



**LEBANON HOUSING TASK FORCE  
MAY 19, 2025 - 8:15 AM  
COUNCIL CHAMBERS, CITY HALL OR  
REMOTE VIA VIRTUAL PLATFORM  
LEBANONNH.GOV/LIVE**

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**1. Call to Order**

- A. To participate in this meeting, please [join live via Microsoft Teams](#) or call 929-229-5356 (access code: 579 773 493#). If you have trouble accessing this meeting, please email [Catheryn Hembree](#).

**2. Approval of Minutes**

- A. April 21, 2025

**3. Old Business**

- A. Housing Opportunity Planning Grant (HOP)
- Overview of the Policy and Regulatory Audit
  - Review and Discussion of Audit Key Findings
  - Update on Outreach and Education Tasks and Timeline

**4. New Business**

**5. Other Business**

**6. Future Agenda Items**

**7. Adjournment**

**The order of agenda items is subject to change.**

Meetings are open for in-person and remote attendance. Members of the public who wish to attend remotely may do so by visiting [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 disrupt virtual or phone connection(s), the meeting will continue without remote access capabilities.

If you have any questions, please contact the Planning and Development Department by sending an e-mail to [planning@lebanonnh.gov](mailto:planning@lebanonnh.gov), or by calling 603-448-1457, or by visiting the Planning and Development Office located in City Hall during regular work hours, Monday through Thursday, 7AM to 5PM. You can view the entire agenda packet on the City's website at [LebanonNH.gov/Agendas](#).

DRAFT

**LEBANON HOUSING TASK FORCE  
REGULAR MEETING MINUTES  
Remote Via Microsoft Teams  
LebanonNH.gov/Live  
Monday, April 21, 2025  
8:15 AM**

**MEMBERS PRESENT:** Ryan Dube, John D’Entremont, Andrew Faunce (virtual),  
Tracy Hutchins, Ellen Smith Ahern, Tim McNamara, Tia Winter

**MEMBERS ABSENT:** Susan Almy, David Duncan

**STAFF PRESENT:** Catheryn Hembree, Associate Planner, Nathan Reichert, Director,  
Planning & Development

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**\*\*NOTE THAT THERE WAS NO AUDIO OR VIDEO FROM THIS MEETING.  
FUNDAMENTAL DRAFT IS FROM NOTES OF THE RECORDING SECRETARY**

1 **1. CALL TO ORDER:** Meeting was called to order at 8:15AM by Mr. Tim McNamara

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3 Ms. Catheryn Hembree read the preamble.

4  
5 **2. APPROVAL OF MINUTES:**

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7 *Mr. Ryan Dube MOVED to approve March 17, 2025 Minutes. The motion was Seconded by Ms.*  
8 *Ellen Smith.*

9 *Yay 3, Nay 0, Abstained 2 (Mr. McNamara and Ms. Smith)*

10 *\* The MOTION was approved 3-0*

11  
12 **3. OLD BUSINESS:**

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14 **A.** Housing Opportunity Grant (HOP) Consultants: Outreach & Engagement update, Data  
15 collection, & Regulatory Audit Process

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17 Ms. Liz Kelly, RP&D and Mr. Steve Whitman were in attendance and provided an update on all that they  
18 are working on, including HNA, FIA, and the audit, which are the three big deliverables.

19  
20 There was some discussion on incenting people for participating in surveys.

21  
22 Two additional resources were offered to help the work of RP&D; one by Ms. Smith with Listen, and one  
23 by Mr. Dube (the VA).

24  
25 Mr. McNamara along with Mr. Reichert spoke about the importance of using the study information and  
26 not simply have it going “on a shelf” Mr. McNamara explained the impact fees and how they are  
27 regulated by the State of New Hampshire. He also said that there is State support for Lebanon housing.

1 Mr. Dube gave an update on HUD for Grafton County and noted there have been an 84% reduction in  
2 staff.

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4 **B. Housing Academy Summary**

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6 Ms. Catherine Hembree presented information along with Ms. Ellen Smith

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8 **4. NEW BUSINESS:**

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10 **5. OTHER BUSINESS:**

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15 **6. FUTURE AGENDA ITEMS:**

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17 **7. ADJOURNMENT:**

18  
19 *Ms. Winter MOVED for adjournment*

20 *Seconded by Mr. Dube*

21 *\*The MOTION was approved unanimously*

22 **The meeting was adjourned at 9:33 AM**

23  
24 Respectfully submitted,

25 Cinda Mersel

26 Recording Secretary \*\*

## DRAFT Policy and Regulatory Audit

### Overview

The following document highlights findings from a recently completed *Policy and Regulatory Audit* completed by Resilience Planning & Design and Fougere Planning & Development. This Audit began with a review of the *City of Lebanon 2024–2027 Strategic Plan* and the *City of Lebanon Master Plan* to identify housing related issues and recommendations.



These findings were then compared to the existing land use regulations in Lebanon. The intent was to understand where the land use regulations (zoning, site plan, and subdivision) support or run counter to the vision, actions, and needs identified in these two documents. These findings will be used to identify deficiencies that should be addressed during the writing of the new Master Plan Housing Chapter, and to update the zoning, site plan review, and/or subdivision regulations.

Here is what we learned during the Audit Process:

- Lebanon has been focused on housing variety and supply issues for many years;
- The recognition of the need for housing unit diversity has informed some significant regulatory changes over the years;
- Refining and expanding on these land use regulations is the most likely path forward;
- Beyond these regulatory approaches there is also an ongoing need to educate and support the actions of landowners and developers creating needed housing.

It is important to highlight that this is only one component of the approach being taken to understand and address housing needs in Lebanon. Even if regulatory changes are identified and adopted there are still many other external issues outside of the city's control. This includes land availability and cost, the availability of developers and tradespeople to construct new housing units, property owner interest and action, construction and financing costs, and many others. Because of this continued communication and collaboration with all stakeholders is necessary.

This document is broken into two main sections. Section one highlights the findings of the policy review, and section two highlights the findings of the regulatory review.

## **Section 1 - Policy Review:**

*The consultant team reviewed the 2024-2027 Strategic Plan and the 2012 Master Plan to understand how policy documents in Lebanon are guiding housing regulations and development activity.*

### **City of Lebanon 2024–2027 Strategic Plan**

*This recently adopted plan provides valuable insight into the community's goals and, like the master plan, garnered broad input from residents, property owners, businesses, elected officials, organizations, and staff. One of the ten strategic themes identified in the document relates to Housing and Neighborhood.*

#### **The Housing Specific Vision**

The City of Lebanon shall encourage a range of housing options for all segments of the population. New housing development should contribute positively to existing neighborhoods and create safe and desirable new neighborhoods consistent with the other planning goals of the city as expressed in this Master Plan.

An inclusive community has a range of housing types to meet the needs of a diverse population. Those housing types include:

- Single Family
- Multi-Family (spanning duplexes to large apartment buildings)
- Elderly Housing
- Accessory Dwelling Units
- Manufactured Housing
- Temporary Housing - Homeless Shelters and Transitional Housing Units

*Chapter 7 of the City's Master Plan is also incorporated into this Strategic Plan and calls for the four **bolded** objectives below which will inform and guide the review of the land use regulations as part of this Audit:*

**2.1 Facilitate the healthy continuum of development/redevelopment of housing.**

**2.3 Revise Land Use Regulations to limit barriers to development/redevelopment while nurturing neighborhood character.**

**2.4 Develop a comprehensive citywide housing strategy.**

2.5 Develop policies and a plan to move new residential construction toward being zero carbon ready, being mindful of how collaboration with other stakeholders, planning regulations, zoning, and building codes might best support and encourage sustainable and affordable development such as through creative infill and construction of high-performance energy efficient buildings that can be run on renewable or zero-carbon energy.

### City of Lebanon Master Plan (2012)

*The 2012 Master Plan called for creating “a range of housing opportunities and choices.” It also forecast the impact that demographic and market trends would have on Lebanon, and anticipated increased demand for multi-family construction – a trend that was already evident.*

*The Plan **acknowledged that the supply of workforce housing continues to be a constraint on economic growth** in the Upper Valley. Part of the Economic Development Vision specifically called for “**supporting a variety of housing options that will allow those working within the city, at all income levels, to also live in the city.**”*

*The language below was pulled directly from the Master Plan and highlights the importance of providing a range of affordable housing options to support a diverse population and workforce:*

#### Chapter 1 – Introduction

- Housing in Lebanon is fairly diverse, and the zoning ordinance allocates significant area for most forms of housing. Natural constraints limit the amount of land that is truly available, however, so careful planning is needed. **Lebanon should allow for carefully coordinated development of new housing that would support a diverse population and provide homes for people at all stages of life.**
- Lebanon’s role as a regional center also is significant to the local housing market and rate of residential development as continued growth of area businesses and institutions is connected to the availability and affordability of housing for new workers. **The City should work with area employers and surrounding communities in the region to develop an initiative for workforce housing to help meet the current and future need to support anticipated economic expansion of the region.**

- Lebanon is fortunate to have vibrant neighborhoods that possess distinct architectural styles and a friendly, sociable character. **Opportunities for appropriate infill and increased density might be considered within existing neighborhoods.** Examples include conversion of a single-family home to a duplex or multi-family dwelling, creation of accessory dwelling units, and allowing a second principal structure of limited size on a residential lot, such as an apartment in or above a detached garage. Such dwellings place little additional demand on City services and infrastructure, can help offset the costs of home ownership, and accommodate those not able or wanting to own and maintain a single-family house.

#### **Housing Related Strategies:**

- Balance development of new housing that will support a diverse population within the limits of current City services, neighborhood character, infrastructure and tax structure.
- Collaborate with employers, organizations and communities in the region on workforce housing initiatives as needed to sustain economic growth.
- Encourage new housing to be located close to urban centers and infrastructure and to positively contribute to existing neighborhoods.
- Ensure that there is a diversity of housing in and around the Lebanon CBD.
- Provide higher density housing while protecting the historical character and scale of the CBD.
- Encourage and work with the Lebanon Housing Authority and other organizations working on housing issues to concentrate new housing for all ages, income categories, and physical abilities ~~within or close to the CBD.~~
- Explore incentives for creating housing opportunities on upper-level floors of ~~CBD~~ businesses, such as those in the Mall.

**Commented [sw1]:** Do these strategies still resonate in Lebanon? Are there any others that are missing?

**Commented [sw2R1]:** From our conversations with City Staff it appears that most of these do still resonate.

One that could be revised is bullet five:  
 “•Provide higher density housing while protecting the historical character and scale of the CBD.”

We also suggested a strikethrough of language at the end of bullet six as this collaboration is city-wide.

And bullet seven could be changed from CBD to West Lebanon and Lebanon Downtown.

#### **Housing Related Actions:**

- Amend the zoning ordinance to discourage conventional, large-lot housing development by requiring conservation design and using density and other incentives to conserve more open space.
- Investigate transfer of development rights programs that aim to facilitate the development of housing in targeted higher-density areas while preserving targeted rural areas.

**Commented [sw3]:** This appears to have been addressed through the required PURD, but there is still some desire to also allow single family homes to be constructed on larger lots in some parts of the community to ensure a wide variety of housing options.

**Commented [sw4]:** There does not seem to be much need to pursue TDR as the community is actively working on land protection efforts and providing development density where appropriate.

## **Housing Chapter (Chapter 7)**

### **Vision & Purpose**

The City of Lebanon shall **actively foster a diverse range of housing opportunities and choices for current and prospective residents**, and will strive to **promote the development of diverse, sustainable neighborhoods** that reflect Lebanon’s “small-town” character and distinctiveness.

The City of Lebanon shall **encourage a range of housing options for all segments of the population**. New housing **development should contribute positively to existing neighborhoods** and create safe and desirable new neighborhoods consistent with the other planning goals of the city as expressed in this Master Plan.

### **Housing Specific Actions Identified in the 2012 Master Plan:**

- Revise the City’s land use ordinances to allow accessory apartments with reasonable restrictions for owner occupied single-family homes.
- Revise zoning in downtown and commercial areas for mixed use to encourage second floor apartments and redevelopment with infill, as well as employer-provided housing.
- Revise the City’s land use ordinances to encourage new manufactured home parks using innovative layouts and site planning.
- Revise the City’s land use ordinances to allow modern manufactured homes on permanent foundations in selected residential zones, and ensure that local ordinances do not discourage alternative housing types, including manufactured housing.
- Revise the City’s land use ordinances to create flexibility for Planning Board consideration and approval of unique housing proposals in the Residential High Density (RHD) District beyond the nominal building heights and setback requirements to permit significant increases in density taking into consideration land and neighborhood conditions.
- Revise the City’s land use ordinances to offer density bonuses to developers who include workforce housing units in large subdivisions or multi-family projects.
- Re-zone some developable land for high-density development, including multi-family housing.

**Commented [sw5]:** Accomplished through Section 610

**Commented [sw6]:** Still a priority

**Commented [sw7]:** More could be done on this, and there is now interest in the potential of cottage courts to address this need.

A question that has been raised – can you have specific design standards for manufactured housing units?

**Commented [sw8]:** This should be kept because it provides an affordable single family option, and state law is requiring them to be included in more zoning districts

**Commented [sw9]:** It seems like the tide has turned on large scale multi-family developments, and there is now greater interest in missing middle scaled housing options.

This can be explored further with the Taskforce and through public outreach.

**Commented [sw10]:** It appears this was addressed in Section 507 for the R1 and R2 Districts – could this be expanded to other districts? This possibility should be explored further.

**Commented [sw11]:** Again - It seems like the tide has turned on large scale multi-family developments, and there is now greater interest in missing middle scaled housing options.

This can be explored further with the Taskforce and through public outreach.

- Review the zoning ordinance to ensure that realistic development potential is available close to services and transit for a variety of housing options to meet the needs of the elderly and disabled and amend as needed.
- Review the zoning ordinance to ensure that zoning definitions do not restrict nontraditional households or alternative living arrangements for example: congregate housing, hospice home, assisted living, or transitional living and amend as needed.
- Review the approval process and streamline it where possible.

**Commented [sw12]:** It appears that the Pattern Zoning will help address this need.

**Commented [sw13]:** There is a desire to carefully define and keep a limit on non-related people living together.

This is largely because there are many examples of travelling professionals living in short term rented units for a few months at a time. This creates a market for investors who often out compete single family home buyers.

Up to four non-related are currently allowed – new definitions, permitting, and thresholds should be explored.

## Section 2 - Regulatory Review:

### City of Lebanon Zoning Ordinance

- **Section 205 One Principal Structure per Residential Lot:** Only allowing one principal structure is now a dated zoning provision and should be changed. This is provided that the area, yard, and other requirements shall be met for each structure as though it were on an individual lot. There are already many exceptions locally that indicate this should change.
- **Section 209 Manufactured Housing:** Units appear to be allowed in Parks and PURDs currently, but there was also some interest in allowing them on foundations in select residential zones.
- **Section 213 Impact Fees:** The Taskforce identified Impact fees as an issue that may need to be addressed. Recognizing the fact that this adds cost to the creation of new housing units. To reduce the costs of housing, when workforce housing or affordable units are included, providing a waiver provision for impact fees will reduce costs and increase project economic viability.
- **Section 305A General Commercial One District, Table of Uses:** Dwelling unit(s) above first floor – this use should be listed under residential uses.
- **Section 306 Central Business District:** There appears to be a conflict with the labelling on the zoning map for this and other districts. It appears as CB, CBD, and over the LD. This is especially true for the map insets.

**Commented [sw14]:** Is it possible to have design standards for these units?

**Commented [sw15]:** There have been no efforts to waive these yet, but it appears that this should remain on the table for discussion. It is important to provide flexibility and support for the types of units the city would like to encourage...not for any they do not want.

- **Section 308, 309, 310 Residential Districts:** There may be opportunities to reduce the required lot size for the R1, R2, and R3 Districts to reflect the lot sizes the presently exist in those neighborhoods. There appear to be many examples of 5,000 and 7,000 square foot lots but the minimum lot area is 10,000 square feet. In areas served by utilities, consider reducing the required lot area to 5,000 square feet.

- **Section 308 Residential District, 308.1 Purpose:** Additional detail could be provided on the goals or vision for this residential district beyond high densities.

#### Why use Conditional Use Permits?

Conditional Use Permits (CUP) provide a valuable regulatory tool to permit uses that meet specific criteria. Approved by the planning board, a CUP review occurs as part of the project review and creates a more streamlined review process versus having multiply hearings with other boards. The planning board and their staff is well equipped to review the appropriateness of new housing opportunities. A CUP process reduces barriers to housing creation.

- **Section 309 Residential Two District:** In the R2 and in all other zones where permitted, allow conversion to multi-family through a conditional use permit (CUP) instead of by special exception (SE).
- **Section 312 and 313 Rural Lands Districts:** Consider allowing two-family structures in these areas on the same size lot required for a single-family home with an accessory dwelling unit.
- **Section 411.3 Pattern Zones Overlay District, Permitted Uses:** Consider allowing multi-family units through a conditional use permit (CUP) rather than by special exception.
- **Section 411.5 Parking:** Consider removing this requirement from zoning and insert in site plan and/or subdivision regulations instead.
- **Section 411.8 Impervious Cover, A.2:** Consider allowing relief through a CUP instead of a special exception.
- **Section 501 Planned Unit Development:** This appears to serve as the clustering or conservation subdivision provision, and is required in four of the residential districts (R3, RL-1, RL-2, and RL-3).

**Commented [sw16]:** It sounds like the Pattern Zoning is the way to get at the higher density possible, and away from the many non-conforming lots. It will take time and observation to see how this new regulatory tool works in Lebanon.

If it goes well the city could consider passing pattern zoning city-wide.

Are there any procedural or design related changes needed?  
Should a density bonus be added for workforce housing?

Commented [sw17]: Checking with Tim Corwin

- **Section 507 Density Bonus, 507.2 B Workforce Housing:** Density bonuses for workforce housing should be increased to 20 – 25% to address construction costs and create meaningful incentives. This could allow the applicant to obtain two to three market rate units for every workforce unit. These bonuses could be expanded outside of the R1 and R2 Districts, and could potentially be focused on missing middle scale housing types.
- **Section 509.6, Cottage Development Design Standards, H.** Consider allowing a waiver or greater design flexibility so cottages within 50 feet of a public street can face toward the common open space, instead of “turning their backs” on the majority of the units. There may be cases where the adjoining streetscape does not warrant such a connection.

Another alternative would be to allow some multi-unit structures that could help diversify the units in these developments. The construction of a multi-unit structure(s) could provide an opportunity to have some units face the interior and others to face the exterior of the development.

- **Section 601.1, Special Design Standards, Architecture:** can create additional costs that hinder new development, older design features that may be present in some neighborhoods may only be replicated through the construction of more expensive housing units. The term “compatible” is very open to interpretation. Consider softening language.
- **Section 603 Senior Housing Complexes and Workforce Housing:**  
*The Board of Adjustment may grant a special exception to allow a senior housing complex or a development with workforce housing to have a greater density than that specified for the applicable zoning district. Senior housing complexes may include congregate living facilities, subject to granting of a special exception by the Board of Adjustment.*

How is this Section currently applied? This appears to be an opportunity to grant greater density and flexibility. Consider allowing this through a CUP process.

- **Section 607 Parking:** Consider moving this language from Zoning to the Site Plan and Subdivision Regulations, removing the heavy hand of zoning and allowing for greater

flexibility. Update required spaces per unit to address the new statutory amendments passed in the last session.

- **Conversion of homes up to four units - City wide, all zones:** Allow for the conversion of older large homes/barns, by right or through a CUP process up to four units in all zones. This approach will open up a host of housing opportunities and are small enough to allow homeowners to undertake a project. Unlocking these spaces to allow for increased density diversifies housing opportunities throughout the community. Currently, this is allowed in some districts.
- **Section 610 – Accessory Dwelling Units:** The only potential change that we identified was the removing of the owner occupied requirement.
- **Garden Style Apartments –** is there any desire to restrict the location of these multi-family structures?
- **Status of the Route 120 Re-Zoning Initiative**  
[https://lebanonnh.gov/DocumentCenter/View/20318/Northern-Lebanon-Community-Plan\\_2024-11-03\\_FINAL?bidId=](https://lebanonnh.gov/DocumentCenter/View/20318/Northern-Lebanon-Community-Plan_2024-11-03_FINAL?bidId=)

Commented [sw18]: Question to the Taskforce

### City of Lebanon Subdivision Regulations

- **Section 7.10 Performance Security Agreement, and Sections 14.4 and 14.5:** These sections should be amended to reflect statutory changes made a few years ago. Bonding for new roads can only be required once a lot is sold, or a building permit is granted. A plan can be recorded without a bond. See 2023 SB 78, RSA 674:36.
- **Section 10.2.C Design Review:** Design review is not a formal application and should not be “accepted” by the Board. There is no statutory provision for this procedure.
- **Section 10.4 Submission Requirements, 1.g and 1.h:** Require the applicant to note features off their property that cannot be surveyed unless permission is granted to enter private property. Can this information be obtained via aerial mapping (google earth), NHGranit, or mapping from the city to show approximate locations?

Commented [sw19]: Question for Tim

- **Section 10.4.B Design Review:** Very specific submission requirements outlined in this section. The extent of materials and information for this review stage appears overly extensive and beyond what State Statue provides for. This level of detail is not typically necessary at this stage of review.
- **Section 12.2 Open Space and Recreation Area:** This appears to be a required set aside that all subdivisions must provide. Does this provision impact the density of units allowed?

Commented [sw20]: Question for Tim

### City of Lebanon Site Plan Regulations

- **Section 6.2 Landscape Standards, B. Perimeter Buffer:** Heavy landscape requirements can increase project costs, but also help soften the visual impact of large housing developments. Is such buffering happening and necessary in all cases? How open has the planning board been to waivers of these provisions?
- **Section 6.5 A. Coordination of Roads:** These regulations infer that private drives and ways must adhere to NHDOT construction standards; is that the case? NHDOT standards are derived to address heavy traffic volumes and loads, rates of which are rarely seen for multi-family developments. Such standards increase site costs significantly.
- **Section 6.5 E. Parking and Loading, 2A:** The use of porous pavement is extremely expensive and its application in New England unproven. It appears this provision is not mandatory, and it may be best to consider removing. Up to date stormwater treatment requirements and infiltration provide a proven methodology to address and treat site runoff.
- **Staff Review and Project Approvals –** is there an opportunity to designate transactional approvals for less complex projects? This could include minor site plans that could be designated for review and approval by city staff.

Commented [sw21]: Question for Tim

Commented [sw22]: Question for Tim