



**LEBANON CITY COUNCIL
OCTOBER 23, 2024 - 7:00 PM
COMMUNITY ROOM, KILTON LIBRARY OR
REMOTE VIA VIRTUAL PLATFORM
LEBANONNH.GOV/LIVE**

1. Call to Order

To participate in this meeting, please [join live via Microsoft Teams](#) or call 929-229-5356 (access code: 668 606 053#). If you have trouble accessing this meeting, please email [Shaun Mulholland](#).

- B. The October 23, 2024 Lebanon City Council Special Meeting is hereby called to order.

2. Special Meeting

- A. Presentation of 2024-2025 Proposed Zoning Amendments

3. Adjournment

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

Agenda

Lebanon City Council

October 23, 2024

2. Special Meeting:

2.A – Presentation of 2024-2025 Proposed Zoning Amendments

Background

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

The current set of proposed changes are derived largely from the recently-completed Pattern Zones study and the Route 120/Northern Lebanon Community Planning Study, both of which were presented to the Council on September 18th. Other amendments relate to the Alice Peck Day Memorial Hospital campus and Recovery Housing, as well as other issues. Finally, the set of proposed amendments to be reviewed includes a zoning amendment petitioned by Dan Nash of Advanced Geomatics & Design, on behalf of Oakes Storage, LLC.

Please see the attached October 15, 2024 memorandum from the Planning & Development Department, which describes the proposed amendments in detail and outlines the process to amend the Zoning Ordinance.

Action

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

MOVED, that the Lebanon City Council, in accordance with the City of Lebanon Zoning Ordinance, Article X, Section 1000.3, Amendment Procedures, submits the Zoning Ordinance and Zoning Map amendments as described in the Planning & Development Department memorandum titled "2024-2025 Proposed Zoning Amendments", dated October 15, 2024, including the accompanying red-line excerpt of amendments, to the Planning Board, Conservation Commission, and Zoning Board of Adjustment for their review and comment. The City Council hereby sets the following tentative review schedule:

Conservation Commission – November 14, 2024

Zoning Board of Adjustment – November 18, 2024

Planning Board – November 25, 2024

City Council Work Session Review – January 8, 2025

City Council Public Hearing – January 22, 2025

Included In This Section:

1. October 15, 2024 Memorandum from Planning & Development Department, including 2024-2025 Proposed Zoning Amendments



CITY OF LEBANON ~ PLANNING & DEVELOPMENT

MEMORANDUM

TO: Lebanon City Council

CC: Shaun Mulholland, City Manager
David Brooks, Deputy City Manager

FROM: Planning and Development Department Staff

RE: 2024-2025 Proposed Zoning Amendments

DATE: October 15, 2024

Honorable Mayor and City Councilors,

The Planning and Development Department has prepared draft amendments to the Zoning Ordinance for consideration by the City Council, and requests that the proposed amendments be placed on the October 23, 2024, special meeting agenda for discussion.

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

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

If the Council chooses to move forward with the proposal(s), the draft amendments will be sent to the City's legal counsel and land use boards for further review. Once the review process is complete, the amendments will be scheduled for a public hearing before the City Council in early January 2025. Given the complexity of the amendments, the planning staff intends to schedule several public meetings throughout the fall dedicated to public education and engagement. Events will be held at the City Hall, the Lebanon Library and Kilton Library.

The amendments that are proposed this year originate from four sources:

1. Zoning Amendments generated by the Pattern Zones Study.
2. Zoning Amendments generated by the Route 120 / Northern Lebanon Neighborhood Plan.
3. Staff proposed technical amendments.
4. A private zoning change petition.

SCHEDULE

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

1. Staff presents amendments to the City Council for initial consideration - *scheduled for the October 23, 2024 Council meeting*. Section 1000.2.A.
2. If the Council decides to move forward with the amendments, they will set a tentative schedule including review by legal counsel, review before the City's land use boards, and a public hearing before the Council. Section 1000.3.A.
3. The amendments will be forwarded to the City's attorney for review. *Legal opinion expected to be received by the second week of November*. Section 1000.3.B.2.
4. The amendments are forwarded to the City's land use boards for review. Sections 1000.3.B.1 and C.
 - a. Planning Board – *expected to be scheduled for the November 25, 2024 meeting*.
 - b. Zoning Board – *expected to be scheduled for the November 18, 2024 meeting*.
 - c. Conservation Commission – *expected to be scheduled for the November 14, 2024 meeting*.
5. The Council will then hold a work session to review the amendments as modified based on legal input and land use board feedback – *expected to be scheduled for the January 8, 2024 Council meeting*.
6. Finally, the Council will hold a public hearing followed by a vote on whether to adopt the amendments and/or to place amendments on the March ballot for voter consideration - *expected to be scheduled for January 22, 2024 Council meeting*. Section 1000.3.D.

Please note that a portion of the proposed amendments may be adopted by the City Council per Section 1000.4.B of the Zoning Ordinance, and another portion will need to be adopted by referendum vote (subject to verification by the City's legal counsel). Per Section 1000.4, the Council does have the ability to voluntarily place any proposed amendment on the March ballot for voter approval.

OVERVIEW OF AMENDMENTS

A. Pattern Zones Study

The Pattern Zones Study which utilized InvestNH Planning Grant funding was commissioned to analyze the possibility of architecturally designed, pre-approved, infill housing development within downtown West Lebanon and Lebanon. The Consultant reported recommendations to the City Council in September. The reporting meeting was conducted with the majority of the Planning Board members present. Following the City Council discussion, the Planning Board reviewed and discussed the recommendations of the Pattern Zones Study at two subsequent meetings. Based upon feedback generated at both the September City Council meeting and the Planning Board discussions, staff has provided a written draft for the Council's consideration. The over lay district map and text amendment can be found beginning on page 7 of this memo.

The Pattern Zones Study includes three primary areas of focus:

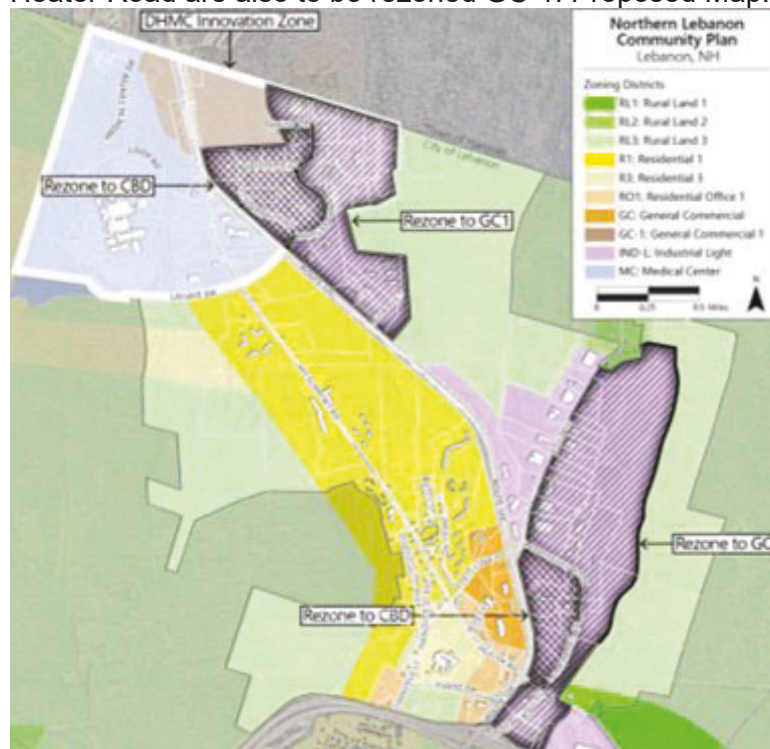
1. Creation of a Pattern Zones Overlay District to promote infill housing development within the study area.
2. A Preapproved Architecturally Designed Pattern Book, consisting of 15-25 house designs that can be accessed free of charge to those seeking to build a new house in the study area. The Pattern Book will be contracted for three years with Pattern Zones Co. and will be accessible online. The final stages of its approval are currently under development.
3. A sensitivity analysis, provided at the City Council meeting in September, analyzed housing market trends, zoning codes and the current neighborhood configuration to match housing opportunity with regulatory structure. The Zoning recommendations are based upon the sensitivity analysis.

B. 120 – North Lebanon Study

The 120 North Lebanon Study was initiated in January 2024 and concluded with a presentation to City Council in September 2024. The study included substantial public engagement with the people that live and work in the Northern Lebanon neighborhood. The study makes a series of recommendations within three categories: Conservation, Zoning, and City amenities including transportation improvements. Specific recommendations include the creation of a wildlife crossing and land use-based protections for the crossing, and the re-zoning of the area to maximize development in line with the current and future needs of the neighborhood.

1. Zoning Map changes.

- a. The changes proposed within the study area are to rezone the areas around Centerra business park to Central Business District (CBD).
- b. The Altaria developments and surrounding areas are to be rezoned as General Commercial One (GC-1).
- c. The areas along Etna Road, Labombard Road, Heater Road and Little Heater Road are also to be rezoned GC-1. Proposed Map:



2. CBD and GC-1 use codes are attached for reference.
3. The Conservation Wildlife Corridor recommendations are being referred to the Conservation Commission for further work. The necessary details to create the recommended overlay, its buffers and design requirements need to be further refined. The 120 Study - Conservation recommendations will be shared with the Conservation Commission at their October meeting and further discussion will be had at the November meeting. It is expected that a path forward for the recommendations will be discussed at the November meeting. Ultimately the Conservation Commission will work to make a series of recommendations to the City Council on the topic.

C. Staff Technical Amendments

1. Recovery Houses

- Lebanon currently lacks a use code and definition for a recovery house. Staff is working with Lynn Goodwin – Lebanon Human Services Director, the [New Hampshire Coalition of Recovery Houses](#), and Leigh Hays – Chief Building Official and Health Officer to cooperatively regulate the use. Creating the recovery house definition and use code will help protect the City and its neighborhoods and allow a much-needed service to be established under appropriate regulation.
- The State Legislature along with the State Fire Marshal, NHCORR and NH Building Officials have established a process to define a recovery house within the State Fire and Building Codes. The same definition from state law is proposed to be used as the definition for the Lebanon Zoning Ordinance. By employing the state definition, we synchronize with the state permitting requirements. The applicable RSA is attached for reference.
- There have been incidents of illicit non-accredited and unpermitted “sober house” or “recovery house” operations adversely impacting neighborhoods and putting people at risk. Cities that do not define a recovery house use have been the subject of litigation, with false claims about discrimination leading to damages. The City of Lebanon currently does not have a definition, nor a use code. Thus, the City is vulnerable to unfounded litigation and disrupted neighborhoods at the hands of unscrupulous operators preying on those in need of recovery and support.
- Attached for reference is the August 2024 “Upper Valley Recovery Housing Assessment”, prepared by the Public Health Council of the Upper Valley. The study examines the need for quality and accessible recovery housing options within the Upper Valley.

2. Medical Center Two (MC2)

- It is proposed to create a Medical Center 2 (MC2) zoning district and corresponding map amendment including the following properties:
 - Tax Map 90 Lot 59 – 10 Alice Peck Day Drive
 - Tax Map 76 Lot 4 – 23 Alice Peck Day Drive
 - Tax Map 76 Lot 6 - 0 Young Street
 - Tax Map 76 Lot 7 – 0 Hough Street

- The campus of Alice Peck Day Memorial Hospital is currently zoned Residential-Three (R-3). The R-3 zoning district greatly limits the ability for the campus to maintain a thriving modern day medical campus with all the amenities and services needed to serve the Lebanon community.
- Like the Medical Center (MC) zoning district that covers the DHMC neighborhood, it is recommended that the Medical Center 2 (MC2) zoning district be created, and the zoning map changed to rezone the APD campus. Establishing the proposed zoning district will allow for an orderly development of the campus that better serves the needs of the community.
- Currently, a housing project on campus that will serve APD employees is being contemplated. Establishing the MC2 district will streamline APD's permitting process as they potentially develop much needed housing on campus to serve their employees.

3. Miscellaneous minor amendments:

- **Section 201 ("Yard Requirements")** – to allow stairs and stairwells in additional to architectural details to project up to 2 ft. into minimum required yards. *See p. 1 of redline.*
- **Section 212 ("Anti-Nuisance Standards")** – in connection with the development of a proposed nuisance ordinance to be proposed to the City Council at a later date, remove anti-nuisance standards from the Zoning Ordinance which, historically, have been challenging to enforce. *See p. 1 of redline.*
- **Section 213 ("Impact Fees")** – to clarify procedures for requesting a waiver of impact fees from the Planning Board. *See p. 2 of redline.*
- **Section 215 ("Location of Accessory Use")** - to (a) require applicants for a shared driveway to produce an easement with maintenance provisions and (b) allow off-site utility improvements by conditional use permit. *See pp. 2-3 of redline.*
- **Section 507 ("Density Bonuses")** - to allow density bonuses for multi-family developments in the R-1 and R-2 Districts that provide for workforce housing, are energy efficient, and/or incorporate renewable energy systems. *See pp. 3-4 of redline.*
- **Section 509 ("Cottage Developments")** - to (a) clarify that building sites of no less than 1,500 sq. ft. shall be provided for both attached and detached cottages and (b) to provide a minimum parking requirement of 1.5 spaces per cottage. *See pp. 4-5 of redline.*
- **Section 604 ("Group Day Care Facilities") & Appendix A ("Definitions")** - pursuant to the recently enacted HB 1567, clarify that family day care homes and family group day care homes are allowed as an accessory use to any primary residential use. *See pp. 5 and 10 of the redline.*
- **Section 607.1 ("Minimum Off-Street Parking Requirements")** - pursuant to the recently enacted HB 1400, permit Planning Board to authorize alternative parking solutions for residential uses. *See p. 6 of the redline.*
- **Section 607.8 ("Electric Vehicles")** - to clarify that the minimum percentage of EVSE-installed, EV-ready, and EV-capable spaces for multi-family dwelling and non-residential uses. *See p. 6 of the redline.*

- **Section 608 (“Signs”)** - to add new Section 608.4.A.7 permitting freestanding non-static signs (i.e. digital message boards) on certain streets within the GC District, and related changes to the illumination standards set forth in Section 608.4.A.6 and the enforcement provisions set forth in Section 608.2. *See pp. 7-8 of the redline.*
- **Section 610 (“Accessory Dwelling Unit (ADU)”)** - to remove the requirement that an interior door is provided between the principal dwelling unit and an attached accessory dwelling unit (ADU). *See p. 9 of the redline.*
- **Section 801 (“Powers and Duties”) & Appendix A (“Definitions”)** - pursuant to the recently enacted HB 1359, clarify who has standing to appeal an administrative decision to the Zoning Board of Adjustment, and who has standing to request a rehearing, and to clarify that the term “abutter” shall have the same meaning as provided by statute (i.e. NH RSA 672:3). *See pp. 9-10 of the redline.*

4. Map Amendments

- **Re-zone 31 Romano Cir. complex**
 - It is proposed to rezone 31 Romano Circle, Tax Map 101, Lot 20, to Residential Office (RO), changing from Residential Two (R-2).
 - The 31 Romano Circle complex has been under the jurisdiction of the Lebanon Housing Authority since its inception in the mid 1970’s. The property is currently zoned R-2. The current use as a multi-family housing complex predates its current zoning and is therefore deemed pre-existing legal non-conforming.
 - Over the history of the property several expansions have occurred. The most recent project currently in front of the Planning Board seeks approval for a new accessory office building use. During the summer of 2024, a Variance to allow the proposed office building was narrowly approved by the Zoning Board by a vote of 3-2. Unfortunately, the legal requirements of a Variance greatly challenge the LHA’s ability to nimbly permit even the most basic change.
 - With this rezoning, LHA can utilize a Special Exception use code for: Residential - Multi-family dwelling (5 dwelling units or more) per Section 601 with a density calculation of 3,000 square feet per unit. Upon utilization of the Special Exception code possible changes are approved by the Zoning Board under a much simpler criterion. Without the change even minor changes to the plans, like the addition of a maintenance building, require a Variance. The difference between a Special Exception and a Variance is a major improvement in the LHA’s ability to continue providing services to Lebanon’s affordable housing market.
- **Re-zone Northern Lebanon pursuant to the proposed 120 study area recommendations. (see 120 – North Lebanon Study above)**
- **Private Zoning Change Petition – Map Amendment**
 - A private Zoning Change Petition was received from Dan Nash, AGD, representing Oakes Storage, LLC.
 - Tax Map 111 Lot 16 - 92 Riverside Drive.
 - Rezone from RL-1 to GC with a CUP for Self-Storage.

ATTACHMENTS:
Pattern Zoning

Section 411 Pattern Zones Overlay District

Section 411.1 - Purpose

The purpose of the Pattern Zone Overlay District is to create additional housing that fits the character of the existing neighborhood in Downtown Lebanon and Downtown West Lebanon, to establish and preserve the characteristics of the historical downtown areas of Lebanon and West Lebanon, and to increase density and housing choices in the district.

Section 411.2 - Description of Pattern Zones Overlay District

The areas and boundaries of the Pattern Zone Overlay District are shown on the Pattern Zone Overlay District Map of the City of Lebanon and made a part of this Ordinance and the Official Zoning Map of the City of Lebanon. The Pattern Zone Overlay District Map is attached hereto as Appendix D.

Note: staff proposes to update to the overlay district map to also include properties along Prospect Street to the Reservoir Road intersection including 50, 58, 60, 62, 64, 59 and 75 Prospect Street.

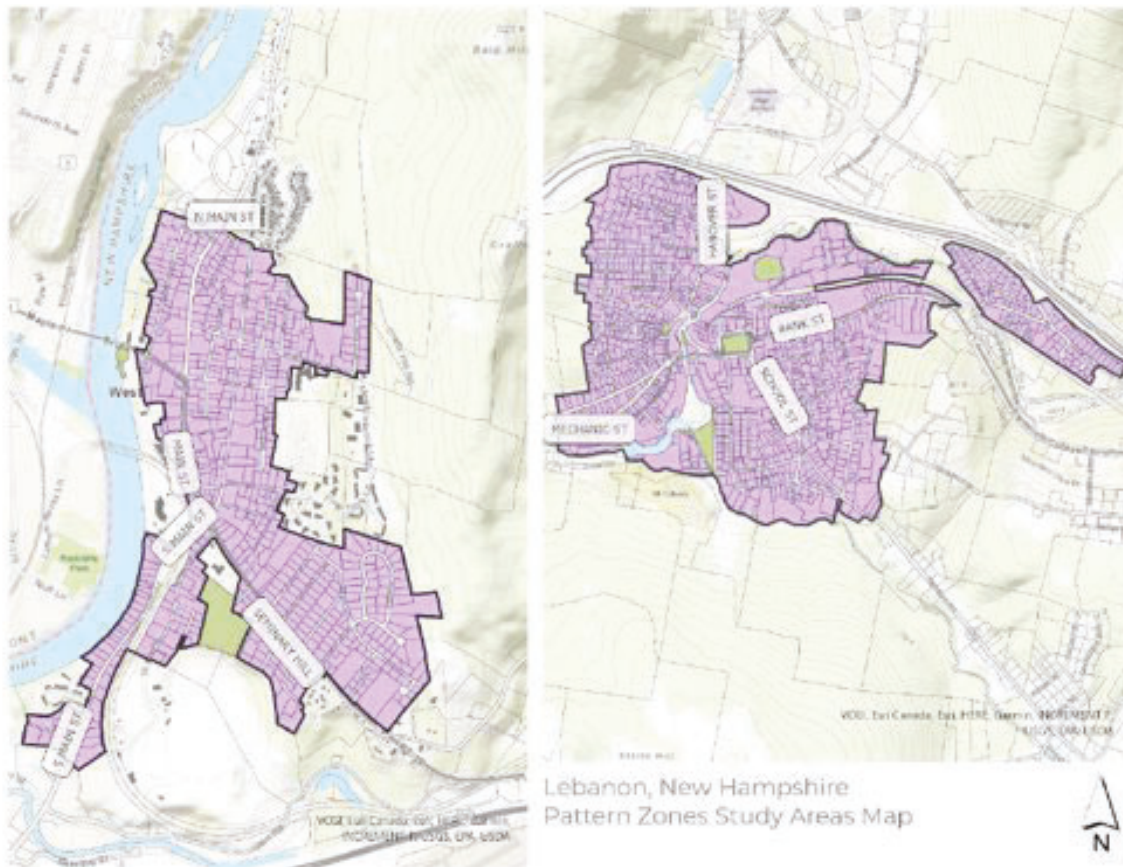


Figure 2: Pre-Approved Plans Program Study Areas Map.

Section 411.3 Permitted Uses

The Overlay District regulations are intended to only be used for uses allowed within the Pattern Zone Overlay District Table of Uses Table of Uses. Any nonresidential uses shall adhere to regulations set forth in Article III based on the underlying zoning district.

Pattern Zone Overlay District Table of Uses

Permitted Uses	Special Exception
Residential: 1. One-Family Dwelling 2. Two-Family Dwelling 3. Accessory Dwelling Unit per Section 610 4. Cottage Development per Section 509 with a minimum 20,000 sq. ft. lot Commercial/Non-Residential 1. Any listed in the Base Zoning District pursuant to Article III.	Residential: 1. Tri-Plex (3 units) 2. Quad-plex (4 units) 3. Townhouses / Rowhomes up to 3 units Commercial/Non-Residential: 1. Any listed in the Base Zoning District pursuant to Article III.

Section 411.4 Table of Areas, Dimensions, and Coverage

Minimum Lot Requirements					Maximum Limitations	
Area	Frontage	Front Yard	Side Yard	Rear Yard	Lot Coverage % of impervious cover	Height
4,000 sq. ft.	40' on lot that abuts a street* 15' on a flag shaped lot* 0' if on rear split lot* *Pursuant to 411.6	10' OR pursuant to 411.9 Front Yard	5'	10'	60% by right 60% - 80% by Special Exception pursuant to 411.8	45'

Section 411.5 - Parking

A minimum of one on-site parking space per dwelling unit is required.

Section 411.6 - Creating New Lots in the Overlay District

1. Notwithstanding underlying zoning districts, new lots within the overlay may be created utilizing the overlay lot dimensional requirements. Existing dimensional nonconformities

may not be made more nonconforming with the creation of a new lot. An existing lot with zoning violations not cured by the creation of the new lot shall not be permitted to be divided until all zoning violations are resolved.

2. Creating a flag lot split shall provide 15' of frontage and meet the minimum lot area requirements.
 - a. Front yard setback requirements shall begin at the point where the lot widens.
3. Creating a lot without frontage, per RSA 674:41, in the case of splitting a lot, in which the rear lot has no street frontage, the following must apply:
 - a. Planning Board Approval
 - b. A deeded driveway easement to pass and repass shall be recorded in the land record.
 - c. A deeded driveway maintenance agreement for the easement access shall be recorded in the land record.

Section 411.7 Shading and Buffers

1. Preservation of a property's existing trees is encouraged to maintain a natural shade canopy upon the property.
2. Properties shall be landscaped to achieve a minimum of 30% shade coverage.
3. New houses located with the minimum 5' side yard setback from a property line must have a vegetative buffer.

Section 411.8 Impervious Cover

1. Within the overlay district, a lot shall be limited by maximum impervious cover, as follows:
 - a. The maximum impervious cover shall be up to 60% by right.
 - b. Maximum impervious cover up to 80% may be permitted by Special Exception pursuant to Section 801.3.
 - c. For purposes of this overlay district impervious cover shall be defined as: A structure or land surface with a low capacity for infiltration, including but not limited to pavement, roofs, roadways, and compacted soils, that has a Curve Number of 98 or greater.
 - d. Impervious cover determinations when in question shall be made by the City Engineer.
2. An applicant for a Special Exception to allow impervious cover up to 80% shall meet the criteria of Section 801.3 in addition to the following:
 - a. A stormwater management plan shall be provided to the Board. The plan must demonstrate that all stormwater is managed and treated onsite with a preference for low impact development stormwater management methods. Applicants may tie into the City's stormwater drain system as may be permitted by the City Code.

Section 411.7 Snow, Garbage, Fuel Tanks

1. A snow storage plan shall be provided, approved, and followed.
2. Garbage/recycling receptacle storage plan shall be provided, approved, and followed.
 - a. Garbage/recycling shall not be stored in the front yard of the property.
 - b. Applicable screening shall be provided.
 - c. If a dumpster is used then it shall be enclosed, stored on hard surface and meet screening requirements. A dumpster shall meet setback requirements, not interfere with parking, be located in the rear or side yard, beyond the front line of the structure, and meet the setback requirements.

3. Exterior fuel storage within the overlay shall:
 - a. Meet all zoning setback requirements.
 - b. Fuel storage tanks shall be located within the rear yard.
 - c. Underground fuel storage may be located in the front, side or rear yard provided they meet the required yard setbacks.

*** Options for Section 411.8 ***

Option A

Section 411.8 Pattern Book Requirements

The architectural plan for a building within the overlay pursuant to these requirements shall be selected from the Pattern Zones Book as provided by the City of Lebanon Planning Office.

Option B

Section 411.8 Architecturally Designed Plans

The architectural plan for a building within the overlay pursuant to these requirements shall be designed by a licensed Architect.

Option C

Section 411.8 Design Guidelines

The following design guidelines shall apply to any design that is not preapproved within the Pattern Zones Book by using the following design guidelines:

1. A majority of these requirements shall be employed in the building's design:
 - a. Front porch, Wood appearing siding or brick exterior, a peaked roof, street facing entry, street facing windows, garage located behind the front building line, chimney, non-split-level design.
2. All designs shall demonstrate that the proposed design fits the architectural characteristics of the street block in which it will be located.

411.9 Front Yard

The required front yard may be reduced to the average front yard of the existing buildings on the same side of the street in the same block, provided that there are at least 2 such buildings and provided that all such buildings are within 300 feet of the premises. This reduction shall not be allowed for lots fronting on a state highway. [OBJ]

Appendix A – new definition

Flag lot - A lot that has access to a street by means of a narrow strip of land.

ATTACHMENTS:
Recovery House

Recovery House Definition, Use Code Additions, and Text:

Proposed Definition for Appendix A:

Recovery House. A primarily non-transient dwelling or dwelling unit that provides a substance-free living environment that supports individuals in recovery from addiction and living as a single household and as more aptly defined in RSA 153:10-d II. Recovery housing shall not include boarding house, rooming house, halfway house or any other facility requiring a license.

Proposed Article III Table of Use Amendments for City Council approval:

Allow “recovery house” by Special Exception per Section 614 in the following zoning districts:

- CB - Central Business
- LD – Lebanon Downtown
- GC – General Commercial
- RO- Residential Office
- MC- Medical Center
- MC2- Medical Center Two
- IND-L- Industrial Light

Proposed Article III Table of Use Amendments for voter approval:

Allow “recovery house” by Special Exception per Section 614 in the following zoning districts:

- R-1- Residential One
- R-2- Residential Two

Proposed amendment to Article VI of the Zoning Ordinance – new Section 614:

Section 614 Recovery Houses.

614.1 Purpose.

The purpose of this section is to institute reasonable regulations for the establishment of recovery houses in accordance with RSA 153:10-d Exemption for Recovery Houses and to protect the health, safety, and welfare of the patrons of such operations, and of the citizens of Lebanon, and to prevent the deleterious siting of recovery houses within the City.

614.2 Certification Required.

To establish and operate a recovery house use, the following standards shall be met:

1. The recovery house shall be certified and maintain certification by the New Hampshire Coalition of Recovery Residences. Documentation of this certification and recertification shall be provided to the Zoning Official, Fire Chief, Police Chief, and the City Clerk.
 - a. The establishment of a new recover house requires that a letter from the New Hampshire Coalition of Recovery Residences (NHCORR) confirming the recovery house certification process has commenced shall accompany the all city permit applications.

b. Upon final NHCORR certification of a new recover house the certification shall immediately be communicated to the Zoning Official, Fire Chief, Police Chief and City Clerk.

2. A 24-hour emergency contact person with contact information and the approved building occupant load shall be posted in the common area of the building, so it is readily visible to residents and emergency responders. A 24-hour emergency contact person with contact information shall be provided, kept updated and remain on file with the Police Chief and Fire Chief.

614.3 Special Exception Application Requirements.

An application for a Special Exception shall include the following documentation:

1. A recovery house shall maintain a residential home appearance from the street view.
2. A location map demonstrating adherence to the 1320 ft. (1/4 mile) bus stop radius requirement set forth in Section 614.3.
3. A site plan and floor plan demonstrating adherence to the requirements of RSA 153:10-d Exemption for Recovery Houses.
4. A letter from the New Hampshire Coalition of Recovery Residences (NHCORR) confirming the recovery house certification process has begun.
5. A proposed site plan depicting the following:
 - a. A garbage management plan with locations of exterior garbage receptacles and compliance with the applicable criteria set forth in Section 614.3. If a garbage dumpster is being used, the plan shall demonstrate compliance with the applicable location and screening requirements as set forth in the Site Plan Review Regulations.
 - b. A proposed smoking compliance plan that meets the standards of 153:10-d Exemption for Recovery Houses and the applicable criteria set forth in Section 614.3.
 - c. A parking plan sufficient to demonstrate that the recovery house has sufficient parking to meet the needs of its residents.

614.3 Special Exception Criteria.

In addition to the general Special Exception criteria set forth in Section 801.3 and the certification requirements set forth in Section 614.2, an applicant for a Special Exception shall demonstrate compliance with the following criteria:

1. The recovery house will be operated in a manner harmonious to the neighborhood.
2. The recovery house shall have walkable and bikeable access to and be located within ¼ mile (1320 ft.) of a bus stop.
3. Smoking areas are not permitted in the front yard of a recovery house.
4. A designated smoking area shall meet applicable setback for the zoning district and if abutting a residential use screening shall be provided.

5. All garbage receptacles shall be stored in a location on the side or rear of the house.
-

TITLE XII

PUBLIC SAFETY AND WELFARE

CHAPTER 153

STATE BOARD OF FIRE CONTROL

Section 153:10-d

153:10-d Exemption for Recovery Houses. –

I. An owner or operator of a recovery house which is in compliance with rules adopted by the commissioner of health and human services under RSA 172-B:2, V for the voluntary registry for operators of recovery houses or who is certified by the New Hampshire Coalition of Recovery Residences may apply to the state fire marshal and maybe granted an exemption under RSA 153:5, IV from certain requirements of the state fire code, provided the following requirements are in place:

- (a) A properly maintained electrical system.
- (b) A properly maintained heating system, inspected and tagged annually by a qualified service technician, including a domestic sprinkler head over the unit and smoke separation from living area.
- (c) Properly maintained cooking appliances.
- (d) Street number of the recovery house posted and visible from the street.
- (e) No smoking within 10 feet of the building unless approved by the local fire department.
- (f) A written evacuation plan submitted to and approved by the local fire department.
- (g) Monthly evacuation drills must be conducted with documentation available for review onsite.
- (h) Basement living spaces shall have an exit directly to grade.
- (i) The facility shall have a minimum of 50 gross square feet per bed per sleeping room.
- (j) At least one escape window in each sleeping room. An escape window shall comply with the state fire marshal's most recent informational bulletin document relative to size and dimensions.
- (k) Installed interconnected smoke and carbon monoxide alarms, electrically powered with battery backup, on each level and in each sleeping room. Ten-year battery alarms with wireless interconnectivity may be substituted for electrically powered alarms. For occupancies exceeding 8 occupants, the installation of a complete fire alarm system, with carbon monoxide detection, including automatic notification to the local fire department shall be required.
- (l) Annual compliance inspection by the local fire department.
- (m) If the travel distance to an exit is greater than 75 feet, or for occupancies with living space above the second floor regardless of travel distance, there shall be 2 remote means of egress from each floor.
- (n) A 24-hour emergency contact person with contact information and the approved building occupant load shall be posted in the common area of the building so it is readily visible to the fire department.

II. In this section, "recovery house" means a residence that provides a safe, healthy, family-like, substance-free living environment that supports individuals in recovery from addiction and is centered on peer support and a connection to services that promote long-term recovery; provided that "recovery housing" shall not include a halfway house or any other facility requiring a license pursuant to RSA 151.

Source. 2021, 26:1, eff. July 5, 2021. 2022, 88:1, eff. July 19, 2022.

Upper Valley Recovery Housing Assessment

By Hattie Kahl

Research conducted for Lebanon Housing First

Under direction from the Public Health Council of the Upper Valley

June to August 2024

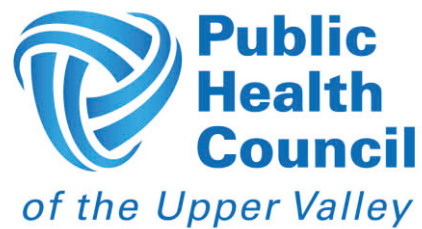


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I. Executive Summary

In spring 2024, the Public Health Council of the Upper Valley requested a summer intern through the Southern Vermont Area Health Education Center. The following describes the purpose of the internship project, the methods used, and a summary of why recovery housing is needed in the Upper Valley.

1. Purpose of Internship Project

The internship aimed to complete a needs assessment and gaps analysis to establish the need for additional recovery housing in the Upper Valley region. While addressing several of the following questions:

1. Why is recovery housing so important for recovery?
2. What is the need for recovery housing?
3. What are the best models? Nonprofit vs For Profit? Levels of Service?
4. What other services does an ideal recovery home offer, in-house or through agreements? E.g., peer support, recovery coaching, and job coaching.
5. While offering recovery housing with different levels of service is ideal, what level of care would be the most effective if we can only offer one?

To complete the assessment, I worked alongside a sub-committee of Lebanon Housing First to determine the need and approach for gathering secondary data and conducting interviews to understand what is currently available and the level of perceived need. Secondary data collection and interviews were conducted to understand what is available, what is needed, what barriers exist for such housing, and what services people living in these housing situations need to be successful. Finally, I authored this report summarizing all the data collected, articulating the need for recovery housing, and recommendations for developing such recovery housing.

2. Methodology

To complete this report, I used a variety of sources including the US Substance Abuse and Mental Health Services Administration, the National Survey on Drug Use and Health, interviews, and other secondary data sources.

3. Summary of Why the Upper Valley Needs More Recovery Housing

Based on my research, especially interviews with people working in the addiction field in the Upper Valley, adding more recovery housing to the area is essential due to the growing demand for post-residential treatment housing and interventions. Housing is a main tenet of enabling individuals in recovery to maintain their sobriety and stability, which pays countless dividends to our community.

II. Introducing Recovery and Recovery Housing Concept

The following section outlines the definition of recovery, the influence of recovery capital, relapse predictors, and answers the question of what a recovery residence is. It reviews level I, II, III, and IV recovery residences and their associated outcomes. The section also touches on some difficulties related to funding and stigma around recovery housing.

1. Recovery

The substance use disorder epidemic has been plaguing the United States since the mid-to-late 1990s. In 2022, 48.7 million, or 17.3% of the United States population met the diagnostic criteria for a substance use disorder in the past year. The highest prevalence of diagnostic substance use disorders was among young adults aged 18-25, approximately 9.7 million people (SAMHSA, 2022). Addiction research and related fields have recognized that people can recover from substance use disorder but the factors and scientific knowledge of when and what sparks recovery is still minimal. The gold standard devised by researchers and clinicians is ‘recovery capital,’ which refers to a set of resources necessary to sustain recovery (Best and Laudet). Recovery capital has four components: physical, social, human, and cultural.

1. Physical capital is defined as assets, like money or housing, that may increase recovery potential - for example, being able to live away from friends who engage in substance misuse or affording residential treatment.
2. Social capital is resources from personal relationships, such as family or support groups.
3. Human capital is skills, good physical health, positive outlook, etc.
4. Lastly, cultural capital includes “values, beliefs, and attitudes” that move a person away from the social conformity of drug culture and toward societal behaviors.

Chances of sustained sobriety increase as one’s recovery capital increases. The growth of personal recovery capital has ripple effects for families, others in recovery, and the community. However, it is important to acknowledge that recovery is not a linear process and to recognize the potential signs and predictors of relapse.

2. Relapse Predictors

More than 60% of people will relapse within their first-year post-treatment. It can take four to five years of remission for the risk of relapse to drop below 15% (HHS, 2016). A **relapse** is defined as when a person returns to using drugs or alcohol after a time of sobriety. A **lapse** is when an individual uses drugs or alcohol briefly before promptly stopping (American Addiction Centers, 2024).

Risk factors for substance use relapse can be broken down into three categories: biological, psychological, and environmental/social.

1. Several frequently researched biological factors are age, state of physical health, and genetics (HHS, 2016; Sliedrecht et al., 2019).

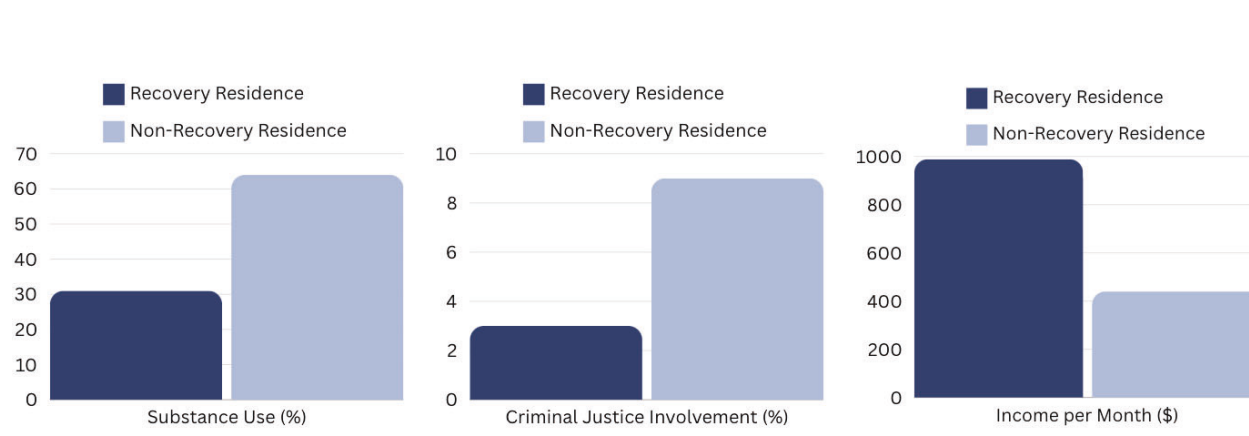
2. Psychological factors include coexisting psychiatric conditions, the severity of symptoms, history of use and treatment, and low self-efficacy (Alemi et al., 2009; Chiappetta et al., 2014; Sliedrecht et al., 2019).
3. Environmental and social factors related to substance use relapse include employment, exposure to triggers, interpersonal conflicts, lack of social support, and physical environment (Alemi et al., 2009; American Addiction Centers, 2024). Environmental and social factors are becoming the basis for relapse prevention with interventions like peer support, recovery-oriented living, and community-based organizations/assistance.

For a more detailed review of relapse predictors, see my companion report, *Predictors of Substance Misuse Recovery and Relapse: A Literature Review*, published on the Public Health Council's [website](#).

3. What is a Recovery Residence?

Recovery housing is an intervention designed by persons in recovery and specifically for individuals in the initial stages of recovery from a substance use disorder. A recovery home enables an individual to have a safe and substance-free environment and provides peer-to-peer support deemed necessary by the Substance Abuse and Mental Health Services Administration's tenants of recovery (2012; 2023). Research has illustrated that recovery residences are associated with positive outcomes for residents and their communities. **Outcomes include higher abstinence rates, lower criminal justice involvement, higher rate of employment, higher income, and higher rates of productivity** (Jason et al., 2006; Polcin et al., 2010; Lo Sasso et al., 2012).

I.1 24-Month Follow-Up Outcomes Oxford House Study



Source: Jason et al., 2006

How these houses operate varies widely. Recovery homes go by various names, including recovery homes, sober living homes, sober living environments, Oxford Houses, and therapeutic environments. The homes also offer different services. The National Association of Recovery

Residences (NARR) created four recovery housing levels to delineate the type of home and services offered, which range from peer support to a more clinical modality (SAMHSA, 2023). The table below summarizes the recovery residence's level of support.

I.2 National Association of Recovery Residence Levels

		RECOVERY RESIDENCE LEVELS OF SUPPORT			
		LEVEL I Peer-Run	LEVEL II Monitored	LEVEL III Supervised	LEVEL IV Service Provider
STANDARDS CRITERIA	ADMINISTRATION	• Democratically run • Manual or P & P	• House manager or senior resident • Policy and Procedures	• Organizational hierarchy • Administrative oversight for service providers • Policy and Procedures • Licensing varies from state to state	• Overseen organizational hierarchy • Clinical and administrative supervision • Policy and Procedures • Licensing varies from state to state
	SERVICES	• Drug Screening • House meetings • Self help meetings encouraged	• House rules provide structure • Peer run groups • Drug Screening • House meetings • Involvement in self help and/or treatment services	• Life skill development emphasis • Clinical services utilized in outside community • Service hours provided in house	• Clinical services and programming are provided in house • Life skill development
	RESIDENCE	• Generally single family residences	• Primarily single family residences • Possibly apartments or other dwelling types	• Varies – all types of residential settings	• All types – often a step down phase within care continuum of a treatment center • May be a more institutional in environment
	STAFF	• No paid positions within the residence • Perhaps an overseeing officer	• At least 1 compensated position	• Facility manager • Certified staff or case managers	• Credentialed staff

Source: Indiana Alliance of Recovery Residences, 2024

Most homes in Vermont and New Hampshire are level I or II. Thus, this report will focus on the associated outcomes with levels I and II.

Level I: Oxford Houses are an example of a level I recovery residence (SAMHSA, 2023). Jason et al. completed a 24-month follow-up study of individuals placed into an Oxford House post-residential treatment (2006). The study found that individuals placed in an Oxford House compared to the usual continuum of care (i.e., out-patient or 12-step programming) had lower rates of substance use (31.3% vs 64.8%), higher monthly income (\$989.40 vs. \$440.00), and lower incarceration rates (3% vs 9%) (Jason et al., 2006). The economic benefit of the Oxford Houses from the study (derived from self-reported data on monthly income, incarceration, and substance use) was \$29,000 per person (Lo Sasso et al., 2012).

Level II: Sober living homes are a level II recovery residence. This type of home is mostly operated in California. However, Jack's House and Willow Grove in White River Junction,

Vermont are both examples of level II recovery residences and serve parents with dependent children. More information can be found here:

<https://www.uppervalleyturningpoint.org/recovery-housing>. In California, researchers completed an 18-month follow-up of the individuals living in a sober home and found improved abstinence, mental health symptoms, and decreased arrests (Polcin et al., 2010). Sober-living homes are an underutilized alternative for a clean-living environment post-residential treatment or while engaging in outpatient services (Polcin and Henderson, 2008).

Level III: A level III recovery residence still promotes peer support and resident input. Additionally, the residences offer other non-clinical support, like life skills, recovery coaching, and peer-support specialists (SAMHSA, 2023). These services are provided in the home or the outer community. Headrest operates a sober living home in Boscawen, New Hampshire, that serves as a transitional intervention for men. More information can be found at <https://headrest.org/renew-recovery-house-sober-living-for-men/>.

Level IV: Therapeutic Communities (TCs) are level IV recovery residences. TCs combine the social model of recovery and clinical services (SAMHSA, 2023). The social model of recovery impacts how recovery homes operate and are organized. The social model of recovery highlights the value of experiential knowledge, peer interaction, and community engagement both in clinical and non-clinical settings (Borkman, 1998). Research has consistently found that TCs are a successful and cost-effective modality of treatment for certain subgroups with substance use disorders (De Leon, 2010).

4. Recovery Housing Difficulties

Recovery housing remains outside the formal substance use treatment continuum of care, therefore, owners and operators face several obstacles to building and keeping open recovery residences. Negative attitudes and stigma persist around substance use disorders and recovery homes. In part, this comes from misunderstandings of the manifestation of substance use disorders and how recovery is achieved. The misunderstanding of what recovery housing is and how it operates compounds communities' hesitancy towards these establishments (Mericle et al., 2023). Furthermore, peer-to-peer support is the basis of recovery housing, which differs from more traditional medical and other clinical services. This has led to more public and professional speculation and stigma about recovery housing. Peer-administered services are often seen as less valuable or impactful than services administered in a traditional setting by medical professionals (Jack et al., 2018; Moran et al., 2013). The lack of a universal definition of recovery housing and an overarching framework contributes to this phenomenon.

Unstable financial sources, like resident fees and government funding, challenge the sustainability of recovery housing. The Fletcher Group report about New Hampshire's recovery housing found that financial resources were the top challenge to operating residences and 67% of

the (6 out of the 22) residences that responded to the survey experienced great difficulty in finding grants to apply to. Some of the difficulty is because most of the grants are for nonprofit organizations. However, some operators struggled to find grants that would meet the needs of their organizations. Operators also noted difficulty navigating the grant system, stating that they do not know where or how to look for grants. Recovery housing must be financially resilient to continually operate. Financial resilience is defined as an organization's capability to deal with and overcome financial shocks and unexpected circumstances. The New Hampshire operators were asked to rank their financial resilience on a scale from one to ten. On average for-profit homes ranked their resilience as 6.4 whereas on average nonprofit homes ranked their resilience as 3.7. For-profit and nonprofit recovery houses differ in operational costs, financial sources, and financial resiliency. For-profit organizations tend to have lower annual operating costs (the median was \$95,000 per year) and lower costs per resident than nonprofit houses (The Fletcher Group, 2024). There needs to be an increase in grant availability, an increase in the cultivation of community partnerships, and education for operators about applying for grants/financial diversification.

III. Scale of Need for Recovery Housing in the Upper Valley

The following section analyzes several underlying indicators to predict the need for recovery housing in the Upper Valley. Indicators include substance use disorder and treatment rates, and homelessness rates in the area. The information is presented at a state level, aside from the homelessness rates for Lebanon, New Hampshire, and Hartford, Vermont.

1. The Upper Valley

The Upper Valley is a bi-state region, which includes four counties, two in New Hampshire (Grafton and Sullivan) and two in Vermont (Windsor and Orange), with a total population of approximately 223,000 people (United States Census Bureau). The Upper Valley is a hub that serves populations from both states, placing it in a unique position for the creation of recovery residences. This region is rural, but it has many resources such as its proximity to Dartmouth Hitchcock Memorial Hospital, recovery groups, employment opportunities, and other resources that are vital for substance use recovery. What follows is a list of some, but not all, programs that serve people seeking substance use treatment and recovery.

II.1 Resources in the Upper Valley

Resource	Services Offered	Location
Dartmouth Hitchcock Addiction Recovery Program	Comprehensive evaluation, co-occurring treatment, psychiatric evaluation, individual outpatient therapy	Lebanon, New Hampshire
The Doorway at Dartmouth Hitchcock	Care planning, continuous recovery monitoring, diagnostic evaluation, Naloxone distribution, etc	Lebanon, New Hampshire
Headrest	Low-intensity residential program, 24/7 hotline, outpatient treatment, Headrest Opportunities for Work (H.O.W), Recovery friendly workplace EAR (employee assistance resource) program	Lebanon, New Hampshire
Mom's in Recovery Program at Dartmouth Hitchcock	Case-management, peer-recovery services, intensive outpatient services, etc	Lebanon, New Hampshire
Veteran's Hospital Addiction Treatment	Homeless veteran care, detoxification, outpatient treatment, groups, transitional housing, etc	White River Junction, Vermont

Resource	Services Offered	Location
Clara Martin	Outpatient recovery, support groups, Medically Assisted Treatment, Justice Involved Program, etc	White River Junction, Vermont
West Central Behavioral Health	Outpatient counseling, care coordination, supported employment, group counseling, etc	Lebanon, New Hampshire
Health Care and Rehab Services	Intensive outpatient treatment, assessment services, peer support, etc	Hartford, Vermont
West Lebanon CTC	Methadone maintenance, Suboxone maintenance, Vivitrol maintenance, counseling	Lebanon, New Hampshire
Upper Valley Turning Point	Drop in center, recovery coaching, recovery groups, space for substance-free recreation and fellowship, etc	Hartford, Vermont
TLC Recovery Center	Individual counseling, group counseling, peer-recovery services/groups,	Lebanon, New Hampshire
Upper Valley Haven	Food shelter, family and adult shelters, supportive housing, services for financial needs, employment, etc	White River Junction, Vermont

2. Recovery Residences in the Upper Valley

There are two recovery residences centrally located in the Upper Valley. Jack's House and Willow Grove are run by the Second Wind Foundation/Upper Valley Turning Point. Between the two residences, there are eleven beds available. Originally, these homes were meant to serve women and men with dependent children, but currently, there are restrictions in place that only children under the age of one are accepted. There is often only one child in the home at a time (Snow and Bryer, 2024).

Within Vermont, there are 13 certified recovery residences and approximately 140 beds, the majority being in the Burlington and Brattleboro areas (Moreau, 2024; Ryan, 2019). Since the COVID-19 pandemic, the number of beds in Vermont's recovery residences has shrunk due to housing closures and increased expenses. New Hampshire has 97 certified recovery residences and 1,276 beds, most are for-profit and the majority are in the Southern part of the state (The Fletcher Group, 2024; NHCORR, 2024).

During interviews with local stakeholders, several themes were prevalent about the feasibility and demand for recovery housing. Overall, there needs to be more recovery housing serving rural communities in both Vermont and New Hampshire. New Hampshire has more recovery residences than Vermont. Thirty-two (32%) of the residents New Hampshire serves are from rural areas, yet only 7% of residences are in rural localities (The Fletcher Group, 2024). In part, this is due to the low availability of properties to develop into recovery residences. However,

zoning, other ordinances, and funding also contribute to the difficulty of establishing recovery residences (Cayton, 2024; Moreau, 2024). Operating a recovery residence requires experience. With background knowledge and education, it is easier to navigate all the nuances, challenges, and difficulties of operating a recovery residence (Cayton, 2024). There should be more training and courses available about grant applications, financial diversification, trauma-informed care, etc.

For individuals discharged from local residential programs and who want to stay in the area after establishing support systems and employment, more affordable housing options are needed. A recovery residence could act as an appropriate setting for individuals to transition from a residential program back into the community and increase stability until permanent housing becomes available (Snow and Bryer, 2024). Without recovery residences centrally located in the Upper Valley, individuals must leave the area to get their housing needs met. The closest recovery residences are in Claremont, New Hampshire. However, many individuals are hesitant to relocate to Claremont, as there is a perspective that substances are more readily available which is triggering and increases relapse risk (Snow and Bryer, 2024). Transportation is also a compounding factor. Public transportation in the Upper Valley is more accessible. An individual employed in the Upper Valley but living in a recovery home in Claremont would have a hard time getting to work if they did not have a car. Finally, if there are no available beds in the Claremont recovery residences, individuals who want to access this service will be forced to go further south in New Hampshire or Vermont, away from their support systems.

Another factor influencing the ability to access recovery housing is parole status. The Upper Valley is split by the Connecticut River and state lines. Individuals involved in the criminal justice system, on parole or probation, cannot cross state lines. It is estimated that 65% of the United States prison population meets the diagnostic requirements for an SUD (NIDA, 2020). This sub-population would benefit from additional resources; therefore it is important to have recovery housing on both sides of the river so individuals can access it (Snow and Bryer, 2024). Founders, donors/grantors, and stakeholders should create an open dialogue with Vermont and New Hampshire, the criminal justice system, and the parole board to determine how recovery housing can be readily available to this sub-population.

3. Substance Use Rates

Vermont and New Hampshire have some of the highest alcohol and illicit drug use rates in the nation for individuals aged 12 and above. While rates have improved since the 2016-2017 National Survey on Drug Use and Health prevalence estimates, both states still have significant progress to make.

II.2 Substance Use Rates by Substance in Vermont & New Hampshire, 2021-2022

% of Population Who Use In:						
Substance	Use Interval	Vermont	New Hampshire	United States	Vermont's percent of national average	New Hampshire's percent of national average
Alcohol	<i>Past Month</i>	57.24%	58.73%	48.05%	119%	122%
All Illicit Drugs	<i>Past Month</i>	26.16%	16.21%	15.51%	169%	105%
Marijuana	<i>Past Month</i>	24.18%	14.41%	14.11%	171%	102%
Cocaine	<i>Past Year</i>	2.78%	1.27%	1.79%	155%	71%
Hallucinogen	<i>Past Year</i>	4.3%	3.07%	2.86%	150%	107%
Methamphetamine	<i>Past Year</i>	0.52%	0.64%	0.95%	55%	67%
Pain Reliever Misuse	<i>Past Year</i>	2.83%	2.52%	3.09%	92%	82%
Opioid Misuse	<i>Past Year</i>	3.12%	2.74%	3.26%	96%	84%

Source: NSDUH prevalence estimates 2021-2022

Vermont and New Hampshire have higher rates of alcohol and drug misuse disorders compared to the national averages (Ryan, 2019; CBHSQ, 2011). According to the “Housing: A Critical Link to Recovery” report, Vermont ranks 4th highest in the country for alcohol dependence and the highest for illicit drug use disorder (Ryan, 2019). It is estimated that 52,000 residents, or one in ten individuals over the age of 12, suffer from a substance use disorder. Alcohol dependence disorder accounts for 2/3 of all cases (Ryan, 2019). The rate of substance use is highest among Vermont residents aged 18-25. Within this age cohort, 22.7% have a substance use disorder, 51% higher than the national average for this age group (Ryan, 2019). Despite only representing 10% of the state's population, this age group represents one-third of substance use disorders in Vermont. New Hampshire has consistently ranked in the top ten in the nation for youth binge drinking and illicit drug use for the last several years. The state is also marked by high rates of substance use disorders.

4. Substance Use Disorder Rates

II.3 Substance Use Disorder Among Individuals 12 & Older, Vermont, New Hampshire, and the United States, 2021-2022, by Alcohol and Illicit Drug Dependence

Primary Source of Disorder	Vermont	New Hampshire	United States
Alcohol	11.81%	11.56%	10.55%
Drug Misuse	12.55%	7.46%	9.20%
Pain Reliever	1.67%	1.41%	1.89%
Opioid Misuse	2.21%	1.68%	2.08%

Source: NSDUH prevalence estimates 2021-2022

It is unclear the exact number of New Hampshire residents affected by a substance use disorder in the state. However, according to the National Survey on Drug Use and Health averages from 2005-2010, the Manchester-Nashua Metropolitan Statistical Area (MSA) has approximately 8.8 percent or 29,000 individuals aged 12 and older who suffer from a substance use disorder (SAMHSA, 2012). It is estimated in 2021 that 17% of New Hampshire residents aged 12 and older met the DSM-5 criteria of a substance use disorder, and the majority do not receive any treatment (SAMHSA, 2022, *Key Substance Use and Mental Health...*).

Like Vermont, New Hampshire residents aged 18-25 have higher rates of illicit drug use than national averages -- 8% percent higher (NH Bureau of Drug and Alcohol Services). In the past decade, the New Hampshire overdose death rate has increased by 184% to 35 deaths per 100,000 in 2022. Vermont's overdose rate was 45.9 per 100,000 in 2022 (CDC, 2024). This is compounded by the inaccessibility of treatment services and non-traditional interventions.

5. Substance Use Disorder Treatment Rates

II.4 Substance Use Disorder Treatment Rates Among Individuals 12 & Older, Vermont, New Hampshire, and the United States, 2021-2022

Treatment	Vermont	New Hampshire	United States
Received	5.54%	4.67%	4.65%
Classified as Needing Treatment	22.26%	19.56%	19.35%
Did Not Receive	75.22%	76.09%	75.99%

Source: NSDUH prevalence estimates 2021-2022

Between Vermont and New Hampshire, an average of 5.01% of individuals suffering from a substance use disorder receive treatment. Conservatively 80-90% of individuals who could benefit from treatment are unable or unwilling to access services and interventions (Ryan, 2019). Thus, more treatment and non-traditional interventions are needed to serve the population and put them on a pathway toward recovery.

6. Homelessness Rates in the Upper Valley

According to the Homeless Management Information Systems (HMIS) between July 1st, 2023, to June 30th, 2024, there were 29 homeless individuals suffering from a substance use disorder in Lebanon, New Hampshire (HMIS, 2024). 10 of those individuals also suffered from co-occurring psychiatric conditions. All 29 individuals were living in a variety of locations within Lebanon, primarily the Lebanon winter shelter or local hotels (HMIS, 2024). This does not include individuals who were suffering from substance use disorders and had assistance like housing vouchers.

Comparable HMIS data for our Upper Valley Vermont communities was unavailable at the time of publication.

“The Upper Valley has reached a tipping point for homelessness in the region” - *Danielle Cayton* (Director of Substance Use and Criminal Justice-Involved Program at Clara Martin)

Local experts in the addiction field have concluded that homelessness in the Upper Valley has never been worse (Cayton 2024; Snow and Bryer, 2024). Compounded by rising costs of living, little low-income housing, and the gentrification of urban families coming to the region post-COVID, many individuals do not have access to permanent housing. With only two homeless

shelters in the area, many individuals and families have resorted to staying long-term in local hotels, campers, or with family and friends. For individuals suffering from a substance use disorder, the instability of housing poses a risk for relapse. Many are forced to stay with family and friends who could still be using, which is a trigger during the early stages of recovery. If they remain at a shelter, it is not guaranteed to be a 'dry' environment. More housing options are needed for people in recovery, and the scale of the current recovery residences cannot meet the population's demands.

In the "*Housing: A Critical Link to Recovery*," the current landscape of the recovery homes in Vermont can only serve 2% of the population leaving treatment each year (Ryan, 2019). According to the 2017 Vermont ADAP Housing status data, approximately 900 individuals report their housing status as unstable or homeless at the start of the treatment for a substance use disorder, interfering with their ability to commit to recovery. John Ryan, the consultant writing the report, estimated that, in 2017, 1,200 or 14% of Vermonters in treatment for a substance use disorder would benefit from using a recovery residence as a means of transitional housing post-residential treatment (2019). This estimate is a Vermont estimate and thus excludes the prevalence of New Hampshire residents who could benefit from a recovery residence. However, this proves there is a high demand for the service.

IV. Needs Statements

This section summarizes the specific needs for recovery residences in the Upper Valley. The two accredited recovery residences and the subsequent eleven beds cannot serve our population. Additional recovery housing is required.

- I. Additional recovery residences for parents suffering from substance use disorder. The two residences in White River Junction, Vermont do not have enough beds to serve this sub-population sufficiently. The homes need to be able to serve children above the age of one (Snow and Bryer, 2024).
- II. A recovery residence needs to be built in Lebanon, New Hampshire to better support our recovery services hub and catchment area. This also will enable individuals who suffer from substance use disorders and are involved in the New Hampshire criminal justice system to access the recovery residence service without violating their parole or probation.
- III. Work with the town managers and housing boards/authorities to solidify zoning, ordinances, and housing regulations applicable to recovery residences to better understand the impediments to building the intervention.

V. Overall Summary

This section summarizes the report's key findings, relevant data points, and the need statements for the Upper Valley's future recovery residences. It concludes with conditions and recommendations for the success of these residences.

1. Summary

This report's goal was to demonstrate the need for and current gaps in recovery housing within the Upper Valley's bi-state region. Currently, there are two recovery homes located in White River Junction, Vermont, with a total capacity of eleven. During the interview process, the demand for recovery housing was made clear. Specifically for the sub-populations of parents in recovery and individuals who are currently involved in the criminal justice system (Snow and Bryer, 2024). The subsequent data at the Vermont and New Hampshire state levels corroborated the local addiction field experts' analysis. Substance use rates, particularly alcohol and illicit drugs, are exponentially higher than the national averages (NSDUH, 2021-2022). The rates of alcohol, illicit drug, and opioid substance disorders in Vermont are higher than the national level. New Hampshire's rate of alcohol use disorder is significantly higher than the national level. The rates of other illicit drugs are similar to the national level. However, once broken down by age group the rate of illicit drug use/disorder in the age cohort of 18-25 is higher than the national average (NSDUH, 2021-2022). The conservative estimates of individuals who could benefit from treatment but are unable to receive it are approximately 80-90% in both New Hampshire and Vermont (Ryan, 2019), proving that treatment inaccessibility continues to be an issue. Local addiction experts concur that homelessness in the Upper Valley has reached a tipping point (Cayton, 2024; Snow and Bryer, 2024). Compounded by rising costs of living and little low-income housing, many individuals who are released from treatment do not have stable housing and are resorting to couch surfing and sleeping in tents or cars (Snow and Bryer, 2024). Not having this basic need met raises the risk of a potential relapse. The homelessness rates are increasing yearly in the Upper Valley, particularly for individuals who have a substance use disorder. Transitional housing can serve as an intervention until one is more stable and can access permanent housing. The need statements included what sub-populations should be prioritized if a new recovery residence were to be built and the importance of solidifying zoning and ordinances applicable to recovery residences. The section below expands on these statements and relates recommendations for the success of a future residence.

2. Conditions and Recommendations for Success

- I. Establish a relationship between future recovery residence(s) and wrap-around service providers to ensure residents can access outpatient treatments, groups, employment assistance, recovery coaching, case management services, etc.

- II. Create regulations and house rules to promote continued recovery, such as required attendance for 12-step meetings. Develop a contingency plan for when/if an individual relapses which does not equate to asking them to leave the house.
- III. Commit to educating peer mentors and other supports on the tenets of trauma-informed care and how they operate within a recovery residence setting. While also ensuring that the home is a safe and engaging environment.
- IV. Involve and educate community stakeholders about the ability and successes of recovery residences in aiding individuals in substance use recovery to reduce stigma. Create an open dialogue between stakeholders and owners of the residence(s) to address concerns and create resiliency for setbacks that a recovery residence could face.
- V. Educate about the sources of funding, available grants for either nonprofit or for-profit recovery residences, financial resiliency, and the possible mechanisms to bridge the gap between resident fees and operating costs (Ryan, 2019). Also, create a funded scholarship program dedicated to residents who are unable to pay their dues, ensuring that they do not get removed from their homes.

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ATTACHMENTS:
Medical Center

SECTION 31X **MEDICAL CENTER TWO DISTRICT (MC-2).**

31X.1 Purpose.

The purpose of this district is to provide for the establishment and maintenance of a use which has as its goal, the provision of inpatient and outpatient health care, and other related and complimentary uses, including housing for employees and staff.

31X.2 Table of Uses.

MC-2 DISTRICT

PERMITTED USES

CONDITIONAL USE PERMIT
(see Section 302.4)

1. Hospital
2. Hospice
3. Medical office
4. Nursing home
5. Senior housing complex
6. Essential service
7. Renewable energy system
per Section 612

1. Group day care facility
2. Group residence
3. Parking facility
4. Multi-family dwelling

31X.3 Table of Area, Dimensions and Coverage.

MC-2 DISTRICT

Minimum Lot Requirements					Maximum Limitations	
Lot Area	Lot Frontage	Front Yard	Side Yard	Rear Yard	Height	Building Coverage
30,000 sq.ft.	100'	20'	15'	20'	60' (See Section 31X.4)	40%

31X.4 Special Height Restriction.

On parcels adjacent to residential districts the height limitation of the adjacent residential district shall apply; but, on such parcels, building height may be increased above the residential limitation by one (1) foot for each two (2) feet that the building is set back from the required setback line(s) on sides of the lot adjacent to the residential district. However, in no case shall the height exceed 60 feet.

31x.5 Dwelling Unit Density.

Density determinations for multi-family dwellings shall be made by the Planning Board during the course of site plan review based on site specific conditions and factors such as the availability of parking and/or the ability to provide required parking, the availability of adequate water and sewer, and the ability to provide required site improvements and to meet all other requirements of the Site Plan Review Regulations and all other applicable City regulations.

DRAFT MISCELLANEOUS MINOR AMENDMENTS TO THE CITY OF LEBANON ZONING ORDINANCE

[...]

ARTICLE II GENERAL PROVISIONS

[...]

SECTION 201 YARD REQUIREMENTS.

Except as otherwise provided herein, no **building** or **structure** other than accessory structures and buildings of 130 sq. ft. or less per Section 201.8 below shall occupy any part of any yard required by ARTICLE III, except that stairs, stairwells, and **architectural details** may extend not more than two (2) feet into any required yard.

[...]

SECTION 212 ANTI-NUISANCE STANDARDS(reserved).

~~212.1 General.~~

~~No use shall emit noise, odors, dust and smoke that is obnoxious, harmful or a nuisance to abutting properties or the neighborhood. Noise, odors and dust emitted by farming uses, including the keeping of livestock and poultry, that were existent as of the date of enactment of this Ordinance are exempt from this provision.~~

~~212.2 Noxious Gases.~~

~~No use shall emit any noxious gases which endanger the health, comfort, safety or welfare of any person, or which may have a tendency to cause injury or damage property, business or vegetation.~~

~~212.3 Vibration.~~

~~No use shall cause, as a result of normal operations, a vibration which creates displacement of 0.002 of one inch.~~

~~212.4 Vision Impairment.~~

~~No use shall have lighting or signs which create glare which would impair or obstruct the vision of a driver of any motor vehicle.~~

~~212.5 Fire, Explosion or Safety Hazard.~~

~~No use shall be such so as to potentially cause a fire, explosion or safety hazard.~~

SECTION 213 IMPACT FEES.

[...]

213.8 Waivers.

[...]

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

1. An assessed property may apply to the Planning Board for a full or partial waiver of impact fee assessments imposed by this Ordinance on the basis of other contributions toward public capital facilities. The amount of such a waiver shall not exceed the value of land, facilities construction, or other contributions for public capital facilities. The value of on-site and off-site improvements which are required by the Planning Board as a result of subdivision or site plan review, and which would have to be completed by the developer, regardless of the impact fee provisions, shall not be considered eligible for waiver under this Ordinance. The value of contributions or improvements shall be credited only toward facilities of like kind, and may not be credited to other categories of impact fee assessment. All costs incurred by the City for the review of a proposed waiver, including consultant and counsel fees, shall be paid by the applicant.
2. The Planning Board may waive an impact fee, in whole or in part where, in the opinion of the Board, in consultation with the Board's legal counsel, such fee would, due to interference with constitutionally-vested rights, pose an unnecessary hardship to the applicant and waiver would not be contrary to the spirit and intent of this Ordinance.

A waiver request made pursuant to this subsection shall be considered at a public meeting of the Planning Board but shall not require a public hearing or notice to abutters. Notwithstanding the foregoing, notice of the Board's consideration of the waiver request shall be posted in at least two (2) public places and shall be published in a newspaper of general circulation in Lebanon not less than ten (10) nor more than thirty (30) days before the date of the meeting at which the request will be considered.

[...]

SECTION 215 LOCATION OF ACCESSORY USE.

215.1 General.

An accessory use shall be permitted only upon the same lot where its respective primary use lawfully exists. In the case of lots in two or more zoning districts, an accessory use

shall be permitted only on that portion of the **lot** where its respective primary use is permitted.

215.2 Exceptions.

Notwithstanding Section 215.1:

- A. ~~An **accessory use** shall be permitted only upon the same **lot** where its respective primary use lawfully exists, except that (i) a **driveway** may cross over an adjacent **lot** provided that the use the **driveway** serves is a permitted use on the **lot** over which the **driveway** crosses, provided the affected property owners jointly apply for a zoning permit. In the case of a driveway providing sole access to the lot, the zoning permit application shall include a copy of an easement securing the perpetual right to utilize the driveway and identifying maintenance responsibilities. and (ii) a~~
- B. ~~A common **driveway** serving not more than two adjacent **lots** is also permissible provided that the use(s) the common **driveway** serves is (are) permitted use(s) on the **lot(s)** over which the common **driveway** crosses, and provided the affected property owners jointly apply for a zoning permit, the application for which shall include a copy of an easement securing the perpetual right to utilize the driveway and identifying maintenance responsibilities. In the case of lots in two or more zoning districts, an **accessory use** shall be permitted only on that portion of the **lot** where its respective primary use is permitted.~~
- C. Utility improvements including but not limited to stormwater management facilities located on an abutting lot may be approved by **conditional use permit** provided that, in addition to the findings required by Section 302.4.D, the Planning Board finds that (a) a lot line adjustment between the two properties is impractical and (b) such arrangements are either permanently deeded and recorded or conveyed by an irrevocable 99-year lease or some other legal instrument, acceptable to an attorney representing the City, and submitted with the Conditional Use Permit application for approval by the Planning Board.

[...]

ARTICLE V SUBDIVISIONS AND PLANNED DEVELOPMENTS

[...]

SECTION 507 DENSITY BONUSES ~~FOR CERTAIN PLANNED DEVELOPMENT.~~

PURD's, PRecs, ~~and~~ **manufactured housing parks** ~~PURDs~~, and multi-family developments in the R-1 District and R-2 District may receive an increased density bonus pursuant to Table 507.1 and the provisions of this section.

507.1 Increased Density Bonuses.

Maximum Amount of Bonus Available

<u>Type of Development</u>	<u>For Use of Technique</u>	<u>For Workforce Housing</u>	<u>For Energy Efficient Design</u>	<u>For Renewable Energy Systems</u>
PURD or PRec	12%	10%	10%	10%
Manufactured housing PURD	12%	----	10%	10%
<u>Multi-family development in the R-1 and R-2</u>	<u>----</u>	<u>10%</u>	<u>10%</u>	<u>10%</u>

507.2 Criteria for Award of Bonus.

The Planning Board may allow a gross density of development greater than allowed under Article III of this Ordinance for PURDs, PRecs, **manufactured housing PURDs**, ~~or and~~ multi-family developments in the R-1 District and R-2 District ~~PRec's~~ up to a maximum bonus allowed by Table 507.1. The Planning Board may approve a density bonus for any one or more of the categories identified in Section 507.1. Density bonuses granted pursuant to this section shall be cumulative. The following guidelines shall be used in determining whether a bonus shall be awarded.

[...]

SECTION 509 COTTAGE DEVELOPMENTS.

[...]

509.6 Design Standards. The following design standards are intended to define design parameters to create a small community of cottages oriented around open space and to achieve compatibility with adjacent uses.

- A. Individual Cottage Spaces. ~~For each detached cottage, the~~ The site plan approved by the Planning Board shall delineate a regularly-shaped building site for each ~~detached cottage~~ of no less than 1,500 sq. ft. Each such building site shall be usable and may not include wetlands and/or steep slopes.

[...]

- F. Parking ~~Location~~ and Screening Requirements.

1. 1.5 parking spaces shall be provided per cottage. The total number of parking spaces for the development shall be rounded up to the nearest whole.

2. Parking areas and driveways shall comply with applicable minimum yard requirements for the underlying zone.

23. Parking areas shall be screened from public streets and adjacent residential uses by landscaping or architectural screening.

34. Parking areas shall be prohibited in the minimum required front yard.

45. Parking areas shall be separated from the common open space by landscaping or an architectural screen.

[...]

I. Site Plan Review. **Cottage developments** shall demonstrate compliance with all applicable design requirements of the Site Plan Review Regulations. Consequently, applicants are required to apply for Site Plan Review contemporaneously with applying for a Conditional Use Permit.

[...]

ARTICLE VI ADDITIONAL STANDARDS FOR SPECIFIC USES

[...]

SECTION 604 GROUP DAY CARE FACILITIES.

604.3 ~~Family Day~~Home-Based Care Home.

Home-based care (**family day care home** and **family group day care home**) ~~The care in the home of six (6) or fewer children (inclusive of children under 6 years old who live in the home)~~ is allowed as an accessory use to any primary residential use ~~permitted in any residential use district~~ as long as all requirements for such programs adopted in rules of the New Hampshire Department of Health and Human Services (He-C 4002) are met, and no zoning permit is required, provided that persons living off the premises are not employed. If persons living off the premises are employed, such child care is a home business subject to the requirements of Section 600 (home business permits).

The care in the home of more than six (6) children (inclusive of any children under 6 years old who live in the home) is a **group day care facility** under this Ordinance.

[...]

SECTION 607 PARKING.

607.1 ~~Table of~~ Minimum Off-Street Parking Requirements.

[...]

D. For residential uses as defined in RSA 676:16-a, I, an alternative parking solution as that term is defined in RSA 676:16-a, I, may be authorized by the Planning Board notwithstanding the requirements of the Table of Minimum Off-Street Parking Requirements pursuant to RSA 676:16-a ("On-Site Parking Requirements").

[...]

607.8 Electric Vehicles.

[...]

C. EV Infrastructure Requirements / Off-Street EV Parking Requirements. **EVSE-installed spaces, EV-ready spaces, and EV-capable spaces** shall be provided as follows:

1. One- and Two-Family Dwellings. All new **one- and two-family dwellings** shall provide at least one (1) **EV-ready** space per **dwelling unit**.
2. Multi-Family Dwellings. Parking for **multi-family dwellings and senior housing complexes** shall include a minimum of 65% of EVSE-installed, EV-ready, and EV-capable spaces as follows:
 - a. **EVSE-installed spaces** for a minimum of 5% of proposed **off-street parking spaces**.
 - b. **EV-ready spaces** for a minimum of 20% of proposed **off-street parking spaces**.
 - c. **EV-capable spaces** for a minimum of ~~65~~45% of proposed **off-street parking spaces**.
3. Non-Residential Uses. Parking for uses requiring or proposing to provide 30 or more **off-street parking spaces** shall include a minimum of 50% of EVSE-installed, EV-ready, and EV-capable spaces as follows:
 - a. **EVSE-installed spaces** for a minimum of 2% of proposed **off-street parking spaces**, with a minimum of two **EVSE-installed spaces**.
 - b. **EV-ready spaces** for a minimum of 10% of proposed **off-street parking spaces**.
 - c. **EV-capable spaces** for a minimum of ~~50~~38% of proposed **off-street parking spaces**.

[...]

SECTION 608 SIGNS.

[...]

608.2 General Provisions.

[...]

- C. Enforcement. Any **sign** displayed or erected which is not authorized by this Section and/or is not in compliance with all applicable regulations set forth herein shall be removed, and shall be subject to all available enforcement options pursuant to NH RSA Chapter 676.

In the course of investigating a brightness complaint, the Planning and Development Department may request a certification of the brightness (under measurement conditions) by an independent contractor. If the investigation and certification indicate that the sign exceeds the brightness levels specified in this chapter, the owner of the sign shall turn off the sign until the brightness of the sign is brought into compliance within twenty-four (24) hours of a request.

[...]

608.3 Prohibited Signs.

The following are prohibited:

[...]

- C. **Non-static signs**, except **digital signs** as may permitted according to Section 608.2.H.3 and Section 608.4.A.7 ("Freestanding Non-Static Signs").

[...]

608.4 Non-Residential Uses.

- A. Non-Residential Uses in Commercial and Industrial Districts. Signage for non-residential uses in the **commercial** and **industrial districts** shall be subject to the following requirements:

[...]

6. Illumination. **Signs** may have either **external illumination** or **internal illumination**, subject to the following:

[...]

- d. Maximum Luminance. ~~Luminance~~ An illuminated sign shall ~~measure~~ operate with no more than 0.3 fc ~~above ambient light conditions~~ at the

property line.

[...]

7. Freestanding Non-Static Signs. A freestanding sign allowed per Section 608.4.A.4 may incorporate a non-static sign subject to the following:
 - a. Freestanding non-static signs are only allowed in the General Commercial (GC) on properties with frontage on the following streets:
 - Mechanic Street
 - Miracle Mile
 - Plainfield Road
 - South Main Street
 - b. No more than one (1) display per hour shall be allowed.
 - c. Displays shall contain static messages only.
 - d. Freestanding non-static signs shall be programmed to automatically freeze in a single display in the event of a malfunction or computer/system error.
 - e. The Planning and Development Department shall be provided with an on-call contact person and phone number for each freestanding non-static sign. The contact person must have the ability and authority to make immediate modifications to the displays and lighting levels should the need arise.
 - f. A freestanding non-static sign shall be no larger than 50% of the sign area of the freestanding sign.
 - g. No freestanding non-static sign may be located within one hundred (100) feet of a residential dwelling.
 - h. The sign shall operate with no more than 0.3 foot candles at the property line.
 - i. If the freestanding non-static sign is located in the line of sight of a residential dwelling, such sign shall not operate at brightness levels of more than one-tenth (0.1) foot candles above ambient light levels (at measurement conditions) as measured to the nearest property line of the residential dwelling from the electronic sign.

[...]

SECTION 610 ACCESSORY DWELLING UNIT (ADU).

[...]

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

[...]

~~E. If the **ADU** is located within or by an addition to the existing **principal building**, an interior door shall be provided between the **ADU** and the principal **dwelling unit** or between the ADU and one of the principal **dwelling units** if the principal building is a **two-family dwelling**.~~

[...]

ARTICLE VIII BOARD OF ADJUSTMENT

[...]

SECTION 801 POWERS AND DUTIES.

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

801.1 Administrative Appeals.

As set forth in RSA 676:5, I, appeals to the Board concerning any matter within the Board's powers as set forth in RSA 674:33 may be ~~made taken~~ by the applicant, an abutter as defined by RSA 672:3, ~~any person aggrieved~~ or by any officer, department, board, or bureau of the municipality affected by any decision of the administrative officer. In exercising this power, the Board may reverse or affirm, wholly or partly, or may modify the order, requirement, decision, or determination appealed from and may make such order or decision as ought to be made, and to that end shall have all powers of the officer from whom the appeal is taken.

[...]

802.5 Rehearings and Appeals.

As provided by NH RSA 677:2, as amended, within 30 days after any order or decision of the Board, any party to the action or proceeding or any abutter as defined by RSA 672:3 ~~person directly affected by it~~ may apply for a rehearing.

[...]

APPENDIX A DEFINITIONS

[...]

ABUTTER: This term shall have the meaning as set forth in RSA 672:3, as amended. ~~Abutter means the owner of record of a lot located in New Hampshire and which adjoins or is within two hundred (200) feet (including across the street or waterway) of the subject lot. In the case of an abutting lot being under a condominium or other collective form of ownership, the term "ABUTTER" means the officers of the collective or association, as defined in RSA 356-B: 3, XXIII. Additionally, the individual owners of condominium units which are located on a parcel within two hundred (200) feet of the subject lot shall be notified only by first class mail.~~ **any person whose property is located in New Hampshire and adjoins or is directly across the street or streams from the land under construction.**

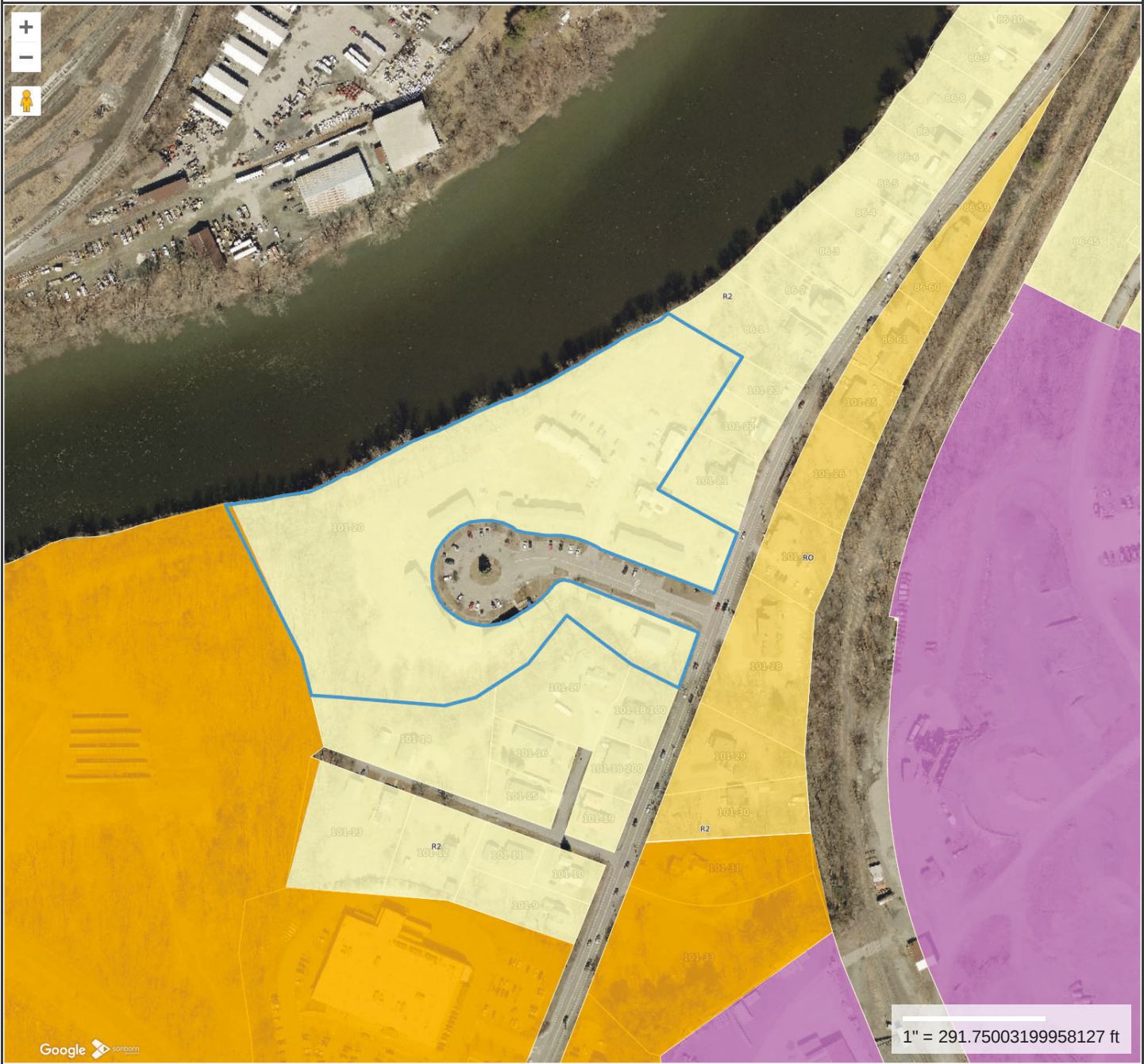
[...]

FAMILY DAY CARE HOME: This term shall have the meaning as set forth in RSA 170-E:2, IV(a), as amended

FAMILY GROUP DAY CARE HOME: This term shall have the meaning as set forth in RSA 170-E:2, IV(b), as amended

[...]

31 Romano Cir - Current Zoning



Property Information

Property ID 101-20
Location 31 ROMANO CIR
Owner LEBANON HOUSING AUTHORITY



MAP FOR REFERENCE ONLY
NOT A LEGAL DOCUMENT

City of Lebanon, NH makes no claims and no warranties, expressed or implied, concerning the validity or accuracy of the GIS data presented on this map.

Geometry updated 07/15/2024
Data updated 11/18/2018

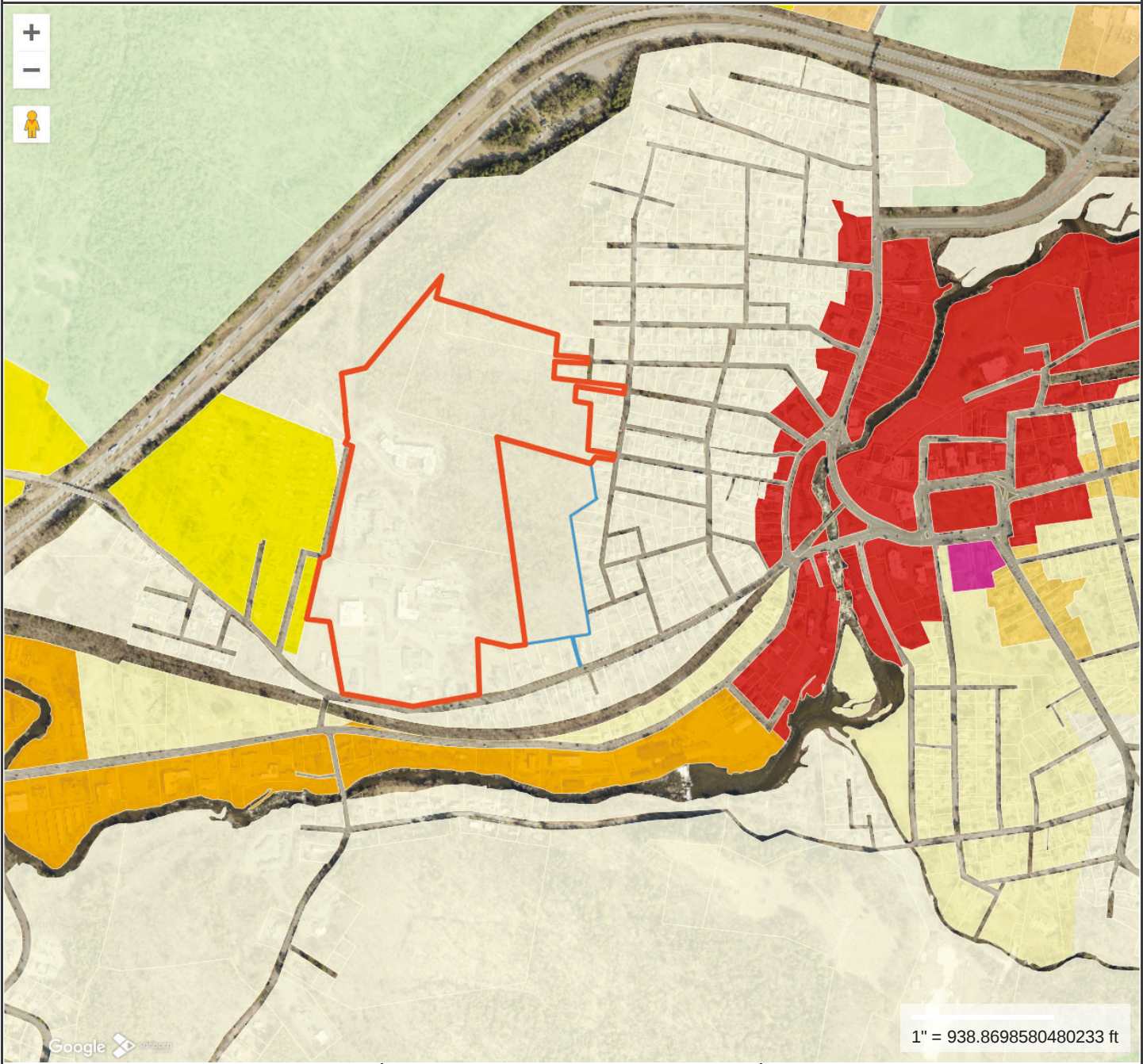
Print map scale is approximate.
Critical layout or measurement activities should not be done using this resource.

Map Theme Legends

Zoning District

- RL3 - RURAL LAND 3
- RL2 - RURAL LAND 2
- RL1 - RURAL LAND 1
- R1 - RESIDENTIAL 1
- R2 - RESIDENTIAL 2
- R3 - RESIDENTIAL 3
- RO - RESIDENTIAL OFFICE
- RO1 - RESIDENTIAL OFFICE 1
- GC- GENERAL COMMERCIAL
- GC-1 - GENERAL COMMERCIAL 1
- CB - CENTRAL BUSINESS
- IND-L - INDUSTRIAL LIGHT
- IND-RA - INDUSTRIAL RAIL ACCESS
- IND-H - INDUSTRIAL HEAVY
- MC - MEDICAL CENTER
- PB - PROFESSIONAL BUSINESS
- LD - LEBANON DOWNTOWN

MC2



Property Information

Property ID 76-5
Location 0 WORTHEN ST
Owner LEBANON SCHOOL DISTRICT



MAP FOR REFERENCE ONLY
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Geometry updated 07/15/2024
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Map Theme Legends

Zoning District

- RL3 - RURAL LAND 3
- RL2 - RURAL LAND 2
- RL1 - RURAL LAND 1
- R1 - RESIDENTIAL 1
- R2 - RESIDENTIAL 2
- R3 - RESIDENTIAL 3
- RO - RESIDENTIAL OFFICE
- RO1 - RESIDENTIAL OFFICE 1
- GC- GENERAL COMMERCIAL
- GC-1 - GENERAL COMMERCIAL 1
- CB - CENTRAL BUSINESS
- IND-L - INDUSTRIAL LIGHT
- IND-RA - INDUSTRIAL RAIL ACCESS
- IND-H - INDUSTRIAL HEAVY
- MC - MEDICAL CENTER
- PB - PROFESSIONAL BUSINESS
- LD - LEBANON DOWNTOWN

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

305A.1 Purpose.

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

305A.2 Table of Uses.

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

305A.3 Table of Area, Dimension and Coverage.

Minimum Lot Requirements					Maximum Limitations	
Lot Area	Frontage	Front Yard	Side Yard	Rear Yard	Building Coverage	Building Height
50,000 square feet	150'	40'	20'	20'	30%	55'

305A.4 Dwelling Unit Density.

Density determinations for **multi-family dwellings** and **mixed use buildings** shall be made by the Planning Board during the course of site review based on site specific conditions and factors such as the availability of parking and/or the ability to provide required parking, the availability of adequate water and sewer, and the ability to provide required site improvements and to meet all other requirements of the Site Plan Review Regulations and all other applicable City regulations.

SECTION 306 CENTRAL BUSINESS DISTRICT (CB).

306.1 Purpose.

The purpose of the CB District is to facilitate smart growth and mixed-use development, other related commercial activities, and higher density residential uses that provide more life and opportunities for recreational and cultural offerings with a mix of uses in new or redeveloped properties. These CB District regulations are flexible in order to invite reinvestment on existing parcels and simultaneously attract new developments to enable opportunities for economic development by capitalizing on the attractiveness of the Connecticut River. The CB District is intended to promote an environment that is safe for walking and biking and provide for uses that are compatible and which would tend to retain and enhance the existing character of the area.

306.2 Table of Uses.

<u>Permitted Uses</u>	<u>Special Exception Uses</u> (see Section 801.3)
<u>Residential</u> Dwelling unit(s) above first floor Multi-family dwelling (see Section 306.5) Senior housing complex	<u>Commercial/Non-Residential</u> Craftsman's shop Drive-through facility Educational facility, college/university
<u>Commercial/Non-Residential</u> Amusements (indoor) Community center - Drycleaning pick-up station Financial institution Group day care facility per Section 604 - Funeral home Health club Hotel - House of worship - Laundromat - Library Local government use Membership club Motel - Museum Office Personal service	<u>Uses by Conditional Use Permit</u> (see Section 302.4)
	<u>Commercial/Non-Residential</u> Essential service - Other uses per Section 306.4 Parking facility - Publishing/printing Recreational facility, indoor Recreational facility, outdoor
	<u>Planned Developments</u> Commercial PUD per Section 501

<u>Permitted Uses</u>	<u>Special Exception Uses</u> (see Section 801.3)
21. Radio or TV studio 22. Renewable energy system per Section 612 23. Restaurant , sandwich shop 24. Retail store 25. Social service center 26. Theater, concert hall, movie theater	

306.3 Table of Area, Dimensions and Coverage.

Minimum Lot Requirements					Maximum Limitations	
Area	Frontage	Front Yard	Side Yard	Rear Yard	Building Coverage	Height
3,000 square feet	40'	NONE	NONE	10' (*)	NONE	55'

*May be reduced or eliminated by **conditional use** permit.

306.4 Other Uses.

Other uses include any use not identified in Section 306.2 that will contribute positively to the vibrancy of the Central Business District. Such other uses shall be permitted by **conditional use** permit from the Planning Board pursuant to Section 302.4 provided the applicant demonstrates that the proposed use:

1. Will encourage the presence of the public in the Central Business District and/or create regular and sustained opportunities for members of the public to utilize the Central Business District. Examples include, but are not limited to, providing a retail, **personal service**, and/or **restaurant** component which is accessory to the primary use.
2. Will not be incompatible with abutting properties and uses. An example of incompatibility includes, but is not limited to, credible evidence that the proposed use will negatively impact the value of any abutting property and/or the viability of any existing abutting use.
3. Meets the standards set forth in Section 302.4.

306.5 Dwelling Unit Density.

Density determinations for **multi-family dwellings** and **mixed use buildings** shall be made by the Planning Board during the course of site review based on site specific conditions and factors such as the availability of parking and/or the ability to provide required parking, the availability of adequate water and sewer, and the ability to provide required site improvements and to meet all other requirements of the Site Plan Review Regulations and all other applicable City regulations.



27 September 2024

Honorable Mayor and City Council
City of Lebanon
51 North Park Street
Lebanon, NH 03766

Re: Request for Zoning Change

Dear Mayor and Councilors:

On behalf of Oakes Storage, LLC and Oakes Real Estate SPE, LLC, this letter is being written to request a zoning change to be part of the city's annual zoning review.

Request #1. Rezone parcel 111-16 on Riverside Drive to GC (see attached "92 Riverside Drive").

Parcel 111-16 is a self storage facility. The existing operation maxes out the usable property. As can be seen on the site plan, the parcel is an odd shape and has been fully developed for storage. There is little risk of this change promoting a project that has harmful impacts, as it is essentially fully developed. The need is to change the use of this land to a use allowed as a "Conditional Use". The current RL-1 zoning places an unnecessary burden on the landowner to obtain either a zoning special exception or a variance to make any changes to the property. This property will be a responsible, quiet, and productive business for the city. The property will generate roughly \$30,000 of tax revenue each year.

The two parcels across the street are zoned GC. Making this change fits with those properties.

Establishing this proper zoning to this parcel would be just, appropriate, and not cause the potential for harmful impacts from development.

Please let me know if you have any questions regarding this request.

Sincerely,

Daniel A. Nash, PE
Principal



City Council
Request for Zoning Changes
27Sep2024

Attachments:

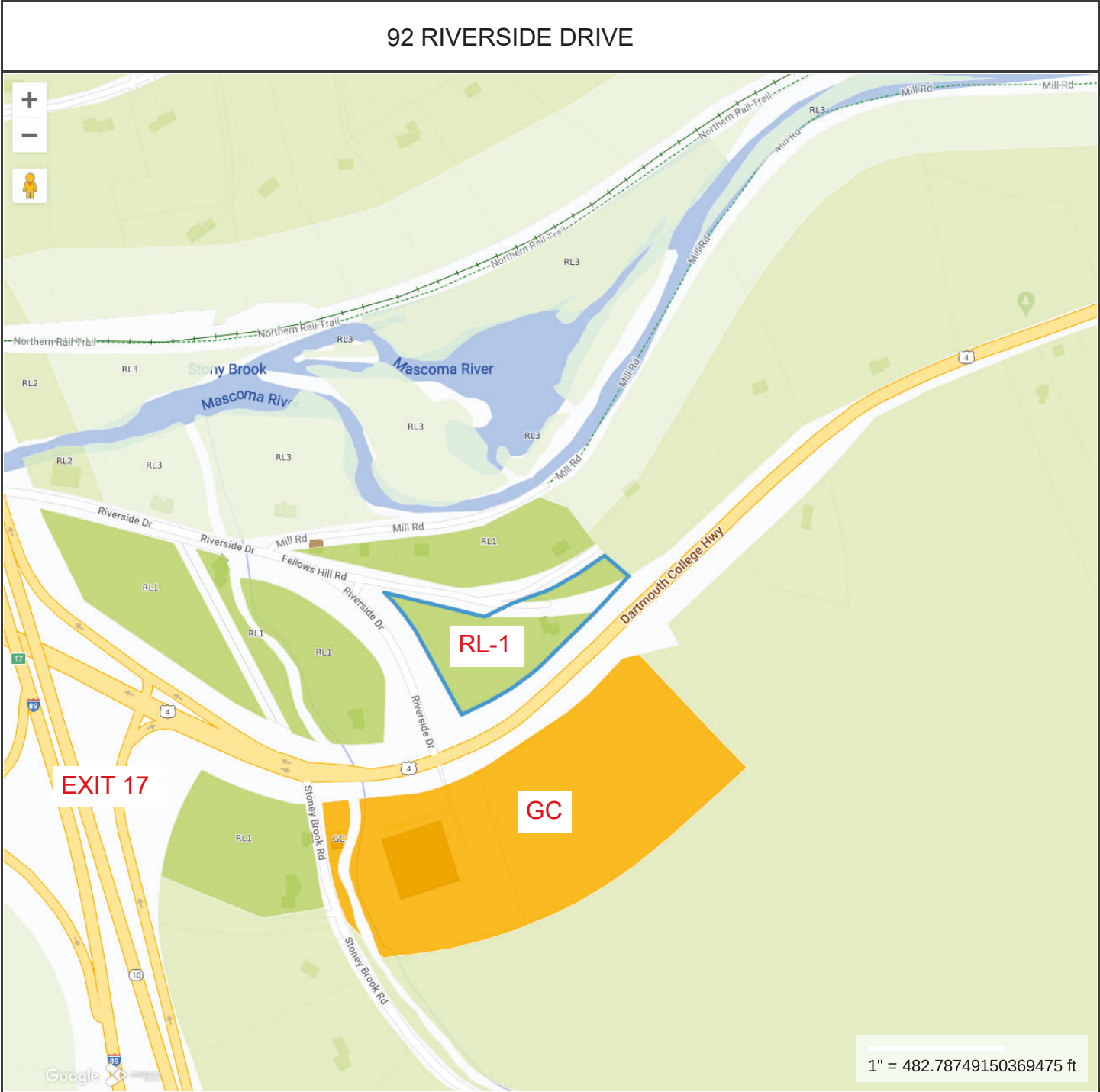
-92 Riverside Drive

-GC

-Site Plan, Oakes Storage

CC: Robert Oakes

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Property Information Property ID 111-16 Location 92 RIVERSIDE DR Owner OAKES STORAGE LLC +	 MAP FOR REFERENCE ONLY NOT A LEGAL DOCUMENT City of Lebanon, NH makes no claims and no warranties, expressed or implied, concerning the validity or accuracy of the GIS data presented on this map. Geometry updated 07/15/2024 Data updated 11/18/2018	Print map scale is approximate. Critical layout or measurement activities should not be done using this resource.
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Map Theme Legends

Zoning District

- RL3 - RURAL LAND 3
- RL2 - RURAL LAND 2
- RL1 - RURAL LAND 1
- R1 - RESIDENTIAL 1
- R2 - RESIDENTIAL 2
- R3 - RESIDENTIAL 3
- RO - RESIDENTIAL OFFICE
- RO1 - RESIDENTIAL OFFICE 1
- GC- GENERAL COMMERCIAL
- GC-1 - GENERAL COMMERCIAL 1
- CB - CENTRAL BUSINESS
- IND-L - INDUSTRIAL LIGHT
- IND-RA - INDUSTRIAL RAIL ACCESS
- IND-H - INDUSTRIAL HEAVY
- MC - MEDICAL CENTER
- PB - PROFESSIONAL BUSINESS
- LD - LEBANON DOWNTOWN

SECTION 305 GENERAL COMMERCIAL DISTRICT (GC).

305.1 Purpose.

The purpose of the GC District is to provide ample land with good highway access for the location of commercial development serving the regional and local markets.

305.2 Table of Uses.

<u>Permitted Uses</u>	<u>Special Exception Uses</u> (see Section 801.3)
<u>Residential</u> 1. Dwelling unit(s) above first floor 2. Multi-family dwelling (see Section 305.5)	<u>Commercial/Non-Residential</u> 1. Alternative treatment center per Section 613 2. Bus terminal 3. Educational facility, college/university 4. Essential service 5. Truck terminal
<u>Commercial/Non-Residential</u> 3. Amusements (indoor) 4. Car wash 5. Community center 6. Drive-in restaurant, refreshment stand 7. Drive-through facility 8. Drycleaning pick-up station 9. Financial institution 10. Funeral home 11. Group day care facility per Section 604 12. Health club 13. Hotel 14. House of worship 15. Laundromat 16. Local government use 17. Membership club 18. Motel 19. Movie theater 20. Office 21. Personal service 22. Publishing/printing 23. Radio or TV studio 24. Recreational facility, indoor	<u>Uses by Conditional Use Permit</u> (see Section 302.4)
	<u>Commercial/Non-Residential</u> 1. Care and treatment of animals 2. Contractor's yard 3. Craftsman's shop 4. Plumbing, electrical or carpentry shop 5. Produce stand 6. Recreational facility, outdoor 7. Warehouse 8. Wholesale sales <u>Planned Developments</u> 9. Commercial PUD per Section 501

<u>Permitted Uses</u>	<u>Special Exception Uses</u> (see Section 801.3)
25. Renewable energy system per Section 612 26. Restaurant , sandwich shop 27. Retail product pickup 28. Retail store 29. Service station 30. Vehicular repair 31. Vehicular sales	

305.3 Table of Area, Dimension and Coverage.

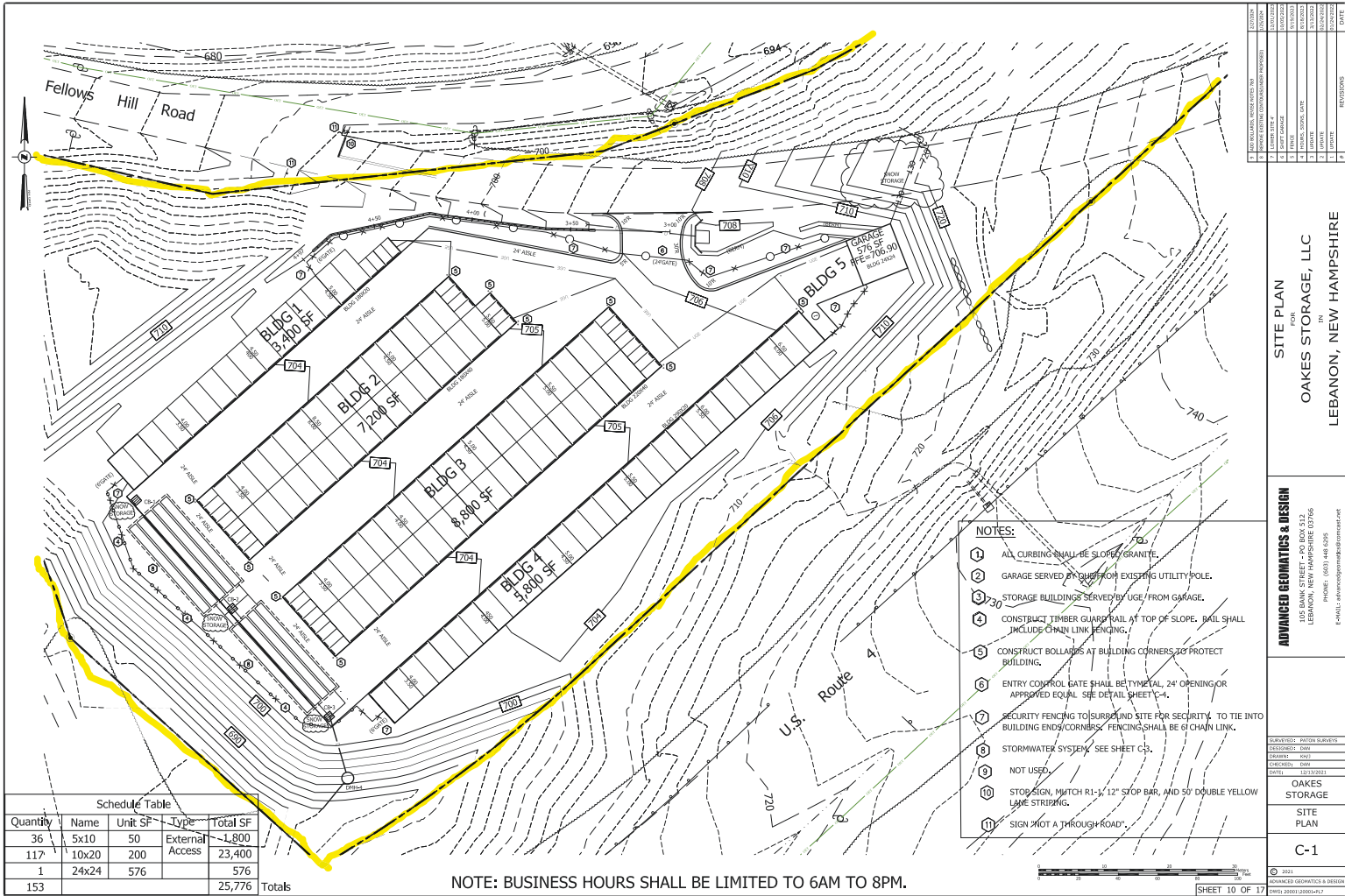
Minimum Lot Requirements					Maximum Limitations	
Area	Frontage	Front Yard	Side Yard	Rear Yard	Building Coverage	Height
50,000 square feet	150'	40'	20'	20'	30%	45' See Section 305.4

305.4 Special Height Restriction.

On **parcels** adjacent to residential districts the height limitation of the adjacent residential district shall apply; but, on such **parcels**, **building height** may be increased above the residential limitation by one (1) foot for each two (2) feet that the **building** is set back from the required set back line(s) on sides of the **lot** adjacent to the residential district. However, in no case shall the height exceed 45 feet.

305.5 Dwelling Unit Density.

Density determinations for **multi-family dwellings** and **mixed use buildings** shall be made by the Planning Board during the course of site review based on site specific conditions and factors such as the availability of parking and/or the ability to provide required parking, the availability of adequate water and sewer, and the ability to provide required site improvements and to meet all other requirements of the Site Plan Review Regulations and all other applicable City regulations.



27 September 2024

We, the voters, call on the City of Lebanon to make these changes to establish fair and just zoning for this property.

[illegible]