



**LEBANON CITY COUNCIL
OCTOBER 25, 2023 - 6:30 PM
SPECIAL MEETING WITH ECONOMIC DEVELOPMENT
COMMISSION AND DOWNTOWN LEBANON TIF
ADVISORY BOARD
COUNCIL CHAMBERS, CITY HALL OR
REMOTE VIA VIRTUAL PLATFORM
LEBANONNH.GOV/LIVE**

1. Meeting Access

- A. To participate in this meeting, please [join live via Microsoft Teams](#) or call 929-229-5356 (access code: 622 750 274#). If you have trouble accessing this meeting, please [email Shaun Mulholland](#).

2. Special Meeting

- A. Guidance and Further Direction on the Future Redevelopment of Municipal Parking Lots Behind City Hall

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.



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:

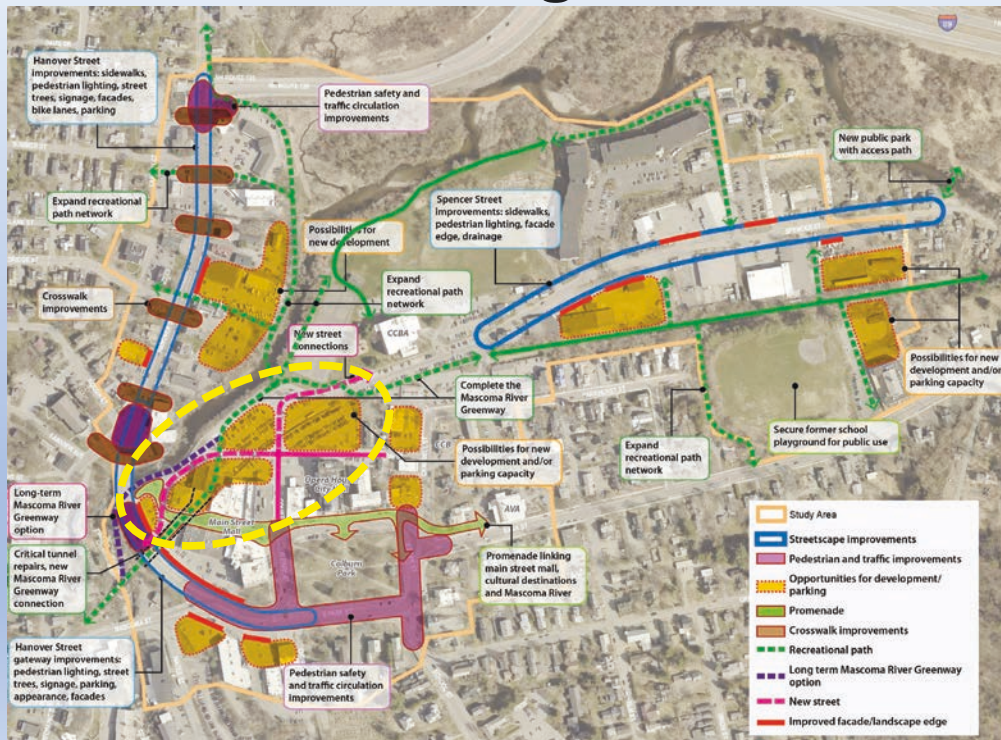
- Create the Downtown Arts Walk
- Seek Mixed Use and Infill Development that Enhances the Vibrancy of Downtown
- Complete the Mascoma River Greenway with New Riverfront and Tunnel Segments
- Welcome People Downtown with an Attractive Hanover Street Gateway
- Connect Downtown, Neighborhoods and Recreation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

Mall area,
nearer term

PROGRAM DESCRIPTION

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

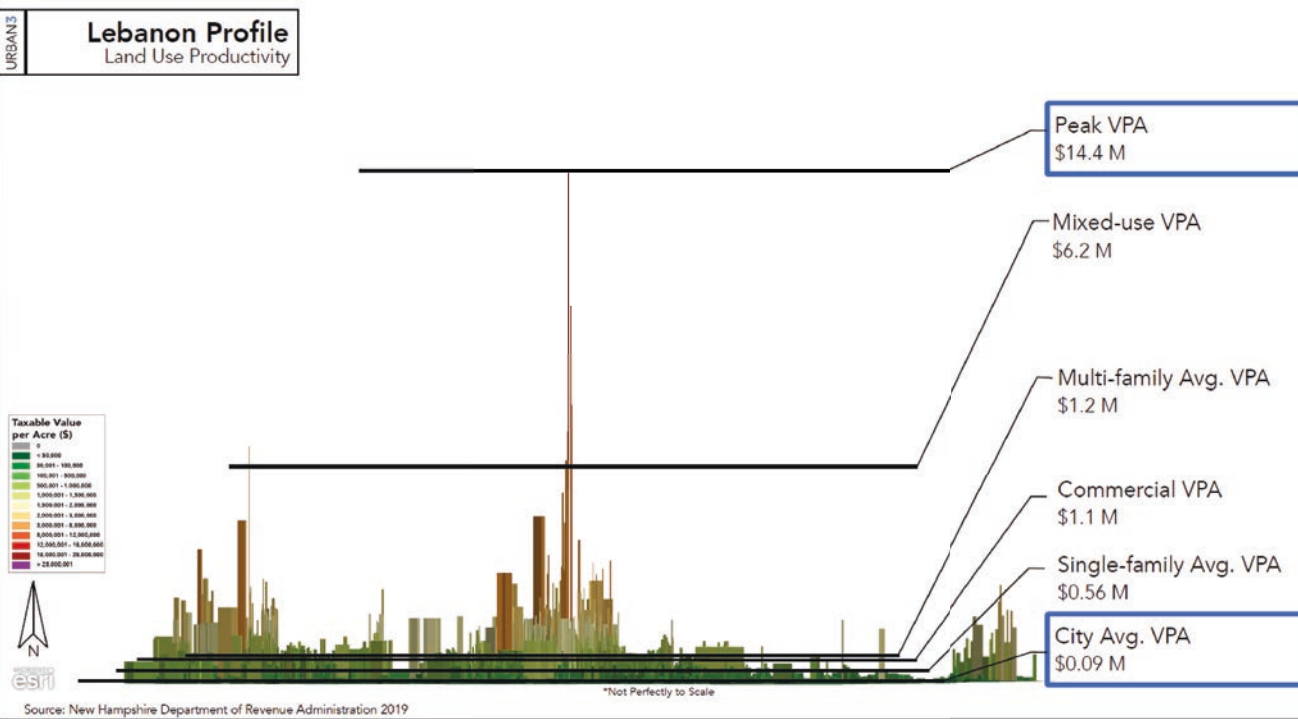
Smart Growth – Basic Principles



Avg. VPA: \$90,509



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.

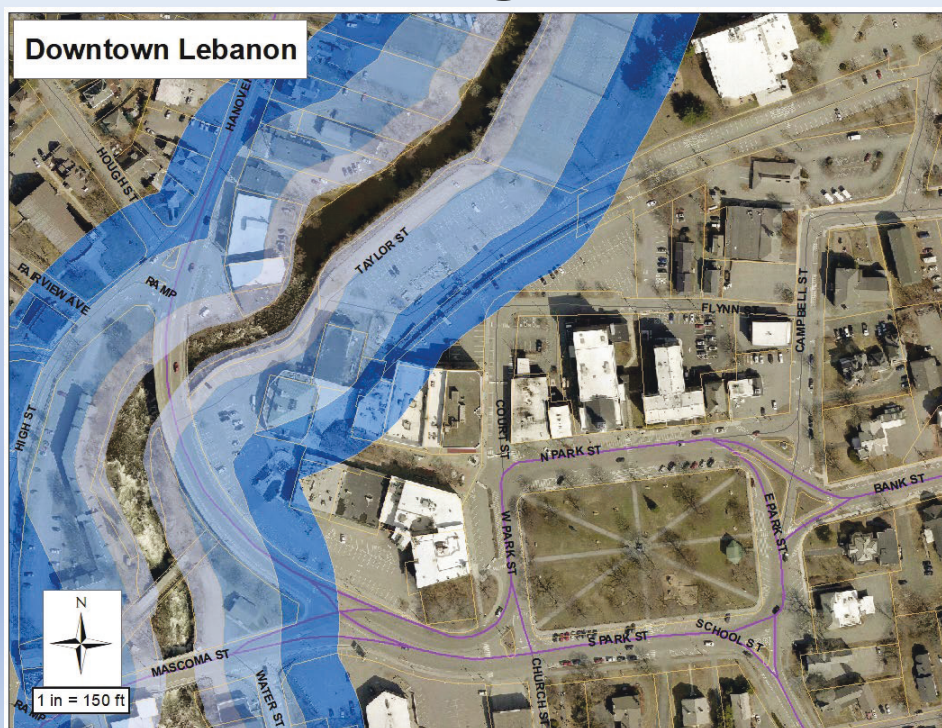




Potential Redevelopment of Downtown Lower Parking Lots

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.

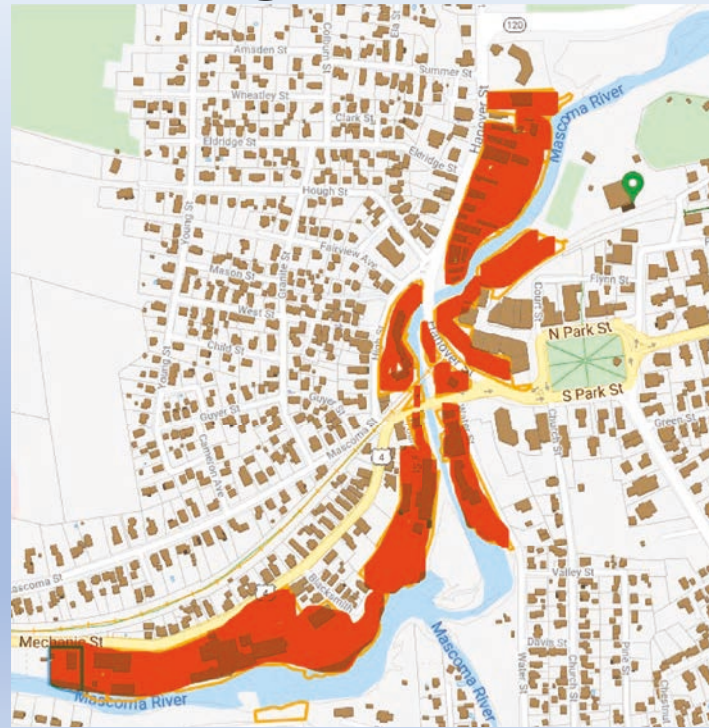




Potential Redevelopment of Downtown Lower Parking Lots

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.

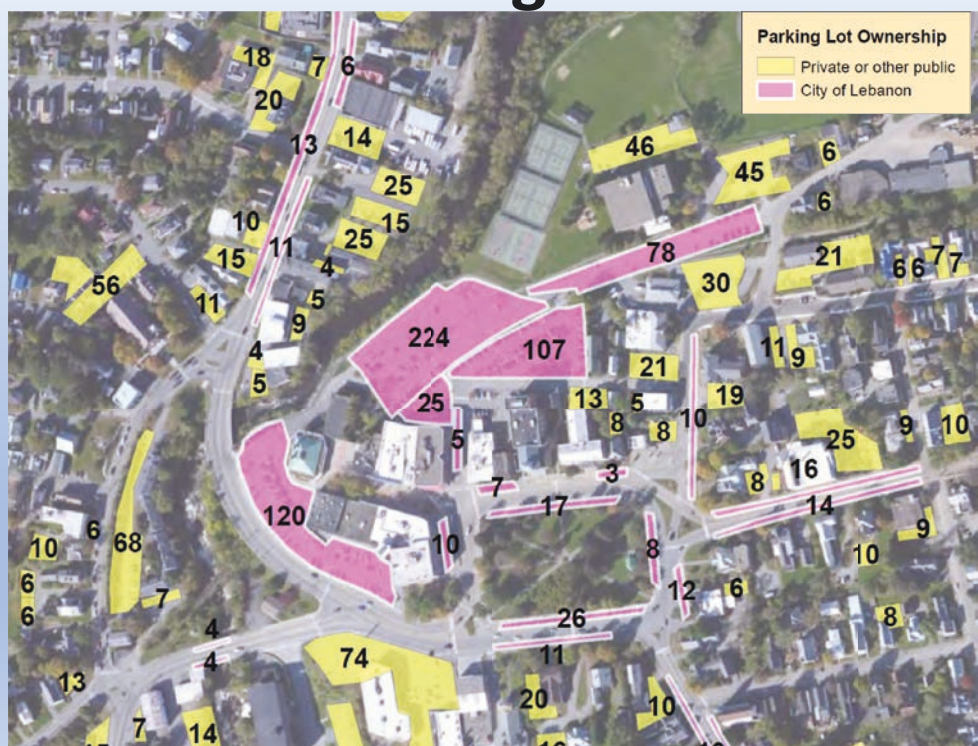




Potential Redevelopment of Downtown Lower Parking Lots

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

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- During special events (e.g. Farmers Market), on-street spaces and lots closest to Colburn Park near capacity.
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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)

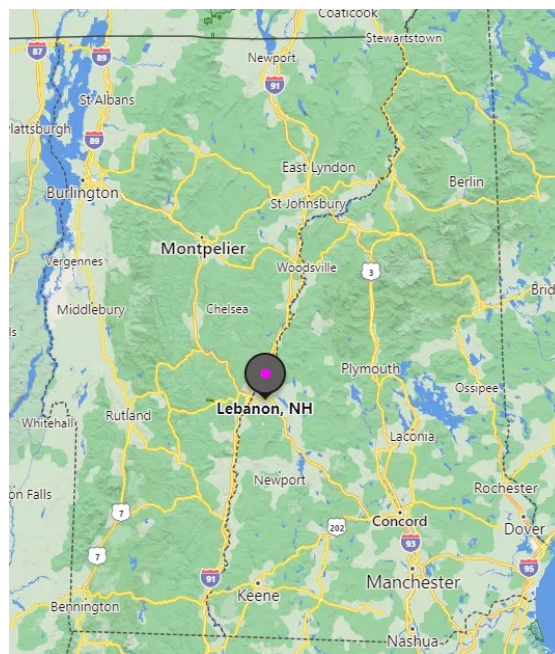
The City of Lebanon may utilize responses generated by this RFEI process to inform a subsequent Request for Proposals (“RFP”) process. Respondents to this RFEI will be given additional consideration during any subsequent RFP process. It is the city’s intent and desire to identify a development team through 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.



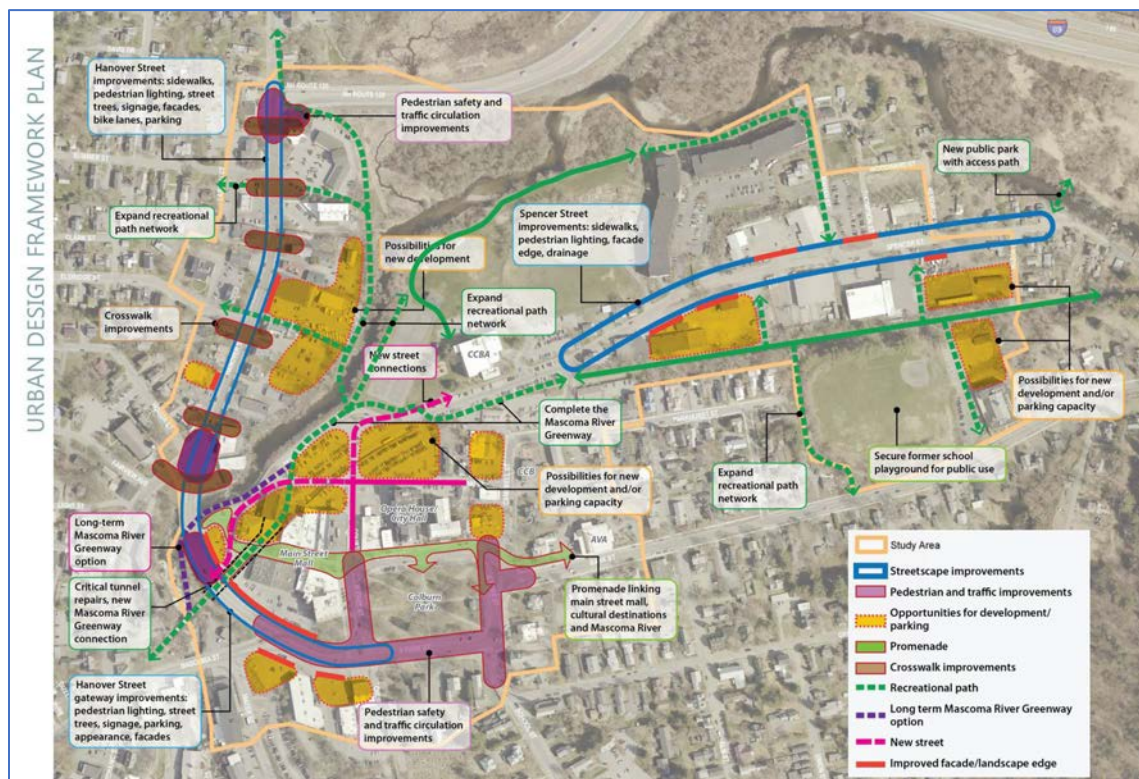
Located near the junction of Interstates 89 and 91; approximately 60 miles northwest of Concord, NH and 90 miles southeast of Burlington, VT

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 revisiting 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.



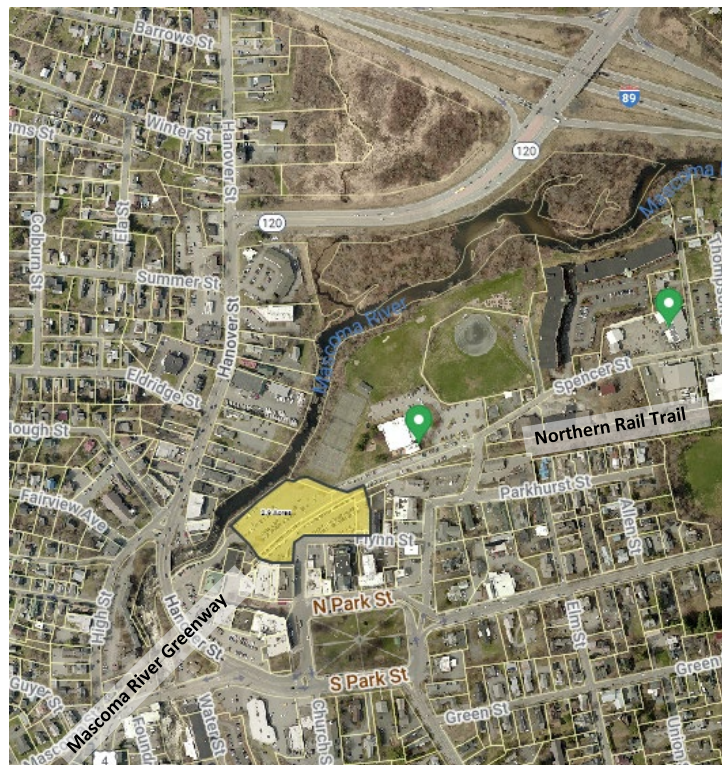
Framework Plan from the 2016 Downtown Vision Plan and Tunnel Assessment report

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;

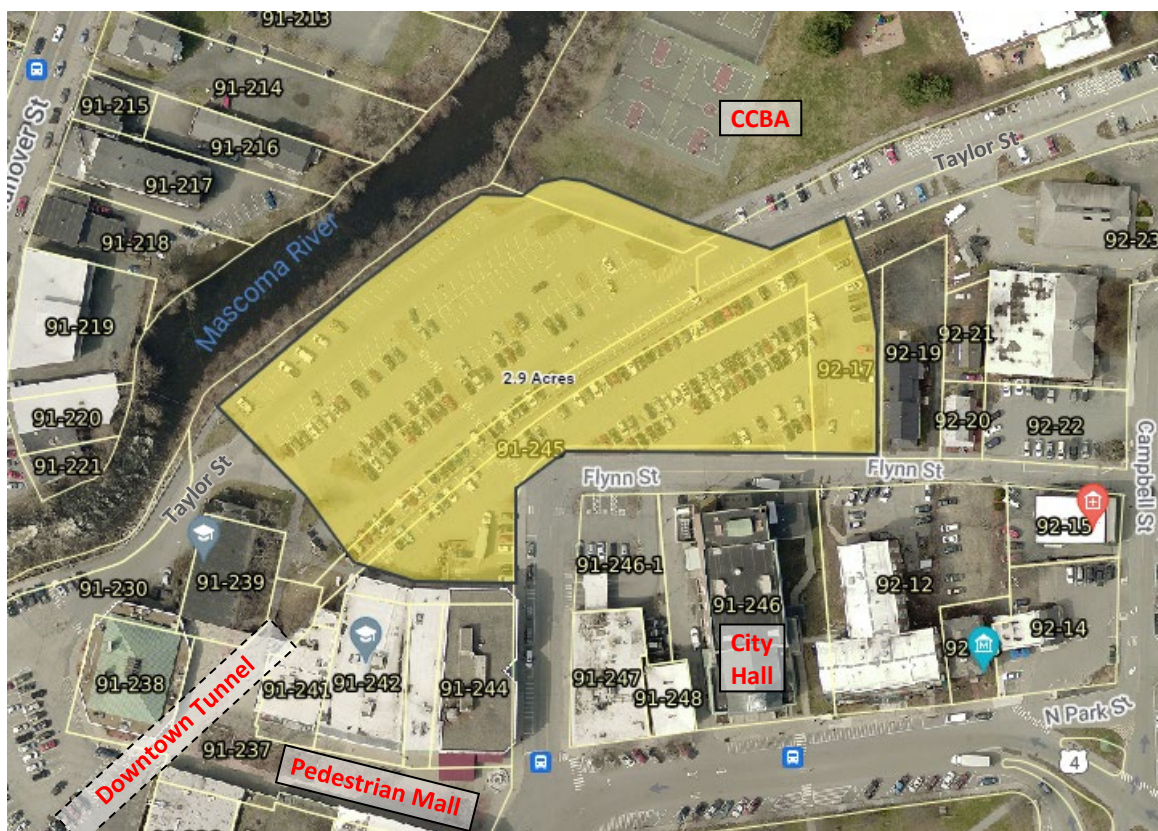
Location: Roughly bounded to the north by the Mascoma River and the CCBA Recreation Fields; to the south by Flynn Street and existing buildings along the Hanover Street pedestrian mall; to the east by the edge of the existing parking lot; and to the west by the Mascoma River and Ledyard Charter School 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.

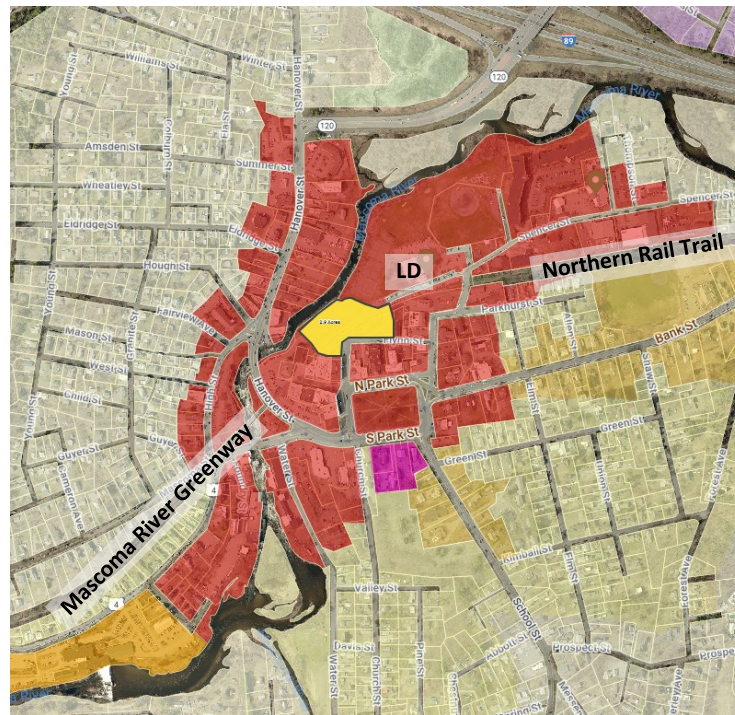
Placemaking: Create a vibrant destination by enhancing the riverfront and building on the civic role of downtown Lebanon and by introducing a mix of complementary land uses focused on improving the pedestrian experience.

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

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Director of Planning & Zoning

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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

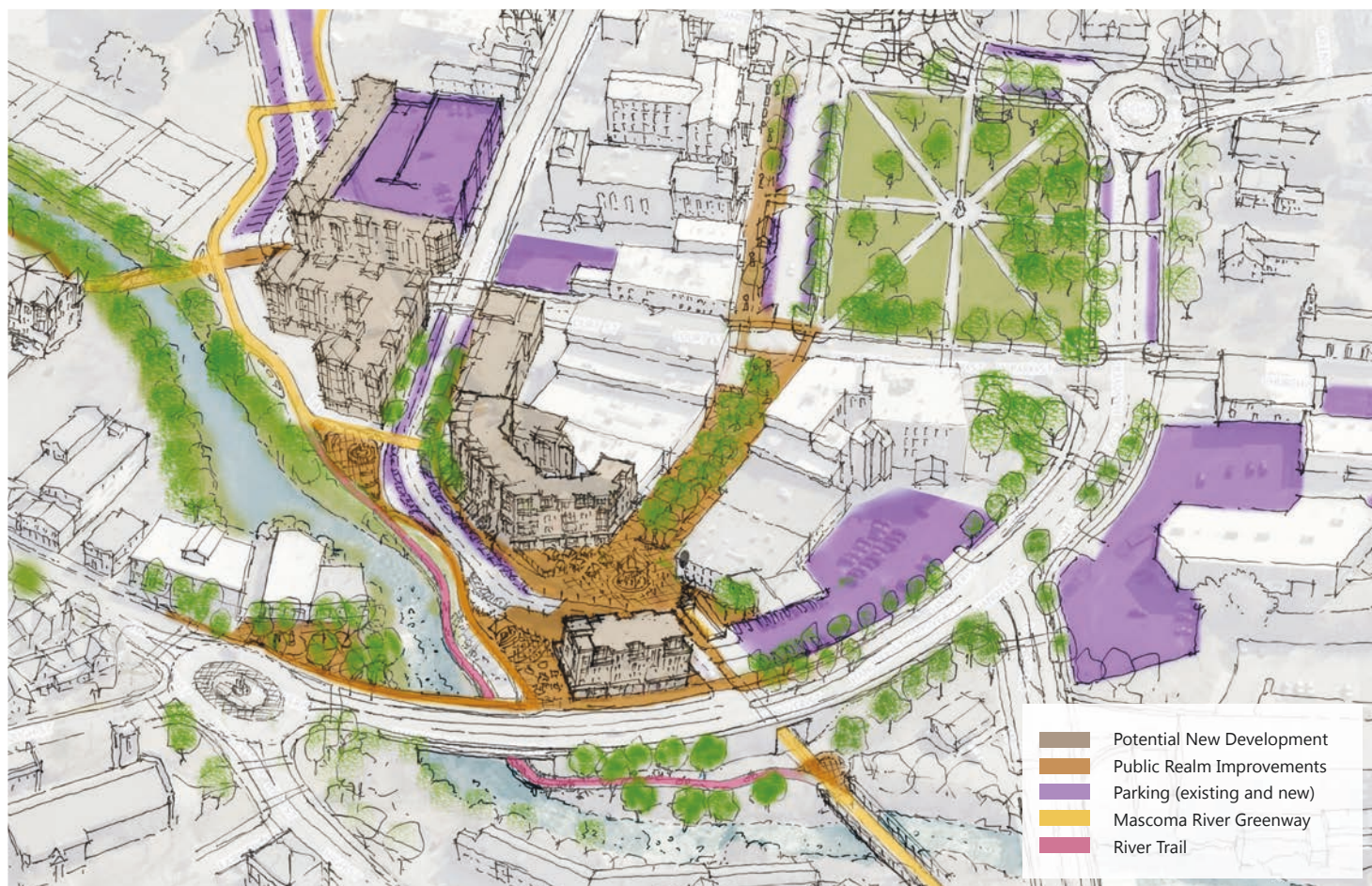
Project 2 - Downtown Mall Arrival and Plaza

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.

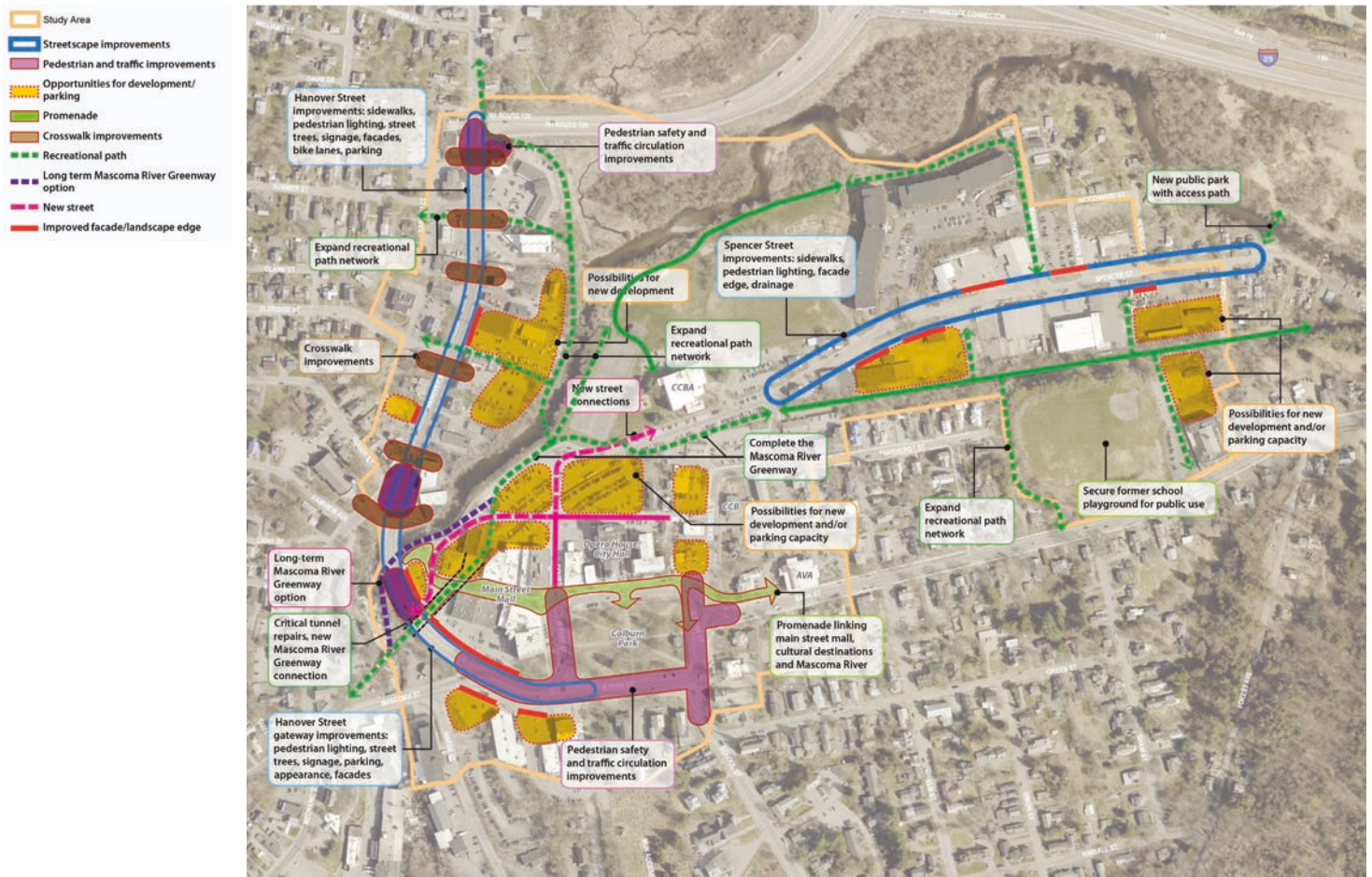
Urban Design Framework

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

Figure ES.4 - Urban Design Framework



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.



Figure 1.2 — Historic Development Patterns



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.

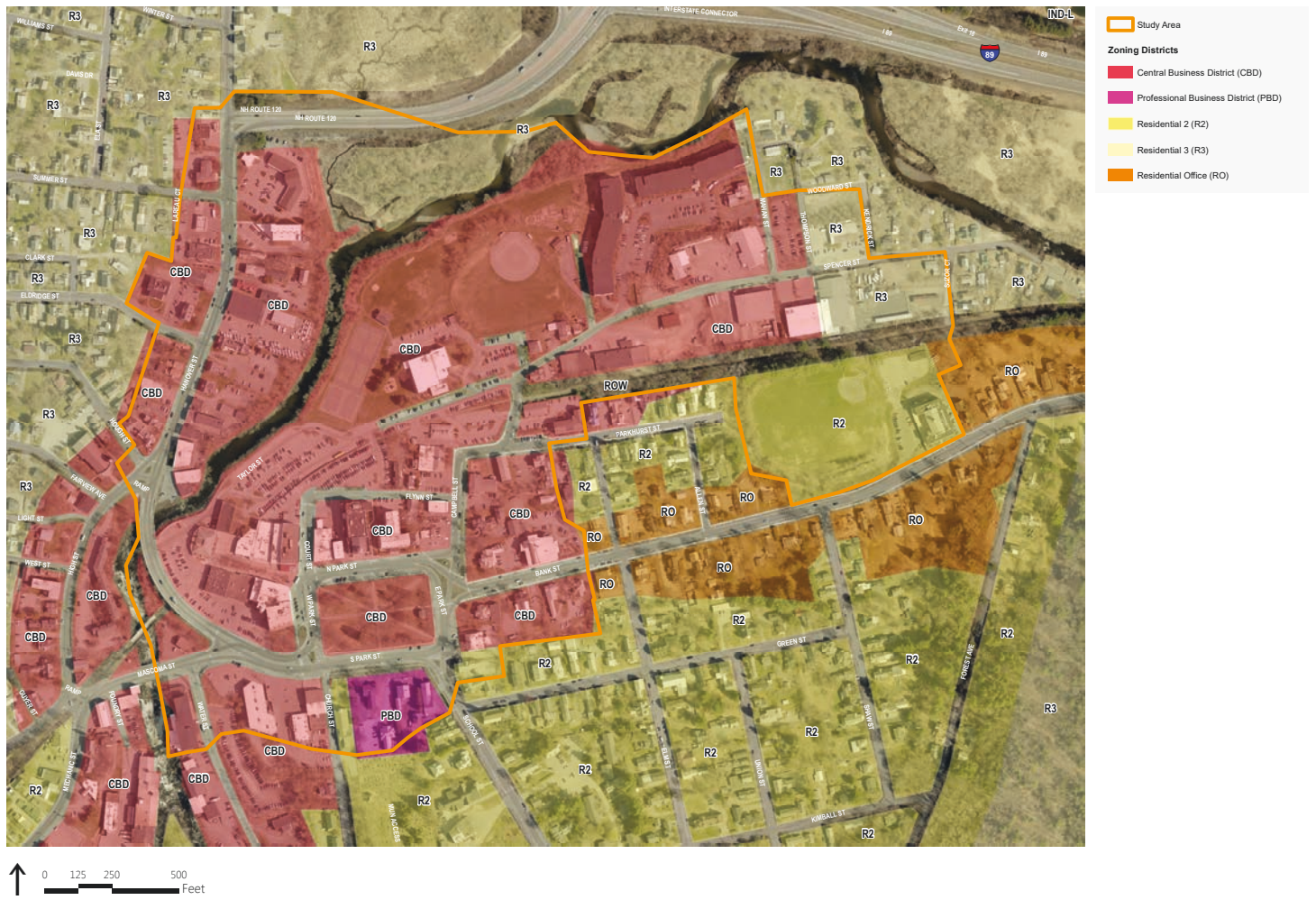
Residential 3 (R-3)

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.

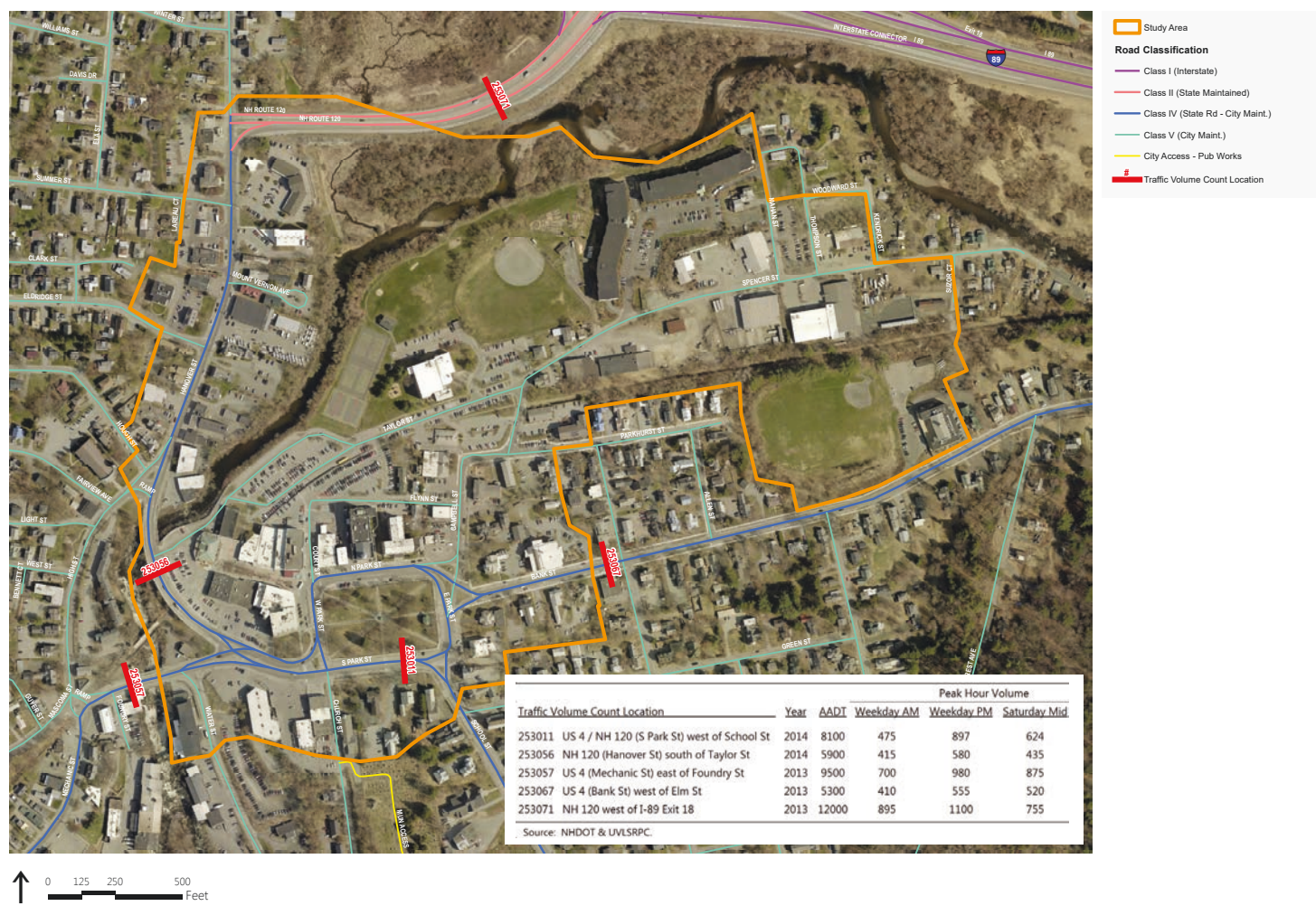
HIGH STREET AT HANOVER STREET

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.

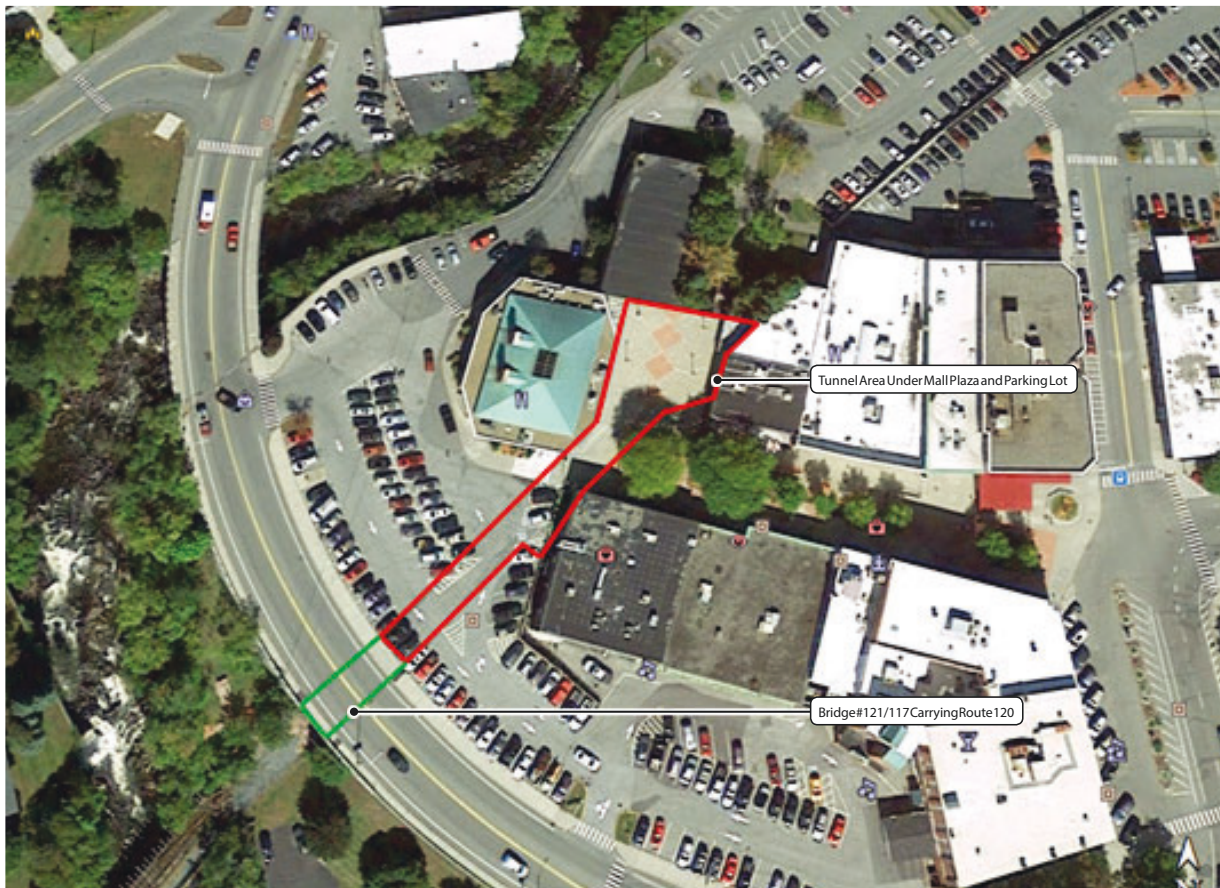
The tunnel consists of pre-stressed concrete slabs supported on retaining walls, abutments, and piers that support an elevated mall plaza and parking lot constructed circa 1969 as part of the urban renewal project. See photos on the next page for a general depiction of the structural components and a 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)

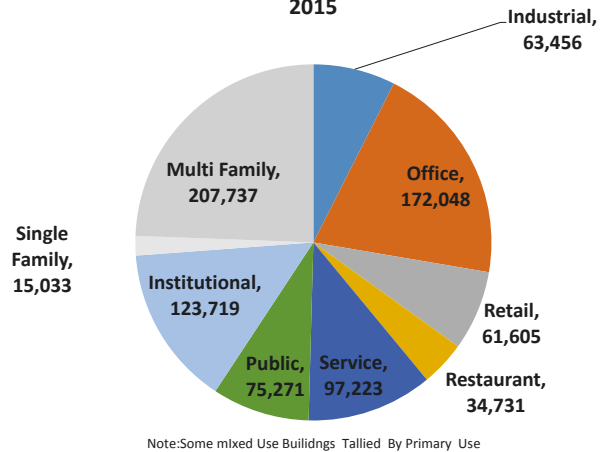
Downtown Lebanon Today

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.

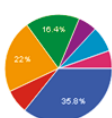


PARTICIPANTS REVIEWING THE PREFERRED PLAN AT THE FARMER'S MARKET

4 Public Involvement

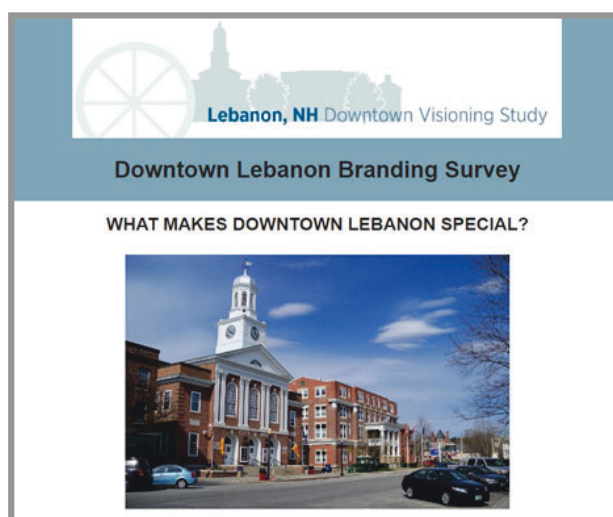
DOWNTOWN VISIONING SURVEY RESULTS

7. Of the following choices, what do you view as the most important mobility issue within the downtown?



Traffic circulation (congestion, wayfinding)	186	35.8%
Speeding	37	7.1%
Pedestrian Safety	114	22%
Parking	85	16.4%
Bicycle Accommodation	29	5.6%
Not sure	40	7.7%
Other	28	5.4%

SAMPLE QUESTION OF THE DOWNTOWN VISIONING SURVEY



SAMPLE QUESTION OF THE BRANDING SURVEY

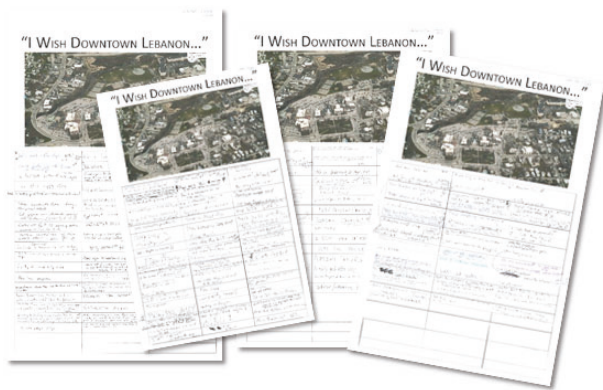
Surveys

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

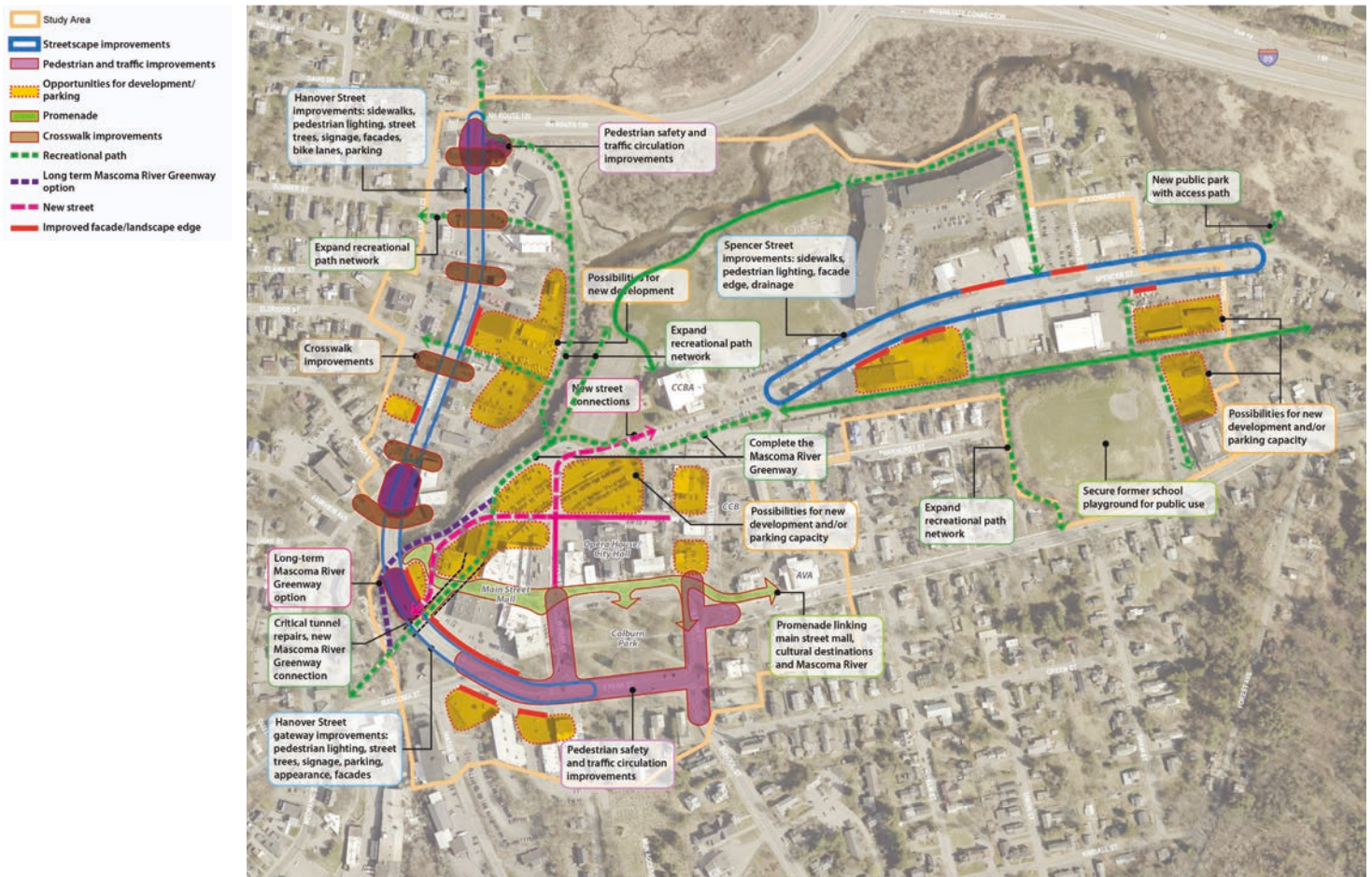


Create Organizational Capacity

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.

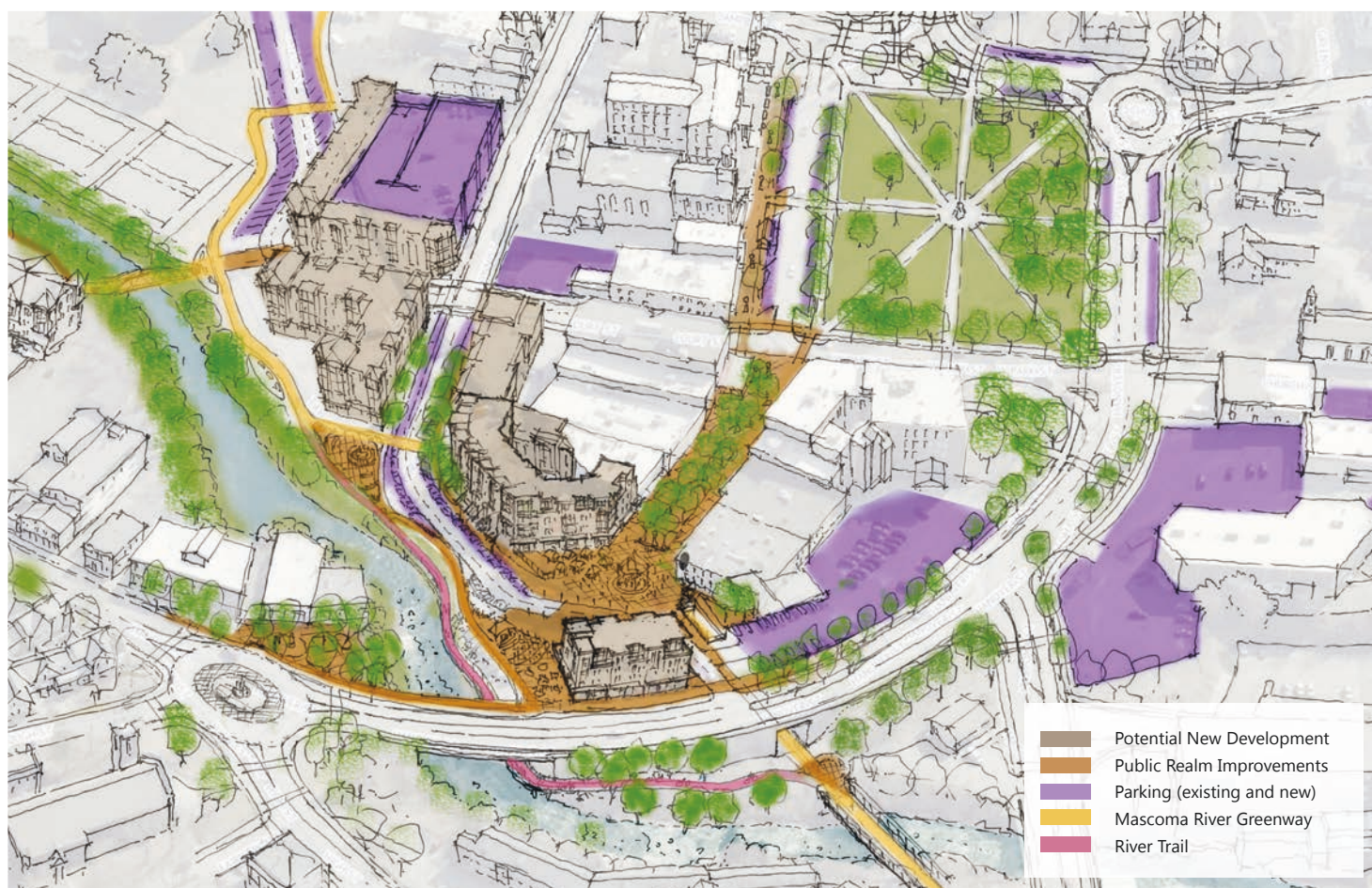
The elements shown in the framework address the following ideas.

- 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.

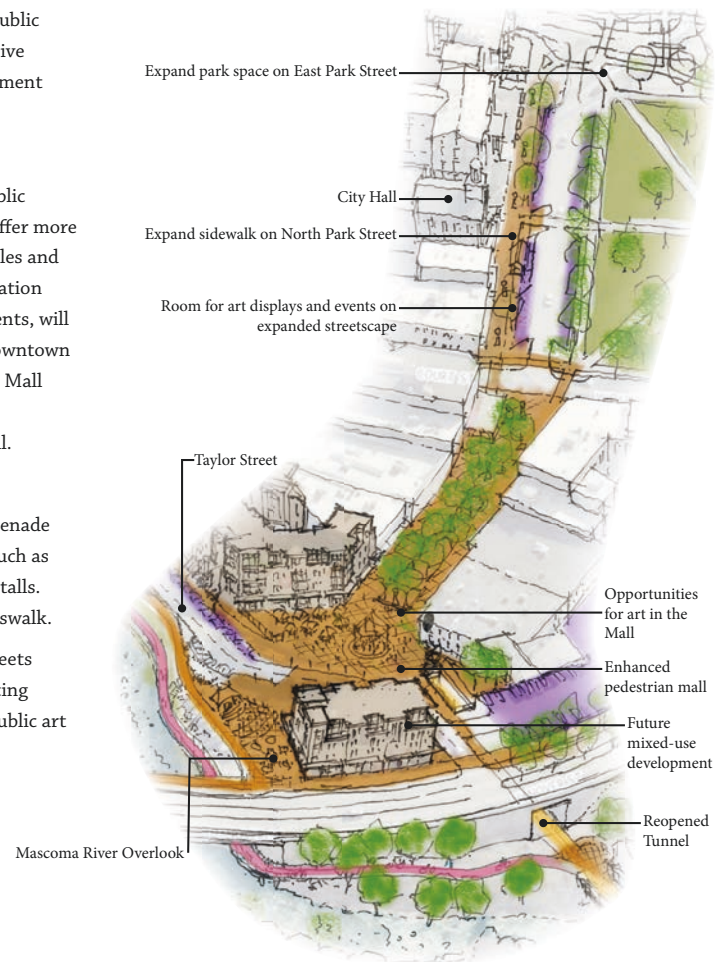
PROJECT 2 - DOWNTOWN MALL ARRIVAL AND PLAZA

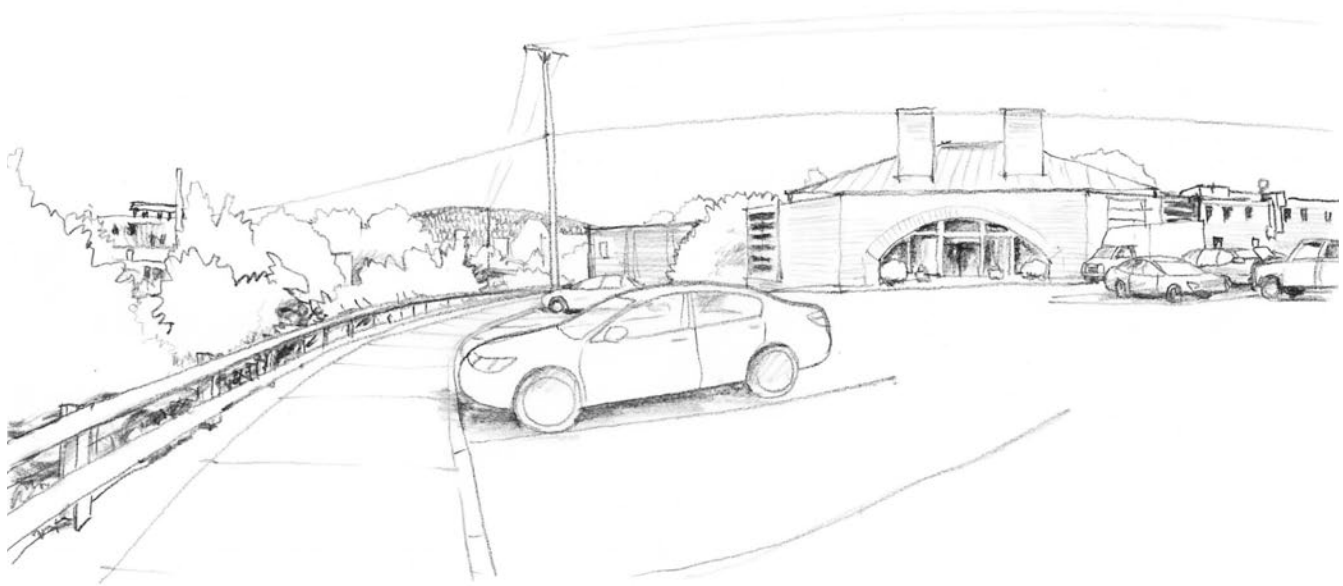
- ❑ The Downtown Mall will gain new life with more useable public spaces. Existing fenced elevation changes will be rebuilt to offer more versatile circulation and events programming. Moveable tables and seating will expand capacity and flexibility for outdoor relaxation and dining. Additional public 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.

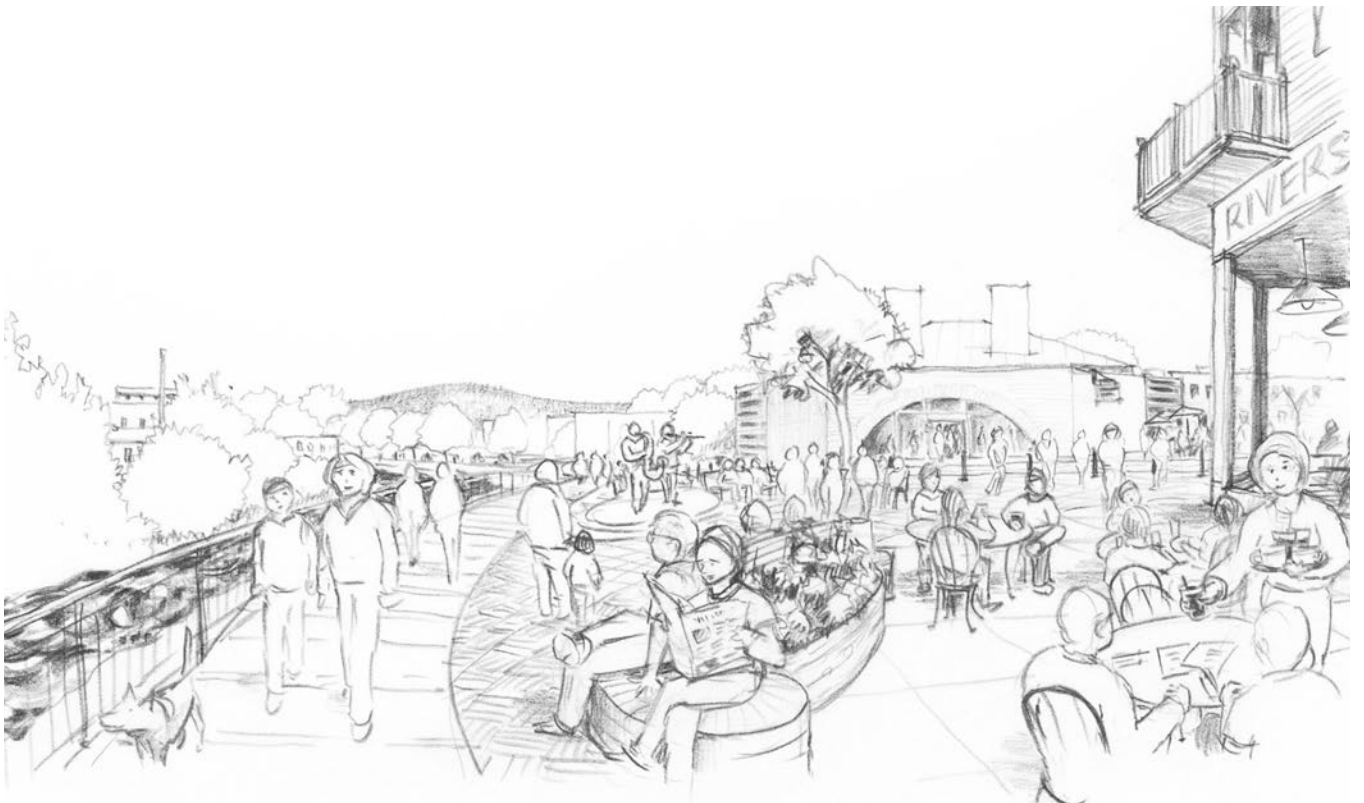
Figure 5.5 - Illustrative Plan





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



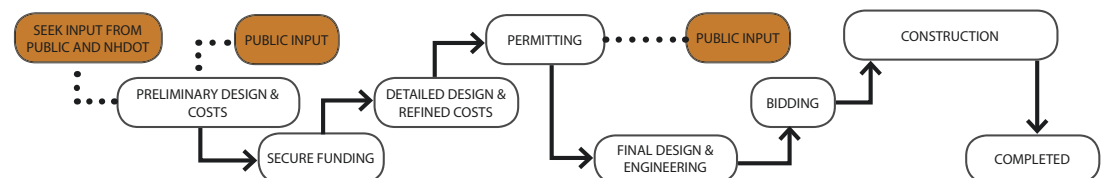
Project 1 - Mascoma Riverwalk and Overlook

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

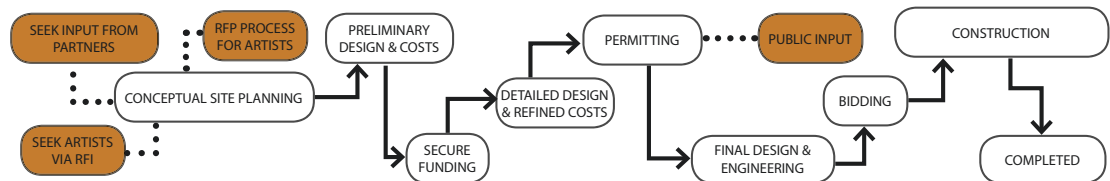
COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Urban Design - Streetscape Improvements	Enhance pedestrian environment	City, Downtown Partnership, Arts Community	Less than \$200,000 - \$500,000*		✓		TIF, 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





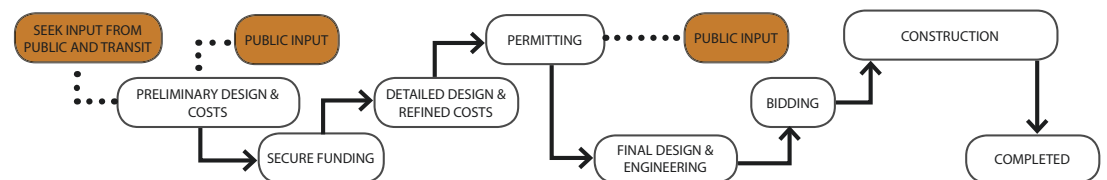
Project 3 - North Park Street

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

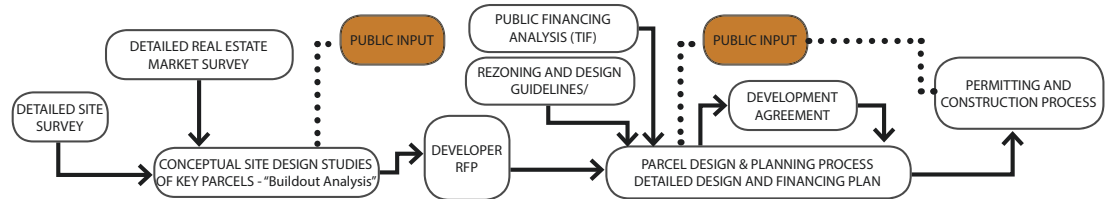
COMPONENT	DESCRIPTION	KEY PLAYERS	EXPECTED COSTS	TIMELINE			IMPLEMENTATION STRATEGIES			
				0-5	5-10	10+	FUNDING	DESIGN	INFRASTRUCTURE	ORGANIZATION
Urban Design - Development	• New retail near Mascoma River Overlook	City, Private Sector, Downtown	TBD	✓			TIF, RFI/RFP	REZONING, GUIDELINES - URBAN FORM, 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





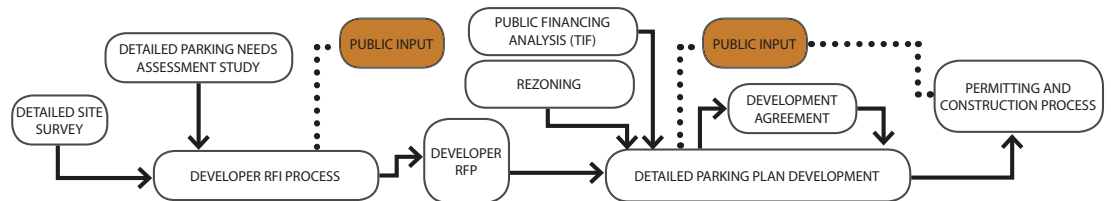
Project 2 - Parking

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

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.

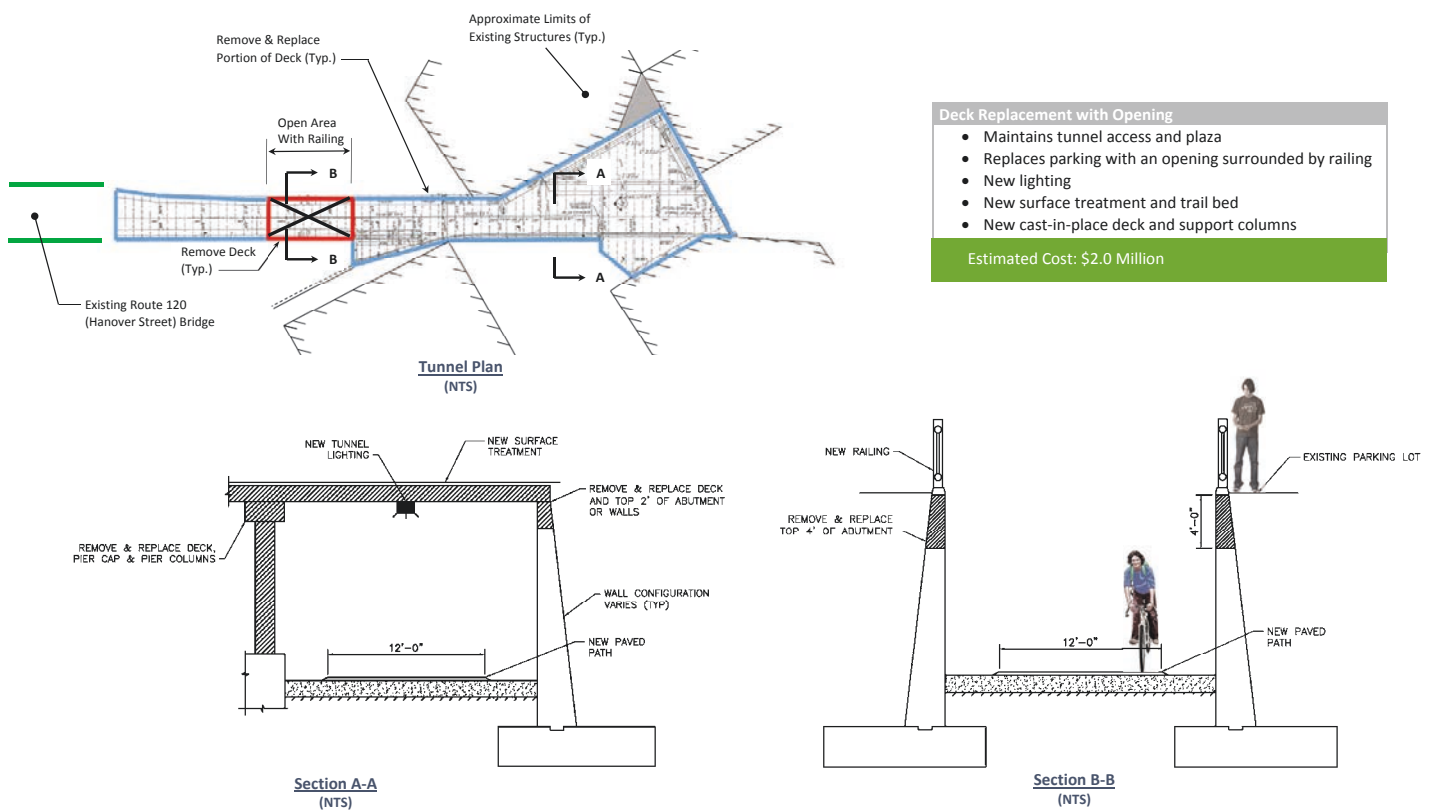
- ❑ As a future option, the riverside trail route could potentially be extended along the riverbank and under the Hanover Street Bridge, supplementing the primary route and providing additional contact with the river.
- ❑ Taylor Street will also provide an important bike/pedestrian connection between 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



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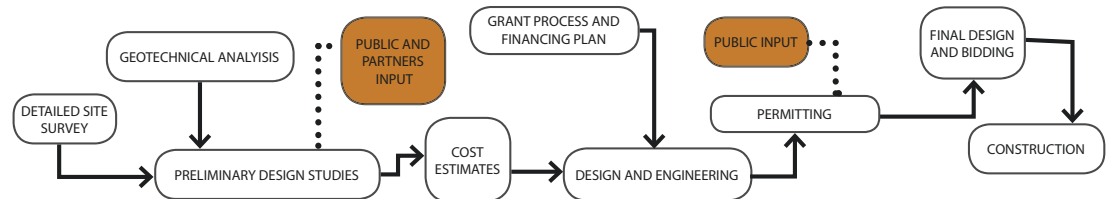
Project 1 - The Tunnel

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.

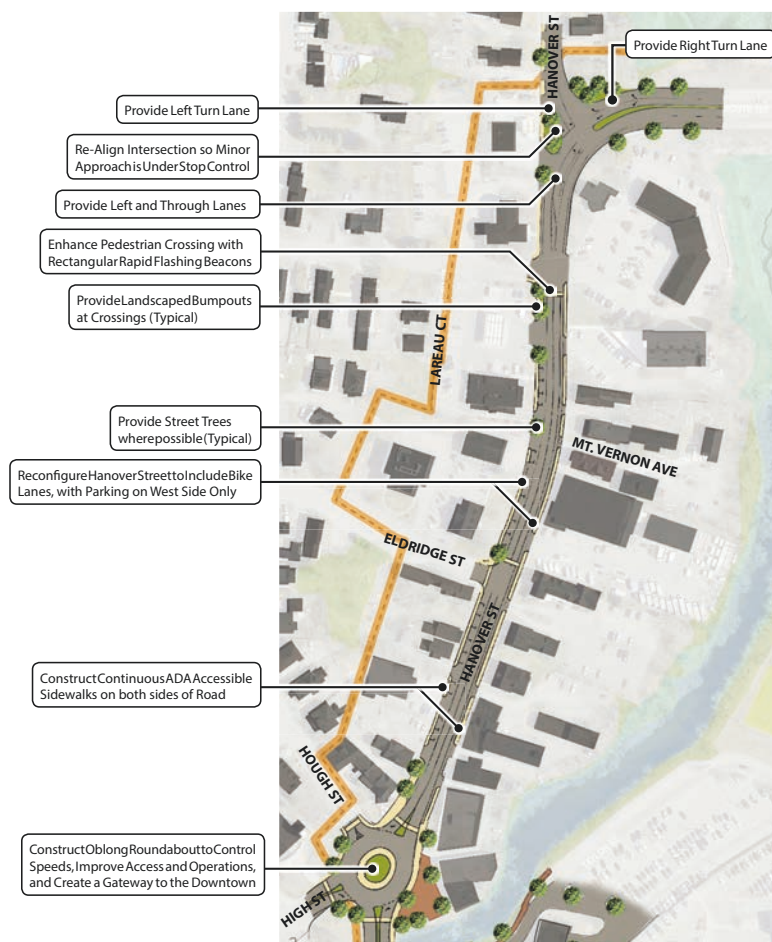
PROJECT 1- RECONFIGURE THE HANOVER ST. / ROUTE 120 INTERSECTION

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



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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





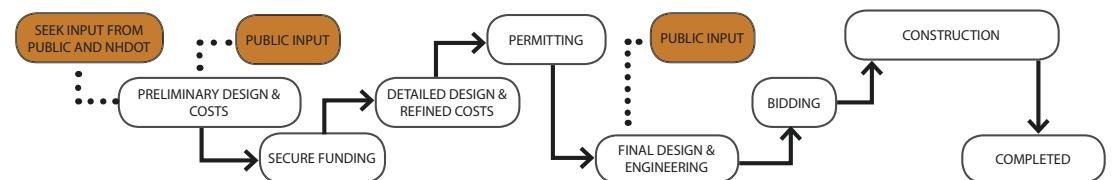
Project 1 - Reconfigure Hanover Street / Route 120 Intersection

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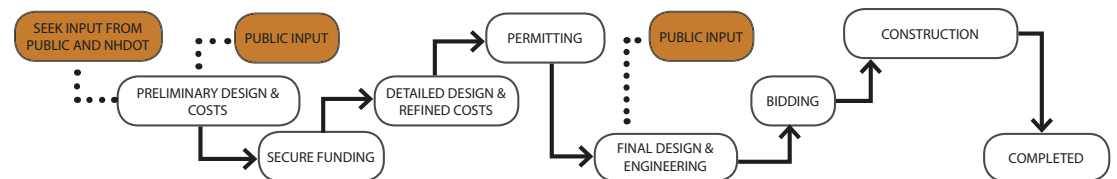
Project 2 - Enhance Bike and Pedestrian Accommodations along the Hanover Street Corridor

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





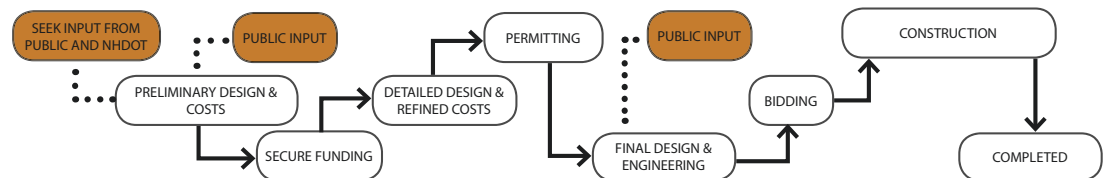
Project 3: Construct Roundabout at Hanover Street / High Street / Hough Street intersection

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 5.13 - Walkable, Bikeable Street & Path Networks

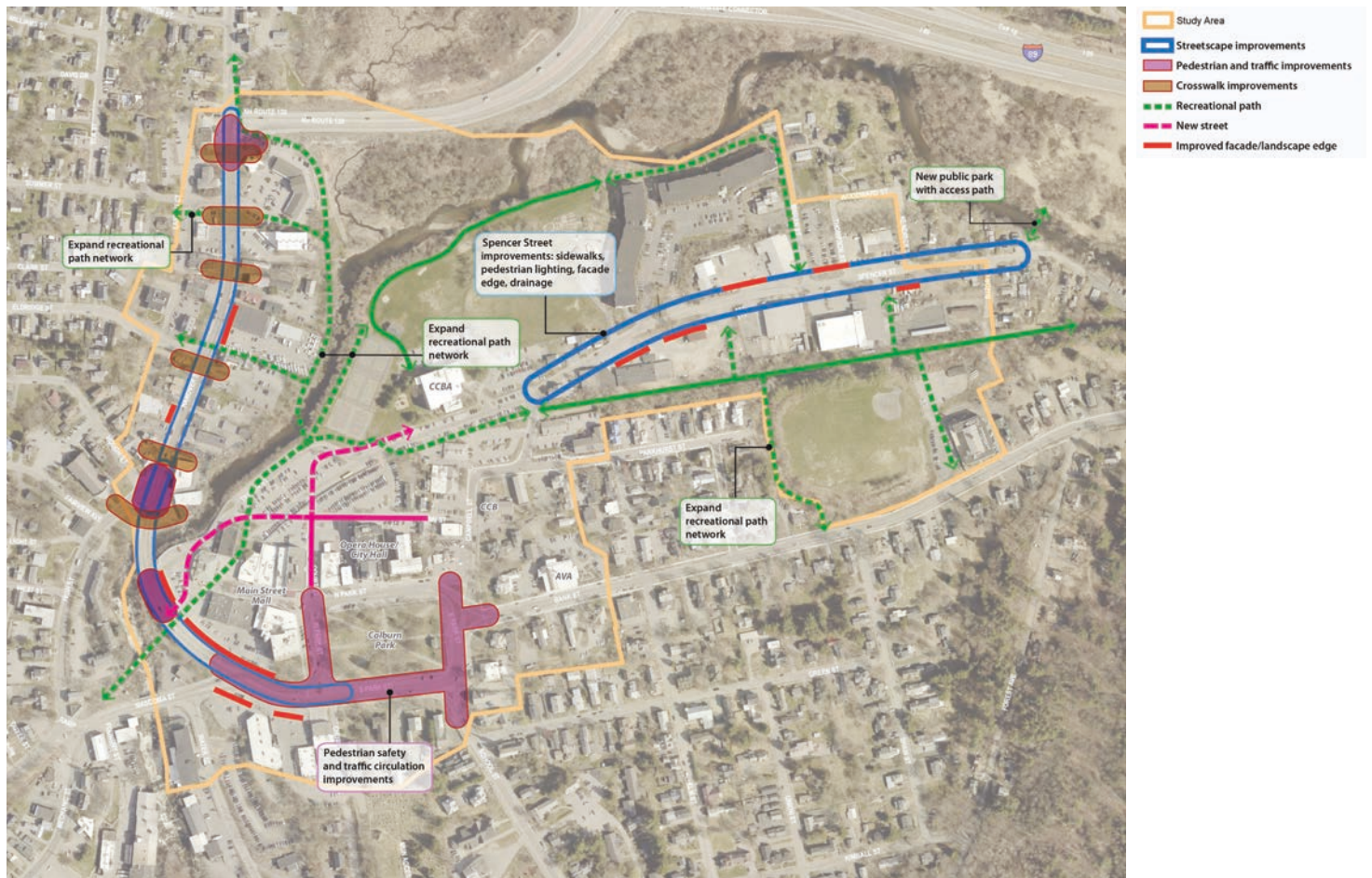
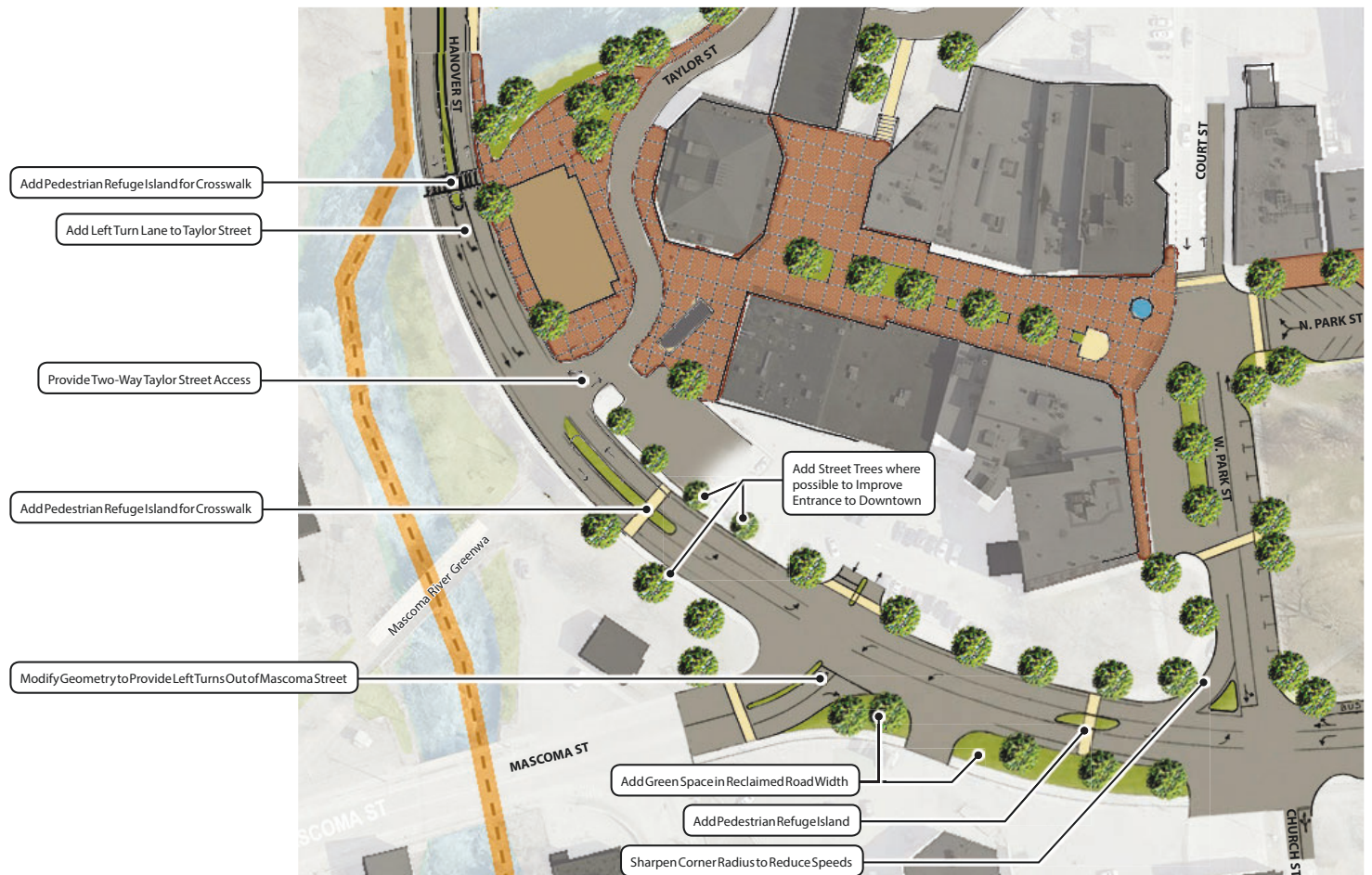


Figure 5.14 - Colburn Park Street Network



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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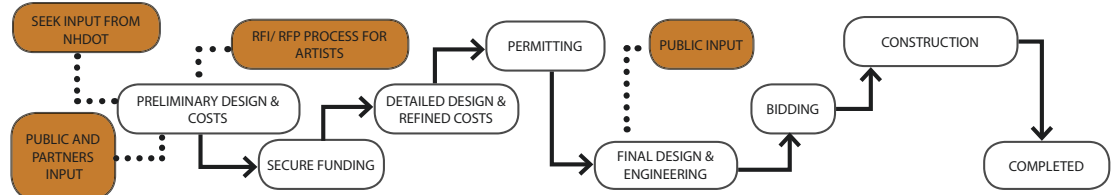
Project 1 - South, East and West Park Street

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





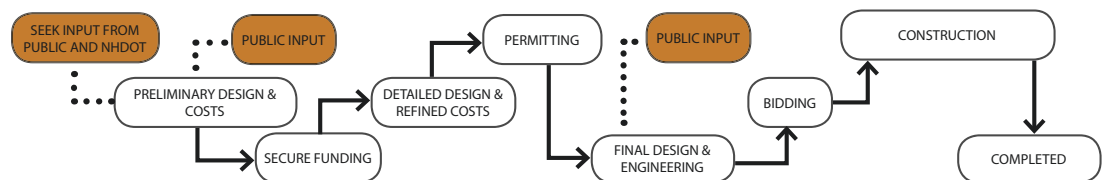
Project 2 - Mascoma and Spencer Streets

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.



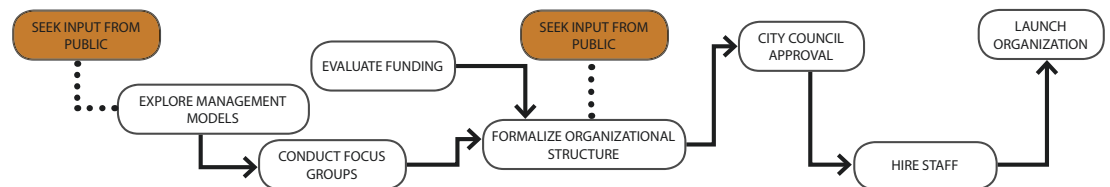
Project 1 - Establish Downtown Partnership

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



5 The Plan



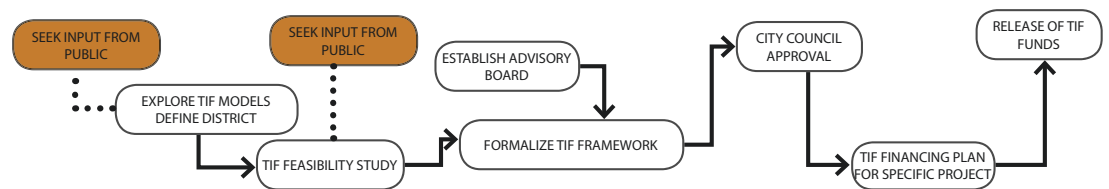
Project 2 - Develop a TIF District

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





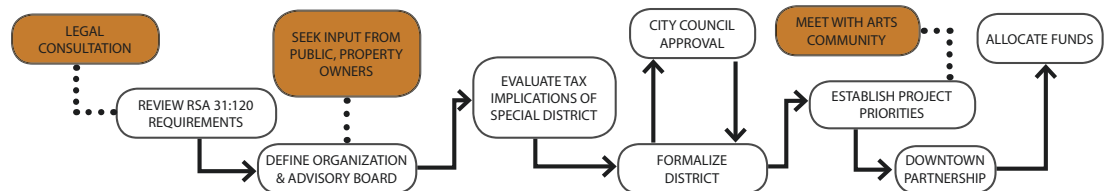
Project 3 - Supporting an Active Downtown

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

6 Implementation Strategies

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

6 Implementation Strategies

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?