A. A life-safeside fire alarm system will monitor all common areas and provide notification to all areas of the building. Fire alarm will be to all public and common areas smoke or heat detectors and notification devices.
 - B. The alarm system will be monitored by the fire alarm system.
 - C. A sounder/pull to bell and strobe will be provided at the fire department connection location.
7. ACCESS CONTROL
- A. An access control system will be installed at entry doors. System will include ability for guests to enter the building through a call system bell to Administration (301PP).
8. DATA
- A. Provide 400 plywood with adequate power in utility room (301PP).
 - B. Data ports will be provided in offices and for equipment, where needed. Building will have wall in common areas.
 - C. Classrooms will be provided with tv cable and data connections. Contractor responsible for CAT5 and pathways.
9. SECURITY
- A. Building will be mounted by closed circuit camera system in common areas and at building entrances.
 - B. Contractor to provide pathways from demarcation point to camera locations. All security hardware provided by others.
10. COMMISSIONING
- A. Provide code compliant commissioning.



1 ELECTRICAL FLOOR PLAN
1/16" = 1'-0"

NOT FOR CONSTRUCTION



110 S Albany Street
Boca, NY 14850
www.taitem.com



30 PINEHURST ST PORTSMOUTH, NH 03801 603.333.0000

PROJECT NO. 17-004
EARLY LEARNING CENTER
LAKESIDE, NH

SHEET TITLE
ELECTRICAL DESIGN NARRATIVE

DATE	REV	DESCRIPTION	DATE
	01	ISSUED	08/25/23

E100



PLUMBING FLOOR PLAN
1/16" = 1'-0"

PLUMBING DESIGN NARRATIVE

1. COMBINED SPRINKLER/DOMESTIC WATER SERVICE
 - A. Provide 12" combined sprinkler/domestic water service underutilities 311. Service entrance location to building to be determined.
2. DOMESTIC WATER SERVICE
 - A. Provide 2" cold water distribution with double check valve branching off of combined water service in Utilties 311.
 - B. Provide 2" cold water distribution through out building, reducing in size as fixture load decreases.
 - C. Provide all metric cold water piping.
3. DOMESTIC HOT WATER
 - A. Primary system (1) Infiltrated ES outdoor unit (90,000 BTUH capacity) (1) Infiltrated BS glycol based "tankless" storage system (570 first hour rating when paired with ES). BS located in Utilties 311, ES located on roof. Primary system set to 145°F storage temp.
 - B. Recirculating reconditioning system (1) 60 gallon 4 GPM fluid heat pump water heater located in Utilties 311 with dual supply and return to kitchen. Hybrid water heater will be supplied in series by BS hot water heater. Hybrid water heater set to 120°F storage temp.
 - C. Recirculating tempered water loop shall be provided via 1" line supplied from hybrid water heater to all non kitchen fixtures with return to kitchen with maximum temperature output safety setting set to 110°F. Pipe size shall reduce in size as fixture load decreases.
 - D. Recirculation line shall return to the hybrid water heater from the last fixture on the recirculating tempered water line with in-line recirculation pump controlled with a maximum return temperature of 124°F. Flow switch to trigger pump.
 - E. Non recirculating hot water line shall be supplied to kitchen fixtures set to 145°F with no mixing valve. All hot, tempered and recirculating water lines shall have a minimum of 2" thick insulation.
 - F. All water piping and exposed hot/tempered water piping shall be copper.
4. DOMESTIC HOT WATER (A/T/TERMINATE)
 1. (1) Infiltrated ES outdoor unit (90,000 BTUH capacity) (1) Infiltrated BS glycol based "tankless" storage system (570 first hour rating when paired with ES). BS located in Utilties 311, ES located on roof. Primary system set to 145°F storage temp.
5. NON-KITCHEN SYSTEM
 1. All fixtures shall be provided with 3 KW tankless water heaters under each fixture within 2'-0" of fixture.
 2. All other fixtures requiring tempered water connections shall be provided with 60 gallon 4.5 KW water heaters for individual fixtures and 40 gallon 4.5 KW water heaters for clustered fixtures. Each fixture shall be supplied with 1/2" thick insulation.
 3. All hot and tempered water lines shall have a minimum of 2" thick insulation.
 4. All water piping and exposed hot/tempered water piping shall be copper.
6. SANITARY
 - A. New 12" sanitary line shall be provided to municipal waste sewer. Entrance to building to be determined.
 - B. Hub and spool cast iron piping required below slab unless pvc permitted by local code.
 - C. PVC piping permitted above slab.
 - D. Floor drains are required in Kitchen, Mechanical rooms, Bathrooms and Laundry.
 - E. The kitchen will require an interior underground 200 gallon grease trap for all kitchen fixtures.
 - F. Connect grease line to new sanitary line after grease trap.
7. STORM DRAINAGE
 - A. Provide 12" storm drain connecting to municipal storm sewer.
 - B. Sanitary piping shall be PVC.
 - C. Roof drainage shall be provided via combined primary and secondary roof drains.
 - D. Roof drainage shall be provided via combined primary and secondary roof drains.
 - E. Secondary roof drainage shall connect to underground storm main.
8. CONDENSATE DRAINAGE
 - A. Condensate for all fan coils shall be drained via 1-inch main to mop sink, floor sink, dedicated condensate receiver or floor drain to mechanical room.
 - B. Condensate piping shall be PVC or CPVC.
9. FUTURE REQUIREMENTS
 - A. All fixtures shall be ADA.
 - B. EPA WaterSense rated floor mount flush valve toilets in all classroom restrooms for students over the age of 12 years - 1.28 gpm flush.
 - C. EPA WaterSense rated child size floor mount flush valve toilets in all classroom restrooms for students toddler age and under and all bathrooms - 1.28 gpm flush.
 - D. Lavatory faucets - 0.5 gpm.
 - E. Classroom sink faucets - 1.5 gpm.
 - F. Sister lavatory flush valves in all toilet rooms.
 - G. 1/2 inch hot water center network.
 - H. Floor drains are required in Kitchen, Mechanical rooms, Bathrooms and Laundry.
 - I. Kitchen by meter, provide trap in wet floor area as required.
10. MEASUREMENT AND VERIFICATION
 - A. Provide accurate compatible clamp on flow meters on cold water supply to hot water plant, hot water outlet to kitchen fixtures, and recirculation return on recirculating loop. All electrical connections provided by others.
 - B. Provide accurate compatible surface mounted pipe temperature sensors before insulation on cold water supply to temperate water plant, hot water outlet to kitchen, temperate water outlet on recirculating tempered water loop, and recirculation return on recirculating loop. All electrical connections provided by others.
11. COMMISSIONING
 - A. Provide code compliant commissioning.

FIRE PROTECTION DESIGN NARRATIVE

1. SPRINKLER SERVICE
 - A. Provide 12" sprinkler service off of combined sprinkler/domestic water service with 4" lead feed double check valve, located in Utilties 311.
2. SPRINKLER SYSTEM
 - A. Sprinkler system shall be designed to meet NFPA 13.
 - B. All concealed spaces shall be sprinklered unless permitted to omit per NFPA 13.
 - C. Provide the department connection, location to be determined.

NOT FOR CONSTRUCTION

Taitem
110 S Albany Street
Rochester, NY 14602
www.taitem.com

Placework
100 PROGRESS ST. PORT JEFFERSON, NY 11777

PROJECT NO. 13-001
EARLY LEARNING CENTER

SHEET TITLE
PLUMBING AND SPRINKLER DESIGN
NARRATIVE

DATE: 08/09/2023
BY: [Signature]
CHECKED BY: [Signature]

P100

“We urgently need to bring
to our communities the
limitless capacity to love,
serve, and create for and
with each other.”

GRACE LEE BOGGS

Placework

96 Penhallow Street
Portsmouth, NH 03801

603.319.8199
www.placework.studio

City of Lebanon Early Learning Center

Lebanon, NH

Total Project Budget Worksheet

September 26, 2023

		Rev #0
Conceptual Design		
Construction Duration	14	Months
Area Breakdown		
Total SF	23,400	Gross Square Feet
Professional Fees		
	\$ 1,850,000	
Architectural	ABOVE	
Civil/Landscaping	ABOVE	
Structural	ABOVE	
MEP/FP	ABOVE	
Energy/Envelope Consulting	ABOVE	
Professional Fees Subtotal	\$ 1,850,000	
Construction Cost		
Learning Center	\$15,954,442	January 2024 costs (see below for escalation)
Sitework	included above	
Additional Costs/Alternates	\$194,638	Geothermal Ground Sourced Heat Pumps
January 2024 Construction Cost Subtotal	\$ 16,149,079	
Construction Escalation to January 2025	\$ 16,988,831	Based on 5.2% based on www.edzarenski.com
Alternates Cost Subtotal	\$0	
Owner Costs		
Reimbursable Expenses	\$ 10,000	Suggested order of magnitude value
Geotechnical Engineering	\$ 25,000	Suggested order of magnitude value
Construction Testing	\$ 15,000	Suggested order of magnitude value
HazMat Demo Survey	NA	New facility - Not Applicable
HazMat Abatement	NA	New facility - Not Applicable
Permits		
Lebanon NH Permit	NA	City waived permit fees
NH Department of Fire Safety State Building Permit	\$ 10,000	Suggested order of magnitude value
City Sewer Allocation	\$ 500	Suggested order of magnitude value
Storm Water	\$ 1,000	Suggested order of magnitude value
Utility Fees (Power, Phone)	\$ 150,000	Allowance carried pending utility information/scope
Builder's Risk Insurance	NA	Carried in Construction Cost
Furnishings, Fixtures, Equipment	\$ 600,000	Boys & Girls Clubcost history results pro-rated
Roof mounted solar PV	\$ 705,000	Suggested order of magnitude value based on 235 kw
Appliances	NA	Carried in Construction Cost
Food Service Equipment	NA	Allowance carried in Construction Cost
Playground Equipment	NA	Allowance carried in Construction Cost
Radon detection system	\$ 50,000	Suggested order of magnitude value
Phone System	\$ 35,000	Suggested order of magnitude value
IT Data	\$ 15,000	Suggested order of magnitude value
Fiber - Comcast Service	\$ -	Comcast has agreement to extend to end of Airpark Road
Fiber - City System	\$ 20,000	Suggested order of magnitude value
Audio Visual	\$ 25,000	Suggested order of magnitude value
Security System	\$ 35,000	Suggested order of magnitude value
Owner Signage	NA	Carried in Construction Cost - Interior & Exterior Signage
Moving and Miscellaneous	\$ 15,000	Suggested order of magnitude value
Building Certifications	NA	Not Pursuing
Envelope/Mechanical Commissioning	\$ 50,000	Suggested order of magnitude value
Miscellaneous Professional Fees	\$ 75,000	Other Misc. reimburseables, legal, advertising, etc.
Federal Tax Credit Consulting	\$ 30,000	Suggested order of magnitude value
Tax Credits/Rebates - Geothermal	\$ (426,543)	Credits received in subsequent year post construction
Tax Credits/Rebates - Solar	\$ -	Credits TBD & received in subsequent years post construction
Owner Design Contingency @ 5%	\$ 849,442	
Owner Project Contingency @ 5%	\$ 849,442	
Owner Cost Subtotal	\$ 3,138,840	18.48%
Total Project Budget	\$ 21,977,671	Includes Professional Fees, Construction Costs, Owner Costs



Early Learning Center of the Upper Valley

City of Lebanon

CITY COUNCIL PRESENTATION

October 4, 2023

EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

Placework
ARCHITECTURE • PLANNING

PROCESS



Meetings:

1. Project Kickoff & Visioning Meeting
2. Sustainability Visioning/Site Analysis
3. Childcare Site Visit / Stakeholder Interviews
4. Community Conversations
5. Concept Design Progress Review
6. Concept Design Progress Review
7. Concept Design Draft Presentation

8. Present to Multidisciplinary Task Force
9. Community Conversations
10. Final Progress Review
11. Cost Estimate Review
12. Final Presentation
13. City Council Presentation
14. Donor/Funding Presentation
15. Donor/Funding Presentation

Project Schedule

EARLY LEARNING CENTER OF THE UPPER VALLEY

In-person Meeting Virtual Meeting

	2023																																										
	February			March			April			May			June			July			August			September			October			November															
	6	13	20	27	6	13	20	27	3	10	17	24	1	8	15	22	29	5	12	19	26	3	10	17	24	31	7	14	21	28	4	11	18	25	2	9	16	23	30	6	13	20	27
Meetings	1		2		3					4				5					6				7	8/9		10			11				12			13			14/15				
PART 1: STARTUP/ANALYSIS																																											
Project Kickoff/Visioning																																											
Site Analysis													A																														
PART 2: PROGRAMMING/NEEDS																																											
Programming																																											
Needs Assessment Summary														B																													
City Review & Comment																																											
PART 3: CONCEPT																																											
Conceptual Design Options																																											
City Review & Comment																																											
Finalize Conceptual Design																																											
Cost Estimating																																											
PART 4: FINAL REPORT																																											
Final Report																																											
Renderings (Incl. City Review)																																											

Deliverables:

- A. Preliminary Site Plan / Analysis
- B. Tabular Program / Needs Assessment
- C. Draft Concepts
- D. Final Concept Package
- E. Draft Renderings
- F. Final Report

EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

Placework
ARCHITECTURE • PLANNING

**TO CREATE A HIGH-QUALITY CENTER
FOR EARLY LEARNING AND EDUCATION
WORKFORCE DEVELOPMENT THAT
PROVIDES A POSITIVE SOCIAL AND
ENVIRONMENTAL IMPACT FOR
COMMUNITIES OF THE UPPER VALLEY.**



GUIDING PRINCIPLES

Program

- Provide early learning and school-age programming for **200 children** in the Upper Valley
- Provide a **Training area** to support workforce development

Design

- Exceed space requirements; Design using NAEYC recommended standards
- Support creative and **nature-based early learning**
- Build in future flexibility
- Prioritize Safety + Security
- The unique nature of the site will inform the design

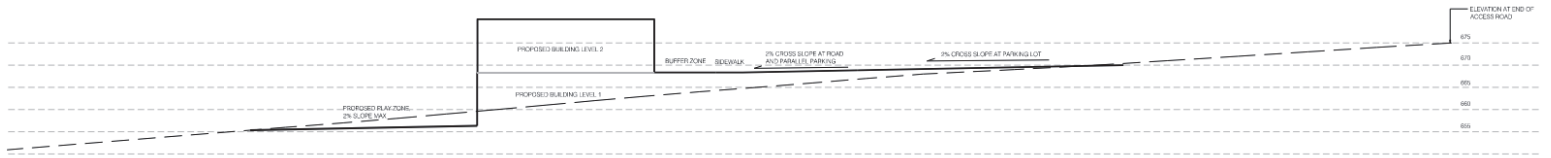
Sustainability

- **High performance standards** will serve the City's sustainability goals
- The building and site will serve as tools to educate children and the public

SITE



An aerial photograph of a large, irregularly shaped plot of land, likely a golf course or park. The land is characterized by a winding road or path that runs along the perimeter. A small, dark, rectangular building is situated near the center-left. A circular structure, possibly a pond or a small lake, is located on the right side. The terrain is mostly flat with some vegetation and trees scattered throughout. The overall shape of the plot is elongated and somewhat irregular.



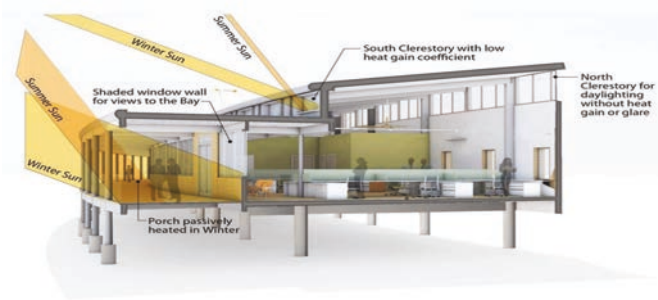
Placework

ARCHITECTURE • PLANNING

RECREATION AND PUBLIC LANDSCAPES



INSPIRATION



EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

SITE PLAN

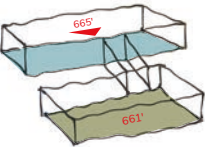


EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

kmdg **Placework**
ARCHITECTURE • PLANNING

FLOOR PLAN

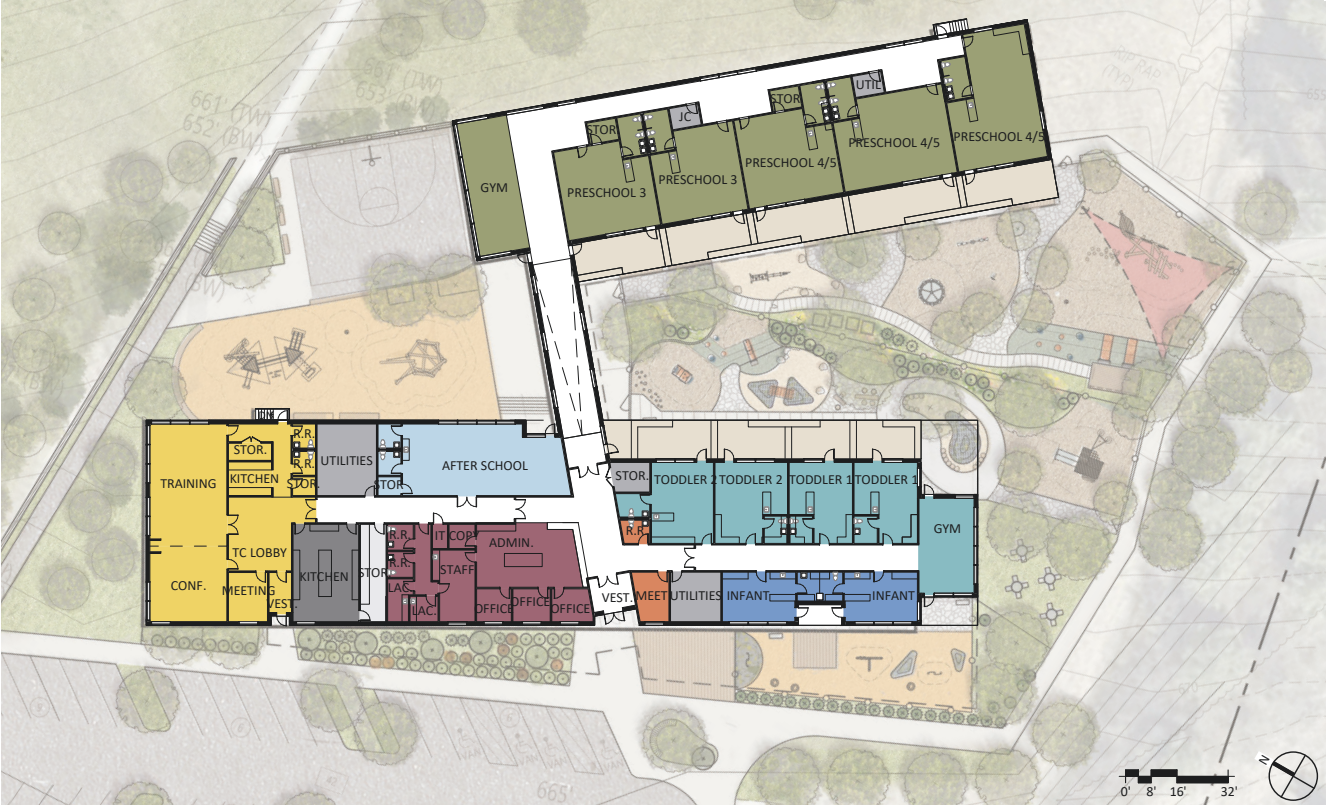
SCALE: 1" = 30'



TOTAL INTERIOR AREA
23,400 SF
 (including walls, not including porches)

Program Space - 15,300 sf
 Circulation - 5,300 sf
 (35% of Program)

- Community Support
- Administration
- Training
- Infant
- Toddler
- Pre-School
- School Age



EARLY LEARNING CENTER OF THE UPPER VALLEY
 CITY COUNCIL PRESENTATION - 10/04/23

ENTRANCE RENDERING



EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

COURTYARD RENDERING



EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

Placework
ARCHITECTURE • PLANNING



Early Learning Center of the Upper Valley

City of Lebanon

CITY COUNCIL PRESENTATION

October 4, 2023

EARLY LEARNING CENTER OF THE UPPER VALLEY
CITY COUNCIL PRESENTATION - 10/04/23

Placework
ARCHITECTURE • PLANNING

Child care is about to get a lot more expensive

With federal funds at an end, families faced with difficult choices

By ABHA BHATTARAI
The Washington Post

With her toddlers' day care closing in weeks, Lexie Monigal is back in a familiar bind: desperately searching for child care while contemplating quitting her full-time job as a surgical nurse in Menasha, Wis.

It's the second time this year her twins' day care has suddenly announced plans to shutter — both for financial difficulties — leaving her without someone to watch her 2-year-olds and exacerbating a long-standing shortage of child care in this stretch of Wisconsin.

"I've called around, searched and searched and searched, and so far, nothing," said Monigal, 27, who is eight months pregnant with her third child. "I'm getting to the point where I'd rather quit my

job and really struggle financially than keep having to worry about finding care."

Millions of parents — mothers, in particular — could soon be making similar calculations, as states run out of \$24 billion in stimulus money Congress had set aside for child care during the pandemic. That record investment has helped keep the industry afloat by propping up workers' salaries, boosting training programs and waiving family payment requirements.

Now, with the last of that money expiring this month, an estimated 70,000 child-care programs — or about one in three — could close as a result of lost funding, causing 3.2 million children to lose care, according to a study by the Century Foundation, a liberal think tank. That translates to \$10.6 billion in lost U.S. economic activity, researchers found, adding new strain to a nation already struggling with a profound lack of child care.

"It isn't just individual children or parents that will be

impacted, it's the economy as a whole," said Julie Kashen, a senior fellow at the Century Foundation. "When more than 3 million children lose care, that means all of those parents are going to have to figure out something else or reduce their work hours or leave their jobs altogether."

The expiration of federal funding comes at a precarious time for the U.S. economy, which is already slowing after a period of brisk post-pandemic growth. Job openings are at a two-year low, home sales are declining and more Americans are missing payments on car loans and credit cards. And although overall price growth is stabilizing, child-care costs have risen faster than inflation for five straight months. Experts say day-care fees, which are already among the highest in the world, are expected to rise even higher in coming months as supply dwindles.

Politicians on both sides have stressed the need for more affordable and accessible child care, but serious ob-

stacles remain. Democrats in Congress are calling for \$16 billion in emergency child care funding this year, though such efforts appear unlikely at a time when Republicans are pushing to slash safety-net programs. Meanwhile, the government is on the brink of a shutdown because of widespread disagreement over budget policies.

Despite the recent influx of federal money, the child-care industry has been teetering on the edge since the pandemic forced sudden and widespread shutdowns across the country. An estimated 20,000 child-care centers — or one in 10 nationwide — permanently closed in the first two years of the pandemic, according to the Century Foundation. Hundreds of thousands of workers lost their jobs as a result, and many more quit for less demanding, higher paying jobs. Today, the industry remains short 40,000 positions from early 2020 levels. Experts say another 232,000 jobs could be on the line as government funding

expires, just as the labor market cools. The unemployment rate rose to an 18-month high in August at 3.8%.

"This extra money, it was helping us stay on our feet," said Cynthia Davis, 53, who has a master's in early childhood education and runs a 24-hour child-care center in northwest Washington, D.C. "But now we're back in the same ditch we were in before. I can't even afford to pay myself a minimum wage."

The closure of a single facility can have large ripple effects, especially in areas with few child-care options. More than half of Americans — particularly low-income families, people of color and those in rural areas — live in "child care deserts," according to the left-leaning Center for American Progress.

Overall, the United States is already short about 3.6 million child-care slots, according to Child Care Aware, a nonprofit advocacy group.

"The pandemic laid bare and exacerbated what was already a tenuous situation in

child care," said Melissa Boteach, vice president of income security and child care at the National Women's Law Center. "The American Rescue Plan was a lifeline. And when this money dries up, it will be a slow roll toward making the country's child-care deserts even drier."

Ashton Nelson, a mother of four in Calvert County, Md., is dealing with the fallout of her children's day care closing last week. She quickly found a preschool for her 4-year-old daughter. But her son, 20 months, has been at home all week while Nelson pieces together help from grandparents, siblings and friends so she and her fiancé can go to work.

Day-care wait lists are years long, in part because so many area centers have recently closed, she said. A nanny would be too expensive. And neither Nelson, a secretary, nor her fiancé, who does maintenance work for local school systems, can work from home.

"It's one big frustrating jumble," Nelson, 32, said.

Agenda

Lebanon City Council

October 04, 2023

10. New Business:

10.B – Presentation of 2023-2024 Proposed Zoning Amendments

Background

It is staff's practice to present a set of proposed zoning amendments to the Council each fall for review and consideration. Presenting the amendments in the fall allows them to move through the required review process in time for placement on the ballot the following March, when necessary.

The current set of proposed changes are primarily process-oriented and/or are intended to address ambiguities in the existing text. Two of the proposed amendments are to bring current requirements more in line with current practice such as increasing square footage ratios for ADU's to match FHA's habitability standard; and amending the description of the Riverbank Protection District to remove properties with the Lebanon Downtown (LD) District.

Please see the attached September 26, 2023, memorandum from the Planning & Development Department, which describes the amendments in detail and outlines the process to amend the Ordinance.

Action

If the Council decides to move forward with the proposed amendments, the following motion is offered for consideration:

MOVED, that the Lebanon City Council in accordance with the City of Lebanon Zoning Ordinance, Article X, Section 1000.3, Amendment Procedures, submits the Zoning Ordinance and Zoning Map amendments as described in the Planning & Development Department memorandum titled, "2023-2024 Proposed Zoning Amendments", dated September 26, 2023 and including the accompanying red-line excerpt of amendments, to the Planning Board, Conservation Commission, and Zoning Board of Adjustment for their review and comment. The City Council hereby sets the following tentative review schedule:

Planning Board – October 23, 2023

Zoning Board of Adjustment – November 6, 2023

Conservation Commission – November 9, 2023

City Council Final Review – January 3, 2024

City Council Public Hearing – January 17, 2024

Included in this Section:

1. September 26, 2023, Memo from Planning & Development Department, including 2023-2024 Proposed Zoning Amendments



CITY OF LEBANON ~ PLANNING & DEVELOPMENT

MEMORANDUM

TO: Lebanon City Council

CC: Shaun Mulholland, City Manager
Paula Maville, Deputy City Manager

FROM: Planning and Development Department Staff

RE: 2023-2024 Proposed Zoning Amendments

DATE: September 26, 2023

Honorable Mayor and City Councilors,

The Planning and Development Department has prepared draft amendments to the Zoning Ordinance for consideration by the City Council, and requests that the proposed amendments be placed on the October 4, 2023 meeting agenda for discussion.

It is staff's practice to present a set of proposed zoning amendments to the Council each fall for review and consideration. Presenting in the fall allows the amendments to move through the required review process in time for placement on the ballot the following March, when necessary.

The current set of proposed amendments are summarized below and are highlighted in the attached redlined excerpt of the Zoning Ordinance. The new or revised text is blue and underlined. The text to be deleted is shown as ~~red with a strike-out~~.

If the Council chooses to move forward with staff's proposal, the draft amendments will be sent to the City's legal counsel and land use boards for further review. Once the review process is complete, the amendments will be scheduled for a public hearing before the City Council.

OVERVIEW OF AMENDMENTS

A. Text Amendments

1. Amend Section 213 ("Impact Fee") (see p. 1-3 of the redline) to:

- **500 square foot additions:** Collect impact fees for residential additions larger than 500 sq. ft. The proposal is intended to address a "loophole" whereby once a dwelling is completed, any future additions are exempt from impact fees regardless of the size of the addition and regardless of the size of the addition compared to the size of the original home. For example, a 1,000 sq. ft. addition to a 500 sq. ft. home would be wholly exempt from impact fees. The typical case scenario is that an applicant will show the smallest number of square feet for a project on a plan to minimize impact fee costs. Then, when finished they will finish all habitable space in the home. In one case an impact fee was based on an application of 1200 square feet, two years later the same applicant has another application for a related use and claims the home's living area exceeds 5000 square feet including

area finished in the attic, walk out basement, and above the connected garage. Closing this loophole will allow the Department to accomplish two tasks. The 1st will be closing a loophole in the code and making the impact fees fairer for all homeowners in Lebanon. 2nd when discovering unpermitted finished work in a home that exceeds 500 square feet an impact fee can be required, thereby bringing equality to the system. Closing this loophole will help build a culture of compliance with permit requirements within the community as it will encourage applicants to permit all square footage upfront and avoid having to pay the impact fee when the work is discovered.

- **Amend the waiver and appeals provisions.** The Planning Board recently had its first case where an applicant brought forward an appeal to waive school impact fees for apartments under 500 square feet that were included in the project's previous approval. After the hearing the Planning Board recommended that staff make the process of appeal easier for the applicant as there are no articulated standards that the Board had in the Zoning Ordinance to make the decision. Based upon the recommendation of the Planning Board's experience with the existing regulations, staff has brought forward several proposed reforms to the process:
 - Administrative approvals for waiver of impact fees. If the waiver is based upon easily verifiable standards such as 500 square feet or smaller, or a deed restriction then the Zoning Administrator is empowered to waive the school impact fee administratively. The standard of review is rather simple: it either meets the criteria or it does not. If the standard is met, then the waiver is granted.
 - The second classification of review contains a more subjective standard of "hardship" and as such is best left to a Board to interpret. Removing a judgement of hardship from an administrative determination leaves the Applicant a pathway to a waiver but a slightly higher bar to prove to the Board that a hardship exists and therefore a waiver should be granted.
 - The Review Board is shifted from the Planning Board to the Zoning Board. The Planning Board writes the policy and sets the impact fees, as they are the author of the impact fees the interpretation of the written policy should then shift to the Zoning Board. Hardship is a Zoning Board standard that is used in all variance cases. As such the Zoning Board is more familiar with the standard. Removing the ability for one Board to write and interpret the standard avoids ethical conflicts and makes the system more resilient. Ultimately the standard is; the Planning Board writes the impact fee policy, the Zoning Board interprets and enforces the policy.

2. **Amend Section 305A.2 ("GC-1 District Table of Uses") and Section 500 (planned developments table)** (see p. 4 and 6 of the redline) to allow Manufactured Housing Planned Unit Residential Developments (PURDs) in the GC-1 District by Conditional Use Permit from the Planning Board per Section 504 of the Zoning Ordinance. This amendment is in furtherance of a concept recently presented by DHMC to Planning staff for a single-family development utilizing a "CrossMod" product at DHMC's property on the east side of Route 120 (between Jesse's restaurant and Centerra). The "CrossMod" product (pictured below) constitutes "manufactured housing" as defined in the City of Lebanon Zoning Ordinance. The GC-1 District already allows multi-family development with density to be determined by the Planning Board through Site Plan Review. As such, Manufactured Housing PURDs is a less intensive use than those already permitted in the GC-1 and will allow for much needed affordable single unit detached home ownership opportunities to serve the City's workforce. The development remains subject to the

extensive regulatory framework for PURDs, including the requirement to provide a minimum of 50% open space, and per Section 504, a maximum permitted density of 1 unit per 5,000 sq. ft. It is the staff's understanding that DHMC will be submitting a letter to the Council in support of this amendment request.



Example of a "CrossMod" single family residence where a portion of the home is stick-built on site which meets the State Building Code, and a portion of the house is built at an off-site facility which meets HUD housing code.

3. **Amend Section 410.3 ("Description of Riverbank Protection District")** (see p. 5 of the redline) to remove properties within the Lebanon Downtown (LD) District from the Riverbank Protection District. This amendment is in tandem with an application that the City is preparing to the NH Department of Environmental Services requesting an exemption for downtown Lebanon from the provisions of the state's Shoreland Water Quality Protection Act (SWQPA). The vast majority of New Hampshire's historic downtowns in cities and towns of comparable size to Lebanon have already requested and been approved for such an exemption, which has been available since the original passage of the SWQPA's predecessor in 1991 (the Comprehensive Shoreland Protection Act). The exemption allowed by the SWQPA recognizes that New Hampshire's historic downtowns were typically built up to and around a river (or other water body) – for example, the Cocheco River in Dover, the Merrimack River in Manchester, the Nashua River in Nashua, the Androscoggin River in Berlin, and in Lebanon, the Mascoma River. What the SWQPA is intended to protect or prevent is no longer attainable in these areas and only serves as an unnecessary impediment to much needed downtown redevelopment. Likewise, the Riverbank Protection District regulations – which substantially mirror the requirements of the SWQPA – also create a regulatory barrier to downtown redevelopment without any significant benefit to the community. Please note that FEMA Flood Zone building requirements remain in effect within this area.
4. **Amend Section 610 ("Accessory Dwelling Unit (ADU)")** (see p. 7-9 of the redline). Staff brings forward several ADU reforms based upon our lived experience with the ADU regulations over the last year. The ADU standards have begun to catch on and we are seeing more homeowners seek to permit ADUs.
 - "FHA only requires that a home be marketable in the area and have adequate space necessary to assure suitable living, sleeping, cooking and dining accommodations and sanitary facilities." Traditionally, FHA underwriting has used 960 square feet as a minimum number of square feet for a house to meet the articulated standard. Thus, there is not an interpretive question about the size of the dwelling unit if 960 square feet standard is made. Based upon this 960 sq ft FHA standard staff recommends amending the size ratios for ADU calculations as the present 750 square foot standard is too small to meet a traditional FHA habitability standard. Thus, the number is proposed to be changed to allow a larger ADU to be constructed.

- Square footage calculation has been a major concern with several ADU cases currently seeking permits that are running up against the smaller ratio standards. The definition of “gross living area” in Appendix A is proposed to be amended to make the calculation clearer.
- Further, square footage ratios are increased to allow for a larger ratio-based home with a by right standard of 960 square feet, thereby resolving permitting log jams by making meeting the ratios easier for many applicants and not adversely impacting surrounding neighborhoods.
- The large 4-acre lot provision was added to ease ratio concerns and permit mass and proportionality continuity. We have several cases currently seeking approval for a larger ADU on a very large lot. The 4 acres number allows for ample room for septic and well configuration for both lots. The larger ratio of 50% of the main house creates a scenario where the Large House and Small house remain more proportional to the scale of the neighborhood and house/lot configuration. The large lot standard allows for a significant second dwelling unit to be created, often in a configuration where the primary house and the ADU appear more as neighboring houses as opposed to a Primary/ADU relationship. Consequently, allowing the larger ADU will maintain mass, proportionality and not adversely impact a neighborhood with pre-existing large lots. Additionally, if configured correctly a larger ratio may underwrite the ease of sub-dividing a lot in the future and creating a stand-alone home on its own lot that meets all the regulatory standards while fitting the character of the neighborhood.
- A clear checklist of items needed for the ADU is included to inform an applicant of the necessary submissions at the time of application. Informing the applicant before an application is made helps develop a clear understanding of timelines and necessary obligations to achieve a favorable permit outcome and generate a successful project.

5. Amend Appendix A (“Definitions”) (see p. 11-12 of the redline) to:

- “Gross Living Area” For purposes of calculating impact fees and the size of accessory dwelling units, amend the definition of “gross living area” to specify more clearly those areas of a dwelling unit – including walk out basements - that are included as part of the “gross living area”.

6. Miscellaneous minor amendments:

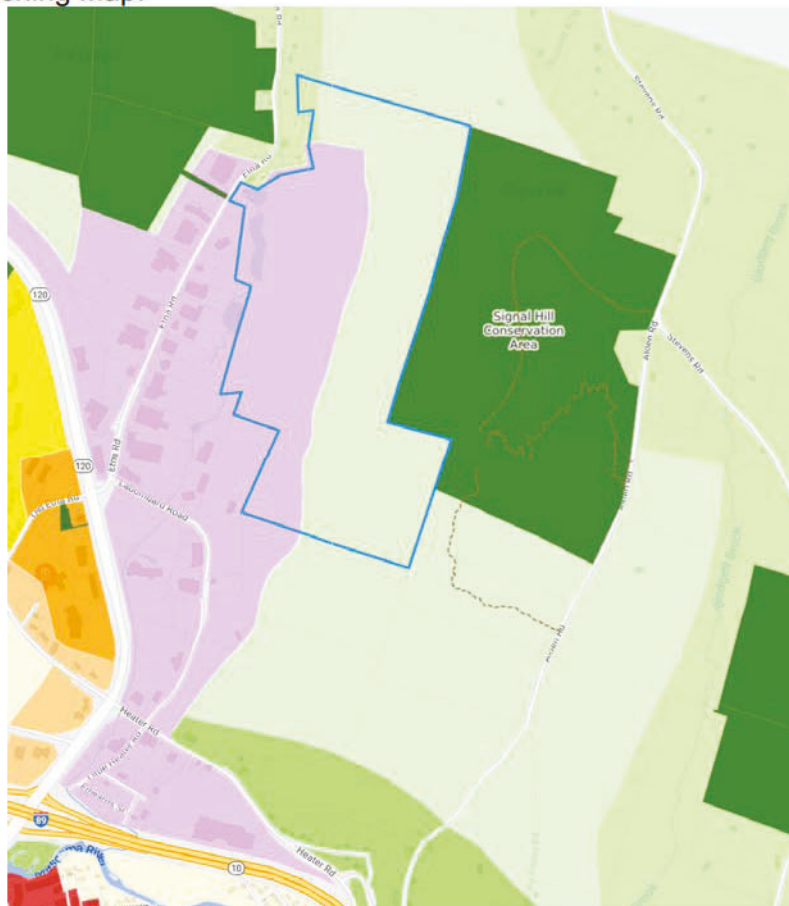
- **Amend Section 408.4 (Historic District Certificate of Approval requirements)** (see p. 4 of the redline) to clarify the activities within the Historic District that require a Certificate of Approval from the Heritage Commission.
- **Amend Section 410.2 (Riverbank Protection District enabling authority)** (see p. 5 of the redline) to remove the reference to RSA 674:21 (innovative land use controls) which implicates the cumbersome procedural requirements for innovative land use controls, and which are not currently followed by City staff in the administration of the Riverbank Protection District.
- **Amend Section 501.1.F.2.a (commercial and industrial PUD open space requirements)** (see p. 6 of the redline) to make the minimum open space requirements consistent with the minimum open space requirements of the Lebanon Subdivision Regulations (which require a minimum of 15% whereas the commercial and industrial PUD regulations only require 10%).

- **Amend Section 607.5 (off-lot parking requirements)** (see p. 7 of the redline) to require that the legal documentation securing the right to use the off-lot parking is provided as part of the Conditional Use Permit application.
- **Amend Section 801** (see p. 10 of the redline) to amend the ZBA administrative appeal procedures for consistency with state statutory requirements.
- **Amend Section 802** (see p. 10-11 of the redline) to amend the ZBA application and hearing procedures and to clarify that application fees are established pursuant to City Code Chapter 68.
- To clarify existing language and to make certain editorial changes to Section 213 ("Impact Fees"), Section 410 ("Riverbank Protection District"), Section 610 ("Accessory Dwelling Unit (ADU)"), and Appendix A (revise definitions of "child day care facility," "dwelling," "educational facility, primary/secondary," and "health club").

B. Map Amendment

7. 0 Etna Road (Tax Map 26, Lot 17) (see attachments provided by the property owner, Choice Storage, LLC, depicting the existing and proposed zoning):

Current Zoning Map:



The subject property is a +/-182 acre lot (per City assessing records) that is split-zoned IND-L and RL-3, and abuts the City's Signal Hill Conservation Area to the west (see image above). The use of the property is identified as "Rural" on the Future Land Use Map. The property owner has

requested that the Council rezone approximately 50 acres of the RL-3 portion of the property to IND-L in exchange for the rezoning of approximately 50 acres that is currently zoned IND-L to RL-3. It is the applicant's intent to transfer some of the land to be rezoned to RL-3 to the City of Lebanon for the development of recreational playing fields and has been working with the Recreation, Arts and Parks Department on preliminary concepts. Given the substantial need for recreational playing fields, staff are supportive of the applicant's request. However, it should be noted that the rezoning request cannot be made contingent on the City's acquisition of any portion of the property. The property owner has provided the attached exhibits depicting the existing and proposed zoning and will be present at the City Council's meeting on October 4th to describe the rezoning proposal in more detail as well as his current plans for the development of the property which, as staff understands it, includes a significant housing component. The proposed re-zone exchange will open an opportunity for possible development of City owned ball/soccer fields, housing options and mixed-use light industrial upon the parcel.

SCHEDULE

The procedure to adopt zoning amendments is set forth in Section 1000 of the Zoning Ordinance and is summarized below:

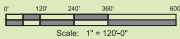
1. Staff presents amendments to City Council for initial consideration - *scheduled for the October 4, 2023 Council meeting*. Section 1000.2.A.
2. If Council decides to move forward with the amendments, they will set a tentative schedule including review by legal counsel, review before the City's land use boards, and a public hearing before the Council. Section 1000.3.A.
3. The amendments will be forwarded to the City's attorney for review. *Legal opinion expected to be received by the end of October*. Section 1000.3.B.2.
4. The amendments are forwarded to the City's land use boards for review. Sections 1000.3.B.1 and C.
 - a. Planning Board - *expected to be scheduled for the October 23, 2023 meeting*.
 - b. Zoning Board – *expected to be scheduled for the November 6, 2023 meeting*.
 - c. Conservation Commission – *expected to be scheduled for the November 9, 2023 meeting*.
5. The Council will then hold a work session to review the amendments as modified based on legal input and land use board feedback – *expected to be scheduled for the January 3, 2024 Council meeting*.
6. Finally, the Council will hold a public hearing followed by a vote on whether to adopt the amendments and/or to place amendments on the March ballot for voter consideration - *expected to be scheduled for January 17, 2024 Council meeting*. Section 1000.3.D.

Please note that the proposed amendments may be adopted by the City Council per Section 1000.4.B of the Zoning Ordinance, and do not require approval by referendum vote (subject to verification by the City's legal counsel). Per Section 1000.4, the Council does have the ability to voluntarily place any proposed amendment on the March ballot for voter approval.

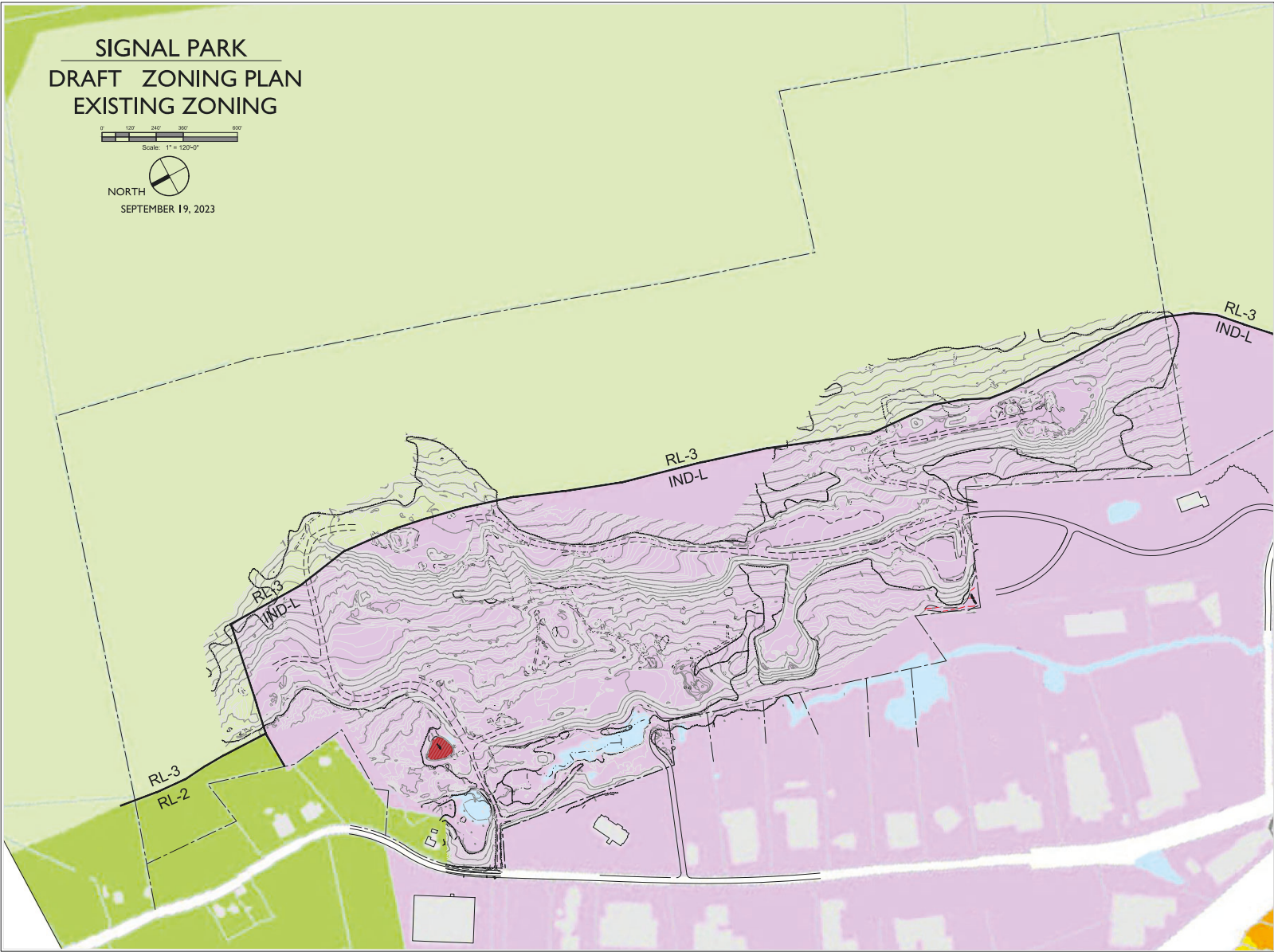
ATTACHMENTS

- 0 Etna Road (Tax Map 26, Lot 17) – existing zoning
- 0 Etna Road (Tax Map 26, Lot 17) – proposed zoning
- Redline excerpt of current Zoning Ordinance (redline last revised 9/26/23)

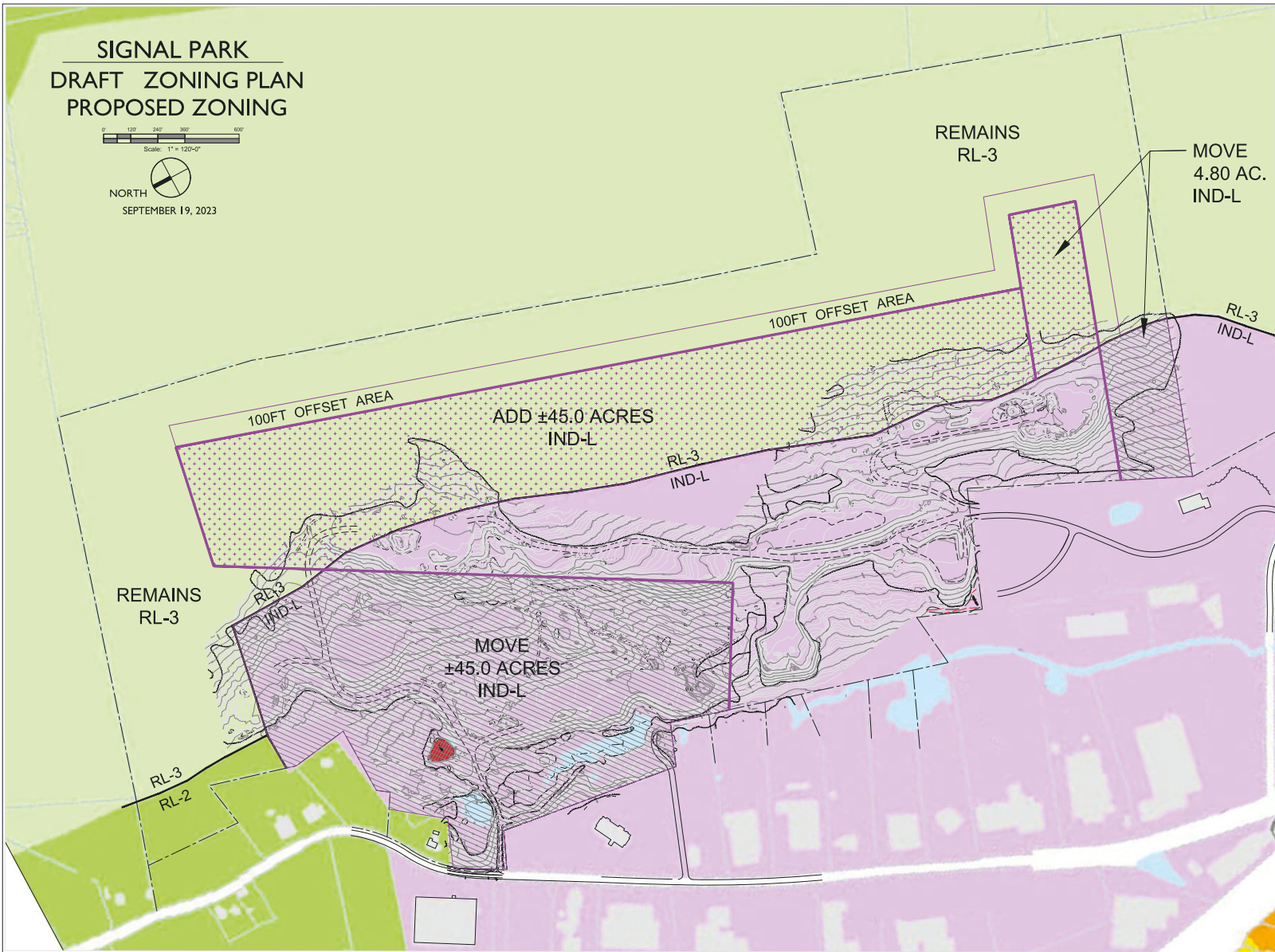
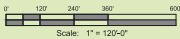
SIGNAL PARK
DRAFT ZONING PLAN
EXISTING ZONING



SEPTEMBER 19, 2023



SIGNAL PARK
DRAFT ZONING PLAN
PROPOSED ZONING



DRAFT AMENDMENTS TO THE CITY OF LEBANON ZONING ORDINANCE

ARTICLE II GENERAL PROVISIONS

[...]

SECTION 213 IMPACT FEES.

[...]

213.3 Definitions.

[...]

E. New development means an activity that results in:

- (1) The creation of a new ***dwelling unit*** or units or new ***manufactured housing***; or
- (2) The conversion of a legally existing use, or additions thereto, which would result in a net increase in the number of ***dwelling units***; or
- (3) Construction resulting in a new non-residential ***building*** or a net increase in the ***gross floor area*** of any non-residential ***building***; or
- (4) The conversion of a lawful existing use to another use if such change would result in a net increase in the demand on public capital facilities that are the subject of impact fee assessment.

(5) A net increase in a residential building's gross floor area greater than 500 square feet.

Notwithstanding the above, new development shall not include:

- a. The creation of any new-studio or one-bedroom ***accessory dwelling unit*** with a ***gross living area*** of 500 sq. ft. or less;
- b. The replacement of an existing ***manufactured housing*** unit or any existing ***dwelling unit***; or
- c. The reconstruction of a ***structure*** that has been destroyed by fire or natural disaster where there is no change in size, density, or type of use that would increase the demand on capital facilities for which impact fees are assessed.

[...]

213.8 Waivers.

A. The ~~Planning Board~~ Zoning Administrator ~~may~~ may administratively grant full or partial waivers of impact fees to an assessed property where the ~~Administrator, Board~~ based on credible evidence presented by the applicant, finds that one or more of the following criteria are met with respect to the particular public capital facilities for which impact fees are normally assessed:

~~1. A.~~—An assessed property may apply for a full or partial waiver of public-school impact fees for those residential units that are lawfully restricted to occupancy by senior citizens age 62 or over in a development that is also maintained in compliance with the provisions of RSA 354-A: 15, Housing For Older Persons. The ~~Planning Board~~ Administrator may waive school impact fee assessments on restricted-occupancy units where it finds that the ***dwelling unit*** will be bound by lawful deeded restrictions on occupancy by senior citizens age 62 or over for a period of at least 20 years.

~~2. B.~~—2. An assessed property may apply for a full or partial waiver of public-school impact fees for those studio or one-bedroom residential units that have a ***gross living*** _____ ***area*** of 500 sq. ft. or less.

B. The Zoning Board may grant full or partial waivers of impact fees to an assessed property where the Board based on credible evidence presented by the applicant finds:

1. That one or more of the following criteria are met with respect to the particular public capital facilities for which impact fees are normally assessed:

~~a. C.~~—An assessed property may apply to the ~~Planning~~ Zoning Board for a full or partial waiver of impact fee assessments imposed by this Ordinance on the basis of other contributions toward public capital facilities. The amount of such a waiver shall not exceed the value of land, facilities construction, or other contributions for public capital facilities. The value of on-site and off-site improvements which are required by the Planning Board as a result of subdivision or site plan review, and which would have to be completed by the developer, regardless of the impact fee provisions, shall not be considered eligible for waiver under this Ordinance. The value of contributions or improvements shall be credited only toward facilities of like kind, and may not be credited to other categories of impact fee assessment. All costs incurred by the City for the review of a proposed waiver, including consultant and counsel fees, shall be paid by the applicant.

~~b. D.~~—The ~~Zoning~~ Planning Board may waive an impact fee, in whole or in part where, in the opinion of the Board, such fee would ~~;~~ due to interference with constitutionally-vested rights, pose an unnecessary hardship to the applicant and waiver would not be contrary to the spirit and intent of this Ordinance.

213.9 Appeals under This Section.

A. A party aggrieved by a decision made by the Zoning Administrator relating to administrative decisions in the assessment or collection of impact fees authorized by this Section may appeal such decision to the Planning Board within 30 days of

the administrative decision, and not afterward [pursuant to section 801.1 Administrative Appeals](#).

- B. As set forth in RSA 676:5, III, a party aggrieved by a decision of the [Planning Zoning Board](#) under this Section ~~may not appeal to the Zoning Board of Adjustment, but~~ may appeal to the Grafton County Superior Court as provided by RSA 677:154, as amended.

[...]

ARTICLE III USE DISTRICTS

SECTION 305A GENERAL COMMERCIAL ONE DISTRICT (GC-1).

305A.1 Purpose.

The purpose of the GC-1 District is to provide opportunities for a mix of commercial and multi-family residential uses within close proximity to regional employers, public transportation routes, and pedestrian and biking trails. The GC-1 District is intended to provide for uses that are compatible with the limited access design of Route 120, and which would tend to retain and enhance the existing character of the area. New multi-family housing is encouraged to provide convenient access to major centers of employment, to facilitate future economic growth along the Route 120 corridor, and to complement the existing array of services and amenities within walking or biking distance of the GC-1 District.

305A.2 Table of Uses.

<u>Permitted Uses</u>	<u>Uses by Conditional Use Permit</u> (see Section 302.4)
<u>Residential</u> 1. Multi-family dwelling (see Section 305A.4) <u>Commercial/Non-Residential</u> 2. Dwelling unit(s) above first floor 3. Essential service 4. Financial institution 5. Group day care facility per Section 604 6. Office 7. Personal service 8. Renewable energy system per Section 612	<u>Commercial/Non-Residential</u> 1. Alternative treatment center per Section 613 2. Drycleaning pick-up station 3. Educational facility, college/university 4. Inpatient rehabilitation facility 5. Light industry 6. Research laboratory 7. Restaurant , sandwich shop 8. Retail store <u>Planned Developments</u> 9. Commercial PUD per Section 501 10. Manufactured Housing PURD per Section 504

[...]

ARTICLE IV OVERLAY DISTRICTS

[...]

SECTION 408 HISTORIC DISTRICT.

[...]

408.4 Certificate of Approval Required.

A Certificate of Approval shall be obtained from the Heritage Commission in the manner set forth herein prior to the commencement of any of the following activities within any Historic District:

- A. The construction of any new **building**;
- B. The addition to, alteration, or repair of any existing **building** which would require the issuance of a building permit pursuant to the provisions of the Lebanon Building Code, unless such addition, alteration, or repair does not, ~~in any way,~~ materially alter the exterior of such **building**;
- C. The following activities, whether or not a building permit is required for such activities:
 - 1. Roofing or re-roofing if the roof plane is changed;
 - 2. Siding, including new and re-siding, if it involves a change of design or materials;
 - 3. Replacement of doors and windows if it involves fenestration changes in the size, location, or number of openings in the exterior or facade of a **building**.
 - 4. Replacement or enclosure of porches, decks, and patios if it involves an architectural change in size, location, design, and/or materials;
 - 5. Replacement of exterior stairs, landings, and overhangs if it involves a change in size, location, design, and/or materials;
 - 6. Demolition or moving of a **building** or **accessory building**.

No building permit (when applicable) shall be issued prior to the receipt of a Certificate of Approval for the above-described activities.

[...]

SECTION 410 RIVERBANK PROTECTION DISTRICT.

[...]

410.2 Authority.

This section of the Zoning Ordinance is adopted pursuant to the authority granted by RSA 483-B:8, Shoreland Water Quality Protection Act: Municipal Authority, ~~and~~ and RSA 674:16,

Grant of Power to Zone; ~~and RSA 674:21, I(j), Innovative Land Use Controls: environmental characteristics zoning.~~

410.3 Description of the Riverbank Protection District.

The Riverbank Protection District includes all areas in the City that are located within an area beginning at the **ordinary high water mark** of the following designated **public rivers**, streams, and lakes:

- (1) Connecticut River
- (2) Mascoma River, except where abutting the Lebanon Downtown (LD) District
- (3) Stoney Brook
- (4) Blodgett Brook
- [...]

as identified by the United States Geological Survey, and depicted on the official Lebanon Riverbank Protection District Overlay Map, and extending inland to fifty (50) horizontal feet, with septic waste systems and fuel storage restrictions extending to one hundred and twenty-five (125) horizontal feet, as set forth in 410.7.F and 410.7.H.

[...]

ARTICLE V SUBDIVISIONS AND PLANNED DEVELOPMENTS

SECTION 500 GENERAL.

[...]

- B. [...] Planned developments shall be permitted in accordance with the following table:

District	PURD per Section 501.2	PRec per Section 501.3	Industrial PUD per Section 501.4	Commercial PUD per Section 501.4	<i>Manufactured Housing PURD</i> per Section 501.24 / <i>Manufactured Housing Park</i> per Section 503	Recreational Camping Parks per Section 505	<i>Medical Center Complexes</i> per Section 506	<i>Planned Business Park</i> per Section 508	<i>Cottage Development</i>
IND-L			CUP					CUP	
IND-RA			CUP					CUP	
GC				CUP					
GC-1				CUP	<u>CUP</u> <u>(Manufactured Housing PURD per Section 501.2 only)</u>				
CB				CUP					
LD									
R-1	CUP				CUP / P				CUP
R-2	CUP								CUP
R-3	CUP*								CUP
R-O	CUP								CUP
R-O-1	CUP								CUP
PB						SE			

RL-1	CUP *	CUP			CUP / P	SE			
RL-2	CUP *	CUP			CUP / P	SE			
RL-3	CUP *	CUP							
MC				CUP			P		

P = permitted

SE = **special exception** required

CUP = **conditional use** permit required

*Subject to Section 501.2.B.1.

SECTION 501 PLANNED UNIT DEVELOPMENT (PUD).

501.1 General Requirements.

[...]

F. Open Space.

[...]

2. Minimum Required Open Space.

[...]

- a. Commercial or Industrial PUD. At least ~~ten (10)~~ 15% percent of the property utilized for a Commercial or Industrial PUD shall be preserved as Open Space. None of the **curtilage** of a **principal building** shall be used to meet the ~~10 percent~~ 15% criteria.

[...]

ARTICLE VI ADDITIONAL STANDARDS FOR SPECIFIC USES

[...]

SECTION 607 PARKING.

[...]

607.5 Off-Lot Parking.

Parking shall be provided on the same **lot** as the use for which the parking is accessory, except as follows:

- A. In the IND-L, IND-H, IND-RA, GC, GC-1, CB, LD, RO, RO-1, PB, and MC Districts, the Planning Board may approve private off-lot parking as a **conditional use** permit. Instead of the findings required by Section 302.4, the Board shall determine that:

[...]

4. Such parking arrangements are either permanently deeded and recorded or conveyed by an irrevocable 99-year lease or some other legal

instrument, acceptable to an attorney representing the City, and submitted with the Conditional Use Permit application for approval by the Planning Board. Such legal agreement shall ~~that will~~ ensure that such parking arrangement will remain as long as the need exists.

[...]

- B. For conversions of **one-** or **two-family dwellings** to **multi-family dwellings** or where adding additional **dwelling units** to an existing **multi-family dwelling**, the Planning Board may approve private off-lot parking, as a **conditional use** permit. Instead of the findings required by Section 302.4, the Board shall determine that:

[...]

5. Such parking arrangements are permanently and irrevocably deeded and recorded or conveyed by an irrevocable 99-year lease or some other legal instrument, acceptable to an attorney representing the City, and submitted with the Conditional Use Permit application for approval by the Planning Board. Such legal agreement shall ~~that will~~ ensure that such parking arrangement will remain as long as the need exists.

[...]

SECTION 610 ACCESSORY DWELLING UNIT (ADU).

Accessory dwelling units are intended as an option for homeowners to offer separate and independent living space for their extended families, or to offer small **dwelling units** as rentals to offset the expense of maintaining the **dwelling**.

An **accessory dwelling unit** shall comply with the following criteria:

- A. An **ADU** is allowed on any **lot** in any zoning district with a **one-family dwelling**. For lots in any zoning district with a **two-family dwelling**, a detached or attached ADU is allowed. Only one such **ADU** is permitted per **lot**. The dwelling unit density requirements of the underlying zoning district shall not apply to ADUs.
- B. ~~The~~ If attached, the appearance and character of the existing or proposed **ADU** shall remain single family in nature if converting a one-family dwelling to a one-family dwelling with an ADU, and shall remain two-family in nature if converting a two-family dwelling to a two-family dwelling with an ADU. If detached, the ADU shall maintain the primary building's architectural style, a proportional mass, size, and height to ensure it is not taller than the principal building on the lot. A detached ADU may be permitted to be taller than the principal building by special exception.
- C. The property owner must occupy one of the **dwelling units** as their permanent residence. A temporary leave of absence of no more than four (4) months by the property owner is allowed, provided the owner-occupied unit is not rented or occupied by anyone other than the property owner during the temporary leave or absence.

Prior to the issuance of a zoning/~~building~~-permit, the owner shall record in the Grafton County Registry of Deeds an ~~acknowledgment of the above owner-~~

~~occupancy requirement~~ Accessory Dwelling Unit Owner Occupancy Restriction, in a form satisfactory to the Zoning Administrator, in order to put prospective buyers on notice of the prohibition against renting out both units. All recording fees shall be the responsibility of the applicant.

- D. The **ADU** must be located in the same **building** as the principal **dwelling unit(s)** unless the **lot** meets or exceeds the minimum required lot size for the respective zoning district. If the **lot** meets or exceeds the required minimum lot size, the **ADU** may be located in a separate detached accessory **structure** such as a garage or barn, provided the existing accessory **structure** conforms with the minimum required **yard** requirements for the respective zoning district. An **ADU** may also be in a new **structure**. By **special exception**, the Zoning Board of Adjustment may allow an **ADU** to be located in a detached **structure** on a **lot** that is non-conforming to the minimum lot size and/or to be allowed in an existing accessory **structure** that is legally non-conforming to the applicable minimum yard requirements.
- E. If the **ADU** is located within or by an addition to the existing **principal building**, an interior door shall be provided between the **ADU** and the principal **dwelling unit** or between the **ADU** and one of the principal **dwelling units** if the principal building is a **two-family dwelling**.
- F. If applicable, the owner must seek a permit from the State of NH Dept. of Environmental Services Subsurface Systems Bureau, in accordance with NH RSA 485-A:38, for any increased load on an existing sewage disposal system as a result of the addition of an **ADU** to the **lot**.
- G. Size of ADU.

1. ~~O~~C~~onversion of one-family dwellings~~s:- If the **gross living area** of the principal **dwelling unit** is 1,500 square feet or less, the **gross living area** of the **ADU** may be no greater than ~~65~~50% of the **gross living area** of the principal **dwelling unit**. If the **gross living area** of the principal **dwelling unit** is greater than 1,500 square feet, but less than 3,000 square feet, the **gross living area** of the **ADU** shall not exceed ~~960~~750 square feet. If the principal **dwelling unit** is greater than 3,000 square feet, the **gross living area** of the **ADU** can exceed ~~960~~750 square feet provided the **ADU** is no greater than ~~33~~25% of the **gross living area** of the principal **dwelling unit**. If the ADU is located on a parcel of land greater than 4 acres a detached ADU can exceed 960 square feet provided that the detached ADU is no greater than 50% of the gross living area of the principal dwelling unit.
2. ~~T~~C~~onversion of two-family dwellings~~s. If the **gross living area** of the smaller of the two principal **dwelling units** is 1,500 square feet or less, the **gross living area** of the **ADU** may be no greater than ~~65~~50% of the **gross living area** of the smaller of the two principal **dwelling units**. If the **gross living area** of the smaller of the two principal **dwelling units** is greater than 1,500 square feet, but less than 3,000 square feet, the **gross living area** of the **ADU** shall not exceed ~~960~~750 square feet. If the smaller of the two principal **dwelling units** is greater than 3,000 square feet, the **gross living area** of the **ADU** can exceed ~~960~~750 square feet provided the **ADU** is no greater than ~~33~~25% of the **gross living area** of the smaller of the two principal **dwelling units**.

~~H. A detached **ADU**, if permitted under paragraph B above, shall maintain a proportional mass, size, and height to ensure it is not taller than the **principal building** on the lot. An **ADU** may be permitted to be taller than the principal building by **special exception**.~~

~~H.~~ Any necessary additional entrances or exits to the **principal building**, to serve the **ADU**, shall be located to the side or rear of the **building**. All new or altered **structures**, intended to be used as an **ADU**, must be located behind the **front building line** of the existing **principal building** except by **special exception** if the Zoning Board finds that the placement of the **ADU** on the **lot** will not adversely affect the character of the neighborhood; traffic on roads and highways; safety of pedestrians, and will not create a hazard or nuisance to abutting property owners.

~~J.~~ In addition to the two (2) parking spaces required for each principal **dwelling unit**, one (1) additional parking space for the **ADU** must be provided.

~~K.J.~~ An **ADU** located within the **principal building** shall have interconnected smoke and carbon monoxide alarms.

K. An ADU Permit application submission shall include a minimum of the following materials and exhibits demonstrating compliance with the applicable Zoning Ordinance requirements:

1. Existing and proposed site conditions and parking plan.

2. Existing and proposed floor plans for all dwelling units and structures.

A. If applicable this floor plan shall show compliance with ADU entrance, interconnection and smoke and carbon monoxide alarm plan requirements.

3. A gross living area square footage calculation which includes existing and proposed floor plans, and a square footage calculation for both the primary dwelling and ADU demonstrating adherence with 610.G ADU Size pursuant to the definition of gross living area within Appendix A Definitions.

4. A signed, recordable "Accessory Dwelling Unit Owner Occupancy Restriction"

5. A bank or business check or money order for all recording fees made payable to the Grafton County Registry of Deeds.

6. If applicable a copy of the State of NH Dept. of Environmental Services Subsurface Systems Bureau Approval and plans.

7. If applicable a Water Connection Permit Application.

8. If applicable a Sewer Connection Permit Application.

9. Impact Fee Invoice Acknowledgment.

[...]

ARTICLE VIII BOARD OF ADJUSTMENT

[...]

SECTION 801 POWERS AND DUTIES.

The powers and duties of the Board shall be as prescribed by NH RSA 674:33, as amended. The powers and duties are:

801.1 Administrative Appeals.

~~To hear and decide appeals where it is alleged there is error in any order, requirement, decision, or determination made by any administrative official in the enforcement of this Ordinance, as~~ As set forth in RSA 676:5, I, appeals to the Board concerning any matter within the Board's powers as set forth in RSA 674:33 may be taken by any person aggrieved or by any officer, department, board, or bureau of the municipality affected by any decision of the administrative officer. In exercising this power, the Board may reverse or affirm, wholly or partly, or may modify the order, requirement, decision, or determination appealed from and may make such order or decision as ought to be made, and to that end shall have all powers of the officer from whom the appeal is taken.

For the purposes of this section:

(a) The "administrative officer" shall mean the Zoning Administrator.

(b) As set forth in RSA 676:5, II, a "decision of the administrative officer" includes any decision involving construction, interpretation or application of the terms of the Zoning Ordinance. It does not include a discretionary decision to commence formal or informal enforcement proceedings, but does include any construction, interpretation or application of the terms of the Zoning Ordinance which is implicated in such enforcement proceedings.

An appeal under this section shall be taken within 30 days of the date of the administrative decision being appealed, or within 30 days of the time that the person filing the appeal know or had reason to know that the administrative decision had been made. The effect of an appeal shall be as set forth in RSA 676:6.

[...]

SECTION 802 BOARD PROCEDURES.

802.1 Applications.

Applications to the Board for an administrative appeal, **variance**, **special exception** or equitable waiver shall be made on forms provided by the Board in compliance with procedures established by the Board.

- A. Fees: The application shall be accompanied by whatever fees are required by ~~the Board to defray the costs.~~ Chapter 68 of the City Code.
- B. Plans and Information: The application shall be accompanied by whatever plans and other information are required by the Board including but not limited a scaled plan of the subject property identifying existing and proposed conditions and improvements, and a business operations plan, if applicable.

[...]

802.3 Hearing Procedure.

[...]

- D. Conflicts of Interest: Conflicts of interest are governed by RSA 673:14, [the City of Lebanon Ethics policy \(ADM-108, as amended\)](#), and [the Board's Rules of Procedure](#). No member of the Board shall sit upon the hearing of any question which the Board is to decide in a judicial capacity if that member would be disqualified for any cause to act as a juror upon the trial of the same matter in any action at law. Reasons for disqualifications do not include exemption from service as a juror or knowledge of the facts involved gained in the performance of the member's official duties. If a member is disqualified or unable to act in any particular case pending before the Board, the chairman shall designate an alternate to act in his place.

[...]

802.4 Decisions of the Board.

~~In exercising its powers the Board may reverse or affirm, wholly or in part, or may modify the order, requirement, decision, or determination appealed from and may make such order, or decision as ought to be made and, to that end, shall have all the powers of the administrative official from whom the appeal is taken.~~

[...]

APPENDIX A DEFINITIONS

[...]

DWELLING: A [building, or space within a building](#), designed for and used primarily by one or more families for living quarters [including permanent provisions for sleeping, eating, cooking and sanitation](#), but not including recreational vehicles (RVs), **manufactured housing**, trailers of any kind, **hotels, motels, group residences, lodging houses**, institutional homes, residential clubs, or other commercial accommodations offered for occupancy.

[...]

EDUCATIONAL FACILITY, PRIMARY/SECONDARY: A public or private school offering instruction at the primary and/or secondary school levels in the branches of learning and study required to be taught in the public schools of the state of New Hampshire. This term shall include preparatory schools [and progressive schools and shall not include group day care facilities](#).

[...]

GROSS LIVING AREA: The total area of above-grade residential space ~~of a~~ [within a dwelling unit as measured using exterior building dimensions, with a ceiling height of 7 ft. or greater, excluding unheated areas such as enclosed or open porches, covered or open decks, outside stairs, and balconies, garages, or other unenclosed areas. Gross living area does not include the area within a garage, deck or other unenclosed area. The floor area of a walk-out basement with a ceiling height of 7 feet or greater shall be included.](#)

[...]

- A. **CHILD DAY CARE FACILITY**: A day care center, a day nursery, a private nursery school or kindergarten, a child development center, a play group, a head start center, ~~progressive school~~ or any other facility which cares for seven (7) or more children under the age of 16 for a part but not all of a 24 hour day. This term shall not include primary/secondary educational facilities.

Such facilities may be privately operated or sponsored by a house of worship, social agency, cooperative group or a community or by a public agency other than public schools.

[...]

HEALTH CLUB: An establishment that provides indoor and/or outdoor exercise facilities, programs, instruction and/or training related to fitness, wellness, aerobics, weight lifting, court sports, and/or swimming, ~~as well as~~ and which may also include locker rooms, showers, massage rooms, saunas, and/or related **accessory uses**. This term shall not include any **local government use**.

[...]

STRUCTURE: Anything constructed or erected with a fixed location on the ground, or attached to something having a fixed location on the ground. The term includes, but is not limited to, buildings, swimming pools, tennis courts, manufactured homes, wind and solar energy facilities, satellite dishes and antenna. The term does not include bus stops and minor installations such as fences less than three and a half feet high, agricultural and safety fences, mail boxes, flagpoles and children's play equipment, nor does it include subsurface waste disposal systems.

[...]

Agenda

Lebanon City Council

October 04, 2023

10. New Business:

10.C – Downtown Redevelopment-Parking Lots Behind City Hall

Background

The redevelopment of the municipally owned parking lots behind City Hall was identified as an opportunity for economic development in the 2016 Downtown Visioning Study. In late Summer 2021, the Economic Development Commission (EDC) was tasked with reviewing options and making recommendations to the City Council. The EDC and the Downtown TIF Advisory Board met in September of 2021 to work together on the issue. The City Council was presented with a proposed Request for Expressions of Interest (RFEI) on August 3, 2022. The City Council requested the City Manager to issue the RFEI. The RFEI was issued, and three proposals were received for review. Both the EDC and the Downtown TIF Advisory Board reviewed the proposals.

This past June, both boards were asked by the City Council to re-review redevelopment possibilities for the 20 Spencer Street property which both boards did and made a recommendation to the Council. No further action has been taken by either board relative to the RFEI for the parking lots behind City Hall.

Redevelopment of the municipal parking lots is listed in the City's Strategic Plan under section 8.5.2. The City Manager is requesting guidance from the City Council as to what the next step should be in the process if any additional steps are warranted at this time.

Action

The City Manager is requesting the City Council to provide further guidance regarding the redevelopment of the municipal parking lots behind City Hall.

Included in this Section:

1. PowerPoint Presentation – Potential Redevelopment of Downtown Lower Parking Lots
2. August 19, 2022 Request for Expressions of Interest – Downtown Lebanon Development Opportunity
3. November 2016 [Lebanon Downtown Vision Plan and Tunnel Assessment](#)



Potential Redevelopment of Downtown Lower Parking Lots

Joint Meeting of Economic Development Commission &
Lebanon Downtown TIF Advisory Board

January 26, 2022

February 16, 2022



Potential Redevelopment of Downtown Lower Parking Lots

- 2016 Visioning Study
- 2012 Master Plan
- Smart Growth Concepts
- Floodplain Requirements
- Shoreland Protection Restrictions
- Parking Utilization/Need
- Sample Agreements/Consultant Assistance
- Stakeholder Engagement
- Other Issues...



Potential Redevelopment of Downtown Lower Parking Lots

Lower Parking Lot Redevelopment Effort

	1/26 4-5:30	2/16 4-5:30	Need to discuss meeting frequency and duration									
	mtg 3	mtg 4	mtg 5	mtg 6	mtg 7	mtg 8	mtg 9	mtg 10	mtg 11	mtg 12		
What should development in the lower parking lots look like?												
Review 2016 Downtown Visioning Study Recommendations/Opportunities												
Review City Master Plan (Ch. 1, 3, 6, 7, ...)												
Review Smart Growth Concepts												
Floodplain Review												
Shoreland Urban Exemption Request												
Review Previous 2014 and 2017 Parking Utilization Studies												
Undertake 2022 Parking Utilization Study												
Determine Quantity of Parking Necessary for Residential Development												
Review Sample P3 Agreements (Nashua)												
Involve potential consultant?												
Determine Value of Property												
Determine Process Cost and Cost Centers												
Stakeholders (CCBA, LHA-Rogers House, Ledyard Charter School, Osher, UVBA, others)												
Develop Draft Request for Interest/Proposals (RFI/RFP) by June 30, 2022?												
Present Draft RFI/RFP to City Council for approval prior to advertising												
Advertise RFI/RFP												
Review RFI/RFP responses												
Submit recommended Proposal/Developer to City Council for Review and Approval												
Prepare and Negotiate Development Agreement/MOU												



Potential Redevelopment of Downtown Lower Parking Lots

- **2016 Visioning Study**
- 2012 Master Plan
- Smart Growth Concepts
- Floodplain Requirements
- Shoreland Protection Restrictions
- Parking Utilization/Need
- Sample Agreements/Consultant Assistance
- Stakeholder Engagement
- Other Issues



Potential Redevelopment of Downtown Lower Parking Lots

2016 Visioning Study

“...to identify and assess, through citizen engagement and professional analysis, the range of alternatives and feasibility for revisioning the downtown, and to enhance the appearance and functionality of the area.”





Potential Redevelopment of Downtown Lower Parking Lots

2016 Visioning Study – what's been done so far?

- Downtown TIF District Created (and TIF Advisory Board)
- 20 Spencer Street RFP Advertised / Development Agreement Executed
- Spencer Street Reconstruction (Substantially complete)
- Downtown Tunnel / Plaza Rehabilitation (Substantially complete)
- Lebanon Downtown (LD) Zoning Regulations created; Site Plan Regulations Amended
- Hanover Street (Conceptual Redesign Started; CIP Project - out years)
- Enhanced Use of Pedestrian Mall/Public Spaces, and Several New Developments/Proposals adding vibrancy (Three Tomatoes, Salt Hill, OSHER @Dartmouth, NE Sports Park, Nexus Festival, Housing Units, Geokon expansion, ...)



Potential Redevelopment of Downtown Lower Parking Lots

2016 Visioning Study

Key Concepts:

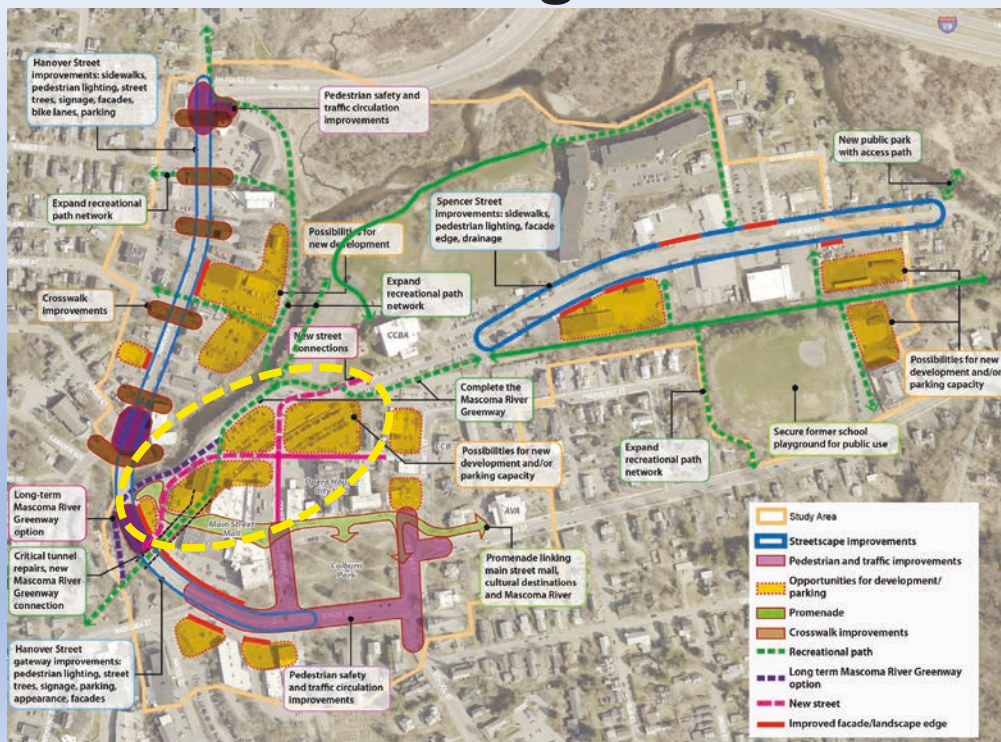
- Create the Downtown Arts Walk
- Seek Mixed Use and Infill Development that Enhances the Vibrancy of Downtown
- Complete the Mascoma River Greenway with New Riverfront and Tunnel Segments
- Welcome People Downtown with an Attractive Hanover Street Gateway
- Connect Downtown, Neighborhoods and Recreation with a More Walkable, Bikeable Street and Path Network
- Create Organizational Capacity



Potential Redevelopment of Downtown Lower Parking Lots

2016 Visioning Study

“There is great potential to infill the downtown with development that could contribute programming and vibrancy by expanding sensitive mixed-use development ‘opportunity sites’”.





Potential Redevelopment of Downtown Lower Parking Lots



DISTRICT

PROGRAM DESCRIPTION

Mall area,
nearer term

21,000-28,000sf mixed-use development in one 3-4 story building at the Mascoma Overlook (2-5 stores/restaurants and either 15-25 housing units or 15,000-25,000sf office space). Displace approximately 40 of 110 parking spaces currently available along Hanover Street; accommodate this with improved wayfinding and parking time restriction encouraging greater use of parking north of Mall.

Mall and Flynn
Street area,
longer-term

80,000-160,000sf housing or mixed-use development Street area, in two 3-4 story buildings featuring Mascoma River views (up to 150 housing units, or fewer units combined with office/educational and/or retail use). Up to about 30,000sf of this may be developed without need for parking structure; shared-use parking structure likely necessary for greater amounts of development. Achieving higher end of range requires removing existing buildings at 45 Hanover Street.

Spencer Street

120,000-150,000sf of housing and/or office/flex space. Approximately 60,000sf of this possible at DPW site, with the remainder on 3+ additional sites. Surface parking assumed.

North Hanover

25,000-30,000sf of housing and/or retail on two or more infill sites. Surface parking assumed.

Hanover and
Mascoma Street,
near Fire Station

25,000-35,000sf retail and/or housing. Surface parking assumed.



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan

- Chapter 1: Introduction
- Chapter 2: Land Use
- Chapter 3: Lebanon Central Bus. District
- Chapter 6: Economic Development
- Chapter 7: Housing

MASTER PLAN City of Lebanon 2012

*a comprehensive plan to implement
the community vision for 2030*

Adopted by the Lebanon Planning Board
March 26, 2012





Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Introduction (Ch.1)

- Highlights Resident Support of Smart Growth Principles
- Outlines “Principles for a Sustainable Community” adopted by City Council on Feb. 18, 2009:
 - *Sense of Place:*
 - “Revitalizing and supporting our two downtowns ... helps maintain key focal points for community activity.”
 - *Intelligent, Coordinate Development and Transportation:*
 - Avoid sprawling development; Coordinate infill development; Develop attractive, human-scale, mixed-use, walkable-bikeable neighborhoods.
 - *Economic Vitality:*
 - “The continued vitality of our local economy depends on proactively positioning our community for a changing world.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Land Use (Ch.2)

Downtowns and Core Developed Areas (2 | B-3)

“As it is recognized that healthy and vibrant centers boost the quality of life and economic health of communities, land use planning in Lebanon should continue to support downtown revitalization, to focus growth within our core developed areas, and to promote development in accordance with the principles of sustainability and smart growth.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Land Use (Ch.2)

Outcomes & Strategies (2 | E)

- Promote balanced land use that preserves the City's outlying rural character and directs development toward its urban and densely settled residential cores. [2.1.S1]
- Encourage new housing to be located close to urban centers and infrastructure and to positively contribute to existing neighborhoods. [2.2.S1]
- Encourage development close to existing urban centers to minimize road construction and maintenance requirements, and to promote pedestrian traffic and transit use. [2.2.S2]
- Allow for appropriate infill and increased density within existing neighborhoods while preserving neighborhood character. [2.3.S1]
- Support continued mixed-use development within the central business districts that combines commercial ground-level storefronts with upper-story offices and residential units. [2.3.S5]
- Support efforts to protect and restore the Mascoma River to its natural state, and to promote the river as a scenic and recreation asset. [2.4.S2]



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Lebanon CBD (Ch.3)

Vision & Purpose (3|A)

“Downtown Lebanon shall continue to be a vibrant part of the community – a crossroads where residents and visitors work, meet, shop, learn, participate in local governance, and share in a good quality of life and a firm sense of community and belonging. The City of Lebanon seeks to promote and enhance downtown Lebanon as a vital business, social and recreational center of the community while preserving its historic “small-town” atmosphere.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Lebanon CBD (Ch.3)

Future Challenges & Opportunities – Economic Development (3 | D-2)

“The key goal of economic development within the CBD should be to establish a critical mass of activity while reinforcing the mix of uses, improving public awareness of what downtown Lebanon has to offer both within the City and region, making downtown an attractive and convenient location to visit, and enhancing the competitive position of the CBD within the City and region. Critical mass results when a collection of retail and commercial establishments generate a level of customer traffic that attracts other businesses to locate in the area.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Lebanon CBD (Ch.3)

Future Challenges & Opportunities – Housing (3 | D-6)

“The Lebanon CBD has a mix of commercial, institutional, and civic and public uses, but a major land use within Lebanon’s Central Business District is housing. Having a concentration of housing in and around the CBD (infill and mixed use) contributes to the pedestrian scale of the community and the historic “small-town” feeling.”

“The location of additional workforce and other housing opportunities in proximity to the professional, cultural, and service-oriented uses that currently exist within the CBD, will foster the vibrancy of the downtown and a healthy local economy.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Lebanon CBD (Ch.3)

Outcomes & Strategies (3 | E)

- Support economic development in the CBD. [3.1.S1]
- Support the Lebanon CBD supporting the infill, redevelopment, and expansion of uses in this district... [3.1.S4]
- Encourage mixed-use, increased densities, and infill development to maintain vitality and maximize use of space as well as promoting increased density of under-utilized or defunct properties with mixed uses. [3.1.S5]
- Enhance the vitality of the Lebanon CBD with high-quality community facilities, architecture, landscape, and urban design. [3.1.S6]
- Ensure that there is a diversity of housing in and around the Lebanon CBD. [3.1.S20]
- Provide higher-density housing while protecting the historical character and scale of the CBD. [3.1.S21]
- Focus on the Mascoma River and highlight it through urban design. [3.1.S26]



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Economic Development (Ch.6)

Future Challenges & Opportunities – Central Business Districts (6|D-2)

“The City should encourage mixed uses of structures in both CBDs, for instance combining ground floor storefronts with upper-story residential units. Collocating compatible professional, residential and commercial uses encourages people to live where they work, fostering a vibrant downtown and healthy local economy.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Economic Development (Ch.6)

Outcomes & Strategies (6 | E)

- Encourage City government to take a more organized and active role in promoting sustainable economic development. [6.1.S2]
- Continue the progress of revitalizing the City's two Central Business Districts. [6.1.S3]
- Support the revitalization, infill, and increased mix of uses in existing non-residential, locations. [6.1.S5]
- Examine existing non-residential areas to identify opportunities for more intensive redevelopment or infill. [6.1.A5]
- Review and amend the City's Zoning Ordinance as needed to encourage more intensive redevelopment of existing residential and non-residential areas and to discourage development in undeveloped areas. [6.1.A7]
- Seek growth and development that preserves or, ideally, enhances Lebanon's quality of life. [6.3.S1]
- Encourage housing in the upper floors of downtown buildings. [6.3.S5]



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Housing (Ch.7)

Issues & Priorities – Housing Needs (7|B-1)

“Lebanon’s continued economic vitality is dependent on the availability of housing that is affordable for the City’s workforce. Not only does the City’s housing stock need to expand as the economy grows, but the homes need to match the needs and means of those new workers and their families. As residents’ housing needs will change over their lifetimes, the City needs to provide a diversity of housing options so that people at all stages of life can live in Lebanon. While ownership of a single-family home will remain the preferred choice for many households, other types of housing will be needed to attract and retain a diverse population, achieve higher density development, increase the supply of affordable homes, meet the housing needs of both younger and older residents, and provide housing to residents with special needs.”



Potential Redevelopment of Downtown Lower Parking Lots

2012 Master Plan: Housing (Ch.7)

Outcomes & Strategies (7|E)

- Revise zoning in downtown and commercial areas for mixed use to encourage second floor apartments and redevelopment with infill, as well as employer-provided housing. [7.1.A2]



Potential Redevelopment of Downtown Lower Parking Lots

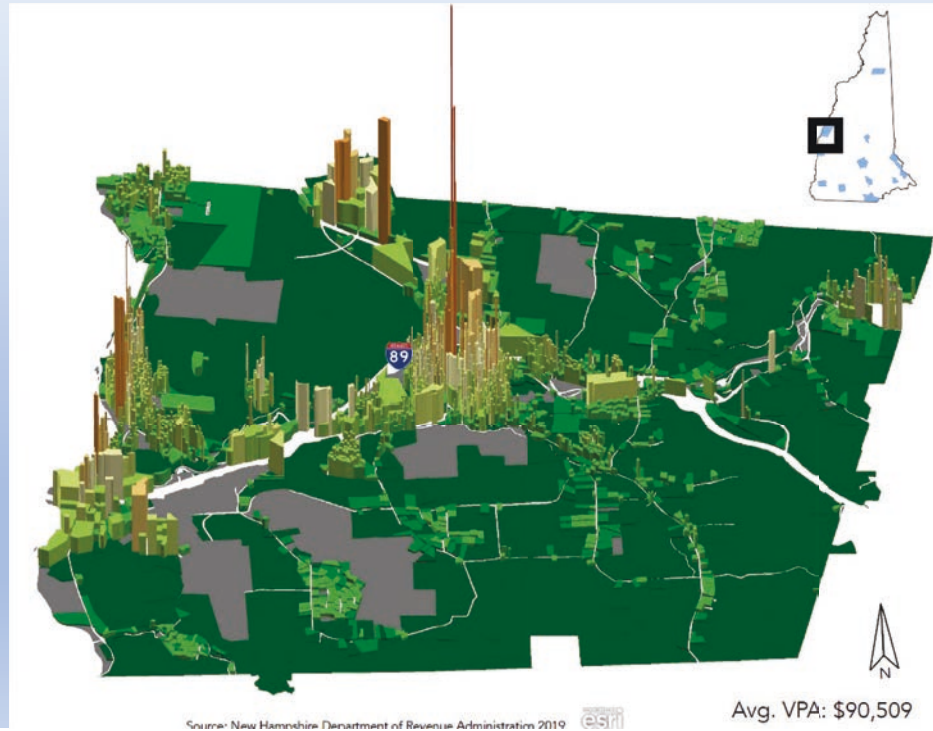
Smart Growth – Basic Principles

1. Mix Land Uses
2. Take Advantage of Compact Design
3. Create a Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with a Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas
7. Direct Development Toward Existing Communities
8. Provide a Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, and Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions



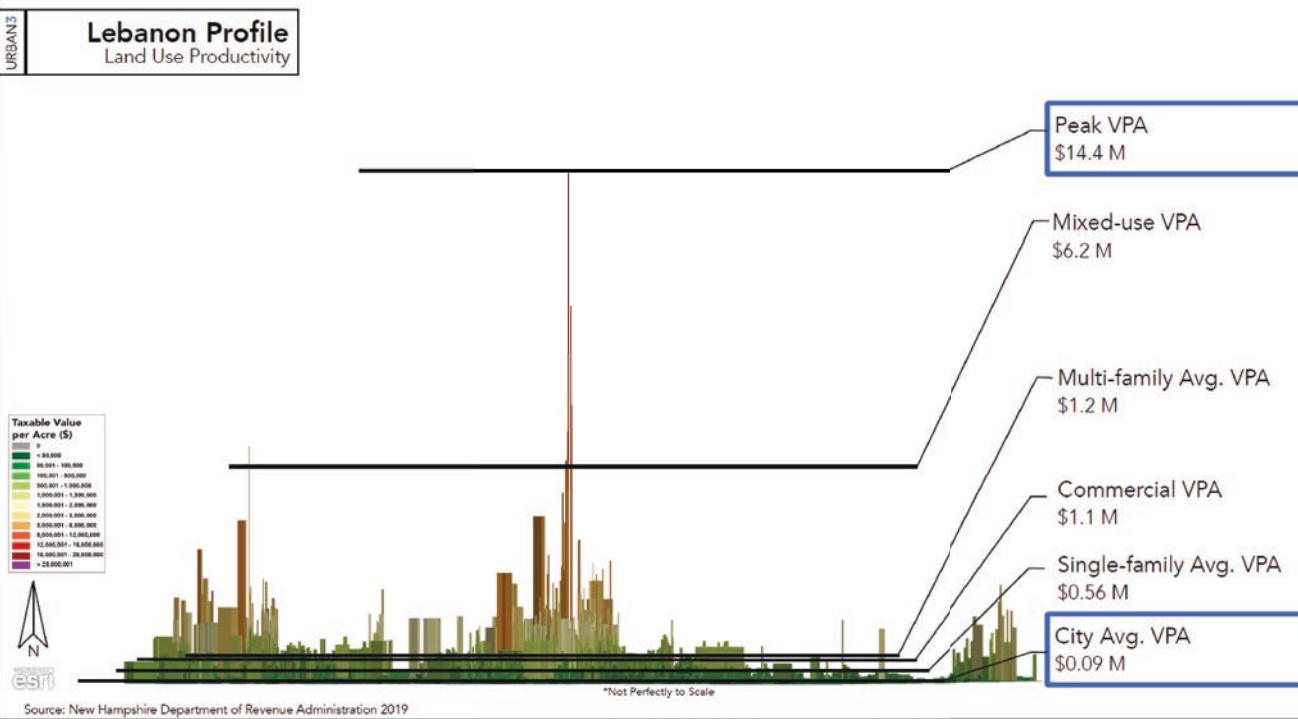
Potential Redevelopment of Downtown Lower Parking Lots

**Smart Growth –
Basic Principles**





Potential Redevelopment of Downtown Lower Parking Lots





Potential Redevelopment of Downtown Lower Parking Lots

Floodplain Requirements

- City Code Ch. 74
- For Residential and Non-Residential Construction:

Fully enclosed areas below the lowest floor that are subject to flooding are permitted, provided that the enclosed area: (1) is unfinished or flood resistant, used solely for parking, building access or storage; (2) is not a basement; and (3) is designed to equalize flood forces on exterior walls.

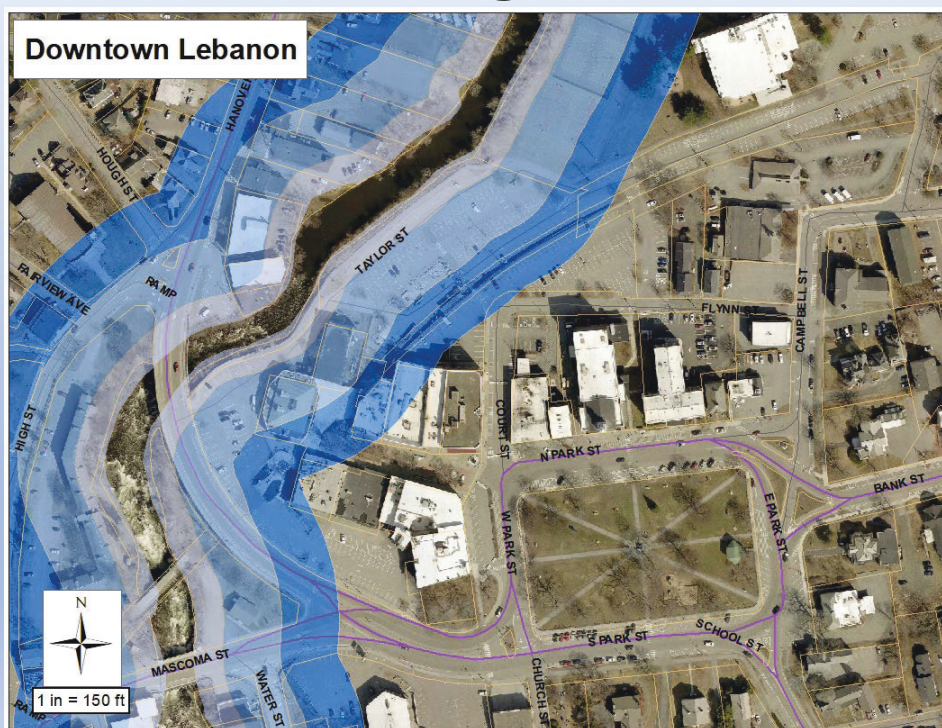




Potential Redevelopment of Downtown Lower Parking Lots

Shoreland Protection Limitations

- Planning Department is working on a request for an Shoreland Urban Exemption per RSA 483-B:12.
- Request must be authorized by City Council.
- Request must document current uses, past development, existing regulations, public utilities, etc.
- Timeline for NHDES/NHOPD review is approximately 30-60 days.

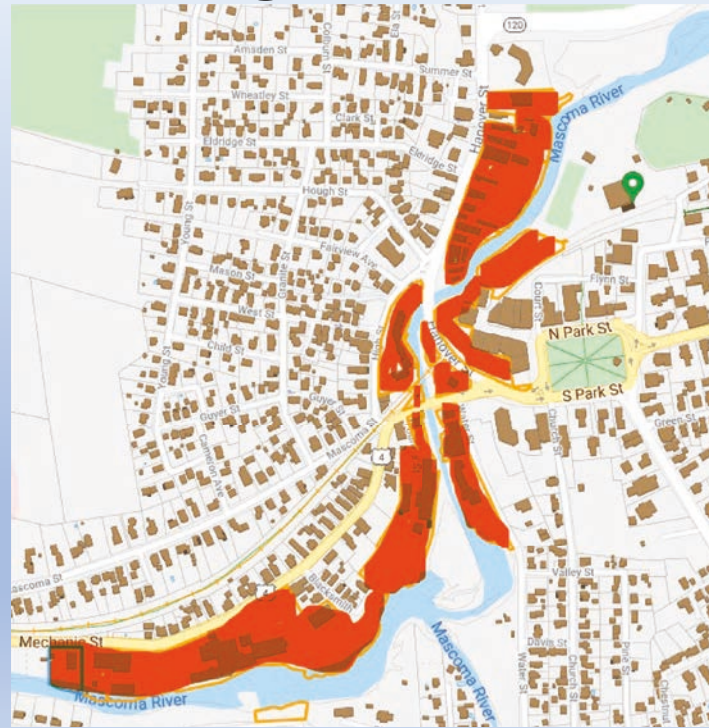




Potential Redevelopment of Downtown Lower Parking Lots

Shoreland Protection Limitations

- Downtown Parking Lots is one of a selection of properties along the Mascoma River that may meet requirements of RSA 483-B:12 and Env-Wq 1410.
- Some properties in West Lebanon may also qualify.

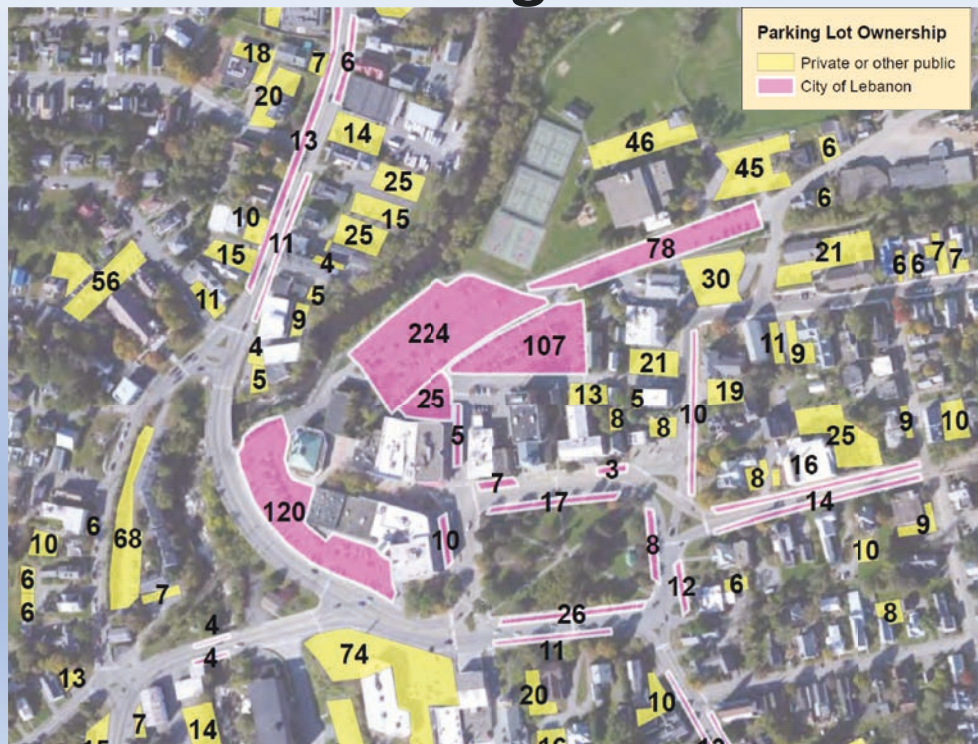




Potential Redevelopment of Downtown Lower Parking Lots

Parking Utilization / Need

- More than 550 public parking spaces located behind City Hall, around perimeter of Hanover Street Mall, and along Taylor Street.
- Over 100 more on-street spaces surrounding Colburn Park.





Potential Redevelopment of Downtown Lower Parking Lots

Parking Utilization / Need

- Ample parking available in the absence of special events
- During special events (e.g. Farmers Market), on-street spaces and lots closest to Colburn Park near capacity.
- Parking still available in All-Day lots behind City Hall.

	Time Limited On-Street	Time Limited Lots	All Day Lot Behind City Hall
AM	34%	65%	55%
Midday	67%	84%	41%
PM	49%	77%	34%
Evening	67%	74%	28%
Farmers Market Evening	93%	95%	67%



Potential Redevelopment of Downtown Lower Parking Lots

Parking Utilization / Need

- Ample parking available in the absence of special events
- During special events (e.g. Farmers Market), on-street spaces and lots closest to Colburn Park near capacity.
- Parking still available in All-Day lots behind City Hall.





Potential Redevelopment of Downtown Lower Parking Lots

What should the City do with
Downtown Parking Lots?

DOWNTOWN DEVELOPMENT OPPORTUNITY CITY OF LEBANON, NH

REQUEST FOR EXPRESSIONS OF INTEREST

Issued: August 19, 2022

INTRODUCTION

The City of Lebanon, New Hampshire is issuing this Request for Expressions of Interest (“RFEI”) to solicit interest from qualified parties in the redevelopment of city-owned property (the “Development Site”) totaling approximately 2.9-acres along the southerly side of the Mascoma River within Downtown Lebanon. The purpose of this RFEI is to solicit interest and redevelopment strategies for the Development Site that will advance the city’s goals and objectives, including those documented in the 2016 Lebanon Downtown Vision Plan and Tunnel Assessment report.

This project represents a significant development opportunity for the city. It presents a unique opportunity to rediscover the Mascoma River with enhanced access and the restoration of the river frontage through downtown in order to protect natural resources and create new open space as a significant public amenity. The project will allow for critical pedestrian and bicyclist connections between the Northern Rail Trail and the Mascoma River Greenway via the recently renovated downtown tunnel. The project also provides for economic development opportunities to further enhance vitality in the downtown core. All development concepts must be consistent with the Key Concepts and planning principles developed through significant public input during the Downtown Vision Plan process including Reconnection to the Mascoma River, Placemaking, Pedestrian/Bicycle Connectivity, and Economic Development.



Aerial photo of Downtown Lebanon and the Development Site (looking south)

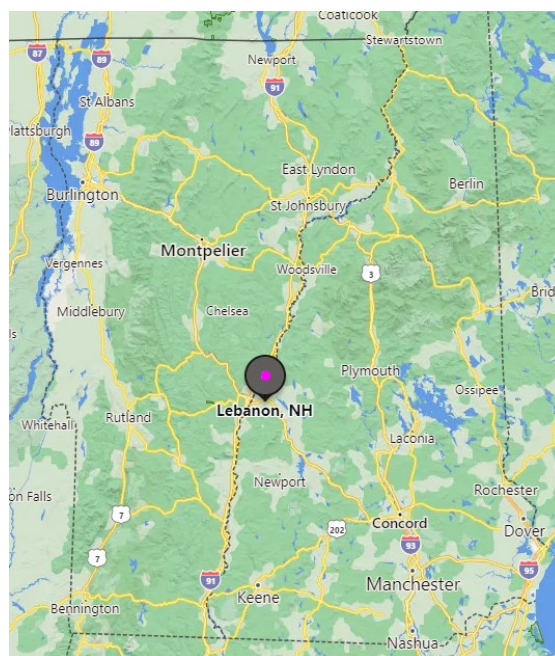
The City of Lebanon may utilize responses generated by this RFEI process to inform a subsequent Request for Proposals (“RFP”) process. Respondents to this RFEI will be given additional consideration during any subsequent RFP process. It is the city’s intent and desire to identify a development team through this RFEI/RFP process to redevelop the property in a manner that achieves the city’s goals and objectives formulated through the community-driven Downtown Vision Plan process.

TIMELINE

RFEI Issuance Date: *August 19, 2022*
Date to Submit Questions:..... *September 19, 2022 at 3:00pm EST*
Answers to Questions Posted: *September 30, 2022*
Deadline to Submit Expressions of Interest: *November 17, 2022 at 3:00pm EST*

SITE CONTEXT AND DOWNTOWN VISION PLAN

Located between Concord, NH, and Burlington, VT, the City of Lebanon is the employment, commercial, and civic hub of the Upper Connecticut River Valley and is at the core of the largest micropolitan statistical area in the country. Situated near the junction of Interstates 89 and 91, Lebanon itself is a small city with a resident population of just over 14,200 people, but its daytime population is estimated around 40,000 as a result of the city’s role as a major regional destination for employment, shopping, and services. The City of Lebanon is experiencing a development surge with nearly 1,300 new single-family and multi-family residential units as well as substantial commercial, manufacturing, and institutional projects approved for construction or in the development pipeline. The city’s support of these projects demonstrates its commitment to new development that will serve as a catalyst for economic growth, private investment, and job creation in the city.



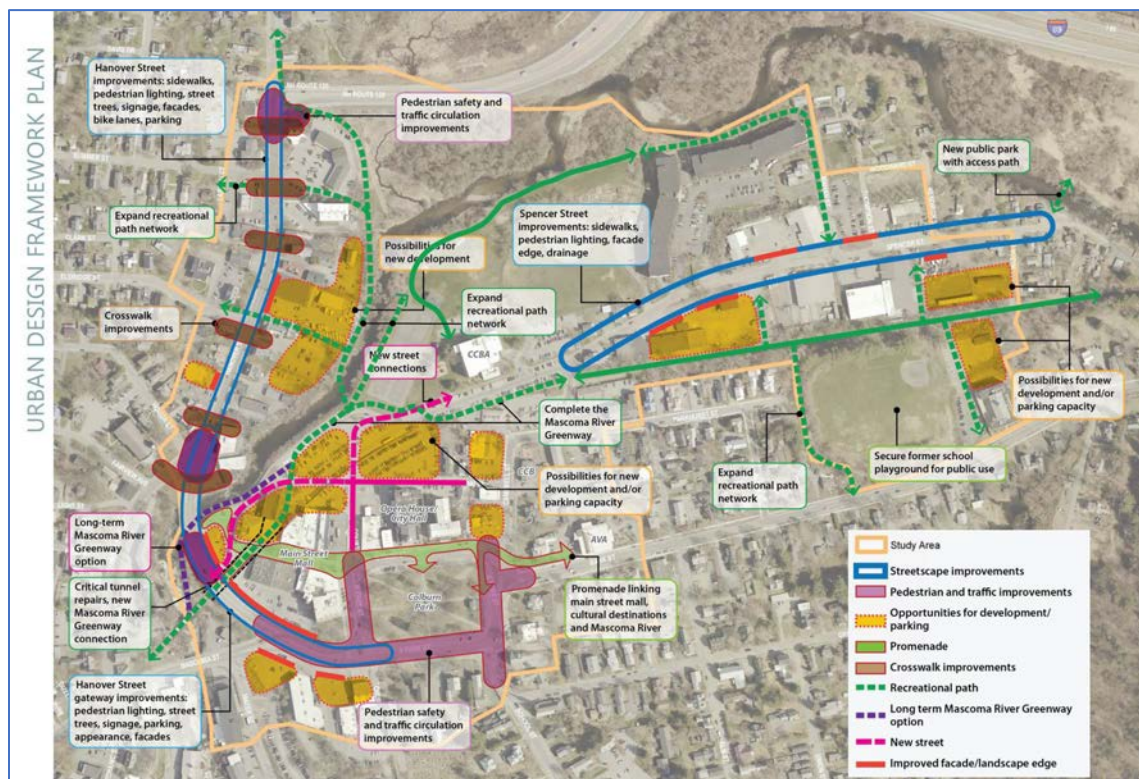
Located near the junction of Interstates 89 and 91; approximately 60 miles northwest of Concord, NH and 90 miles southeast of Burlington, VT

LEBANON DOWNTOWN VISION PLAN

In November 2016, the city completed the Downtown Vision Plan and Tunnel Assessment report for the core area of Downtown Lebanon, including Colburn Park and the major approaches to it as well as sections of the Mascoma River that are part of the historic downtown pattern of development. The purpose of the Downtown Vision Plan was to identify and assess, through citizen engagement and professional analysis, the range of alternatives and feasibility for revising the downtown and to enhance the physical appearance and functionality of the area. The Plan identified opportunities and established alternatives for building (re)development, traffic circulation, bicycle and pedestrian connections, streetscape amenities, and the opportunity to emphasize the city's performing and visual arts institutions as a focal point for downtown.

The Plan was formulated using extensive feedback received through a comprehensive and robust 15-month community engagement process, which resulted in the collection of nearly 1,300 public comments compiled during multiple public engagement meetings, city events, surveys, and web-based comments. The final Downtown Vision Plan, appendices, background studies, presentations, and public comments are available for download from the city's website: (<https://lebanonnh.gov/474/Downtown-Visioning-Study-Tunnel-Project>).

Since the release of the Plan, the city has completed a number of the near-term recommendations, including the rehabilitation of the former rail tunnel passing beneath the Hanover Street pedestrian mall for pedestrian and bicyclist connectivity, which received a 2022 Merit Award of Excellence from PlanNH as an outstanding project. In addition, the city has completed the substantial reconstruction of Spencer Street, creation of a Downtown Tax Increment Finance (TIF) District, and approved updates to the zoning and development regulations applicable within the downtown area.



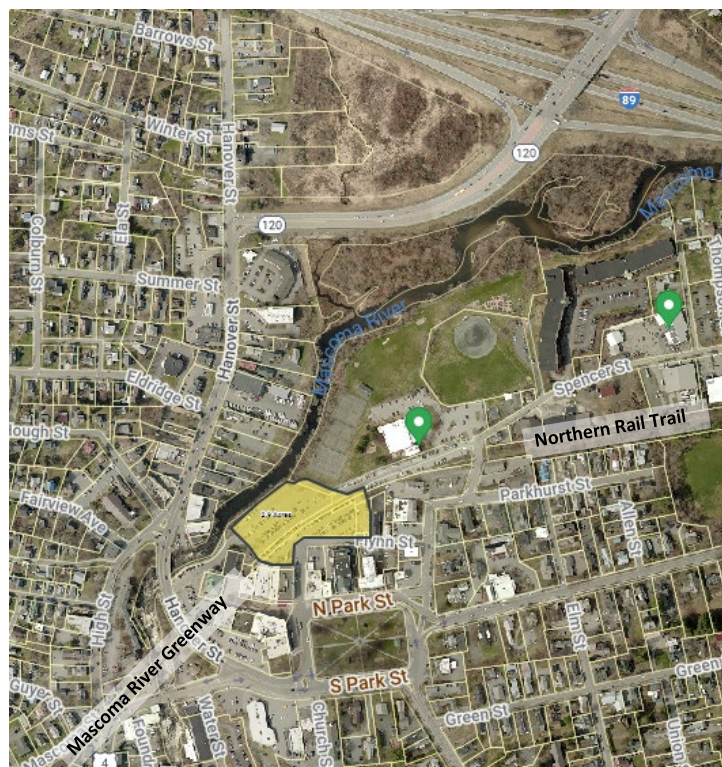
Framework Plan from the 2016 Downtown Vision Plan and Tunnel Assessment report

Now, the city is poised to continue implementing other near-term strategic investments and potential long-term development scenarios to invigorate and further enliven its downtown area. Such investment will bring vitality to the downtown while strengthening the existing connection to the Mascoma River itself. The Downtown Vision Plan is meant to become a resource for the city and an investment roadmap for future developers and property owners as the initiatives and strategies highlighted in the report move forward.

DEVELOPMENT SITE

The Development Site is located along the southerly side of the Mascoma River and is situated north of City Hall and north of the buildings along the Hanover Street pedestrian mall. The +/-2.9-acre parcel is owned by the City of Lebanon and is currently improved with all-day and time-limited surface parking lots. The “upper” and “lower” parking lots are separated by a retaining wall that delineated the southerly side of a former railroad right-of-way, but is now owned by the City of Lebanon. The existing retaining wall need not be maintained depending upon the development strategy proposed.

The Development Site holds great potential for downtown redevelopment, including opportunities to reconnect to the Mascoma River, visually and physically, and to restore and enhance the riverfront area to protect natural resources and create new open space as a significant downtown amenity. Improved connectivity between the Northern Rail Trail and the Mascoma River Greenway is also desired. Any redevelopment of this area must be consistent with the Key Concepts outlined in the Downtown Vision Plan and should carefully consider potential impacts and enhancement opportunities for the surrounding natural and recreational resources and neighborhoods, including pedestrian and bicycle connections, traffic, parking, and infrastructure.



Aerial image of Downtown Lebanon and the Development Site

SITE: 0 HANOVER STREET and 0 FLYNN STREET; TAX MAP 91, LOT 245; TAX MAP 92, LOT 17; and p/o TAX MAP 91, LOTS 230;

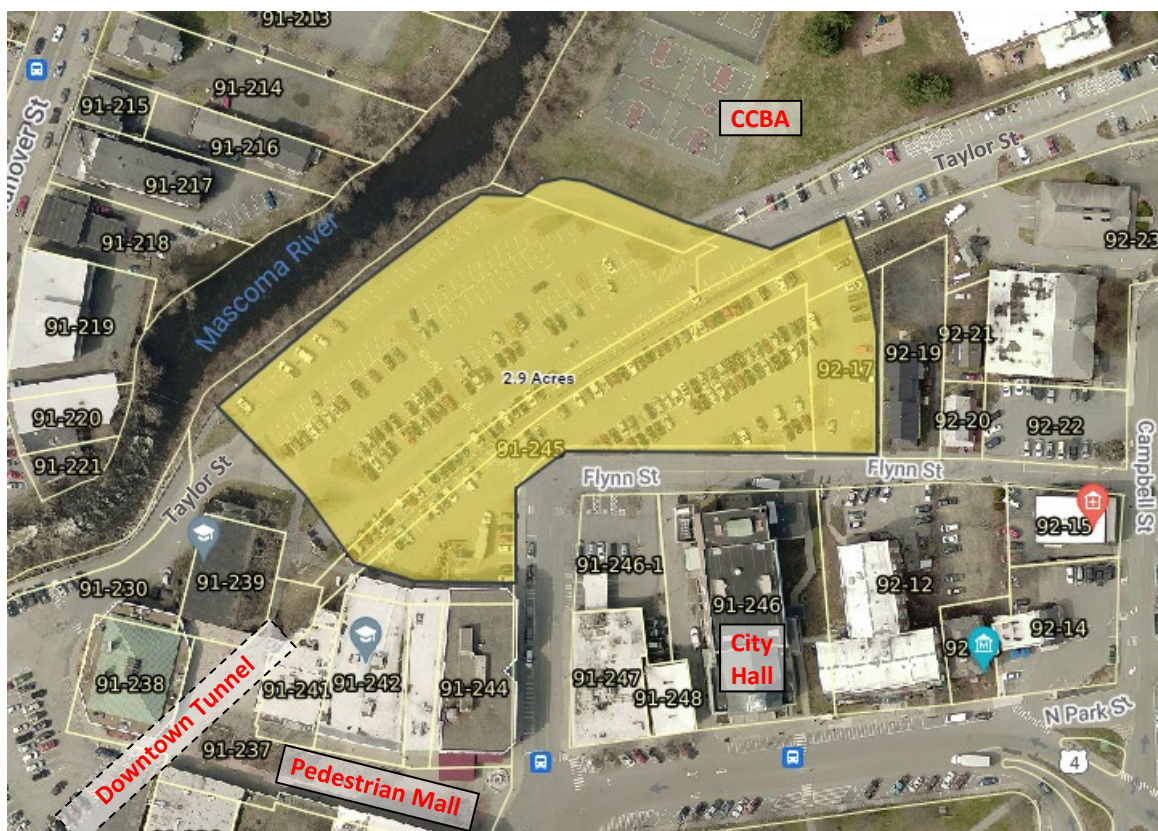
Location: Roughly bounded to the north by the Mascoma River and the CCBA Recreation Fields; to the south by Flynn Street and existing buildings along the Hanover Street pedestrian mall; to the east by the edge of the existing parking lot; and to the west by the Mascoma River and Ledyard Charter School building (Tax Map 91, Lot 239).

Ownership: City of Lebanon

Approximate Lot Size: ~2.9 Acres or ~126,000 Square Feet

Current Use: All-day and time-limited surface parking lots.

Downtown Vision Plan: Development concepts must include the restoration and enhancement of the Mascoma River and the riverfront area along with appropriate connections to the adjacent recreation and green spaces and the downtown core. There is also the opportunity to incorporate connections between the Northern Rail Trail and the Mascoma River Greenway via the recently renovated downtown tunnel. The relocation of Taylor Street and the relocation, incorporation, or replacement of existing parking spaces should be considered. Closer to the downtown core, additional mixed-use development is contemplated to activate and enliven the downtown area.





Aerial photo of Downtown Lebanon with the Development Site highlighted (looking south)

PLANNING PRINCIPLES

The city seeks to develop an implementation strategy for an enhanced downtown experience that rediscovers and restores the Mascoma River and the riverfront area, provides attractive multi-modal connections to and within the downtown area, and maximizes economic development potential, resulting in increased community and economic vitality. The development of this site presents unique challenges and opportunities that will require a thoughtful approach to balance existing uses with new development. Responses to this RFEI must consider the following Key Concepts and planning principles that were developed through the Downtown Vision Plan process:

Reconnect to the Mascoma River: Create an improved and engaging green space along the Mascoma River to act as an attractive amenity for existing and future residents and visitors and provide opportunities for river access and for active and passive recreation.

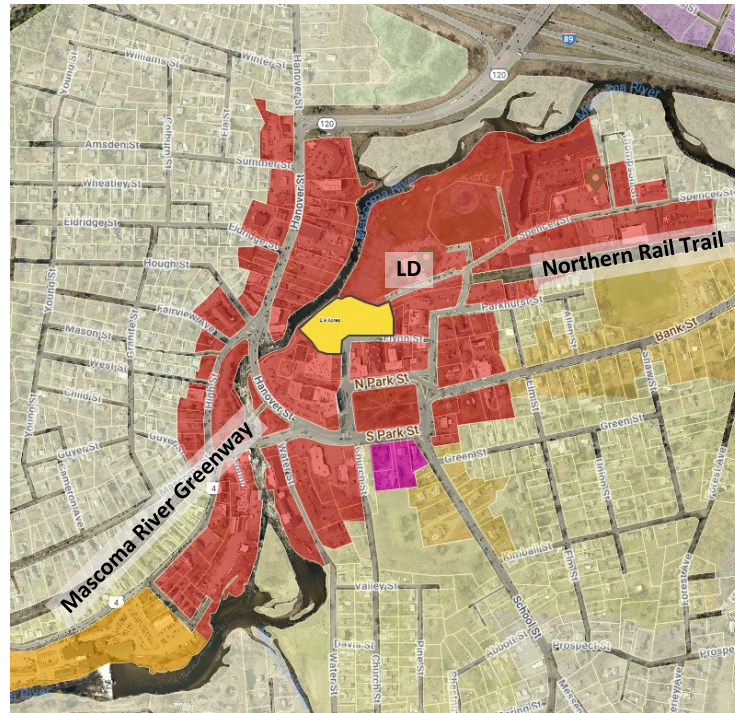
Placemaking: Create a vibrant destination by enhancing the riverfront and building on the civic role of downtown Lebanon and by introducing a mix of complementary land uses focused on improving the pedestrian experience.

Bike/Pedestrian Connectivity: Incorporate pedestrian and bicycle infrastructure and connections to enhance non-motorized access to and along the Mascoma River with appropriate connections to the existing Northern Rail Trail and the Mascoma River Greenway as well as to adjacent neighborhoods and the downtown core.

Economic Development: Develop a financially feasible plan that creates value and introduces a variety of active and engaging uses while balancing neighborhood impacts.

EXISTING ZONING, UTILITIES, AND INFRASTRUCTURE

The Development Site lies within the Lebanon Downtown (LD) zone – a high-density, mixed-use district encompassing much of the city's downtown area. The LD district regulations are intended to promote an active pedestrian environment consistent with the mixed-use character of the area. The LD district permits a combination of retail, office, restaurant, government, business, service, cultural and entertainment uses, and high-density residential units, as well as other uses that will contribute positively to the vibrancy of downtown Lebanon. (<https://lebanonnh.gov/570/Zoning-Ordinance-Map>).



As an outcome of the Downtown Vision Plan, the city has already modified the zoning and development regulations applicable to the downtown area, including the Development Site, to increase allowed building height, incorporate design requirements, and to adjust the permitted uses of the street level story. However, modified zoning district concepts that clearly advance the stated goals and objectives of the Downtown Vision Plan may be considered. Modifications to existing zoning regulations needed to accommodate an appropriate development concept must:

1. Enhance the form and function for new development with particular attention to ground floor uses and the public realm, and;
2. Include standards for building height and mass that would define a clear transition between the Development Site and surrounding neighborhoods as indicated in the Vision Plan.

Existing Utilities and Infrastructure

The existing sanitary sewer line that services the Development Site is a 36" diameter reinforced concrete pipe that leads directly to the city's main interceptor line. Existing potable water and stormwater infrastructure capacity appears sufficient to accommodate new development under existing zoning regulations. The "lower parking lot" is considered to be part of Taylor Street and existing roadway connections to the east and west for general vehicular circulation should be accommodated into the project design. The existing retaining wall separating the upper and lower parking lots need not be maintained depending upon the development strategy proposed.

SUBMISSION REQUIREMENTS

Respondents to this RFEI will be given additional consideration during any subsequent RFP process. Respondents must submit the following information:

A. Respondent Information

Contact information for primary and secondary contacts including name, address, telephone number, and e-mail of the individual(s) who will be authorized to act on behalf of the Respondent to answer questions or requests for additional information.

B. Development Concept Plan

A conceptual development plan must consist of the following elements:

1. A brief narrative identifying how the conceptual development plan will advance the objectives set forth in this RFEI and the Downtown Vision Plan.
2. Identification of the approximate location, size, and intended use of a park or open space along the Mascoma River on the Development Site consistent with the goals and objectives of this RFEI and the Downtown Vision Plan.
3. A brief narrative articulating how the conceptual development plan will enhance existing and future vehicular, pedestrian, and bicycle access from Hanover Street, Spencer Street and the Park Streets, and specifically enhance pedestrian/bicycle access between the Mascoma River Greenway and the Northern Rail Trail.
4. A schematic site plan depicting each land use proposed and how they relate to the entire downtown, the downtown tunnel, the Mascoma River, and Taylor, Flynn and Court Streets.
5. Delineation of the bulk and size of each component of the conceptual development program relative to existing LD zoning regulations and/or discussion of any zoning modifications required to facilitate the conceptual development plan and further advance the goals and objectives of the Downtown Vision Plan.
6. A preliminary plan to maintain and maximize existing parking capacity utilizing district-wide solutions.
7. A description of sustainable building practices and energy efficiency improvements that could be incorporated into the project.
8. An estimate of the economic impact of the conceptual development project, including but not limited to temporary and permanent job creation, increased municipal tax revenue, economic development multipliers, etc.
9. Visual photo simulations or renderings of the conceptual development plan from various public vantage points as viewed from approximately eye level.

SUBMISSION INSTRUCTIONS

A. Submission of Expressions of Interest

One (1) electronic copy of the submission titled “City of Lebanon Downtown Development Opportunity RFEI Response” shall be submitted through the City’s online bid portal (<https://LebanonNH.gov/Bids>) by **November 17, 2022 at 3:00 pm EST**.

B. RFEI Inquiries

The City of Lebanon will accept written questions, via the City’s online bid portal (<https://LebanonNH.gov/Bids>), from prospective Respondents no later than **September 19, 2022 at 3:00pm EST**. Written questions must include the requestor’s name, e-mail address, and the Respondent represented.

Responses to all timely and appropriate questions will be posted on the City’s online bid portal (<https://lebanonnh.gov/Bids>) by **September 30, 2022**.

The City of Lebanon reserves the right to conduct interviews with or pose questions in writing to Respondents in order to clarify the content and to ensure a full and complete understanding of each submission.

The City of Lebanon reserves the right to modify the RFEI schedule at its discretion. Notification of changes in connection with this RFEI will be made available via the City’s website (<https://lebanonnh.gov/Bids>).

TERMS OF THIS RFEI

This RFEI is not a request for competitive proposals, and in no way obligates the City of Lebanon to enter into a relationship with any entity that responds to this RFEI or limits or restricts the city’s right to enter into a relationship with an entity that does not respond to this RFEI. In its sole discretion, the city may pursue discussions with one or more entities responding to this RFEI or none at all. The City of Lebanon further reserves the right, in its sole discretion, to cancel this RFEI at any time for any reason. To the extent that the city elects to enter into a relationship with an entity regarding a development proposal, such entity shall be required to comply with the City of Lebanon’s policies.

Information provided in response to this RFEI will become the property of the City of Lebanon and will be subject to public disclosure. If an entity responding to this RFEI believes that a specific portion of its response is exempt from disclosure, the entity must clearly identify that specific information as a “confidential trade secret.” Identification of information as a “confidential trade secret” does not necessarily mean that the information will be exempt from disclosure. The City of Lebanon will make that determination based on the nature of the information and the requirements of New Hampshire Law.

The City of Lebanon is self-represented for this transaction and will not be paying any third-party brokerage fees.



City of Lebanon, NH

Downtown Vision Plan and Tunnel Assessment



Lebanon, NH Downtown Visioning Study

November 2016

Acknowledgments

The City of Lebanon, would like to thank the following individuals who played a significant role in preparing this Plan. They contributed in many ways and attended numerous meetings which helped shape the vision, recommendations, and actions that are included in the study. Thank you!

CITY OF LEBANON

David Brooks
Director of Planning & Zoning

PROJECT STEERING COMMITTEE

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David Brooks, Director of Planning & Zoning
Mark Goodwin, GIS Coordinator
Michael Lavalla, Public Works Director
Bruce Temple, Public Works Assistant Director
Paul Coats, Recreation & Parks Director
Shelley Hadfield, Special Projects Consultant

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VHB; Lead Consultant: Planning, Transportation and Outreach
Geoffrey Morrison-Logan, Project Manager

GOODY CLANCY: URBAN DESIGN

Ben Carlson

APPLIED ECONOMIC RESEARCH: ECONOMICS

Russ Thibeault

SE GROUP: BRANDING AND IMPLEMENTATION

Mark Kane

RESIDENTS, BUSINESS OWNERS, BOARDS, COMMITTEES, STAFF AND MEMBERS OF THE PUBLIC

Thank you for your participation at the stakeholder meetings and numerous public events that were held during the study. We value the input and time you have given towards advancing planning efforts for this important part of our City.

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Appendices

- A Tunnel Engineering Report
- B Market Analysis Memorandum
- C Alternatives
- D Traffic Memorandum
- E Branding Guide Strategies
- F Design Guide Strategies
- G Survey 1 and 2 Results

Executive Summary

Lebanon Central Business District Vision & Purpose

Downtown Lebanon shall continue to be a vibrant part of the community - a crossroads where residents and visitors work, meet, shop, learn, participate in local governance, and share in a good quality of life and a firm sense of community and belonging. The City of Lebanon seeks to promote and enhance downtown Lebanon as a vital business, social and recreational center of the community while preserving its historic “small-town” atmosphere. --- Source: City of Lebanon Master Plan Chapter 3

Overview

Downtown Lebanon has historically been a vibrant part of the community. This core area, located at the center of the City, went through substantial redevelopment over the years, including the urban renewal efforts after the 1964 fire, and still remains in a process of transformation. Downtown today is relatively healthy from an economic perspective with low vacancies and some recent new investment, but the area has unrealized opportunities and great potential for additional improvements in the way it looks, feels, and functions. This study represents the City’s efforts in identifying a long-range, multi-faceted, community-led vision of how to make downtown Lebanon a desirable destination for the region while, in such a context, understanding the best reuse potential of the former railroad tunnel under the Hanover Street Pedestrian Mall. The analyses and recommendations in this study were developed not only in regard to specific goals and objectives identified in the Lebanon Master Plan, but also based on substantial public input that was gathered through broad citizen engagement.

Purpose of the Downtown Plan and Tunnel Assessment

The purpose of this study is to identify and assess, through citizen engagement and professional analysis, the range of alternatives and feasibility for revisioning the downtown, and to enhance the physical appearance and functionality of the area. The study establishes

alternatives for building redevelopment, traffic circulation, bike and pedestrian connections, and streetscape amenities. The plan outlines in-depth recommendations and actions that the city can move forward with to achieve the near-term and long-term elements of the preferred plan.

The tunnel is a key aspect of the downtown plan. The planning process has identified recommendations for the reuse of the tunnel that will let the City move forward with its reconstruction so that the tunnel will become a contributing factor towards the future vitality of downtown as it implements the vision.

The Vision Plan is meant to become a resource for the City as it moves forward with the initiatives and strategies that are included in this report. Chapter 5 outlines “Key Concepts” that provide a framework for a variety of recommendations that collectively will:

- ❑ Create a “Main Street” feel by providing continuity from the Route 120/Hanover Street Intersection to Colburn Park;
- ❑ Improve pedestrian safety throughout the study area;
- ❑ Promote walkability and bikability;
- ❑ Enhance space for the creation of a downtown center (utilizing the Mascoma River, North Park Street, and the Pedestrian Mall to bring the community together);
- ❑ Open doors to greater public/private partnerships that together can bring aspects of the plan to fruition.

Figure ES.1 — Study Area



Executive Summary

Study Area

The study area as shown in Figure ES.1 encompasses the core components of downtown Lebanon as defined in the Lebanon Master Plan. It intentionally includes all of the major roadway infrastructure, commercial and mixed use buildings, and open spaces, and excludes some of the residential areas that are much less likely to change in functionality.

Within the study area, the existing fabric of the downtown is made up of a series of buildings, open spaces, and riverfront connections. The historic pattern of the downtown has been shaped by the buildings and edges along the arrival gateway corridor of Hanover Street as well as the spaces at and around Colburn Park that are defined by buildings of various scales. The unique characteristics of the riverfront area of downtown are displayed by the residual industrial uses and the open areas and parks along the river. Immediately adjacent to the study area, the city grew into largely residential neighborhoods with much smaller building footprints.

The downtown urban fabric has also been significantly shaped by major historic events, particularly the 1964 fire within and adjacent to downtown. The City implemented an urban renewal plan following the 1964 fire that included relocating the historic main street (Hanover Street) to the south behind the downtown buildings and converting the former public street to a pedestrian mall. The realignment of Hanover Street eliminated several roadway connections in downtown, especially the direct connection between Hanover Street and Colburn Park, in order to provide space for additional parking and building development at the western end of the pedestrian mall.

Built upon the existing urban fabric of the downtown today, this study explores the next phase of downtown development and how additional

growth and redevelopment can help reestablish edges, places, and connections that would further reinforce the history of the community.

To fully understand the challenges and opportunities posed by the downtown study area, an analysis was conducted to review current zoning, utilities, historical and cultural resources, natural resources, and transportation, and to assess the existing conditions of the former railroad tunnel. Chapter Two of this report provides an overview of these existing conditions.

Downtown Lebanon Market Opportunities

Chapter Three provides a synopsis of downtown Lebanon's market opportunities. The full market opportunity analysis is included as Appendix B.

The Upper Valley regional economy is one of New Hampshire's best performing regional settings. Anchored by the Dartmouth Hitchcock Medical Center, Dartmouth College and a diverse private sector economy, the economic base of the region tends to be stable when the US and State economies are contracting, and to expand when those economies are growing. The region typically exhibits the lowest unemployment rate in the State.

In addition, as the baby boomer generation ages and as millennials continue to enter the market, there is renewed interest in downtown living with convenient access to cultural and recreational amenities. As such, many downtowns are experiencing a resurgence of residential investment and the resulting vitality.

The analysis examined the regional economic trends, the current inventory of space in downtown, and the absorption of new non-

residential and multi-family space in Lebanon and estimates of downtown's potential capture of that projected new development activity in the City.

Downtown's potentials for growth are estimated as follows:

Downtown Lebanon Market Potential, 2015-2030		
	Low Range	High Range
Multi Family Units	180	270
Multi Family Square Feet	216,000	324,000
Office Square Feet	22,000	45,000
Retail Square Feet	25,000	50,000

In addition to these market potentials, there is the possibility that downtown will accommodate new institutional and government space. If the City wants to realize these potentials, it will have to invest in its downtown. Undertaking the projects described in this report, or others that advance the overall Vision, would be a step toward making downtown Lebanon even more vibrant. The market analysis suggests that downtown's opportunities are constrained more by the availability of developable sites than by the regional economy.

Public Involvement

Public involvement was an important component of the Downtown Vision Plan and Tunnel Assessment project as it provided opportunities for all voices to be heard and contributed to an inclusive and resilient planning process. Chapter Four provides a summary of the Public Involvement measures that were undertaken during the course of planning process. Through the course of the project, stakeholders with different backgrounds were engaged to participate in a variety of public outreach events such as stakeholder interviews, public forums,

and surveys. This section includes a summary of the major public outreach activities.

Stakeholder interviews were scheduled early in the planning process. The interviews included meetings with local property and business owners, non-profit organizations and institutions that have an interest and/or history with the downtown study area, and City departments.

Three public meetings were held throughout the public outreach process where hundreds of residents and community members participated.

In concurrence with the public meetings and stakeholder interviews, the City initiated two online surveys that were intended to solicit feedback and comments about a variety of topics surrounding the Downtown Visioning Study and Tunnel Project.

The City also initiated a poster exercise where participants were asked the question :“I Wish Downtown Lebanon...” Large posters of the question and an aerial image of the downtown study area were displayed at several locations and/or occasions, including the City Hall, The Lebanon Diner, One Court Street, and the CCBA lobby.

In efforts to publicize the project, as well as provide a centralized source of information and an open channel of communication with the public, the City created a Downtown Visioning Study & Tunnel Project webpage hosted on the City's official website under the Planning & Zoning page.

The Plan

The Plan for Downtown and the Tunnel emerged from an extensive outreach program that was undertaken during the course of the study and was targeted to reach a broad cross section of the Lebanon community. The Plan is described in Chapter Five that illustrates the potential for the downtown to transform from its current conditions

Figure ES.2 - Downtown Perspective Today



(See Figure ES.2) into a vibrant place that reconnects downtown to the riverfront and sets the stage for many new activities to occur, as it advances many initiatives that will unlock the potential for downtown to reach full build-out (See figure ES.3). Through the input gained at public meetings, local stakeholder interviews, and online surveys, the Plan represents a hybrid of various pieces of the alternatives that were developed, and as such, identifies Key Concepts that collectively form the 'backbone' for implementing recommendations throughout the downtown.

This section outlines six 'Key Concepts' that address Urban Design, Transportation, and Economic Development recommendations.

Key Concepts

Create the Downtown Arts Walk

The Downtown Arts Walk will integrate downtown's signature destinations for culture, food and education as the Upper Valley's

premier cultural district. Distinguished by consistently walkable design, active public spaces and public art, the welcoming quarter-mile walking route will link features that currently feel separated. Starting at a new programmable public space overlooking the Mascoma River at Hanover Street, the Arts Walk will connect the river with the pedestrian Mall, downtown's center for retail and dining. The Arts Walk will pass through the Mall and continue eastward along an expanded sidewalk along North Park Street with improved walking connections to Colburn Park and the Opera House. It will then proceed further east along Bank Street to reach the AVA Gallery and Art Center, with additional improved walking connections reaching the public library and post office.

Key projects related to advancing the Downtown Arts Walk include:

Project 1 - Mascoma Riverwalk and Overlook

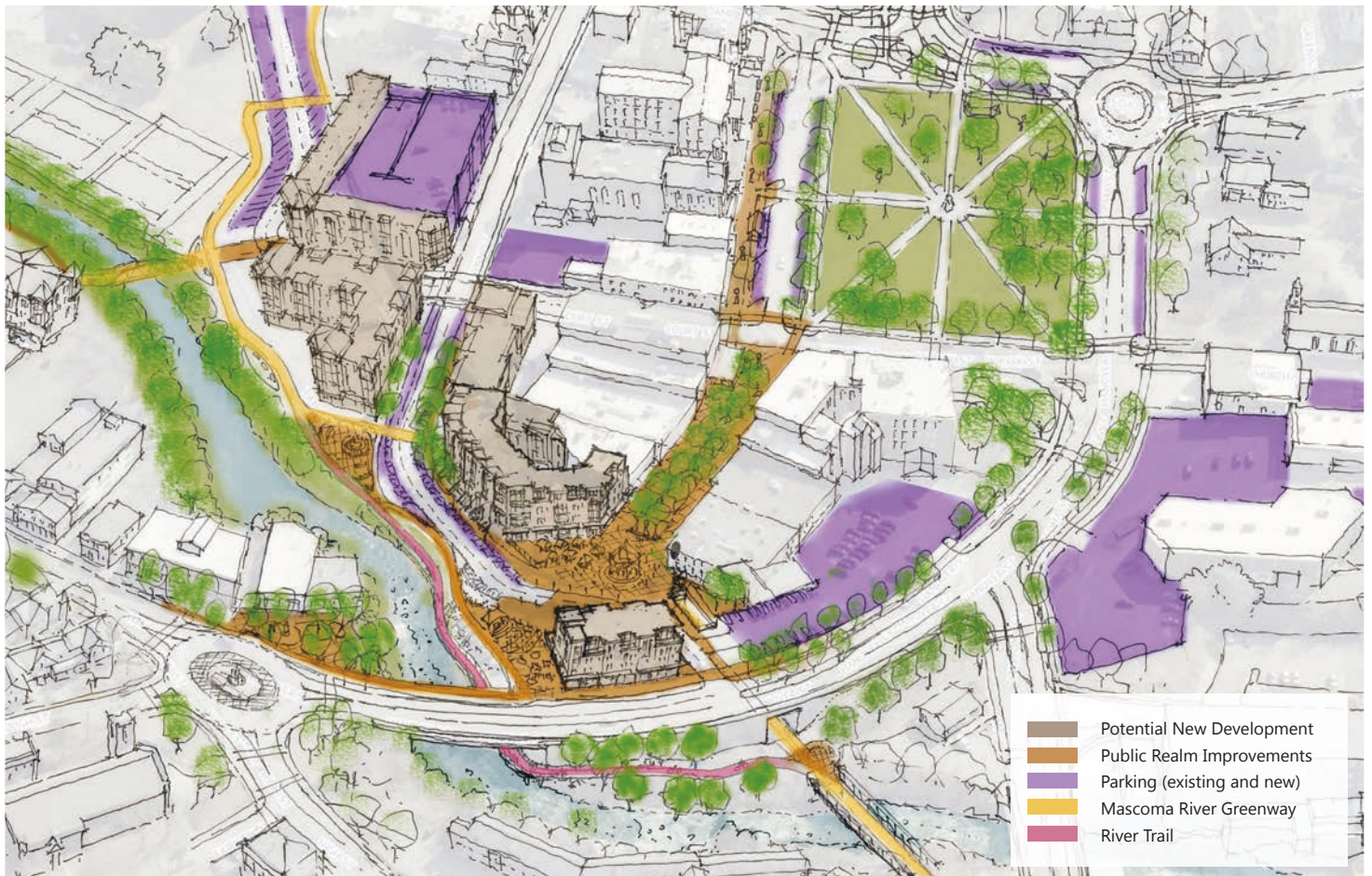
Project 2 - Downtown Mall Arrival and Plaza

Project 3 - North Park Street

Seek mixed use and infill development that enhances the vibrancy of downtown

Existing downtown retail and dining establishments will thrive, and be joined by additional businesses as part of a destination retail and dining district for the Upper Valley. Formal and informal performances, exhibits and other cultural events will expand, supported by larger audiences and stronger cultural organizations. Sidewalks and public spaces will come alive with people weekdays, weeknights and weekends alike, in all four seasons. Lebanon's economy will grow along with expanded downtown employment and workforce. Key to this will be two projects in retail infill/mixed use and parking enhancements.

Figure ES.3 - Downtown Perspective - Full Build



Executive Summary

District	Program Description
Mall Area, nearer term	21,000-28,000sf mixed-use development in one 3-4 story building at the Mascoma Overlook (2-5 stores/restaurants and either 15-25 housing units or 15,000-25,000sf office space). Displace approximately 40 of 110 parking spaces currently available along Hanover Street; accommodate this with improved wayfinding and parking time restriction encouraging greater use of parking north of Mall.
Mall and Flynn Street area, longer-term	80,000-160,000sf housing or mixed-use development in two 3-4 story buildings featuring Mascoma River views (up to 150 housing units, or fewer units combined with office/educational and/or retail use). Up to about 30,000sf of this may be developed without need for parking structure; shared-use parking structure likely necessary for greater amounts of development. Achieving higher end of range requires removing existing buildings at 45 Hanover Street.
Spencer Street:	120,000-150,000sf of housing and/or office/flex space. Approximately 60,000sf of this possible at DPW site, with the remainder on 3+ additional sites. Surface parking assumed.
North Hanover:	25,000-30,000sf of housing and/or retail on two or more infill sites. Surface parking assumed.
Hanover & Mascoma Street, near Fire Station	25,000-35,000sf retail and/or housing. Surface parking assumed.

There is great potential to infill the downtown with development that could contribute programming and vibrancy by expanding sensitive mixed-use development “opportunity sites” surrounding the Mall, follow Spencer Street and line edges of Hanover Street. The following table outlines the potential for new growth in and around the downtown.

Complete the Mascoma River Greenway with new riverfront and tunnel segments

The Mascoma River Greenway will become complete with a new downtown segment featuring unique recreational experiences along the river and convenient connections to downtown destinations and streets, with minimal interference from street traffic. Filling the current downtown gap by reusing the tunnel as its preferred alignment will open a wealth of recreational opportunities, from everyday strolls between downtown and neighborhoods, to ambitious bicycle treks across the region.

Key Projects related to advancing the Mascoma River Greenway include:

Project 1 - The Tunnel

The rehabilitated tunnel will provide a more inviting trail connection for its users that includes a new paved path and safety lighting along the roof slab. Drainage and runoff will be diverted and channelized or collected along the edges of the path as well.

Unlike the existing tunnel, that has dozens of leaking joints in the slab surface, the new tunnel will likely include a cast-in-place concrete slab with minimal joints. The concrete slab can be configured easily to accommodate different span configurations, building edges, irregular supports, and customized surface treatments for the plaza area or access features above.

Welcome people downtown with an attractive Hanover Street Gateway

Hanover Street, from the Route 120 intersection to Colburn Park, will provide an attractive and safe entrance to downtown. Improved

sidewalks and crosswalks will create safer, more inviting walking connections. This includes opportunities for crosswalk improvements, streetscape enhancements, and transportation/circulation strategies. Bike lanes will provide safe space for cyclists. Major intersections will be reconfigured to allow safer and easier passage by motorists, and convenient on-street parking will be available. Additional street trees, lampposts and distinctive signage will create a consistent look and feel. Parking lots and other gaps will be filled with new buildings contributing to a synergy of residential and business activity along Hanover Street.

The proposed Hanover Street improvements will start at the existing Hanover Street / Route 120 intersection and extend all the way into the downtown. The changes will improve the arrival and travel experience from the north in various ways.

Key projects related to advancing the Hanover Street Gateway include:

Project 1- Reconfigure the Hanover St. / Route 120 Intersection

Project 2 - Enhance Bike and Pedestrian Accommodations along the Hanover Street Corridor

Project 3 - Construct Roundabout at Hanover Street / High Street / Hough Street intersection

Connect downtown, neighborhoods and recreation with a more walkable, bikeable street and path network

Beyond the Hanover Street improvements described above, the downtown area will become a more convenient, welcoming and safer place to walk, bike and use transit. “Complete streets” serving all transportation modes will connect with neighborhoods in all directions. Circulation by foot, bike, car and bus in downtown’s core will

dramatically improve with the reconfiguration of traffic flow around Colburn Park.

Key projects related to advancing the Downtown Connectivity include:

Project 1 - Convert North Park Street to One Lane

Project 2 - Convert West Park Street, South Park Street and East Park Street to Two-way Streets

Project 3 - Improve Pedestrian Spaces and Streetscape

Create Organizational Capacity

With the key components of the Plan identified in Key Concepts 1-5, the City will need to build its capacity in ways that enable the Concepts to become translated into projects and actions over time as funding sources and tools are put in place to facilitate implementation. As such, the City will need to target efforts that will unlock its economic potential, enhance existing partnerships, and identify financial tools that will set the stage for ongoing investments in the Downtown.

From the City’s standpoint, a higher level of investment in downtown (including both new investments and reinvestment in existing improvements) will generate much needed additional tax revenues to support municipal services. For residents, a more vibrant downtown will offer enhanced opportunities for living, shopping, dining, work, recreation and enjoying the considerable arts and cultural offerings already in downtown. As noted in market analysis prepared as part of this Plan, downtown’s potentials are limited more by the availability of development and redevelopment sites than by the level of market support potentially available.

There are several elements that loom large in terms of how to strengthen downtown, so that it can realize its long term potentials.

Executive Summary

Advancing the Plan and facilitating the evolution of the downtown will need to consider key actions that will build capacity and leverage economic conditions and set the stage for improved organizational structure. This will require the development of the following:

Project 1 - Establish Downtown Partnership

Establishing a Downtown Partnership that leverages existing organizations and provides a platform for the downtown to advance initiatives that build prominence and visibility. The Partnership would be charged with advocating the Vision, staging special events, managing downtown, and promoting downtown. The Partnership is an essential element to the evolution of downtown to a more prosperous future. The first step in moving forward is to create a board of directors for the partnership, drawing from downtown stakeholders (residents, business owners, real estate investors). Once the Board is in place, the bylaws and charter of the Partnership can be drafted and a work program developed. Then, a budget and funding alternatives (private, public, joint and special district funding) can be explored.

Project 2 - Develop a TIF District

Developing a TIF District that will fund key infrastructure improvements in downtown by assigning future increased tax revenues arising from new investments and property value increases within a designated area. The first step in creating a TIF district is to initiate a TIF district feasibility study. The study can be undertaken under the oversight of the Downtown Partnership. The study should define the boundaries of the district, summarize the public infrastructure improvements likely to be initiated and their costs drawing from the recommendations of this Vision Plan (redevelopment of the tunnel, for example), model the financial dimensions of the TIF plan and draft the appropriate ordinances for city adoption.

Project 3 - Supporting an Active Downtown

Creating a Special Tax Assessment District to support Downtown activities. A Special Tax Assessment District is a funding mechanism under which an add-on to the basic tax rate is deployed with the funds earmarked to downtown management, marketing and improvements. Such districts are authorized in New Hampshire as Central Business Service Districts under RSA 321:120. Intown Manchester is a long-standing example of a Central Business Service District, established in the 1990s. The next step in establishing such a district should fall under the purview of the Downtown Partnership, possibly with guidance from the City's Planning Department and its consultant.

Urban Design Framework

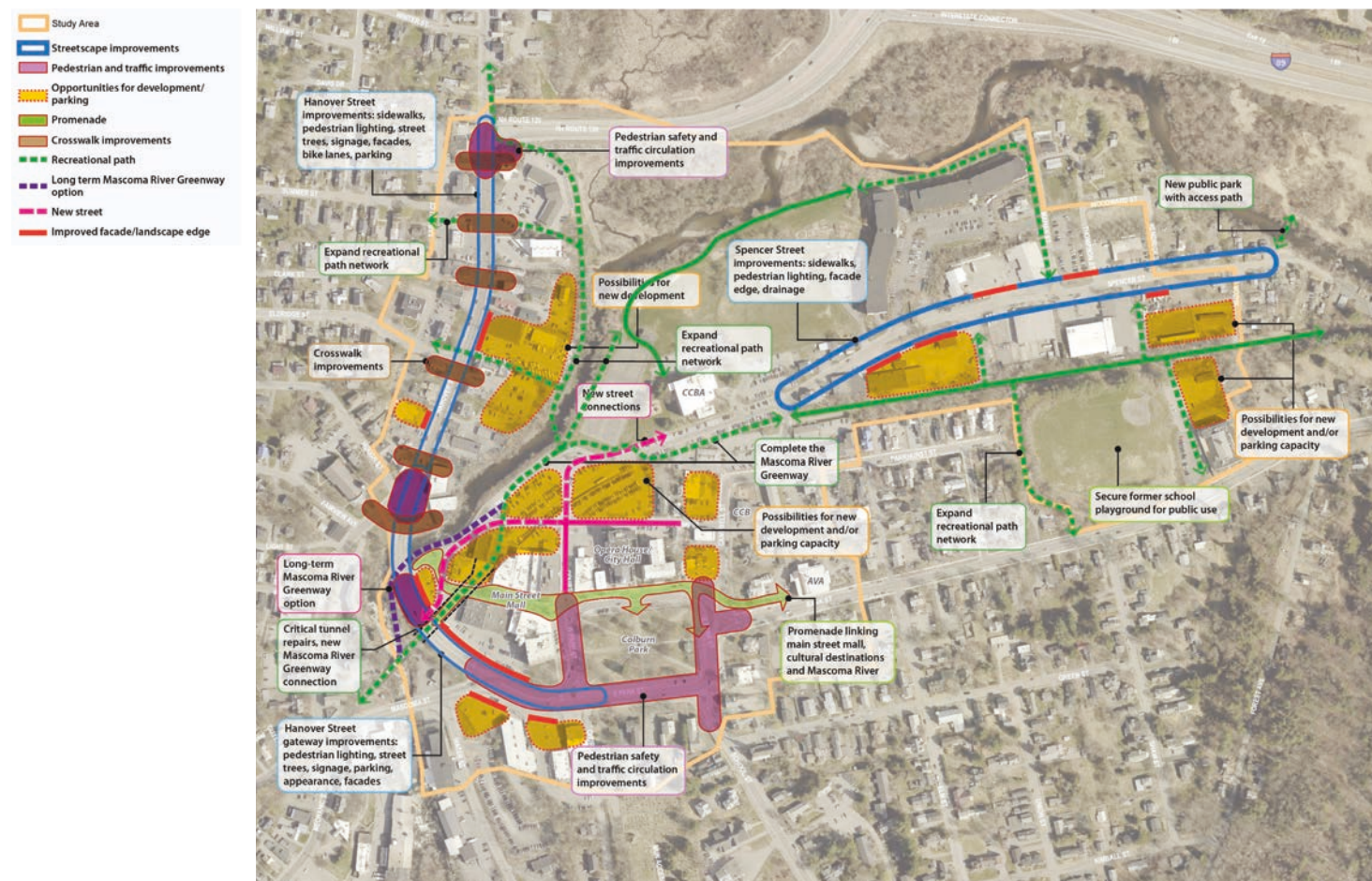
In support of the Key Concepts that are outlined in the following pages within this section, Figure ES.4 outlines an Urban Design Framework that conveys many of the goals and objectives that underpin the ideas that are conveyed in the Plan. This diagram is used throughout this section to reinforce the idea that there is an underlying "framework" of ideas that will advance various projects throughout the downtown.

The elements shown in the framework address the following ideas.

- 1) Areas where streetscape improvements are a core aspect of the Plan
- 2) Areas where pedestrian and traffic improvements are a core aspect of the Plan
- 3) A general outline of potential opportunity sites that could accommodate parking or development
- 4) Opportunities to connect the downtown through the creation of a Promenade that would connect the major destinations within the core of downtown



Study Area



Executive Summary

- 5) Areas that are well-suited for crosswalk improvements that will better connect pedestrians throughout the downtown
- 6) Opportunities for recreational paths that will provide connections to and between trails and destinations
- 7) Potential alignment of the Long Term Mascoma River Greenway
- 8) Indications of the potential for new streets that could connect the downtown
- 9) Areas where enhancing the streetscape edges and façade improvements should be advanced

Implementation Strategies

Implementing the six “Key Concepts” presented in Chapter 5 will require a multitude of strategies and moving forward through a process. It will take time, and as this chapter lays out, will involve many incremental steps that collectively help build towards the Downtown Vision.

As summarized on the implementation matrices in Chapter 5 for the projects that support the Key Concepts, four key types of implementation strategies have been suggested. These range from strategies to support the funding of projects, strategies to help assure the urban planning and design outcome supports the Vision, strategies for integrating key infrastructure into the pursuit of the Vision, and strategies for organizing the community to both advance and manage a new Downtown Lebanon.

Chapter Six highlights these key strategies and provides useful guidance for future decision making.

1 Project Overview

1 Project Overview

Lebanon Central Business District Vision & Purpose

Downtown Lebanon shall continue to be a vibrant part of the community - a crossroads where residents and visitors work, meet, shop, learn, participate in local governance, and share in a good quality of life and a firm sense of community and belonging. The City of Lebanon seeks to promote and enhance downtown Lebanon as a vital business, social and recreational center of the community while preserving its historic "small-town" atmosphere. --- Source: City of Lebanon Master Plan Chapter 3

Purpose of the Downtown Plan and Tunnel Assessment

The purpose of this study is to identify and assess, through citizen engagement and professional analysis, the range of alternatives and feasibility for revisioning the downtown, and to enhance the physical appearance and functionality of the area. The study establishes alternatives for building redevelopment, traffic circulation, bike and pedestrian connections, and streetscape amenities. The plan outlines in-depth recommendations and actions that the city can move forward with to achieve the near-term and long-term elements of the preferred plan.

The tunnel is a key aspect of the downtown plan. The planning process has identified recommendations for the reuse of the tunnel that will let the City move forward with its reconstruction so that the tunnel will become a contributing factor towards the future vitality of downtown as it implements the vision.

The Vision Plan is meant to become a resource for the City as it moves

forward with the initiatives and strategies that are included in this report. Chapter 5 outlines "Key Concepts" that provide a framework for a variety of recommendations that collectively will:

- ❑ Create a "Main Street" feel by providing continuity from the Route 120/Hanover Street Intersection to Colburn Park;
- ❑ Improve pedestrian safety throughout the study area;
- ❑ Promote walkability and bikability
- ❑ Enhance space for the creation of a more downtown center (utilizing the Mascoma River, North Park Street, and the Pedestrian Mall to bring the community together)
- ❑ Open doors to greater public/private partnerships that together can bring aspects of the plan to fruition

Introduction

Downtown Lebanon has historically been a vibrant part of the community. This core area, located at the center of the City, went through substantial redevelopment over the years, including the urban renewal efforts after the 1964 fire, and still remains in a process of transformation. Downtown today is relatively healthy from an economic perspective with low vacancies and some recent new investment, but the area has unrealized opportunities and great potential for additional improvements in the way it looks, feels, and functions. This study

represents the City's efforts in identifying a long-range, multi-faceted, community-led vision of how to make downtown Lebanon a desirable destination for the region while, in such a context, understanding the best reuse potential of the former railroad tunnel under the Hanover Street Pedestrian Mall. The analyses and recommendations in this study were developed not only in regard to specific goals and objectives identified in the Lebanon Master Plan, but also based on substantial public input that was gathered through broad citizen engagement.

Figure 1.1 — Study Area



1 Project Overview

Study Area

The study area as shown in Figure 1.1 encompasses the core components of downtown Lebanon as defined in the Lebanon Master Plan. It intentionally includes all of the major roadway infrastructure, commercial and mixed use buildings, and open spaces, and excludes some of the residential areas that are much less likely to change in functionality. The study area is roughly bounded by the Mascoma River and Route 120 ramp to the north, the Hanover Street corridor to the west, and Colburn Park to the south, and includes the industrial and commercial areas along Spencer Street and the rail trail to the east.

Within the study area, the existing fabric of the downtown is made up of a series of buildings, open spaces, and riverfront connections, as can be seen in Figure 1.2. The historic pattern of the downtown has been shaped by the buildings and edges along the arrival gateway corridor of Hanover Street as well as the spaces at and around Colburn Park that are defined by buildings of various scales. The unique characteristics of the riverfront area of downtown are displayed by the residual industrial uses and the open areas and parks along the river. Immediately adjacent to the study area, the city grew into largely residential neighborhoods with much smaller building footprints.

The downtown urban fabric has also been significantly shaped by major historic events, particularly the 1964 fire within and adjacent to downtown. The City implemented an urban renewal plan following the 1964 fire that included relocating the historic main street (Hanover Street) to the south behind the downtown buildings and converting the former public street to a pedestrian mall. The realignment of Hanover Street eliminated several roadway connections in downtown, especially the direct connection between Hanover Street and Colburn Park, in order to provide space for additional parking and building

development at the western end of the pedestrian mall. These historic development patterns are still visible in Figure 1.2 shown to the west of Colburn Park.

Built upon the existing urban fabric of the downtown today, this study explores the next phase of downtown development and how additional growth and redevelopment can help reestablish edges, places, and connections that would further reinforce the history of the community.





1 Project Overview



Outdoor dining on the Mall



Streetscape furnishings on the Mall



Colburn Park



AVA Gallery



Band stand in Colburn Park



The Mall connects to Colburn Park



City Hall



Artistic sculptures in downtown



Retail on Hanover Street



Retail and pocket park on Hanover Street



Mascoma River at Taylor Street



Northern Rail Trail kiosk



The tunnel



Residential building on Hanover Street

2 Existing Conditions

2 Existing Conditions

To fully understand the challenges and opportunities posed by the downtown study area, an analysis was conducted to review current zoning, utilities, historical and cultural resources, natural resources, and transportation, and to assess the existing conditions of the former railroad tunnel. This section provides an overview of the existing conditions.

Zoning

There are five zoning districts within the downtown study area, including Central Business District (CBD), and Professional Business District (PBD). Residential 2 (R2), Residential 3 (R3), Residential Office (RO).

Central Business District (CBD)

The CB District is to provide in-town areas for retail and service businesses, banks, offices and government facilities in the city. Other related commercial activities and higher density residential uses are also encouraged in the Central Business District.

Professional Business District (PBD)

The primary purpose of the PB District is to enhance the preservation and rehabilitation of architecturally historic buildings, support and promote business and commerce through protecting the visual attractiveness of the City, and foster civic pride in the beautiful architectural accomplishments of the past.

Residential 2 (R-2)

The R-2 District is designed to preserve the older, established residential sections of the city as viable residential neighborhoods. It allows the conversion of large older dwellings and other buildings into multi-family dwellings, office, educational and cultural facilities with appropriate controls but generally prohibits new constructions of these types of buildings.

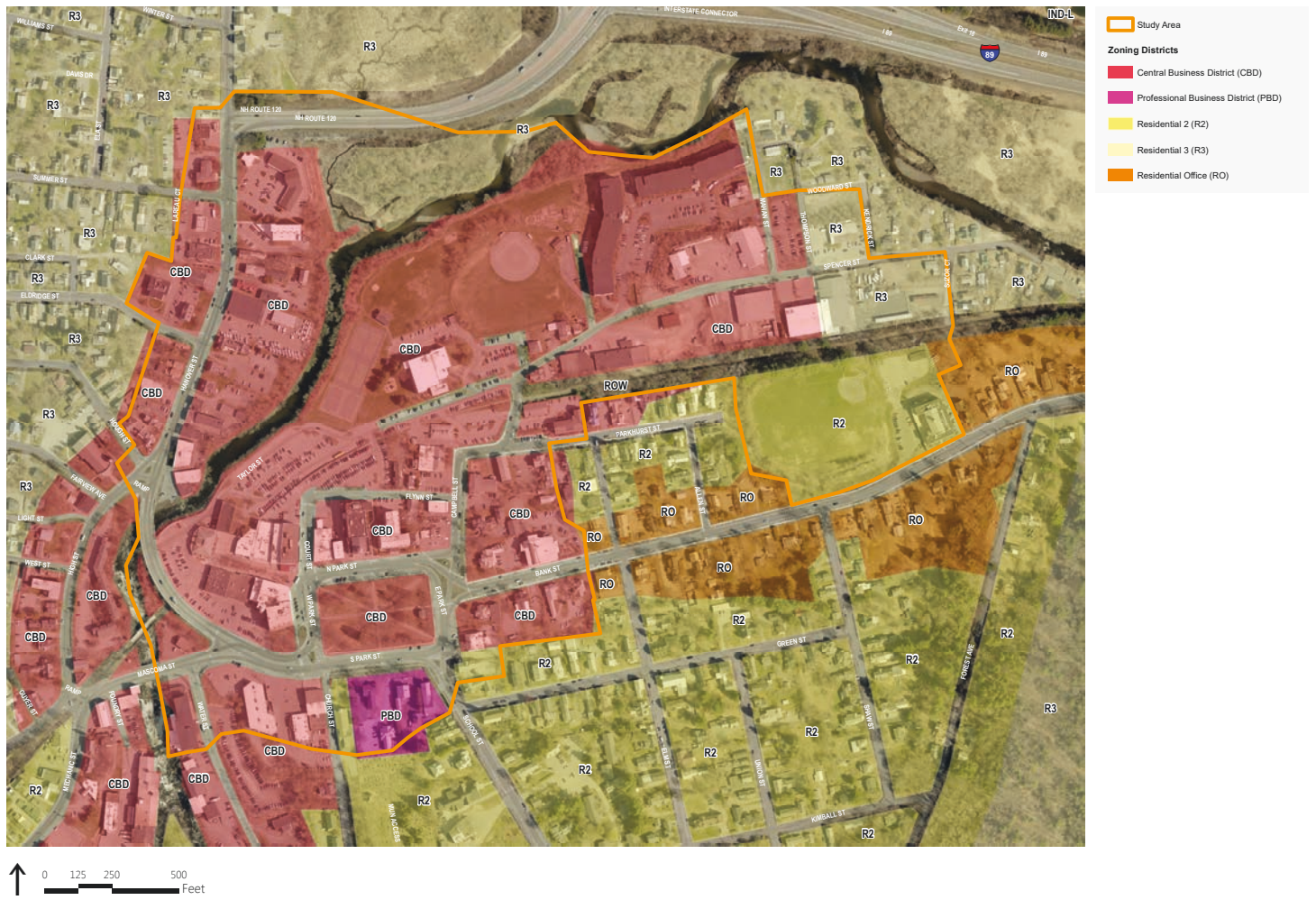
Residential 3 (R-3)

The R-3 District is primarily designed to provide areas for single family residential neighborhoods. It allows several other uses such as public education facility, recreation facility, and hospital, etc.

Residential Office (RO)

The RO District is to preserve the residential character of older, established neighborhoods by carefully guiding the transition of residential structures to office use. It intends to preserve the economic viability of older large dwellings located on heavily traveled streets, provide attractive locations for small offices, while preserving the residential character of older established neighborhoods.

Figure 2.1 - Existing Zoning



2 Existing Conditions

Utilities

The downtown area of Lebanon is serviced by a robust infrastructure system that includes water, sewer and stormwater service maintained by the City.

Water is sourced from the Mascoma River. The water treatment plant is located a mile east of downtown and a water storage tank is located at Prospect Hill. The water system has sufficient pressure for firefighting purposes and capacity to support redevelopment.

The sewer system boasts a 21-inch to 36-inch interceptor throughout the City that is discharged to the wastewater treatment plant located at the confluence of the Mascoma River and Connecticut River. The sewer system has sufficient capacity and has been freeing up capacity through the removal of combined sewer overflows (CSO) throughout the City.

The ongoing separation of the sewer and drainage systems has resulted in major improvements to the infrastructure, including replacement of the water mains. In conjunction with the CSO projects, the City has also undertaken significant maintenance and data analysis measures including: infrastructure mapping, flow meters, video inspection of sewer mains and capacity modeling. These measures not only account for maintenance of the City's infrastructure, but allow for anticipation and future planning of larger improvements.

The drainage infrastructure throughout downtown generally outfalls to

the Mascoma River. Flooding is largely not an issue within the downtown area, however, recent development within the 100-year floodplain has resulted in flooding issues. Future development in the 100-year floodplain should consider impacts to flooding.

Electrical service is provided by Liberty Utilities. Natural gas, propane and oil are supplied by several private companies.

Figure 2.2 - Utilities



2 Existing Conditions

City-Owned Parcels

The City of Lebanon owns numerous parcels that are located throughout the study area. These parcels include major public spaces such as Colburn Park, located in the core of downtown, which serves as a major destination for residents, and visitors, as well as Eldridge Park, which includes a baseball field that is located adjacent to Spencer Street. Figure 2.3 shows the City own parcels, which constitute a total of 18.4 acres within the study area.

There are three primary locations where the existing City-owned parcels are located.

- 1) Adjacent to and surrounding Colburn Park. These parcels include the Library and City hall, as well as the land associated with the Mall and parking lots that surround the Mall.
- 2) Spencer Street Parcels. These include several parcels that are located between Spencer Street and the Northern Rail Trail that are currently used for storage and parking.
- 3) Riverfront Parcels. These include significant pieces of land that parallel the Mascoma River and contribute towards the scenic and natural setting of the riverfront and downtown.

As figure 2.3 illustrates, the City has control over a significant portion of land within the study Area. This land is a great resource to the City and can be utilized to help achieve multiple goals, whether they be land conservation, redevelopment, or accommodating active and passive recreational needs for the community.



COLBURN PARK IS A GREAT COMMUNITY RESOURCE THAT IS LOCATED AT THE CENTER OF DOWNTOWN

Figure 2.3 — City Owned Parcels



2 Existing Conditions

Historic and Cultural Resources

This section includes a preliminary review of existing historical and cultural resources within the study area. The presence of the historic buildings and landscapes defines the visual character of the area and provides interesting spaces for the many activities that are currently carried on. These activities are beneficial in providing social outlets and community meeting places, a sense of community and civic participation. They also provide intellectual and artistic stimulation and economic support to the city.

The Colburn Park Historic District is listed on the National Register of Historic Places in Lebanon. The City's Colburn Park Historic Overlay District was established in 1996 and includes 19 contributing historic buildings and Colburn Park along with the Hanover Street Mall. These two historic districts largely overlap and represent a concentration of architecturally interesting structures in a variety of styles from the 19th and 20th centuries. The diversity of these buildings together helps define the space and edges fronting Colburn Park.

As shown in Figure 2.4 Historic Resources map, there are a large number of landmark properties both within and adjacent to the historic districts and the study area, such as City Hall, the Lebanon Public Library, National Bank Block, the First Congregational Church, the Soldier's Memorial building, and the Campbell-Carter Mansion. These historic buildings and places combined with the open space and recreation opportunities offered by Colburn Park and the Mascoma River allows community members to enjoy the diverse experiences that a vibrant downtown Lebanon has to offer.



CITY HALL



LEBANON PUBLIC LIBRARY

Figure 2.4 - Historic Resources



2 Existing Conditions

Natural Resources

This section includes an inventory of natural resources within the study area. The Mascoma River corridor within the southwestern portion of the study area is bounded on the east and west by a densely developed urban environment. Generally, the limits of the existing developments butt against the channel of the river. Predominantly this development consists of parking lots and tennis courts. The Mascoma River corridor within the northeastern portion of the study area is bounded to the north by wetlands and Route 120 and to the south by managed turf associated with a recreation area. There are limited riparian buffers between existing development and the river that could provide treatment of stormwater prior to discharge into the Mascoma River.

Natural Resources

WETLANDS

The river corridor exhibits two wetland resource systems: riverine and palustrine. See Figure 2.5 Wetlands. Generally speaking, the riverine system is a freshwater system and includes the river channel and adjacent bank features which may be characterized by earthen, gravel, cobble or rock substrates, or may support the growth of non-persistent emergent vegetation. Palustrine systems are freshwater systems that support the growth of persistent emergent vegetation, and woody shrubs or trees. Palustrine wetlands may border rivers, streams and lakes, or may exist independent of these features.

The Mascoma River and the bordering palustrine wetlands are constrained by surrounding development. Palustrine wetlands are predominantly located between the north bank of the Mascoma River and the roadways to the north (Route 120 and Interstate 89) where development was not possible due to access limitations. The natural



MASCOMA RIVER



MASCOMA RIVER BRIDGE CROSSING

meander of the river is controlled by the surrounding development with the north bank closest to Route 120 being hardened against erosion. Sediment deposition at the river bend in this location directs flow towards the hardened bank. A contributing source to the Mascoma River is a perennial stream bordered by emergent wetlands that contributes flows from a large emergent wetland system located to the north of the study area beyond Route 120.

Figure 2.5 Wetlands



2 Existing Conditions

WATER RESOURCES

The New Hampshire Department of Environmental Services (NHDES) has classified the Mascoma River as a Class B water. Class B waters are considered acceptable for fishing, swimming, and other recreational purposes and, after adequate treatment, for use as water supplies. The Mascoma River is a designated river under NH RSA 483 for its outstanding natural and cultural resources. The volunteer Mascoma River Local Advisory Committee developed and implements a management plan so that the river may be protected for future generations. The Advisory Committee reviews and coordinates activities affecting the river on a regional basis. In addition, the shoreland of the river is protected under NH RSA 483:B because it is a fourth order or higher stream. Development within 250 feet of the river is required to meet minimum protection standards aimed at preserving riparian buffers and limiting stormwater inputs to the river. In accordance with the standards, new primary structures are prohibited within 50 feet of the river; vegetation removal is limited within 150 feet of the river; and impervious surface limits are imposed within 150 feet of the river without implementation of stormwater control measures. Development present prior to the passage of the Comprehensive Surface Water Quality Protection Act has a grandfathered development footprint and is not required to meet many of the minimum protection standards under NH RSA 483:B and therefore redevelopment is relatively easy. The city has also implemented a local Riverbank Protection Overlay District that mirrors the State program and applies to lesser order streams.

FLOODPLAIN

The United States Federal Emergency Management Agency (FEMA) has mapped the floodway and the floodplain. See Figure 2.6 Floodplain.

Floodway – The channel of the stream adjacent to floodplain areas that

must be kept free of encroachment so that the 1% annual chance flood can be carried without substantial increases in flood heights.

Floodplain – Areas of Floodplain with a 100 year frequency recurrence interval (1% Annual probability).



Generally, the floodplain is present along the river and extends nearly to the 150-foot shoreland protection zone along both sides of the river. The Zone AE areas encompass the river channel and some adjacent areas. Floodways and floodplains present hazards to development and human safety, and are a restriction to development. Development activity within mapped floodways and floodplain is regulated by the standards imposed within the local floodplain district ordinance.

Transportation

A comprehensive field reconnaissance of the existing transportation network was undertaken within the project study area. This section documents the existing roadway system including multimodal users (automobiles, buses, bicycles, and pedestrians), parking utilization, and crash data.

Figure 2.6 - Floodplain



2 Existing Conditions

Project Study Area Roadways/Intersections

Downtown Lebanon is accessed by four primary roadways: Hanover Street (NH Route 120) from the north, Mascoma Street (US Route 4) from the west, Bank Street (US Route 4) from the east, and School Street (NH Route 120) from the south. In downtown Lebanon traffic circulates around Colburn Park in a counter clockwise one-way flow through a series of unconventional intersections with numerous channelized slip lanes and varying levels of traffic control. Figure 2.7 shows the roadway classification system and summarizes traffic volumes.

NH ROUTE 120 AT HANOVER STREET

NH Route 120 intersects Hanover Street from the east to form an unsignalized intersection opposite the two Shell gas station curb-cuts (40 to 50 feet wide) on the west. Although NH Route 120 east of Hanover Street is a four-lane (Class II - State maintained) roadway that carries an average annual daily traffic (AADT) volume of 12,000 vehicles, it operates under stop control with separate left and right-turn lanes. North of NH Route 120, Hanover Street is a low volume two-lane (Class V / City maintained) roadway that provides access and egress to the Barrows Street/Winter Street residential neighborhood. South of NH Route 120, Hanover Street is a two-lane (Class IV - State road / City maintained) roadway with a 25 mile per hour speed limit that provides a northbound shared left/through lane, a northbound bike lane in accordance with MUTCD guidance and a free right-turn slip lane that enters directly into its own travel lane on NH Route 120 northbound.

The current Tee intersection configuration is operationally inefficient because the high volume NH Route 120 approach is stop controlled, whereas the minor approach from the north is free flow. As a result

motorists experience long delays and queues along NH Route 120 approaching Hanover Street during peak periods.

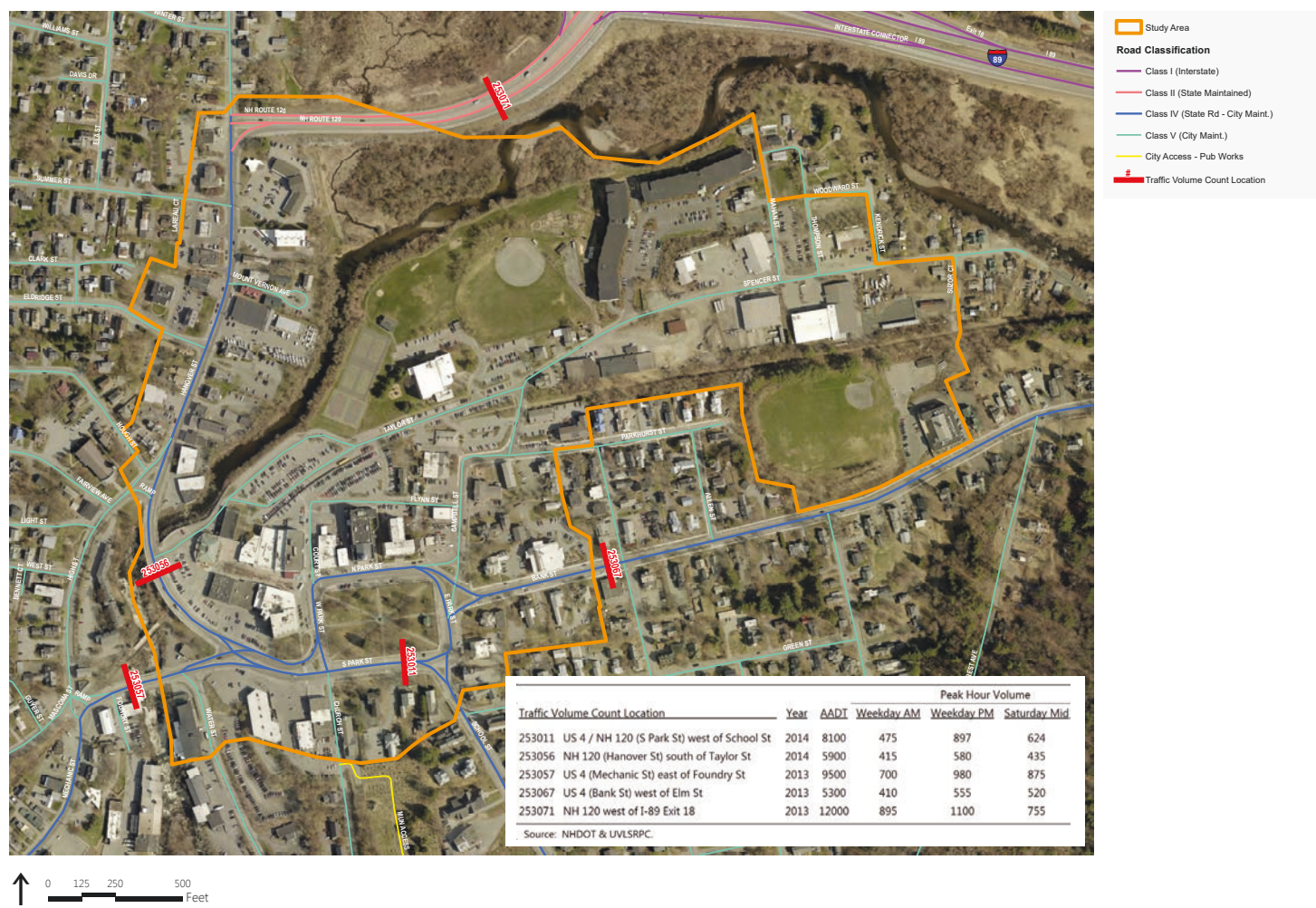
HIGH STREET AT HANOVER STREET

High Street, which is a two-lane (Class V - City maintained) roadway, intersects Hanover Street at a skewed angle from the west opposite a 30-foot wide commercial driveway to form an unsignalized intersection. Although, no turn-lanes are provided on any of the intersection approaches, High Street has three separate curb-cuts along Hanover Street that accommodate: the southbound right-turn from Hanover Street with very little deflection, the northbound left-turn from Hanover Street, and the exiting movements from High Street. Additionally, Hough Street intersects High Street within the southbound right-turn slip lane from Hanover Street creating additional conflict points and further complicating this unconventional intersection. Access to Hanover Street from High Street and Hough Street is difficult during peak periods because Hanover Street is free flow and vehicles entering from the side streets are forced to wait for adequate gaps in traffic along Hanover Street.

TAYLOR STREET AT HANOVER STREET

Approximately 200 feet south of High Street, Taylor Street intersects Hanover Street to form a three-way unsignalized intersection without any turn lanes. Taylor Street is a two-lane (Class V - City maintained) roadway that travels through commercial parking lots and provides a connection to downtown businesses and City Hall. Just south of Taylor Street, Hanover Street carries an AADT of 5,900 vehicles. As a two-way roadway, Taylor Street provides motorists a good alternative to circulating through the Colburn Park area to access parking and other destinations behind City Hall.

Figure 2.7 - Roadway Classification System and Average Daily Traffic



2 Existing Conditions

MASCOMA STREET AT HANOVER STREET

Approximately 400 feet south of Taylor Street, Mascoma Street (US Route 4) intersects Hanover Street at a skewed angle to form a three-way intersection between two offset curb-cuts accessing/egressing the commercial property to the north. Yellow flashing lights provided on Hanover Street only turn red when activated by emergency vehicles or by the pedestrian call button at the Fire Station, otherwise vehicles along Hanover Street have the right of way. Mascoma Street, which is a two-lane (Class IV - State road / City maintained) roadway, provides an eastbound channelized free right-turn lane onto Hanover Street (lefts and through movements are prohibited).

It should be noted that the yield sign (shown below) located in the splitter median on the southwest quadrant of the intersection of Hanover Street and Mascoma Street appears to be directed toward the southbound traffic on Hanover Street, but it is unclear whether these motorists are supposed to yield to opposing northbound left-turns from Hanover Street or merging eastbound traffic from Mascoma Street. Field observations revealed that the southbound vehicles on Hanover Street do not typically yield to either movement. Additionally, a No Left-Turn sign mounted on the back of the Yield sign (in the splitter median) is directed toward northbound traffic on Hanover Street, which is confusing as it adjacent to a dedicated left-turn lane. This No Left-Turn sign was likely intended to face the Mascoma Street eastbound approach. The City should consider removing the Yield sign and either realigning the No Left-Turn sign or removing it as well. One of the deficiencies of this intersection is that it does not allow left turns out of Mascoma Street onto Hanover Street. This forces those motorists to either circulate around the park or access Hanover Street via High Street, which experiences long delays making a left turn onto Hanover Street during peak periods.



YIELD SIGN FACING HANOVER STREET SOUTHBOUND TRAFFIC AT THE INTERSECTION OF MASCOMA STREET.

WEST & SOUTH PARK STREET/CHURCH STREET AT HANOVER STREET

West Park Street, Church Street, and the Fire Station driveway intersect Hanover Street and South Park Street to form an unconventional five-way intersection. The southbound approach from West Park Street, which is a two-lane one way (Class IV - State road / City maintained) roadway, provides a left-turn lane and a through lane that operate under stop control with a flashing red light and two right-turn lanes that operate free with a flashing yellow light. Church Street, which is a two-lane (Class V - City maintained) roadway, provides a northbound right-turn lane only. Access and Egress to the Lebanon Fire station is also provided on the south side of the intersection with a 55-foot wide curb-cut. Emergency vehicles exiting the fire station and a pedestrian call button at the Hanover Street crosswalk (on the west leg of the intersection) activate a red signal phase for all approaches to the intersection. It should be noted that the double right-turn lanes from West Park Street create a westbound weaving movement on Hanover Street approaching Mascoma Street (a distance of only 250 feet) as the left most lane is forced onto Mascoma Street and the right most lane continues northbound on Hanover Street. It should also be noted that

there is no crosswalk at the southwest corner of the park.



SOUTHBOUND APPROACH OF WEST PARK STREET AT THE INTERSECTION OF CHURCH STREET/FIRE STATION AND HANOVER STREET.

SCHOOL STREET AT SOUTH & EAST PARK STREET

Approximately 400 feet east of Church Street, School Street and the US Post Office driveway intersect South Park and East Park Street to form a four-way unsignalized intersection. South Park Street, which is a two-lane one-way (Class IV - State road / City maintained) roadway has an AADT of 8,100 vehicles. The eastbound approach on South Park Street, which operates with the right of way, provides two left-turn lanes (to continue circulating around the park) and a right-turn lane onto School Street. School Street, which is a two-lane (Class IV - State road / City maintained) roadway, provides a northbound through/right lane onto East Park Street and operates under stop control. The US Post Office driveway provides a single right-turn lane onto East Park Street and also operates under stop control. It should also be noted that there is no crosswalk at the southeast corner of the park.

BANK STREET/CAMPBELL STREET AT NORTH & EAST PARK STREET

Bank Street and Campbell Street intersect North Park and East Park Street to form an unsignalized intersection with channelized slip lanes on multiple approaches. The northbound approach on East Park Street

provides a free left-turn slip lane, a through lane that operates under yield control, and a free right-turn slip lane. The Westbound approach of Bank Street provides a through/right lane onto North Park Street and operates with the right of way. Bank Street, which is a two-lane (Class IV - State road / City maintained) roadway, carries an AADT of 5,300 vehicles. The southbound approach of Campbell Street, which is a two-lane (Class V - City maintained) roadway, provides a right-turn lane only onto North Park Street. Although no traffic control (yield or stop sign) is provided on the southbound Campbell Street approach, motorists were observed yielding to westbound traffic from Bank Street.



LONG CROSSWALK ON EAST PARK STREET WITH MULTIPLE TURN-LANES APPROACHING BANK STREET/CAMPBELL STREET.

COURT STREET AT NORTH & WEST PARK STREET

Court Street and a parking aisle driveway intersect North and West Park Street from the north and west respectively to form a four-way unsignalized intersection. North Park Street (one way westbound) provides a left-turn lane and a shared left/through/right and operates with the right of way. Court Street operates under stop control and provides a single multi-use lane. The parking aisle driveway is one-way southbound (away from Court Street).

2 Existing Conditions

Pedestrian Transportation System

An extensive network of sidewalks is currently provided throughout downtown Lebanon. Specifically, sidewalk is provided on both sides of North, South, East, and West Park Street, as well as Hanover Street, Mascoma Street, School Street, Bank Street, Campbell Street, and Court Street. Sidewalk is also provided on the west side of High Street and on the southeast side of NH Route 120. Additionally, crosswalks are provided at numerous key locations throughout the downtown area. Figure 2.8 shows the existing pedestrian and bicycle accommodations.

Even with the extensive pedestrian amenities provided today, there are numerous locations that could be improved upon:

- ❑ Some of the crosswalks are accompanied with Pedestrian Warning signs with the required downward pointing arrow or the In-Street Pedestrian Crossing sign. Pedestrian signage at the following key crosswalks is currently lacking:
 - ✔ *Hanover Street (NH 120) just south of High Street.*
 - ✔ *Hanover Street (NH 120) just north of Mascoma Street (US 4).*
 - ✔ *N. Park Street (NH 120) just east of Court Street.*
 - ✔ *W. Park Street (NH 120) north of Hanover Street and south of N. Park Street.*
 - ✔ *The two midblock crossings on Campbell Street south of Spencer Street and the midblock crossing on Spencer Street just north of Campbell Street may be considered lower priorities due to the low vehicular volumes.*
 - ✔ *The crosswalk on E. Park Street (NH 120) is accompanied with a Pedestrian Warning sign (on the east side of the street) and without the required downward pointing arrow.*
- ❑ It may be possible to realign and/or relocate excessively long crosswalks as an interim improvement:
 - ✔ *The Hanover Street (NH 120) crosswalk just north of High Street is approximately 75 feet long as a result of it being located within the southbound right-turn lane (from Hanover Street to High Street). Relocating this crosswalk to the north slightly (150 feet) would result in a significantly shorter crossing (45 feet), but would require appropriate modification to curbing to provide ADA compliance.*
- ❑ There are pedestrian pushbuttons located on both sides of the Hanover Street (NH 120) crosswalk on the southern leg of Summer Street (attached photo). However, this pedestrian pushbutton doesn't activate any warning or lighting system (as indicated) to alert motorists that a pedestrian is looking to cross the street. The system should either be reactivated in some acceptable form or the pushbuttons should be removed.
- ❑ The sidewalk along the northwest corner of Campbell Street and North Park Street is nearly flush with the travel way due to the pre-existing gas station/service station use, providing limited vertical separation between motorists and pedestrians.

Bicycle Transportation System

Shoulders of varying width, unconventional intersections with channelized turn lanes, numerous curb-cuts, and varying types of on-street parking make bicycling challenging for most cyclists. The NHDOT identifies US 4 (Mascoma Street and Bank Street) and NH 120 (Hanover Street and School Street) within the project study area as recommended bike routes. However, only Bank Street provides shared lane markings (sharrows) and only Hanover Street adjacent to the intersection of NH 120 provides a short bike lane (only 200 feet long).

Figure 2.8 - Existing Pedestrian and Bicycle Accommodations



2 Existing Conditions

The City should consider providing sharrows along these designated bike routes where none exist today as in interim improvement. As noted above, Figure 2.8 shows the existing pedestrian and bicycle amenities.

Public Transportation System

Bus service is provided by Advance Transit. Advance Transit provides system-wide free service to all users, which has been made possible by contributions from numerous communities and institutions in the Upper Valley region. Within the project study area Advance Transit provides two bus routes: Blue Route and Red Route. The Blue Route provides regularly scheduled service along NH Route 120, Hanover Street, Park Street, and Bank Street Monday through Friday. The Red Route provides regularly scheduled service along Mascoma Street and Park Street, Monday through Friday. Two sheltered bus stops (Hanover Street and North Park Street) and six non-sheltered bus stops are located. Figure 2.9 shows the existing Advance Transit bus routes and bus stops.



COVERED BUS SHELTER ON HANOVER STREET & PEDESTRIAN CROSSING WITH NON-FUNCTIONING PEDESTRIAN CALL BUTTONS.

Parking Inventory

Numerous parking locations are provided throughout the project study

area. City-owned on-street parking is provided along both sides of Hanover Street (between Summer Street and High Street) as well as both sides of North, South, and East Park Street. Off-street parking lots (both City-owned and private) are provided. Parking data provided by the City of Lebanon from the downtown Lebanon Parking Occupancy Study prepared by RSG indicates that off-street City-owned parking lots adjacent to the downtown pedestrian mall area and City Hall have the highest parking utilization, followed by the on-street parking spaces along Park Street. On-street parking along Hanover Street generally had a lower parking utilization. Figure 2.10 summarizes the peak parking utilization (11:30 AM – 1:30 PM). More detailed parking information is provided in the Downtown Lebanon Parking Occupancy Study prepared by RSG.

Crash Data

Crash data from the New Hampshire Department of Transportation (NHDOT) was compiled for the most recent five-year period available (2009-2013). Within this five-year period, six to ten crashes occurred at the intersections of:

- ❑ NH Route 120 at Hanover Street,
- ❑ Eldridge Street at Hanover Street,
- ❑ High Street at Hanover Street,
- ❑ Mascoma Street at Hanover Street,
- ❑ West Park/Church Street at Hanover Street,
- ❑ Bank Street at East Park Street, and
- ❑ Campbell Street at North Park Street

Only the intersections of NH Route 120 at the I-89 southbound ramps and Mascoma Street at High Street/Mechanic Street, which are both

Figure 2.9 - Public Transit



2 Existing Conditions

Figure 2.10 - Peak Parking Utilization



Figure 2.11 - Crash History



2 Existing Conditions

just beyond the study area limits, experienced more crashes (greater than fifteen). Five motor vehicle crashes within the study area involved a pedestrian, two of which occurred at the intersection of High Street at Hanover Street, two along North Park Street and one at the intersection of South Park Street at School Street. One motor vehicle crash with a bicycle was reported at the intersection of High Street at Hanover Street. Figure 3.11 summarizes the crash data.



HIGH STREET NORTHBOUND APPROACH AT HANOVER STREET – LONG CROSSWALK ON HANOVER STREET & NUMEROUS CURB-CUTS.

Tunnel Assessment

Infrastructure – Existing

TUNNEL LOCATION & DESCRIPTION

The tunnel is located near the southeast limit of the study area and extends from the bridge (#121/117) carrying Hanover Street (NH 120) over an abandoned railroad corridor in a northeasterly direction under a parking lot and mall plaza area surrounded by several buildings. The northeast end of the tunnel outlets near a parking lot. The southwest end of the tunnel abuts the bridge carrying Hanover Street and outlets at a trail near the abandoned railroad bridges that span the Mascoma River. The tunnel is approximately 280 feet in length with a width that

varies from 17 feet to approximately 76 feet. See Figure 2.12 for Location Map.

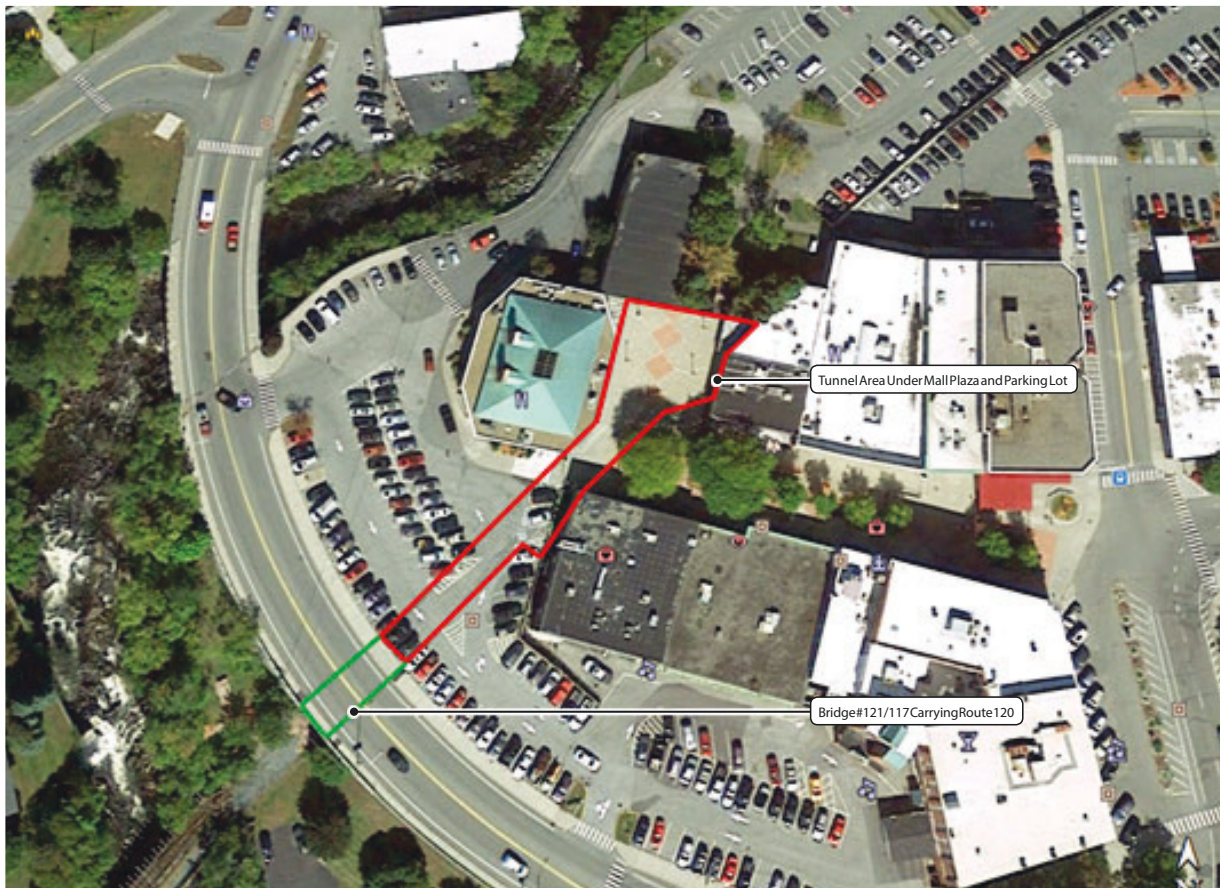
The tunnel consists of pre-stressed concrete slabs supported on retaining walls, abutments, and piers that support an elevated mall plaza and parking lot constructed circa 1969 as part of the urban renewal project. See photos on the next page for a general depiction of the structural components and a view of the plaza area above the tunnel.

INSPECTIONS & CONDITION FINDINGS

An inspection and evaluation of the tunnel's superstructure (beams/deck) was completed by Hoyle, Tanner Associates Inc. (HTA) on May 21, 2014. Based on HTA's findings that the pre-stressed concrete slabs are in "poor to very poor" condition, the tunnel is closed to pedestrian access with chain link fence at each end (see photos adjacent) and the parking area above the tunnel is barricaded to keep vehicular traffic off the superstructure concrete slabs (see photos on the opposite page).

VHB completed an inspection and assessment of the Lebanon Tunnel on September 9, 2015, to determine the general condition of the tunnel substructure (abutments & piers). The north and south abutments consist primarily of cantilevered reinforced concrete walls on spread footings. Portions also include a stone masonry lower wall with a reinforced concrete upper wall section. All abutment elements are generally in satisfactory condition. Piers consists of a rectangular reinforced concrete cap on circular concrete columns, supported on spread footings. The south pier, at mid-tunnel, also has an integrated concrete wall that extends approximately 8 feet above the ground surface. The piers are generally in fair to satisfactory condition.

Figure 2.12 - General Location and Approximate Limits of Tunnel



2 Existing Conditions



TUNNEL STRUCTURAL COMPONENTS



PLAZA AREA ABOVE THE TUNNEL

The precast, pre-stressed concrete superstructure slabs are in very poor condition and require replacement. The tunnel substructure is generally in satisfactory condition. The abutments require minor rehabilitation and limited reconstruction of the bridge seats. The existing piers require rehabilitation with two of the pier caps requiring replacement or reconstruction.

Refer to Appendix A for more information on the tunnel assessment.



THE TUNNEL IS CLOSED WITH A CHAIN LINK FENCE



THE TUNNEL IS BARRICADED TO KEEP VEHICULAR TRAFFIC OFF THE SUPERSTRUCTURE

3 Market Analysis

Downtown Lebanon Market Opportunities

This section provides a synopsis of downtown Lebanon's market opportunities. The full market opportunity analysis is included as Appendix B.

The Economic Setting

The Upper Valley regional economy is one of New Hampshire's best performing regional settings. Anchored by the Dartmouth Hitchcock Medical Center, Dartmouth College and a diverse private sector economy, the economic base of the region tends to be stable when the US and State economies are contracting, and to expand when those economies are growing. The region typically exhibits the lowest unemployment rate in the State.

As of mid-2015 there were just over 31,500 jobs in the Lebanon Labor Market (Lebanon and its 12 surrounding New Hampshire communities). During the 2004-2007 economic growth period, the region added nearly 1,000 jobs and unlike the rest of the State, was able to retain those jobs during the subsequent recession. Recent years have seen a shift away from the manufacturing sector, but overall the economy continued to perform well and all signs are that these patterns of stability in downturns and growth in economic upturns will continue.

Within this regional context, Lebanon is the dominant player, accounting for nearly half of the region's jobs and hosting DHMC, the largest regional employer, along with the largest concentrations of private employers in the region clustered in the Route 120 corridor, around the airport and along Route 12A.

The region's transportation network (Interstates 89 and 91)

supplements the area's captive employment base, allowing Lebanon to comfortably serve a broad and well populated market.

Lebanon itself is a small community with a population of just over 13,000, but its economic reach within a 30 minute drive encompasses a population of over 81,000. This regional draw amplifies the market and economic opportunities available.

The population within the 30 minute drive time is relatively affluent, with a median household income in 2015 of just over \$70,000 versus a New Hampshire average of \$66,700.

Simply put, Lebanon is the major employment center for a broad region, whose economic opportunities are amplified by the substantial population base within a 30 minute drive.

The implications for downtown Lebanon of these trends and characteristics are:

- ❑ There is a substantial population base to support downtown Lebanon activities with the 15 minute (primary market) and 30 minute (primary+secondary) market area;
- ❑ The region is relatively affluent, having income characteristics typical of the State average—which is driven by generally affluent areas in southern New Hampshire and the Seacoast region.
- ❑ The region is expected to experience modest population growth in the coming years, reflecting state-wide trends.
- ❑ This slower growth is not a major deterrent to downtown investment, given the current population base of the region—there is sufficient untapped demand in the existing population base to support more investment in downtown.

Lebanon Regional Population						
	2000	2010	2015	2020	Change 2000-10	Change 2010-20
Population						
Downtown: 1 Mile Radius	3,184	3,084	3,000	2,936	(100)	(148)
Lebanon City	12,565	13,151	13,343	13,535	586	384
5 Minute Drive from City Hall	6,971	6,806	6,750	6,720	(165)	(86)
15 Minute Drive From City Hall	36,549	37,449	37,415	37,489	900	40
30 Minute Drive From City Hall	78,130	81,594	81,146	81,238	3,464	(356)

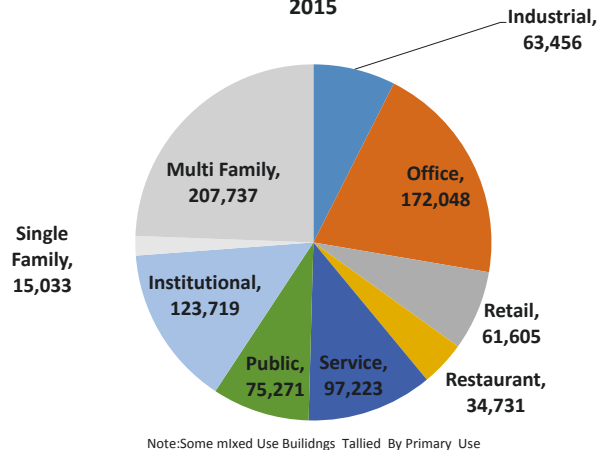
Downtown Lebanon Today

An inventory of existing buildings in the study area was compiled with the assistance of the city planning department. That inventory indicates that downtown currently hosts a diversity of residential, commercial and institutional uses. There is a total of just over 850,000 square feet of building area in downtown, approaching the typical 1 million square feet found in a regional mall. The diversity of uses is evident in this chart:

The downtown study area includes a total of 476 dwelling units, 95 percent of which are multi-family units, including the Emerson Place apartment complex (160 units) completed in 2004 and the recently renovated former Junior High School (40 units).

Downtown is the cultural hub of the City, housing the 850 seat Opera House in City Hall, the AVA Gallery and the unique privately funded CCBA recreation complex including fitness center and outdoor recreation fields and facilities. The location of City Hall, the Library,

Downtown Lebanon Space Use (Square Feet),
2015



3 Market Analysis

Post Office, City Center Ballet, Opera North are all positive attributes encouraging downtown visitation, in an era when cultural facilities have replaced department stores as anchors of downtown activity. Also notable is the presence of River Valley Community College, part of the NH Community College system.

Lebanon is one of the few communities of its size with an active and successful public transportation (bus) system connecting downtown to Hanover and the Route 12 A shopping plazas, Norwich and Hartford Vermont. Operated by Advance Transit, service is currently free to all users as made possible by contributions from numerous communities and institutions in the Upper Valley. Advance Transit ridership is the second highest in the state and is approaching 1 million riders per year.

Downtown Lebanon's Market Opportunities

Market opportunities were analyzed to identify the range of market support downtown can potentially achieve over the 15 year planning horizon. The presumption is that the City will undertake an improvement program consistent with the recommendations in the broader aspects of this analysis--design, infrastructure, etc. set forth in the overall downtown strategy study. In the absence of the City implementing an improvement program with some or all of the recommendations, it is unlikely that the city will achieve the potentials set forth in the following paragraphs.

It is not possible to precisely define the level of new investment that will occur in the future. Therefore, levels of potential market support are set forth in ranges. The identified levels of market support are seen as thresholds--meaning that they suggest a range of opportunities available to the downtown in consideration of the broader market environment and downtown's role therein. They set forth the range of market opportunities downtown can achieve, provided appropriate

sites are available, as identified in the design, infrastructure and parking aspects of this study.

Overall, downtown's investment opportunities are more constrained by the availability of appropriate sites and supporting infrastructure, than by market forces. Generally speaking, the market offers more opportunities than the availability of sites and infrastructure in downtown can absorb. Downtown's opportunities are site constrained, rather than market constrained.

Lebanon has been an active development environment, consistent with the region's strong economy, despite the pronounced 2007-13 economic and real estate recession. Between 2005 and 2014 a total of 1.8 million gross square feet of new non-residential and multi-family space was added to the City's inventory in a diversity of land use types. On a combined basis these investments represent \$223 million in assessed value.

If these recent trends persist, Lebanon will continue to grow in terms of residential and commercial development. Downtown Lebanon could benefit if it can capture a portion of that projected growth by identifying available sites and providing appropriate infrastructure.

Lebanon is the hub of non-residential development within the Upper Valley, because it has the infrastructure (roads, sewer, and water), Interstate highway accessibility, proximity to support services and available land (although prime development land is becoming scarce).

Downtown Lebanon's future development opportunities draw primarily from its role as the epicenter of a healthy and prosperous regional economic setting, with a population base of over 80,000 within a 30 minute drive. Downtown's economic anchor is no longer retail trade, but rather the diversity of uses it offers. That diversity, including a strong arts and community recreation base, is

unprecedented in the regional economy. Downtown's drawing power is documented by the success of its special events including the weekly farmer's market and the success of the Opera House.

In addition, as the baby boomer generation ages and as millennials continue to enter the market, there is renewed interest in downtown living with convenient access to cultural and recreational amenities. As such many downtowns are experiencing a resurgence of residential investment and the resulting vitality.

That said, downtown also has constraints on its future opportunities. Most notably, downtown is a built environment with few vacant parcels available for development. Rather, new investment will consist of re-use of current under-utilized parcels, such as the public works facility and possibly portions of the existing river front parking lots.

On balance, downtown's potentials are more constrained by the limited availability of development sites, than by limitations imposed by its economic setting which, as noted above, is strong, well-populated and affluent.

AER has analyzed and projected the regional support for retail, office and residential uses and applied reasonable downtown capture rates of generally 5% to 10% to those potentials. That analysis is set forth in a more comprehensive report of market opportunities in Appendix B.

Conclusions

The analysis examined the regional economic trends, the current inventory of space in downtown, and the absorption of new non-residential and multi-family space in Lebanon and estimates of downtown's potential capture of that projected new development activity in the City.

Downtown's potentials are estimated as follows:

Downtown Lebanon Market Potential, 2015-2030		
	Low Range	High Range
Multi Family Units	180	270
Multi Family Square Feet	216,000	324,000
Office Square Feet	22,000	45,000
Retail Square Feet	25,000	50,000

In addition to these market potentials, there is the possibility that downtown will accommodate new institutional and government space. If the City wants to realize these potentials, it will have to invest in its downtown. Undertaking the projects described in this report, or others that advance the overall Vision, would be a step toward making downtown Lebanon even more vibrant. As noted, downtown's opportunities are constrained more by the availability of developable sites than by the regional economy.

4 Public Involvement

4 Public Involvement

Overview

Public involvement was an important component of the Downtown Vision Plan and Tunnel Assessment project as it provided opportunities for all voices to be heard and contributed to an inclusive and resilient planning process. Through the course of the project, stakeholders with different backgrounds were engaged to participate in a variety of public outreach events such as stakeholder interviews, public forums, and surveys. This section includes a summary of the major public outreach activities.

Stakeholder Interviews

Stakeholder interviews were scheduled early in the planning process. The interviews included meetings with local property and business owners, non-profit organizations and institutions that have an interest and/or history with the downtown study area, and City departments. The interviews were scheduled over the course of a one day period. During each one-hour long meeting, participants were asked to discuss opportunities and challenges within the downtown area. The City Council and various boards and committees were also interviewed as key stakeholders in the process. The consultant team used the information gathered through the stakeholder meetings to facilitate and provide content for the background research for the existing conditions analysis phase of the study. In addition, the City provided a number of prior background reports and studies associated with various initiatives within or adjacent to the downtown study area.

Public Meetings

Three public meetings were held throughout the public outreach process where hundreds of residents and community members participated. The

first public meeting was held on October 20, 2015 at the Grafton County Senior Center in downtown Lebanon. The purpose of this meeting was to present existing conditions, and initiate discussions on the issues and opportunities, as well as develop the draft long-term vision for the downtown study area. The meeting included an open house, project presentation, an audience polling exercise, and was followed by four discussion sessions with topics on urban design/placemaking, transportation, economic development, and historic,



SUMMARY OF OPPORTUNITIES



SUMMARY OF ISSUES



PARTICIPANTS HAVING DISCUSSIONS AT THE PUBLIC MEETING

cultural and natural resources. As participants arrived, they were asked to identify one word that best describes an issue or opportunity of the downtown area. These words were summarized into the word art images on the prior page.

The second public meeting was held on February 4, 2016 at the Lebanon High School Cafeteria. The meeting focused on the development of different alternatives. The meeting also included a presentation that summarized the results of the first public meeting. The alternatives that were considered are described in Appendix C. The consultant team presented three alternatives for the Downtown study area and led discussions among meeting participants on four major topic areas including:

- ❏ Transportation
- ❏ Bikes, pedestrians, and connections

- ❏ Urban design and development, and
- ❏ Public realm and streetscape.

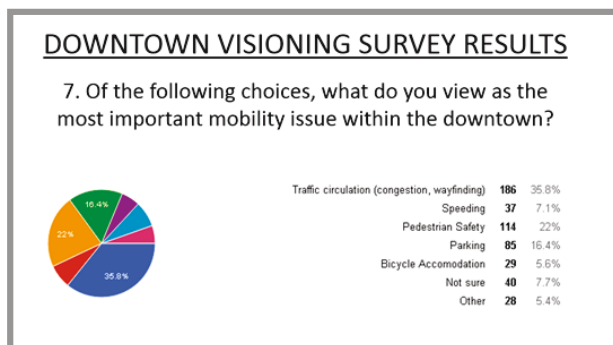
Following the second public meeting, the City held a series of public engagement events that included additional outreach, small group presentations, and displaying posters of the alternatives at City Hall.

The third public meeting was held on June 2, 2016 at the Lebanon Opera House from 6:30 PM to 8:30 PM. The consultant team presented the preferred plan for the downtown study area which was based on public input gained through the previous engagement events. The meeting concluded with a discussion on branding the downtown and an audience polling exercise. The preferred alternative was also displayed earlier in the day at the Lebanon Farmers Market in Colburn Park between 4 PM and 6:30 PM to solicit additional public input.

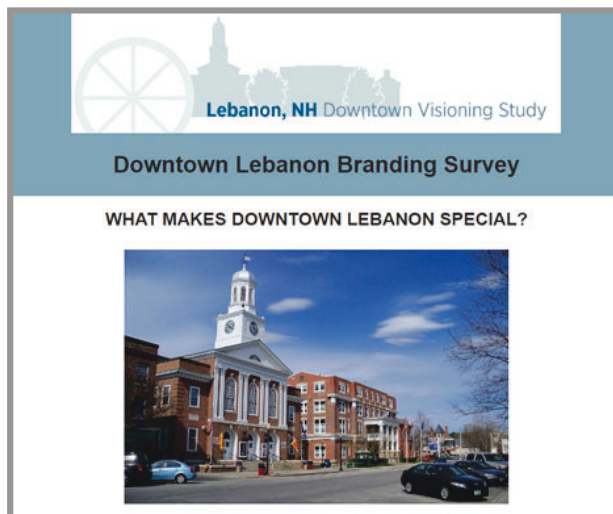


PARTICIPANTS REVIEWING THE PREFERRED PLAN AT THE FARMER'S MARKET

4 Public Involvement



SAMPLE QUESTION OF THE DOWNTOWN VISIONING SURVEY



SAMPLE QUESTION OF THE BRANDING SURVEY

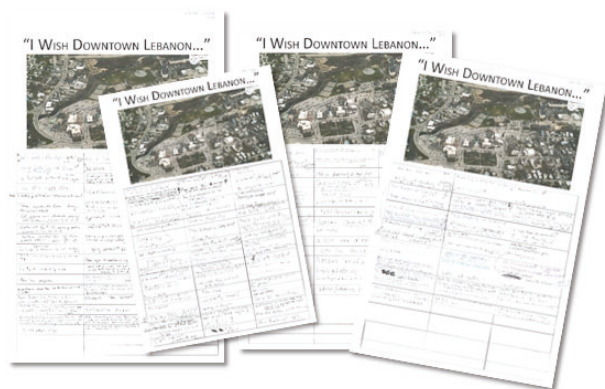
Surveys

In concurrence with the public meetings and stakeholder interviews, the City initiated two online surveys that were intended to solicit feedback and comments about a variety of topics surrounding the Downtown Visioning Study and Tunnel Project. The first survey between October 29, 2015 and February 2, 2016 included questions on how and why people visit the downtown, the type of development desired in downtown, and mobility issues in the study area. The survey received more than 530 responses. The first online survey was supplemented by a paper copy included in the City's biannual newsletter. City staff also worked with a LHS school teacher to have students complete the first survey.

The second "What's Your Downtown Vision?" survey was designed to solicit specific feedback about the various alternatives developed based on public input from the first survey. The results of the second survey were later reviewed by the consultant team when developing the preferred alternative of the downtown study area. The second survey also generated more than 500 responses. Appendix G provides summaries of the survey results. Individual survey comments are available at City Planning Office.

In addition to the two online surveys mentioned above, the City also launched a Branding Survey. The Branding Survey offered the public an opportunity to provide input about downtown Lebanon's Brand; what it is and what it could be in the future.

A Community Brand is a tool that helps communicate a message about what downtown Lebanon represents, what its qualities and values are, and how these contribute to the experience of being downtown.



"I WISH" POSTERS WAS AN EFFECTIVE TOOL THAT PROVIDED A LOT OF IDEAS FOR THE FUTURE OF DOWNTOWN

"I Wish" Posters

The City also initiated a poster exercise where participants were asked the question : "I Wish Downtown Lebanon..." Large posters of the question and an aerial image of the downtown study area were displayed at several locations and/or occasions, including the City Hall, The Lebanon Diner, One Court Street, and the CCBA lobby. A total of six posters containing 263 individual responses were collected during this process.

Project Webpage

In efforts to publicize the project, as well as provide a centralized source of information and an open channel of communication with the public, the City created a Downtown Visioning Study & Tunnel Project webpage hosted on the City's official website under the Planning

& Zoning page. On the project webpage, the City provided a brief description of the background, purpose, and process of the project. All project updates, event notices, online engagement links, and relevant documents generated during the planning process were listed as active links on the project page. The City offered subscription options so that those interested could receive project updates as they were posted.



THE DEDICATED PROJECT WEBPAGE ON THE CITY'S WEBSITE

5 The Plan

Overview

The Plan for Downtown and the Tunnel emerged from an extensive outreach program that was undertaken during the course of the study and was targeted to reach a broad cross section of the Lebanon community. Through the input gained at public meetings, local stakeholder interviews, and online surveys, the Plan represents a hybrid of various pieces of the alternatives that were developed, and as such, identifies Key Concepts that collectively form the ‘backbone’ for implementing recommendations throughout the downtown.

This section outlines six ‘Key Concepts’ that address Urban Design, Transportation, and Economic Development recommendations. Collectively, the Key Concepts provide the direction that the community and City can use as a guide towards implementing the overall vision for downtown. The Key Concepts are organized around major themes that will build momentum around actions that will help transform downtown. Of equal importance is the accompanying Urban Design Framework Plan (see below) that reinforces the Key Concepts. Each of the Key Concepts has a narrative that explains its intent, and is accompanied by a series of analog photos of other built places representing potential solutions and ideas that are similar in nature to what could be achieved in Lebanon. These photos are meant to be inspirational and aspirational, as the City looks forward to advancing aspects of the Plan.

Within most of the Key Concepts, illustrations are provided that show the potential downtown Lebanon has to achieve these ideas. These include illustrative plans, diagrams, and renderings that provide a snapshot of what the future of downtown could look and feel like. The Key Concepts are not ordered in any priority, and the illustrations are

Key Concepts



Create the Downtown Arts Walk



Seek mixed use and infill development that enhances the vibrancy of downtown



Complete the Mascoma River Greenway with new riverfront and tunnel segments



Welcome people downtown with an attractive Hanover Street Gateway



Connect downtown, neighborhoods and recreation with a more walkable, bikeable street and path network

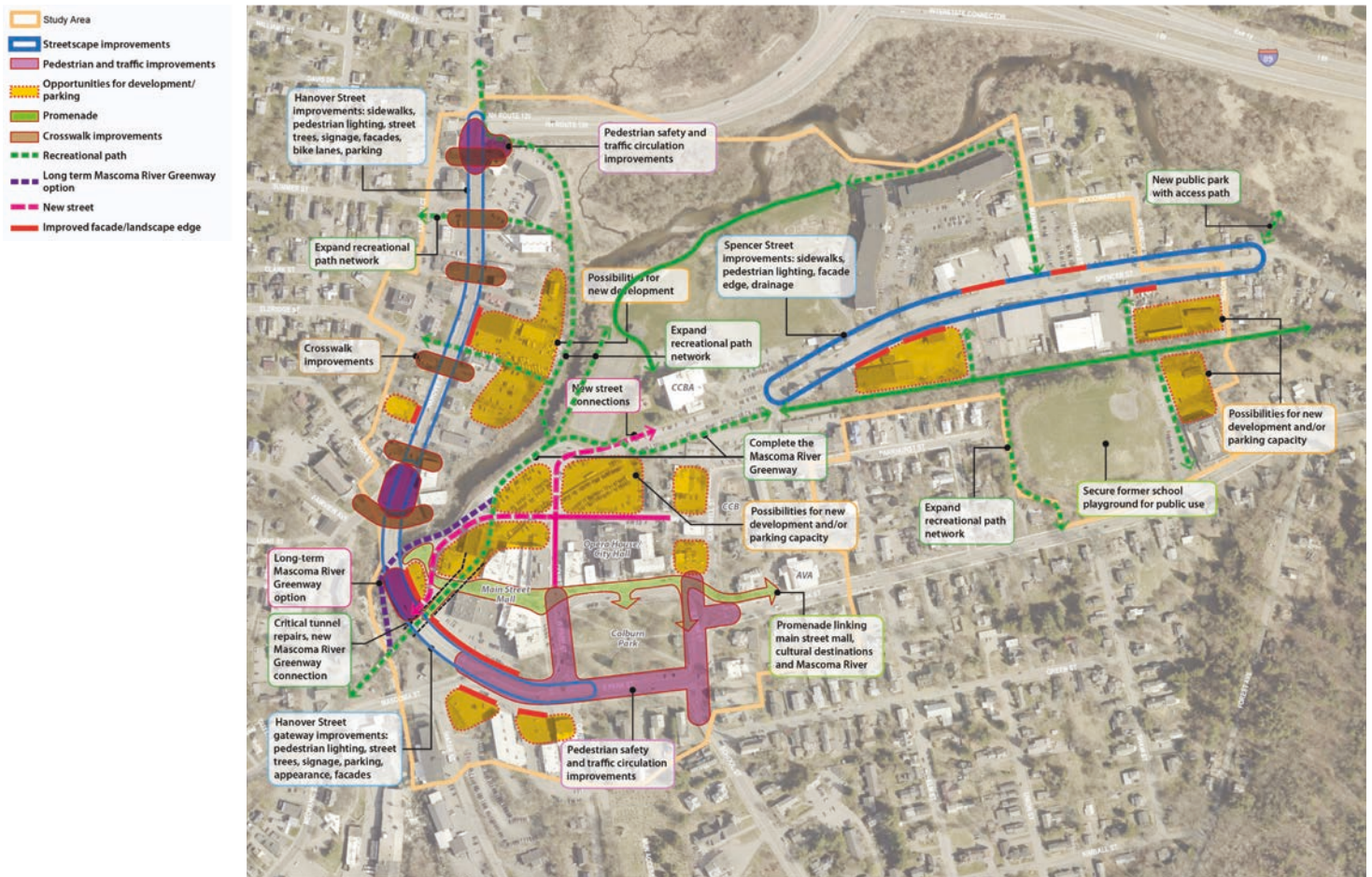


Create Organizational Capacity

by no means meant to be the final solution, but rather, are meant to show the potential that each of these Key Concepts has to become an integral part of the future of downtown.

To implement the ideas that are articulated within the Plan, ‘Projects’ are identified within each of the six Key Concepts so that the City will have a roadmap to move the Plan forward. Each section of the Plan has an implementation matrix that identifies: the project, the key players

Figure 5.1 - Urban Design Framework



5 The Plan

that need to be involved, expected costs, timelines, and implementation strategies. In addition, each project has a summary of critical actions and key steps the City can use as a guide to move forward with.

Urban Design Framework

In support of the Key Concepts that are outlined in the following pages within this section, Figure 5.1 outlines an Urban Design Framework that conveys many of the goals and objectives that underpin the ideas that are conveyed in the Plan. This diagram is used throughout this section to reinforce the idea that there is an underlying “framework” of ideas that will advance various projects throughout the downtown.

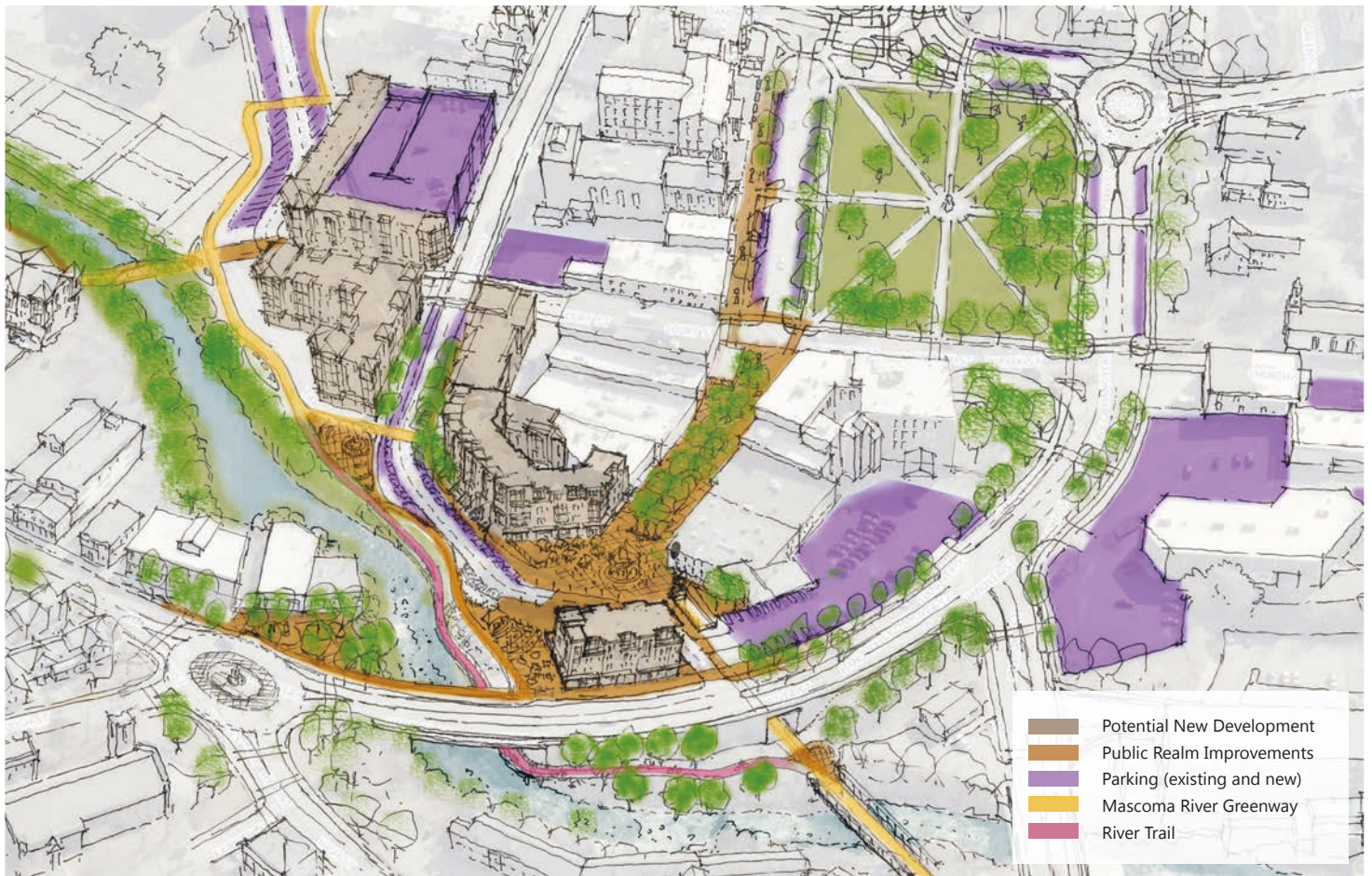
The elements shown in the framework address the following ideas.

- 1) Areas where **streetscape improvements** are a core aspect of the Plan
- 2) Areas where **pedestrian and traffic improvements** are a core aspect of the Plan
- 3) A general outline of potential **opportunity sites** that could accommodate parking or development
- 4) Opportunities to connect the downtown through the creation of a **Promenade** that would connect the major destinations within the core of downtown
- 5) Areas that are well-suited for **crosswalk improvements** that will better connect pedestrians throughout the downtown
- 6) Opportunities for **recreational paths** that will provide connections to and between trails and destinations
- 7) Potential alignment of the **Long Term Mascoma River Greenway**
- 8) Indications of the potential for **new streets** that could connect the downtown
- 9) Areas where enhancing the **streetscape edges and façade improvements** should be advanced

Figure 5.2 - Downtown Perspective Today



Figure 5.3 - Downtown Perspective - Full Build





Create the Downtown Arts Walk

The Downtown Arts Walk will integrate downtown's signature destinations for culture, food and education as the Upper Valley's premier cultural district. Distinguished by consistently walkable design, active public spaces and public art, the welcoming quarter-mile walking route will link features that currently feel separated. Starting at a new programmable public space overlooking the Mascoma River at Hanover Street, the Arts Walk will connect the river with the pedestrian Mall, downtown's center for retail and dining. The Arts Walk will pass through the Mall and continue eastward along an expanded sidewalk along North Park Street (see Figure 5.4 & 5.5), with improved walking connections to Colburn Park and the Opera House. It will then proceed further east along Bank Street to reach the AVA Gallery and Art Center, with additional improved walking connections reaching the public library and post office. A new downtown management organization – pulling area property and business owners, cultural organizations, RVCC and the City into active partnership – will help coordinate expanded programming and facilities improvements along the length of the Arts Walk. The different segments of the Arts Walk offer a variety of exciting opportunities to enhance cultural, community and economic life in Lebanon, as follows:

PROJECT 1 - MASCOMA RIVERWALK AND OVERLOOK

- ❑ The Mascoma River Overlook will connect downtown with its river through a variety of informal and organized program opportunities. An extension of the existing river edge pathway along Taylor Street to Hanover Street, and connecting back to the Mall, will create new opportunity to enjoy the sights and sounds of the Mascoma River every day. Adjoining public space at the Overlook will accommodate seating and ornamental plantings as well as periodic events such as

Analog Places



River Course Map etched in pavement



Art Display Boards



Art on Lebanon's Mall today



Interactive & Functional Sculptures

Figure 5.4 - Arts Walk



5 The Plan

music or dance performances, markets, or recreation. This public space can be created immediately through simple cost-effective means, and enhanced over time with adjoining new development and more permanent public facilities.

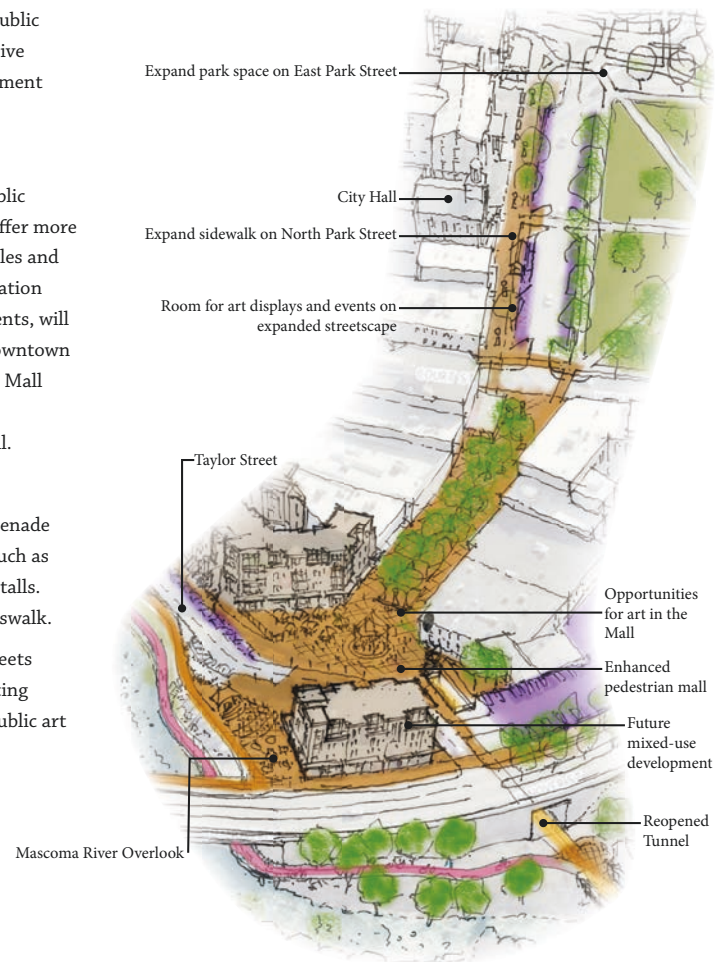
PROJECT 2 - DOWNTOWN MALL ARRIVAL AND PLAZA

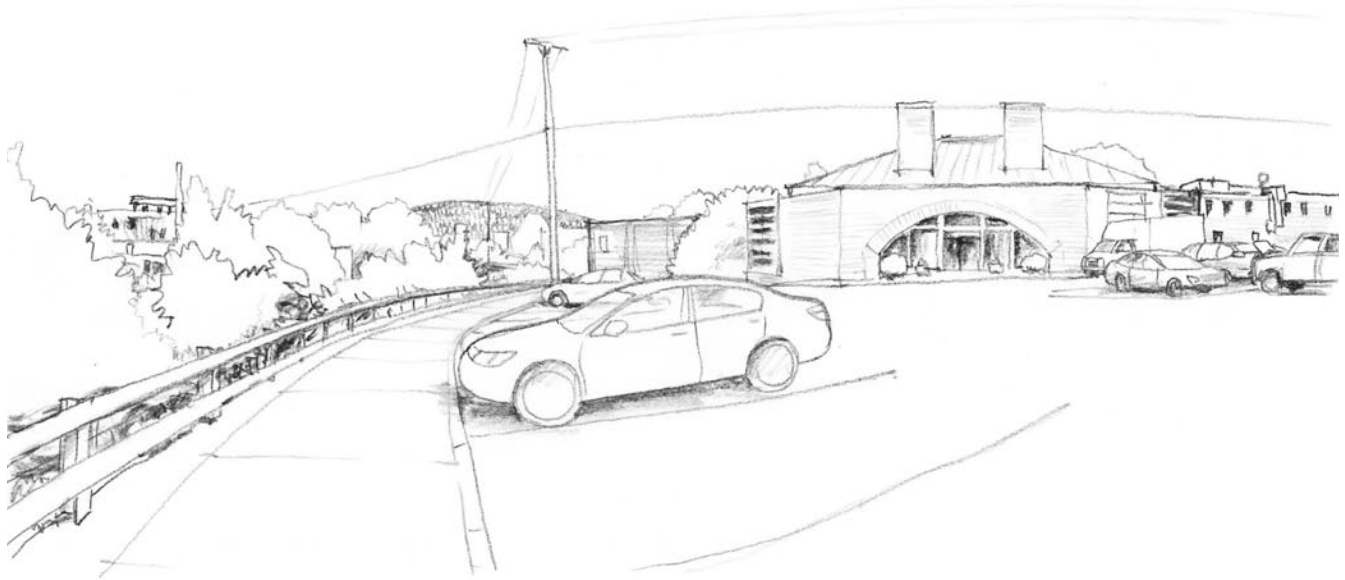
- ❑ The Downtown Mall will gain new life with more useable public spaces. Existing fenced elevation changes will be rebuilt to offer more versatile circulation and events programming. Moveable tables and seating will expand capacity and flexibility for outdoor relaxation and dining. Additional public art, including rotating arts events, will add delight and identity to downtown's active center. The downtown management organization will focus particular attention on Mall programming and facilities, and draw additional businesses, institutions and customers to the storefronts facing the Mall.

PROJECT 3 - NORTH PARK STREET

- ❑ North Park Street will see its north sidewalk become a promenade with broader space for walking and programmed activities such as buskers, food trucks, art installations and farmers' market stalls. Colburn Park will be more accessible via a shorter, safer crosswalk.
- ❑ Bank Street will tie seamlessly with North and East Park Streets across expanded park space and new, safer crosswalks replacing today's tangle of roadways. The existing fountain and new public art installations will mark the Art Walk's continuation to AVA.

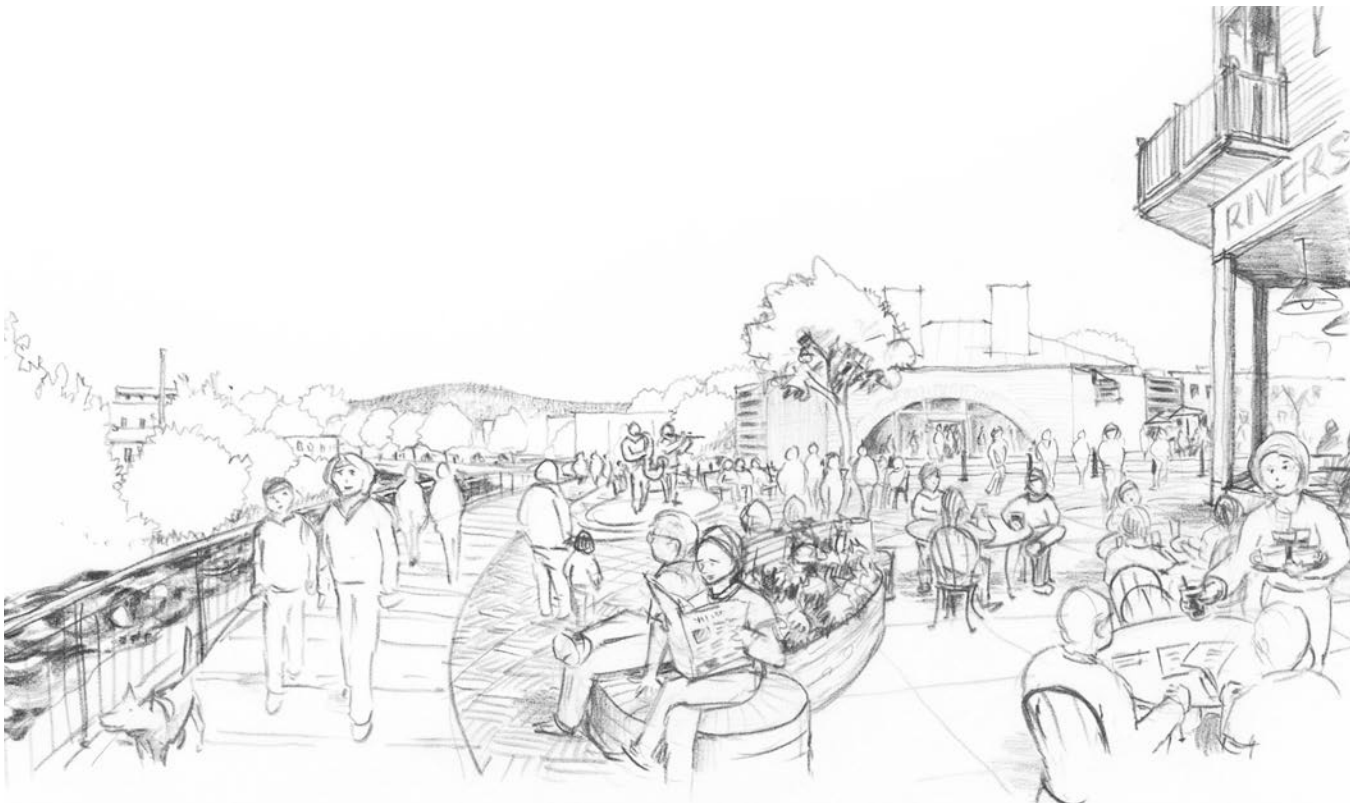
Figure 5.5 - Illustrative Plan





The riverfront today does not celebrate the river's edge

5 The Plan



A redeveloped river's edge could include a riverwalk, scenic overlook, art displays, and active mixed use development



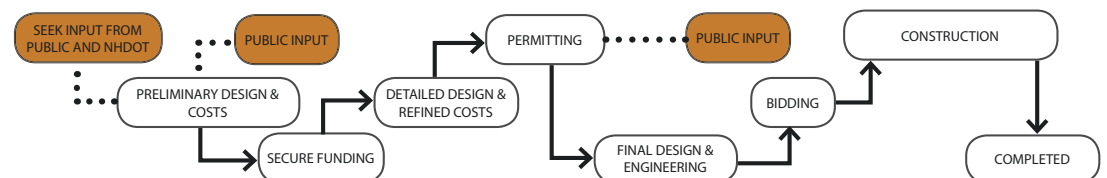
Project 1 - Mascoma Riverwalk and Overlook

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	• Integrate Riverwalk to the Downtown Mall	City, Mascoma River Greenway, Downtown Partnership	\$200,000 - \$2,000,000* *Costs range assumes Tunnel is completed		✓		TIF, CIP, GRANTS	SITE PLANNING	TRANSPORTATION	DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS
	• Create connection to Hanover north of river via bridge					✓				
Urban Design - Streetscape Improvements	• New Public Plaza and Event Space • Seating • Pedestrian scaled lighting • Ornamental landscape • Wayfinding/Signage	City, Private Sector, Downtown Partnership	\$200,000- \$500,000			✓	TIF, SPECIAL DISTRICTS	GUIDELINES - URBAN FORM, STREETScape, SITE PLANNING		DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS

CRITICAL PROJECT ACTIONS

- Gather relevant Base Mapping and Survey Work
- Identify Key Partners and develop a Framework Plan for cooperation
- Complete conceptual design with strong public input and transparency
- Address issues related to the Tunnel and incorporate into conceptual plan

KEY STEPS TOWARDS IMPLEMENTATION



5 The Plan



Project 2 - Downtown Mall Arrival and Plaza

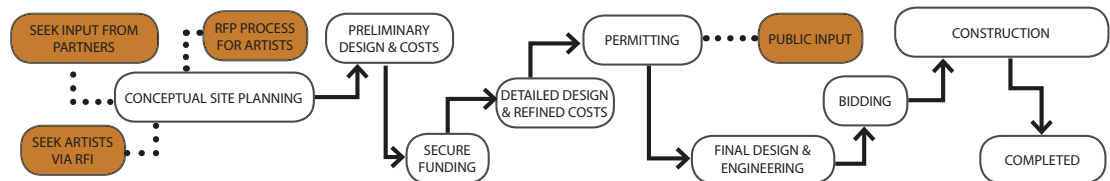
COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Urban Design - Streetscape Improvements	Enhance pedestrian environment	City, Downtown Partnership, Arts Community	Less than \$200,000 - \$500,000*		✓		TIF, CIP, SPECIAL DISTRICT, GRANTS	GUIDELINES - STREETSCAPE, SITE PLANNING	TRANSPORTATION	DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS
	Expand the visibility of arts within the Downtown Mall Area and West Park Street				✓					

* Cost does not include procurement of public art. Projects should establish opportunities for rotating public art in addition to permanent facilities

CRITICAL PROJECT ACTIONS

- Reach out to Arts Community for ideas on Art Integration
- Issue Request for Interest (RFI) for Art Installations and Request for Proposal (RFP) for Plaza/Public Space Design
- Select artists for installation space "Concept Design"
- Complete Design and Permitting

KEY STEPS TOWARDS IMPLEMENTATION





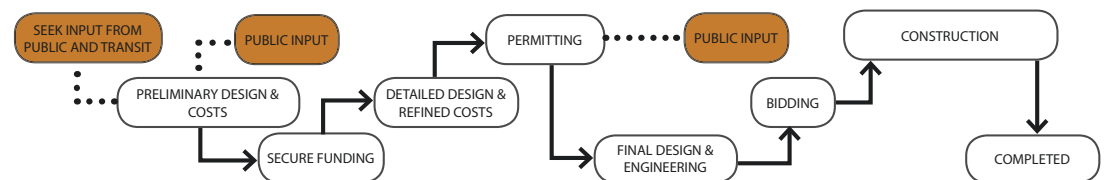
Project 3 - North Park Street

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	- Narrow from two to one lanes - Remove extra pavement in favor of pedestrian space, adjust parking - Expand sidewalk and pedestrian space - Relocate Bus Stop	City, Advance Transit	\$500,000 - \$1,500,000		✓		TIF, CIP, GRANTS	GUIDELINES - STREETScape	TUNNEL, TRANSPORTATION, PARKING	DOWNTOWN PARTNERSHIP, PARTNERS
Urban Design - Streetscape Improvements	Add benches, bike rack, pavers, planters, branding elements	City, Downtown Partnership	Less than \$200,000		✓		TIF, CIP, GRANTS SPECIAL DISTRICT	GUIDELINES - STREETScape	TRANSPORTATION	PARTNERS

CRITICAL PROJECT ACTIONS

- Seek critical input and cooperation with Advance Transit on relocation of bus stop and temporary conditions during construction
- Seek input from Downtown Partnership
- Requires completion of wayfinding master plan to implement signage

KEY STEPS TOWARDS IMPLEMENTATION





Seek mixed use and infill development that enhances the vibrancy of downtown

Existing downtown retail and dining establishments will thrive, and be joined by additional businesses as part of a destination retail and dining district for the Upper Valley. Formal and informal performances, exhibits and other cultural events will expand, supported by larger audiences and stronger cultural organizations. Sidewalks and public spaces will come alive with people weekdays, weeknights and weekends alike, in all four seasons. Lebanon's economy will grow along with expanded downtown employment and workforce. Key to this will be two projects in retail infill/mixed use and parking enhancements. Several elements will contribute to this vision:

- ❑ A new building with storefront retail space near the Mascoma River Overlook will provide needed state-of-the-art space for existing or new businesses, tapping latent market demand. It will also extend the west end of the Downtown Mall to connect with both the river and Hanover Street, adding amenity and visibility that will contribute to retail vibrancy. Occupied retail space, with housing or office use above, will help make the Mascoma River Overlook and adjoining areas of the Downtown Mall more active, safe and welcoming.
- ❑ Established retail market demand will be supplemented by additional workers, students and residents downtown. Businesses will be able to operate more of each day and week, with workers and students adding weekday and weeknight demand, and residents adding weeknight and weekend demand. Office and residential development will help fund additional public parking that will also serve shopping, dining and cultural destinations. New development

Analog Places



Charlottesville, VA



Boulder, CO



Brattleboro, VT



Montreal, QC

Figure 5.6 - Development Opportunity Sites



5 The Plan

will also help fund, and justify improvements to public spaces and trails.

- ❏ New buildings will have architectural form that helps shape great public spaces around the Mall, along the Mascoma River and along streets. New building edges will make streets more walkable and memorable, while screening parking. Architecture will be scaled to people, capture the spirit of Lebanon and its region, and accommodate a complementary mix of historic and contemporary design.

Figure 5.7 - Conceptual Build Out of Downtown



Downtown Potential for Development

Figure 5.6 illustrates there is great potential to infill the downtown with development that could contribute programming and vibrancy by expanding sensitive mixed-use development “opportunity sites” surrounding the Mall, follow Spencer Street and line edges of Hanover Street. The following table outlines the potential for new growth in and around the downtown. Figure 5.7 & 5.8 illustrates the potential infill development opportunities (shown in brown) around the Mall.

District	Program Description
Mall Area, nearer term	21,000-28,000sf mixed-use development in one 3-4 story building at the Mascoma Overlook (2-5 stores/restaurants and either 15-25 housing units or 15,000-25,000sf office space). Displace approximately 40 of 110 parking spaces currently available along Hanover Street; accommodate this with improved wayfinding and parking time restriction encouraging greater use of parking north of Mall.
Mall and Flynn Street area, longer-term	80,000-160,000sf housing or mixed-use development in two 3-4 story buildings featuring Mascoma River views (up to 150 housing units, or fewer units combined with office/educational and/or retail use). Up to about 30,000sf of this may be developed without need for parking structure; shared-use parking structure likely necessary for greater amounts of development. Achieving higher end of range requires removing existing buildings at 45 Hanover Street.
Spencer Street:	120,000-150,000sf of housing and/or office/flex space. Approximately 60,000sf of this possible at DPW site, with the remainder on 3+ additional sites. Surface parking assumed.
North Hanover:	25,000-30,000sf of housing and/or retail on two or more infill sites. Surface parking assumed.
Hanover & Mascoma Street, near Fire Station	25,000-35,000sf retail and/or housing. Surface parking assumed.

Figure 5.8 - Development Opportunities for the Riverfront



Today the Mall is characterized by parking and lacks a sense of arrival



Mall Future - with new development and realigning Taylor Street, and opening views to the tunnel, the sense of arrival to the Mall and Arts Walk will be greatly enhanced

5 The Plan



Project 1 - Infill Retail and Mixed Uses

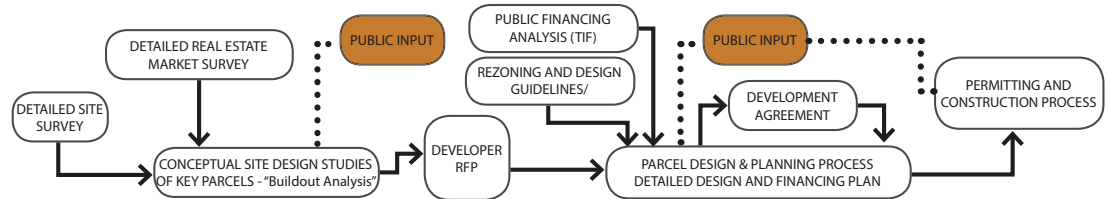
COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Urban Design - Development	• New retail near Mascoma River Overlook	City, Private Sector, Downtown	TBD	✓			TIF, RFI/RFP	REZONING, GUIDELINES - URBAN FORM, SITE PLANNING	TUNNEL, PARKING	DOWNTOWN PARTNERSHIP, PARTNERS
	• New mixed-use development (office and residential)	Partnership, Mascoma River Greenway			✓*					
	• Adapt former DPW Building			✓						

* Timeline for implementation subject to developer interest, may be accelerated

CRITICAL PROJECT ACTIONS

- Develop detailed survey plans of downtown identifying key constraints
- Buildout Analysis Site Plan for Key Parcels
- Complete detailed real estate market study
- Develop and issue RFP for Key Parcels
- Evaluate design guideline changes and/or zoning changes to support plans
- Establish development agreements and preliminary design
- Integrate wayfinding master plan elements
- Complete Design and Permitting

KEY STEPS TOWARDS IMPLEMENTATION





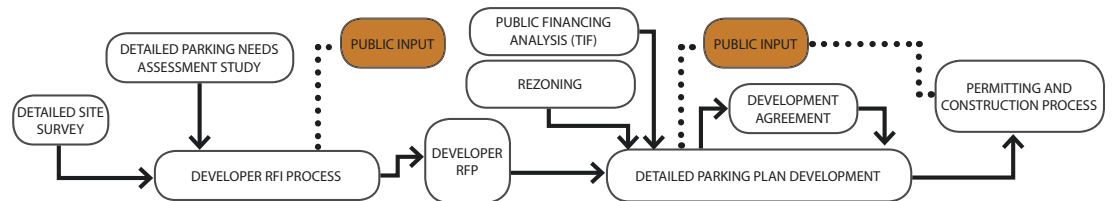
Project 2 - Parking

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Urban Design - Parking	New parking options including structured parking	City, Downtown Partnership	Efficiency - Less than \$200,000 Structured - More than \$2,000,000			✓	TIF, RFI/RFP	REZONING GUIDELINES - URBAN FORM, SITE PLANNING	TUNNEL, PARKING	DOWNTOWN PARTNERSHIP, PARTNERS

CRITICAL PROJECT ACTIONS

- Complete detailed parking needs assessment considering "buildout" analysis of downtown infill opportunities to address long-term parking (See Key Concept #2, Project 2)
- Explore RFI/RFP process
- Review zoning on parking to align with needs assessment

KEY STEPS TOWARDS IMPLEMENTATION





Complete the Mascoma River Greenway with new riverfront and tunnel segments

The Mascoma River Greenway will become complete with a new downtown segment featuring unique recreational experiences along the river and convenient connections to downtown destinations and streets, with minimal interference from street traffic. Filling the current downtown gap by reusing the tunnel as its preferred alignment will provide separation from vehicular traffic and will open a wealth of recreational opportunities, from everyday strolls between downtown and neighborhoods, to ambitious bicycle treks across the region. (see figure 5.9 - Mascoma River Greenway)

The Northern Rail Trail is a continuous multi-use trail that extends 58 miles from Boscaawen to Lebanon where it terminates within the study area on Spencer Street. There is an ongoing initiative to complete an additional 4 miles to the west, linking the downtown to West Lebanon and all of the neighborhoods and destinations along the way. This extension is known as the Mascoma River Greenway and is being successfully developed by volunteers and through donations. There is a strong need and overwhelming desire to connect the Northern Rail Trail with the Mascoma River Greenway. The former railroad tunnel that is discussed below is a critical link in making that connection. The former rail bridge over the Mascoma River that is immediately west of the tunnel is already been improved for trail use and once the tunnel is upgraded the trail will pass from the river bridge to the future development areas northeast of the tunnel. The gap between the Northern Rail Trail and the tunnel is comprised of mostly parking areas today, but an improved route can be defined that passes by the CCBA/ Witherell Recreation Center and along the river bank to where it would cross Taylor Street to the tunnel. The trail is an important feature of the downtown and must be incorporated into any future redevelopment

Analog Places



Detroit, MI

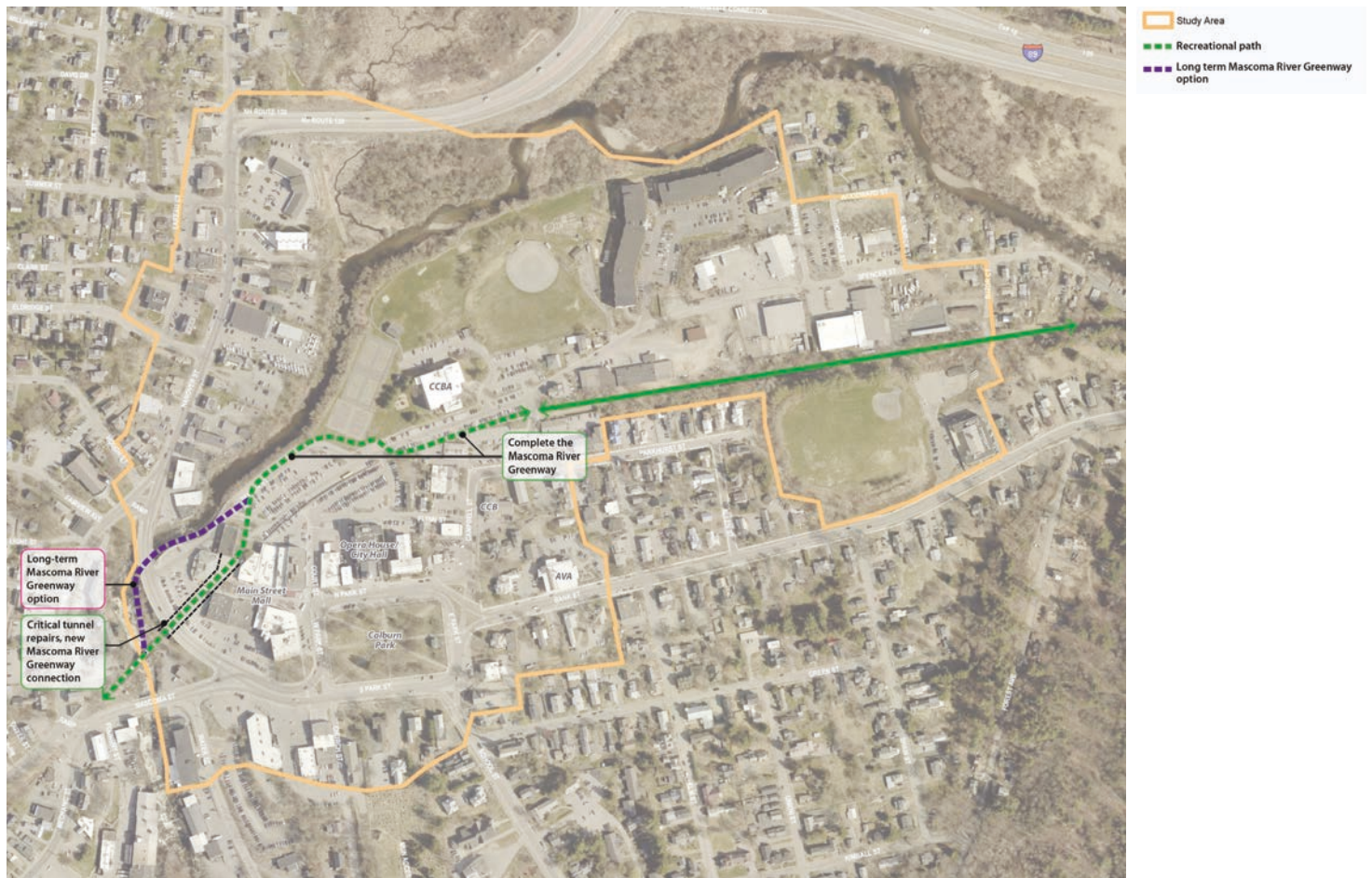


Greenville, SC



Gatlinburg, TN

Figure 5.9 - Mascoma River Greenway



5 The Plan

plans in that area.

The public process also revealed that there is a strong desire to improve access to the river. In addition to having a primary route for the trail in the tunnel, the potential exists to construct a future path of some type along the river and under the Hanover Street bridge to a small pocket park and the Mascoma River Greenway on the west side. This optional path is not intended to replace the trail connection through the tunnel but would be a narrower pedestrian path that would supplement the rail trail and provide additional contact with the river. The alignment of the optional path was studied during the planning process, and while it was not the preferred path, it was determined that there is great potential to add this segment of trail along the riverfront at some time in the future.

Several pieces work together to create a downtown trail solution that is as enjoyable as it is functional:

Urban Design/ Place-making

- ❑ The Greenway will divert from the former railroad grade at Taylor Street and run along the riverbank near the Taylor Street parking area. In addition to the experience of the river, this segment will provide an improved walking connection from public parking to the Downtown Mall and CCBA. A trail spur could be added, bridging the river to create a direct and attractive trail connection to the Hanover Street area north of the river.
- ❑ Pedestrian-scale lighting will be installed along the downtown segment of the trail, inviting use in the evening and early morning throughout the year.

Transportation

- ❑ The Greenway will utilize the reconstructed downtown railroad

tunnel to avoid busy street intersections and traffic conflicts and give direct access to the railroad bridge and park space west of Hanover Street. A portion of the tunnel roof will be opened to allow views to and from the Downtown Mall above, introducing daylight and fresh air, improving the sense of security within the tunnel, and connecting trail activity with activity in the Mall above.

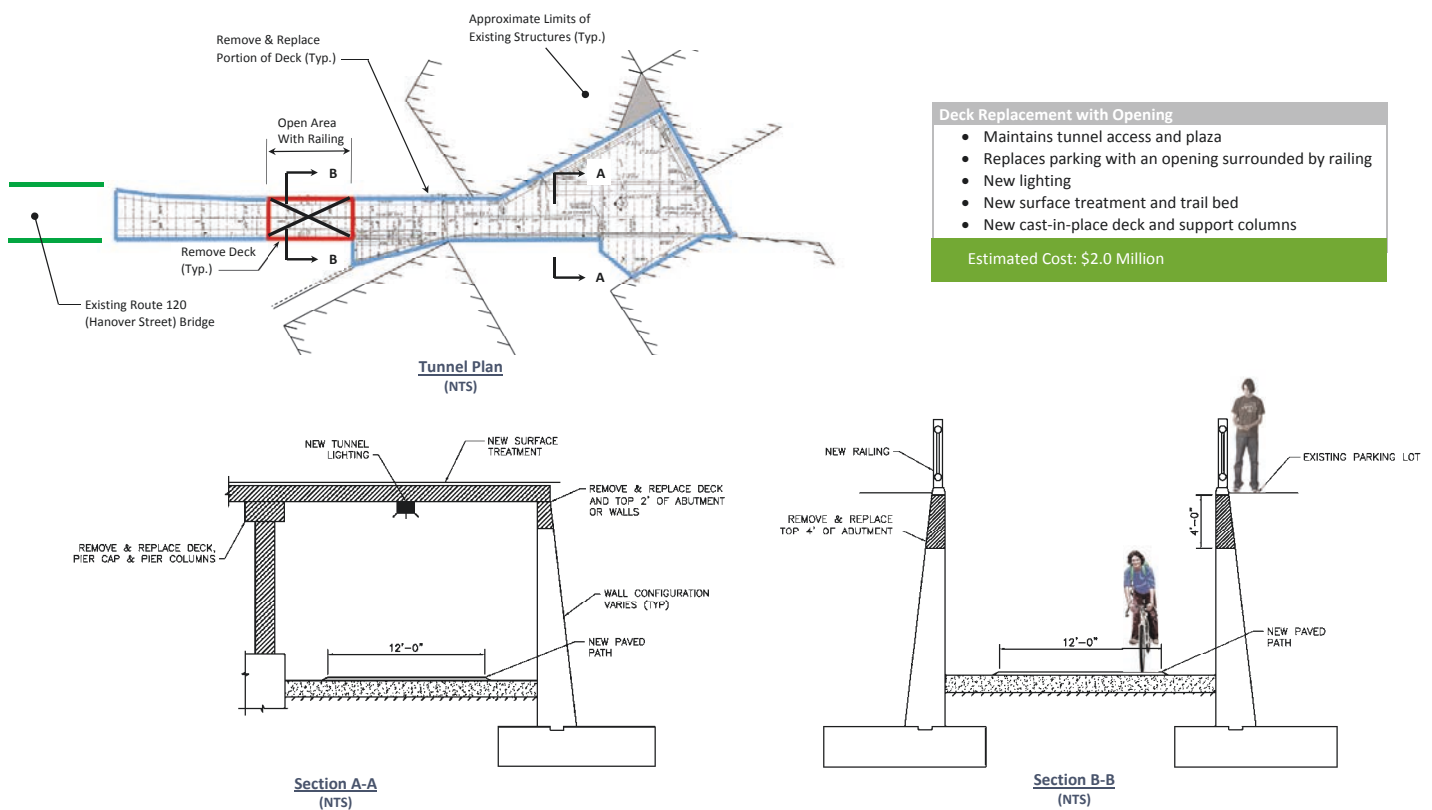
- ❑ As a future option, the riverside trail route could potentially be extended along the riverbank and under the Hanover Street Bridge, supplementing the primary route and providing additional contact with the river.
- ❑ Taylor Street will also provide an important bike/pedestrian connection between Hanover Street and the rail trail via the north end of the tunnel.

Tunnel

PROJECT 1 - THE TUNNEL

- ❑ The rehabilitated tunnel (see Figure 5.10) will provide a more inviting trail connection for its users that includes a new paved path and safety lighting along the roof slab. Drainage and runoff will be diverted and channelized or collected along the edges of the path as well.
- ❑ Unlike the existing tunnel, that has dozens of leaking joints in the slab surface, the new tunnel will likely include a cast-in-place concrete slab with minimal joints. The concrete slab can be configured easily to accommodate different span configurations, building edges, irregular supports, and customized surface treatments for the plaza area or access features above.
- ❑ Deteriorated supports for the tunnel slab will be repaired or reconstructed to provide a fresh and functional appearance.
- ❑ See Appendix A for more details.

Figure 5.10 - Preferred Approach to Tunnel Reuse



5 The Plan



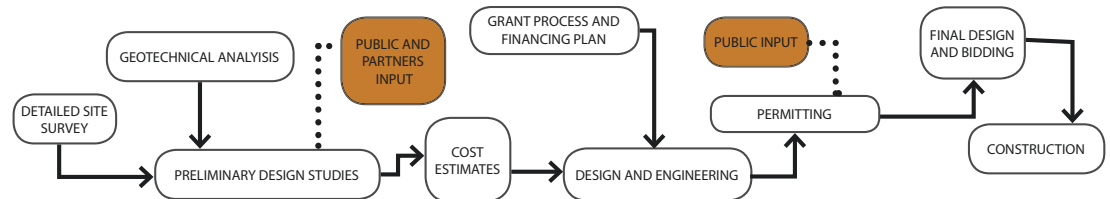
Project 1 - The Tunnel

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	- Survey and Measurement - developed detailed base plan to assure accuracy in design - Complete Geotechnical Analysis (if needed) - Utilities and Easements - evaluate existing utilities, easements and other encumbrances - Rehabilitate - make downtown a "portal" into the trail network - see Appendix A Tunnel Engineering Report	City	Over 2 Millions	✓			CIP, GRANTS	SITE PLANNING	TUNNEL	PARTNERS
Urban Design - Streetscape Improvements	Integrate into downtown mall - create daylighting options, plaza space	City, Downtown Partnership, Mascoma River Greenway	\$200,000 - \$500,000	✓			TIF	GUIDELINES - URBAN FORM, STREETSCAPE SITE PLANNING	TUNNEL, PARKING	DOWNTOWN PARTNERSHIP, PARTNERS

CRITICAL PROJECT ACTIONS

- Seek input from downtown partnership and Mascoma River Greenway
- Complete survey and preliminary conceptual design studies and cost estimates
- Secure grants and/or other funding source
- Design and engineering
- Permitting and approvals

KEY STEPS TOWARDS IMPLEMENTATION





Establish a strong and welcoming gateway through an attractive Hanover Street

Hanover Street, from the Route 120 intersection to Colburn Park, will provide an attractive and safe entrance to downtown. Improved sidewalks and crosswalks will create safer, more inviting walking connections. Figure 5.11 and 5.12 illustrates opportunities for crosswalk improvements, streetscape enhancements, and transportation/circulation strategies. Bike lanes will provide safe space for cyclists. Major intersections will be reconfigured to allow safer and easier passage by motorists, and convenient on-street parking will be available. Additional street trees, lampposts and distinctive signage will create a consistent look and feel. Parking lots and other gaps will be filled with new buildings contributing to a synergy of residential and business activity along Hanover Street.

The proposed Hanover Street improvements will start at the existing Hanover Street / Route 120 intersection and extend all the way into the downtown. The changes will improve the arrival and travel experience from the north in various ways. The enhancements will include:

Urban Design/ Place-making

- ❖ Overtime, property owners will continue to rehabilitate existing structures and/or build new ones to capitalize upon Hanover Street's enhanced profile as a real estate address. Improved connections to the downtown core, neighborhoods and river will add amenity and market appeal.

Analog Places



Hardwick, VT



Nashville, TN



Saratoga Springs, NY

Figure 5.11 - Hanover Street Improvements



Transportation

- ❑ Near-term streetscape and walkability improvements will include “bump-outs” and more visible crosswalks, new street trees at the bump-outs, and streetlights with signage and/or banners.
- ❑ Bike lanes will be installed from the Mascoma River to the Route 120 intersection, utilizing space gained by consolidating parking along one side of the street.

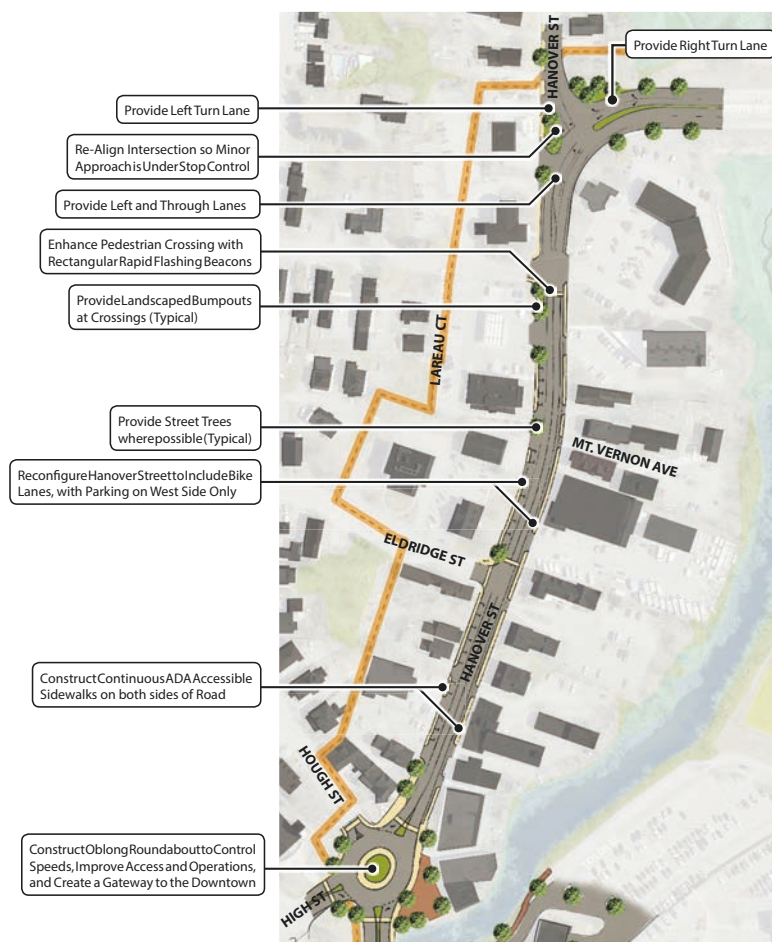
PROJECT 1- RECONFIGURE THE HANOVER ST. / ROUTE 120 INTERSECTION

Change the geometry of the existing Tee intersection where the Route 120 approach is stop controlled to a configuration where Route 120 will be free flow to Hanover Street. The low volume southbound Hanover Street approach will become stop controlled instead. This will reduce overall delay and will improve access between the downtown and points north including Interstate 89. Refer to Appendix D for more detailed discussion on traffic operations.

PROJECT 2 - ENHANCE BIKE AND PEDESTRIAN ACCOMMODATIONS ALONG THE HANOVER STREET CORRIDOR

Hanover Street will be modified to include parallel on-street parking along the west side only. This will free up space within the roadway for the inclusion of bike lanes on both sides of the road. The sidewalks will be reconstructed to a uniform width of at least 5 feet clear and will be Americans with Disabilities Act (ADA) compliant. West side curb extensions (a.k.a. “bumpouts”) will be installed at the ends of the parking bays. At crosswalk locations the bumpouts will shorten crossing distances and improve pedestrian visibility to motorists. The bumpouts also provide opportunities for streetscape amenities such as decorative pedestrian scale lighting and street trees, which would provide a positive visual

Figure 5.12 - Hanover Street Improvements



5 The Plan

impact along the corridor. Pedestrian actuated rectangular rapid flashing beacons (RRFB's) will be considered for crossings at specific high priority locations such as the Hanover Street crossing at Summer Street.

PROJECT 3 - CONSTRUCT ROUNDABOUT AT HANOVER STREET / HIGH STREET / HOUGH STREET INTERSECTION

The Hanover Street / High Street / Hough Street intersection will be reconfigured from a Tee intersection where Hanover Street is free flow and the side streets stop, into an oblong shaped roundabout where all approaches yield to the circulating traffic. The roundabout will improve access from the side streets, which is currently a concern, and it will slow speeds on Hanover Street. This traffic calming effect will improve the roadway character and pedestrian accommodations will be greatly improved at the intersection. Roundabouts are more pedestrian friendly by their very nature because pedestrians cross only one lane of traffic at a time and because the vehicles speeds are very low. The roundabout will be landscaped and it is expected to form an attractive gateway to the downtown from the north.

The above treatments, along with new sidewalks and enhanced crosswalks, will improve the appearance and pedestrian feel of the corridor. This is important because Hanover Street provides a transition zone between the highway, commercial zones, downtown core and the surrounding residential neighborhoods.



Hanover Street at Summer Street



Hanover Street at High Street





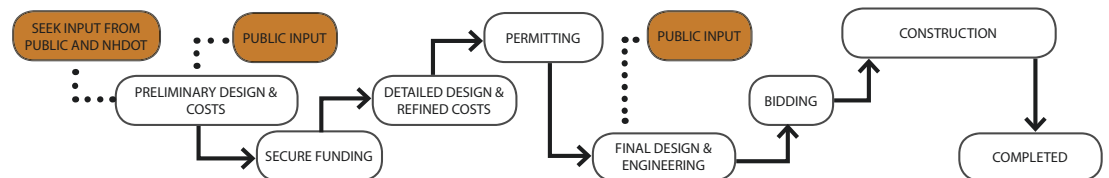
Project 1 - Reconfigure Hanover Street / Route 120 Intersection

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	- Reconfigure of Tee intersection into free-flow lane. - Add a new stop sign	City	\$500,000 - \$1,500,000		✓		CIP		TRANSPORTATION	PARTNERS
Urban Design - Streetscape Improvements	- Pedestrian scaled lighting - Street Trees - Wayfinding/Signage	City	\$200,000- \$500,000		✓		CIP, GRANTS	GUIDELINES - STREETScape		DOWNTOWN PARTNERSHIP, BRANDING

CRITICAL PROJECT ACTIONS

- Coordinate with NH DOT
- Complete after development of Roundabout at Hanover/High/Hough (See Key Concept #4, Project 3)
- Requires completion of wayfinding master plan to implement signage

KEY STEPS TOWARDS IMPLEMENTATION



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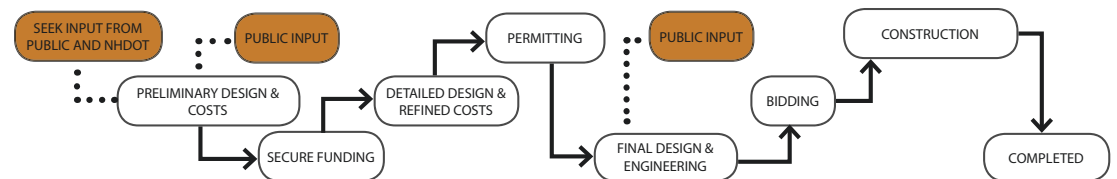
Project 2 - Enhance Bike and Pedestrian Accommodations along the Hanover Street Corridor

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	- Parallel parking on west side of street - Make sidewalks a minimum of 5ft wide and ADA Compliant - Install bumpouts on west side curb line at ends of new on-street parking bays - Add bike lanes	City	\$500,000 - \$1,500,000		✓		CIP		TRANSPORTATION. PARKING	PARTNERS
Urban Design - Streetscape Improvements	- Pedestrian scaled lighting - Street Trees - Wayfinding/Signage - RRFB (Rectangular Rapid Flashing Beacons) at key crossing points	City, Downtown Partnership	\$200,000- \$500,000		✓		CIP, GRANTS	GUIDELINES - STREETSCAPE	TRANSPORTATION	DOWNTOWN PARTNERSHIP, BRANDING

CRITICAL PROJECT ACTIONS

- Coordinate with the Downtown Partnership
- Reach out to businesses along Hanover Street
- Complete after development of Roundabout at Hanover/High/Hough (See Key Concept #4, Project 3)
- Requires completion of wayfinding master plan to implement signage

KEY STEPS TOWARDS IMPLEMENTATION





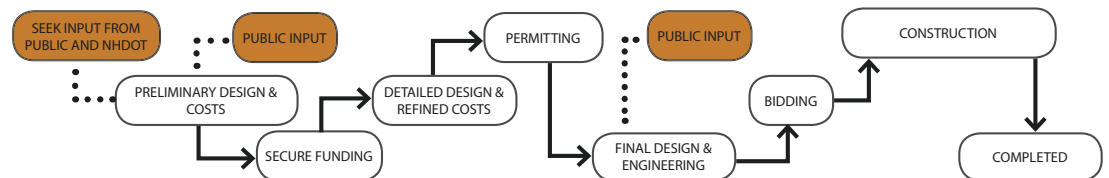
Project 3: Construct Roundabout at Hanover Street / High Street / Hough Street intersection

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	Reconfigure Intersection with Roundabout design	City	\$500,000 - \$1,500,000		✓		CIP		TRANSPORTATION	PARTNERS
Urban Design - Streetscape Improvements	- Pedestrian scaled lighting - Street Trees - Wayfinding/Signage	City	\$200,000- \$500,000		✓		CIP, GRANTS	GUIDELINES - STREETScape		DOWNTOWN PARTNERSHIP, BRANDING

CRITICAL PROJECT ACTIONS

- Coordinate with NH DOT
- Complete prior to other Hanover Street Improvements (See Key Concept #4, Projects 1-2)
- Requires completion of wayfinding master plan to implement signage

KEY STEPS TOWARDS IMPLEMENTATION





Connect Downtown, neighborhoods and recreation with a more walkable, bikeable street and path network

Beyond the Hanover Street improvements described above, the downtown area will become a more convenient, welcoming and safer place to walk, bike and use transit. “Complete streets” serving all transportation modes will connect with neighborhoods in all directions. (See Figure 5.13). Circulation by foot, bike, car and bus in downtown’s core will dramatically improve with the reconfiguration of traffic flow around Colburn Park. (see Figure 5.14 - Colburn Park Street Network)

Urban Design/ Place-making:

- ❑ Through traffic will no longer need to pass around Colburn Park, eliminating circuitous and confusing circulation. Vehicles traveling through downtown and to downtown will be able to take more direct and intuitive routes. Pedestrian crossings to Colburn Park will cross shorter distances and less traffic. Intersections with Mascoma and High Streets will become simpler and safer. (see Figure 5.15 that illustrates future traffic circulation patterns)
- ❑ Spencer Street will become a walkable neighborhood street with the addition of a new sidewalk and lighting. New development at the former City DPW lot, and improved building facades or fencing along other parcels, will create a more consistently attractive and safe street. A mix of commercial and residential use will keep the street active at different times of the day and week, spread out traffic, and support economic development for Lebanon. Walking connections to the Mascoma River Greenway and other riverside paths and parkland will provide residents and workers access to beautiful recreation

amenities. (see Figure 5.13 and 5.16 that illustrates potential enhancements on Spencer Street and new recreational path connections)

Transportation:

PROJECT 1 - CONVERT NORTH PARK STREET TO ONE LANE

North Park Street will be maintained as one-way westbound and narrowed from two to one lane. This change will accommodate the projected motor vehicle traffic and at the same time provide an opportunity to expand and greatly enhance the sidewalk and streetscape along the City Hall side. Ample street trees and decorative lighting along the new wider sidewalks will make the space more inviting and will also provide opportunities for planned community activities to supplement those that currently occur in the park. The streetscape amenities may include benches, bike racks, trash receptacles, raised planters, and decorative hardscape features such as brick and/or granite paver sidewalk inlays. Diagonal parking would be maintained along Colburn Park and a combination of diagonal and parallel parking would be provided on the City Hall side of the Street. The narrowed roadway would allow for shorter pedestrian crossings, and bumpouts would be provided to further enhance the crossings. These features will all strengthen the pedestrian connection to Colburn Park so it is less of an island and more of an integral part of the downtown. The wide enhanced pedestrian spaces along the north side will also form a visual and physical extension of the pedestrian mall area to the west.

PROJECT 2 - CONVERT WEST PARK STREET, SOUTH PARK STREET AND EAST PARK STREET TO TWO-WAY STREETS

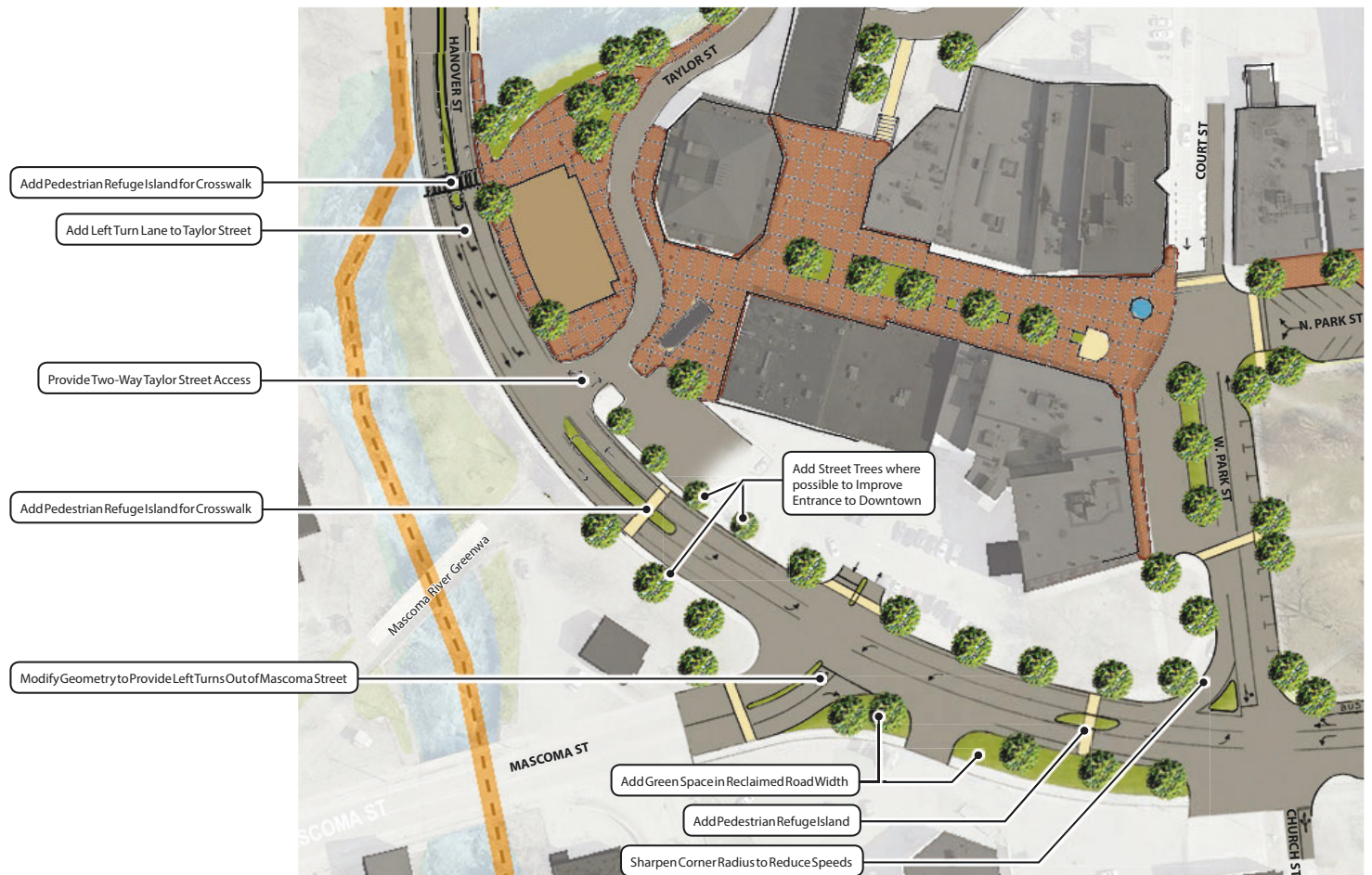
This dramatic plan will improve vehicular circulation throughout the downtown. It will also provide new benefits that include slower vehicle



Figure 5.14 - Colburn Park Street Network



Figure 5.15 - Downtown Hanover Street Network



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speeds and improved pedestrian access. The South Park Street / School Street / East Park Street intersection will be transformed into a roundabout. This will provide shorter pedestrian crossings and will also slow traffic. The roundabout also provides opportunities for vehicles to reverse direction without having to circulate all the way around Colburn Park. This is particularly important to Advance Transit patrons because providing a way for buses to reverse direction allows the City Hall bus stop to be relocated to the south side of the park on both sides of South Park Street. A new bus shelter will also be provided in the vicinity of the new bus stops.

New parallel on-street parking will be added on West Park Street along Colburn Park to absorb most of the spaces lost by converting the South Park Street diagonal parking spaces to parallel spaces.

The East Park Street / Bank Street intersection geometry will provide free flow to and from Bank Street with stop control on the minor two-way approach from Campbell Street. The intersection configuration will include raised medians to enhance pedestrian crossings and it will also allow for the conversion of a large area of pavement into green space at the northeast corner of the park.

On street bike accommodations around the park will be in the form of shared lane markings (also known as sharrows). There is insufficient width to provide bike lanes on these roads but the new two-way pattern, intersection configurations and raised medians are expected to slow vehicular traffic to the benefit of cyclists.

PROJECT 3 - IMPROVE PEDESTRIAN SPACES AND STREETScape

South of High Street the Hanover Street / Mascoma Street intersection will be realigned and reconfigured to allow left turns out of Mascoma Street. The new intersection geometry will also replace large paved areas

adjacent to the Lebanon Village Market Place parking lot with green space, street trees and decorative lighting. Street trees will also be added on the north side of Hanover Street through this segment as space allows.

South of the Hanover Street / High Street intersection there will be three raised medians that will provide pedestrian refuge for the associated crosswalks. These medians will also provide landscaping opportunities and are expected to provide a minor traffic calming effect. The existing striped shoulders will be maintained for bike use. (See Figure 5.15).

Figure 5.16 - Spencer St - Streetscape and Land Use Scenarios



Residential Development



Office Development

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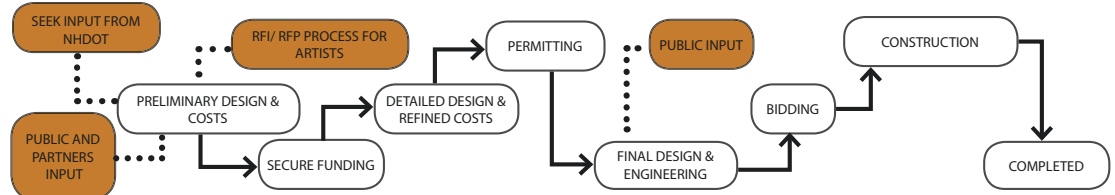
Project 1 - South, East and West Park Street

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	- East Park including Bank and School Street - create a new roundabout at South Park, School and East Park - South Park - changes in road geometry, integration of new bus stops, etc. - West Park - changes to parking and traffic flow	City, Advance Transit	\$500,000 - \$1,500,000 For each roadway		✓		CIP		TUNNEL, TRANSPORTATION, PARKING	BRANDING, PARTNERS
Urban Design - Streetscape Improvements	- Create pocket park - Enhance pedestrian experience - new crosswalks, pedestrian medians, streetscape elements	City, Downtown Partnership	\$200,000-\$500,000		✓		TIF, CIP, SPECIAL DISTRICTS, GRANTS	REZONING, GUIDELINES - URBAN FORM, STREETScape, SITE PLANNING	TUNNEL, TRANSPORTATION	DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS

CRITICAL PROJECT ACTIONS

- Coordinate with NH DOT
- Requires completion of wayfinding master plan to implement signage
- Reach out to Arts Community for ideas on Art Integration
- Issue RFI for Art Installations
- Issue RFP for Pocket Park /Public Space Design

KEY STEPS TOWARDS IMPLEMENTATION





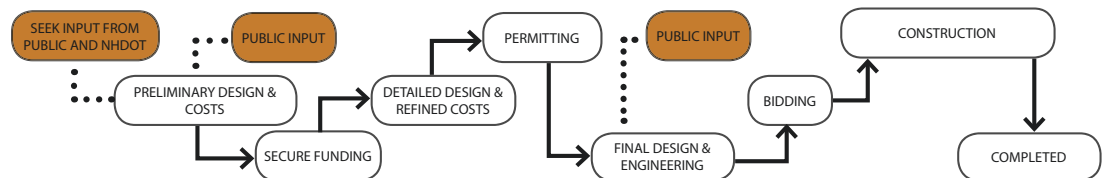
Project 2 - Mascoma and Spencer Streets

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Transportation Improvements	Add left turn lane to Mascoma Street - make geometric changes	City	\$200,000-\$500,000			✓	CIP		TRANSPORTATION.	
Urban Design - Streetscape Improvements	Enhance Pedestrian experience on Spencer St. - improve pedestrian circulation, streetscape elements, branding	City, Private Sector	\$200,000-\$500,000, TBD		✓		CIP, RFI/RFI, GRANTS	GUIDELINES - STREETSCAPE	TRANSPORTATION, PARKING	DOWNTOWN PARTNERSHIP

CRITICAL PROJECT ACTIONS

- Coordinate with NH DOT
- Complete after development of Roundabout at Hanover/High/Hough (See Key Concept #4, Project 3)
- Requires completion of wayfinding master plan to implement signage

KEY STEPS TOWARDS IMPLEMENTATION





Create organizational capacity to nurture and support the evolution of Downtown Lebanon

With the key components of the Plan identified in Key Concepts 1-5, the City will need to build its capacity in ways that enable the Key Concepts to become translated into projects and actions over time as funding sources and tools are put in place to facilitate implementation. As such, the City will need to target efforts that will unlock its economic potential, enhance existing partnerships, and identify financial tools that will set the stage for ongoing investments in the Downtown.

Downtown today is relatively healthy from an economic perspective — vacancies are low and downtown has attracted new investment, including Emerson Place Apartments, River Valley Community College and the reuse of the former Junior High School. However, downtown has unrealized opportunities and the area is not fully capitalizing on the considerable strength and depth of its regional economic setting. Downtown can be a more successful player in that regional economy, bringing a more diverse range of uses to the benefit of both Lebanon residents and visitors. In laymen's terms, downtown is underperforming its potentials—is leaving money on the table.

The Plan lays out a number of improvements. It is a roadmap for the long term. Not all of these improvements need be implemented and there are others that will likely surface as downtown moves through its dynamic future. Yet, the Vision Plan provides guidance for specific improvements, some small and some dramatic, that can move downtown to a more vibrant future.

Analog Places



Parades



Music



Food Vendors



Art Making

From the City's standpoint, a higher level of investment in downtown (including both new investments and reinvestment in existing improvements) will generate much needed additional tax revenues to support municipal services. For residents, a more vibrant downtown will offer enhanced opportunities for living, shopping, dining, work, recreation and enjoying the considerable arts and cultural offerings already in downtown. As noted in market analysis prepared as part of this Plan, downtown's potentials are limited more by the availability of development and redevelopment sites than by the level of market support potentially available.

How then, can downtown capitalize on these potentials? Successful downtowns usually reflect several guiding principles and characteristics:

- ❑ They recognize that downtown is a community-wide asset, justifying a commitment of local funds to realize downtown's opportunities;
- ❑ They usually have a management and promotion entity frequently jointly funded by the community and downtown business interests—e.g. Intown Manchester, The Downtown Partnership proposed as part of this plan is an example of this type of organization;
- ❑ They have a long term vision/plan to guide and focus public-private partnerships so as to not squander municipal resources. Recent examples include the Portsmouth Northern Tier Study, the Dover riverfront development process, downtown Concord 2020 and (via this Vision Plan) Lebanon;
- ❑ They recognize that revitalizing downtown requires patience in the form of a long-term commitment to phased improvements that fit together—the Vision Plan lays out elements that can improve downtown's infrastructure—not all need to be completed immediately, but in the absence of the long-term vision, funds will

be squandered on improvements that don't fit together or don't stimulate private investment;

- ❑ They welcome innovative public-private partnerships;

There are several elements outlined in the following paragraphs that loom large in terms of how to strengthen downtown, so that it can realize its long term potentials.

Downtown Partnership

Downtown Lebanon does not have an organization charged with advocating the Vision, staging special events, managing downtown and promoting downtown. The City Recreation Director effectively assists in these efforts, but has multiple responsibilities extending well beyond downtown.

In some communities, this management/promotion function is managed by downtown volunteers, often from the downtown business community and downtown residents. Such efforts, however, often lose steam as the energy of the volunteers wains.

What is needed is a formal organization and a paid director—possibly part time to begin—with a board of directors drawn from downtown's various stakeholders. This is probably the highest priority recommendation, without which the Vision Plan is unlikely to realize its potentials.

There are several models for how to pay for such an effort. Downtown Manchester, for example, has formed Intown Manchester, which is funded by a special assessment on properties in downtown. In other communities, the effort is seen as part of a broader economic development effort and is funded by the municipality. In yet other settings a combination of private and municipal funding is used to fund the effort—this was the model for the formal Main Street program,

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formed under the sponsorship of the National Trust for Historic Preservation.

Whichever path Lebanon chooses, it appears the first step is to formalize the Downtown Partnership as a joint organization including municipal representatives and downtown stakeholders.

Funding the Plan: Tax Increment Financing

Although there are a few grant opportunities that may help fund the public improvements in the Preferred Vision Plan, Lebanon must recognize that under the current Federal-State-Local funding model, most of these improvements will probably have to be paid for with local funds, including both municipal funds and improvements funded by private entities in conjunction with new development and redevelopment investments.

Establishing a Tax Increment Financing District is one way to fund downtown infrastructure improvements in Lebanon. Tax Increment Financing is authorized in New Hampshire by RSA 162-K. Tax Increment Financing is a method to pay for new public improvements by assigning future increased tax revenues arising from new investments and property value increases within a designated area (the TIF District) to pay for public improvements within that District.

Downtown TIF districts have been created in a diversity of New Hampshire downtowns, including for example, Dover, Concord, Peterborough, Durham, Jaffrey Laconia and Keene.

Although not all TIF districts have met their objectives, many have. A preliminary financial analysis developed by Applied Economic Research in conjunction with this Vision Plan indicates that a TIF district in downtown Lebanon has the potential to fund many of the improvements recommended in this plan.

Although TIF districts are often formed when a new private investment is proposed, it is not essential to have a “bird in the hand”. In fact, many TIF districts are formed in anticipation of new private investment. By forming the district before that private investment occurs, the community can be assured of capturing increments in value to fund infrastructure investments.

The next step for Lebanon would be to fund a TIF district feasibility study that addresses the requirements of NHRSA 162-k, including a TIF district plan (incorporating some or all of this Vision Plan’s recommendations and the formation of a TIF District Advisory Board.

Grants

There was a time when Federal and State grants could be counted on to fund a significant portion of downtown infrastructure improvements. Currently, the opportunities for such grants are limited, finding criteria are narrow and the competition for those funds is intense. In the current grant environment, the City must recognize it will probably have to fund a significant portion of downtown improvements with City funds. Conversely, the City must maintain awareness of new grant opportunities that may emerge in the coming years.

Some possible sources of funds include the US Department of Transportation’s TIGER grants. TIGER grants link transportation improvement to economic development benefits. They have been utilized to fund a portion of downtown Concord’s Main Street realignment and streetscape improvements.

The USDA Rural Development Administration has funded the River Valley Community College acquisition of the former Lebanon College site in downtown and has participated in renovation efforts in West Lebanon.

The U.S. Economic Development Administration helped fund the Dartmouth Regional Technology Center.

The City has embarked on securing approval from the NH Department of Economic Development for an Economic Revitalization Zone in downtown Lebanon that would provide State business tax credits for businesses investing in downtown.

Lebanon has been an active and successful recipient of Community Development Block Grants and future grants might help fund new downtown investments, especially if those initiatives are directed at low and moderate income households.

It is possible that transportation funds may be available to help fund the Mascoma River Greenway through downtown. The current Transportation Alternatives Program (TAP) Federal Grants are one example.

Public-Private Partnerships

There is an intimate relationship between public and private investments in downtowns. One need look no further than the Lebanon Mall to see that relationship—public and private interests intermingle along the Mall in a symbiotic relationship. It is common that when major new private investments in downtown are proposed, the public sector participates and coordinates funding of public improvements. Private investors might, for example fund sidewalk improvements adjacent to the private development. Larger private investments might help fund parking improvements, including the development of a parking garage, reserved exclusively for the development (thusly reducing the demand for public parking) or shared with the public at large. In some cases private developers might set aside land for public use, such as a park or recreation area. The Carter Community Building

Association is a notable example of private funding of a public facility.

Facilitating the Evolution of Downtown

Advancing the Preferred plan and facilitating the evolution of the downtown will need to consider key actions that will build capacity and leverage economic conditions and set the stage for improved organizational structure. This will require the development of the following:

PROJECT 1 - ESTABLISH DOWNTOWN PARTNERSHIP

❑ Establishing a Downtown Partnership that leverages existing organizations and provides a platform for the downtown to advance initiatives that build prominence and visibility. The Partnership would be charged with advocating the Vision, staging special events, managing downtown, and promoting downtown. The Partnership is an essential element to the evolution of downtown to a more prosperous future. The first step in moving forward is to create a board of directors for the partnership, drawing from downtown stakeholders (residents, business owners, real estate investors). Once the Board is in place, the bylaws and charter of the Partnership can be drafted and a work program developed. Then, a budget and funding alternatives (private, public, joint and special district funding) can be explored.

PROJECT 2 - DEVELOP A TIF DISTRICT

❑ Developing a TIF District that will fund key infrastructure improvements in downtown by assigning future increased tax revenues arising from new investments and property value increases within a designated area. The first step in creating a TIF district is to initiate a TIF district feasibility study. The study can be undertaken under the oversight of the Downtown Partnership. The study should

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define the boundaries of the district, summarize the public infrastructure improvements likely to be initiated and their costs drawing from the recommendations of this Vision Plan (redevelopment of the tunnel, for example), model the financial dimensions of the TIF plan and draft the appropriate ordinances for city adoption. The cost of such a feasibility study is probably in the range of \$25,000-\$35,000. Ongoing oversight of the TIF district may be either under the umbrella of the Downtown Partnership (as a subcommittee consistent with the NH TIF RSA requirements or a separate TIF Advisory Committee, depending on local preferences.

PROJECT 3 - SUPPORTING AN ACTIVE DOWNTOWN

- ❑ Creating a Special Tax Assessment District to support Downtown activities. A Special Tax Assessment District is a funding mechanism under which an add-on to the basic tax rate is deployed with the funds earmarked to downtown management, marketing and improvements. Such districts are authorized in New Hampshire as Central Business Service Districts under RSA 321:120. Intown Manchester is a long-standing example of a Central Business Service District, established in the 1990s. The next step in establishing such a district should fall under the purview of the Downtown Partnership, possibly with guidance from the City's Planning Department and its consultant.

There is currently a taxable base of approximately \$60 million in the downtown study area. To illustrate, a 5% surcharge to the city's \$27.60 recent tax rate would generate just over \$80,000 per year in district revenues. If earmarked for bonded improvements, \$80,000 per year could support over \$3 million in improvements at current bonding rates. Alternatively, it could fund all or part of the special

tax assessment district.

- ❑ Downtown has a regionally unique and prominent diversity of arts and cultural opportunities, including, for example, the Opera House, U.V. Music Center, the AVA Gallery, the Lebanon Ballet School and Opera North. These cultural offerings are enhanced by the periodic offerings in downtown's Colburn Park—including summer concerts and the weekly summer farmer's market.

Cultural and recreational opportunities (along with dining) have replaced retailing as the anchor/core activity in most healthy downtowns. Downtown Lebanon has not, however, promoted itself and is generally not recognized as the cultural center of the Upper Valley. Although the local cultural organizations work together well, there is no umbrella organizational framework that helps coordinate and market their activities and downtown, building on the diversity and strength of these offerings. Joint promotions of events could enhance attendance at these events, and more special events and themed weekends could raise awareness of downtown throughout the Upper Valley.



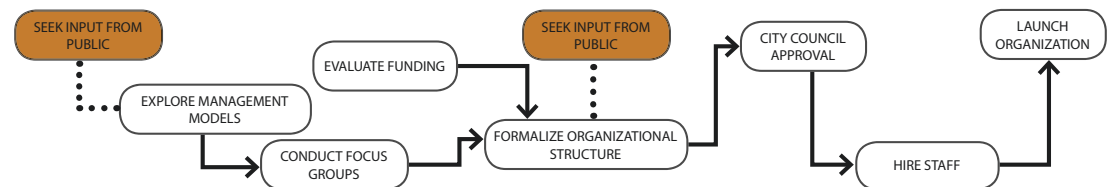
Project 1 - Establish Downtown Partnership

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE	IMPLEMENTATION STRATEGIES			
					FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Critical Steps	Establish the Downtown Partnership - create an organization to manage and promote Downtown Lebanon	City, Downtown Partnership	Less than \$200,000	✓		SPECIAL DISTRICT DESIGN GUIDELINES STREETSCAPE		DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS

CRITICAL PROJECT ACTIONS

- Explore models for downtown management organizations (e.g. *Intown Manchester*)
- Conduct focus groups with key stakeholders (businesses, City Departments, arts organization)
- Evaluate funding options (special tax district, fees)
- Formalize organization and financial structure
- Hire a paid executive director (potentially part - time)

KEY STEPS TOWARDS IMPLEMENTATION



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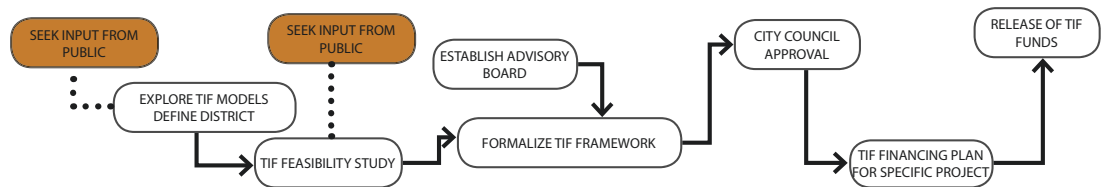
Project 2 - Develop a TIF District

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Implementing TIF	Develop a TIF District within Downtown to support evolution	City	Less than \$200,000	✓			TIF	DESIGN GUIDELINES - STREETSCAPE	PARKING	DOWNTOWN PARTNERSHIP, PARTNERS

CRITICAL PROJECT ACTIONS

- Explore and determine the extent of a TIF district
- Complete a feasibility study for TIF that conforms to NHRSA 162-k
- Establish TIF Advisory Board

KEY STEPS TOWARDS IMPLEMENTATION





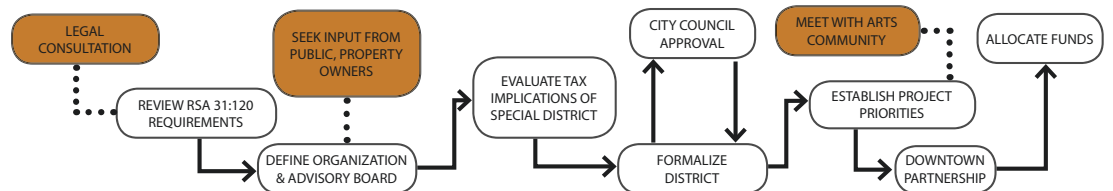
Project 3 - Supporting an Active Downtown

COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Supporting Downtown	Create a Special Tax Assessment District to support Downtown activities	City, Downtown Partnership	Less than \$200,000	✓			SPECIAL DISTRICT			DOWNTOWN PARTNERSHIP, BRANDING, PARTNERS
	Create an Upper Valley Cultural and Arts Center	City, Downtown Partnership, Lebanon Opera House, AVA, Lebanon Ballet School, Opera North	Less than \$200,000	✓						

CRITICAL PROJECT ACTIONS

- Review RSA 31:120 statutory requirements for Central Business Service Tax District
- Evaluate tax implications for special district
- Reach out to arts community, property owners and business to determine needs and opportunities
- Organize a structure for advising on use of service tax (special district) funds
- Integrate actions with Downtown Partnership

KEY STEPS TOWARDS IMPLEMENTATION



Downtown Vision Plan and Tunnel Assessment

6 Implementation Strategies

Implementation Strategies

INTRODUCTION

Implementing the six “Key Concepts” presented in Chapter 5 will require a multitude of strategies and moving forward through a process. It will take time, and as this chapter lays out, will involve many incremental steps that collectively help build towards the Downtown Vision.

As summarized on the implementation matrices on Chapter 5 for the projects that support the Key Concepts, four key types of implementation strategies have been suggested. These range from strategies to support the funding of projects, strategies to help assure the urban planning and design outcome supports the Vision, strategies for integrating key infrastructure into the pursuit of the Vision, and strategies for organizing the community to both advance and manage a new Downtown Lebanon.

This chapter highlights these key strategies and provide useful guidance for future decision making.

FUNDING STRATEGIES

TIF: Tax Increment Financing - Establishing a Tax Increment Financing District is one way to fund downtown infrastructure improvements in Lebanon. Tax Increment Financing (TIF) is authorized in New Hampshire by RSA 162-K. TIF is a method to pay for new public improvements by assigning future increased tax revenues arising from new investments and property value increases within a designated area (the TIF District) to pay for public improvements within that District.

A preliminary financial analysis developed by Applied Economic Research in conjunction with this Vision Plan indicates that a TIF district in downtown Lebanon has the potential to fund many of the

improvements recommended in this plan.

Although TIF districts are often formed when a new private investment is proposed, it is not essential to have a “bird in the hand”. In fact, many TIF districts are formed in anticipation of new private investment. By forming the district before that private investment occurs, the community can be assured of capturing increments in value to fund infrastructure investments.

Dover, New Hampshire recently completed a process to develop a TIF District and has several resources that might be helpful to the City as it considers this potential financing tool.

<https://www.dover.nh.gov/Assets/government/city-operations/2document/planning/outreach/EcDev/TIF%20101.pdf>

Also: <https://www.dover.nh.gov/Assets/government/city-operations/2document/planning/outreach/EcDev/TIF%20Report5.pdf>

CIP: Capital Improvement Plan or Planning - Incorporating the project component into the CIP or modifying existing CIP projects or objectives of the City related to the CIP. Taking advantage of existing infrastructure investments (sidewalks, roads, deep utilities) and adjusting them to support objectives of the Downtown Vision can help move various projects and/or initiatives forward with marginally increased costs.

Additionally, the City could involve itself directly in the development of projects through the disposition of City land in support of a project or initiative. This direct investment of land could establish the City’s role in any public-private initiative.

RFI/RFP: Request for Interest / Request for Proposal - Testing the potential private-sector interest in downtown development can be a useful tool to better understand design needs relative to market

conditions, project costs and the expected relationship needed between the City and a development partner. A Request for Interest (RFI) should focus on exploring “interest” in the project; market alignment, needs for infrastructure, basis of public-private interaction and roles. An RFP would move this forward into a more detailed exploration of the design outcomes, costs and integration of the project with the surroundings.

- *Develop an RFI for City Owned Downtown Land* Key sites include Hanover St at the Mascoma River, the Taylor St parking area, and the former DPW site on Spencer Street. Identify which sites and land uses attract most interest. Identify extent of developer interest in public/private partnership in creating new streets, parking and/or other supporting infrastructure.
- *Develop an RFP for City Owned Downtown Land.* Create and issue RFP(s) for redevelopment of city-owned downtown land. Target RFP sites, requirements and selection criteria according to findings from the RFI process.

Special District - A Special Tax Assessment District can be applied to the local tax rate and used to fund management, promotion and possibly special maintenance functions. Based on work completed by Applied Economic Research, Downtown Lebanon has a \$61 million taxable assessed value at this time, a 5% add-on to the tax rate would generate about \$60,000 per year to fund marketing, promotion and management activities, possibly with a part-time downtown manager.

Grants - It is expected that the pace at which projects can be completed will be largely dependent on the City’s ability to fund the improvements or the effectiveness of securing private partners. As discussed above, there appears to be an opportunity to create a Tax Increment Finance (TIF) district encompassing the downtown area that

would provide a means to capture some of the increased property value that is expected to result from implementing the Vision. There are many examples where public investment in downtown infrastructure (roadway and streetscape, etc.) results in an up-tick in private reinvestment in the surrounding real estate.

The City will likely need to supplement the TIF revenues with other sources, such as grants (examples: Transportation Alternatives Program (TAP) grants may be used for the trail and tunnel, CDFA Community Development Tax Credits, may be available for supporting art and non-profit efforts for Downtown). There may also be opportunities for public/private investments where the transportation initiatives are closely tied to private redevelopment. The City has embarked on securing approval from the NH Department of Economic Development for an Economic Revitalization Zone in downtown Lebanon that would provide State business tax credits for businesses investing in downtown.

Lebanon has been an active and successful recipient of Community Development Block Grants and future grants might help fund new downtown investments, especially if those initiatives are directed at low and moderate income households.

Other potential grant sources for project components include:

New Hampshire Bicycle and Pedestrian Grant from the Foundation for Healthy Communities <http://www.healnh.org/images/pdffiles/grant-program-announcement.doc>

Recreational Trails Program <http://www.nhstateparks.org/partner-and-community-resources/grants/recreational-trails-program.aspx>

Safe Routes to School <http://www.nh.gov/dot/org/projectdevelopment/planning/srts/>

NH Charitable Foundation Grants <http://www.nhcf.org/page.aspx?pid=606>

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Congestion Mitigation and Air Quality Improvement Program (CMAQ)
<http://www.nh.gov/dot/org/projectdevelopment/planning/cmaq/index.htm>

USDA Rural Development Community Facilities Grants http://www.rurdev.usda.gov/HAD-CF_Grants.html

Land & Water Conservation Fund Grants <http://www.nhstateparks.org/partner-and-community-resources/grants/land-and-water-conservation-fund-grant.aspx>

URBAN DESIGN STRATEGIES

Rezoning - Update development policies to address land use and development goals for Downtown. In most respects, existing CBD zoning regulations suitably accommodate downtown development contemplated in the vision. Current CBD zoning policies that should be continued include allowance of a variety of land uses including multifamily housing, exemptions from the minimum and maximum off-street parking requirements that apply in other zoning districts, and allowance for sharing parking among uses with different demand peaks.

The following policies deserve consideration for modification:

- On selected sites near the Downtown mall, increase the maximum allowable building height from 45' to 55' to accommodate up to five stories, subject to meeting design guidelines standards. As the locations where this increased height may be appropriate are publicly owned, this change may be more easily made through RFP criteria than a change to the base zoning.
- Change drive-through uses to require special exception approval, rather than being as-of-right
- Enable simple permitting for parklets in public parking spaces

Design Guidelines - Design guidelines are desirable to help ensure downtown buildings all contribute to the value of surrounding private property and public spaces. In this way, buildings help make downtown as a whole a place of community and economic value that is greater than the sum of its parts. **Design guidelines intentionally offer greater flexibility than zoning policy.** This flexibility is important, as the different conditions of each site and development program may require that certain design guidelines take priority over others, or may require creative solutions. In any case, development projects should be expected to achieve the intent of the design guidelines, even if their means of doing so varies from recommended solutions.

Design Guidelines can be organized into the following sections:

Urban Form

- General facade design guidelines. These help ensure quality architecture throughout the downtown area.

Streetscape / Parking

- Street-specific guidelines. These ensure buildings and sites respond to the unique qualities and roles of different streets.
- Parking design guidelines. These help ensure that off-street parking in parking lots or structures does not detract from downtown appearance or walkability.

More detailed suggestions for Urban Form and Streetscape/Parking Design Guidelines are contained in the Appendix E.

Site Planning - When moving beyond the Vision it may be beneficial to study specific project components through site and/or master planning. Through this process, work with selected developer(s) to integrate development proposals seamlessly with associated new/improved public open spaces and streets, and downtown parking management.

Other Supportive Design Strategies

- Create attractive, inviting downtown gateways. Engage downtown arts, business and institution community to develop and deploy near-term streetscape enhancements from AVA to Mascoma River and along Hanover St. (banners, murals, plantings, public art etc.), consistent with downtown branding theme.
- Enliven streets and public spaces with activity and culture. Expand downtown event programming on Mall and along Mascoma River (i.e. near Hanover St. bridge, Taylor St. parking area) as near-term step toward longer term vision.
- Complete the Mascoma River Greenway. Collaborate with Mascoma River Greenway advocates to design and implement downtown trail link and potential multi-use trail spurs. Coordinate with timing and design of tunnel repairs.

INFRASTRUCTURE STRATEGIES

Many of the projects presented on the implementation matrices are complex and will require substantial effort on behalf of the City. Three major categories of infrastructure have been identified that will play a major role in shaping the implementation of the Downtown Vision for Lebanon. Strategies for each of these categories are provided below:

Tunnel - The tunnel is a complex infrastructure element.

Improvements will affect abutting properties at multiple floor levels and impact customers, commuters, and other travelers. A staged approach to the tunnel rehabilitation is recommended to optimize the costs and benefits associated with this important connector. Important considerations include:

- *Start from a detailed Existing Conditions Plan.* To fully evaluate design constraints, opportunities, and costs, a detailed base plan is

needed. Locating utilities, building services for mechanical/electrical/plumbing, hazardous material investigation/testing, property limits/easements, and other building features and topographical elements is vital.

- *Assure temporary access for the Mascoma River Greenway.* A temporary canopy-like structure should be constructed within the tunnel to provide the connection needed for the Mascoma River Greenway and to protect people from falling tunnel debris. This structure could remain in place until the permanent tunnel is reconstructed. An estimated cost for this canopy structure is on the order of \$200,000. The design and details of the permanent tunnel will require a significant amount of communication and collaboration to develop the right solution once constraints are fully understood. Providing a temporary structure demonstrates the City is taking action and allows more time to optimize the significant capital investment in the permanent tunnel reconstruction. This does not address specific needs on the surface of the tunnel.
- *Design and construct for the future.* The basic components of the tunnel should be constructed so that they can accommodate future upgrades as the development of the downtown and plaza area evolves. The proposed opening area with ornamental railings and other features can be constructed at a later time so that it does not impede immediate use for parking, or snow removal operations. The portals to the tunnel can be designed and configured to provide a “gateway” at each end. Planning these improvements a few years later may allow the south end to be incorporated with the bridge replacement project at Hanover Street and smooth out capital expenses from year to year. An interim or temporary surface treatment at the plaza may also be cost-effective to allow the

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finished surface work to be included in a future plaza/hardscaping project.

Transportation - Project and components involving transportation improvements can have many complexities that the City should address.

- *Determine when and where professional services will be needed (design, permitting, etc.).* There will be times when the City should seek professional services to help advance the transportation projects. This may include procuring the services of land surveyors, transportation and structural engineers, environmental scientists, geotechnical engineers, and landscape architects. The necessary professional services should be planned from a budgetary and scheduling perspective. It may be advantageous to let out “Phase A – Conceptual and Preliminary Design” contracts near term so reasonably accurate opinions of cost can be generated to support funding efforts.
- *Develop detailed timelines for each project component based on priority and likely funding.* Once the initiatives have been prioritized by the City it would be advantageous to develop a master schedule that would provide a proposed timeline for each component. This schedule will be dependent on the predicted funding levels over time.
- *Continually monitor the progress on key projects and adjust accordingly based on economics, traffic, safety, funding, market trends and public support.* It is expected that the defined implementation schedule will be reviewed and adjusted on a regular basis based on funding and other factors such as implementation of components on the private redevelopment side. Each individual project or component should also be monitored with regard to need and public support.

For example, changes in development and traffic patterns could increase or lessen the need for some of the transportation measures or change the design needed to address the new conditions.

Parking - Downtown has a significant amount of underutilized public parking north of the Downtown Mall. Encouraging more use of this underutilized parking can help make parking more convenient, and free up unique opportunities for development and public space connecting the Downtown Mall with the Mascoma River. According to the 2014 downtown parking analysis, at peak parking periods, there are at least three empty parking spaces north of the Mall for each space that would be removed between the Mall and river. Encourage more efficient use of downtown parking through these considerations:

- Convert some of the 2-hour limit parking spaces currently between the Downtown mall and Hanover Street to 1-hour parking.
- Designate parking spaces north of the Mall that are closest to the Mall (i.e. those south of the walkway that crosses the parking area to reach the stair to Flynn Street) as 2-hour parking. Ask downtown businesses and organizations to instruct day-long employees to park north of this area.
- Create a new entrance to Taylor Street from Hanover Street, including a striped left turn lane from Hanover Street, just west of the tunnel. Install prominent signage indicating that Taylor Street leads to ample public parking serving the Mall area.
- Improve the walking connection from the Taylor Street parking area to the Mall. Work with property owners to use fencing and/or plantings to screen trash receptacles and service areas from view. In coordination with tunnel repairs and Mascoma River Greenway construction, upgrade stairs at the north tunnel portal to be more attractive, using paint, more durable materials, signage indicating

Mall destinations, and/or other measures. Install pedestrian-scale lighting (e.g. back of former Shoetorium building). Consider painting an attractive mural(s) on large building walls facing the walking connection. Work with business and property owners to make sure trash removal, landscape care and other maintenance occur on a regular basis.

- Work with RVCC to monitor parking demand patterns of staff and students as enrollment grows. If necessary, work with RVCC to encourage students to park in areas of underutilized public parking.
- Implement traffic circulation changes around Colburn Park that enable use of West Park Street to access parking north of the Mall.
- Work with a new downtown business organization, including representation from RVCC and cultural organizations, to manage public parking across downtown in ways that maximize convenient, equitable access to destinations.

ORGANIZATIONAL STRATEGIES

Downtown Partnership - Building a downtown management organization that can help galvanize ideas, act as an agent for implementation, promote strong public-private sector relations and help seek out opportunities for grants and financing will be critical to realizing the Vision. While an “all-volunteer” organization is something the City might consider in the short-term, finding a stable funding source (e.g. Special Tax District, See above) to support a more robust Downtown Partnership can help avoid the likely “burn out” of unpaid volunteers. Key responsibilities of the Downtown Partnership could include:

Managing the day-to-day efforts within Downtown. Through the efforts of an executive director and a commission of important partners, the

Downtown Partnership will help coordinate day to day efforts within Downtown, including routine maintenance, project implementation, event management, marketing and community outreach.

Coordinating the input of local businesses in the process of implementing of the Vision. The Downtown Partnership can be the mechanism where concerns or issues from local business (temporary impacts to operations, parking changes, event management) can be heard and then coordinated with others.

Supporting the City in seeking grants and financing for key projects. As the primary champion of “Downtown”, the Downtown Partnership can help support efforts to secure funding, act as a player in discussions with private developers, and leverage the economic development aspects of new projects to improve the prospects for success in grant.

Branding - While the efforts within the Vision Plan call attention to the need for a strong brand as a start, the City should pursue a more rigorous process of evolving its brand, exploring its marketing position, and assuring that the design and operation of Downtown align with and support the community brand. Key parts of this strategy include:

- *Completing a comprehensive Brand Study and Marketing Plan.* Establish a detailed plan, working closely with local businesses and the broader community, that clearly articulates the brand proposition, defines the visual expression of downtown (logo, colors, etc.), and identifies the target market (“Upper Valley Residents”, “Visitors”). The Plan should identify ways the City can communicate with this target market, provide for monitoring and management of this process, and outline steps towards its implementation.
- *Establishing the role that the Downtown Partnership will have in branding and marketing.* As a key champion of Downtown, the

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Downtown Partnership should take an important role in communicating the brand and providing the marketing outlet. This needs to be done in close partnership with area businesses and the City so that critical needs for all partners can be thoughtfully considered.

- *Assuring that design outcomes support the community brand.*
Throughout the development of new projects and/or project components, assure that the established brand identity is consistently communicated and applied. Work closely with local businesses and through the Downtown Partnership to foster brand awareness efforts.

Partners - Supporting the implementation of key projects and components is something the City will need to do in partnership with others. Whether its maintaining community momentum, forming a public-private interaction for land redevelopment or coordinating with state agencies for transportation improvements, moving forward with the Vision will require communication, cooperation and collaboration. In addition, key priorities for projects should be done through a collaborative process involving the City Council and other partners to assure objectives are aligned, funding is secured and outcomes have value now and into the future.

- *Identify lead City departments and individuals.* In order for any of the key projects to move forward it will be important for the City to identify the departments and or individuals who will be responsible as the project champions. For example, it may be appropriate for Public Works to manage the near term projects that are closer to implementation, and Planning to manage the longer term projects.
- *Continually engage the community to maintain momentum in developing Lebanon's downtown vision.* It will be important for the City to maintain

a connection with the community as the planned components unfold. The vision should be referenced in future public discussions on the components and the public should be reminded of the benefits and the reasons behind the plan. This is the community's plan and their support will be needed every step of the way.

- *Identify potential partners and supporters for each component or project (community groups, agencies, NHDOT, developers, etc.)* When it comes time to raise money and gather political support to keep each component moving it is often helpful to identify partners who also have an interest or a stake in the proposed improvements. An example would be including the Friends of the Mascoma River Greenway Trail in the development process for the tunnel. It will also be important to involve people at NHDOT relative to the Hanover Street Bridge (No. 121/117) over the former railroad that is programmed for replacement within the next ten years.

- *Prioritize the public improvement initiatives and seek Council endorsement.* This visioning study has identified a number of transportation projects that would be implemented over time to complement and support the urban planning initiatives that will transform the downtown for the future. Since funding will not be available to construct the transportation improvements all at once it will be necessary for the City to prioritize the improvements. The likely methodology is for City staff to develop a phased program that they propose for City Council endorsement, possibly with the benefit of additional public outreach.

Factors to consider when setting the priorities include:

1. Ease of implementation. Are there any actions that could be undertaken near term with low funding levels?

2. Meeting a critical need. Are there any actions that will satisfy a much needed safety or operational deficiency? An example would be constructing the High Street / Hanover Street roundabout.
3. Benefit / Cost. Can the actions be ranked according to their benefit / cost relationship?
4. Independent Utility. Are there any actions which are truly standalone and not dependent on any other actions occurring before or with them? An example might be completing the North Park Street improvements as an early action.
5. Spin-off Benefits. Are there any transportation improvement actions that will open new opportunities for benefits on the private side?